

**NORTHAMPTON BOROUGH COUNCIL**  
**Scrutiny Panel 2- Impact of Anti-Social Behaviour on the Town**

Your attendance is requested at a meeting to be held in the Jeffrey Room,  
The Guildhall, St. Giles Square, Northampton, NN1 1DE on  
Thursday, 28 January 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, direct dial 01604 837408, email [ttiff@northampton.gov.uk](mailto:ttiff@northampton.gov.uk) who will be able to assist with your enquiry. For further information regarding **Scrutiny Panel 2 - The Impact of Anti Social Behaviour on the Town** please visit the website [www.northampton.gov.uk/scrutiny](http://www.northampton.gov.uk/scrutiny)

### Members of the Panel

Chair	Councillor Dennis Meredith
Deputy Chair	Councillor Phil Larratt
Panel Members	Councillor Tony Ansell Councillor Rufia Ashraf Councillor Anamul Haque (Enam) Councillor Jamie Lane Councillor Brian Oldham Councillor Zoe Smith Councillor Graham Walker

### Calendar of meetings

Date	Room
17 March 2016 6:00 pm	All meetings to be held in the Jeffery Room at the Guildhall unless otherwise stated

# Northampton Borough Scrutiny Panel 2 - The Impact of Anti Social Behaviour on the Town

## Agenda

Item No and Time	Title	Pages	Action required
1. 6:00pm	Apologies		The Chair to note apologies for absence.
2.	Deputation/Public Addresses		The Chair to note public address requests. 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.
3.	Declarations of Interest (Including Whipping)		Members to state any interests.
4.	Minutes	1 - 8	The Scrutiny Panel to approve the minutes of the meeting held on 10 December 2015.
5. 6:05pm - 8:55pm	Witness Evidence	9 - 11	The Scrutiny Panel to receive a response to its core questions from a number of expert advisors.
5 (a) 6:05pm	Northants Police	12 - 68	
5 (b) 6:25pm	Case Manager, Anti-Social Behaviour Unit	69 - 73	
5 (c) 6:45pm	Director of Public Health, Northamptonshire County Council		
5 (d) 7:00pm	Director, A&E, Northampton General Hospital		
5 (e) 7:15pm	Director, East Midlands Ambulance Service (EMAS)		
5 (f) 7:35pm	Director, CAN	74 - 76	
5 (g) 7:55pm	Team Leader, S2S		
5 (h) 8:15pm	Director, Trading Standards, NCC	77 - 81	
5 (i) 8:30pm	Chair, Markets Action Group (MAG)	82 - 86	
5 (j) 8:45pm	Conservation Committees	87 - 90	The Scrutiny Panel to receive a briefing note detailing the responses to its core questions from Conservation Committees.
6.	Best Practice	91 - 96	The Scrutiny Panel to note a briefing

## Northampton Borough Scrutiny Panel 2 - The Impact of Anti Social Behaviour on the Town

<b>8:55pm</b>			note detailing best practice elsewhere.
<b>7. 9:10pm</b>	<b>Background data</b>	<b>97 - 103</b>	<p>The Scrutiny Panel to receive briefing notes on:</p> <ul style="list-style-type: none"> <li>• Late Night Levy</li> <li>• Cleaning Schedule of the Town Centre</li> <li>• Data in relation to homelessness and Rough Sleepers</li> </ul>

## NORTHAMPTON BOROUGH COUNCIL

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

Thursday, 10 December 2015

**COUNCILLORS PRESENT:** Councillor Dennis Meredith (Chair), Councillor Phil Larratt (Deputy Chair); Councillors Tony Ansell, Rufia Ashraf, Anamul Haque (Enam), Jamie Lane, Zoe Smith and Graham Walker

**Witnesses** Mike Kay, Chief Executive, Northampton Partnership Homes  
Russell Hall, Vice Chair, Northampton Town Centre BID  
Chris Barker, Project Manager, Northampton Town Centre BID  
Steve Lang, Business Development Manager, Northampton Retail Crime Initiative

**Officers** Ruth Austen, Environmental Health and Licensing Manager  
Sophie Heasman, Senior Case Manager & Data Analyst  
Tracy Tiff, Scrutiny Officer

Councillor Arthur McCutcheon - observing

#### 1. APOLOGIES

An apology for absence was received from Councillor Brian Oldham.

Due to conflicting working commitments, Councillor Davenport has asked that she is removed from the membership of this Panel. The Chair placed on record his thanks to Councillor Davenport for the work she had undertaken so far.

#### 2. DEPUTATIONS/PUBLIC ADDRESSES

There were none.

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

Councillor Zoe Smith declared a personal interest in agenda item 5(d). She works for St Andrews Hospital.

#### **4. MINUTES**

The minutes of the meeting held on 8 October 2015 were signed by the Chair as a true and accurate record.

#### **5. WITNESS EVIDENCE**

##### **(A) CHIEF EXECUTIVE, NORTHAMPTON PARTNERSHIP HOMES**

Mike Kay, Chief Executive, Northampton Partnership Homes (NPH), presented their written response to the core questions of the Scrutiny Panel. The salient points were highlighted. Mike Kay advised that NPH had been in existence for less than one year. A lot of its policies and procedures had been adopted from NBC and were being reviewed.

The Scrutiny Panel made comment, asked questions and heard:

- In answer to a question regarding improvements to environment works which in turn had an effect on the reduction of anti-social behaviour; Mike Kay advised that NPH commenced a programme of environmental improvement works this summer recognising that the decent homes standard targeted the inside homes and it was important that we improved the outside as well. Further works are planned next financial year and consultation would be undertaken regarding the proposed enhanced environmental work.
- In response to a query about fly-tipping on housing land, Mike Kay advised that 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.

Mike Kay was thanked for providing a comprehensive response to the core questions.

**AGREED:** That the information provided informs the evidence base of this Scrutiny review.

##### **(B) CHAIR, NORTHAMPTON TOWN CENTRE BID**

Russell Hall, Vice Chair, Northampton Town Centre BID, and Chris Barker, BID Project Manager, Northampton Town Centre BID, made comment in relation this Scrutiny Review:

- Concerns were conveyed 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
- Mr Hall referred to youths that 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. Mr Hall confirmed that

following discussions with the Police, they had indicated that the youths were not deemed as carrying out anti-social behaviour.

- Licensing hours were referred to. The Police and interested parties have the power to request the review of a licence.
- Fixed Penalty Notices (FPN) would be useful for Street Drinking and littering. Ruth Austen advised that this is covered in the [current consultation on the Public Open Spaces Protection Orders \(PSPOs\)](#).
- Littering includes cigarette butts. Ruth Austen advised that a campaign took place through September and that a total of 44 Fixed Penalty Notices have been issued since 1 September for littering.
- The BID, in partnership with NBC, introduced 30 new bins in the town centre. Rough Sleepers in the town was referred to. It was reported that a shop front of a vacant premises that had been a frequent place for Rough Sleepers to use had been boarded up. Ruth Austen highlighted that Rough Sleepers are moved on. Mr Hall commented on the removal of the previous “Drinking Shelter” that had been in situ behind the old Fish Market and in his opinion there was a lack of public toilets in the town centre.
- Chris Barker confirmed that the Northampton Town Centre BID would respond to the consultation on [current consultation on the Public Open Spaces Protection Orders \(PSPOs\)](#).
- Mr Barker advised that the BID reports issues direct to the Police or the Neighbourhood Wardens. The BID itself has no enforcement powers. The [Public Open Spaces Protection Orders \(PSPOs\)](#) will allow a range of sanctions, including FPNs.

The Scrutiny Panel made comment, asked questions and heard:

- The Chair confirmed that he, along with another member of the Scrutiny Panel, had undertaken a site visit to the town centre and had specifically visited the fountain. The findings of the site visit are detailed at a later agenda item.
- It was commented that [current consultation on the Public Open Spaces Protection Orders \(PSPOs\)](#) is currently live and the Scrutiny Panel and expert witnesses present were encouraged to respond to this consultation. A Public Spaces Order will allow sanctions of Fixed Penalty Notices
- In response to a comment about busking, Ruth Austen advised that the [current consultation on the Public Open Spaces Protection Orders \(PSPOs\)](#) refers to busking. The Anti-Social Behaviour Unit has ongoing work in relation to buskers too.
- In answer to a query regarding previous consultation on busking, the Scrutiny Panel heard that legislation has changed.
- The Scrutiny Panel commented that other towns provide areas for youths to congregate and that they have been successful.

- The Chair suggested that when considering the final report, the Scrutiny Panel should consider a recommendation around preventing Street Drinkers and Beggars from congregating around the fountain. For example, that the fountain, Market Square and Abington Street are patrolled regularly by the Neighbourhood Wardens.
- The Scrutiny Panel commented on individuals congregating on the Market Square at night.
- In answer to a query regarding littering etc. left after the night-time economy over the weekend; Ruth Austen advised that there is a cleaning schedule and this would be forwarded to the Scrutiny Panel for information.
- The Scrutiny Panel requested a briefing paper on the process of late night levy charges to a future meeting.
- The Chair referred to the site visit and that some licensed outlets serve until 5am. Sometimes just one can is sold at a time.

Russell Hall and Chris Barker were thanked for providing a response to the core questions.

**AGREED:** That the information provided informs the evidence base of this Scrutiny review.

### **(C) CHAIR, PUBWATCH**

A written response to the core questions of the Scrutiny Panel was received from Northampton PubWatch.

The Scrutiny Panel commented that a response had not been received to the question in respect of psychoactive substances but heard that there is an awareness of these substances and drug usage within the Licensed Trade.

The Chair advised that PubWatch is wider than the town centre and is an excellent resource that co-ordinates, links and communicates. Positive communication is issued in relation to the prevention of anti-social behaviour.

**AGREED:** That the information provided informs the evidence base of this Scrutiny review.

### **(D) CHAIR, NORTHAMPTON RETAIL CRIME INITIATIVE**

Steve Lang, Business Development Manager, Northampton Retail Crime Initiative, presented the written response to the core questions of the Scrutiny Panel. The salient points were highlighted.

- A number of Rough Sleepers used to congregate around the premises that had now been boarded up.
- Issues in relation to anti-social behaviour need to be addressed holistically.
- 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. Steve Lang explained the bail process in relation to Exclusion Orders.

The Scrutiny Panel made comment, asked questions and heard:

- In response to a query how much retail crime is drug related, Steve Lang advised NRCI has 160 stores that it monitors and retailers can report not only what they report to the Police but issues that they haven't reported to the Police too. For example not all shop lifting is reported to the Police.
- It is often a "life style choice " for prolific offenders.
- Often just prolific offenders are reported to the Police. NRCI helps retailers; they can report low level crime to NRCI which is collated.
- It was reported that the Anti-Social Behaviour Unit has access to the data base of NRCI and receives referrals to those most violent.
- Mental health issues was referred to and the work undertaken by St Andrews.
- The Scrutiny Panel commented that there appeared to be an increase in Rough Sleepers at this time of the year. Information from the Homeless Team would be collated and put into a briefing paper regarding Rough Sleepers.

Steve Lang was thanked for providing a comprehensive response to the core questions.

**AGREED:** That the information provided informs the evidence base of this Scrutiny review.

### **(E) PARISH COUNCILS**

A written response to the core questions of the Scrutiny Panel was received from West Hunsbury Parish Council.

**AGREED:** That the information provided informs the evidence base of this Scrutiny review.

### **(F) LONDON MIDLAND**

The Chair informed the Scrutiny Panel that 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.



## **(G) NETWORK RAIL**

The Chair informed the Scrutiny Panel that Network Rail had advised that its 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.

The Scrutiny Panel suggested a final recommendation of its report could be that the hotline number of Network Rail for reporting graffiti is issued to all ward Councillors.

The Scrutiny Panel suggested that a further recommendation of its final report could be around ascertaining whether Enterprise could remove graffiti on the buildings near to the train station.

## **6. REPORT BACK FROM SITE VISITS**

The Chair advised the Scrutiny Panel of the findings from the various site visits that he had attended.

The Chair suggested potential recommendations that had come from the site visits:

That potential recommendations of the final report include:

A letter is sent to the MPs highlighting the problems of anti-social behaviour that the selling of, and users of psychoactive substances create.

Consideration is given to providing Neighbourhood Wardens with body-worn CCTV cameras, similar to those used by Police Officers. This would assist them in dealing with incidents of anti-social behaviour.

The training programme for Neighbourhood Wardens includes dealing with Street Drinkers.

The option of providing a shelter, or similar area, where Street Drinkers can congregate is explored.

That when reports of fly-tipping are made by Neighbourhood Wardens the rubbish is collected as a matter of urgency.

A room in Children's' Centres, and other appropriate community buildings, is used for Neighbourhood Wardens to hot-desk, with a telephone, on various set days. 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 buildings should

be widely promoted within the ward. The Scrutiny Panel further suggested that Parish Councils, with facilities, could be contacted to see if they could also assist.

In acknowledging that the need to ascertain why individuals rough sleep and street drink; Religious organisations are contacted to establish how they do and could provide assistance.

That details of the cleaning schedule of the town centre, including Emporium Way is provided to the Scrutiny Panel.

In recognising that there are already a number of flats that have cameras in their communal areas; it is recommended that the Scrutiny Panel requests information on their effectiveness in respect of reducing ASB from Northampton Partnership Homes (NPH).

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.

In ensuring 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.

The Scrutiny Panel queried why Rough Sleepers were coming to Northampton and whether they had moved from areas in the county or from further afield. Sophie Heasman advised that Rough Sleepers come from a variety of other towns such as Milton Keynes, Liverpool and London. There is nothing in particular that attracts them to Northampton.

The Scrutiny Panel commented that there appeared to be more Beggars visible during the night-safe event than during day light hours. The Night Safe event was commended and the Chair encouraged the Scrutiny Panel to attend one of these should a further event be organised.

## **7. BACKGROUND DATA**

The Scrutiny Panel noted two briefing notes detailing background data:

Hazzard Alley, Milton Keynes  
Street Pastors

**AGREED:** That the information provided informs the evidence base of this Scrutiny review.

The meeting concluded at 7:47 pm

## NORTHAMPTON BOROUGH COUNCIL

### OVERVIEW AND SCRUTINY



## 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

### OVERVIEW AND SCRUTINY



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

### CORE QUESTIONS – POLICE RESPONSES

#### CORE QUESTIONS:

- 1. Please provide details of your organisation and its role in addressing anti-social behaviour.**

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.

Additionally, details of all calls about anti-social behaviour in the previous 24 hours are sent to one of our 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 Police response options for tackling ASB are described in answer to Q3, and the new powers in the Anti-social Behaviour, Crime and Policing Act 2014. Partnership work is very much the best response, and we support this wherever possible.

Where appropriate, cases are referred to the Anti-social Behaviour Unit, managed by a Police Sergeant; this specialist team applies to civil or criminal courts for powers, like the old-style ASBOs, to manage offenders in order to protect victims.

**2. What Strategies and Policies do you have in place for addressing anti-social behaviour?**

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” (attached). The group is now producing the “Northamptonshire ASB Action Plan for 2015-2018” (still at draft stage and not yet available.)

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

**3. What specific practices and measures do you currently undertake to address/tackle anti-social behaviour?**

Police Community Support Officers provide our 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.

**4. Do you have specific budget/resources/funding in relation to addressing anti-social behaviour, if so please provide further details.**

Resourcing options are raised throughout this document.

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

**5. Are the current partnership arrangements for tackling anti-social behaviour sufficient, and if not where are the gaps?**

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, eg, Check 25. Further wider activity includes

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, eg, 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, eg, emergency housing (moves) as well as security and target hardening measures.

**6. Do you feel there is adequate co-ordination between Agencies regarding dealing with anti-social behaviour? If not how could it be improved?**

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.

**7. How does anti-social behaviour impact upon you/organisation?**

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.

The table below shows the annual percentage change in the volume of Anti-Social Behaviour incidents in the past three years by incident type.

Northampton - Annual Anti-Social Behaviour Performance by Incident Type								
ASB Incident Type	2011/12		2012/13		2013/14		2014/15	
	Volume	Annual% Change	Volume	Annual% Change	Volume	Annual% Change	Volume	Annual% Change
Environmental	2460		2489	1.2%	1964	-21.1%	1848	-5.9%
Nuisance	7316		5804	-20.7%	6375	9.8%	6889	8.1%
Personal	4976		4965	-0.2%	5126	3.2%	4510	-12.0%
<b>Total</b>	<b>14752</b>		<b>13258</b>	<b>-10.1%</b>	<b>13465</b>	<b>1.6%</b>	<b>13247</b>	<b>-1.6%</b>

### Public Perceptions of ASB

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.

### 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?

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.

### 9 Please provide details of the enforcement powers that you have in respect of anti-social behaviour

The Police have 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. These were summarised in the presentation on 10<sup>th</sup> September '15, available on this link:

<http://www.northamptonboroughcouncil.com/councillors/ieListDocuments.aspx?CId=822&MIId=7923> .

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 Behavior, 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.

**10 Do you have the resources to enforce the powers that you have? Please explain.**

As a Police Force we constantly review our resourcing against demand. The powers we have 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

Borough Council 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.

**11 Do you have information regarding the nature of the psychoactive substances market that you are able to inform the Scrutiny Panel of?**

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.

Please see below from CAN:

In 2014-15, Council on Addiction Northamptonshire (CAN) treated 189 young people in the county aged 18 or under with drug and alcohol issues.

The drugs the young people stated they had a problem with are shown in the table below. Many young people had a problem with more than one drug. The table below shows figures for the past two years:

Substances used by young people on entering treatment:

Drug:	% in 2014-15	% in 2013-14
Cannabis	86.7%	87.8%
Alcohol	44.1%	45.4%
Legal highs (NPS)	16.9%	11.4%
Cocaine (exc. crack)	13.3%	7.4%
Amphetamines (exc. ecstasy)	9.7%	9.6%
Other drugs	7.2%	10.5%
Ecstasy	5.6%	5.2%
Hallucinogens	0%	1.7%

Cannabis and alcohol remain the most common substance problem. The number of young people seeking help for cocaine use has almost doubled in the last year. There has also been a significant increase in the number of young people being treated for 'legal highs' (Novel Psychoactive Substances) and this now appears to be above the national average.

**12 Please can you provide details of any health consequences of using psychoactive substances**

Not our expertise. However, we do have to deal with the consequences of their use, 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

**13 Do you have any suggestions on how, as partners, we can improve our approach in addressing anti-social behaviour?**

We have 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.

**14 What do you think is the key contributing factor to anti-social behaviour across Northampton?**

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.



**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?**

- a) 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.
- b) 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.
- c) 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.

# Northamptonshire

# Anti-Social Behaviour

# Reduction Strategy

# 2015-18



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1.

## JOINT VISION

**We will work in partnership  
to help make  
Northamptonshire the safest  
place in England by providing  
an excellent service to  
victims and witnesses of anti-  
social behaviour, focusing on  
prevention, early  
intervention & robust  
enforcement**

---

2.

### Organisations supporting this strategy

BeNCH Community Rehabilitation Company  
Borough Council of Wellingborough (BCW)  
Corby Borough Council (CBC)  
Corby Clinical Commissioning Group  
Daventry District Council (DDC)  
East Northants Council (ENC)  
Kettering Borough Council (KBC)  
National Probation Service (NPS)  
Nene Clinical Commissioning Group  
Northampton Borough Council (NBC)  
Northamptonshire County Council (NCC)  
Northamptonshire Fire and Rescue Service  
Northamptonshire Police  
Northamptonshire Youth Offending Service (NYOS)  
Police and Crime Commissioners (PCC) Office  
South Northamptonshire Council (SNC)

### **3. Introduction**

This strategy sets out the vision, aims and objectives of the partner agencies that are responsible for reducing anti-social behaviour (ASB) in Northamptonshire and identifies how agencies will work together to achieve the vision.

### **4. Background**

ASB often precedes criminal behaviour or is directly associated with it, yet is not always dealt with as robustly due to its nature. Criminal activity is much easier to identify and deal with as there is either an offence defined by law or not. ASB is a much more difficult issue to tackle as it is more about how the behaviour is affecting others, rather than the actual behaviour itself. Most criminal behaviour can be deemed as anti-social, however non-criminal ASB can have long-term detrimental effects on individuals and communities. It is this grey area of community annoyance and frustration that has been and may still be perceived as not being taken seriously or dealt with appropriately by relevant authorities.

Despite a steady reduction in reported ASB nationally since 2007/08<sup>1</sup>, public attitude surveys consistently identify ASB as a top priority for residents in the county. The last HMIC ASB report was produced in 2012, identifying a relatively high level of ASB recorded by police in Northamptonshire in comparison with the rest of England and Wales<sup>2</sup>. We therefore acknowledge that there is work to be done in improving the way we tackle ASB and improve public confidence across our partnership.

The only data currently available for Northamptonshire is from the Police and this may not accurately represent ASB being reported across the partnership through environmental, housing or local authority teams.

There has been a stable trend over the last three years for police incidents being closed as ASB in Northamptonshire. Nuisance ASB incidents have shown an increase every year since 2012 and continues to contribute the largest proportion of ASB, with approximately 44 incidents per day. In contrast environmental ASB has seen a decrease in volume by almost 25% since 2012. On average less than 1 in every 7 ASB incidents are now recorded as environmental related<sup>3</sup>.

Section 17 of the Crime & Disorder Act (1998) places a statutory duty on relevant authorities to consider the impact they have in exercising their powers and delivering services, and do all they reasonably can to prevent crime and disorder in their area. Relevant authorities include local authorities, police, health, probation and social housing providers. Community Safety Partnerships (CSPs) have now evolved from the original Crime & Disorder Partnerships (CDRPs) but their function remains the same in ensuring a multi-agency approach to tackling ASB.

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<sup>1</sup> Statistical bulletin: Crime in England and Wales, Year Ending September 2014- Figure 15: Police recorded crime and anti-social behaviour incidents, 2007/08 to year ending September 2014. Available at <http://www.ons.gov.uk/ons/rel/crime-stats/crime-statistics/year-ending-september-2014/stb-crime-in-england-and-wales--year-ending-september-2014.html#tab-Anti-social-behaviour>

<sup>2</sup> HMIC Inspecting policing in the public interest. Available at: <http://www.justiceinspectorates.gov.uk/hmic/publication/northamptonshire-anti-social-behaviour-2012>

<sup>3</sup> Information provided by Northants Police Performance Team. May 2015.

Recently focus has shifted to ensure that the impact of the behaviour on the victim is considered from the outset, rather than just responding to the presenting behaviour of the offender. This approach should enable a more holistic and effective service of response and support for victims and perpetrators, pooling resources and identifying gaps.

## **5. Definition of ASB**

Sec. 2(1) of the Anti-Social Behaviour, Crime and Policing Act (2014) defines ASB as:

- 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”

(NB. “Housing-related” means “directly or indirectly relating to the housing management” of either a housing provider or local authority. The “housing management” functions of a “housing provider or local authority” include “functions conferred by or under an enactment” and “the powers and duties of the housing provider or local authority as the holder of an estate or interest in housing accommodation”)

## **6. Where are we now?**

### **6.1 National Context of ASB**

There are numerous pieces of legislation in England & Wales that address anti-social behaviour, providing guidance, tools and powers with which to tackle the low level to more serious cases. The most significant being the Crime & Disorder Act (1998) and the Anti-social Behaviour Act (2003), along with housing legislation. In 2010 the Home Office launched a consultation paper that proposed a transformation in the way that ASB is dealt with. The findings showed that ASB tools and powers were insufficient and needed reviewing. Consequently the Anti-social Behaviour, Crime & Policing Bill was produced and received Royal Assent on 13<sup>th</sup> March 2014.

### **Anti-social Behaviour, Crime and Policing Act (2014)**

The new legislation streamlines the previous ASB powers from 19 to 6 as demonstrated in Appendix 1. The 2014 Act focuses on the impact on the victim as opposed to the type of behaviour being displayed by the perpetrator(s). This is perhaps the biggest shift and will require more work around risk assessing the impact of ASB on a case by case basis. The Act also aims to provide local communities with more power to get a response and have a greater influence over the resolutions to be used in tackling ASB.

## **Local Implementation of the Act**

### **6.2 ASB Working Group**

A partnership working group was set up prior to the implementation of the 2014 Act to decide on best practice, enable open discussion and fair decision making between local relevant authorities. The content of warnings, notices and fixed penalty notices (FPNs) should therefore be consistent across the county. Agreement around the Community Trigger & Community Remedy document was a significant part of this group.

### **6.3 Community Trigger**

Where a locally agreed threshold is met (at least three complaints in the previous six months), victims (or a person acting on behalf of the victim) are able to request a review of their case, prompting the relevant bodies and responsible authorities to come together in a joined up, problem-solving approach to find a solution. These may include Councils, Police, Clinical Commissioning Groups (CCGs) & registered providers of social housing who are co-opted into the group.

All partners that deal with reports of ASB need to ensure that they are doing appropriate and agreed risk assessments (Appendix 2) for victims from their initial complaint. Assessing the level of response required at this stage should prevent the community trigger from needing to be used. We have developed a locally agreed Community Trigger process for Northamptonshire which can be found in Appendix 3.

### **6.4 Community Remedy**

The Office of the Police & Crime Commissioner (OPCC) has responsibility for producing the Community Remedy Document. This was done by the OPCC through consultation with members of the public on what punitive, reparative or rehabilitative actions they consider appropriate for out-of-court punishment of perpetrators for low-level crime and anti-social behaviour. Remedies may include a verbal or written apology, mediation, restorative practice, Acceptable Behaviour Contracts (ABCs), paying money for damages or stolen property, participation in structured activities or reparation to the community through temporary unpaid work.

Police officers, investigating officers and persons authorised by a relevant prosecutor for conditional cautions or youth conditional cautions may then use these. The Chief Constable has designated this power to PCSOs to use the remedies. The offender must admit the offence and be willing to participate in a community remedy through agreement with the Police, who also record the outcome. Whilst the victim may state their preference to which remedy is used, a police officer will have the final decision over which to use. The Community Remedy document for Northamptonshire can be found in Appendix 4.

### **6.5 One vision, one approach**

It is essential that all partner agencies have a consistent and clear approach to tackling ASB and implementing the new legislation locally. This strategy provides a template from which local service delivery plans will be produced, with the aim of achieving the joint vision. An important aspect of

this will be through the introduction and use of standardised documents, meeting formats and a single set of service standards that victims across Northamptonshire can expect to receive.

## **7. Local Context of ASB**

**7.1** Northamptonshire is a two tier authority, made up of seven District and Borough Councils and the County Council. There are six Community Safety Partnerships (CSPs). Following on from the Strategic Assessment produced by Northamptonshire Partnership, the County Council has a duty to produce a Community Safety Agreement (CSA) which identifies the responsibilities of partners to reduce crime, disorder and ASB. This in turn influences the annual community safety plans produced by the CSPs.

The current Northamptonshire CSA (Appendix 5) identifies ASB as a priority, along with inter-personal violence (IPV) and alcohol misuse. Working groups have been formed to address these priorities and the Northamptonshire ASB and Hate Crime Strategic Group oversees partnership work around this strategy. This group currently meets every two months and is made up of representatives from the police, county/district/borough councils, fire, OPCC and other key agencies. This group feeds into the Chief Executives' Group.

Across the county, each CSP holds its own monthly ASB Action Group (ASBAG), where operational issues and current local cases are discussed. These are chaired by either the district/borough council Community Safety Manager or the police ASB Unit Sergeant for that area. The Community Safety Managers then feed directly into the Strategic Group.

## **7.2 Anti-social Behaviour in Northamptonshire – Research Project**

The Northamptonshire Police & Crime Commissioner (PCC) has been working with Northamptonshire University on a joint venture to set up the 'Institute for Public Safety, Crime & Justice' (IPSCJ) which opened in April 2014. The team of experienced analysts, researchers and trainers will lead expert practitioners and associates in what they hope to be a nationally & internationally recognised Institute of high quality academic contributions to crime prevention, crime science and criminal justice practise. The Institute will provide the local CSPs with evidence based information to help support and strengthen their approach to tackling ASB.

In summer 2014 Dr Rebecca Thompson was tasked by the OPCC and Northamptonshire Police to carry out a piece of research to help build a picture of the scope, scale and nature of ASB countywide, reviewing the current processes to identify potential gaps in provision and determine if there are particular characteristics which increase the risk of becoming a victim or perpetrator of ASB. The final report made 27 recommendations that have been considered and incorporated within this strategy.



### **7.3 Voice – the Victim & Witness service for Northamptonshire**

‘Voice’ is the new victim & witness service that has been commissioned for the county and will continue to offer a similar service to Victim Support. Their aim is to include support to victims of serious and persistent ASB and not just crime, although the processes for this are still being formulated.

### **7.4 Victims’ Voice**

Following the 2013 ‘Victims’ Voice’ report conducted by the OPCC, three recommendations were made in relation to ASB. One of these suggested the provision of a one-stop-shop service for victims whereby one point of contact will lead on a case, working in close partnership with all other relevant agencies. The OPCC are in the process of recruiting a Project Officer to develop this concept until the end of March 2016.

### **7.5 E-cins**

The Partnership has invested in an ASB case management system provided by a Community Interest Company called Empowering Communities. This system enables multiple agencies to use one hub for case management and the sharing of intelligence around ASB, as well as other areas of community safety work. Security settings can be set by individuals and/or partners entering data and there is a tasking capability that makes partnership working quicker and more transparent. This system is constantly evolving and can be adapted for local use.

Teams such as the Youth Offending Service (YOS), Troubled Families (TF) and the Multi-agency Safeguarding Hub (MASH) are now on board. The recently developed Housemark capability is seeing an increase in housing providers signing up also. The police are currently leading on the promotion, sign up and training of new users countywide. However the Partnership is in the process of recruiting a specific E-cins Officer to take on this role and help embed use of the system across Northamptonshire into 2016.

All ASBAGs will now use this system on a live screen as their briefing tool during their meetings.

### **7.6 ASB Process Review**

The Northamptonshire County Council (NCC) Community Safety Team are conducting a review of the ASB process across the partnership, looking at operational processes from point of report through to conclusion, in support of this strategy and the research from the IPSCJ. This will include a data mapping exercise with the police, conducting research into how other forces/areas tackle ASB and identifying best practise. This will better inform the service delivery plans and help consolidate a clear pathway for dealing with ASB.

The first change to come from this is around Acceptable Behaviour Contracts (ABCs). From 1<sup>st</sup> April 2015 PCSOs and police officers in Northamptonshire are again allowed and encouraged to use ABCs where appropriate when dealing with low level ASB. The ASB Strategic Group recognises the need for better use of early intervention tools, specifically with frontline officers who play a vital role in

dealing directly with issues when they begin. The police have now produced new guidance and training for this process in force. The police ABC Guidance document is attached as Appendix 6.

## 8. Outcomes

The strategy will demonstrate improved outcomes for our:-

**Local communities** – we will work with victims of ASB to identify them earlier, understand their needs and provide efficient and effective services that meet their needs. We will hold perpetrators to account for their behaviour and offer them opportunities to change their behaviour.

**Local partner agencies** – will be able to understand and have a clear direction on how we support victims of ASB including the emphasis on taking action as early as possible and how to deal efficiently with those responsible for causing ASB in their neighbourhoods. Partners need to develop some baseline measures that evidence changes brought about as a result of the strategy.

## 9. Where do we want to be?

The following aims have been identified to achieve the vision. A delivery plan will be developed from these.

### 9.1 **Prevention & Early Intervention – breaking the cycle**

*Ensuring a holistic approach to tackling ASB which emphasises prevention and changing behaviour*

Early intervention involves taking action as soon as possible to tackle problems that have already emerged, with the aim of preventing them from developing. We want to focus our efforts on preventing anti-social behaviours or tackling them at an early stage, through a number of key activities:

- 9.1.1 We will consolidate a clear and efficient pathway** from the point of report, through the partnership risk assessment, to consider what level of early intervention is most appropriate and establish if/when an Early Help assessment for families would be appropriate. The use of early intervention tools should reduce the need for Early Help referrals in some cases, although these can be made alongside them or afterwards if they have not had the desired effect, or if there are more issues than low level ASB. However, low-level ASB perpetrated by children or young people may be a symptom of other problems, e.g. neglect, domestic violence or other issues in the home and a referral should therefore always be considered<sup>4</sup>.

Clearly identified procedures for all partners need to be established, agreed and embedded in line with the minimum standards (Appendix 7). Prevention and early intervention require a prompt assessment and response to be effective, therefore a robust partnership pathway is crucial.

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<sup>4</sup> For further information see Northamptonshire Thresholds and Pathways <http://www.northamptonshire.gov.uk/en/councilservices/children/protecting-children/Pages/northamptonshire-thresholds-and-pathways.aspx>

**9.1.2 We will ensure that there are opportunities for voluntary intervention.** Voluntary intervention at an earlier stage is integral to achieving long term behavioural change. Engaging directly with young people and adults who are willing to understand the impact of their behaviour, can enable them to take responsibility for their actions with support and guidance from professionals. This approach can be more effective, sustainable and should require less resource in the long term. Early voluntary intervention should therefore be seen as a preferred method over reactive enforcement, as illustrated in Figure 1 below. Acceptable Behaviour Contracts (ABCs) are a positive method of negotiation with perpetrators for use by police and PCSOs in particular, local authorities and registered social landlords. These should be used proactively where appropriate prior to any formal/legal proceedings and can be used prior to/negating the need for an Early Help Assessment.

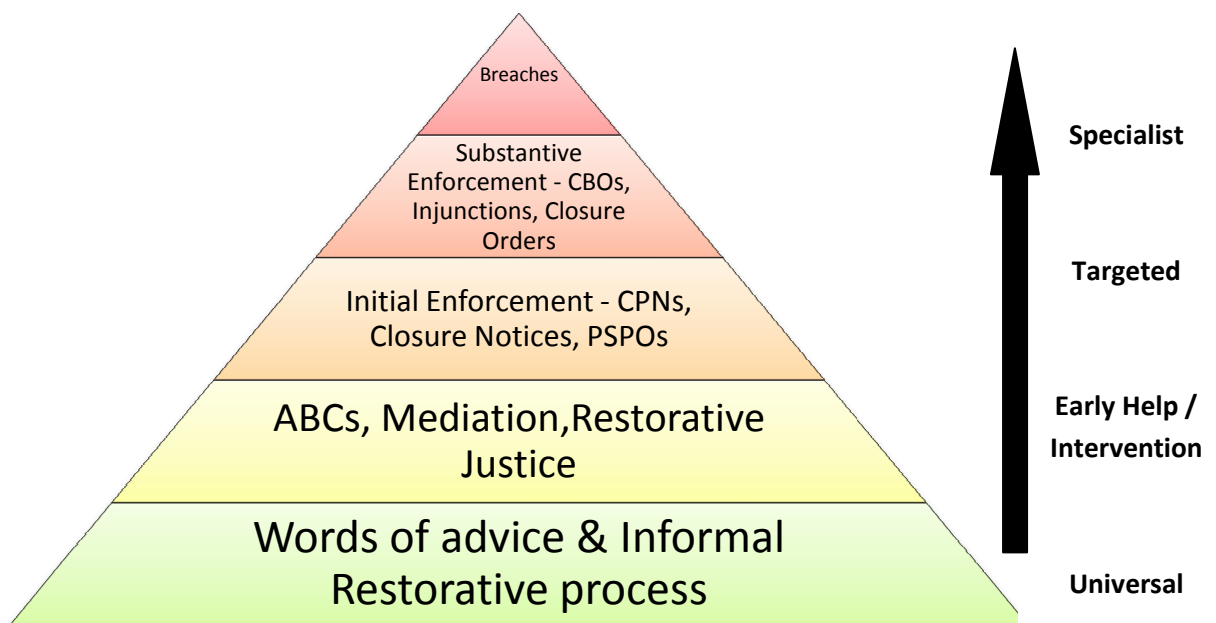


Figure 1. Intervention Pyramid

**9.1.3 We will work with children and young people (0-19yrs or up to 25yrs with special educational needs) to encourage positive behaviour and skills that enable them to make well informed choices in their lives.** Engagement with schools and other youth services through, for example appropriate PSHE curriculum or life skills work is key to build resilience and develop responsible citizens.

**9.1.4 We will provide diversionary projects as a significant distraction for young people as well as positive engagement opportunities.** Activities should be developed locally in conjunction with those who we wish to engage. Local residents and volunteers should be used where possible to help embed activities within communities and sustain engagement through incentivising them to lead or coach groups in their activities. Organisational 'directories of services' should be updated, maintained and made available where possible (details of which should be specified within the service delivery plans).

**9.1.5 We will embed restorative practices across our schools and within services.** Restorative practices bring victims and offenders together to explore the impact and harm caused by the event/offence and, when possible, to decide how to repair the harm.

- 9.1.6 We will encourage licensed premises and local businesses to take more responsibility in addressing potential anti-social behaviour that results from the delivery of their services.** With the support of licensing and trading standards, pro-active measures to advise and incentivise establishments to help prevent issues associated with access to cheap alcohol, littering, noise nuisance, security and promotional activities.

## 9.2 Dealing with perpetrators

### *Dealing quickly, appropriately and effectively with all perpetrators of ASB in accordance with local remedies*

We want to deal with perpetrators quickly and in the most effective way to prevent further offending. Identifying appropriate enforcement methods through effective partnership work, whilst offering suitable support to help address the causes of behaviour and enabling long term change.

- 9.2.1 We will develop processes to ensure that perpetrators are identified and dealt with quicker and more effectively.** The Anti-social Behaviour, Crime & Policing Act (2014), in addition to other specific legislation, provides the police and other partner agencies with sufficient enforcement tools and powers to deal with every type of ASB. These need to be fully understood by all professionals who can use them. Time delays, lack of evidence gathering and miscommunication can enable issues to continue, sometimes unnecessarily. Cases that have been unable to be dealt with through early intervention need to be taken to the ASBAGs as soon as possible. Evidence gathering begins at the point of report through the agency that received it and early intervention methods need to be considered at that point depending on the risk assessment.

As low-level ASB perpetrated by children or young people may be a symptom of other problems, e.g. neglect, domestic violence or other issues in the home, an EHA or safeguarding referral may need to be considered<sup>5</sup>.

- 9.2.2 We will take a multi-agency approach to dealing with perpetrators.** Often a perpetrator is known to more than one agency who may be taking a course of action specific to their service. A more effective and successful approach is likely to be identified when all services have a complete overview of the individual involved. Services working in isolation can make the impact of ASB much worse for the victim and easier for the perpetrator to continue. The use of E-cins can support this significantly. The concept of a partnership one-stop-shop is important here.
- 9.2.3 We will ensure that perpetrators of anti-social behaviour are involved in the development of preventative programmes for those at risk of offending where appropriate.** Diversionary activities require local engagement and understanding of the causes. Using those who have previously offended to develop diversionary activities allows them to make a positive contribution to their local area. As some of the new powers have positive requirements as well as prohibitions, this could be used as a creative approach to effect change for both the perpetrator and those at risk of offending. Incentives such as coaching or leadership awards in sport can be offered through positively influencing and encouraging those at risk of offending to engage.

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<sup>5</sup> For further information see Northamptonshire Thresholds and Pathways  
<http://www.northamptonshire.gov.uk/en/councilservices/children/protecting-children/Pages/northamptonshire-thresholds-and-pathways.aspx>

- 9.2.4 We will provide opportunities for long term behavioural changes and support those who wish to change their own behaviour through local support agencies.** Identifying and taking advantage of these opportunities will be an important process. A directory of local support agencies should be readily available for this process to be successful and all partners are responsible for contributing to and referring to it. Drug & alcohol services and anger management are an example of the main support services that need to be available for perpetrators and where appropriate should be considered alongside any enforcement action.

### **9.3 Pathways of Support for victims and witnesses**

#### ***Providing appropriate and sufficient support to victims and witnesses whilst identifying support to tackle the causes of ASB***

We want to ensure that victims are considered a priority in cases of anti-social behaviour and those who are vulnerable or repeat victims are identified early on. We need to provide appropriate and easily accessible support and information for those who become involved in the criminal justice system. There are currently no clear definitions of vulnerable or repeat victims for the partnership but this is something that will be addressed to ensure of a fair, clear and consistent service, making this a priority for year one.

- 9.3.1 We will provide a **customer focused, responsive service** that has a robust approach to assessing the support needs of victims of anti-social behaviour. A county wide risk assessment (Appendix 8) will be routine for all agencies receiving complaints, enabling vulnerable and repeat victims to be identified quickly and consistently at the point of report. This process should significantly reduce the need for use of the community trigger and ensure the most appropriate course of action from the outset. The newly commissioned 'Voice' will provide a consistent, supportive and professional service to victims and witnesses of severe and persistent ASB<sup>6</sup> across the county.
- 9.3.2 Victims and witnesses of ASB in Northamptonshire should only deal with **one point of contact** from a lead agency, to prevent repetition and avoid duplication of work between partner agencies. The use of e-cins as a case management system and the development of a one-stop-shop should facilitate this process.
- 9.3.3 We will work to a set of common **service standards**, produced and agreed by the partnership strategic group. These will provide guidance to all partners across Northamptonshire to ensure a more consistent and transparent service for victims and witnesses.

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<sup>6</sup> 'Severe and persistent' to be defined as part of the service development of Voice

## 9.4 Communication: Training, Public Awareness & Information Sharing

### *Having effective partnerships at local level with statutory and other agencies on the sharing of information and tackling ASB*

We want to provide a seamless partnership service that provides better outcomes for those involved, whilst informing both local residents of and visitors to Northamptonshire, how ASB is going to be tackled.

- 9.4.1 We will ensure that relevant staff receive appropriate and quality training.** Training is crucial for all partners to increase their knowledge and ability in tackling anti-social behaviour. It is essential that the tools and powers within the new legislation, in addition to existing legislation are delivered to all appropriate staff, providing them with the knowledge, understanding and confidence in using them. Consistent, multi-agency training should be delivered across the partnership to ensure uniformity in delivery. Training for staff at the point of report (e.g. call handlers) is vital for them to be able to identify vulnerable and repeat victims correctly and consistently. Case law and best practice will be a necessary and important aspect of guidance now the new powers have come into force, requiring frequent updates to be shared county wide through the Strategic Group.
- 9.4.2 We will raise public awareness of the impact of anti-social behaviour, whilst informing our communities of how to deal with it.** A partnership communication plan, led by the Strategic Group on all community safety issues will enable more powerful messages and promote confidence in our services. We will challenge attitudes and behaviour through the individual and partnership work we promote, reinforcing the message that ASB will not be tolerated in our communities.
- 9.4.3 We will ensure that we have sufficient information sharing in place to identify repeat and vulnerable victims and to ensure that data can be routinely analysed and evaluated to inform resource allocation and interventions.** Protecting victims and responding appropriately to perpetrators can only be done through clear and accurate information sharing between partner agencies. This helps to avoid time delays and duplication of work, ensures efficient evidence gathering, identifies any gaps in service delivery, assists with conducting accurate risk assessments, ensures appropriate interventions are put in place for perpetrators, victims and witnesses and prevents unnecessary repeat contact with victims and witnesses. The use of E-cins offers the opportunity for improved information sharing and case management across Northamptonshire as more agencies sign up and make use of the intelligence, case working and task management modules. E-cins should be used as the briefing tool for all ASBAGs, enabling updates, tasking and information sharing to be done in live time. ASBAGs will follow a similar/constant agenda format countywide to ensure consistency in approach and language, as agreed by the Strategic Group.

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**Appendix 1 – Summary of New Powers**

37

New Power	Old Powers	Key points
<b>Criminal Behaviour Order (CBO)</b>	<ul style="list-style-type: none"> <li>▪ Anti-Social Behaviour Order on conviction (CRASBO)</li> <li>▪ Drinking Banning Order (DBO)</li> </ul>	<ul style="list-style-type: none"> <li>• Civil order in criminal court</li> <li>• Crown Prosecution Service (CPS) is most likely to be the applicant whether through their own initiative or following a request from the police or council</li> <li>• Breach is criminal offence</li> <li>• Positive conditions can be included</li> <li>• The ASB does not have to relate to the criminal offence</li> <li>• Consultation requirement with YOTs for under 18s</li> </ul>
<b>Crime Prevention Injunction <u>or</u> Injunction to prevent nuisance &amp; annoyance (IPNA)</b>	<ul style="list-style-type: none"> <li>▪ Anti-social Behaviour Order (ASBO) on application</li> <li>▪ Anti-Social Behaviour Injunction (ASBI)</li> <li>▪ DBO on application</li> <li>▪ Individual Support Order (ISO)</li> <li>▪ Intervention Order</li> </ul>	<ul style="list-style-type: none"> <li>• Civil order in County Court or Youth Court for 10-17yr olds</li> <li>• Power of arrest can be attached</li> <li>• Positive conditions can be included</li> <li>• Local councils, social landlords, police (including BTP), Transport for London, Environment Agency &amp; NHS Protect can apply</li> <li>• Breach is a civil matter punishable as contempt of court</li> </ul>
<b>Community Protection Notice (CPN)</b>	<ul style="list-style-type: none"> <li>▪ Litter clearing notice</li> <li>▪ Street litter control notice</li> <li>▪ Defacement removal notice</li> </ul>	<ul style="list-style-type: none"> <li>• Applies to individuals aged 16 and over, organisations &amp; businesses</li> <li>• Council officers, police officers, PCSOs (if designated) &amp; social landlords (if designated by the council) can issue them</li> <li>• CPN follows a written warning when behaviour persists</li> <li>• Breach is a criminal offence</li> </ul>
<b>Community Protection Order (CPO) (Public Spaces) <u>or</u> Public Space Protection Orders</b>	<ul style="list-style-type: none"> <li>▪ Designated Public Place Order (DPPO)</li> <li>▪ Gating order</li> <li>▪ Dog control order</li> </ul>	<ul style="list-style-type: none"> <li>• Council makes a PSPO after consultation with the police, PCC and other relevant bodies</li> <li>• Can be enforced by police officers, PCSOs &amp; council officers</li> <li>• Breach is a criminal offence</li> </ul>



<b>(PSPO)</b>		<ul style="list-style-type: none"> <li>• Will replace any existing DPPOs &amp; need to be renewed after 3 years</li> <li>• Order must be published</li> </ul>
<b>Dispersal Power</b>	<ul style="list-style-type: none"> <li>▪ Dispersal Order</li> <li>▪ Direction to leave</li> </ul>	<ul style="list-style-type: none"> <li>• Powers for Police Officers in uniform and PCSOs if designated by the Chief Constable</li> <li>• Dispersal for up to 48 hours within a specified area</li> <li>• Under 16s can be returned home or taken to a place of safety</li> <li>• Powers to confiscate any item that could be used to commit asb, crime or disorder</li> <li>• Breach is a criminal offence</li> </ul>
<b>Closure Power</b>	<ul style="list-style-type: none"> <li>▪ Premises Closure order</li> <li>▪ Crack house closure order</li> <li>▪ Noisy Premises Closure order</li> <li>▪ S161 Closure Order</li> </ul>	<ul style="list-style-type: none"> <li>• Police and Council can apply</li> <li>• Closure notice - up to 48hrs</li> <li>• Closure Order - up to 6 months</li> <li>• Breach is a criminal offence</li> </ul>
<b>Absolute Ground for Possession</b>	NEW!	<ul style="list-style-type: none"> <li>• Social landlords and private sector landlords can apply</li> <li>• Can apply to the tenant, a member of the tenant's household or a person visiting the property</li> <li>• Grounds include:             <ol style="list-style-type: none"> <li>i. Convicted of a serious offence</li> <li>ii. Found by a court to have breached a civil injunction</li> <li>iii. Convicted for breaching a CBO</li> <li>iv. Convicted for breaching a noise abatement notice</li> <li>v. Tenant's property has been closed for more than 48hrs under a closure order for asb</li> </ol> </li> </ul>

**NORTHAMPTONSHIRE VICTIM ASB SCREENING TOOL**

Name:  Case Ref:

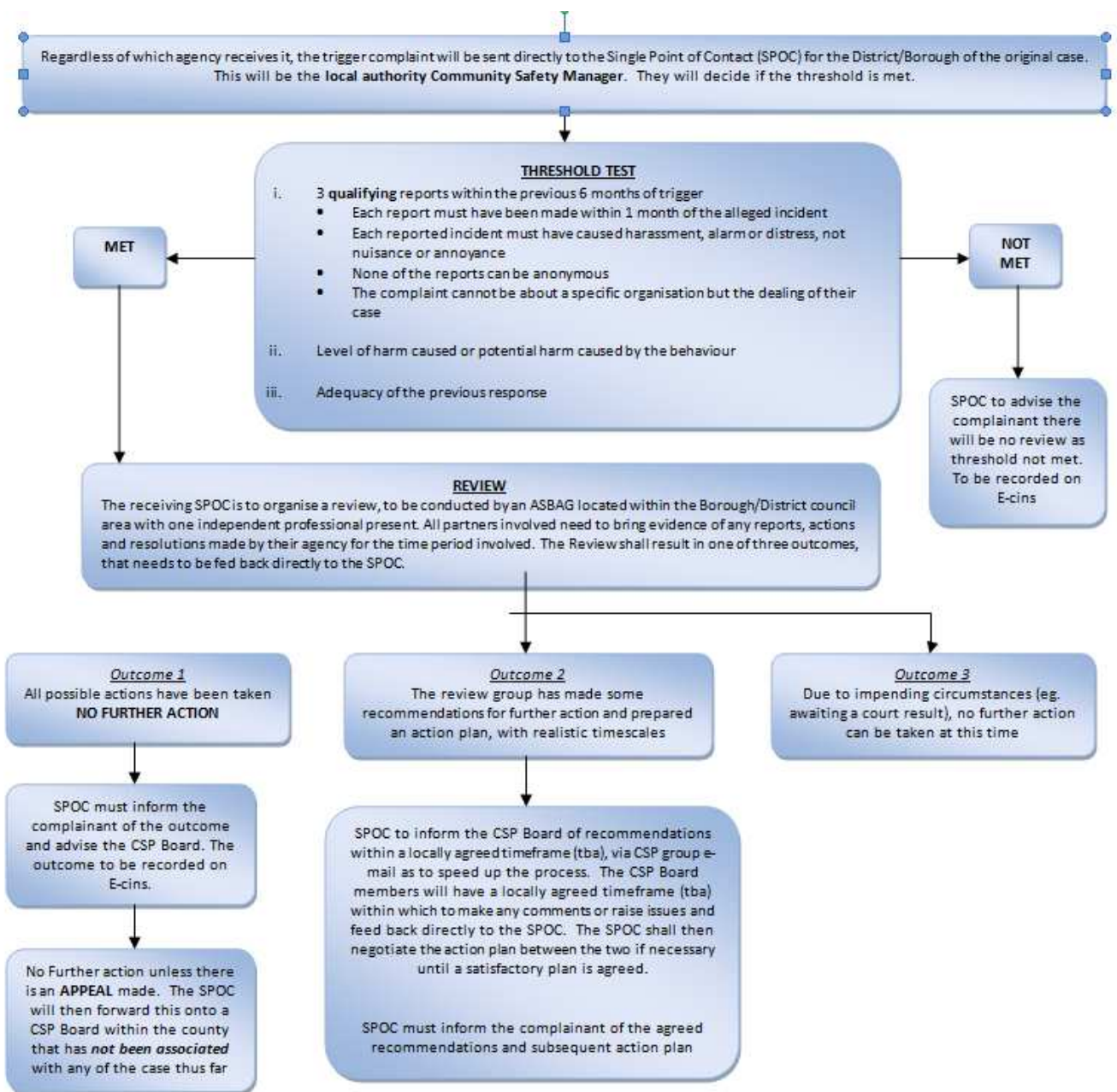
Address:

		SCORE	Scoring Options
<b>Offence</b>	Other than this occasion - how often do you have problems?	0	None previously
		1	Rarely
		3	Occasionally
		5	Frequently
		0	No
<b>Offender</b>	Do you think that incidents are happening more often and/or are getting worse?	2	Yes
		0	No
	Do you know the perpetrator(s)?	1	Yes
		2	Know each other well
	Is anyone in particular being specifically targeted by this behaviour?	0	No
		1	A number of people
		3	Your family
		4	You
	Do you feel that this incident is associated with your faith, nationality, ethnicity, sexuality, age, gender or disability?	0	No
		3	Yes
0		No/Don't know	
Does the perpetrator (or their associates) have a history or reputation for intimidation or harassment?	2	Have not intimidated/harassed the complainant, but have a history or reputation for harassment or violent behaviour	
	3	Have intimidated/harassed the complainant in the past	
	5	Currently intimidating/harassing the complainant	
<b>7+ MEDIUM risk, 15+ HIGH risk</b>		<b>OFFENCE: STANDARD / MEDIUM / HIGH</b>	
<b>Impact</b>	How affected have you been by what has happened?	0	Not at all
		2	Changed routine or avoid locations
		4	Distressed
		5	Affected physical or mental health
	Do you have any friends, family or professionals to go to for support?	0	A close network of people to draw on for support
		1	A few people to draw on for support
In addition to what has happened, do you feel that there is anything that is increasing you or your household's personal risk (e.g. because of personal circumstances)?	3	Lives alone and is isolated	
	0	No	
		3	Yes
<b>3+ MEDIUM risk, 6+ HIGH risk</b>		<b>IMPACT: STANDARD / MEDIUM / HIGH</b>	
<b>Scale</b>	Are any other agencies involved with this problem?		
	Apart from any effect on you, do you think anyone else has been affected by what has happened?		
<b>OVERALL ASSESSMENT ( If any of the above section scores HIGH then overall score is HIGH)</b>			<b>STANDARD / MEDIUM / HIGH</b>
Give reasons if this is different to either of those above (professional judgement & rationale)			

Disclaimer: I confirm that the victim has been advised that as part of the multi agency approach to tackling ASB in Northamptonshire that details contained in this assessment may be shared with other partner organisations tasked with supporting the reduction of ASB.

Yes  No

### Appendix 3. Community Trigger Process



**Appendix 4. Community Remedy Document**

*Currently unavailable*

# **Northamptonshire Community Safety Agreement**

**2015 – 2016**

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## Introduction:

- 1.1. The Crime and Disorder Act 1998 gave statutory responsibility to local authorities, the police and key partners to reduce crime and disorder in their communities.
- 1.2. Each Community Safety Partnership is required to undertake a strategic assessment and from this produce an annually refreshed Partnership Plan. For two tier authorities, such as Northamptonshire, a requirement to produce a community safety agreement was introduced through the Police and Justice Act (2006).
- 1.2. The 2007 Crime and Disorder (Formulation and Implementation of Strategy) Regulations identify the following requirements for a community safety agreement:
  - The community safety agreement shall be based on the strategic assessments for that year prepared by the strategy groups for the areas in the county area.
  - The community safety agreement shall identify—
    - the ways in which the responsible authorities in the county area might more effectively implement the priorities set out in these strategic assessments through coordinated or joint working; and
    - how the responsible authorities in the county area might otherwise reduce crime and disorder or combat substance misuse through coordinated or joint working.
- 1.4. The Statutory Instrument introduced in 2012 as an amendment to the Crime and Disorder (Formulation and Implementation of Strategy Regulations [2007]), requires the following:

*“(a) The county strategy group shall send a copy of the community safety agreement to the elected local policing body for the police area which comprises or includes the county area.”*
- 1.5. The amendments to the Crime and Disorder Act that were implemented on 1st June 2011 state that there is a continued requirement for a community safety agreement for the county to be produced on behalf of the responsible authorities. Therefore this agreement will be reviewed every 12 months.

## 2. Purpose of this agreement:

- 2.1. To deliver the statutory duty under Section 17 of the Crime and Disorder Act 1998 (as amended by the Police and Justice Act 2006); two tier authorities are required to prepare a Community Safety Agreement for the county. Section 17 recognises that there are key stakeholders that have responsibility for a wide range of services to the community that can deliver community safety solutions.
- 2.2. To develop a more joined-up approach to public service delivery, enable more effective and co-ordinated strategic planning across partner agencies and to ensure sustainable and lasting improvements in delivering outcomes.

- 2.3 To recognise that community safety issues do not always respect district boundaries, and that co-ordination of effort can lead to economies of scale, joined up working, and more effective outcomes.
- 2.4 To articulate the structures, processes and priorities associated with community safety in Northamptonshire.

### 3. Principles:

The principles on which we base this agreement are:

- Principle 1:** Northamptonshire will have fit for purpose partnerships, that evolve through a cycle of continuous improvement.
- Principle 2:** Northamptonshire will ensure a focus on outcomes and evidence-based responses, with a clear emphasis on prevention and considering the perspective of victims.
- Principle 3:** Together, as partners, we should identify, and work towards what it means to be the Safest County in England.

### 4. Community Safety Agreement priorities 2015 – 16:

- 4.1 Each CSP has a statutory responsibility to produce a community safety plan. The plan identifies the priorities that the Partnership has agreed to respond to as well as putting in place targets that they will aim to achieve by the end of the plan period. Sitting below the plan are action plans that identify how these targets will be met, by whom and by when. This helps to ensure accountability.
- 4.2 The Partnership Strategic Assessments for 2015-16 were produced in February 2015. A review was undertaken of police recorded crime to assess the volume of crime types and any particular shifts in offending over the last few years. The review found that the volume of violence against the person was higher than any other crime type for the force area as a whole including serious acquisitive crime. A decision was taken by CSPs to focus the PSA on violent crime and particularly in relation to offender and location profiling.
- 4.3 The Police Control Strategy for 2015-16 identifies the following priorities:
  - reduce violence
  - protect vulnerable people
  - effectively tackle ASB
  - reduce acquisitive crime
  - understand and reduce cybercrime
  - reduce the supply and impact of controlled drugs
  - effectively tackle Serious and Organised Crime
  - respond to and manage current and emerging security threats
- 4.4 The Police and Crime Plan 2014-17 identifies the following outcomes:
  - A reduction of at least 40% in violent crime
  - A more visible police force



- The safest roads
  - Anti-social behaviour robustly and intelligently tackled
  - Drugs eradication and the reduction of acquisitive crime
  - A secure place
- 4.5 Public attitude surveys consistently identify ASB as a top priority for residents in the county.
- 4.6 A new statutory duty around Preventing Violent Extremism is being introduced during 2015. Devising a countywide response to this will be a key challenge for partners over the next year.
- 4.7 To date the county has not adopted a partnership approach to tackling organised crime. Following a seminar on the 6<sup>th</sup> March 2015, a number of key actions were identified for the partnership and it is therefore a priority for the forthcoming year to embed this
- 4.8 The following have been identified as the countywide strategic partnership priorities based on the documents referenced above:
- Violence, including interpersonal violence
  - Child Sexual Exploitation
  - Substance Misuse
  - Anti-social Behaviour
  - Organised Crime
  - Prevent
- 4.9 Local priorities will be determined by the CSP taking into account current strategic countywide issues.

## **5. The community safety arrangements in Northamptonshire:**

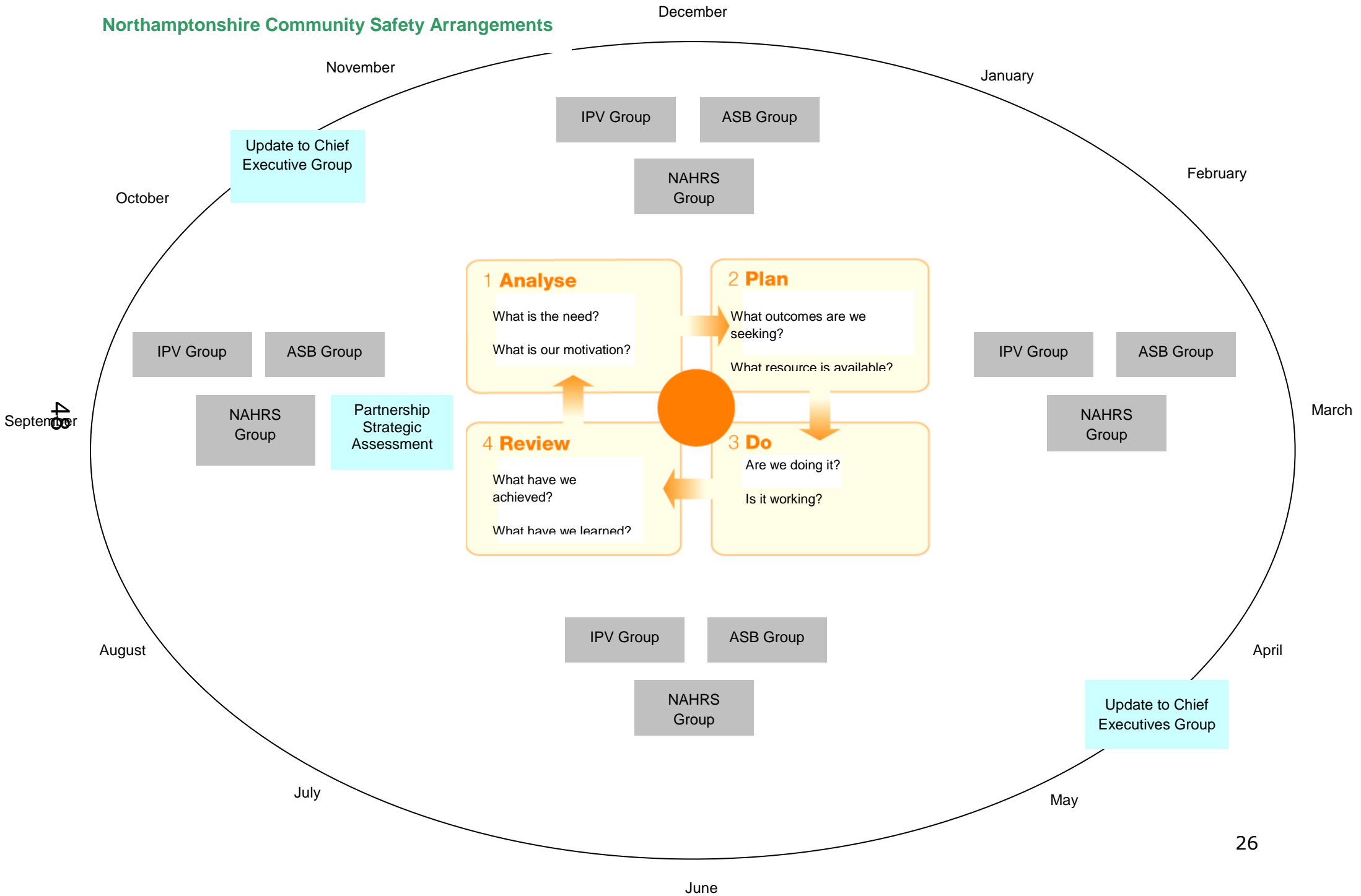
- 6.1 The main delivery vehicles to promote Community Safety are the six Community Safety Partnerships (CSPs) within Northamptonshire - Corby CSP, Daventry District and South Northamptonshire CSP, East Northamptonshire CSP, Kettering CSP, Northampton CSP, and Wellingborough CSP.
- 6.2 Each CSP membership includes the relevant District or Borough Council, Northamptonshire County Council, Northamptonshire Police and other key local/regional agencies depending on the need of each CSP area.
- 6.3 Northamptonshire has a statutory duty to have a countywide community safety strategy group. The County Chief Executives meeting has this remit of acting as the statutory vehicle for community safety, receiving an update every 6 months in regards to community safety activity in the county.
- 6.4 The Partnership Strategic Assessments should be undertaken between June and October. The Partnership Strategic Assessments will undertake analysis of progress on priorities at both county and CSP level, and examine what the priorities for the following year should be.
- 6.5 In 2014-15, there were three countywide delivery groups for:

- Anti-social Behaviour and hate crime,
- Interpersonal Violence and
- Alcohol Harm Reduction.

These groups are responsible for ensuring a strategy is produced and for delivering improvements. These groups will continue in 2015-16.

- 6.6 The CSE and Missing sub-group of the NSCB will continue to lead the work on the CSE strategy and action plan.
- 6.7 Discussions are taking place in regards to establishing a county group to develop a county response to organised crime and preventing violent extremism for 2015-16.
- 6.8 Representatives should have delegated authority to act on behalf of their own organisation and the responsibility for taking actions through their organisation on behalf of the group they are a member of. Participating organisations need to understand what is expected of them and what they should expect of other organisations. Organisations need to decide how best to do this to suit their own structures.

# Northamptonshire Community Safety Arrangements



## SUB GROUPS - TERMS OF REFERENCE

### **ASB and Hate Crime Group:**

Purpose: To establish an understanding of, and mitigate risk in relation to victimisation from ASB and Hate Crime.

- The group will agree the approach to reducing ASB and hate crime for the following year and ensure this is communicated to the wider partnership.
- The group will ensure there is a clear pathway in place for victims.
- The group will work to ensure consistency of approach across all agencies in the county in their response to Hate Crime and Anti-social Behaviour.
- The group will coordinate necessary development work to deliver consistency and service quality across the county.
- The group will maintain oversight of the process to develop and embed E-CINS, facilitating engagement by all current and future partners where possible.
- The group will contribute to the PCC's objective of establishing a "One Stop Shop" for ASB (when agreed).
- The group will maintain a focus on legislative changes in relation to ASB and Hate Crime and ensure a countywide response is delivered.

### **Alcohol Harm Reduction Group:**

Purpose: To reduce the harm associated with alcohol

- The group will agree the approach to reducing alcohol harm for the following year and ensure this is communicated to the wider partnership.
- The groups will ensure that there is a clear pathway in place for service users
- The group will commission services appropriate to their aims.
- The group will contribute to the campaign to influence cultural change in the perception of alcohol harm in Northamptonshire's residents.
- The group will be responsible for delivering the outcomes in the Northamptonshire Alcohol Harm Reduction Strategy, through the production of an action plan.

### **IPV Group:**

Purpose: To work together to reduce the number of repeat victims of interpersonal violence

- The group will agree the approach to reducing interpersonal violence for the following year and ensure this is communicated to the wider partnership.
- The group will ensure that there is a clear pathway in place for victims and perpetrators of interpersonal violence.
- The group will commission services appropriate to their aims.
- To contribute to implementation of appropriate recommendations in the Victims' Voice report.

### **Community Safety Managers Group:**

The Community Safety Managers Group will bring together personnel from organisations with a community safety responsibility, as now.

The Community Safety Managers Group will:

- Provide a forum through which proposed changes or initiatives can be informally discussed.
- Provide an advisory service to the community safety Core Group, the Office of the Police and Crime Commissioner and relevant organisations on operational community safety matters, and the impacts new strategies or policies may have.
- Facilitate changes in community safety across the county.
- Coordinate activity between countywide organisations and localities, ensuring communication of plans and activities.
- Facilitate the flow of information between the Office of the Police and Crime Commission and other community safety organisations or partnerships.
- Identify best practice from across county.
- Identify best practice from across the country

## 6. Resourcing Community Safety in Northamptonshire:

6.1 For 2015/16 the Office of Faith Based and Community Initiatives is leading on developing a new commissioning framework that aims to:

- **build capacity** and capability across two sectors in relation to crime prevention and community safety.
- **invest** in faith-based and community organisations to help them to prevent and reduce crime, support victims, increase community safety and cohesion.
- **help** these two sectors to more effectively **measure and evidence** the positive impact they are having on people and their communities

6.2 The bigger opportunity for community safety funding lies in how mainstream resources are utilised and aligned within partnerships. Agencies across the county are working to align mainstream resources to ensure effective delivery, minimise duplication and generate added value against agreed priorities.

6.3 Northamptonshire County Council provides a number of support services to vulnerable people living in the county that all contribute to delivering against agreed priorities. These include Public Health commissioning, including the commissioning of services to tackle substance misuse, Adults and Children's Social Care, the Targeted Prevention and Early Help team, the Troubled Families team, and the Supporting Services contracts for domestic abuse, parenting support and adolescents with challenging behaviour.

6.4 The county council also provides Trading Standards services, highways and street lighting, libraries and transport planning services which can all either directly support community safety initiatives or contribute to the agenda. The Fire and Rescue Service and Youth Offending Service are also part of the county council. The county council also has a dedicated community safety team working to coordinate and align activity and policy across the county.

6.5 Districts and Borough Councils support their respective CSPs and provide a range of community safety activities, which vary between them, but may include:

- funding of PCSOs
- provision of CCTV
- carrying out their licensing functions
- promoting safer town centres

- tackling environmental crime and improving neighbourhood safety
- carrying out community development initiatives, and supporting neighbourhood watch schemes;
- providing community payback projects for the Probation Service
- ensuring good quality design in new developments and supporting “target hardening” work
- dealing with anti-social behaviour, including commissioning youth services, and where they are stock holding authorities, as a landlord.
- support for victims of crime
- providing advice and carrying out regular consultation with local people on community safety matters

## 7. Scrutiny of Community Safety:

### Local Authority scrutiny:

7.1 The Police and Justice Act 2006 and supporting regulations set out the requirements for Local Authorities to scrutinise crime and disorder matters. These requirements include:

- Every local authority is required to have a ‘Crime and Disorder committee’ to review and scrutinise the decisions made, or other actions taken in connection with the discharge of crime and disorder functions by the local authority and its partners
- The “Crime and Disorder Committee” is to be an Overview and Scrutiny Committee of the Local Authority

7.2 Each local authority in Northamptonshire has arrangements in place to comply with this statutory requirement.

### Police and Crime Panel:

7.3 Northamptonshire has established a Police and Crime Panel as part of the requirements of the Police Reform & Social Responsibility Act 2011. As stipulated by the Act, it is the responsibility of the local authorities for the police area to make arrangements for the establishment and maintenance of the Panel (‘Panel Arrangements’). Each local authority in the Force Area and each member of the panel must comply with the arrangements.

7.4 Northamptonshire County Council has led the process to establish the Panel Arrangements for Northamptonshire and will be the host authority for the Panel. Each local authority has agreed the Panel Arrangements and appointed councillors to sit on the Panel through their relevant democratic process. The Panel shall be promoted and supported by each local authority in the police area through:

- (a) The publication of information on their respective websites about the work of the Panel and links to web-pages on the host authority’s website.
- (b) Sharing of information about the work of their designated statutory crime and disorder committee to assist in ensuring that the Panel’s work and local scrutiny work are complementary.

**Acceptable Behaviour**  
**Contracts**

**Guidance Document**

**Northamptonshire ASB & Hate  
Crime  
Strategic Group**

**May 2015**

Change History  
Version Date Reason  
1.0

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## Acceptable Behaviour Contracts (ABCs)

### 1. Introduction

The aim of this document is to translate nationally recognised best practice on ABCs into guidance to assist agencies to work together to tackle anti-social behaviour (ASB) in Northamptonshire. This guidance has been produced by Northamptonshire ASB & Hate Crime Strategic Group, in line with the partnership ASB Strategy, in order to reinstate the use of ABCs by PCSOs and Police Officers working in Safer Communities Teams, to ensure a consistent approach to the use of ABCs across agencies.

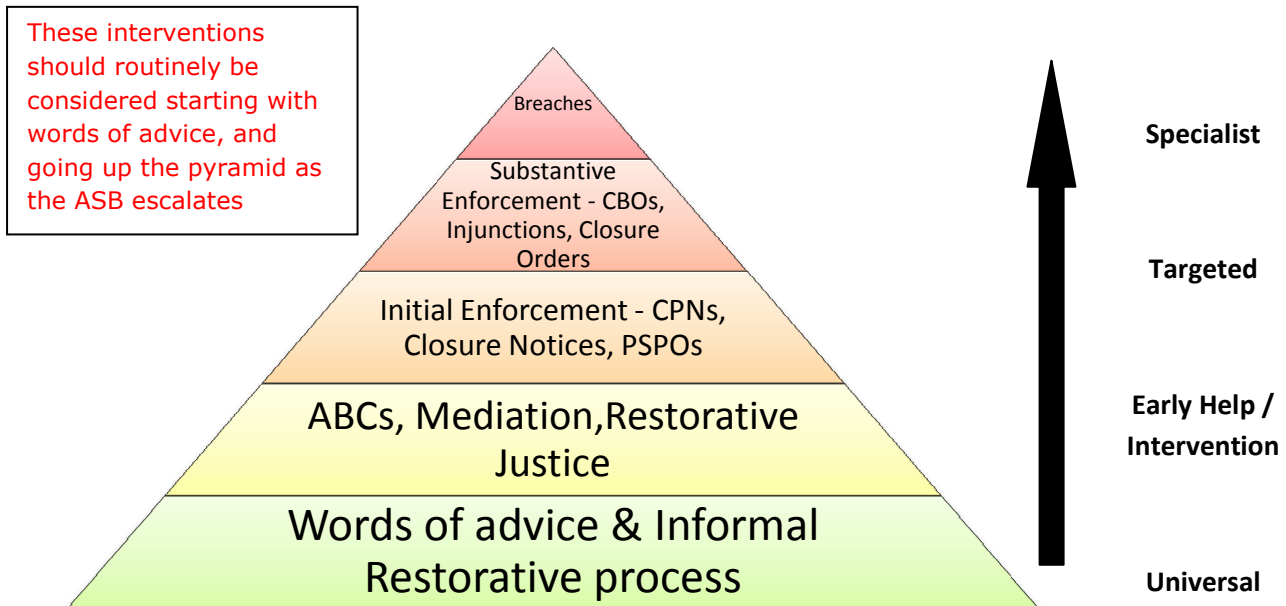


Figure 1.

### 2. Background

#### 2.1 What is an Acceptable Behaviour Contract (ABC)?

An ABC is a written voluntary agreement between a person who has been involved in ASB and one or more agencies whose role it is to prevent such behaviour. ABCs can be used effectively with adults, young people and children (10yrs +).

#### 2.2 What is a Parenting ABC? (In Home Office guidance - Parenting Contract)

A Parenting ABC is a written voluntary agreement between the parent(s) of a child or young person aged 17 or under, and the Local Authority or Youth Offending Service if about crime/ASB; a RSL if about housing-related ASB, or a school if about truancy. Police do not have powers to issue a Parenting ABC. The contract includes a statement by the parent that they agree to comply with the requirements set out in the contract, which are targeted at reducing ASB. A Parenting ABC may complement an ABC for a young person.

#### 2.3 Purpose of ABCs

ABCs are not intended to stop people socialising, to stop children from behaving like children, nor prevent lawful and reasonable behaviour. In Northamptonshire, for an ABC, there is a need to demonstrate an ongoing

pattern of behaviour that has a negative impact on individuals, the community or environment. This might be from reported incidents or observed behaviour. ABCs are intended to address low level behaviour and provide an early intervention. If it is more serious or you are in any doubt, please contact the ASB Unit for advice. An example of a case in which you should contact the ASB Unit is where the risk assessment identifies someone as high risk.

#### **2.4 Principles**

ABCs are an effective method for intervening early, preventing further ASB, and achieving long-term behavioural change. The principle factors when considering an ABC as part of the ASB toolkit are:-

- Multi-agency consultation and involvement
- Effective information sharing
- Early intervention
- Assessment of underlying causes of ASB
- Effective co-ordination and case management
- Quality not quantity, both in terms of the use of ABCs generally, and in terms of the volume of conditions agreed as part of an ABC
- An ABC is not a means to legal enforcement tools – but is an engagement tool to help encourage a positive change in behaviour
- Single agency ABCs are the exception rather than the norm
- Adequate risk assessments are used to identify risks and vulnerabilities of victims and offenders – Northamptonshire ASB screening tools are available through the ECINs system

#### **3. Multi-agency Delivery**

ABCs are most effective as a multi-agency tool due to the need to address underlying causes of the ASB. However, there may be circumstances where a single agency ABC would be appropriate, for example, noise nuisance, neighbour disputes, where only one agency is involved and no underlying issues have been identified.

Where a perpetrator of ASB is coming mainly to the attention of the Police but is also a social housing tenant, the ABC should be delivered in partnership with the Registered Social Landlord (RSL) where possible, to reinforce the tenancy conditions around acceptable behaviour. This should happen even if the perpetrator is a child and it is the parent's tenancy. Logos from all involved agencies should be clearly displayed at the top of the contract.

#### **4. Information Gathering/Checks**

Gathering information from amongst agencies working with the individual is essential to establish a full picture about them before making a decision about whether to use an ABC. Cases should be managed on ECINS (see paragraph 6) and if the system identifies any agencies working with the individuals, those agencies should be contacted and information requested; partner agencies should respond as soon as possible but within two weeks. The ASB Unit should be notified. For children and young people, the local Youth Offending Service must be contacted to establish if they are already working with the young person. To help gather information about which agencies are involved with a family, consider asking the family, check with Early Help Assessment (Troubled Families), Social Care, ECINS and the Force Intelligence System. These checks

are important because we need to establish what other work is being done so that the ABC does not cause conflict, for example by putting in a curfew, or an exclusion zone, which then prohibits them from attending a beneficial activity that has been arranged with them.

## **5. Role of the Lead Officer (LO)**

The Lead Officer is likely to be from the agency that first identified the need for the intervention. The Lead Officer should:-

- Conduct all intelligence, incident and partner checks
- Manage the Profile and Case records on ECINS
- Notify the ASB Unit and consult on conditions
- Arrange the ABC meeting (see below)
- Lead the discussion with the individual (and their family)
- Negotiate the terms of the ABC
- Draw up the contract
- Provide copies of the ABC to partners who have agreed to monitor the ABC
- Co-ordinate the on-going case management
- Provide regular feedback to the individual
- Address any breaches of the ABC
- Should there be any serious breaches of the ABC, escalate to the ASB Unit urgently for consultation and a decision on future actions

## **6. Process**

### **6.1 Initial action**

The lead officer (LO) intending to do an ABC must firstly do checks with ECINS, FIS, Storm and any partner agencies i.e. housing to establish if there are any partners working with them already and if there are other incidents or criminal activity, to establish if this an appropriate intervention. If there any partners involved, the LO will contact the partners and advise them of the intention to draw up an ABC, asking if there any specific conditions they would like.

### **6.2 ABC Request**

The LO will then contact the subject to advise them of their intention to do an ABC and ask if they will agree. If they refuse, they need to be advised that this will be recorded as an official refusal to engage and this can be used in evidence if further action needs to be taken. If they agree, an appointment needs to be made at a suitable time and place (home, police station, housing office etc) and with an appropriate adult if a young person/vulnerable adult. This meeting should be arranged as soon as possible for all parties.

### **6.3 Drawing Up The Contract**

The LO will draw up the ABC prior to the meeting targeted at preventing the specific offending behaviour, ensuring that all partners are happy with the conditions. They will prepare a copy for themselves, one for the subject and one for any partners who attend. The subject's personal details should be completed on all of the copies prior to the delivery meeting.

The ABC should be written in plain language, using terminology relevant to the age and ability of the individual and avoiding the use of jargon. For young

children or young people with learning difficulties, pictures may be more appropriate. The standard length of an ABC is six months; however, partners may decide that for children and young people, a shorter term is more appropriate.

A template for an Acceptable Behaviour Contract is included at Appendix B and examples of suggested conditions in Appendix C.

#### **6.4 Conditions**

The ABC should include:-

- Prohibitive conditions only (e.g. I will not...)
- A warning about the potential consequence of breaching the ABC ie legal action, such as an IPNA, a Community Protection Notice (CPN), Criminal Behaviour Order (CBO), Injunction or eviction.

The conditions should be jointly agreed with the individual in an initial approach. The professional would meet the individual (with parent/guardian etc) to discuss the behaviour, note the language they use, and incorporate their language in the conditions, for example if they agree that their behaviour is anti-social because they use "rude words," then in the conditions, the wording should include "not to use rude words."

There should be a maximum of six conditions to address the specific behaviour, which the individual is required to change. With youths, there should be as few conditions as possible. Partner agencies must be able to monitor each of the conditions. In the case of children or young people, the conditions should also be agreed with their parent/guardian.

If there is a proposal for a condition in which a map or exclusion area is to be used, the ASB Unit MUST be consulted first to ensure that freedom is not restricted unnecessarily. A list of example ABC conditions is included at Appendix B.

#### **6.5 ABC Delivery Meeting**

The LO will explain the process and initiate the discussion around the impact the current behaviour of the subject is having on others. As the LO works through each of the conditions there may be need for some negotiation but this will be down to the LO to decide if the negotiated condition will help achieve the aim of the ABC. Once all is agreed explain how the ABC will monitored, reviewed and the consequences of breaches. Get the subject, appropriate adult (if appropriate) and any partners to sign the back of EACH copy for their records and keep one for themselves.

#### **6.6 After the Meeting**

A signed copy of the ABC should be uploaded onto the relevant ECINS Case, under the 'Documents' tab, so that it can be accessed by all relevant parties.

The ABC should also be recorded on ECINS in the Case as an 'Action', to enable performance management statistics to be extracted. The LO should inform the ASBU who need to advise the ASBAG.

The Lead Officer should provide feedback to the victim. The form this takes will be different in each case, but sufficient information should be provided to reflect the level of intervention and monitoring.

#### **6.7 Monitoring the ABC**

There should be a proactive approach to monitoring which allows for both recognition of positive changes in behaviour and the prompt acknowledgement of every breach. The ABC should be monitored on a regular basis to ensure compliance with the conditions.

The Lead Officer should obtain feedback from partner agencies responsible for monitoring different aspects of the ABC. This information should be fed back to the individual and their family as part of the reviews.

## **6.8 Breaches**

A serious breach or number of breaches should result in the ASB Unit being notified. The Youth Offending Service must be informed of all breaches by youths.

The breach of an ABC, or the refusal to sign an ABC could be used as evidence for further legal enforcement action by the ASB Unit, so all breaches need to be recorded on ECINS. Consideration will be given to legal options such as injunctions and tenancy related proceedings.

The ASB Unit MUST be consulted on any breaches involving non-attendance at school, as this may be a complex issue.

## **7 E-CINS**

ECINS stands for Empowering Communities Inclusion and Neighbourhood-Management System. It is a secure, cloud-based computer system that enables the police and partners to share information, regarding victims and offenders of anti-social behaviour (ASB), fast and effectively and reduces the need for meetings.

### Other Related documents

This guidance should be read in conjunction with the following documents:-

- Northamptonshire ECINS Information Sharing Agreement
- Northamptonshire E-CINS User Guide

Both documents are available via the 'Downloads' button on the live ECINS system, and on the police intranet.

## **8 Case Management**

ABCs will be managed on ECINS, using the ASB Perpetrators Gallery, and a case named as follows: "ABC (beat code) (offender's name)."

If a Profile does not already exist, one will need to be created for an ASB perpetrator, who is being considered for an ABC. The perpetrator will be managed on ECINS until the ASB has ceased and the ABC has expired. At this point the case will be archived, unless any other agencies continue to work with the individual. Before closing a case, risk assessments should be done again.

If the ABC escalates, the conditions of the ABC can be changed, a new ABC can be negotiated, or the case can be renamed as an AO1.

A guide on how to use the Access Tab on ECINS is shown as Appendix A.

**Appendix A: ECINS CASE ACCESS GUIDE**

To manage an ABC on ECINS, create a profile for the offender and victims where necessary, and create a case named as follows:  
 "ABC (beat code) (offender's name)."

In the Access Tab of the profile and also of the case, allow permissions as appropriate to the circumstances of those individuals, and following circumstances would result in the corresponding access permission.

<b>Circumstance</b>	<b>Access</b>
The individual is under 18 years old	Youth Offending Service
The individual is a child subject to a local authority care order or accommodated by the local authority	Youth Offending Service
The individual is considered to be vulnerable (safeguarding issues)	MASH (any safeguarding referrals should be done through the normal routes, not on ECINS)
The harassment is of a racial nature	The Northants Rights Equality Council, Hate Crimes Officer
The parents of a young person are being considered for a parenting contract / order	MASH, Youth Offending Service
The individual has substance misuse problems	Local drug/alcohol treatment services (they are not yet on ECINS but tick the box anyway)
The individual has mental health problems	Local Community Mental Health Team
The individual is known (or it is suspected) to be supervised by the Probation Service.	Northamptonshire Probation Service/Bench/relevant commissioned service
The individual resides in social housing	Relevant housing provider
Animal welfare concerns	Rural Crime Team

Remember that granting them access does not mean that they will know it is there. Contact them if discussion appropriate.

## **Appendix B: ABCs - Suggestions for suitable conditions**

This is guidance for the drafting of Acceptable Behaviour Contracts (ABCs). **Please note that Acceptable Behaviour Contracts should only be used by those who have had the relevant training.** Training comprises familiarisation with this document and viewing of the ABC video. For further information please contact sector ASB champions or the ASB Units. The conditions have been categorised so that it is easier to find the most appropriate.

Please note that these are only general conditions. When completing an ABC for an individual, the conditions can be adapted or altered to correspond with the behaviour being committed and on an individual needs basis. **The conditions should also be drafted taking into consideration the age and understanding of the individual and should also use appropriate language e.g. words that the individual uses, avoiding the use of legal jargon.**

### **Behaviour/gestures**

- Not urinate in a public place including people's gardens.
- Not use violent, abusive or threatening behaviour or language to any employee, representative or agent of the council or police.
- Not block the communal areas for any reason by using // or other articles.
- Not swear or use offensive or threatening words or behaviour in a public place.

### **Alcohol related/use of illegal substances**

- Not possess any alcohol in any street or public place.
- Not be drunk or high in any street or public place.

### **Noise**

- Not cause nuisance by loud noises or ongoing noises such as [shouting/ etc] in the street and the surrounding areas.
- [As above]...to the disturbance of your neighbours.
- [As above]... between these times: \_\_ am/pm to \_\_ am/pm.

### **Group related**

- Not congregate in groups of 3 or more people in a manner causing or likely to cause any person to fear for their safety.

### **Associating with others**

- Not associate with // in public or in a place where the public have access, unless supervised by a parent or appropriate adult.

### **Preventing property damage**

- Not carry any marker pens, spray cans or lighters in a public place.

### **Throwing of objects**

- Not throw or kick any object unless engaged in a legitimate sporting activity.

### **Encouraging others to commit ASB**

- Not encourage anyone to behave in a manner that causes or is likely to cause harassment, alarm or distress, or nuisance or annoyance to any person.

### **Exclusion areas/places (ASB Unit must be consulted first)**

- Not enter the area shown on the attached map [may specify the street names/ park etc].
- Not enter any property or premises without the owner's permission [may specify the street names/ park etc].

### **Curfews**

- Not be out after // unless accompanied by //. On Friday and Saturday night this time is extended to //.

### **Other**

- Not miss school unless you have a medical reason or other legitimate reason that a parent or other appropriate adult is aware of.





## ACCEPTABLE BEHAVIOUR CONTRACT

Lead Officer: Role:

Secondary Officer: Role:

<b>NAME:</b>	<b>DATE OF BIRTH:</b>
<b>ADDRESS:</b>	
<b>CONTACT NO.:</b>	

### I agree from now on I will:

- Not cause harassment, alarm, distress, nuisance or annoyance to any person.
- Not use violent, abusive or threatening behaviour or language to any employee, representative or officer of the council, police, fire or ambulance service.
- Not associate with \_\_\_\_\_ in public or in a place where the public have access, unless supervised by a parent or appropriate adult.
- Not be out after 9pm unless accompanied by a parent. On Friday and Saturday night this time is extended to 10pm.
- Not be drunk or high in any street or public place.

This contract will last for 6 months, to be regularly reviewed.

### Breach

If there is a breach of this contract recognised by any of the agencies involved which amounts to anti-social behaviour an application *may* be made to the Magistrates' Court for an **Antisocial Behaviour Injunction to Prevent Nuisance and Annoyance (IPNA)**. Breach of an IPNA may result in a court imposing up to two years imprisonment and/or an unlimited fine for an adult; a supervision order with a supervision, curfew or activity requirement for people under 18 years of age, or a detention order for up to 3 months for those aged 14 to 17.

**DECLARATION**

I confirm that I understand the meaning of the contract and that the consequences of a breach of the contract have been explained to me.

SIGNED: \_\_\_\_\_ SIGNED: \_\_\_\_\_  
*[Signature of Individual]* *[Signature of Parent/Guardian]*  
DATE: DATE:

SIGNED: \_\_\_\_\_ SIGNED: \_\_\_\_\_  
*[Signature of Lead Agency]* *[Signature of Secondary Agency]*  
DATE: DATE:



## ACCEPTABLE BEHAVIOUR CONTRACT

Lead Officer: \_\_\_\_\_ Role: \_\_\_\_\_

Secondary Officer: \_\_\_\_\_ Role: \_\_\_\_\_

<b>NAME:</b>	<b>DATE OF BIRTH:</b>
<b>ADDRESS:</b>	
<b>CONTACT NO.:</b>	

Agrees to the following conditions:

1. Not to behave in a manner that causes or is likely to cause alarm, harassment or distress, nuisance or annoyance to members of the public;
2. Not to use threatening or abusive language or behaviour to any other person, including .....
3. Not to cause, provoke or encourage conflict between your mother and any other person(s), particularly \*\*\*\*\* & \*\*\*\*\*.

The above behaviour constitutes breaches of the tenancy agreement and conditions of your parents Mr. & Mrs. \*\*\*\*\*.

In particular 5.4.1 of the tenancy agreement which states: "That you are responsible for the behaviour of every person (including children) living in or visiting your home. You are responsible for them in your home, on surrounding land, in the communal areas (stairs, landings, entrance halls, paving, shared gardens, parking areas) and in the neighbourhood locality around your home.

This contract will last for 6 months, to be regularly reviewed.

### Breach

If there is a breach of this contract recognised by any of the agencies involved which amounts to anti-social behaviour an application *may* be made to the Magistrates' Court for an **Antisocial Behaviour Injunction to Prevent Nuisance and Annoyance (IPNA)**. Breach of an IPNA may result in a court imposing up to two years imprisonment and/or an unlimited fine for an adult; a supervision order with a supervision, curfew or activity requirement for people under 18 years of age, or a detention order for up to 3 months for those aged 14 to 17.

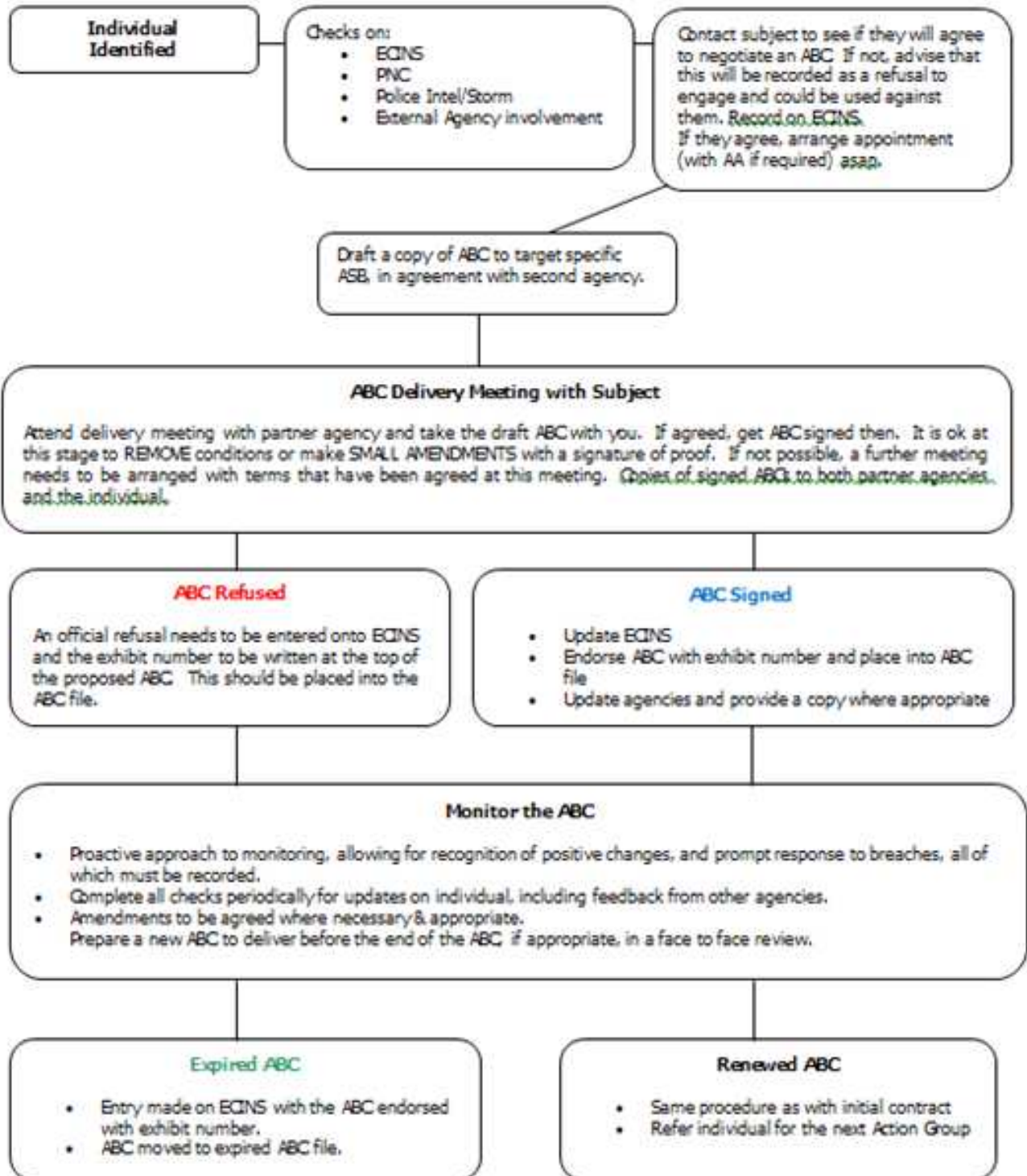
**DECLARATION**

I confirm that I understand the meaning of the contract and that the consequences of a breach of the contract have been explained to me.

SIGNED: \_\_\_\_\_ SIGNED: \_\_\_\_\_  
*[Signature of Individual]* *[Signature of Parent/Guardian]*  
DATE: DATE:

SIGNED: \_\_\_\_\_ SIGNED: \_\_\_\_\_  
*[Signature of Lead Agency]* *[Signature of Secondary Agency]*  
DATE: DATE:

## ABC PROCEDURE



# ASB Service Standards

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Northamptonshire Community Safety Partnerships will make certain that victims are at the centre of their response to anti-social behaviour by ensuring that:

- Each complaint will be investigated and taken seriously.
- All information you give us will be treated in confidence and in accordance with data protection legislation.
- Our staff will be trained to give you the correct advice.
- A risk assessment will be completed to help identify vulnerable and repeat victims.
- We will respond to high risk incidents within one working day.
- We will respond to non high risk incidents within 5 day working days.
- You will be informed who the lead organisation will be and be provided with appropriate support. The lead organisation will work with partners and other service providers where necessary.
- You will have a single point of contact (SPOC) within the lead organisation dealing with your ASB issue and be provided with their contact details.
- We will ideally resolve the complaint to your satisfaction, through the compliance of an agreed action plan produced with consideration of the full range of actions available.
- We will support you in collecting evidence to enable positive action to be taken. We will regularly review this information and explain what action is to be taken and why.
- We will keep you informed about your case and provide updates within timescales agreed with you.
- We will contact you via telephone, text, e-mail, letter or in person as agreed with you.
- We will monitor your satisfaction with the way we have dealt with your case.
- The lead agency will ask the court for special measures for vulnerable or intimidated victims and witnesses where appropriate.
- We will make a referral to the witness service if appropriate during criminal proceedings.
- Where appropriate, we will keep communities informed of what is happening within their neighbourhood through a range of means including street briefings, newsletters and leaflet distribution.
- We will promote another route if you are not satisfied with the outcome.



## 1. Please provide details of your organisation and its role in address anti-social behaviour

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.

**2. What strategies and policies do you have in place for addressing anti-social behaviour?**

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)

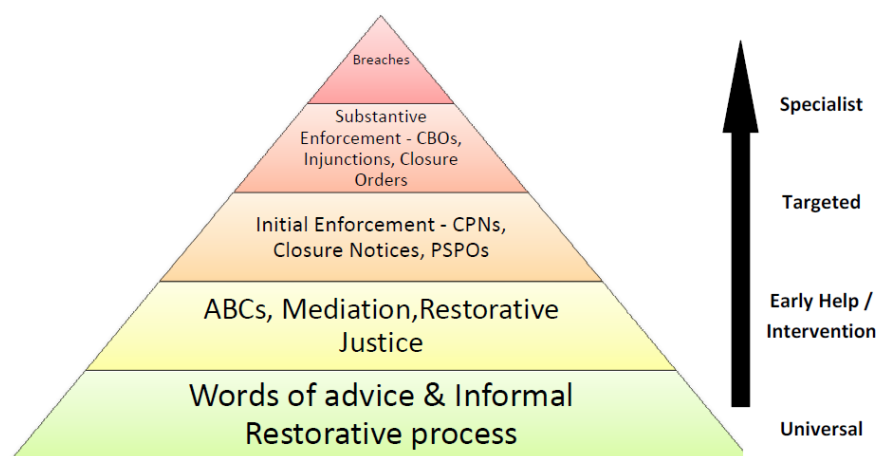
Northampton ASBU Data Exchange Agreement and Service Level Agreements

Information Sharing Agreement between Northamptonshire Police and Partner Organisations

**3. What specific practices and measures do you currently undertake to address/tackle anti-social behaviour?**

The primary role of the ASBU is provide a coordinated partnership approach to tackle anti-social behaviour using a staged process of interventions and enforcement tools, where appropriate, as indicated in the diagram below\*.

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).



\*Intervention Pyramid (Northamptonshire Anti-Social Behaviour Reduction Strategy 2015-18)

**4. Do you have specific budget/resources/funding in relation to addressing anti-social behaviour, if so please provide further details.**

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).

**5. Are the current partnership arrangements for tackling anti-social behaviour sufficient and if not where are the gaps?**

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.

**6. Do you feel there is adequate co-ordination between agencies regarding dealing with anti-social behaviour? If not how could it be improved?**

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.

**7. How does anti-social behaviour impact upon you/organisation?**

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.

**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?**

Please see response at question 6.

**9. Please provide details of the enforcement powers that you have in respect of anti-social behaviour**

The diagram provided in response to question 3 outlines the framework of intervention and enforcement powers available to the ASBU. Once a referral is accepted by the ASBU, initial interventions include a warning letter to the alleged perpetrator, verbal warnings, mediation, restorative justice practices and Acceptable Behaviour Contracts (ABCs).

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.

**10. Do you have the resources to enforce the powers that you have? Please explain**

As a unit we have 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.

**11. Do you have information regarding the nature of the psychoactive substances markets that you are able to inform the scrutiny panel of?**

Based on local knowledge of Northampton, the ASBU are 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.

**12. Please can you provide details of any health consequences of using psychoactive substances**

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.

**13. Do you have any suggestions on how, as partners, we can improve our approach in addressing anti-social behaviour?**

Please see responses within other questions.

**14. What do you think is the key contributing factor to anti-social behaviour across Northampton?**

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).

**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?**

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.



**Scrutiny Committee  
28 January 2016**

**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
  - A. 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. Our 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 workers.
2. What Strategies and Policies do you have in place for addressing anti-social behaviour?
  - A. We do not have specific strategies in place other than our 1:1 work with clients to reduce substance misuse and offer alternative choices.
3. What specific practices and measures do you currently undertake to address/tackle anti-social behaviour?
  - A. See above.

4. Do you have specific budget/resources/funding in relation to addressing anti- social behaviour, if so please provide further details.
  - A. We don't have anything specific.
  
5. Are the current partnership arrangements for tackling anti-social behaviour sufficient, and if not where are the gaps?
  - A. We have 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.
  
6. Do you feel there is adequate co-ordination between Agencies regarding dealing with anti-social behaviour? If not how could it be improved?
  - A. See above – we are invited to some meetings but not all. It depends on who is organising the meeting. We were part of a week of action in Kettering but if there have been other areas doing the same we have not been involved but as I have said it is often difficult for us to be as involved as we would like.
  
7. How does anti-social behaviour impact upon you/organisation?
  - A. 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.
  
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?
  - A. 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.
  
9. Please provide details of the enforcement powers that you have in respect of anti-social behaviour.
  - A. We don't have any enforcement powers in respect of anti-social behaviour.

10 Do you have the resources to enforce the powers that you have? Please explain.

A. As above we don't have any resources or powers in respect of ASB.

11 Do you have information regarding the nature of the psychoactive substances market that you are able to inform the Scrutiny Panel of?

A. 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. The biggest concern in Northampton is the Bling bling shop on the market square.

12 Please can you provide details of any health consequences of using psychoactive substances.

A. YP having panic attacks, feeling extreme paranoia or anxiety. Several YP have been hospitalised with some needing mental health support. Previously we had YP who had sever nose bleeds or had sever cravings and withdrawal symptoms.

13 Do you have any suggestions on how, as partners, we can improve our approach in addressing anti-social behaviour?

A. 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.

14 What do you think is the key contributing factor to anti-social behaviour across Northampton?

A. Ignorance, boredom, lack of consequence for littering and dog fouling. Lack of civic pride/ownership in community.

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?

A. No not at this time.

## NORTHAMPTON BOROUGH COUNCIL

### OVERVIEW AND SCRUTINY



## 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

### Northamptonshire County Council Trading Standards Service

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

Activities include the receipt and response to complaints and enquiries from the public, businesses etc, sampling and test purchasing of goods and services, the investigation of infringements, compliance checks on businesses and proactive work to educate consumers and secure business compliance including our 'Buy with Confidence' Approved Trader Scheme.

The Service also has responsibility for the co-ordination of fly-tipping enforcement within the county.

The above responsibilities cover:

- every business sector from farming to car boot sales to multi-national businesses to every website
- every type of product or service
- every transaction that takes place

We work with many different partner organisations to ensure we obtain the best possible outcomes for our communities within the resources we have.

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. There are no other specific ASB laws enforced by Trading Standards, however we do recognise that many of the above enforcement responsibilities do impact on ASB and that the County Council does have such responsibilities.

In terms of psychoactive substances we are aware of the LGA guidance:

<http://www.local.gov.uk/documents/10180/6869714/A+councillors'%20guide+to+tackling+new+psychoactive+substances.pdf/c2055374-dff2-4717-8aed-94b1d1e08d7a>

Home Office guidance:

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/410961/Guidance\\_for\\_local\\_authorities\\_on\\_taking\\_action\\_against\\_10.03\\_15.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/410961/Guidance_for_local_authorities_on_taking_action_against_10.03_15.pdf)

2. What Strategies and Policies do you have in place for addressing anti-social behaviour?

We do not have any specific strategies ourselves but are aware of the county-wide strategy 2015-18. As stated on page 28 of the strategy we see our role as directly supporting the tackling of ASB/community safety initiatives or contributing to the agenda rather than leading such agendas.

3. What specific practices and measures do you currently undertake to address/tackle anti-social behaviour?

Taking appropriate enforcement actions 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.

Please note that Northamptonshire Police currently lead enforcement action in relation to underage sales of alcohol although we support them with regards to educating retailers.

Supporting other agencies in tackling ASB e.g supporting the Police in their investigation and subsequent prosecution of the psychoactive substance retailer on The Drapery

4. Do you have specific budget/resources/funding in relation to addressing anti- social behaviour, if so please provide further details.

No

5. Are the current partnership arrangements for tackling anti-social behaviour sufficient, and if not where are the gaps?

We would advocate the county-wide strategy and action plan

6. Do you feel there is adequate co-ordination between Agencies regarding dealing with anti-social behaviour? If not how could it be improved?

As 5 above but also please note that the reduction in resources available to services may be impacting on this

7. How does anti-social behaviour impact upon you/organisation?

It takes resources to tackle the issues, e.g illegal underage sales, that can be behind the ASB. Our 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.

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?

As 5 above.

- 9 Please provide details of the enforcement powers that you have in respect of anti-social behaviour

Very few specific to ASB, however we do 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. However it should be noted that in relation to issues such as psychoactive substances it really needs an effective national legislative regime to tackle the problem.

- 10 Do you have the resources to enforce the powers that you have? Please explain.

No - we do not have sufficient resources to properly enforce all of our enforcement responsibilities and therefore we use 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 us 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.

- 11 Do you have information regarding the nature of the psychoactive substances market that you are able to inform the Scrutiny Panel of?

The LGA and Home Office guidance detailed in 1 above includes some details regarding such matters

- 12 Please can you provide details of any health consequences of using psychoactive substances

The LGA and Home Office guidance detailed in 1 above includes some details regarding such matters

- 13 Do you have any suggestions on how, as partners, we can improve our approach in addressing anti-social behaviour?

Not specifically but would suggest the county-wide strategy and action plan may assist.

- 14 What do you think is the key contributing factor to anti-social behaviour across Northampton?

We do not have sufficient knowledge to respond to this question

- 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?

No

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## NORTHAMPTON BOROUGH COUNCIL

### OVERVIEW AND SCRUTINY

#### CORE QUESTIONS

#### The Impact of Anti-Social Behaviour on the Town

**Question 1**

Please provide details of your organisation and its role in addressing anti-social behaviour

**Response**

The Market Action Group was formed in 2010 and is currently chaired by Raymond Overall with member representation from Cllr Jonathan Nunn.

The Market Action Group regularly discuss actions required to support a reduction in anti-social behaviour on the market place.

**Question 2**

What strategies and policies do you have in place for addressing anti-social behaviour?

**Response**

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.

**Question 3**

What specific practices and measures do you currently undertake to address/tackle anti-social behaviour?

**Response**

The market management and officers report incidents directly to the authority concerned. The MAG discusses the issues pertinent to the market square and make recommendations for ways in which to tackle Anti-social behaviour.

**Question 4**

Do you have any specific budget/resources/funding in relation to addressing anti-social behaviour? If so, please provide further details

**Response**

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.

**Question 5**

Are the current partnership arrangements for tackling anti-social behaviour sufficient? If not, what are the gaps?

**Response**

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.

**Question 6**

Do you feel there is adequate co-ordination between agencies regarding dealing with anti-social behaviour? If not, how could it be improved?

**Response**

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.

**Question 7**

How does anti-social behaviour impact upon you/your organisation?

**Response**

It creates an environment in which customers do not want to be therefore impacting sales and footfall both in the market and town centre.

**Question 8**

What do you think could be done to ensure effective strategic and operational links are made to tackle anti-social behaviour or improve it, on a town scale?

**Response**

Meetings of representatives from all parties within the town that this concerns. Agencies coordinating to prevent anti-social behaviour at source, such as providing shelter for the homeless.

**Question 9**

Please provide details of the enforcement powers that you have in respect of anti-social behaviour

**Response**

Market officers have no specific powers but have direct access to those that do such as Wardens and Police/PCSO's

**Question 10**

Do you have the resources to enforce the powers that you have? Please explain

**Response**

See question 9

**Question 11**

Do you have information regarding the nature of the psychoactive substances market that you are able to inform the Scrutiny Panel of?

**Response**

It is 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.

**Question 12**

Please can you provide details of any health consequences of using psychoactive substances

**Response**

N/A

**Question 13**

Do you have any suggestions on how, as partners, we can improve our approach in addressing anti-social behaviour?

**Response**

It would be beneficial to have regular meetings with all agencies and businesses in relation to anti-social behaviour

**Question 14**

What do you think is the key contributing factor to anti-social behaviour across Northampton?

**Response**

Lack of resources to cope with reactive incidences as well as dealing with potential offenders at source.



**Question 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?

**Response**

N/A

## NORTHAMPTON BOROUGH COUNCIL

### OVERVIEW AND SCRUTINY



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

### CORE QUESTIONS – EXPERT ADVISORS

#### RESPONSE - Delapre Abbey Preservation Trust

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

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.

2. What Strategies and Policies do you have in place for addressing anti-social behaviour?

We aim to educate people about the value of the Abbey and surrounding estate (in public ownership) so that they will show it more respect.

3. What specific practices and measures do you currently undertake to address/tackle anti-social behaviour?

We work 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.

4. Do you have specific budget/resources/funding in relation to addressing anti-social behaviour, if so please provide further details.

We do not have resources allocated to this.

5. Are the current partnership arrangements for tackling anti-social behaviour sufficient, and if not where are the gaps?

No. 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

6. Do you feel there is adequate co-ordination between Agencies regarding dealing with anti-social behaviour? If not how could it be improved?

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).

7. How does anti-social behaviour impact upon you/organisation?

It 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.

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?

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.

9 Please provide details of the enforcement powers that you have in respect of anti-social behaviour

None

10 Do you have the resources to enforce the powers that you have? Please explain.

None

11 Do you have information regarding the nature of the psychoactive substances market that you are able to inform the Scrutiny Panel of?

No

12 Please can you provide details of any health consequences of using psychoactive substances

N/A

13 Do you have any suggestions on how, as partners, we can improve our approach in addressing anti-social behaviour?

Give it a higher priority and be better at enforcing existing legislation. There are park byelaws for Delapre but I suspect most people, including those in authority, are unaware of their content.

14 What do you think is the key contributing factor to anti-social behaviour across Northampton?

Lack of 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.

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?

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. Let's 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.



**NORTHAMPTON**  
BOROUGH COUNCIL

## **NORTHAMPTON BOROUGH COUNCIL**

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

**28 JANUARY 2016**

#### **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](#).

## **5 RECOMMENDATION**

- 5.1 That the information provided in this briefing note informs the evidence base of this Scrutiny Review.

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

28 JANUARY 2016

#### 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.

### 4 RECOMMENDATIONS

4.1 That the information provided in this briefing note is noted and informs the evidence base of this Scrutiny Review.

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



## 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.





## **NORTHAMPTON BOROUGH COUNCIL**

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

**28 JANUARY 2016**

#### **BRIEFING NOTE: BACKGROUND DATA –**

#### **1 INTRODUCTION**

- 1.1 At its meeting held on 10 December 2015, Scrutiny Panel 2 (The Impact of Anti-Social Behaviour on the Town) requested information and data regarding homelessness and rough sleepers.

#### **2 HOMELESSNESS AND ROUGH SLEEPER DATE**

- 2.1 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.
- 2.2 There has been a visible increase in the number of people sleeping rough in Northampton. We reported 19 rough sleepers 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.
- 2.3 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.
- 2.5 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.
- 2.6 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.

- 2.7 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.
- 2.8 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 RECOMMENDATION**

- 3.1 That the information provided in this briefing note informs the evidence base of this Scrutiny Review.

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

11 January 2015