

**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, 17 March 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

# 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	<b>Apologies</b>		The Chair to note apologies for absence.
2.	<b>Deputations/Public Addresses</b>		<p>The Chair to note public address requests.</p> <p>The public can speak on any agenda item for a maximum of three minutes per speaker, per item. You are not required to register your intention to speak in advance but should arrive at the meeting a few minutes early, complete a <a href="#">Public Address Protocol</a> and notify the Scrutiny Officer of your intention to speak.</p>
3.	<b>Declarations of Interest (Including Whipping)</b>		Members to state any interests.
4.	<b>Minutes</b>	<b>1 - 9</b>	The Scrutiny Panel to approve the minutes of the meeting held on 28 January 2016.
5.	<b>Witness Evidence</b>		
5 (a) 6:05pm	<b>Director, A&amp;E, Northampton General Hospital</b>	<b>10 - 12</b>	The Scrutiny Panel to receive a written response to its core questions from the Director, A&E, Northampton General Hospital.
6. 6:25pm	<b>Chair's draft report</b>	<b>13 - 113</b>	The Scrutiny Panel to consider the Chair's draft report.

## NORTHAMPTON BOROUGH COUNCIL

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

Thursday, 28 January 2016

**COUNCILLORS PRESENT:** Councillor Dennis Meredith (Chair), Councillors Tony Ansell, Jamie Lane, Brian Oldham, Zoe Smith and Graham Walker

**WITNESSES** Chief Inspector Kevin Byrne, Northants Police  
Julie Parsons, Anti-social Behaviour Unit & Rural Crime Team  
Sophie Heasman and Phil Conaty, Anti-Social Behaviour Unit  
Niall Spencer, CAN  
Craig McGuire and Robert McGregor, S2S  
Raymond Overall, Chair, MAG  
Councillor Jonathan Nunn  
David Hedger, Trading Standards

Councillor Arthur McCutcheon - Observing

**OFFICERS** Debbie Ferguson, Community Safety Manager  
Tracy Tiff, Scrutiny Officer

**Members of the Public** Ida Herman  
Lisa Kotoka

#### 1. APOLOGIES

There were none.

#### 2. DEPUTATION/PUBLIC ADDRESSES

There were none.

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

There were none.

#### 4. MINUTES

The minutes of the meeting held on 10 December 2015 were signed by the Chair as a true and accurate record.

## **5. WITNESS EVIDENCE**

### **(A) NORTHANTS POLICE**

Kevin Byrne, Operations Chief Inspector, Northants Police, and Sergeant Julie Parsons, Anti-social Behaviour Unit & Rural Crime Team, presented their comprehensive response to the core questions of the Scrutiny Panel, highlighting the salient points. They also advised briefly of what their roles consisted of.

Police resources were identified:

- There are three Police sectors – Central (town centre and mile square), North East and South West
- Staffing comprises – 30.5 Sergeants, 111 Police Constables and 105 PCSOs
- The South West Sector comprise 40 Response Team Officers, 10 Neighbourhood Officers and 10 PCSOs

The Scrutiny Panel made comment, asked questions and heard:

- In response to a query about anti-social behaviour spots, it was confirmed that these are Blackthorn, St David's and the town centre
- The Scrutiny Panel commented on the need for zero tolerance for street drinking. CI Byrne commented that he was in favour of not having Street Drinkers in the town centre, there was a need for correct partnership working to deal with the problem
- CI Byrne advised that there were 35 cases of anti-social behaviour on the Central Sector, 24 cases in relation to Street drinking. Street drinking is a social problem and it can be difficult to enforce when it is a medical problem. There is a need for sustained partnership working.
- The Scrutiny Panel referred to its attendance at a recent Night Safe event acknowledging the Police Officer resources on suicide watch in the detention area. CI Byrne advised that Police priorities are to protect vulnerable people and reduce violent crime. A number of detainees have mental health problems that are often drug and/or alcohol related. There is a need guard vulnerable detainees.
- Anti-social behaviour issues are different in Blackthorn and St David's to that of the town centre. In Blackthorn and St David's it is youth related.
- In answer to a question about a wet area in the town for Street Drinkers, CI Byrne advised that this is subject to discussion. Other areas in the county have such an area, for example Corby. It was acknowledged that previously the town did have a wet area located near to the old Fish Market and it had been entitled "Tolerance area". Drinkers became badly behaved and it impacted upon nearby businesses and it was removed.
- A wet area has to be supervised and can be resource intensive.

CI Byrne and Sergeant Parsons were thanked for providing a comprehensive response to the Panel's core questions.

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

## **(B) CASE MANAGER, ANTI-SOCIAL BEHAVIOUR UNIT**

Sophie Heasman and Phil Conaty, Anti-Social Behaviour Unit, presented their comprehensive response to the core questions of the Scrutiny Panel, highlighting the salient points:

- Following a referral and acceptance of a case an action plan is produced and discussed at monthly meetings. Working Groups are also set up to look at specific issues.
- Phil Conaty advised that he is the responsible Case Manager for street drinking and begging within the town centre. He highlighted that if Street Drinkers do not want to engage then other tools can be looked at to address the issues. He referred to beggars within the town and the process that 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 Scrutiny Panel made comment, asked questions and heard:

- Street drinking monitoring takes place. The ASB Unit is aware of 47 Street Drinkers, 5 of which have received ASB Orders and 1 a Community Protection Notice. The Police have allocated an Officer to tackle begging. 2 Beggars have ASB Orders, 2 have Community Protection Orders and 1 Beggar has been reported for summons.
- 25 Rough Sleepers are known but it is acknowledged that there are more than this.
- There will be a rough sleepers count over the whole of the town in February between the hours of 11pm and 3am, the objective will be to engage with the Rough Sleepers.
- In answer to a query regarding zero tolerance for street drinking, Phil Conaty confirmed this would be useful.

- In answer to a query regarding signposting Rough Sleepers to the support Agencies, it was confirmed that Officers would aim to engage with the Rough Sleepers on the count.
- The Scrutiny Panel referred to anti-social behaviour that takes place near to All Saints church.
- In answer to a question how correspondence is delivered to Rough Sleepers it was confirmed that Police officers or PCSOs do a hand delivery.
- The proposed new Rough Sleeper Strategy will aim to try and prevent individuals sleeping rough in the future, by providing accommodation and support to those individuals at an early stage.
- The Scrutiny Panel referred to the “Green Book” that was issued to all Councillors back in 2003. This was a useful document that contained details of Agencies and contacts. It was suggested that such a document should be re-visited.
- Sophie Heasman confirmed that the ASB Unit has a similar document and a copy would be forwarded to the Scrutiny Officer.
- In response to a query, it was confirmed that some Street Drinkers are also Rough Sleepers.
- Officers from Oasis House seek out and engage with Rough Sleepers and direct them to Agencies such as Oasis House and other support agencies
- The Scrutiny Panel conveyed its concerns regarding some licensed establishments serving small quantities of alcohol to Street Drinkers early in the morning. It was noted that 2 Licensed Off Licences in the town centre are not now permitted to serve alcohol before 10am and cannot sell less than four cans at a time.
- Anti-social behaviour near to the train station was referred to.

Sophie Heasman and Phil Conaty were thanked for attending the meeting and providing a response to the core questions of the Panel.

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

### **(C) DIRECTOR OF PUBLIC HEALTH, NORTHAMPTONSHIRE COUNTY COUNCIL**

A written response to the core questions of the Scrutiny Panel was received from the Director of Public Health, Northamptonshire County Council.

The Scrutiny Panel noted the content of the written document.

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

**(D) DIRECTOR, A&E, NORTHAMPTON GENERAL HOSPITAL**

Consideration of this item was deferred. The Chair confirmed that it was expected that the Director, A&E, Northampton General Hospital, would be able to provide a written response to the final meeting of the Scrutiny Panel in March.

**(E) DIRECTOR, EAST MIDLANDS AMBULANCE SERVICE (EMAS)**

The Scrutiny Panel noted a written response to its core questions from East Midlands Ambulance Service.

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

**(F) DIRECTOR, CAN**

Niall Spencer CAN, presented the comprehensive response to the core questions of the Scrutiny Panel, highlighting the salient points:

- Work in relation to anti-social behaviour (ASB) on the racecourse is funded by the PCC. CAN works with the Community Café to tackle ASB in the area, for example a group of young people hanging around, using drugs etc.
- Street based work takes place. CAN aims to engage with you people, work with them and turn them around.

The Scrutiny Panel made comment, asked questions and heard:

- A number of young people contact CAN direct but it was acknowledged that some may never engage with CAN.
- CAN goes into schools regarding early intervention.
- CAN works with accident and emergency.
- The Scrutiny Panel discussed the sale of psychoactive substances.
- In response to a query about training offered by CAN, it was confirmed that training is offered and this includes psychoactive substances.
- The Scrutiny Panel felt it would be very useful to get information to the Federation of Residents' Association regarding illegal drugs and psychoactive substances and the health implications etc.
- Niall Spencer confirmed that there is a need to find out the root cause for ASB and how offenders can be engaged and signposted to the appropriate Agencies.
- Sergeant Parsons advised that she would become involved when ASB takes place. Offenders would be signposted for the relevant support. Through Public Protection Orders the Police has powers, allowing the designated person to confiscate alcohol and substances where it is felt it could lead to ASB and the banning of alcohol consumption in areas such as the foundation area and the Market Square. The Scrutiny Panel supported this and advised that it would include its support in its final report.

- A potential recommendation of the final report was suggested “Support through Partnership Grants for street based service to support substance misuse.”

Niall Spencer was thanked for attending the meeting and providing a response to the core questions of the Panel.

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

### **(G) TEAM LEADER, S2S**

Craig McGuire and Robert McGregor presented their response to the core questions of the Scrutiny Panel:

- S2S sees and treats around 2,500 people a year. 700-800 from Northampton. There are around 80 new clients each month.
- S2S sees clients aged 18 and over.
- Psychoactive substances are perceived a young person’s substance but S2S has 25 clients that report using these.
- Three weeks ago S2S had to call an ambulance due to a client using psychoactive substances.
- 80% of clients are male and in the 40-50 age bracket using psychoactive substances. Young people are more visible in their usage as it tends to be on the streets where as older people use it more privately.

The Scrutiny Panel made comment, asked questions and heard:

- It was confirmed that personal cannabis usage is illegal
- In response to a query about Street Drinkers, Craig advised that a large percentage of S2S’ clients are Street Drinkers and homeless. Some are Beggars too. A number have complex problems and mental health issues.
- The vast majority of clients are self-referrals.
- CAN is open, Monday to Friday, 10am to 4pm.
- Craig McGuire acknowledge the reason for banning the early sale of alcohol but advised if dependent people cannot get alcohol early in the morning the can go into “dependency mode.”
- S2S also has a Service Directory and would forward a copy to the Scrutiny Officer.
- Aquarius offers alcohol awareness training free of charge. Details of the training offered would be forwarded to the Scrutiny Officer.
- In response to a query regarding S2S’ views on zero tolerance on street drinking in the town centre, Craig McGuire reiterated that if it is made difficult for people to obtain small amounts of alcohol, there could be more presents at A&E.

Craig McGuire and Robert McGregor were thanked for attending the meeting and providing a response to the core questions of the Panel.



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

## **(H) DIRECTOR, TRADING STANDARDS, NCC**

David Hedger presented Trading Standards' comprehensive response to the core questions of the Scrutiny Panel, highlighting the salient points.

The Scrutiny Panel made comment, asked questions and heard:

- In response to a query about psychoactive substances and the effect on young people and the town, David Hedger referred to a closure of a shop following a prosecution for selling intoxicating substances to under 18's. The operation had been led by the Police and Trading Standards assisted.
- David Hedger advised that it is normally difficult to bring about action regarding psychoactive substances as the way they are developed/produced keeps changing. In the absence of evidence of sales to minors, there would be a need to pay for an expert to analyse the substance, and provide evidence that the content of the packet is definitely unsafe and causes harm beyond reasonable doubt to be successful using product safety legislation. Investigations have had to be discontinued due to the difficulty in showing this to the criminal burden of proof.
- The Government Bill in relation to psychoactive substances was supported by the Scrutiny Panel. It was realised that such an Act would stop retailing and wholesaling of psychoactive substances in the UK. (The Act was published on 29 January 2016 but requires commencement orders to give it effect).
- The Scrutiny Panel agreed that a potential recommendation of its final report would be to write to the local MPs supporting the introduction of the Government's Bill.
- Further potential recommendations were suggested – awareness raising around psychoactive substances.
- It was acknowledged that when Ireland passed legislation in relation to psychoactive substances shops selling this closed.
- In response to a query regarding counterfeit alcohol, David Hedger advised the problem is more prominent with counterfeit tobacco although they had successfully prosecuted (in November 2015) a Northampton retailer for selling counterfeit vodka in September 2014.
- Trading Standards does not have the powers to close businesses down.

David Hedger was thanked for attending the meeting and providing a response to the core questions of the Panel.

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

## **(I) CHAIR, MARKETS ACTION GROUP (MAG)**

Raymond Everall, Chair, Markets Action Group (MAG), and Councillor Jonathan Nunn, presented the comprehensive response to the core questions of the Scrutiny Panel, highlighting the salient points:

- Two Police Officers and two PCSOs are involved in retail crime and are on duty in the town centre at any one time.
- The excellent work of the Town Centre Sergeant regarding problems with psychoactive substances was highlighted.
- Anti-social behaviour in the town such as urinating in public, spitting and dog faeces was referred to.
- Raymond Everall supported the good Agency working.

The Scrutiny Panel made comment, asked questions and heard:

- The Scrutiny Panel was referred to groups of youths that go around the town on bicycles and acts of anti-social behaviour.
- The night-time economy often “spills over” to the Market Square.
- Raymond Everall suggested that it would be useful for there to be a Task Force for the town centre to assist with anti-social behaviour.
- Councillor Nunn advised that the MAG has good dialogue with the PCC.
- Finding sustained answers to alleviating ASB is key.
- Businesses want a safe, clean environment.
- It was acknowledged that there are different requirements for the town centre and the town as a whole.
- The Scrutiny Panel heard that when ASB is dealt with, the environment it is being committed is also looked at. one size does not fit all.
- It was noted that support is provided through Partnership Grants for street based service to support substance abuse. A potential recommendation of the final report was suggested “To review existing resources to ascertain whether a Multi-Agency “Task Force” approach could be adopted in addressing anti-social behaviours for the town.”

Raymond Everall and Councillor Jonathan Nunn were thanked for attending the meeting and providing a response to the core questions of the Panel.

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

## **(J) CONSERVATION COMMITTEES**

A written response to the core questions of the Scrutiny Panel was received from Delapre Abbey Preservation Trust.

The Scrutiny Panel noted the content of the written document.

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

## **6. BEST PRACTICE**

The Scrutiny Panel received a briefing note detailing best practice elsewhere.

The information would inform the evidence base of this Scrutiny Panel.

## **7. BACKGROUND DATA**

The Scrutiny Panel received background data:

- A comprehensive briefing note regarding Late Night Levy
- The Cleaning Schedule for the Town Centre
- Data in relation to homelessness and rough sleepers

The information provided would inform the evidence base of this Scrutiny Review.

The Scrutiny Panel requested information regarding the chewing gum removal machine to be forwarded to the Panel.

The meeting concluded at 8:40 pm

## NORTHAMPTON BOROUGH COUNCIL

### OVERVIEW AND SCRUTINY



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

### CORE QUESTIONS – EXPERT ADVISORS

**Northampton General Hospital NHS Trust – Security Department**

#### **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 Security Department for Northampton General Hospital provides 24 hours a day general Security cover for the whole hospital. NGH provides a range of acute services both on an inpatient and outpatient basis to the local area.

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

We have numerous local policies within the Trust that are built on the guidance provided by NHS Protect (part of the NHS Business Authority).

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

The primary measure to deal with such behaviour is the Security Personnel on site and an extensive network of CCTV cameras. We do have the additional powers granted to us by the Crime, Justice and Immigration act (2008) sections 119 & 120 giving us another tool to deal with nuisance behaviour. Alongside this we have developed strong relationships with Northants Police and are members of the NRCI.

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

12 man Security team though our focus is not purely dealing with such behaviour, it is but one of many functions.

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

Like many other Security Departments we are reactive in nature forever dealing with the symptoms, not the issues themselves. Where appropriate we do try and offer support, notably we will utilise the various safeguarding pathways but this is dependent on too many factors to be a realistic resolution to most issues.

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 NRCI works very well targeting and spreading intelligence relating to theft – there is no such organisation or route for the spreading of information relating to anti-social behaviour. The vast majority of such behaviour does not warrant arrest therefore the incident (which can still be very disruptive) does not involve the Police and does not get further shared outside of the organisation within which it occurred.

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

Anti- social behaviour is a daily occurrence on our site and can divert / interrupt resources required for patient care.

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?

Some kind of centralised hub where information could be shared between organisations to create a unified approach.

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

Outside of common law we can apply the powers contained within CJIA (section 119) to physically remove individuals. Further we can, with enough evidence begin the process to stop people attend NGH, though naturally this is a very long and complicated process.

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

In ideal situation yes, but we are a small department and it can often be challenging to have an appropriate number of staff on site to deal with incidents as they arise.

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

“Legal highs” are an increasing problem for us, commonly requiring restrictive physical intervention in order to treat the medical issues they present with.

- 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?

Information sharing between agencies is the only realistic approach I can see.

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

Alcohol remains the primary factor in anti-social behaviour. Many of Northampton’s “street drinkers” are very well known in NGH and their behaviour is often very challenging.

- 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?

Following on from point 14, alcohol is having a secondary effect on NGHT, as we are increasingly dealing with patients going through alcohol detox, again something that is very challenging and creates unique problems on our wards. We are beginning to see something similar also occur with the increased use of “legal highs”.

# Overview & Scrutiny Committee



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

March 2016

# Index

Chair's Foreword	2
Executive Summary	3
Final Report including recommendations	

## APPENDICES

Appendix A	Scope of the Review
Appendix B	Core Questions
Appendix C	Examples of best practice
Appendix D	Late Night Levy



## Foreword

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

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

The Review took place between July 2015 and March 2016.

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

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

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

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



**Councillor Dennis Meredith**

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

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

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

## **EXECUTIVE SUMMARY**

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

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

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

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

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

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

## **CONCLUSIONS AND KEY FINDINGS**

[REDACTED]

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

Add conclusions when the report is finalised

## RECOMMENDATIONS

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

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

Scrutiny Panel 1 recommends to Cabinet :

Add recommendations when the report is finalised

# NORTHAMPTON BOROUGH COUNCIL

## Overview and Scrutiny

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

#### DRAFT VERSION 2

## 1 Purpose

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

### Key lines of Inquiry:

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

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

## 2 Context and Background

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

2.2 This review links to the Council’s corporate priorities, particularly corporate priority 2 - Invest in safer, cleaner neighbourhoods - Creating an attractive, clean and safe environment.

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

Background data, including:

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

### **Internal**

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

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

### **External**

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

## **3 Evidence Collection**

3.1 Evidence was collected from a variety of sources:

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

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

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

## **Drug Strategy 2010**

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

The Drug Strategy 2010:

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

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

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

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

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



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

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

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

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

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

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

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

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

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

3.2.10 Offences under the Misuse of Drugs Act 1971 include:<sup>1</sup>

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

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

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

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

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

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

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

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

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

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

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

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

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

The Act sets out the following six tools for Agencies:

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

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

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

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

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

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

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

### **Town Centre Sweeping**

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

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

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

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

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

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

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

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

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

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

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

### **3.3.1 Background statistics**

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

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

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

### **3.3 Core questions**

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

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

3.3.3 Salient points of evidence:

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

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

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

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



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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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



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

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

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

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

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

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

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

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

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

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

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

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

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

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

## Chair, PubWatch

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

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

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

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

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



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

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

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

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

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

### **West Hunsbury Parish Council**

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

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

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

### **London Midland**

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

### **Network Rail**

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

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

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

**T**hreat

**H**arm

**R**isk

**I**nvestigative Opportunities

**V**ulnerability

**E**ngagement Opportunities

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



Figure 1. Intervention Pyramid

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

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

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

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



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

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

##### Police recorded ASB incidents

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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



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

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

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

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

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

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

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

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

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

### **Director, CAN**

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

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

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

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

### **Team Leader, S2S**

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

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

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

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

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

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

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



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

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

### **Delapre Abbey Preservation Trust**

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

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

## **4 Desktop Research**

### **Hazzard Alley**

- 4.1 Hazard Alley, located at the Safety Centre Milton Keynes, is the first purpose-built interactive centre where children, aged 6-12, can experience 12 hazardous scenarios in perfect safety.
- 4.2 The Centre reports that Hazard Alley is the result of collaboration between Buckinghamshire Fire & Rescue Service and Thames Valley Police. It creates a partnership between statutory organisations, local government, health authorities, and the private sector. The Centre adds that in this respect it meets the requirements of both the 'Health of the Nation' document and the Crime and Disorder Act.
- 4.3 The Centre is supported by a Board of Trustees who are drawn from both the public and private sector.

- 4.4 Hazard Alley was opened in 1994 by the Duchess of Gloucester. The Centre reports that it quickly established itself as a 'must do' for schools seeking innovative new ways to introduce children to elements of the National Curriculum such as peer pressure and bullying, vandalism and personal safety.
- 4.5 The Centre has approximately 20,000 children, including special needs groups, visiting per year. Since its inception, over 320,000 school children have received its interactive safety education.
- 4.6 It is noted that the Safety Centre has also encouraged and helped other areas to create their own centres.

### **Hazardous Scenarios**

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

### **Fire Safety**

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

### **Home Safety**

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

### **Building Site**

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

### **Road Safety**

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

### **Railway Safety**

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

### **Car Safety**

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

### **Personal Safety**

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

### **Water Safety**

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

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

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

### **Farm Safety**

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

### **Crime and Consequences**

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

### **Vandalism and Consequences**

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

### **Drug Awareness**

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

## **Internet Safety**

### **Internet Safety for Parents**

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

### **Internet Safety for Children**

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

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

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

are asked to pay for a minimum of 15 children. There is a bursary available to give help with the cost. The aim of the bursary is to provide grants for children that are 'disadvantaged' in order that they might benefit from the Safety Centre facility.

### **Open Day**

4.32 Every year the Centre holds an open day for all to come and have a look at the facilities on offer and experience some of the interactive displays. It is a free event.

4.33 The next open day is scheduled for 24 July 2016.

### **Street Pastors**

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

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

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

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

4.37 Equipment carried by Street Pastors:

- Shoulder bag
- Torch
- Gardening gloves
- Rubber Gloves
- Flip flops
- Small bottles of water
- Small dustpan & brush for broken glass
- First Aid equipment

- Note Pad & Pen
- Wireless handset - Team Leader to operate
- Mobile Phone - to be carried by one of the team
- Spikeys - a plastic "use once only" stopper that helps prevent drinks from being spiked
- Community Safety Packs/Handouts
- Evidence Bags/Drugs Bags/Knife Tube
- Leaflets

## **CASE STUDIES**

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

### **Case Study 1**

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

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

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

### **Case Study 2**

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

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

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

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



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

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

### **Northampton's Street Pastors**

- 4.39 Northampton Street Pastors were formed in October 2008 and come under the umbrella of The Ascension Trust which has over 11,500 Street and Prayer Pastors impacting over 250 local town and cities nationally. It consists of volunteers who are drawn from 18 Christian churches of different denominations in Northampton.
- 4.40 It is reported that there are often between 12,000-30,000 people out partying in the "night-time economy" in Northampton on a Friday or Saturday night. The aim of the Street Pastors is to provide a listening ear and practical help to the socially marginalised, the needy and often those who have drunk too much. Street Pastors are non-judgemental and will give time and help to anyone in need.
- 4.41 Street Pastors patrol the streets of Northampton on some Fridays and every Saturday night from 22.30 to 04.00 and form what is known as "The Urban Trinity" working in partnership with the police and local council. In addition the Street Pastors work with a range of voluntary and statutory organisations in order to reach and help all those in need.
- 4.42 The Street Pastors comment that many people ask them if it is "dangerous" at that time of night but most evenings there is a really positive atmosphere, opportunity for the Street Pastors to help, and genuine appreciation by revellers of what Street Pastors are doing to help whether it is providing practical help like flip-flops, water or just listening.
- 4.43 As of July 2015, there are over 40 Street Pastors in Northampton who have all been on the training course to develop specific skills and knowledge to deal with a variety of potential situations. Most Street Pastors will go out with a Team Leader to form a patrol on one Friday or Saturday a month. .

- 4.44 The Street Pastors advise that one of the additional benefits of the work is that the Police and Crime Commissioner for Northamptonshire has acknowledged that Northampton Street Pastors has contributed to the reduction of violent crime, reducing acquisitive crime and making Northamptonshire a secure place.

### **Best Practice**

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

### **The late night levy**

- 4.46 The Home Office, in its [amended guidance on the late night levy, Home Office, 24 March 2015 report](#), advises that the late night levy (“the levy”) is a power, conferred on licensing authorities by provision in Chapter 2 of Part 2 of the Police Reform and Social Responsibility Act 2011. This enables licensing authorities to charge a levy to persons who are licensed to sell alcohol late at night in the authority’s area, as a means of raising a contribution towards the costs of policing the late-night economy. Comprehensive details are contained at Appendix D.
- 4.47 Consideration was given to bringing in the ‘Levy’ 3 years ago in Northampton. Due to the impact of the discounts awarded for businesses in a BID area and members of Pubwatch, it was not deemed financially viable, as it was estimated we would just about cover the administration costs.

### **Site Visits**

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

- A couple of shops in the town that sell psychoactive substances. The Police are aware of the substances sold by these shops.
- Neighbourhood Wardens have a good rapport with regular Street Drinkers in the town. The Chair witnessed the Neighbourhood Wardens removing a can of alcohol from a Street Drinker and pouring it away.
- The Chair saw 20 Street Drinkers during his site visit
- Some shops will open at 6am and sell just one can of alcohol at a time, often to Street Drinkers
- The Chair had dialogue with a number of Market Traders and their anecdotal evidence was that Street Drinkers had increased and tend to congregate near to the bus station area
- Street Drinkers were observed in Emporium Way. Evidence of street urination was present. Problems with pigeons was noted too but the Chair highlights that a previous Overview and Scrutiny report “Keep Northampton Tidy” had looked at this issue and proposed recommendations for improvement. The Chair also walked along Sheep Street and along the alley way, noting littering and evidence of urination.
- The Chair witnessed three individuals dropping cigarette butts on the floor, the Neighbourhood Wardens told them to pick them up.
- During the walkabout, the Chair noted a homeless woman that is often seen sitting near to the fountain in the market square. The woman appeared to have been inebriated. The Chair spoke to a number of shoppers who commented that they no longer sat near to the fountain as Street Drinkers and homeless people often gather here.
- During the site visit, the Chair witnessed a couple arguing; this had been picked up on CCTV and the Neighbourhood Wardens notified. The Neighbourhood Wardens acted very quickly.

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

5.3 On 5 November 2015 the Chair of the Scrutiny Panel attended and observed a meeting of the Northampton Anti-Social Behaviour Action Group (NASBAG). NASBAG is chaired by the Northampton Anti-

Social Behaviour Unit and is made up of wide range of Agency representatives that deal with anti-social behaviour (ASB):

Northants Police

Northants Youth Offending Service

Northampton Borough Council

Northampton Partnership Homes

Service Six (Youth Support Agency)

Northants Probation

Registered Social Landlords (RSL's)

5.4 Key points:

- The meeting was split into three sections – Central, North East & South West (co-terminus with the policing sectors), with focus on two key categories:
  - Youths
  - Adults (including Street Drinkers and Beggars)
- The Chair was surprised at the number and the ages of youth offenders, some being aged 12-14.
- In some cases, there was the lack of parental responsibility, and appropriate interventions are sought by agencies to address this.
- Many of the adults that commit ASB have alcohol, drug and mental health related problems. Some are violent.
- Partner agencies from the NASBAG have been successful in engaging with a number of referrals and these have now been removed from the referral list due to improved behaviour; some ASB cases are going to court.
- There is a separate Youth Court where criminal and ASB cases are heard for under 18's.
- The Chair noted that some ASB takes place in blocks of flats within the town.
- The number of Sex Workers in the town has reduced significantly to that of ten years ago. The remaining Sex Workers have drug and/or alcohol problems.

- The majority of Beggars and Street Drinkers are known to the Anti-Social Behaviour Unit, and those individuals are being engaged with or enforcement action is being progressed.
- Street Drinkers range from 18 years upwards.
- Street Drinkers and Beggars often move from town to town. They become known to the Agencies and then move on; again, it is typical for Street Drinkers to have drug, alcohol or mental health issues.
- A Case Manager from the ASBU who co-ordinates the multi-agency work with street drinkers and beggars has been invited to attend the January meeting of this Scrutiny Panel.
- The Chair highlights that the ASBU Officers know Street Drinkers by name and are aware of their situations.
- The Chair welcomes the work of NASBAG emphasising there is a lot of work is being carried out to address ASB.
- The Chair highlights that NASBAG is a caring Action Group that has the aim of helping young people, aiming to stop them re-offending and prevent them from progressing through the Criminal Justice system. The Youth Offending Service is very active in such instances.
- The Chair is pleased to note how the work of NASBAG directs people, helping to prevent them from re-offending, and takes enforcement action when required.

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

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

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

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

## 5.8 Key points:

- During the walkabout with the Neighbourhood Warden, fly-tipping was observed. This was immediately reported by the Neighbourhood Warden. The Neighbourhood Warden investigates what has been fly-tipped for personal evidence, such as a name and address. It would be useful if the fly-tipping could be collected quickly after being reported.
- On occasions residents have left rubbish outside their properties and a Section 46 Notice is issued. The Neighbourhood Warden confirmed this is a useful exercise.
- Further training for Neighbourhood Wardens was supported.
- The Neighbourhood Warden has built up a strong relationship with the residents in the ward and felt that body cameras would not be useful for her to use in this location. The Neighbourhood Warden confirmed she felt very safe working as a lone worker.
- The Neighbourhood Warden attends a variety of residents' meetings in the area and gave her support to a newly formed Residents Association.
- The Neighbourhood Warden has regular contact with local schools and Children's Centres in the ward.
- During the estate walkabout, the Chair visited a Children's Centre. A room in Children's Centres and other community buildings could be used for Neighbourhood Wardens to hot-desk, with a telephone, on various set days for residents to meet with the Neighbourhood Warden and share any issues they may have. The Chair felt it would be useful for the Neighbourhood Wardens to also be permitted to use the toilet facilities of such venues also.



A Neighbourhood Warden reporting fly-tipping

## Nightsafe Stakeholder Event

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

5.10 Key points:

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

invite the Street Pastors to a future meeting of the Panel to explain their role.

- During the event a discussion was held regarding the using of psychoactive substances and illegal drugs
- The event saw the Police Officers in action and how they calmly and professionally handled various situations during the site visit
- A theft offence was observed which ended in an arrest

## **6 Community Impact Assessment**

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



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

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

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

Anti-Social behaviour (ASB) therefore includes:

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

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

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

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

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

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

perceived issues, are an area which should be clarified to ensure the appropriate actions and resources are made.

- 7.11 Evidence received indicates that Community Protection Notices (CPN) are proving effective. It is an escalation process. The Scrutiny Panel highlights that a lot of the legislation is newly implemented and that it will take time to embed.
- 7.12 The good work of the Street Pastors is commended. The Scrutiny Panel acknowledges that Street Pastors are volunteers.
- 7.13 The Scrutiny Panel welcomes the variety of projects that the Community Safety Partnership has put in place to address anti-social behaviour, such as street football, Street and School Pastors and Weeks of Action. In relation to how these are advertised and promoted it acknowledges that the Communication Team uses a variety of methods including social media to promote the activities. Ward Councillors could promote such activities within their wards, for example using community notices boards and their local surgeries.
- 7.14 The Scrutiny Panel supports the previous “Green Book” that was issued to all Councillors back in 2003. This was a useful document that contained details of Agencies and contacts. It was felt that such a document should be re-visited. The Scrutiny Panel, therefore, highlights the need for an information leaflet that details where vulnerable people such as Street Drinkers, Rough Sleepers and Beggars can go for assistance. Councillors could then distribute such documents as appropriate.
- 7.15 From its site visit of the town centre, the Scrutiny Panel felt there is the need for continued training for Neighbourhood Wardens, particularly in relation to Street Drinkers. The Scrutiny Panel acknowledges that all newly recruited Neighbourhood Wardens have received training delivered by the University and all Neighbourhood Wardens have received training on handling confrontation situations.
- 7.16 Evidence received suggests that work shadowing between staff from partner organisations, with the aim of better understanding what partner Agencies powers involve and how they can be effectively used in tackling anti-social behaviour would be a useful exercise. An example of this is where trainee Police Officers shadow Officers at NPH.
- 7.17 Evidence received highlights that area based meetings at an operational level allows the sharing of information, intelligence and development of action plans at a local level to address issues of concern. It is felt this

approach leads to a number of quick wins. The Scrutiny Panel acknowledges that it is apparent from perpetrators of ASB that are youths or juveniles; a contributory factor is the lack of local facilities. It is often cited from those engaged in anti-social behaviour that they were bored and had nothing better to do. This may also be linked to a lack of training and employment opportunities. The Scrutiny Panel realises that other towns provide areas for youths to congregate and that they have been successful. Evidence received emphasises Street Drinkers and Beggars congregate around the fountain on the Market Square. It would be useful for this area to be patrolled regularly by Neighbourhood Wardens. Some individuals also congregate on the Market Square at night.

- 7.18 The Scrutiny Panel is impressed by the work of “Hazard Alley” in Milton Keynes and commends its effectiveness. It is a unit that has a mock set up of various scenes such as fire safety, home safety etc. Hazard Alley is run by a Charity and a visit forms part of the Junior Warden Scheme in Northampton.
- 7.19 The Scrutiny Panel conveys its concerns regarding some licensed establishments serving small quantities of alcohol to Street Drinkers early in the morning. The Scrutiny Panel was pleased to note that two Off Licences in the town centre are not now permitted to serve alcohol before 10am and cannot sell less than four cans at a time.
- 7.20 The Scrutiny Panel acknowledges that alcohol and drug usage are a key factor to anti-social behaviour and there is a need to look at opening hours. The Scrutiny Panel would welcome support that can be provided through Partnership Grants for street based service to support substance abuse.
- 7.21 The Scrutiny Panel is aware that a wet area in the town for Street Drinkers is subject to discussion. Other areas in the county have such an area, for example Corby. It acknowledges that previously the town did have a wet area located near to the old Fish Market and it had been entitled “Tolerance area”. Drinkers became badly behaved and it impacted upon nearby businesses and it was removed. A wet area has to be supervised and can be resource intensive.
- 7.22 The Scrutiny Panel felt that issues such as times that shops can sell alcohol, such as early in the morning, causes such problems. There is a need for such conditions on certain licences to be reviewed, such as the

sale of alcohol early in the morning. This would take away the problems of street drinkers that are present early in the morning in the town centre. It is acknowledged that licences can only be reviewed if there are issues with how a premise is operating. However, evidence received highlights that restricting alcohol early in the morning to those dependent on it can cause them to go into “dependency mode” and require medical assistance.

- 7.23 Psychoactive substances are sold in the town and are known nationally as ‘legal highs’. There has been a swift increase in the amount and range of new substances, with their open sale in retail outlets and through the Internet. Evidence received highlights these substances pose a serious risk to public health.
- 7.24 Evidence received highlights the need for awareness raising around the issues caused by psychoactive substances, such as the health implications and resulting anti-social behaviour. Evidence demonstrates the health consequences of using psychoactive drugs include people having panic attacks, feeling extreme paranoia or anxiety. Several young people and adults have been hospitalised with some needing mental health support. Some people have had severe nose bleeds or had severe cravings and withdrawal symptoms. Some individuals may develop short term mental health problems through the use of these substances.
- 7.25 Evidence received confirms that based on local knowledge of Northampton, the Anti-Social Behaviour Unit (ASBU) is currently aware of two outlets for psychoactive substances. The ASBU served a Community Protection Notice warning letter in relation to one of these premises in February 2015 due to the volume of people attending the shop and congregating outside causing disturbances within the street prior to the premises opening. Since that time, complaints regarding the issues surrounding the shop have ceased.
- 7.26 The Scrutiny Panel supports the Government Bill in relation to psychoactive substances. It realises that such an Act will stop retailing and wholesaling of psychoactive substances in the UK. The Act was published on 29 January 2016 but requires commencement Orders to give it effect.
- 7.27 The Scrutiny Panel felt that the hotline number of Network Rail would be useful for all ward Councillors to be aware of in respect of reporting issues such as graffiti on Network Rail land.

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

## **8 Recommendations**

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

Scrutiny Panel 2 therefore recommends to Cabinet that:

- 8.1.1 Ward Councillors are asked to promote the variety of projects that the Community Safety Partnership has put in place to address anti-social behaviour, such as Street Football, Street and School Pastors and Weeks of Action within their wards.
- 8.1.2 Councillors give consideration, through the Councillor Community (Enabling) Fund, to supporting Junior Warden Schemes in their local Primary School.
- 8.1.3 All Councillors, in particular the Cabinet Member for Community Safety, are encouraged to attend the open day at Hazard Alley, Milton Keynes on 24 July 2016.
- 8.1.4 Network Rail's 24-hour helpline number: 03457 11 41 41 for reporting issues, including graffiti, is issued to all ward Councillors.
- 8.1.5 It is ascertained whether the Council has authority to remove graffiti on the buildings near to the train station.
- 8.1.6 Neighbourhood Wardens responsible for the town centre are issued with a body worn CCTV camera on a trial basis of six months, following which their effectiveness is assessed.
- 8.1.7 The Induction Training Programme for Neighbourhood Wardens includes the awareness of substance misuse and dealing with Street Drinkers.

- 8.1.8 When reports of fly-tipping are made by Neighbourhood Wardens the rubbish is collected as a matter of urgency.
- 8.1.9 The option of Neighbourhood Wardens working from a local community base on a regular basis is explored. The purpose being for residents to meet with the Neighbourhood Warden and share any issues they may have. The days and times that the Neighbourhood Warden is based at one of the community locations should be widely promoted within the ward.
- 8.1.10 Neighbourhood Wardens continue to patrol Market Square, in particular the fountain area, and Abington Street to discourage, and move on, Street Drinkers and Beggars in these areas.
- 8.1.11 The option of providing a shelter (“Wet Area”), or similar area, where Street Drinkers can congregate is explored.
- 8.1.12 The Council, together with relevant partner Agencies, adopts a zero tolerance approach to the enforcement of street drinking in the town centre.
- 8.1.13 In acknowledging the need to ascertain why individuals rough sleep and street drink; Voluntary organisations are contacted to establish how they do and can provide assistance.
- 8.1.15 All Agencies dealing with anti-social behaviour are recommended to link in with, and make referrals to the Northampton Anti-Social Behaviour Unit (ASBU) to ensure effective management of anti-social behaviour issues/cases.
- 8.1.16 NBC, and its partner Agencies, utilise the ECIN’s Case Management System as the central point for recording ASB issues and case building on individuals.

- 8.1.17 All Agencies work together to ensure that both victims and perpetrators are aware of the anti-social behaviour support available.
- 8.1.18 A document, similar to the “Green Book” that provides information on the Agencies that provide support to vulnerable people is produced and distributed to all Ward Councillors.
- 8.1.19 Existing resources are reviewed to ascertain whether a further multi-agency “Task Force” approach is required in addressing anti-social behaviours for the town.
- 8.1.20 Support is given through Partnership Grants for street based service to support substance misuse and Street Drinking.
- 8.1.21 A letter is sent to central Government highlighting the problems of anti-social behaviour that the selling of, and using of psychoactive substances create. Support is given to the Psychoactive Substance Act 2016 and the difference that this will make.
- 8.1.22 Relevant Officers, such as Neighbourhood Wardens and Park Rangers, attend an awareness raising session around psychoactive substances and drug and alcohol misuse. A similar session is included within the Councillor Development Programme 2016/2017.
- 8.1.23 The Council supports any activity through the Health and Wellbeing Partnership in addressing issues caused by psychoactive substances, such as the health implications and anti-social behaviour.
- 8.1.24 The Scrutiny Panel formally informs Cabinet that it fully supports the Community Protection Notice process and highlights the positive effect this has in addressing and reducing acts of anti-social behaviour.
- 8.1.25 The Council, together with its partners, look to implement a shadowing programme between staff from partner organisations, with the aim of better understanding what partner Agencies powers involve and how they can be effectively used in tackling anti-social behaviour.



### **Licensing Committee**

- 8.1.26 It is recommended to the Licensing Committee that conditions on problem licensed premises are reviewed, when it is identified that their working practices are contributing to ASB in the town, and they are failing to meet their licensing responsibilities.

### **Overview and Scrutiny Committee**

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

## **Appendices**



## Appendix A

### OVERVIEW AND SCRUTINY

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

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

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

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

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

##### 2. Outcomes Required

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

### 3. Information Required

Background data, including:

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

#### **Internal**

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

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

### **External**

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

## **4. Format of Information**

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

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

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

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

➤ Key witnesses as detailed in section 3 of this scope

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

None suggested for this Review

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

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

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

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

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

## **8 Evidence gathering Timetable**

Meetings to commence at 6.00 pm

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

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

## **9. Responsible Officers**

Lead Officer            Debbie Ferguson, Community Safety Manager

Co-ordinator           Tracy Tiff, Scrutiny Officer

## **10. Resources and Budgets**

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

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

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

## **12. Monitoring procedure:**

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

# NORTHAMPTON BOROUGH COUNCIL

## OVERVIEW AND SCRUTINY

### Appendix B



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

### CORE QUESTIONS – EXPERT ADVISORS

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

#### Key lines of Inquiry:

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

The expected outcomes of this Scrutiny Review are:

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



## **CORE QUESTIONS:**

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

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

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



**NORTHAMPTON  
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## **NORTHAMPTON BOROUGH COUNCIL**

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

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

##### **1 INTRODUCTION**

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

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

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

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

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

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

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

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

Implement cross-Agency governance and management arrangements

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

Operational practitioners are empowered to suggest and implement solutions.

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

Undertake a gap analysis to identify any weaknesses

Engage with residents to ensure approaches respond to local need

Evaluate improvements to processes and performances after trialling.

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

- Baselines to create a benchmark prior to any intervention, and a repeat of benchmarking to gauge improvements
- Performance against service level agreements
- Records and reports of incidents and calls from the relevant partner Agencies to provide appropriate support and take effective action
- Performance of caseloads
- A traffic light system to self-assess progress, develop consistency and gauge whether further work is needed
- Customer feedback on/satisfaction with anti-social behaviour cases and new risk assessment processes.

2.7 The LGA reports that the trials raised a number of challenges and it reports on potential solutions:

Different partners' procedures and standards can impact negatively on your common approach and communications

*Suggested solution:*

Produce a service level agreement between partners

Identify and share best practice

Common minimum standards can also help to justify the need for continued resourcing and funding prioritisation.

Dedicate victim support/case work roles

Agreed common definitions for report and vulnerable victims, or double roles can significantly impact on workloads

*Suggested solution:*

Identify problems emerging from common definitions and how to tackle them.

Develop guidance for staff involved

Anti-social behaviour management requires a multi-Agency response, which can highlight cultural differences.

*Suggested solution:*

Consider how close working relations and practices can either benefit or be strained by partner relationships in order that appropriate responses can be developed

Permissions and technical issues can arise with shared information systems

*Suggested solution:*

Consider the gathering of victim consent to enable information sharing through ICT systems

Identify all the systems involved and whether they can be linked

Discuss any barriers with partners and look for solutions

Not having access to 24-hour public reporting lines can be a significant potential inhibitor

*Suggested solution:*

Communicate reporting lines clearly to communities

Engage with communities to ascertain how reporting lines can be improved

## **2.8 Results of the Trials**

### **South Wales**

It is reported that this trial identified co-locating multi-Agency staff in anti-social behaviour units and developing a web-based database accessible by all partners were enhancing data sharing. Common minimum standards associated with dealing with repeat and/or vulnerable victims were also helping to shift the focus onto victims and the public.

### **Cambridgeshire**

The LGA reports that this trial highlighted that closer working relationships resulted through the trial, understanding and identification of harm improved, and more effective and joined up processes were developed in support of those at most risk of harm.

## **Avon and Somerset**

The LGA goes on to state that Avon and Somerset identified a 6.54% reduction in anti-social behaviour incidents and a 7.29% reduction in rowdy/nuisance behaviour across the force area between 2010 and 2011. A marked improvement in overall satisfaction of management of anti-social behaviour cases across its districts in the same timescale was identified; which included force-wide improvements in customer satisfaction for ease of contact, treatment and follow up service provided to victims of anti-social behaviour.

## **West Mercia**

It is reported that West Mercia noted increases in overall satisfaction with Police actions, how respondents felt they were treated by the Police and with the overall service provided by the Police.

## **Leicestershire**

The LGA report details that Leicestershire highlights that “It is highly likely that together with the policies and practices outlined in this paper, neighbourhood policing has also played a positive role in increasing public satisfaction, most notably the improvements in accessibility and engagement”.

## **CASE STUDIES**

Anecdotal case studies on the success of the trials were provided, for example, Leicester:

*One elderly man, Mr A, described himself as ‘a prisoner in my own home’. He went into hospital for an operation, but discharged himself early as he was concerned about the ASB and how his wife would manage without him. He and his wife had been suffering from loud music and drunken behaviour by their neighbours. The perpetrators had shouted ‘lets make noise and wake the neighbours’.*

*Mr A had “thoughts of suicide”.*

*Victim Support officers made weekly phone calls to Mr A, who was able to express his concerns and fears about what was going on around him. One neighbour became quieter after being given a warning from the local Anti-Social Behaviour Unit, another neighbour received an eviction notice and the third neighbour was taken to court.*

*During the final phone call from the Victim Support Officer, Mr A stated that he had recently gone fishing – “the first time in a long time I felt safe enough to do so”.*

### **3 SHELTER – BACK ON TRACK “A GOOD PRACTICE GUIDE TO ADDRESSING ANTI-SOCIAL BEHAVIOUR”**

- 3.1 Shelter reports that it produced its guide as an example of its work in supporting local Authorities and organisations with policy ideas, examples of good practice and campaigns to support local initiatives.
- 3.2 Amongst other chapters, the Guide suggests how landlords can work with young people. Shelter provides a number of case studies; those relevant to this Scrutiny review are detailed below:

#### ***Paintbrush Initiative***

*Richmond Housing Partnership’s Paintbrush Initiative is one such example of a non-Housing Plus project. This scheme gives high-street vouchers to young people living in the area, in exchange for them cleaning up and taking care of their estates every Saturday. The aim is to tackle the effects of ASB, such as graffiti and litter, and also deal with it at source by encouraging neighbourhood responsibility. Young people who do well on the scheme are offered training and the chance of eventual employment with Richmond Housing Partnership. Those invited to participate have been identified as ‘troublemakers’ by other residents, although none of them has been the subject of an ASBO. The chair of the local community association said: ‘Normally the younger ones see the older ones misbehaving, so I think Richmond Housing Partnership is absolutely brilliant for changing that here for the kids.’*

#### **Case study:**

##### **Market Estate**

##### **Youth Works programme**

*This project was launched in 2003, and operates in the Market Estate neighbourhood in Islington, London. Young people aged from 8 to 25 years are its target audience, and the project’s main aims are to tackle the causes of youth crime and offending, and to improve employment and training opportunities. The programme works with a broad range of young people in the neighbourhood and also provides targeted support to 50 young people known to be offenders or at risk of offending. Local registered social landlord Hyde Northside and Hyde Plus (the community arm of the Hyde group) have been key in helping to develop and facilitate the Youth Works programme. They are part of a multi-agency steering group that also involves the local Youth Offending Team (YOT), Islington Council, Connexions, voluntary and community groups, the local residents’ association, the police and probation services, and neighbourhood wardens. The project takes a community development approach to the work it does with young people, and is able to be flexible in the services it provides. These include after-school programmes, sports activities, and art and environmental projects. Families in crisis are also given support, and young people in need can receive one-to-one support, such as mentoring.*

### **4 HM GOVERNMENT – TACKLING ANTI-SOCIAL BEHAVIOUR**

- 4.1 HM Government, published in February 2010, a leaflet that explains how and where anti-social behaviour can be reported and to whom. The Leaflet goes on

to explain what can be expected from the Police, Council and other Agencies in tackling anti-social behaviour and how individuals can work with them to solve such problems. A copy of the leaflet can be located [here](#).

Author: Tracy Tiff, Scrutiny Officer, on behalf of Councillor Dennis Meredith, Chair, Scrutiny Panel 2 – The Impact of Anti -Social Behaviour on the Town Centre  
29 September 2015





## NORTHAMPTON BOROUGH COUNCIL

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

#### BRIEFING NOTE: LATE NIGHT LEVY

#### 1 INTRODUCTION

- 1.1 At its meeting held on 10 December 2015; the Scrutiny Panel requested a background report on Late Night Levy to be submitted to this meeting.

#### 2 The late night levy

- 2.1 The Home Office, in its [amended guidance on the late night levy, Home Office, 24 March 2015 report](#), advises that the late night levy (“the levy”) is a power, conferred on licensing authorities by provision in Chapter 2 of Part 2 of the Police Reform and Social Responsibility Act 2011. This enables licensing authorities to charge a levy to persons who are licensed to sell alcohol late at night in the authority’s area, as a means of raising a contribution towards the costs of policing the late-night economy.
- 2.2 It is reported that the decision to introduce the levy is an option available to all licensing authorities in the whole of their respective areas. The levy will be payable by the holders of any premises licence or club premises certificate (“holders”), in relation to premises in the authority’s area, which authorise the sale or supply of alcohol on any days during a period (the “late night supply period”) beginning at or after midnight and ending at or before 6am.
- 2.3 The decision to introduce, vary or end the requirement for the levy must be made by full council. Other decisions in relation to the introduction and administration of the levy may be delegated in the manner which the licensing authority considers most appropriate.
- 2.4 The Guidance states that the decision to introduce the levy is for the licensing authority to make. The licensing authority is expected to consider the need for a levy with the chief officer of police and police and crime commissioner (“PCC”) for the police area in which it is proposed the levy will be introduced. The Guidance goes on to report that local residents can use their existing rights to make representations and other channels of communication to call for the implementation of the levy in their area.

- 2.5 The Home Office advises that when considering whether to introduce a levy, licensing authorities should note that any financial risk (for example lower than expected revenue) rests at a local level and should be fully considered prior to implementation. The licensing authority will decide the design of the levy.
- 2.6 The late night supply period must begin at or after midnight and end at or before 6am. The period can be for any length of time within these parameters but must be the same every day.
- 2.7 It is reported that the licensing authority must consider the desirability of introducing a levy in relation to the matters described in section 125(3) of the Police Reform and Social Responsibility Act 2011. These matters are the costs of policing and other arrangements for the reduction or prevention of crime and disorder, in connection with the supply of alcohol between midnight and 6am. The licensing authority should discuss the need for a levy with the relevant PCC and the relevant chief officer of police.
- 2.8 It is reported that licensing authorities may consider that there are some types of premises in relation to which the holder should not make a contribution towards the cost of policing the night-time economy through the levy. This is a local decision. The licensing authority should make its decision based on its knowledge of the night-time economy in the area, including information gathered through the consultation process. Licensing authorities can therefore decide, when considering the levy design, if any of the following permitted categories of premises should be exempt from the requirement to pay the levy. These exemption categories are specified in the Late Night Levy (Expenses, Exemptions and Reductions) Regulations 2012:
- Premises with overnight accommodation
  - Theatres and cinemas
  - Bingo halls
  - Community Amateur Sports Clubs (“CASCs”)
  - Community premises
  - Country village pubs
  - New Year’s Eve
- 2.9 The guidance goes on to state that Licensing authorities may wish to use the late night levy to promote and support participation by premises in business-led best practice schemes, including a BID (if this is not covered by an exemption as above).
- 2.10 Licensing authorities can decide, when considering the levy design, if holders whose premises participate in such schemes should benefit from a reduction to the amount they are required to pay under the levy.
- 2.11 Eligible premises will receive a 30% reduction from the levy. There will be no cumulative discounts available for holders in relation to premises that are

eligible for more than one reduction category. Licensing authorities can offer a reduction to best practice schemes that meet the following benchmarks specified in the Late Night Levy (Expenses, Exemptions and Reductions) Regulations 2012:

- A clear rationale as to why the scheme’s objectives and activities will, or are likely to, result in a reduction of alcohol-related crime and disorder.
- A requirement for active participation in the scheme by members.
- A mechanism to identify and remove in a timely manner those members who do not participate appropriately.

2.12 Licensing authorities are not able to choose a category of premises for an exemption from the levy, if it is not prescribed in regulations. Likewise, licensing authorities are not able to exempt specific premises from the requirement to pay the levy.

2.13 It is reported that the amount of the levy will be prescribed nationally. The annual charges for the levy will be:

Rateable Value Bands (based on the existing fee bands)	A No rateable value to £4,300	B £4,301 to £33,000	C £33,001 to £87,000	D £87,001 to £125,000	E £125,001 and above	D x 2 Multiplier applies to premises in category D that primarily or exclusively sell alcohol	E x 3 Multiplier applies to premises in category E that primarily or exclusively sell alcohol
Levy Charges	£299	£768	£1,259	£1,365	£1,493	£2,730	£4,440

2.14 The levy charges are based on the current licence fee system under the 2003 Act, with holders being placed in bands based on their premises rateable value.

### 3 Background Information

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

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