



TO: Business Co-ordination Board

FROM: Chief Constable

DATE: 24th June 2013

Tackling Anti-Social Behaviour – Update

1. Introduction

1.1 The purpose of this paper is to provide an update on current activity undertaken by the Constabulary in tackling Anti-Social Behaviour (ASB), focussing on developments since an HMIC ASB inspection conducted in February 2012 and work plans set to meet the challenges ahead.

2. Background

2.1 Tackling ASB remains a priority for the Constabulary and features prominently in the Police and Crime Plan 2013-16. Protecting victims and communities from harm caused by ASB, through delivery of an effective partnership response and dealing with ASB to the same standard as criminal investigations, are clearly stated key areas for action.

2.2 From an external partnership perspective, there remains a focus on tackling ASB, which features as a clearly stated priority in plans of all six Community Safety Panels (CSPs) across the County.

2.3 Performance in terms of ASB is historically difficult to measure in a meaningful way. ASB perception continues to be the usual performance measure and maintaining low levels of perceived ASB is a measure of success in the Police and Crime Plan.

2.4 ASB perception performance continues to be monitored on a monthly basis, using data captured by means of our own local 'Policing in Cambridgeshire' (PIC) telephone survey.

2.5 The latest PIC data provides evidence of improving positive performance.

- 2.6 For the rolling year ending May 2013, PIC data shows that the aggregate percentage of respondents perceiving a high level of ASB in their area was 1.0%. This represents a slight decrease in comparison to the same period ending in April 2013¹.
- 2.7 For the month of May 2013 in isolation, 0.9% of respondents perceived a high level of ASB²
- 2.8 A further measure of success in the Police and Crime Plan is that the level of ASB does not increase over the next 12 months. Latest data for May 2013 provides evidence of positive performance, with 2,385 incidents recorded in comparison to 2,584 for the same month in 2012³.
- 2.9 Incidentfile is the ASB case management IT tool currently used by the Force for ASB investigations. ASB incidentfile records are predominantly raised in respect of investigations where medium and high risk vulnerable victims have been identified. Monthly incidentfile numbers have in the last two months returned to a more consistent and high level after a period where reduction and fluctuation had been experienced⁴

3 Current Activity

- 3.1 The Force ASB Steering Group has continued to co-ordinate activity undertaken to address areas for development identified as a result of the HMIC ASB inspection carried out in February 2012.
- 3.2 An internal review of the Harm Centred Approach to ASB by Corporate Performance Department was commissioned in February 2013, in order to assess progress and the subsequent report illustrates that we are not consistently complying with procedures. Areas for development were identified and were considered by the Force ASB Steering Group when it met on 17th April 2013.
- 3.3 An action plan has been developed to co-ordinate and capture activity undertaken in support of ASB Police and Crime Plan outcomes, which includes activity to address actions arising out of the ASB Review.
- 3.4 An ASB Tactical Group met for the first time on 16th May 2013. The group includes representation at a practitioner level from all six Local Area Commands and other key Departments including Contact Management. It will meet on a quarterly basis with the chair making visits to Areas and Departments in the intervening periods to discuss and assist with local practices.

¹ Down from 1.1%

² This amounts to 3 out of 316 respondents.

³ This amounts to a reduction of 8%

⁴ 67 incidentfiles were created in April and 66 in May.

- 3.5 The tactical group is driving activity to deliver against the ASB Police and Crime Action Plan, co-ordinated by the Force ASB Steering Group.
- 3.6 All tactical group members have been tasked out of the first meeting to review and provide a position statement for their Area/Department in relation to each of the actions set in the plan, ahead of one-to-one meetings with the chair to be arranged over the next 2 months. The group is to meet again on 10th September 2013.
- 3.7 As part of work undertaken to deliver against the ASB Action Plan, the Centralised Intelligence Bureau (CIB) have agreed to provide enhanced support to the ASB agenda, including the commissioning of a 12 month victim profile to help inform local victim and community vulnerabilities to inform decision making. Also the scanning of ASB at CIB daily management meeting (DMM) and ensuring Force processes identify seasonality issues for ASB and incorporate these into Force Tasking processes.
- 3.8 Force ASB leads continue to engage actively in work undertaken as part of Operation Athena. This will provide an IT solution that will replace and integrate a number of core police functions including ASB case management.
- 3.9 The Force ASB Manager attends Operation Athena ASB sub groups established at a regional and a Beds/Cambs/Herts level to co-ordinate ongoing work. There is the need to ensure that any Athena ASB solution allows effective joint ASB case management with partner agencies, something that is being encouraged at a national level by the Home Office and ACPO.
- 3.10 Significant progress has also been made in relation to use of ECINs as a joint ASB information sharing and case management tool. Successfully used in Fenland for the last two years, agreement was reached in principle for roll out of the system elsewhere across the County at a meeting of the County Community Safety Board in March 2013.
- 3.11 A Partnership Steering Group has been established to co-ordinate this work, chaired by the Head of Housing and Community Support at Fenland District Council. The Group met for the first time on 16th April 2013, with procurement issues being finalised prior to commencement of a co-ordinated, phased roll out.
- 3.12 Force ASB leads have conducted a review of a recently produced HMIC Report (January 2013) – “Personal, Situational and Incidental Vulnerabilities to ASB Harm: a follow up study”.
- 3.13 The report is a follow up study from HMIC’s “A Step in the Right Direction” report (2012), which identified that whilst police forces had made progress in improving their responses to ASB, opportunities for further improvement remained.

- 3.14 The aim of this latest report is to assist police forces understand issues of vulnerability relating to ASB and help them better tailor their responses. The focus is on seeking to understand how and why certain individuals and groups are particularly vulnerable to being negatively affected by ASB.
- 3.15 Using data from a survey of 10,000 victims of ASB undertaken as part of the HMIC ASB re- inspection in 2012, the research found that risk of harm for ASB victims depended on three factors:
1. The nature of the ASB and whether it was personally targeted – “Incidental vulnerability”
 2. Victim personal characteristics such as their health – “Personal vulnerability”
 3. The make-up of their local area – “Situational vulnerability”
- 3.16 It is where these vulnerabilities overlap and intersect that the risk of harm from ASB becomes especially acute for victims. For example, a victim living in an area of high deprivation, suffering health problems and subject to repeated ASB that they perceive is deliberately targeted towards them personally.
- 3.17 These “acute, repeat and vulnerable victims” are categorised in the report as victims who had called the police ten or more times in the last year about ASB problems and who were vulnerable because of longstanding health issues or because they felt the ASB was personally targeted at them. In Cambridgeshire, 9% of victims surveyed fell into this category. We are one of only thirteen forces (which include Hertfordshire and Bedfordshire) with less than 10% of such victims.
- 3.18 It is made clear that the impact of ASB on victims is shaped by the interplay of several different factors. As such, when receiving an ASB call, police need to link several different types of data together to properly understand the risk of harm: about the victim: about the nature of the ASB itself: and about where they live.
- 3.19 Key findings in the report from a force perspective are as follows:
- The percentage of repeat and vulnerable victims identified is proportionately higher than any other category. We appear to have capacity to identify such victims at the point of report.
 - In Cambridgeshire there is a lack of alignment between the police and the victim classifications of ASB as “personal.” The percentage of victim-defined cases of personal ASB is almost twice that of police records of this type of ASB⁵.

⁵ 16% of cases were classified as Personal by Police. 31% of cases were perceived as Personal by the victim. Findings need to be viewed in the context that the data examined only relates to a sample of victims in one month – September 2011.

- In relation to system performance, the force was graded as “Poor” on our performance in identification of repeat and vulnerable complainants at the point of report⁶. We were graded “Excellent” on our performance in identification of local priorities at the point of report and also in our management of ASB problems.
- Our overall system performance in key areas of ASB is graded as “Amber”. We emerge as joint 16th in terms of all force performance along with Northamptonshire and Surrey. Twenty five forces score below us either graded amber or red and these include Hertfordshire (amber) and Bedfordshire (Red).

3.20 The report links system performance with victim satisfaction and also with caller characteristics, indicating that police performance is strongest in those areas that most need it. Forces performing best overall tend to serve victims in areas characterised by high deprivation.

3.21 The report makes a number of recommendations, all of which have been considered at a recent meeting of the Force ASB Steering Group. All are to be progressed through the Force ASB Tactical Group.

4 The Future

4.1 Further change is on the horizon, following the recent announcement in the Queens Speech of the Anti-social Behaviour, Crime and Policy Bill 2013-14. The legislation will repeal existing ASB control measures introduced by the Crime and Disorder Act 1998, most notably Anti-Social Behaviour Orders.

4.2 Instead, the 15-part Bill will give police and other agencies more wide-ranging powers to tackle ASB and crime associated with it, for example:

- Injunction to Prevent Nuisance and Annoyance (replaces ASBO);
- Criminal Behaviour Order (replaces CRASBO);
- More flexible Directions Power for dispersal;
- Public Space Protection Order to tackle environmental ASB;
- Greater powers to evict social housing tenants engaged in ASB and repossess their homes;
- Closure Orders for nuisance premises;
- Community Remedies chosen by victims; and
- Community Trigger to improve partnership working and public accountability.

⁶ Northamptonshire Constabulary was graded “Good” in this area. Force ASB and Contact Management leads visited Northamptonshire FCR on 24th May 2013 to view procedures in place and to bring back identified good practice. The scenario based training delivered to call takers was of particular interest.

- 4.3 If passed by both Parliamentary Houses it is anticipated the Bill will gain Royal Assent next Easter and its powers will come into force in summer 2014.
- 4.4 From this summer, ACPO and the College of Policing will be engaging with the Home Office to develop guidance for police officers, PCSOs and other practitioners.
- 4.5 Force ASB leads are monitoring developments. An ASB Practitioners Group is to be set up later in the year with representation from a range of key agencies. The Group will consider and implement guidance in advance of the legislation coming into force.
- 4.6 The Force has made good progress in tackling ASB over the previous twelve months, which has been a time of significant organisational restructure and financial uncertainty. The challenge is to maintain and build on the solid foundations laid.

5 Conclusion

- 5.1 The Force continues to make made good progress in tackling ASB but there is still much work to be done. Findings from the ASB Review and the latest HMIC ASB follow up study have highlighted ongoing areas for development that need to be addressed in a robust, timely and co-ordinated manner.
- 5.2 Locally generated ASB perception data shows evidence of sustained positive performance but the Force must guard against complacency.
- 5.3 A focus has to be maintained on tackling ASB at a time of significant change within the organisation. There remains a need for visible evidence of robust ownership, scrutiny and challenge by junior and senior management at a local level and also within the contact management arena.

6 Recommendation

- 6.1 That the content of this update paper is noted.