



South Warwickshire  
Community Safety Partnership  
(Safer South Warwickshire)

Approach based on emerging issues identified at the meeting of the Strategic Member Board on 8<sup>th</sup> November 2010

## **1. Vision Statement**

- 1.1 The Partnership's vision for South Warwickshire is that it should be an attractive, environmentally sustainable, desirable place to live in, work and visit, with a sense of safety which reflects the low risk of becoming a victim of crime in the area.

## **2. Key Coalition Government Messages**

- 2.1 Community Safety is a priority
- 2.2 Working in partnership
- 2.3 CSP's remain statutory
- 2.4 Focus on actions and outcomes that matter to local people (What)
- 2.5 Tackling anti-social behaviour is core business
- 2.6 Tackling alcohol fuelled crime and disorder
- 2.7 Less prescriptive, greater freedoms (How)
- 2.8 Educate/Prevent
- 2.9 Early intervention
- 2.10 Break the Cycle – rehabilitation, offenders to pay-back
- 2.11 Crime Strategy published in New Year
- 2.12 Single fund available to YOS for youth crime prevention
- 2.13 £125m to local partnerships to identify, manage and support drug misusing offenders in their recovery in 2011/12
- 2.14 £2,212m for early intervention work in 2011/12
- 2.15 £340m ring-fenced for neighbourhood policing
- 2.16 £28m over four years for specialist services for women and girl victims of domestic violence

## **3. Police Reform & Social Responsibility Bill**

- 3.1 Second reading on 13<sup>th</sup> December
- 3.2 5 parts but most relevant are Police Reform & changes to the Licensing Act (2003)
- 3.3 Police to be more accountable to local people
- 3.4 Police Authorities abolished
- 3.5 Police & Crime Commissioners (PCC) in place in 2012
- 3.6 PCC given the majority of central government funding and will work with CSP's to address issues that matter most to local people
- 3.7 PCC to produce Police & Crime Plan

- 3.8 Police & Crime Panel (PCP) to be created at force level with 10 elected members and 2 co-opted
- 3.9 PCC can dismiss the Chief Constable but appointment can be blocked by 75% of the PCP
- 3.10 Anyone can now object to a licensing application including Licensing Authority
- 3.11 New powers to limit opening hours after midnight
- 3.12 New power for a licensing authority to make a late-night-levy on any premises serving alcohol in order to pay for 'policing'
- 3.13 Unfortunate freedoms and increased use of Temporary Events Notices

#### **4. Strategic Assessment 2011/12**

- 4.1 The Strategic Assessment presented to the Strategic Member Board on 8<sup>th</sup> November was well received. Thanks were made to Warwickshire Observatory. The following points were made:
  - Performance had been excellent.
  - Success should be shared with a wider audience.
  - The section on Finance did not truly reflect the current (10-11) position in terms of funding directly available to the partnership.
  - An explanation was needed on how matrix scores were derived.
  - The matrix only gave part of the picture and perhaps did not fully reflect grassroots opinion particularly in respect of the Forum outcomes.
  - The process of producing the Assessment needed to be more transparent and inclusive.
  - Additional information from the Probation Trust and Domestic Abuse practitioners to be incorporated.
- 4.2 Members felt that, in the absence of an agreed Policy, they could not support the section on Road Safety. It was anticipated that a Policy would be in place in time for the Board to take it into account at its January meeting.
- 4.3 A small number of minor amendments were required.
- 4.4 The recommendations contained in the Strategic Assessment were noted but not adopted at this point.
- 4.5 Given the uncertainty over future finance, the Board felt that it was not appropriate to set priorities at this stage although there was a consensus for the principles of addressing substance misuse as the causes of behaviour such as violence, disorder and nuisance and repeat offending.

- 4.6 This broad outline would assist partners in service planning in preparation for a January meeting. Subject to agreement on priorities, the Strategic Assessment will be signed off.
- 4.7 Targets to meet the priorities will not be confirmed until there is assurance on financial support.

## 5. Focus on emerging priorities

5.1 Violent Crime represents a higher proportion of total crime than in the last Strategic Assessment. Violent Crime has increased since April, particularly domestic violence. Domestic Abuse Violence accounts for 22% of all Violent Crime. Domestic Abuse Violence Section 18 and 20 assaults have more than tripled. Actual bodily harm accounts for over half of all domestic abuse related violence.

- **Cause** - 39.3% of violent offences reported to the Police had the alcohol/drug tag linked to them. Over half of most serious violence offences are recorded as being alcohol related.
- **Where** - the areas in South Warwickshire experiencing most violence remain unchanged. In Warwick District the wards with the most victims of domestic abuse related violence are Brunswick and Willes. In Stratford District the wards with the most victims of domestic abuse related violence are Studley, Alcester, Alveston and Avenue & New Town.
- In Warwick District two thirds of the most serious violence offences are recorded as being in Leamington, predominantly in the town centre and many are connected to licensed premises.
- **Offenders** -84% are male and 16% are female.
- Over half of offenders are aged under 25 years
- A fifth are in the 18 to 20 year old age range, of those 85% were male.
- The percentage of repeat offenders increased from 17% to 20%
- **When** -The main days and times are Friday and Saturday nights between 10pm and 1am.
- **Victims** - Approximately half of the victims were unknown to the offender, just under a third being a friend or acquaintance and just under a quarter being the partner or family member of the offender.

5.2 Anti-Social Behaviour has increased since April 2010. Just over two thirds of anti-social behaviour incidents were recorded as

rowdy/nuisance. The vast majority of these (87%) relate to inconsiderate behaviour.

5.3 Both Stratford and Warwick districts have exactly the same ranking order across the ASB strands for perceptions of ASB. Drunk & Rowdy behaviour ranks fifth (Ni17) and this order is also the same as WM region and England.

- **Causes** - typically linked to nuisance youth activity and alcohol related.
- **Where** - the areas in South Warwickshire experiencing most anti-social behaviour remain unchanged. 'Town Centre' in the Clarendon ward is the Super Output Area that has recorded the largest problem with anti-social behaviour. The three wards reporting the highest amount of criminal damage are Clarendon, Willes and Brunswick in Warwick District and may be linked to the night-time economy. In Stratford District the ward that has seen the largest increase in criminal damage is Studley.
- **Offenders** –youths, 18-30 yr olds in and migrating from the town centres and persistent street drinkers.
- **Victims** – residents, visitors and business within the above areas.

## 6. Big Issues

6.1 Service delivery will be unrecognisable from previous years. With the immediate future being less prescriptive and given the importance that the government attaches to working in partnership it is timely to review how we work together.

6.2 Community Safety Partnerships will continue to be statutory. In terms of what we must do the duties on CSP's as set out in Statutory Instruments 1830 and 1831 are unchanged but particularly in terms of the latter, these are not carried out.

6.3 The responsibilities are clearly set out but the burden is not joint and equal. Some of the responsible authorities have no dedicated crime and disorder partnership budget and even when there is a clear efficiency agenda we struggle to secure information and participation.

6.4 If a statutory duty does not secure what is required then SWCSP either needs to find an alternative more effective commitment or cease working with those partners.

- 6.5 SWCSP internal and external communication will have to improve dramatically as it makes clear what it will do and how it will go about this.
- 6.6 More importantly SWCSP will have to be clear on what it will not do as the public, voluntary sector and businesses are reminded of their own responsibilities and their roles in creating safer communities.
- **Accountability** - Each Responsible Authority to nominate a Community Safety Champion both for Board and Senior Officer levels.
  - **Better Information Sharing** - Each Responsible Authority to confirm a Primary Designated Officer for Information Sharing and a Designated Officer for the Crime & Disorder element of the Sharing of Information Protocol.
  - Sharing of Information Protocol to be re-launched.
  - **Renewed Commitment**- Each 2011/12 theme and priority crime type to have a lead agency and post-holder.
  - Each Responsible Authority to confirm the resource it will commit in terms of staff, cash and premises to the agreed themes and priority crime types.
  - **One Partnership/One Message** -Each Responsible Authority to forego its' own crime and disorder communications and sign up to a new SWCSP communication policy and approach ensuring that we communicate and consult together. SWCSP website to be created.
- 6.7 We need to bear in mind key government messages when we apply what we have learnt from the Strategic Assessment to the themes identified by SWCSP on 8<sup>th</sup> November and the subsequent countywide meeting on 11<sup>th</sup> November.

## **7. Emerging Priority**

- 7.1 **Violent Crime in our commercial centres**
- 7.2 **Lead Agency:** Warwickshire Police
- 7.3 **Lead Officer:** Partnership Officer (Superintendent Mike Wylde)
- 7.4 **Key Partners:** Young people, CPS, Licensing Teams, Licensees, District CCTV Teams, WCC Domestic Abuse, DAAT Team, A & E Department, Warwick University Students Union, Warwickshire Colleges & Media

## 7.5 **Performance Indicators**

- % of alcohol related violence
- violent crime rate,
- domestic abuse violence rate

## 7.6 **Target:**

- tbc

## 7.7 **Measurement** – Police and Observatory performance data

## 7.8 **Definitions:**

7.8.1 **Violence:** The British Crime Survey measures physical assaults (common assault and wounding) and mugging (robbery and snatch thefts). In addition, the BCS classifies assaults into a three-fold typology based on the relationship between the victim and the assailant: stranger assault, acquaintance assault and domestic assault.

7.8.2 The BCS provides two measures that could indicate whether or not an incident is alcohol-related. The first is based on the victim's perception as to whether the offender was under the influence of alcohol at the time of the offence. The second is based on the location of the incident, with incidents occurring in or around pubs or clubs being classified as alcohol-related.

7.8.3 **Domestic Abuse Related Violence:** Domestic violence is any threatening behaviour, violence or abuse between adults who are or have been in a relationship, or between family members. It can affect anybody, regardless of their gender or sexuality. The violence can be psychological, physical, sexual or emotional. It can include honour based violence, female genital mutilation, and forced marriage. (From the Home Office Website)

7.8.4 Domestic abuse is defined as: any incident of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) between adults who are, or have been, intimate partners or family members, regardless of gender or sexuality. (From the Warwickshire DA Website)

7.9 **Context:** violence as a significant harm and alcohol as a cause.

7.10 **Educate/Prevent** – One partnership message setting out our commitment to reducing violence and alcohol misuse, the possible life changing consequences for any offender and their families and the possible life changing and life threatening consequences for victims.

- 7.11 **Taking Responsibility** - Target 16 -30 age group including students. Going Out & Staying Safe – planning your evening including how to get home,, staying with friends and moderating drinking will prevent./reduce the opportunities for violence and other crimes.
- 7.12 Also target those that sell alcohol and support through training on `how much is too much` also advising them of the law and consequences of any breach.
- 7.13 **Early Intervention** – In order to prevent escalation we need to improve information sharing between Licensed Premises (particularly door-staff), Police, Street Wardens & CCTV. All licensees to be advised of the needs and persuaded of the benefits of joining Pubwatch (late-night levy).
- 7.14 Information to be shared on anyone rowdy, disorderly, (see also Rowdy Nuisance) pre-loaded or refused entry.
- 7.15 Police to eject these individuals from the town centres in the first instance utilising any dispersal authority and if that is not possible utilising S27 Direct to Leave Powers. Under the Designated Public Places Order a Police Officer or PCSO to request that any alcohol is disposed of/confiscated from a person they believe is a threat or likely to be a threat to community safety.
- 7.16 **Rehabilitation/Reparation** - Where alcohol is a feature of any violence referral for treatment and reparation to be mandatory elements of any sentence.
- 7.17 **Repeat Offending** - targeting of any repeat offender and where alcohol-related a new policy of requesting the courts support a ban from any licensed premises in the districts.
- 7.18 **Enforcement** – regular multi agency licensing visits, action plans for any premises causing concern and reviews for any premises not taking their responsibilities seriously. Adopt a policy to always review the license of anyone caught selling alcohol to anyone U-18. Use the late-night-levy to dissuade any premises from holding U-18 events. Adopt a policy to request that a parent of any U-18 using false identity trying to gain access into license premises for the purpose of being sold alcohol attends a Police Station to collect their child. The alternative for any refusal or repeat offence to be a charge under Section 2 of the Fraud Act 2006.
- 7.19 **Delivery Plans:** Building on actions already in place, using sharper analysis, better profiling and better information, the delivery plans will adopt a high-harm approach, identifying those individuals, locations, events and time periods which give rise to the greatest number of reported incidents.



- 7.20 We already know a lot about what works:
- high visibility policing in specific micro-beats
  - multi agency events targeting 18-30 yr olds eg Operation 'Your Town Your Choice' (YTYC) have impacted positively on violent crime on the night and following weeks
- 7.21 We need to re-visit existing powers and consider new powers and tools. It is likely the recommendations re Licensing in the Police Reform & Social Responsibility Bill will be made law in 2011. Licensing Authorities at the district councils should seriously consider agreeing a maximum opening time for commercial centres and a late night levy for licensed premises after midnight for the 'policing' of the town centre. Exemptions to the levy may be the exception but reductions for those premises clearly cooperating will reinforce the message that only through shared responsibility and partnership working will we create safer and more attractive environments. The levy will be an important lever and may secure greater participation in schemes such as Pubwatch, Best-Bar-None and Purple Flag.
- 7.22 A broader and clearer role for Street Marshalls should enable us to identify individuals (particularly lone females) who have had too much to drink and are vulnerable as a result by getting them into taxis and home. The support and early intervention of on-street triage facilities at peak times could assist further and reduce unnecessary visits to A & E.
- 7.23 Further controls in the environment of our commercial centres may be achieved by securing road closures during the busiest times particularly in relation to an exit strategy. If taxis can be channelled to safer points and ranks be re-located and or increased in size then we can get customers safely and more quickly out of town. This will reduce the opportunities for conflict and reduce the time that residents are disturbed.
- 7.24 It is anticipated that, in the centres of population and commerce, an effective violent crime approach will also impact favourably by reducing the number of reported incidents of ASB, particularly rowdy nuisance but also criminal damage.
- 7.25 **Anti-Social Behaviour including Criminal Damage & Arson**
- 7.26 **Lead Agency:** Stratford-on-Avon & Warwick District Councils
- 7.27 **Lead Officers:** Anti-Social Behaviour Officers
- 7.28 **Key Partners:** Young people, parents, residents of the district, schools, Warwick University Students Union, Police particularly PCSO's, RSL's, Environmental Health, Mental Health, Youth Offending Service & Youth Service.

7.29 **Performance Indicators:**

- rate of rowdy nuisance behaviour
- percentage success at modifying individual behaviour at first intervention
- rate of neighbour nuisance
- rate of malicious communications
- criminal damage rate
- number of deliberate small fires

7.30 **Measurement:**

- One partnership survey
- Views of Community Forums
- Police and Observatory performance data
- ASB Minimum Standards

7.31 **Target: tbc**

7.32 **Definition:** the definition of anti-social behaviour in Section 1 of the Crime and Disorder Act 1998 is 'behaviour which causes or is likely to cause harassment, alarm or distress to one or more people who are not in the same household as the perpetrator'.

7.33 **Context:** Tackling Anti-Social behaviour is core business; rowdy/nuisance is the most common form with clear links to young people and alcohol misuse.

7.34 **Educate/Prevent** - Increased understanding is vital if we are to improve tolerance and foster greater responsibility and respect. There are a number of target groups and existing literature aimed at secondary school age children and their parents. We will engage with parents to reinforce the dangers of alcohol for U-15's and Going Out & Staying Safe (see violent crime).

7.35 Different target groups will require different methods of communication Eg Students where Facebook and texting will be used.

7.36 All messages to be from SWCSP setting out what is and isn't acceptable. including where we expect people to try and resolve issues in the first instance. Equally residents need to be clear on what support they can expect and how to access it. This is particularly important in relation to neighbour nuisance where a good neighbour guide will be produced.

7.37 Resurrect Operation Guardian with early evening sweeps moving in from the non commercial centres into the towns recording the names of any U-18's and confiscating any alcohol. In town centres on the busiest nights, use either Dispersal Authority or S27 in order to prevent possible clashes with other town centre users.

- 7.38 There are persistent street drinkers in both Leamington & Stratford Town Centres. In Stratford in particular there is an intolerance issue whereas in Leamington the problems of rowdy and threatening behaviour are greater. Leamington Street Drinkers will need to be advised that the whole district is about to become a Designated Public Place.
- 7.39 **Taking Responsibility** - The target age group 11+ up to and including students need to appreciate how they are viewed by others when congregating and returning to the communities in which they live. This includes the potential consequences of any U-18 purchasing alcohol for the retailer. Parents should not supply or fund the purchase of alcohol. Parents need to know who their child is with, where they are and what time they will be home.
- 7.40 **Early Intervention** – The South Warwickshire Anti-Social Behaviour approach is based on early intervention aiming to modify behaviour at first intervention.
- 7.41 We need to bear in mind that not all reports are legitimate. Whilst education will assist in reducing frivolous or vexatious calls we need to be mindful of the detrimental impact anti-social behaviour can have on the victim. We need to be alert to individuals reporting or reported who are vulnerable.
- Utilise minimum ASB standards
  - All reports to be risk assessed in order to identify vulnerable people
  - All victims to be referred to Victim Support
  - Champions to be confirmed for both Children’s & Adult Services where mental health is a feature and where it limits the ability to comprehend and or comply with any conditions or interventions.
- 7.42 **Repeat Offending** –where an individual fails to modify their behaviour at first intervention they will be risk assessed with other harm causers.
- 7.43 **Reparation** – There is growing support in the profession and recognition by the Government that reparation can be an effective tool in tackling anti-social behaviour. It has been difficult to secure as it has been voluntary for anti-social behaviour only usually being possible where anti-social behaviour is associated with criminal behaviour. Reparation may remain voluntary but should be offered to the victim and if acceptable to the offender as an alternative to further sanction.
- 7.44 **Rehabilitation** –Continue to offer schemes such as ‘geared up’
- 7.45 **Enforcement** – Any underage person to be fined, bound over or given an ASBO and alcohol education, if they are found persistently to be in possession of alcohol. (Sec 30 of the Policing and Crime Act 2009).

7.46 Adopt a policy to request that a parent of any U-18 using false identity trying to gain access into license premises for the purpose of being sold alcohol attends a Police Station to collect their child. The alternative for any refusal or repeat offence to be a charge under Section 2 of the Fraud Act 2006.

#### 7.47 **Criminal Damage**

The links between alcohol-related crime and disorder and criminal damage are clear and correspond to the areas of highest violence and anti-social behaviour. All the actions above will impact positively on levels of criminal damage.

#### 7.48 **Small Deliberate Fires**

In addition to the distraction activities for young people aged fourteen and upwards the approach to ASBiT patrols to change from reactive or peak time to regular joint patrols with PCSO's.

7.49 **Malicious Communications:** This is the second highest type of anti-social behaviour reported to Police. It accounts for 11.5% of all anti-social behaviour. A separate campaign is required to raise awareness that this does constitute anti-social behaviour and can also be criminal.

7.50 Target groups to include young people and target areas to be Warwick West, Willes, Brunswick, Avenue and New Town, Guild and Hathaway and Studley.

7.51 As one of the main causes are ex-partners, or new partners of ex-partners making threatening phone calls or texts we should work with agencies supporting families and mental health.

7.52 **Repeat Offenders** - A focus on a small minority causing a disproportionate amount of harm in South Warwickshire has merit and would build on successes including a 29% reduction in the re-offending rate of PPO's but partner and public expectations must be reviewed in light of the Coalition Government's drive for community orders, reparation and rehabilitation rather than custodial sentences.

7.53 There needs to be a complete review of how partners can add value in tackling those causing most harm. In recent years the most effective way to address spikes in Acquisitive Crime has followed the targeting, arrest, conviction and custodial sentences for prolific burglars and car thieves.

- 7.54 At present there are a multitude of meetings dealing with MAPPP, PPO, MARAC, Highest Harm Causers, Emerging Harm Causers & ASB. It would be more efficient if we used one harm matrix with partners able to allocate resources where they are needed most. If partners met for a half day once a fortnight then information sharing should be more efficient creating more time for the management of offenders.

## **8 Developing Realistic Targets**

- 8.1 The SWCSP is charged with developing and agreeing realistic and challenging targets annually. Given the current economic climate, increased unemployment and the likelihood of increased civil unrest it is most likely that levels of crime and disorder will increase.
- 8.2 The ability of SWCSP to combat the likely increase is severely depleted due to significant reductions in budget and staffing. It is suggested that challenging targets would be to maintain performance levels in the last 12 months but only time will tell if these are realistic.