

Culture and Communities Committee

10am, Tuesday 19 June 2018

Antisocial Behaviour Strategy 2016-2019 – Update Report

Item number	9.5
Report number	
Executive/routine	Executive
Wards	All
Council Commitments	51 Improve community safety by protecting local policing and empowering communities to tackle long term safety issues and hate crime in all its forms including supporting restorative justice initiatives and other projects.

Executive Summary

Following the approval of the Antisocial Behaviour (ASB) Strategy 2016-2019 on 15 November 2016, a number of key initiatives and working practices have been developed to deliver on the strategy's main aim of preventing antisocial behaviour before it happens, and by resolving ASB effectively at an early stage when it does occur.

This report provides an update in relation to the current strategy.

Antisocial Behaviour Strategy 2016-2019 – Update Report

1. Recommendations

It is recommended that the Culture and Communities Committee:

- 1.1 notes the content of the report;
- 1.2 requests a further update on the progress of the Antisocial Behaviour Strategy in March 2019;
- 1.3 receives the new Antisocial Behaviour Strategy for 2019 – 2022 in March 2019.

2. Background

- 2.1 Under the Antisocial Behaviour etc. (Scotland) Act 2004, each Local Authority and relevant Chief Constable are required to act jointly, to prepare and publish a strategy to deal with ASB in the authority's area.
- 2.2 Following extensive consultation, the ASB Strategy 2016-19 (link provided at appendices section) was agreed at the Health, Social Care and Housing Committee on the 15 November 2016.
- 2.3 This report provides a progress update on initiatives and developments that have been taken forward in partnership with Police Scotland, and other key agencies, to deliver the aims of the strategy.

3. Main report

Antisocial Behaviour Strategy

- 3.1 The desired outcome of the strategy is to reduce antisocial behaviour in Edinburgh, including its impact on individuals, their families and the whole community.
- 3.2 The strategy uses four core elements to address antisocial behaviour in a multi-agency way, based on the Scottish Government's national guidance.
 - Prevention – through an intelligence led approach, partners will use preventative measures to tackle the root cause of antisocial behaviour

- Intervention – working in partnership to address issues as they arise and achieve shared outcomes
 - Enforcement – protecting the wider community by using appropriate and effective action against the minority of people who are persistently involved in antisocial behaviour
 - Communication and community engagement – actively engaging and communicating with communities and partners to ensure positive, co-ordinated and evidence based messages are shared with the public
- 3.3 The core elements represent a holistic approach to antisocial behaviour, with a shared objective amongst partners to emphasise the shift toward engagement and prevention, with the express intention of reducing the need for enforcement action.

Family and Household Support Service

- 3.4 The Council's Transformation Programme presented an opportunity to organise more services in ways that have shown to be effective in improving outcomes for individuals and communities.
- 3.5 The establishment of the Family and Household Support Service in 2016 drew together community safety, housing support, and family support staff under the management of a single team leader/manager. This was the first step in achieving the Council's ambition for a more integrated, preventative service. By integrating a wide range of services, there is opportunity to reinforce shared aims, with a focus on well-being, safety and building long-term community resilience.
- 3.6 In 2017, a further review was conducted with consultation across all relevant stakeholders with the outcome to combine community safety, housing support and family solutions into one job role; 'Support Worker' and 'Senior Support Worker'. The review and integration of the roles and job descriptions were carried out to provide a holistic and support focussed service to the public. It was acknowledged at the time that these developments are essential to the realisation of Edinburgh's ambitions, and the service, as established in 2016, would be the baseline from which further integration across traditional service boundaries would flourish.

Partnership Working

- 3.7 Partnership working is a core component of working practices to achieve the shared goal of reducing antisocial behaviour. The Council and Police Scotland have developed an integrated working model under the Partnership Agreement, which brings a more cohesive approach to service delivery.
- 3.8 Joint and collaborative working supports responsiveness and provides flexibility to work closely with individuals and communities. The Partnership enables greater opportunity for early intervention, with a multi-agency understanding of individuals' paths, allowing for an intelligence based balance of support and enforcement.

- 3.9 Where enforcement is necessary, an integral part of the new approach, is that it is based unequivocally on the principles of engagement, support, restoration and change, and not on isolation and exclusion.
- 3.10 Each locality tailors its service to local demands. This involves forming partnerships with housing associations and voluntary organisations which, together, can best address the needs of people with very complex and challenging difficulties.

Locality Model

- 3.11 Following the Council's transformation programme, a locality model has been implemented which is based on four localities, covering the twelve neighbourhood partnerships. Each locality has a responsibility for managing and delivering services within the locality, aligned with partners: Police Scotland, the Scottish Fire and Rescue Service and NHS Lothian. This co-ordinated approach helps to address antisocial behaviour by way of better outcomes and with greater efficiency.

Community Improvement Partnerships (CIPs)

- 3.12 The CIPs are monthly meetings held in each locality, where partners work together in order to reduce duplication of services and provide a unified response to antisocial behaviour. It is an opportunity to discuss emerging trends and hotspots, aided by data provided from analysts which in turn allows allocation of appropriate resources and development of bespoke initiatives.
- 3.13 The work within the CIP process forms the reporting to the Edinburgh Community Safety Partnership, to monitor city-wide antisocial behaviour and address any wider emerging trends or issues.

Thematic CIPS

- 3.14 Motorcycle CIP
- 3.15 The Motorcycle Community Improvement Partnership (CIP) monitors and addresses city-wide motorcycle theft, harm and associated antisocial behaviour. Partners meet every two months to deliver a joined up and streamlined approach with committed partnership working central to the process.
- 3.16 Following the submission of a formal business case in June 2017, the City of Edinburgh Council procured four off-road motorcycles. The funding of the motorcycles has come from the Partnership Agreement between the City of Edinburgh Council and Police Scotland Edinburgh Division for the provision of resources and services to tackle antisocial behaviour.
- 3.17 The motorcycles are specialist vehicles and require to be used by eight appropriately trained Police Officers, called the ORBIT team; specifically directed toward the prevention, disruption and detection of motorcycle related crime and disorder in hard to reach areas as well as providing high visibility re-assurance in vulnerable public locations such as parks, paths and housing estates.

3.18 Bonfire CIP

3.19 Protecting communities from harm during Bonfire Night in 2018 and beyond, is a priority for partners and a collaborative approach is being adopted through this CIP to work to reduce the levels of vandalism, antisocial behaviour and violence which occurred on 2017's Bonfire Night.

3.20 The remit of the Bonfire CIP includes:

- To review the events of 2017's Bonfire Night for example, firework use, levels of violence and antisocial behaviour, extent of vandalism, and damage to the environment, so that lessons learned can inform this group going forward.
- To develop a co-ordinated partnership approach to the planning and preparatory work for Bonfire Night 2018, to help minimise the incidents of antisocial behaviour and vandalism.
- To work collaboratively to reduce the risk of injury/death to individuals participating in bonfire and fireworks activities, and to partners and the wider public.

3.21 Street Begging CIP

3.22 The Street Begging CIP was set up to coordinate an effective multi-agency approach to street begging. The CIP is led by the Council and includes membership from Police Scotland, Essential Edinburgh and third sector partners such as Streetwork.

3.23 The CIP's strategic vision for tackling street begging includes a commitment to a holistic, integrated outcome focused approach and one that deals not only with begging but with the many difficulties faced by people who beg.

3.24 To understand more fully the complex issues around begging, the Edinburgh Community Safety Partnership has provided a grant to fund a research project that will be overseen by the CIP to specifically focus on street begging through from November 2017 to October 2018.

Using the data and information collected the researcher will be required to provide an up to date position on street begging in Edinburgh, outlining possible reasons for the increase as well as highlighting whether the right services are in place; including suggestions on how street begging can be addressed.

Edinburgh Community Safety Partnership (ESCP)

3.25 The Edinburgh Community Safety Partnership (the Partnership) is a strategic group responsible for coordinating a multi-agency response to promote community safety, to reduce reoffending and to tackle antisocial behaviour across the city in the context of the Local Government (Scotland) Act, the Community Justice (Scotland) Act and the Antisocial Behaviour, etc. (Scotland) Act.

3.26 Improving community safety and effective reduction in reoffending depends on a complex, multi-agency and multi-sector approach to the delivery of a wide range of both universal and specialist services.

ECSP membership includes:

- The City of Edinburgh Council;
- Integration Joint Board for Health and Social Care
- Edinburgh Alcohol and Drug Partnership
- Edinburgh Violence against Women Partnership
- Police Scotland
- Scottish Prison Service
- Lothian and Borders Community Justice Authority
- NHS Lothian
- Voluntary Sector
- Fire and Rescue Service
- Scottish Courts and Tribunal Service

3.27 The priorities of the partnership are:

- Reducing violence – this will include prevention, early intervention, alcohol over-consumption
- Reducing reoffending – this will include women in the criminal justice system, youth justice, prolific offenders and families with complex needs
- Reducing harm – this will include road and fire safety, and recovery
- Reducing anti-social behaviour – this will include complex case management and hate crime

3.28 A review is currently underway to identify new priorities for the ECSP. This will be closely linked to the Edinburgh Partnership, which is also under review, the conclusions of which will help steer the future ambitions of the ECSP.

Antisocial Behaviour Strategic Initiatives

3.29 The ASB Strategy adopted four approaches to tackle ASB; Prevention, Intervention, Enforcement and Community Engagement. Below is an update on a range of services and initiatives that are in place according to these core elements.

Prevention

3.30 Community Policing

The Council has a long-established partnership working arrangement with Police Scotland. £2.6 million was allocated to Police Scotland to deliver on community policing services in 2017/18.

Community Police Officers perform several key roles in keeping people safe and improving outcomes for communities, by working to reduce crime and antisocial behaviour. Examples of community policing activities are listed below:

- Build local knowledge of communities and carry out local neighbourhood patrols to prevent and detect crime and antisocial behaviour;
 - Provide visible reassurance within local communities through street patrols and actively engage with residents;
 - Provide support and information to Council staff seeking to enforce antisocial behaviour legislation where this is required;
 - Support the work of the Community Improvement Partnerships (CIPs) to identify local neighbourhood priorities;
 - Focus on hotspots and areas of concern as identified by the CIPs, and increase community engagement in those areas to help prevent escalation of crime and antisocial behaviour.
- 3.31 In addition to the funded officers, Edinburgh Division has additional Community Policing Officers and School Link Officers working in each locality, focusing on prevention, early intervention and restorative justice.
- 3.32 A separate report is being presented to this committee on this agreement.

CCTV

- The Council operates a close circuit television (CCTV) camera estate across public spaces; housing blocks; schools; bus lanes and Council buildings. CCTV is a key service in the prevention and detection of crime and ASB. It is also a key service for partner agencies such as the Police in identifying and prosecuting offenders.
- 3.33 In January 2018, permission for a Working Group to be formed was granted by the Culture and Communities Committee. The Working Group, established of multi-agency members, aims to develop a strategy for the upgrade and integration of CCTV services in Edinburgh.
- 3.34 The Working Group is currently in the process of upgrading the Visual Display Units to the energy efficient LED monitors within the Central Monitoring Facility, with the intention of installing fit for purpose, economical monitors in time for the summer festivals.
- 3.35 The Group is also currently planning to upgrade part of the Public Space CCTV estate, as a pilot to evaluate best practice and gauge the technological market. A total of 12 cameras in Craigmillar have been selected to become upgraded from analogue to digital capability.
- 3.36 A separate detailed report is on the agenda for today's Committee.

Transport Marshals

- 3.37 Edinburgh Community Safety Partnership has operated a Transport Marshal scheme in Edinburgh city centre since December 2006. The project provides two transport marshals at four of the busiest city centre taxi stances on Friday and Saturday evenings from 22.30pm to 04.30am, and provides:

- more effective exodus of night time economy users from the city centre;
- increased public reassurance through highly visible presence (both police and marshals); and
- reduced alcohol related violence and disorder within the city centre night time economy.

3.38 In addition to supervising taxi ranks, the marshals provide advice and assistance on alternative forms of public transport, including directions to the nearest night bus stops and train station. Radio links are established with the Council CCTV Central Monitoring Facility, providing direct access to the police control centre.

Intervention

3.39 Youth Tracking System

3.40 Youth Tracking System (YTS) was developed in 2015 to address the lack of information that could substantiate the fluctuation of youth offending in neighbourhoods. It required a system that could also link the individual incident with the “who and the where” enabling it to build up profiles of youth behaviour, and to monitor for improvement in behaviour.

3.41 By adopting the system FHS work closely with other services such as Children and Families, as well as colleagues from Police Scotland; sharing information on a day to day basis, assessing the impact of youth’s behaviour on the community, making swift decisions on interventions, and measuring any improvement of intervention for the individual and the community.

Youth TACs

3.42 In the North West locality, there has been development in partnership with the Young People’s Service, of multi-agency practices originally called Youth TACs. The process has become more GIRFEC (Get It Right for Every Child) focused, with all agencies tasked with providing support to children and their families to address a range of issues that might underpin offending behaviour.

3.43 Key partners include: Police Scotland, the Children and Family Practice Team; Young People’s Service (for youth offending), Housing and the Family and Household Support Service. The partners meet fortnightly to review the most prominent children who become known for antisocial behaviour/youth offending. The group then works with a pre-generated list of young people and their families to identify who, under GIRFEC guidance, is best placed to work with the child and family.

3.44 The described meeting does not detract from the need for good multi-agency practice amongst all professionals on a day-to-day basis. It is more a way of clarifying and co-ordinating resources for those children and families most in need.

3.45 Antisocial Behaviour Review Group

- 3.46 The ASB Review Group lead by the Council in partnership with Police Scotland was established in June 2013, to target persistent antisocial behaviour offenders. The multi-agency group meets each month to discuss complex and lengthy antisocial behaviour investigations with a view to achieving sustainable solutions, and positive outcomes for individuals and communities.
- 3.47 To ensure that the ASB Review Group reflects the new structures proposed through the Transformation Programme and implementation of the new Family and Household Support service, a review of current meeting processes and membership is underway.
- 3.48 **Mediation**
- 3.49 The Council's in-house Community Mediation Service is delivered by senior officers based in the Family and Household Support teams across all four Localities. Initially the service was delivered by community safety staff however senior officers based in the new Family and Household Support teams will now be trained to deliver mediation as part of their overall role in supporting families and communities.
- 3.50 The service is available to all residents in Edinburgh who find themselves in dispute with their neighbours regarding issues around antisocial behaviour such as noise or general differences in lifestyles.
- 3.51 Disputing residents can benefit from mediation as it can help them to find a way to resolve their differences. It has been proven that if people take responsibility for their own solutions they are more likely to stick to an agreement and carry through with the actions that they both agreed on. Mediation also encourages better communication with residents which can have a positive effect on the community.
- 3.52 The service does not accept self-referrals, instead referrals are made by Family and Household Support Officers once they have assessed the needs of the people that they are supporting. If an officer identifies that mediation may be a way forward for those individuals, they are required to get the consent of both parties and then refer the case on to the senior officers responsible for mediating.
- 3.53 Referrals are also accepted from Housing Associations, however there is a small charge made directly to the associations on behalf of their residents who are being mediated. There is currently work underway, to review the referrals process with a view to enable other departments within the CEC to access mediation.
- 3.54 **Safe Place**
- 3.55 The Street Assist 'Safe Place' initiative, funded by the Edinburgh Community Safety Partnership, delivers a welfare and first aid early intervention project between the hours of 22.00 to 04.00 every Friday and Saturday. The initiative provides a safe non-judgmental space where people can attend who have become vulnerable through circumstance.
- 3.56 Safe Place supports the night time economy within the city centre of Edinburgh, liaising with other agencies who identify individuals as vulnerable (Police,

Community Wardens, CCTV, and Transport Marshals). The aim of the Safe Place project is to divert individuals away from emergency services where possible. This is carried out by the provision of minor first aid, alcohol interventions and the communication with pub/club door stewards who can contact the service if they become aware of an individual becoming vulnerable.

Enforcement

3.57 There are a range of powers available to the Council to tackle ASB, including interim and full Antisocial Behaviour Orders and furthermore, Antisocial Behaviour Evictions. Below are figures outlining what legal action to tackle ASB has been taken over the last three years.

	2015/16	2016/17	2017/18
Interim ASBOs	4	8	2
Full ASBOs	5	7	1
ASB Evictions	7	3	2

3.58 **Short Scottish Secure Tenancy (SSST)**

The Housing (Scotland) Act 2001 (as amended) outlines, that in certain circumstances a landlord is enabled to provide a tenant with a Short Scottish Secure Tenancy (SSST) rather than Scottish Secure Tenancy (SST).

3.59 A SSST may be used if:

- the prospective tenant was evicted for antisocial behaviour in the last 3 years;
- the prospective tenant, (or any one of joint tenants) or a member of their household or a subtenant of the tenant is subject to an ASBO.

3.60 When an ASBO is granted in the case of a current tenant (or any one of joint tenants) or a member of a tenant's household, the Council will, following the making of that order, always consider whether to convert the tenancy to a SSST. The decision to offer a SSST will normally follow discussion at a case management meeting.

3.61 The Council will make use of all available and relevant remedies to assist a tenant in a SSST and only terminate a tenancy as a last resort.

3.62 **Community Safety Night Team**

The Community Safety Night Team (CSNT), created in September 2016, operate Thursday through to Sunday from 17.30 to 02.30. The team investigates antisocial behaviour complaints and provides co-ordinated out of hours support to the day time family and household support teams.

- 3.63 CSNT predominantly responds to ASB noise complaints made to Police Scotland using the 101 service. The CSNT officers then investigate the noise complaint and take the appropriate actions to immediately reduce the level of noise whilst offering the public advice.
- 3.64 The CSNT also contribute to any initiatives where extra support is required, assisting Police Scotland in high visibility foot/vehicle patrols. Often this provides public reassurance, interaction and intervention with opportunities to be eye-witnesses to antisocial behaviour and contacting Police Scotland where necessary to reduce crime.

The ASB Strategy 2019 - 2022

- 3.65 The new ASB Strategy 2019 - 2022 is currently being developed in partnership with Police Scotland. To help inform the strategy's outcomes, consultation on draft aims and proposals for tackling ASB will be carried out with key stakeholders. Draft proposals will initially be submitted to the ECSP, following this a report will then be submitted to this Committee for approval in Spring 2019.

4. Measures of success

- 4.1 The Partnership Agreement between the Council and Police Scotland features a Performance Framework, in place to measure the progress made when tackling ASB. These include;
- An increase in positive outcomes following completion of prevention activities/community initiatives agreed at the CIPs;
 - A reduction in repeat antisocial behaviour complaints;
 - A reduction in evictions/ASBOs, due to the focus on prevention and intervention;
 - An increase in the number of people who feel safe after dark and an increased satisfaction regarding the management of antisocial behaviour.

5. Financial impact

- 5.1 There are no financial implications associated with this report. All activities are undertaken and managed through current budgets.

6. Risk, policy, compliance and governance impact

- 6.1 This update report is not expected to impact on risk, compliance or governance for the Council.

7. Equalities impact

- 7.1 No direct equalities impacts arise from this report as the information provided is for update purposes.

8. Sustainability impact

- 8.1 There are no sustainability impacts arising from this report.

9. Consultation and engagement

- 9.1 Consultation with key stakeholders was not necessary for this update report; however, consultation was carried out as part of the development of the Antisocial Behaviour Strategy 2016-19.

10. Background reading/external references

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11. Appendices

- 11.1 [Appendix 1 – Antisocial Behaviour Strategy for Edinburgh 2016-19](#)