

Committee(s):	Date(s):
Safer City Partnership	27 November 2019
Subject: Responses to Anti-Social Behaviour in the City of London	Public
Report of: Jillian Reid – Community Safety Team, Town Clerk’s	For decision
Report author: Jillian Reid – Community Safety Team, Town Clerk’s	

Summary

A review of anti-social behaviour (ASB) issues across the City of London has recently been undertaken. This report identifies the current responses and the challenges faced by partners in preventing and tackling ASB within the Square Mile.

This report also recognises a number of areas for further examination.

The report is requesting endorsement from all partners to support an enhanced City of London Corporation role in preventing and responding to ASB. This is with a view to maximise the use of available resources and improve service delivery to victims and all those who live, work and visit the City of London.

Recommendation

Members are asked to consider this report and commit their organisations support for further work in this area.

Main Report

Key Areas of Work the Post Holder has been Focussing on:

1. A review of current ASB service delivery across the City of London has been undertaken by the newly appointed ASB Coordinator and Strategy Officer. The two-year funded position was filled in September 2019 with funding sourced from the City of London Corporation’s (henceforth referred to as “*the Corporation*”) Priorities Investment Pot. The Post Holder is based within the Corporation’s Community Safety Team (CST).
2. In order to understand the current challenges and responses to ASB within the City of London, the Post Holder has consulted with representatives from a

number of key internal and external partners and relevant bodies within the Corporation and Safer City Partnership (SCP)¹. These have included:

- The City of London Police
- St Mungos
- City of London Corporation Public Protection
- City of London Corporation Housing
- Parkguard Ltd
- City of London Corporation Rough Sleeping and Homelessness Team
- Joint Contact and Control Room (JCCR)
- City of London Fraud and Investigations

Current political background

3. Over the past twenty years, ASB has developed a significant public and political profile. ASB is diverse, complex and often emotive topic. It can have a devastating impact on the wellbeing and quality of life for individuals, especially those residents and communities who are most vulnerable. Persistent ASB often has a cumulative and corrosive effect, which can lead to more serious criminal behaviour. Therefore, ASB has been placed high on the agenda for politicians, the Police, local authorities and housing providers across London and the UK.
4. The *Anti-Social Behaviour, Crime and Policing Act 2014* (henceforth referred to as “*The Act*”), defines ASB as conduct² which:

“has caused, or is likely to cause, harassment, alarm or distress to one or more persons not of the same household”;

“is capable of causing nuisance or annoyance to a person in relation to that person’s occupation or residential premises”;

“is capable of causing housing-related nuisance or annoyance to any person”

5. In March 2014, The Act obtained Royal Assent. It streamlined the already existing nineteen ASB tools into six faster³, more robust and effective powers, which could be utilised by all local authorities, the Police and delegated bodies to tackle ASB. Specific prominence was also given to victims, with the introduction of the Community Trigger, which placed greater accountability on agencies to deal with persistent incidents of ASB.

¹ Appendix 1

² Appendix 2

³ Appendix 3

6. However, a 2018 London Assembly report⁴ concerning ASB in London, noted that the use of new powers across the Capital was a “*mixed bag*”, principally due to:
 - resource and financial constraints
 - a lack of cooperation between services
 - inadequate training and education surrounding the new ASB powers and tools
7. In addition, the report denoted that while The Act granted the powers to local authorities, the Police and delegated bodies, it did not specify which partner was to be the lead agency responsible for enforcing them.
8. The Post Holder has found that many of the thematic concerns highlighted by the London Assembly report, echo those expressed by partners during the review. In particular, the potential for improved clarity around ownership of specific problems and coordination across partners and within certain agencies.

City of London Background

9. While the City of London has traditionally experienced lower levels of ASB than most other local authorities within London, it does face a unique set of challenges when it comes to responding to ASB, which are typically not experienced by other boroughs. This is dictated by the City of London’s atypical demographics and the transient nature of its populace – with large numbers of people entering the City of London daily, with no local connection, or access to statutory services.
10. These existing challenges within the City of London are likely to increase with the flourishing night-time economy, expanding resident population and the opening of Crossrail bringing more people into the Square Mile. There is considerable risk that within the next few years, ASB will escalate within the City. At the same time, the City of London Police are focussed on maintaining safety and reducing acquisitive crime. Other front-line services provided by the Corporation are also facing significant demands.
11. Therefore, it is essential that the City of London maximises its ability to provide an effective multi-agency and coordinated partnership approach to tackle ASB, with the available financial and human resources.
12. In the last few years, the Corporation, City of London Police and other partners have taken positive steps to address the issue of ASB, notably:
 - Placing ASB as a key priority on the SCP Strategic Plan 2019-22⁵
 - Establishing the City Community Multi-Agency Risk Assessment Conference (CCM)
 - Commissioning E-CINS as a multi-agency ASB case management system (GDPR compliant)

⁴ <https://www.london.gov.uk/about-us/london-assembly/london-assembly-publications/respecting-others-tackling-antisocial-behaviour-london>

⁵ Appendix 4

- Developing and implementing an ASB policy for the Corporation's housing estates
- Developing the City of London Community Trigger Protocol
- Deploying The Noise App and Streetwise ASB case management systems for housing officers on the Corporation's estates
- Commissioning Parkguard Ltd to routinely patrol housing estates housing estates owned by the Corporation and Guinness Trust located within the City of London
- The City of London Police issuing Criminal Behaviour Orders, Community Protection Warnings (CPW) and Community Protection Notices (CPN) as part of Operation Luscombe to manage the behaviour of those individuals perpetrating ASB
- Some Corporation teams (i.e. Public Protection) have been granted delegated authority to issue CPWs and CPNs
- Appointment of an ASB Coordinator and Strategy Officer

13. Despite these developments, there are areas where clarity and coherence in terms of response could be enhanced. Currently, activities and responsibilities are shared across a number of teams and departments with no overarching control or management (i.e. designated Chief Officer with overall responsibility) and limited central coordination.

14. The City of London is also unusual compared to many other local authorities in not having its own centralised ASB 'enforcement arm', which utilises the tools and powers granted within The Act. Some of this work is delivered by the City of London Police, while other powers are arguably under-utilised.

15. Where persistent problems have arisen, the City of London has often responded via ad-hoc arrangements, across the Corporation and partners, to initiate ASB enforcement at considerable human and financial expense.

16. While all SCP partners have a role in supporting responses to ASB, the core responsibilities both in terms of The Act and in-service delivery fall upon the Corporation and City of London Police. Consideration of improving current responses can be linked to the Corporation's Fundamental Review and the City of London Police's Transform Programme.

Public and Reputational Impact

17. Issues relating to ASB have generated increased concern from residents, businesses and elected members. Even lower level ASB problems have a significant impact on community confidence.

Process and Next Steps

18. If Members agree with the recommendation, further work will be undertaken with the Corporation, City of London Police and partners.

Appendices

- Appendix 1 – Safer City Partnership
- Appendix 2 – Examples of ASB
- Appendix 3 – The 2014 Act ASB powers
- Appendix 4 – The SCP Strategic Plan 2019-22 concerning ASB

References

City of London Safer City Partnership (2019) '*Safer City Partnership: Strategic Plan 2019-22*', London

London Assembly Police and Crime Committee (2018) '*Respecting Others: tackling antisocial behaviour in London*', London

The Anti-social Behaviour, Crime and Policing Act 2014 (Amendment) Order 2019, Available at

<http://www.legislation.gov.uk/ukpga/2014/12/contents/enacted> (Accessed: 29 October 2019)

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Appendix 1

The Safer City Partnership

The SCP is made up of statutory organisations (referred to as “*responsible authorities*”) and a wide range of other public sector, voluntary, resident and business organisations within the City of London.




Appendix 2

Examples of antisocial behaviour



Taken from London Assembly, 'Respecting others: tackling antisocial behaviour in London', Police and Crime Committee, January 2018

Table one: Antisocial behaviour powers after the 2014 Act

Old powers		New powers
1. Anti-Social Behaviour Order (ASBO)		1. Civil injunction
2. Drinking Banning Order (DBO)		2. Criminal Behaviour Order (CBO)
3. Anti-Social Behaviour Injunction (ASBI)		3. Community Protection Notice (CPN)
4. Individual Support Order		4. Public Spaces Protection Order (PSPO)
5. Intervention Order		5. New Closure Power
6. ASBO on conviction		6. Dispersal Power
7. DBO on Conviction		
8. Litter Cleaning Notice		
9. Street Litter Cleaning Notice		
10. Graffiti/Defacement Removal Notice		
11. Designated Public Place Order		
12. Gating Order		
13. Dog Control Order		
14. ASB Premises Closure Order		
15. Crack House closure Order		
16. Noisy Premises Closure Order		
17. Section 161 Closure Order		
18. Section 30 Dispersal Order		
19. Section 27 Direction to Leave		

Appendix 3

Taken from London Assembly, 'Respecting others: tackling antisocial behaviour in London', Police and Crime Committee, January 2018

Appendix 4

SCP Anti-Social Behaviour Strategy 2019-22

