

<b>Committees:</b> <b>City of London Police Authority Board</b> <b>Policy and Resources</b>	<b>Dated:</b> 20 September 2023 19 October 2023
<b>Subject:</b> Community safety patrolling and delegation of CSAS powers	<b>Public</b>
<b>Which outcomes in the City Corporation's Corporate Plan does this proposal aim to impact directly?</b>	#1 – people are safe and feel safe
<b>Does this proposal require extra revenue and/or capital spending?</b>	<b>No</b>
<b>If so, how much?</b>	
<b>What is the source of Funding?</b>	
<b>Has this Funding Source been agreed with the Chamberlain's Department?</b>	<b>N/A</b>
<b>Report of:</b> <b>Richard Riley, Director, City of London Police Authority;</b> <b>Judith Finlay, Executive Director - Community and Children's Services</b>	<b>For Decision</b>
<b>Report authors: Charles Smart, Police Authority Team; Simon Cribbens, Community and Children's Services</b>	

### Summary

This report seeks support to delegate Community Safety Accreditation Scheme powers to the City Corporation's community safety patrolling service. 'CSAS' allows staff of accredited organisations to take on limited enforcement powers, such as issuing fines or requesting a name and address. This would support the effectiveness of City community patrols in the context of ambitions for them to tackle a much wider set of issues, such as ASB associated with the night time economy and nuisance cycling.

### Recommendations

Members are asked to

- Support the delegation of Community Safety Accreditation Scheme powers to the City Corporation's commissioned Community Safety Patrolling Service.
- Note the ambition to expand community safety patrolling in the Square Mile.

## **Main Report**

### **Background on City community safety patrol service**

1. The Communities and Children's Services Department currently commissions a community safety patrolling service from provider Parkguard, with a new contract awarded in July 2023. This delivers:
  - Neighbourhood patrols on the Corporation's residential social housing estates and the Guinness Trust (Mansell Street) estate. This is funded by the Department's Housing Division with a contribution from the Guinness Trust. The patrols were introduced to address resident concerns about low-level anti-social behaviour (ASB) on social housing estates.
  - Support to the Department's commissioned street homelessness outreach service to provide safe access to support vulnerable clients, and to encourage behaviour change, especially surrounding ASB and begging. This element is funded from the Department's Homelessness budget.
2. A temporary expansion of patrolling to the Barbican and City business areas was funded using Proceeds of Crime Act funds from October 2021 to October 2022, and extended utilising underspend until June 2023. However, there is no recurrent budget to provide for this wider delivery, which has now ceased.

### **Expansion plans**

3. Officers are pursuing options to (re)expand the service – with an application to the Home Office's Safer Streets Fund (which if successful would begin in October 2023), and potential use of other funding pots such as the Late Night Levy and Proceeds of Crime Act grant. Parkguard's contract allows for the expansion of delivery should funding be secured.
4. An expanded service would include wider geographical coverage (as previously) and would extend patrolling to tackle issues related to the night time economy, allow for targeted operations against issues such as nuisance cycling, skateboarding, scooter use, and low level ASB, and provide capacity for ad hoc targeted delivery in support of the community safety team.
5. This would not displace policing activity. Community safety patrolling works closely with police services to enable the latter to focus on more serious issues, and to prevent ASB and behaviours escalating to criminality. The expanded service would also work closely with City Corporation services in Highways, Cleansing, Licensing and Public Protection.

### **Background on Community Safety Accreditation Scheme (CSAS)**

6. The CSAS, introduced in 2002, allows Chief Constables to delegate some limited powers – such as to stop pedal cycles, demand name and address details and issue fixed penalty notices – to accredited local officers such as neighbourhood wardens or security staff (see *Appendix 1* for full list of powers).

7. Accredited staff must be vetted and complete training, and accredited organisations must be 'fit and proper' which includes having appropriate insurance and recruitment policies.
8. At least 37 of England and Wales's 43 territorial police forces currently use CSAS, including the Metropolitan Police. Though there have been no formal evaluations of the impacts of CSAS, anecdotal evidence suggests it can help reduce crime and disorder by increasing the effectiveness of accredited staff and enabling closer working relationships with local police forces

### **Current position on CSAS, ASB, and neighbourhood crime and in the City**

9. The current provider Parkguard does not operate in the City using CSAS powers, although it is an accredited organisation under the scheme and its staff use the powers in other areas.
10. In October 2018 the Commissioner of the City of London Police wrote to the Town Clerk and Chief Executive of the Corporation to 'fully endorse the use of CSAS Powers within the City of London' (see *Appendix 2*), although further action was not taken at the time.
11. ASB is a persistent concern in the City and a rising national priority. In May 2023 the government published its ASB Action Plan, highlighting new research that it is the main reason people do not feel safe in their area. Wider research has, in turn, identified levels of (real and perceived) ASB and disorder as a key factor in local trust and confidence in policing. Reducing ASB means people will feel safer and be more confident in the police.
12. In the City, and in line with national trends, the incidence of criminal ASB has been falling and is currently 19% below pre-Covid baselines. However, in 2022/23 it remained the fourth-highest offence type and is amongst the top crime and disorder concerns for City residents.
13. Neighbourhood crimes (mainly theft against the person) are trending upwards, having risen 32% compared to pre-Covid baseline, and as many thefts (e.g. phone snatches) are committed by people on bikes, there is a link between cycling ASB and neighbourhood crime.
14. Concern is also frequently expressed at police cluster panel (and other) meetings with regard to the misuse of electric cycles and e-scooters, and anti-social behaviours.
15. In 2022/23, the City Police estimated that attending and dealing with ASB calls took up c. 140 hours (14.7 days) of officer time per month. As such, tackling ASB takes up an appreciable amount of police time that could be deployed to other purposes.

## Proposals

16. It is proposed that the City Corporation endorses the use of CSAS powers by its commissioned community safety patrolling service to strengthen the provider's ability to prevent and address the issues to which they are commissioned to respond.
17. Corporation and City Police officers consider the use of such powers to provide a range of benefits. The ability to require name and address supports the ability of community patrolling to gather intelligence, and take action to prevent and deter a range of ASB. It supports the identification of those who beg in the Square Mile, so homeless outreach services can be targeted at those who are street homeless. It will enable the service to tackle nuisance cycling.
18. Parkguard and its officers are already accredited and trained to use CSAS powers, so delegation in the City requires no further admin or approvals than the formal assent of the City Police Commissioner, Angela McLaren.
19. However, given the cross Corporation benefit of the use of these powers, Policy and Resources is asked to support that decision, alongside the Police Authority Board.
20. There are 20 individual CSAS powers that can be delegated (see Appendix 1), which can be grouped into 6 categories. These are set out below, with recommended decisions on delegation in the City:
  - a) *Powers to issue Fixed Penalty Notices* – **Recommended** – The power to issue FPN's gives officers a credible enforcement tool to deter ASB (though evidence from other areas suggests FPN's are issued infrequently in practice).
  - b) *Powers to require giving of a name and address* – **Recommended** – Reports from other areas suggest these are the most useful and frequently-used powers for community safety officers. The scope for harm from improper use of this power is also low, making it low-risk.
  - c) *Powers to require surrender of alcohol and tobacco, if drinking in designated place or underage* – **Recommended** – Street drinking is often associated with ASB in the City, and there scope for harm from improper use of this power is low.
  - d) *Power to stop cycles if riding on footway* – **Recommended** – Cycling and e-scooter violations are of increasing concern to residents, and the scope for harm from improper use of this power is low.
  - e) *Powers to control traffic and remove and test vehicles* – **Not recommended** – the Commissioner already allows accredited traffic management & stewarding companies to control traffic for events and therefore this power is not needed for the Community Patrolling Service.
  - f) *Power to photograph people away from a police station* – **Not recommended** – No clear rationale for this power in the City.

21. Should the application for the Home Office's Safer Streets funding be successful, the grant conditions seek delivery from October 2023 for a period of 18 months. The delegation of CSAS powers will make that delivery more effective.
22. It is proposed that the use of CSAS powers – if supported – is reviewed after 12 months to assess their impact.
23. As set out above, the use of Community Patrolling Services seeks to complement Police delivery. The approach set out is supported by the City of London's Safer City Partnership.
24. The Strategic Planning and Performance Committee of the Police Authority Board has asked for a report on the full range of uniformed policing services present in the City. The community safety patrolling service provided by Parkguard constitute one element of this.
25. It is proposed that the delegation of CSAS powers to the commissioned provider of community safety patrolling service (Parkguard) progresses without waiting for that wider report to be completed (and will be factored into the related report), given the benefits and broad support for the proposals set out above.

### **Corporate & Strategic Implications**

26. By aiming to reduce ASB and free up police time for other work, this proposal supports the Corporate Plan outcome to ensure people in the City are safe and feel safe. Reducing ASB is also an objective of the City Police's 2022-25 Policing Plan and the Safer City Partnership's 2022-25 strategy. It is consistent with the aim of Destination City and the Resident Reset.

### Financial implications

27. There is no additional cost from the provider for using CSAS powers. Fixed Penalty Notices (FPN) – if issued - will generate some income. However, enforcement will be appropriate and proportionate and therefore the decision to issue an FPN will not be income led.
28. Expansion of the Community Patrolling Service will be subject to securing additional funding.

### Resource implications

29. If FPNs are among the powers utilised, there may be some associated processing costs/resource burden.

### Legal implications

30. The legal power to delegate CSAS powers lies with the Commissioner of the City Police.

### Risk implications

31. There is a risk that CSAS powers are used improperly, or that their use is unpopular with some City communities. However, given the low scope for harm from these powers, Parkguard's experience, and the established nature of the CSAS scheme, we expect this risk to be very low. Parkguard's use of powers will in any case be reviewed after 12 months to assess whether the risk has materialised.

### Equalities implications

32. We do not envisage any disproportionality in application of CSAS powers based on disability, gender, religion, sex, sexual orientation, marriage, civil partnership, pregnancy, or maternity. We expect that powers are more likely to be used on younger people (who are more frequently perpetrators of ASB), and will closely track any potential disproportionality based on race in the 12 month trial period.

### Climate implications

33. None

### Security implications

34. The use of CSAS powers will support a more effective Community Patrolling Service and its contribution to a safe and secure City.

### Conclusion

35. The delegation of a subset of CSAS powers to the City's commissioned community safety patrol service will help tackle ASB and free up police time. The use of such powers will be reviewed after 12 months.

### Appendices

- Annex 1 – Additional detail on the Community Safety Accreditation Scheme
- Annex 2 – Full list of CSAS powers

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## Appendix 1 - Full list of CSAS powers

### A – Fixed Penalty Notices

- Power to issue penalty notices for disorder\*
- Power to issue fixed penalty notices for truancy
- Power to issue fixed penalty notice in respect of an excluded pupil in a public place
- Power to issue fixed penalty notices for cycling on a footpath
- Power to issue fixed penalty notices for graffiti and fly-posting
- Power to issue fixed penalty notices for littering
- Power to issue fixed penalty notices in relation to offences against certain byelaws

### B – Name and address

- Power to require giving of name and address
- Power to deal with begging – request name and address of person making offences under Vagrancy Act
- Power to require name and address for anti-social behaviour
- Power to require name and address for road traffic offences

### C – Surrender of alcohol and tobacco

- Power to require persons drinking in designated places to surrender alcohol
- Power to require persons aged under 18 to surrender alcohol
- Power to seize tobacco from a person aged under 16

### D – Vehicles and traffic control

- Power to remove abandoned vehicles
- Power to stop vehicles for testing
- Power to control traffic for purposes other than escorting a load of exceptional dimensions
- Power to direct traffic for the purposes of escorting abnormal loads

### E – Stop cycles

- Power to stop cycles

### F – Photographing people

- Power to photograph persons away from a police station

#### \*For purposes of CSAS, "disorder" offences are:

Wasting police time, giving false report // Using public electronic communications network to cause annoyance, inconvenience or needless anxiety to another // Knowingly gives or causes to be given a false alarm of fire to a person acting on behalf of a fire and rescue authority // Behaviour likely to cause harassment, alarm or distress // Throwing fireworks // Sells or attempts to sell alcohol to a person who is drunk // Supply of alcohol by or on behalf of a club to a person aged under 18 // Sale of alcohol anywhere to a person under 18 // Buys or attempts to buy alcohol on behalf of a person under 18 // Buys or attempts to buy alcohol for consumption on relevant premises by a person under 18 // Delivery of alcohol to person under 18 or allowing such delivery // Breach of fireworks curfew // Possession of a category 4 firework // Possession by a person under 18 of an adult firework // Trespassing on a railway // Throwing stones at a train // Consumption of alcohol by a person under 18 on relevant premises // Allowing consumption of alcohol by a person under 18 on relevant premises // Buying or attempting to buy alcohol by a person under 18

## Appendix 2



**Ian Dyson QPM**  
**Commissioner**

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Mr J Barradell OBE  
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9th October 2018

Dear John,

Following extensive consultation and coordination between the City of London Police and The City of London Corporation I am pleased to confirm that I fully endorse the use of Community Safety Accreditation Scheme (CSAS) Powers within the City of London.

The concept of CSAS was established by the Police Reform Act 2002 and enables me to accredit staff from a variety of sources that will include key stakeholders from Transport for London and private enterprise, with increased powers to deal with traffic management and to tackle graffiti, litter and anti-social behaviour. This supports policing efforts to reduce crime and disorder by increasing the effectiveness of their accredited staff and enabling a closer working relationship with local police forces.

CSAS authorisation requires enhanced training standards, accountability procedures and vetting, the governance of this is being established with the Metropolitan Police Service with whom we will work closely to ensure close scrutiny and management of those utilising given powers

Please accept this letter as formal notification of the endorsement of the CSAS powers

Yours sincerely

Ian Dyson  
Commissioner