

SAFER CORNWALL

Kernow Salwa



STRATEGIC ASSESSMENT 2019/20 FOCUS ON ANTI-SOCIAL BEHAVIOUR

Contents

| | |
|--|----|
| INTRODUCTION | 3 |
| ANTI-SOCIAL BEHAVIOUR IN CORNWALL | 4 |
| What issues impact most on communities? | 8 |
| Street-Based Vulnerability | 10 |
| Rowdy/inconsiderate behaviour and other ASB | 14 |
| Where does anti-social behaviour take place? | 16 |
| Perceptions of anti-social behaviour | 18 |
| OUR APPROACH | 19 |
| Local delivery | 19 |
| What have we achieved? | 23 |
| APPENDICES | 24 |
| What is MoRiLE? | 24 |
| Notes on the Data | 24 |
| Further Reading | 25 |

INTRODUCTION

Community safety partnerships were established further to the 1998 Crime and Disorder Act. Safer Cornwall is **Cornwall's statutory community safety partnership.**

There are six statutory organisations (referred to as responsible authorities) that make up the Partnership, working alongside a wide range of other agencies to ensure that **we are doing all we can to keep the people of Cornwall safe.**

Our main duty is to develop and deliver an **effective and evidence-based strategy** to improve community safety and work in partnership with a range of other agencies to achieve **safe, healthy and resilient communities.**

We achieve this through our **three-year Partnership Plan.** The Plan targets the **issues that are having the greatest impact** on community safety in Cornwall, focusing on the **overarching outcomes** that we want to achieve through working together better and **how we will get there.**

The **Strategic Assessment provides the evidence** that we need to ensure that our resources continue to be **targeted in the right places** to meet the needs of Cornwall's people.

The current Plan covers the period 1 April 2019 to 31 March 2022.

The 2018/19 strategic assessment was used to **identify our priorities** for the three year period and was the first assessment to fully utilise the MoRiLE methodology to undertake a review of **strategic threat, risk and harm.**

During the lifecycle of the Partnership Plan, the evidence is **reviewed and refreshed annually** and the Plan updated accordingly.

In 2019 we undertook an **extensive review of the evidence base,** involving a broad range of partners and other stakeholders, and the results are provided within this update.

This **focus paper on anti-social behaviour** is an annex of the Strategic Assessment update 2019/20 and was specifically compiled to support the development of the **new Anti-Social Behaviour Strategy** for Cornwall.

Tackling **anti-social behaviour continues to be a national priority** in recognition of the devastating impact that it can have on individuals and communities. October 2014 saw the introduction of the **Anti-Social Behaviour, Crime and Policing Act.** This streamlined anti-social behaviour tools into faster and more effective powers.

Safer Cornwall uses the following definition which is taken from the Act:

"Anti-social behaviour is conduct that:

- has caused, or is likely to cause, harassment, alarm or distress to one or more persons
- is capable of causing nuisance or annoyance to a person in relation to that person's occupation of residential premises
- is capable of causing housing-related nuisance or annoyance to any person"



ANTI-SOCIAL BEHAVIOUR IN CORNWALL

Key messages

The definition of **anti-social behaviour is open to interpretation** as what causes harassment, alarm or distress can be **quite different from one person to another**.

Anti-social behaviour in all its forms is a **very visible sign of disorder** in our communities and is **closely linked to perceptions of safety**, satisfaction with the local area as a place to live, and **confidence in local services**.

In its most persistent and serious forms **anti-social behaviour can have a significant impact on health and wellbeing**.

Anti-social behaviour is the **highest volume incident** that police and partners respond to but the **number of incidents reported has fallen year on year**.

Seasonal factors (lighter nights, warmer weather) and the scheduling of school holidays and large scale events such as festivals contribute to a **summer rise in disorder**. This increased demand is **largely predictable**.

Although the number of reported incidents has fallen, services are increasingly dealing with **more complex and persistent cases**.

Anti-social behaviour is **consistently high on the agenda** for local residents in our larger town centres, but also impacts on **smaller and more rural communities**.

In particular, communities are increasingly reporting **concerns about individuals or groups living on the streets**, and others associated

with them. The presenting issues are **highly visible anti-social behaviour** – including street drinking, drug use, aggressive begging and intimidating behaviours – but the **individuals concerned are themselves vulnerable** and needing support for a complex range of issues.

Groups include **adults and young people** with inter-linked risks and vulnerabilities. These cases **link anti-social behaviour with other high risk community safety issues**, including County Lines and Exploitation.

It is important that any strategy to tackle anti-social behaviour is closely aligned to and **references other relevant strategies in the Safer Cornwall Partnership Plan**.

Improving **co-ordination and joint working** between services have been highlighted as priorities in providing sustainable solutions for local communities, effectively **reducing risk and balancing enforcement and support**.

Levels of reporting can be **influenced by public confidence**. Engagement sessions with communities highlight concerns about the **lack of visible police presence** in the community and poor experience of using the non-urgent **101 number**.

This has exacerbated local anxieties and reinforces the important role of **good communications and connection with communities** in helping residents to **feel safe and be safe**.

Local trends

Based on a national survey¹ it is estimated that **40% of people in Devon and Cornwall** have experienced or witnessed some form of anti-social behaviour in their local area, and this is **in line with the national average** of 39%.

7% of people perceived high levels of anti-social behaviour in their local area. The issues that people were concerned about were similar to the national picture, with **litter, drugs and street drinking** at the top of the list.

Less anti-social behaviour is being reported to the police

Our understanding of the extent of anti-social behaviour is largely drawn from **analysis of incidents reported to the police**.

Devon and Cornwall Police, along with other forces across England and Wales, is recording much **higher levels of crimes than in previous years**, however, and this has mostly been driven by improved reporting and recording of crime.

Conversely, the number of **anti-social behaviour incidents reported to the police has dropped** and this has also been affected changes in the way incidents are recorded.

This has included more **public order** incidents being recorded as crimes rather than anti-social behaviour and certain types of **malicious communications**, such as social media and on-line harassment, being recorded as low level violent crimes.

- In the 2019 calendar year **10,832 incidents of anti-social**

behaviour were reported to the police in Cornwall, equating to a rate of 19.1 incidents per 1,000 resident population;

- By comparison with the estimated experience of anti-social behaviour, if each incident was reported by a separate individual (not accounting for repeat victimisation/reports) this would mean that **2% of the population reported their experience** to the police;
- The number of incidents **reduced by 12%** compared with 2018 and this continues a **long term reducing trend**.

Reports of **all types of anti-social behaviour have reduced** in volume over the last 12 months.

Police data indicates **falling levels of anti-social behaviour linked to the Night Time Economy (NTE)**, a viewpoint that is reinforced by services working in this area. **Positive working relationships** are reported with the licensed trade.

Lack of confidence in reporting may be a factor

Reporting of anti-social behaviour can be influenced by a range of factors - a **person's individual feelings** about the behaviour that they have witnessed/experienced, **how easy it is** to make a report and **confidence in the relevant services** to respond (such as the police).

Engagement sessions held across Cornwall, involving Safer Towns, Community Network Panels and town and parish councils, commonly raised issues around **low confidence** in reporting mechanisms, particularly the

¹ Crime Survey for England and Wales, Perceptions and experiences of anti-social behaviour, year ending September 2019

101 number, and concerns about a **lack of visible police presence** in the community.

Residents reported not knowing “where to go” to report their concerns, highlighting the need for **better**

communications about reporting options and other support available. The next table provides a quick glance at all incidents recorded by the police in Cornwall, by category, showing changes over the last 12 months.

| Type of ASB | 2019 | 2018 | Change n | Change % |
|---|---------------|---------------|---------------|-------------|
| Rowdy/Inconsiderate Behaviour | 6,934 | 7,618 | -684 | -9% |
| Rowdy Nuisance Neighbours | 1,967 | 2,258 | -291 | -13% |
| Street Drinking With Rowdy/Nuisance Behaviour | 723 | 811 | -88 | -11% |
| Vehicle | 554 | 826 | -272 | -33% |
| Malicious/Nuisance Communications | 232 | 268 | -36 | -13% |
| Begging/Vagrancy | 135 | 174 | -39 | -22% |
| Littering/Drugs Paraphernalia | 55 | 61 | -6 | -10% |
| Trespass | 55 | 65 | -10 | -15% |
| Abandoned Vehicles | 51 | 68 | -17 | -25% |
| Noise | 39 | 66 | -27 | -41% |
| Street Drinking Only | 31 | 50 | -19 | -38% |
| Fireworks | 28 | 33 | -5 | -15% |
| Animal Problems | 26 | 34 | -8 | -24% |
| Prostitution Related Activity | 1 | 5 | -4 | -80% |
| Total incidents | 10,832 | 12,337 | -1,505 | -12% |

The summer rise places extra demand on services

A rise in crime and disorder over the summer months is to **some extent predictable**, due to seasonal effects (lighter nights, warmer weather) and the scheduling of school holidays and large scale events such as festivals.

- Analysis of crime trends indicates that **seasonal factors have a greater impact in Cornwall** that in other similar areas elsewhere in the country and it is reasonable to assume that anti-social behaviour may follow a similar pattern;
- In Cornwall, the average number of incidents reported per month between **June and August is 20% higher** than the monthly average for the year;
- There is **variation across Cornwall**, with Newquay seeing

the greatest seasonal impact (44%) and Redruth the least (1%).

More complex and persistent cases are increasing

Whilst the number of incidents of anti-social behaviour reported is reducing, we have seen a **rise in more complex cases** – involving multiple individuals, persistent offending and the need to respond to a **dynamic profile of risk** and multiple vulnerabilities.

Groups of concern have included **adults and young people** with inter-linked risks and vulnerabilities.

Links to **County Lines** and Organised Crime Group activity have been identified and there are specific **concerns about safeguarding** young people – including issues around **rough sleeping**, going **missing** and **drug use**.

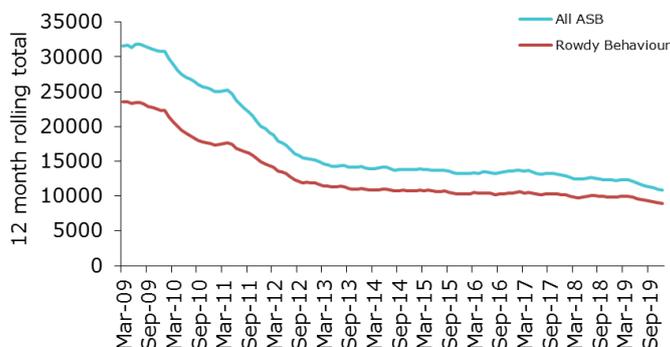
QUICK FACTS: POLICE RECORDED ANTI-SOCIAL BEHAVIOUR

Time period reported refers to the 12 months to 31 December 2019 unless stated otherwise

KEY FACTS

- 10,832 incidents / 19.1 crimes per 1,000 resident population;
- **Reduced** by 12% or 1,505 incidents compared with 2018;
- In Devon and Cornwall, an estimated **40% of people witnessed or experienced some form of ASB** in their local area the last 12 months;² **7% perceived high levels of ASB** in their local area – both of these results are in line with national averages.

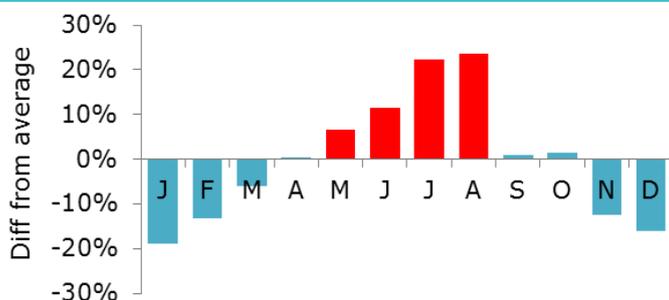
TRENDS



Key trends:

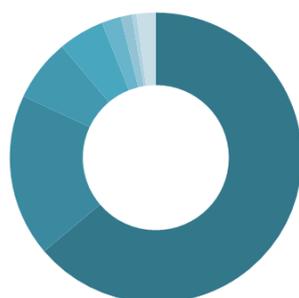
- The trend over the last 12 months is **reducing**
- Over the **last ten years**, the number of ASB incidents reported to the police has **dropped by 65%**
- Changes in **the way that incidents are recorded** are a factor in this trend

SEASONALITY



Clear **seasonal bias** with more offences in the **summer months** and fewer in winter (based on the last 3 years)

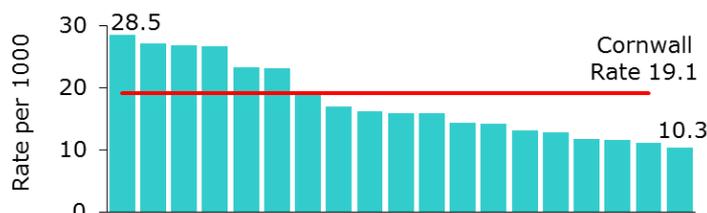
CRIMES



- Rowdy/Inconsiderate Behaviour 64%
- Rowdy Nuisance Neighbours 18%
- Street Drinking 7%
- Vehicle 5%
- Malicious Communications 2%
- Begging/Vagrancy 1%
- Drug-related Litter 1%
- Other ASB 2%

Rowdy/inconsiderate behaviour makes up the vast majority of ASB reported, with 1 in 4 incidents reported as occurring at night (21:00 to 05:00).

PLACE



60% in urban areas (pop >10k); 19% in rural areas

Rates by network area:
Highest – Newquay 846 incidents / 28.5 per 1,000 population
Lowest – Caradon 189 incidents / 10.3 per 1,000 population

² Crime Survey for England and Wales, year ending 30 September 2019 – sample size 898 people

What issues impact most on communities?

In April 2019 Safer Cornwall launched a **new three-year Partnership Plan**.

In preparation for this new plan, all of the partners came together to **review and assess** all aspects of community safety, agree which **issues are having the most impact** on the safety of people in Cornwall and **set our priorities** for the next three years accordingly.

Our strategic assessment is used to **gather and analyse information** about crime and disorder and other issues that impact on community safety.

We use a model called **MoRiLE** (Management of Risk in Law Enforcement) to undertake our strategic assessment, which helps us to make a **balanced and evidence-based judgement** of what issues impact most on communities.

We also **assess our performance** as a partnership against the priorities from our last Plan and **listen to what people are telling us** are the issues that matter in their local area.

The **strategic assessment is refreshed annually** during the life-cycle of the Partnership Plan and 2019/20 is the first refresh year.

A series of **10 multi-agency thematic and geographical MoRiLE workshops** were delivered between April and June, to gather information from partners and engage them in **reviewing and updating the evidence base**.

These were well attended, bringing together **expertise and insight from across the partnership**, including the VCSE sector.

The outputs of these workshops have been used to identify the **highest level risks to community safety in Cornwall**.

They can be grouped under **three broad headings** but are interlinked:

Domestic Abuse & Sexual Violence

- **Domestic Abuse**, including Domestic Homicide
- **Rape and Sexual Assault**, including sexual abuse of children

Exploitation

- Child **Sexual Exploitation**
- **County Lines/drug crime** and exploitation of vulnerable people
- **Modern Slavery** and Human Trafficking
- **Terrorism/Violent Extremism**

Vulnerability & Complex Needs

- **Problem drug use** – rise in crack cocaine use, crime and health harms, Drug Related Deaths
- **Problem drinking** – alcohol-related crime, health harms
- **Street based vulnerability** – Anti-Social Behaviour, Rough Sleeping and Multiple Vulnerabilities
- **Hate crime** and community cohesion

The issue of **Street Based Vulnerability** is anti-social behaviour in its most visible and complex form.

There is **significant cross-over and links** between this and the other high risk issues such as exploitation, problem drinking and drug use and County Lines.

Tackling it effectively involves delivering a **balance of enforcement and support** that both reduces the

impact on the affected community and provides help to individuals who often have **multiple vulnerabilities**.

When these more visible **issues** present in our towns, it can have a **major impact on how happy residents feel** about their local area and attract negative **attention from the media** and community groups.

Responses can be **complex and costly** for services to and take up a lot of resources across the partner agencies. The latest evidence indicates that **these issues are escalating** and this is reflected in the areas of focus for the Safer Towns Programme.

There is **significant reputational risk** to the Partnership and individual organisations if we fail to provide a robust response.

Other types of anti-social behaviour were assessed as presenting a **“standard” level risk** to the safety of communities.

Standard level risks are areas that are having a **lesser impact on**

communities and not placing much additional demand on services. They may be being managed effectively as “business as usual”.

It is recognised that Safer Cornwall should continue to monitor these areas to ensure that they **continue to be managed appropriately**.

Engagement sessions held with communities across Cornwall have highlighted a lack **confidence in reporting mechanisms**, particularly the 101 number, and concerns about the **lack of visible police presence** were commonly raised.

This has reinforced the Partnership’s ambition to focus on **good communications** as a priority for helping residents to **feel safe and be safe**.

The two thematic workshops that are relevant to anti-social behaviour were **Communities** and the **Night Time Economy** and the findings are discussed in more detail in the next section.

Street-Based Vulnerability

Communities are increasingly reporting **concerns about individuals or groups living on the streets**, and others associated with them.

The presenting issues are **highly visible anti-social behaviour** - public drinking, drug use, aggressive and intimidating behaviours – but the **individuals concerned are themselves vulnerable** and needing support for a complex range of issues, such as drug and alcohol problems, rough sleeping, mental and physical health issues and past life trauma.

The assessment below focuses on **our experience and learning** about anti-social behaviour associated with

defined groups of people in our town centres, consisting of **mainly adults who are rough sleeping**.

It is noted here, however, that groups of concern have included **adults and young people**, with inter-linked risks and vulnerabilities.

These individuals are **especially vulnerable to exploitation**, and have been targeted by County Lines and other Organised Crime Group activity.

Full assessments of **County Lines** and **Exploitation** are included in the main report for our local 2019/20 Strategic Assessment and the Peninsula Strategic Assessment.

| Street-based vulnerability | Risk to the public | Risk to partnership | Ability to mitigate risk | Overall Risk |
|----------------------------|---|---------------------|--------------------------|--------------|
| Street-Based Vulnerability | High | Moderate | Significant limitations | High |
| Drug-Related Litter | Significant | Moderate | Significant limitations | Moderate |
| ASB – street drinking | Significant | Moderate | Some limitations | Standard |
| Key statistics | <ul style="list-style-type: none"> Rough sleepers (MHCLG, Nov 2019) 24 people ▼ Outreach calls for drug litter (Addaction, 2018/19) 231 ▲ +124% ASB street drinking (Police, 2019) 754 ▼ -12% | | | |
| Risk to the public | <ul style="list-style-type: none"> Rough sleepers experience the most acute needs and worst health and wellbeing outcomes; exposure to harsh climates, poor sanitation, nutrition and care all contribute to ill health and premature death; individuals have complex and inter-related needs requiring specialist care and support - drug and alcohol problems, mental health issues, past and current abuse, violence and exploitation; severe financial hardship, with individuals lacking the means to improve their situation and access work and benefits; vulnerability to exploitation and abuse; victims of labour exploitation are often homeless or living in hostels when recruited and are easy to exploit; Reports of discarded needles and syringes have increased – although some of the rise can be attributed to putting a new process in place; this has been a particular priority in Cornwall to address; physical risk with needle stick injuries and blood borne viruses; Residents and local businesses are increasingly reporting concerns about individuals or groups living on the streets, and others associated with them but the focus is on the most visible elements; concerns about anti-social behaviour, such as street drinking, drug use and aggressive begging, vandalism, site damage (waste, fires, urination | | | |

| | |
|--|---|
| | <p>etc.); impacts negatively on residents' fear of crime and satisfaction with local area, changes behaviours (area avoidance etc.);</p> <ul style="list-style-type: none"> • New and existing problems in most of our major towns; proactive efforts to raise awareness and improve pathways into support are identifying more people that need help; issues appear to be less prevalent/apparent in the towns in the East of Cornwall; seasonal factors (more visible issues, more people on the streets); • Links between adults and young people; concerns about young people congregating in abandoned spaces and derelict buildings being raised in various towns across Cornwall, safeguarding risks around rough sleeping, missing episodes and drug use (poly drug use and illicit use of prescription drugs). |
| <p>Risk to the Partnership</p> | <ul style="list-style-type: none"> • Recognised as an issue across the region and nationally; public interest fluctuates in response to local visibility and media coverage; strong community voices in Cornwall in the form of local groups and Members (particularly in St Austell, Penzance and Truro); • Costs to respond are high across the system (police, outreach services, drugs and alcohol, housing, social care, mental and physical health services); an estimated £19,000 per year is spent on each individual³ facing a combination of addiction, homelessness, offending and poor mental health. |
| <p>Ability to mitigate risk</p> | <ul style="list-style-type: none"> • Assertive outreach work has proved that it is possible to resolve issues; a significant number of new projects have been established under the Rough Sleeper Reduction Strategy, Rough Sleeper Initiative, and Rapid Rehousing Pathway. This has led to a drop from 99 people sleeping rough in November 2016 to 24 people sleeping rough in November 2019, a 76% reduction and the lowest number in Cornwall for 10 years. A further bid has been submitted to MHCLG to continue this work; • Capacity is there to respond if culture of services' working practices is changed, better co-ordination needed between mental health, housing and community treatment services; we need to develop and implement a "rapid response" model to deploy when groups of people, particularly young people, are identified as at risk; • Fast changing transient communities require a dynamic mobilisation of response; limited substantive resource to mobilise when issues occur and intensive multi-agency response cannot be sustained over longer periods, nor deployed in multiple locations at once; no outreach provision for young people or detached youth workers make positive engagement with young people challenging; • Capability – education is required to improve response, volunteer services often seen as "attracting" problems by providing support and; conflict between removal of problem and safeguarding affected individuals, public perception and lobbying by community often focuses on the former; dispersal makes it harder to engage/retain people. |
| <p>Knowledge gaps</p> | <ul style="list-style-type: none"> • Intelligence picture is patchy; groups are transient and dynamic with a challenging and changing mix of risks and needs; we need to understand more about the risk factors linked to domestic abuse and sexual violence, exploitation of vulnerable people, particularly women and young people; |

³ Bramley and Fitzpatrick 2015, as cited by the Institute for Public Policy Research

Knowledge gaps (cont.)

- The **rough sleeper count** is a ratified snapshot of homelessness but it is recognised that it **underestimates the extent of the issue**, not taking into account people sofa surfing, in hostels etc.
- Lower numbers recorded in East Cornwall – areas are **geographically isolated with poor transport** links; hospital admission data from locations other than RCHT as people located in the east will go to Barnstaple or Plymouth.

Focus on young people

Community intelligence has highlighted particular **concerns about young people** in several of the towns and escalating levels of anti-social behaviour, combined with **missing episodes and rough sleeping, drug use** (in particular illicit use of prescribed medicines) and other **safeguarding** concerns.

Areas across the Peninsula have experienced similar issues, and some areas have identified “gang” behaviours and risks, including in South Devon, Plymouth and Torbay.

Currently in Cornwall there is **no strong evidence of gang culture** but it is recognised that these situations are constantly evolving with **new risks and harms to consider**. Learning from other areas indicates that the risks are **not well evidenced through police data** due to a culture of non-disclosure, even when more serious harm is involved.

The demand on police and other agencies in these cases has been significant, due to the **escalating nature of the criminality**, the **numbers of people** involved, the **impact on the local community** and the **safeguarding considerations** for those involved and others as a consequence of the group’s behaviour.

There are also concerns about **how linked our young people are** from one area to another and risks may escalate quickly unless the **skills and capacity** are there to recognise the signs and mobilise a prompt response.

A more detailed discussion on the evolution of “gang culture” and the learning from other areas across the Peninsula is included within the **Peninsula Strategic Assessment**.

What do we mean by ‘complex needs’?

Complex needs means **multiple problems occurring together** and each problem can make the others worse. People with complex needs have to access **multiple services** to get the help that they need, which means that **no single agency will hold all the solutions**.

Complex needs commonly include **drug or alcohol** problems, criminal or anti-social behaviour, **mental and physical health** problems, learning difficulties, poor family and other **relationships, poverty** and debt.

Across the board, services are reporting the growing number of people that are seeking help with **multiple and overlapping issues**. This is a **recurring theme** that cuts across all areas of partnership work.

Individuals facing multiple/complex needs often **rotate through various health, welfare and justice systems**. This can deepen the problems in their lives at a cost to them, their families and to society. This group often **struggle to engage** with everyday life and mainstream services and feel **on the margins of society**.

There are particular challenges in getting **suitable housing** and

accessing timely **mental health support**, both in terms of finding the right type of support and how services can **come together to help people** when they are **most at risk**.

Experiences of social isolation, trauma, exclusion and poverty in childhood and adulthood are all too common. A growing body of research⁴ is revealing the **long-term impacts of violence, abuse and neglect** experienced in childhood, supporting the causal link with poor health and social outcomes.

Adverse Childhood Experiences (ACEs), as well as referring to the well-recognised impact of child sexual, physical and emotional abuse and neglect, also include witnessing or experiencing **violence or abuse**, poor **mental health** of a parent, parental use of **alcohol and other drugs**, or a **parent dying or being in prison**.

Children and young people who have experienced **4+ ACEs** are significantly more likely to:

- Develop **mental health conditions**, such as anxiety, depression and psychosis
- Adopt **health harming behaviours** such as smoking, harmful drinking, or use of illicit drugs and risky sexual behaviour
- Become a victim of **violence** or commit acts of violence

High ACE scores are linked to chronic disease, frequent mental distress, morbid obesity, sexually transmitted diseases, homelessness⁵ and greater risk of early death (by up to 19 years).

There is also a **growing evidence base linking ACEs to criminal behaviour**, although the links here are

less well defined. High ACE scores have been linked to anti-social behaviour, violence, problem use of alcohol and drugs and unhealthy sexual behaviour.

Children who experience multiple ACEs are **more likely to be taken into care**, due to abuse or neglect. Children in care tend to **go missing more often** than other children and this exposes them to a much **greater level of risk and harm**.

They also may form friendships with other young people with similar challenges, which may be **unhealthy relationships** and escalate their risk.

Locally a review of case studies of the youth gang in South Devon showed that **virtually all of the young people at the core of the group were known to have experienced Adverse Childhood Experiences**, including witnessing domestic abuse, substance abuse and mental health problems, and some of them have also experienced neglect and/or abuse.

Research into youth reoffending in Cornwall found that **young people with 4 or more ACEs were more likely to reoffend** and to be charged with a higher number of reoffences, with domestic abuse, parental substance use and mental health problems having the greatest impact.

People with multiple and complex needs are a **significant source of repeat demand for public services** and also amongst the 'hardest to help'.

Developing our ways of working to better meet their needs provides an opportunity to reduce vulnerability and health inequalities and also **reduce costs across the system**.

⁴ Such as the [Welsh Adverse Childhood Experiences Study](#), Public Health Wales, 2015

⁵ Cited in the [Rough Sleeping Strategy](#), MHCLG 2018

Rowdy/inconsiderate behaviour and other ASB

Reports of **rowdy/inconsiderate behaviour** make up the **vast majority** of incidents reported to the police (64%); around a third of these incidents are reported at night, of which a significant proportion will be linked to the **Night Time Economy**.

All categories of anti-social behaviour reported to the police reduced in number over the last 12 months. The **greatest reduction** in terms of number of incidents was in the highest volume category of **rowdy/ inconsiderate behaviour**.

Amongst the other higher volume categories, **vehicle-related anti-social behaviour** saw the highest percentage reduction, dropping by a third over the last 12 months.

Anti-social behaviour remains **high on the public agenda** and residents' concerns have been **largely focused on the more complex town centre issues** discussed in the last section on Street-based Vulnerability, rather than problems associated with the Night Time Economy or the traditional scenario of young people "hanging around."

| Anti-social behaviour | Risk to the public | Risk to partnership | Ability to mitigate risk | Overall Risk |
|---|---|---------------------|--------------------------|--------------|
| ASB – rowdy/inconsiderate (inc. Night Time Economy) | Moderate | Moderate | Some limitations | Standard |
| ASB - neighbours | Minor | Moderate | Significant limitations | Standard |
| ASB - vehicles | Minor | Moderate | Significant limitations | Standard |
| Key statistics | <ul style="list-style-type: none"> ASB – rowdy/inconsiderate (Police, 2019) 6,934 ▼-9% ASB – NTE rowdy/inconsiderate (Police, 2019) 1,994 ▼-8% ASB – nuisance neighbours (Police, 2019) 1,967 ▼-13% ASB – vehicles (Police, 2019) 554 ▼-33% | | | |
| Risk to the public | <ul style="list-style-type: none"> Broad range of incidents covered and what constitutes anti-social is down to individual perceptions and circumstances; high volume, high frequency of reports but all incident categories are reducing; Causes concern for those affected (witnesses/victims); may impact on fear of crime, feelings of safety; persistent/repeat victimisation has a cumulative impact on victims' wellbeing; can be hate related; Visible disorder in the community with potential for significant negative impact on residents' satisfaction with their local area; pressure from local community groups to resolve; some impact locally upon businesses and residents, damaging reputation of local area, leading to reduced house prices and investment in local economy; Neighbour disputes may be more covert and it is recognised that ASB may be an indicator of more serious harms; neighbour disputes can be lengthy and complex to resolve; Environmental impacts include noise nuisance, vandalism, alcohol-related litter, public urination; Strong local drivers in communities where there are persistent and more complex issues (St Austell, Penzance, Truro); social media ramps up local concerns, "proxy" reporting; | | | |

Risk to the Partnership

- It was agreed that ASB related to the Night Time Economy and mostly day time problems associated with street drinkers are **two separate issues** without much overlap. Greater **concerns about young people**, with ASB issues more often linked to drugs and alcohol.
- ASB perceived as an issue across Cornwall and **receives frequent media attention**, although focus is largely on highly visible issues in town centres; historically Newquay was subject to national media attention around NTE crime and disorder, but this has changed;
- **Increasing call from communities** for partners to be seen to act on ASB due to reputational damage to their areas (particularly in some of the Safer Towns). This has predominantly related to **ASB associated with street drinking/street-attached groups** rather than Night Time Economy-related;
- **ASB places a constant and substantial demand on resources** across a range of agencies; although rowdy/inconsiderate behaviour makes up the majority, the **Night Time Economy element is less resource intensive** to respond to than the more complex issues involving vulnerable people, where a wraparound multi-agency response is required in order to get the best outcomes for individuals.

Ability to mitigate risk

- **Well established expertise** in this area, with **resources in place** across a range of agencies to provide a response - demand is largely manageable within this; **vulnerability of victims** starting to be recognised and considered, for example by social landlords and the police; awareness about risks of hate crime;
- **Reduced police presence in local communities**, including fewer PCSOs, mean that residents find it more difficult to report low level incidents, preferring instead to avoid problem areas. **Public reassurance is needed** that the services to respond to ASB are still there and the full range of reporting routes promoted. Elected members report that **residents “don’t know where to go”** for help;
- **Long waits and poor experiences** of trying to report using 101 number – the triage process needs to improve/mature;
- **Problem solving**, prevention approach with police **not yet mature**; hotspot policing initiatives difficult to implement when **officers can be pulled away** to deal with other issues, such as a domestic incidents;
- Use of mitigating solutions, such as **imposing licensing conditions**, can help but this needs to take into account resources available to respond to any peaks in demand this could create;
- Tensions in **Falmouth** between the students and locals – could be helped **by better transport solutions** out to student accommodation in outlying areas.

Knowledge gaps

- Reporting of anti-social behaviour varies, influenced by perception of what constitutes an anti-social act and tolerance – this is also affected by **poor reporting experience** and **poor police visibility**; low level nuisance acknowledged as under-reported; robust data for all incidents reported but lacks detail;
- Knowledge gaps - **noise nuisance**, under-reporting in **certain vulnerable groups** (older people or other vulnerable adults, may not recognise that they have been targeted); **fewer PCSOs** mean that the links with social landlords have dwindled, meaning some incidents are not being reported or addressed.

Where does anti-social behaviour take place?

Reported **levels of anti-social behaviour are highest in our town centres**, due to the concentration of people and activity there.

Town centres generally have a **high transient population**, with people coming into the towns for work and leisure in the day time, and to enjoy

the pubs, clubs and other Night Time Economy attractions at night.

The ten towns in the **Safer Towns** programme all have **above average reported levels of ASB** compared with the Cornwall average, except Saltash. The highest rates in 2019 were in **Camborne and Truro**.

| Town | Rate 2019 | 2019 | 2018 | Change n | Change % |
|------------------------|-------------|---------------|---------------|--------------|-------------|
| Camborne | 36.5 | 776 | 781 | -5 | -1% |
| Truro/TMS | 36.2 | 912 | 980 | -68 | -7% |
| Penzance | 35.4 | 692 | 1,046 | -354 | -34% |
| Newquay | 33.8 | 751 | 895 | -144 | -16% |
| Liskeard | 33.2 | 322 | 361 | -39 | -11% |
| Bodmin | 31.8 | 515 | 580 | -65 | -11% |
| Redruth | 29.2 | 477 | 471 | 6 | 1% |
| St Austell | 28.3 | 812 | 993 | -181 | -18% |
| Falmouth | 22.3 | 552 | 620 | -68 | -11% |
| Saltash | 18.5 | 310 | 285 | 25 | 9% |
| All Safer Towns | 30.5 | 6,119 | 7,012 | -893 | -13% |
| Cornwall | 19.1 | 10,832 | 12,337 | -1505 | -12% |

Reported levels of anti-social behaviour have reduced in most of the towns, with a particularly high **reduction noted for Penzance**, which has had a dedicated Anti-Social Behaviour Caseworker in place as a pilot since the beginning of this year.

Above average reductions in anti-social behaviour are also noted for **St Austell and Newquay**.

Anti-social behaviour in **Camborne and Redruth** have not reduced in line with the other towns; instead levels have remained broadly stable.

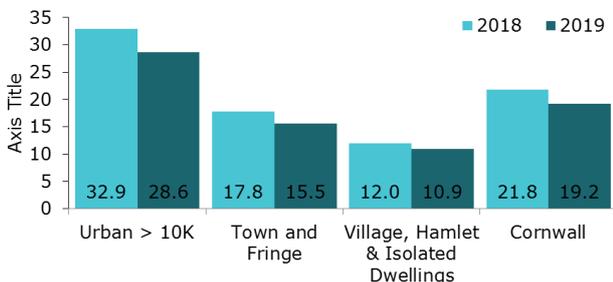
For both towns there were **more incidents reported to the police in the first half of 2019** (compared with 2018), after which time the number of incidents dropped below the level of the previous year. In Redruth, the number of incidents increased again in November and December.

A review of the locations within each town indicate an escalation in anti-social behaviour around **Tuckingmill and Camborne Town Centre** and in Redruth, the area around the **train station and Victoria Park** (particularly street drinking) and the **Redruth North/Close Hill area**.

Anti-social behaviour reported in **Saltash** increased by 9% compared with 2018, although the volume of incidents recorded in the town is the lowest of the ten towns. There was a rise in reported incidents in most areas across the town.

The MoRiLE assessment of street – based vulnerability highlighted **new and existing problems in most of our major towns** – there have been recurring issues in Penzance, Truro and St Austell.

It was noted that problems appear to be **less prevalent/ apparent** in the towns in the **East of Cornwall**. **Smaller towns, villages and rural areas** see much **lower levels of anti-social behaviour** than towns.



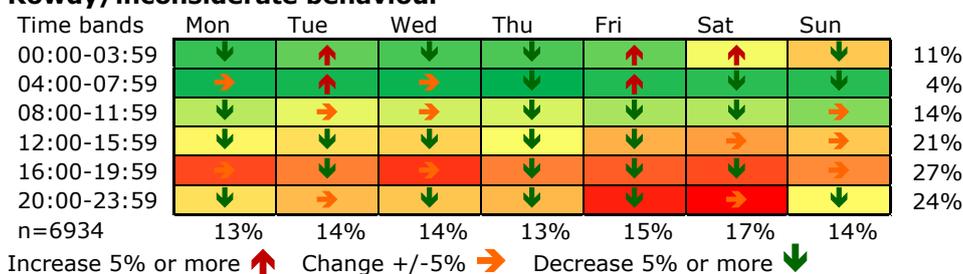
Although actual incidence may be less, feedback from communities suggests that **when problems do occur, their impact may be more keenly felt by residents** who are less frequently exposed to anti-social behaviour in their daily lives.

Problems can be further exacerbated by a **perceived lack of support available** from response services, less visible police presence and poor experience/reputation of trying to report incidents and find support.

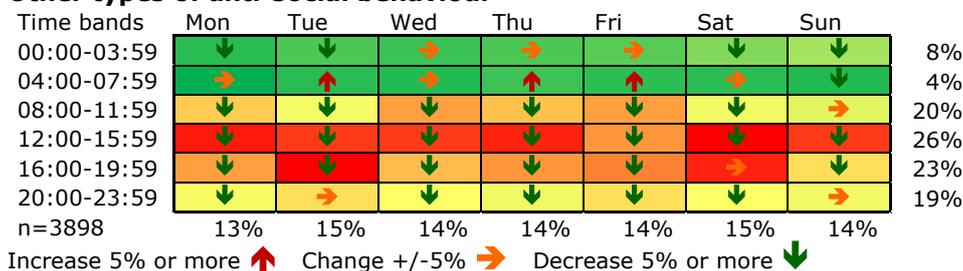
Day and time profile

The first heat chart shows the concentration of **rowdy/ inconsiderate behaviour** by time

Rowdy/inconsiderate behaviour



Other types of anti-social behaviour



period and day of the week from green (low) to red (high). The symbols indicate the change in incidents in this time period compared with last year.

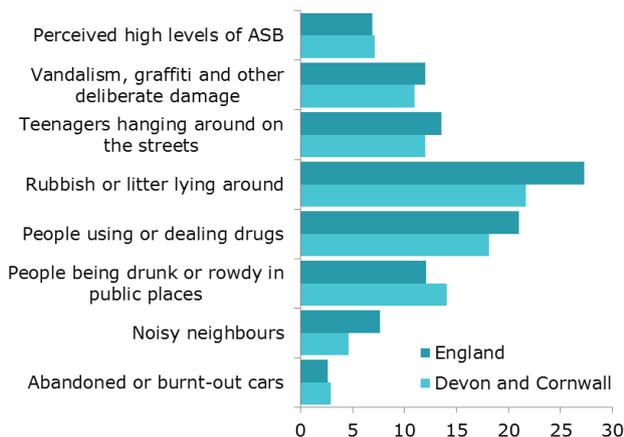
The second heat chart shows the same for other categories of anti-social behaviour.

- Although the number of incidents has reduced overall, there have been some **increases in "off peak" times** of day but the numbers of incidents remains low;
- Although **Friday and Saturday** together have the highest volume of incidents reported, with particularly **hotspots in the late night slots**, reports are fairly evenly spread over the week;
- The number of reports steadily **builds from lunchtime** onwards into the evening and night-time. Almost three quarters of all reported incidents happen between 12 noon and midnight;
- By comparison, **other types of anti-social behaviour** are **evenly spread** across the days of the week, with hotspots falling in the **middle of the day and early afternoon**.

Perceptions of anti-social behaviour

Based on responses to the Crime Survey for England and Wales⁶ it is estimated that **40% of people in Devon and Cornwall** have experienced or witnessed some form of anti-social behaviour in their local area, and this is **in line with the national average** of 39%.

The issues that people were concerned about were similar to the national picture⁷ and **7% perceived high levels of anti-social behaviour in their local area.**



These estimates **echo the findings of our local Residents' Survey** which also placed environmental nuisance as the topmost concern, followed by drug use and dealing then street drinking.

The Crime Survey also looks at the differing rates of people who **perceive a high level of anti-social behaviour** in their local area, according to personal and area characteristics.

This information is not available at Force level but we can assume some similarities between the national findings and our local population.

- Perceptions of high levels of anti-social behaviour **reduce with age**. People aged **25-34 years have the highest rate (9.4%)**, double the rate of the 65-74 cohort and 5 times the rate of those aged 75+;
- **Women** are more likely to perceive a high level of anti-social behaviour than men (8.1% vs 6.3%);
- People from **Black, Asian and other Minority Ethnic groups** are more likely to perceive high levels of anti-social behaviour, particularly those from Asian ethnic groups. The relative **isolation of ethnic minority groups in Cornwall**, due to their low representation in the local population, should also be considered as a factor;
- People who are **long term or temporarily sick**, have a **disability** or are **long-term unemployed** are more likely to perceive high levels of anti-social behaviour and this may be linked to heightened feelings of vulnerability;
- The CSEW also highlights **social renters** and people who live in **deprived areas**.

⁶ Crime Survey for England and Wales, Perceptions and experiences of anti-social behaviour including confidence intervals, year ending September 2019

⁷ Any apparent differences are not statistically significant

OUR APPROACH

Local delivery

Cornwall has a **dedicated Anti-Social Behaviour Team**, who sit within Cornwall Council's Community Safety Team. The team consists of 5 Anti-Social Behaviour Caseworkers – 2 who are **temporarily funded by the Together for Families programme**; 1 who is a **dedicated ASB Caseworker funded by Penzance Town Council**, who manage a caseload of serious anti-social behaviour.

Working out of police stations throughout the county the team provides a **frontline service to members of the public**. Due to Anti-Social Behaviour Caseworkers being police vetted the team is able to work closer with partners and target individuals or premises that are having a detrimental effect on the local community. This can include **frontline targeted operations with body-worn video devices** in response to anti-social behaviour concerns such as street drinking, begging and rowdy behaviour.

Additionally, the **Tri Service Safety Officers** have been trained to deal with **low level anti-social behaviour**. The Tri-Service Safety Officer is the **first of its kind** in the UK and are based in 10 smaller villages and towns across Cornwall including St Just, St Ives, Hayle, Perranporth, St Dennis, Looe, Fowey/Polruan, Lostwithiel, Bude and Liskeard.

Based at Police and Fire Stations working alongside on call firefighters, local police officers and ambulance crews, the Tri-Service Safety Officer is able to respond to all types of 999 calls. An important part of the role is to **help members of the community to keep themselves safe** by working

with local groups. This includes working with those who have been involved in anti-social behaviour and using **anti-social behaviour interventions to divert** them away from further offending.

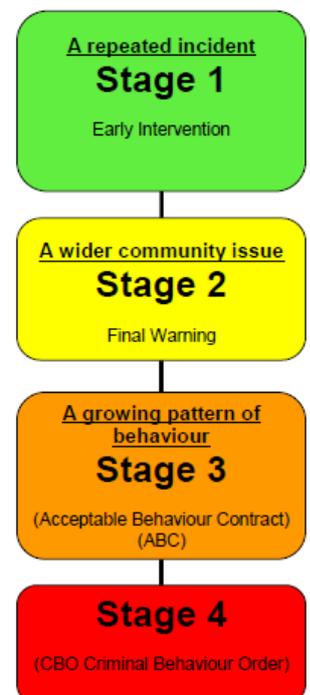
Prevention

Anti-Social Behaviour Caseworkers and Police operate a joint **preventative staged warning process** on individuals who commit acts of anti-social behaviour. The three stage escalation process has historically proven effective in managing anti-social behaviour issues, especially for young people.

The anti-social behaviour process begins when an individual comes to the attention of a partner agency for behaviour considered to be 'Anti-Social'.

A **Stage 1 warning** is issued by a **single agency** (normally the police) when there has been more than one report about and individual's behaviour, or there has been unsuccessful **early intervention** by an agency in trying to address the reported behaviour.

A **Stage 2 warning** is issued at a **multi-agency level** when there has been repeated acts of anti-social behaviour or a single serious incident that justifies a stage 2 warning. Both of these warnings last for a 3 month



period and are **monitored by the Anti-Social Behaviour Team**. Should the individual not come to attention for any acts of anti-social behaviour within the 3 months then they will be de-escalated off the anti-social behaviour warning system.

Stage 3 of the process is reached if the anti-social behaviour persists or is of such gravity that intervention at this stage is required to address the behaviour concerned. The intervention at this stage usually consists of an **Acceptable Behaviour Contract**. In the case of an Acceptable Behaviour Contract the Anti-Social Behaviour Caseworker will draft and issue the contract with relevant agencies as appropriate. **The contract is voluntary** and lasts for 6 months with a 3 month review to check on individual's progress.

There is a 4th stage to the process which occurs once the acceptable behaviour contract has been breached. This could **lead to enforcement action** using the tools available in the **Anti-Social Behaviour, Crime & Policing Act 2014**.

Enforcement

A total of **17 enforcement orders** were obtained in 2019/20, the majority of which are linked to alcohol use.

The following tools are regularly used in Cornwall to enforce anti-social behaviour:

- **The Criminal Behaviour Order** which focuses on more serious offenders, who engage in criminal activity as well as anti-social behaviour
- **The Civil Injunction** aims to stop or prevent individuals engaging in anti-social behaviour quickly, nipping problems in the bud before they escalate;

- The **Community Protection Notice** is aimed to stop a person, business or organisation committing anti-social behaviour which spoils the community's quality of life;
- The **Public Spaces Protection Order** is designed to stop individuals or groups committing anti-social behaviour in a public space;
- A **New Closure Order** allows the police or council to quickly close premises which are being used, or likely to be used, to commit nuisance or disorder;
- The **Police Power to Disperse** can require a person committing or likely to commit anti-social behaviour, crime or disorder to leave an area for up to 48 hours.

Victims and communities

Community Triggers were also introduced as part of the ASB, Crime & Policing Act to give **victims and communities** the right to request a review of their case and bring agencies together to take a joined up, **problem-solving approach to find a solution**. Local processes have been developed to respond, however, the means of **activating the trigger** across Devon and Cornwall is via the police non-emergency 101 number.

Together for Families

The Government's [Troubled Families Programme](#) has been delivered in Cornwall under the name Together for Families since the start of the programme in 2015.

Together for Families aims to engage and support families that **experience multiple and complex challenges**. Taking a **Whole Family approach**, the programme brings together a range of new and existing services that can help families **overcome**

challenges and work towards their own positive outcomes.

Anti-social behaviour remains a **core criteria for the Together for Families programme** who fund an ASB Caseworker post to **maximise effective engagement** with eligible families and communities.

Anti-Social Behaviour Target Groups

The overall role of the group is to **discuss, monitor and plan interventions** in relation to anti-social behaviour in a multi-agency format through pro-active sharing of information.

There are currently **11 target groups that operate on a monthly basis** throughout Cornwall. These are chaired by the Anti-Social Behaviour Caseworker with core attendance from Police, Environmental Protection, Housing (Registered Social Landlords) and the Youth Offending Service. Depending on the local activity, other services may be invited to the meetings.

Individuals or premises that are **currently on the warning process or subject to enforcement** will be discussed at the local meetings. Those on the **periphery of anti-social behaviour** will be added to the Watch List to see if there is any intervention available to them or if a **referral to a support service** needs to be made to prevent them going (back) on the warning system.

Victims who have scored high on the victim risk assessment will also be added to the minutes to **ensure agencies are working together to safeguard the most vulnerable.**

Community Safety Accredited Scheme

The **Community Safety Accredited Scheme** (CSAS) is a nationally recognised scheme introduced by the Police Reform Act 2002 to contribute to community safety and to combat crime, disorder and anti-social behaviour in cooperation with the police. The scheme provides an opportunity for organisations to be **authorised powers** by the Chief Constable of Devon and Cornwall Police.

Individual employees can gain accreditation under the scheme allowing them to be granted limited police powers offering a **more structured and standardised approach** when dealing with community safety.

The Anti-Social Behaviour Team have been **authorised powers from the scheme** which allows Anti-Social Behaviour Caseworkers to require names and addresses of individuals if they are acting in an anti-social manner or causing harassment, alarm or distress to another as well as **powers to confiscate alcohol and tobacco from young people.**

The powers have been an additional tool for Anti-Social Behaviour Caseworkers to use during **targeted operations in hotspot areas.** The CSAS accreditation badge is displayed on their personal protective equipment so it is visible to members of the public.

Safer Towns Programme

Our Safer Towns Programme, developed and coordinated by our Community Safety Team, facilitates and supports a **coordinated multi-agency approach** to community safety issues, to improve feelings of safety and public reassurance, reduce

the risk of harm to the community and protect vulnerable groups. The local partnerships work to reduce and prevent crime, disorder and anti-social behaviour.

The programme was launched in April 2018 with full governance developed for each of the towns which include; **Penzance, Camborne and Redruth, Falmouth, Truro, Newquay, St Austell, Bodmin, Saltash and Liskeard.**

An enormous amount of work has taken place to establish partnership arrangements and develop **delivery plans** based on information provided by our Amethyst Team through the Safer Town Profiles and feedback from the Cornwall Council Residents Survey. **New Town Profiles** have recently been provided to the Safer Towns with delivery plans for 2020/21 being developed currently to account for changes in crime trends and also emerging issues for next year.

All Safer Towns partnerships meet on a regular basis to **share current intelligence**, raise concerns and deal

with emerging dynamic issues collectively. A key factor in the success of the scheme is the wide membership of the groups, which include; public, private and voluntary organisations; who are able to feed in local intelligence and local issues.

Each town is unique with different community safety priorities, however there have also been a number of initiatives which have been rolled out through all the Safer Towns.

A large focus for a number of the towns has been concerns around **street drinking and vulnerable individuals**; awareness work to ensure the public and communities are aware of local support and who to report concerns to has been extremely important in ensuring the right agencies are informed.

Multi-agency walkabouts have been effective in providing reassurance to the public and businesses, targeting specific areas where we have been receiving complaints/concerns raised.

What have we achieved?

Highlights from the last year

| | | |
|---|---|--|
| <p>999 Academy piloted for 4 weeks over the summer holidays with a range of diversionary activities for young people on the periphery of ASB.</p> | <p>Two fun one-day Sports Events delivered with Plymouth Argyle Community Trust for young people aged 8-16 in the Camborne area</p> | <p>8-week intensive multi-agency response co-ordinated in Truro to tackle complex local ASB issues and safeguard young people</p> |
| <p>Package of multi-agency activity co-ordinated in St Austell to respond to concerns about ASB and drug use and reassure community</p> | <p>Dedicated ASB Caseworker pilot in Penzance successful in both reducing ASB and improving resident and business satisfaction</p> | <p>New pocket-sized guides are available throughout Cornwall to promote the wide range of services and support available and help build public confidence</p> |
| <p>Charlestown multi-agency meetings and walkabout responding to community concerns and "Keep Charlestown Safe" initiative</p> | <p>Targeted engagement with Helston Town Council in response to local community safety concerns, followed up by drop-in sessions for reporting ASB</p> | <p>ASB & crime drop-in session piloted in Camborne enabling residents to discuss their concerns with local ASB Caseworker and Police</p> |
| <p>Respite provided to communities by closing 7 residential problem premises across Cornwall in response to increased reports of ASB</p> | <p>17 enforcement orders, such as the Criminal Behaviour Order and Civil Injunction, obtained at court on the most persistent offenders to reduce ASB</p> | <p>Additional powers provided to ASB Caseworkers to tackle anti-social behaviour under the Community Safety Accredited Scheme</p> |

APPENDICES

What is MoRiLE?

We use our **strategic assessment** to gather and analyse information about crime and disorder and other issues that impact on community safety.

We need to use this evidence to set our priorities in a **clear and fair way** so that all partners can agree on the important issues to address together.

The **Management of Risk in Law Enforcement** (MoRiLE) programme was created in 2014 through the National Police Chiefs Council's Intelligence Innovation Group.

The programme developed a process for all law enforcement agencies that provides a **common framework and language** for understanding risk, involving more than 300 UK and international agencies.

In October 2016, MoRiLE became a **nationally accredited**⁸ way of working for all police Forces and other law enforcement agencies such as National Crime Agency, to inform their Strategic Assessments.

Safer Cornwall is the lead on the national programme for developing the process to work for CSPs.

How it works

The process is **easy to use and understand** and allows a range of different issues to be compared fairly against each other.

The process uses a **simple scoring tool** to combine a range of individual scores given in the following areas:

- **Impacts** on the victim, the local community, and the environment

- **Likelihood** – how often the issue happens, how much and whether it is getting better or worse
- **Organisational position** – risks to the partnership's reputation if we don't address the problem well, any political pressure (locally or nationally), and how able and effective we are at responding to the issue (costs, the right number of people with the right skills).

The scoring process involves a wide cross-section of specialists and community safety practitioners to provide **balance and insight**.

The resulting scores are grouped into **High, Moderate and Standard** level risks.

Notes on the Data

Strategic assessment is an ongoing process and the **data is reviewed year on year** and all the available evidence from partners has been considered in as far as is practicable through this strategic assessment.

The recorded incident data provided by Devon and Cornwall Police on a routine basis to community safety partnerships is limited in detail. It does not include any information about the person reporting the incident or the exact location where the incident took place. Other data is used to complement the police data, such as outreach calls for drug litter, but are also limited in scope.

To provide a broader and more accurate assessment, **data analysis** in this has been **supplemented with expertise and knowledge** from local subject experts (through the thematic workshops) and the findings of

⁸ Police Authorised Professional Practice

relevant national research, which in turn inform the local response.

Knowledge gaps are clearly flagged in this assessment.

The Amethyst team collects, collates, analyses and stores all data in accordance with the **overarching Crime and Disorder Protocol** and underpinning Information Sharing Agreements with services and partner agencies. The data held include Special Category Data, as designated under the Data Protection Act 2018 and the principal legal gateway is provided by the **Crime and Disorder Act 1998**.

Further Reading

Key assessments, strategies and information sources are available from the Safer Cornwall website in our [library of publications](#).

These assessments provide the evidence that underpins all of our various strategies and commissioning activity, including the over-arching Safer Cornwall Partnership Plan as well as all of the individual thematic work.

You will find the latest versions of:

- Safer Cornwall Strategic Assessment
- Drugs Needs Assessment
- Alcohol Needs Assessment
- Young People's Substance Use Needs Assessment
- Peninsula Strategic Assessment
- Domestic Abuse and Sexual Violence Needs Assessment
- Together for Families Needs Assessment

The detailed evidence base that underpins the Safer Cornwall Reducing Reoffending Strategy is available from Amethyst on request.

The following Organised Crime Local Profiles have been developed with partners and can be provided on request from the Serious and Organised Crime Sub-group:

- Child Sexual Abuse and Exploitation
- Modern Slavery
- Cyber Crime and Fraud (including Counterfeit Goods)
- Serious Acquisitive Crime
- Trafficking of People, Drugs and Weapons

The [Risk Based Evidence Profile](#) is produced each year to provide Cornwall Fire, Rescue and Community Safety Service with a comprehensive understanding of risks relating to fire, rescue and road safety.

It includes a wide range of information about incidents responded to by the service along with information about high risk groups for fires and road traffic collisions.

Additional information about road safety is contained within the [Connecting Cornwall: 2030 Strategy](#) – specifically with respect to objectives around supporting community safety and individual wellbeing.

All of these assessments form part of the evidence bank and online resource library of assessments and focus papers included in the [Joint Strategic Needs Assessment](#).

SAFER CORNWALL

Kernow Salwa

If you would like this information in
another format please contact:

Communities Service, Cornwall Council

Telephone: 0300 1234 100 email:
mail@safercornwall.co.uk

www.safercornwall.co.uk