



ANTI-SOCIAL BEHAVIOUR

A follow-up review

June 2016





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Criminal Justice Inspection
Northern Ireland
a better justice system for all





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List of abbreviations

ABC	Acceptable Behaviour Contract
ASB	Anti-social behaviour
ASBO	Anti-Social Behaviour Order
BCC	Belfast City Council
CJI	Criminal Justice Inspection Northern Ireland
DoJ	Department of Justice
LPT(s)	Local Policing Team(s) (in the PSNI)
NICTS	Northern Ireland Courts and Tribunals Service
NIPB	Northern Ireland Policing Board
NPT(s)	Neighbourhood Policing Team(s) (in the PSNI)
PCSP(s)	Policing and Community Safety Partnership(s)
PSNI	Police Service of Northern Ireland
QUB	Queen's University Belfast
UU(J)	Ulster University (Jordanstown)



Chief Inspector's Foreword

Levels of anti-social behaviour (ASB) have been steadily reducing in recent years and this has been reflected in the statistics available and the response of the criminal justice agencies.

At one level, we should welcome this development and yet for some communities ASB remains a substantial challenge, which only comes to wider public attention as a result of a critical incident.

The behaviour and safety of some children and young people at organised events is a constant concern, as indeed is the attitude and behaviours of some older people participating in the night-time economy.

While there are fewer police officers on the streets their deployment is now targeted towards known areas of concern, and this follow-up review clearly shows the effectiveness of the partnership approach to dealing with behaviour in public space.

The wide range of volunteers and community workers involved in preventing ASB such as those linked to sports clubs, night-time economy on-street programmes, neighbourhood watch schemes and those offering intervention programmes, emphasises the benefits of involving civic society in tackling ASB in their local community.

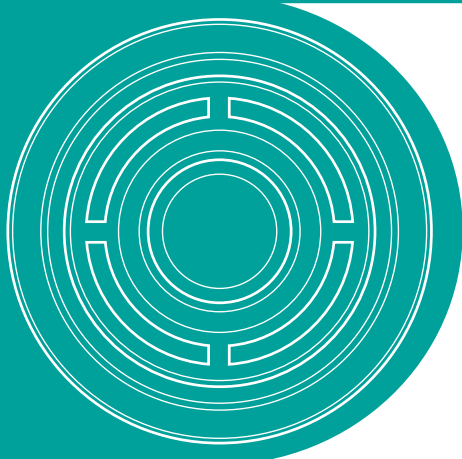
The positive role of the Police and Community Safety Partnerships, Reducing Offending Partnerships and Youth Engagement Clinics are ensuring earlier, more effective interventions occur particularly for young people. However, the increased use of social media to bring large numbers of children and young people to potentially violent confrontations at short notice, will continue to challenge conventional responses from the criminal justice agencies.

This review concludes that reasonable progress has been made in response to the original inspection recommendations.

This follow-up review was conducted by Rachel Lindsay, my sincere thanks to all who contributed to this work.

Brendan McGuigan
Chief Inspector of Criminal Justice
in Northern Ireland

June 2016



Follow-up review



Introduction

Background to the follow-up review

In October 2012 Criminal Justice Inspection Northern Ireland (CJI) published a report on a thematic inspection of the criminal justice system's approach to addressing anti-social behaviour (ASB) in Northern Ireland. The inspection looked at partnership working between the criminal justice agencies in the areas of prevention, intervention and enforcement. In addition, it considered partnership working between the agencies and partners from statutory, community and voluntary sectors.

Changes since the 2012 inspection

Police Service of Northern Ireland (PSNI) statistics report¹ that:

'There has been a general downwards trend in the number of ASB incidents recorded since the data series began in 2006-07. While the number of ASB incidents fell year on year between 2006-07 and 2011-12, there was an increase of 1.8 per cent between 2011-12 and 2012-13 before levels fell again by 7.1 per cent in 2013-14. The number of incidents rose by 276 (0.5 per cent) between 2013-14 and 2014-15; however the level recorded during the latest 12 months to December 2015 (58,724) is 3.7 per cent (2,258 incidents) lower than the level recorded during 2014-15 (60,982).'

The Northern Ireland Crime Survey asked respondents about perceived levels of ASB in their local area and then reported on a composite measure of ASB. Findings from the 2013-14 Survey² showed the proportion of respondents who perceived the level of ASB in their local area to be high remained unchanged since 2012-13 (both 10%). The equivalent figure for England and Wales (Crime Survey England and Wales 2013-14) was 12%. The proportion in Northern Ireland that perceived high levels of ASB, had fallen gradually over the last decade and was lower than the 2003-04 figure of 18%.

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1. Anti-social behaviour incidents recorded by the Police in Northern Ireland: Monthly update, period ending 31 December 2015 (published 28 January 2016).
 2. Research & Statistical Bulletin 16/2014 - Perceptions of crime: findings from the 2013-14 Northern Ireland Crime Survey.

'Reduced ASB' had been an outcome in the Northern Ireland Policing Board (NIPB) and the PSNI Policing Plan for the three years since the inspection (to reduce ASB by 2%). The PSNI's 2013-14 performance report confirmed that ASB had reduced by 7.1%. Given this performance and the information from the Northern Ireland Crime Survey, following a review by the PSNI in 2015, ASB was removed as a strategic priority for the Tactical Tasking Co-ordination Group.³ This reflected the falling levels of ASB and therefore meant that there was a continued monitoring of performance rather than a strategic focus. The Northern Ireland Crime Survey 2014-15⁴ stated that 8% of respondents perceived the level of ASB in their local area to be high, a statistically significant decrease from 2013-14 (10%).

The follow-up review

In undertaking this follow-up review CJI Inspectors requested a progress report against the recommendations of the 2012 inspection from the responsible agencies. Inspectors then met with representatives of the Department of Justice (DoJ), the PSNI, the NIPB and Northern Ireland Courts and Tribunals Service (NICTS) to determine progress. Supporting documentation was also reviewed.

3. Informed by PSNI's (1) tactical assessment and (2) available resources, it prioritises proposed tactical activity for the next period and ensures it is aligned to priorities identified by PSNI.
4. Research & Statistical Bulletin 1/2016 - Perceptions of crime: findings from the 2014-15 Northern Ireland Crime Survey.



Progress against recommendations

Strategic recommendation 1

The DoJ should continue to encourage a full commitment by justice and non-justice agencies with a responsibility for community safety matters to collaborate at both a strategic and local level in working towards implementing the Community Safety Strategy.

Status: Achieved.

Combined agency response

Implementation of the Community Safety Strategy is monitored by a Regional Steering Group which comprises representatives from across the statutory and community/voluntary sector, both justice and non-justice agencies.

The Regional Steering Group considered this recommendation at their meeting on 18 October 2012. The Steering Group agreed that it was well placed to ensure there was strategic and local level collaboration in implementing the Strategy and agreed that the Terms of Reference for the Steering Group adequately incorporated this recommendation.

The Steering Group further agreed that the representation on the delivery groups, for each of the strands of the Strategy, which included PCSPs [Policing and Community Safety Partnerships], further ensured a collaborative approach to local implementation of the Strategy.

Update June 2015

Victim Support NI and PCSPs are now represented on the Regional Steering Group.

The Regional Steering Group continues to maintain oversight of the implementation of the Community Safety Strategy.

The Group met in January 2015 to sign off new action plans for 2015-17, to discuss the changing strategic environment for delivery of the Community Safety Strategy and to consider the effectiveness of the current model and to offer suggestions for the best delivery model for the future.

Discussions centred on reducing resources and the potential benefits which could be realised from the amalgamation of local government.

Inspectors' assessment

The Building Safer, Shared and Confident Communities Strategy was published in 2012 and delivery was planned to continue until 2017. The Regional Steering Group signed-off action plans and delivery goals for the Delivery Groups. The composition and purpose of the Regional Steering Group was under review at the time of the fieldwork, given the need to focus resources more effectively in times of austerity. The delivery group for ASB was in place and had met three times in the last 18 months. The PSNI and the DoJ were represented on this as well as partners from housing, local government and PCSPs. The DoJ reported that partnerships were operating effectively between justice and non-justice agencies and departments with responsibilities for community safety. The ability to achieve corporacy across Northern Ireland was still challenging, for example in relation to delivery of anti-social behaviour forums.

This recommendation required an ongoing commitment from the agencies and departments involved and therefore it is difficult to assess that it has been achieved at a specific point in time. However, the concerns that were raised at the time of the initial inspection regarding the potential for non-justice agencies and departments to show a lack of commitment to dealing with ASB, appear not to have been borne out in reality. There was evidence of participation by both justice and non-justice organisations in regional meetings. This recommendation is considered to be achieved.

Operational recommendation 1

The PSNI should ensure that those officers tasked with using tools to address ASB are sufficiently skilled and have appropriate resources to discharge their duties effectively.

Status: Not achieved.

PSNI response

All officers, including those on the current Student Officer Training Programme are trained in the legal aspects and basic skills required for a police officer to deal with ASBOs [Anti Social Behaviour Orders] as part of their initial training.

As part of this training, Public Achievement, a community/voluntary sector organisation that represents the interests of children and young people, delivered input into a number of Student Officers training programmes to test materials. This direct input has now ceased due to budget constraints but there is an online 'Practical Peeler' which contains advice on ASBO management and is available to all police officers. Detailed guidance on the use of ASBO/ABCs [Acceptable Behaviour Contracts] is also available to officers on PoliceNet [the PSNI intranet site].

Furthermore within the new district command structures due to go live in October 2015, local neighbourhood policing teams will be responsible for not only responding to demand in their local district electoral ward area, but also proactive engagement to deal with matters of concern to local residents, including ASB. Furthermore, software management systems such as 'Locate' enable the PSNI to prioritise resources to areas of concern, including those with high ASB as identified through the PSNI's Community Prioritisation Index and Electoral Area Profile template.

Inspectors' assessment

At the time of the original inspection it was identified that neighbourhood police officers had a lack of knowledge about the process for dealing with ASB by using warning letters, Anti-Social Behaviour Contracts (ABCs) and ASBOs. Since this time, the use of ASBOs had reduced significantly and therefore there was less of a requirement for this knowledge. However at the time of the fieldwork for this follow-up review, the PSNI was in a period of transition to new policing structures, which would align policing districts to the 11 new local Council areas. The new structures included some Neighbourhood Policing Teams but also new Local Policing Teams, whose role was more focused on problem solving activities. It was therefore critical that these officers were skilled in dealing with ASB issues and problem solving in their communities.

The PSNI had not yet commenced training for officers in the new structures or their role within it, although Inspectors acknowledge that district training teams were available for this purpose. Officers spoken to therefore were uncertain as to what changes to local structures would mean for the delivery of neighbourhood policing, and therefore the role of those who had responsibility for dealing with ASB issues in the community.

The establishment of Neighbourhood Policing Teams under the new structures was based on the model that only those officers with existing skills who had been previously performing the role of a neighbourhood officer would be eligible to apply for a role in a Neighbourhood Policing Team.

However, prior to the structural changes Inspectors spoke to a group of neighbourhood officers who had a range of length of service within neighbourhood policing. These officers, including those who had recently moved into a neighbourhood role, stated that they had not received any training or awareness raising regarding how to deal with ASB or in neighbourhood policing more generally. They also highlighted that they did not feel they had sufficient time to use PoliceNet for development or learning purposes, such as reading 'Practical Peeler' guidance.

Awareness of the procedures to be followed in applying for ASBOs by the officers spoken to was limited, but this is not surprising given the emphasis on finding alternative methods of dealing with ASB working with partners. This resulted in ASBOs being sparingly used and primarily by Reducing Offending in Partnership officers for the most persistent and prolific offenders. As a consequence, there were much lower numbers of ASBOs applied for.

The use of the Resource Management Decision Support System ('Locate') was considered beneficial by PSNI management in enabling appropriate targetting of resources to hotspot areas of ASB. Problem-solving folders were still well used to deal with community issues and it was intended that their use would continue under Local Policing Teams (LPTs).

Officers provided examples of how they were using interventions to deal with ASB effectively and the reduction in ASB incidents suggests that there is a positive impact from this approach. However, there was limited evidence that the PSNI had made concerted efforts to enhance the skills and resources available to officers working in neighbourhood policing. This recommendation is therefore not achieved.

Operational recommendation 2

The Policing and Community Safety Partnerships are utilised as a mechanism by which to provide comprehensive community input into decision making processes about tackling ASB and feedback on the effectiveness of interventions.

Status: Partially achieved.

Combined agency response

DoJ response

PCSPs are currently developing action plans for the 2013-15 period. As part of the planning process, PCSPs will be required to demonstrate that they have consulted fully with the local community on what their key community priorities are in relation to policing and community safety.

Update June 2015

The requirement for PCSPs to consult and engage with local communities is enshrined in sections 21 and 22 of the Justice Act (Northern Ireland) 2011 and set out in the Joint Committee's Code of Practice for the Exercise of Functions by PCSPs and District PCSPs, issued in November 2012 and in Guidance on PCSP Planning for the 2013-15 period, issued on 18 January 2013. This guidance is currently being reviewed and will be issued to all PCSPs before planning commences for the 2016-19 period.

PCSPs continue to review and refresh Action Plans in response to emerging community needs. Actions are identified through ongoing partner/community engagement mechanisms which provide opportunities for all community stakeholders to be involved and share experiences. PCSPs use a variety of mediums to ensure communities know what is going on and how they can be involved.

PCSPs have developed transitional delivery plans for the 2015-16 period, which include initiatives to address ASB, and are currently developing strategic plans and action plans for 2016-19 and 2016-17 respectively. To date, the Joint Committee has approved 10 transitional delivery plans. As in previous years, all PCSPs will publish an Annual Report.

Consultation and engagement with local communities remains ongoing by PCSPs. In light of the changes to Neighbourhood Policing, PCSPs are working alongside the PSNI in order to review how best to continue to support Neighbourhood Watch and continue with this type of engagement activity within the new structures of both the PSNI and the newly formed wider PCSP areas. Engagement is still ongoing as before but planning for the changes to NPT [Neighbourhood Policing Teams] due to be implemented by October 2015.

PSNI response

Dealing with ASB was a priority for PCSPs prior to their dissolution as part of the local government reform programme. The majority of Local Policing Plans, developed in consultation with PCSPs by the PSNI, identified ASB as one of the priority areas for work.

In order to develop a comprehensive response to ASB the PSNI developed an overarching Control Strategy which aided Districts in focussing their activities on key aspects which help mitigate against the harm from ASB. A Service lead at Superintendent rank was appointed to help guide and coordinate that activity and monitor performance against the target.

One of the key tenets of that control strategy was to work in partnership with PCSPs. This relies on the sharing of information between agencies and making the best use of police data systems.

The effectiveness of this approach is evidenced by ASB reducing dramatically in recent years. It is worth noting that the year-end figure for 2014-15 is some 16,000 reports less than the 76,000 figure in April 2011. Two-thirds of ASB incidents were attributable to the category ASB Nuisance.

Also, public perceptions of the level of ASB have fallen. This currently stands at 9.1% of respondents who believe the level to be high in their area compared to 9.8% from the previous year. This is a reduction since a high of 14.4% in 2009-10. In particular the category assessing perception of “teenagers hanging about on the streets” has shown a statistically significant drop.

Some of the examples of work undertaken in conjunction with PCSPs to help address ASB are outlined below.

Holylands ASB/Student Operations

Local Police were involved in Inter-agency planning and execution of Joint Enforcement operations with BCC/QUB/UUU [Belfast City Council/Queen’s University Belfast/Ulster University, Jordanstown) over the periods of ‘Fresher Fortnight’ in September/Hallowe’en week/St Patrick’s Day. NPT officers gave several talks at the universities, reinforcing the necessity for personal responsibility and the impact and implications of ASB/drinking on their neighbours and indeed, on their career.

Targeting ASB/on-street drinking/disorderly behaviour operations were carried on until 0300-0400hrs approx and provided proactive reassurance to the long-term residents, landlords and indeed the students themselves that tackling ASB was a priority for the PSNI. An inter-agency information sharing protocol reinforced the joint approach and enabled universities to impose their own sanctions based on PSNI reports.

On significant dates police and partner agencies operated amongst several thousand young people providing advice regarding unacceptable behaviour, as well as enforcing BCC bye-laws, the issuing of Public Order FPN [Fixed Penalty Notices] and arrest/report for criminal offences. Engagement and education were the primary response but enforcement was availed of when deemed appropriate.

Over the last five years there has been no major disruption to life in the Holylands/Stranmillis [areas] and there has been no repeat of the major public disorder witnessed six years ago on St Patrick’s Day.

‘Popping Candy’ – a partnership between PCSP, the PSNI and others in Larne which targeted 12-14 year young people at risk from the dangers of psychoactive substances (legal highs). The Spanner in the Works theatre company performed a hard hitting play highlighting the physical and mental dangers of such products. This was well received by 100 plus school children along with many of their parents/carers in Larne.

Sport Changes Lives/E-hoops – is a partnership between the Sport Changes Lives charity, University of Ulster, DoJ, the PSNI and PCSPs. This is a programme delivered by Sport Changes Lives working with a group of young people not in education, training or employment many of who are involved, or at risk of involvement in crime and risk taking behaviour. An independent evaluation of the outcomes of this work has been very positive. Programmes have been run in Dunmurry, Glengormley, New Mossley, Carrickfergus, Greenisland and East Belfast.

'Night Life' – Omagh STET heard from the community that disorder and ASB linked to pubs was a significant cause of concern. The PCSP and the PSNI initiated a collaborative response utilising the business community, door staff, street safe volunteers and the PSNI. The PCSP provided funding for training of door staff.

This response had a significant impact on levels of disorder and ASB, improved the atmosphere and encouraged a friendly mood in the town, which led to greater numbers of people using the town centre. This approach has received very positive feedback from across the community in Omagh and beyond.

Looking ahead PCSPs have been reconstituted and reformed to align with the new local government boundaries. The PSNI lead for ASB has already commenced engagement via the NIPB to discuss how best to meet the challenge of dealing with ASB through local resolution. In addition, reducing ASB is a key performance indicator in the 2015-16 Northern Ireland Policing Plan. A 2% reduction in incidents of ASB delivered by working in partnership with PCSPs and others in the community/voluntary sector is required. Furthermore, the PSNI have been tasked with carrying out a pilot study to examine how best to address ASB in areas of high crime/social disadvantage and by 31 March 2017, to implement 90% of recommendations identified in the pilot study.

An expected reduction in the percentage of people who perceive the level of ASB to be high in their local area is to be delivered in partnership with the PCSPs, community and partner agencies by 31 March 2016.

Inspectors' assessment

At the time of the fieldwork for this follow-up review PCSPs were in a transitional stage, having been re-structured following the Review of Public Administration and boundary changes to local Councils. Transitional action plans had been developed to cover the 2015-16 reporting year. A selection of action plans and annual reports provided to Inspectors were reviewed. Most action plans referenced methods to identify local needs in relation to addressing ASB, for example by consultation with statutory agencies and engagement with community groups, as objectives for the PCSP.

There was limited evidence within action plans or annual reports for 2014-15 in evaluating the effectiveness of interventions delivered. It is clear that the number of ASB incidents reported to the PSNI has reduced, and therefore it could be said that interventions such as those described have been effective, but the causal link is unclear. Since the original inspection the focus of the PSNI had moved from ASB outcomes to individual offenders and victims. This may require PCSPs to agree new ways of working with the PSNI in the future to identify key issues that need addressing.

The CJI inspection of PCSPs, published in December 2012, commented:

'The evaluation of individual projects and the work of PCSPs as a whole suffered from a lack of measureable indicators to signpost improvement. There is a need to develop a baseline measure against which projects can be assessed and the achievements of individual projects need to be evaluated as a programme to achieve sustainable improvements.'

Given the period of transition since this report was published, there has been limited progress by PCSPs to undertake work to address the issues raised in this report. Evidence from action plans and annual reports suggests that there is still a need to develop a more robust approach to evaluation of ASB projects. The reduction in ASB incidents suggests that interventions over the past few years have been effective, but there still appeared to be limited evaluation as to which of the many individual interventions have had the most impact.

Inspectors therefore assess this recommendation as partially achieved.

Operational recommendation 3

PCSPs should, with support from the DoJ, identify and implement ways to educate their communities about the realities of ASB.

Status: Not achieved

Combined agency response

PCSPs are currently developing action plans for 2013-15 period. The Joint Committee will make it a requirement for each of the PCSPs to demonstrate through their action plan how they will identify and implement ways to educate their communities about the realities of ASB.

Update June 2015

ASB remains a strategic priority for PCSPs, and as such will continue to be reflected in action plans.

PCSPs have developed transitional delivery plans for the 2015-16 period, which include initiatives to address ASB and are currently developing strategic plans and action plans for 2016-19 and 2016-17 respectively. To date, the Joint Committee has approved 10 transitional delivery plans. As in previous years, all PCSPs will publish an Annual Report.

ASB remains a strategic priority.

Inspectors' assessment

In 2014 the DoJ produced a leaflet entitled 'Who do I call?' This was developed in order to educate members of the community about which statutory agencies were responsible for different ASB issues (for example, the PSNI for vandalism/graffiti, local council for loud music/noise etc.) and what the agency could do about it. This leaflet was shared with PCSP managers and could be tailored for use by that PCSP by including contact details for the local area. A number of PCSPs took up the opportunity to use this leaflet.

Inspectors reviewed transitional action plans for all 11 PCSPs. Action plans appeared to focus on the delivery of projects that aimed to reduce ASB. It was anticipated that this approach would reduce the fear of crime, rather than projects aimed at educating communities about the realities of ASB (for example, work to address stereotypes about young people). The action plans of Derry City and Strabane and Fermanagh and Omagh PCSPs specifically referenced an objective related to this recommendation, however there was no detail provided as to how this was to be achieved. Inspectors were not made aware of any other activity to address this recommendation. Accordingly, Inspectors assess this recommendation as not achieved.

Operational recommendation 4

The PSNI, supported by the DoJ and the NIPB, should target areas of higher crime and disorder levels when further developing the number of Neighbourhood Watch schemes in Northern Ireland.

Status: Not achieved

DoJ response

The development of Neighbourhood Watch [NW] schemes in areas of high crime will be encouraged through the guidance issued to PCSPs for the development of their 2013-15 action plans.

PCSPs and Neighbourhood Policing Teams continue to promote NW at a local level and encourage the setting up of new schemes.

Update June 2015

PCSPs continue to support and develop NW at a local level. The PSNI in partnership with the PCSPs provide promotional, training and networking events thereby encouraging, enabling and promoting engagement with the Neighbourhood Policing Teams and PCSPs.

Consultation and engagement with local communities remains ongoing by PCSPs. In light of the changes to Neighbourhood Policing, PCSPs are working alongside the PSNI in order to review how best to continue to support Neighbourhood Watch and continue with this type of engagement activity within the new structures of both the PSNI and the newly formed wider PCSP areas. Engagement is still ongoing as before but planning for the changes to NPT is due to be implemented by October 2015.

PSNI response

PwC [Policing with the Community] Branch completed an analysis in 2013 matching areas of high crime against those which had a Neighbourhood Watch [NW] Scheme. This analysis illustrated a disconnect between high crime areas and NW scheme areas.

To progress better alignment of NW schemes with high crime areas this will be explored as part of the new community planning legislation with new local councils.

ASB now features in the majority of local policing plans and there have been numerous initiatives developed in conjunction with PCSPs. These initiatives, whilst not always managed directly through a NW scheme, do address ASB and are usually developed in partnership with local residents' groups. Some examples are given below:

'Changes in a flash' - *In Limavady for the past four years police have worked in partnership with an organisation called 'Be safe Be well', Neighbourhood Renewal and the local PCSP on a programme called 'Changes in a Flash.'*

This is aimed at young people who are 'on the cusp' of ASB and have come to police attention. They complete a programme along with older persons who may have been the victim of ASB or crime and are willing to work with young people. Together they examine ASB and the impact it has on the young person, the victim and the wider community. They take pictures of examples they think are ASB and note how your life can 'change in a flash' by one single action.

The programme has been successful to date with very few of the young people taking part, coming to further police attention.

Community Safety Wardens – *A scheme funded from the PCSP budget operating in the Ballymena Area. The wardens provide an important link between the communities and PCSP including the PSNI Neighbourhood Team regarding quality of life, environmental concerns and issues of ASB.*

Inspectors' assessment

Information was provided by the DoJ of the number of schemes in operation at the time of the fieldwork. The location of 863 schemes was provided to Inspectors (see Table 1). No comparator data was available for 2012 but it was estimated that there were approximately 700 schemes in operation at that time. The proportion of schemes in each Council area was compared to population estimates for 2014 as outlined in Table 1. This illustrates that, even before taking into account ASB levels, Belfast has a lower proportion of schemes than the proportion of the population resident there. This can partly be attributed to the fact that West Belfast only has four Neighbourhood Watch schemes. As indicated by the recorded crime figures, Belfast has the highest ASB levels of any local Council in Northern Ireland. The data suggests that the disconnect between crime levels and locations of schemes still exists. With reducing budgets available, Neighbourhood Watch is another area that will need to prove its worth through appropriate evaluation. To date Inspectors did not see evidence of significant efforts to address this disconnect and accordingly, this recommendation is assessed as not achieved.

Table 1: Comparison of population estimates for Northern Ireland 2014,⁵ anti-social behaviour⁶ and Neighbourhood Watch (NW) Schemes (as at summer 2015).

Council area	Estimated population (mid-2014)	Estimated percentage of Northern Ireland population	Number of ASB incidents 2014-15	Percentage of ASB incidents	Number of NW Schemes (2015)	Percentage of NW Schemes
Antrim and Newtownabbey	139,966	8%	4,476	7%	48	6%
Ards and North Down	157,931	9%	5,462	9%	45	5%
Armagh, Banbridge and Craigavon	205,711	11%	5,789	9%	174	20%
Belfast	336,830	18%	18,267	30%	130	15%
Causeway Coast and Glens	142,303	8%	3,994	7%	71	8%
Derry and Strabane	149,198	8%	5,077	8%	45	5%
Fermanagh and Omagh	114,992	6%	2,841	5%	70	8%
Lisburn and Castlereagh	138,627	8%	3,430	6%	44	5%
Mid and East Antrim	136,642	7%	3,783	6%	30	3%
Mid Ulster	142,895	8%	3,303	5%	47	5%
Newry, Mourne and Down	175,403	10%	4,560	7%	159	18%
Total	1,840,498		60,982		863	

5. Population and migration estimates 2014, Northern Ireland Statistics and Research Agency, 4 June 2015.

6. Anti-Social Behaviour 2008-09 to 2014-15 by Ward 2014 and LGD [Local Government District] 2014, accessed on-line at http://www.psnr.police.uk/index/updates/updates_statistics/update_antisocial_behaviour_statistics-2.htm#geo.

Operational recommendation 5

It is recommended that the DoJ and the PSNI identify best practice from the Street by Street project and how this can be used to support the setting up of similar schemes in other areas.

Status: Achieved

DoJ response

This evaluation has been completed. Northern Ireland Alternatives has published a booklet highlighting best practice which will allow sharing of relevant information about the Street by Street project with PCSPs and other stakeholders.

PSNI response

Street by Street was an initiative managed in East Belfast by Northern Ireland Alternatives. The system was based on training community volunteers to be a visible presence on the street, particularly at times of high community tension. The learning from this project has been captured by the PSNI in their adoption of a 'no surprises' approach to public order planning and the utilisation and engagement with community activists to help deliver peaceful and stable communities.

The PSNI were unsuccessful in obtaining additional funding from the Department of Finance and Personnel Change Programme budget in January 2015 to further develop community restorative justice approaches such as Street by Street. However the PSNI are currently exploring options with both Northern Ireland Alternatives and Community Restorative Justice Ireland as to how best to support similar community safety initiatives based upon community restorative justice principles.

Inspectors' assessment

An evaluation report was commissioned on the 'Street by Street' project which was carried out by the Institute for Conflict Research and completed in March 2014. The report provided a thorough overview of the project as well as a series of key findings relating to:

- key issues addressed;
- key principles of the project;
- practical issues; and
- recommendations for implementation.

Following this evaluation Northern Ireland Alternatives produced a leaflet summarising the conclusions of the report and highlighting identified best practice. This was circulated to PCSP Managers in May 2015 by the DoJ Community Safety Unit.

Whilst PSNI officers in the focus group were not aware of the specific 'Street by Street' project they gave examples of other similar schemes where community volunteers acted as street wardens or engaged with young people in the community in the evenings.

Whilst using the lessons learnt from the 'Street by Street' project in support of setting up new schemes is a longer term ongoing process, the evaluation has clearly enabled good practice to be shared. This recommendation is therefore considered to be achieved.

Operational recommendation 6

The roll out of the PSNI Customer Relationship Management Software should be supported by appropriate training and guidance for call handlers in how to respond to calls for ASB, including how to identify and prioritise repeat and vulnerable victims.

Status: Achieved

PSNI response

Within the PSNI Customer Relations Management guidance information, it specifically states:

'Events of the recent past have shown that without capturing information consistently, patterns of repeated harassment are often not recognised as crimes serious enough for immediate follow-up, and this can ultimately lead to tragic consequences.'

'To greatly improve the outcome, the modern police service requires that all information offered up during a contact with a member of the public is efficiently captured, effectively prioritised and that appropriate action is taken.'

The Customer Relations Management software system now enables call handlers to identify repeat callers and also to link the issues in the call to priorities identified by the local district for that area as key priorities (up to 3). This information is then used to inform the grading and prioritisation level of the call – the software allows checks against not just the calls for service but also the NICHE [Records Management System by NICHE technology] Crime and incident reporting system.

In addition to augment the Customer Relations Management and call handling aspects outlined above, a senior PSNI Service Board [officer/member] approved a vulnerability project which was initiated in the Derry City and Strabane Council area in April 2015. The aim of the programme is to ensure the early identification of the most vulnerable members of our community; to work in partnership to ensure that effective safe guarding measures are put in place; and to provide a robust policing response to bring to justice those perpetrators who may cause significant harm to vulnerable people. Victims will be identified through a matrix and supported through multi-agency arrangements. A vulnerability cohort of approximately 30 people will be identified by using the 'Recency, Frequency, Gravity model.'

Inspectors' assessment

Inspectors were shown the PSNI's Customer Relationship Software which is used by call handlers to deal with calls for assistance from members of the public. A 'dashboard' screen appeared and prompted the call-handler to input key details into captured fields, this included the caller's name, address and telephone number and the location of the incident. This highlighted to the call-handler the neighbourhood and organisational priorities (for example, anti-social driving, theft of lead) and previous contact(s) by the caller. The latter section of the dashboard assisted call-handlers to quickly identify if the caller had previously contacted the police and potential vulnerabilities.

A matrix entitled 'COSTS' was used by call handlers to determine the response to calls for service. This required the call-handler to consider:

- **C**ustomer and community impact;
- **O**rganisational/Area/District/Local priorities;
- **S**usceptibility of the caller/victim;
- **T**hreat/harm/risk/opportunity; and
- **S**olvability of the call.

Call handlers attended a five week training course when commencing in the role with progress determined by a simple pass or fail. Successful candidates were then required to complete a two week mentoring session with a quality assurance team followed by a three month probation period. Inspectors were advised that the decision-making matrix was covered at each stage of this training. Inspectors were also informed that an external speaker also attended the training to discuss ASB and harassment, with reference to the case of Fiona Pilkington in Leicester⁷. Whilst Inspectors have not undertaken a full assessment of the approach to dealing with repeat and vulnerable victims, for the purposes of this report Inspectors assess this recommendation as achieved.

7. Fiona Pilkington killed herself and her 18-year-old daughter in October 2007 after suffering years of anti-social behaviour from local youths. Local agencies, including the police, were criticised for not responding appropriately to her calls for assistance, see <http://news.bbc.co.uk/1/hi/england/leicestershire/8268521.stm>.

Operational recommendation 7

The PSNI and the NICTS should rectify discrepancies identified in relation to data indicating the number of ASBOs made to ensure accurate data is available for use in the ongoing strategic assessment of ASB.

Status: Achieved

DoJ/NICTS response

The DoJ facilitated discussions between the PSNI and the NICTS to resolve this issue. Data discrepancies for 2011 have been resolved and a new process for ASBO data reconciliation was agreed in September 2012.

Update June 2015

A reporting mechanism has been put in place for Districts to make returns to PwC [Policing with the Community] on preventative activity to reduce ASB and the number of ASBO applications and breaches of an ASBO.

The recommendation to develop a single agreed source for ASBO data (Recommendation 8) has been completed and operational for a number of years now, so there is no further update to report.

PSNI response

Policing with the Community Branch required monthly returns from Districts, which collated the number of ASBO applications made, details of the officer in charge, the nature of the application and details of the behaviour which resulted in the application for an ASBO. This included those Orders already in place. This is cross-checked with information from the Courts Service in order to address discrepancies with the PSNI figures. Action is then taken to rectify where problems have been identified.

Inspectors' assessment

The NICTS and the PSNI undertook work to scope out how the data on ASBOs was obtained from all agencies (i.e. the PSNI, Councils, Northern Ireland Housing Executive) and the user requirements of various interested parties. A decision was made that the NICTS Integrated Court Operation System would be the primary source of the data. At the time of the fieldwork, a process was in place whereby data was collated every six months on the numbers of applications for ASBOs, interim ASBOs granted by the court, full ASBOs granted and breaches of ASBO. A computer programme was used to extract the relevant data and then a manual search conducted to obtain the background details of the person against whom the ASBO was applied for/granted (e.g. gender, date of birth, postcode etc). This data was then shared with the various data users and the data validated using the Integrated Court Operation System.

The task had been made considerably easier with the reduction in numbers of ASBOs over the last few years; only nine applications had been made in 2014 with 13 full ASBOs and four interim ASBOs granted.⁸ This recommendation can therefore be assessed as achieved.

Operational recommendation 8

All ASBOs for young people aged under 18 years should incorporate a package of support aimed at supporting behavioural change which is incorporated into the conditions of the ASBO.

Status: Achieved

DoJ response

The DoJ have had preliminary discussions with the Children and Young People and Offending Sub Group and the Northern Ireland Association for the Care and Resettlement of Offenders to consider this recommendation.

Discussions will continue, including with other relevant authorities, to agree sources of support packages, funding for support and to clarify lead agencies.

The current ASBO guidance will then be amended to reflect any agreed new process.

Update June 2013

A working group consisting of representatives from the YJA [Youth Justice Agency], the PSNI, NIACRO, NI Courts and Tribunals Service and the PPS [Public Prosecution Service] have considered the most appropriate way of meeting this recommendation.

The CJS [Criminal Justice System] understands and accepts the premise of the recommendation which is to ensure young people receive the support they need and not simply an ASBO imposing conditions and restrictions.

In taking forward this recommendation the CJS does not want to do anything which will increase the number of ASBOs awarded or which will impose further requirements and breachable conditions on young people.

The CJS also wants to ensure that young people who require support packages engage in them willingly and voluntarily and that the agencies who deliver the supports are motivated to engage the young person. It is not felt that including the support packages as a breachable part of the ASBO would achieve this outcome.

8. Some of the ASBOs granted were applied for in 2013 which explains why the number granted was larger than the number applied for. Of the ASBOs granted one interim and two full ASBOs were granted against the same individual.

Furthermore the CJS also does not want to do anything which inadvertently brings YP [young people] into the CJS.

An assessment of current practice shows that invariably all young people receiving an ASBO are already in receipt of support packages through the ASB forums. This assessment also shows that the majority of ASBOs are awarded on conviction.

Through discussions with the various CJS agencies it has, therefore, been agreed that: Where ASBOs are awarded on conviction, a package of support measures will be offered and details of these will be supplied by the relevant member of the ASB forum, to the Magistrates' Court, in support of the ASBO. It is not deemed appropriate to include the support packages as a formal part of the ASBO. The relevant member of the ASB forum will be responsible for ensuring that the support services can be delivered to the young person. Where there are additional costs as a result of implementing this recommendation, the DoJ will consider the provision of the funding needed but it is anticipated that in the vast majority of the cases, the young people will already be working with the various agencies i.e. Youth Justice Agency, NIACRO.

As current practice shows that ASBOs are invariably awarded on conviction, the CJS believes that the above arrangements will give effect to the spirit of the CJI recommendation. To put in place arrangements for the provision of support packages to young people who receive ASBOs on application, and are therefore not engaging with the CJS, would inadvertently bring them into a system we are all trying to keep them out of. It is hoped that ASB forums will, when considering young people in these circumstances, continue to consider the use of ABCs, and the provision of the necessary supports. In these instances the various community and voluntary sector organisations continue to be happy to provide any supports that are required.

CJI have indicated they are content with this approach to this recommendation.

Update June 2015

A letter issued to ASB Forums in November 2013 advising relevant authorities of the most appropriate way of meeting this recommendation.

This advice has also been included in ASB Guidance to PSNI officers.

PSNI response

This recommendation has been incorporated into the Guidance on ASB, ABC and ASB Forums document which is available to officers on PoliceNet pages. This document was shared with DoJ lead on ASB and will inform their review of the 'red book' guidelines for all agencies that have responsibility for dealing with ASB.

Inspectors' assessment

The small numbers of ASBOs sought and granted in the years since the initial inspection mean that this and the following recommendation have a lesser impact than they would have had previously. Most ASBOs were being sought against individuals who had been identified as persistent offenders and were managed through the Reducing Offending Units (a multi-agency approach where police, probation and other statutory and non-statutory partners worked together to address the offending of priority offenders) which therefore ensured they were offered a range of interventions to help them desist from offending. In addition, the introduction of additional diversionary options for dealing with young people engaged in low level offending, such as the Youth Engagement Clinics, had reduced the need for ASBOs further and had provided greater levels of supportive interventions for young people.

Inspectors were provided with a copy of the letter issued to Anti-Social Behaviour Forums in November 2013 by the Head of the DoJ Community Safety Unit. This advised of the approach to be undertaken in respect of young people who have been subject to an ASBO, including the need for them to be offered a package of support. In addition, the PSNI provided information on the five ASBOs granted in 2014 to young people aged under 18, which illustrated that all except one of the young people had either received support prior to the application to the ASBO or through the Reducing Offending process. It was therefore determined that they did not require additional support. The fifth young person was receiving support from both a statutory partner and voluntary and community organisations.

Given the changes that have been taken place since the initial inspection and the activities outlined in the agencies response, Inspectors assess this recommendation as achieved.

Operational recommendation 9

Every ASBO granted against a young person aged under 18 years should have an automatic review at six monthly intervals, with the potential for the Order to be quashed or conditions amended.

Status: Achieved

DoJ response

This recommendation will be taken forward in conjunction with recommendation number 8 and will be discussed with other relevant authorities, to agree the review process and to clarify lead agencies.

The current ASBO guidance will then be amended to reflect any agreed new process.

A letter issued to ASB Forums in November 2013 advising them of this recommendation and asking relevant authorities to ensure that processes were put in place to implement this recommendation.

This advice has also been included in ASB Guidance to PSNI officers.

PSNI response

This recommendation has been incorporated into the guidance on ASB, ABC Forums document which is available to officers on the internal PoliceNet pages.

Inspectors' assessment

As outlined above, there had been changes within the criminal justice system which meant that there were fewer ASBOs applied for and granted against young people.

The letter described above issued to Anti-Social Behaviour Forums by the Head of the DoJ Community Safety Unit also highlighted that 'Every ASBO granted against a young person aged under 18 years should have an automatic review at six monthly intervals, with the potential for the order to be quashed or to have conditions amended'.

From information provided by the PSNI on the five ASBOs granted against young people in 2014, there was evidence that reviews had been undertaken and adjustments made to conditions. This included for example, amendments to curfews and associations with other individuals.

As with the previous recommendation, given the changes that have taken place since the initial inspection and the activities described in the response above, Inspectors assess this recommendation as achieved.



Conclusion

Since the original inspection in 2012 the level of ASB had steadily been reducing and it was no longer a strategic priority for the PSNI. Whilst there continued to be a cross-departmental approach to the Community Safety Strategy the focus on ASB as a critical issue for the criminal justice system appeared to have lessened. This seemed appropriate given the reducing numbers of incidents.


Structural changes within Northern Ireland in respect of local councils and subsequently PCSPs and policing meant that there was a period of transition at the time of the fieldwork for this follow-up review. This had impacted on some aspects of the delivery of activities to address ASB including the input of PCSPs and the training and tools available to neighbourhood police officers. There is a need to ensure that resources are available to deliver interventions to tackle ASB when it arises in order to avoid a reduction in confidence from the public.

The DoJ Community Safety Unit continued to support the criminal justice system in its approach to ASB and, in line with the recommendations in the CJI report, had produced literature on ASB, collected data on Neighbourhood Watch Schemes and commissioned research into the 'Street by Street' project. Inspectors were disappointed that the level of take-up and use of this information was not higher.

The roll out of the PSNI's Customer Relationship Software provided a more improved technical solution for call handlers in dealing with repeat victims and using local priorities to make decisions about the grading of and response to calls for service. Whilst the use of ASBOs had reduced significantly, the data available on applications made and those granted, was more robust and managed through one database.

Initiatives such as Reducing Offending in Partnership and Youth Engagement Clinics had ensured that early intervention was offered to those individuals who were either involved in persistent offending or very low level offending. Guidance had been issued and acted upon in respect of young people and the provision of support services and an automatic review of the ASBO at six monthly intervals.

Of the 10 recommendations in the original report six were assessed as achieved, one as partially achieved and three as not achieved.



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