

ROTHERHAM BOROUGH COUNCIL – REPORT TO MEMBERS

1.	Meeting:-	Cabinet Member for Safe & Attractive Neighbourhoods
2.	Date:-	20th June, 2011
3.	Title:-	Accreditation and Shared Powers – Strengthening Local Community Safety
4.	Directorate:-	Neighbourhood & Adult Services

5. Summary

Following the introduction of discussions at the South Yorkshire Community Safety Partnership Group a fresh approach to the introduction of accreditation and integrated working between South Yorkshire Police and Councils is being developed.

This report highlights the background to the accreditation, benefits that may accrue and provides detail of the commencement of a project to develop possible local delivery of such a scheme in each of the local authority areas in South Yorkshire.

South Yorkshire Police (SYP) have drafted a project plan (shown in Appendix 1) and a sub regional working group is being established to explore the opportunity of the SYP accreditation of designated Council staff and, possibly, reciprocal delegation of some local authority powers to police officers and other safer neighbourhood partner agencies.

6. Recommendations

It is recommended that the Cabinet Member for Safe and Attractive Neighbourhoods;

- 6.1 Supports the principle of the Accreditation Person Scheme and agrees to the development of proposals with South Yorkshire Police to introduce accreditation to appropriate Council employees**
- 6.2 Agrees to a review of Council powers that may potentially be discharged by South Yorkshire Police personnel under appropriate delegation, and as part of the review, establish the legal and Council processes by which such delegations could be granted**
- 6.3 Requests a future report detailing proposals developed by the South Yorkshire Integrated Working Steering Group**
- 6.4 Notes that the development of proposals will require involvement and support of cross Council services including Environment Development Services and Legal & Democratic Services and shared understanding with appropriate Cabinet Members**

7. Proposals and Details

Since 2005 with the establishment in Rotherham of the partnership approach to Safer Neighbourhood Team working there has been continual development and embedding of new and innovative ways to enhance collaborative working practices.

It has always been the case that one of the objectives of working has been to ensure effective uniformed presence on the streets and thereby further enhance community confidence.

In light of developing national policy in neighbourhood policing and the need to ensure even greater efficiencies in service delivery there is now a perfect opportunity to complement partnership working by looking at the possibility of aligning front line services from a variety of organisations by considering integrated working through the brigading of powers and/or a single uniformed presence.

The approach is not new with, as early as 2006, there being Cabinet Member support to the pursue accreditation of our Neighbourhood Wardens with designated powers delegated by the Chief Constable (minute 183 of 20th March 2006). At that time such accreditation, whilst trialled in Sheffield, was not rolled out, but now there is an appetite to move forward with this agenda.

Under the Community Safety Accreditation Scheme the Chief Constable can offer suitable employers and employees an accredited status in respect of carrying out certain community safety functions as prescribed by the Police Reform Act 2002. The powers currently identified for accreditation are shown in Appendix 1 (sub Appendix A) and are in the main quick “discharge” powers eg Fixed Penalty Notices for a range of anti-social issues.

The declared intent of the Accreditation scheme is aimed at the public demand for an increase in foot patrols by uniformed personnel continues and with a well managed police involvement Accredited Persons can:

- Support Local Community Policing
- Patrol Hot spots
- Work towards achieving greater community cohesion
- Support Partnership working
- Assist in the physical appearance and management of local areas
- Gather community intelligence accessibility and visibility
- Reduce fear of crime and Anti Social Behaviour

It can be seen within this criterion Neighbourhood Wardens currently already operate and incorporate some aspects of the Accreditation Scheme. The powers, however, brought by the scheme widens the scope of direct intervention and accordingly can be seen as an exciting leap forward in achieving safe and sustainable communities. There is scope also to look to other Council staff, usually uniformed, for instance the Civil Enforcement Officers (parking) to also be included in the scheme.

A new aspect of sharing of powers, however, is that where potentially Council powers could be delegated to Police Officers for their use. The approach being about ensuring that the right people, are in the right place, at the right time and with

the right powers. Already Barnsley and Sheffield are running with reviews of Council powers which could be discharged by non Council personnel.

South Yorkshire Police have scoped a project plan (shown in Appendix 1) and a sub regional steering group is being established to explore seek accreditation and, possibly, reciprocal local authority powers being delegated to police officers and other safer neighbourhood partner agencies. Rotherham is represented by the Safer Neighbourhood Manager.

What is key is that there should be a local service that fits to the needs of the local area, and hence what may come forward for, instance Doncaster or any other Council, may not be applicable for Rotherham. Such an approach will need local decision making to ensure the correct model for the Borough.

8. Finance

The proposal to accredit designated Council staff no longer comes with a cost for both accreditation and training. This was previously estimated to be in excess of £11,000 but it has been confirmed that such costs will not be introduced.

There is a requirement for all accredited staff to wear at least a nationally required "sown on" badge and accordingly there will be a cost for uniform modification or re-design.

9. Risks and Uncertainties

As part of the accreditation scheme SYP will need to be satisfied that the employees who are wishing to become accredited are fit and proper persons, and that there are suitable procedures and policies in place to properly supervise accredited employees. These checks must meet specified criteria and standards. This will include not only criminal records checks (CRB) but also enhanced SYP vetting for all accredited persons, this is already included as part of the Neighbourhood Warden person specification. Civil Enforcement Officers are currently being CRB checked.

Delays presently being experienced by the South Yorkshire Police in providing the vetting process of accredited persons will result in delays in the accreditation of the interested parties in particular Neighbourhood Wardens.

It is important to note that communication issues may arise as there will be a required direct contact between accredited persons and the Police for the scheme to work efficiently and correctly to combat this the use of Police Airwave radios may be important however there is some reluctance in Police circles for persons outside the Police Service to be issued with such radios due the sensitive nature of the information passed through them. It may be an issue that needs addressing as information sharing is a paramount requirement of the scheme. It is worth noting also that Wardens currently have access to similar information currently through the joint briefing sessions held within the SNT's.

Proposals by the South Yorkshire Police are that all fixed penalties issued by Accredited Persons are South Yorkshire Police issue. This would only relate to those fixed penalties under powers not currently delegated to the Council.

It is worth noting that the introduction of new powers to the existing enforcement duties of staff who may be accredited is not viewed to be a challenge to current pay grading, but advice from the assessment of the Pay & Grading Panel will be sought during the development of proposals.

10. Policy and Performance Agenda Implications

Tackling Anti Social Behaviour is a key priority for the coming year as set out in the RMBC Corporate Plan

- ***helping to create safe and healthy communities, and***
- ***ensuring people feel safe where they live, particularly that Anti-Social behaviour and crime is reduced and people from different backgrounds get on well together.***

In particular the proposal contributes in ensuring that;

- People feel safe where they live
- ASB and crime is reduced
- People enjoy parks, green spaces, sports, leisure and cultural activities
- Our streets are cleaner

And fits totally within the business methodology of the Council by;

- Getting it right 1st time, reducing bureaucracy and getting better value for money,
- working with partners, and
- having the right people, with the right skills in the right place at the right time

Accordingly ensuring that anti-social behaviour is reduced and that people feel safe where they live is a key objective of the 2010/11 Neighbourhood & Adult Service plan

The approach has clear linkages to the seven outcomes of the Outcomes Framework for Social Care, and importantly contributes to ***Improving the Quality of Life***, and support to ensure ***Freedom from Discrimination or Harassment***.

The strategy takes close account of the developing Government policy drivers regarding crime, disorder, antisocial behaviour and localism, but locally is built from the statutory analysis undertaken by the partnership Community Information Unit and reported in the latest Joint Strategic Intelligence Assessment which identified Anti-Social Behaviour as a priority for the Safer Rotherham Partnership.

11. Background Papers and Consultation

- Crime and Disorder Act 1998
- Police Reform Act 2002
- The Criminal Justice and Police Act 2001
- The Anti Social Behaviour Act 2003
- South Yorkshire Police Community Accreditation Scheme; Information & Application Pack

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PROJECT DEFINITION DOCUMENT

COMMUNITY SAFETY ACCREDITATION SCHEME INTEGRATED WORKING WITH PARTNER ORGANISATION

1. Background

The Community Safety Accreditation Scheme (CSAS) allows non-policing organisations, both public and private, to apply to the Chief Constable to be granted a limited range of policing powers (Appendix A) for those of its employees that contribute towards community safety. The scheme was first created back in 2002 as part of the Police Reform Act, according to Home Office guidance the issue of police warranted powers can only be undertaken via the CSAS programme.

In 2008 South Yorkshire Police (SYP) piloted their first accreditation scheme with the Sheffield City Council City Centre Ambassadors. The scheme successfully ran for 12 months and in a very short time the local community soon provided acceptance of CSAS powers. However long term issues such as training, vetting and the re-organisation of the internal pay scales meant the pilot had to be suspended.

Since 2008 partnership working between the Local Authorities (LAs) and SYP have been further embedded and new and innovative ways are continually being sought to further enhance collaborative working practices, providing more uniformed presence on the streets and further enhancing community satisfaction.

In light of this it was considered a perfect opportunity to complement partnership working by looking at the possibility of aligning front line services from a variety of organisations by considering integrated working through the brigading of powers and/or a single uniformed presence.

In order to carry out this work authorisation will be required from Local Authorities, SYP District Commanders and any other partner agencies that wish to be involved.

2. Scoping

The Community Safety Department (CSD) within SYP has already identified four SYP district Single Points of Contact (SPOCs) and through the Police Authority Community Safety Working Group each Local Authority has identified one SPOC for each LA. Over the coming weeks it is intended that an Integrated Working Steering Group will be formed consisting of the above plus representatives from HR Development (training), Professional Standards (vetting) and any other individual who the Steering Group deem necessary to attend.

The purpose of the Steering Group is to drive the project forward by working in collaboration, sharing good practice, ideas and resources. CSD has already produced a draft Business Benefits Dependency Map (Appendix B) and flow charts showing the CSAS processes (Appendix C) and vetting processes/guidance (Appendix D)

The Steering Group will provide a strategic framework for Integrated Working and draw up a cost effective document and localised plan for each district, agreed between SYP and the LA SPOCs.

Two different localised approaches to Integrated Working have already been identified and considered:

i Local Plan 1

To create a new uniformed team of individuals with as many warranted powers from all partner agencies as is practicable. The team will be aligned to a geographical area within the district and will tackle any and all local issues in relation to public confidence and Anti-Social Behaviour (ASB)

ii Local Plan 2

To allocated warranted powers to the right people, in the right uniform, in the right place at the right time. To ensure staffing is aligned to demand management and the requirements of the local areas in order to target public confidence and ASB issues. For example a place-based analysis would be undertaken for each area to develop a rich picture that would help to prioritise joint local service delivery, issuing of the right warranted powers to the appropriate uniformed staff. To also encourage local integrated services, through Fix Penalty Notices, to spend any income generated on improving the local geographical area.

3. Project Statement

- a CSD to offer support, guidance and assistance in mapping out all organisational warranted powers throughout the projects life cycle.
- b For all organisations involved to provide the necessary resources in staff time to ensure the success of the project.
- c For the first Steering Group to meet by the end of June 2011.
- d For the project Steering Group to work together to achieve agreed objectives to produce a workable localised plan within a 12 month period from the commencement of the project.

4. Objectives

- i To explore integration working opportunities
- ii To map warranted powers for SYP and LAs
- iii To identify enablers and barriers to successful implementation
- iv To explore differences in locality requirements
- v To produce a strategic framework
- vi To identify an appropriate, fit for purpose, training programme that encompasses all organisations
- vii To agree a localised plan for each of the four districts
- viii To produce a cost effectiveness document
- ix To identify income generating opportunities that can be utilised for the improvement of local geographical areas
- x To establish a process for individuals not successful in achieving accredited status.

5. Constraints

- i Non-policing staff fail vetting and unable to obtain CSAS status
- ii Localised plans cannot be agreed
- iii Cabinet minister/administer and Chief Constable not willing to support
- iv CSAS Warranted powers may only be issued to uniformed officers/staff

6. Assumptions

- i Non-policing staff will obtain CSAS status in order to obtain police warranted powers.
- ii CSD will provide staff to offer support and guidance for the project
- iii SYP Districts and all four LAs will provide one SPOC to provide the necessary localised information and produce localised plans
- iv Each organisation will provide the necessary resources, in relation to staffing hours, and enable staff to make strategic decisions.

7. Work Breakdown

Activity	Description	Deliverables
Steering Group	SYP and LA representatives to meet bi-month	To provide strategic and local updates. Produce Terms of Reference and actions
Vetting	To identify and agree process for vetting of LA staff	To agree level of vetting for each localised plan and identify course of actions for those not achieving CSAS status
Training	To work in collaboration with SYP and LA training departments to create a fit for purpose training programme	To produce either a suitable training programme or course of action to ensure all staff trained to the necessary level
Data Collection	To collect all relevant data to ensure mapping of warranted powers achieved.	By December 2011 to produce report of warranted powers available for all organisations.
Data Analysis	This will be ongoing through the projects to inform decision making	To update at bi-monthly meetings.
Risk Assessment	To produced localised risk assessments in relation to localised plans	By December 2011
Income Generation	To identify any means, through Fixed Penalty Notices, any opportunities for income generation that could be utilised to improve local geographical areas	To project an initial report by December 2011
Strategic Plan	To produce a strategic plan incorporating vetting, training, CSAS, uniforms, LA warranted powers and cost effectiveness.	By the end of the 12 month project
Localised Plans	To produce localised plans	By the end of the 12

	on how Integrated Working can be achieved, including cost effectiveness	month project
Implementation of Localised Plans	Final report to be produced on how local plans will be completed with local project definition documents produced.	By the end of the 12 month project.

8. Resources Required

Activity	Resources	Cost
To lead and steer the programme	CSD Project Officer	None
Vetting	Vetting of LA staff to achieve CSAS Status	None
Training	To create or source a joint training package to be delivered to appropriate staff	None
Data Collection and Analysis	SYP and LA to collect and analysis strategic and local data. Utilisation of CSD Research Officer and Analysis	None
Steering Group Meetings	To attend bi-monthly meetings to update progress of project	None
Final reports and localised plans	CSD and local SPOCs to produce final reports and localised plans for implementation	None

9. Costs and Budgets

Main costs aligned to this project will be the requirement of CSD, SYP and LA districts providing the necessary staffing hours to source and produce the necessary documentation to move this project forward.

10. Risk Assessment

CSD has completed a Business Benefits Dependency Map that has incorporated LA considerations as well as SYPs (Appendix B). Localised risk assessments have been incorporated into the scoping stage for localised SPOCs.

11. Deliverables

- i Bi Monthly Working Steering Group meetings
- ii Mapping of Warranted Powers
- iii Strategic Plan for Integrated Working
- iv Localised Integrated Working Plans

12. Details of Contacts

Name	Role	SYP/LA
ACC Holt	Project Sponsor	
CI Gwyn Thomas	Programme Manager	SYP Community Safety
Rachel Lilley	Project Officer	SYP - CSD
Insp Simon Wanless	Barnsley SPOC	SYP
Supt Pete Norman	Doncaster SPOC	SYP
CI Nev Hamilton and CI Nick Whitehouse	Rotherham SPOC	SYP
Insp Helen Arden	Sheffield SPOC	SYP
Paul Brannon	Barnsley SPOC	Barnsley MBC
Mark Ford	Rotherham SPOC	Rotherham MBC
Karen Hanson	Doncaster SPOC	Doncaster MBC
Simon Mitchell	Sheffield SPOC	Sheffield CC

13. Authorisation

Rachel Lilley
Community Safety
Project Officer
19 May 2011

Powers Available

There are currently 43 powers possible to be designated to accredited persons. These are shown below with the proposed 21 powers that SYP intend to accredit being highlighted with a * (& blue in colour print).

1. Power to issue penalty notices for disorder
2. Power to issue fixed penalty notices
 - for truancy *
 - in respect of an excluded pupil in a public place
 - for cycling on a footpath *
 - for dog fouling *
 - for graffiti and fly-posting *
 - for littering *
 - in respect of offences under dog control orders
3. Power to require giving of name and address *
4. Power to deal with begging
5. Power to require name and address for anti-social behaviour *
6. Power to require name and address for road traffic offences
7. Power to require persons drinking in designated places to surrender alcohol *
8. Power to require persons aged under 18 to surrender alcohol *
9. Power to seize tobacco from a person aged under 18 *
10. Power to remove abandoned vehicles *
11. Power to stop vehicles for testing *
12. Power to stop cycles
13. Power to control traffic for purposes other than escorting a load of exceptional dimensions
14. Power to direct traffic for the purposes of escorting abnormal loads *
15. Power to photograph persons away from a police station.
16. Power to issue Penalty Notices for Disorder under Chapter 1 Part 1 of the Criminal Justice and Police Act
 - Possession of cannabis etc
 - Sale of alcohol to children
 - Purchase of alcohol by or on behalf of children.
 - Delivery of alcohol to children or allowing such delivery.
 - Buying or attempting to buy alcohol for consumption on licensed premises etc by a child *
 - Breach of fireworks curfew
 - Possession of a category 4 firework
 - Possession by a person under 18 of an adult firework.
 - Supply of excessively loud fireworks
 - Wasting police time, giving false report *
 - Using public electronic communications network in order to cause annoyance, inconvenience or needless anxiety *
 - Knowingly giving false alarm of fire *
 - Causing harassment, alarm or distress *
 - Throwing fireworks *
 - Supply of adult fireworks without a licence
 - Failure to state/maintain required information when supplying adult fireworks
 - Failure to comply with requirements regarding import of fireworks
 - Consumption of alcohol by children or allowing such consumption
 - Sale of alcohol to a person who is drunk
 - Trespassing on a railway *
 - Throwing stones at a train or other things on railways
 - Drinking in a designated public area *



BUSINESS BENEFITS DEPENDENCY MAP

Project / Programme: Integration of Powers

Contact Name: Rachel Lilley

What outputs is your project / programme going to deliver?
ENABLER: Something built / acquired / developed

What changes will need to occur in SYP to deliver the benefit?
BUSINESS CHANGE: Change which must occur within the business to utilise the enabler

What will be the results?
BENEFIT / DIS-BENEFIT: A result of change seen as positive / negative by a stakeholder. Benefits and dis-benefits must be measurable

What are the objectives of your project / programme?
OBJECTIVE: Statement of intent

E01
Produce Force Integrated Warranted Powers Infrastructure

E02
Produce Individual District Structure/ Work Plans

E03
Produce Appropriate Policy and Documentation

E04
Develop and Run Pilot Schemes at Each District

E05
Create Opportunities to Improve Income Generation

Communication: Consultation with partners (internal and external), through steering group

BC01
Implement Project Steering Group
E01 E02 E03 E4 E5

BC02
SCT and LA Executive Approval Required
E01 E02 E03 E04 E05

BC03
Produce Fit for Purpose Training Package
E01 E02 E03 E04

BC04
Map Local Authority and Policing Warranted Powers
E01 E02 E03 E04 E05

Training: Draw on current expertise and partnership involvement

B01
Distribution of Staff Through Demand Management Processes

B02
Delivery of a standard training programme to LA and Police Staff

B03
Enhance/Increase Uniformed Presence

B04
Income Generating

B05
Cost Efficiency

DB01
Reliant on District and LA Staff Working Together to Achieve End Result

DB02
Has the Potential to put Individuals Jobs at Risk

B06
Enhance and Broaden Staff Awareness and Use of Warranted Powers

B07
Additional Funds Available to Improve Local Geographical Area

B08
Bridging gap of services through disestablishment of posts

B09
Increase partnership working and joint tasking

DB03
Labour Intensive (too hard to do)

DB04
Risk if Warranted Powers Issued or Used Inappropriately

OBJ01
Improve confidence and satisfaction
B01 B02 B03 B04 B05
B06 B07 B08 B09

OBJ02
Enhance community safety
B01 B02 B03 B04 B05
B06 B07 B08 B09

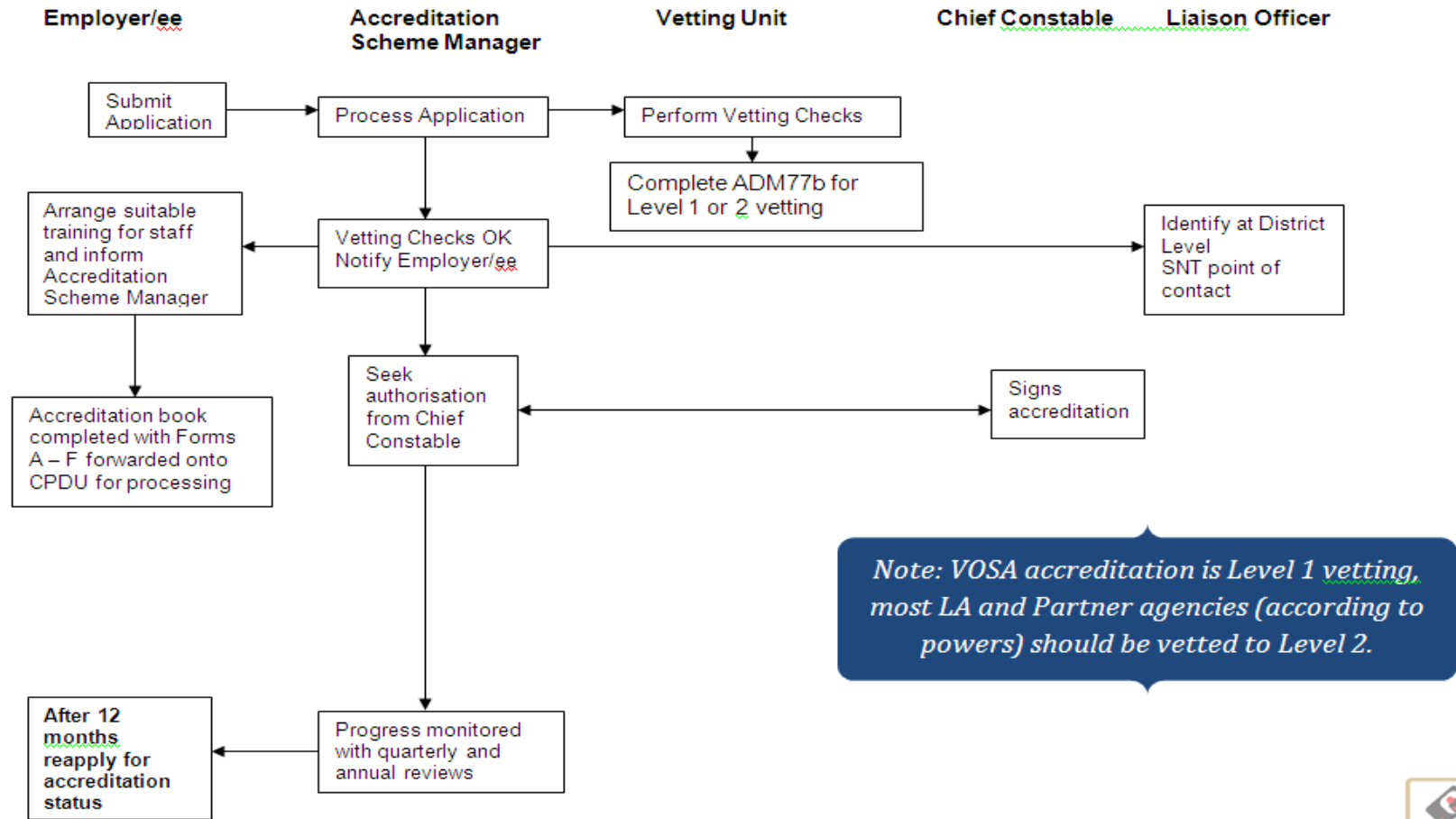
OBJ03
Tackle crime at all levels
B01 B03 B06 B08 B09

OBJ04
Use Resources Effectively
B01 B02 B03 B04 B05
B06 B07 B08 B09

DB05
Risk if Not Completed within Legislation Guidelines

DB06
Implementation may not be cost efficient

Community Safety Accreditation Scheme Process Map



Note: VOSA accreditation is Level 1 vetting, most LA and Partner agencies (according to powers) should be vetted to Level 2.



Community Safety Accreditation Scheme Vetting Processes/Guidance

