

July 2010 – December 2010

Overview and Scrutiny Review
Sustainable Communities Scrutiny Committee

Community Safety Wardens

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1. Introduction

- 1.1 At its meeting held on 3 June 2010, the Sustainable Communities Scrutiny Committee agreed to set up a Task and Finish Group to review the Community Safety Warden Service, to ensure that value for money was being achieved and services were not being duplicated. It was agreed that this work would be undertaken through a series of meetings and interviews with relevant stakeholders.
- 1.2 Cheshire East Council had inherited two existing warden services from Congleton Borough Council and Crewe and Nantwich Borough Council. Macclesfield Borough Council, on the other hand, had Environmental Enforcement Officers, who focused on the Clean Safer Neighbourhood Agenda and mainly dealt with fly tipping offences. As a result, a review was undertaken to harmonise and integrate the existing services into one service that would be in a better position to deliver the objectives of Cheshire East Council in a more focused and cost effective manner. The Task and Finish Group wanted to ensure that this vision had been achieved.
- 1.3 The Group reached a number of recommendations on the service and its development:

Recommendations

1. That the Community Warden Service be reduced from 12 to 7 full time equivalent members of staff, operating one per LAP area, but not exclusive to the LAPs, and continuing with the existing reporting arrangements.
2. That the Community Safety Wardens attend the relevant LAP meetings as and when required.
3. That all home and fire safety issues be undertaken by the Fire Authority.
4. That all crime prevention issues be undertaken by the Constabulary.
5. That all educational activities currently delivered by the Community Safety Wardens be delivered by the Police and Fire Authority.
6. Those local performance indicators, such as the Completion of a Performance Framework Report, be introduced for the service.
7. That communication between the Community Safety Wardens and other agencies be strengthened.
8. That the Civil Enforcement Officers be trained to deal with Community Safety Warden issues

2.0 Summary

- 2.1 The aim of the Community Warden Service is to reduce crime, reduce the fear of crime, improve the environment and help in crime prevention and social inclusion. Part of this work is also undertaken by Cheshire Constabulary and Cheshire Fire and Rescue Service. The wardens have an in depth knowledge of their neighbourhoods and they are

believed to be trusted and respected, however there is a lack of quantitative evidence to back up their effectiveness.

2.2 Following completion of the review the Task and Finish Group agreed the Community Safety Wardens provide a valuable service as they:

- Work flexibly
- Can be deployed across many areas
- Are within control of the authority
- Augment other agencies

2.3 There are however, slight areas of gaps between the relevant agencies and within the internal system such as coordination between streetscene, PCSOs and the Wardens.

2.4 While some services could easily be dealt with by other departments or agencies, it became clear that certain services could only be dealt with by the Community Safety Wardens. For example with regard to taxi enforcement, dog fouling, abandoned vehicles, dog warden duties and environmental enforcement, the PCSOs would deal with these issues as and when they occurred, however they did not have the resources to deal with them on a permanent basis or as a priority.

2.5 Cheshire Fire and Rescue Service had the capacity to take on additional duties, however they did not currently have the powers to issue fixed penalty notices. Giving the service these powers may have a negative impact on the service as it currently has a good relationship with the general public and would not want to be seen as a law enforcement agency.

2.6 It was agreed that the on costs for the service are high and that this should be reviewed, ensuring that the relevant internal departments and external agencies are recharged for services undertaken by the Wardens on their behalf.

3.0 Membership of the Task and Finish Group

3.1 The Members of the Task and Finish group were:

Councillor P Edwards – Chairman
Councillor D Flude
Councillor D Hough
Councillor B Livesley

4.0 Terms of Reference

- To review service delivery
- To ascertain whether or not there are any overlapping services
- To investigate what services are unique to the Community Safety Wardens
- To investigate best practice

5.0 Witnesses

- Councillor R Bailey - Portfolio Holder for Safer and Stronger Communities
- P Hartwell - Head of Safer and Stronger Communities
- T Potts – Community Safety Manager
- A Marsden – Cheshire Constabulary - Superintendent Eastern
- E Morris – Cheshire Fire and Rescue Service
- P Waters – Susceptor Security Services Ltd
- J Melrose - Susceptor Security Services Ltd

Timeline

Date	Meeting/Site Visit
3 June 2010	Sustainable Communities Scrutiny Committee receive a presentation and agree to set up a Task and Finish Group
	Task and Finish Group – Agreed Terms of Reference
15 July 2010	Task and Finish Group – Interview Councillor R Bailey and T Potts
8 September	Task and Finish Group – Interview P Hartwell and E Morris
6 October 2010	Task and Finish Group – Interview Susceptor Security Services and Superintendent A Marsden
20 October	Task and Finish Group – Agree recommendations and format for final report
10 November 2010	Task and Finish Group - Meeting to discuss the final report
2 December 2010	Final Report to the Sustainable Community Scrutiny Committee
20 December 2010	Report to Cabinet

6.0 Community Safety Wardens

- 6.1 Community Safety Wardens are civil uniformed staff employed by the local authority to undertake various duties related to environmental enforcement, crime and disorder and address areas of public concern. This is achieved by working in partnership with the local community and its partners, to provide a safer environment in which to live, work and visit. The provision of a uniformed community patrol offers and promotes community reassurance, leading to a reduction in crime and most importantly the community's perception of crime.

6.2 The main objectives of the service are to:

- Provide a highly visible uniformed presence to reduce the fear of crime and promote public reassurance.
- Address issues relating to anti social behaviour through proactive and reactive enforcement and education.
- Encourage and enforce the safe and proper use of outdoor recreational areas and public open space.
- Adopt a proactive role in encouraging all sections of the community to use public open spaces for supporting activities and environmental appreciation.
- Enforcement of Hackney Carriage and Private Hire license conditions.
- Environmental Enforcement.

6.3 There are 12 full time positions; however there are currently 4 vacant posts, the budget for which is:

	Community Safety Wardens	Dog Wardens
FTE	10	2
Direct employee expenses	266703	69052
Indirect expenses		
premises		23200
Transport	13650	17200
Supplies and Services	30156	41629
Third Party Payments	5044	
Customer and Clients Receipts	-21447	-8471
Grants, Reimbs & Contributions	-4570	
Grand Total	289536	142610

6.4 The current duties and responsibilities of the wardens are:

- Targeted patrolling
- Promote community safety
- Assist the Police with special events
- Support Council staff
- Deal with abandoned vehicles
- Presentations to schools
- Reduce the fear of crime
- Crime prevention
- Taxi enforcement
- Environmental enforcement
- Assist the DVLA with vehicle offences
- Community education initiatives
- Stray dogs and dog control
- Gypsy and traveller liaison

6.5 *Deployment from February to June 2010*

- Education – 20%
- Environmental Enforcement - 38%
- Anti Social Behaviour – 42 %

6.6 The normal operating hours are between 8am and 10pm, Monday to Saturday; however a flexible approach is taken. Their work is demand led with Wardens tackling 'hotspots'. A profile of each ward was being undertaken in consultation with community representatives to help develop this picture. They plan each shift based on reports received together with information from partners and the community. Areas are assessed for potential problems and contact is made with local representatives to gather the latest information

6.7 The Wardens wear a uniform similar to that of the Constabulary to give assurance and a degree of authority; the Wardens also have vans that are marked in a similar way to the Police vehicles.

6.8 The Wardens have powers under The Police Reform Act and are accredited with Cheshire Constabulary. These additional powers enable wardens to issue penalty notices for disorder along with additional powers to deal with offences such as the confiscation of alcohol from minors.

6.9 The Wardens also have powers to issue penalty notices for dog fouling, litter and abandoned vehicles. The environmental work is governed by the Environmental Protection Act 1990 and the Clean Neighbourhood Act 2005.

6.10 Wardens educate people about acceptable behaviour by:

- Attending community meetings to discuss social and environmental nuisance
- Giving talks to groups about anti social behaviour
- Visiting schools and youth groups
- Undertake the Junior Neighbourhood Wardens Scheme, like to bike scheme and Cheshire Fire Brigade Kooldown Project

7.0 Police Community Support Officers (PCSOs)

7.1 The primary role of the PCSO is to provide a visible and uniformed presence in order to contribute to the reduction of crime and disorder and public reassurance and quality of life throughout Cheshire East.

7.2 The PCSOs meet this aim by:

- visible intelligence-led public patrol in uniform;
- attending, when directed, incidents of crime and disorder, in particular:
 1. anti-social behaviour;
 2. criminal damage;

3. behaviour that otherwise reduces the quality of life of the community and the local environment

- co-operating with other relevant agencies to find solutions to local community safety concerns;
- providing crime reduction and community safety advice to groups and individuals;
- collating and disseminating relevant community safety intelligence according to agreed Information Sharing Protocols;
- undertaking other duties to meet the Aim that may from time to time be directed by the local Neighbourhood Policing Team Sergeant, in consultation with the nominated Council Contact;
- attendance, whenever possible, at the Joint Surgeries held once a month;
- production of the monthly 'COPs' newsletter;
- continuation of the Community Speed Watch and driver initiatives when priorities deem this to be a requirement;

7.3 Powers of the PCSOs

- Power to issue fixed penalty notices for cycling on a footpath
- Power to issue fixed penalty notices for littering
- Power to issue fixed penalty notices in respect of offences under dog control orders
- Power to require name and address
- Power to require name and address for anti-social behaviour
- Power to require name and address for road traffic offences:
- power to require persons drinking in designated places to surrender alcohol:
- Power to require persons aged under 18 to surrender alcohol
- Power to seize tobacco from a person aged under 16
- Power to enter and search any premises for the purposes of saving life and limb or preventing serious damage to property.
- Power to seize vehicles used to cause alarm
- Power to remove abandoned vehicles
- Power to stop cycles
- Power to control traffic for purposes other than escorting a load of exceptional dimensions:
- Power to carry out road checks
- Power to place signs
- Power to enforce cordoned areas
- Power to stop and search in authorised areas
- Power to photograph persons away from a police station

7.5 PSCO will also work within the discretionary powers that have been designated by the Chief Constable of Cheshire.

- Power to issue penalty notices in respect of offences of disorder for :
 1. Sale of alcohol to a person under 18
 2. Purchase of alcohol for a person under 18

3. Delivery of alcohol to a person under 18 or allowing such delivery
4. Breach of fireworks curfew
5. Possession of a category 4 firework
6. Possession by a person under 18 of an adult firework
7. Throwing fireworks
8. Consumption of alcohol by a person under 18 or allowing such consumption
9. Buying or attempting to buy alcohol by an under 18
10. Sells or attempts to sell alcohol to a person who is drunk
11. Trespassing on a railway
12. Throwing stones at a train
13. Drinking in a designated public area
14. Power to issue fixed penalty notices for truancy
15. Power to issue fixed penalty notices for dog fouling
16. Power to issue fixed penalty notices for graffiti and fly-posting

- Power to enforce byelaws:
- Power to deal with begging
- Power to disperse groups and remove persons under 16 to their place of residence
- Power to remove children in contravention of bans imposed by curfew notices to their place of residence
- Power to remove truants to designated premises etc
- Power to search for alcohol and tobacco.
- Limited power to enter licensed premises
- Power to stop vehicles for testing
- Power to direct traffic for the purposes of escorting abnormal loads.

7.6 There are currently 67 PCSO's, 16 of which are funded by the Borough Council at a cost of £11,800 per warden, per annum. The deployment of the PCSO's is as follows:

Area	Number of PCSOs	Funding
Crewe	19	Cheshire East Council Wulvern Housing Trust Police Authority Shavington Parish Council CDRP
Nantwich	4	Police Authority Cheshire East Council
Congleton	15	Relevant Town/Parish Councils Police Authority
Macclesfield	17	Cheshire East Council Police Authority Relevant Parish Councils
Knutsford	4	Cheshire East Council Police Authority Relevant Parish Councils
Wilmslow	8	Police Authority Cheshire East Council

8.0 Fire Authority

8.1 Cheshire Fire and Rescue Service has an evolving role that has moved beyond just dealing with fires, indeed only 3-4% of the service time is taken up with operational activity. The Community Safety Team has 17 officers and the work is based around preventative action as this is the most efficient ways to reduce costs and prevalence of fires. Carrying out some preventative action has the consequence of impacting on other elements of community improvement. For instance, tackling the causes of small fires has a big impact on the general causes of anti social behaviour. The fire authority has considerable experience of partnership working and deals with the following community safety issues:

- *Home Safety Assessments*
Free targeted intervention raising awareness of fire safety and installation of state of the art fire protection
- *Driver Engagement Days*
A unique partnership with Cheshire Constabulary which offers an alternative solution to driver's behaviour
- *Motorway Engagement Days*
Engaging with drivers, highlighting the dangers of tiredness and distance
- *Drive Survive*
Educating and changing young drivers behaviour
- *KS2 Fire Programme*
Children ranging from 7-11 years old are educated to develop safety lessons for life
- *Domestic Abuse Family Unit*
Giving peace and re-assurance to the victims of domestic abuse
- *Deafness Support Network Advocacy*
Fitting wireless smoke alarms with vibrating pads strobe lights for people with hearing disabilities.
- *Contact Assessments*
Simple needs assessment for over 65's which creates support from health and social care
- *Volunteers*
The service has 500 volunteers who add capacity to the full range of community interventions
- *Volunteer Post Fire Support Team*
They deliver a range of services including Post Fire Support Team, safety Team, Historical Team and the Red Cross Support Teams which enhance delivery
- *Migrant Impact Advocacy*
Targeted support for emerging communities delivered in partnership across the sub region to improve the health, safety and welfare of minority groups
- *Age Concern Advocacy*
Working with the sector tackling health inequalities, especially with those over 65 and living alone.

- *Cheshire Fire and Rescue Service Cadets*
27 cadet units throughout Cheshire, Halton and Warrington making a positive contribution to communities and charitable projects.
- *Prince's Trust Teams*
National award winning franchise delivers 80% of 17 to 25 year olds into full time education.
- *Targeted Youth Interventions Team*
Reducing anti social behaviour and deliberate fires
- *Firesafe Scheme*
Firesafe counsellors deliver early interventions which educate and change behaviour
- *Data Sharing*
Share data with a range of partners including health and social care to design early interventions and deliver them to the vulnerable.

9.0 External Service Provider

9.1 Susceptor Security Services LTD is a private organisation which could replace the majority of the work of the Community Safety Wardens by utilising mobile security patrols. It could maintain the level of service expected by the authority as it has a comprehensive training regime, officers with a Constabulary background and an understanding of the problems faced by the wardens on a regular basis. Previous experience of undertaking the Community Safety Service at another local authority includes dealing with offence such as, fly tipping, dog fouling and anti social behaviour. The private sector could also offer:

- Later and more flexible working days
- More staff
- Greater resilience
- Flexible working
- Greater adaptability
- Flexible rotas
- Knowledge of legislation
- Dog patrols in areas of anti social behaviour
- Dual roles
- Intelligence gathering
- Risk assessments
- RIPA completion if required
- Police liaison
- Security services
- Collection of dangerous dogs and dog warden service.

9.2 Susceptor Security Services LTD highlighted that they would be willing to undertake all the services currently provided by the Community Safety Wardens including the issue of fixed penalty notices.

10.0 Discussion of issues

10.1 Duplication of services

Through interviews with the Community Safety Manager, Cheshire Constabulary and Cheshire Fire and Rescue Service, it became evident that there was a duplication of some of the services being carried out. All three agencies were undertaking an element of education. The Community Safety Wardens and Constabulary were both undertaking crime prevention issues and the Community Safety Wardens and Cheshire Fire and rescue Service were both undertaking home and fire safety issues. A table showing the overlap is attached at Appendix A. The Group felt that services should be streamlined to ensure that there is not an overlap of services, therefore creating better value for money. The proposals are attached at appendix B.

10.2 Deployment of the Community Safety Wardens

The Group felt that the service could be streamlined by deploying one Warden per LAP Area. This would enable the service to be reduced to 7 wardens, continuing to report to the Community Safety Manager and attending the relevant LAP meeting as and when required.

10.3 Performance indicators/benchmarking

The Portfolio Holder for Safer and Stronger Communities and Head of Safer and Stronger Communities highlighted to the Group that there were not any local performance indicators or any benchmarking exercises undertaken. Without this information it was impossible to assess the effectiveness of the service.

The PCSOs were required to fill out a Performance Framework Report, which recorded outcomes against anti social behaviour and locally identified priorities such as vehicle crime, public confidence and reassurance. An annual report evidencing outcomes and reviewing areas for improvement would then be completed. The Group agreed that such a framework should also be introduced for the Community Warden Service.

10.4 Communication

Resulting from the interview with Superintendant A Marsden, it became apparent that communication between the PCSOs and Community Safety Wardens could be improved as systems had broken down since the inception Cheshire East Council. However a new I Doc computer System was due to be introduced which could alleviate some of the problems.

10.5 Civil Enforcement Officers

Civil Enforcement Officers currently only deal with parking issues, the Group agreed that they should be trained to deal with Community Safety Warden tasks, such as issuing fixed penalty notices as and when instances occur.

10.6 Junior Neighbourhood Warden Scheme

There is a junior warden scheme for 8 to 13 year olds which teach them about being a good citizen and environmental issue. The group felt that this was an excellent scheme which should be promoted.

11.0 Background Information

Background on Community Safety Wardens

Procedure for the removal of abandoned vehicles

Budget Information

Minutes of the Sustainable Communities Scrutiny Committee

Examples of Other Authorities Community Safety Wardens

Information relating to the PCSOs

Monthly PCSO Performance Framework

Information from Cheshire Fire and Rescue Service

PCSO SLA

CURRENT ILLUSTRATION OF ROLES & RESPONSIBILITIES OF “CRIME & GRIME” PARTNERSHIP TEAMS – Appendix A

POLICE							LOCAL AUTHORITY					FIRE			
Crime & Disorder							Liveability Agenda					Fire & Rescue			
Level 2 Serious Crime	Level 1 Volume Crimes	Low Level Disorder	Neighbourhood Policing	Home safety/Crime Prevention	ASB	Reassurance & Feeling Safe	Environmental Issues & Enforcement	Streetscene Contract Monitoring	Links to Public Agencies	Vulnerable Groups C&YP etc	Social Inclusion & Cohesion	Home Safety	Fire Safety	Fire Prevention	Emergency Response
POLICE OFFICERS												FIRE OFFICERS			

PCSO'S

COMMUNITY WARDENS

PROPOSED ILLUSTRATION OF ROLES & RESPONSIBILITIES OF “CRIME & GRIME” PARTNERSHIP TEAMS – APPENDIX B

POLICE							LOCAL AUTHORITY					FIRE			
Crime & Disorder							Liveability Agenda					Fire & Rescue			
Level 2 Serious Crime	Level 1 Volume Crimes	Low Level Disorder	Neighbourhood Policing	Home safety/Crime Prevention	ASB	Reassurance & Feeling Safe	Environmental Issues & Enforcement	Streetscene Contract Monitoring	Links to Public Agencies	Vulnerable Groups C&YP etc	Social Inclusion & Cohesion	Home Safety	Fire Safety	Fire Prevention	Emergency Response
POLICE OFFICERS												FIRE OFFICERS			
PCSO'S															
							COMMUNITY WARDENS								