Anti-Social Behaviour

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Policy Statement

Summary

West Yorkshire Police complies with Authorised Professional Practice (APP), which contains information to assist policing, and has established a local policy procedure outlining what constitutes anti-social behaviour (ASB) and how we will deal with ASB in a manner that protects vulnerable and repeat victims.

This policy aims to:

- Standardise how ASB calls for service are dealt with;
- Provide early indication of repeat and vulnerable victims;
- Incorporate problem solving methods to tackle ASB;
- Share responsibility for tackling ASB across all departments in order to provide a more effective response;
- Standardise data recording, ensuring all ASB incidents are captured in order to provide an accurate assessment of the problem;
- Implement and maintain a three-strand strategic approach of prevention, enforcement and support and resettlement; and
- Prioritise safeguarding repeat and vulnerable victims throughout every stage of tackling ASB.

Scope

This policy applies to all police officers and police staff.

Principles

General

This policy addresses how West Yorkshire Police will:

- Manage effective call handling, logging information from the first point of contact to highlight repeat and high risk cases;
- Assess risks to victims early in the call handling process;
- Use a robust community engagement process to identify issues causing the most harm;
- Manage ASB hotspots, repeat locations, victims and offenders;
- Share information between local agencies and different police departments;
- Embed preventative policing to maximise opportunities in preventing public harm and reducing demand through effective, sustainable and cost effective partnership orientated problem solving approaches to tackle identified ASB issues; and
- Ensure the Victim's Journey principles are championed.

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Anti-social behaviour (ASB)

- West Yorkshire Police defines anti-social behaviour (ASB) as:
 "Crime or disorder that causes people harassment, alarm or distress by virtue of the cumulative impact of repeated incidents that in isolation may not be a serious concern".
- Anti-social behaviour includes a variety of behaviour covering a whole complex of selfish and unacceptable activity that can blight the quality of community life.

Hate crime

- Any crime that is perceived by the victim or any other person to be motivated by hostility or prejudice, based on a person's:
 - Disability or perceived disability;
 - Race or perceived race;
 - Religion or perceived religion;
 - o Sexual orientation or perceived sexual orientation; and/or
 - o Transgender identity or perceived transgender identity.
- A non crime hate incident must always be assessed for clear evidence of hostility and, if this does not exist, a non crime hate occurrence must not be recorded. Non crime hate incidents must only be recorded to enable Neighbourhood Policing Teams to monitor community tensions. Under no circumstances must a suspect be ever linked to a non crime hate occurrence.
- Please refer to the Hate Crimes and Non-Crimes policy for more information.

Begging

- The Force recognises that most street users will have complex support needs and whilst isolated enforcement interventions may go some way to lessen the negative impact of street activity on local communities, it will not enable positive lifestyle changes for members of the street population.
- In order for enforcement initiatives to be effective they must be accompanied by comprehensive packages of appropriate and accessible support, tailored to individual needs.
- The issue of begging must therefore be initially considered and addressed from a supportive position. Each case must be taken on its own merits and work must be undertaken to identify the root cause of underlying behaviour.
- WYP must work in partnership with other organisations to attempt to identify and provide those tailored packages of support with or without enforcement. Enforcement must, however, be considered as the last resort when dealing with the issue.

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Vulnerable and Repeat Victims

Definition of vulnerability

• The following has been adopted as a working definition:

"A victim is vulnerable if the conduct in question causes an adverse impact on their quality of life. Adverse impact includes the risk of harm; deterioration of their health, mental or emotional wellbeing; or an inability to carry out normal day-to-day routine through fear and intimidation".

Assessing vulnerability

In assessing vulnerability, consideration must also be given to:

- The age of the victim (particularly under 17 years, but also in terms of the elderly);
- If the victim suffers from a mental disorder within the meaning of the Mental Health Act 1983;
- If the victim has mental or physical ill health or impairments;
- The social and cultural background and ethnic origins of the victim;
- If the victim has a physical disability or is suffering from a physical disorder;
- The domestic and employment circumstances of the victim;
- If they are a repeat victim;
- Motivation for the offending being borne out of hatred; and
- Any views expressed by the victim.

When dealing with vulnerable and repeat victims, individuals must also refer to the Safeguarding Vulnerable Adults policy.

Risk assessment matrix

- Where a victim is identified as potentially vulnerable, either through use of the initial screening questions or officer judgement, the full vulnerability risk assessment matrix must be applied unless a Safeguarding Referral Form 263 is also being submitted.
- The risk assessment can be conducted in person or on the telephone.
- See Vulnerability Risk Assessment Matrix (ASBO21).

Responsibilities All Individuals

Responsibilities

• While Neighbourhood Policing Teams (NPTs) have primary responsibility for addressing ASB issues within their area, it is the shared duty of all individuals across all districts and departments to apply a preventative mindset and problem solving approach.

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- Individuals must ensure all reports of ASB made to the police, regardless of the reporting pathway, are captured on a Storm log to allow analysis by the Anti-Social and Vulnerability Analysis Tool (ASVAT) and business intelligence applications.
- The officer in case (OIC) of any crime or incident linked to ASB must adopt a preventative mindset and consider an early intervention or a problemsolving approach to tackle any issue which has every likelihood of being repeated and which may cause harm, or if it is clearly evident that the issue is already ongoing, to protect vulnerable and repeat victims.
- The Customer Contact Centre (CCC) will ensure all Storm ASB logs are closed with the appropriate Code.

Customer Contact Centres (CCC)

Responsibilities

Individuals who are an operator in the Customer Contact Centre (CCC) are responsible for:

- Identifying and recording vulnerable victims, crime types and the impact ASB is having on a person, and ensuring action is taken to address the problem;
- Deciding on and allocating an appropriate response to the call based on the risk and vulnerability of the caller and in line with the Demand Management policy;
- Providing the attending officer with any relevant information relating to the history of the call, vulnerability and ongoing investigations; and
- Applying proportionality, common sense and discretion when deciding, based on the available facts, whether a report perceived by the reporting person as motivated by hostility should or should not be recorded as a non crime hate incident.

Hate Crime Co-ordinators (HCCs)

Responsibilities

- Hate crime co-ordinators (HCCs) must apply their expertise in assessing whether there is clear evidence of hostility in a reported incident.
- Where the CCC has recorded a non crime hate incident, it is the responsibility of the HCC to ensure that the occurrence is cancelled in error if it has already been pushed to Niche.

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NPT Inspector/ASB Hub Supervisor (or equivalent)

Responsibilities

Districts are responsible for ensuring that an identifiable role has accountability for regularly dip sampling ASB Storm logs and confirming that:

- The appropriate level of response has been given to each of the incidents;
- All recontact has been completed as requested; and
- A non-crime Niche occurrence was created for all identified red and amber incidents requiring further interventions.

Furthermore, districts are responsible for analysing a range of data and utilising business intelligence applications to:

- Identify ASB hotspots and demand generators;
- Ensure that a partnership orientated problem solving approach is considered to address the issue; and
- Ensure assessment, tasking, partnership work and targeted activity is captured and monitored through a referral to a District Solving Problems in Neighbourhoods (SPIN) meeting and/or the creation or a High Demand Management (HDM) or Problem Solving Occurrence (PSO).

Safeguarding Units (SGUs)

Responsibilities

SGU staff are responsible for:

- Reviewing and assessing referrals according to vulnerability and, where appropriate, supervisors will arrange for the recording of Storm ASB/ vulnerability flags; and
- Liaising with NPTs in order to provide an effective, joined up approach.

Initial Contact

Customer Contact Centres (CCC)

Summary

- Customer Contact Centres (CCC) must ensure that vulnerable victims, crime types and the impact ASB is having on the individual are identified, recorded and appropriate action is taken to address the problem/concerns.
- Operators who receive an ASB call will decide the appropriate grading according to the risk and vulnerability in line with the THRIVE model.
- The CCC operator will then pass the Storm log to the relevant ACR desk who will review the log and allocate resources as appropriate.

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Categories

• Anti-social behaviour falls into three categories according to the National Standards of Incident Recording – personal, nuisance or environmental.

Vulnerability question set

- Storm will automatically generate a question set if an ASB call is received relating to:
 - Personal ASB (Code 801)
 - Nuisance ASB (Code 802)
 - Environmental ASB (Code 803)
 - Hate ASB (Codes 804, 805, 806)
 - Hate crime or incident (Codes 621, 622)
 - Harassment (Code 405)
 - Criminal damage (Codes 480, 481)
 - Assault (Codes 400, 403)
 - Public Order (Code 401)
- These questions help to identify:
 - The vulnerability of the caller;
 - o Repeat victims;
 - o The level of risk involved; and
 - o What contact the caller would like from their local NPT.

Identifying the caller's needs

- Individuals must consider the circumstances, risk, threat and any associated vulnerability to identify the most appropriate grading and response.
- The decision must take account of:
 - Previous call history;
 - Identified vulnerability from the question set answers; and
 - Storm vulnerability flag and accompanying instructions.

Related policies

Operators must also refer to:

- Demand Management policy
- Safeguarding Vulnerable Adults policy
- Stalking and Harassment policy
- Crime Recording and Finalisation policy
- Hate Crimes and Non-Crimes policy

Neighbourhood Policing Teams (NPTs)

Direct calls

- If the public contact their NPT directly, an officer may be in a position to deal with the ASB issue.
- However, the must still:

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- Assess vulnerability at this stage (as above); and
- o Record the incident on a Storm log when it is reported to them.
- This allows for repeat and vulnerable victims to be identified and for a vulnerability assessment to take place through the ASVAT process.

Attending Officer

Responsibilities

When attending an ASB call, as a police officer or PCSO, individuals must:

- Demonstrate a preventative mindset and problem solving approach;
- Ensure that the issue is dealt with:
 - o There and then; or
 - By an ongoing plan or investigation;
- Complete any actions identified on the Storm vulnerability flag for ongoing ASB issues;
- Make an initial assessment of the vulnerability of the caller and consider referring to Safeguarding/NPT;
- Ensure all evidence is secured and recorded including any body worn video (BWV) footage, in line with the Victim's Journey principles; and
- Ensure the caller is fully informed of all actions taken and any future plans.

Problem Solving

Summary

- A preventative mindset and problem solving approach must be adopted to tackle ongoing ASB issues and, in particular, to protect vulnerable and repeat victims.
- Assessment, tasking, partnership work and targeted activity must be captured and monitored through a referral to a District Solving Problems in Neighbourhoods (SPIN) meeting and/or the creation of a High Demand Management (HDM) or problem solving occurrence (PSO).
- The Force What Works Well library and CoP Knowledge Hub are available to consult in order to identify best practice and the most effective approaches to tackling anti-social behaviour.
- While this policy is specific to ASB, reference must also be made to the Force generic Problem Solving Approach to Ward-Based Action Plans, which gives an overview of the principles and methods employed in effective problem solving.
- This document is to be used in conjunction with the West Yorkshire Police Prevention and Problem Solving Strategy 2023 to 2025.

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Identifying issues for problem solving

- ASB issues requiring a problem solving approach are mainly generated through the Anti-Social and Vulnerability Analysis Tool (ASVAT) which:
 - Identifies ongoing ASB/vulnerability issues;
 - o Highlights repeat and/or vulnerable victims; and
 - Assigns levels of risk to these issues.
- Other repeat identification models, for example figures provided by the Force analyst or through use of business intelligence applications, must also be used in conjunction with the ASVAT tool.
- All incidents risk assessed as red or amber must be considered for a Niche non-crime Problem Solving Occurrence. See Problem Solving on Niche.
- Assessment, tasking, partnership work and targeted activity must be captured and monitored through a referral to a district Solving Problems in Neighbourhoods (SPIN) meeting and/or the creation of a High Demand Management (HDM) or Problem Solving Occurrence (PSO).

Anti-Social Behaviour, Crime and Policing Act 2014

Principles

- The Anti-Social Behaviour, Crime and Policing Act 2014 includes two specific measures, designed to give victims and communities a say in the way that complaints of ASB are dealt with and to help ensure that victims' voices are heard.
- These measures are:
 - The ASB Case Review/Community Trigger this gives victims of persistent ASB the ability to demand a formal case review where the locally defined threshold is met, in order to determine whether there is further action that can be taken. The relevant bodies in the local area must agree on, and publish, their Community Trigger procedures.
 - The Community Remedy this gives victims a say in the out-of-court punishment of perpetrators of ASB when a Community Resolution, Conditional Caution or Youth Conditional Caution is chosen as the most appropriate response.

Anti-Social Behaviour Principles

 Individuals must refer to the Home Office Anti-Social Behaviour Principles, which act as a guide in seeking to deliver the best possible outcomes for victims of ASB.

Powers

- The Anti-Social Behaviour, Crime and Policing Act 2014 has simplified the previous powers:
 - o Criminal Behaviour Order
 - Civil Injunction

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- Community Protection Notice
- Dispersal Power
- Public Space Protection Order
- Expedited Public Space Protection Order (E-PSPO)
- Closure Powers
- Lower level warnings which can be used by NPT officers and PCSOs include:
 - ASB Warning Yellow and Red; and
 - Acceptable Behaviour Contracts (ABCs).
- These are not set out in law but can be used by numerous agencies, for example Local Authorities can issue these to their tenants.
- Both these types of warning can include specific behaviours that must either stop (e.g. being part of a group of more than three people) or include a positive requirement on the individual (e.g. to attend school regularly).
- See Home Office guidance Anti-Social Behaviour Powers Statutory guidance for frontline professionals.

Anti-Social and Vulnerability Analysis Tool (ASVAT)

General

- ASVAT was launched in West Yorkshire Police on 2 December 2019. This
 process replaced the manual District ASBAT download system.
- ASVAT is Corvus based and has built in links between Storm and Niche.
 ASVAT automatically downloads closed Storm incidents which are finalised on specific ASB Fin Codes every three minutes for officers to review.
- The ASVAT tool enables officers to review ASB and vulnerability calls to minimise and manage risk. Staff can effectively identify repeat victims and/ or create a Problem Solving Occurrence, which will outline the problem, determine the response and record actions taken. This enables police and partners to be transparent and can be held to account/audited if required.
- All frontline officers automatically have access to the ASVAT system from the initial menu screen on Corvus. ASB officers, Neighbourhood Support Officers (NSOs) and NPT supervision must all have manager access to the Tasking system on Corvus. Any other person who requires access to the ASVAT system must complete an IT Self Service Request detailing their need and requirements.

Initial risk assessment

- ASB officers and NSOs must review the incident logs on a daily basis for their ward areas and:
 - Conduct an initial risk assessment of the ASB incidents recorded on the ASVAT system;
 - Link the incident to any involved persons via their Single Enterprise
 View (SEV) profile on Corvus;

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- Grade the incident/person as red, amber or green based on the ASB service standards (see below and colour code the spreadsheet entry as appropriate);
- Highlight any pattern or vulnerability to the appropriate NPT supervision for consideration for a Problem Solving Occurrence (PSO);
- If a PSO is already in existence for the subject, caller or offender, update the OEL on the Niche occurrence and send a task to the OIC; and
- Review the incident logs for missed crimes and record appropriately for CDI compliance.
- Reports of ASB received via other reporting methods, e.g. telephone, letter form other departments, partners or the public, must be incorporated into the ASVAT process at this stage by either a user manually adding an incident to the ASVAT system or completing an Excel upload.

ASB Service Standards

ASB risk assessment framework	Intervention plan
Green (low level incident)	
Isolated incident	Apply minimum standards for attendance at an ASB call
Incident outside hotspot area	Apply re-contact/revisit policy
No risk of physical injury or damage to property	Consider referral to external agencies
No likelihood of escalation	 Apply recording and management process on Storm/Niche; and DIP sampling/audit process
Amber (medium level incident)	Above applies in conjunction with the following:
Repeat: • Location; or • Victim	 Allocate to an NPT sergeant; and Consider referral to a district SPIN meeting; and/or Develop a problem solving plan on Niche using the SARA model
Victim is also identified as vulnerable through:	Consider referral to:
 Mental or physical ill-health or impairments; Physical disability or is suffering from a physical disorder; Age; Part of a BME group where there are raised ethnic tensions in area; Cultural or social differences; Domestic or employment circumstances; Religious or political opinions; 	 District Safeguarding Unit; District ASB Unit; External agencies, e.g. Victim Support; Crime Prevention Officers; Hate Crime Coordinators, where appropriate; Licensing officers; Ward officer/NMG/JAG meetings; DIU to include as part of TIA process;

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- Behaviour carried out by the victim;
- Involved in drug related activity or other criminality;
- Lives within an ASB hotspot area;
- Behaviour towards the victim on the part of an identified offender;
- Risk of serious damage to property
- Devise communication strategy to maintain and improve confidence in the community;
- Trigger plan to arrest for ASB breaches and/or early intervention plan for identified offenders; and
- Include CPS in the problem solving plan.

Red (high level incident)

Above applies except:

Any of the above and/or:

- The nature of the circumstances may result in escalation;
- The incident falls into the category of a critical incident;
- Risk of physical injury.

- Allocate to an Inspector
- Devise post management plan with external agencies
- Mandatory referral to aforementioned units and district SPIN meeting
- Mandatory case conference through District panel meetings and build case for prosecution
- Carry out Community Impact Assessment

Grading

- **Red** are the most serious incidents. There is a real concern that if we do not provide the right response to the victim, their family or their property could come to serious harm, i.e. physical injury, mental ill health, or serious damage to property.
- Amber tend to relate to victims who have reported two or more incidents and require more intensive action.
- Green are isolated incidents.
- Confirmed red or amber incidents must be immediately referred to NPT supervision for a review as to whether the circumstances require a formal Problem Solving Occurrence creating.
- If authorised by the NPT supervisor, a non-crime Niche Problem Solving Occurrence will be created and tasked to a specific officer to manage.
- See PSO process for further guidance.

Non-compliant CDI Storm logs

- CCC or the attending officers must be highlighted to the appropriate person for rectification.
- Other crimes identified by the ASVAT process will be completed by the ASVAT user.
- See PSO process for further guidance.

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Non-compliant non crime hate Niche occurrences

- The hate crime co-ordinators are considered to be 'gatekeepers' in relation to hate crimes/non-crime hate incidents.
- They must be contacted if there is uncertainty whether one should be created.
- Officers must refer to the CoP interim guidance.

Tasking on ASVAT

- If further action is identified as being required by the NPTs by the ASVAT user, a task must be completed on the ASVAT system.
- The assist owner for the task must be changed to the on duty NPT Sergeant for review and allocation to the appropriate officer/s to complete. For example, a task could be created for additional patrols in an area for a set period, or for a supervisor to review for an identified vulnerable person.
- Once the task has been allocated, all updates or patrols must be updated on the tasking system for review by the NPT sergeants.

Ring Backs and Reassurance Visits

General

- As part of the initial question set for ASB, callers will be asked if they would like further contact from their local NPT. If they give a positive response, the log is endorsed accordingly.
- The caller will be further asked by which method they would like to be contacted. This could be by:
 - A personal visit
 Once the Storm log and actions have been completed, if no visit has been made as requested by the caller, as part of the deployment policy a PCSO appointment must be made with the caller to facilitate their request;
 - A ring back; or
 - o An email
 - The users of ASVAT will identify those logs where the caller has asked for further contact from the NPT. The supervisor will then allocate the Storm logs to their officers as part of the briefing process for the requested contact (ring back or email) to be made. Once contact has been made the officers must endorse the log to that effect.
- If the ring back is unsuccessful, and no contact made, individuals must send
 a letter to the victim advising them of our continued support and contact
 details.

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Full vulnerability risk assessment

- If these questions identify any issues, individuals must task the local NPT to undertake a full vulnerability risk assessment, using the ASBO21 form, by telephoning the victim or, if more appropriate, in person.
- The NPT officer's supervision will then decide if any Problem Solving Occurrence or a referral to Safeguarding Unit is appropriate.
- The NPT/ASB Hub Supervisor must scan the full vulnerability assessment onto the PSO Niche occurrence, if appropriate, and this must be used in conjunction with the PS1. There is no requirement to retain hard copies.
- Individuals must record all actions taken on the ASVAT system for audit purposes.
- Individuals must consider whether they need to create a Storm information flag to highlight any vulnerability or repeat victimisation for when any future calls are received if the Problem Solving Process is not appropriate.
- NPT supervisors can authorise a Storm flag if deemed necessary and will refer to the CCC on the request form.

ASB Issues Risk Assessed Red or Amber

Principles

 For issues that are risk assessed as red or amber, the NPT officer/NSO must complete a PS1 initial assessment form, utilising the OSARA Model (Scanning, Analysis, Response and Assessment), and refer the problem to the NPT supervisor for that ward area to review.

Problem Solving on Niche

General

- There are two options when creating an ASB monitoring non-crime occurrence on Niche:
 - Problem Solving Occurrence (PSO); and
 - High Demand Management Occurrence (HDM).
- This guidance is to ensure a consistent application of these two methods across the force area.

PSO

Individuals must:

- Use a PSO to co-ordinate and monitor an issue that is 'solvable'. For example, a situation where additional help, support and actions can occur to help alleviate the threat and risk; and
- Once identified, send a task to the local NPT supervisor for authorisation and for the completion of a THRIVE based action plan. Individuals must also

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consider requesting a detective inspector investigative review for the most serious High Risk cases.

HDM

- This occurrence type must only be used to monitor High Demand Management cases where a problem solving approach is not suitable and the risk is deemed as LOW.
- A PS1 is required along with Sergeant and Inspector reviews in line with the risk grading.
- The NPT sergeant must authorise and create a bespoke action plan and review as per their engagement strategy and patrol plans.

Victim's vulnerability

• Victims identified as vulnerable must be linked to the occurrence via the vulnerable witness/victim tab.

Allocation to OIC

 The occurrence must be allocated to an officer in case (OIC) by the NPT supervisor when authorising the creating of the PSO in conjunction with a bespoke action plan.

Master Task

• The Master Task must be retained by the local NPT supervisors, ideally in a dedicated area on Niche, for monitoring purposes.

Complex problems

Complex or persistent problems must be referred to the district ASB team/
 NSOs to take to the tasking meeting for partnership assistance.

Finalisation of a PSO

- The occurrence must be finalised using the PSO Finalisation Template on Niche and any Storm flags and Neighbourhood profile marker must be reviewed and removed if appropriate.
- The finalising officer must complete a full review of the PSO and complete the What Works Well template and forward to the Local Policing mailbox for assessment and sharing of good practice across the Force and on the CoP Knowledge Hub.

Further incidents reported

- If further incidents of the initial problem are reported then the original occurrence can be re-activated where this is a continuation of the original problem within a three-month period.
- If circumstances have changed or it is after a longer time period, then it may be more appropriate to create a new occurrence which must be linked to the original occurrence.

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• The PS1 must be replaced after 6 months.

Review

- Cases are allocated to NPT supervision for ownership and review.
- High risk red cases are allocated to an Inspector.
- Medium/low risk cases are allocated to a NPT sergeant.

Storm Flag System

Identify

- The Storm call handling system provides the ability to record a flag in order to quickly identify vulnerable and repeat victims and support the problem solving process.
- In assessing whether a flag is required, the following must be considered:
 - o Factors affecting vulnerability as per the vulnerability definition;
 - Risk identified from the vulnerability matrix or from safeguarding processes;
 - o ASB issues affecting the wider community; and
 - Repeat incidents.
- Information that would be pertinent to record on a flag include:
 - Information that would assist a call taker/dispatcher to negate risk;
 - Action required of an attending officer;
 - o Police officers/partners that need informing of further incidents; and
 - Linked Niche occurrence numbers.

Authority

- The necessity for the recording of ASB/vulnerability flags will usually be identified following referral of an incident to NPT or Safeguarding supervision.
- Flags must be authorised by a supervisor who will assess the necessity for the flag and ensure the appropriate information is recorded. The supervisor will then complete the request form and email the CCC who will record the flag on Storm.

Record

- The NPT supervisor reviewing the PSOs will be responsible for reviewing flags on a monthly basis. This review will include liaison with any OIC and establish whether it is necessary to maintain or remove the flag.
- All Storm flags must be removed when a PSO is closed.

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Additional Information

Compliance

This policy complies with the following legislation, policy and guidance:

- Crime and Disorder Act 1998
- Criminal Justice and Police Act 2001
- Anti-Social Behaviour, Crime and Policing Act 2014
- Data Protection Act 2018
- Home Office report Focus on the Victim (2012)
- APP Engagement and communication

Further Information

Further guidance in relation to this policy can be sought from:

- ASB and Vulnerability Strategy
- ASB ring back question sheet
- Problem solving approach to ward based action plans
- Home Office guidance Anti-social behaviour powers Statutory guidance for frontline professionals
- Crime Recording and Finalisation policy
- Prevention and Problem Solving Strategy

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