Community Protection Notices and Public Space Protection Orders

Policy owners | County Policing Command
---|---
Policy holder | Superintendent David Buckley
Author | Sgt Operational Partnership Team
Policy No. | 208

Approved by

<table>
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<tr>
<th>Legal Services</th>
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<tr>
<td>Policy owner</td>
<td>May 2017</td>
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<tr>
<td>JNCC</td>
<td>07/06/2017</td>
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**Note:** By signing the above you are authorising the policy for publication and are accepting responsibility for the policy on behalf of the Chief Constable.

<table>
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<th>Publication date</th>
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<td>Review date</td>
<td>15/06/2021</td>
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<tr>
<td>APP Checked</td>
<td>June 2017</td>
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<td>Code of Ethics Checked</td>
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**Note:** Please send the original Policy with both signatures on it to the Norfolk CPU for the audit trail.
1. Introduction

1.1 The aim of this policy is to improve the quality and effectiveness of the use of the enforcement powers under the Anti-Social Behaviour, Crime and Policing Act 2014. Namely Community Protection Notices (CPNs) and Public Space Protection Orders (PSPOs) ensuring that the use of the powers is appropriate, justifiable and necessary.

1.2 Sections 43-58 (CPNs) and 59-75 (PSPOs) of the Anti-Social Behaviour, Crime and Policing Act 2014 were enacted on the 20th October 2014 and have enabled officers (Constables in uniform and Police Community Support Officers (PCSOs)) to enforce breaches of these notices and orders.

1.3 Norfolk Constabulary supports the appropriate enforcement of these powers in order to target anti-social behaviour; however the quality of such use will influence public confidence and should be fully considered against the rights of freedom of expression and freedom of assembly and association.
1.4 The purpose of a CPN is to deal with particular, ongoing problems or nuisances which negatively affect the community’s quality of life by targeting those responsible and can be issued to a person aged 16 or over, business or organisation committing anti-social behaviour. Examples of issues these can be used to address are graffiti, rubbish and noise.

1.5 The purpose of PSPOs is to deal with a particular nuisance or problem in a particular area that is detrimental to the local community's quality of life, by imposing conditions on the use of that area which apply to everyone. They are designed to ensure the law-abiding majority can use and enjoy public spaces, safe from anti-social behaviour. The types of behaviour they are intended to tackle are the consumption of alcohol that results in anti-social behaviour, dog fouling and noise related issues.

2. **Issuing of a Community Protection Notice**

2.1 Before issuing a CPN, a Community Protection Warning needs to be issued (CPW). The decision to issue a CPW (Appendix A) will normally be undertaken within the Operational Partnership Team (OPT) and will be considered against a range of other interventions. A CPW letter can be issued when the individual, business or organisation:

- Is having a detrimental effect on the quality of life of those in the locality;
- Is persistent or continuing in nature; and
- Is unreasonable.

2.2 If the behaviour is not rectified through the CPW, the decision to issue a CPN (Appendix B) will be agreed within the OPT structure and the most appropriate agency will issue the CPN and become the lead agency for any prosecution regarding any breaches.

2.3 The OPT will record any CPW and CPN and any conditions on Athena and, where appropriate, place relevant CAD markers on Webstorm and make information available for any briefings. They will also notify any relevant agency i.e. the Housing Provider and Environmental Health.

2.4 The CPW and CPN must clearly state what the behaviour or action is that is having a detrimental effect on the quality of life of those in the local community. It could also include what action is required from the individual and must outline the consequences of not complying. The requirement(s) set out in the notice could include a requirement to desist from a specific action or behaviour, a requirement to make reasonable efforts to make good any outstanding issues within a specified period of time and/or a requirement to take reasonable steps to prevent future occurrence of the behaviour or problem.

3. **Breach of a Community Protection Notice**

3.1 A Breach of any requirement in the notice, without reasonable excuse, is a criminal offence, subject to a Fixed Penalty Notice (FPN) or prosecution. On summary conviction, an individual would be liable to a fine not exceeding level four on the standard scale (currently set at £2,500). An organisation is liable to a fine of up to
£20,000. On conviction, the magistrates’ court would also have the power to order forfeiture and destruction of any item used in the commission of the offence. An alternative to prosecution would be for the relevant agency to make good any damage itself, and recover the costs of doing so from the person concerned.

3.2 Where a breach of a CPW or a CPN is witnessed by an Officer, an ASB Breach Report form (Appendix C) will be issued to the perpetrator and the officer’s copy forwarded to the OPT. The OPT will ascertain who the prosecuting agent is and determine the best way to proceed. This allows the evidence to be collated and the decision making to consider antecedents, other behaviours and ongoing case management.

3.3 OPT will record any breaches of CPW and CPNs on Athena after receiving the appropriate breach form, before forwarding the appropriate paperwork to the prosecuting agent.

3.4 Any officer identifying a breach will serve the perpetrator with the completed Breach Report form or, if no form is available, report for summons and provide a signed MG11 to the relevant OPT.

3.5 A copy of the Breach Report form will be submitted to the relevant OPT to check the history and liaise with partners. The OPT will determine the lead agency, best course of action and, if considered appropriate, arrange for the FPN to be issued or file for prosecution accordingly. Where this remains a Police lead, the OPT will coordinate this activity and identify an Officer in the Case.

3.6 The issuing agency of the CPW and CPN will remain the prosecuting agency throughout this process and be responsible for assessing the quality of evidence available, what is the most proportionate enforcement option and ensuring that mechanisms are in place for any enforcement action taken against the individual or business are fit for purpose.

3.7 The agency that issued the CPN will be responsible for prosecution. For CPNs issued by the Police, the Crown Prosecution Service will be the prosecuting authority. In the case of CPNs issued by a person designated by the local authority, the local authority will be the prosecuting agency. The only exception to this is when arrested with associated offences, if charged with the associated offence other than the breach of the CPN; CPS will prosecute in the normal fashion and the standard method of decision and charging should be followed.

3.8 All FPN receipts are payable to the Local Authority (LA), irrespective of which agency issues the FPN. Where a FPN is considered appropriate it will be issued by the LA, unless this has been specifically delegated to another agency. Within Norfolk, the Police will not be responsible for issuing FPNs.

3.9 Where a FPN is not paid within the required period, the LA will refer the case back to the agency which issued the original CPN (‘lead agency’); in the case of the Police via the OPT for consideration of further action and prosecution of the original offence the FPN was issued for.
3.10 Where a FPN is not paid within the required period, the agency that issued the CPN will be responsible for prosecution. For CPNs issued by the police, the Crown Prosecution Service will be the prosecuting authority.

3.11 A process flow map detailing the process of issuing and enforcing CPNs is shown in Appendix D.

4. **Public Space Protection Orders**

4.1 Public Spaces Protection Orders (PSPO) specify an area where activities are taking place that are, or may likely be, detrimental to the local community's quality of life.

4.2 The test is designed to be broad and to focus on the impact that the anti-social behaviour is having on the victims and communities. A PSPO can be made by the council if they are satisfied on reasonable grounds that the activities carried out, or are likely to be carried out in a public space:

- Have had, or are likely to have, a detrimental effect on the quality of life of those in the locality;
- Is, or is likely to be, persistent or continuing in nature;
- Is, or is likely to be, unreasonable; and
- Justifies the restrictions imposed

4.3 It is the LAs responsibility to make sure that any PSPO is lawful and the correct procedure has taken place in applying for, and implementing any Order, including any necessary signage is displayed and the correct consultation has taken place.

4.4 PSPOs impose conditions or restrictions on people using that area. Councils will be responsible for making any new PSPO. Enforcement itself is far broader and the Police may enforce any of the conditions or restrictions.

4.5 District Councils (DCs) / Local Authorities (LAs) assume sole responsibility for prosecution of any offences arising from any breaches of the act. This applies no matter which agency identifies a breach. Within Norfolk, they will also be responsible for issuing any FPNs.

4.6 It is an offence for a person, without reasonable excuse, to;

- Do anything that the person is prohibited from doing by a PSPO (Other than consume alcohol-see below); or
- Fail to comply with a requirement to which the person is subject under a PSPO

4.7 It is not an offence to drink alcohol in a controlled drinking zone. However, it is an offence to fail to comply with a request to cease drinking. Any person who consumes alcohol in an area where this has been prohibited could be required to hand over any containers believed to contain alcohol. If alcohol is confiscated, it can also be disposed of by the person who confiscates it.
4.8 If a person is in breach of a PSPO, they commit an offence (s48) and the disposal is a summary fine and refers to a reporting for summons. However, section 52 allows the Police or local Authority to issue a FPN where appropriate. Within Norfolk the local authority will be the only agency issuing FPNs.

4.9 Where a breach of a PSPO is witnessed an ASB Breach Report Form (Appendix C) will be issued to the perpetrator and the officer’s copy forwarded to the OPT who will assess the evidence, and supporting evidence, and forward this securely to the relevant LA for consideration of prosecution or issuing a FPN.

4.10 Any officer identifying a breach will serve the perpetrator with the completed Breach Report Form or, if no form is available, report for summons and provide all relevant MG forms and supporting evidence to the OPT.

4.11 Breach of the order without reasonable excuse is a criminal offence, subject to a FPN or prosecution. On summary conviction, an individual would be liable to a fine not exceeding level three on the standard scale.

4.12 A process flow map detailing the process of enforcing a PSPO is shown in Appendix E.

5. **Power of Arrest Relating to PSPO**

5.1 In cases which merit immediate arrest, this should comply fully with Code G of the Police and Criminal Evidence Act 1984, e.g. in most likelihood involving cases for enforcing the failure to comply with the request to cease drinking within the PSPO.

5.2 When arrested for failing to comply with the request to cease drinking, before charging to court consideration needs to be given regarding the appropriate LA needing to attend court to prosecute the case. To facilitate this, the detained person, when fit, will be released without bail, (presumption to release without bail i.e. Release Under Investigation (RUI) unless the justification exists for bail, then the necessary authority will be sort from an Inspector).

5.3 The OPT are to be informed of the arrest (and bail as appropriate) to allow them to liaise with the relevant LA.

5.4 The local authority must be notified of arrest and detention at the earliest opportunity. The Local Authority is the only prosecuting authority and will be responsible for the provision of a prosecuting lawyer on the person’s appearance at magistrates’ court or Youth Court. This will include cases in which a person has been remanded in custody to the next available court hearing.

5.5 Any arrest must be fully compliant with the Police and Criminal Evidence Act 1984 and relevant Human Rights Act. All arrests must be necessary and proportionate in accordance with the Police and Criminal Evidence Act 1984 and to the situation that is presented to the Officer.

5.6 CPS will not prosecute any PSPO breaches in any circumstances and the Local Authority will always be the prosecuting agency as per the legislation. The Local Authority will be responsible for postal requisition, following a release under investigation (RUI), where the case is to be heard at court.
6. Sharing of information

6.1 All information regarding CPNs and PSPOs will be managed by the relevant OPT, to comply with the information sharing agreement and to ensure that data quality standards are adhered to.

6.2 All partners must have signed the most recent and updated Norfolk Operational Partnership Teams’ ‘Information Sharing Protocol and Procedure Guidance for Anti-Social Behaviour Case Management’. All information shared will follow the procedure detailed within this document.
Appendix A – Community Protection Notice Warning

Community Protection Notice Warning
Anti-social Behaviour Crime and Policing Act 2014

Our Reference:

[Date]

[Name of Individual]
[Address]

Dear [Name]

Warning Letter – Community Protection Notice (Pursuant to s43 of the ASB Crime and Policing Act 2014)

It is considered that you are responsible for behaviour which is persistent and/or continuing and is having a detrimental impact on the quality of lives of others. This behaviour is believed to be unreasonable.

This behaviour consists of:


This letter should be considered as formal notification of your need to comply with the below actions to avoid further consequence. Please ensure that you take the following action/s within the timescales detailed:

<table>
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<tr>
<th>Action you must take</th>
<th>Deadline for when you must do this by</th>
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If you fail to comply with the above actions within the timescales given, then we will consider serving you with a Community Protection Notice (CPN). This notice will tell you the things that you must do to put these problems right. If you fail to do so without reasonable excuse:
(i) You may be prosecuted. If you are prosecuted and convicted the maximum penalty is a fine not exceeding level 4 on the standard scale (currently £2,500);

(ii) The court may make whatever order the court thinks appropriate for ensuring that what the notice requires to be done is done.

(iii) An order under this section may in particular require you:

(a) to carry out specified work, or

(b) to allow specified work to be carried out by, or on behalf of, a specified local authority.

(iv) The court may require you to surrender possession of any item used in your failure to comply with the Notice, to a constable or to a person representing the local authority. The court may require this item to be destroyed or disposed of by the Police force. A justice of the peace may issue a warrant, authorising a constable or authorised person to enter your premises to seize the item.

(v) You may be issued with a Fixed Penalty Notice of £80.

We will also consider what other action may be required to stop the problems, which may include criminal action. If a criminal offence has been committed, another form of civil action such as applying for an ASB Injunction, or notifying your landlord (where relevant) if we feel that breaches of your tenancy agreement/lease has occurred. Your details will be passed to the ………..Operational Partnership Team who will consider a multi-agency response to anti-social behaviour, including sharing this information with relevant partners using Section 115 of the Crime and Disorder Act 1998.

If you have any questions about the content of this letter, or believe that the things that are being asked of you are unreasonable, please contact …………………………………

Yours sincerely

[Name]
[Job title]
[Issuing Agency]
Appendix B – Community Protection Notice

Community Protection Notice
Anti-social Behaviour, Crime and Policing Act 2014

Our Reference: [Name of Individual]

You will recall you were issued a Community Protection Notice Warning Letter on ………[specify date]. You will be aware the required actions from that letter had a deadline of …………………[specify date of deadline for actions] It is alleged you have failed to adhere to the Community Protection Notice Warning Letter by: [description of action]

Therefore:

TAKE NOTICE, that I……………………………… being an Officer authorised by……………………under the provisions of section 53 of the Anti-Social Behaviour, Crime and Policing Act 2014, am satisfied that the persistent and/or continuing unreasonable conduct of the individual named below, has had a detrimental impact on the quality of life of those living in the locality of the area specified in the schedule, hereby requires by way of this Notice that:

1. Must comply with the following prohibitions/positive requirements/specified actions that are believed necessary to:
   (i) Prevent the detrimental effect your conduct is having on the quality of life of those in the locality from continuing or recurring; and/or
   (ii) Reduce the detrimental effect your conduct is having on the quality of life of those in the locality; and/or
   (iii) Reduce the risk of continuance or recurrence of your conduct that is having a detrimental effect on the quality of life of those in the locality

2. If you fail, without reasonable excuse, to comply with the requirement(s) in paragraph 1:
   (i) You may be prosecuted. If you are prosecuted and convicted the maximum penalty is a fine not exceeding level 4 on the standard scale (currently £2,500);
   (ii) The court may make whatever order the court thinks appropriate for ensuring that what the notice requires to be done is done.
   (iii) An order under this section may in particular require you:
      (c) to carry out specified work, or
      (d) to allow specified work to be carried out by, or on behalf of, a specified local authority.
   (iv) The court may require you to surrender possession of any item used in your failure to comply with the Notice, to a Constable or to a person representing the local authority. The court may require this item to be destroyed or disposed of by the Police Force. A Justice
of the Peace may issue a warrant, authorising a Constable or authorised person to enter your premises to seize the item.

(v) You may be issued with a Fixed Penalty Notice of £80.

3. Appeals against this Notice

You can appeal against this Notice if you believe that any of the following apply:

(i) That the conduct specified in the community protection notice:
   (a) did not take place
   (b) has not had a detrimental effect on the quality of life of those in the locality
   (c) has not been of a persistent or continuing nature
   (d) is not unreasonable, or
   (e) is conduct that the person cannot reasonably be expected to control or affect.

(ii) That any of the requirements in the notice, or any of the periods within which, or times by, they are to be complied with, are unreasonable.

(iii) That there is a material defect or error in, or in connection with, the notice.

(iv) That the notice was issued to the wrong person.

You should lodge your appeal at your local Magistrates Court within 21 days of receiving this Notice.

Signed:
Role:

[Issuing Agency]

Date:
Appendix C – ASB Breach Report Form

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<th>ASB BREACH REPORT</th>
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<td><strong>Witness Statement</strong></td>
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<td>(Criminal Procedure Rules 2005, r27.2, CJ Act 1967, s.5; MC Act 1980, s.58)</td>
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<td>Stationed at:</td>
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<td>Age/Over18:</td>
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This statement, consisting of 2 pages, each signed by me, is true to the best of my knowledge and belief and I make it knowing that, if it is tendered in evidence, I shall be liable to prosecution if I have wilfully stated in it anything which I know to be false or do not believe to be true.

| Dated: |
| Signature: |

**PERSON DETAILS**

| Title: |
| Surname: |
| Forename(s): |
| Date of Birth: |
| Gender: MF/U |
| Ethnicity: |
| Officer Defined: |
| Self-Defined: |
| Occupation: |
| Address: |
| Town: |
| Postcode: |
| Phone No(s): |
| Email address: |

**OFFENCE DETAILS**

| Offence date: |
| Offence Time: |
| Offence – Breach of: CPW/CPN/PSPO/Other (specify) |
| Act done: |
| Location: |
| Town/Village: |
| SNT: |
REVIEWER'S INFORMATION

Name:

Position:

Date:

REPORTING OFFICERS DETAILS

Collar No:

Name:

Signature:

Station:

Date:
## PERSON DETAILS

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## OFFENCE DETAILS

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Do NOT contact Police until you receive further communications about this breach

The Police will not be able to deal with any queries until this point.

This breach form has been issued to enforce offences related to the Anti-Social Behaviour, Crime and Policing Act 2014: Reform of anti-social behaviour powers.

Data Protection Act:
The Constabulary collects and uses personal information so that it can carry out its legal and legitimate functions as defined by legislation, common law and best practice. We use information to:

- Prevent and detect crime
- Apprehend and prosecute offenders
- Protect life and property
- Maintain law and order and give assistance to members of the public

We may share information with other agencies under partnership working arrangements such as the ‘Norfolk Community Safety Partnerships Protocol for the Exchange of Information for the Purpose of the Reduction of Crime and Disorder’ (as specified in the Crime and Disorder Act 1998). Under the protocol, personal information may be passed to relevant agencies with a view to either issuing an FPN or summoning you to Court. Personal information will be shared only when it is lawful to do so and when your rights have been fully considered.

Information is handled in accordance with the Data Protection Act 1998, which sets out 8 Data Protection Principles of good information handling practice governing the fair and lawful processing, maintenance and security of data. For further details on how we use information, your information rights and partner working arrangements, please visit www.norfolk.police.uk.
Appendix D – Community Protection Notice Process
Appendix E – Public Space Protection Order Process

START

DPT refer to an ESPO officer (hierarchy / briefing)

Yes

Letter sent to suspect

UPA

UPA

Yes

DPT refer to an ESPO officer

Other offences

Yes

Other offences

PSPO only offence

Suspect referred for a warrant (Local Authority decision)

Duplicate for C1 action

Checks/decision (C1)

C1 action

Yes

DPT receive decision

Other

Yes

Other

ALL paperwork including breach form, forwarded to relevant C1

Paperwork forwarded to Local Authority for decision / change

DPT refers to C1

[END]

END

END
Appendix F – Athena Recording Process CPW/CPN and Breach of PSPO

Recording the warning/notice on an Investigation

Investigation outcome/finalisation - Community protection warning/notice

In many cases there is likely to be a pattern to behaviour before a CPW or CPN is issued where behaviour is of a persistent or continuing nature.

Step 1

An event is recorded with an appropriate classification: The circumstances leading to a decision for a CPW or CPN may be crime or non-crime derived. Investigate as normal.

Note - We NEED NOT create an event to purely record the CPW or CPN. However this will depend on what standards your Force has applied to recording. See steps that follow;

- This event may be allocated to a user to investigate as normal. This user may be responsible for the CPW or CPN.
- The investigation may be allocated to an OIC and another specialist user maintains responsibility for the CPW or CPN. In which case you may wish to ‘register an interest in the investigation’. This will place a task on your workload.
- The investigation may be allocated to an OIC; however a supervisor may set another user with a task to explore use of a CPW or CPN. This will come from using ACTIONS and a TASK will appear in a user’s workload, from which they can navigate into the investigation.
- If no event exists in Athena to warrant you recording use of a CPW or CPN, then you will need to create one for this purpose, selecting from the ASB classifications as appropriate.

Step 2

The ‘suspect status link reason’ reflects the status of an individual at the various points throughout an individual event.

- CRIME related events: When updating the suspect status where the investigation is crime related, then the suspect status will ALWAYS reflect the status of the suspect for the crime e.g. charged, bailed etc.
- NON CRIME: If the only resolution to the event was to administrate a CPW or CPN, then the suspect status of ASB-ASB Intervention should be selected from the lookup.

Step 3

A user having issued a CPW or CPN in addition to any other crime/non crime outcome/finalisation, may reflect this against the event by selecting from the following two values from the INVESTIGATION FINALISATION TYPE held on the ADMIN tab.

ASB-Community Protection Warning
ASB-Community Protection Notice
Recording the warning/notice against a person

Orders / Interventions

Intervention of this type is often a reflection of ongoing case management. This level of detail is required to be recorded against the person record rather than on one event.

Athena allows for the recording of people management against the person object across a number of the business areas.

This is retrievable from the POLE view.

All nationally recognised Force ASB informal, voluntary and diversionary interventions and formal orders are catered for here.

A Force capturing this level of detail will enhance the visibility of these and reduce duplicity where more than one business area is engaged in the management of a person.

Guidance

In essence, recording orders and interventions on Athena, against the person, will result in a better view leading to better operational and risk management.

These interventions are often time specific and have a start and expiry date, along with data that is required to inform users (such as prohibitions), which the person record caters for and which is not provided for to this level of detail within investigation.

Step 4

A user having issued a CPW or CPN can navigate to the ORDERS/INTERVENTIONS tab from an event by highlighting the individual to which this applies from the LINKS and selecting EDIT.

A user will be presented with a screen called CREATE/UPDATE person and will be able to navigate to the tab from here.

Having selected the ORDERS/INTERVENTIONS tab, a user will select ADD and from the Order/Intervention type menu select from:

- Community Protection Warning
- Community Protection Notice

They must complete the valid from/to date/time.

They may indicate if they are attaching any documentation and do so using document manager.

They must complete the free text box DETAILS with any relevant information they would like presented to any other user during a search against the person object in Athena. E.g. conditions by which an offender must comply etc. These can be pasted from any document.

A user will then select OK and then DONE.

---

1 Only the AthenaAB52 IAM role will be able to complete this tab (unless you have linking rights in connection with another role).
When you look at the POLE view of a person, it presents this information in a chronology, showing you the start and expiry dates clearly. This detail is found on the dashboard and outlines what has happened before, and will inform what needs to be done if further intervention is required.

**Business Rule(s)**

When applying the Athena Intervention Order / Detail you must include the start and expiry date.

**Step 5**

You may file the investigation if you are the OIC in the normal way, or remove the Registration of Interest task from your workload or respond to the TASK.

**Searching for a CPW or CPN**

**Searching for Community Protection Warnings/Notices**

You can search for CPW and CPN in a number of ways:

- Searching by the name of a person will provide the detail in the POLE viewer.

- For a more sophisticated return, looking for more than one person to whom the CPW or CPN will apply, then use the advanced search tools by searching for: PEOPLE, where managed by FORCE ID = e.g. ESSEX
  And TYPE ORDERS AND INTERVENTIONS = Community protection notice/Community protection warning.
  AND Valid between ‘select’ date and date
  And Expiry between ‘select’ date and date

- Or by completing a search against Investigations with an investigation finalisation type of CPW or CPN.

**Recording a breach of a CPW/CPN or PSPO**

**Step 6**

- A user recording an offence within Athena involving a breach of the CPW/CPN or PSPO will do so by creating an event within Investigation. The following HO codes will apply in these circumstances:

  - AS14004 - Fail to comply with a community protection notice
  - AS14006 - Fail to comply with a public spaces protection order
  - AS14005 - Fail to comply with requirement not to consume / surrender alcohol
  - AS14016 - Body fail to comply with a community protection notice
The ‘suspect status link reason’ reflects the status of an individual at the various points throughout the event. Breach of a CPN or PSPO is a criminal offence. The suspect status will ALWAYS reflect the status of the suspect for the crime e.g. **FPN, summoned**, etc.

- There is not an offence code for breach of a community protection warning. A non-crime ASB investigation will be used to record an incident where an individual does not comply with the CPW. A user can then record the outcome to the event. Where they have administered a CPN, then the suspect status of **ASB-ASB Intervention** should be selected from the lookup.

- A user having issued a CPN may reflect this against the event by selecting from the values from the INVESTIGATION FINALISATION TYPE held on the ADMIN tab.

**ASB-Community Protection Notice**

- The process at step 4 (above) should then be followed to add the CPN to the person within the Orders/Intervention tab.