



Report of : Director of Environments and Housing

Report to : Executive Board

Date: 25 June 2014

Subject: Allocation of PCSO's for Leeds to 2015/16, and New Joint Working Arrangements with West Yorkshire Police

Are specific electoral Wards affected?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, name(s) of Ward(s):		
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number:		
Appendix number:		

Summary of main issues

1. Leeds has benefited from the work of Police Community Service Officers (PCSOs) for a number of years. The city currently has 294 PCSO's working across the city, 165 of which are part funded through Council budgets. Other PCSO's are funded from a range of sources including the Office of the Police and Crime Commissioner (OPCC), Area Committees, NHS Leeds, City Centre Markets, the White Rose Shopping Centre and some Parish Councils.

2. A report was submitted to Executive Board in March 2014, outlining the recommendations arising from a Safer and Stronger Communities Scrutiny Working Group. The Executive agreed that a further report be submitted by the Director of Environment and Housing, outlining the future deployment of PCSOs.

3. This report confirms the deployment of PCSO's part funded by LCC will continue to be applied at 5 per Ward. It also outlines a more flexible approach to the deployment of the remaining PCSO's based on demand, as a result of Leeds one Police District from 1st April 2014.

4. Finally, the report provides details of new approaches being piloted in priority service areas such as Domestic Noise Nuisance and City Centre Begging, where Leeds City Council Officers and PCSO's are working together to address problematic issue. A summary of work in progress relating to potential partnership approaches between West Yorkshire Police and Environmental Services has also been included.

Recommendations

5. Executive Board is asked to:

- Note the allocation of PCSO's is to remain at 5 per Ward as per the current arrangement across the City for Leeds City Council funded officers.
- Support additional PCSOs funded by WYP, being allocated on a demand based profile.
- Note the new areas of partnership work being led by the Chief Officer for Community Safety, where different approaches, and joint working arrangements are being piloted to support the delivery of Council and Police priorities.

1. Purpose of this report

- 1.1 This report confirms the outcome of discussions with West Yorkshire Police, Elected Members and Senior Council Officers regarding the allocation of Police Community Support Officers (PCSOs) to 31st March 2016.
- 1.2 The report provides a summary of new ways of working being piloted between Leeds City Council and West Yorkshire Police in priority services areas of business including, Domestic Noise Nuisance and Street Begging, and the direction of travel in relation to the Environmental Agenda.

2. Main Issues

2.1. Background

Since 2002 Police Community Support Officers (PCSOs) have been the backbone of neighbourhood policing across the Leeds District. Their specific role and success has been in their contribution to providing high levels of visibility, reassurance to the public, tackling Anti-Social Behaviour (ASB) and being accessible to local communities and partners to deal with local priorities. Their presence is now seen as part of normal everyday policing and their contribution to reducing crime cannot be underestimated. PCSOs are a central part of the New Police Operating Model (NOM) in Leeds, and the vision to build and deliver integrated partnership working is built on their fundamental role at a local level.

- 2.1.1 The Leeds Police District is currently seeing some of its best ever performance across a range of priority crime areas, having delivered the lowest ever recorded levels of domestic burglary in 2013/14. The visibility and presence of PCSO's plays a significant role in the delivery of performance and their presence and accessibility within their designated Wards, provides a significant and successful tool for Neighbourhood Managers, enabling our communities to be safe and feel safe.

2.2 Allocation of Police Community Support Officers

Financial constraints have forced public sector organisations to think differently about how they spend limited budgets, and deliver services in other ways to provide the best possible outcomes for local people.

- 2.2.1 In March 2014, the Executive Board received the recommendations of a review of PCSO's by the Safer and Stronger Community Scrutiny Board. They requested that the Director of Environments and Housing bring back a workable solution on the deployment of PCSOs, following consultation with the Police, and report back to the Executive Board. The two positions put forward by the Scrutiny Review Group were:

- Position one:**

The continuation of the existing allocation model for Council funded PCSOs in terms of promoting an equal distribution of the full resource available across the city, which is currently reflected in the allocation of 5 PCSOs in every ward in Leeds.

- **Position two:**

The introduction of a new allocation model during 2014/15 for Council funded PCSOs. This model should involve a dedicated flexible resource of PCSOs to be deployed against demand, with the remaining resource being allocated using an intelligence based approach linked to combined crime and Neighbourhood Policing Team confidence data for wards across Leeds. However, this model should also apply a minimum baseline of 4 PCSOs within each ward.

- 2.2.2 Continued investment in the city's PCSO's service, has been agreed as a priority for the Council, and having considered the need for cover and the large geographic areas in some lower crime areas, it is proposed that there will continue to be a minimum of 5 PCSO's allocated to each ward.
- 2.2.3 A number of PCSOs are fully funded by West Yorkshire Police with a significant number of PCSOs part funded by a diverse range of partners, including 165 from the Council. The baseline commitment is that each Ward in Leeds will have a minimum of 5 PCSOs with the remainder allocated against demand profiles responding to threat, risk and harm across the District, decided upon by the local District Commander. The indicative allocation across the 11 Partnership Working Areas is set out below.

Partnership Working Area	Total
Outer North West	28
Inner North West	37
Inner West	17
Outer West	25
Outer North East	15
Inner North East	24
Inner East	30
Outer East	23
Outer South	35
Inner South	25
City	35
Total	294

2.3 New Areas of Partnership Work

2.3.1 Community Hubs

Changes to the way in which the city is policed from April 2014, and the introduction of Partnership Working Areas (PWAs), which are aligned to the city's Area Committees, and form part of a wider network of 33 Ward based Policing Teams, bring new opportunities to take Partnership working to the next level.

- 2.3.2 The development of integrated working arrangements, involving officers from the Council and the Police working together to problem solve, by sharing collective responsibility for specific locality based issues, has been ambition for the Council for a number of years.
- 2.3.3 In April 2014, West Yorkshire Police joined forces with the Council, becoming a key partner in one of the 3 Community Hubs pilots (St George's Centre in Middleton). The pilots seek to test the concept of **community hubs**, which better reach citizens and provide the right mix of council and partner services that each community needs in the most efficient manner across the city.
- 2.3.4 Work is now being finalised to locate Police Officers and PCSO's in the other pilot 'hub' sites; at the Armley One Stop Centre and Compton Road Joint Service Centre, before being rolled out across other areas of the city.
- 2.3.5 The introduction of a Ward based team in Middleton, has been well received by local residents who have been campaigning for a more local approach to policing for a number of years.

3. New Approaches, Involving Joint Working with PCSO's

3.1.1 Noise Nuisance

A detailed noise review has been undertaken and its findings have been used to support the development of an improved approach to responding to domestic noise nuisance reports. Leeds now has an integrated domestic Noise Nuisance Service across the city which will be delivered through the Leeds Anti-Social Behaviour Team and West Yorkshire Police.

The aim of the new approach is to:

- § To improve the response to noise complaints for the residents of Leeds.
- § Improve customer satisfaction.
- § Reduce the number of repeat incidents of noise and anti-social behaviour.

- 3.1.2 During 2013 (January-December) Leeds City Council received 12,794 reports related to domestic noise nuisance. 68.5% (8,763) of these reports were received via the councils OOH Noise reporting service. The remaining 31.5% (4,031) were received through the councils daytime Corporate Contact Centre, equating to 52.1% of all ASB reports received.
- 3.1.3 Police statistics are more difficult to disaggregate, and therefore less indicative of demand, as calls for service are recorded under different finalisation codes. However, what is evident is that most domestic violence and public order incidents are initially reported as anti-social behaviour linked to noise nuisance. A new approach presents an opportunity to address early indicators of escalating criminality, which a single noise nuisance service seeks to deliver against.
- 3.1.4 Under the previous arrangements, joined up working practices including joint working with PCSOs, who are empowered through legislation to deal with low level anti-social behavior issues often linked to noise nuisance issues, were used infrequently and no formal processes were in place.

3.1.5 The number of complaints relating to noise nuisance and dissatisfaction around service delivery has risen disproportionately compared to ASB complainants and customer satisfaction data was not collated systematically.

3.1.6 Recognising that no single agency can address this complex issue in isolation, a more integrated approach to improve problem solving between a range of agencies has been agreed. This will enhance the quality of service delivered to communities and improve customer satisfaction. The following agencies have made a clear commitment to delivering the new noise service:

- Safer Leeds (accountable body)
- LASBT, Environmental Health Commercial Team and Housing Leeds (investigation of complaints)
- West Yorkshire Police (deploying PCSO to work with OOHS)
- LeedsWatch (who will continue to provide support through their call handlers)
- Educational Establishments (investigate complaints and raise awareness with students)

3.1.7 Staffing

Four Council ASB Response Officers will work permanent night shifts and respond to noise complaints, during the hours of 6pm to 4am, seven days a week. Due to the large proportion of noise complaints arising from residents in the East and West of the city, the police Partnership Working Areas (PWA) of Inner North West and Inner North East have volunteered six PCSOs each. These Officers have been trained in Noise Nuisance legislation, and will be skilled and equipped to support colleagues from the council to deliver this service. They work the same shifts patterns albeit on the evenings of highest demand these being; Friday, Saturday and Sunday nights.

3.1.8 Service Delivery

Current demand on the OOH service is greatest on Friday, Saturday and Sunday nights, with calls peaking between 0000hrs and 0100hrs on those days.

3.1.9 The top 5 Wards of high demand are:

- Headingley - Inner North West
- Hyde Park & Woodhouse Lane – Inner North West
- Gipton & Harehills – Inner East
- Burmantofts & Richmond Hill – Inner East
- Killingbeck & Seacroft – Inner East.

3.1.10. Outcomes to date.

OOH Response Team (2 May – 12 May) LASBT Response (2 May – 12 May)

186 calls for service	Of the 43 noise witnessed reports
157 wanted a visit 29 through discussion with complainant did not require attendance, (e.g. nuisance	21 new enquiries opened 22 related to existing cases; of which evidence supported:

stopped).	
148 visits attended, (94%) (Previously 47%)	1 Closure order
9 visits recorded as not attended as they were received after 3am, (6%)	3 Injunction applications
43 noise witnessed; of these:	4 Possession cases
41 complied with request to abate noise	8 Noise Abatement Notices
2 did not comply	

3.1.11. As evident by the result above, the pilot has already seen an increase in the number of visits made to the problem addresses. 43 noise calls have been witnessed and further investigations are being followed through in order to prevent repeats.

3.1.12. Those addresses that were visited but no noise was heard or witnessed, can be explained as follow:

- The reported problem address turning the noise down/off as the CCTV van approached.
- The noise having stopped before the response Officers arrived on site of its own accord.
- The noise being verified as reasonable on arrival at the reported address (noise levels are subjective, and some people experience low tolerance levels).

3.1.13 Noise tolerance is subjective, and differs from one resident to another. There is significant demand for domestic noise services, particularly the Out of Hours Response service, however, resources to deal with this problem are limited, and in the current financial climate, it is important that these are used in the most effective way possible, and that expectations are carefully managed.

3.1.14 The new processes implemented as part of the pilot are intended to make best use of available resources by screening calls to determine where reported noise has stopped. This will further reduce the number of visits which don't result in any action, ensuring the response officers are able to attend and focus on properties where the nuisance is known to be ongoing.

3.1.15 At present the service is attending many incidents, where noise is abated during the response officer's journey to the location. There are also a number of calls where despite the complainants concerns, the service is powerless to act, or where the complainant is being unreasonable or unrealistic with regard to what the partnership can do. The new service emphasis will be on attending those calls where appropriate intervention can take place that adds value by stopping noise and/or gathering evidence which prevents future reoccurrence.

3.1.16 It is hoped that this will result in resources being targeted to respond to the issues that are having the greatest impact on the health and wellbeing of local communities, by stopping the noise as it is happening, or by collecting evidence to enable enforcement powers to be enacted where this is appropriate.

3.2 City Centre Street Begging

Leeds like many other City Centres, suffers from a large number of beggars approaching members of the public asking for money. This is a long term problem and has been tackled by a number of partner agencies, often in isolation resulting in a fragmented approach and lack of coordination.

- 3.2.1 The numbers engaging in street begging increases along with the general footfall in specific areas of the city such as the railway station and main car parks during the commuter periods, and then a move to the core Night Time economy areas during the evening.
- 3.2.2 It is difficult to estimate the exact numbers of beggars in the city centre at any one time as these can be influenced many factors such as; the time of day, the weather, patrols in the areas, and individual choices and circumstances. A recent patrol by the Leeds Chief Superintendent on a Friday evening between the hours of 7pm – 10pm, which is typically a busy evening for this type of activity, identified 15 individuals, some of whom were known to the police and some who were not, undertaking activity that could be classed as on street begging.
- 3.2.3 The beggars are often mistakenly believed to be homeless. In Leeds there are currently approximately half a dozen entrenched rough sleepers who have the option to be housed but choose not to; the remainder are in accommodation. Most beggars are passive and will sit on the pavement with a cup or hat in front of them. However, some take the form of aggressive begging physically approaching the public for money or siting themselves at cash points etc.
- 3.2.4 As the understanding of the individuals involved in the activity is better understood through a more robust partnership scoring process, the group are now actively identifying those most at risk, and in need of intervention and delivering a staged process of engagement escalating to enforcement action should the offer of support continue to be ignored or rejected. All known individuals, have been offered support to provide them with accommodation if necessary and access to services to provide them with basic needs. Most already have access to these facilities but choose to beg to enhance the funds that they have.
- 3.2.5 Some have complex needs and the funds they obtain from the public will be used for drug and alcohol addictions. Begging is a lucrative form of obtaining cash. Significant sums of money can be obtained through begging. Prosecuting an individual for a single begging offence has proven difficult. The CPS and Courts need demonstrable records that all possible options have been attempted before considering a prosecution is in fact in the public interest. Through a more joined up approach, which is attached to a clear escalation process, where it can be demonstrated that all efforts to engage and divert have been tried and have failed, there is greater likelihood of achieving sustainable outcomes, which may lead to the use of ASB legislation and at the far end of the spectrum, prosecution.
- 3.2.6 Safer Leeds has been instrumental in developing a long term action plan aimed at problem solving the issues around begging across the City Centre. In the short term, zero tolerance areas have been identified which are categorised as red

routes, where a zero tolerance to begging has been adopted and will not be tolerated. The initial areas will cover the streets where the largest number of beggars frequent plus ones with the greatest footfall and largest negative impact.

- 3.2.7 This has already shown early indicators of success through co-ordinated joint street patrols which have visibly reduced begging activity on the identified routes. As a result (and the likely displacement), the red routes have and will continue to be reviewed as the proactive response continues, and intelligence is gathered on those who persist in the activity.

3.2.8 Method - Short and Long Term Approaches

Joint patrols with the PCSOs, CRI Outreach (CRI) and City Centre Management Liaison Officers (LO) are being undertaken twice daily at key times. CRI staff will initially engage with those begging and offer support to address the needs and the reason why the individual is begging. If this fails, Police staff will ensure the Beggars are moved out of the area.

- 3.2.8.1 Utilising the Business Against Crime In Leeds (BACIL) network to identify any beggars encroaching into these areas, and using Leedswatch to spot beggars in these areas to direct Police Staff outside key times and support intelligence gathering.

- 3.2.8.2 Support is being provided by all uniform partnership services, Council and Police, across the City Centre to empower them to engage and move beggars out of the zone.

- 3.2.8.3 Due to the current ASB court proceedings progressing through the Civil Courts, Police are requested not to arrest individuals for a single begging offence as this might undermine the court process. Beggars are instead to be moved out of the area rated as:

- Red - high priority location – individuals failing to engage in support services. Where persistent and aggressive begging continues and evidence is being gathered to escalate the action to tackle that individual's behaviour.
- Amber - medium risk individuals – details are recorded for Offender Management purposes and as part of the evidence gathering process in the event of escalation needed.
- Green - low risk individuals – Where engagement, support or warnings are having positive impact in reducing begging behaviour. Those who are still in need of support but are reacting to effective and robust support. Details recorded for Offender Management purposes and in the event of a reduction in engagement.

- 3.2.8.4 In the longer term, a case management process based on an identical model to the integrated offender management model is being developed and will manage the 'offenders' over a longer time period.

- 3.2.9 The initial zero tolerance areas (red routes) will be Park Row, the Headrow, Woodhouse Lane and along Albion Street.

3.2.10 The joint partnership patrols commenced on 1st April 2014, operating hours are as follows:

- Monday to Wednesday - 8am to 10am and 4pm to 6pm
- Thursday – 8.30am to 10.30am and 4.30pm to 6.30pm
- Friday – 8.30am to 10.30am and 4.30pm to 7.30pm

3.3 Environmental Enforcement – Future Direction of Travel

There are further opportunities for integrated partnership between LCC Officers and PCSOs in the area of environmental action. A recent blitz on the Nowells in Burmantofts, Leeds, demonstrated that a co-ordinated and sustained partnership approach aimed at environmental issues, achieved hugely successful outcomes within very short timescales.

- 3.3.1 Work is currently on-going to identify three high demand areas across the localities in the City and roll out further integrated working between PCSOs and Environmental Teams. The concept is centred on very clear tasking processes held and delivered at the local level with the full involvement of all agencies with shared outcomes.
- 3.3.2 These new and innovative ways of working mark a new era of partnership working, where key services deliver against shared outcomes, improving performance and delivering better, and more sustainable local services for communities.

4. Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 Detailed discussions have taken place with the Executive Member for Neighbourhoods, Planning and Support Services, the Lead member for Community Safety and with members of the Safer and Stronger Communities Scrutiny Board throughout the negotiation process in regard to the allocation and use of PCSOs. Ward members across all political groups have confirmed that there continues to be support for the Council to contribute towards the funding for Ward based PCSO's.
- 4.1.2 Discussion has also taken place with the West Yorkshire Police and Crime Commissioner and Divisional Commander for Leeds on behalf of West Yorkshire Police.
- 4.1.3 Consultation has taken place with senior service managers in key service areas, such as Community Safety and Environmental services.
- 4.1.4 West Yorkshire Police and Leeds City Council Services undertake regular consultation with residents through a wide range of means to assess local needs and priorities. The methods include community forums, PACT meetings, resident surveys, face to face meetings, local patrols and events, Area Committee meetings, newsletters and other media publications.

4.1.5 The partnership working and tasking arrangements between LCC and NPT's are determined via consultation with local communities, elected members and through intelligence products produced by West Yorkshire Police (WYP), LCC and the Safer Leeds Executive – the city's Community Safety Partnership.

4.3 Equality and Diversity / Cohesion and Integration

- 4.3.1 LCC, WYP and the OPCC follow Equality procedures which ensure that their services are accessible to all the residents of Leeds. Services are developed and delivered in response to need and intelligence information, which aims to address inequality and improve lives.
- 4.3.2 WYP PCSO's are all well versed in the requirements of compliance with Equality during initial training. This is part of their daily duty and responsibility to manage all situations with due diligence of Equality in every contact, deployment and operation to which they are involved in.
- 4.3.3 Where an issue of concern is identified relating, for example domestic violence, hate crime, the staff make direct contact with police supervisors and referral is made to the specialist resources as required in order to manage the issue in a timely and effective manner.
- 4.3.4 In respect of noise nuisance all calls are assessed in respect of identifying vulnerability of callers, local residents and the 'offender'; to ensure that appropriate action and further engagement with partner services are pursued. A strong process for call backs is in place which ensures service level expectations, and needs are met, and exceeded.
- 4.3.5 Noise nuisance demand is higher within the student population and consultation has taken place with the education establishments prior to launch of the service to provide clarity and develop joint working arrangements to tackle the issues within the area.
- 4.3.6 PCSO's provide a very strong visible presence within the community and play a key role in both gathering information and reassuring the public in reducing tensions. Presence provides prevention, community contact and the feeling of security as well as a crucial mechanism of engagement with all age ranges within the area managing any identified vulnerability and risks in the area.

4.4 Council Policies and City Priorities

- 4.4.1 The development of more integrated working between West Yorkshire Police and a range of locality based services, aims to deliver improved outcomes for local people and is aligned with Safer Leeds ambition to 'Make Leeds an attractive place to live, where people are safe and feel safe, and the City is clean and welcoming.'
- 4.4.2 The work of the city's Policing Teams supports the delivery of the Safer Leeds Plan, which aims to reduce crime and its impact across Leeds and effectively tackle and reduce anti-social behaviour in our communities.
- 4.4.3 The work to co-locate Police, within the new Community Hub pilots, meets with the Councils ambition to develop local services which better reach citizens and provide the right mix of council and partner services each community needs in the most efficient manner.

4.5 Resources and value for money

- 4.5.1 The Home Office provides funding to the OPCC to provide a PCSO service across the whole of West Yorkshire. The PCC has agreed to reduce the contribution by local Authorities to support ward based PCSOs from 30% to 21% per annum. This will provide a budget saving to the Council of £454,000.
- 4.5.2 Through the development and delivery of more integrated working arrangements between a wide-range of service providers, communities will benefit from the delivery of more joined up services, working together better to address identified local needs and deliver improved outcomes.

4.6 Legal Implications, Access to Information and Call In

- 4.6.1 Budget provision for PCSO's has been made within the Council's 2014/15 budget framework.
- 4.6.2 The provision of ward based PCSOs is subject to a Service Level Agreement (SLA) with the Office of the West Yorkshire Police and Crime Commissioner. The SLA was agreed by Executive Board in March 2013, and ratified by the Chief Legal Officer. The SLA makes provision for the PCSO arrangement to continue for up to three years subject to an annual agreement which takes in to consideration:
 - Council budgets reductions.
 - On-going commitment from the west Yorkshire Police and Crime Commissioner to provide sufficient match funding to maintain current PCSO levels.
 - The development of partnership working with other local service providers to support the delivery of local priorities and ensure that resources and opportunities for joint working are maximised.
- 4.6.3 This decision is subject to Call In procedures.

4.7 Risk Management

- 4.7.1 The ongoing provision of the PCSO service in its current form is subject to significant ongoing investment from the OPCC and LCC. Both organisations are in the process of managing budget reductions. Discussions take place between senior elected members and strategic managers to discuss the potential implications of budget cuts and minimise the impact of these on local services wherever possible. This approach will continue in the future.
- 4.7.2 Regular meetings also take place within localities, with senior officers to assess the practical arrangements to take forward joint working and maximise resources. These discussions are used to assess risk and develop plans to mitigate potential issues should they arise.

5. Recommendations

5.1 Executive Board is asked to:

- Note the allocation of PCSO's is to remain at 5 per Ward as per the current arrangement across the City for Leeds City Council funded officers.
- Support additional PCSOs funded by WYP, being allocated on a demand based profile.
- Note the new areas of partnership work being led by the Chief Officer for Community Safety, where different approaches, and joint working arrangements are being piloted to support the delivery of Council and Police priorities.

6.0 Background documents¹

6.1 None

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.