

Report of Director of Environment and Housing
Report to Environment & Housing Scrutiny Board
Date: 24th November 2016
Subject: Community Safety Theme

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

Summary of main issues

This report provides a brief overview of the following community safety related themes/ services that the Board have identified:

- I. Addressing anti-social behaviour
- II. Addressing youth offending
- III. Tackling begging across the city
- IV. The future provision of CCTV

Recommendations

Scrutiny Board are asked to note the content of this report and following discussions identify any specific areas for further information and/ or investigation.

1. Purpose of this report

The report covers areas related to community safety as requested by the Board and sets out the context/ current position, key issues/ challenges and plans/ next steps.

The report is intended to provide a strategic overview of the pertinent issues to aid and prompt discussions.

2. Main Issues

Summaries are shown in Appendix 1.

3. Corporate Considerations

Consultation and Engagement

Consultation and engagement is embedded within the individual policy / areas of activity.

Equality and Diversity / Cohesion and Integration

An equality impact assessment is not required at this stage as this report is primarily an Information report.

Council policies and Best Council Plan

As the city's Community Safety Partnership, the Safer Leeds Executive has a statutory requirement to prepare and implement a local Crime and Disorder Reduction Strategy, referred to locally as the 'Safer Leeds Strategy'. This strategy also forms part of the council's budget and policy framework.

Resources and value for money

Individual evaluations are undertaken within the individual policy / areas of activity

Legal Implications, Access to Information and Call In

This report does not contain any exempt or confidential information

Risk Management

Risk management is embedded within the individual policy / areas of activity.

4. Conclusions

Members are asked to consider the summaries of the issues raised in the report and to aid discussions.

5. Recommendations

Scrutiny Board are asked to note the content of this report and following discussions identify any specific areas for further information and/ or investigation.

6. Background documents

None

I Addressing anti-social behaviour

1. Context/ Current Position

Leeds Anti-Social Behaviour Team (LASBT) currently has 80 members of staff. The multi-agency teams are co-located and work across three operational areas (16 staff in the East, 13 staff in the South, 15 staff in the West with an additional 5 staff covering the Out of Hours Noise Service (OOHNS) and a central core team. Each area team is supported by 2 ASB police link Officers, 1 Victim Support outreach worker and 1 youth offending service outreach worker. The core team includes 3 staff that work in partnership with 2 police sergeants managing the 6 ASB police link officers, 3 HRA police officers and 5 police researchers.

Each Team comprises of a team leader, case supervisors and case officers whose primary functions are to respond to requests for service to resolve reported anti-social behaviour issues within communities and between individuals. Case officers are able to use a variety of preventative and enforcement tools to resolve cases, as well as mediation and restorative practices. OOHNS response officers respond to incidents as they are happening to abate noise nuisance and provide the daytime case officers with evidence to support their on-going case work.

Due to the diverse and complex cases, all Officers are trained in and aware of safeguarding and vulnerability issues and are able to make appropriate referrals as required.

The table provides a count of the reports to the service and cases taken on:

Enquiries	April to September 2015	April to September 2016	Change
ASB Reports	3093	3379	+9.2%

Cases	April to September 2015	April to September 2016	Change
New Cases	791	813	+2.7%

Noise Nuisance (which accounts for almost 60% of new reports)

LASBT also supports a diverse range of local partnership initiatives including;

- LASBT East is working in partnership with community leaders in Chapeltown & Harehills to develop a partnership approach to groups of individuals who associate together when participating in criminal activity.
- LASBT West is working with partners to address issues with emerging groups in New Wortley, Armley, Bramley and in Hawksworth/West Park
- LASBT Core and West Yorkshire Police Safer Schools Officers are working with schools to deliver on the first part of the Governments revised Hate Crime action plan - to encourage schools to report and in turn provide bespoke preventative workshops within schools

The HRA High Rise Initiative, is a relatively new approach to deal with problems in high-rise buildings, including high numbers of tenancy breaches, residents' concerns over overt drug dealing, noise nuisance and both youth and adult ASB. The 3 Police Link Officers are working collaboratively with services and residents to tackle such issues including removal of graffiti, waste/ litter, needles/ syringes and building relationships with tenants to resolve issues without the need for eviction. The team is now deployed on a responsive basis working in 'hotspot' areas.

The work had an immediate visible effect and to date, 96 residents have been engaged with using restorative principles. Recent survey results show that:

- 73.4% of the 96 state that ASB has improved in the last three months

LASBT officers were the first in West Yorkshire to use the new injunctions for under 18's and have already secured a number of closure orders and continue to work proactively to with partners to prevent emerging issues where possible.

2. Key Issues/ Challenges

Public awareness of the role of LASBT has increased leading to more interaction and higher contact levels with the general public and other services. LASBT are also engaging with more victims and perpetrators who have complex needs, including mental health. Often these individuals do not meet the threshold to access traditional support services and generally such cases tend to be difficult to resolve and extend over a longer period of time.

Noise nuisance is still the biggest issue for LASBT, often because these cases involve a number of perpetrators and/ or can be hard to gather evidence to be able to take action. Cases opened related to noise have increased by just under than 30%, in the 12 months.

There is scope to work more closely with Members and locality leaders, increasing communication and holding more regular briefings on local challenges and priorities.

Over recent months there have been concerns raised by members of the public and services about the rising levels of anti-social behaviour, in a number of localities. This is an issue that impacts on a range of inter-related services, in the public, voluntary and community sector. There is recognition that generally services can deal effectively with the 'here and now' ASB issues but with finite resources, the challenge being able to draw on a range of services to address some of the underlying factors.

3. Plans/ Next Steps

LASBT continues to develop and improve in its core functions and plans are progressing to:

- Extend the Out Of Hours service to a 24 hour provision
- Increase the use of restorative practice methodologies to resolve cases
- Review current working practices for example, implementing case prioritisation

LASBT has recently appointed a case officer to look at specific legislative requirements around reviewing existing Designated Public Places Orders (DPPO's) as these will need to be replaced with the new Public Space Protection Orders before the DPPO's statutorily

expire in October 2017. This officer is also conducting a review of our existing Alleygating provision to reduce the risk of on-going costs of maintaining these schemes to ensure value for money.

Significant activity is being undertaken to strengthen responses to hate incidents in Leeds, including:

- Establishing a Hate Crime Strategic Board to provide leadership, governance and accountability to all partners
- A full review of the current Hate Crime strategy for Leeds to ensure it reflects current priorities and the Governments revised Hate Crime Action Plan.
- Guidance for schools around the HIRC has been updated and refreshed in partnership with Children's services and further training is being planned with schools to encourage reporting.
- Linking plans and delivery to the wider community cohesion Breakthrough Project

II Addressing Youth Offending

1. Context/ Current Position

There continues to be a Council, Police and partnership focus on youth offending and listed below are some key developments in the last 12 months:

- Creation of the Leeds Youth Panel in May 2016. The Panel comprises of Youth Offending Service (YOS), Police and Community volunteers and seeks to:
 - encourage joint decision making on 'out of court' disposals
 - promote positive outcomes
 - provide safeguards against unnecessary entrance into the criminal justice system
 - enable restorative approaches with victims
 - Divert young people into services that seek to address the cause of their offending behaviour
- Training of all Safer Leeds Police Officers, predominantly working in schools, in restorative practice, supported and funded through the LCC Innovation Programme. The expertise of our city's schools liaison officers in restorative justice has been cited in a recent regional academic report.
- Creation of a partnership working group to focus on child friendly custody arrangements at Elland Road police station. The group has implemented and developed good working practices such as child-only holding areas, separate booking-in areas for children which are quiet and private, and improving child friendly treatment, such as age appropriate reading material.
- Expansion of the transfer of young people from police custody into local authority accommodation (commonly known as 'PACE beds'). Leeds is the first area in the country to pilot the scheme for a wider category of detention types, therefore exceeding our legal obligations and maximising child friendly alternatives to police custody.

- The YOS Police Liaison Team continue to work within the Elland Road custody area, providing support to children and young people detained in police custody and working in partnership with investigating officers to achieve the right outcomes and interventions.
- The gap between arrest rates and voluntary attendance continues to narrow, with more focus than ever on dealing with young people who have offended outside of the police custody and wider criminal justice system. The number of young people detained in police cells overnight also continues to fall significantly.
- A series of scaled opportunities were presented to the LSCB on child friendly custody arrangements. The group welcomed the ambition for Leeds to develop our arrangements and recommended that all the opportunities presented were scoped out further.

2. Key Issues/ Existing Challenges

In line with the Leeds Reducing Offending Strategic Plan (Sept 2016), there are some critical issues and real challenges ahead, these include:

Challenging/ changing existing and new offending behaviours.

- Often individuals' introduction to anti-social behaviours and acquisitive crimes can escalate as offenders seek greater thrill or financial gains.
- Opportunistic stealing and disposal of stolen goods can result in localised offending.
- Changing criminality, especially the growth of the internet and social media, has resulted in new and problematic offending.

Responding to Complex Needs.

- Substance misuse, mental health and lack of engagement are often identified among prolific offenders. Alcohol appears to be a key factor in a range of violence and nuisance related issues and drug dealing is a major concern in many inner city areas.
- Individuals may be coerced or forced into offending by peer or family groups through threats, expectations or lack of opportunities.
- A young person is more likely to suffer mental health problems and offend than their peers, if their parent has been in prison.

Supporting Vulnerable Victims

- Highly visible offences and ASB can have a disproportionate large impact on communities and feelings of safety.
- Offending behaviours and lack of victim empathy can lead to individuals, families or communities being repeatedly victimised.
- Targeting of specific groups can have significant negative impact on wider communities.

There is a strong, national focus on restorative, child friendly approaches to youth offending. The All Parliamentary Group for Children has made some key recommendations and the Home Office is shortly to publish the concordat on children in custody aimed at preventing the detention of children in Police custody following charge.

The Howard League for Penal Reform has been critical of national police practice in respect of children detained in police cells, particularly overnight. The recently published review by Lord Laming ('Keeping Children in Care out of Trouble') included a key recommendation: Children's Services and the Police should develop a protocol to minimise formal police involvement with children in care.

In 2015/16, 999 individual children were arrested and detained in a police cell in Leeds; many of those were arrested several times over. Police custody can be a particularly distressing experience for young people. Data analysis also shows that demands on the police and criminal justice system will increase significantly over coming years without new and innovative approaches.

A significant proportion of children and young people entering police custody have additional support needs around mental health, wellbeing, communication, learning and maturity and many are subject of social work intervention. Most come from the city's deprived areas. In the majority of instances, police custody is the only 'safe' place available 24/7 to receive young people who offend at a crisis point. It is also the only setting currently available to receive young people who pose a risk to public safety and/ or need to be held in a safe and secure environment during vital stages of a criminal investigation.

3. Planned Next Steps

The approach to these issues includes developing plans to:

- Address offending behaviour by providing seamless support to those who want help to change, through a restorative approach
- Placing increased emphasis on early intervention, prevention and deterring individuals from being involved in crime, particularly children and young people at risk of offending
- Actively communicating and promoting victim empathy and awareness, working with individuals, families and communities to break the cycles of reoffending
- Ensuring victims and witnesses are at the centre through our approach to engagement

In 2015, the Government commissioned a substantial review of the Youth Justice system and it is expecting that the report will be published in the Winter of 2016. The recommendation from this review will undoubtedly have implications locally for both YOS and the Police. The interim report published earlier this year had a strong focus on reducing the use of custody.

The vision in Leeds is to transform our response to children who offend, by finding alternatives to the traditional police custody approach as part of a broader ambition to provide effective adolescent services. It is expected that a partnership working group will be formed to further scope out the alternatives for our city.

III Tackling begging across the city

1. Context/ Current Position

Like the majority of prosperous big cities, Leeds has issues with people who beg and who approach members of the public asking for money, in both a passive and aggressive manner. Safer Leeds, the community safety partnership for the city is committed to helping people stop begging on the streets and receive the right support they need.

We work very closely with our partners including West Yorkshire Police (WYP), the wider Council and a number of organisations and charities such as St Georges Crypt, The Big Issue in the North, St. Anne's Resource Centre, Grow.Live.Change (CGL), Simon on the Streets, housing and drug and alcohol services, and BACIL (Businesses Against Crime in Leeds).

In September 2016, the refreshed 'Responding to Begging Strategic Plan' was approved by Safer Leeds Executive. The approach is based on high challenge to those begging and high support for those with particular needs and work is focussed around three strands:

- Communications & Engagement (focus on increasing awareness & understanding amongst city centre visitors, workers and businesses)
- Support Management (focus on direct interventions and restorative support packages for individuals ~ outreach & case conferencing)
- Offender Management (focus on direct operational activity, tactical and strategic enforcement of individuals and groups)

The outreach team undertake daily "partnership patrols" in the city centre area to offer support and advice. It is estimated on an average day (24 hour period) there are around 25-35 individual active beggars in Leeds. A three month 'snapshot' count earlier in the year recorded over 60 contacts a month (c. 10 new to the outreach service).

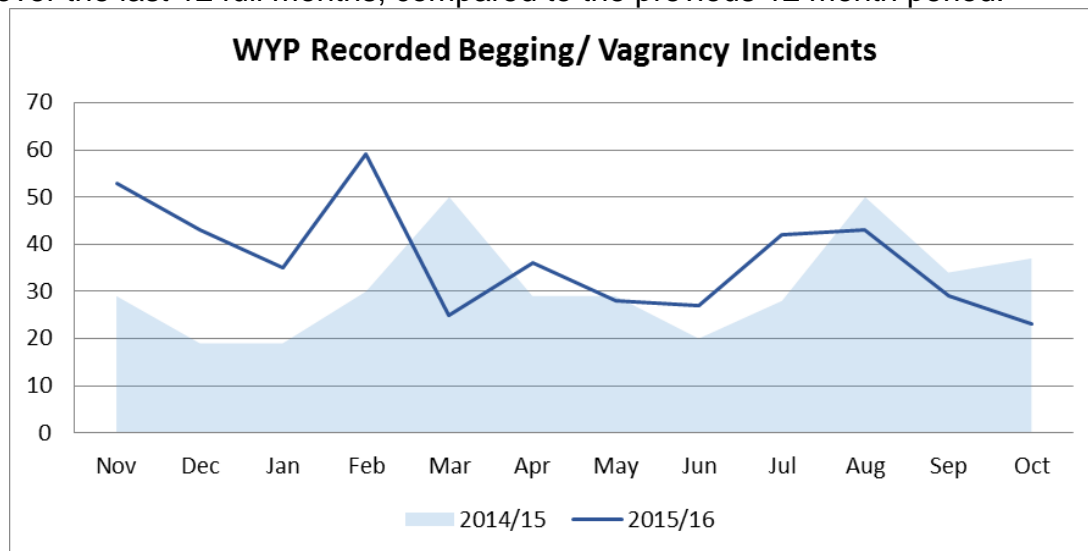
Key activity

- In partnership with Leeds Street Outreach and other local charities we try to persuade those found begging to take up the offers of help and signpost them into relevant support services. Those who refuse initial support are then discussed at a multi-agency case conference to facilitate robust managed intervention plans. Cases are monitored closely to ensure that support offered is proportionate and relevant to the needs of the individual.
- There is daily Outreach work with staff offering support to individuals, and joint LCC and WYP patrols. Forward Leeds now attended case conferences and Mental Health services do more joint up outreach work with a dedicated GP from York Street Practice.
- Project Verto uses a football style 'yellow' and 'red' card warning notice system; these can be issued to a person committing or likely to commit anti-social behaviour that is seen to be causing harassment, alarm or distress. Initially a person begging is offered a warning explaining where and how they can get help support, help with accommodation, free food, shower facilities, dry clothing, help with benefit claims and health support for drug or alcohol issues. If the same person is sighted begging again then further action is considered which may require that person to leave the City Centre for 48 hours. If an individual again breached the terms of the order then it's likely they would be dealt with more formally, arrested and legal action taken.

Project Verto (last 12 months)

- 85 people begging identified
- 270+ police dispersal notices have been issued to people found begging
- 2 aggressive beggars were issued with Criminal Behaviour Orders (CBO's)

The below graph shows the levels of recorded begging/ vagrancy incidents recorded by WYP over the last 12 full months, compared to the previous 12 month period:



Although this is a measure of incidents rather than individuals involved, it can be assumed that significant increases/ decreases are representative of changes in the overall numbers of individuals (although not on a “1-to-1” basis).

The trends show that there was an increase in the levels of recorded incidents from August 2015 to Jan/ Feb 2016. There has been a lower volume in incidents following this peak, with a slight rise over the recent summer months that has decreased in September and October.

2. Key Issues/ Existing Challenges

Many people who beg are vulnerable individuals, affected by their life experiences and/ or circumstances. The reasons why they beg are often very complex, and can be compounded by a range of mental and physical ill health issues, all of which can be real barriers to engaging with services and changing behaviours.

- Common recorded linked offences to problematic beggars have been theft (especially shop theft for alcohol or food) and violence (most commonly physical assaults).
- Individuals with a history of drugs and alcoholism appear more frequently to have linked violent offences or demonstrate aggression towards officers and staff monitoring the streets and businesses.
- Substance misuse, mental health, and violence are commonly identified issues among problematic beggars. The most common substance misuse issues identified are alcoholism, heroin, cocaine, and non-psychoactive substances often with associated long term health problems.

- Mental health issues, including a high prevalence of self-harm and general poor health is evident. The most common specifically identified mental health issues are depression and schizophrenia; other concerns are mainly anxiety disorders, bi-polar or personality disorders

Unfortunately begging on the streets of Leeds occurs daily, money given by caring members of the public, to people that beg, is invariably spent on a drugs and alcohol addiction. Because somebody is begging it does not always mean that they have nowhere to live, in fact in Leeds only very few people found begging have no form of accommodation or a place to stay.

We do not seek to criminalise everyone found begging and have steered away from arresting people for begging as the first choice of action, preferring to engage, offer support and warn individuals where appropriate. However, begging is a crime and intimidating; aggressive and persistent behaviour is anti-social will not be tolerated and has to be addressed.

We do get a number of complaints about people begging from residents, commuters, shops & businesses and people who socialise in the city centre, but who don't want to be constantly asked for money as they go about their way. We deal with these complaints about begging because we are confident we have the support services available to help these individuals. Money given by caring members of the public, to people that beg, may often be spent on a drugs and alcohol addiction. Public perception is that if somebody is begging or rough sleeping that person is homeless, or has been given no accommodation offers; events like 'Tent City' (October 2016) re-inforce this misunderstanding.

3. Planned Next Steps

The refreshed strategy provides an opportunity to move into the next phase of delivery and built on existing work. Examples of work that will be progressed include:

- Expand the use and effectiveness of Criminal Behaviour Orders and other ASB tools, including Public Space Protection Orders ~ taking action against those whose begging behaviour is intimidating and aggressive, by disruption and displacement using all tactical options
- Explore the feasibility of enhancing Project Verto, by having a 'dedicated slot' for hearings at court for persistent and aggressive beggars
- Work with housing providers to use Acceptable Behaviour Contracts & Agreements, and utilise housing related enforcement alternatives to manage problematic tenants who are known to beg
- Review critical 'pathway models', testing effectiveness from the point of entry through to conclusion from a service users perspective
- Explore the opportunity to enhance street triage and direct links mental health provision
- Collaborate with all emergency services to share information and intelligence to inform and direct a co-ordinated response

West Yorkshire Police and the LASBT are currently pursuing enforcement action via a Criminal Behaviour Order (CBO) for 3 individuals, where all other approaches have been exhausted.

Phase 2 of the communication and engagement plans are being developed, including a greater emphasis on tackling misconceptions and raising awareness with the public and as part of the Think Before You Give (TYBG) campaign.

IV The future provision of CCTV

1. Context/ Current Position

Leedswatch is a Leeds City Council service, providing CCTV in public spaces to deter, detect, and prevent crime and disorder. The service operates 24/7; 365 days a year and currently offers the following:

- Monitoring of 300+ street cameras, 203 West Yorkshire Metro bus station cameras at 26 Metro bus stations, 500 East North East Tower Blocks and 500 proposed for West North West Tower Blocks and 20 on industrial estates (mainly Cross Green)
- Welfare checks for guards in Bus Stations, booking guards on/off, monitoring of Help Points
- Download footage for Police and other agencies
- Undertake monitoring roles delegated from Police Special Operations
- Actively monitor Police Airwaves radio and BACIL radio (Business against crime in Leeds)
- Support other LCC services to keep the city safe
- Play an active part in locating missing persons
- Support LCC special events e.g. Carnival, Concerts in Millennium Square
- Supporting specific overt and covert WYP Operations

The CCTV Control Room is staffed by 5 teams of multi-skilled staff operating a 24/7 shift pattern over 5 weeks. Each team consists of one Team Leader, one Senior Control Room Officer and eight Control Room Officers. In addition to this there are Safer Leeds Officers and Parkswatch Officers on each shift that are predominantly field based. This structure equates to 71 posts.

The management, support and engineering structure consists of 10 staff. The Engineering element is responsible for the Public Space surveillance systems; installation, maintenance and repair of CCTV and Tower Block cameras, design, quotes, installation and maintenance of Bus Lane enforcement cameras, maintenance of WYP ANPR cameras and also support the technical functions in the Leedswatch Control Room. The service also provides consultancy advice for external clients and other LCC internal departments and also focusses on income generation opportunities.

Officers are in regular radio contact with West Yorkshire Police, and have a link to the Police Area Control Room. Officers are also in regular radio contact with BACIL (Business against Crime in Leeds) and the City Ambassadors to ensure their Health and Safety is protected.

CCTV Operators are trained to look for suspicious behaviour and to observe escalating situations, to enable services to respond accordingly. Since April 2016, a total of 8687 incidents have been logged on the CCTV system. An incident is classed as an observation on CCTV which an Officer feels is of significance. Examples of the types of observations are listed below:

Types of CCTV Incidents:	April to October 2016
Public order	1652
Anti-Social Behaviour	1527
Missing people	421
Suspicious event	359
Sexual offence	34

The CCTV element of LeedsWatch is a Delegated Function to the 10 Community Committees. Committees can make requests for new CCTV cameras to be installed, this is subject to a crime analysis being completed to demonstrate the need and funding being provided by the committee and/or other local partners. The funding is required to cover the camera installation costs and ongoing revenue costs for the running, monitoring and maintenance of the camera for a minimum of 5 years.

Performance information reports are under developed to enable members and partners to receive relevant information on a regular basis regarding incidents observed in their area.

2. Key Issues/ Existing Challenges

LeedsWatch has grown in size over the years and a restructure in 2015 has enabled a more aligned, flexible and responsive operational structure, capable of better meeting existing and new operational demands. The ongoing challenge is to further develop and modernise the service as well as exploit opportunities to generate new income activity.

The CCTV monitoring service provided by LeedsWatch is dependent on a 3rd party fibre optic transmission network. The costs to run the transmission network are inconsistent across the localities as the fibre service charge rate levied by the service provider is proportionate with a cameras geographical distance from the Control Room. This places wards in outlying areas at a disadvantage where service charges are comparably higher from the inner city. Some Community Committees considered these charges excessive and are seeking evidence that the community safety impact of their installations justify the associated running costs.

The fibre optic transmission network is currently under contract until April 2018. In anticipation of the contract expiry LeedsWatch and PPPU are developing a strategy to digitise the CCTV network and decommission the current analogue infrastructure. The benefits will be two fold; firstly this will enable the reduction of charges by rationalising fibre services and introducing competition from alternative service providers. Secondly, there will be a significant improvement in image quality and increased effectiveness of cameras.

3. Significant progress has been made in the following area:

- In order to evaluate the digitisation of the fibre service a soft market test has been undertaken to appraise suppliers and solutions within the sector. Once all the submissions from the suppliers have been collected and reviewed, an upgrade

methodology will be formulated and a rationalisation exercise will commence, to maximise the cost saving potential.

- The current CCTV network to Housing Leeds multi-storey blocks has potential for consolidation into the Leedswatch network. A survey and appraisal of multi-storey blocks is currently being progressed to ascertain where the integration of networks can create economies of scale and promote a rationalisation exercise, bringing cost reductions to new installations.
- Stake holders are seeking a low cost camera that can be rapidly deployed to address immediate issues. In response, Leedswatch have developed a solution and are currently testing a mobile camera to tackle anti-social behaviour in inner North West Leeds. The issues localities face are often short term and sporadic, where this is the case the cost and timescales of a standard public space camera installation can be prohibitive. If the Mobile camera proves successful the technology will be offered as an alternative using mobile phone technology to stream images to the Control Room.
- Furthermore, a review of existing camera locations is being undertaken to ensure that cameras are in the right place. Where it is identified that cameras are no longer fulfilling their operational requirement they will be de-commissioned, following consultation with key stakeholders.
- Leedswatch has identified the cameras which are furthest away from the Control Room (Middleton) these are the most costly and will be addressed as a priority.
- The rationalisation and decommission of circuits will enable Leedswatch and localities to maximise the saving potential.
- Substantial work has taken place to ensure the Leedswatch control room is now equipped for the development of the digital technology
- The rolling programme for CCTV installation in WNW tower blocks is underway and a concierge system is being explored. The digital cameras have improved the quality of the images from the Tower Blocks through to Leedswatch.
- Leeds are leading on the Police and Crime Commissioner Innovation study looking at the feasibility of procuring a facial recognition platform across West Yorkshire to enable the search for missing people. The project aims to work with a wide range of partner organisations within West Yorkshire towards establishing a CCTV infrastructure which can be shared and improve inter-operability, using newer technology.

Next Steps:
 Below is the high level project timeline

High Level Project Timeline

Task	Completed by:
Stage 1 - Feasibility and Scoping	
Soft Market Test	09/09/2016
Update and review Business Case	02/12/2016
E&H Director Approval	12/12/2016
Stage 2 - Delivery	
Prepare market tender documents	Feb-17
Go out to market	Mar-17
Score suppliers	May-17
Secure/Award new supplier	Jul-17
Current contract end date	Apr-18
Upgrade of fibre lines to digital	Apr-18
Upgrade of cameras to digital	Dec-18