



Leeds
CITY COUNCIL

Originator: A Mills

Tel: 3950805

Report of the Chief Officer (Community Safety)

Corporate Governance & Audit Committee

Date: 17th March 2010

Subject: Overview of council and partner responses to anti-social behaviour

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Executive Summary

This report provides a brief overview of anti-social behaviour, how the council and other partner services respond to it, the challenges for services dealing with anti-social behaviour and the process review of anti-social behaviour being conducted by Safer Leeds.

1.0 Purpose Of This Report

- 1.1 To provide an overview of anti-social behaviour (ASB), the services that respond to ASB and the process review being conducted by Safer Leeds.

2.0 Background Information

- 2.1 Despite public perception in Leeds being that it is a decreasing problem, ASB remains one of the foremost issues that the public want to see tackled, and there are evident gaps and overlaps in the services that deal with ASB.
- 2.2 All Crime and Disorder Reduction Partnerships (CDRPs – in Leeds, Safer Leeds) are grappling with their response to ASB, and these responses can look very different area to area (as opposed, say, to police responses to crime which are similar in all parts of England and Wales).
- 2.3 A fundamental consideration is that there is no definition of ASB (the importance of the lack of definition was highlighted in 2005 in reports from the House of Commons Home Affairs Committee on ASB and the National Community Safety Network) and its typology is broad. This means that ASB in the eyes of the public can range across a huge spectrum of problems and issues. The Home Office has produced a typology of ASB (as widely accepted “by both practitioners and the public”) with four broad categories: the misuse of public space; a disregard for community or personal well-being; acts directed at people; and environmental damage.
- (i) Misuse of public space
- Drug/substance misuse and dealing (includes discarded needles)
 - Street drinking
 - Begging
 - Prostitution (includes discarded condoms)
 - Kerb crawling
 - Sexual acts (includes indecent exposure)
 - Abandoned cars
 - Vehicle-related nuisance and inappropriate vehicle use (includes inconvenient parking, joy-riding, setting vehicles alight, cycling on footpaths)
- (ii) Disregard for community/personal well-being
- Noise (includes noisy neighbours, malfunctioning alarms, noise from pubs/clubs)
 - Rowdy behaviour (includes shouting and swearing, hooliganism)
 - Nuisance behaviour (includes urinating in public, inappropriate use of fireworks, games in inappropriate areas)
 - Hoax calls
 - Animal-related problems
- (iii) Acts directed at people
- Intimidation/harassment (includes verbal abuse, bullying, voyeurism, nuisance phone calls)

(iv) Environmental damage

- Criminal damage/vandalism (includes graffiti, damage to bus shelters)
- Litter/rubbish (includes fly-tipping and fly-posting)

2.4 There are several consequences to this broad range of anti-social behaviours:

- (i) What members of the public mean when they are asked about ASB will vary from individual to individual. (There is also considerable variation in perceptions of ASB depending on people's personal, household and area characteristics);
- (ii) Respondents may have received a service from an agency that deals with one or more of these issues (e.g. have been a victim of abuse), or may form a view from what they have seen day-to-day (e.g. environmental damage). The numbers of residents who are direct victims of ASB will be, as a proportion of the population, low but everyone will have experienced some at least of these behaviours. The vast majority will not be reported;
- (iii) Some behaviours are tolerated or even expected in certain situations (e.g. shouting and swearing at a football match) but not in others, some would not even be perceived as being ASB by some people (e.g. inconvenient parking, games in inappropriate places);
- (iv) No single agency or service deals with all these issues. Different agencies or services address them using different legislation (sometimes criminal, sometimes civil, and much of which has been introduced piecemeal over the last decade). It is often not clear to the public or even to agency staff who is able to tackle different problems;
- (v) As different agencies receive information on reported problems (and the same problem can be reported to different agencies) there is no common reporting mechanism or information system which means the CDRP/agencies do not have a clear or comprehensive understanding of ASB in the district.

Main Issues - The nature and extent of anti-social behaviour in Leeds

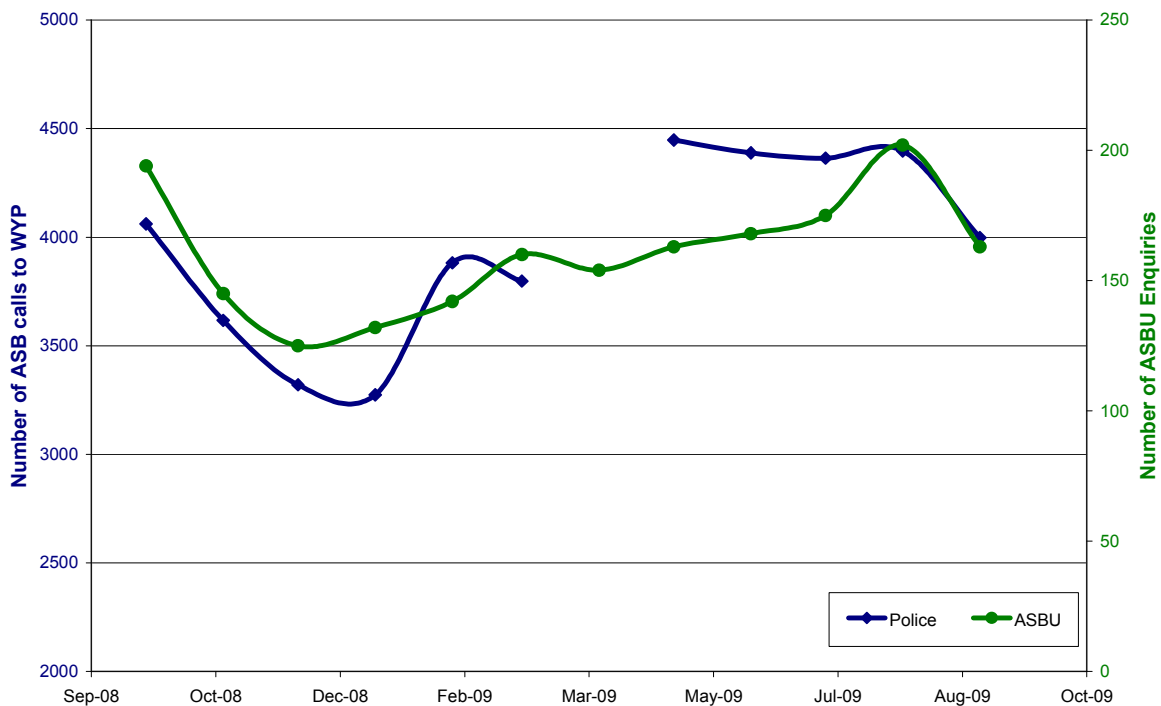
Perceptions of anti-social behaviour

- 3.1 The national indicators relating to ASB are based on the biannual Place Survey results. The Place Survey was conducted for the first time in 2009 and the 2009 results will thus provide a benchmark for the future. Other perception information is drawn from the council's Residents Survey (last conducted in 2009 and, prior to that, in 2006) and the West Yorkshire Police Authority's (WYPA's) quarterly perception surveys.
- 3.2 In the Place Survey, NI 17 (perceptions of anti-social behaviour) is measured at 22% (i.e. the percentage of people who think ASB is a very or fairly big problem in their area, using a complex formula involving the allocation of points to different levels of response). This figure drops to 13% in the Residents Survey. Anti-social behaviour is thus an issue for some; however, not all residents experience this as a problem.

- 3.3 When asked specifically about different aspects of anti-social behaviour, compared to 2006/7 significantly less respondents mentioned 'people using or dealing drugs' (39% vs. 29%), 'teenagers hanging around on the streets' (56% vs. 45%), 'vandalism, graffiti and other deliberate damage to property or vehicles' (46% vs. 35%) as being problems.
- 3.4 In the Residents Survey the most frequently mentioned aspect which residents considered to be a 'very big' or 'fairly big problem' was 'young people hanging round on the streets' (27%), followed by 'people not treating each other with respect and consideration' (21%), 'vandalism, graffiti and other deliberate damage to property of vehicles' (20%) and 'people not taking responsibility for their children' (20%); all these measures showed a significant decline since 2007 (35%, 28%, 27% and 31% respectively), indicating improvement.
- 3.5 Consequently, anti-social behaviour should not be seen as something that blights all resident's lives, although where it does, it clearly has a very detrimental impact on other measures. For example, ASB impacts heavily on other key measures such as satisfaction with local area (NI 5), where 93% of those dissatisfied experienced some aspects of anti-social behaviour as a problem compared to 58% of those satisfied with their local area. Also, for (NI 23) 'people not treating each other with respect and consideration', 91% of those who think this is a big problem also experience some aspect of anti-social behaviour, compared to 55% of those who do not believe this is a big problem.
- 3.6 Only 27% of residents agree that in their local area parents take responsibility for the behaviour of their children (NI 22). In fact, half (52%) of respondents actually disagree with this statement. This is clearly an important driver of satisfaction and correlates with a number of other key measures. In particular, those who disagree that the police and other local services are successfully dealing with concerns about anti-social behaviour and crime in their local area (NI 21) are significantly more likely to disagree that parents take responsibility for their children than those who agree (80% vs. 34%).
- 3.7 Responses to the WYPA public survey suggests ASB concerns remain relatively constant in Leeds, although with fluctuations between areas. The ward that had the largest increase is Beeston & Holbeck with 34% of respondents stating that ASB had gone up in the third quarter of 2009.
- 3.8 To conclude, ASB is not something that impacts on all residents' lives, and survey evidence suggests it is declining, but where it does happen it blights people's lives and it plays a substantial role in explaining resident satisfaction with their neighbourhood.

Anti-social behaviour data: overall

- 3.9 The graph below shows that calls to West Yorkshire Police (due to changes in recording systems accurate figures for April 2009 are not available) and enquiries to the council's Anti-Social Behaviour Unit (ASBU) show similar patterns over time, with a gradual decrease over the winter months, increasing in spring/summer. This data matches the general perceptions of little overall change in levels of ASB, and demonstrates expected seasonal fluctuations.



3.10 West Yorkshire Police introduced a new call recording system from 01/05/09. There have been changes in the process and details recorded, and as such, comparisons between the new and old data sets are not valid.

3.11 The table below shows the main classification of ASB calls to the police since May 2009. 'Rowdy behaviour' is by far the most common ASB concern reported to the police, and this trend occurs across the Leeds area.

Type of ASB reported	% Total
Rowdy Inconsiderate Behaviour	65.60%
Rowdy, Noisy Behaviour - Neighbours	7.36%
Nuisance Motor Cycle	7.05%
Malicious Communications	5.38%
Vehicle Nuisance	4.17%
Emergency Service Hoax	2.88%
Abandoned Motor Vehicle - Not Stolen/Obstructing	2.61%
Animal Related Problems	1.75%
Noise	0.87%
Street Drinking	0.66%
Littering/Drugs Paraphernalia	0.64%
Other	1.03%

Data from WYP STORM system (01/05/09 – 30/09/09)

3.12 The 'Type of Enquiry' table (see below) summarises the main types of ASBU enquiries recorded on the council's Siebel system. The classification used and types of enquiries are significantly different to those recorded by the police, so comparisons in trends are not possible.

Type of enquiry	% Total
Noise/Neighbour Disputes	29.12%
Abuse/Intimidation/Hate Incidents	21.42%
Youth Nuisance	20.38%
Criminal Behaviour	5.46%
Drug/Alcohol Issues	5.41%
Violence	4.11%
Damage	3.22%
Other	10.87%

Types of enquiry calls to ASBU (01/10/08 – 30/09/09)

- 3.13 Residents dissatisfied with their neighbourhood were significantly more likely to have experienced issues around anti-social behaviour, particularly young people hanging round on the streets, people being drunk or rowdy in public spaces and vandalism, graffiti and other deliberate damage to property or vehicles. Dissatisfied residents were also significantly more likely to say they had complained to the council and these complaints were generally concerning neighbours, noise levels, anti-social behaviour, or young people.
- 3.14 The levels of calls to police and council vary by ward area, with the 'top 10' wards for each data set being slightly different.

Top 10 Wards ASB incident calls (Police)	Top 10 Wards ASBU enquiries (Council)
City & Hunslet	City & Hunslet
Killingbeck & Seacroft	Killingbeck & Seacroft
Gipton & Harehills	Middleton Park
Burmantofts & Richmond Hill	Burmantofts & Richmond Hill
Middleton Park	Temple Newsam
Armley	Armley
Beeston & Holbeck	Beeston & Holbeck
Farnley & Wortley	Gipton & Harehills
Bramley & Stanningley	Pudsey
Hyde Park & Woodhouse	Kirkstall

- 3.15 This variation may reflect the willingness of residents in different areas to contact different services, or potentially indicate differing patterns or perceptions of ASB.

Anti-social behaviour data: alcohol-related

- 3.16 From the WYPA survey, perceptions of drunk and rowdy behaviour have seen an improvement across Leeds in 2009 compared to 2008. Armley has seen some improvement with more people considering the problem to be "fairly big" rather than "very big", possibly reflecting the recent enforcement of a DPPO in the area. Cross Gates and Whinmoor have also seen improvement from a "fairly big" to a "slight" problem. Headingley and Hyde Park & Woodhouse are the areas of most concern, with an average of 55% (Headingley) and 45% (Hyde Park & Woodhouse) feeling that drunk and rowdy behaviour is a fairly big issue or worse.
- 3.17 In 2007, 19% of respondents to the WYPA Residents Survey indicated that people being drunk or rowdy in public spaces was a big problem and a similar level was recorded in 2009. In contrast the proportion of residents mentioning drug use and drug dealing as a problem declined from 24% to 16%; this pattern mirrors that recorded between the 2006/7 BVPI Survey and the 2009 Place Survey, both in Leeds and in the country as a whole.

3.18 From ASB incidents recorded by West Yorkshire Police, just over one in ten is coded as alcohol-related. However, this proportion varies considerably across different ward areas. The highest total and proportion of alcohol related ASB is, unsurprisingly, reported from the City & Hunslet ward, reflecting the city centre concentration of drinking and entertainment establishments. Other wards with proportions above the Leeds average are Headingley, Hyde Park & Woodhouse (both matching perception data), Otley & Yeadon and Temple Newsam.

Ward	% Total ASB (alcohol-related)
City & Hunslet	24.39%
Hyde Park & Woodhouse	5.05%
Burmantofts & Richmond Hill	4.97%
Gipton & Harehills	4.51%
Killingbeck & Seacroft	4.40%
Armley	4.38%
Beeston & Holbeck	3.93%
Middleton Park	3.55%
Otley & Yeadon	2.80%
Headingley	2.72%

3.19 The numbers of ASBU enquiries coded 'drug/alcohol use' are too low for meaningful ward analysis, although the greatest numbers are within the City & Hunslet ward area.

Anti-social behaviour data: youth nuisance

3.20 The Leeds Every Child Matters survey administered by Education Leeds is available to children and young people in years 5, 6, 7, 9 and 11 and included questions on ASB. 39% of secondary age pupils thought that ASB was at least quite a problem in the area they lived, with 19% stating that it was a big or very big problem. The older age groups thought ASB was a bigger problem than their younger counterparts, with almost half of year 11 respondents thinking that ASB was at least quite a problem in their local area. Over half of respondents had seen or been a victim of ASB in the last 12 months, with 10% having been a victim.

3.21 This year has seen an improvement in perceptions regarding teenagers hanging around on the streets, with no problem/slight problem going up from 41% (Jul-Sep 2008) to 56% (Jul-Sep 2009). Improvements have been seen in both Bramley and Seacroft; however, both areas remain a concern. Two other areas of concern are Beeston & Holbeck (more than 50% of people feeling that teenagers are an issue with half of those stating it as a big issue) and Middleton Park (61% of respondents saying they are a problem, with 39% of all surveyed said it was a big problem).

3.22 Over a quarter of all ASB calls to the police were coded as 'youth related', while just over 20% of ASBU enquiries are classified as 'youth nuisance'. However, there appears to be an increase in the proportion of older perpetrators in ASBU cases and an increase in younger victims (although the latter is likely due to changes in recording practice). There are significant variations between wards concerning youth nuisance ASB, and a significant difference between ASBU and police call data.

Top 10 Wards ASB youth-related incident calls (Police)	% Total Ward ASB Calls	Top 10 Wards ASBU youth-related enquiries (Council)	% Total Ward ASBU enquiries
Killingbeck & Seacroft	32.95%	Killingbeck & Seacroft	19.87%
City & Hunslet	13.88%	Middleton Park	21.62%
Middleton Park	32.36%	Burmantofts & Richmond Hill	21.36%
Armley	33.32%	City & Hunslet	14.10%
Farnley & Wortley	37.87%	Kippax & Methley	48.65%
Burmantofts & Richmond Hill	24.47%	Temple Newsam	18.00%
Bramley & Stanningley	36.91%	Farnley & Wortley	35.71%
Gipton & Harehills	22.33%	Ardsley & Robin Hood	46.43%
Beeston & Holbeck	23.21%	Pudsey	26.53%
Cross Gates & Whinmoor	35.31%	Armley	14.29%

Anti-social behaviour data: other

- 3.23 A high proportion of people feel that traffic issues are of concern in Leeds with 53% of all respondents highlighting it as a fairly big or big problem. Very few people feel that abandoned/burnt out cars are a problem; the worst perceived area is Burmantofts & Richmond Hill with 10% of people seeing it as a fairly/very big problem.
- 3.24 From West Yorkshire Police ASB incidents since May 2009, the third most common classification is for Nuisance Motor Cycles, accounting for around 7% of all ASB calls. There is significant variation between areas for such incidents, with the 'top 3' wards being Middleton Park (accounting for over 11% of such calls), Killingbeck & Seacroft (just under 10%) and Gipton & Harehills (just over 5%). Vehicle nuisance calls account for just over 4% of ASB calls, abandoned vehicles account for 2.6% of calls. The smaller numbers of these incident types mean that ward-based analysis is not viable.
- 3.25 Across Leeds rubbish lying around is a moderate issue. However, two areas that are of serious concern to residents are Headingley and Hyde Park & Woodhouse. Both of these areas have more than 70% of the residents surveyed highlighting it as a fairly big or very big problem.
- 3.26 Vandalism and graffiti has seen a gradual improvement from the end of 2008 with the number of people identifying it as no problem increasing from 12% to 16% within the 12 months. Two areas of concern are Headingley (57% fairly/very big problem) and Middleton Park (26% very big problem).
- 3.27 Noisy neighbours are considered less of a problem with 75% of residents Leeds-wide stating little/no problem. Burmantofts & Richmond Hill, Headingley and Hyde Park & Woodhouse are the worst perceived areas all with 38% of respondents stating it as a fairly/very big problem.
- 3.28 Neighbourhood noise is seen by many as an important issue in the WYPA Residents Survey, mentioned by 31% as important in making their neighbourhood a good place to live (5th of 22), a significant increase on the level recorded in 2007 (14%).
- 3.29 Additionally, 14% of residents thought this had got worse over the past year and while other measures of anti-social behaviour have improved since 2007, excessive neighbourhood noise is one area that has shown no improvement, with 16% considering it to be a big problem in 2009 compared to 18% in 2007. That said,

mentions of noisy neighbours or loud parties as a big problem have declined from 18% to 14% suggesting other sources of noise are to blame.

- 3.30 ASB incidents reported to WYP classified as 'noise nuisance' only account for less than 1% of all ASB calls, and as such geographical analysis is not viable.
- 3.31 Nearly 30% of all ASBU enquiries to the council concern noise or neighbour disputes and, as with other classifications of ASB data, there is significant variation across the district. Killingbeck & Seacroft, City & Hunslet, Burmantofts & Richmond Hill and Middleton Park wards each account for over 5% of the total noise/neighbour nuisance enquiries, with Burmantofts & Richmond Hill, Middleton Park, Beeston & Holbeck, Armley, Temple Newsam and Kirkstall wards having both high numbers of noise/neighbour nuisance enquiries and these being a significantly higher proportion of all ASBU enquiries for the areas.

Leeds City Council services, the role of other partners and the Safer Leeds Partnership

4.1 Arm's Length Management Organisations (ALMOs)

ALMOs take initial responsibility for dealing with complaints of anti-social behaviour by or against council tenants. They try to resolve situations by using early intervention tools, such as mediation and acceptable behaviour or parenting contracts. In serious cases where immediate legal action is required, or in cases which can not be resolved through early intervention, the ALMOs can refer cases to the Anti-Social Behaviour Unit.

4.2 Anti-Social Behaviour Unit (ASBU)

The ASBU delivers a multi-tenure service operating across Leeds, and has a service level agreement with each ALMO. The ALMO can refer a case to the ASBU when it is a serious case, or where it has undertaken an initial investigation into the complaint of ASB. The ASBU will continue the investigation, keeping the ALMO and any victims and witnesses updated on the progress and outcome of the case. The ASBU works closely with **West Yorkshire Police** to tackle ASB. There is an information sharing protocol between the ASBU and police, and dedicated link officers for each policing area. Cases being dealt with by the ASBU are automatically referred to **Victim Support** to ensure that victims and complainants are supported through the process. Specialist Victim Support staff who deal with victims of ASB are co-located with the ASBU; this arrangement is, as far as is known, unique to Leeds.

4.3 Environmental Action Teams

The Environmental Action Teams deliver a multi-tenure service throughout the whole of Leeds. They investigate allegations of statutory nuisance predominantly relating to noise, but also in relation to accumulations, premises, light and animals. If an allegation of statutory nuisance is substantiated, the EAT will serve an abatement notice under the provisions of the Environmental Protection Act 1990, and breach of such a notice can result in legal proceedings against the alleged perpetrator, and/or seizure of noise-producing equipment. Environmental Action Teams also deal with waste in gardens, filthy and verminous premises, flytipping, overgrown gardens and obstructions to the highway. In cases of noise nuisance where the alleged perpetrator occupies an ALMO property, the Environmental Action Teams will take the lead role and be the main point of contact. If the

investigation does not substantiate the existence of a statutory nuisance, but may still be considered to be anti social behaviour, it will be referred through to the ALMO/ASBU for further investigation as appropriate. Where noise is only one aspect of ASB, the ALMO or ASBU will take the lead. In all cases, the three teams liaise closely throughout any case to ensure that the most appropriate legislation and tools for remedial action are used.

4.4 Safer Leeds Partnership

As the statutory CDRP for Leeds, Safer Leeds has responsibility for strategically addressing crime and disorder in the city. The council and police are the leading “responsible authorities” on the partnership, and also lead on the three divisional community safety partnerships that are the delivery arm of Safer Leeds. Included in these local partnership arrangements are the identification of ASB hotspots and the tasking arrangements to address these. And whilst the council services outlined earlier in this section are those which will most likely investigate and provide an initial response to ASB complaints, other services will be involved in providing response packages – for instance: targeted youth services and activities; family intervention; drug and alcohol treatment services; educational attendance; environmental improvements. Within the provisions of the *Protecting the Public: Supporting the Police to Succeed* White Paper, CDRPs are obliged to agree and deliver a minimum set of standards on ASB; these standards will make clear what services and support the public are entitled to and who should be delivering them.

5.0 Issues for Leeds and the ASB Process Review

- 5.1 All the issues outlined in section 2.4 apply to Leeds. The term “anti-social behaviour” is itself relatively recent, and within the last decade ASB legislation, powers, tools and approaches have developed at a rapid pace, with different services contributing to the agenda in different ways. We have services that respond to incidents or calls for service (e.g. police, needle collection). We have services that deal with ASB as part of a wider range of responsibilities (e.g. ALMOs). We have services that operate case management systems (e.g. ASBU), we have thematic planning (e.g. addressing graffiti) and we have partnership hotspot targeting and tasking that involves some, but not all, of the agencies.
- 5.2 Some of the issues mentioned in section 2.3 fall within the Safer Leeds ASB strategy, some within other Safer Leeds strategies, and some not at all.
- 5.3 There is no national or local definition of ASB and no easy way for the public to establish who deals with which ASB issue and how, and what issues are the priority for the city or for individual areas.
- 5.4 In some cases the public will make direct contact with services on ASB issues. More often they will go through a call centre where a decision will be made on which service is most appropriate and/or urgency, which in a small number of cases may not be correct. Services will then deal with the issues referred or reported to them according to their own particular service standards.
- 5.5 There can be a disconnect when services are passing cases between them, as has happened between the ALMOs and the ASBU. There have been case reviews that highlight disconnects with Children’s and Adult Services.
- 5.6 There has been no recent work undertaken on the cost of ASB, the cost of delivering enforcement actions or ASB interventions. This means that there has

been no cost-benefit analysis of early interventions. Leeds makes limited use of community-based and community development approaches to ASB.

- 5.7 Whilst joint working is now common, co-location of staff and services is rare.
- 5.8 Whilst Safer Leeds has conducted strategic intelligence analyses of ASB, these have been hampered by information being held in different forms by different services. Likewise, services receiving referrals or reports are unable to gain a full picture of the situation through reference to their information alone and thus miss out on any sophisticated analysis and potentially miss actions that could have been taken.
- 5.9 Each service has a different way of assessing customer satisfaction.
- 5.10 The key partners, led by West Yorkshire Police, have decided to address these issues through a partnership process review of ASB. The review is utilising the police's Quest methodology and a project board and team have been established. It is anticipated that the review will take six months to complete, but deliverable improvements should be identified through the review's lifetime. It does need to be reiterated that the problems the review are trying to address are not unique to Leeds, nor is Leeds seen as being a failing area – indeed, as outlined in section 3 the city is achieving positive results in dealing with ASB (indeed, those results meant that – unlike the other West Yorkshire authorities whose Place Survey out-turns on ASB were poor – Leeds did not qualify for recent extra funding from the government). The review is taking place because the partners believe the overall service to the public can be improved. We understand that this is the first such review in the country.
- 5.11 An initial visioning event for the process review was held on 5 February and was attended by 130 representatives from agencies and organisations involved in dealing, in one way or another, with ASB. From the event the top eight priorities, as identified by participants, emerged. These were, in descending order of importance to the participants:
- A **joined-up approach**, with clear roles and responsibilities
 - **Communication** within and between agencies
 - A clear **definition of ASB**
 - **Community ownership** and empowerment
 - Dealing with root **causes** as well as symptoms
 - **Information sharing**
 - **Resources and finance**
 - **ASB services and products**, especially support to victims and witnesses, the effective use of early interventions, and balancing enforcement, support and intervention
- 5.12 Further information on the review is attached as an appendix.

6.0 Implications For Council Policy And Governance

The review findings will likely have council policy and governance implications.

7.0 Legal And Resource Implications

The review findings will likely have legal and resource implications.

8.0 Conclusion

Following on from the visioning event, the process review is now being scoped for approval by the project board. Whilst the complexity of the issue should not be underestimated, there are opportunities to provide better services and make efficiencies, and to improve customer satisfaction and public perceptions alike.

9.0 Recommendation

The committee is requested to note this report.

Background Documents Used

West Yorkshire Police Authority Public Survey, Place Survey, Leeds Residential Survey and Leeds Joint Strategic Intelligence Assessment.