



# Anti-Social Behaviour Strategy 2019-2022

**Safer Leeds**  
*Working in partnership to keep communities safe*

## Foreword

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**Councillor Debra Coupar**  
Executive Member for Communities

Welcome to Leeds City Council's Anti-Social Behaviour Strategy 2019-22. This strategy sets out our priorities for preventing and tackling anti-social behaviour for the next three years, with the aim of ensuring that residents in Leeds are safe and feel safe.

Partnership working has long been at the heart of our city's approach to preventing and tackling anti-social behaviour. A multi-agency unit – Leeds Anti-Social Behaviour Team (LASBT) includes officers from Leeds City Council, West Yorkshire Police, Housing Leeds, Belle Isle Tenant Management Organisation, Youth Offending, and Victim Support.

LASBT delivers a specialist anti-social behaviour service through locally based teams covering the South and City Centre, East North East, and West North West areas of Leeds.

Anti-social behaviour continues to be a priority for many of our neighbourhoods. It is often a symptom

of deep rooted issues and we recognise that no one agency can resolve the problems in isolation.

Clearly communities are best served by not having to experience ASB in the first place. As such this strategy advocates an approach to ASB based on prevention, ideally delivered through effective community engagement. The strategy provides a framework for our work that incorporates five strategic themes - prevention, intervention, enforcement, community empowerment and integrated intelligence.

The Safer Leeds Community Safety Strategy 2018-2021 sets out an ambition to ensure that people in Leeds are safe and feel safe in their homes, in the streets and the places they go. We are working hard to reduce levels of anti-social behaviour to contribute towards this wider ambition, and this strategy will assist us in extending the impact of our activity to improve the response residents receive from our service.

## Introduction

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The Safer Leeds Community Safety Strategy 2018-21 and Leeds City Council's Best Council Plan 2018/19-2020/21 both set out a clear ambition to make Leeds a place where everyone is safe and feels safe.

Safer Leeds has also agreed the following shared priorities for the next three years:

- Keeping people safe from harm
- Preventing and reducing offending
- Creating safer, stronger communities

Anti-social behaviour can cause considerable distress to individuals, their families and communities. It can be damaging and can escalate into more serious behaviours.

ASB is often a visible symptom of deep-rooted problems linked to risk factors borne out of persistent social and economic inequalities. Building confidence and resilience in those

neighbourhoods most at risk has the potential to complement wider work ongoing across the local authority linked to the Inclusive Growth and Health and Well-Being Strategies.

This ASB strategy aims to deliver positive outcomes for communities by preventing ASB before it occurs and intervening early, using insight gained from integrated intelligence, in order to reduce the risk of negative behaviour escalating.

People who come into contact with our services can have multiple and complex needs so it is essential that we have a **person-centred approach** that embeds the Think Family/Work Family ethos endorsed by Safer Leeds. This will be strengthened by adopting a collective response to – and responsibility for – problem solving.

Within this context it is important that enforcement action can also be used to protect individuals, families and communities, as well as providing

appropriate consequences for those causing significant or persistent harm.

In recent years we have made real progress in preventing and tackling anti-social behaviour. We know, however, that there is still more we can do in order to reduce ASB and improve the quality of life for residents across Leeds.

With our partners in Safer Leeds we have committed work more closely with communities, so that residents are empowered to resolve problems and conflict locally.

The strategy reflects the ambitions of the Safer Leeds Community Safety Strategy, Leeds City Council's Inclusive Growth Strategy and the Best Council Plan.

## Mission Statement

LASBT will seek to tackle anti-social behaviour at the earliest opportunity through a tiered approach of prevention, intervention and enforcement.

It will do so through strengthening community engagement, making best use of integrated intelligence and ensuring people are at the heart of our approach.



# 3 Definition of Anti-Social Behaviour

A wide range of activities, causing varying degrees of harm, could be interpreted as anti-social behaviour. For the purposes of this strategy the definition of anti-social behaviour adopted by Leeds Anti-Social Behaviour Team (LASBT) is outlined below.

The Anti-Social Behaviour, Crime and Policing Act 2014 uses two definitions of ASB depending upon whether the ASB is related to a housing function.

Where anti-social behaviour has occurred in a housing context, LASBT will consider whether the conduct is capable of causing nuisance or annoyance to a person in relation to

that person's occupation of residential premises or whether the conduct is capable of causing housing-related nuisance or annoyance to any person. LASBT works across all tenures.

Where anti-social behaviour occurs in a non-housing related context the test will be as to whether the behaviour has caused, or is likely to cause, harassment, alarm or distress to any person.

LASBT was designed to deal with behaviour that cannot be reasonably resolved through tenancy management or mediation. This includes (but is not limited to)



**Harm to individuals**

Harassment, threats of violence and/or intimidation, racist behaviour or language and verbal abuse.



**Harm directed at communities**

Drug dealing and misuse, street drinking, prostitution, kerb crawling, aggressive begging, public drunkenness and disorder and persistent domestic noise nuisance.



**Environmental Harm**

Graffiti and vandalism/damage to public property.





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# Service Standards



Victims and witnesses of anti-social behaviour should receive a swift and efficient service that is reflective of Leeds City Council's Core Values:

- Working as a team for Leeds
- Being open, honest and trusted
- Working with all communities
- Treating people fairly
- Spending money wisely

Those reporting anti-social behaviour should feel that their case has been handled fairly and appropriately, and that there is clarity about each stage of the complaint process. Where an issue falls outside the remit of LASBT, our response may include signposting or referral to alternative services.

Anyone contacting LASBT can expect the following minimum standards:

- They will receive a prompt response to their complaint.

- They will be treated fairly with dignity and respect.
- Reports will be taken seriously.
- Information will be kept confidential and we will only share it between agencies with permission in order to help with resolving the case.
- They will be kept regularly informed about the progress of the case.
- The victim will know who to contact if they are not happy with the service received.

Leeds City Council will ensure that clear information is available to residents detailing how to contact partner agencies to report anti-social behaviour.



## Aims and Objectives of the Strategy

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The Leeds City Council Anti-Social Behaviour (ASB) Strategy is intended to support and strengthen the Safer Leeds Partnership approach to tackling ASB across the city while also contributing to the ambitions set out in the Best Council Plan 2018-20/21.

### Safe, strong communities:

The main objective of the ASB Strategy is to co-ordinate the Council's response to tackling ASB, helping to keep people safe from harm and protecting the most vulnerable. As fear of ASB contributes to feelings of vulnerability within communities, the strategy will also prioritise the reduction in the perception of ASB in Leeds. If we fail to tackle ASB effectively our ability to create safer, stronger and resilient communities will be weakened.

### Promoting community resilience:

By focusing on increasing work with communities to strengthen their resilience and local leadership, it is the intention that it will be possible to deliver more locally derived solutions to ASB.

### Child friendly city:

By supporting young people who are in danger of becoming involved in ASB through prevention and early intervention, the ASB Strategy will contribute to a number of the priority areas in the Children's and Young People's Plan – for example, helping young people to make good choices and minimise risk-taking behaviours. The Safer Leeds Partnership has embedded the 'Think Family/Work Family' approach for practitioner responses to ASB, which provides increased opportunities to support local families, identify safeguarding issues and give children the best start in life.

### Living in clean, well cared for places:

Environmental crimes such as fly tipping, litter and graffiti are ASB. The strategy will focus on trying to reduce the incidence of these offences and increase the use of enforcement action against them to improve and protect the environment.

The ASB strategy will aim to deliver the objectives presented below:

- Reduce the incidence of ASB.
- Tackle inaccurate perceptions about the extent of ASB.
- Support individuals to change damaging or risky behaviours.
- Improve customer satisfaction, and support for victims and witnesses.
- Engage with local people to influence and shape resolutions for ASB.

To deliver these objectives, five strategic themes have been developed which will be presented later in the strategy.

## Key Legislation

The Anti-Social Behaviour, Crime and Policing Act 2014 introduced a significantly changed tool kit for local authorities, the police and other local bodies to tackle anti-social behaviour. The Act aimed to enable communities to play a bigger role in shaping the local response to ASB and to put the needs of the victim first. The Act consolidated and simplified the law, reducing the pre-existing anti-social behaviour tools and powers from nineteen to six. It also introduced the Community Trigger and Community Remedy.

The Clean Neighbourhoods and Environment Act 2005 sets out a wide range of measures to tackle ASB. These include legislating against nuisance parking and abandoned cars, extending the provisions against dropping litter and graffiti.

## City Context

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Leeds is a growing city with an estimated population of 781,700. There have been rapid demographic changes in the last decade with some of our most deprived communities growing fastest and with the youngest population. Our region is one of the youngest in the UK.

The city's population increase reflects the success of the Leeds economy. Leeds is the main economic centre for Leeds City Region and a driver of growth for the Northern Powerhouse, Yorkshire and the national economy.

However, not everyone is benefiting from this economic success. There remain significant issues of poverty and deprivation in the city. 160,000 people in Leeds live in neighbourhoods that are amongst the 10% most deprived neighbourhoods in England.

Unemployment has been reducing but is still too high in some areas.



Low pay is an increasing problem, with over 80,000 jobs (many of them part-time and insecure) paying less than the Living Wage. People are caught in a trap of low pay and low skills and our education and skills system does not work for everyone.

A variety of organisations including Nacro, Shelter and Centrepoin have demonstrated that ASB is often prevalent where there are wider risk factors such as living in a disadvantaged neighbourhood and/or poor housing, or in a family where there is conflict, social exclusion or poverty. In Leeds we know the effects of ASB are felt disproportionately by those living in our most deprived neighbourhoods.

Our Inclusive Growth and Health and Well-Being Strategies aim to bring partners together to address these challenges, and help ensure people and places can contribute to and benefit from growth to their full potential. An effective ASB strategy will be an important tool in complementing ongoing work, particularly in those neighbourhoods where risk factors are heightened.



## Strategic Themes

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The proposed approach to tackling anti-social behaviour, and the public perception of anti-social behaviour, is built around five strategic themes.

- Prevention
- Intervention
- Enforcement
- Community Empowerment
- Integrated Intelligence

### Prevention

The aim of this theme is to intervene early to lower the risk of anti-social behaviour occurring in the first place. Prevention of anti-social behaviour has a profound impact on the quality of community life. By working with partners to tackle the root causes of problems and conflicts within communities we can ensure we deliver more effective and sustainable long-term solutions.

In some instances preventative activity will target specific risk factors such as family conflict, poor housing or financial exclusion. Tools may include housing advice, tenancy management, mediation, Acceptable Behaviour Contacts, Parenting Contacts, and environmental improvements.

Prevention will also include more general activity – for example, educating young people about the long-term consequences of engaging in anti-social behaviour.

Targeting resources at preventative activity can also avoid more costly crisis management solutions and enforcement action, potentially

releasing resources to reinvest in further preventative work.

Working in, and with, the community will be key to tackling anti-social behaviour. In some instances the use of a community multi-agency risk assessment (MARAC) may be appropriate to deal with high-risk anti-social behaviour cases. Supporting a victim centred approach, they can speed the identification of underlying causes of ASB, as well as significant risk or safeguarding issues.

We will:

- With partners identify design out crime initiatives within communities
- Work with partners on initiatives such as Operation Champions
- Work with individuals and communities to promote awareness of Hate Crime reporting.
- Support the work of the Safer Schools Officers.
- Triage reports of ASB and Hate Crime effectively to prevent high harm high risk situations.
- Work with clusters to identify families in needs of support.

### Intervention

Intervention measures are put in place when preventative action has failed and someone has become involved in committing anti-social behaviour. The aim is to provide support and / or diversion to prevent that individual engaging in further ASB. This is premised on an understanding that delivering support as early as possible

reduces the potential for behaviour to escalate.

Critical to this process will be embedding the identification and assessment of risk in the evaluation process to ensure that vulnerable people with complex needs have the opportunity to receive specialist support from the right services. Ideally early intervention should be arrived at through engagement with individuals, families and communities to maximise the potential for success.

To do this we will:

- Embed a Triage process to respond effectively to reports of ASB.
- Embed a community Marac for problem solving complex ASB issues.
- Promote the use of mediation services for early resolution of ASB issues
- Develop the out of hours noise nuisance service to ensure effective deployment of available resource.

### Enforcement

Enforcement is used to protect the community, victims and witnesses, as well as providing a consequence in the case of individuals whose behaviour is causing persistent or significant harm. Enforcement alone will not solve ASB. However, it is useful tool when ASB continues and/or escalates, and those involved refuse support or diversion.

To do this we will:

- Further develop the Neighbourhood Response Teams
- Support the Serious and Organised Crime programme
- Support the Safer Leeds, Road Safety Plan with targeted interventions for vehicle nuisance
- Utilise all available tools and powers to tackle ASB.
- Develop the use of Community Protection Notices.

## Community Empowerment

Working with communities to develop strategies to prevent and tackle anti-social behaviour is critically important. Using local intelligence and networks to better inform decision making will improve outcomes for communities. Interventions to prevent ASB are most likely to be effective where those communities experiencing the effects of ASB are closely involved in developing the solutions.

It is important that we listen to our communities and develop responses to ASB that reflect local priorities. In

some areas this will complement wider ongoing work to target resources in priority neighbourhoods.

To do this we will:

- Engage in communities and increase confidence in reporting ASB and Hate Crime
- Support the work of the Communities Teams in priority neighbourhoods
- Embed a Communication and Engagement Plan
- Develop a Customer Service Offer outlining the LASBT service standards

## Integrated Intelligence

Where intelligence is shared between partners there is greater scope to identify early interventions that can achieve long-term resolutions and reductions. Furthermore, where integrated intelligence allows the early identification of risk, there is a reduced likelihood of those victims or perpetrators with complex needs being passed between different bodies. West Yorkshire Police is a key partner in the city's approach to tackling ASB. The fact that

policing district structures remain co-terminus with local authority boundaries presents additional opportunities to work effectively together. Sharing information with a clear understanding of each other's responsibility and capability will facilitate the identification of shared priorities, pooling of resources and the potential to deliver timely problem solving and early intervention.

To do this we will:

- Utilise Police / LCC Intelligence to deploy resource effectively
- Enhance links with LeedsWatch
- Improve links with Neighbourhood Policing Teams and co-ordinators to identify repeat callers and priority cases
- Develop effective triage performance framework

## 8 Implementing the ASB Strategy



The five strategic themes set out in section 10 reflect our approach to tackling anti-social behaviour. The actions within each theme will be delivered through an annual action plan. This plan will be reviewed quarterly by ASB Silver Group and monitored by Safer Leeds Executive. It is intended that this will be a living document and as such these actions will evolve over time.

The effectiveness of the strategy will be measured against the aims and milestones detailed in the action plan. As well as this, performance monitoring of case management will allow key objectives and trends to be observed.

This strategy will be shared with partners and stakeholders along with progress made in relation to the actions agreed.

### Contact Information

If you experience anti-social behaviour please contact:

**Leeds anti-social behaviour team**

Email: [lasbt@leeds.gov.uk](mailto:lasbt@leeds.gov.uk)

Phone number: 0113 222 4402

In person: at any One Stop Shop

**Noise nuisance team**

Email: [noise@leeds.gov.uk](mailto:noise@leeds.gov.uk)

Phone number: 0113 222 4402 (daytime) or 0113 376 0337 (6pm – 3am)