

**Report of : Director of Environments and Neighbourhoods**

**Report to : Executive Board**

**Date: 7 September 2011**

**Subject: Developing a Locality Approach Between Leeds City Council Services and Police Community Safety Officers (PCSOs)**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
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? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

**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 324 PCSO working across the city. The PCSO service is funded from a number of sources including the West Yorkshire Police Authority (WYPA), Leeds City Council (LCC), the Hospital Trust, City Centre Markets, White Rose Shopping Centre, some Parish Councils and ALMOs.
2. Despite the huge budget pressures that the Council currently faces, it has maintained significant investment in the PSCOs service, and in April 2011 the Council agreed to extend the existing agreement with the WYPA to retain 170 PCSOs across Leeds. The funding provided by the Council amounts to just over £1.5m per annum, and provides a 30% contribution towards these posts.
3. The investment provided by the Council was awarded on the basis that work be undertaken this year to strengthen arrangements between PCSO's and Leeds City Council Services. In particular the aim is to support the delivery of locally identified

environmental priorities and assist in the delivery of service efficiencies and improved effectiveness.

4. This report provides an overview of progress to develop closer working and recent examples of how the Council is working closely with PCSOs to help deliver better outcomes for local people.

## **Recommendations**

5. Executive Board is asked to:
  - 5.1. note the progress being made to develop more joined up working within localities between LCC services and PCSOs.
  - 5.2. agree that a report be tailored for each Area Committee on PCSOs and proposed areas of closer working on local environmental priorities.

## **1 Purpose of this report**

- 1.1 The purpose of this report is to provide Executive Board Members with an overview of progress to develop more joined-up working arrangements between locality based City Council services and PCSOs.

## **2 Background information**

- 2.1 The fundamental role of a PCSO is to contribute to the policing of neighbourhoods, primarily through highly visible patrols with the purpose of reassuring the public; tackling anti-social behaviour in public places; responding to concerns raised by residents and Elected Members; and being accessible to communities and partner agencies working at local level. This involves working with a range of local services including Youth Services, Schools, Environmental Services and ALMOs.
- 2.2 In 2008 Leeds City Council entered in to a three year contract with the West Yorkshire Police Authority for the provision of 170 PCSOs across the city. In April 2011, the Council agreed to extend this arrangement for a further year.
- 2.3 The 2011/12 contract amounts to over £1.5m of additional policing within localities funded from Council budgets. The decision to continue funding was made despite a backdrop of significant cuts to Council budgets, coupled with the withdrawal of major grant programmes such as Safer and Stronger Communities Fund (SSCF). This demonstrates the commitment and investment that the Council has made in local policing for a number of years.
- 2.4 The deployment of PCSOs part funded by LCC are allocated on an equal 5 per ward basis across Leeds. West Yorkshire Police allocate their PCSO cohort across their Neighbourhood Policing Teams (NPTs), of which there are 17 in total across Leeds.

- 2.5 The designation of PCSOs is based on intelligence gathered from a range of sources including; hotspot locations for example burglary and ASB; information provided by the community and Elected Members; and data from the Council and other agencies.
- 2.6 In addition to the posts LCC contributes towards, there are 22 PCSOs that are funded by external organisations; these include the Hospital Trust, City Centre Markets, White Rose shopping centre, and some Parish Councils and ALMOs.
- 2.7 A table showing the current designation of all PCSOs by Police Division is provided below:

<b>Division</b>	<b>LCC 30% Funded</b>	<b>WYPA / Other Funded</b>	<b>Total</b>
City and Holbeck	35	70	105
Pudsey / Weetwood (WNW)	65	55	120
Stainbeck / Killingbeck (NE)	70	29	99
<b>Total</b>	<b>170</b>	<b>154</b>	<b>324</b>

### **3 Main issues**

- 3.1 For a number of years, work has taken place within localities to develop closer working arrangements between local service providers and NPTs. The introduction of the new locality working arrangements have brought a sharper focus to how local services work and co-operate with one another on a daily basis in order to deliver better outcomes for local people.
- 3.2 There are already significant levels of co-operation. Children's Services, for example, work closely with the Police through the Safer Schools Initiative, within which the PCSOs play an important part. PCSOs often act as the "eyes and ears" within local areas, reporting on a range of issues, from anti social behaviour and truancy, through to matters of safeguarding.
- 3.3 Work this year seeks to build on the relationship across the Council, in a more systematic way, with particular emphasis on how the PCSOs can assist with improving the environment. A number of meetings took place during the 1<sup>st</sup> quarter of 2011/12 involving the Executive Member and Director for Environments and Neighbourhoods, Chief Officers for Community Safety and Environmental Services, the three Divisional Commanders and a number of other senior officers from relevant Council services. The following issues / actions are now being progressed:
- Detailed discussions have taken place to formalise joint protocols between WYP and LCC, which will result in PCSOs delivering City Council led environmental enforcement activity, for example, relating to persistent problem areas for littering and dog fouling.
  - Enforcement action will focus initially on fly tipping. Further discussions are taking place to identify other areas of environmental concern, where PCSOs

can play a pro-active and re-active role in addressing concerns that have been raised by local people and Elected Members.

- Locality based tasking priorities have been gathered from each of the three Environmental Locality teams with a view to this forming part of the weekly tasks assigned to the PCSO's.
- PCSO's are involved in local tasking arrangements in all areas. This includes work to tackle local burglary problems.
- PCSO's and local services are working more closely with one another to deal with problem families / individuals (see case study 1 below).
- Key contacts have been established for Environmental Service across the city. On identifying an issue relating to an LCC service, the PCSO will contact the relevant service manager to report the issue and have it dealt as soon as possible (see case study 2 below).
- Close links have been established with the new multi agency Anti-Social Behaviour Teams.
- PCSO's regularly accompany LeedsWatch mobile CCTV vehicles whilst on patrols. This is helping to improve the disruption and detection of criminal behaviour.

**3.4** It is proposed to outline this work further in tailored reports for each of the Area Committees in coming months. This will provide details of local priorities which are being tasked to PCSOs to support and give the Area Committees opportunities to feed in their views on local environmental priorities which could be addressed through closer working and PCSO support.

### **3.5 Examples of environmental priorities now being tasked to PCSOs**

From recent discussions in East North East Leeds the following examples highlight the types of work where PCSO support is being put in place to tackle current environmental problems:

1. Wetherby and Outer Villages NPT – support to help reduce littering by lorries in some problem hotspot areas
2. Gipton and Harehills NPT / Chapel Allerton NPT– support regarding dog fouling in park and playground areas
3. Seacroft NPT – support to help reduce littering around South Parkway
4. Burmantofts and Richmond Hill NPT – support to help enforce selective licensing in East End Park area

### **3.6 Case Studies of recent good practice**

An exercise was recently completed to gather examples / case studies of joint working between LCC services and PCSOs across the City. Two examples of joint working are outlined below and further local examples will be provided in reports to Area Committees:

### **3.5.1 Case Study 1 - Burmantofts and Richmond Hill**

In March 2010 the Neighbourhood Policing Team (NPT) were receiving numerous reports from the local community of anti-social behaviour from a household in the Osmondthope area. The local PCSO team altered their patrol plan to ensure that the property was regularly monitored by the local NPT.

In tandem with this, the ASB Unit at Leeds City Council (LCC) launched an investigation into the occupier of the address. It was found that the occupant had a history of dishonesty and was making false statements to ASB investigators and Housing around the persons who were attending the address. By increasing the number of patrols in the areas the PCSOs were able to show that known burglars, drug users and local problem youths were all using the address as a base.

As a result of the above work a warrant was executed which recovered some stolen property from a burglary and the occupant was later charged with Handling Offences.

Soon after, through a joint meeting with LCC and Housing, it was clear that the occupant's behaviour was worsening and local Councillors began contacting the NPT on a regular basis, due to complaints being lodged by other residents. However few were willing to give statements against the occupants for fear of reprisals.

A joint letter drop was organised within the area to explain what action the police, Council and local ALMO were undertaking. The NPT also arranged for an Operation to take place at the addresses immediately surrounding the residence which involved a survey of local residents. This gave officers the opportunity to speak to every person in the area without any one address appearing as though they were giving information to the police. The Area Tasking Group gave this operation additional funding so that crime prevention measures could be handed out to the public to provide further re-assurance.

In October 2010 the PCSOs and other officers submitted evidence statements to the LCC ASB team. Within these statements was proof of noisy parties, abusive persons at the address and the impact this was having on the occupants on the wider community.

An officer from the LCC ASB team then began to build a case for possession of the property (together with housing) and an injunction banning the occupant from the Osmondthope area. The PCSOs were consulted and suggested through the police ASB officer the exclusion area.

In February 2011 (as the court case was ongoing) the occupant was arrested by the NPT on a warrant for failing to attend court. At the same time one of the local PCSOs was undertaking visits at local second hand shops to provide a contact if any persons attempted to sell any suspicious items. One of the businesses requested that officers check their property for stolen items as they didn't wish to have any on the premises. The local NPT attended and found a mobile phone linked to a burglary

that was sold to the shop by occupant. Upon release from court the occupant was arrested again and was summonsed to court for further handling offences.

In April 2011 the occupant was evicted from the Osmondthope property and in May LCC successfully applied for an injunction banning the occupant from the area.

Throughout the process there was some excellent partnership work between all agencies. In this matter, the PCSOs were the eyes and ears of the community. They re-assured the public, gathered evidence, linked in with the ASBU team, helped recover stolen property and most importantly made Osmondthope a safer and better place to live.

### **3.5.2 Case Study 2 Cardinals' Closer Communities Project**

This was a six month project which was formulated on the back of regular complaints from the residents on the Cardinal estate to all the partners involved.

The main complaints were:

- Anti-social behaviour - youths congregating in the alleys and causing damage and intimidation.
- Criminal behaviour – suspicions that some council tenants were responsible for a spate of burglaries on the estate.
- Housing – concerns that council tenants were dumping rubbish in their front gardens, not cutting grass and hedges and generally not abiding by their tenancy agreement.
- Environmental issues - communal land grass not being cut, rubbish being dumped and not removed.

The partners involved included West Yorkshire Police PCSOs, Aire Valley Homes, LCC Anti-Social Behaviour Unit, Environmental Action Team, Street Scene, South Leeds Area management, Neighbourhood Community Warden, Beeston & Holbeck Councillor's, an officer from the Cardinal Youth Club, and most importantly the residents of the Cardinal's estate.

Following an initial two days of action which were targeted at tidying up the worst areas of the estate, weekly walkabouts were conducted. These were held on a Thursday which every partner member attended and the public invited. Here a visual environmental audit was conducted and where possible immediate action to address the issues was taken by the Aire Valley Homes Caretakers or by members of staff from Street Scene. Those issues which couldn't be immediately resolved, were tasked to the relevant agency to address within a fortnight. Through the weekly walkabouts, the partners were able to keep check on whether the actions had been dealt with.

The PCSOs were key individuals who attended these walkabouts. They accompanied the various agencies on visits to tenants who were either causing anti social behaviour, environmental, housing or criminal issues. Through this partnership approach, information was available to share almost instantaneously between agencies in order for the relevant agency to take immediate action and not delay the process to deal with the issue.

In between these weekly walkabouts, the PCSOs continued to patrol the Cardinal Estate on a daily basis, and where they came across problems which couldn't be dealt with, they would refer the issue to the relevant agency to take action. They were in fact working on behalf of all the agencies on a daily basis in order to deliver the greatest possible impact to local residents. Most importantly, they became figures of reassurance and engagement for the residents of the Cardinal estate, a familiar and trusted point of contact where they could go to report any issues, knowing that it would be referred to the relevant agency to be addressed. Thus enhancing the trust and confidence they had of the PCSO.

Throughout the project three newsletter drops were conducted to over a thousand houses on the estate by the PCSOs. The first was to inform the residents of the launch of the project, three months into the project an update on what we had achieved so far and then finally at the end of the project what had been the result. Each leaflet had a part allocated to each of the individual partner agency involved to ensure the success was shared.

The result of this partnership work over the six month project speaks for itself:

- Crime fell by a third, 57 fewer offences
- Anti social behaviour fell by over 50%, 98 fewer calls

The partnership arrangements that were put in place to support the residents on the estate, were invaluable in improving the area and the lives of local people.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

4.1.1 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.

4.1.2 The tasking arrangements between LCC and WYP will be determined via consultation with local communities, elected members and through intelligence products produced by WYP, LCC and the Community Safety Partnership.

### **4.2 Equality and Diversity / Cohesion and Integration**

4.2.1 Both LCC and WYP 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 Council Policies and City Priorities**

4.3.1 The development of more integrated and closer working between locality based services, will deliver improved outcomes for local people and is aligned with the

new Safer and Stronger Partnership's priority to 'Make Leeds an attractive place to live, where people are safe and feel safe, and the City is clean and welcoming.'

- 4.3.2 The delivery of the new tasking arrangements will also support 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 Resources and value for money**

- 4.4.1 The Council has committed over £1.5m in 2011/12 to support the continuation of the PCSO service across the city. Through the development and delivery of closer working between 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.
- 4.4.2 The integration of services should also deliver service efficiencies and improved effectiveness through a more focused approach to address problems, provide a better distribution of responsibility to deal with issues of concern, and improve ownership by individual services and organisations.
- 4.4.3 It is hoped that the protocols established between WYP and LCC, will deliver service efficiencies and provide better value for money, and that the delivery model can be replicated across the city in other partnership working arrangements.

#### **4.5 Legal Implications, Access to Information and Call In**

- 4.5.1 There are no legal implications connected with the contents of this report.

#### **4.6 Risk Management**

- 4.6.1 Regular meetings are now taking place within localities, with senior officers to assess the practical arrangements to take forward the joint working approach outlined in this report. These will be 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 progress that has been made to develop more joined up working within localities between LCC services and PCSOs
- 5.2 Agree that a report be tailored for each Area Committee on PCSOs and proposed areas of closer working for local environmental priorities

### **6 Background documents**

- 6.1 PCSO joint working case studies exercise – WYP June 2011
- 6.2 2011/12 PCSO contract between Leeds City Council and West Yorkshire Police