



**Open Report on behalf of Martin Samuels,  
Executive Director - Adult Care and Community Wellbeing**

Report to:	<b>Public Protection and Communities Scrutiny Committee</b>
Date:	<b>14 May 2024</b>
Subject:	<b>Anti-Social Behaviour</b>

**Summary:**

In March 2024, the County Council committed to investing £1m of non-recurrent funding to help tackle and reduce Anti-Social Behaviour (ASB).

This report provides an update to the Public Protection and Communities Scrutiny Committee on a two-year investment plan that has been developed with the help of Children's Services, District Council ASB leads, Community Safety staff and Lincolnshire Police.

**Actions Required:**

The Public Protection and Communities Scrutiny Committee is invited to:

1. Review and comment on the detail of the contents of this report.
2. Endorse the report and commit their support in helping Lincolnshire County Council (LCC) raise awareness of the impact of ASB throughout Lincolnshire.
3. Request that a follow up report be submitted in the next year, providing updates and progress against set targets and actions.

**1. Background**

In England and Wales, anti-social behaviour is legally defined as 'conduct that has caused, or is likely to cause, harassment, alarm or distress to any person' (Section 2 (1a) of the [Antisocial Behaviour, Crime and Policing Act 2014](#)). In reality, this subjective definition translates into a broad spectrum of behaviours ranging from noisy neighbours to vandalism, fly tipping, street drinking, and using or dealing drugs.

## Legal Duty

Lincolnshire County Council is responsible for the delivery of a range of public services, and is legally obliged, through Section 17 of the [Crime and Disorder Act 1998](#), '*Without prejudice to any other obligation imposed upon it – exercise its function with due regard to the need to do all it reasonably can to prevent crime and disorder in its area*'.

Lincolnshire County Council do not provide a frontline response to anti-social behaviour but do:

- Fulfil the duty to have a Community Safety Partnership (as stipulated in the s.5-7 of the Crime and Disorder Act 1998) through the Safer Lincolnshire Partnership, which is administered by the Community Safety Service.
- Provide coordination for the Anti-social Behaviour Core Priority Group (ASB CPG), which forms part of the Safer Lincolnshire Partnership. This role is key to delivering effective partnership working in response to anti-social behaviour and achieving the objectives set within the Safer Lincolnshire Partnership delivery plan.
- Commission ECINS; an IT platform for anti-social behaviour multi agency case management, which enables effective information sharing between agencies when tackling high risk and complex cases of anti-social behaviour.
- Support district councils to help tackle young people identified as engaging in anti-social behaviour through agreed pathways with Future4Me to access guidance and early interventions.
- Provide a universal preventative education session on ASB in schools, reaching 9729 secondary school students in 2022/23.

## Current ASB picture

There are on average between 14,000 and 14,500 ASB incidents per year reported to Lincolnshire Police. There are additional criminal offences that are reported to Lincolnshire Police that could be considered ASB, such as criminal damage, graffiti, and public order. In addition, there are also ASB incidents reported to District Councils, so the incidents that occur in the county involving ASB will be considerably higher than the 14,000-figure provided by Lincolnshire Police.

The four highest ASB complaints by communities in the county are:

- Inconsiderate behaviour – 39%
- Household disputes – 16%
- Drunken behaviour – 9%
- Vehicle nuisance – 8%

Police categorise the county in to 58 policing areas. Policing then categorises the top reported crimes within these areas and lists the top four. The table below shows the breakdown.

Top reported crimes position	ASB rating by area	Percentage breakdown
1	2	3.4%
2	42	72.5%
3	11	19%
4	2	3.4%
Not in top 4	1	1.7%

72.5% of Lincolnshire has ASB as the highest recorded crime type within that area, with Grantham Town East and Wainfleet and Burgh Le Marsh the two ward areas where ASB is the highest reported crime in that area. The prevalence of ASB is higher than thefts, robberies and burglaries.

If you wish to check your local area data please use the following link [Lincolnshire Police | Police.uk \(www.police.uk\)](https://www.lincolnshire.police.uk)

The top five locations where ASB has the highest recorded levels are Skegness, Lincoln City Centre, Lincoln Abbey, Stamford Town Centre and Louth Town.

The top five locations where ASB has had the highest percentage in crime in the last years are Gainsborough Rural South, Spalding Rural East, Skegness, Horncastle and Wragby, Market Deeping and Uffington.

Most ASB incidents occur over the weekend and peak between April and August. As expected, many ASB types are seasonal such as nuisance neighbours, noise nuisance, drunken behaviour and street drinking in the summer months and inappropriate use of fireworks in November. Inconsiderate behaviour is consistent all year round with the exception of December where it sees a decrease.

Anti-social behaviour is costly. As well as the personal cost to human suffering and missed life chances, the estimated cost of late interventions to the economy is nearly £20.6 billion per year. Of this, £850 million is attributed to anti-social behaviour (2023/2024 prices) [ASB Action Plan March 2023](#).

**What works**

Problem-solving approach

There requires a problem-solving approach to ASB that involves all agencies working together to fully understand the problem and thinking systematically.

A review of evaluation evidence concluded that problem-solving was an effective – and possibly cost-effective – strategy for reducing a wide range of different crimes (Hinkle and others, 2020). In total, 31 out of the 34 studies in the review showed problem-solving had reduced crime.

When it pooled all the results of these studies, the review found that overall, crime fell by one third in areas that received problem-solving relative to areas that did not.

There was also some evidence of reductions of crime in nearby areas (a diffusion of benefits), but no evidence of crime being displaced elsewhere.

Engaging local communities in the process can be particularly effective as they can help to identify the crime and anti-social behaviour problems – the signal crimes and disorders – that affect people the most (Tuffin and others, 2006; Innes, 2014).

### Targeting places

The evidence tends to suggest that targeting the places that create the most can be an effective crime reduction strategy. The evidence is more extensive for reduction of some types of crime, such as burglary. A systematic review concluded that hot spot targeting – targeted activity in high crime locations – can reduce crime (Braga and others, 2019a).

Out of 78 tests of hot spots policing, 62 had a positive effect on crime. The review found hot spots policing was effective against a range of crime types, including violence, property crime, disorder and drug offences, and all offences associated with ASB. The studies included in the review tended to look at the impact of problem-solving, an increase in directed patrol and crackdowns. Problem-solving was found to have the biggest impact on crime and was thought to yield positive benefits for community relations.

### Targeting people

There is also evidence in support of the police focusing their efforts on individual victims and offenders who contribute the most to police demand. Focusing on those people who are most vulnerable to and harmed by anti-social behaviour may also be effective (Innes and Weston, 2010)([find out more about how resources can be targeted](#)). By taking initial action against the most challenging problems may encourage people in the local community to take more of a role in looking out for each other.

All the above 'what works well' activity requires an evidence base and shared intelligence picture, a targeted educational capability, a need for advocacy and mediation skills and targeted early engagement and prevention activity.

**The financial investment, detailed below will allow for greater capacity into the system, working alongside police, district councils and social landlords to reduce ASB, as detailed below.**

### **Preventative Education Stay Safe Officer**

The Stay Safe team get several requests per year to complete additional ASB inputs to pupils outside the standard offer. The employment of additional staff will allow for targeted flex into schools, community clubs on a request or intelligence led basis.

#### *Stay Safe Officer x 1 (within the Stay Safe Partnership)*

- To deliver bespoke prevention programmes in schools identified as having a problem with anti-social behaviour. Including alternative provisions for permanently excluded young people such as Springwell Alternative Academy. Tailoring delivery to the specific needs of the school and type(s) of anti-social behaviour they may be experiencing.
- This additional Stay Safe Officer resource would enable LCC to reach (at least) an additional 10,000 pupils in each academic year.

The 'Safer Together' working agreement between Lincolnshire Police Crime Prevention Team and Lincolnshire County Council Community Safety Service (which includes the Stay Safe Partnership staff) provides the right 'home' for this initiative and will ensure senior strategic oversight of the work being delivered by those teams.

### **Anti-social behaviour interventions team**

This team will be visible in the community working with districts, police and social landlords. The focus will be on early intervention and prevention activities based in the community in priority areas identified by community safety partner organisations (Police and District Councils). This will include street-based interventions as part of the incremental prevention process. The staff will be trained in advocacy, mediation, case reviews, problem solving and conflict resolution.

#### *ASB interventions team – 1 x manager, 3 x officers, 1 x business support*

This team will deliver and co-ordinate the following activities:

- Deliver initiatives which aim to develop strong and enduring bonds with the community, public and private sector to jointly tackle youth and adult involvement in anti-social behaviour.
- Advocacy and mediation to support tackling noise and neighbour related anti-social behaviour, supply literature explaining how advocacy/mediation works and its benefits, which can be shared with prospective clients to help encourage take up.
- Develop an engagement calendar of anti-social behaviour campaigns/events based on evidenced best practice and benchmarking other councils.
- Deliver place-based interventions and additional capacity to deliver the incremental ASB prevention methodology.

- Become centre of excellence for identifying, managing, and reducing ASB.
- To consider existing campaigns delivered in other areas of the country to address specific anti-social behaviour problems. Such as a Respect and Tolerate Campaign to help prevent neighbour related anti-social behaviour that occurs during school holidays and the summer months; successfully delivered in Leicestershire.
- Support the delivery and evaluation of Anti-social Behaviour Awareness Week.
- To establish an evidence-base to drive anti-social behaviour activity; to inform the work of the ASB CPG and to support future funding opportunities.
- Regular scanning and analysis to inform targeted interventions, to ensure work is being delivered in the most appropriate areas and to the most appropriate individuals; ensuring resource is being used to best effect.
- Data collection, case management administration, arranging and facilitating meetings, providing routine management information.

### **Positive Futures ASB officers**

This team will be visible in the community where detached/outreach work will be carried out in priority areas identified by community safety partner organisations and Children's Services colleagues. This includes the delivery of street-based work with young people with a flexible and responsive delivery. Group intervention work will work alongside the detached/outreach work with a three-stage approach, a lead in, activity week and five-to-six-week exit. There will also be community development work as part of a sustainable plan to work with existing youth provision or community organisations in the areas to open a dialogue as to how to support the opportunity for collaboration with community safety partners.

*Positive Futures ASB Response – x1 Senior Community Intervention worker, x3 Positive Futures workers.*

The following outlines a draft proposal for the establishment of a child centred response to ASB and community safety concerns.

#### ➤ Detached/outreach work in the target areas:

Detached/Outreach work will be carried out in the target areas in response to priorities identified by community safety partner organisations and Children's Services colleagues. This work includes the delivery of 'street-based' work with young people in the target communities, alongside collaboration with local agencies (including schools and police) to respond to crime or ASB 'hotspots' identified through place-based multi-agency meetings in target areas. The mode of delivery for this element will be flexible and responsive. Positive Futures workers will be visible in local communities and engage with young people in a variety of contexts, e.g. local parks, schools and bus stations, on a weekly basis for at least two evenings a week.

➤ Group intervention:

Sitting alongside the detached/outreach work will be a group work intervention. Vulnerable young people identified through outreach activities or identified by partner agencies will be referred to a focussed 12-week intervention involving three phases:

- Phase 1: A 'lead-in' period designed to involve young people in individual and small group activities to reinforce positive and prosocial behaviours promoted through outreach activity and to build skills and confidence to support engagement in an activity week. These sessions will be planned and led by workers primarily face to face but also using digital engagement where relevant. This will address a range of issues relevant to young people. Examples may include developing social skills, tolerance (e.g. discussing bullying and use of abusive language) and understanding the impact of ASB.
- Phase 2: An activity week involving outdoor and challenge activities to stretch young people and build skills, confidence, and social competencies. This might include sessions with local outward-bound centres.
- Phase 3: A five-to-six-week 'exit' period involving the design, planning and delivery of a social action project led by the young people and a 'celebration' event involving the young people and their parents/ carers. Examples of social action might include the design and installation of birdboxes along a walking route and a football match to raise money for a local charity.

➤ Community Development:

As part of a sustainable plan to this we will work with any existing youth provision or community organisations in the areas to open a dialogue as to how we might support the opportunity for collaboration with community safety partners in meeting the needs of local young people.

Also to create a conversation between community organisations and young people as to understanding the needs of local young people and how they can continue to play a prosocial role in their community.

**Expected outcomes:**

- Reduction in overall ASB reports in targeted areas.
- Increased feeling of safety within targeted communities.
- Increased advocacy and mediation resolutions.
- Increased number of children interacted with through Stay Safe education.
- Increased number of children who have received targeted ASB support/engagement.
- Increased number of intervention powers used.

- Increased number of referrals into specialist services i.e., drug and alcohol, mental health.

## **2. Conclusion**

These proposals are made with the aim of increasing the effectiveness of how we tackle anti-social behaviour in Lincolnshire; providing the capability to better understand our communities and what matters most to them and increase capacity to deliver targeted early intervention and prevention work, and community engagement.

This is a Lincolnshire County Council led initiative, which complements the work already delivered by police, district councils and social landlords, and the Anti-social Behaviour Core Priority Group, in response to anti-social behaviour.

## **3. Consultation**

### **a) Risks and Impact Analysis**

Not Applicable.

## **4. Background Papers**

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

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