



# Crime and Antisocial Behaviour Task and Finish Group

Date: Tuesday, 14 November 2023

Time: 5.30 pm

Venue: Council Antechamber, Level 2, Town Hall Extension

There will be a private meeting for members only from 5:15pm on Tuesday 14 November in the Antechamber, Level 2, Town Hall Extension.

Everyone is welcome to attend this committee meeting.

## **Access to the Council Antechamber**

Public access to the Council Antechamber is on Level 2 of the Town Hall Extension, using the lift or stairs in the lobby of the Mount Street entrance to the Extension. **There is no public access from the Lloyd Street entrances of the Extension.**

## **Membership of the Crime and Antisocial Behaviour Task and Finish Group**

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### **Councillors**

Hitchen (Chair), Azra Ali, Appleby, Doswell, Good, Ogunbambo, Sheikh and Wills

## Agenda

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**1. Urgent Business**

To consider any items which the Chair has agreed to have submitted as urgent.

**2. Appeals**

To consider any appeals from the public against refusal to allow inspection of background documents and/or the inclusion of items in the confidential part of the agenda.

**3. Interests**

To allow Members an opportunity to declare any personal, prejudicial or disclosable pecuniary interest they might have in any items which appear on this agenda; and [b] record any items from which they are precluded from voting as a result of Council Tax/Council rent arrears. Members with a personal interest should declare that interest at the start of the item under consideration. If members also have a prejudicial or disclosable pecuniary interest they must withdraw from the meeting during the consideration of the item.

**4. Minutes**

To approve as a correct record the minutes of the meeting held on 17 October 2023.

5 - 10

**5. ASB Opportunities and Challenges**

Report of the Strategic Director (Neighbourhoods).

11 - 18

This report provides an overview of the tools and powers that are used to address ASB and some case studies of how they are used. It sets out some of the work that the Council undertakes with its partners to prevent escalation of ASB and includes the Council's Policy and Procedure for addressing ASB.

**6. Recommendations of the Task and Finish Group**

To formulate and agree recommendations for inclusion in the Task and Finish Group's final report.

Verbal Report

Following the feedback from previous meetings, the following recommendations have been identified:

- That the Council's Communications team publish guidance on how residents can report ASB to the Council, police and housing providers.
- The Council encourages Housing Providers and Council services across the city to adopt a consistent approach to tackling ASB.
- The Council supports the approach to early intervention and prevention of ASB, through appropriate support and interventions including youth provision

- The Council reviews opportunities for understanding perceptions of safety in the city.

**7. Terms of Reference**

Report of the Governance and Scrutiny Support Unit.

19 - 20

Members are invited to review the Terms of Reference of the Task and Finish Group.

## **Further Information**

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For help, advice and information about this meeting please contact the Committee Officer:

Charlotte Lynch  
Tel: 0161 219 2119  
Email: [charlotte.lynch@manchester.gov.uk](mailto:charlotte.lynch@manchester.gov.uk)

This agenda was issued on **10 November 2023** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 2, Town Hall Extension (Library Wal Elevation), Manchester, M60 2LA

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## Crime and Antisocial Behaviour Task and Finish Group

### Minutes of the meeting held on Tuesday, 17 October 2023

**Present:**

Councillor Hitchen (Chair) – in the Chair  
Councillors Azra Ali, Doswell, Good, Ogunbambo, Sheikh and Wills

**Apologies:** Councillor Appleby

**Also present:**

Tracey Ferguson Black, MSV Housing  
Lacey Foster, Remedi UK  
Superintendent Nicola Williams, GMP

**CESC/CAB/23/4 Minutes**

**Decision:** That the minutes of the meeting held on 12 September 2023 be approved as a correct record.

**CESC/CAB/23/5 ASB Tools and Powers to address ASB and Policy and Procedures**

The Task and Finish Group considered a report of the Strategic Director (Neighbourhoods) that provided an overview of the tools and powers used to address antisocial behaviour (ASB).

Key points and themes in the report included:

- Case studies of how the Council uses the tools and powers it has;
- The work undertaken with partners to prevent the escalation of ASB
- The Council's policy and procedure for addressing ASB;
- Interventions with children and young people and youth provisions;
- Early intervention methods;
- The powers available only to the Council, such as Public Space Protection Orders (PSPOs);
- The powers available to the Council, police and social landlords;
- The powers available to the Council and police;
- The powers available only to the police;
- The different ways to report ASB; and
- Barriers to reporting.

Some of the key points that arose from the Task and Finish Group's discussions were:

- If Greater Manchester Police (GMP) could monitor the efficacy of neighbourhood patrolling;

- What powers PSPOs afforded the police that they did not already have;
- How long it took housing providers to deal with cases of ASB and whether there was a consistent approach to this across all providers in the city;
- How soon ASB Case Reviews took place once a report had been made;
- When partners would become involved in ASB Case Reviews;
- What work was being undertaken with reoffenders of ASB;
- The other partnerships in place across Manchester to tackle ASB;
- How proceeds of crime funds could be used to tackle ASB;
- How the Council and partners dealt with instances of multi-generational cases of ASB;
- How aggressive begging could be addressed;
- Requesting a breakdown of all areas in the city where a PSPO has been issued;
- What youth provisions were in place to reduce ASB;
- The lack of feedback on cases that were reported, and querying how complainants could receive updates on cases they report to GMP;
- Whether there was a link between lack of local provisions and ASB;
- The criteria for different levels of ASB, and what made a specific case severe;
- How the effectiveness of dealing with ASB was monitored;
- When mediation would be offered and how long this would be undertaken for;
- How closure orders could be used to tackle ASB; and
- The need to understand a young person's experiences of ASB.

In introducing the report, the Strategic Lead for Community Safety informed members that a representative of the Withington and Old Moat Youth Outreach Service could not attend the meeting. She provided an overview of the work of the service in his absence, advising the Group that this was established through a 12 month project with partners in response to antisocial behaviour. The service engaged with young people in the area and provided services such as drug and alcohol awareness courses and arts and crafts, and that there had been a reduction in the amount of ASB reported in the area.

The Strategic Lead for Community Safety also advised the committee that the Council was undertaking other targeted work and had reviewed the policy and procedure for addressing ASB to enable greater partnership links with the Housing Operations team.

Lacy Foster of Remedi UK attended the meeting and provided an overview of the organisation. She explained that Remedi UK was a restorative justice organisation with four commissioners across Manchester who worked with children and families to support a voluntary behaviour change. They also aimed to bridge the gap between key services. Lacy stated that the organisation had a high level of engagement with 81% of people completing the course. She advised that surveys were undertaken at the end of sessions, with 98% of service users saying they would think differently about their behaviour in future and 100% saying they had enjoyed the course and had learnt something new. She provided a case study to the Group of a 10-year-old who had been referred to Remedi and completed 9 sessions with the organisation,

which focused on the impact of their previous behaviour; how to be safe in public spaces; and managing conflict.

Tracey Ferguson-Black, Assistant Director of Communities and Engagement at MSV Housing, also attended the meeting. She informed the Group that MSV Housing used mediation, civil injunctions and eviction as a last resort to deal with cases of ASB in and around their properties. She also stated that the provider utilised target hardening measures such as Ring doorbell cameras to dissuade offenders. She noted that the government's ASB Action Plan extended the powers of housing providers to issue closure orders, which were currently issued through a partnership between the provider, the Council and GMP.

In response to a member's query regarding the efficacy of neighbourhood patrols, the Superintendent of GMP stated that ASB figures were monitored weekly by locality policing teams and further broken down into categories. She also highlighted that GMP had recently invested into its neighbourhood policing teams and a review of this was being undertaken.

The Group was advised that PSPOs were used to tackle ASB over a longer period of time, compared to a dispersal order which lasted 48 hours. The Superintendent of GMP explained that dispersal orders were frequently used by the police and that a Superintendent would always be on duty and would be notified to authorise a dispersal order. The Strategic Lead for Community Safety explained that PSPOs allowed authorities to target specific behaviours and enabled different sanctions to be imposed, such as Fixed Penalty Notices, but she noted that there was significant work involved in issuing a PSPO.

The Strategic Lead for Community Safety acknowledged a challenge in achieving consistency between housing providers approaches in dealing with ASB, given the sheer number of housing providers in the city. The Director of Communities stated that housing providers were independent organisations but they engaged with the Council through the Manchester Housing Provider Partnership which encouraged aligning approaches.

The Group was advised that Engage Panels identified children likely to engage in ASB and included a range of partners including mental health groups and domestic violence organisations to promote a consistent approach. An ASB Case Review could be undertaken if the Council was unsatisfied with how a case had been dealt with and would involve a range of agencies identifying potential actions to be taken. It was clarified, following a query from the Chair, that these Case Reviews were undertaken with 10 days of the issue being reported but this was sometimes dependent on the availability of partners.

In response to a member's query, it was stated that the point at which partners would become involved in a Case Review depended on when a case was reported. Case Reviews were often received from professionals, such as the health service, and would seek to identify the most appropriate agency to provide an intervention. These were undertaken on a case-by-case basis, recognising that there was not a one-size-fits-all approach.

With regards to ongoing work to reduce ASB reoffending, the Strategic Lead for Community Safety explained that the Council worked closely with GMP where there were repeated challenges with ASB. She also advised that information on repeat offending was shared with partners to address underlying issues before enforcement action was taken.

The Group was also advised that other partnerships included Engage Panels in North, Central and South Manchester which included local providers. An example of this was Powerhouse in central Manchester. The Community Safety Partnership and the Manchester Housing Provider Partnership were also highlighted.

The Superintendent of GMP explained that proceeds of crime were distributed across the whole police force with localities able to bid for funding. These bids were reviewed and awarded by a panel and funding was dependent on local initiatives. An example of where proceeds of crime had been used to address ASB was the Kickstart football scheme in south Manchester.

It was suggested that multigenerational instances of ASB could be tackled through support from social care, health and addiction services where necessary. With regards to begging, officers advised that the Council worked closely with GMP's street and community patrols to identify and address underlying issues and that the Council would use civil tools and powers to address begging of an aggressive nature.

The Group was also advised that there were a range of activities available for young people, including sports, leisure and park provisions which contributed to reducing ASB.

The Strategic Lead for Community Safety acknowledged a need for the Council and partners to increase feedback provided to those reporting issues with ASB and stated that a useful benefit of Engage Panels was that they developed local relationships and improved communication between different agencies. The Superintendent of GMP emphasised the importance of reporting ASB to the police and welcomed members' efforts in providing information. She stated that neighbourhood policing teams should provide feedback on cases without disclosing sensitive and personal information.

Members were advised to raise concerns over ASB in their local parks or lack of provisions for young people with their Neighbourhood Officers.

The Superintendent of GMP reiterated that all cases of ASB should be reported to the police if a person felt concerned or unsafe. The effectiveness of responses to ASB was monitored through statistics, 28-day reviews and cost-benefit analysis, which was undertaken for events where ASB could be an issue. Members were informed that this was the process across all of Greater Manchester.

The Strategic Lead for Community Safety also advised that the Antisocial Behaviour Action Team (ASBAT) sought to intervene early in cases of ASB, where possible, and noted that everyone experienced ASB differently. Tracey Ferguson-Black, of MSV Housing, explained that her organisation's community safety team monitored



cases and had an out-of-hours telephone line for tenants to report ASB, which would be followed up the next day. She stated that this process was complainant-led, which members welcomed, and that a satisfaction survey was circulated to anyone who used the helpline.

Lacy Foster, of Remedi UK, also explained that her organisation measured efficacy by tracking the number of service users who entered the justice system or became known to ASBAT.

In response to a query from the Chair, the Group was informed that medication was offered as early as possible and where appropriate. The duration of these sessions was dependent on the type of mediation undertaken and availability of attendees.

The Strategic Lead for Community Safety explained that closure orders were used where serious issues or criminality were occurring and highlighted the particular use of closure orders in cases of cuckooing. She explained the process behind issuing a closure order, stating that a court date had to be set with evidence of a threat gathered prior to the closure order being granted. The Superintendent of GMP concurred with these comments and stated that closure orders were a useful deterrent and sent a strong message to those engaging in ASB and other criminal offences.

Officers noted a request for further information on young peoples' experiences of ASB and stated that this would be included in a report at the next meeting.

The Chair thanked officers and guests for their work and attendance.

#### **Decision:**

That

1. the report be noted;
2. the Group recommends the wording contained under the 'ASB in public spaces' section of the ASB Policy and Procedure be clarified to reflect the use and purpose of PSPOs;
3. the final report of the Task and Finish Group includes a recommendation that the Council's Communications team publish guidance on how residents can report ASB to the Council, police and housing providers; and
4. the final report of the Task and Finish Group includes a recommendation that the Council encourages Youth Outreach Services across the city to adopt a consistent approach to tackling ASB.

#### **CESC/CAB/23/6 Terms of Reference and Work Programme**

The Task and Finish Group considered the terms of reference and future work programme and were invited to make any amendments.

#### **Decision:**

That the Terms of Reference and Work Programme be noted and approved.

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**Manchester City Council  
Report for Information**

**Report to:** Crime and Antisocial Behaviour Task and Finish Group - 14 November 2023

**Subject:** ASB Challenges and Opportunities

**Report of:** Strategic Director (Neighbourhoods)

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**Summary**

This report provides an overview of the tools and powers that are used to address ASB and some case studies of how they are used. It sets out some of the work we undertake with our partners to prevent escalation of ASB. The MCC Policy and Procedure for addressing ASB is also included.

**Recommendations**

The Committee is recommended to:

- (1) To consider and comment on the information in the report.
  - (2) Identify any further information required.
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**Wards Affected:** All

<b>Environmental Impact Assessment</b> - the impact of the issues addressed in this report on achieving the zero-carbon target for the city
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None
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<b>Equality, Diversity and Inclusion</b> - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments
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Addressing anti-social behaviour is a key priority in the Community Safety Strategy 2022-25. The impact of this strategy on protected groups has been considered through an Equality Impact Assessment.
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<b>Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS/Contribution to the Strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Effective services are critical to ensuring the safety of our citizens, who can connect and support the drive towards a thriving and sustainable city
A highly skilled city: world class and home grown talent sustaining the city's economic success	
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Supporting individuals, children and families to prevent ASB will ensure that they are able to reach their potential
A liveable and low carbon city: a destination of choice to live, visit, work	Effectively addressing anti-social behaviour will ensure that our neighbourhoods look and feel safe contributing to the quality of life for our residents and ensuring our neighbourhoods are a destination of choice
A connected city: world class infrastructure and connectivity to drive growth	

### **Financial Consequences – Revenue**

None

### **Financial Consequences – Capital**

None

### **Contact Officers:**

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### **Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents

are available up to 4 years after the date of the meeting. If you would like a copy, please contact one of the contact officers above.

Community Safety Strategy 2022-2025

Home Office Anti-Social Behaviour, Crime and Policing Act 2014: Anti-social behaviour powers – Statutory guidance for frontline professionals (March 2023)

Manchester's Anti-Social Behaviour Case Review Procedure (May 2023)

## **1.0 Introduction**

1.1 The Communities and Equalities Scrutiny Committee requested a task and finish group:

1. To determine the scale of types of ASB in the city – especially those related to young people.
2. To explore the factors that might lead individuals into more serious crime across the city
3. To determine the tools and powers available to address ASB and their effectiveness.
4. To identify issues around how safe people feel in their neighbourhoods and what can be done to improve their feelings of safety
5. To determine what role Members can play in addressing ASB and promoting reporting of ASB and how this can be embedded, in line with the Our Manchester approach

1.2 This report focuses on the challenges and opportunities to addressing ASB and identifies recommendations from the Task and Finish Group.

## **2.0 Background**

2.1 ASB is addressed through a range of tools and powers that may be taken by different agencies such as the Council, police, or registered providers. We know that, where left unchecked, anti-social behaviour can have an overwhelming impact on its victims and, in some cases, on the wider community.

## **3.0 Feedback from Young People**

3.1 At the meeting on 16 October members requested feedback from young people on Anti-social Behaviour and the work undertaken with Remedi to be included in the report.

3.2 Engagement has taken place with children across the city as a part of the child friendly city work to understand priorities for children in Manchester. A key theme that has emerged is around children feeling safe and secure, detailed below are some of the comments captured on this theme:

- A city where children can be safe,
- cleaner streets, safe and comfortable travel
- A place that is safe and friendly
- A place that's safe, not all danger on streets
- Being able to explore without harm and danger
- Feeling comfortable with going out
- Having signs that tell cars to slow down for children
- Less exposure to adulthood such as public drinking and smoking
- No gangs
- Safe streets at night-time
- More lights in narrower alleys

- 3.3 Children from a secondary school in Manchester presented on the safe and secure theme to child friendly champions on their concerns about ASB which included:
- Safety in parks
  - Drug use and dealing
  - Graffiti
  - Safe cycle routes

- 3.4 It was highlighted that children do not always know what to do or where to seek help.

They identified activities that they would like to see:

- Clearly identifies safety patrols in parks and at facilities
  - CCTV in parks and cycle routes (e.g. Fallowfield Loop)
  - A programme to clean up the streets e.g. graffiti removal
- 3.5 Remedi have provided feedback from children involved the restorative justice work undertaken with children engaging in ASB.

**Child:** "I'm 100% more calmer now. Before I used to think of something and stick to that. Now I can see the bigger picture."

**Child:** "I didn't understand the effects it has on other people and how badly it can hurt someone until now."

**Child:** "I enjoyed the sessions, and I learnt quite a bit. I think this will benefit me as I go on in life"

**Child:** "The sessions have helped me so much, I'd probably have a criminal record by now because of the stealing and shoplifting."

**Parent:** "I have definitely noticed a change in his attitude towards school, he is much more settled where he is now and even at home and out on the streets he has been getting into much less trouble."

#### 4.0 Challenges in addressing ASB

- 4.1 Feedback has been requested from Housing Providers in the Manchester Housing Provider Partnership and GMP to understand some of the emerging themes and key challenges faced when addressing ASB in Manchester. These have been identified as follows:
- 4.2 Many ASB reports received by providers link into other complex issues such as mental health, substance misuse and safeguarding. Providers have reported they are seeing an increasing need to work in partnership with other in-house services and partner agencies to coordinate a multi-agency approach to address issues and support residents. Challenges in the provision of mental health services continue to have an impact on the progress of cases where there is a mental health requirement.

- 4.3 Several providers have reported increases in cases of cuckooing where individuals with vulnerabilities are subjected to exploitation by individuals or groups in their properties. The property is used to people to misuse or deal drugs often involving both crime and anti-social behaviour. These can be difficult to resolve and require a coordinated multi-agency response to both support the individual being exploited, address those exploiting the individual and supporting those being subjected to the anti-social behaviour.
- 4.4 Some providers report having a small number of cases that are very time consuming and difficult to resolve. They have involved counter allegations made by both parties, and very little corroborative evidence that supports either party claims.
- 4.5 It is key to be able to manage expectations around complaints e.g. of household noise that would not meet any requirements for legal action. These may have an impact on the individual reporting the issue but may not be progressed through enforcement action. In these cases, it is important to be clear about action that may be taken and explore other actions that may assist such as mediation of support for an individual. Similarly, residents or partners may expect housing providers to be able to evict tenants where ASB is taking place. It is important to be clear that possession proceedings are only taken as a last resort only, where all other reasonable steps to stop the behaviour have failed.

## **5.0 Opportunities for improved responses to ASB**

- 5.1 Many of the challenges that have been reported, require targeted multi-agency responses to address the ASB being experienced in local communities. The development of Multi-agency Prevention and Support (MAPS) meetings provide an opportunity for place based multi-agency discussions to coordinate activity across police, social care, mental health, housing and support agencies for adults. The MAPS currently operate in pilot areas; Wythenshawe, Old Moat and Withington, Harpurhey, but there are plans to expand the approach through Making Manchester Fairer Kickstarter funding. Further development of these across the city will facilitate better multi-agency working, with a focus on earlier intervention and prevention.
- 5.2 Development of the Prevention Hubs in GMP is also providing a facility for a multi-agency approach with GMP to look at areas of significant demand in an area, such as repeat ASB and coordinate the response across partners.
- 5.3 It is recognised that a visible presence of coordinated multi-agency action can have a positive impact on communities experiencing ASB. Whilst these may be difficult to resource, it is an effective tool to encourage reporting, provide reassurance and collect evidence of ASB.
- 5.4 The Community Safety Partnership will continue to seek feedback from young people to improve the response to ASB in the city, including the services we commission and the problem solving that is undertaken in our local partnerships.



- 5.5 Further training to support professionals to identify and respond to cuckooing is being identified through the Manchester Safeguarding Partnership.

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Title	Anti-Social Behaviour Task and Finish Group
Membership	Councillors Hitchen, Azra Ali, Appleby, Doswell, Good, Ogunbambo, Sheikh and Wills
Lead Executive Members	Councillor Luthfur Rahman, Statutory Deputy Leader
Strategic Directors	Neil Fairlamb, Strategic Director Neighbourhoods
Lead Officers	Sam Stabler, Strategic Lead, Community Safety Sara Duckett, ASB Lead
Contact officer	Charlotte Lynch, Governance and Scrutiny Team Leader
Objectives	<ol style="list-style-type: none"> <li>1. To determine the scale of types of ASB in the city – especially those related to young people.</li> <li>2. To determine the tools and powers available to address ASB and their effectiveness.</li> <li>3. To determine what role Members can play in addressing ASB and promoting reporting and how this can be embedded, in line with the Our Manchester approach.</li> </ol>
Key Lines of Enquiry	<ol style="list-style-type: none"> <li>1. What trends and patterns of ASB do we see in the city</li> <li>2. What partnership responses are provided to address ASB in the city</li> <li>3. What works in addressing ASB.</li> <li>4. What gaps are there in service provision for ASB</li> <li>5. What training Members need in relation to Anti-social behaviour</li> </ol>
Operation	This Task and Finish group will report its findings to the Communities and Equalities Scrutiny Committee by submitting minutes to the Committee. The Task and Finish Group's final report will be submitted to the Committee, which will be asked to endorse its recommendations.
Access to Information	<p>Meetings of the Task and Finish Group will be open to members of the media and public except where information which is confidential or exempt from publication is being considered.</p> <p>Papers for the Task and Finish Group will be made available to members of the media and public on the Council's website and the main entrance to the Town Hall except where information which is confidential or exempt from publication is being considered.</p>
Schedule of Meetings	3 meetings to take place once a month between September and November 2023.
Commissioned	20 June 2023

