

## **Manchester City Council Report for Resolution**

**Report to:** Communities and Equalities Scrutiny Committee – 5 December 2023

**Subject:** Final Report and Recommendations of the Crime and Antisocial Behaviour Task and Finish Group

**Report of:** Crime and Antisocial Behaviour Task and Finish Group

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### **Summary**

This report presents the findings of the detailed investigation undertaken by the Crime and Antisocial Behaviour Task and Finish Group.

### **Recommendations**

The Committee is recommended to:

- (1) Note the findings of the Task and Finish Group, and
  - (2) Endorse the recommendations as set out in section 6 of this report.
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**Wards Affected:** All

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### **Financial Consequences – Revenue**

N/A

### **Financial Consequences – Capital**

N/A

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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.

[Agendas and minutes for individual meetings of this Task and Finish Group can be found on the Council's website here.](#)

## **1.0 Introduction**

- 1.1 The Crime and Antisocial Behaviour Task and Finish Group was formed to gain a better understanding of the levels of antisocial behaviour (ASB) in Manchester.
- 1.2 The term 'antisocial behaviour' covers a wide range of behaviours and impacts and can be of differing impacts and severity to victims. Section 2(1) of the Anti-Social Behaviour, Crime and Policing Act (2014) defines Antisocial Behaviour (ASB) as:
  - Conduct that has caused, or is likely to cause, harassment, alarm or distress to any person.
  - Conduct capable of causing nuisance or annoyance to a person in relation to that person's occupation of residential premises.
  - Conduct capable of causing housing-related nuisance or annoyance to any person.
- 1.3 ASB can include, but is not limited to, hate crimes and hate incidents; use or threatened use of violence; repeated abusive language or behaviour; harassment; damage to property; and domestic abuse and violence.
- 1.3 ASB can undoubtedly adversely affect people's quality of life. Whilst it may be unintentional, it can intimidate, harass and be disproportionately distressing, particularly to vulnerable members of our community. It can also, in some circumstances, be a precursor to more serious types of offending and criminality, if left unchallenged.
- 1.4 ASB can also be a symptom of serious and organised crime e.g., complaints about noise nuisance from a neighbouring property or frequent visitors to an address could in fact be related to a drugs network including county lines activity.
- 1.5 The Group recognises the substantial work undertaken to address and tackle ASB in Manchester by the Council, Greater Manchester Police, partners, and community groups and that the findings and recommendations of the Task and Finish Group will contribute to the continuing work on this.

## **2.0 Membership**

- 2.1 The membership of the Task and Finish Group consisted of Councillors Hitchen (Chair), Azra Ali, Appleby, Doswell, Good, Ogunbambo, Sheikh and Wills.

## **3.0 Objectives and Key Lines of Enquiry**

- 3.1 The objectives and key lines of enquiry were agreed at the first meeting of the Task and Finish Group.
- 3.2 The objectives were:

1. To determine the scale of types of ASB in the city – especially those related to young people.
2. To determine the tools and powers available to address ASB and their effectiveness.
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.

3.3 The key lines of enquiry were:

1. What trends and patterns of ASB do we see in the city
2. What partnership responses are provided to address ASB in the city.
3. What works in addressing ASB.
4. What gaps are there in service provision for ASB.
5. What training Members need in relation to Anti-social behaviour.

## 4.0 Methodology

4.1 Timeline of meetings

12 September 2023	The group met to receive an introduction to antisocial behaviour issues in Manchester, including data from Greater Manchester Police (GMP), Greater Manchester Fire and Rescue Service (GMFRS) and the Council's Antisocial Behaviour Team (ASBAT).
17 October 2023	The group met to review the tools and powers available to the Council, GMP and housing providers to address ASB.
14 November 2023	The group met to review opportunities for and challenges to addressing ASB in Manchester and to formulate and agree the final recommendations of the review.

4.2 Evidence

4.2.1 The group heard evidence from partners in GMP, a housing provider and a restorative justice organisation.

## 5.0 Findings

5.1 It was generally accepted that antisocial behaviour is any activity or behaviour that negatively impacts an individual, their community or their environment. It can be action by another person that causes distress and contributes to fear of crime or concern for public safety.

5.2 Information received from GMP revealed that the most frequently reported types of antisocial behaviour in Manchester in 2022/23 were:

- Rowdy or inconsiderate behaviour (5675 reported incidents)
- Malicious/nuisance communications (3070 reported incidents)
- Neighbours (1911 reported incidents)

- Abandoned vehicles (1458 reported incidents)
  - Vehicle nuisance/inappropriate use (1405 reported incidents)
  - Hoax calls to emergency services (1204 reported incidents)
- 5.3 Information from GMFRS revealed that in 2022/23 there were 296 incidents of deliberate primary fires and 1058 incidents of deliberate secondary fires. These were both increases on previous years.
- 5.4 There were also 2511 service requests to the Council's Antisocial Behaviour Team (ASBAT) between April 2022 and March 2023 and the main issues were on-street ASB, threats/abusive language and neighbour disputes.
- 5.5 There were clear hotspots of ASB in Manchester. These included the city centre, Strangeways, Moston Lane, Kenyon Lane, Ashley Lane, Moss Side and Wilmslow Road. Miles Platting and Newton Heath was also noted as having a high volume of ASB within North Manchester.
- 5.6 Perceptions of crime and ASB are recorded through Greater Manchester Combined Authority's (GMCA) Policing and Community Survey, which is undertaken every quarter. In the year to March 2023, 87% of respondents in City of Manchester felt safe in their local area, which was below the GM average of 88%. The main reasons why respondents across City of Manchester said they felt unsafe in their local area were:
- 36% were aware of anti-social behaviour in the area (38% for GM)
  - 29% were aware of crime in the area (33% for GM)
  - 11% said they were anxious about crime / sensed it was on the increase (10% for GM)
- 5.7 Manchester has many community groups and organisations, such as Youth Outreach Services, who do great work with young people to tackle and reduce ASB.
- 5.8 Early intervention and prevention is the preferred method of handling ASB, as cases can be prevented from becoming more serious and impactful. However, there are a range of tools and powers available to the Council, the police and housing providers to address ASB. These include:
- Engage Panels, made up of GMP; MCC Youth Justice; Community Safety; Early Help; mThrive (mental and emotional health support); Remedi Mentoring; Oasis Navigators; Talk, Listen, Change; and local Voluntary and Community Sector providers.
  - Sports and play provisions across the city for young people.
  - Public Spaces Protection Orders (PSPO) and Expedited Public Spaces Protection Orders (E-PSPO).
  - Civil injunction - a court order designed to stop or prevent individuals from engaging in anti-social behaviour.
  - Closure Power to allow the police or council to quickly close premises which are being used or likely to be used to commit nuisance or disorder.
  - Community Protection Notice (CPN)

- Criminal Behaviour Order
- Dispersal power (available only to the police)
- ASB case reviews for persistent victims of ASB and those most vulnerable

- 5.9 The Task and Finish Group considered the Council's ASB Policy and Procedure and requested that the wording contained under the 'ASB in public spaces' section be clarified to reflect the use and purpose of PSPOs. The ASB Policy and Procedure will be submitted for approval by the Executive.
- 5.10 The Task and Finish Group recognised that victims of ASB may experience barriers to reporting incidents, particularly if they are unsure which agency or organisation they should report to. This is particularly prevalent amongst children who experience or are victims of ASB.
- 5.11 Housing providers reported an increasing need to work in partnership with other services, such as mental health, substance misuse and safeguarding, and partner agencies to coordinate a multi-agency approach to address ASB and support residents. Challenges in the provision of mental health services also continue to have an impact on the progress of cases where mental health is a factor.
- 5.12 The group recognised that there is not a one-size-fits-all approach to addressing antisocial behaviour but that the Council works well with partners to deliver a multi-agency response to ASB where required.

## **6.0 Recommendations**

- 6.1 Following careful consideration of all the evidence presented throughout the course of this investigation, the Crime and Antisocial Behaviour Task and Finish Group agreed the following recommendations:

### Recommendation 1

The Council publishes guidance, through leaflets, posters for notice boards and on social media, to be clear on how antisocial behaviour can be reported, what constitutes unacceptable behaviour, including ASB by businesses, and potential penalties. This should clearly highlight which issues should be reported to specific agencies, including the Council, Greater Manchester Police and housing providers, and should also include contact details of relevant services both within the council and the council's partners.

### Recommendation 2

Members of the Task and Finish Group, service users of ASBAT and young people be consulted on the guidance and communications referenced in recommendation 1 prior to publication.

Recommendation 3

Through the Community Safety Partnership, the Council encourages Youth Outreach Services across the city to adopt a consistent approach to tackling ASB and barriers to reporting experienced by children and young people.

Recommendation 4

Through the Manchester Housing Provider Partnership, the Council encourages housing providers across the city to create and adopt a 'Manchester Standard', a consistent approach to tackling ASB and barriers to reporting ASB across all housing providers.

Recommendation 5

The Council's Out-of-Hours staff be provided with body camera recording devices to provide additional protection and, where required, evidence of ASB.

Recommendation 6

Recognising that many residents in the city live in apartment buildings, the Council's online form for reporting ASB should be amended so that users can provide a building name or floor number, rather than an exact flat number.

Recommendation 7

The Council continues to work collaboratively with partners and other local authorities in Greater Manchester to share best practice and success.

Recommendation 8

The Council continues to communicate with multi-agency partners on ASB issues to ensure appropriate support is provided to both victims and perpetrators.

Recommendation 9

The Manchester Housing Provider Partnership includes ASB as a standing item on the agenda at their meetings to share good practice and monitor work being undertaken to address ASB.

Recommendation 10

That the final report of the Task and Finish Group be shared with all partners in Manchester's Community Safety Partnership to inform of the findings and recommendations that arose from this review.

### Recommendation 11

The Communities and Equalities Scrutiny Committee continue to be involved in the development and review of strategies and policies in relation to antisocial behaviour.

- 6.2 Progress on these recommendations will be monitored by the Communities and Equalities Scrutiny Committee, with an update report to be considered in 12 months' time.

## **7.0 Acknowledgments**

- 7.1 The Crime and Antisocial Behaviour Task and Finish Group would like to thank the following people for their input and support during this review:

Shefali Kapoor, Director of Communities, Manchester City Council  
Sam Stabler, Strategic Lead (Community Safety), Manchester City Council  
Sara Duckett, ASB Lead, Manchester City Council  
Superintendent Nicola Williams, GMP  
Tracey Ferguson Black, MSV Housing  
Lacy Foster, Remedi UK