

Partnership Intelligence Assessment

‘Understanding of complex anti-social behaviour cases including cases presented at partner risk assessment conference’

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Introduction

The aim of the project is to develop the intelligence and targeting of ASBRAC (anti-social behaviour risk assessment conference) cases on a pan-Lancashire footprint to direct victim services and local CSP activity.

The assessment aims to:

1. Identify common factors and understanding of anti-social behaviour which causes an incident to escalate into serious harm to a victim or for the individual to repeatedly be a victim.
2. Provide direction to community safety and early intervention services to reduce escalation to serious harm and repeat victimisation of anti-social behaviour.

The Lancashire Strategic Assessment 2015 raised anti-social behaviour as one of the top categories impacting across the County. In 2013 a Community Safety Intelligence Assessment on anti-social behaviour¹ was written, the finding from this provides the base of the study. The assessment found that anti-social behaviour continues to be an issue across Lancashire (noise nuisance, problems between neighbours and repeat incidents).

In Lancashire the trend for anti-social behaviour is a seasonal one that peaks in summer. The overall volume of anti-social behaviour has seen reductions. However, anti-social behaviour remains one of the top ranked issues in all districts. Districts report that the volume of ASBRACs has not reduced in line with anti-social behaviour levels.

Although anti-social behaviour isn't considered to be a serious crime, persistent anti-social behaviour can result in significant harm to certain groups, such as the older people and people living with disabilities². The level of harm caused to victims by anti-social behaviour doesn't always match the perceived seriousness of the incident. Mental health, physical disability and repeat victimisation can all increase the risk of becoming a victim of anti-social behaviour. Anti-social behaviour should be considered as a significant harm for community safety partnerships.

Therefore, the purpose of this assessment, is to further understand anti-social behaviour victims in Lancashire to reduce the repetition and severity of harm caused by anti-social behaviour for victims. By researching current ASBRAC cases from reporting to the impact of attempted resolutions an assessment of what works can be established for partners to use and manage future anti-social behaviour cases. This in turn will assist in the reduction of the high number of ASBRAC cases for victims.

¹ Lucey, T (2013) *Community Safety Intelligence Assessment - Anti-Social Behaviour: An Assessment of Offending Behaviour, Vulnerability and Victims of Crime; Technical Report 1: Evidence Base*

² Greenslade, M (2015) *Victims: Community Safety Intelligence Assessment*

Key Findings

This report evidences the impact that Hate Crime and mental health issues together with alcohol and drugs has on anti-social behaviour. It demonstrates that Hate Crime which accounts for 1% of all crime has a greater impact in complex and higher risk cases of anti-social behaviour (18%).

- Mental Health was reported in 43% (86) of cases either as a determining factor or as a result of the anti-social behaviour itself; this rose to 63% for cases between direct neighbours.
- A third of cases involved noise nuisance; there is a strong correlation between cases involving mental health and noise.
- Hate –race was reported in 13% of cases, a third of which were high risk; a further 5% of cases were classed as hate against gender or sexual orientation.
- People over the age of 30 years were most affected by neighbour nuisance.
- The most common lifestyle type³ (22%) is transient renters of low cost accommodation often within subdivided older properties.
- High risk cases accounted for 23% of Harman cases.
- Although the number of cases were equally split in terms of gender, the high risk cases were female biased, accounting for 63% (26) of the total.
- One third of cases involved alcohol or drugs or both, a third of these also reported mental health as an aggravating factor.
- In one in five cases the perimeter of harmed person's property is targeted suggesting that criminal damage is a common activity undertaken as part of anti-social behaviour.

Research and analysis

Data Extraction

Data was taken from Harman system for year 1 April 2015 to 31 March 2016. The geographic distribution of number of Harman cases varied across the county with Preston (37) recording the most cases and Ribble Valley (1) the least. There may be some under-recording in Harman which makes the differences between areas less statistically significant.

³ MOSAIC divides the UK population into 15 Groups and 66 more detailed types. It uses over 400 data variables and paints a unique picture of UK consumers based on their demographic characteristics, lifestyles and behaviour.

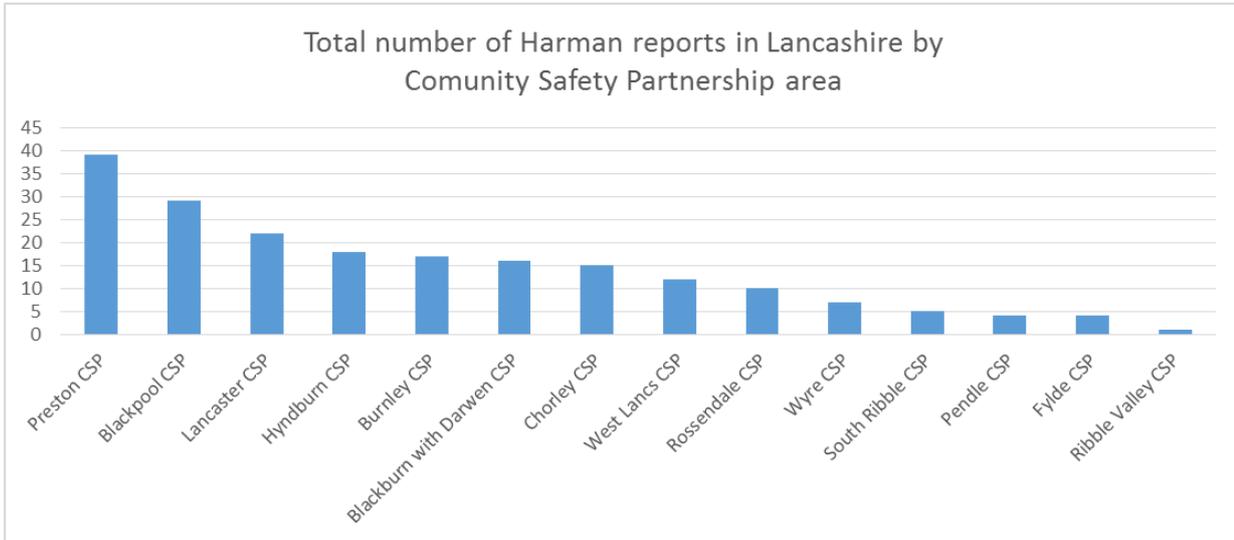


Table 1: Number of Harman cases per Community Safety Partnership (Local Authority) area highlighting the greater number in Preston.

Risk

Risk was based on the anti-social behaviour Risk Assessment Matrix, a suite of 14 questions completed by police about the victim. The results are scored (0-34), assessed and risk category determined “high”, “medium” or “low”.

Of the 199 cases on the system, 23% (47) were determined high, 75% (150) medium and 1% (2) low. Blackpool (11) had the greatest number of high risk cases followed by Preston (9), West Lancashire (6) and Lancaster (6) whilst Pendle and Ribble Valley recorded no high risk cases.

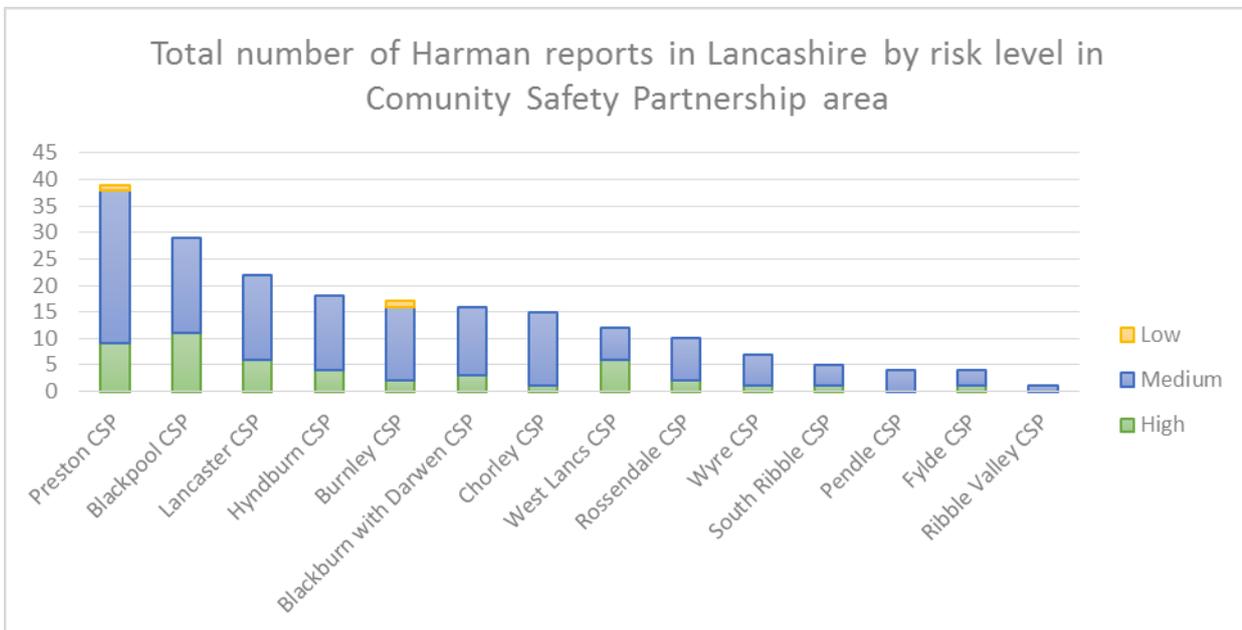


Table 2: Distribution of Harman reports by level of risk across Lancashire’s 14 Local Authority areas

Demographics ⁴

Of the cases where age and gender were recorded the gender split was half and half 88:89 male to female. There were more high risk cases where the harmed person was female (25) rather than male (16).

The age groups with most high and medium risk Harman cases are 35-39, 45-49 and 55-59 years with 19 in each group. With the exception of 10-14 year old group (15) Harman case based anti-social behaviour affected the over 30's the most; this is demonstrated particularly with neighbour nuisance where in all high risk cases the aggrieved was over 30 years (23). This is understandable as they will more likely be homeowners / tenants. High risk cases were more predominant for those aged 35-49 years.

Compared to the Mosaic types (see below) the Harman cases in Lancashire are older than the main Mosaic type descriptions.

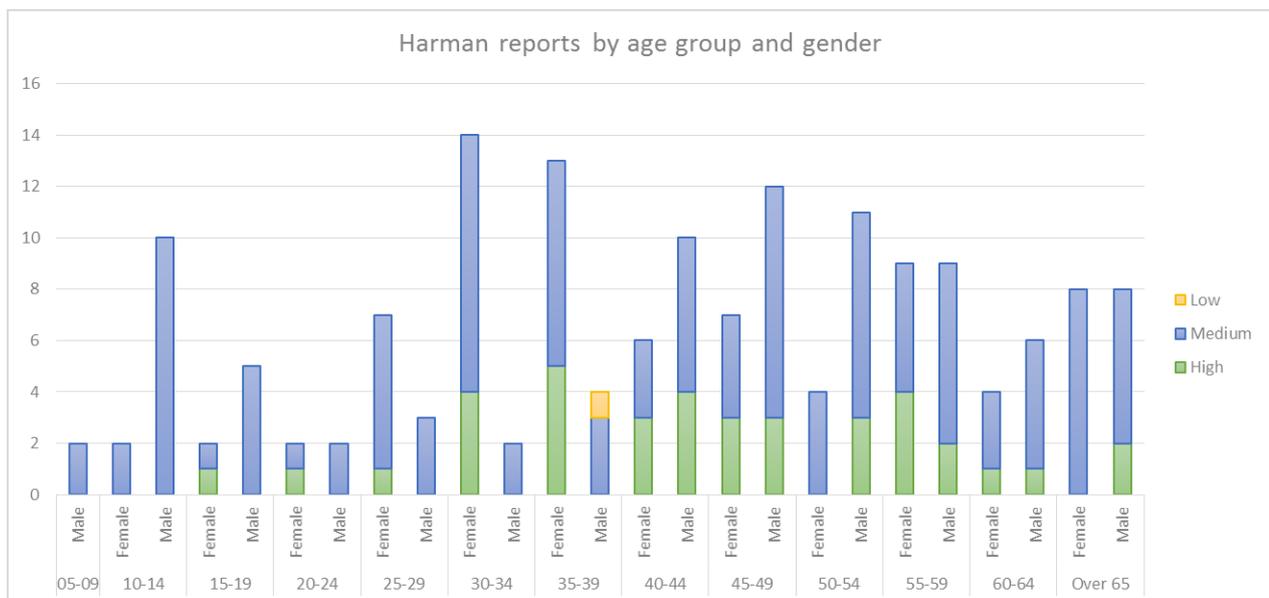


Table 4: The number of Harman reports by age and gender distributed by the risk status of the case

Mosaic types

The top Mosaic⁵ types for the cohort⁶ based on address of incident (address of caller in most cases was the same but this did not contain postcode data) was Renting a Room type (L50) accounting for 22% of the group compared to the population of Lancashire this group is over represented.

The following are the top four Mosaic types with brief description of types:

⁴ 162 of 199 cases recorded age and gender of aggrieved

⁵ MOSAIC divides the UK population into 15 Groups and 66 more detailed types. It uses over 400 data variables and paints a unique picture of UK consumers based on their demographic characteristics, lifestyles and behaviour.

⁶ 165 of the 199 cases recorded postcode to enable compatibility with MOSAIC

22% of Harman Group - "Renting a Room" (L50)

Transient renters of low cost accommodation often within subdivided older properties



- Singles and home sharers
- Short term private renters
- Low rent accommodation
- Low wage occupations
- Common age 26-30 years

15% of Harman Group – "Families with Needs" (M55)

Families with many children living in areas of high deprivation and who need support



- Cohabiting couples & singles with kids
- Areas with high unemployment
- Low household income
- Small socially rented terraces and semis
- Moves tend to be within local community
- Common Age 26-30 years

6% of Harman Group – "Childcare Squeeze" (M54)

Younger families with children who own a budget home and are striving to cover all expenses



- Married or cohabiting couples
- Likely to have pre-school children
- Outgoings high in proportion to income
- Own low value homes
- Both parents working
- Unsecured personal loans
- Common Age 31-35 years

6% of Harman Group – "Streetwise Singles" (O63)

Hard-pressed singles in low cost social flats searching for opportunities



- Singles and sharers
- Low cost social flats
- 1 or 2 bedrooms
- Urban and fringe locations
- Routine occupations
- Most common type to self-diagnose depression
- Common Age 26-30 years

The top two types have the highest crime rate for criminal damage out of all types (M54 is ranked 13th and, O63 11th). Across the country the types are ranked 2nd, 14th, 16th and 19th for high rates of anti-social behaviour and all perceive that anti-social behaviour is a problem in their area. All of the top four types have low confidence in the police.

The top three types are ranked 50-52 out of the 66 types for health rating 1 good to 66 bad, whilst O63 rank 62nd. All are more likely to drink alcohol once a month rather than at least once a day. Nearly a quarter of the cases in the cohort were alcohol related, this may suggest binge drinking could affect anti-social behaviour or that a small number of individuals using alcohol are not tolerated by neighbours.

Determining Factors

The following section addresses some of the determining factors, contributors or resulting issues of anti-social behaviour, these were found as common themes in the Harman cases. Table 5 provides an overview of the distribution of the factors and highlights that nearly half the cases involve some kind of mental health ranging from anxiety and depression to more serious types such as schizophrenia.

Category description	Number	%
ASB	199	100%
MENTAL HEALTH	86	43%
DISABILITY	22	11%
OTHER	31	16%
HATE - RACIST	26	13%
HATE - SEXUAL ORIENTATION / GENDER	10	5%
DRUGS	33	17%
ALCOHOL	45	23%
DOMESTIC VIOLENCE	16	8%
COMMUNITY TRIGGER RELATED	16	8%

Table 5: Number of Anti-social Behaviour Harman cases with a breakdown of other determining factors.

Health

Of those 199 cases, 43% (86) record either the harmed or the harmer suffer from some kind of **mental health**, this rate increased slightly with the number of high risk cases where 47% (22) had a mental health factor attributed to them. There is a strong correlation⁷ between mental health and direct neighbours, a significant correlation⁸ was also found between mental health and noise. It should be noted, that a quarter of all cases involving mental health are high risk cases. Of those recorded with mental health issues 14% (12) involved a person with a disability only one of these were high risk.

Overall 11% (22) of cases had a **disability** dimension, it is not determined whether the anti-social behaviour was a hate disability incident / crime or whether a person was disabled. There were only a smaller number raised as high risk cases, compared to those with mental health. Compared to the Lancashire (14) population in which 10% (90,371⁹) of 18-65 year olds have a moderate or serious physical disability those affected by anti-social behaviour appear not to be significantly overrepresented.

⁷ Spearman's rho correlation of $r_s=0.217$ is significant at 0.01 level (two tailed)

⁸ Spearman's rho correlation of $r_s=0.142$ is significant at 0.05 level (two tailed)

⁹ Lancashire Insight, www.lancashire.gov.uk

Although the sample number was small there was a positive correlation¹⁰ found between cases concerning a disability and the harmed having a housing issue (3).

Recommendation: To promote anti-social behaviour awareness to health professionals and encourage reporting of anti-social behaviour incidents to police or relevant agency. Likewise if health matters escalate as a result of anti-social behaviour the harmed / harmer should be encouraged to seek assistance from health professionals.

Hate – race, sexual orientation or gender

There were 36 (18%) cases that involved an element of hate, 13% (26) of the cases included a form of racism, of which, a third (8) were high risk cases. Twelve of the cases were affected by noise nuisance, and although in the study overall, links were found between noise and mental health¹¹, in cases involving racist hate there was a negative correlation between hate and mental health¹². In contrast there was a positive statistical association between racist hate and verbal abuse¹³.

Data did not include ethnicity classification so the study could not identify any specific groups of people susceptible to racism. In Lancashire-14 the black and minority ethnic (BME) group formed 10% of the population. Numerically, there were almost 141,000 black and minority ethnic people in Lancashire. Comparing the BME population (10%) to the 13% of anti-social behaviour there is a slight overrepresentation however due to low numbers this is not statistically significant.

The cases involving an element of sexual orientation / gender hate accounted for 5% (10) of all cases these comprised of 6 male, 3 female and one transgender person. Half (5) of the cases were affected by noise nuisance. A small number of cases were high risk.

Substance Misuse

Seventeen percent (33) of all cases, involved the use of drugs whilst 23% (45) were alcohol related; 6% (12) involved both alcohol and drugs. In the 2013 report¹⁴ in Lancashire the approximate frequency of alcohol involvement in all anti-social behaviour incidents was 19%. This suggests that either the impact of alcohol on anti-social behaviour has decreased slightly or the more serious cases are more likely to involve alcohol; numbers are too low to evidence this statistically.

Just over a third (37%, 17) of the cases involving alcohol also involved persons with mental health issues, similarly 36% (12) of those involved in drugs also involved a person with mental health issues, however there were no significant correlations between substance misuse and other activities (with the exception of alcohol and domestic violence related cases¹⁵ however these numbers are small (7)).

In 13 (29%) alcohol related cases the harmed were affected by noise nuisance and in 14 (42%) drug related cases the harmed were affected by noise nuisance.

¹⁰ Spearman's rho correlation of $r_s=0.219$ is significant at 0.01 level (two tailed)

¹¹ Spearman's rho correlation of $r_s=0.169$ is significant at 0.05 level (two tailed)

¹² Spearman's rho negative correlation of $r_s=-0.283$ is significant at 0.01 level (two tailed)

¹³ Spearman's rho correlation of $r_s=0.172$ is significant at 0.05 level (two tailed)

¹⁴ Anti-social Behaviour: An Assessment of Offending Behaviour, Vulnerability and Victims of Crime; Tara Lucey; November 2013

¹⁵ Spearman's rho correlation of $r_s=0.153$ is significant at 0.05 level (two tailed)

The HMIC report in 2012 (based on a national survey of 5,500 members of the public who had recently reported anti-social behaviour) found alcohol to be the major cause of anti-social behaviour (28% of respondents) with drugs (18%) being the fourth major cause. The Harman data and these other sources suggests a comparison in proportion of cases involving substance misuse whereas for cases involving alcohol a slight decrease in numbers is noted in Lancashire, however this could also suggest a slight issue with under recording.

Neighbours

As discussed in the 2013 paper¹⁶ on anti-social behaviour, problems between neighbours occurred in 35% of cases. In this study a review of all cases found that over half (57%, 113) of reports related to neighbours; of these 22% (43) were affected by direct neighbours (next door, flat above / below). In addition, 18% (36) of all cases involved youth related issues, and in 14 records youths were reported to be part of neighbour nuisance.

A quarter (25%, 29) of all neighbour nuisance cases were high risk; 22% (12) of cases between direct neighbours were high risk, of which nine also involved an element of mental health.

Looking further at the factors affecting neighbour specific cases, there is a strong correlation between direct neighbours and mental health¹⁷. Mental health was the most common factor in 63% (27) of cases between direct neighbours, this dropped to 49% (55) in all neighbour cases. Mental Health was also prevalent in 31% (11) of youth related nuisance. In contrast, there was a lower percentage of disability related cases between direct neighbours (7%, 3) than all neighbours (11%, 12).

A quarter of neighbour situations were alcohol related this was for both, all neighbours and direct neighbours. Similarly, in drug related cases there was little difference between all neighbours and direct neighbours, both accounting for 16% of all neighbour cases.

There was no significant difference between all neighbours and direct neighbours (14%) where there was an element of racism involved.

Of interest, ten cases reported that the harmed or harmer felt isolated in their home, a strong link was found between isolation and anti-social behaviour with direct neighbours¹⁸.

¹⁶ Anti-social Behaviour: An Assessment of Offending Behaviour, Vulnerability and Victims of Crime; Tara Lucey; November 2013

¹⁷ Spearman's rho correlation of $r_s=0.217$ is significant at 0.01 level (two tailed)

¹⁸ Spearman's rho correlation of $r_s=0.162$ is significant at 0.01 level (two tailed)

	Number of:			Percentage of:		
	All Neighbours	Direct Neighbours	Youth	All Neighbours	Direct Neighbours	Youth
Total Number	113	43	36	56.8%	21.6%	18.1%
High Risk	29	12	8	25.7%	27.9%	22.2%
Mental Health	55	27	11	48.7%	62.8%	30.6%
Alcohol	28	11	5	24.8%	25.6%	13.9%
Drugs	18	7	4	15.9%	16.3%	11.1%
Hate - Racist	16	6	9	14.2%	14.0%	25.0%
Disability	12	3	8	10.6%	7.0%	22.2%
Domestic Violence	6	0	0	5.3%	0.0%	0.0%
Hate - Sexuality / Gender	4	3	1	3.5%	7.0%	2.8%

Table 6: Table of Harman cases where issues between neighbours were reported, showing proportion of high risk cases and cases where another determining factors compounded the case.

Youth related cases

Eighteen percent (36) of the 199 cases involved youth related incidents, a fifth (8) of these were high risk cases. A third (11) also involved a person with mental health issues.

The number of youth related cases which also had an element of racism (25%, 9) was far greater than the percentage of all cases with that element of racism (13%, 26), in other words a third of racism cases were also youth related. Similarly 22% (8) of youth cases also concerned a person with a disability which again accounted for a third of all disability cases (22).

Recommendation: To incorporate a diversity element into diversionary activity for youths involved in anti-social behaviour as a matter of course.

Noise

Of the 199 cases 35% (70) were noise related and a third (23) of these were high risk cases. Those most affected by noise nuisance were aged over 35 years (49¹⁹) with the greatest group being people aged 50-59 years (17). Noise nuisance does not appear to impact on gender as there was only two more females (32) than males (30) harmed by the effect of noise.

Across all age groups affected by noise nuisance there were cases also related to mental health, the group mostly affected by both were males aged 50-54 years (5)²⁰.

¹⁹ 13 cases did not have an age recorded

²⁰ Based on 54 cases where age and gender records were available

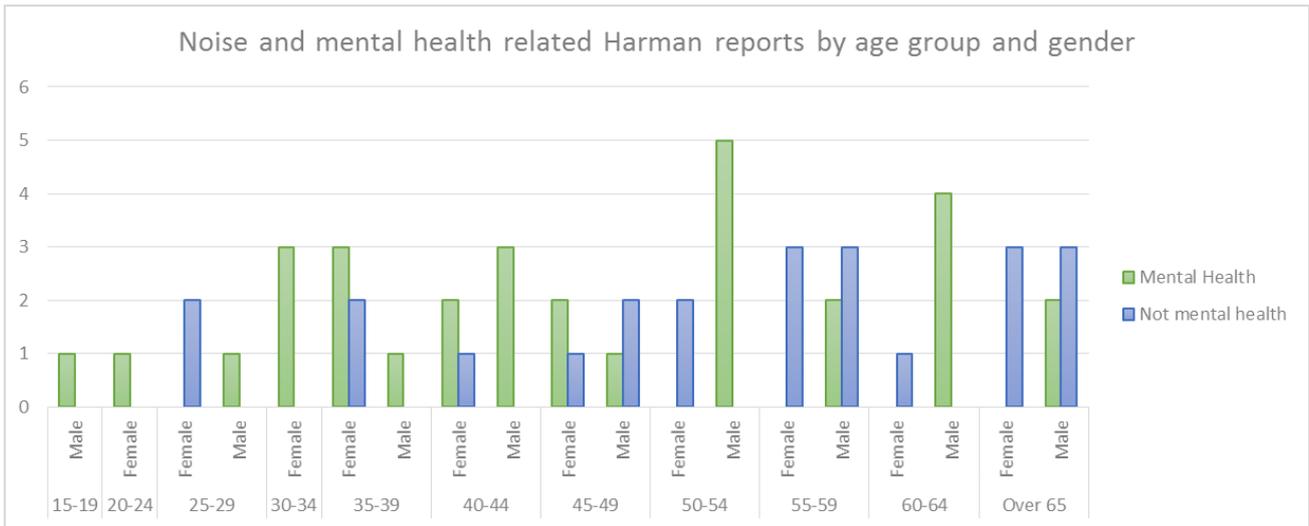


Table 7: Distribution of anti-social behaviour Harman reports relating to noise and mental health by age group and gender

Noise was the greatest issue for direct neighbours, of the 42 direct neighbour cases, 80% (34) reported noise nuisance, and this is supported by a strong correlation²¹. Similarly, but to a slightly lesser extent, 30% (59) of all neighbour cases reported noise nuisance²². However in these cases a significant number were also linked to verbal abuse²³.

Just over a quarter (27%, 19) of noise nuisance cases involved the aggrieved receiving verbal abuse from the harmer, this is greater than the overall number of reports where 18% (36) of cases involved verbal abuse; this association was supported in the correlation test²⁴.

Twelve (17%) of the noise nuisance cases also involved the harmer targeting the perimeter of the aggrieved’s property which is fewer than all cases where 21% (41) were targeted. Three (4%) noise nuisance cases also targeted the aggrieved’s vehicle, in all cases 7% involved the aggrieved’s vehicle being targeted.

Noise nuisance cases were most prolific in the densely populated²⁵ area of Blackpool accounting for 24% (17) of all cases, also Preston (17%, 12) and Hyndburn (10%, 7) made up the top three areas.

Criminal Damage

The MOSAIC groups determined that the Harman cohort resided in areas where there is a high level of criminal damage similarly, targeting the perimeter of the aggrieved’s property occurred in one in five of Harman cases.

²¹ Spearman’s rho correlation of $r_s=0.501$ is significant at 0.01 level (two tailed)

²² Spearman’s rho correlation of $r_s=0.432$ is significant at 0.01 level (two tailed)

²³ Spearman’s rho correlation of $r_s=0.195$ is significant at 0.01 level (two tailed)

²⁴ Spearman’s rho correlation of $r_s=0.160$ is significant at 0.01 level (two tailed)

²⁵ Blackpool has 3,988 people per km² compared to Lancashire (14) of 481 people per km² (Lancashire Insight)

This suggests that criminal damage and anti-social behaviour are interrelated and this should be considered when dealing with either anti-social behaviour or criminal damage reports especially where non-police partners are dealing with anti-social behaviour and encourage any criminal damage to be reported as a crime. This in turn should also be considered if Criminal Behaviour Orders are appropriate to enable positive actions to be placed upon the offender to try and reduce anti-social behaviour, however cognisance should be taken of not criminalising people inappropriately especially young people.

Recommendation: To research the association between criminal damage and anti-social behaviour, what are the relationships and determining factors and how are they dealt with? And whether underreporting of anti-social behaviour is hidden within criminal damage or vice versa.

Community Trigger

A community trigger is where local agencies are compelled to take action if several people in the same neighbourhood have complained and no action had been taken; or the behaviour in question has been reported to the authorities by an individual three times, and no action had been taken.

There were 16 cases recorded related to community triggers, over half (9) of which were in found to be raised in Hyndburn area, 2 in Blackburn with Darwen, and one each in Lancaster, Blackpool, Rossendale, Burnley and Chorley , the remaining areas had none recorded. It is not known whether all Community Triggers are recorded on the Harman system or whether local areas manage and record them in different ways. Of those recorded in Lancashire some cases comprised of racist hate (4) and mental health (2). Seven of the cases were noise nuisance related.