



City and County of Swansea

Notice of Meeting

You are invited to attend a Meeting of the

Scrutiny Inquiry Panel - Anti-Social Behaviour

At: Multi-Location Meeting - Gloucester Room, Guildhall / MS Teams

On: Thursday, 2 February 2023

Time: 2.00 pm

Convenor: Councillor Terry Hennegan

Membership:

Councillors: S Bennett, A Davis, A M Day, R Fogarty, V A Holland, Y V Jardine, A J Jeffery, M H Jones, M Jones, A S Lewis, H M Morris, C L Philpott, B J Rowlands and M S Tribe

Agenda

Page No.

- | | | |
|----------|--|----------------|
| 1 | Apologies for Absence | |
| 2 | Disclosure of Personal and Prejudicial Interests
www.swansea.gov.uk/disclosuresofinterests | |
| 3 | Prohibition of Whipped Votes and Declaration of Party Whips | |
| 4 | Minutes | 1 - 2 |
| 5 | Public Questions
Questions can be submitted in writing to scrutiny@swansea.gov.uk up until noon on the working day prior to the meeting. Written questions take precedence. Public may attend and ask questions in person if time allows. Questions must relate to items on the open part of the agenda and will be dealt with in a 10 minute period. | |
| 6 | Police and Community Policing
Invited to attend are:
Chief Inspector Mark Brier (Basic Command Unit and Police Force Lead for Anti-Social Behaviour) and Hayley Griffiths (Anti-Social Behaviour Force Manager) | 3 - 16 |
| 7 | Inquiry Project Plan / Work Programme | 17 - 18 |

Next Meeting: Monday, 27 February 2023 at 10.00 am

Huw Evans

Huw Evans
Head of Democratic Services
Date: 24 February 2023

Contact: Scrutiny Officer

Agenda Item 4



City and County of Swansea

Minutes of the **Scrutiny Inquiry Panel - Anti-Social Behaviour**

Remotely via MS Teams

Tuesday, 17 January 2023 at 2.00 pm

Present: Councillor T J Hennegan (Chair) Presided

Councillor(s)

A M Day
A J Jeffery
M S Tribe

Councillor(s)

R Fogarty
M H Jones

Councillor(s)

V A Holland
B J Rowlands

Other Attendees

Alyson Pugh Cabinet Member Wellbeing

Officer(s)

Julie Davies	Head of Child & Family Services
David Howes	Director of Social Services
Paul Thomas	Community Integration Partnership Manager
Jane Whitmore	Strategic Lead Commissioner
Gareth Pritchard	Anti-Social Behaviour Officer
Michelle Roberts	Scrutiny Officer

Apologies for Absence

Councillor(s): S Bennett and M Jones

6 Disclosure of Personal and Prejudicial Interests

Dim

7 Disclosure of Personal and Prejudicial Interests

Dim

8 Minutes

The minutes were accepted by the Panel.

9 Public Questions

No public questions were received.

10 Community Inclusion, Community Safety and the Anti-Social Behaviour Officer

The Panel thanked the Cabinet Member for Wellbeing and Officers for providing a detailed report and attending the meeting to present it and answer questions.

The report and discussion looked at the key set of question the Panel agreed to address with each service/organisation at the outset of the inquiry.

The report and full notes from the discussion, will form part of the Inquiry Findings Report and this will be brought back to the Panel at the end of the evidence gathering phase of the inquiry. This will then be considered alongside all the evidence gathered when discussing the Inquiry conclusions and recommendations.

11 Inquiry Project Plan / Work Programme

The Panel noted the Work Programme. The next meeting will be with South Wales Police on 2 February at 2pm.

The meeting ended at 3.30 pm

Chair

Agenda Item 6



Report of the Convener of the Anti-Social Behaviour Scrutiny Inquiry Panel 2 February 2023

Evidence Session – Police and Community Policing

Purpose:	To look at the role of the Police and Community Policing in tackling and reducing anti-social behaviour in Swansea
Content:	Attendance at the Panel by Police
Councillors are being asked to:	To gather evidence for the inquiry into how the Council and its partners are tackling and reducing anti-social behaviour in Swansea
Lead Councillor:	Councillor Terry Hennegan, Convener of the Anti-Social Behaviour Scrutiny Inquiry Panel
Lead Officer & Report Author:	Michelle Roberts, Scrutiny Officer E-mail: michelle.roberts@swansea.gov.uk

The Meeting

The Panel asked to speak the Police about their role in tackling and reducing anti-social behaviour in Swansea.

Invited to attend the Panel today are Chief Inspector Mark Brier (Basic Command Unit and Police Force Lead for Anti-Social Behaviour) and Hayley Griffiths (Anti-Social Behaviour Force Manager). Also in attendance will be the Cabinet Member Hayley Gwilliam.

The headline questions sent to the those attending in advance of the meeting (and to all services and organisations invited to attend throughout the inquiry) are:

1. What is the role of your service/organisation in relation to tackling and reducing ASB?
2. How are you addressing the five key principles in your organisation?
3. What are the key challenges you are facing and how are you addressing these (what more can be done to help you to address them...)?
4. How are you engaging with the public i.e., events etc, examples? How do you use the information gained to improve the services provided?
5. What information is available that the public can access about ASB relating to your service?
6. Do you feedback to the victims/reporters of anti-social behaviour about what is being done to address ASB, either in terms of the specific incident they were involved in

or reported, or more generally? Do you use this feedback to improve inform and improve your services?

7. Data – any appropriate data relating to ASB and your service area/organisation?
8. Does the council or partner organisation meet its regulatory obligations in relation to the services represented today? If not, why is that and what can be done to help you to do this?
9. How well do you feel the Council and its partners are working together to tackle and reduce anti-social behaviour in Swansea from the perspective of your service/organisation. How could it be improved further?
10. What are the key objectives in your service/organisation in relation to ASB? How do you monitor and manage performance in your service area/organisation to measure and meet these objectives?
11. How is your organisation, the Council and other partners working together to address the causes of anti-social behaviour. Strategies, tools, interventions and work happening in communities, include examples? How could this be improved further?

Background papers: None



Date	2 nd February 2023
------	-------------------------------

ANTI-SOCIAL BEHAVIOUR SCRUTINY INQUIRY PANEL

1. Context.

As part of both the Chief Constables Delivery Plan and the drive to maintain Safer Communities SWP provides a robust response to Anti-Social behaviour in its many forms.

The response is delivered by a partnership with statutory and non-statutory organisations. The engagement and contact with the community is delivered by our neighbourhood and wider policing teams and supported by various engagement activities.

The approaches taken to deal with ASB hinge around the 4-stage intervention process but also form part of wider problem-solving initiatives and OSARA methodology that have been adopted force-wide.

These approaches seek to problem solve in communities for the long-term and interventions on individuals are complemented by location and contextual approaches to provide long term solutions.

The approaches taken in Swansea are a mix of interventions in line with the different challenges that we have which are connected to housing and community infrastructure as well as issues directly linked to a busy day time and night time city centre.

The scope of our interventions are governed by the Anti-social Behaviour Act 2014. In general terms our interventions operate around the following parameters: -

1. Personal antisocial behaviour is when a person targets a specific individual or group.
2. Nuisance antisocial behaviour is when a person causes trouble, annoyance or suffering to a community.
3. Environmental antisocial behaviour is when a person's actions affect the wider environment, such as public spaces or buildings.



2. Anti-Social Behaviour Scrutiny Inquiry – questions

1. What is the role of your service/organisation in relation to tackling and reducing ASB?

Our role is to engage the community, and to prevent and intervene in all forms of Anti-Social Behaviour. Our approach is intervention at the earliest opportunity and only moving to enforcement or other forms of ASB intervention when necessary. The causes of ASB with young people are complex and varied and offering only solutions that are based on enforcement will not necessarily address some of the causation factors of the behaviour. That said we are victim-led and recognise the debilitating effects of persistent ASB and the impact it has on the quality of life of individuals and communities. We provide a partnership response through referrals to the most appropriate agency in order to reduce the number of ASB incidents.

We have dedicated resources within our Community Safety team made up of police officers and PCSOs who identify persistency and repeat victims and together with the LA team pro-actively manage interventions. This is a small team however their role is to monitor and link in with the wider neighbourhood policing teams to ensure that either key areas or individuals are identified and ASB referrals are timely, and action is taken.

The team in Community Safety is linked into the force-wide response through the BCU coordinators bi-monthly meetings where all South Wales police areas are represented together with representatives from all 7 Local Authorities. This allows the sharing of best practice throughout South Wales Police force area as well as being linked into national perspectives provided by the Home Office and the recently launched Wales Safer Communities Network and the All-Wales ASB Group.

ASB problem solving is then governed by our Problem-Solving Groups (PSG) where partners attend and seek joint solutions to key issues. There is an escalation process now in place where matters can be escalated through to the Community Safety Board and ultimately to the PSB should community problems present certain barriers that need a resolution.

2. How are you addressing the five key principles in your organisation?

We have only recently come out of consultation with The Home Office over the make-up, wording and approach of the principles outlined below. The conversation in the workshop with the Home Office was in support of the approaches taken, however the introduction of the principles is not mandated to forces as a robust framework to follow. Their introduction is to inform best practice.

From a South Wales Police perspective work is on-going to assess where we are as a force in relation to the below and CSPs will be asked to assist in this process.



As an indication of areas for further development there is some narrative offered below.

1. Victims should be encouraged to report ASB and expect to be taken seriously. They should have clear ways to report, have access to help and support to recover, and be given the opportunity to choose restorative approaches to tackling ASB.

There are already methods in place with respect to Victim Support and clear lines of reporting through 101 / 999. Our growing digital footprint and single online home offers a number of methods to report all community concerns. Restorative approaches form a key part of our out of court disposal options.

2. Agencies will have clear and transparent processes to ensure that victims can report ASB concerns, can understand how the matter will be investigated and are kept well informed of progress once a report is made.

These are in place, and we continue to strive to ensure all victims are updated on the progress of their investigation.

3. Agencies and practitioners will work across boundaries to identify, assess and tackle ASB and its underlying causes. Referral pathways should be clearly set out between services and published locally. This includes pathways for the community trigger and health services.

As stated above our approach is understanding causation and being proportionate in our approaches and not necessarily just sanction or enforcement. The pathways for the community trigger (now ASB Case review) are clearly signposted.

4. The public's ASB concerns should always be considered both nationally and locally in strategic needs assessments for community safety. Best practice should be shared through a network of ASB experts within each community safety partnership, each policing area and nationally.

There are clear processes involved in sharing best practice via the new Welsh Safer Communities network and the Knowledge Hub in addition to the All-Wales ASB Group which sits bi-monthly and shares best practice. There are already clear regional and national forums for the sharing of best practice. There is work to do however to fully understand the make-up of a strategic needs assessment for community safety and how this will inform and link into present practice and governance.

5. Adults and children who exhibit ASB should have the opportunity to take responsibility for their behaviour and repair the harm caused by it. Agencies



should deliver appropriate interventions, which may include criminal justice options, based on the seriousness, risks and vulnerabilities of the case.

This is in place through Restorative Approaches however the extent to which we can align RA to offences is governed by a criminal justice framework.

3. What are the key challenges you are facing and how are you addressing these (what more can be done to help you to address them...)?

We have restructured force-wide in splitting our Neighbourhood and initial response capabilities and this has enabled us to concentrate dedicated resources into problem solving. Presently the working arrangements that we have with the Local Authority are excellent and the processes that have been put in place which have developed over several years have a sound basis in practice and further stability in this area would be welcome.

The current challenges we have are the following but are mainly from a process perspective and which are currently under review with the LA where appropriate.

Repeat Victim Identification. Is the 3 by 3 method of identification still effective as it can lead to arbitrary recording of repeat victims and some obvious repeat victims can be missed. We now ensure that all staff are widening their understanding of the 3 by 3 definition and incorporating persistence / likelihood of threat and risk of harm into the identification of a repeat.

ASB policy awareness re Stalking and Harassment. This indicated that in amongst incidents recorded as ASB there were evident potential crimes in relation to stalking and harassment that were not being recorded. Supervisors now review each ASB incident and ASB referral to assess for stalking and harassment offences. Further action to be explored is the provision of a niche compliance tick box for supervisors to complete that negates stalking and harassment offences.

Enhance supervision of ASB cases by BCU CSP departments. An improved ASB saved search is to be implemented force-wide to ensure (as far as possible given the limitations of searches) all ASB related matters are being identified.

Problem Solving Approach with Repeat Victims. A clear distinction needs to be made re problem solving with respect to repeat victims and Repeat Victim action plans. We now ensure the distinction is made between a repeat victim action plan which is a harm centred approach for the victim and the need for an OSARA which is primarily a location driven problem profile.

Partnership

For future development there is also scope to expand the use of partnership powers. Further emphasis could be placed on the scope for CPN/ CBO and injunctions to be applied for by the LA. There is also scope for wider involvement in ASB referral direct from places like Environmental depts or Council Tenancy issues. The police are more often best situated to progress these matters but for expansion elsewhere needs to be explored.



4. How are you engaging with the public i.e., events etc, examples? How do you use the information gained to improve the services provided?

There are several well tested engagement options that we use locally and as a force. We still engage in certain areas with Pact processes, but our teams now also use Op Perception events to focus and gauge with quality-of-life issues for communities. We have also introduced last year an engagement portal which tracks all engagement of our teams and enables them to track next steps so that are engagement is meaningful and proportionate. We also work closely with the LA in their public engagement events.

As a routine the force also manages victim satisfaction surveys and related activity to pin-point what and how we can do things better based on this data. Specific victim led questionnaires have been sent out solely with respect to ASB.

The force is also currently on the cusp of launching the neighbourhood alerts functionality which is widely used by other forces and gives real time feedback and other key functionality from an online application. This is in addition to BCU open days with partnership attendance and key event periods in the year like ASB awareness week where the key focus and profile is placed on this area nationally and regionally.

5. What information is available that the public can access about ASB relating to your service?

We communicate regularly through our engagement activities and signpost to our web and digital pages. There are also walk in workshops and events organised by the partnership that assist in this two-way flow of information. Our PRO and related teams are proactive in providing educational messages which are preventative, and which aim to engage all demographics. With ASB the force has recently used specific youth related forums to present and articulate key messages.

6. Do you feedback to the victims/reporters of anti-social behaviour about what is being done to address ASB, either in terms of the specific incident they were involved in or reported, or more generally? Do you use this feedback to improve inform and improve your services?

Our victim contact is under continual review and subject to some key scrutiny with respect to keeping victims up to date. We have scrutiny on the use of victim codes which allows us to track officer's activity and contact. Outlier incidents and where process has not been followed correctly are used as learning and briefed force-wide within the BCU and LA coordinators meeting. We also have the facility of the ASB case review which is marketed as a defined option to review where there may be challenges within ASB partnership working. Furthermore, victim contact letters are

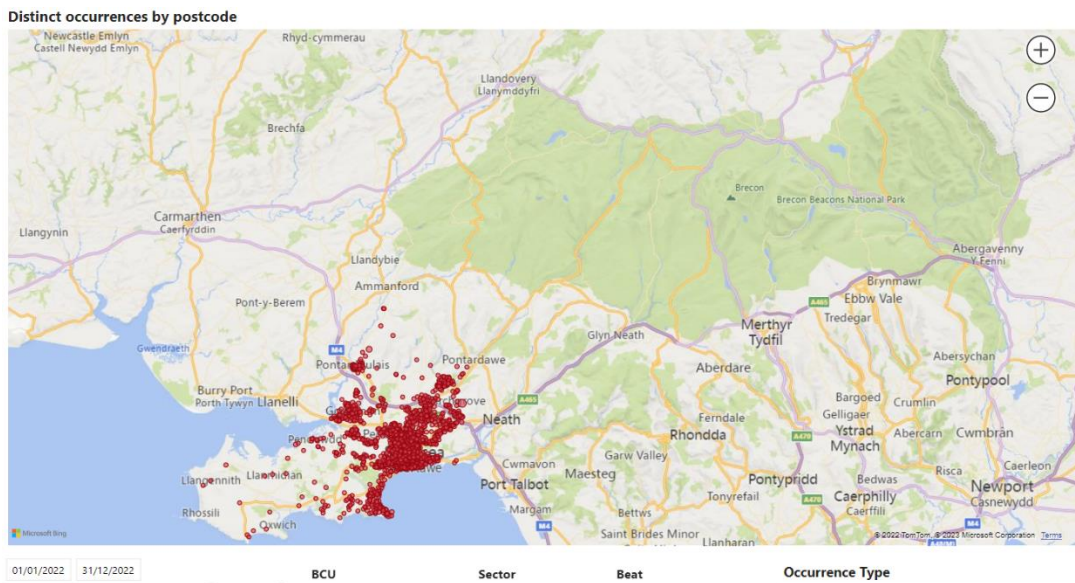


sent which advise of the partnership response to ASB and encourage reporting of further incidents to the correct agency.

7. Data – any appropriate data relating to ASB and your service area/organisation?

Below is an example of an ASB heatmap which assists us and partners areas of focus. The below is data for December 2022.

Data below shows ASB incidents from the 010122 to the 311222.



Total Number of ASB Referrals for Jan-Dec 2022 = 979

In 2022 there was a total of 979 ASB referrals, of which over half of perpetrators were already known to us. Perpetrator known equated to 597 referrals and Perpetrator unknown equated to 382 referrals.

The below shows a breakdown of the outcomes and stages of ASB incidents in 2022.

- 72% of youth first warnings did not repeat their behaviour



- 69% of youth final warning did not escalate to a Stage 2 PW
- Only 12% of those on a Stage 2 PW received an ABC

These figures demonstrate that the system that we have in place does have a critical impact as it stops escalation and prevents repeat behaviour.

8. Does the council or partner organisation meet its regulatory obligations in relation to the services represented today? If not, why is that and what can be done to help you to do this?

Currently we are meeting our obligations respect to the management of ASB and with cognisance to the Act. There are also solid governance arrangements in place to manage the partnership activity and the relationship with the BCU coordinators and LA staff is operationally sound.

The management of the ASB Case Review (Community Trigger) is one area that may need some more focus in how practically it is managed and the profile of the concept within communities does need to be improved. The marketing of this facility within SWP is managed by the Commissioners Team and further work locally may be needed to rectify this.

9. How well do you feel the Council and its partners are working together to tackle and reduce anti-social behaviour in Swansea from the perspective of your service/organisation. How could it be improved further?

As stated above both police and LA counterparts work closely together on process and the management of ASB. There is a combined understanding at any one time of either individuals or locations that merit attention and intervention. This is due to the effective working of both the LA staff and the BCU coordinators. In the not-too-distant past however due to operational necessity some resources have been temporarily deployed elsewhere from the BCU coordinators post which has inevitably had an impact on delivery. Currently however the posts are consistent and filled with wider Pcco involvement and a dedicated Sergeant. There are no current gaps in our provision but as a general observation some further elements of co-location of resources may assist.

10. What are the key objectives in your service/organisation in relation to ASB? How do you monitor and manage performance in your service area/organisation to measure and meet these objectives?

With the new introduction of the NHP and response restructure there also came a new NHP performance framework which tracks amongst a number of other PIs, ASB referral data and looks for both qualitative and quantitative aspects. Also in this framework is the OSARA progress and the internal Demand and Performance Group where we track Sector related activity against certain performance data. All aspects of our work are governed by the Chief Constables Delivery Plan, and this is in place



from a sector point of view up to the strategic intentions of the service. ASB is thus governed within wider sector performance. The force also track key ASB issues and challenges via the Community Program Board which is chaired by an ACC.

11. How is your organisation, the Council and other partners working together to address the causes of anti-social behaviour. Strategies, tools, interventions, and work happening in communities, include examples? How could this be improved further?

There is a recognised staged process on how we deal with anti-social behaviour which we implement in partnership with both the Local Authority and other third sector partners. The staged process begins with a stage one intervention and can lead to more strict interventions like CBOs. In our experience throughout the force area and indeed replicated here in Swansea, the data points to the fact that after the initial intervention there is a drop off of 80% in graduating to other stages of the interventions.

It is also recognised that in the vast majority of cases ASB in particular involving young people is committed by a nucleus of individuals who are well known to services. Their lives are complex, and the interventions put in place also span a number of partnership services and their peer influence can be significant. The staged process highlights these individuals, and we work hard within the partnership to recognise proportionality in our interventions.

Below are some brief summaries on how with the wider partnerships we have responded to ASB community issues: -

- **Anti- Social Behaviour (ASB) Broughton Avenue, Blaen-y-maes**

To counter an escalation of ASB in this area Operation Dunlin was devised which concentrated on diversion and enforcement. Part of the project involved diversion attempts run by Army recruitment and attempts to engage youths via a local boxing club. An extensive working group was set up which included representation from the Local Housing Association, Local Authority, ASB outreach workers, Mid And West Wales Fire Service (MAWWF) and the local councillor in order to continue diversionary initiatives and interventions.

- **Safer Gorseinon**

Safer Gorseinon was implemented as a result of occurrences of youth incidents in prominent locations in Gorseinon. There was a Prevent orientated plan put in place which involved Contextual Missing Exploited and Trafficked (CMET) partnership approaches. The Prevent plan involved workshops delivered to peer-mapped individuals within the education and youth provision environment. Each session was designed to take 1 hour to deliver and was delivered weekly. Sessions included



Emotional Health and Wellbeing, Knife Crime, County Lines, the work of St Giles Trust, Safety Planning and Substance Misuse.

- **Operation Shora**

Neighbourhood teams have worked hard in Eastside with Operation Shora which ran to combat ASB related issues in and around the SA1 area due to youths swimming in the docks and causing ASB general issues for the residents. Eastside officers worked in partnership with youth outreach workers from Evolve and stakeholders from the Welsh Government to identify and divert the main perpetrators of ASB, using the Problem On a Page (POP) problem solving method. Eastside officers were able to identify benches that youths would congregate on which resulted in ASB issues, the NPT worked with the Welsh Government to remove the benches which saw a noticeable decline in reported incidents.

- **Operation Perception example.**

Between the 8th June 2022 and the 26th of July 2022, several ASB referrals were submitted for an individual. The referrals all involved off road motorbikes, which were regularly attending at the subject's address, and causing harassment alarm and distress to local residents, in the manner they were being driven. In June a first warning letter was issued to the subject, followed by a final warning letter on the 26th of July. An engagement day was then arranged with partner agencies to attend the area, speak directly with the individual and also speak to other local residents regarding the issue, the different reporting mechanisms, and what action the partnership had taken, and what other actions would be available if the behaviour continued. The engagement involved an Op Perception being carried out, at the same time as a leaflet drop, and the Local authority also issuing a warning letter to the individual. South Wales Police, several Swansea Council departments, and Neighbourhood watch all took part in this engagement. As a result of this there was one more incident reported in the locality in August, but no further incidents have been reported to the police since then. The ASB process never progressed beyond Stage 1.

- **Criminal Behaviour Order**

The individual is a well-known repeat caller to SWP who has issues with alcohol misuse. They regularly contact the police threatening self-harm. On the majority of these incidents, ambulance and police have attended, the individual would always be intoxicated, they would become abusive towards persons, and would be arrested for either a breach of the peace, or for being drunk and disorderly. After several months of this behaviour continuing, and the individual failing to engage with services regarding their drinking, a decision was taken to apply for a Criminal Behaviour Order. Impact statements were obtained from control room staff, the Force Incident manager and staff from the local health board, covering the implications of the individual's continued behaviour. The application was successful at court with conditions being placed on the individual.





Page 15

CadwDeCymruYnDdiogel

KeepingSouthWalesSafe

Agenda Item 7

Project Plan – Scrutiny Inquiry into Anti-Social Behaviour

Date/Venue	Evidence Gathering Activity
Pre-Inquiry Scrutiny Working Group 24 Nov 2022	<ul style="list-style-type: none"> • Overview of subject area with Lead Council Officer/s and Lead Cabinet Member. They will provide a strategic overview of Anti-Social Behaviour including details of the legal frameworks we work under and identifying who the key influencers are. • Discuss and agree the Terms of Reference and Project Plan for the Inquiry. • Agree public call for evidence and IIA for inquiry
Evidence gathering	
Session 1 17 Jan 23 2pm	Community Inclusion Community Safety Anti-Social Behaviour Officer
Session 2 2 Feb 23 2pm	Police and Community Policing
Session 3 27 Feb 23 10am	Education
Session 4 1 Mar 23 10am	Youth Offending EVOLVE
Session 5 9 Mar 23 10am	Council Housing Neighbourhood Support Unit Public Protection services including noise abatement; and Place/environmental services including fly tipping
Session 6 29 Mar 23 2pm	Registered Social Landlords / Housing Associations
Session 7 13 Apr 23 10.30am	Round table meeting with Voluntary Sector, Community Groups and Local Businesses
Session 8 tba	<ul style="list-style-type: none"> • Feedback from any consultation activity - either outside of meetings or that already exists • Submissions received from call for evidence • Desk based research - practice elsewhere
Concluding Inquiry	
Meeting 9	Findings report and discussion
Meeting 10	Final report