

Report of the Cabinet Member for Better Communities

To the Anti-Social Behaviour Working Group - 15th April 2019

Overview of Anti-Social Behaviour

Purpose: To provide an overview of Anti-Social Behaviour and the

current arrangements

Content: A briefing report and presentation

asked to:

Consider the information provided and to forward views to the Cabinet Member via a letter from the Panel Convener

Lead Councillor: Councillor Mary Sherwood, Cabinet Member for Better

Communities

Lead Officer &

Councillors are being

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1. Background

- 1.1 In 2003, The Anti-Social Behaviour Act 2003 gave Social Landlords a new raft of powers to deal with anti-social behaviour in and around their estates. Part of this Act obliges Social Landlords to publish a statement of policies and procedures they have in place for dealing with anti-social behaviour and the ways in which they will work with other organisations and residents in order to address this problem.
- 1.2 In 2014, The Anti-Social Behaviour, Crime and Policing Act 2014 (c. 12) was introduced which consolidated and expanded law enforcement powers in addressing anti-social behaviour. The focus of the Act was to streamline the tools and powers available to front-line agencies in dealing with anti-social behaviour. This provided the local authority with additional tools to assist in addressing anti-social behaviour. **Appendix A**.
- 1.3 The Safer Swansea Partnership has agreed a definition of Anti-Social behaviour [ASB], as defined in Section 2 (1)(a) of the Anti-Social Behaviour, Crime and Policing Act (2014), as where a person has acted in a manner "that has caused, or is likely to cause, harassment, alarm or distress to any person".

1.4 The Safer Swansea Statement of Policies and Procedures, which details the approach to dealing with ASB, can be found in **Appendix B**.

2. Briefing

- 2.1 Currently, ASB is reported in a number of ways:
 - through the Police via 101 and their online reporting tool,
 - the Council via the Housing Department for tenants
 - online through the Safer Swansea or Community Safety referral process or directly to officers of either organisation
 - directly via a referral form that all statutory partners have access to, which is sent directly to the ASB coordinator.
- 2.2 ASB is categorised in five different ways:
 - Neighbour Annoyance
 - Vehicle Annoyance
 - Off Road Annoyance
 - Youth Annoyance
 - Street Disorder
- 2.3 The local authority ASB co-ordinator and colleagues from South Wales Police Community Safety team collate all the information and records and audits the ASB via our ASB case management system, in addition to the organisations own databases. Once referrals/incidents are received an in depth analysis is undertaken on each incident/referral. Repeat victims, hotspots and perpetrators are identified and levels of ASB are assessed. Services and actions are co-ordinated to address the ASB.

2.4 Victims

Repeat victims, hotspots and perpetrators are managed through the ISTAM (Information Sharing Targeted Action) process. This is a multi-agency problem solving group meeting where repeat victim action plans are discussed, strategies for dealing with hotspot locations are developed and case management of perpetrators are shared and provide a targeted response.

There are currently 3 ISTAMS that cover 3 sector areas of Swansea. The ISTAMS are chaired by the local police Inspector and attended by all agencies that will deal with ASB in that particular area which will include local housing providers, Western Bay Youth Justice and Early Intervention Service [WBYJEIS] and the local Neighbourhood Policing Team.

2.5 **Perpetrators**

The 4 step process is an agreed regional approach to dealing with ASB perpetrators, and was created in 2003 through a partnership approach and consultation with all statutory organisations and departments that were involved with managing ASB.

Step One

Involves a warning letter being sent out, and calling on the person to stop the behaviour. This initial letter is found to be quite impactive especially with youth annoyance. We send out on average 20 low level warning letters a month. The majority of individuals who receive these don't repeat their behaviour.

Step Two

Will be taken if the problem persists and will include a follow-up letter and a home visit by members of the ASB team. This visit will aim to identify and address problems - such as difficulties within the family or at school - which may underlie the behaviour. By providing this early intervention and support very few go on to reoffend or escalate their behaviour

Step Three

Will occur if a third referral is received and the individual has not engaged with the process. A case conference drawing together all the relevant agencies is arranged to work with the individual to try to find a way forward. This may result in an acceptable behaviour contract being drawn up, which the individual will be required to sign, along with parents or legal guardians if necessary.

Step Four

May be an approach to the magistrates' court for a civil injunction

2.6 Generally, a complaint of ASB will not usually result in an injunction as preventative methods are always attempted (steps 1-3 above) and an injunction will only be issued as a last resort in the most serious and persistent of cases.

2.7 **Youth**

Partnership work and information sharing is key when dealing with youth annoyance and we manage our youth perpetrators with regular case management meetings with WBYJEIS.

2.8 We have recently identified issues around lack of knowledge in what services are being provided and this has resulted in us improving our information sharing between various service areas and agencies who work with young people and their families. This has included Evolve, Integrated Information and Advice (IIAA) and Team Around the Family (TAF). This has facilitated and supported early intervention and reduced duplication of work. A monthly case management meeting has been established. The most serious youth perpetrators are discussed and decisions made on whether further interventions are needed or the process needs to escalate to the next stage.

2.9 Locations

Repeat locations of ASB (hotspots) is managed through a partnership approach with the local neighbourhood policing team. Strategies include target hardening, increased patrols, way markers and working in partnership with the landowner/premises owner to reduce the problem. The majority of this would be a reactive process.

However, as new developments evolve it is possible to predict some issues/locations. The ASB database provides statistics for various problem-solving groups to assist in allocating resources for certain events and locations.

3. Summary and Conclusions

3.1 Since the 2014 legislation was introduced and the delegation of authority agreed and formalised, there is no agreement or enforcement policy in place to utilise the powers in the Act.

As requests for Public Space Protection Orders (PSPO) are continually being discussed/requested at the local level by members of the public and Councillors, we do not currently have the officers trained to enforce the legislation. SWP have confirmed that they will not be in a position to enforce at PSPO.

3.2 Co-location is key to improving partnership working and prior to 2012 the Partnership office was located in Cockett Police Station and was resourced effectively with representatives from all statutory partners. This provided real time information sharing and targeted action.

Unfortunately, when the co-location ended an element of silo working has arisen. This has resulted in poor communication, reduction in information sharing, and a lack of understanding of the roles and responsibilities of the different agencies.

4. Legal implications

4.1 None

5. Finance (if required)

5.1 None

Glossary of terms:

ASB – Anti Social Behaviour
ISTAM – Information Sharing Targeted Action Meeting
WBYJEIS – Western Bay Youth Justice Early Intervention Service
EVOLVE – Young People Service Evolve Swansea Council
IIA – Integrated Information Advice
TAF – Team around the Family
PSPO – Public Space Protection Order
SWP – South Wales Police

Background papers:

None

Appendices:

Appendix A - Table of New Powers

Appendix B - Safer Swansea Statement of Policies and Procedures

APPENDIX A

New Power	Description	Current Powers	Current use	Key Issues & Differences
Criminal Behaviour Order (CBO)	May be made by any criminal court against a person who has been convicted of an offence, to tackle the most persistently antisocial individuals who are also engaged in criminal activity	 Order on Conviction (also known as Criminal Anti-Social Behaviour Order or 'CRASBO') Drink Banning Order on Conviction 	The Police and Crown Prosecution Service seek 'CRASBOs' where there are multiple similar offences and/or asb related to the offence.	 The prosecutor - most likely the Crown Prosecution Service but potentially the Council - can apply for the CBO on its own initiative or at the request of the Council or Police. The offence for which someone has been convicted does not have to be linked to the behaviour which the CBO seeks to address. The prosecutor must "find out the views of" (not just "consult") the Youth Offending Team before making an application for someone under 18.

New Power	Description	Current Powers	Current use	Key Issues & Differences
Community Protection Notice (CPN)	Issued by officers to stop a person aged 16 or over, business or organisation committing antisocial behaviour which spoils the community's quality of life. A warning must be made before the CPN is issued.	Statutory Powers under the Environmental Protection Act (CPN does not replace these powers) Litter Clearing Notice Street Litter Control Notice Litter Abatement Notice	 Statutory powers are used by the Environmental Health Service to address issues such as noise and accumulations. This will not change. Litter Notices are frequently used by Environmental Protection Services 	 Can be used for noise outside of a residential property (e.g. in the street) not covered by Environmental Protection Act. Can be used for 'animal nuisance' issues not covered by current powers (e.g. allowing dogs to stray). Has effect of creating criminal offence for behaviour which may not otherwise be criminal. Breach is a criminal offence which can be dealt with by a Fixed Penalty Notice or prosecution. The Council can also take remedial action to remedy the breach and charge costs back to the perpetrator.
Public Space Protection Order (PSPO)	Designed to stop individuals or groups committing anti-social behaviour in a public place.	 Designated Public Place Order (DPPO) Gating Orders Dog Control Orders 	 The Police lead on Section 30 Orders in consultation with the Council. The local authority has the power to make a DPPO; in NPT this is reserved to the Trading Standards Service 	 The Council can make a PSPO in consultation with the Police, Police & Crime Commissioner, community representatives and affected landowners. PSPOs can be used to address a variety of issues affecting the community – for example animal nuisance, alcohol misuse, rowdy behaviour.

Appendix B

Statement of Policies and Procedures on Anti-Social Behaviour.

Introduction.

The Anti-Social Behaviour Act 2003 as amended by the Anti-Social Behaviour, Crime and Policing Act 2014 gives Social Landlords a new raft of powers to deal with anti-social behaviour in and around their estates. Part of this Act obliges Social Landlords to publish a statement of policies and procedures they have in place for dealing with anti-social behaviour and the ways in which they will work with other organisations and residents in order to address this problem.

Noise nuisance, fly tipping, graffiti, abandoned cars, domestic violence and nuisance neighbours have a hugely detrimental effect on the quality of people's lives.

The answers to these problems will not be found by any one single organisation. Effective solutions will only be found by groups and individuals such as tenants and residents, housing and local authorities, victims and witnesses, the police, Social Services, housing associations and many others working in partnership to tackle antisocial behaviour.

This document is intended to set out the framework of our policy and procedures in dealing with anti-social behaviour, support witnesses and victims and use every legal solution at our disposal to wipe out this problem in Swansea.

The summary of procedures will act as a source of information on how, when and where complaints will be made, how agencies will deal with those complaints and how the whole process will be monitored at every stage.

This document will be available to view at all our Housing Offices and copies can be supplied upon request. A smaller summary of this document is also available free of charge. They will also be made available on –line on the various websites of the partner organisations.

Legislative Context.

This document has been written in the context of large-scale legislative changes that have altered the way in which social landlords deal with cases of anti-social behaviour.

These include:-

Anti-Social Behaviour, Crime and Policing Act 2014

Housing Act 1996 as amended by the Anti-Social Behaviour Act 2003

Welsh Assembly Government: Anti Social Behaviour: Policies and Procedures Code of Guidance for Local Authorities and Housing Associations.

Children Act 1989

Noise Act 1996

Environmental Protection Act 1990

Regulation of Investigatory Powers Act 2000

Homelessness Act 2002

Disability Discrimination Act 1995

Local Government Act 2000

Data Protection Act 2018

Crime and Disorder Act 1998

Human Rights Act 1998

Equality Act 2010

Definition of Anti-Social Behaviour

The Safer Swansea Partnership has agreed a definition of anti-social behaviour as defined in Section 1 (1)(a) of the 1998 Crime and Disorder Act, as where a person "has acted...in a manner that caused or was likely to cause harassment, alarm or distress to one or more persons not of the same household as him/herself"

This sort of behaviour takes in unruly and drunken behaviour, fly tipping, graffiti, threatening and abusive language, domestic violence and many other types of behaviour which prevents others from enjoying a normal life.

We also recognise the definition as laid out in Section 218A(8) of the Housing Act:-

- a) Behaviour which is capable of causing nuisance or annoyance to any person and which directly or indirectly relates to or affects the housing management functions of a relevant landlord.
- b) Behaviour which is capable of causing nuisance or annoyance to any of the following:
 - A person residing in housing accommodation owned or managed by the relevant landlord.
 - 2. A person visiting the housing accommodation or otherwise engaged in lawful activity in or in the locality of the housing accommodation.
 - 3. A person employed by the relevant landlord wholly or partly in connection with its housing management functions.

A 'relevant landlord' could be a local authority, registered social landlord or housing action trust.

The housing management function of the landlord covers any activity that would be carried out in the day to day running and strategic management of their stock. This covers activities such as:-

- Maintenance and repair work.
- Collection of rents.
- Estate management functions.

'Indirect' effects on the housing management function include refuse collection and other such services that assist in the running of the landlord service.

It is important to remember that anti social behaviour can be committed by a tenant of a relevant landlord affecting other tenants, owners or any other people using a property or the facilities in the area.

Anti social behaviour can also be committed by owner occupiers or tenants from other landlords, social or private, affecting tenants of a relevant landlord.

Anti social behaviour is not necessarily criminal behaviour and landlords should not seek to replace the role of the police. The main factor in deciding if a behaviour is antisocial in nature should be the impact of that behaviour on others.

Our Approach to Anti-Social Behaviour.

We believe that everyone has the right to lead their lives in any manner that they choose as long as it does not affect the quality of life of those around them. This requires tolerance and respect of the needs and lifestyles of other people.

When people do have differences we will make every attempt to try and work with them to solve the problem wherever this is possible. This can often be the best and quickest way of resolving differences as people may not even be aware that they are causing a problem. We will work with people and other agencies to work towards a solution to anti social behaviour.

We will deal with anti social behaviour in a firm but fair manner and do as much as possible to discourage such behaviour in the first instance.

We have a range of actions we can take against those who persistently cause nuisance. Tenants may lose their security of tenure, their home or become subject to the terms of an injunction which may lead to arrest and even imprisonment. However, these actions are not appropriate in every case and other measures may be used instead.

We will do our best to ensure that our neighbourhoods are peaceful, safe and desirable places to live. We recognise that anti social behaviour can be a real blight on communities and that we have a responsibility to help to take on these problems.

Obligations of Tenants.

When tenants sign their tenancy agreement, they agree to the conditions that are contained within that agreement. The standards of behaviour that are expected of them, and anyone else living at or visiting the property, will be explained during the signing.

The major conditions of acceptable behaviour that are laid out in the tenancy agreement include:

- Nuisance
- Nuisance by family and visitors.
- Harassment, damage to property.
- Theft and illegal use of premises.

We expect all our tenants to adhere to these minimum standards.

Monitoring and Performance.

We will record every case of anti-social behaviour that is reported and our response to it. We will also establish performance indicators within the individual partnership organisations to measure how effective we are being in fighting back against anti-social behaviour. We will endeavour to include qualitative as well as quantative statistical measurements of performance in order to create a rounded view of how well we are operating in this area. Through the ISTAM process we will take a multi-agency approach in identifying of cases which are of a concern to more than one agency

Support of Complainants and Witnesses.

If the support we provide to complainants and witnesses is to be in any way effective it is important that systems are put in place that boosts the confidence of those involved whilst at the same time contributes to improving success rates.

It can take courage to complain about anti social behaviour or to volunteer as a witness in such a case. We do not underestimate the levels of intimidation and fear that complainants and witnesses have to deal with daily and that is why we recognise that we must work closely with them in order to build relationships of mutual trust and confidence.

The protection and safety of complainants and witnesses is very important to us. We are aware of the intimidation and fear of retaliation which can occur throughout and beyond court cases and we will do our best to ensure that no one is left vulnerable at any point during the action we are taking.

We will work to ensure that victims and complainants are clear about what is happening with the case at every stage and are supported through the court process and beyond into the days after the resolution of the case.

Making a Complaint and staying in Touch

If you wish to make a complaint of anti-social behaviour please contact your landlord on the numbers below. Alternatively, complaints can be made in writing, by e-mail or in person to any member of your landlord's staff. The organisations involved in the partnership will ensure that your complaint is dealt with complete confidentiality and that you will be kept informed at every stage of the process as the complaint is investigated and dealt with.

The Support Package.

The support that we can offer victims of anti-social behaviour, complainants and witnesses is extremely varied. We can provide referrals to other agencies who provide specialist services over issues such as domestic violence, security and victim support. We will aim to provide support at every stage of the process and a tailored package can and will be altered as proceedings continue and circumstances change.

Professional Witnesses

We can also utilise professional witnesses under certain circumstances which allows greater flexibility in the gathering and presentation of evidence during legal proceedings. Professional witnesses can provide independent non-judgmental evidence. We will also use their services in cases where we consider the risk to witnesses is too great and/or witnesses are reluctant to make an appearance in court.

Hate Crime

Hate Crime includes a range of behaviour ranging from physical assaults and attacks on property and verbal abuse. However any form of racially motivated behaviour that deprives people of the peaceful enjoyment of their homes is classified as racial harassment. We are strongly committed to zero tolerance of racial harassment in any form whatsoever. We recognise the definition of racist incident as used in the McPherson Report (1999) of the enquiry into the death of Stephen Lawrence. This defines a racist incident as:

"Any incident which is perceived to be racist by the victim or any other person."

The partner organisations have developed a Black and Minority Ethnic Housing Strategy with an accompanying Action Plan that feeds directly into our plans for combating anti-social behaviour. (not Sure?) will check

We will work to:

- Encourage the reporting of incidents.
- Support victims.
- Deal firmly with perpetrators.
- Have effective monitoring systems in place.
- Seek to prevent future racial harassment.

Domestic Violence.

We will aim to:

- Ensure the victim is supported.
- Provide safe housing if necessary.
- Re-house victims if appropriate.
- Ensure staff are well trained on issues of violence and abuse.

- Provide a consistent and understanding approach.
- Work together with other specialist agencies and victims to secure a positive outcome.
- Work with the Police Domestic Violence Unit if specific enforcement action is to be undertaken.

Prevention of Anti Social Behaviour.

The prevention of anti social behaviour is far more desirable approach to the problem than a "fire fighting" approach of only dealing with behaviours once they have developed. To this end we are committed to the prevention of anti-social behaviour through a variety of initiatives developed within the Safer Swansea Partnership.

Rehabilitation of Perpetrators and Support for Vulnerable Groups

In addition to preventing anti-social behaviour we have systems in place which attempt to prevent the behaviour from happening again. This needs to be done on a case by case basis as no two situations are the same but in many cases an underlying cause can be identified and dealt with. Examples of these could be:-

- Drug and/or alcohol misuse.
- Mental Illness
- Learning difficulties
- Relationship breakdown.
- Financial difficulties.

In cases such as these specialist agencies can be used to intervene and work to address the nuisance behaviour.

Where the anti social behaviour has been caused by a child we will work together with their parents and their school to attempt to address these problems. We will also work in partnership with Social Services to assess if a child is a 'child in need'.

Enforcement Policies

The Anti-Social Behaviour, Crime and Policing Act 2014 has amended and strengthened the enforcement powers available to social landlords to curb anti social behaviour. Enforcement actions can be effective in both stopping and preventing anti

social behaviour and we will use them as one of a range of measures available to us as social landlords. The enforcement powers available to us include:

- Civil Injunctions
- Court Injunctions
- Demotion of tenancy.
- Powers under Environmental Protection Act (1990)
- Community Protection Notices
- Closure of Premises associated with Nuisance and Disorder
- Community Remedies
- Community Trigger
- Possession action and eviction.

Multi Agency Partnerships

Anti social behaviour is a problem that affects all parts of a community and cannot be solved by the contribution of social landlords alone. We recognise this and consequently we work in the Safer Swansea Partnership with residents and a wide range of external organisations with each agency having a vital role to play in tackling Anti Social Behaviour. It is our aim to work together to ensure that safe and tolerant communities are built and maintained

Through sharing resources and information, we are achieving this aim. We are supporting people to take responsibility for their actions, challenge people that don't and ensure that we recognise anti social behaviour, take the problems seriously and act swiftly to prevent it. With the assistance of the team of prosecutors in the Crown Prosecution Service we will have swift access to justice and be seen to be dealing expediently with the problems. We also have the specialist knowledge which is required to ensure that offenders are tackled in the way which provides the best solution for all concerned – from the statutory partners to the victims and witness's schools, youth offending teams, drug services, health services and probation.

Confidentiality

Any information that is passed to us relating to anti social behaviour will be treated in the strictest confidence. Under no circumstances will any named people be given access to the information without the explicit permission of the person who supplied the information.

Due to the nature of the problem many people choose to give information to us anonymously. Although we appreciate and understand why people choose to do this, it does make it considerably harder for us to respond to the complaint in an effective manner. This is due to the fact that we cannot report back to the person who made the complaint on the progress of the investigation and we have no source with which we are able to gain further details or corroborate facts. Furthermore, when complaints are considered under the court process anonymous evidence will carry less evidential weight than direct evidence as it cannot be cross examined.

Information sharing Protocol.

The 1998 Crime and Disorder Act gives powers to "relevant authorities" such as the Police, local authorities, housing associations and the Probation Service to share information with regards to the prevention and reduction of crime and disorder. In order to ensure that this information is exchanged correctly, efficiently and in accordance with other relevant legislation such as the Data Protection Act 1998, a written protocol has been agreed by a number of organisations in the area such as South Wales Police, City and County of Swansea and local registered social landlords.

The protocol establishes a strict set of procedures designed to ensure that any interorganisational requests for information are carefully managed and monitored and that only relevant and appropriate details are exchanged in a manner fully compliant with legislation.

Staff Training.

If anti social behaviour is to be tackled properly it is imperative that our staff are effectively trained in the identification and investigation of the problems and are confident enough to take quick and decisive action. We will ensure that appropriate training structures are developed in our organisations so that staff have the skills to deal with anti social behaviour. Refresher training and updates will also be provided to account for legislative changes. We will ensure that all policies and procedures

relating to anti social behaviour comply with relevant legislation and are tuned into good practice as it develops.

ANTI SOCIAL BEHAVIOUR – SUMMARY OF POLICY AND PROCEDURE

This summary is produced in compliance with the Anti Social Behaviour Act 2003 and is available free of charge.

Summary of Statement of Policy

The Social Landlords signed up to the Anti-Social Behaviour Strategy are committed to providing a safe and secure environment for all residents in order that they can live peacefully in their communities.

The Group aims to achieve this by monitoring and enforcing tenancy conditions, and by working in partnership with other agencies to exercise legal powers to deal with anti-social behaviour in an appropriate manner.

Definition

The Group uses the following definition of anti social behaviour as an assessment:

"Anti social behaviour is behaving in a manner which causes harassment, alarm or distress to one or more persons not of the same household".

The Group will seek to prevent incidents of anti social behaviour occurring wherever possible and will seek to prevent the re-occurrence of anti social behaviour after initial reports to them.

Measures may include tenancy support, arranging for longer-term support, working in partnership with other relevant agencies, mediation, Acceptable Behaviour Contracts, Demotion of Tenancy, Possession Action and Injunctions.

Statement of Policy

The Group recognises that to provide a quality service, it must be successful in tackling and preventing the causes of anti social behaviour. To this end:

The Group will investigate every report of anti social behaviour.

- The Group's investigations will seek to identify and interview all interested parties.
- The enquiries carried out by us will start at the earliest opportunity following the complaint.
- The Group will acknowledge every report of anti social behaviour quickly.
- We will keep all parties involved as up to date on proceedings as possible.
- The response of the Group will, as necessary and appropriate, move from advice, conciliation and support for tenants' own action, to legal action on behalf of victims of anti social behaviour.
- The action taken by the association against perpetrators will include, where appropriate, Injunction and committal proceedings, demotion of tenancy, possession and eviction proceedings.
- The association will work in partnership with other agencies including the Police, other registered social landlords and other relevant organisations. We will participate in appropriate forums and make use of information exchange protocols to share information to resolve issues of anti social behaviour.
- We will provide regular training for staff, to ensure best practice for dealing effectively and sensitively with anti social behaviour.

We will actively support the victim and witnesses and view this as crucial to tackling and preventing anti social behaviour.

Summary of Procedures

If you are suffering from anti social behaviour, please contact the relevant landlord as soon as possible.

We record all incidents of anti social behaviour and will investigate the report, including interviewing the alleged perpetrator and witnesses, where appropriate.

We will agree a course of action with you once their investigations are concluded, including advice as to the actions, if any, they may be taking. These will be confirmed in writing.

Throughout all stages in any investigation into anti social behaviour, we will ensure detailed and accurate reports of visits; meetings, interviews etc are prepared.

Once agreement has been reached on the closure of a case, the association will confirm this in writing.

How to contact us

City and County of Swansea

Neighbourhood Support Unit 648507 (This is a 24hr service) Blaenymaes District Office 534060

Eastside District Office 791251

Gorseinon District Office 897700

Morriston District Office 601720

Penlan District Office 582704

Sketty District Office 516810

Town Centre District Office 650486

Townhill District Office 513900

West Cross District Office 402500.

Email: housing@swansea.gov.uk

There is an online form that can be found on our website:www.swansea.gov.uk

Family Housing Association

01792 460192

Gwalia Housing Association

01792 488288

Coastal Housing

Customer Services 479281