



**Report from the  
Police and Crime Commissioner for Dyfed-Powys  
To the  
Dyfed-Powys Police and Crime Panel**

## **Anti-Social Behaviour**

**February 2020**

## Introduction

Within the 2017-21 Police and Crime Plan, the Police and Crime Commissioner (PCC) set out his intention to prioritise the prevention of crime and anti-social behaviour (ASB) under Priority 1: Keeping our Communities Safe. This includes a commitment to work with police and partners to:

- Provide an effective, coordinated and timely response to ASB
- Promote collaborative problem-solving approaches to tackling crime, ASB and other preventable demand
- Consider opportunities to reduce the fear of crime and ASB, particularly amongst the vulnerable and to provide information to the public on how to prevent themselves from becoming a victim

The purpose of this report is to demonstrate progress made to date.

## National Picture

The Anti-Social Behaviour, Crime and Policing Act 2014 defines anti-social behaviour as:

- (a) conduct that has caused, or is likely to cause, harassment, alarm or distress to any person,
- (b) conduct capable of causing nuisance or annoyance to a person in relation to that person's occupation of residential premises, or
- (c) conduct capable of causing housing-related nuisance or annoyance to any person.

Nationally, reports of ASB are on the rise. In the year ending December 2018 the Crime Survey for England and Wales<sup>1</sup> estimated that 37% of respondents had experienced or witnessed ASB in their local area (defined as within a 15-minute walk of the respondent's home). This is the highest percentage recorded since this data was first collected.

ASB can often be symptomatic of more serious behaviour involving crime. For example drug gangs taking over or '*cuckooing*' a property to sell drugs generates a great deal of anti-social behaviour and can also be a symptom of serious violence and drug offences.

The Anti-Social Behaviour, Crime and Policing Act 2014 streamlined the previous tools and powers to deal with anti-social behaviour down to just six, which were

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<sup>1</sup> Office for National Statistics 2019a

designed to be quicker to obtain and more flexible. In addition the legislation also introduced the ASB Case Review, more commonly called a Community Trigger, enabling victims to hold their local agencies to account.

The Community Trigger threshold is outlined below:

- 3 complaints of ASB from same person within 6 months
- 5 complaints from different individuals about same location, person or problem within 6 months
- 1 Hate Incident/Crime within 6 months
- Consideration will be given if the above is not met to the persistence of ASB, harm or potential harm caused and the adequacy of the agency or agencies responses.

Each complaint made within one month of the incident and application for the review made within 6 months of the 1<sup>st</sup> complaint (S.104)

If the above threshold is met, victims can activate the Community Trigger and a multi-agency case review must be held to discuss the case and seek to resolve the anti-social behaviour.

The 2014 Act also includes the Community Remedy designed to give a voice to communities, where victims will have a say in the punishment of the offender.

## **Dyfed Powys picture**

The Data Driven Insights report produced by Dyfed Powys Police for Quarter 1 of 2019/20 illustrates a downward trajectory, with a reduction of 16% in ASB incidents during the year ending June-19 in comparison to the same period of the previous year (11,290 vs. 13,422 incidents). Reductions in ASB appear evident throughout all four counties.

The breakdown in incident type for this period shows 76% were recorded as nuisance, 19% as personal and 5% environmental. Further analysis clearly identifies the influence of seasonal variation, with increased volumes of recorded ASB incidents during summer months and decreased volumes during winter.

Divisional comparison identifies the largest volume of ASB incidents in Carmarthenshire followed by Pembrokeshire, Powys and finally Ceredigion (4483, 2816, 2253 and 1738 respectively). When population figures were considered ASB incidents per 1000 population again were highest in Carmarthenshire and Pembrokeshire (25.7 and 24.4 respectively).

The same report for Quarter 2 continues to demonstrate a downward trajectory with a reduction of 20% in ASB incidents for the year ending Sep-19 in comparison to the same period of the previous year (10,365 vs. 13,006 incidents). This reduction continues to be evident in all four counties.

Divisional comparisons remain the same as the previous quarter with the largest volume in Carmarthenshire followed by Pembrokeshire, Powys and Ceredigion (4206, 2503, 2064 and 1592 respectively).

However, the Data Driven Insights report only presents data based on ASB incidents. In May 2018 additional qualifiers were introduced to flag environmental, nuisance or personal ASB issues within other crimes or incidents. Data from the Force's Qlikview system shows a reduction of 2535 in total ASB incidents recorded during 2018 and 2019 calendar years. For the period from May 2018 (when the qualifiers were introduced) until end of December 2019 the total number of incidents closed with an ASB qualifier was 2366. It is therefore evident that the apparent reduction in ASB incidents may not be totally reflective of activity. The introduction of the ASB qualifier ensures that Neighbourhood Policing Teams (NPTs) are still able to identify and address the underlying ASB issues within more serious criminal behaviour.

Data from the Crime Survey for England and Wales<sup>2</sup> shows that the public perception of having experienced or witnessed ASB in Dyfed Powys is decreasing over time and is lower than the national average.

With regard to victim support, a THRIVES risk assessment is undertaken by the Force Control Centre for each ASB incident recorded. If this receives a score of 13 or higher, the officer will complete a nationally agreed ASB risk assessment with the victim. This information is all entered onto MAVIS (multi agency vulnerability information system) where medium and high risk cases trigger an automatic referral to Goleudy support service, which is funded by the Police and Crime Commissioner. The risk assessment is repeated within a schedule of 7, 14 or 21 days for low, medium and high risk cases respectively.

The Crime and Harm Reduction Unit (CaHRU) based in Police Headquarters manage ASB on a daily basis and have a risk management register in place to escalate issues of concern. On division there are now Police Community Support Officers based in each Neighbourhood Policing Team with dedicated ASB Coordinator responsibilities: 5 in Carmarthenshire, 4 in Pembrokeshire, 3 in Powys and 3 in Ceredigion. These roles report to the local NPT Sergeants and then into

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<sup>2</sup> The Crime Survey for England and Wales has measured crime since 1981. Used alongside police recorded crime data it is a valuable source of information for the government about the extent and nature of crime in England and Wales.

CaHRU. A monthly Neighbourhood Governance meeting is held internally chaired by the Superintendent with the ASB portfolio.

The Force have recently introduced a victim satisfaction survey for victims of ASB. This is sent out electronically following each incident report received by the Force Control Centre. The survey commenced in November 2019 and the first set of results are currently awaited. This is intended to run for at least a 12 month period with results being reported both to the Regional Steering Group and the Force's Performance and Outcomes Board. The PCC will be requesting regular updates on the issues emerging from the survey in order to ensure the data is utilised to improve service delivery.

## **Work of the Police and Crime Commissioner for Dyfed-Powys**

### ***Oversight and independent assurance***

The Commissioner maintains oversight of the Force's response to antisocial behaviour via attendance at the quarterly Regional ASB Steering Group and via data provided through the Performance and Outcomes Board. ASB also features within the Force Performance reports at the Policing Accountability Board.

During the November 2019 Policing Accountability Board the PCC focussed in particular on how ASB incident analysis is taken into consideration when formulating the Neighbourhood Policing Team rotas, given that incidents increase during the period between 15:00 – 21:00. The PCC was informed that greater emphasis is now placed on predictive work and forward planning. The new NPT structure also focuses on establishing the root cause of ASB within a locality in order to reduce incidents on a longer-term basis in the area. It was recognised that the ongoing work of School Liaison officers would potentially ensure that the ASB figures continue to reduce over time.

ASB also featured in Policing Board in December 2019 with a focus in particular on the recent NPT restructure. The report to Board highlighted that after a period of recent reality testing Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) have reported that they are satisfied with progress made and that neighbourhood policing within Dyfed Powys is moving in the right direction. The Force HMICFRS Liaison Officer has indicated that the Force would receive a grading of 'good' if they were to be formally inspected at this present time. However, HMICFRS have stated that the Force's understanding and implementation of problem solving still needs further development.

Recent activity at the Regional ASB Steering Group has included scrutiny from the Office of the PCC (OPCC) regarding the provision of victim support within ASB

cases, in particular to understand whether there are low risk cases with identified vulnerability or needs that could benefit from Goleudy support services. A process is being developed for a number of additional questions to be included in the officer assessment that will identify any case where intervention is required. The meeting has also identified a lack of awareness amongst officers regarding the support services available via Goleudy. This accords with findings from a recent independent review and will be addressed via an action plan within Goleudy and supported by engagement and communications from the OPCC.

### ***Community Trigger***

In April 2019 the outgoing Victims' Commissioner Baroness Newlove published the last report of her time in office, focussed on ASB. It included the following recommendations pertinent to the Community Trigger process:

- A statutory requirement for Local Authorities, Police and Crime Commissioners and Police Force Areas to provide accurate information on the Community Trigger on their websites.
- Empower victims of ASB by informing them about their entitlement to activate the Community Trigger when responding to the second complaint within a six-month period (ie - before they meet the threshold of three complaints).
- A statutory requirement for Local Authorities to measure and monitor ASB cases and the use and outcomes of the Community Trigger and report them annually on their website.
- A statutory requirement for agencies to respond to recommended actions from the Community Trigger (including providing full reasons when recommendations cannot be actioned) and monitor progress in ASB resolution.
- Community Trigger investigations and panel meetings to be chaired by an appropriately trained independent lead. Community Trigger meetings should not be chaired by the agencies responsible for investigating the original ASB complaints.
- Currently, if a victim does not agree with the outcome of a Community Trigger, PCCs can act as arbitrator but many choose not to. An independent local arbitrator for Community Trigger appeals should be appointed within each local authority area to deal with escalated complaints about the Community Trigger.
- Victims of ASB must be given the opportunity to attend and tell the Community Trigger panel in person about their experience of ASB and the effect it has had on them.

Both the report from Baroness Newlove and subsequent correspondence from the new Victims' Commissioner Dame Vera Baird QC highlight the potential role that

PCCs could play in coordinating the multi-agency process and acting as final arbitrators of the Community Trigger.

The number of Community Triggers in Dyfed Powys is low, with only 2 in 2018 and 1 in 2019. An additional 2 in 2019 were proposed; 1 victim was provided with the application but chose not to return it and 1 returned application did not meet the criteria for a trigger process.

The process has recently been reviewed by Dyfed Powys Police and partner agencies, however at present partner agencies are reluctant to take on the administration of the process due to lack of resources. This means that CaHRU are responsible for administration of the triggers, which follows the process below:

- Request for trigger via 101
- Application sent to the applicant via email or post
- Receipt of trigger application via set mailbox
- Acknowledgement of application sent to the applicant
- Notify Single Point Of Contact on division of the trigger application
- Request data from agencies involved
- Collate the data and share with Community Safety Partnership (CSP) managers to make a collective decision as to whether or not the criteria is met
- Notify applicant of whether or not they have met the criteria
- If trigger is activated, local panel meeting to be arranged. The chair will be agreed on a case by case basis and will represent a different agency to those that have been involved in responding to the case
- Applicant will be invited to attend the start of the meeting or provide an impact statement
- Inform the applicant of the outcome of the trigger meeting and provide the details of the appeal process (via the PCC)
- All agencies to publish Community Trigger stats annually

The Force website currently contains only brief guidance regarding the Trigger and the PCC has recommended that this be updated with more comprehensive information. The application process is also published on the Dewis website<sup>3</sup> and an online application is being produced to link with the new Single Online Home platform for Police Forces. The process will be published on Local Authority websites with guidance for the public. Flowcharts are available internally for staff to follow.

The appeal process for Community Triggers will essentially be a desktop review and will not involve hearings or meetings with the victims. The role of the PCC will

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<sup>3</sup> <https://www.dewis.wales/the-place-for-wellbeing-in-wales>

be to consider due process and ensure that the Dyfed Powys Anti-Social Behaviour Steering Group has properly and effectively undertaken a review. In considering a community trigger escalation, the PCC can either:

1. Uphold the appeal and refer the case back to the Dyfed Powys Anti-Social Behaviour Steering Group asking them to consider a particular process, policy or protocol not previously considered;
2. Determine that the Dyfed Powys Anti-Social Behaviour Steering Group has reviewed the case, considering all relevant policies, process and protocols satisfactorily in line with its Community Trigger procedure.

There is no further escalation of an appeal at this point for the individual, the PCC's decision is final. However, the PCC has endorsed a recommendation for the appointment of a Community Trigger Officer or Ombudsman by the Home Office, who would then have oversight of the process undertaken by both the Force and the OPCC.

### ***Awareness and partnership working***

The PCC meets quarterly with Community Safety Partnership managers to discuss a number of shared priorities. ASB is often discussed at this meeting and the PCC is proactive in offering financial support where possible to enable timely and effective interventions across the Force area. Some examples of this are included later in this report.

Partnership Chief Inspectors are also present at these meetings, allowing the PCC to scrutinise and challenge the multi-agency operational activity being undertaken to tackle ASB at a local level.

The PCC and Chief Constable regularly hold public meetings across the Force area where they engage with local communities to discuss the pertinent issues being experienced and their commitment to tackling crime and ASB.

The PCC is hosting his annual St David's Day conference on 6<sup>th</sup> March 2020, which will focus on Policing in a rural setting; this will provide an excellent opportunity to raise awareness of the experience of ASB in communities within Dyfed Powys.

### ***Engagement Activity***

The PCC and his office have attended a number of engagement events focussed on supporting and addressing ASB issues within local communities:



- Family activity day and visit to St. Paul's family centre, Tyisha. This offered support to the residents and discussions with partner agencies to try and combat ASB in the area.
- Family activity day with Llwynhendy and Pemberton Forum. This provided support and activities to the children and residents who are faced with ASB in their communities. It also offered the opportunity for networking and building relationships to help tackle the problem.
- Meeting with Dyfodol Powys Futures and youth workers to discuss the new Neighbourhood Policing Team (NPT) structure and how it will assist with tackling ASB.
- The PCC attended a public meeting in Llanwrtyd Wells to discuss an ongoing ASB problem. He introduced the new NPT structure and local NPT officers to the attendees. They offered reassurance to the residents that they were aware of the ASB problem, had taken action and were monitoring the situation. The residents were reminded how important it was for them to report any incidents to the police and not to suffer in silence.
- Multi-agency event in The Corn Exchange, Welshpool, meeting organisations who undertake valuable work with young people to help prevent ASB.
- Various activities surrounding the visit of the Knife Angel statue to Newtown. The PCC worked closely with Newtown Youth Club and the Newtown Integrated Family Centre to provide activities such as Street Games and Youth Pop up sports for young people in the area.
- Visit to the VC Gallery in Haverfordwest regarding a project for some young people involved in ASB within the town centre. The Commissioner will be following up with a second visit to the VC Gallery during a Community Engagement Day in February.

### ***Commissioned services***

The PCC commissions a first point of contact service for all victims of crime, known as Goleudy. This is in accordance with both the statutory duties of a PCC and the terms and conditions of the Victims' Grant received from the Ministry of Justice (MOJ). However, the PCC recognises that victims of ASB also require significant support and that the delineation between crime and ASB is often arbitrary, with victims experiencing both on an interchangeable basis.

For this reason the PCC took the decision to expand Goleudy's services to include victims of ASB from April 2018. This decision bridged the gap in service for victims and enabled seamless support to be offered whether dealing with a victim of crime

or anti-social behaviour, with cases often being interlinked. This replaced a part of the service previously provided by Gwalia, which included the coordination and multi-agency problem solving to reduce ASB issues within the Force area. This contract came to an end on 31<sup>st</sup> March 2018 at which point the enforcement and problem-solving activity was taken on by the Force via the CaHRU and the victim support was inherited by Goleudy. The PCC funds this element of the service from the core commissioning budget (£130,000) as victims of ASB are not eligible for MOJ grant funding. This demonstrates the PCC's commitment to supporting victims of ASB and echoes another recommendation from Baroness Newlove's report, regarding amending the Victims' Code to afford ASB victims the same entitlements as victims of crime when they have reached the threshold required to activate the Community Trigger.

When a victim is taken through the risk assessment by the attending officer, they will be asked if they wish to receive support. If they consent and are assessed as medium or high risk their details will be referred to Goleudy. The exception to this are cases where a Hate Crime/incident is involved, in which case the referral goes straight to Victim Support who provide the national Hate Crime support service as part of their MOJ contract.

The PCC recognises that the risk assessment does not necessarily reflect the vulnerability of the victim and that individuals who are assessed as low or standard risk may well have needs that could be addressed by a support service. This is borne out in the referral figures, with ASB referrals representing less than 1% of total referrals to Goleudy. Only 304 victims were referred during 2018/19 and 149 for the first half of 2019/20. 40% of those referred in the most recent quarter did not engage as they stated they didn't feel they needed any support.

As referenced earlier in the report, this has been raised as a concern and has led to the introduction of a brief additional question set for officers to assess the needs of the victim as well as the risk; this will help to provide a more informed approach to identifying the victims who are in most need of support.

### ***Grant funding***

The PCC has recently provided funding for laptops to enable the team of ASB Coordinators to embed themselves with partner agencies on an ad-hoc basis. Co-location with partner agencies is recognised as best practice in neighbourhood policing and should result in information sharing at the earliest opportunity, with demand being addressed before issues become embedded and in need of a longer term response. The Coordinators regularly attend multi agency meetings away from police stations and require immediate access to police systems in order to effectively support and encourage an early intervention approach to problem solving. This delivers a targeted approach to best safeguard our communities by identifying and addressing any necessary risk at the earliest opportunity.

The Commissioner has also awarded over £50,000 of grant funding to community organisations who offer support or alternative activities within communities where ASB may be an issue. Below are some examples:

#### *£1560 to Saundersfoot Youth Club*

A local community Youth project held in the Regency Hall, Saundersfoot for 11-16 year olds from the village and the catchment area. The project provides a weekly session including games and activities to help provide engagement opportunities for the young people to keep them off the streets.

#### *£9732 to Dyfodol Powys Futures to deliver Reaching Out/Estyn Allan*

Helping to build positive futures with vulnerable young men 16 – 25years, for whom other sources of support have failed.

#### *£9850 to The VC Gallery to deliver Riverside Voice*

To engage in a grassroots series of events over a period of a year to empower under 25 year olds with an aim to cut antisocial behaviour and crime in the Haverfordwest area in a targeted approach to detached youth work with key trained partners.

#### *£5215 to Milford Haven Port Authority to deliver Under the Bridge 2019*

A project that aims to tackle anti-social behaviour, improve public/community safety, challenge negative perceptions and provide young people aged 11-18 with engaging activities in a safe environment.

#### *£10,000 to Hafren, The Entertainment Venue to deliver a Creative Youth Intervention Project*

The project will involve working in collaboration with Powys Youth Service via the Youth clubs. These are located in Newtown and Welshpool and attract young people from the wider surrounding area.

### *£10,000 to Dr Mz for Youth Engagement*

To offer a safe place for young people to meet and interact with qualified staff and volunteers to provide support and information on any issues they may face.. These activities will help young people become more self-sufficient and build their confidence and self-esteem. We aim to give them an alternative to negative pursuits that occur through boredom and lack of belonging.

## **Conclusion**

The Commissioner is making positive progress under each strand of his commitment to keep our communities safe.

The Commissioner's website and press activity ensures that the public are provided with information regarding the support available to them should they become a victim but more importantly, information on how to keep themselves safe and prevent antisocial behaviour escalating to levels that impact upon communities.

The engagement activity undertaken by the Commissioner and his office allows frequent opportunities for raising awareness of antisocial behaviour and its effect on individuals and communities. This also allows the Commissioner to understand the individual experiences of the services provided by the Force, commissioned parties and partner agencies. This insight allows the Commissioner to identify the improvements required regarding how victims of antisocial behaviour are treated and supported throughout their journey. Through his work with partners and his influence over commissioned services, the Commissioner is able to drive forward these improvements.

His position as appellant body for the Community Trigger allows victims of antisocial behaviour a voice to ensure they are treated appropriately when they feel that they haven't received the adequate level of service provision.

The Commissioner's financial commitment to service provision ensures a vital network of support services for those experiencing antisocial behaviour. His grant funding to community groups based within Dyfed-Powys also provides essential diversionary activities and support for young people which assists in preventing antisocial behaviour within communities.

The Commissioner continues to work locally with Community Safety Partnerships to ensure antisocial behaviour is recognised and addressed. The Commissioner's role as Chair of the All Wales Policing Group and membership of the Policing Partnership Board for Wales also enable a platform for discussion at a national level with other Police and Crime Commissioners and relevant government officials.