

# Public Document Pack



<b>MEETING:</b>	Overview and Scrutiny Committee - Sustainable Barnsley Workstream
<b>DATE:</b>	Tuesday 10 October 2023
<b>TIME:</b>	2.00 pm
<b>VENUE:</b>	Council Chamber, Barnsley Town Hall

## AGENDA

### **Sustainable Barnsley Workstream**

Councillors Bellamy, Christmas, Eastwood, Ennis OBE, Hayward, Hunt, Moore, Murray, O'Donoghue, Sheard, Webster and A Wray.

Administrative and Governance Issues for the Committee

#### **1 Declarations of Pecuniary and Non-Pecuniary Interest**

To invite Members of the Committee to make any declarations of pecuniary and non-pecuniary interest in connection with the items on this agenda.

#### **2 Minutes of the Previous Meeting** *(Pages 3 - 10)*

To note the minutes of the previous meeting of the Committee (Full Committee) held on Tuesday 12<sup>th</sup> September 2023.

Overview and Scrutiny Issues for the Committee

#### **3 Antisocial Behaviour in Barnsley** *(Pages 11 - 24)*

To consider a report of the Executive Director Core Services and the Executive Director Public Health & Communities regarding antisocial behaviour in Barnsley.

Enquiries to Jane Murphy/Anna Marshall, Scrutiny Officers

Email [scrutiny@barnsley.gov.uk](mailto:scrutiny@barnsley.gov.uk)

To: Chair and Members of Overview and Scrutiny Committee:-

Councillors Ennis OBE (Chair), Barnard, Bellamy, Booker, Bowler, Bowser, Christmas, Clarke, Crisp, Denton, Eastwood, Fielding, Green, Hayward, Hunt, Lodge, Markham, McCarthy, Mitchell, Moore, Morrell, Moyes, Murray, O'Donoghue, Osborne, Peace, Pickering, Risebury, Sheard, Smith, Tattersall, Webster, A. Wray and N. Wright together with Statutory Co-opted Member (Parent Governor Representative)

Electronic Copies Circulated for Information

Sarah Norman, Chief Executive

Wendy Popplewell, Executive Director, Core Services

Rob Winter, Head of Internal Audit and Risk Management

Michael Potter, Service Director, Business Improvement, HR and Communications

Sukdave Ghuman, Service Director, Law and Governance

Press

Witnesses

Item 3 (2:00pm)

Phil Hollingsworth, Service Director, Communities, BMBC

Paul Brannan, Head of Safer Barnsley, BMBC

Jane Brannan, Group Leader, Housing & Community Safety, BMBC

Councillor Wendy Cain, Cabinet Member for Public Health and Communities, BMBC

Sajeda Khalifa, Litigation Team Leader, BMBC

Chief Superintendent Simon Wanless, Barnsley District Commander, South Yorkshire Police (SYP)

<b>MEETING:</b>	Overview and Scrutiny Committee - Full Committee
<b>DATE:</b>	Tuesday 12 September 2023
<b>TIME:</b>	2.00 pm
<b>VENUE:</b>	Council Chamber, Barnsley Town Hall

## MINUTES

### Present

Councillors Ennis OBE (Chair), Barnard, Bellamy, Booker, Bowser, Christmas, Clarke, Denton, Eastwood, Fielding, Green, Hayward, Lodge, Markham, Moore, Morrell, Murray, O'Donoghue, Osborne, Peace, Sheard, Smith, Tattersall, Webster, A. Wray and N. Wright

### 1 Declarations of Pecuniary and Non-Pecuniary Interest

Councillor Peace declared a non-pecuniary interest in relation to being the Cabinet Support Member for Children's Services.

Councillor Tattersall declared a non-pecuniary interest in relation to being a member on the Berneslai Homes Board and the Barnsley NHS Foundation Trust

Councillor Osborne declared a non-pecuniary interest in relation to being a member on the Berneslai Homes Board

Councillor Bellamy declared a non-pecuniary interest in relation to being the Cabinet Support Member for Place, Health and Adult Social Care and a Corporate Parent

Councillor Lodge declared a non-pecuniary interest in relation to being a Local Governor at the Mill Academy, Worsbrough Dale and a Volunteer Coordinator at Centrepont (supporting young people and adults in the Borough)

Councillor Sheard declared a non-pecuniary interest in relation to being a Governor at Barnsley Hospital

Councillor O'Donoghue declared a non-pecuniary interest in relation to being a member of the Corporate Parenting Panel.

Councillor Moore declared a non-pecuniary interest in relation to being a member of the Corporate Parenting Panel

Councillor Eastwood declared a non-pecuniary interest in relation to being a member of the Corporate Parenting Panel and the Fostering Panel

Councillor Bowser declared a non-pecuniary interest in relation to being a member of the Corporate Parenting Panel.

### 2 Minutes of the Previous Meeting

The minutes of the following meetings were received and approved by Members as a true and accurate record:-

Full Committee – 25 April 2023

Sustainable Barnsley Workstream – 6 June 2023

Growing Barnsley Workstream – 27 June 2023

Healthy Barnsley Workstream – 18 July 2023

### **3 Barnsley Safeguarding Adults Board Annual Report 2022-23**

The following witnesses were welcomed to the meeting:

- Marianne Huison, Independent Chair, Barnsley Safeguarding Adults Board (BSAB)
- Wendy Lowder, Executive Director Place, Health and Adult Social Care
- Julie Chapman, Service Director Adult Social Care and Health, Place Health and Adult Social Care
- Cath Erine, Barnsley Safeguarding Adults Board Manager
- Councillor Jo Newing, Cabinet Spokesperson Place, Health and Adult Social Care
- Chief Superintendent Simon Wanless, Barnsley District Commander (SYP)
- Dawn Gibbon, Head of Safeguarding, Barnsley Hospital NHS Foundation Trust
- Katie Puplett, On behalf of Emma Cox, AD of Nursing, Quality and Professions (SWYPFT)
- Angela Fawcett, Deputy Chief Nurse Head of Safeguarding (Barnsley)
- Rebecca Slater, Named Nurse for Adults, Barnsley NHS Foundation Trust
- Sharon Graham, Head of Joint Commissioning Service

The Chair welcome Marianne Huison, Independent Chair of Barnsley Safeguarding Adults Board and Chief Superintendent Simon Wanless to their first Scrutiny Meeting.

The Committee was provided an overview of the Barnsley Safeguarding Adults Board Annual Report 2022-23 which set out the progress made against the four main ambitions within their strategic plan. The four main ambitions were:

- To collectively work hard to prevent harm and abuse across Barnsley
- To develop citizen led approaches to safeguarding
- To continue to develop safe transition experiences for young people
- Learning together and continually improving

The Committee were informed of the future plans and challenges the Board faced including improving the quality and analysis of data. It was reported that significant improvements had been made by the development of a robust quarterly dashboard from BSAB Members and work with BMBC Business Intelligence colleagues to develop a more comprehensive dashboard based on data held within the ERICA system. This data would allow the Board to take a more proactive and ward based approach to combatting abuse across Barnsley.

The real ambition was to improve recognition for adults across Barnsley and identify those that are in need of help and support, and to signpost them to the relevant partner agencies and organisations for help.

In the ensuing discussion and in response to detailed questioning and challenge, the following matters were highlighted:-

Following the Ofsted Inspector report in January 2023 that there was a lack of early transitional support. Positive changes had been put in place with the Preparing for Adulthood Team picking up cases from the age of 14 with complex disabilities transitioning into adulthood. Close work was undertaken with individual families and carers to be prepared and aware of potential changes that could occur during the transition. More vulnerable older children transitioning from leaving care or those that may have chaotic lifestyles, collaborative work with Mental Health Services was undertaken to help them have a good start to transitioning into adulthood. This team would be supported by colleagues from Children's Social Care and in the future by mental health and other organisations.

It was recognised that there were some challenges around obtaining data and intelligence to support a robust response to meeting the needs of adults in both the preventative and safeguarding arenas. Work was in place to improve this and regular meetings were in place to deliver data around service users experiences from the Service, in order to inform the responses to both individuals, their families and carers. As the Preparing For Adulthood Team was a relatively new Service (9 months) it had limited evidence of the difference it was making, though positive relationships were being forged with relevant organisations. More data would be available in the coming year.

In questioning of the 4 key Barnsley Safeguarding Adults Board ambitions and whether they were still seen as the correct ones going forward, members were informed that they were broad enough to carry a lot underneath them. Huge strides had been made in preventing harm and abuse and public awareness had increased evidence by an increase in reporting by this group from 1% to 4%. The Board had an ambition to increase that to 10% in the near future. There was a more joined up partnership working approach with wrap around support for people struggling with self neglect and hoarding. Members were informed that working with Barnsley's Community and Voluntary Services, public conversations are taking place to shape the priorities for Adult Social Care. The annual safeguarding awareness week in November would include a customer conference to share information about staying safe. Barnsley Safeguarding Adults Board have a development event planned for November to agree a new strategic plan from 2024, this will include an evaluation of the Boards success in meeting their ambitions for the previous year.

There were a number of challenges experienced in the ability to collect appropriate and relevant data needed in order to inform practices. Additional support has been secured by business intelligence by appointing a Consultant to work with BMBC colleagues to further develop the datasets by reviewing safeguarding data and suggest system improvements. The Service was confident that the refinement in data and being able to drill down would be something achieved within the year. It was acknowledged that to gain quality data, people had to feel comfortable working with the service and that staff were good quality guardians of the data. It was hoped

that as part of the data improvement, there would be the ability to provide Ward specific data and be able to target specific issues in those areas.

The report had highlighted a significant increase in safeguarding referrals. It was noted that an audit into referrals from Care Homes had evidenced that only 11% met the threshold for safeguarding. To reduce the demand on both care homes and the front door of Adult Social Care a low level concern form had been developed and circulated to care providers. The forms would still be triaged by adult social care before being shared with adult joint commissioning to provide quality assurance.

Bookmarks had been produced to help reach those members of the community who have limited or no access to the internet and who may struggle to leave their homes to have access to information about staying safe and how to contact for help. These would be available via libraries, other public buildings and would be delivered into people's homes by visiting professionals such as nurses. Councillors were welcome to have some for distributing in their local communities, bookmarks were circulated at the event.

In terms of specific support for Ex Service Personnel, it was reported that when someone calls in to any service within the council, they are asked specifically whether they are ex service personnel and are then signposted to connect with universal services as well as targeted services delivered by Adult Social Care.

Members were informed that there were a number of Safe Places across the Borough for people to visit if they were feeling scared, staff and volunteers will support them to resolve the issues including making referrals to other organisations. Members were asked to help identify community groups and local shop keepers who might be able to offer this service or to let regular customers know about this resource. All Safe Places were offered training and resources to become a Safe Place and could access support, if needed. The Adult could sign up to the scheme and they would be issued with a card they can share with the Safe Place detailing the contact details of a trusted person who could be rung to offer support.

In order to raise awareness and tackle safeguarding issues with asylum seekers and ethnic minority groups that live in the Borough, awareness and training had been provided by a Multi Agency Trainer with specific sessions to support groups supporting the minority and asylum groups. This was also seen as something that would be picked up by universal services and it would be important for partnerships to share information as to what they have done or what requires doing in order to avoid duplication. In terms of engagement with those who did not have English as their first language, members were informed that the offer from Adult Social Care varied in languages and was available to everyone. Members were informed that providing translated written word was problematic due to the number of languages that would be required. They heard how the information via the website could be translated into any language using the Google translate function.

Members were informed of the Safeguarding Adults week taking place in November and were encouraged to inform the Service of any areas they would want the Service to support them in, in order to raise awareness.

The statistics showed that 57% of women and 43% of men had needed help to stop abuse. It was unknown what the nature of abuse had been in these cases. In terms of suicide, members were informed that Adult Social Care had close links with the Suicide Panel in order to determine whether a suicide had been as a result of harm and abuse.

Whilst it was acknowledged that there was a need for better data analysis and how the systems work together across the board to share information, the collective work across all partners involved was strong and they worked effectively. It was noted that no specific work had been carried out with the Samaritans but the Service would be happy to have introductions made and provide support and training to anyone wishing to be involved.

In relation to the Care Quality Commission report reporting inadequacies in midwifery services at Barnsley Hospital, the committee were informed that there were some inaccuracies in the report and that the figures in the report did not reflect the 12 month training plan in place.

The Right Person Right Care initiative was in the process of being rolled out and was in Phase 2 of 3 which involved engagement with key partners on a strategic and tactical level. Barnsley had been seen as a leading light in how to implement the initiative. The second phase had included concerns of safety on the streets and leaving A and E etc. The third phase would include working with people with mental health issues.

It was recognised that the Adult Social Care sector was predominantly female orientated. Work was ongoing to rebalance and increase diversity and to encourage people from different backgrounds to apply for leadership roles and Board representation. The representative from SWYPFT outlined the work they had completed which had resulted in a more diverse workforce and management structure.

There was an enquiry as to the cost of providing translation and interpreters for the Services provided. They were informed that this was a question for Customer Services to respond to and a response would be circulated to members in due course.

**RESOLVED:-**

- (i) that the witnesses be thanked for their attendance and contribution;
- (ii) that the report be noted.

**4 Barnsley Safeguarding Children's Partnership Annual Report 2022-23**

The following witnesses were welcomed to the meeting:

- David Radford, Independent Chair & Scrutineer, BSCP
- Annette Carey, Strategic Safeguarding Partnership Manager, Children's Services, Barnsley Council

- Cllr Ashley Peace, Cabinet Support Member Children's Services, Barnsley Council
- Chief Superintendent Simon Wanless, Barnsley District Commander, South Yorkshire Police (SYP)
- Dawn Gibbon, Head of Safeguarding, Barnsley Hospital NHS Foundation Trust (BHNFT)
- Angela Fawcett, Deputy Chief Nurse, Head of Safeguarding (Barnsley)
- Katie Puplett on behalf of Emma Cox, Assistant Director of Nursing, Quality & Professions, South West Yorkshire Partnership NHS Foundation Trust (SWYPFT)

David Radford, Independent Chair and Scrutineer, Barnsley Safeguarding Children's Partnership introduced the report to Members and provided a full overview of the Annual Report. Members heard in detail the range of work that had been undertaken, the wide range of partnership work that was involved and what the future plans, focus' and priorities were for the Partnership.

In the ensuing discussion and in response to detailed questioning and challenge, the following matters were highlighted:-

In terms of Social Worker Caseloads, retention and recruitment, members were informed that reports had indicated that investment through a variety of mechanisms had allowed caseloads to reduce allowing for a more realistic case load size but that some pressures remained and they were not where they needed to be just yet. In terms of retention and recruitment, Barnsley had creative ways of bringing staff and retaining staff and there was confidence that this was also heading in the right direction. Members were informed that former agency staff were now full time and a Staff Engagement event had taken place over the Summer and feedback from staff had been positive in terms of management and that they felt understood, valued and had a voice.

A range of partnership working was being undertaken to engage with and hold conversations with Academies and Trusts in the Borough in order to tackle bullying and getting the anti bullying message across. Designated Safeguarding Leads are recruited from settings Senior Management Teams. The Designated Safeguarding Lead's Forum met every term and include representatives from all 91 Schools in Barnsley which is a very effective way to get safeguarding information and guidance into maintained schools and Trusts.

Concerns were raised around the number of children being reported as missing and what work was undertaken following someone being found. It was reported that a return to home interview was undertaken in each case in order to have a conversation around what the driving factors were and what issues the child was experiencing. Recently the South Yorkshire Police had created a Child Exploitation Team with a Sergeant and 5 staff members. It works alongside the new Children's Services' Child Exploitation Team with Social Workers and a wider Safeguarding Team to carry out in depth work around missing people. It was seen that the multi agency team were able to look into themes and trends in schools in order to pick out what the root causes could be.



Comments were received on the safeguarding elements of children in Academies and Trusts in relation to isolation and rules around wearing blazers during heatwaves in schools and the impact on individuals. Members were informed that any issues could be taken up with Governing Bodies and Headteachers for these to be dealt with and that all academies were self-governing and rules were implemented by the Trusts.

One target this year was to improve the quality of data streams coming in from partnership key agencies in order to keep children safe. It was acknowledged that the migration to Mosaic had caused some challenges but that much information was now available. South Yorkshire Police had a rich data set which was being looked into as to what could be provided for Barnsley and whether this could be provided on a regular basis. The structure of health was broad but work was being undertaken in how to bring in data streams from the Integrated Care Board, Hospitals and Children's Mental Health Services.

**RESOLVED:-**

- (i) that the witnesses be thanked for their attendance and contribution;
- (ii) that the report be noted

**5 Strengthening Children's Services - Quarterly Update Report**

Due to a number of important witnesses being unable to attend, the Committee agreed to defer this item to a future meeting.

**6 FOR INFORMATION ONLY - Children's Social Care Performance Report (REDACTED)**

Due to a number of important witnesses being unable to attend, the Committee agreed to defer this item to a future meeting.

**7 Children's Social Care Performance Report**

Due to a number of important witnesses being unable to attend, the Committee agreed to defer this item to a future meeting.

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Chair

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**Report of the Executive Director Core Services  
and the Executive Director Public Health & Communities,  
to the Overview and Scrutiny Committee (OSC)  
on 10 October 2023**

## **Antisocial Behaviour in Barnsley**

### **1.0 Introduction**

1.1 The purpose of this report is to provide the Overview and Scrutiny Committee with an overview and update with regards to work undertaken by the Council and its partners in relation to antisocial behaviour (ASB) in the borough. This includes considering current performance as well as future challenges and plans.

### **2.0 Background**

2.1 In its broadest terms, ASB can be any act or behaviour that impacts negatively on others. This could include, but is not limited to, noise nuisance, off-road biking, damage to property, rowdy and threatening behaviour, environmental crime, neighbour nuisance, shouting and swearing, public drunkenness and verbal abuse.

2.2 The primary legislation for tackling ASB is the Antisocial Behaviour Crime and Policing Act 2014 which gives 2 definitions of ASB. Non-housing related which is conduct capable of causing harassment, alarm or distress, covers behaviour in public spaces, and housing related, where the lower threshold of conduct capable of causing nuisance or annoyance applies. This recognises the added impact of nuisance behaviour when it occurs around your home.

2.3 The Act reduced 19 formal tools and powers down to 6, putting victims of ASB at the heart of all responses. It also introduced the Community Trigger (more recently referred to as the ASB Case Review), giving victims a voice when they feel their complaints have not been dealt with appropriately. The main aim of the legislation is to give authorities the tools and powers to stop, reduce or minimise the impact of poor behaviour on others.

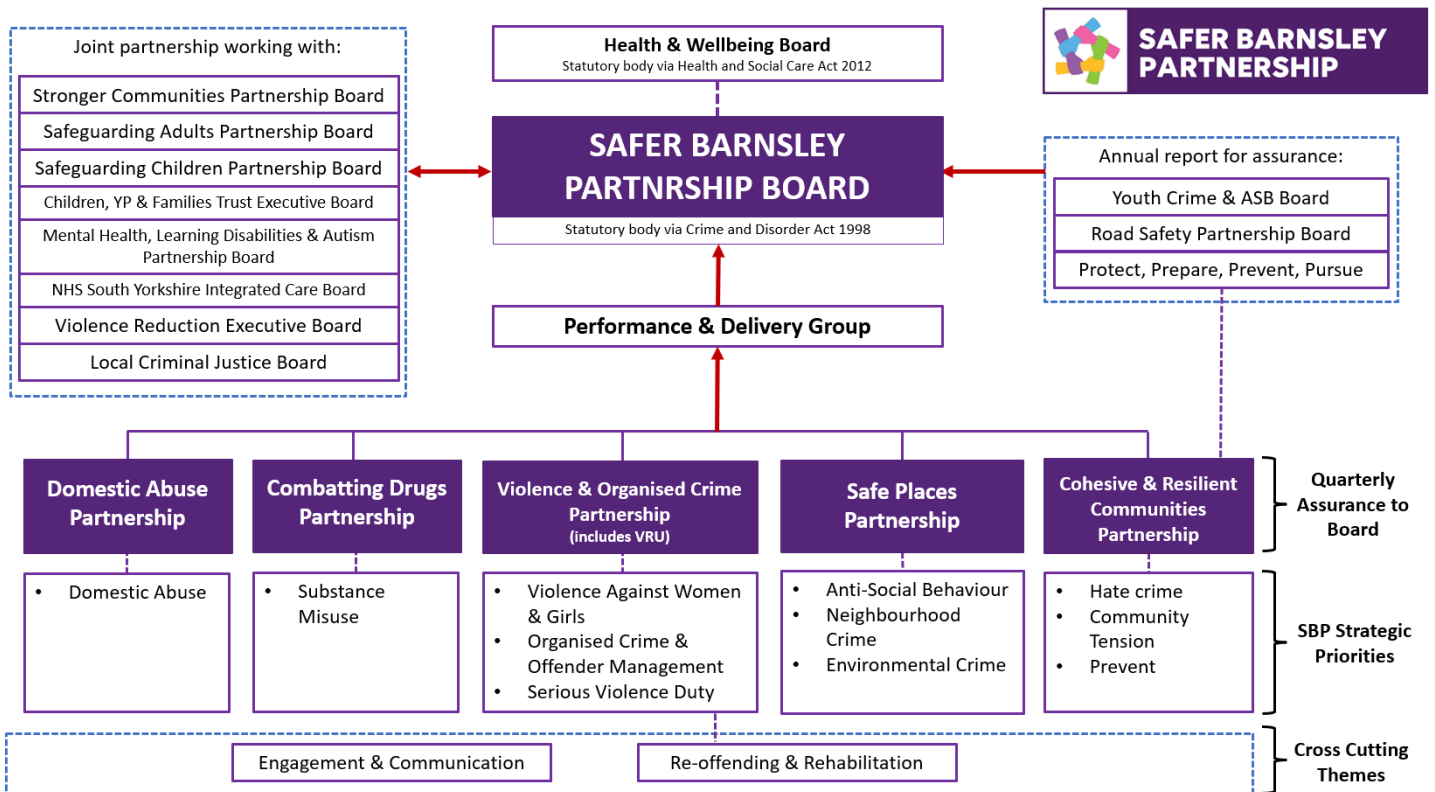
2.4 The powers contained within the Act are aimed at the Council, Police and Registered Social Landlords. Local Authorities are able to further delegate some of the powers to their Arms-Length Management Organisations (ALMOs). We have recently given Berneslai Homes the power to prepare and serve Community Protection Warnings where tenancy action has failed to sufficiently address the ASB. All services also have informal tools to address ASB including Acceptable Behaviour Contracts, mediation and verbal or written warnings which can be extremely effective when used in a timely manner and as part of an escalated response.

2.5 The Environmental Protection Act 1990 provides Councils with the power to issue Fixed Penalty Notices, issue cautions or prosecute for certain offences relating to damage to the environment and the appropriate disposal of waste or litter.

2.6 In a recent report published by the Local Government & Social Care Ombudsman, some 74% of complaints were upheld and Councils found to be at fault for the way their ASB cases were handled. The report makes it clear that Councils must not dismiss complaints as low level and that teams responsible for upholding the Council's duty to investigate ASB should be flexible and responsive to the circumstances of each case. Other learning points include having a robust case review process in place, not providing sufficient support to victims, poor communication with victims, unreasonable delays, rigid/inflexible operating procedures, 'passing the buck', poor decision making and failure to use the full range of tools and powers available.

## Strategic, Tactical and Operational Arrangements

- 2.7 The Barnsley Community Safety Partnership (CSP) is a statutory partnership. The partnership coordinates how Barnsley will tackle crime and disorder, protect vulnerable people, and reduce reoffending. Our partnership is called the Safer Barnsley Partnership (SBP) and annually the partnership agrees community safety priorities for the borough informed by the joint strategic intelligence assessment and public consultation.



- 2.8 Year on year ASB is identified as a community safety priority for the residents of Barnsley. To provide strategic and tactical direction and accountability for ASB the priority is overseen by the Safe Places Delivery Partnership reporting into the Partnership Assurance Group and Partnership Board.

- 2.9 The Safe Places Delivery Partnership has the following objective and commitments:

***'We aim to reduce neighbourhood crime (such as burglary, robbery, and theft), antisocial behaviour incidents and environmental crime working with the communities through early action and interventions'.***

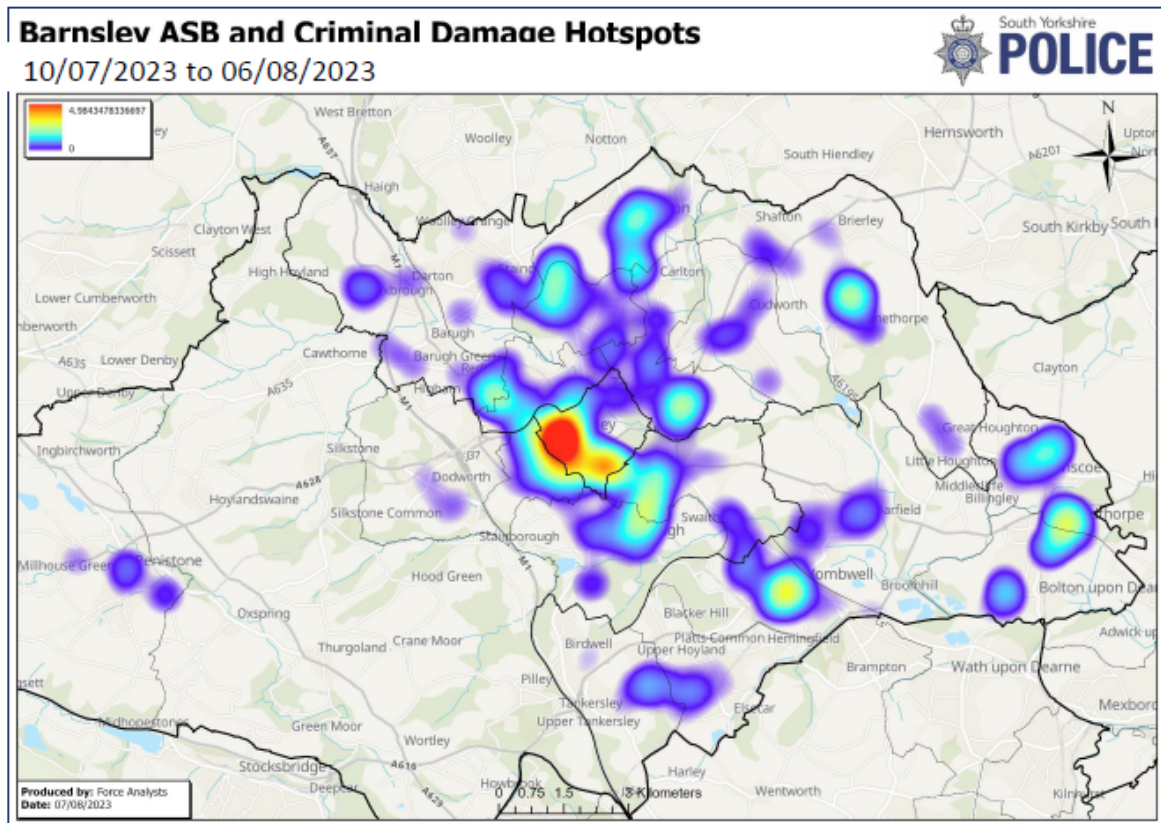
- 2.10 The Safe Places Delivery Partnership's key commitments are to:

1. Tackle neighbourhood crime through good partnership working with all communities and focussing on problem-solving, building trust and confidence.
2. Prevent antisocial behaviour and reduce its impact on communities and places such as Barnsley town centre.
3. Further develop the approach to reduce antisocial behaviour in our housing and neighbourhood communities.
4. Provide excellent services to support victims of and those affected by antisocial behaviour.
5. Create opportunities that promote a positive attitude and behaviour change towards littering and environmental crime through education and support.
6. Strengthen local partnerships to tackle litter and environmental crime in communities.
7. Take consistent action to deal with littering and environmental crime.

- 2.11 Partners also come together to discuss tactical and operational priorities within the THRIVE (Threat, Harm, Risk, Investigation, Vulnerability and Engagement) group which considers multiple needs and

local Multi Agency Action Group (MAAG) forums. THRIVE is a central monthly meeting hosted by the police considering all intelligence around key crime and ASB pressures and demands. The meeting agrees action-owners and deployment of resources, which can be cross-borough. The MAAGs are locally specific meetings of partner agencies to discuss, prioritise and action priority community safety issues specific to the locality. The MAAGs are held monthly and are co-terminus to the Area Council boundaries. At both MAAGs and THRIVE, priorities from the previous period are discussed and assessed in relation to progress and any new and emerging themes or problems are identified. Both groups are informed by intelligence, including information and priorities emerging from local engagement networks such as the PACT (Police and Communities Together) meetings.

**Extract From Thrive Analytical Product**



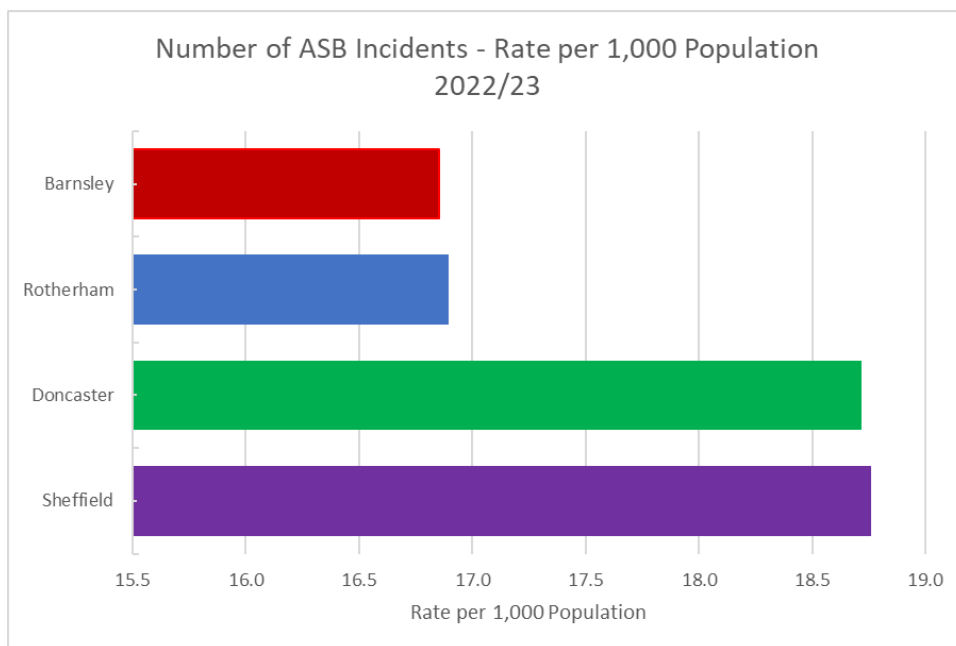
2.12 ASB typically dominates concerns raised in community networks such as PACTs, and significantly influences the priorities for delivery discussed and agreed across the partners in THRIVE and the MAAGs.

2.13 The Youth Crime and Antisocial Behaviour Plan Board (YCAAB) has strategic oversight of the delivery of the local Youth Justice Plan. Representatives from the Safer Barnsley Partnership Board are part of YCAAB and ensure read across in terms of priorities and delivery. The Youth Justice Plan recognises the importance of early intervention with young people to reduce the risk of being drawn into crime and considering and reflecting victims’ needs in intervention activity. Both the Youth Justice and Targeted Youth Support services are integral to delivering Barnsley’s approaches to address the causes and impacts of ASB.

**3.0 Current Position**

3.1 Barnsley has a strong and established fully integrated model of neighbourhood policing reflected operationally by the alignment of police and council resources into local area teams and a central unit to manage more complex demand. The model, which has been commended by such as His Majesty’s Inspectorate of Constabularies (HMIC) places police personnel (Sergeants, Police Constables [PCs] and Police Community Support Officers [PCSOs]), Council Wardens and Housing and Environmental Officers within 6 local teams across the borough co-terminus with Area Council boundaries. There is an additional bespoke multi-agency team for Barnsley Town Centre.

- 3.2 Central to this working model is the provision of a seamless cross organisational service driven by and reflective of the community safety priorities of local people. Under the stewardship of Neighbourhood Police Inspectors and council Community Safety Coordinators. A key facet of the arrangements is to ensure access to and engagement with local communities, their representatives and other partners, through a number of formal forums such as the PACTs and MAAGs and informal and proactive engagement events. The local teams seek to identify and intervene early in issues impacting residents with a view to reducing demand and maintaining safe and harmonious communities. The central team at “the hub” in Churchfield further aligns council and police resources to address more complex and protracted demand typically managed on a case-by-case basis with robust and comprehensive intervention plans. ASB is always one of the primary drivers of demand and these arrangements have historically and continue to put Barnsley in a strong comparative position in relation to managing ASB.
- 3.3 The following diagrams show trends in data regarding ASB. Diagram 1 below shows the average rate per 1000 population for ASB for the 4 South Yorkshire Districts during 2022/23:



- 3.4 Diagrams 2, 3 and 4 show year on year reductions in reported ASB and a continuing downward trajectory:

Diagram 2:

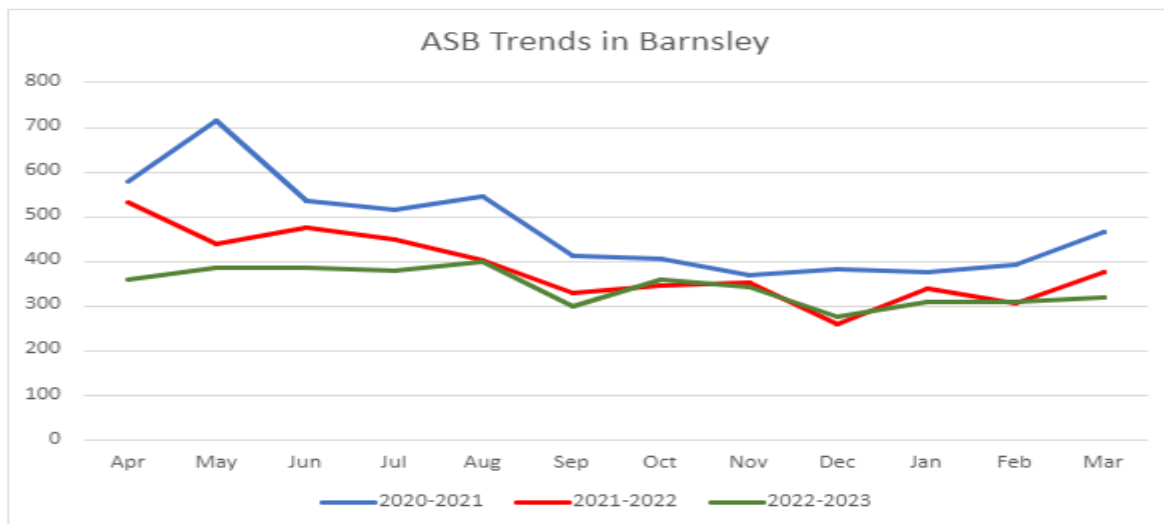


Diagram 3:

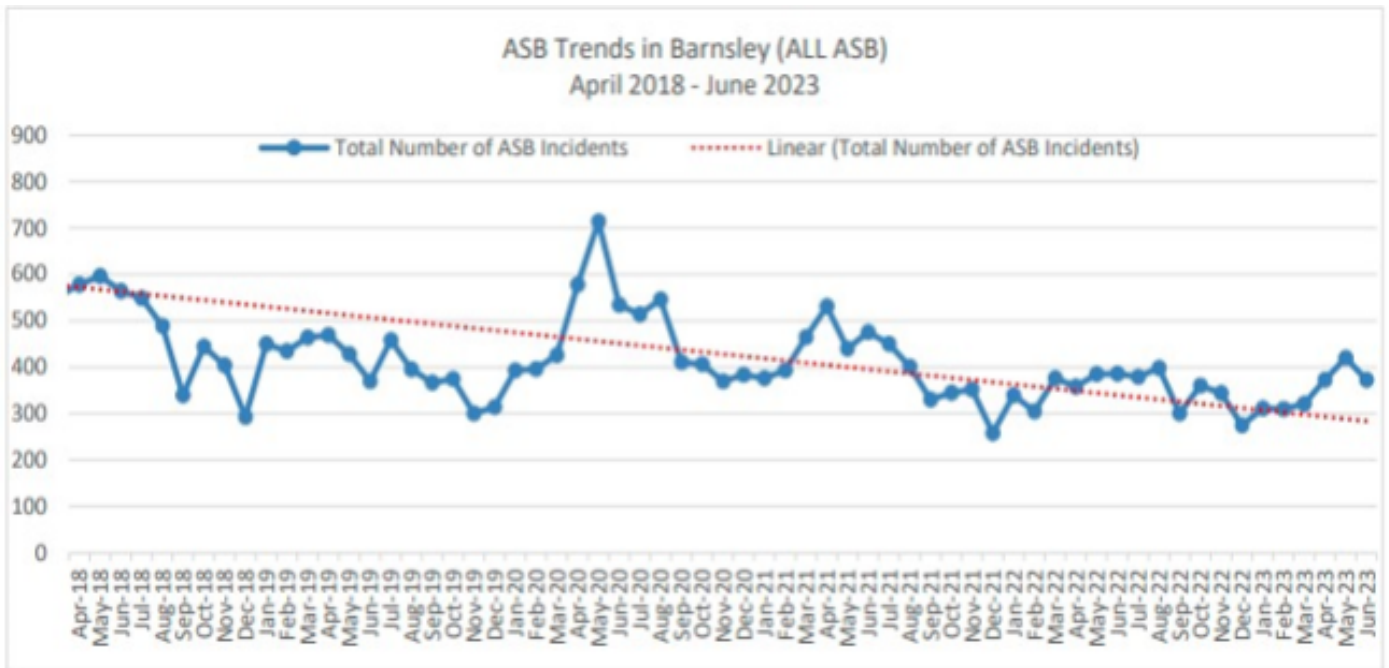
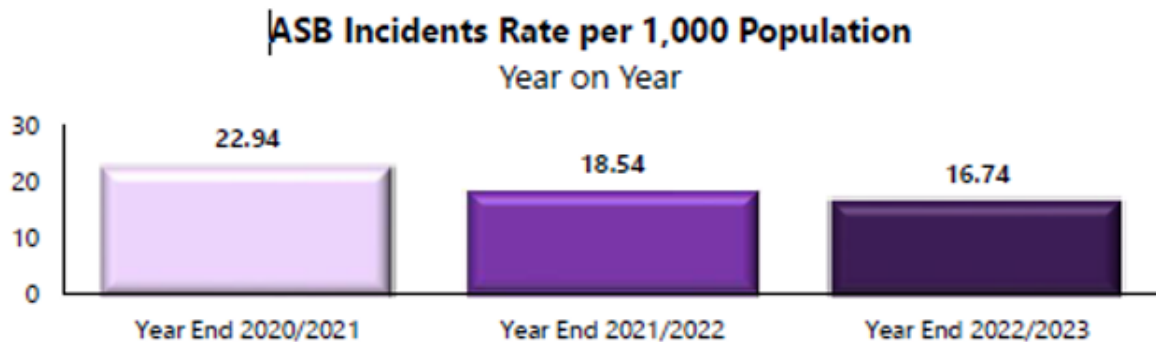
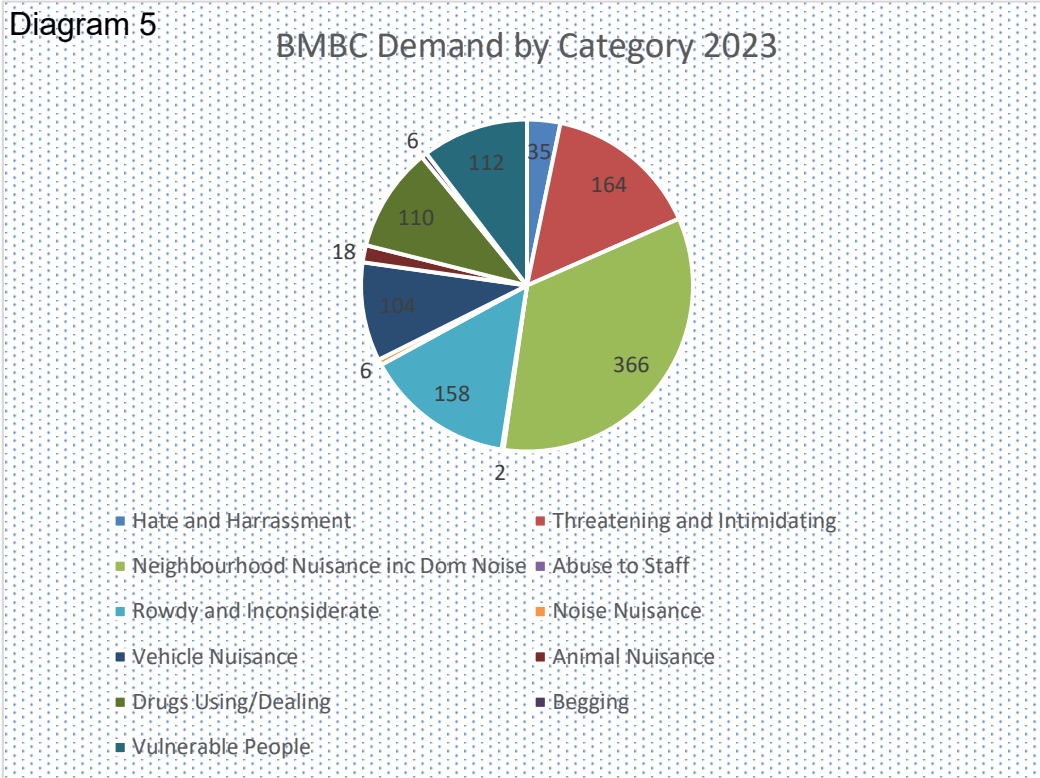


Diagram 4:

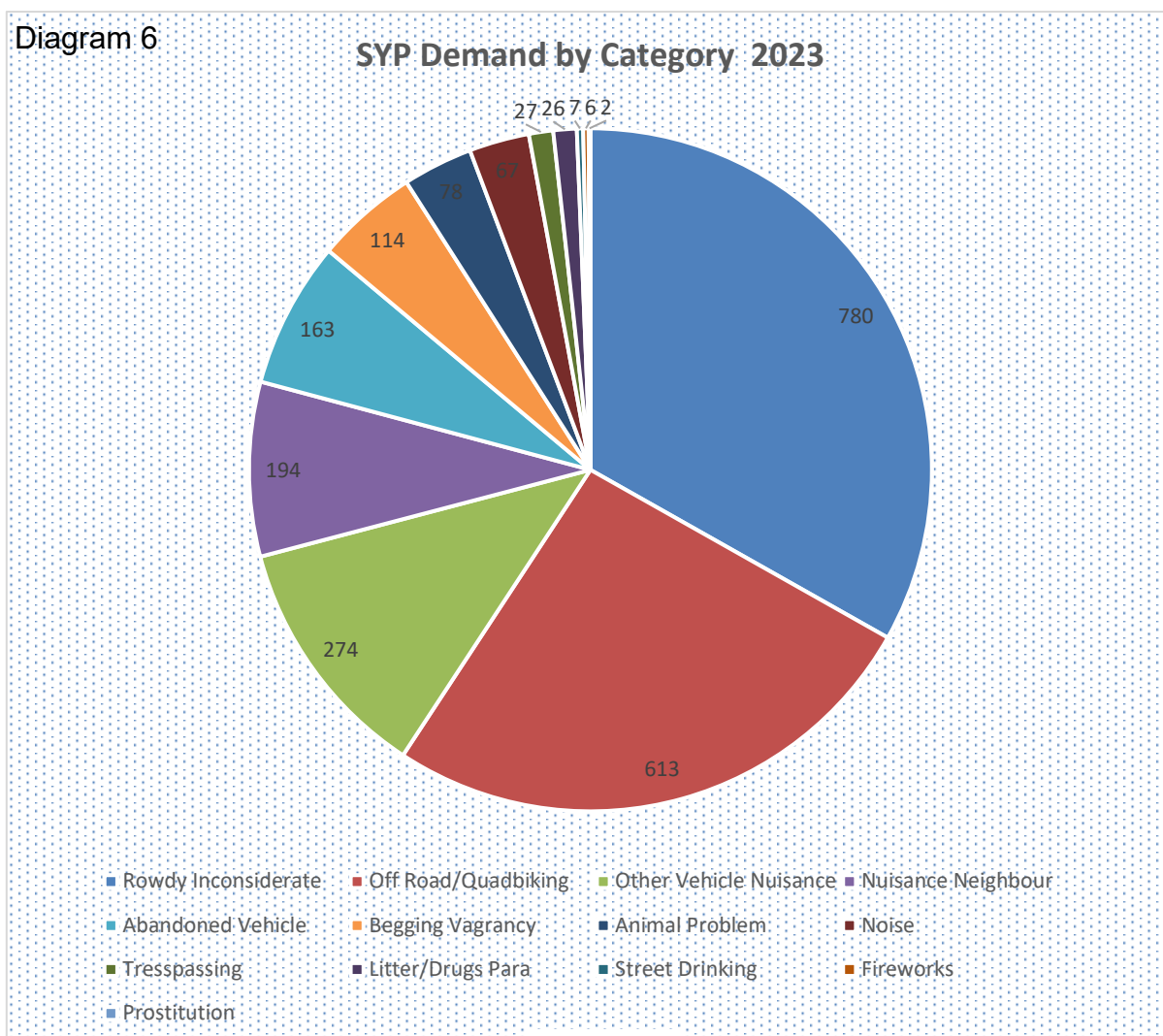


3.5 Diagram 5 below shows ASB reported to and recorded by the council from January to September 2023. It highlights how neighbour and domestic nuisance is the highest recorded category (366 records), with threatening and intimidating behaviour and rowdy and inconsiderate behaviour second and third highest categories. In total, 1081 incidents have been categorised during the period. (Due to national guidance, for recording purposes, please note that abandoned vehicles, graffiti, litter, dog fouling and fly-tipping are not recorded as sub-categories of ASB at this time, they are instead considered as 'Environmental Crime'. Locally, each of these account for significant levels of demand, and are however treated and managed in the same way we manage other ASB incidents).





3.6 Diagram 6 below shows a breakdown of demand by sub-category of ASB for South Yorkshire Police (SYP). SYP record slightly different sub-categories of ASB to the council. Between January and September 2023 'Rowdy and Inconsiderate Behaviour' and 'Off Road /Quad biking' are the highest recorded categories of ASB, with 780 and 613 records respectively. In total SYP records for the calendar year to September 2023 SYP have recorded 2351 incidents of ASB.





## Safer Communities

- 3.7 The Safer Communities Team strives to be excellent, finding creative ways to deal with complaints of ASB. The Service already recognises the three categories of ASB highlighted in the Government's ASB Action Plan and the Victim's Commissioner document 'A living Nightmare'. The Service understands that these categories (Nuisance, Environmental and Personal) are not mutually exclusive, but complex, intertwined and historic in many cases, underpinning the need to take a flexible approach when trying to tackle ASB.
- 3.8 The Service is currently undertaking a thorough review of how all reports of ASB are handled, from entering Service (either reactively or proactively) to their conclusion and monitoring thereafter. This review intends to identify best practice and seek areas of improvement where gaps are identified. We have also started to develop a best practice review process with colleagues in Doncaster's ASB team. These processes will be concluded in Autumn 2023.
- 3.9 The 'Tackling ASB Tactical Plan' developed by South Yorkshire Police in partnership with BMBC and Berneslai Homes seeks to standardise responses to complaints of ASB, but retains the flexibility to provide a bespoke response depending on the circumstances of each case. A review of the tactical plan is scheduled for early in 2024 to ensure it clearly demonstrates a victim centred approach to ASB.
- 3.10 The Council's current ASB Policy was rewritten in 2021 and endorsed by the Safer Barnsley Partnership. It sets out partners' commitment to improving the quality of life for those experiencing and affected by ASB. While it aims to provide a framework for consistency, it is sufficiently flexible to allow investigating officers the scope to make decisions based on the individual circumstances of each case.
- 3.11 The demand on the Service and partnership to tackle ASB has remained within stable parameters over the last 12 months. Although, the team is anecdotally seeing a higher number of more serious and complex cases, where both complainants and perpetrators have a greater dependency on drug and alcohol use, and/or are suffering from poor mental health and undiagnosed cognitive impairment. This adds another layer of complexity to the caseload and is impactful on the wellbeing of Officers and Managers. The recent realignment of resources has demonstrated that we are able to pool Officers to meet the demand of higher profile/high risk ASB cases, such as the intimidating and aggressive behaviour of some young people in the interchange over Easter.
- 3.12 Full utilisation of the whole raft of ASB tools and powers remains a challenge and this is mostly the case in relation to previous experience of applications for Civil Injunctions (part 1 ASB, Crime and Policing Act) and court interpretations of the evidential thresholds required to secure injunctions under this Act. Moving forwards we will be looking at increasing the applications for part 1 injunctions to provide prompt relief in more serious cases of ASB, particularly where a risk of harm has been identified.
- 3.13 That said, the Service continues to extensively use powers from the same act such as Community Protection Warnings and Notices and Closure Orders, with the recognised need to develop forfeiture Orders and Seizure Orders where the case requires it. Tenancy enforcement actions are still applied to those individuals and families that reside in BMBC properties and cause nuisance or annoyance to those visiting or living nearby.
- 3.14 There is also the potential for Safer Communities to utilise other tools and powers such as Environmental Protection Act (EPA) s81(3) – an effective tool designed to abate ASB where noise nuisance is the predominant factor. This tool tackles the issue by allowing the Service to directly remove (and with a Forfeiture Order, destroy) noise making equipment where the playing of amplified music has been evidenced. There would be the requirement to provide supplementary training to colleagues, but the effectiveness of this as a tool in tackling ASB cannot be underestimated. The Neighbourhood Warden team operating outside of usual office hours would be best placed to discharge this power and it would be particularly useful to quickly abate nuisance from noisy parties.
- 3.15 The Town and Country Planning act (s215) enables each Local Authority to address buildings or land that are judged to adversely impact on the amenities of the surrounding areas. Rather than being seen solely as a tool to address planning related issues, the Act compliments a raft of powers that can creatively be used to tackle deprivation and decline, key factors that allow ASB to thrive. The Authority can specify both the type of remedial work required as well as the timeframe that such work must be

concluded. Examples could include the requirement for landlords and landowners to remove graffiti. Failure to comply with this notice carries a level 3 fine (£1000) which after conviction, would allow the Authority to calculate penalties of £300 for each day of non-compliance thereafter (Planning and Compensation Act s32). It would be a useful tool both to tackle ASB in a specific location as well as reversing decline along main routes into the borough.

### Operation Civitas

3.16 South Yorkshire has also benefited from Home Office Trailblazer monies to increase visible patrols and proactive and robust intervention to tackle ASB in several “hotspot” locations across the county. Ten such locations have been identified in Barnsley which, since the implementation in early summer 2023 has seen more than an additional 120 hours of uniformed police patrolling and intervention across Barnsley, with a significant number of additional real time interventions delivered. Additionally, the funding has also enabled the partners to become better equipped to identify and detect some of the more challenging types of ASB such as off-road biking, by improving both pursuit and technological monitoring and surveillance equipment.

## 4.0 What We Do Well

4.1 **Victim and Witness Service** - Where a resident of Barnsley is the victim of serious or persistent ASB, they can access the services of this small team. They will carry out an initial risk assessment and use it to develop a bespoke support plan, tailored to the specific needs of the individual or family. The officer will act as the single point of contact throughout the investigation and the team have recently been aligned to the Case Management Team who manage the more complex, high-risk cases. The team revisit the risk assessment to ensure the victim risk of harm is significantly reduced and seek feedback to inform future responses. Some service user comments can be seen below which demonstrate the service offered really does change Barnsley residents’ lives for the better.

**Victim & Witness Support**

**JOINING FORCES**  
A SAFER BARNSELY

Provide a tailored support service for victims of anti-social behaviour

Act as a single point of contact for those affected by anti-social behaviour.

**A selection of victim testimonies received this quarter from the xx cases closed with successful outcomes:**

*"If you hadn't been there for me, I would be stuck and still be sleeping in my shed, too scared to sleep in my bungalow."*

*"Having gone through previous abusive relationships and had the offer of victim support I never took it on. I can't believe how excellent the support has been. She has been amazing."*

*"When I had no heating in my house in freezing weather, you fought my corner with Berneslai Homes making sure they sorted it out and then even brought me a hot water bottle, blanket and a flasks. Those small things showing you cared meant everything to me."*

*"A huge thank to you for your help and understanding of our plight without you this would not have been possible, and my mental health would have suffered and my marriage. Thank you from the bottom of our hearts."*

*"My life is able to continue for the better now and this is all down to you and you only."*

*"This lady has put her all into making mine and my husband's life good again, helped my mental health back to what it should be and worked tirelessly during her own struggles with family."*

**Did you know?**

During Quarter 1, our 3 Victim & Witness Officers have provided a bespoke support service to 24 new clients. Each of these intensively managed cases have resulted in positive life changes for the residents they have worked with and their families.

**CASE STUDY**

An Officer from the VWS team was contacted by an Elected Member for the North area and asked to provide a service to 3 separate families all affected by serious anti-social behaviour that resulted in the perpetrator setting fire to vehicles and a camper van in the once quiet cul-de-sac. Tailored support packages were devised according to their specific needs and all have resulted in tenant relocations, despite the perpetrator dying while the cases were ongoing. The families affected have provided positive feedback about their experiences.

4.2 **Partnership working** - Barnsley excels at partnership working, joint problem-solving approaches and taking ownership of ASB in its area. All Housing & Community Safety staff are co-located at police stations, pooling skills, knowledge and experience to develop action plans to address local problems, understanding the differing needs at neighbourhood level. The Joining Forces brand was initially developed to demonstrate a collective resolve to address community safety and ASB in the town centre. The brand has subsequently been rolled out to encapsulate how we work together across the borough.

- 4.3 **Continuous service improvement** – The Council's Safer Communities Service operating model is and has always been a flexible, responsive service, able to react to any given situation efficiently and effectively. Having a dedicated service improvement team allows continuous check and challenge of responses to ASB, which includes understanding the customer experience, learning and developing the services.
- 4.4 **Wardens Service** - This team operate a 7 days a week uniformed service to 10 pm Monday to Thursday, 11 pm Fridays and 6 pm Saturdays and Sundays excluding Bank Holidays. They carry out well over a thousand high visibility patrols each year, responding instantly to witnessed ASB in parks, recreational areas and other spaces accessible to the public. They also respond to ASB calls made to South Yorkshire Police where a presence is required, not necessarily a police officer. The officers also investigate environmental crime which includes the deployment of covert cameras in fly-tipping hot-spots. Their CCTV (Closed Circuit Television) vehicles have been used in a number of investigations to support police action, including capturing drug dealing in parks and identifying off-road bikers.
- 4.5 **Easy access to services** - Members of the public can access services by telephone, email or online as well as via their local Councillor or Housing Officer in person. All cases reported into service will be triaged, graded and prioritised, to increase the number of cases that get to the right team first time.
- 4.6 **Being intelligence led** - A tactical intelligence product has been developed to combine soft intelligence with data, trends and demand, to depict a direction of travel and associated risk for each of our service's key functional areas, including community and neighbourhood safety. Information is produced monthly and used to help inform tactical planning and intelligence-led deployment, as shown below:

Official Sensitive Document

## Safer Communities Intelligence Overview

### August 2023

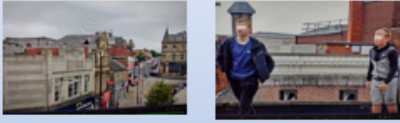
- Community and Neighbourhood safety ↔
- Homelessness and rough sleeping ↔
- Housing standards ↓
- Environmental standards ↔
- Migration, asylum and resettlement ↑
- Prevent ↔





- 4.7 **CCTV** - Over the past 5 years we have significantly increased the capability and reach of our public space CCTV network. This has included upgrades and enhancement in the town centre and installation of networked CCTV into most of our other urban centres and high streets. We have also increased our re-deployable capabilities, which allow for prevention and monitoring of problems where they occur. In recent months we have had increased successes in tracking and identifying perpetrators of ASB, and now have an officer dedicated to this area of work. Some successes from Quarter 1, 2023/24 can be seen below:

•Town Centre Roof top incident, 2 youths identified by partners and both children and parents received home visits and were advised accordingly.



•Op Lumbar Bravo drug dealing. 4 arrested and charged with possession of class A drugs, Intel submitted regarding vehicle reg and involvement.



•Irresponsible motorist identified, reminded of his responsibilities with regards to the Road Traffic Act 1988 and issued with an Admin 171 warning under Sec 59 Police Reform Act for driving in an anti-social manner.



**Did you know?** We currently have 82 CCTV systems in place across the borough. We also have access to 22 re-deployable cameras that provide flexible solutions to the identification of offenders.

### Case Study – Suspected Arson on Wellington Street.

Extensive review of all Town Centre CCTV units and full chronology of the movements of 2 youths recorded entering the building and leaving shortly before smoke can be seen coming from the property passed to SYP. Their image were circulated amongst partner agencies and one of the youths was positively identified. South Yorkshire Police investigation on going.



## 5.0 Consideration of Existing and Emerging Challenges

- 5.1 Despite overall ASB demand trajectories reducing, the volume of recorded ASB is only one aspect of demand. More worryingly it does feel that more complex demand which can be reflective of multiple underlying issues and/or be more protracted and difficult to resolve is increasing. This can be both debilitating and frustrating for those affected, and resource draining on services trying to deal with it.
- 5.2 It should also be noted that whilst ASB is recognised as a local priority, resources do have to be prioritised alongside other competing demand pressures. This can be particularly the case for the police where it is expected that all neighbourhood crimes are investigated, and for council case managers who also are required to deal with housing and environmental regulation. It therefore remains crucial for services to effectively prioritise, according to the presenting risk.
- 5.3 There is much recent national posturing from both the government and opposition in relation to becoming tougher on enforcement around ASB. Whilst Barnsley already adopts a robust approach to enforcement, in reality, there are competing local dynamics which drive a more balanced approach to what are appropriate interventions. These include the aim not to disproportionately criminalise children and young people, the clear requirements to demonstrate necessity, proportionality, and public interest, and the view of the courts in relation to certain measures such as injunctions. It should be noted that the government are seeking to publish league tables for ASB enforcement by 2024/25, and increasing pressure to enforce is likely to be part of political campaigning leading up to the next general election.
- 5.4 At a time of competing demand pressures both the council and the police are also facing significant financial challenges. These will inevitably impact on some of the supporting and enabling functions such as intelligence and analysis which have been so important in our fight to tackle the prevalence and impacts of ASB. Increasing demand and case complexity becomes challenging given a static or reducing level of resource. Increased caseloads reduce opportunity for early resolution, leading to increasing levels of risk and community impact.
- 5.5 It is also extremely important that outcome expectations are managed with the public when addressing ASB. Using evictions as an example, evicting someone from their home is one of the most significant powers available to the council. The courts rightly insist that there is compelling evidence to demonstrate why such action is necessary and will insist that all other measures have been explored before



considering granting an order. Evictions on management grounds for ASB remains relatively rare and in the most extreme circumstances, yet it is often what complainants “expect” to happen at the outset.

6.6 Broader social and economic challenges also have a direct impact on ASB and at a time when people are struggling due to things such as the legacy of COVID and cost of living, tensions and pressures within communities can become more pronounced.

## 6.0 Conclusions

6.1 In conclusion, services in Barnsley recognise the priority of tackling ASB in the town and urban centres, and neighbourhoods. The impact ASB can have and the damage it can do to people’s lives is without question.

6.2 Services have a strong track record of working effectively in partnership in tackling ASB and connecting with local communities to identify what is important to them. Barnsley has seen a reducing rate of recorded ASB and has been able to make real and sustained differences to significant problems faced such as in the Town Centre and some of our most affected neighbourhoods.

6.3 Notwithstanding our comparatively strong position, there remain significant and emerging challenges. From off road biking, to larger, more mobile congregations of young people connected via social media, the dynamics of problems continue to evolve. It is recognised that services need to evolve and adapt in the same way in order to continue to be able to intervene early, where possible prevent escalation, and respond to the needs and pressures being felt by residents.

6.4 What is without doubt is that services must maintain and develop focus on the needs of victims of ASB, making sure that victims’ needs are at the heart of decision making and response. Within this context Elected Members continue to have a crucial part to play in being the voice and advocates for their constituents when it comes to ASB.

6.5 The following two slides are extracts from the Safer Communities Service Quarter 1 2023-24 performance report and provide some examples of recent casework:

**Robust enforcement against perpetrators of ASB**

**Putting victims at the heart of our responses**

**Minimising the impact of ASB on individuals, families and communities**

### Crime & Anti-social Behaviour

**JOINING FORCES  
A SAFER BARNSELY**

**This quarter the teams have dealt with 241 anti-social behaviour cases, 139 of which were neighbourhood nuisance**

**ROGUE LANDLORD CONVICTED OF UNLAWFUL EVICTION**  
In May a Landlord pleaded guilty to unlawful eviction at Barnsley Magistrates Court and received fines totalling £5,000.  
The London based Landlord arranged for 4 men from Liverpool to pose as court bailiff’s with a fake possession order and carry out the eviction of the family from a rented property in the North East area. Following an investigation, the Landlord was prosecuted and the tenants reinstated at the property. The Landlord’s details are to be published on the Rogue Landlord Database.  
Another prosecution is pending for an illegal eviction in Goldthorpe this quarter where the Landlord boarded the property while the tenants were out

**5 Partial Closure Orders were granted at Court this quarter. Addresses on Lytham Avenue, Meadstead Drive, James St, Providence St and Wilman Road were all closed after ASB, drug dealing/using and nuisance behaviour were reported to the team by affected neighbours. One case has been referred to the national illegal money lending team**

**CASE STUDY – CANNABIS TAXING**  
4 people wearing balaclavas and wielding machetes tried unsuccessfully to gain entry a property in Royston. The Housing Officer carried out an ASB survey on the street and 2 weeks later a resident called to say the same thing was happening again. The information supported a warrant being executed where the remnants of a recent cannabis grow, dealer bags and weapons were recovered. The tenant was arrested and remanded in custody. The people attending with balaclavas and machetes were most likely trying to steal the cannabis.

**In a North Area park, children were being bullied by older children causing the young kids parents to attend and confront the older ones. Other incidents included ASB, vandalism and drug taking. Wardens arranged for 8 of the children/young people to attend at the police station individually with their parents, where they were spoken to and advised. The complainants confirm there have been no further incidents.**

Robust enforcement against perpetrators of ASB

Putting victims at the heart of our responses

Minimising the impact of ASB on individuals, families and communities

A Possession Order was granted at Court in May. This was in relation to a Council tenant and her links to neighbourhood ASB and drug related activity at the address.

The female tenant was unable to attend court to defend the application as she had been arrested the night before the hearing, having been found in possession of drugs by the Police.

The Wardens have undertaken 407 ASB patrols this quarter and responded to 72 calls to SYP, providing a more efficient service for our residents

## Anti-social Behaviour



Our new CCTV van proves its worth capturing footage of off-road bikes at Kendray. It contains high-definition cameras to capture images of riders and machines. Instead of temporarily dispersing riders, footage captured is used to identify offenders leading to seizing the bikes from their home addresses. The van has also been used to capture drug dealing and taking at 5ives in Kendray along with the faces of 5 off road bikers on the same site. The footage has been shared with SYP who have been able to identify a lot of the people involved.

**JOINING FORCES**  
A SAFER BARNSELEY

### CASE STUDY - SWIFT ACTION TO CLOSE PREMISES

In June, a firearm was discharged with a bullet entering the bedroom window of an address in Lundwood. The incident related to an ongoing dispute and followed reports of anti-social behaviour and concerns that 'looked after' and missing children were regularly attending the address. Some occupants of the address had received child abduction notices due to concerns of young people being susceptible to child criminal exploitation (CCE).

Due to the severity of the incidents, a closure notice was served on the tenant with the closure order then being granted by Barnsley Magistrates Court just 1 week after the firearms incident, closing the property to all visitors for 3 months.



## 7.0 Invited Witnesses

7.1 The following witnesses have been invited to the meeting to answer questions from the Overview and Scrutiny Committee regarding their role in this area of work:

- Phil Hollingsworth, Service Director, Communities, BMBC
- Paul Brannan, Head of Safer Barnsley, BMBC
- Jane Brannan, Group Leader, Housing & Community Safety, BMBC
- Councillor Wendy Cain, Cabinet Member for Public Health and Communities, BMBC
- Sajeda Khalifa, Litigation Team Leader, BMBC
- Chief Superintendent Simon Wanless, Barnsley District Commander, South Yorkshire Police (SYP)

## 8.0 Possible Areas for Investigation

8.1 Members may wish to ask questions around the following areas:

- What area of performance are you most proud of and why?
- What are the greatest challenges with regards to dealing with ASB in Barnsley?
- How confident are you in the data regarding ASB in Barnsley? How do you know it is accurate and reflects the true rates of ASB across the borough?
- How effective is partnership working amongst the agencies involved in tackling ASB from incidents occurring to carrying out justice?
- What considerations are made to ensure victims are at the heart of decision making? What recent example demonstrates this?
- How have trends in types of recorded ASB changed over time and how has this impacted the deployment of resources?
- What links do partners have with the Police Crime Commissioner and how do these impact on the management of local ASB?

- How effective are partners at exercising legal powers available to take action against perpetrators?
- What is in place to ensure learning is undertaken from the management of cases and support provided to victims in order to ensure there is continuous service improvement?
- What can members do to best support this area of work?

## 9.0 Background Papers and Useful Links

- Safer Barnsley Partnership:  
<https://www.barnsley.gov.uk/services/community-safety-and-crime/safer-barnsley-partnership/>
- Safer Communities Antisocial Behaviour Policy:  
<https://www.barnsley.gov.uk/media/21976/2022-asb-policy-final.pdf>
- Antisocial Behaviour Crime and Policing Act 2014:  
<https://www.legislation.gov.uk/ukpga/2014/12/contents/enacted>

## 10.0 Glossary

ALMO	Arms-Length Management Organisation
ASB	Antisocial Behaviour
BMBC	Barnsley Metropolitan Borough Council
CCTV	Closed Circuit Television
CSP	Community Safety Partnership
HMIC	His Majesty's Inspectorate of Constabularies
MAAG	Multi-Agency Action Group
OSC	Overview and Scrutiny Committee
PACT	Police and Communities Together
PC	Police Constable
PCSO	Police Community Support Officer
SYP	South Yorkshire Police
THRIVE	Threat, Harm, Risk, Investigation, Vulnerability and Engagement
YCAAB	Youth Crime and Antisocial Behaviour Plan Board

## 11.0 Officer Contact

Jane Murphy/Anna Marshall, Scrutiny Officers, [scrutiny@barnsley.gov.uk](mailto:scrutiny@barnsley.gov.uk)  
29 September 2023

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