



Report of the Cabinet Member for Care Services and Cabinet Member for Community Services

ANTI-SOCIAL BEHAVIOUR SCRUTINY INQUIRY REPORT

1 March 2023

Purpose:	To respond to the Terms of Reference Key Questions for the Inquiry
Content:	The primary focus in this report is to provide detail and responses to the questions laid out in as part of the evidence gathering sessions for the Inquiry
Councillors are being asked to:	Consider the information provided and give views
Lead Councillor:	Councillor Louise Gibbard, Cabinet Member for Care Services Councillor Hayley Gwilliam, Cabinet Member for Community Services
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1. Introduction

Swansea Council takes a partnership approach in working with other statutory and key partners of the Safer Swansea Partnership to help tackle anti-social behaviour (ASB) throughout the Swansea area.

This report is to provide detail and responses to the key questions agreed and laid out in the Terms of Reference for the Inquiry and any actions arising from the initial meeting held on 24th November.

This evidence gathering session covers Evolve Young People Services, the Contextual, Missing Trafficked and Exploited Team and the Youth Justice Service, all of which sit in Child and Family Services in the Social Service Directorate.

2. Response to Anti-Social Behaviour Scrutiny Inquiry Key Questions:

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

Across Child and Family Services there are 3 service areas that are involved in engaging with young people to support them in understanding and developing positive behaviours.

Evolve youth service, deliver a blended model of youth work - detached, outreach, youth clubs and school based work, following the five pillars of youth work. Through these forms of work, one of the priorities is to develop young people's skills, knowledge, understanding, and build positive values and attitudes, towards certain issues they may face, in the communities they live. Evolve youth service can take a targeted, voluntary approach, in creating early intervention opportunities, aiming to deter anti-social behaviour, when it is brought to the team's attention. Evolve youth workers deliver group work sessions with young people on becoming active members of their communities, trying to help communities understand young people and what matters to them.

The Youth Justice Service (YJS) undertake targeted work with individuals and group work. The service works closely with the community safety team's anti-social behaviour co-ordinator to deliver the four step process. The first of this is to undertake visits to those on the anti-social behaviour pathway. The Youth Offending Service issue the stage 2 warnings and offer support to individuals. The work focuses on consequential thinking with young people and diversionary interventions. The service also works on peer relationships, recognising that anti-social behaviour is often peer led.

The Youth Justice Service also work in schools and deliver anti-social behaviour workshops when these are requested through schools or other services. These workshops will also be delivered when patterns of referrals from schools are seen.

The Contextual Missing Exploited and Trafficked (CMET) team respond to extra familial harm; this is harm faced by young people outside of the family home including exploitation, youth violence and peer on peer abuse. The team take a location based approach to addressing these concerns and by nature of the young people they are working with there is sometimes a cross over with those who are at risk of harm also being involved in anti-social behaviour.

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

Principle 1

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

Evolve and CMET often work on a detached basis, this gives communities an opportunity to speak about their worries, we are able to sign post the community members where to report. We have developed a QR code and link tree for the public to access information and advice from a number of organisation including how to report issues and how to access support.

YJS have a victim worker who links in with victims of young people that are open to the service. This worker will assist the victim in recovery by supporting them to understand how they would like the young person/people to repair the harm. This is often done restoratively. Our aim is to build on the communities' confidence in young people and allows young people to demonstrate remorse. This is one worker so not every victim of anti-social behaviour would receive this service.

Principle 2

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

We have integrated early help hubs that have early intervention workers and Police Community Support Officers (PCSOs) attached to hubs. If Public Protection Notices (PPNs) are sent to the early help hubs relating to anti-social behaviour, and it is felt there is a need for workers to speak to parents or visit, this would be arranged.

The YJS Victim Officer doesn't normally become involved with anti-social behaviour unless they have been referred through to Bureau / Court. They do however stay in touch with victims through the restorative justice process, update the victims when required and are available to be contacted if the victim has any further questions.

Principle 3

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

The YJS work in partnership with the Safer Swansea Partnership, CMET, police forces, health agencies, and housing associations to identify areas of concern for anti-social behaviour across the local authority. A targeted response is undertaken between agencies and responses have included workshops being delivered in school and youth clubs.

The Evolve manager and YJS often attend problem solving community groups and staff from these teams attend local community groups. Each early help hub has a locality meeting which brings together professionals with invested interest in the areas where issues such as anti-social behaviour can be discussed.

The CMET panel brings together around 23 professionals who work together to respond to harm experienced by young people in places and spaces, there is sometimes a cross over that impacts on anti-social behaviour.

Principle 4

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

The YJS work in partnership with the Community Safety Partnership and at stage two of this process a prevention intervention is offered. Prevention data is reported to the Youth Justice Service management board on a quarterly basis. Including reference to the reason for the referral which can include behaviour described as anti-social behaviour.

Principle 5

Adults and children who exhibit ASB should have the opportunity to take responsibility for their behaviour and repair the harm caused by it. Agencies should deliver appropriate interventions, which may include criminal justice options, based on the seriousness, risks and vulnerabilities of the case.

The YJS would undertake reparation and restorative work where young people have the opportunity to repair harm caused and take responsibility for their action; this is offered as part of a statutory order or pre court disposal.

On a higher level, the CMET panel has responded to incidents of community unrest. The panel is able to bring together adult community members and young people from the community to understand what matters to everyone involved and create an action plan that addressed all the community's needs.

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

The quantitative data received by CMET provides little context to the type of worries in areas or communities; and anti-social behaviour reports are often different depending on the communities the teams are working within. To be able to target early prevention, it is important to understand what the anti-social behaviour looks like.

Similarly, in YJS the qualitative information isn't received until the young person is on a stage 2. This could mean there is the potential to be missing opportunities to deliver sessions in schools and in groups at much earlier stages.

Anti-social behaviour is a very broad term that incorporates a vast range of behaviours, by categorising in this way it can be difficult to respond to specific worries and often the opportunity to tackle specific concerns is missed.

All services are under pressure because of staff shortages, which means critical work such as child protection and statutory offending behaviour has to be prioritised.

As much as individuals are encouraged to engage in support and prevention work, this is all voluntary. The anti-social behaviour process is not able to enforce statutory involvement with services.

Younger children are coming to the attention of services, sometimes this is due to behaviours in the community. This is challenging as YJS can only work with young people from the age of 10, as do the youth service. Pre-covid these were not worries that were being seen; staff who work with younger age range in early help are learning new skills to respond to these needs.

As a collective (CMET, YJS, Evolve and early help) teams are worried about how the online world impacts on young people and the response to anti-social behaviour. In particular, Facebook community groups can escalate issues significantly. Under section 49 of the Children and Young Person Act 1933 there is an automatic restriction on reporting information that identifies or is likely to identify any person under 18 who is involved in youth court proceedings. Despite this children are often identified online; this is difficult to monitor however it has a big impact on restorative work and also has a detrimental effect on a child's wellbeing.

It appears that considerations should be given to exploring targeted work at a primary school level, if resources are able to be identified for this.

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

The teams attend and host community events, for example in the past 12 months the CMET team and the Youth Service (Evolve) attended 72 community engagement events across the whole of Swansea, and including events run by community safety. These events are often supported by 3rd sector organisations.

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

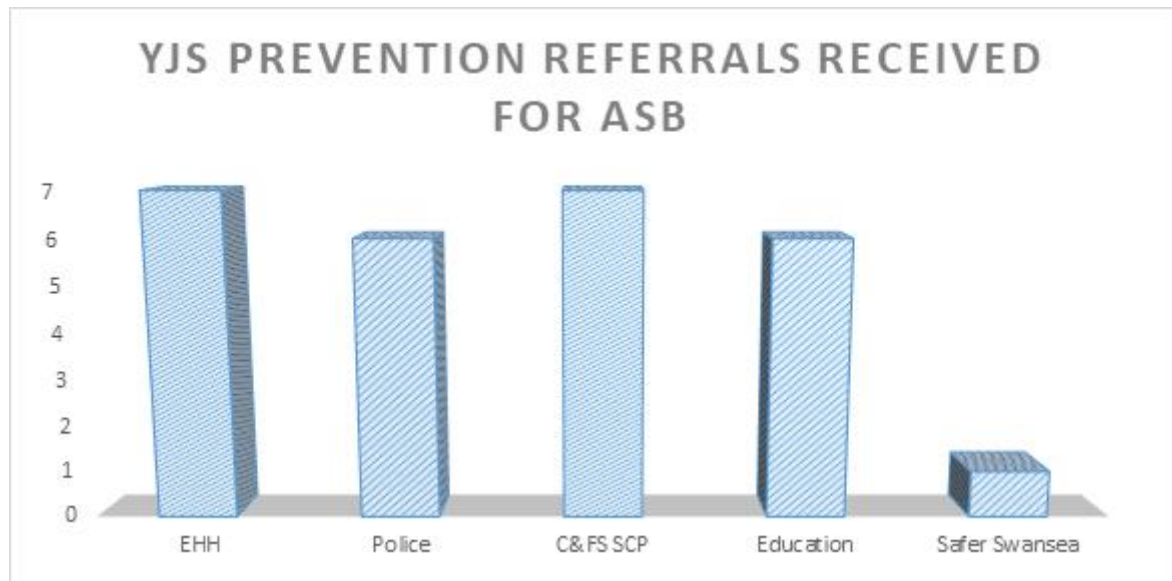
There is information available about the support and interventions that the teams provide or can provide relating to promoting positive behaviours, developing resilience and working with communities. An example can be found via this link [Continuum of Need Indicators For Support \(CONIFS\) - Swansea](#)

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

The YJS Victim Officer feeds back to the victims on the outcomes from Bureau /Court on their specific incident and inform them of what interventions are being put in place to address these issues. This officer collates feedback from victims and tries to address any issues that may have been brought up.

The only issues tend to be that the victim's view that the outcomes weren't severe enough, but these are rare. Up until now victim feedback has only been discussed in supervision. The YJS Data Officer is exploring how this information can be used in the future to improve services.

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



Of the 86 Prevention referrals received since April 2022, 27 have been for anti-social behaviour (31%).

Once a young person breaches their Stage 1 Final Warning, this triggers a Stage 2 home visit between the Youth Justice Service and Safer Swansea Partnership. All who receive a Stage 2 personal warning have an offer of support from Swansea YJS. However, as engagement with this provision is on a voluntary basis, not all young people choose to take advantage of this support.

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

The YJS continues to drive its agenda on early response to tackling anti-social behaviour – working with partner agencies on the early identification and/or response to anti-social behaviour (either individually or group related). Where a young person has been referred either by the police and/or Court, the YJS continue to assess and deliver appropriate interventions that tackle the issues identified to prevent further incidents of concern recurring.

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

There are good relationships between the YJS and the community safety team to intervene with the individuals that are subject to the anti-social behaviour process. The two teams meet monthly and discuss all young people on stage 2 or a final warning. If there are young people where there are worries around them experiencing harm outside of the home, there is a good link internally with the CMET Team. YJS work with the youth service and will attend clubs when requested.

There are PCSOs within the early help hubs and police officers within the Youth Justice Service, which helps with improving and strengthening relationships. On youth clubs nights in the early help hubs, there are regular visits from police and 3rd sector organisations.

The Evolve manager and YJS often attend problem solving community groups and staff from these teams attend local community groups. Each early help hub has a locality meeting which brings together professionals with a vested interest in the areas where issues such as anti-social behaviour can be discussed.

The CMET panel brings together around 23 professionals who work together to respond to harm experienced by young people in places and spaces, there is sometimes a cross over that impacts on anti-social behaviour.

Some key examples of are outlined below.

Example 1

Co-ordinated response to the large scale public order incident in May 2021

- Pop up youth club in Community Centre was set up and continues to run on a Monday evening. This was initially delivered by the CMET Youth Work Co-ordinators and Level 1 staff from the open access Youth Club but is now a 'business as usual' youth club run by the open access team with support from community volunteers.
- C-card scheme has been set up in local area to enable young people to access information and advice in respect of sexual health and free contraception.
- Young people asked for more sporting opportunities, so Swans in the Community have been running football skills sessions and the CMET team are working with Park Lives to set up some sessions in the area.
- There is a Friday night youth club opened run by volunteers.
- Weekly school drop in sessions have been held in the local comprehensive school facilitated by the CMET team, Youth Hub Development Officers and Emotional Health and Wellbeing Lead Workers.
- The Children's Rights and Participation Officer is undertaking preparation work with the pupils with a view to setting up a youth forum to consider the perception of the young people in the community to address and negatives.
- Youth Justice Service were in touch with every young person identified and 5 are receiving ongoing support.

Example 2

Response to incident of serious youth violence in February 2022

- The local Early Help Hub was opened for additional sessions to provide a safe space for young people to access support from youth workers and the CMET Youth Work Co-ordinators.
- Multi-agency partners provided input to these sessions including BAROD, YJS, Media Academy Cymru and St Giles Trust who also supported the local secondary school with drop in sessions.
- Targeted work was undertaken with identified young people who had experienced or are at risk of extra familial harm.
- CMET area and peer group assessments were undertaken resulting in increased provision in the area for a period and the allocation of a number of

identified young people to lead workers within the Early Help Hubs or Social Workers in the CMET team.

- The area CMET assessment identified a number of young people involved in the incident that do not reside in or access support in that area and therefore targeted work was undertaken with these young people within their schools and communities.
- Continued allocation of a CMET worker who will work on 3 specific areas
 - 1) Community Guardianship – Worker has undertaken work in the community to understand what matters to them, to encourage community members to be the eyes and ears of the community with an understanding of child safety.
 - 2) Environment and community – CMET team have been developing training to deliver to businesses to create safer spaces for young people. This will be delivered to businesses in the area.
 - 3) Young person's experience – CMET will be working alongside local schools and intends to undertake work with local businesses to increase safer spaces for young people in the community and build links with school to provide education around youth violence on an ongoing basis. Worker will also be looking at places in the community where young people feel safe, where there is good light and good shelter.

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

The key objectives are summarised below:

- The coordination and management of the anti-social behaviour process for young people.
- To work closely with referrers and agency partners and providers such as early help hubs, social work teams, Police, schools, colleges, training providers and community groups to provide early intervention services and deter children and young people from anti-social behaviour and offending
- Co-ordinate the delivery of prevention and early intervention work in conjunction with partner agencies in local schools/youth clubs as a method of reducing anti-social behaviour.

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

Integrated hubs have been developed across Swansea for early help, this has supported the conversations between professionals to address issues within communities. The locality meetings that happen in these hubs allow professionals in the areas to target support for these issues at an early level.

Contextual safeguarding approach has meant there is a focus on issues outside the home in more detail. Data is correlated from multiple agencies to improve targeted responses to harm outside the home. One area of focus is youth violence; recognising there is a rise in this issue across Swansea within communities and schools, partnership working with education is being explored

to target these worries at an early level, with a working group in place to focus on this.

A co-ordinated response can be provided to extra familial harm within schools. A carousel event has been created with multiple agencies including drug service, and 3rd sector organisations. An example of this is attached (Appendix A). The intention has been to roll this out across Swansea however all agencies are experiencing resource issues that would impact on this being delivered across all areas.

The youth service can act on a response basis to support the prevention of community unrest. There have been multiple examples of this in the last 12 months. One example was in January 2023 when a balloon release was arranged by young people to pay tribute to the sad passing of a young friend. There were worries around a potential escalation of anti-social behaviour and youth violence due to the large number of young people intending to attend the event. The youth service worked together with the police and 3rd sector agencies, listened to the young people and were able to ensure young people's voices were included in the planned response. This resulted in the service mobilising resources to open the nearby youth club and provide emotional health and wellbeing support as well as other issues such as substance use with a view to reducing the concerns. This was a positive response that appeared to work with over 40 young people accessing the service. However it is important to understand that to achieve this response required the movement of resources from other areas of Swansea.

4. Legal implications

4.1 None

5. Finance Implications

5.1 None

6. Equality & Engagement Implications

6.1 None

Glossary of terms: *Please add glossary of terms if you are using acronyms*

Background papers: *(Either use the word 'none' or list all the Background papers).*

None

Appendices:

Appendix A – Proposal to support schools with understanding and preventing extra familial harm

Appendix A

PROPOSAL TO SUPPORT SCHOOLS WITH UNDERSTANDING AND PREVENTING EXTRA FAMILIAL HARM

1 day program Proposal

Feedback from our initial school work as part of contextual safeguarding approach and work that YOS have co-ordinated has been successful and schools have been asking for this to be rolled out further. As a multi-agency approach we feel we could offer something different to young people in Swansea that supports us in preventing the risks of extra familial harm that we are seeing utilising the skills and commitment of our partner agencies.

We would like to begin offering a universal preventative offer of support covering a range of worries including the following



- CSE, online safety and sexual health
- Criminal Exploitation
- Youth Violence including knife crime
- Preventing offending
- Substance misuse
- Keeping safe

Every comprehensive school offer wellbeing days – our proposal would be for us to offer to year 9 groups in school a full day of services providing their expert knowledge providing the same session to 5 separate groups in a day.

We have 14 comprehensive schools in Swansea so this may mean commitment to 1 day a month and 2 days on 2 months of the year.

Alongside this we would like to offer a support session to a select few Staff on how to respond to Extra Familial harm, where we would provide training and a resource pack that would include referrals to specific services and advice sheets.

By launching our multi-agency offer to schools we would not only be offering an innovative and supportive approach to preventing risk in the community but will also assist in fulfilling our individual responsibilities to the safeguarding board.

SESSION TITLE	SERVICE PROVIDING	LEARNING OBJECTIVES	KEY POINTS TO BE COVERED	
Consequences in the community & keeping safe from criminal exploitation.	Youth Justice Service and Criminal exploitation	Understand how to prevent getting on the wrong side of the law by avoiding Anti-Social Behaviour.	<ul style="list-style-type: none"> • ASB – What is ASB? • Whom does it affect? • Why YP's get involved & What can be done to help prevent ASB? • (Group Activity) What happens if you become involved in ASB? Where to get help. • CCE – What is CCE? "What do you see?" "What don't you see?" Where to get help. 	
Consent, Sex and Substances workshop.	Barod Youth Workers	Understand the effect of drugs and alcohol on the ability to give consent.	<ul style="list-style-type: none"> • What is Consent? • How do substances affect your ability to give consent? • C- CARD scheme 	 Consent and Substances session pl
Emotional Literacy	Emotional wellbeing and YHDO's	Linking	<ul style="list-style-type: none"> • Recognition of basic emotions, namely: Fear, anger, sadness, happiness, surprise and contentment. • Understanding how thoughts, emotions and behaviours interact and inform one another. 	 Emotional Literacy session plan.docx

SESSION TITLE	SERVICE PROVIDING	LEARNING OBJECTIVES	KEY POINTS TO BE COVERED	
			<ul style="list-style-type: none"> • Linked scenarios to situations of EFH such as peer pressure, youth violence. 	
Knife crime and violence St Johns	Media Academy Lifesaving skills	The consequences of youth violence and how you can support with someone who is injured.	<ul style="list-style-type: none"> • Consequences of carrying a knife • Life saving skills if someone was in trouble 	
Sexual health and relationships and CSE	CMET team	The importance of sexual health and contraception and C-card scheme. Healthy relationships and CSE.	<ul style="list-style-type: none"> • Free contraception • Healthy relationships – what they look like • Recognising signs of CSE • Keeping safe 	
Digital Dilemma	CMET team and Platform	Keeping safe from harm online	<ul style="list-style-type: none"> • Popular Apps and risks • Social Media and relationships • Safe use online 	

Professional Extra Familial harm training	<ul style="list-style-type: none"> • What is Extra Familial Harm • What is contextual safeguarding • How can harm outside the family home affect school
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Wellbeing Plan

Thank you all for taking part in today's events—we have put together some of the key learning points for you to take away from today and some advice on where to get further support.

Internet safety

- Check your privacy settings - if your unsure how to do this ask a parent, teacher or youth worker.
- Remember owning or sharing indecent images of anyone under 18 (even if its your own image) is illegal.
- You can report any concerns online to the following agencies.



Sexual Health

- A Sexual health nurse is present in Info Nation, The Kingsway, Swansea on a Wednesday afternoon an appointment can be booked by calling 01792 484010.
- FriskyWales.org— Sexual Health Wales offers information, advice and access to online sexual health testing in Wales.
- Confidential information on sexual health and access to free contraception can be accessed from your youth workers, you can DM these on social media platforms below.



Evolve Swansea



@evolveswansea

Consent and Substances

- Consent means it is your choice
- Substances such as alcohol affect your ability to give consent
- You can self refer to Barod if you need advice on substances.



@choiceswest

Anti Social Behaviour

Be aware of how your behaviour can affect those around you.

Talk to Parents, Carers, Friends, Teachers, Youth Justice Staff, Social Workers and Police.

Fearless website, Fearless.org offers non-judgmental information and advice about crime and criminality.

Criminal Exploitation

Anybody can be a victim of criminal exploitation and it may not seem obvious at the time.

Be aware of grooming—if you are given gifts or money, being asked to share online content or to provide details of your friends - Question why!

If your worried about exploitation contact Fearless - Fearless is a service that allows you to pass on information about crime 100% anonymously. This means you don't have to give any personal details.

To report a crime or share information you may have about a crime anonymously please complete an online form here <https://www.fearless.org/en/give-info>



For information and advice at your fingertips on issues that affect young people scan the QR code below and follow our social media accounts by scanning the QR code below.

