

Ymchwiliad Craffu Ymddygiad Gwrthgymdeithasol

Lleoliad: Cyfarfod Aml-Leoliad - Ystafell Gloucester, Neuadd y Ddinas / MS Teams

Dyddiad: Dydd Mercher, 18 Hydref 2023

Amser: 10.30 am

Cynullydd: Y Cynghorydd Terry Hennegan

Aelodaeth:

Cynghorwyr: S Bennett, A Davis, A M Day, V A Holland, Y V Jardine, A J Jeffery, M H Jones, M Jones, C L Philpott, B J Rowlands a/ac M S Tribe

Agenda

Rhif y Dudalen.

- 1 Datgeliadau o fuddiannau personol a rhagfarnol.**
www.abertawe.gov.uk/DatgeliadauBuddiannau
- 2 Gwahardd Pleidleisiau Chwip a Datgan Chwipiau'r Pleidiau**
- 3 Cofnodion** **1 - 2**
- 4 Cwestiynau gan y Cyhoedd**
Gellir cyflwyno cwestiynau'n ysgrifenedig i'r adran Graffu craffu@abertawe.gov.uk tan ganol dydd ar y diwrnod gwaith cyn y cyfarfod. Cwestiynau ysgrifenedig sy'n cael blaenoriaeth. Gall y cyhoedd ddod i'r cyfarfod a gofyn cwestiynau'n bersonol os oes digon o amser. Mae'n rhaid bod cwestiynau'n berthnasol i eitemau ar ran agored yr agenda a byddwn yn ymdrin â hwy o fewn cyfnod o 10 munud.
- 5 Panel Ymchwiliad Craffu Ymddygiad Gwrthgymdeithasol - Adroddiad TERFYNOL** **3 - 45**
 - Trafod y sylwadau a dderbyniwyd ar ôl i'r adroddiad gael ei ddsbarthu i'r holl gyfranwyr
 - Cytuno ar adroddiad ac argymhellion i'w cyflwyno i Bwyllgor y Rhaglen Graffu ac yna i'r Cabinet.

Cyfarfod nesaf: Dim



Huw Evans
Pennaeth y Gwasanaethau Democraataidd

Date 10.10.2023

Cyswilt: Craffu

Agenda Item 3



City and County of Swansea

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

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

Thursday, 29 June 2023 at 10.00 am

Present: Councillor T J Hennegan (Chair) Presided

Councillor(s)

S Bennett
A J Jeffery

Councillor(s)

A Davis
M S Tribe

Councillor(s)

B J Rowlands

Other Attendees

Hayley Gwilliam
Alyson Pugh
Kevin Richards, South Wales Police

Officer(s)

Paul Thomas	Community Integration Partnership Manager
Gareth Pritchard	Anti-Social Behaviour Co-ordinator
Jane Whitmore	Strategic Lead Commissioner

Apologies for Absence

Councillor(s): A M Day, M H Jones, M Jones and C L Philpott

55 Disclosure of Personal and Prejudicial Interests

None

56 Prohibition of Whipped Votes and Declaration of Party Whips

None

57 Minutes

The minutes of the meeting on the 23 May 2023 were noted.

58 Public Questions

No public questions were received.

59 Anti-Social Behaviour Scrutiny Inquiry Panel Findings Report

The Panel considered the report showing all the evidence gathered throughout their inquiry including from council officers/departments, partner organisations, young people, local business and equality forums. The main focus of this meeting was to highlight some of the key issues the Panel would like contained in the final report to Cabinet.

The Panel discussed the inquiry key questions and went through each of the lines of inquiry as identified in the term of reference at the beginning of the piece of work.

The issues highlighted will now be formulated and evidenced in a report to Cabinet. A draft of this report will be discussed at the next Panel meeting in early September.

The meeting ended at 11.37 am

Chair

Agenda Item 5

ASB Scrutiny Inquiry 2023

Response from Coastal Housing

Thank you for the opportunity to contribute to this Inquiry and for taking on board so many of the areas highlighted by us specifically and from other housing associations in Swansea. The report balances the positive work in this complex area by a whole range of agencies with a recognition that more or different can be achieved if we expand our approach to collaboration, planning, problem solving, data collection, etc.

We are particularly pleased to see reference to some of the key challenges (and opportunities) we sought to highlight, including:

- Improving ASB Case Reviews (formerly the Community Trigger) [R1]
- Reviewing use of specific powers (e.g., Community Protection Warnings) [R3]
- Considering equity of access, regardless of tenure type [R4, R8]
- Widening strategic partnerships [R6, R7, R9, R15, R19]
- Improving reporting routes and analysis [R10, R11, R12, R14, R23]

Other recommendations:

- R5 - With regard to working with primary schools, we would welcome the opportunity to consider joint activities in localities where we have a high density of social housing.
- R15 – With regard to exploring the possibility of a multi-agency mediation resource, we would welcome the opportunity to explore how Swansea might build on our positive and groundbreaking history of embedding restorative approaches in youth justice and schools and extend its application into managing ASB within neighbourhoods. Specifically, we would be keen to explore training peer mediators within local neighbourhoods in the skills of building, maintaining and repairing relationships. With the support of housing partners, we could consider this on an estate-by-estate basis, starting small and potentially rolling out much wider.

Finally, re: 2.3.11 I think this quote (attributed to Pobl) was from Coastal. I raise this not to 'reclaim the quote' but in case this was an administrative error and a Pobl quote has been excluded accidentally.

Many thanks



Serena Jones
Executive Director of Operations
Coastal Housing Group
09/10/2023

Subject:

Anti-Social Behaviour Scrutiny Inquiry Draft Report

Subject: RE: Anti-Social Behaviour Scrutiny Inquiry Draft Report

Thanks for this Michelle a very insightful read indeed. Myself and Paul would love it if once the final report goes to cabinet for agreement and discussion we could hold a summary meeting with the young people who took part in the consultation work before the summer. I know some of them would be very keen to hear how their views may have helped shape the outcomes in this piece of work.

Many Thanks

Curtis Cana

Cydlynnydd Gwaith Ieuenctid
Youth Work Cordinator

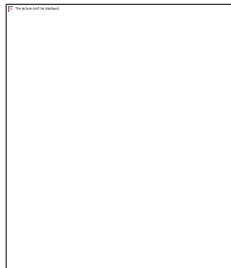
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Croesewir gohebiaeth yn y Gymraeg a byddwn yn ymdrin â gohebiaeth Gymraeg a Saesneg i'r un safonau ac amserlenni.

We welcome correspondence in Welsh and will deal with Welsh and English correspondence to the same standards and timescales



Anti-Social Behaviour Scrutiny Inquiry

How can the Council ensure that it is working with its partners to appropriately and effectively tackle Anti-Social Behaviour in Swansea?



The Anti-Social Behaviour Scrutiny Inquiry Panel
City and County of Swansea - Dinas a Sir Abertawe

October 2023



Why This Matters by Councillor Terry Hennegan (Convener)



Foreword

We would like to thank all those people that took time to attend our Inquiry Panel meetings and give evidence and hope that this report reflects some of the key views raised.

We were impressed with the commitment of all the organisations and individuals that took part in the inquiry. We were particularly pleased to meet with a group of young people who told us what it was like from their perspective and how it affected them.

We heard about the many challenges that face the Council and its partners in tackling Anti-Social Behaviour, how the issue is multi layered and required input and commitment across a wide selection of organisations not just our statutory partners.

One of the key recommendations from our inquiry was to conduct a mapping exercise of Council Services but also of all those organisations that have a stake in improving ASB. We felt that this would help the Council, its partners and wider stakeholders including the public to see the bigger picture, therefore helping to address any cross departmental or organisation challenges.

We hope that this inquiry has helped to highlight the complexity and importance of the issues associated with Anti-Social Behaviour to a wider audience.

Our report contains a number of recommendations for Cabinet and the wider Safer Swansea Partnership that we believe will help tackle and prevent Anti-Social Behaviour in Swansea.

Summary of Conclusions and Recommendations

Anti-Social Behaviour Scrutiny Inquiry

Inquiry Key Question: *How can the Council ensure that it is working with its partners to appropriately and effectively tackle Anti-Social Behaviour (ASB) in Swansea?*

Conclusions

1. Effective strategies, policies and procedures in tackling anti-social behaviour (ASB) are in place and the Council is meeting its regulatory obligations in the area.
2. The support for tackling and preventing ASB must be adequately resourced in the Council, as well as more widely across the Safer Swansea Partnership.
3. The Council and its partners are working together effectively to tackle and reduce anti-social behaviour in Swansea but the overall picture of services and support is confusing.
4. Better information about ASB needs to be easily available and accessible. The Council and its partners must communicate with and feedback to the public and/or victims.
5. The Council along with its partner organisations are working hard to address the underlying causes of anti-social behaviour.
6. The Council, its partners, communities and other stakeholders will need to work together to overcome wider challenges and barriers to improvement.

Recommendations

Cabinet is asked to consider those recommendations that they are directly responsible for, but also make representation on behalf of the Council, where agreeable, in support of any recommendation that would require action from others, such as the Safer Swansea Partnership.

The Panel recommends that Cabinet:

- R1. Investigates options for appointing an independent chair for ASB Case Reviews and then put most appropriate option put in place. This should be done as a matter of urgency.
- R2. Continues to build upon and embed the five key ASB Home Office principles into the work of the Council.
- R3. Looks at devolving the Community Protection Warning / Community Protection Notice powers to Housing Associations, with consideration being given to their use by other partners.

- R4. Carries out a Council wide mapping exercise to establish and provide clarity in relation to ASB. It should include, but not be restricted to the governance, roles, resources, regulatory powers and other tools used (or available), use of the referral process and equity of services provided to the public.
- R5. Looks into providing resources to do more targeted work with primary school aged children that includes ASB preventative matters.
- R6. Widens the current membership of the Public Services Board and Safer Swansea Partnership to include local Housing Associations.
- R7. Investigates the potential of developing a partnership hub/office where services to ASB across organisations can be co-located.
- R8. Works with key partner organisations to improve the understanding of each other's roles in order to help provide clarity and consistency of approach to ASB for the service user and the public. This should include a map of the services and powers available across the partnership.
- R9. Develops a Multi-Agency Strategic Forum where solutions to cross cutting themes and ways of working can be discussed.
- R10. Ensures that good feedback mechanisms for the public are in place across the Council and that we use that feedback to improve the services we provide.
- R11. Considers and reviews accessibility to information about ASB in order to ensure ease of access.
- Ensure key information is available in different languages, formats and in physical form.
 - That we look to have information available in different locations in the Council across the partner public locations.
 - Build on how we target information to suit those we are looking to reach i.e., young people.
 - Review the Council's website content in relation to ASB with a view to expanding what is available.
- R12. Maximises the opportunities to raise awareness of ASB, in particular:
- Publicise good news stories about work that is done by the Council.
 - Communicate and raise awareness of young people's positive activities in the community.
 - Look to influence and change the negative narrative and language used about young people in the media.
 - Provide information and raise awareness of the ASB Case Review.
 - Link up with the new Council's Community engagement office located at waterfront Museum.
- R13. Looks to further build upon the intergenerational work with young people and the older generation, do this in conjunction with the voluntary sector where appropriate.

- R14. Asks the Safer Swansea Partnership to investigate how to improve levels of reporting of incidents of ASB including asking South Wales Police to consider its response times in relation to the 101 non-emergency telephone line and to simplify the online reporting form.
- R15. Investigates the possibility of developing a multi-agency mediation resource.
- R16. Looks to counteract negative 'online world' impacts on children and young people by
- a) continuing to build on and share the expertise and information available.
 - b) resource the Contextual Missing Exploited Trafficked Team training that will support schools with understanding and preventing extra familial harm.
 - c) consider extending this training to Gower College and to others who regularly work with young people.
- R17. Looks to increase the number of Youth Workers in Swansea with the aim of every community across the City and County of Swansea having dedicated Youth Worker Support.
- R18. Work with Community Centres to encourage more use of facilities for/by young people and vulnerable groups.
- R19. Looks into the potential of Housing Associations contributing to some of our environmental services like noise abatement and fly tipping in order to increase their levels of service provision.
- R20. Completes more regular deep cleans of the City Centre particularly in and around the Quadrant Bus Station.
- R21. Work with local businesses and the Business Improvement District (BID) with the aim of tidying up shop fronts and rubbish storage across the City Centre.
- R22. Carry out regular 'walk throughs' of the city centre and communities across Swansea to see the locations through the 'eyes of the public' and to identify issues of concern. This should be done in conjunction with local ward members.
- R23. Develops and builds upon appropriate data collection processes in order to help plan future service provision and monitor effectiveness of strategies used. This monitoring process should be closely linked to the ASB Home Office 5 key principles (once they are formalised).
- R24. Make representations to Police and Crime Commissioner's Officer asking them to consider grant funding on a medium-term basis (i.e., 3 yearly).

WHY WE PRODUCED THIS REPORT

Overview

- 1.1.1 In selecting this topic and producing this report we wanted to see how the Council is meeting its duties under legal frameworks and to ensure it is collaborating with its partners to appropriately and effectively tackle Anti-Social Behaviour in Swansea.

Selecting the topic

- 1.1.2 The Inquiry into Anti-Social Behaviour was proposed by the Annual Scrutiny Work Planning Conference in 2022. Following agreement of a Scrutiny Work Programme, the Council's Scrutiny Programme Committee established the Inquiry Panel, and appointed Councillors to the Panel to plan and conduct this work, gather evidence, consider findings, and prepare a report for Cabinet. A strategic overview of the matter was discussed in October 2022 and the Inquiry commenced on the 17 January 2023.
- 1.1.3 This topic was chosen because Scrutiny Councillors felt this was a wide-reaching subject that would benefit from Councillor's review and input.

Intended contribution

- 1.1.4 As a Panel, we believe that we can make a valuable contribution to the Council's role in appropriately and effectively tackling Anti-Social Behaviour. We recognise that the challenges in this area can often be complex. We also believe that, whilst no one has all of the answers, success will only come from a conversation that everyone is able to contribute to. It is in this spirit that our conclusions and recommendations are offered.
- 1.1.5 Specifically, this report aims to contribute to this vital debate by:
 - a. Providing a Councillor perspective on the issue
 - b. Providing evidenced proposals that will lead to more effective services
 - c. Gaining the views of the public and stakeholders
 - d. Considering and concluding on recommendations from national reports, legislation /directives, and their implications for Swansea
 - e. Identification of good practice/research elsewhere and whether there is any learning for Swansea's approach
 - f. Increased Councillor understanding about Anti-Social Behaviour
 - g. Greater public awareness of work in relation to Anti-Social Behaviour.
- 1.1.6 We are also happy to recognise the limitations of the inquiry. Given the complexity of the topic and the time that we had this report provides a broad view of issues and is not exhaustive.
- 1.1.7 Finally, many of our conclusions are in line with the Council's current direction of travel and these are offered to provide reassurance. Others may be either additional or contrary to what has already been agreed. These are intended to offer challenge and to stimulate debate. Where we

have made recommendations, these are intended to help improve the performance of the Council in this area.

Equalities

- 1.1.8 When planning this inquiry, we considered the public and stakeholders, how they might be affected and how we might engage them. We completed the Council's Integrated Impact Assessment (IIA) Screening form which formed part of the evidence pack for the inquiry.

Glossary of Terms

ASB	Anti-Social Behaviour
CMET	Contextual Missing Exploited Trafficked
CPN	Community Protection Notice
CPW	Community Protection Warning
CYP	Children and Young People
HA	Housing Association
LA	Local Authority
LAC	Local Area Co-ordinator
PCCO	South Wales Police and Crime Commissioners Office
PCSO	South Wales Police Community Support Officer
WG	Welsh Government
YJS	Youth Justice Team
PSPO	Public Space Protection Orders

EVIDENCE

Evidence Collected

- 1.1.9 Evidence was collected between 17 January 2023 and 23 May 2023. The following evidence gathering activities were undertaken by the Panel:
- a. Strategic Overview by Cabinet Member and Lead Council Officer/s
 - b. Community Inclusion, Community Safety information and role of the Anti-Social Behaviour Officer
 - c. South Wales Police and Community Policing
 - d. Cabinet Member/s and Director of Education
 - e. Cabinet Member/s and Lead Officers Youth Offending, CMET and EVOLVE
 - f. Cabinet Member and Lead Officer in Council Housing and Neighbourhood Support Unit
 - g. Lead Officers for Public Protection/fly tipping
 - h. Roundtable meeting with Registered Social Landlords/Housing Associations
 - i. Roundtable meeting with representatives for Equality Groups and Forums
 - j. Roundtable meeting with representatives from the Business Community and Swansea Council for Voluntary Service

- k. Session with Young People at Brynhyfryd Early Help Hub
- l. Public questions, Blog and Call for Evidence
- m. Performance and comparison data, customer satisfaction survey results
- n. Relevant legislation, policy, practice and other useful relevant information

1.1.10 For full details of how the evidence was gathered including details of all of the findings please see the findings report for this inquiry. This report can be downloaded [here](#) (pdf).

CONCLUSIONS

2.1 Effective strategies, policies and procedures in tackling anti-social behaviour (ASB) are in place and the Council is meeting its regulatory obligations in the area.

2.1.1 There are many influences on how we deal with ASB as a Council and in partnership with others and this includes legislation and guidance. The Panel heard that the Home Office is responsible for making and implementing policies to tackle ASB across England and Wales. It convenes the 'National Anti-social Behaviour Strategic Board' which "keeps under review" the legislative framework for tackling ASB. It is also responsible for issuing statutory guidance on powers available to public bodies to tackle ASB.

2.1.2 With regard to devolution in Wales, ASB powers are a reserved issue for the UK Government. This means the UK Government, not the Welsh Government, is responsible for legislating for powers to tackle ASB. However, since the causes of ASB relate to many aspects of public policy which are devolved in Wales, in practice the Welsh Government has developed its own policies to prevent and reduce ASB.

2.1.3 The Panel understood tackling and preventing ASB is something that cannot be done by the Council alone and that we rely heavily on other organisations in order to play our part in this regulatory landscape. It heard that Swansea Council has the legislative powers to deal with ASB as outlined in the Anti-Social Behaviour, Crime and Policing Act 2014. The Panel were pleased that this includes a broad partnership approach to tackling ASB. They heard that in Swansea this is done in a co-ordinated way through the Safer Swansea Partnership, its partnership sub groups, structures and/or problem-solving task and finish groups. The Safer Swansea Partnership reports and is accountable to the local Swansea Public Service Board.

2.1.4 The Panel were informed that the Public Service Boards (PSBs) in Wales (and the Future Generations (Wales) Act 2015) requires local authorities, local health boards, fire and rescue authorities and Natural Resources Wales to work together on local PSBs. The Boards are required to invite the local Chief Constable, South Wales Police and Crime Commissioner, probation service and voluntary organisations to participate in their activities. They must also seek advice from "other partners" such as Higher Education

providers and cultural institutions where appropriate. Under the 2015 Act PSBs are required to assess the state of economic, social, environmental and cultural well-being of its area; set local objectives to improve local well-being and maximise their contribution to the Welsh national 'Well-being Goals'. PSBs do this by publishing 'Well-being Plans' for their area.

- 2.1.5 Swansea's Well-being Plan for 2023-2028 is called 'working together to improve wellbeing in Swansea'. This plan has four vision areas. The one most appropriate to this inquiry is *Strong communities - To build cohesive and resilient communities with a sense of pride and belonging*.
- 2.1.6 ASB is also Priority 1 Reducing Neighbourhood Crime and the Panel were told that progress with this is reported quarterly to the Safer Swansea Partnership and annually to the Public Service Board.
- 2.1.7 The Panel heard that Anti-Social Behaviour, Crime and Policing Act 2014 defines ASB 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.
- 2.1.8 The Panel were told ASB is reported via 101, through online South Wales Police portal or through a referral from Housing Offices or other Council service area.
- 2.1.9 The Panel were interested to explore the four-stage approach to ASB referrals, which includes
- Stage 1: Initial warning highlighting what would happen should behaviour continue.
 - Stage 2 visit: This is done by a South Wales Police officer and YJS officer when dealing with young persons. With adults it is a South Wales Police Officer and ASB Officer. Individual will sign personal warning letter and interventions will be discussed and agreed upon.
 - Stage 3: Acceptable Behaviour Contract. This is a Voluntary written agreement which includes both prohibitions and positive requirements. Potential further action is made clear so the person is aware of the consequences. Reviewed every 3 months.
 - Stage 4: Formal Sanction - Civil Injunction for anyone over ten. Includes prohibitions or requirements and power of arrest.
- The Panel agreed, from evidence they looked at, this process is suitable and fit for its purpose.
- 2.1.10 It was explained that Public Space Protection Orders (PSPOs) were also introduced in 2014 as part of the Anti-social Behaviour, Crime and Policing Act 2014. The Panel agreed that they are a useful tool to use in the right situation. They heard that they provide wide-ranging and flexible powers for local authorities to address anti-social behaviours in response to particular

issues affecting communities. The Panel heard that PSPOs are a Council-led tool to address certain issues in a specific location and are just one approach that can be targeted in the right way to achieve a reduction in ASB.

- 2.1.11 The Panel saw clear evidence of addressing and preventing ASB reflected in the different strategies, policies and practices used by Council services. They also recognise that ASB forms part of the Safer Swansea Partnership Strategy. Although this is the case the Panel did feel the overall plan in relation to ASB within the Council was unclear. With many aspects, rightly, in different plans and procedures. They did however feel this made it difficult for them and the public to understand how the overall picture in relation to ASB comes together. This, they felt, could result in duplication of effort, some inequity in service provision and make the response to the public and partners at time confused. We will outline this further in the report.
- 2.1.12 From the evidence gathered the Panel were satisfied that the Council does meet its statutory obligations in relation to ASB and that it does this as a Council and through a multi-agency approach. It was recognised that ASB is an issue that impacts on many of the Council's services to different degrees and this in turn means there are resources and different practices used across a range of our services. The Panel felt that this was good because it shows we tailor our activities to the needs of the situation, but in itself does not provide one coherent picture in terms of governance within the Council and how this links to our partners and other stakeholders.
- 2.1.13 One area the Panel agreed needs further consideration is local practice relating to the ASB Case Review (formally known as the Community Trigger). The Panel heard that this is an independent case review process that allows victims of ASB, who feel their case has not been dealt with appropriately, to ask for it to be reviewed. The Panel were told the process itself is robust and has been structured in partnership with other local authorities and South Wales Police. The structure of the actual Panel that conducts the review requires representation from statutory partners, however, how it is chaired is a local decision.

Community trigger and its use is very underused across Wales, but in my experience, it is actually a really powerful tool in terms of managing impact and the repeat reporting of something that cannot be dealt with. It could be used more often as an effective way of looking at difficult cases, where the threshold community trigger is actually quite low. The Community Trigger review is quite a valuable tool, a good mechanism for giving people assurance and to know the processes are working, are we following through on what our policies and procedures are etc. Raising of awareness is also needed for community trigger/review. Coastal Housing

The Panel found that currently the ASB Case Review applications are received and processed by the ASB Coordinator, who also chairs the Case Review Panel. Concern was shared by both the Panel and Officers about the ASB Coordinator being in the Chair of such reviews. The Panel agreed that it is a conflict of interest as he is often already involved in that specific ASB case and this in itself could be seen as them not being independent. The

Panel agreed that the current means of chairing the reviews needs to be looked at and an independent person appointed to that role. This would then provide a clear and transparent process which the Panel felt is essential in providing trust in process. The Panel understand that there are examples in other areas where this responsibility is led at a much higher level for example by lead Councillors, an independent officer from the Safer Swansea Partnership or Public Services Board or a lay person, rather than the officers who are involved in the ASB. The ASB Co-ordinator would then provide a more appropriate role of supporting this person with the legislative advice and ASB processes.

South Wales Police said that the management of the ASB Case Review is one area that may need some more focus particularly in how it is managed and the profile of its concept within communities.

- 2.1.14 The South Wales Police have a number of powers in legislation to tackle ASB including Civil Injunction, Community Protection Notice (CPN) and Criminal Behaviour Orders (CBO). The South Wales Police suggested that further consideration could be given to CPN/ CBO and injunctions being applied for by the Local Authority. It was also suggested that Housing Associations would also benefit from the use of these powers and the Panel felt that this needs to be investigated further.

In terms of enforcement, we only have actions to injunct or to commence proceedings to end tenancies (rare, high evidence threshold). We cannot issue community protection warnings or orders or closure orders (South Wales Police and LA only) and we have yet to see a Community Trigger/ASB case review meet a threshold for action. Coastal Housing

The Panel also heard that there is also scope for wider involvement in ASB referrals direct from places like Environmental Health Departments or in relation Council Tenancy issues. The South Wales Police said they are more often best situated to progress these matters but the expansion elsewhere needs to be explored.

- 2.1.15 The Panel were pleased to find that the Council is consistently 'keeping an eye' on changing legislation, guidance and good practice in relation to ASB. They were particularly interested to hear about the introduction of the draft Home Office Guidance, Anti-Social Behaviour Principles. This is a set of five principles which seek to describe and assist in ensuring a consistent approach to understanding and addressing ASB in local communities. Councillors heard that the principles are not intended to fetter local decision making but rather to act as a guide in seeking to deliver the best possible outcomes for victims of ASB. The Panel were pleased to see that all the Council Departments and partners were aware of these draft principles and had started to consider them in terms of their service delivery.
- 2.1.16 It became clear to the Panel just how important it is for the Council and the Safer Swansea Partnership, as a whole, to understand the current ASB landscape in Swansea, in order to address it effectively. The Panel felt that

this must include the collection and analysis of relevant data, which we will touch upon later in the report. We heard that since lockdown there has been an increase in ASB, specifically youth related. In addition to this the implementation of a PSPO in the city centre has also seen a rise in reported ASB. We did hear that this trend is not isolated to Swansea and is in line with what is happening nationally but this still puts pressure on already limited resources locally.

2.1.17 The Panel recommends to Cabinet that it:

- Investigates options for appointing an independent chair for ASB Case Reviews and then put most appropriate option put in place. This should be done as a matter of urgency. (R1)
- Continues to build upon and embed the five key ASB Home Office principles into the work of the Council. (R2)
- Looks at devolving the CPW/CPN powers to Housing Associations, with consideration being given to their use by other partners. (R3)

2.2 The support for tackling and preventing ASB must be adequately resourced in the Council, as well as more widely across the Safer Swansea Partnership.

2.2.1 The Panel considered whether the resources were adequate to support the Council to play its part in tackling and preventing ASB.

2.2.2 The Panel heard that the Council does not have a specific ASB team or service area. There is a wider ASB Coordinator, who sits within the Community Safety Team, which is under the Community Integration Partnership. His role is to respond to all referrals that come through, primarily to ensure there is a coordinated response and to be a link between all the various Departments and partner agencies in relation to ASB. He and other partners also conduct public engagement and information events like for instance the recent ASB Awareness Week.

The ASB Coordinator, Admin Support Officer and Community Safety Coordinator roles are externally funded on an annual contract through South Wales Police and Crime Commissioner's Office (PCCO). The Panel heard that this is a challenge in itself, as officers are uncertain on their future employment year on year and this has an impact on the ability to plan for the medium and longer term, as certain projects and programmes do take a number of years to realise positive outcomes. It was felt that if funding were awarded on a 3- to-5-year cycle, rather than annually this would be far better for long-term strategic planning and would provide better stability. The Panel recognised this is a key role in the Safer Swansea Partnership and asked whether a 'Plan B' should be considered, should funding by PCCO be reduced or cease.

2.2.3 Council Housing have their own staff, who deal with ASB, they are funded via the ringfenced Housing Revenue Account, which responds and manages all ASB reported in relation to Council tenants. The Panel heard that whilst Council tenants can be supported through the Housing Revenue Account

there is no budget elsewhere in the Council for additional support to private residents to support legal action for any enforcement such as injunctions. Although this type of action is a last resort, the Panel heard that without that in place many of the interventions are on an informal basis and are dependent on voluntary engagement by perpetrators. The Panel felt this was one area of inequity in the service provided to the public that needs to be considered and we will ask Cabinet to consider whether there is a way to resolve this as part of a suggested mapping exercise.

- 2.2.4 The Panel heard about some of the examples of where the Council works and pulls together its resources for the benefit of the community, one of which is how the Youth Service and Evolve can act on and respond to support the prevention of community unrest. However, the Panel heard that it is important to understand that often to achieve this type of response the movement of resources from other areas is needed. 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 considerable number of young people intending to attend the event. The youth service worked together with the South Wales Police and third 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 reduce concerns.
- 2.2.5 The Panel heard that younger and younger children are coming to the attention of services due to their behaviours in the community. The Panel heard that this can be challenging because for example, the Youth Justice Service can only work with young people from the age of ten, as do the Youth Service. Councillors heard that before the pandemic, these were not worries that were being seen. It was understood that staff who work with younger age range in early help areas are learning new skills to be able respond to these needs but agreed that consideration should also be given to exploring targeted work at a primary school level.
- 2.2.6 The majority of the people the Panel spoke to felt that resources are a massive challenge for the Council and more widely across the partnership. The Panel recognised that targeted work was considered to be one solution to this moving forward, given the resources available in some areas. The Panel also recognised the importance of strengthening community work together with our partners and local communities which, as the Panel heard, does not necessarily mean statutory partners needed to put in a lot of resources.
- 2.2.7 The Panel was pleased to hear about South Wales Police's development of a Neighbourhood Policing Team which is a resource made-up of neighbourhood beat managers whose job is to look after problem solving within Swansea. The Panel heard that by doing this they have put some South Wales Police resources into the beginning of the issue rather than the end. The South Wales Police told the Panel they have done a force-wide restructure splitting

the Neighbourhood and initial response capabilities and this has enabled them to concentrate dedicated resources into the problem-solving aspect.

South Wales Police said presently the working arrangements they have with the Local Authority are excellent and the processes that have been put in place have a sound basis in practice but said that further stability in this area would be welcome. South Wales Police said there are no current gaps in their provision currently but as a general observation would welcome some further elements of co-location of resources.

- 2.2.8 The Panel wanted to understand what resources went into areas where there may be high student populations in order to help tackle and prevent ASB in those localities. The Panel agreed there was a need for effective communication around this issue and were therefore pleased to hear that Officers have strong working partnerships with Swansea University, the University of Wales Trinity St David (UWTSD) and South Wales South Wales Police. This Safer Swansea Partnership funds a Community Liaison Officer (CLO) employed by Swansea University whose role includes working with students living in residential communities to ensure there is greater community cohesion. This can often involve responding to noise and waste complaints and invoking the universities' disciplinary procedures where appropriate.

The Panel heard from the Councils environmental services that the transient nature of the population in areas with high student numbers can be problematic. They told the Panel that work is done to educate and inform students, linking various Council services with the universities and student unions and this has to be done on an annual basis due to the regular churn of tenants. Public Health provide an on-call service for responding to noise and other pollution-related complaints. The Panel were told that access to this service has to be filtered due to staffing resources and noise that is of limited or sporadic duration cannot always be witnessed.

- 2.2.9 Evidence indicated that there has been an increase in ASB in Swansea City Centre. This and the issue of associated resources was raised by many of those people the Panel spoke to.

I have been doing this job for 13 years, so it has certainly got a lot worse over the period of time. Despite best efforts we do definitely need more resources. We need more teeth in order to tackle it as well, because with all the fantastic stuff we have got going on in the city centre. We have got to make sure that the safety of investors, residents and businesses is top of our minds. Alongside the large investment projects, we need to get the basics right too, like clean and safe communities. Russell Greenslade (Swansea BID)

The City Centre Manager did recognise what the representative from BID had said. She said that the increase in ASB has been reflected in some of the actions and measures that have been taken to tackle what is a really complex, challenging and difficult issue for Swansea.

The Panel heard that one of the resources available in the city centre are the Rangers. They were originally employed as ambassadors of the city centre, very much in a kind of visitor customer service capacity. Over the years, the role has understandably developed as things have changed over the last couple of years. The Panel heard that there is a team of five Rangers at the moment. They cover a significant area of the city, seven days a week, every day from 9am till 5:30pm. They also cover key evenings in the night time economy. So, resources are split and pressurised. The Panel heard that for example, typically within the course of half an hour on the radio, they have had twelve calls and there were two staff, so they are being pulled in all directions.

The City Centre Manager told the Panel that a lot of intelligence is shared through the Safer Swansea Partnership with South Wales South Wales Police. She told us that resources are prioritised and targeted in line with what is coming out of that intelligence, but resources are definitely an issue, but it is not a straightforward issue. She told us the key thing is that any action in relation to anti-social behaviour must be holistic. It has to be a cocktail of different measures that are taken, it is not just about enforcement, but resources are a critical part of that.

- 2.2.10 The Panel did feel that cleanliness of the City Centre can be an issue at times, particularly in and around the Quadrant Bus Station. This was also mentioned by the young people, the public and local businesses in the evidence gathering exercises. The Panel recognise by its very nature that cleanliness can vary at different times of the day depending on a number of factors but did feel that in some areas the dirt seemed ingrained and that regular deeps cleans would help to address this.
- 2.2.11 The Panel also felt it was essential that the City Centre and local communities are looked at from the perspective or from the 'eyes of the public' on a regular basis, so that issues of concern can be raised and addressed. The Panel felt that this should be carried out by Cabinet Members but it was important that local ward members be involved.
- 2.2.12 The Panel recognised that although the Council does not have a specific team for ASB that a vast array of activity takes place across the many Council services in Swansea. They felt it is difficult to see the full picture of how it is resourced and the linkages between activities. Value for money and the availability of resources is therefore hard to establish and the Panel felt the Council picture in relation to ASB needs to more clearly understood. The Panel would like to see a mapping exercise that evidences the Council's commitment to ASB. This mapping exercise should show resources used (or available), powers available, tools used and activities carried out in relation to ASB. They felt this would help to establish and show where and if further resources might be required. A mapping exercise may also identify areas where resources can be used more flexibly and be responsive to need. This should include those where we partially fund posts like for example the Student Liaison and City Centre Rangers.

The Panel also felt that this exercise may help identify and evidence areas where cost benefit analysis can be investigated. This being where a small investment can bring larger rewards in improved community cohesion and or reduction in ASB.

2.2.13 The Panel were interested to consider whether we are using all the tools 'in the box' to help to tackle and prevent ASB. The Panel felt that we do use a wide variety of tools across the Council to help to tackle and prevent ASB, example the use of legislative powers to the provision of support and assistance for perpetrators to modify their behaviour. We recognise that this a is large and complex picture and the mapping exercise would help to understand what is being used and whether practice can be shared more widely or effectively.

The Panel also recognised that the 'ability to resource' can also prevent the authority using some methods or tools, like for example: the Education Department told the Panel the greatest challenges in terms of securing impact and improvement are around funding and the implications on capacity and staffing. This is because many of the approaches focus on prevention and building capacity and this is often about building positive relationships and that requires more resource than is currently available.

2.2.14 The Panel recommend to Cabinet that it:

- Carries out a Council wide mapping exercise to establish and provide clarity in relation to the ASB. It should include, but not be restricted to the governance, roles, resources, regulatory powers and other tools used (or available), use of the referral process and equity of services provided to the public. (R4)
- Look into providing resources to do more targeted work with primary school aged children that include ASB preventative matters. (R5)
- Completes more regular deep cleans of the City Centre particularly in and around the Quadrant Bus Station. (R20).
- Work with local businesses and the Business Improvement District (BID) with the aim of tidying up shop fronts and rubbish storage across the City Centre. (R21)
- Conduct regular 'walk throughs' of the city centre and communities across Swansea to see the locations through the 'eyes of the public' and to identify issues of concern. This should be done in conjunction with local ward members. (R22)
- Make representations to Police and Crime Commissioner's Officer asking them to consider grant funding on a medium-term basis (i.e., 3 yearly). (R24)

2.3 The Council and its partners are working together effectively to tackle and reduce anti-social behaviour in Swansea but the overall picture of services and support is confusing.

2.3.1 The Panel recognised that it is a complex and varied issue which often requires involvement of the Council, its partners, voluntary sector and the wider community to help address not only the incidents of ASB but in

endeavouring to prevent it from happening. It was made very clear from evidence gathered that success is based upon both the Council and partners taking a joined-up approach to tackling, preventing and addressing the causes of ASB.

2.3.2 The Panel agreed that not only a partnership approach is required but a much wider holistic approach, because, they heard, of the very complex nature of peoples situations, which one single organisation cannot deal with alone.

2.3.3 One example the Panel heard was from Social Services, who said without a partnership approach, they would not be able to reach the numbers of young people in the communities that they work with. The Panel were told about how they look to provide a wraparound service for young people and their families and partnership working is a priority in doing this. They gave the Panel examples of some of this work including, the Youth Service in Swansea which works in partnership with the Safer Swansea Partnership, CMET, South Wales Police forces, health agencies, and housing associations to identify areas of concern in relation to ASB across the local authority. When work is required, a targeted response is undertaken between agencies and responses have included workshops being delivered in school and youth clubs. The Panel were told that the focus of services must be supporting positive behaviours by working with the family and the community as well as in partnership with other organisations.

2.3.4 South Wales Police told the Panel that they believe the Safer Swansea Partnership and the whole approach nationally has matured over the last 20 years and that it now looks at the issues from a multi-agency problem-solving approach. They said some ASB issues are dealt with via Problem-Solving Groups (PSG) where partners attend and seek joint solutions to key issues. There is also an escalation process in place where matters can be escalated through to the Community Safety Board and ultimately to the Public Services Board should community problems present certain barriers that need a resolution.

<p>Example of Partnership working, South Wales Police</p>

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

The Panel were pleased to hear that South Wales Police felt there are solid governance arrangements in place to manage partnership activity and the relationship with the Basic Command Unit coordinators and local authority staff is operationally sound.

- 2.3.5 The Panel was of the view that the commitment to multi-agency partnership working is strong across Council Departments and were pleased see it considered in the future planning of services. For example, the Education Department said that multi-agency working is a key feature of the work of the Directorate. One area this was evidenced was the newly developed Inclusion Strategy which encompasses priorities for supporting vulnerable learners over the next three years. Within this they are committed to working in multi-agency contexts to consider and respond to community issues. They also told the Panel that by considering their responses to significant events such as the Mayhill riot, they have strengthened their practice accordingly.
- 2.3.6 Another example the Panel considered was from the Council's Housing Service who said that joint working is absolutely key in the work they do in communities. They work together to try and keep people safe from harm, to sustain tenancies and communities. This happens against the backdrop of the multiple challenges. They told the Panel that it is important not to lose sight of the proportion of tenants who are the most vulnerable in our society and sometimes have significant challenges in respect of their behaviour, this is often multi layered. They look to strike a balance in supporting those affected by ASB and to help those carrying out ASB to modify their behaviour to sustain their tenancy. They achieve this through working together across Council teams and by working jointly with others like for example the South Wales Police, Community Mental Health Teams, Pollution Control and Social Services, and any other organisation that can help.
- 2.3.7 The Panel was reassured from the evidence it has received that the Council does recognise the importance of, and is committed to, working in partnership with not only its statutory partners but voluntary groups and the wider community. The examples given were a few of the excellent actions that are happening, which the Panel felt should be praised and shared.
- 2.3.8 The Panel did however feel improvements could be made in some areas. For example, ensuring the consistency of approach to the public no matter what the housing tenure of those reporting it is. The Panel heard that there seems to be a different service depending on tenure. This has been highlighted relating to some services for Housing Association Tenants, Council tenants and private tenants/owners.

I did get a sense from listening to your previous evidence sessions that it does feel a bit like coastal residents are not benefiting from the same joined up approaches that Council tenants are able to benefit from in terms of Council services and statutory services.

Why is it not the same if you are housing association tenant with the same problem as others when contacting and working with the Council, i.e., for noise pollution or access to the out of our service. It feels like there is a triage that happens and the first question is, are you a housing association tenant? If the answer is yes, everything goes to housing association. We do not provide that service and it does not feel like there would be much point in resourcing three or four different help lines. I would be very interested in talking about

how we might contribute resources into that team in order to be able improve that. We do contribute financially to other local authorities, in order to be able to be able to manage that partnership better. We in Coastal would be very comfortable having a conversation about how we might financially contribute towards environmental health in order to be able to support that activity.
Coastal Housing Association

The Panel would welcome Cabinet discussing with Housing Associations the potential of increasing our levels of environmental service provision via contributions potentially made by Housing providers.

- 2.3.9 Housing Associations told the Panel that the perceptions many people have is that they have the same powers, resources or access to services as the Council, but do not. So, they said they would like to be part of working out, along with partners, a more consistent approach to tackling ASB.

The Panel heard from Housing Associations that there is much they do to deal with ASB but a lot they cannot address. They said sometimes residents can feel like they are in a 'tennis match' between the South Wales Police and/or the Council, saying that is a Housing issue and Housing saying it is a South Wales Police/Council issue. The representative from Coastal Housing said they would like to see a Strategic Forum developed to cut across organisational boundaries and help to tackle issues like this and unlock those barriers to improvement at a strategic level.

Feedback from service users is that messages are often conflicting between partners, i.e., stating that the ASB is a South Wales Police matter/ South Wales Police stating it is a local authority matter. This at times becomes frustrating for the service users who then stop reporting. Victim support

- 2.3.10 The Housing Associations did say they felt that at ground level, staff across the agencies work well together to tackle ASB. They also said their relationships with the South Wales Police on the ground are very strong and they work well but that more work strategically would be of benefit.

- 2.3.11 The representative from Pobl Housing Association said that the resident facing stuff works quite well. It is the supporting elements of holding all of the information and making sure it is getting to the right place, escalating what the barriers might be are where better solutions are needed. This could be for example, more action planning and strategy around cases.

Pobl also said that the threshold for South Wales Police and other agencies to get involved is quite high and they find that most of their challenges are in that bit just beneath that threshold. They said, '*it is never quite there but causes a massive concern to a wider range of people. It is clear that perpetrators are often very vulnerable, as are the victims, but it is a rare day when any of our safeguarding referrals meets the threshold for service or intervention from social services. Some people are living in severely distressing situations, and we are finding we are struggling to pull in statutory services*'.

2.3.12 Coastal Housing told the Panel that wider access to services and support often happens at a major crisis points, of which eviction is one of these. At this point a lot will coalesce around preventing a homelessness, as is right, but they told the Panel that we all need to get further 'up stream' of this happening. *We know a tenancy is looking like it is going to end for several months, if not years beforehand, so I would be keen to see how we might be able to case conference some of those at an earlier stage to prevent them getting to that crisis point.*

2.3.13 Coastal Housing thought a good way forward in improving collaboration would be for them, the Local Authority and other partners to come together in, for example, workshops where certain aspects like information sharing, consistency and services to residents can be discussed. She said, *'we need to get in the room and just work through all the different ways in which we are operating and let us see where we are working well and where we can improve'*.

The Panel felt that wider representation on the Public Services Board and Safer Swansea Partnership would help address some of the issues raised but also the development of a multi-agency forum where solutions to cross cutting themes and ways of working can be discussed. This would help find solutions to things like the 'tennis match' mentioned around responsibilities. The idea of working groups to address some of the 'sticky issues' like the small group of consistent ASB offenders was also raised.

The Panel were interested to hear about the potential of the co-location of ASB services recognising that it is already the case for South Wales Police and the ASB Co-ordinator. The Panel felt a partnership office where ASB services can work together across organisational boundaries would be of benefit because it can then provide real time problem solving and direct access to available resources. It would also encourage and support a wider partnership response addressing ASB.

The Panel thought a wider mapping exercise should be conducted across the Safer Swansea Partnership with the purpose of improving the understanding of each other's roles which will help provide clarity and consistency of approach to ASB for the service user and the public, this again would help to avoid the 'tennis match' response to the public, which was mentioned earlier.

2.3.14 The Panel recommend to Cabinet that it:

- Widen the current membership of PSB and Safer Swansea Partnership to include local Housing Associations. (R6)
- Investigate the potential of developing a partnership hub/office where services to ASB across organisations can be co-located. (R7)
- Work with partner organisations to improve the understanding of each other's roles in order to help provide clarity and consistency of approach to ASB for the service user and the public. This should include a map of the services and powers available across the partnership. (R8)
- Develop a Multi-Agency Strategic Forum where solutions to cross cutting themes and ways of working can be discussed. (R9)

- Cabinet look into the potential of Housing Associations contributing to some of our environmental services like noise abatement and fly tipping in order to increase their levels of service provision. (R19)

2.4 Better information about ASB needs to be easily available and accessible. The Council and its partners must communicate with and feedback to the public and/or victims.

2.4.1 The Panel considered the relationship with the public, how available and accessible information was about ASB, whether the public understand what it is, how to report it and whether feedback is made. The Panel also explored whether we use feedback from the public to improve the services provided.

2.4.2 How we as a Council are engaging and supplying information to the public in a physical format, as opposed to online, came out strongly from the evidence gathered. The inquiry found that information on ASB could be found online but little was available in a physical format.

The Panel felt there was a clear need to have key information available in a physical format and accessible in various locations. The ASB Co-ordinator said that although we promote events and information well through online media there is a large element of reaching people offline that needs to be looked at (outside of our normal engagement days).

Finding information on things is difficult.

I do not know what is being done to work on Anti-social behaviour, I am not online, so if things are promoted and they are online then there is a number of people who do not use these platforms...promotion needs a blended approach.

I think a more visible presence in the city centre of services is vital, not just South Wales Police patrolling but a combined group of services.... a help bus during the day or a visible glass office space. Also, information more easily accessible and promoted.

Aging Well Participants

The Councils Community Engagement Transformation Lead Officer said there was clearly feedback that came in with regards to the need for information to be available in physical format, as well as online. The idea of an information zone was raised and he told the Panel that this is something which is being worked on currently more widely in the Council and that they are launching a new engagement office for the local authority shortly, which will be in the National Waterfront Museum. The Panel were supportive of this project and would be keen to see what it could do around providing information in relation ASB and promoting and linking with the LGBTQ+, disability liaison, ageing well and the children and young people's work.

The Local Areas Co-ordinators (LAC) were also mentioned and the role they could play, especially with the reach they have into communities across

Swansea. The Panel asked whether they could be used more in disseminating information relating to ASB in to communities. The LAC Manager said that they are definitely a team that are able to, not only help it get information out in to the community, but also, they have significant relationships with people in the community and are able to take some of those views and bring them back into meetings and appropriate forums.

The Panel also heard about areas of good practice taking place in relation to communicating and feeding back to our customers in relation to ASB. For example, the Council's Housing Service provides information regarding ASB in relation to social housing which is made available at the Area Housing Offices (AHO) and on the Council's social housing webpages. ASB can also be reported through both of these routes. Information on ASB is routinely shared on social media too. They told the Panel that most ASB is reported directly to the AHOs during office hours and to the NSU out of hours. New tenants are provided with a handbook containing information on how to report ASB.

- 2.4.3 The issue of wider accessibility was raised and, in particular, the availability of key information in different formats including languages and easy to read versions. The Panel felt that key information giving contact details, how to report ASB and the ASB Case Review process should be available in more languages and accessible formats moving forward.

What was mentioned as one of the barriers to reporting was language, so perhaps if there are new arrivals within the Community, we can maybe work with partners in sharing things like starter packs, introduction packs and how to report issues in your own language. If these packs are given to new arrivals when they newly arrive, issues can be reported straight away rather than, rather than, the next day. Also, when you use terminology like ASB, not everyone is going to know what that is.
Fun Wong (Swan Gardens 50+ Project)

- 2.4.4 We found that it would also be beneficial to have a more targeted approach to engaging with some of our community members. We were told about and recognised the importance of ensuring we are considering our audience in order to engage effectively. As an example, when we spoke to young people, they told us they tend to use different ways to access information nowadays. They do not tend to look at say the Swansea Councils website but they commonly use Tik Tok or Instagram and other social media platforms. And as we have heard earlier that some older people prefer information in physical format. So, we need to ensure we are tailoring our messaging in order to reach a wider audience.
- 2.4.5 We recognised and welcomed the vast amount of excellent work that is happening every day in relation to ASB within the Council and by our partners, but we did find little evidence of this good work being widely known or shared. We found there to be little communication and awareness raising being done by the Council or its partners. The Panel would like to see more activity in communicating that work, not only around how we are tackling ASB

but the work that is going on by the South Wales Police, in schools, the youth service and others to prevent it happening in the first place and to support the most vulnerable in our society when faced with ASB.

- 2.4.6 The Panel were also of the view that it is essential as a Council that we help to change the narrative in, and people's perceptions of, young people by communicating positive stories and language. The Panel would like to see more good news stories published about young people and their activities in our communities.

The Panel considers the language that is sometimes used for young people like for example 'undesirable' or 'problem' unhelpful. They heard that it looks to victimise them, and we heard using these blanket terms can result in missing some of those who need help. It can also become a self-fulfilling prophecy for young people who are labelled. We felt it is vital that young people feel a part of the community, and when they are they are more likely to have positive behaviours within it. We were pleased to hear that a language guide is being developed through the contextual missing exploited and trafficked (CMET) Team's Youth Council in Swansea. The Panel agreed with officers who are working with children and young people when they said language as a powerful tool, and when it is not used appropriately it can be dehumanising.

- 2.4.7 The Panel felt that the Council's website and contents around ASB could be improved. It could potentially provide more information for the public, partners and other stakeholders in relation to ASB, the partnerships and the role the Council plays. We also felt it could also be used to help address the issues raised around perception of ASB and also be a tool for promoting positive stories and things that are taking place in communities. It could hold frequently asked questions section, how to report ASB, links to relevant help, the wider partnership, other appropriate Council webpages and other useful websites etc. It could also detail the Council/partnerships aims and objectives in relation to ASB, outline the five key principles and eventually how the Council is progressing against those (when that is available). We heard from the ASB Co-ordinator that there is lots of information on there on how to report anti-social behaviour but there could be more on how we are dealing with it.

- 2.4.8 The findings of the inquiry indicate the need to improve how we raise awareness of the ASB Case Review (previously known as Community Trigger). It was suggested that we might use that name change as a vehicle by which to progress this as a partnership. We heard from the ASB Co-ordinator that work has begun on this with a community engagement week event held in July 2023.

We agreed the Council's website should importantly detail what ASB Case Review is, how to apply this process, links and contacts for the public and also for stakeholders who need to understand what it is and how to advise their service user about it. Evidence from the inquiry shows awareness of the ASB Case Review is low, so promoting it via the website and other media

sources, also through offline formats and events will be important to improving this understanding.

We need to improve on, as a service and from a partnership perspective, the community trigger. About 8 years ago nationally the community trigger was launched, it is now called the anti-social behaviour case review. It was a way that members of public could put up get a review if they believe ASB has not been dealt with correctly. There is more work to do to put that out to the general public, to actually hold elements of us to account on certain areas where we have not done what we should have done at a certain time. So, there is a bit more work there for us all to do. South Wales Police

2.4.9 Feedback and hearing the voices of victims and reporters (and potentially perpetrators) of ASB and how we collect and use wider feedback was explored by the Panel. We did find that there are a number of mechanisms in place to feedback in many of our Council Services but this is not across the board. The Panel felt that feedback to those reporting ASB needed to be more consistent across all services dealing with ASB and ideally across all partners. We heard from South Wales Police that they have identified one of their key challenges as improving the 'feedback loop' and they are working to develop this.

The Panel were pleased to hear that in many of our Council services we do have well embedded mechanisms to ensure we are feeding back and using information gathered to improve future services. As an example, the Panel heard that in Council's Housing Services ASB cases are recorded on a case management data case, a primary case officer is allocated and that officer is the first point of contact and whilst a case is live will provide an ongoing dialogue in respect of case progression. Following closure of the case a telephone interview is conducted to explore the individual's experience, this information feeds also into service improvement, including direct feedback to individual officers and for shared learning and informing best practice.

2.4.10 The Panel recommend to Cabinet that it:

- Ensure that good feedback mechanisms for the public are in place across the Council and that we use that feedback to improve the services we provide. (R10)
- Consider and review accessibility to information about ASB in order to ensure ease of access. (R11)
 - Ensure key information is available in different languages, formats and in physical form.
 - That we look to have information available in various locations in the Council across the partner public locations.
 - Build on how we target information to suit those we are looking to reach i.e., young people.
 - Review the Councils website content in relation to ASB with a view to expanding what is available.
- Maximises the opportunities to raise awareness of ASB, in particular: (R12)
 - Publicise good news stories about work that is done by the Council.

- Communicate and raise awareness of young people's positive activities in the community.
- Look to influence and change the negative narrative and language used about young people in the media.
- Provide information and raise awareness of the ASB Case Review.
- Link up with the new Council's Community engagement office located at waterfront Museum.

2.5 The Council along with its partner organisations are working hard to address the underlying causes of anti-social behaviour.

2.5.1 The Panel recognise the importance of prevention and early intervention work and were pleased to see the amount of activity that is happening across the Council. We were encouraged by how the Council and its partners work across organisational boundaries to address the underlying causes of ASB.

The Panel agreed that prevention and early intervention was a key aspect for both the Council and its partners to focus upon moving forward. Recognising it is better for ASB to be dealt with at its early stages or for it not to take place in the first place. The Panel were keen that this inquiry shows its supports for improving social cohesion and the actions being taken to build upon early intervention and prevention services.

The South Wales Police Foundation - The Strategic Review of Policing in England and Wales - Taking Prevention Seriously: The case for a crime and harm prevention system
"The case for prevention makes intuitive sense. It is better to stop a bad thing from happening in the first place than to deal with the deleterious effects afterwards. Not only does this make intuitive sense, but there is also a strong evidence base showing that preventative measures can reduce harm at the individual and population levels in a way that is superior to later interventions and achieves wider economic and social benefits."

Whilst we recognise that dealing with the underlying causes of ASB is complex and requires a holistic and varied person-centred approach, it is vital that we work across organisational boundaries to use all the skills, tools and experience that affords. We were pleased to see this reflected in the Home Office ASB five key principles, where it says *agencies and practitioners will work across boundaries to identify, assess and tackle ASB and its underlying causes and we were keen to see this continuing to be built into the long-term strategy for future development of all services dealing with ASB.*

2.5.2 We heard as the nature of ASB is varied, so too are the causes and that one of the aims of the Safer Swansea Partnership is to improve the collective understanding of ASB in order to deliver a more informed approach to tackling the underlying drivers of demand.

2.5.3 We recognise and strongly support the wide-ranging work that is taking place within the Council services that are helping to address the underlying causes

of ASB. Some examples were evidenced, including

- Evolve youth service take a targeted, voluntary approach, in creating early intervention opportunities that aims to deter anti-social behaviour, when brought to the team's attention. Evolve youth workers also deliver group work sessions with young people on becoming active members of their communities.
- Key objectives for education in relation to ASB as outlined in the draft Inclusion Strategy. It will have a strong focus on prevention by supporting school communities to build safe and healthy relationships. The three priorities that specifically focus on ASB are increasing attendance, promoting inclusion and supporting emotional health and wellbeing.
- In relation to preventing fly tipping, prevention is regarded as better than cure. It offers information and advice to those it regulates and seeks to secure cooperation avoiding bureaucracy and excessive cost using the three E's, Education, Engagement and Enforcement.
- This element of work for youth justice is preventative and across the board they work to address ASB at the earliest possible opportunity.

2.5.4 We also wished to highlight some of the good work of our partners in looking to address the underlying causes of ASB. A couple of the examples the Panel heard about include

- South Wales Police told the Panel that their role is to engage the community and to prevent and intervene in all forms of Anti-Social Behaviour. Their approach is intervention at the earliest opportunity and only moving to enforcement or other forms of ASB intervention when necessary. They stated that the causes of ASB with young people are complex and varied and offering only solutions that are based on enforcement will not necessarily address some of the causation factors of the behaviour.
- The Panel heard that the Coastal Housing Association aims for Coastal residents to live a life free from ASB and nuisance. They told the Panel are committed to a restorative approach to building and maintaining relationships between neighbours and communities, and in repairing relationships where necessary and work across with others to do this.

2.5.5 The use of Community Centres for all sections of the community was raised. We recognise that for whatever reason young people and some vulnerable adults under use these venues. The Panel felt that Community Centres should be just that, and more use could be encouraged for the benefit of all sections of the community.

I was involved with the drop-in centre, the Brunswick Church and that worked very well, on a Wednesday, Friday and the Saturday night, we would have at least 40 and up to 70 people in attendance. They were mainly homeless in one form or another and many had drug and alcohol dependencies. It was a place for them to go and something for them to do. I mean, we played drafts, cards, we sit down and talked. There does not seem to be anything like that within the city anymore. I am wondering whether that could be a means of prevention and tackling anti-social behaviour. Councillor Alan Jeffrey

The Panel heard from the YMCA representative that there is an issue of funding of community groups, but also how people can be supported in the Community to set up new initiatives providing a consistent service. She also said what is also really challenging is finding a venue that will be willing to have youth clubs/activities. This may be down to negative perceptions around behaviour particularly in relation to young people.

- 2.5.6 Attitudes in communities to young people was raised consistency throughout the Panels evidence gathering. Particularly in relation to where young people gather and it is assumed that they are up to no good.

Young people are not wanting to cause fear or anti-social behaviour. They are hanging around in large groups because that is often how they feel safe. We need to breakdown these perceptions between older people and younger people. I think older people need to be understood by younger people, and also young people need to be understood by older people. And I think once that comes together it will break down a lot of the barriers. Could look at some intergenerational projects and forums that are combined with older people and younger people. Both need to understand the fears, the risks, and the barriers that each of those communities are facing this is something I believe the YMCA would be glad to help with. YMCA

The Panel thought more intergenerational work would be a good way to break down such barriers and helping older and younger people to develop an understand of each other's lives. We would be keen to see more of this type of work taking place and the council linking in more widely with organisations like the YMCA. We heard that some intergenerational work has been started to be planned and will include Evolve workers and part of the CMET team, it will also involve the communities and local Councillors.

The Panel felt that more access by young people to centres like Brynhyfryd Early Help Hub and Youth Club would be of huge benefit, but what was essential was the access to trained Youth Work support. The Panel agreed that more resources may be required to ensure that all young people across the City and County of Swansea can, if they choose, have access to such support. The Panel recognised the limitation on council resources but felt that this is key. The Panel were happy to see many activities made available by voluntary organisation and volunteers but felt the availability of trained youth workers was essential.

- 2.5.7 The Panel recommend to Cabinet that they:

- Work with partner organisations to improve the understanding of each other's roles in order to help provide clarity and consistency of approach to ASB for the service user and the public. This should include a map of the services and powers available across the partnership. (R8)
- Look at providing resources to do more work with primary school aged children that includes ASB matters. (R5)
- Develop a Multi-Agency Strategic Forum where solutions to cross cutting themes and ways of working can be discussed. (R9)
- Looks to increase the number of Youth Workers in Swansea with the aim

of every community across the City and County of Swansea having dedicated Youth Worker Support (R17).

- Look to further build upon the intergeneration work with young people and the older generation, both within the Council and with our voluntary sector. (R13)

2.6 The Council, its partners, communities and other stakeholders will need to work together to overcome wider challenges and barriers to improvement.

2.6.1 The Panel recognise the complexity of ASB and how there are many influences on how we progress and ultimately improve the services we provide. The Panel have therefore detailed, from the evidence gathered, some of the challenges faced by the Council and its partners in relation to ASB that have not been mentioned elsewhere in this report, including any suggested ways forward.

2.6.2 **Low levels of reporting of ASB incidents** was raised as an issue throughout the inquiry. The Panel wished to explore why this was the case and the potential consequences of it. Councillors were pleased to see it recognised and represented in 5 Anti-Social Behaviour Principles in the Home Office Guidance, where it says, '*encouraging the reporting of ASB, taking it seriously and adopting a restorative approach when dealing with it*'. It is hoped that this will help to consistently assist and drive organisations to encourage victims to report ASB.

The feedback from our service users is that messages are often conflicting between partners, i.e., stating that the ASB is a South Wales Police matter/ South Wales Police stating it is a local authority matter. This at times becomes frustrating for the service users who then stops reporting it.
Victim Support

We were interested to explore why people do not report. One of the main reasons we heard was a feeling that nothing happens when it is reported. We found that this may be down to the lack of feedback to the victim rather, than no action actually taking place. We would like to see all Council services and partner organisation have processes in place that enable feedback to reporters of ASB.

If reporting is not taken seriously or acted upon the trust may be lost, you go down this spiral of underreporting, not trusting the agencies involved and this can make the whole thing more difficult to deal with. Pobl Housing Association

Another reason that was mentioned was the time it can take and the frustration caused in trying to report it, as the Panel heard that getting through to South Wales Police 101 telephone line can be at times lengthy and that there is complicated form if you wish to report online. We would encourage South Wales Police to look at the resourcing of the South Wales Police 101 telephone line and to consider simplifying the online form, where possible.

While these reasons have been highlighted, we do also realise that there may be a whole array of reasons people do not report including their own vulnerabilities or situation and the fear of retribution.

I think what we get reported is just scratching the surface of what people are experiencing and that is something I think we can do more about certainly in terms of identifying where those issues are occurring across the different agencies. This would be particularly useful for targeting things locally, not just identifying where there are issues in terms of what is reported by the under reporting. Pobl Housing Association

2.6.3 Increase in ASB since the Pandemic. The Panel heard that there had been an increase in low level crime and/or nuisance since the pandemic. We heard that it tends to be the sort that does not meet South Wales Police or agencies thresholds for action but is still distressing for victims and communities.

We heard from Coastal Housing that one of their biggest issues is neighbour complaints into each other's conduct, noise, drug use, visitors, parking, pets. We were told that these are the persistent issues, they are often quite low level so the threshold is not met for action, but we recognise that they are not low level for the people experiencing them, for the people experiencing them it is still incredibly stressful. The Panel heard from Coastal Housing that it does feel like agencies might sometimes not treat the information from housing association staff as evidence or consider it as criteria for action or intervention, which can be frustrating.

The representative from Pobl Housing shared a report by about the impact of ASB on victims (Author Baroness Newlove) called ASB: Living a Nightmare - ASB Help Nottingham Trent University April 2019. It says:
It is disrespectful to hear ASB being referred to as 'low level crime', and that this description illustrates how ASB is often treated as a series of isolated incidents, rather than taking into account the cumulative effect that it has on its victims. Police and Council staff are failing to appreciate the cumulative impact of persistent ASB on its victims – with each incident being treated in isolation and the underlying causes being ignored. Police, local authorities and social housing landlords all have responsibility to tackle anti-social behaviour by working together to help victims. Too often, victims are being passed from one to the other and feeling as if no one is listening. The failure of Police, Councils and housing associations to advertise the Community Trigger and provide a cohesive response is a dereliction of duty to residents.

The Panel recognised the cumulative effect of what is considered as low-level crime can be extremely difficult for victims to live with. For example, Pobl told us that *'drug and substance misuse is a problem, not necessarily the high-level kind of serious cases you would imagine to be, i.e., cannabis use but we do often have quite a 'back and forth' with the South Wales Police where it is not a landlord issue but South Wales Police won't investigate as it does not meet their threshold'*.

We do also understand that it can sometimes be difficult or undesirable to address some low level anti-social behaviour through the courts. This is either because the burden of proof cannot be reached, or because it will not be in the public interest to do so. We therefore heard that civil or informal remedies are often favoured above criminal sanctions.

- 2.6.4 **Mediation** was mentioned as one such possible remedy. We heard from Coastal Housing this is a useful tool to assist those residents involved to listen to each other in a neutral space, so they are able to understand the impacts on each other, cooperate, compromise and hopefully reach agreement. It was mentioned that it can be complex and difficult to access some services/support and that this can be a contributing factor, particularly in terms of mental health, substance misuse, social care. Housing Associations told us that this feels like it is getting harder, particularly terms of eligibility thresholds.

I would love to see a time in Swansea where we are able to have highly trained restorative mediators to work working alongside all the partner agencies to be able to tackle those very difficult disputes. It can be an incredibly powerful tool that gets sustained outcomes. Coastal Housing

The Panel agreed with Coastal Housing when they said that it would be good if organisations could come together with a shared agenda looking at how we can get a trained group of restorative practice facilitators in order to get to that sticky group of challenges that is not meeting a threshold for any kind of help. So as Coastal Housing representative said, *'instead of us all doing our own thing we could we look at how we might do that together'*.

- 2.6.5 **School Attendance.** One of the key challenges identified by the Education Department was around low attendance, persistent non-attendance and a rise in behaviours leading to school exclusions. It is not just Swansea but a national issue, although Swansea is performing better than some currently local authorities in Wales. The Panel heard that attendance is still a high priority for improvement locally. An action plan to address this and engagement was in the latter stages of development at the time the Panel spoke to them. Although the Panel were told this is set against challenging budgetary constraints for both schools and the local authority. The Panel were also pleased to hear about the Inclusion Strategy that was being finalised which encompasses the priorities for supporting vulnerable learners over the next three years.

- 2.6.6 **Perception and expectations in relation to ASB.** The Panel found the issue of perception and the expectations around ASB mentioned frequently throughout the inquiry. Hearing the public perception of what ASB is, can vary. The Panel heard that public perception of ASB and the fear of crime is, and has always been, a challenge and does not always match with reality.

We heard that the South Wales Police historically have not published data that highlights successful intervention and support, which would inevitably provide the community with reassurance and confidence in how ASB is dealt

with. The Panel agreed with Wales Police when they said that this would be beneficial to improving that issue of perception vs reality. We did hear that South Wales Police alongside the ASB Co-ordinator conduct public engagement and information events like White Ribbon Day, this helps them get an idea of what the perception in relation to crime at that time.

I would just like to say that to be perfectly honest, a lot of older people feel very, very vulnerable, especially in the evenings, walking around in Swansea and in the local areas, because we just feel that there is no one around and we do not know where to go to if we need help. For older people, I do think that this issue really needs to be looked at. Aging Well Member

The clash between perception and reality came out most strongly in relation gatherings of young people. The perception that if there is a gathering of young people for whatever reason that they are always up to no good. We heard that young people found this most upsetting and those services and organisation working with young people raised it as a problem. Councillors agreed that there needs to be more understanding across communities about young people and how communities engage with each other. We heard from social services that the next steps are to develop an understanding of what they do that causes most upset in communities. Also, awareness raising was needed and the encouragement of a positive narrative on the issue, it is important young people are seen as part of the community.

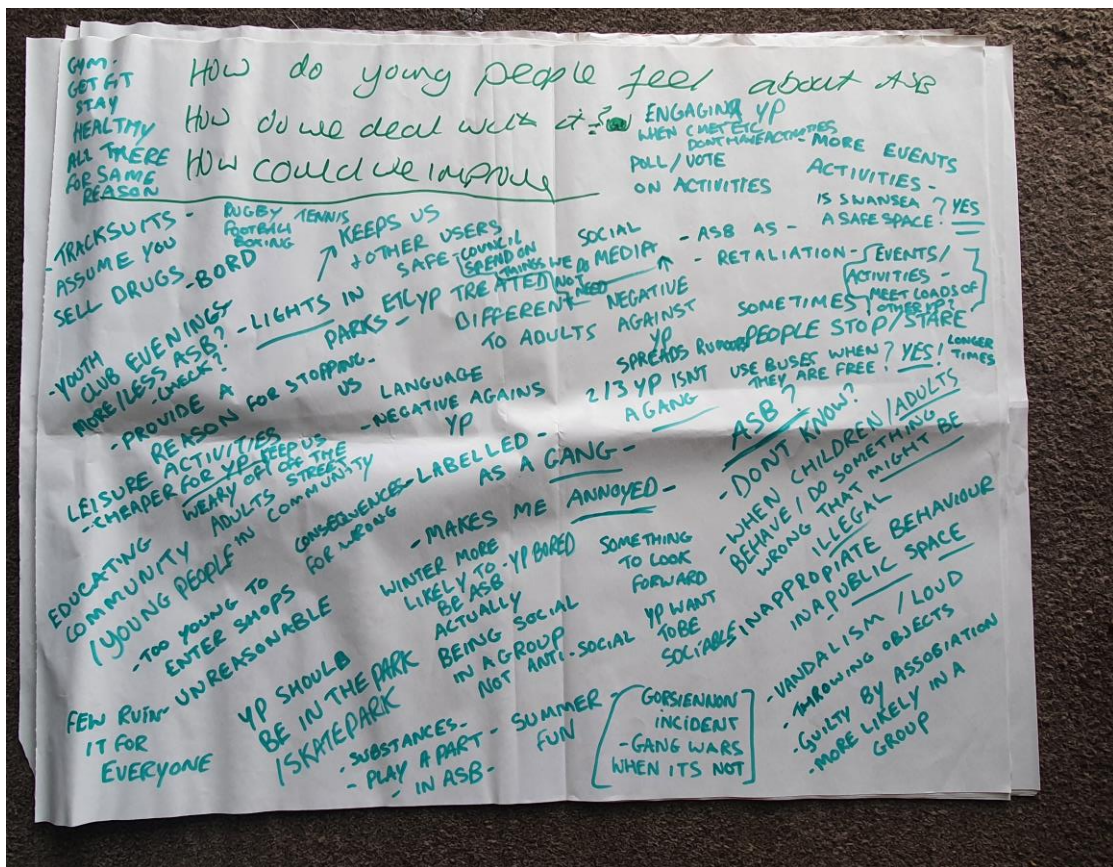
The Panel heard that the Council's Children's Rights and Participation Officer is undertaking preparation work with the young people with a view to setting up a Youth Forum to consider the perception of the young people in the community to address and negatives.

The Panel heard that all young people want is somewhere safe, light, ideally with Wi-Fi, where they can sit down and be with their friends. The Panel agreed with the Head of Care Services when she said there are opportunities for us to strengthen our community work together and this does necessarily mean we need statutory partners putting in substantial amounts of resources.

2.6.7 Young People Views. After speaking to young people at an inquiry specific engagement event the Panel wanted to include a section of the report dedicated to what they thought was an extremely useful and beneficial session. They were impressed with knowledge and commitment of the young people who attended. Some of issues raised by Young People include:

- Need more places to go for young people that are safe. Youth clubs open more, leisure centres etc.
- Need to educate PCSOs to understand what it is like to be a young person.
- More help for mental health.
- All young people labelled the same, as problem, it is only a small number that cause the problems.

- Need to better educate adults in community, PCSO and others so they deal with young people fairly, so they can feel safe and respected.
- Tell young people more about what they can as well as cannot do i.e., educate us on things that affect us like scooters.



One of the Flip Charts completed by Young People at ASB engagement event on 9 May 2023

- To reach young people put things out on the right social media like snapchat, Instagram and Tik Toc.
- More could go out on the youth clubs media accounts.
- People always look at the bad stuff about young people but what about all the good stuff.
- ASB often adults do it with young people experiencing it.
- No enforcement at the Quadrant Bus Station so YP feel intimidated, can the city centre rangers, PCSO's do more there.
- Feel safer in their communities, do not feel safe in city centre or on buses.
- Littering a real problem in Swansea.

2.6.8 **Designing out ASB.** This was only raised briefly within the evidence gathering, but the Panel felt it should be mentioned as it was a useful tool that is and can be used. The Panel heard that modern building practices on large projects can help design out ASB. The careful attention to the planning of towns, buildings and housing estates can help reduce crime. It is well documented that good planning and design have a key role to play in reducing crime and then also people's fear it. The Panel recognised that

'Designing out Crime' is considered to be an important part of the planning function.

- 2.6.9 **Monitoring and measuring ASB.** The Panel agreed that there is a need to ensure that the right data is collected that can measure and monitor ASB fully and correctly to form a base for future financial and service decision making, not only for the Council but also its partners.

There needs to be data that can be interrogated so that underlying trends can be fully recognised and resources targeted. Pobl Housing

It was recognised that ASB data was predominantly based on South Wales Police information. ASB data is monitored and collated via the South Wales Police NICHE system. Niche allows for data to be collated and analysed for any developing trends. The ASB Coordinator has direct access to this system in order to update, endorse, process referrals and run reports to analyse specific trends, hotspots and perpetrators. It was felt that although this data is useful it does not always provide a wider picture of ASB. The low reporting rate and involvement of other agencies who may deal with issues without raising a referral can make the data unrepresentative of the true picture of ASB in Swansea. For example, we heard from social services the challenge was that the concept is large, and behaviours considered anti-social can be broad and wide ranging and of different levels and severity. Capturing data can therefore be difficult to collect and pinpoint.

I think if I were to propose one thing that would be particularly useful is some kind of wider partnership analyst type role or resource or things that we can all contribute to understand better what that data is in Swansea and how we can react to it locally. Pobl Housing Association

The Panel were told that, for example, 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 is not 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. The Panel were told that ASB is a 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.

The Panel felt that good comprehensive data collection would help us all target resources and plan future services far better, both as individual organisations and as a partnership.

We heard from the Housing Associations that there has also been some complexity around data sharing agreements within the world of ASB and safeguarding. They said that this is incredibly sensitive data that really needs

to be held with the highest level of confidentiality and they explained how they have struggled in the past in terms of some getting to a place where they just see the data they need to and not the data that is related to residents of other housing associations or elsewhere.

The Panel found that some partners were experiencing difficulty regarding data sharing protocols and confidentiality. Effective data controls for data sharing should form part of the wider mapping exercise that the Panel recommends takes place in relation to ASB governance. The Panel recognised data must be processed and shared within the confines of the law and would encourage all partners to ensure they have agreements in place and are they are up to date.

2.6.10 **Online world impacts on young people.** The Panel shared the collective concerns of CMET, YJS, Evolve and early help teams who are worried about how the online world impacts on young people including the online influences of social media and the response to ASB. For example, Facebook community groups can escalate issues significantly. They heard, for example: 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 significant impact on restorative work and also has a detrimental effect on a child's wellbeing.

We asked whether all those involved with children and young people including families understand all the online influences experienced and how to keep them safe online. The Panel heard inappropriate online content can be difficult to monitor. Internet challenges are different and they change very quickly.

The evidence suggests the need to develop 'digital resilience' among young people. If young people know what to look out for, they can avoid things that do not seem right. Teaching the difference between healthy and unhealthy relationships and give young people the tools to spot warning signs and get out of potentially harmful situations is vital. The Panel heard that services must keep a focus on the young person and supporting positive behaviours by working with families and the community.

We were pleased to hear about the project to *support schools with understanding and preventing extra familial harm*. The Panel heard that the feedback from the initial school work (as part of contextual safeguarding approach and work that the youth service has co-ordinated) has been successful and schools have been asking for this to be rolled out further using this multi-agency approach, utilising the skills and commitment of our partner agencies. The intention has been to roll this out across Swansea; however, all agencies are experiencing resource issues that could impact on this being delivered across all areas. We would like to see this developed and continued to be rolled-out across all schools in Swansea.

We also recognise the wider work being done by Contextual Missing Exploited and Trafficked and Evolve will help in building children and young people's resilience to the online threat.

2.6.11 **Complexity of people's lives.** We recognise that it is important to understand the often-complex situations of both victims and perpetrators of ASBs and how important it is to deal with people in a holistic manner using all the skills agencies have that can help.

South Wales Police told the Panel that, for example, the vast majority of cases ASB where it involves young people are committed by a nucleus of individuals who are well known to services. Their lives are complex, and the interventions put in place also span a number of partnership services and their peer influence can be significant.

We heard from Housing that as a social landlord the objective to support people to sustain their tenancies and to help create communities which are safe and secure. They said some tenants have complex needs and present challenging behaviour. They work closely with those tenants and with other services as appropriate, in an effort to modify that behaviour. Engagement is often challenging and it is complex and influenced by many different factors. The Panel were pleased to hear that Housing will engage with people in whatever way works for them and by accessing services of partners to support that.

What we see and what can be difficult, is the small cohort of people who are transitioning in and out of supported housing, in and out of general needs, in and out of prison, in and out of mental health institutions or detox or rehab. It does not feel like the right thing has been designed for and/or works for this group of people across the services. It is quite a small group in the number, but they are costly to services and costly to their lives. They are not getting what they need in terms of a therapeutic intervention. And I think the model for them has yet to be designed. Coastal Housing Association

The Panel heard that some individuals may have experienced adverse childhood experiences which can lead to substance dependency, mental health issues, chaotic lifestyles etc. Individuals with complex needs can be victims themselves and vulnerable to coercion, cuckooing and exploitation. We heard that the Council works both locally and at a strategic level to ensure the right support and advice is available to such individuals whilst also trying to minimise the impact of their behaviour on the wider community.

We heard from Coastal Housing that many of the causes of ASB are much bigger than they or any social landlord can solve. Indeed, they felt that the Council is more able to exert influence over some of the wider issues like poverty, social inequality, childhood trauma, institutionalisation, trauma within systems, you know, prisons, criminal justice, mental health and looked after children.

Coastal Housing Association told us they use an ASB risk matrix which helps determine vulnerability and risk. This is key to determining what is the most proportionate response in this situation and to understand the real impact. They said it would be interesting to see if there was a way using this so there is more consistency across services.

2.6.12 **Engaging with support.** Panel members heard that 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.

2.6.13 The Panel recommend to Cabinet that it:

- Ask the Safer Swansea Partnership to investigate how to improve levels of reporting of incidents of ASB including asking South Wales South Wales Police to consider its response times in relation to the 101 non-emergency line and to simplifying the online reporting form. (R14)
- Investigate the possibility of developing a multi-agency mediation resource. (R15)
- Look to counteract the negative 'online world' impacts on children and young people by (R16)
 - continuing to build on and share the expertise and information available.
 - Resource the CMET training that will support schools with understanding and preventing extra familial harm.
 - Consider extending this training to Gower College and to others who work with young people.
- Work with Community Centres to encourage more use of facilities for/by young people and vulnerable groups. (R18)
- Develop and build upon appropriate data collection process in order to help plan future service provision and monitor effectiveness of strategies used. This monitoring process should be linked to the ASB Home Office 5 key principles (once they are formalised). (R23)

3.0 RECOMMENDATIONS

The Panel commends Cabinet to consider all issues and ideas raised by this inquiry and, in particular, the recommendations set out below.

The Panel recognises that the Authority

- (a) will need to ensure that any subsequent actions are legal and meet the requirements of any relevant legislation.
- (b) has a responsibility to make the best use of limited resources and that any additional costs will need to be considered carefully as part of the annual budget setting process.

The Panel has kept these principles in mind in the course of its investigations.

Recommendations

Cabinet is asked to consider those recommendations that they are directly responsible for, but also make representation on behalf of the Council, where agreeable, in support of any recommendation that would require action from others, such as the Safer Swansea Partnership.

The Panel recommends that Cabinet:

- R1. Investigates options for appointing an independent chair for ASB Case Reviews and then put most appropriate option put in place. This should be done as a matter of urgency.
- R2. Continues to build upon and embed the five key ASB Home Office principles into the work of the Council.
- R3. Looks at devolving the Community Protection Warning / Community Protection Notice powers to Housing Associations, with consideration being given to their use by other partners.
- R4. Carries out a Council wide mapping exercise to establish and provide clarity in relation to ASB. It should include, but not be restricted to the governance, roles, resources, regulatory powers and other tools used (or available), use of the referral process and equity of services provided to the public.
- R5. Looks into providing resources to do more targeted work with primary school aged children that includes ASB preventative matters.
- R6. Widens the current membership of the Public Services Board and Safer Swansea Partnership to include local Housing Associations.
- R7. Investigates the potential of developing a partnership hub/office where services to ASB across organisations can be co-located.
- R8. Works with key partner organisations to improve the understanding of each other's roles in order to help provide clarity and consistency of approach to ASB for the service user and the public. This should include a map of the services and powers available across the partnership.
- R9. Develops a Multi-Agency Strategic Forum where solutions to cross cutting themes and ways of working can be discussed.
- R10. Ensures that good feedback mechanisms for the public are in place across the Council and that we use that feedback to improve the services we provide.
- R11. Considers and reviews accessibility to information about ASB in order to ensure ease of access.
 - Ensure key information is available in different languages, formats and in physical form.
 - That we look to have information available in different locations in the Council across the partner public locations.

- Build on how we target information to suit those we are looking to reach i.e., young people.
 - Review the Council's website content in relation to ASB with a view to expanding what is available.
- R12. Maximises the opportunities to raise awareness of ASB, in particular:
- Publicise good news stories about work that is done by the Council.
 - Communicate and raise awareness of young people's positive activities in the community.
 - Look to influence and change the negative narrative and language used about young people in the media.
 - Provide information and raise awareness of the ASB Case Review.
 - Link up with the new Council's Community engagement office located at waterfront Museum.
- R13. Looks to further build upon the intergenerational work with young people and the older generation, do this in conjunction with the voluntary sector where appropriate.
- R14. Asks the Safer Swansea Partnership to investigate how to improve levels of reporting of incidents of ASB including asking South Wales Police to consider its response times in relation to the 101 non-emergency telephone line and to simplify the online reporting form.
- R15. Investigates the possibility of developing a multi-agency mediation resource.
- R16. Looks to counteract negative 'online world' impacts on children and young people by
- d) continuing to build on and share the expertise and information available.
 - e) resource the Contextual Missing Exploited Trafficked Team training that will support schools with understanding and preventing extra familial harm.
 - f) consider extending this training to Gower College and to others who regularly work with young people.
- R17. Looks to increase the number of Youth Workers in Swansea with the aim of every community across the City and County of Swansea having dedicated Youth Worker Support.
- R18. Work with Community Centres to encourage more use of facilities for/by young people and vulnerable groups.
- R19. Looks into the potential of Housing Associations contributing to some of our environmental services like noise abatement and fly tipping in order to increase their levels of service provision.
- R20. Completes more regular deep cleans of the City Centre particularly in and around the Quadrant Bus Station.
- R21. Work with local businesses and the Business Improvement District (BID) with the aim of tidying up shop fronts and rubbish storage across the City Centre.

- R22. Carry out regular 'walk throughs' of the city centre and communities across Swansea to see the locations through the 'eyes of the public' and to identify issues of concern. This should be done in conjunction with local ward members.
- R23. Develops and builds upon appropriate data collection processes in order to help plan future service provision and monitor effectiveness of strategies used. This monitoring process should be closely linked to the ASB Home Office 5 key principles (once they are formalised).
- R24. Make representations to Police and Crime Commissioner's Officer asking them to consider grant funding on a medium-term basis (i.e., 3 yearly).

ACKNOWLEDGEMENTS

The Panel is very grateful to everyone who contributed to the inquiry.

The Panel would, in particular, like to thank the following people for all of their help and for the information provided.

South Wales South Wales Police
Coastal Housing Association
Pobl Housing Association
Young People and Youth Workers at Brynhyfryd Early Help Hub Event
Cabinet Members: Alyson Pugh, Hayley Gwilliam, Louise Gibbard and Andrea Lewis
Council Department's including Education, Social Services (including CMET, YJS and Evolve) and Place
Anti-Social Behaviour Co-ordinator
Local Area Co-ordination
Community Engagement Transformation Lead Officer
Aging Well representatives
LGBTQ+ Forum representatives
Disability Forum representatives
Black Minority Ethnic Communities Forum representatives
Swansea Against Business Crime representative
Business Improvement District (BID) representative
City Centre Manager
Swansea Council for Voluntary Service (SCVS)
Urban Foundry Ltd representative
Mumbles Traders representative
Victim Support written submission

ABOUT THE INQUIRY PANEL

The **Anti-Social Behaviour Scrutiny Inquiry Panel** is a team of Councillors who are not members of the Cabinet, appointed by the Council's Scrutiny Programme Committee. Inquiry Panels will examine a strategic issue of concern and make recommendations about how policies and services can be improved.

Members of the Panel

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Adam Davis

Mike Day

Victoria Holland

Yvonne Jardine

Alan Jeffrey

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