

# A Priority In Common

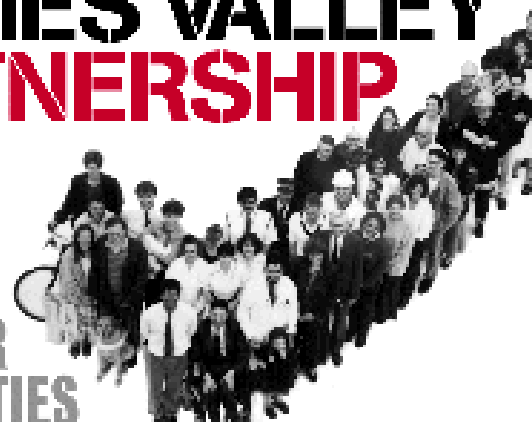
A Resource Book on  
Anti-social Behaviour

By John Hedge

November 2002

**THAMES VALLEY  
PARTNERSHIP**

WORKING  
FOR SAFER  
COMMUNITIES



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# Introduction

## Sue Raikes, Thames Valley Partnership

This document is in two sections.

This report begins (Section A) with the results of a scoping exercise on approaches to anti-social behaviour in the Thames Valley, undertaken by the Thames Valley Partnership in September 2002. The findings from the report formed the basis for a seminar in October 2002 and this document also includes the presentations and discussions from the seminar, in the form of slides and notes of discussion (Section B).

Nearly 50 people from across the Thames Valley and from a range of different organisations attended the seminar reflecting considerable interest in the topic and giving an opportunity for the Thames Valley Partnership to contribute to developing practice at an important time. Anti-social behaviour is now a priority in all the community safety strategies across the Thames Valley and policy and practice is developing fast. In November 2001 the Thames Valley Partnership hosted its first Mending Fences seminar, and it is clear from the presentations and discussions almost a year later that this first event had a significant impact on the thinking and work of many practitioners across the Thames Valley. Of particular significance was the presentation by Paul Dunn from Islington and his work on Acceptable Behaviour Contracts.

In the intervening 11 months most areas have set up anti-social behaviour panels, developed protocols for information sharing and started to think about the use of Anti-social Behaviour Orders and in many cases, Acceptable Behaviour Contracts.

The focus of the Thames Valley Partnership's work in this field reflects the twin principles of partnership and prevention which underpin all our work.

Our aim is to focus on preventive and earlier intervention, to develop and disseminate good practice across the Thames Valley, and to strengthen partnership working. We have been working closely with community mediation schemes in the Thames Valley to look at the potential for mediation and restorative approaches which can complement the work of the anti-social behaviour panels and to contribute to the prevention of anti-social behaviour.

The Home Office website and the crime reduction toolkit on anti-social behaviour identifies 30 organisations which can help tackle the problem. It seems significant however that it does not mention any organisation which would use conflict resolution approaches to prevent the escalation of the problem or aim to intervene earlier to bring about resolutions outside of formal processes. The advice focuses entirely on organisations that can assist by providing evidence to pursue legal processes.

It is our view that earlier preventive intervention can at times avoid expensive, bureaucratic and potentially punitive action. Whilst Anti-social Behaviour Orders may well be necessary in a few cases we, along with many of our partners in the Thames Valley, see them as a method of last resort and wish to promote approaches which tackle the underlying issues at an earlier point and aim to seek resolutions for the benefit of local

communities. The seminar provided an opportunity to look in more detail at a number of these approaches across the Thames Valley.

I would like to take this opportunity to thank the PF Charitable Trust who have contributed generously to the Thames Valley Partnership for the last four years. The flexibility of their funding enabled us to develop this new area of work, undertake the scoping exercise and host the seminar.

We are now very pleased that the Nuffield Foundation has given us a grant to continue this work for the next two years.

Sue Raikes  
Chief Executive

## Section A

### **A Priority in Common**

Report of a scoping exercise on approaches to anti-social behaviour in the Thames Valley

#### **1. Context, Introduction and Summary of Work**

Concern over anti-social behaviour became a major concern for the public during the 1990s. The results from public surveys on crime and policing in the U.K (eg Bland 1997) showed that as well as the usual priorities of domestic burglary, violence and drugs the public placed a high priority on the tackling of 'less serious' incidents - anti-social behaviour, incivility, minor disorder and 'quality of life' issues. It was equally clear that anti-social behaviour was affecting large numbers of people. The British Crime Survey (1998) indicated that 8% of people regarded this form of disorder as having a substantial effect on their quality of life and as many as 43% felt that it had a moderate effect. Moreover all research undertaken confirmed that anti-social behaviour tended to be concentrated in certain communities and 'hot spot' areas.

As early as 1982 Wilson and Kelling in the United States had suggested a link between disorder, fear of crime and more serious crime, and proposed their 'broken windows' theory to explain this phenomenon. This theory is summarised by Bland and Read in their paper 'Policing Anti-social Behaviour' (2000) and can be summarised as follows: -

- If a broken window in a building is left unrepaired the other windows will soon be broken.
- Vandalism can occur anywhere once informal social controls are lowered by signals that 'no-one cares'.
- This breakdown need not lead inevitably to increases in more serious crime, but Wilson and Kelling suggest that the change in the neighbourhood will affect residents' perceptions of crime.
- Once people assume that there is more crime, especially violent crime, they will change their behaviour; using the streets less often and avoiding contact with others.
- Community bonds weaken, and individual isolation increases thus making the area more vulnerable to crime.

Bland and Read indicate that findings from the British Crime Survey of 1998 seem to support this proposition showing a high correlation between the level of physical disorder in an area and the level of victimisation of burglary, vehicle theft and violence.

Many forms of anti-social behaviour, therefore, and the ways in which they are responded to have rightly emerged as a higher priority than they once were, hence the provision of new powers in the Crime and Disorder Act of 1998, with the introduction of Anti-social Behaviour Orders and Curfews. In the same legislation was the recognition that these and other problems of crime could only be tackled on a multi-agency basis. The establishment of crime and disorder partnerships required to produce strategies based on thorough audit fundamentally changed the context in which these problems were assessed and

responded to. It was also recognised that the wider range of social policies needed to be cross cutting - the Neighbourhood Renewal Strategy, for example, stressed the importance of a more coherent multi-agency response to anti-social behaviour in high crime estates.

Much of the early emphasis and discussion nationally centred on the Anti-social Behaviour Order, and to what extent should it be regarded as a last resort. While there are certainly outstanding issues about the legal process, the reaction of courts and enforcement, as well as current proposals to extend the provision, these pre-occupations have to some extent missed the point. One of the purposes of ASBOs was to provide a backstop for partnerships, and the power to work on anti-social behaviour. As Hugh Marriage, Director of GOSE said in a speech to a partnership Conference in October 2001: -

“The mere possibility of ASBOs legitimises the work of partnerships in tackling anti-social behaviour, whether or not they formally use ASBOs very often. Certainly without those powers most partnerships would not start trying to tackle otherwise intractable social behaviour - for instance through Anti-social Behaviour Contracts - simply because they know the offenders will quickly call their bluff”.

He concludes though that “the answer lies in the partnership” and that “partners can do things not only through powers but also by influence”. Clearly a range of approaches are needed, and they can only be made available through clearly defined strategy and collaboration between partners.

The need for a range of responses has to date been underplayed in official documents on Anti-social Behaviour, including the Home Office Toolkit on the subject, but the Home Office report - ‘A Review of Anti-social Behaviour Orders - Research Study 236’ recently published, specifically notes the success of other interventions, including mediation, and diversion activities. It also notes that most areas now used Anti-social Behaviour Contracts, or similar processes, to intervene early with problem behaviour leaving ASBOs available for more serious or intractable cases.

The same report recommends among other proposals that outside agencies should be invited onto problem solving groups and given training by partners on their anti-social behaviour strategy and that problem solving would be helped if funds were available to pay for diversion initiatives.

Within the Thames Valley all 16 partnerships have made anti-social behaviour a priority in their new three-year strategies. In a number of locations, including Chiltern Vale, inter-agency work had begun before the Crime and Disorder Act. The area is large geographically, and socially very diverse. Though generally prosperous there are significant urban and rural areas of significant social deprivation and relative poverty. A major distinguishing feature of the area is the commitment of the Thames Valley Police to restorative justice as a response to crime. Many of the tasks and processes carried out within restorative justice relate to ‘visible disorder’, and are based on mediation techniques, so that any consideration of a range of options to deal with anti-social behaviour in the Thames Valley must take both the structures and practice of restorative justice into account, as well as the wider informal influence which this movement, led by the police, has had.

The Thames Valley Partnership has worked extensively around issues of community safety and restorative justice for a number of years, with an emphasis on the importance of effective partnership working, and the key components which enable this to happen. Clearly a number of current agendas overlap considerably - issues of social inclusion, neighbourhood empowerment, anti-social behaviour and crime need to be considered against new education, health and substance misuse strategies. All the agencies involved in crime and disorder partnerships need to cope with this complexity and develop coherent strategies, which are jointly owned and upheld. In November 2001 Thames Valley Partnership held a conference, 'Mending Fences', for practitioners with responsibility for tackling conflict in the community, and information was shared about conflict resolution and restorative approaches to neighbourhood conflict, nuisance and anti-social behaviour.

The present scoping exercise has two main aims: -

1. To give a preliminary picture of the progress made in the Thames Valley on anti-social behaviour work, facilitating the exchange of information on key issues between partnerships.
2. To identify the potential for further mediation and restorative approaches so that developmental tasks can be identified for further work, for which funding is being sought.

Initial soundings suggested some starting assumptions as follows: -

- Although anti-social behaviour is seen as a priority across partnerships there is wide diversity about progress and infrastructure.
- The involvement of community mediation is patchy and there are significant differences in the availability of this source of problem solving.
- While restorative justice approaches, particularly with young people, are now firmly established across the area, the way this work links to other mediative community approaches is not generally clear.
- Where community mediation schemes are involved there is a tendency to underuse this approach.
- There is considerable interest across the area for both sharing information about progress and the development of preventive options.

The report moves on from these initial observations to provide an overview against a number of key questions and identifies the main areas for future discussion and decision. The emphasis is on identifying the main overall issues and differences, rather than providing details of each area, though where good practice or innovation is happening this is specifically identified. The main practice points and development issues are identified in each section.

The report is based on the following: -

- Initial consultation with each of the 16 partnerships, normally with the Community Safety Manager.
- A study of documentation provided by a number of the partnerships.
- Meetings with the co-ordinators/managers of each of the four community mediation schemes in the Thames Valley.

- Data provided by the Thames Valley Police.
- Consultation with key police staff
- A reading of the local and national available literature.
- An internet search for further relevant material.

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## 2. Defining Anti-social Behaviour

### The Wider Debate

The difficulty in defining anti-social behaviour accurately is well known, partly because it tends to include a wide range of activities and participants. Both context and local circumstances may also come into play in making judgements. Police services have usually taken a pragmatic and common sense view about the distinction between serious crime and the range of other behaviours which cause harm to communities.

Bland and Read (2000) studied the approaches of nine police areas. Some used a list of behaviours to be targeted as part of a police initiative rather than aiming for a general definition. Hampshire, for example, in their Enforcing the Peace initiative identified the following incidents: -

- Drunken loutish behaviour
- Intimidating gatherings of young people in public areas
- Public use of obscene language
- Aggressive begging
- Litter
- Graffiti
- Damage
- Inconsiderate/reckless riding of cycles
- Illegally parked or abandoned buildings
- Drug dealing
- Prostitution

Clearly police have powers in some of these areas, but the position is much less clear in others where solutions and powers may lie with other agencies. Lack of clarity may have serious implication for both police practice and inter-agency working. As Crawford (1997) points out, disorderly behaviour violates community expectations of appropriate civil behaviour, but there are difficulties - not least in disputed situations whose definition should be accorded priority.

Bland and Read quote the importance of definition in being able to measure the problem, but again there are difficulties. Surrey Police and the Metropolitan Police devised a definition as follows: -

'A breach of the peace of which police are aware which may require police intervention or action in partnership with others.'

This is clearly based on an assessment of actual or potential risk of public harm, but would exclude many of the incidents and situations generally seen as coming within the scope of anti-social behaviour.

The perspective from other agencies, notably housing authorities and registered social landlords, is clearly crucial in trying to develop common definitions and approaches. The July 2001 fact sheet published by the Department for Transport, Local Government and the Regions indicates that up to 20% of housing managers' time is spent on dealing with

nuisance and anti-social behaviour, and that between two and 10% of tenants on any given estate have been the subject of complaints. Other figures indicate a considerable increase in the proportion of complaints which relate to noise.

The Department notes that anti-social behaviour can sometimes be of a serious and criminal nature, but can also include such things as: -

- Loud music
- Barking dogs
- Verbal abuse
- Vandalism

*Which, while not criminal in nature can be equally detrimental to the quality of life in the community (my Italics).*

The fact sheet goes on to list the powers and options which authorities and social landlords have had since the 1996 Housing Act, and also describes the introduction of ASBOs.

Clearly housing agencies are seeing at first hand large numbers of anti-social behaviour cases, and are likely to be the primary responding agency at least in the early stages of concern, with housing staff having to combine support, mediative and enforcement functions within a single role in many instances. Training for such staff and consistent availability of independent mediation provision would appear to be crucial to any preventive strategy, but this is referred to only in passing in the Department fact sheet.

One much used definition of anti-social behaviour is the definition of behaviour for the purposes of applying for an Anti-social Behaviour Order under the Crime and Disorder Act:-

'Behaviour of a persistent and serious nature that has caused or was likely to cause harassment, alarm or distress to one or more persons not of the same household as the offender'.

This is sufficiently wide to cover most situations, certainly, but does beg further questions about both persistence and what constitutes seriousness.

Most courts have required evidence of other options being tried unsuccessfully to demonstrate persistence, but there clearly remains a need for some on the ground definition of anti-social behaviour itself. Partnerships need that in order that they can focus on solutions, prioritise, and ensure fairness and consistency. They also need working definitions for protocols and inter-agency agreement to function effectively. Government may have intended to leave the issue of definition to local partnerships so that they can have the flexibility to define anti-social behaviour for their own geographical area, but this begs the question of how much variation is acceptable before inequality and inconsistency become a serious problem. At the very least some consistency of structure seems necessary in an area like the Thames Valley with 16 different partnerships if there is to be some consistency over the triggers for, say, a mediation referral, as against an ABC.

## The Thames Valley Position

There was considerable diversity in approach to this issue among the 16 crime and disorder partnerships. Several areas did not appear yet to have developed a standardised definition, relying on local experience and judgement. The majority did have a definition, though, and this was used in written protocols.

The most common definition was a version (minus the references to persistence and seriousness) of the ASBO definition quoted earlier. The typical wording was as follows: -

'To act in a manner that causes or is likely to cause harassment, alarm or distress to one or more persons not of the same household'.

Some areas have taken this as the core definition but extended it by specific local definitions, which reflect the priorities identified by audit and included in the local strategy. In South Bucks, for example the definition includes the following: -

- Any act which raises the fear of crime or concern for public safety
- Public Disorder (people hanging around in public areas raising concern for safety among local residents; harassment; verbal abuse, public drinking, criminal damage, graffiti, and throwing missiles)
- Public Nuisance (noise, air pollution, litter, fly tipping and animal fouling)
- Public road and pathway safety (a local response to poor driving of cars and motor cycles covering abandoned vehicles, parking, road management and overgrown pathways)

Clearly many of the items in this list are capable of intervention by the criminal law or other legislation, either through the police or local authority, rather than through the options developed since the Crime and Disorder Act. While the clarity about local concerns is clearly valuable the list is a very wide one and there is no reference

Some partnerships have specifically excluded matters which can be prosecuted under the criminal law, and their definition has centred on clarity about process and method. In the case of Oxford City this exclusion is accompanied by a reference to mediation as an alternative process. The wording is as follows: -

'Actions that cause harassment, alarm or distress to one or more persons not of the same household which are not prosecutable as a criminal offence and not resolvable through mediation'.

Clearly this form of definition offers clarity about the police role and ensures that mediation is properly considered in all cases as an option. However, there may well be situations where for mediative or restorative reasons prosecution is not desirable. Similarly, there can clearly be a role for mediation approaches as part of late action, including contracts, and the definition appears to exclude that possibility. The definition will need to be reviewed in the light of Government intention to enable ASBOs to be sought as part of criminal proceedings.

In several partnerships areas looser definitions are given, reflecting a commonly held view that common sense and local judgement were important and that flexibility was needed.

Broadly speaking there appears to be four approaches to definition, as follows: -

- Lack of specific definition
- Use of a version of the 'Crime and Disorder' definition
- Expanded local definition which lists local priorities
- Definition which defines anti-social behaviour by its place in legal and other processes

### **Discussion Points and Development Issues**

- How are local priorities best included?
- How can definitions define clearly the role of criminal proceedings and the police?
- How can definition best structure a common approach to levels of intervention, as exemplified in the Oxford reference to mediation?
- How do we assess the impact of definitions on local practice?
- How much variety of definition is acceptable within a single police service area?
- To what extent are partner agencies involved in setting and reviewing definitions?

### **References**

Bland N. and Read T. op cit.

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### 3. Infra-structure Issues, Protocols and the Use of Anti-social Behaviour Panels

#### Infra-structure and Key Roles

In discussion with each partnership, information was sought about how anti-social behaviour issues were managed, and what protocols were in place or planned.

In the majority of cases there was effectively joint responsibility between a lead Crime and Disorder Partnership officer and a lead Police Officer, normally with partnership responsibilities, but in several cases working on a secondment basis. In a number of the smaller partnerships the Community Safety Manager was directly responsible for the lead role, and there was a general comment that this work was consuming an increasing amount of time.

Most areas seemed to be moving towards recruitment of a Co-ordinator or Nuisance Officer as proposed in the Policy Action Team (PAT 8) Report on Anti-social Behaviour. PAT 8 recommends that such Officers will: -

- Involve relevant agencies in identifying problems and priorities
- Detail the specific roles and responsibilities of the partner agencies
- Adhere to guidelines for information sharing in order to tackle crime and its causes
- Use ABCs in conjunction with other youth offending interventions as appropriate

While some of those consulted felt that a critical part of this role was evidence gathering, there is clearly a much wider range of responsibility than that, including, presumably early identification of problems through liaison with housing providers.

There may be other options. Slough, for example was considering whether this, and related work might be best undertaken by its Estate Wardens who operated in several of the borough's more difficult estates. In other areas where Warden schemes are in place or planned Nuisance Officers will clearly need to work closely with those involved. The Social Exclusion Unit report 'Bringing Britain Together' (1998) encouraged such neighbourhood schemes, and as Jacobson and Saville (1999) report the most common objectives of such schemes are as follows: -

- Crime prevention - including anti-social behaviour and reducing fear of crime
- Environmental improvements- including the litter and graffiti problems which feature in many audits as major anti-social behaviour issues
- Community development- capacity and confidence building

The authors suggest that there is evidence of the significant impact of these schemes in priority areas. In the Vale of White Horse Partnership scheme based on South Abingdon the first year of operation has a clear and measurable impact. Cost benefit study across the different health and public service budgets would probably show a significant 'profit' from such schemes, but it will be important to link them in with the anti-social behaviour structures and assess what best practice is, especially around problem solving activities and access to mediation.

There are similar issues for Registered Social Landlords who play the central social housing role in many of the Thames Valley local authorities. Many of these have followed the Housing Corporation recommendation that a proactive strategic approach is taken to tackling anti-social behaviour in partnership with key local agencies, and within the Thames Valley some local Housing Departments and a number of Registered Social Landlords have ongoing contracts with community mediation services enabling early preventive action to be taken. RSL policies on anti-social behaviour strategies should feed into CAD strategies.

The Chartered Institute of Housing in its Good Practice Briefing of July 2002 indicates that anti-social behaviour policies should: -

- Make it easy for tenants and residents to report problems.
- Have effective communication with complainants and perpetrators on action and outcomes.
- Encourage people to sort problems out for themselves at least initially.
- Encourage community engagement.
- Provide a framework for supporting victims and witnesses.
- Explore the possibility of mediation as an appropriate option where people cannot effectively sort the problem out for themselves either by providing a mediation service or referring people to an independent service (this being the model normally in use within the Thames Valley).
- Aim to resolve problems speedily and without recourse to legal action wherever possible.
- Have a staged procedure and a variety of options at each level of seriousness.

Clearly, since a significant proportion of anti-social behaviour episodes arise in these settings it is crucial not only that these guidelines are worked to consistently but that they splice in to equivalent assumptions and procedures in the partnership policies and protocols.

Youth Offending Team and restorative justice involvement are clearly very important to the success of inter-agency work on anti-social behaviour, given the relevance of restorative conferencing, Referral Orders and Reparation Orders to the anti-social behaviour agenda, and the provision of constructive options. Work carried out so far suggests that Youth Offending Team and restorative justice interests are normally well represented on partnership committees dealing with anti-social behaviour, with some well developed practical working relationships.

Many respondents described the issue of tensions between old people and young people, as a recurring anti-social behaviour issue which required careful handling and several examples of good practice in problem solving through mediation in such situations are given later. It may be that youth services, and groups such as Age Concern could have a more pro-active role than they generally have at present.

## **Use of Protocols**

So far as information sharing protocols were concerned there was considerable variation within the Thames Valley. Section 115 of the Crime and Disorder Act gives a general right of disclosure for the purposes of any provision of the Act to a 'relevant authority' or its

representative - the relevant authorities being the police; local authority; probation service, or health authority.

Protocols were discussed in the consultation exercise and a number of partnerships sent a copy of their current Protocol.

In several cases partnerships were still relying on this power, despite Government guidelines on the need for protocols, not least because of the need for information sharing with housing providers and voluntary organisations. Most had a protocol in place and some areas such as Oxford had developed considerable expertise in this process. However, a significant minority were still at the development stage or were redrafting. This was frequently described as a tortuous process with many delays at the legal scrutiny and approval stage, government specimen draft notwithstanding. In the Buckinghamshire Districts progress had been achieved consistently by a county level standard agreement.

Government also requires that protocols be reviewed regularly, with training provided on an ongoing basis for key staff. The position on this varied, but in some areas, for example Oxford and Reading, a well-established system was in place.

A number of other issues about the working of information sharing were raised: -

- The importance of Registered Social Landlords in achieving effective communication.
- Delays in the delivery of information- a number of mentions were made of the Police in this regard.
- The need to achieve harmonisation of paperwork and processes where possible, and the practical difficulties in achieving this.

As part of the implementation of Anti-social Behaviour Contracts, specific ABC protocols were being developed in a number of areas as an integral part of the introduction of ABCs. These are clearly necessary to achieve proper standards of performance and good inter-agency collaboration. These protocols are discussed in the next section on ABCs.

### **Use of Panels and Strategy Groups**

There is no legislative requirement for inter-agency panels, though they are recommended in Home Office guidelines. The situation varies greatly across Thames Valley. In some places, such as Chiltern Vale, an inter-agency structure pre-dated the legislation. In other places new structures have been established, or are under review.

In some areas a strategic role on behalf of the partnership is combined with a case reviewing role. In other places there is a strategic group, but case reviewing is left with officers from the key agencies. The most effective arrangement is likely to be in those areas which separate out the strategic and case reviewing functions, with clear terms of reference and accountability.

A good example of recently agreed terms of reference developed for the Oxford City Anti-social Behaviour Casework Group. They can be summarised as follows: -

- Discussion of cases including information sharing.
- Clear agreed rules and responsibilities on participants about conveyance and receipt of information.
- Permission to discuss names and addresses of perpetrators but not the names and addresses of witnesses or victims without their overt permission.
- Participation to be from the City Council, County Council (Social Services Department), Police, Primary Health Care Trust, CPS, and Mental Health Care Trust. In addition with permission from GOSE the main Oxford housing associations and Mediation Oxfordshire are represented.
- The purpose of the meeting is 'for open and candid discussion purposes and for action planning purposes'.

Bearing in mind the specific definition used in Oxford the behaviour under review would not necessarily be for the criminal law, hence the absence of specific Youth Offending Team representation. In other places the Youth Offending Team and some other agencies do participate. Among other issues is the question of where and how restorative justice and community mediation interests and expertise are best represented.

### **Discussion Points and Development Issues**

- What are the training needs of people in new Anti-social Behaviour roles, and how can good practice best be shared?
- How are we to ensure a reasonable spread of options in all areas, including those preceding ABCs?
- How well are Registered Social landlords and Councils supporting their staff in this work? Is best use being made of community mediation provision and how might this be extended?
- How well do Housing ASB policies link with partnership policies?
- How are the specific concerns relating to mental health and substance misuse reflected in policy on anti-social behaviour, and what specific options are needed in these areas of concern?
- What are the main characteristics of a good infrastructure for ASB work, and how can good practice be more effectively shared?
- How can strategy and casework be clearly and distinctly managed?
- How can RJ and Mediation interests and resources be best represented, and how can links between the two be improved to mutual advantage?
- How are victim interests best represented both in policy development and casework?

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## 4. ASBOs and ABCs in the Thames Valley

### The Wider Picture

Home Office figures indicate that between April 1999 and September 2001 a total of 466 ASBOs were made in England and Wales, the majority (84%) on men and those 21 years of age or under (74%). Some key points to emerge so far are as follows: -

- Simple streamlined protocols are needed.
- Partnership working is desirable, but strategic support and commitment from the lead agency are vital.
- Courts have in practice needed convincing that other remedies have been tried, and much stress has been placed on the value of ABCs and problem solving techniques as available prior options. The 'backstop' of an ASBO application may also reinforce such measures.
- Close partnership working needs to continue after the ASBO has been made to sustain public confidence and ensure that the problem behaviour does not escalate.
- There have been some problems with witness intimidation, and strategies to combat this are needed.
- Success is claimed overall for reduction of anti-social behaviour by ASBOs, but difficulties have arisen over delays, bureaucratic complexity, and costs.
- There have also been problems over court reluctance, enforcement, and inconsistencies in the sentencing of breaches.

Government clearly intends to strengthen the provision by broadening the agencies able to apply for ASBOs, making them available in civil courts, and also enabling application to be made for them in conjunction with related criminal proceedings.

There is now a much clearer recognition, though, that problem solving approaches are necessary to avoid over-reliance on ASBOs. The point is made by the Home Office (Findings 160, 2002) that many of those involved in anti-social behaviour are young, and often have had previous educational difficulties. Similarly mental health and substance misuse problems are over-represented so that there is much to commend a more holistic approach.

Across the country a range of options have been tried. These can be broadly categorised as follows: -

- Mediation approaches, involving work between individuals, households and sometimes groups of people.
- Restorative justice activities, typically involving Youth Offending Teams and police, with elements of victim and offender conciliation and reparation by offenders.
- Diversionary activities, for example creation of facilities for young people to meet.
- Changes to the local environment- including established crime prevention techniques.
- Use of Anti-social Behaviour Contracts.

The rapid growth across the country in the use of contracts (ABCs) is well known. Introduced initially in Islington ABCs and Parental Control Agreements (PCAs) were well piloted and their use has spread very rapidly since the first Contract in November 1999.

Good practice in relation to local protocols and working arrangements between agencies has been spreading quickly. The pioneers of Contracts have always stressed the importance of use of tenancy contravention as a powerful tool in securing compliance, and the importance of agreeing contracts quickly, and following them through closely. The focus in Islington was clearly young people, and the need for parents to take responsibility.

As Sergeant Paul Dunn of the Anti-social Behaviour Unit in Islington said to the Thames Valley Partnership Conference, 'Mending Fences' in November 2001: -

"Islington Council Housing Department and Islington Police first introduced the contracts in a pilot to tackle problems on estates and on the street. The aim was to stop the behaviour rather than punishing the offenders. The problems mainly centred on quality of life issues for local people such as threatening behaviour and harassment, racist behaviour, graffiti, criminal damage and sub-criminal behaviour. ABCs have proved extremely effective as a means of educating the parents and their children and getting the families to take responsibility and ownership of the unacceptable behaviour. The scheme can be used as part of an incremental approach leading to legal action in the form of possession orders or ASBOs should the behaviour continue. In each case there is a menu of options for further action available. This includes non-legal action such as diversion as well as legal action".

Clearly the spread and reported success of ABCs indicates that the lack of a coherent option between preliminary action and ASBOs was a major strategic deficiency in the national strategy. It may be, though that care is necessary not to set up contracts as a panacea, for the following reasons: -

- They will clearly not be suitable for many situations and targeting is a major issue.
- The need for an equitable approach suggests that a range of preliminary options is available which should be considered prior to Contracts.
- Consistency between areas is an important principle and there should be some consistency about the available menu of options.
- Follow through on ABCs is important and has resource implications.
- There is a need to research in more detail what works best in relation to ABCs.
- The tie in with tenancy means very close housing links with other partners

The next section deals with the emerging position about ASBOs and ABCs in the Thames Valley, but one further point needs to be made from the wider perspective. There is a tendency to see the role of approaches like diversion activity and community mediation in a linear or formulaic way- to be tried at the preliminary or initial stages as a self contained entity. In reality, whether delivered by a specialist agency or not, such approaches will need to be part of the menu suggested by Sergeant Dunn in ongoing work with Contracts and indeed ASBOs themselves if they are to have the best chance of being effective. There are parallels for this in restorative justice which has proved effective around the world with a range of situations from cautioning to conference work with very serious violent offenders in a prison. At this early stage in developing the range of options and responses to anti-social behaviour there has perhaps been too much concentration on the framework and insufficient attention paid to the contents.

## Position in the Thames Valley on ASBOs and ABCs

Information was gained from both the partnerships and from Tony Norris of Thames Valley Police who had contacted Partnership Inspectors in the 10 Police Areas to establish the up to date position on Contracts.

So far as ASBOs are concerned on the figures up to December 2001 there had been nine ASBOs made within the Thames Valley Police area. In ranking order among the 42 police areas this makes Thames Valley 20<sup>th</sup> equal for numbers with nine Orders in common with Cleveland, Hertfordshire and Sussex. As the largest non-metropolitan police service these figures suggest a relatively low use of Orders in the area - 51 Orders had been made in West Mercia during the same period and 27 in Avon and Somerset.

Consultation with police and partnerships suggested that ASBO Protocols had been agreed quite speedily in most cases with 12 agreements in place by 2001. Early experience certainly suggested that there were some initial legal and practice uncertainties. Of the first 22 cases considered by partnerships two were withdrawn, three failed to be granted and seven were granted, the remaining cases not being taken further. Of the two withdrawn cases an Injunction and a Restraining Order were successfully applied for as alternatives.

Subsequent sharing of experience, and a recognition of the central issue of carefully gathering evidence have certainly registered with partnerships, and there is now generally more confidence about the use of ASBOs. The general view is that such Orders are certainly important to the overall credibility of anti-social behaviour work but are really options of last resort. This certainly is a major factor behind the general interest and enthusiasm for Contracts which both offer a more immediate option and can serve as a vehicle for evidence gathering at a later stage if necessary.

So far as ABCs are concerned half the 16 partnership areas at the time of the consultation were already using ABCs, and their introduction was planned in the near future in several others. In some cases there had been a preliminary trial of this option, followed by negotiation of a formal protocol. Information was obtained about protocol content from some areas.

Protocols typically included the normal partners, plus Registered Social Landlords where necessary. The appointed officer, normally the Nuisance Officer is the person to identify relevant agencies and involve them as appropriate. In the West Oxfordshire protocol there is a requirement on the Nuisance Officer to 'use ABCs in conjunction with other Youth Offending Service interventions as appropriate' - an important cross reference to the options available to the Youth Offending Team, including restorative justice provision. The West Oxfordshire protocol helpfully includes a detailed initiation procedure.

Protocols tend also to include specimen contracts, and specimen forms for notification and monitoring. There is less clarity about agreement on procedures for monitoring the contracts - who will do this work, and how this is to be resourced for example. This may become a crucial issue as several partnership representatives raised concerns about monitoring of compliance once the numbers increased. It does seem clear that the new Nuisance Officers and other designated staff will be crucial to consistent initiation, and they will probably need to develop a 'gate-keeping' role in this regard. They too are likely

to be the co-ordinators of work to be undertaken, and responsible for ensuring that it happens. As suggested earlier a number of 'tools' and methods including mediation will be required, and this experience is not always available at the moment. One clear linking in each area should be close working between restorative justice co-ordinators and lead officers on anti-social behaviour.

Generally there was a very positive response to Contracts so far, and a consistently high level of overall compliance. Some representative examples are as follows: -

- South Oxfordshire make regular use of ABCs and have undertaken a targeted initiative in Berinsfield which has made use of 'group' contracts for a number of young people identified at the same time. This has been tied in with making parents aware of risk to tenancy but has also incorporated consultation with the young people involved. This process included giving them use of cameras to make pictures of their concerns, as part of a process which enabled them to raise concerns with the local authority direct. This seems to be a highly imaginative approach which hopefully will be written up in more detail on completion.
- In the Chiltern Vale Police area at the time of consultation 12 ABCs were in force with a generally successful rate of response - 70 to 90% compliance would seem to be the norm overall. In Chiltern Vale particular thought was being given to a restorative approach in schools, and in youth clubs.
- In Cherwell ABCs were implemented at a particularly early stage and marked reductions were reported in problematic behaviour.

The results reported by West Oxfordshire's Community Safety Officer on his area's initial experience with 14 young people who signed up to contracts for anti-social behaviour committed round a local shopping centre are very positive. Interestingly he estimates in his introduction to the new local ABC Protocol that three months later none of the young people had come to the attention of the Police and there had been a 47% decrease in crime. This added to an actual saving of £10,200 and an estimated saving, using the under-reporting multiplier, of £64,260 in the three month period after the contracts were signed.

Overall there are therefore some very encouraging signs - ABCs can be used in wider settings than on an estate; they seem to be successful and they have the potential to do creative restorative work. Clearly the more effectively partnerships work the more this option can be used to good effect.

There are some cautionary issues, however, and these can be summarised as follows: -

- Good follow up work to a consistent standard is clearly of central importance, and to date there is no evidence of a commitment to resourcing this work.
- There is little detailed 'what works' research about method and good practice.
- At present provision in the Thames Valley is patchy, which is inequitable.
- There may be a risk of ABCs being used as a panacea without prior options, including good proactive use of mediation, being tried. Where such facilities are not available there is likely to be an earlier trigger for ABCs which are after all quite a significant intervention with young people and their parents.

## Discussion Points and Development Issues

- For ASBOs can a reasonably consistent Thames Valley wide position be developed about the place of ASBOs, and the facilities, including support and mediation which might be provided to support compliance?
- How can ABCs be introduced across the Thames Valley, and work undertaken to assess their performance, including the sharing of good practice?
- Given the importance of mediative and restorative techniques, how can we ensure that these skills are available to underpin work with ABCs?
- How is follow up work to be resourced adequately in the longer term?
- Can consistent ground rules be agreed within the Thames Valley about the place of ABCs in a hierarchy of response to anti-social behaviour?
- Is there a range of response to non-compliance with ABCs beyond routinely applying for ASBOs?
- Should partnerships include more specific targets about ABCs and use of mediation/problem solving techniques in their action planning, as is the case with some partnerships elsewhere in the country?
- How is feedback obtained about progress and how is this to be fed back to victims or communities?
- To what extent is the issue of tenancy to be sued in association with ABCs, and what about private tenancy or privately owned accommodation?
- Are we clear about the range of options for younger children, and how this fits in with restorative justice and the variety of Orders available to Youth Offending Teams?

## References

Acceptable Behaviour Contracts by Sergeant Paul Dunn in 'Mending Fences' - a resource book and conference report produced by Thames Valley Partnership, November 2001.

Home Office Findings, 160. Home Office 2002.



## 5. The Role and Potential of Community Mediation Approaches in Anti-social Behaviour Work

### Introduction and Summary of Scoping Work Undertaken

During the last decade there has been a major growth nationally and internationally in the range of settings where mediation approaches have been successfully introduced and where conventional attempts to resolve conflict through the civil or criminal law have had a poor track record. The variety of applications is reflected in the number of names used to describe these processes: peer mediation (in schools and other institutions), neighbour mediation, alternative dispute resolution, family group conferencing and so on. The attraction of these processes has been in their empowerment of participants, the restorative rather than retributive nature of the approaches taken, and the emerging evidence of high rates of successful outcome. Community mediation organisations have now been established in the Thames Valley for a considerable time and typically operate across a range of settings, but their involvement in housing and disputes has led to considerable experience to date in anti-social behaviour work. The purpose of this section is to identify both the main issues arising from that involvement, and the potential for further development.

In discussion with representatives of each Crime and Disorder Partnership information was sought about local arrangements for referral to mediation, and any funding arrangements which were in place. Partnership representatives were also asked for their view on the place of mediation in anti-social behaviour work.

Discussions also took place with the following Co-ordinators/Service Managers about their organisations and the scope of their agency's work: -

- Margaret Keys of Resolve - the West Berkshire Mediation Service.
- Alison Campbell of Wycombe Mediation, which since July 2001 has also been running the Vale Neighbour Mediation scheme by contractual agreement. During the current financial year the schemes will amalgamate to cover all 'new Buckinghamshire' districts as a single organisation.
- Cathy Gough of Mediation Oxfordshire.
- Zarina Dossaji of Milton Keynes Community Mediation.

Margaret Keys was also able to provide details of the independent TVCM service which provides a range of mediation services in Reading.

I am aware of at least one further private agency providing some contracted services in Oxford City, and that several Registered Social Landlords elsewhere in the Thames Valley have separate agreements with private agencies. I have not made contact with these agencies or directly, at this stage, with Housing Departments or Registered Social Landlords.

## Analysis of the Main Issues Which Emerged from Consultations

### Organisation

Most community mediation operated in the context of an independent charitably registered organisation, with a small number of paid co-ordinating and administrative staff. The norm was a 'mixed economy' of trained volunteer mediators supervised either by the co-ordinator or a small number of paid senior mediators. The maintenance of capacity depended crucially on being able to resource the training and supervision of mediators, and this was often described as a significant funding pressure. The smaller number of independent private agencies were composed typically of professional mediators working together as a group. Both models are perceived as having strengths and weaknesses. Services are accredited by Mediation UK, the national body, and at different stages are working towards the Legal Service Quality mark for Community Mediation.

### Range and Source of Work

The different schemes operate with considerable versatility in a wide range of settings. It seems clear that this range of applications is not always fully appreciated by Partnerships or other public services. A number of examples relevant to anti-social behaviour were given including examples from both Reading and Oxford of group mediation approaches between groups of young and old people over perceived nuisance behaviour. In neither case was there the necessity of Contracts or further intervention. In some areas the range of work is limited by the policies of the mediation agency- there may be constraints on intra-family disputes, work with children, or serious levels of violence.

In cases dealt with by community mediation schemes there is normally a high level of participant satisfaction, and a reported successful outcome level of 80% or so.

The make-up of the different schemes' workloads of course reflects the contracts and funding arrangements in the different areas. The core of contracted work was usually made up by housing providers and this aspect of housing good practice is generally well followed in the Thames Valley. There was a general view among schemes, though, that housing practice tended to delay referrals unhelpfully, and that overall referral rates could be higher. Other major referrers were the local authority, police and of course partnership anti-social behaviour panels. Again there was evidence of significant under-use, and the previously quoted research carried out by MacVean (2001) in Chiltern Vale recommends not only more research into the impact of mediation, but also suggests that there is potential for more resolution of anti-social behaviour through this approach. The potential for greater use was a point generally acknowledged by many partnership representatives in the present exercise, but a number of factors tended to accompany areas with better integration and referral levels. These were: -

- A lead by the partnership or key local authority staff
- Involvement directly of community mediation in anti-social behaviour panels
- Protocols/procedural requirements that mediation be considered

Self-referral made up a significant number of referrals in some schemes, and the promotion of mediation as an option to the public is an important part of developing wider

awareness of the range of applications. Since people are often advised to go to Mediation by another agency (CAB for example) it is also important to sustain a high level of awareness with other organisations.

Again the funding for information and promotional work was an important but difficult priority for schemes.

### Funding Issues

There were considerable differences in the exact nature of each scheme's funding base, and the following examples illustrate this: -

- There is police funding in place, or planned in several areas but there is no clear pattern.
- While local authorities across Thames Valley may have a contractual agreement this is located in a range of different departments - typically housing or environmental health. In several cases there was some funding from the Youth Offending Team. The inconsistency and complexity of funding may make access and use more difficult.
- While funding was generally moving away from block grants to service agreements with specific pricing which is felt to be better planned and more responsive, there are still some examples of block granting. The overall level of funding does not seem to reflect the potential market for services.
- Crime and Disorder Partnerships do not routinely fund schemes, despite the clear relevance to anti-social behaviour, and the planning and co-ordination advantages which such a funding model would provide. There is among partnership officers, though, a growing recognition that specific budgets may be necessary to improve use of mediation and empower Nuisance Officers.
- Generally the level of funding is too low to enable schemes to provide services comprehensively at the present level, let alone develop further as seems to be necessary. There is a good deal of nationally available evidence as to the cost advantages of community mediation approaches. An example is the work of Dignan and others in Sheffield, (1996) where the average cost per housing case to community mediation services was a fraction of the costs involved in transfers of tenancy or further legal action, and the same is clearly true for anti-social behaviour interventions. Early referral and allowing sufficient time for mediation to work are two of the major cost benefit considerations.

### Level of Cover and Availability

There are some areas within the Thames Valley, notably in parts of East Berkshire where there is no community mediation scheme operating. In some other areas the scope of the scheme for anti-social behaviour work is limited by lack of funding. The most comprehensive cover available would appear to be in Milton Keynes, but in most places there is considerable potential for development.

While local differences in priority and emphasis may be appropriate between the different partnership areas the lack of a reasonably consistent and well understood spectrum of options will inevitably lead to similar situations being dealt with very differently in a single police service area, and sometimes adjacent partnership authorities. There are examples of this already in the different triggers for ABCs and ASBOs.

There are some important related issues which impact on the pattern of provision. They are also issues of importance when development is being considered. These are: -

- While restorative justice is well established in police and Youth Offending Team roles and responsibilities in the Thames Valley, and draw fully on mediation techniques the linkage between these initiatives and community mediation are generally not developed or well understood. Some clarity about the respective roles would be helpful. The civilianisation of some restorative justice posts and organisational restructuring may provide an opportunity to reconsider some of these issues.
- There is general recognition of the link between anti-social behaviour concern and some mental health, multiple problem and substance misuse cases. In the Chiltern Vale area the Revolving Doors agency has demonstrated a new method for working with these groups in collaboration with other agencies. Thought is needed about the place of mediation in such cases and any special skills which would be necessary.
- The independence of the community mediation agency is felt to be a major factor in loosening a wide range of 'stuck' and intractable situations, but mediation skills have the potential for much wider use in a range of other settings from schools, through families to disputes and complaints about local services. All those approaches may help prevent anti-social behaviour in one form or another, but how staff within agencies are to be trained, and how community mediation schemes can support the extension of mediative or restorative approaches are still to be resolved.
- In a number of examples the youth service was mentioned as an important party to processes involving young people. It also has a lengthy history of managing tensions between young people and the wider community. In terms of prevention, mediation and diversion these are key areas of expertise but the youth services within the Thames Valley are in many cases under-funded or relatively marginalised. This is a seriously limiting factor, not least because follow on work from mediation may well require work towards alternative options and diversionary schemes which require youth work skills to implement properly.

### **Discussion Points and Development Issues**

- How is a more consistent availability of Mediation to be achieved in the Thames Valley, and where no scheme exists how might the gap be filled?
- How might a more consistent hierarchy or spectrum of responses to anti-social behaviour be achieved across the Thames Valley, and what are the key roles and agencies if this is to be achieved?
- How can Mediation as an independent facility be used not only in early interventions but in Acceptable Behaviour Contracts and ASBOs, particularly around follow up work using a 'mediation with teeth' approach?
- How best can it be ensured that optimum use is made of mediation schemes, including the possibility of targets for an increase in referrals as part of partnership planning?
- How is the funding base of mediation to be strengthened and made more consistent, and should Partnerships take the lead on this?
- How are restorative justice and mediation approaches to be connected up more effectively?

- How is the influence of community mediation to be extended into the practice of other agencies, and what new approaches may enable mediation to be use in mental health and other special needs cases.

## References

Dignan J, Sorsby A and Hibbert J (1996) Neighbour Disputes: comparing the cost effectiveness of mediation and alternative approaches. University of Sheffield: Centre for Criminological and Legal Research.

MacVean A. (2001) A Report on the Chiltern Vale Anti-social Behaviour Partnership. Buckinghamshire Chilterns University College.



## Section B

### **Presentations and Notes from Mending Fences Seminar held on 16<sup>th</sup> October 2002**

(Based on the report which appears in full in Section A of this document)

#### **Programme**

##### **A Priority in Common**

Results of the scoping exercise

*John Hedge, Thames Valley Partnership Associate*

##### **Agreements – do they need teeth?**

A series of presentations on developing practice in the Thames Valley

- A police perspective – *Inspector David Colchester, South Bucks*
- Acceptable Behaviour Contracts – A tool but not a panacea: Examples from Oxfordshire – *Hilary Green, South Oxfordshire District Council and Bill Oddy, West Oxfordshire District Council*
- Mediation and early prevention – *Cathy Gough, Mediation Oxfordshire and Margaret Keys, Resolve, Berkshire*

##### **Structures and Roles**

Steve Kilsby, Oxford City Council

##### **Questions and Discussion**

- What is anti-social behaviour?
- What interventions where?
- Co-ordination and communication
- Developing a shared agenda

##### **Where Do We Go From Here?**

*Sue Raikes, Thames Valley Partnership*



# **A Priority in Common**

## Summary of scoping exercise

John Hedge, Thames Valley Partnership Associate

### **Starting Assumptions**

- ASB seen as a priority across partnerships but wide diversity about progress and infrastructure
- Availability of problem solving methods including community mediation varies considerably from district to district
- Some lack of clarity about the links between restorative justice and other problem solving approaches
- Tendency to under use community mediation when it is available in an area
- Considerable overall interest across the Thames Valley for the sharing of information and the development of alternative options

### **Consultation**

- 16 partnerships
- Study of some key documents
- Meetings with four community mediation schemes
- Data provided by Thames Valley Police
- Consultation with some key police staff
- Literature review
- Internet search

### **Definition Issues**

Approaches: -

- Lack of specific definition
- Use of a version of the 'Crime and Disorder' definition
- Expanded local definition which lists local priorities
- Definition by reference to legal and other processes

Discussion points and development issues: -

- How much variety of definition is acceptable in a single police area?
- How are definitions arrived at and do they reflect the views and input of partner agencies?
- How can definitions help to structure a common approach to levels of intervention?
- What impact do definitions actually have on local practice?
- How do definitions help to identify the role of police and criminal proceedings?

## **Infrastructure Issues**

Some key questions for discussion/development: -

- What are the key roles in the co-ordination and operation of ASB work?
- What are the characteristics of an effective infrastructure for the needs of strategy casework?
- How is information sharing working in practice, and are the protocols effective?
- How are restorative justice and mediation interests represented in the local infrastructure?
- How are housing agencies involved and is there a mesh between partnership and housing policies?
- How are victims' interests represented?
- How are specific concerns around mental health and substance misuse best likely to be managed in ASB work?
- What are the main training needs and for which groups of staff?
- How best can a reasonable spread of options, including those preceding ABCs be made available consistently in each area?

## **Acceptable Behaviour Contracts**

Discussion points and development issues: -

- Can a consistent Thames Valley wide view be established about the place of ABCs in a range of responses to ASB?
- What are the key good practice issues about ABCs?
- How can good practice best be shared?
- How can mediation and restorative techniques be used to underpin ABC work?
- How is follow up work on ABCs to be resourced in the longer term?
- Is there a range of response to non-compliance with ABCs or is the next step an ASBO?
- What is the local experience of ABCs in relation to tenancies?
- Should partnerships be setting targets about use of mediation and use of ABCs?
- How does the feedback process work with ABCs?

## **Community Mediation and Anti-social Behaviour Work**

Discussion points and development issues: -

- How is more consistent availability of community mediation to be achieved in the Thames Valley?
- How best can mediation techniques be incorporated into an overall approach to ASB work?
- How can good referral levels to community mediation be achieved?
- How can mediation approaches be incorporated into the whole range of ASB options?
- How are restorative justice and mediation approaches to be connected up more effectively than at present?

## Notes from Discussion Session

- Are there any answers to the questions raised?
- Joined up working, infrastructure right, funding issues
- Best range of problem solving options – a spectrum across the Thames Valley
- Why aren't housing authorities using options under Housing Act 1996?
- Housing officers need to hear message about the options available eg ASCs – Paul Dunn
- Oxford City Council running an injunction roadshow which is full, but could be run elsewhere
- But all options need to be meshed in order that inappropriate measures are not used
- Bottom-up policies are where the good practice is operating
- Roadshows on injunction good, and could be used more. Different approaches taken by different police forces
- Thames Valley Partnership have devolved policy implementation to police districts, hence some differences in approach
- No cost benefit analysis on community mediation. Other services – wardens, beat officers also mediate
- Are housing and police officers sufficiently trained in mediative and other interventionist techniques?
- Scoping exercise showed some definite benefits of mediation. Other procedures, eg acceptable behaviour contracts, are not cost neutral
- Lack of ownership on ABC or ASBO particularly affects police officers as this lack of clarity leads to no plus points for police

The following comments were submitted following the event by Dee Singh, Force Community & Race Relations Officer, Thames Valley Police and because of their relevance and importance are included in full: -

1. Social housing landlords could be creating a situation of racial segregation by transferring victims of racial harassment. This has consequences for community disorder in the future and police resources (see Hackney Housing Investigated (CRE) 1981).
2. Social housing landlords need to increase their actions under the Housing Act 1996 (decreasing the burden on police officers). Social housing officers pursuing action under the Act operate on a lower standard of belief than police officers operating criminal law legislation. The implication being that it is far easier for social housing officers to secure their objectives against anti-social behaviour than it is for police officers.
3. Some partnership agreements evince an imbalance in the actions that the police are required to undertake and therefore may need to be re-negotiated.
4. Anti-social Behaviour Orders are few and far between; are cumbersome to secure; they are labour intensive demanding police and social housing officer time; they take 11-12 months to secure; witnesses give up through fear and intimidation (social landlords have the option of using professional witnesses); they require further police resources to monitor.
5. Mediation may not be appropriate in all cases and may be another barrier for inarticulate victims to overcome before they receive justice.

6. A cost benefit analysis is required of actions under the Housing Act 1996 and action to secure Anti-social Behaviour Orders.

## **Agreements – Do They Need Teeth? A Police Perspective**

Inspector David Colchester, Thames Valley Police

David Colchester is a Thames Valley Police Inspector currently working with South Bucks Community Safety Partnership and with a specific interest in anti-social behaviour work. Policy and practice has developed rapidly in Thames Valley and David argued convincingly for clarity about roles and responsibilities and the importance of linkages with other organisations, partnerships with housing providers, links with street wardens etc. He emphasised that there was no instant solution to the problems of anti-social behaviour and that taking this seriously required consistent and long-term approaches with the police and partners "needing to be prepared to go the distance".

Anti-social Behaviour Orders are at one end of a spectrum and should be seen as an intervention of last resort. In South Bucks and elsewhere there is support for the use of Acceptable Behaviour Contracts as a positive way of working with young people. Local authorities and the police need to be prepared to back up the preventive work with Anti-social Behaviour Orders and the formal legal processes where necessary. In particular David highlighted common themes which have come up in his work: -

- **Information sharing** – There are protocols and policies and procedures in place. The Thames Valley Police's view is that information should be shared in order to achieve joint objectives around reducing and detecting crime. The assumption should be in favour of sharing information rather than withholding it. Thames Valley Police will support those officers who share information in good faith even if this occasionally causes problems further down the line.
- **Evidence** – The formal process of Anti-social Behaviour Orders require evidence which can come from a wide range of sources. The collection of evidence to support Anti-social Behaviour Orders needs support from other agencies and proper recognition should be given to the needs of witnesses. Evidence can be give by a third party if witnesses feel intimidated.
- **Follow up** – Equally important is the follow up of cases once orders have been made. Without this the order becomes meaningless. The resource implications of this need to be taken into account by relevant agencies.
- **Corporate View** – During the discussion it was noted that there was a need to pull together Thames Valley Police policy and practice to provide guidance to both Police Areas and partnerships. David has been charged with the following as a consequence: -
  1. Establish the areas of police business where ABCs and Anti-social Behaviour Orders can be used
  2. Undertake an audit within Thames Valley Police to assess what is working and areas of good practice
  3. Identify best practice from elsewhere
  4. Prepare a report on the 'way ahead' and provide some corporate guidance.

The target date for this is the end of December 2002.



## **Acceptable Behaviour Contracts – Examples from Oxfordshire**

### Hilary Green, South Oxfordshire District Council

The following is an account of the experience of using Acceptable Behaviour Contracts in Berinsfield, South Oxfordshire.

#### **South Oxfordshire Experiences**

When a local retailer wrote to the community safety group complaining of harassment, threatening behaviour and racial abuse, and naming specific young people, the group sought an urgent multi-agency consultation meeting.

Three days later local representatives of relevant agencies met with the aims of: -

1. Identifying the young people responsible for the anti-social behaviour in the area
2. Sharing evidence of the behaviour, and any key actions taken in the past by any of the agencies

16 young people were identified as possible subjects for action. A decision to prioritise work with those allegedly involved in racial abuse and arson threats was taken.

Taking the Islington model as a precedent, officers from Thames Valley Police, Soha Housing Ltd and South Oxfordshire District Council drew up a plan of action, to invite the priority list of seven youths and their families to meetings, at the end of which Acceptable Behaviour Contracts would be signed.

#### **Visual Audit**

All youths signing the contracts would be offered disposable cameras, to record their comments on the village. The resulting photographs would be displayed alongside those taken by a group from the youth club, to leaders of the agencies involved in planning future changes for Berinsfield.

#### **Refusal/Breach**

If any youth or their family refused to attend or to sign a contract, they would be informed that this action would serve as evidence for both Anti-social Behaviour Order proceedings and Notice of Possession from the housing association being served. Should that youth then be named in any ensuing acts of vandalism, anti-social behaviour, threats or racial abuse, both Anti-social Behaviour Order and Notice of Possession proceedings would be commenced.

The above actions would also apply if a signed contract was breached.

#### **The Interview**

On arrival at the venue, chosen for its neutrality and lack of publicity, the family would be welcomed by a familiar face, the ABO, who would introduce them to the Sector Inspector.

The Inspector would explain why they had been invited, and then call in and introduce one by one the other agency representatives. In this case, Soha, South Oxfordshire District Council, the Youth Offending Team and a scribe (from South Oxfordshire District Council).

The Inspector would lead the discussion, gaining from the family the acceptance that the youth's past behaviour was not acceptable. Then turning to the future, seeking any information about future ambition or hobbies etc, would explain the need for more acceptable behaviour, and the possibility of an Anti-social Behaviour Order and its implications, if past behaviour was repeated.

The Soha officer outlines the implications of breaching the terms of the tenancy agreement, and the actions, service of Notice of Possession, that would be taken in a case of breach.

The Anti-social Behaviour Contract was then outlined, gaining agreement of what is and is not acceptable. ABC terms were discussed and the implications of a breach made clear. Once a clear agreement is reached the subject is then invited to sign the personally made to measure document.

During the discussions any needs identified relating to education, employment or parenting are identified by the Youth Offending Team member who offers any resources available.

The Soha officer outlines the implications of breaching the terms of the tenancy agreement, and the actions that would be taken in a case of breach.

The presence of the South Oxfordshire District Council officer underlines the housing link (the fact that the council would be unable to offer alternative accommodation where a tenant has made themselves intentionally homeless) and presents the face of the owner of property damaged by the subject.

## **Results of Action Plan**

Of seven invitees, four families responded immediately, another family responded at a second invitation, one youth refused to attend but his father attended and another family refused to attend. This last family would be visited by officers of Thames Valley Police and Soha.

Five contracts were signed late April 2002.

## **Results to Date**

To date, one breach has been reported. Letters reminding the family of the contract terms were written by both Thames Valley Police and Soha and were hand delivered by officers of Thames Valley Police.

This would be the final warning, prior to proceedings commencing re Anti-social Behaviour Order and Notice of Possession.

## **Feedback**

Two weeks following delivery of initial letters the community safety officer received a phone call from the local youth club leader stating how much the atmosphere at the youth club had changed for the better as a direct result of the initial letters being delivered.

The Area Beat Officer reported prior to the interviews that the village had already quietened down a lot.

## **Anecdotal Evidence**

During a meeting with the local ORCC representative the community safety officer mentioned the work being carried out in Berinsfield. The ORCC representative was aware of this work through the retailer who had written the original letter of complaint. She had visited in May, when he had sought information on availability of grant funding for security firms. The retailer had then mentioned that as a result of work being carried out by the police and the council, the youths were not so bad, but he was still unhappy.

When she visited in July the same retailer reported being much happier, did not mention security products, but was more interested in grants for refrigeration units!

Cameras will now be collected when the contracts terminate in October.



# Acceptable Behaviour Contracts – Examples from Oxfordshire

## Bill Oddy, West Oxfordshire District Council

### Content

- The area
- The ABC pilot and evaluation
- The implementation
- Operation working practice
- Further information

### The Area

- Rural environment
- Population of 95,000
- Crime level half the national average
- 662 incidents of disorder (2001 community safety audit)
- 907 offences of criminal damage (41% increase)
- Number one priority (43% stakeholders)

### The ABC Pilot and Evaluation

- 14 young people
- Multi-agency action plan (Thames Valley Police, Oxfordshire County Council, West Oxfordshire District Council)
- 47% reduction in crime
- Monitoring
- Displacement

### The Implementation

- CDRP report (ABC protocol, resources)
- Recruitment (Youth Offending Team, Thames Valley Police, West Oxfordshire District Council)
- Monitoring database (Access)
- IT (Thames Valley Police, West Oxfordshire District Council)
- Multi-agency training
- Review

### Operational Working Practice

- A police constable (Ady Cole)
- Attend weekly crime meetings
- Support to operational staff
- Access to LA/outside services
- Co-ordinates mobile CCTV
- Has access to financial resources

## Information

- Contact list
- ABC evaluation report
- CDRP report
- Implementation plan
- ABC protocol

## **Mediation and Early Prevention**

### **Preventative Action in Risinghurst**

Cathy Gough, Mediation Oxfordshire

In introducing her case study, Cathy suggested a wider use of mediation and restorative justice approaches within the spectrum of options. Mediation is not just the one-to-one approach normally associated with neighbourhood disputes, but can include large group meetings and restorative conferences. Mediation can be used to facilitate and to introduce a restorative element into the work on anti-social behaviour and Acceptable Behaviour Contracts. It has the potential to widen the involvement of the community and reap long term benefits.

### **The Problem**

The local Community Beat Officer and Sergeant invited Mediation Oxfordshire to assist with a local meeting looking at problems with the activities of local youths in the area.

Two meetings have been held; the first a large one for a range of residents, youth, people working in the area, local professionals and elected representatives, and a second specifically for the youth of the area with selected representatives of local residents.

Some of the reasons the approach was successful: -

### **Multi-agency Approach**

Mediation Oxfordshire was invited by Thames Valley Police to run the meetings but success impossible without much crucial preparation and groundwork and continuing support by the Community Beat Officer and local youth workers.

### **Planning**

Thorough planning and preparation are vital for constructive meetings – several planning meetings were held, both with other agencies involved and between the two mediators: -

- To address the importance of having wide local representation and avoiding polarisation between (a vocal core of) residents and (a small group of offending) youth;
  - Attendance by residents, shopkeepers, publican, Neighbourhood Watch, parish councillors, youth, their parents (who are residents too), youth workers, local police etc
- To structure the meeting to seek and plan constructive ways forward and avoid regression into a litany of blame
- To establish clear ground rules – of which the most important was making very explicit that meetings to look at issues, not individual incidents, individual behaviour or blaming
- To prepare a range of specific questions and strategies to ensure the discussion stayed forward focused and problem solving when threatened by reversions to the bad behaviour and general negativity

- To agree strategies to maximise the involvement of the young people

### **Holding Constructive Meetings**

- Discussed confidentiality – Thames Valley Police in difficult situation but gave what assurances they could in order to free up discussion
- Drew up a list of 19 common local issues of which about half each were raised by residents and half by the young people or other such as their parents or youth workers representing their point of view. Also listed local facilities currently available
- Followed by a discussion of 16 possible solutions which were also recorded
- Finally drew up a list of four action points covering what was needed and what steps could be taken towards achieving them. One of the points was a decision to convene a second meeting with the young people, and included a lot of discussion about a structure that would: -
  - a. enable them to attend freely
  - b. enable the meeting to be useful to them, not blaming

### **The Second Meeting for Young People**

- Again a lot of work by both the Community Beat Officer and youth workers to encourage attendance by the young people at the heart of the problems. Held on youth club night and appropriate refreshments provided. Seven key players came, and moreover stayed to talk at some length.
- Balance ensured by restricting the numbers representing the local community (the Neighbourhood Watch co-ordinator, two parents, the parish councillor and the Community Beat Officer)
- Meeting not pre-structured – left very flexible
- Very open questions used to encourage the young people to express what they felt the problems were for them and what would meet their needs

### **Bridging the Gap**

One of the difficulties which had to be overcome was the gap between many adults who felt strongly that bad behaviour should not be rewarded (by more resources for young people) and young people who felt let down by broken promises and inappropriate provision in the past and were reluctant to change their behaviour without evidence of a commitment to addressing their needs.

In mediation terms, there was a need to move from these entrenched positions to interests.

- The mediators were able to bring about a common understanding that the residents' needs for peace and quiet and safety could be met by providing for the recreation needs of the young people.
- What enabled this point to be reached was an acknowledgement by the young people that their past behaviour was not acceptable, and their agreement to change that behaviour in return for a corollary commitment from local residents and representatives to work with them to improve local facilities.
- Much of the second meeting was spent action planning strategies giving the young people responsibility in raising money and working together with, among others, the

parish councillor to achieve the things they wanted = bridge building within the community.

### **What did the Mediators Bring to the Process?**

1. The mediators were independent and impartial – able to engage all the people who needed to be involved because they weren't tainted.
2. The mediators constantly employed their general skills and impartial position to encourage trust, involvement and positive communication.
3. The mediators felt that the outcome of the first meeting would have been very different had the police themselves convened it – the residents would have been very difficult to shift from their expectations that the police should take enforcement action to stop the behaviour they saw as anti-social.
4. When criticisms were made of the police, the mediators were able to neutrally reframe them back to the police for a response and to guide the discussion back towards problem solving.
5. The mediators were able to reflect back that there were limits to police action, that no one answer would solve the problems and that a range of solutions needed to be sought. Had the police tried this tack it would probably have been seen as buck passing/copping out!
6. They prepared, typed and distributed detailed records of the meetings which were more acceptable to all parties as coming from a neutral source.



## Margaret Keys, Resolve, Berkshire

Margaret stressed the importance of flexibility in the use of mediation processes and questioned the idea that mediation should be used primarily at the earliest stages, arguing that it could be used and brought in at any stage of the process.

### **Anti-social Behaviour – Who Owns the Definition?**

Anti-social behaviour – what are we getting now that might be counted as anti-social behaviour cases?

Whose definition of anti-social behaviour are we going to use? If we look at the one used in relation to Anti-social Behaviour Order applications, there are a number of problems – how do you demonstrate such things as persistence, seriousness, and “likely to cause harassment, alarm or distress”?

From the perspective of the housing officer or police officer, you are very likely going to be looking at evidence, measurement, and some kind of external yardstick of sufficiency – with all the difficulties that entails.

From the perspective of the person on the receiving end, if they are distressed, they are distressed; it is serious to them. They don't want someone telling them it isn't serious enough.

What mediation has to offer – we don't provide any sort of 'test' whereby people have to convince us, prove or demonstrate anything.

For example – A large street mediation: street ball games – anti-social behaviour to some elderly residents. Here 'anti-social' has an equivalence to 'thoughtless', 'inconsiderate', 'mindless', 'unpleasant', 'nuisance', and so on.

But let no one underestimate the strength of feeling being shown on both sides and the determination to force one side or the other into an acceptance of the other's position.

So, some cases that we currently deal with wouldn't meet your definition of 'anti-social behaviour' but would probably be classified as such by the persons on the receiving end of the behaviour.

Equally, those classed in the terminology of police, courts and housing officers as 'perpetrators' will frequently challenge the perspective that they are the perpetrator or aggressor. The most common dynamic is that of victim-aggressor, with both parties switching along that line – and commonly looking for a rescuer.

Probably a relatively low number of our cases would meet the Anti-social Behaviour Order definition – but would be classified by the participants, on either side, as disputes involving various kinds and degrees of anti-social behaviour.

Is anti-social behaviour confined to any one age group? Or class?

## **Where Does Mediation Fit in the Range of Strategies Available for Tackling Anti-social Behaviour?**

It is a commonly held belief that mediation is more successful if applied early in the life of a dispute. Why should this be?

Reasons commonly given are that if a dispute is given a chance to escalate, people's positions will harden, there will be more bitterness and hatred built up, more 'history' will have happened, more people got involved, and so on.

Whilst there is some truth in this, I would also argue that mediation offers something right the way along the spectrum. Eg Kintbury case, where people had had enough and were ready to do something different.

So I don't want mediation to get parked at one or other end of the spectrum and for people to say "this is too serious for mediation" or – "not serious enough". The seriousness is up to the parties to determine; do they want something to happen? Has something got to change? Are they ready for change? Often, there is an opportunity for change just after something has happened, because people are often more ready to accept then that things can't go on the way they were any longer.

Beware setting systems and procedures in stone too soon. We need flexibility in how we apply these processes.

### **Try Mediation First**

Is this happening? Evidence from our service is that where there is a clear cost element to the referral agency, they won't refer early. They try and delay referring so they won't use up their budget. Cases are often stalled for months whilst people are fobbed off with diary logs – the 'sufficiency' test? If they don't feel strongly enough about it to fill in a log then it can't be very serious etc.

The reasons why logs are counter-productive – raises expectations, reinforces victim mentality, often useless as evidence, pointless from a mediation point of view etc.

When we get cases, people are often very angry at perceived inactivity/failure to act on the part of 'authorities' and we have to deal with that first.

Positions have often hardened.

Where there are no perceived budgetary restrictions on the part of the referring agency – ie they routinely give out our leaflet – environmental health, CAB – we tend to get what we sometimes call a lower-quality referral, ie they often don't turn into cases – but this is often because we help people look at their options and they may, before the dispute has got too far along, have more room for manoeuvre and more choices and options available to them. If things resolve at this point, then fine.

If you are going to go for early referral, you will be looking at a high-volume economy with possibly fewer cases going through mediation – services that run an assessment

service seem to be finding this, with a conversion rate of about 25%, whereas our conversion rate would be much higher, probably 75-80%.

## **Funding Implications**

There will be budgetary implications in doing this, and in making mediation the first level intervention in the process of dealing with anti-social behaviour.

Mediation needs proper resourcing. Reading has just won £527,000 to pay for five neighbourhood wardens for three years. Mediation by contrast nowhere in the Thames Valley region has anything like this level of resourcing – these are fabulous riches by our standards. We need to be able to access central government funding so we are not dependent on the vagaries of local circumstances – otherwise we will continue to have the situation which prevails at the moment – gaps in accessing mediation services, tiny ‘good causes’, charitable funds budgets from HAs, who, when they have spent their budget for that financial year, won’t refer any more cases.

The need is for strategic thinking and better inter-agency working.

## **When to Move Along the Spectrum**

Who decides when something has worked or not?

What do we call a successful mediation?

How we categorise outcomes. The difficulty of measuring outcomes as opposed to outputs. The importance of the test of time. This is resource intensive – we are not equipped to do this well at present.

What do we do in the post-agreement area? How do we decide if something is working or not?

What we currently do – post-meeting support, the check in call, rerun of a meeting, involvement of HOs/other agencies, the ‘trip wire’ approach, the role of case conferences, summarising with the parties and the referral agency when we reach the end point. The need for there to be consensus on this.

Things to be aware of when mediation seems to have failed: -

- The parties have failed rather than the mediation – mediation is a process, a way of talking/communication. They may not have had the readiness, ability etc to do it
- Motivation – often parties have a hidden agenda and a vested interest in mediation failing because that way they think they’ll get the other person seen for what they really are – ie lying, two-faced, impossible to live next to, and they will be evicted, prosecuted etc
- They don’t want resolution; they want something else – revenge, vindication (their day in court), punishing the other person. They may be a bully. The bully isn’t interested in win-win or even win-lose – they just want the other person to lose, so they might actually want lose-lose.

- Competency – mental health issues, issues relating to older people, non-mediatable attitudes such as racism.

### **Effecting a Proper Hand-over**

Mediation needs to be allowed sufficient time to run, without pressure to produce speedy results. We may need to place something in the trip-wire category, and see how people do for a time, before deciding on further action.

No unilateral decisions – consultation should be the order of the day, and no one party or individual should be able to claim things are not working, unless others concur that an agreement is not working. There should be a period of time to 'go back in' and do remedial action if appropriate.

A hand-over may entail a case conference to decide on the next step. Mediation may not have resolved the problem, but it usually provides valuable insights into what is going on and may well present a new take on a problem – eg a case, which although the agreement broke down after two days, led to the elderly person being placed in sheltered housing because the real nature of the problem only emerged through mediation, and was not apparent at the beginning.

Mediation approaches and skills may well be needed further on up the spectrum – facilitation, neutrality and independence, future focussed reference, support in making changes, listening skills, respect for individuals, emphasis on feelings as well as facts, problem solving orientation, handing responsibility back to the individual.

There are no quick fixes or magic wands. ABCs or ASBOs aren't in themselves the answer; flexible processes, good inter-agency working, learning from one another and adopting good practice – any answers, such as they are, are bound to involve these.

## Structures and Roles

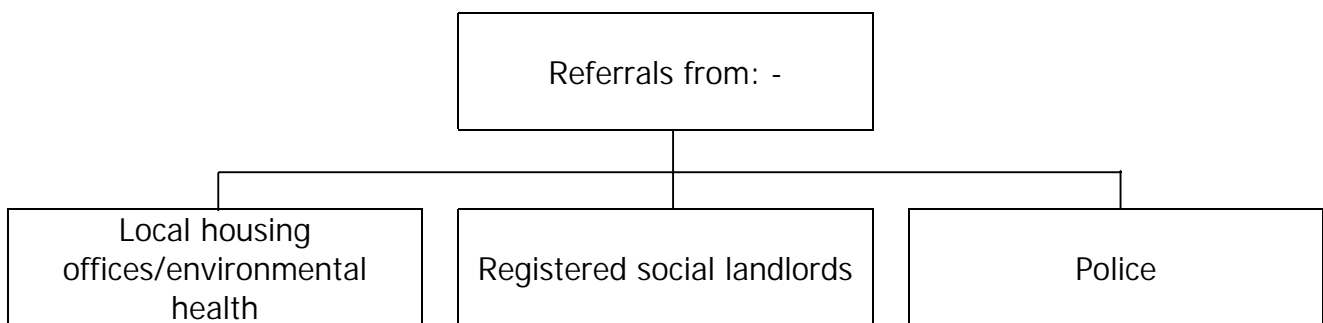
Steve Kilsby, Crime and Nuisance Action Team (CANAcT) Oxford City Council

Anti-social Behaviour Unit ("CANAcT") answerable to: -

- ATMOSPHERE (Crime and Disorder Reduction Partnership)
- Local Authority Members
- Neighbourhood Renewal Business Unit
- Witnesses
- The media
- Police
- General public
- Partners

### Relationships

How it works in Oxford: -



### How referral works

- Case files
- Incident diaries
- Surgeries
- Contact with Members
- Regular liaison with the police

### Requirements of referral

- Elementary investigation to establish facts
- Referral to a mediation service, and report therefrom
- Referral to police if criminal activity

### What CANAcT does

- Full professional investigation
- Identification of racist/domestic violence or dangerous offender issues for appropriate referral onwards
- Developing expertise in information sharing

- Inter-agency liaison service, working together with agencies to tackle anti-social behaviour and to form and maintain key links

### **The Future – Initiatives in Oxford**

- Anti-social Behaviour Group (panel) moving towards becoming a “blockage-clearing” service
- Anti-social behaviour group the model for themed information sharing groups – drugs, domestic violence (race already extant)
- County-wide practitioners’ group

## Questions and Discussion

Sue Raikes introduced the question and discussion session inviting questions to the panel of presenters and general discussion from the floor.

### **Why don't RSLs use professional witnesses?**

- Oxford City had bad experience of private investigators; now attempt to use in-house services only
- Another similar experience in Bracknell when private investigators used "fixed" video footage
- Police have wider powers than RSLs. Why don't Thames Valley Police use them?
- Police investigations always have priority
- Police/LA 'professional' witnesses, so don't spend money that is short on private agencies

### **The Role of Thames Valley Police**

- Request that Thames Valley Police draws together their officers working in the ASB field to share good practice and protocols. Don't force protocol on officers practising in the field
- Thames Valley Police should provide strategic direction only
- Thames Valley Police strategies to show that core needs to be included in local protocols. This is good devolved policy working but too much should not be left to the local level. There should be consistency through Thames Valley Police areas
- Should have local police flexibility

### **Information Sharing**

- Oxford City ASB Case Group membership can include voluntary organisations. Info share not recorded so sensitive data not leaked
- Info sharing protocols have been adopted by most local partnerships. Some government disquiet but Thames Valley Partnership pushing for general protocol
- Thames Valley Police area is further forward on info sharing protocols and procedures
- All agencies need to trust others and have solid protocols in place

### **Can a third party (eg solicitor for asylum seeker) be involved in a mediation?**

- Mediation has third party involvement (interpreter/translator). Some solicitors may seek to legalise the process
- Mediation services need to convince statutory services of the value of the process in resolving ASB problems
- Confidentiality of mediation services may prevent relevant hand-over info to referral agency
- Mediation service checks with clients on info to be handed on to referral agency



## Where Do We Go From Here?

Sue Raikes, Thames Valley Partnership

The Thames Valley Partnership is committed to continuing to support the development of this work and in particular will focus on: -

- Working with Thames Valley Police to create a clear framework within which local areas can operate flexibly
- The importance of involving housing providers and making links with registered social landlords
- Opportunities for networking and wider discussion. There had been a number of suggestions for local networks during the course of the morning and the Thames Valley Partnership will seek to support and strengthen these. The Thames Valley Partnership will continue to host training events and seminars both locally and across the Thames Valley.
- We are available to work with and support any area developing preventive approaches in anti-social behaviour work and are keen to be involved.



## Attendees

*Martha Allsop, Community Safety Officer, Wycombe District Council*  
*Pete Anderson, Community Safety Manager, Royal Borough of Windsor & Maidenhead*  
*Emma Butler, Anti-social Behaviour Co-ordinator, Thames Valley Police, Milton Keynes*  
*Alison Campbell, Wycombe Mediation/Vale Neighbour Mediation*  
*David Colchester, South Bucks District Council*  
*Ady Cole, Nuisance Action Officer, West Oxfordshire District Council*  
*Rachel Craggs, Community Safety Manager, West Berkshire Council*  
*Roger Davies, South Oxfordshire District Council*  
*Jacki Derland, RJ and CCTV Manager, Thames Valley Police, Aylesbury*  
*Jo Ferris, Thames Valley Police, Reading*  
*Gary Fletcher, Restorative Justice, Thames Valley Police, Banbury*  
*Catriona Frame, Assistant Community Safety Officer, Aylesbury Vale District Council*  
*Cathy Gough, Mediation Oxfordshire*  
*Hilary Green, Community Safety Officer Corporate Support, South Oxfordshire District Council*  
*Liz Hayden, Drug & Alcohol Misuse Co-ordinator, Vale of White Horse District Council*  
*Pam Jones, Wycombe Mediation/Vale Neighbour Mediation*  
*Margaret Keys, Service Manager & Mediator, Resolve*  
*Steve Kilsby, Neighbourhood Services Manager, Oxford City Council*  
*Rebecca King, Community Safety Co-ordinator, Buckinghamshire County Council*  
*Alpa Kotecha, Housing Area Management Officer, Wycombe District Council*  
*Cliff Law, Thames Valley Police, Maidenhead*  
*Rebecca Leathlean, Community Safety Director, Thames Valley Partnership*  
*Maxine Lovell, Aylesbury Vale District Council*  
*Mike Lynch, Partnership Sergeant, Thames Valley Police*  
*Amjad Mahmood, Neighbourhood Housing Manager, Aylesbury Vale District Council*  
*Helen McKenzie, Community Safety Co-ordinator, West Oxfordshire District Council*  
*Steve McSweeney, Community Beat Officer, Thames Valley Police, Bracknell*  
*Siri Moorby, Community Safety Director, Thames Valley Partnership*  
*Bill Oddy, Community Safety Officer, West Oxfordshire District Council*  
*Davy Pearson, Youth Offending Team Manager, West Berkshire Youth Offending Team*  
*Georgina Porter, Thames Valley Police*

*Sue Raikes, Chief Executive, Thames Valley Partnership*  
*Gordon Richardson, Youth Justice, Thames Valley Police*  
*Ian Rigby, Area Housing Manager, Wokingham District Council*  
*Susan Riley, Anti-social Behaviour Co-ordinator, Thames Valley Police, Chiltern Vale*  
*Dee Singh, Force Community & Race Relations Officer, Thames Valley Police*  
*Simone Taylor, Youth/Community Development Officer, Thames Valley Partnership*  
*Patsy Townsend, Director of Youth Programmes, Thames Valley Partnership*  
*Roy Townsend, Thames Valley Police, Reading*  
*Graham Waddington, Restorative Justice Consultancy, Thames Valley Police*  
*Diana Webster, Policy & Customer Involvement Officer, Chiltern Hundreds Housing Association*  
*Nick Wood, Sovereign Housing Association*



## Resource Materials

Tackling anti-social behaviour – what really works. Nacro, London (September 2002). Tel 020 7501 0555

Tackling anti-social behaviour: information and case studies about local authority work – Research Briefing Paper 16. Local Government Association (July 2002). <http://www.lga.gov.uk/Documents/Publication/antisocialbehaviour.pdf>

Mending Fences. Resource book and report of an event on 27<sup>th</sup> November 2001. Thames Valley Partnership. [www.thamesvalleypartnership.org.uk/publicat](http://www.thamesvalleypartnership.org.uk/publicat)

The Home Office Crime Reduction website [www.crimereduction.gov.uk](http://www.crimereduction.gov.uk)

See also resources identified in the scoping report in Section A of this report.

# With thanks to the PF Charitable Trust



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