

<b><u>MEETING</u></b> <b>SAFER COMMUNITIES PARTNERSHIP BOARD</b>
<b><u>DATE AND TIME</u></b> <b>FRIDAY 22ND APRIL, 2016</b> <b>AT 2.30 PM</b>
<b><u>VENUE</u></b> <b>HENDON TOWN HALL, THE BURROUGHS, LONDON NW4 4BQ</b>

Dear Councillors,

Please find enclosed additional papers relating to the following items for the above mentioned meeting which were not available at the time of collation of the agenda.

Item No	Title of Report	Pages
4.	BARNET ASB AND RESTORATIVE JUSTICE PROJECT (VICTIM SUPPORT)	1 - 12

Salar Rida, 020 8359 7113 Salar.Rida@Barnet.gov.uk

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# **Barnet ASB Project**

## **End of Year Report 2015/16**

**Project Officer: Mansoor Mir**

[Mansoor.mir@victimsupport.org.uk](mailto:Mansoor.mir@victimsupport.org.uk)

**Senior Service Delivery Manager: Molly Blackburn**

[Molly.blackburn@victimsupport.org.uk](mailto:Molly.blackburn@victimsupport.org.uk)

## Barnet Anti-social Behaviour (ASB) Project

### END OF YEAR REPORT: 01/04/2015 – 31/03/2016

Date of report submission: 08/04/2016

RAG Status: **GREEN**. The Project has achieved and exceeded all outcomes and targets.

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## 1 - Principal outcomes and outputs

Outcomes refer to the reporting period 2015-16 as 'year one'. Victim Support initially delivered a Neighbourhood Justice Panels (NJP) project during 2014-15, which was intended to have an exclusive focus on restorative justice. Whilst valuable work was conducted during 2014-15 in terms of building close links with a wide range of partner agencies, the number of cases dealt with fell short of the specified target. In April 2015, this project was re-scoped to have a wider focus on Anti-social Behaviour (ASB). The project in its current form has a primary focus on supporting the emotional and practical needs of individual service users, with restorative justice and mediation retained as secondary services to be delivered when appropriate. The re-scope bid was informed by lessons learned during the delivery of the initial NJP project, as well as good practice and effective service delivery models identified via other Victim Support projects (most notably, the Hackney and Haringey ASB Projects).

**Output 1 – Measured increase in the number of victims and witnesses of ASB supported year on year, including repeat victims: minimum 60 during year one 20% increase year on year in the number of successful case resolutions involving input of Victims Worker (linked to referrals via ASB teams and forums in).**

The project has exceeded the target set for year one, with a total of 135 service users supported across the year (more than double the specified minimum). The number of service users supported in each quarter has remained stable, as illustrated below. Whilst a new project would be expected to show some variation and initial increase in case load, this stability can be attributed to the fact that referrals pathways and links with key partners were already well established prior to the current financial year (and the formal re-scoping of the previous NJP project).

### Number of Service Users Supported in Each Quarter of 2015/16

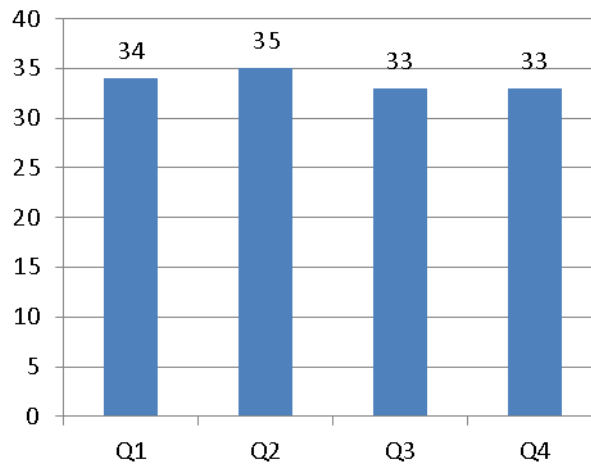


Fig 1. Number of service users supported in the FY 2015/16

**Output 2 – Record and measure the number of ASB cases (the project is working with) failing at Court as a result of a lack of witness evidence/withdrawal of evidence including personal and anonymous testimonies.**

The project has not supported any service users whilst they were giving evidence at court. This reflects the nature of the referrals dealt with by the project, with the majority of cases not progressing to prosecution. In cases where enforcement action has been taken, this has instead typically related to the local authority or the police implementing powers outlined in the Anti-social Behaviour, Crime and Policing Act, 2014 (for example, Community Protection Notice warning letters). Where service users have raised the possibility of going to court in the future, they have been informed of the support available via Citizens Advice Witness Service with a direct referral being offered where appropriate.

### RJ and Mediation Interventions

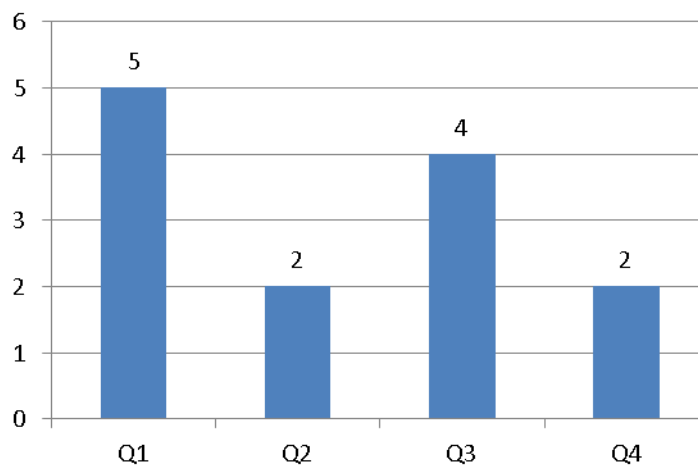


Fig 2. Number of Restorative Justice and Mediation Interventions Delivered in 2015/16

The number of restorative justice or mediation interventions has fluctuated throughout the year, as illustrated above. These figures relate to interventions actually delivered, rather than the larger number of initial referrals. Whilst there is a requirement to report this data, there is no set target in this area. Based on the cases handled by the project during the reporting period, this has proved to be an appropriate approach. Whilst many more cases were initially referred for mediation, initial contact with referring officers and clients would often reveal that it would not be helpful to mediate, or that once fully informed of the process clients decided to withdraw their consent. As with the wide range of practical and emotional support delivered by Victim Support, a lack of any specific target meant that these specialist interventions could be delivered as and when appropriate.

## 2 - Referral sources and onward referrals

**Output 3 – Measure of number of clients referred to existing support services (victims and perpetrators).**

New cases are taken on at regular Community MARAC meetings, but close communication with the Community Safety Team has allowed for complex and urgent cases to be referred immediately. This has allowed initial contact and needs assessment to take place on an ad hoc basis without waiting for a regular partnership meeting to take place. A well-established core membership making up the MARAC has also allowed for key contacts in agencies such as the police or housing to make direct referrals. The chart below illustrates the breakdown of referral sources during Q4, with MARAC cases and additional cases referred by the Community Safety Team being the most common sources.

### Referral Sources in Q4

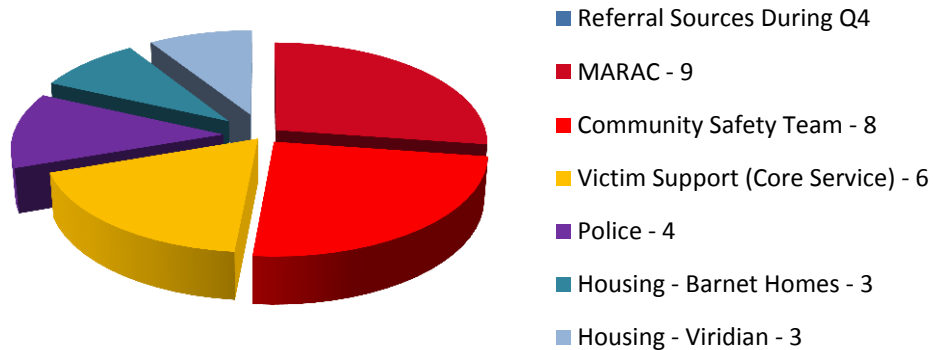


Fig 3. Referral Sources in Q4 2015/16

Over the reporting period, a total of 28 onward referrals were made to a range of specialist agencies and organisations. The distribution of referrals made during Q4 is illustrated below. This data only covers onward referrals and does not capture the co-working that routinely takes place during the course of a referral. For example, if a service user is referred to the project for support, the project worker will maintain ongoing contact with the referring officer and other agencies with existing involvement in order to encourage effective partnership working.

### Service Users Referred on in Q4

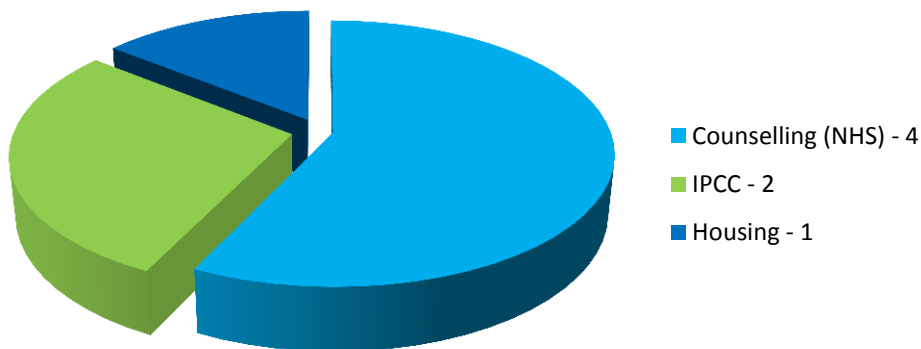


Fig 4. Service Users Referred on in Q4 2015/16

## 3 - Service user demographics

Data relating to gender and ethnicity of service users supported during Q4 are reported below.

Women are over-represented amongst service users referred to the project. There are a number of possible interpretations of these data. This may suggest that women in Barnet are more likely to experience ASB as compared to men. This would contrast with the national

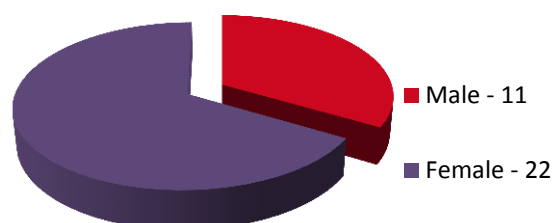


Fig 5. Gender Distribution in Q4

estimates of how much ASB is experienced by men and women in general. For example, estimates derived from the British Crime Survey 2014/15 indicate that 29% of men and 26% of women nationally have experienced some form of ASB (ONS, 2016b). The data reported above could equally represent an increased likelihood of being referred to or taking up services amongst the female population of Barnet. Whilst the figures do not allow for firm conclusions to be drawn in these areas, this may be a useful area to explore via qualitative interviews with individual service users, or focus groups (see below for plans regarding this).

### Ethnicity of Service Users in Q4

2011 census data indicate that the ethnic breakdown of the borough as a whole is as follows: white (64%), Asian (18%), black (8%), mixed ethnicity (5%), other (5%) (ONS, 2016a). The figures reported above for those supported in Q4 are in most cases broadly in line with those for the borough as a whole. There appears to be a slight over-representation of Asian service users,

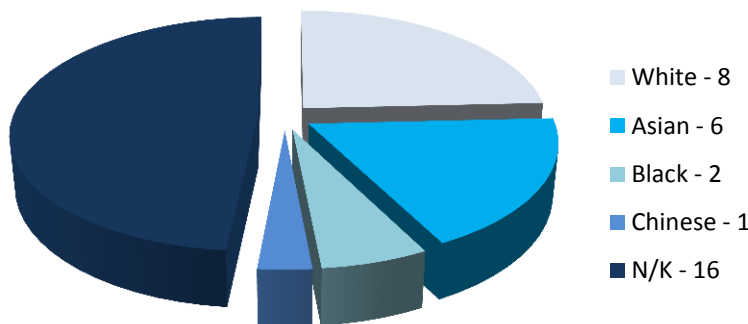


Fig 6. Ethnicity of Service Users in Q4

cases being considered means that it is not possible to draw firm conclusions about this demographic group being disproportionately affected by ASB.

## 4 - Support provided

The types of referral, and the needs addressed during Q4 are illustrated in the charts below.

### ASB Type During Q4

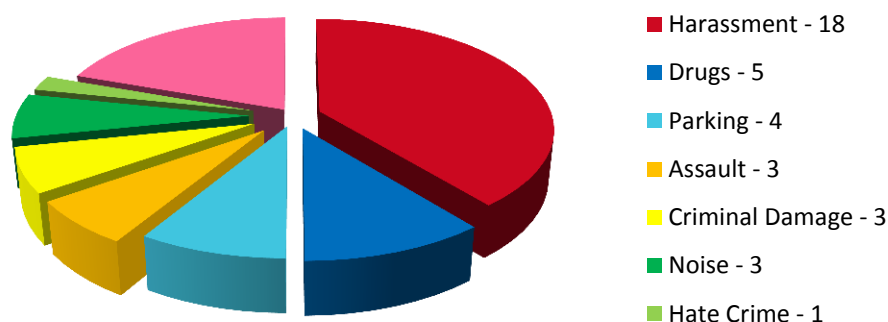


Fig 7. ASB Type during Q4 2015/16

The total number of case types reported above (46) exceeds the number of service users supported (33) as some individuals were experiencing more than one type of issue. Whilst some of these categories refer to crime, they were in all cases deemed suitable referrals to



the project. For example, two of the cases counted above within the category of assault refer to a referral for restorative justice. In this case counter-allegations were being made by both parties and the referring officer identified restorative justice as being more appropriate than proceeding with investigation and prosecutions. Further details on this case are presented in the next section. The most common category of ‘Harassment’ captures a range of more specific behaviour, although the majority of these cases related to forms of on-going neighbour dispute.

### Needs Addressed During Q4

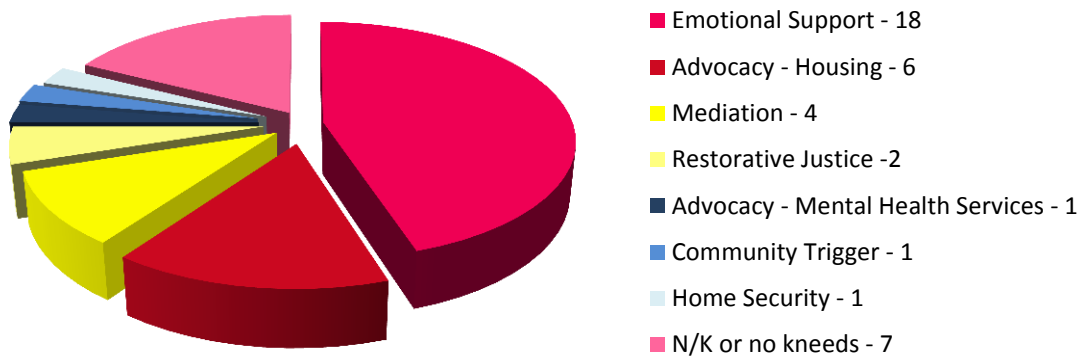


Fig 8. Needs Addressed During Q4 2015/16

Again, the total number of needs addressed during Q4 (40) exceeds the number of cases (33) as some service users had multiple needs. Although emotional support was by far the most commonly delivered individual service, it should be noted that when the various practical forms of support are added together then there are comparable amounts of practical and emotional support being delivered.

## 5 - Feedback from service users

**Output 4 – Measure the impact of the support and service provision on the individual, including: health and wellbeing, confidence, shelter and accommodation, relationships and social life, work and study, finance. To be measured through Service User Surveys.**

**Output 5 – ASB Victims needs are identified and fully met (measured via service user satisfaction survey)**

During delivery of the original NJP Project, the standard MOPAC Service User Survey (SUS) (as used by Victim Support’s core community services) was used to measure the impact of support on service users. For the current reporting period, a revised ASB SUS was implemented. The ASB SUS had been successfully piloted via Victim Support’s Hackney and Haringey ASB Projects during 2014-15, and was designed to include items with more relevance to this particular client group.

The table below illustrates that all SUS-related targets were exceeded during Q4. Overall satisfaction with Victim Support was high throughout the year, with the target relating to recommending Victim Support being met in every quarter. The figures reported below relate to victims (referred to as the harmed party, in order to capture the non-criminal issues that fall within the remit of the project). A slightly amended version of the survey was delivered to a small number of ‘harmers’ across the year. However, no clients were classed as harmers during Q4. One case involved counter-allegations of assault, but both clients were treated as victims for the purposes of monitoring. In each quarter, an attempt was made to contact 100% of all eligible service users from closed cases in order to conduct an SUS.

<b>Monitoring Requirement</b>	<b>Target</b>	<b>Q4</b>
<b>% Harmed supported completing an SUS (number of eligible cases closed this quarter)</b>	100 % attempted and 50% completed	57.1% (7)
<b>% Harmers supported completing an SUS (number of eligible cases closed this quarter)</b>	100 % attempted and 50% completed	N/A
<b>SUS (harmed): Overall satisfaction - % satisfied (number of clients completing this question)</b>	85%	100% (4)
<b>SUS (harmed): Needs met - % mostly/completely (number of clients completing this question)</b>	85%	100% (4)
<b>SUS (harmed): Confidence - % some/big difference (number of clients completing this question)</b>	85%	100% (2)
<b>SUS (harmed): Other agencies - % a little/a lot (number of clients completing this question)</b>	85%	100% (4)
<b>SUS (harmed): Recommend VS to others - % yes (number of clients completing this question)</b>	85%	100% (4)

During Q4, an ASB Risk Assessment Matrix (RAM) began to be used with all clients during initial contact. These questions were designed by the Home Office to understand levels of vulnerability, support needs and whether incidents have occurred before. Increased use of the RAM in Barnet was prompted by the successful use of this tool in the Victim Support Hackney and Haringey ASB Projects, demonstrating the ongoing sharing of best practice across Victim Support’s specialist projects. At the time of writing, a pre-intervention risk assessment was completed with three clients. An average score of 19.3 across these three cases indicates that service users are typically deemed to be medium risk at the point when they first come into contact with the project. As some of these cases are currently open, it is not possible to report on the average post-intervention score. Continuing to collect this data going forward with however allow for this to be considered in future. As well as supplementing the statistical understanding of the impact of support, the risk assessment has proved to be useful means of building rapport with clients who may be particularly distressed, allowing for a structured but natural initial discussion of the scale and nature of the issues they are experiencing.

During the re-scoping of the project in April 2015, the possibility of conducting regular service user panels was raised. Whilst the additional funding to facilitate this was not

secured, a focus group schedule was developed by the project officer. Service users are currently being contacted in order to run a single focus group, with the result to be presented as a separate thematic analysis. This will allow for more detailed exploration of the issues raised in this report, such as the unanswered questions raised by the reported data on service user demographics.

## **6 - Community Trigger**

A clear process for handing Community Trigger applications has recently been drafted in cooperation with the Community Safety Team. As well as clarifying roles and timescales there has also included a plan for situations that involve a conflict of interests in order to ensure that applications are handled fairly, and that clients who may already be unhappy with their contact with relevant agencies are not caused any further distress. For example, if the project officer had already had contact with a client it would not then be appropriate for him to consider a trigger application from the same individual. In line with this, an emphasis on transparency and a clearly specified appeals process have been agreed.

During Q4, the first community trigger application was received by the project. Existing contacts from the Community Safety MARAC (and effective support from the Community Safety Team) meant that required information from partners was collected in good time from relevant agencies (in this case police and housing). Close communication was maintained with the applicant to keep them updated with regards to progress, and they were informed of the final decision over phone and in writing. To ensure the transparency of the decision making process, the applicant was invited to meet with the project officer to have a more detailed discussion about the outcome and how the decision has been arrived at.

Although in this case the application was ultimately deemed not to have met the criteria for a trigger, the process agreed with the Community Safety Team ensured that multi-agency working was still engaged. Thus, whilst all agencies were found to have acted appropriately in relation to the calls cited in the application the project officer fed back the decision in brief to the Community Safety MARAC, and then in more depth to a separately convened problem solving group.

## **7 - Additional activities**

Much of the work conducted by the project is not fully captured by the quantitative measures and outcomes discussed in this report. As such, additional activities and processes are discussed here in order to better illustrate the range of services delivered.

### **Flexibility in relation to referrals accepted by the project**

The Barnet ASB Project is primarily intended to provide support to individuals, as well as providing restorative justice and mediation services to pairs of clients. Whilst these types of cases do make up the bulk of all accepted referrals there has been some deviation from this in order to meet the needs of Barnet Council and other partner agencies. For example, ongoing support is being provided in two cases that involve the management of wider

community tensions, and thus involve more complicated process of mediation and support provided to a large number of clients and stakeholders. One of these cases relates to parking issues affecting several residents living near a school, and the other relates to assisting with community consultation in relation to a planning application.

### **Closer working with the Community Safety MARAC**

The project coordinator continues to represent Victim Support as a core member of the Barnet Community Safety MARAC. The direct referral of cases at this meeting has helped to reduce the time taken for clients to receive support. For vulnerable victims and urgent cases close communication with points of contact in key agencies means that referrals can also be made directly to the project, without having to wait for the MARAC. The possibility of standardising an offer of support from the project for all new Community Safety MARAC referrals is currently being discussed.

### **Victim Personal Statements**

The original NJP project was designed to address anti-social behaviour in the community, before cases progressed through the criminal justice system. However, given the broader remit of the current ASB project there has recently been more scope for assisting with matters relating to court. During Q3 the police requested that Victim Support act as a nominated agency to help with collecting Victim Personal Statements from a number of victims. The project coordinator was able to consult with the manager of Victim Support's court-based ASB Project in Highbury & Islington to establish best practice with this.

### **Victim Empathy Workshops**

Since 2015, additional work has been conducted in partnership with the restorative justice lead of Barnet's Youth Offending Team. Initially this involved a short victim awareness workshop delivered to a group of young people in contact with the YOT. When positive feedback was received in relation to these workshops the YOT asked for this to be expanded to a series of four linked sessions. As Victim Support had already piloted similar interventions with adults in prison the project was able to draw on this work and work with the YOT to adapt it for use with young people. Other projects within Victim Support's North London Division have also conducted similar work with young people, and this experience was also drawn on when revising and delivering sessions.

Two of these courses have been run to date, with a third currently in progress. By identifying best practice programme materials and delivery have been refined with each course. The first session of the current course indicates the effectiveness of this improvement, with a high degree of success in terms of engaging participants and allowing them to make valuable insights relating to the impact of their offending behaviour. A pre- and post- intervention survey has also been developed, in order to gather both qualitative and quantitative data on the effectiveness of the course.

## 8 - Feedback From Staff

*“Mansoor, Victim Support has facilitated Victim Awareness Group work sessions for young people at Barnet YOT. This has been very useful **as one young person put it,***

***“ helps me not do this again”***

*The current programme is of four weeks duration and involves a variety of activities to encourage the young people to look at the impact their behaviour has on others.”*

Intensive Supervision and Surveillance Coordinator,  
Youth Offending Team

### References

ONS (2016a). Census data via ONS Dataset Explorer (beta) - DC2101EW Ethnic group by sex by age [https://www.ons.gov.uk/census/2011census/2011censusdata/censusdataviaonsdatasetexplorerbeta, accessed April 2016]

ONS (2016b). Statistical bulletin: Crime in England and Wales: Year ending September 2015 - Annual Trend and Demographic tables

[http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingseptember2015#violent-crime, accessed April 2016]

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