



LONDON BOROUGH OF HILLINGDON

OVERVIEW AND SCRUTINY

CORPORATE SERVICES OVERVIEW & SCRUTINY COMMITTEE

Final Report –April 2005

ANTI-SOCIAL BEHAVIOUR

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Chairman's foreword



Anti-social behaviour (ASB) and the perception of ASB is a widespread problem for the residents of Hillingdon borough. The Committee sought to review two aspects of the Council's measures in combating the occurrence of ASB: Closed-circuit television (CCTV) and education and youth provision for young people at risk of entering into anti-social behaviour patterns.

During the review the Committee made a number of recommendations to the Council's Cabinet. All the recommendations made have been based on information received from service managers, practitioners and/or best practice examples. It is hoped that the recommendations made will make a real difference to the effectiveness of CCTV and the support services provided for young people by the Council in addressing and preventing the occurrence of anti-social behaviour in the borough.

On behalf of the Committee, I would like to thank the Police officers and Council officers who presented evidence and participated in the deliberations of this review.

Cllr Richard Lewis

Executive Summary

Anti-social behaviour and the threat thereof is a present and growing concern throughout the Borough of Hillingdon. The Corporate Services Overview & Scrutiny Committee decided to review the current procedures, plans and services the Council has for addressing anti-social behaviour.

The Committee focused on three aspects of service provision – CCTV, the Youth Service, and education provision. Following the Committee's information gathering, which included presentations from, and discussions with, senior borough Police officers, CCTV managers, Youth Service managers, education support officers and anti-social behaviour / community safety officers, the Committee made several recommendations.

The Committee's recommendations for service delivery to address the occurrence of anti-social behaviour in Hillingdon are based on the evidence received

The recommendations made to Hillingdon Council's Cabinet are as follows:

On CCTV:

- That there be an enlargement in CCTV monitoring, in terms of both personnel operating at any one time and the number of screens displaying live pictures.
- That camera-head movement enabling software be installed as soon as possible to enhance the capability and capacity of the town centre CCTV systems.
- That 'good news' stories and examples of CCTV's use in detecting crime and identifying perpetrators are publicised to improve the public perception of the effectiveness of CCTV.
- That methods for increasing the speed of communication between central police stations and the CCTV monitoring room be looked into, including consideration of how instant provision of grid references for crimes can be obtained and communicated to CCTV monitoring staff.
- That both town centre and independent shop/parade CCTV schemes should be encouraged as means for addressing the occurrence of anti-social behaviour in the borough.
- That shop keepers should be encouraged to develop CCTV systems in conjunction with advice and guidance provided by the police.
- That the Cabinet recognises;
 - The potential for displacement of anti-social behaviour.

- The potential of using Section 106 to introduce CCTV schemes into new developments where deemed necessary.
- And acknowledges the good work of the partnership working between the Council's Community Safety Team and the Police, and recommend that the Council and key partners continue to use best practice examples in addressing anti-social behaviour.

On education & youth provision

- That information on school exclusions is communicated directly to Chairmen of School Governors
- That information providing a statistical breakdown of social categories of those children with persistent school non-attendance should be distributed to Members and to Chairmen of School Governors.
- That the Council takes action to ensure that partner organisations honour fully their respective contributions to agreed partnerships, especially in connection with the Youth Offending Service.
- That officers inquire whether BAA funding, or other sponsors, could be obtained to further support the FIESTA summer holiday activities, enabling the activities to be more widely available to families with lower incomes.
- That the Community Warden scheme be rolled out across all wards in the borough.
- That the potential for using the Hillingdon Mediation Service for settling anti-social behaviour disputants be acknowledged by the Council.

Introduction

What is anti-social behaviour?

1. The Crime and Disorder Act 1998 defined anti-social behaviour as: *“Behaviour which causes or is likely to cause harassment, alarm or distress to one or more people not of the same household as himself”*
2. This definition covers a wide range of possible action by individuals and groups from all age ranges and social groupings. Anti-social behaviour is often equated with ‘jobbery’ and the exploits of a predominantly youth constituency. However, statistics¹ published on 1st March 2005, show that of the 3,826 Anti-Social Behaviour Orders (ASBOs) issued between July and September 2004, 50% were issued to adults and 45% to juveniles. This review sought to maintain a wide-ranging view of anti-social behaviour, rather than to focus on one aspect of it.

The national picture

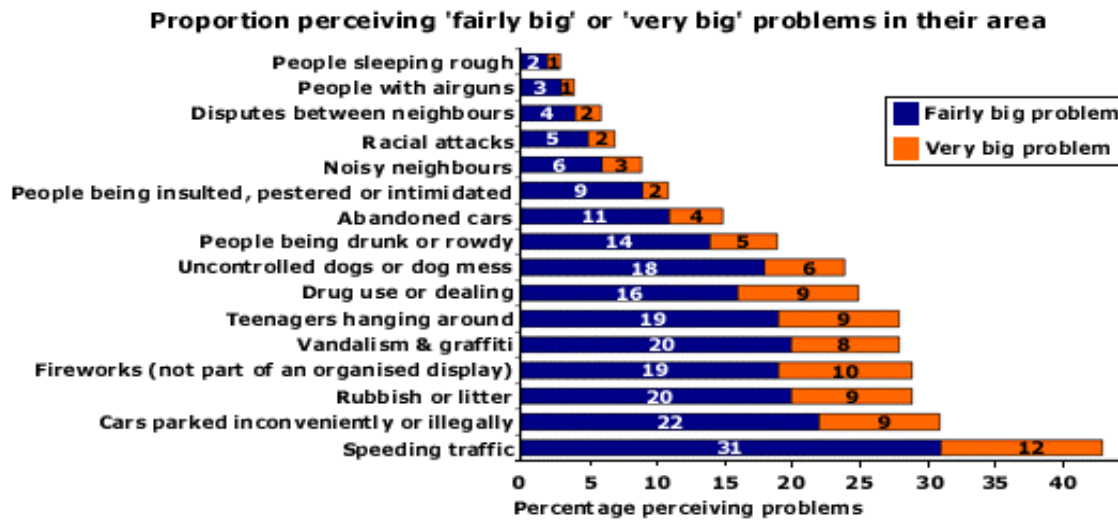
3. Anti-social behaviour is a widespread issue that can have a strong impact on communities. This is the case both nationally and in the borough of Hillingdon. The report ‘Perceptions and experience of anti-social behaviour’² shows that: of those aged 16 or over in England and Wales, three-quarters (76%) perceived one or more of the 16 types of behaviour given in figure 1 to be a problem. Over a third (36%) said one or more was a ‘very big’ problem.
4. The report shows that the effects of anti-social behaviour go beyond damage to property or financial loss; serious emotional reactions to some experiences were reported – “even with low-level incidents, the impact on quality of life was cumulative (6% of the population reported a high impact and 11% a medium impact as a result of young people hanging around)”³.

¹ The Home Office, 2005, <http://www.crimereduction.gov.uk/asbos2.htm>

² Martin Wood, October 2004, *Perceptions and experience of anti-social behaviour*, Home Office Findings 252 (On-line report 49/04); <http://www.crimereduction.gov.uk/antisocialbehaviour43.htm>

³ *Ibid.*

Figure 1



- The report also claims that 'offenders' were generally groups of young people of both sexes and that the parties involved were often strangers, although from the local area. This can have a detrimental effect on levels of public trust and community / civic spirit within a locality, which have knock-on effects on people's welfare and the standard of an area's 'liveability', a growing area of local authority focus (the liveability agenda is about creating places where people choose to live and work).

Anti-social behaviour and locality

- The report found that "the type of area where people lived was the strongest predictor of perceived high levels of anti-social behaviour. Those in 'hard-pressed' areas were far more likely to encounter problems than those in areas characterised by 'wealthy achievers'."⁴ The borough of Hillingdon has several wards which show substantial levels of deprivation.
- Figure 2 (overleaf) shows the ranking of wards in Hillingdon (circa 2000) in the national 'league table' of the Index of Multiple Deprivation 2000 ('IMD 2000'). The scoring which determines the ranking is gained from an analysis of six factors: income; employment; health deprivation and disability; education, skills and training; housing; and geographical access to services. Figure 2 shows that out of the 25 wards in existence at the time of the data collection in the Borough, 5 wards⁵ were in the bottom quartile (most deprived) of the 8,414 wards in England and 3 more wards⁶ were only slightly above that quartile.

⁴ *Ibid.*

⁵ These wards were: Botwell, Townfield, Wood End, Yeading and Yiewsley. Due to a change in boundaries, Wood End no longer exists as an individual ward.

⁶ These wards were: Barnhill, Hillingdon East and West Drayton.

8. The widespread, varied and often-recurrent incidence of anti-social behaviour is captured in Wood's report of 2004 in stating "a high proportion of those experiencing ASB problems in their area had experienced problems in the previous 12 months. For many this experience was frequent. Despite this, only a small percentage of incidents were reported. The specific type of incident experienced varied widely. Although a large proportion resulted in general annoyance, serious offences were also experienced, particularly in urban areas."
9. The Crime & Disorder Act 1998 made local authorities jointly responsible with the police for addressing crime and disorder issues in their area. The Government has recognised the national importance of tackling anti-social behaviour with the 2003 Anti-Social Behaviour Act, whose provisions include the introduction of Dispersal Orders, Parenting Orders and Contracts and powers dealing with graffiti, noise nuisance and other social 'incivilities'.
10. Crime has consistently figured as the top priority for Hillingdon residents in recent years and anti-social behaviour has emerged as the community's main concern as evidenced, for example, by the annual survey of member organisations of the Hillingdon Community & Police Consultative Group.

Anti-social behaviour in Hillingdon

11. Anti-social behaviour is a widespread concern in the borough of Hillingdon. The Hillingdon Crime and Disorder Survey - a survey of Hillingdon residents undertaken between August 2004 and September 2004 sent to a random sample of approximately 1% of Hillingdon households taken from the voters register – showed that across all age ranges and ethnicities, public concern at the threat of anti-social behaviour (measured in this instance by the identification of 'having concern about gangs of youths') is high. This is shown in figures 3 and 4.

Figure 3

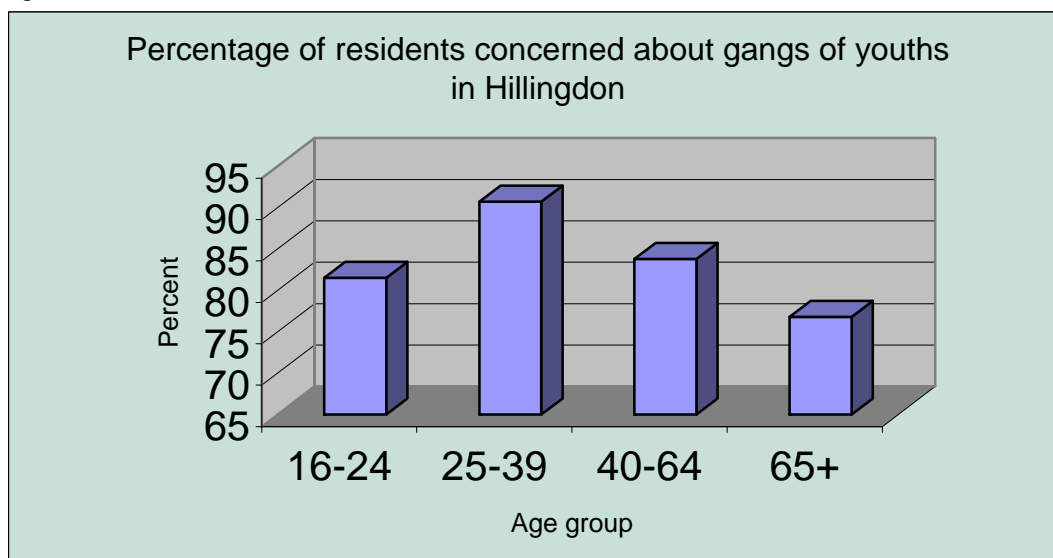
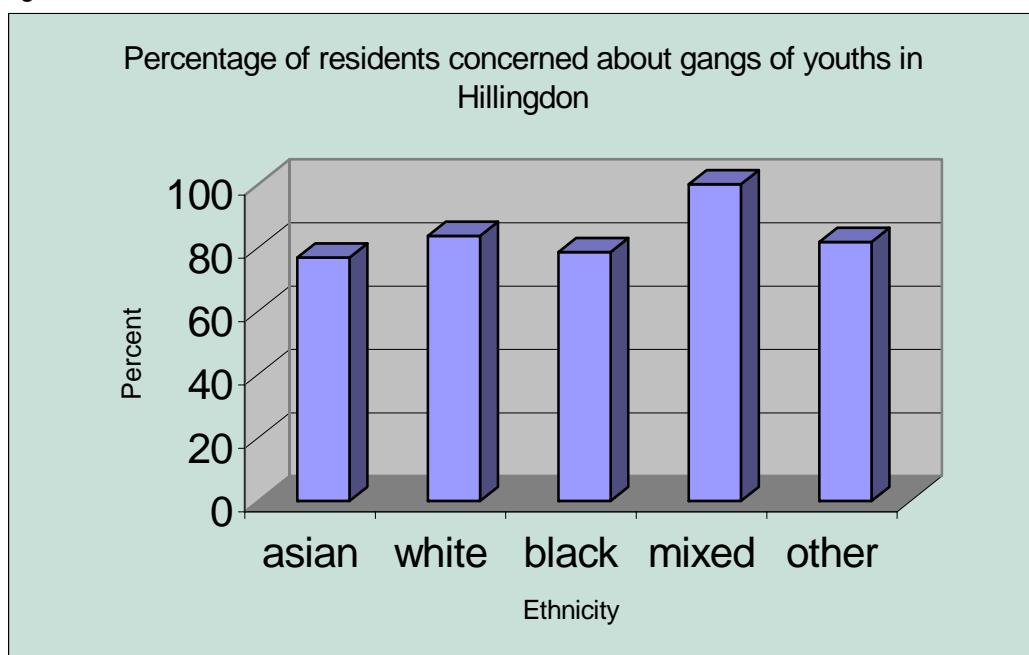


Figure 4



12. The Corporate Services Overview & Scrutiny Committee ('the Committee') decided to review the Council's strategies and methods for tackling the issue of anti-social behaviour. The review aimed to examine the current and planned actions and to identify areas for development that should further the Council's ability to reduce the occurrence, and remedy the effects, of anti-social behaviour across the borough.

The review

13. The terms of reference for the Committee's review were:

- To examine, particularly, the Partnership's capacity and policy in the following three areas:
 - CCTV
 - Educational provision, and
 - Youth Services.
- To set out clearly the means and methods of tackling anti-social behaviour in the Borough.
- To ensure that all sections of the Council and partner agencies share an agreed strategic approach to tackling anti-social behaviour in the Borough.

14. The review therefore aimed to help develop

- A clear partnership strategy to tackle anti-social behaviour that embraces the Government's policy of adopting a balanced, holistic approach.
- A reduction in the incidence of reported anti-social behaviour.
- Improved information and guidance to the public regarding the reporting of anti-social behaviour, and
- Increased public satisfaction with the response of partner agencies to anti-social behaviour complaints.

15. The Committee took evidence for the review at an all-day seminar, receiving presentations on the three key areas from officers from the Council and the Police. The Committee then took further evidence and discussed the subject matter at two subsequent meetings on 8th February and March 10th 2005. A summary of the key evidence is given in later this report, providing the rationale for the recommendations presented by the Committee.

Evidence and Findings

16. This section details some of the evidence received by the Committee and gives the recommendations and their backing arguments made by the Committee in seeking to achieve the stated aims of the review (as given in the previous section).
17. This section has two subsections, reflecting the three key focus areas agreed by the Committee. The first subsection presents the evidence and recommendations concerning the provision and use of CCTV in addressing anti-social behaviour. The second subsection presents the evidence and recommendations concerning the education provision and youth services provided by the Council to young people who may be at risk of committing anti-social behaviour.

Closed-circuit Television (CCTV)

18. Closed-circuit television (CCTV) has grown in popularity as a crime-reducing instrument. The last fifteen years has seen a dramatic increase in the application of CCTV systems across the country. In 1990 there were 3 town centre schemes, amounting to about 100 cameras. By 2003 there were 684 public space schemes totalling £170m (matched by local authorities receiving funding) being funded by the Home Office's Crime Reduction Programme CCTV Initiative, with over 40,000 cameras in operation.
19. The use of CCTV as a crime-reducing instrument is based on one or more of four assumptions⁷:
 - Deterrence: the potential offender regards it as too risky to commit a crime in an area with CCTV.
 - Self-discipline: (in potential offenders) CCTV may be effective for the same reasons as under 'deterrence'. (In potential victims) CCTV may act as a reminder of the possibility of crime and therefore behaviour and safety measures are taken, making the execution of a crime more difficult.
 - Deployment of police / security personnel: CCTV can enhance the effective use of police officers in the monitored areas, enabling the monitoring officer to assess whether a police presence is required. If not, police can be deployed elsewhere. Effective deployment of police personnel also acts as providing a 'capable guardian' to ward against criminal behaviour.
 - Detection: Images of offences can lead to punishment and the removal or incarceration of offenders. Once removed from the area they are unable to commit crime there.

⁷ Adapted from: Rachel Armitage, 'To CCTV or not to CCTV?', NACRO, <http://www.narco.org.uk/data/briefings/narco-2002062800-csps.pdf>

CCTV – The picture in Hillingdon

20. In the London Borough of Hillingdon over 120 cameras have been installed (including bus lane cameras). The main areas covered are:
- Uxbridge town centre
 - Hayes town centre
 - Ruislip town
 - West Drayton and Yiewsley
 - Northwood town
21. These cameras transmit directly into the CCTV Monitoring Room at the Civic Centre, Uxbridge. Council officers undertake 24hours-a-day, 7-days-a-week monitoring. In addition all transmissions from cameras are recorded and stored for a specified duration so that they can be reviewed at a later date if necessary.
22. The CCTV Monitoring Room can receive and transmit on Town Link Radio and Police Officer radios to aid deployment and provide information to officers in the area being monitored.
23. Town centre CCTV currently assists with the policing of anti-social behaviour as an evidence source, permitting operators to identify and record acts of anti-social behaviour and assessing the need for a police presence. CCTV can also act as surveillance, assisting the police in enforcing Anti-Social Behaviour Orders (ASBOs), especially when individuals are prohibited from town centres which have CCTV coverage.

CCTV – Research findings

24. Research has shown that the effect of CCTV cameras can begin to wane after a certain period of time following installation⁸. To remedy this, it is advised by the Home Office's Police Research Group that cameras must be seen by the public to increase the risk of arrest, through the advertising of the involvement of CCTV in news reports of arrests made and crime prevention figures.
25. It is also shown by research evidence that whilst CCTV is effective in reducing property crime, it is less effective against personal crimes (such as theft from the person, and assault)⁹. This finding casts doubt over the capability of CCTV to prevent or effectively discourage some acts of anti-social behaviour. The Committee's recommendations seek to advance the capability of the current CCTV coverage so that the

⁸ Ben Brown, The Home Office Police Research Group, "Briefing Note: CCTV in Town Centres: Three Case Studies", Series Paper 68:

<http://www.homeoffice.gov.uk/rds/prgpdfs/cdp68bf.pdf>

⁹ *Ibid.*

chances of identifying and responding quickly to acts of anti-social behaviour are increased.

26. The displacement argument states that CCTV may reduce the occurrence of crime in the area covered by cameras, but that the offenders being to commit crime in other surrounding areas, thus the incidences of crime are simply moved, rather than reduced. Patterns for where displacement may occur have not been found. Some research has shown that CCTV can produce a 'diffusion of benefits' to the area immediately surrounding the CCTV-covered area, with crime being relocated to more outlying areas.

27. A number of studies¹⁰ have shown that offenders are not generally deterred by CCTV. This poses questions about the capacity of CCTV as a deterrent.

CCTV – Recommendations

28. Having considered and discussed the evidence presented by CCTV managers and police officers, the Committee agreed the following recommendations. These recommendations seek to address the concerns of the public in advancing the service town centre monitoring that the CCTV Room can administer and strengthen the capacity of the CCTV provision in Hillingdon to address the occurrence of anti-social behaviour.

Recommendation 1

That there be an enlargement in CCTV monitoring - in terms of personnel operating at any one time and the number of screens displaying live pictures.

29. With recommendation 1 the Committee seek to increase the coverage of CCTV monitoring, thereby increasing the chances of anti-social (and other criminal) behaviour being identified and the police alerted quickly.

Recommendation 2

That camera-head movement-enabling software be installed as soon as possible to enhance the capability and capacity of the town centre CCTV systems.

30. Recommendation 2 seeks to advance the ability of the present town centre CCTV cameras so that they are able to cover a wider area. The introduction of camera-head rotation could greatly increase the ability of CCTV to track recognised offenders and thereby assist police or

¹⁰ Butler (1994), Gill & Turbin (1998), Ditton & Short (1998), referenced in *Ibid*.

security officers in making arrests. It is also recognised that this technology would address the issue of 'blind spots' that can be exploited by offenders.

31. Successful application of recommendation 2 would also require a recognition of the need to maintain clear lines of sight for CCTV cameras – the positioning of new road signage and continuing tree maintenance for example would have to take into account the variable positioning and angles of CCTV coverage so that each camera retains its optimum field of view.
32. The increased monitoring and coverage of the present town centre CCTV systems will need to be communicated effectively to the public, so that public confidence is held in the capacity of the local CCTV systems and that potential offenders are fully aware of the risks of committing acts of anti-social behaviour. The implementation of camera-head rotation technology could have significant effects in preventing anti-social behaviour in town centres as offenders will not be fully aware of whether they are being monitored or not. Camera-head rotation technology would remove the ability of potential offenders from having prior full knowledge of where is and where is not covered by CCTV.
33. To augment public awareness of any advance in the capacity of the CCTV systems, the Committee propose recommendation 3. This also seeks to address the issue of the effect of CCTV fading over time, as some research findings show in evaluations of other town centre systems.

Recommendation 3

That 'good news' stories and examples of CCTV's use in detecting crime and identifying perpetrators are publicised to improve the public perception of the effectiveness of CCTV.

34. In addition to the recommendations made about the centrally-monitored, town centre CCTV systems, the Committee propose recommendations 4 and 5 in seeking to develop the use of smaller single shop or shopping parade schemes in smaller shopping areas.

Recommendation 4

That both town centre and independent shop/parade CCTV schemes should be encouraged as means for addressing the occurrence of anti-social behaviour in the borough.

Recommendation 5

That shopkeepers should be encouraged to develop CCTV systems in conjunction with advice and guidance provided by the police.

35. As mentioned earlier, current research and evaluations of town centre CCTV systems across Britain do not provide conclusive evidence that CCTV is effective in addressing crimes against the person – thus creating doubts of CCTV’s effectiveness in the fight against a range of acts of anti-social behaviour. The role of CCTV alone as a deterrent is questionable in preventing some aspects of anti-social behaviour.
36. Advice from CCTV evaluation studies¹¹ and the Home Office¹² recommends that CCTV is best used in conjunction with other crime-reduction measures. In particular the ability of CCTV monitoring staff to communicate quickly and clearly with police officers or shopping-centre security staff is identified as perhaps the most effective use of CCTV. To assist the development of communication channels, the Committee present recommendation 6.

Recommendation 6

That methods for increasing the speed of communication between central police stations and the CCTV monitoring room be looked into, including consideration of how instant provision of grid references for crimes can be obtained and communicated to CCTV monitoring staff.

37. It is hoped that the recommendations made will have a real effect on the development of the CCTV service provided by the London Borough of Hillingdon in the prevention, detection and reduction of anti-social behaviour in the town centres of the borough.
38. To augment the effectiveness of these recommendations the Committee recommends that the Council’s Cabinet recognise the points made in recommendation 7.

¹¹ Rachel Armitage, ‘To CCTV or not to CCTV?’, NACRO, <http://www.narco.org.uk/data/briefings/narco-2002062800-csps.pdf>

¹² Ben Brown, The Home Office Police Research Group, “Briefing Note: CCTV in Town Centres: Three Case Studies”, Series Paper 68: <http://www.homeoffice.gov.uk/rds/prgpdfs/cdp68bf.pdf>

Recommendation 7

That Cabinet recognises;

- The potential for displacement of anti-social behaviour following the installation of a CCTV system.
- The potential of using Section 106 to introduce CCTV schemes into new developments where deemed necessary.
- And acknowledges the good work of the partnership working between the Council's Community Safety Team and the Police, and recommend that the Council and key partners continue to use best practice examples in addressing anti-social behaviour

Education & youth provision

37. Youth work is based on four key principles;
- Education,
 - Participation,
 - Equality,
 - Empowerment.

Education & youth provision in Hillingdon

39. Hillingdon Youth Service seeks to “help people to learn about themselves, other and the wider world through informal educational opportunities that respond to their developmental needs, aspirations and concerns and combine enjoyment, challenge and learning.” This service is open to people aged 11 to 25, with a focus on those aged 13 to 19.
40. The central curriculum to activities and services provided for young people consists of educating them on the following,
- Being safe,
 - Being healthy,
 - Being active citizens
 - Developing life and social skills
 - Achieving their full potential
 - Being happy and feeling valued for who they are
41. The premise in connection to anti-social behaviour is that engaged, educated youth people who feel valued and value others will not become involved in anti-social behaviour, criminality or other such activities. Some of the Youth Services provision aims directly at those deemed to be ‘at risk’ of entering offending or anti-social behaviour patterns, other sections of the provision is generic and open to all young people. Both the targeted and generic provision serves the central purpose of engaging and educating those young people who attend.
42. In Hillingdon there are three types of Youth Service teams: ‘generic’, ‘specialist’ and ‘targeted’. Generic teams provide borough-wide, open access, association-based services for mainstream young people. There are currently three of these teams across Hillingdon. The six specialist teams provide issue-focused services to further add to the central curriculum. Targeted teams work specifically with individuals deemed to be ‘at risk’ of offending, or being socially excluded. There are currently four targeted service teams in Hillingdon, each providing three targeted contact sessions per week.

43. The other teams within the Hillingdon Youth Service are the Mobile Services Team, the Out-of-School Team, the Alternative Education Team and the Connexions Service Team.
44. The Mobile Services Team operate a converted bus which provides a range of informal education services aimed at reaching young people living in areas of the borough where they are at risk of social exclusion due to geographical isolation, or where there is a lack of established youth provision. The provision includes
- Association activities with peers
 - Issue-based groupwork initiatives
 - Informal sports and arts activities
 - Accredited learning opportunities using information technology, sports and arts
 - Counselling and individual support, and
 - Information and advice services
45. The bus is sponsored by General Mills (a food producing company), Hillingdon Community Trust, Hillingdon Partners, and Hillingdon Council.
46. The Out-of-School and the Alternative Education Teams provide activities and support aimed at diverting young people from, or reducing the risk of them, becoming involved in anti-social behaviour. Activities are based on learning life and social skills, mentor support, and options for vocational training so as to reintegrate young people who are excluded or experiencing problems with the conventional education provision into a learning environment and encourage them to pursue training for future employment.
47. Hillingdon's Youth Offending Service (YOS) seeks to provide youth justice services in Hillingdon so as to prevent offending by young people. The YOS is funded partner organisations via a pooled budget and seconded posts within the service and grants from the Youth Justice Board and Connexions Service.
48. The Criminal Justice Act 2003 and the Anti-Social Behaviour Act 2003 allow the YOS to enter into parenting contracts with parents of a child who has been or is likely to engage in criminal or anti-social behaviour. Information on Anti-Social Behaviour Orders and Acceptable Behaviour Contracts is given in the Anti-Social Behaviour Strategy at Appendix 2.
49. Having received and discussed information on these services the Committee agreed the following recommendations, which seek to advance the education and youth support systems in place for addressing anti-social behaviour in Hillingdon.

Education & youth provision - Recommendations

50. The Committee were concerned that information about school exclusions was not, in all cases, being communicated from head-teachers to school governors. Recommendation 8 is designed to install as a standard practice communication of information concerning school exclusions to the Chairman of School Governors. The Committee look to build on this with recommendation 9, so that school governors become more aware of the problem of non-attendance to school, which can lead to social and educational exclusion, which has been linked to the occurrence and/or likelihood of young people drifting into anti-social behaviour patterns.

Recommendation 8

That information on school exclusions is communicated directly to Chairmen of School Governors

Recommendation 9

That information providing a statistical breakdown of social categories of those children with persistent school non-attendance should be distributed to Members and to Chairmen of School Governors.

51. The financial pressures placed upon the Youth Offending Service by the increase in powers and roles of responsibility, which have not been matched by increased funding from central government, provided the context from recommendation 10. The Committee were concerned that the Probation Service was unable to fulfil its funding obligations, not only in Hillingdon, but also across the country.

Recommendation 10

That the Council takes action to ensure that partner organisations honour fully their respective contributions to agreed partnerships, especially in connection with the Youth Offending Service.

52. The Committee recognised the benefits that youth provision can bring and commended the FIESTA summer programme for its engagement of young people. The Committee expressed some concern that, due to the popularity of the FIESTA programme some families with lower incomes were not able to access the activities once the subsidised places had been filled. To address this outstripping of supply of subsidised places the Committee recommend that officers pursue options for further funding for more subsidised places.

Recommendation 11

That officers inquire whether BAA funding, or other sponsors, could be obtained to further support the FIESTA summer holiday activities, enabling the activities to be more widely available to families with lower incomes.

53. ~~In addition to the services provided by the Youth Service and Youth Offending Service in terms of educational activities, the Committee acknowledged the benefits of the Community Warden scheme for providing a visible and accessible service in strengthening local communities and giving greater assurance about community safety. Recommendation 12 reflects this.~~

Recommendation 12

That the Community Warden scheme be rolled out across all wards in the borough.

54. In recognition of both the pressures on the Youth Offending Service and the work of the Hillingdon Mediation Service, the Committee recommend that Cabinet recognise the potential of encouraging residents to use the Hillingdon Mediation Service as a way of settling anti-social behaviour disputes.

Recommendation 13

That the potential for using the Hillingdon Mediation Service for settling anti-social behaviour disputants be acknowledged by the Council.

Closing word

“research suggests that initiatives which target 'hard-pressed' urban areas and focus on increasing the ability and will of a community to deal with local problems are more likely to be successful”¹³

55. The Committee hopes that the recommendations made in this report, based on the information received and discussed with service managers work towards more effective measures and services in dealing with anti-social behaviour in Hillingdon. Several of the recommendations made encourage close working between the Council, the Police and the communities affected by anti-social behaviour. This joint working is recognised in best practice examples and is endorsed by the Committee as holding the greatest potential in effectively reducing anti-social behaviour in Hillingdon.

Bibliography

The Home Office, 2005, <http://www.crimereduction.gov.uk/asbos2.htm>

Martin Wood, October 2004, *Perceptions and experience of anti-social behaviour*, Home Office Findings 252 (On-line report 49/04); <http://www.crimereduction.gov.uk/antisocialbehaviour43.htm>

Rachel Armitage, *'To CCTV or not to CCTV?'*, NACRO, <http://www.narco.org.uk/data/briefings/narco-2002062800-csps.pdf>

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Appendices

Appendix 1 – Recommendations Action Plan

Appendix 2 – The Hillingdon Anti-Social Behaviour Strategy

¹³ Martin Wood, October 2004, *Perceptions and experience of anti-social behaviour*, Home Office Findings 252 (On-line report 49/04); <http://www.crimereduction.gov.uk/antisocialbehaviour43.htm>

Recommendation Action Plan

	Recommendation	Aim	Action	Action by
1.	That there be an enlargement in CCTV monitoring, in terms of both personnel operating at any one time and the number of screens displaying live pictures.	To increase the ability of the Council to monitor town centres to detect and deter anti-social behaviour and criminality.	Include CCTV expansion in MTFF.	CCTV Room
2.	That camera-head movement enabling software be installed as soon as possible to enhance the capability and capacity of the town centre CCTV systems	To advance the capability of the current CCTV systems	Assess level of investment needed and include in MTFF bid.	CCTV Room
3.	That 'good news' stories and examples of CCTV's use in detecting crime and identifying perpetrators are publicised to improve the public perception of the effectiveness of CCTV.	To promote the effect and potential of the current CCTV systems in detecting and preventing ASB, to alert potential offenders to the risk of being caught.	Develop communication agreement between CCTV Room / police and local newspapers.	CCTV Room, Public Relations Team
4.	That methods for increasing the speed of communication between central monitoring stations and the CCTV monitoring room be looked into, including consideration of how instant provision of grid references for crimes can be obtained and communicated to CCTV monitoring staff	To promote the speed of communications to improve response times and detection / identification of offenders.	Review the potential for developing the current systems.	CCTV Room, ICT
5.	That both town centre and independent shop/parade CCTV schemes should be encouraged as means for addressing the occurrence of anti-social behaviour in the	To promote uptake of CCTV systems by independent shop keepers in conjunction with other systems to develop a more		

Recommendation Action Plan

	borough	complete coverage of areas affected by ASB		
6.	That shop keepers should be encouraged to develop CCTV systems in conjunction with advice and guidance provided by the police	To ensure that CCTV systems comply with legal stipulations and are compliant with the technology used by the police and courts.	Leaflets and other communication methods sent to shop keepers.	CCTV Room / Community Safety Team / Police.
7.	That the Cabinet recognises; <ul style="list-style-type: none"> • The potential for displacement of anti-social behaviour. • The potential of using Section 106 to introduce CCTV schemes into new developments where deemed necessary. • And acknowledges the good work of the partnership working between the Council's Community Safety Team and the Police, and recommend that the Council and key partners continue to use best practice examples in addressing anti-social behaviour. 	To identify future developments where CCTV may be beneficial.		
8.	That information on school exclusions is communicated directly to Chairmen of School Governors	To ensure full communication in the governance of schools about exclusions.	Guidance be sent to appropriate people.	EYL

Recommendation Action Plan

9.	That information providing a statistical breakdown of social categories of those children with persistent school non-attendance should be distributed to Members and to Chairmen of School Governors	To raise awareness of factors related to non-attendance so that school governors can decide how to best address non-attendance at their school.		EYL
10.	That the Council takes action to ensure that partner organisations honour fully their respective contributions to agreed partnerships, especially in connection with the Youth Offending Service	To ensure the Youth Offending Service, in particular, is funded in accordance with the agreed contributions to the pooled budget.	Representations to be made as required by Cabinet members should all expected funding not be forthcoming.	Cabinet / Council
11.	That officers inquire whether BAA funding, or other sponsors, could be obtained to further support the FIESTA summer holiday activities, enabling the activities to be more widely available to families with lower incomes.	To increase funding, allowing an increase in the number of subsidised places on the FIESTA programme.	Officers engage local businesses to raise greater sponsorship for the programme.	Youth Service officers.
12.	That the Community Warden scheme be rolled out across all wards in the borough.	To increase presence of wardens in communities across the borough.		
13.	That the potential for using the Hillingdon Mediation Service for settling anti-social behaviour disputants be acknowledged by the Council.	To encourage the use of Hillingdon Mediation Service where appropriate in resolving ASB issues.		



London Borough of Hillingdon

Anti-Social Behaviour Strategy 2004-2008

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ANTI SOCIAL BEHAVIOUR STRATEGY

London Borough of Hillingdon working in partnership with
The Metropolitan Police (Hillingdon)



INTRODUCTION

The purpose of this Strategy is to deal with the problem of anti-social behaviour in the community as a whole, including streets, public places, parks, residential areas (irrespective of tenure), shopping and commercial areas throughout the Borough.

It will:

- Aim to adopt a holistic, partnership approach employing, where appropriate a balanced set of interventions including education, diversion and enforcement.
- Help the community to work and live together in harmony and reduce social exclusion.
- Minimise the impact of anti-social behaviour and vandalism on the environment, public transport facilities and open spaces, improving residents general quality of life and reducing the fear of crime

The Strategy complements the work of the Community Safety Partnership and underpins the Community Safety Strategy, which has been specifically developed to tackle crime and disorder.

DEFINITION OF ANTI-SOCIAL BEHAVIOUR

For the purpose of this Strategy, the definition of anti-social behaviour is consistent with that used in the Crime and Disorder Act 1998 and is as follows:

“Behaviour which causes or is likely to cause harassment, alarm or distress to one or more people not of the same household as himself”

OBJECTIVES OF THE STRATEGY

To:

1. Prevent, deter and reduce anti-social behaviour.
2. Effectively tackle the causes and deal with the consequences.
3. Take appropriate action against the perpetrators.

In order to achieve these objectives it is important that all the partners, whenever possible, consult with the community as a whole. This includes tenants and residents and a range of other public, private and voluntary organisations, who have an interest in the prevention and resolution of problems of anti-social behaviour and have a role to play in helping to achieve this.

There is often no simple solution to the problem of anti-social behaviour. This Strategy therefore includes a range of options, which may be pursued either individually or in combination, in order to achieve the desired outcome.

Wherever possible, it is desirable to see problems of anti-social behaviour resolved through agreement between individuals or groups concerned. In some cases the Council and / or other agencies i.e. The Mediation Service, may be a party to any such agreement.

The prime objective is to pursue a problem solving approach and, therefore, legal action will only be pursued if this offers the most appropriate and effective course of action after all other measures have been considered and/or failed.

ACHIEVING OUR OBJECTIVES

Working in partnership with all appropriate agencies we will:

- 1. Provide a single point of contact for non urgent reports of anti social behaviour and a case management system that is accessible to all agencies involved in the investigations**
- 2. Work with Police, Hillingdon Homes, London Borough of Hillingdon and Registered Social Landlords to identify areas subject to Anti Social Behaviour and identify those responsible**
- 3. Through various multi agency forums, consider, implement and monitor appropriate intervention measures to deal with the perpetrators.**
- 4. Consider and implement appropriate 'policing' plans including tenancy enforcement, dispersal areas, CCTV, controlled drinking zones, Police and PCSO patrols and use of Acceptable Behaviour Contracts or Anti Social Behaviour Orders**
- 5. Pursue a single agreed approach to tackling ASB in Hillingdon which takes into account local and national targets.**

Hillingdon Crime and Disorder Survey

A Crime and disorder survey of Hillingdon residents was undertaken between August 2004 and September 2004. The survey was sent to a random sample of approximately 1% of Hillingdon households taken from the voters register

Age:

The table below shows the percentage of residents from each age group who are concerned about anti social behaviour in Hillingdon

	Graffiti	Abandoned Vehicles	Broken Bus shelters	Gangs of Youths	Noise Nuisance	Littering/Flytipping
16-24	40.7	63.0	37.0	81.5	51.9	48.1
25-39	58.5	59.3	55.9	90.7	58.5	61.9
40-64	57.6	62.2	66.5	83.8	64.4	74.8
65+	62.5	54.2	67.9	76.8	53.6	67.9
Total	58.4	59.4	63.5	83.1	59.6	69.0

Gender:

The table below shows the percentage of male and female residents who are concerned about anti social behaviour in Hillingdon

	Graffiti	Abandoned Vehicles	Broken Bus shelters	Gangs of Youths	Noise Nuisance	Littering/Flytipping
Male	62.0	60.4	67.6	83.2	62.4	70.4
Female	56.1	58.8	59.9	82.8	57.0	68.0
Total	58.6	59.4	63.2	83.0	59.3	69.0

Ethnicity:

The table below shows the percentage of residents from the ethnic categories that are concerned about anti social behaviour in Hillingdon

	Graffiti	Abandoned Vehicles	Broken Bus shelters	Gangs of Youths	Noise Nuisance	Littering/Flytipping
Asian	48.1	65.4	50.0	76.9	59.6	61.5
White	60.0	59.0	64.8	83.7	59.2	70.2
Black	50.0	57.1	57.1	78.6	78.6	57.1
Mixed	0.0	50.0	75.0	100.0	50.0	75.0
Other	54.5	27.3	45.5	81.8	36.4	63.6
Total	58.2	48.9	63.0	83.0	59.2	69.0

The tables above clearly show that all ages, both sexes and people from all ethnic groups see gangs of youths as the major Anti Social Behaviour problem in Hillingdon

Interestingly a similar survey undertaken in years 7 – 11 in Secondary Schools around the borough shows their greatest concern (56.3%) also to be gangs of youths

PARTNERSHIP WORKING

An essential feature of this Strategy is the emphasis on joint working, close co-operation and involvement with a range of other local groups and organisations, in both the public and private sectors.. These agencies include the Police, Youth Offending Service, Social Services, Education, Probation, The Primary Care Trust, The London Fire Brigade, Voluntary groups, Registered Social Landlords, Community and other groups.

Consultation, amongst the partners, on the option(s) to be pursued in individual cases, is essential. Factors, which could influence their decision, are:

- The views of the victim
- The views of the other agencies and stakeholders involved
- The facts of the case
- The seriousness (or potential seriousness) of the problem
- The feasibility of the suggested remedies.
- The proportionality of the suggested remedy in relation to the problem
- The likelihood of the proposed remedy proving effective

In many cases, individual agencies may, after consultation with others, be able to successfully deal with the problem themselves by the use of specialist skills and / or resources or powers at their disposal. This approach will continue on a very routine basis:

Private Sector Housing

The Private Sector Housing section is a part of the Council responsible for enforcing all environmental laws that apply to housing in the private sector. It provides housing advice/assistance on disrepair issues, renovation, grants, improvements, nuisance/harassment as well as homelessness issues.

It includes teams of Environmental Health Officers, Housing Advisors, and the ASB/RH Team

Private Sector Anti-Social Behaviour and Racial Harassment Team

The Private Sector Anti-Social Behaviour Team is based at the Civic Centre and is responsible for the investigation of complaints relating to ASB/RH from the private sector as well as enforcing the relevant legislation against offenders.

They help the Housing Advice Centre in statutory prevention of homelessness by providing necessary assistance to victims of ASB/RH while also contributing to the Crime Reduction Strategy of the council.

The ASB/RH team also works with the police and other agencies as part of the statutory requirements to provide a multi-agency approach to dealing with cases. The partnership working also helps to find the most effective and sustainable solution for each case.

The Development Group

At least 40 Housing Associations own and manage over 5000 homes in Hillingdon. The Housing Associations are expected to work closely with the Council (and the Community Safety Partnership) to deal with ASB.

The Social Services and Housing Directorate will continue to work with Housing Associations & the Community Safety Team to ensure appropriate and effective response to ASB incidents relating to or affecting HA residents.

The results of the monitoring in Hillingdon will be reported where necessary to the relevant governing bodies. These governing bodies include the Housing Corporation and the Audit Commission

Hillingdon Homes

Hillingdon Homes is an arms length management company owned by the London Borough of Hillingdon. The company fully accepts its responsibilities towards its tenants and leaseholders in terms of tackling anti social behaviour, in addition to its wider role within the Community. The first point of call will be at one of its three Area Housing Offices, who will if necessary refer cases to a team of specialist anti social behaviour officers

Environmental Services

Environmental Services are involved in tackling anti-social behaviour by providing youth shelters and associated equipment in an effort to divert youths from perceived hotspots of disorder. They also manage a borough-wide graffiti cleaning programme, parks patrol constables and deal with vandalism

The Youth Service

The Youth Service has a role in dealing with anti social behaviour by trying to positively engage with young people both at its youth centres and through outreach work by the use of its mobile youth centre and outreach youth workers.

Education

The Pupil Support Service works with Pupils who are excluded from school or are persistent truants. In liaison with The Youth Offending Service, Schools and other agencies the Service will be considering issuing Parenting Contracts and Parenting Orders to parents whose children are at risk of school exclusion or have been permanently excluded from school.

Penalty notices will be considered for the parents/carers of pupils who truant from school

The Community Safety Team

The Team consists of a Community Safety Manager, an assistant community safety officer, a data analyst and a seconded police officer who is currently the anti social behaviour co-ordinator. This team co-ordinates and oversees the various strands of activity within the borough community safety agenda. This agenda comprises of five main themes

1. Tackling anti-social behaviour
2. Reducing the fear of crime and improving quality of life through environmental improvements
3. Addressing priority crimes
4. Tackling Young People's involvement with Crime
5. Protecting vulnerable people.

The Police Anti Social Behaviour Team

The Police ASB team's main role is to pursue cases once individuals have been identified: (See flow chart pages 16/17)

- Monitoring breaches or compliance with ABCs
- Sending appropriate advice or warning letters
- Completion of papers and applications for ASBOs

The Police Community Action Team officers,

CAT officers, PCSOs and neighbourhood policing teams are actively engaged in dealing with anti social behaviour in the wards they cover, using the 'Problem Solving Process'. (See page 26) Much of the time this involves dealing with complaints about gangs of youths causing noise, nuisance and criminal damage.

Multi Agency

Where several agencies are closely involved in a case, or the problem is of a very serious nature (either specific to an individual, or to a location) a multi-agency approach involving all those with an interest will be pursued. In order to achieve this, there are various groups which involve representatives from all relevant agencies:

1. The ASB Reduction Forum

A panel consisting of representatives from Hillingdon Homes, Private Sector Housing, Police, RSLs, Parks Constabulary, Youth Service and ASB co-ordinator. The panel's terms of reference are:

- Identify geographical areas of concern where there are incidences of ASB in Hillingdon
- Share intelligence regarding groups of people identified as involved in ASB
- Identify responses required by stakeholder agencies on evidence of intensity of ASB risk factors
- Develop targeted multi-agency initiatives through which to make diversionary, educational and/or enforcement interventions
- Review and evaluate initiatives

2. The ABC progression forum

A panel consisting of representatives from Hillingdon Homes, Private Sector Housing, Police, Youth Inclusion Support Panel, RSLs, and ASB co-ordinator. The panel discusses:

- Individuals considered suitable for Acceptable Behaviour Contracts
- Review and monitoring of existing Acceptable Behaviour Contracts with a view to :
 1. Withdrawal of the ABC (if compliant)
 2. Renewal of ABC
 3. Alteration of conditions
 4. Progression to ASBO (via ASB risk panel)

3. The ASB risk panel

A panel consisting of senior representatives from Police, Community Safety Team, Hillingdon Homes, Private Sector Housing, RSLs, Education, Youth Offending Service, Social Services, Youth Service and ASB co-ordinator. The panel discusses:

Cases that have progressed via the ASB Reduction Forum and/or The ABC progression forum with a view to seeking Anti Social Behaviour Orders

Options available

The options available to resolve problems of anti-social behaviour are detailed below. It is important to appreciate that these may be used in a variety of ways, either singly or collectively,

It is essential that each case be dealt with on an individual basis, so that the most appropriate remedy is employed having regard to the specific circumstances.

Informal action by housing management staff

In all but the most serious cases housing officers will attempt to resolve the problem by negotiation and agreement with the parties concerned. This may involve visits to obtain and observe the facts, and correspondence and discussion with the parties concerned. In many cases, an informal and low key approach is seen as offering the best prospect of achieving a swift and lasting resolution. If this approach fails to solve the problem (or

was not pursued because of the seriousness of the case) alternative options may be considered to determine whether they are more appropriate to achieve a resolution.

Actions available

Possession Orders
Demoted Tenancies
Injunctions
Forfeiture

The Mediation Service

Dealing with disputes through mediation encourages both parties to work together to find a resolution to their problem. This may be difficult if they do not like the other person or are frightened of them, but by continuing the dispute and dealing with it adversarially, the long term consequences can be much worse.

Mediation is designed to take into account people's fears and anger towards each other and provides a 'safe space' to create better ways of dealing with the issues that cause the dispute.

In the case of neighbour disputes, mediation offers the chance for neighbours to find ways of living next door to each other which do not lead to problems. Often, neighbour disputes lead to people moving from a home they love, or they stay living in their home but have a constant 'bad atmosphere' and feel unfairly restricted in how they carry on their lives. Mediation offers a way of removing these problems

- Self Referral

The service only accepts self-referrals by telephone. They do not accept self-referrals by email or letter as they will need to talk about the dispute and what mediation involves before taking a case on.

- Referring someone else

The service accepts referrals of other people from agencies such as Housing Departments, Housing Associations, Police etc A referral will always require a confirmation by the referrer that the person being referred understands what mediation involves and has consented to the referral being made.

Environmental improvements

In some cases it may be possible to deter anti social behaviour or reduce the likelihood of it occurring by altering or improving aspects of the physical environment. In particular this approach may be appropriate where problems occur in neighbourhood and town centre shopping areas, recreational, housing and other locations where the Council has an interest. Examples of this are changes to the features of communal or landscaped areas, closing off alleyways, the use of vandal resistant materials or components and the installation of door entry systems and CCTV and the introduction of traffic calming measures. The Council will consult with other landlords, business interests, stakeholders and residents as appropriate to identify and

implement practical solutions to such problems where it is feasible and cost effective to do so and there is a likelihood of these measures proving effective.

Environmental Health Action

The Council has a duty to investigate complaints of statutory nuisances such as noise, smells, fumes or unhealthy conditions and to take appropriate enforcement action if a nuisance is established. The remedy for this is to serve notice and if the Evidence collection may include the use of noise monitoring equipment by an out of hours duty team.

It is also essential that occupiers log details of evidence and they are prepared to appear in Court as witnesses, in order to prove that someone is actually suffering nuisance. Direct action to seize noise making equipment or to silence alarms may also be taken in appropriate cases.

The Youth Inclusion Support Panel

YISPs are multi-agency planning groups that seek to prevent offending and anti-social behaviour by offering voluntary support services to high-risk 8-13 year olds and their families.

The main emphasis of a Panel's work is to ensure that children and their families receive, at the earliest possible opportunity, mainstream public services together with complimentary interventions from voluntary and community groups, as appropriate to meet their needs (e.g. education, social services, youth service and mental health services).

Objectives

The objectives of the Panels are to:

Prevent children referred to the YISP from becoming involved or further involved in offending and anti-social behaviour

Reduce the risk factors and increase the protective factors of children who are involved or at risk of becoming further involved in offending and anti-social behaviour

Ensure that children assessed as high risk by the YISP are in full-time education

Ensure that children and their families are satisfied by the YISP intervention and that they receive services at the earliest opportunity

YISPs are voluntary – both parents/carers and children must give their consent to participate and they should be involved as much as possible in each stage, from referral to the design, implementation and review of any support packages

Referral Criteria for YISP

The suggested criteria for a child/young person referred to a YISP are that:

The child is aged 8-13 years inclusive

The behaviour of the child is of concern to two or more of the partner agencies and/ or their parents/ carers and they consider that it requires a multi-agency response

The parent/ carer and child are willing to take part, give consent for the referral and the child is willing to co-operate with an ISP

The child is exposed to four or more risk factors

Known offending behaviour up to and including a police reprimand or anti-social behaviour, or concern over potential involvement in criminal or anti-social behaviour.

However, where YISPs are unsuccessful in changing or improving non-criminal, but anti-social behaviour, ABCs and then ASBOs are considered

Acceptable Behaviour Contracts

Acceptable Behaviour Contracts (ABC) are an integral part of this Strategy. An ABC is seen as a useful and practical 'stepping stone' to, ASBO's, as a means of controlling and responding to instances of Anti-Social Behaviour. It is particularly useful in cases where there is anonymous or hearsay evidence, or where the offender is very young. They also have the advantage that they can be implemented very quickly and seek to actively engage the youth's parents in the process, in order to act as an additional deterrent to help prevent further instances of anti-social behaviour.

Whilst signature of an ABC will be entirely voluntary, a refusal to sign will be an important indication of the person's future intentions, particularly as the terms of the agreement will include an undertaking not to carry out specified anti-social acts in the future.

- If the ABC is not signed it will be served anyway and the copy marked REFUSED TO SIGN. This can be used when considering any future actions.
- If the ABC is signed and subsequently breached, this in itself can be used as evidence to help support an application for an ASBO.

It is expected that an ABC will last for 6 months in most cases, with a review taking place each month.

The decision whether or not to issue an ABC will be decided at the monthly ABC progression forum after

Anti Social Behaviour Orders

Anti Social Behaviour Orders (ASBO's) were introduced in the Crime and Disorder Act. They are designed to tackle persistent and serious anti-social behaviour in communities, ranging from patterns of behaviour by unruly youths to serious harassment.

The terms of an Anti-Social Behaviour Order can only be prohibitory, and only those necessary to protect people in the area from further anti-social behaviour.

Before an ASBO can be applied for the Police, Local Authority and other statutory and voluntary organisations must consult in each case, in order to consider whether it is appropriate to make an application. This consultation takes place at the monthly ASB risk panel or, in an emergency between meetings, by email.

A breach of the terms of an ASBO constitutes a criminal offence, carrying a penalty on conviction of imprisonment (not exceeding five years), or a fine, or both.

Anti Social Behaviour Orders on Conviction

There is no statutory requirement for consultation when seeking ASBOs on conviction. However where an order on conviction is sought it is good practice for the Police/CPS to consult with other partner agencies to ensure that the proposed order does not conflict with other work being undertaken.

Whenever possible consultation will be sought by the Police ASB team leader with other agencies via the Community Safety Manager. . Either, where time permits, by circulating a consultation document or in more urgent cases by email.

On occasions the CPS may apply for, or the court may award, an ASBO at the conclusion of a case. In these circumstances, obviously, consultation is not possible

Parenting Contracts and Parenting Orders

A parenting contract is an agreement negotiated between a Youth Offending Service worker and the parents of the child involved or likely to become involved in criminal conduct or anti-social behaviour. A parenting order is made in similar circumstances by a criminal court, family court or Magistrates' Court acting under civil jurisdiction. There are 3 ways for the YOS to work with parents.

- **Voluntarily**

Many parents want and may even ask for support. The YOS may work with parents on a voluntary basis without using a contract or order.

- **Voluntarily with a parenting contract**

If a more formal approach is useful or the parents are unwilling to co-operate, the YOS can suggest a parenting contract. Refusing to enter into a contract can be used as evidence to support an application for an order and may persuade a reluctant parent to engage.

- **Parenting order**

If the parent is unwilling to co-operate, the YOS can apply for, or recommend, a parenting order. Parenting contracts and orders can consist of 2 elements:

1. The first is a parenting programme designed to meet the individual needs of parents so as to help them address their child's misbehaviour.
2. The second element specifies particular ways in which parents are required to exercise control over their child's behaviour to address particular factors associated with offending or anti-social behaviour. Examples would be ensuring that their child goes to school every day or is home during certain hours.

Individual Support Orders

Individual support orders (ISOs) were created by section 322 of the Criminal Justice Act 2003 for 10-17 year olds with anti-social behaviour orders (ASBOs). Individual support orders are civil orders and became available on 1 May 2004.

The purpose of the ISO is to tackle the underlying causes of the young person's anti-social behaviour in the interests of preventing repetition of this behaviour. The ISO supplements the prohibitions of the ASBO with targeted positive requirements which address the causes of the anti-social behaviour.

For example, the order can require counselling for substance misuse or behavioural problems.

The support will be tailored to the individual's needs. An individual support order may last up to six months and can require a young person to attend up to two sessions a week.

There is no need for a specific application for an ISO. Where a magistrates' court is making an ASBO against a person under 18 years old it is obliged to make an individual support order at the same time if the following conditions are met:

- The ISO would be desirable in the interests of preventing any repetition of the anti-social behaviour which led to the ASBO being made, and
- The young person is not already subject to an ISO.

Fixed Penalty Notices

Section 23 of the Anti-social Behaviour Act 2003 establishes a power to issue a penalty notice for truancy (failure to secure regular attendance at school of a registered pupil). As from 27 February 2004 the following people have the power to issue penalty notices to parents of truants:

- designated local education authority officers, typically education welfare officers
- headteachers
- deputy headteachers and assistant headteachers authorised by the headteacher
- the police and community support officers: this will usually be as part of a truancy sweep in partnership with the education welfare service.

The government expects most penalty notices to be issued by LEAs.

Fixed penalty notices are available for the following criminal offences:

- affixing posters upon buildings etc, within the Metropolitan Police Area, without the consent of the owner or occupier (Metropolitan Police Act 1839)
- defacing streets in London with slogans (London County Council (General Powers) Act 1954)
- criminal damage to property, involving painting, writing, soiling, defacing, or marking property by whatever means (s 1(1) Criminal Damage Act 1971)
- obliterating traffic signs and painting or affixing things on or beside the highway (s 131(1) and s131 (2) Highways Act 1980)
- displaying an advertisement in contravention of regulations (s 224(3) of the Town and Country Planning Act 1990).

The following people can issue penalty notices of £50 for graffiti or fly-posting activity:

- Any officer of the London Borough of Hillingdon
- A community support officer

Community Involvement

Whilst action by the Statutory and Voluntary agencies will play a major part in controlling and preventing instances of anti social behaviour, communities, victims and witnesses also have a critical role to play by:

- not accepting or tolerating anti social behaviour; personally challenging and confronting instances of anti social behaviour where it is appropriate to do so. In particular the Council recognises that many instances of anti-social and unacceptable behaviour can be dealt with quickly and effectively by informal agreement between the parties concerned.
- reporting instances of anti social behaviour which remain unresolved to the Council, Police and other relevant agencies
- observing and recording full details of all incidents of anti social behaviour and supplying this information to the agencies concerned
- making statements and appearing in Court to give evidence if and when required

It must be appreciated that frequently it will not be possible for the Council, Police and other agencies to pursue and sustain effective action without the involvement, support and co-operation of individuals or groups within the local community.

Recording and monitoring

It is accepted that a large number of those committing ASB near their homes will also be committing ASB in other areas of the borough. i.e. Parks, Schools, Pubs, Shopping Centres etc.

At present each agency and department has its own system for reporting and monitoring. Police, Private Sector Housing, Hillingdon Homes and the Noise Team all use different databases which are inaccessible to others.

It is essential that all cases of anti social behaviour are recorded on the same database accessible by everyone involved in dealing with ASB. This will enable everyone to see the 'entire picture,' access information held by other agencies or colleagues , avoid omissions or duplication and feed back progress to the victims.

It will also enable the anti social behaviour co-ordinator, ASB case workers and Police to build up a pattern of anti social behaviour by individuals and gangs and design strategies to deal with them.

This system already exists in 'Caseworks,' a web based database, which is currently being used to record cases of racial harassment. This is a 'web based' application that means it can be accessed by any authorised person whether they are working from police or council premises.

It is also important for the public to have one point of contact with the council to report anti social behaviour.

Therefore it is intended that all calls will be taken, initially, by the Customer Contact Centre on 01895 556000, reports entered on 'Caseworks' and allocated to the appropriate team for action.

REVIEW OF THE STRATEGY

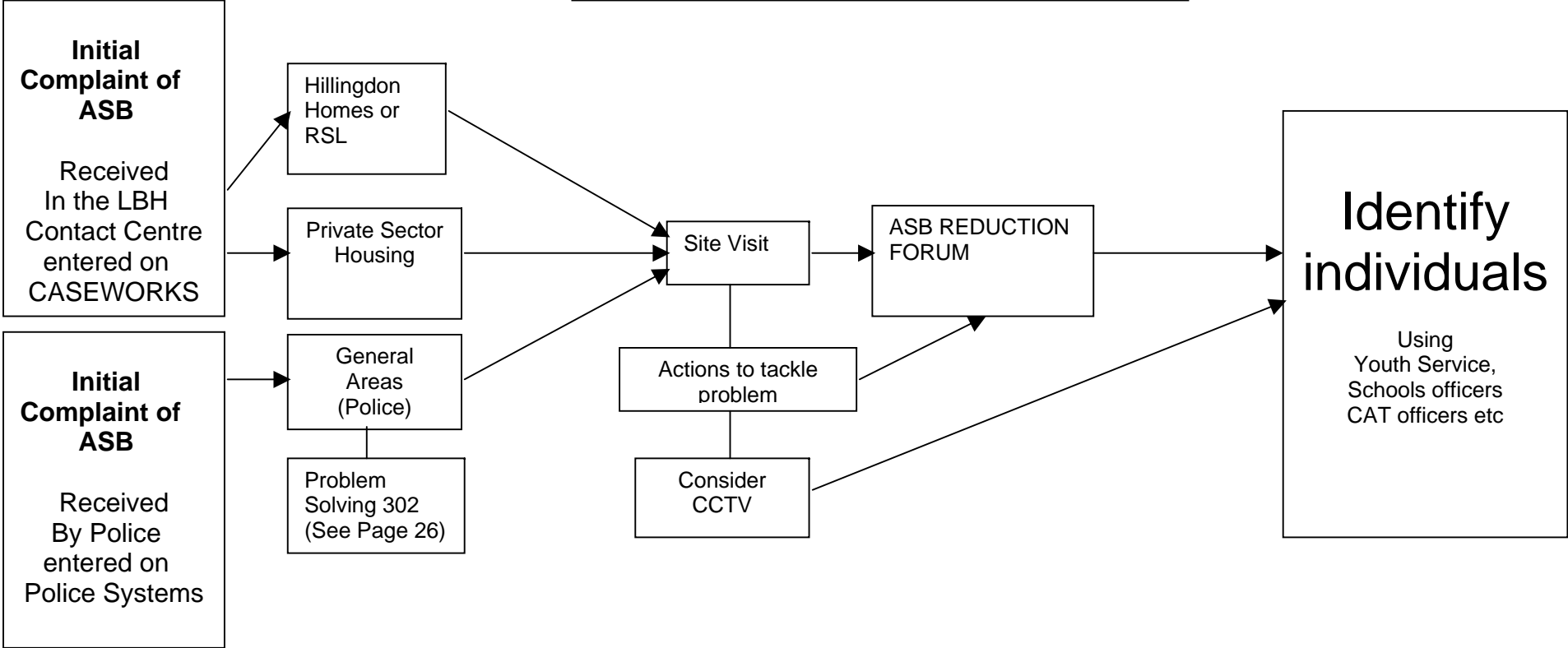
This Strategy will be reviewed annually, or in the light of significant changes in legislation or best practice.

Sequence for progression of ABC/ASBO

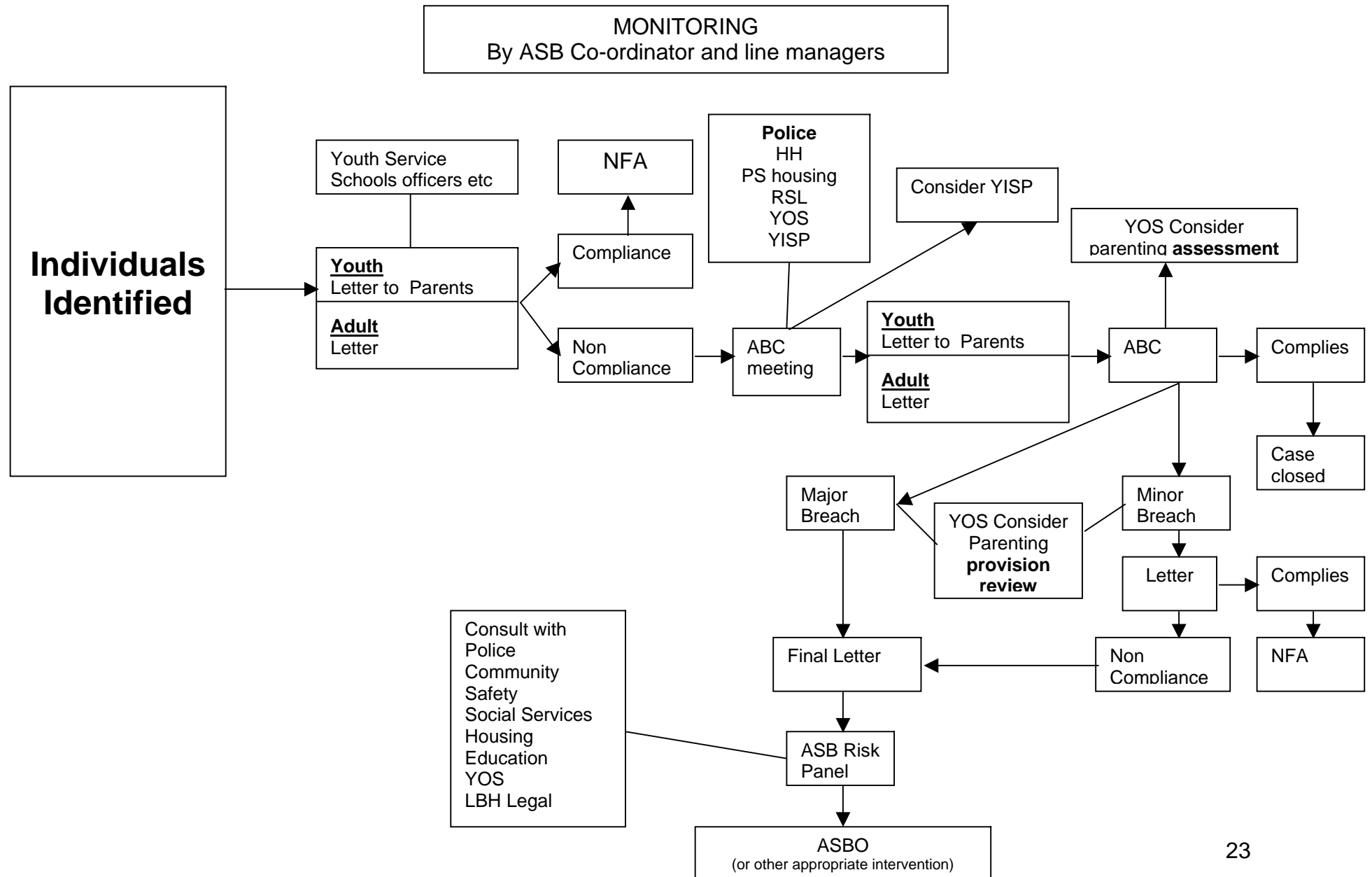
Initial Complaint Received By LBH Contact Centre	Entered on 'Caseworks' and allocated to appropriate ASB casework manager.
By Police Control Room	Entered on to Police computer system (CAD) – If necessary F302 created
Site visit arranged by appropriate team in consultation with all other teams (Hillingdon Homes, Private Sector Housing, Police CAT officers etc)	Actions agreed amongst partners of actions required to tackle problem – individuals tasked – consider CCTV to identify individuals
Monthly ASB Reduction Forum	Areas and possible solutions discussed in multi agency forum
Identify individuals	CCTV, Youth Service, Police Schools Officers, Education Welfare Officers, Police CAT Officers etc.
Individuals Identified Adult Youth	Send letter re ASB Send letter to parents re ASB
Compliance	No Further Action
Non Compliance	Discussed at monthly ABC progression meeting Consider YISP (if 8yrs-13yrs)
ABC considered necessary	Letter inviting them to attend a Police Station to receive ABC – Consider Parenting Assessment
ABC Issued Reviewed after 6 th months Consider Parenting Provision Review	Compliant – Case Closed Minor Breach – Warning Letter Major Breach or non compliance with warning letter – Final Letter
ASB Risk Panel	Multi Agency Consultation on ASBO progression
ASBO or other appropriate intervention	

ANTI SOCIAL BEHAVIOUR INITIAL NOTIFICATION FLOW CHART

MONITORED
By ASB Co-ordinator and line managers



ANTI SOCIAL BEHAVIOUR FLOW CHART – ABC / ASBO



Method of issuing ABCs

1.	Possible ABC candidates identified by caseworker
2.	Caseworker speaks to parent (or offender if 17+) or sends initial letter (attached)
3.	Caseworker monitors candidate's behaviour. If still involved in ASB
4.	Caseworker completes Form ABC1
5.	Case referred to ASB Co-ordinator
6.	Discussed at ABC progression forum
7.	Date arranged with Police Inspector to issue ABC
8.	Letter sent by ASB co-ordinator inviting to Police Station for ABC
9.	ABC issued

SPECIMEN LETTER



**Community Safety Team
A262 Civic Centre
High Street
Uxbridge
Middx
UB8 1W**

The Parent/Guardian of:

Tel 01895 277723

Dear Sir/Madam

Re: Anti Social Behaviour – (LOCATION)

The London Borough of Hillingdon anti social behaviour team have been dealing with numerous complaints of anti social behaviour by youths in _____ area over the last six months. XXX has been named on several occasions as being involved in that anti social behaviour. The complaints include

It has become necessary to inform you of your child's involvement and to ask you to work with us to prevent further such complaints.

Please feel free to contact me on _____ to discuss this matter further.

If XXX continues to act in an anti social manner The London borough of Hillingdon, together with the Metropolitan Police, will have no option but to consider the issue of an Acceptable Behaviour Contract or an Anti Social Behaviour Order

Yours Sincerely

YYYYYY

<u>Suggested Conditions</u>	
<u>I will not</u>	
<u>I will not</u>	
<u>I will not</u>	
<u>I will not</u>	
<u>I will not</u>	
<u>I will not</u>	<u>Behave in an anti social manner anywhere in the borough of Hillingdon</u>

I have attached a copy of the letter I sent to _____ on (date) _____

The subject of this report has not stopped acting in an anti social manner and I now wish an ABC to be issued.

Signed _____

Send all paperwork to:
 Mick Dunckley, ASB Co-ordinator, Room A262, Civic Centre, High Street, Uxbridge, Middx, UB8 1UW
Tel 01895 277723
Email mdunckley@hillingdon.gov.uk



ACCEPTABLE BEHAVIOUR CONTRACT

THIS CONTRACT is made on (date)

BETWEEN: The Metropolitan Police (Hillingdon), The London Borough of Hillingdon,

AND (name)

D.O.B......**ADDRESS:**

SCHOOL ATTENDED:.....**School**

..... **AGREES** the following in respect of future conduct.

1. I will not
2. I will not
3. I will not
4. I will not
5. I will not

FURTHER.....enters into a commitment with the Council, and the Police not to act in a manner that causes or is likely to cause harassment, alarm or distress to one or more persons not in the same household.

BREACH If does anything which he/she has agreed not to do under this contract, and which the Council and the Police consider to amount to anti-social behaviour, the following course of action may be taken:

The Council and or Police will make an application to the Magistrates Court for an **Anti-social Behaviour Order** to prohibit him/her from acting in a manner likely to cause harassment, alarm or distress to one or more persons not of the same household.

FURTHER,.....acknowledges that:

Where an **Anti-Social Behaviour Order** is made by the court and breached he/she will be liable on conviction to a term of imprisonment not exceeding five years, or to a fine, or both.

DECLARATION	
I confirm that I understand the meaning of this contract and that the consequences of breach of the contract have been explained to me.	
SIGNED:	YOUNG PERSON
DATE:	
SIGNED:	PARENT
DATE:	

WITNESSED	
SIGNED:	POLICE OFFICER
DATE:	
SIGNED:	OTHER
DATE:	(please state title)



ACCEPTABLE BEHAVIOUR CONTRACT



THIS CONTRACT is made on (date).....

BETWEEN:

The **London** Borough of Hillingdon, The Metropolitan Police, Hillingdon Homes

AND (name).....

D.O.B.**ADDRESS:**.....

SCHOOL ATTENDED:.....

(name)..... **AGREES** the following in respect of future conduct.

- 6. I will not
- 7. I will not
- 8. I will not
- 9. I will not
- 10. I will not

FURTHER (name).....enters into a commitment with the Council, and the Police not to act in a manner that causes or is likely to cause harassment, alarm or distress to one or more persons not in the same household.

BREACH If (name)..... does anything which he/she has agreed not to do under this contract, and which the Council, Hillingdon Homes and the Police considers to amount to anti-social behaviour, the following courses of action may be taken:

1. The Council and or Police may make an application to the Magistrates Court for an **Anti-social Behaviour Order** to prohibit him/her from acting in a manner likely to cause harassment, alarm or distress to one or more persons not of the same household.
2. Hillingdon Homes may pursue an **injunction** and /or initiate **possession proceedings** in the County Court to ensure compliance with the parents/guardians tenancy agreement

FURTHER, (name)..... acknowledges that:

- 1. Where an **Anti-Social Behaviour Order** is made by the court and breached he/she will be liable on conviction to a term of imprisonment not exceeding five years, or to a fine, or both.
- 2. Where a **Possession Order** is granted by the court, this could lead to the eviction of the tenant and his/her household.

DECLARATION	
I confirm that I understand the meaning of this contract and that the consequences of breach of the contract have been explained to me.	
SIGNED:	YOUNG PERSON
DATE:	
SIGNED:	PARENT
DATE:	

WITNESSED	
SIGNED:	POLICE OFFICER
DATE:	
SIGNED:	HOUSING OFFICER
DATE:	
SIGNED:	OTHER
DATE:	(please state title)

Partnership Problem Solving Process

Purpose – This enables you to see the complete picture on one sheet.
At any time in the process you can go back to a previous stage.

The Demand. Who or what identified that there is a problem? (Head office, MP letters)
Who are our identified partners? What is the initial assessment?

What is the problem? Identify and contact suitable partners and identify Problem lead
Identify partners at every stage.

What is your Aim? What is it you want to achieve?

Research – Victim
Include the partners

Research – Offender
Include the partners

Research - Location
Include the partners

Analysis –Victim

Analysis – Offender

Analysis – Location

Problem Solving Session(s). This is where you, your colleagues and other people, who are also interested in resolving the problem or who can make a contribution, meet and develop a range of options to resolve the problem by using the research, analysis and local knowledge.

Options – Victim
Include short and long term options

Options – Offender
Include short and long term options

Options – Location
Include short and long term options

Response – Victim

Response – Offender

Response – Location

Evaluate – Victim

Evaluate – Offender

Evaluate – Location

Review – Has it met the Aim?

Recommendation Action Plan

	Recommendation	Aim	Action	Action by
1.	That there be an enlargement in CCTV monitoring, in terms of both personnel operating at any one time and the number of screens displaying live pictures.	To increase the ability of the Council to monitor town centres to detect and deter anti-social behaviour and criminality.	Include CCTV expansion in MTFF.	CCTV Room
2.	That camera-head movement enabling software be installed as soon as possible to enhance the capability and capacity of the town centre CCTV systems	To advance the capability of the current CCTV systems	Assess level of investment needed and include in MTFF bid.	CCTV Room
3.	That 'good news' stories and examples of CCTV's use in detecting crime and identifying perpetrators are publicised to improve the public perception of the effectiveness of CCTV.	To promote the effect and potential of the current CCTV systems in detecting and preventing ASB, to alert potential offenders to the risk of being caught.	Develop communication agreement between CCTV Room / police and local newspapers.	CCTV Room, Public Relations Team
4.	That methods for increasing the speed of communication between central monitoring stations and the CCTV monitoring room be looked into, including consideration of how instant provision of grid references for crimes can be obtained and communicated to CCTV monitoring staff	To promote the speed of communications to improve response times and detection / identification of offenders.	Review the potential for developing the current systems.	CCTV Room, ICT
5.	That both town centre and independent shop/parade CCTV schemes should be encouraged as means for addressing the occurrence of anti-social behaviour in the	To promote uptake of CCTV systems by independent shop keepers in conjunction with other systems to develop a more		

Recommendation Action Plan

	borough	complete coverage of areas affected by ASB		
6.	That shop keepers should be encouraged to develop CCTV systems in conjunction with advice and guidance provided by the police	To ensure that CCTV systems comply with legal stipulations and are compliant with the technology used by the police and courts.	Leaflets and other communication methods sent to shop keepers.	CCTV Room / Community Safety Team / Police.
7.	That the Cabinet recognises; <ul style="list-style-type: none"> • The potential for displacement of anti-social behaviour. • The potential of using Section 106 to introduce CCTV schemes into new developments where deemed necessary. • And acknowledges the good work of the partnership working between the Council's Community Safety Team and the Police, and recommend that the Council and key partners continue to use best practice examples in addressing anti-social behaviour. 	To identify future developments where CCTV may be beneficial.		
8.	That information on school exclusions is communicated directly to Chairmen of School Governors	To ensure full communication in the governance of schools about exclusions.	Guidance be sent to appropriate people.	EYL

Recommendation Action Plan

9.	That information providing a statistical breakdown of social categories of those children with persistent school non-attendance should be distributed to Members and to Chairmen of School Governors	To raise awareness of factors related to non-attendance so that school governors can decide how to best address non-attendance at their school.		EYL
10.	That the Council takes action to ensure that partner organisations honour fully their respective contributions to agreed partnerships, especially in connection with the Youth Offending Service	To ensure the Youth Offending Service, in particular, is funded in accordance with the agreed contributions to the pooled budget.	Representations to be made as required by Cabinet members should all expected funding not be forthcoming.	Cabinet / Council
11.	That officers inquire whether BAA funding, or other sponsors, could be obtained to further support the FIESTA summer holiday activities, enabling the activities to be more widely available to families with lower incomes.	To increase funding, allowing an increase in the number of subsidised places on the FIESTA programme.	Officers engage local businesses to raise greater sponsorship for the programme.	Youth Service officers.
12.	That the Community Warden scheme be rolled out across all wards in the borough.	To increase presence of wardens in communities across the borough.		
13.	That the potential for using the Hillingdon Mediation Service for settling anti-social behaviour disputants be acknowledged by the Council.	To encourage the use of Hillingdon Mediation Service where appropriate in resolving ASB issues.		