

scrumptious ('skrʌmpʃəs) *adj.* *Inf.* very pleasing; delicious — 'scrumptiously *adv.*

scrumpy ('skrʌmpɪ) *n.* a rough dry cider, brewed esp. in the West Country of England.

scrunch ('skrʌntʃ) *vb.* **1.** to crumple or crunch or to be crumpled or crunched. — *n* **2.** the act or sound of scrunching.

scruple ('skrʌpəl) *n.* **1.** a doubt or hesitation as to what is morally right in a certain situation. **2.** *Arch.* a very small amount. **3.** a unit of weight equal to 20 grains (1.296 grams). — *vb.* **4.** (*obs.* when *tr*) to have doubts (about), esp. from a moral compunction.

scrupulous ('skrʌpjʊləs) *adj.* **1.** characterized by careful observation of what is morally right. **2.** very careful or precise. — 'scrupulously *adv.* — 'scrupulousness *n.*

scrutinise or **-nize** ('skrʌ:tɪnaɪz) *vb.* (*tr.*) to examine carefully or in minute detail. — 'scruti**niser** or **-nizer** *n.*

scrutiny ('skrʌ:tɪni) *n.* **1.** close or minute examination. **2.** a searching look. **3.** official examination of votes [from Latin *scrūtiniū* and *scrūtārī* to search even to the rags, from *scrūta*, rags, trash.]

scuba ('skju:bə) *n.* an apparatus used in skindiving, consist-

by natural processes. — *vb.* (*mainly tr.*) **4.** (*also intr.*) to carve, cast, or fashion (stone, bronze etc) three-dimensionally. **5.** to portray (a person, etc.) by means of sculpture. **6.** to form in the manner of sculpture. **7.** to decorate with sculpture. — 'sculptural *adj.*

scumble ('skʌmbəl) *vb.* **1.** (in painting and drawing) to soften or blend (an outline or colour) with an upper coat of opaque colour, applied very thinly. **2.** to produce an effect of broken colour on doors, panelling, etc. by exposing coats of paint below the top coat. — *n.* **3.** the upper layer of colour applied in this way.

scunner ('skʌnə) *Dialect, chiefly Scot.* — *vb.* **1.** (*intr.*) to feel aversion. **2.** (*tr.*) to produce a feeling of aversion in. — *n.* **3.** a strong aversion (often in **take a scunner**). **4.** an object of dislike.

scupper¹ ('skʌpə) *n.* *Naut.* a drain or spout allowing water on the deck of a vessel to flow overboard.

scupper² ('skʌpə) *vb.* (*tr.*) *Brit. sl.* to overwhelm, ruin, or disable.

scurry ('skʌrɪ) *vb.* **-rying, -ried.** **1.** to move about hurriedly. **2.** (*intr.*) to whirl about. *n., pl. -ries.* **3.** the act or sound of scurrying. **4.** a brisk light whirling movement, as of snow.

Anti-Social Behaviour

Scrutiny Review

Final Report

April 2006

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FOREWORD



It gives me great pleasure to introduce this report. This Borough is the safest in London and always aims to stay that way. The low levels of crime do not make us complacent and nor are the serious impacts of crime on the victims overlooked by the Council or its partners and the Police. In all the consultations with Council, residents consistently tell us that Anti-Social Behaviour is the top of their concerns.

I and my colleagues on the Committee set up this review to look at these concerns, better understand the issue, and take stock of what the Council, partners and the Police were doing to address the problems. This is a massive topic and we have not had time to review it comprehensively. We have had excellent support and input from officers in the Council, from the local Metropolitan Police, from local voluntary sector groups and from an external expert. We specifically wanted to hear the views of young people as they are often both victims and perpetrators of anti-social behaviour.

On behalf of my colleagues I would especially like to thank the following for giving up their time to help us: Anne Lawtey from the Council's Community Safety Team, Chief Superintendent Ian Edwards and Superintendent Jim Davis from the Borough Metropolitan Police, Wendy Kyrle-Pope from the Police and Community Consultative Group, Andy Robinson from the Youth Justice Board, Mike Roe from the Youth Service and Dean Woodward from the Youth Offending Team. Lois Ratcliffe and Elinor Ridgeway did a fantastic job in organising the Local Democracy Event with the young people and Councillors.

Councillor David Porter

Chairman of the Strategy and Resources Overview and Scrutiny Committee



EXECUTIVE SUMMARY AND RECOMMENDATIONS

Reporting Anti-Social Behaviour

1. The Committee believes that the procedures for reporting anti-social behaviour should be clearer. Further it would like all channels of communication to be used to encourage greater resident participation at ward level police and community consultative groups. **(Recommendations 8 and 10)**

Statistics on Anti-Social Behaviour incidents

2. The Committee accepts that the changes in way incidents are recorded will lead to a significant short-term statistical increase. This message will need to be communicated to the community. Given that statistics collected for national government or regionally at a London-wide level do not necessarily reflect local circumstances or priorities the Committee would like to see a clear, consistent set of local performance indicators established to measure effectiveness of policies to combat crime and anti-social behaviour. **(Recommendations 1 and 2)**
3. The Council has a wealth of data relevant to tackling Anti-Social Behaviour which are collected by various departments on, for example, abandoned cars or problem premises that could be pooled to build up a more complete picture of the problem. The Committee would like to see a full list of such databases compiled by the new Safe Streets Co-ordinator. **(Recommendation 7)**

Dealing with Anti-Social Behaviour

4. In addition to the various strategies that the various agencies use to tackle anti-social behaviour, the Committee believes that the feasibility of issuing warning letters to those in receipt of fines for anti-social behaviour be undertaken by the Police. The authority has had good success with initiatives against the illegal sale of spray paint to minors and the Committee would like to see the Council considering further prioritising this area. The Council will receive Local Public Service Agreement pump-priming money from the Government for, amongst others, projects to combat anti-social behaviour. The Committee would like a report detailing how the money will be spent and how the priorities for the spending were set. **(Recommendations 3, 5 and 6)**

Anti-Social Behaviour Orders

5. The Committee is pleased with the approach and the success that the Anti-Social Behaviour Panel has had with the use of Anti-Social Behaviour Orders and inter-agency co-operation on this issue. This success depends on the regular attendance of representatives of all the relevant agencies. The Committee would like to receive 6-monthly reports on agency attendance at the Anti Social Behaviour Panel. **(Recommendation 4)**
6. For ASBOs to be effective, the conditions attached to them have to be understandable and workable – in particular in relation to the company that someone on an ASBO can keep. The Anti-Social Behaviour Panel should give greater consideration to what is meant by “association” in any proposed Anti-Social Behaviour Order so that no unworkable orders are created. **(Recommendation 9)**



Engagement with Young People and Support for Youth Projects

7. The Committee heard from young people themselves, Council workers and the voluntary sector about the value and importance of youth projects. Members realise that resources are very tight but would like to see efforts renewed to secure increased funding for activities which have proven to be beneficial with young people and to the reduction of anti-social behaviour. **(Recommendation 12)**
8. The Local Democracy Week event and meeting between Councillors and young people which took place in October 2005 received very positive feedback from those involved. Members are recommending that it become a regular annual event. **(Recommendation 13)**



PART I – BACKGROUND TO THIS REVIEW

9. At their meeting in June 2005 the Strategy and Resources Overview and Scrutiny (O&S) Committee decided to make a review of Anti-Social Behaviour one of their priority topics for the municipal year. It is an issue about which residents feel very strongly and are significantly affected by. The problems in our town centres have been the subject of national media coverage. It regularly comes top of any poll in which residents are asked to state what the authorities in the Borough should be tackling, for example the Council's Budget consultations in Oct 2003 and Oct 2004, or the August 2005 Citizens' Panel poll of potential scrutiny topics.
10. The Committee wanted to hold a meeting dedicated to this issue to take stock of what the different agencies were doing in the Borough to combat anti-social behaviour and make any recommendations it felt would be useful. Prior to the meeting the Members of the Committee agreed the following terms of reference:
 - ❑ To gain an understanding of the work of the various agencies in the Borough who are tackling anti-social behaviour, particularly by young people, not only in terms of enforcement but also prevention.
 - ❑ To hear how effective ASBOs and other measures are in bringing about changes in behaviour.
 - ❑ To receive information on national developments and best practice in tackling anti-social behaviour.
 - ❑ To make initial comments and recommendations to the relevant agencies in the Borough on any changes or developments that could be made to address the issue.
11. The Committee were keen to engage with young people and held a political speed-dating event on 16 October as part of Local Democracy Week. This was used to hear the views of these ten young people on issues such as anti-social behaviour. These are set out at paragraph 86.
12. The timescales for this review have meant that this is only an overview of the issue. Wider public consultation, meetings with e.g. residents' associations could not meaningfully be part of this piece of work. It is hoped that any future review by Scrutiny of this topic will be able to involve greater public participation.



PART II – FINDINGS

FACTS AND FIGURES RELATING TO ANTI-SOCIAL BEHAVIOUR

What is Anti-Social Behaviour?

13. The 1998 Crime and Disorder Act¹ defines Anti Social Behaviour as behaviour which causes or is likely to cause harassment, alarm or distress to one or more people who are not in the same household as the perpetrator.
14. Quantifying such behaviour is more difficult. Among the forms it can take are (not in any order of priority):
- ❑ graffiti – which can on its own make even the tidiest urban spaces look squalid
 - ❑ abusive and intimidating language, often directed at minorities
 - ❑ excessive noise, particularly late at night
 - ❑ fouling the street with litter
 - ❑ drunken behaviour in the streets, and the mess it creates
 - ❑ dealing drugs, with all the problems to which it gives rise.
15. For measurement and target setting/monitoring purposes most local areas have had to agree a definition. The term Anti Social Behaviour locally also covers violence, specifically common assaults and wounding.
16. Members made the point that the definition of anti-social behaviour could vary greatly from individual to individual with differences particularly great between different generations. Members felt it would be useful to ask young people for their definition of anti-social behaviour.
17. At the 2006 Youth Crime Conference on 22 February this was included as part of the day's activities. The young people gave definitions which were broadly in line with the above definitions. They ranged from swearing, making people feel uncomfortable to "anything criminal that affects other people". Please see App. A for a fuller list of young people's definitions.

Risk factors which can lead to Anti-Social Behaviour

18. The reasons for an individual to behave in an anti-social manner or indeed to commit any kind of offence are very varied and linked to many different circumstances. Research conducted by Communities that Care and the Joseph Rowntree Foundation identified risk and protective factors in the lives of young people². To use this model to tackle Anti Social Behaviour would involve minimising risk factors and maximising protective factors. The wider changes to

¹ Crime and Disorder Act 1998: <http://www.opsi.gov.uk/acts/acts1998/19980037.htm>

² <http://www.jrf.org.uk/knowledge/findings/socialpolicy/432.asp>



children's services and the outcomes of 'Every Child Matters' overlap on this agenda.

19. Anti-social behaviour is not limited to children and juveniles. Nationally 44% of ASBOs have been issued to juveniles.³ In this Borough 12 of the 21 current ASBOs have been imposed on those aged 12-16. Only four have been imposed on individuals over the age of 21. The Strategy and Resources O&S Committee has taken a particular interest in young people and anti-social behaviour.
20. Below are two tables showing the main outcomes of the Joseph Rowntree Foundation research. The first lists the risk factors, the second the protective factors⁴:

Box 1: Risk factors

Family

- Poor parental supervision and discipline
- Family conflict
- Family history of problem behaviour
- Parental involvement / attitudes condoning problem behaviour
- *Low income and poor housing*

School

- *Low achievement, beginning at primary school*
- Aggressive behaviour, including bullying
- Lack of commitment, including truancy
- School disorganisation

Community

- Community disorganisation and neglect
- Availability of drugs
- *Disadvantaged neighbourhood*
- *High turnover and lack of neighbourhood attachment*

Individuals, friends and peers

- Alienation and lack of social commitment
- Attitudes that condone problem behaviour
- Early involvement in problem behaviour
- Friends involved in problem behaviour

Italics indicate factors not measured by the survey but audited using other data sources

³ These are figures for the last quarter of 2004. See BBC article from 29.6.05: <http://news.bbc.co.uk/1/hi/uk/4633223.stm>

⁴ The research model describes 17 major risk factors (Box 1) and 6 protective factors (Box 2) derived from analysis of, mainly, longitudinal research studies and chosen because they appear susceptible to modification by a community-based programme.



Box 2: Protective factors⁵

- Strong bonds with family, friends and teachers
- Healthy standards set by parents, teachers and community leaders
- *Opportunities for involvement in families, schools and the community
- *Social and learning skills to enable participation
- *Recognition and praise for positive behaviour

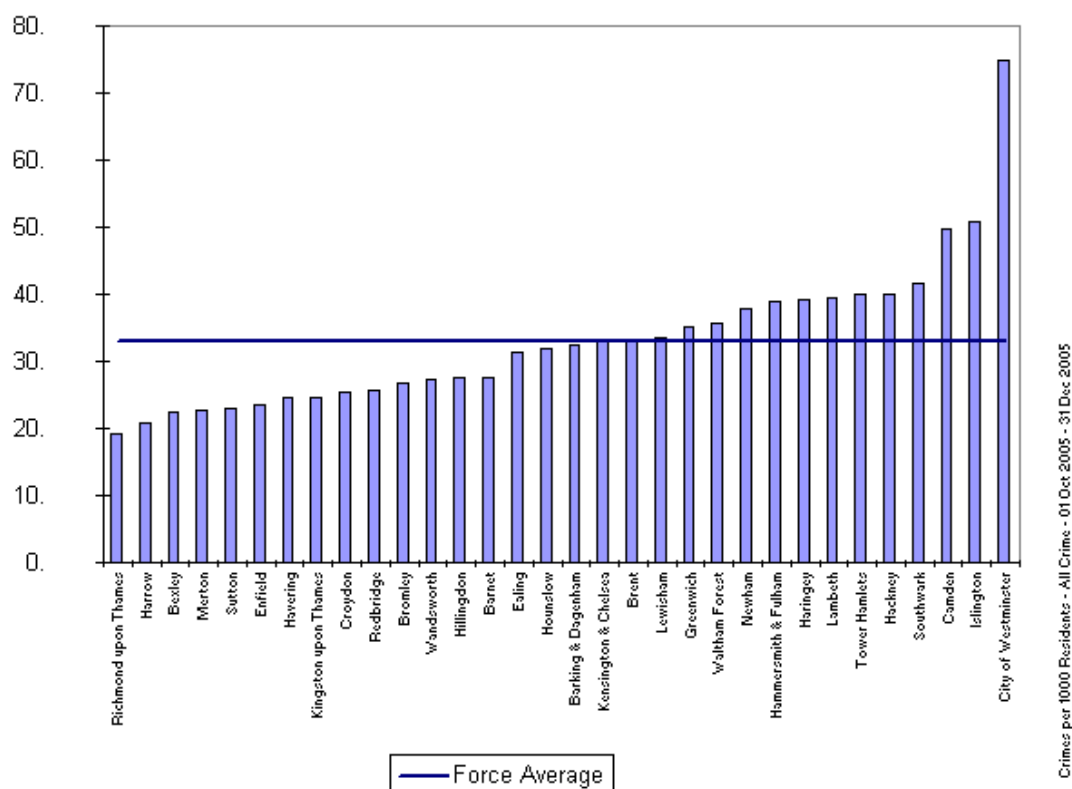
*These factors operate together as a 'protective process'

21. Members were keen to stress in this report that, although low income and poor housing figure among the risk factors, there is not a direct causal link and that those on low incomes should not be stigmatised or put into stereotypical boxes regarding anti-social behaviour and crime.

Numbers of offences recorded in the Borough

22. Recent figures produced for the Community Safety Partnership for the last quarter of 2005 show this Borough to be the safest in London:

23. Crimes per 1000 population 1st October 2005 – 31st December 2005



24. The Borough has a serious of targets set locally by the Community Safety Partnership (see table below) within the Home Office/Government Office for

⁵ It should be noted that protective factors are linked to positive outcomes even when children are growing up in adverse circumstances and heavily exposed to risk.



London targets on overall crime reduction. The figures are collected by a variety of agencies such as the Police, the Council and the Fire Service:

	03/04 baseline	06/07 target
To reduce the number of incidences of graffiti recorded via the graffiti hotline	1308	1200
To reduce incidents of flytipping across the borough	669	550
To reduce the number of incidents of disturbance in a public place	3503	2896
To reduce the number of incidents of disturbances on licensed premises	190	157
To reduce the number of incidents of drunkenness	782	664
Decrease the percentage of residents who would not report if they were victims of ASB	69.7	60
All wards to have Safer Neighbourhood Teams	3	18
To reduce the number of deliberate fires lit in the borough	58	49
To reduce hoax calls by 10% by 2010		

25. Consultation for the 2004 Crime and Disorder Audit found that residents viewed graffiti/vandalism as the biggest problem in the Borough. As already cited above, anti-social behaviour is consistently considered by residents to be the foremost issue in the Borough to be tackled.

Data recording for Crime and Anti-Social Behaviour

26. There are certain risks and health warnings to be attached to the above data. The first regards the Audit which found that the local authority records much more graffiti, noise, abandoned vehicles and fly tipping than the police. The synchronisation of those records has caused recorded levels of some of these activities to rise for the current municipal year 2005/6; although this does not necessarily mean that actual incidences have increased.
27. In addition, the Metropolitan Police (MPS), along with several other police authorities, were criticised in an Audit Commission report from December 2004⁶

⁶ Audit Commission Report, December 2004, Crime Recording, Improving the quality of crime records in police authorities and forces in England and Wales: <http://www.audit->



for the way that incidents were recorded. Four of them, including the MPS, received a red rating. As recording procedures have improved, this has also led to a very significant increase in the statistics for these four forces.

28. The Safer Neighbourhood Teams can also be victims of their own success. The analysis of anti-social behaviour in Ham showed that the introduction of a community officer led to an increase in the reporting of ASB crime. As the other Safer Neighbourhood Teams are introduced with locally based officers and PCSOs more able to talk to local residents and report their concerns, the level of reporting of ASB crime on the borough may increase further.
29. Members recognised that the improvement of recording practices is an important first step as in order to reduce the numbers of incidents action needs to be based on good intelligence and data. It is important that the message is well communicated to residents regarding the possible misleading nature of the statistics.

Recommendation 1: *That due account is taken by all stakeholders that success in combating anti-social behaviour and improving recording procedures will initially see an increase in the statistics and that this message be communicated as effectively as possible to the community.*

Recommendation 2: *That a clear, consistent set of local performance indicators are established to measure effectiveness of policies to combat crime and anti-social behaviour.*

Local Targets from Local Public Service Agreement 2005-2008 on Anti-Social Behaviour

30. The Council agreed a series of LPSA targets with the Government in June 2005. (check date). If these targets are met the Council will receive Performance Reward Grant (PRG) monies.⁷ A number of these targets relate to anti-social behaviour and crime (the figures in brackets show the potential level of the Performance Reward Grant for successfully reaching the target):
- ☐ Reducing the number of young people re-offending (£381,631)
 - ☐ Reducing the number of incidents of criminal damage and disturbance as well as theft of and from motor vehicles (£381,631)
 - ☐ Increasing the percentage of people who think ASB is not a problem. (£343,467)
 - ☐ Improvements to street lighting (£38,164)
31. The Government will initially award £851,777 of pump-priming funding⁸ to support the work to attain these targets and all the other targets in the LPSA. The Council's Cabinet in July 2005 agreed that authority should be delegated to the

commission.gov.uk/Products/NATIONAL-REPORT/B82E88A8-D192-4aaf-85E9-D2A3F864AF3E/Crime%20Data_finalproof_WEB.pdf

⁷ For the full list of LPSA targets, please see Appendix E.

⁸ Pump-priming is funding that is received in advance to help the Council put in additional measures to attain the targets. For the LPSA these are so-called stretched targets which go beyond what the authority would expect to achieve without the LPSA agreement with central government.



Leader and Chief Executive to decide exactly how the pump-priming funding should be allocated.⁹

Recommendation 3: *That this Committee receive a report detailing how the LPSA pump-priming money will be spent and how the priorities for the spending were set.*

Powers available to local authority Crime and Disorder Reduction Partnerships to tackle Anti-Social Behaviour

32. Crime and Disorder Reduction Partnerships (CDRPs) were established as statutory organisations by the Crime and Disorder Act 1998. The aim behind CDRPs is that crime reduction is not the responsibility of just one agency, such as the police, but is a partnership responsibility. CDRPs are made up of a combination of police, local authorities and other organisations and businesses who have banded together to develop and implement strategies for tackling crime and disorder on a local level¹⁰. In the London Borough of Richmond upon Thames the CDRP is called the Community Safety Partnership.
33. The following measures can be taken by Crime and Disorder Reduction Partnerships and their partner organisations to tackle Anti-Social Behaviour:
- Warnings
 - Acceptable Behaviour Contracts (ABCs)/Agreements (ABAs)
 - Parenting Contracts
 - Fixed Penalty Notices (FPNs)/Penalty Notices for Disorder (PNDs)
 - Parenting Orders
 - Individual Support Orders (ISOs)
 - Anti-Social Behaviour Orders (ASBOs)
 - Injunctions
 - Noise Abatement Notices (NAN)
 - Dispersal Powers
 - Demoted tenancies
 - Possession
 - 'Crack House' Closure Orders
34. Decisions about Acceptable Behaviour Contracts, Anti-Social Behaviour Orders and the monitoring of individuals are made by the Anti Social Behaviour Panel (see para 36) which is a sub-committee of the Community Safety Partnership. The full structure chart for the Community Safety Partnership and its sub-groups can be found at App. C.
35. Regarding graffiti, Members were told that Richmond Magistrates Court deals severely with such offences. It was also reported that some 40% of offences are committed by those not resident in the Borough.

⁹ LBRuT Cabinet papers regarding 2005-8 LPSA, 25.7.05:
www.richmond.gov.uk/search_committee_documents.htm?mgl=ieListDocuments.Asp&CId=163&MID=1406#A18788

¹⁰ Please see App. D for a full membership list of the Community Safety Partnership.



Borough Anti Social Behaviour Panel

36. This is a multi-agency panel which brings together representatives from the departments for housing, legal, social services, youth offending team, education and the Community Safety Partnership team, as well as the police, mental health and registered social landlords. It is chaired by the Council's Assistant Director of Housing and clerked by the Anti Social Behaviour Co-ordinator who is situated with the Community Safety Partnership Team. Generally 15 members meet monthly. It has been functioning since July 2001.
37. The Panel has an average caseload of 15 cases on the agenda. These are of individuals who have been referred to the panel by either the police, Richmond Housing Partnership (RHP) or other social landlords. The police make approximately 50% of the referrals to the Panel, 33% are made by RHP and 17% by other social landlords.
38. These cases include individuals who have received an Anti-Social Behaviour Order or Acceptable Behaviour Contract, as well as those for whom alternative intervention would be more appropriate. Please see appendix B for details of the numbers of cases and ASBOs. Those individuals referred to the Panel are informed of that fact by letter. That preliminary process can sometimes result in a positive modification in behaviour.
39. At the O&S Committee meeting Members heard that attendance at this panel is not always regular. The aim of the panel is to enable full multi-agency intervention to support individuals who are at risk and stave off problems before they become serious enough to warrant more draconian steps like the imposition of an ASBO. This can only be successful if all agencies attend and actively participate and not just those who have to deal with individuals when their anti-social behaviour becomes a more serious public concern. Members would like to stress how important they view participation by all agencies and wish for a report to be brought to the Committee at 6-monthly intervals with details of panel attendance.

Recommendation 4: *That the Committee receive 6-monthly reports on agency attendance at the Anti Social Behaviour Panel.*

General approach to combating Anti-Social Behaviour in the Borough

40. As can be seen from the list at paragraph 33 there are a number of measures at the disposal of the Community Safety Partnership and the various agencies in the Borough. Of these, it is ASBOs which have received the most attention in the national media. Some Crime and Disorder Reduction Partnerships (Manchester in particular has been in the spotlight for this) have chosen to apply for a considerable number of orders.¹¹ The approach of the Community Safety Partnership in Richmond upon Thames has been to use them more sparingly. It was reported at the meeting that ASBOs were felt to be a powerful tool and that they should be applied judiciously. Although it is a civil order, its breach is a criminal offence.

¹¹ See BBC article from 29.6.05: Greater Manchester has 710 Asbos compared with London with 448: <http://news.bbc.co.uk/1/hi/uk/4633223.stm>



41. Members supported this approach to using the full range of measures available to tackle anti-social behaviour which included a multi-agency commitment and a balance of enforcement, treatment and prevention.

Enforcement

42. The Deputy Borough Commander, Supt. Davis, outlined a number of measures that the Metropolitan Police were using to reduce anti-social behaviour. At the core of the pan-London strategy were the Safer Neighbourhood Teams based at working permanently at ward level. There are currently eight teams established across the Borough and it is expected that a further ten would be set up during the financial year 06/07 so that all wards in the Borough are covered. This is however dependent of funding from the centre. Although there had been some teething troubles and difficulty in contacting some teams, these issues had now been resolved.
43. Public expectations of what the police can achieve regarding anti-social behaviour are high and can sometimes be unrealistic. Public demand might put greater emphasis on tackling anti-social behaviour rather than on combating burglary and other crimes. A balance also needs to be struck between directing resources at anti-social behaviour which can affect more people and tackling crimes such as theft which affect fewer residents but with more serious consequences. It is important to use all available channels of communication better to inform residents about the levels of crime in their area and the Police's efforts in tackling the more serious crimes such as burglary and theft along with anti-social behaviour. The analytical support of the new Safer Streets Co-ordinator will be useful in providing this data and the new communications contract with the Borough Police could be used to good effect in this regard. See recommendations 7, 8 and 10.
44. Among the enforcement measures which Supt. Davis believed had proven successful were intelligence-led policing involving targeted interventions based on recorded data. Premises are ranked red, amber or green according to incident rates. This means for example that licensed premises are visited by officers where there have been a significant number of disturbances and landlords/managers are approached in order to help them make changes to prevent disturbances occurring. Another example of the intelligence-led policing is the graffiti tag database. This has been used effectively to catch prolific offenders.
45. The Police have also used overt filming at Richmond train station on Friday and Saturday nights which, in their view, has had a useful deterrent effect. The Police are also working closely with Council CCTV operators in order to detect disorder before it escalates to violence. As a result of police operations, the level of assaults in Richmond and Twickenham town centres has decreased compared to previous years. The Council now has 64 CCTV cameras in the Borough and this number will increase. Transport for London enforcement cameras are now also linked in and can be used for the detection and prevention of crime. To aid with a more immediate response to problems such as graffiti, fly-tipping and Anti-Social Behaviour the Borough now has five Rapid Deployment Cameras. Anecdotal evidence suggests that even once they have been removed they can lead to a reduction of problem behaviour for up to a year.
46. The Borough Commander recently agreed to the installation of a police radio into the control room and thereby increase response and effectiveness when handling



incidents. Plans to further integrate the CCTV with the Metropolitan Police system should be completed by July 2007.

47. In the past 12 months the CCTV operators have dealt with over 784 incidents including assisting police with over 194 arrests and have carried out 244 requests to review footage to try and solve crime with over 1000 hours of footage being supplied to the police leading to further arrests and convictions.

Designated Dispersal Zones

48. This Borough has been in the national media spotlight regarding the case of boy “W” who appealed to the High Court against the powers of the Police to remove a young person under the age of 16 in the zone between 9.00pm and 6.00am to his/her home. The Court agreed and found that a person under 16 can only be taken home by the police with their agreement. The Committee was informed that this ruling was being appealed against and that, in any case, the powers under the Act in question (Anti-Social Behaviour Act 2003¹²) still retained most of their teeth. The Police can still require members of a group of two or more to disperse, or leave the zone or remain outside the zone for a maximum of 24 hours and this applies to under 16's as much as it does to over 16's.
49. Supt. Davis said that it was the view of the Police that the powers available through this designation should not be overused in order to maintain their effectiveness.
50. He also suggested that letters should be sent to individuals in receipt of Fixed Penalty Notices and Penalty Notices for Disorder warning them that their behaviour might lead to a referral to the Anti Social Behaviour Panel.

Recommendation 5: That the feasibility of issuing warning letters to those in receipt of fines for anti-social behaviour be undertaken by the Police.

Cleansweeps

51. These are the high-visibility patrolling and multi-agency enforcement operations normally lasting 24-hours in a particular location. As well as the Police, there are officers from licensing, environmental enforcement, the truancy patrol, Richmond fire officers and parks patrol staff. Over the last three years there have been 28 such operations which have resulted in over 60 arrests for diverse forms of anti-social behaviour, and numerous cautions and warnings for possession of illegal drugs and other offences.

Related Enforcement Action

52. Further operations have been carried out by Trading Standards including test purchases of alcohol by underage children to unmask rogue sellers. Seventy such purchases from off-licences and other shops have taken place over the past three years, of which ten resulted in illegal sales. This is now being extended to cover products with age-related sales restrictions such as spray paint, knives and cigarettes.

Recommendation 6: That, given the problems with graffiti, increased priority be

¹² <http://www.opsi.gov.uk/acts/acts2003/20030038.htm>



Area Champions and new Safe Streets Scheme

53. The Area Champion Initiative was launched by the Council in April 2005. Under this scheme, two officers from the Environment Directorate were allocated to each Area Champion Area. Ward Councillors all participated on so-called Ward Walks with the Area Champion officers. The result of this was a list of 10 priority actions for each area. As there was potential for synergy with the Police and their Safer Neighbourhood teams a one-year pilot with joint-tasking was proposed and agreed by the Cabinet on 25 July 2005. It was proposed to give the project the provisional name of Street Watch.¹³ The project's working title has developed into 'Safe Streets'. Within this pilot the Cabinet also agreed to establish a data analyst post, a Safe Streets Co-ordinator, using grant funding that has been awarded as a result of past successful collaboration with the Police through the Council's Local Public Service Agreement (LPSA). Funding of £40,000 was therefore approved to fund the post on a fixed term contract for one year. This officer took up post on 20 March 2006.

54. The project consists of the following four main elements:

❑ **Agreeing local priorities**

Based on community views, data, intelligence, and front line staff feedback. These have initially been set as criminal damage; open spaces and licensed premises.

❑ **Joint Tasking, briefing and deployment of front line staff**

Focusing all those that deliver local services on the priorities identified.

❑ **Intelligence based action**

Sharing information, analysing incidents and identifying the targets.

❑ **Proper evaluation and clear accountability**

Measuring the impact and analysing the success of the project.

55. The report states that the impact of the scheme will be overseen through accountability meetings with the Leader, the Borough Commander and the Director of Environment. The joint-tasking meetings for front line staff will happen on a weekly basis and involve the following:

- ❑ Street Enforcement Team
- ❑ Waste Management (Graffiti, fly-tip and street cleansing)
- ❑ Police Community Support Officers
- ❑ Police
- ❑ CCTV and Community Safety
- ❑ Youth Offending Team
- ❑ RHP (Ham and Mortlake)

¹³ Cabinet report on increased joint-tasking with Police, 7.05:

[http://cabnet.richmond.gov.uk/Published/C00000163/M00001406/AI00008792/\\$CabRptAreaChamps.doc.pdf](http://cabnet.richmond.gov.uk/Published/C00000163/M00001406/AI00008792/$CabRptAreaChamps.doc.pdf)



- ❑ Ward Members and Community Reps will be invited to attend.
 - ❑ Richmond Housing Partnership has joined the group as have Youth Outreach workers.
56. The scheme promises to be very effective and Members welcome the Council's initiative and the proposals for greater joined-up working. It links in to the project by the Head of Development and Enforcement to increase joint working within the different enforcement sections of the Council's Environment Directorate.
57. The Environment O&S Committee has been looking at this and at their meeting on 28 November 2005 took evidence from Steve Harrison, the Assistant Director for Community Protection at LB Westminster, about the good results they had had using a joint-tasking approach to deal with problems and when pooling data from all areas that cover environmental crime¹⁴, along with Police data. For example, using Environmental Health powers was found to be effective in tackling anti-social behaviour related to particular licensed premises.
58. The experience of Westminster is that they have found it important that these meetings have been chaired by the Leader of the Council. This has been crucial in maintaining attendance at the meetings and holding agencies to account for services delivery that was agreed at previous meetings. Up until now the joint-taking meetings have focused on licensing issues. This will now shift to wider anti-social behaviour/environmental crime issues. For this they will divide the Borough into five segments and each meeting will be chaired by a senior officer/Member. Each area will hold fortnightly meetings and include a broader range of representatives from different agencies than the proposed Street Watch scheme.
59. The fact that the Richmond upon Thames scheme is different should not necessarily prejudice its effectiveness and Members will follow the scheme with interest.
60. It should be noted that Steve Harrison reported that part of the success of the Westminster project was down to pooling information and having systems which can collate data as well as having officers to analyse it. Richmond upon Thames has several different systems used by the various enforcement sections of the Council which could be drawn upon as part of the wider project to tackle environmental crime and anti-social behaviour. There is the CAPS system used by planning, the Flare system used by Trading Standards and Environmental Health, the Confirm system used by Street Scene and Highways, as well as the system used by the Police. The Planning System (CAPS) is already integrated with the Council's Customer Relations Management System (CRM) used by the Environment Contact Centre. Such integration, if expanded to other Regulatory functions, would have potential efficiency benefits in terms of cost, support and most importantly improved information/data flow, exchange and reporting. However, the full potential of these benefits may not be realised without the rationalisation of back office systems e.g., Development Control and Licensing functions are currently provided by two separate systems providers using different databases. One of the ODPM Priority Outcomes encourages "the use of technology to integrate planning, regulation and licensing functions (including Entertainment Licensing and Liquor Licensing) in order to improve policy and decision-making processes around the prevention of anti-social behaviour". The

¹⁴ Environmental Crime refers to a range of offences that have an impact on the environment and street scene such as graffiti, fly-tipping, litter, abandoned cars etc.



business case for providing a single solution to cover all areas of regulatory services (including enforcement) is currently being explored.

61. The Council is currently reviewing options for updating the existing Geographical Information System (GIS)¹⁵ with a Corporate-wide and web-based GIS solution. This will also increase the opportunities for joined up working, improved data exchange with Council business systems, both internally, with the public and with external agencies and partners. As mentioned above with regard to CRM, a common enforcement database would also facilitate easier integration with GIS.
62. Prior to any new systems or technologies being in place, there is the more immediate need for data from existing systems being used to pinpoint anti-social behaviour hotspots. Sophisticated use of the data will enable problems to be nipped in the bud. The new Safe Streets Co-ordinator will have a key role to play in this.

Recommendation 7: *That a full list of databases used to collate information relevant to tackling Anti-Social Behaviour be compiled by the new Safe Streets Co-ordinator.*

Reporting Anti-Social Behaviour

In addition to information collected about problems like graffiti or abandoned cars, there is also the information that can be gathered directly from residents, as well as information that is provided to them. There are currently a number of ways that residents can report anti-social behaviour, depending on the nature of the incident.

63. As can be seen in the table App. G there are a great many means of reporting what could fall under the classification of anti-social behaviour.
64. It would appear that the anti-social behaviour hotline has not been well used. In the 45 weeks that the hotline has been open (to the end of January 2006), there have been 134 general calls regarding ASB, 159 calls to report specific incidents, and 9 and 11 reports respectively through the website reporting procedure. It should be pointed out that the hotline was set up to gather information for the cumulative impact policy ahead of the new licensing arrangements and that one third of the calls were received in the first four weeks of operation and of these 70% were received from one individual who, since the hearing for the license relating to the premises of particular interest, has not made any further calls to the hotline.
65. The Committee believes that Council should reorganise the website to bring together in one place much more of what the public might consider to be anti-social behaviour. There should also be better links on the A-Z website index.

Recommendation 8: *That the whole area of reporting anti-social behaviour undergo a complete review and an efficient, effective and user friendly procedure put in place.*

Treatment

66. Use of ASBOs. Andy Robinson from the Youth Justice Board said that there was an issue regarding the terms of wording of the conditions of ASBOs. Although not

¹⁵ A Geographical Information System (GIS) comprises equipment and software used for the storage, retrieval, mapping and analysis of geographical data, an example being the display of environmental crime data allowing at a glance identification of hot spots.



aware of any local problems, he said that nationally it had been a problem. Some authorities had tackled this by discussing the conditions of the ASBO with the individual following the imposition of the order. For some this could even involve driving them around the area to show them exactly where they could not go and where, if found, they would be in breach of their order. Supt. Davis stated that more clarity was sometimes needed concerning what was meant by "association" with other individuals when banned under the terms of an order.

Recommendation 9: *That the Anti-Social Behaviour Panel give greater consideration to what is meant by "association" in any proposed Anti-Social Behaviour Order so that no unworkable orders are created.*

67. Restorative Justice (RJ) has a role to play under the treatment aspect of tackling anti-social behaviour and its consequences. Restorative Justice is a process that is increasingly being used in the Criminal Justice System. It brings together the offender and the people harmed by the actions of that offender. A structured process is followed with the view of recognising the harm that has occurred and the full implications of that harmful act or acts and drawing up an agreement that allows reparation to be made and the offending behaviour to be tackled. The process is very similar to that followed under Referral Orders¹⁶ by the Youth Offending Team. Evidence from its use in Anti Social Behaviour cases is very positive. There is, however, no requirement for restorative justice to be used in such cases.

Prevention

68. Prevention was raised by Members at the meeting as being a key component of any approach to tackling anti-social behaviour. Prevention can obviously take many forms, from changing the physical environment to make an area safer; laying on diversionary activities for young people; improving joined-up working between agencies; through to targeting persistent and priority offenders.

¹⁶ Referral Orders are new orders available to the courts as of April 2002. A Referral Order is given to most 10 to 17-year-olds pleading guilty and convicted for the first time in court, unless the charge is serious enough to warrant custody. The order will last between 3 to 12 months depending on the seriousness of the offence. After appearing in court, the young person will be referred to the Youth Offender Panel who will then consider the most appropriate course of action. A Youth Offender Panel provides an opportunity for the young person to speak for themselves rather than through representation and makes them take responsibility for their actions. A Youth Offender Panel is made up of two volunteers recruited directly from the local community alongside one member of the multi-agency Youth Offending Team (Yot). The panel will meet with the young person and the parents or guardians to talk about the reasons for the offending behaviour and to discuss a way forward. The victim is encouraged to attend the meeting to tell the young person how the crime affected them. Early results show that a young offender and a victim meeting face-to-face can be a powerful and positive experience for both. The whole dynamics change. The young person is usually unaware of the consequences on the victim and family. The victim being present emphasises that every action has a consequence. The victim gets a true impression of the offender, a physical, mental and emotional impression and realises that s/he is an ordinary youngster, not a monster. With all parties in agreement, a contract will be put together which will include an element of reparation, either to the victim directly or to the community at large. The contract will also include other elements to tackle the young person's offending behaviour - drugs counselling, anger management or dealing with truancy, for example. The contract will be supervised by the Yot and reviewed at regular panel meetings. The conviction will be "spent" when the order is successfully completed. If the young person fails to comply, they will be sent back to court and a different sentence may be given.



Prevention in terms of reducing the fear of anti-social behaviour could also be cited in this context.

69. Both Andy Robinson and Supt. Davis stressed the importance of community involvement to tackle anti-social behaviour. The Chair of the Police and Community Consultative Group said that the effectiveness of the ward level police liaison groups was varied. She felt that some could be reinvigorated and that Members could be of assistance in encouraging fresh blood to become active. As the Council's Communications Team has recently won the contract for the Borough Metropolitan Police, this might be a good opportunity to carry out a co-ordinated publicity drive. An important role for the Communications Team will also be to tackle issues about the perceptions of crime levels so that residents understand the need to and successes of the Borough Metropolitan Police's success in reducing and solving more serious crimes such as theft and burglary.

Recommendation 10: *That all channels of communication be used to encourage greater resident participation at ward level police and community consultative groups and to tackle issues regarding the public perception of crime.*

70. This would also anticipate Government proposals for the so-called 'Respect Agenda'. If implemented this would mean more robust community engagement mechanisms such as what is being termed 'Face the public' briefing sessions along with the possibility of a community 'call for action' as a means of giving the public a way of holding services to account where they do not deliver on community safety.¹⁷ The same paper proposes a specific role for Overview and Scrutiny Committees to which Councillors could refer issues: "for particularly difficult problems the councillor will have a new power to refer them to the scrutiny committee of the local authority. The committee would have a duty to consider any referred issue and respond within a prescribed timescale."¹⁸ It would therefore be timely to bolster the work of the community involvement groups ahead of these changes.

Ham project

71. The activities in Ham over the last 12 months demonstrate how a combined programme of measures from enforcement, treatment and prevention can have a significant impact in specific areas. The area has a Safer Neighbourhood Team which has identified Anti Social Behaviour as a local concern and has worked to tackle it via high visibility patrols etc. The Safer Neighbourhood Team have also assisted in developing and policing the Designated Dispersal Zone. Four young people from Ham were referred to the Anti Social Behaviour Panel and have signed up to Acceptable Behaviour Contracts. Alongside these measures the Community Development Worker for the area, the Ham Working Together Group and other relevant agencies including the school, Youth Services and Connexions, have worked together to provide diversionary activities. Examples include summer activities and the production of a mosaic based on designs drawn up by community members. Those helping to produce the mosaic have ranged in age from 18 months to 80+. Reports from the Safer Neighbourhood Team indicate that levels of crime and Anti Social Behaviour have reduced over

¹⁷ p. 3, Government's Respect Action Plan:

http://www.respect.gov.uk/assets/docs/respect_action_plan.pdf

¹⁸ p. 28, Government's Respect Action Plan:

http://www.respect.gov.uk/assets/docs/respect_action_plan.pdf



the 12 month period. This would appear to be borne out by the statistics for the Ham area:

Crime Type	September 04	October 04	September 05	October 05
Burglary	7	6	5	3
Criminal Damage	31	33	12	11
Violence Against the Person	9	19	9	3

72. Given these very impressive figures, Members would like to see the same used for other wards. They realise that this was part of a very intensive project, but feel that the benefits are very significant in terms of reducing problem behaviour, decreasing fear and gaining community involvement.

Barnes project

73. Wendy Kyrle-Pope, Chair of the Police and Community Consultative Group reported that the diversionary work being done by the local police liaison group in Barnes had proven very successful. Part of the reasons for the success was that it was a project that was initiated and run by the community. It is called the Community Club and is a partnership between the Barnes Police Liaison Group and St Paul's School. It receives support from the Metropolitan Police and Richmond Housing Partnership. It runs footballing and dance programmes for 36 weeks of the year and Easter and Summer Sports projects. It is well attended by young people from 11-16 from the local area as well as taking referrals from the Council's Adolescent Resource Team and the Youth Offending Team. Another successful initiative of the Barnes Police Liaison Group has been the Paintbrush scheme under which the local housing association has provided work experience to young people who, due to their difficult past and lack of schooling, would otherwise have had difficulty finding work. As a result of this several have now found full-time regular employment.
74. It is very cost-effective. A great deal of time is given by unpaid volunteers putting the equivalent of a year's work into the project. St Paul's School generously foregoes the fees for the use of its facilities and as well as providing much support from members of its staff. It is funded through contributions from private benefactors along with grants from the Home Office among others. It currently costs £35,000 to run the schemes. The Police and local residents have reported that there is a significant decrease in the sort of minor crime and anti-social behaviour that otherwise be expected during the school holidays. The regular weekly courses has had a marked impact on those young people who have attended. They have established relationships of trust with the coaches, increased their self-esteem and made changes to their life-styles. Some have gone on to coach and train themselves.
75. The Committee is very impressed by the outcomes of the project and would like the Council to do all it can to set up and support these kinds of local schemes with strong community involvement across the Borough. Further details of the Barnes schemes are set out at App. H.
76. The Community Club has commented that the Council had been remiss one year in making timely payments of the Summer project grant funding. Given the tight financial situation, the Committee believes it is imperative that promised monies are transferred in a timely manner, particularly where small groups or voluntary



sector organisations are concerned. It was pleased to hear that action had been undertaken to prevent this reoccurring in the future.

General Provision of Youth Services

77. Mike Roe, Senior Youth Worker in the Council's Youth Service stressed at the Committee meeting how important it was to provide services which were accessible and attractive to young people thereby encouraging involvement and favourable outcomes.
78. Members heard from officers that the scheme of extended schools as encouraged by the Children Act would provide more facilities and activities for young people. It was reported that there is, however, still the need for other diversionary activities to deal with the peaks in anti-social behaviour after school and at weekends.¹⁹
79. In the recent MORI budget consultation in December 2005, residents who were interviewed identified two issues as being key. These were facilities for young people and social services, particularly for older or vulnerable people. Regarding Council Tax increases "[participants said] they would accept increases in council tax of a little more, say 5%-6%, in order to meet the increasing demands they identified in some areas, notably facilities for young people and social services."²⁰ 16 out of the 23 participants favoured an increased spend on facilities for younger people and none favoured reduced spend.²¹

Recommendation 11: *That efforts are renewed to secure increased funding for activities which have proven to be beneficial with young people and to the reduction of anti-social behaviour.*

Database of activities and groups for children and young people

80. A representative of a youth charity reported that it was difficult to know about all the various activities in the Borough which young people could access and to which they could be referred. There are a series of databases within the Council such as the comprehensive database run by the Council's Children's Information Services. Richmond CVS/The Children's Fund has also done some work on identifying key organisations for youth work and the Richmond Youth Partnership has received funding to set up a database to identify all youth activities in conjunction with extended schools schemes. There is clearly potential for all these to be linked and the information shared. It would also be important to link it to the InfoRich database run by the Borough libraries service, as well as to the Online Communities websites to ensure the information is as easily accessible as possible.

Bullying and School Exclusion

81. Those young people who cause anti-social behaviour are often those who are already socially excluded and, for example, experience bullying at school.

¹⁹ A list of activities offered at youth clubs by the Council's Youth Service is at App F.

²⁰ p.6, MORI – Budget and Council Tax Consultations in Richmond 2006/7 (Key findings from discussion evening held on Tuesday, 29 November, 2005 for Richmond Borough Council.

²¹ p.15, *ibid.*



Members had questions about this at the meeting and were assured that the YOT are proactive in carrying out visits to secondary schools. There was also a great deal that schools were doing themselves to tackle the issue of bullying. Many had bullying policies and, for example, mediation schemes in operation.

Involving Parents

82. As evidenced by the table at paragraph 20 above, poor parental supervision and discipline is a risk factor regarding young people and propensity to commit offences. In response to a Member's questions, the Youth Offending Team manager said that the YOT always seeks to involve the parents of all its clients.
83. Along with partners from the Children's Fund and the Project for Children with Special Needs the YOT offers parenting classes. This ranges from one-off drop-in workshops like those offered in Castelnau, Ham, Hampton and Whitton in September 2005, to a Young Dads Group which has been set up based at the Hampton Youth Project for fathers under the age of 22. One of the social workers at the YOT runs 6-week parenting courses. Six to eight parents meet once a week for 2 hours over the six weeks at the Strathmore Centre. Parents are referred by agencies, from schools, Education Welfare as well as self-referring. It is hoped to expand support for parents in need through have a Parenting Co-ordinator.
84. One of the tools available to the Community Safety Partnership is Parenting Orders. A parent/carer who receives a Parenting Order is required to attend counselling or guidance sessions. They may also have conditions imposed on them such as attending their child's school, ensuring their child does not visit a particular place unsupervised or ensuring their child is at home at particular times. A failure to fulfil the conditions can be treated as a criminal offence and the parent/carer can be prosecuted. In the proposals under the Respect Agenda the Government plans to allow schools to apply for Parenting Orders.²²

Views of Young People

85. On 16 October 2005 the Committee sponsored a political speed-dating event as part of Local Democracy Week. Ten Councillors spent a morning with ten young people. Activities included group discussions and political speed-dating when each Councillor spoke with each young person for three minutes. Anti-social behaviour and activities for young people figured quite highly in the discussions. Although there might be the perception that only older residents saw ASB as a problem, the event showed that young people were equally concerned about ASB and safety issues. As one of the Members said: "[I was] surprised at the emphasis on safety and crime." Street-lighting also emerged as an issue which was important to the young people.
86. Below is the table which sets out the top good and bad things in the Borough for these young people:

Rank	Could do better	Got it right
1	Lighting (streets and parks)	Heatham House Youth Club

²² p.14, Government's Respect Action Plan:
http://www.respect.gov.uk/assets/docs/respect_action_plan.pdf



Rank	Could do better	Got it right
2	Facilities for 11-19 y.o. across the Borough	Youth forum
3	Increased Police patrolling in key areas	School schemes.
4	Cheaper prices for students.	Parks

87. Many of the young people said that they learnt a lot through talking with the Members, appreciated being listened to and would have liked to have spent longer with each councillor: "I learnt a lot and found that I can talk to councillors" and "Spend a minute or two longer talking to each councillor". This bears out the experience of the Ham Project where a meaningful activity led to effective and useful dialogue which crossed the generational gap. It also showed that young people respond very positively when engagement is sought and when they feel that their views are being heard. The speed-dating set-up proved an excellent format for ensuring that this could happen.
88. A larger event to canvas the views of young people was undertaken by the Children's Social Services in March 2005 – the Hear By Right survey. This showed consistently that young people asked for more activity facilities, better lighting in poorly lit areas and said they felt reassured by the presence of the police officers and PCSOs.

Recommendation 12: *That the Local Democracy Week meeting between Councillors and young people become a regular event.*



CONCLUSION

89. Anti-Social Behaviour is at the top of the local and national agendas. Over recent years much new legislation has been passed relating to dealing with the issue, the most well known amongst the new powers being Anti-Social Behaviour Orders (ASBOs). This is one part of the three strands available to agencies and communities to tackle anti-social behaviour through prevention, enforcement and treatment.
90. In the work the Committee has seen there is a remarkable degree of agreement across age groups in this Borough as to what constitutes anti-social behaviour and this is not just anti-social behaviour restricted to young people. It affects us all. We will only succeed in tackling and above all preventing the problems arising in the first place by working together as a community supported by the Council, the Police, other agencies, groups, organisations and schools.



TABLE OF RECOMMENDATIONS

Rec. No.	Recommendation
1.	<i>That due account is taken by all stakeholders that success in combating anti-social behaviour and improving recording procedures will initially see an increase in the statistics and that this message be communicated as effectively as possible to the community.</i>
2.	<i>That a clear, consistent set of local performance indicators are established to measure effectiveness of policies to combat crime and anti-social behaviour.</i>
3.	<i>That this Committee receive a report detailing how the LPSA pump-priming money will be spent and how the priorities for the spending were set.</i>
4.	<i>That the Committee receive 6-monthly reports on agency attendance at the Anti Social Behaviour Panel.</i>
5.	<i>That the feasibility of issuing warning letters to those in receipt of fines for anti-social behaviour be undertaken by the Police.</i>
6.	<i>That, given the problems with graffiti, increased priority be considered for initiatives to combat the sale of spray paints to minors.</i>
7.	<i>That a full list of databases used to collate information relevant to tackling Anti-Social Behaviour be compiled by the new Safe Streets Co-ordinator.</i>
8.	<i>That the whole area of reporting anti-social behaviour undergo a complete review and an efficient, effective and user friendly procedure put in place.</i>
9.	<i>That the Anti-Social Behaviour Panel give greater consideration to what is meant by "association" in any proposed Anti-Social Behaviour Order so that no unworkable orders are created.</i>
10.	<i>That all channels of communication be used to encourage greater resident participation at ward level police and community consultative groups and to tackle issues regarding the public perception of crime.</i>
11.	<i>That efforts are renewed to secure increased funding for activities which have proven to be beneficial with young people and to the reduction of anti-social behaviour.</i>
12.	<i>That the Local Democracy Week meeting between Councillors and young people become a regular event.</i>



GLOSSARY OF TERMS

ABC	Acceptable behaviour contracts were initially introduced in the London Borough of Islington to deal with problems on estates being caused by young people aged between 10 and 17, they are now used with adults as well as young people in a wide variety of circumstances. ABCs are voluntary agreements made between people involved in anti-social behaviour and the local police, the housing department, the registered social landlord, or the perpetrator's school. They are flexible in terms of content and format. If an ABC is breached this fact can be mentioned in any application for an ASBO.
ASBO	Anti-Social Behaviour Orders are designed to prevent behaviour including theft, intimidation, drunkenness and violence by individuals and families who make life difficult for their communities. The orders often include restrictions on entering a geographical area or shop but can include bans on specific acts, such as swearing in public. Juveniles - usually protected by law from being named - can be identified to ensure the community involved know about the Asbo imposed. The orders are civil, not criminal, sanctions - although breaches are punishable by up to five years in prison - and are handled by police and local authorities working in partnership. An application for the imposition of an ASBO is made by a local authority official to a magistrates' court, which hears all cases including those where the defendant is under 18. An ASBO can last for a minimum of two years. There is no maximum period, although indefinite ASBOs must have arrangements for review. ASBOs can be appealed against by application to a crown court.
BVPI	Best Value Performance Indicators are measures of performance set by the departments in central government. They are so called as they have been set since the duty of <i>best value</i> on local authorities came into effect under the Local Government Act 1999. Prior to <i>best value</i> , the Audit Commission set similar measures of performance. <i>Best Value</i> requires local authorities (and others e.g. fire services) to seek to achieve continuous improvement by having regard to the efficiency, effectiveness and economy of their service delivery. Examples include the number of GCSE's achieved, levels of waste re-cycling or the amount of council tax collected. There are currently 97 BVPI's which cover many, though not all aspects of services provided by local councils.
LAA	Local Area Agreement. Local Area Agreements are agreements, covering the area of one or more local authorities, which focus on a collection of goals across a range of services and which can relate to either national or local priorities. The local authority liaises with a range of



	bodies with an interest in joined up delivery to set these priorities.
LAC	Looked after children. Children who are in care.
LB	London Borough
LBRuT	London Borough Of Richmond Upon Thames
LEA	Local Education Authority
LPSA	Local Public Service Agreements provide a framework through which local authorities and other local organisations agree challenging targets with central government. These include twelve targets for specific improvements in performance, and these can run across the full range of local services. Financial rewards, paid directly by the government, are associated with the achievement of these targets.
MPS	Metropolitan Police Service
MV	Motor vehicle (theft)
ODPM	Office of the Deputy Prime Minister
O&S	Overview and Scrutiny (Committee)
PRG	Performance Related Grant. This is the grant that the authority receives for meeting its 3-year targets in the LPSA. See above.
PCSO	Police and Community Support Officer
RHP	Richmond Housing Partnership. In 2000 the Council's housing stock was transferred to the RHP.
YOT	Youth Offending Team. There is a YOT in every local authority in England and Wales. They are made up of representatives from the police, Probation Service, social services, health, education, drugs and alcohol misuse and housing officers. Each YOT is managed by a YOT manager who is responsible for co-ordinating the work of the youth justice services.



APPENDICES

Appendix A	Young People's Definition of Anti-Social Behaviour
Appendix B	Statistics for LBRuT Anti Social Behaviour Panel
Appendix C	Structure Chart for Community Safety Partnership and Sub-groups
Appendix D	Membership of Community Safety Partnership
Appendix E	LPSA Targets
Appendix F	Diversionary Activities offered by the Council's Youth Services
Appendix G	Means for Residents to Report Anti-Social Behaviour
Appendix H	Further Details about the Barnes Community Club Schemes



APP. A – YOUNG PEOPLE’S DEFINITION OF ANTI-SOCIAL BEHAVIOUR

Borough Youth Crime Conference 2006

Students’ Response to the Question:

‘What is anti-social behaviour’?

- ☐ Offending people or causing them distress
- ☐ Swearing
- ☐ Committing crime over and over again
- ☐ Vandalism
- ☐ Swearing, fighting, and criminal damage
- ☐ Causing trouble and breaking things, drinking, being noisy
- ☐ When young children litter or fight in public
- ☐ Graffiti, fighting and swearing
- ☐ Vandalising
- ☐ Behaviour that is not acceptable
- ☐ Breaking stuff and fighting
- ☐ Where you keep committing the same crimes over and over again.
- ☐ Anything criminal that effects other people
- ☐ Bad, rude
- ☐ Behaviour that is not acceptable
- ☐ Swearing, vandalism
- ☐ Being rude, rowing, or aggressive behaviour
- ☐ It’s when you do something that could disturb your environment and people around you
- ☐ Threatening or violent behaviour
- ☐ Making people feel uncomfortable
- ☐ Disruption, violence
- ☐ Offending people, causing distress
- ☐ Causing people grief
- ☐ Fighting, swearing
- ☐ Anything illegal
- ☐ Rude, rowdy, aggressive
- ☐ Hurting or offending people
- ☐ Violence, causing offence



APP. B – STATISTICS FOR LBRUT ANTI SOCIAL BEHAVIOUR PANEL

Between the time the Panel began operating in July 2001 to the end of August 2005, 140 referrals have been made and completed. (In some cases individuals have been referred to the Panel on more than one occasion.)

The 140 completed referrals have resulted in:

- 71 positive interventions (following the referral to the panel there was a reduction in or cessation of Anti Social Behaviour for at least three months.
- 54 non-interventions (after information was gathered and reviewed there was either insufficient grounds for intervention or no further complaints justifying intervention).
- 12 cases referred to other agencies (after information was gathered and reviewed the cases were found to be unsuitable for intervention by the Panel and referred elsewhere).
- 3 unsuccessful interventions (intervention led to either no change in, or an increase in, Anti Social Behaviour).

A total of 31 ABCs and 24 ASBOs have been imposed in the borough. 20 of the 24 ASBOs have been post conviction. 23 out of the 24 ASBOs were imposed by the Court at the suggestion of the Panel; the other was imposed at the suggestion of the British Transport Police.

Court rejection of application for ASBO:

The court has declined to impose ASBOs on two occasions when the suggestion of doing so has been made by the panel. However, the court does have a number of options to consider when passing sentence.

No. of Anti Social Behaviour Orders issued since April 2003	24
No. expired	3
(of which completed satisfactorily)	(2)
(conviction for breach - 14 months imprisonment)	(1)
Current orders (as at Nov 2005)	21

Current orders (as at Nov 2005)	21
No charge or conviction for ASBO breach	14
Charged or convicted but not yet charged/sentenced	3
Convicted and sentenced	4
Of the four who have been convicted and sentenced:	
1) Convicted of one breach: 4 month detention centre order	
2) Convicted on one breach: £50 fine	
3) Convicted of two breaches: 6 month Supervision Order and £25 fine	
4) Convicted of four breaches: Tagging Order; Curfew; two concurrent Detention Training Orders for 4 months	

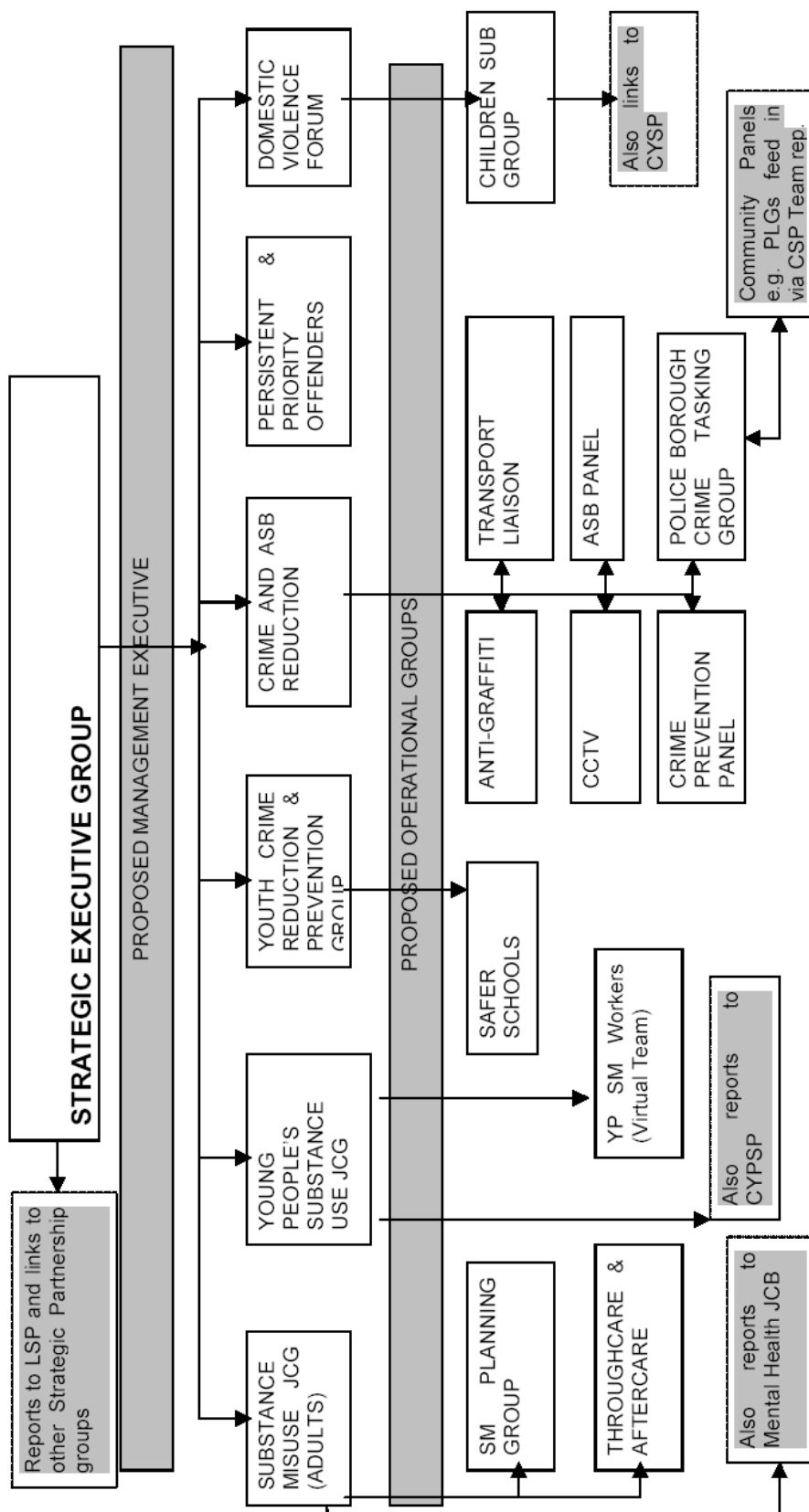


Current orders gender / age split (as at Nov 2005)			
<i>age groups</i>	<i>male</i>	<i>female</i>	<i>both</i>
12 to 16	10	2	12
17-21	5		5
over 21	3	1	4
Total	18	3	21

Ward	No. of ASBOs issued since 2003
Barnes	3
East Sheen	0
Fulwell & Hampton Hill	1
Ham, Petersham & Richmond Riverside	0
Hampton	0
Hampton North	6
Hampton Wick	2
Heathfield	0
Kew	3
Mortlake & Barnes Common	3
North Richmond	1
South Richmond	0
South Twickenham	0
St Margarets & North Twickenham	1
Teddington	1
Twickenham Riverside	0
West Twickenham	1
Whitton	2
TOTAL	24



APP. C – STRUCTURE CHART FOR COMMUNITY SAFETY PARTNERSHIP AND SUB-GROUPS



APP. D – MEMBERSHIP OF COMMUNITY SAFETY PARTNERSHIP

(As at November 2005)

Gillian Norton (Chair)	Chief Executive, LBRuT
Ian Edwards (Dep Chair)	Metropolitan Police
High level PCT representation	(to be decided)
Sara Robinson	Head of Probation
Tony Cosstick	London Fire Brigade
Cllr Tony Arbour	MPA
Paul Dunham	Chair of Crime and ASB Reduction Group
Anji Phillips	Chair of Youth Crime Group
Barbara Westmorland	Chair, Domestic Violence Forum
Lynne Taylor	Victim Support
Prehlad Dhall	EMAG
Babatunde Akinyanju	Richmond Magistrates Service
Wendy Kyrle-Pope	Chair PCCG
Rob Henderson	YOT Manager
Rod Birtles	Chair of ASB Panel
Martin Esom	Deputy Director, Environment
Sue Barton	Richmond Housing Partnership

Officers in attendance:

Hannah Sharp	MPA (support to Councillor Arbour)
Ivan Calder	SM Joint Commissioning Manager
Sue Mansbridge	GOL Drugs and Crime
Richard Jolly	GOL Drugs and Crime
Anne Lawtey	Community Safety Partnership Manager
Annette Rauf	Community Safety Manager



APP. E – LPSA TARGETS

Priority	No	Outcome	Indicators	04-05 Actual	2007-08 without LPSA	2007-08 with LPSA	Potential PRG
Safe Streets	1	Reduced crime	No. of crime types criminal damage and disturbance	4277	4277	3629	248,060
			Theft of MV	448	500	475	95,408
			Theft from MV	1269	1124	1068	38,163
School Standards	2	Improved attendance in schools & improved behaviour in secondary schools	Attendance rate in sec. schools	91.30%	92.60%	93%	133,571
			Attendance rate in primary schools	95.20%	95.65%	96%	133,571
			Attendance rate in special schools	91.50%	93%	94%	19,082
			No. fixed term exclusions	1026	924	832	95,407
	3	Improved attainment of LAC	% LAC who meet predicted KS4 score	50%	64.40%	80.00%	76,326
			% half days missed	7.84%	7.60%	7.36%	45,797
			% LAC aged 16 with 1 GCSE A-G.	42.10%	54.70%	66%	76,326
			% LAC in same placement for 2 yrs	73.30%	77.50%	82.60%	91,591
			% former LAC aged 19 in EET	33.30%	56.80%	70.40%	91,591
	4	Improved attainment at KS3	Av % level 5 in Eng. Maths & Science	73%	81%	82%	305,305
			% level 5 in ICT	47%	79%	80%	76,326
Quality of Life	5	Improved take up of benefits	No. of people with additional claims for benefit over 3 yrs	780	2340	3000	381,631
	6	Increased employment opportunities for adults with disabilities	No. in paid work 16 hrs pw for 13 weeks (over 3 yrs)	9	27	63	228,978
			No. in permitted work less than 16 hrs per week for 13 weeks (over 3yrs)	9	24	47	47,704
			No. in unpaid voluntary work 13 weeks (over 3yrs)	15	24	65	47,704
			% LBRuT staff with a disability	2.13%	2.30%	2.80%	57,245
Clean and Green	7	Improved street cleanliness	BV 199, % land below grade B.	36%	20%	17%	381,631
	8	Reduced ASB and improved street lighting	% of people who think ASB is not a problem	63.44%	63.44%	69.34%	343,467
			% street lamps not working	1.93%	1.93%	1.00%	19,082



Priority	No	Outcome	Indicators	04-05 Actual	2007-08 without LPSA	2007-08 with LPSA	Potential PRG
			No of days to repair a street light fault.	14	14	7	19,082
	9	Increased waste recycling	Tonnes of bio-degradable waste recycled.	9572	12826	14826	381,631
Improved Customer Service	10	Customer satisfaction	% satisfied with service	55%	55%	65%	190,815
			% satisfied with complaints handling	31%	31%	41%	190,816
Safe streets	11	Reduced youth offending	No. of young people re-offending	65	61	49	381,631
Total							4,197,941

As can be seen from the table above, the total Performance Related Grant that the authority could receive if it met its targets would be £4,197,941.



APP. F – DIVERSIONARY ACTIVITIES OFFERED BY THE COUNCIL’S YOUTH SERVICES

Youth Cafe Bus Visits the following areas on different nights of the week: Heathfield Whitton School Hampton Wick Hampton Hill	Powerstation – Youth Club in Mortlake Variety of after school activities throughout the week including: Skateboarding Introduction to multi track recording Youth Club Healthy eating Photography Singing
Heatham House Youth Club Workshops and activities throughout the week including: DJ-ing Workshop Introduction to Skateboarding MC Workshops Vocal Workshops Live Music Workshop Street Dance Video Workshops Sexual Health Service 5-a-side Football Events Band Night	Duke of Edinburgh's Award Activities including: Expedition Training Photography
Hampton Youth Project Activities including: CFY - Club for Youth (ages 11-14) Youth Members panel Basketball Decor-8 - Interior Design group Duke of Edinburgh Photography Workshop Duke of Edinburgh's Award Expedition Training, Childcare, Photography Senior Youth Club (14 and over)	Ham and Petersham Youth Club Youth Club Transition Club Other special projects
Castelnau Youth Club Activities including: Girls and young women’s group - Street Dance sports club Outreach Senior Night Inters club - 10 -13 years Barnes Youth Theatre Experimental Theatre 16-26 years Barnes Youth Theatre	There are also Outreach workers from the Council’s Youth Service who go to identified trouble spots.



APP. G – MEANS FOR RESIDENTS TO REPORT ANTI-SOCIAL BEHAVIOUR

Current numbers and pages on the website where incidents can be reported or with information about anti-social behaviour:

1. Emergency phone numbers are listed out on this page:

www.richmond.gov.uk/emergency_phone_numbers

Emergency (Police, Ambulance and Fire) 999

Crimestoppers 0800 555 111

Twickenham/Richmond Police Station 020 8607 9199

Teddington Police Station 020 8247 5825

Minicom at the Police Station 020 8247 7024

Crime Prevention Office 020 8247 5872

Community Safety Unit - domestic violence/homophobic/racist crimes 020 8247 7204

Richmond Victim Support 020 8948 7010

2. There are the following pages distributed in various sections of the Council website:

www.richmond.gov.uk/statutory_noise_and_nuisance

www.richmond.gov.uk/neighbour_nuisance

www.richmond.gov.uk/weekend_noise_service

www.richmond.gov.uk/car_and_intruder_alarms

www.richmond.gov.uk/pubs_and_clubs_noise_guidance

www.richmond.gov.uk/graffiti_removal

www.richmond.gov.uk/development_and_street_scene_complaints

3. There is a specific anti-social behaviour section with Licensing (www.richmond.gov.uk/anti-social_behaviour-in_the_borough) which also has a link to an online low-level anti-social behaviour disturbance form (for Richmond and Twickenham town centres) as well as information about a freephone hotline - Telephone 0800 019 0026, though this page is not linked to the Policing and Public Safety section.

4. Possibility of sending a text message. Members of the public can report graffiti by sending a text to Environment call centre using the following number: 0780 000 2439. This service has not been widely publicised as yet.

5. The Borough Met Police was planning on introducing a website run by the community to report low-level ASB.

6. The national police site has links to report Non-emergency Crime and Hate Crime online where e.g. vandalism can be reported: <http://www.online.police.uk/english/default.asp>

7. It should be noted that there are Government plans to introduce a nationwide single non-emergency number. See the Government proposals under the Respect agenda²³. Pilot projects have been attempted elsewhere in the country but the public use of this means of reporting incidents has not been entirely satisfactory. The Government commissioned a report into the pilots though these results were not widely published. The report found that more than half of people using the hotlines say the problem they complain about persists after their call. See appraisal report.²⁴

²³ p. 26, Government's Respect Action Plan:

http://www.respect.gov.uk/assets/docs/respect_action_plan.pdf

²⁴ 'It's your call' - Anti Social Behaviour Hotline Evaluation Survey:

www.together.gov.uk/cagetfile.asp?rid=818



APP. H – FURTHER DETAILS ABOUT THE BARNES COMMUNITY CLUB SCHEMES

Please see overleaf for a copy of the article about the Barnes Community Club project which appeared in the magazine *Prospect* in May 2005.



A heartening story for our times....

When, recently, the former Chair of the Barnes Police Liaison Group, Wendy Kyrle-Pope, sent Prospect a report on the successful activities of the Community Club (see below) we asked: 'what is this Club?' We make no apology for printing her reply in full because we feel it is so remarkable – and heartening. (Sally Holloway, Editor.)

Wendy writes:

At the end of 2001, the Barnes Police Liaison Group sent out a crime prevention / general information letter in North Barnes, targeted really at older people. The response we received was remarkable; a large group of youths from the Castelnau Estate asked to meet with us and the police. We met and they told us that a lot of the minor problems in North Barnes were caused by boredom and having nowhere to go / nothing to do and could we get them a football pitch where they could play whenever they wanted and was free (unlike Rocks Lane sports field)?

We found Suffolk Road Park which had, in recent memory, had a football pitch on part of it and I managed to get a £4,500 grant from the Council to convert part of it back to a football pitch. All was going well and a public consultation was arranged in the June of 2002 for the streets immediately adjoining the Park. Unfortunately, for a variety of reasons, the scheme fell through. We, the police, the BPLG and the local young people were heartbroken and did not know where to turn.

Enter the good fairy in the shape of St Paul's School, which has a representative on the Liaison Group. They offered a few hours of football on their grounds, run by Dave Green from St Paul's and our excellent Community policeman, Dave Simms (himself a keen footballer and coach). This proved a great success and St Paul's introduced us to a charity which arranged Sports Camps. Thus the first sports project came into being in 2003.

In the autumn of 2003 the Community

Club was created to run the Sports scheme ourselves. It is a partnership with the Police, Richmond Housing Partnership, the Police Liaison Group and St Paul's, and includes Jennifer Ball (head of Community Projects at St Paul's) plus three local volunteers, Julie Whitford, Janette Morris and myself. Between us, we run the project which provides twice weekly football sessions with professional coaches for up to 30 11-17 year olds and, from last autumn, a dance class once a week for about 12. We also run the three-week Summer, one-week Easter and autumn half-term sports (football, cricket, swimming, basket ball, street tennis etc), dance and drama camps at St Paul's. These are designed for young people aged 11-17, predominantly from Barnes – but we do take others from further afield. Over 300 attended last summer and we had 60+ per day this Easter.

This is now a huge scheme costing £35,000 a year to run (and would be double that, had we had to pay for the facilities so generously provided by St Paul's). We receive about £15,000 from the Home Office, via the Council, but have to raise the rest ourselves – a mammoth task. We have a kind and wise benefactor in the community, with wonderful connections in the City, who helps us fund-raise.

However, the Community Club is not just about providing sport and dance. The name – 'Community Club' – is well chosen. It aims to engage our young people in their community and to care for it. Participants must be on time, not swear or smoke, and treat each other with courtesy and consideration. Disagreements must be resolved amicably and we try to instil the concept of not just flying off the handle, but thinking before reacting with words or fists. We operate a contract system for all our participants, signed by them and their parents, which stipulates that they 'will behave at all times in the Community.'

Janette Morris developed with Richmond Housing Project the 'Paintbrush Initiative' which gives our local teenagers work on their estates cleaning graffiti, gardening etc, giving them their first taste of the world of work. RHP now runs this scheme all over the borough. Four of our young people now have permanent jobs with RHP.

We encourage healthy living (which includes diet – hence the Breakfast Club where members are welcome to a healthy breakfast to start their day). We also encourage them not to drink, smoke or do drugs and to lead a much wider, more exciting life.

Our aims are fourfold: to engage our young people in healthy activities, to show them how they are expected to behave in the community and on the sports field, to prepare them for the workplace and to help those who are at risk of offending. Above all, to allow each participant to reach their full potential in life – not just on the sports field.

Our brilliant and dedicated coaches, led by the charismatic Edwin Stein, show them a world beyond the roads of North Barnes. Six boys went to a football camp in Finland last year with him. Some worked for RHP in return for their air fares and the Community Club subsidised their accommodation in Helsinki.

From a simple request for a football pitch (which, alas, they still do not have) we now have this massive and ambitious scheme. It is the brainchild of Julie Whitford and Janette Morris – two Barnes ladies who really are remarkable and devote their lives to this project which, like 'Topsy' keeps growing. Jennifer Ball for St Paul's, spends many more hours of hard work than she should helping us to get the best from St Paul's, advising us on funding (and, in many cases, finding it for us) and ensuring that all the requirements of the Children Act and Health and Safety are met.

If the BCA want local heroes, they need look no further than these three, extraordinary women who exemplify what can be done from the grass roots up.

(Wendy tells us that the Community Club relies on grants and donations to survive. They would like to provide free breakfasts for all the children and to fund 20 of these would cost about £15 a day. She asks: 'Are there any Jamie Olivers out there who are as passionate as we are about health and diet being fundamental to the development, behaviour and ultimate happiness of our children?' If so, please contact her via the BCA (70, Barnes High Street, SW13 9LD.)

Community Club dancers at OSO

Some of the young dancers from the Community Club (see above) took part in Diamond Stone's production at the OSO of a powerful R'n' B / 'Hip-Hop' dance musical – *Street Opera* which is scheduled to be staged again at the Hackney Empire and this year's Edinburgh Festival. The story, says Wendy Kyrle-Pope, is 'a morality tale for today – think Dickens with a rap beat – it was a wonderful opportunity for our dancers to perform with a professional group.'

Following another successful sports and dance programme at St Paul's School during the Easter holidays when members took part in cricket, swimming, football, road tennis, basket ball, circuit and general fitness training as well as dance and drama classes, a three week summer programme is being planned for August. The Club continues to run its twice weekly football session plus dance on Wednesdays throughout the school year.

If you would like further copies of this report,
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