Working with the Police
A GUIDE FOR HOUSING ASSOCIATIONS
by Tim Pascoe
Paul Bartlett
Raising the Standard for Homes and Neighbourhoods

The Clear English Standard does not apply to the Code or Annex 4.
ABC  Acceptable behaviour contracts are a way in which anti-social behaviour, particularly among teenagers, may be controlled.

- They are, in effect, a contract between (typically) a teenager, his/her parents and an authoritative body, for example an HA, local authority or the police.
- Acceptable behaviour is agreed by all parties and set out in the contract.
- ABCs may be a useful alternative to anti-social behaviour orders (ASBOs) where these are not considered justified.
- ABCs can be put into effect within days and at little cost.
- Where an ABC is breached by an individual whose behaviour continues to cause harassment, alarm or distress to people in another household, that fact can be used as evidence in support of an ASBO application.

ABI  Association of British Insurers – the trade association for the UK’s insurance industry.

ACPO  Association of Chief Police Officers – exists to promote leadership excellence and to be the corporate voice of the police service.

- It assists in setting the policing agenda by providing professional opinion on key issues to government, organisations and individuals.
- Its members are police officers who hold the rank of Chief Constable, Deputy Chief Constable, Assistant Chief Constable, or their equivalents.

ALO  Architectural Liaison Officer – a police officer trained to advise on how the design and management of the urban environment can be used to reduce crime, or the fear of crime, and increase community safety.

- In some areas of the country (notably London) ALOs are called Crime Prevention Design Advisers (CPDAs).

ASBO  Anti-social behaviour orders – orders made by the court to enforce acceptable behaviour and protect the community from a named individual who is alleged to have caused harassment, alarm or distress to others.

- HAs, local authorities and chief police officers, working together, may apply to a magistrates’ court for an ASBO, which is in effect a banning order.


- It measures the amount of crime in England and Wales by asking people about crimes they have experienced in the last year.
- The BCS includes crimes that are not reported to the police, so it is an important alternative to police records and is considered by some as the most accurate measure of crime.

BTP  British Transport Police

CD  Crime and Disorder
CDRP Crime and Disorder Reduction Partnerships
- The Crime and Disorder Act 1998 requires the police, local authorities, health authorities and the probation service to work in partnership to develop and implement a strategy for reducing crime and disorder in each district and unitary local authority area in England and Wales.

CPTED Crime prevention through environmental design
- This is a research school that studies and uses the environment and elements of the environment to predict, manage and control crime and the fear of crime.

CPDA Crime Prevention Design Advisers
- Police officers trained to advise on how the design and management of the urban environment can be used to reduce crime and the fear of crime and increase community safety.
- In some areas of the country CPDAs are called Architectural Liaison Officers (ALOs).

CSU Community Safety Units
- Special units usually staffed by both local authorities and the police.
- Staff are specially trained in community relations, crime prevention and partnership work.
- They often ‘spearhead’ local crime and disorder reduction partnerships.

HA Housing association

HAT Housing Action Trust
- HATs were temporary bodies set up to repair and improve homes, encourage diversity of tenure, and improve living and social conditions and the general environment in a run-down area.

HMIC Her Majesty's Inspectors of Constabulary
- The independent body that inspects, monitors and helps improve efficiency in regional police forces.

LA Local authority

MoD Ministry of Defence

RSL Registered social landlord
- Also known as housing associations

SBD Secured by Design – National police crime prevention policy.
- Its aim is to design security into building and the built environment.
- Housing developments that meet the SBD criteria are approved and certificated by the police.
- Further details can be obtained from www.securedbydesign.com

TEO Tenancy Enforcement Officers
- Some housing associations and local authorities have teams of staff who are responsible for providing tenancy support, serving eviction notices and taking court action.
The management of social housing is no longer just about collecting rent and doing repairs. Housing associations have increasingly complex social issues to deal with – crime and disorder being just one of them.

I am therefore very pleased that the Housing Corporation has been able to support this guide, which seeks to clarify what associations can do to work effectively with the police.

I know that housing associations already aim to be responsible landlords. With the right tools and guidance and by means of design and management, they can also help to tackle the problems of crime and anti-social behaviour in co-operation with the police. We have to take these responsibilities seriously and approach the solutions with care to ensure we build sustainable communities for the future.

The Rt. Hon. the Baroness Dean of Thornton-Le-Fylde
Chairman of the Housing Corporation, 1997-2003

One of the Government’s key objectives is to secure high quality, sustainable places where people choose to live. In achieving this objective, a productive partnership between housing association landlords and the police can make a vital contribution. Crime and the fear of crime can substantially reduce the quality of life for many residents in social housing.

I therefore particularly welcome this guide for landlords. It encourages practical action and shows examples that demonstrate that effective communication and joint working, with other agencies if appropriate, can make a real impact.

I am pleased to welcome the initiative taken by the Housing Corporation, with full ACPO support and participation, to release this guide and disseminate its constructive advice. I look forward to housing associations using this as a resource to develop productive relationships with their local police forces. Some of my colleagues might also find value in reviewing the partnership initiatives described.

Deputy Chief Constable Quick
Board Member of ACPO CPI & Chair of the Crime Prevention Design Group
<table>
<thead>
<tr>
<th>Part</th>
<th>Title</th>
<th>Page no</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Introduction</td>
<td>5</td>
</tr>
<tr>
<td>2</td>
<td>Setting the scene: crime and the problems we face</td>
<td>6</td>
</tr>
<tr>
<td>3</td>
<td>Working together: housing associations and the police</td>
<td>8</td>
</tr>
<tr>
<td></td>
<td>- The business case for housing associations</td>
<td>8</td>
</tr>
<tr>
<td></td>
<td>- The case for residents</td>
<td>8</td>
</tr>
<tr>
<td></td>
<td>- The regulatory case</td>
<td>8</td>
</tr>
<tr>
<td></td>
<td>- Secured By Design</td>
<td>10</td>
</tr>
<tr>
<td></td>
<td>- About the police</td>
<td>12</td>
</tr>
<tr>
<td></td>
<td>- Anti-social behaviour</td>
<td>17</td>
</tr>
<tr>
<td></td>
<td>- Neighbourhood/street wardens schemes</td>
<td>20</td>
</tr>
<tr>
<td></td>
<td>- Community cohesion</td>
<td>21</td>
</tr>
<tr>
<td>4</td>
<td>Dealing with problems: Case studies</td>
<td>22</td>
</tr>
<tr>
<td></td>
<td>- Effective communications</td>
<td>22</td>
</tr>
<tr>
<td></td>
<td>- Tackling drugs</td>
<td>24</td>
</tr>
<tr>
<td></td>
<td>- Fear of crime</td>
<td>25</td>
</tr>
<tr>
<td></td>
<td>- Information sharing</td>
<td>27</td>
</tr>
<tr>
<td></td>
<td>- Use of voids</td>
<td>29</td>
</tr>
<tr>
<td></td>
<td>- Managing risk when rehousing ex-offenders guilty of serious crime</td>
<td>29</td>
</tr>
<tr>
<td></td>
<td>- Secured by Design</td>
<td>30</td>
</tr>
<tr>
<td></td>
<td>- Reassurance policing</td>
<td>33</td>
</tr>
<tr>
<td>5</td>
<td>Measuring success: evaluation and monitoring</td>
<td>34</td>
</tr>
<tr>
<td>6</td>
<td>Frequently asked questions</td>
<td>37</td>
</tr>
<tr>
<td>7</td>
<td>Annex 1</td>
<td>Sources of further advice</td>
</tr>
<tr>
<td></td>
<td>Annex 2</td>
<td>Flowchart – a step-by-step guide to getting an anti-social behaviour order</td>
</tr>
<tr>
<td></td>
<td>Annex 3</td>
<td>Key performance indicators</td>
</tr>
<tr>
<td></td>
<td>Annex 4</td>
<td>Examples of template documents eg information-sharing protocols, void use agreements, crack house protocols, witness protection protocols</td>
</tr>
<tr>
<td>8</td>
<td>Acknowledgments</td>
<td>88</td>
</tr>
</tbody>
</table>
We hope you will find that this guide helps you, as a housing association, to work effectively with the police to improve service delivery to residents. The guide covers a range of issues, from strategic level to practical advice for front-line staff. The guide also looks at local contact with police forces and wider partnerships between local authorities, the police and housing associations. It goes on to cover different approaches to Crime and Disorder Reduction Partnerships, in which housing associations might be involved.

The guide explains why you should take a proactive approach to working in partnership with the police, and catalogues what guidance is available, showing how it can be used. We have included case studies of approaches used by housing associations in dealing with crime and anti-social behaviour. Finally, we offer guidance on performance monitoring and answer some frequently asked questions to help you deal with real situations.

You can use this guide as a complete reference tool or dip into it at appropriate places. This is a rapidly changing area with several new policy initiatives in the early stages of development. This guide represents the best current knowledge at the time of writing but please bear in mind that details and terminology will alter; we give some useful website addresses in part 7 to help you keep up to date.

The term ‘housing association’ (HA) is used throughout the guide to refer to all types of registered social landlords.
Crime and fear of crime has grown to become a major area of national social concern. Between 1981 and 1998, recorded crime increased by 90%. This has had the greatest impact in residential areas, particularly social housing, with over 90% of crimes being against property. The following table shows the risk in 2000.

### Households most at risk of burglary in 2000

<table>
<thead>
<tr>
<th>Household type</th>
<th>% of risk of burglary for households in England and Wales</th>
</tr>
</thead>
<tbody>
<tr>
<td>Average for England and Wales</td>
<td>3.4</td>
</tr>
<tr>
<td>Head of household aged 25-44</td>
<td>4.2</td>
</tr>
<tr>
<td>Head of household 16-24</td>
<td>7.6</td>
</tr>
<tr>
<td>Head of household unemployed</td>
<td>7.0</td>
</tr>
<tr>
<td>Single parent</td>
<td>7.9</td>
</tr>
<tr>
<td>Household income £5,000 to £10,000</td>
<td>4.3</td>
</tr>
<tr>
<td>Household income less than £5,000</td>
<td>4.3</td>
</tr>
<tr>
<td>Flats</td>
<td>4.5</td>
</tr>
<tr>
<td>Council estate areas</td>
<td>6.0</td>
</tr>
<tr>
<td>Social renters</td>
<td>5.5</td>
</tr>
<tr>
<td>Inner-city areas</td>
<td>5.4</td>
</tr>
<tr>
<td>High level of physical disorder</td>
<td>7.9</td>
</tr>
</tbody>
</table>

Source: 2001 British Crime Survey

Between 1999 and 2002 crime dropped by 14%. Some of that progress has resulted from the good practice shown in this guide. Home Office figures suggest there were over 13 million crimes in 2001 and the risk of being a victim of some type of crime is 28%.
The financial impact of crime can be shown by examining burglary statistics. The figures from the 2000 British Crime Survey show:

- there were 1,284,000 burglaries;
- £680 million worth of property was stolen;
- damage from burglaries cost £180 million;

In 2001/02 burglaries reduced to 991,000. Despite this, figures from the Association of British Insurers show that insurance claims did not change between 2000/01 and 2001/02. The Home Office estimated that every burglary cost society £2,300, amounting to a total cost of over £1.5 billion per year. The estimate for all crime in England and Wales was £60 billion.

Although people may think the risk of crime is greater than it really is, crime and anti-social behaviour can degrade quality of life, and cost HAs money. Crime is usually reported as the most significant cause of dissatisfaction in a community.

Personal safety, reduction in crime, and the removal of anti-social tenants were the most commonly cited factors in encouraging people not to move.  
(Social Exclusion Unit surveys – 1999)

Nationally and in individual forces, the police have devoted considerable effort and resources to reducing crime and managing anti-social behaviour. The Government wants communities to be sustainable; HAs’ contribution and effective partnership working with the police is an important element in achieving this.
Part 3

Working together: housing associations and the police

The business case for housing associations

The cost of crime falls disproportionately on social landlords. The Housing Corporation publication ‘Making Crime Our Business’ (2000) made the case for HA managers to treat crime and anti-social behaviour as a business issue. The impact of crime and anti-social behaviour imposes direct and indirect costs on landlords and affects service delivery and best value.

For example, you as landlord usually pay to repair damage caused by forced entry, vandalism or arson, and to remove graffiti. Often these problems are uninsured or subject to high excesses. Often you also meet the costs of arranging professional mediation and legal fees, and housing officers spend a significant proportion of their time dealing with the consequences of crime - reported as typically up to 25%.

The case for residents

Good management of the impact of crime and anti-social behaviour has major potential benefits for the quality of life of residents. In many surveys crime and the fear of crime are significant elements in dissatisfaction with the environment. Effective use of police resources can help you reduce the number of incidents, address residents' fears and concerns, and build up a sense of reassurance in a safer and more sustainable community.

The regulatory case

The Housing Corporation Regulatory Code and Guidance includes several requirements for you to prevent or react to crime and anti-social behaviour on your estates, and involve residents. Advantages of working with the police are:

- they are the best source for community safety advice;
- they can provide information on crime and anti-social behaviour within your housing stock;
- they may be ‘gate keepers’ to Community Safety Networks or Crime and Disorder Reduction Partnerships;
- they are an expert resource;
- their help should be free of charge;
- they may have credibility with residents.
Extracts from the Housing Corporation’s Regulatory Code and Guidance that have particular relevance are set out below; however, you should read the full code to put it in context.

<table>
<thead>
<tr>
<th>Regulatory Code</th>
<th>Regulatory Guidance</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>2 Properly governed</strong></td>
<td></td>
</tr>
<tr>
<td><strong>2.5</strong> Housing associations must seek and be responsive to residents’ views and priorities.</td>
<td><strong>2.5a</strong> The association is effectively accountable to its stakeholders.</td>
</tr>
<tr>
<td><strong>2.7</strong> HAs must demonstrate, when carrying out all their functions, their commitment to equal opportunities. They must work towards the elimination of discrimination and demonstrate an equitable approach to the rights and responsibilities of all individuals. They must promote good relations between people of different racial groups.</td>
<td><strong>2.7c</strong> Specifically in relation to black and minority ethnic (BME) people, the policy incorporates targets associations should set… <strong>2.7a</strong> Dealing effectively with racial harassment: the association establishes targets for reporting, victim support and satisfaction, and action taken against perpetrators.</td>
</tr>
<tr>
<td><strong>3 Properly managed</strong></td>
<td></td>
</tr>
<tr>
<td><strong>3.4</strong> Housing associations must develop and manage good-quality homes that seek to meet people’s needs and preferences now, and in the future, ensuring that:</td>
<td><strong>3.4a</strong> Permanent housing is sustainable, demonstrated by a commitment to effective protection of the environment… <em>(Authors’ note: This will encompass issues like vandalism, dumped cars, graffiti, litter/rubbish/fly-tipping. Dealing with these issues is likely to be more effective when done in partnership with the police and others.)</em></td>
</tr>
<tr>
<td><strong>3.4.1</strong> The homes their residents live in are well maintained and in a lettable condition.</td>
<td></td>
</tr>
<tr>
<td><strong>3.5.2</strong> …offering the most secure form of tenure compatible with the purpose of the housing and the sustainability of the community.</td>
<td><strong>3.5d</strong> Strategies are in place to tackle anti-social behaviour. <em>(Authors’ note: Action to prevent anti-social behaviour is best implemented in partnership with others, particularly the police.)</em></td>
</tr>
<tr>
<td><strong>3.5.3</strong> With agreements that clearly set out residents’ and landlords’ rights and obligations.</td>
<td></td>
</tr>
<tr>
<td><strong>3.7</strong> Housing associations must demonstrate that their strategies and policies are responsive to their economic and social environment…</td>
<td><strong>3.7d</strong> The association demonstrates a commitment to sustainable development and works towards incorporating economic, social and environmental objectives in its activities.</td>
</tr>
</tbody>
</table>
Secured By Design and crime reduction advice

Across England, the roles of the Architectural Liaison Officer (ALO) or the Crime Prevention Design Adviser (CPDA) are consistent within the police service.

Secured by Design (SBD)

The Association of Chief Police Officers (ACPO) recommends SBD as the leading crime reduction tool, aimed at the built environment. It was created in the late 1980s and became the ACPO’s national policy in the late 1990s. Recent research shows it is effective in reducing crime and the fear of crime, and improves residents’ quality of life.

Essentially the scheme is aimed at new buildings or the major refurbishment of existing ones and the ALO or the CPDA will review the development brief to advise on crime reduction measures that the builder can take to maximise security. If the buildings meet the approval of the ALO/CPDA they are given a SBD certificate, stating that the police approve the buildings as being secure. To obtain this approval, the hardware, such as doors, windows, locks, etc, must meet minimum specifications set by the SBD scheme. The ALO/CPDA can choose whether to give advice on the layout of housing and related issues but not on the building structure.

The Housing Corporation requires HAs to apply for SBD for new developments.
Route map for HAs to achieve Secure By Design accreditation

HA contacts ALO/CPDA as early as possible during the project

HA and ALO/CPDA discuss:
- management and monitoring process
- contacts, such as the local authority planner, the developer or their agent
- type of development - construction or refurbishment
- the nature of the development
- the location of the development
- minimum hardware specifications

ALO/CPDA takes plans away for consideration

HA and ALO/CPDA discuss:
- ALO/CPDA recommendations
- negotiation on recommendations, where appropriate.

They reach agreement and instruct the builder

Review the inspection schedule to ensure the work is understood and implemented correctly

Secured by Design award is achieved!
About the police

ALOs/CPDAs are usually part of police Community Safety Units and can offer advice on more general crime prevention and information on, for example, drug prevention, as well as being involved with youth work or school liaison. They may also help provide surveys/evidence for local partnership bids (eg, New Deal or CCTV schemes).

Most police forces have Community Safety Teams and may have a geographically defined structure with ward managers (or local beat officers) providing ‘on the ground’ presence. The teams are headed by an inspector, who will be responsible for the deployment of specialist officers (with the exception of sexual offences).

We recommend that you, as housing managers, take the initiative in establishing direct links with the local ALO/CPDA. These officers will inspect estates and provide free, targeted, advice on how to improve physical security, and on community safety management. In addition they will be the contacts for any SBD applications that may be required by the Housing Corporation.

Operational issues and partnership working

Structure and function vary between police forces. You may wish to work with the police on issues involving:

- criminal damage and graffiti;
- damage to derelict and/or empty properties;
- emergency or out-of-hours calls;
- complaints of nuisance;
- racial, homophobic and domestic violence;
- vandalism to common areas, lighting, fencing etc;
- noise nuisance;
- vulnerable residents;
- children or youths involved in crime.

Police structure

The Home Office sets crime policy objectives for the country. Practical policing policy comes from the Association of Chief Police Officers (ACPO) who provide professional opinion on key issues and are the corporate voice of the police service. ACPO members are police officers who hold the rank of Chief Constable, Deputy Chief Constable, Assistant Chief Constable, or their equivalents.

The modern-day structure of the police force divides responsibility between the Home Secretary, local police authorities and Chief Constables. The Home Secretary has overall responsibility for the police, as supervisor and co-ordinator of the force. The direction and control of each regional force falls to Chief Constables, with the police authorities overseeing their work. This three-way system avoids political interference in policing, and does not give any single organisation, or individual, power over the activities or functions of the police force.

Under the Police and Magistrates’ Courts Act, police authorities must be made up of local councillors, magistrates and independent members. Each authority receives a central government grant and appoints a chief constable to their region, subject to the approval of the Home Secretary.
A Chief Constable is responsible for the general organisation of the regional force, setting local objectives and co-ordinating the publication of annual policing plans and reports. To ensure that the policing standards are universally met, all regional forces are monitored by Her Majesty’s Inspectors of Constabulary (HMIC), who aim to improve efficiency in the police force.

In addition to the regional police forces, there are many non-geographic police forces in England and Wales who work with the regular police force to prevent crime in particular areas:

- **The British Transport Police** deal with all offences committed on trains or at stations;
- **The Royal Parks Police**;
- **Ministry of Defence (MoD) Police** patrol all MoD buildings and grounds.

Every regional police force is also assisted by the Special Constabulary, a part-time volunteer force that has the same policing powers as the full force.

**Contacting your local police**

General police contact points are:

- the local beat officer/ ward manager;
- the Area Community Safety and Partnership Officer (usually Chief Inspector or above);
- the Area Operational Inspector;
- the Crime Reduction and Architectural Liaison Officers that manage Secured by Design applications.

In addition, each force has specialist teams that are responsible for the following:

- crime statistics;
- youth, truancy and community;
- sexual offences;
- domestic violence;
- drugs;
- racial crime;
- vulnerable people.

**Level of contact**

The Crime and Disorder Act 1998 requires each local authority area (at the metropolitan borough or district council level) to have a formally established Crime and Disorder Reduction Partnerships in place. Some will encourage HA participation more than others. Typically, police members of these partnerships will be at Operational Command Unit rank, and local authority participants are chief officers, so liaison by HAs should be at senior level too.

Partnerships are responsible for developing and implementing strategies for community safety. Each police force has its own approach to information sharing, and you should establish what this is in each of the force areas you need to liaise with.
Typical policing structures and related roles

City Of London Police Rank Structure
The City of London has a slight variation from this above the rank of Chief Superintendent. This is:
- Commander
- Assistant Commissioner
- Commissioner

Metropolitan Police Rank Structure
The Metropolitan Police have a similar structure above Chief Superintendent with
- Commander
- Deputy Assistant Commissioner
- Assistant Commissioner
- Deputy Commissioner
- Commissioner
We recommend that you take the initiative in identifying and establishing links with both the Area Inspector and Community Safety Unit Inspectors who cover your association’s estates. Issues for dialogue will include tenancy agreements, Acceptable Behaviour Contracts (ABCs), Anti-social Behaviour Orders (ASBOs), Sex Offender Orders, Child Safety Orders and Child Curfew Orders relating to residents.

We recommend that individual housing officers introduce themselves to their local police ward managers.

The structure of partnerships

Legislation has established three topic areas where the police and housing associations can work much closer:

- Crime and Disorder Reduction Partnerships;
- Anti-social Behaviour Orders;
- Neighbourhood/Street Wardens and Community Safety Officers.

Crime and Disorder Reduction Partnerships were introduced in 1998 by Sections 5 and 6 of the Crime and Disorder Act. The Act stated that local authorities, police authorities, probation services and health authorities must work together to confront issues of crime and disorder in their area. Further amendments have included other statutory bodies such as the fire service.

The Act requires partnerships to undertake key activities over a three-year cycle, including:

- producing an audit of local crime and disorder problems;
- consulting at a local level;
- determining priorities and forming a strategy;
- putting the strategy into practice, including continual monitoring and evaluation.

The first three-year cycle was completed in 2001 and the partnerships published their audits and strategies in 2002 for their second cycle.
Typical structure of a Crime and Disorder Reduction Partnership

**Strategic Partnership Committee**
(including responsible bodies, e.g. police, local authorities, health, fire, probation)

- **Task groups**

**Examples of task groups**
- Priority neighbourhoods
- Drugs
- Hate crime
- Domestic violence
- Neighbourhood wardens

**Example of wardens task group members**
- Police
- Housing association
- Local authority
- Residents’ association
The structure is normally serviced by a team operating under the Community Safety banner in the local authority area and ranging from one person to many.

The first three-year cycle of this process was aimed at reducing particular crimes in the partnership area and an action group was set up to deal with each crime/theme. HAs may have been consulted in the audit process for their general views on the problems of crime and anti-social behaviour.

However, the second cycle of the Crime Audit/Strategy introduced a definitive role for HAs. The action groups are focusing on Priority Neighbourhoods, which will relate to some HAs’ stock and are therefore of direct interest to them. Where this is the case, those HAs should be key members of the Crime and Disorder Action Team for that Priority Neighbourhood.

**Effective working with the police**

Many HAs have found the police to be most valuable partners and are successfully working together to solve local problems.

A crucial common feature of the case studies in this guide that show that establishing effective inter-personal relationships is the key to successful joint working. These can be between staff at any level, but once effective dialogue has been established between two individuals it can be the catalyst for collaboration.

A key element of good practice is establishing the right contact point; we recommend that you get to know who the key individuals are in your local police force:

- Area Community Safety Unit lead officer;
- Area Operational Inspector(s);
- Local Beat Officers or Ward Managers.

Your dialogue with the head of the Community Safety Team could either deal with a specific problem, or routinely exchange views on mutual crime and anti-social behaviour priorities and how co-operation might help.

A prominent feature of many successful relationships is joint working at operational as well as partnership level, e.g. with collecting information and evidence relating to eviction hearings.

**Anti-social behaviour**

Anti-social Behaviour Orders (ASBOs) were introduced in 1999 by the 1998 Crime and Disorder Act. Local authorities and Chief Police Officers, working together, may apply to a magistrates’ court for what is effectively a banning order to protect the community from a named individual who is alleged to cause harassment, alarm or distress to others.

The order involves civil proceedings; under the rules of civil evidence the burden of proof is less than demanded by criminal cases. Hearsay evidence is acceptable, which is helpful as it is often so difficult to persuade witnesses to appear. Breach of an order is a criminal offence, the penalty for which may be a jail sentence of up to five years.
This has enabled police and local authorities, often in consultation with HAs, to form partnerships to deal with anti-social behaviour on housing estates. It has also resulted in many more cases of anti-social behaviour being brought to the attention of partnerships and being resolved (e.g. by mediation) before an ASBO has to be taken out. Possible resolution measures include:

- acceptable Behaviour Contracts (ABCs);
- parental Control Agreements;
- challenges;
- warnings;
- mediation;
- injunctions;
- criminal prosecution;
- eviction.

The most common behaviour tackled by ASBOs is general loutish and unruly conduct such as verbal abuse, harassment, assault, graffiti and excessive noise. ASBOs have also been used to combat racial harassment, drunk and disorderly behaviour, throwing missiles, vehicle crime and prostitution. The wide range of anti-social behaviour that can be tackled by ASBOs shows their flexibility.

The Police Reform Act 2002 has built on this success and has improved the system in two ways. It allows HAs to take out ASBOs and has tried to speed up the process.

The 2002 Act reduces bureaucracy by removing the need for agencies to consult each local authority and police service whose areas are included in the order. Consultation is only required with the local authority and local police service where the subject of the order resides or appears to reside. The 2002 Act introduced a new Interim Order. This is an order made at an initial court hearing held in advance of the full hearing. The Interim Order can be made without giving notice to the offender.

The Interim Order enables the court to demand an immediate stop to anti-social behaviour and so protect the public more quickly. It reduces the scope for witness intimidation by making it unlawful for the offender to continue the behaviour while the ASBO application is being processed. The Interim Order also sends a clear message to the community that swift action against anti-social behaviour is possible.

The challenge for housing associations

Crime and Disorder Reduction Partnerships (CDRPs) can be of great benefit to HAs that join them. The challenge is for HAs to find the most effective way to collaborate, appropriate to their size, stock profile and objectives. Several small associations have become invaluable partnership members. Recognising how this could affect their resources, they try to maximise effectiveness and achieve results without expending disproportionate resources on administrative structures.

HAs have both estate-based and dispersed stock. Where they have shared interests with other HAs, cooperative working may be the most efficient and effective approach. HAs have the opportunity to influence CDRPs by:

- chairing sub-groups or action teams tackling issues such as ABC applications;
- helping to undertake the three-yearly crime audit on which the crime strategy is based, by encouraging residents to complete audit forms;
- providing direct information about estates and relevant issues.
Acceptable Behaviour Contract – Example

THIS CONTRACT is made on [date] / /.

BETWEEN [Partner Agency] 

AND [name and address of young person] 

[name of young person] 

AGREES the following in respect of future conduct [for example]:

1. I will not write graffiti or damage any property [specify where]
2. I will not climb on rooftops or enter lift shafts or other prohibited areas
3. I will not throw anything at residents or passers-by [specify where]
4. I will not threaten or abuse residents or passers-by; this includes swearing.

ALSO if [name of young person] does anything which he/she has agreed not to do under this contract and which 

[agency] considers to be anti-social behaviour,

[agency] may apply to the Magistrates’ Court for an Anti-Social Behaviour Order to stop 

[name of young person] from doing anything likely to cause harassment, alarm or distress, to anyone in a different household.

ALSO [name of young person] acknowledges that if he/she breaches an Anti-Social Behaviour Order made in the Court, he/she will be liable on conviction to up to five years’ imprisonment, or to a fine, or both.

DECLARATION

I confirm that I understand the meaning of this contract and that the consequences of breaching it have been explained to me.

Signed Young Person Date: / / 

Signed Parent/Social Worker Date: / /

WITNESSED

Signed Partner Agency Official Date: / /

Signed Police Officer Date: / /
Acceptable Behaviour Contracts (ABCs)

Acceptable Behaviour Contracts (ABCs) are a way in which Crime and Disorder Reduction Partnerships can tackle anti-social behaviour, particularly among teenagers. The contracts may serve as a useful alternative to Anti-Social Behaviour Orders where the latter are not considered to be justified.

ABCs can be put into effect within days and at little cost. Where a person breaches an ABC and continues to act in a manner causing harassment, alarm or distress to people in another household, that fact can be used as evidence in support of an ASBO application.

An ABC is an individual written agreement between a young person, a partner agency (which could be a housing association) and the police, not to do certain identifiable acts that could be construed as anti-social behaviour.

ABCs were designed for 10 to 18 year olds, although they are flexible and can be used, where appropriate, for over 18s if they still live at home with their parents.

Where a child is under 10, the parents could be asked to sign a Parental Responsibility Contract. This is similar to an ABC, except that the parents take full responsibility for their child’s behaviour.

Neighbourhood/street warden schemes

Wardens (employed in most cases by local authorities or HAs) are intended to prevent crime and, more important, reduce the fear of crime. The warden is a uniformed presence in crime hotspots, town centres and on housing estates. Mainly they improve communication between the police, residents and local authority, and mediate in minor incidents of anti-social behaviour. There are other types of warden, for example the ‘super-caretakers’ pioneered by Peabody Trust, where wardens combine odd jobs with patrolling estates.

Warden schemes have reduced crime and the fear of crime and this has been recognised by the government, which has formed the ‘extended police family’. The Police Reform Act 2002 created a new position within police forces called a Community Support Officer. These officers are ‘wardens’, but they work directly for the police. The Act gives them the power to:

- issue a range of fixed-penalty notices relating to anti-social behaviour;
- request a name and address from a person who has been, or is, acting in an anti-social manner;
- detain someone, using reasonable force, for half an hour if they do not provide an address or it is suspected of being false;
- confiscate alcohol and tobacco in certain circumstances;
- seize vehicles that are being used to cause alarm;
- direct traffic;
- enforce (but not set up) cordoned areas, established under the Terrorism Act 2000.

Of more interest to HAs is that police forces can now run Community Safety Accreditation Schemes. That means that if the police approve and accredit HA wardens, they will have some, but not all, of the powers of a Community Safety Officer. They will be able to:

- issue fixed penalty notices for the offences of cycling on a footway, dog fouling and litter (but not fixed penalty notices under the Criminal Justice and Police Act 2001);
- request a name and address from a person who is, or has been, acting in an anti-social manner (but they cannot detain people and cannot use reasonable force in applying any of their powers).
This is a new area and is still being developed by the police. The take up of accreditation has been slow as most HAs seem to feel their warden schemes do not need additional powers; their aim is to work with the community rather than in enforcement.

You can find more information at www.crimereduction.gov.uk

**Community cohesion**

HA are well placed to contribute to community safety and to the wider goal of community cohesion. The Home Office Community Cohesion Unit was established in 2002 to promote community cohesion in various localities following the disturbances in Bradford, Oldham, and Burnley in 2001.

The ‘Cantle’ report – ‘Community Cohesion: A Report of the Independent Review Team’ – noted that there were recurrent themes in the areas where conflict was experienced, such as poverty and inequality, crime and segregation. The report also noted that certain police forces had made great efforts to engage with their communities and had created excellent links with people who could counter myth and replace rumour with fact, and whom the rest of the community would find credible.

‘Guidance on Community Cohesion’ (from the Local Government Association, Home Office, Commission for Racial Equality and Office of the Deputy Prime Minister), published in December 2002, recommends that landlords address all forms of anti-social behaviour, including racial harassment. It also recognises that effective community engagement, consultation and resident participation with all communities, and in particular young people, will help to build stronger, more cohesive communities. It sets out the following definition for cohesion:

A cohesive community is one where:
- there is a common vision and a sense of belonging for all communities;
- the diversity of people’s different backgrounds and circumstances are appreciated and positively valued;
- those from different backgrounds have similar life opportunities;
- strong and positive relationships are being developed between people from different backgrounds in the workplace, in schools, and within neighbourhoods.

HAs have a strong history of resident involvement and can quickly detect rising tensions in communities, which may be inter-generational, or based on faith or race, or about specific anniversaries or events.

HAs have an increasingly important role in setting a local focus, which recognises diversity and changing circumstances in the neighbourhood. They can also give communities a voice in the planning and delivery of services, often in co-operation with local authorities and the community and voluntary sector.

Many community safety initiatives make a significant contribution to improving community cohesion and reducing residents’ perceptions of crime and the fear of crime. They also often increase the confidence and capacity of communities to take responsibility for their environment and to begin to contribute to improvements in services.

The ongoing commitment of housing associations to partnerships such as Crime and Disorder Reduction Partnerships, Local Strategic Partnerships and other local forums is crucial in overcoming barriers to cohesion, whether they are crime and anti-social behaviour, or issues of engagement and leadership.
Part 4
Dealing with problems: case studies

The case studies in this section demonstrate what can be achieved by effective collaboration between the police and HAs. Some of the documents that have resulted from these initiatives are included in Annex 4 and you might find them useful as templates for tackling similar problems in your areas.

The case studies are grouped by theme.

Effective communications

Case study 1

Stonebridge Housing Action Trust (HAT) and the Metropolitan Police set up a formal communications structure for working together. The HAT manages the Stonebridge Estate in the Harlesden area of the London Borough of Brent; its 1,800 flats and houses are home to over 4,000 people.

From the start, the HAT worked with residents through the Stonebridge Tenants’ Advancement Committee, the elected resident body, and local tenant and residents’ associations. The 1960s and ’70s-built homes on Stonebridge have historically been an area of high crime. The HAT, local authority and police recognised their shared responsibility for providing a safe and clean environment. Their objectives included:

• managing the environment in a co-ordinated and cost-efficient manner, integrating all the key services;
• reducing the fear of crime;
• focusing on outcomes and impact, not on processes;
• reducing crime.

Local people often said drugs were their issue of greatest concern. In September 2001, in response to these acute concerns about intimidation and fear of street crime, the police raided the Stonebridge shopping precinct, which was frequented by drug dealers. This operation involved 700 police officers and there were over 30 arrests relating to drug possession and firearms. Fifteen drug dealers were subsequently jailed. The aim was to give the precinct back to the residents who wanted to rid the estate of crime. The community welcomed the raid and not a single complaint was received.

After the raid, the HAT jointly funded extra police patrols to sustain the momentum. The police have now opened a permanent police base on the estate, staffed by a dedicated team of officers. In partnership with Brent Council, a team of six permanent full-time community safety specialists has been established to work at the police base. This includes a police officer dedicated to building links with the community and local business, a domestic violence specialist, a fire officer, an anti-social behaviour worker, a youth co-ordinator and a team manager.
New CCTV cameras have also been installed. Areas of the estate that had become ‘hot-spots’ for crime have been redesigned. Free personal alarms are offered to elderly and vulnerable residents. Free front-door spy-holes are fitted for any resident who requests them. In parallel, the HAT has made it clear that any resident convicted of a serious crime could face eviction.

In the six months following the raid, crime fell by 12%. The shopping precinct, which was a virtual no-go area, is now used by people who feel happy to shop and chat. Existing retailers are reporting an increase in turnover and new retailers have applied to rent premises.

To ensure a co-ordinated partnership approach, regular community safety project meetings have been set up involving HAT staff, police representatives, local authority staff, and drug awareness and tenant groups, including BME community groups. Youth groups such as the Young Forum are involved, with a mentoring programme targeted at young black males. There is also a problem-solving panel made up of community representatives, the police, voluntary and public sector organisations. This forms the basis of a joint intelligence-collecting system devised to help reduce crime throughout Stonebridge.

A Community Safety Partnership day was held in April 2002 where more than 200 residents gave their views on crime and related issues. In spring 2002 the HAT converted a former betting shop, previously a magnet for drug-related anti-social behaviour, into a community radio project.

---

**Case study 2**

The Newham Secure Homes Scheme (SHS), led by the local authority housing department, is an example of a productive partnership initiative.

The SHS arranges physical work to improve the domestic security of residents who are identified as being particularly vulnerable to crime in their home.

This scheme currently covers residents who have been repeat victims of burglary, attempted burglary, harassment, domestic violence or ‘distraction’ crime (burglaries where entry is gained by deceit or impersonation). The SHS is available to council tenants, owner-occupiers who cannot afford to fund the works themselves, elderly or disabled residents and some HA tenants. It also works proactively in areas targeted for crime reduction.

The SHS works through a partnership between Newham Housing Services and the local police Crime Prevention Team. The scheme aims to fulfil the key objectives set out in the Newham Council Community Safety Strategy - particularly to reduce crime and the fear of crime in the borough.

Following visits to the homes of repeat victims, and using a standard form, the Crime Prevention Team gives the housing department a specification for security work to be carried out. The housing department then confirms eligibility and appoints a nominated contractor capable of achieving the agreed standards to carry out the work within strict time targets. In
setting up the scheme, the view of the local fire brigade about ease of escape has been taken into account.

Anecdotal evidence is that the team has only had to return to one property to replace a doorframe (which successfully prevented forced entry) damaged in an ongoing domestic dispute.

**Tackling drugs**

**Case study 3**

In some areas of the Royal Borough of Kensington and Chelsea ‘crack houses’ are a particular problem. Notting Hill Housing Trust has established a ‘rapid reaction protocol’ with the Metropolitan Police and the Community Safety Team.

The target is that, within 7 working days of a crack house being identified, a multi-agency co-ordinated response will be triggered and the crack house closed within 42 days. Intelligence is pooled from housing officers, beat officers and other agencies and collated by the police Drug Focus Officer.

This scheme has helped build confidence between the HA and the police, and develop a culture of collaboration and partnership working. Housing staff play a key role in communicating with the tenants involved, and if they are thought to be ‘vulnerable’ they are helped with resettling to a new home if this is agreed. A key element is that the police support civil proceedings by providing professional evidence in the form of witness statements.

The result has been a fall in the time taken to close crack houses through the courts from an average of 3-4 months to under 30 days.
Fear of crime

**Case study 4**

Home Housing sponsors its own Community Beat Officer to work with Home Housing tenants in the West End of Newcastle.

The service has been running for four years and has led to a dramatic reduction in crime on some estates. Surveys also show that fear of crime has been significantly reduced.

The initiative allows a two-pronged approach to more serious problems: the police having the powers of arrest and the association’s tenancy enforcement officer (TEO) serving eviction notices. TEOs are responsible for providing tenancy support and generating a higher profile for the Association. The beat officer and TEO also visit and patrol estates together, in and out of normal office hours, visibly representing the partnership and reducing residents’ fear of crime.

Housing applications have increased and the turnover of properties has reduced. In one neighbourhood, voids have reduced steadily from 85 units in November 1997 to 14 by the end of 2001 and people now want to stay in this formerly problematic area.

The partnership has forged stronger relationships between the police and local housing associations and resulted in positive collaboration in the area.

**Case study 5**

The Waltham Forest Safety Net Partnership witness support scheme is a partnership between the London Borough of Waltham Forest (LBWF), Waltham Forest Housing Association and the Metropolitan Police.

The scheme is a fast-track system designed to facilitate the permanent or temporary re-location of vulnerable and/or intimidated witnesses to different homes across the country, and help them get benefits and support packages. The witnesses might be giving evidence in serious civil or criminal cases. Eleven social housing providers are involved, the police make referrals and moves are arranged on a reciprocal basis.

LBWF Community Services, Education Department and Finance Department, domestic violence agencies and ALERT, an anti-harassment contractor, work in partnership to provide support packages. All vulnerable and intimidated witnesses need some form of counselling support. In the case of civil witnesses this is generally done by either housing officers or staff from specialist agencies. However, witnesses or victims often feel most vulnerable at night, so a befriending scheme has been developed for victims of hate crime and/or domestic violence. The scheme supplies a pool of volunteers who work with case investigators to provide a full support package to the client.

Social landlords use rehousing panels to assess the eligibility of potential HA or local authority
referrals (the police Criminal Justice Protection Unit assesses the eligibility of police referrals). The police also make formal household and community risk assessments for each referral. The protocol applies to households experiencing racial and other harassment, or domestic violence, who are witnesses against the perpetrators and have been identified as vulnerable and/or intimidated witnesses. Witnesses to other serious crimes such as murder, rape and armed robbery are also referred. Witnesses are more likely to give evidence against perpetrators of serious crimes when they are not facing repeat victimisation and reprisals; they also recover more quickly from the trauma of the crimes and court cases.

Home Office guidance recommends the following definition of witness intimidation: ‘It may involve threats to harm someone, acts to harm them, physical and financial harm, threats against a third party (such as a relative of the witness) with the purpose of deterring the witness from reporting the crime in the first instance or deterring them from giving evidence in court.’

On average, around 2,500 vulnerable and intimidated witnesses are relocated by police services each year. Social landlords relocate an unknown number, usually within their own boundaries. The Waltham Forest scheme leads the way in this area of partnership working between social landlords, the police and the Criminal Justice Protection Unit.

The police Criminal Justice Protection Unit guarantees, under the protocol, that the witnesses they refer to housing providers will not incur financial loss. The guarantee covers rental income from the point of offer until the household moves in, repairs, removal costs and the costs of any necessary adaptations for disabled tenants.

A Review Board consisting of representatives of all partners to the scheme meets regularly. The outcomes are:

- a strategic partnership between social landlords and police services to manage the efficient, safe and supported relocation of vulnerable and intimidated witnesses;
- the scheme meets the criteria for community safety partnerships;
- substantially lower costs to police of witness relocations;
- a cost-effective scheme for landlords and police;
- 25 households relocated in two years.
Information sharing

Information sharing can be a difficult area. It should be the responsibility of the Head of the HA to ensure that the formal arrangements are in place with appropriate police forces to enable an effective two-way flow of information. Individual housing officers should take responsibility for being aware of the community beat officers that cover their areas. The statutory basis for sharing information is in Sections 15 and 17 of the Crime and Disorder Act.

Case study 6

Harvest Housing Group operates throughout the North West, working with a range of local authorities and police forces. They have worked very closely with Greater Manchester Police to reverse the process of community decline in specific targeted locations. They make it clear to convicted criminals that they will risk losing their homes if they continue to behave unreasonably or commit criminal acts in their neighbourhoods.

This has involved effective communication and information sharing at an operational level. Good inter-personal relationships have overcome unnecessary bureaucracy associated with organisational differences, while still operating within the legal requirements of the Data Protection Act. A positive attitude and willingness to work together has been critical, as has been the commitment to think differently to deliver lasting change.

Harvest provided training for police officers in the practical issues arising from the introduction of Anti-Social Behaviour Orders; they felt it necessary to pass on the experience of dealing with civil law, to gain a shared understanding of the issues faced by both organisations. The training sessions broke down barriers and built greater trust at an operational level.

This led to a co-operative approach to the evaluation of potential tenants; both organisations recognised the need to manage the risk of potential ‘problem tenants’ from the start of their tenancies.

A pilot scheme was developed jointly in the Partington area. Prospective tenants had to give details of any criminal record when they applied for accommodation. The police supplied applicants with enough information on their criminal records to enable the HA to determine whether there were any relevant convictions that would pose a risk to the future sustainability of the area. This information then assisted the local Lettings Panel in considering the housing application for appropriate accommodation in the area.

In addition, joint working on neighbour nuisance and occasional criminal activity on the estate has resulted in the eviction of six tenants using collaborative surveillance and evidence-gathering techniques.

This partnership has resulted in a significant reduction in crime and anti-social behaviour on the Partington estate, which had previously suffered from drug-related intimidation and constant fear of crime. The void level has reduced from 14% to 4% since 1996 and there is now a waiting list for new applicants.
Case study 7

The ‘Safer Estates Agreement for Coventry’ has been developed between a consortium of 10 HAs, West Midlands Police and Coventry City Council. The agreement provides a framework for officers from the partner organisations to work together to tackle the problems of anti-social behaviour on housing estates.

The essence of the partnership is that everyone clearly understands the types of information that are relevant and that the officers are aware they should offer information proactively. It details processes for recording and exchanging relevant information and embodies commitments on speed of response. It is a genuine two-way initiative, in that it commits police officers to appear as witnesses for HAs when legal action is being taken in court.

All the partner agencies commit to making full use of the relevant legal powers available to them – i.e. enforcement of tenancy conditions by seeking possession and/or injunction; Public Order powers; and powers under the Protection from Harassment Act, Environmental Protection Act and Crime and Disorder Act. All the partner agencies operate in accordance with the Data Protection Act and the Human Rights Act. They agree to employ a problem-solving approach and to carry out any actions agreed through mutual co-operation and joint case management.

Whitefriars Housing Group co-ordinates information exchange on behalf of the HAs. For the purpose of disclosure, relevant information includes:

- information relating to convictions;
- charges and cautions for arrestable offences in the locality;
- actions causing or likely to cause nuisance or annoyance to others in the locality;
- offences amounting to illegal or immoral use of the property;
- other relevant information held by the partners, which is disclosed for the purpose of detecting or preventing crime.

The HA consortium has negotiated direct representation on the statutory Crime and Disorder Reduction Partnership and through a service level agreement with Whitefriars. Relevant services (eg, mediation) are made available across the city regardless of tenure.

The Safer Estates Agreement and its joint working arrangements have been instrumental in all 22 ASBOs obtained in Coventry.
Use of voids

Case study 8

The Wrekin Housing Trust and West Mercia Constabulary have developed a ‘Police Use of Void Property Agreement’.

It specifically deals with the use of the Trust’s property by police for intelligence gathering and surveillance, and also embodies a proactive policy approach to co-operation and joint objectives. This helps to create stability and sustainability, improving the quality of life for the local community.

The use of the void property arrangement is set against the background of a pre-existing confidentiality agreement between the partners. Both parties have adopted the following statement:

*It is agreed that information shared is only to be used for preventing crime and tackling ‘quality of life’ issues in Telford and the Wrekin area. The information will only be quoted or used in discussions by this group or in carrying out any decision of this group. It will not be used for any other professional or personal reason. Any information will be handled safely, and ultimately disposed of in a secure manner by both partners*. 

The written agreement also lays out contact points for Wrekin Housing customer services managers and police officers.

A full copy of the agreement is at the end of this guide in Annex 4.

Managing risk when re-housing ex-offenders guilty of serious crime

Case study 9

Derby City Council took the lead in setting up an initiative to co-ordinate the rehousing of ex-offenders of serious crime in the city.

The majority of placements are made with the 14 HAs with stock in the area. Their representation is channelled through the Derby Social Housing Forum. A protocol has been agreed between Derby Homes (which manages the council stock), Derbyshire Probation Service, Derbyshire Police, Derby City Council Housing and Social Services Department, Mental Health Services and the Youth Offending Team.

An information-sharing protocol between Derbyshire Probation Service, the district and unitary housing authorities, and HAs, was already in place. This defined the way in which information on potentially dangerous ex-offenders could be exchanged, to ensure public protection and enable the supervision of ex-offenders. The aim was to assist the safe
resettlement of ex-offenders in the community. The organisations recognised that they also
needed a protocol on how to find appropriate housing for ex-offenders of serious crimes, and
on liaison between the agencies involved.

The range of offences considered ‘serious’ includes murder and attempted murder, rape,
indecent assault, arson, use of firearms, serious wounding, offences against children,
kidnapping, robbery, aggravated burglary and serious drug offences such as trafficking.

The approach aims to balance statutory responsibilities to meet the needs of individual ex-
offenders with the requirement under the Crime and Disorder Act to protect and sustain the
safety of communities. The project recognises the importance of settled housing in
rehabilitation and, while individual housing providers operate different allocation policies, the
overall presumption is that ex-offenders of serious crime will not be automatically excluded
from access to permanent housing.

The responsibilities of individual partners are categorised and a co-ordinator is appointed to
ensure each case is successfully handled. Both the Housing Corporation’s Innovation and
Good Practice Programme and the Probation Service have provided funding. A key feature of
the project is to ensure all the agencies are given information with an appropriate level of
detail. This is a two-way process, so it includes information on an individual applying for
housing and also gives feedback on issues encountered or potential problems.

Derby Police are represented on the steering group by their Risk Assessment Unit. They are
involved where the Probation Service makes a housing application for an ex-offender on
release from custody or moving on from a probation hostel, and also where an application is
made to a partner HA and there may be concern of possible risk. The network also helps to
find out where victims are staying, so they can be informed of the movement of an ex-
offender. The aim is to ensure joined-up working.

---

**Secured by Design (SBD)**

**Case study 10**

This study describes the need for and the impact of Secured by Design (SBD) at St Anthony’s
Flats in London. The outcomes are described mainly from the view of tenants, although extra
data is provided by the local police force.

St Anthony’s Flats are in Chalton Street, Somerstown, London. There are 43 residential flats
and three small workshops on the ground floor. The flats were modernised to SBD standards
in 1996.

The flats are north of Euston Road between Euston and St Pancras railway stations – both
less than five minutes’ walk away. The general appearance of the area was rundown, many
businesses having fitted shutters/ grilles, and graffiti was common. The crime rate in the area
was high and the fear of crime even higher. Housing in the area varied from rundown to
recently renovated.
St Anthony’s Flats are owned by St Pancras and Humanist Housing Association, whose policy is to provide housing where their tenants can live peacefully and without fear. The HA saw the application of SBD as a useful tool. SBD buildings and their layouts are judged by trained police officers who make recommendations; doors and windows have to meet specific standards. Further information is on [www.securedbydesign.com](http://www.securedbydesign.com)

The local Crime Prevention Design Adviser was contacted and made recommendations based on the standard SBD criteria, which the HA implemented.

The particular aspects of SBD that worked well were:
- the block had a well-defined perimeter;
- the gates were locked at night;
- the windows were renewed;
- access control was installed at the entrances to the block.

The police say that calls to them about crime and disturbance in the flats have gone down considerably, but the best measure is from the residents’ opinion:

<table>
<thead>
<tr>
<th></th>
<th>Very satisfied or satisfied</th>
<th>Neither satisfied nor dissatisfied</th>
<th>Dissatisfied or very dissatisfied</th>
</tr>
</thead>
<tbody>
<tr>
<td>Before SBD</td>
<td>29</td>
<td>43</td>
<td>28</td>
</tr>
<tr>
<td>After SBD</td>
<td>57</td>
<td>14</td>
<td>28</td>
</tr>
</tbody>
</table>

Examples of the percentage change in perceptions from residents to problems before and after the SBD work:

<table>
<thead>
<tr>
<th>Problem</th>
<th>Change in % perception of problem</th>
</tr>
</thead>
<tbody>
<tr>
<td>Noise</td>
<td>-19</td>
</tr>
<tr>
<td>Youths</td>
<td>-7</td>
</tr>
<tr>
<td>Drunks</td>
<td>-4</td>
</tr>
<tr>
<td>People using drugs</td>
<td>-7</td>
</tr>
<tr>
<td>Homes being burgled</td>
<td>-15</td>
</tr>
<tr>
<td>Dogs/dog dirt</td>
<td>-9</td>
</tr>
<tr>
<td>Vandalism/graffiti</td>
<td>-18</td>
</tr>
<tr>
<td>Mugging/assaults</td>
<td>-15</td>
</tr>
</tbody>
</table>
Case study 11

The Chells Manor Estate lies on the outskirts of Stevenage in Hertfordshire. It is an area of new housing owned by a mix of private and social housing landlords. Three HAs own and manage the social housing, one of which is Stevenage Housing Association (SHA). They have 57 properties on the estate, made up of terraced housing and flats.

One of the main aims of SHA is to provide housing that is designed and constructed to make tenants feel safe and secure. SHA contacted the police ALO, who gave advice on crime prevention in new build and refurbishment.

The recommendations included:

- a minimum security standard for doors and windows;
- defined front and rear gardens;
- improved street lighting;
- good practice on the layout of new housing.

However, the local authority planning department demanded an open plan estate style; this meant the estate was designed for easy access, which has resulted in a high risk of burglary and numerous areas for unsupervised children’s play.

Since then SHA has worked in partnership with the police to investigate the potential of sealing or gating the alleys with partial success, but they have some rights-of-way issues to overcome.

The area crime rate suggests there is a very low crime problem:

<table>
<thead>
<tr>
<th>Crime suffered since moving in</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Burglaries</td>
<td>0</td>
</tr>
<tr>
<td>Attempted burglaries</td>
<td>1</td>
</tr>
<tr>
<td>Car theft</td>
<td>1</td>
</tr>
<tr>
<td>Assaults</td>
<td>0</td>
</tr>
<tr>
<td>Other</td>
<td>5</td>
</tr>
</tbody>
</table>

The overall impression is an area that is not suffering from major crime. This is surprising because the level of low-key anti-social behaviour in the area generally is high. The main areas of concern for the Chells Manor Estate residents were reported as noise, youths, litter, dog fouling and a lack of play areas for children.

The conclusion is that physical security was successfully designed into individual homes, but the housing layout and lack of services (largely outside the control of the police and SHA) has led to problems of a more minor nature that are yet to be resolved.
Public reassurance is a term that is being used more and more in relation to fear of crime, lack of visible policing, and civic control in our communities. In Elmbridge in Surrey, as in many other areas, fear of crime is not reflected in the recorded crime rates, which are low, and this contradiction has become known as the ‘reassurance gap’.

Much research has been done in this area and it is generally agreed that these fears and perceptions are caused by people’s experience of abandoned vehicles, graffiti, vandalism, rubbish dumping and anti-social behaviour. These are referred to as quality-of-life matters, which tend to be considered less serious and do not ‘qualify’ as ‘real’ crime. Although such ‘incivilities’ may be of secondary importance in relation to statistics, they are very visible in the environment and have much more effect on the public than a high volume of more serious crime.

Currently several joint projects are taking place in the Surrey and London police areas, which aim to reduce the reassurance gap using a partnership approach.

In Elmbridge, the local policing team has joined forces with Elmbridge Housing Trust and other partners, including Elmbridge Borough Council, to present a co-ordinated approach to tackling these issues on several small housing estates in the North Walton area.

In essence, the scheme is a collection of tried and tested initiatives, which, when put together, provide strong and cohesive solutions to the problems. They include:

- target response times of 24-48 hours to deal with abandoned vehicles, graffiti, vandalism and rubbish dumping;
- joint partnership practices and procedures, adopting the most speedy, effective and economic means. Other partners have been invited to take part;
- proactive patrols to deal with problems before they are reported by the public;
- local community wardens; amongst other things they have a remit to work closely with the police, act as the eyes and ears for their neighbourhoods, report problems and ensure their speedy resolution. They also work with youths and encourage community action and self-help groups and schemes;
- police beat officers to provide a visible reassuring presence and to deal with inappropriate behaviour and offences that were highlighted by local residents, other authorities, visual audits and public perception interviews.

The most important aspect of this partnership approach is not just to tidy up the area and enhance the feel-good factor, but also to develop links and engage with the local communities themselves. Self-help schemes and groups are encouraged, ultimately giving self-reassurance in relation to the fear of crime, with the hope of lasting effects and long-term benefits.
Part 5
Measuring success: evaluation and monitoring

Having established how, why and what working with the police can do for you, the next question is how to measure your achievements.

Monitoring and evaluation should be a standard part of project management. Targets need to be monitored and evaluated regularly, to ensure that they remain valid and are being met. It is easy to underestimate how quickly situations can change and this can lead to doing work that is no longer appropriate. You must log data regularly in a usable format and on an accessible system. Similarly, you should set up appropriate systems for partners to record their actions and any feedback they have received. When working in partnership with police and others, you should set up information-sharing protocols.

Crime can be costed using key performance indicators; the Housing Corporation publication – ‘Making Crime Our Business, a crime audit guide for Registered Social Landlords’ – explains how. Financial indicators can be chosen to make the business case and to show a general measure for crime and the fear of crime. For example:

<table>
<thead>
<tr>
<th>Aim</th>
<th>Indicator</th>
<th>Target</th>
<th>Source of information</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reduction of fear of crime</td>
<td>Number of voids in area</td>
<td>Reduction by 10%</td>
<td>Local authority/HA figures</td>
</tr>
<tr>
<td></td>
<td>Percentage of residents not feeling secure in their homes</td>
<td>Reduction by 25%</td>
<td>C&amp;D crime or HA resident surveys</td>
</tr>
<tr>
<td></td>
<td>Percentage turnover of properties in a year</td>
<td>Reduction by 10%</td>
<td>HA figures</td>
</tr>
<tr>
<td></td>
<td>Number of fly-tipping incidents per 1,000 homes</td>
<td>Reduction by 20%</td>
<td>Local authority, environmental health</td>
</tr>
<tr>
<td></td>
<td>Number of complaints made about harassment and neighbourhood disputes per 100 properties</td>
<td>Reduction by 15%</td>
<td>HAAs, Local authority</td>
</tr>
</tbody>
</table>
Information to measure success can be obtained from various sources as the next table shows.

<table>
<thead>
<tr>
<th>Category</th>
<th>Source</th>
<th>Examples of possible data</th>
</tr>
</thead>
<tbody>
<tr>
<td>Crime (and fear of crime)</td>
<td>Police, resident surveys, local authorities, fire brigades</td>
<td>• Police incident data&lt;br&gt;• Recorded crimes&lt;br&gt;• Resident surveys&lt;br&gt;• Fires</td>
</tr>
<tr>
<td>Particular crimes</td>
<td>Police, resident surveys, wardens, local authorities, health authorities</td>
<td>• Burglary&lt;br&gt;• Drug crime&lt;br&gt;• Prostitution&lt;br&gt;• Car crime</td>
</tr>
<tr>
<td>Anti-social behaviour</td>
<td>Local authorities, education authorities, HAs, health authorities, probation</td>
<td>• Prostitution&lt;br&gt;• ‘Youth nuisance’&lt;br&gt;• Neighbour disputes&lt;br&gt;• Domestic disputes&lt;br&gt;• Racial incidents&lt;br&gt;• Alcohol – drunkenness/under-age drinking</td>
</tr>
<tr>
<td>Environment</td>
<td>Local authorities, HAs</td>
<td>• Dogs – strays and fouling&lt;br&gt;• Litter&lt;br&gt;• Vandalism/graffiti&lt;br&gt;• Fly tipping&lt;br&gt;• Abandoned cars</td>
</tr>
<tr>
<td>Housing</td>
<td>Local authorities, HAs</td>
<td>• Reasons for voids&lt;br&gt;• Tenancy terminations&lt;br&gt;• Rent arrears&lt;br&gt;• Number of lettings&lt;br&gt;• ASBOs&lt;br&gt;• Waiting lists for moving in and out&lt;br&gt;• Vandalism&lt;br&gt;• Squats</td>
</tr>
<tr>
<td>Business</td>
<td>Police, Chambers of Commerce</td>
<td>• Shop lifting&lt;br&gt;• Racial abuse&lt;br&gt;• Trespassing&lt;br&gt;• Damage to property&lt;br&gt;• Intimidation&lt;br&gt;• Youths ‘hanging around’</td>
</tr>
</tbody>
</table>

Other measures will be specific to the problem; for example they might range from the number of syringes and other drug equipment present if dealing with a drug matter, to the number of tenancy terminations or evictions if looking at anti-social behaviour. Other examples would be the number of ABSOs or ABCs, the use of mediation services, or environmental issues such as noise, abandoned cars or fly tipping. In other cases they may be based on the solutions offered; for example the following indicators could be used in monitoring a warden scheme.
<table>
<thead>
<tr>
<th>Objective</th>
<th>Measure</th>
<th>Method</th>
</tr>
</thead>
<tbody>
<tr>
<td>Crime prevention</td>
<td>Reducing levels of crime, Reducing fear of crime, Reducing levels of anti-social behaviour</td>
<td>Mobile patrols, Foot patrols, Alarms in empty properties, Concierges, CCTV, Design improvements/ CPTED, Neighbourhood watch</td>
</tr>
<tr>
<td>Environmental improvements</td>
<td>Improving the general state of repair of properties, Proactive tackling of vandalism and repairs, Rapid response to environmental/ physical problems, Improving the quality of life for residents</td>
<td>Resident caretaker, Localising cleaning services, Information to residents on repair and maintenance services, Liaison with residents to identify environmental/ maintenance problems to the relevant authorities, Ongoing reporting of repairs to the relevant authorities</td>
</tr>
<tr>
<td>Housing management</td>
<td>Increasing efficiency of housing management, Increasing demand for housing, Reducing tenancy terminations, Reducing number of voids, Reducing levels of neighbourhood nuisance</td>
<td>Looking after voids, Local lettings, Local rent collection, Locally controlled budget for repairs and maintenance, Ongoing liaison with tenants</td>
</tr>
<tr>
<td>Community development</td>
<td>Promoting community solidarity, Enhancing informal social control, Increasing levels of employment, Building confidence in local agencies, including the police, Promoting intolerance of crime and disorder</td>
<td>Support for residents associations, Organisation of events for residents, Organisation of activities for young people, Provision of a newsletter for residents, Consultation with residents over crime prevention/ neighbourhood warden initiatives, Provision of employment services and training, Professional witness service, Liaison with health services, information to visitors, etc, Supporting vulnerable and new residents, Mediation in disputes, Help and advice in schools, Providing a voice for youth</td>
</tr>
</tbody>
</table>
What contact points should I know in my local police service?

- The local beat officer/ ward manager.
- The area Community Safety and Partnership Officer (usually Chief Inspector or above).
- The Area Operational Inspector.
- The Crime Reduction and Architectural Liaison officers that manage Secure by Design applications.

In addition you should know the:
- Local authority community safety representative;
- and the
- Team servicing the local Crime and Disorder Reduction Partnership.

What if the local police refuse to share information with me, citing data protection?

Contact the local Crime and Disorder Reduction Partnership, who should have an information-sharing protocol between local partners including the police, and ask it either to try to get the data, if appropriate, or act as a go-between. You may find some of the examples in the annexes useful in developing your own protocols.

How can I identify and overcome organisational barriers in the police to promote more effective partnership working?

The best approach is to form a relationship with the community safety team, for example the Architectural Liaison Officer or the Crime Prevention Design Advisor, who can then act as an internal ‘champion’ for you and guide you over the organisational barriers and local politics.

Can the police help with eviction proceedings against a disruptive tenant?

Eviction is normally a civil action, but where partnerships have been set up, both police and housing associations can share data. So, if the correct protocols are in place, extra evidence from the police can support an eviction case. If the eviction is part of an ASBO, the police should be directly involved anyway.
What can a housing manager do to introduce an ASBO?

The Police Reform Act enables a housing association to take out an ASBO. A step-by-step flowchart on how to do this is set out in Annex 2 of this guide.

What is the difference between an ASBO and an ABC and when should each be used?

ASBOs and ABCs both aim to control a particular person’s anti-social behaviour.

An ABC is an informal contract, usually aimed at people under 18. It is a contract between the agencies trying to resolve the problem, for example the police, social services or landlord, and the young person (and perhaps their parents). It sets out the behaviour that will not be tolerated and everyone signs up to it. It is not a legally binding contract but breaking it can be used as evidence in an application for an ASBO.

An ASBO is a legal court order restricting a specific person’s movement, ie banning them from a particular area where they have caused a problem. The order is usually for a set period of time, and breaking the order carries a maximum prison sentence of five years. An ASBO is the final resort when other measures, such as mediation or ABCs, have not worked.

How should I link into my local Crime and Disorder Reduction Partnership?

Most CDRPs welcome informal and formal contacts. HAs or a representative for the majority of HAs in a local authority area should sit on the CDRP. Individual HAs that have a direct interest, for example in a CDRP priority neighbourhood, should be part of the action team that deals with that area.

Why does the attitude of one police force differ from another in terms of co-operation with housing associations?

It should not, but like any groups of large organisations they all have differing priorities and aims. Individual police forces are independent organisations with locally set priorities. Some are more proactive than others in crime and disorder reduction and community safety. Indeed, the same will be true for different commands within individual police forces. Continual liaison between all parties and genuine partnership working will overcome the problems.
How should I communicate to tenants about my dealings with the police?

This will be a decision you will have to make based on your judgement and the relationship of your neighbourhood with the police. In most cases though, you should be open with them, declaring that an active link exists between you and the police, emphasising that your concern is for the best interests of local residents.

Also, you should promote any ‘good news’ stories where you and the police have worked together to resolve a problem (e.g., evicting a drug dealer), to build confidence in the community about the link between the two organisations. Use tenants’ newsletters and meetings to introduce your local police contacts and get them to supply articles or information to publicise local initiatives and achievements.

When should I approach the ALO in the process of creating a new development?

An ALO or CPDA should be approached as early in the process as possible as this will enable both sides to design in the maximum crime prevention measures.

Can getting Secured by Design help with planning approval?

Home Office Circular 5/94 states that Secured by Design can be considered as a ‘material consideration’ if the planners desire. So, in areas where proactive planning authorities require it, SBD will help to get planning approval. The Government is reviewing this area of legislation, aiming to incorporate SBD principles and encourage all planning authorities to consider SBD as part of planning approval.

Does SBD mean that I have higher build costs and lower densities?

No, SBD should not affect densities at all. Except for very small developments, economies of scale suggest that if there are any extra costs they will be marginal.

How can I estimate the costs of crime and anti-social behaviour on my organisation?

The costing of crime and anti-social behaviour should be an essential part of business planning for any HA. The best guidance on how to undertake it is to use the Housing Corporation’s ‘Making Crime Our Business – A Crime Audit Guide for Registered Social Landlords’.
Are local beat officers taking risks if they share information without there being an agreed protocol?

You would expect that in any good ‘on the ground’ relationship between housing managers and beat officers, they would share local information (eg, on crime hotspots). However, if the information were about a particular person, it would be sensible to have a protocol in place.

What can I, as a housing manager, do to help the police officers responsible for my estate be more effective?

Liaise regularly with the officers so you can brief each other on what you think are issues on the estate. Work together to resolve anti-social behaviour and crime. Be seen together on the estate to reinforce the link in tenants’ minds and build their confidence.

How do I approach the police to protect the security of my staff when a tenant we are evicting has threatened them?

If the police are not already directly involved (eg, through an ASBO) they should be made aware of any eviction. You should contact them directly, probably through the links that have been forged, and ask formally for advice and assistance.
## Annex 1 – Sources of further advice

<table>
<thead>
<tr>
<th>Contacts</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td><a href="http://www.audit-commission.gov.uk">www.audit-commission.gov.uk</a></td>
<td>General advice on community safety, best value, and audits.</td>
</tr>
<tr>
<td><a href="http://www.homeoffice.gov.uk">www.homeoffice.gov.uk</a></td>
<td>Home Office</td>
</tr>
<tr>
<td><a href="http://www.dti.gov.uk">www.dti.gov.uk</a></td>
<td>Department of Trade and industry</td>
</tr>
<tr>
<td><a href="http://www.design-council.org.uk">www.design-council.org.uk</a></td>
<td>Design Council advice on designing out crime.</td>
</tr>
<tr>
<td><a href="http://www.bre.co.uk">www.bre.co.uk</a></td>
<td>Home page of the Building Research Establishment which includes the Crime Risk Management Unit - a leading crime and anti-social behaviour consultancy.</td>
</tr>
<tr>
<td><a href="http://www.doca.org.uk">www.doca.org.uk</a></td>
<td>Designing out Crime Association</td>
</tr>
<tr>
<td><a href="http://www.housingcorp.gov.uk">www.housingcorp.gov.uk</a></td>
<td>Housing Corporation – the regulatory body for housing associations.</td>
</tr>
<tr>
<td><a href="http://www.met.police.uk">www.met.police.uk</a></td>
<td>Metropolitan police – UK’s largest police force.</td>
</tr>
<tr>
<td><a href="http://www.housing.org.uk">www.housing.org.uk</a></td>
<td>National Housing Federation</td>
</tr>
<tr>
<td><a href="http://www.securedbydesign.com">www.securedbydesign.com</a></td>
<td>Secured by Design is the UK police flagship initiative supporting the principles of designing out crime.</td>
</tr>
<tr>
<td><a href="http://www.abi.org.uk">www.abi.org.uk</a></td>
<td>Association of British Insurers</td>
</tr>
<tr>
<td>Contacts</td>
<td>Notes</td>
</tr>
<tr>
<td>----------------------------------------------</td>
<td>-------</td>
</tr>
<tr>
<td><a href="http://www.youth-justice-board.gov.uk">www.youth-justice-board.gov.uk</a></td>
<td>Focus for best practice for youth work</td>
</tr>
<tr>
<td><a href="http://www.acpo.police.uk">www.acpo.police.uk</a></td>
<td>Association of Chief Police Officers</td>
</tr>
<tr>
<td><a href="http://www.cih.org">www.cih.org</a></td>
<td>Chartered Institute of Housing – membership body for housing professionals.</td>
</tr>
<tr>
<td><a href="http://www.tpas.org.uk">www.tpas.org.uk</a></td>
<td>Tenant Participation Advisory Service</td>
</tr>
<tr>
<td><a href="http://www.barclays-sitesavers.org.uk">www.barclays-sitesavers.org.uk</a></td>
<td>Organisation helping communities to take more control of their surroundings.</td>
</tr>
<tr>
<td><a href="http://www.cdf.org.uk">www.cdf.org.uk</a></td>
<td>Community Development Foundation – helping communities achieve greater control.</td>
</tr>
</tbody>
</table>
Annex 2
Flowchart – a step-by-step guide to getting an anti-social behaviour order

Stage 1: Initiate

Is there anti-social behaviour which is causing harassment, alarm or distress, or is likely to, to people in a named area

Does it form a pattern of behaviour?

Yes

Does line manager agree the facts meet the criteria, and other methods have been tried, but failed, or are unlikely to work?

No

Intelligence Gathering

No

Act on your manager’s advice

Yes

Go to Stage 2 >>>>>>
Stage 2: Evidence Gathering

Assemble evidence that supports the application

Examples are: statements, hearsay, personal observations, previous convictions, caution letters

Prepare draft of proposed behaviour prohibitions, e.g. not to carry out certain acts, not to go to certain places, not to be outdoors during certain times, not to approach certain people.

N.B. You can prohibit criminal acts.

Complete summary sheet and send to appropriate agencies, e.g. Health, social services, housing or housing associations. Police, for any evidence they can offer and their view on the application. If the defendant is a person under the age of 18 years, then one summary sheet to the Youth Offending Team will suffice – they will complete all checks on your behalf and provide a view on the application. Agencies should respond as soon as possible or in any case within 10 working days.

Submit completed application file to Line Manager, who will examine it for quality of evidence before passing to Lead Officer within your organisation.

Go to Stage 3 >>>>>
Stage 3: Formal Consultation

Lead Officer will verify application fits the criteria

Yes

Summary of application, and copies of responses received from other agencies, sent to other agency Lead Officer for formal consultation, i.e. to support the application

Supporting agency Lead Officer will endorse this summary form with the decision to “support” or “not to support” the application

Certificate to be returned to sponsoring agency Lead Officer by first class post or by hand

If not supported, sponsoring Lead Officer to consider
• Terminating the application
• Case discussion
• Proceed alone without support

Application supported, and if child or young person, Youth Offending Team (YOT) manager to be informed by fax that application to proceed. Parenting Order process implemented by YOT

Go to Stage 4 >>>>>>
**Stage 4: Application**

- Legal Team of the sponsoring Lead Agency apply to the magistrates’ court for the area in which the anti-social behaviour occurred.

- **Summons issued by the magistrates’ court**

- **Hearing occurs – defendant need not attend, although attendance is preferable, adjournments to be avoided unless absolutely necessary**

- **Result of hearing to be faxed to the Police Area Command where the incident occurred without delay, to enable computer systems to be updated. In addition the Lead Officer of the local authority, other partners who were consulted, and any members of the public involved, should also be informed.**

**Breach is a criminal offence, investigation by police in normal way**
### Key Performance Indicators

<table>
<thead>
<tr>
<th>Issue</th>
<th>Potential Indicators</th>
<th>Relevant to</th>
<th>Source of Data</th>
<th>Impact on Crime</th>
</tr>
</thead>
<tbody>
<tr>
<td>Management Policy</td>
<td>% streetlights not working as planned</td>
<td>Assessment of ongoing management efficiency</td>
<td>Estate managers, local authorities, wardens, residents</td>
<td>Reduction of car crime, theft, anti-social behaviour, etc.</td>
</tr>
<tr>
<td></td>
<td>“Do people feel that their comments are being responded to?”</td>
<td>Assessment of success of management feedback policy</td>
<td>Local residents</td>
<td>Increases likelihood of obtaining information concerning crime in area, allowing better responses to problems and reducing crime levels.</td>
</tr>
<tr>
<td>Design Policy</td>
<td>Average density of new housing on major developments completed during the year</td>
<td>Assessment of concern over quality of life of residents</td>
<td>Landlords, local authorities</td>
<td>High-density housing often tends to lead to increased crime levels – careful planning can reduce the opportunity for crime.</td>
</tr>
<tr>
<td>Resident Involvement</td>
<td>“Are you involved with any local groups or associations?”</td>
<td>Assessment of community commitment to area and accessibility of local groups or associations</td>
<td>Local residents/ organisations</td>
<td>Involvement of residents can lead to significant reductions in crime levels via improved information and activity regarding crime and criminals and improved resident “buy-in”</td>
</tr>
</tbody>
</table>

Footnote: all references such as LA21 refer to the Local Agenda 21 report for that local authority area.
<table>
<thead>
<tr>
<th>Relevant to</th>
<th>Potential Indicators</th>
<th>Source of Data</th>
<th>Comparison Information</th>
</tr>
</thead>
<tbody>
<tr>
<td>Issue</td>
<td></td>
<td>LA21 Dundee</td>
<td>Community Development Foundation (CDF) [See website]</td>
</tr>
<tr>
<td></td>
<td></td>
<td>CDF</td>
<td></td>
</tr>
</tbody>
</table>

**Assessment of community commitment to area and accessibility of local groups or organisations:**

- Number of people in the community who have become involved in community groups in the past twelve months
- Number of uses of community or voluntary organisations by local residents ("use" = attend an activity or receive a service at least three times in the past year)
- Percentage (and percentage in particular categories of disadvantage) who are actively involved in at least one local community or voluntary organisation ("involved" = attended events, used services or helped in an activity at least three times in the past year)

Involvement of residents can lead to significant reductions in crime levels via improved information and activity regarding crime and criminals and improved resident "buy-in". Involvement of ethnic minorities that can be disenchanted by local authorities and similar can have particularly significant effects on crime reduction.
<table>
<thead>
<tr>
<th>Issue</th>
<th>Potential Indicators</th>
<th>Relevant to</th>
<th>Source of Data</th>
<th>Impact on Crime</th>
</tr>
</thead>
<tbody>
<tr>
<td>Do minority community members participate in community groups and their activities?</td>
<td>Accessibility of local groups or associations to minorities and assessment of minority community groups to area</td>
<td>Local residents/ organisations, ethnic organisations</td>
<td>Voluntary &amp; Community Unit (VCU) website</td>
<td>Involvement of residents can lead to significant reductions in crime levels via improved information and activity regarding crime and criminals and improved resident “buy-in”. Involvement of ethnic minorities that can be disenchanted by local authorities and similar can have particularly significant effects on crime reduction</td>
</tr>
<tr>
<td>Are different cultures and identities recognised and affirmed?</td>
<td>Awareness of minority groups and level of commitment to minority integration</td>
<td>Local residents/ organisations, ethnic organisations / groups, local authorities</td>
<td>VCU</td>
<td>Involvement of ethnic minorities that can be disenchanted by local authorities and similar can have particularly significant effects on crime reduction</td>
</tr>
<tr>
<td>Do minority group members feel involved and valued?</td>
<td>Assessment of commitment to minority integration</td>
<td>Local residents/ organisations, ethnic organisations / groups</td>
<td>VCU</td>
<td>Involvement of ethnic minorities that can be disenchanted by local authorities and similar can have particularly significant effects on crime reduction</td>
</tr>
<tr>
<td>Number of residents who have attended community consultations in the past twelve months</td>
<td>Assessment of community commitment and accessibility of local groups, organisations and governmental groups</td>
<td>Local residents/ organisations, local authorities, police force</td>
<td>LA21 Greenwich</td>
<td>Involvement of residents can lead to significant reductions in crime levels via improved information and activity regarding crime and criminals and improved resident “buy-in”</td>
</tr>
<tr>
<td>Source of Data Collected Locally</td>
<td>Impact on Crime</td>
<td>Comparison Information</td>
<td></td>
<td></td>
</tr>
<tr>
<td>---------------------------------</td>
<td>----------------</td>
<td>-----------------------</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Local authorities, local residents/ organisations, police force, local health services</td>
<td>Facilitation of representation of community views leads to better understanding between local residents and community authorities, which leads to improved dialogue on how to reduce crime</td>
<td>CDF</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Audit Commission indicator LIB053</td>
<td>Facilitation of representation of community views leads to better understanding between local residents and community authorities, which leads to improved dialogue on how to reduce crime</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Local council, RSL, local residents/ organisations</td>
<td>Facilitation of representation of community views leads to better understanding between local residents and community authorities, which leads to improved dialogue on how to reduce crime</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Percentage of known organisations in membership</td>
<td>Increased pride in neighbourhood and an increased population taking ownership of neighbourhood leads to reduced crime levels</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Percentage of residents who feel that the council or housing association takes notice of the residents' views</td>
<td>Reduction of size of transfer list suggests that there is increased pride and ownership of neighbourhood, which leads to reduced crime levels</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Assessment of accessibility of Local Authorities and other resource holders to community members</td>
<td>Assessment of accessibility of local council to community members, local council commitment to open government and community buy-in</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Assessment of accessibility of Local Authorities and other resource holders to community members</td>
<td>Assessment of accessibility of local council to community members, local council commitment to open government and community buy-in</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Demand for housing (waiting)</td>
<td>Indication of demand, requirements and level of homelessness</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Demand for housing (transfer)</td>
<td>Indication of requested movement in or out of a given area, with its potential reflection of fear of crime in area</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Demand for housing (transfer)</td>
<td>Indication of the desirability of the area, with a potential reflection of fear of crime in area</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>The number of offers which have to be made per 100 properties let</td>
<td>Indication of the desirability of the area, with a potential reflection of fear of crime in area</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Reduction in the number of offers suggests that the fear of crime in the area is reduced and that the desirability of the area has increased. This may lead to reduced crime levels if it results in greater ownership of the problem by the occupants.
<table>
<thead>
<tr>
<th>Issue</th>
<th>Potential Indicators</th>
<th>Relevant to</th>
<th>Source of Data</th>
<th>Impact on Crime</th>
</tr>
</thead>
<tbody>
<tr>
<td>Crime incidents</td>
<td>Number of undamaged lamp posts and phone boxes in the community</td>
<td>Assessment of anti-social behaviour and minor crime in area and effectiveness of identification and repair of sites of damage</td>
<td>Local authority, wardens, police force</td>
<td>Rapid removal of signs of damage has been shown to reduce the potential for future incidents.</td>
</tr>
<tr>
<td>Fear of crime</td>
<td>The extent to which people think that it is safe to let their children make their own way to school (by bike or on foot)</td>
<td>Assessment of levels of concern of community in regard to personal safety</td>
<td>Local residents/organisations</td>
<td>Reducing fear of crime improves the quality of life of the tenants, and often leads to a reduction of crime itself.</td>
</tr>
<tr>
<td></td>
<td>Percentage of population (and disadvantaged people) feeling safe to go out at night</td>
<td>Assessment of levels of concern of community in regard to personal safety</td>
<td>Local residents/organisations, minority groups</td>
<td>Reducing fear of crime improves the quality of life of the tenants, and often leads to a reduction of crime itself.</td>
</tr>
<tr>
<td></td>
<td>How many people are afraid of crime against (a) themselves, (b) their property</td>
<td>Assessment of levels of concern of community in regard to personal safety and safety of property</td>
<td>Local residents/organisations</td>
<td>Reducing fear of crime improves the quality of life of the tenants, and often leads to a reduction of crime itself.</td>
</tr>
<tr>
<td></td>
<td>Percentage of people surveyed who said they feel “safe” or “fairly safe” outside during the day in “x” (authority name)</td>
<td>Assessment of levels of concern of community in regard to personal safety</td>
<td>Local residents/organisations</td>
<td>Reducing fear of crime improves the quality of life of the tenants, and often leads to a reduction of crime itself.</td>
</tr>
<tr>
<td></td>
<td>Percentage of people surveyed who said they feel “safe” or “fairly safe” outside after dark in “x” (authority name)</td>
<td>Assessment of levels of concern of community in regard to personal safety</td>
<td>Local residents/organisations</td>
<td>Reducing fear of crime improves the quality of life of the tenants, and often leads to a reduction of crime itself.</td>
</tr>
<tr>
<td>Issue</td>
<td>Potential Indicators</td>
<td>Relevant to</td>
<td>Source of Data</td>
<td>Impact on Crime</td>
</tr>
<tr>
<td>-----------------------</td>
<td>-------------------------------------------------------------------------------------</td>
<td>----------------------------------------------------------------------------</td>
<td>----------------------------------------------------</td>
<td>--------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Secured by Design</td>
<td>Percentage of new housing that meets Secured by Design certification criteria</td>
<td>Assessment of awareness and use of schemes to reduce crime</td>
<td>Local authority, RSLS development programme analysis</td>
<td>Application of Secured by Design principles has been shown to reduce levels of many different types of crime, including burglary, anti-social behaviour and violent crime.</td>
</tr>
<tr>
<td>Maintenance</td>
<td>Percentage of visits to collect discarded syringes and needles undertaken within target time</td>
<td>Assessment of effectiveness of maintenance systems, systems to discourage crime and impact of crime on maintenance resource levels</td>
<td>Local authority, landlords, wardens</td>
<td>Regular and rapid clean-ups of drug paraphernalia can lead to a reduction in fear of crime, as well as a reduction of drug usage in the area.</td>
</tr>
<tr>
<td></td>
<td>Average time taken to remove fly tips</td>
<td>Assessment of effectiveness of maintenance and impact of crime on maintenance resource levels</td>
<td>Local authority, landlords, wardens</td>
<td>Regular and rapid clean-ups of fly tipping can lead to a reduction of fly tipping in the future, as well as potentially reducing fear of crime.</td>
</tr>
<tr>
<td></td>
<td>Number of prosecutions for dog fouling per 10,000 population</td>
<td>Assessment of effectiveness of maintenance, intent of Local Authorities to address issues of key concern to residents and impact of crime on maintenance resource levels</td>
<td>Local authority</td>
<td>Prosecution for dog fouling can lead to a significant reduction of this type of offence. Further, local residents regularly cite dog fouling as a priority issue, so reduction of this is often seen as a method of appreciably improving quality of life.</td>
</tr>
<tr>
<td>Local Unemployment</td>
<td>The percentage of the working age population claiming job seekers allowance</td>
<td>Assessment of state of local economy with potential links to levels of crime</td>
<td>Local authority</td>
<td>High levels of unemployment may lead to higher crime levels, as some of unemployed may turn to crime to create an income source.</td>
</tr>
<tr>
<td>Issue</td>
<td>Potential Indicators</td>
<td>Relevant to</td>
<td>Source of Data</td>
<td>Impact on Crime</td>
</tr>
<tr>
<td>----------------------------------------------------------------------</td>
<td>--------------------------------------------------------------------------------------</td>
<td>-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
<td>--------------------------------------------------------------------------------</td>
<td>---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Resident turnover rate</td>
<td>The number of households waiting for housing divided by the number of homes likely to become available for letting over a year</td>
<td>Assessment of movement of residents from and to area, indicating levels of contentment with living standards</td>
<td>Local authority, landlords</td>
<td>Low levels of movement suggest contentment, which suggests a high level of local commitment and increased participation in crime reduction initiatives</td>
</tr>
<tr>
<td>Void property rate</td>
<td>Proportion of long-term voids per 100 properties</td>
<td>Assessment of migration of residents from area, indicating levels of contentment with living standards</td>
<td>Local authority, landlords</td>
<td>Reduction of voids (increased occupancy) leads to an increased population being committed to the neighbourhood and reduced crime levels</td>
</tr>
<tr>
<td>Occupancy rate</td>
<td>The average number of days between a property becoming vacant and it being reoccupied</td>
<td>Assessment of desirability of residence in the area</td>
<td>Local authority, landlords</td>
<td>Increased pride in neighbourhood and an increased population taking ownership of neighbourhood, leads to reduced crime levels</td>
</tr>
<tr>
<td>Environment, pollution, etc.</td>
<td>The proportion of previously developed vacant land and derelict buildings</td>
<td>Assessment of quantity of pollution, crime and decay in area</td>
<td>Local authority, landlords, local residents/ organisations, wardens, police, central government</td>
<td>High levels of derelict land can result in low levels of community pride and ownership. They also provide potential locations for criminal acts.</td>
</tr>
<tr>
<td></td>
<td>The proportion of homes with above the district average level of noise pollution or national or local thresholds for acceptable noise levels</td>
<td>Assessment of quality of pollution, crime and decay in area</td>
<td>Local authority, ODPM planning statistics</td>
<td>High levels of noise pollution can lead to low levels of ownership and increased levels of crime</td>
</tr>
<tr>
<td>Issue</td>
<td>Potential Indicators</td>
<td>Relevant to</td>
<td>Source of Data</td>
<td>Impact on Crime</td>
</tr>
<tr>
<td>------------------------</td>
<td>-----------------------------------------------------------</td>
<td>-----------------------------------------------------------------------------</td>
<td>--------------------------------------------------------------------------------</td>
<td>------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Mandatory requirements</td>
<td>Number of unfit dwellings per 1000 dwellings</td>
<td>Assessment of landlords’ / local authority’s commitment to conform to regulations</td>
<td>Local authority, landlords, regulatory agencies, central government</td>
<td>Audit Commission indicator LIB052 Ensuring that property meets mandatory requirements tends to improve quality of life and leads to residents being more involved in caring for their surroundings, which leads to a reduction in crime, especially crimes such as vandalism</td>
</tr>
</tbody>
</table>
PROTOCOL FOR THE MANAGEMENT OF RISK WHEN RE-HOUSING SERIOUS EX-OFFENDERS

1. The Purpose

This protocol has been agreed by:

- Derby Homes
- Derbyshire Probation Service
- Derbyshire Police
- Derby City Council Housing and Social Services Department
- Derby Housing Associations
- Mental Health Services
- Youth Offending Team

(potential for inclusion of other social landlords in Derbyshire to be explored).

It describes arrangements for:

a. The sharing of information about offenders who have committed specific offences and who may be on statutory or voluntary supervision – (in line with the Joint Protocol [info sharing])

* who apply for housing or
* who are accepted as homeless within the provisions of the Housing Act 1998 (Part VII Homelessness) or
* who may be existing tenants or resident with tenants.

b. The risk management process to be adopted by the agencies involved in this protocol for determining appropriate housing for serious offenders.

c. Liaison between Derbyshire Probation Service, Derbyshire Police, Derby Housing Providers and Social Services on this issue.

2. Definition

The term ‘Serious Ex-Offender’ means those who at the any time in their criminal history have been convicted of the following offences:

- homicide and attempted murder
- rape/buggery
- arson and criminal damage endangering life
- use of firearms
- Section 18/20 wounding
- offences against children
- false imprisonment / kidnapping
- robbery, assault with intent, aggravated burglary
- serious drugs offences e.g. trafficking and large scale dealing indecent assault.

RPO3/KGUAH
3. **General Principles**

The Protocol will be adopted by all relevant agencies as a means of balancing their statutory responsibilities to meet the needs of individual offenders with the requirement, under the Crime and Disorder Act, to protect and sustain the safety of communities.

The Protocol will provide for effective and honest exchange of information between agencies necessary to support its operation. Information exchange will be within strict rules of confidentiality, set out in detail in the Joint Protocol (Information Sharing). Participation in the Protocol requires complete adherence to the confidentiality rules.

Whilst individual Housing Providers will operate different housing allocation policies there is an overall presumption that serious offenders will not automatically be excluded from access to permanent housing. The importance of settled housing in the rehabilitation process is recognised. It is also acknowledged that the existence of Prisons and Approved Bail hostels in an area may, in the short term, lead to a concentration of serious offenders. There can be no presumption that this will result in permanent resettlement without the issues being considered by local housing providers.

4. **Partner Responsibilities**

**Derbyshire Probation Service**

- Involvement in Steering Group.
- Operational support and funding (until March 2004) for Rehousing Project Officer.
- Monitoring of ex-offenders as per Probation procedures.
- Risk Assessment of individuals referred to the Resettlement Project as per Probation procedure.
- Information exchange in accordance with current Joint Protocol (Appendix V).
- Prompt referrals to Housing Department at least 4 weeks before release/8 weeks before and of probation accommodation.
- Rehousing Project Officer to be invited to Risk Strategy meeting before referral accepted.
- Co-ordinate Media Strategy with regards to ex-offenders in Project.
- Respond promptly to concerns raised by partner agencies.

**Derby City Council Housing Department**

- Employment of Rehousing Project Officer.
- Co-ordination of Project and involvement in Steering Group.
- Operational Support to Housing Providers.
- Tenancy Support for Housing Providers.
- Co-ordination of sensitive/appropriate allocation of accommodation.
- Information Exchange in accordance with current Joint Protocol.
- Provision of procedures, pro forma & guidance for partner agencies.
- Provision of training for partner agencies staff.
- Provision of support for all staff.
- Maintenance of list of named contacts.
- Respond promptly to concerns raised by partner agencies.

**Derby Homes**

- Involvement in Project Steering Group.
- Provision of accommodation.
- Information exchange in accordance with current Joint Protocol.
- Implement guidance, procedures and pro forma for the rehousing of serious ex-offenders.
- Identify training needs amongst staff and liaise with Rehousing Project Officer re training and staff support.
- Respond promptly to concerns raised by partner agencies.

**Derby City Council Social Services Department**

- Involvement in Project Steering Group.
- Assess need promptly as needed within pre-tenancy period.
- Provide appropriate agreed support when needed.
- Provide information in accordance with the Corporate Joint Protocol/Child Protection procedures.
- Respond promptly to concerns raised by partner agencies.

**Derbyshire Police**

- Involvement in Project Steering Group.
- Co-ordination of any decisions regarding disclosure to third parties in line with Police guidance.
- Information exchange in accordance with Constabulary Protocols, relevant to the effective management of risk.
- Notification to Rehousing Project Officer of any relevant change in management of offender on Project.
- Respond promptly to concerns raised by partner agencies.

**Youth Offending Service**

- Involvement in Project Steering Group
- Provide information of ex-offender status when returning to family home (RSL tenancy/Derby Homes).
- Prompt referral to Housing Department, at least 4 weeks before release/6 weeks before end of current accommodation.
- Information exchange in accordance with Youth Offending Service protocols.
- Provide supervision/monitoring of individuals in accordance with Youth Offending Service procedures.
- Provide appropriate agreed support when needed.
- Assess need promptly within pre-tenancy period.
• Provide risk assessments for individuals referred to project.
• Respond promptly to concerns raised by partner agencies.

**Housing Associations**

• Involvement in Project Steering Group through Chair of Derby Social Housing Forum.
• Information exchange in accordance with current Joint Protocol.
• Liaise with Rehousing Project Officer regarding the provision of training and staff support.
• Provision of accommodation.
• To use developed procedures, guidance and pro forma when rehousing serious ex-offenders.
• Respond promptly to concerns raised by partner agencies.

**Mental Health Services**

• Involvement in Project Steering Group.
• Provision of relevant care plans/risk assessment for mentally disordered individuals referred to project.
• Notification to Rehousing Project Officer of any relevant change in the clinical/community care of an individual on the Project.
• Information exchange in accordance with Joint Protocols and Health Authority Guidance.
• Respond promptly to concerns raised by partner agencies.

5. **Operational Guidance**

This section describes the different Laws/ Policies to be considered when determining risk assessment/risk management strategies for serious offenders.

i  **Sex Offender Act 1997**

The term Sex Offender is widely used. It covers a number of offences described in Schedule 1 of the Sex Offender Act 1997 e.g.

* rape
* indecent assault
* buggery
* incest
* offences against children.

The Act requires those convicted since September 1997 to register their whereabouts with the Police. Failure to register will result in a fine. Following Registration the Police will undertake a form of ‘risk assessment’ as a means of determining who else should be made aware of any Registration.
ii Crime and Disorder Act 1998

This Act introduces the Sex Offender Order - a ‘prohibitive’ restraint available to the Police (only) where a person gives reasonable cause to believe that an Order is necessary to protect the public from serious harm.

Breach of a Sex Offender Order is a criminal offence and may result in a fine/imprisonment.

iii Derbyshire Probation Service
Public Protection Policy

Derbyshire Probation Service acknowledges that its commitment to Public Protection issues is a priority. It has a responsibility to identify serious and high risk, offenders coming within its remit, to assess this risk and ensure that effective supervision is established over those presenting the risk.

The Probation Service recognises this requires productive partnerships with the Police and other agencies.

Risk assessment is conducted through a formal process of Risk Strategy meetings and in some cases Multi Agency Public Protection Panels, initiated on individual cases by the Probation Services.

Other agencies concerned about risk posed by offenders or suspected offenders may also initiate meetings.

The purpose of any Risk Strategy Meetings and future, Multi Agency Public Protection Panels, is to:

- share information
- assess levels of risk and their implications
- devise strategy to minimise risk
- agree implementation of plans
- consider the need to register a subject on the Potentially Serious Offender register.

Housing representation at these meetings is through the Rehousing Project Officer, but may be through identified responsible officers listed as appendix II. Meetings are bound by strict confidentiality protocols.

iv Other levels of information sharing may arise distinct from a RSM/ Public Protection Panel. This will be where one or more agencies feel that a full RSM/ Public Protection Panel is not necessary yet there is some risk information which should be shared.
6. Disclosure


Participation in this, and the Information Sharing Protocol ensures that agencies are given advance warning of potential problems, involvement in risk assessment discussions and preparation of risk management strategies designed to protect staff, communities and offenders themselves.

Strict rules of confidentiality apply which means that agencies must have competent information management/storage measures in place to ensure unauthorised disclosure does not occur, and be registered properly for the purposes of the Data Protection Act.

The information exchanged may take a number of different forms but is likely to include:

- details of offences of which the individual has been convicted or cautioned
- details of charges not proceeded with and why
- details of actual or potential victims
- alternative addresses/ names (aliases)
- current and other known associates
- behaviour on arrest and in custody
- appointment times for surveillance
- Probation Service risk assessment
- domestic circumstances
- details of substance/alcohol abuse/mental health/health issues
- details of employment
- intelligence from other agencies.

It is for each housing provider to determine its own internal arrangements but at least one responsible officer per provider must be identified as the focal point for information exchange. This will be co-ordinated through the Rehousing Project Officer, see appendix II.

Disclosure to the public, of information about a serious offender will be decided by Derbyshire Police, only after discussion at a Risk Strategy meeting/Public Protection Panel. This will reflect exceptional circumstances where the risk of harm to a community outweighs the protection anonymity gives the offender in question.

Please refer to Joint Protocol (Information Sharing appendix V)
7. **Untoward Incidents – Media Strategy**

Information about serious offenders may sometimes be picked up by the Media.

It is important to protect the interests of both the offender and the local community that a co-ordinated response to such incidents is achieved.

Where Media enquiries arise agencies should offer no comment and details passed to the Rehousing Project Officer, who will co-ordinate an official response from Chief Officers.

Such responses should be agreed in advance with the responsible officers from other agencies involved with the situation.

8. **Out of Hours Contacts**

Arrangements should be made between agencies clarifying points of contact outside working hours, should untoward incidents arise.

9. **Disputes**

Should any concern arise from the operation of this Protocol, which cannot be resolved through discussions between the responsible officers the matter shall be considered by the appropriate Assistant Chief Probation Officer and Assistant Director(s) of Housing.

10. **Review**

Operation of this Protocol shall be reviewed after 12 months, through discussion in the Resettlement Project Steering Group or any equivalent group, which may exist at the time.

11. **Relevant Policy Documents**

- Derbyshire Public Protection Policy
- Derbyshire Police Sex Offender Order Protocol/Registration Protocol
- Derbyshire Probation Approved Hostels Policy
- Area Child Protection Committee Protocols
- Youth Offending Team Policies
- Derbyshire MAPP Protocol.

**Appendices**

- I  Pro Forma for relaying information
- II  List of Named Officers
- III  Procedures
- IV  Guidance
- V  Joint Protocol (Information Sharing)
SAFER ESTATES AGREEMENT FOR COVENTRY

BETWEEN WEST MIDLANDS POLICE, REGISTERED SOCIAL LANDLORDS AND COVENTRY CITY COUNCIL
PURPOSE

To provide a framework within which officers from the partner agencies can work together effectively to tackle the problems of anti social behaviour on Registered Social Landlords’ housing estates in Coventry.

For the purposes of this agreement anti social behaviour is:-

a) crime and serious nuisance such as drugs dealing, unprovoked assault, racial harassment, intimidation, vandalism and damage to property;

and/or

b) nuisance which can be applied to less serious, albeit annoying, behaviour such as lack of control over pets, upkeep of gardens, verbal harassment and boundary disputes.

KEY OBJECTIVES

The partnership between West Midlands Police, Registered Social Landlords and Coventry City Council has the following key objectives:-

- To cooperate in the development of policies to improve the effectiveness of all of the partner agencies in tackling the problems of crime and serious anti social behaviour.

- To pursue all available legal remedies through both the criminal and civil courts with a view to modifying the behaviour of offending individuals and effecting a lasting solution.

- To increase the confidence of residents in the ability of the partner agencies to combat these problems and to encourage their support in combatting crime and serious anti social behaviour.
TERMS

1. Strategy and policy co-ordination will be carried out by the Orders Group on behalf of Coventry’s Crime and Disorder Reduction Partnership. Action(s) to tackle local priorities will be taken by local staff of the relevant partner agencies and pursued in accordance with the spirit of the Anti Social Behaviour Order (ASBO) Protocol.

2. The essence of the partnership is a clear understanding of the types of information that are relevant to the partner agencies and an awareness on the part of the officers involved of the need to offer that information proactively.

3. All relevant information to support criminal and/or civil proceedings which is known to a partner agency will be recorded and exchanged. It is understood that certain information which is to be used for a criminal prosecution will not be available to be used in civil action until after the conclusion of the relevant criminal prosecution.

All partner agencies agree to respond to a request for information exchange within 10 days.

4. Where appropriate and necessary, police officers will appear as witnesses for another partner agency when legal action is being pursued via the courts.

5. All agencies will make full use of all of the relevant legal powers available to them – i.e. enforcement of tenancy conditions by seeking possession and/or injunction; use of Public Order powers, Protection from Harassment Act powers, Environmental Protection Act powers, Crime and Disorder Act powers and seeking appropriate bail conditions.

6. All partner agencies will operate in accordance with the provisions of the Data Protection Act and of the Human Rights Act.

7. All partner agencies will employ a problem solving approach to the issues agreed and will pursue the actions agreed via mutual cooperation and joint case management.
DISCLOSURE OF INFORMATION AND THE DATA PROTECTION ACT

Partner agencies to this agreement are committed to operating it in accordance with the “Good Practice” guidelines (Appendix A).

Within the scope of this Agreement the requirements of the Data Protection Act, where relevant, will be upheld.

For the purposes of this Agreement it is agreed that the disclosure of the following information to the local authority and Registered Social Landlord(s) is approved:

(a) **CONVICTIONS, CHARGES AND CAUTIONS**

   Relating to arrestable offences committed in the locality of an address in which the Registered Social Landlord has a landlord’s interest by a tenant or person residing at or visiting the address.

(b) **CONVICTIONS, CHARGES AND CAUTIONS**

   Relating to other offences the commission of which is contrary to the tenancy agreement in force in respect of a property in which the Registered Social Landlord has a landlord’s interest.

(c) **CONVICTIONS, CHARGES AND CAUTIONS**

   Relating to offences the commission of which amounts to acts causing or likely to cause nuisance or annoyance to others at or in the locality of an address in which the Registered Social Landlord has a landlord’s interest by a tenant or person residing in or visiting the property.

(d) **CONVICTIONS, CHARGES AND CAUTIONS**

   Relating to offences the commission of which amounts to the illegal or immoral use of a property in which the Registered Social Landlord has a landlord’s interest by a tenant or person living in or visiting the property.
(e) **OTHER RELEVANT INFORMATION**

It is further agreed that other information held by the police shall be disclosed to the local authority and/or Registered Social Landlord when disclosure of the information is for the purpose of preventing or detecting crime.

In this context crime includes minor and/or sub criminal acts, such as the breaching of byelaws, common breach of the peace, incidents of anti-social behaviour and offences that are normally investigated and/or prosecuted by the local authority or Registered Social Landlord.

It is agreed that crime prevention includes:

1. The eviction or restraint by civil injunction, including Crime and Disorder Act powers, of persons engaging in activity which:-
   
   (i) interferes with the reasonable use and enjoyment of dwelling houses in the locality of the activity and/or
   
   (ii) prevents the free passage of the public along highways and other public open spaces.

2. The operation of approved Lettings Initiatives

**INFORMATION EXCHANGE PROCESS**

Each partner agency shall designate an officer who will be responsible for the exchange of relevant information in accordance with this Agreement.

Whitefriars Housing Group’s designated officer will act as the "gatekeeper" for Registered Social Landlords and the local authority in relation to requests made of West Midlands Police for the formal disclosure of relevant information.

Requests by the local authority or a Registered Social Landlord for the disclosure by West Midlands Police of relevant information which is subject to the provisions of the Data Protection Act shall be submitted via Whitefriars Housing Group’s designated officer using the required pro forma (Appendix B).
All requests by the local authority or a Registered Social Landlord for the disclosure by West Midlands Police of relevant information which is subject to the provisions of the Data Protection Act shall be submitted to the relevant Community Safety Bureau by Whitefriars Housing Group’s designated officer using the required pro forma (Appendix C).

The relevant Community Safety Bureau shall direct all replies to requests to disclose relevant information to the officer designated by Whitefriars Housing Group. The officer designated by Whitefriars Housing Group shall relay responses received to the designated officer(s) of the local authority and/or Registered Social Landlord(s) as appropriate.

The officers designated by each of the partner agencies for the exchange of information under this Agreement are given at Appendix D.

RESOURCING CASEWORKING AND DISPUTE RESOLUTION

The Crime and Disorder Reduction Partnership, the statutory partnership for Coventry, has contracted with Whitefriars Housing Groups for the provision of services to address anti social behaviour in the City.

Those contracted services are available to all agencies participating in this Agreement.
KEY FEATURES OF GOOD PRACTICE

➢ Commitment from the top to establishing and executing the Agreement.

➢ Joint launch, publicity and continuing media strategy.

➢ Multi agency briefings of local operational staff.

➢ Partnership working as a mainstream activity resourced and prioritised appropriately.

➢ Local information exchange via normal working practice and regular meetings.

➢ A “joint action” approach – visits and/or letters.

➢ Awareness that extends beyond criminality – broader based co-operation on “nuisance.”

➢ Working arrangements that recognise that staff turnover can diminish the effectiveness of agreements.

➢ Research the effects/effectiveness of the agreement locally on the perception of residents as to the safety and security of their environment.

➢ Ensure that adequate victim and witness support arrangements are in place.

➢ Devise and employ effective systems for information gathering, retrieval and security.

➢ Strategic monitoring of the effective implementation of and adherence to the terms and spirit of the agreement via the Orders Group.
Appendix B

Named officer
Whitefriars Housing Group

Section 115 – Disclosure of Relevant Information.

As a result of complaints received concerning the .............. area, [agency] is
investigating the activities of the following individuals. Information is sought with a
view to bringing civil proceedings against them, but may possibly be needed for other
enquiries and/or proceedings relating to anti social behaviour with the aim of
preventing such activity on housing estates.

In order to maintain the confidentiality of [agency] you are requested not to inform
the data subject(s) of this request.

<table>
<thead>
<tr>
<th>Name</th>
<th>Current Address</th>
<th>Date of Birth</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

I would be grateful if you would supply me with the following information on behalf
of [agency]:

Please note:

1 for these purposes activities are relevant if they:
   i) took place in the .............. area and caused, or were likely to have
      caused, harassment alarm or distress to any other person;
   &/or ii) resulted in damage to property;
   &/or iii) are classified as an arrestable offence;
   &/or iv) involved unlawful use of the household address.

2 relevant information is sought from [date]

3 the information is requested by [date]
The information detailed in column A is now required. The information detailed in column B is not being sought at this stage but may be required to be produced should the action(s) intended proceed to court. Accordingly, you are requested to authorise that such additional information is disclosed to [agency] on further application to the police sector team.

<table>
<thead>
<tr>
<th>A</th>
<th>B</th>
</tr>
</thead>
<tbody>
<tr>
<td>The following specific information is sought following liaison with [officer(s) details] of the police sector team</td>
<td></td>
</tr>
</tbody>
</table>

It is intended that this information is used as the grounds for [action intended – e.g. NSP, Injunction] and that it will be quoted in formal proceedings and documents.

- Details of any relevant activities witnessed by police officers, the names of the officers and, if available, any relevant statements by those officers.
- The names and addresses of any other persons known to have witnessed any relevant activity and, if available, statements made by those other persons.
- Details of any other criminal activity by the data subject(s) that involved relevant activities and that are not spent under the Rehabilitation of Offenders Act.
- A summary of all police visits to the household address concerning relevant activities.

[Agency] undertakes:

1. To use the information sought only for the purpose of:
   a) ascertaining if there is sufficient cause to institute civil proceedings against the data subject(s) because of relevant activities;
   b) pursuing such proceedings

2. To ensure that access to the information will be strictly limited to those officers of [agency] who reasonably need to see it for the purposes stated and any person subject to resultant proceedings.

Signed __________________________ Date ____________________

[agency and position of signatory]
Appendix C

Named officer
West Midlands Police

**Data Protection Act 1998 Section 29 and Crime and Disorder Act 1998**

**Section 115 – Disclosure of Relevant Information.**

As a result of complaints received concerning the ............ area, [agency] is investigating the activities of the following individuals. Information is sought with a view to bringing civil proceedings against them, but may possibly be needed for other enquiries and/or proceedings relating to anti social behaviour with the aim of preventing such activity on housing estates.

In order to maintain the confidentiality of [agency] you are requested not to inform the data subject(s) of this request.

<table>
<thead>
<tr>
<th>Name</th>
<th>Current Address</th>
<th>Date of Birth</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

I would be grateful if you would supply me with the following information:

Please note:

1   for these purposes activities are relevant if they:
   ii) took place in the ............. area and caused, or were likely to have caused, harassment alarm or distress to any other person;
   &/or ii) resulted in damage to property;
   &/or iii) are classified as an arrestable offence;
   &/or iv) involved unlawful use of the household address.

2   relevant information is sought from [date]

3   the information is requested by [date]
The information detailed in column A is now required. The information detailed in column B is not being sought at this stage but may be required to be produced should the action(s) intended proceed to court. Accordingly, you are requested to authorise that such additional information is disclosed to [agency] on further application to the police sector team.

<table>
<thead>
<tr>
<th>A</th>
<th>B</th>
</tr>
</thead>
<tbody>
<tr>
<td>The following specific information is sought following liaison with [officer(s) details] of the police sector team</td>
<td></td>
</tr>
<tr>
<td>It is intended that this information is used as the grounds for [action intended – e.g. NSP, Injunction] and that it will be quoted in formal proceedings and documents.</td>
<td></td>
</tr>
<tr>
<td>Details of any relevant activities witnessed by police officers, the names of the officers and, if available, any relevant statements by those officers.</td>
<td></td>
</tr>
<tr>
<td>The names and addresses of any other persons known to have witnessed any relevant activity and, if available, statements made by those other persons.</td>
<td></td>
</tr>
<tr>
<td>Details of any other criminal activity by the data subject(s) that involved relevant activities and that are not spent under the Rehabilitation of Offenders Act.</td>
<td></td>
</tr>
<tr>
<td>A summary of all police visits to the household address concerning relevant activities.</td>
<td></td>
</tr>
</tbody>
</table>

[Agency and/or Whitefriars Housing Group] undertake(s):

1. To use the information sought only for the purpose of:
   a) ascertaining if there is sufficient cause to institute civil proceedings against the data subject(s) because of relevant activities;
   b) pursuing such proceedings

2. To ensure that access to the information will be strictly limited to those officers of [agency and/or Whitefriars Housing Group] who reasonably need to see it for the purposes stated and any person subject to resultant proceedings.

Signed

Terancy Services Manager
Whitefriars Housing Group

Date ________________
Appendix D

OFFICERS DESIGNATED FOR EXCHANGING INFORMATION

West Midlands Police    M1 OCU    CSB Inspector
West Midlands Police    M2 OCU    CSB Inspector
West Midlands Police    M3 OCU    CSB Inspector
Coventry City Council
Accord Housing Association
Anchor West Midlands
ASRA Midlands Housing Association
Focus Housing Group
The Guinness Trust
Jephson Housing Association
Mercian Housing Association
Orbit Housing Association
Touchstone Housing Association
Whitefriars Housing Group    Tenancy Services Mgr.
## Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Title</th>
<th>Pages</th>
</tr>
</thead>
<tbody>
<tr>
<td>Section 1</td>
<td>Policy Statement, Aims &amp; Objectives</td>
<td>2-3</td>
</tr>
<tr>
<td>Section 2</td>
<td>Qualifying Void Properties for Police use</td>
<td>4-5</td>
</tr>
<tr>
<td>Section 3</td>
<td>Confidentiality Agreement</td>
<td>6</td>
</tr>
<tr>
<td>Section 4</td>
<td>Vulnerable Void Management</td>
<td>7</td>
</tr>
<tr>
<td>Section 5</td>
<td>Nominated Representatives</td>
<td>8-10</td>
</tr>
<tr>
<td>Section 6</td>
<td>Monitoring and Review</td>
<td>11-12</td>
</tr>
<tr>
<td>Section 7</td>
<td>Signatory Partners</td>
<td>13</td>
</tr>
</tbody>
</table>
Section 1

Policy Statement, Aims and Objectives

1. Policy Statement:

The Wrekin Housing Trust and West Mercia Police, Telford Division, recognise the needs and benefits of joint co-operation in dealing with and tackling anti-social behaviour of both individuals and groups.

Aims:

a) To formulate, implement and continually develop co-operative working practices in the usage of The Wrekin Housing Trust void properties for Police practice.

b) To build upon existing working practices and arrangements reflected in the Agreement with a view to promoting closer co-operation.

c) To contribute to the quality of life for the local community.

d) To create living environments, which are sustainable in the long term, contribute to stable communities and where both the value and lettability of housing is maintained.
Objectives:

The aims will be put into practice by:

a) Drawing up arrangements, which facilitate the use of the Trust’s void properties.

b) Liaison and joint enforcement with both parties making the best use of available resources.

c) Pursuing all available legal remedies through both criminal and civil courts with a view to modifying the behaviour of offending individuals and/or groups and affecting a lasting solution.

d) Engaging the community where appropriate and possible.
Section 2

Qualifying Void Properties for Police use

a) There are a range of factors, which need to be taken in consideration when agreeing the use of a Trust property for Police use. The options and decision of whether the loss of weekly rent should be charged to the Police are detailed below.

b) The use of a void property, where a Trust tenant will be under surveillance or Trust tenants are affected by criminal activities, should be permitted. Under these circumstances the use of the void property should be given without the weekly rent being charged. There is a clear benefit to both the Police and the Trust in this situation. Consideration needs to be given to the effect of criminal activities on the Trust’s tenants to ensure that the use of a void property is demonstrably beneficial.

c) The use of a void property, where a non-Trust tenant will be under surveillance, needs to reflect the effect of criminal activities or anti-social behaviour on the Trust’s tenants. In cases where there is no tenancy related issue permission cannot be allowed due to the constraints of the Trust’s charitable status. Where use of a void property is provided under these circumstances the Police will pay the weekly rent.
d) In cases where the use of a void property involves the activities of both Trust tenants and non-tenants, the weekly rental loss should be shared by the Trust and Police. This reflects the joint benefits to each organisation.

e) The demand for properties will reflect the availability of void properties for Police use and/or the length of time it is required. Where the Police need to use a void property the Trust will consider the request given the circumstances of the particular case. The use of a void property in an area of high demand should have the weekly rent paid by the Police.

f) The use of void properties for Police observation will be subject to a joint review by Trust and Police representatives. This should not be less than four weeks from the commencement of the Police observations. Police observations activity will be carried out in accordance with the Association of Chief Police Officers guidance on covert activity and to comply with the Regulation of Investigatory Powers Act 2000. This review will ensure that the agreed aims and activity remain proportionate.

g) The use of a void property for Police use should not prevent necessary repairs to be carried out. This is particularly relevant in high demand areas and may also deflect any suspicion that the Police are using a void property.
Section 3

Confidentiality Agreement

a) The Trust and Police will need to share information related to the use of a void property. In practice both partners will usually have been working together on the criminal activities or anti-social behaviour and triggered the Agreement. In recognition of that and the obvious links between the Agreement and the use of void properties by Police, the previous confidentiality agreement is restated.

b) There is a confidentiality agreement between the partners within the Building Safer Communities Agreement. When information is provided on paper it should be made clear that it is given in confidence and should be disposed of in a secure manner. It is not recommended that full computer printouts be handed out, as there may be information in the reports not relevant to the discussions of the group.

c) The Police and The Wrekin Housing Trust have adopted the following statements: "It is agreed that the information shared is only to be used for preventing crime and tackling quality of life issues in the Telford and Wrekin area. The information will only be quoted or used in discussions of this group or in carrying out any decision of this group. It will not be used for any other professional or personal reason. Any information will be handled safely and ultimately disposed of in a secure manner by partners".
Section 4

Vulnerable Void Management

a) In areas where void properties have become susceptible to vandalism, graffiti attacks and break-ins the Police may carry out a "menu-patrol". This involves the Police touring the areas identified as having difficulties in an attempt to mitigate the problems. Both partners will devise a strategy to make best use of the "menu-patrol" which will include identifying the times when problems are occurring, any specific void properties and relevant approaches or characteristics surrounding the property. The opportunity exists for liaison with the Police Architectural Safety Officers to design out crime where appropriate around void properties.

b) This initiative will be monitored and developed with the benefit of experience and available resources.
Section 5

Nominated Representatives

a) Trust Contacts

The Wrekin Housing Trust shall provide representatives at each of the local shops, who will retain responsibility for dialogue and exchange of relevant information. These representatives are all Housing Services Area Managers or relevant Customer Services Officers and their telephone numbers and fax numbers are as follows:

**Housing Services Area Managers or Customer Services Officers**

<table>
<thead>
<tr>
<th>NAME</th>
<th>LOCATION</th>
<th>TELEPHONE NUMBER</th>
<th>FAX NUMBER</th>
</tr>
</thead>
<tbody>
<tr>
<td>BOB GLEAVE &amp; NINA BALL</td>
<td>MADELEY</td>
<td>217246</td>
<td>217348</td>
</tr>
<tr>
<td>ANDY JOHNSON &amp; KAREN JONES</td>
<td>OAKENGATES &amp; HADLEY</td>
<td>217209</td>
<td>217346</td>
</tr>
<tr>
<td>CLIVE CARTER &amp; RO OBORN</td>
<td>WELLINGTON</td>
<td>217310</td>
<td>217361</td>
</tr>
<tr>
<td>JOY STANTON &amp; DAVID THOMAS</td>
<td>DAWLEY &amp; STIRCHLEY</td>
<td>217260</td>
<td>217350</td>
</tr>
<tr>
<td>PAULA REYNOLDS &amp; LOUISE HOLLAND</td>
<td>DONNINGTON &amp; NEWPORT</td>
<td>217284</td>
<td>217355</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

- 8 -
Upon contacting a particular shop area, should the relevant Police Officer not be able to contact the Housing Services Area Manager or Customer Service Officer in question, then he/she should contact another nominated representative.
Police Contacts

Due to the nature and sensitivity of the agreement, the contacts for the Police are limited to the following:

Detective Inspector : Jim Tozer
Detective Sergeant of Intelligence: Bob Mitchell
Detective Constable : Bob Wilson
Detective Constable : Tony Finch
Detective Constable : Steve Jackson

Contact can be made by phoning 01952 290888 and requesting the Intelligence Unit.
Section 6

Monitoring and Review

a) This agreement will be monitored on at least an annual basis, but may be subject to more frequent monitoring. The Trust and Police will both monitor the effectiveness of this agreement and jointly determine any changes required.

b) Monitoring will consist of a combination of both quantitative and qualitative methods.

The quantitative methods will include:

- total number of void properties used by the Police
- number of void properties used by the Police in each shop area
- cost analysis (to be determined)
- total weeks void properties used by the Police

The qualitative methods will include:

- identification of good practice during the audit process
- feedback from tenants, wider community and local organisations
- relevant crime reduction

These monitoring methods will be continually reviewed. Both partners to this agreement reserve the option not to participate if confidentiality or data protection legislation is not clear or unknown in any particular circumstances. In addition this working arrangement is not legally binding on the partners and may be reviewed to reflect policy changes, legislation or any other relevant criteria.
Section 7

Signatory Partners

All parties to this agreement express that it is the spirit rather than the wording of the agreement, which is important. Each party undertakes to use its best endeavours to work in a collaborative, co-operative way to ensure the achievement of the agreement’s aims.

Signatories to the agreement:

Signature: [Signature]

Signature: [Signature]

West Mercia Constabulary

The Wrekin Housing Trust

Date: 29-06-01

Date: 29-06-01
Many people have contributed time, energy and enthusiasm to creating this Guide. We wish to thank the Housing Corporation for their support through the Innovation and Good Practice Programme and their guidance throughout the conduct of the research. We are particularly grateful to the Steering Committee for their help in directing and fine-tuning the project; the members were:

Maureen Adams  
Anne Gray  
Brian Howat  
Atique Uddin Khan  
Philip Mills  
Adrian Moran  
Lesley Owen-Jones  
Gordon Semple

We are very grateful to the following organisations for the generous provision of information for the case histories:

Stonebridge Housing Action Trust  
Newham Borough Council  
Notting Hill Housing Trust  
Home Housing Association  
Waltham Forest Safety Net Witness Support Scheme  
Harvest Housing Group  
Coventry City Council  
Wrekin Housing Trust  
Derby City Council  
Elmbridge Housing Trust  
Metropolitan Police  
Hertfordshire Police  
Surrey Police

This publication was edited by Lynda Hance
www.trainingplusconsultancy.com
About the authors

Tim Pascoe

Tim Pascoe BSc (Hons) Environmental Sciences, MSc Crime Risk Management, PhD Risk Management Studies. Business Director and Leader of the Crime Risk Management Unit at BRE.

Tim specialises in carrying out qualitative and quantitative research, investigating anti-social behaviour, crime prevention and community safety measures. The main thrust of the research has been evaluating the effectiveness of current guidance and developing risk assessment/methodologies to select the most appropriate crime-and-disorder reduction packages. This work, carried out with such bodies as police forces, local authorities, government departments and insurance companies, has resulted in a record that has improved understanding of crime reduction and provided workable and realistic solutions.

In addition, Tim is a founder-member and current Chairman of DOCA-UK (the Design Out Crime Association), an International Director of the ICA (the International CPTED Association), and an external examiner for the Home Office Crime Reduction College.

Paul Bartlett

Paul is the Managing Partner of SBS Business Solutions, an independent consultancy specialising in the improvement of workplace productivity and building security.


While at the Building Research Establishment he developed the world-leading BREEAM environmental labelling scheme and the Office Toolkit for environmental management. He has previously worked as a strategic planner for the ICI Group and the National Economic Development Office. He studied Natural Sciences at King’s College, Cambridge.