



Hammersmith & Fulham Policing and Crime Commission (PCC)

Full Report | Final Draft



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Foreword

The H&F Policing and Crime Commission was launched in November 2018 with a brief to look at the ways in which we can better address the problems of crime in the borough through closer and more diverse resident engagement and more efficient and effective partnership structures. Over 18 months we heard evidence from a multitude of borough residents and stakeholders and we believe that this report and its recommendations reflects the aspirations, ideas and demands that we heard from Hammersmith and Fulham residents.

We do not underestimate the challenges posed by our recommendations, especially in light of the increasing financial constraints on the public sector in the aftermath of the coronavirus pandemic. We firmly believe, however, that our recommendations are practicable if the necessary resources and sponsorship are provided and brought together across public sector partnerships.

Hammersmith and Fulham has seen a number of murder cases over the last 2 years and it is imperative that all stakeholders work together for a safer borough and steer young people away from criminal activities. Our recommendations present actionable proposals to enable Hammersmith and Fulham residents and relevant stakeholders to work together to fight crime and anti-social behaviour across the borough.

I would like to thank all my fellow Commissioners, who generously offered so much expertise and knowledge to the Policing and Crime Commission. We would also like to thank Hammersmith & Fulham council staff who supported the Commission and the Deputy Leader, Councillor Sue Fennimore, who was generous with her time and advice throughout the lifespan of the Commission.

Adam Matan OBE

Chair, Policing and Crime Commission



1 Introduction

1.1 The Hammersmith & Fulham (H&F) Policing and Crime Commission (PCC) was established in November 2018. Its foremost role was to help to deliver the commitment in the council’s Business Plan to review its approach to community safety and to look at ways of enhancing its response to crime and anti-social behaviour. Commission members were H&F residents or representatives of the third sector with sound relevant expertise.

1.2 The recommendations we make are presented in Section 2. They stem from evidence we heard or collected. However, they are also underpinned by the professional knowledge and experience of the Commissioners themselves. We are mindful that many recommendations have serious resource and organisational implications. We also appreciate that implementing our recommendations may be especially challenging in the Covid-19 environment.

Terms of reference

1.3 The terms of reference for the Commission covered three broad areas.

Tackling crime
To seek to examine the current approaches to tackling crime in the borough and look at how successful these approaches are in comparison to other areas of London and beyond.
Resident engagement
To look at how well residents across the borough and across different communities are engaged in directing or informing policing and community safety priorities and objectives.
Partnership structures
To examine the partnership structures that plan and oversee policing and community safety activities in H&F and compare them with the planning structures in place in other comparable local authority areas.

Members of the Commission

1.4 The Commission members are listed below. (Further details are on the Commission’s webpage.) Simon Brooker, Chief Inspector for Neighbourhoods and Royal Parks, in the Central West Basic Command Unit acted as an ex-officio adviser.

- Adam Matan OBE (Chair) - founder of the Anti-Tribalism Movement, and borough resident
- Lorraine Ainscow-Searle – borough resident
- Gareth Dixon (Vice Chair) - Chief Executive of the Young H&F Foundation
- Maria Douulton – borough resident
- Pat Mayhew OBE – borough resident
- Charlie Rigby - Violence Intervention Project
- Rosie Wait – borough resident

What we did

1.5 The Commissioners had many meetings arranged by H&F council officers at which we heard evidence from different witnesses involved in crime and safety issues. In addition:

- We contacted (and re-contacted) people we felt could help us more. Witnesses and those contacted are listed in Appendix A.
- We considered:
 - The borough profile (Section 3)
 - Crime and anti-social behaviour in the borough (Section 4)
 - Youth offending (Section 5)
 - Drug and alcohol misuse (Section 6)
 - Policing in the borough (covered in Section 7, along with other ways in which crime is being tackled in the borough)
 - Residents’ attitudes to the police (Section 8)
 - A summary of three surveys to help tap local feelings (Section 9)
 - Existing crime partnership structures (Section 10)
 - Existing resident engagement structures (Section 11)
 - Requests from stakeholders (Section 12)

Observations

1.6 We have flagged up a number of Observations. Some were just things that caught our attention (e.g., the level of child poverty in the borough). Some were more prosaic (e.g. how many of those aged 20-44 there are in the borough, and how many residents live in flats and maisonettes). Some were changes in the offing that could affect services. Some Observations potentially bear on crime and safety issues.

Changes to policing in the borough: the tri-borough arrangement

1.7 Early on in the course of the Commission's evidence gathering, there was a big change to the governance of policing in H&F. In April 2019, H&F were combined with Westminster and the Royal Borough of Kensington & Chelsea (K&C hereon) to form the Central West Basic Command Unit (CWBCU) – the tri-borough arrangement. The implications of this are discussed in Section 11.

The disbanding of the Safer Neighbourhood Board

1.8 In July 2018, with the agreement of the Mayor's Office for Policing and Crime (MOPAC), the council disbanded the Safer Neighbourhood Board (SNB). The council considered that its membership did not represent the borough well and they wanted a structure that would more effectively hold the police to account. We took this into account when making our recommendations regarding resident engagement in accountability structures. We examined the efficiency of H&F's old SNB, as well as how well SNBs were performing in other London boroughs (see Section 11).

1.9 Although crime data for the borough is readily available and has been used extensively, we were unable to obtain data from the police relating to borough call volumes to 999 and 101. This would have been extremely helpful to compare with actual crime recorded, and to determine the extent of calls likely to be received to a new borough Helpline (see Recommendation 2).

2 Key recommendations

2.1 Recommendation 1: Crime Communication Infrastructure

To implement a new crime communication infrastructure for residents with clear links between residents, the council, ward action groups, agencies and the ward police.

Actions:

2.1.1 The council and police should communicate clearly and widely with H&F residents and local businesses as to methods for reporting crime and anti-social behaviour - whether this be via the H&F website, the Crime App we are recommending, and/or advertising on various social media platforms.

2.1.2 New infrastructures should be put into place, such as better signposting on the H&F website and the Crime App, as well as the Crime Helpline.

Figure 1: Existing Reporting Structure

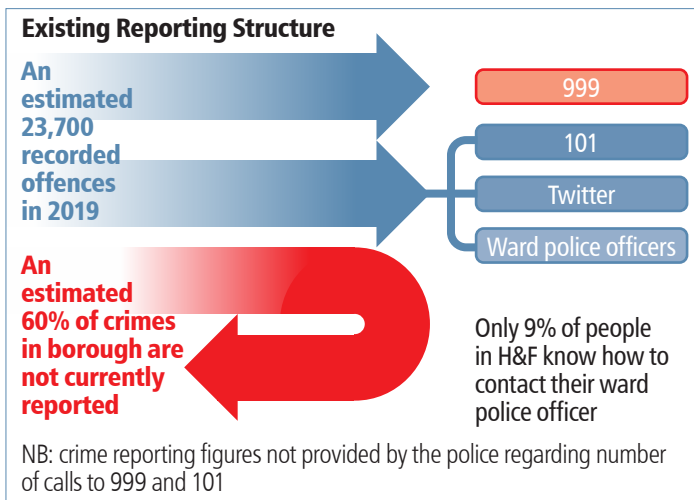
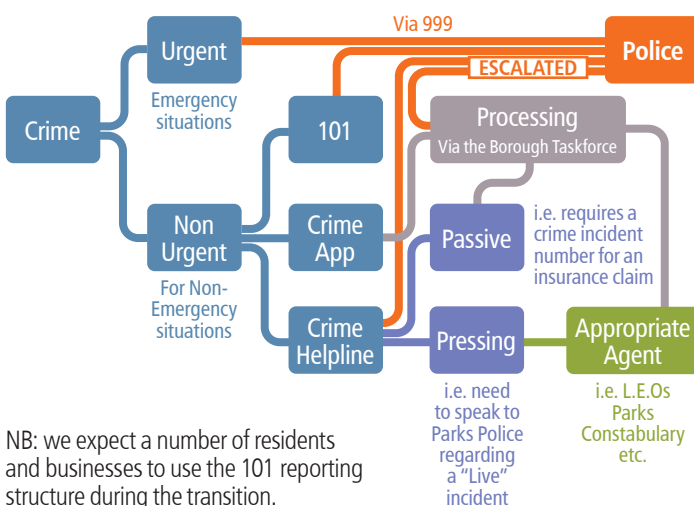


Figure 2: Proposed Reporting Structure



2.1.3 The H&F website should be restructured to reflect the new communication recommendations and to maintain a dynamic and up-to-date Crime Section for residents. The Crime Section should display the new communication infrastructure and should advise on how to use the Crime Helpline, and the Crime App. It should also give contact details for all relevant council units, the police, Ward Action Groups, relevant agencies, and the CCTV Room.

2.1.4 A new form should be created on the Crime Section of the H&F website for residents to register online to a new residents' Crime Alert Database to receive crime alerts for their ward or borough wide.

2.1.5 The residents' Crime Alert Database should be managed by the council. The responsibility for the current database has fallen through the cracks, having been maintained by local Ward police. We believe it is out of date and therefore unreliable.

Why:

- A centralised database of residents who want crime alerts – supplemented by a new Crime Section on the H&F website and possibly other communication channels – might be a better way to tap into the concerns of residents. New Virtual Ward Panel questionnaires could replace communication the police previously had with Ward Panels. Few residents know Safer Neighbourhood Ward Panels exist, so attendance is low (see paragraph 2.3.3 on our recommendation to disband Ward Panels).
- We have been advised that the police have been testing Virtual Ward Panels in which questionnaires are sent electronically to 'key individual networks' (KINS) with responses used to brief Ward Panels. The police database of ward residents is maintained by Ward police officers, so is only a local list by ward. We also believe it is not up to date. It would be much more reliable to use the council's resident Crime Alert Database that would be kept up to date by the council.
- Maintaining a contact database for residents is a questionable use of police resources and is unhelpful if not kept up to date. Data Protection concerns will need to be considered as part of this change.

2.1.6 There should be a new 'Quick Link' to 'report a crime' to be featured prominently on the H&F website home page. We are aware that a similar app was developed by the council for residents to report rough sleeping. The experience of this app and the 'Report it' app could be a useful starting point for the new crime reporting app.

2.1.7 The contact details of Ward police officers should be clearly communicated to residents in the H&F Crime Section. They should also be advertised regularly to ward residents.

Why:

- a. Information about crime in the borough is discussed in Section 4. Residents do not know their local Ward officers, and the police do not respond back to them or allow the opportunity for dialogue about their crime concerns. Tracking of progress or feedback is inconsistent.
- b. A more robust and realistic system needs to be put in place to ensure a free flow of communication between all residents (including young people), the council and the police. This will help to ensure all crime is reported, recorded, and responded to.
- c. One measure on which H&F fell behind the Metropolitan Police Service (MPS) average is the percentage of people who know how to contact their local Ward officer. This was worryingly low generally (12% across London), but even worse in H&F (9%). Both in London and in H&F, the figure has gone down considerably. In the case of H&F it fell from 41% in December 2014 to 9% at the end of 2019. The only contact detail provided by the MPS for local Ward officers is a Twitter address. Residents are not aware of this form of communication unless they go onto the MPS website and search for their ward.
- d. It is not encouraging that only 38% of H&F residents felt well-informed about police activities. This is discussed in Section 8 of the main report. The council's Crime Helpline (recommendation 2.2 below) will be able to update and feed back to victims, creating a positive attitude and encouraging more crimes to be reported.
- e. We were told that crimes reported to the police are too often closed very quickly with the police citing a lack of information or resources. If a new group of Local Enforcement Officers (LEOs) are put in place to support the Crime Helpline, crimes can be responded to better, as well as local intelligence gathered that can be shared between the LEOs, the CCTV Room and the police. See Table 1 for worrying statistics on sanction detections. It shows the number of crimes recorded in each offence category in 2019, and the number of sanction detections registered in the same year – a detection being a charge, a caution or a penalty notice.

Table 1: Crime sanction detections for 2019 in H&F (data from the MPS Crime Dashboard)

Crime	No. of recorded offences, 2019	No. of sanction detections, 2019	% of recorded offences / sanction detections
Possession of weapons	156	98	63%
Drug offences	1092	427	39%
Miscellaneous crimes against society	284	78	27%
Violence against the person	5649	508	9%
Public order offences	1593	127	8%
Arson & criminal damage	1331	99	7%
Robbery	875	63	7%
Burglary	1859	92	5%
Sexual offences	545	18	3%
Theft	8751	198	2%
Vehicle offences	3437	31	1%

- f. The Commission's view is that crime intelligence is not well shared, with information kept in silos. Young people - who are at most risk of being drawn into crime - are the least represented by current arrangements. They are probably unlikely to report crime they witness or experience themselves.
- g. There is a lack of cohesive police intelligence or positive interaction with young people.
- h. Crime involving gangs, young people and drugs is too high. Young people – often victims themselves - have no way to report crime other than through 999 or 101. The council has reacted positively with an Gangs, Violence and Exploitation Unit, announced in June 2020, but we are concerned that this might be reactive rather than preventative.
- i. In our view, the relationship between the council, police, MOPAC and residents has broken down. H&F council (like others) has struggled with the lack of its own dedicated police. It has been particularly frustrating for the council to find that officers, that it is contributing funding for, can be drawn off to other boroughs to police events and incidents outside Hammersmith & Fulham.
- j. In terms of resident engagement, the police at present seem to be held accountable mainly by volunteers appointed by the police, or who appoint themselves. Our enquiries indicate that they do not reflect the demographics of their wards. The volunteers are typically the same people, who are often familiar with the police, sitting on several committees meant to hold the police to account in different ways. The new committee and membership structure that we are recommending will hold the police to account in a more effective and professional way and at a higher level.

2.2 Recommendation 2: A New H&F Crime Helpline

To set-up a new H&F Crime helpline 0800 number and crime app to operate 24 x 7 to field non-emergency calls from residents. This would be supported by new local enforcement officers (LEOs), neighbourhood wardens, the parks police (i.e. The Borough Taskforce), and the CCTV room.

Actions:

2.2.1 The council should establish a new H&F CRIME HELPLINE AND CRIME APP for residents to report non-emergency crime and disorder incidents, to be supported as described above. Before the police stations were closed and 101 was introduced, residents called the local station for non-emergency calls and it worked well. This will fill that gap for the residents.

Why:

- a. 101 is a national Call Centre that is widely considered ineffective. Online crime reporting to the police also seems to produce few reports. Residents seem to think it unlikely that the police will respond to their report. Callers can be kept waiting on the line for up to 40 minutes before speaking to an operator; the call can be cut off without a response; or once connected, they are asked to report the crime online. The online reporting forms are not without their glitches and, when desperate, residents are forced to go in person and report the crime at a police station.
- b. Hence, under-reporting is likely to be a big problem in the borough. Analysis set out in Section 4 of this report indicates that, if unreported crimes were considered, the number of crimes currently recorded could be in the region of two and a half times greater.
- c. We do not believe Safer Neighbourhood Ward Panels are a successful conduit for residents to raise concerns, as discussed in 2.3.3. Residents have no way of contacting the Ward Panel.
- d. If non-emergency crimes are reported to an H&F Helpline, this will enable grass roots intelligence to be collected by the council and shared with LEOs and the police.
- e. A local Crime Helpline could have many benefits that a national helpline lacks – for instance, locally trained operators with knowledge of the borough and its services, and a ‘can do attitude’.

We recommend restructuring the current council-managed policing system to form a BOROUGH TASKFORCE that would incorporate the LEOs, the Parks Police, and Neighbourhood Wardens. On-the-ground support should be reviewed to provide optimal use of resources and accountability. We recommend that solid evidence is gathered as to the cost-effectiveness of the Taskforce. We also think a full assessment should be made of on-the-ground operational issues. Parks Police should have a higher profile, spend more time in their parks enforcing byelaws, borough dog control orders, and – importantly – detaining offenders, drug dealers

and users, and providing security at park events.

2.2.2 LEOs should undertake youth engagement training before deployment to enable positive interactions and avoid further entrenchment of mistrust of authority amongst young people. The presence and role of the new LEOs should be widely publicised to residents.

2.2.3 The council CCTV Room should work closely with the H&F Crime Helpline, Crime App, the Borough Taskforce and other enforcement bodies to ensure the CCTV Room is used to full effect.

2.2.4 We believe new procedures should be adopted to ensure the CCTV Room is more proactive in combating crime in the borough.

Why:

- f. The police refer to the CCTV Room as the ‘jewel’ in the crown and told us that there is nothing as sophisticated in any other London borough. The CCTV Room works closely with the police and they have direct radio access. They also work with the Parks Police and Neighbourhood Wardens.
- g. Despite its reputation and the large investment by the council in the CCTV Room, we feel it could be improved. We feel that camera surveillance could be increased in areas with high incidence of crime (‘hot spots’) and that a swift and efficient report and respond structure should be put in place so that not only are crimes “spotted” quickly, but the police or Borough Taskforce respond swiftly to the reports.
- h. Many residents and businesses have also invested in CCTV to protect themselves. This is partially to deter crime, but also because they do not expect an adequate response from the police. Residents and businesses who have their own video recordings of criminal and anti-social behaviour report that they feel the police are unwilling to look at footage. There are also many excuses made by the police as to why they cannot obtain video footage from the council’s CCTV system.
- i. Drug dealing and drug usage in public areas is largely being ignored by the police. Surveys raise this as one of residents’ top concerns in the borough (see Section 9).

- j. Drug dealers who deal in open view of CCTV cameras in parks and public areas seem confident that there will be no action taken against them. This suggests that closer scrutiny of hotspot cameras would be valuable, as well as a quick and efficient response to discourage drug dealing.
- k. It is unclear how residents and local businesses can request cameras in hotspots, and we note that the process to obtain video footage is cumbersome and lengthy.
- l. In summary, the presence of cameras alone is not an effective deterrent. The investment in the CCTV Room has not significantly reduced the crime numbers in H&F in comparison to other boroughs.

2.3 Recommendation 3: Disbanding Existing Resident Engagement Structures

Totally disband existing structures for communications with police, residents and council, including safer neighbourhood ward panels. A large amount of police time, at all levels, is currently taken up attending many different committees, communicating the same information with groups who are not representative of residents as a whole.

Actions:

2.3.1 The H&F Safer Neighbourhood Board (SNB) was disbanded by the council in July 2018 due to a breakdown of relationships and because the council wanted a structure in place that would more effectively hold the police to account. Since then, the MOPAC Safer Neighbourhood Board Fund has only partially been used. We recommend that a new H&F Police and Crime Audit Committee be set up, and this is discussed in 2.4. We recommend that the new structures - as laid out in Figure 3 - are recognised and supported by MOPAC and the police as the best structure to combat crime in the borough. MOPAC funding should be made available for activities generated by a new Police and Crime Audit Committee, and for the appointment of a Police and Crime Co-ordinator (on both of which see below).

Why:

- a. This would free up police resources currently wasted attending ineffective meetings.
- b. Currently residents voice their dissatisfaction about police response on social media platforms, such as Nextdoor, and to Neighbourhood Watch co-ordinators. They feel that response times are so poor that the offender has often left the scene before the police arrive. Many may not report crimes at all because they anticipate a slow police response. The result is that no one is apprehended and intelligence is lost. Table 1, which shows such low detection rates, speaks for itself.
- c. A recent survey, dated November 2019, carried out by LCP2 (the London Communities and Police Partnership) to review the effectiveness of SNBs and Ward Panels

- was sent to 32 London boroughs; 24 responded. Of these, 22 had active SNBs and 23 had active Ward Panels. Although the survey showed support for SNBs, it also showed a very mixed picture of fully functioning Ward Panels (ranging from 0 – 100% effective), along with a low level of police engagement with the Panels. However, virtually all boroughs have a working Independent Advisory Committee (IAG) and all but two have a Stop and Search Monitoring Group (SSMG).
- d. The old H&F SNB members were individuals rather than (as directed by MOPAC) representatives of borough residents, agencies and businesses. SNB meetings are populated by chairs of Ward Panels, who we doubt have the ear of the wider community. An example of this is the last Chair of the SNB who, in turn, was also a member of the MOPAC and LCP2 Committees.
- e. As part of our review of SNBs we were made aware of a Neighbourhood Policing Committee set up by those who were previously members of the H&F SNB. As this group is not operating in an official capacity, it is unlikely that residents are represented or communicated with. We would strongly urge all residents, the police and MOPAC to use official channels to communicate and resolve their crime concerns.

2.3.2 The Independent Advisory Group (IAG) should be retained but re-populated through a borough-wide request for members once the new H&F Crime Alert Database is established. It should be managed by the H&F Police and Crime Co-ordinator with its membership and chair agreed jointly by the council and the police. This is a valuable group as the IAG members are vetted, have security clearance and training so they can be relied on to maintain confidentiality when meeting with the police following critical incidents. The IAG should be made aware of the new communication infrastructure channels as laid out in Figure 3.

2.3.3 As discussed, Safer Neighbourhood Ward Panels are not functioning consistently in H&F (or other London boroughs). We, therefore, recommend that they are disbanded. Instead, residents should use a new Crime Helpline and Crime App to report non-emergencies and this information can be shared with the police as described in Figures 2 and 3. Residents will also have the option to escalate a concern through their local Ward Action Group (WAG) – see 2.4.2.

Why:

- a. Ward Panels represent 12,000 residents on average, have minimal funding and rely on volunteers. We do not believe that they are effective, nor representative of residents, and do not feel they communicate back to residents well.
- b. Data collected by the Crime Helpline, in conjunction with recorded crime data, will help in the analysis of crime. With the Police and Crime Audit Committee set up, this data will improve accountability of the police at a high level – an improvement on word of mouth accounts from Ward Panels which do not have the ear of all the community.
- c. Residents only think of which ward they live in when they vote. Few are aware of the existence of Ward Panels or the Ward Panel Chair. Since meetings are poorly advertised, residents have little way of contacting the Panels to raise their concerns about local crime. As a result, crime information is not reaching Ward police officers.
- d. There are two wards in the borough (out of 16) without a Ward Panel. These are wards which would probably benefit most from an improved Crime Communication structure.
- e. In the November 2019 LCP2 survey, at least 15 boroughs reported that their Ward Panels require extensive effort. Many negative comments were made, mostly referring to a lack of police support for the Panels which appear to be a low priority. When the Ward boundaries in H&F are changed, with an increase from 16 to 22 wards (in 2022), current problems may well be exacerbated.
- f. When we contacted several London boroughs to discuss Ward Panels and SNBs, a consistent observation was the constant churn of police officers at all levels. Police have been responsible for Ward Panels and, with a high turnover of personnel, momentum and consistency are often lost. This is frustrating and does not help residents.

2.3.4 Neighbourhood Watch should continue its success where residents support it. We feel it should focus on helping direct new residents to the crime communication infrastructure in the borough, and on supporting older people who are anxious about crime. Any concerns identified by Neighbourhood Watch can be referred to a WAG. This group will be able to work better with the support of the Crime Helpline, the Crime App, the resident Crime Alert Database and improved contact with Ward police.

Why:

- a. For elderly residents who do not use social media, apps or other digital platforms, trusted residents and/or neighbours are much better placed to look out for them and keep them informed.

- b. Where it works, Neighbourhood Watch encourages community spirit and can be helpful to new residents.

2.4 Recommendation 4: New Recommended Groups, Committees & Roles

Create a new independent H&F Police and Crime Audit Committee and roll out councillor-led ward action groups, professionally managed and co-ordinated by a newly appointed paid police and crime co-ordinator.

Action:

2.4.1 We recommend A POLICE AND CRIME AUDIT COMMITTEE takes the place of the old SNB. Membership would be made up of people from across the borough to include youth agencies, representatives from a WAG, a Tenant and Residents Association, a Housing Association, drug and alcohol services, Black, Asian and Minority Ethnic (BAME) services, the business community and a councillor from a relevant H&F scrutiny committee. It should also be attended by the Chief Inspector of the Borough Police. Management of the Committees would be the responsibility of the Police and Crime Co-ordinator.

Why:

- a. Members should be a well selected representation of residents and business, NOT self-appointed.
- b. The Committee will be formal, recorded and supported by the paid Police and Crime Co-ordinator who will have the resources to ensure crime data is accurate and consistent, and reflects both the Crime Helpline, the Crime App and recorded crime data.
- c. Members of the Committee should be appointed independently of the council and should represent organisations and groups who are fully supportive of the Committee and its responsibility to hold the police to account.
- d. Meetings should be held during the day with the full support of the organisation that each member is representing, enabling them to give advice and time effectively.
- e. The members should not attend other similar meetings where their role is to hold police to account. This will enable the Committee to hold the police more effectively to account at a high level - unlike the old SNB.
- f. The Chair of the Committee should be chosen by its members given the Chair's critical role in guiding and uniting the Committee.

- g. The Committee should be independent of the council to be effective and maintain consistency and longevity. However, concerns can be shared/fed back with the H&F Community Safety Partnership Board, which is responsible for setting crime priorities with the police.
- h. Ward Councillors should not be members of the Audit Committee as they will be leading their Ward Action Groups, working closely with their residents.

Recommended Police and Crime Audit Committee brief:

- To review the efficiency of 999, 101 and calls to the new H&F Crime Helpline
- To review the latest crime statistics and hold the police to account
- To review Stop and Search Monitoring
- To review Independent Custodial visiting
- To review victim complaints and complaints against borough police officers
- To review the effectiveness of the Ward Action Groups
- To identify funding streams from MOPAC and elsewhere
- When appropriate, to communicate concerns back to the H&F Community Safety Partnership Board
- To meet three times a year

Action:

2.4.2 Roll out councillor led WARD ACTION GROUPS (WAGs) across the Borough:

Why:

- a. The responsibility of WAGs is not exclusively related to crime so the groups will have a better understanding of the ward and its residents.
- b. The WAGs can address residents' crime concerns, directing them to either the Ward police officer, the council, or Local Enforcement Officers.
- c. The WAGs can identify key issues in wards to be tackled, championed, and consolidated.
- d. Representation will be more diverse, reflecting the demographics of the ward better.
- e. WAGs will be well placed to be pro-active in response to the needs of all the public organisations that may use WAG expertise and knowledge - e.g. council, police, health, education, housing, and other agencies.
- f. Councillors should lead and take responsibility for the care of their residents, addressing their concerns at as local a level as possible.
- g. WAGs will be visible, proactive, contactable, and responsive to deliver results.
- h. Residents will not be confused about how to escalate a crime problem and, with an effective WAG, they will not need to contact their local MP, which some residents believe is the correct process.
- i. WAGs will work effectively, be professionally managed, and supported by the paid Police and Crime Co-ordinator.

The WAG brief:

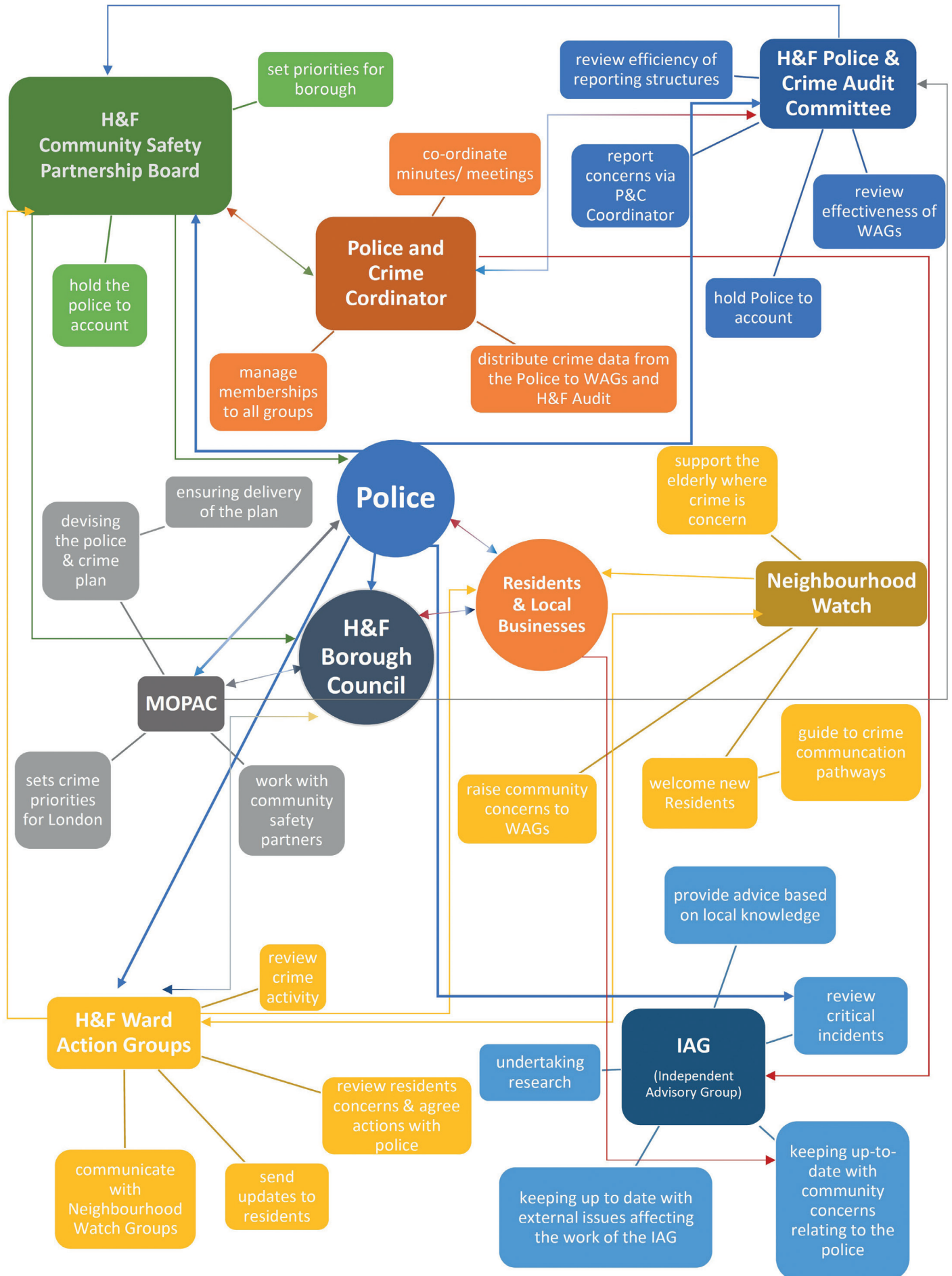
- A local Ward councillor to chair the Group
- 6 – 12 attendees made up of residents, third sector organisations, and local businesses
- Meet quarterly with dates diarised for at least one year in advance
- Review crime statistics provided by both the police and the H&F Crime Helpline
- Review residents' concerns and agree actions with police and the Borough Taskforce
- Send up-to-date information or guidance after meetings to residents who signed up to receive crime alerts via the Crime App or Crime Alert.
- Ward police to attend.

2.4.3 Create a new post for a POLICE AND CRIME CO-ORDINATOR to support and co-ordinate meetings and minutes for the H&F Police and Crime Audit Committee, the Independent Advisory Group, and the Ward Action Groups. The Co-ordinator should distribute crime data from the police in an agreed, consistent format, and should manage the memberships of all Committees.

Why:

- a. MOPAC itself is funded and distributes funds to SNBs for specific projects but it relies on volunteers in each London borough to run the SNBs that hold the police to account. In our view, this is not sustainable as the success of the SNBs is ultimately down to individuals and their commitment. In speaking with other London boroughs, we noted the paltry resources distributed by MOPAC to support the SNBs and how fragile this arrangement is given that the volunteers themselves are not held to account. The boroughs supported by paid Police and Crime administrators (such as Camden) were better placed to fulfil this role over the long term.

Figure 3: Crime Communication Infrastructure



2.5 Recommendation 5: Prioritise Pupil Safety

Implement safety measures for H&F school pupils, outside of school hours, to include journeys to and from school and after school clubs.

Actions:

2.5.1 H&F and the local police should consider additional measures to improve the safety of pupils coming to and from school. Part of the brief for the new LEOs could be to specifically tackle pupil safety, particularly during dispersal.

Why:

- a. The Chair of the Secondary Heads Panel shared with us his serious concerns regarding the safety of children coming to and leaving school.
- b. There is evidence compiled by a London Trauma Centre suggesting that children may be vulnerable to being stabbed on their way home from school. (Social media incitement is one factor in the spike in knife offences in the late afternoon and early evening.)
- c. Knife crime apart, other offences such as theft, robbery and assault commonly occur between the time young people leave school and before they reach home.
- d. Although local schools stagger finishing times to avoid large numbers of pupils congregating at the same time, this is often ineffective because transport is not staggered. This leads to large gatherings at various transport hubs (e.g. Hammersmith Broadway). LEOs might play a part here.
- e. A police Youth Engagement & Diversion Team works across the tri-boroughs but have some members working exclusively in H&F. They liaise closely with the Schools Police Team (based in schools close to large estates), Family Assist and youth and after-school clubs. Nonetheless, we were told that more resources to manage the safety of pupils were needed.

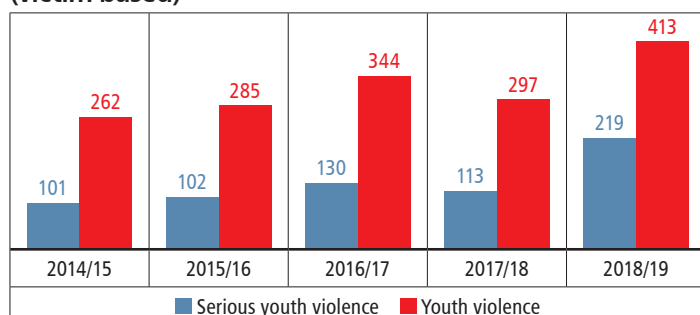
2.5.2 H&F should consider more provision for after school clubs. We appreciate that finding resources for these is problematic but feel that outside sponsorship might well be forthcoming. Key elements of these clubs should be wi-fi access, quiet spaces for homework, and a range of activities to improve life skills. The provision of a meal would be a big draw.

Why:

- a. The Bridge Alternative Provision Academy, the police Youth Engagement and Diversion Team and representatives of Hammersmith Academy thought that after-school clubs could help reduce youth crime levels.
- b. After-school clubs are helpful to parents who have work commitments and they will ease carers' worries about troublesome behaviour after school.
- c. In the youth survey that the Commission conducted, more clubs and activities topped the list of suggestions for reducing crime in the borough.
- d. Some children come from deprived families where lack of space at home and food poverty are problematic.
- e. Many youngsters are going to places such as McDonalds to access free wi-fi, phone charging and cheap food. We know these places can be 'hot spots' for trouble. (Note that a 2018 Problem Oriented Partnership Award was given to H&F for an initiative dealing with McDonalds on Shepherds Bush Green.) Being 'hangry' (hungry and angry) is often witnessed by the Youth Engagement and Diversion Team. Organisations that have been giving free food to vulnerable people during Covid-19 might be persuaded to get involved in giving food to after-school clubs.
- f. More services for young people will have traction with the local community, which might generate outside support. For instance, Hammersmith Business Improvement District (BID) wanted more input from businesses with vulnerable young people and were keen to place resources into activities that might reduce youth crime. IKEA has already offered help to the borough when it opens its new store in King Street.
- g. After-school clubs give an opportunity for young people to develop positive relationships with adults. (These may then be further advanced through residential breaks which we were told were beneficial for widening horizons.)
- h. After-school clubs may also identify safeguarding issues that would otherwise be hidden.
- i. If they provide opportunities for quiet homework and additional help with schoolwork, this can improve educational performance – although we appreciate that many schools already have initiatives in hand on this front.
- j. We accept that there is a marginalised hardcore of young people who may well be unresponsive to after-schools clubs. Nonetheless, they could help tip the balance for a middle-core group on the brink of more serious offending.

The chart below shows that the number of young victims of violence in the borough increased steeply between 2017/18 and 2018/19. (2019/20 figures are not available.) The borough now has one of the highest rates of victims of youth violence of all London boroughs.

Chart 1: Youth violence and serious youth violence (victim based)



Source: MPS statistics

Serious youth violence is 'most serious violence', knife crime and gun crime involving victims aged 1-18.

Youth violence includes assault with injury. It does not include robbery or theft from the person where weapons are not involved.

2.6 Recommendation 6: New H&F Youth Commission

To set up a new H&F Youth Commission to assess h&f youth provision in the borough.

Actions:

2.6.1 We recommend that a new resident-led Commission is set up to assess youth service provision in the borough. It will be imperative that young people themselves are fully represented and empowered. There should also be good representation from residents with appropriate expertise in the field.

Why:

- We feel that we have only scratched the surface as regards youth services provision. It merits a more detailed examination to explore what is working well, what is not, and where the main gaps are.
- Youth services provision is costly, so it is important that resources are targeted as best as they can be and used to full potential. A bespoke Commission would be well placed to take this forward in line with the sound principles outlined by the Local Government Association.
- The Policing and Crime Commission was told by many experts that better youth provision was high on their agendas.
- Youth offending and youth victimisation might well be reduced if young people were engaged in legitimate activities and given opportunities to better their life skills.
- Youth Services need to recognise how difficult transitions can be from primary to secondary school, and at age 18 plus when an offending young person is expected to engage with adult services (e.g. changing

from the Youth Offending Service to the probation service).

- There is a need for more careful consideration than we have given to the balance between high quality universal services and targeted services for more disadvantaged groups. This will help level the playing field.
- The new Commission might consider the provision of youth services in the middle of the borough which is less well covered than the north and south. We were struck by the verbal evidence we received that "youths don't travel".

2.6.2 In their terms of reference, a new Youth Commission should be asked to specifically consider how best to disseminate information on youth services. The aim would be to improve awareness of services among young people, parents, and professionals representing organisations looking to partner with or refer to other local services.

Why:

- Several people we talked to felt that existing youth services were not well-publicised enough, and that it was difficult to know what was available, and where the overlap was.
- A new Youth Commission could consider how best to ensure that all services are registered and are advertising accurate and up-to-date information.

2.6.3 A new Youth Commission should be given a comprehensive information pack which covers how the council currently delivers youth services, what initiatives they are planning, and what are the pinch points. The information pack should identify relevant council units and provide contact details. Other agencies which are funded to provide services (as well as those not funded by the council but operating in the field) should also be identified.

Why:

- This Commission would have found such an information pack extremely useful. It would have structured our deliberations better, improved our ability to contact relevant agencies, and saved us time.

2.7 Recommendation 7: Addressing Drug and Alcohol Misuse

A more proactive and structured approach to substance and alcohol misuse, its prevention, treatment, and its links to crime, to include policing practices which have been shown to be effective.

Actions:

2.7.1 The Commission was impressed with the work being done by the Resilience project, run by Turning Point, to help those aged under 18 deal with their drug and alcohol problems, particularly heavy cannabis use. We recommend that H&F continues to support this project when current funding runs out in 2021.

Why:

- a. Cannabis (now that there are ever stronger strains) is particularly harmful for under 18s in terms of physical and social impacts.
- b. Early onset of drug misuse is a strong predictor of the severity of later substance problems.
- c. Drug and alcohol misuse is also a driver of acquisitive crime and some violence. This incurs costs for victims and the police.
- d. Resilience's links with Child and Adolescent Mental Health Service (CAMHS) is particularly notable. Many forms of mental illness start in adolescence and there is an established connection between cannabis use and psychosis.
- e. Resilience is keen to expand its services into a wider range of schools, and this would be valuable. H&F's Children's Services Department might be able to 'lean on' some schools to accept Resilience's services.

2.7.2 The Commission urges H&F to work with the police to consider adopting innovative approaches to drug dealing such as those used by an Oxford Taskforce. This could perhaps be in the context of the Gangs, Violence and Exploitation Unit since gang activity and drug dealing are intertwined. The Oxford Taskforce focuses on disrupting county lines drug dealing, safeguarding those unwillingly caught up in the trade, and encouraging drug users to access treatment. One key feature was targeting specific open space locations where drugs are used and sold, often employing environmental design solutions. Ensuring real community engagement was another key, including guaranteed telephone feedback within 24 hours from Taskforce members to everyone who phoned in with information. The new LEOs could provide some of the resources.

Why:

- a. It is evident that action to deal with drug dealing on the streets and in public places is a priority for residents. While the Gangs, Violence and Exploitation Unit will have plans in hand, there must be scope for borrowing ideas from other police forces.
- b. The Oxford Taskforce is highly successful and we were impressed by what they had done:
 - A major feature of the Taskforce's work involves safeguarding vulnerable adults whose property may have been taken over for drug dealing, and safeguarding young people caught up in the drug trade.
 - The Taskforce generates much community engagement. Although this took work, the community provided valuable local intelligence.
 - The Taskforce was a Problem-Oriented Policing (POP) approach which is strongly endorsed by the College of Policing.
- c. Many H&F residents probably feel too little is being done to deal with street drug dealing. The announcement of the Gangs, Violence and Exploitation Unit might help here, but the high level of community awareness in what Thames Valley was doing is worth noting.

2.7.3 The Commission recommends that Forensic CAMHS, that works closely with Youth Offending services and CAMHS, expands its role to offer its expertise to the Gangs, Violence and Exploitation Unit. This recognises the fact that victims and offenders are often interchangeable, and that their complex needs and level of trauma require expert assessment and intervention.

Why:

- a. Some of those coming onto the radar of the Gangs, Violence and Exploitation Unit might, as said, have treatment needs which Forensic CAMHS is well placed to serve.
- b. Forensic CAMHS is already providing services to the Youth Offending Service in H&F so working relationships are set up to a degree.
- c. Forensic CAMHS itself has expressed interest in offering help.

2.7.4 The Commission would like H&F to consider working with the police to adopt a diversion scheme for drug users such as that operating in Thames Valley. In this, anyone (of any age) found in possession of drugs is automatically referred to a drug treatment agency for assessment and help. They are only arrested if they fail to comply.

Why:

- a. One key advantage of this diversionary approach is that a police officer can be back on full duty within ten minutes.
- b. Faced with the possibility of arrest, an offer of treatment may seem preferable. The treatment is, of course, valuable if successful. The drug user voluntarily attends a local drug treatment service for assessment and then has three sessions of education/treatment. Feedback is provided to the police. (In the first six months of the Thames Valley programme, over 40% of adults and nearly 80% of young people completed three sessions. Only 8% failed to take part after initial assessment.)
- c. The diversionary scheme is not dissimilar to that which the MPS is due to pilot in relation to Knife Crime Prevention Orders. (This civil order can be imposed by the court on anyone aged 12 or over, who police believe is regularly carrying a knife, or upon conviction of a knife-related offence.) Like the Thames Valley drug diversion scheme, the approach is preventative rather than punitive.

2.7.5 The Commission would also like the police to consider another diversion scheme like Checkpoint, initiated by Durham Police. In this, criminal sanctions for a range of different offences committed by those aged 18 or more are deferred for six months if the offender agrees to a tailor-made, multi-agency four-month programme to tackle issues which may be linked to offending behaviour.

Why:

- a. The first results of the Checkpoint trial were promising
 - There was a 15-percentage point difference in reoffending after two years for those who took part in rehabilitation compared with those who did not. Of the 2,660 offenders involved, only 166 (6%) have been caught for reoffending - albeit about half in the trial were first offenders.
 - The evaluation shows that it saves money in the long-term, and the scheme is being adopted by a number of police forces.
 - During the four-month programme, the offender is in contact with a police supervisor who is instrumental in accessing the most appropriate support. This allows offenders to see the police with different eyes.
 - The initiative also involves the victim of the crime, who is updated on the offender's progress. Durham police said only five victims were against the scheme.

- b. Again, a help and treatment approach rather than a punitive one, finds favour with the Commission. This is especially so given the latter is generally seen as ineffective in turning offenders' lives around.

2.7.6 The Commission encourages the local authority to support a 'Meet at the Gate' service for H&F men leaving London prisons who will settle in H&F, much like the existing 'Minerva' service for women. This might help encourage them to steer away from risky places and activities that may prompt them to reoffend. Whether a service might be through a specific tender, or an extension to existing contracts, would have to be considered.

Why:

- a. Those leaving prison without families or friends to settle them in might appreciate a sympathetic welcome and could well benefit from immediate assistance with the needs they have, such as accommodation.
- b. We were told that people leaving prison often re-offend immediately after release. Thus, the first day of release is a crucial time to support them.
- c. The service would not be too costly, especially if it involved volunteers, although they would need training.
- d. Many agencies we spoke to were supportive of a 'Meet at the Gate' service. Indeed, Turning Point, the main provider of drug treatment in H&F, suggested they could draw on their pool of volunteers. Some of these are reformed ex-offenders and substance misusers, who might be more cognisant of released prisoners' needs.
- e. The police meet Prolific and Priority Offenders at the prison gate to take them to a probation office, as they will be under probation supervision. These high-risk prisoners, therefore, would not need to be included.

2.7.7 When the new custody suite opens at Hammersmith police station, every effort should be made to ensure the availability of specialist substance abuse workers to engage with and assess those in custody aged 18 or more. They could then offer follow-up help if the person is charged.

Why:

- a. H&F's Youth Offending Service will base a Youth Justice Liaison and Diversion mental health worker at the station as soon as it opens to rapidly assess all the young people. But only those under 18 will be dealt with.
- b. The police are not health workers but could well benefit in making decisions whether to charge from hearing from those who are.
- c. A specialist worker might help the police better understand the issues and possible interventions available to offenders with substance abuse problems.

- d. Those in custody suites could benefit from an early link to someone to assess their problems. On release from the custody suite, that link could draw in others (if they cannot assist more themselves) to offer substance abuse support and other practical help.
- e. If a court appearance ensues, the information gained during a custody suite interview might help the court decide on the most suitable sentence. The custody suite information, for instance, could be fed to a court diversion officer to assess suitability for a Drug Treatment Order.
- f. St Giles Trust, which gave evidence, was strongly supportive of more work in custody suites. They noted that NHS England has started an initiative linking young people in custody suites with liaison and diversion officers who signpost services for those released from custody. We do not know whether this provision is available in H&F, but we have heard nothing of it. In any event, St Giles Trust stressed there was ample room for more resources.

2.7.8 The Commission recognises that early intervention with those with an alcohol problem is beneficial given the link with anti-social behaviour, domestic abuse, and other crime. H&F should help here by expanding the model – developed by ChangeGrowLive – of an alcohol misuse specialist working with GP practices on a sessional basis.

Why:

- a. Time constraints on GPs make it difficult for them to make assessments on patients with alcohol problems.
- b. It has been found that GPs would value some in situ training in this area of health.
- c. Some patients feel that there is less stigma if help is coming from their GP practice.
- d. Better support for GPs from specialists can also help the families of those with alcohol abuse problems. Family members themselves may be suffering from a range of medical problems as a result of living with an active alcoholic.

2.7.9 The Commission recommends the greater involvement of the Housing Department in specialist panels such as the Safeguarding Adolescents at Risk Panel, the Youth Offending Services Out of Court Disposal Panel, and the Safeguarding Partnership Group.

Why:

- a. In the wake of serious crime with a continuing risk to families and individuals, a swift move to more appropriate accommodation may reduce the chance of further serious incidents. The importance of this was stressed by the Forensic CAMHS specialist who has worked with those traumatised by murders linked to county lines.
- b. The Housing Department may help highlight issues around ‘cuckooing’ and lead to quicker resolutions for the vulnerable individuals affected.
- c. It may also help address the problem of recovering addicts and alcoholics returning from residential treatment who are unable to find affordable local accommodation. This group could be helpful role models for others still abusing substances.

3 Borough profile

Overview

3.1 There is a summary below of features of the makeup of H&F relevant to the Commission's interests. Full details are in Appendix B. We see 'good' and 'bad' points about H&F in the context of crime and safety issues. There are also points that are useful to know.

3.2 Some key basic facts about H&F are:

- It comprises 2% of London's population, and 6% of the population of inner London boroughs.
- The current estimate of the population is just under 189,000, with nearly 83,000 households.
- There are 16 electoral wards, varying in size and social mix.

Bad points

- The borough has a high population density – a factor associated with higher crime rates.
- Although average household size is comparatively low, there is a fair degree of overcrowding in some dwellings – particularly in some more disadvantaged wards.
- Overcrowding puts pressure on families and might encourage young people to stay out more.
- In 2019, the average monthly rent made H&F the fourth most expensive place to rent in London.
- There is income disparity and income deprivation.
 - While average household income is high, in some areas over a third of households depend on half the average household income.
 - On the national Income deprivation measure, H&F ranked 88th in England, so there were 229 local authorities which fared better. The picture was similar on a sub-measure on Income deprivation affecting children, and a very much worse one on another sub-measure on Income deprivation affecting the elderly
- Deprivation scores are not good either in the borough for Living environment (the quality of housing, air quality and road traffic accidents). Nor were they good for Barriers to housing and services (physical and financial accessibility of housing and local services).
- The proportion of borough residents on some form of out-of-work benefits (8%) was towards the upper range in London.
- The borough had the highest rate of homeless acceptances in 2018/19 of all London boroughs. This was more than twice the average London rate.
- On the national Crime deprivation measure, H&F's score was poor. A quarter of the borough's population are in the worst 20% of local areas.

Good points

- The borough is affluent and has a low unemployment rate.
 - H&F workers are heavily skewed to managerial, professional, or technical occupations.
 - 70% of working age residents have degree level qualifications – the second highest in London.
 - The proportion of state educated pupils gaining grades 9-4 was high.
 - The proportion of 16 and 17 year olds not in education, training, or employment (NEET) was a third lower than the average London figure.
- Reflecting all this, the borough scored extremely well on the national Education, training, and skills measure.
- Highly educated and skilled workers are a resource to draw on. They will have busy lives but, perhaps, good ideas and a social conscience.
- General deprivation has gone down in the borough. Now, the 2019 overall Index of Multiple Deprivation shows that seven of the 11 inner London boroughs had worse scores than H&F. Only three had better ones.
- Rough sleeping and the number of households in temporary accommodation have been falling.

Other things to know

- The borough population is predicted to grow by at least 6% in the next decade. Other projections, taking housing development into account, put the figure much higher. 16-24 year olds is one age group that is predicted to increase the most.
- Population growth will increase pressure on services unless there is more funding. The 16-24 year old group is in the frame with high offending rates
- Nearly half the population is aged 20-44
- The proportion of BAME residents (estimated at 35% in 2020) is smaller than elsewhere in inner London.
- 2011 Census figures show that nearly three-quarters of households live in flats and maisonettes. It is likely to be more now.
- Three in ten households were single adults in 2011. A further one in six were in other shared households, many of whom will be working adults in house or flat shares.
- Households with dependent children formed nearly a quarter of H&F's households in 2011 - a fair degree lower than the London figure.
- Owner occupation is low compared to London as a whole. Nearly a third of households rent privately, and about the same are social renters (renting from the local authority or a housing association).

4 Crime and anti-social behaviour in the borough

What do we know about the level of crime in H&F

4.1 Information about crime in H&F comes from offences recorded by the police (recorded crime hereon). The Commissioners know, however, that recorded crime does not reflect the scale of the problem as many crimes will not be reported to the police. It is also the case that some offences that are reported will not be recorded by the police for various reasons¹. Nonetheless, this Section looks mainly at the picture from recorded crime. Because of the tri-borough arrangement, it is useful to compare H&F with K&C and Westminster².

4.2 Drawing on results from the Crime Survey for England & Wales (CSEW) that measures people's direct experience of crime – whether reported to the police or not – we offer later some indicative figures of what might be nearer the 'real' level of victimisation in the borough, taking non-reporting into account.

Total offences recorded by the police in H&F

4.3 There were 23,700 offences recorded in H&F in 2019. This is a rate of 128 crimes per 1,000 population. Some of these are so-called 'crimes against society' where there is no direct victim; these include drug offences, public order offences, and possession of weapons.

4.4 Compared to London as a whole, H&F's 2019 crime rate was quite high (akin to Islington, Southwark, Hackney and Haringey). However, it is lower than in K&C (159), and in Westminster (321) which had the highest rate of all boroughs (because of a disproportionately large number of thefts from the person and other thefts from workplaces). The Westminster rate thus distorts the average rate for the inner London boroughs. If Westminster is excluded, H&F's rate becomes below the average of the other inner London boroughs.

Differences by ward

4.5 The level of crime in the 16 wards in H&F varies, as would be expected on account of differing socio-economic conditions. The ward with the highest per capita rate of recorded crime in 2019 was Shepherd's Bush Green with 322 offences per 1,000 population (Figure 4.1). This was well over twice the borough rate. Hammersmith Broadway also had a rate well above the average. The ward with the lowest number of recorded crime per capita was Munster.

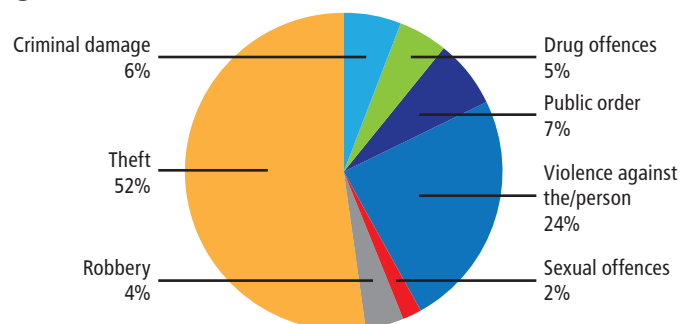
Figure 4.1 Rates of recorded crime per 1,000 in H&F, by ward, 2019

Borough average	128
Shepherd's Bush Green	322
Hammersmith Broadway	226
College Park and Old Oak	156
Addison	132
Parsons Green and Walham	125
Town	123
Ravenscourt Park	114
Fulham Broadway	104
Fulham Reach	103
Avonmore and Brook Green	99
North End	86
Askew	79
Palace Riverside	78
Warm halt and White City	76
Sands End	73
Munster	65

Source: MPS Crime Dashboard.

The make-up of recorded crime in H&F

Figure 4.2 Breakdown of recorded offences in H&F, 2019



Source: ONS. Criminal damage includes arson. A small number of miscellaneous offences are omitted.

¹ Because of the variability of non-recording across police forces, recorded crime statistics are not now designated as national statistics.

² The figures in this Section come from various sources. Some are from the Office of National Statistics (ONS) Recorded crime data by Community Safety Partnership area (release date April 2020). Some are from the MPS Crime Dashboard. Others are from MOPAC's Crime Dashboard, which draws on the MPS Datastore but gives ward level data. The ONS figures can be found at: <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/recordedcrimedatabycommunitysafetypartnershiparea>

4.6 Delving a bit deeper:

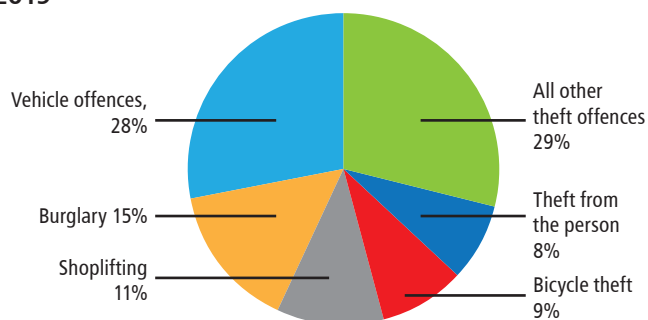
Violence against the Person

- Most offences (44%) involved no injury; 34% involved injury, and 22% were stalking and harassment offences.

Theft offences

- Figure 4.3 shows the theft breakdown in 2019. It encompasses burglary - a crime of concern to many - which makes up 15% of thefts. Most of them were residential burglaries (1,329) - a rate of 23 per 1,000 households.
- Vehicle offences make up 28% of total thefts. Of these, 63% were thefts from vehicles; 18% were vehicle interference (where there are signs of someone trying to get into a car but we do not know whether the intention was to steal from it or steal the car itself); 19% were actual thefts of vehicles – these numbered just under 700, a rate of 9 per 1,000 households³.

Figure 4.3 Breakdown of recorded theft offences in H&F, 2019



Source: ONS

4.7 At ward level, the main difference between the make-up of offences was that there was a much higher proportion of thefts in Shepherd's Bush Green (44%) than elsewhere (26%). This was particularly so for shoplifting.

Changes in offences recorded by the police in the last year

4.8 Recorded offences in H&F in 2019 increased by 7% compared to 2018. This increase ranked in the middle of the 32 boroughs⁴. The increase in H&F was about the same as the MPS average (8%), but lower than the inner London borough average (11%). The increase was greater in K&C (13%) and much more so in Westminster (30%).

Changes in different recorded crime types

OBSERVATION

Some residents want timely information about crime and where they live. But there is a case for more 'health warnings' about recorded crime data. These should say that offences vary in seriousness, and that trends can be volatile.

4.9 Most offence types in H&F went up over the year, although some went down. Figure 4.4 shows the results. In terms of numbers, some illustrative figures (rounded) are below:

Thefts from the person	+24%	180 more offences
Vehicle offences	+21%	600 more offences
Drug offences	+14%	135 more offences
Robbery	+13%	100 more offences
Possession of weapons offences	-11%	20 fewer offences
Residential burglary	-4%	50 fewer offences

Figure 4.4 Percentage change in recorded crime in H&F between 2018 and 2019

Total recorded crime (exc'g fraud)	7
Theft from the person	24
Vehicle offences	21
Drug offences	14
Robbery	13
Public order offences	11
Criminal damage	10
Bicycle theft	9
Other theft offences	8
Stalking and harassment	8
Other theft offences	8
Violence without injury	4
Violence with injury	1
Sexual offences	-3
Residential burglary	-4
Non-residential burglary	5
Shoplifting	-9
Possession of weapons offences	-11

Source: ONS

³ Vehicles cover cars, vans, motorbikes, motor-scooters, and mopeds

⁴ There are later figures available until the end of March 2020, but because of the Covid-19 outbreak the trend in crime has been downward everywhere, so a Financial Year comparison could be misleading.

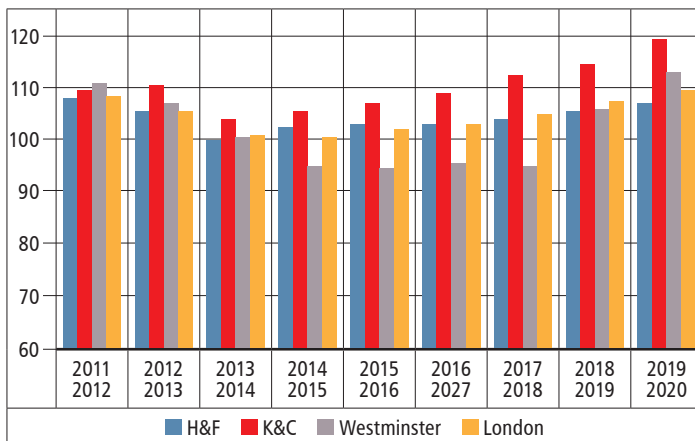
Changes at ward level

4.10 Most wards saw a rise in recorded crime between 2018 and 2019. Avonmore & Brook Green registered the highest increase (21%), whilst North End had a decrease of 8%. However, year on year figures at ward level are volatile. Previous analyses by H&F for 2015-16 to 2016-17, and for 2017-18 to 2018-19 showed a different pattern for each of the two periods, with neither similar to this current 2018-2019 pattern.

Longer-term changes in recorded crime in the borough

4.11 Figure 4.5 looks at trends in overall recorded crime rates in the borough over the last decade. Only financial year figures are available for this. Comparisons are made with K&C, Westminster, and London as a whole. Rates were indexed at 100 for 2010-11. This means that – for instance - the rate in 2011-12 in H&F went down compared to the index year, and the rate in 2019-20 was 6% less than in the index year.

Figure 4.5 Longer-term trends: year-on-year changes in rates of recorded crime (2010-11 = 100)



MOPAC database and ONS.

4.12 Other main points are:

- The changes in rates in H&F in 2019-20 compared to 2010-11 gives a better picture than for London as a whole.
- For some years, rates in H&F increased less than in London. In other years (2014-15 for instance) the year-on-year increase was higher in H&F than in London.
- The biggest increase in crime over the ten years has been in K&C.
- The overall change in crime rates in H&F between 2010-11 and 2019-20 (at -6%) was the 11th most favourable of all the London boroughs.

A better indication of the amount of crime in the borough

4.13 It is commonly accepted that figures of offences recorded by the police will undercount victims' experiences since many crimes do not get reported to the police. The Crime Survey for England and Wales (CSEW) is a very large victimisation survey, which measures the annual number of household and personal offences experienced by those aged 16 or over living in private households – whether they reported what happened to the police or not

4.14 The CSEW cannot drill down to a borough level, but it provides a sound indication of the degree to which recorded crime does not capture unreported offences. Some main results from the CSEW and victimisation surveys in other countries are:

- The CSEW shows that just under 40% of all the crimes measured by the survey are brought to police attention, although this varies considerably by type of victimisation. Virtually all thefts of cars will be reported, for instance, not least because insurers want a police crime reference number. But many acts of vandalism do not get reported.
- Reporting generally reflects the seriousness of the victimisation, although surveys that have asked victims to rate the seriousness of what happened to them show that many crimes judged as serious are not still reported – often because of the victim/offender relationship.
- The latest figures from the CSEW indicate that about a third of victims do not report because they think the police could not do anything. Nearly as many thought that what had happened was too trivial or not worth reporting. Just over a fifth believed the police would not have been bothered or interested.
- CSEW results are very consistent over time, and across different areas and population groups. Victimisation surveys in other countries, too, show broadly similar patterns about the extent of reporting by offences type, and about reasons why victims do and do not report.

Multiplying up recorded crimes

4.15 At national level, some types of offences measured by the CSEW are compared with the equivalent number recorded by the police – to give an estimate of the so-called ‘dark figure of crime’. Comparisons need to be restricted to certain categories of offences – known as the ‘comparable subset’. For instance, sexual offences are unlikely to be reliably measured in a household survey. Thefts of personal and household property also fall into a larger police category of thefts.

4.16 That said, reporting rates for the comparable subset (40% overall) can be used to multiply up the number of recorded offences to take account of non-reporting. In principle, various adjustments could be made to the recorded crime figures to match more closely with the coverage of the CSEW, from which reporting rates are derived. For instance, the CSEW will not cover robbery or theft from the person of those aged under 16. In the interest of simplicity, it has been assumed that reporting rates for those under 16 will match those for victims who were older than this.

4.17 Table 4.1 shows that about 13,500 offences were recorded by the police in H&F in 2019 to which reporting percentages can be applied⁵. Main features are:

- Given that overall, only 40% of crimes in the comparable subset measured by the CSEW were reported to the police, this suggests that if they had been reported, the police count would be approaching 34,000 – two and a half times more than the number recorded.
- The biggest gaps are for those offences with the lowest reporting rates – particularly, vandalism and theft from the person.
- There is little difference between the likely ‘real’ number of thefts of vehicles as nearly all are reported.

4.18 There are a number of caveats to the analysis in Table 4.1, so it should be seen as suggestive rather than precise⁶.

Table 4.1 H&F recorded crime 2019 inflated to take account of non-reporting

	H&F recorded crime, 2019	% reported based on CSEW figures	Likely ‘real’ number	Ratio of likely ‘real’ crime to police recorded crime
Vandalism & arson	1,350	34%	3,970	2.9
Thefts of vehicles	714	95%	750	1.1
Thefts from vehicles	2,428	39%	6,230	2.6
Vehicle interference	363	38%	960	2.6
All vehicle offences	3,505	43%	8,150	2.3
Residential burglary	1,349	56%	2,390	1.8
Robbery of personal property	818	45%	1,820	2.2
Theft from the person	920	29%	3,170	3.4
Bicycle theft	1,159	41%	2,830	2.4
Violence with injury	1,917	45%	4,260	2.2
Violence without injury	2,507	39%	6,490	2.6
All violence	4,424	41%	10,790	2.4
All comparable offences	13,525	40%	33,810	2.5

% reported figures are based on an average of three years’ figures from the CSEW (April 2016 – March 2019); the unweighted base of incidents for which reporting rates are calculated is about 22,500. See Table 10 in <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwalesannualtrendanddemographictables>

⁵ This number is two-thirds of the total number of ‘victim-based’ offences recorded by the police in H&F in 2019.

⁶ First, there may be differences in how offences are classified in the survey and by the police in practice (although in principle the same rules are followed). Thus, reporting percentages for any particular offence category in the CSEW may not be exact. Second, survey estimates of the percentage of incidents reported are not precise because of sampling error. Third, there is no verification that a crime report was actually made. Some victims may say they made a report when they did not. <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwalesannualtrendanddemographictables> The likely ‘real’ number of offences experienced are rounded so as not to appear spuriously accurate.

Sanction detections

4.19 Many people may remember the term the ‘clear-up rate’, although it has long since been replaced in favour of the sanction detections rate⁷. Here, a crime is considered detected when the police have identified the person or people who are responsible, and it results in an offender being⁸:

- Charged or summonsed to appear in court.
- Cautioned (including reprimands and final warnings)
- Issued with a penalty notice for disorder.
- Issued with a warning for the possession of cannabis.

4.20 The detection rate is the number of detections recorded in a given year as a proportion of the total number of crimes recorded in the same period. It is not the likelihood of any given offence leading to a sanction. Table 4.2 shows the 2019 figures for H&F, by offence type. Offences with the highest rate of sanction detections are those most influenced by proactive policing (e.g. possession of weapon or drug offences which in effect can potentially lead to a sanction at the point of the crime being ‘discovered’). The same applies to many offences in the ‘other crimes against society’ category (i.e., there is no direct victim), such as skipping bail or dangerous driving.

Table 4.2 Sanction detection rates in H&F, 2019

	No. of recorded offences	No of sanction detections	% of recorded offences with an offender sanctioned
Possession of weapons	156	98	63%
Drug offences	1,092	427	39%
Miscellaneous crimes against society	284	78	27%
Violence against the person (V-B)	5,649	508	9%
Public order offences	1,593	127	8%
Criminal damage & arson (V-B)	1,331	99	7%
Robbery (V-B)	875	63	7%
Burglary (V-B)	1,859	92	5%
Sexual offences (V-B)	545	18	3%
Theft (V-B)	6,892	198	2%
Vehicle offences (V-B)	3,437	31	1%
Victim-based offences (V-B)	20,588	1,009	5%
All offences	23,713	1,739	7%

Source: MPS Crime Dashboard.

4.21 The overall sanction detection rate in H&F of 7% may appear strikingly low, but it is in fact slightly better than K&C (6%) and Westminster (5%). The rate in H&F is the same as the inner London borough average, while that in the outer boroughs and London as a whole is a fraction higher.

4.22 The rate of sanction detections in H&F has gone down; the rate was 11% in 2018. There was also a fall in London generally. The biggest fall in both H&F and London was in relation to so-called ‘crimes against society’.

4.23 Low sanction detection rates and a low expectation of the police response have led groups of residents in some wards to take care of their properties by outsourcing the security of their properties to security companies. These particular residents have a preference for these organised initiatives over neighbourhood watch.

Knife crime

4.24 There have been a number of fatal stabbings in H&F which have hit the local headlines, as well as many more non-fatal knife attacks. The MPS presents figures at borough level on knife offences. These are sub-divided into those which involved injury and those which did not (many of which are probably threats)⁹. Because boroughs differ in size, they are both best looked at in terms of rates per capita. Other figures on possession of knife offences are dealt with later.

Knife offences

4.25 In the year to March 2020, H&F does not fare favourably. The rate of all knife offences in H&F was 2.2 per 1,000, ranking it 9th highest of the 32 boroughs. There were 415 offences (Table 4.3). Just over a quarter of knife offences involved injury (much higher than the London average). As a result, the borough’s position worsened on injury offences – ranking 5th highest. K&C ranked first and Westminster 6th (as the proportion of injury offences was lower).

⁷ While the MPS still give figures of sanction detections, the Home Office replaced them in 2014 with a new broader “outcomes framework”. There are no borough figures.

⁸ In more detail, a sanction detection occurs when (1) a notifiable offence has been committed and recorded; (2) a suspect has been identified and is aware of the detection; (3) the CPS evidential test is satisfied; (4) the victim has been told that the offence has been detected; (5) the suspect has been charged, reported for summons, cautioned, reprimanded, or given a final warning; (6) been issued with a Penalty Notice for Disorder; (7) been given a warning for cannabis possession; or (8) the offence has been asked to be taken into consideration by a court.

⁹ Strictly, knife offences are those involving a knife or sharp instrument that can pierce the skin.

Table 4.3 Knife offences 12 months to March 2020

	All knife offences			With injury			
	Nos	Rate per 1,000	Rank of rate	Nos	Rate per 1,000	Rank of rate	% with injury
H&F	415	2.2	9	110	0.59	5	27%
Kensington and Chelsea	434	2.7	3	107	0.67	1	25%
Westminster	1,136	4.4	1	152	0.59	6	13%
Inner London boroughs	5,250	1.4		1,289	0.35		25%
Outer London boroughs	10,330	1.9		1,197	0.22		12%
London	15,580	1.7		2,362	0.26		15%

MPS Weapon-enabled Dashboard.

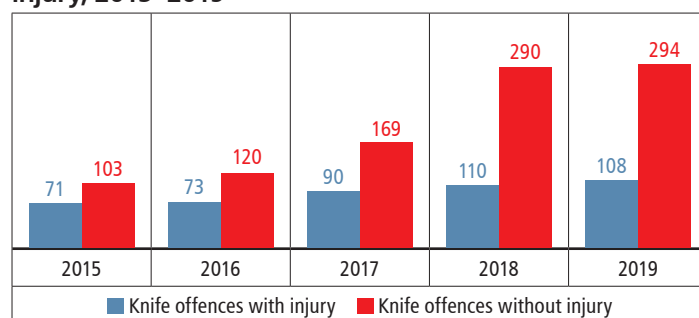
Ward differences

4.26 MOPAC presents ward level data for the year to March 2020. (Longer-term information is difficult to access.) Taking population size into account, the wards with the highest number of all knife offences was Shepherd's Bush Green, with a rate of 6 per 1,000 population. Hammersmith Broadway (5.4) and College Park & Old Oak (4) had the next highest rates. The proportion of offences that involved injury, however, differed on a ward basis. Taking just these, College Park & Old Oak had most (a rate of 2 per 1,000 population), with Shepherd's Bush Green (1.8) and Hammersmith Broadway (1.1) next in line.

4.27 Looking at the figures another way, in the year to March 2020, 35% of all knife offences took place in Hammersmith Broadway and Shepherd's Bush Green, while 50% of knife offences with injury took place in Shepherd's Bush Green, College Park & Old Oak and Hammersmith Broadway.

The longer-term trend

4.28 MPS figures give a longer-term view of trends in knife crime. Figure 4.4 shows a sharp increase since 2015 - although this is so for many parts of the country. The rise has been sharpest in offences not involving injury. As a result, injury offences now form a much lower proportion of offences than was the case earlier.

Figure 4.6 Knife offences in H&F with and without injury, 2015 -2019

MPS Weapon-enabled Dashboard.

4.29 Offences with injury in H&F have gone up by 45% over the five years. The increase was steeper in K&C (up about 50%), and even steeper in Westminster (up 70%). The tri-borough picture was similar for offences without injury, with the increase in H&F (185%) smaller than in K&C (about 250%), and in Westminster (with a very large increase of nearly 380%).

Possession of knife offences

4.30 The number of knife possession offences was similar to the number of knife with injury offences (see Table 4.5). This measure can, of course, reflect the degree of proactive policing in identifying (through stops and searches) those who might be carrying a knife. Thus, a high (or low) score may simply indicate the extent of targeted policing.

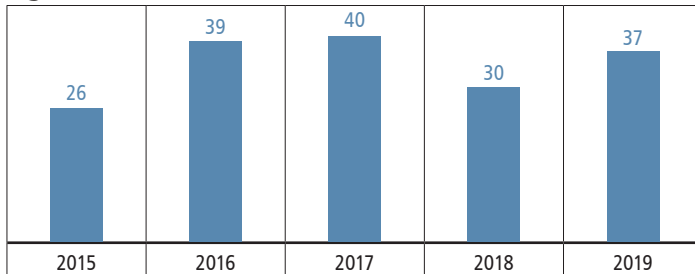
Table 4.4 Possession of knife offences 12 months to March 2020

	Nos	Rate per 1,000	Rank of rate
H&F	117	0.63	12
Kensington and Chelsea	107	0.67	8
Westminster	347	1.34	1
Inner London boroughs	1,570	0.43	
Outer London boroughs	1,376	0.25	
London	2,841	0.31	

Gun crime

4.31 Gun crime refers to any offence in which any firearm identified as barrelled has been used [though not necessarily discharged]. Figure 4.6 shows the number over the past five years in H&F.

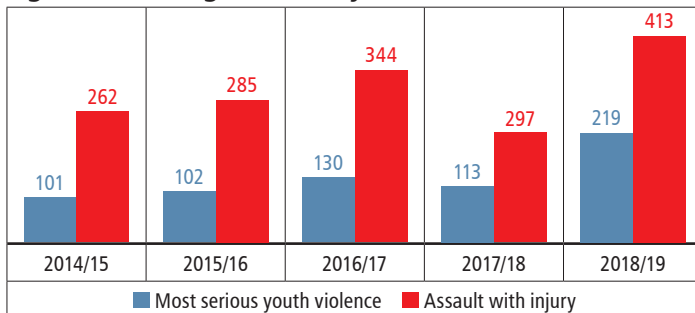
Figure 4.7 Gun offences in H&F, 2015 -2019



Young victims of violence.

4.32 Knife offences are included in an MPS measure of 'youth violence' which records violent offences against victims under 19. The measure splits into victims of assault with injury, and victims of 'most serious violence', which includes gun and knife crime. Figure 4.7 shows the data over the last five years. The number of young victims in the borough increased sharply between 2017-18 and 2018-19. (There are no later figures.) The increase was sharpest for victims of most serious violence. The borough now has a high rate compared to the rest of London. There were 18 victims of youth violence per 1,000 under 19s. The London rate is 13.

Figure 4.8 Young victims of youth violence in H&F



Anti-social behaviour

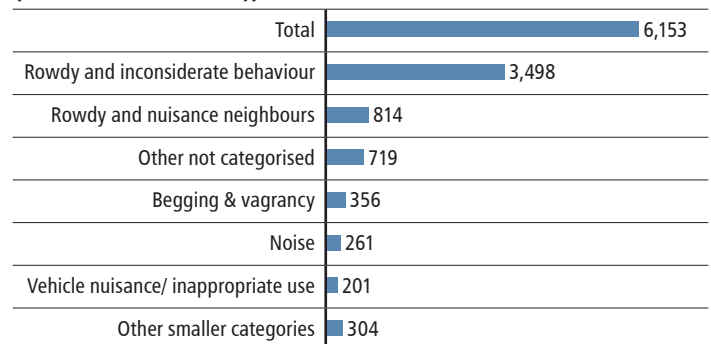
4.33 Anti-social behaviour (ASB) incidents in the borough are recorded on three systems. It is difficult to make a great deal of the figures, as some incidents are not categorised by type. Moreover, it is hard to know whether some incidents of ASB were reported more than once to the three different sources.

999 calls to the police

4.34 999 calls to the police are recorded on the DARIS database. In 2018-19, there were 6,153 ASB calls – about a quarter of the number of recorded crimes. Calls were 1% lower than the previous year. Decreases were evident across most types of ASB. We did not manage to get any figures of calls to 101 about ASB.

4.35 The most common forms of ASB in DARIS are 'Rowdy or inconsiderate behaviour' (just over half the total) and 'Rowdy and nuisance neighbours' (see Figure 4.8).

Figure 4.9 Incidents of anti-social behaviour in H&F (based on 999 calls), 2018-19



Calls regarding council properties

4.36 ASB incidents that occur in council properties are recorded on the council's ReACT database which logged 436 incidents in 2019-20. This was an increase of 2% over the previous year. Taking figures for the last three years (the pattern was the same in each of them), noise incidents were the most common (22% of all calls), followed by verbal abuse incidents (14%), and drugs/substance misuse incidents (12%).

Noise nuisance report to the council

4.37 The Uniform system used by the Environmental Protection Team captures noise nuisance reported by the public to the council. There were 4,467 noise nuisance calls reported in 2018-19, 8% lower than the previous year¹⁰.

OBSERVATION

Information on anti-social behaviour in the borough seems uncoordinated

¹⁰ Noise complained about varied from general noise nuisance, party noise, and domestic noise (music) calls.

Summary

Levels of recorded crime. There is no way of knowing how many crime and disorder incidents occur in H&F, as very many are not reported to the police or council. From what we have to go on, from crimes recorded by the police, the rate in H&F is quite high compared to London as a whole. But it is lower than in Westminster and K&C, and lower than the inner London borough average.

The make-up of recorded crime.

- Violence against the Person made up a quarter of recorded crimes in 2019, but approaching half involved no injury and a fifth were stalking and harassment offences. A third of violence incidents involved injury.
- Theft offences made up half of all recorded offences in 2019. Burglaries were 15% of them. Most were residential – a rate of 23 per 1,000 households. Vehicle offences (mainly thefts from vehicles) made up just over a quarter of theft offences.

Changes in crime levels. Recorded offences in 2019 were 7% higher than in 2018. The increase was similar to the MPS average, but lower than that for the inner London boroughs as a whole. Recorded crime rose more in K&C and Westminster.

- Thefts from the person and vehicle offences rose most in H&F, but some offence types went down. Different year-on-year comparisons will vary at offence level.
- Over the longer-term, changes in crime rates in 2019-20 compared to the 2010-11 gives a better picture than for London as a whole. The drop of 6% was the 11th most favourable of all London boroughs.

Taking account of non-reporting. Using figures from the national victimisation survey, an estimate was made for some categories of offence of their likely 'real' extent, taking account of likely levels of non-reporting. For survey crime categories that match police ones, only 40% of survey crimes were reported to the police. This suggests that if they had been reported the police count would be approaching 34,000 – two and a half times more than the number recorded. The biggest gaps will be for offences with low reporting rates – particularly, vandalism and theft from the person.

Sanction detections. The number of crimes recorded in 2019 can be compared to the number of 'sanction detections' in the same year. Offences with the highest rate of sanction detections are those most influenced by proactive policing (e.g. possession of weapon or drug offences which, in effect, can potentially lead to a sanction at the point of the crime being 'discovered'). For offences with a direct victim, the sanction detection rate was a mere 5%.

- The rate of sanction detections has gone down in H&F, since 2018, but the same picture is evident in London generally.

Knife crime. In the year to March 2020, there were 2.2 knife offences per 1,000 population in H&F, excluding possession of knife offences. This rate was 9th highest of the 32 boroughs. There were 415 offences.

- Just over a quarter of knife offences involved injury (much higher than the London average). As a result, the borough's position worsened – ranking 5th highest
- The wards with the highest rate of all knife offences were Shepherd's Bush Green, Hammersmith Broadway, and College Park & Old Oak. They accounted for 35% of all knife offences.
- For knife offences involving injury, the position changed somewhat, with College Park & Old Oak having the highest rate. The three worst wards accounted for 50% of all knife offences with injury.
- Knife offences have increased sharply since 2015 – although this is the case elsewhere. Offences not involving injury have risen most, so injury offences are a much lower proportion than was the case earlier.

Gun crime. There have been an average of 37 gun offences each year over the past five years in the borough.

Young victims of violence. The number of young victims of violence in the borough increased sharply between 2017-18 and 2018-19. There were 18 victims per 1,000 under 19s – a high rate compared to London as a whole.

Anti-social behaviour. There were just over 6,000 calls to 999 about anti-social behaviour in 2018-19. Just over half were categorised as 'Rowdy and inconsiderate behaviour'. There are two other council databases which capture calls about anti-social behaviour. All told, there were just over 11,000 reports of anti-social behaviour in 2018-2019 – about 70 calls per 1,000 residents over 16.

5 Youth offending

First time entrants

5.1 One measure of youth offending comes from the number of 10-17 year olds coming into the Youth Justice System (YJS) having received a first caution or conviction. These are called First Time Entrants (FTEs). In H&F, there were 42 FTEs in 2018-19 – a rate of 3.1 per 1,000 in the age group¹. This rate was higher than in London (2.6) or England as a whole (2.2).

5.2 Overall, there has been a very steady downward trend in the rate of FTEs over the past few years. In H&F, the same downward trend was evident with the 3.1 rate in 2018-19, nearly half that two years earlier.

Those cautioned and sentenced

OBSERVATION

The number of children who come within the orbit of the youth justice system has fallen within H&F and nationally. The current numbers may strike residents as low.

5.3 The number of children (aged 10-17) who were cautioned or sentenced in H&F has decreased over time. In 2013-14 there were 150 children cautioned or sentenced, but in 2018-19 (latest figures available), this had fallen by nearly half to 79. This represents a rate of 5.8 per 1,000 in the age group. More children are cautioned than sentenced and, if sentenced, it is predominantly to a community sentence.

H&F Youth Offending Service

Out of Court Disposals

5.4 YOS is now actively involved in an Out of Court Disposal (OCD) programme to keep young people out of the criminal justice system wherever possible by offering community resolutions, a youth caution or a conditional youth caution. It is a multi-agency programme underpinned by an early intervention approach. An OCD panel, which decides on outcomes, consists of professionals from the statutory and community sectors. This enables it to make bespoke targeted responses to families, ensuring that they have the support they need to prevent their children being dealt with at court. The panel started work in September 2019 and the initial indicators are that the rate of recidivism is low. The target is for no further offending for one year after the intervention.

5.5 To date about 70 young people have been dealt with by the OCD panel. Drugs are by far the most frequent offences involved, the vast majority being for possession of cannabis.

The Knife Crime Pilot

5.6 The borough is one of the areas for the MPS's Knife Crime Pilot. One focus of this is on diversion for those committing knife offences. In fact, H&F has always diverted simple possession of a knife for those under 16. Those aged 16 and 17 may be diverted at court with the agreement of the Crown Prosecution Service. For first time entrants, a request for diversion is made at court.

Resettlement work

OBSERVATION

It seems unfortunate that resettlement work with those under 18 leaving custody may fall victim to austerity.

5.7 The number of those under 18 in H&F going to custody has fallen – a 50% reduction in the last year. When they leave custody, there is currently a half-time Resettlement Worker who assists with managing the transition. MOPAC funds the resource costs, but funding is due to end in March 2021. The resettlement work is said to have significantly reduced the likelihood of recidivism and costly remands - indeed exceeding the original target set.

5.8 Section 7 deals a bit more with YOS activities.

Supporting Families against Youth Crime (SFYC)

5.9 This initiative arose from the government's Troubled Families programme and uses a contextual safeguarding approach which focuses on extra-familial harm. It works with young people from 11-18 at risk of offending or re-offending, those involved with violence or at risk of exploitation and persistent truants. Wipers, Key4Life and the Violence Intervention Project (chosen because of their existing links with the Youth Offending Team) as well as QPR Football Club, are involved in the initiative and there is a Contextual Safeguarding lead who coordinates the project. Wipers and Key4Life offer mentoring and counselling to those considered more vulnerable and the Violence Intervention Project works with those involved with more serious violence. Their funding is due to end in October 2020 and it is not completely clear how they link with the newer initiatives such as the knife crime pilot and the Gangs, Violence and Exploitation Unit.

¹ April 2018 – March 2019 figures. Offences resulting in a Penalty Notice for Disorder are not counted as first offences.

6 Drug and alcohol misuse

6.1 The drug problem in the UK has been recently reviewed by Dame Carol Black. Her 2020 report (the Black Review hereon) informs some of this Section¹. However, it mainly draws on the evidence we were given, and our own experiences and professional knowledge. We deal, in this section, with both drug and alcohol misuse: they often go hand in hand.

6.2 There is of course the issue of recreational drug use. We have not focused on this. Experimentation with drugs (and alcohol) is normal - mainly in adolescence - and does not usually lead to offending other than the act of possessing drugs. When recreational users cross the line into problematic use, we are likely to have picked them up in the discussion below. Probably the biggest issue with regards to recreational drug use is that it serves to sustain the illegal drugs market.

Evidence and personal experience

6.3 Overt signs of drug dealing came first on the list of concerns mentioned in the written evidence and the survey of Tenant and Resident Associations (TRAs). It was the third most mentioned problem in the youth survey (see Section 9). Several Commissioners were also troubled by regularly witnessing drug dealing on the streets. Moreover, the professionals we spoke to were in accord about the prevalence of street dealing and drug-related offences in the borough.

6.4 The Commission was all too aware of the harms associated with drugs and alcohol, but particularly relevant is that:

- Drug users who need to fund their habit commit much acquisitive crimes. This can be robbery, theft from shops, houses or vehicles. It could also be thefts of bicycles or mopeds either to trade as a source of cash, or be given to dealers for them to transport drugs.
- Violent crime is committed by those under the influence of drugs, when there are clashes with rival gangs or when dealers target users who owe them money.
- Those who drink heavily contribute to assaultive crime (including domestic violence) and anti-social behaviour.

County lines

OBSERVATION

We heard about the problem of cuckooing in council and housing association properties. But we also heard that private rented properties are being increasingly used.

6.5 While drugs are cited as a major factor in the national increase in serious violence over recent years, it has been exacerbated by the county lines phenomenon. This has been underpinned by the declining use of heroin and cocaine in big cities, but an increased supply available. With new markets needed, a pattern has emerged of gang members and dealers exploiting vulnerable people to sell drugs in other areas. London is a big supplier of county lines. Many adult victims of county lines exploitation are those with drug and mental health issues; their accommodation is often taken over to prepare and deal drugs – known as ‘cuckooing’.

6.6 What has caught the headlines more, though, is young people being drawn into county lines. The Black Review sees this as related to increases in child poverty, in numbers of children in care, and in school exclusions. It points out, however, that not all young people are groomed or coerced. Some see it as an opportunity to earn money and status. The Review says there is evidence that young people with heavy cannabis use come into county lines operations to pay off debts.

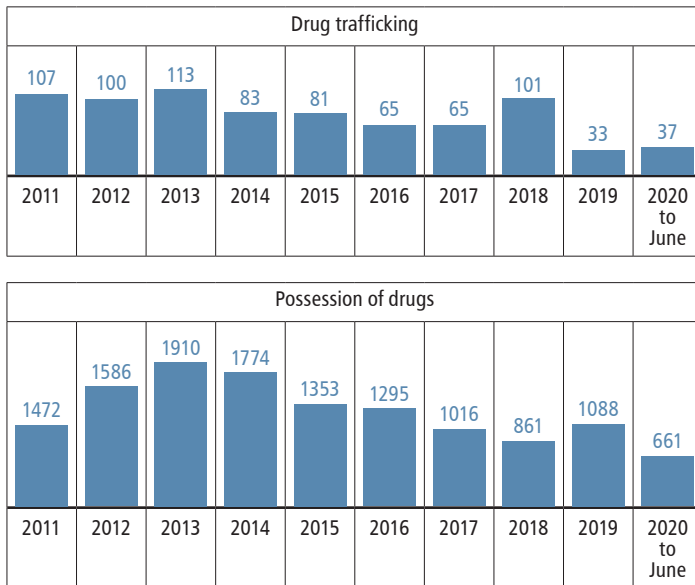
6.7 The Black Review estimates there are 2,000 teenagers in London involved in county lines. On a pro-rata basis, this might indicate that between about 30 and 90 teenagers are involved in H&F. The lower figure takes H&F teenagers as a proportion of the London total; the higher number takes them as a proportion of inner London borough teenagers. The Children’s Commission has recently put the figure at 4,000 London teenagers being involved. This would double the H&F estimates above.

¹ See <https://www.gov.uk/government/publications/review-of-drugs-phase-one-report>

Recorded offences of trafficking and possession in the borough

6.8 Recorded offences of drug trafficking and possession of drugs are not very illuminating. Rather, they show how often the police come across or seek out people with drugs on them, or in the act of dealing – and then make an official record of this. Statistics will reflect current policing priorities and policing styles, making borough comparisons difficult. Figure 6.1 shows the number of trafficking and possession offences in H&F since 2011.

Figure 6.1 Drug trafficking and drug possession offences: H&F, 2011 to end of June 2020



Some points can be drawn out.

Drug trafficking

- The number of recorded trafficking offences may strike residents as implausibly small.
- Compared to the four previous years, there was an increase in offences in 2018 when Operation Puglia operated to disrupt local drugs markets². The drop in 2019 may be a result of this 'clean-up' – or the police may have simply prioritised other things.
- The relatively large number of offences in the first six months of 2020 is notable. It may indicate more drug-dealing activity, and/or more police resources available as crime fell in the Covid-19 lockdown.

Drug possession

- Possession offences have generally gone down since a peak in 2013, despite little evidence from drug workers of any reduction in either availability or use. There was an uptick in 2019.
- Again, the number of possession offences in the first six months of 2020 is on the high side.

Drug use and offending

6.9 Whilst we have a count of offences of trafficking and drug possession which are recorded, there is no exact data on how many other offences are linked to drug use or gang/dealer activity – even though it is axiomatic to many that drugs and crime are intricately linked. The Black Review estimates that just over a third of those in prison are there for drugs-related crime - 40% of them convicted of trafficking and possession, and 60% for acquisitive crimes related to addiction.

6.10 A rough classification of those involved in drug-related crime might be along the lines of:

- 'Ordinary' offenders who also happen to use drugs. They will be likely to continue to offend.
- Drug users who resort to crime to fund their habit. They are seen as tending to cease offending once their dependency on drugs is dealt with.
- An often homeless group whose substance abuse may be a form of self-medication to manage anxiety and depression, or to block out auditory hallucinations problems which can cause them to become violent against imaginary persecutors.
- Drug dealers and/or gangs who resort to violence to protect reputation, territory and profits.

Drug dealing in the borough

OBSERVATION

Recreational drug use may not lead to offending, but it sustains the activities of illegal drug dealers

6.11 Those we talked to said that the most frequently dealt drugs in the borough are cocaine (in powder or crack form), and cannabis (especially skunk). The Black Review sees demand for powder cocaine as linked to that for other recreational drugs (such as ecstasy and amphetamines). It sees increased use of recreational drugs as having been driven by those under 30, with demand strongly associated with the night-time economy and alcohol.

² Operation Puglia started in October 2017 as a proactive and intelligence-led operation across H&F, K&C and Westminster, in response to an increase in violent crime in the three boroughs. This included a rise in the use of knives and firearms.

OBSERVATION**There is a growing number of under 21 year-olds being convicted of supplying drugs**

6.12 The Black Review found that, nationally, heroin and crack cocaine tend to be dealt together at street level. In large cities, this is by local organised crime groups or street gangs. We assume this to be the case in H&F. The Black Review also found that more young people are being convicted of supply offences. In 2018, around one in three of those sentenced for supplying crack cocaine, and one in four sentenced for supplying heroin, were under 21 – with a similar picture for cannabis supply.

6.13 We were told that in the past most low-level dealers in the borough tended to deal because of their own use. Now more young people see dealing as a way of making money. They may be one source of supply for recreational drugs. There is also seen to be a long-established heroin market, but local workers say heroin users are less likely to use street dealers unless they are new to the borough or just released from prison; rather, they get heroin from dealers operating in their own homes.

Reductions in the provision of services

6.14 Austerity has had a major impact on resources available to deal with drug and alcohol misuse.

- **The Council.** Treatment in the community is now the responsibility of local authorities. They also have to fund places in residential treatment, and play a role in finding suitable accommodation for those released from prison who are without family ties. Moreover, H&F has a hand in the provision of treatment programmes, commissioned from NHS trusts and third sector providers. Cut-backs have had an impact in all localities – made worse, the Black Review says, by central government funding and oversight also falling away.
- **Police.** The closure of stations in and around the borough has made it harder for drug workers to visit offenders in custody suites – a stressful time when they are more likely to consider treatment. This is in contrast to the heady days when drug workers were required to be in police stations to test those in custody and lay out their choices. (One long-term drug worker we spoke to said that when there were routine drug tests for arrestees, 80% of shoplifters tested positive.)

The police used to be key partners with local authorities in Drug Action Teams, and Drug Intervention Programmes – both now stopped. Their demise has contributed to the fragmentation of partnership working in relation to drugs at the local level, and this has lessened police engagement. Moreover, while the police are statutorily bound to respond to crimes reported by victims, action to find and convict drug dealers is mainly discretionary and can get squeezed by other demands. Nationally, the number of

drug seizures by the police has fallen in the last ten years for all main drug types.

- **Probation Service.** This is under pressure. Reduced funding and recruitment issues have led to higher caseloads, impacting on the management of ex-prisoners and reducing the scope for visiting those in prison for aftercare planning.
- **Prisons.** Overcrowding and staff shortages have made accessing prison treatment programmes harder. Also, many prisoners with drug problems tend to serve very short sentences, so have limited time in prison treatment and then poor hand-back into the community.
- **Third sector agencies.** Although open to charitable funding, many agencies depend on funds from depleted council coffers. A particular problem now is that most resources are used up by entrenched heroin users, who have severe and costly health problems and cycle in and out of treatment. This leaves little to spare for other groups.

6.15 It is clear, then, that stretched resources are exacerbating the problems of delivering the wide range of services needed to those who would benefit from them.

The main problematic groups in the borough

6.16 There appear to be five main groups of problematic substance misusers in the borough. They are dealt with by different agencies, four of which we spoke to are discussed below.

1. The ageing, relatively stable group of heroin addicts, mainly in their forties and fifties. Some are also cocaine and alcohol users. They are dealt with mainly by Turning Point.
2. Other drug users primarily addicted to cocaine in its crack form. They are typically a younger, more volatile group – especially the 18-25s – who tend to be harder to engage with. Many also have mental health issues which is in line with the findings of the Improving Access to Psychological Therapies programme³. They are also dealt with by Turning Point. St Giles Trust are likely to be also involved with this group.
3. Those children under 18 who smoke cannabis on a regular basis. They are dealt with by Turning Point's Resilience project (see below). What we learned was:
 - Many cannabis users are frequent offenders.
 - Cannabis is particularly harmful in under 18s in terms of physical and social impacts.
 - Higher levels of cannabis use is known to be associated with lower incomes and deprivation.
 - The strongest predictor of the severity of substance misuse problems is age of onset.

3 For more information see: <https://www.england.nhs.uk/mental-health/adults/iapt/>

4. The more than 50% of the homeless population of the Borough with a history of substance misuse, nearly half of whom are ex-prisoners⁴. As said, they are often mentally ill too with a pattern of self-medication with illegal drugs sometimes established to deal with this. This group is primarily dealt with by St Mungo's.
5. Those mainly with a severe alcohol problem. They are primarily dealt with by ChangeGrowLive.

Treatment for drug and alcohol misuse in Hammersmith & Fulham

6.17 Substance misuse is so endemic that many agencies in the borough (funded by the council or not) are involved in dealing with it. Many of those we spoke to stressed that recovery is about more than just treatment. Other assistance is equally important, particularly housing and employment. The Black Review found that 20% of people in drug and alcohol treatment have a severe housing problem. If other needs are not tackled, there is an increased likelihood of a return to substance misuse.

6.18 There were five main agencies we took advice from and their evidence is set out over the following pages.

Parkview centre for health and wellbeing

6.19 Parkview has two specialist workers funded by H&F Community Care - although there has been only one in post for some time. The specialist carries a caseload of drug and alcohol misusers. The post also involves making assessments of people who may require residential treatment - a relatively expensive, but sometimes necessary option. The specialist worker we spoke to was particularly frustrated over lack of access to detox treatment at Charing Cross, where beds are not reserved for local residents.

Turning Point

6.20 Turning Point - one of the country's major drug treatment charities - is the main agency offering treatment to those over 18 in H&F. It has a hub in Shepherd's Bush which also serves K&C and Westminster. If residential treatment is needed, a referral is made to H&F's social workers. Turning Point also work with five GP surgeries providing psycho-social support to around 100 residents who receive methadone from their GPs.

Resilience

6.21 Recognising that they are working with ever younger drug users, Turning Point set up a new project in White City in 2019, called Resilience. It deals with children under 18 and works closely with the Youth Offending Service in H&F as many Resilience clients are known offenders. Resilience also does outreach work in schools (notably the Phoenix Academy and Fulham Cross), as well as in the Bridge Alternative Provision Academy. They would like to expand into other schools, but many seem reluctant

to admit that they may have pupils with drug problems. This might particularly be the case for private schools.

6.22 Resilience also works with youth clubs, and Children's Services. It has links, too, with CAMHS - important as many forms of mental illness start in adolescence and there is an established connection between cannabis use (now that there are ever stronger forms) and psychosis. Resilience has only been commissioned for two years and is up for re-commissioning in 2021.

St Mungo's

6.23 St Mungo's has two day centres in the borough, offering food and showers. It also offers supported accommodation, such as Hope Gardens which has 27 available beds. It provides an outreach service with workers going out each night to help people sleeping rough to move away from the streets. Much work is done with finding accommodation for prisoners who might be homeless on release from prison.

There is more information at: <https://www.mungos.org>

St Giles Trust

6.24 St Giles Trust started as a homelessness charity but has moved into wider areas. Its SOS project works with young people aged 16–25 – a group seen as needing most support. When they appeared before the Commission, SOS were working with 15 young people in H&F. In 2018, 30 had engaged with the SOS service. SOS also supports those who need to attend probation appointments in areas where the attendee might encounter trouble. St Giles is also responding to the growing issue of county lines.

6.25 The Trust recognises that many young people have mental health problems and other vulnerabilities that have not been addressed. They pointed out to us the paucity of Forensic CAMHS provisions for young people, as well as the considerable gaps in other forms of help.

6.26 The Trust felt that more work needs to be done in custody suites. NHS England has started an initiative linking young people in custody suites with liaison and diversion officers who can signpost services for when they are released, but the Trust said there was ample room for more resources.

ChangeGrowLive

6.27 ChangeGrowLive has the contract to provide alcohol treatment services in H&F. It accepts self-referrals, as well as those from a number of other routes. This includes the prison and probation services when there is an Alcohol Treatment Requirement issued by the court. Some service users are regularly picked up for shoplifting and ASB. They may also use drugs and can be referred to Turning Point if drug use is very problematic. ChangeGrowLive arranges private residential detox for heavily dependent drinkers for whom home detox would

⁴ This comes from the charity, Groundswell, who were asked by the Rough Sleeping Commission to conduct peer-led research so that those with experience of homelessness contribute to the Commission. The report Ending Rough Sleeping in Hammersmith & Fulham (Jan 2018) can be found at: https://www.lbhf.gov.uk/sites/default/files/section_attachments/ending_rough_sleeping_in_hammersmith_and_fulham_final_report.pdf

be unsafe. A private facility is used in the main, as local NHS beds are hard to access, as Parkview confirmed. A key frustration is that many referrals come only when they have reached an advanced stage of drinking, by which time health and family relationships have severely deteriorated.

6.28 One day a week, ChangeGrowLive conducts assessments at two GP practices; they also offer some GP training. This has led to more referrals for treatment, and ChangeGrowLive recommend that alcohol workers in GP surgeries should be more widely available, both to intervene early and provide better training for GPs.

Recreational drug use⁵

6.29 The commission acknowledges that it did not have the time to investigate recreational drug use in the borough. This is a very large concern given recreational drug use affects all walks of society. We can see the impact of the increase in usage because of the visibility of drug dealing on the streets and the distribution and collection of drugs to and from residents. Suppliers coerce and prey on the young and vulnerable to sell and deliver. They supply them with electric scooters, bikes and clothes and then put tremendous pressure on them to deliver and threaten their families.

6.30 The use of recreational drugs adds to criminality in the borough. It plays a part in fuelling the illegal drugs trade and might contribute to related forms of crimes that have plagued the borough including turf wars, tribalism, county lines, burglary, theft, and mugging. The supply chain is organised at a very high level and involves slavery, prostitution, illegal immigrants and fraud. We would recommend that the use of recreational drugs and its impact on the borough be investigated further.

6.31 We also acknowledge that, unlike the links between state schools and the police and the Council, there is a gap in the relationship with private schools in the borough. Pupils from these schools are often recreational users of drugs and are also victims of muggings and assaults on their way to and from school. We recommend that ways to work more closely with private schools is considered by both the Council and police.

5 Two Commissioners, Pat Mayhew and Lorraine Ainscow-Searle, do not entirely agree with paragraphs 6.29 and 6.30. They did not feel that the Commission lacked time to investigate recreational drug use in the borough. Rather, they were minded by the fact, first, that experienced field workers did not raise recreational drug use as a major concern; nor did the residents surveyed. Second, there is no way of telling what proportion of street dealing involves recreational drug users although the Black Review says that nationally 70% of recreational drugs are acquired from sources other than dealers and strangers. The two Commissioners accept that recreational drug use plays some part in sustaining the illegal drugs market, but their focus was on how that market serves problematic and addicted drug users, a very large number of whom get involved in criminal activity.

7 Tackling crime in the borough

7.1 At formal Commission meetings, we heard from key units in the council dealing with crime and community safety, as well as from a range of other organisations (see Appendix A). We also made contact ourselves with those we thought had things to say. We will not have covered all relevant agencies, and for those we did hear from, it was challenging to assess their relative importance in dealing with crime problems in the borough. That said, this Section draws together what we heard. What the St Giles Trust told us has been discussed in Section 6.

Policing

OBSERVATION

The Commission wonders how far residents are aware of the substantial change to H&F policing in the tri-borough arrangement

7.2 As mentioned in the Introduction, the tri-borough amalgamation of H&F with K&C and Westminster in April 2019 heralded change to local policing structures and functions. For one, there is more sharing of resources across the Central West Basic Command Unit (CWBCU). For H&F police, this can mean local officers being 'abstracted' to the other two boroughs when they need them, but it also means H&F are able to draw on more specialist resources if difficult situations arise. H&F can also draw on pan London resources – e.g., the Violent Crime Task Force which has been posted to White City, Ladbroke Grove and North Westminster for some time.

Police resources in borough

7.3 The tri-borough change has led to more centralised management. One effect of this, which we were frustrated by, was that we could not get information on the number and type of police resources in the borough. We appreciate that staffing levels constantly change, and the tri-borough arrangements will have complicated matters. Nonetheless, we find it surprising that current indicative figures are not available for police resources in H&F and how these have changed recently.

7.4 What we do know about resources for CWBCU as a whole is that:

- In May 2016, CWBCU had 2,267 full-time equivalent police officers in post. This fell back in 2017 and 2018, but then rose to stand at 2,101 in May 2020.
- There were 114 Police Community Support Officers (PCSOs) in May 2016, now down to 58.
- Metropolitan Special Constables numbered 402 in May 2016, now down to 264.

We also know that there are two PCs and one PCSO in the 16 Wards in H&F, with a Sergeant based across four wards covering nearly 50,000 people. The same model exists in K&C and Westminster.

7.5 We also became aware of the police Youth Engagement and Diversion Team. This works across the three boroughs, but we were unclear how it fitted into the policing structure. The Team is due to expand from its current 12 members to 46 but it is not known at present how many will work in H&F and whether this increase will result in any change of direction.

7.6 The promise of 'more bobbies on the beat' in London is being realised. We were told that, since March 2020, about 50 extra officers have come into the CWBCU. The disadvantage of having more young and inexperienced officers was felt outweighed by simply having more feet on the ground.

The different strands of policing in London

7.7 There are five different strands of policing in London.

Response teams	Respond to emergency calls and deal with ongoing incidents. Resources have increased here to investigate both non-serious and complex crime.
Safeguarding	Coordinates local and previously centrally managed services to deal with child abuse, rape and domestic violence. Resources have increased
CID	Investigators who respond directly to more serious and complex crimes. Resources have decreased.
Neighbourhoods	Dedicated Ward officers whose duties are 'ring fenced'. Again, resources have decreased.
Headquarters & Leadership	A new focal point for the four other strands. They focus on 'demand reduction' and better back-office efficiency.

Key challenges for CWBCU

7.8 The key challenges for CWBCU that we were informed of are shown below. We do not feel in a position to contest this assessment.

Demand	Increasing, because of more footfall when the Elizabeth Line (Crossrail) opens. The MPS, however, expect this to be mitigated in other ways
Efficient tasking	The police need to work in multi-agency teams to address key issues of ASB, the night-time economy and street population issues.
Night-time economy	This will now be mainly policed by Response teams and the police need to review performance carefully. The police are mainly focussing on violent crime and drug issues, although there is a key Safeguarding role here too.
Events	There will continue to be significant events and the police will need to ensure the right balance between central and local resources.
Officer training	Many officers will be taking on new roles or responsibilities, and it is possible it will take 6-12 months for performance to be consistent.
Effective communication	How the police communicate and share information effectively with partners is something they recognise they should continue to work on.

OBSERVATION

The Commission was particularly struck by the need for effective communication and have made recommendations in Section 2 and Diagram 3 to address this.

Probation

OBSERVATION The probation services estimate that about 100 offenders are responsible for 85% of the offences committed in the borough. They are almost exclusively problematic drug users

7.9 In 2014, probation services were calamitously split (soon to be reversed) into two tiers: (i) the National Probation Service (NPS); and (ii) private sector/voluntary agencies. In H&F (and the rest of London) the second tier is the London Community Rehabilitation Company (LCRC). NPS deals with the highest risk offenders; LCRC deals with low and medium risk ones. LCRC told us that cases of domestic violence form their biggest caseload but that they are currently supervising 73 offenders who have served prison sentences for drug-related offences.

7.10 Every borough also has an Integrated Offender Management (IOM) Unit, which both probation tiers are involved with, along with the police (who chair meetings). IOM adopts a multi-agency approach to identify and help Persistent and Problematic Offenders, - who on release from prison soon reoffend, often to be imprisoned again. They are jointly managed by a number of partner agencies as well as the police and probation.

The council's role

7.11 H&F has a number of units and teams working to reduce crime and anti-social behaviour. The two main ones are the Community Safety Unit and Youth Offending Service. There is also a Prevent Team taking forward one element of the government's counter-terrorism strategy.

Community Safety Unit

7.12 In common with other local authorities, H&F's Community Safety Unit (CSU) works with the police and other partners to make the borough safer. A Strategic Assessment is carried out every three years to identify local priorities. The last Strategic Assessment identified ten local priorities for the period 2018-21 and set out how they were to be achieved.

7.13 The work of the Community Safety Unit also includes:

- A Gangs Forum, co-chaired with the police, which meets monthly to discuss named individuals involved in gangs.
- A Community MARAC (multi-agency risk assessment conference) for addressing complex ASB cases. The top 30 families are looked at by the Community MARAC.
- An ASB team which can use tools such as closure orders (i.e. removing families from council tenancies). Registered social landlords deal with their own ASB problems, but closure orders are not an option for private sector tenants.

Youth Offending Service

7.14 The council's Youth Offending Service (YOS) has 20–22 specialists, including officers from Children and Adolescent Mental Health Services (CAMHS), social care, education, health, and probation. Three police officers are included.

7.15 YOS is geared towards preventing and reducing offending by those aged 10-17. At the end of 2019/20 there were 74 young people open to the YOS, who would have been subject to pre-court or statutory court orders.

7.16 A Youth Justice Board Review in 2017/18 recognised H&F YOS as a site of effective practice due to its record of significantly reducing First Time Entrants (FTE) to the criminal justice system, although we note the downward trend in FTEs is national.

What YOS does	Helps young people at the police station when they are arrested
	Helps young people and their families at court
	Supervises young people serving a community sentence
	Stays in touch with a young person if they are sentenced to custody

Restorative justice

7.17 YOS is also responsible for H&F's restorative justice (RJ) programme, which operates within a legal framework. RJ is not meant to be punitive, but to provide a way forward for the offender. There are four forms of RJ justice in H&F, set out below. We were told that RJ has a high victim satisfaction rate, and that it can lead to a reduction in offending.

Community panels	There are 22 members on a community panel. When YOS presented to the Commission, 24 orders for RJ were currently open.
	A referral order is given by the courts to a community panel when a young person has pleaded guilty. This can now happen multiple times.
	The offender discusses the offence and attends programmes, such as knife awareness and substance misuse.
	Orders last 12 months supervised by a multi-disciplinary team. When the order ends, the conviction is spent, and the young person given a blank sheet.
Victim work	The RJ team works with all types of victims of youth crime. A YOS officer may often be the first person in contact with the victim.
	An impact statement is taken from the victim to use for pre-sentencing reports.
	The offender attends victim awareness sessions and is held accountable. This can be an uncomfortable and emotional process for the young person.
	The goal is to have a conference between victim and offender.

Reparation	Offenders take part in projects to benefit the victim or community. This can include working with charities, youth clubs, the local football clubs and other businesses.
Community outreach	Community outreach includes setting up stalls to sell cards that young offenders have made and giving talks in schools and to local faith groups.
	Community engagement events help the community understand & support RJ

7.18 Funding for RJ comes from various sources. A caseworker, attached to YOS, is funded by MOPAC for 18 hours a week. Additional funding comes from various grants and funding sources, but volunteers are important.

The Prevent Team

7.19 The Home Office works with local authorities and a wide range of other agencies to deliver the Prevent Strategy, which aims to stop people becoming terrorists or supporting terrorism. The H&F Prevent Team is based at H&F but works across K&C and Westminster.

7.20 The Prevent Team works closely with the CSU and there is said to be good information sharing. For people engaged with Prevent, key areas of concern are hate crime and Islamophobia, ASB, gangs and knife crime, social injustice and social isolation.

7.21 The Prevent team told us that they have experienced many successes, such as 600+ parents completing a 14-week parenting programme. A Prevent Peer Review identified a number of strengths, including effective partnership work with a referral service for concerns, called Channel. Community engagement work was considered 'national best practice'.

Education and schools

Hammersmith Academy

7.22 Safer Schools police officers are attached to Hammersmith Academy. They conduct patrols after school and visit local parks. Their visibility was said to give a sense of safety and offer a quick response to tricky situations. The Academy demands a proactive approach from senior leadership.

7.23 The Academy works towards building trust through engagement with local police, students and youth clubs. The Academy also offers counselling and therapy, and child and adolescent mental health services (CAMHS.)

7.24 A staff member at the Academy notes that some parents' reactions to protecting their children is to keep them at home, but this can create an environment for unsavoury relationships on social media.

The Bridge Alternative Provision (TBAP) Academy

7.25 When students can no longer stay in mainstream school due to their behaviour, they can be moved to another school or to the Bridge Alternative Provision (TBAP) Academy. TBAP provides a safe place for students, but some are persistent non-attenders due to being primary carers.

7.26 The main challenges for TBAP were said to be that:

- It cannot deliver the best service due to a delay on a new school building.
- Students are often caught between mainstream school and provisional services.

Victim Support

7.27 Victim Support is funded by MOPAC and the Ministry of Justice. It supports all adult and child victims, working with specialist partner agencies such as the St Giles Trust. It has six case workers and 15 trained volunteers. They all shadow more senior staff members, attend court cases and, after a year, have more specialist training. The number of H&F referrals to Victim Support is about average for the London boroughs.

There is more information on Victim Support at:

<https://www.victimsupport.org.uk/>

Redthread

Young victims of violence

7.28 Redthread is based in A&E departments of London hospitals. Their target group is those aged 11–24 who are victims of violent incidents. It offers a safety plan, trauma containment, help to navigate the hospital experience, and advice that includes anger management (as many young victims want retribution). Redthread also signposts young patients to local services that can support them. H&F has the fourth highest number of referrals in West London.

There is more information at:

<https://www.redthread.org.uk/>

Advance

Domestic abuse and violence against women and girls

7.29 Advance started 21 years ago and is part of the Angelou Partnership. They offer different responses to domestic abuse (DA) and a specialist response to violence against women and girls.

7.30 We were told that there has been an 18% increase in reported domestic abuse incidents over the past three years, and a 50% increase in sexual offences - although Advance recognise that better reporting systems could be at play. They said other statistics show that:

- There are links between youth violence and domestic abuse.

- 1 in 7 children live in a domestic violence (DV) environment (but we were not given the source of this).
- 8 in 10 people had domestic abuse within the family (again no source).

7.31 Advance receive a high proportion of referrals from H&F - the average age being between 18–45. People aged under 18 and aged 65+ are harder to reach.

There is more information at:

<http://advancecharity.org.uk/>

Standing Together

Domestic abuse

7.32 Standing Together Against Domestic Violence pioneered a multi-agency approach to DA in West London, based on a US model called Co-ordinated Community Response. It recognises that when someone is experiencing or perpetrating DA they will meet agencies from many fields including health, mental health, criminal justice, and child and adult safeguarding services. The aim is for these agencies to work closely together to keep victims safe and hold abusers to account.

7.33 Standing Together helps stakeholders to coordinate their activities and supports them to improve. It also identifies gaps. A coordinated response in housing services has resulted in victims being reached earlier. We were told that H&F practices in addressing DA has been recognised as best practice nationally.

There is more information at:

<http://www.standingtogether.org.uk/>

8 Attitudes to the police

8.1 MOPAC conducts two surveys across London to assess attitudes to the police. This Section discusses results for H&F. The most current information is now available only at the tri-borough level. The last data for H&F relates to the year ending March 2019. The samples are not large (about 400 per borough) and this should be borne in mind.

Victim satisfaction

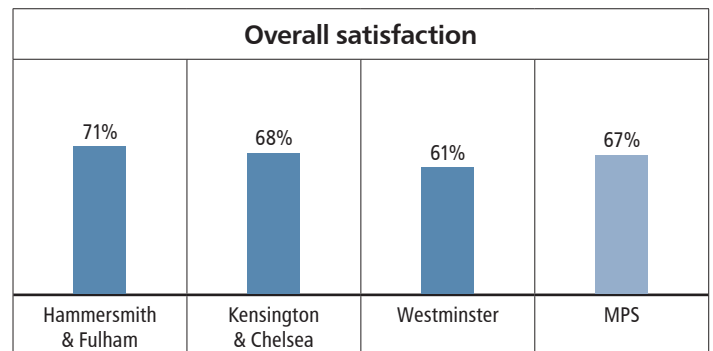
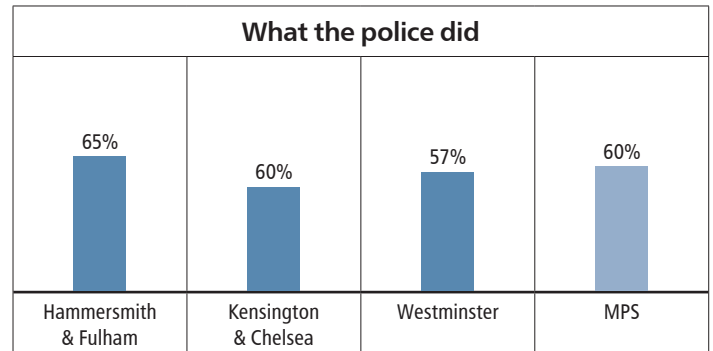
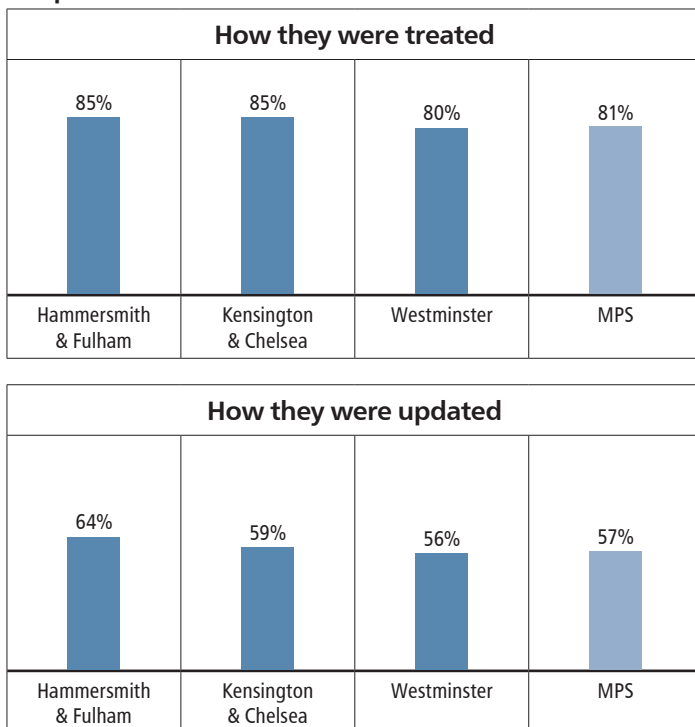
OBSERVATION

The police could do more to keep victims better informed about what action has and is being taken

8.2 The first survey is of victims who reported crimes to the police to assess how satisfied they were with how the police responded. There are four measures, which are shown in Figure 8.1. On all measures of victims' satisfaction, the H&F figures were better than the MPS as a whole, and were generally higher than in K&C and Westminster.

8.3 Victims were most satisfied with how they were treated by the police: 85% in the borough said they were treated fairly or very well. Victims were rather less favourable about what the police actually did and how well the police updated them.

Figure 8.1 Victims' satisfaction after reporting a crime to the police

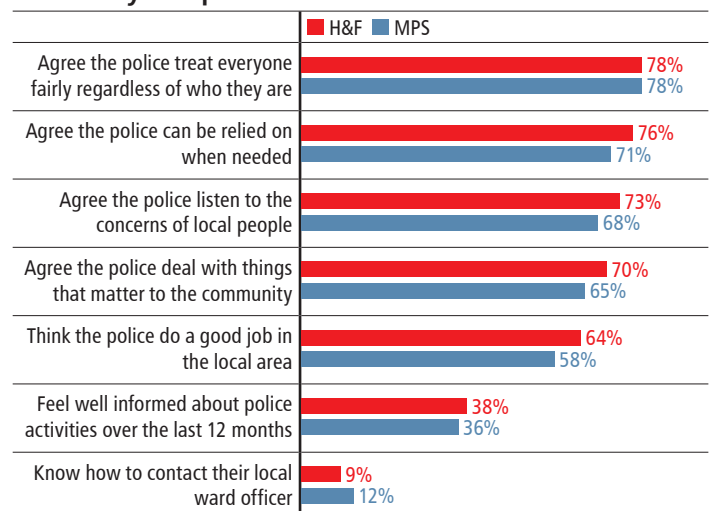


MOPAC User Satisfaction Survey, data for year ending March 2019.

Public perceptions of the police

8.4 The second survey is of residents who are asked what they felt about aspects of local policing. There are seven core annual measures dating back to December 2014. Figure 8.2 compares responses from H&F residents with those for London as a whole (MPS). By and large, H&F results are rather better than for London as a whole (MPS). Whether or not satisfaction levels of between 78% and 64% across five of the seven measures are good enough can be debated.

Figure 8.2 Public perceptions of the police for H&F and the MPS: year up to December 2019

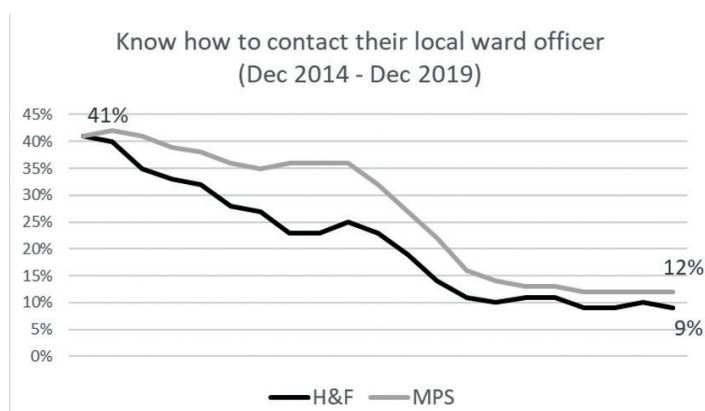


Source: MOPAC Public Attitude Survey.

Knowing how to contact a local ward officer

8.5 There was one measure on which H&F fell behind the MPS average: the percentage of people who know how to contact their local ward officer. This was worryingly low generally (12% across London), but even worse in H&F (9%). In both London and H&F, the figure has gone down considerably. In the case of H&F it fell from 41% at the end 2014 to 9% at the end of 2019 (Figure 8.3). The number who knew how to contact their ward officer was also low in Westminster (9%) and even lower in K&C (7%). Again, trends are markedly down in both of those boroughs.

Figure 8.3 Trends in the percentage who know how to contact their local ward officer



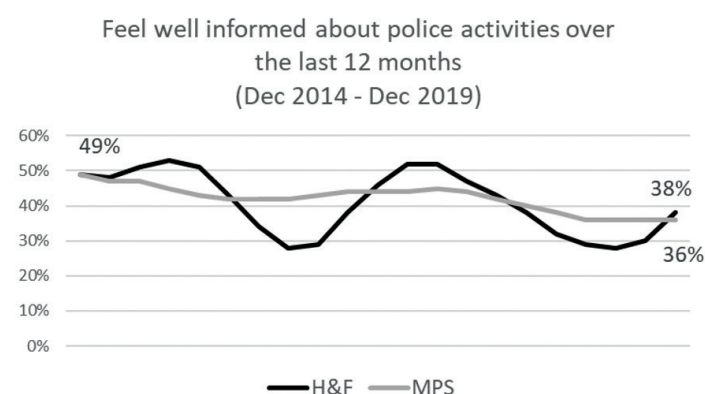
Feeling well informed about police activities

OBSERVATION

The police could do more to publicise how they are tackling crime and disorder in a way that draws attention.

8.6 The proportion of people in H&F (38%) who felt well-informed about police activities was also not encouraging, although it was very slightly better than in the MPS generally. (It was similar to K&C, but a bit lower than in Westminster.) This measure has fluctuated over time but is lower now than it was at the end of 2014 (Figure 8.4).

Figure 8.4 Trends in the percentage who feel well informed about police activities



8.7 As regards the other five measures of policing, there has also been a decline in favourable responses since the end of 2014 – albeit across London as well. Main features are:

- Many of the trends are a little volatile, which may reflect the relatively small sample sizes.
- The proportion of H&F residents who felt at the end of 2019 that the police deal with things that matter to the community (70%) was slightly below the end-2014 level (72%). Figures in the intervening years were higher. The end-2019 figure was similar to K&C but a fair bit lower than in Westminster.
- The proportion who agreed that the police listen to the concerns of local people (a rather similar measure to the previous one) was much the same as at the end of 2014, but again there were higher figures in between. The end-2019 figure (73%) was a fair bit lower than in K&C and Westminster.
- The proportion who felt the police can be relied on when needed (76%) was just a little lower at the end of 2019 than at the end of 2014. Again, though, ratings were more favourable in other years, and ratings were again lower than in K&C and Westminster.
- There has been some improvement in the proportion of people (78% at the end of 2019) who agreed that the police treat people equally. Once again, the figure was lower than in K&C and Westminster.
- On four of the five measures, H&F residents had more favourable opinions of local policing than the MPS average. (For one measure, there was no difference.)

9 Taking the views of the borough

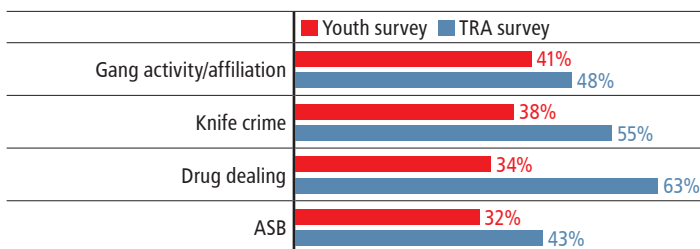
Overview

9.1 This section summarises evidence from five sources on views about crime and policing in the borough. Full details are in Appendix C.

There is evidence from five sources on views about crime and policing in the borough. They are:

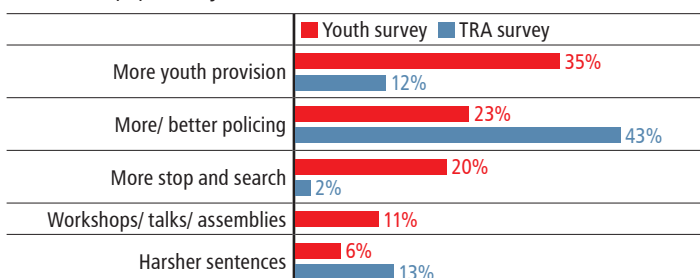
- Written evidence invited by the Commission, which produced only 31 responses. It identified some policing problems; seven people mentioned lack of visible policing, while four commented that 'crimes are not followed up'.
- A survey of four groups of young people which the Commission set up; 119 responded.
- A survey of local Tenant and Resident Associations (TRAs) to which 60 people responded.
- A 'Make your Mark' Youth Parliament survey in which about 1,750 11-18 year olds in the borough voted on the top five priorities for devolved administrations, and on what their one main local priority was.
- A MOPAC survey of concern about knife crime.

Crime concerns. The most useful information came from the youth and TRA surveys. The order of concerns in the two surveys differed a little. More TRAs mentioned drug dealing than those in the youth survey. (Drug dealing also topped the list in the 31 written answers: half mentioned it.)



How to reduce crime in the borough. There were results on this from the youth and TRA surveys.

- The top suggestions in the youth survey were: more youth provision; improvements in policing, and; more stop and search.
- For the TRAs, more police and more visible policing was the top priority.



- In the 'Make your Mark' survey, more police presence was the third most voted on local top priority – by 11%. Very few, though, opted for more youth provision.

Knife crime

- As well as featuring as a concern in the youth and TRA surveys, ending knife crime got the most votes in the 'Make your Mark' survey out of five priorities for the devolved administrations. 47% of young people in H&F voted for it.
- Knife/violent crime also attracted most votes when young people were asked to name their one main local priority; 17% voted for it.
- In the MOPAC survey of borough residents, the percentage thinking knife crime was a problem has increased since 2017. In 2019, 27% thought it a problem.

10 Partnership structures

10.1 In H&F (and no doubt in other boroughs) there is a plethora of platforms to let the council, the police and residents potentially engage with each other on crime and policing matters. In truth, we took some time to understand the different platforms, and perhaps still do not – for one because there is insufficient standardised terminology for them¹. The Commissioners found it hard to judge how effective the different platforms are; quite where they rank in the pecking order; how much they overlap in terms of aims, strategies, and personnel; and to what extent the council and the police were guided by them. That said, we try to lay out the platforms below.

Police and council partnership structures

Community Safety Partnership Board

10.2 The Crime and Disorder Act 1998 established the formation of Community Safety Partnerships (CSPs) in recognition of the idea that crime reduction cannot be the responsibility of just one agency, such as the police, and should be tackled by a variety of agencies working together.

10.3 By law, each partnership must include the Mayor's Office of Policing and Crime (MOPAC), the Metropolitan Police Service (MPS), local authorities, local health services, the London Fire Brigade and Probation. They may also include a range of additional organisations and businesses, all of whom come together to develop and implement strategies for tackling crime and disorder at the local level.

Safer Neighbourhood Boards

10.4 Safer Neighbourhood Boards (SNBs) are an accountability and engagement mechanism established by MOPAC to ensure that the police focus on the priorities of local communities. As well as receiving a ring-fenced amount of money for administrative support, each board can apply to the Safer Neighbourhood Board Fund to support problem solving, crime prevention, crime reduction and community engagement initiatives. SNBs oversee the development of the Safer Neighbourhood Ward Panels to ensure all wards have a panel. Where they are not in place or not functioning, the SNB will ask the MPS what plans are in place to address this.

10.5 The following bodies are usually part of the SNB. Representatives from each attend SNB meetings to report the status and efficiency of each police function that they monitor.

Metropolitan Call Centres (MetCC) Community Forum – This focuses on response times for 101 and 999 calls and provides data on whether national targets are being met in each borough.

Independent Advisory Group (IAG) – This is made up of volunteers who provide independent advice to the police in cases of critical incidents. They are vetted and have signed non-disclosure agreements.

Independent Custody Visitors (ICVs) – These are members of the local community who volunteer to visit police stations unannounced to check on the treatment and welfare of people held in police custody.

Scrutiny Committees – H&F's scrutiny committees are called Policy and Accountability Committees (PACs). The Community Safety and Environment PAC is the H&F scrutiny committee which oversees and scrutinises council and partners' activities around crime and policing.

Ward Action Groups

10.6 Ward Action Groups (WAGs) are a relatively recent initiative of the council. They will be able to replace many of the functions of the Ward Panels but with the added benefits of more stakeholders and more council involvement. They are said by the council to be:

- Doing-not-talking groups - for example identifying key issues in wards that the WAG wish to tackle, champion and/or consolidate.
- Diverse and reflect the demography of the ward.
- Welcoming to new arrivals in the borough and will embrace new thinking and ways of working that encourage participation.
- Flexible in their approach to actively facilitate innovation and participation.
- Able to responsibly advocate and represent residents' views, concerns and ambitions.
- Useful and responsive to the needs of all the public organisations that may use their expertise and knowledge of their wards (e.g., council, police, health, and further and higher education).

Safer Neighbourhood Ward Panels

10.7 Ward Panels advise the Safer Neighbourhood Teams (SNTs) about local community crime and disorder concerns which should enable SNTs to decide priorities matching community concerns.

10.8 Ward Panels are locally based (MPS managed) community/police engagement and consultation groups. A Ward Panel decides the priorities for the ward by examining the results of community consultation and research by police and partners. This will include taking account of public events and meetings where the community has voiced concerns. In addition, the Panel should be fully involved in deciding what type of action should be taken and have input into a problem-solving approach.

¹ For instance, Safer Neighbourhood Ward Panels are sometimes referred to as Police Neighbourhood Panels, or just Ward Panels.

Virtual Ward Panels

10.9 The Chief Inspector for the CWBCU in H&F told us that a Virtual Ward Panel (VWP) is a questionnaire sent electronically to key individual networks (KINS) that is used to brief the Ward Panel. It is up to ward officers to keep it up to date, and lists are local to each ward. A VWP is used to gauge the response of the ward beyond the limitations of physical Ward Panels, which from our experience and investigation are often under-attended. A flaw in this system is that asking the police to manage a database by ward is a poor use of their time and we recommend that a centralised database of residents is maintained by H&F council.

Neighbourhood Watch

10.10 The presence of Neighbourhood Watch is varied across the borough. There is normally one co-ordinator for each street. Neighbourhood Watch groups can be a useful community engagement mechanism, particularly for new residents and older people, at a local level.

London-wide Police Partnership and Prevention Hubs

10.11 Within the new structure for policing, a Partnership and Prevention Hub will be in every Basic Command Unit (BCU) providing specialist crime prevention/problem solving advice in line with a 'Prevention First' model.

Greater London Authority (GLA) Violence Reduction Unit

10.12 The Violence Reduction Unit (VRU) was set up by the GLA in 2019. The unit consists of specialists from health, police, local government, probation and community organisations. The Unit's strategy has three aims:

- To stabilise and reduce violence across London.
- To find the major causes of violence and co-ordinate action across London to tackle them at scale, delivering a long-term reduction in crime and associated harms.
- To involve communities in the work of the VRU and build their capacity to deliver the best long-term solutions to reduce violence.

Click here for more information on The Violence Reduction Unit or copy and paste the following link: <https://www.london.gov.uk/what-we-do/mayors-office-policing-and-crime-mopac/violence-reduction-unit-vru>

Specific H&F council and police joint partnerships

Gangs, Violence and Exploitation Unit

10.13 This Unit is a new initiative organised by H&F council and the police to tackle the rising problem of gang-related crime. It is based at 145 King Street and is closely

aligned to the council's adult and children safeguarding resources.

CCTV Room

10.14 The Commissioners visited the CCTV Room in 2019. We recognise the strong presence of CCTV cameras in the borough. The CCTV Room is manned 24 x 7. It is supported by three managers (one of whom is a CCTV Operator) and eight other Operators.

10.15 There are 1,902 cameras with capacity for 2,000. The positioning of the cameras is evaluated jointly by the CCTV Manager and the police. They are currently positioned as described below:

- 15% are positioned for traffic control
- 5% are for managing crowd control, e.g. for QPR, Fulham and Chelsea football matches
- 1159 cameras are set-up in H&F Estates
- 25 cameras cover H&F parks
- 129 cover residential roads in Hammersmith
- 123 cover residential roads in Fulham
- 110 cover Shepherds Bush
- 26 cover subways
- 58 are redeployable

There are cameras positioned outside Wormwood Scrubs prison, and outside shopping malls.

10.16 The CCTV operations are maintained by a company in the north of England. Tapes are retained for 31 days unless the police have an ongoing investigation.

10.17 As discussed in Section 2, it is very difficult for residents to obtain video footage, and there appears to be no procedure for residents or businesses to request the installation of a camera.

10.18 Despite being advised by both the CCTV Room staff and the police that they work closely together, sharing intelligence and video footage, we believe that new procedures should be adopted to ensure the CCTV Room is more proactive in combating crime in the borough (see Recommendations in 2.2.4 and 2.2.5). The investment in the CCTV Room has not significantly reduced the crime numbers in Hammersmith and Fulham in comparison to other boroughs.

Shop and Pub Watch scheme

10.19 We are also aware of the Shop and Pub Watch schemes. The latter is funded by the Hammersmith Business Improvement District (BID).

11 Resident engagement

Existing police accountability and resident engagement structures in H&F

11.1 In July 2018, the council disbanded the H&F Safer Neighbourhood Board (SNB) as it considered it to be unrepresentative of the profile of the borough and wanted a structure that would more effectively hold the police to account.

11.2 Since 2019, unbeknown to the council, the SNB has continued to operate with support from the police, and funding from MOPAC, to represent H&F on high level pan-London committees such as LCP2. The new self-styled SNB was re-named the Neighbourhood Policing Panel (NPP). We were told that the NPP has the tacit support of MOPAC as a formal body in LBHF, to represent the community in matters of crime.

11.3 Another contentious area in the relationship between the council and the police arose when MOPAC announced its decision to charge more for council-funded officers by eliminating the 'buy one get one free' (BOGOF) arrangement. The constant problem of H&F officers being re-deployed across the CWBCU was one of the reasons that the council decided not to continue to pay for officers. The council (like other London boroughs) has struggled with a lack of its own dedicated police and had funded 48 police officers as part of the BOGOF scheme. H&F funded more police through the scheme than any other London borough. Despite communication between the Commission and police, we have not been able to establish the current headcount and vacancies for the H&F area of the CWBCU.

11.4 This series of events, including the disbanding of the SNB and its subsequent under-the-radar activities, the change in council-funded police officers and the new CWBCU, gives a clear picture to the Commission that the relationship between the council, police, MOPAC and residents has broken down. Trust is low.

11.5 We also found that the SNB and Ward Panel structures hampered the council's relationship with its residents and, as information was not flowing well, the council was poorly informed of residents' crime and policing concerns. It was, therefore, less effective in holding the police to account or scrutiny. This is now further complicated by the fact that the NPP is acting without the support of the council, creating a bottleneck in the flow of information and intelligence that would benefit all parties. The IAG and the SNB, when it existed, acted as 'critical friends' to the police and, in our view, it suits the police to continue to have in place a non-professional and low level of authority system of accountability and checks. Our proposed Police and Crime Audit Committee (Recommendation 2.4) will better represent the borough and hold the police to account. This is because:

- It will be managed by a paid employee (a Police and Crime Coordinator);
- It has a higher level of seniority than the SNB had;
- It will represent organisations and groups who are fully supportive of the Committee and its responsibility to hold the police to account;
- It is independent of the council and politics;
- Decisions will be based on information and intelligence gathered via the new 0800 number, the H&F Crime App, the police, and 999 and 101 statistics.

11.6 However, even before the SNB was disbanded, the system was flawed. Lack of communication between the police, the council, and residents was causing resentment, lack of trust and frustration at the amount of crime being brazenly committed in the borough. Meanwhile, and crucially, a less vocal group of residents – probably younger and of a wider ethnic background – have no voice in the current structure. These younger residents are unlikely to even know that Ward Panels exist, yet they are exposed to becoming victims of serious crime as witnessed by the recent shootings and stabbings in the borough and the rise of gang and drug-related crimes. Youths are also victims of often-unreported crimes including grooming to join drug dealing operations and gang coercion which are the very things that many residents who replied to our questionnaire are complaining about. This further deepens the rift between residents, the council and the police, highlighting the vital role of establishing a functioning and positive relationship between these three bodies.

11.7 A sub-committee of this Commission was set-up to review the effectiveness of Safer Neighbourhood Boards across London. We designed a survey and sent it to target councils (some of which were identified by MOPAC, the chair of LCP2, and the council) to ask about their effectiveness and varying approaches. Meetings were arranged and detailed notes were made of each interview. In summary:

- All the boroughs experience similar problems to H&F with a high turnover of borough commanders and police officers;
- They all suffered from the elimination of the BOGOF police funding scheme;
- All relied on volunteers on the Ward Panels, the SNBs, the IAG etc. for the crucial task of holding the police to account and for setting borough policing priorities;
- The majority of SNB chairs said that the relationship between council and police is key;
- Continuity of volunteers is an issue and the effectiveness of SNBs and Ward Panels is down to the personality and commitment of their chairs.

11.8 A more detailed Review was carried out by LCP2 in November 2019, surveying all London boroughs to determine the extent of support for SNBs and Ward Panels by both the police and councils. The conclusions were:

- There is broadly good support for SNBs from both the police and councils. Inevitably some boroughs have a poorer experience, but if there is such a thing as an average standard it was seen as moving in a positive direction at present.
- Ward Panels showed considerable variation in activity and membership and this, to an extent, reflects the current police position, regarding clarity on guidelines and operating requirements.
- IAGs and Stop and Search Monitoring Groups are present in virtually all boroughs, although the survey did not assess their effectiveness.

11.9 After examining the current structure and speaking to the chairs of SNBs, Ward Panels, and IAGs in other London boroughs, as well MOPAC, and the Chief Inspector for CWBCU, we came to the conclusion that there is no standard format for these bodies across the capital. Not all boroughs have SNBs, but the majority have Ward Panels and IAGs, as well as Scrutiny Committees. Appendix D reports on the people we consulted, and what they said.

11.10 Of all the SNBs we spoke to, Camden was unique. It has had an independent SNB that has been run as a charity for the past 30 years. It is run by a paid employee who acts as the project manager for the Camden Safer Neighbourhood Board. This structure means there is a salaried professional ensuring effective communication, best use of resources, as well as providing continuity and longevity. We are not recommending that H&F form a charity, but we are recommending that a Police and Crime Coordinator is appointed to manage communications and business between the H&F council, police, residents, and agents (see Figure 3 in Section 2).

11.11 Our recommendation is to replace Ward Panels (Recommendation 2.3.3) with a combination of Virtual Ward Panels, the new H&F crime reporting hotline, and a revamped website that will be accessible to all borough residents. This will allow the council to be fully aware of the residents' concerns and be better able to hold the police to account. The old SNB should be replaced with a new Police and Crime Audit Committee (PCAC) and Ward Action Groups (WAGs) in place of Ward Panels. This will remove political implications and allow for continuity and longevity.

12 Requests from witnesses

12.1 The Commission heard evidence from various sources to help us understand what people think about policing and crime in the borough. The following is a summary of what stakeholders from the various statutory organisations, business and the third sector had to say about gaps and the ways in which provision could be improved. In very large part, their comments have informed our recommendations.

Identified gaps

12.2 Custody suites. St Giles Trust emphasised that more work needs to be done within custody suites. NHS England started an initiative within custody suites linking liaison and diversion officers with young people in custody to create a bridge between custody suites and re-entry into the community.

12.3 Mental health services for young people. St Giles Trust also raised its concerns that many young people suffer from mental health and other vulnerabilities that are not being well addressed because of lack of resources and long waiting times for referrals to services.

12.4 Better resident contact with the police. Police representatives accepted that residents were worried about police response times and that there could be improvements in how residents could be informed about how they could contact Ward officers in their Safer Neighbourhood Team.

12.5 Better youth services. Several witnesses accepted that there was a lack of appropriate youth services, especially for the after school period. They also felt that existing services were not well publicised enough.

12.6 Promote success stories. Some witnesses felt that there is not enough promotion of police success or 'good news' stories. They felt a need for this to be communicated more on NextDoor and in other social media.

Recommendations from partners

12.7 The Restorative Justice Team in H&F said there could be improvements if:

- There was more support from the community
- The police understood better what they do
- The police approached young people in more positive ways for minor offences
- There were more opportunities and activities for young people
- Residents understood better the dangers of social media
- Parenting classes were expanded
- There was better understanding of modern slavery in the context of county lines
- There was more support and better awareness of Outreach

12.8 The Bridge Alternative Provision (TBAP) requested that the Commission focus on drugs, social media, and gangs. They said their main challenge was that it cannot deliver the best service due to a delay on a new school building. They were also concerned that students are often caught between mainstream school and provisional services. TBAP also mentioned that many of their pupils came from extremely deprived living conditions.

12.9 Hammersmith BID wanted more engagement from businesses with vulnerable youths. They felt this did not necessarily mean the BID taking an active lead role, but rather placing resources into activities that will reduce youth crime

12.10 Town Safer Neighbourhood Ward Panel recommended

- Support for Neighbourhood Watch
- A collective reporting system for crime issues and improvement on what is already in place
- Better understanding of emergency planning systems
- Collective meetings between the council, police and community

12.11 The Prevent team wanted:

- Less community suspicions of Prevent
- More collaborative working, leading to early intervention through community and partners.

Appendix A

List of witnesses and those consulted

Witnesses appearing at Commission meetings		
Some Commission meetings did not hear evidence from witnesses		
Third meeting	9th Jan 19	
Karen Duckworth (Ch Insp)	H&F Police	Neighbourhoods and The Royal Parks, Central West BCU
Claire Rai	H&F	Head of Community Safety, Regulatory Services.
Alison Sabaroche	H&F	Head, Youth Offending Service
Fifth meeting	4th Mar 19	
Gordan Brockie	BID	Operations Manager, Hammersmith BID
John Childs (Insp)	H&F Police	Manager, Safer Neighbourhood Ward Panels
Sixth meeting	15th April 19	
Sandra Beeton		CEO, Association of Community Panel members
David Chapot	H&F	Manager, Prevent Team
Annabel Cottrell		Town Ward Panel Chair
Aysha Esakji	H&F	Prevent Community Co-ordinator
Tereza Harvey	H&F	Youth Offending Service, restorative justice practitioner
Jo Cohen Jones		Community Panel Member
Seventh meeting	13th May 19	
Trey Campbell -Simon		Youth resident of H&F
Gary Kynaston		Head, Hammersmith Academy
Seamus Oates		Head, The Bridge Alternative Provision Academy
Eighth meeting	17th June 19	
David Evans	St Giles Trust	Partnership Manager
Daniel Lawless	Victim Support	Covers H&F area.
Julia Mayer	Redthread	Hospital-based charity for young victims of violence
Ninth meeting	15th July 19	
Jeanette Bain-Burnett	Home Office	Violence Reduction Unit
Matt Hooper	H&F	Chief Officer, Community Safety
Nicole Jacobs	Standing Together	Coordinates services for domestic violence victims
Niki Scordi	Advance	Works with Angelou to deal with domestic violence
Twelfth meeting	11th Nov 19	
Michael Dibble		Chair, Avonmore and Brook Green Ward Panel
Matt Hooper	H&F	Chief Officer, Community Safety (2nd appearance)
Joanna McCormick	H&F	Assistant Director, Transformation and Special Projects
Kevin Morris	H&F	Secondary Adviser, Education Department
Fourteenth meeting	10th Jan 2020	
Nicola Ashton	H&F	Strategic Commissioner for Public Health
Matt Hooper	H&F Police	Chief officer, Safer Neighbourhoods
Joanna McCormick	H&F	Assistant Director, Transformation & Special Projects

Others consulted	
Nicola Baboneau	Chair, Hackney Safer Neighbourhood Board
Chris Benson	Programme Officer, MOPAC
William Benyure	Lead Nurse, CAMHS, H&F
Sarah Chambers	Chair of H&F Independent Advisory Group; Chair of Fulham Palace Ward Panel
Steve Churchfield	Specialist Social Worker, H&F
Gill Close	Chair of Brent Council Safer Neighbourhood Board; Chair of Dollis Hill Ward Panel; member of the LCP2 Executive
Jim Cook	H&F Neighbourhood Teams Inspector
Tony Doherty	Deputy Service Manager, Youth Offending Services
Mark Dronfield	Turning Point, Adult Services
Stephanie Finonoufk	Teacher, Hammersmith Academy
Alexandra Gatzoflia	Psychotherapist/ alcohol worker at ChangeGrowLive
Dr Heidi Hales	Consultant adolescent forensic psychiatrist, NW London Forensic CAMHS lead
Caryl Harris	Ward Panel Co-ordinator, RB Kensington & Chelsea, member of RB Kensington & Chelsea Safer Neighbourhood Board
Martin Hessian	Senior Probation Officer, National Probation Service
Kim Howell	Chair of Royal Borough of Kensington & Chelsea Safer Neighbourhood Board; member of the LCP2 Executive
James Hoyes	Inspector, Partnership and Prevention Hub, Central West BCU
Richard Johnstone	Resilience, (Turning Point) Children's Services
Jason Kew	Chief Inspector Thames Valley Police
Helen Mahaffey	Systemic Psychotherapist, CAMHS, H&F
Sophie Marshall	Clinical Psychologist, head of FCAMHS for Central and North East London
David Millar	Ex-Chair of H&F Safer Neighbourhood Board; Chair of Ward Panel, member of LCP2 Executive Committee
Rachel Morrison	PC in the Youth Engagement and Diversion Team, CWBCU
Sylvia Nissim	Grants Officer/Office Manager, RB Kensington & Chelsea
Natasha Plummer	Head of Engagements, MOPAC
Vicky Rapti	Contracts & Partnerships Manager – North West Area, London Community Rehabilitation Company
Jon Shapiro	Chair of LCP2, MPS
Gary Smith	Interim Manager, H&F CCTV Business Area
Peter Ward	Projects Manager, Camden Safer Neighbourhood Board
Hannah Woodward	Senior Probation Officer, London Community Rehabilitation Company
Elizabeth Virgo	Chair, Little Venice Ward Panel; Chair, Westminster Independent Advisory Group

Appendix B

The borough profile

B.1 This Appendix draws on a number of sources, including H&F's Borough Profile 2018. Most of the latest information in this is from 2017. More current data has been sourced where possible. Also used is H&F's 2019 report, Deprivation in Hammersmith and Fulham. Information on poverty levels is drawn from this.

B.2 H&F is one of the 12 inner London boroughs, out of 32 boroughs in all. It is the third smallest borough, with its population just 5% of the inner borough, and 2% of all boroughs. The population is estimated to be just under 189,000 in 2020, comprising nearly 83,000 households.

B.3 Population density is high, however. H&F ranks as the 8th most densely populated London borough, with twice the density as London as a whole (2020 figures). By and large, high population density is negative in terms of crime and disorder, but other factors can be at play at local level.

B.4 H&F has 16 electoral wards, varying in size and social mix. It is also divided into 113 smaller units called LSOAs (Lower-layer Super Output Areas) which are the main unit of analysis for the national Indices of Deprivation, which are discussed later.

OBSERVATION

H&F is a very small borough but is densely populated. Its population is predicted to grow.

Population change

B.5 Between 2011 and 2020, H&F's population has grown modestly by 3% - much slower than London as a whole (11%). The population is predicted to grow at twice the rate between 2020 and 2030. Projections which take housing development into account – so-called 'housing-led' projections – show a substantially greater rise, but these can be unstable if housing developments do not go ahead as planned (Earls Court being a case in point)¹.

B.6 The biggest growth is predicted to be among the elderly (rising by 24%), those aged 16-19 (15%), and those aged 20-24 (10%).

Age profile

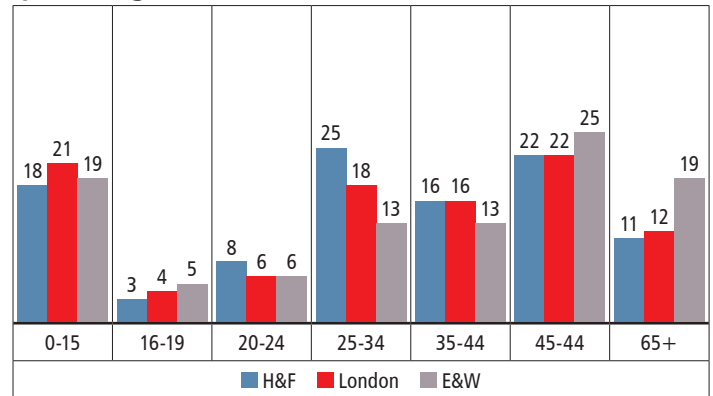
OBSERVATION

A full 47% of H&F residents are aged 20–44 - higher than in London, and much higher than in E&W

B.7 London's population is structured differently by age from the average for England and Wales (E&W), with a much higher proportion of 25–34 year olds (Figure B.1). The number of 20-24 year olds in H&F is also higher than the London average. All told, nearly half (47%) of H&F's residents are aged 20-44. As might be expected, H&F's

age structure is more similar to the other inner boroughs than the outer ones.

Figure B.1 Age structure: H&F, London and E&W (percentages)



GLA housing-led projection for 2020 (2016-based).

Ward level data

B.8 Across the borough, 11% are aged 11-21 – they number about 20,000. The proportion does not vary greatly across wards – though it should be born in mind that those who do offend in this age group do not necessarily restrict their misbehaviour to where they live. The highest proportion was in Wormholt & White City. Addison had the lowest proportion. There was a little more variation by ward in the same 11% of the population aged 65 or more, numbering 20,500. Palace Riverside was the clear outlier with 18% in this age range, followed by Avonmore & Brook Green and Ravenscourt.

Ethnicity

B.9 The borough population has become increasingly diverse over the past two decades. The signs are that the ethnicity profile will continue to change.

B.10 Comparing figures from the last Census with GLA projections for 2020 shows that:

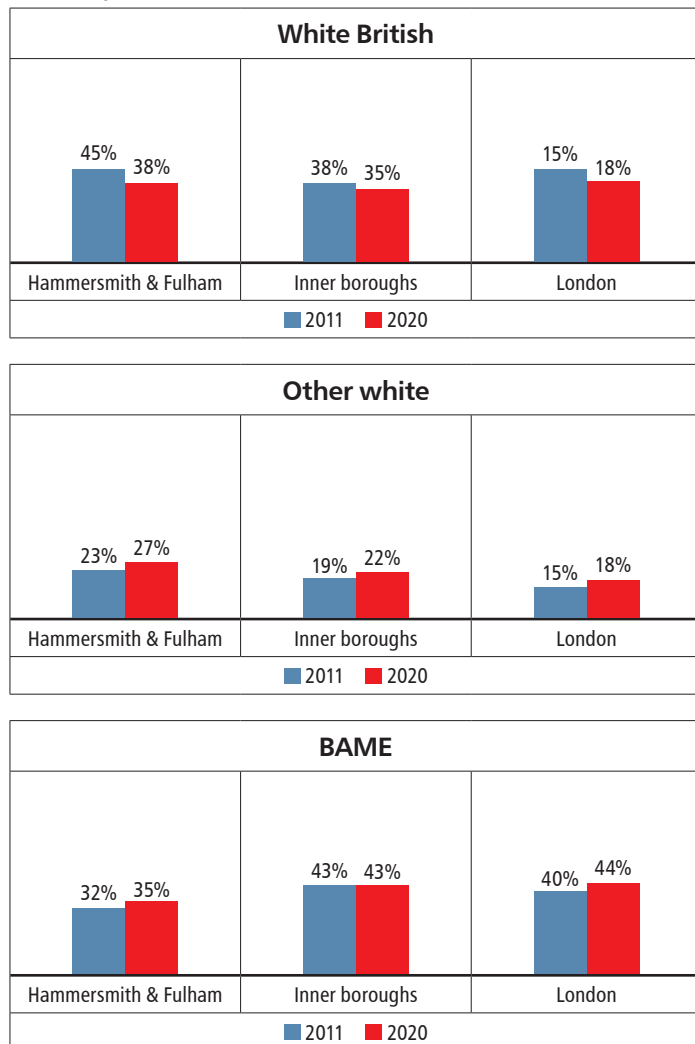
- **White British.** In 2011, rather less than half (45%) of H&F's population were White British (Figure B.2). The proportion has decreased since then - to 38% in 2020. This is on a par with London as a whole.
- **Other White** made up nearly another quarter of the local population in 2011 – mainly EU residents, Australasians, and North Americans². Other White are now a proportionately bigger group (27%).

¹ The Office of National Statistics (ONS) produces a number of population projections drawing on births, deaths, and migration rates. The Greater London Authority (GLA) also produces these, and with different scenarios of future migration. The GLA also constructs the housing-led projections and only these are available for some measures (e.g. ethnicity).

² Amongst the Other White group, a numerically small number were White Irish (4%), but this was the third highest of all local authorities in E&W.

- **Black, Asian and Minority Ethnic (BAME)** are those who are not white³. The proportion has increased a little since 2011, and now stands at 35% - lower than in many other London areas.

Figure B.2 Ethnicity in H&F, the inner boroughs and London, 2011 and 2020



GLA housing-led projection for 2020 (2016-based).

- **Makeup of the BAME group.** Within the BAME group, the proportion of Black/Black British was 12%, a little lower than the inner London boroughs. Asian/Asian British make up 10% of the borough population, half the figure for London as a whole.

Ward level data

B.11 Ward level data is only available from the 2011 Census. The highest proportion of BAME population was in Wormholt & White City (51%), and College Park & Old Oak (50%).

Household and housing features

B.12 The number of households in H&F in 2020 is estimated to be just under 83,000⁴. This has increased over time.

B.13 A distinctive feature of the borough is the high proportion of households who live in flats and maisonettes. At the time of the Census (no later figures are available), these comprised 73% of all dwellings in H&F, compared to 52% in London, and a strikingly smaller figure outside London.

OBSERVATION

According to the last Census, nearly three-quarters of borough residents lived in flats or maisonettes. The figure may be even higher now

Average household size and overcrowding

B.14 The 2020 projection of average household size in H&F (2.2) is the fifth lowest across the London boroughs. This will reflect the younger and more mobile profile of borough residents, many of whom will be living alone, and not raising families.

B.15 Although average household size is low, Census data shows that there was a fair degree of overcrowding in the borough in terms of either having one fewer room than required (28%) or one fewer bedroom (12%). On both measures, H&F ranked extremely poorly across E&W as a whole.

Ward level data

B.16 At ward level (albeit on 2011 figures), Wormholt & White City had the highest average household size, with the lowest in Addison (where the proportion of single person households is high). In terms of overcrowding, Wormholt & White City, Shepherd's Bush Green, North End, and College Park & Old Oak fared worst.

³ BAME comprise: **Black** - includes Black African, Caribbean, and Other; **Asian** - includes Indian, Pakistani, Bangladeshi, Chinese and Other; **Mixed/Other** - includes White and Black Caribbean, White and Asian, White and Black African, Other Mixed, Arab and any other ethnicity not covered above.

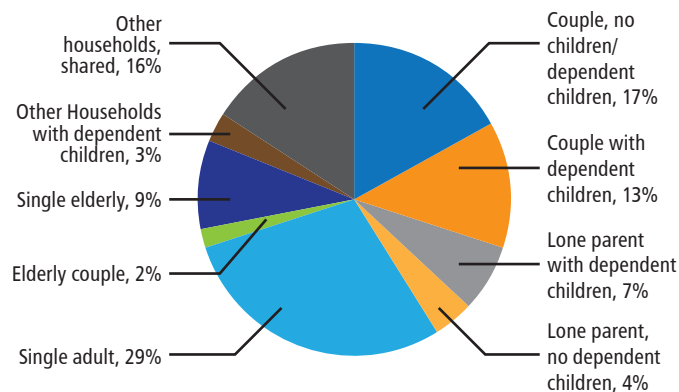
⁴ The number of households will be a little lower than the number of household spaces, which is accommodation used or available for use by an individual household. A household space with no usual residents may be used by short-term residents, for instance, or be vacant.

Household composition

B.17 Figure B.3 shows the breakdown of households in the borough in 2011. (There seems no comparable more recent information.) The main points are:

- Single adults of working age comprised a full 29% of households in 2011, reflecting the younger age profile.
- Other shared households formed 16% of all households. Many will have been young working adults in house or flat shares.
- Households with dependent children were nearly a quarter of H&F's households (a fair degree lower than the London average).

Figure B.3 Household composition (2011 Census data)



Ward level data

B.18 On Census data, the highest proportion of single adult households were in North End, Addison, and Shepherd's Bush Green (over a third).

B.19 For couples with dependent children (a 'family' unit, say), the borough average of 13% was exceeded most in Palace Riverside, Parsons Green & Walham, and Ravenscourt Park. The proportion of lone parents with dependent children households was about double the borough average in Wormholt & White City and College Park & Old Oak.

B.20 Most of the 11% elderly households in the borough were people living on their own. Palace Riverside and Fulham Broadway wards had the highest proportion of single elderly residents.

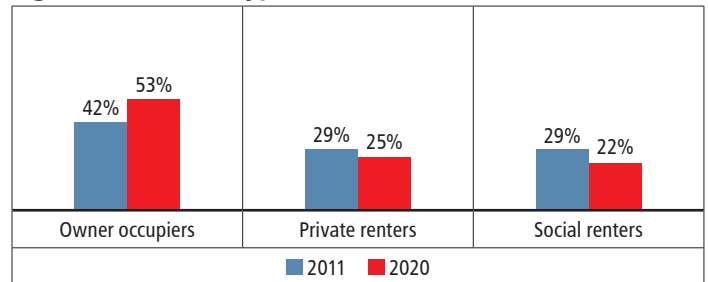
Tenure

B.21 ONS's large-scale Annual Population Survey gives estimates of housing tenure (latest figures are for 2018). Owner occupation in H&F (42%) is relatively low compared to London as a whole (Figure B.4). Owner occupation has increased since the Census, perhaps because of gentrification and continuing 'right to buy'.

B.22 In H&F, 29% were renting from private landlords. The same proportion were social renters (those renting from the local authority or a housing association). (On

earlier Census figures, social renters were fairly evenly split between those renting from a housing association and those renting from the local authority.) The tenure profile in H&F is similar to other inner London boroughs.

Figure B.4 Tenure type (2018 data)



2018 Annual Population Survey (ONS)

Ward level data

B.23 Ward variation is only available from the Census, so the picture might have changed. In 2011, the highest proportion of social renters were in College Park & Old Oak (56%), and Wormholt & White City (51%).

Homelessness

B.24 The Trust for London London's Poverty Profile 2020 showed H&F to have the highest rate of homeless acceptances in 2018/19 among all London boroughs - at 1.39 per 1,000 households. This was more than twice the rate for London as a whole.

B.25 On rough sleeping, H&F is reporting much success. In 2018-19 (the most recent data available), there were 171 rough sleepers, down from 246 two years earlier. The improvement is confirmed by two homeless charities working in the borough⁵.

B.26 H&F also report a fall in the number of people in temporary accommodation. In July 2019, the number stood at 1,232 – down from 1,400 in April 2018.

Workers and non-workers

B.27 On 2019 figures from ONS's Annual Population Survey, 78% of those of working age (16-64) were economically active (i.e. available for work)⁶. The rest were classed as economically inactive (being mainly students). Of the economically active, 76% were employed⁷, and 2.8% were not – the unemployment figure being rather lower than for London (3.6%). Other data also shows a low unemployment rate in H&F, although the figures are complicated and sometimes dated.

B.28 From the same survey for the previous year, 16% of households which had at least one person aged 16-64 in the borough were workless - although this can be due to family commitments, long-term sickness, or disability. The equivalent London figure was 12%.

⁵ See: <https://www.lbhf.gov.uk/articles/news/2019/08/our-plan-end-rough-sleeping-how-hf-bucking-london-wide-trend>

⁶ NOMIS Labour Market Profile: Hammersmith and Fulham at <https://www.nomisweb.co.uk/reports/lmp/la/1946157249/report.aspx#tabempocc>

⁷ This includes government-supported training and employment programmes, and doing unpaid family work.

Occupational structure

OBSERVATION

Unemployment rates are low in the borough. There is also a base of very highly qualified workers which is a source of social capital in the borough.

B.29 69% of H&F workers were in the highest three occupational categories: managerial, professional, or technical⁸. The figure compares with 60% in London, and a much lower figure elsewhere.

Pay inequality

B.30 Those working in London (where there are many very highly paid jobs and many poorly paid ones), face wage inequality far higher than in England overall. One measure of pay inequality is the so-called 80:20 hourly wage ratio. For London as a whole the ratio is 2.74 on 2019 figures from ONS reported in the Trust for London report. This means that those in the 80th percentile of pay earn nearly three times more than those in the 20th percentile. The figure for H&F is the same as London, though pay inequality was considerably greater ten years earlier.

Household income

B.31 Reflecting the borough's occupational structure, figures from 2017 show that average gross household income (including investment income and social security) was much higher than in London as a whole, and very much higher than in E&W. However, over a third of households depend on half the average income in the North sub-area (College Park & Old Oak, Wormholt & White City, Shepherd's Bush Green, and Askew). At LSOA level, households with the lowest average incomes are in the Edward Woods estate, the Clem Attlee estate, and the White City estate.

Those on benefits

Out-of-work benefits

B.32 In mid-2019, 8% of working age borough residents were on some form of out-of-work benefits – about 10,600. (Most were on incapacity benefit)⁹. This was 13th highest amongst the London boroughs, but lower than in 2013. The 8% figure was similar to the inner borough average. The Covid-19 outbreak in 2020 will alter these figures significantly.

Ward level data

B.33 Ward data is not as up-to-date, but at the end of 2016, there were more than 10% out-of-work benefit claimants in College Park & Old Oak, Wormholt & White City, Shepherd's Bush Green, and Askew.

Housing benefit

B.34 At the end of 2017, 19% of households in the borough received Housing Benefit – just under 16,000 claimants. This is a much lower level than in the past and comes in the middle of the range for all London boroughs. Most of those claiming housing benefit were social renters.

Educational issues

B.35 H&F does well as regards educational levels. ONS's latest 2019 Annual Population Survey shows that the borough had the second highest proportion of working age residents with a degree level qualification (70%) among the London boroughs. This was far in excess of the overall London figure and that for E&W. Similarly, the proportion who had no educational qualifications (4.7%) was the eighth lowest in London, for which the overall figure was 6.7%.

B.36 The proportion of H&F state-educated pupils gaining Grades 9-4 (equivalent of A*-C under the old system) in 2018 – at 71% – was the ninth highest of the London boroughs, and well above the London average, and that for England as a whole.

B.37 The 2017 borough level of those aged 16 and 17 who are not in education, employment, or training (NEET) is also low – at 2.1%. The London and national figures were three times as high. NEET levels in the borough have fallen consistently over the past few years.

Indices of deprivation

B.38 The latest overall Index of Multiple Deprivation (IMD 2019) is a measure of deprivation for nearly 33,000 equally-sized small areas in England (LSOAs). H&F has 113 LSOAs – about seven per ward with about 1,550 residents and 700 households. LSOAs are combined to give scores for the 317 English local authorities (LAs). Results are usually given in terms of deciles, ranking the LSOAs into 10 equal groups. Decile 1 is the most deprived 10%. Decile 10 is the 10% least deprived.

B.39 The IMD combines seven indices (or 'domains') of deprivation¹⁰. There are two supplementary indices, not feeding into the overall IMD score. These are: Income deprivation affecting children (0-15), and Income deprivation affecting older people (aged 60 or more).

B.40 The IMD and the two supplementary indices measure relative (rather than absolute) deprivation. The IMD is only an area summary, so not everyone in a highly deprived area will be deprived, and there will be some deprived people living elsewhere.

⁸ The three categories were (i) Managers, directors, and senior officials; (ii) Professional occupations, and (iii) Associate professional and technical occupations.

⁹ The source is the Trust for London London's Poverty Profile 2020, based on DWP figures.

¹⁰ The domains are given different weights. The Income and Employment domains have highest weighting.

Main findings

B.41 The IMD and the individual indices which feed into it generate a challenging amount of information. The focus here is on some 'headline' findings^{11,12}.

- **Change over time.** The 2019 IMD shows that H&F is rather less deprived than on IMD measures in 2010 and 2015. But the same is true of London as a whole.
- **Position in the London boroughs.** H&F ranks 16th out of all London boroughs on the 2019 IMD – so about in the middle. It ranks 8th out of the 11 inner London boroughs – so 7 inner London boroughs are more deprived.
- **Position in all English local authorities.** H&F now measures as the 112th most deprived LA. Put another way, there are 111 more deprived LAs, and 205 LAs which are less deprived.
- **Individual domains.** Figure B.5 shows how H&F ranks in the context of all LAs on the individual domains. The longer the bar, the less deprivation there is. So, for instance:
 - For Education, training and skills, H&F ranked 300th, so there were only 17 other LAs which ranked better than H&F; there were 299 LAs which fared worse on the measure.
- **Poverty.** Conversely, for Income deprivation affecting older people, H&F ranked 17th worst. There were 300 LAs which fared better. The child poverty measure is also not particularly good. There were 226 LAs which were better.

OBSERVATION

The situation with child poverty in the borough is concerning given its link with offending and other poor outcomes.

- **Crime.** On the Crime domain (based on recorded crime), H&F's position is not favourable. The 63rd rank for H&F indicates that there were 254 LAs with a better rating, and only 62 with a worse one.
- **Overall.** H&F remains highly deprived on some IMD measures. Apart from Income deprivation affecting older people, these were:
 - Living environment (a measure of the quality of housing, air quality and road traffic accidents).
 - Barriers to housing and services (a measure of the physical and financial accessibility of housing and local services).

Figure B.5 H&F's ranking on the IMD domains 2019, out of 317 local authorities

Income deprivation affecting older people	17
Living environment	25
Barriers to housing and services	34
Crime	63
Income deprivation	88
Income deprivation affecting children	91
Employment	133
Health	141
Education, skills and training	300
Average IMD score	112

Figures from GLS Datastore on IMD 2019, based on data from the Ministry of Health, Communities and Local Government.

OBSERVATION

H&F has a lot of social capital in terms of skills levels

How many of H&F's LSOAs perform poorly?

B.42 Another way of presenting the deprivation measures is to assess how many of the 113 LSOAs in the borough fall within the worst deciles. Some features are:

- On the main IMD, only one of the borough's 113 LSOAs is ranked in the 10% most deprived in England – the area covering the Clement Atlee estate.
- Nineteen LSOAs are ranked as 10-20% most deprived. Together with the even worse decile, this covers 18% of the borough population (some 32,000 people).
- The areas in the two worst deciles are mostly in the north of the borough but also in parts of Hammersmith and North Fulham.
- On the Crime domain, there were seven LSOAs in the 10% most deprived in England, and 20 in the second worst decile. Together, they cover a quarter of the borough population. This is discouraging.
- On the Income deprivation affecting children measure, 29% of the borough live in the 10% or 20% most deprived LSOAs. This means around a third of children aged 0-15 (nearly 10,900) live in very income deprived families.

¹¹ The material here draws on a 2019 H&F report, Deprivation in Hammersmith and Fulham: Analysis of the 2018 Indices of Deprivation data. There is considerable detail in this. https://www.lbhf.gov.uk/sites/default/files/section_attachments/2019-imd-lbhf-report.pdf

¹² There are two overall average measures: (i) an IMD score which reflects the overall level of deprivation of all those in all LSOAs in an area, and (ii) the IMD rank based on average LSOA rankings in the area. Measure (i) is adopted here in line with the main existing borough analysis.

Appendix C

Taking the views of borough residents

C.1 The Commission reviewed five sources of survey evidence pertinent to residents' concerns about crime and policing in the borough. The first three surveys were set up for the Commission, and there are two other surveys also available.

1. First, residents and businesses were approached to submit written evidence via an advert on the council website and the resident app Nextdoor. Stakeholders such as Safer Neighbourhood Ward Panels were also targeted directly by email. The response was extremely disappointing with only 31 submissions.
2. Second was a survey of young people attending four youth groups in the borough; 119 young people completed a questionnaire. Amongst other things, the young people were asked to give their three top suggestions for reducing crime in the borough.
3. Third was a survey of Tenant & Residents Associations (TRAs) sent out to those on the council's TRA database. There were 60 responses.
4. In a 'Make your Mark' survey organised by the Youth Parliament, about 1,750 young people aged 11-18 in the borough voted on what their one main local priority was.
5. A MOPAC survey of concern about knife crime tracks local concern since 2015 until the end of 2019.

The written evidence

C.2 From the written evidence, the major concern was around drugs dealing on the streets: half the responses mentioned this. Anti-Social Behaviour (ASB) was a close second, with congregating youths, fly tipping, fighting, and urinating, daytime street disorder, alcohol and begging frequently mentioned. Burglary was a concern for a third who wrote in.

C.3 There was an eclectic array of other comments about local problems and the lack of feeling of safety. Issues mentioned included county lines, trouble caused by those with mental health problems, poor communication about crimes happening in the borough, youths stashing knives in parks and under bushes, and the disarray of the W12 shopping centre. However, with such a small numerical base, as well as the diversity of comments, it is hard to identify clear themes.

C.4 There were also several comments about policing. Most often mentioned was a lack of visible policing (7 of the 31 respondents mentioned this). Next most common was the complaint that 'crimes are not followed up' (4 respondents). The closure of police stations (2), and lack of police engagement with the public (2) followed after this. One person mentioned problems with reporting on the 101 telephone line.

The survey of young people

C.5 The young people approached for their views came from two youth clubs, a third sector organisation working with young people involved in gangs, and some youngsters engaging in activities organised by the police. They completed a questionnaire devised by the youth committee of one of the youth clubs. About two-thirds of the young people were aged 14-19. It is not known how many females took part.

C.6 It is not possible to judge how representative the 119 who completed the questionnaire are of the youth population of the borough. This should be kept in mind. Most responses (83) came from the two youth clubs. Not all questions were answered. Results exclude missing responses. More details of the youth survey are on the Commission's webpage.

Young people's crime concerns

C.7 The young people were asked to name their three main crime concerns from a list based on what had emerged from the written evidence. However, 'gang activity' and 'gang affiliation' were added as being especially relevant to younger people. They have been combined in results shown below.

C.8 Some 15% of the young people said they had no concerns and some 29% did not answer at all – perhaps because they found the question too daunting, or genuinely felt not affected. Of the rest, some mentioned less than three concerns and some more than three. Results are dealt with later.

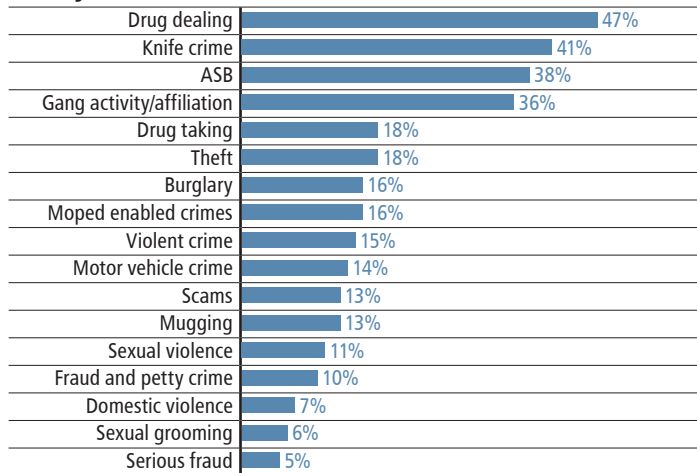
The TRA survey

C.9 Using the platform Survey Monkey, all TRAs on the council database were asked about their major crime concerns. The list of concerns put to them were, again, those that had emerged from the written evidence, with the addition of the two gang items included in the youth survey. Although asked to choose their top three concerns, several respondents mentioned more than three.

An overview of crime concerns

C.10 Figure C.1 draws together responses from the three sources discussed above. This gives the strongest numerical base (n=176). Drug dealing, knife crime, ASB and gangs were the clear four front-runners.

Figure C.1 Major crime concerns combining the three surveys



Combines responses from the written evidence (n=31), the youth survey (n=85), and TRAs (n=60). More than one concern could be mentioned.

C.11 Figure 9.2, however, slightly glosses over some differences in how the three groups ranked their concerns. Table C.1 compares the top four concerns of each group. In the youth survey, those over 19 were most likely to mention knife crime: two-thirds did so. The pattern by age was unclear as regards drug dealing and ASB.

Table C.1 The four most mentioned concerns of the three groups surveyed

Written evidence (31 answers)		Youth survey (76 answers)		TRA survey (60 answers)	
	%		%		%
Drug dealing	52	Gang activity/affiliation	41	Drug dealing	63
ASB	45	Knife crime	38	Knife crime	55
Burglary	32	Drug dealing	34	Gang activity/affiliation	48
Motor vehicle crime	26	ASB	32	ASB	43

Suggestions for reducing crime in the borough

C.12 The youth survey and the TRA questionnaire asked respondents for their three top suggestions for reducing crime in the borough. Table C.2 shows the responses from the TRA survey. More police and more visible policing was, by far, the commonest response (43% of the responses). About one in ten recommended harsher sentences, more youth provision and involvement, or a better response to crime in council housing areas.

Table C.2 Suggestions for reducing crime in the borough: the TRA survey

	%	N
More police & more visible policing	43%	26
Harsher sentences (especially drug & knife crime)	13%	8
More youth provision/involvement	12%	7
Deal with crime in council housing better	10%	6
Better ways of contacting/informing the police so they respond	8%	5
Better education/parental training/discipline	8%	5
More CCTV	8%	5
Deal with overt drug taking/dealing	7%	4
More police/community engagement	5%	3
Better local policing	5%	3
Other (just one or two responses, or non-classifiable responses)	18%	11

Based on 83 suggestions from the 60 people who were asked (not all answered). Suggestions with less than 5% endorsement are not shown.

C.13 The responses of 80 in the youth surveys differed somewhat¹³. They have been categorised in Figure C.2 under various headings to simplify what were sometimes not very clear answers.

Figure C.2 Suggestions for reducing crime in the borough: the youth survey

More youth clubs/ services/ activities	35%
Poking improvements	23%
More stop and search	18%
Workshops / talks / assemblies	11%
Improve opportunities	9%
Harsher punishment	6%
Improve Sports opportunities	5%

Based on responses from 80 young people. Suggestions with less than 5% endorsement are omitted.

C.14 Whilst there was some support for more youth provision in the TRA survey, there was considerably more from young people themselves. Over a third wanted more services and activities. Within 'policing improvements', having more police gained most support, but a few wanted better police-youth engagement. Nearly one in five recommended more stop and search. About one in ten recommended more workshops, talks, and school assemblies to communicate better. About the same proportion simply wanted more opportunities - both jobs and ways in which they could express themselves better.

C.15 A recurring theme in many of the suggestions was youth violence and specifically knife crime. The focus of knives in the questionnaire may have steered some answers, but it would not be surprising if knife crime were salient. Some of the policing suggestions focussed on knife crime, as did those for more stop and search. Education about knife crime also featured in the comments of those suggesting more workshops and talks. Two people endorsed metal detectors and one recommended knife bins.

¹³ Those not replying split evenly into those not answering at all, and those who said, "Don't know" or "Not sure".

'Make your Mark' Youth Parliament survey

C.16 The Youth Parliament in 2019 conducted a national survey in which 11-18 year olds were invited to 'Make your Mark'. They were asked to vote on what the three main UK priorities were (out of a choice of five chosen by the Youth Parliament), and what they felt were the three main issues for devolved administrations (again out of a choice of five). They were also asked what their one main local priority was, and this is most relevant here.

C.17 Across H&F, 19 schools and youth groups took part – a high turnout compared to many other areas. There were just under 4,300 votes cast for each of the UK and devolved priorities¹⁴. A smaller number of votes (1,757) were cast for their main local priority.

C.18 Ending knife crime was one of the options for devolved administrations, and 47% of young people in H&F cast their vote for this. It compared with the London average of 41%, and the national average of 35%.

Local priorities

C.19 All told, 32 local priorities were listed by the young people in H&F. Those attracting most votes are shown in Figure C.3. Knife crime/violent crime headed the list, with 17% saying this was their main priority. More police presence was most important for 11%. Some issues which came up in the three surveys set up by the Commission were mentioned, but attracted more modest support. Only four votes were cast for better youth provisions.

Figure C.3 'Make your Mark' results for H&F, 2019

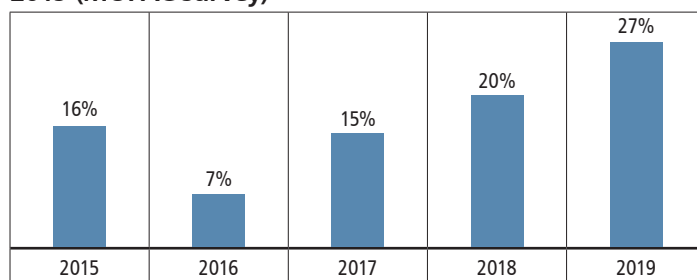
Knife crime/violent crime	17%
Homelessness	14%
More police presence	11%
Theft/robbery/ personal safety	9%
Gang crime/ country lines	9%
Environment/climate change	8%
Drug/alcohol abuse	2%
Sexual harassment	0.3%
Youth clubs & learning accessible or all YP	0.2%

Source: H&F results from a 2019 Youth Parliament survey. Based on 1,757 votes.

Concern about knife crime: the MOPAC survey

C.20 Concern about knife crime in London has been tracked by MOPAC since 2015¹⁵. Figure C.4 shows results. There was (an unexplained) dip in 2016, but figures since then show an increase in the proportion of H&F residents thinking knife crime was a problem.

Figure C.4 Concern about knife crime in H&F, 2015 to 2019 (MOPAC survey)



Source: MOPAC Public Attitudes Survey, H&F result.

Based on 400 respondents per year.

¹⁴ On UK priorities, H&F youngsters gave most votes (44%) to 'Protect the Environment'. This was slightly higher than the London average, but below the UK figure (48%).

¹⁵ About 400 members of the public (aged 16 or more) are interviewed each year in each borough. Quarterly figures on this sample size will be unreliable because of sampling error. That said, the percentage feeling concerned in the last quarter of 2019 was 33% - albeit similar to London as a whole.

Appendix D

Glossary

ASB	Anti-social behaviour	SSMG	Stop and Search Monitoring Group
BAME	Black and Asian Minority Ethnic	SNB	Safer Neighbourhood Board
BCU	Basic Command Unit	SNT	Safer Neighbourhood Team
BID	Business Improvement District	TBAP	The Bridge Alternative Provision
BOGOF	Buy One Get One Free	TRA	Tenant and Residents Association
CAMHS	Children and Adolescent Mental Health Services	VAWG	Violence against women and girls
CCR	Coordinated Community Response	VRU	Violence Reduction Unit
CCTV	Closed circuit television	YJS	Youth Justice System
CSP	Community Safety Partnerships	YOS	Youth Offending Service (H&F)
CSU	Community Safety Unit		
DA	Domestic abuse		
DV	Domestic violence		
E&W	England and Wales		
FCAMHS	Forensic Child and Adolescent Mental Health Services		
FTE	First Time Entrant		
GLA	Greater London Authority		
H&F	Hammersmith & Fulham Council		
IAG	Independent Advisory Group		
ICVs	Independent custody visitors		
IOM	Integrated Offender Management		
IMD	Index of Multiple Deprivation		
K&C	Royal Borough of Kensington & Chelsea		
LA	Local Authority		
LCRC	London Community Rehabilitation Centre		
LEOs	Local Enforcement Officers		
LCP2	London Communities and Police Partnership		
MARAC	Multi-agency risk assessment conference		
MOPAC	Mayor's Office for Policing and Crime		
MPS	Metropolitan Police Service		
NHS	National Health Service		
NOMIS	National Online Manpower Information System		
NPP	Neighbourhood Policing Panel		
ONS	Office for National Statistics		
OOCD	Out of Court Disposal		
PCSO	Police Community Support Officer		
QPR	Queen's Park Rangers		
RJ	Restorative justice		
SHLAA	Strategic Housing Land Availability Assessment		

Index

A

ASB Anti Social Behaviour: 29, 35, 38, 39, 43, 56, 57, 59

B

BAME Black and Asian Minority Ethnic: 14, 22, 52, 59

BCU Basic Command Unit: 45, 49, 50, 59

BID Business Improvement District: 17, 45, 48, 49, 59

BOGOF Buy One Get One Free: 46, 59

C

CAMHS Children and Adolescent Mental Health Services: 19, 21, 35, 38, 39, 50, 59

CCTV Closed circuit television: 5, 10, 11, 12, 13, 45, 50, 57, 59

CSP Community Safety Partnerships: 59

CSU Community Safety Unit: 38, 39, 59

D

DA Domestic abuse: 40, 59

E

E&W England and Wales: 6, 51, 52, 54, 59

F

FCAMHS Forensic Child and Adolescent Mental Health Services: 50, 59

FTE First Time Entrant: 38, 59

G

Gangs, Violence and Exploitation Unit: 5, 11, 19, 31, 45

GLA Greater London Authority: 5, 45, 51, 52, 59

H

H&F Hammersmith & Fulham Council: 3, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 37, 38, 39, 40, 41, 42, 43, 44, 45, 46, 47, 48, 49, 50, 51, 52, 53, 54, 55, 58, 59

I

IAG Independent Advisory Group: 13, 44, 46, 59

ICVs Independent custody visitors: 44, 59

IMD Index of Multiple Deprivation: 6, 54, 55, 59

IOM Integrated Offender Management: 38, 59

K

K&C Royal Borough of Kensington & Chelsea: 9, 23, 24, 25, 27, 28, 30, 33, 35, 37, 39, 41, 42, 59

L

LA Local Authority: 55, 59

LCP2 London Communities and Police Partnership: 13, 14, 46, 47, 50, 59

LCRC London Community Rehabilitation Centre: 38, 59

LEOs Local Enforcement Officers: 11, 12, 17, 19, 59

M

MARAC Multi-agency risk assessment conference: 38, 59

MOPAC Mayor's Office for Policing and Crime: 5, 6, 9, 11, 13, 15, 23, 25, 28, 31, 39, 40, 41, 43, 44, 46, 47, 50, 56, 58, 59

MPS Metropolitan Police Service: 6, 11, 18, 20, 23, 24, 27, 28, 29, 30, 31, 38, 41, 42, 44, 50, 59

N

NHS National Health Service: 21, 34, 35, 36, 48, 59

NOMIS National Online Manpower Information System: 53, 59

NPP Neighbourhood Policing Panel: 46, 59

O

ONS Office for National Statistics: 23, 24, 25, 51, 53, 54, 59

OOCD Out of Court Disposal: 31, 59

P

PCSO Police Community Support Officer: 37, 59

Q

QPR Queen's Park Rangers: 31, 45, 59

R

RJ Restorative justice: 39, 59

S

SHLAA Strategic Housing Land Availability Assessment: 59

SNB Safer Neighbourhood Board: 9, 13, 14, 44, 46, 47, 59

SNT Safer Neighbourhood Team: 59

SSMG Stop and Search Monitoring Group: 13, 59

T

TBAP The Bridge Alternative Provision: 4, 40, 48, 59

TRA Tenant and Residents Association: 6, 43, 56, 57, 59

V

VAWG Violence against women and girls: 59

VRU Violence Reduction Unit: 45, 59

Y

YJS Youth Justice System: 31, 59

YOS Youth Offending Service: 31, 38, 39, 59

Notes





