



HOUSING POLICY

# Anti-social behaviour policy, 2025



LONDON BOROUGH OF  
**HARROW**

# Anti-Social Behaviour Policy (Housing)

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## 1. Purpose

London Borough of Harrow has a duty as a local authority registered provider of social housing and social landlord to take action to minimise and tackle anti-social behaviour (ASB). We understand that anti-social behaviour can have a severe effect on the well-being of residents.

We will use a range of preventative measures, enforcement action, alongside support and assistance to resolve cases of ASB. This will be achieved by working with tenants and leaseholders to deliver services through a non-judgemental, balanced approach. All cases of ASB will be treated fairly, taking into account the needs of all individuals involved, including victims, complainants, witnesses and alleged perpetrators.

This policy has been updated in line with the Consumer Standards introduced by the Regulator of Social Housing in April 2024, particularly the Neighbourhood and Community Standard. We confirm our commitment to:

- Working in partnership with tenants, fellow landlords, local authorities, police, and community organisations to deter and tackle anti-social behaviour and hate incidents in the neighbourhoods we serve.
- Ensuring shared spaces are safe, maintaining cooperative efforts with tenants and relevant bodies to safeguard communal and surrounding areas.
- Providing accessible reporting, enabling tenants to report ASB and hate incidents easily, and keeping them informed about the progress of their cases.
- Delivering prompt and effective action, utilizing the full range of tools and legal powers to respond to ASB and hate incidents swiftly and appropriately.
- Supporting affected tenants, including directing them to relevant support and assistance services to address their needs.
- Promoting neighbourhood wellbeing, contributing to the social, environmental, and economic wellbeing of communities.

By embedding these core obligations of the Neighbourhood and Community Standard into our ASB policy framework, we are reinforcing our duty to protect tenants, maintain safe environments, and build resilient, engaged neighbourhoods.

## 2. Scope

This policy applies to all London Borough of Harrow tenants and leaseholders. It applies to their household members and visitors, regardless of tenure and applies to any ASB or nuisance that takes place in or around estates, buildings or areas surrounding properties managed by our Housing Service, as well as within our workspaces.

The definition of ASB and nuisance outlined in this policy determines the behaviour we will investigate and where we will take action. We will not investigate, under this policy, behaviour or incidents that fall outside of these definitions. Criminal behaviour will be investigated by the Police who have powers to deal with crime. We will report criminal behaviour to the Police and work alongside them to provide any relevant information and support. Any criminal convictions obtained by the police relating to our housing stock or residents may lead to us taking further actions for breach of the tenant's obligations under the tenancy conditions.

London Borough of Harrow's Community Safety Team will deal with incidents of anti-social behaviour outside of our housing stock, within the wider community. They are also responsible for responding to Community Trigger applications (ASB case reviews) and with Hate Crime incidents.

Leaseholders who have sublet their properties are responsible for their tenant's behaviour and will be expected to deal with anti-social behaviour and nuisance being caused by them.

Tenants and leaseholders are responsible for their own behaviour as well as the behaviour of their household members and visitors as per the tenancy agreement.

Rough sleepers are dealt with outside of this ASB policy, although depending on the circumstances some of their associated behaviour may fall under the category of anti-social behaviour and relevant agencies will be involved.

Hate crime and domestic abuse are dealt with outside of the ASB policy.

### 3. Definitions

**"We/Us/Our"** refers to The London Borough of Harrow housing services.

**"You"** refers to tenants, leaseholders, their household and visitors.

**ASB** stands for anti-social behaviour.

**Nuisance behaviour** - Is when someone's actions interfere with the everyday life of others, even if they're not directly harassing or threatening anyone.

**Community Protection Warning** - Is an early intervention tool in the form of a written warning issued by the police, local authority, or certain housing providers to a person or organisation whose behaviour is having a negative impact on the local community.

**Community Trigger** – Also called an ASB Case Review is a statutory right. It allows victims of persistent anti-social behaviour, or someone acting on their behalf to



demand a formal multi-agency case review when they feel their complaints haven't been dealt with properly.

**Perpetrator** is used to describe the person committing anti-social behaviour.

**Victim** and **perpetrator** are terms used for clarity not judgement. The term 'victim' is used to describe the person experiencing anti-social behaviour and also encompasses complainants (although it is recognised that they are not necessarily a complainant).

#### Definition of anti-social behaviour

The definition of anti-social behaviour (ASB) as stated in the ASB Crime and Policing Act 2014 defines ASB as:

- Conduct that has caused, or is likely to cause, genuine harassment, alarm or distress to any person.
- Conduct capable of causing genuine nuisance or annoyance to a person in relation to that persons' occupation of residential premises.
- Conduct capable of causing housing-related genuine nuisance or annoyance to any person. (i.e., directly or indirectly relating to the housing management function)

For the purpose of this policy, we consider ASB to be behaviour that fits into the legal definition, where we may be able to take action for breach of tenancy or lease.

Below is a list of categories which we consider to be ASB (this is not an exhaustive list):

- Noise nuisance
- Physical violence and serious threats of violence
- Sexual offences
- Gun or knife crime
- Arson
- Vandalism
- Verbal abuse
- Harassment
- Intimidation
- Threatening behaviour
- Criminal behaviour in or around our property
- Gang related anti-social behaviour
- Use of illegal drugs and drug dealing
- Prostitution
- Misuse of communal areas
- Drunk and/or rowdy behaviour
- Vehicle nuisance such as joy-riding or reckless driving
- Fly-tipping

- Dangerous dogs

The above is not exhaustive; we will assess each report individually. We will also give consideration as to whether the ASB is deliberate and targeted towards an individual, due to a protected characteristic. This could be considered a Hate Crime and would be dealt with outside of this policy by the Police and Harrow's Community Safety Team.

We could also receive reports that are related to Rough Sleeping which would be dealt with initially by the Housing Needs Team.

Cases related to Domestic Abuse will be dealt with under the Domestic Abuse policy. Harrow's Tenancy team should be kept informed about any Hate and Domestic Abuse cases as we may need to take tenancy actions if a perpetrator is convicted. We may also need to provide information to other departments.

#### 4. Rough Sleepers

Rough sleepers are people sleeping, about to bed down (sitting on/in or standing next to their bedding) or actually bedded down in the open air. People in buildings or places not designed for habitation. Rough sleepers usually bed down on the streets, in doorways, parks, bus shelters, encampments, or in places not designed for habitation like cars, sheds, stairwells, or derelict buildings. London Borough of Harrow takes a supportive stance on homelessness

The best method to report a rough sleeper depends on the time of day you are reporting:

During the day (Monday to Friday, 9am to 5pm)

Call our Homelessness prevention team on 020 8424 1093.

At night (5pm to 9am), weekends and bank holidays

Visit the [StreetLink website](#) or call them on 0300 500 0914 (Open 24 hours, 7 days a week)

Further information can be found on The London Borough of Harrow website [When you are homeless – London Borough of Harrow](#)

#### 5. Hate crime

Hate crime is identified as "Any criminal offence which is perceived by the victim or any other person, to be motivated by hostility or prejudice, based on a person's disability or perceived disability; race or perceived race; or religion or perceived religion; or sexual orientation or perceived sexual orientation or transgender identity or perceived transgender identity." Hate crime is dealt with outside of the ASB policy.

We aim to make it easy for tenants and leaseholders to report Hate Crime and raise awareness of how to report it by having updated information and links to support services on our website. Our aim is to bring the perpetrators to justice and get the victims the support they need.

#### How to report a hate crime and find support

Below are details of how you can report a Hate Crime and where you can get more information about the different types of Hate Crime:

##### Locally

- Call the police on 999 in an emergency, or 101 for non-emergencies.
- In person at a [local police station](#)
- VAH [Hate Crime | Voluntary Action Harrow \(VAH\)](#)

##### Nationally

- Online at [report-it.org.uk](https://report-it.org.uk) this site also outlines the different types of Hate Crime and supplies advice and further information.
- Online at [stophateuk.org](https://stophateuk.org)
- Stop Hate UK have a 24-hour helpline: 0800 138 1625 or text: 07717 989025
- Just Evidence APP [MOPAC hate crime app](#) allows you to capture evidence on your device.
- The Monitoring Group (TMG): Race hate crime [TMG](#)
- East European Resource Centre: [EERC](#)
- Incidents of Antisemitism (hate against Jewish people): [CST](#)
- Incidents of Islamophobia: [tellmamauk.org](https://tellmamauk.org)
- LGBTQ+ hate crime: [GALOP](#)
- Stay Safe East / Real: Disability hate crime
- CATCH: Hate Crime Support [CATCH](#)
- Support for older people: [AGE/UK](#)

## 6. Domestic abuse

Domestic abuse is identified as “any incident of threatening behaviour, violence or abuse. [psychological, physical, sexual, financial or emotional] between adults who are or have been intimate partners or family members, regardless of gender or sexuality.” Domestic abuse is dealt with outside of the ASB policy.

## 7. Noise and issues outside the scope

Noise will be investigated to distinguish whether it is anti-social behaviour or not. Noise that takes place between 11pm and 7am may be considered ASB or nuisance depending on the circumstances and we will work with London Borough of Harrow Enforcement Team to deal with noise that is louder than statutory limits. We will not investigate noise that is not a statutory nuisance under this policy. [See Noise Policy.](#)

Everyday noise and lifestyle differences are inevitable when living close to other people. These circumstances will not be dealt with as ASB, but we will still try to provide or signpost to support where needed. We recognise that sometimes another person's behaviour may be annoying or disturbing but not reach the threshold of ASB as defined in this policy.

Behaviour considered not to be ASB includes:

- Day to day normal domestic living noise
- Children playing
- Babies crying
- One off party
- Inconsiderate parking
- Lifestyle differences, such as different times of going to bed
- Noise (that does not meet the ASB definition)
- Neighbour disputes
- Garden or boundary disputes
- Pet or animal nuisance

In the above instances, we will take steps to try to resolve the situation but will not be able to take enforcement action against a tenancy or lease. We expect all our residents to be considerate towards each other and try to resolve issues amongst themselves where possible. Please see the [Considerate Neighbour Guide](#).

Other issues that may constitute a breach of a tenancy or a lease such as overgrown or unkept gardens and abandoned vehicles are dealt with separately.

## 8. Commitments

London Borough of Harrow is committed to dealing with ASB and makes the following commitments:

**Zero tolerance** - We will not tolerate anti-social behaviour (ASB) or hate incidents in any form and will take all reports seriously.

**Accessible reporting** - We will provide clear, simple, and safe ways for residents and others to report ASB and hate incidents, ensuring that reporting is available through multiple channels.

**Prompt and proportionate response** - We will respond quickly to all reports, carrying out a risk assessment and taking proportionate action based on the seriousness and urgency of the case.



**Support for victims and witnesses** - We will listen to those affected by ASB, keep them updated on progress, and provide appropriate support, including referrals to specialist agencies where needed.

**Partnership working** - We will work proactively with tenants, local authorities, police, and other partners to prevent and resolve ASB and hate incidents.

**Enforcement action** – Where necessary, we will use the full range of enforcement powers available to us to stop ASB and protect residents and communities.

**Prevention and early intervention** - We will take steps to prevent ASB before it escalates, including offering advice and support to residents where behaviour may be linked to health, wellbeing, or social needs.

**Non-statutory noise** - We will deal with non-statutory noise differently to ASB and will have a separate policy to deal with such circumstances.

**Domestic abuse and hate crime** - Domestic abuse and hate crime will be dealt with outside of this policy and we will signpost to relevant support and guidance.

## 9. Objectives

Our objective is to deal with anti-social behaviour effectively using a range of preventative measures, enforcement action, support and assistance. We want residents to be able to enjoy living in their home and to have the right to their chosen lifestyle, providing that it does not spoil the quality of life for others. We want to encourage tenants and leaseholders to adopt a degree of tolerance and respect for the beliefs, culture, lifestyle and needs of other residents. The main objectives of this policy are:

- To prevent ASB using a wide range of available remedies.
- To manage ASB as per our ASB Standards
- To use early intervention to avoid ASB escalating
- Actively work in partnership with other departments and external agencies to provide a joint working approach.
- Provide advice and regular updates to complainants, victims and witnesses.
- Offer support to all those involved in anti-social behaviour including perpetrators and refer to relevant support agencies.
- Ensure that staff know the difference between anti-social behaviour and incidents that are not being caused as part of anti-social behaviour but could still be considered as nuisance behaviour.
- Provide a clear process for dealing with non-statutory noise nuisance
- Provide a clear process to deal with hate crime.
- Effectively communicate and publicise our approach to managing ASB.

- Promote tolerance and respect between neighbours by encouraging residents to talk to each other to resolve neighbour disputes in a reasonable manner.
- To send a strong message to our tenants and leaseholders that ASB will not be tolerated.
- To be open and transparent and manage expectations.

## 10. How to report incidents of ASB

Anti-social behaviour can be reported to London Borough of Harrow using the following methods:

- Council website: [ASB council form](#)
- Phone: 0208 901 2630
- Email: [asb@harrow.gov.uk](mailto:asb@harrow.gov.uk)
- In person: Tenants and leaseholders can attend drop-in sessions. The dates of which are published in Homing In [www.harrow.gov.uk/homingin](http://www.harrow.gov.uk/homingin)
- Write to:  
London Borough of Harrow  
Housing Services  
Forward Drive  
PO Box 1367  
Harrow  
HA3 3QT

When reporting ASB we will need as much information as possible including:

- Your name, address and contact details.
- Name, address and contact details of perpetrator/s if known. (If all of this information is unknown, we may not be able to investigate).
- Location of where incident took place.
- Details of the incident.

## 11. How we deal with ASB

All reports will be taken seriously, logged, and risk assessed.

The impact on the complainant (including vulnerability) will always be considered when deciding if the threshold is met.

We will keep residents informed of decisions, reasons, and next steps.

Thresholds are not rigid, and discretion may be applied where the seriousness of impact justifies escalation.

- High priority cases are responded to within 24-hours.
- Medium priority cases are responded to within 5 working days.
- Low priority cases are responded to within 10 working days.

## What we will do for low level ASB

### 1. Low-level nuisance / ASB

These are incidents that may cause irritation or annoyance but are unlikely to cause serious harm. Examples include (not an exhaustive list):

- Everyday household noise (footsteps, doors closing, children playing).
- One-off parties or occasional loud music.
- Minor personal disputes between neighbours.
- Parking disagreements or misuse of shared spaces.
- Garden nuisance
- Barking dogs and fouling
- Nuisance from animals or pets
- Vehicle nuisance
- Boundary disputes
- Blocking communal access
- Ball games

#### Threshold and response:

- We will log the report.
- An acknowledgement letter will be sent to the person reporting the incident.
- We will carry out a Risk Assessment with the person reporting the ASB to determine the priority level of the case.
- We will ask for more details about what happened and ask for your consent to gather information, contact the alleged perpetrator, and talk to other agencies that may be able to help. If a crime has been committed but not been reported, we will ask you to report it to police and provide us with a reference number.
- An action plan will be agreed with the person reporting the ASB which will include what action should be taken and timeframes and methods for feedback.
- We will keep the information confidential and only share if the reporter has given consent or where it's lawful to do so.
- We will keep the reporter informed of the progress and the actions we take.
- If new incidents are reported about the same case and it shows signs that the behaviour is escalating. We will carry out a new risk assessment based on the new incident and revise the priority level.
- We will review the case with a manager before closing it.
- We will contact the reporter before closing the case.

### 2. Medium-level ASB

These are repeated, deliberate, or targeted behaviours that cause a more significant nuisance or distress.

Examples include (not an exhaustive list):

- Persistent loud music or noise despite warnings.
- Regular shouting, swearing, or abusive language.
- Intimidating behaviour not amounting to violence.
- Misuse of communal areas or public spaces.
- Repeated failure to control pets.

#### Threshold and response:

- We will log the report.
- An acknowledgement letter will be sent to the person reporting the incident.
- We will carry out a Risk Assessment with the person reporting the ASB to determine the priority level of the case.
- We will ask for more details about what happened and ask for your consent to gather information, contact the alleged perpetrator, and talk to other agencies that may be able to help. If a crime has been committed but not been reported, we will ask you to report it to police and provide us with a reference number.
- An action plan will be agreed with the person reporting the ASB which will include what action should be taken and timeframes and methods for feedback.
- We will keep the information confidential and only share if the reporter has given consent or where it's lawful to do so.  
We will keep the reporter informed of the progress and the actions we take.
- If new incidents are reported about the same case within a short space of time and it shows signs that the behaviour is escalating, we will carry out a new risk assessment based on the new incident and revise the priority level.
- We will investigate, gather evidence, and may use early enforcement tools (e.g., warning letters, acceptable behaviour contracts).
- Support may be offered to both complainants and perpetrators, especially where vulnerabilities are identified.
- If new incidents are reported about the same case and it shows signs that the behaviour is escalating. We will carry out a new risk assessment based on the new incident and revise the priority level.
- We will review the case with a manager before closing it.
- We will contact the reporter before closing the case.

### 3. High-level / serious ASB

These are incidents that pose a serious risk of harm, harassment, or criminal activity. Examples include:

- Threats of violence or actual assault.
- Hate crime or discriminatory abuse.
- Harassment or stalking.
- Criminal activity such as drug dealing or vandalism.
- Domestic abuse (physical, emotional, or financial).

#### Threshold and response

- We will log the report.
- An acknowledgement letter will be sent to the person reporting the incident.
- We will carry out a Risk Assessment with the person reporting the ASB to determine the priority level of the case.
- A single incident may be sufficient to reach the threshold for immediate and serious action.
- We will ask for more details about what happened and ask for your consent to gather information, contact the alleged perpetrator, and talk to other agencies

that may be able to help. If a crime has been committed but not been reported, we will ask you to report it to police and provide us with a reference number.

- An action plan will be agreed with the person reporting the ASB which will include what action should be taken and timeframes and methods for feedback.
- We will work closely with the police and partner agencies.
- We may take urgent enforcement action, including injunctions by way of exclusion orders with powers of arrest and taking committal proceedings for any breach of injunction orders.
- Possession proceedings, or referrals to safeguarding teams.
- We will keep the information confidential and only share if the reporter has given consent or where it's lawful to do so.
- We will keep the reporter informed of the progress and the actions we take.
- Support may be offered to both complainants and perpetrators, especially where vulnerabilities are identified.
- We will review the case with a manager before closing it.
- We will contact the reporter before closing the case.

## 12. Actions that we can take

We use early prevention methods at the start of the case to stop ASB from escalating. Below are some of the tools that we will use:

- Verbal or written warnings, including Community Protection Warnings (led by Community Safety Team)
- Mediation – We will get an independent person to help find a solution to the problem.
- Acceptable Behaviour Orders – The person causing the problem signs an agreement about what they will and won't do in the future.
- Community Resolution – An informal agreement between everyone involved to solve the issue.
- Support Services – Anyone involved in ASB can be referred to support services such as Witness Support, Social Services, Police, drug and alcohol support, or any other relevant support.

If the behaviour is serious or early interventions don't work, we can take a firmer approach which might involve the Community Safety Team. These actions might involve the following:

- Community Protection Notices are issued to the perpetrator and require the behaviour to stop, with further legal actions being taken if the behaviour continues.
- Undertakings are legal orders designed to stop or prevent ASB.
- Fixed Penalty Notices can be issued to an individual or business as a fine for ongoing bad behaviour.
- Statutory Nuisance Abatement Notices are issued by environmental health teams to stop nuisances such as noise or fly tipping.
- Injunctions are legal orders given by the court to stop or prevent ASB.



- Criminal Behaviour Orders are given to someone convicted of a crime to prevent persistent ASB.
- Closure Orders can be used to close a residential property that is being used for ASB, such as drug use.
- Demotion Orders can reduce a tenant's rights and security for a period of 12 to 18 months.
- Possession Proceedings are court orders that can result in a tenant being evicted from their home.

In addition, ASB case management performance will be reported by the Neighbourhood Management Team to relevant bodies, including:

- Resident Forums
- Housing Management Team (HMST)
- Locally appropriate housing partnership events or meetings
- Housing-related Scrutiny Committees, where relevant.

### 13. Support that we can offer

London Borough of Harrow takes a victim centred approach and considers the impact of ASB on victims and witnesses. We have a dedicated ASB Officer who will be the named officer dealing with certain cases. We also understand that tenants and leaseholders may have vulnerabilities which may lead them to behave in an anti-social manner. We do not discriminate and will offer support to perpetrators as well as victims and witnesses.

Below is a list of support we currently offer:

#### Witnesses

Where witnesses are prepared to give evidence in court, we can refer them to Victim Support who can put measures in place to help them feel safe. We can also offer them the option of giving hearsay evidence if they are not emotionally or mentally prepared to give evidence in court. In these circumstances, we will stand in court and give the evidence on the victim's behalf. This sort of evidence is not as effective as the victim attending in person.

#### Support services

Referrals to Support Services can be made for anyone who is involved in ASB including perpetrators and complainants. This could mean that we refer to agencies or departments such as mental health team, adult or children's social services, substance/alcohol misuse support, Citizens Advice, money advisory agencies or any other relevant support agency.

#### Perpetrator support

When dealing with perpetrators, we will use positive requirements within agreements or injunctions, thereby seeking to promote rehabilitation. We will also refer to support agencies or programmes to encourage them to see the impact of negative behaviour and lifestyle choices.

## Community Trigger

The [Community Trigger](#) can be used to demand action. This will start with a review of the case where problems persist because of no or inadequate responses from agencies. The Community Trigger may be used by the victim or by any person acting on behalf of the victim.

## 14. Multi-agency working

The ASB Crime and Policing Act 2014 requires us to work in partnership with a variety of agencies and departments to provide a joint working approach to tackling ASB.

Harlow's Housing team works closely with partner agencies and other council departments by attending multi-agency panels and meetings. Resident First attend professional meetings comprising other council services and partner agencies to discuss individual cases and find sustainable solutions.

## 15. Related policies and strategies

This policy should be read in conjunction with the following:

- [ASB Service Standards](#)
- [Noise Policy \(Housing\)](#)
- [Considerate Neighbour Guide](#)
- [Draft Community Safety Strategy](#)
- [Tenancy Strategy](#)
- [Community Safety Partnership Strategy](#)
- [Equality of Opportunity Policy.pdf](#)
- Adult Safeguarding Policy - [Harlow Safeguarding Adults Board](#)
- Children Safeguarding Board - <https://www.harrowscb.co.uk/>
- Domestic Abuse Strategy (to come)

## 16. Legislation and regulations

This policy is in line with the following legislation and regulations:

- Regulator of Social Housing Consumer Standards 2024
- Police, Crime, Sentencing and Court Act 2022
- Anti-social Behaviour Act 2003
- Anti-social Behaviour, Crime and Policing Act 2014
- Crime and Disorder Act 1998
- Data Protection Act 2018/GDPR
- Equality Act 2010
- Housing Act 2004
- Housing Act 1985

## 17. Compliance and monitoring

This policy ensures compliance with all the above Acts and provides a framework for managing anti-social behaviour (ASB), safeguarding residents' rights, and meeting statutory obligations.

Managers are responsible for ensuring that all relevant staff members and contractors are trained on this ASB policy. Refresher training should be carried out each year and managers should record any areas of non-compliance and take appropriate corrective actions.

## 18. Review

This policy will be reviewed periodically to address legislative and regulatory change, best practice or operational issues.

## 19. Equality and diversity

This policy will be applied in a way which ensures equality of treatment for all tenants and leaseholders without discrimination on account of any protected characteristic as defined within the Equality Act 2010. In drafting this policy, London Borough of Harrow has considered its public sector equality duties under s149 of the Equality Act 2010, namely the need to:

- Eliminate discrimination, harassment, victimisation, and any other conduct that is prohibited under the Act.
- Advance equality of opportunity between people who share a relevant protected characteristic and persons who do not share it.
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

This policy shows regard to diversities around access and delivery of any services. Upon request, London Borough of Harrow will provide translations of all its documents, policies and procedures in various languages and formats including large print and different languages.

Appendix 1    Diary notes template for complainant

Written record of noise disturbance  
(downloaded from internet)



**Complaint Reference:** .....

**Officer Name:** .....

Noise witnessed by: .....  
**(Full name and address from which the witness heard the noise)**

Noise originating from: .....  
**(Address which the noise was coming from)**

I certify that the details given on this diary sheet are a true and accurate record of noise from the address shown. I understand that these details may be used as evidence in the event of formal action on this matter.

**Signature:** .....                      **Full name (print):** .....                      **Date:** .....

Date	Time noise started	Time noise stopped	Description of noise	Effect of noise on you

Date	Time noise started	Time noise stopped	Description of noise	Effect of noise on you
				 <div>LONDON BOROUGH OF <b>HARROW</b></div>