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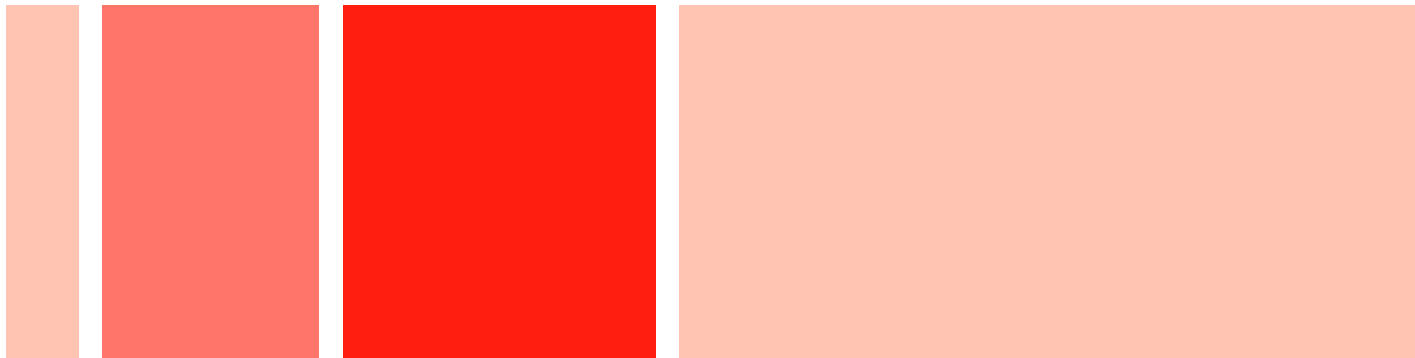
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Wales Anti-social Behaviour: Policy and Practice Review



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Views expressed in this report are those of the researcher and not necessarily those of the Welsh Government.

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- Anne Delaney
- David Hedges
- Simon Inkson
- Joanne McNally

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1. Introduction & Methodology

Background & Context

- 1.1 The 2012 Welsh Government White Paper 'Better Lives and Communities' and the Housing and Regeneration Minister has said clearly that anti-social behaviour is unacceptable. The Welsh Government wants landlords to take a proactive approach to tackling anti-social behaviour, and for social housing providers to adopt firm and proactive policies to deal with it.
- 1.2 Whether intentional or not, anti-social behaviour causes unnecessary worry, annoyance, and even alarm and distress. When it happens, it can harm people's health and well being, their quality of life and, in some cases, present risks to their safety. Its impact can ruin people's lives and communities too, making whole areas feel unsafe. The Welsh Government believes that anti-social behaviour is, and should be seen to be, unacceptable. They want all landlords to be proactive in preventing it from happening in the first place. If it does occur, they want landlords to tackle it early to prevent any escalation.
- 1.3 The Welsh Government requires all local authorities and housing associations to have policies in place to deal with anti-social behaviour that include a variety of methods for tackling it, including prevention and early intervention approaches. However, current practices to tackle anti-social behaviour vary.
- 1.4 The Welsh Government's Housing White Paper made several commitments regarding anti-social behaviour:
 - (i) to ask the Wales Anti-social Behaviour Group to make a robust assessment of the current situation and good practice that exists, and to recommend further action for housing organisations;
 - (ii) to take matters relating to anti-social behaviour into account in legislation relating to the private rented sector for the development of the registration and accreditation scheme;
 - (iii) to evaluate the Wales Housing Management Standard for Tackling Anti-social Behaviour and use the findings to inform future action.
- 1.5 This research project is the prime means of delivering the commitments in (i) and (iii) above.

The aims of the project

- 1.6 The intentions of the project are to:
 - review the practices of social landlords in relation to anti-social behaviour;
 - review the effectiveness of Welsh Government guidance in supporting this work and how it could best be up-dated;
 - identify:
 - effective approaches and best practice amongst social landlords;
 - steps that landlords can take to improve practice; and
 - actions that Welsh Government might take to support action to tackle anti social behaviour.

- 1.7 The project aims to:
- ascertain the extent to which the Wales Housing Management Standard for Tackling Anti-social Behaviour is used by social landlords in Wales and what difference it has made to the effectiveness of tackling of anti-social behaviour.
 - ascertain the problems, challenges, obstacles and blockages of current approaches to anti-social behaviour for social landlords, strategic Community Safety Partnerships and tenants;
 - identify good practice in both preventing and dealing with anti-social behaviour and potential areas for improvement for social landlords, tenants and partnerships;
 - examine what else the Welsh Government could be doing to assist in the effective tackling and preventing of anti-social behaviour from the national perspective;
 - identify areas and approaches which the Welsh Government should take into account when up-dating its policy on anti-social behaviour.
- 1.8 In particular the project seeks to answer key questions about:
- the approaches that have been adopted by different social landlords to tackling anti-social behaviour and how effective they have been, from the perspectives of social landlords, their partners, tenants, and other stakeholders;
 - the data that is collected about the incidence of anti-social behaviour, action taken, and outcomes;
 - the scale of anti-social behaviour in Wales;
 - barriers to tackling anti-social behaviour;
 - the key features of an effective approach to tackling anti-social behaviour;
 - the value of the Wales Housing Management Standard for Tackling Anti-social Behaviour in achieving effective approaches to addressing anti-social behaviour;
 - whether there is a difference in the effectiveness of approaches to addressing anti-social behaviour between organisations that have achieved the Wales Housing Management Standard for Tackling Anti-social Behaviour and those who have not;
 - how the Welsh Government Hate Crime Toolkit, and the findings of recent Welsh Government research on the Toolkit, could be better integrated with anti-social behaviour policy;
 - whether organisations who adopt a victim-based approach are more effective at tackling anti-social behaviour than those who do not;
 - whether social housing providers are co-operating with other organisations as part of an effective multi agency approach to dealing with anti-social behaviour, and the extent to which co-operative approaches are in place;
 - what preventative measures landlords have adopted to tackle anti-social behaviour, and how effective they are;
 - whether there is a need for consistency of data collection around anti-social behaviour;
 - how the Welsh Government needs to up-date the national policy framework on anti-social behaviour.

Project Steering Group

- 1.9 The research was overseen by a Project Steering Group comprising:
- Judith Askew, Head of Housing Strategy and Management, Welsh Government;
 - Jan Fox, Anti-social Behaviour Coordinator, Wales and West Housing Association, chair of the Social Landlords Anti-social Behaviour Forum;
 - Lucie Griffiths & Sara James, Knowledge and Analytical Services, Welsh Government;
 - PC Gareth Lewis, Police Anti-social Behaviour Co-ordinator for Merthyr & Cynon Valleys;
 - Stacey Lewis, Housing Strategy and Management, Welsh Government;
 - Bonnie Navarra, Anti-social Behaviour Co-ordinator for Merthyr, chair of the All Wales Anti-social Behaviour Group;
 - Steve Palmer, Housing Strategy, Welsh Government;
 - Eugene Rourke, Tenant Participation Advisory Service Cymru;
 - Rachel Thornett, Tenancy Enforcement Manager, Caerphilly County Borough Council.

Methodology

- 1.10 The methodology for the project was based on that outlined in the project brief, and the detail for each stage of the methodology was agreed in advance by the Project Steering Group.

Background research

- 1.11 The research team first conducted background research on anti-social behaviour via a web search (using Google Scholar and other relevant research engines) to:
- clarify the current and proposed legal framework around anti-social behaviour in Wales;
 - investigate developments in anti-social behaviour frameworks and practices across the rest of the UK;
 - identify any good practice examples of preventing and dealing with anti-social behaviour (accessing information from, for example, the National Housing Federation, Chartered Institute of Housing, Local Government Association, HouseMark);
 - examine any research on the implications for anti-social behaviour guidance of welfare reform and the likely increase in the use of shared housing;
 - consider the changes which will be introduced by the proposed Anti-social Behaviour, Crime and Policing Bill currently being debated at the House of Lords, and the potential effect of the legislation, when enacted, on practice in Wales.
- 1.12 The main results of this background research are outlined in Chapter 2, and its findings are presented in more detail in Appendix 2 of this report.

Facilitated discussions with key stakeholder groups

- 1.13 Facilitated discussions were held with two key groups:
- the Wales Social Landlords Anti-social Behaviour Forum;
 - the All Wales Anti-social Behaviour Group.
- 1.14 The purpose of discussions were to:
- make participants aware of the research and the opportunities open to them to contribute to the project;
 - seek initial responses to a number of the key research questions;
 - help identify positive practice;
 - assist in the development of a questionnaire survey of social landlords.
- 1.15 At the Wales Social Landlords Anti-social Behaviour Forum, representatives from 13 housing associations and 2 local authorities participated in the discussion.
- 1.16 At the All Wales Anti-social Behaviour Group, those participating in the discussion comprised:
- 4 Anti-social Behaviour Co-ordinators;
 - 4 local authority Anti-social Behaviour case workers/officers;
 - 8 representatives of Welsh Police Forces (representing 3 of the 4 Welsh Forces);
 - 2 representatives of the Crown Prosecution Service;
 - the chair of the Welsh Social Landlords Anti-social Behaviour Forum.

Interviews with key organisations

- 1.17 Interviews were held with representatives of six key organisations:
- the Public Services Ombudsman for Wales;
 - the Police and Crime Commissioner for South Wales;
 - South Wales Police;
 - South Wales Fire and Rescue Service;
 - HouseMark;
 - the Social Landlords Crime and Nuisance Group.

Survey

- 1.18 Information gathered during facilitated discussions and interviews were used to develop a questionnaire which was distributed to 49 social landlords in Wales¹:
- 11 local authorities that still own and manage housing;
 - 11 stock transfer housing associations; and
 - 27 traditional housing associations.
- 1.19 To raise awareness of the importance of the research amongst Welsh social landlords, encourage landlords to complete the questionnaire, and maximise the response rate:

¹ 2 small specialist social landlords were excluded from the survey

- each social landlord was written to by the Head of Housing Policy in the Welsh Government;
 - one member of the research team introduced the questionnaire at the Welsh Social Landlords Crime and Nuisance Group conference on 10th July 2013;
 - the questionnaire was e-mailed to local authorities by the Welsh Local Government Association and to housing associations by Community Housing Cymru;
 - the questionnaire was provided in an online version and in Microsoft Excel format.
- 1.20 All 49 Welsh social landlords completed the questionnaire, representing a 100% response rate.
- 1.21 Of these responses:
- 13 were provided by a Head of Service (for example a Director or Head of Housing in a housing association);
 - 24 were provided by Anti-social Behaviour Team Leaders or Housing Managers;
 - 3 were provided by Anti-social Behaviour Co-ordinators;
 - 9 were provided by Community Safety Officers or their equivalent.
- 1.22 The questionnaire consisted of 6 separate sections (each containing a series of questions) covering:
- the organisation's approach to tackling anti-social behaviour;
 - partnership working;
 - noise;
 - data collection on anti-social behaviour;
 - measures for tackling anti-social behaviour;
 - Welsh Government support.
- 1.23 Tables showing the results from the completed questionnaires are shown in Appendix 3 to this report.
- Interviews with victims and alleged perpetrators***
- 1.24 No review of how social landlords tackle anti-social behaviour can be undertaken without incorporating the views and experiences of those with direct experience of anti-social behaviour. We engaged with both victims and perpetrators to seek their views on:
- the effectiveness of landlords' approaches to dealing with anti-social behaviour;
 - whether, and if so how, these could be improved.
- 1.25 Interviews were held with six victims of anti-social behaviour. Five were face to face interviews and the other conducted by telephone. These interviews were facilitated by the Welsh Tenants Federation, social landlords, and a Community Safety Partnership, who contacted individuals who were or had been victims of anti-social behaviour, to ascertain if they were willing to participate in the research and, if so, to seek their consent to giving their

contact details to the research team. Each victim was asked a series of questions seeking their views on:

- how well their landlord handled their complaint of anti-social behaviour;
- how their complaint could have been dealt with more effectively;
- whether the action taken by the landlord and other partners had resolved their problem.

1.26 Interviews were held with five perpetrators of anti-social behaviour. All interviews were conducted face to face. Assistance in arranging interviews was provided by Big Issue Cymru (who arranged meetings with three individuals) and by the Valley Inclusion Project (who arranged meetings with two individuals). Both organisations spoke to clients to ascertain if they were willing to contribute to the research. Interviews were conducted either in one of the Big Issue vendors' offices or at the home of the individual. Each perpetrator was asked a series of questions seeking their views on:

- organisations' effectiveness in handling the complaint against them;
- whether the action the landlord had taken had resulted in them stopping their activities and/or changing behaviours;
- whether any other action would have been more effective in getting them to stop their activities.

1.27 The sample of victims and perpetrators is very small, and cannot therefore be considered representative of other victim or perpetrator experiences. However, the interviews provide very useful illustrations of and insights into direct experiences of anti-social behaviour.

1.28 The stories of the victims and perpetrators of anti-social behaviour and the views they expressed are outlined in Appendix 4 of this report.

Examples

1.29 Some brief examples were produced to illustrate the experiences and approaches of different social landlords and others. These are shown in Appendix 6 and referred to within the text of the report.

Findings

1.30 The findings from the work outlined above are described in the remainder of the report, and seek to answer the questions outlined in paragraph 1.8 above, as follows:

- Chapter 3: Data on anti-social behaviour;
- Chapter 4. Approaches to tackling anti-social behaviour;
- Chapter 5: Measures for tackling and preventing anti-social behaviour;
- Chapter 6: Noise nuisance;
- Chapter 7: Partnership working;
- Chapter 8: Guidance on anti-social behaviour.

1.31 Chapter 9 contains conclusions and recommendations.

2. Context

- 2.1 This chapter provides a brief summary of the background on anti-social behaviour conducted to provide the context for this report (Appendix 1 contains more detail).

Definitions of Anti-social Behaviour

- 2.2 Anti-social behaviour and most attempts to define it represent a blurring of the boundaries between criminal and non-criminal conduct and incorporate conduct which is not unlawful but may be considered objectionable to certain people. Such a blurring of the boundaries provides an opportunity for differing interpretations and differing approaches to enforcement. No one definition of anti-social behaviour is universally used or accepted.
- 2.3 Two definitions of anti-social behaviour are set out in statute:
- the first is in Section 144 of the Housing Act 1996, which defines anti-social behaviour as conduct:
“causing or likely to cause a nuisance or annoyance to a person residing, visiting or otherwise engaging in lawful activity in the locality”;
 - the second is in Section 1 of the Crime and Disorder Act 1998, which defines anti-social behaviour as conduct which:
“has caused or is likely to cause harassment, alarm or distress to one or more persons not of the same household”.
- 2.4 Further definitions are proposed in the Anti-social Behaviour, Crime and Policing Bill currently being debated at the House of Lords:
- in the Bill that left the Commons, anti-social behaviour was defined as follows:
*“(a) conduct that has caused, or is likely to cause, harassment, alarm or distress to any person, or
(b) in the case of an application for an injunction under this section by a housing provider or by a local authority when exercising similar housing management functions, conduct capable of causing nuisance or annoyance to any person”;*
 - the Lords have since suggested changes to that definition as follows:
*“anti-social behaviour means—
(a) conduct that has caused, or is likely to cause, harassment, alarm or distress to any person,
(b) conduct capable of causing nuisance or annoyance to a person in relation to that person’s occupation of residential premises, or
(c) conduct capable of causing housing-related nuisance or annoyance to any person”.*

At the time of writing, the definition(s) of anti-social behaviour in the Bill have yet to be finalised.

Current and emergent powers available to tackle anti-social behaviour across England and Wales

- 2.5 There are a wide range of legal measures available to deal with anti-social behaviour. These are listed in detail in Appendix 1.²
- 2.6 This raft of more recent legislation not only saw an expansion in the tools available to social landlords to deal with anti-social behaviour, but also a recognition of the need for social landlords to work in partnership with key agencies to address anti-social behaviour. This was based on the premise that the causes of housing-related anti-social behaviour were often complex and that solutions necessarily involved a number of key agencies.
- 2.7 The extensive range of powers available to deal with anti-social behaviour are now considered by many practitioners and politicians to be so protracted and complex that they prevent a rapid response to problems and have led to a lack of consistency in the way that agencies at a local level address anti-social behaviour.
- 2.8 The Anti-social Behaviour, Crime and Policing Bill currently under debate in Westminster (which will, when enacted, be applicable to both England and Wales) proposes replacing many existing measures, and amending existing legislation to introduce a range of new and simplified measures³, including:
- Criminal Behaviour Orders;
 - Injunctions to Prevent Nuisance and Annoyance;
 - Absolute and Discretionary Ground for Possession;
 - Community Protection Notices;
 - Community Protection Orders;
 - Dispersal Powers
- and introduces what has been termed a 'Community Trigger' which would require members of the Community Safety Partnership to take action to deal with persistent anti-social behaviour. The duty would be triggered by members of the public making a complaint that meets certain criteria.

Wales-specific guidance and legislation on anti-social behaviour

² Responsibility for the development of anti-social behaviour policy cuts across a number of functional areas, some of which have been devolved to the National Assembly for Wales and some of which have not. All the measures listed in Appendix 1 apply across both England and Wales unless otherwise stated.

³ More detailed information about these measures, and the existing measures they are intended to replace, can be found in Table C in Appendix 1 to this report.

- 2.9 In August 2006 the UK Government published 'The Respect Standard for Housing', which provided a voluntary benchmark for English social landlords of the key elements that make an effective service to tackle anti-social behaviour, and performance against this standard was formally assessed by the Audit Commission's Housing Inspectorate.
- 2.10 In July 2008 the Welsh Government introduced its own variation of the 'Respect Standard for Housing Management', when it introduced the 'Wales Housing Management Standard for Tackling Anti-social Behaviour'⁴ which addresses a range of core components:
- commitment, leadership, and accountability;
 - empowering and reassuring residents;
 - prevention and early intervention;
 - support to tackle the causes of anti-social behaviour;
 - tailored services for residents and support for victims and witnesses;
 - protecting communities through swift enforcement;
 - encouraging community responsibility.
- 2.11 Within each section are a number of core components which are expressed as 'building blocks' or 'working with partners'. Landlords seeking accreditation against this Standard are expected to demonstrate that they carry out all or many of these activities and also complete an assessment undertaken by the Welsh Government. However, the process of accreditation is different from that in England, in that the Welsh assessment is paper-based only, and does not monitor implementation in practice.
- 2.12 As at October 2013, of the 49 social landlords in Wales involved in this study⁵, only 17 (35%) landlords (2 local authorities, 4 stock transfer associations, and 11 traditional housing associations) had been accredited as meeting the Standard, and one (a traditional housing association) is working towards it.
- 2.13 In 2008, the Wales Social Landlords Anti-social Behaviour Forum⁶ published 'Tackling Hate Crime Incidents – a Toolkit for Social Landlords in Wales'⁷. The toolkit sought to provide practical advice and information to social landlords to enable them to provide a comprehensive response to victims and witnesses of hate incidents and anti-social behaviour. Research in 2013 (funded by the Welsh Government and undertaken by Shelter Cymru, Tai Pawb and

⁴ Welsh Government (2008)

⁵ 38 housing associations and 11 local authorities which have retained their housing stock

⁶ A forum of social landlords in Wales, Membership is free and open to both housing associations and local authorities

⁷ Wales Social Landlords Anti-social Behaviour Forum et al (2008)

Swansea University) found that just over a third of Welsh social landlords used the toolkit⁸.

2.14 The Welsh Government has recently consulted on a White Paper “Renting Homes: A Better Way for Wales”⁹. If enacted, this will introduce a common secure contract for all social housing tenants in Wales and a standard contract which is intended to replace all private sector tenancies. The proposed new contracts are intended to contain a Prohibited Conduct term, which clearly sets out for both landlords and tenants what is unacceptable behaviour. Under the draft ‘Prohibited Conduct’ term, a contract-holder (tenant) may not:

- use or threaten to use violence against a person lawfully living in the premises, or do anything which creates a risk of significant harm to such a person;
- engage or threaten to engage in conduct that is capable of causing nuisance or annoyance to a person living in the locality of the premises, or a person engaged in lawful activity in, or in the locality of, the premises;
- use or threaten to use the premises, or any common parts that they are entitled to use under the contract, for criminal purposes;
- allow, incite or encourage others who are residing in or visiting the premises to act in these ways, or allow, incite or encourage any person to act as mentioned above.

2.15 If enacted as proposed:

- the Prohibited Conduct term could trigger proceedings for possession by the landlord, in exceptional circumstances on the same day that the notice is served on the tenant;
- landlords will be able to apply to the courts for an injunction prohibiting further breaches of the term and apply for a power of arrest to be attached in some cases;
- as a means of addressing incidents of domestic violence, landlords will be able to evict the perpetrator without ending the tenancy for the victim, and apply to the courts for exclusion orders.

2.16 The White Paper also sought views on whether it would be appropriate to introduce a measure to disqualify someone who is, or has been, subject to an injunction and/or an Anti-social Behaviour Order from being a reserve successor. This measure, if introduced, will be a marked difference from England.

⁸ Shelter et al (2013). The research received responses from 40 social landlords, a response rate of approximately 81%.

⁹ Welsh Government (2013)

2.17 The Renting Homes Bill is likely to be introduced into the National Assembly during this administration but is not likely to be implemented until after 2015.

3. Data on Anti-social Behaviour

- 3.1 There is limited comprehensive and reliable data on the incidence of anti-social behaviour in Wales. The main sources of information on the incidence of anti-social behaviour in general and anti-social behaviour in the social housing sector are collected across England and Wales, and it is not always possible to disaggregate Wales within that data.
- 3.2 The first section of this chapter provides an overview of the key sources of data on the incidence of anti-social behaviour across England and Wales:
- Official Crime Statistics for England and Wales;
 - the Crime Survey for England and Wales;
 - data produced by Her Majesty's Inspectorate of Constabulary on the experiences of people who report anti-social behaviour;
 - HouseMark data.
- 3.3 The second section of the chapter provides information on anti-social behaviour data in Wales, from:
- Home Office data on crimes and anti-social behaviour incidents reported to the four Welsh police forces;
 - The Public Services Ombudsman for Wales;
 - South Wales Police's anti-social behaviour information technology (ASBIT) system; and
 - information collected for this project via a survey of all social landlords on:
 - the incidence of anti-social behaviour in the social housing sector;
 - how social landlords use this data; and
 - what data social landlords consider could be collected on anti-social behaviour.

Anti-social Behaviour across England and Wales

Official Crime Statistics for England and Wales

- 3.4 The police record anti-social behaviour incidents in accordance with the National Standard for Incident Recording, and these figures are published annually. Incidents are recorded in accordance with the same 'victim focused' approach applicable to recorded crime. However, these figures are not accredited National Statistics and are not therefore subject to the same level of quality assurance as the main set of recorded crime statistics.
- 3.5 Her Majesty's Inspectorate of Constabulary reviews¹⁰ have found that there was a greater variation in the recording of anti-social behaviour incidents

¹⁰ HMIC (2012) <http://www.hmic.gov.uk/publication/review-police-crime-incident-reports-20120125/>

across police forces than was evident in main crime recording. It is known, for example, that occasionally police forces may be duplicating some occurrences of a single anti-social behaviour incident where multiple reports have been made by different callers. Therefore the figures in the statistical bulletin 'Crime in England and Wales, Year Ending March 2013'¹¹ are likely to be slight overestimates of all anti-social behaviour incidents.

- 3.6 Figures for the period 2007/08 to 2010/11 show a decline in the number of anti-social behaviour incidents recorded by the police, consistent with the recent trends in total police recorded crime. However, data on anti-social behaviour incidents from 2011/12 are not directly comparable to those in previous periods, owing to a change in the classification used for anti-social behaviour incidents.
- 3.7 From 2011/12 the police have placed all reported incidents of anti-social behaviour into one of three categories:
- 'nuisance' –incidents where an act, condition, thing or person causes trouble, annoyance, irritation, inconvenience, offence or suffering to the local community in general rather than to individual victims;
 - 'personal' –incidents that are perceived as either deliberately targeted at an individual or group, or having an impact on an individual or group rather than the community at large;
 - 'environmental' –incidents where individuals and groups have an impact on their surroundings, including natural, built and social environments.
- 3.8 The police recorded approximately 2.3 million incidents of anti-social behaviour in England and Wales in the year ending March 2013 (compared with 3.7 million notifiable crimes recorded by the police over the same period). However, the reliability of this figure is called into question by two factors:
- first, the possibility of over-estimation resulting from the duplication of incidents, as set out in paragraph 3.5;
 - second, the possibility of under-estimation resulting from the fact that, in some cases, individuals will report anti-social behaviour to another agency (such as the local authority or a social landlord) rather than to the police.
- 3.9 In the year ending March 2013, of the anti-social behaviour incidents recorded by the police:
- 65% were identified as 'nuisance';
 - 28% as 'personal';
 - 6% as 'environmental'.

¹¹ ONS (2013) http://www.ons.gov.uk/ons/dcp171778_318761.pdf

The Crime Survey for England and Wales

- 3.10 The Crime Survey for England and Wales for the year ending March 2013 was based on face to face interviews with 34,880 adults aged 16+ and 2,879 young people aged 10 to 15. The Survey asked respondents about their experience of crime and anti-social behaviour, and may include crimes that have not been reported to the Police or reported in official crime statistics. The Crime Survey estimates that there were 8.6 million crimes against adults in England and Wales for the year ending March 2013. The Survey does not provide a comparable estimate for the number of incidents of anti-social behaviour, but asks respondents about their experiences of problems with different types of anti-social behaviour in their local area.¹²
- 3.11 In the year ending March 2013 the Crime Survey showed that 13% of adults in England and Wales perceived there to be a high level of anti-social behaviour in their local area, a decrease of 2% from the previous year. Respondents consider the following to be problems in their local areas:
- rubbish or litter lying around (29%);
 - people using or dealing drugs (26%);
 - teenagers hanging around on the streets (22%);
 - people being drunk or rowdy in public places (21%);
 - vandalism and graffiti (19%).
- 3.12 The Crime Survey datasets released for the year ending March 2012¹³ showed that a significantly greater proportion of social housing tenants perceived there to be a high level of anti-social behaviour in their local area (26%), when compared to private sector tenants (17%) and owner occupiers (11%).
- 3.13 New questions about respondents' actual experiences of anti-social behaviour in their local area were added to the 2011/12 Crime Survey. These questions ask whether the respondent has personally experienced or witnessed anti-social behaviour in their local area and, if so, what types.
- 3.14 In the year ending December 2012 the Crime Survey indicated that 29% of respondents had personally experienced or witnessed at least one anti-social behaviour problem in their local area in the previous year. The two most common types of anti-social behaviour experienced or witnessed were drink-related behaviour and groups hanging around on the streets (10% each).

¹² The Crime Survey for England and Wales uses the same definition of anti-social behaviour as used in the National Standard for Incident Reporting

¹³Data can be found at <http://www.ons.gov.uk/ons/publications/re-reference-tables.html?edition=tcm%3A77-297901>

Her Majesty's Inspectorate of Constabularies datasets

- 3.15 In 2012 Her Majesty's Inspectorate of Constabularies published demographic data from telephone surveys with just under 10,000 people across England and Wales who had reported an anti-social behaviour incident to their local police force in September 2011¹⁴. The data does not provide any evidence in respect of the number of incidents of anti-social behaviour, but produces interesting information about peoples' experience of anti-social behaviour, their perception of anti-social behaviour and its causes, and how well informed they feel about what is being done to tackle it.
- 3.16 Of those surveyed, 29% felt that there was more anti-social behaviour in their local area than there had been 12 months previously. A slightly higher proportion of private tenants (32%) thought this than owner occupiers (28%) and social housing tenants (29%).
- 3.17 Respondents felt that the main causes of anti-social behaviour were:
- alcohol (28%);
 - not enough to do (23%);
 - poor parenting (20%);
 - drugs (18%).
- 3.18 Respondents were asked about the number of times they had reported anti-social behaviour to the police in the previous 12 months. This showed that:
- 47% of respondents had reported anti-social behaviour once or twice;
 - 25% had reported anti-social behaviour 3 or 4 times;
 - 26% had reported anti-social behaviour more than 5 times.
- 3.19 The detailed statistics show that social housing tenants are more likely to have phoned the police about anti-social behaviour more than 5 times (35%) and more than 10 times (21%), than owner occupiers (22% and 12%) or private rented tenants (23% and 12%). Of those respondents who made more than one call to the police to report an anti-social behaviour incident, 65% of repeat calls were made to report the same or a related problem.
- 3.20 Respondents were asked about the types of anti-social behaviour incident they had reported:
- 39% said that the incident was targeted at them personally, at their family, or at a particular group they are a part of;

¹⁴ Data can be found at <http://www.hmic.gov.uk/media/anti-social-behaviour-ipsos-mori-research-survey-results-by-demographic-2012.xls>

- 44% said that the incident they reported affected the local community in general;
 - 10% said that they reported an incident which had impacted on the local environment.
- 3.21 51% of social housing tenants said that the incident was targeted at them personally, at their family or at a particular group they are a part of, compared to owner occupiers (34%) and private tenants (37%).
- 3.22 Respondents were asked whether they thought that the anti-social behaviour was specifically motivated by hostility or prejudice. Most (61%) did not think this was the case. However, of those who did:
- 5% said race;
 - 4% said disability;
 - 2% said sexual orientation;
 - 2% said gender identity;
 - 1% said religion.
- 3.23 8% of social housing tenants said that anti-social behaviour was specifically motivated by hostility or prejudice towards somebody's disability, compared with 3% respectively for owner occupiers and private tenants.
- 3.24 Respondents were asked whether they considered themselves to be well informed about what was being done by local public services to tackle anti-social behaviour. Over half (59%) of respondents said that they considered themselves to be either not very informed or not informed at all.

HouseMark

- 3.25 HouseMark (a membership-based organisation owned by the Chartered Institute of Housing and the National Housing Federation) operates an anti-social behaviour benchmarking system for UK social landlords. It has now published six annual reports of findings.
- 3.26 The benchmarking system uses an online data entry system. Members collect data according to the requirements of each measure, and input their data onto the benchmarking system within 4 weeks of the end of each quarter or financial year. HouseMark's benchmarking team undertakes validation checks on data at the end of each year.
- 3.27 A wide range of performance data is collected for the Benchmarking Project, including, for example:
- types of teams used by participants;
 - types of anti-social behaviour case management system;

- cost of delivering anti-social behaviour service;
- number of new anti-social behaviour cases;
- new cases by National Standard for Incident Recording category;
- number of new anti-social behaviour cases by type;
- actions taken to tackle anti-social behaviour;
- number of live, resolved and unresolved anti-social behaviour cases;
- number of resolved cases by main intervention;
- complainant satisfaction;
- average number of days taken to resolve anti-social behaviour cases.

3.28 HouseMark's sixth annual report (for 2012/13)¹⁵ recorded information on over 95,000 cases of anti-social behaviour (a rate of 70 cases per 1000 properties) amongst the 143 social landlords in England and Wales who participate in its Benchmarking Project (a slight reduction on the figures reported in 2011-12). The report estimates that, if these figures were multiplied to represent all social landlords in England and Wales, the total number of cases would be in the region of 300,000.

3.29 Most organisations contributing data to HouseMark's anti-social behaviour benchmarking project are English social landlords, but a total of 19 Welsh social landlords (3 local authorities, 7 stock transfer associations, and 9 traditional housing associations) are also registered to take part (although not all are currently submitting data). Although Welsh landlords make up only 5% of participants in benchmarking overall, the proportion of Welsh landlords taking part is quite high compared with other parts of the UK. Benchmarking data was included in the 2012/13 report from 8 Welsh organisations (1 local authority, 4 stock transfer associations, and 3 traditional housing associations).

3.30 The HouseMark study uses the National Standard for Incident Recording categorisation of incidents of anti-social behaviour, and found that, of the 95,000 anti-social behaviour cases in 2012-13:

- 49% were classed as 'nuisance';
- 28% as 'personal';
- 23% as 'environmental';

This is significantly different to the figures produced in the Official Crime Statistics, but this variation may be a consequence of the fact that tenants are more likely to report low level and environmental anti-social behaviour incidents to their landlord than to the police.

¹⁵ Wickenden, T (2013)

- 3.31 Of the 95,000 anti-social behaviour cases reported in 2012-13:
- 34% related to noise;
 - 25% to harassment or threats;
 - 9% to vandalism;
 - 3% to hate related incidents;
 - 3% related to 11 different types of 'other' incidents (garden nuisance, pets, rubbish and drugs accounted for about 0.5% each; domestic abuse, vehicles and alcohol were all less than 0.2% of cases).
- 3.32 HouseMark estimates that UK social landlords spent £325million tackling anti-social behaviour in 2011/12.¹⁶

Anti-social Behaviour data in Wales

Data from the four Welsh police forces

- 3.33 The Home Office collect statistics from all police forces in England and Wales which record the number of reported crimes and anti-social behaviour incidents. This data is published online¹⁷.
- 3.34 In the period November 2012 to the end of October 2013, the four Welsh police forces recorded a total of 282,524 crimes and anti-social behaviour incidents, of which 114,361 (40%) were anti-social behaviour incidents.

Public Services Ombudsman for Wales

- 3.35 Public Services Ombudsman for Wales staff reported that housing and planning were previously their biggest source of complaints, but that these have now been overtaken by health issues. A few years ago anti-social behaviour was the 'hot topic' for complaints, but the number of anti-social behaviour complaints has since declined. Ombudsman staff described their relationship with landlords as good, which allows many complaints to be resolved before investigation. Details of Ombudsman complaints about social housing landlords over the last 3 years are shown in the table below.

¹⁶ The estimate is based on actual figures for landlords managing around two thirds of UK social housing stock

¹⁷ Data available at <http://data.police.uk/>

Public Services Ombudsman for Wales complaints about social landlords¹⁸

	2010/11	2011/12	2012/13
All complaints of maladministration in relation to housing associations	110	122	171
Neighbour nuisance/ Anti Social Behaviour complaints received in total (housing associations and local authorities)	49	32	32

South Wales Police's ASBIT system

- 3.36 South Wales Police maintain an anti-social behaviour IT system called ASBIT. Data relating to all reported incidents of anti-social behaviour are input by staff located in 7 Anti-social Behaviour Units located in local authorities across the South Wales Police area. Each Unit is made up of police and local authority staff.
- 3.37 During the period September 2012 to the end of August 2013, 41,186 incidents were recorded on the system, of which:
- 56% were categorised as 'nuisance'; (compared to 65% in England and Wales figures)
 - 38% were categorised as 'personal'; (compared to 28% in England and Wales figures)
 - 6% were categorised as 'environmental'. (compared to 6% in England and Wales figures)

Survey of social landlords

- 3.38 The survey of Welsh social landlords conducted for this project asked landlords a series of questions about data collection on anti-social behaviour. They were asked:
- how many complaints of anti-social behaviour they had received in the last full 12 month period¹⁹;
 - what information they collected about anti-social behaviour²⁰;
 - how they used the data collected about anti-social behaviour²¹;
 - what data, if any, the Welsh Government should collect in respect of anti-social behaviour²².

¹⁸ These figures do not include inquiries made to the Public Services Ombudsman for Wales. The Ombudsman also runs a signposting service, where complainants will be directed to appropriate organisations if the complaint is 'premature' (not yet investigated by the landlord), or outside their remit.

¹⁹ See Table 1, Appendix 3.

²⁰ See Table 2, Appendix 3.

²¹ See Table 3, Appendix 3.

²² See Table 4, Appendix 3.

- 3.39 Social landlords reported a total of 20,323 complaints about anti-social behaviour in the last complete 12 month period. However, this figure should be treated with caution for a number of reasons:
- not all landlords treat the same complaint in the same way, and what one landlord might classify as an anti-social behaviour complaint, another might treat as an estate management matter;
 - landlords' data recording systems vary significantly, from paper recording systems to the use of sophisticated software designed specifically to support the management of anti-social behaviour cases;
 - some landlords record data about each individual anti-social behaviour incident, whilst others record data about each anti-social behaviour case;
 - one landlord was unable to provide any data about the incidence of anti-social behaviour, as all records were held on hard copy files and collecting the information would be a significant task for the landlord.
- 3.40 The completeness and reliability of responses received therefore need to be treated with caution. This is demonstrated by two comparisons. The first is between two stock transfer associations, Valleys to Coast and Monmouthshire Housing Association. Valleys to Coast owns and manages approximately 6,000 homes and reported 135 complaints of anti-social behaviour in the last 12 month period. Monmouthshire Housing Association manages approximately 3,500 homes and reported 508 complaints over the same period. The second comparison is between two local authority landlords. Swansea Council and Anglesey Council. Swansea reported 1,067 complaints, whilst Anglesey (significantly smaller in terms of stock) reported 1,500. It would seem counter-intuitive that the number of anti-social behaviour complaints is not related to the size of the housing stock managed by the social landlord.
- 3.41 Data collected about anti-social behaviour across the sector varies considerably, and there is no consistency in the approach adopted by landlords across Wales.
- most (but not all) collect information about number of incidents or cases;
 - only just over half collect information on:
 - types of anti-social behaviour;
 - actions taken;
 - only just under half collect information on outcomes;
 - only one third collect information on tenant satisfaction;
 - less than a quarter collect information on:
 - locations/hotspots for anti-social behaviour;
 - time taken to resolve cases/responses within target times;
 - only one landlord (2%) records information on the ethnicity or vulnerability of victims or perpetrators;

- five social landlords (10%) do not collect any meaningful data at present, and one collects data only on the number of complaints received;
- only six (32%) of the 19 Welsh social landlords who are members of HouseMark's benchmarking club routinely record anti-social behaviour benchmarking data.

3.42 Members of the Wales Social Landlord Anti-social Behaviour Forum were asked if they considered that there was a need for greater consistency in data collection in respect of anti-social behaviour. The overwhelming view of respondents was that there was a need for greater consistency, and that all landlords should be collecting data in relation to:

- preventative activities;
- outcomes rather than outputs; and
- tenant satisfaction (both the victim and perpetrator). Members felt that the most effective approach to gathering satisfaction data from victims and perpetrators was via personal telephone contact. One organisation successfully uses a group of volunteer tenants to contact victims and perpetrators by phone to obtain satisfaction data.

3.43 When asked to describe how they used the data they collected on anti-social behaviour, landlords provided a diverse range of responses which clearly fitted into one of two categories:

- only 10 (20%) of social landlords said they used data collected for formal reporting to Council or Board (e.g. via monthly Board updates, feedback to sub-committees, annual Board reports);
- the majority 39 (80%) said they did not use the data to formally report anti-social behaviour as part of the organisation's governance arrangements, and therefore would appear to use the data collected for management purposes only (e.g. to track trends and resources).

3.44 Only two (4%) landlords (both traditional associations) reported that they used the information to evidence to their tenants the action they had taken in response to anti-social behaviour complaints. Members of the All Wales Anti-social Behaviour Group felt that victims and the wider community needed to be better informed about what action was being taken to address anti-social behaviour, but that this was impeded by poor data collection. Victims and perpetrators also felt that more information should be provided by social landlords about how anti-social behaviour issues were being dealt with.

3.45 Social landlords were asked their views on what data, if any, the Welsh Government should collect in respect of anti-social behaviour:

- most commonly, landlords said that data should be collected on:
 - types of anti-social behaviour (43%);

- actions taken (37%), although there was no consensus on which actions data should be collected on;
- number of incidents/cases (32%), although there was no consensus about whether data should be in respect of individual incidents or of overall cases;
- two landlords (4%) said that data should not be collected at a landlord level, but at a multi-agency level, to avoid multiple counting;
- three landlords (6%) said that the Welsh Government should collect no data on anti-social behaviour. The Welsh Government has recently rationalised data collection across all departments, with the result that no data on housing-related anti-social behaviour is currently collected.

3.46 Members of the All Wales Anti-social Behaviour Group referred to the need for improved information and information sharing as part of the key to successful multi-agency working. However, they had concerns about partners' different data, data collection, data analysis and data systems which do not 'talk' to one another. A common information database was felt to be beyond achievement currently, but it was felt that the current situation could be improved if there was more consistency in data collection and use.

3.47 The Social Landlords Crime and Nuisance Group consider the collection of robust and meaningful data about anti-social behaviour to be one of the key challenges. Their perception is that the focus of practitioners has been on resolving problems, and, as a consequence, the social housing sector relies on anecdotal information about anti-social behaviour. They suggest that a robust outcome based measures framework should be developed to monitor the effectiveness of social landlords' performance in relation to anti-social behaviour.

3.48 South Wales Police have indicated their willingness to share access to their ASBIT system with local authorities and housing associations in the 12 local authority areas the force operates across. Due to the sensitive nature of information held on the database, individuals would need to be vetted before they could have access to the system, in accordance with the Non-Police Personnel Vetting procedures set out by the Association of Chief Police Officers. Police representatives interviewed reported that this has been a stumbling block in achieving wider access.

Conclusions

3.49 Statistics produced for England and Wales would suggest that there has been a slight decline in the incidence of anti-social behaviour as reported to the police and to social landlords. In addition the Crime Survey for England and Wales reports that there has been a similar reduction in the proportion of

adults in England and Wales who perceive there to be a high level of anti-social behaviour in their local area.

- 3.50 However, the Her Majesty's Inspectorate of Constabularies datasets show that a greater proportion of social housing tenants, when compared to owner occupiers and private tenants:
- perceive there to be a high level of anti-social behaviour in their local area;
 - have phoned the police to report incidents of anti-social behaviour more than five times and ten times, in most cases reporting the same issue;
 - consider that the anti-social behaviour was targeted at them personally, at their family or at a particular group they are a part of. This is particularly reflected in the disability hate crime figures.
- 3.51 In Wales in the period November 2012 to October 2013 the four Welsh police forces received 114,361 anti-social behaviour complaints, which constituted 40% of all incidents reported to the four forces.
- 3.52 Welsh social landlords reported that they had recorded 20,323 complaints of anti-social behaviour in the last complete 12 month period, but this figure should be viewed with caution, as there is no consistency in the types of data collected.
- 3.53 Welsh social landlords do not have a common approach to recording anti-social behaviour, with some recording individual incidents, and others recording composite cases.²³ Only a limited number of social landlords use the classification of anti-social behaviour incidents as set out in the National Standards for Incident Reporting.
- 3.54 There are also inconsistencies in landlords ability to provide comprehensive information about anti-social behaviour (number of incidents, number of cases, case management information, outcomes and satisfaction), a small number stated that they are unable to provide any meaningful data, and one landlord was unable to provide any data whatsoever.
- 3.55 Few landlords would appear to routinely provide Boards, Committees and tenants with information which will enable them to assess the organisation's performance in tackling anti-social behaviour. Even fewer landlords use information collected to report back to the communities affected by anti-social behaviour about what action has been taken to address problems.

²³ Landlords who participate in HouseMark ASB benchmarking use a common approach to the recording and monitoring of ASB cases, but only a small number regularly return completed datasets.

4. Approaches to tackling anti-social behaviour

4.1 This chapter of the report seeks to gain an understanding of the approaches social landlords in Wales have adopted to address anti-social behaviour, from the definitions used to the measures and approaches adopted to deal with anti-social behaviour. While it draws on the landlord survey, this chapter also highlights the findings from discussions with a wide range of stakeholders, including victims and perpetrators of crime.

4.2 The approaches adopted by social landlords to tackling anti-social behaviour have changed substantially over time. According to Pawson and MacKenzie²⁴ these changes are the result of a number of factors, which include top-down pressure by central government through the introduction of new legislation, guidance and monitoring requirements.

Definitions of anti-social behaviour

4.3 Most stakeholders interviewed felt that one of the issues that most crucially needed to be addressed was the need for a common definition of anti-social behaviour across different agencies, to support consistent approaches to addressing, reporting and analysing incidents.

4.4 Social landlords use different definitions of anti-social behaviour:

- 15 (30%) of all Welsh social landlords use the most up to date legal definition, as provided in the Crime and Disorder Act 1998, i.e. *“Conduct likely to cause harassment, alarm or distress to one or more persons not of the same household as themselves”*;
- 25 (51%) use the earlier legal definition of anti-social behaviour provided in the 1996 Housing Act, i.e. *“Conduct which is capable of causing nuisance or annoyance to any person”*;
- nine (19%) use definitions of anti-social behaviour which have no legal standing.

Overall approaches to tackling anti-social behaviour

4.5 The survey of Welsh social landlords conducted for this project asked landlords to define their approach to tackling anti-social behaviour:

- a third (15) considered their approach was victim focused;
- another third (15) reported that their approach was a balanced combination of prevention (such as diversionary activities for young people), victim support, and enforcement (taking action against the tenancy of the perpetrator of anti-social behaviour);

²⁴ Pawson & McKenzie (2006)

- seven landlords reported that their approach incorporated two of the above three approaches (prevention, victim focused or enforcement);
- seven defined their approach as prevention focused;
- just one landlord said that their approach was enforcement focused.

4.6 However, this response differs somewhat from the responses received when the same question was put to members of the Wales Social Landlord Anti-social Behaviour Forum. :

- 2 of the 15 members (13%) said that their approach was predominantly victim focused;
- 8 (55%) said their approach was a balanced combination of prevention, victim support and enforcement;
- 3 (20%) said that their approach was reactive;
- 2 (13%) said that their approach was prevention focused.

4.7 In the survey of Welsh social landlords:

- a greater proportion of traditional housing associations said their approach was prevention focused compared with local authorities and stock transfer associations;
- a greater proportion of stock transfer associations said their approach was victim focused compared with local authorities and traditional housing associations;
- a greater proportion of local authority landlords said their approach was a balance of the three approaches compared with stock transfer associations and traditional associations.

4.8 In the survey of Welsh social landlords also, there were variations in approach amongst the 17 landlords who had achieved the Wales Housing Management Standard for Anti-social Behaviour:

- 5 (29%) said that they had a balanced approach (a mix of prevention, victim focus and enforcement);
- 4 (23%) said their approach was victim focused;
- 4 (23%) said that their approach was a mix of two of the three main elements;
- 3 (18%) said their approach was prevention focused;
- 1 (6%) said their approach was enforcement focused.

4.9 The Wales Social Landlord Anti-social Behaviour Forum considered that a twin tracked approach to dealing with anti-social behaviour (which includes enforcement and support for perpetrators) was a more effective approach to tackling anti-social behaviour than using individual measures in isolation.

Use of the Tackling Hate Crime toolkit

4.10 Research undertaken by Shelter Cymru and Tai Pawb in 2012²⁵ revealed that 15 landlords (37% of landlords who responded to their survey) said they used the Tackling Hate Crime toolkit. The survey for this project found that 28 social landlords (57.1%) said they had incorporated the advice contained in the Tackling Hate Crime toolkit into their policy and procedures. A far greater proportion of stock transfer associations said they had incorporated the advice (81%) compared to local authority landlords and traditional housing associations (45% and 52%).

4.11 However, when landlords who said they had incorporated the toolkit advice into their policy and procedures were asked to list all the elements of the advice that they had incorporated, none of the landlords had incorporated the advice in full:

- ten landlords (36%) had incorporated advice about working in partnership with police and local authorities;
- five landlords (18%) had incorporated advice about making a quicker response to complaints, and introducing monitoring systems;
- five landlords (18%) had incorporated advice about support for victims;
- fewer landlords had incorporated advice about:
 - the production of a leaflet on hate crime (three, or 11%);
 - allocating a specific officer to a case (two, or 7%);
 - target hardening (one, or 2%); and,
 - the use of CCTV (one, or 2%).

4.12 When landlords who said they had incorporated the advice into their policy and procedures were asked how they had done so:

- nine (32%) said they had reviewed their policies and procedures;
- six (21%) said they had provided training for staff;
- three (11%) said they had incorporated the advice into revised policies and procedures at the time that stock transfer associations were established.

Views on effective approaches to tackling anti-social behaviour

4.13 Landlords and other stakeholders were asked (in the survey, interviews and group meetings) what they considered to be the key features of effective approaches to tackling anti-social behaviour. The most commonly mentioned are shown below.

²⁵ Shelter Cymru et al (2013)

Early intervention

- 4.14 Early intervention/responding quickly to complaints was listed by 30 (61%) of landlords in the survey as a key feature of an effective approach to tackling anti social behaviour. This view was shared by:
- members of the Wales Social Landlord Anti-social Behaviour Forum;
 - the All Wales Anti-social Behaviour Group;
 - staff of the Public Services Ombudsman for Wales;
- all of whom felt that early intervention was fundamental to an effective approach.
- 4.15 In the interviews with victims and perpetrators (whilst not a large or representative sample) both groups highlighted the need for much earlier interventions by landlords, which they felt would give them greater support in dealing with the issues.
- 4.16 HouseMark's analysis of 2011/12 Anti Social Behaviour benchmarking results for the UK shows that early intervention was the main action taken by landlords. Nearly three quarters of their day-to-day actions were interviews, visits, warnings and other intervention work prior to taking action or involving external agencies.²⁶ Personal contact with perpetrators was considered to be the most effective action to resolve anti-social behaviour cases (and this was supported by the perpetrators interviewed during the research). Visits and interviews resolved 29% of cases. 1 in 5 cases were resolved by simply sending a letter to the perpetrator. 64% of all cases were resolved by early intervention.
- 4.17 Police forces now place greater emphasis on early intervention as a key tenet of positive anti-social behaviour work. Following the Pilkington Enquiry, the police deal with individual incidents as they are reported, supporting early intervention. They feel that the use of anti-social behaviour diaries (whilst providing excellent evidence for court cases) delays intervention to stop the anti-social behaviour, and is unhelpful where the victim has literacy issues or does not have English/Welsh as a first language, adding that "*diaries are good for lawyers but bad for victims*". This views was supported by both victims and perpetrators interviewed during the research.
- 4.18 In the survey of Welsh social landlords conducted for this project, only four (18%) said they provided a 24 hour response to incidents of anti-social behaviour. However, several stakeholders expressed scepticism about this, believing that what was classified as '24 hour response' only meant that

²⁶ See Chapter 5 for HouseMark data on measures used for tackling Anti Social Behaviour and the success of those actions.

victims were able to use a 24 hour phone line to report incidents, not that incidents were substantively dealt with out of hours.

Partnership working arrangements

4.19 Good partnership working arrangements were listed as a key feature of an effective approach by 23 (47%) of landlords in the survey, and also by:

- the Wales Social Landlord Anti-social Behaviour Forum;
- the All Wales Anti-social Behaviour Group;
- Public Services Ombudsman for Wales staff;
- the Social Landlords Crime and Nuisance Group;
- victims and perpetrators.

4.20 Partnership working is discussed in more detail in Chapter 7 of this report.

Dedicated staff

4.21 A well resourced specialist staff team who work exclusively in dealing with anti-social behaviour incidents was listed as a key feature of an effective approach by 12 (25%) landlords in the survey, and was also listed by:

- the All Wales Anti-social Behaviour Group;
- the Deputy Police and Crime Commissioner for South Wales;
- the Social Landlords Crime and Nuisance Group.

4.22 The Deputy Police and Crime Commissioner for South Wales felt that partnerships with social landlords to deal with anti-social behaviour worked best where landlords had dedicated anti-social behaviour officers or teams. She suggested that it could be a requirement for all social landlords to have an Anti-social Behaviour Co-ordinator, or named person for anti-social behaviour, or that, alternatively, housing associations and local authority landlords could share regional social landlord Anti-social Behaviour Co-ordinators.

4.23 The Social Landlords Crime and Nuisance Group said that a dedicated resource enhanced an organisation's ability to address anti-social behaviour effectively. They also said that this needed to be supported by the "mainstreaming" of community safety within organisations, and stressed the importance of commitment at senior levels in an organisation to ensure that adequate resources are allocated to addressing and scrutinising performance on anti-social behaviour.

4.24 HouseMark found that staffing accounted for around half the overall cost of tackling anti-social behaviour. They estimate that it takes the equivalent of 5,000 full time staff to manage anti-social behaviour in social landlords across the UK. The majority of HouseMark participants (53.6%) use specialist teams

to deal with anti-social behaviour. Smaller landlords are more likely to employ generic staff. A majority (54%) of landlords in HouseMark's dataset with stock less than 5,000 units use generic staff, but this drops to 25% for landlords with more than 5,000 units.

- 4.25 In the survey of social landlords carried out for this project, 29 social landlords (59%) said they had a dedicated resource for dealing with anti-social behaviour. The proportions vary between the different types of landlord, with 81% of stock transfer housing associations having a dedicated resource, compared to 64% of local authorities and 48% of traditional housing associations. The availability of a dedicated resource appears to be related to the size of the landlord. Larger landlords tend to have dedicated resources, whereas they are increasingly less common for smaller landlords.
- 4.26 Dedicated anti-social behaviour staff will comprise people who have developed skills and acquired experience in dealing with anti-social behaviour, and are likely to be more familiar with the wide range of legal and other measures for dealing with cases, and with developing best practice. They are also likely to have established better networks with other key stakeholders in partner organisations. Their response to incidents is therefore likely to be better informed and probably more effective than that offered by a generic housing officer.
- 4.27 In total, Welsh social landlords directly employ 140.2 full time equivalent staff whose role is solely dedicated to addressing anti-social behaviour in the social housing sector. These range from organisations employing 0.7 full time equivalents to one organisation employing 17.

Communication with and support for victims and perpetrators

- 4.28 Good communication with and support for victims was listed as a key feature of an effective approach by 10 (20%) of landlords in the survey, and communication with and support for perpetrators was listed as a key feature of an effective approach by 5 (10%). Support for victims and perpetrators were also listed by:
- the Wales Social Landlord Anti-social Behaviour Forum;
 - Public Services Ombudsman for Wales staff.
- 4.29 Almost all of the victims and perpetrators interviewed felt that the landlord had a very important role to play in relation to supporting them when incidents occurred. In most cases this was reported not to have been forthcoming. In particular, victims said that procedures that required them to approach the perpetrator themselves in an attempt to resolve the problem were unfair and potentially unsafe.

- 4.30 Both victims and perpetrators said that the attitude of the landlord's staff members was an important factor. Individuals felt that staff attitudes towards them were often dismissive and negative, and said that this approach did not support effective resolution of the problems. Perpetrators in particular felt that their side of the story was not listened to or investigated properly, whilst a number of victims often felt they were viewed as the problem and labelled as serial complainers. Both victims and perpetrators appeared to perceive the landlord as being the vehicle for leading partnership working. Both groups felt that more face to face contact with their landlord's staff would improve communication, and would, in part, address some of the problems they identified with partnership working, and also contribute to preventative action.

Barriers which prevent anti-social behaviour from being addressed effectively

- 4.31 Landlords and other stakeholders were asked (in interviews and group meetings) what they considered to be the main barriers which prevent anti-social behaviour from being addressed effectively. The most commonly mentioned are shown below.

Difficulties in delivering effective partnership working

- 4.32 All key stakeholders listed poor partnership working as a barrier to effective working. The same issues emerged in discussions with a variety of stakeholders.
- 4.33 The Wales Social Landlord Anti-social Behaviour Forum referred to inconsistencies in practices in dealing with anti-social behaviour across a wide range of organisations including local authorities, the police and the Court Service.
- 4.34 The All Wales Anti-social Behaviour Group, referred to a range of problems experienced around partnership working, which revolved around lack of engagement with key organisations, lack of information sharing and lack of joined up thinking.
- 4.35 The Social Landlords Crime and Nuisance Group said that information sharing (which is reliant on good partnership working) and difficulties engaging with social care agencies were, in their experience, the main barriers to effectively addressing anti-social behaviour.
- 4.36 The Police Service said that at times there was a lack of clarity amongst key partners about who has responsibility for taking the lead to tackle different types of anti-social behaviour.

Difficulties with the Courts and the legal process

- 4.37 Difficulties with the Court Services and other issues with the legal process were seen by the majority of stakeholders as a barrier to effective action to address anti-social behaviour.

- 4.38 The Wales Social Landlord Anti-social Behaviour Forum said that they experienced delays in obtaining dates for court hearings generally, and specifically where the nature of the hearing required the judge to be trained in the Equality Act 2010. Some members said that the cost of taking legal action in some instances acted as a deterrent.
- 4.39 The All Wales Anti-social Behaviour Group said that the differing quality of local authority legal teams meant that people across Wales received a variable quality of service, dependent upon where they lived. In addition they felt that the Courts generally were not familiar with anti-social behaviour legislation.
- 4.40 Public Services Ombudsman for Wales staff said that in many instances landlords did not commence legal action promptly, and then experienced delays in obtaining a date for hearings, once court action had commenced.
- 4.41 The Social Landlords Crime and Nuisance Group noted two areas in the judicial system which acted as barriers:
- the average time taken (7 months) to obtain a hearing for possession;
 - the absence of specialist housing judges, which occasionally results, in their view, in landlords obtaining perverse judgements.

Difficulty in obtaining support for perpetrators and victims

- 4.42 Difficulty in obtaining support for perpetrators and victims was seen as one of the biggest barriers to effective action by:
- the Wales Social Landlord Anti-social Behaviour Forum, who mentioned particularly:
 - the difficulty in getting support from other key organisations at the appropriate time (with social services and community mental health teams being noted as particularly problematic);
 - the lack of availability of victim and perpetrator support (a view particularly expressed by landlords operating in rural areas);
 - the Social Landlords Crime and Nuisance Group, who reported that difficulties engaging with social care agencies (in particular those who provide support for people with mental illness) was one of the main barriers to effectively addressing anti-social behaviour.

Managing the expectations of communities

- 4.43 Managing the expectations of tenants and local elected representatives was seen as one of the biggest barriers to effective action by the Wales Social Landlord Anti-social Behaviour Forum, who said that tenants and councillors had often seen only one side of the argument, resulting in unrealistic expectations of what could be achieved. Members also said that communities expected quick action to address anti-social behaviour, but that at times solutions which involved partnership working could take time.

- 4.44 The Police Service felt that a lack of tolerance from members of the community can act as a barrier to anti-social behaviour being effectively addressed.
- 4.45 The Social Landlords Crime and Nuisance Group reported that community engagement (i.e. advising communities of what is being done to keep them safe and getting their 'buy in' for initiatives which promote positive behaviour) is a key feature of an effective approach to addressing anti-social behaviour, and an issue which social landlords need to improve on.

Views on landlords' effectiveness in dealing with anti-social behaviour

- 4.46 The All Wales Anti-social Behaviour Group felt strongly that anti-social behaviour was not simply a housing issue and needed a partnership-based response. However, they gave their views on the effectiveness of individual social landlords in dealing with anti-social behaviour:
- 15 landlords (60%) were considered to be effective in dealing with anti-social behaviour;
 - 10 (40%) were considered to be less effective or ineffective in tackling anti-social behaviour ²⁷.
- 4.47 When their views are compared with information from landlords' questionnaire returns:
- of the 15 landlords placed in the 'effective' group, only 4 (27%) said that their approach was victim centred. This suggests that having a victim centred approach to dealing with anti-social behaviour does not necessarily mean that the approach is effective;
 - of the 25 landlords identified, 9 had achieved the Wales Management Standard for Tackling Anti-social Behaviour. Of these, 3 (33%) were placed in the 'less effective or ineffective' group. This suggests that achievement of the Standard is not necessarily a guarantee of effectiveness;
 - of the 10 landlords placed in the 'less effective or ineffective' group, only 3 (30%) had a dedicated in-house anti-social behaviour resource. Of the 15 landlords placed in the 'effective' group, 12 (80%) had a dedicated in-house resource. This suggests that having a dedicated in-house anti-social behaviour resource might be a better indicator of a landlord's effectiveness in dealing with anti-social behaviour.

²⁷ There was disagreement about 3 landlords, who members placed in both the effective and the less effective or ineffective groups. These landlords have been discounted from the summary provided.

Conclusions

- 4.48 Landlords use a range of definitions of anti-social behaviour. The two most commonly adopted definitions (used by 81% of landlords) are those set out in relevant legislation (the Housing Act 1996 and the Crime and Disorder Act 1998). Almost a fifth of landlords use definitions which vary from those set out in legislation. The lack of a common definition (and of a definition shared by partners) is a real barrier to the partnership working necessary to achieve a consistent approach to addressing, reporting and analysing incidents.
- 4.49 Landlords' (self-defined) overall approaches to anti-social behaviour appear to differ quite markedly. It would appear that there is no common interpretation across landlords relating to terminology such as 'preventative', 'victim focused' or 'enforcement focused', and some question about whether such categorisation is useful.
- 4.50 Just over half of social landlords have incorporated the advice in the Tackling Hate Crime Toolkit into their policies and procedures. Whilst this is an improvement compared with a survey undertaken in 2012, it demonstrates that social landlords are slow to respond to guidance and to introduce necessary changes.
- 4.51 Although landlords report that early intervention is important, only 4 landlords offer a 24 hour 7 days a week response to incidents of anti-social behaviour. Having access to a 24 hour 7 days a week response would enable landlords to act on complaints as they occur and to take immediate action. This immediate response could provide greater support to victims outside of office hours and prevent issues from escalating, and is likely therefore to be more effective. However, it is also likely that this would require significant resource.
- 4.52 Landlords and all key stakeholders regarded early intervention, good partnership working, dedicated specialist resources and communication with and support for victims and perpetrators as key elements of an effective approach to tackling anti-social behaviour.
- 4.53 Key stakeholders regarded difficulties in partnership working, issues with the Courts and the legal process, managing the expectation of the community and the difficulty obtaining support for perpetrators as the main barriers to effectively addressing anti-social behaviour.
- 4.54 The use of preventative measures was listed as a key feature of an effective approach by only eight (16%) of landlords in the survey. This issue is discussed in more detail in Chapter 5.

- 4.55 The research sought to answer a number of questions related to the effectiveness of approaches adopted by landlords to addressing anti-social behaviour. However, the information provided by landlords and stakeholders provided useful insights rather than an objective overview of effectiveness.
- 4.56 Having a victim centred approach, or having achieved the Wales Management Standard for Tackling Anti-social Behaviour, do not necessarily appear to correlate with effectiveness.
- 4.57 The effectiveness of landlords' interventions to address anti-social behaviour cannot easily be quantified, because there is currently no accepted way of measuring it. Any measurement of effectiveness would have to have regard to a combination of some of the key aspects of an effective anti-social behaviour service, such as:
- speed of response to initial complaint;
 - success rates in resolving cases;
 - tenant satisfaction with the way their case is handled;
 - other measures such as the proportion of tenants who feel safe in the neighbourhood;
 - the views of key stakeholders.
- 4.58 Even if a framework to measure effectiveness were in place, the lack of consistency in data collected, and the inability of some landlords to provide data on all aspects of anti-social behaviour services would make it difficult to reach reliable conclusions.
- 4.59 If measuring the effectiveness of landlords (and possibly of wider partnerships) in tackling anti-social behaviour is a policy objective, then work needs to be done to define agreed indicators that demonstrate effectiveness, and to provide support to enable landlords and key partners to provide good quality, reliable data.

5. Measures for tackling anti-social behaviour

- 5.1 Chapter 2 and Appendix 2 set out in detail the extensive range of legislation introduced since 1996, which has significantly increased the tools available to social landlords and their partners to tackle housing-related anti-social behaviour. Their complexity, the differing approaches to their use and the absence of a voice for victims of repeat acts of anti-social behaviour, has led the current UK Government to introduce the Anti-social Behaviour, Crime and Policing Bill to streamline the tools available and to ensure that victims are heard.
- 5.2 This section of the report looks at the extent to which existing tools have been used in practice, and social landlords' assessment of their effectiveness.
- 5.3 The HouseMark benchmarking report for 2012/13 provides a breakdown of anti-social behaviour action taken by participants across England and Wales. The table below shows the most commonly used actions.

HouseMark breakdown of the most commonly used anti-social behaviour actions taken in 2012/13

Action taken	% of total
Perpetrator visit interview	39.4%
Warning letter	21.5%
Other early intervention by housing management staff	12.8%
Other action (not recorded elsewhere)	7.8%
Referral to police	3.9%
Referral to other group (eg. youth offending team, partnership forum, Anti Social Behaviour group or sub-group)	2.6%

- 5.4 HouseMark reports an average of about three evictions per landlord for anti-social behaviour in the year 2012/13, and says that for every eviction carried out a landlord will serve five or six Notices of Seeking Possession. This suggests that legal action usually stops short of eviction in the majority of anti-social behaviour cases, perhaps because service of the Notice resolves the issue.
- 5.5 HouseMark's report also provides benchmarking participants' analysis of the main actions responsible for resolving anti-social behaviour in 2012/13. The table below shows the three actions most successful in resolving anti-social behaviour cases.

HouseMark analysis of main actions responsible for resolving Anti Social Behaviour in 2012/13

Main action responsible for resolving Anti Social Behaviour	% of total
Perpetrator visit interview	29.3%
Warning letter	21.2%
Other early intervention by housing management staff	17.0%

- 5.6 Personal contact with perpetrators was considered to be the most effective action, whilst one in five cases was resolved by simply sending a letter to the perpetrator. Overall 64% of cases were resolved by early intervention.
- 5.7 The survey of Welsh social landlords conducted for this project asked a series of questions about the range of measures available to them to tackle anti-social behaviour. They were asked about their:
- use of each of the measures in the last 12 months²⁸;
 - rating of the effectiveness of each of the measures they used on a scale of one to ten (where one is very ineffective and ten is very effective)²⁹;
 - reasons for not using a measure, or for considering the measure to be ineffective³⁰;
- 5.8 The measures used have been placed into one of four broad categories:
- enforcement measures;
 - working with tenants;
 - improvements in reporting of anti-social behaviour;
 - measures aimed at prevention.
- 5.9 Appendix 5 provides detailed information from the landlord survey on all the measures in each of these four categories. Paragraphs 5.10 to 5.29 below identify the measures in each category which were:
- most and least used (including the reasons why they were least used);
 - rated as most and least effective

Enforcement measures

- 5.10 Enforcement measures include a range of ten measures which landlords can use to take action against tenants who have committed acts of anti-social behaviour. These range from possession proceedings to the use of parenting orders.
- 5.11 The three enforcement measures most used by social landlords in the previous 12 months were:
- possession proceedings (used by 39 (80%) landlords);
 - Anti-social Behaviour Injunctions (used by 37 (75%) landlords);
 - extension of introductory tenancies (used by 29 (59%) landlords).
- 5.12 The three enforcement measures least used by social landlords in the previous 12 months (and the two most cited reasons given for their non-use) were:

²⁸ See Table 14, Appendix 3.

²⁹ See Table 15, Appendix 3.

³⁰ See Table 16, Appendix 3.

- Anti-social Behaviour Orders (used by ten (20%) landlords):
 - eight landlords said that they had not had occasion to use this measure in the previous 12 months;
 - six said that ASBOs were too cumbersome or onerous to obtain;
- Suspension of the Right to Buy (used by two (4%) landlords):
 - eight landlords said that they had not had occasion to use this measure in the previous 12 months;
 - one said that their organisation had no policy provision to use this measure.
- Parenting Orders (used by two (4%) landlords):
 - 12 landlords said that they had not had occasion to use this measure in the previous 12 months;
 - five said that partners such as Youth Offending Teams or the Community Safety Partnerships were better able to secure and monitor such orders.

5.13 Landlords rated the following three measures as the most effective of the range of enforcement measures available to them:

- tenancy demotion (average rating 8.4);
- extension of introductory tenancies (average rating 8.4);
- Anti-social Behaviour Injunctions (average rating 8.3).

5.14 Landlords rated the following three measures as the least effective of the range of enforcement measures available to them:

- removal, or reduction in the level, of priority given to an applicant guilty of unacceptable behaviour (average rating 6.9);
- Parenting Orders (average rating of 7.0);
- suspension of the Right to Buy (average rating of 7.0).

Working with tenants

5.15 Working with tenants includes eight measures that landlords can use to reduce the impact of anti-social behaviour by working with the perpetrator or their household, ranging from tenancy support to Parenting Agreements.

5.16 The three measures in this category most used by social landlords in the previous 12 months were:

- tenancy support/ inclusion projects (used by 45 (92%) landlords);
- mediation (used by 40 (82%) landlords);
- Acceptable Behaviour Contracts (used by 37 (76%) landlords).

5.17 The three measures in this category least used by social landlords in the previous 12 months (and the two most cited reasons why they were least used) were:

- Parenting Agreements (used by 16 (33%) landlords):
 - nine landlords said that they had not had occasion to use this measure in the previous 12 months;
 - six said that the measure was not in their policy toolkit;
- Cognitive Behaviour Therapy (used by seven (14%) landlords):
 - nine landlords said that Cognitive Behavioural Therapy was not in their policy toolkit;
 - three said that they have had no occasion to use Cognitive Behavioural Therapy in the previous 12 months;
- Restorative Justice (used by seven (14%) landlords):
 - ten landlords said that this tool was not in their policy toolkit (although 5 said that they were about to start using it);
 - two said that they had no occasion to use Restorative Justice initiatives in the previous 12 months.

5.18 Landlords rated the following three measures as the most effective available to them in this category:

- Parenting Agreements (average rating 7.8);
- restorative justice (average rating 7.7);
- tenancy support / inclusion projects (average rating 7.6).

5.19 Landlords rated the following two measures as the least effective available to them in this category:

- mediation (average rating 6.9);
- Community Conferencing (average rating 7.0).

Improvements to reporting of anti-social behaviour

5.20 This category contained two measures:

- Police Surgeries
- Community Surgeries

5.21 Both measures had been used by 23 (47%) landlords.

5.22 The most common reasons given by landlords for not using Police Surgeries were:

- that Police Surgeries were not available in their area;
- that they considered that there were more effective ways of acquiring relevant information about anti social behaviour.

5.23 The most common reasons given by landlords for not using Community Surgeries were:

- five landlords said that they have had no occasion to use a Community Surgery in the previous 12 months;

- two said that Community Surgeries were not in their policy toolkit.

5.24 Both measures were given similar ratings by social landlords, with Police Surgeries being rated as 7.0 and Community Surgeries being rated as 6.9.

Measures aimed at prevention of Anti Social Behaviour

5.25 The survey of landlords sought information on six measures which aim to prevent acts of anti-social behaviour from being committed, ranging from the use of CCTV to operating tenant reward schemes.

5.26 The three most used prevention measures were:

- the use of CCTV (used by 41 (84%) landlords);
- the use of Introductory Tenancies (used by 37 (76%) landlords);
- the use of design measures (used by 35 (71%) landlords).

5.27 The two least used prevention measures were:

- leafleting (used by 28 (57%) landlords):
 - the reasons provided by landlords for not using leafleting ranged from the opinion that they served no purpose and were not a suitable tool, to a lack of resources;
- running a tenant reward scheme (used by seven (14%) landlords):
 - 14 landlords said that this tool was not in their policy toolkit;
 - five said that they had no occasion to use tenant reward schemes in the previous 12 months.

5.28 The two prevention measures landlords rated as most effective were:

- the use of Introductory Tenancies (average rating of 8.6);
- the use of CCTV (average rating of 7.7).

5.29 The two prevention measures landlords rated as least effective were:

- leafleting (average rating 6.2);
- providing diversionary activities and running a tenant reward scheme (both had an average rating of 7.1).

Conclusions

5.30 The datasets provided by HouseMark for the UK show that early intervention (such as visits and letters to alleged perpetrators) was felt to be the most effective means of resolving anti-social behaviour cases.

5.31 In the survey of Welsh social landlords conducted for this research, landlords' answers to questions about measures for tackling anti-social behaviour concentrated largely on what might be called post- early intervention measures. Prevention was mentioned by relatively few landlords, perhaps

because the survey did not ask detailed questions about prevention. In addition, some measures which landlords referred to as 'prevention' were in fact early intervention measures.

5.32 However, we know from other studies that work to prevent anti-social behaviour is important, and that social landlords make an extensive contribution to the prevention agenda. For example, a study for the Welsh Government in 2013 on the range of 'non-core' work carried out by housing associations³¹ demonstrated that, by mainstreaming community safety across the range of activities they deliver (e.g. lettings, tenancy management, maintenance, etc), and by providing or supporting wider community activities (e.g. sports and youth projects) social landlords do a lot to prevent and or minimise the impact of anti-social behaviour.

5.33 Welsh Social landlords considered that the most effective measures to tackle anti-social behaviour were:

- the use of introductory/starter tenancies (rated 8.6 out of 10);
- the extension of introductory/starter tenancies (rated 8.4);
- tenancy demotion (also rated 8.4);
- Anti-social Behaviour Injunctions (rated 8.3);
- possession proceedings (rated 8.1);

and that the least effective were:

- removal or reducing the priority given to an applicant guilty of unacceptable behaviour (rated 6.9);
- community surgeries (rated 6.9);
- mediation (rated 6.9);
- leafleting (rated 6.2).

5.34 Welsh social landlords use a wide range of measures to address anti-social behaviour, either alone or in partnership with other agencies. However, the reasons they gave for not using some measures, or for considering them to be ineffective, were sometimes questionable:

- the most common reason given was that they had not had an occasion to use the measures in the last 12 months;
- the second most common reason was that the measures were not used in the area;
- some said that their policy toolkits did not include use of certain measures..

³¹ Welsh Government (2013), Housing Associations in Wales - Improving the lives of tenants and communities: A descriptive study. Welsh Government, Cardiff.

5.35 The non-use of many measures and the reasons given for this give rise to the question as to whether non-use was the result of careful consideration, or of inadvertent omission, and could, in the view of the research team, indicate that:

- landlords are slow to respond to a rapidly changing landscape in respect of the range of measures and initiatives available to prevent or address anti-social behaviour;
- not all landlords are fully aware of the range of measures available to prevent and address anti-social behaviour.

There does seem to be some confusion about those measures that are available to certain categories of landlords, and those that are not. For example, one landlord was not aware that they could remove or reduce priority. Even more worryingly, many housing associations were using a measure which legally was not available to them (i.e. extension of starter tenancies).

5.36 Another reason given for non-use was insufficient resources to enable organisations to use particular measures (such as tenancy support, leafleting, community surgeries, community conferencing, Cognitive Behavioural Therapy), or that measures were an inappropriate use of the organisation's resources (e.g. diversionary activities, restorative justice). This seems to suggest that partnership working and cost sharing across a number of organisations might be necessary to make a range of measures more widely available.

5.37 Landlords also provided many reasons why, in their experience, particular measures were ineffective, or less effective than they might be. For example, many were critical of the process of seeking possession, despite this being landlords' most frequently used housing enforcement measure. Landlords said that court action was expensive (in terms of legal fees and staff time in preparing a case), that delays in getting a date for a hearing meant that the case dragged on, and the outcome of cases was uncertain (and often depended upon which Judge was listed for the hearing). Similar reasons may be behind some landlords' reluctance to seek demotion orders or orders suspending the right to buy.

5.38 Landlords generally agreed that measures were most effective when a twin tracked approach was adopted, with enforcement measures being used alongside measures which provided support for victims and perpetrators. This was a viewpoint supported by the victims and perpetrators interviewed for this research.

5.39 What is clear throughout is that, beyond the subjective views of landlords and stakeholders, there is little objective evidence of the effectiveness of any of

the enforcement or other measures available to landlords to address or prevent anti-social behaviour. There is no commonly accepted definition of what constitutes effectiveness and therefore no measures in place to objectively assess this.

6. Noise nuisance

Introduction

- 6.1 This chapter of the report focuses on one specific type of anti-social behaviour - noise nuisance. The subject of noise nuisance has been highlighted in the research findings for a number of reasons:
- problems relating to noise are, arguably, a major cause of anti-social behaviour complaints;
 - noise problems have a profound impact on the quality of life of those who experience them;
 - a more detailed focus on this one specific aspect clearly illustrates landlords' practices in respect of an effective approach to anti-social behaviour, and highlights lessons which can be applied more widely, for example:
 - early intervention;
 - pro-active approaches;
 - using whole range of appropriate measures available;
 - collaboration; and
 - prevention.
- 6.2 The Chartered Institute of Environmental Health estimates that noise is one of the largest causes of complaints to local authorities across England and Wales (approximately 250,000 complaints per annum)³².
- 6.3 Of complaints about anti-social behaviour in social housing referred to the Public Services Ombudsman for Wales, a very high percentage are about noise (unsociable hours, TV, music, partying, etc).
- 6.4 Of the victims interviewed as part of this research, five of the six had experienced problems with noise. In general all of these had been dissatisfied with the approach of the landlord in dealing with the problem.
- 6.5 Other data gives a more mixed picture of the prevalence of noise-related anti-social behaviour. For example:
- the 2011/12 Crime Survey for England and Wales found that, whilst 12% of respondents considered that there was a high level of anti-social behaviour in their local area caused by noisy neighbours or loud parties, only 6% of respondents had directly experienced or witnessed anti-social behaviour relating to loud music and noise; and

³² CIEH (2012)

- data from the 2012/13 HouseMark anti-social behaviour benchmarking study shows that 34% of all new anti-social behaviour cases across England and Wales were related to noise. Local authority participants had the lowest case rates for noise-related anti-social behaviour out of all landlord types, and HouseMark suggests that this could be due to an overlap with the work of environmental health teams in this regard.

6.6 Noise problems have a profound impact on the quality of life of those who experience it. Upson³³, reporting on the findings from the British Crime Survey 2004/05, found that 49% of those affected by noise-related anti-social behaviour said that it had a high impact on the quality of their lives. Upson concluded that noise nuisance had a significantly greater impact on quality of life when compared with the impact of other types of anti-social behaviour.

How Welsh social landlords deal with noise related anti-social behaviour

6.7 The survey of Welsh social landlords conducted for this project asked a series of questions about how landlords handled complaints about noise-related anti-social behaviour.

6.8 Social landlords were asked to describe their approach to tackling noise complaints from tenants³⁴. Responses fell into one of five categories:

- immediate referral to Environmental Health (or advice to tenants to contact Environmental Health);
- undertake sound evaluation tests;
- visit within 24 hours and develop action plan with victim;
- interview both victim and alleged perpetrator and agree action plan;
- a 'traditional' staged approach (described below).

6.9 The overwhelming majority of landlords reported having a 'traditional' housing management approach to dealing with noise complaints, i.e. a staged approach consisting of:

- visits to the victim (usually providing diary sheets to enable them to record when the nuisance occurs);
- visits to the alleged perpetrator (to advise them of the complaint and ask them to be more mindful of their neighbours);
- collection of the diary sheets after a period of time to establish whether the nuisance is on-going;
- referrals of cases where appropriate to Environmental Health to consider whether a statutory nuisance exists;
- consideration of what action to take.

³³ Upson (2006)

³⁴ See Table 17, Appendix 3.

- 6.10 The 'traditional' approach of requiring tenants to diarise incidents was not appreciated by the sample of victims interviewed for this research. Victims felt that landlords were placing the burden of gathering evidence on them. They had often experienced the noise nuisance for a period of time before raising it with their landlord, and therefore felt that a more proactive approach from their landlord was required. In general there was a feeling that landlords could support victims better in monitoring and gathering evidence of noise-related anti social behaviour. One perpetrator who also reported being a victim of noise nuisance felt unable to record incidents as requested by their landlord, due to vulnerability related to mental health. Overall, victims felt the 'traditional' approach was unhelpful, compounded by the fact that no other support had been offered as an alternative.
- 6.11 Social landlords were asked whether they dealt with noise complaints using in-house resources, rather than referring the matter to other agencies (e.g. Environmental Health)³⁵. 25 landlords (55% of those responding to this question) said that they dealt with noise complaints using in-house resources.
- 6.12 Some victims interviewed felt that the delay in providing noise monitoring equipment worked against early intervention and speedy resolution of the problems caused by noisy neighbours.
- 6.13 Landlords were asked whether they owned sound monitoring equipment and, if so, how many sets they had access to, and whether their staff had been trained in its use³⁶. Although 25 landlords reported that they used in-house resources to deal with noise complaints, only 16 landlords (37% of those responding to this question) own sound monitoring equipment. Ownership of equipment ranged from five sets owned by one local authority landlord to a number of housing associations owning single sets. All 16 landlords said that staff responsible for using the equipment had been fully trained.
- 6.14 Landlords owning sound monitoring equipment were asked how they used evidence gathered by sound monitoring equipment³⁷. Some reported that they had used the evidence in Court to secure possession orders or injunctions, and one to secure a Noise Abatement Notice. Landlords are also using the recordings in other ways, for example to prove or disprove allegations or to play the recording to perpetrators to make them aware of the impact of their behaviour on the person experiencing the noise nuisance.
- 6.15 Victims and perpetrators interviewed for this research thought that landlords should make better use of the existing powers available to them (e.g. putting

³⁵ See Table 18, Appendix 3.

³⁶ See Table 19, Appendix 3.

³⁷ See Table 20, Appendix 3.

greater emphasis on unacceptable noise levels during unsociable hours, rather than relying solely on legally specified decibel limits). Victims who had experienced noise problems felt that landlords could be more effective in using the laws available to them in dealing with noise complaints, particularly noise abatement notices. One victim went as far as saying that *“the landlord interprets the existing law to suit them, not the victims”*.

6.16 Landlords were asked how they handled noise complaints where no statutory nuisance had been shown to exist³⁸:

- mediation is the most common additional step used (in 17 cases, 40% of landlords responding);
- eight (19%) landlords said that they provided sound dampening measures (such as carpets and underlay and, in one case, wireless headphones for use when watching TV). 2 out of 6 victims interviewed felt that their noise problems were compounded by poor design and by limited provision of sound dampening measures in the blocks of flats where they lived;
- five (12%) landlords said they provided advice;
- three (7%) said they used acceptable behaviour contracts;
- two (5%) each said they used cognitive behavioural therapy, restorative justice, or possession action;
- one (2%) each said they used injunctions, community alarms to record incidents, offered a transfer to either party, provided support and education to the complainant, worked with the perpetrator to change their behaviour, or pursued intervention using other evidence;
- one said they had taken no other steps, and that, if a statutory nuisance was not shown to have existed, they would not consider it a breach of tenancy.

Conclusions

6.17 Noise would appear to be a major cause of anti-social behaviour complaints, and the impact of noise related anti-social behaviour on the lives of people who experience it would appear to be greater than many other forms of anti-social behaviour.

6.18 The vast majority of landlords are still using a ‘traditional’ housing management response to dealing with noise nuisance, which places undue onus on the victim to maintain a diary of events, is relatively ‘hands off’, and is usually lengthy and protracted. This approach is unlikely be the most appropriate considering the scale of noise nuisance complaints in the social housing sector and the impact of noise nuisance on the quality of life of those affected.

³⁸ See Table 21, Appendix 3.

- 6.19 Landlords need to be more prompt in their response to complaints of noise nuisance (including out of office hours), and more proactive in their response to noise-related anti-social behaviour complaints, making wider use of sound monitoring equipment at an earlier stage.
- 6.20 Only 16 landlords (37%) own their own sound monitoring equipment, and only four landlords (at most) said they provided a 24 hour response to incidents of anti-social behaviour (although several stakeholders said this meant only that victims were able to use a 24 hour phone line to report incidents,)³⁹. Social landlords need to consider how they can collaborate to ensure that they are equipped to make the early intervention necessary to prevent noise problems from escalating. The Deputy Police and Crime Commissioner for South Wales felt that a 24 hour rapid response service to deal with noise issues was important, and that, if not achievable for individual landlords, could be provided in partnership on a local basis.
- 6.21 Social landlords use a wide range of responses to noise-related anti-social behaviour complaints, but it would appear that very few have adopted an approach which incorporates all available options, whether or not statutory nuisance has been shown to exist, such as:
- preventative works to the structure of properties and issuing equipment to perpetrators to reduce noise transmission;
 - raising awareness, and advising perpetrators of, the impact of their behaviour on their neighbours.

³⁹ See Chapter 4, paragraph 4.18 above.

7. Partnership working

- 7.1 Legislation and guidance on anti-social behaviour demonstrates a clear recognition of the need for social landlords to work in partnership with key agencies to address issues. This is based on the premise that the causes of housing-related anti-social behaviour are often complex and that the solutions to them involve a number of key agencies.
- 7.2 Partnerships to tackle anti-social behaviour take a variety of forms, from wide ranging strategic partnerships covering a local authority area with multiple partners, to formal partnerships developed at a local level to provide support to individual perpetrators. They can also include informal partnerships between front line housing officers and community beat officers, residents and local community groups.
- 7.3 The 'Wales Housing Management Standard for Tackling Anti-social Behaviour'⁴⁰ says that the Welsh Government:
"... expects social landlords to take a pro-active role in working with partners whilst acknowledging that ultimate responsibility to take action and achieve results should be shared by all partners".
The seven core components of the Standard are sub-divided to reflect elements which are likely to be, in the main, within the remit and control of the landlord, and those elements which are likely to be achievable only in conjunction with relevant partners.
- 7.4 Partnerships to tackle anti-social behaviour require commitment from individual partners. As the Department for Communities and Local Government says in its anti-social behaviour toolkit⁴¹:
"While most social landlords are aware of the potential benefits of joint working, in practice forming successful partnerships can be time consuming and difficult to achieve. It is dependent on individual relationships and partners being able to establish trust, understanding and negotiate around different organisational cultures, different agendas and budget limitations to identify and achieve common goals."
- 7.5 Section 17 of the Crime and Disorder Act 1998 required local authorities and the police to do all that they 'reasonably can to prevent crime and disorder' in their area. The Police Reform Act 2002 provided for police authorities, fire authorities and local health groups to become responsible authorities, alongside Chief Police Officers and local authority Chief Executives.

⁴⁰ [Welsh Government \(2008\)](#)

⁴¹ Department for Communities and Local Government (2010)

- 7.6 Public Services Ombudsman for Wales staff reported that the main barrier social landlords faced when dealing with anti-social behaviour was the lack of joined up working with Environmental Health Officers, Police and Social Services, etc. They felt that a fragmented approach (including lack of communication with partners and a failure to see the whole picture) were contributory factors.
- 7.7 The Social Landlords Crime and Nuisance Group considered that difficulties in engaging with some key partners, in particular those involved in the provision of social care, was one of the main barriers that social landlords face in addressing anti-social behaviour.
- 7.8 The majority of victims and perpetrators interviewed for this research referred to the need for improved support from other agencies and the need for improved co-ordination and communication between organisations when there was multi agency involvement. This particularly related to perpetrators, who often felt that their wider support needs and often complex circumstances were not adequately taken into account when anti-social behaviour issues were being dealt with.
- 7.9 HouseMark's analysis of 2011/12 anti-social behaviour benchmarking data across England and Wales shows that a substantial number of cases are resolved by referral to external agencies, in particular the police or anti-social behaviour fora.⁴²
- 7.10 HouseMark also provides a breakdown of the main actions responsible for resolving anti-social behaviour in England and Wales⁴³. Again participants stated that, actions which supported the resolution of anti-social behaviour cases involved referral to other agencies, in particular the police.
- 7.11 The survey of Welsh social landlords conducted for this project asked landlords a series of questions about partnership working arrangements on anti-social behaviour. They were asked about:
- whether they participated in Community Safety Partnership meetings, and if not, why not⁴⁴;
 - the benefits realised from participating in Community Safety Partnership meetings⁴⁵;
 - whether they participated in other partnership working arrangements⁴⁶;

⁴² See Chapter 5, paragraph 5.3 for HouseMark's full breakdown of actions taken.

⁴³ See Chapter 5, paragraph 5.5 for HouseMark's full list of main actions responsible for resolving Anti Social Behaviour.

⁴⁴ See Table 22, Appendix 3.

⁴⁵ See Table 23, Appendix 3.

- how well they considered the range of partners contributed to partnership working arrangements⁴⁷;
- how they assessed risk⁴⁸;
- the types of cases where information was shared with key partners⁴⁹;
- how they shared information with key partners⁵⁰;
- which partners they shared information with most frequently⁵¹.

The main findings from the responses to each of the questions, and the views of key stakeholders, are shown in paragraphs 7.12 to 7.46 below

Participation in Community Safety Partnerships

7.12 The Police and Justice Act 2006 (which came into force in Wales in October 2007) places a duty on responsible authorities to work in partnership to formulate and implement strategies to tackle crime and disorder and combat substance and alcohol misuse in the local area⁵². Statutory Community Safety Partnerships were set up in each local authority in Wales. There are currently 21 Community Safety Partnerships in Wales, and Torfaen has merged its Community Safety Partnership with the Local Service Board.

7.13 As well as the responsible authorities, Community Safety Partnerships generally include representatives from:

- probation;
- courts;
- magistrates;
- Youth Offending Teams;
- voluntary and community organisations;
- housing associations⁵³.

7.14 Ten of the 11 local authorities which own housing stock attend meetings of their local Community Safety Partnerships. One also occasionally attends the Community Safety Partnership in a neighbouring local authority. The remaining authority said that the authority's housing function was not offered a seat at the strategic meetings of their Community Safety Partnership, but that they attended all operational meetings.

⁴⁶ See Table 24 & 25, Appendix 3.

⁴⁷ See Table 26, Appendix 3.

⁴⁸ See Table 27, Appendix 3.

⁴⁹ See Table 28, Appendix 3.

⁵⁰ See Table 29, Appendix 3.

⁵¹ See Table 30, Appendix 3.

⁵² These are set out in SI 2007 No 3076 The Crime and Disorder (Formulation and Implementation of Strategy) (Wales) Regulations 2007, and SI 2007 No 3078 (W.265) The Substance Misuse (Formulation and Implementation of Strategy) (Wales) Regulations 2007.

⁵³ Housing associations have been included in the definition of 'co-operating bodies' since 2007 in Wales.

- 7.15 Housing association attendance at Community Safety Partnership meetings is very mixed. Attendance is more frequent amongst associations who work exclusively in one local authority area. Some associations working across a number of areas say their less frequent attendance is due to insufficient resources to attend all meetings, with some saying they attend meetings when anti-social behaviour is an issue in their stock in the area.
- 7.16 The way that Community Safety Partnerships work varies across areas, and each Community Safety Partnership decides who is invited to attend. One local authority said that social landlords were not invited to attend meetings of the Community Safety Partnership in their area, as the Community Safety Partnership had decided that they wanted to be a high level strategic body, supported by operational groups beneath. In addition some associations were clear that they gained more from working in partnership at a more operational level than participating in higher level Community Safety Partnerships.
- 7.17 A multi-agency approach to resolving anti-social behaviour was clearly valued by landlords, as was the opportunity for sharing information. Many said that their attendance at Community Safety Partnership meetings had led to much improved relationships with the police and other agencies, and a greater understanding of their different roles and responsibilities, supporting day to day operational work. Many traditional housing associations valued the opportunity provided by Community Safety Partnership meetings to share good practice, perhaps because, as smaller landlords, they had limited other opportunities to do this.
- 7.18 The All Wales Anti-social Behaviour Group was critical of the lack of monitoring of Community Safety Partnerships, and also had concerns about the hierarchical nature of attendance at some Partnership meetings, with some attendees being unclear about what happens on the ground.
- 7.19 At a strategic level, the Deputy Commissioner for Police and Crime said that the police often find it difficult to know how to engage with landlords, or who to engage with. For example, within the South Wales Police area the Community Safety Partnerships have formed Safer South Wales, a strategic partnership set up to improve joint working on domestic abuse, substance abuse, early intervention, and cohesive communities. This partnership includes local authority Community Safety Officers, the Fire Service, probation, and third sector organisations, but housing organisations are not currently represented.
- 7.20 The police service reported that the quality of partnership working with social landlords at a strategic level was variable, but that it was good at an operational level.

Other partnership working to address anti-social behaviour

7.21 The overwhelming majority of social landlords (84%) said that they participate in other partnership working arrangements to address anti-social behaviour. Landlords engage in a very wide range of partnership working, the most common being Multi Agency Risk Assessment Conferences and local area anti-social behaviour problem-solving groups. This appears to support landlords' earlier responses that they gained more from working in partnership at an operational level than participating in higher level Community Safety Partnerships.

7.22 Only eight landlords said they did not participate in other partnership working arrangements to address anti-social behaviour, they comprised:

- two local authority landlords;
- one stock transfer association; and
- five traditional associations;

All participate to a greater or lesser extent in Community Safety Partnership meetings in the areas they operate in but notably, seven have no dedicated anti-social behaviour resource, which may mean they have limited capacity to participate fully in local partnership working.

7.23 South Wales Police said that relationships at an operational level were good, and that social landlords demonstrated a willingness to work in partnership with the police to address anti-social behaviour, but that partnership could be enhanced by greater clarity being provided about the respective roles and responsibilities of key partners.

7.24 The Deputy Police and Crime Commissioner for South Wales reported that local operational relationships between the police and social landlords were generally good, but it was felt that partnership working could be enhanced at an operational level by, for example:

- weekly multi-agency phone conferencing;
- ensuring there was clear accountability, with a responsible person tasked to co-ordinate and carry out agreed actions. .

The Deputy Commissioner stated that the lessons learnt in dealing with domestic abuse could usefully be transferred across to anti-social behaviour. (see example 6 in Appendix 6).

Contribution of agencies to partnership working

7.25 In the survey conducted as part of this research, landlords were asked to score a range of agencies on a scale of one to ten, in respect of how well they felt the agency contributed to partnership working to address anti-social behaviour (with one indicating a very poor contribution, and ten indicating a

very good contribution). The most effective contribution to partnership working to tackle anti-social behaviour was felt to come from:

- the police (with an average score of 8.1);
- local authority Community Safety teams (7.4);
- the fire service (7.3); and
- local authority environmental health teams (7.1).

The least effective contribution was felt to come from:

- the Crown Prosecution Service (with an average score of 4.4);
- local authority adult services teams (4.8); and
- community mental health teams (5.0).

- 7.26 The Wales Social Landlord Anti-social Behaviour Forum were also asked to rate agencies on the same basis. Again the most effective contribution was felt to be made by the police (with an average score of 8.0). The least effective contribution was felt to come from probation (with an average score of 4.4).
- 7.27 The members of the Wales Social Landlord Anti-social Behaviour Forum said that if they had to score all the services delivered by local authorities, social services would consistently score lower than other services. Those whose organisations worked across a number of areas stated that the quality of local authority, police and court services varied tremendously from area to area.
- 7.28 The All Wales Anti-social Behaviour Group was also asked to rate agencies on the same basis. Again the most effective contribution was felt to be made by the police (with an average score of 8.8). The least effective contribution was felt to come from the Crown Prosecution Service (with an average rating of 3.8).
- 7.29 Members of the All Wales Anti-social Behaviour Group expressed concern that Victim Support, probation and youth offending teams tended to see problems entirely from the individual victim or perpetrator perspective, without looking at the community-wide picture. It was recognised that balancing the interests of the individual, family and community was not easy, but it was felt that the difficulties of extending inter-agency working were partly a result of the differing objectives around these competing interests.
- 7.30 The majority of victims and perpetrators interviewed for this research referred to the need for improved support from other agencies, particularly from social services and mental health teams.

The assessment of risk

- 7.31 In the survey conducted as part of this research, landlords were asked whether they used formal tools or professional judgement to assess risk. Less than half of all Welsh social landlords (42%) use a formal risk assessment tool to assess risk in respect of anti-social behaviour. A smaller proportion of local authorities (27%) use a formal risk assessment tool, when compared to both stock transfer and traditional housing associations (64% and 40%).
- 7.32 The All Wales Anti-social Behaviour Group highlighted the ineffective recording of risk, and the range of different approaches to risk assessment. Members felt that some landlords did not understand risk or how anti-social behaviour affected people.
- 7.33 The Deputy Police and Crime Commissioner for South Wales and the All Wales Anti-social Behaviour Group both felt that the need for common risk assessment was crucial for effective partnership working. The police use the risk assessment tool developed by the Home Office after the Pilkington report. It enables call handlers to identify vulnerability and risk, and allows for the formal identification of risk and therefore the prioritising of responses and the allocation of resources. South Wales Police risk-assess victims who have reported three incidents of anti-social behaviour in three months, and in all instances where the victim is assessed as medium or high risk they are treated as vulnerable victims and work is action planned and monitored from this point until issues are resolved.

Information sharing

- 7.34 The sharing of information is essential to ensure the requirements of the Crime and Disorder Act 1998 are fully met. Used effectively, information sharing can support the mapping of anti-social behaviour hotspots, the analysis of trends to help target the allocation of resources, and the provision of evidence to support legal action. However, concerns over data protection legislation can lead to an overly cautious approach to information sharing between partners and create unnecessary barriers.
- 7.35 The Data Protection Act 1988 (section 29) allows for the exchange of information for the purpose of the prevention or detection of crime and the apprehension or prosecution of offenders and where failure to disclose would be likely to prejudice those objectives. The sharing of data must also comply with other principles of the Data Protection Act (e.g. obligations to ensure that data is only kept for as long as necessary and that it is adequate, relevant, not excessive, and accurate).
- 7.36 Section 115(2) of the Crime and Disorder Act 1998 allows registered social landlords to exchange information where disclosure is relevant to the purpose

of any provision of the Crime and Disorder Act (e.g.in the pursuit of Anti-social Behaviour Orders). This means all social landlords are now entitled to receive (from the police or the local authority) disclosure information about anti-social behaviour caused by their residents or near their properties, such as individual cautions or convictions, police call-out logs and drug warrants executed.

7.37 Landlords were asked to identify the types of incidents and cases when they would share information with key partners. The open-ended question resulted in a range of responses, from the very detailed (specifying all the separate types of anti-social behaviour that an individual landlord has shared information with key partners about) to the very general (e.g. 'all cases').In this context it can only be concluded that:

- landlords share data with key partners in relation to a wide range of types of anti-social behaviour;
- landlords share data with key partners where they feel it is necessary to do so to resolve an issue, rather than having defined rules about the specific types of anti-social behaviour where data will be shared.

7.38 Only relatively few landlords reported that they shared information on specific types of anti-social behaviour, however:

- 25 (51%) landlords said they shared information with key partners whenever they felt a multi-agency response was required to tackle the issue;
- four said they shared information in relation to criminal behaviour;
- one said they shared information on anti-social behaviour which goes beyond estate management.
- 17 landlords (35%) did not say whether they share information under any of these categories.

7.39 Landlords were asked how they shared information with key partners in relation to incidents of anti-social behaviour:

- 38 (77%) use both formal and informal methods to share information about anti-social behaviour with key partners;
- eight (16%) landlords only reported sharing information formally (i.e. their response refers only to the provision of written information to a key partner or the sharing of information in multi-agency fora);
- three (6%) landlords only reported informal information sharing methods (i.e. their response refers only to the sharing of information verbally with key partners).

7.40 Social landlords most frequently share information with the police and the local authority (usually Anti-social Behaviour Co-ordinators).

- 7.41 The Wales Social Landlord Anti-social Behaviour Forum were asked at what stage they shared information with key partners. A number of members stated that they sought and shared information about individuals at the point of allocation or sign-up if risks were identified. A small number said that they had improved their pre-tenancy interviews with applicants for housing to ensure individuals were able to disclose information which would assist them to identify possible risks, and to obtain applicants' consent for other agencies to disclose information. Members also suggested that the quality of information sharing was variable across agencies (and at times within the same agency), and that what they were told by partners in conversation was often not matched in written form.
- 7.42 The All Wales Anti-social Behaviour Group also had views on information sharing. They said that in some cases landlords kept problems to themselves for far too long, and that organisations needed to build up a rapport and earn trust before information could be confidently shared. Members of the Group felt that there was a real problem with the volume of information and lack of capacity to process it. Their ideal would be a database to capture information which was accessible to all agencies.
- 7.43 The Deputy Commissioner for Police and Crime and the Police Service said that sharing of information on anti-social behaviour was a recurring issue for the police. South Wales Police have tried to address this by setting up the ASBIT⁵⁴ system, where they input their information on incidents of anti-social behaviour. The database is also open to partner input, but this facility is not currently well used by partners, because the database does not interface with other systems (resulting in information having to be double-entered on the partners' own systems and on the ASBIT), and because of the high level of vetting required to enable the staff of partner agencies to access the system.
- 7.44 The Social Landlords Crime and Nuisance Group said that difficulty around information sharing was one of the biggest barriers for social landlords in effectively addressing anti-social behaviour. They said that most social landlords have good relationships with police at a local level which enables the informal exchange of information, but that many social landlords experience significant delays in receiving written information from the police to support Court action.

Lack of clarity around respective roles

- 7.45 The Wales Social Landlord Anti-social Behaviour Forum did not feel there was sufficient clarity around respective roles and responsibilities in relation to partnership working to address anti-social behaviour. Comments included:

⁵⁴ Anti Social Behaviour Information Technology.

“Housing is a dumping ground for social services problems”;
“The police sometimes advise tenants to contact their landlord to address the issue, when they’ve been victims of crime”;
“Some agencies think that social landlords have more power than we actually have.”

- 7.46 This view was also supported by the All Wales Anti-social Behaviour Group and South Wales Police. The police suggested that this clarity around roles and responsibilities could be delivered through a Public Service Charter on anti-social behaviour.

Conclusions

- 7.47 Stakeholders report that partnership working is essential to address anti-social behaviour. This is clearly recognised by the wide range of partnership arrangements social landlords are involved in, and the benefits they say they gain from that involvement.
- 7.48 Not all traditional housing associations participate in Community Safety Partnership meetings (or their equivalent) as a result of insufficient resources to attend all meetings, and some manage this by limiting their attendance to occasions when they have ‘live’ anti-social behaviour issues in the area. However the vast majority of landlords participate in a very wide range of other, more operational, partnership arrangements to address anti-social behaviour.
- 7.49 Arguably, operational partnership working could be seen as key. However, if social landlords do not actively participate in strategic partnerships, their views on and experience of anti-social behaviour may not be taken into account at a strategic level, and they may not be party to up to date discussions on best practice across partners.
- 7.50 This research found that the ways in which Community Safety Partnerships operate vary greatly from area to area, and despite the fact that housing associations in Wales have been included in the definition of Community Safety Partnership key ‘co-operating bodies’ since 2007, at least one Community Safety Partnership does not invite social landlords to its meetings.
- 7.51 The contribution of the police in partnership working was recognised as the most effective by all key stakeholders. However, social landlords and other stakeholders were highly critical of the contribution made by some other agencies in respect of partnership working to address anti-social behaviour, particularly adult services, Victim Support, probation and youth offending teams. The difficulty of engaging with such agencies created difficulties for landlords and other partners.

- 7.52 There is a lack of formal risk assessment of anti-social behaviour cases, with less than half of all Welsh social landlords (41%) using a formal risk assessment tool. This could suggest that the common adoption of a risk assessment tool could potentially assist multi-agency working.
- 7.53 The findings of this research would suggest that the sharing of information on anti-social behaviour with key partners at present to be rather ad hoc. Most worryingly, when landlords were asked to identify the types of incidents and cases when they would share information with key partners, 17 landlords (35%) did not identify any instances at all, so it is possible that they are not sharing information on matters which could involve significant risk (e.g. child protection). Information sharing is complicated by different data collection and analysis systems which do not talk to one another, restrictions on access, etc., but a common information database accessible to all agencies is seen to be unachievable presently. However, key public sector partners would benefit from a more in depth understanding of what specific information should be shared between partners, the stage at which it should be shared, which partners it should be shared with, and the best methods for sharing that information.
- 7.54 A general concern of the majority of key stakeholders was the lack of clarity about the respective roles and responsibilities of partners, and this can lead to duplication, contradictory approaches, and to the wider support needs of victims and perpetrators not being met.
- 7.55 In addition, it is apparent from the research undertaken that partnership working is not facilitated by the fact that:
- different agencies have differing objectives around the competing interests of the individual, the family and the community;
 - the courts are often unfamiliar with up-to-date legislation on anti-social behaviour;
 - there is no standard definition for an anti-social behaviour unit (e.g. whether anti-social behaviour is recorded as individual incidents or composite cases).
- 7.56 Multi agency working is considered to be one of the key tenets of positive anti-social behaviour work, but much remains to be done to ensure that joined up thinking and action is working effectively in practice.

8 Guidance on tackling anti-social behaviour

- 8.1 A range of guidance has been produced for social landlords in Wales in relation to tackling anti-social behaviour. These include:
- The Living in Harmony Toolkit⁵⁵. Published by the Welsh Government in 2004, this toolkit provides a guide to social landlords on preventing, managing and resolving neighbour disputes;
 - Anti-social Behaviour: Policies and Procedures: Code of Guidance for Local Authorities and Housing Associations. Published by the Welsh Government in 2005, this guidance aimed to assist social landlords to implement S.12 of the Anti-social Behaviour Act 2003, which required Welsh social landlords to prepare an anti-social behaviour policy and procedures for dealing with occurrences of anti-social behaviour;
 - Tackling hate incidents: a toolkit for social landlords in Wales⁵⁶. Published by the Wales Social Landlords Anti-social Behaviour Forum, HouseMark and the Social Landlords Crime and Nuisance Group in 2008, this guidance aimed to develop a common approach, based on best practice, that enables social landlords to deliver a focused service to victims of hate crime and anti-social behaviour based on individual needs within a common framework.
- 8.2 In addition, in 2008 the Welsh Government published the Wales Housing Management Standard for Tackling Anti-social Behaviour⁵⁷. This is a voluntary Standard aimed at Welsh social landlords, with the intention of creating a demanding benchmark to challenge the sector to strive for continuous improvements in services to tackle anti-social behaviour.
- 8.3 The components of the Wales Housing Management Standard for Tackling Anti-social Behaviour are a mix of prescription (e.g. *“adopting introductory or starter tenancy schemes”*) and more general guidance (e.g. *“developing strong working relationships and strategic links with partners”*). The Standard provides a useful description of the components of an effective approach to addressing anti-social behaviour and refers to some of the measures landlords could adopt as a means of addressing anti-social behaviour.
- 8.4 Although the sample was small (six victims and five perpetrators), the victims and perpetrators interviewed for this research raised a number of concerns not covered by the Standard. For example:

⁵⁵ Keeble, Hughes and Stirling (2002)

⁵⁶ Wales Social Landlords Anti-Social Behaviour Forum, HouseMark & Social Landlords Crime and Nuisance Group (2008)

⁵⁷ Welsh Government (2008)

- victims were dissatisfied with the lack of staff contact and information following their complaint. The Standard does not address this issue (e.g. by requiring landlords to allocate a named officer to each case, or to provide the officer's contact details to complainants so that they can discuss their complaint);
- perpetrators were critical of the lack of personal contact from landlord staff members. The Standard does not require landlords to make personal contact with alleged perpetrators to explain the nature of the complaint made against them, listen to their side of the story, explain how they need to change their behaviour to address the concerns raised, or explain the consequences of not changing their behaviour.

8.5 Landlords who wish to achieve the Wales Housing Management Standard for Tackling Anti-social Behaviour are required to undergo an accreditation process, undertaken by the Welsh Government. The accreditation is desk-based, and requires landlords to provide documentary evidence that they are meeting all or most of the components in each of the seven commitments included in the Standard. Stakeholders were generally critical of the desk-top nature of this accreditation process, which does not investigate implementation in practice.

8.6 One landlord compared the accreditation process unfavourably with the more rigorous Anti-social Behaviour Accreditation Service for social landlords run by HouseMark (based on building blocks derived from the Respect Standard in England) which involves:

- a self assessment by the social landlord;
- a desk top assessment;
- an on-site inspection process;
- delivery of improvements set out in an action plan.

Only one Welsh social landlord has so far opted for and achieved HouseMark accreditation.

8.7 There is no mechanism in place to assess continuing compliance with the Wales Housing Management Standard. Stakeholders interviewed for this research were critical of the fact that the Standard was not monitored once accreditation was achieved. This is particularly relevant when one considers that a number of components of the Standard require the landlord to demonstrate regular and routine monitoring. For example:

- *“delivering outcomes defined by measurable local targets (e.g. year on year increases in resident satisfaction by estate or neighbourhood as measured by regular surveys)”*
- *“continually reviewing performance to inform improvement planning and engaging residents and partners in this process”;*

- *“providing residents with regular updates of actions landlords and their partners have undertaken to tackle anti-social behaviour”.*

8.8 The survey of social landlords found that some social landlords appeared to be slow to respond to the changing policy and practice environment, and the fact the Standard does not require landlords to demonstrate that they regularly review policies and practices, or ensure that they use the full range of measures available to them to address anti-social behaviour does not address this issue.

8.9 Members at a meeting of the All Wales Anti-social Behaviour Group were asked what they considered to be the strengths and weaknesses of the Wales Housing Management Standard. Members did not seem to have a great deal of awareness of the Standard, but, after discussion, several questioned the value of having a Standard that was voluntary.

8.10 Members of the Wales Social Landlord Anti-social Behaviour Forum were asked how they currently used the Wales Housing Management Standard. They listed two main uses - first to assist in the development of policy and procedures and second to remind the Courts of actions which are available to landlords. Members were asked to rate how useful they had found the Standard in assisting their organisation to develop an effective approach to tackling anti-social behaviour, on a scale of 1 to 10 (where 1 suggested that the Standard was of no use, and 10 suggested that the Standard had been of great use). The median average score of the 12 landlords who responded to this question was 3, with responses ranging from 1 to 8.

8.11 Members of the Forum were also asked what they considered to be the strengths and weaknesses of the Wales Housing Management Standard. In terms of strengths, they said the Standard was:

- useful as a framework and guidance for landlords to ensure that they provide a good all round anti-social behaviour service;
- a useful checklist tool to ensure that policies and procedures, when they are reviewed, contain all appropriate measures and activities;
- good for promoting consistency across services;
- a recognition that organisations meets the standard.

However, they viewed the weaknesses of the Standard as being:

- a lack of assessment once an organisation has achieved the Standard;
- it was time consuming and resource intensive to complete;
- the voluntary status of the Standard;
- the desktop nature of the assessment of whether the organisation achieves the standard (one organisation chose to use the HouseMark accredited standard because it provided independent verification that the

landlord was doing what it said it was, with the assessment involving tenants, staff and board members);

- it was a purely a paper exercise;
- the speed of assessments and lack of feedback.

8.12 Overall, the weaknesses of the Standard identified by members substantially outweighed the strengths. The major weaknesses identified relate more to the accreditation process than the Standard itself. Members thought that the process should not only consider documentary evidence, but a more rigorous process which involved an element of ‘reality checking’, and that there should be a mechanism in place to assess continuing compliance.

8.13 Compliance with the Standard would suggest that a landlord has an appropriate framework of policies and procedures in place to assist them to provide a service which:

- is a balanced combination of support for victims, provision of interventions to support perpetrators, and action to prevent anti social behaviour;
- promotes respectful behaviour and effective enforcement action.

However, only just over a third of landlords have achieved the Standard to date, and anecdotal evidence (see Chapter 4) strongly suggests that achievement of the Standard does not necessarily correlate with effectiveness in dealing with anti-social behaviour.

8.14 The survey of Welsh social landlords conducted for this project asked social landlords whether they felt it was appropriate for the Welsh Government to issue revised guidance on preventing and tackling anti-social behaviour⁵⁸. The majority of social landlords (67%) wanted re-issued guidance.

8.15 Landlords who did not want the Welsh Government to re-issue guidance on anti-social behaviour were asked for their reasons⁵⁹: The reasons most often given were:

- that sufficient guidance already existed (6 (12%) said this);
- that it would not be wise to introduce new guidance until after the Renting Homes Bill and the Anti Social Behaviour, Crime and Policing Bill had been enacted (6 (12%) said this).

8.16 Social landlords who said that the Welsh Government should produce revised guidance were asked what that such guidance should cover⁶⁰. The issues raised most were:

⁵⁸ See Table 31, Appendix 3.

⁵⁹ See Table 32, Appendix 3.

⁶⁰ See Table 33, Appendix 3.

- the need for guidance which clearly sets out the tools available to social landlords to consistently enforce the powers available to them, particularly in the light of impending changes;
- the need to collate and share examples of positive practice.

8.17 Members of the Wales Social Landlord Anti-social Behaviour Forum were asked, if a new policy framework were to be developed for addressing anti-social behaviour, how this could be framed to ensure landlords get the right balance between prevention, support and enforcement. They said it should:

- discourage a prescriptive incremental approach to action and actively encourage landlords to adopt a twin-tracked approach (enforcement and support);
- encourage more policies around prevention and support for victims and perpetrators;
- make any guidance produced multi-agency, rather than specific to one professional group;
- encourage early intervention;
- ensure that all relevant agencies become involved at an early stage.

8.18 Members of the Wales Social Landlord Anti-social Behaviour Forum were asked what more the Welsh Government could do to assist in tackling anti-social behaviour. Responses included:

- raising issues with the Ministry of Justice relating to delays in the Court process and the need for judges hearing cases and staff processing cases to receive training on the remedies available to social landlords;
- providing resources to enable landlords to fund initiatives which:
 - support prevention activity;
 - provide support to both victims and perpetrators;
- confirming what UK government legislation they plan to implement, and ensuring its speedy introduction in Wales;
- providing funding for and promoting multi agency training;
- introducing a consistent and mandatory structure for Community Safety Partnerships;
- producing a model information sharing agreement;
- providing funding for and promoting joint working initiatives.

8.19 When members of the All Wales Anti-social Behaviour Group were asked the same question, their responses included:

- more guidance on anti-social behaviour to improve understanding of roles and responsibilities and the range of interventions available to address anti-social behaviour;
- more uniform powers in legislation (i.e. removing the differences between England and Wales);

- introducing a requirement for multi-agency intervention;
- better regulation of housing providers with more prescribed standards and action to deal with anti-social behaviour;
- funding for mediation and work with victims;
- regular support for and attendance by Welsh Government officials at practitioner forums to understand practitioners' concerns;
- improvements to mental health service and social service responses to anti-social behaviour.

Conclusions

- 8.20 The research team believes that the Wales Housing Management Standard for Tackling Anti-social Behaviour is a useful description of the approach and range of measures landlords should adopt as a means of effectively addressing anti-social behaviour. If it was to be revised, however, information from the survey of social landlords and from victims and perpetrators interviewed suggest it would need to be further strengthened by incorporating amendments to ensure that landlords were required to:
- regularly review policies and practices;
 - contact perpetrators in person (where possible and safe to do so) to advise them of the complaint against them and the consequences of that behaviour continuing;
 - allocate to each complainant a named contact officer.
- 8.21 The majority of landlords saw limited value in the Housing Management Standard for Tackling Anti-social Behaviour. The Standard was not highly rated by landlords as a useful tool, and this view would seem to be supported by the relatively small number of landlords who have applied for accreditation. Landlords identified a number of weaknesses in the Standard, in particular the fact that the Standard was voluntary, that the accreditation process was a desktop exercise only, and that there were no follow up assessments once a landlord had been accredited.
- 8.22 In addition, anecdotal evidence from the All Wales Anti-social Behaviour Group suggested 33% of landlords who had achieved the Standard were considered to be 'less effective or ineffective' in addressing anti-social behaviour.
- 8.23 The majority of landlords wanted to see some form of revised guidance on anti-social behaviour. However, any re-issued guidance should wait until such time as the Anti-social Behaviour, Crime and Policing Bill and the Renting Homes Bill and have been enacted.

8.24 Also, given that effective partnership working is clearly one of the most important elements of an effective approach to addressing anti-social behaviour, it seems sensible that:

- all partners involved in dealing with anti-social behaviour should collaborate to develop a cross sector approach to preventing and dealing with anti-social behaviour, adopting as many common approaches (e.g. to definition, risk assessment, etc) as possible;
- the Welsh Government should consider establishing a new national policy framework on anti-social behaviour in collaboration with the wide range of partners (inside and outside of social housing).

9 Conclusions & recommendations

- 9.1 The first part of this chapter sets out the key conclusions from the research and the second part sets out recommendations arising from these conclusions.

Conclusions

- 9.2 Drawing on the conclusions in chapters 3 to 8, a number of key themes have been identified:

- the importance of working in partnership/collaboration;
- the importance of early intervention;
- the importance of a 'twin track' approach;
- the importance of communication with victims and perpetrators;
- promoting a consistent quality of anti-social behaviour services;
- the difficulty in assessing the scale of anti-social behaviour and the effectiveness of anti-social behaviour interventions.

The following paragraphs provide a commentary on each of these key themes and attempt to answer the questions set out in the research brief.

The importance of working in partnership/collaboration

- 9.3 All of the stakeholders engaged in the research saw effective partnership working and collaboration as one of the key tenets of a successful approach to tackling anti-social behaviour.
- 9.4 All social landlords are engaged in partnership working arrangements to a greater or lesser extent. However, an inconsistent approach to partnership working is likely to mean that a variable quality of service will be experienced by tenants in relation to the management of anti-social behaviour.
- 9.5 Effective partnership working, and in particular the sharing of information, is not helped by the fact that partners do not share common:
- definitions of anti-social behaviour;
 - methods of recording anti-social behaviour
 - methods of assessing risk in anti-social behaviour cases.
- 9.6 There is the perception of a lack of commitment and involvement of some key partners, in particular adult and mental health services.
- 9.7 Given the emphasis on effective partnership working by all stakeholders, it seems sensible that all partners including the police, Community Safety Partnerships, social housing organisations, probation, mental health organisations, local government departments, etc. should attempt to develop

and adopt common approaches with particular regard to agreed definitions and risk assessment tools. This work would need to be done in wide collaboration, and the Welsh Government (across a wide range of relevant Directorates) has a role to play in showing leadership in this respect, and in developing a national policy framework on anti-social behaviour which requires collaboration from a wide range of partners.

The importance of early intervention

- 9.8 Landlords and other stakeholders emphasised the importance of early intervention in addressing anti-social behaviour. Despite this, responses to anti-social behaviour (for example, the ‘traditional’ housing management response to dealing with noise nuisance) can be lengthy and protracted. Landlords need to be more proactive in their response to anti-social behaviour complaints, and to be more prompt in their response.
- 9.9 When the Anti-social Behaviour, Policing and Crime Bill is enacted in 2014, social landlords and their partners are likely to have the opportunity to serve newly created Community Protection Notices at the time an act of anti-social behaviour is being committed. Social landlords need to discuss with key partners, in particular the police, how these new powers can best be utilised. Out of hours services could be provided, for example, through arrangements developed at a Community Safety Partnerships level, which could allow professional witnesses (e.g. police officers and police community safety officers) to be called out and to serve notice on perpetrators, regardless of tenure. Alternatively, social landlords may need to consider whether it is appropriate to collaborate on a regional basis to fund such a service in the social housing sector.

The importance of a ‘twin track’ approach

- 9.10 The majority of stakeholders emphasised the importance of adopting a ‘twin track approach’ to addressing anti-social behaviour, where the ‘stick’ of enforcement is pursued at the same time as the ‘carrot’ of support to perpetrators, further emphasising the importance of effective partnership working.
- 9.11 Interviews with perpetrators conducted during this research clearly illustrate the vulnerability of some. Social landlords need to be aware of the support services available, and sign post individuals accordingly to ensure they receive the support they need to maintain their tenancy. Landlords also need to ensure that support needs are assessed at the earliest possible stage.
- 9.12 Social landlords, as well as taking enforcement action, need to ensure that appropriate support is in place, to minimise the need for eviction. This is critical given the likelihood that, if perpetrators were evicted, local authorities

would be under an obligation to accommodate them. It is also particularly relevant in the context of the Welsh Government's policy proposals in the Housing Bill, which place greater emphasis on the prevention of homelessness.

The importance of communication with victims, perpetrators and communities

- 9.13 Many stakeholders stressed the importance of landlords' communication with victims and perpetrators of anti-social behaviour. Of particular importance are personal contact, treating individuals with respect, and ensuring that a named officer deals with the complaint and communicates directly to victims and perpetrators what action is being taken.
- 9.14 Perpetrators felt strongly that personal contact would be a more effective form of early intervention than sending a letter. The research team would concur with this view, as personal contact would enable landlords to communicate clearly the nature of the complaint, how they need to change their behaviour, and the potential consequences of not doing so. It would also give the perpetrator the opportunity to give their side of the story and minimise the potential for entrenched positions to be taken.
- 9.15 In addition, the research team would agree with the Social Landlords Crime and Nuisance Group and the South Wales Police that communities affected by anti-social behaviour need to be kept informed by landlords about what action they are taking to prevent and address the problems being experienced.

Ensuring a consistent quality of anti-social behaviour services

- 9.16 The research findings suggest that social landlords are slow to respond to changes in the policy and practice environment. There also seems to be some confusion about those measures that are available to landlords, and those that are not.
- 9.17 Landlords' use of specialist or generic anti-social behaviour staff varies considerably, but evidence seems to suggest that having a specialist resource can be critically important in determining a landlords' effectiveness in addressing anti-social behaviour. The establishment of a dedicated anti-social behaviour resource would appear to be linked to the size of the social landlord, and may not be practical, or affordable, for some smaller social landlords. However, increased availability of specialist anti-social behaviour officers could be achieved through, for example, smaller landlords collaborating and buying into services provided by larger landlords.

- 9.18 The research has also highlighted significant variation in respect of a range of other issues such as risk assessment, partnership working, data collection, the sharing of data, waiting times for court hearings and decisions made by County Court judges.
- 9.19 All this means that the quality of anti-social behaviour services to tenants can vary considerably from landlord to landlord, and from area to area.
- 9.20 The Welsh Government and social landlords' umbrella organisations such as Community Housing Cymru and the Welsh Local Government Association need to consider how greater consistency can be achieved.
- 9.21 The Wales Housing Management Standard for Tackling Anti-social Behaviour was introduced as an attempt to ensure a level of consistency in the services provided by social landlords by requiring compliance with a series of key commitments and core components. Although many landlords found the content of the Standard useful, its voluntary status, the desk-top nature of the accreditation process, and the lack of monitoring in relation to continuing compliance create significant credibility issues. The Welsh Government may wish to reconsider the value of the Standard, especially given that all social landlords do not aspire to achieve it, and in view of evidence that suggests that has not been effective in delivering consistency and quality of services.

The difficulty in assessing the scale of anti-social behaviour and the effectiveness of interventions

- 9.22 One of the key research questions the project sought to answer related to the scale of the anti-social behaviour problem in the social housing sector in Wales. We were unable to do this with any precision, because:
- not all social landlords were able to provide information about the extent of anti-social behaviour;
 - there is no consistency across the social housing sector about what constitutes a complaint about anti-social behaviour.
- 9.23 The adoption of a standardised unit of anti-social behaviour would seem an essential prerequisite if the scale of anti-social behaviour in the social housing sector in Wales is to be monitored, and this issue needs to be explored in partnership with all relevant stakeholders. Following the Pilkington Enquiry⁶¹, the police now deal with individual incidents as they are reported, in order to provide an early intervention. It would therefore seem counter-productive to use the anti-social behaviour case (as opposed to incident) as the basic unit of anti-social behaviour measurement. Standardisation of the basic unit of anti-social behaviour would seem to be a prerequisite, not only to ensuring

⁶¹ IPCC (2011)

more consistent housing responses to anti-social behaviour, but also to assisting in inter-agency working and comparisons (e.g. with Environmental Health and the Police). It would therefore seem appropriate for social landlords and other agencies to use the classification of anti-social behaviour incidents set out in the National Standards for Incident Reporting, to ensure consistency.

- 9.24 It may be beneficial to consider making local partnerships responsible for collecting and providing data on anti-social behaviour. This will require the establishment of a single point of contact for the reporting of all anti-social behaviour incidents, and/or requiring landlords to encourage tenants to use the 101 number to report anti-social behaviour incidents, which the police service could then refer on to the appropriate social landlord for action. Likewise non-criminal incidents reported directly to landlords could be referred to Anti-social Behaviour Co-ordinators, to ensure that they are captured in official statistics. However, both of these suggestions would have a financial impact on the four police forces and on Welsh local authorities.
- 9.25 The project also sought to answer questions about the effectiveness of approaches to anti-social behaviour. The research found that, beyond the subjective views of landlords and stakeholders, there is little objective evidence of the effectiveness of any of the enforcement or other measures available to landlords to address or prevent anti-social behaviour or of the effectiveness of particular approaches to addressing anti-social behaviour. There is no commonly accepted definition of what constitutes effectiveness and therefore no measures in place to objectively assess this.
- 9.26 It is likely that any proposed measurement of effectiveness will need to:
- draw on the views of key stakeholders;
 - incorporate a range of performance measures regarding landlords' management of anti-social behaviour cases (e.g. response time, actions taken and time taken for cases to be closed);
 - incorporate a range of outcome measures (e.g. how safe tenants feel, how satisfied victims are with actions taken by their landlord, and whether the actions result in perpetrators changing their behaviour).
- 9.27 Information about the effectiveness of the methods used by social landlords to deal with anti-social behaviour would clearly be helpful, but will require work to establish a framework to measure this, and the routine collection of the necessary data.
- 9.28 Also, considering the importance of partnership working to deliver an effective service to prevent and address anti-social behaviour, it would seem

appropriate that the effectiveness of local partnerships should be assessed, rather than the effectiveness of individual social landlords.

The importance of prevention

- 9.29 Prevention was mentioned by relatively few landlords in this study, despite the fact that the study asked landlords about the measures they used for “preventing and tackling anti-social behaviour”. Some landlords also appeared to confuse prevention and early intervention. However, the extensive contribution that social landlords already make to the prevention agenda is fully acknowledged in other studies and reports, and work to prevent anti-social behaviour is widely acknowledged to be important. For that reason, despite the fact that it did not feature widely in landlords’ responses during this project, the research team feel that the importance of prevention cannot be overlooked in this report.

Recommendations

- 9.30 This section of the report makes a number of recommendations to take forward the findings listed above.
- 9.31 Social landlords should:
- (i) Ensure that their anti-social behaviour policies and procedures:
 - focus on:
 - prevention;
 - early intervention;
 - multi-agency working;
 - adopting a ‘twin tracked’ approach to addressing anti-social behaviour, using enforcement alongside the provision of support for perpetrators;
 - are regularly reviewed and updated;
 - take full account of:
 - the Hate Crime Advice Toolkit and the approach set out in the recent Welsh Government consultation on Hate Crime;
 - the Welsh Government Renting Homes Bill when enacted;
 - new provisions introduced in the Anti-social Behaviour, Policing and Crime Bill, when enacted;
 - all available measures to tackle anti-social behaviour.
 - (ii) Ensure they work effectively in partnership to address anti-social behaviour, by:
 - taking every opportunity to participate in anti-social behaviour partnership working at Community Safety Partnership and sub-Community Safety Partnership level;

- being clear about the responsibilities of each partner, and designating a 'lead partner' for each case, to ensure that agreed actions are carried out.
- (iii) Use a wide range of legal and other measures to address anti-social behaviour and take clear and considered decisions on when it is appropriate to use each. Where they decide not to use available measures, they should be able to provide clear reasons for this decision.
- (iv) Share information with partners whenever a multi-agency response is required, and work to clear guidelines about:
- the specific types of anti-social behaviour where information should be shared (e.g. where there are child protection issues);
 - which partners it should be shared with;
 - what information will be shared on a formal basis, and what on an informal basis;
 - the need to share information at an early enough stage to facilitate early intervention.
- (v) Collect and regularly report to Board, Council and tenants sufficient information on anti-social behaviour to enable them to assess the organisation's performance in tackling anti-social behaviour.
- (vi) Adopt and use a formal risk assessment process for all anti-social behaviour victims.
- (vii) Improve their working with victims, perpetrators and the community, by ensuring that:
- staff have face to face contact with victims and perpetrators;
 - victims and perpetrators are provided with details of a named officer who will lead on their case;
 - victims, perpetrators and the community are kept informed about what is being done to address anti-social behaviour issues affecting them.
- (xiii) Be proactive in their response to complaints of noise nuisance, via the use of sound monitoring equipment, works to the structure of properties to reduce noise transmission, and the use of Community Protection Notices, when this power is enacted.

- (ix) Ensure that their practices support the victims of anti-social behaviour to feel safe by making first contact with the perpetrator and taking the lead on gathering evidence when required.
- (x) Ensure, either via in-house resources, or via partnership or buy-in arrangements with other social landlords, that they have:
 - access to and use specialised staff to deal with anti-social behaviour;
 - arrangements are in place to enable effective early intervention on anti-social behaviour outside of office hours;
 - easy access to sound-monitoring equipment.

9.32 The Welsh Government, Community Housing Cymru and the Welsh Local Government Association should:

- (i) Provide support and leadership for social landlords to achieve the recommendations listed in paragraph 9.31 above.
- (ii) Consider how they could work with court user groups to advise the Ministry of Justice in respect of:
 - the delays landlords experience in getting dates for anti-social behaviour hearings in the County Court;
 - the need for training for County Court Judges in Wales on all the legal measures available to address anti-social behaviour.

9.33 The Welsh Government and Community Housing Cymru should:

- (i) Make use of the Tenant Advisory Panel Training and Development Group to share best practice on anti-social behaviour within the social housing sector.

9.34 The Welsh Government, Community Housing Cymru, the Welsh Local Government Association, Community Safety Partnerships, the Police, and other key partners in dealing with anti-social behaviour, should:

- (i) Work together to establish a Public Service Protocol which sets out the roles, responsibilities and contributions of key public service agencies in preventing and addressing anti-social behaviour.
- (ii) Work together to publicise existing advice and best practice on the sharing of information within the Wales Accord for the Sharing of Personal Information, and covering:

- the specific types of anti-social behaviour where information should be shared;
 - which partners it should be shared with;
 - what information will be shared on a formal basis, and what on an informal basis;
 - timescales for responding to requests for information;
 - the need to share information at an early enough stage to facilitate early intervention.
- (iii) Work together to develop a clearer agreement about the way they measure and record anti-social behaviour, including consideration of:
- a standard definition for anti-social behaviour;
 - a standard unit for the measurement of anti-social behaviour;
 - a standard set of data to be recorded about anti-social behaviour cases in order to identify trends and measure improvements.
- (iv) Work together to agree the adoption and use of a common formal risk assessment process for all anti-social behaviour victims based on the South Wales Police risk assessment process.
- (v) Work together to establish a framework and methodology (based on outcome measures) for measuring the effectiveness of:
- social landlords in preventing and addressing anti-social behaviour;
 - Community Safety Partnerships in preventing and addressing anti-social behaviour.
- (vi) Work together to develop a hub and or an on-line resource offering ease of access to the latest information on housing anti-social behaviour best practice.

9.35 The Welsh Government should:

- (i) Establish a new Welsh Anti-social Behaviour Framework to take account of the recommendations made in this report, working closely with housing sector partners including Community Housing Cymru, the Welsh Local Government Association, Community Safety Partnerships, the Police, and other key partners in dealing with anti-social behaviour. This would be most appropriately done when the new Anti-social Behaviour, Crime and Policing Bill becomes an Act later in 2014, utilising guidance currently being produced by the Home Office.
- (ii) Re-designate the Wales Housing Management Standard for Tackling Anti-social Behaviour as a web based self assessment tool (without

any accompanying accreditation processes), and revise its contents to include the need for landlords to:

- review policies and practices regularly;
- provide Boards and Councils with regular information which will enable them to assess the organisation's performance in tackling anti-social behaviour;
- be proactive in their response to complaints of noise nuisance ensure that their practices support the victim of anti-social behaviour to feel safe by making first contact with perpetrators, gathering evidence, etc.

(iii) Consider providing funding for:

- resources to ensure the dissemination of housing related anti-social behaviour best practice, over a 2 year period;
- further work on the standardisation of the measurement and recording of anti-social behaviour, building on good practice developed by HouseMark and others;
- further work to establish a framework and methodology for measuring the effectiveness of social landlords, and Community Safety Partnerships in preventing and addressing anti-social behaviour.

(iv) Ensure that Assembly Members can take decisions without undue delay on whether or not powers introduced by the UK Parliament to address anti-social behaviour are to be made available to Welsh social landlords, give clear reasons for their non-introduction where this has been decided, and ensure that these decisions are publicised to all key stakeholders.

(v) Ensure that Assembly Members have the opportunity to consider whether to introduce the power for housing associations to extend starter tenancies, at the latest via inclusion in the proposed Renting Homes Bill.

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Appendix 2: Background research on anti-social behaviour

- 1 The extensive range of legislation introduced since 1996 to address anti-social behaviour has significantly increased the tools available to social landlords and their partners to tackle housing related anti-social behaviour. However, the reliance on the housing management profession to perform a behaviour control role is not something which is new. Housing Managers have always played a key role in the management of what was only relatively recently termed anti-social behaviour.
- 2 This Appendix does not seek to provide an extensive review of literature related to the role of the housing management profession in tackling anti-social behaviour, but to provide some context for this project, and to address:
 - the sort of behaviours anti-social behaviour incorporates;
 - the development of tools to tackle and prevent housing related anti-social behaviour;
 - the current and emergent powers available to social housing providers and their partners to tackle housing related anti-social behaviour across England and Wales;
 - Wales-specific guidance and legislation relating to anti-social behaviour.
- 3 When discussing policy and practice in relation to anti-social behaviour in Wales, consideration must be given to the effect of the devolution settlement. Anti-social behaviour is a policy area which:

“sits at the intersection of attempts by the state to deliver welfare and security, and policing and control in local communities.”⁶²

Therefore, responsibility for the development of policy cuts across a number of functional areas, some of which have been devolved to the National Assembly for Wales and some of which have not.
- 4 The UK Parliament is responsible for all policy on policing and criminal justice. In the Government of Wales Act 2006, Parliament devolved powers enabling the National Assembly for Wales to pass laws in 20 specific areas, including:
 - local government
 - housing
 - Fire & Rescue Services and fire safety
- 5 The effects of devolution are that:
 - where the UK Government introduces legislation in non-devolved areas, the UK Government has to take account of the devolved functions of the

⁶² Edwards and Hughes (2009) p.67

National Assembly for Wales in drafting legislation, and the provisions of the legislation come into effect at the same time in England and Wales;

- where the UK Government introduces primary legislation in an area where power has been devolved, the Welsh Government can choose either to implement or not implement the provisions in the legislation. Where the Welsh Government chooses to implement the provisions contained in a piece of legislation, it does so by passing a Legislative Consent Motion and Memorandum which are debated in Plenary. A Commencement Order is then passed once the Legislative Consent Motion is in place and the legislation is commenced in England.

6 Throughout this Appendix, where specific legislation or Government initiatives to address anti-social behaviour are referred to, reference is made to whether they apply in England only or in both England and Wales.

Definitions of anti-social behaviour

7 Anti-social behaviour and most attempts to define it represent a blurring of the boundaries between criminal and non-criminal conduct and incorporate conduct which is not unlawful but may be considered objectionable to certain people. Such a blurring of the boundaries provides an opportunity for differing interpretations and differing approaches to enforcement. Flint⁶³ suggests that the most comprehensive definition of anti-social behaviour is provided by Millie et al⁶⁴ as behaviour that:

“causes harassment, alarm or distress to individuals not of the same household as the perpetrator, such as it requires interventions from the relevant authorities; but criminal prosecution and punishment may be inappropriate because the individual components of the behaviour:

- *are not prohibited by criminal law or*
- *in isolation constitute relatively minor offences”*

8 Two definitions of anti-social behaviour are set out in statute:

- the first is in section 144 of the Housing Act 1996, which defines anti-social behaviour as conduct:

“causing or likely to cause a nuisance or annoyance to a person residing, visiting or otherwise engaging in lawful activity in the locality”;

- the second is in section 1 of the Crime and Disorder Act 1998, which defines anti-social behaviour as conduct which:

“has caused or is likely to cause harassment, alarm or distress to one or more persons not of the same household”.

⁶³ Flint (2006)

⁶⁴ Millie et al (2005) p3

History of anti-social behaviour management in the UK

- 9 Behaviour which meets this definition is not new, but the term anti-social behaviour is a relatively recent construct. Squires⁶⁵ suggested that there were four phases to the politics of anti-social behaviour management in the UK, which help to organise the anti-social behaviour story in a useful fashion:
- the ante-natal politics of anti-social behaviour (prior to 1998);
 - the phoney war (1998 – 2003);
 - ASBomania and the Respect agenda (2003 – 2007);
 - rethinking and turning down the heat (2007 onwards).
- 10 The discourse around anti-social behaviour developed during the 1990s in the context of changes over the previous decades, including:
- significant structural change in the industrial base of the UK resulting in high levels of unemployment and inequality;
 - developments in housing policy which resulted in the increasing residualisation of the council housing sector, which meant that tenants were drawn increasingly from low income, economically inactive households with a disproportionate number of very young people, very old people and households headed by females.
- 11 Squires suggests that the locations where issues of anti-social behaviour were most apparent were typically so-called ‘sink estates’ and inner city neighbourhoods, where the problems of inequality, discrimination, lack of opportunity and patterns of victimisation were most acutely experienced.
- “Council housing managers during the 1980s became reluctant policemen in the face of increased crime and disorder on their estates, especially where job and population losses had destabilised communities and made it hard to fill empty properties. The normal means of enforcement through tenancy agreements were considered insufficient.....”⁶⁶*
- 12 In response to this, the Conservative Government of John Major introduced the Housing Act 1996, which extended the tools available to local authorities to tackle anti-social behaviour. These are set out in Table A below.

⁶⁵Squires (2008)

⁶⁶ Burney (2009) p141

Table A. Housing Act 1996 powers to enable local authority landlords to tackle anti-social behaviour

Part V – Conduct of Tenants	
Chapter I	Introductory Tenancies Provided local authorities with the power to introduce introductory tenancies and set out the introductory tenancy regime.
Chapter II	Grounds for Possession Secure & Assured Tenancies Amended Ground 2 in Schedule 2 to the Housing Act 1985 and Ground 14 of the Housing Act 1988. Inserted Ground 2A which made domestic violence a ground for possession for secure tenants. Inserted Ground 14A into Schedule 2 of the Housing Act 1988, which made domestic violence a ground for possession for assured tenants.
Chapter III	Injunctions against Anti-Social Behaviour Provided the High Court or the County Court with the power to grant injunctions against persons engaging in or threatening to engage in conduct causing or likely to cause a nuisance or annoyance to a person residing in, visiting or otherwise engaging in a lawful activity in residential premises let by a local authority
Part VI Allocation of Accommodation	
S.160	Allocation only to eligible persons Enabled local authorities to treat applicants or a member of their household who had been guilty of unacceptable behaviour serious enough to make him unsuitable to be a tenant of the authority, as ineligible for the allocation of accommodation
S.167	Allocation in accordance with allocation scheme Enabled local authorities to reduce or remove priority from an applicant, where they or a member of their household had been guilty of unacceptable behaviour serious enough to make them unsuitable to be a tenant of the authority

- 13 The Housing Act 1996 extended the powers of housing managers beyond the enforcement of tenancy conditions. However, the turning point in the development of tools for social landlords and their partners to address housing related anti-social behaviour was on the election of the first ‘New Labour’ administration in 1997.
- 14 The term anti-social behaviour is one, according to Squires⁶⁷, which is closely associated with the domestic political agenda of Prime Minister Tony Blair, and the political framing of anti-social behaviour reflected a traditional social democratic ‘rights and duties’ formulation that owed much to Blair’s philosophy. In the mid 1990s, whilst in opposition, the Labour Party developed a discourse of a ‘lawless Britain’ which created a moral panic around anti-social behaviour and prepared the ground for the ‘New Labour’ administration to act.
- 15 Burney⁶⁸ and Flint⁶⁹ both provide a convincing narrative to explain how the concept of anti-social behaviour, its causes, extent, manifestations,

⁶⁷ Squires (2008)

⁶⁸ Burney (2005)

perpetrators and solutions are constructed through a discourse involving policy makers, local residents, housing practitioners and the media.

“This discourse of a ‘lawless Britain’ conflates a number of risks, and identifies key themes....A ‘yob culture’ is identified, now extended from problem estates to town centres, and is linked to fears at the neighbourhood level, including ‘kids too scared to go out’ and ‘paedophiles living next door’.”⁷⁰

16 This discourse can be defined as part of a process of ‘moral panic’, an idea developed by Cohen⁷¹ in his seminal work “Folk Devils and Moral Panics”, who stated that a moral panic occurs when a condition, episode, person or group of persons emerges to become defined as a threat to societal values and interests. Those who threaten the social order Cohen defined as ‘folk devils’. In the introduction to the third edition of his book, Cohen suggested that the objects of moral panic over the last 30 years belonged to seven clusters of social identity:

- young, working class, violent males;
- school violence: bullying and shoot-outs;
- wrong drugs: used by wrong people at wrong places;
- child abuse, satanic rituals and paedophile registers;
- sex, violence and blaming the media;
- welfare cheats and single mothers;
- refugees and asylum seekers: flooding our country, swamping services.

17 Following the election of the New Labour administration in 1997 an extensive range of legislation was passed which sought to tackle housing-related anti-social behaviour. The various Acts are set out in Table B below.

Table B. Legislation to address-housing related anti-social behaviour introduced by New Labour.

Crime and Disorder Act 1998	
S.1	Introduction of Anti-social Behaviour Orders (ASBOs)
S.5	Requirement on the local authority, police and other key stakeholders to collaborate to produce Crime and Disorder Strategies
S.8	Introduction of Parenting Orders
S.11	Introduction of Child Safety Orders
S.14	Local Child Curfew Schemes
Police Reform Act 2002	
S.61	Amends S.1 of the Crime & Disorder Act 1998 (ASBOs)
Criminal Justice Act 2003	
S.322 & S.323	Introduction of Individual support orders and amendment of S1 of the Crime & Disorder Act to enable Individual Support

⁶⁹ Flint (2006)

⁷⁰ Flint (2006) p4

⁷¹ Cohen (1972)

	Orders to be attached to Anti Social Behaviour Orders
Anti-social Behaviour Act 2003	
Part 1 (S.1 to 11)	Introduction of Closure Orders
S.12	Required landlords to publish copy of policies and procedures for dealing with occurrences of anti-social behaviour
S.13	Amends S.152 & 153 of the Housing Act 1996 (Anti-social Behaviour Injunction) ⁷²
S.14	Introduction of Demotion Orders for Secure Tenancies ⁷³
S.15	Introduction of Demotion Orders for Assured Tenancies ⁷⁴
S.16	Amends Housing Act 1996, Schedule 2, Ground 2 ⁷⁵
S.18	Amendment to S.11 Crime & Disorder Act 1998 (Parenting Orders)
Part 4	Introduction of Dispersal of Groups and removal of persons under 16 to their place of residence
Part 6	Introduction of measures in relation to noisy premises and graffiti and fly posting
S.85	Amends S.1 Crime & Disorder Act 1998 (ASBOs)
Housing Act 2004	
S.179	Provides local authorities with the ability to extend Introductory Tenancies for a further period of 6 months ⁷⁶
S.191	Provides landlords with the ability to withhold consent to a mutual exchange. ⁷⁷
S192	Grants the Court the power to grant a suspension order preventing the exercise of the Right to Buy. ⁷⁸
S.193	Suspends a landlords obligation to complete a Right to Buy application ⁷⁹
Drugs Act 2005	
S.20	Introduces Drug Intervention Orders which can be applied for alongside an ASBO
Clean Neighbourhoods and Environment Act 2005	
	Introduces a range of measures to tackle nuisance parking, abandoned vehicles, graffiti and fly posting, control of dogs and noise nuisance.

⁷² Commenced in England 30th June 2004. Commenced in Wales on 30th September 2004 by Anti-social Behaviour Act 2003 (Commencement No. 2 and Savings) (Wales) Order 2004 (S.I. 2004/2557).

⁷³ Commenced in England 30th June 2004. Commenced in Wales on 30 September 2004 for the purposes of making regulations by Anti-social Behaviour Act 2003 (Commencement No. 2 and Savings) (Wales) Order 2004 (S.I. 2004/2557). Commenced for remaining purposes on 30 April 2005 by Anti-social Behaviour Act 2003 (Commencement No. 4) (Wales) Order 2005 (S.I. 2005/1225)

⁷⁴ Commenced in England 30th June 2004. Commenced in Wales 30th April 2005 by Anti-social Behaviour Act 2003 (Commencement No. 4) (Wales) Order 2005 (S.I. 2005/1225).

⁷⁵ Commenced in England 30th June 2004. Commenced in Wales on 30th September 2004 by Anti-social Behaviour Act 2003 (Commencement No. 2 and Savings) (Wales) Order 2004 (S.I. 2004/2557).

⁷⁶ Commenced in England on 06.06.05. Commenced in Wales on 25.11.06 by Housing Act 2004 (Commencement No. 2) (Wales) Order 2005 (S.I. 2005/3237). The Welsh Government have yet to introduce guidance to enable housing associations to extend 'starter tenancies'

⁷⁷ Commenced in England on 06.06.05. Commenced in Wales on 14.07.06 by Housing Act 2004 (Commencement No. 1) (Wales) Order 2005 (S.I. 2005/1814)

⁷⁸ Commenced in England on 06.06.05. Commenced in Wales on 25.11.06 by Housing Act 2004 (Commencement No. 2) (Wales) Order 2005 (S.I. 2005/3237)

⁷⁹ Commenced in England on 06.06.05. Commenced in Wales on 25.11.06 by Housing Act 2004 (Commencement No. 2) (Wales) Order 2005 (S.I. 2005/3237)

Serious Organised Crime and Police Act 2005	
S.139	Amends S.1 of the Crime & Disorder Act 1998. (ASBOs)
Police and Justice Act 2006	
S.23	Introduction of Parenting Contracts.
S.24	Amends S.26 of the Anti Social Behaviour Act 2003 (Parenting Orders) ⁸⁰
S.26	Amends S.153A of the Housing Act 1996 (Anti Social Behaviour Injunctions)
Housing & Regeneration Act 2008	
S.297	Amends Schedule 1 to the Housing Act 1985 to introduce Family Intervention Tenancies ⁸¹
Criminal Justice and Immigration Act 2008	
S.118	Amends Part 1A of Anti Social Behaviour Act 2003, to extend Closure Orders to premises associated with persistent disorder or nuisance.
S.123	Amends S.1 of the Crime & Disorder Act 1998, ASBOs
S.124	Amends S.1 of the Crime & Disorder Act 1998, Individual Support Orders
S.125	Amends Part 3 of the Anti-social Behaviour Act 2003, Parenting contracts and parenting orders

- 18 New Labour's approach to tackling anti-social behaviour not only saw an expansion in the tools available to social landlords, but also a recognition of the need for social landlords to work in partnership with key agencies to address anti-social behaviour. This was based on the premise that the causes of housing-related anti-social behaviour were often complex and that the solutions to them involved a number of key agencies.
- 19 In August 2006, the UK Government published 'The Respect Standard for Housing', which provided a voluntary benchmark for English social landlords of the key elements that make an effective service to tackle anti-social behaviour. The Respect Standard applies only to social landlords in England who, by signing up to the Standard, can demonstrate to their tenants, and to other stakeholders, their commitment to addressing problems of anti-social behaviour.
- 20 The Respect standard was built around six core commitments:
- accountability, leadership and commitment;
 - empowering and reassuring residents;
 - prevention and early intervention;
 - tailored services for residents and provision of support for victims and witnesses;
 - protecting communities through swift enforcement;
 - support to tackle the causes of anti-social behaviour.

⁸⁰ This provision has not been commenced in Wales in relation to housing association tenancies

⁸¹ This provision has not been commenced in Wales

- 21 To ensure that the Respect Standard was mainstreamed within housing management practice in the social housing sector in England, the content of the Standard was reflected in the Key Lines of Enquiry used by the Audit Commission from 2007 onwards, and the performance of landlords who signed up to the Standard was formally assessed by the Audit Commission's Housing Inspectorate during their inspection programme of local authorities and housing associations in England.
- 22 With the departure of Tony Blair from Downing Street in 2007, the focus of the Labour Government of Gordon Brown moved away from anti-social behaviour. Prior to the departure of Tony Blair, research undertaken by the National Audit Office in England into approaches to tackling anti-social behaviour noted that 50% of ASBOs were being breached, and that there were significant regional disparities in ASBO implementation⁸².
- 23 At the same time, a new critical attitude towards the approach of New Labour came into being from within the practitioner community:
*"Rhodri Morgan, who resigned as head of the Youth Justice Board in 2007, criticised politicians and journalists for demonising a generation of young people as 'thugs' and 'yobs' in their efforts to assert a tough approach to anti-social behaviour"*⁸³
- 24 Squires suggests that there was a growing recognition that a balance had to be maintained between enforcement action and the support necessary to ensure that subjects of ASBOs had a reasonable chance of complying with, and therefore completing, their orders.
- 25 The election of the UK Coalition Government in 2010 can be regarded as the conclusion of what Squires⁸⁴ described as the 'rethinking and turning down the heat phase' of the anti-social behaviour story. The UK Coalition Government proposed further changes to the approach to tackling anti-social behaviour, and the measures contained in the Anti-social Behaviour, Crime and Policing Bill can be directly linked to four key factors:
- the discourse of a 'Broken Britain', created by David Cameron in the run-up to the 2010 election which linked child neglect, binge and underage drinking, violent gang related crime and teenage pregnancy to create a further 'moral panic';
 - the report of the inquiry into events leading up to the death of Fiona Pilkington and her daughter Francesca Hardwick in October 2007 provided further impetus for the Government to act. Fiona Pilkington and her family

⁸² National Audit Office 2006

⁸³ Squires (2008) p318

⁸⁴ *ibid*

were vulnerable people who were the victims of repeated targeted acts of anti-social behaviour which should have more appropriately been categorised as ‘disability hate crimes’ over a number of years. The Independent Police Complaints Commission report into their deaths⁸⁵, found that:

- warning letters and ‘acceptable behaviour contracts’ were being issued by the local authority and police officers without any co-ordinated system in place to share information;
 - there was a tendency for incidents to be closed without any record of action having been taken, and without any supervising officer checking whether matters had been dealt with satisfactorily;
 - the Pilkington family was never specifically brought to the attention of Leicestershire Police’s anti-social behaviour officer or their dedicated Hate Crime officer;
 - there was a lack of police awareness, both locally and nationally, in recognising people with learning disabilities and mental health issues as targets for hate crime.
- the complexity of the existing system of measures to tackle anti-social behaviour. The Coalition Government claimed that the extensive range of powers available to authorities were so protracted and complex that they prevented a rapid response to problems, and that there was a lack of consistency in the way that agencies at a local level addressed anti-social behaviour. In the foreword to the document ‘Putting People First – More Effective Responses to Anti-social Behaviour’⁸⁶ Home Secretary Teresa May said that victims of anti-social behaviour had told the Government they wanted:

“..... three things. First, they want their problem to be taken seriously. Second, they want an efficient service and a quick response. Third, they want to the problem to stop and for it not to happen again”;
 - the riots which occurred in a number of London Boroughs and several English cities in the summer of 2011. The riots prompted the UK Government to propose introducing a new mandatory ground for possession, where serious housing related anti-social behaviour had been proven. This was supplemented by a proposal to introduce additional provisions in the existing Grounds for Possession for Secure and Assured Tenants (Ground 2 of Schedule 2 of the Housing Act 1985), where a tenant has been convicted of violence against property (including criminal damage and offences such as arson), violence against a person at a scene of violent disorder, or theft linked to violent disorder. In such circumstances there would be no requirement that the offence had been committed within the locality of the tenant’s home, subject to it being committed in the UK⁸⁷.

⁸⁵ Independent Police Complaints Commission report (2011)

⁸⁶ Rt. Hon. Teresa May (2012) p3

⁸⁷ Department for Communities and Local Government (2011)

26 In the Queen's Speech in April 2013, the Government stated its intention to introduce an Anti-social Behaviour, Crime and Policing Bill. The proposals contained in the Bill are set out in summary Table C below, which shows the existing measures they would replace and how they would amend existing legislation.

Table C. Measures contained in the Anti-social Behaviour, Crime and Policing Bill

Dealing with anti-social individuals		
	Existing Measure	Proposed Measure
1	Anti-social Behaviour Order (ASBO) on conviction	Criminal Behaviour Order Available on conviction for any criminal offence, and including both prohibitions and support to stop future behaviour likely to lead to further anti-social behaviour or criminal offences
2	Drinking Banning Order (DBO) on conviction	
3	ASBO on application	Injunction to Prevent Nuisance and Annoyance A purely civil order with a civil burden of proof, making it much quicker and easier to obtain. The injunction would also have prohibitions and positive requirements attached and a range of civil sanctions for breach
4	Anti-social Behaviour Injunction	
5	DBO on application	
6	Individual Support Order	
7	Intervention Order	
8	Grounds for possession of secure and assured tenancies	Absolute Ground for Possession Introduces an absolute ground for possession where the tenant or a person residing in, or visiting their home, has either been convicted of a serious housing related offence or breached an injunction to prevent nuisance or annoyance or breached a criminal behaviour order. Discretionary Grounds for Possession Introduces a new discretionary ground for possession for landlords for conduct causing nuisance, etc. and offences connected with riot.
Dealing with anti-social behaviour in the community		
	Existing Measure	Proposed Measure
1	Litter Clearing notice	Community Protection Notice A notice designed to deal with particular problems which negatively affect the community's quality of life which could direct the person responsible to stop causing the nuisance and/ or require them to 'make good'. The notice can be served by social landlords. Failure to comply is a criminal offence.
2	Street Litter Control notice	
3	Defacement Removal Notices	
4	Designated Public Place Order	Community Protection Order (public space) An order to deal with anti-social behaviour in a public place, to apply restrictions to how that public space can be used.
5	Gating Orders	
6	Dog Control Orders	
7	Dispersal Order (s30 of Anti-social Behaviour Act 2003)	Dispersal Powers A power to direct any individual causing or likely to cause crime or disorder away from a particular place, and to confiscate related items.
8	Direction to Leave (s27)	

	of the Violent Crime Reduction Act 2006)	
9	Premises Closure Order	Community Protection Order (closure) An order which could be used to close a premises temporarily, or for up to six months.
10	Crack House Closure Order	
11	Noisy Premises Closure Order	
12	Section 161 Closure Order	

27 In addition, Part 6 of the Bill introduces what has been termed a ‘Community Trigger’ which would require members of the Community Safety Partnership to take action to deal with persistent anti-social behaviour suffered by victims or communities. The duty would be triggered by members of the public making a complaint that meets certain criteria.

28 Finally, one aspect of the UK Government’s welfare reform programme could potentially have an impact on anti-social behaviour. The extension of the Shared Accommodation Rate to single people under 35 is likely to lead to an increase in the number of Houses in Multiple Occupation, to provide accommodation for claimants who are no longer entitled to the Local Housing Allowance one bedroom rate. Houses in Multiple Occupation are often associated with higher rates of anti-social behaviour. Mandatory and Additional Licensing Schemes for Houses in Multiple Occupation were introduced in the Housing Act 2004 in an attempt to address this issue. The growth of Houses in Multiple Occupation as a consequence of welfare reform may well increase the level of anti-social behaviour experienced.

The situation in Wales

29 In Wales, there have been no major differences in the powers available to social landlords and other key partners to tackle anti-social behaviour, when compared to their English counterparts. The only differences are that:

- Welsh social landlords do not having the power to seek Family Intervention Tenancies;
- Welsh housing associations do not have the power to seek Parenting Orders;
- Welsh housing associations do not have the power to extend ‘starter’ tenancies for a further 6 months.

These three powers have yet to be introduced in Wales if they are felt to be relevant. All other powers introduced by the UK Government following devolution are available to Welsh social landlords.

- 30 However, practice in Wales has varied from that in England. Edwards & Hughes⁸⁸ reported that a more resilient commitment to an inclusive conception of community safety existed in Wales. This was based on their finding that ASBOs were generally regarded as a measure of last resort (as opposed to the enforcement-led approach promoted by the Home Office) and that Community Safety Managers in Wales were required (by advice and funding initiatives developed by the Welsh Government) to promote a more social democratic, welfare-orientated approach to tackling crime and disorder issues.
- 31 In July 2008, the Welsh Government introduced its own variation of the 'Respect Standard for Housing Management', when it introduced the 'Wales Housing Management Standard for Tackling Anti-social Behaviour'⁸⁹ The Standard was developed to ensure that services provided by social landlords and their partners address the following core components:
- commitment, leadership, and accountability;
 - empowering and reassuring residents;
 - prevention and early intervention;
 - support to tackle the causes of anti-social behaviour;
 - tailored services for residents and support for victims and witnesses;
 - protecting communities through swift enforcement;
 - encouraging community responsibility.
- 32 Within each section are a number of core components which are expressed as 'building blocks' or 'working with partners'. Landlords seeking accreditation are expected to demonstrate that they carry out all or many of these activities.
- 33 The process of accreditation is different from that in England. In Wales, landlords who signed up to the Standard complete an assessment undertaken by the Welsh Government. Those who are considered to achieve the standard receive accreditation. However, the assessment and accreditation process is paper-based only, and does not involve any monitoring of implementation.
- 34 As at October 2013, of the 50 social landlords in Wales⁹⁰, only 17 landlords (2 local authorities, 4 stock transfer associations, and 11 traditional housing associations) had been accredited as meeting the standard, and one (a traditional housing association) is working towards it.

⁸⁸ Edwards & Hughes (2008)

⁸⁹ Welsh Government (2008)

⁹⁰ 39 housing associations and 11 local authorities which have retained their housing stock

- 35 Also in 2008, the Wales Social Landlords Anti-social Behaviour Forum⁹¹ published ‘Tackling Hate Crime Incidents – a Toolkit for Social Landlords in Wales’⁹². The toolkit sought to provide practical advice and information to social landlords to enable them to provide a comprehensive response to victims and witnesses of hate incidents and anti-social behaviour Research in 2013 (funded by the Welsh Government and undertaken by Shelter Cymru, Tai Pawb and Swansea University) found that just over a third of Welsh social landlords used the toolkit⁹³.
- 36 Since the election of the UK Coalition Government it is apparent that policy and practice in Wales is starting to diverge slightly from that in England. In the consultation on “A New Mandatory Power of Possession for Anti-social Behaviour”⁹⁴, the then Minister for Housing, Regeneration & Heritage, Huw Lewis, stated that the Welsh Government did not intend to introduce measures extending the scope of discretionary grounds for possession in response to the riots, but was proposing to introduce new mandatory grounds for possession for use by practitioners when serious housing anti-social behaviour had occurred.
- 37 However, proposals outlined in the White Paper “Renting Homes: A better way for Wales”⁹⁵ will, if enacted, introduce a common secure contract for all social housing tenants in Wales and a standard contract which is intended to replace all private sector tenancies (with the exception of Rent Act tenancies) and be used by social landlords in place of introductory and demoted tenancies. The planned legislation, which is based upon proposals made by the Law Commission⁹⁶, contains a number of anticipated measures to tackle anti-social behaviour.
- 38 It is proposed that both types of proposed tenancy (the secure and the standard contracts) will contain a Prohibited Conduct term, which clearly sets out for both landlords and tenants what is unacceptable behaviour. This will be consistently applied across Wales and across both the social and the private rented sectors. Under the draft ‘Prohibited Conduct’ term, a contract-holder (tenant) may not:
- use or threaten to use violence against a person lawfully living in the premises, or do anything which creates a risk of significant harm to such a person;

⁹¹ A forum of social landlords in Wales, Membership is free and open to both housing associations and local authorities

⁹² Wales Social Landlords Anti social Behaviour Forum et al (2008)

⁹³ Shelter et al (2013).

⁹⁴ Welsh Government (2011)

⁹⁵ Welsh Government (2013)

⁹⁶ Law Commission (2013)

- engage or threaten to engage in conduct that is capable of causing nuisance or annoyance to a person living in the locality of the premises, or a person engaged in lawful activity in, or in the locality of, the premises;
- use or threaten to use the premises, or any common parts that they are entitled to use under the contract, for criminal purposes;
- allow, incite or encourage others who are residing in or visiting the premises to act in these ways, or allow, incite or encourage any person to act as mentioned above.

- 39 The White Paper proposed that a breach of the Prohibited Conduct term could trigger proceedings for possession by the landlord, and in exceptional circumstances proceedings could be commenced on the same day that the notice is served on the tenant. Landlords would be able to apply to the courts for an injunction prohibiting further breaches of the term and apply for a power of arrest to be attached in some cases. As a means of addressing incidents of domestic violence, landlords would be able to evict the perpetrator without ending the tenancy for the victim, and apply to the courts for exclusion orders.
- 40 The White Paper also sought views on whether it would be appropriate to introduce a measure to disqualify someone who is, or has been, subject to an injunction or/and ASBO from being a reserve successor. This measure, if introduced, will be a marked difference from England.
- 41 In a change of position from that outlined by Huw Lewis in 2011, the Welsh Government does not propose to make breaching the prohibited conduct term a mandatory ground for possession. The Welsh Government's view is that this would mean that the decision to award possession could be challenged on the basis that it is not a proportionate response under Article 8 of the European Convention on Human Rights or the Equality Act 2010. Such a challenge in practice could make the process of recovering possession of the property more drawn out. Instead, the Welsh Government is proposing a very tightly structured discretionary approach where there are proceedings for breach of the prohibited conduct term. As long as the facts were established, a possession order would have to be granted unless the court found it was not proportionate to do so.
- 42 The Renting Homes Bill is likely to be introduced into the National Assembly during this Administration but not likely to be implemented until after 2015.
- 43 Through an amendment introduced into its proposed Anti-social Behaviour, Crime and Policing Bill, the UK Government has also now allowed for proportionality defences to be raised. Therefore the two positions are not as different as they might first appear.

Appendix 3: Data from Social Landlord questionnaire

Table 1. Number of complaints of Anti Social Behaviour recorded by landlords in the last 12 months (48/49 responses)

	Local authority landlords	Stock transfer associations	Traditional associations	All landlords
Number of complaints about Anti Social Behaviour recorded	7,142	5,933	7,248	20,323

Table 2. Information on Anti Social Behaviour collected by landlords (49/49 responses)

Information collected	Local authority landlords	Stock transfer associations	Traditional associations	All landlords
Number of incidents/cases	10	8	22	40
Types of Anti Social Behaviour	6	4	17	27
Actions taken	6	6	13	25
Outcomes	4	6	12	22
Service user satisfaction	2	6	8	16
Locations/hotspots	1	1	8	10
Time taken to resolve cases	1	2	4	7
HouseMark benchmarking data	0	4	2	6
Response within target times	2	1	2	5
Level/severity of Anti Social Behaviour	2	0	1	3
Ethnicity of victim and perpetrator	0	0	1	1
Vulnerability	0	0	1	1

Table 3. Landlords; use of data collected about Anti Social Behaviour (46/49 responses)

Use of data on Anti Social Behaviour by social landlords	Local authority landlords	Stock transfer associations	Traditional associations	All landlords
Management information only	10	7	19	36
Formal reporting	1	3	6	10

Table 4. Landlords' views on data the Welsh Government should collect on Anti Social Behaviour (49/49 responses)

Data the Welsh Government should collect on Anti Social Behaviour	Local authority landlords	Stock transfer associations	Traditional associations	All landlords
Types of Anti Social Behaviour	6	4	11	21
Actions taken	4	4	10	18
Number of incidents/cases	4	4	8	16
Locations/hotspots	0	2	6	8
Outcomes	1	1	5	7
Service user satisfaction	2	1	2	5
Time taken to resolve cases	0	0	5	5
HouseMark benchmarking data	1	0	3	4
Partnership working	0	1	3	4
Response within target times	1	0	2	3
WG should collect no data	0	0	3	3
Cost of Anti Social Behaviour service	1	0	1	2
Number of cases resolved	1	0	1	2
Data should be collected at multi-agency, not landlord level	0	0	2	2
Diversity	1	0	1	2
Number of incidents/cases resolved	1	0	0	1
Level/severity of Anti Social Behaviour	0	1	0	1
Reoccurrence	0	0	1	1
Hate related incidents	0	0	1	1
Vulnerability	0	0	1	1

Table 5. Definitions of Anti Social Behaviour used by Welsh social landlords (49/49 responses)

Definition of Anti Social Behaviour used	Local authority landlords	Stock transfer associations	Traditional associations	All landlords
Housing Act 1996 definition: "Conduct which is capable of causing nuisance or annoyance to any person"	3	8	14	25
Crime & Disorder Act 1998 definition: "Conduct likely to cause harassment, alarm or distress to one or more persons not of the same household as themselves"	7	1	7	15
Other definition	1	2	6	9

Table 6. Landlords' approach to tackling Anti Social Behaviour

(49/49 responses)

Approach to tackling Anti Social Behaviour	Local authority landlords	Stock transfer associations	Traditional associations	All landlords
Prevention focused	1	1	5	7
Victim focused	2	5	8	15
Enforcement focused	0	0	1	1
Balanced approach incorporating prevention, victim support and enforcement	5	3	7	15
An approach which incorporates 2 of the 3 approaches	3	0	4	7
Other	0	2	2	4

Table 7. Social landlords who have/have not incorporated advice in the Tackling Hate Crime toolkit into their policy and procedures (49/49 responses)

Advice from Hate Crime toolkit incorporated into policy and procedures	Local authority landlords	Stock transfer associations	Traditional associations	All landlords
Yes	5	9	14	28
No	6	2	13	21

Table 8. Elements of advice from the Hate Crime toolkit incorporated into policy and procedures⁹⁷

Elements of advice from Hate Crime toolkit incorporated into policy and procedures	Number of landlords
Working in partnership with police and local authority	10
Quicker response to complaints of Hate Crime	5
Introduced monitoring system	5
Support for victims	3
Production of leaflet on hate crime	3
Allocate specific officer to case	2
Target hardening	1
CCTV	1

Table 9. Social landlords offering a 24 hour response to Anti Social Behaviour

(49/49 responses)

Provide a 24 hour response to Anti Social Behaviour	Local authority landlords	Stock transfer associations	Traditional associations	All landlords
Yes	2	1	1	4

⁹⁷ Some landlords had incorporated more than one element, so total figures are greater than total number of landlords shown in Table 7.

No	9	10	26	45
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Table 10. Social landlords with dedicated resource for addressing Anti Social Behaviour (49/49 responses)

Dedicated Anti Social Behaviour resource within organisation	Local authority landlords	Stock transfer associations	Traditional associations	All landlords
Yes	7	9	13	29
No	4	2	14	20

Table 11. Social landlords with dedicated Anti Social Behaviour resource, by size

	Under 2,000 homes managed	2,001 – 6,000 homes managed	6,001 – 10,000 homes managed	10,001 + homes managed
Number of social landlords	13	23	8	5
Number with dedicated Anti Social Behaviour resources	3	13	8	5

Table 12. Anti Social Behaviour dedicated full time equivalent staff (FTEs) in Welsh social landlords

	Local authority landlords	Stock transfer associations	Traditional associations	All landlords
Smallest team (FTEs)	1	1	0.7	
Largest team (FTEs)	17	15	8	
Total number of FTEs	43.5	55	41.7	140.2

Table 13. Landlords' views of the key features of an effective approach to tackling Anti Social Behaviour (49/49 responses)

Landlords' views on key features of an effective approach to tackling Anti Social Behaviour	Number of times feature was mentioned in responses
Early intervention/responding quickly to complaints	30
Good partnership working arrangements	23
Well resourced dedicated team	12
Use of full range of available remedies as appropriate to case	10
Good communication and support for victims and witnesses	10
Use of preventative measures	8
Communication with and support for perpetrator	5
Managing expectations	4
Publicising action taken to the community	3
Effective IT system	2
Robust use of legal remedies	2
Adopting a consistent approach	2
Good understanding of the law	1
Provision of out of hours support	1
Accurate recording	1
Robust policy	1

People centred approach	1
An allocation scheme which enables appropriate lettings to be made	1

Table 14. Landlords' use of Anti Social Behaviour measures in the last 12 months

Measure	Local authority landlords	Stock transfer associations	Traditional associations	All landlords
Tenancy support	10	11	24	45
CCTV	10	11	20	41
Mediation	9	11	20	40
Proceedings for possession	9	11	19	39
Use of introductory/starter tenancies	8	10	19	37
Anti Social Behaviour Injunctions	8	11	18	37
Acceptable Behaviour Contracts	9	11	17	37
Design measures	9	9	17	35
Diversionary activities	5	11	17	33
Extension of introductory/ starter tenancies	6	10	13	29
Suspensions from the Housing Register	7	10	11	28
Leafleting	5	6	17	28
Police surgeries	4	6	13	23
Community surgeries	3	7	13	23
Tenancy demotion	3	8	12	23
Good Neighbour Agreements	3	3	12	18
Withholding consent for mutual exchange	5	6	6	17
Community conferences	4	4	8	16
Restorative justice	4	4	8	16
Removal or reduction of priority	3	6	5	14
ASBOs	2	3	5	10
Parenting agreements	1	3	3	7
Tenant reward scheme	0	2	5	7
Cognitive behavioural therapy	2	2	3	7
Suspension of the Right to Buy	1	0	1	2
Parenting Orders	0	0	2	2

Table 15: Landlords' assessment of the effectiveness of Anti Social Behaviour measures (on a scale of 1 to 10, where 1 is very ineffective and 10 is very effective)

Measure	Local authority landlords	Stock transfer associations	Traditional associations	All landlords
Introductory/starter tenancies (38 responses received)	8.5	8.7	8.5	8.6
Extension of introductory/starter tenancies (29 responses received)	8.7	8.4	8.4	8.4
Tenancy demotion (23 responses received)	8	9.3	8	8.4

Anti Social Behaviour injunctions (40 responses received)	7	9.3	8.5	8.3
Proceedings for possession (38 responses received)	6.3	9.0	8.8	8.1
Parenting agreements (8 responses received)	5.5	9	8	7.8
Withholding consent for mutual exchange (19 responses received)	8	8	7.3	7.7
Restorative justice (16 responses received)	8.3	7.5	7.5	7.7
CCTV (42 responses received)	6.7	8.1	8	7.7
Tenancy support (43 responses received)	7.7	7.5	7.7	7.6
Cognitive behavioural therapy (8 responses received)	6	8	8	7.5
ASBOs (12 responses received)	8	9	6.4	7.3
Anti Social Behaviour Contracts (35 responses received)	7.3	7.7	7.1	7.3
Good neighbour agreements (20 responses received)	8.5	6	7.1	7.3
Design measures (32 responses received)	6.9	7.8	7.3	7.3
Suspensions from the Housing Register for an applicant guilty of unacceptable behaviour (27 responses received)	5.5	7.9	7.4	7.1
Tenant reward scheme (7 responses received)	0	7	7.2	7.1
Diversions activities (32 responses received)	5.6	7.7	7.2	7.1
Suspension of the Right to Buy (1 response received)	7	0	0	7
Police surgeries (24 responses received)	6.3	7	7.3	7
Parenting Orders (2 responses received)	0	0	7	7
Community conferences (17 responses received)	6.8	7.3	7	7
Removal or reduction of priority given to an applicant guilty of unacceptable behaviour (15 responses received)	6.7	7	7	6.9
Community surgeries (25 responses received)	7	6.1	7.2	6.9
Mediation (39 responses received)	6.7	7.3	6.8	6.9
Leafleting (27 responses received)	5.2	7	6.3	6.2

Table 16. Landlords' reasons for not using Anti Social Behaviour measures or considering them to be ineffective

Measure	No occasion to use	Not used in area	Process too slow/costly	Prefer to use alternative	CSP led	Common housing register	Found not to work	Landlord has decided not to use	Not currently included in landlords policy	Not within power of HA	No expertise
Introductory/starter tenancies	0	0	0	0	0	0	0	5	0	0	0
Extension of introductory/starter tenancies	4	0	0	0	0	0	0	1	1	2	0
Tenancy demotion	8	0	3	4	0	0	0	1	1	0	0
Anti Social Behaviour injunctions	1	0	0	0	0	0	0	1	0	0	0
Suspensions from the Housing Register	2	0	0	0	0	7	0	1	2	0	0
Removal or reduction of priority	2	0	0	0	0	7	0	1	2	0	0
Withholding consent for mutual exchange	13	0	1	1	0	0	0	0	2	0	0
Suspension of the Right to Buy	17	0	1	0	0	0	0	1	1	2	0
Proceedings for possession	0	0	3	0	0	0	0	0	0	0	0
ASBOs	9	0	6	6	5	0	1	0	0	0	0
Anti Social Behaviour contracts	2	0	0	0	0	0	2	0	0	0	0
Parenting Orders	10	3	1	0	5	0	0	0	0	0	0
Parenting Agreements	6	7	0	2	0	0	0	0	0	0	1
Good neighbour agreements	7	4	1	2	0	0	3	0	0	0	0
Tenancy support	0	0	1	0	0	0	0	0	0	0	0
Tenant reward scheme	0	18	0	0	0	0	0	0	0	0	0
Police surgeries	3	2	0	5	0	0	0	0	0	0	0
Community surgeries	3	3	1	0	1	0	2	0	0	0	0
Community conferences	2	7	2	1	0	0	1	0	0	0	0
Leafleting	1	2	2	2	0	0	0	0	0	0	0

Mediation	0	0	0	1	0	0	2	0	0	0	0
Restorative justice	0	5	1	0	0	0	0	0	0	0	0
Cognitive behavioural therapy	3	5	3	0	1	0	1	0	0	0	0
CCTV	0	1	0	0	0	0	1	0	0	0	0
Design measures	0	0	0	0	0	0	0	0	0	0	0
Diversionsary activities	1	0	1	0	2	0	0	0	0	0	0
Totals	94	57	27	24	14	14	13	11	9	4	1

Table 17. Landlords' approaches to tackling noise complaints

(40 out of 49 responses)

Approaches to tackling noise complaints	Local authority landlords	Stock transfer associations	Traditional associations	All landlords
'Traditional' approach	9	6	17	32
Immediate referral to Environmental Health (or advice to tenants to contact Environmental Health)	1	0	4	5
Undertake sound evaluation tests	0	0	1	1
Visit within 24 hours and develop action plan with victim	0	1	0	1
Interview both victim and alleged perpetrator and agree action plan	0	1	0	1

Table 18. Use of in-house resources to deal with noise complaints

(45/49 responses)

	Local authority landlords	Stock transfer associations	Traditional associations	All landlords
Using in-house resources	2	7	16	25
Not using in-house resources	5	4	11	20

Table 19. Ownership of sound monitoring equipment

(43/49 responses)

Ownership of sound monitoring equipment	Local authority landlords	Stock transfer associations	Traditional associations	All landlords
Number of landlords owning sound monitoring equipment	2	6	8	16
Total number of sets owned	6	11	10	27

Table 20. How landlords used evidence gathered from their sound monitoring equipment

Use of evidence	Local authority landlords	Stock transfer associations	Traditional associations	All landlords
Used in Court proceedings to recover possession of property or to secure injunctions	1	3	4	8
Used to secure Noise Abatement Notices	1	0	0	1
Recordings played to perpetrators	0	0	3	3
Used to prove or disprove allegation	0	2	4	6

Table 21. Steps taken by landlords to resolve noise complaints where no statutory nuisance has been shown to exist (42/49 responses)

Steps taken	Local authority landlords	Stock transfer associations	Traditional associations	All landlords
Mediation	5	3	9	17
Provision of noise dampening equipment	1	1	6	8
Provision of advice	2	2	0	4
Acceptable Behaviour Contracts	2	1	0	3
Cognitive Behavioural Therapy	1	1	0	2
Possession action	1	1	0	2
Restorative justice	1	0	1	2
Injunctions	0	1	0	1
Use of community alarm to record incidents	0	0	1	1
Offer transfer to either party	0	0	1	1
Support and education for complainant	0	0	1	1
Work with perpetrator to change behaviour	0	0	1	1
Pursue intervention using other evidence	0	1	0	1
None	0	0	1	1

Table 22. Reasons given by landlords for not attending all Community Safety Partnership meetings in areas they operate in

Landlords' reasons for not attending all meetings of Community Safety Partnerships in areas of operation	Local authority landlords	Stock transfer associations	Traditional associations
Insufficient resources to attend all meetings	0	0	5
Very few properties and little Anti Social Behaviour in area	0	0	4
Attendance based on whether Anti Social Behaviour is an issue in stock in the area	0	0	2
Meetings not held regularly	0	0	1
Poorly managed meetings	0	0	1
Community Safety Partnership no longer exists	0	1	0
Community Safety Partnership structure very loose	0	1	0
Gain more from working in partnership at a more local/operational level	0	1	2
No place at Community Safety Partnerships for social landlords	1	1	4

Table 23. Landlords' views of the benefits of attending Community Safety Partnership meetings (43/49 responses)

Benefits of attending Community Safety Partnership meetings	Local authority landlords	Stock transfer associations	Traditional associations	All landlords
Multi agency approach to problem solving	8	4	13	25
Information sharing / intelligence gathering	7	5	13	25
Networking/improved relationships	4	2	9	15
Improved understanding of respective roles, responsibilities and actions	4	2	9	15
Sharing good practice	1	0	11	12
Access to additional/ specialist resources	1	2	2	5
Improved efficiencies of joint working	2	1	0	3

Table 24. Landlords' involvement in other partnership working arrangements which help them to address Anti Social Behaviour (49/49 responses)

Involvement in other partnership working arrangements	Local authority landlords	Stock transfer associations	Traditional associations	All landlords
Yes	9	10	22	41
No	2	1	5	8

Table 25. Other partnership arrangements landlords are involved in

Other partnership working arrangements	Number of times mentioned in responses
Multi Agency Risk Assessment Conferences (MARAC)	14
Sub Community Safety Partnership area-based Anti Social Behaviour meetings	14
All Wales Social Landlords Anti Social Behaviour Forum	8
Multi-Agency Public Protection Arrangements (MAPPA)	8
Meetings with neighbourhood policing teams	6
Meetings with Youth Justice	5
Hate Crime meetings/forums	4
Regional social landlord Anti Social Behaviour groups	4
Meetings with Police and Crime Commissioners	3
Domestic Abuse Conference Calls	3
Domestic Abuse Forums	3
Supporting People	3
Meetings with support providers	2
Race Forums	2
Formal information sharing meetings under S.115 (2) of the Crime and Disorder Act 1998	2
Partners and Communities Together (PACT) meetings	2
Integrated Offender Management/Prolific Offenders meetings	2
Social Landlords Crime and Nuisance Group	2
Family Intervention Project	1
Meetings with Revenue Protection staff from utility providers	1
Families First	1
Prisoners First Network	1
Multi agency working around domestic abuse	1
Protection of Vulnerable Adults (POVA) meetings	1
Exclusion panel	1
Meetings with Communities First groups	1
Involvement with Victim Support	1

Table 26. Landlords' ratings of the effectiveness of agencies' contribution to partnership working

Agency	Local authority landlords	Stock transfer associations	Traditional associations	All landlords
Police (48 responses)	8.3	8.2	8	8.1
Local authority – community safety (47 responses)	8	7.3	7.3	7.4
Fire Service (36 responses)	7.8	7.4	7	7.3
Local authority – environmental health (45 responses)	8.2	7	6.6	7.1
Youth Offending Service (44 responses)	7.9	7	6	6.6
County Court (40 responses)	6	7.3	6.5	6.6
Substance misuse services – voluntary sector (38 responses)	5.8	6.6	6.3	6.2
Local authority – homelessness (44 responses)	7.2	6.3	5.6	6.1
Probation (37 responses)	6.2	6.7	5.7	6.1
Substance misuse service – statutory sector (35 responses)	6.5	5.7	5.7	5.9
Magistrates Court (19 responses)	8	7	4.7	5.5
Local authority – education (39 responses)	6.1	5.2	5	5.3
Local authority – children's services (45 responses)	5.4	5.4	4.8	5.1
Community mental health teams (46 responses)	4.9	5.1	5	5
Local authority – adult services (45 responses)	5.1	5.1	4.6	4.8
Crown Prosecution Service (18 responses)	5.5	3.8	4.6	4.4

Table 27. Landlord approaches to assessing risk in Anti Social Behaviour cases
(47/49 responses)

Approach to assessing risk	Local authority landlords	Stock transfer associations	Traditional associations	All landlords
Use formal risk assessment tool	3	7	10	20
Use professional judgement	8	4	15	27

Table 28. Types of cases where landlords share information with key partners
(48/49 responses)

Types of cases where landlords share information with key partners	Local authority landlords	Stock transfer associations	Traditional associations	All landlords
All cases where a multi- agency response is required	3	7	15	25
Noise nuisance	2	1	1	4
Drugs/substance misuse	2	1	1	4
Vulnerable adults	2	0	2	4
Criminal behaviour	1	0	3	4
Domestic abuse	0	2	1	3
Hate Crime	2	1	0	3
Violence or threats of violence	2	1	0	3
Child protection	0	0	2	2
Criminal damage	1	0	0	1
Condition of property	1	0	0	1
Anti Social Behaviour which goes beyond estate management	1	0	0	1
Breaches of tenancy	0	0	1	1
Dangerous animals	0	0	1	1

Table 29. How landlords share information with key partners in relation to Anti Social Behaviour (48/49 responses)

How information is shared	Local authority landlords	Stock transfer associations	Traditional associations	All landlords
Formal only	3	5	0	8
Informal only	1	0	2	3
Formal and informal	7	6	24	37

Table 30. Key partners that landlords share information with most frequently
(48/49 responses)

Key partners that information is shared with most frequently⁹⁸	Local authority landlords	Stock transfer associations	Traditional associations	All landlords
Police and local authority teams	8	4	11	23
Police	3	7	9	19
Local authority	0	0	3	3
Local authority and housing associations	0	0	1	1
Police and housing associations	0	0	1	1
Support providers	0	0	1	1

Table 31. Landlords' views on whether the Welsh Government should re-issue Anti Social Behaviour guidance (49/49 responses)

	Local authority landlords	Stock transfer associations	Traditional associations	All landlords
Yes	10	5	18	33
No	1	6	9	16

Table 32. Landlords' reasons for not wanting revised guidance on Anti Social Behaviour (15/16 responses)

Reason	No of landlords
Sufficient guidance already exists	6
No new guidance until context changes	6
Receive all relevant information from forums attended	2
Multi agency guidance required, rather than guidance for social landlords	1

⁹⁸ Some landlords provided only one response, and some multiple responses.

Table 33. Landlords' views on areas that should be covered in any revised Welsh Government guidance on Anti Social Behaviour (31/32 responses)

Issues to be covered	No of landlords
Toolkit on how to effectively use the powers available to social landlords to ensure consistency	14
Examples of positive practice	9
Focus on prevention	4
Guidance to support greater consistency in action	3
Partnership working	3
Guidance on simplest and most cost effective solutions	2
Assessing risk	1
Out of hours provision	1
Incident reporting and definitions to assist in consistency of reporting	1
Step by step guide	1
Outcome focus for service users	1
Aids and adaptations for people with physical disabilities to prevent Anti Social Behaviour	1
Dealing with tenants who lack mental capacity	1
Training/guidance for County Court Judges	1
Designing out Anti Social Behaviour	1
Information sharing	1
National service standards	1
Provision of a definition of Anti Social Behaviour	1
Set out expectations on social landlords	1

Appendix 4: Views of victims and perpetrators

- 1 The research involved one to one interviews with 5 perpetrators of anti-social behaviour and 6 victims of anti-social behaviour, relating to recent or ongoing cases.
- 2 Of the five perpetrators interviewed:
 - 2 were tenants of a local authority;
 - 3 were tenants of traditional housing associations.
- 3 Of the six victims interviewed:
 - 3 were tenants of traditional housing associations;
 - 1 was a tenant of a stock transfer association;
 - 1 was an owner-occupier complaining of anti-social behaviour from property managed by a stock transfer association;
 - 1 was a leasehold owner complaining of anti-social behaviour from property managed by a stock transfer association.
- 4 Victims and alleged perpetrators were asked to share their experiences of anti-social behaviour and a series of questions were used to support them to do this.
- 5 Case studies of the individuals interviewed are detailed below. The perspectives provided by victims and perpetrators interviewed have also been included into the main body of the report.
- 6 The sample of victims and alleged perpetrators is small, and is therefore not necessarily representative of other victim or perpetrator experiences. However, the case studies which follow provide very useful illustrations of the experience of anti-social behaviour from a victim and perpetrator perspective.

Perpetrators

- 7 **Person A**
 - **Household details**

Person A is a single male, living in temporary accommodation provided by a local authority on his discharge from prison. A was a drug user.
 - **The incident**

A was evicted from his temporary accommodation after a cleaner who entered his room discovered the presence of drug injecting equipment. A was told verbally by the owner of the accommodation that this was classified as anti-social behaviour and that he needed to leave the premises immediately. Later the landlord gave A a faxed copy of a letter from the local authority confirming his immediate eviction. As a result of

the incident, A found himself in a further cycle of homelessness and criminal activity, resulting in further stays in prison.

- **Actions**

A said he was told nothing by the local authority other than to find a homelessness organisation or to stay with family or friends. The local authority notified A that he was intentionally homeless and that they no longer had a duty of care towards him, and gave A no other advice or assistance. On further discharge from prison, A was offered temporary accommodation for a maximum six week period. A prison officer notified A that he could seek advice from Shelter Cymru.

- **Issues from A's perspective**

A feels that the letter from the local authority was unpleasant and did not provide any evidence to substantiate his eviction on the grounds of anti-social behaviour. He was only 2 days away from being re-housed, and feels that the action to evict was unnecessary and that he should have been given a second chance. He felt that there was a prejudice against drug users at the temporary accommodation, as most residents had alcohol related problems. A feels that the attitude of fellow residents towards him also contributed to the eviction.

- **How the problems could have been handled better from A's perspective**

A feels that the incident did not merit eviction and that this action resulted in a cycle of homelessness and offending which cost the state heavily and could have been avoided. He feels that a final written warning should have been issued, with clear advice about where he could get support. He believes that temporary accommodation for individuals with drug addiction should be obliged to provide needle disposal boxes, or to notify individuals where this service is available. A feels the system failed him.

- **A's ranking of landlord performance in dealing with the issues**

1 out of 10.

8 **Person B**

- **Household details**

Person B is a single male. He and his brother lived with his parents in a local authority owned home on what he described as a 'sink estate'. He said that Social Services were significantly involved with the family as a result of B and his brother being placed on the 'at risk' register. B's parents have since separated and they no longer live at the family home. B has now moved into his own flat.

- **The incidents**

Whilst B was living at his parents' home he possessed a replica gun which he carried around the estate. He and his brother also caused disruption to neighbours by playing excessively loud music. In addition, B was responsible for disrupting the neighbour's peace by placing himself on top

of the garden shed, which allowed him to overlook the neighbour's garden, invading their privacy and causing annoyance. B's home, as a result of both his and his brother's activities, was targeted by others on the estate. Missiles were regularly thrown at the property and windows smashed. The local authority refused to undertake the repairs required following these incidents.

- **Actions**

B's parents were taken to court by the local authority and an ASBO was granted. B was also charged for possession of an offensive weapon. The police were regular visitors to the house following complaints made by neighbours about noise nuisance and aggressive behaviour. On one occasion, the police tried to arrest B's mother. B felt that his mother was being victimised and that the police were provoking him and not handling the situation well. As a result he lost his temper and attacked the police officer. B was charged with GBH.

- **Issues from B's perspective**

When the anti-social behaviour incidents were occurring, B was not aware of the consequences of his behaviour. He felt that there were numerous problems on the estate, but that his family was being targeted by the police. He said that at the time he and his brother were responsible for anti-social behaviour, the lack of parental control was a significant contributory factor. Although Social Services were involved, B felt they did very little to help or support the family. He feels the 'system' failed him and his family. He acknowledged that his family was 'a problem family', but felt there was no evidence of a joined up or co-ordinated approach from the police, Social Services and their landlord. B was eventually allocated a social worker from the 16+ Team. He said that, for the first time, he experienced a positive relationship with Social Services. He believes this relationship helped him to turn his life around.

- **How the problems could have been handled better from B's perspective**

B felt that, given the estate was a 'problem estate', the local authority should have had a greater presence on the ground and made a more thorough assessment of the issues in the neighbourhood. The local authority tended to make contact by phone and letters, and B felt it would have been more helpful if they had come to see the family in person to try to sort out some of the anti-social behaviour problems. Given the problems on the estate, he feels that a greater police presence patrolling the area would have been helpful. B feels that a non-uniformed presence would also have helped, so that they could have observed the incidents that occurred on the estate unhindered. He felt there was a lack of facilities on the estate for young people, and that this significantly contributed to anti-social behaviour issues, as there was 'nothing else to do'. He says that a

family support centre on the estate would also have helped, and would have given a focus for daytime activities. B also said that education in schools about the consequences of Anti Social Behaviour would be helpful.

- ***B's ranking of landlord performance in dealing with the issues***
3 out of 10.

9 ***Person C***

- ***Household details***

Person C lived with her husband and three children in a three bedroom property rented from a traditional housing association. She still lives at the property with two of her offspring who are now adults. C has experienced episodes of mental ill health but disputes the diagnosis of her condition.

- ***The incidents***

A child from the estate approached C and told her that a man living next door had been inappropriately touching her. C told the child's mother. As a result, the mother and her family became very threatening towards C, saying she was causing trouble and frightening children on the estate. The mother then told other neighbours what C had said and, from C's perspective, there was then a campaign against her from six other families living on the estate. This resulted in a petition being started to remove C from the estate. This feud between C and other households went on for a number of years.

- ***Actions***

Over a long period, over thirty offences were recorded against C. The landlord took C to court. She wanted to challenge this, but a barrister advised her to admit to four of the offences in order to avoid a prison sentence. An Anti Social Behaviour Order was granted against C. She subsequently breached the order on two separate occasions. C was accused of numerous anti-social behaviour activities:

- setting fire to a neighbour's garden;
- theft of wheels from cars;
- kicking down neighbours' doors;
- unreasonable noise;
- fighting;
- drug taking.

Social services were involved as neighbours accused C's husband of inappropriate behaviour towards their child.

- ***Issues from C's perspective***

C felt the 'attitude of the housing association staff was bad'. She described them as hostile, which in turn made her aggressive towards them. She feels she was a victim of racism, as one of her children is of mixed race. She feels that this matter was not dealt with by the landlord or the police.

C felt that her landlord would not listen to her and that, because there were six families against her, they were believed more than her. She found the situation very stressful, became paranoid, and had numerous nervous breakdowns. A community psychiatric nurse visited her. The police were constantly called to C's house and she said that attitude and approach was not helpful. She feels she was a victim of police harassment. Social Services staff were not allowed to visit C at home as she was deemed too high a risk. Therefore, C felt she did not receive any support from them. She feels their approach towards her, and their questioning around alleged sexual abuse, was degrading and left her feeling that she was 'the person in the wrong'.

- ***How the problems could have been handled better from C's perspective***

C was mentally unwell and felt that the landlord sending her letters by registered delivery was not a good tactic. She could not face opening the letters and therefore would ignore them. Direct face to face contact was needed. C's landlord did offer mediation, but the neighbours refused. She believes the landlord could have done more to get the neighbours to agree to this and that the situation would not then have escalated as it did. She feels that more support and help should have been available to her. When neighbours were harassing her, she was told to record and detail the incidents. She was unable to do this when unwell, but no one suggested any alternatives to support her evidence-gathering. C now has a criminal record, which affects her ability to obtain work. She feels that the landlord should listen to both sides and that they did not do this at all. She feels the case should not have gone to court, as this would have not have been necessary if things had been managed properly by the landlord. C has now requested a transfer, but has been told this is not possible as she has rent arrears. She feels that, given her circumstances, this rule should be waived. C now manages the situation by staying with friends and family, and she does not often stay overnight at the house.

- ***C's ranking of landlord performance in dealing with the issues***

1 out of 10.

10 ***Person D***

- ***Household details***

Person D is a single male living in a ground floor one bedroom flat provided by a traditional housing association. He has lived in the accommodation for 19 years. He has severe depression, which can prevent him from leaving his flat for long periods of time.

- ***The incident***

D made inappropriate comments to a female tenant (X) through the window of his flat which faces the car park and entrance into the flat

complex. X reported this incident to the housing association and complained that she was being harassed by D. D accepts responsibility for the incident. Subsequently, X made further complaints to the police accusing D of harassment. D was interviewed by the police on four separate occasions regarding allegations made by X. D refuted the allegations, and no action was taken by the police. D made a counter-complaint to the housing association against X. He alleged that X was a heavy drinker and had been verbally and physically threatening towards him.

- **Actions**

D was visited by the association's Anti-social Behaviour Officer and issued with a formal written warning, relating to inappropriate comments made to X. The officer also suggested that D might benefit from support from the association's tenancy support team. The officer also said that there was a waiting list for tenancy support, and suggested a referral was made to the Valleys Inclusion Project, as his support needs could be accessed more quickly. D is now a client of the Project and receives regular support. The Anti-social Behaviour Officer also made about 3 follow up visits to D.

- **Issues from D's perspective**

D feels that the 'punishment' of a formal written warning was harsh. He accepts the matter needed to be investigated, but feels a warning was not necessary. He feels that the complaints made to the police by X were malicious, that police time was being wasted, and that the nature of the complaints did not merit him being interviewed by the police on four separate occasions. D was involved with the Community Mental Health Team and had a support worker and social worker. These were withdrawn from D as he had stopped attending group support sessions. He felt let down by the mental health services as his non-attendance was due to his illness and yet he feels punished for this.

- **How the problems could have been handled better from D's perspective**

D feels that he and X should not have involved the housing association or police, and should have dealt with the problem themselves.

- **D's ranking of landlord performance in dealing with the issues**

7 out of 10.

11 **Person E**

- **Household details**

E is a single female living in a one bedroom flat provided by a traditional housing association. She is a very vulnerable young person who has been through the care system, and has mental health problems and some drug related issues.

- **The incidents**

E says she had been threatened with eviction initially in 2010, but was unable to recall any specific detail. In August 2012 she was served a notice of seeking possession by the association on the grounds of:

- the condition of the property;
- noise and fouling created by pets at the property;
- allowing the property to be occupied by non-tenants;
- alleged fighting and damage to property;
- tampering with the electricity supply meter;
- use of drugs in the property.

On receipt of the notice, E went to Shelter Cymru for advice and her case was taken on by a housing law caseworker. The case was scheduled for hearing in court in March 2013. Shelter Cymru's legal team and the housing association's solicitor agreed a settlement outside of court which was approved by a specialist judge. The case was complicated given that Shelter Cymru had put forward a case based on the Human Rights Act (1998). A 4 year suspended possession order was agreed. The association initially tried to negotiate for E to sign an undertaking. This was rejected by Shelter Cymru, as any breach could have resulted in a custodial sentence. The suspended order relates to:

- rent arrears;
- no pets to reside at the property;
- no overnight stays including family;
- no use of illegal substances.

The Shelter Cymru Housing Law caseworker referred E to the Valleys Inclusion Project for support.

- **Actions**

E said that the housing association had tried to encourage her to give up the tenancy. They offered her a place in a drug and alcohol hostel and also offered cognitive behaviour therapy on condition she took up the offer of the hostel. E's property was covered in graffiti 6 months ago. She reported this to the association, who refused to do anything about this until she had gone to the police. She did not want the police involved because of fear of reprisals and to date the association has done nothing to remove the graffiti. The Valleys inclusion Project has referred E to Gofal, a specialist mental health charity. She also receives support from the local Substance Misuse Team. E recalls having only one meeting with the association, where she says they threatened to take her home from her.

- **Issues from E's perspective**

E says that the association spoke to neighbours about the anti-social behaviour allegations, but did not directly speak to her. The estate mainly houses older people and families. E feels that she was victimised and singled out because she was a younger person. Estate residents signed a petition accusing E of prostitution and drug dealing. The Community Mental Health Team will only offer services to E when she is in crisis. She

feels this is not helpful as she needs ongoing support. She feels she has received no help or support from her landlord. She understands that the association has a tenancy support team, and cannot understand why she was not referred to them. E feels that the association's staff should have visited her more frequently and spent time explaining things to her more thoroughly. She felt pressurised by the association to give up her tenancy. She also felt pressurised by the housing officer, who she says tried to undertake property inspections without the presence of her VIP support worker, when this condition had clearly been requested. In addition, she says that the association staff had attempted to get her to agree to rent arrears repayment plans which were unrealistic, without the input of the support worker. E said that she found the attitude of the association's staff was one which blamed her for the problems, rather than offering help and support.

- ***How the problems could have been handled better from E's perspective***

E feels that she should have had much more face to face contact with staff from the association. She feels that the association should have asked for and listened to her views, in order to understand both sides of the story. She found the documentation sent to her regarding the eviction very difficult to understand. She feels that this should have been given to her in person and that someone should have fully explained the process to her. E feels that the association demonstrated no understanding of her mental health issues or vulnerability, and that staff should be better trained in these areas. She feels that, given the hostility towards her on the estate, the association should consider giving her a transfer.

- ***E's ranking of landlord performance in dealing with the issues***
3 out of 10.

Victims

12 ***Couple F***

- ***Household details***

Couple F live in a 2 person 1 bed flat rented from a traditional housing association in an urban area.

- ***The incidents***

Couple F have experienced 2 episodes of anti-social behaviour with the same landlord. The first incident was 5 years ago. The couple were living next door to a drug dealer. They experienced excessive noise, regular damage to the communal entrance and constant visitors throughout the night. They complained to the landlord about the perpetrator (X). X was told of the complaint and also that couple F had made the complaint. As a result, X became aggressive towards them. They left the accommodation

and stayed with family, as they were very scared. In their view, their landlord had breached the Data Protection Act (1998). The landlord rehoused them in their current accommodation within one month of the incident, and provided them with a decoration voucher.

The second episode of anti-social behaviour has been experienced in their current accommodation. Couple F regularly experience unreasonable levels of noise and nuisance from a neighbour (Y). This is intermittent, but has been occurring over a 3 year period, on average 3 times a week. In addition the entrance door into the communal lobby is regularly 'kicked in' when other tenants forget their keys. Couple F do not feel safe when the communal entrance is not secure.

- **Actions**

Couple F were provided with a booklet on tenancy matters by the landlord, but applied what they called 'common sense', and rang the landlord when problems occurred. The property was visited by the landlord and the local council. The landlord informed the couple of the role the council could play in respect of noise nuisance, and the couple then did their own research on this matter on the internet. They were recently given recording equipment by the landlord to monitor the level of noise. The couple have swapped the bedroom and living accommodation space in an attempt to minimise the noise disruption. The council has secured a Noise Abatement Order, but this only applies to music noise levels, and the couple says that this is not always the cause of the noise. In respect of the continual problems with damage to the communal entrance door, the landlord has written a letter to all tenants in the block rather than investigate the matter and deal with tenant responsible.

- **Issues from Couple F's perspective**

Couple F feel that a critical part of the problem is poor design, and that noise is transmitted from one flat to another relatively easily. They feel that the attitude of the association's frontline staff has been very negative, suggested that staff didn't care and that reception staff were particularly unhelpful. They feel that communication from their landlord has been very poor. For example, they had the noise recording equipment for 3 months. This was eventually collected one month later and the couple have had no feedback on the results/outcome. They regularly leave messages for a staff member but say it takes weeks before they are responded to. They also feel that the management of the complex as a whole is very poor and that anti-social behaviour problems are compounded by poor maintenance response times.

- **How the problems could have been handled better from Couple F's perspective**

Couple F feel it would be better to have one point of contact in the association to ensure accountability and better management of problems.

From their perspective, different teams currently just 'pass the buck'. Their neighbour (Y) has a social worker and support worker and more co-ordination with them would be helpful as they could play a greater role. Couple F have no knowledge of other tenants in the complex and feel it is unreasonable of the association to expect them to address issues of anti-social behaviour in the first instance, as this is potentially unsafe.

- **Couple F's ranking of landlord performance in dealing with the issues**
3 out of 10.

13 **Person G**

- **Household details**

Person G is a male living in a 1 person, 1 bedroom flat in an over-55s complex rented from a traditional housing association in a large town. He has moved flats within the complex to a 1 bedroom 2 person flat because of health problems. He was accompanied at the interview by H, who has been a tenant at the complex for a year. H is experiencing the same noise issues as G, and is feeling unsafe in her flat.

- **The incidents**

G has experienced numerous incidents of anti-social behaviour with the same landlord for over 10 years. The first experience involved Person V. G stated that V caused noise nuisance problems for over 2 years. V had someone living with her who worked nights and G said that doors were slammed at unreasonable hours and that this was compounded by constant shouting and screaming. The property that V occupied was a 1 person, 1 bedroom flat so G suggested that V's lodger's occupation was a breach of the tenancy agreement. As a result, V lodged a counter complaint against G. V subsequently left the accommodation.

Person W replaced V and G says that he experienced further noise nuisance problems. W had powerful loud speakers and noise levels were unbearable. W was a musician and often left equipment outside blocking the driveway after dark. G spoke with W about the problems and W then made a counter complaint against G. G said that he reported W to the Benefits Agency and this matter was investigated. W moved out of the accommodation after this, but G does not know the reason why.

G also experienced problems with another tenant (X) occupying a different flat, who according to G had an alcohol problem and also used cannabis which could be clearly smelt in the communal hallway. G said that X had constant visitors day and night and that many visitors were given keys to the flat. G suspected that drug dealing was taking place in the flat because of the number of visitors, specifically young people, who created further noise nuisance. X remains a tenant in the complex. G understands that X was accommodated on a temporary basis in the complex, but despite problems reported by him, X has been subsequently offered a tenancy.

G also experienced problems with another tenant (Y), occupying a different flat. According to G, Y had very high care needs. Carers were involved and the equipment to meet Y's health needs made excessive noise. Y's partner was also a heavy drinker and regularly played loud music. Y has very recently moved to a high support complex with warden support.

G also experienced problems with another tenant (Z), whose granddaughter would turn up to stay at her flat at weekends after drinking in town. This caused noise problems in the early hours of the morning. Z has since moved on.

- **Actions**

G and H have made numerous complaints to their landlord about anti-social behaviour. They were both very critical of the landlord, who they said had done nothing to support them as tenants or to deal effectively with the presenting anti-social behaviour issues. Overall G and H feel alone with the problems and that they have been left to deal with the burden of proof in total isolation. According to G and H, the landlord has suggested they should move from their homes if they are that dissatisfied. A noise recording system was provided by the landlord after a long period of time and G has also purchased his own recording set. G has contacted the police on numerous occasions. He feels the police response has been variable, but acknowledged a good relationship with the local community police officer who was responsive and helpful. G became so frustrated with his landlord that he decided to involve the local AM. He believes this intervention resulted in Y being moved to more appropriate accommodation relatively recently. G had also contacted Social Services about his concerns regarding young persons at X's flat. This was approximately 12 months ago and he has had no contact from Social Services.

- **Issues from G's perspective**

G believes there is an incompatible group of tenants in the complex. The scheme is for tenants aged 55 plus, but the association is accommodating people below the age of 55 in the scheme. G believes that the noise recording equipment could have been provided much earlier. He feels that the attitude of staff is to do as little as possible. He feels the landlord sees him as the problem and, given the catalogue of issues, that he is viewed as a serial complainer. G feels that even though H is corroborating the issues of noise and constant visitors to the complex who are under the influence of substances and making them feel unsafe the attitude of staff is still negative. The inference seems to be that H is colluding with G, and that they are both exaggerating. H confirmed this and also felt the landlord viewed her as the problem rather than the perpetrators. G says he has had no communication or feedback from the landlord's staff as they do not take the issues people are experiencing on the ground seriously. He feels that the landlord places the entire burden on tenants to deal with matters and

to collate evidence without offering any support. This includes G having to deal directly with the police when raising issues of alleged drug dealing at the complex, where the landlord offered no support. G feels that poor sound insulation and poor maintenance response times at the complex compound the anti-social behaviour issues.

- ***How the problems could have been handled better from G's perspective***

G feels that the landlord's policy on anti-social behaviour needs to be clearer. It is not obvious where responsibility lies or what the role of the landlord is. G feels that a policy which requires tenants to deal with anti-social behaviour directly themselves in the first instance is not safe as it is 'your word against theirs'. The landlord should be the tenants' first point of contact in instances where anti-social behaviour has occurred. G feels that, given the history of anti-social behaviour in the complex, future lettings need to be sensitively/appropriately dealt with and that the letting policy of 55 and over should be adhered to. He feels that the landlord misinterprets the rules around noise to suit themselves. For example, although noise levels may be below the specified decibel ratings, the law allows for due consideration to the issue of noise levels during unsociable hours. G feels that solution suggested by tenants regarding the installation of CCTV and increased parking facilities to ease tensions are ignored on the basis of cost. He feels these could be funded through service charges. G feels that association staff on the ground are unable to take any action without management authority and the manager's views are deemed to be more important than the tenants'. As a result, officers say they will do something, but nothing ever happens. G feels that this imbalance needs to change and that tenants' experiences should be believed and prioritised.

- ***G's ranking of landlord performance in dealing with the issues***
0 out of 10.

14 ***Person J***

- ***Household details***

J lives with her partner in a 3 bedroom house on a large housing estate in a large town. She is a leasehold owner, but the estate on which her home is located is owned and managed by a stock transfer housing association.

- ***The incidents***

The main incident of anti-social behaviour occurred 2 years ago and the problems took place over a sustained 4 month period. J's next door neighbours were tenants of the housing association. J experienced excessively loud music 7 days a week and the noise would continue into the very early hours of the morning. She said that this was compounded by excessive numbers of people visiting the property, many of whom would stay overnight. In addition, the neighbours would regularly throw rubbish (mainly bottles and cans) over the fence into her garden, and on

one occasion badly damaged her fence. J says there is now some recurrence of the noise problems on occasions but the incidents are much less frequent.

However, a problem has begun to occur with another neighbour, a young single person who is creating a noise nuisance including excessive use of foul language into the early hours of the morning. This is an intermittent problem.

- **Actions**

J tried to speak to the neighbours but this did not result in any changes in their anti-social behaviour. She decided after 4 months that she had no option but to make a complaint to the housing association. She did not do this earlier as she was nervous of any repercussions. When J went in person to the housing association offices, they gave her a booklet to record the detail of the incidents. She said she was offered no other support, assistance or guidance from the association. J's daughter told her about Partners and Communities Together (PACT) meetings in the local area which she had read about in the local community centre. J attended the PACT meeting and made contact with the local Police Community Support Officer. She feels that the intervention of the Police Community Support Officer was the reason the problem was dealt with. She would ring the Officer, who would attend the property and warn her neighbours about the consequences of their behaviour if it continued. In addition, the Officer would regularly patrol the estate and spend time speaking to residents. As a result, the Officer had a good knowledge of the issues and was trusted by the residents on the estate.

The Police Community Support Officer also advised J to notify the police when there were any incidents. J was told that the police would not necessarily attend the incident, but that it would be logged and then passed on to the association. J continues to attend Partners and Communities Together (PACT) meetings on a monthly basis.

- **Issues from J's perspective**

J feels that the housing association were not that helpful and did not appear to be concerned about the problems she was experiencing. She also feels that the association were not in any way proactive and believes it was only as a result of the Police Community Support Officer speaking to the association that the housing manager for the estate became aware of the on-going issues. From J's perspective there was no communication from the housing association and no feedback at all on what the association was doing to deal with the problem. She is unaware of what (if any) action was taken by the association against her neighbours. J feels that the attitude of the association's staff is dismissive. When she reports on-going incidents, the response is 'no one else has complained'. This leaves J feeling like she is viewed as a serial complainer (i.e. 'not you again'). She believes that many people, particularly the elderly, are fearful

and do not complain about anti-social behaviour because of the worry of reprisals. She says that the association should take this issue more seriously. During the four month period the noise was so severe that J was unable to keep open any doors or windows, making her feel like a prisoner in her own home. J has grandchildren and during this period they visited less frequently and were unable to play in the garden, thus affecting her enjoyment of family life. J funded the cost of replacing the fence broken by her neighbours. She feels that this was unfair and that the housing association should have intervened. J feels that some of the housing association's policies help to create problems on the estate. For example, tenants in one bedroom flats without garden space were allowed to have dogs, leading to excessive barking; young people are housed in the same block of flats as elderly people, creating problems that older people are unable to deal with.

- ***How the problems could have been handled better from J's perspective***

J says that, when she made her complaint, the minimum she would have expected was a visit from the housing association to discuss the issues and to experience the problems first hand. She feels that the fact she owns the property may have resulted in her complaint not being taken seriously. She says that the process of recording the incidents in the booklet provided by the association (which she completed over a 2 week period) was a pointless exercise, as the issues were exactly the same on a daily basis and she had already reported these matters to the association in person. J feels that 'out of hours' visits from the association's staff would have been a much more effective way of monitoring the problem. She says that it was not until the Police Community Support Officer became involved that she acquired a direct telephone number for the housing officer responsible for managing the neighbours' property. She feels this should have been done immediately and should be standard practice rather than having to leave messages with reception staff, particularly as there is no way of knowing whether information has been passed on appropriately. J feels that housing association staff need to visit the estate more often and be proactive, rather than wait for problems to occur. She also feels that the association should have kept her informed and updated about how they were managing the problem.

- ***J's ranking of landlord performance in dealing with the issues***
3 out of 10.

15 ***Person K***

- ***Household details***

K is a single man living in ground floor one bedroom flat in a terraced house, rented from a traditional housing association in an urban area.

- ***The incidents***

K said that he had experienced anti-social behaviour for a period of 8 years. It started with the letting of the flat above K's, with loud music being played and the slamming of doors in the shared hallway and entrance throughout the night. Another person also appeared to be living with the tenant of the upstairs flat. K reported this to the landlord and said that nothing happened. The person in the upstairs flat left and things went quiet for a while, but the periods of noise during the night continued sporadically. Eventually, after one difficult night K confronted the tenant and said he was reporting him to the landlord. The tenant swore at him and pushed him. K spoke to the landlord who advised him to contact the police. K called the police and reported the incident. The police apparently warned the tenant that he would be arrested if he repeated his behaviour. The behaviour continued.

- ***Actions***

K was advised by the landlord to have no contact with the tenant and was advised to contact Environmental Health and get proof of noise nuisance. He was also told that it was a 'difference of lifestyle'. Environmental health staff did come round once at 3.00 in the morning as a result of noise. The officer spoke to the tenant but informed K they would not be taking action but would 'put the details on the file'. 18 months ago the landlord appointed a new officer and their response changed. After more disturbance K was himself reported by the tenant in the flat above for racial abuse and the landlord was 'around very quickly' pointing out that they would be taking the issue very seriously. K was able to describe the years of anti-social behaviour to the officer. Further evidence from a neighbour persuaded the landlord to act and a suspended possession order was obtained. The tenant has recently left. At one point the landlord offered to rehouse K, but he wanted to stay in a place he liked living in and because he had made improvements to his home. K did eventually ask to be rehoused but was not offered anything suitable. K said that he had not received an apology from the landlord.

- ***Issues from K's perspective***

The landlord did not (until recently) take the reports of anti-social behaviour seriously. K felt that they did not believe him.

- ***How the problems could have been handled better from K's perspective***

K believes that his landlord's recent response is much more positive and should have been the approach taken at the outset. K does not think that the original allocation decision made by the landlord was right. The immediate neighbours are all older people and there are many owner-occupiers. K believes that the most recent letting has been made on a 'sensitive' basis.

- ***K's ranking of landlord performance in dealing with the problem***
6 out of 10 (8 out of 10 for the past two years but only 4 out of 10 for the first 6 years).

16 ***Persons L&M***

- ***Household details***

L&M own a two storey, three bedroom house in a rural village and live with their two young children. The house had previously been owned by the council.

- ***The incidents***

L&M have lived in their home for 15 years and both have lived in the community since birth. 3 years ago a family of ten from the Midlands moved into the next door property, which is owned by a stock transfer association. An incident where L challenged the bullying of a child by their new neighbours' children was the trigger for years of abuse, both verbal and physical, including items being thrown into L&Ms garden, their family members being spat at, the cutting down of the boundary hedge, continual noise, and a rat infestation because of refuse build up in the garden. On one occasion L&M were told not to return to their home as the police were dealing with a disturbance created by the tenants after the arrest of some of the neighbours' family. The anti-social behaviour lasted two years.

- ***Actions***

L&M contacted the landlord and their Anti-social Behaviour Officer came to meet them. He was very helpful and supported L&M, asking them to keep a diary of events. There were numerous visits by the police, some of which resulted in L being taken away for questioning after the neighbouring tenants made allegations against L&M. Eventually the landlord secured an eviction order, but chose not to enforce it. The landlord also installed CCTV cameras to help L&M challenge the actions of their neighbours. A second eviction order was secured and the neighbours were evicted. They are still living locally (apparently renting privately) and L&M are constantly vigilant as they have been told by them that 'they will be back to take revenge'. Neither L nor M feels safe.

- ***Issues from L&M's perspective***

L&M have lost all confidence in the police, apart from one officer who tried to help them. They also have little faith in the landlord and are concerned about the associations' allocation policy. They do not trust the landlord. L&M were told to keep records, but do not feel that the landlord took any action or told L&M what they were doing. They are concerned about future allocation to the estate. L&M have considered leaving the estate because of the risk that this might happen again. They have never received an apology or any compensation, despite requesting this (the landlord

advised L&M to speak to their solicitors). L&M think the landlord is only concerned about collecting their rent, and that they were scared of the former tenant and their family.

- ***How the problems could have been handled better from L&M's perspective***

L&M feel they should have been taken seriously from the beginning and that the landlord should have acted more quickly to deal with the anti-social behaviour and moved the family.

- ***L&M's ranking of landlord performance in dealing with the problem***
0 out of 10.

17 ***Person N***

- ***Household details***

N is a single woman born and bred in the area, living in a semi-detached house rented from a stock transfer association on an estate in a rural town.

- ***The incidents***

The neighbouring property is owned by the same landlord. 8 years ago a neighbour moved in with her children and from the beginning they were 'out of control', jumping on cars and skateboarding down the street in the middle of the night. The worst aspect is loud music into the early hours, with windows wide open. There are many visitors to the property, often late at night, with people getting in through windows using ladders. There are numerous drug raids by the police. N asked her neighbour at the beginning if she could keep the noise down. N put up with it for 4 years. N would go round and ask her to turn down the volume and the neighbour would for the rest of the day, but would turn it back up again on the following day. N did not report this to the landlord until an incident where N's former partner saw the neighbour's children stealing from a delivery van. The neighbour challenged N's partner on N's front door step and the police were called. Recently N has been physically threatened by one of the occupiers of the neighbouring property. This is still a live anti-social behaviour case, although it has been 8 years since the anti-social behaviour started.

- ***Actions***

The police told N she should not be threatened in her own home and spoke to the neighbour. N was told not to go round and challenge the neighbours over the noise and N had never gone round there since. Lots of contact with the police has resulted in Environmental Health installing noise meters in N's home. N has regularly contacted the landlord. The Anti-social Behaviour Officer told N he would keep her up to date, but he does not. N is never told what is happening. N has been to a meeting with neighbours with the local authority Environmental Health officer, the local

councillor, the police and the landlord. The residents walked out as they felt there was little point in the discussion. Noise abatement notices have been served with no apparent result. The neighbour's property now appears to have been sub-let to a number of people. As a result of the recent threats N has received, the police have encouraged N to contact them on each occasion there is a problem. N has been offered a move but does not see why she should have to move.

- ***Issues from N's perspective***

N has since retired but has no peace and goes out for most of the day. If N stays in, she has to keep the windows closed. N's pattern of sleep 'has gone completely'. N feels the only solution will be the neighbours being moved out. There is a belief that the neighbour is a police informant and that there is therefore a reluctance to move them. N has been told the issue has to go to court for action to be taken. N and other neighbours are not prepared to provide statements or appear in court because they fear victimisation. N's view is that the neighbours have broken every rule in the tenancy agreement and N cannot understand why they have not been evicted. N is very depressed, often does not want to return home and is concerned for her own safety. She has recently had a panic alarm fitted and continues to be in contact with the police, the landlord and local councillor. The police continue to respond quickly to N's calls, but there appears to be no end in sight to the anti-social behaviour.

- ***N's ranking of landlord performance in dealing with the problem***
1 out of 10.

Appendix 5: Landlords' views on measures to address anti-social behaviour

- 1 The survey of Welsh social landlords conducted for this project asked social landlords a series of questions about the range of measures available to them to tackle Anti Social Behaviour. They were asked about their:
 - use of each of the measures in the last 12 months⁹⁹;
 - rating of the effectiveness of each of the measures they used on a scale of 1 to 10 (where 1 is very ineffective and 10 is very effective)¹⁰⁰;
 - reasons for not using a measure, or for considering the measure to be ineffective¹⁰¹;
- 2 The measures used have been placed into one of four broad categories:
 - enforcement measures;
 - working with tenants;
 - improvements in reporting of anti-social behaviour;
 - measures aimed at prevention.

Enforcement measures

- 3 ***Possession Proceedings***
 - 39 out of 49 landlords had commenced possession proceedings against tenants responsible for Anti Social Behaviour in the previous 12 months (nine local authorities, 11 stock transfer associations and 19 traditional housing association);
 - they rated the effectiveness of this measure as 8.1 (local authorities 6.3, stock transfer associations 9.0 and traditional housing associations 8.8);
 - six landlords provided information about why they had not used this measure in the past 12 months, or why they considered it be ineffective:
 - one said that they had not had occasion to use this measure in the previous 12 months;
 - three said that Court proceedings (including obtaining a date for a hearing) were too slow;
 - one said that the effectiveness of possession proceedings were reduced by the length of time taken from initiating Court action to the hearing, and the need for a large amount of evidence;
 - one said that possession proceedings were only as useful as the judge hearing the case.

- 4 ***Anti-social behaviour Injunctions***

⁹⁹ See Table 14, Appendix 2.

¹⁰⁰ See Table 15, Appendix 2.

¹⁰¹ See Table 16, Appendix 2.

- 37 out of 49 landlords had used anti-social behaviour Injunctions in the previous 12 months (eight local authorities, 11 stock transfer associations and 18 traditional housing associations);
- they rated the effectiveness of this measure as 8.3 (local authorities 7.0, stock transfer associations 9.3 and traditional housing associations 8.5);
- two landlords provided information about why their organisation had not used this measure in the last 12 months, or why they considered it to be ineffective:
 - one said that they had not had occasion to use this provision in the previous 12 months;
 - one said that there was a culture of not taking legal action within their organisation;

5 ***Extension of introductory tenancies***

- 29 out of 49 landlords had extended introductory/starter tenancies in the previous 12 months (six local authorities, ten stock transfer associations and 13 traditional housing associations);
- they rated the effectiveness this measure as 8.4 (local authorities 8.7, stock transfer associations 8.4 and traditional housing associations 8.4);
- it is surprising to note that 23 housing associations (61% of all housing associations) had extended starter tenancies as a result of anti-social behaviour, as the Welsh Government have not, as yet, passed a Commencement Order enabling this particular provision of the Housing Act 2004 to be used in Wales;
- ten landlords provided information about why their organisation had not used this measure in the last 12 months, or why they considered it to be ineffective:
 - four said that their organisation had taken a conscious policy decision not to use introductory tenancies and therefore the extension of an introductory tenancy did not apply;
 - three said that they had not had occasion to use this provision in the previous 12 months;
 - two correctly identified that this provision was not available to housing associations in Wales,
 - one said that they used S.21 proceedings¹⁰² to end the tenancy rather than extend it.

6 ***Suspension from the Housing Register***

- 28 out of 49 landlords had suspended applicants from the Housing Register for unacceptable behaviour in the previous 12 months (seven

¹⁰² Type of proceedings used to recover possession of a property when the term of an assured shorthold tenancy comes to an end, as set out in Section 21 (1) of the Housing Act 1988.

local authorities, ten stock transfer associations and 11 traditional housing associations);

- they rated the effectiveness of this measure as 7.1 (local authorities 5.5, stock transfer associations 7.9 and traditional housing associations 7.4);
- 14 landlords provided information about why they had not used this measure in the previous 12 months, or why they considered it to be ineffective:
 - seven (all housing associations) said that they do not use this provision because they are part of a Common Housing Register which is managed by another partner;
 - three said that they had not had occasion to use this provision in the previous 12 months;
 - three said that their policy does not include provision for this measure;
 - one said that it was not particularly effective because it relied upon 'hearsay evidence'.

7 Tenancy Demotion

- 23 out of 49 landlords had used tenancy demotion in the previous 12 months (three local authorities, eight stock transfer associations and 12 traditional housing associations);
- they rated the effectiveness of this measure as 8.4 (local authorities 8.0, stock transfer associations 9.3 and traditional housing associations 8.0);
- 16 landlords provided information about why their organisation had not used this measure in the last 12 months, or why they considered it to be ineffective:
 - eight said that they had not had occasion to use this provision in the previous 12 months,
 - two said that they had sought possession and demotion at the same time and had been awarded possession;
 - two said that it was a lengthy and costly process to secure an order;
 - one said that the measure was too draconian and that they consider other measures to be more effective;
 - one said that the level of evidence required was the same as in a possession hearing, which put them off using this measure;
 - one said that it was not effective 'post-Pinnock'¹⁰³;
 - one said that they preferred to use Anti-Social Behaviour Injunctions, as they considered these to be more effective.

¹⁰³ In 2008, Pinnock challenged his eviction by Manchester City Council, saying that it breached article 8 of the European Convention on Human Rights (the right to respect for his home) because it was 'disproportionate'. Two years later, following several appeals, Pinnock lost his case. However, the legal landscape was changed, and the Supreme Court ruled that courts could carry out 'proportionality reviews' of demoted tenancy possession claims.

- 8 ***Withholding consent to exchange***
- 17 out of 49 landlords had withheld consent to undertake a mutual exchange from tenants involved in Anti Social Behaviour in the previous 12 months (five local authorities, six stock transfer associations and six traditional housing associations);
 - they rated the effectiveness of this measure as 7.7 (local authorities 8.0, stock transfer associations 8.0 and traditional housing associations 7.3);
 - 15 landlords provided information about why they had not used this measure in the past 12 months, or why they considered it to be ineffective:
 - 14 said that they had not had occasion to use this provision in the previous 12 months;
 - one said that the landlord had to have commenced possession proceedings to enable it to withhold consent.
- 9 ***Removal or reduction of priority given to an applicant guilty of unacceptable behaviour***
- 14 out of 49 landlords had removed or reduced the level of priority given to an applicant guilty of unacceptable behaviour in the previous 12 months (three local authorities, six stock transfer associations and five traditional housing associations);
 - they rated the effectiveness of this measure as 6.9 (local authorities 6.7, stock transfer associations 7.0 and traditional housing associations 7.0);
 - 23 landlords provided information about why they had not used this measure in the past 12 months, or why they considered it to be ineffective:
 - seven said that there was no provision in their allocation policy to use this measure;
 - six (all housing associations) said that they do not use this measure because they are part of a Common Housing Register which is managed by another partner;
 - five said that they had not had occasion to use this provision in the previous 12 months;
 - two said that their organisation uses suspension from the housing register rather than reducing priority;
 - one said that they had not used the measure because they were not aware of it;
 - one said that that the measure was a highly subjective test;
 - one said that the measure was only as good as the information received by the landlord.
- 10 ***Anti-social Behaviour Orders (ASBOs)***
- ten out of 49 landlords had sought ASBOs against tenants responsible for anti-social behaviour in the previous 12 months (two local authorities, three stock transfer associations and five traditional housing associations);

- they rated the effectiveness of this measure as 7.3 (local authorities 8.0, stock transfer associations 9.0 and traditional housing associations 6.4);
- 30 landlords provided information about why they had not used this measure in the past 12 months, or why they considered it be ineffective:
 - eight said that they had not had occasion to use this measure in the previous 12 months;
 - six said that ASBOs were too cumbersome or onerous to obtain;
 - four said that use of this measure was led by the Community Safety Partnership, rather than the landlord;
 - four said that other measures (in particular Housing Act Injunctions) were more effective;
 - four said that obtaining an ASBO was too expensive;
 - two said that there were no consequence if the order was breached;
 - one said that they were not the most useful of tools;
 - one said that they were not proportionate.

11 ***Suspension of the Right to Buy***

- two out of 49 landlords had secured a Court Order suspending the Right to Buy for tenants guilty of committing acts of anti-social behaviour in the previous 12 months (1 local authority and 1 traditional housing association);
- only one landlord (a local authority) provided a rating for the effectiveness of this measure as 7.0;
- 13 landlords provided information about why they had not used this measure in the past 12 months, or why they considered it be ineffective:
 - eight said that they had not had occasion to use this measure in the previous 12 months;
 - one said that their organisation had no policy provision to use this measure;
 - one said that their organisation had made a policy decision not to use this measure;
 - one said that the need to obtain a Court Order was too onerous;
 - one said that they only used this measure in connection with a Demotion Order;
 - one said that a stronger course of action was required.

12 ***Parenting Orders***

- two out of 49 landlords had used Parenting Orders in the previous 12 months (both traditional housing associations);
- they rated the effectiveness of this measure as 7.0;
- it is interesting to note that two housing associations had used this measure, as housing associations in Wales, unlike their counterparts in

England, do not have the power to apply to the courts for Parenting Orders;

- 24 landlords provided information about why they had not used this measure in the past 12 months, or why they considered it be ineffective:
 - 12 said that they had not had occasion to use this measure in the previous 12 months;
 - five said that partners such as Youth Offending Teams or the Community Safety Partnerships were better able to secure and monitor such orders;
 - four said that the use of Parenting Orders was not part of their policy toolkit;
 - one said that Parenting Orders were not available to housing associations in Wales;
 - one said that they were uncertain about how to access an Order;
 - one said that the Orders were too onerous to obtain.
 - one said that they had seen no evidence of the success or otherwise of parenting orders.

Working with tenants

13 *Tenancy support/inclusion projects*

- 45 out of 49 landlords had used various forms of tenancy support/inclusion projects in the previous 12 months to help prevent or address anti-social behaviour (ten local authorities, 11 stock transfer associations and 24 traditional housing associations);
- they rated the effectiveness of this measure as 7.6 (local authorities 7.7, stock transfer associations 7.5 and traditional associations 7.7);
- three landlords provided information about why they had not used this measure in the past 12 months, or why they considered it be ineffective:
 - one said that they did not have sufficient resources to fund tenancy support services;
 - one said that the lack of tenancy support was one of the main reasons for anti-social behaviour;
 - one said that they had recently established a tenancy support service and it was too soon to comment on its effectiveness.

14 *Mediation*

- 40 out of 49 landlords had used mediation in the previous 12 months as a means of helping to resolve anti-social behaviour problems (nine local authorities, 11 stock transfer associations and 20 traditional housing associations);
- they rated the effectiveness of this measure as 6.9 (local authorities 6.7, stock transfer associations 7.3 and traditional associations 6.8);

- four landlords provided information about why they had not used this measure in the past 12 months, or why they considered it be ineffective:
 - two said that they favoured the use of restorative justice;
 - two said that, where they had offered and arranged mediation, it had not been taken up.

15 ***Acceptable Behaviour Contracts***

- 37 out of 49 landlords had used these contracts in the previous 12 months (nine local authorities, 11 stock transfer associations and 17 traditional housing associations);
- they rated the effectiveness of this measure as 7.3 (local authorities 7.3, stock transfer associations 7.7 and traditional housing associations 7.1);
- seven landlords provided information about why they had not used this measure in the past 12 months, or why they considered it be ineffective:
 - three said that they had not had occasion to use Acceptable Behaviour Contracts in the previous 12 months,
 - two said that use of the contracts was not part of their policy toolkit;
 - two said that the contracts were not that useful, and that in instances where they had been used, further action was required to resolve the problem.

16 ***Good Neighbour Agreements***

- 18 out of 49 landlords had used good neighbour agreements in the previous 12 months (three local authorities, three stock transfer associations and 12 traditional housing associations);
- they rated the effectiveness of this measure as 7.3 (local authorities 8.5, stock transfer associations 6.0 and traditional associations 7.1);
- 18 landlords provided information about why they had not used this measure in the past 12 months, or why they considered it be ineffective:
 - nine said that they had not had occasion to use this measure in the previous 12 months;
 - four said that the measure was not in their policy toolkit;
 - one said that, after consulting with tenants, it was not considered a suitable option;
 - two said that they had found the measure not to be effective;
 - two said that they found other measures to be more effective (such as mediation);
 - one said that they were too labour and time intensive.

17 ***Community Conferencing***

- 16 out of 49 landlords had used community conferencing (events run by the landlord to which all members of the community are invited, at which they can identify issues and help identify some of the solutions) in the

previous 12 months to help address anti-social behaviour problems (four local authorities, four stock transfer associations and eight traditional housing associations);

- they rated the effectiveness of this measure as 7.0 (local authorities 6.8, stock transfer associations 7.3 and traditional associations 7.0);
- five landlords provided information about why they had not used this measure in the past 12 months, or why they considered it be ineffective:
 - one said that they had not had any occasion to use community conferencing in the last 12 months;
 - one said that lack of resources had prevented them from using community conferencing;
 - one said that community conferencing was too resource intensive;
 - one said that they considered that Partnership and Communities Together (PACT) meetings were a more appropriate mechanism to use;
 - one said they considered the conferences were too public for tenants to raise concerns.

18 ***Restorative Justice***

- 16 out of 49 landlords had used restorative justice initiatives in the previous 12 months as a means of helping to resolve anti-social behaviour problems (four local authorities, four stock transfer associations and eight traditional housing associations);
- they rated the effectiveness of this measure as 7.7 (local authorities 8.3, stock transfer associations 7.5 and traditional associations 7.5);
- 13 landlords provided information about why they had not used this measure in the past 12 months, or why they considered it be ineffective:
 - ten said that this tool was not in their policy toolkit (although 5 said that they were about to start using restorative justice);
 - two said that they had no occasion to use restorative justice initiatives in the previous 12 months;
 - one said that its use was not appropriate given the resources of the organisation.

19 ***Cognitive Behavioural Therapy***

- seven out of 49 landlords had used Cognitive Behavioural Therapy with perpetrators, as a means of resolving anti-social behaviour problems (two local authorities, two stock transfer associations and three traditional housing associations);
- they rated the effectiveness of this measure as 7.5 (local authorities 6.0, stock transfer associations 8.0 and traditional associations 8.0);
- 19 landlords provided information about why they had not used this measure in the past 12 months, or why they considered it be ineffective:

- nine said that Cognitive Behavioural Therapy was not in their policy toolkit;
- three said that they have had no occasion to use Cognitive Behavioural Therapy in the previous 12 months;
- one each said that:
 - this was considered to be a mental health intervention;
 - they had no knowledge of the use of Cognitive Behavioural Therapy;
 - cost had prevented them from using Cognitive Behavioural Therapy;
 - it was not seen as an appropriate use of the organisation's resources;
 - when they had arranged Cognitive Behavioural Therapy previously, none of the referrals had completed the course;
 - it was difficult bringing all of the key partners together to gain agreement on expenditure, etc;

20 **Parenting Agreements**

- seven out of 49 landlords had used parenting agreements in the previous 12 months (one local authority, three stock transfer associations and three traditional housing associations);
- they rated the effectiveness of this measure as 7.8 (local authorities 5.5, stock transfer associations 9.0 and traditional associations 8.0);
- 19 landlords provided information about why they had not used this measure in the past 12 months, or why they considered it be ineffective:
 - nine said that they had not had occasion to use this measure in the previous 12 months;
 - six said that the measure was not in their policy toolkit;
 - one each said that:
 - the measure was within the remit of the Community Safety Partnership;
 - they used other measures to achieve the same ends (such as Acceptable Behaviour Contracts, support referrals);
 - the measure was only effective if coupled with support;
 - they had little knowledge of the measure and its application.

Improvements to reporting of anti-social behaviour

21 **Police Surgeries**

- 23 out of 49 landlords had used Police Surgeries (surgeries held on estates by the local police, at which residents can meet the police and make complaints) as a means of resolving anti-social behaviour problems in the last 12 months (four local authorities, six stock transfer associations and 13 traditional housing associations);

- they rated the effectiveness of this measure as 7.0 (local authorities 6.3, stock transfer associations 7.0 and traditional associations 7.3)
- eight landlords provided information about why they had not used this measure in the past 12 months, or why they considered it be ineffective, each said that:
 - they have had no occasion to use a police surgery in the previous 12 months;
 - they encourage tenants to attend Partnership and Communities Together (PACT) meetings;
 - PACT meetings were more productive;
 - they were not aware of surgeries being held by the police;
 - the police did not offer this as an option;
 - this option was offered to tenants but they wanted the landlord to undertake a walkabout on-site;
 - they considered there were more effective ways of getting relevant information about Anti Social Behaviour;
 - they hold housing officer surgeries initially and will arrange meetings with the police subsequently.

22 **Community Surgeries**

- 23 out of 49 landlords had used Community Surgeries (surgeries held on estates by housing management staff where residents can report issues) as a means of resolving anti-social behaviour problems in the last 12 months (three local authorities, seven stock transfer associations and 13 traditional housing associations);
- they rated the effectiveness of this measure as 6.9 (local authorities 7.0, stock transfer associations 6.1 and traditional associations 7.2);
- 11 landlords provided information about why they had not used this measure in the past 12 months, or why they considered it be ineffective:
 - five said that they have had no occasion to use a community surgery in the previous 12 months;
 - two said that community surgeries were not in their policy toolkit;
 - one each said that:
 - they were police, rather than landlord led initiatives;
 - a lack of resources prevented them from holding community surgeries;
 - they had found them not to work and that sessions became shouting matches;
 - community surgeries did not capture Anti Social Behaviour complaints because they were too public.

Measures aimed at prevention of anti-social behaviour

23 ***Closed Circuit Television (CCTV)***

- 41 out of 49 landlords had used CCTV in the last 12 months, as a means of preventing anti-social behaviour problems (ten local authorities, 11 stock transfer associations and 20 traditional housing associations);
- they rated the effectiveness of this measure as 7.7 (local authorities 6.7, stock transfer associations 8.1 and traditional associations 8.0);
- two landlords provided information about why they had not used this measure in the past 12 months, or why they considered it be ineffective:
 - one said that they have had no occasion to use CCTV in the previous 12 months;
 - one said that the effectiveness of CCTV was limited because perpetrators often knew where the cameras were located and hid their identities.

24 ***Introductory tenancies***

- 37 out of 49 landlords had used introductory or starter tenancies in the previous 12 months (eight local authority landlords, ten stock transfer landlords and 19 traditional housing associations);
- they rated the effectiveness of this measure as 8.6 (local authorities 8.5, stock transfer associations 8.7 and traditional housing associations 8.5);
- six landlords provided information about why their organisation had not used this measure in the previous 12 months or why they considered it to be ineffective:
 - five said that their organisation had taken a policy decision not to use introductory/starter tenancies;
 - one said that they had only recently commenced the use of introductory tenancies and it was therefore difficult to comment on their effectiveness.

25 ***Design measures***

- 35 out of 49 landlords had used design measures (e.g. the provision of alley gates or other amendments to the design of a property) in the last 12 months as a means of dealing with and preventing the recurrence of anti-social behaviour problems (nine local authorities, nine stock transfer associations and 17 traditional housing associations);
- they rated the effectiveness of this measure as 7.3 (local authorities 6.9, stock transfer associations 7.8 and traditional associations 7.3);
- two landlords provided information about why they had not used this measure in the past 12 months, or why they considered it be ineffective:
 - both said that they were in the process of reviewing their policy in this respect;

26 ***Diversionsary activities***

- 33 out of 49 landlords had funded diversionary activities (e.g. activities for young people) in the last 12 months, as a means of preventing anti-social behaviour (five local authorities, 11 stock transfer associations and 17 traditional housing associations);
- they rated the effectiveness of this measure as 7.1 (local authorities 5.6, stock transfer associations 7.7 and traditional associations 7.2);
- five landlords provided information about why they had not used this measure in the past 12 months, or why they considered it be ineffective:
 - two said that this was led by the Youth Offending Service;
 - one said that they have had no occasion to use this measure in the previous 12 months;
 - one said that it was not an appropriate use of the organisation's resources;
 - one said that it was not in their policy toolkit.

27 ***Leafleting***

- 28 out of 49 landlords had used leafleting in the previous 12 months as a means of helping to address anti-social behaviour problems (five local authorities, six stock transfer associations and 17 traditional housing associations);
- they rated the effectiveness of this measure as 6.2 (local authorities 5.2, stock transfer associations 7.0 and traditional associations 6.3);
- four landlords provided information about why they had not used this measure in the past 12 months, or why they considered it be ineffective:
 - two said that they considered it served no purpose, as they could write directly to individual tenants or provide more general information in newsletters;
 - one said that lack of resources had prevented them from leafleting;
 - one said that leafleting was not suitable as a means of resolving cases.

28 ***Tenant Reward Scheme***

- seven out of 49 landlords had used a tenant reward scheme to reward positive behaviour in the last 12 months, as a means of preventing Anti Social Behaviour (two stock transfer associations and five traditional housing associations);
- they rated the effectiveness of this measure as 7.1 (stock transfer associations 7.0 and traditional associations 7.2);
- 19 landlords provided information about why they had not used this measure in the past 12 months, or why they considered it be ineffective:
 - 14 said that this tool was not in their policy toolkit;

- five said that they had no occasion to use tenant reward schemes in the previous 12 months.

Appendix 6: Positive practice examples

Example 1: Shelter Cymru Valleys Inclusion Project

The Valleys Inclusion Project supports households who have been accused of anti-social behaviour and as a result are at risk of homelessness. The principle behind the work of the project is that anti-social behaviour is often the result of unmet support needs, and that many alleged perpetrators are themselves socially excluded.

The project provides support to households in the county boroughs of Caerphilly and Rhondda Cynon Taf. It is funded by the Big Lottery Fund, BBC Children in Need and Caerphilly Supporting People.

The Valleys Inclusion Project places considerable emphasis on successful partnership working. Anyone can make a referral to the project, but in practice the majority of referrals are from social landlords. The project works in conjunction with other services (eg. Social Services and Youth Offending Teams), and will also make referrals to other specialist support providers (eg. mental health and substance misuse support agencies).

The project says it adopts a flexible, persistent and, where necessary, long term approach to bring about sustainable changes, through identifying and addressing unmet support needs with clients. It aims to adopt a 'whole household' approach, and says it '*strives to persevere to build trust with clients, many of whom can be vulnerable, marginalised and therefore hard to engage*'. Where several agencies are working with a household, then the project is willing to adopt a co-ordinating role.

The project employs a children and young person's support worker who works with members of the household up to 18 years of age, either because they have been accused of anti-social behaviour or have been affected by others in the household accused of anti-social behaviour. It offers a programme of diversionary activities.

Anti-social behaviour can have a very damaging effect on local communities. The Valleys Inclusion Project's experience has shown that perpetrators are commonly also victims. By adopting a preventative, rehabilitative approach, independent of landlords, the project has shown that it is possible to bring about long term changes in the behaviour of households, thus reducing or eliminating the need for costly enforcement action.

Of the 46 closed cases covering the period November 2008 to September 2013, anti-social behaviour had ceased in 74%, and had been reduced in 15% of cases. In 78% of cases there was no longer a risk of homelessness. In addition there is evidence of improved participation by clients in their local communities, and of the cost effectiveness of the Valleys Inclusion Project model when compared to a predominantly enforcement approach.

For more information contact andrewjo@sheltercymru.org.uk

Example 2: Family intervention Project

'Lasting Solutions' is an innovative family intervention project which began supporting families in Monmouthshire, Caerphilly and Newport in 2011. The project is jointly funded by:

- Caerphilly County Borough Council Housing Anti-social Behaviour Team
- Monmouthshire County Council Supporting People
- Monmouthshire Homes
- Melin Homes
- Charter Housing
- SOLAS

It offers intensive, bespoke and whole-family support to vulnerable families who are at the point of crisis. The families that the project supports have complex needs and are typically involved with many statutory and voluntary sector agencies.

Lasting Solutions can offer up to seven families at any one time intensive, whole family focused and tailored support of up to 9 hours per week per family. This can be for an extended period (i.e. could be greater than 12 months). This translates into at least a phone call or visit every day and the support can cover any identified need within the family, including:

- Home management skills
- Budgeting, benefits and money advice
- Establishing daily routines
- Supporting regular school attendance
- Parenting skills and capacity
- Dealing with family relationships
- Attending meetings and appointments
- Individual and group activities for family members, particularly children
- Building confidence and self-esteem
- Positive changes to drug and alcohol use
- Help and advice on employment and training.

The project is achieving a number of positive outcomes for families. Measured outcomes include:

- a marked reduction in anti-social behaviour
- significant success in sustaining tenancies where the family would otherwise be at risk of eviction
- success in getting family members into employment, education and training and preventing children becoming Looked After
- improved partnership working that is tailored to the needs of families.

Evidence from an evaluation of the project suggests that it supported savings (through costs that have been prevented) of at least £465,000 in 2011/12. This represents a net return of investment of 426%.

For more information contact karen.barnes@solas-cymru.co.uk

Example 3: Restorative Approaches at Linc

Linc-Cymru has introduced restorative conferencing as a tool to tackle anti-social behaviour and neighbour disputes. Linc had seen powerful examples of restorative justice in the criminal justice sector and, as a result, wanted to look at how it could transfer the skills used in the criminal setting into resolving anti-social behaviour and addressing long standing neighbour disputes.

The Association has found that focusing all parties on the 'acknowledgement of harm' improves chances of a long term resolution. Parties have a voice, but also have a chance to understand the impact of their behaviour on others. Conferences also provide a voice to the association and to other agencies (e.g the police). Conferences have proved invaluable in increasing the understanding to those involved of their responsibility/role within the dispute, and provided positive outcomes for tenants and communities, at no cost to Linc.

Linc has three staff trained to facilitate conferences, two of whom have registered with the Restorative Justice Council. Staff prepare for and facilitate conferences and have included key partner agencies in the conferencing process.

Conferencing is not always necessary, and the association is also using a restorative approach to form good neighbour agreements between parties in conflict.

Linc has used restorative justice conferences in a wide range of types of neighbour disputes, for example:

- long-running neighbour disputes where other interventions have also been used. Both sides had done things which had disturbed or annoyed the other party. The restorative conference gave them the chance to see the effect the issues were having, not just on each other, but also to each other's children;
- individuals who had been friends but who ended up in a serious dispute with each other. Complaints were received of verbal abuse, damage and threatening behaviour. One party's acknowledgement of harm to the other led to an emotional resolution for those involved.

For more information contact joanna.ryan@linc-cymru.co.uk

Example 4 : South Wales Fire & Rescue Service

South Wales Fire & Rescue Service says there is a high incidence of deliberate fire setting in South Wales (forest fires, people who are attempting to get rehoused, disgruntled employees, insurance claims, etc). 80% of fires attended are set deliberately.

The Service considers that it has two main remits – life saving, and life changing. Under its life changing remit, for a number of years it has carried out a very wide range of preventative work. It says that this investment has paid off handsomely, and that it is now attending 57% less fires than 10 years ago.

The range of preventative work being carried out is described in a booklet entitled '*South Wales Fire & Rescue Service: Community Safety and Partnership Directory*', and includes, for example:

- schools education (development of educational material (available in an on-line library) and visits to schools)
- Forest Schools (outdoor classrooms and games for children)
- Advocates (who work with people and organisations most at risk)
- life skills training for young people not in employment, education or training (NEETS)
- home fire safety (safety checks for vulnerable residents, and hard of hearing smoke alarms)
- work with other agencies on accidental dwelling fires
- road safety work (eg. educational toolkits, vehicle crime awareness days, motorcycle safety awareness rides, a Fire Cruise Car fitted with computer games, etc. available for local car meets, cruising venues, etc. to increase young people's knowledge of the consequences of anti social driving behaviour)
- crime and consequences project for 11-25 year olds
- Phoenix Project for young people referred by Youth Offending Teams, etc. who have offended or are at the cusp of offending
- fire setting intervention schemes for people where there are concerns around fire-setting behaviour
- BTEC accredited Young Firefighter courses
- Fire Crime Unit working in partnership with other agencies (on, eg. fire crime, bonfires, fireworks, young person 'fire wardens', community patrols, domestic violence and hate crime)

The Service is also now starting to train 'Fire Ambassadors' (people in a street who become 'eyes and ears' to identify issues link in with the Service).

The Service says it tries to track the outcomes of all the work it does (eg. Re-offending rates have been reduced by 85% over 6 months for those taking part in the Phoenix project). However, tracking outcome is difficult to do, and the Service believes that it is not one thing that reduces incidents, but the combination of all of them. They say it is about creating 'the good citizen', and working in partnership. The Fire Service believes that, because of its relatively 'neutral' role, it can have a more positive effect in many ways than the police, who have an enforcement role. It believes that landlords (who have the ability to evict in the final instance) might also in some instances be perceived as being on the 'enforcement' end of the spectrum.

The Service is very keen to work in partnership with social landlords to deliver, or help to deliver, its range of preventative services (or others which the landlord might identify).

Example 5: RCT Homes –Approach to noise related anti-social behaviour

RCT Homes has signed a protocol with Rhondda Cynon Taf County Borough Council Public Health Team in respect of public health problems, including noise nuisance. This includes RCT Homes receiving noise complaints from the Council where no statutory nuisance has been shown to exist, as well passing on cases to the Council where RCT Homes feels that a statutory nuisance exists. The case below shows how this protocol works.

RCT Homes received information from a Council Public Protection Officer who was dealing with an owner-occupier's longstanding complaint of noise nuisance. The alleged perpetrators were tenants of RCT Homes. A Homes & Neighbourhood Officer from RCT Homes met with both the tenant and complainant and a case was opened. The case was developed using Neighbour Nuisance Diaries that were collected by RCT Homes over a period of 1 month, which alleged unacceptable living noise such as shouting, screaming, doors slamming and sporadic TV noise. The Homes & Neighbourhood Officer met again with the tenants, who refused to accept that their behaviour was causing a nuisance to their neighbours but admitted that they had an argument with their neighbours previously which resulted in a Police response and warnings being given to them regarding their behaviour.

In close consultation with the complainants the decision was made to install RCT Homes' noise monitoring equipment to establish the noise levels and the impact that the alleged noise was having upon the complainants. The equipment was installed some 3 weeks after the warning letter quoting statutory noise legislation, and left in the property for 14 days. At the time of the installation the process was explained to the complainants – when they were being disturbed by any noise from the neighbours they were to activate the equipment to start recording and complete the diaries with start and finish time, the type of noise and how they were affected.

On the date the equipment was to be collected, the complainants advised the Homes & Neighbourhood Officer that they had not been disturbed by any noise and therefore had not used the equipment. The equipment was left in their home for a further 14 days. When it was retrieved it was found that it had been activated on a few occasions, and the activations were assessed by RCT Homes. The recordings were deemed to be acceptable sounds of day-to-day living. The findings were discussed with the complainants, with examples played back and a full report provided.

To date, no further complaints have been made.

For more information contact JonathanT@rcthomes.co.uk

Example 6: Bron Afon Supporting Victims of Domestic Violence

The association supports victims of abuse to access specialist services to enable them to feel safe and gain confidence to work with the police to bring perpetrators to justice.

Bron Afon recognises the importance of supporting victims of domestic violence, both to maximise the safety of victims and their families and in recognition of the impact domestic abuse has on Anti Social Behaviour and tenancy responsibilities. Research amongst tenants of Bron Afon who were victims of domestic violence show that 40% had been reported for causing Anti Social Behaviour, and 63% owed more than 4 weeks rent.

Bron Afon is one of a number of social landlords who participate in the Gwent Police Daily Domestic Abuse Conference Call. Probation, Social Services, Women's Aid, Health, Police and other social landlords also participate. Partners and the police exchange information regarding persons involved in any domestic abuse related call to Gwent Police. Bron Afon also discusses any approaches to staff from tenants or neighbours with concerns about domestic abuse, to feed into the 'bigger picture'.

Bron Afon is able to make contact with high risk victims within 24 hours of a call being made to Police, to offer target hardening and any other support needed. Bron Afon also carries out joint visits with other agencies and co-ordinates the actions of all agencies involved. The organisation is able to take prompt action against perpetrators, serving Trespass Notices if required, and ultimately, if necessary, applying for exclusion orders from the County Courts.

Other agencies who are experiencing problems following up a referral to a victim who does not want to engage can contact a Bron Afon housing officer who has a relationship with the tenant and is able to visit them and encourage them to contact the support agency, or even arrange a joint visit.

All of Bron Afon's front line staff, Community Housing Officers and Income Recovery Officers have had one day awareness training, so that they are able to identify abuse (including financial abuse) and offer victims options regarding their circumstances and tenancies. Bron Afon has invested in target hardening equipment which is offered to high risk victims. This includes CCTV, lights, window alarms and extra locks and bolts. Bron Afon's aim is to keep victims in their homes in order they can continue to receive support from their networks of friends and family, and avoid disruption to children's education. A recent survey interviewed 12 tenants of Bron Afon who were victims of domestic abuse and who had had target hardening equipment installed. 11 of the 12 victims felt they would have moved in order to feel safe if this support had not been available.

Helping victims to stay in their own homes prevents the association from incurring significant void costs (average void cost is £5,500), thus representing a cost effective approach for the association at the same time as keeping households safe. In the 12 months prior to the Daily Domestic Abuse Conference Call being implemented, Bron Afon was approached by 8 victims of domestic abuse seeking help, mainly for a priority transfer. In the last 12 months 570 domestic abuse incidents have been reported to Gwent Police. This indicates the hidden nature of domestic abuse.

For more information contact denise.pearce@bronafon.org.uk