



Llywodraeth Cynulliad Cymru  
Welsh Assembly Government



# The Wales Housing Management Standard for Tackling Anti-Social Behaviour: **Guidance for implementation**



**The Wales Housing Management  
Standards for Tackling Anti-Social  
Behaviour: Guidance for Implementation**

© Chartered Institute of Housing

Designed by Carrick  
[www.carrickdp.co.uk](http://www.carrickdp.co.uk)

Translated by Cerys Jones

Author: Joanne Kent-Smith, CIH

Contributor and editor: Tamsin Stirling

March 2010

CIH Cymru. 4 Purbeck House,  
Cardiff Business Park, Llanishen,  
Cardiff CF14 5GJ

Tel: 029 20765760  
Website: [www.cih.org/cymru](http://www.cih.org/cymru)

# Guidance for implementation

## Contents

	Page
<b>Index of practical examples</b>	<b>4</b>
<b>SECTION ONE</b>	<b>Introduction and background</b>
1.1 Introduction	6
1.2 This guidance	7
<b>SECTION TWO</b>	<b>Understanding anti-social behaviour performance and evaluating organisational effectiveness</b>
2.1 Introduction	10
2.2 Developing a performance framework	11
2.3 Improving performance	17
<b>SECTION THREE</b>	<b>The seven commitments</b>
3.1 Introduction	24
3.2 <b>Commitment 1</b>	Commitment, leadership, and accountability <span style="float: right;">24</span>
3.3 <b>Commitment 2</b>	Empowering and reassuring residents <span style="float: right;">34</span>
3.4 <b>Commitment 3</b>	Prevention and early intervention <span style="float: right;">39</span>
3.5 <b>Commitment 4</b>	Support to tackle the causes of ASB <span style="float: right;">51</span>
3.6 <b>Commitment 5</b>	Tailored services for residents and support for victims and witnesses <span style="float: right;">54</span>
3.7 <b>Commitment 6</b>	Protecting communities through swift enforcement <span style="float: right;">60</span>
3.8 <b>Commitment 7</b>	Encouraging community responsibility <span style="float: right;">64</span>
<b>APPENDIX ONE</b>	<b>Glossary of terms</b> <span style="float: right;">69</span>
<b>APPENDIX TWO</b>	<b>Useful resources</b> <span style="float: right;">73</span>

# Index of practical examples

Practice example 1	Wales and West - resident profiling
Practice example 2	London and Quadrant - customer insight
Practice example 3	Newydd Housing Association - tenant involvement
Practice example 4	Carmarthenshire County Council - tenant inspectors
Practice example 5	Golden Gates Housing - tenant inspector group
Practice example 6	Charnwood Neighbourhood Housing – resident perception survey
Practice example 7	Wales and West – ASB perpetrator survey
Practice example 8	Wales and West – estate agreements and area improvement plans
Practice example 9	Hillingdon Homes – Community recognition panel
Practice example 10	Joseph Rowntree Foundation – incentive schemes for young people
Practice example 11	Your Homes Newcastle – preventing evictions protocol
Practice example 12	Three Valleys Housing – street teams
Practice example 13	Regenda Group – working with schools
Practice example 14	North Wales Housing Association – piloting starter tenancies
Practice example 15	LB Wandsworth – responsible dog ownership
Practice example 16	City and County of Swansea – Family Intervention Project
Practice example 17	Clwyd Alyn Housing Association – ASB policy
Practice example 18	Cardiff Council – policies and procedures
Practice example 19	Grwp Gwalia – professional witnesses
Practice example 20	2010 Rotherham – youth group
Practice example 21	Charter Housing – emphasising community responsibility

# SECTION ONE

## Introduction and background





## 1.1 Introduction

In 2008, the Welsh Assembly Government launched the **Wales Housing Management Standard for Tackling Anti-Social Behaviour**<sup>1</sup>. The standard supports the priorities set out by the **One Wales**<sup>2</sup> agenda and demonstrate a continued commitment to the creation of safe and sustainable communities through the reduction of anti-social behaviour (ASB), and its causes. The standard embeds a culture of respect and tolerance, encourage community responsibility and promote a balanced approach to housing management activities. Designed to establish a demanding benchmark within the sector, the standard challenges current service provision and drive forward improvement. For landlords who already meet the expectations of the standard, it provides public recognition of the delivery of good services - for those working to improve ASB services, the standard helps to identify areas of weakness and key areas for improvement.

The **Wales Housing Management Standard for Tackling Anti-Social Behaviour** acknowledge the essential role that tenants and residents play in the design and delivery of good ASB services. Landlords are encouraged to maximise the opportunities that exist to work with individuals and community groups to deliver customer driven services, that meet the needs and priorities of the local community. The **Wales Housing Management Standard for Tackling Anti-Social Behaviour** build on guidance published by the Welsh Assembly Government in 2005 **Anti-Social Behaviour: Polices and Procedures – Code of Guidance for Local Authorities and Housing Associations**<sup>3</sup> which sets out the responsibilities and

obligations of social landlords to address ASB in their areas, as determined by section 12 of the Anti-Social Behaviour Act 2003, and encourages the effective use of a range of preventative, supportive and enforcement tools to improve outcomes and quality of life for residents, and communities.

Whilst the **Wales Housing Management Standard for Tackling Anti-Social Behaviour** has been introduced as a voluntary standard, all social landlords are actively encouraged to sign up, thereby demonstrating publicly their commitment to delivering effective ASB services and raising standards of service across the sector. To reflect the differences in ASB services between landlords, and differing stages of ASB service development two distinct levels of commitment to the **Wales Housing Management Standard for Tackling Anti-Social Behaviour** have been created:

- *Achieving the standard, or*
- *Working towards the standard*

Landlords, in conjunction with their residents, are required to undertake a self assessment of the services they currently deliver to determine whether their existing level of services meets each of the core commitments set out within the standard.

### **The Seven Commitments**

The **Wales Housing Management Standard for Tackling Anti-Social Behaviour** are built around seven core commitments and building blocks which together enable landlords to deliver an effective and holistic response to ASB. The standard requires services to be provided either directly or in conjunction with partner agencies to properly address the following core components:

1. Commitment, leadership, and accountability
2. Empowering and reassuring residents
3. Prevention and early intervention
4. Support to tackle the causes of ASB

<sup>1</sup> [Wales Housing Management Standard for Tackling Anti-Social Behaviour \(2008\)](#)

<sup>2</sup> [One Wales: A Progressive Agenda for the Government of Wales \(2007\): Welsh Assembly Government Strategy](#)

<sup>3</sup> [Anti-Social Behaviour: Polices and Procedures – Code of Guidance for Local Authorities and Housing Associations \(2005\)](#)

5. Tailored services for residents and support for victims and witnesses
6. Protecting communities through swift enforcement
7. Encouraging community responsibility

Not all building blocks will be relevant to all areas or landlords. However, organisations committing to the standard should be able to demonstrate that they have considered whether they are appropriate, and if not, demonstrate alternative approaches they have adopted to deliver against each of the seven commitments. In some cases, landlords may be carrying out activities that do not precisely match the building blocks under each commitment, but which are still achieving positive outcomes.

Existing difficulties in measuring the success of actions to tackle ASB are in part due to the wide range of activities involved in delivering holistic ASB services and the considerable variation in the approaches that different landlords take. Commitment to the standard will, as a consequence, improve the availability of quality local information on ASB and provide the basis of a standard approach to the measurement, evaluation and comparison of landlords' actions in tackling ASB. This guidance makes suggestions for base line performance reporting which provides a common framework for landlords that will also assist partnership working arrangements, and improve information sharing and benchmarking opportunities.

It is anticipated that future compliance with the standard will be monitored as part of the overall regulation, performance measurement and inspection arrangements for social landlords in Wales, which are currently being developed and which will include a set of performance standards in relation to service delivery by housing organisations which will apply to both registered social landlords and local authorities.

## 1.2 This guidance

### 1.2.1 How has this guidance been developed?

This guidance, produced by the Chartered Institute of Housing, has drawn significantly on the Community and Local Government's **Respect Standard for Housing Management Performance Improvement Toolkit for Landlords** (2007)<sup>4</sup> produced jointly by HouseMark and the Social Landlords Crime and Nuisance Group. The content has been adapted to reflect the Welsh policy context and the principles of the **Wales Housing Management Standard for Tackling Anti-Social Behaviour in Wales**. It has less focus on performance measures and more on qualitative information and advice. Additional practice advice and tips have been incorporated by the Chartered Institute of Housing to reflect current good practice.

The guidance is underpinned by established practice by landlords and their partners across Great Britain in delivering an effective response to ASB. Every effort has been made to draw on good practice examples from Wales to illustrate advice where available. Whilst examples are up-to-date at the time of producing this publication, we recognise that practice within the sector continues to improve over time; it is therefore important that key agencies and websites should be regularly checked for the most up-to-date legislation and information post publication of this guidance.

### 1.2.2 Who is this guidance for?

Measuring the effectiveness and impact of a landlord's ASB services on incidents of ASB, and perceptions of such, within a community is a very complex area; this guidance will support any landlord to evaluate their services. The flexible and non-prescriptive approach means that it can be used by landlords and their

<sup>4</sup> **Respect Standard for Housing Management Performance Improvement Toolkit for Landlords (2007)**



residents to improve ASB services and demonstrate a commitment to the **Wales Housing Management Standard for Tackling Anti-Social Behaviour**. It caters both for organisations with well-developed ASB services and sophisticated monitoring systems, as well as those just starting to develop an evidence base for service improvement.

The guidance contains a number of good practice checklists and self assessment questions to help landlords assess the effectiveness of existing activity to tackle ASB. For landlords that have already achieved the standard, this guidance supports continued improvement and the sharing of good practice.

The advice is non-prescriptive and can be adapted to suit local circumstances and priorities. It will help provide residents and tenants with clarity about the scope, level and standard of service they can expect to receive, as well as a benchmark by which they can measure and compare the quality of services they receive from their own landlord. Good practice examples have been used to illustrate the guidance where available, and sources of additional information signposted.

Whilst primarily aimed at stock managing landlords, local authorities may wish to adapt advice to measure their performance as part of their wider community safety role.

### 1.2.3 Using this guidance

This guidance is intended to support all landlords wishing to commit to the **Wales Housing Management Standard for Tackling Anti-Social Behaviour**. The guidance can be used to support self assessment and resident evaluation of existing services, and helps those working towards the standard to identify their strengths and weaknesses, and formulate an action plan for improvement.

It also assists landlords that have already achieved the standard to maintain improvements in service and assess the ongoing impact and effectiveness of actions taken by the landlord to reduce ASB and its tackle its causes.

It is not intended to be read through from cover to cover but rather be a resource which people can dip in and out of as they need. Checklists, self-assessment questions, practical examples and sources of further information and guidance are included throughout.

It is anticipated that many social landlords in Wales will already be delivering a good level of ASB services - significant expenditure will therefore not be necessary in order to meet the standard. However, for some landlords a full review of services may be necessary in order to meet the demands of the standard.

### 1.2.4 How the rest of this guidance is structured

This publication is divided into two further sections:

**Section Two** provides an overview to establishing an effective ASB performance framework, and makes suggestions around the adoption of common performance recording and reporting categories to provide consistency of ASB reporting across the sector.

**Section Three** considers each of the seven commitments and their respective building blocks separately and provides useful practical information and checklists for improving performance.

The guidance is supported by additional resources:

- **Appendix One:** Glossary of terms
- **Appendix Two:** Useful resources



# SECTION TWO

## Understanding anti social behaviour performance and evaluating organisational effectiveness





## 2.1 Introduction

### 2.1.1 Scope

This section looks in some detail at how all social landlords can develop and implement an effective ASB performance management system. High quality performance information is vital to enable organisations to identify their strengths and weaknesses, underpins improvements in the delivery of ASB services and is therefore a starting point for achieving excellence in service delivery.

Landlords need to know:

- how significant ASB is in the areas in which they manage homes
- how effective their ASB services are
- how they measure up to the **Wales Housing Management Standard for Tackling Anti-Social Behaviour**

This section considers key performance considerations that are common to all landlords, regardless of size or domain.

More detailed self-assessment questions which will assist landlords identify organisational strengths and weaknesses and evaluate current service provision against the requirements of the **Wales Housing Management Standard for Tackling Anti-Social Behaviour** are contained within the section on Commitment 1 - Commitment, Leadership and Accountability (see section 3.2, p29-41).

### 2.1.2 Establishing a base-line

Every organisation needs a thorough understanding of the environment within which they operate and who their customers are - landlords are no different. Understanding the priorities and expectations of residents and the issues impacting on the areas within which they operate is essential if service provision is to reflect need. In addition, good relationships with local partners can significantly improve a landlord's ability to deliver a comprehensive range of ASB services that are responsive to local priorities and flexible enough to be tailored to individual support needs. However, it would be foolish to assume that partnerships are always as efficient or effective as they could be - the efficiency and impact of any partnership arrangements should also be monitored as part of the wider ASB performance monitoring framework.

As a minimum, ASB performance reporting systems should provide landlords with an understanding of:

- the volume and nature of ASB cases reported in their areas
- a record of the actions taken to tackle ASB
- the impact and outcomes of actions taken

While there are some essential core indicators (see p17-18), these can be supplemented as required by further indicators to provide a more detailed picture of performance. However, the cost of collecting additional performance information should be balanced against the benefits that the additional information will bring.

Cost considerations in respect of collecting additional data include:

- cost to develop and implement data collection processes
- time to collect and report data
- cost implication of any IT systems
- staff training

Robust performance information on ASB has four main purposes:

- **To provide intelligence:** Accurate information is essential if landlords are to provide proactive and effective ASB services. Performance information should provide detailed intelligence about the nature and location of ASB, help identify hot-spots, and provide early warning signals
- **To inform actions:** Good performance information will help landlords identify key priorities and target resources where they are needed most
- **To evaluate progress:** To provide a monitoring and assessment tool that can determine the impact of actions and initiatives to tackle ASB both over time, and in conjunction with partnership organisations
- **To demonstrate accountability:** Demonstrates to residents, local communities and the regulators how effective the landlord is at responding to the needs of the local community in relation to tackling ASB

Maximising the contribution residents make in the development and delivery of ASB services is crucial; at a minimum, residents should be involved in each of the following key stages of developing an ASB performance framework:

- setting strategic aims and objectives
- developing performance measures
- setting standards and targets
- reporting results
- evaluating performance
- acting on results
- implementing improvement

Opportunities exist for landlords working in the same local areas to develop a common performance monitoring system, allowing for improved comparison and benchmarking and sharing of information.

## 2.2 Developing a performance framework

### 2.2.1 Developing a common approach

The consistent and accurate case recording and monitoring of ASB is vitally important. It enables landlords to:

- have insight into the extent and nature of problems in their area
- make informed decisions about the allocation and targeting of resources
- develop effective ASB strategies, and action plans
- identify resource implications of different forms of action
- measure outcomes and effectiveness of actions against agreed targets and PIs

However, current data collection systems vary significantly between different landlords. More consistent and standardised reporting is encouraged to improve comparisons across areas and over time, and to support partnership working.

All recorded ASB cases should report:

- geographical location of ASB
- category of ASB
- complainant and perpetrator profiles

Suggested elements of each of these factors are set out below.

#### Geographical area of ASB

Effective geographical data will support the targeting of resources at ASB hotspots and support the identification of early warning signs of imminent problems. As a minimum, ASB cases should be recorded by local authority ward area. The ability to record cases by area, estate or postcode is recommended to produce a more localised picture of ASB.



### Category of ASB

ASB is a very complex problem and behaviour and activities that may cause distress or alarm vary from person to person. Behaviour can range from minor irritation to causing severe distress. Whilst much ASB is not strictly criminal in its nature, left unaddressed it can fuel residents' perceptions and fear of crime. Recognising that a fine line exists between ASB and low level disputes between neighbours highlights the importance of building tolerance and awareness of others' needs in tackling ASB.

Definitions of ASB should be clearly defined within a landlord policy and communicated plainly and widely to tenants.

### Definition of Anti-Social Behaviour

The Anti-Social Behaviour Act 2003 defines ASB for the purposes of seeking an injunction as: *'conduct which is capable of causing a nuisance or annoyance to any person and which directly and indirectly relates to or affects the housing management duties of a relevant landlord'* (s.13(3) (1)). This definition is wide enough to encompass most landlords understanding of ASB.

The Welsh Assembly Government further defines ASB within their ***Anti-Social behaviour: Policies and Procedures – Code of Guidance for Local Authorities and Housing Associations*** (2005) as any conduct which:

- is capable of causing nuisance or annoyance to any person, and
- directly or indirectly relates to or affects the housing management functions of a relevant landlord, or
- consists of or involves using or threatening to use housing accommodation owned or managed by a relevant landlord for an unlawful purpose.

ASB covers a wide range of behaviours, which can be categorised broadly into four main categories; disregard for community, acts directed towards people, environmental damage, and misuse of public space. The following table provides examples of different types ASB, but is not exhaustive:

The Wales Housing Management Standard for Tackling Anti-Social Behaviour:  
**Guidance for implementation**

**Table 1: Examples of different types of ASB**

Disregard for community/ personal well being	Acts directed at people	Environmental damage	Misuse of public space
<p><b>Noisy</b>                      Noisy neighbours                      Noisy cars/motorbikes                      Loud music                      Alarms (persistent ringing/                      malfunction)</p> <p><b>Rowdy behaviour</b>                      Shouting and swearing                      Fighting                      Drunken behaviour                      Hooliganism/loutish                      behaviour                      Aggressive language</p> <p><b>Nuisance behaviour</b>                      Urinating in public                      Setting fires (not directed at                      specific                      persons or property)                      Inappropriate use of                      fireworks                      Throwing missiles                      Climbing on buildings                      Impeding access to                      communal areas                      Misuse of air guns                      Letting down tyres</p> <p><b>Hoax calls</b>                      False calls to emergency                      services</p> <p><b>Animal related problems</b>                      Dog fouling</p>	<p><b>Intimidation/                      harassment</b>                      Groups or individuals                      making                      threats                      Verbal abuse                      Sending nasty/offensive                      letters                      Obscene/nuisance phone                      calls                      and text messages                      Menacing gestures</p> <p><b>Can be on the grounds                      of</b>                      Race                      Sexual orientation                      Gender                      Religion                      Disability                      Age (including youth as                      well as                      older people)</p>	<p><b>Criminal damage/                      vandalism</b>                      Graffiti                      Damage to bus shelters                      Damage to phone kiosks                      Damage to street                      furniture                      Damage to buildings                      Damage to trees/plants/                      hedges</p> <p><b>Litter/rubbish</b>                      Dropping litter                      Dumping rubbish                      Dog fouling                      Fly-tipping                      Fly-posting</p>	<p><b>Drugs/substance                      misuse and dealing</b>                      Taking drugs                      Sniffing volatile                      substances                      Discarding needles/drug                      paraphernalia                      Presence of dealers or                      users</p> <p><b>Street drinking</b></p> <p><b>Prostitution</b>                      Soliciting                      Discarded condoms                      Kerb crawling                      Loitering                      Pestering residents</p> <p><b>Abandoned cars</b></p> <p><b>Vehicle related                      nuisance and                      inappropriate vehicle                      use</b>                      Setting vehicles alight                      Racing cars                      Off-road motorcycling/                      quad bikes</p>

**Table extracted from:** Tackling ASB in Scotland. (Chartered Institute of Housing) 2008. Originally adapted from Scottish Executive 2004b Guidance on Anti-social behaviour Strategies Annex A



The following category codes are suggested (in the Respect Toolkit) for use by landlords to record and monitor ASB cases. The suggested categories also allow incidents to be mapped to police incident reporting systems, as set out by the Home Office National Standard for Incident Reporting, and other local agencies.

ASB codes:

- A. Noise
- B. Verbal abuse/harassment/intimidation/threatening behaviour
- C. Hate-related incidents (based on race, sexual orientation, Gender, disability, religion, age, etc.)
- D. Vandalism and damage to property
- E. Pets and animal nuisance
- F. Nuisance from vehicles
- G. Drugs/substance misuse/drug dealing
- H. Alcohol-related
- I. Domestic abuse
- J. Physical violence (other than recorded at I above)
- K. Litter/rubbish/fly-tipping
- L. Garden nuisance
- M. Misuse of communal areas/public space or loitering
- N. Prostitution/sexual acts/kerb crawling
- O. Criminal behaviour/crime

Landlords may find it useful to further classify behaviour into sub-categories to create a more detailed understanding of the nature of behaviours, for example:

- A. Noise
  - Domestic noise
  - Loud music
  - Alarms (persistent/defective)
  - Pubs/clubs
  - Business/industry

- B. Verbal abuse/harassment/intimidation/threatening behaviour
  - Offensive behaviour
  - Offensive gestures
  - Arguing, shouting and/or screaming
  - Fighting and loutish behaviour

### Complainant and perpetrator profiles

The collection of accurate profile information on complainants and perpetrator profiles is essential for the identification of trends and the delivery of effective ASB services. Understanding not only who your complainant and perpetrators are, but why they behave in a certain way is invaluable to choosing the right intervention or enforcement action, and targeting resources where they will deliver the greatest outcomes. For example:

- tackling ASB by perpetrator type: Perpetrator profiles may highlight that high levels of reported ASB is being carried out by young people in a particular postcode area. This information could then be used to target positive activities in that area towards a specific target group.
- complainant profiling: Understanding *who* is reporting ASB can help to identify trends where incidents of ASB are specifically directed towards a particular group of people within the community, for example a particular minority ethnic group. Understanding where these trends are emerging means landlords can target resources into investigating why this is the case, tackle the causes and provide tailored support to victims.

Developing customer insight<sup>5</sup> can also support the early identification of potential ASB hotspots and help landlords to proactively target resources. For example, identifying areas with high concentrations of households with teenagers or children, or concentrations of households known to be vulnerable, or at risk of experiencing ASB.

<sup>5</sup> CIH Good Practice Briefing 32: Customer Insight – Knowing your Customers (2008) provides detailed advice

### Practice example 1

In 2007, Wales and West Housing Association developed a resident profiling project which aimed to enable the organisation to provide tailored services as well as monitor whether services were being provided fairly. A comprehensive monitoring form was developed and information collected from residents. The association's computer system was modified so that profile data appears in a pop up box each time the resident's details are accessed for whatever purpose which enables the officer to respond accordingly.

[Source: Wales and West Housing Association]

### Practice example 2

London and Quadrant Housing Group used customer insight and research to identify differences between individuals keeping to the terms of their tenancy and those using services more frequently for a number of reasons including ASB. They created 5 customer profiles and linked this to a reward scheme which was explicitly about influencing customer behaviour and encouraging them to move to a 'lower' contact category through the provision of incentives.

[Source: CIH Good Practice Briefing Issue 32  
**Customer Insight: knowing your customers**]

The following information should be recorded in relation to complainant and perpetrator profiles:

- age
- gender
- ethnicity
- physical disability
- sexual orientation
- religion

- re-tenure
- occupancy / tenancy type (including if the tenant has an introductory or starter tenancy)
- dependants
- other household members
- number of ASB cases perpetrated in previous 12 months, or
- number of ASB complaints made in previous 12 months

#### **Note:**

*It is not uncommon for complainants of ASB to be perpetrators as well as victims, and vice versa; such cases need careful investigation and recording.*

## 2.2.2 Performance indicators and monitoring

### Suggested performance indicators

The following indicators collected and reported on a quarterly basis, will support the identification of, and landlord's response to, the volume and nature of ASB cases being reported in their area of operation:

- number of new ASB cases
- number of live ASB cases
- number of closed cases – resolved
- number of cases closed – unresolved
- closed cases (resolved) for each category of primary intervention that led to each case being resolved
- number of closed cases (resolved) where ASB re-occurs by the same perpetrator within 12 months of case closure

Each of the above indicators can be broken down further to identify:

- category of ASB
- geographical location, and
- complainant and perpetrator profile



### Case monitoring

Regular and robust case monitoring will support the early achievement of satisfactory resolutions. Organisations should ensure that adequate procedures are in place to regularly monitor all open ASB cases for:

- file accuracy and maintenance of up-to-date records
- consistency, and efficiency of case progression
- maintenance of regular contact with complainants and witnesses
- the availability of adequate resources to respond to cases, and provision of support measures
- identification of emerging trends
- evaluation of the effectiveness of interventions

### Closing cases

When closing ASB cases, it is important to differentiate between those that are 'resolved' or 'unresolved'. Where an incident of ASB is reported, but no evidence is found following investigation, these cases should not be included within the data indicators for resolved or unresolved cases. Where this is identified as being a particular concern to the landlord, the number of such cases can be monitored separately.

When closing ASB cases, landlords may also find the collection of the following information useful:

- average number of days taken to resolve ASB cases. Measured using calendar days, as opposed to working days, which are more meaningful to the complainant
- number / percentage of resolved cases that involved assistance from external agencies

Landlords can choose to further analyse the above indicators by category of ASB, geographical location, and complainant and perpetrator profile.

### Resolved anti-social behaviour cases

In many circumstances, it can be difficult to assess when an ASB case has been successfully resolved. ASB does not always come to an obvious end point, and the landlord will be required to make a pragmatic decision around classifying a case as resolved. One suggested approach is to classify ASB cases as resolved when:

*'In the professional opinion of the landlord, the ASB reported by the complainant(s) is 'no longer a cause for concern'.*

This approach recognises that ASB may not always have a definite end point, but can reduce significantly to a point that does not require further intervention from the landlord or other external agencies.

Ideally, agreement with the complainant that a case has been successfully resolved should be obtained. Occasionally, situations will occur where complainants have unrealistic expectations of the landlord and the ASB service provided or where the complainant only considers their case to be resolved when the perpetrator is evicted. It is therefore crucial that landlords invest in managing expectations around realistically achievable outcomes. Broader work on building tolerance and encouraging complainants to use self help options, where appropriate, will support this.

### Unresolved anti-social behaviour cases

Situations will arise where, despite ASB still being ongoing, the circumstances of the case do not make further action possible – in these situations the landlord may choose to close the case. The most common situations being when:

- the complainant fails to maintain contact with the landlord or information reasonably requested by the landlord is not provided, or
- no further action is taken at the complainant's request



## 2.3 Improving performance

### 2.3.1 Context

Having an effective performance measurement framework enables landlords to measure the effectiveness of their services. However, it is essential that performance measurement does not become an end in itself. Fundamental to the **Wales Housing Management Standard for Tackling Anti-Social Behaviour** is the aim of improving the quality of life for residents. By signing up to the standard, landlords are making a visible commitment to residents to deliver good ASB services and to be held accountable for the delivery of such. Residents play a vital role in evaluating their landlord's performance and challenging them where they fail to meet the standard.

### 2.3.2 Improving performance: what's involved

There are a number of aspects to improving performance:

- setting strategic aims and objectives
- ASB policies
- Involving residents
- setting performance standards and targets
- measuring ASB performance
- reporting performance
- thinking about users of performance information
- involving residents in evaluating performance information
- comparing local performance with partners

Each is explored briefly below.

### Setting strategic aims and objectives

Performance information is critical to effective business planning and performance management. Essentially, performance measurement is about assessing the extent to which the organisation is achieving its strategic aims and objectives. It requires the translation of aims and objectives into a set of specific measures that allows individuals/ teams to:

- understand their role in achieving strategic aims and objectives
- take ownership and responsibility for their performance
- measure their performance and progress
- be held to account for performance
- take remedial or improvement action

High level objectives and aims should be cascaded down through the organisation as actions, with meaningful performance measures. Essentially, this is about asking what needs to be done in order to achieve the strategic aims and objectives and then selecting the right measures to judge progress and manage performance. It mirrors what should happen in the business planning process across all housing activities.

The landlord's aims and objectives with regard to tackling ASB will have a significant impact on the organisation's overall objectives, particularly in terms of creating the kind of stable and cohesive communities people want to live in.

### ASB policies

When developing ASB policies, it can be useful to review your own organisations policies and procedures in conjunction with your partners or other landlords operating in your area. Comparing current strategies and the success or otherwise of practical initiatives with partners will both facilitate the sharing of good practice, and support a true understanding of the extent of ASB problems in your area. Good policies and procedures will also support partnership agreements in the achievement of shared goals.



### Checklist: developing effective ASB policies

Policies are statements of principle or intent. They set out 'what we will do as an organisation.' Effective ASB policies should therefore include:

- a clear statement recognising the importance of tackling ASB and an explicit acknowledgement of its effect on residents and communities
- details of the organisations' aims, attitude and general approach to ASB
- a definition, and description of the type of conduct that can amount to ASB
- an outline of any specific commitments made to tenants or the wider community in terms of dealing with ASB, and what service standards can be expected
- details of the range of services offered to tenants on ASB, and how these will deliver a proportionate and flexible response to the challenges that ASB presents
- an outline of how ASB services fit within the organisational structure
- a clear statement of the standards of behaviour that are expected of; tenants, those who live with them, and their visitors
- reference to any tenancy clauses relating to ASB or nuisance
- an evaluation procedure of present organisational practice with regard to ASB
- an unequivocal statement that ASB will be investigated and that effective and early action will be taken to tackle it
- a commitment to using mediation services appropriately to resolve neighbour disputes
- a commitment to victim and witness support
- a statement supporting zero tolerance of racist or other discriminatory behaviour
- a commitment to partnership working with key agencies
- a commitment to working with residents to resolve ASB problems
- a willingness to use a wide range of approaches to tackle the wide range of ASB

**Checklist adapted from: *Tackling ASB in Scotland: An Action Framework for Social Housing Practitioners and Governing Bodies* (2008) CIH.**

Detailed guidance for social landlords in Wales on developing statements of policy is contained in the Assembly Government publication: ***Anti-Social behaviour: Policies and Procedures – Code of Guidance for Local Authorities and Housing Associations*** (2005)

### Involving residents

Today there are increasing demands on social landlords to demonstrate that services they provide are both customer driven and responsive to individual customer needs. Tailored services are increasingly expected - understanding what is important to residents, their priorities for improvement and views of existing service is only the starting point. Identifying those at most risk of experiencing ASB and meeting residents' expectations around issues such as timeliness, confidentiality and choice of intervention is critical if landlords are to demonstrate accountability to residents.

Landlords should be able to demonstrate resident involvement in:

- the identification of service priorities and organisational aims and objectives
- balancing priorities and choice in relation to organisational financial constraints customer priorities
- agreeing the level of organisational performance to be delivered
- setting service targets and standards
- monitoring of performance indicators that reflect service priorities
- evaluation of landlord's performance

# The Wales Housing Management Standard for Tackling Anti-Social Behaviour: Guidance for implementation

The benefits of involving residents in meaningful performance monitoring include:

- improved resident understanding of ASB issues, and clarity about ASB services that customers can expect to receive
- valuable insight into the values and expectations of residents to help shape services
- innovative customer led solutions
- improved management of expectations
- increased trust and communication between landlord and residents, and tolerance of different lifestyles

### Practice example 3

Newydd Housing Association completely reviewed its ASB service through the eyes of tenants. Newydd's Community Panel (a group of interested Newydd tenants) led the whole review process through to completion over a period of around a year. The Community Panel appointed a 'Task & Finish Group' of tenants and residents who had specifically stated an interest in the ASB service to work alongside Housemark in analysing the perceptions of tenants of the service being delivered at the time. The Task & Finish Group listed positives and negatives about the service and made recommendations about improving the policy and procedure.

The Group identified that officers should not rely on letters to solve ASB and that face-to-face responses were far more effective. The Group's perception was that a lot of new and young tenants cause the majority of problems and that support should be given to these tenants early on. They believed that there should be better support for people making complaints and that better technology would improve the service and provide a better 'closure' system for each case.

The work of the Group has resulted in the development of a completely new policy, procedure and strategy. The Group will meet for the last time in 2010 to review the effectiveness of the changes they made and to make any further recommendations to improve the service.

[Source: Newydd Housing Association]

### Setting performance standards and targets

Performance measures quantify an organisation's progress. Standards should clearly describe an agreed level of performance, and set out a specific performance goal, essentially challenging the organisation to improve and reflecting how service improvements can be achieved. As standards have a strong service output dimension involvement of residents is critical to delivering customer focused services and managing expectations.

Targets should be:

- sufficiently challenging
- focused on achieving outcomes for residents
- clearly communicated to, and owned by managers and staff responsible for delivery
- developed with partners, where target is shared, with clarify around the contribution each partner will make toward achieving the target
- SMART (specific, measurable, achievable, relevant and timed)



## Measuring ASB performance

Performance measurement can be a resource intensive activity, with an extensive list of things that can be measured to quantify progress against aims and objectives. A wide range of interventions to tackle ASB are available to landlords, for use either directly or in partnership with other agencies. Interventions range from early intervention and victim support, through to enforcement and witness support. Understanding the impact of such interventions and their success in a given situation is essential to understanding what works best. It is therefore essential to develop a range of performance measures that can report on the effectiveness of interventions and the outcomes for residents.

When determining performance measures, focusing on organisational priorities and outcomes for residents will maximise return in terms of usefulness to the organisation.

Performance measures should be:

- customer driven
- relevant
- clearly defined
- timely
- reliable
- comparable
- verifiable

and:

- relate to something that can be influenced
- help measure outcomes or impact on residents
- have clear accountability

An example indicator could be:

- the primary intervention, from all of the actions taken in each ASB case that had the most impact in bringing the case to a successful conclusion

Importantly though, performance indicators should not be examined in isolation; to gain an holistic view of organisation performance, additional information should be considered as part of the wider performance framework, such as:

- direct observation of service delivery
- customer feedback, and complaints
- feedback from mystery shopping exercises and resident inspection/scrutiny panels
- self-assessment against sector performance improvement tools (eg Regulatory Code and any related performance standards)
- inspection outcomes

## Trend analysis

Trend analysis is a valuable tool for helping organisations to evaluate their performance. It is the process of identifying a pattern or trend in the information, over time. Trend analysis is commonly used to predict achievement against targets or to predict deterioration in performance. However, it is important to take account of seasonal variations, and agreed tolerances (acceptable variation). Consistency of definition and processes used to collect data is necessary to identify trends.

## Reporting performance

The reporting of ASB performance, and in particular the promotion of successful outcomes or initiative to the public, can have a positive impact on raising residents awareness of the work landlords and partner agencies are engaged in within the community. Providing easy access to clearly reported performance information helps reassure the community of the landlord's commitment to tackling ASB and its causes.

# The Wales Housing Management Standard for Tackling Anti-Social Behaviour: Guidance for implementation

Used effectively performance information can then be used to evaluate performance and determine an appropriate course of action. It is therefore vital that information is accurate and clear. Risks in failing to identify and address weaknesses in data quality can lead to the waste of resources and flawed decision-making. Clear procedures should be in place to describe how data should be collected, recorded and reported, including definitions and formulae where appropriate. It is also good practice to ensure quality assurance processes are in place to regularly check or validate data quality.

The following good practice principles apply:

- information should be reported frequently enough to allow changes to be tracked
- information should be presented in a clear and accessible way, and targeted to the user
- sufficient contextual information should be provided to enable the user to evaluate the significance of any underlying factors that may influence performance
- commentary should assist the user to follow trends in performance
- technical terms and jargon should be avoided

## Users of performance information

Achieving the right balance of performance measures will provide the organisation with a picture of the services it delivers, how well it is performing and the impact of such services and outcomes from the users perspective. In selecting and developing a suit of measures, it is essential to consider who will use the information and why. Consulting users of the information will help gauge their requirements. The following box sets out the main users of performance information and their perspectives:

Service users (residents and the local community)

- Service users need to be involved in setting the organisations priorities
- Understand service standards they can expect to be delivered, and
- Know how the landlord is performing against standards.

Service providers (staff and managers)

- Staff delivering services need to understand how they are performing, and how their actions impact on the achievement of objectives
- Managers can track performance against targets, and benchmark
- Identify trends
- Supports evidence based decision-making processes.

Executive management teams, councilors and board/ committee members

- Strategic overview of organisational performance

Partner organisations

- Supports the sharing of information to prioritise local actions
- Benchmarking where appropriate

Regulators

- Satisfied landlords are viable, well managed and delivering policy objectives.

Government departments

- Information to support the implementation and monitoring against national targets.



### Involving residents in evaluating performance data

Involving residents in evaluating data is important and goes far beyond publishing performance data in an annual performance report. It involves consulting residents using a variety of ways, inviting their views and asking them to challenge the interpretation of information provided by staff and managers. Arrangements for involving and consulting with residents should be outlined within the landlords Local Tenant Participation Strategy, and particular attention should be paid to engaging hard to reach groups.

**Further information:** A wide range of innovative options exist around the engagement and consultation of residents. For advice and guidance, see, for example:

[www.accessparticipation.org.uk](http://www.accessparticipation.org.uk)

[www.tpascymru.org.uk](http://www.tpascymru.org.uk) – particularly the [good practice awards publications](#)

[www.welshtenantsfed.org.uk](http://www.welshtenantsfed.org.uk)

[www.whq.org.uk/teg](http://www.whq.org.uk/teg)

Practice Online [www.cih.org/practice/online](http://www.cih.org/practice/online) - formerly the Housing Management Standards Manual

Developing local tenant participation strategies: guidance for implementation (WAG, 2008)

### Comparing local performance with partners

The need for co-operation and effective linkages between local landlords should not be underestimated if the achievement of locally agreed aims and objectives are to be met. All landlords and agencies need to be confident in, and trusting of, each other to share information openly, especially that relating to poor performance and have confidence that data is being compared on a 'like for like' basis.

Comparing performance with similar organisations is a useful tool for assisting landlords to understand their own level of performance, and draw comparison between other landlords operating within a local area.

Effective benchmarking will support landlords to:

- undertake performance comparison with peers
- gain a wider understanding of current sector standards
- identify strengths and weaknesses
- learn from better performing landlords and / partners
- demonstrate the organisation's performance in the context of other landlords

The Wales Social Landlords Anti Social Behaviour Forum (open to Welsh local authorities and RSLs) is ideally placed to enable landlords to share and compare quantitative and qualitative information about all aspects of ASB.

And finally .....

Any performance improvement framework needs to be evaluated periodically to ensure that it remains fit for purpose. Performance indicators should be reviewed to ensure they remain effective and up-to-date, in addition to reflecting the demands of the **Wales Housing Management Standard for Anti-Social Behaviour** and emerging good practice.

The Wales Housing Management Standard for Tackling Anti-Social Behaviour:  
Guidance for implementation

# SECTION THREE

## The seven commitments





## 3.1 Introduction

This section provides practical guidance on each of the seven commitments contained within the **Welsh Housing Management Standard for Anti-Social Behaviour**. For each, the commitment is set out followed by advice on delivering the commitment and its component building blocks. We have included practical examples where appropriate as well as signposting to relevant documents and sources of information. The guidance does not set out to be definitive - there are many documents and web-based sources of advice on ASB – however, it does seek to bring together a range of information in order to support the implementation of the standard.

## 3.2 Commitment 1 - Commitment, leadership and accountability

### 3.2.1 The commitment

Landlords should make public their commitment to dealing with anti-social behaviour so that tenants will know they will take incidents of anti-social behaviour seriously; are aware of what their landlord will do to deal with antisocial behaviour; and know what steps they can take if their landlord doesn't do what it says it will do.

#### **Building Blocks**

- demonstrable commitment to preventing and tackling anti-social behaviour and creating a culture of respect (e.g. developing a range of remedies which cover prevention, rehabilitation and support measures and capturing these within relevant strategies and plans)
  - backing up commitment by aligning capacity and resources and providing value for money (e.g. cross organisational working arrangements where smaller organisations use the resources of larger ones with specialist services)
- assignment of responsibility within local partnerships so that everyone delivering services is clear about their role and what is expected of them
  - seeking out good practice and developing new approaches
  - using tenants to assess landlords' anti-social behaviour policies and procedures' compliance with the Wales Standard as part of the registration process
  - 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 (e.g. through Best Value or Wales Programme for Improvement measures)
  - commitment to robust policies of zero tolerance towards abuse of staff, resident representatives and voluntary workers in delivering their functions

#### **Working with partners**

Working with partner agencies at strategic and operational levels including:

- developing and/or contributing to service delivery protocols where appropriate
- active and effective participation on local partnerships, including Community Safety Partnerships where feasible and neighbourhood level structures where they operate (e.g. regeneration partnerships)
- information sharing
- appropriate links between anti-social behaviour strategies and other strategies including local housing strategies, local homelessness strategies, Supporting People, BME Housing Action Plans, local resident participation strategies and other community safety/cohesion strategies or plans



### 3.2.2 Delivering on Commitment 1 - Commitment, leadership and accountability

Social landlords have an important role to play in the community to tackling ASB and its causes, and communicating these intentions publicly. The **Wales Housing Management Standard for Tackling Anti-Social Behaviour** provide landlords with a set of commitments that they can aspire to and promote to residents the standard of ASB services that can be expected. Delivering the standard requires strong corporate commitment and leadership that is supported with sufficient resources and organisational capacity, and clear lines of responsibility and accountability.

#### Corporate commitment and accountability

Corporate commitment is about the extent to which the organisation is working 'as a whole', to provide effective, and improving, ASB services. A corporate culture that supports improvement, with widespread councillor or board member and senior manager commitment, is essential to ensure that landlords respond effectively to the requirements of the **Wales Housing Management Standard for Tackling Anti-Social Behaviour**.

Accountability is the principle by which landlords take responsibility for their actions and performance and may be required to explain them to others, eg residents and other stakeholders. Accountability also requires individual staff and managers to be clear about their role, what is expected of them and to take responsibility for their own performance.

Effective commitment, leadership and accountability will ensure that there is a coherent strategic approach to ASB within the organisation that is clearly linked and complementary to wider organisational plans and strategies and which is being delivered at the front line. The benefit of strong commitment, leadership and accountability include:

- clear leadership and responsibility
- organisational capacity and the availability of necessary resources
- organisational clarity in relation to priorities for action
- partners, individual staff members and residents understand what is required of them, and have influence in the development and delivery of services
- residents have clarity about the services they can expect, and the recourse available to them when levels are not met
- increased confidence in the landlord

In contrast - poor corporate commitment, leadership and accountability can result in:

- lack of coherence with other plans and strategies, allowing competing demands within the organisation taking precedence
- political or management reluctance to release resources
- undeveloped or poor-performing partnerships with other agencies
- de-motivated staff
- resident scepticism

Whilst there is considerable expectation from residents of social landlords to take action to tackle reported ASB; there is also an increasing expectation that landlords, particularly those who are the main provider of housing in an area (or have a significant presence in a locality) should be taking a pro-active role in working closely with local authorities and other key local agencies to achieve positive results within communities.

While all landlords will need their own organisational strategy for tackling ASB, it is important that they understand where they fit into the wider local authority corporate strategy, in order to develop and a deliver comprehensive operational response to the problems experienced within an area.



## Self-assessment

The following questions are designed to challenge landlords to seriously consider whether they have the sound corporate 'engine' in place to drive excellent services and work effectively with residents, partners and other stakeholders to deliver outcomes. As part of the exercise it is important to consider what evidence is available to support positive responses to self-assessment questions, and how these are communicated to residents and staff. The questions have been divided into the following four areas:

- strategic framework: To assess whether the organisation has in place all of the key strategic aspects required to tackle ASB effectively.
- supporting service delivery: To assess whether staff are adequately supported in dealing with ASB, and how effective partnerships are likely to be
- performance management and improving services: Examines existing arrangements around the use of performance data to inform decision making processes
- accountability to, and empowering, residents: Assesses genuine accountability to residents and stakeholders, and the facilitation of resident engagement.

### Self-assessment questions: strategic framework

1. Has your approach to tackling ASB and your response to the **Wales Housing Management Standard for Tackling Anti-Social Behaviour** been considered by the relevant Board/Cabinet/Committee?
2. Do you have clear and challenging objectives for preventing and tackling ASB?
3. Are your objectives based on a shared understanding with other partner organisations of local needs?

4. Have you agreed clear priorities within your objectives, in response to residents needs and in consultation with residents, staff and other stakeholders?
5. Is there a robust strategy in place to deliver your priorities? Are there clear links between action plans and ASB strategic priorities?
6. Are there clear and agreed targets for improvement?
7. Has your ASB Strategy been reviewed in the last 12 months? Did this involve discussion at corporate management team/senior management team?
8. Are existing resources sufficient to achieve your objectives, sustain performance improvement?
9. Is there a 'joined-up' approach in terms of your ASB strategy and other strategic responsibilities (eg promoting equality and diversity, community cohesion, Supporting People, homelessness)
10. Have councillors/board members and staff throughout the organisation been briefed on the **Wales Housing Management Standard for Tackling Anti-Social Behaviour** and what the standard means for them?

### Self-assessment questions: supporting service delivery

1. Has there been adequate training for managers and staff responsible for delivering ASB services on:
  - a. the **Wales Housing Management Standard for Tackling Anti-Social Behaviour**
  - b. Your organisational ASB strategy, and
  - c. Organisational policies and procedures
2. Is there clear accountability and decision making to support service delivery and continuous improvement?

# The Wales Housing Management Standard for Tackling Anti-Social Behaviour: Guidance for implementation

3. Are councillors/board members and senior managers involved in key local partnerships to ensure an effective multi-agency approach?
4. At an operational level, are staff working with external agencies to provide an integrated and seamless service?
5. Are there service delivery and information sharing protocols/procedures in place to aid partnership working?
3. Do partners exist through which joint commitment can be promoted to a wider, tenure neutral audience?
4. Do you understand the concerns of your residents about ASB?
5. Can efforts be focused towards reaching traditionally difficult to reach or vulnerable groups, or targeted towards individuals or groups known to be at greater risk of experiencing ASB?

## Self-assessment questions: performance management and improving services

1. Is performance on tackling ASB regularly reported to the Board/Cabinet/Committee and residents?
2. Is knowledge about performance used to drive continuous improvement?
3. Do you benchmark processes, costs and outcomes with other landlords?
4. Do you actively seek out, and adapt good practice as appropriate, within your own organisation?
5. Are your financial systems able to accurately record the costs of tackling ASB?
6. Are decisions made on robust assessments of cost effectiveness/value for money?
6. Are residents genuinely involved in setting service priorities, standards, performance targets and shaping future services?
7. Are there processes in place to facilitate resident involvement in the review of your performance on ASB? For example;
  - a. Involvement in the analysis of customer satisfaction and complaints feedback
  - b. Mystery shopping, both for your own organisations and in partnership with other landlords
  - c. Resident scrutiny panels
  - d. Resident-led self-regulation<sup>6</sup>
8. Do residents understand how they can challenge the organisation in situations where standards and levels of service fall short of expectations?
9. Is performance information reported in such a way as to facilitate the active involvement of residents?

## Self-assessment questions: accountability to, and empowering, residents

1. Are Face the People sessions held in response to issues raised by local communities, and action taken as a consequence?
2. Are your residents and the local community aware of the **Wales Housing Management Standard for Tackling Anti-Social Behaviour**, and informed about the commitments you have made?
10. Do you provide information to enable residents to compare your performance with that of other landlords?

<sup>6</sup> *Leading the Way: Achieving Resident-driven Accountability and Excellence* (CIH) 2007 provides a robust approach to effective resident empowerment that links to regulation.



11. Are residents able to have a meaningful input into improvement planning? Have you consulted them on different solutions/approaches?
12. Do your efforts to engage residents ensure that nobody is excluded through language or other barriers?
13. Do you undertake capacity building for residents so they are better able to participate?
14. Are there any enhanced opportunities for resident to be involved in the shaping and delivery of ASB services?

#### **Practice example 4**

Supported by a Tenant Empowerment Grant, Carmarthenshire County Council tenants worked with TPAS Cymru to develop a tenant inspector programme. The project included the development of a [tenant inspector toolkit](#)

The tenant inspectors themselves chose which services they look at each year – during 2009/10, they will look at waste services, repairs, tenant participation and estate improvements. They have not yet looked at ASB services.

[Source: Carmarthenshire County Council]

#### **Practice example 5**

Golden Gates Housing's tenant inspector group has been working for over five years on programmed inspections of services. The expectation is that every relevant area of the business is tested by the tenant inspectors each year.

During 2007/08, issues identified in relation to ASB included environmental issues related to fly tipping, tyre disposal and graffiti and issues around noise nuisance and pets. Changes made as a result of the feedback from the tenant inspectors included ensuring PCSOs are proactive in relation to graffiti and fly tipping (Golden Gates Housing part funds some PCSOs).

During the year, tenant inspectors also attended a job shadowing/training session with ASB officers during which they had an opportunity to develop their understanding of the processes in place, as well as provide feedback from a customer perspective.

Further information, including the report of the work of the tenant inspectors during 2007/08, is online [here](#)

[Source: Golden Gates Housing]

# The Wales Housing Management Standard for Tackling Anti-Social Behaviour:

## Guidance for implementation

### Finding out about resident satisfaction

When social housing landlords are developing and monitoring their ASB services, it is important to understand the residents' experiences and perspective as service users in order to prioritise resources and improve services. Surveys are one way of gathering this information, and provide valuable feedback in a comprehensive and consistent manner. However, landlords should take a holistic view to conducting surveys. The completion of specialist surveys of ASB services should be carefully aligned and programmed for completion with any other surveys being undertaken by different housing management departments in order to avoid customer survey fatigue.

The two surveys commonly used by landlords to measure customer satisfaction are:

- resident perception survey – this can be applied to estates, neighbourhoods or postcode areas, either by a single landlord or in partnership with other landlords in a local area. It examines the perceptions and general attitudes of residents towards ASB and safety in their local area. Optional questions can be added to assess residents' awareness of ASB projects undertaken by the landlord, and the impact of those projects in tackling ASB. The perception survey also asks respondents that have been affected by ASB and have not reported it to their landlord to indicate why. This type of survey provides landlords with residents views in relation to:
  - concerns about ASB in the local area
  - perceptions of safety, and
  - judgments in relation to improvement or deterioration in the local area over time
- complainant satisfaction survey – designed to be answered by all complainants once their case has been closed. The survey provides landlords with an understanding of customers' perspective and experiences when reporting incidents of ASB, and measures resident satisfaction with:
  - the way the ASB complaint was handled
  - the outcome of their ASB complaint
  - ease of ASB reporting
  - case management response times
  - support measures offered
  - likelihood of reporting further ASB in the future

Survey results should be considered in conjunction with 'internally generated' performance data, and feedback gathered from wider customer involvement activities to ensure a balanced interpretation of performance.

In addition, some landlords also undertake surveys of perpetrators of ASB.

#### Practice example 6

Charnwood Neighbourhood Housing provides an online resident perception survey on ASB. The survey enables the organisation to find out about the extent of ASB in different areas and whether the actions it is taking are making any difference. As well as some general questions about how people feel in their local area, the survey asks how much of a problem various aspects of ASB are, whether the respondent has been affected by ASB, whether they reported this to their landlord and their awareness of relevant services.

The online survey is available at [www.cnh.org.uk/resident-perception-survey.html](http://www.cnh.org.uk/resident-perception-survey.html)

[Source: Charnwood Neighbourhood Housing]



### Practice example 7

Wales and West Housing Association seek feedback from the perpetrators of ASB through a simple questionnaire which asks for their views on:

- whether things were explained clearly to the tenant, including any breaches of tenancy
- whether any support needs were identified and how these were responded to
- whether they were kept informed
- whether they were treated fairly
- the time it took to complete the investigation
- whether they were advised of the outcome in writing
- how they would describe the overall service

[Source: Wales and West Housing Association]

### Effective partnerships

In order to achieve long term sustainable solutions to the prevention of ASB and crime, social landlords need to work closely with local communities, other agencies and landlords to develop an effective multi-agency approach to local problems, and a shared approach to problem solving and information sharing.

Partnerships take a variety of different forms and can exist at any level to address different problems or purposes. Partnerships range from strategic partnerships covering a large local authority area with multiple partners, to partnerships developed at a local level to provide support to individual perpetrators. Informal partnership arrangements frequently exist on estates between front line housing officers and community beat officers, residents and local community groups.

It is possible to identify three main levels of partnership as follows:

- partnerships for tailored support - multi-agency arrangements designed to respond to individual cases, often providing tailored support packages to meet the needs of individuals. Given that households involved in ASB often have complex social and psychological support needs, or can be described as vulnerable, landlords should have established partnerships with the range of agencies that can provide specialist support services, such as alcohol, drug services, and mental health services
- operational partnerships - designed to operate and deliver outcomes at a local/neighbourhood level or focus on specific issues of concern
- strategic partnerships - operate at a wider level, commonly covering a local authority area. Membership comprises senior representatives from statutory agencies such as the police the local authority, housing, education, and the probation service and health service. The main function of strategic partnerships is to agree strategic priorities to promote community safety. Community Safety Partnerships are a common example of a strategic partnership

### Community Safety Partnerships (CSPs)

Crime and ASB are complex problems caused by a variety of social and economic factors. In order to identify and respond to the issues that are important to each area and determine local priorities, Community Safety Partnerships bring together different parts of the community, and utilise the expertise and understanding of the area, to support the development of an holistic and cohesive strategy to tackle both the impact and causes of crime.

# The Wales Housing Management Standard for Tackling Anti-Social Behaviour: Guidance for implementation

Section 5 of the Crime and Disorder Act 1998 (as amended by the Police Reform Act 2002) determined that every local area is required to have a Community Safety Partnership. Currently in Wales there are 22 Community Safety Partnerships, one for each local authority area. The Police and Justice Act 2006 also introduced the following changes:

- introduced a duty on housing associations to co-operate with CSPs
- placed a duty on responsible authorities and probation committees to share information for the purposes of reducing crime and disorder
- introduced National Standards for CSPs
- the crime reduction requirement was broadened to include ASB, substance misuse and behaviour that adversely affects the environment

While most social landlords are aware of the potential benefits of joint working, in practice forming successful partnerships with other organisations can be time consuming and difficult to achieve. Many partnerships struggle to develop relationships of trust, and work can be hampered by poor co-ordination of initiatives, weak leadership and lack of direction from the strategic body. Landlords who have developed successful multi-agency partnerships stress the importance of political commitment to establishing and maintaining partnerships, as well as the support of key officers at both an operational and strategic level.

Close working arrangements between housing officers and community safety teams can ensure that working patterns are streamlined to avoid duplication and standardised reporting and monitoring arrangements are in place. In practice, partnership working is dependant on partners being able to understand and negotiate around different organisational cultures, with different agendas and budget limitations to identify and achieve common goals.

## Checklist

The following checklist can be used to identify strengths, weaknesses, and areas for improvement of existing partnership arrangements:

- Are all key agencies, community groups and residents actively involved in the partnership?
- Are there clear lines of communication between all agencies and residents?
- Is there an agreed set of strategic goals, based on the needs and expectations of communities? How is this evidenced?
- Is there a strategy that sets out how each of the goals will be achieved?
- Are there agreed performance indicators linked to overall goals which enable progress and success to be measured?
- Is there an agreed action plan(s) for the next 12 months, with attributed roles and responsibilities for each partner and clearly defined, measurable targets?
- Are there clearly defined information sharing protocols and data exchange procedures in place?
- Is evaluation of delivery against targets reviewed on a regular basis?
- Are working practices streamlined, to avoid duplication?
- Are standardised reporting arrangements in place?
- Is partnership working at a day to day operational level encouraged? For example:
  - joint publications / promotion
  - joint staff training
  - resident events / conferences
- Is there a commitment from all parties to ensure continuity of membership?



## Further information

### Community Safety Partnerships in Wales

Up to date information on each of the 22 Welsh CSPs and details of current activities and initiatives is available online at:

<http://new.wales.gov.uk/topics/housingandcommunity/safety/partnerships/yourlocal?lang=en>

Detailed advice and guidance on the development of Community Safety Partnerships and multi-agency partnership working is available from the Home Office website: <http://www.crimereduction.homeoffice.gov.uk/partnerships/partnerships001.htm>

### Partnership working

Information on the diverse range of partnerships developed since the Crime and Disorder Act came into force can be found in the Living in Harmony Toolkit (Welsh Assembly Government) revised 2004: <http://new.wales.gov.uk/topics/housingandcommunity/housing/social/management/antisocialbehaviour/livinginharmony?lang=en>

### The Substance Misuse Action Fund

Government funding is currently used to educate people about the dangers of substance misuse, provide treatment for those with addiction problems, advice and support for the families and crack down on the availability of substances. The Safer Communities Fund funds Community Safety Partnerships in Wales to deliver projects tackling youth crime, gangs and the illegal supply of drugs. Further information is available from the Welsh Assembly Government at:

<http://new.wales.gov.uk/topics/socialjustice/strongsafecommunities?lang=en>

## Information sharing

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.

Section 115 of the Crime and Disorder Act 1998 enhanced the status of housing associations thereby allowing for the exchange of information where disclosure is relevant to the purpose of any provision of the Crime and Disorder Act, for example in the pursuit of ASBOs. All social landlords are therefore able to ask the Police for information such as:

- details of cautions or convictions for an individual
- drug warrants executed
- police call out logs to a specific address

It is therefore vital that landlords have in place signed protocols that allow for the disclosure of information between relevant agencies, to accommodate emergency situations.

Information sharing protocols set out agreements allowing for information from different sources to be shared between parties. Whilst such protocols can greatly assist local authorities, landlords and other agencies tackle ASB and prevent crime developing information sharing protocols can be difficult, particularly for landlords operating in a number of different geographical areas.



# The Wales Housing Management Standard for Tackling Anti-Social Behaviour:

## Guidance for implementation

### Checklist

An effective protocol should include:

- a list of all organisations involved in sharing the data
- the name of officers responsible for ensuring compliance
- the type of information authorised to be exchanged
- the process for exchange, and agreed timescales
- details of how data will be held securely
- the reasons for data sharing
- how complaints will be managed
- the signatures of all parties

Many multi-agency partnerships or Community Safety Partnerships have yet to fully develop, centralised data collection systems. Even with effective protocols in place, differences in the data recorded and IT recording systems can hinder the exchange of information.

The following can help improve data sharing:

- holding discussions with other local agencies and landlords to agree interpretations of ASB categories and agreed working definitions
- joint working to minimise IT problems
- providing clear guidance and training on data protection to all partners
- consistent use of common surveys to establish a base line, and facilitate long-term outcomes and trends

**Adapted from:** *Tackling ASB in Scotland: An Action Framework for Social Housing Practitioners and Governing Bodies* (2008) CIH.

### Further information

A specialist toolkit on developing Information Sharing Protocols, which included a template protocol, is available on The UK Home Office Crime Reduction website: [www.crimereduction.gov.uk/infosharing\\_guide.htm](http://www.crimereduction.gov.uk/infosharing_guide.htm)

Guidance on sharing personal and sensitive information on children and young people at risk of offending is available to download from the [Youth Justice Board website](http://www.youthjusticeboard.gov.uk)

Legal guidance on the Data Protection Act 1998 is available from the Information Commissioner at: [www.ico.gov.uk](http://www.ico.gov.uk)



## 3.3 Commitment 2 - Empowering and reassuring residents

### 3.3.1 The commitment

#### Purpose

Effective responses to anti-social behaviour will involve the input and cooperation of local people – this will not happen if they are ambivalent or unsure about their landlord's commitment to dealing with anti-social behaviour. Landlords and the community need to work in partnership and with residents being given the opportunity to input into decisions which affect them and their communities. Engagement and effective communication will serve to reassure and empower communities.

#### Building blocks

- involving residents, including young people, in setting local priorities as part of social landlord local resident participation strategies
- delivering regular, meaningful and accessible feedback sessions on issues of local concern involving partner agencies where appropriate (e.g. 'Face the People' sessions)
- engaging residents in developing and agreeing local standards of conduct (e.g. through Good Neighbour Agreements)
- facilitating 'community led audits' of anti-social behaviour hotspots and environmental problems (e.g. estate walks to identify graffiti and fly-tipping)
- providing residents with regular updates of actions landlords and partner organisations have undertaken to tackle anti-social behaviour (both positive activities and use of enforcement action) and how they might be involved in delivering solutions (e.g. leaflet drops etc).

- promotion of what is expected of the community in terms of tolerance, challenging, engaging in mediation, pro-actively seeking Estate Agreements, being effective witnesses and engagement in community projects
- publicise use of enforcement tools (general or specific uses where appropriate) so that the community is reassured and is aware of any terms so they can help report suspected breaches
- tailoring services to take account of barriers to participation so that no one is unduly excluded
- rewarding positive 'community minded' behaviour (e.g. sponsoring activities for young people who contribute to the community or who successfully address their behaviour and in recognition of residents who are prepared to take a stand and support action to tackle anti-social behaviour)

#### Working with partners

- *working with partner agencies and the local media to promote action/successes in tackling anti-social behaviour (e.g. encapsulated in a multi-agency communications strategy)*
- *linking tackling anti-social behaviour and broader area-based work on community capacity building and community cohesion (e.g. facilitating projects to foster inter-generational understanding or community wide mediation to resolve local issues that generate tensions within a neighbourhood)*
- *working independently or with partner agencies to engage young people in constructive and purposeful activities (e.g. volunteering, community clean ups, sports and the arts and activities during school holidays)*

### 3.3.2 Delivering on commitment 2 Empowering and reassuring residents

Citizen and resident empowerment is fast becoming an important policy area across all government departments, with citizen empowerment recognised as an integral part of delivering services that are tailored to the needs of consumers. Recent research<sup>7</sup> conducted also indicates a positive link between landlords most keen to involve their residents and tenants satisfaction levels

Residents play a vital role in helping landlords shape and deliver effective ASB services. Landlords should offer a wide range of opportunities for tenants and residents to engage with the landlord, and maximise the contribution of residents to improve services in conjunction with the organisations Local Tenant Participation Strategy.

Resident empowerment enables residents and service users to hold the organisation to account over poor performance. In empowering residents, landlords should encourage their full engagement. For example, through agreeing priorities and performance targets, receiving meaningful feedback on performance and providing input into improvement planning.

#### Further information

The Assembly Governments **National Tenant Participation Strategy for Wales** (2007) and guidance **Developing Local Participation Strategies** (2008) provide detailed guidance for social landlords on implementing tenant participation strategies and maximising the contribution of tenants as a service improvement tool.

Both publications can be downloaded from [the Welsh Assembly Government website](#)

#### The development of partnerships at an estate or local level

Encouraging community involvement and engaging residents is a key part of ASB work.

Of equal importance to building strategic partnerships with key agencies, there is a need to encourage informal community based partnerships that operate at an estate level to address specific local problems, for example to address concentrations of worklessness, high proportions of vulnerable individuals or social deprivation.

#### Good Neighbour Agreements

Generally Good Neighbour Agreements are voluntary agreements between landlords and their tenants, although they can be used between Community Safety Partnerships and local residents. They reinforce the importance of abiding by tenancy conditions to new tenants, and support clauses in tenancy agreements that set out what is expected of tenants as good neighbours.

A good neighbour agreement can also be referred to as an:

- Estate Agreement
- Neighbourhood Agreement
- Residents' Charter
- Tenant Charter, or
- Tenant Code

<sup>7</sup> Searching for the Impact of Empowerment (2008) Ipsos MORI



### **Practice example 8**

Wales & West Housing Association (WWHA) uses estate agreements as one means of preventing and tackling ASB and has found them to be effective. A set of conditions agreed by residents setting out behaviour that is accepted as appropriate by all signatories, estate agreements offer a resident-led solution to addressing ASB at a local level.

Estate agreements are never formally enforced; residents themselves create the standards which are about collective responsibility and creating a list of standards based on residents being considerate to their neighbours.

WWHA acknowledges that estate agreements address the symptoms, not the causes of ASB. Therefore, they are not implemented in isolation, but often in conjunction with other initiatives such as community activities, neighbourhood watch and area improvement plans

Area improvement plans involve residents giving their views through a variety of methods including formal meetings, through which they can identify what are the most important and necessary improvements for their estate, which are then put into a plan and dates set for completion.

[Source: Wales and West Housing Association]

# The Wales Housing Management Standard for Tackling Anti-Social Behaviour: Guidance for implementation

## Neighbourhood agreements

Neighbourhood agreements support good working relationships between service providers and the community, enhance accountability and encourage resident engagement. The following table sets out the key aims of a neighbourhood agreement and the role residents and service providers play:

Neighbourhood Agreement Aims	The role of tenants and residents groups	The role of service providers
Inform residents about who provides local services	To make sure the agreement works	Deliver services to agreed levels of quality
Improve services through use of regular feedback from residents, joint working between service providers, and special initiatives involving residents	To ask for monitoring information on all services covered by the agreement	Work with residents to improve understanding and delivery of services
Inform residents about the levels of service they can expect, and to ask residents if these are being met	To keep residents informed via regular meetings and newsletters	Provide regular monitoring information
Provide residents with the opportunity to monitor service standards and give service providers feedback on the quality of their services.	To invite service providers to residents' meetings to discuss particular concerns	Attend residents' meetings to discuss progress
Support community development	To work with service providers to continuously improve services	Take an active part in making the agreement work
Strengthen the partnership between residents and service providers and affirm that ASB will not be tolerated.		Ensure the agreement works.

**Adapted from:** *Tackling ASB Action Frameworks for Governing Bodies, Housing Committee Members, Residents and Social Housing Practitioners* (CIH) 2006



### Rewarding positive/community minded behaviour

Some social landlords offer a range of incentives or rewards to tenants to promote positive behaviour. When considering the implementation of such a scheme, landlords should establish a clear understanding of what is hoped to be achieved through its introduction and the desired outcomes, in order to measure its success. For example:

- to improve tenants behaviour
- to tackle difficult to let stock, or
- to improve general tenant satisfaction levels

A key factor to the success of such schemes is working with residents to identify incentives and rewards that they value.

#### Practice example 9

Hillingdon Homes' Community Recognition Panel comprises two service user representatives along with representatives from the organisation's Community Housing, ASB and Customer Involvement Services and the police.

The panel has set itself clear goals as part of recognising and rewarding the work of individuals and groups. These include:

- promoting incident reporting generally
- promoting the reporting of specific forms of ASB that are known to be under-reported such as racial harassment and other forms of hate crime
- recognising the contributions made by individuals and communities to achieving successful outcomes in relation to ASB enforcement work
- promoting increased recycling on estates and working to address fly tipping
- recognising all forms of community minded behaviour within local neighbourhoods that promote the concept of 'Respect'

As part of its work, every three months, the panel considers nominations for community recognition.

[Source: [Hillingdon Homes](#) ]

#### Practice example 10

Joseph Rowntree Foundation research looked at two schemes designed to reward young people over the age of 11 for positive behaviour and taking part in community activities. Based in Bradford and York, both schemes were based around young people collecting 'points' through activities such as dog-walking, litter-collecting, and helping out at community events, then using the points to claim rewards such as meals out, and trips to the cinema and visitor attractions.

Both schemes identified the following aims for their projects:

- stimulating a greater appreciation of the positive contribution young people can make
- improving young people's self image through rewarding positive behaviour
- reducing young people's involvement in ASB, and
- increasing tolerance amongst adults of the visible presence of young people in the community

The greater success of the Bradford scheme was attributed to a number of factors including greater clarity of aims, more significant rewards (equivalent to around £5 per hour), level of staffing resource to develop and maintain the scheme and local context/history.

The research report and associated good practice guide is available online at [www.jrf.org.uk/publications/rewarding-young-people-pro-social-behaviour](http://www.jrf.org.uk/publications/rewarding-young-people-pro-social-behaviour)

[Source: Joseph Rowntree Foundation]

# Guidance for implementation

## 3.4 Commitment 3 - Prevention and early intervention

### 3.4.1 The commitment

#### Purpose

Landlords can play an important part in introducing measures aimed at preventing anti-social behaviour from occurring. Where it does, addressing problems quickly often gets the best results.

#### Building Blocks

- ensuring tenancy agreements and leases meet Office of Fair Trading (OFT) guidelines and contain clear prohibitions on anti-social conduct – linked where appropriate with Good Neighbour Agreement
- running user-friendly sign-up meetings for new residents to include a clear explanation of landlords policies on anti-social behaviour, how problems will be addressed, what is expected of the resident and what they can expect of you in return
- undertaking full assessments of any potential problems that may require tenancy support when entering into new tenancy agreements and ensuring that the support needs are met
- regularly reviewing allocations and lettings policies to ensure issues of anti-social behaviour are accommodated (e.g. a balanced approach to lettings which takes account of the need to meet housing need and create sustainable communities) sensitive lettings to avoid potentially problematic situations)
- adopting introductory or starter tenancy schemes
- designing out anti-social behaviour through environmental gating schemes and improvements (e.g. alley gating, security lighting)
- using early intervention tools like Acceptable Behaviour Contracts (and Parenting Contracts if available) linked to provision of support where appropriate
- providing clear warnings backed up by evidence of past action taken against perpetrators of anti-social behaviour
- taking swift action on environmental damage (e.g. rapid removal of graffiti and clearance of fly tipping) to give a strong signal that action will be taken
- taking swift action in relation to harassment and hate crime

#### Working with partners

- developing common policies around restricting access to housing due to unacceptable behaviour and/or reflecting an agreed approach (including identifying support needs and how these may be met) in formal nomination agreements
- providing evidence to partner agencies and working with them to identify anti-social behaviour hotspots and areas where incidents appear to be emerging and contributing to the delivery of tailored strategies to address these problems
- working with partner agencies to provide a visible presence in hotspots (e.g. community support officers/police and wardens patrols)
- working closely with warden schemes where available including sponsoring schemes where possible
- working with supported housing organisations in cases where anti-social behaviour is the result of unmet support needs
- publicise / positively promote the good work / early intervention that takes place throughout Wales in tackling anti-social behaviour through partnership working



### **3.4.2 Delivering on Commitment 3: Prevention and early intervention**

ASB can seriously damage the quality of life for residents, both from being a victim of crime or through the fear of crime, and there is considerable expectation from residents of social landlords to take action to tackle reported ASB. ASB is however a very complex problem that can only be tackled effectively through the development of a range of complimentary actions, which when used swiftly can reduce or prevent further incidents from occurring. Early intervention can be extremely successful at preventing the escalation of problems, and reduce the need for costly enforcement action. While landlords must operate within the aims and objectives of their own organisation strategy for tackling ASB, it is of equal importance to work closely with local authorities and other key local agencies around the provision of effective strategies and services that deliver a comprehensive operational response to problems within an area.

#### **Prevention**

The prevention of ASB covers a broad range of activities, with most landlords already undertaking a variety of prevention focused activities to reduce and prevent ASB in local communities. Swift action to diffuse situations where activities may be misconstrued as ASB alongside the provision of support to perpetrators to help change behaviours can both help to stop nuisance behaviour, or even prevent it from starting in the first place. Where possible, landlords should engage with specialist support agencies already providing this type of support, to ensure that key specialist staff are involved with perpetrators at the earliest opportunity.

In addition landlords have a key role in working with residents and the wider community to encourage responsible behaviour and tolerant citizens, the use of effective lettings policies, tenancy terms and conditions can all help to reinforce messages around expectations of behaviour and the promotion of tolerance.

Prevention activities include:

- exclusion from rehousing of known perpetrators of ASB
- pre-tenancy assessment to identify risk or vulnerability and align support
- use of starter/introductory tenancies
- use of sign up interview, and tenancy terms and conditions to reinforce ASB messages
- support initiative and projects that promote community cohesion
- reward community-minded behaviour
- use of Good Neighbour Agreements and Neighbourhood Warden Schemes
- provision of diversionary activities for young people
- the creation of a physical environment where ASB is less likely to arise in the first place
- targeted action on problematic estates
- publicising activities and initiatives in relation to tackling ASB
- empowering residents to use self-help options to resolve low level ASB issues where appropriate
- swift response to environmental problems such as; vandalism, graffiti, litter and fly-tipping
- security improvements such as; improved lighting, gating schemes, CCTV
- agree local lettings plans/policies that contribute to and reinforce stable and sustainable communities
- co-ordinate preventative services in partnership with local authority and other agency services, such as debt advice, drug and alcohol rehabilitation programmes, and diversionary activities for young people
- work with local schools and youth services
- use local media to promote public awareness of ASB and ways of addressing it



### Practice example 11

Your Homes Newcastle's Preventing Evictions Protocol is a partnership agreement between Newcastle City Council, Your Homes Newcastle, housing associations, and Supporting People. The overall aim of the protocol is to prevent homelessness, one dimension of which is to ensure that vulnerable people are not set up to fail by being given a tenancy they cannot cope with; risks are identified, and support and other arrangements put in place from the start of a tenancy. The protocol provides practical advice on potentially vulnerable groups and where to look for information to identify if an individual falls into any of these groups.

Pre-tenancy action in relation to vulnerable tenants includes:

- identifying support needs at the application stage
- by the time that an offer of accommodation is made, identifying who is vulnerable and in need of support to maintain a tenancy, collecting further information, making contact with other agencies and putting a flag on the tenancy record, and, where there are serious concerns, setting up a case meeting and agreeing an eviction prevention plan

The protocol is available online at [Your Homes Newcastle](#)

[Source: Your Homes Newcastle]

### Practice example 12

Three Valleys Housing uses a Street Teams approach as part of its work to maintain attractive environments on estates. These involve all staff for half a day once a month. Every quarter, 35 teams of staff inspect all estates, produce records and an action plan. From these, specific estates are targeted for eight 'star' action days where the same staff work on the estates to tidy, litter pick, consult residents and do minor repairs. These highly visible inspections raise the profile of the association and help improve the estate environment.

[Source: [Audit Commission Inspection Report](#)]

### Practice example 13

The Regenda Group worked with Garstang High School in Lancashire to establish a fully integrated inclusion unit within the school. This included employing specialist behaviour staff to manage, monitor and respond to poor behaviour across the whole school. The project set out to establish a firm but fair behaviour management process, which helped to identify students for whom targeted support and therapy would be appropriate. A project manager, an Inclusion Centre Manager and an Inclusion Centre Assistant were employed, each with specialist experience of behaviour management. Space within the school was set aside and furnished as an integrated inclusion unit.

The Regenda Group provided £210,000 to establish the unit. Exclusions from the school reduced fourfold and in-class behaviour and the reputation of the school improved significantly.

[Source: CIH (2009) [Housing, Schools and Communities](#)]



### Further information

Detailed Home Office advice and guidance on the range of preventative measures available to tackle ASB can be found [here](#)

### Allocations and lettings

For all landlords, tension exists in the allocation of properties between achieving a sustainable long-term let and the wish to relet an empty home as quickly as possible. With such a diverse customer base matching the right person to the right property whilst providing equality of opportunity can be a difficult balancing act. The importance of common sense allocations cannot be stressed enough. Landlords should avoid the temptation to make a quick letting which risks the creation of an unsustainable tenancy, or increase the likelihood of incidents of ASB occurring. Effective pre-tenancy risk assessments will help landlords identify, and provide effective tenancy support where necessary to vulnerable people. Careful consideration should be given to the numbers of tenancies allocated to vulnerable individuals and the organisations capacity to provide support. Where the landlord does not have sufficient capacity or is unable to offer an adequate support package the applicant may find it difficult (if not impossible) to maintain the conditions of tenancy, and sustain the tenancy in the long term.

One way to help prevent ASB and disorder is for social landlords to consider whether the outcome of their allocation practices and policies are creating a neighbourhood mix that contributes to problems of community conflict. For example, factors such as age, gender and family composition can result in neighbour conflicts or a clash of lifestyle over issues such as children playing or noise nuisance if overlooked. Developing common allocations policies in conjunction with other local social landlords will strengthen the outcomes of any local lettings policy aims and objectives and support the creation of mixed, sustainable communities.

### Exclusions

Two different mechanisms may be used to control access to social housing by anti-social households, this involves either excluding households for a period of time, under Section 160A(7) of the Housing Act 1996, or reducing their priority for housing under Section 167 of the same act. Section 14 of The Homelessness Act 2002 repealed the power to make blanket exclusions of categories of people. This means that applicants cannot be excluded automatically from housing because their circumstances 'fit' into a defined category, and each case must be judged on its individual merits.

A local authority may decide that an applicant is ineligible for housing if they are satisfied that:

- s/he, or a member of his or her household, has been guilty of unacceptable behaviour serious enough to make him or her unsuitable to be a tenant of the authority; and
- at the time his/her case is considered by the authority, s/he is unsuitable to be a tenant by reason of that behaviour.

Where an applicant is judged to be ineligible for rehusing because of unacceptable behaviour<sup>8</sup> the applicant should:

- be given written notice of the decision and the grounds of such decision The notice should be available for collection by the applicant for a reasonable period (where delivery is not possible)
- be given the right to request an internal review of the decision that is fair and compatible with the European Convention on Human Rights
- be provided with information about the ways in which any restricted access decisions may be reversed (e.g. evidence that the applicant has modified behaviour and engaged with support etc.)

<sup>8</sup> Unacceptable behaviour is behaviour of the tenant or a member of his or her household which would entitle the authority to possession under Part 1 Schedule 2 Housing Act 1985 (Ground 1 to 7, ground 8 is excluded).

# The Wales Housing Management Standard for Tackling Anti-Social Behaviour:

## Guidance for implementation

Ineligibility for housing on the ground of an applicant's ASB should be based on evidence of the behaviour and take into account whether a possession order would have been granted if the case had been entered to court. Section 16 of the Anti-social Behaviour Act 2003 requires courts to give particular consideration to the actual or likely effect which ASB has had, or could have had, on others, when considering whether it is reasonable to grant a possession order for nuisance or annoyance. The housing authority can take this into account when making a decision as to whether it is reasonable to decide if the applicant is ineligible. Other evidence might include a previous injunction or ASBO taken out against the applicant or a member of their household.

Previous tenancy enforcement action for ASB should not be taken into account if it occurred two or more years prior to the date of application and the tenant's household has conducted a tenancy satisfactorily in the intervening period.

In relation to previous convictions landlords may not ask an applicant about spent convictions and a previous conviction should not be an automatic barrier to access especially for low risk offenders. Eligibility should only be in question if there is reason to suppose that the ex-offender is likely to pose a risk to their household, neighbours and/or the wider community.

A circular for housing associations which would bring them into line with the approach that local authorities should take in relation to exclusion, was issued in draft form some time ago. The circular has never been issued in final form. However, the Welsh Assembly Government Regulatory Code for Housing Associations registered in Wales asks whether associations keep restrictions on access to their housing to a minimum by operating suspension or exclusion policies in accordance with Assembly guidance. Housing associations should follow the same approach as local authorities and ideally work in partnership with them to operate a joint exclusions policy.

All social landlords should have policies and procedures in place to deal with the exclusion of individual with a history of ASB. Where households are excluded, landlords should consider:

- how is information on excluded individuals shared with other landlords locally?
- what supportive action is offered to households excluded as a consequence of ASB?

### Further information

The report ***Am I on the list? Exclusion from and reinclusion on social housing waiting lists*** is available from the [CIH Cymru website](#)

### Using introductory and starter tenancies

Introductory and starter tenancies effectively reduce the security of tenure when tenants first move into a new tenancy. This provides the landlord with a probationary period, during which to assess whether the new tenant is able to conform to tenancy conditions, and behave in an acceptable manner. The reduced tenancy rights mean residents can be evicted more easily during the probationary period. Local authority landlords may do this through the use of 'introductory' tenancies and registered social landlords through the use of 'starter' tenancies, a form of assured short-hold tenancy.

Pivotal to the success of starter/introductory tenancies in preventing ASB is ensuring that residents understand the limited security of tenure of their tenancy, and the consequences of failure.

When considering the adoption of introductory or starter tenancies landlords should consider the following:

- given that a scheme only applies to new tenants in the first 12 months of their tenancy, what evidence is there that new tenants are causing ASB during this initial period?



- does existing ASB performance reporting information distinguish between perpetrators with starter/introductory tenancies and non-introductory tenants?
- can you clearly identify the benefits of adopting starter or introductory tenancies?
- are there sufficient staff resources to set up and effectively manage such tenancies?
- do the requirements for internal appeal make the scheme more difficult to operate than simply seeking possession in the normal way?

The main advantage of introductory tenancies is that unlike a secure tenancy, where possession for ASB is at the court's discretion, provided the landlord has complied with all the procedural requirements, the court must grant possession of an introductory tenancy when sought by the landlord. Landlords must, however, serve notice with reasons and give the tenant the opportunity to have an internal review of the decision to evict.

The Housing Act 2004 amended the provisions of introductory tenancies to permit local authorities in Wales to extend them for a further six months, providing the following two conditions are met:

- the landlord must serve a notice of extension on the tenant at least eight weeks before the original expiry date
- the tenant must either have not requested a review, or if they have, the outcome of that review must have been to confirm the decision to extend the trial period Section 125B makes provisions for reviews.

#### **Practice example 14**

North Wales Housing Association piloted the use of starter tenancies prior to their introduction in January for all new tenancies in 2006. A number of pilot areas were identified based on issues such as problems in relation to ASB and difficulty in letting properties, as well as support from residents and other agencies.

The pilots included provision for regular visits to new tenants to assist them to sustain their tenancies. The impact of the use of starter tenancies in the pilot areas was evaluated and it was found that their use had had the positive effect of helping, rather than deterring, vulnerable people.

This outcome and the views of residents expressed through various surveys resulted in the Association's decision to introduce starter tenancies for all new tenants.

[Source: [Wales Audit Office inspection report](#)]

#### **Further information**

***The Use of Introductory and Starter Tenancies – A Good Practice Note to Welsh Social Landlords*** (2004) Welsh Assembly Government, provides full guidance on the use of introductory and starter tenancies and is online [here](#)

#### **Tenancy agreements**

For all landlords wishing to take legal action against a tenant in relation to ASB, the detail will be based on the terms of the tenancy agreement. This is the main document governing the relationship between the landlord and tenant, therefore tenancy clauses or conditions that centre on dealing with ASB should be clear and detailed. This will provide clarity to tenants around the expectations of the landlord, and providing the basis of actions taken in court proceedings where conditions are breached.

# The Wales Housing Management Standard for Tackling Anti-Social Behaviour: Guidance for implementation

The content of the tenancy agreement in relation to the behaviour of the tenant and their household and visitors should be reinforced both at offer of tenancy stage as well as at sign up.

Landlords should consider:

- when was the tenancy agreement last reviewed?
- how tenants are made aware, and reminded of tenancy terms?
- are tenants aware of possible consequences if conditions are breached?

## Checklist

Although the following clauses are not legal or regulatory requirements, landlords may find it useful to include additional clauses in order to address common tenancy issues, such as:

### Serving notices

Specify in the tenancy agreement that all notices are deemed to have been served if posted or delivered to the property. If there is no such clause, the landlord will need to serve notices on the tenant personally or on the spouse at the premises and provide proof of service in court.

### Animals, pets and birds

Clauses forbidding the keeping of all animals could potentially fall foul of the Unfair Terms in Consumer Contracts Regulations because it is too restrictive. A clause which requires the landlords permission for the keeping of pets, or the prohibiting or placing conditions on the keeping of animals that could harm the property or be a nuisance to other residents focuses attention where it is needed. Clauses should include visitors' animals as well as those owned by the occupants.

### Vehicles

Where parking and other vehicle related problems have caused persistent problems introduce clauses in agreements giving specific requirements regarding parking and other issues concerning vehicles.

## Noise

Noise is usually part of a general clause obliging tenants not to cause a nuisance to their neighbours. However, clauses can be more specific by restricting noise at certain times.

### Immoral or illegal use of premises

Include appropriate clauses in occupancy agreements to cover illegal and immoral use of premises.

### Running a business from the premises

Blanket prohibition of running a business from home is contrary to current efforts to promote employment opportunities and tackle worklessness. Rather than ban all businesses, tenants should be required to request the landlord's permission. This will enable attention to be given as to whether the business may cause a nuisance or is contrary to planning regulation.

### Drug, alcohol and substance misuse and abuse, and drug dealing

Include a specific drug misuse and abuse clause for use in potential possession proceedings, this may be tied to an obligation to engage with support where appropriate

### Protection of staff

Clauses should cover attacks outside the locality of the tenant's home (which would come within the Grounds 2 and 14) to ensure protection of staff wherever they are working.

**Adapted from:** CIH Practice on-line [www.cih.org/practice/online](http://www.cih.org/practice/online)



### Practice example 15

The London Borough of Wandsworth has introduced compulsory dog-chipping on its estates, and is working with young people to prevent ASB of some young dog owners with breeds of 'street/ fighting dogs'.

The council has a dedicated dog control service, and there are several different strands of work to promote responsible dog ownership, including:

- people with dogs campaign – a hard hitting film and education pack distributed and shown at school and youth clubs
- a dog control toolkit for staff – a guide to tackling ASB by youths with dogs
- compulsory dog micro-chipping on estates, enforced through changes to tenancy and leasehold terms and conditions. As of January 2009, tenants and leaseholders wanting to keep a dog are required to have it micro-chipped as a condition of tenancy or under regulations applying to leaseholders

[Source: HouseMark good practice example [www.housemark.co.uk](http://www.housemark.co.uk)  
Information in [June 2009 Housing newsletter](#)]

### Providing advice and support

Landlords should consider how information gathered about customers can be used effectively to target the provision of advice and support to where it will be most effective. Essentially three opportunities exist to target advice and support in a preventative manner:

- Pre-allocation - landlords should act promptly on information gathered as part of the allocations and pre-allocation stage of the lettings process. Where it is identified that an applicant has possible support needs, procedures should be in place to arrange a pre-allocation visit to take place. The purpose of the visit should be to:
  - identify potential difficulties
  - provide directly or in partnership with other agencies an appropriate support package, and ensure adequate organisational resources are available
  - develop trust between the tenant and landlord
- Sign-up - the sign-up interview should be used to reinforce the expectations around behaviour, including:
  - explaining what the landlord considers to be unacceptable and ASB, and the consequences of such behaviour
  - an explanation of the rights and responsibilities of the tenancy, and tenancy conditions
  - provision of a comprehensive tenancy sign-up pack, that includes:
    - an easy reference leaflet on how to report ASB
    - details of local support providers and police
    - details of any relevant Neighbourhood Agreement
- Post sign-up / follow-up visits - the settling-in visit should be used to establish how well the tenant is settling in and to reinforce the key messages given at the sign-up meeting, and to ensure that support packages have been implemented effectively for vulnerable residents. Additional methods of communication with residents such as tenants' magazines, the reverse side of repairs receipts or appointment confirmations etc, can be used to continue to reinforce key messages periodically

### **Measuring the impact of project-based prevention initiatives**

An ASB prevention project generally refers to a specific project or initiative designed to reduce or prevent ASB in response to an identified need. A wide array of preventative actions exist (see section 3.4 p48-63) for landlords to choose from as appropriate to a given situation. With limited resources for prevention projects, it is essential that landlords efforts are targeted where they are most needed. ASB profile information (see p16-17) will help landlords to identify ASB hotspots and the potential perpetrator target group to target resources effectively. The more geographically local the ASB information landlords collect, the more precisely projects can be targeted.

It can be difficult for landlords to measure directly the outcome or impact of projects in preventing or reducing ASB in local areas. This is due in part to the complexity of identifying the effect other external factors may have had on the outcomes of such projects. Prevention projects therefore do not lend themselves to being measured through conventional performance indicators alone. A more qualitative approach to understanding the impact of prevention projects is needed in order for landlords to begin to gain an insight into their effectiveness.

Assessment should include:

- the views of the specific perpetrator target group on the value of the project and its impact on them
- the views of local residents on the impact of the project and the effect on the type of behaviour previously complained about
- trends in the number and nature of complaints of ASB in the area before, during and after the project
- the cost of the project can be used with other measures to gain a picture of value for money and used as a benchmark for identifying the cost of future similar projects
- an awareness of any other projects or initiatives being carried out in the area by other agencies that may have influenced outcomes

Communicating current initiatives and tangible outcomes of prevention projects to the local community can have a positive impact on residents' confidence in their landlord and responses to any Resident Perception Survey (see p35).

### **Early intervention**

Early intervention is the term used to describe the range of non-statutory actions available to landlords and other agencies to tackle ASB at an early stage, and to prevent behaviour escalating to a more serious level. Early intervention action can be used alongside other interventions such as enforcement action (see section 3.7, p76-80) and actions to support perpetrators to change their behaviour (see p66).

A wide range of individual interventions, (or a combination of actions appropriate to the circumstances of each case), can be used. Landlords should therefore ensure that their staff are fully aware of the types of early intervention tools available and the circumstances in which they should be used.



The following are examples of early intervention actions available to social landlords (not a definitive list):

- activities that will divert people away from ASB
- early written or verbal warnings when ASB is identified
- enforcement of tenancy agreements
- Acceptable Behaviour Contracts
- referral to, or provision of, mediation service
- referral to, or provision of, drug or alcohol support service
- referral to support services to help perpetrators change their behaviour
- work with schools to identify children in danger of offending and design action to minimise risks
- targeted diversionary activities for young people, either directly or in partnership with local support agencies or the voluntary sector
- use of parenting agreements / family support

Landlords may wish to record the following performance information to measure the effectiveness of non-statutory actions taken to tackle ASB:

- total number of early intervention actions taken (by nature of intervention)
- number of early intervention actions taken (by nature of intervention) which resulted in a successful positive outcome.

## Mediation

Mediation is a process where an independent third party (the mediator) works with individuals to resolve their differences, and find solutions that are acceptable to everyone. It is increasingly being used as an effective method of dealing with minor disputes and disagreements between people which, if left unresolved, can escalate into more significant problems or develop into long-running disputes.

Mediation can be undertaken in-house or landlords may prefer to use the services of specialist mediation services. Those landlords finding it difficult to access mediation services in their area may consider working in partnership with neighbouring landlords around the development of joint services, or smaller landlords may buy in services from larger landlords who have specialist mediation staff available locally.

When deciding how best to deliver mediation services to residents, landlords should consider:

- what provision already exists locally?
- costs of direct provision or commissioning of independent services
- how quality of service can be controlled
- how scheduling of mediation can be aligned to the management and progression of ASB cases
- the perception of independence from the user perspective
- access to specialised staff / mediation professionals

In some circumstances mediation should not be used, and staff should be trained to identify such situations. Mediation is not appropriate where:

- there has been a threat or actual violence
- a criminal offence has been committed or the dispute involves illegal activities
- participants have alcohol, substance misuse or mental health problems, or a learning disability
- the behaviour is motivated by racial, sectarian or sexual prejudice



### Neighbourhood Warden Schemes

Neighbourhood Warden Schemes support the prevention of ASB through increasing the provision of a visible community presence and developing positive relationships with residents to promote community safety and improving the quality of life for local people. Benefits of Neighbourhood Warden Schemes can also include:

- contributing to a reduction in ASB/crime
- a positive influence on the perceptions and levels of fear of ASB/crime
- the 'fast tracking' of local service delivery
- acting as professional witnesses in ASB proceedings

It is important to measure the impact of such initiatives and landlords may find it useful to measure the proportion of their residents that are covered by Neighbourhood Warden Schemes, to analyse trends over time and to compare incidents of ASB with areas not covered by such schemes.

### Tackling youth nuisance

Whilst complaints of ASB can frequently arise about groups of young people gathering near shops and community buildings, or playing ball games in residential areas, it should also be noted that young people are also often the target of ASB. Young men aged between 16-24 are most vulnerable to becoming a victim of violent crime (British Crime Survey 2003/04) and local leisure services often overlook the needs of 10 – 16 year olds. While police are often called to deal with these problems and young people are moved on, such a solution can be ineffective in the long term, simply moving the problem to other area, and increasing tensions between social groups within the community.

Where youth nuisance is a problem, the provision of constructive, motivational and entertaining activities can be a more effective way of diverting young people away from ASB. Where individual behaviours persist, the use of intervention or enforcement actions such as ABCs and ASBOs are common remedies for managing ASB among young people.

### Further information

In May 2008 The Home Office, together with the Youth Justice Board and the Association of Chief Policies produced **Guide to Anti-social Behaviour Tools and Powers** providing comprehensive guidance in relation to early intervention methods, and tackling offending and ASB by under 10s. Available [here](#)

### Acceptable Behaviour Contracts (ABCs)

An Acceptable Behaviour Contract (ABC) is a written agreement/contract between any individual involved in ASB and one or more agencies whose role it is to prevent further ASB. Whilst not legal enforceable or binding, ABCs can be referred to in court in support of an application for a possession or ASBO.

ABCs are used to:

- set out, on an individual basis, the specific types of behaviour that will not be tolerated
- warn the perpetrator of possible consequences should behaviour continue
- manage behaviour over a six month period (although they can be for longer durations)

Widely used for young people, and under 18s, the contract should be agreed and signed by both the individual and lead agencies. In situations where the person is under 16, they should be accompanied at any meetings by their parent or responsible guardian. The agreement should also be supported and signed by the responsible parent/guardian.



The advantages of using ABC include:

- can be managed in-house, with no legal or court costs incurred
- raises perpetrator and/or parent or carer awareness of consequences
- can be used for all ages
- little evidence required
- can be used as evidence in further proceedings
- can include positive requirements
- flexible
- multi-agency involvement

### Checklist

An ABC should contain:

- name of all parties subject to the contract
- a list of ASB incidents which the individual has been involved in
- details of specific types of behaviour that will not be tolerated, and any conditions to be adhered to
- details of support or reward incentives to be put in place to encourage behaviour changes
- details of positive requirements, for example, attending school regularly
- details of action to be considered if the contract/agreement is breached, such as an ASBO or possession order
- the agreement and signature of all parties present at the interview

### People leaving tenancies

Occasionally high concentrations of incidents or persistent levels of ASB in an area can lead to complainant/s or victim/s terminating their tenancy. Landlords should monitor closely tenancy termination reasons to identify and respond quickly to emerging trends. Left unchecked, costs associated with tenancy termination and abandonment such as void repairs, increased levels of vandalism, rental loss and the administrative cost associated with re-letting can be significant. Increasing numbers of tenancy terminations, surrenders and abandonments, if not carefully managed, may lead towards the downwards spiral of a neighbourhood and properties becoming more difficult to let. Efforts should be focused on reversing the trend and addressing the underlying issues.

Key information to collect includes:

- number of properties abandoned
- number of tenancies surrendered or terminated where tenant known to be a victim or complainant of ASB
- number of transferred tenancies - where the landlord moves the complainant or perpetrator to a different property in order to resolve an ASB case

# Guidance for implementation

## 3.5 Commitment 4 - Support to tackle the causes of anti-social behaviour

### 3.5.1 The commitment

Provision of appropriate support can address unacceptable behaviour by tackling underlying causes. This leads to sustainable outcomes and gets people's lives back on track.

#### Building Blocks

- ensuring staff are aware of the range of support provision available and how to identify how each approach should be used
- ensuring staff have a clear understanding of how support provision should be linked with triggers (e.g. early intervention measures or use of enforcement action such as demotion)
- ensuring policies and procedures state how support provision will be accessed and provided and the triggers for same
- focusing on delivering support by linking support with enforcement at an early stage rather than crisis-based interventions where problems have escalated
- making it clear to residents that enforcement action may be considered where suitable offers of support are refused and their behaviour does not improve
- developing clear policies and procedures on dealing with vulnerable residents (e.g. people with mental health issues and drug and alcohol problems)

#### Working with partners

- using 'floating support' to help residents stop their anti-social behaviour and to maximise their chances of maintaining their tenancy
- where available and appropriate, referral to Family Intervention Programmes for residents with

*complex support needs who are causing anti-social behaviour in the community*

- negotiating with local Supporting People teams to build on existing floating and residential housing-related support schemes to ensure that the appropriate support is available for those with complex needs. Where no support currently exists explore possible opportunities for Supporting People to fund a new support project

### 3.5.2 Delivering commitment 4: Support to tackle the causes of anti-social behaviour

Landlords should be aware that often the same groups of people affected by ASB can be both victims and perpetrators of ASB. With children and young people, those already discriminated against on grounds of race, religion, sexual orientation, age, disability or other vulnerabilities, and the poorest households most likely to be affected by ASB<sup>9</sup>. For many social landlords this creates a real conflict and tension between supporting vulnerable people in the community, and protecting the community from crime and ASB. This becomes particularly problematic for social landlords when the need to get tough on perpetrators of crime conflicts with the provision of support for vulnerable tenants. Balancing the needs of vulnerable applicants who may have multiple social and health problems, with the needs of existing residents can be difficult. However, it is widely recognised that preventative action forms a fundamental part of any ASB. Achieving the right balance between prevention, support and enforcement will help landlords mitigate the risk of being too heavily dependant upon enforcement, thereby simply moving the behaviour from one location to another, without addressing the causes.

<sup>9</sup> Tackling Anti-social Behaviour: An Action Framework for Social Housing Practitioners and Governing Bodies (second edition 2007) CIH



Housing managers and front line staff are often the first to identify problems, and undertake an early diagnosis of the issues. Staff should have the confidence to respond swiftly, and the knowledge to identify the right course of action that is appropriate and proportionate to the behaviour. It is also fundamental that staff understand how to respond where either the complainant or perpetrator is identified as vulnerable - for example residents with mental health, drug or alcohol problems. Clearly defined policies and procedures should set out how vulnerable residents will be managed in relation to incidents of ASB. Examples of support measures that landlords can take include either directly, or in partnership with local agencies, to support vulnerable groups include:

- identification of vulnerable residents as part of the allocations and letting process, to ensure that appropriate support packages are available and adequately resourced
- clarification and reinforcement of tenancy rights and responsibilities in relation to ASB at sign-up
- effective multi agency working arrangements to ensure specialist support provision
- work with local community groups to increase trust and communication with vulnerable groups
- provision of 24 hour ASB reporting / advice lines
- additional security measures fitted to property
- additional security measures for individuals, such as; mobile telephones or personal alarms
- diversionary or positive intervention projects for children and young people
- victim support schemes
- mediation

### Intensive family support

In some situations, supporting perpetrators to change behaviours is critical to achieving a successful resolution. A small number of households may need intensive family support, such as counselling, family support and group work for children and parents to break the cycle of poor behaviour.

Such intensive support can be provided directly or in partnership with other agencies in the area. The costs of providing such intensive support should be considered in contrast to the potential costs of managing further incidents of ASB, and the cost of legal action if no action is taken to support the perpetrator.

Family Intervention Projects provide intensive support to families at risk of losing their homes through ASB. Families often have multiple or complex needs. Key project features include:

- the allocation of a key worker to the family
- a contract which sets out the support that will be provided and the changes expected as a result. The contract should also detail the consequences if changes are not made
- a range of support including basic childcare/parenting skills training

### Practice example 16

The City and County of Swansea's Tenancy Support Unit have recently set up a Family intervention Project which works with families who are at risk of homelessness due to ASB. The key workers not only work with the parents to provide advice and support on parenting but also with the young people in the family to ensure their individual needs are met. The key worker will work with each family for up to 10 hours per week. On entering the project, families agree:

- to sign a Family Behaviour Contract
- to their situation being discussed at the Family Group Conference and multi-agency meetings
- to engage with any support offered set out in the Support Plan
- to the project asking other agencies for information about their involvement with the family
- for the information to be used anonymously to help improve the project

[Source: City and County of Swansea, Family Intervention Project Co-ordinator [jody.davies@swansea.gov.uk](mailto:jody.davies@swansea.gov.uk)]

Landlords considering providing intensive family support should consider:

- is there a need for such services among your tenants?
- what parenting support provision is already available in areas where your stock is located?
- can you identify a gap in service provision in your area? If so, how can your organisation contribute to closing the gap?
- do you have close operational partnerships with drugs and alcohol action teams to address problematic usage?
- are you able to complete a cost benefit analysis?

**Adapted from:** *Tackling ASB in Scotland: An Action Framework for Social Housing Practitioners and Governing Bodies* (2008) CIH.

### Further information

The Assembly Government's *Parenting Action Plan*, published in December 2005 is online at

Advice, guidance and good practice examples of Intensive Family Support is contained in ***Tackling Anti-social Behaviour: An Action Framework for Social Housing Practitioners and Governing Bodies*** (2008) CIH: More information [www.cih.org](http://www.cih.org)

*The longer-term outcomes associated with families who had worked with Intensive Family Support Projects 2004 to 2006/07* Communities and Local Government (2008)

*Anti-social Behaviour Intensive Family Support Projects: An evaluation of six pioneering projects* Department of Communities and Local Government (2006)

*Family Intervention Project Toolkit* Respect (2007)

Charter Housing were funded through the Assembly Government's Social Housing Management Grant programme to undertake a feasibility study for a Family Intervention Project. The full report of the project, ***Lasting Solutions***, is available from Charter, 01633 212 375.



### Perpetrator support

Supporting perpetrators to change behaviour refers to actions taken by the landlord, or external agencies, to tackle the underlying causes of ASB. A combination of perpetrator supportive actions and early intervention or enforcement actions can be tailored to the circumstances of individual cases.

Support for perpetrators can include the provision of or referral to:

- intensive family support
- floating tenancy or specialist support for vulnerable tenants
- diversionary activities for children and young people
- drug or alcohol support services
- mental health/community care services
- incentives to promote good behaviour

Monitoring and evaluating the impact of perpetrator supportive actions (by type) will allow landlords to:

- compare the effectiveness of different perpetrator support actions against intended outcomes
- assess the outcome of various actions in different circumstances
- evaluate the effectiveness of services delivered in conjunction with other agencies, and the value of specific partnership working arrangements in tackling ASB

### Further information

Home Office advice and guidance on the range of supportive actions available to social landlords can be found [here](#)

## 3.6 Commitment 5 – Tailored services for residents and support for victims and witnesses

### 3.6.1 The commitment

*Success rests on people being prepared to report incidents of anti social behaviour and then give support to agencies in taking action. Every case and every person deserves a robust, tailored and sensitive response.*

#### Building Blocks

- *making sure reporting is easy by offering a variety of reporting methods (e.g. verbal reporting, telephone hotlines, email and reporting centres) and responsive to the range of needs. Services should be accessible to all using jargon free plain language available in a range of formats and appropriately sensitive (e.g. in reporting hate crime)*
- *ensuring that the first point of contact is helpful, courteous and sensitive to the stress reporting incidents of anti-social behaviour often involves – this is particularly important in reports around for example, racial harassment or domestic violence where more specialised responses are required*
- *ensuring all staff are clear about what procedures should be followed when they receive a complaint.*
- *delivering to achievable but challenging deadlines for each stage of the process and agreeing appropriate action with the complainant. On occasions where deadlines cannot be met explanations should be given*
- *providing complainants with regular updates of progress of their case from the point of complaint to resolution and beyond, including the outcomes of any court proceedings*

# Guidance for implementation

- *minimise burdens on complainants in collecting evidence (e.g. short focused use of diary sheets rather than prolonged use with no clear outcome)*
- *where attendance at court is required, full explanations of the procedures and pre-visits to court should be offered in advance and support offered throughout, including escort to court and mentoring*

## Working with partners

- *carrying out assessments of the support needs of individuals who report anti-social behaviour or agree to provide evidence/act as witnesses*
- *systematically supporting victims either directly or in conjunction with specialist care and support agencies (e.g. witness support services and networks)*
- *prompt deployment of reassurance measures where appropriate including regular patrols (housing officers, wardens, police etc) and visits, provision of personal alarms, CCTV systems etc*
- *focus on 'target hardening' (e.g. fire proof letter boxes and wide angle spy holes) liaising with Crime Prevention services as necessary*
- *liaison with court services to minimise the stresses of a hearing (e.g. secure holding area)*

## 3.6.2 Delivering on commitment 5 - Tailored services for residents and support for victims and witnesses

### Reporting ASB

How easy it is to report ASB and how successfully a landlord communicates with its tenants and residents will have an impact on the willingness of residents to report incidents of ASB and their confidence that the landlord will resolve the issue satisfactorily. Throughout the whole complaint handling process, care should be taken to maintain the confidence and trust of complainants and address the behaviour of the perpetrator. The degree of fear or level of intimidation that complainants and witnesses may experience as a result of reporting ASB and/or crime should not be underestimated by the landlord.

Residents need to be confident that:

- all complaints or reported incidents are dealt with swiftly and in a sensitive manner
- adequate levels of protection are available throughout the duration of the case, and beyond where cases escalate to court
- complainants, victims and witnesses will not be left vulnerable to intimidation at any stage of the complaint handling process



## Checklist

Having clear policy and procedures in place for handling complaints of ASB will both give staff members a clear guidance on how to process the case correctly and fairly, and protect the landlord from accusations of discrimination or improper conduct from alleged perpetrators.

An effective ASB complaint handling process will:

- provide tenure neutral services, offering services to tenants and homeowners alike
- ensure tenants and residents understand what constitutes ASB, and are clear about how to report incidents of ASB
- provide residents with a variety of easily accessible methods of reporting
- provide out-of-hours emergency contact numbers
- ensure all reported incidents are recorded, and acted upon swiftly, including anonymous complaints
- distinguish between reports of violence or abuse against staff or volunteers and ASB
- inform complainants of a realistic response / outcome that they can expect to receive
- advise complainants of target timescales for response. This may vary dependant upon the urgency or severity of the complaint but should fall into clearly defined categories set out in ASB reporting procedures
- have challenging timescales for response at each stage of the process - developed with residents
- maximise opportunities to resolve the complaint amiably, or using self-help options, for low level nuisance cases are considered in the first instance
- ensure an appropriately tailored support package is implemented at the earliest possible opportunity. This may include provision of advice from specialist agencies
- maintain confidentiality at all times, and protect the complainants where possible
- minimise the burden of evidence collection to the complainant
- update the complainants regularly on case progress, and provide an action plan with timescales for progressing actions
- ensure all staff have access to clear advice about intervention and enforcement options for response, and the circumstances in which different remedies should be used, for example a staff ASB handbook
- have procedures in place to fast track responses where the situation is urgent or severe
- have case recording systems that are sufficiently flexible to respond to any new patterns or change in behaviours over time
- ensure every category of ASB reported is recorded separately, even if this means multiple categories are recorded for a single complaint. This provides an accurate picture of ASB and emerging trend.



### Practice example 17

Clwyd Alyn Housing Association is part of the Pennaf Group. Its ASB policy identifies four levels of ASB against which reports of ASB are graded to assist in prioritising the initial response.

The policy includes a series of principles to which officers are expected to work in relation to all ASB cases:

- anyone has the right to their chosen lifestyle providing this doesn't spoil the quality of life of others; this implies some degree of tolerance of and respect for the requirements and needs of others
- Clwyd Alyn has a role as landlord in ensuring that such rights and obligations are realised in individual cases, and
- Clwyd Alyn has a larger role within the arena of community safety to promote and protect the interests of those living within the communities it serves.

The policy also clearly sets out the responsibilities of the Director of Housing Services, ASB officer, area managers, area housing officers and all other officers.

[Source: [Clwyd Alyn Housing Association](#)]

### Practice example 18

Cardiff Council has developed comprehensive policies and procedures for dealing with racial, homophobic and disabilist harassment on its housing estates. The document is divided into a number of sections:

- executive summary
- receiving and recording a complaint
- the alleged perpetrator interview
- considering the options – legal and non-legal remedies
- guidance for preparing a case for court
- legislation and statutory requirements

Four elements are emphasised to staff:

- dealing with each case in the timescale specified
- ensuring case notes are up to date and comprehensive
- ensuring everyone is kept informed at each key stage
- ensuring that appropriate action is taken at the right time

The document includes a checklist for immediate action and good practice 'does and don'ts' for interviewing the alleged perpetrator.

[Source: [Tackling hate incidents toolkit](#)]



## Victim and witness support

Reliable witnesses are fundamental to the success of enforcement action, but for many landlords persuading people to act as witnesses can be a problem. Regardless of whether or not they are victims many residents are fearful of giving evidence or attending court hearings due to the fear of reprisals and intimidation. It is therefore essential that residents, witnesses and the community as a whole feel confident that the landlord will provide an adequate level of support at each stage of the process (including the period beyond the Court hearing).

Landlords will be able to offer some support directly as part of core housing management functions, such as additional home safety measures, however it is important that landlords work in close partnership with the police and other local support agencies to provide specialist support and protection to witnesses and victims.

Specialist Witness Support services provide invaluable assistance to witnesses, supporting them through the process of giving evidence in court. While Victim Support Services are predominantly used in criminal cases, local arrangements can be made to support witnesses in civil proceedings.

Victims of ASB may also need further support to help them cope with the impact that ASB has on their lives, for example counselling services or specialist support for domestic violence.

## Checklist

- Social landlords should consider the following measures to support victims and witnesses discuss each stage of the legal process with witnesses
- undertake door knocking or send 'neighbourhood letters' to encourage other witnesses to come forward
- maintaining close contact with victims and witnesses to develop trust and build confidence
- provide details of an emergency out of hours contact
- manage expectations: ensure the witness has a clear understanding of the process and realistic outcomes
- maintain confidentiality Wherever possible individual complainant details should not be revealed to the perpetrators
- arrange for the organisation's solicitor or legal officer to visit individual witnesses or groups of witnesses, in their homes, to explain the court process and provide continuing support
- work in partnership with other agencies and specialist support providers to provide tailored support packages to victims and witnesses, as appropriate to the circumstance
- arrange for witnesses to be taken on accompanied visits to the court prior to the hearing
- offer temporary alternative accommodation during the lead up to a trial (as appropriate)
- offer alternative permanent accommodation to victims and witnesses (as appropriate)
- risk assess the victim or witnesses home environment and provide extra physical security measures, such as; mobile phones, property and personal alarms and measures such as fire safe letterboxes
- maintain contact after the court hearing and where appropriate refer to other sources of support or local counselling services

# The Wales Housing Management Standard for Tackling Anti-Social Behaviour: Guidance for implementation

**Adapted from:** *Tackling ASB Action Frameworks for Governing Bodies, Housing Committee Members, Residents and Social Housing Practitioners* (CIH) 2006  
Landlords need to evaluate the usefulness of engagement with other landlords and agencies in tackling ASB, and the effectiveness of existing partnership working arrangements.

The collection of performance information will enable the landlord to identify and monitor trends in the number of cases where specialist support services have been provided by the landlord or external agencies, and the value of such in relation to case outcomes and user satisfaction.

Suggested indicators include:

- Number/ percentage of cases where specialist victim support was provided by the landlord, or a referral was made to an external agency
  - Contributed to achieving a successful case outcome
  - Resulted in unsuccessful case outcome / or failed to reach court
- Customer satisfaction level with support services provided

## Further information

Home Office guidance [How Best to Support Witnesses: A Guide](#) provides detailed advice and guidance on supporting witnesses from report to trial, remedy and beyond.

## Professional witnesses

In some circumstances, it is not possible for tenants and residents to be witnesses and it may be necessary to employ professional witnesses. Landlords can commission the use of specialist firms or outside agencies to provide professional witnessing services. Alternatively some landlords have trained staff or volunteers to gather evidence. Landlords should consider the use of professional witnesses when:

- eye witness evidence is unavailable
- existing residents are unable or unwilling to attend court
- where video or sound recording evidence is required
- independent assessment of conflicting reports is necessary

### Practice example 19

Grwp Gwalia's Community Wardens complement the work of ASB Case Officers by acting as professional witnesses in more serious ASB cases. They also play a key role in providing support to residents in particular areas who have been victims of crime, responding promptly to incidents, liaising with other agencies and organising repairs and the provision of security measures.

[Source: [Wales Audit Office inspection report](#) ]

## CCTV

CCTV cameras are used to both deter ASB, and to provide evidence of ASB behaviour in court.

## Further information

Detailed advice and guidance on the use of CCTV and information sharing protocols is available on-line from the Information Commissioner: [www.ico.gov.uk](http://www.ico.gov.uk)



## 3.7 Commitment 6 – Protecting communities through swift enforcement

### 3.7.1 The commitment

There are a range of tools available to landlords to help them tackle a wide range of anti-social behaviour. Where enforcement action is needed, landlords will need to understand how to apply the various measures and in what circumstances so that they can be used quickly to protect communities as required.

#### Building Blocks

- ensuring staff are fully aware of the range of tools available (as reflected in the Assembly Government's Code on Anti-Social Behaviour) and how to identify when each tool should be used either as a stand alone remedy or in conjunction with broader strategy initiatives
- produce detailed procedures on the application of the range of enforcement tools describing what each demands in terms of evidence gathering and consultation with other agencies and train staff on these
- making sure harassment is not tolerated by dealing with the problem quickly
- ensuring eviction is used as a last resort option through the use of other tools to tackle anti-social behaviour in situ (e.g. injunctions, tenancy demotion etc) and making sure suitable support is offered in the first instance
- ensuring robust case management procedures are in place which enable fast-tracking of legal action where required (e.g. systems which facilitate pursuing interim injunctions at short notice and enforcement of breaches)
- proactive evidence-gathering of anti-social behaviour from a wide variety of sources
- commitment to visibly upholding standards of behaviour in public space and challenging those who do not wherever possible

- monitoring use of different tools and outcomes to feed into broader reviews of performance and improvement planning.

#### Working with partners

- developing strong working relationships and strategic links with partners
- joint tasking of enforcement/evidence gathering from multi agency staff
- having robust procedures in place to seek enforcement of breaches as quickly as possible with action backed up by relevant agencies as appropriate

### 3.7.2 Delivering commitment 6 - Protecting communities through swift enforcement

Social landlords have the powers and responsibility to tackle ASB beyond the boundaries of their own sector or stock, and can both protect or take action against individuals living in other tenures. For tenants and residents to believe their landlord is serious about tackling ASB and its causes, it is critical that the range of enforcement measures available to landlords to protect communities are seen to be implemented swiftly and appropriately. Landlords should demonstrate that all complaints are taken seriously and acted upon swiftly. Importantly staff and customers should have access to clear detailed advice in relation to:

- range of enforcement options available for use
- the circumstances appropriate to the use of each option
- the stages involved for each enforcement action, and
- the evidence required to be successful

# The Wales Housing Management Standard for Tackling Anti-Social Behaviour: Guidance for implementation

Enforcement refers to the range of legal actions available to landlord and other agencies to take to tackle ASB in their areas. Enforcement action can be used in combination with other early intervention actions and/or actions to support perpetrators to change their behaviour, as relevant to the circumstances of each case. The choice and combination of actions however should be appropriate and proportionate to the behaviour.

Examples of enforcement action include:

- Notice Seeking Possession
- Possession Order and eviction
- Tenancy Demotion Order
- Forfeiture of lease
- Undertaking to the court
- Injunction
- Parenting Order
- Anti-Social Behaviour Order
- Eviction
- Dispersal Order
- Individual Support Order
- Extension of starter/introductory tenancy.
- Forfeiture of lease
- Undertaking to the court

Landlords need to ensure that their staff are adequately supported and trained about the range of enforcement action that can be taken, when the various measures are appropriate and what processes need to be followed.

## Further information

CIH's Practice Online [www.cih.org/practice/online](http://www.cih.org/practice/online)

The whole range of enforcement powers are set out in detail [online](#)

## Taking effective legal action

Where enforcement action is being considered, the following principles should be applied to each case:

- is the proposed action in proportion to the scale of the ASB and timely?
- is action incremental to accommodate behaviour that is persistent or increasing in severity?
- have all the appropriate self-help measures such as mediation been explored?
- have all support measures been put in place for the perpetrator to help them stop their ASB?
- has the perpetrator been given sufficient warning of your intentions?
- is an order likely to be granted by the court?
- have all partners acted appropriately? If not, legal action may be delayed
- are there triggers to identify where 'fast track' enforcement action should be initiated?

From time to time problems will arise where landlords will need to fast track legal enforcement actions in response to emergency situations, for example to obtain an interim injunction, or to enforce breaches of previously obtained order. Landlords should ensure that the effective commissioning of good quality legal advice and support services provide for timely access to legal support in emergency situations.

## Hate based crimes/incidents

The Office for Criminal Justice Reform uses the following definitions for hate crimes and incidents:

A hate incident is defined as:

*'Any incident, which may or may not constitute a criminal offence, which is perceived by the victim or any other person, as being motivated by prejudice or hate.'*



A hate crime is defined as:

*'Any hate incident, which constitutes a criminal offence, perceived by the victim or any other person, as being motivated by prejudice or hate.'*

Hate incidents, whether or not they are crimes, are a form of ASB. Although the drive to deal effectively with ASB should bring positive outcomes for the victims of hate incidents, the distinct nature and seriousness of these incidents should be recognised.

Harassment can be defined as the persecution or intimidation of a person, or group of people, for any reason including; race, colour, religion, nationality, sexuality, age or disability. Harassment can take many forms including threatening or aggressive behaviour, either verbal or physical and can involve attacks on property as well as people.

It is imperative that ASB policies and procedures are particularly sensitive to vulnerable groups and those most at risk of discrimination or hate based crime or harassment.

Practical steps that a landlord can implement include:

- ensure the swift distinction between reports of ASB and incidents that are hate-based (whether criminal or not)
- effective and sensitive handling of reports of harassment
- effective multi-agency and partnership working with police and other agencies to tackle the causes of hate based crime/incidents and offer appropriate support to victims
- leading in the promotion of tolerance and good relations between people of different community groups

### Further information

HouseMark, the Social Landlords Crime and Nuisance Group and the Wales Social Landlords ASB Forum's **Tackling Hate Incidents: A Toolkit for Social Landlords in Wales** is available [online](#)

The Toolkit covers:

- getting people to report hate incidents
- investigating incidents and action planning
- supporting victims and witnesses
- achieving multi agency working
- taking action against perpetrators
- improving practice
- working to reduce hate incidents

### Demoted tenancies

The use of demoted tenancies is an example of enforcement action which has relatively recently become available for use by landlords.

Demoted tenancies were introduced as part of the Anti-social Behaviour Act 2003 which amended the Housing Acts 1985 and 1988. Part 2 of the Anti-Social Behaviour Act 2003, allows social landlords to apply to the County Court for a demotion order against a secure or assured tenant in order to prevent future occurrences of nuisance or ASB. Effectively the social landlord asks the judge to bring to an end a secure or assured tenancy by means of a Demotion Order as a penalty against tenants who have been involved in ASB. The Court may only make the order if the tenant, another resident of or visitor to the tenant's home has behaved or threatened to behave in a way which is capable of causing nuisance or annoyance or includes using the premises for unlawful purposes. In addition, the court must be satisfied that it is reasonable to make the order.

Where an order is granted, the tenancy is replaced with a less secure form of tenancy for a period of 12 months. This is effectively a one year probationary tenancy during which period the tenant has more limited rights and less protection from eviction than a secure or assured tenancy. The period of demotion will initially be for 12 months though this can be extended if the landlord serves a notice to seek possession of the property during this period. However, If at the end of the demotion period the landlord is satisfied with the conduct of the tenant, and has not served a notice to seek possession of the property, then the demoted tenancy will automatically become either a secure or assured tenancy. Local authority tenants will automatically become secure again. Where the tenant was a secure tenant of a housing association, then because housing associations do not have a power to issue new secure tenancies, the tenant will not become a secure tenant of the housing association at the end of the demoted period. Instead, the tenant will become an assured tenant of the housing association. This means that a secure tenant of a housing association who had the Right to Buy will have lost that right for good following the demotion of their tenancy.

Where the landlord is a housing association that has taken part in a stock transfer, a tenant with protected rights whose tenancy is demoted will lose those protected rights when the tenancy reverts to an assured tenancy.

### Enforcement performance indicators

Collecting performance information on enforcement actions taken and outcomes will support landlords to identify trends in the volume and nature of enforcement actions taken, and the effectiveness of chosen actions. Monitoring the proportion of complainants evicted, as a percentage of resolved cases will enable the landlord to monitor eviction trends, and ensure eviction remains the final choice of enforcement action.

Suggested performance Indicators:

- Number of enforcement actions taken by type
  - Proportion resulting in a successful outcome
- Number of enforcement actions taken in partnership with other agencies
  - Proportion resulting in a successful outcome
- Number of perpetrators evicted
- Complainant satisfaction level with case outcome, by enforcement action

Further analysis of the above indicators by category of ASB, geographical area and complainant and perpetrator profiles will enable landlords to compare the effectiveness of legal actions in contrast to early intervention actions in achieving sustainable solutions.



## 3.8 Commitment 7 – Encouraging Community Responsibility

### 3.8.1 The commitment

The creation of safe and strong communities will not stem from public agencies providing effective responses to anti-social behaviour alone. It will also rely on responsible and tolerant citizens who are aware of the impact their behaviour has on others.

#### Building Blocks

- promoting tolerance and diffusing situations where activities are misconstrued as anti-social behaviour (e.g. children playing in parks adjacent residential properties)
- making it clear to residents that they have responsibilities as well as rights
- making sure residents have a clear understanding that anti-social behaviour includes behaviour which is capable of causing nuisance or annoyance to an individual(s) or the wider community
- making sure residents clearly understand the impact anti-social behaviour has on others
- promoting the use of mediation or conflict resolution at the earliest possible opportunity to prevent neighbour disputes escalating
- working with complainants, residents and the wider community to manage their expectations of the landlords anti-social behaviour service. Landlords should ensure that service users are clear about what outcome is realistic in each anti-social behaviour case and underline that eviction is unlikely in most cases and only used as a last resort
- encourage complainants (where appropriate) to use 'self-help' options to resolve low level / minor nuisance issues themselves by talking to the perpetrator and seeking to resolve the issue amicably without recourse to the landlord
- work with community groups and partners to

*promote tolerance and community responsibility amongst residents and the wider community*

#### Working with Partners

- liaison with mediation services and Citizens' Advice Bureau
- liaison with community groups (youth clubs, church groups)
- referring to Welsh Assembly Government's Guidance entitled 'Living in Harmony: What to do about neighbour disputes'. This can be accessed [here](#) and [here](#).



### 3.8.2 Delivering commitment 7 - Encouraging Community Responsibility

This commitment is not included in the English version of the standard but is felt to be very important in the Welsh context.

#### Working with children and young people

Used smartly the combination of landlords customer insight information<sup>10</sup> and ASB performance information, such as the nature, location and volume of ASB cases, and perpetrator profiles (see p16-17) will help landlords identify where current and potential hotspots of ASB caused by children and young people is most likely to occur. Landlords, either directly or in partnership with local schools have a key role in:

- identifying where children are in most danger of offending or causing ASB
- working in partnership with local schools, local support agencies and the voluntary sector to minimise the risks of offending, and develop a local young peoples strategy
- the provision of targeted diversionary activities for young people, either directly or in partnership with local agencies
- supporting local projects or initiatives through the shared use of buildings, land or financial resources

#### Practice example 20

2010 Rotherham Ltd has helped set up a Youth Group to promote community cohesion and good behaviour on the Birks Holt Estate in Maltby. Group members (aged between eight and 16 years) take part in activities including sports and crafts and dance. All the members have signed a behavioural agreement (in which they had major input), and any reports of an individual being involved in ASB would mean they had to leave the group.

The group has been popular and is starting to attract children from outside the area. The group already has an active involvement in the consultation process around a Good Neighbour Agreement for the Birks Holt Estate, and early reports from partners suggest a noticeable decline in reports of ASB.

[Source: Audit Commission – [positive practice from inspection](#)]

#### Further information

In 2004 the Assembly Government published the [All Wales Youth Offending Strategy](#) jointly with the Youth Justice Board for England and Wales. The strategy provides the national framework for ASB prevention work among children and young people.

<sup>10</sup> For further guidance on developing customer insight - Good Practice Briefing 32: Customer Insight – Knowing your customers (2008) CIH



## Encouraging self-help

The ***Living in Harmony*** leaflet provides advice for people having problems with a neighbour. It contains advice and information on:

- what people can do themselves
- when to seek help and advice from an organisation;
- the different organisations that can help and what they can do
- useful local contacts

It can be adapted for use in different areas of Wales.

### Practice example 21

Charter Housing emphasises and encourages community responsibility in relation to ASB in a number of ways:

- 1) A leaflet entitled ***Anti-Social Behaviour: A Reality Check*** that details the kinds of behaviour that should NOT be considered as anti-social requiring a formal response from Charter. This is available from reception and is sent out to those making complaints about behaviour not considered to be anti-social
- 2) The organisation's Resolve Assessment Service which provides early intervention in ASB cases and stresses to all parties at this stage the importance of resolving problems amicably between themselves wherever possible and to appreciate the impact the behaviour in question has on others
- 3) Emphasising the use of mediation as a means of settling disputes through the whole of the organisation's ASB procedures
- 4) A policy on unacceptable actions by complainants. The policy covers:
  - aggressive or abusive behaviour
  - unreasonable demands e.g. through the amount of information sought, the nature and scale of service expected or the number of approaches made
  - unreasonable persistence

The policy provides practical guidance to staff on how to deal with these situations, including restricting contact with the organisation. There is a right of appeal against a decision to restrict contact.

[Source: Charter Housing]

### Further information

The ***Living in Harmony*** leaflet is available [online](#).

# The Wales Housing Management Standard for Tackling Anti-Social Behaviour: Guidance for implementation

## Community cohesion

In early 2009, the Assembly Government consulted on a draft Community Cohesion Strategy which is part of the 'One Wales' commitment by the Welsh Assembly Government to achieve a fair and just society. The draft strategy included a section on housing and a local authority action plan which included a number of actions for housing including

*'the development of a local strategy between existing homeowners, providers of affordable housing and the private rented sector to tackle low level community tensions and ASB'*

## Further information

The draft Community Cohesion Strategy is [online](#)

The Welsh Assembly Government in partnership with the Welsh Association of Chief Police Officers is working on a project to promote more cohesive communities across Wales. The project seeks to raise awareness of community cohesion issues and project outputs will include advice in relation to tackling extremism, and the development of a community cohesion toolkit for Wales.

Full details available [here](#)

The Welsh Assembly Government web site provides practical advice and examples of projects undertaken by organisations across Wales to build and foster and improve community cohesion. The full range of projects and initiatives can be found at: Community Cohesion: Good Practice in Wales



# APPENDIX ONE

## Glossary of terms





### ASB case:

An incident or incidents reported to the landlord where the landlord believes ASB has occurred and should be investigated.

### British Crime Survey (BCS):

This survey measures the amount of crime in England and Wales, including crimes which may not have been reported to the police, or recorded by them. It also records attitudes to crime, victimisation and the Criminal Justice System. The BCS helps identify those at most at risk of different types of crime, and is used to design and inform crime prevention programmes.

### Community cohesion:

The term 'community cohesion' came about after the disturbances in Bradford, Burnley and Oldham in 2001. Following those disturbances, there was an official government inquiry into why the community relations in these areas had broken down so badly. The report on this inquiry led by Ted Candle found that there were common problems in the three areas. These problems included:

- a lack of clear leadership from some public organisations
- many people living in communities that did not mix with each other
- some people living in ignorance and fear, believing rumours and myths about other community groups
- some people living parallel lives in order to fit in

### Community Safety Partnerships (CSPs):

Every local area is required to have a Community Safety Partnership, as prescribed by Section 5 of the Crime and Disorder Act 1998 (as amended by the Police Reform Act 2002). Community Safety Partnerships are tasked with addressing issues of crime and disorder in a local area. Changes to working practices were brought about by The Police and Justice Act 2006.

Community safety partnerships are actively dependant upon effective multi-agency working and communication – for further guidance and advice refer to ***Guidance for Community Safety Partnerships: Delivering Safer Communities: A Guide to Effective Partnership Working*** which can be downloaded from the Home Office [website](#)

### Early intervention:

Non-statutory action taken by landlords and other agencies to tackle ASB at an early stage to prevent ASB escalating to a more serious level. Early intervention action can be used alongside enforcement action and/ or actions to support perpetrators.

### Enforcement action:

Legal actions taken by landlords and/or other agencies to tackle ASB.

### External agencies:

Public, voluntary or private sector organisations involved in tackling ASB through prevention, early intervention or enforcement.

Examples include:

- Police
- Youth Offending Teams
- Schools and education authorities.

# Guidance for implementation

## Good Neighbour Agreement (GNA):

Generally voluntary agreements between landlords and their tenants, although they can be used between Community Safety Partnerships and local residents. GNAs support clauses in tenancy agreements and highlight what is expected of tenants as good neighbours.

Good neighbour agreements are also commonly referred to as:

- Estate Agreement
- Neighbourhood Agreement
- Residents' Charter
- Tenant Charter, or
- Tenant Code.

## Harassment:

Is persecution or intimidation of a person or group of people for any reason, including race, colour, religion, nationality, sexuality or disability. Harassment can take many forms including threatening or aggressive behaviour, either verbal or physical and can involve attacks on property as well as people.

## Hate crime:

Any hate incident, which constitutes a criminal offence, perceived by the victim or any other person, as being motivated by prejudice or hate.

## Hate incident:

Any incident, which may or may not constitute a criminal offence, which is perceived by the victim or any other person, as being motivated by prejudice or hate.

## Information sharing protocol:

Agreements which clarify the process and types of information that may be shared between parties.

## Introductory tenancy:

Introductory tenancies were introduced by the Housing Act 1996 to create a form of probationary tenancy to make it easier for landlords to obtain possession against a tenant who turns out not to be a suitable person to be a tenant. They are intended to provide a mechanism for dealing with anti-social or nuisance behaviour, but are also used by some authorities for rent arrears. They last for 12 months. Can also be referred to as starter tenancies.

## Live ASB case:

Open ASB cases on last day of a measurement period.

## Main intervention taken:

The landlords judgement as to which intervention, from all of the interventions taken, had the most impact in bringing each case to a successful conclusion.

## Neighbour dispute:

Where two, or more, neighbours disagree about any aspect of behaviour which causes a nuisance or annoyance to one of the parties

## Neighbourhood Warden Scheme:

Schemes promote community safety and provide a visible presence within communities.

## New ASB case:

New cases reported since the last performance measurement period.

## Outcome:

The impact on the community, complainant or perpetrator of actions taken by the landlord (or other agency) to tackle ASB.



### **Performance indicator / performance measure:**

A measure of how well a service is performing against its objectives.

### **Performance standard:**

The level of performance that is accepted as the minimum level of service to be delivered.

### **Performance target:**

The level of performance the organisation is aiming to achieve.

### **Perpetrator supportive action:**

Interventions specifically targeted at perpetrators to help them to change their behaviour. Support can be provided by the landlord or a specialist agency.

### **Prevention:**

Activities taken by landlords, and other agencies to reduce occurrences of ASB.

### **Resolved ASB cases:**

Cases can be classified as resolved when in the professional opinion of the landlord, the ASB reported by the complainant(s) is 'no longer a cause for concern and no longer requires further intervention from the landlord or other external agencies'.

Landlords have a key role to play in managing complainants' expectations of what is a realistic outcome to expect.

### **STATUS survey:**

A survey conducted by landlords every three years using a standardised set of questions and statistical methodology developed by the National Housing Federation (NHF).

### **Unresolved ASB case:**

Cased closed by the landlord where ASB may still be ongoing but circumstances mean that further action is not possible.

### **Validation:**

The process used to determine whether the arrangements in place to manage the collection and reporting of data are likely to produce accurate information.

### **Victim support:**

Specialist support provided by a landlord or other agency to help victims of ASB to cope with the impact that ASB is having on their lives.



# APPENDIX TWO

## Useful resources





## Publications referred to in this document

**All Wales Youth Offending Strategy** (2004) Youth Justice Board [download](#)

**Am I on the list? Exclusion from and reinclusion on social housing waiting lists**  
[download](#)

**Anti-social Behaviour Intensive Family Support Projects: An evaluation of six pioneering projects** (2006) Department of Communities and Local Government [further information](#)

**Anti-social Behaviour: Policies and Procedures – Code of Guidance for Local Authorities and Housing Associations** (2005) Welsh Assembly Government  
[download](#)

**Community Cohesion Strategy** (consultation draft) (2009) Welsh Assembly Government  
[download](#)

**Customer Insight – Knowing your Customers** (2008) CIH Good Practice Briefing 32  
[download](#)

**Delivering Community Safety: A guide to effective partnership working**  
[download\\_](#)

**Developing local tenant participation strategies: guidance for implementation** (2008) Welsh Assembly Government  
[download](#)

**Family Intervention Project Toolkit** (2007) Respect  
[download](#)

**Guide to Anti-social Behaviour Tools and Powers** (2008) Home Office, Youth Justice Board, Association of Chief Police Officers  
[download](#)

**How Best to Support Witnesses: A Guide** Respect  
[download](#)

**Leading the Way: Achieving Resident-driven Accountability and Excellence** (2007) CIH  
[download](#)

**Living in Harmony Toolkit** (2004) Welsh Assembly Government [Further information](#)

**Living in Harmony Leaflet** (2004) Welsh Assembly Government  
[download](#)

**National Tenant Participation Strategy for Wales** (2007) Welsh Assembly Government  
[download](#)

**One Wales: A Progressive Agenda for the Government of Wales** (2007): Welsh Assembly Government Strategy  
[download](#)

**Parenting Action Plan** (2005) Welsh Assembly Government [Further Information](#)

# The Wales Housing Management Standard for Tackling Anti-Social Behaviour: Guidance for implementation

**Practice Online** (CIH) [www.cih.org/practice/online](http://www.cih.org/practice/online)

**Regulatory Code for Housing Associations (under review)** Welsh Assembly Government  
[Further information](#)

**Respect Standard for Housing Management: Performance Improvement Toolkit for Landlords** (2007) (Respect Standard) Communities and Local Government [download](#)  
[further information](#)

**Searching for the Impact of Empowerment** (2008) Ipsos MORI  
[download](#)

**Sharing Personal and Sensitive Personal Information on Children and Young People at Risk of Offending** (2005) Youth Justice Board  
[download](#)

**Tackling ASB: Action Frameworks for Governing Bodies, Housing Committee Members, Residents and Social Housing Practitioners** (2006) CIH  
[download](#)

**Tackling ASB in Scotland: An Action Framework for Social Housing Practitioners and Governing Bodies** (2008) CIH.  
[download](#)

**Tackling Hate Incidents: A Toolkit for Social Landlords in Wales** (2009) HouseMark and Wales Social Landlords ASB Forum  
[download](#)

**The longer-term outcomes associated with families who had worked with Intensive Family Support Projects 2004 to 2006/07** (2008) Communities and Local Government [download](#)

**The Use of Introductory and Starter Tenancies – A Good Practice Note to Welsh Social Landlords** (2004) Welsh Assembly Government [further information](#)

**Wales Housing Management Standard for Tackling Anti-Social Behaviour** (2008) Welsh Assembly Government  
[further information](#)

## Websites

[www.accessparticipation.org.uk](http://www.accessparticipation.org.uk)

[www.asb.homeoffice.gov.uk/members/default.aspx?id=5982](http://www.asb.homeoffice.gov.uk/members/default.aspx?id=5982)

[www.tpascymru.org.uk](http://www.tpascymru.org.uk)

[www.welshtenantsfed.org.uk](http://www.welshtenantsfed.org.uk)

[www.whq.org.uk/teg](http://www.whq.org.uk/teg)

[www.cih.org](http://www.cih.org)