

**REPORT OF THE COMMUNITY SAFETY AND SOCIAL INCLUSION
SCRUTINY COMMISSION****Anti-social Behaviour, Crime
and Policing Bill: Measures for
Tackling ASB**

Community Safety and Social Inclusion
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review)****Anti-social behaviour
casework- Results
(CSSI review)**

**Report title: Anti-social Behaviour, Crime and Policing Bill:
Measures for Tackling ASB**

Municipal year: 2015/16

FOREWORD

The Anti-social Behaviour Crime and Policing Act 2014 introduced six new powers to replace a range of provisions to tackle anti-social behaviour (ASB). Following news coverage of Hackney's Council's implementation of one of these new powers, the Public Space Protection Order (PSPO), the Commission felt that it was important to identify if the new powers would assist the Council and its partners to improve their response to reports of ASB for the benefit of all residents.

The review points out that despite an overall reduction in ASB, the borough has seen an increase in incidents relating to begging/vagrancy, street drinking mainly around Hackney Central and in the two Night Time Economy Areas as well as sex work activity in other specific areas of the borough. The review found that the Council and partner agencies welcomed, in particular, those new measures where they can apply positive conditions. The Commission noted that under the Anti-Social Behaviour, Crime and Policing Act 2014, the DPPO and the Dog Control Orders will lapse after October 2017 and the legislation will transition them into PSPOs with the same conditions. In looking at the PSPO that was introduced in Hackney Central, the review underlines the importance of proposed changes being conducive to inclusive and overarching consultations which are supported by a robust evidence base. Along with the importance of continued partnership working to include both Tenant and Resident Associations (TRA) and Tenant Management Organisations (TMO) in particular when dealing with ASB on our estates.

The Commission found that a number of Councillors did not feel confident in handling ASB casework and reported to have a vague understanding of the lead agencies' (Hackney Council, Hackney Homes and Hackney Police) roles and responsibilities in relation to ASB.

By conducting this review, the Commission hoped to gain a better understanding of the balance between enforcement and support; to establish if and to what extent Councillors and other stakeholders were aware of the measures available to them to support victims of ASB; and to obtain information about the new powers and their possible impact.

I would like to thank the Council, all Councillors and external participants for contributing to this review – Hackney Homes Board and ASB Champion, Hackney Downs Ward Panel, Hackney Metropolitan Police, Thames Reach and the Wenlock Barn TMO.

Cllr Carole Williams

Chair- Community Safety and Social Inclusion Scrutiny Commission

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1. INTRODUCTION

- 1.1 Local councils have a duty under the Crime and Disorder Act 1998¹ to include ASB in their community safety plans. In Hackney, ASB accounts for the largest proportion of 101 calls and complaints. The Council is committed to using available measures to tackle ASB by working with partners including Hackney Police. The Council's Corporate Plan² states, "We will work to balance the needs of residents, with a vibrant and growing night time economy, working to cut alcohol related crime, noise and ASB". The Council's community strategy Hackney's Sustainable Community Strategy 2008-18³ also prioritises making the borough a safer place to live, work and to do business and to visit and to help people feel safe in Hackney.
- 1.2 The government introduced new measures to tackle ASB in the Anti-social Behaviour Crime and Policing Act 2014, which came into effect on 20th October 2014. The Act has replaced nineteen separate powers with six new ones. These new powers cover civil injunction, the criminal behaviour order (CBO), community protection notice, PSPO, closure power and the dispersal power. The aim of the legislation is to make the responses to ASB more victim centred and to streamline the powers for the police to tackle various behaviours.
- 1.3 The Commission conducted this review to highlight how the Council can best tackle ASB for the benefit of all residents and assess the process and impact of the new measures.
- 1.4 The Commission invited local Councillors and Ward Panel Chairs to take part in an online questionnaire entitled '*Anti-social behaviour casework (CSSI review)*'. The questionnaire was open from 13th September 2015 to 21st October 2015. Eighteen Councillors from 14 different wards and 3 Ward Panel Chairs completed the questionnaire. The Commission was able to acquire a better understanding of local Councillors' experiences when dealing with ASB casework, as well their understanding of the lead agencies' (Hackney Council, Hackney Homes and Hackney Police) and their role and responsibilities in dealing with ASB cases.
- 1.5 It was important to identify if the new powers would assist the Council and its partners to improve in their response to reports of ASB and to establish Councillors' and stakeholders' level of awareness of how they can use the new measures to support victims of ASB. This review helped the Commission to understand how enforcement and support were being balanced as well as obtain information about the new powers available under the Act. The Commission received information about the publication and subsequent withdrawal of the PSPO.
- 1.6 This scrutiny review set out to answer the following core questions:
 - What does ASB in the borough broadly look like; when and where does it occur?

 - What implications have the new measures had on the Council's and their stakeholders' ability to tackle ASB?

¹ www.legislation.gov.uk/ukpga/1998/37/contents

² www.hackney.gov.uk/Assets/Documents/corporate-plan-2013-14-to-2014-15.pdf

³ www.hackney.gov.uk/Assets/Documents/scs.pdf

- How are these new measures used to tackle ASB and to what extent are stakeholders satisfied with their use?
- 1.7 In the review, the Commission heard from the Council, local Councillors and key partners, to better understand their experiences of ASB casework and how they use the new powers to tackle ASB crime and disorder. The information gathering included detailed discussions with the Council's Head of Safer Communities; Hackney Homes ASB and Estate Safety Manager; the Cabinet Member with lead responsibility for crime and community safety Deputy Mayor Councillor Sophie Linden; representatives from Thames Reach; the Vice-Chair of Hackney Homes Board; the ASB Champion; the Chair of Hackney Downs Ward Panel; and the Wenlock Barn TMO Manager.
 - 1.8 The review helped to inform the Commission about the benefits and disadvantages of the new measures to tackle ASB and the importance of partnership working.
 - 1.9 The Commission gathered evidence for this review during three meetings, from an online questionnaire which was sent to all local Councillors, and desktop research. The Commission received detailed and extensive reports from officers and service providers. Details of these meetings can be found with the agendas for [9th July 2015](#)⁴, [8th September 2015](#)⁵ and [15th October 2015](#)⁶ meetings. In this report, we draw out the main themes from our findings and the basis for our recommendations.
 - 1.10 The Commission is grateful for the input into this review from all participants. Our findings and recommendations for future activity are based on these discussions and take into consideration information and recommendations made by our colleagues on other Scrutiny Commissions as set out in the main body of the report below.

2. SUMMARY, RECOMMENDATIONS AND OUTCOMES

- 2.1 The summary of our key findings and recommendations are outlined below. The full findings are presented in Section 5 of the report.
- 2.2 This review looked at the new measures to tackle ASB and investigated if the new powers helped or hindered the Council's ability to respond effectively to ASB complaints. The Anti-social Behaviour Crime and Policing Act 2014 came into effect on 20th October 2014. The Council restructured its Community Safety Team in December 2013. This restructure embedded new processes for dealing with ASB complaints. The new processes require services to take a more holistic approach, working in partnership to focus more effectively on persistent causes of ASB. In addition concerns were raised by the public about the introduction of a PSPO - one of the new powers introduced with the new Act.
- 2.3 As part of this review, the Commission invited the LBH Safer Communities team, Hackney Homes and Hackney Metropolitan Police Service (MPS) to outline the various types of ASB in the borough and when and where it occurs. The Commission learnt that despite an overall reduction in ASB, there had been an increase in incidents relating to begging/vagrancy, street drinking and sex work activity (in certain areas of the borough). The main areas affected

⁴ <http://mginternet.hackney.gov.uk/ieListDocuments.aspx?CId=122&MId=3324&Ver=4>

⁵ <http://mginternet.hackney.gov.uk/ieListDocuments.aspx?CId=122&MId=3325&Ver=4>

⁶ <http://mginternet.hackney.gov.uk/ieListDocuments.aspx?CId=122&MId=3326&Ver=4>

are Broadway Market, Hackney Central, Well Street and the Night Time Economy (NTE) areas in Dalston and Shoreditch. The two NTE areas account for 50 per cent of recorded incidents. The majority of Hackney Homes ASB cases relate to noise and currently represent 51 per cent of the caseload.

- 2.4 The Commission heard that the Council and partner agencies welcomed the new measures in particular the community trigger, community remedy (giving the ability to apply positive conditions to specific orders), and dispersal orders (to give respite and tranquillity to communities affected by ASB). These measures can be used to address issues associate with either the nighttime economy or sex work / kerb crawling.
- 2.5 The Council and partner agencies had given careful consideration to what new powers (including PSPO) would be best suited to addressing ASB related to street drinking and aggressive begging. The Commission heard that in comparison with the other measures available the PSPO allowed agencies to work more efficiently together, both in terms of partnership working as well as fulfilling their responsibility to the victims of ASB. The PSPO ties in all agencies ensuring that the appropriate resources are made available and subsequently applied. The use of partnership resources will be essential as resources continue to be cut. The Act allows Councils to add more than one restriction to a single PSPO. In other words, a single PSPO can target a number of different behaviours. This means that the PSPO can be used to solve issues more effectively at the same time as reducing complexity around the number of orders to address ASB in certain geographical areas. The Council has authority to use this power and issue an order after consulting with the Police, the Mayor's Office for Crime and Policing (MOPAC), and other agencies and residents. Hackney introduced the PSPO to help tackle street drinking ASB and to address the underlying causes of the behaviour. We noted there are several other London boroughs that have PSPOs in operation to tackle different and complex ASB issues. The Commission is of the view that wider promotion and public consultation could have enabled the Council to demonstrate the positive aspects of a PSPO to address the perception of the order and its use. As well as ensuring that the wording in the order reflected ASB behaviours and not an individual's circumstances. This could have avoided the need to withdraw its implementation and potential damage to the Council's reputation.
- 2.6 The Commission noted the damage to public confidence resulting from the withdrawal of two high profile consultations on policy and service change. If a consultation is likely to generate significant interest, it is essential that the Council has a strong and robust evidence base to support the proposed change. In anticipation of significant opposition, the Council needs to assure residents that the action or change being proposed has taken into consideration all residents' needs. The Council must also assure residents that steps have been taken to mitigate any possible negative impact from implementation of the change. It is also imperative the Council publish consultation literature to the highest standards to reduce the risk of needing to withdraw consultations in the face of strong opposition. The Council must take on board public comments or concerns when shaping the proposals under consultation. The Council must also be more mindful of the risks arising from the loss of public confidence in the corporate ability to effectively conduct comprehensive research for its evidence.
- 2.7 The Commission understands that the Council aims to deliver the best outcomes for all residents, particularly, those experiencing ASB, and aims to provide access to services and support for perpetrators of ASB. On balance of

the information received, the Commission believes that the Council made the correct decision in using new legislation to tackle what had been intractable ASB problems. The Council's inclusive and overarching approach will add value and strength to its consultations. However, it is important that the Council engages in public discussion that addresses concerns head on.

- 2.8 We noted during our evidence sessions that TRAs and TMOs are apt in coming up with solutions to deal with low to high-level ASB on estates and that they want to share good practice. The Council should hold discussions with TRAs and TMOs about possible solutions and actions to tackling ASB, to help inform the Council's policy on ASB. The Commission also recommends that the Council review and draw on best practice in other local authorities should they decide to consider a PSPO in the future.

Recommendation One

The Commission recommends that the Council learn from the circumstances around the publication and subsequent withdrawal of the PSPO for future consultations of debatable policy or service change. The Commission recommends that evidence to support these are produced to the highest standard to demonstrate the Council has a robust evidence base to support the proposed change.

Recommendation Two

The Commission recommends that the Council review and draw on best practice in other local authorities should they decide to introduce a PSPO in the future.

- 2.9 Councillors' questionnaire responses suggests that some feel less able to handle ASB casework, some lack the confidence to do so, and there is a gap in their knowledge of the lead agencies (Hackney Council, Hackney Homes and Hackney Police) and their roles and responsibilities in dealing with ASB cases - only 11 per cent answered that they feel confident. Considering legislative changes and service restructuring that has taken place over the past few years, this may not be altogether surprising. Although, it should be noted the questionnaire was completed by a small number of Councillors and Ward Panel Chairs.
- 2.10 We noted for ASB casework half of the Councillors that responded felt somewhat confident in understanding the roles and responsibilities of the lead agencies' (Hackney Council, Hackney Homes and Hackney Police) when dealing with ASB casework. In addition, only 17 per cent answered that they felt very confident. This suggests that Councillors are not as confident as they might be expected to be. Councillors need to be equipped with the knowledge and confidence to deal with ASB casework.
- 2.11 With the digital migration of more council services, it is essential that the infrastructure is in place to accommodate this shift and that information is easy to find on the Hackney Council website. It is important that users can find the information they require within a reasonable amount of 'clicks'. It is further suggested to advertise changes to policy and legislation in the Member's Update.

Recommendation Three

The Commission recommends that the Council continue to provide training for Councillors to help them understand how to manage and handle ASB cases, to build up their knowledgebase about the options available. We recommend online information is easily available on the Hackney Council website.

- 2.12 The Council and its partners are committed to reducing ASB in hotspot areas but they also highlighted the need to strike a balance between enforcement and support. This review found that dealing with ASB is rarely simple and the powers available to different agencies vary. Some powers are shared and some can only be used by a single agency, for example, dispersal orders are only available to the Police.
- 2.13 The changes to the ASB legislation were designed to put victims at the heart of the response, and to give the Police, Council and social landlords the flexibility to respond effectively in any given situation. The Commission noted there are well-established formal and informal partnership arrangements with agencies which brings together the resources available to address ASB. These include the Partnership Tasking Meeting chaired by the Deputy Head of Safer Communities, Street Users Outreach Meeting (SUOM) and the Anti-social Behaviour Action Panels (ASBAP) chaired by team leaders from the Safer Communities team. At these multi-agency meetings, complex ASB cases are discussed in order to achieve a balance between enforcement and support through close liaison with partners including substance misuse and mental health agencies.
- 2.14 Early intervention work helps to prevent further ASB and providing support can help to prevent ASB escalating to more serious criminal activity. The Commission notes from its evidence sessions that partnership working and a balanced response between enforcement and support is essential to tackling ASB. This becomes evident when looking at managing ASB linked to street sex work. We noted in ASB cases like this the Council, Police and Open Doors work in partnership to engage and support street sex workers and kerb crawlers to find a long-term solution. This enables them to change their behaviour whilst at the same time ensuring appropriate enforcement is applied e.g. fines, use of dispersal orders and arrests. This targeted work is resource intensive and therefore relies on innovative partnership working. Government cuts to the Council's core funding along with partner agencies' budget cuts, will put partnership working to the test and the challenge is to ensure that good preventative work is not lost.

Recommendation Four

The Commission recommends that the Council continues to work in close partnership with stakeholders (Hackney Homes, Hackney Police, TMOs, TRAs and external support organisations); to ensure the right balance of enforcement and support is achieved and the most appropriate legislative action is taken to tackle the different types of ASB and varying degrees of intractability.

Outcomes

2.15 On the 1st of April Hackney Homes staff are due to transfer to the Council when housing management functions performed by HH return to the Council. In effect Hackney Home ceases to exist from the 1st of April 2016.

3 FINANCIAL COMMENTS

- 3.1 There are no specific financial considerations to this report as the resources needed to fulfil the recommendations 2.1 to 2.4 above are already included in the Council's 2016/17 budget.
- 3.2 Going forward it is imperative that any savings proposals to change the resources in this area take account of the findings of this report and consider any potential impact on delivering the above recommendations.
- 3.3 As with all other services, any future changes to resources would also need to carry out an Equalities Impact Assessment.

4 LEGAL COMMENTS

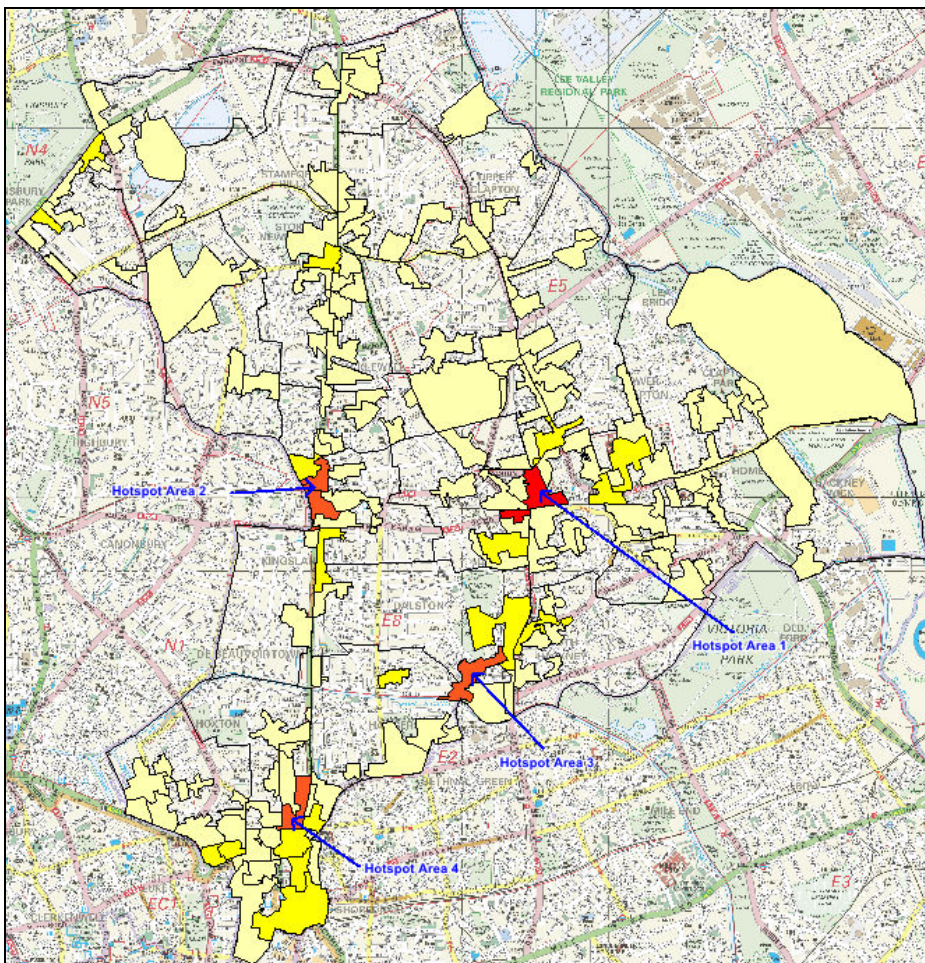
- 4.1 There are no specific legal implications arising from this report. Hackney Legal Services have been closely involved with the new ASB powers and will continue to advise relevant departments of the Council on their use and implementation.
- 4.2 The Council's existing Designated Public Space Protection Order and Dog Control Orders will automatically transition into Public Space Protection Orders on 19 October 2017.

5 FINDINGS

5.1 Anti-Social Behaviour in Hackney

5.1.1 Hackney has seen an overall reduction in ASB. In spite of this ASB represents the largest proportion of 101 calls in the borough. The majority of calls are made in regards to rowdy and inconsiderate behaviour (Hackney Council ASB category), followed by noise complaints and reports in regards to begging and vagrancy. Hackney's nighttime economy has continued to grow which now includes a large number of temporary events. Temporary events have increased year-on-year, which has impacted significantly on local residents and resources. The Council has created Special Policy Areas (SPA) in Dalston and Shoreditch to reduce the level of crime, noise and ASB through special licencing restrictions.

5.1.2 As mentioned above, despite the overall reduction, Hackney has seen an increase in incidents relating to begging/vagrancy, street drinking and sex work related activity (in certain areas of the borough). This includes increased levels of people travelling into the borough to beg. The affected areas are Broadway Market, Hackney Central, Well Street and the NTE areas in Dalston and Shoreditch. Together these areas account for 50 per cent of incidents recorded. The majority of visitors to the area enjoy the NTE but this growth has nonetheless resulted in an increase in alcohol related disorder and peripheral activities.



Areas which together accounts for the 50% of ASB incidents recorded during the period under review

5.1.3 Concerns around these activities have also been highlighted by residents in the annual Overview and Scrutiny consultation. Through the consultation

residents have made suggestions for scrutiny reviews to cover: noise, litter, air pollution (in town centres), street sex work, cycling on pavements, begging, street drinking, drug taking and people using parks and other public spaces as toilets.

- 5.1.4 There has been an increase in sex work related ASB since 2012/13 and in the last year there has been a 61 per cent increase in reports about sex work ASB. It was reported that the calls typically relate to Shacklewell Ward. However, it is also a serious problem in Brownswood, Clissold and Stamford Hill Wards. In addition, Wenlcok Barn TMO Manager stated that Windsor Terrace, in Hoxton West Ward, report incidents of this nature which has been attributed to its location on the edge of the NTE area. It was reported that the late opening hours of the McDonalds fast food outlet seems to attract drug dealing, sex work and the ASB linked to the sex work, alcohol consumption and drug taking.
- 5.1.5 The tables below show ASB hotspots and the nature of ASB on Hackney's housing estates during the period 2014/15. The largest group of perpetrators of ASB are males aged between 30 – 40 years. There has been an increase in ASB perpetrated by residents aged 40 – 60 years due to mental health issues. The majority of complaints by far are related to noise with a total of 912 complaints during 2014/15. The following complaint categories after this relates to gardening nuisance (266), Abuse or intimidation (257) and drugs (251). Although ASB issues relating to gangs and pirate radio are high profile, it was noted they account for a very small proportion of ASB complaints on Hackney's estates.

Hackney ASB Hotspots –2014/15

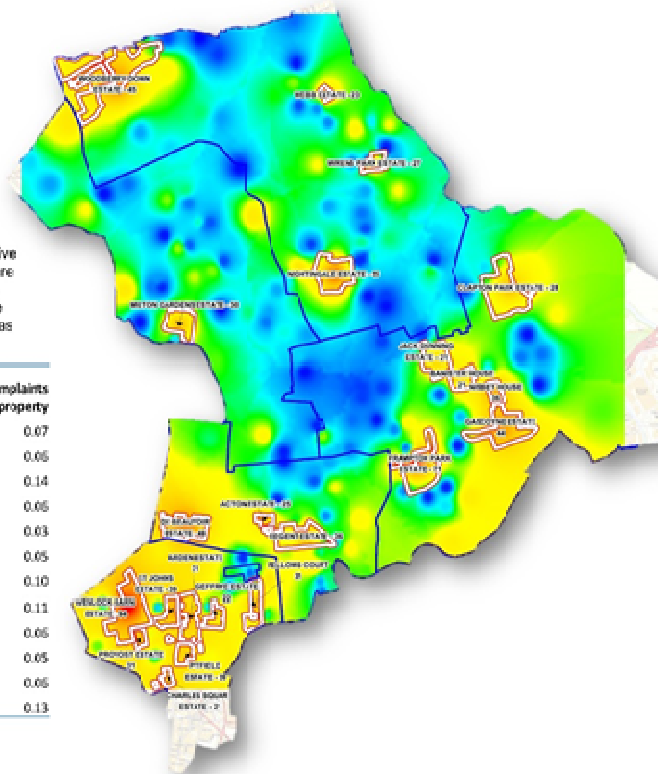
This map outlines the areas with the highest incidence of cases in 2014/15. It does not deal with number of types of cases.

- Yellow and red = more cases; Blue and green = fewer cases
- Estates with > 20 cases are shown on the map
- Most estates with > 20 cases are in Shoreditch area

Estates with most cases during 2014/15

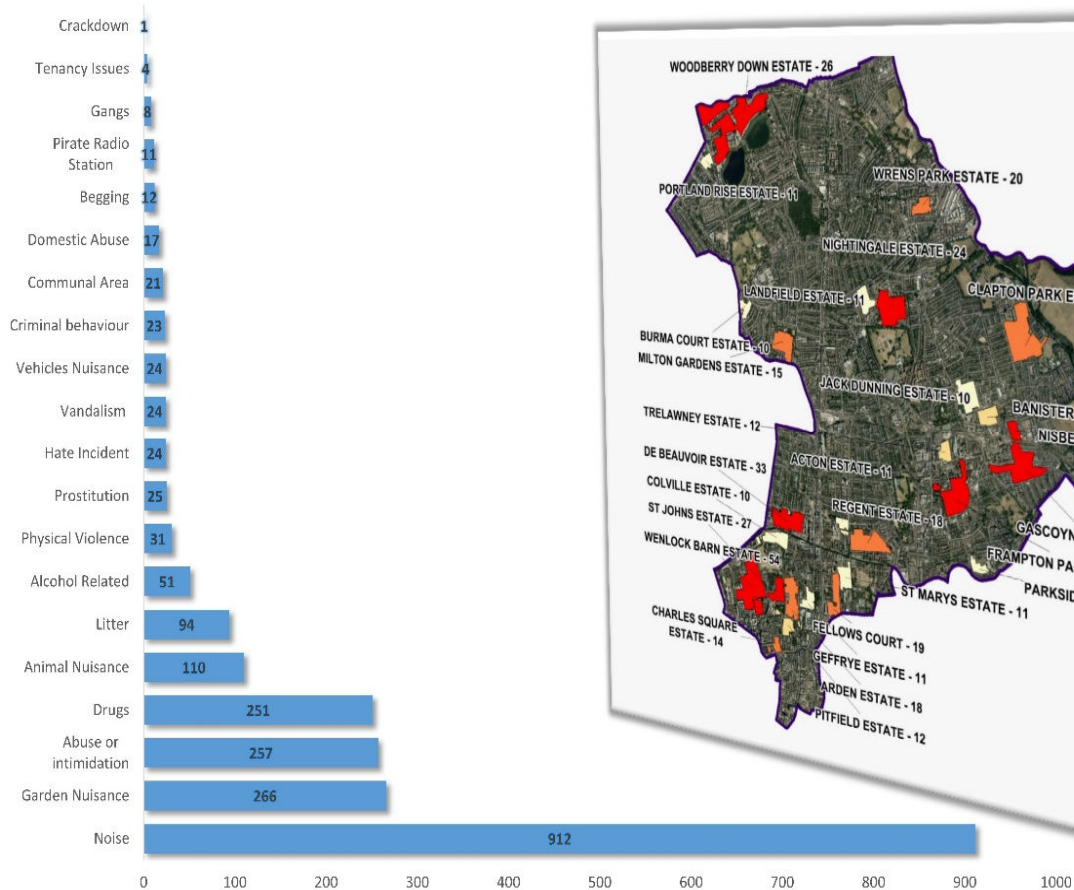
This table shows the top 10 estates with the highest incidence of active cases in 2014/15. That is, both opened and closed cases. As there are multiple estates with 31 complaints, more than 10 are included. The ratio of complaints to properties is shown in the last column. While the volume of complaints, it is important to note that some estates such as Acton have close to 1 complaint per household over the year.

Estate Name	Area	Number of issues	Number of complaints	Number of properties	Complaints per property
Wenlock Barn	Wenlock Barn	127	94	1345	0.07
Frampton Park	Homerton	91	71	1136	0.06
Nightingale Estate	North East	61	53	393	0.14
De Beauvoir Estate	Queensbridge	60	48	790	0.06
Woodberry Down	North East	61	45	1413	0.03
Gascoyne Estate	Homerton	54	44	882	0.05
St Johns Estate	Shoreditch	51	39	399	0.10
Nisbel House	Homerton	52	35	327	0.11
Regent Estate	Queensbridge	48	35	549	0.06
Arden Estate	Arden	39	31	680	0.05
Fellows Court	Shoreditch	39	31	552	0.06
Provost Estate	Shoreditch	38	31	242	0.13

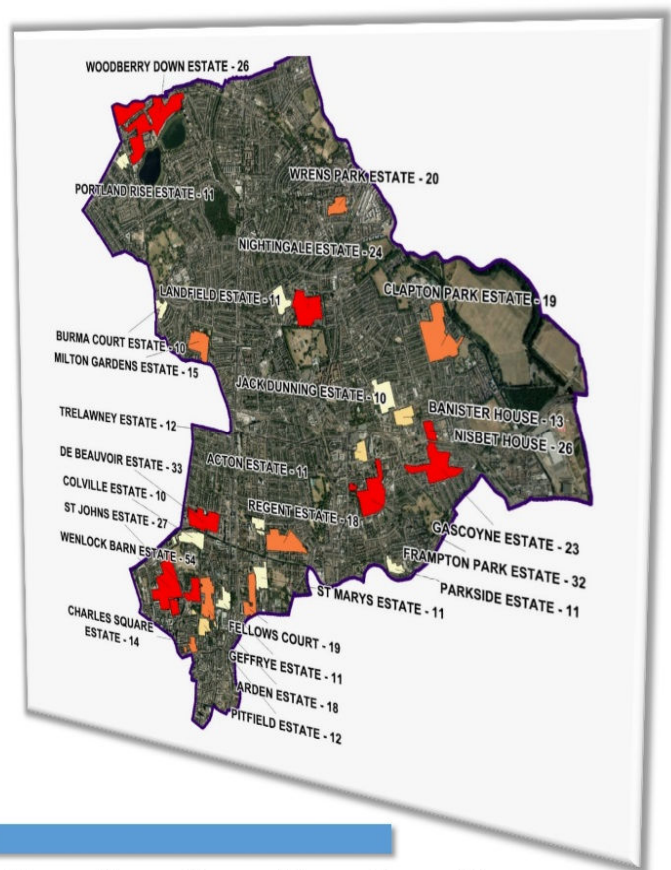


Hackney ASB Hotspots – 2014/15. The map outlines the areas with the highest incidents of cases in 2014/15. Yellow and red indicates more cases and blue and green indicates fewer cases (source Hackney Homes).

Number of ASB complaint types 2014/15



Estates with 10 or more noise complaints



5.2 Tackling Anti-Social Behaviour and Balancing Enforcement with Support

5.2.1 The new powers to tackle ASB introduced in the Anti-social Behaviour Crime and Policing Act 2014 - civil injunction, the CBO, community protection notice, PSPO, closure power, and the dispersal power - have replaced 19 separate powers. The aim is to make the responses to ASB more streamlined and victim centred. The new powers available to agencies vary with some shared and others available to a single agency e.g. the Police. As mentioned above, this Act is designed to give police, council staff and social landlords the powers and flexibility to put the victims and the community first in their response to ASB.

5.2.2 In our engagement with resident representative groups we spoke to the Wenlock Barn Estate, one of the ASB hotspots indicated in the table above. ASB complaints on this estate related to loitering, noise nuisance and drug dealing. The Commission heard to tackle the ASB affecting residents on the estate, the TMO formed a steering group and invited stakeholders to discuss the issues of ASB to help formulate an action plan. To address the issues raised the steering group decided to reconfigure some of the external spaces to address the intimidation residents were feeling, noise nuisance and drug dealing linked to young people congregating on benches in a communal space. We learned that the action taken gave residents a temporary reprieve but this moved the problem to another location and did not deal with the underlying issue which they believe is linked to the provision of youth services not successfully engaging with young people. Despite this, residents viewed the action taken as a success. The TMO has the ability to use tenancy agreements to address issues of concerns with parents or guardians of young people involved in ASB. Alternatively, the TMO can utilise its close working

relationship with Hackney Homes and the Safer Neighbourhood Police team to explore sustainable solutions for ASB.

- 5.2.3 ASB activity is a key issue for Hackney Homes. Due to the level of ASB on Hackney Homes' estates Alice Burke, was elected as the ASB Champion to lead on tackling ASB on behalf of the residents. TRAs and TMOs Chairs from 40 estates were invited to join a forum to look at making improvements, this included ASB. The ASB Champion and the working group have received good feedback particularly in relation to their work with victims of ASB. The close working with residents enabled Hackney Homes to deal with high-levels of ASB by closing down a number of drug dens and pirate radio stations on estates. Support has been provided to victims to help them with court proceeding and the ASB Champion will correspond on their behalf to ensure anonymity.
- 5.2.4 Similarly to the Police and the Safer Communities Team, Hackney Homes use a variety of methods for dealing with ASB; from verbal and written warnings to repossession and enforcement through to criminal court proceedings. In 2014/15 there were 383 warnings issued, and Mediation UK was commissioned to help mediate resolutions for low level ASB between neighbours. However, mediation can only be used when both parties agree. Hackney Homes have obtained 18 closure orders and are in the process of completing two cases of new absolute ground for possession. The Act introduced absolute ground for possession for secure and assured tenancies where ASB or criminality has already been proven by another court. The purpose of this is to expedite eviction for high level ASB tenants to bring faster relief to victims. The Commission pointed out there is a risk that council tenants, registered social landlords (RSL) tenants and private renters could be more harshly punished than homeowners if convicted for the same offence.
- 5.2.5 Hackney Homes are of the view that the new measures to tackle ASB within the Act have so far had limited impact on their ability to manage ASB. The majority of their ASB complaints related to lifestyle issues, for example the time washing machine is used, the sound of children playing and the sound of doors slamming. To assist in these types of complaints Hackney Homes carry out minor adaptations to reduce noise travelling between properties and use a specialist sound survey to identify the most acute cases. Where possible Hackney Homes try to transfer tenants to more suitable properties with neighbours that have a similar lifestyle.
- 5.2.6 Noise cases currently represent 51 per cent of Hackney Homes' casework. In order to successfully reduce the noise related ASB these types of cases are resolved by the housing manager. Hackney Homes officers have received special training on how to intervene effectively in noise nuisance cases and the team have access to noise recording machines. The training includes effective case management starting from when tenants and residents make a complaint, through to resolution. From the outset, the welfare safety and well-being of the victim making the complaint, is considered at every stage of the process. This includes an assessment of the risk of harm to the victim and their potential vulnerability which forms the basis of any action taken to redress the situation. This enables Hackney Homes to ensure Hackney Homes ASB team or specialist partner agencies provide the appropriate support.
- 5.2.7 The Commission heard that following the restructure of the Community Safety Team in December 2013, noise complaints, in particular domestic related noise, began to be treated as ASB than pollution. The change to treating noise as a nuisance has allowed officers with more generic skills to deal more

effectively with these cases using a wider range of tools and powers. This has led to a reduction in noise complaints. Since the new processes were embedded there has been a downward trend in ASB. The new process requires services to take a holistic approach and work in partnership, to focus on the persistent causes of ASB.

- 5.2.8 Hackney Homes find that acceptable behaviour contracts (ABC) and acceptable behaviour agreements (ABA) are effective when trying to solve neighbour disputes before a problem escalates, particularly when a young person is involved. If the problems needs to be escalated the community protection order is intended to deal with ongoing problems or nuisances which negatively affect the community's quality of life. This new power has been used extensively by the Council and the Police, however this power it is still being tested by the Council before they designate use of community protection orders to RSLs. The Safer Communities team views ABCs and ABAs as potentially effective amongst a range of informal sanctions to tackle disputes between neighbours. They can also be used to tackle noise where the threshold for noise has not been met.
- 5.2.9 The standalone ASBO has been replaced with the civil injunction. Hackney Homes has obtained two civil injunctions in 2014/15. Although the injunction is a civil power, it is still a formal sanction. This injunction can be applied for with the purpose of stopping or preventing individuals engaging in ASB. It differs from the ASBO in that it is less prohibiting and provides agencies with the opportunity to add positive conditions to the order, as long as they can ensure the activity will be provided. The Commission heard that both Hackney Homes and the Safer Communities team welcome the opportunity to add positive conditions to the order providing services are available.
- 5.2.10 Hackney Homes submitted a written response to the consultation about the Anti-social Behaviour, Crime and Policing Act 2014 (the Act) to provide their opinions about the provisions within the Act. Hackney Homes are of the view that two measures in the Act will have more of an impact on their ability to manage ASB than the others - community trigger and community remedy. These are designed to give victims and communities a say in the management of ASB. From the time of its introduction, the community trigger has been activated on two occasions. The community trigger gives the victim, or any other person on behalf of the victim the ability to request a review of their case, if they believe that the appropriate action has not been taken. The Council, Police and other partner agencies have a duty to undertake a case review if requested when local thresholds have been met. The community remedy gives the victim a say in the out-of-court punishment of perpetrators for low-level crime and ASB. The aim is to use the community remedy to form part of the existing process for delivering community resolutions. This action can also be used when a conditional caution or youth conditional caution is given.
- 5.2.11 For those estates with the highest number of ASB reports, Hackney Homes hold road shows on the estate during the summer months. The decision about which estates feature in the road shows is based on the number of cases in the previous year. The road show is tailored to address specific issues on individual estates. This approach has proven to be successful, particularly in regards to tackling anti-social issues related to dogs, including dog tagging. A review of ASB is carried out on the estate to ensure that the correct stakeholders and agencies are in attendance to give advice and information.
- 5.2.12 After the establishment of an information sharing agreement Partnership Tasking meetings were set up and held regularly to discuss ASB hotspots and

action plans. The action plans implemented aim to get to grips with the underlying causes of the ASB. Hackney Homes and TMOs attend these meetings. The action plans implemented require all agencies to collaborate and work closely together on the wider community safety and ASB issues such as high burglary rates and drug dealing. Hackney Homes meet regularly with partners including housing associations to discuss tackling ASB on shared estates. This work also includes proactive and strategic partnership work with neighbouring boroughs.

5.2.13 In order to target a problem with a minority of drinkers whose violence or ASB caused problems for others in public places, the Council introduced a borough-wide DPPO in May 2010. This enabled the Police and the Council to carry out targeted work, leading to a reduction in the number of street-drinking related ASB incidents. However in 2014 and 2015 there was an increase in street-drinking related ASB, one area being around Hackney Central. As a consequence the Council reviewed the new powers and options and decided to introduce the PSPO within a defined area around Hackney Central in April 2015 to help tackle the ASB linked to street drinking and within that work with other enforcement and support agencies. PSPOs are designed to stop individuals or groups committing ASB in a public space, where the behaviour is persistent and likely to have a detrimental effect on the quality of life of those in the locality. PSPOs may be of three years duration or less and must be the subject of a review before they can be extended for up to a maximum of three years; a PSPO may be extended more than once. Under the Anti-Social Behaviour, Crime and Policing Act 2014, the DPPO and the Dogs Control Orders will lapse after October 2017 and the legislation will transition them into PSPOs with the same conditions.

5.2.14 Councils are permitted to issue a PSPO after consultation with the local Police, Police and Crime Commissioner and other relevant bodies. The use of PSPOs in Hackney was discussed at the Partnership Tasking meetings and there was consultation with Members, residents, businesses, housing providers and landowners in the proposed area. All stakeholders at the meetings were made aware of the pending implementation and the areas it would cover.

5.2.15 The Council attempted to use the PSPO to deal with ASB that has continued to have a negative impact on other residents in spite of support and interventions being available. The Council acknowledged there were other powers that could be used, some by the council and others by the police, however in their view these were piecemeal and provided a less flexible approach. Administration of the other powers would be harder than the PSPO. The PSPO ties in all agencies, ensuring that the appropriate resources are available in partnership which is essential as resources continue to be cut. The PSPO in comparison with the other measures available allows agencies to work more efficiently together both in regards to partnership working, as well as fulfilling their responsibility to the victims of ASB.

5.2.16 Thames Reach carried out joint work with the Safer Communities team, Police and wardens around the PSPO and believe that enforcement is, under certain circumstances, necessary for engagement. For example, prosecution of rough sleepers involved in ASB as a last resort and where attempts to engage and offers of support have failed and ASB continues. They support the use of PSPO and highlighted that the agencies have no intention of taking action against rough sleeping alone. The measure can be used to tackle issues around ASB if the term 'rough sleepers' is removed making the PSPO less draconian.

5.2.17 Thames Reach pointed out the Council and partner agencies focussed on working with rough sleepers and those that are homeless to support them to move away from this lifestyle. It was emphasised any enforcement actions taken must be based on the behaviours of the individual not their circumstances. In their opinion, it was a mistake to list a specific client group in Hackney Council's PSPO. Several other London boroughs have PSPOs in place to tackle different and complex issues of ASB; Brent, Barking and Dagenham, Chelsea and Kensington and Hammersmith and Fulham.

5.2.18 The Commission heard that with the benefit of hindsight, a wider consultation would have been appropriate to explain the Council's intentions and the evidence to support the decision made. The Commission is of the view this would have eliminated the need to withdraw their decision. The Council withdrew the order following an online campaign which focussed on the inclusion of rough sleepers in the order. The campaign attracted considerable media attention.

5.2.19 The Council and partner agencies will continued to use existing powers to mitigate against the impact of ASB. By the end of 2015, the Council expects to have completed analysis of anti-social behaviour across the borough and will look at how powers can be used against the different types of behaviour.

The Commission recommends that the Council learn from the circumstances around the publication and subsequent withdrawal of the PSPO for future consultations of debatable policy or service change. The Commission recommends that evidence to support these are produced to the highest standard to demonstrate the Council has a robust evidence base to support the proposed change.

The Commission recommends that the Council review and draw on best practice in other local authorities should they decide to introduce a PSPO in the future.

5.2.20 Government cuts to the Council's core funding along with partner agencies' budget cuts is a real test for the current partnership working arrangements that to date have enabled the Police, housing providers and council departments to pool their resources to achieve positive outcomes. Related to budget cuts the Commission noted the Council's cross-cutting review of enforcement services to see how they can be delivered more efficiently. The challenge is to ensure that good preventative work is not lost both within the borough and with neighbouring boroughs.

5.2.21 There has been an increase in sex work related ASB since 2012/13. The highest numbers of incidents are recorded in Queens Drive, Shacklewell Lane, Stamford Hill and Lordship Park. This type of ASB is managed by the police and they carry out targeted work to resolve and reduce the presence of sex work related ASB. The Police operations are resource intensive and as a consequence are only conducted 3 to 4 times a year. Planned operations target kerb crawlers for enforcement action. The Police set out to engage with sex-workers and signpost them to support services rather than criminalise them. Working closely with support services such as Open Doors, their aim is to divert sex workers away from their current activity and sign post them to support services to deliver behaviour change. The Police use 'designing out crime' tactics involving temporarily using CCTV cameras to identify kerb

crawlers and issue warning letters about the inappropriate activity to the registered owner of the car.

The Commission recommends that the Council continues to work in close partnership with stakeholders (Hackney Homes, Hackney Police, TMOs, TRAs and external support organisations) to ensure the right balance of enforcement and support is achieved to ensure the most appropriate legislative action is taken to tackle the different types ASB and varying degrees of intractability.

5.2.22 The dispersal power is a new power that the police can use in a range of situations to disperse anti-social individuals and to provide immediate short-term relief to a local community. Since November 2014, 102 dispersal orders have been granted by an Inspector. The authorising officer can sanction the use of the power in a specified locality for up to 48 hours. In Hackney, this order is used on a rolling basis to tackle issues as they occur in the night time economy areas. It was reported that the power is used evenly in Dalston and Shoreditch. The NTE areas have seen a reduction in ASB incidents. Dispersal orders are used as an early intervention tool to deal with alcohol related ASB to prevent situations escalating to violence. The drawback to using this power is it is resources intensive and not always the most effective way of dealing with ASB; reflected by the low number of actual arrests being carried out.

5.2.23 The majority of visitors to the NTE areas enjoy themselves however, this economy brings with it alcohol related disorder and peripheral activities such as drugs and nitrous oxide sales. Current legislation does not provide suitable enforcement for agencies to tackle the sale of nitrous oxide. The police use dispersal power to remove people selling nitrous oxide in the NTE areas. It was acknowledged that the use of a dispersal order might warrant monitoring like stop and search and the use of Taser. The Commission suggests accountability and monitoring is discussed by the relevant stakeholders.

5.2.24 Throughout this report, the importance of partnership and early intervention has been highlighted, which is crucial to effectively tackling ASB, and that enforcement is a last resort. Therefore, practitioners from either the Council, Police and other agencies, i.e. housing providers, apply a balanced approach to tackling ASB by effectively using early intervention in the forms of diversion, mediation, warnings and engagement with support services.

5.2.25 The Commission heard that evidence-based and proportionate implementation of enforcement has and remains the approach taken by agencies in this borough to deal with ASB. Early intervention in the form of diversion, warnings, mediation, engagement with support services or the use of non-statutory tools such as ABAs are used. The rationale for this approach is twofold, firstly, experience nationally shows often a simple warning or highlighting the impact of a behaviour leads to the cessation of a significant number of cases at an early stage. Secondly, it provides evidence that a reasonable and proportionate approach to decisions around enforcement is necessary. Additionally, the courts require responsible agencies to demonstrate they have attempted to use other interventions before enforcement is applied.

5.2.26 Finally, the agencies involved in tackling ASB in the borough have highlighted that throughout the new Act there is clear emphasis on the victim and that they are central to decisions around enforcement. It has been made clear in this section of the report that early intervention or support options to those committing ASB is important. It is the daily work of practitioners to make the judgement to achieve the correct balance in complex cases.

5.3 Local Councillors on Anti-Social Behaviour casework

5.3.1 The Commission wanted to understand if local Councillors and Ward Panel Chairs were aware of these new measures and hear about their experiences of ASB casework. From the 13th September to the 21st October 2015, the Community Safety and Social Inclusion Scrutiny Commission conducted a questionnaire, which was distributed to all Councillors and Ward Panel Chairs. This section of the report highlights the responses from local Councillors and local Ward Panel Chairs. Eighteen Councillors from 14 different wards and 3 Ward Panel Chairs completed the questionnaire.

5.3.2 The Wards represented in the questionnaire were Brownswood, Clissold, Dalston, De Beauvoir, King’s Park, Shacklewell, Hackney Downs, Hackney Wick, Haggerston, Hoxton West, Lea Bridge, London Fields, Springfield, Stamford Hill and Victoria Wards.

5.3.3 Fifty-five and half per cent of the Councillors who completed the questionnaire were new (up to 1 year). Twenty-two point three per cent responded that they were experienced Councillors and had been a Councillor for more than 12 years.

5.3.4 The ASB categories listed in the questionnaire were:

Noise	Begging	Littering (including drug paraphernalia)	Sex Work and Kerb Crawling
Nuisance neighbours	Street drinking	Vandalism	Rowdy behaviour

5.3.5 Councillors were also encouraged to add any other categories of ASB if not listed. From the responses we noted these points:

Noise

There was a total of 16 responses stating that they had taken up noise related ASB casework on behalf of local residents in the last year with 50 per cent saying that they did so often.

Begging

Less respondents, a total of 14, stated that they had taken up begging related ASB casework on behalf of local residents in the last year. The majority suggested that they did so very seldom. None of the respondents indicated that this happens very often. However, 5 per cent (1 respondent) suggested that this happens often. This respondent represent Hoxton West Ward, which forms part of the NTE area. This suggests that begging might be more of a frequent occurrence in this particular area.

Littering (including drug paraphernalia)

A total of 14 responses stated that Councillors had taken up casework about littering (including drug paraphernalia) related ASB casework on behalf of local residents in the last year. The frequency of this type of casework was fairly even with only a small majority 28 per cent stating that they did so often. The 28 per cent represent Brownswood, Dalston Ward, De Beauvoir Ward, Shacklewell and Stamford Hill West Wards. The responses suggests that ASB related to littering (including drug paraphernalia), are more prominent in the five wards outlined above than in the rest of the borough and noticeably so in Dalston Ward.

Sex Work and Kerb Crawling

There was a total of 14 responses stating that they had taken up sex work and kerb crawling related ASB casework on behalf of local residents in the last year. Twenty-eight per cent of respondents stated that they very seldom do and 22 per cent stated that they seldom do, there was 17 per cent stating that they often do. The 17 per cent represent Clissold, Shacklewell, and Stamford Hill West Wards. This suggests that ASB related to sex work and kerb crawling, are specifically problematic in these areas.

Nuisance neighbours

There was a total of 14 responses stating that they had taken up nuisance neighbours related ASB on behalf of local residents in the last year. Similar to noise related ASB casework, the majority, 39 per cent, stated that they do so often. This suggest that this is type of ASB is a fairly common occurrence across the borough.

Street drinking

There was a total of 14 responses stating that they had taken up street drinking related ASB on behalf of local residents in the last year. Twenty eight per cent reported that they did this very seldom and 23 per cent responded that they did this often or seldom. Five per cent (1 respondent) stated that they did this very often, this respondent represent Dalston Ward one of the NTE areas suggesting that ASB related to street drinking is more prevalent in this area.

Vandalism

There was a total of 13 responses stating that they had taken up ASB casework in regards to vandalism on behalf of local residents, 44 per cent reported that these cases were very seldom and 28 per cent reported these cases were seldom. Interestingly none of the respondents reported having cases often or very often which suggests that ASB casework in relation to vandalism is fairly uncommon across the borough.

Rowdy behaviour

There was a total of 16 responses stating that they had taken up ASB casework in regards to rowdy behaviour. Thirty-four per cent, reported these cases were seldom. Twenty-eight per cent reported these cases were often. Fewer Councillors stated that they had done so very often than those reported they had done so very seldom. The respondents reporting these cases as very often and often represent Dalston, and London Fields Wards which suggests that ASB related to rowdy behaviour, are specifically problematic in these areas.

Other types of ASB casework

The respondents also stated that other types of ASB casework they do include alleged drug dealing, noise and ASB from synagogues (in regards to unsupervised children harassing neighbours), dog fouling and reports on some estates about groups of young people using staircases as congregation points.

5.3.6 Ninety-five per cent of Councillors stated they carried out casework on behalf of a council tenant, just over 61 per cent, carried out casework on behalf of a Housing Association tenant and a Private tenant. Eleven per cent carried out casework on behalf of a proprietor and a business owner.

5.3.7 In the questionnaire the following areas appeared to be particularly prone to ASB: Kingsland High Street and adjacent pedestrianised streets and square (Gillet Square and Dalston Square), Lordship Park, Queens Drive, Dalston Junction, Clarence Road, Broadway Market, Linscott Road /Lower Clapton Road, London Fields and Shacklewell Lane. ASB was also noted to be an issue for areas hosting events such as Finsbury Park (Seven Sisters Road, Finsbury Park Road, Wilberforce Road, Alexandra Grove) and Victoria Park.

- 5.3.8 The Councillors were encouraged to share their experiences in response to questions in regards to an instance where a case was addressed well and of an instance where a case was not addressed so well. Twelve Councillors reported their experience as neither positive nor negative. Three Councillors reported a positive experience and 1 Councillor reported a negative experience.
- 5.3.9 The responses highlighted that cases are dealt with well when the issue is addressed reasonably quickly and agencies work in partnership. Issues concerning limited resources and a lack of effective partnership working with long delays and limited action taken (especially for noise nuisance case) were cited as the main reasons why Councillors felt that cases were not handled well. Councillors recognised the efforts made to tackle sex work related ASB both in Brownswood and Shacklewell Wards. However, their experiences highlighted, the limited resources and deployment of officers on a continual basis meant a long-term solution could not be provided. Competing priorities mean resources are deployed elsewhere. The community or individual's relief from the ASB can be temporary and the problems return.
- 5.3.10 The Commission received evidence that there is a good partnership working both with key stakeholders and neighboring boroughs to tackle ASB. The Commission believe that the partnerships need to be protected, updates in regards to specific problems should include local Councillors to ensure the most appropriate legislative action is taken to tackle the different types ASB and varying degrees of intractability.
- 5.3.11 A cross-cutting review of the Council's enforcement services across the organisation is currently being carried out to explore opportunities for further synergies and match resources to demand. The Council is looking at commonalities across the Council's enforcement services to consider how they can work more efficiently in partnership and achieve savings in the process. The Commission noted that there is the opportunity for the findings of this report to feed into the enforcement crosscutting review. The Commission believes that the findings and any changes to service areas' roles and responsibilities should be shared with all Councillors. It is important for Councillors to have good knowledge and understanding of the lead agencies' and their roles and responsibilities in relation to managing and resolving ASB cases appropriately and effectively.
- 5.3.12 In regards to understanding the roles and responsibilities of the lead agencies' (Hackney Council, Hackney Homes and Hackney Police) in dealing with ASB cases. Fifty per cent reported feeling somewhat confident. Sixteen per cent reported feeling neither confident nor unconfident. Eleven per cent reported feeling confident and 17 per cent reported feeling very confident

The Commission recommends that the Council continue to provide training for Councillors to help them understand how to manage and handle ASB cases and to build up their knowledgebase about the options available. We recommend online information is easily available on the Hackney Council website.

- 5.3.13 Fifteen Councillors provided suggestions on how they think Hackney Council could improve its handling of ASB including more support for Councillors to help them understand how to deal with ASB casework and what options are available. In addition, Councillors also suggested that more support and help should be given to victims of noise nuisance. Further, it was suggested that some cases of alleged ASB arise because of gentrification and difficulties arising from the high expectations of young professionals. It was also

highlighted that the borough as a whole needs to help families with children who are sometimes alleged to be behaving in an anti-social manner when they are just living normally, this would include taking issues of sound proofing seriously. In addition, most of the responses broadly suggested that increased resources, communication between agencies, and better feedback to victims of ASB would help improve Hackney handle future ASB cases. This was further supported by the Ward Panel Chairs who suggested that quicker intervention and closer liaison between the relevant agencies would help to improve the handling of ASB cases. One of the Ward Panel chairs made the following comment:

“I have to question the effectiveness of what Ward Panels can actually achieve. We set priorities/promises, the team does its best, the issue gets moved somewhere else for a short time, then it comes back”

5.3.14 The knowledge and understanding of the new measures varied among Councillors. Some were familiar with the new measures (the community trigger, community remedy, community protection notice and the new absolute ground for possession). According to the questionnaire results, they were most familiar with the PSPO, this may be as a result of the extensive media coverage the publication of the PSPO received. From the questionnaire, the Commission was unable to ascertain if Councillors were aware of this new measure prior to the social media campaign targeting Hackney’s proposed use of the PSPO.

5.3.15 The Commission received information about the Council’s partnership work with their key stakeholders and neighboring boroughs to tackle ASB. The Commission believes that these partnership arrangements need to be protected and that updates about specific problems should be sent to local Councillors to ensure that they are aware of the most appropriate legislative actions to tackle the different types ASB and varying degrees of intractability.

5.3.16 The Council is working closely with key stakeholders to deliver a solution to longstanding ASB problems in the borough. The Commission received evidence that a review of the various types of ASB and the powers available would be by the end of 2015. The Commission encourages the Council to share the results of that analysis with Members and that any future consultation exercises should be in the public domain (Council website and social media channels).

6 CONCLUSION

- 6.1 The Council's commitment to using all available measures to tackle ASB in partnership with key stakeholders was very evident throughout this review and aligns with the corporate vision outlined in the Council's Corporate Plan and the Sustainable Community Strategy.
- 6.2 Although overall ASB has reduced, certain types of ASB have increased in some areas and this remains of concern to residents. Implementation of the PSPO was an attempt by the Council to address the increasing issues of ASB linked to street drinking in the borough. After reviewing the evidence the Commission believes that the Council made the correct decision in using this new legislation to tackle what had been intractable ASB problems. The Commission would advise the Council to share the results of that analysis with Members and that any future consultation exercises should be in the public domain (Council website and social media channels).
- 6.3 The review demonstrated the new measures in the Act are more applicable to high level ASB. Hackney Homes highlighted that the majority of their cases (noise related to lifestyle issues) do not trigger the use of the new powers. Therefore Hackney Homes housing managers will continue to provide resolutions for these cases through well-established multi-agency partnerships, which includes TMOs and TRAs. The new power Hackney Homes have used is the new absolute ground for possession. The Commission is of the view it is vital to ensure that council tenants, RSL tenants and private renters are not more harshly punished than homeowners if convicted for the same offence.
- 6.4 The importance of partnership working to tackle ASB effectively became evident during this review. We were pleased to see evidence that Hackney Homes, TMOs and TRAs actively work in partnership with the Council's enforcement service and the Police when tackling high-level ASB. This becomes even more imperative in the time of austerity and requires all partners to pool resources. Early intervention work helps to prevent further ASB and providing support can help to prevent the ASB escalating to more serious criminal activity.
- 6.5 The Commission believes that improving ASB requires not only good communication of legislative changes across the partnership but provision of information to local Councillors, TMO's, TRAs and Ward Panel Chairs to ensure that good preventative work is not lost.

- 7 6.6** The frequent use of the dispersal order has prompted the Commission to highlight monitoring its use. The Commission acknowledges the dispersal order has been a useful tool to give the areas suffering from ASB respite for a period of time; however we do not want to see the dispersal order applied as a blanket approach to ASB instead of dealing with the underlying causes. It is vital to get the balance right between enforcement and support, to provide a sustainable solution to issues that are of concerns to residents, at the same time as dealing appropriately with complex issues such as mental health and substance misuse as early as possible.

CONTRIBUTORS, MEETINGS AND SITE VISITS

The review's dedicated webpage includes links to the terms of reference, findings, final report and Executive response (once agreed). This can be found [here](#).⁷

Meetings of the Commission

The following people gave evidence at Commission meetings or attended to contribute to the discussion panels.

9th July 2015⁸

Barry Scales, Service Team Manager, Safer Communities, LBH
Steve Bending, Head of Safer Communities, LBH
Councillor Sophie Linden, Deputy Mayor

8th September 2015⁹

David Saxon, Head of Centralised Housing Services Tenancy & Leasehold Services, Hackney Homes
Jude Cross, Area Director Outreach, Thames Reach
Gary Bird, Outreach Worker, Thames Reach
Neehara Wijeyesekera, Divisional Head of Tenancy & Leasehold Services, Hackney Homes
Wayne Hylton, ASB and Estate Safety Manager, Hackney Homes

15th October 2015¹⁰

Alice Burke, Vice-Chair of Hackney Homes Board and ASB Champion
Barry Scales, Service Team Manager, Safer Communities, LBH
Bob Herring, Chair Hackney Downs Ward Panel
David Nkrumah-Buansi, Wenlock Barn TMO Manager
Jo Edwards, Superintendent, Hackney Metropolitan Police Service
Steve Bending, Head of Safer Communities, LBH

8 MEMBERS OF THE SCRUTINY COMMISSION

Councillor Carole Williams (Chair)
Councillor Richard Lufkin (Vice Chair)
Councillor Kam Adams
Councillor Ned Hercock
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⁷ <http://www.hackney.gov.uk/individual-scrutiny-commissions-community-safety-and-social-inclusion.htm>

⁸ <http://mginternet.hackney.gov.uk/ieListDocuments.aspx?CId=122&MId=3324&Ver=4>

⁹ <http://mginternet.hackney.gov.uk/ieListDocuments.aspx?CId=122&MId=3325&Ver=4>

¹⁰ <http://mginternet.hackney.gov.uk/ieListDocuments.aspx?CId=122&MId=3326&Ver=4>

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Relevant Cabinet Member: Councillor Sophie Linden

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10 GLOSSARY

Below is a list of abbreviations used within this report and their full title.

Abbreviation	Definition
ABA	Acceptable Behaviour Agreement
ABC	Acceptable Behaviour Contract
ASB	Anti-social Behaviour
ASBAP	Anti-social Behaviour Action Panels
ASBO	Anti-social Behaviour Order
CBO	Criminal Behaviour Order
DPPO	Designated Place Protection Order
LBH	London Borough of Hackney
MPS	Metropolitan Police Service
NTE	Night Time Economy
PSPO	Public Space Protection Order
SPA	Special Policy Area
SUOM	Street Users Outreach Meeting
TMO	Tenant Management Organisation
RSL	Registered Social Landlord

APPENDIX 1

Anti-social behaviour casework questionnaire (CSSI review) circulated to all Hackney councillors.



Anti-social behaviour case work (CSSI review)

Overview

The Community Safety and Social Inclusion Commission is conducting a review of the range of new powers introduced by the Anti-social Behaviour, Crime and Policing Act 2014.

The purpose of the review is to understand the legislative changes, policy, and performance of the ASB service and to gain an understanding of new measures available to the council to tackle ASB. The review will also seek to understand how to balance enforcement and support, how the new powers are being used and whether they have improved responses to reports of ASB and whether Councillors, MPs, Assembly Members, are aware of these measures and whether they are being satisfactorily used to tackle ASB.

Why we are consulting

As a part of the Anti-social Behaviour, Crime and Policing Bill: Measures for Tackling ASB review the CSSI Commission would like to hear from Councillors about their experiences of ASB case work and their experiences of reaching a solution.

Introduction

1 What is your name?

Name

2 What is your email address?

This is optional, but if you enter your email address then you will be able to return to edit your consultation at any time until you submit it. You will also receive an acknowledgement email when you complete the consultation.

Email

3 Which ward do you represent?

(Required)

Please select only one item

- Brownswood Ward Cazenove Ward Clissold Ward Dalston Ward
 De Beauvoir Ward Hackney Central Ward Hackney Downs Ward Hackney Wick Ward
 Haggerston Ward Homerton Ward Hoxton East & Shoreditch Ward Hoxton West Ward
 King's Park Ward Lea Bridge Ward London Fields Ward Shacklewell Ward
 Springfield Ward Stamford Hill West Ward Stoke Newington Ward Victoria Ward
 Woodberry Down Ward

4 How long have you been a Councillor in Hackney?

(Required)

Please select all that apply

- up to 1 term up to 2 terms up to 3 terms more than 12 years

Questions

5 In the last year, what type of ASB case work have you taken up on behalf of local residents?

	Very often	Often	Seldom	Very seldom
Noise	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Begging	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Littering (including drug paraphernalia)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Prostitution and kerb crawling	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Nuisance neighbours	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Street drinking	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Vandalism	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Rowdy behaviour	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
All of the above	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other (please specify)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

6 On whose behalf did you take up the ASB case work?
(Required)

Please select all that apply

- Council tenant Housing Association tenant Private tenant Home owner
 Proprietor (café, pub or restaurant) Business owner Other (please specify)

- 9** On a scale to one to five, where five is very confident and one is not confident at all, how confident do you feel in regards to understanding the lead agencies' (Hackney Council, Hackney Homes and Hackney Police) roles and responsibilities in dealing with ASB cases?

	not confident at all	somewhat confident	neither confident nor unconfident	confident	very confident
How confident do you feel in regards to understanding the lead agencies roles and responsibilities in dealing with ASB cases?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

- 10** How do you think Hackney could improve its handling of ASB? (please feel free to reference Hackney Council, Hackney Police, Hackney Homes, housing associations or other relevant agencies)

- 11** Which new measures to tackle ASB are / were you aware of? (select all which apply)

Please select all that apply

- Community Trigger / Community Remedy Civil Injunction Criminal Behaviour Order
 Dispersal Power Community Protection Notice Public Space Protection Order
 Closure Order New Absolute Ground for Possession

- 12** Would you be willing to speak to the Community Safety and Social Inclusion Commission should we want more information on your experiences of ASB casework?

(Required)

Please select all that apply

- yes no

Overview

This report was created on Wednesday 04 November 2015 at 14:54.

From 13/09/2015 to 21/10/2015, Hackney Council ran a consultation entitled 'Anti-social behaviour case work (CSSI review)'. This report covers the online element of the consultation process, which was run from <http://consultation.hackney.gov.uk/overview-and-scrutiny/a1c6152c>

Introduction

Question 1: What is your name?

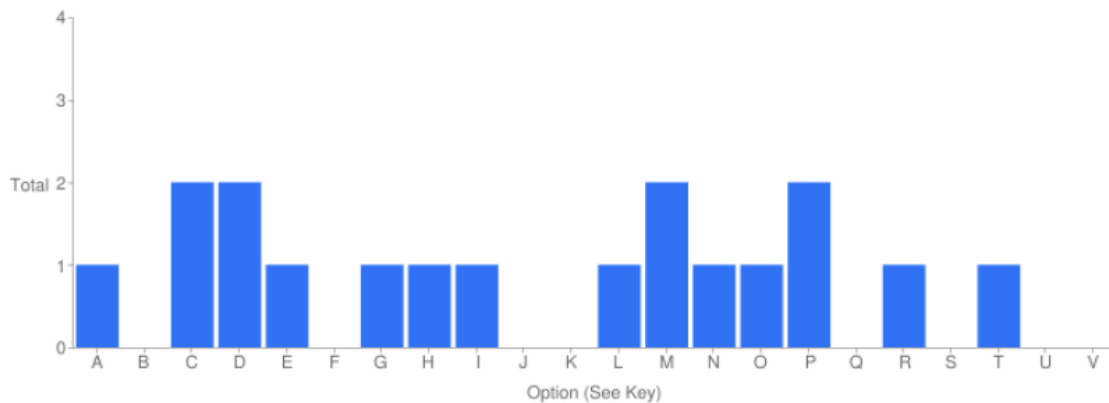
There are 18 responses to this part of the question.

Question 2: What is your email address?

There are 15 responses to this part of the question.

Question 3: Which ward do you represent?

Table of "Ward"

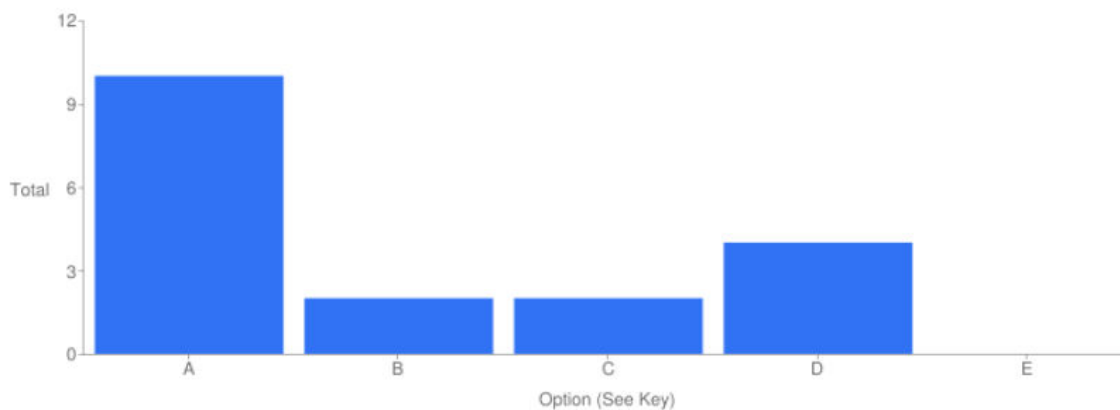


Key	Option	Total	Percent of All
A	Brownswood Ward	1	5.556%
B	Cazenove Ward	0	0%
C	Clissold Ward	2	11.11%

Key	Option	Total	Percent of All
D	Dalston Ward	2	11.11%
E	De Beauvoir Ward	1	5.556%
F	Hackney Central Ward	0	0%
G	Hackney Downs Ward	1	5.556%
H	Hackney Wick Ward	1	5.556%
I	Haggerston Ward	1	5.556%
J	Homerton Ward	0	0%
K	Hoxton East & Shoreditch Ward	0	0%
L	Hoxton West Ward	1	5.556%
M	King's Park Ward	2	11.11%
N	Lea Bridge Ward	1	5.556%
O	London Fields Ward	1	5.556%
P	Shacklewell Ward	2	11.11%
Q	Springfield Ward	0	0%
R	Stamford Hill West Ward	1	5.556%
S	Stoke Newington Ward	0	0%
T	Victoria Ward	1	5.556%
U	Woodberry Down Ward	0	0%
V	Not Answered	0	0%

Question 4: How long have you been a Councillor in Hackney?

Table of "years"

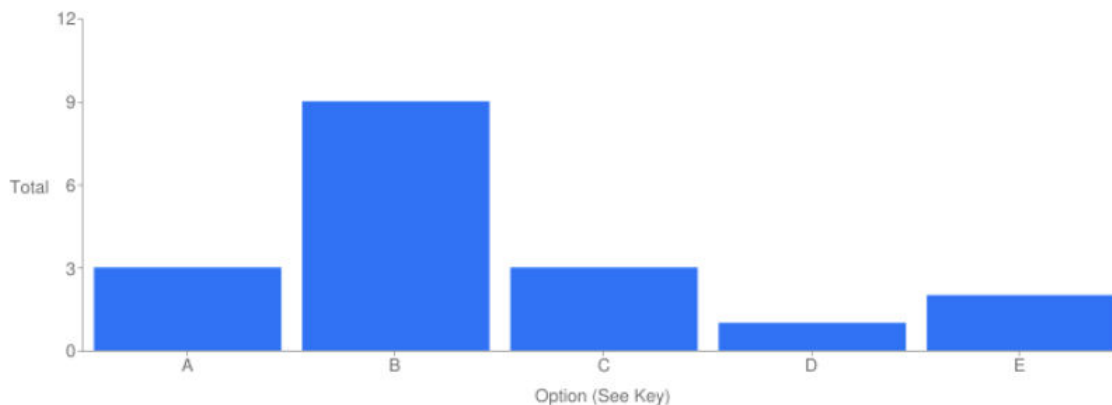


Key	Option	Total	Percent of All
A	up to 1 term	10	55.56%
B	up to 2 terms	2	11.11%
C	up to 3 terms	2	11.11%
D	more than 12 years	4	22.22%
E	Not Answered	0	0%

Questions

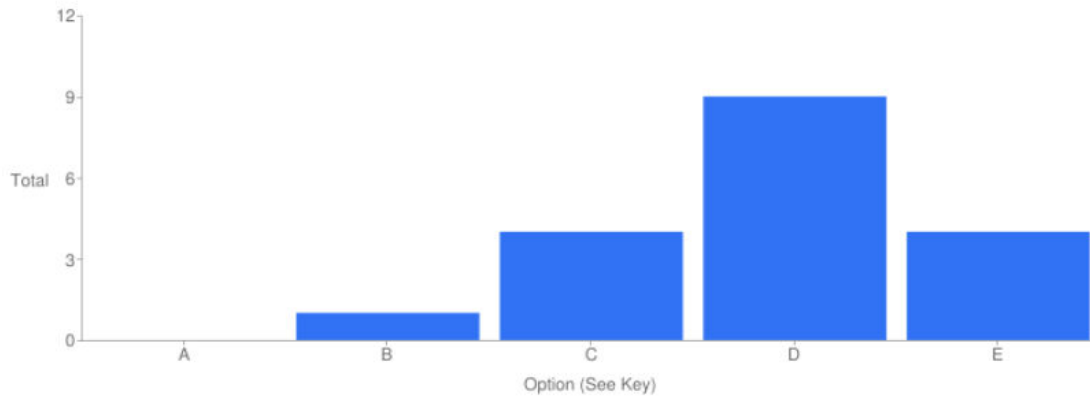
Question 5: In the last year, what type of ASB case work have you taken up on behalf of local residents?

Table of "Noise"



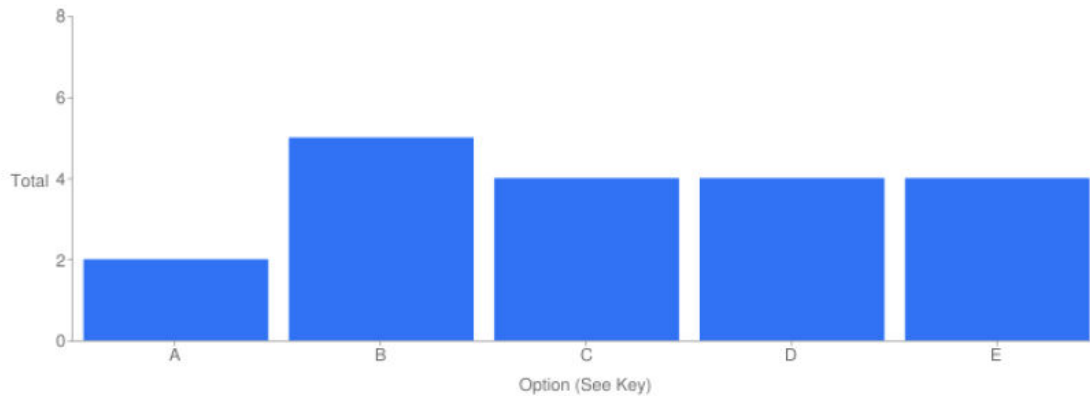
Key	Option	Total	Percent of All
A	Very often	3	16.67%
B	Often	9	50.0%
C	Seldom	3	16.67%
D	Very seldom	1	5.556%
E	Not Answered	2	11.11%

Table of "Begging"



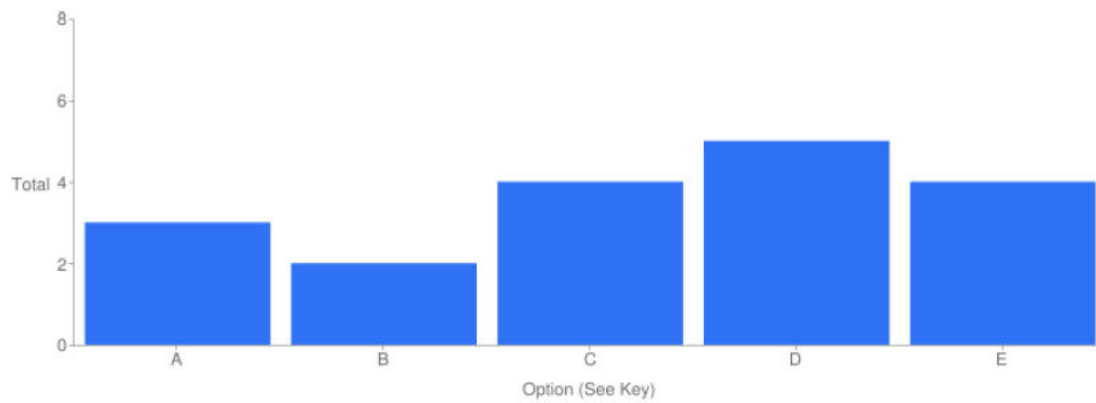
Key	Option	Total	Percent of All
A	Very often	0	0%
B	Often	1	5.556%
C	Seldom	4	22.22%
D	Very seldom	9	50.0%
E	Not Answered	4	22.22%

Table of "Littering (including drug paraphernalia)"



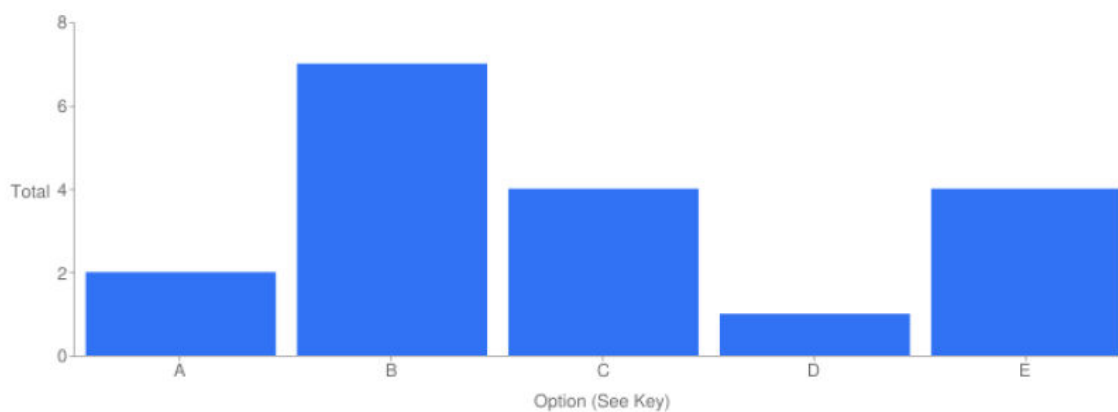
Key	Option	Total	Percent of All
A	Very often	2	11.11%
B	Often	5	27.78%
C	Seldom	4	22.22%
D	Very seldom	4	22.22%
E	Not Answered	4	22.22%

Table of "Prostitution and kerb crawling"



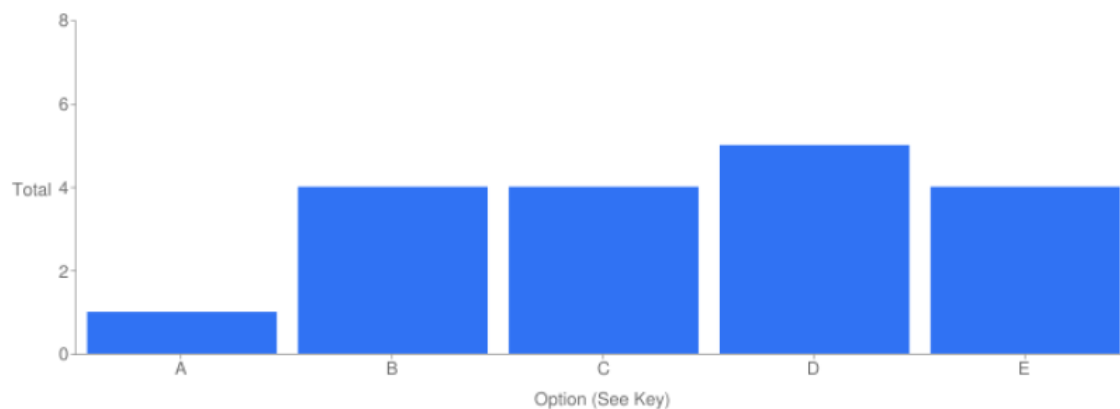
Key	Option	Total	Percent of All
A	Very often	3	16.67%
B	Often	2	11.11%
C	Seldom	4	22.22%
D	Very seldom	5	27.78%
E	Not Answered	4	22.22%

Table of "Nuisance neighbours"



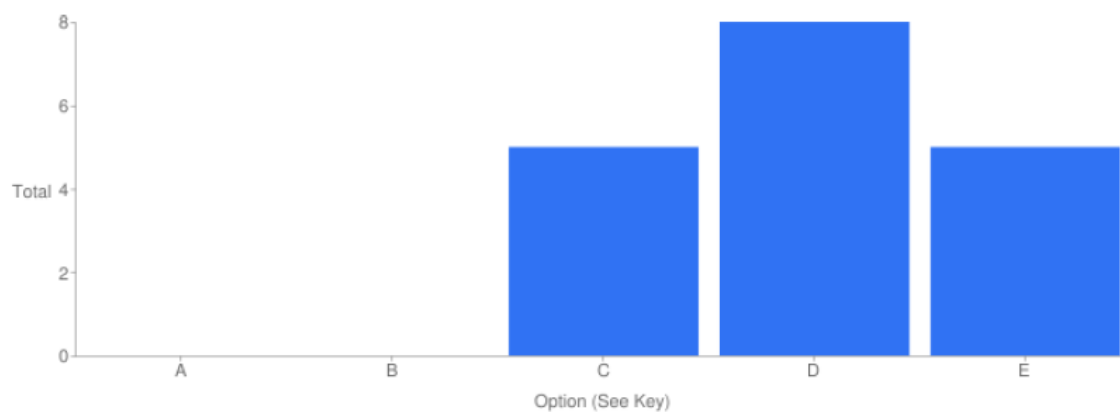
Key	Option	Total	Percent of All
A	Very often	2	11.11%
B	Often	7	38.89%
C	Seldom	4	22.22%
D	Very seldom	1	5.556%
E	Not Answered	4	22.22%

Table of "Street drinking"



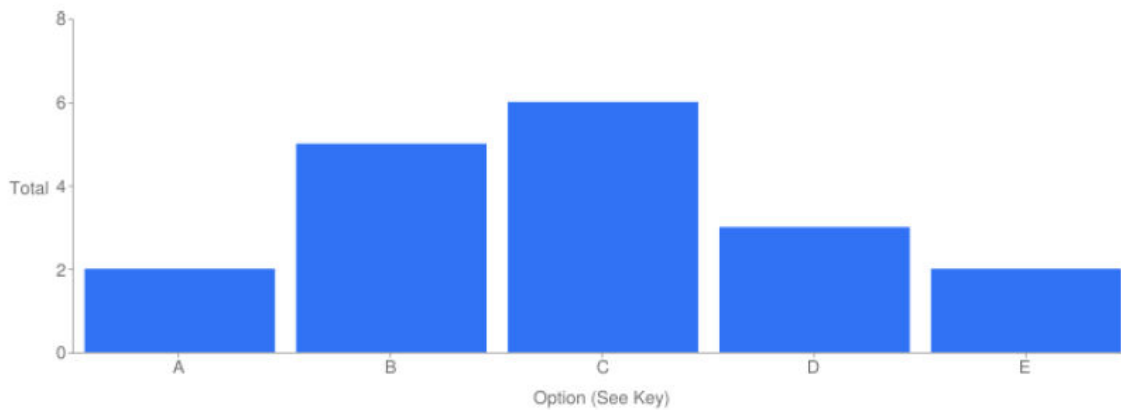
Key	Option	Total	Percent of All
A	Very often	1	5.556%
B	Often	4	22.22%
C	Seldom	4	22.22%
D	Very seldom	5	27.78%
E	Not Answered	4	22.22%

Table of "Vandalism"



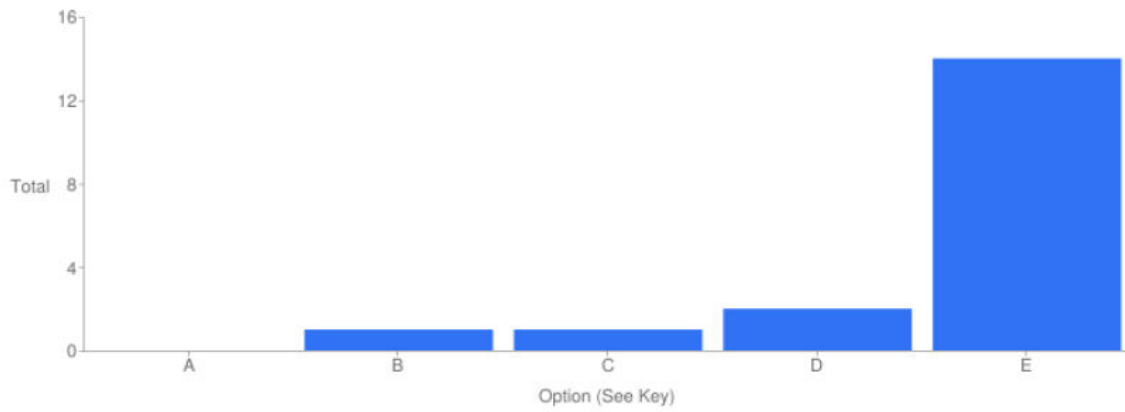
Key	Option	Total	Percent of All
A	Very often	0	0%
B	Often	0	0%
C	Seldom	5	27.78%
D	Very seldom	8	44.44%
E	Not Answered	5	27.78%

Table of "Rowdy behaviour"



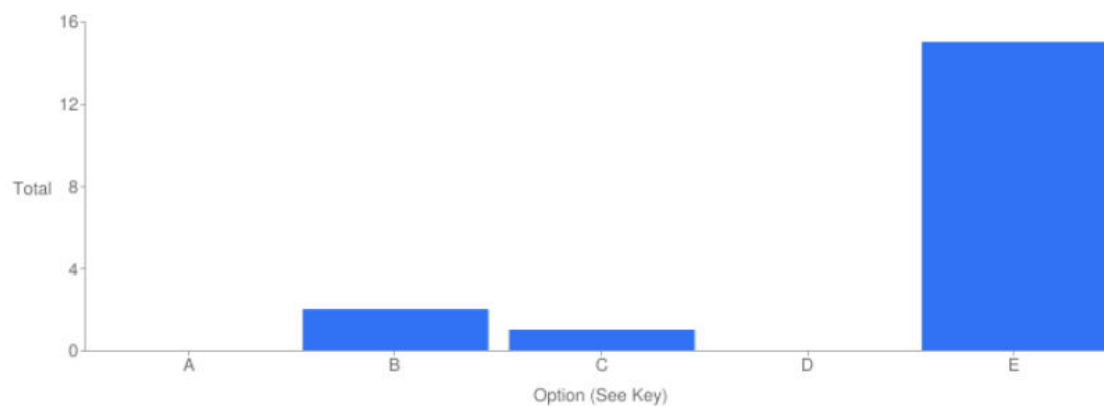
Key	Option	Total	Percent of All
A	Very often	2	11.11%
B	Often	5	27.78%
C	Seldom	6	33.33%
D	Very seldom	3	16.67%
E	Not Answered	2	11.11%

Table of "All of the above"



Key	Option	Total	Percent of All
A	Very often	0	0%
B	Often	1	5.556%
C	Seldom	1	5.556%
D	Very seldom	2	11.11%
E	Not Answered	14	77.78%

Table of "Other (please specify)"

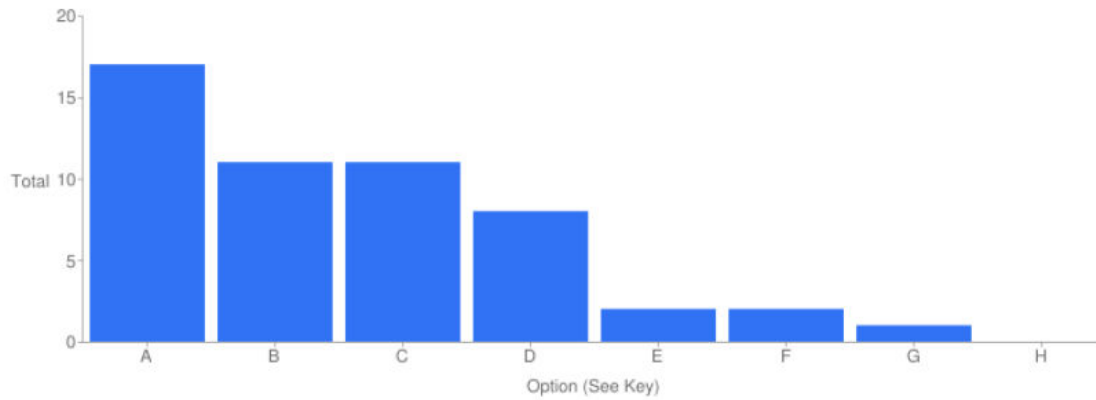


Key	Option	Total	Percent of All
A	Very often	0	0%
B	Often	2	11.11%
C	Seldom	1	5.556%
D	Very seldom	0	0%
E	Not Answered	15	83.33%

There are 4 responses to this part of the question.

Question 6: On whose behalf did you take up the ASB case work?

Table of "on behalf of"



Key	Option	Total	Percent of All
A	Council tenant	17	94.44%
B	Housing Association tenant	11	61.11%
C	Private tenant	11	61.11%
D	Home owner	8	44.44%
E	Proprietor (café, pub or restaurant)	2	11.11%
F	Business owner	2	11.11%
G	Other (please specify)	1	5.556%
H	Not Answered	0	0%

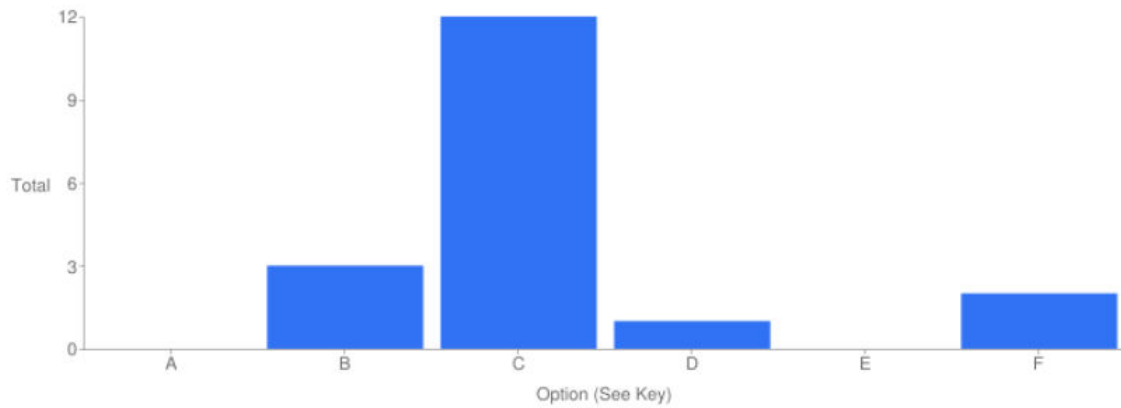
There are 2 responses to this part of the question.

Question 7: Which area(s) in the ward that you represent are most cases coming from? (for example: Brownswood Road, St Thomas's Square)

There are 18 responses to this part of the question.

Question 8: Please tell us about your experience of dealing with ASB in Hackney.

Table of "Please tell us about your experience of dealing with ASB in Hackney."



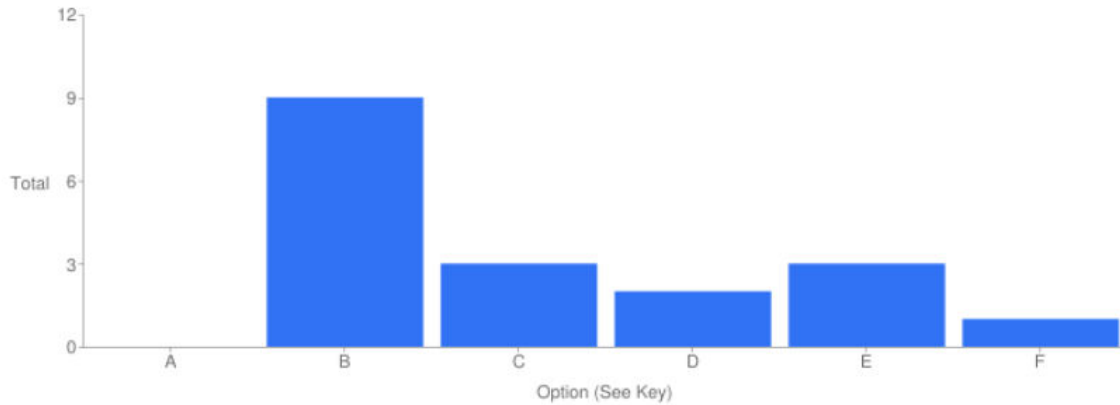
Key	Option	Total	Percent of All
A	Very positive	0	0%
B	Positive	3	16.67%
C	Not positive nor negative	12	66.67%
D	Negative	1	5.556%
E	Very negative	0	0%
F	Not Answered	2	11.11%

There are 12 responses to this part of the question.

There are 12 responses to this part of the question.

Question 9: On a scale to one to five, where five is very confident and one is not confident at all, how confident do you feel in regards to understanding the lead agencies' (Hackney Council, Hackney Homes and Hackney Police) roles and responsibilities in dealing with ASB cases?

Table of "How confident do you feel in regards to understanding the lead agencies roles and responsibilities in dealing with ASB cases?"



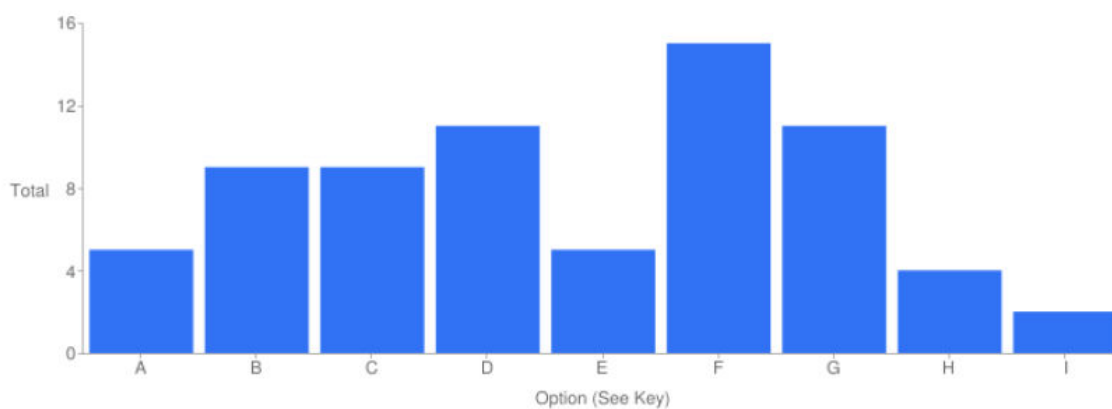
Key	Option	Total	Percent of All
A	not confident at all	0	0%
B	somewhat confident	9	50.0%
C	neither confident nor unconfident	3	16.67%
D	confident	2	11.11%
E	very confident	3	16.67%
F	Not Answered	1	5.556%

Question 10: How do you think Hackney could improve its handling of ASB? (please feel free to reference Hackney Council, Hackney Police, Hackney Homes, housing associations or other relevant agencies)

There are **15** responses to this part of the question.

Question 11: Which new measures to tackle ASB are / were you aware of? (select all which apply)

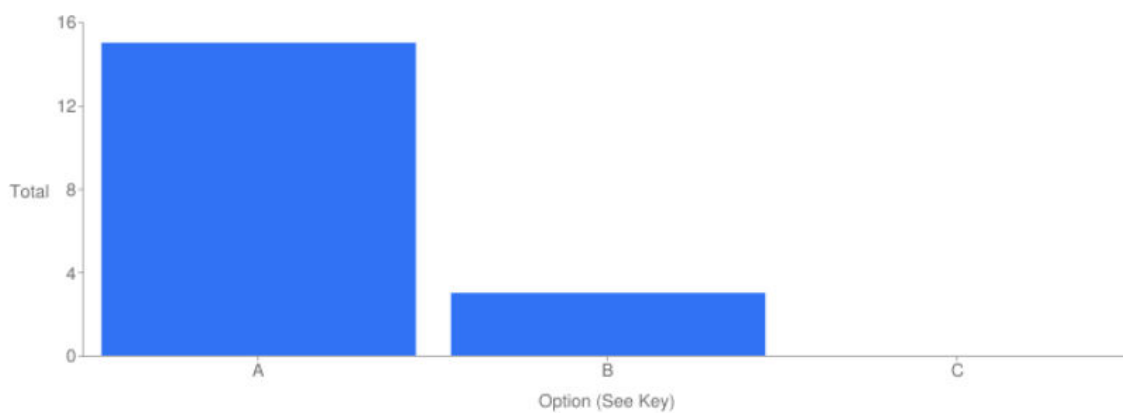
Table of "new measures"



Key	Option	Total	Percent of All
A	Community Trigger / Community Remedy	5	27.78%
B	Civil Injunction	9	50.0%
C	Criminal Behaviour Order	9	50.0%
D	Dispersal Power	11	61.11%
E	Community Protection Notice	5	27.78%
F	Public Space Protection Order	15	83.33%
G	Closure Order	11	61.11%
H	New Absolute Ground for Possession	4	22.22%
I	Not Answered	2	11.11%

Question 12: Would you be willing to speak to the Community Safety and Social Inclusion Commission should we want more information on your experiences of ASB casework?

Table of "contactable"



Key	Option	Total	Percent of All
A	yes	15	83.33%
B	no	3	16.67%
C	Not Answered	0	0%