

Living in Hackney Scrutiny Commission

Tackling Anti social Behaviour on council-managed estates and blocks

Tenancy Services update

22nd January 2024



An introduction to Tenancy Services' ASB function

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- ASB plays a major part in whether our residents are happy and feel safe in their homes, as well as how satisfied they are with us as a landlord. This can be true whether the issues they are experiencing are serious, high level crimes or are related to issues such as noise, fly-tipping and other nuisance behaviours.
- We are committed to working with reporters and alleged perpetrators in a holistic way that seeks to listen, understand their experiences, and reduce or resolve the ASB so they can live peacefully.
- This means working towards prevention and behaviour change wherever possible. We will work in partnership with a range of other agencies and teams to tackle the root causes of ASB while providing clear boundaries and expectations around behaviour as required.
- This approach provides a firm basis for robust enforcement action where our efforts to change behaviour do not work. We recognise the misery that ongoing ASB can cause and as part of our victim-centred approach, enforcement is a key tool.

Hackney Tenancy Agreement

- All new tenants are required to sign a [Tenancy Agreement](#) which sets out the behaviours expected of all tenants
- The tenant is responsible for their own behaviour, as well as that of any visitors, children etc
- New tenancies will be [Introductory tenancies](#) unless the person has previously held a secure / assured tenancy for 12 months previously to signing up
- The tenancy will become a 'secure' tenancy if the resident does not break any of the tenancy conditions during the introductory period of 12 months
- The tenancy may be 'demoted' (giving the resident fewer rights) if we have to take them to court because of ASB

Your Tenancy Conditions

Your Tenancy Agreement and Conditions of Tenancy set out the rights and responsibilities of Hackney Council as a landlord and of you as a tenant.

When you sign this agreement you are agreeing to all the terms of the Tenancy - the terms are known as the Conditions of Tenancy.

An introduction to Tenancy Services' ASB function

Strength based, trauma informed,
anti racist

Prevention, support and
behaviour change

Enforcement

- Social determinants of ASB rooted in deprivation and disadvantage
- Many reporters and alleged perpetrators are vulnerable, with long standing experiences of poor health, trauma, neglect, abuse
- We aim to listen carefully, offer holistic and person-centred help to both reporters and alleged perpetrators

Prevention

- Designing out ASB
- Diversionary programmes & community activities
- CCTV / Concierge in some blocks
- Property-related - e.g. carpets, noise reducing pads

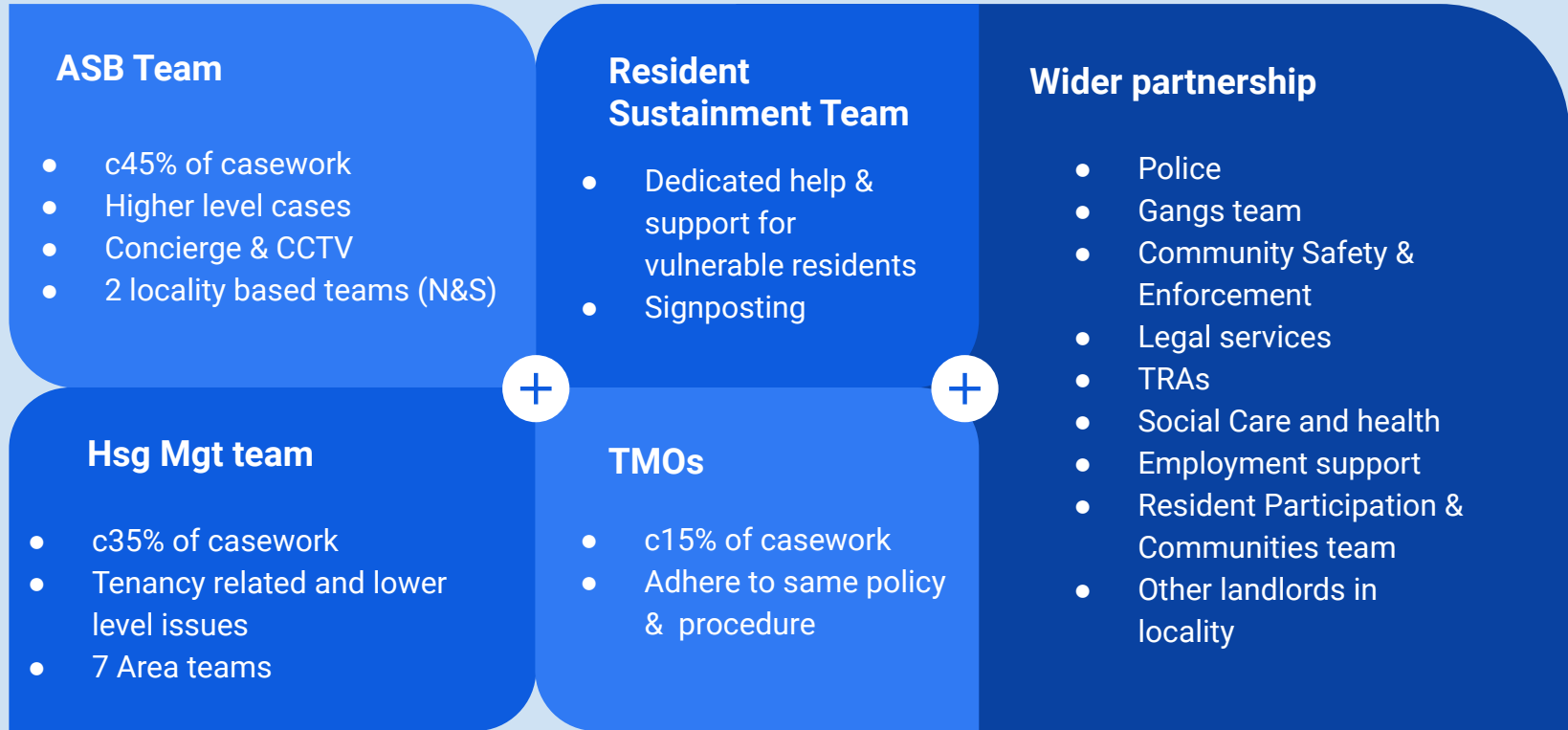
Support

- Addressing root causes of behaviour
- Responsive advice
- Mediation & de-escalation
- Referrals for support

Enforcement actions

- Warning letters
- Request additional patrols
- ASB, Policing & Crime Act [Powers](#) inc:
 - Community Protection Warning & Notices
 - Civil injunctions
 - Full or partial closure orders
 - Notice Seeking Possession & eviction as last resort
 - Criminal charges

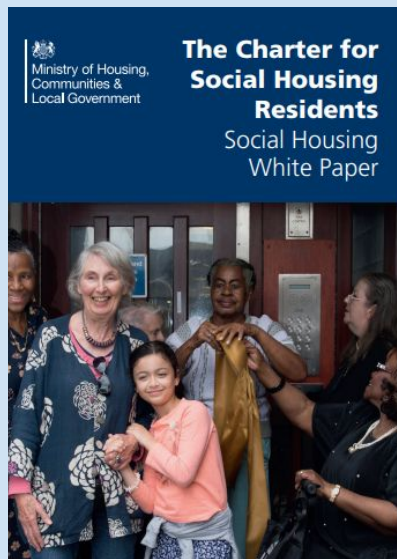
Our partnership



Pressures, Drivers, Opportunities

Social Housing Regulation

- Received Royal Assent in July 23. Draft [Code of Practice](#) and Consumer Standards
- 21 Tenant Satisfaction Measures collected from April '23 published in April '24
- 4 Consumer Standards: Safety & Quality, **Neighbourhood & Community**, Transparency, Influence & Accountability, Tenancy



Neighbourhoods & Communities Standard - 4 outcomes

Landlords must..

1

Maintenance of shared spaces

Work cooperatively with tenants, other landlords and relevant organisations to contribute to the upkeep and safety of shared spaces associated with their homes.

2

Local cooperation

Cooperate with relevant partners to promote social, environmental and economic wellbeing in the areas where they provide social housing

3

Safer neighbourhoods

Work with the police and other relevant organisations to deter and tackle ASB

4

Domestic Abuse

Work cooperatively with other agencies tackling domestic abuse and enable tenants to access appropriate support and advice

Role of the Ombudsman - Spotlight Reports

Noise 'It's time to be heard'

Discerning between ASB and household noise, recognising the impact that 'misclassifying' can have on individuals, communities and on the landlord. Recommends a Neighbourhood Management policy separate from ASB policy, with a triaging system and focus on relationship building.

Knowledge & Information Management 'On the Record'

'The closest thing to a magic bullet' for the sector. Strong focus on identifying 'vulnerability' and needing to 'know who is behind the door' - tailoring services accordingly. Includes a specific recommendation to review Housing Safeguarding policies.

Next Spotlight 'Vulnerabilities'

- What it means to be vulnerable in social housing and what is an appropriate response by landlords?
- What effective communication looks like and how this could help service better outcomes
- Are there areas (service or demographic) where there are repeated patterns of poor service response?

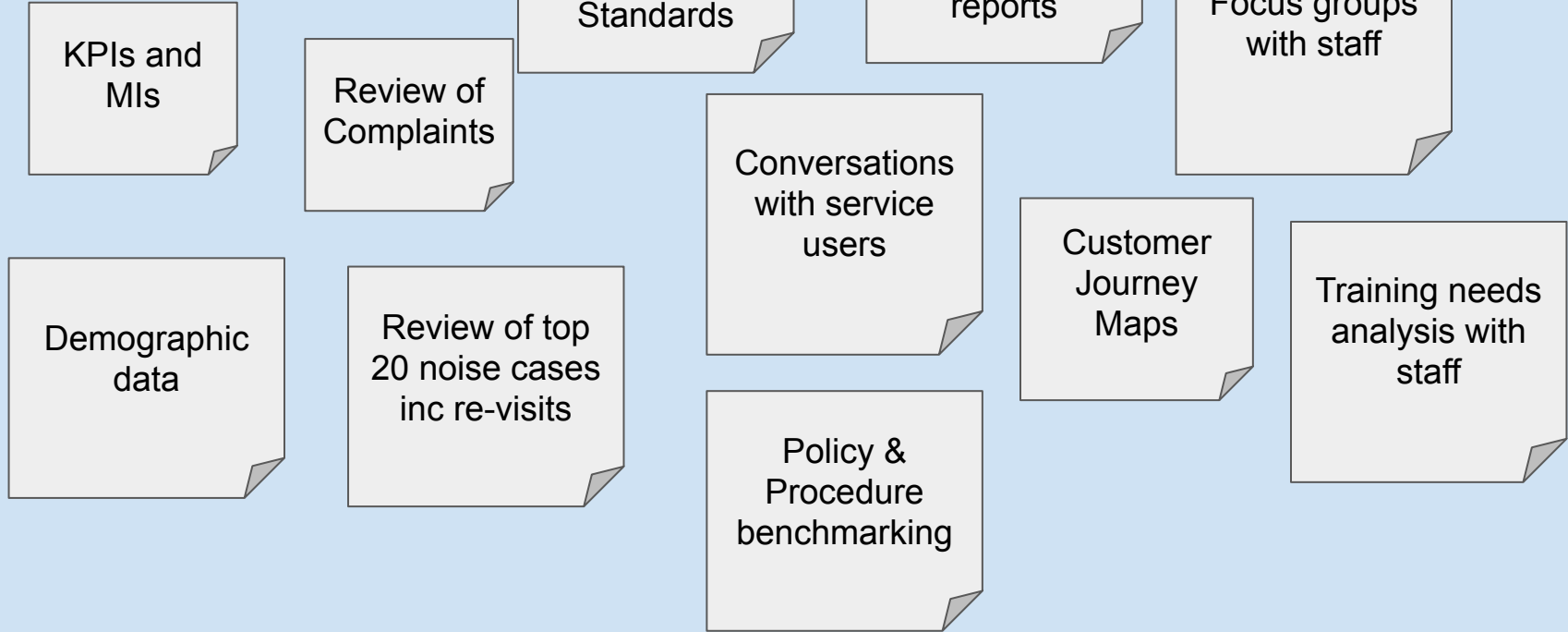


- Richard Blakeway said: **'This housing crisis is stretching the concept of 'general needs' housing to its limit'**

Deep Dive service review

- To consider how we modernise and improve our ASB and Estate Safety service to make it the best in the country
 - To identify opportunities for residents to be involved in this process
 - To prepare for Social Housing Regulation inspection and ensure compliance with Ombudsman directions and guidance
 - To ensure we are offering our residents equality of access and equality of outcome when accessing our service
 - To embed Systemic, Trauma-informed, Anti-Racist practice in the ASB service
 - To support and empower staff and managers

Deep Dive analysis



Service Improvement Plan

Service Improvement Plan (DRAFT)

1	Refresh vision, mission, values for service	<ul style="list-style-type: none">• Team building away day to map 'service of the future'• Staff behaviours & competencies• Service structure
2	Redesign ASB triage and service map	<ul style="list-style-type: none">• Clarify service thresholds• 'Menu' of actions for each type of behaviour / severity• Streamline triage process to reduce delays
3	Review suite of ASB-related policies and procedures	<ul style="list-style-type: none">• Establish 'Expert by Experience' resident groups• New 'Good Neighbourhood Management' & 'Vulnerable resident' Policy & Procedure
4	Review externally facing documents (letters, action plan etc)	<ul style="list-style-type: none">• Tone, clarity, use of jargon• Ensure all letters have equalities statement included• Sign off by 'Expert by Experience' group
5	Review web pages	<ul style="list-style-type: none">• Enable resident 'self service' access to help and advice• Consider use of videos, FAQs as well as written advice• Publishing of of ASB-related performance information

Service Improvement Plan (DRAFT)

1	Deliver Ombudsman Spotlight recommendations	<ul style="list-style-type: none">• Knowledge & Information Management• Spotlight on Noise• Vulnerabilities (pending)
2	Create staff Training & Development programme	<ul style="list-style-type: none">• Create prospectus of courses inc home created, external• Work-plans, appraisals for staff• Staff wellbeing and support offer
3	Refresh approach to quality & monitoring	<ul style="list-style-type: none">• QA manual to be created• KPI refresh - qualitative and quantitative• Scope how residents can be involved in QA processes
4	Refresh approach to working with vulnerable residents	<ul style="list-style-type: none">• Improve data collection• Reasonable adjustments inc refresh of approach to specific areas such as cuckooing• Supported housing pathways
5	Refresh approach to partnership working	<ul style="list-style-type: none">• Review all existing Service Level Agreements & partnership arrangements - strengthen where needed• Focus on working more closely with TMOs

In detail... Ombudsman's Spotlight on Noise 'It's Time to be Heard'

32 recommendations which can be broadly grouped as follows

<p style="text-align: center;">Property related</p> <ul style="list-style-type: none"> ● Void standard ● Flooring ● Noise insulation 	<p style="text-align: center;">Policy</p> <ul style="list-style-type: none"> ● Neighbourhood Mgt Policy distinct from ASB policy ● Redesigned triage 	<p style="text-align: center;">Casework practice</p> <ul style="list-style-type: none"> ● Realistic and timely ● Clear options and thresholds for action ● Accountability & staff training
<p style="text-align: center;">Lettings</p> <ul style="list-style-type: none"> ● Amendments to tenancy agreement ● Allocations to 'noise-prone' homes and households 	<p style="text-align: center;">Data & record keeping</p> <ul style="list-style-type: none"> ● Information sharing ● Retaining info about noise reports against person and property 	<p style="text-align: center;">Resident transparency, influence & empowerment</p> <ul style="list-style-type: none"> ● Involvement in policy review ● Review of comms / letters etc ● Review of information and advice provided

Introduction to Community Safety Partnership

Anti-Social Behaviour (ASB) on Estate-Strategic Definition and Context

- Community Safety Strategic Assessment and Community Safety Plan 2023/2026
- National ASB Action Plan ,2023 covering- Hotspot Enforcement
- Strategic and Tactical ASB Information and Analysis. Including Community Complaints and Feedback

ASB Community Safety Delivery Structure

- Partnership Tasking- A monthly meeting attended by key internal stakeholder to allocate resources to intractable community and ASB problems. The style of Partnership Interventions Range from Prevention, Diversion and Enforcement.
- Partnership Weekly Tasking Meeting.This meeting focuses on Estate Based ASB and is attended by the Police, ASB Housing, Turning Point , Operation ADDER (Drugs Reduction) and SWIM- outreach teams.An audit trail is retained of all interventions undertaken by the partnership including hours patrolled and other ASB related interventions.
- ASB Action Panels.

Reporting ASB-Process

- Directly or Online- this service is available over the telephone or online through our “Report a Problem” Website and our Noise Works Process.
 - Between 20/01/2022 and 12/12/2023 there were 11093 noise calls linked to LBH Housing Estates. This means that almost a third (31.3%) of all noise calls into LBH concern LBH estates.
 - There were 2213 victimised households on estates. The percentage of Repeat victims on estates is 80%, so the majority are repeat callers.
- Noise Process- This covers our out of office noise process together with gaps in our service provision.
- ASB Case Review to support victims of ASB (formerly the Community Trigger). The ASB Case Review is published on our Community Safety External Website. For last year we had 34 reports of which 4 met the threshold.

Online One Stop Shop Arcus- To be implemented on 22/1/2024

- Provides anonymous reporting and Risk Management of ASB cases
- Single Point of Contact for Victims
- Better Management Information. This will include information to ensure that victims of ASB are provided with regular updates and are part of the problem-solving process

ASB Action Panel

Date	Total ASBAP	HH Cases	Date	Total ASBAP	HH Cases	Date	Total ASBAP	HH Cases	Date	Total ASBAP	HH Cases
January 2020	35	22	January 2021	30	24	January 2022	31	25	January 2023	32	22
February 2020	34	22	February 2021	28	23	February 2022	30	24	February 2023	33	21
March 2020	31	19	March 2021	28	21	March 2022	29	22	March 2023	30	17
April 2020	30	18	April 2021	33	23	April 2022	29	22	April 2023	32	18
May 2020	32	23	May 2021	37	27	May 2022	26	20	May 2023	33	15
June 2020	35	22	June 2021	36	24	June 2022	30	21	June 2023	37	18
July 2020	42	27	July 2021	39	25	July 2022	33	23	July 2023	40	20
August 2020	37	26	August 2021	37	23	August 2022	29	18	August 2023	43	22
September 2020	29	20	September 2021	30	20	September 2022	32	21	September 2023	39	21
October 2020	28	22	October 2021	28	21	October 2022	33	22	October 2023	38	20
November 2020	27	23	November 2021	31	20	November 2022	34	24	November 2023	38	22
December 2020	30	24	December 2021	31	25	December 2022	28	19	December 2023	37	25

ASB Case Review

	20 Oct 2014 to 19 Oct 2015	21 Oct 2015 to 19 Oct 2016	20 Oct 2016 to 19 Oct 2017	20 Oct 2017 to 18 Oct 2018	19 Oct 2018 to 17 Oct 2019	18 Oct 2019 to 19 Oct 2020	20 Oct 2020 to 21 Oct 2021	20 Oct 2021 to 21 Oct 2022	20 Oct 2022 to 21 Oct 2023
Applications received	7	9	5	4	9	Unable to provide data due to October 2020 cyberattack	9	14	34
Cases where the criteria were not met	5	1	3	3	6		7	11	29
Case reviews carried out	2	0	2	1	3		2	2	4
Case reviews that resulted in recommendations being made	2	0	2	1	3		2	2	4

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ASB Community Engagement

- Ward Panels and Community Surveys
- Service Stands
- Greater use of Social Media

ASB Partnership Delivery

- Full Use of ASB Powers. This includes Fixed Penalty Notices, ASB Warnings, Community Protection Notices and Warnings, Closure Orders.

	2019 -2020	2020- 2021	2021- 2022	2022 - 2023	2023-2024
Fixed Penalty Notices	1907	1279	2780	3447	2024
Anti-Social Behaviour Warnings	292	446	521	311	373
Community Protection Warnings	73	41	48	65	39
Community Protection Notices	20	21	10	8	8
Noise Abatement Notices	26	19	13	18	17
Injunctions	1	2	0	3	8
Prosecutions & Formal Cautions	53	3	7	12	19
Closure Orders	5	5	12	10	13

Case Studies

- ASB Case Study E5- May 2003 drugs Supply and Closure Order
- ASB Case Study N1- Partnership response to 33 reports of Rowdy and Inconsiderate behaviour and drug taking
- ASB and Violence Case Study in E9

Continuous Improvement

- Closer Integration with Safer Neighbourhood Teams- Colocation, data sharing, HotSpot Joint Patrols and Visibility on Estates
- Modernisation of CCTV- this work is ongoing.
- Greater use of Social Media and Introduction of Arcus
- ASB Action Plan update.

“Big Tent Approach“ and Early Intervention.

- This involves ensuring that a number of partners are integrated to provide early intervention and support.
- Extra Familial Risk Panel- Supporting young people at risk of exploitation. Case Study E9
- Street Users Outreach Meeting and Process.
- Contextual Safeguarding. Community, Family, Peers. Schools, Third Sector in E9.

Case Study, E5

On 26th May 2023, The Metropolitan Police executed a drugs search warrant and on entry, they found Class A drugs with an estimated street value of £5600, consistent with drug supply and the tenant and another two individuals were arrested for possession with intent to supply of a class A drug.

Residents reported to the council that they felt intimidated by the number of unknown 'unkempt' people frequenting the building at all times of day and night, knocking and ringing the block intercom. The tenant shouted back at his visitors and was threatening and violent toward them, creating an atmosphere of threat and intimidation. Visitors to the block were frequently found taking drugs inside the building, urinating or loitering outside waiting for the tenant. In addition, the tenant played loud music, hosted loud parties, and disturbed the peace constantly. Women were often heard screaming in pain from the tenant's property. The effect on young families was huge, with children too scared to go out alone and play with their friends.

The tenant was invited to an interview with the ASB Officer in June. Allegations of ASB, disorderly behaviour, drug dealing, and drug-related activities were presented to him. He denied all allegations. A referral was made to the Resident Sustainment Team. The Defendant was informed his tenancy was at risk and a Notice Of Seeking Possession would be issued.

As the activities did not stop, The Community Safety & Enforcement Team applied for a Closure Order under Section 80 (5) Anti-Social Behaviour Crime and Policing Act 2014 as the most effective way to provide respite to the residents by temporarily closing the address as a way to stop the above mentioned anti-social behaviour and criminal activities associated with the address.

Impact statements from residents (anonymous for fear of reprisal) were compiled by the ASB Officer. The Police also provided statements of the many visits and illegal activities associated with the address and its tenant, and the Principal Enforcement Officer visited the address, spoke to residents and compiled a legal file with all the above and police disclosure and all the relevant information.

Case Study, E5

On 15th August 2023, the Closure was granted for three months.

The property was secured and Sitex was installed the following day with the three services present on site (ASB Housing, Police and Enforcement) showing the ongoing good partnership working as well as showing support and respect to residents who had been victims of the tenant's ASB and illegal activities.

The case was monitored and in October, the Principal Enforcement Officer, in conjunction with colleagues in Hackney Housing and the Police SNT, agreed to apply for an extension application of the above order for the maximum period of a further three months providing residents extended respite from ASB and criminal activity.

On 15th November 2023, the extension was granted for a maximum period of three months.

The ASB officer has served him a NOSP on Absolute Grounds, to terminate the tenancy. The work and coordination between ASB Housing, Enforcement, and the Police were key in ensuring the peaceful enjoyment of their homes by the residents. The Closure Order is being monitored in the ASBAP.

Case Study, N1

In 2022 the Community Safety & Enforcement Team were approached by Housing who appraised them of a property that had multiple reports of ongoing antisocial behaviour, shouting, swearing, fighting outside and inside, dog constantly barking and being let outside without supervision urinating and defecating in the communal garden; drug paraphernalia being left on the stairwell, and late night visits, banging on the property front door.

According to the Police, since October 2021, there have been approximately 33 reports made in relation to drug dealing from the premises, late night screaming, swearing, arguments and threats to kill, people fighting inside and outside the address, people gathering outside the address, on the stairwells, blocking the way and intimidating other residents who are scared to live their flats or walk up and down the communal stairwell as well as litter and drug paraphernalia left behind in the communal areas.

On 1st November 2022, the Police, Hackney Housing and the Community Safety and Enforcement Team organised a partnership meeting when it was decided that relevant agencies would start collecting evidence to support a partial Closure Order Application in order to stop further nuisance and disorder.

On 10th of February 2023 the court issued a Partial Closure of her premises for the period of 3 months. The Order was served on the same day, and approximately ninety minutes later, the Police were advised that there were other people seen entering the flat in breach of the order. The Police attended the location and found a male inside the flat who was subsequently arrested for a breach of the Closure Order.

Case Study, N1

In March 2023 The Police, Hackney Housing and Hackney Community Safety Team organised a number of partnership meetings to discuss issues with this address and the fact that the current Order is not being complied with.

As a result, it was decided that the Police and Council Officers would continue frequent patrols to the area in order to make sure that there are fewer breaches of the Order as well as to give residents some reassurance that this matter is being actively dealt with.

It was also decided that the Housing will serve another Notice of Seeking Possession, this time on mandatory grounds as all the previous actions taken as well as steps to attempt to engage with the tenant were unsuccessful and have not resolved the issues associated with this address.

In addition, on 29th March 2023 the Council arranged for the copy of the Partial Closure Order to be permanently attached next to the flat's front door as all the paper copies of the Order were being removed on a regular basis.

On the 2nd of May 2023, Notice of Absolute Grounds for Possession was issued to the tenant.

On 18th May 2023 the Police, Hackney Housing and Hackney Community Safety and Enforcement Team secured a full Closure Order due to the previous Order being not complied with and the likelihood of antisocial behaviour and disorder escalating once the previous Order expired.

The Order was extended in August 2023 to allow tenancy enforcement action to take place. The closure order expired in November 2023, prior to this date Housing successfully obtained an injunction to prevent the tenant returning to the property whilst the possession proceedings for absolute grounds were underway.

In December 2023, Housing obtained the possession order of the property on absolute grounds. The property remains vacant and ASB has reduced.

Background and supporting information

Definition of ASB

Antisocial behaviour (ASB) is defined in the Antisocial Behaviour, Policing and Crime Act 2014 as:

- conduct that has caused, or is likely to cause, harassment, alarm or distress to any person,
- conduct capable of causing nuisance or annoyance to a person in relation to that person's occupation of residential premises, or
- conduct capable of causing housing-related nuisance or annoyance to any person.

Within this, Hackney includes:

- noise
- littering (including drug paraphernalia)
- kerb crawling
- nuisance neighbours
- street drinking
- vandalism
- rowdy behaviour

Noise

For an issue to be considered a statutory nuisance under the Environmental Protection Act 1990, it must either:

- unreasonably and substantially interfere with the use or enjoyment of a home or other premises or;
- injure health or be likely to injure health
- Councils can also issue warning notices in response to reports of noise above permitted levels from 11pm to 7am, even if that noise does not meet the threshold to be considered a statutory nuisance.

How residents report ASB

The [website](#) contains useful information for residents on how and what to report, and what they can expect when they do so.

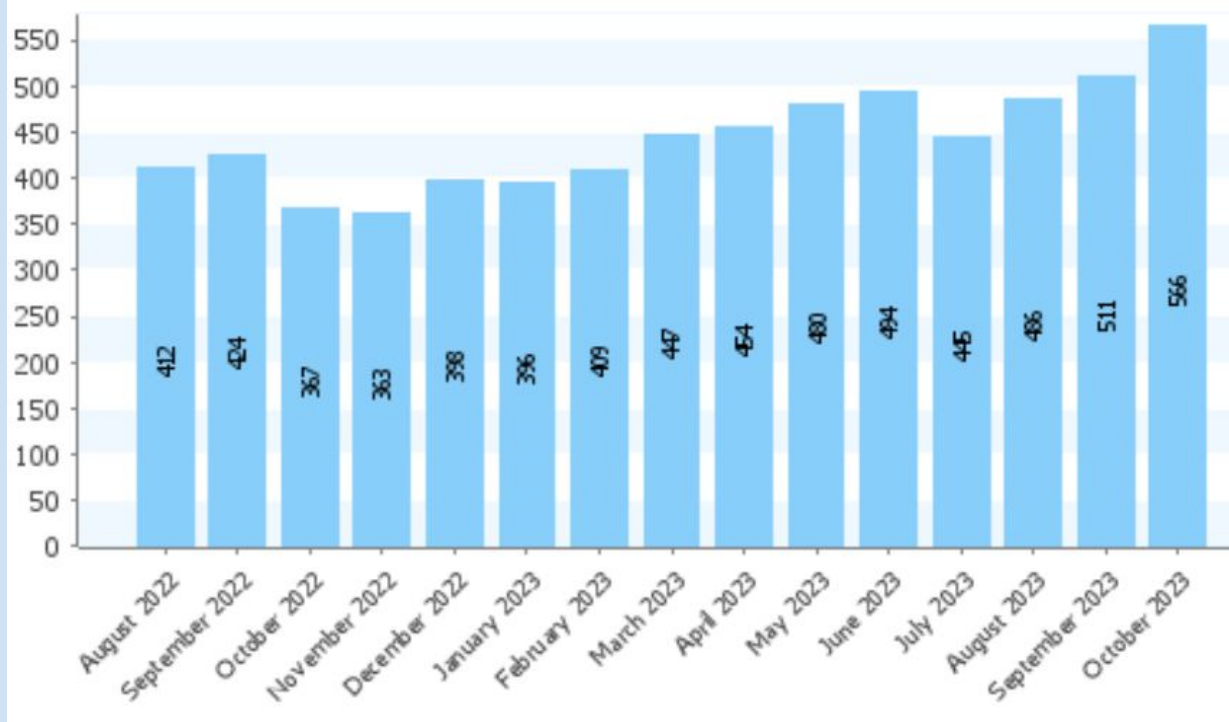
Who to report antisocial behaviour to depends on where it is happening:

- streets, public spaces, parks – email asbteam@hackney.gov.uk or call 020 8356 3310
- council estates or blocks – [report antisocial behaviour to our housing service](#)
- Report noise [here](#)

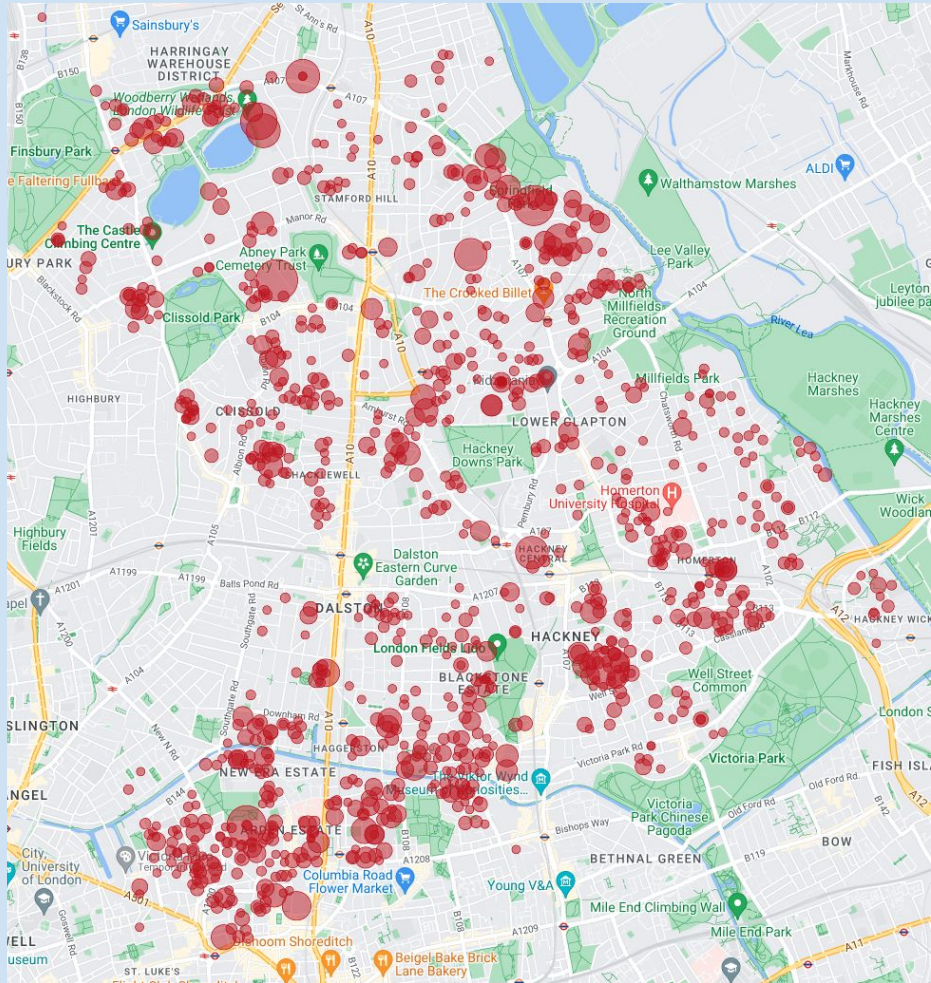
ASB Case Reviews (formally known as Community Trigger) is a process which allows residents to ask the Community Safety Partnership to review the responses to their complaints of antisocial behaviour. The ASB Case Review may be used if a resident believes we have not responded to their complaints. It cannot be used to report general crime or ASB.

From Oct 22 - Oct 23, 34 requests for case reviews were received. Of these, 29 did not meet the criteria. The remaining 4 all resulted in fresh recommendations being made.

Prevalence - Housing casework



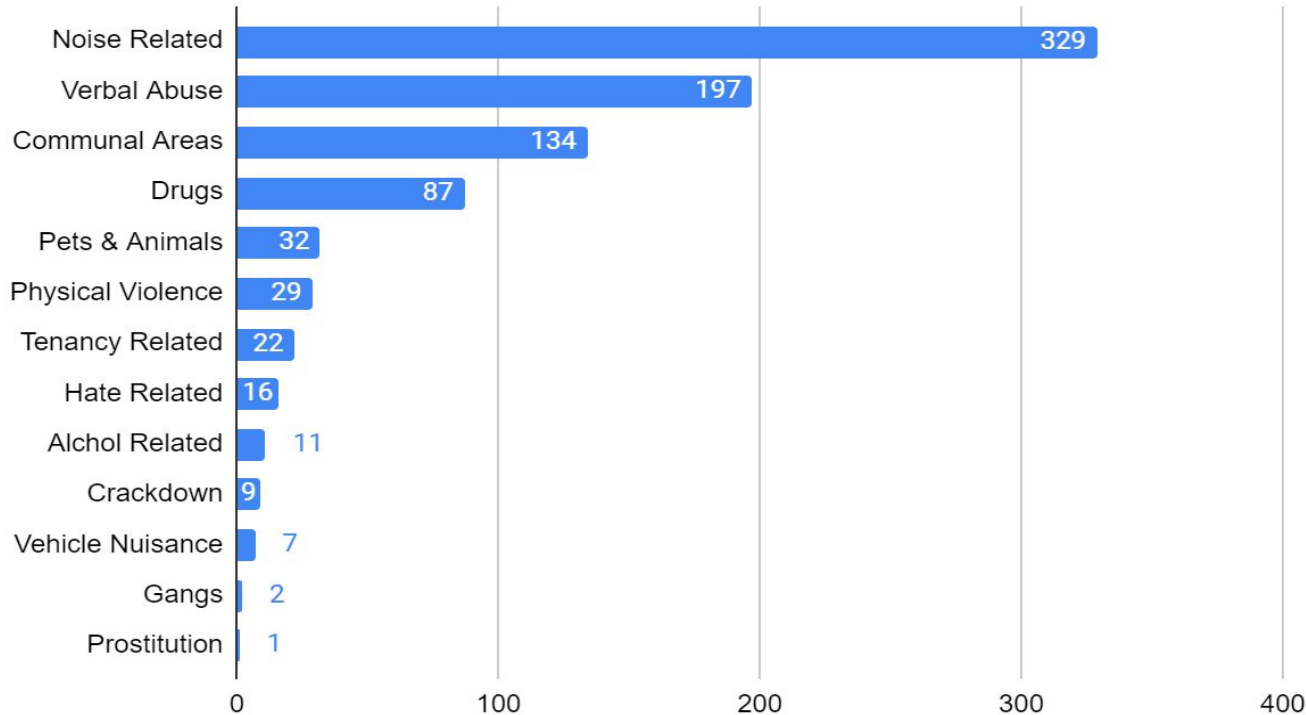
- Currently 535 'live' cases
- Equivalent to c6 ASB cases per 1000 homes
- 0.09% per 1000 homes include a hate element - around 3 new cases a month
- Just under 100 new cases per month
- Opening more than closing - in Oct only 44 closed
- Average case duration (6 month average) 147 days



Prevalence by locality

- This shows the location of reporter addresses, by postcode
- Larger bubbles indicate more cases

Current live cases by type



This chart shows the type of ASB reported for the current live cases. Some fall into multiple categories - hence a total of 876 types against 535 live cases.

57.4% of casework is noise-related

The way we respond to noise-related concerns is currently being reviewed to address recommendations made by the Ombudsman

Service Standards

- We will acknowledge your report within 48 hours of receiving it
- We will respond to neighbour disputes, reports of nuisance and incidents of ASB and hate crime within 3 days
- We will respond to serious incidents of ASB, hate crime, nuisance and domestic abuse by offering an interview or personal visit within 24 hours
- We will arrange an interview with the complainant/victim within 5 working days of receiving the initial report and an action plan will be discussed and agreed
- We will interview the alleged perpetrator with the complainants consent (unless there are safeguarding issues) within 5 days of the complainant interview where possible
- We will make contact with the complainant at least every 2 weeks
- We will ensure that every case is reviewed by a manager at least every 28 days
- Before closing a case, We will discuss this with the complainant and any witnesses to seek their agreement where possible
- All data will be kept confidentially and securely

Pressures

- Resident satisfaction and experience below target
- High level of complaints upheld
- Lack of IT & ongoing impact of cyber-attack
- Lack of demographic data - who is 'behind the door' and what are their needs
- Poor record keeping a key driver of customer experience
- High levels of resident vulnerability
- Pressures in other parts of the partnership - e.g. around mental health
- Cost of living crisis
- Cost pressures in HRA and General Fund - need for savings
- Workforce under pressure - high caseloads
- Severe shortage of social housing & supply blocked by poor practices
- Skills and capacity gaps in key areas

Drivers

- Regulator of Social Housing Consumer Standards
- Ombudsman Spotlight reports on Noise & Knowledge & Information Management
- New Housing Strategy
- Domestic Abuse Housing Alliance & other accreditations
- Equalities agenda
- Empowered Engaged Resident Structure inc RLG - high resident expectations
- Defining collaboration, consultation & co-production for Hackney

Opportunities

- STAR survey showed upturn in resident satisfaction
- Workforce development plan
- Digital transformation can drive systems change - refocus on customer journeys
- Resident Engagement Strategy & toolkit - widening engaged structure to be more inclusive
- Place-based working & partnerships - local hubs
- Organisational interest in more 'relational' working - Trauma Informed, anti racist