



Chief Executive's Department for
Jigsaw Rewards Scrutiny Panel
Anti-social Behaviour: Final Report

21 July 2021

Anti-social behaviour: Final Report

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Anti-social Behaviour Final Report

The Project

Anti-Social Behaviour - Caring for our customers, our assets and neighbourhoods.

Background

The term 'anti-social behaviour' has a broad definition and may mean different things to different people. Jigsaw defines anti-social behaviour in accordance with Part 1 of the Anti-Social Behaviour, Crime and Policing Act 2014 as follows:

- 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;
- Conduct capable of causing housing related nuisance or annoyance to any person.

Jigsaw Group recognises the impact that anti-social behaviour and hate crime has on individuals and community safety. Jigsaw operates a victim centred approach to dealing with it and offers a wide range of ways that customers can report it. The Group's website provides a link to the Jigsaw Anti-social Behaviour Policy and details the number of ways customers can get in touch to report an incident of ASB or hate crime:

- By telephone during office hours
- By email at anytime
- On line via the customer portals on the Jigsaw website at anytime
- In person at any Jigsaw office during office hours
- By writing to the Head Office anytime.

The Jigsaw website states that "We expect our tenants to act reasonably and be considerate of the different values and lifestyles reflected in our neighbourhoods and where the anti-social behaviour is a criminal offence, we encourage those affected by it to report the matter to the police". A link is provided to enable customers to access a copy of the Anti-social Behaviour Policy.

The Connect Contact Centre triage reports of antisocial behaviour and deal with low level cases such as dog fouling, garden condition or parking issues at the first point of contact and will send a letter to the relevant parties before opening a case. All other ASB cases are logged on the ReAct database, a case management database for anti-social behaviour, and the case details emailed to the Duty Officer who will allocate it to a Neighbourhood Safety Officer.

The Neighbourhood Safety team delivers a service to residents affected by anti-social behaviour and also the more vulnerable residents of concern. Between 1 April 2020 and 31 March 2021, the team dealt with over 4,000 reports; noise and safeguarding were the most common types of issues reported. In some cases, a report of anti social behaviour may overlap with safeguarding for example; an initial report of smell could become a safeguarding issue where the investigation shows self neglect due to mental health issues. Jigsaw Support Services will be used for complex safeguarding cases or for mental health support.

The customer satisfaction rate at 18 May 2021 was 86% based on a question about the overall handling of the case.

During the Covid 19 pandemic, complaints of antisocial behaviour increased by 8.38% and Jigsaw found new ways of working without having face to face contact.

Reports	2020/2021	2019/2020
Anti Social Behaviour Cases	3752	3462
Tenancy fraud	39	25
Concern Cards	373	447
Safeguarding/Support cases	240	240

There was also an increase in the number of applications for legal action, particularly injunctions (19%). The following measures were taken:

Measures taken	2020/2021	2019/2020
Without notice injunctions	48	0
Injunctions	64	54 (18 were ex parte)
Undertakings	17	16
Suspended possession order	1	6
Outright possession orders	2	8
Committals (breach of injunction hearing)	14	10

Summary of findings

The Positives

- Reports of low level antisocial behaviour such as dog fouling, garden condition or parking issues are dealt with by the Contact Centre at the first point of contact and escalated to the Neighbourhood Safety Team if necessary thus making best use of resources and a faster response to the customer.
- Reports of hate incidents are taken seriously and actioned appropriately in line with the ASB policy.
- Reported incidents are logged onto the ReAct database that prompts users to respond to residents within timescales.
- A risk assessment is completed on every case and if there is a significant change in situation then a further risk assessment is completed.
- Investigations are carried out and responded to in accordance with the ASB policy.
- Mediation between a resident and neighbour is offered as an early intervention tool.
- The Neighbourhood Safety Team have access to equipment that may be used as part of their investigation including, sound recording equipment and CCTV.
- Warnings are given to neighbours responsible for anti social behaviour where appropriate.
- Liaison with other agencies where necessary/appropriate such as the police.
- Legal action may be taken for breach of the terms of the Tenancy Agreement.
- Jigsaw Support Services are used for complex safeguarding cases or mental health support.
- Reported cases on ReAct are regularly reviewed by a Neighbourhood Safety Manager.
- Case studies showed that legal action was taken where necessary.

- Tenants are informed when their ASB case is being closed.
- Customer satisfaction exceeds the target.

The Negatives

- Not much take up on mediation evidenced in the case studies and also the Jigsaw Rewards survey which shows that parties are reluctant to attempt mediation.
- Evidence in one case study of not informing a resident their case worker was on leave with illness which resulted in communication delays. Regular communication of open cases is important.
- A case study revealed that a tenant exercised their right to request an ASB case review known as the 'Community Trigger' however; there is no mention of the right to request a Community Trigger case review within the ASB section on Jigsaw's website.
- The ASB procedure lists demotions, starter tenancy ends (s21 notices), and starter tenancy extensions however, data in the report suggests they have not been currently used (s.21 may be due to COVID restrictions on possession).
- The Jigsaw Rewards Survey results revealed that almost 50% of the participants said that if they became aware of ASB happening in their neighbourhood they would not report it if they had to give their name for fear of retaliation on them or their family.

Management comments

Mediation is undoubtedly one of the best tools we have to address low level ASB, which for those that have used it is easy to articulate, however it is a very difficult sell to a resident who is in dispute with their neighbour. Many customers do not want to sit in the same room as their neighbour or have a conversation with them and we find this is a real barrier. We will of course continue to promote the use of this intervention as we know how effective it can be.

The community trigger has been a very underused option nationally, with very few requests being made. We are of course happy to promote the option of this, but feel it should probably sit both within the ASB area of the website and the complaints section.

We do use section 21 as an option to end a starter tenancy, but would normally explore other options such as injunctive action, unless the case was very serious. Using the S.21 would be a very strong response and would add to the homeless issue we have currently, so we would always see if issues can be remedied in other ways, but are happy and do utilise when needed.

I feel we have a very effective and experienced team working in this often very challenging part of the business, so am pleased but not surprised that we consistently operate within Policy and have high levels of satisfaction within our customer base.

The teams use the full spectrum of interventions available to them whilst picking the most appropriate plan for the presenting scenario. Doing this in conjunction with other agencies and the support and help they can offer, ensures that we are dealing with the underlying reasons for the ASB with an aim of preventing a recurrence in all cases.

What we wanted to know

1. How does Jigsaw support tenants reporting ASB from risk of intimidation?
2. How does Jigsaw support tenants who are victims of anti social behaviour from neighbours who are not Jigsaw tenants?
3. How effective is mediation; what happens if agreements aren't kept?
4. Is action taken against tenants who persistently make false or malicious complaints of anti-social behaviour?
5. Are complaints made about the handling of the ASB investigation?
6. Are the automated phone call feedback surveys effective?

What we looked at

- Scrutiny Panel's questions
- Jigsaw Anti-Social Behaviour Policy
- Jigsaw website
- Complaint database for complaints about ASB
- ReAct database
- Satisfaction surveys

Scrutiny Panel's questions

The scrutiny panel were given a presentation by Ivan Wright, Assistant Director of Neighbourhoods, on anti social behaviour and how Jigsaw responds to it. Following this, the panel asked a number of questions which were answered as follows:

Q - Who decides what antisocial behaviour is?

A - ASB is defined in the policy.

Q - What training do staff receive?

A - We do go external as and when required for training but the vast majority of the team are experienced in their field so is infrequently used.

Q - Is there a special number to report ASB?

A - No, every ASB complaint needs to go through Connect, this way we keep all the records from the moment antisocial behaviour has been reported.

Q - How do you encourage people to report what they observe?

A - We accept reports from anonymous callers however if a case was to be raised and investigated further we would need evidence for Court; the courts prefer to have at least one named witness statement even if there is a group of witnesses.

Q - What are acceptable amounts of noise?

A - This is varied for example, TV, Music, appliances, DIY etc., also the time of day affects this. We do measure noise if it is more regular and a problem however we would visit both parties to discuss before giving out equipment.

Q - We all have different tolerance levels, what is acceptable and what isn't?

A - Acceptable is household noise (appliances, doors closing, walking about the home).

Q - In terms of parties what is acceptable?

A - It depends on the individual case; if it is a one off we may contact the neighbour and inform them that a complaint has been raised but no further action will be taken, however if it is more regular and the volume of noise is high then we would then raise a case and investigate.

Q - How long to would you keep a case open for?

A - This varies, some can be resolved at first contact and other more complicated cases may have to go through the legal process and to court (including gathering evidence.) Unfortunately we can't give a figure but it can be over a year with processes.

Q - How long do tenants have to record in diary sheets?

A - If you are not recording much on the sheet or it is just household noise, then it would not be relevant to record, however, if the complaints are more frequent & intermittent then this would be useful information so would ideally need to be recorded as they will be used as evidence, but never for an extended period of time.

Q - Can tenants be moved if they feel intimidated or fear for their safety?

A - If a case is sensitive and the reporting tenant feels intimidated and wishes to move to protect themselves, Jigsaw Homes could move them before the case is raised however, this only happens in extreme circumstances.

Q - How can you protect tenants so they have the same Officer working throughout their case/area?

A - Unfortunately we had lots of changes during the merger, moving forward we do keep officers in the same areas/patches unless personal circumstances change this for example; staff on maternity leave, new position in or out of organisation or on sick leave. Due to Covid-19 some officers were working remotely from home but were able to cover their working area effectively.

Q - Does Jigsaw report ASB to local authority?

A - Yes, we work with local councils and the Police.

Q - In relation to satisfaction surveys, could feedback be sent via email?

A - No, we have an automated call, but we may look in the future for a feedback survey via email.

What we found

1. Supporting tenants reporting anti-social behaviour (ASB)

Dealing with reports of anti-social behaviour

Many reports of low level antisocial behaviour are dealt with at first point of contact by Contact Centre staff and may be escalated to the Neighbourhood Safety Team (NST) if necessary. They include; dog fouling, untidy gardens and parking issues. A ReAct case will be opened by Connect, logged with the NST and a letter sent to the person believed to be causing a problem. A Duty Officer is available during working hours for advice and urgent cases.

The Neighbourhood Safety team is a specialised response team comprising of 26 officers in three teams; each team has a manager who has many years of experience and come from a variety of backgrounds including the Police. They cover a housing stock of circa 34,000 properties in different regions; the workload is split by geographical area.

Cases are prioritised and contact made within 24 hours for serious cases and within one week for less urgent cases.

Reports of ASB will be treated in confidence and the reporting person's wishes respected if they do not wish to be identified. However, it will be explained to them that this may limit the action that can be taken. Depending on the type of report the case may progress through anonymous evidence and other evidence which corroborates facts for example, a police report.

Supporting complainants and witnesses

The Jigsaw website has a dedicated page on 'dealing with anti-social behaviour and hate crime'. It gives a comprehensive overview of what is considered anti-social behaviour and how Jigsaw deals with it. There is also a section on the support available for complainants and witnesses under the heading of 'Support'.

When a report of ASB is received a risk assessment is carried out to establish the effect of the anti-social behaviour on the tenant and what other agencies need to be involved for example, mental health or the police. A risk assessment is completed on every case and if there is a significant change in situation then a further risk assessment will be completed for example, a report of noise, then a further report of threats from a neighbour. The purpose of a risk assessment is to determine the impact on the tenant and to ensure an appropriate tailored response is provided. Where the risk is high or the tenant is vulnerable, then the following may be considered:

- Referring the case to a specialist agency such a Police Community Support Officer (PCSO) or a warden to see if they can carry out extra patrols or reassurance visits to the tenant.
- Installation of CCTV in very serious cases.
- Legal action to protect from serious harm.
- Temporary accommodation while the matter is addressed.
- Asking if the police can provide an alarm that can be fitted with a direct link.

Support will be offered throughout the process if a case proceeds to court and the tenant or witness are required to attend, such as; accompanying them to court, arranging transport, making arrangements for a witness to give evidence in private.

Weekly or fortnightly contact will be made with the reporting person to keep them updated with the progress of the case.

Vulnerabilities or support needs

In some cases the anti-social behaviour may be due to an underlying condition such as mental ill health, a learning difficulty, relationship/family breakdown, and drug or alcohol dependency. When responding to reports of anti social behaviour, if the reported person is identified as having an underlying condition then they will be assisted by referring them for additional support to try and remedy their behaviour for example, a referral to a specialist agency dealing with drug or alcohol services. If support is already in place then the

support agency will be contacted to advise them of the reported anti-social behaviour to establish what further support they will provide.

Meanwhile, action to resolve the anti-social behaviour will continue if the behaviour persists. Enforcement action may still be taken regardless of whether the reported person has a disability/vulnerability however, it must be evidenced that other actions have been considered appropriate to their condition and that the person is not being treated unfavourably or being discriminated against if the behaviour is arising as a result of their condition.

The primary focus will be to ensure the necessary protection is in place for victims and witnesses. To support those that are suffering from anti-social behaviour or causing it, staff will report any safeguarding concerns to the relevant agencies in accordance with the Jigsaw Homes Group Safeguarding Children and Adults Policy.

Two case studies were undertaken to establish how a tenant with vulnerabilities was assisted:

Case study 1 (Reported Party has vulnerabilities)

The property is a 2nd floor flat above shops.

The tenant, a single person, has a number of diagnosed health conditions and vulnerabilities.

Hoarding has been a feature of the tenancy for several years, but recently escalated as the tenant has confronted a number of personal issues (including bereavement and more recently the diagnosis of a close family member having terminal illness).

The condition inside the home was such that technicians were unable to safely perform the annual gas safety check, which resulted in the gas supply being capped.

Officers were unsuccessful in attempts to get the tenant to work with them to address the issues. As a last resort, enforcement action in the form of an injunction was taken to require that a clear path was made and access was allowed for the gas engineer.

The judge denied the request due to concerns that the tenant may not have “capacity” to comply with the order.

Although the tenant is known to various support services, the tenant did not allow the support services to visit their home; none are assisting the tenant with the property condition as it is considered to be a housing issue.

The extent of the hoarding is now such that every room is inaccessible and a recently requested plumbing repair has not been able to be completed because the plumber was physically unable to access the bathroom.

The current situation is that Jigsaw has contracted an external agency to help remove rubbish, but progress is very slow. A pathway was cleared to the bathroom, but the plumber remained unable to complete the work, as there was still no access to the stop tap (located in the kitchen).

Case study 2 (Complainant has vulnerabilities)

The property is a ground floor flat within a 2 storey block. The scheme is predominantly let to older residents.

Soon after the complainant (A) moved in, conflict began between them and the resident in the flat immediately above (B). This was initially about parking arrangements (there is no allocated parking on this scheme). Unpleasant notes were posted through the neighbours door demanding that the space closest to A's door was left vacant. B retaliated with a letter to A, which A referred to the police as "hate mail" (neither Jigsaw nor the police agree that it was).

Jigsaw spoke to both parties and later wrote reminding of the expectations in relation to neighbourly behaviour.

A also wrote repeatedly to Jigsaw (via MP) making the same request and asking that the space be designated as disabled parking for their sole use. Given the demographic in the scheme and likelihood that many other residents have some disability, Jigsaw was unable to agree to this.

As the relationship broke down, further complaints were made; A began to accuse B of:

- Deliberately making noise, banging cupboard doors for hour long periods (this was denied and was not supported by noise recordings that were submitted).
- Eavesdropping on telephone calls. A believed that B deliberately turned the TV down in order to listen when A made a telephone call; this could not be evidenced.
- Communicating with other neighbours via social media. A reported that there were text/email conversations between neighbours discussing their activities. Jigsaw was unable to evidence this.
- Maliciously using air fresheners/aromas to penetrate A's home with smells they would find unpleasant in order to deliberately cause nuisance. Jigsaw was unable to evidence this.

Mediation was offered and accepted by B, but declined by A.

It subsequently became aware that A is receiving support from specialist services due to longstanding mental ill health problems and has a housing history involving a number of moves which resulted from relationship breakdowns with both neighbours and landlords.

Jigsaw worked with health professionals to share concerns and try to ensure that appropriate support was being made available to A.

B was offered support and agreed to minimise contact with A and report any further concerns to Jigsaw.

A has ended their tenancy.

Jigsaw's handling of this case is currently being considered by the Housing Ombudsman Service.

Closure of ASB cases

An anti-social behaviour case will be closed when it has been successfully resolved or if after three weeks there have been no further incidents reported. The reporting person will be contacted to advise the case will be closed giving one week to respond to the proposed case closure. If the reporting person does not wish for

the case to be closed as the nuisance is still occurring then the case may remain open. Once it is agreed that the case is to be closed the decision will be confirmed in writing with the assurance that further reports can be made if the nuisance commences again, Appendix 1.

Any further reports of issues will be opened as a new case on Re-Act. The same case may be re-opened only if it is necessary to follow up a new incident of the same nature and it is within a short period of time of closing the case; usually less than four weeks. In these circumstances it would be a continuation of the same problem rather than a new case however, if it is a different issue, or a longer period of time has lapsed then it would be opened as a new case.

The officer can consider closing a case if a resolution cannot be reached for example; where the reported behaviour cannot be classed as a nuisance, or if there is insufficient evidence to corroborate the nuisance. A letter will be sent to the reporting person advising them that the case has been closed and summarising any action taken, Appendix 1.

A review of the 'closure letter' revealed that it states "should there be any further incidents please do not hesitate to contact the Association and we will be happy to re-open your complaint". It does not specify that a new case will be opened if a further complaint is received after a period of four weeks.

Cases cannot be left open as a deterrent for the perpetrator; an open case is not considered to be a deterrent. If the cases were to be left open when there is no ongoing anti-social behaviour this would lead to unmanageable caseloads for officers to deal with.

2. Dealing with antisocial behaviour from neighbours who are not Jigsaw tenants

Dealing with owner occupiers may be difficult because there is no tenancy agreement to fall back on and Jigsaw has no legal document to hold the owner occupier accountable to. If the anti-social behaviour was caused by a tenant of another landlord Jigsaw will communicate directly with them and encourage them to take action against their tenant and work with them to provide evidence. Where appropriate, Jigsaw will also consider and promote the implementation of legal action enforceable by other agencies, for example:

- Where the anti-social behaviour is being caused by owner-occupier, other social landlord tenants or private tenants
- Where the anti-social behaviour is a criminal offence.

In this type of situation Jigsaw would work with the Local Authority or the police who could take their own action to prevent problems from escalating. In serious cases Jigsaw may apply for an injunction against the owner occupier but cannot go down the possession route. Any legal action will need to be supported by evidence including action taken by the police, local authority or other agencies.

3. Mediation

Effectiveness of mediation

Mediation is considered as an early intervention tool and is offered in the early stages of a case. Mediation is particularly useful in neighbour disputes where each neighbour is making counter allegations against the other and there is no firm evidence. A mediation agreement can bring about long term positive change and help to repair relationships.

All parties are encouraged to take mediation. Mediation cases are handled by an external mediator who will contact the parties and give the necessary encouragement and support. They are trained in conflict resolution and are at hand during the meeting and for a period of time afterwards to offer support.

There is also an option for customers to use a more informal mediation carried out by Jigsaw staff. This does take place routinely where staff attempt to resolve cases as early as possible by trying to reach an agreement with the customers where appropriate. Some Neighbourhood Safety staff are also trained mediators therefore they encourage using mediation strategies at an early stage of most cases, such as shuttle mediation. Shuttle mediation is where the two parties in dispute are placed in different rooms and the mediator/officer 'shuttles' between them, to try to help them reach an agreement. The disadvantage of this type of mediation is that information is passed on by a third party (the mediator) therefore there may be a risk of miscommunication and misinterpretation.

Generally, no other action will be taken while mediation is ongoing or the reporting tenant contacted until it has taken place however, progress of referrals will be checked to ensure the matter is being dealt with promptly.

Mediation does not appear to be very popular and often people do not agree to it. It has only been used nine times groupwide within the last twelve months. Case studies showed that tenants are often reluctant to enter into mediation with their neighbour as they feel things have 'gone too far' to talk to the person causing anti social behaviour. In cases where mediation had taken place, the neighbour agreed for example, not to play music too loudly however, the agreement did not last for long.

If the terms of a mediation agreement are broken and if the issues continue then there are alternate forms of early intervention:

a. Warning

A warning interview may be carried out with the reported party conducted with another relevant agency such as the Police or a probation worker; this may have more impact than by an Officer conducting a warning interview alone. The Officer will assess which approach is best suited to the individual case. In the interview the Officer will set out what the nuisance behaviour is and what the repercussions will be if the behaviour continues. Customers who are on a starter tenancy will be made aware of the risk to their tenancy if the behaviour were to persist.

Warnings in themselves do not lead to an eviction; eviction is a culmination of an often lengthy legal process which is decided by a court of law. Eviction is not the first step that is taken to resolve the anti-social behaviour. Generally, the type of action to be taken is considered on a case by case basis and taking into account all relevant circumstances.

b. Acceptable Behaviour Contract

An acceptable behaviour contract is a voluntary agreement between a local agency and the reported person. The contract will outline what is acceptable behaviour and what the neighbour should or should not do. It will reflect the behaviour addressed and set out the possible consequences if the agreement is broken. The Acceptable Behaviour Contract can be used with perpetrators of low level anti-social behaviour; they are generally used with children and young people but equally can be used with adults.

The Acceptable Behaviour Contract can also be utilised in the absence of an agreement to participate in mediation.

c. Community Agreements/Good Neighbour Agreements

These agreements are settlements reached between the residents of a community to resolve disputes or to outline what those involved want life in their neighbourhood to be like. These agreements can be used to build or renew community spirit and are agreed by the community and put in writing with a copy given to each household.

d. Parenting Contract

A parenting contract is a supporting intervention and may be used to address the anti-social behaviour of children only if the parent is willing to engage. This is a voluntary agreement between a parent and the association, or local agencies such as; the local authority or the local education authority. A parenting contract can be used alongside an acceptable behaviour contract or other intervention. They set out the parent's responsibility to address the anti-social behaviour of their child such as; an agreement to ensure the child attends school regularly or for the parent to attend a parenting programme.

e. Partnership Working

Jigsaw Homes Group works in partnership with a wide range of agencies to prevent and tackle anti-social behaviour such as; the police, local authority, fire and rescue service, probation service and clinical commissioning groups.

When investigating reports of anti-social behaviour officers will establish what other agencies are dealing with/ or need to be involved with the case in order to address the anti social behaviour. This will depend on the type and severity of the case and may often necessitate the involvement of other services.

Legal action

Legal action may be considered for breach of tenancy agreement when steps to resolve a neighbour nuisance case have not worked for example; the officer has interviewed, warned and written to the reported party and their behaviour has not improved, or where there has been a serious breach of the tenancy agreement. The tenancy agreement is a binding agreement between landlord and tenant which stipulates that the tenant must not do or allow anything to be done in the property, communal areas or the locality that causes or is likely to cause nuisance and annoyance or harassment to anyone living in or visiting the locality, or anyone engaged in a lawful activity in the locality.

Injunction

An injunction can be applied for to remedy general anti social behaviour and can be used as an alternative or in addition to possession proceedings. The court has to be satisfied that the respondent has engaged or threatens to engage in anti social behaviour and that it is just and convenient to grant the injunction for the purpose of preventing the respondent from engaging in anti social behaviour. An injunction can prohibit the respondent from doing something or require them to do something.

4. False or malicious complaints of anti-social behaviour

Malicious and/or false reports of antisocial behaviour are taken very seriously. Under the terms of the Tenancy Agreement, the Association is responsible for addressing any concerns that are raised in relation to potential breaches of tenancy. Neighbourhood Safety Officers are sufficiently experienced to determine whilst carrying out their investigations whether a complaint is genuine or of a malicious or misleading nature. Malicious reports can be very difficult to prove as some people may make false or malicious complaints because of their mental health or learning difficulties and to take enforcement action under those circumstances may be deemed discriminatory.

Each case will be considered on its own merit and would need to be evidenced with proof of false or malicious intention such as corroborative evidence from the Police, or witnesses.

If it is absolutely certain that reports are false and/or malicious then a warning would be issued under the tenancy agreement or it would be treated as antisocial behaviour if the reports were persistent.

5. Complaints regarding the handling of ASB cases.

Twelve formal complaints were investigated between 1 April 2020 and 31 March 2021 regarding how their antisocial behaviour case was handled. All twelve complaints were investigated by the Chief Executive's Department who found no service failure in all cases. Two tenants referred their complaint to the Ombudsman after exhausting the complaints process because they remained dissatisfied with their complaint outcome.

This scrutiny looked at three complaints including the two that had been referred to the Ombudsman. They are as follows:

Case study 1

A tenant raised a complaint about how their reports of ASB had been handled. Under the complaints procedure only issues that had occurred in the last six months prior to a complaint would normally be considered. However, in this case three ASB cases that were opened in the previous twelve months were considered.

The Chief Executive's Department reviewed the evidence in each of the three cases to determine if they had been handled correctly. They concluded that there was insufficient evidence for enforcement action and that:

- Jigsaw's Anti Social Behaviour Policy had been followed in each case.
- In each case the tenant was contacted promptly.
- The neighbour was interviewed and allegations discussed in detail in each case.
- Mediation was offered.
- Verbal and written warnings were issued where appropriate.
- Noise monitoring equipment was used to record noise levels where appropriate.

The resident was not satisfied with the complaint outcome and took their complaint to the Ombudsman who reviewed all the evidence. Details of each case and the Ombudsman's findings are as follows:

First case – The resident reported issues of anti-social behaviour from a neighbour including noise nuisance; loud music, banging of doors, shouting and swearing from their property, a threat from the neighbour's friend, and racist language used by the neighbour.

Mediation was offered as a possible resolution however, this was rejected on the basis that the on-going loud music had gone beyond the scope of any mediation.

A discussion was held with the neighbour in line with the ASB policy. The neighbour admitted they had played loud music and was informed that it was a breach of their tenancy agreement. They were advised not to play excessively loud music. However, this continued and two months later they were given a written warning that playing loud music could result in legal action.

Sound monitoring equipment was installed into the resident's home in order to get evidence of noise incidents. However, no noise related incidents had been recorded during the two weeks period it was set up. A letter was sent to the resident informing them that the case was being closed as there had been no further reports of noise disturbance.

The Ombudsman concluded that the actions taken by Jigsaw were appropriate and in line with their ASB policy. Managing the case and investigating the resident's reports were proportionate, the neighbour had been warned about their behaviour and steps had been taken to try to obtain further evidence so that the resident's reports could be corroborated.

Second case – After a period of four months of no noise disturbance, the resident reported ASB and provided audio files of the neighbour playing loud music, slamming doors and shouting. The resident felt that the level of noise had risen to statutory noise nuisance.

No noise nuisance could be identified on the recordings provided by the resident and the audio was static. The investigation officer had a meeting with the neighbour who admitted playing loud music on the alleged day. The terms of the tenancy was discussed and the implications to the tenancy should this type of behaviour continue. The neighbour apologised and advised there would be no further issues. The resident was advised the case would be closed if there was no contact within seven days. No further contact was recorded in the following two week period therefore the case was closed.

The Ombudsman concluded that the actions taken by Jigsaw were proportionate in the circumstances. However, as the neighbour had been warned about noise nuisance previously and the resident had made a number reports previously, it would have been appropriate to provide an explanation as to why no further action was taken. Because an explanation was not provided, this was a shortcoming.

Third case - The resident submitted a number of noise recordings describing them as loud shouting, banging and loud television and expressed their frustration that no action had been taken against the neighbour.

The recordings were reviewed and it was determined that up to that point the noise was general household noise and did not meet the required level to warrant enforcement action. A meeting took place with the neighbour who advised the noise was general household and there was no intention to cause nuisance. The neighbour was warned that action could still be taken if recordings showed evidence of disturbance.

Jigsaw had been in regular contact with the neighbour and looking to put things in place to help with reduction in noise.

This case was ongoing for over five months and despite the frequency and volume of reported incidents, the vast majority did not meet the threshold to take enforcement action. The resident was asked to reconsider the option of mediation as the neighbour had been receptive to the idea. Mediation took place between the parties and actions were agreed not to play loud music after 11pm, to remind children not to slam doors within their home, and if there were future issues between the neighbours they would write a factual and polite note outlining their concerns.

The resident continued to report instances of noise disturbance and expressed concern that the noise was being made at antisocial hours during the night and this behaviour could not be regarded as everyday household noise. The resident then submitted a formal complaint as they were dissatisfied with how the case has been handled.

Ombudsman's assessment of the handling of the case

The Ombudsman's findings were that Jigsaw had followed its ASB policy and procedures in relation to some of the earlier reports, met timescales in responding to the resident, recorded all reports made, opened ASB cases and raised issues with the neighbour and kept the resident updated with progress. When an incident of hate crime was reported it was acknowledged the same day and recorded as a hate crime on the UK government website. Noise recordings provided by the resident were listened to and where noise was identified a meeting was held with the neighbour and advised if the noise continued it would be a breach of tenancy.

The explanation given by Jigsaw about not being able to take formal action where the noise was considered as 'everyday household' was correct however, evidence provided showed that some of the noise which was regarded as 'everyday household noise' had occurred at antisocial hours and Jigsaw had not regarded these instances as antisocial behaviour given the noise could be detected outside the property between the hours of 11pm and 7am. The Ombudsman stated that the Environmental Protection Act 1990 and Noise Act 1996 gives landlords the power to act where there is excessive noise between the hours of 11pm and 7am in domestic premises.

Ombudsman's conclusion

The Ombudsman concluded that Jigsaw initially acted in line with its ASB policy and took proportionate steps in response to the reports of antisocial behaviour. However, once the neighbour's behaviour persisted, other options should have been explored with a view to tackling the behaviour. The ASB policy states that an acceptable behaviour contract is one of the measures at the landlord's disposal. Not giving consideration and not asking the neighbour to sign an acceptable behaviour contract was a departure from the policy and a failing in the circumstances.

Therefore, there was service failure in respect of how Jigsaw handled the resident's reports of noise nuisance and ASB.

Appealing the Ombudsman's decision

Jigsaw did appeal the Ombudsman's decision based on the fact that mediation had proceeded and would have resulted in an agreement at the end that would give clear guidelines to both parties. However, the Ombudsman upheld their original decision.

Case Study 2

This complaint concerns how Jigsaw responded to the resident's reports of antisocial behaviour.

A resident raised a complaint about how their reports of ASB had been handled. The Chief Executive's department investigated the complaint and concluded that the Neighbourhood Safety Team had investigated all reported incidents and had done all they could to amicably resolve the dispute with the resident's neighbour. The resident requested a complaint review which was refused on the grounds that the complaint had been investigated and responded to satisfactorily however; further clarification was given on some of the points raised by the resident.

Case summary

The resident reported issues of antisocial behaviour and noise nuisance from a neighbour that had been ongoing for a number of years. The allegations related largely to issues surrounding the neighbour parking their car too close to the resident's car, loud music being played and dogs barking and also a social media post that the resident considered to be hate crime.

A Neighbourhood Safety Officer (NSO) visited the area to observe the issue and wrote to the neighbour and discussed the matter in a follow-up telephone conversation. The resident continued to report the parking issue therefore a further letter was sent to the neighbour and the NSO visited them to remind them of their responsibilities under the tenancy agreement and also the Highway Code regarding parking.

Community Trigger Review

The resident made a 'Community Trigger' request to have their ASB case and Jigsaw's performance reviewed. The local authority reviewed the case as it met their threshold for a review. The resident and their representative met with staff and mediation was suggested as a method to resolve the ASB which was declined by the resident. The Community Trigger review findings concluded that Jigsaw's response was "appropriate" to the resident's reports of ASB and recommended mediation. The reasons were:

- There was no parking restriction on the road outside the resident's property therefore the neighbour had not committed a parking offence.
- There was insufficient evidence to take action on the reports of noise nuisance; it was recommended to install sound monitoring equipment in the resident's property.
- There was insufficient evidence to take action on the report of hate crime.

Action taken by the Neighbourhood Safety Officer

Sound recording equipment was installed in the resident's property however; the evidence did not justify legal action. Mediation was recommended again which was declined by the resident. The resident was advised that further reports of ASB would be considered however if they were along the same lines then it was unlikely that enforcement action could be taken against the neighbour.

Complaint to the Chief Executive's Department

The resident raised a complaint to the Chief Executive's Department about the handling of their ASB case. The investigation revealed that the Neighbourhood Safety team had followed the ASB policy and had fully investigated all the concerns raised and felt there was nothing further they could do to reach a positive

resolution and mediation was recommended. However, there had been some delay in responding to the resident's correspondence due the Officer dealing with the case being on leave due to illness and that the resident should have been informed of the situation.

The resident wished to take the complaint to the review stage however this was refused on the basis that:

- It was satisfied with the support given during the ASB case; meeting with the resident and other agencies and involvement with the Community Trigger process and these actions demonstrated attempts to resolve the matter and commitment to support the resident.
- The Neighbourhood Safety team advised they would continue to log any reports but unless the severity of the type of behaviour did not increase they would not be in a position to take further action.
- The report of ASB as a hate crime was investigated and recorded as such however; no action could be taken due to lack of supporting evidence.

The resident was dissatisfied with the outcome and referred the case to the Ombudsman.

Ombudsman's assessment of the handling of the case

All reports made by the resident had been logged and staff had met with both the resident and neighbour in order to resolve the matter.

The Community Trigger review outcome confirmed no offence had been committed in relation to car parking therefore it was appropriate to deal with the matter by meeting the neighbour to discuss and agree a solution as no action could be taken. In relation to noise nuisance, they suggested that sound recording equipment be installed into the resident's property.

Sound monitoring equipment was installed but there was insufficient evidence to take further action as per the ASB policy, and action cannot be taken against what is considered 'everyday household noise' unless its confirmed as being statutory noise; it was therefore reasonable to advise both parties to consider mediation as further action was not available.

Appropriate action was taken in line with the Anti Social Behaviour policy to log the report of hate crime and not to pursue it as the police had advised there was insufficient evidence to investigate.

All reported cases of antisocial behaviour by the resident were recorded and responded to and follow up contact made to discuss the matters raised. The resident was kept updated with the action taken and contact and meetings held with the neighbour. Staff corresponded with third parties including the Police throughout the process. An explanation was provided when action could not be taken and the reasons for it. When the case was closed it was clearly explained to the resident the reasons why.

The Community Trigger review informed the resident it was satisfied with how Jigsaw had conducted the antisocial behaviour up to that point. The resident's reports were responded to reasonably and in line with the Anti Social Behaviour policy.

Ombudsman's conclusion

There was no maladministration in respect of how the resident's reports of antisocial behaviour were responded.

The following case did not proceed further than the 'Investigate It' stage of the complaints process.

Case Study 3

In this case the tenant made a complaint that their case had been mishandled and staff had not referred the case back to the court for a breach of undertaking.

Case summary

A resident raised reported ongoing antisocial behaviour from their neighbour including; verbal abuse, loud music, intimidation, vandalism and harassment.

Mediation was offered but refused by the neighbour. A community protection warning was given to the neighbour and sound monitoring equipment installed to gain evidence. These measures failed therefore legal proceedings were commenced to obtain an injunction. At the hearing the neighbour counter claimed they were the victim of intimidation and bullying by the resident. The judge assessed the evidence of both parties and gave the verdict there was insufficient evidence to award an injunction however, an undertaking was granted with terms of behaviour from the neighbour.

Since the court hearing further sporadic incidents of intimidation were reported by the resident. Follow up action was taken however, the incidents were considered to be low level. A warning was given to the neighbour with a reminder that further incidents may be referred back to court for breach of undertaking.

The resident was advised to keep a diary and record any incidents over a period of two weeks. The incidents were reviewed and considered to be insufficient therefore CCTV cameras were installed in the resident's home. The CCTV footage was monitored and reviewed each time it was reported but was considered to be low level and not at the standard required by the court to issue a sanction.

The resident complained they were not happy that the matter was not referred back to court for a breach of undertaking and wanted the Neighbourhood Safety team to continue with court enforcement action, that was previously instigated.

Conclusion:

The complaint was investigated and concluded that the resident was supported by staff throughout the case, regular updates were provided and staff liaised with external agencies such as the Police in order to get supporting evidence. The success of possession proceedings depends on strong evidence to secure a successful outcome. Based on the expertise of staff experienced in these matters and legal advice provided by the Association's solicitors, the evidence was unlikely to secure a successful outcome. For these reasons it was considered that the case had been dealt with appropriately and there was no service failure

6. Effectiveness of automated Customer Satisfaction Surveys

Each customer will receive an automated satisfaction call after their antisocial behaviour case has been dealt with which gives them an opportunity to express dissatisfaction. If dissatisfaction is expressed the customer will receive a call to find out the reason for their dissatisfaction so that Jigsaw can learn from it. If it is

considered that something has not been done correctly then a complaint may be raised for the Chief Executive's Department to investigate.

As at 18 May 2021 customer satisfaction with the handling of their anti social case was 86.2% which exceeded the target of 70%; this target has now been increased to 80%.

The satisfaction data between 1 April 2020 and 31 March 2021 shows the average satisfaction rate was 84% (former company names were in place at the time of data collection):

Subsidiary	Satisfaction	Calls Made	Responses Received	Response Ratio	Satisfied	Dissatisfied
New Charter	87.23%	1317	462	35.06%	403	59
Adactus	83.19%	1124	464	41.28%	386	78
Aksa	75.00%	45	12	26.67%	9	3
JH Midlands	73.26%	190	86	45.26%	63	23
GROUP	84.08%	2676	1204	38.27%	861	163

Reasons for Dissatisfaction:

Reason	Number of Cases	% of responses
"Other" or no reason given*	96	58.9
Unresolved	24	14.72
Not ASB	24	14.72
Wants to move	6	3.68
Time taken	5	3.07
Conduct	4	2.45
Complainant caused ASB	2	1.23
Felt unsafe	2	1.23

* When a customer leaves a feedback response suggesting they are dissatisfied with the way their ASB case was managed, a manager from the Neighbourhood Safety team will review the case and attempt to contact the complainant to establish the cause of dissatisfaction and categorise it. "Other" is used both when the reason given doesn't fall within any of the categories and where Jigsaw were unable to make contact with the complainant to discuss this.

Case Studies (satisfied tenant)

Two cases were reviewed where customers responded they were satisfied with how their case was handled:

Case Study 1 – satisfied tenant

Case summary

The tenant (complainant) reported noise nuisance from their neighbour who lived in the property directly below them; it was reported that the noise (loud music) could be heard regularly particularly on Sundays

between 8:00 pm and 4:30 am. As the tenant was currently working full time (from home due to the pandemic) this was interfering with their sleep.

The tenant was advised to use the noise app to evidence the noise.

The neighbour was contacted and advised to be considerate and reduce the volume of their music.

The tenant was contacted who confirmed that (with the exception of an isolated incident) the neighbour had complied with the request. The tenant was happy for the case to be closed and left positive feedback on the automated satisfaction survey.

Case Study 2 (satisfied tenant)

Case summary

The tenant (complainant) reported that a neighbour had left 8-9 bin bags of rubbish outside their home four days earlier. The bags had split and they had also added empty boxes to the pile that had blown into the tenant's garden who had thrown them back.

Jigsaw wrote to the reported party (neighbour) and reminded them of their tenancy conditions in relation to the garden and provided advice about arrangements for the Local Authority to collect bulky items.

Further reports were received that the volume of rubbish had increased. A second letter was hand delivered to the neighbour advising that if the rubbish was not cleared, Jigsaw may clear it and recharge the costs.

The complainant got back in touch to advise that the rubbish had been removed and notify us of her suspicion that the reported party had abandoned the property. The tenant was happy for the case to be closed and left positive feedback on the satisfaction survey.

7. Jigsaw Rewards Survey

For the purpose of this scrutiny, a Jigsaw Rewards survey was undertaken in June 2021 in order to gain a better understanding of tenants' views and experience of reporting anti social behaviour. 99 Jigsaw Rewards members participated in the survey. The survey revealed that:

- Most participants (over 60%) considered ASB to be similar to the examples given on Jigsaw's website:
 - Using or threatening use of violence
 - Bullying or intimidation
 - Harassment
 - Repeated abusive language or behaviour
 - Hate incidents or hate crimes
 - Using or allowing the property to be used for crime
 - Loud music and/or noise.
- 39 participants said they had reported ASB (including before the Jigsaw merger).
- Of the 39 who reported ASB, only one person took part in mediation.
- Of the 39 who reported ASB, 12 said the ASB stopped after intervention by the Neighbourhood Safety team.

- When asked if they would take part if they were offered mediation to resolve a situation between their neighbour:
 - 59 of those responding said it would depend of the type of ASB
 - 28 said yes and 12 said no.
- The main reasons for refusing mediation are:
 - Fear of being threatened or intimidation.
 - Tensions may be high and disputes gone too far for mediation.
- 97% of those responding said they were likely to report ASB anonymously if they were aware it was happening in their neighbourhood.
- 49% said they were unlikely to report ASB in their neighbourhoods if they had to give their name that may be used as evidence in court. The main reason for this was:
 - Fear of retaliation from the reported party.
 - Fear of retribution and intimidation.
- When asked if they were aware of a neighbour committing a crime which was causing a nuisance who would they report it to, 92 responding said they would report it to either Jigsaw, the Police, or both whereas only 5 said neither.

The results of the Jigsaw Rewards Survey and unedited comments made by the respondents can be seen in Appendix 2.

Recommendations

1. Promote to tenants the benefits of mediation both by an independent professional and inhouse staff and consider whether it's feasible to make mediation a compulsory step in an anti-social behaviour case.
2. Review the ASB case closure letter to clarify that a new case will be opened on ReAct if a further incident is reported after a specified time.
3. Consider amending the heading 'Support' within the ASB information on the Jigsaw website to 'Supporting Complainants and Witnesses' for easy reference for people searching what support is available to them should they make an ASB complaint.
4. Promote the complainant's right to request a 'Community Trigger' anti-social behaviour case review on the Jigsaw website.
5. Give further consideration to the benefit of tools available and make more use of them such as; demotions, starter tenancy ends (s21 notices), and starter tenancy extensions.
6. Given the current volume of low level noise related ASB cases (often little more than household noise) promote being a good neighbour/tolerance; it's good to talk etc.
7. Offer anonymised examples of satisfaction of the ASB service and feedback from customers on Jigsaw's website.
8. Give examples of successful outcomes and partnership working that Jigsaw achieve; offer case studies of enforcement action taken to show commitment to tackling ASB.

Appendix 1 – ReAct case closure letter

“Following our recent discussion about your complaint/I have been unable to contact you recently/ and as there have been no recent reported incidents I am writing to confirm that the case is now closed on our database.

(Outcome of the case Inserted here)

Should there be any further incidents please do not hesitate to contact the Association and we will be happy to re-open your complaint. Please note all of the information that you have provided and action that we have taken remains on our file and will be taken into consideration should there be any further complaints.

We will be in touch with you soon to ask for your feedback on our service. Your opinion is valuable as it helps us to identify where we can improve our services”.

Appendix 2 - Jigsaw Rewards Survey Results

1. Have you ever reported ASB to Jigsaw Homes (even if it was before we were called Jigsaw Homes)?

	no.	%
No	60	61%
Yes	39	39%
Total	99	

2. If you said yes to the previous question did you take part in mediation?

No	38	97%
Yes	1	3%
Total	39	

3. If you said yes to the first question did the ASB stop after intervention by the Neighbourhood Safety Team?

No	25	68%
Yes	12	32%
Total	37	

4. Which of the following would you consider to be ASB?

	no. people	% people (note each is out 100%, as multiple answer question)
Using or threatening to use violence	77	78%
Bullying or intimidation	75	76%
Harassment	73	74%
Repeated abusive language or behaviour	72	73%
Hate incidents or hate crimes	70	71%
Using the property or allowing it to be used for crime	66	67%
Loud music and/or noise	61	62%
Domestic abuse	48	48%
Actions against Jigsaw staff	37	37%
Name-calling / comments made on social media	35	35%
Noisy pets	24	24%
DIY or household noise at night-time e.g. hoovering	23	23%
Commercial noise (e.g., noise from pubs, bars, restaurant's)	20	20%
People staring / giving someone 'funny' looks	10	10%
Children playing outside i.e. playing ball games	6	6%

Children playing outside i.e. playing ball games	6	6%
Smoking tobacco in own home or outdoors	2	2%
Parking on a public highway	3	3%
Potent cooking smells	3	3%
A one-off party	1	1%
DIY or household noise in daytime e.g. hoovering	1	1%
Total people who responded to this question	99	

5. Is there anything that wasn't on our list that you would class as ASB?

Constant noise from neighbours such as where children are allowed to make excessive noise without being checked. Constant loud music from neighbours which can include where the base is turned up high which can be felt as vibrations in neighbours house. Racial abuse from anyone. Constant dog barking which owners ignore. Which I don't think is classed as as but should be as it causes misery for all the surrounding neighbourhood.

Children in groups on estates being a nuisance - running in gardens climbing trees in gardens throwing eggs at windows breaking fences. . .generally mis-behaving

Property that is next to a jigsaw home but privately owned causing above problems but you do not help here. Vermin caused by jigsaw ie pigeons roosting under solar panels that you do nothing about.

Speeding cars on residential streets

Creating false information about neighbours or people who live in your community and spreading it around the neighbourhood. This can lead to bullying and intimidation by other people in the community which can be absolutely horrendous to the victim whereby you feel you cannot walk down your own street safely or around your local neighbourhood. It can make you feel like you have to move or cannot escape. It makes you severely anxious and depressed. It can make you feel vulnerable and like there is nothing you can do about it to prove the false information is untrue.

Neighbours doing things to their property that affects your home.

Teenagers in a group outside my home.

Dog littering onsite without clean up damage to property i.e cars parked onsite

I would say that non smokers being forced to live with second hand smoke from neighbours should be specified.

Personal behaviour affecting other tenants e. g personal hygiene eating habits inappropriate clothes.

Provocation

Making noise on purpose to get a reaction from another person

I have depression anxiety and mental issues. Residents are feeding the pigeons by throwing bread into the communal gardens from their windows. I have asked a neighbour to please stop doing this due to the law on feeding pigeons. Residents have children visiting playing in the gardens. Pigeon faeces is known to be harmful the food encourages other vermin in the gardens. I would like that to be added to the list as I have rang to complain and I was told nothing can be done about it.

Perhaps having CCTV pointed at your home with the intention of 'watching' you.

STALKING

Tennants using shared space/ communal garden for social gatherings lasting all day into the early hours playing very loud music swearing loudly smoking drugs outside where the fumes spread to neighbouring properties

Car Revving in the car park, Running a garage from your mothers address

Pets on the loose large intimidating gatherings blocking people's driveways and people driving fast around the streets.

vandalism

Prolong DIY jobs in flats

Parking vehicles so that they cause an obstruction

Walking on your property when asked not to do so..

Damaging cars.

Garden fires /bonfires

Bright security flood lights that shine into neighbours bedrooms. Like my back neighbours' shines into mine!

Vandalism

Writing lies on social media.

General untidiness of area outside of home. Children wrecking/leaving a mess when playing outside

6. If you were offered mediation to resolve a situation between you and a neighbour would you agree to take part?

	no.	%
Depends on type of ASB	59	60%
No	12	12%
Yes	28	28%

Total

99

7. If you said no to the last question please explain why.

When a neighbour plays pounding music after 11pm and all through the night (something I had to report and Jigsaw dealt with recently) mediation would be pointless. There can be no compromise reached when one party is causing distress and the other is a victim.

I have already tried talking to the neighbour asking her to refrain from doing it. The bird feeding continues.

If I was being threatened and felt intimidated then I would not be prepared to undergo mediation similar to when mediation is not appropriate in abusive/violent relationships when going through the court system.

Sometimes tensions are too high and the dispute has gone too far for mediation.

Some people would agree to the terms of an agreement but then continue to harass neighbours and even encourage their children to take revenge damaging property and making horrible comments.

I would feel scared worried and intimidated. This is because I could be attacked or targeted when no one is looking. People can attack you at night with their faces concealed. Attack your property with their identity concealed. If someone really wants to get to you and make your life hell they can do it in ways that are very hard to prove. Therefore I would be very weary about someone knowing I have a problem with them because there are reprisals. The Police cannot be with you 24/7- as soon as the Police leave you are on your own.

I wasn't offered it

I don't like confrontational situations

When the neighbour is friendly with say 3 or more families on the estate the situation would become unbearable if they found out who was complaining. As in our case the children of the neighbours made our life so miserable we moved out into private rented accommodation until the property was sold. This caused us a heavy financial burden for a while..but to not have the stress that the children caused was well worth it.

I think it could also cause more trouble for people after it.

You can say something to someone what they want to hear but if they really are not interested in resolving the issue there's just no point

It would depend on whether I felt at risk by the neighbour knowing I was the one who reported them especially if they are violent or threatening violence

Because that would make it worse if they knew who reported it

In case of repercussions /retaliation from the neighbours involved.

Unfortunately some people call people grasses which is a name you really don't want in a neighbourhood. If the neighbours who you are having a problem with speak to other neighbours that you have informed jigsaw about the situation then this can be more harmful than the initial situation.

8. If you were aware of ASB happening in your neighbourhood how likely are you to report it to Jigsaw Homes if you could report it anonymously?

	no.	%
Highly Likely	52	54%
Likely	42	43%
Unlikely	3	3%
Total	97	

9. If you were aware of ASB happening in your neighbourhood how likely are you to report it to Jigsaw Homes if you had to give your name on a statement that would be used as evidence in court and the other person would know?

	no.	%
Highly Likely	18	19%
Likely	30	32%
Unlikely	26	27%
Highly Unlikely	21	22%
Total	95	

10. If you said unlikely or highly unlikely to the last question please tell us why and what would make you feel more comfortable?

23 people said they wouldn't agree at for fear of retaliation on them or their family, most of the other comments reflect this although some have additional detail:

Retribution and intimidation are very real and it happens all the time. There should be a way for that evidence be given without the persons identity being revealed.

I would be very concerned that me reporting the behaviour may antagonise the other party. I would need assurance that only the Jigsaw officers involved would know my 'identity'. As for reports I would hope that I could simply be referred to as Ms X etc

After a member of new charter making my situation 100 times worse and basically being called a liar I would never go to them again

I don't think there is anything jigsaw could do. Because people will always talk and possibly bring in other people to intimidate the witness so they withdraw statements and it is a scary thought when you have children or you are vulnerable or disabled. The witness would always have to look over their shoulder and it is not a nice position to be in and the anxiety of something happening to you or your family can last for years.

Repercussions not worth it there is nothing that could persuade me to have my name on a court statement

I would not want to be identified to the offender and possibly suffer retaliation. If I could be certain that I wouldn't have to physically attend court I may consider it.

This happened when I was a tenant with another housing association and nothing came of it only that everyone involved was made to feel as though we were vindictive against the person who was causing us all problems.

Well there is a reason that ABS is being reported at jigsaw Homes that says a lot about the person you are reporting. I would not feel safe to report with my name clearly stated. I don't think you can do much to let someone feel comfortable.

Basing it on my own neighbours and the amount of ASB there has been on my street I would be reluctant to report with my name being given because of the repercussions and that unless the ASB is very severe the perpetrators don't have any action taken against them and just carry on regardless

As previously mentioned my last ASB case I received no help from NC which now would make me extremely reluctant to help them by providing statements

I've been through acrimonious divorce proceedings in court after an abusive relationship. I avoid all confrontations especially after personal experience. That's not to say I couldn't be convinced but I'd be VERY reluctant to.

I have answered in number 7. What would make me more comfortable is if Jigsaw Homes offered to install high quality CCTV because I cannot afford it and had some kind of neighbourhood patrol or other deterrents if my name was given to the other person.

Backlash of tenants that cause the ASB. After the 6 years of hell from my neighbours and not getting one sodding neighbour to back me up there needs to be some other way of keeping their names out of court

I wouldn't feel confident that you would keep the info confidential

To remain anonymous and prevent conflict after the report

Not giving out my name or number of the property I lived in.

Because you can't trust people these days and the police or anyone that could potentially intervene if the worst happened often come late or not at all and try to convince you to not press charges so ultimately nothing may be done anyway.

I would only add my name in a serious situation baring in mind I would still have to live nearby to the people reported. If the situation involved bullying or threat to life I would

Because the person might target me if they know I reported them and that could make myself and my daughter unsafe in our home. I would feel more safe if only my first name was used and the person didn't know where I lived

11. If you were aware of a neighbour committing a crime in their Jigsaw home which was causing nuisance who would you report it to?

	no.	%
Both Jigsaw and Police	52	54%
Jigsaw	21	22%
Police	19	20%
Neither	5	5%
Total	97	

12. Do you have any other comments about ASB that you would like to share with the scrutiny panel?

What scrutiny panel. I have not received any information about a scrutiny panel. I thought all jigsaw reward participants were invited to apply.

Look after your decent tenants

Action should be taken immediately. Should me mentioned in all tenants agreement contract no ASB allowed under any circumstances. Also jigsaw residents shouldn't have to keep a diary on the offending neighbours to be read out in court. Names of witnesses shouldn't be disclosed to anyone that's affected in the relevant case if ASB.

I think if there was some way you could enforce Neighbours who are involved in an asb to not disclose information to other neighbours or breach confidentiality about the incident and mediations then more people would come forward and our community would be a better place to live. I think you would get more of a picture of who is a negative impact on our community and therefore do something about it to make it a better place to live.

I think they should be named and shamed in the newspapers for their behaviour.

Talking and trying to resolve situation with both parties is paramount. Keeping records of previous tenancy ASB incidents also for new potential tenants is a must too.

I feel that there should be an emergency contact so that ASB can be reported over the weekend in extreme circumstances. I also feel that when an offender can't be identified due to sound travelling or uncertainty of a location Jigsaw should send letters to everyone in the building so that the offender is made aware that their behaviour could be an issue. That could solve a problem.

I think CCTV inside the buildings would help enormously. I've had next door to me kicking at my door if CCTV was present they wouldn't do this. I reported them when they was arguing outside which was captured on CCTV and was visited and warned about there action's if CCTV wasn't present they would have got away with it . and the resident underneath me banged on my door with an hammer and again this probably wouldn't have happened if CCTV was present. because if them incidents was captured on CCTV they would be evicted so installing CCTV inside the building would reduce anti social behaviour by 90% reduction.

I don't think Jigsaw does much about this. I have been such behaviour of a neighbour but even after several reporting's of this Jigsaw homes did not do much and the neighbour continued.

Keeping the people who report the ASB informed is a important thing to gain trust that things are being taken seriously

In my case of ASB that I reported (at my previous NC home) there was no support offered by NC at all. I even looked to move from the area but received no help with that. I was a witness in a court case against my neighbour and new charter were really unsupportive with the intimidation I received. I had a young daughter at the time and shared a path to my front door with the neighbour My neighbour used to wait for me to pull up and come and stand on the path making both me and my 5 year old daughter squeeze past him to get in our home and when I spoke with new charter they refused to put in a new path so help me feel safer. New charters ASB policy isn't followed by the ASB staff in my experience

Right at the beginning of my tenancy there was some antisocial behaviour from the children next-door-but-one. It also included having the police called out. However Jigsaw facilitated mediation which was hugely beneficial and the threat of ASBOs were such a deterrent that we never had issues ever again.

In my experience reporting ASB to Adactus has not helped matters at all in fact it has made the situation worse. The only positive outcome comes if the problem neighbour is moved.

PLEASE CONSIDER HOW IT AFFECTS THE VICTIM AND OFFER MORE SUPPORT.

ASB is common on housing estates it makes life hell for the other people living there. Most people want a peaceful life a secure place to call home and a place to raise a family without fear. ASB destroys the feeling of security and damages communities. Where I live there has recently been an increase in younger people housed in flats where there are many older tennents. Life becomes hell for those people they rarely venture out of their homes stop putting washing on the line in the shared garden stop pottering in the garden chatting with their neighbours as they are afraid of the younger neighbours using the garden as a place to gather with their friends playing loud music and smoking cannabis burning rubbish and smashing up wood they find to burn later on their washing machine drum fire pit. Often they let their children run riot as they drink alcohol all day. Also some anti social tennents live in privately rented flats and think they can do whatever they please that they are above the law. Chorley borough council's environmental officer has assisted with these kind of issues in the past year or two but there is a cloud of apprehension and fear whenever these tennents gather as they are unpredictable their gatherings have sometimes ended in fights and assaults on these occasions I have called 999 and requested police and paramedics to attend.

You have to live next to your neighbours. Especially my drive which is a dead end there is only one way in and out. Having peace co operation being friendly where applicable and respect is important. If you are going to go up against a neighbour you need to be sure about what your doing because if things go South you have to live and go about your daily business close to them. That can be an extremely anxious existence. Therefore if your name had to be given to the accused that could be someone you see everyday. Kids that go to the same school frequenting the same shops ect. It increases the likelihood of conflict. We have all seen Neighbours From Hell!

Depends on the crime but also on what type of neighbours you have as some of the people now would petrol bomb you

If its anonymous it's a good idea.but if not then very dangerous

It is becoming more and more frequent

Anonymously would be preferable as to the fear of the come back for myself or family. I think alot of people think that way.

We often think why they were like this and reached the conclusion that the parents couldn't care what they did and they knew it..so nothing we said would have any effect on them.

I do not think reports are taken seriously enough it always seems like the housing would rather not get involved

I feel like an annual letter or flyer could go round to people's homes to gently remind them about ASB. It doesn't have to be anything heavy or offensive because most people I believe are aware and courteous of their neighbours but things like having parties in summer that's fine but noise curfew say 10pm. Or banging on the walls for example or shouting late at night can be distressing for a tenant. It's just about noticing how something may affect someone else I think respecting neighbours and accepting differences is essential but something that can cause a lot of stress if not met. Community engagement and events could decrease ASB but I appreciate it would be difficult to arrange.

i think ASB can change depending on the age of the person being exposed to it. A younger person may well be accepting of noise strangers appearing close to their homes whereas an older tenant could find these things intimidating and scary.

As it said in earlier statements sometimes people are not aware they are causing a problem Or by bringing the people together can solve the problem. This happens a lot with people who live alone As they don't have much contact with others. sometimes the simple ways are the best.

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Anti-social behaviour Scrutiny Panel Members

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