

New Deal for Communities

The National Evaluation

Research Reports

Private Sector Landlords and Anti-social Behaviour

Research Report 17

The Neighbourhood Renewal Unit is currently sponsoring the 2002-2005 national evaluation of New Deal for Communities. This evaluation is being undertaken by a consortium of organisations co-ordinated by the Centre for Regional Economic and Social Research at Sheffield Hallam University. The views expressed in this report do not necessarily reflect those of the Neighbourhood Renewal Unit.

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Sheffield Hallam University

**Private Sector Landlords and
Anti-social Behaviour**

Research Report 17

Authors:

**Sarah Blandy
Caroline Hunter
Judy Nixon**

*Centre for Regional Economic and Social Research
Sheffield Hallam University*

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Executive Summary

This paper examines issues around tackling anti-social behaviour in NDC areas and in particular the problems associated with the private rented sector and how private sector landlords can be engaged to deal with the problem of anti-social behaviour. It is based on the results of a telephone survey of 32 of the NDC areas.

The nature of the problem of anti-social behaviour in NDC areas

A wide range of anti-social behaviour was reported by respondents all of which could be classified under the headings used by the Home Office in their recent survey of anti-social behaviour:

- Misuse of public space
- Disregard for community/personal well being
- Acts directed at people
- Environmental damage

Three themes also emerged which cut across these categories:

- Youth nuisance and associated problems
- High levels of crime and fear of crime
- Harassment of black and minority ethnic groups

The private rented sector in NDC areas

- 12 NDCs were based in areas which contained predominantly social housing stock with a very small private rented sector comprising mainly of ex-council housing sold under the Right to Buy provisions.
- The remaining 20 NDCs reported that the area included some significant level of private rented property
- This ranged from around 10% of stock in the area to areas where the private rented sector was between a quarter and a third of all stock
- Even in areas where there was a significant number of private sector landlords NDCs had very little hard information about the nature of those landlords. Some use had been made of housing benefit data and surveys

The extent to which NDCs perceive anti-social behaviour it to be a problem associated with the private rented sector.

Nineteen NDC Partnerships felt there were problems caused by anti-social behaviour which were in some way connected to the private rented sector. For the majority, however, anti-social behaviour was very much located as a "crime" problem, and it had not been considered in terms of housing. This type of approach tends to mean that the differences between landlords operating in an area is not well recognised, and the particular issues of the private sector ignored. It could be addressed through training and information for relevant staff.

Where the connection was made examples included some evidence of families who had been evicted from social housing because of anti-social behaviour being rehoused into the private rented sector. In addition to the problem of displacement, respondents also identified a problem in connection with empty properties owned by private landlords which rapidly become places for youths to congregate or are used as crack cocaine houses. Empty properties also leads to problems of damage and arson. The poor condition of private rented accommodation was thought to contribute to a spiral of neighbourhood decline.

What action NDCs are taking to deal with anti-social behaviour and more specifically what initiatives have been developed specifically to encourage private landlords to engage with strategies to tackle anti-social behaviour.

While all the NDCs were engaged in a range of initiatives, often incorporating elements of prevention/diversion as well as enforcement, which tackled anti-social behaviour generally, not all had identified working with private sector landlords as an important facet of such work. Two general approaches can be identified where work has been undertaken:

- Working with private sector landlords to generally enhance the level of service which they give to tenants and thereby engage them in issues of anti-social behaviour
- A focus on enforcement and individual case working, which is carried out on a cross-tenure basis, so that landlords are worked with in relation to specific problems

A range of initiatives to engage private sector landlords generally were identified by NDCs. These included:

- Newsletters to landlords
- Landlords forums
- Accreditation schemes
- Information packs
- Model Tenancy agreements
- Property registers
- Dedicated private rented officers/teams
- Training events for landlords
- Tenant referencing service
- Recommended contractor lists
- Regular advice surgeries.

In relation to enforcement some NDCs had (East Manchester and Rochdale) or were in the process (Sheffield) of setting up cross-tenure anti-social behaviour teams. Others had sought to use other legal powers.

Other legal powers used by NDCs

- Brighton has taken steps to enforce covenants against anti-social behaviour, which were imposed when former council properties were sold under the Right to Buy, and which are now rented out through private landlords.
- Doncaster is currently gearing up to use Notices under s.215 Town and Country Planning Act 1990 - requiring owners of empty property to remedy its condition.

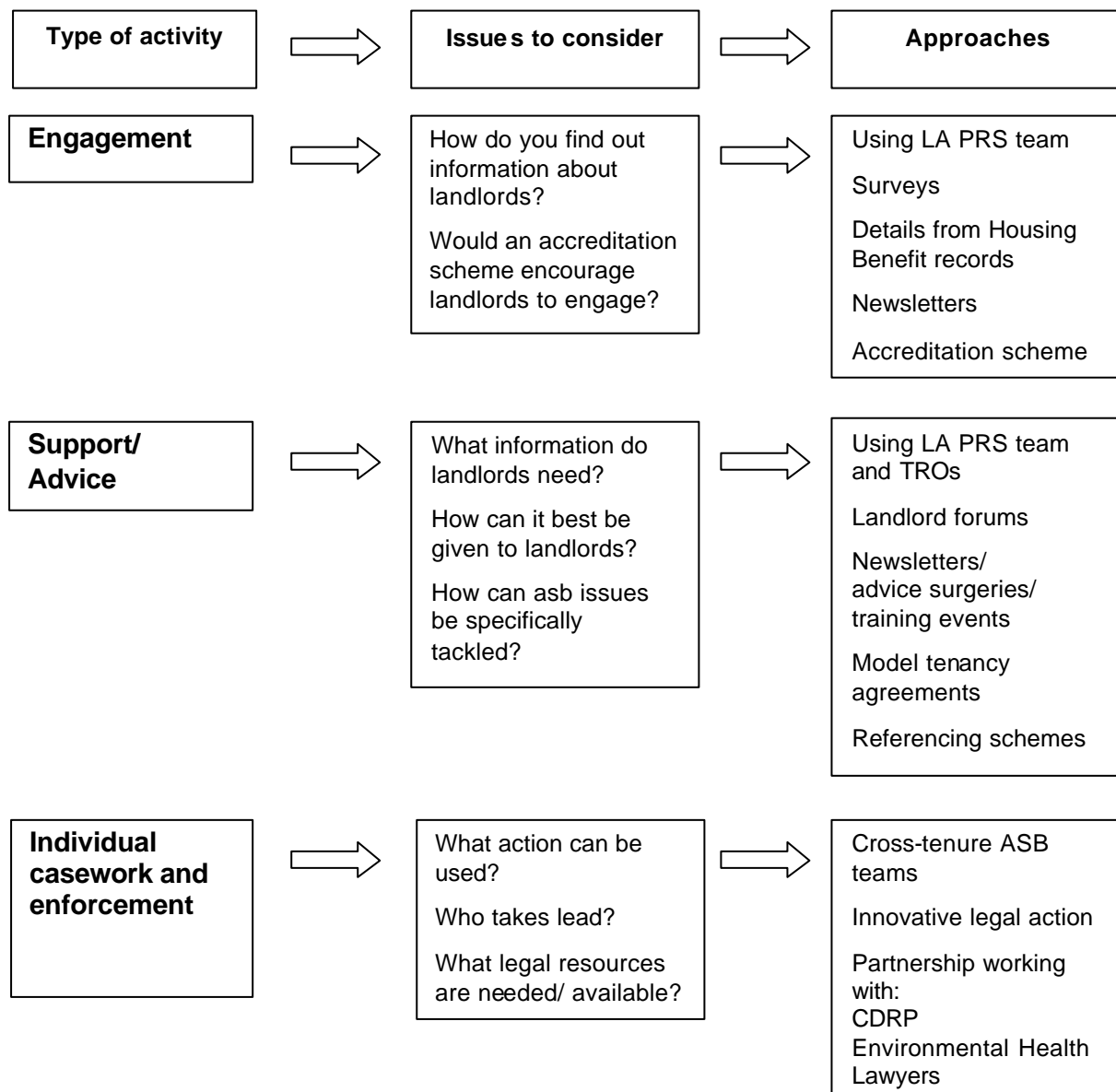
A framework for engaging with private sector landlords and to stimulate them to become actively involved in tackling with anti-social behaviour.

Effective action to engage private sector landlords requires a strategic approach which encompasses:

- First engagement with landlords
- Secondly, providing landlords with support and advice so that they can directly tackle the issue
- Finally, where necessary, taking on individual case work and using enforcement powers.

The initiatives used by NDCs can be brought together to provide for such an approach. It requires partnership working with Crime and Disorder Partnerships, local authority private rented sector teams, environmental health officers, tenancy relation officers and lawyers. The following Chart provides a framework for working with private sector landlords, based on these three stages.

A framework for working with private sector landlords



NDCs, Private Sector Landlords and Anti-Social Behaviour

Introduction

The aim of this paper is to report on the varied nature of the problem of anti-social behaviour in NDC areas and to consider how far NDCs are working with private landlords to develop strategies to deal with youth nuisance and anti-social behaviour. The findings reported in the paper are based on analysis of information collected in a telephone survey which included 32 of the 39 NDC areas. It provides the background to a second stage of work, which is intended to work more closely with a smaller number of NDCs to look at those who have engaged with private sector landlords and further analyse and develop the tools they are using. As such, the data at this stage is limited by the fact that it was based on information provided generally by a single officer. It proved difficult to find officers who had a responsibility for matters across both housing and anti-social behaviour, and in particular those issues coming from private rented housing. In some cases we were referred to local authority, rather than NDC staff.

The survey does, however, provide a broad indication of some of the problems faced, the solutions being adopted and enables us to point to ways forward for NDCs tackling these issues. The findings from the survey are considered under the following headings:

- The nature of the problem of anti-social behaviour in NDC areas
- The private rented sector in NDC areas
- The extent to which NDCs perceive anti-social behaviour it to be a problem associated with the private rented sector
- What action NDCs are taking to deal with anti-social behaviour and more specifically what initiatives have been developed specifically to encourage private landlords to engage with strategies to tackle anti-social behaviour
- A framework for engaging with private sector landlords and to stimulate them to become actively involved in tackling with anti-social behaviour

Over the last five years devising effective interventions to deal with problems of anti-social behaviour and the wider issue of community safety have become firmly established as major service priorities for policy makers and practitioners working in a broad range of different agencies. Until recently however, evaluations of strategies to tackle anti-social behaviour and youth nuisance tended to focus on the incidence of anti-social behaviour amongst social housing tenants. It is now acknowledged that youth nuisance and anti-social behaviour are widespread problems which are frequently found in high density, low income areas many of which suffer from multiple deprivations. Typically such areas are characterised as being low demand neighbourhoods containing a mixture of social housing, private rented and owner occupied dwellings (Nixon et al 2003).

Many of the NDC areas have reported that developing strategies to tackle anti-social behaviour and youth nuisance are a key priority. It is however, apparent that strategies, which focus exclusively on enforcement of tenancy agreements against social housing tenants, can result in displacement of the problem to the private housing sector where the problem continues. It can be extremely difficult to effectively address the problem of anti-social behaviour by tenants of private sector landlords. Crime and Disorder Reduction Partnerships have found that devising interventions in mixed tenure areas is hampered by the lack of co-operation from private landlords, inadequate resources and the absence of a clear procedure for dealing with owner occupiers and private tenants (Nixon et al 2003).

The letting and management practices of private landlords can contribute to the downward spiral of a whole area. It is often hard to identify and make contact with private landlords many of whom are unwilling to engage in any joint enterprise with local authorities or other official agencies.

The nature of the problem of anti-social behaviour in NDC areas

All except one of the respondents in the telephone survey stated that “disorder”, “youth nuisance” and “anti-social behaviour” were problems in their area. There was however, a lack of clarity as to what behaviours were being referred to. Indeed the terms “crime”, “disorder” and “youth nuisance” were frequently used interchangeably with respondents referring to a wide range of behaviours from fly tipping to serious criminal activity under the umbrella term of anti-social behaviour.

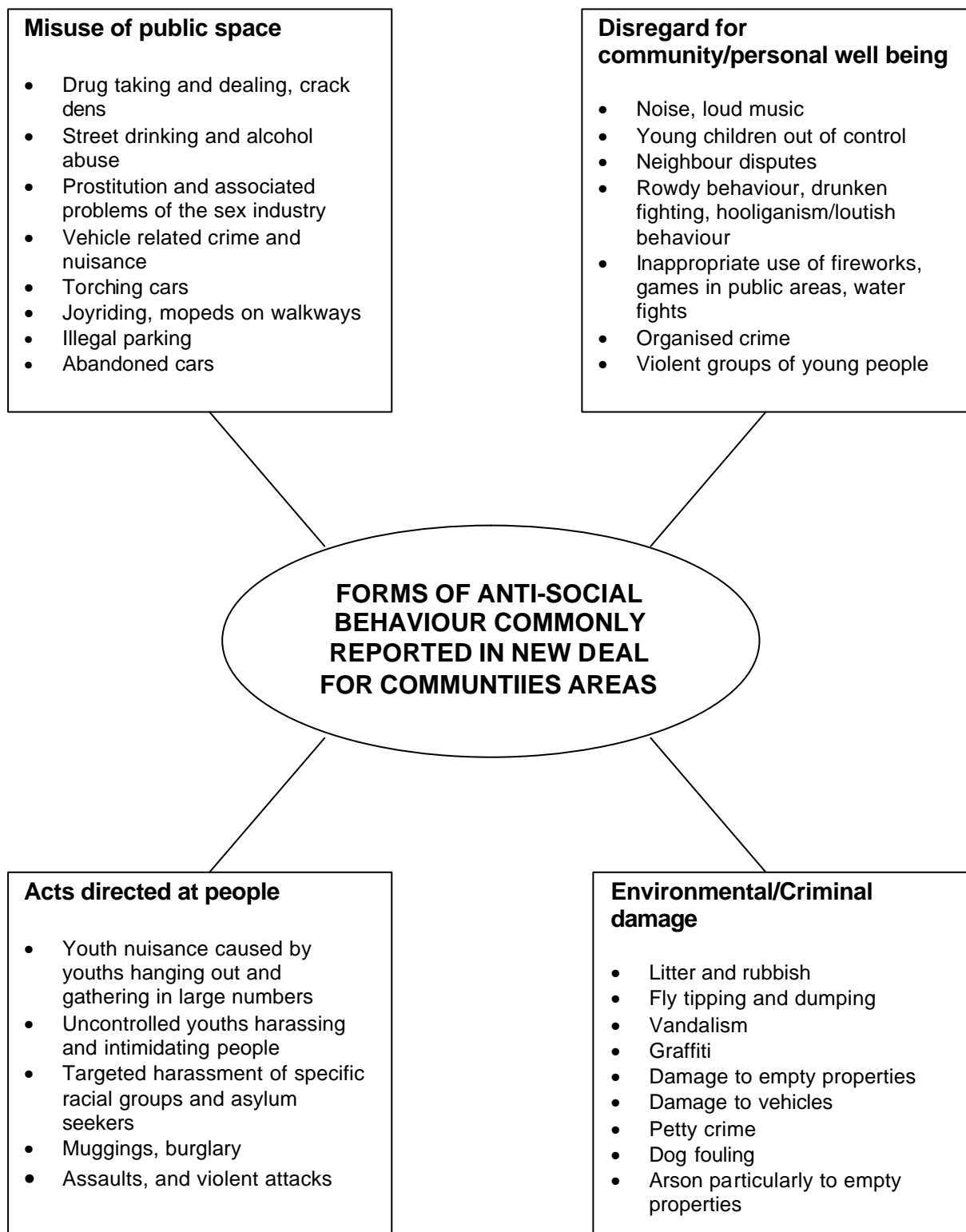
In order to explore in greater depth the nature of the problem of anti-social behaviour in NDC areas, respondents were asked to describe the behaviours that they were concerned about. Drawing on the classification of behaviours used by the Home Office in their recent one day count of anti-social behaviour¹: the types of behaviour identified have been grouped into the following four broad categories:

- **Misuse of public space** including drug/substance misuse and dealing, street drinking, prostitution, abandoned cars and vehicle related nuisance such as illegal parking, joyriding, off road motor cycling etc;
- **Disregard for community/personal well being** including noise nuisance, rowdy and inconsiderate behaviour, hoax calls etc;
- **Acts directed at people** including groups intimidating and threatening others, street crime and burglaries;
- **Environmental damage** including criminal damage, vandalism, graffiti litter and rubbish and animal related problems.

Chart 1 gives details of the types of behaviour reported by NDCs as being a particular problem.

¹ Further details of the list of behaviours that were included in the one day count of anti-social behaviour carried out by the Home Office on 10th Sept 2003 can be found in Appendix 1.

Chart 1: Forms of anti-social behaviour found in NDC areas



The main reported problems

Analysis of the different forms of anti-social behaviour revealed there to be three common themes which cut across the four categories of nuisance behaviours as outlined previously. These themes are now considered in turn:

Youth nuisance and associated problems

Over half the NDCs considered that problems caused by young people were frequently linked to anti-social behaviour. In particular respondents identified large groups of young people hanging out in public areas and behaving in an intimidating and harassing manner as a cause for concern. It was commonly thought that problems were fuelled by alcohol and drug misuse and contributed to high levels of petty crime, torching cars and joyriding. In Brent for example, it was reported that:

“Fear of crime is high, there is a problem of youth hanging out, they taunt the police, there is drug dealing, vandalism, shootings and crime. Motorbike riding around the estates, petrol station raiding and water fights are not uncommon.”

A recent survey of the NDC area in Manchester confirmed that youth nuisance was one of the top issues of concern and additional resources are now being put in to recruiting a youth intervention officer to work with the 10 - 12 age group to provide a range of diversionary activities aimed at children known to the police.

High levels of crime and fear of crime

Respondents tended not to make a distinction between criminal activity and anti-social behaviour and high levels of crime and a fear of crime were commonly associated with anti-social behaviour. For example, reference was frequently made to high levels of car crime, arson, drugs, street crime and burglaries along side more general concerns about problem families, neighbour disputes and vandalism.

Harassment of black and minority ethnic groups

There is a prevalence of asylum seekers and refugees in many NDC areas (MORI household survey, which was based on self-reporting and may underestimate actual numbers) with the highest proportions being in London NDCs and Sheffield. In this context it is not surprising that racial harassment, often targeted at asylum seekers, was reported in a number of NDC areas. For example, in Salford, Plymouth and Newham assault and racial harassment were identified as problems while in Sheffield and Luton there were reports of problems associated with illegal immigrants. Interestingly in Bradford where around 50% of the population in the NDC area is of South Asian origins, anti-social behaviour was not really considered to be a problem in part because of the strong religious and cultural sanctions exercised by the largely Muslim community. (This is being explored further in an allied project on community cohesion).

The survey results show that in many respects the type of behaviours identified by NDC respondents as major problems are similar to those reported in the rest of the country. For example, a recent survey of social landlords also found that youth nuisance, drug related activity, verbal abuse and intimidation were serious problems for all social landlords regardless of the location of their stock (Hunter and Nixon 2003).

However, one of the distinguishing features of the NDCs who took part in the survey is the fact that two thirds (22) are located in what were described as mixed tenure areas with the ownership of dwellings split between various social landlords, private landlords and owner occupiers. Thus in seeking to develop effective interventions to deal with anti-social behaviour many NDCs have to engage with a diverse group of key stakeholders including private landlords. The next section of the paper outlines the extent to which NDCs reported that anti-social behaviour is a problem associated with the private rented sector.

The nature of the private rented sector in NDC areas

Of the 32 NDCs included in the survey just over a third (12) were based in areas which contained predominantly social housing stock with a very small private rented sector comprising mainly of ex-council housing sold under the Right to Buy provisions. In the remaining two thirds of the NDCs respondents reported that the area included some significant level of private rented property. This ranged from still small levels (around 10% of stock in the area) to areas where the private rented sector was between a quarter and a third of all stock. Not all NDCs were able to provide precise figures, although many did so by reference to the household surveys which had been carried out. In all these areas respondents were asked about the types of landlords operating in the areas and were invited to distinguish between:

- Unproblematic private renting which needs no intervention
- Landlords aiming to provide a good service but who need help and advice
- Landlords seeking to maximise profits without concern for the impact on tenants, the property or the neighbourhood

In practice however, it was found that few NDCs held such detailed information on the precise ownership of dwellings in the area, or the characteristics of private landlords operating in the area. This lack of information reflects the difficulty that many NDCs have in obtaining information about the private sector landlords in their area. Part of any strategy of engagement is simply to find out who the landlords operating are. Some NDCs had sought further information, sometimes through access to housing benefit records.

Impressionistic accounts were given which suggest that the majority of private landlords tended to own only a few properties. For example, in Hartlepool NDC it was thought that four out of five private landlords owned five or less properties. Similar patterns of ownership were identified in Manchester where a survey by the City Council had found that there were 395 landlords operating in the New Deal area of which three-quarters owned only a single property. The private rented sector in Bradford and Newcastle also featured small landlords typically owning one or two Victorian terraced properties.

In Nottingham there was a slightly different pattern of private renting, perhaps partly because this is an area in which students rent property. Approximately a quarter of the properties in the NDC area were thought to be owned by private landlords, of which the majority owned fewer than three properties. There was also, however, some evidence that the area was beginning to attract a number of larger landlords motivated at least in part by the rising property values in the area.

Where there was some knowledge about the sector, very few landlords were identified as being entirely unconcerned with the neighbourhood. NDCs were not considering strategies which sought to persuade landlords to move out of the area. Rather they were seeking to engage them and improve standards of management.

Anti-social behaviour and the private rented sector

Nineteen NDC Partnerships felt there were problems caused by anti-social behaviour which were in some way connected to the private rented sector. For the majority, however, anti-social behaviour was very much located as a "crime" problem, and it had not been considered in terms of housing (this is reflected in delivery plans which classify anti-social behaviour projects under crime rather than housing). This type of approach tends to mean that the differences between landlords operating in an area is not well recognised, and the particular issues of the private sector ignored. Thus the difference in powers between social and private sector landlords are not considered, nor are steps taken to involve local authority private sector rented teams. This suggests a need for training and information amongst relevant staff.

Where the "connection" was recognised examples included some evidence of families who had been evicted from social housing because of anti-social behaviour being rehoused into the private rented sector. Displacement and the effects of exclusion of anti-social tenants from social housing was specifically identified as a problem in Brighton, Liverpool, Manchester, Newcastle and Wolverhampton. In many of these areas attempts to engage private landlords to deal with the problems caused by these families had proved difficult, with a small number of landlords only concerned to maximise their return on investment.

In addition to the problem of displacement, respondents also identified a problem in connection with empty properties owned by private landlords which rapidly become places for youths to congregate or are used as crack cocaine houses. A further difficulty identified in Knowsley and other areas of low demand was that private landlords were abandoning property which was then frequently vandalised and the subject of arson. In other areas the poor condition of private rented accommodation was thought to contribute to a spiral of neighbourhood decline.

Initiatives to tackle anti-social behaviour

While all the NDCs were engaged in a range of initiatives, often incorporating elements of prevention/diversion as well as enforcement, which tackled anti-social behaviour generally, not all had identified working with private sector landlords as an important facet of such work. While in some areas with a very small private rented sector this was understandable, for others there was an awareness that this was an issue which they had to deal with, but no steps had yet been undertaken.

Two general approaches can be identified where work has been undertaken:

- Working with private sector landlords to generally enhance the level of service which they give to tenants and thereby engage them in issues of anti-social behaviour
- A focus on enforcement and individual case working, which is carried out on a cross-tenure basis, so that landlords are worked with in relation to specific problems

In fact those NDCs which had recognised the issue as significant for them, and were seeking to work with private sector landlords, tended to have adopted a mix of both approaches. There were, however, differences in starting point and emphasis. One or two NDCs, e.g. Newcastle and Salford, had made relations with private rented landlords a key part of their work. While this was not necessarily focused entirely on anti-social behaviour it enabled work around anti-social behaviour to be included, and where necessary individual cases referred to relevant enforcement teams.

For other NDCs their focus on anti-social behaviour through a dedicated team, e.g. East Manchester and Rochdale, had specifically been designed on a cross-tenure basis enabling cases to be taken on, whatever the tenure of the perpetrator. They were also developing from this work other measures to engage private sector landlords. In some NDCs this engagement work was still primarily seen as a local authority function, and the NDC was seeking to work (with mixed levels of success) in partnership with local authority private rented sector teams to deliver it in the NDC area.

Engaging private sector landlords

A range of initiatives to engage private sector landlords generally were identified by NDCs and are set out in Table 1.

Table 1: Types of private rented sector initiatives in NDC Partnerships

TYPE OF INITIATIVE	NDC PARTNERSHIPS
Newsletter to private landlords	Brent South Kilburn #Haringey Lambeth Middlesbrough Newcastle Newham Salford *Sheffield
Landlord forum	Bradford *Haringey Liverpool Manchester #Nottingham Middlesbrough Newcastle #Nottingham Rochdale Salford *Sheffield
Accreditation scheme	*Haringey Hartlepool Lambeth *#Liverpool #Manchester #Nottingham Rochdale Salford *Sheffield
Information packs for private landlords	#Haringey Manchester Middlesbrough Newcastle Rochdale Salford *Sheffield

Model tenancy agreements	#Haringey Manchester Middlesbrough Newcastle *Rochdale Salford *Sheffield
Property registers	* Bradford *Haringey *Hull Middlesbrough Newcastle *Sheffield
Dedicated private rented sector officer team	#Haringey #Manchester Newcastle Salford
Training events for private landlords	#Manchester Middlesbrough Newcastle Rochdale Salford *Sheffield
Tenant referencing service	#Liverpool *Manchester Middlesbrough Newcastle *Rochdale Salford *Sheffield
Recommended contractor lists	Middlesbrough Newcastle *Rochdale Salford *Sheffield
Regular advice surgeries	Middlesbrough Newcastle Newham Salford *Sheffield

Key

* = will be doing this in the near future

= this initiative is co-ordinated by the local authority

These initiatives were the ones that we expected to see, and the ones which were mentioned as prompts in the telephone survey. Although some of these steps were being undertaken directly by the NDC, it was also noticeable that many NDCs were reliant on action taken by the local authority in their area. This is, e.g. particularly true of accreditation schemes. At least one NDC was aware of a city-wide accreditation scheme, which had not, however, had any impact on landlords in the NDC area. The use of accreditation schemes is set out more fully in Appendix 2.

If landlords are going to take part in city-wide schemes, it will be necessary to engage them at the local NDC area, and landlords forums, training and referencing services may be a way to do this. Training was being offered by a number of NDCs to private landlords. One particular issue which may engage landlords is information and training relating to housing benefit.

Enforcement powers

As noted above, at least two of the NDCs had established cross-tenure enforcement teams, and one other was in the process of doing so. The focus of these teams was more generally on individual case work. Such case work may lead to legal action, although warning letters and interviews may prove sufficient. Those undertaking this type of work acknowledged the more limited options available in relation to private sector tenants, particularly where the co-operation of landlords was not forthcoming. The main type of legal action available against perpetrators who are not tenants of social landlords is an anti-social behaviour order. In undertaking such work there is a need for close co-operation with Crime and Disorder Partnerships, and in particular the relevant group which makes assessments whether cases are appropriate for proceeding to an anti-social behaviour order. Such access was facilitated by cross-tenure anti-social behaviour teams who were members of such groups.

Anti-social behaviour orders cannot, however deal with all the problems of anti-social behaviour encountered. Two other legal enforcement powers were mentioned, which may be relevant to other NDCs.

Other legal powers used by NDCs

- Brighton has taken steps to enforce covenants against anti-social behaviour, which were imposed when former council properties were sold under the Right to Buy, and which are now rented out through private landlords.
- Doncaster is currently gearing up to use Notices under s.215 Town and Country Planning Act 1990 - requiring owners of empty property to remedy its condition.

The use of these powers is sometimes thwarted by negative legal advice and requires close co-operation with legal advisers.

Only Newcastle, with its highly developed private rented project, mentioned working with other enforcement agencies, e.g. environmental health teams and tenancy relations officers. Such work may be used to deal with badly performing landlords, but may also be significant in relation to anti-social behaviour e.g. for noise nuisance and for controlling the way landlords manage houses in multiple occupation.

The Housing Bill 2003 includes provisions intended to make regulation of the private rented sector easier and more focused. Wolverhampton NDC said they were waiting for this legislation to be implemented, before embarking on initiatives to deal with the private rented sector. A number of local authorities in which NDC partnerships are based have HMO registration schemes under the existing law, although this was only mentioned by Liverpool.

Strategic approaches

It is noticeable that initiatives to engage private sector landlords are much more prevalent in northern NDCs than those in the south and midlands. This almost certainly reflects the different tenure mix and market conditions facing the different NDCs. The northern bias is not entirely consistent; Haringey stands out as a London NDC which has particularly sought to engage with the private sector landlords in its area. Perhaps the most strategic approach has been adopted in Newcastle with its private rent project.

Additional initiatives in Newcastle:

- Working with young offenders and a local artist to 'decorate' boarded up properties, to make them look occupied and help bring them back into use;
- Selling alarms to landlords at a discount, with the local police Burglar Reduction Strategy;
- Responsive work to address issues of insecure, empty properties to make them safe and bring them back into use as soon as possible;
- Working with the Arson Task Force to identify and remove potential fire hazards such as rubbish tipped in rear yards and back lanes;
- Regular 'problem-solving' meetings with the local police, across tenures;
- Use of mediation, negotiation and working directly with landlords and tenants, to tackle individual cases of anti-social behaviour;
- Environmental clean-ups in partnership with local agencies;
- Police updates at landlords' meetings;
- Accessing flats for police observations.

Conclusions – a framework for engaging with private sector landlords and to stimulate them to become actively involved in tackling with anti-social behaviour.

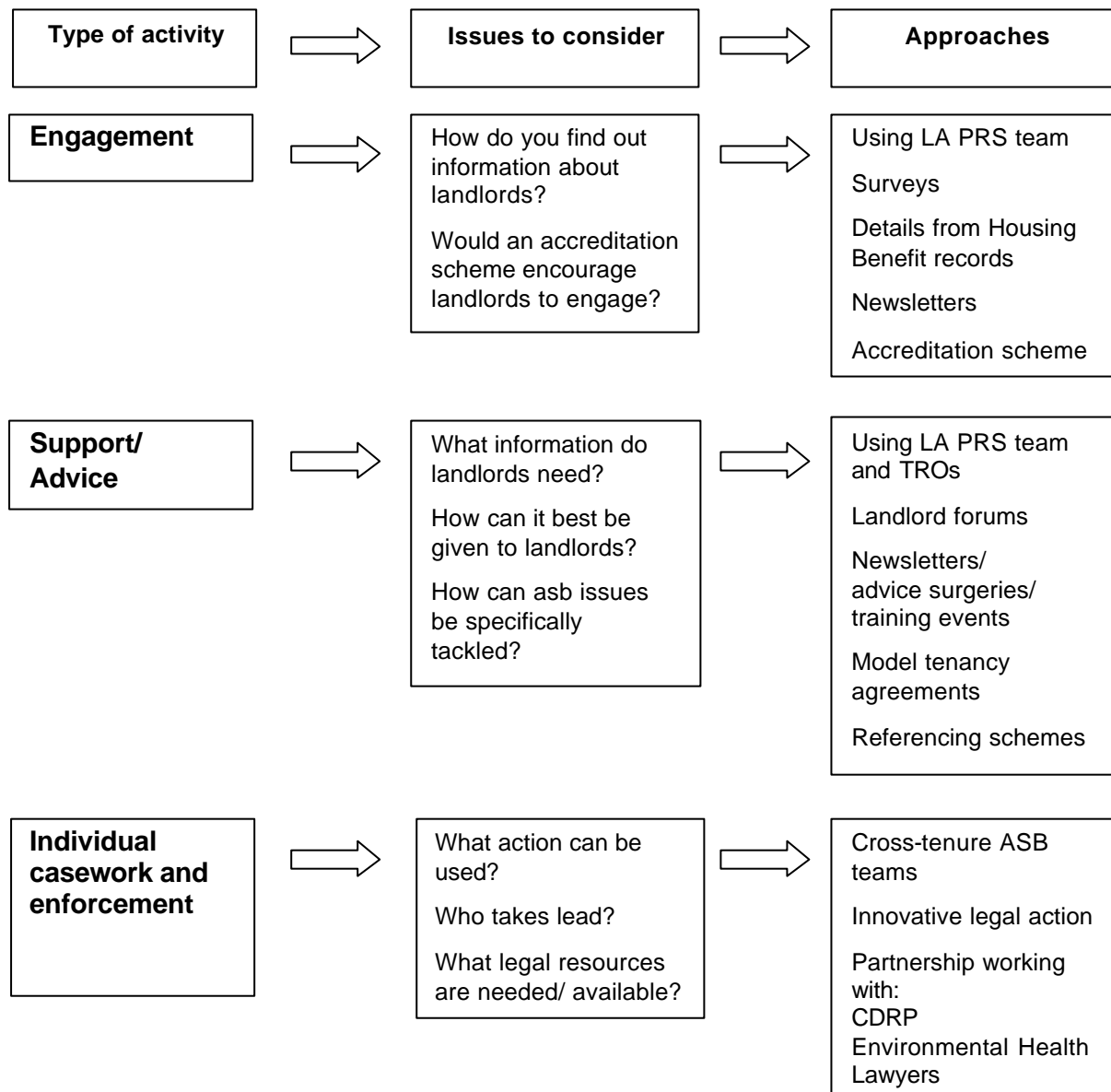
In order to tackle anti-social behaviour on a cross-tenure basis, and in particular to work with private sector landlords, NDCs need:

- First to engage with landlords
- Secondly, provide landlords with support and advice so that they can directly tackle the issue
- Finally, where necessary, take on individual case work and use enforcement powers

The following chart seeks to draw together the issues and approaches that NDCs have faced and adopted, to provide a more comprehensive framework for engaging private sector landlords to deal with anti-social behaviour.

The next stage of the evaluation intends to draw on the work done by those NDCs which have forged ahead in this area, to pilot them in other areas with a view to fleshing out this framework with more detailed examples and experiences, for other NDCs to draw on.

Chart 2: A framework for working with private sector landlords



References

Nixon J and Hunter C (2003) Initiatives by Social Landlords to Tackle Anti-social Behaviour Coventry: SLCNG

Nixon J., Blandy S., Hunter C, Jones A., Reeve, K (2003) Tackling Anti-social Behaviour in Mixed Tenure Areas London: ODPM

Appendix 1 - Home Office ASB Count

List of behaviours to be included in the One Day Count of Anti-Social Behaviour,
10th September 2003

Misuse of public space	Disregard for community / personal wellbeing	Acts directed at people	Environmental damage
<ul style="list-style-type: none"> • Drug / substance misuse & dealing <ul style="list-style-type: none"> - <i>Taking drugs</i> - <i>Sniffing volatile substances</i> - <i>Discarding needles / drug paraphernalia</i> - <i>Crack houses</i> - <i>Presence of dealers or users</i> • Street drinking • Begging • Prostitution <ul style="list-style-type: none"> - <i>Soliciting</i> - <i>Cards in phone boxes</i> - <i>Discarded condoms</i> • Kerb crawling <ul style="list-style-type: none"> - <i>Loitering</i> - <i>Pestering residents</i> • Sexual acts <ul style="list-style-type: none"> - <i>Inappropriate sexual conduct</i> - <i>Indecent exposure</i> • Abandoned cars • Vehicle related nuisance & inappropriate vehicle use <ul style="list-style-type: none"> - <i>Inconvenient / illegal parking</i> - <i>Car repairs on the street / in gardens</i> - <i>Setting vehicles alight</i> - <i>Joyriding</i> - <i>Racing cars</i> - <i>Off road motorcycling</i> - <i>Cycling / skateboarding in pedestrian areas / footpaths</i> 	<ul style="list-style-type: none"> • Noise <ul style="list-style-type: none"> - <i>Noisy neighbours</i> - <i>Noisy cars / motorbikes</i> - <i>Loud music</i> - <i>Alarms (persistent ringing / malfunction)</i> - <i>Noise from pubs / clubs</i> - <i>Noise from business / industry</i> • Rowdy behaviour <ul style="list-style-type: none"> - <i>Shouting & swearing</i> - <i>Fighting</i> - <i>Drunken behaviour</i> - <i>Hooliganism / loutish behaviour</i> • Nuisance behaviour <ul style="list-style-type: none"> - <i>Urinating in public</i> - <i>Setting fires (not directed at specific persons or property)</i> - <i>Inappropriate use of fireworks</i> - <i>Throwing missiles</i> - <i>Climbing on buildings</i> - <i>Impeding access to communal areas</i> - <i>Games in restricted / inappropriate areas</i> - <i>Misuse of air guns</i> - <i>Letting down tyres</i> • Hoax calls <ul style="list-style-type: none"> - <i>False calls to emergency services</i> • Animal related problems <ul style="list-style-type: none"> - <i>Uncontrolled animals</i> 	<ul style="list-style-type: none"> • Intimidation / harassment <ul style="list-style-type: none"> - <i>Groups or individuals making threats</i> - <i>Verbal abuse</i> - <i>Bullying</i> - <i>Following people</i> - <i>Pestering people</i> - <i>Voyeurism</i> - <i>Sending nasty / offensive letters</i> - <i>Obscene / nuisance phone calls</i> - <i>Menacing gestures</i> • Can be on the grounds of: <ul style="list-style-type: none"> - <i>Race</i> - <i>Sexual orientation</i> - <i>Gender</i> - <i>Religion</i> - <i>Disability</i> - <i>Age</i> 	<ul style="list-style-type: none"> • Criminal damage / vandalism <ul style="list-style-type: none"> - <i>Graffiti</i> - <i>Damage to bus shelters</i> - <i>Damage to phone kiosks</i> - <i>Damage to street furniture</i> - <i>Damage to buildings</i> - <i>Damage to trees / plants / hedges</i> • Litter / rubbish <ul style="list-style-type: none"> - <i>Dropping litter</i> - <i>Dumping rubbish</i> - <i>Fly-tipping</i> - <i>Fly-posting</i>

Appendix 2 - Information on landlord accreditation schemes

These comments are taken from DETR (2001) Housing Research Summary 144: Voluntary accreditation for private landlords (available at:

http://www.odpm.gov.uk/stellent/groups/odpm_housing/documents/page/odpm_house_603877.hcsp)

"A voluntary accreditation scheme involves landlords in agreeing to submit their property for assessment against a range of condition and management criteria.

Some local authorities saw voluntary accreditation as the main way of influencing standards in private rented accommodation, while others saw the voluntary approach working only outside the HMO sector and with responsible landlords. The most frequent reason for voluntary accreditation was to re-establish influence over physical and management standards in the shared housing sector after a perceived weakening of powers in the mid-1990s.

For accreditation to work, the study established that schemes should enjoy local political support and be set firmly within wider corporate objectives. This would go some way to ensure that adequate resources were available and to enable accreditation staff to secure cooperation from other departments on issues affecting landlords.

There were no consistent standards across schemes, although most covered three areas - physical conditions and facilities, property management and tenancy conditions, and the landlord's fitness to manage.

Schemes pursued different strategies on standards. Some had high standards from the outset to ensure that properties in a scheme were in good condition and well-managed. Others set standards lower at first to maximise recruitment, with the intention of raising them or introducing a gradation of standards at a later stage. Levering up basic standards had often met with resistance from landlords, and rating systems to give landlords the option of providing accommodation to a better standard were more popular. Some schemes permitted provisional accreditation to help landlords who could not immediately meet scheme requirements.

In most cases, standards were policed by an initial inspection visit, either covering all properties (48% of cases) or a sample (23%), and followed up by re-inspection at regular intervals. At the other end of the spectrum some schemes (14%) relied entirely on self-certification by landlords, with non-compliance identified mainly from complaints. Both approaches had advantages. Full inspection required substantial resources and was used in schemes with small levels of membership. But there were concerns both from authorities and landlords about full self-certification. Self-certification with random checking to ensure compliance provided a compromise position which might be more practical in larger authorities or those seeking to secure a large membership.

Accreditation is voluntary and the onus is on local authorities to persuade landlords to join. The study sets out ten key principles:

1. *Clear objectives, set within an overall strategy for private rented housing, a broader housing strategy and wider corporate policies:* to ensure that accreditation makes a contribution across as wide a front as possible, not just improving housing conditions, for example, but also contributing to reducing homelessness and social exclusion.
2. *Clear political support:* without this, a scheme will struggle to command resources and to secure co-operation from other departments of a local authority and partner organisations.

3. *The involvement of local landlords from the outset:* accreditation is voluntary and unless a scheme meets with landlord support, it will not attract members. The involvement of landlords should help to ensure that there are no features which landlords find unacceptable.
4. *A good understanding of the local private rented market:* an understanding of the local market, including levels of demand and supply, and a clear view on the landlords and lettings to be targeted by accreditation, is essential to ensure that a scheme is effective and that the incentives provided are adequate.
5. *Thorough preparation before a scheme is launched, and agreement with representative landlords:* agreement on basic standards, higher standards if applicable, inspection and re-inspection arrangements, and complaints procedures should be secured with landlord representatives before launching to avoid problems and changes at a later stage.
6. *Adequate levels of staffing including administrative support:* these are needed to ensure a scheme is actively developed, especially in its early stages. There should also be arrangements to provide staff with the necessary training.
7. *Sufficient and appropriate incentives to landlords:* the incentives to be provided to landlords need to be sufficiently attractive to achieve recruitment bearing in mind local market conditions.
8. *Support from appropriate partners:* depending on local circumstances, there will be a variety of local partners such as local universities, voluntary sector bodies, landlord representative bodies, and other local authority departments which need to be involved in scheme development and to support a scheme once it is launched.
9. *Clear documentation about the scheme:* this will need to be provided for applicants, landlord members, and tenants in order to attract landlords into membership and to ensure that both landlords and tenants are aware of their obligations when the scheme is in progress.
10. *Active publicity and promotion:* this is still needed even after a scheme is launched to maintain recruitment of landlords and to ensure that tenants and potential tenants are aware of the scheme.