



Home Office

Empowering Communities, Protecting Victims

Summary report on the
community trigger trials

May 2013

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Executive summary

The community trigger will give victims and communities the right to demand that agencies deal with persistent anti-social behaviour. Long-running problems can destroy a victim's quality of life and shatter a community's trust in police and other agencies. It is often targeted at the most vulnerable people in our communities. A recent report published by HM Inspectorate of Constabulary (HMIC) showed that repeat and vulnerable victims are disproportionately exposed to and harmed by anti-social behaviour, and that vulnerable people who suffer repeat incidents are most likely to fall through the net.¹ This could be as a result of low level anti-social behaviour being dealt with on a case by case basis without the full impact on the victim being considered, or reports to a number of agencies resulting in isolated responses that do not fully deal with the issue.

We do not expect there to be large numbers of triggers as a duty already exists on local agencies to deal with every report of anti-social behaviour. As the trials have shown, even where a very low threshold is set, the number of triggers received was consistent with other areas, showing that where there is effective partnership working fewer victims have to resort to activating the trigger. We know it is rare for victims to report the first incident of anti-social behaviour, often waiting for something to happen several times before contacting agencies. The community trigger will build on existing good practice and encourage the police, councils, housing providers and other agencies to work together to tackle anti-social behaviour, particularly where the victim is vulnerable. We want the community trigger to give victims, regardless of where they live, the confidence that their reports of anti-social behaviour will be dealt with quickly and effectively. It will ensure that no-one has to suffer persistent, targeted anti-social behaviour over a prolonged period of time before agencies take action.

Anti-social behaviour is very different from one area to the next and the response has to be decided locally.² We do not propose to spell out in legislation exactly how local areas should implement the trigger. Instead, police, local authorities, housing providers and health agencies will be required to work together to design their community trigger. This degree of local flexibility means that it will be tailored to meet the needs of victims in the local area.

We trialled the community trigger in four areas to test it on the ground and to explore some of the ways in which the community trigger could be implemented. Trials started on 1 June 2012 in Manchester, Brighton and Hove, West Lindsey and Boston (Lincolnshire), with a further trial starting in the London Borough of Richmond upon Thames on 17 August 2012.

These areas have assessed their trials and their reports are published alongside this summary. Their reports include a description of each community trigger received and how agencies responded.

1 Personal, Situational and Incidental Vulnerabilities to ASB Harm: A Follow Up Study. HM Inspectorate of Constabulary, Cardiff University, 2013. www.HMIC.gov.uk/publication

2 This is evidenced in HMIC's report.

This report highlights the lessons identified by the trial areas, and is intended to be used by agencies setting up their own community trigger procedures. For ease of reference, the key lessons are covered in more detail at the end of the report. However, in summary:

- **The community trigger has already helped to stop the anti-social behaviour in several persistent and difficult cases.** In other cases, explaining the course of action to the victim has helped increase their confidence in the agencies responding;
- **Most victims who have used the community trigger have been impressed with how quickly positive action was taken as a result.** Even where no further action was taken, victims have appreciated having more information about what has been done and what could be done;
- **The number of triggers has been low, but the majority have been genuine, and several have been long-standing difficult cases.** There has not been a flood of triggers from the ‘worried well’ or those who ‘shout loudest’, as many councils and others feared when we originally consulted on the idea;
- **Trial areas value the flexibility in designing their own community trigger.** They have adapted the process and thresholds to both suit the needs of their communities and provide an effective response to victims. Trial areas feel that this flexibility allows them to make efficient use of multi-agency working practices and resources;
- **The community trigger has empowered victims to challenge lack of action taken by agencies.** It provides a mechanism for multi-agency accountability which cannot be achieved through single-agency complaints processes. In the trial, even areas with good working practices have uncovered complex and long-term cases that had not been resolved by the agency they were reported to. In these cases the community trigger made agencies discuss the problem and take action to stop the anti-social behaviour and support the victim; and
- **The community trigger provides a means for agencies to challenge each other** about what has been done, and what could be done, by collectively reviewing the case and making recommendations for action.

What the community trigger is and why we need it

Many police forces, councils and housing providers are already working hard to deal with issues that matter locally, but the range of local agencies involved in tackling anti-social behaviour can lead to uncertainty as to whose responsibility it is to deal with a particular problem. As a result, victims can sometimes find themselves being passed from the police to the council to their landlord and back again, or reporting the same problem over and over again. The impact on vulnerable victims can be devastating. A recent report published by HM Inspectorate of Constabulary (HMIC) found that 1 in 10 victims of anti-social behaviour said it had a ‘total effect’ on their everyday life.³

The community trigger will provide additional accountability to ensure that these agencies work in partnership to meet the needs of victims. It will give victims and communities the right to require agencies to deal with persistent anti-social behaviour and will place a new duty on agencies to take action and deal with the issues.

The community trigger is a mechanism for victims of anti-social behaviour to require action, starting with a review of their case. The focus of a community trigger case review is on bringing agencies together to take a more joined up, problem-solving approach to find a solution for the victim. Agencies including councils, the police, local health teams and registered providers of social housing will have a duty to undertake a case review when someone requests one and their case meets a locally defined threshold. The threshold and procedure for carrying out the case review will be set by the local agencies. For the purpose of the community trigger, anti-social behaviour is defined as behaviour that is likely to cause harassment, alarm or distress to any member of the public.⁴

The white paper Putting Victims First: More Effective Responses to Anti-Social Behaviour (May 2012) gave a description of what the community trigger aims to achieve. The draft Anti-Social Behaviour Bill was published in December 2012 and the duties set out in it have been developed using the experiences of the trial areas and consultation with other professionals.

The community trigger trials tested the concerns raised in response to the Home Office consultation in 2011.⁵ Agencies were concerned about the volume of triggers that may be received and the bureaucracy that may be created to process triggers and review the cases:

- Some were concerned that if the threshold was too low it could be open to abuse by the ‘worried well’. Others felt that if it was too high it would be less likely to be used by the most vulnerable victims;

3 Personal, Situational and Incidental Vulnerabilities to ASB Harm: A Follow Up Study. HM Inspectorate of Constabulary, Cardiff University, 2013. The study looked at victims of anti-social behaviour who had reported their problem to the police. On a scored ten point scale, 1 in 10 victims gave the maximum score of 10 to represent that anti-social behaviour had a ‘total effect’ on their everyday life. The study also found that 1 in 10 vulnerable and repeat victims of anti-social behaviour who had contacted police to report the problem said they would not contact police about issues in the future.

4 This definition of anti-social behaviour is established in the Crime and Disorder Act 1998 [and replicated in Part 6 of the Anti-Social Behaviour, Crime and Policing Bill].

5 A summary of consultation responses is published in the white paper Putting Victims First: More Effective Responses to Anti-Social Behaviour.

- Many felt that the legislation should be flexible and give local areas the scope to amend the criteria if they did not appear to be working effectively; and
- Respondents felt that the trigger may be inappropriately used to stop young people ‘hanging around’, or that unsubstantiated or vexatious complaints may be made to target individuals. Others stated that the criteria must not be so strict that the trigger is never used.

In early 2013 the Home Affairs Select Committee (HASC) undertook pre-legislative scrutiny of the draft Anti-Social Behaviour Bill, publishing their recommendations on 15 February.⁶ Although they agreed that an element of local flexibility is a helpful feature of the community trigger, the HASC recommended that there should be a national maximum threshold, with an option for a lower threshold to be set at a local level. They recommended that the threshold should be combined in all cases with a review of the potential for harm to the victim. They also recommended that there should be a clear way of holding agencies to account so that they do not wait for a trigger before taking action, and that Police and Crime Commissioners should be kept informed every time a community trigger meets the threshold, and audit the case review meetings. The Government’s response to the Committee’s report was published on 16 April. This reinforces the message that ultimately, processes should be set by local agencies, responding to the needs of their communities. However, it also accepted the need for a national maximum threshold, set at three reports in six months (rather than the five suggested by the HASC).

6 House of Commons Home Affairs Committee The draft Anti-social Behaviour Bill: pre-legislative scrutiny. Twelfth Report of Session 2012-13. www.publications.parliament.uk

The community trigger trials

The purpose of the trials was to test the community trigger on the ground to ensure that it could help those victims who need it most. The trials also explored ways to implement the community trigger without imposing unnecessary bureaucracy or unanticipated burdens on agencies or businesses. To test the concept of the community trigger as broadly as possible we set some parameters within which the trial areas set their own procedures and thresholds. The parameters were:

- A clear, published threshold for when the trigger can be activated, how and by whom;
- A single point of contact to activate the trigger;
- An agreed way to prevent individuals being targeted by unsubstantiated, frivolous, malicious or vexatious complaints;
- An agreed protocol between partners for dealing with the trigger when it has been activated, including for sharing information relevant to the case between agencies;
- A clear published process (including timeline) for informing the complainant of the outcome;
- An escalation process for complainants if they are not happy with the outcome, with a role for the Police and Crime Commissioner once in post; and
- A simple monitoring framework for assessing the impact of the trial on key anti-social behaviour outcomes.

Trials started on 1 June 2012 in Manchester, Brighton and Hove, West Lindsey and Boston (Lincolnshire), with a further trial starting in the London Borough of Richmond upon Thames on 17 August 2012. These are leading areas with established multi-agency working practices in relation to tackling anti-social behaviour. The areas volunteered to take part in the trials and assist with shaping the legislation. Areas were free to adapt their approach during the period of the trial.

The Home Office co-ordinated the trials, bringing areas together to identify issues and lessons and share experiences throughout the period. Home Office researchers undertook telephone interviews with people who had used the community trigger to understand their experiences. This looked at their use of the trigger as well as whether it had helped to resolve the anti-social behaviour. The interviews were undertaken with those whose request to use the community trigger had met the threshold as well as those whose hadn't.

Trial areas conducted their own self-assessments. They submitted assessment reports to the Home Office setting out how their community trigger had operated, and lessons identified during the trial. This report is a summary of their findings.

The trial areas

The trial areas were chosen because they represent a cross section of the country. Each has different levels and types of anti-social behaviour and different multi-agency working arrangements in place to tackle it.

Manchester

The community trigger trial in Manchester covered the Manchester City Council area. Manchester had a population of 503,000 in 2011, an increase of over 19% in the last 10 years⁷. Manchester is home to increasingly diverse communities and Manchester's universities have a temporary student population of over 63,000. In the last ten years the proportion of the population living in private rented accommodation has risen from 16% to 28%. Incidents of anti-social behaviour in the social housing sector are managed through a partnership approach between the registered housing providers, the council and the police. In the private rented sector this issue is more challenging due to a more transient population, a high number of landlords and poor management by landlords.

Manchester City Council's Anti-Social Behaviour Action Team (ASBAT) receives on average 3,500 complaints of anti-social behaviour, crime and disorder per year, predominantly from the private rented sector. During the period 2011-2012 only 3.5% of the complaints received by Manchester City Council were assessed as involving a significantly vulnerable victim. The council in partnership with the police and social landlords follow a triple track approach of early intervention/prevention, non-negotiable support and enforcement action when necessary. The vast majority of complaints are resolved by one intervention from the partnership.

The ASBAT has a core team of four who provide city-wide support on anti-social behaviour cases managed by generic teams operating at neighbourhood level. There are six neighbourhood teams across Manchester, supported by Community Safety managers, the central team and a strong Community Safety Partnership.

Brighton and Hove

Brighton and Hove is a city of about 274,000 people and has a vibrant and lively city centre with a strong tourist and night time economy. There is a large Lesbian, Gay, Bisexual and Transgender population of an estimated 30,000 people and an estimated Black and Minority Ethnic population of 53,000. There are two universities with a student population of about 22,000. On the outskirts of the city there are a number of large areas of social housing and in the city centre there are a large number of houses in multiple occupation. The majority of social housing is still managed directly by the council. Anti-social behaviour in the city is predominantly by adults and families in social housing and private rented accommodation, often with mental health and/or alcohol as an underlying issue. The remainder of complaints are about night-time economy alcohol related disorder, youth related anti-social behaviour and the street community.

The city council has had designated anti-social behaviour officers in place for a number of years, including a Partnership Casework Team and a Housing Services Team, totalling 12 officers. The police also have six officers whose primary function is to deal with anti-social behaviour. These teams work closely together to reduce risk and harm for victims, protect communities and bring perpetrators to justice where necessary. They are overseen by the Senior Anti-Social Behaviour Co-ordinator for the city. Increasingly over the past 18 months colleagues from the youth offending team, environmental health, registered social landlords, fire and rescue and health and social care have become involved in problem solving anti-social behaviour cases.

The community trigger trials have been led by the police and city council anti-social behaviour teams.

⁷ Population data is taken from the 2011 Census. www.ons.gov.uk

West Lindsey and Boston

West Lindsey and Boston worked as one area to set up their threshold and procedure. The point of contact for victims was West Lindsey District Council, and community triggers received for Boston were sent to Boston Borough Council and thereafter dealt with independently. There were some differences in approach between the two areas.

Boston

Boston is an historic market town in Lincolnshire. Boston Borough has a total population of 64,600 residents, an increase of 15.9% over the last 10 years. Boston has a significant number of European agricultural workers, the majority of these are from Latvia, Lithuania and Poland.

There are areas of relative wealth within the Borough as well as some significantly deprived areas. Approximately 40% of the working population is in full time work and the current unemployment rate is lower than the national rate, but the second highest in Lincolnshire⁸. Many people earn low wages compared to regional and national averages.

Boston Borough Council employs two anti-social behaviour caseworkers and a Principal Community Safety Officer; a police officer dedicated to anti-social behaviour is co-located at the Borough Council offices.

In the eight months from April 2012 to December 2012, there were 2,282 incidents of anti-social behaviour reported to police. The three types of anti-social behaviour complained about most frequently were inconsiderate behaviour, drunken behaviour and neighbour issues. The number of incidents have fallen by 374 (14%) compared to the same period in 2011.

Boston's Anti-Social Behaviour Risk Assessment Conference (ASBRAC)⁹ discuss between 15 and 35 repeat victims each month, and between 14 and 40 vulnerable victims each month.¹⁰

West Lindsey

West Lindsey is a rural area with three market towns of Gainsborough, Market Rasen and Caistor. West Lindsey has a population of 88,600 (2009), and 23% of the population is of retirement age (compared with 19 % in England and Wales).

There are areas of relative wealth within the district as well as some significantly deprived areas. One ward is in the top 5% of deprived areas in the country, with the highest level of unemployment in the area, although the region as a whole has a below-average rate.

Between April 2012 and March 2013, West Lindsey had seven repeat victims of anti-social behaviour; during the same period Lincolnshire Police had 84 calls from repeat victims and 38 calls from people classed as vulnerable.

8 National unemployment rate is 7.8% (November 2012 – January 2013). www.ons.gov.uk

9 The ASBRAC meets monthly and comprises the following agencies: Boston Borough Council (officers and elected member for community safety); Lincolnshire Police; Boston Mayflower Housing Association; New Linx Housing Trust; Longhurst & Hevelock Homes; Fire and Rescue; Victim Support; Lincolnshire and Community Voluntary Service. Currently health services are not represented at the ASBRAC, but a representative has been requested from the Clinical Commissioning Group. West Lindsey's ASBRAC mirrors this format. The housing association in West Lindsey is ACIS.

10 West Lindsey and Boston define a repeat victim as someone who has experienced three incidents of anti-social behaviour in a 12 month period.

West Lindsey District Council has two Community Officers who deal with all cases of anti-social behaviour reported to West Lindsey District Council. They are overseen by a Community Action Officer. Lincolnshire Police have an Anti-Social Behaviour Co-ordinator for the West Lindsey district who co-ordinates the response to anti-social behaviour reported to Lincolnshire Police and allocates cases to the Neighbourhood Policing Teams to manage. A key focus of the team in West Lindsey is to help communities to help themselves and others through support and projects working with community groups.

Richmond

Richmond upon Thames has a population of 190,900. It is a relatively diverse borough when compared with England and Wales as a whole, but is one of the least ethnically diverse boroughs in London. Overall, 15.4% of the population are non-White, with people of Asian or Asian British ethnicity the biggest non-White grouping at 6.7%. 11.4% of the White population are either White Irish or White Other adding to the diversity of the borough.

Between April and September 2012 Richmond Council received 2,987 reports of anti-social behaviour, the majority of these related to environmental anti-social behaviour (including litter, graffiti, fly-tipping and animals), and environmental noise (for example from pubs and clubs). The police received a further 3,909 reports, the majority of these related to rowdy behaviour and noise. Richmond Housing Partnership's anti-social behaviour team, which investigates all high level cases, has three anti-social behaviour advisors and an anti-social behaviour manager. The low or medium level cases are managed by a team of 12 customer advisors and three customer service managers. The borough council's community safety team has six staff, including a seconded police constable. In addition, the Metropolitan Police in Richmond have an inspector and sergeant who assist the Safer Neighbourhood Teams with anti-social behaviour.

Thresholds

The community trigger is for victims of persistent anti-social behaviour whose problems have not been adequately dealt with. Each local area will set criteria which must be met for the trigger to be used. These criteria or thresholds are set with reference to the persistence of the anti-social behaviour and the adequacy of response from the agencies it was reported to.

The Home Office consultation on the anti-social behaviour reforms held in 2011 suggested a threshold of:

- three or more complaints from an individual about the same problem, where no action has been taken by relevant agencies; or
- five individuals complaining about the same problem where no action has been taken by relevant agencies.¹¹

A number of respondents to the consultation stated that local areas should be able to determine their own threshold to ensure it was appropriate to the needs of the community and circumstances in their area. However, there remain varied opinions about whether there should be a mandatory national threshold, including among individuals involved in the trials. Some feel that this would provide consistency and clarity for victims, while others feel a 'one size fits all' solution would be counter-productive. In their scrutiny of the draft Anti-Social Behaviour Bill, the

¹¹ Forums such as Neighbourhood Watch, Home Watch, residents associations, community groups, Safer Neighbourhood meetings and Neighbourhood Policing community meetings are among the ways in which communities can share experiences and problems.

Home Affairs Select Committee agreed that an element of local flexibility is a helpful feature of the community trigger, but recommended that there should be a national maximum threshold, with an option for a lower threshold to be set at a local level.¹²

The trial areas set their own thresholds based on what they believed was appropriate for their communities, taking into account:

- the number of repeat incidents which victims may experience in that area;
- other service agreements in place; and
- resources available in the agencies involved.

Manchester and Richmond both adopted the threshold set out in the Home Office consultation document.

West Lindsey and Boston chose a threshold of three incidents over a period of 12 months. This is in line with their existing policy whereby any three reported incidents in a 12 month period about an individual or place will be classed as a repeat incident and a risk assessment carried out. In West Lindsey high risk cases are referred to the Anti-Social Behaviour Risk Assessment Conference (ASBRAC) and in Boston all anti-social behaviour cases are referred to the ASBRAC, at which an appropriate action plan is put in place to ensure the case is dealt with effectively.

Brighton's community trigger can be used if an incident has been reported and no action has been taken after a week. This is in line with their victim and witness service standards which state that Brighton and Hove City Community Safety Partnership will undertake an initial assessment within one working day when they are contacted about anti-social behaviour¹³. Brighton's threshold caused debate and some concern among partner agencies, specifically that the threshold was set too low and would result in a flood of activations. This has not been the case in the trial with professionals involved viewing the trigger as a safety net to ensure that incidents are dealt with. Brighton comment that their trigger threshold and timescales may need to be reconsidered to maximise the number of agencies involved. In particular, some housing providers have limited resources with which to respond to trigger cases.

The potential harm to the victim may also be included in the threshold. None of the trial areas included harm in their published threshold, but some of them considered potential harm to the victim in cases where it was not clear whether the threshold had been met. For example, West Lindsey's second trigger related to minor incidents which would not normally be considered to meet the test of causing harassment, alarm or distress, but were having a significant impact on the victim. The Home Affairs Select Committee recommended that the threshold should be combined with a review of the potential for harm to the victim, and the Home Office proposes to amend the draft legislation to this effect.

A number of people spoken to in the telephone interviews had not realised there was a threshold. Some understood that there were criteria that their case had to meet to be considered for the trigger, but they did not focus on the idea of the threshold as a means to decide to use the trigger. They understood it more in terms of whether or not action had been taken to address their problem. This may be because the majority of those interviewed were from Brighton and Hove, where the focus of threshold is that no action has been taken within a week of reporting a problem.¹⁴

12 House of Commons Home Affairs Committee The draft Anti-social Behaviour Bill: pre-legislative scrutiny. Twelfth Report of Session 2012-13. www.publications.parliament.uk

13 Brighton & Hove Community Safety Partnership Victim & Witness Service Standards, www.safeinthecity.info

14 Ten interviews were conducted, of which 7 were from Brighton and Hove, 2 from West Lindsey and Boston, and 1 from Manchester.

Thresholds adopted by the trial areas

Brighton and Hove	<p>The incident has been reported once before and no action has been taken within one week of the incident being reported.</p> <p>Or</p> <p>The incident affects more than one household.</p>
West Lindsey and Boston	<p>ASB reported three times in the previous 12 month period and the victim feels they have not received a satisfactory service.</p> <p>(The trigger can be activated by three complaints from one person or by three individual complainants from a neighbourhood about the same behaviour.)</p>
Manchester	<p>If you (as an individual) have complained to Manchester City Council, Greater Manchester Police and/or a Registered Housing Provider (social landlord) three times about separate incidents in the last six months, and you think that no action has been taken.</p> <p>Or</p> <p>If five individuals in the local community have complained separately to Manchester City Council, Greater Manchester Police and/or a Registered Housing Provider (social landlord) in the last six months about similar incidents of anti social behaviour and all of them think that no action has been taken.</p> <p>Or</p> <p>If you (as an individual) have complained to Manchester City Council, Greater Manchester Police or/and a Registered Housing Provider (social landlord) once about an incident or crime motivated by hatred (Hate Incident / Crime) in the last 6 months and you consider there has been no action taken.</p>
Richmond	<p>If you (as an individual) have reported ASB to the Council, police and/or a Registered Housing Provider (social landlord) three times about separate incidents in the last six months and you consider there has been no action taken.</p> <p>Or</p> <p>If five individuals in the local community have reported similar incidents of ASB separately to the Council, police and/or Registered Housing Provider (social landlord) in the last six months, and they consider no action has been taken.</p>

In Boston's first trigger the purpose of the threshold was misinterpreted as a mechanism to identify the specific incidents that should be reviewed, rather than indicating that a problem is persistent and needs a multi-agency case review and action plan. This led to confusion for the victim as to what the purpose of the community trigger was and what it could achieve.

It is important that the threshold is clear and simple, and that victims are clear what response they can expect when they use the trigger.

In future, areas may wish to consult with victims and communities about what they feel an appropriate threshold is in their area. This could be done through existing community groups, tenants' groups, or by adding a question in community safety surveys or consultations.

The community trigger procedure

In areas where there are established multi-agency working arrangements the community trigger should not require additional processes or meetings. Trial areas devised different procedures, some incorporated their community trigger into existing working practices and others felt that there are benefits to the community trigger having its own working group or review panel. The procedure for undertaking a community trigger can be broken down into stages; each one is described below with examples of what the trial areas did. The stages are:

- Community trigger received;
- Decision taken on whether the threshold is met;
- Information sharing;
- Review of actions and proposed response;
- Response to the victim; and
- Escalation and appeal (if necessary).

Process maps of the trial areas' procedures can be found at **Annex B**.

Community trigger received

Agencies must publish a point of contact for a victim who wants to use the community trigger. All trial areas had a phone number, email address and postal address; some also had a form which could be completed online.

- In Brighton and Hove all trigger activations are received by the Partnership Casework Team in Brighton and Hove City Council.
- In Manchester the single point of contact is the Anti-social Behaviour Services Lead at Manchester City Council. It is likely that in future this role will be shared by the ASBAT team, rather than be a named individual.
- The single point of contact for West Lindsey and Boston is West Lindsey District Council (phone number, email and website). Boston considered whether this may mean that victims in Boston either overlook it or are less likely to use it. Boston plan to have a separate point of contact for victims in Boston.
- West Lindsey and Boston devised a new script for call handlers to incorporate the community trigger. All staff taking calls from the public were briefed on the community trigger several times during the trial period.

Decision on whether the threshold is met

When a community trigger is received agencies must decide whether the threshold has been met. This could be the responsibility of one agency, or agencies may wish to collectively consider each case. This may be particularly relevant where potential harm to the victim is a factor in deciding whether the threshold is met. After this process, the victim must be told whether or not the threshold has been met in their case.

- The Casework Team in Brighton and Hove City Council decide whether the threshold has been met. Contact is made with the victim within one working day to explain whether the threshold has been met and explain the process and next steps.
- In Richmond two of the three key partners must agree that the threshold has been met.
- Boston found that managing expectations is an essential part of the process, so that victims understand exactly what outcomes can be achieved from the community trigger. This should also be clear in literature and when victims speak to professionals.

If the threshold for the community trigger is not met, the incident should be referred to the appropriate agency and dealt with as a report of anti-social behaviour.

Information sharing

All trial areas were able to use existing information sharing protocols for the community trigger and did not need to establish new agreements between the agencies involved.

Boston's first community trigger related to incidents reported to the police only. The case was reviewed by a housing association in order to provide an independent view of the actions taken. The housing officer reviewing the case had access to the police incident logs and wanted to gain further information from the officers involved. However, the Police Federation advised Lincolnshire Police not to provide further information in order to protect the officers. Their concern was that information could be used in a subsequent official complaint against the officers, during which they would be advised by the Police Federation, and this advice was not available to them for the community trigger. Although all agencies involved in the Boston trial agreed that the community trigger is not a complaints process, all agencies agreed that this was the appropriate course of action in this case and the review was done with the information available. Boston may subsequently decide that an information sharing agreement is required specifically for the community trigger.

Boston's experience shows the importance of having all agencies on-board and in agreement about how triggers will be dealt with, and what the process means for the agencies concerned. There needs to be trust between agencies that the trigger is a process for problem solving and finding solutions for the victim, not an investigatory complaints process.

The Home Office call handling trials (April 2012) identified the benefits of using simple 'off-the-shelf' IT to share information between local agencies and enable a more joined-up approach to protecting victims at risk of harm. Several community trigger trial areas have shared IT systems which aids information sharing between agencies.

- Brighton uses an internet cloud based multi-agency casework system for case management (the E-cins system) which allows agencies to share information on individual cases.

- West Lindsey and Boston use Sentinel for case management. The system is shared by the council and police, and as part of the trigger trial the two main housing providers have been provided with access to the system. All trigger cases are entered onto Sentinel.

Undertaking the case review

When the community trigger threshold is met, a case review will be undertaken by the partner agencies. Agencies will share information related to the case, and the review will determine what action has previously been taken by the agencies concerned. Trial areas took different approaches to the manner in which the case review was conducted.

- Brighton and Hove's trigger reviews were undertaken to short timescales. If the threshold is met, the agency that has had the most dealings with the case in the past is appointed as the lead agency. The lead agency works with partner agencies to review the case, and provides a full response to the victim within five working days. These timescales have been achievable with the number of triggers that Brighton and Hove have received to date, however, when more agencies become involved or if more triggers are received these timescales may not be sustainable. Brighton and Hove will continue to review this.
- Boston used an independent member of the partner agencies to review the trigger case. For example, a case principally dealt with by the police might be reviewed by a housing association. Boston felt that this element of independence was important in providing a thorough review of the case.
- In West Lindsey, the police anti-social behaviour co-ordinator and the local authority community officers review the trigger and agree whether the threshold has been met. The agency that has had the most involvement in the case takes the lead but the trigger is jointly investigated by the two agencies. It is felt that this provides an element of independence while also sharing the expertise of the other agency.
- Richmond established a community trigger panel to discuss their trigger cases, the panel comprises a representative from each of the agencies involved. In future, if it is appropriate to the individual case, health, mental health and other services will be invited to attend the panel. The community trigger process also makes use of the Tenants' Champion. For more information about the Tenants' Champion see Annex C.
- Manchester convenes a meeting of senior managers to discuss each community trigger case. This comprises of the Anti-social Behaviour Services Lead from Manchester City Council, the Chief Inspector from the Partnerships team and the registered housing provider and other services if appropriate.

Agreeing the recommendations of the case review

The case review may make recommendations for further intervention. There may be additional actions that can be taken by agencies who have previously been involved with the case, or new actions for agencies that have not yet been involved. Agencies can make recommendations to any body that exercises public functions, and that body will have a duty to have regard to the recommendations. The review takes a problem-solving approach and does not seek to lay blame for any potential failings as would be the approach of a complaint investigation. There may be organisational learning as a result of the review.

- Boston's Anti-social Behaviour Risk Assessment Conference (ASBRAC) managed their trigger cases. The person undertaking the review presented their findings to the ASBRAC meeting for discussion and decision on any recommendations made.
- In Manchester, the Chair of the Community Safety Partnership signs off the community trigger response. This was done by the City Council's Assistant Chief Executive for Neighbourhoods during the trial.
- In Richmond the recommendations are agreed by the community trigger panel, which includes a representative from each agency involved.

Responding to the victim

The agencies concerned will inform the victim of the outcome of the review. Where further actions are necessary an action plan should be discussed with the victim, including timescales.

Many of the victims interviewed stated that they valued the additional communication with agencies. In cases where there was no further action taken, the victims gained a greater understanding of what action had been taken and what was possible.

- In Manchester, one of the triggers involved a victim who was considered to be significantly vulnerable and at risk of harm due to anti-social and criminal behaviour. A representative from the Anti Social Behaviour Action Team (ASBAT) met face to face with the victim and provided telephone support. An action plan, with timescales, was agreed in consultation with the victim to ensure they felt comfortable with the proposed partnership actions and clearly understood their role in supporting the resolution of the case. The action plan was subsequently confirmed in writing.

Escalation and appeal

The community trigger procedure must include a process for someone to appeal if they are dissatisfied with the way in which a community trigger case review has been carried out, or with the decision on whether the threshold was met. This role could be undertaken by the chair of the Community Safety Partnership, the Police and Crime Commissioner, or another senior individual within the partner agencies. None of the trial areas received an appeal during the trial period.

The White Paper stated that there would be a role for the Police and Crime Commissioner (PCC) in setting up the community trigger. This has been reflected in the draft legislation published in December 2012 which states that the PCC must be consulted on setting up the procedure. This will ensure that the PCC has an overview of the process. The PCC may wish to take a more active role in the community trigger, such as consulting the community about appropriate thresholds or contributing to decisions on individual cases. Police and Crime Commissioners were elected in November 2012, six months after the community trigger trials began. The trial areas have not involved the PCC and what the exact role of the PCC will be remains untested.

- For the purposes of the trial, Boston and West Lindsey included a police Superintendent to act as a surrogate PCC to deal with appeals. In the first instance an appeal would be dealt with by the ASBRAC Chair, Deputy Chair and one other ASBRAC member; if the appeal is not upheld the victim would be sent a letter providing details of how to appeal to the PCC. During the trial there were no appeals, and discussions are currently ongoing with Lincolnshire's PCC about what the appropriate appeal process should be.

The community trigger provides a mechanism for multi-agency accountability which cannot be achieved through single-agency complaints processes. It is also the case that while a complaints process is designed to identify the fault in a particular response, the community trigger process is more of an attempt to ultimately fix the problem for the victim by addressing the behaviour causing the distress. The draft legislation states that agencies have a duty to have regard to the recommendations arising from the community trigger case review. The multi-agency aspect of the review will provide an element of self-monitoring whereby agencies can ensure actions agreed are completed. In their assessment report, Boston raises the issue that the body or forum agreeing the recommendations (the ASBRAC in Boston's procedure) needs to be empowered to endorse the recommendations and ensure that actions are carried out. There is not a clear line of responsibility between all agencies involved in the community trigger and so this needs to be agreed when procedures are developed.

- In Brighton and Hove, the community trigger is reported on to the Community Safety Partnership (CSP) and gaps in service identified through the trigger are addressed at CSP meetings.

Setting up the community trigger

Victim-focused risk assessment approach

Over the past few years there have been a number of changes to the way anti-social behaviour is dealt with by agencies, including better assessment of victims' risk and vulnerability, a greater understanding of the impact of persistent but low level problems, and stronger partnership working.

Professionals and victims have raised concerns that the community trigger will only be used by those who shout the loudest or the 'usual complainers'. This has not been the case in the trials and the majority of requests to use the trigger have been genuine. There have been several trigger cases where the problem was known to some agencies within the partnership but not all, and by sharing the case more widely further action has been taken.

- In Brighton, risk assessment processes are embedded into the way that agencies deal with anti-social behaviour; a risk assessment is completed when a case is reported and will be re-assessed as part of the review. The low threshold (the incident reported once, with no action taken after a week) means that Brighton believed it was not necessary to include risk assessment in the decision about whether the threshold is met. Anti-social behaviour cases involving vulnerable victims are overseen by the monthly Multi-Agency Risk Assessment and Tasking meeting (MARAT).¹⁵ Trigger cases are not routinely discussed at the MARAT if the risk assessment indicates that this level of involvement is not necessary.
- West Lindsey incorporated risk assessment into their decision of whether the threshold had been met. This meant that cases that may not have met the trigger threshold because the behaviour reported fell below the level of harassment, alarm and distress, were assessed on grounds of the potential harm to the victim.
- Brighton and Hove consider that the trial was aimed at encouraging the most vulnerable and disenfranchised victims to report incidents. However, their experience has been that the trigger has been used by those who are not assessed as high risk victims. However, this could be as a result of a lack of awareness of the process – one of the lessons identified below.
- In Manchester, the Community Safety Partnership uses a risk assessment matrix to assess the vulnerability of each complainant and the risk of harm. The completed risk assessment matrix is considered as part of the partnership review and the action plan. In cases when the trigger threshold is not met but a victim is considered vulnerable, the victim is offered additional support. Manchester is currently piloting a scheme with Victim Support to provide improved practical and emotional support to victims of anti-social behaviour.

¹⁵ Brighton and Hove's MARAT includes representatives from adult social care, community safety team, council housing, council legal services, environmental health services, integrated team for families (formerly Family Intervention Project), mental health services, police neighbourhood policing teams and anti-victimisation unit, rough sleepers and street services team, youth offending service and registered social landlords.

- Richmond Housing Partnership's Victim Vulnerability Matrix is intended to assist employees receiving reports of anti-social behaviour to ensure that both the seriousness of the incident and the vulnerability of the victim are taken into account when agreeing an action plan jointly with the victim. The matrix is not intended to provide a definitive needs assessment, but is an initial guide as to whether a victim may have vulnerabilities and needs that might affect their perceptions of the anti-social behaviour. The matrix was identified under the Housing Association's Equality Impact Assessment process as a positive measure to protect its more vulnerable customers. The risk assessment matrix can be found at **Annex D**.

The community trigger will help to reassure victims that agencies take their reports of anti-social behaviour seriously, but it cannot in itself increase reporting from vulnerable victims. Agencies should consider how to maximise awareness about the community trigger in particular among vulnerable people and professionals who work with vulnerable people.

West Lindsey is working to develop the link between their anti-social behaviour services and mental health professionals. Health professionals have agreed to attend the monthly ASBRAC meetings. West Lindsey is setting up a process to refer victims of anti-social behaviour who have mental health vulnerabilities for professional support. This will be made available to people who use the community trigger in future where appropriate.¹⁶

Financial and resource impacts of the community trigger and impact on bureaucracy.

In all trial areas the community trigger was managed with existing resources. The impact on resources can be minimised by incorporating the community trigger into existing multi-agency working arrangements and accountability processes. However, some of the trial areas saw the benefits of treating the community triggers as special cases which warranted a separate review meeting.

- Manchester and Richmond both set up a new community trigger panel to meet and discuss individual cases, keeping the trigger process separate to their established multi-agency case review meetings. Both areas felt that this reflects the importance of the community trigger and provided a structured approach to the process of agreeing actions and reviewing outcomes.

In almost all cases the trial areas found that time taken to review cases and communicate with the victims was time well spent.

- Boston sees the trigger as a valuable means for the victim and partner agencies to challenge the adequacy of the response.
- Manchester found that two of their triggers required a significant amount of work due to the complexity of the cases, estimated to be collectively in excess of 10 days work. Manchester comment that this was time well spent because positive long-term outcomes were achieved in both cases, representing good value for money for the agencies concerned.

The Home Office draft Impact Assessment recognises that setting up the community trigger could incur some costs, such as setting up a telephone line, e-mail inboxes, or adding a page to the Community Safety Partnership website.¹⁷ In most areas, we would anticipate agencies

¹⁶ West Lindsey District Council plans to introduce this service later in 2013.

¹⁷ The draft Impact Assessment Reform of anti-social behaviour powers: community protection notice, community protection orders and the community trigger was published alongside the draft Anti-Social Behaviour Bill in December 2012 and is available at www.gov.uk

using existing channels of communication. There may also be cost associated with adapting IT systems to enable information-sharing between agencies, although in many areas this is in place already for casework management. There will be some transition costs for registered providers of social housing as they will be invited to work with local partners to establish how the community trigger will work in their area. However, in many areas these relationships already exist. The Impact Assessment published alongside the Anti-Social Behaviour, Crime and Policing Bill provides an estimated cost of these proposals.

However, the Impact Assessment also identifies a number of benefits associated with the changes. Ultimately, it will give vulnerable victims of anti-social behaviour and their carers a way to force agencies to take their problem seriously. It will also give communities more power to shape the way the police and other agencies respond to the issues that matter in their area. There are also potential savings for local agencies who, in dealing with persistent anti-social behaviour quickly, do not then require more costly and serious interventions later on.

The community trigger could help agencies identify and protect repeat and vulnerable victims of anti-social behaviour (including businesses), potentially reducing costs later on, although this saving cannot be quantified.

Hate incidents

The community trigger will be introduced specifically to tackle anti-social behaviour (behaviour causing harassment, alarm or distress). However, anti-social behaviour can often be motivated by hate and agencies may wish to include these incidents in their community trigger.

The HMIC report Personal, Situational and Incidental Vulnerabilities to ASB Harm: A Follow Up Study found that approximately 1 in 10 victims who reported anti-social behaviour to police considered the incident to be motivated by hatred.¹⁸

From the outset Brighton and Hove included hate incidents in their community trigger. Hate incidents are managed by the same teams as anti-social behaviour in the city and so inclusion did not require any additional resources. Although Brighton and Hove hasn't received any triggers in relation to hate incidents, communities affected by hate incidents have welcomed their inclusion in the trigger and feel reassured by it. Agencies involved in the trigger trial in Brighton and Hove feel that this has a positive impact on the trust and confidence of these communities.

Manchester included hate incidents in their community trigger as part of their hate crime strategy, launched in January 2013. Manchester felt that hate incidents required a lower threshold for the trigger because it is generally under-reported and can have a devastating impact on victims. Using the trigger will help to promote a consistent partnership response to hate incidents. Manchester City Council, Greater Manchester Police and the Crown Prosecution Service also held a consultation event on hate crime in June 2012 which highlighted a need to increase awareness and encourage reporting of hate crime. The community trigger can help to manage victims' expectations about what response they should expect from agencies and build victims' confidence in the criminal justice system. It is hoped that the community trigger will help achieve the aims of Manchester's hate crime strategy.¹⁹

18 Personal, Situational and Incidental Vulnerabilities to ASB Harm: A Follow Up Study. HM Inspectorate of Constabulary, Cardiff University, 2013. www.HMIC.gov.uk/publication

19 Let's End Hate Crime, Manchester's hate crime strategy 2013 – 2016. www.Manchester.gov.uk

Clearly, where someone is reporting a hate crime, it should be treated as such, rather than anti-social behaviour. Hate crime is defined as any criminal offence which is perceived, by the victim or any other person, to be motivated by hostility or prejudice based on a personal characteristic. The definition covers five main strands, in particular disability, gender-identity, race, religion or faith and sexual orientation. There are a number of criminal offences specifically targeted at hate crimes including racially and religiously aggravated offences and stirring up hatred offences. In addition, hostility on the grounds of one of the five main strands is a statutory aggravating factor when courts are determining sentences.

The Government's hate crime action plan Challenge it, Report it, Stop it was published in March 2012, and is based on three core principles:

- Preventing hate crime – by challenging the attitudes that underpin it, and early intervention to prevent it escalating;
- Increasing reporting and access to support – by building victim confidence and supporting local partnerships; and
- Improving the operational response to hate crimes – by better identifying and managing cases, and dealing effectively with offenders.²⁰

Communications and publicity

The community trigger trials were launched by the Home Secretary during a visit to Manchester on 1 June 2012. All other communications and publicity has been done by the trial areas; as the trials took place in only four areas of the country the Home Office chose not to promote the community trigger nationally at this time. Trial areas chose a number of ways to publicise the community trigger, including:

- On the websites of agencies involved in the trials
- Posters and leaflets
- Local and national radio interviews
- Newsletters produced by councils and housing providers
- Local newspaper articles
- Briefings to MPs and council members
- Briefings to other professionals not directly involved in the community trigger
- Community engagement events
- Communication directly with the public, for example in the course of business as usual activity.

Agencies need to ensure that communications reach the most vulnerable victims. One way to do this is to ensure that professionals working with vulnerable people in any professional sphere are aware of the trigger. The community trigger can be used by a third party on behalf of a vulnerable victim, this can be anyone: a family member, friend, carer or a professional.

- Boston re-launched their trigger in September 2012, to coincide with their annual Community Safety Consultation. The re-launch included a publicity event in Boston's marketplace, press release, briefing to council members and the distribution of leaflets. The Community Safety Consultation survey taken at the time of the re-launch included two questions about the community trigger and revealed that of 338 respondents only 49 (14.5%) had heard of the community trigger, and of these 23 (47%) said they knew how to activate it. This shows that further publicity is needed to raise awareness of what the community trigger is and how to use it.²¹

20 Challenge it, report it, stop it: the Government's plan to tackle hate crime, 2012. www.homeoffice.gov.uk

21 East Lincolnshire Community Safety Partnership, Community Safety Survey Results 2012. www.boston.gov.uk

- In Brighton and Hove the trigger is embedded in online reporting. Where a victim is reporting anti-social behaviour or a hate incident online and the trigger threshold is potentially met they are asked if they want to activate it. This makes the trigger part of normal business and advertises it directly to those who meet the criteria.

The interviews with those who had used the trigger found that the majority were aware of it because a professional had told them about it. This shows a positive and pro-active approach by professionals during the trial period, but importantly reveals that more publicity is required. Eight of Manchester's ten cases were identified by the victims being invited to consider using the community trigger at the point of them contacting the local authority to discuss their circumstances and the response they had received from one or more of the Community Safety Partnership partners.

Some of those interviewed thought there would be lots of people who would want to use the community trigger if they knew about it.

“The community trigger could be improved by making more people aware of it. I'm sure there are lots of people it could help if they knew about it.”

Home Office funding

The Home Office provided £12k funding to the trial areas to assist with setting up their trigger process. Some areas used the funding to develop their shared IT systems so that agencies such as housing providers who had not previously had access to the system could use it. This facilitated better information sharing between the agencies involved in the community trigger and made it easier to identify and manage repeat and vulnerable victims. The funding was also used as an addition to areas' community safety budgets to fund activities in support of the community trigger, such as publicity and events. Richmond joined the trial at a later date and there was no funding remaining to support their trial. Richmond feel strongly that they did not need the funding to set up their community trigger and that where good partnership working is already in place, setting up the community trigger process is not burdensome.

All trial areas were provided with leaflets and posters which were produced by the Home Office.

Outcomes

Many agencies are already working together to deal effectively with anti-social behaviour. We do not expect the community trigger to be used frequently, but its value is in helping the minority of victims who are suffering persistent anti-social behaviour and have not had their reports dealt with effectively. The community trigger will be a success if it protects victims at risk of serious harm from anti-social behaviour.

Agencies will have a duty to publish the number of triggers received, how many met the threshold, and the number that resulted in further action. This is to ensure transparency of the system and not to judge performance of the agencies in relation to anti-social behaviour casework.

Even though Brighton and Hove set a very low threshold, the number of triggers they received was consistent with other areas, indicating that in areas where there is effective partnership working it is unlikely that there will be a high number of triggers.

In Manchester, eight of the ten community trigger cases involved the local authority inviting the victim to consider using the community trigger. This meant that Manchester were able to test their trigger procedures and resulted in some of the cases being resolved in a way that may not otherwise have been possible. In the other two cases, the victims used the trigger of their own accord. However, agencies should not rely on victims knowing about the community trigger, if it appears that a case meets the threshold the victim can be offered the opportunity to use it.

Six of the community triggers received during the trials resulted in further action being taken. Some of these remain ongoing cases, with action plans in place. All six were complex or difficult cases that may not have been resolved so quickly or effectively without the community trigger, brief descriptions are given below.

- **A neighbour dispute involving racist abuse, serious physical violence and threats to kill.** Incidents had taken place over a period of eight years and had been reported to the police and housing provider. The criminal incidents had been dealt with by police but the anti-social behaviour persisted. The case was previously unknown to the local authority and as a result of the trigger agencies were able to work together to find a solution not previously explored. The Community Safety Partnership continues to review the action plan put in place as a result of the community trigger.
- **A vulnerable victim with physical and mental health vulnerabilities with neighbours producing class A drugs and causing disorder on a daily basis.** Following an application to Court, the registered housing provider had secured an Injunction against the perpetrator and had accepted an Undertaking.²² The community trigger related to the housing provider not taking action in regard to alleged breaches of the Undertaking. The community trigger meant that the local authority was able to support the housing provider by collating information and preparing witness statements which were then shared with the police, with the victim's consent.

²² An Undertaking is a promise to the court to act (or not act) in a specific way. Breach of an undertaking could constitute contempt of court.

This enabled the police to secure a warrant which resulted in further class A drugs being found at the property. The registered housing provider relied upon the evidence to secure a second Injunction Order against the perpetrator, with an exclusion order and a power of arrest. The Court subsequently granted possession of the property.

- **An ongoing problem with a neighbour having parties, lots of people and cars coming and going at all hours.** The problem was reported to the housing provider. The housing provider had investigated but had been unable to corroborate the complaints. As a result of the community trigger an action plan was put in place to take further measures to investigate and evidence the nuisance with a view to potentially placing an Injunction on the perpetrator to prevent further anti-social behaviour.
- **Neighbours having loud parties and causing a disturbance in the street during early hours of the morning.** The problem was reported to the council Environmental Health Department and to the police but the problem persisted. As a result of the community trigger an action plan was implemented, including the police Community Safety Team speaking to the perpetrators, an environmental health investigation into the noise nuisance, and letters to other neighbours to establish the impact on other residents. A plan for reporting any future problems was agreed with the victim.
- **Protests outside a pregnancy advisory clinic which have been taking place regularly for two years and already have high-visibility police presence.** Police and council have previously explored what action can be taken and have held various meetings with residents to discuss the problem. As a result of the trigger, additional action was taken to understand the impact of the protests on local residents and college students, and further legal advice was sought. Although this didn't result in further action against the protesters, the community affected by the protests are better informed of what action has been taken and legally what action is possible.
- **Vulnerable victim with mental health vulnerabilities.** The victim reported children playing ball games and roller skating in the cul-de-sac where they lived. This was previously dealt with by the police, who had asked for advice from other agencies due to the vulnerability of the victim. However, because the nuisance was on the face of it very minor the problem had not been resolved. As a result of the trigger a further risk assessment was done to assess the impact on the victim. An action plan was agreed at the anti-social behaviour risk assessment conference and subsequently agreed by the victim. Mediation took place between the victim and the children and the victim is content that the problem has been resolved.

Numbers of community triggers received during the trials

Trial area	Total number of triggers received	Number of triggers that met the threshold	Number of triggers that did not meet the threshold	Number of triggers that met the threshold and resulted in further action being taken
Manchester	10 ²³	4	5	3
Brighton and Hove	9	5	4	2
West Lindsey	4	4	0	1
Boston	2	2	0	0
Richmond upon Thames	2	0	2	0
Total	27	15	11	6

Some agencies raised concerns during the consultation that the community trigger could cause an increase in vexatious complaints. Agencies will be able to reject those triggers deemed malicious or vexatious, and should review their policy to ensure there is one consistent arrangement for all agencies involved in the trigger area. The majority of triggers received during the trials have been genuine. However, below are two examples which were rejected as vexatious complaints.

- Manchester received a trigger from someone who had previously made a complaint about the local authority to the Ombudsman and no findings had been made in relation to the complaint. This case did not meet the community trigger threshold because the behaviour complained of was young people playing football and this was not likely to cause harassment, alarm or distress to the victim.
- West Lindsey received a trigger from someone reporting fly tipping, arson, street drinking, intimidation, metal theft and other criminal damage, and the victim felt that he and the wider community were being targeted. The trigger met the threshold and the case was reviewed. It became apparent from the case review and from subsequent complaints from neighbours that the individual was in fact the perpetrator of the behaviour. Further evidence was received from the neighbours and West Lindsey District Council took enforcement action against the individual who had used the trigger. The perpetrator had used the community trigger in an attempt to divert attention away from his behaviour. The ability to share information between agencies meant that this was easily identified.

Outcomes from the victims' perspective

Home Office researchers conducted telephone interviews with people who had activated the community trigger, including those who met the threshold and those who did not. The purpose was to get a deeper understanding of their experiences and their thoughts about using the community trigger. Ten interviews were conducted, of which seven were from Brighton and Hove, two from West Lindsey and Boston, and one from Manchester. Written surveys were also completed by an additional two people from Manchester and one from West Lindsey and Boston. All victims stated that the anti-social behaviour had had an impact on their lives and for some the impact was severe. In one case members of the victim's family had moved out of the home due to the harassment from neighbours, and in another the victim's partner was suffering from

²³ Manchester's tenth case was received just before this report was published, and at the time of writing a decision had not yet been made about whether the trigger had met the threshold.

depression as a result of the anti-social behaviour. Many of the victims felt that people who had not experienced anti-social behaviour did not appreciate how much it can affect lives. A common sentiment among those interviewed was that the agencies concerned did not do all they could to help the victim, were not on their side, were not listening, or that agencies they thought should be able to help them did not have the power to do so. Many of those interviewed said that prior to using the trigger they had not received adequate communication about what was being done.

“I thought who can you turn to, what can you do? I didn't feel that anybody was really listening, didn't feel that anyone was on your side”.

“Half of the problem was that the housing association wouldn't act. I felt totally alone. The police did what they could, but the housing association didn't. It seemed there was bad agency cooperation. I had to work really hard.”

Using the community trigger and expectations

Those interviewed said that they found using the community trigger straightforward, and they had no real suggestions for improving the process itself. However, their understanding of what the community trigger was for and what could happen as a result of using it was varied. It is not clear whether this is because the written information was unclear, explanations from professionals were unclear or whether they did not understand this information. However, as identified below, communication is key in ensuring the community trigger is an effective power for victims and local agencies will have to consider how best to make the process clear to all, whilst managing expectations.

“The housing association were not doing what they should be doing, and this was a way to push them. I'd gone through all the proper channels but the problem was just not being resolved. This gave them a chance to look at it with fresh eyes. I didn't expect anything to come of it though as I'd been down this road so many times.”

“I didn't have expectations. I pulled the community trigger on the basis that I was frustrated at a lack of response from the police, and I was particularly concerned that there tended to be less focus on anti-social behaviour than other forms of crime.”

“The trigger was another thing to try, but not sure on specifics of what it could do – it should be clearer.”

“I knew they weren't breaking laws, but thought the community trigger gave me the opportunity to raise concerns as a resident. I had relatively low expectations – I knew that little could happen legally”.

Impact of using the community trigger

For most victims whose case met the threshold, the community trigger helped to resolve their problem. Some people were very impressed about how quickly things progressed from applying to use the community trigger to positive action being taken.

“Nothing had happened in the previous six months, but using the trigger really got things moving. Within a couple of days the housing association got in contact and said they were going to get things rolling. They opened up a new case. It had a really good impact. They wrote letters to all people in the block and suggested they would put up security cameras.”

"The trigger gave her [council professional] a framework to act. It allowed her a remit to get involved, otherwise she might just have to bat it back to the housing association, as she might have said it's not my place. It created liaison between agencies. They wouldn't previously take it on or get involved. The council person put lots of pressure on the housing association to evict him, and she was able to do this because of the trigger.”

“Things really got moving quickly and it made things happen. It took drive from an individual, but gave them the tools and made other people stand up and take notice. I felt that it was falling on deaf ears, but the council were now able to kick the housing association into gear.”

"As soon as we pressed it [the community trigger] things just really changed for the better. Previously agencies had seemed powerless, but all of sudden you had someone saying they were going to sort it out for you."

The community trigger has had a positive impact even in cases where victims didn't get the resolution they wanted. This includes better understanding of what action has previously been taken, what action is possible, and better communication between agencies and victims.

“Although I didn't get the full action I wanted, I'm very glad I used the trigger as there have been a number of positive consequences. We were given the specific name of a person to communicate with [which hadn't happened before] and this was very reassuring. The community trigger made it clearer and easier to see what action was taken, it gave us a focal point. [Those they complained about] are now clear on what they can and can't do, so it's had an impact on their behaviour. There is now also better communication between residents and [those they complained about].”

Outcomes from the trial areas' perspectives

Brighton and Hove found that the most significant outcome of the trial has been the improved communication to residents who feel that they had not received a good service. They have also been able to identify improvements to the service for future clients.

“Participating in the trials has helped us to consider our responses to anti-social behaviour and hate incidents and critically how our responses are received or perceived. The trigger works for us as a means of service recovery ensuring appropriate responses to bring about resolution wherever possible. It is not a complaints procedure, learning from activations will help close gaps in service and improve responses to anti-social behaviour and hate incidents.”

Those involved in the trial in Boston felt that the community trigger provided a route for professionals to challenge partner agencies, and welcomed the trigger as a process for victims to challenge agencies in cases where they felt they had not received an adequate service.

West Lindsey found that the community trigger helped agencies to collectively look at the problem from the victim's perspective and find a solution which may not otherwise have been tried.

“Our second trigger involved a vulnerable victim who had mental health needs. We worked with the victim to devise an action plan which involved mediation between the victim and those involved. Because the anti-social behaviour in itself was low-level, this problem may not have been resolved without the community trigger.”

They have found that the community trigger strengthens existing partnership links between the police, West Lindsey District Council and the main housing provider ACIS. It has also helped to identify areas where partnership working could be improved, in particular they are developing stronger links with health and mental health agencies.

Manchester highlighted the benefits of empowering the community to challenge any lack of action taken by the Community Safety Partnership.

“The community trigger gives the community a voice. The community should have the authority to question the decisions made and have the power to request a review not only by an individual agency but by the Community Safety Partnership collectively. The community trigger has the benefit of bringing about a partnership review and response therefore it is very different from making a complaint about an individual organisation or agency.”

“In Manchester we believe our response to anti social behaviour is strong, by working in partnership, supporting those who are most vulnerable and taking appropriate action when necessary. The development of the community trigger will enable us to evaluate our collective response to anti social behaviour, and learn lessons to help us continuously improve our service to the residents of Manchester.”

Richmond's police anti-social behaviour lead stated that even though their trigger report didn't meet the threshold, “the meeting was of benefit as all agencies discussed their knowledge of the case and actions so far taken and from that a new plan of action was formed to improve the problems for the complainant.”

Richmond Housing Partnership considers that their strong infrastructure and partnerships with Richmond Council and the Metropolitan Police ensure that any reported anti-social behaviour is dealt with efficiently; however, the community trigger pilot has provided them with the confidence to guarantee that every single person who reports anti-social behaviour in the borough will be responded to.

Next steps

The trial areas intend to continue to run their community triggers until the legislation is enacted. They will continue to share lessons identified with the Home Office and other trial areas during this period.

Agencies in other areas may wish to consider trialling the community trigger in their area in advance of the legislation in order to test how it could work alongside existing multi-agency arrangements.

Guidance will be produced alongside legislation to provide agencies with further information about how the community trigger could be implemented.

Summary of lessons identified

The threshold needs to be clearly articulated and agreed between all partner agencies, including for example what constitutes no action or unsatisfactory action.

Agencies may wish to consult with victims and communities about what they feel an appropriate threshold is in their area. This could be done through existing community groups, tenants' groups, or by adding a question in community safety surveys or consultations.

Professionals working with vulnerable people in any professional sphere should be aware of the trigger and could assist in using it when appropriate.

Publicity is essential and should be coordinated between agencies to maximise its effect. It should also be easily accessible to raise awareness of the community trigger and how to use it amongst victims and communities.

Agencies should not rely on victims knowing about the community trigger – if it appears that a case meets the threshold the victim should be offered the opportunity to use it.

Agencies will be able to reject those triggers deemed malicious or vexatious, and should review their vexatious complaints policy to ensure that it is consistent for agencies involved in the trigger area.

There needs to be clear guidance on how to manage the process internally and between agencies, in order to achieve a uniformly high level of response to trigger activations.

Victims need to understand exactly what can be achieved from the community trigger and what response they can expect from agencies. This needs to be reflected in literature, publicity material, and when professionals speak to victims.

The community trigger needs to be understood by all relevant agencies in an area, including housing providers who have only a few properties in an area and may be involved in very few community triggers.

It should be clear whether or not victims can use the community trigger anonymously.

Annex A

Community Trigger Interview Report

Introduction

This research involved telephone interviews with people who have applied to use the community trigger, including those who met the threshold and those who did not. The purpose was to get a deeper understanding of their experiences. This report also draws upon information from the postal surveys sent to trigger applicants, especially in areas where not many people agreed to be interviewed.

All but one of the interviews were recorded with the consent of the respondents, and they lasted between 15-25 minutes.

Across the trial areas 25 people applied to use the community trigger, and of these 10 were interviewed. The majority of the remaining 15 people did not give consent to be interviewed, but a few were excluded because they had moved and contact details were not available, or they had mental health issues and it was deemed inappropriate to contact them. It is possible that those who consented to be interviewed may be inclined to be more positive, or more negative about the trigger than those who did not. Of the 10 people interviewed 7 were from Brighton, 2 from West Lindsey and Boston, and 1 from Manchester. To mitigate the difference in numbers between areas, 2 surveys with people who were not interviewed from Manchester and 1 from West Lindsey and Boston are also drawn upon.

All respondents

1. The nature of the anti-social behaviour problem

There was a varied picture across the interviews, but most involved some kind of dispute with neighbours. For a few the impact of the anti-social behaviour was severe, with it affecting their home and family lives in significant ways. For example, in one case members of the victim's family had moved out of home due to the harassment from neighbours, and in another the victim's partner was suffering from depression as a result of the anti-social behaviour.

"It completely took over my life, and no friends or family would visit".

"My nerves were in such a state that just to get over it I went to the doctor. The lady opposite had to go on anti-depressants. I left my job as I was doing night shifts, and couldn't sleep in the day."

Some respondents had a much less severe situation, but in all cases the anti-social behaviour issue had had some impact on their lives. A common sentiment was the belief amongst the respondents that people who had not experienced ongoing anti-social behaviour issues do not appreciate how much it can affect lives.

"It affects every part of your life, from travelling home to not be able to use the garden. I couldn't believe that one family could affect an entire street so much".

In most cases the issue had been ongoing for at least a year and in a few cases significantly longer, with the longest being 7 years. This was a fairly extreme case however, with most ongoing between 1 and 3 years.

2. Reporting of the anti-social behaviour problem and how it was dealt with before using the trigger

There was a large variation in the number and frequency of times people had reported the anti-social behaviour prior to using the trigger, ranging from a handful of times over a few months, to regular reporting over a number of years.

The agencies that the incidents of anti-social behaviour had been reported to were very much context dependent. For example, where the dispute was ongoing in housing association or social housing, the main agency dealt with was the housing association or the council. In some disputes where both parties were in private rented accommodation, the victim reported the anti-social behaviour to the landlord or letting agent. A number of respondents appeared reluctant to go to the police unless they were clear that a criminal offence had taken place.

"In the end I reported the issue to the police as there was criminality. I probably wouldn't have done if it was just an anti-social behaviour issue."

Impact of reporting: In all the cases the victim felt that not enough had happened in reporting the anti-social behaviour before they were aware of the community trigger, and were mostly very dissatisfied, although this is perhaps unsurprising given that they went on to use the trigger; i.e. their issue was obviously unresolved. However, the depth of dissatisfaction and some of the claims about the lack of action is still revealing. Common themes included that various agencies did not do all they could to help them, that they did not feel there was anybody on their side, or were not listening, that agencies they thought should be able to help did not seem to have the power to, and that they had not received adequate communication about what was happening.

"I thought who can you turn to, what can you do? It didn't feel that anybody was really listening, didn't feel that anyone was on your side."

"I didn't realise how powerless the police were. They couldn't do much. The police could see what was happening, but couldn't really do anything about it."

"Half of the problem was that the housing association wouldn't act. I felt totally alone. The police did what they could, but the housing association didn't. It seemed there was bad agency cooperation. I had to work really hard."

3. How they heard about the Community Trigger

In nearly all of the cases, being aware of the trigger was reliant on a professional from a relevant agency telling the victim about it. Some of the respondents indicated this meant that knowing about the trigger, and therefore being able to use it, was contingent on these professionals being proactive in making them aware of it, and that it should be publicised more widely (very few had seen any publicity).

“I heard about it from a Police Officer. I hadn't seen anything on the community trigger. It should be more publicised because if anyone's going through what we're going through they really need to know about it.”

4. Applying to use the Community trigger and expectations.

All respondents found the process of applying to use the community trigger straightforward, with no real suggestions to improve or make easier. There was however a lack of clarity in terms of the process of applying to use the it, with many people not being that clear on the concept of a ‘threshold’, and more thinking purely in terms of whether any action was taken or not to address their issue. In fact, in many of the cases respondents did not really think of applying to use the trigger as a process, but more simply whether they received a positive outcome or not.

Some respondents seemed to have a clear idea of the purpose of the trigger, and what it could do for them, whereas others were not able to articulate what they thought it was for. All those interviewed saw the trigger as another way that their anti-social behaviour issue could be addressed, with a few having a clearer sense that it was a means by which relevant agencies could be brought together. It was hard to establish whether the extent of their understanding was more a consequence of the information they were given, or how it was explained to them, or because they did not understand this information.

“[The housing association were] not doing what they should be doing, and this was a way to push them. I'd gone through all the proper channels but the problem was just not being resolved. This gave a then chance to look at it with fresh eyes. I didn't expect anything to come of it though as I'd been down this road so many times.”

“I didn't have expectations. I pulled the community trigger on the basis that I was frustrated at a lack of response from the police, and I was particularly concerned that there tended to be less focus on anti-social behaviour than other forms of crime.”

“The community trigger was another thing to try, but I'm not sure on the specifics of what it could do – it should be clearer.”

“I knew they weren't breaking laws, but I thought the community trigger gave me the opportunity to raise concerns as a resident. I had relatively low expectations – I knew that little could happen legally”.

Those who met threshold

5. Experience of the process of using the trigger

No respondents reported difficulties in terms of the process of using the trigger, with all describing it as straight forward. As with making the application to use the trigger, most respondents did not think of using it in terms of a ‘process’ (i.e. with various stages leading to some form of action, or not), but more described it in terms of whether their issue had been addressed and resolved. In simplistic terms, the trigger was viewed as good if their issue had been resolved, and less good if it had not.

That said, many of the respondents did seem to value the communication they received during the process (even though they may not have conceptualised it in those terms) of using the trigger.

“There was great communication throughout”

“I got calls every week [from the relevant professional].”

"He [the relevant professional] was able to tell us what actions were taken and how far the court case had gone, which nobody was able to tell us before."

As most of the respondents did not think of the trigger as being a process with a beginning and end, getting an accurate understanding of the timescales for the process was not always easy. There was however no real sense of dissatisfaction with timescales in general across the interviews, with most respondents seemingly happy with how quickly things had progressed.

6. The impact of using the Trigger on their anti-social behaviour issue

For most people who met the threshold there was a clear and positive affect on their anti-social behaviour issue. Some people were very impressed about how quickly things progressed from applying to use the community trigger, to some kind of positive actions being taken.

“Nothing had happened in the previous 6 months, but using the trigger really got things moving. Within a couple of days the housing association got in contact and said they were going to get things rolling. They opened up a new case. It had a really good impact. They wrote letters to all people in the block and suggested they would put up security cameras.”

“Things really got moving quickly and it made things happen. It took drive from an individual, but gave them the tools and made other people stand up and take notice. I felt that it was falling on deaf ears, but the council were now able to kick the housing association into gear.”

"As soon as we pressed it [community trigger] things just really changed for the better. Previously agencies had seemed powerless, but all of sudden [after using the trigger] you had someone saying they were going to sort it out for you."

Importantly, some respondents felt that by using the trigger agencies that had previously not done all they could to address their problem were encouraged to act. This might have been because an additional agency became involved and acted more proactively, or because, in the view of the respondent, the original agency viewed the very use of the trigger as a push factor that compelled them to act.

“It feels like different agencies getting involved had an effect. The housing association knowing the police were involved got them moving. It completely changed how it was dealt with – I felt fobbed off before, like they didn’t want to know but after the community trigger they definitely did.”

"Community trigger gave her [council professional] a framework to act. It allowed her a remit to get involved, otherwise she might just have to bat it back to the housing association, as she might have said it's not my place. It created liaison between agencies. They wouldn't previous take it on or get involved. Council person put lots of pressure on housing association to evict him, and she was able to do this because of the trigger."

However, there were also cases where the use of the trigger did not identify specific inaction by agencies, or lack of communication between them, and its impact was therefore more limited. For such cases the nature of the anti-social behaviour issue was seemingly more complicated, with a lack of a clear route to resolution for the victim. For example, in one case both the victim and subject of the complaint were in private rented accommodation and no specific criminal activity had been reported. Being in private rented accommodation appeared to mean there was less leverage for public agencies to address the problem. Although the threshold was met in this case and the police therefore re-examined it, no further resolution was found to be possible for the victim, and using the trigger did not appear to have improved his satisfaction.

Another key benefit that was reported from using the trigger was better communication from various agencies. This appeared to be important to victims, some of whom felt that they had not been listened to enough previously.

"We wouldn't have had a specific contact or name to deal with [without the trigger]. Nothing would have happened if not for the community trigger. I got the sense the [relevant agency] wouldn't have done much without the community trigger."

"[After using the trigger] we had more communication and were kept better informed from [the relevant agency]."

Some respondents felt the subsequent action would not have happened if they had not used the trigger.

"[The relevant professional] went to the police on our behalf and worked out a liaison officer for us. We should have had this from the beginning, but we hadn't seen the person allocated to us. The weight of the trigger coming up pushed it right up. [The relevant professional was] going back to the council on our behalf, going back to the police on our behalf and coming back to us and saying this is what I've done. We didn't know what happening before."

Even when the victim didn't get the full resolution they wanted, there were examples of positive impacts and increased satisfaction as a result of using the trigger.

"Although I didn't get the full action I wanted, I'm very glad I used the trigger as there have been a number of positive consequences. We were given specific name of person to communicate with [which hadn't happened before] and this was very reassuring. The community trigger made it clearer and easier to see what action was taken, it gave us a focal point. [Those they complained about] are now clear on what can and can't do, so it's had an impact on their behaviour. There is now also better communication between [victim and those they complained about]."

The majority of respondents reported being happy that they had used the community trigger, with only a very small number feeling they wished they had not, or that it was a waste of time. How happy they were was, unsurprisingly, often tied to how much positive action they received, but there was a general consensus that it had been worthwhile.

“I’m very glad I used the community trigger. It gives a good outlet for action on cases where there might be no actual criminal behaviour. I had very low expectations and didn't think much could happen, but this had the affect of getting action where otherwise there wouldn't have been as I didn't feel it as serious enough for reporting to police.”

For the people whom the trigger helped, or appears to be helping, to resolve their issue there were several instances of reporting significant improvements on the quality of their lives, which they often attributed directly to the community trigger.

“[The community trigger] has changed my life. I was at the point of not knowing what would happen when I get home. I can't believe how I've got through this.”

“I feel much more comfortable now because of the way the [subjects of the complaint] have had to change their behaviour. It's much less intrusive now.”

7. Thoughts on how the community trigger could be improved

The only real sense that came through about how the trigger might be improved was in publicising it more widely so that more people were aware of it. Some respondents expressed the belief that many more people might be able to benefit from the trigger if they were aware of it.

“It [the trigger] could be improved by making more people aware of it. I’m sure there are lots of people it could help if they knew about it.”

Those not in Threshold

8. How they felt about not being able to use the Trigger

It was relatively hard to gain a real understanding into respondents' views of not being able to use the trigger, as most conceptualised it more in the sense of whether they have received the action they wanted on their anti-social behaviour issue, as opposed to whether they met the threshold or not.

One respondent however did report a positive consequence of using the trigger, even though they did not meet the threshold, in that they believe they had been incorrectly recorded as having committed anti-social behaviour, and the process of using the trigger revealed this mistake.

“I believe that using the trigger made the mistake about us being recorded as having committed anti-social behaviour was flagged up.”

There was no real sense of dissatisfaction in how the decision that they did not meet the threshold was explained to them (where this was understood), although one finding was that in cases where the threshold was not met victims were particularly unhappy where they had felt that the trigger should have be able to help them, or where they felt they were given this impression,

but that ultimately it did not. Essentially these people felt the trigger had given them new hope of a resolution, and felt let down when it did not.

“I had initial positive contact about the community trigger [from the relevant agency] but then felt let down when I couldn’t use it.”

Furthermore, one respondent felt that the communication they received after applying to use the trigger was inadequate, and that they would have been happy, even if not getting all the action they sought, if this had been better.

“I felt back at the point I was at before using the trigger. I would have been happy to hear that police had done everything they could have done, but that hasn't been made clear to me.”

9. Overall Conclusions

Overall the process of applying to use and using the trigger appears to have been received well, but respondents overwhelming priority was what impact it has had on their anti-social behaviour issue. From the limited number of interviews it seems there may be types of situations where the trigger might work better than others. For example, some of the respondents who reported positive outcomes of using it felt that previously certain agencies may not have done all they could to resolve their problem, but that the trigger had a positive impact on addressing this. For some cases where the threshold was met, however, using the trigger did not necessarily suggest evidence of failings by particular agencies. In such cases, the lack of resolution of the anti-social behaviour issue was not clearly attributable to lack of agency action, but may have been because the issue was particularly complex and no obvious solution existed. As such, one benefit of the trigger is that it can identify where agencies could have acted more decisively, or where inter-agency working has not worked effectively. However, in cases where these factors do not exist its impact may be more limited.

Although there was some lack of understanding over the process of applying to use the trigger, particularly on the concept of the threshold, it is not clear that this is necessarily problematic. No respondents reported problems in applying to use or using the trigger, so any lack of understanding does not appear to have negatively impacted on that.

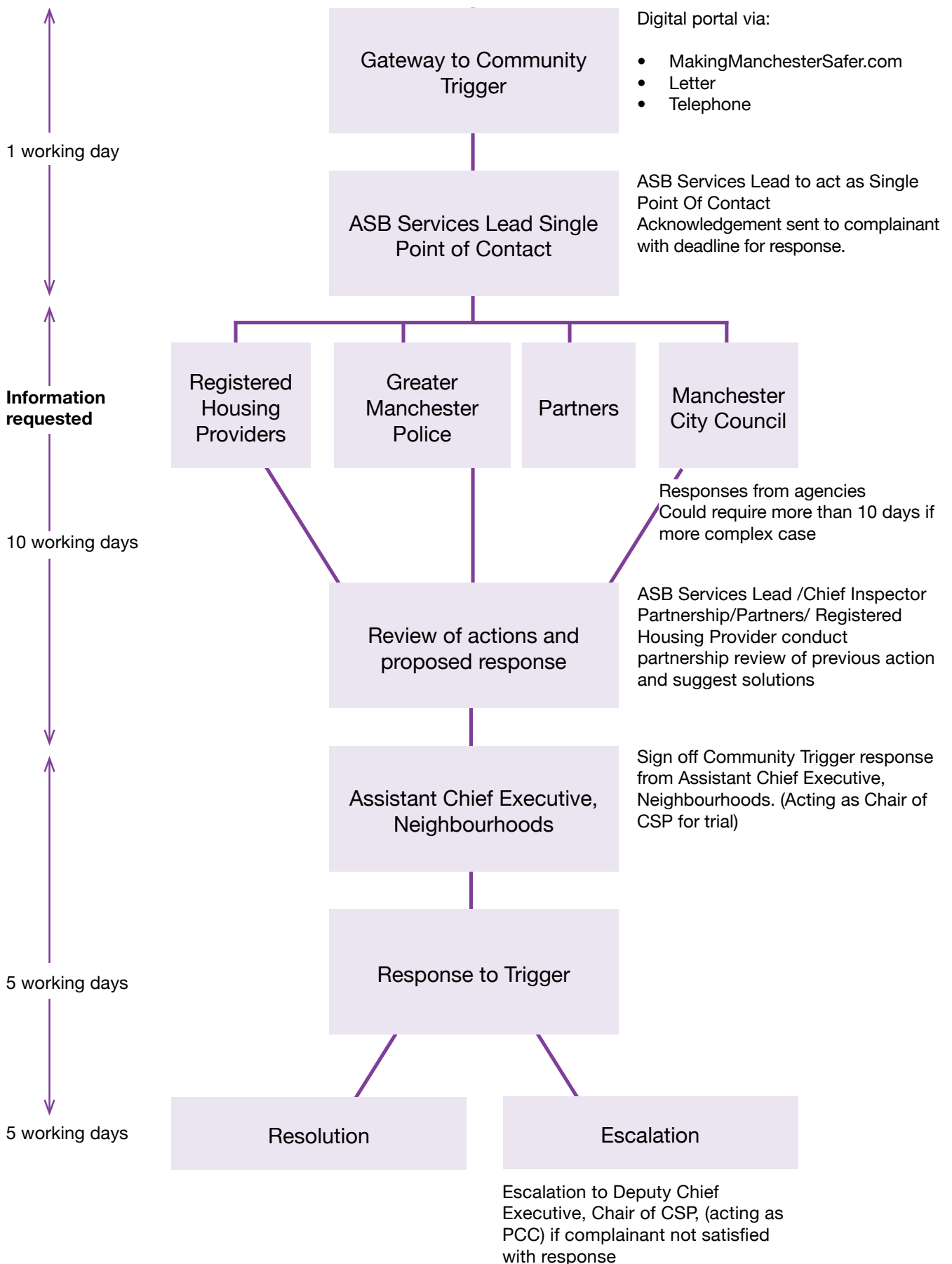
There was some evidence that respondents being aware of the existence, and their being able to use, the trigger was reliant on the relevant professionals being proactive. It was felt that more should be done to publicise it.

In a number of cases using the community trigger does appear to have had a very positive impact on the victims’ anti-social behaviour issues, and therefore, in most of these cases, on their lives.

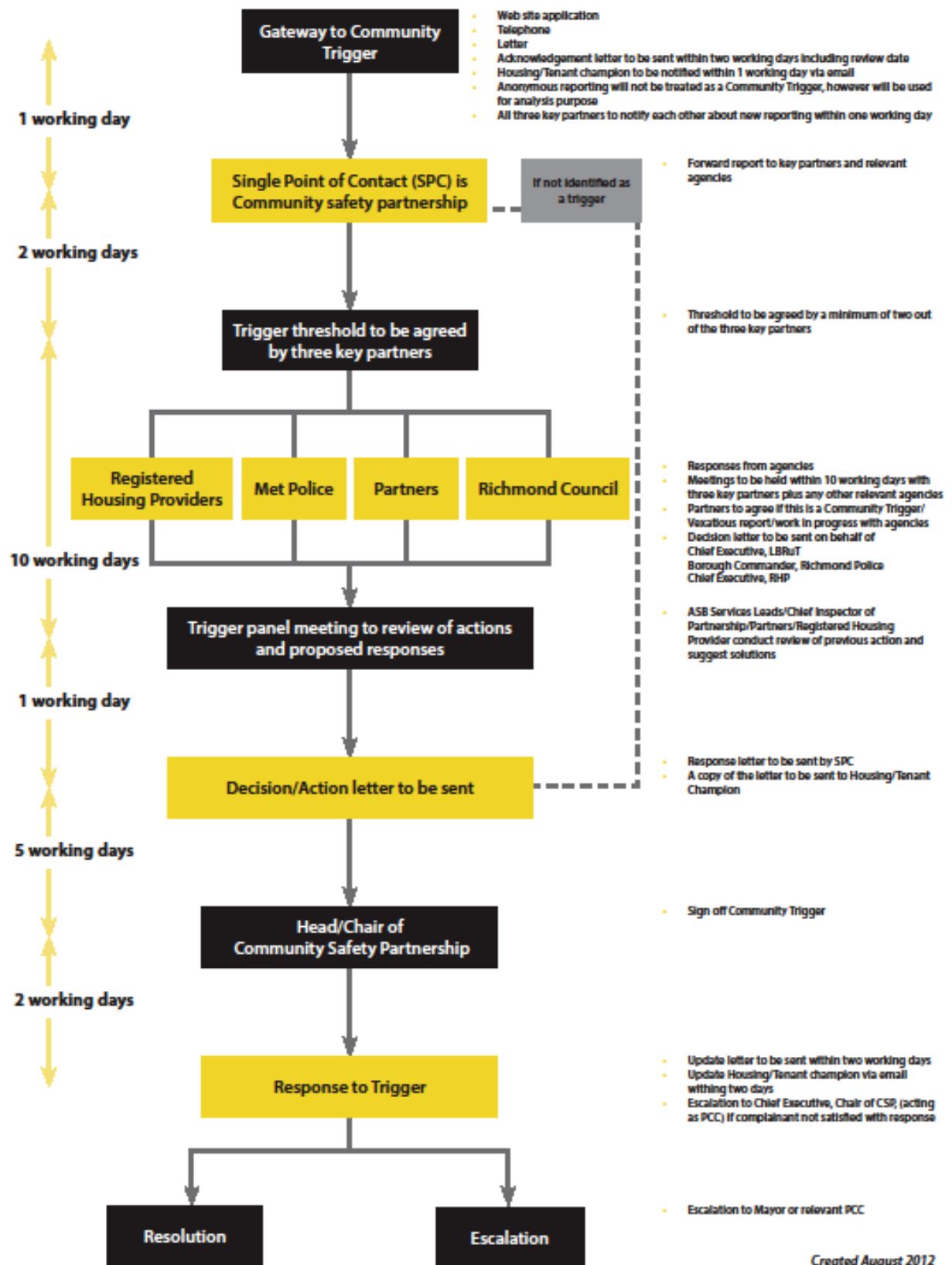
Despite the emphasis on getting the outcome they wanted there was also some evidence of the trigger having a positive impact on victims’ feeling about their problem even if their issue was not fully resolved, for example by giving them a clearer understanding of what different agencies could do, or by facilitating dialogue with the people about whom they made the complaint.

Annex B

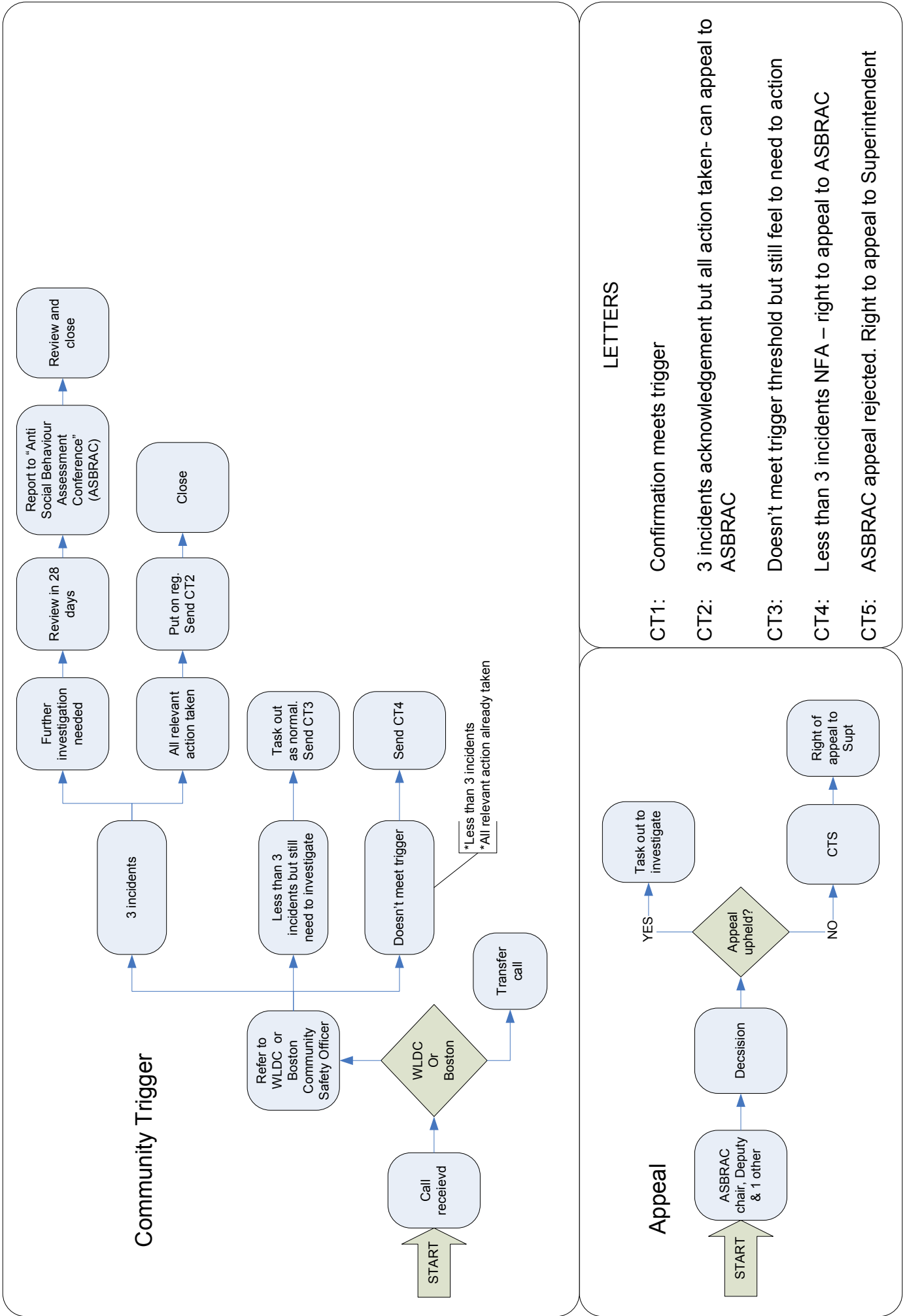
Process maps



Richmond Community Trigger Trial: Process Map



Created August 2012



Annex C

The Tenants' Champion

London Borough of Richmond upon Thames

Councillor Lisa Blakemore is Richmond Council's Tenants' Champion. The role was created in 2010 in response to the Localism Act 2011, which places a duty on all housing associations to have a local approach to complaints resolution by April 2013.

The role of the Tenants' Champion is to support tenants and leaseholders who rent or lease their property from a housing association in the borough of Richmond upon Thames. The Tenants' Champion can help to resolve a complaint when someone has gone through their landlord's complaints process and the issue has not been resolved. The complaint can be about any housing-related issue, including anti-social behaviour. Between April 2011 and March 2012 the Tenants' Champion assisted 46 households, 12 of which were in relation to anti-social behaviour. During the six months of the community trigger trial, seven anti-social behaviour related cases have been dealt with by the Tenants' Champion. Three of these were referred to the borough's anti-social behaviour panel and one was escalated as a community trigger.

The nature of complaints received are often complex and can involve a number of agencies. The Tenants' Champion will work with other agencies including the Community Safety Team, the police, voluntary sector organisations and health services. The Tenants' Champion will look for new and different ways of solving a problem and convene multi-agency meetings to work through problems face-to-face. The Tenants' Champion also works to actively build relationships with all housing providers in the area to improve services and help minimise repeat problems.

There are clear similarities between the community trigger and the Tenants' Champion and the two processes compliment each other. Both use a multi-agency problem-solving approach, increase transparency and accountability, and provide clear communication to the complainant about what can be done. The Tenants' Champion can refer cases to the community trigger panel and provides an oversight role on the panel for those cases. During the trial, the Tenants' Champion was able to publicise the Community Trigger and advise customers on how to use the community trigger.

Further information:

www.richmond.gov.uk/Tenants_champion

Annex D

Risk Assessment Matrix

Richmond Housing Partnership

ASB matrix

Total Score:

History	1. Other than this occasion - how often do you have problems?	5	Daily	
		3	Most days	
		2	Most weeks	
		1	Most months	
		0	Only occasionally	
	2. Do you think the current incident is linked to previous incidents? If so why?	2	Yes	
		0	No	
	3. Do you think that incidents are happening more often and/or are getting worse?	2	Yes	
		0	No	
	4. Do you know the offender(s)?	2	They know each other Well	
		1	They are 'known' to each other	
		0	They do not know each other	
	5. Does the perpetrator (or their associates) have a history of or reputation for intimidation or harassment?	6	Perpetrator or their associates are currently harassing the complainant	
		4	Perpetrator or their associates have harassed the complainant in the past	
		2	Perpetrator or their associates have not harassed the complainant, but have a history or reputation for harassment or violent behaviour	
		0	Perpetrator or their associates have no history or reputation for harassment or intimidation	
	6. Have you informed any other agencies about what has happened? If yes, please provide details below.	0	Yes	
		1	No	
	Details:			

Vulnerability	7. Which of the following do you think that this incident deliberately targeted? Specify:	4	You
		3	Your family
		1	Your community
		0	None
	8. Do you feel that this incident is associated with your faith, nationality, ethnicity, sexuality, gender or disability? Details:	3	Yes
		0	No
	9. In addition to what has happened, do you feel that there is anything that is increasing you or your household's personal risk (e.g. because of personal circumstances)? Details:	3	Yes
		0	No
	10. How affected do you feel by what has happened? Details:	0	Not at all
		1	Affected a little
2		Moderately affected	
3		Affected a lot	
5		Extremely affected	
Support	11. Has yours or anyone's health been affected as a result of this and any previous incidents? Details:	3	Physical health
		3	Mental health
	12. Do you have a social worker, health visitor or any other type of professional support? Can we speak to them about this? Details:	0	No
		1	Yes
	13. Do you have any friends and family to support you?	3	Complainant lives alone and is isolated
		3	The complainant is isolated from people who can offer support
		1	The complainant has a few people to draw on for support
		0	The complainant has a close network of people to draw on for support
	14. Apart from any effect on you, do you think anyone else has been affected by what has happened? Details:	3	Your family
		2	Local community
		1	Other

