

# Housing scrutiny panel

## Review of ASB services offered to tenants

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# 1. Date of review and staff involved

Date of review: March – November 2025

Date report to be presented to Tenant Board and Service Director Housing, Head of Housing Operations, ASB Services Manager / lead: Wednesday 21 January 2026

Review Lead: Steve Berresford

Report author: written and agreed by all Scrutiny Panel members

Scrutiny members directly involved in the review:

Steve Berresford (Chair)

Vanessa Moffat

Curla Bruce

Christine Williams

Pam Holes (Tenant Board Chair) (part)

Derek Smith (Tenant Board Vice Chair) (part)

Dave Bird (part)

Fasel Mahmood (part)

Staff involved in the review:

Sarah Markham - Head of Housing Operations

Maureen Herdman – TP Manager

Ben Attard - TP Officer

Nigel McArthur – Tenancy Services Manager

Brooke McArthur – ASB Officer

## 2. Executive summary

**2.1** In March 2025 the Housing Scrutiny Panel (HSP) discussed and agreed to review the Anti-Social Behaviour Service (Housing) service provided to council tenants reporting housing related ASB services.

**2.2** The Scrutiny Panel decision was based on the Tenant Satisfaction Measures (TSM) survey results from 2024. This tenant perception survey saw a decrease in tenant satisfaction with the ASB service. The panel discussed this satisfaction survey result and agreed that alongside this result they recognised the impact ASB can have on the day to day lives of tenants affected and how distressing this can be to them.

**2.3** The panel agreed that the purpose of the review was to investigate tenant dissatisfaction with the ASB service and drill down into the reasons why there was a difference between the internal transactional satisfaction surveys the ASB team carried out following an ASB case raised, and the results from the perception TSM satisfaction survey.

**2.4** The main objective of the review was to advise the ASB service on potential new ways of working that could improve tenant satisfaction with the ASB service. It was further agreed to discuss and suggest ways the ASB team could improve the promotion of the ASB service.

## 3. Recommendations

- 3.1** That management and Tenant Partnership board note and agree this report
- 3.2** That management and Tenant Partnership board agree and support the recommendations made at the end of this report (for full recommendations see point 7).
- 3.3** That manager's report on progress against the recommendations made by the panel on a quarterly basis to Scrutiny Panel and Tenant Board

## 4. Background

- 4.1** The Tenant Scrutiny Panel's role is to review council housing services. The panel selects service areas they review based on a variety of criteria. This can include areas with falling tenant satisfaction, an increase in tenant complaints about the area and feedback from tenants at events and resident meetings.
- 4.2** The ASB service review was agreed by the panel in March 2025 following review a review of housing service performance. The primary reason for selecting this review area was the 2024 tenant satisfaction measures survey (TSM) results around ASB services.
- 4.3** The satisfaction scores dropped to 49% from 51% which is now 8% under the benchmark, and in the lower quartile.
- 4.4** Alongside this, during the review period there have been three Housing Ombudsman maladministration findings against Luton, regarding the ASB service. One of these cases resulted in severe maladministration findings. These cases were included later on in the review, and the findings form part of the recommendations made by the panel.
- 4.5** The panel agreed that the purpose of the ASB service review was to:
- To improve tenant satisfaction with the ASB service offered
  - To improve tenant perceptions of the ASB service
  - To improve knowledge of ASB services offered by the council
  - To investigate the reasons why the TSM satisfaction scores relating to ASB were in the lower quartile and falling

## 5. Methodology

- 5.1** This review included:

A review of ASB service documentation including:

- A recent draft ASB Policy, which was formally approved by Tenant Board in May and Councillors in October 2025
- The TSM Survey results 2024
- Internal tenant satisfaction with ASB services survey results (2023, 2024, 2025)  
Additional documents requested at the meeting held on 21.05.25
- Question of the month responses Feb 2025
- Question of the month responses May 2025

- Performance report 2023/24
- Performance report 2024/25
- Performance score card 2025/26 (17 November)
- Housing Ombudsman Maladministration reports (17 November)
- A request was made on 10 March to interview ASB officer/s at the 21 May meeting. Apologies were given and the Tenancy Manager (Nigel McArthur) attended instead
- Further requests resulted in an ASB officer attending the 17 November meeting
- Various tenant meetings and events and recording their outcomes

## 5.2 1 March 2025 – Key Customer event held

5.3 10 March – Scrutiny Panel meeting to review ASB documents, request for more information

5.4 12 May – ASB Question of the month

5.5 21 May – Scrutiny Panel meeting held to discuss the evidence gather to date and interview Nigel McArthur, Tenancy Services Manager

5.6 17 November – Scrutiny Panel interviewed an ASB Officer and requested the following additional information to be shared with the panel by 8 December 2025:

- ASB teams action plans that follow on from maladministration cases
- A monthly breakdown of who manages each case – ASB or tenancy officer and the outcome in each case, including when cases are referred to legal and time taken
- Minutes of new multi-agency ASB meetings (Council Enforcement team, Noise team, Police, housing ASB teams)

Information was provided on open and closed cases and learning from housing ombudsman cases. Noted this information was utilised for this report, see 5.27.

5.7 The panel used the following methods to carry out the research for this service review which included:

### Document review

- Housing Operations performance reports for 2022/23 and 2023/24
- Internal tenant satisfaction survey results
- Tenant Satisfaction Measures (TSM) results

### Other methods of investigation

- Discussions with residents at a key customer event
- Interview with Tenancy Services Manager
- Interview with ASB Officer

5.8 **ASB performance reports 2022 to 2025:** Following the meeting Tenant Engagement provided the following data from the performance reports:

### Anti-Social Behaviour (ASB) – Live Cases

#### 2022/23

April – 20

May – 32

June – 20

July – 20

August – nine

September – 18  
October – 13  
November – 16  
December – six  
January – 22  
February – 14  
March – eight

**2023/24**

April – 20  
May – five  
June – 24  
July – nine  
August – 14  
September – 14  
October – eight  
November – four  
December – seven  
January – 18  
February – 18  
March – 13

**2024/25**

April – 27  
May – 24  
June – 19  
July – 22  
August – 14  
September – 15  
October – 28  
November – 15  
December – 23  
January – 24  
February – 25  
March – 12

**Anti-Social Behaviour (ASB) – Transactional survey results - satisfaction with Case Management (%)**

**2022/23**

April – 33  
May – 42  
June – 57  
July – 40  
August – 78  
September – 89  
October – 87  
November – 74  
December – 76  
January – 90  
February – 90  
March – 96

## 2023/24

April – 90  
May – 82  
June – 85  
July – 84  
August – 83  
September – 81  
October – 94  
November – 86  
December – 75  
January – 100  
February – 85  
March – 94

## 2024/25

N/A

**5.9** It is noted in the performance report (2022/23) tenant satisfaction improved. It is believed this was because of additional work completed by the officers to further explain the reasons for their decisions, actions and outcomes of their investigations. One of the reasons for lower satisfaction scores was a lack of understanding of the process and the legal framework that the ASB team have to work in.

Please note.

**5.10 A perception survey** is based on what people think and the respondent may not have used the service. The results can also be affected by other things, such as a lack of understanding on what the housing team deal with. The TSM survey is a perception survey.

**5.11 A transactional survey** is based on actual performance and views on a service that people have received. The survey carried out after an ASB case is closed is a transactional survey.

### Luton Council's TSM survey scores

**5.12** The panel reviewed the TSM scores for the ASB service, from 2023 to 2024, to see how the score has changed. Luton's score had dropped from 51% in the previous year to 49%, in 2024. This score was also lower than the overall Housemark benchmark of 58% (all social landlords). The local authority benchmark was 54% in 2024.

**5.13** The TSM scores for ASB has seen an increase in satisfaction in the 2025 TSM survey. The score for 'approach to handling ASB' increased to 55% from 49% in 2024, but the gap has narrowed. This satisfaction score is still below the local authority benchmark which is 57% and the overall social landlord score (including housing associations) of 60%.

### Key customer event: March 2025

**5.14** The tenant engagement team and members of the Scrutiny Panel met with key customers on 1 March 2025.

Note: key customers are tenants and leaseholders who have volunteered to be involved in housing services on an ad hoc basis.

**5.15** An invite to the event was texted to key customers and fifteen residents attended this event. Working together they discussed what they believed the different types of ASB are. The group's view was that the following are all ASB:

1. Noise
2. Fly tipping
3. Vandalism/damage
4. Drugs and alcohol issues
5. Animals
6. Litter
7. Cannabis farms
8. Graffiti
9. Water leaks from upstairs
10. Parking issues
11. Sex workers
12. Aggression
13. Animal/ human fouling in communal areas
14. Neighbour disputes

**5.16** After full discussion it was noted that some of these issues should be reported to the Police, some to the council's neighbourhood enforcement team, the noise team and some to the housing ASB team.

**5.17** Key of who to report which incident to:

Tenancy Officer / ASB Team

Estates Team

Noise Team

Police

**5.18** The group then discussed who they would report ASB to, and if they had any experiences of ASB. Finally, the group discussed the information Luton provide about reporting ASB and what the tenant can expect when they make a report.

**5.19** The group agreed that in their view the following would improve the ASB service:

- A central one stop ASB contact point
- Clear process for reporting ASB, that everyone understands, adheres to
- More clarity on acceptable behaviour
- More Police and council patrols on estates
- Encouraging residents to report any ASB issues
- Making sure everyone is respected
- More clarity on how noise complaints are dealt with
- More information on successful closed (anatomised) cases for all tenants.

**5.20** It was further agreed that:

- All attendees should be invited to answer future 'question of the month' questions about the ASB service

- The council should hold future events, such as this one at least twice a year

## **Key customer question of the month – February and May 2025**

**5.21** The key customer question of the month is a monthly text to key customers with a QR code taking them to a short survey about a housing service area.

**5.22** During the ASB review the tenant engagement team surveyed key customers twice asking a series of questions about understanding on how to report ASB, understanding of the ASB process, asking for confirmation if they had reported ASB and confirmation on who they would report different issues/types of ASB to.

**5.23** The findings of these surveys were:

45% of them know how to report ASB

10% had reported ASB

58% know to report drug dealing to the police

37% know to report noise complaints to the noise team

61% know to report neighbour disputes to their tenancy officer

52% would look on the council websites for more information.

## **Meeting with Nigel McArthur, Tenancy Services Manager 21 May 2025**

**5.24** The ASB Team's role was noted.

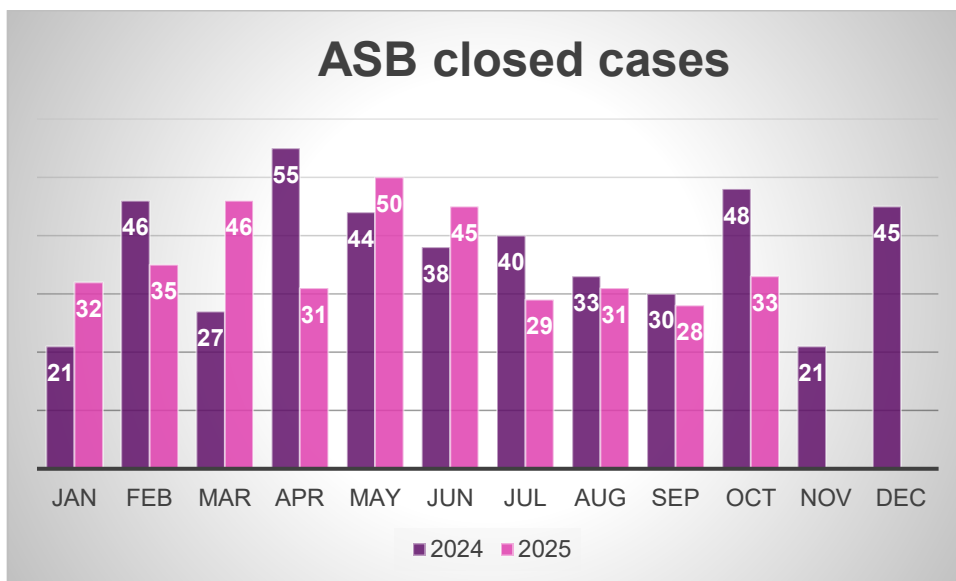
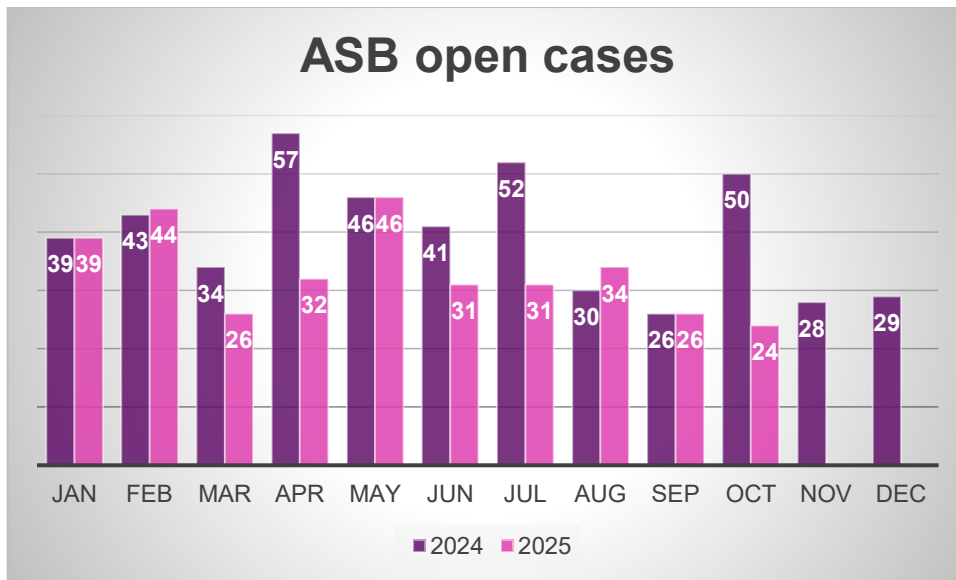
Nigel confirmed that on average each ASB officer would deal with 20 to 30 cases each month. These cases are the high level ASB cases. The tenancy officer manages lower-level cases.

Note: The attendance of a member of the ASM Team earlier in the review would have improved understanding of the day-to-day role of the ASB officers and how they link to tenancy services.

**5.25** Nigel confirmed that in his view it's important to keep a housing service ASB team. A specialist team helps prevent a disconnect between the housing service and tenants. It is also important to note that the legal framework is slightly different for tenants of social landlords. ASB perpetrators could be subjected to action under the tenancy agreement including notice if appropriate, and this could then be dealt with by the courts

**5.26** Nigel reported that the ASB service continues to have satisfied users when tenants are dealing with the team. Note transactional survey results. The team offer provide continuous support to tenants and staff providing knowledge. The team are proactive and attend resident meetings to listen, answer and take away issues and keeping their tenants updated. Note that the Regulator is interested the **perception** results in the TSM survey. Although scores did improve in 2025 partly due to a communication campaign including posters, surveys and newsletters, they still remain below the local authority benchmark, although with a reduced gap between the scores.

**5.27** Additional evidence was supplied on 5 December and this evidence highlighted ASB open cases, ASB closed cases and their action plan.



## 6. Areas for improvement

The panel reviewed the paper evidence provided alongside gathering their views on the interviews with staff and comments at events.

The areas the panel feel need improving are:

**6.1 Increase publicity** – include regular articles on ASB in housing’s online and physical newsletters, with items such as ASB management and case studies.

**6.2 Confirming the teams responsible for ASB** – consider a one stop approach for all ASB reported, including noise reports and general ASB reported to the enforcement team. This should be part of the Housing Hub being developed by the Council following the recommendations of the previous Tenant Scrutiny Panel report on customer service.

**6.3 Feedback/keeping the resident informed** – develop a formal process that is the same for each case and embed this within the new IT system CX.

**6.4 Follow up after and during a case** – in each case maintain contact and have timescales for this.

**6.5 Review website reporting mechanisms and information on ASB** – review information on housing ASB services that is on high performing landlords’ websites and use this to improve the information on Luton’s website. Ensure it is easy for tenants to report ASB issues directly on the website rather than email or phoning issues in. Alongside this the implementation of the Housing Hub will provide a range of opportunities for tenants to report issues, as noted above. This may assist in increasing tenant satisfaction if a more efficient way of reporting issues is used.

**6.6 Provide training for all housing staff** to ensure effective implementation of the new ASB policy. Note the new housing system due to go live in 2026 will make reporting ASB easier and help staff manage cases more effectively.

**6.7 Clear information sent out to tenants** for what housing is responsible for and who to go to if the service can’t deal with. It is particularly important that the tenant sees a seamless service, regardless of what their issue is and which council service deals with it, because the Regulator of Social Housing sees Luton Council as one organisation, not just a Housing Service.

**6.8 Maladministration** - Following a severe maladministration case the team have set up regular meetings with the council’s central noise team and neighbourhood enforcement team, who deal with non-housing ASB. This should in turn alleviate interdepartmental issues with clearer communication between the services. The ASB service has reviewed the service level agreement (SLA) with other services within the council and the police.

Please note as of October 2025 there has been 3 findings of Maladministration regarding ASB during 2025/26, including one of severe maladministration.

## 7. Full recommendations with timescales

**7.1 Joint staff group meeting schedule be set up** – general ASB, Noise, housing ASB Team. This links between departments should improve the link between the ASB teams across the council. This should improve the customer journey and help deal with issues such as noise issues with more of a unified approach to ASB handling while Housing still focusing on our tenants.

**Action:** to be set up by end February 2026 and minutes of meetings to be provided to the panel as evidence. Report to tenant board in April 2026.

**7.2 Increase information on how what ASB is and how to report it**

**Action:** Provide evidence of website updates, new posters, etc. date to be confirmed following January 2026 meeting.

**7.3 Council website** – The website to be reviewed and add a function where there is a form that’ll allow tenants to report ASB via a webform and having a copy of their form raised. Link to CX software implementation timetable

**Action:** To be provided for July 2026.

**7.4 Clearer communication** – Improve communication with tenants to confirm what powers we have to tackle ASB and explain the key difference between what is criminal and needs to go to the police and what is anti-social that us; as a housing provider can deal with. This will be via the website and hard copy tenant newsletters, electronic newsletters – tenants to

receive electronic updates via Mailchimp to highlight ASB flow chart who to report issues too, giving useful updates as well in e-Luton.

**Action:** evidence to be provided that work has been completed by April 2026

**7.5 Housing Ombudsman annual report** – ASB team to review the recommendations from this report and report back to Scrutiny Panel on how this will be used to improve their service.

**Action:** Report back in April 2026 and show actions in 2025/26 (April 25 - March26)

**7.6 Focus groups** – ASB team to establish a new tenant focus group to look at ASB services, monitor performance and see how many cases are being closed and actions followed.

**Action:** to be in place for April 2026

**7.7 Risk assessment for each ASB case** – ensure these are in place, written and on file. Officer training to be provided if needed.

**Action:** Provide evidence of these by April 2026

**7.8 Management instruction to tenancy officers** to ensure that tenants are communicated with fortnightly if they have an open case.

**Action:** to be in place by January 2026

**7.9 Officer's attendance** at panel meetings– when officers are requested to attend meetings they should attend or send full information with clear explanations. ASB officers to be present at the 6-month review. Recommend this meeting includes housing ASB, Neighbourhood Enforcement and the noise team.

**Action:** all to attend May 2026 meeting and provide an update.

**7.10 Performance report** – the report that is currently being used is not fit for purpose as it just shows a rolling figure, not how many new cases, how many are being reported each month and how many have been closed. How do they prioritise their cases, number of legal actions taken, and what's the procedure for deciding the importance of their cases.

**Action:** amend the performance report for new financial year and report the quarter one report to panel in July/August 2026

## 8. Summary

**8.1** The focus of this review was on the housing ASB service. The panel were mindful of the wider ASB management services provided by the council as a whole and noted that the ASB team does work well and in partnership with internal and external colleagues, such as the Police and the neighbourhood enforcement team. We hope the recommendations made in this report will provide some ideas to improve the resident experience of reporting and ASB and ensure a more streamlined approach.

**8.2** The panel would like it noted that the review outcomes were delayed until the panel could speak to an ASB officer. The project needed their input at a much earlier stage.

**8.3** The panel would like to note that they feel they should have included an interview with both the Neighbourhood Enforcement and Noise teams.

## 9. Next steps

**9.1** Review actions in three months' time, alongside ASB staff. Continue with quarterly reviews in the first instance, moving to bi-annually as the service shows improvement.