



Liverpool
Safeguarding
Adults Board

LIVERPOOL SAFEGUARDING ADULTS BOARD

Hoarding Protocol

Information Sheet

Title	Hoarding Protocol
Responsible Officer	Lauren Mitchell-Jones
Ratified by and date	Liverpool Safeguarding Adults Board – 06.06.2023
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Responsible group	Policy and Practice Subgroup

1. Introduction

The purpose of this document is to provide guidance for organisations which may come across a resident in Liverpool that self-neglect and / or hoards. It sets out a framework for collaborative multi-agency working using a person-centred approach in order to fully achieve the best outcome for the individual whilst meeting the requirements and duties of the Care Act 2014.

This guidance applies to all statutory Housing, Health, Social Care and Emergency Services staff and is also provided as guidance to all voluntary and community sector organisations that may come into contact with people who self-neglect and / or hoard through the course of their work. The guidance relies on the expectations that the agencies in question engage fully in partnership working to achieve the best outcomes for the person whilst also continuing to satisfy their respective codes of practice, organisational responsibilities and duties. This guidance sits alongside the Safeguarding Adults Board Self-neglect and Hoarding Policy and MARAM procedure. It should be considered in conjunction with this guidance.

2. Aims of this guidance:

This guidance aims to prevent serious harm of individuals who are affected by hoarding behaviour and improve consistency of approach across the city by:

- Supporting individuals to be empowered as far as possible to understand the implications of their actions.
- Creating a safer and healthier environment for the individual and others affected by the hoarding behaviour, e.g., family and neighbours
- Developing a shared multi-agency understanding and recognition of the issues involved in working with individual who may self-neglect and / or hoard.
- Ensuring concerns receive appropriate prioritisation.
- Ensuring agencies uphold their duty of care
- Supporting a proportionate response to the levels of risk to self and others.
- Ensuring when solutions are required, there is a process for planning solutions tailored to meet the needs of the individual and utilising a person centred approach. Possible solutions should include professional support and monitoring, property repairs and permanent or temporary re-housing.
- Supporting the development of creative ways of engaging individuals in the process.
- Establish best practice and improve knowledge of legislation that relates to self-neglect and / or hoarding behaviour.

3. Mental Capacity

The Mental Capacity Act (MCA) 2005 provides a statutory framework for people who lack the capacity to make decisions by themselves. The Act has five statutory principles, and these are legal requirements of the Act:

1. A person must be assumed to have capacity unless it is established that they lack capacity
2. A person is not to be treated as unable to make a decision unless all practicable steps have been taken without success.
3. A person is not to be treated as unable to make a decision merely because he/she makes an unwise decision.
4. An act done, or decision made, under the act for, or on behalf of, a person who lacks capacity must be done, or made in his or her best interests.
5. Before the act is done, or the decision is made, regard must be had to whether the purpose for which it is needed can be as effectively achieved in a way that is less restrictive of the person's rights and freedom of action.

When a person's hoarding behaviour poses a serious risk to their health and safety, professional intervention will be required. With the exception of statutory requirements, the intervention or action proposed must be with the individual's consent. Article 8 of the European Convention on Human Rights (The right to respect for private and family life) - is engaged. Interference with a person's life must be lawful, necessary and pursue a legitimate aim.

In extreme cases, taking statutory principle 3 (above) into account, the very nature of the environment may lead the professional to question whether the adult has capacity to consent to the proposed action or intervention and trigger a capacity assessment. All interventions must be undertaken in accordance with the 5 statutory principles and using the 'two stage' test of capacity (see MCA Code of Practice 4.11 – 4.25).

The MCA Code of Practice states that one of the reasons why people may question a person's capacity to make a specific decision is that "the person's behaviour or circumstances cause doubt as to whether they have capacity to make a decision"

(MCA Code of Practice, 4.35). Extreme hoarding behaviour may therefore in the specific circumstances of the case, prompt an assessment of capacity

Careful attention should be part of the assessment of mental capacity, and especially with the regards the person's ability to weigh up and make use of information. It is important to be aware that people can be articulate and superficially convincing regarding their decision making, but when probed about their

behaviour they are unable to identify risk and indicate how they are unable to address the concerns of others.

4. Information sharing

Our starting point should be that we seek the adult's consent before taking action or sharing information about them. Key considerations are:

- Does the adult have the mental capacity to consent to the proposed action or sharing information about them?
- Is there any possibility that the adult has/ is suffering from any type of coercion, control, threat, duress or pressure from another person(s) which may mean they refuse consent?
- Does mental capacity need to be assessed or reviewed?
- Give due regard to the adult's views and wishes, including their desired outcomes, even if Best Interest Decisions have been made linked to the Mental Capacity Act.
- If the adult does have the mental capacity to consent, but refuses, professionals must be careful that they consider how to keep the adult safe and engaged if they continue.

In some cases, where an adult refuses consent, information can still lawfully be shared if it is in the public interest to do so or if it's the persons vital interests. This may include protecting someone from serious harm or preventing crime and disorder. The key factors in deciding whether or not to share confidential information are:

1. Necessity – sharing is likely to make an effective contribution to preventing the risk, and;
2. Proportionality – the public interest in sharing outweighs the interest in maintaining confidentiality.

Where possible and safe to do so the adult should know if their information is being shared without their adult's consent if 'vital' or 'public' interest considerations apply.

If there is any doubt about whether to share information or what action to take, advice should be obtained from your organisations safeguarding lead or from the Local Authority.

Multi-agency meetings to share information are strongly advised in complex cases, where there are significant risks in order to better understand and manage risk. Where possible the person themselves should be included in the meeting along with significant others and an independent advocate where appropriate.

5. Fire safety

Hoarding increases the risk of a fire occurring and makes it more difficult for people living within the property to evacuate safely. Fire can also spread to neighbouring properties if the level of hoarding is severe or if flammable items such as gas containers are being stored. It also poses a high risk to fire fighters when attending the scene.

The sharing of information is extremely important for operational firefighter crew safety. Merseyside Fire and Rescue Service is required to be compliant with the Fire Services Act, 2004, Regulation 7.2d to make

arrangements for obtaining information needed for the purpose of extinguishing fires and protecting life and property in their area. The multi-agency approach to sharing information about hoarding enables compliance with the Act and also strengthens the operational risk assessment when dealing with incidents and fires where hoarding is present.

6. Housing support

Liverpool Housing associations and registered social landlords can and do play an important role in supporting people who hoard. Tenancy support officers can help build up relationships with their tenants in an effort to support people who are in need to avoid them losing their tenancy and becoming homeless. Tenancy support officers have worked persistently and persuasively with some tenants to help them clear their homes, often in combination with other services, an example of this is Liverpool Housing Trust who pioneered 'Outside the Box' programme developed in partnership with mental health colleagues Talk Liverpool. Rather than taking enforcement actions, therapists worked one-to-one with tenants to help them understand and overcome their hoarding habits.

7. Safeguarding adults

Safeguarding Adults means protecting an adult's right to live in safety, free from abuse and neglect. It is about people and organisations working together to prevent, and stop, both the risks and experience of abuse or neglect, while at the same time making sure that the adult's wellbeing is promoted including, where appropriate, having regard to their views, wishes, feelings and beliefs in deciding on any action. This must recognise that adults sometimes have complex interpersonal relationships and may be ambivalent, unclear, or unrealistic about their personal circumstances.

Hoarding may become a reason to make safeguarding enquiries when:

- The level of hoard poses a serious health risk to the person or neighbours
- There is a high risk of fire or infestations by insects or animals
- Hoarding is connected with other concerns of self-neglect, such a neglect of physical health, lack of adequate nutrition

- Hoarding may be linked to serious cognitive decline and lack of capacity to
- self-care and care for the environment
- Hoarding is threatening a person's tenancy and they are at risk of being made homeless through closure orders or possession orders

If in doubt, discuss the issue with your manager, safeguarding lead of your organisation or the Local Authority.

8. Assessment and reporting hoarding

The organisation who identifies the concerns about an adult hoarding should consider their role in supporting the individual and what immediate action is required. Using the Hoarding Risk Assessment, Clutter Image Ratings, knowledge of the case and professional judgement should help you to gauge the seriousness of the hoarding and actions to be considered by the agency who has identified the concerns.

9. Risk Scoring

At all risk levels it is still likely that a consensual, collaborative approach, utilising friends, family, neighbours; health care assistants; district nurses or the voluntary sector, to engage and support the individual will be most effective for this level of hoarding. Anyone who can engage the adult should be considered. If a significant risk is present then the meeting should consider whether or not a coercive intervention is necessary, and if so, how it can be applied lawfully and quickly. The meeting should weight risk to others equally with risk to the individual themselves and also consider whether there is the need for action to save life and limb.

Level 1 - Signposting

Given that the amount of hoarding will be very low at this level, a judgement will have to be made on whether or not any intervention is necessary. Concerns may arise, however, if there is a recent and otherwise unexplained increase in clutter, or whether there is a decrease in the number of personal possessions or a lack of functioning facilities, which may indicate self-neglect. At this stage, the best intervention is likely to be a consensual, collaborative one, utilising friends, family, neighbours; health care assistants; district nurses or the voluntary sector, to engage and support the individual.

Signposting may include advising the individual to contact relevant organisations that may assist with repair and maintenance, or removal and cleaning or a professional making contact with these organisations themselves.

Level 2 - Arrange a Multi-disciplinary Planning Meeting

At this level hoarding starts to become problematic and a multi-agency planning meeting must be arranged. The purpose of this meeting is to:

- a) Determine and agree whether or not significant risks as identified by the Hoarding Guidelines below (see p.11), are present.
- b) Determine whether or not urgent action needs to be taken
- c) Agree whether or not a consensual approach possible
- d) Identify the legal remedies that are available,
- e) Agree who will implement them
- f) Agree timescales for action
- g) Agree monitoring and review arrangements.

See list of organisations/agencies you may want to consider consulting with or inviting to a multi-agency meeting below.

Where a case has been progressed at Level 2 and a multi-agency hoarding meeting has failed to address serious concerns and risks the case can be escalated to MARAM.

The best intervention is still likely to be a consensual, collaborative one, utilising friends, family, neighbours; professionals or the voluntary sector, to engage and support the individual.

A mental capacity act assessment is essential to determine how any intervention should be applied.

Level 3 Arrange an Urgent Multi-Disciplinary Planning Meeting

At this level, an urgent multi-agency planning meeting must be arranged within **three working days or sooner if the risk is imminent**. Immediate action must be taken to respond to emergency situations.

The purpose of this meeting is to:

- Determine and agree whether or not significant risks as identified by the Hoarding Guidelines below (see p11.)
- Determine whether or not urgent action needs to be taken
- Agree whether or not a consensual approach possible
- Identify the legal remedies that are available,
- Agree who will implement them
- Agree timescales for action
- Agree monitoring and review arrangements. See list of organisations/agencies you may want to consider consulting with or inviting to the multi-agency meeting detailed below.

10. Organisations / agencies

The organisations / agencies you may want to consider consulting with, or inviting to, a multi-agency meeting may include.

- Fire and Rescue Service
- Adult Social Care
- Children's Services
- Mental Health Services
- Environmental Health
- Housing Provider
- Community Wardens
- Care Agencies
- Community Safety
- Integrated Care Board
- GP
- Community Health Services
- District Nurses
- Acute Hospital Trusts
- Prison
- Probation Service
- Learning Disability Services
- Complex Lives Team
- Drug and Alcohol services
- Ambulance Services
- Community / Voluntary Sector
- Legal advice / services
- Providers of utilities – gas, electricity, water, telephone
- Landlord

This list is not exhaustive

Flowchart to be added

Hoarding Risk Assessment Guidelines (see clutter image rating)

Area	Assessment
1. Property structure, services & garden area	<p>Assess the access to all entrances and exits for the property. (Note impact on any communal entrances & exits). Include access to roof space.</p> <ul style="list-style-type: none"> • Does the property have a working smoke alarm on each level? • Are the services connected? • Carry out a cursory Visual Assessment (nonprofessional) of the condition of the Services within the property e.g., plumbing, electrics, gas, air conditioning, heating, this will help inform your next course of action. • Can the occupant escape from all rooms in the event of a fire or other emergency? • Is there a clear plan of what to do in the event of a fire or other emergency and does everyone in the home know it? • Assess the garden; size, access, and condition.
2. Household Functions	<p>Assess the current functionality of the rooms and the safety for their proposed use. E.g., can the kitchen be safely used for cooking or does the level of clutter within the room prevent it.</p> <ul style="list-style-type: none"> • Select the appropriate rating on the clutter scale. • Please estimate the % of floor space covered by clutter • Please estimate the height of the clutter in each room
3. Health and Safety	<ul style="list-style-type: none"> • Assess the level of sanitation in the property. • Are the floors clean and are readily cleansed? • Are the work surfaces clean? • Are you aware of any odours in the property? • Is there rotting food? • Does the individual use candles, portable electric or gas heaters? • Did you witness a higher than expected number of flies or insects? • Are household members struggling with personal care? • Is there random or chaotic writing on the walls on the property? • Are there unreasonable amounts of medication collected? (Prescribed or over the counter?) • Is there evidence of illegal drug use? • Is the individual aware of any fire risk associated to the clutter in the property? • Is there faecal matter, urine, or other body fluids visible within the property?
4. Safeguarding Children and Adults	<ul style="list-style-type: none"> • Do any rooms rate 7 or above on the clutter rating scale? • Does the household contain children, young people or other adults at risk?

5. Animals and Pests	<ul style="list-style-type: none"> • Are there any pets at the property? • Are the pets well cared for, are you concerned about their health? • Is there evidence of any infestation? E.g., bed bugs, cockroaches, fleas, rats, mice, etc. • Are animals being hoarded at the property? • Are outside areas seen by the resident as a wildlife area? • Does the resident leave food out in the garden to feed foxes etc.
6. Personal Protective Equipment (PPE)	<ul style="list-style-type: none"> • Following your assessment do you recommend the use of Personal protective equipment (PPE) at future visits? Please detail. • Following your assessment do you recommend the resident is visited in pairs or with the Police? Please detail.

Level 1 (See clutter image rating)	Household environment is considered standard. No specialised assistance is needed. If the individual would like some assistance with general housework or feels they are declining towards a higher clutter scale, appropriate referrals can be made subject to age and circumstances.
Property structure, services & garden area	<ul style="list-style-type: none"> • All entrances and exits, stairways, roof space and windows accessible Smoke alarms fitted and functional or referrals made • to Merseyside Fire and Rescue to visit and install if criteria met • All services functional and maintained in good working order • Garden is accessible, tidy and maintained
Household Functions	<ul style="list-style-type: none"> • No excessive clutter, all rooms can be safely used for their intended purpose • All rooms are rated 0-3 on the Clutter Rating Scale • No additional unused household appliances appear in unusual locations around the property • Property is maintained within terms of any lease or tenancy agreements where appropriate • Property is not at risk of action by Environmental Health
Health and Safety	<ul style="list-style-type: none"> • Property is clean with no odours, (pet or other). • No rotting food • No concerning use of candles • No concern over flies • Residents managing personal care • No writing on the walls • Quantities of medication are within appropriate limits, in date and stored appropriately • Drying clothing inappropriately / inappropriate heating
Safeguard of Children and Adults	<ul style="list-style-type: none"> • No concerns for household members
Animals and Pets	<ul style="list-style-type: none"> • Any pets at the property are well cared for • No pests or infestations at the property
Protective Personal Equipment (PPE)	<ul style="list-style-type: none"> • No PPE required • No visit in pairs required

Level 1	Actions
Referring Agency	<ul style="list-style-type: none"> • Discuss concerns with the individual • Raise a request to Merseyside Fire & Rescue for a Home Fire Safety Check • Refer to adult social care for assessment if appropriate • Refer to GP if appropriate
Environmental Health	<ul style="list-style-type: none"> • No action
Social Landlords	<ul style="list-style-type: none"> • Provide details on debt advice if appropriate to circumstances. • Refer to GP if appropriate • Refer to Social Care for a care and support assessment if appropriate • Provide details of support streams open to the resident via charities and self-help groups • Ensure residents are maintaining all tenancy conditions • Refer for tenancy support if appropriate • Ensure that all utilities are maintained and serviceable
Practitioners	<ul style="list-style-type: none"> • Complete Hoarding Assessment • Make appropriate referrals for support to other agencies • Refer to social landlord if the client is their tenant or leaseholder
Emergency Services	<ul style="list-style-type: none"> • Merseyside Fire & Rescue - Carry out a Home Fire Safety Check if it fulfils service criteria and share with statutory agencies • Merseyside Police and North West Ambulance Service - ensure information is shared with statutory agencies and feedback is provided to referring agency on completion of home visits
Animal Welfare	<ul style="list-style-type: none"> • No action unless advice requested
Safeguarding of Children and Adults	<ul style="list-style-type: none"> • Safeguarding Adults - No action unless concerns of abuse are noted in relation to adults at risk • Safeguarding Children - Does the household contain children, young people? If the level of risk is at Level 1 then a referral to Children's Services is likely not required as other agencies will support the family. However early intervention services may be able to offer support and so a referral to the Parenting and Family Support Services should be considered. Consideration must be given to how the child's needs will be a priority, supported and monitored and this should be clearly recorded.

Level 2	Household environment requires professional assistance to resolve the clutter and the maintenance issues in the property.
Property, structure, services and garden area	<ul style="list-style-type: none"> • Only major exit is blocked • Only one service is not fully functional or services not well maintained • Concern that services are not well maintained • Smoke alarms are not installed or not functioning • Garden is not accessible due to clutter, or is not maintained • Evidence of indoor items stored outside • Evidence of light structural damage including damp • Interior doors missing or blocked open • Consider where the clutter is i.e. round a heating source i.e.
Household functions	<ul style="list-style-type: none"> • Clutter is causing congestion in the living spaces and is impacting on the use of the rooms for their intended purpose. • Clutter is causing congestion between the rooms and entrances. • Room(s) scores between 4-5 on the clutter scale. • Inconsistent levels of housekeeping throughout the property • Some household appliances are not functioning properly and there may be additional units in unusual places. • Property is not maintained within terms of lease or tenancy agreement where applicable. • Evidence of outdoor items being stored inside
Health and Safety	<ul style="list-style-type: none"> • Kitchen and bathroom are not kept clean • Offensive odour in the property • Resident is not maintaining safe cooking environment • Some concern with the quantity of medication, or its storage or expiry dates. • No rotting food • No concerning use of candles • Resident trying to manage personal care but struggling • Inappropriate heating • CO detector
Safeguarding Children and Adults	<ul style="list-style-type: none"> • Hoarding on clutter scale 4 - 7 doesn't automatically constitute a Safeguarding Concern. • Please note all additional concerns for householders • Properties with children or vulnerable adults with additional support needs may trigger Safeguarding Concern or referral to social care
Animals and Pests	<ul style="list-style-type: none"> • Pets at the property are not well cared for • The individual is not unable to control the animals • Animal's living area is not maintained and smells • Animals appear to be under nourished or over fed • Any evidence of mice, rats at the property • Spider webs in house • Light insect infestation (bed bugs, lice, fleas, cockroaches, etc.) • Refer to RSPCA for advice and guidance
Personal health and safety	<ul style="list-style-type: none"> • Latex Gloves, boots or needle stick safe shoes, face mask, hand sanitizer, insect repellent • Personal protective equipment required

Level 2	Actions - In addition to actions listed below these cases need to be monitored regularly in the future due to RISK OF ESCALATION or REOCCURRENCE
Agency holding the case	<ul style="list-style-type: none"> • Refer to landlord if resident is a tenant • Refer to Environmental Health • Raise a request to Merseyside Fire & Rescue to provide fire prevention advice • Provide details of garden services • Refer for adult social care for support assessment • Referral to GP • Referral to debt advice if appropriate • Refer to Animal Welfare if there are animals at the property. • Ensure information sharing with all agencies involved to ensure a collaborative approach and a sustainable resolution.
Environmental Health	<ul style="list-style-type: none"> • Refer to Environmental Health with details of client, landlord (if relevant) referrer's details and overview of problems where appropriate • At time of inspection, Environmental Health Officer decides on appropriate course of action • Consider serving notices under Public Health Act 1936, Environmental Protection Act 1990, Prevention of Damage by Pests Act 1949 or Housing Act 2004 • Consider Works in Default if notices not complied with by occupier
Social Landlords	<ul style="list-style-type: none"> • Visit the individual to inspect the property and assess support needs • Refer for housing related support. • Ensure individual tenants are maintaining all tenancy conditions • Enforce tenancy conditions relating to tenants' responsibilities • Ensure information sharing with all agencies involved to ensure a collaborative approach and a sustainable resolution.
Practitioners	<ul style="list-style-type: none"> • Refer to Hoarding Guidance for Practitioners - 'Questions to Ask' • Complete Practitioners Assessment Tool • Ensure information sharing with all agencies involved to ensure a collaborative approach and a sustainable resolution.
Emergency Services	<ul style="list-style-type: none"> • Ensure information sharing with all agencies involved to ensure a collaborative approach and a sustainable resolution. • Provide feedback to referring agency on completion of home visits.
Animal Welfare	<ul style="list-style-type: none"> • Visit property to undertake a wellbeing check on animals at the property. • Educate client regarding animal welfare if appropriate- seek advice from the RSPCA. • Provide advice / assistance with re-homing animals
Safeguarding	<ul style="list-style-type: none"> • Safeguarding Children - Where concerns are identified for a child, a

Children and Adults	<ul style="list-style-type: none"> referral should be made to Children’s MASH Safeguarding Adults – refer to Careline if concerns of abuse are noted for adults a risk
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Level 3 (See clutter image rating)	Household environment will require intervention with a collaborative multi-disciplinary approach with the involvement from a wide range of professionals. This level of hoarding constitutes a Safeguarding concern due to the significant risk to health of the householders, surrounding properties and residents. Individuals are often unaware of the implication of their hoarding actions and oblivious to the
Property, structure, services and garden area	<ul style="list-style-type: none"> Limited access and egress to the property due to extreme clutter Evidence may be seen of extreme clutter seen at windows Evidence may be seen of extreme clutter outside the garden Garden not accessible and extensively overgrown Services not connected or not functioning properly Smoke alarms not fitted or not functioning Property lacks ventilation due to clutter Interior doors missing or blocked open Evidence of structural damage or outstanding repairs including damp There may be evidence of internal damp and / or mould. Evidence of indoor items stored outside
Household functions	<ul style="list-style-type: none"> Clutter is obstructing the living spaces and is preventing the use of the rooms for their intended purpose. Room(s) scores 7 - 9 on the clutter image scale Rooms not used for intended purposes or very limited Beds inaccessible or unusable due to clutter or infestation Entrances, hallways and stairs blocked or difficult to pass Toilets, sinks not functioning or not in use Individual at risk due to living environment Household appliances are not functioning or inaccessible Resident has no safe cooking environment Resident is using candles, electric or gas heating appliances - heating inappropriately Evidence of outdoor clutter being stored indoors. No evidence of housekeeping being undertaken Broken household items not discarded e.g. broken glass or plates Concern for declining mental health Property is not maintained within terms of lease or tenancy agreement where applicable Property is at risk of notice being served by Environmental Health
Health and Safety	<ul style="list-style-type: none"> Human urine and or excrement may be present Excessive odour in the property, may also be evident from the outside Rotting food may be present

	<ul style="list-style-type: none"> • Evidence may be seen of unclean, unused and or buried plates and dishes. • Broken household items not discarded e.g. broken glass or plates • Inappropriate quantities or storage of medication. • Pungent odour can be smelt inside the property and possibly from outside. • Concern with the integrity of the electrics • Inappropriate use of electrical extension cords or evidence of • unqualified work to the electrics. • Concern for declining mental health • Makeshift lighting due to not paying electricity bill – i.e., use of candles • Smoking in bed / increased risk of fire due to sedation from drugs and alcohol. • High use of Stimulant drug predominately Amphetamine which leads to “festering” i.e., taking electrical items apart including microwaves and sockets etc. • Meter rigging to get free gas and electricity.
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Safeguarding Children and Adults	<ul style="list-style-type: none"> • Hoarding on a clutter image scale of 7 – 9 constitutes a Safeguarding Concern for Children, Young People and Adults at Risk and must be reported • Cuckooing constitutes a Safeguarding Concern and must be reported i.e., vulnerable people’s homes being taken over for prostitution, drug selling and other criminal activities often the client becomes a prisoner in their own home, or they abandon the property. • Please note all additional concerns and risks for householders i.e., Children, young people, and adults at risk
Animals and Pests	<ul style="list-style-type: none"> • Animals at the property at risk due the level of clutter in the property • Resident may not be able to control the animals at the property • Animal’s living area is not maintained and smells • Animals appear to be under nourished or over fed • Hoarding of animals at the property • Heavy insect infestation (bed bugs, lice, fleas, cockroaches, ants, silverfish, etc.) • Visible rodent infestation • Refer to RSPCA
Personal Health and Safety	<ul style="list-style-type: none"> • Visits where Personal protective equipment (PPE) required: i.e., • Latex Gloves, boots or needle stick safe shoes, face mask, hand sanitizer, insect repellent.

	<ul style="list-style-type: none"> • Inappropriate use of electrical extension cords or evidence of • unqualified work to the electrics. • Concern for declining mental health • Makeshift lighting due to not paying electricity bill – i.e., use of candles. • Smoking in bed / increased risk of fire due to sedation from drugs and alcohol. • High use of Stimulant drug predominately Amphetamine which leads to “festering” i.e., taking electrical items apart including microwaves
Safeguarding Children and Adults	<ul style="list-style-type: none"> • Hoarding on a clutter image scale of 7 – 9 constitutes a Safeguarding Concern for Children, Young People and Adults at Risk and must be reported • Cuckooing constitutes a Safeguarding Concern and must be reported i.e., vulnerable people’s homes being taken over for prostitution, drug selling and other criminal activities often the client becomes a prisoner in their own home, or they abandon the property. • Please note all additional concerns and risks for householders i.e., Children, young people, and adults at risk
Animals and Pests	<ul style="list-style-type: none"> • Animals at the property at risk due the level of clutter in the property • Resident may not be able to control the animals at the property • Animal’s living area is not maintained and smells • Animals appear to be under nourished or over fed • Hoarding of animals at the property • Heavy insect infestation (bed bugs, lice, fleas, cockroaches, ants, silverfish, etc.) • Visible rodent infestation • Refer to RSPCA
Personal Health and Safety	<ul style="list-style-type: none"> • Visits where Personal protective equipment (PPE) required: i.e., • Latex Gloves, boots or needle stick safe shoes, face mask, hand sanitizer, insect repellent.

Level 3	Actions
Agency holding the case	<ul style="list-style-type: none"> • Report to Careline within 24 hours • Report to Merseyside Fire & Rescue within 24 hours to provide fire prevention advice.
Environmental Health	<ul style="list-style-type: none"> • Refer to Environmental Health with details of client, landlord (if relevant) referrer's details and overview of problems • At time of inspection, EHO decides on appropriate course of action • Consider serving notices under Public Health Act 1936, Environmental Protection Act 1990, Prevention of Damage by Pests Act 1949 or Housing Act 2004 • Consider Works in Default if notices not complied by occupier
Landlord	<ul style="list-style-type: none"> • Visit the individual to inspect the property and assess support needs • Attend the urgent multi agency planning meeting
	<ul style="list-style-type: none"> • Enforce tenancy conditions relating to tenants' responsibilities • If the individual refuses to engage serve Notice of Seeking Possession under Ground 13 to Schedule 2 of the Housing Act 1988
Practitioners	<ul style="list-style-type: none"> • Refer to "Hoarding Guidance for Practitioners - Questions to ask" (see p.27) Complete Hoarding Assessment Tool • Ensure information sharing with all agencies involved to ensure a collaborative approach and a sustainable resolution
Emergency Services	<ul style="list-style-type: none"> • Attend the urgent multi-disciplinary planning meeting on request • Ensure information sharing with all agencies involved to ensure a collaborative approach and a sustainable resolution. • Provide feedback to case holding agency on completion of home visits.
Animal Welfare	<ul style="list-style-type: none"> • Notify the RSPCA for further advice and guidance. • Visit property to undertake a wellbeing check on animals at the property • Remove animals to a safe environment • Educate client regarding animal welfare if appropriate • Take legal action for animal cruelty if appropriate • Provide advice / assistance with re-homing animals
Safeguarding Adults	<ul style="list-style-type: none"> • Safeguarding Concerns should progress to enquiry planning
Safeguarding Children	<ul style="list-style-type: none"> • Refer to Children's Services MASH if children or young people present within 24 hours

Clutter Image Scale

Clutter Image Rating – Kitchen

Please select the photo that most accurately reflects the amount of clutter in your room



1



2



3

Level 1



4



5



6

Level 2



7



8



9

Level 3

Clutter Image Rating: Living Room

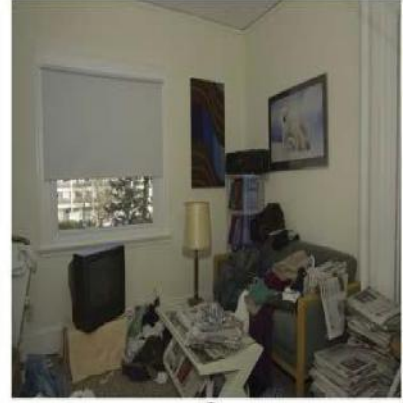
Please select the photo that most accurately reflects the amount of clutter in your room



1



2



3

Level 1



4



5



6

Level 2



7



8



9

Level 3

Clutter Image Rating: Bedroom

Please select the photo that most accurately reflects the amount of clutter in your room



1



2



3

Level 1



4



5



6

Level 2



7



8



9

Level 3

Clutter Image Rating

Using the 3 series of pictures (CIR: Living Room, CIR: Kitchen, and CIR: Bedroom), please select the picture that best represents the amount of clutter for each of the rooms of your home. Put the number on the line below.

Please pick the picture that is closest to being accurate. Even if it is not exactly right.

If your home does not have one of the rooms listed, just put NA for "not applicable" on that line.

Room	Number of closest corresponding picture (1-9)
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Living Room	
Kitchen	

Bedroom #1	
Bedroom #2	

Also, please rate other rooms in your house that are affected by clutter on the lines below. Use :the CIR: Living Room pictures to make these ratings.

Dining room	
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Hallway	
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Garage	
--------	--

Basement	
----------	--

Attic	
-------	--

Car	
-----	--

Other Please Specify:	
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Questions to ask in hoarding cases where there are concerns about safety

Each question may lead to further questions.

- How do you get in and out of your property, do you feel safe living here?
- Have you ever had an accident, slipped, tripped up or fallen, how did it happen?
- How have you made your home safer to prevent this (above) from happening again?
- How do you move safely around your home (where the floor is uneven or covered, or there are exposed wires, damp, rot, or other hazards)?
- How do you get hot water, lighting, heating in here? Do these services work properly? Have they ever been tested?
- How do you manage to keep yourself warm? Especially in winter?
- Do you have an open bar fire, convection heater or Calor heater?
- When did you last go out in your garden? Do you feel safe to go out there?
- Are you worried about other people getting into your garden to try and break-in? Has this ever happened?
- Are you worried about mice, rats or foxes, or other pests? Do you leave food out for them?
- Have you ever seen mice or rats in your home? Have they eaten any of your food? Or got upstairs and be nesting anywhere?
- Can you prepare food, cook, and wash up in your kitchen?
- Do you use your fridge? Can I have look in it? How do you keep things cold in the hot weather?
- How do you keep yourself clean? Can I see your bathroom? Are you able to use your bathroom and use the toilet, ok? Have a wash, bath? Shower?
- Can you show me where you sleep and let me see your upstairs rooms? Are the stairs safe to walk up? (If there are any)
- Where do you sleep? Are you able to change your bed linen regularly? When did you last change them?
- What do you do with your dirty washing? How do you keep yourself warm enough at night? Have you got extra coverings to put on your bed if you are cold?
- Are there any broken windows in your home? Any repairs that need to be done?
- Have you experienced weight loss recently? How long ago? When did you last see your GP?
- Have you had a Home Safety Check by Merseyside Fire and Rescue?
- The following are questions regarding the imminent risk of fire. If the answer to any of these questions is yes, then report as a matter of urgency to the Fire and Rescue service and raise urgently through your line management system.

Significant danger

- Has a fire ever started by accident?
 - Do you ever use candles or an open flame to heat and light here?
 - Do you ever cook on a camping gas or a barbeque inside your home?
 - Do you use your gas cooker or portable heater to heat your home?
 - Do you dry clothing on or close to portable heaters / gas fires
 - Do you have clear escape routes in and out of the property?
 - Do you have keys accessible to door / windows? Are you able to use a window in the event of a fire to call for help or get fresh air?
-
- Do you have a form of communication to ask for help?

Hoarding Insight Characteristics

Use this guide as a baseline to describe the client's attitude towards their hoarding. Provide additional information in your referrals and reports to enable a tailored approach that is relevant to you client.

Good or fair insight:

The client recognises that hoarding – related beliefs and behaviours (relating to difficulty discarding items, clutter or excessive acquisition) are problematic. The client recognises these behaviours in themselves.

Poor insight

The client is mostly convinced that hoarding – related beliefs and behaviours (relating to difficulty discarding items, clutter or excessive acquisition) are not problematic despite evidence to the contrary. The Client might recognise a storage problem but has little self – recognition or acceptance of their own hoarding behaviour.

Absent (delusional) insight

The Client is convinced that hoarding- related beliefs and behaviours (relating to difficulty discarding items, clutter or excessive acquisition) are not problematic despite evidence to the contrary. The Client is completely accepting of their living environment despite it being a hoard and possibly a risk to health.

Detached with assigned blame

The client has been away from their property for an extended period. The client has formed a detachment from the hoarded property and is now convinced a 3rd party is to blame for the condition of the property. For example, a burglary has taken place, squatters or other household members

Hoarding Risk Management Tool

(Complete Section 1 and review at the MARAM / hoarding meeting,
Section 2 at each review meeting, EVERY subsequent meeting)

Section 1	
1. Name of Adult	Date of birth / /
2. Address of Adult (if homeless state)	
3. LAS Nos/ NHS Number	
4. Date of Assessment /face to face conversation to establish outcomes	
5. Name(s) of workers/individuals involved in the risk assessment /face to face.	
6 What does the adult want as outcomes	

7. Current Risk factors (include client's insight to self-neglect / hoarding and outcomes of mental capacity assessments)	6. Relevant previous risk factors	Source of risk data – service user, workers, files etc. Information verified as current and accurate?
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Scoring the risk

Clutter image ratings (if hoarding issue)

Living Room

Bedroom 1Other rooms, please state:

Kitchen

Bedroom 2

Please tick if present

Fire risk	Homeless	Concerns over house cleanliness	Animal waste in house	Concern for children /young people at property	Structural damage to property / missing doors
Visible human faeces	Rotten food	Insect or rodent infestation	Large number of animals in house	Concern for other adults at the house	Clutter / waste outside
Domestic abuse	Lack of personal hygiene	Lack of nutrition / hydration	Mental health issues	Physical health issues	Learning disability / difficulty
No / broken family network	Lack of motivation	Crime involvement	Begging	Disguised compliance	Subject of previous serious assaults/ abuse /exploitation
Risky / chaotic behaviour	Inappropriate clothing	Socially withdrawn	Anti-social behaviour	Non-compliance / neglect of healthcare	Heavy smoker implicating fire risk
Writing on property walls	Previous convictions sexual offences	Previous convictions of	Violent / aggressive/ abusive behaviour	Expressing suicidal thoughts	At risk of deliberate self-harm
Alcohol misuse	Substance misuse	Other addictions state;	Evidence of weight loss i.e. baggy clothes	At risk of breaching probation	Refusal of assistance from services / non engagement

Using the risk assessment guide identify the level of risk – Tick as appropriate	Level 1	Level 2	Level 3
Is the case entering the Self Neglect / Hoarding procedure?	YES/ NO		
Rationale for the decision:			
Risk Management plan			
please detail what actions will be taken, when, by whom, and what contingency plans have been agreed			
What action will be taken	By whom	By when	

Section 2 - Multi-agency MARAM / Hoarding Review Meeting

Date of Review:

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To be completed at each review meeting (Virtual or Actual)

Review Record – Detail **I below how the Risk Management Plan has been implemented.**

Contact with the individual? By whom, when, if not what attempts have been individual made?	Have any elements of the Management Plan been implemented – detail

Have the risks increased – what has changed? What can be done to address this? At this point rescore risk using the clutter image rating and Assessment Tool Guidelines	Have the risks decreased – what has changed? At this point rescore risk. Have the outcomes agreed with the adult been met? Is it appropriate to exit this hoarding procedure?

Revised Hoarding Management Plan or Exit Plan: What actions have been agreed and who will carry them out?

Action	Name of workers	Timescales
Date of next review	Venue – if meeting	
Organisational Risk score – high/medium/low. Who will notify the relevant service manager -		
Name of Service manager notified of the risks,	Contact details/ Telephone Number:	
Date Notified to senior manager		
<p align="center">This completed form should be stored on the leading organisations system. Senior Managers should be informed and updated on high risk cases</p>		

Appendix 5. Useful contacts and references

Liverpool Safeguarding Adults Board Hoarding Task and Finish Group would like to credit Essex, Southend and Thurrock Multi-Agency Hoarding Guidance, Haringey Borough Multi-agency hoarding protocol and Nottingham City and Nottinghamshire hoarding framework in developing this protocol.

<p>Careline – <i>Report a Safeguarding concern or a referral for assessment of care and support needs to Careline Liverpool City Council</i></p>	<p>0151 233 3800</p> <p>Website - http://www.liverpool.gov.uk</p>
<p>Merseyside Fire and Rescue Service-</p> <p><i>Request a home fire safety check</i></p>	<p>0800 731 5958</p> <p>Website - https://www.merseyfire.gov.uk/asp/pages/fsd/fsd.aspx</p>
<p>Liverpool Environmental Health</p>	<p>0151233 3055</p> <p>Email – environmental.health@liverpool.gov.uk</p>
<p>SCIE report 46 2011</p> <p><i>Self-neglect and adult safeguarding: findings from research, Suzy Braye, University of Sussex David Orr, University of Sussex and Michael Preston-Shoot, University of Bedfordshire Final Report to the Department of Health</i></p>	<p>Website – https://www.scie.org.uk</p>
<p>The Association of Professional De-clutterers & Organisers (UK) - <i>Professional network of those in the de-cluttering and organising industry</i></p>	<p>Website - http://www.apdo-uk.co.uk/about.php</p>
<p>Help for Hoarders - <i>Provides information, support and advice for hoarders and their families, including</i></p>	<p>Website - www.helpforhoarders.co.uk</p>

<i>online support forums</i>	
Hoarding UK - Provides information, support for hoarders and agencies, including local support groups	Website - www.hoardinguk.org
Hoarding Support Group – ‘Weekly peer support group’ in Liverpool ran by hoarders offering advice and support	Website – www.hoardershelpinghoarders.co.uk
The National Housing Federation	Website - http://www.housing.org.uk
The Kings Fund - ideas that Change Healthcare	Website - https://www.kingsfund.org.uk
Think outside the box – Liverpool Housing Trust’s model for managing hoarding behaviours	Website - http://www.housing.org.uk/blog/time-to-think-outside-the-box-about-hoarders/
Anxiety Care Uk – Working with you towards recovery	07552 877219 Website- anxietycare.org.uk
Children of Hoarders - Awareness, understanding and support for children of hoarders	Website - www.childrenofhoarders.com
Counselling Directory - Hoarders	Website - http://www.counselling-directory.org.uk/compulsive-hoarding.html
Clouds End Live Well Liverpool City Region	Website - https://www.livewellliverpool.info/Services/288/Clouds-End

<i>Advice and Support for people with a hoarding disorder. We work with people suffering from hoarding disorder in their homes but also with social services</i>	
Zyra's pages are written about hoarding by a hoarder and introduce a different approach to managing hoarding	Website - www.zyra.net/hoarding www.zyra.net/hoarders
Compulsive hoarding & OCD - up to date information on research, diagnosis, measurement, treatment, support and the latest views.	Website - www.complusive-hoarding.org
OCD UK – supporting children and adults affected by obsessive compulsive disorders	Website - www.ocduk.org/hoarding
FLYLADY - Offers a system for organizing and managing a home, based on the concept of daily routines and a focus on small, time- and space-limited tasks	Website - www.flylady.net
Clutter Gone – Decluttering Service	01279 792000
Mind	03001233393
Chartered Institute of Environmental Health <i>Professional Practice Note: Hoarding and how to approach it – guidance for Environmental Health Officers and Others</i>	http://www.cieh.org/uploadedFiles/Core/Policy/Publications and information services/Policy publications/Publications/Hoarding_PPN_May09.pdf

Appendix 6. Legal intervention and enforcement measures

The Care Act 2014

Sets out in one place, local authorities' duties in relation to assessing people's needs and their eligibility for publicly funded care and support.

Under the Care Act 2014, local authorities must:

- carry out an assessment of anyone who appears to require care and support, regardless of their likely eligibility for state-funded care
- focus the assessment on the person's needs and how they impact on their wellbeing, and the outcomes they want to achieve
- involve the person in the assessment and, where appropriate, their carer or someone else they nominate
- provide access to an independent advocate to support the person's involvement in the assessment if required
- consider other things besides care services that can contribute to the desired outcomes (e.g. preventive services, community support)
- use the new national minimum threshold to judge eligibility for publicly funded care and support.

Self-neglect - Care and Support Statutory Guidance 2016

This covers a wide range of behaviour neglecting to care for one's personal hygiene, health or surroundings and includes behaviour such as hoarding. It should be noted that self-neglect may not prompt a section 42 enquiry. An assessment should be made on a case by case basis. A decision on whether a response is required under safeguarding will depend on the adult's ability to protect themselves by controlling their own behaviour. There may come a point when they are no longer able to do this, without external support.

Working Together to Safeguard Children 2015

Providing early help is more effective in promoting the welfare of children than reacting later. Early help means providing support as soon as a problem

emerges, at any point in a child's life, from the foundation years through to the teenage years. Early help can also prevent further problems arising, for example, if it is provided as part of a support plan where a child has returned home to their family from care.

Mental Capacity Act 2005

A person must be assumed to have capacity unless it is established that he lacks capacity. A person is unable to make a decision for himself if he is unable:

- a) To understand the information relevant to the decision
 - b) To retain that information
 - c) To use or weigh that information as part of the process of making the decision, or
 - d) To communicate his decision [whether by talking, using sign language or any other means.]
- An inability to satisfy any one of these four conditions would render the person incapable. Under section 2 of the Mental Capacity Act 2005 under Best Interest the decision maker must:

- a) Consider whether it is likely that the person will at some time have capacity in relation to the matter in question.
- b) Permit and encourage the person to participate as fully as possible in any act done for him and any decision affecting him.
- c) Consider the person's past and present wishes and feelings [and, in particular, any relevant written statement made by him when he had capacity.
- d) Consider the beliefs and values that would be likely to influence his decision if he had capacity, and the other factors that he would likely to consider if he were able to do so.
- e) Take into account, if it is practicable and appropriate to consult them, the views of:
 - anyone named by the person as someone to be consulted on the matter in question or in matters of that kind.
 - anyone engaged in caring for the person or interested in his welfare.
 - any appointee of a Lasting Power of Attorney granted by the person
 - any deputy appointed for the person by the court

Mental Capacity Act 2005 - Code of Practice

The Mental Capacity Act codes of practice guidance notes cover:

- Who should assess capacity?
- Whether the person has made an advance decision or given authority to someone else to make this decision.
- How to determine "Best Interest" and when to call a Best Interest meeting.
- The role and function of the Independent Mental Capacity Advocate.
- The role of the Court of Protection.

When assessing someone who self-neglects it is important to remember that when a person makes a decision which is unwise, inappropriate or places themselves at risk, this does not necessarily mean that they lack capacity to make that decision. Poor decision making alone does not constitute lack of capacity. The assessment of capacity must be based on the person's ability to make a decision in relation to the

relevant matter. In case of self-neglect where a person is repeatedly making decisions that place him/herself at risk and could result in preventable suffering or damage, an assessment of capacity should be undertaken.

When a vulnerable adult has been assessed under the Mental Capacity Act as lacking capacity, a referral to an Independent Mental Capacity Advocate will assist to ensure that any action taken is on the basis of the person's best interest.

The action taken should consider:

- The wishes, feelings, values and benefits of the person who has been assessed as lacking mental capacity.
- The views of family members, parents, carers and other people interested in the welfare of the person lacking capacity, if it is practical and appropriate.
- The views of any person who holds an Enduring Power of Attorney or a Lasting Power of Attorney.
- The views of any Deputy appointed by the Court of Protection to make decisions on the person's behalf

Section 135 Mental Health Act 1983

Provides the authority to seek a warrant authorising a Police Officer to enter premises if it is believed that someone is suffering from a mental disorder, is being ill-treated or neglected or kept otherwise than under proper control anywhere within the jurisdiction of the court, or being unable to care for himself and is living alone in any such place.

This allows the Police Officer with a Doctor and Approved Mental Health Professional to enter the premises and remove the person to a place of safety for a period of up to 72 hours with a view to an application being made under part II of the Act, or other arrangements for their treatment or care. A place of safety may include a suitable registered care home.

Section 7 of the Mental Health Act 1983 – Guardianship

Application for guardianship is made by an approved Mental Health Professional or the person's nearest relative (as defined under the Act). Two Doctors must confirm that:

- The patient is suffering from a mental disorder of a nature or degree that warrants reception into guardianship and.
- It is necessary in the interests of the patient's welfare or for the protection of others. The guardian must be a local social services authority, or person approved by the social services authority, for the area in which the proposed guardian lives.

Guardianship requires the.

- Patient to live at a place specified by the guardian

- Patient to attend places specified by the guardian for occupation, training or medical treatment (although the guardian cannot force the patient to undergo treatment) that a doctor, social worker or other person specified by the guardian can see the patient at home.

Mental Health Act 2007

Sections of the Mental Health Act may be applicable in cases of self-harm or self-neglect where the person is also suffering from a mental disorder. In 2007 the term personality disorder, which may be present in cases of self-harm now comes under the definition of “mental disorder”.

Sections 31 - 32 Public Health Act (1984)

Section 31 indicates that the occupier of a premises can be required to “cleanse and disinfect” the premises and to disinfect or destroy any unsanitary articles. If the occupier fails to comply, the local authority can take the necessary action and charge the occupier for doing so.

Section 32. The local authority can “cause any person to be removed to any temporary shelter or house accommodation provided by the authority”, with or without their consent using reasonable force if necessary.

Human Rights Act 1998

Article 8 - Right to respect for private and family life states that everyone has the right to respect for his private and family life, his home and correspondence and that there shall be no interference by a public authority with the exercise of this right except in certain circumstances. Any intervention must accord with the law and be for a range of reasons which include public safety and the protection of health or for the protection of the rights and freedoms of others.

Article 5 - Right to liberty and security states that no one should be deprived of his liberty other than in accordance with the procedure prescribed by law or in a number of specified circumstances. One of the provisions relates to ‘lawful detention for the prevention of the spreading of infectious diseases, of service users of unsound mind, alcoholics, drug addicts or vagrants.

Article 2 – Right to life - everyone's right to life shall be protected by law. No one shall be deprived of his life intentionally save in the execution of a sentence of a court following his conviction of a crime for which this penalty is provided by law. Deprivation of life shall not be regarded as inflicted in contravention of this article when it results from the use of force which is no more than absolutely necessary.

Equality Act 2010

The Act legally protects people from discrimination in the workplace and in wider society. It replaced previous anti-discrimination laws with a single Act, making the law easier to understand and strengthening protection in some situations. It sets out the different ways in which it’s unlawful to treat someone.

Environmental Protection Act 1990

The Local Authority has a duty to investigate statutory nuisances as set out in s79 of the Act. Where satisfied a statutory nuisance exists the Local Authority must serve a notice imposing requirements. The act contains various powers to take action once inside the premises.

Public Health Act 1936

The local authority can serve notice requiring the cleaning and disinfecting of premises which are filthy and or verminous. If the owner or occupier does not comply with the notice the local authority may carry out the work in default. The notice specifies what work is required but is restricted to the cleansing and removal of filthy items and not for hoarded goods.

Prevention of Damage by Pests Act 1949

The local authority can require land to be made free from rats and or mice where infested.

Housing Act 1985

Schedule 2: Grounds for possession of dwelling-houses let under secure tenancies Part, 1: Grounds on which a court may order possession if it considers it reasonable

Ground 3: The condition of the dwelling-house or of any of the common parts has deteriorated owing to acts of waste by, or the neglect or default of, the tenant or a person residing in the dwelling-house and, in the case of an act of waste by, or the neglect or default of, a person lodging with the tenant or a sub-tenant of his, the tenant has not taken such steps as he ought reasonably to have taken for the removal of the lodger or sub-tenant.

Community Protection Notice

A Community Protection Notice is new power under the Anti-social Behaviour, Crime and Policing Act 2014. The purpose of the Community Protection Notice is to stop a person over the age of 16 years old, a business or an organisation from committing anti-social behaviour which spoils the community's quality of life.

It can be used to deal with particular on-going problems or nuisances which negatively impact on or affect the community, by targeting those responsible. It can cover a wide range of anti-social behaviours and can be used against a wide range of perpetrators.

When considering if a Community Protection Notice is an appropriate approach, the agencies involved must be able to demonstrate that the behaviour has:

- a detrimental effect on the quality of life of those in the locality
- be of a persistent or continuing nature; and
- be unreasonable

When deciding whether the behaviour is having a detrimental effect, agencies will consult with the victims and / or potential victims to better understand the effect the behaviour is having.

Once an issue has been identified a written warning will be given to the alleged perpetrator of the problem behaviour requesting that they stop and also highlighting the consequences if they continue.

A Community Protection Notice can include a requirement to stop doing something, to start doing something, or to take reasonable steps to avoid further anti-social behaviour.

Breaching a Community Protection Notice is a criminal offence. If appropriate a fixed penalty notice can be issued or a fine of up to £20,000 for businesses.