

lancashire
safeguarding
adults board

Multi-Agency Hoarding Guidance

Appendix 1 to Self-Neglect Framework

Date: December 2018

Information Sheet

Title	Lancashire Safeguarding Adults Board (LSAB) Multi-agency Hoarding Guidance
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Please note that the website version of this document is the only version that is maintained. Any printed versions should therefore be viewed as 'uncontrollable' and may not be the most up-to-date.

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1. Introduction

The purpose of this document is to set out the protocol and process for organisations which may come across a resident in Lancashire who 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.

2. Aims of this Guidance

The aims of this Guidance are to:

- Create a safer and healthier environment for the individual and others affected by the hoarding behaviour, e.g. family and neighbours
- Develop a multi-agency pathway which will maximise the use of existing services and resources which may reduce the need for compulsory solutions
- Ensure that 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
- Develop creative ways of engaging individuals in the process
- Establish best practice and improve knowledge of legislation that relates to hoarding behaviour

3. Types of Hoarding

There are typically three types of hoarding:

- Inanimate objects: This is the most common. This could consist of one type of object or collection of a mixture of objects, such as old clothes, newspapers, food, containers or papers
- Animal hoarding: This is on the increase and often accompanied with the inability to provide minimal standards of care. The hoarder is unable to recognise that the animals are at risk because they feel they are saving them. The homes of animal hoarders are often eventually destroyed by the accumulation of animal faeces and infestation by insects
- Data Hoarding: This is a relatively new phenomenon. It could present with the storage of data collection equipment such as computers, electronic storage devices or paper. A need to store copies of emails, and other information in an electronic format

4. General Characteristics of Hoarding

- *Fear and anxiety*: compulsive hoarding may have started as a learnt behaviour or following a significant event such as bereavement. The person who is hoarding believes buying or saving things will relieve the anxiety and fear they feel. The hoarding effectively becomes their comfort blanket
- Any attempt to discard the hoarded items can induce feelings varying from mild anxiety to a full panic attack with sweats and palpitations
- *Long term behaviour pattern*: possibly developed over many years or decades of 'buy and drop'. Collecting and saving with an inability to throw away items without experiencing fear and anxiety
- *Excessive attachment to possessions*: people who hoard may hold an inappropriate emotional attachment to items
- *Indecisiveness*: people who hoard may struggle with the decision to discard items that are no longer necessary, including rubbish
- *Unrelenting standards*: people who hoard will often find faults with others; requiring others to perform to excellence while struggling to organise themselves and complete daily living tasks
- *Socially isolated*: people who hoard will typically alienate family and friends and may be embarrassed to have visitors. They may refuse home visits from professionals, in favour of office based appointments
- *Large number of pets*: people who hoard may have a large number of animals that can be a source of complaints by neighbours. They may be a self-confessed 'rescuer of strays'
- *Mentally competent*: people who hoard are typically able to make decisions that are not related to hoarding
- *Extreme Clutter*: hoarding behaviour may be in a few or all rooms and prevent them from being used for their intended purpose
- *Churning*: hoarding behaviour can involve moving items from one part of the property to another, without ever discarding them
- *Self-care*: a person who hoards may appear unkempt and dishevelled, due to lack of bathroom or washing facilities in their home. However, some people who hoard will use public facilities in order to maintain their personal hygiene and appearance
- *Poor insight*: a person who hoards will typically see nothing wrong with their behaviours and the impact it has on them and others
- *Avoidance*: a person will avoid many tasks, avoid people, avoid scenarios that may make them feel extremely anxious – Avoidance is the main area that stops hoarding making changes

However many hoarders may be well-presented to the outside world, appearing to cope with other aspects of their life quite well, and giving no indications of what is going on behind closed doors.

Health implications can include:

- Living in squalid conditions, infestations and associated diseases
- Limited cooking, bathing, heating, sometimes without connected utilities
- Self-neglect, leading to other medical complications
- Lack of mental capacity leading to unwise decisions making
- Anxiety and depression
- Serious risk to life, for example risk of fire and contamination

5. Detection and Associated Issues

Some issues may be identified by:

Access Issues

- Gaining access – as this is generally not welcomed
- Repairs or debt issues triggered by reactive visit
- Gas checks and necessary repairs – e.g. leaks into neighbouring properties – do contactors know when appropriate to report an issue

Neighbours, friends and relatives

- Smell or obvious pest problem – usually when it comes noticeable in neighbouring properties
- Concerned neighbours or complaint
- Items creeping into communal areas or outdoor space, overgrown gardens, and
- Concerned friends and family may make a report to partners

Un-scheduled/scheduled Visits

- Welcome visits/tenancy checks (indicates early on if potential problem)
- Periodic occupancy checks (home visit not by phone)
- GP, Fire or ambulance service –tends to be crisis point such as hospitalisation
- Meals on wheels or other domestic/carer/safety/occupational therapist visits
- Social worker/housing support worker
- Responsive visit e.g. repairs

General

- Information from previous landlord
- Case notes/handover between teams and sometimes between landlords

6. Mental Capacity

The Mental Capacity Act (MCA) 2005 provides a statutory framework for people who lack the capacity to make decisions by themselves. Professionals are required to pay regard to the MCA. 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 this 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

A person may lack capacity if at the time they are unable to make a decision for themselves in relation to the matter, because of an impairment or disturbance that is permanent or temporary.

When a person's hoarding behaviour poses a serious risk to their health and safety, professional intervention will be required. Emergency first responders will need to make time-specific decisions, based upon the facts presented and the urgency of the risks to individuals, in line with legislation and their organisation's own protocols. On the occasion that officers are called to incidents of an individual requiring support and where high risk hoarding is identified, they will make decisions as to the immediate safeguarding requirements, based upon the vulnerability of the individual presented at that time. They will respond appropriately in that moment and refer to other agencies for support and further assistance, as required, which may include formal assessments in relation to whether an individual has capacity to make specific decisions regarding their hoarding behaviour.

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 decision-specific assessment, which should be recorded appropriately. 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.

If it is decided that action needs to be taken without the consent of the adult, a full exploration of the legal options should be explored (See appendix A), identifying the risks and benefits of each option. Given the complex and diverse nature of self-neglect and hoarding, responses by a range of organisations are likely to be more effective than a single agency response.

7. Mental Health Disorder

Hoarding Disorder is recognised as a mental health condition in the Diagnostic & Statistical Manual (DSM-V), and it should be included as a mental health condition in its own right in the next edition of ICD-11 (International Classification of Diseases) published by the World Health Organisation, this next edition is due out in 2018.

8. Information Sharing

Practitioners must always seek the consent of the adult at the heart of the concern before taking action or sharing information. However there may be circumstances when consent cannot be obtained because the adult lacks the capacity to give it but the best interests of the individual or others at risk of harm demand action. In these cases Mental Capacity Act guidance should be followed.

In some cases, where an adult refuses consent, information can still lawfully be shared if it is in the public interest to do so. 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:

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

If there is any doubt about whether to share information, advice should be obtained from your organisations governance lead. Things to consider are:

- Adequate recording if the consent of the adult was obtained and if not why not
- What information was shared and with whom and how the request was received and recorded, and how the decision was made to share the information
- If third party information is involved if consent was obtained and if not which exemptions applied
- All agencies involved must follow the appropriate statutes and guidance

Under the General Data Protection Regulation (GDPR), organisations have the responsibility to ensure that personal information is processed lawfully and fairly. All adults have a right to view any information held about them. Practitioners should consider this when they are recording information about the adult.

9. 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. Lancashire 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.

10. Housing Support

Lancashire housing associations and registered landlords can and do play an important role in supporting people who hoard. Tenancy support and housing officers can help build up a relationship with their tenants in an effort to support people who are in need to avoid them losing their tenancy and becoming homeless. Tenancy support and housing officers have worked persistently and persuasively with some tenants to help them clear up their homes, often in combination with other services. Where a person may be hoarding and lives with a housing association property, the landlord should be contacted as soon as possible for a multi-agency response.

11. Safeguarding Children

Safeguarding Children refers to protecting children from maltreatment, preventing the impairment of their health or development and ensuring that they are growing up in circumstances consistent with the provision

of safe and effective care. Growing up in a hoarding property can put a child at risk by affecting their development and, in some cases, leading to the neglect of a child, which is a safeguarding issue.

The needs of the child at risk must come first and any actions we take must reflect this. Where children live in the property, a Safeguarding Children alert should always be raised. Please refer to the following link for guidance or complete the Lancashire CSC referral form:

<http://www.lancshiresafeguarding.org.uk/resources/assessment-and-referral.aspx>

12. 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 as neglect, 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 a manager or complete the Lancashire Safeguarding Adults Alert Form <http://www.lancshiresafeguarding.org.uk/lancashire-safeguarding-adults/>

13. 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 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. Discuss your concerns with the individual and with their consent and where appropriate make the necessary referral. Where you are unable to obtain consent information can still lawfully be shared if it is in the public interest to do so and where it may protect someone from serious harm.

Level 1 Minimal risk (Clutter Pictures 1-3)

- Lancashire Fire and Rescue Service for their home fire safety check service
- Consider referral to the GP if the adult appears to have low mood or is presenting with a physical condition that is affecting how they care for themselves and their home
- If the adult has care support needs that is having a significant effect on their wellbeing refer to Adult Social Care 0300 123 6720 for an assessment of their needs
- Liaise with landlord if resident is a tenant
- Liaise with Environmental Health

Level 2 Moderate risk (Clutter Pictures 4-6)

- Refer to landlord if resident is a tenant
- Refer to Environmental Health
- Raise a request to Lancashire Fire and Rescue for their Home Fire Safety Check service
- Provide details of garden services
- If the adult has care and supports needs that is having a significant effect on their wellbeing refer to adult social care for a care and support assessment
- Referral to GP to request a review of medical/psychological needs and impact of hoarding
- Referral to debt advice if appropriate
- Refer to animal welfare if there are animals at the property
- Ensure information sharing with all necessary statutory agencies

Level 3 High/Critical Risk (Clutter Pictures 7-9)

- Raise safeguarding concern within 24 hours if there are care and support needs
- If the individual does not meet the safeguarding thresholds for a referral, consider contacting Adult Social Care 0300 123 6720 regarding possible care and support needs assessment
- Raise a request to Lancashire Fire and Rescue Service within 24 hours to provide a Home Fire Safety Check
- Refer to Environmental Health

13.1 Example questions to ask as part of an assessment

Listed below are examples of questions you may wish to ask where you are concerned about someone's safety in their own home, where you suspect a risk of self-neglect and/or hoarding. Most adults with a hoarding problem will be embarrassed about their surroundings so try to ascertain information whilst being as sensitive as possible

- 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 do you move safely around your home? (Where floor is uneven or covered or there are exposed wires, damp, rot or other hazards)
- Has a fire ever started by accident? Is the property at risk from fire?
- How do you get hot water, lighting and heating in the property? Do these services work properly? Have they ever been tested
- Do you ever use candles or an open flame to heat and light here or cook with camping gas?
- How do you manage to keep yourself warm? Especially in winter?
- When did you last go out in your garden? Do you feel safe to go out there?
- Are you worried about other people getting in to 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)
- What do you do with your dirty washing?
- Where do you sleep? Are you able to change your bed linen regularly? When did you last change them?
- How do you keep yourself warm 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?
- Because of the number of possessions you have, do you find it difficult to use some of your rooms? If so which ones?
- Do you struggle with discarding things or to what extent do you have difficulty discarding (or recycling, selling, giving away) ordinary things that other people would get rid of?

13.2 A multi-agency response to hoarding

It is recognised that hoarding is a complex condition and it has become increasingly evident that a short term case management approach to people who hoard to a critical level is unlikely to be successful. It requires practitioners to build up trust with the adult in order for the adult to acknowledge there is an issue with their hoarding and the associated risks.

A multi-agency approach may be needed to explore options for encouraging engagement. Various agencies may have information about the adult and some may have established a relationship with them. A multi-agency meeting to share information and decisions about how best to intervene may need to be called. The meeting should consider the level and aspects of risk and ways in which agencies can contribute to managing the risk alongside the adult.

13.3 Responses to hoarding may include:

- If the person has capacity to make decisions about seeking help, then a referral, with their agreement, for psychological therapy or CBT would be indicated
- Working with the person over time to support them in clearing their hoard. It may involve targeted work with the person on a plan to gradually clear the hoard and supporting them to do this
- If the person lives in rented accommodation, they may need support in liaising with the landlord if they are threatened with eviction
- The person may need support in liaising with environmental or pest control departments
- With their agreement referral to the Fire Service for a preventative fire risk assessment
- If the person lacks capacity with regard to managing their environment, then they may need ongoing support with self-care and managing their domestic routine
- Careful assessment of capacity and a needs assessment is therefore important to establish how best and on what basis to intervene
- When a person has capacity then it is important to work with them and to understand their wishes and feelings. If the person lacks capacity to make relevant decisions best interest decision making may be necessary whilst still taking into account the person's wishes as far as these can be ascertained
- The lead agency involved with the adult may consider calling a multi-agency meeting to discuss a plan for intervention

The agencies who may be best placed to support people who self-neglect may be one or a combination of:

- Mental health services accessed via the GP
- Voluntary services to provide advocacy and practical support
- Housing tenancy support officers

- Environmental services
- Fire services
- Social work safeguarding enquiries, needs assessment and care planning, ongoing support and intervention
- Advocacy services

13.4 Working with adults who hoard and are at risk of harm

Practitioners should not automatically accept an initial refusal to engage with services as an unwise decision where it involves an adult at risk of harm due to hoarding. Contact should be maintained to build up trust and undertake an assessment of capacity over several visits. Sometimes an adult may present really well initially but further assessment of their capacity reveal that the person has no insight into the risk of harm to themselves or others.

When faced with constant refusal where the adult is at risk of serious harm the practitioner should consider calling a safeguarding strategy meeting and consider inviting the following agencies:

- Local Authority Legal Services
- GP or named GP for safeguarding adults if adult not registered with a GP
- Mental Health Professional or if not known to services Lancashire NHS Safeguarding Lead
- Registered Social Landlord if relevant
- Environment Health
- Family Member
- Independent Mental Capacity Advocate/Care Act Advocate

The purpose of the safeguarding strategy meeting is to assess the risk to the adult, decide if any further action is required, establish roles and responsibilities, decide which agency should take the lead and develop safeguard plans.

All information must recorded in the adult's case notes for each agency, ensuring appropriate information that can be shared is done so at the strategy meeting.

13.5 Adult with capacity refuses to engage with services

If it is deemed that the person has capacity and does not have a mental disorder, as defined under The Mental Health Act, that requires assessment or treatment and the adult continues to refuse services, the practitioner should complete their organisation's own risk assessment and agree who is best placed to monitor the individual and periodically offer support for an agreed period of time. The case must not be closed without the approval of their manager and all information must be recorded in the adult's case notes.

Appendix A. Legal Intervention and Enforcement Measures

Care Act 2014

The Care Act 2014 builds on recent reviews and reforms, replacing numerous previous laws, to provide a coherent approach to adult social care in England. Local authorities (and their partners, housing, welfare and employment services) must now take steps to prevent, reduce or delay the need for care and support for all local people.

Section 42 Care Act

The Care Act 2014 sets a clear framework for how local authorities should protect adults at risk of abuse or neglect. The Act places a duty on local authorities to make enquiries, or cause others to do so, if it believes that an adult:

- has needs for care and support (whether or not the authority is meeting those needs) and;
- is experiencing, or is at risk of, abuse or neglect, and;
- as a result of those needs is unable to protect himself or herself against the abuse or the neglect or the risk of it

Care Act 2014 Statutory Guidance

The Care Act statutory guidance was revised in March 2016 Chapter 14.17 states that self-neglect 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.

Mental Capacity Act 2005

If the person has been assessed as lacking capacity in relation to a matter relating to their welfare the Court of Protection has the power to make an order under Section 16(2) of the Mental Capacity Act, which makes the decision on the person's behalf to allow access to an adult lacking capacity. The court can also appoint a deputy to make welfare decisions for that person.

Mental Health Act 1983

If a mentally ill person is not receiving proper care, Section 115 of the Mental Health Act 1983 allows an approved mental health professional (AMHP) to enter and inspect any premises where the person is living. Entry of force is not permitted and there is no power to remove the person.

Under Section 135 (1) of the Act an AMHP can make an application to a Magistrate for a warrant authorising a police officer to enter, if necessary by force, any premises specified in the warrant if he/she believes that a person with a mental disorder is being ill-treated, neglected or otherwise being kept under proper control or, if living alone is unable to care for themselves. The patient may be moved to place of safety for up to 72 hours with a view to making an application for detention under the Act.

Environmental Health Powers

Environmental Health has certain powers which can be used in hoarding cases. Some are mentioned below. There is also a link to the Chartered Institute of Environmental Health which notes the growing list of statutory powers available to address hoarding and by means of a case study and the results of a survey, reviews the incidence and diversity of cases coming to the attention of environmental health authorities in the hope that, eventually, that may lead to better ways to resolve them.

Public Health Act 1936

Section 79: Power to require removal of noxious matter by occupier of premises

The Local Authority (LA) will always try and work with a householder to identify a solution to a hoarded property, however in cases where the resident is not willing to co-operate the LA can serve notice on the owner or occupier to “remove accumulations of noxious matter”. Noxious not defined, but usually is “harmful, unwholesome”. No appeal available. If not complied with in 24 hours, The LA can do works in default and recover expenses.

Section 83: Cleansing of filthy or verminous premises where any premises, tent, van, shed, ship or boat is either:

(a) Filthy or unwholesome so as to be prejudicial to health; or

(b) Verminous (relating to rats, mice other pests including insects, their eggs and larvae).

LA serves notice requiring clearance of materials and objects that are filthy, cleansing of surfaces, carpets etc. within 24 hours or more. If not complied with, Environmental Health can carry out works in default and charge. No appeal against notice but an appeal can be made against the cost and reasonableness of the works on the notice. Section 84: Cleansing or destruction of filthy or verminous articles.

Any article that is so filthy as to need cleansing or destruction to prevent injury to persons in the premises, or is verminous, the LA can serve notice and remove, cleanse, purify, disinfect or destroy any such article at their expense.

Prevention of Damage by Pests Act 1949

Section 4: Power of LA to require action to prevent or treat Rats and Mice

Notice may be served on owner or occupier of land/premises where rats and/or mice are or may be present due to the conditions at the time. The notice may be served on the owner or occupier and provide a

reasonable period of time to carry out reasonable works to treat for rats and/or mice, remove materials that may feed or harbour them and carry out structural works.

Environmental Protection Act 1990 Section 80: Dealing with Statutory Nuisances (SNs)

SNs are defined in section 79 of the Act and include any act or omission at premises that prevents the normal activities and use of another premises, including the following:

Section 79 (1)

- (a) Any premises in such a state as to be prejudicial to health or a nuisance
- (c) Fumes or gases emitted from [private dwellings] premises so as to be prejudicial to health or a nuisance
- (e) Any accumulation or deposit which is prejudicial to health or a nuisance
- (f) Any animal kept in such a place or manner as to be prejudicial to health or a nuisance.

The LA serves an Abatement Notice made under section 80 to abate the nuisance if it exists at the time or to prevent its occurrence or recurrence

Town and Country Planning Act 1990 Section 215: Power to require proper maintenance of land

- (1) If it appears to the local planning authority that the amenity of a part of their area, or of an adjoining area, is adversely affected by the condition of land in their area, they may serve on the owner and occupier of the land a notice under this section
- (2) The notice shall require such steps for remedying the condition of the land as may be specified in the notice to be taken within such period as may be so specified
- (3) Subject to the following provisions of this Chapter, the notice shall take effect at the end of such period as may be specified in the notice
- (4) That period shall not be less than 28 days after the service of the notice

For further guidance and information please refer to the Chartered Institute of Environmental Health Officers Professional Practice Note: Hoarding and How to Approach it

http://www.cieh.org/uploadedfiles/core/policy/publications_and_information_services/policy_publications/publications/hoarding_ppn_may09.pdf

Anti-Social Behaviour, Crime and Policing Act 2014

For landlords, hoarding is typically dealt with as anti-social behaviour, so actions taken by landlords are governed by the Anti-Social Behaviour, Crime and Policing Act 2014 ("the Act"), whose powers are currently being phased in. The advantage for landlords is that 2(1)(c) of the Act introduces the concept of "housing related nuisance", so that a direct or indirect interference with housing management functions of a provider or local authority, such as preventing gas inspections, will be considered as anti-social behaviour. Where the hoarder does have capacity, then the main sanctions include injunctions and possession orders.

Housing Act 1985

Where injunctions are not successful or appropriate, a landlord may wish to seek possession of the property. Severe hoarding will inevitably represent a clear breach of the tenancy agreement to either keep the property in a good state of repair, or to allow access for required works. Landlords will therefore be entitled to seek possession and evict the tenant under either Ground 1, Schedule 2 of the Housing Act 1985 (secure tenancies) or Ground 12, Schedule 2 of the Housing Act 1988 (assured tenancies). As a result of this action, the hoarder would be evicted and the landlord would usually need to clear the property at their own expense.

Appendix B. Clutter Image Rating Tool Guidance

Clutter Image Rating (CIR) – BEDROOM

Please select the CIR which closely relates to the amount of clutter



1



2



3



4



5



6



7



8



9

Clutter Image Rating (CIR) – LOUNGE

Please select the CIR which closely relates to the amount of clutter



1



2



3



4



5



6



7



8



9

Clutter Image Rating (CIR) – KITCHEN

Please select the CIR which closely relates to the amount of clutter



1



2



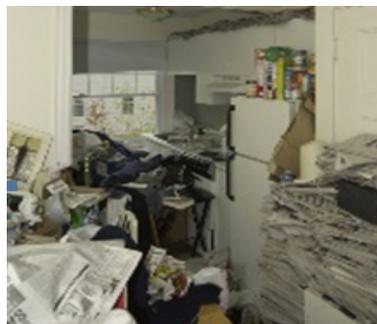
3



4



5



6



7



8



9

Appendix C. Assessment Tool Guidance

<p>1. Property structure, services & garden area</p>	<ul style="list-style-type: none"> • Assess the access to all entrances and exits for the property. (Note impact on any communal entrances & exits). Include access to roof space • Does the property have a smoke alarm? • Visual assessment (non-professional) 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 • Are the services connected? • Assess the garden. Size, access and condition
<p>2. Household functions</p>	<ul style="list-style-type: none"> • 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 • 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
<p>3. Public health and safety</p>	<ul style="list-style-type: none"> • Assess the level of sanitation in the property • What are the floors like? • What are the work surfaces like? • Are you aware of any odours in the property? • Is there rotting food? • Does the adult use candles? • Did you witness a higher than expected number of flies? • 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 the adult aware of any fire risk associated to the clutter in the property?
<p>4. Safeguarding children & family members</p>	<ul style="list-style-type: none"> • Do any rooms rate 7 or above on the clutter rating scale? • Does the household contain young people or children?

	<ul style="list-style-type: none"> • Does the household contact elderly or disabled adults?
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, rats, mice, etc • Are animals being hoarded at the property? • Are outside areas seen by the adult as a wildlife area? • Does the adult leave food out in the garden to feed foxes etc? • Are animals cared for in preference to other household members?
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? This should be considered for appropriateness for person centred working. Please detail • Following your assessment do you recommend the adult is visited in pairs? Please detail

Level One Actions

Level One: Clutter image rating 1 – 3	<i>Household environment is considered standard. No specialised assistance is needed. If the resident 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</i>
1. 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 Lancashire Fire and Rescue Service to visit and install if criteria met • All services functional and maintained in good working order • Garden is accessible, tidy and maintained
2. 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
3. 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
4. Safeguard of Children & Family members	<ul style="list-style-type: none"> • No concerns for household members
5. Animals and Pests	<ul style="list-style-type: none"> • Any pets at the property are well cared for • No pests or infestations at the property
6. Personal Protective Equipment (PPE)	<ul style="list-style-type: none"> • No PPE required • No visit in pairs required

Level One: Multi-Agency Actions

Level One	Multi-agency actions
Referring Agency	<ul style="list-style-type: none"> • Discuss concerns with the Individual • Raise a request to Lancashire Fire and Rescue Service for a Home Safety Check and to provide fire safety advice • Refer to Social Care for a care and support assessment • 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 form • 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"> • Lancashire Fire and Rescue Service- Carry out a Home Safety Check if it fulfils Service criteria and share with statutory agencies • Lancashire Police and North West Ambulance Service; <p>Ensure information is shared with statutory agencies & feedback is provided to referring agency on completion of home visits</p>
Animal Welfare	<ul style="list-style-type: none"> • No action unless advice requested
Safeguarding of Adults and Children	<ul style="list-style-type: none"> • Properties with adults presenting care and support needs should be referred to the appropriate Social Care referral point

Level Two Actions

Level Two: Clutter Image Rating 4 – 6	<i>Household environment requires professional assistance to resolve the clutter and the maintenance issues in the property</i>
1. Property structure, services & garden area	<ul style="list-style-type: none"> • Only major exit is blocked • 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
2. 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) score between 4 and 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
3. Health and Safety	<ul style="list-style-type: none"> • Kitchen and bathroom are difficult to utilise and access • 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 • Has good fire safety awareness with little or no risk of ignition • Resident trying to manage personal care but struggling • No risk to the structure of the property
4. Safeguard of Children & Family members	<ul style="list-style-type: none"> • Hoarding on clutter scale 4 -7. Consider a Safeguarding Assessment • Properties with adults presenting care and support needs should be referred to the appropriate Social Care referral point • Please note all additional concerns for householders
6. Personal Protective Equipment (PPE)	<ul style="list-style-type: none"> • Latex gloves, boots or needle stick safe shoes, face mask, hand sanitizer, insect repellent. • Is PPE required?

Level Two: Multi-Agency Actions

Level Two	<i>In addition to actions listed below these cases need to be monitored regularly in the future due to RISK OF ESCALATION or REOCURRENCE</i>
Referring Agency	<ul style="list-style-type: none"> • Refer to landlord if resident is a tenant • Refer to Environmental Health if resident is a freeholder • Raise a request to Lancashire Fire and Rescue Service for their Home Fire Safety Check service • Provide details of garden services • Refer to Social Care for a care and 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 necessary statutory agencies
Environmental Health	<ul style="list-style-type: none"> • Carry out an inspection of the property utilising the referral form • At the time of inspection, Environmental Health Officer decides on appropriate course of action • Consider serving notices under 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
Social Landlord	<ul style="list-style-type: none"> • Visit resident to inspect the property and assess support needs • Refer internally to assist in the restoration of services to the property where appropriate • Ensure residents are maintaining all tenancy conditions • Enforce tenancy conditions relating to residents responsibilities • Ensure information sharing with all necessary statutory agencies
Practitioners	<ul style="list-style-type: none"> • Carry out an assessment of the property utilising the referral form • Ensure information sharing with all agencies involved to ensure a collaborative approach and a sustainable resolution
Emergency Services	<ul style="list-style-type: none"> • Lancashire Fire and Rescue Service; Carry out a Home Fire Safety Check, share risk information with statutory agencies and consider assistive technology • Lancashire 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 via the referral form
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 • Provide advice/assistance with re-homing animals
Safeguarding Adults and Children	<ul style="list-style-type: none"> • Properties with adults presenting care and support needs should be referred to Adult Social Care referral point

Level Three Actions

<p>Level Three: Clutter image rating 7 - 9</p>	<p><i>Household environment will require intervention with a collaborative multi-agency approach with the involvement from a wide range of professionals. This level of hoarding constitutes a Safeguarding alert due to the significant risk to health of the householders, surrounding properties and residents. Residents are often unaware of the implication of their hoarding actions and oblivious to the risk it poses</i></p>
<p>1. Property structure, services & garden area</p>	<ul style="list-style-type: none"> • Limited access to the property due to extreme clutter • Extreme clutter may be seen at windows • Extreme clutter may be seen outside the property • 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 • Evidence of structural damage or outstanding repairs including damp • Interior doors missing or blocked open • Evidence of indoor items stored outside
<p>2. Household Functions</p>	<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 are 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 • Resident at risk due to living environment • Household appliances are not functioning or inaccessible • Resident has no safe cooking environment • Resident is using candles • Evidence of outdoor clutter being stored indoors • No evidence of housekeeping being undertaken • Broken household items not discarded e.g. broken glass or plates • Property is not maintained within terms of lease or tenancy agreement where applicable • Property is at risk of notice being served by Environmental Health
<p>3. Health and Safety</p>	<ul style="list-style-type: none"> • Human urine and excrement may be present • Excessive odour in the property may also be evident from the outside • Rotting food may be present • Evidence may be seen of unclean, unused and or buried plates and dishes

	<ul style="list-style-type: none"> • 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
4. Safeguard of Children & Family members	<ul style="list-style-type: none"> • Properties with adults presenting care and support needs should be referred to the appropriate Social Care referral point • Please note all additional concerns for householders
5. 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 able to control the animals at the property • Animals' 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
6. Personal Protective Equipment (PPE)	<ul style="list-style-type: none"> • Latex gloves, boots or needle stick safe shoes, face mask, hand sanitizer, insect repellent • Visit in pairs required

Level Three: Multi-Agency Actions

Level Three	Multi-agency Actions
Referring Agency	<ul style="list-style-type: none"> • Raise Safeguarding Alert within 24 hours if there are care and support needs • If the individual does not meet the safeguarding thresholds for a referral, consider contacting Social Care regarding possible care and support needs assessment • Raise a request to Lancashire Fire and Rescue within 24 hours to provide their Home Fire Safety Check service • Refer to Environmental Health
Environmental Health	<ul style="list-style-type: none"> • Carry out an inspection • At time of inspection, EHO decides on appropriate course of action • Consider serving notices under 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 resident to inspect the property and assess support needs • Attend multi agency hoarding meeting or VPP/ CPP • Enforce tenancy conditions relating to residents responsibilities
Practitioners	<ul style="list-style-type: none"> • Refer to “Hoarding Guidance Questions for practitioners” • 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"> • Lancashire Fire and Rescue Service – Carry out a Home Fire Safety Check, share risk information with statutory agencies • Lancashire 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 • Attend any strategy meetings on request • 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 • 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

Appendix D. Practitioner's Hoarding Assessment

This assessment should be completed using the information you have gained using the Practitioner's Guidance Questions. Complete this review away from the client's property and in conjunction with the Multi-Agency Hoarding Protocol Assessment Tool. ***This is for individual agencies to consider for adoption to record their assessments. It is not intended to be used as a referral into other agencies.***

Date of Home Assessment			
Client's Name			
Client's Date of Birth			
Address			
Client's Contact Details			
Type of Dwelling	Yes/No	Tenant – Name & Address of Landlord	
Household Members	Name	Relationship	DOB
Pets – Indicate what pets and any concerns			
Agencies Currently Involved			
Non-Agency Support Currently in Place			
Client's Attitude Toward Hoarding			

<i>Please Indicate if Present at the Property</i>							
Structural Damage to Property		Insect or Rodent Infestation		Large Number of Animals		Clutter Outside	
Rotten Food		Animal Waste in House		Concerns Over the Cleanliness of Property		Visible Human Faeces	
Concerns of Self Neglect		Concerns for Children at Property		Concerns for Other Adults at Property			

Using the Clutter Image Scale Please Score Each of the Rooms Below

Bedroom 1		Bedroom 4		Separate Toilet	
Bedroom 2		Kitchen		Lounge	
Bedroom 3		Bathroom		Dining Room	

Provide a Description of the Hoarding Problem: (presence of human or animal waste, rodents or insects, rotting food, are utilities operational, structural damage, problems with blocked exits, are there combustibles, is there a fire risk? etc.)

Please refer to the Multi Agency Hoarding Protocol Tool, based on the information provided above, what level is your case graded?

Level 1 – Green	Level 2 – Orange	Level 3 – Red
Name of the Practitioner undertaking Assessment		
Name of Organisation		
Contact Details		
Next Action to be Taken		
List Agencies Referred to with Dates & Contact Names		

Appendix E. Useful Contacts and References

Hoarding UK
Welcome. Before the television shows... before the clinical criteria... when there seemed to be no support... we've been here to help! Established in 2008, as a not-for profit organisation, Hoarding UK is now the UK National Charity supporting people impacted by hoarding behaviour. Hoarding UK is the only UK-wide charity ... https://hoardinguk.org
Help For Hoarders: Help for Compulsive Hoarders and their families
I have been compelled to set up this site because of my Mum's chronic hoarding problems and because of my own experiences as a child growing up feeling ashamed and isolated because of our messy and cluttered home. I want to provide information, support and advice ... www.helpforhoarders.co.uk
Hoarding – Declutter your home Help to clear clutter Decluttering ...
Compulsive hoarding is a psychological and medical condition that requires medical help. We recommend treatment for this serious and debilitating disorder. We will then help you to declutter, organise ... www.cluttergone.co.uk/Hoarding.html
Hoarding Disorders UK Community interest website
Based in West Berkshire, Hoarding Disorders UK – Community Interest Company was set up by Jo Cooke and Amanda Peet. MISSION ... We support both the individuals and their families throughout this process which helps them to reconnect with each other as a family unit and the wider local community. We have a ... https://hoardingdisordersuk.org/
Compulsive Hoarding - Clearing Out A Hoarder's House - Hoarder ...
After many years of providing help for hoarder's Avery Associates are specialists and the most experienced company in the UK when dealing with the clearance of properties, including gardens and outside areas which have become unusually full of hoarders collections and clutter, to the point that significant additional ... https://www.averyassociates.co.uk/compulsive-hoarding.php
Clutterers Anonymous UK To help Clutterers worldwide recover from ...
Clutterers Anonymous UK. To help Clutterers worldwide recover from cluttering http://cla-uk.org/
Online Hoarding Support Group (Evening) OCD Action The UK's ...
Information. The Online Hoarding Support Group is supported by OCD Actions 'Even Better Together project' and runs using Skype (audio only) but we are also able to add participants using a landline or mobile and because we send the call out then there is no cost to join in with a group session. Full support can be given ... www.ocdaction.org.uk/support-group/online-hoarding-support-group-evening
Support - Compulsive Hoarding OCD Depression & anxiety ...
www.compulsive-hoarding.org/Support.html

ONLINE SUPPORT GROUPS

For hoarders

- Yahoo H-C – For hoarders with OCD and a strong desire to improve their living spaces. To remain an active member you must post actions and responses
- Yahoo Messiness and hoarding – A group of over 2000 members for whom hoarding is a significant problem and who want to change
 - Yahoo Declutter support – Friendly on-line support for clutterers
 - Stepping out of squalor

Their families and friends

- Children of Hoarders – A support group for adult children of hoarders and their spouses
 - Yahoo Friends – Family of hoarders and clutterers. Small anonymous group
 - Yahoo Friends of hoarders

Blogs

- The Stuff Project – Blog detailing the clearing of a hoard. A MUST READ!
- Stella's Story – How Cluttergone have worked with one of their decluttering clients

General information on the web

There are a number of websites on the internet that provide information and support for hoarders and their families

- Children of Hoarders – Contains a wealth of information and videos
 - Obsessive Compulsive Foundation
 - Institute of Living
 - Squalor Survivors
- Possessed – This is a short documentary film by Martin Hampton which is about four people with compulsive hoarding disorder
- Hoardhouse – Compulsive clutter in New York, by a team of young journalists
 - Understanding compulsive hoarding

You might also be interested in

- Test yourself. Checklists, tests and surveys
 - Making a decision to change
- The Three Cs. Clutter, clots and clogs

