

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

TO:	HOUSING NEIGHBOURHOODS AND LEISURE		
DATE:	16 MARCH 2016	AGENDA ITEM:	13
TITLE:	ANTI-SOCIAL BEHAVIOUR STRATEGY 2016-2019		
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SERVICE:	HOUSING AND NEIGHBOURHOOD SERVICES	WARDS:	BOROUGH WIDE
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1. PURPOSE OF REPORT AND EXECUTIVE SUMMARY

- 1.1 The report provides an overview of the Anti-Social Behaviour Strategy 2015-19, taking into consideration the findings of the consultation that took place from 25th January until 28th February 2016.
- 1.2 The strategy acknowledges the successful work that has been achieved during the period covered by the last strategy. Examples of this are set out in paragraph 4.1.
- 1.3 For the first time the strategy pulls together the cross agency and department response to a wide variety of ASB types, from fly-tipping to drug dealing through the development of six key areas:
 1. Victim and witness support
 2. Improving communication
 3. Prevention and intervention
 4. Enforcement
 5. Tackling situational ASB
 6. Performance Management
- 1.4 A draft action plan has been developed alongside the strategy (attached).

2. RECOMMENDED ACTION

- 2.1 That Housing Neighbourhood and Leisure Committee note the outcomes of the consultation.
- 2.2 That Housing Neighbourhood and Leisure Committee endorse the strategy.

3. POLICY CONTEXT

- 3.1 Reading's Community Safety Partnership (CSP) identified seven key priorities within its Community Safety Plan for 2013 - 16, which included situational ASB.
- 3.2 The CSP is in the process of writing a new plan for 2016-19, and has acknowledged that ASB remains a priority for the residents of Reading.
- 3.3 The strategy is written at a time of rapid change in policy, legislation and public funding. To meet these challenges and take advantage of any opportunities, agencies within the partnership will need to continue to work together effectively in partnership.
- 3.4 ASB continues to be a national priority in recognition of the devastating impact it can have on individuals and communities. The British Crime Survey for England and Wales reported 2.4 million incidents of ASB in 2012.
- 3.5 In May 2012 the Home Office published "Putting Victims First - More Effective Responses to Anti-Social Behaviour". This focused on:
 - Focusing the response to ASB on the needs of victims
 - Empowering communities to get involved in tackling ASB
 - Ensuring professionals are able to protect the public quickly
 - Focusing on long term solutions
- 3.6 Residents have reported improvement across all the measures of ASB, but still a third of people believe rubbish, litter and drug dealing are a problem (*source: Residents survey 2012*).
- 3.7 The NAG survey carried out in 2015, reported that 68% of those who responded believed the ASB in their area had improved or remained the same in the last year.
- 3.8 The local authority has responded to some of these concerns in the way it delivers services at a neighbourhood level, through the introduction of virtual multi-disciplinary patch based teams covering nine areas. These Ward based areas have now been adopted by the Police and work is ongoing to formally link neighbourhood policing into the patch teams.

4. CURRENT POSITION

- 4.1 Throughout the period of the last anti-social behaviour strategy there were a number of key successes. These have included:
 - Officers across the partnership were provided with Restorative Practice training to enable them to carry out mediation - improving outcomes for victims whilst reducing cost.
 - Use of 'Positive Futures' funding to provide targeted outreach and activities to young people in Whitley and Coley.
 - The First Stop Bus stakeholder partnership delivers a service to help distressed or physically injured visitors to the town centre on Friday and Saturday nights. Evidence indicates that in addition to the savings associated with reduced ambulance call outs, that there has been a reduction in ASB.

- Introduction of the “Love Clean Reading” smart phone ‘app’ which allows residents and professionals to report environmental issues including location and pictures.
- Partnership working between the Council’s Streetcare Team, Licensing, Thames Valley Police and the Environment Agency to target illegal scrap metal operatives.
- All ASB Team members completed a BTEC qualification in ASB Case Management
- Introduction of a Schools ASB Project in 2 Junior Schools
- Introduction of new ASB risk assessments by TVP and now adopted by the ASB Team
- Streamlined process to deal with sex workers who do not engage with services
- Successful use of closure orders on brothels
- Streetcare have carried out targeted projects where particular issues have been a concern to residents. For example, in the Wards in which students of Reading University live during term times, the Streetcare team have worked in partnership with Student Union representatives to target irresponsible landlords and students who tend to leave rubbish at the front of properties and bins on the streets.
- The service manages jointly with Streetcare an annual Dog Fouling Campaign, which began in 2012 .The Campaign targets fouling hotspot locations and officers work with Ward Councillors and residents to educate residents provide free poop scoops, education material and flyers with contact numbers to report fouling offences.
- Implementation of the Reading Borough Council Act which allows the Council to regulate services offered on the street such as pedlars and touts, and working with the Public Fundraising Regulatory Association to manage street and doorstep face to face fundraising.
- The Trading Standards team run a number of successful projects which originate from the duty to prevent underage sales of alcohol and tobacco products. These include the imminent implementation of a borough wide Community Alcohol Partnership scheme.

5. Key findings from the consultation

5.1 Consultation on the draft strategy took place between 25th January and 28th February 2016. The consultation document was made available on the Reading Borough Council website, and in addition focus groups were held with:

- Thames Valley Police
- Reading University
- Local housing providers
- Launchpad (a homeless support charity)
- St Mungos (street outreach team working with rough sleepers)
- Tenants Groups
- Internal RBC departments including Environmental Health, Trading Standards, Adult Social Care, Neighbourhood Initiatives, Housing, Youth Engagement Service, Community Mental Health Team and ASB Team

5.2 In addition the draft strategy was sent to wide variety of groups including:

- Neighbourhood Action Groups

- Residents Groups
- Rahab (supporting those affected by sexual exploitation)
- Reading Voluntary Action
- Troubled Families team
- IRIS (Drug and Alcohol Service)

5.3 The key findings were:

- Overall there was an acknowledgment that the strategy was taking the partnership in the right direction.
- There were concerns about the impact of the mental health of both victims and perpetrators and the role this plays in ASB, and the need for improved joint working with the Community Mental Health Team.
- The work in relation to victim and witness support will be challenging in some service areas.
- Desire across service areas to work more closely to improve outcome for victims and where possible reduce costs.

5.4 Whilst these areas are already captured within the draft action plan it may be necessary to increase their focus.

6. PROPOSAL

6.1 The strategy will reflect the underpinning principles of neighbourhood working which are:

- To 'think neighbourhood', ensuring that we have a rounded understanding of the needs of local areas and how these impact on each other, and that we take a strategic approach to meeting these needs, not confined by service boundaries.
- Ensuring an integrated approach to tackling ASB across departments and agencies - joining up services on the ground rather than working in silos.
- Engaging with communities to understand their needs, their experience of services and what works to inform service provision and approaches to tackling local issues.
- Working collaboratively with and empowering communities to make the changes they want in their neighbourhoods, to support each other.
- Targeting resources effectively - with more resources focused on those areas of greater need.
- Intervening early before issues, needs and costs escalate - as prevention is better for everyone than trying to put things right afterwards.

6.2 For the first time the strategy pulls together the cross agency and department responses to a wide variety of ASB types, from fly-tipping to drug dealing. The strategy looks to develop six key areas, these are:

1. Victim and Witness Support
2. Improving Communication
3. Prevention and Early Intervention
4. Enforcement
5. Tackling situational ASB
6. Performance Management

6.3 KEY DEVELOPMENT AREAS

- 6.3.1 **Victim and Witness support:** During the period of the last strategy, victim and witness support was enhanced across the partnership to ensure that case management processes were victim focussed, rather than perpetrator focussed. This approach has yet to be adopted across all services and agencies. In cases where there are a number of agencies involved, it can be confusing for victims and witnesses, who may be left unsure of what action is taking place to deal with their cases. We will work with all agencies to promote common case management principles and standards for all types of ASB so that victims and witnesses are not dealing with a number of different officers.
- 6.3.2 **Improving communication:** The Review of the ASB service in 2013 highlighted that improving communication and feedback to victims concerning action taken should be considered as a priority. The strategy will further improve communication with victims to ensure effective signposting; consistent practice across agencies and services; in particular focusing on setting realistic expectations with regards to what can be done by agencies to tackle ASB.
- 6.3.3 Whilst there have been significant improvements in how agencies and services work together to tackle all forms of ASB. This is often as a result of particular officers working together rather than being set out in processes. There is a risk that communication can break down. In times of change this risk increases. We will work to improve the focus on partnership working to ensure that agencies are alerted to issues at the earliest possible point and information is shared to ensure that support for victims is put in place quickly and robust, coordinated action is taken against perpetrators.
- 6.3.4 **Prevention & Intervention:** Prevention of ASB and intervention at the earliest stage possible to deal with ASB should continue to be a priority for all agencies working in Reading, ensuring that referrals are made to appropriate services at the earliest opportunity. The strategy will improve awareness of all agencies of referral pathways including mental health services. Where possible it will champion the use of mediation and restorative justice.
- 6.3.5 **Enforcement:** There has been significant change in the legislation available to tack ASB. It is essential that agencies are fully aware of all the powers that are available to them. This will require training and may require a review of policies, procedures and responsibilities in line with legislative change.
- 6.3.5 **Tackling situational ASB:** With an increase in issues such as street drinking and begging and a continued problem with prostitution, the strategy will work to improve agencies co-ordinated approach to ensure that these types of issues and other situational ASB, e.g. motorbike issues are tackled effectively.
- 6.3.6 **Performance Management:** Reading's Community Safety Partnership will have overall responsibility for the implementation and delivery of this strategy, with the Community Based Crimes Delivery Group reviewing overall performance and management at its meetings.

7. CONTRIBUTION TO STRATEGIC AIMS

- 7.1 The strategy will contribute towards the following strategic aims:

1. Safeguarding and protecting those that are most vulnerable;
2. Keeping the town clean, safe, green and active;

8. COMMUNITY ENGAGEMENT AND INFORMATION

- 8.1 The Neighbourhood Action Groups and other resident groups were actively engaged in the consultation on the strategy.
- 8.2 One of the key principles of the strategy is working collaboratively with and empowering communities to make the changes they want in their neighbourhoods, to support each other.
- 8.3 A recent public survey on behalf of the Neighbourhood Action Groups (NAG) asked residents to identify problems they saw as priorities in their areas. We will work with the NAGs to deliver on these issues.

9. EQUALITY IMPACT ASSESSMENT

- 9.1 No equality impact assessment as required for this report. ASB work often involves complex cases which include vulnerable adults. ASB can be a way in to identifying and taking a multi-agency approach to tackling safeguarding concerns.

10. LEGAL IMPLICATIONS

- 10.1 In October 2014 the Government enacted white paper which introduced a number of new powers to help in tackling ASB. This had the effect of consolidating existing powers into a smaller number of broader powers. The strategy takes account of these changes.

11. FINANCIAL IMPLICATIONS

- 11.1 The ASB team works across tenure and funding sources are set out below:

Funding Stream	Percentage / Actual
General fund	22% / £57k
Housing Revenue Account	51% / £128k
Police and Crime Commissioner Grant	27% / £70k

12. BACKGROUND PAPERS

- 12.1 Anti-Social Behaviour Strategy 2015-19
- 12.2 Anti-Social Behaviour Action Plan

READING ANTI-SOCIAL BEHAVIOUR STRATEGY 2015 - 2019

Introduction.

This document sets out Reading's vision and approach in continuing to tackle Anti-Social Behaviour (ASB) within the town.

The Community Safety Partnership (CSP) is the lead partnership in tackling Anti-Social Behaviour. The Community Safety Plan produced by the CSP has identified seven key priorities:

- Burglary of a dwelling
- Shoplifting
- Violence Against a Person
- Domestic Violence, including the impact on children and safe relationships
- Situational Anti-Social Behaviour
- Hate Crime
- Substance misuse, with a separate focus on alcohol, and young people.

Reading's CSP remains committed to tackling Anti-Social Behaviour and to building on the success and good practice that has been developed throughout the duration of the last strategy period.

This strategy is written at a time of rapid change in policy, legislation and public funding both locally and nationally. Some of these changes have been challenging and there are many still to come. To overcome these challenges and take advantage of any opportunities, agencies within the Partnership need to work together to tackle ASB.

The CSP's mission is to continue to make Reading a safer place for those who live in, work in and visit the town through a reduction in crime and disorder. In order to achieve this, the partnership will:

- Discourage and prevent criminal and Anti-Social Behaviour
- Reduce the fear of crime and Anti-Social Behaviour
- Tackle drugs and alcohol related crime and disorder

We will build on the success of the previous ASB Strategy and a new action plan to deliver it has been developed, focusing on areas of priority through strong and effective partnership work to ensure a holistic, creative and joined-up approach to preventing and tackling ASB.

At the beginning of the last Strategy, Reading adopted the following definition of Anti-Social Behaviour:

Behaviour causing damage, disturbance, distress, harm or fear which has significant effect on people's lifestyles, routines or their environment. Persistence, intensity and the number of incidents involved are relevant factors. The behaviour need not be a breach of criminal law.

National picture.

Tackling ASB continues to be a national priority in recognition that ASB has a devastating impact on individuals and communities and equally has an impact on the economy. The Crime Survey for England and Wales reported that the police recorded 2.4 million incidents of ASB in the year ending September 2012, with many more reported incidents being made to other agencies directly.

ASB related data is no longer collated nationally from Community Safety Partnerships and this means that there is a lack of comparator data.

In February 2011, the Home Office launched its consultation “ More Effective Responses to Anti-Social Behaviour”, which set out plans to streamline existing legislation after highlighting that since 1998, more than 10 pieces of legislation had been introduced, providing many powers to deal with ASB problems, resulting in confusion for both professionals and victims.

In autumn 2011, the DCLG launched a separate consultation on measures to speed up the eviction process of anti-social tenants living in social housing and proposals to extend the scope of the existing discretionary ground for possession for ASB to include riot related offences anywhere within the UK.

In May 2012, the Home Office published ‘Putting Victims First - More Effective Responses to Anti-Social Behaviour. This White Paper set out the Government’s final proposals, in the context of the need to focus responses to ASB on the needs of victims. The White Paper set out how the Government would support local areas to:

- Focus the response to ASB on the needs of victims - by helping agencies to identify and support people at high risk of harm, giving front line professionals more freedom to do what they know works and improving our understanding of the experience of victims.
- Empower communities to get involved in tackling ASB - by giving victims and communities the power to ensure action is taken to deal with persistent ASB through a new “community trigger” and making it easier for communities to demonstrate in court the harm they are suffering.
- Ensure professionals are able to protect the public quickly - by giving them faster, more effective formal powers and speeding up the eviction process for the most anti-social tenants.

- Focus on long term solutions - by addressing the underlying issues that drive Anti-Social Behaviour, such as binge drinking, drug use, mental health issues, troubled family backgrounds and irresponsible dog ownership.

New Powers.

In October 2014 the Government enacted a white paper which introduced a number of new powers to help in tackling ASB. This had the effect of consolidating existing powers into a smaller number of broader powers. The diagram below shows the old orders on the left and the new orders on the right. (A glossary of terms can be found at appendix 1).

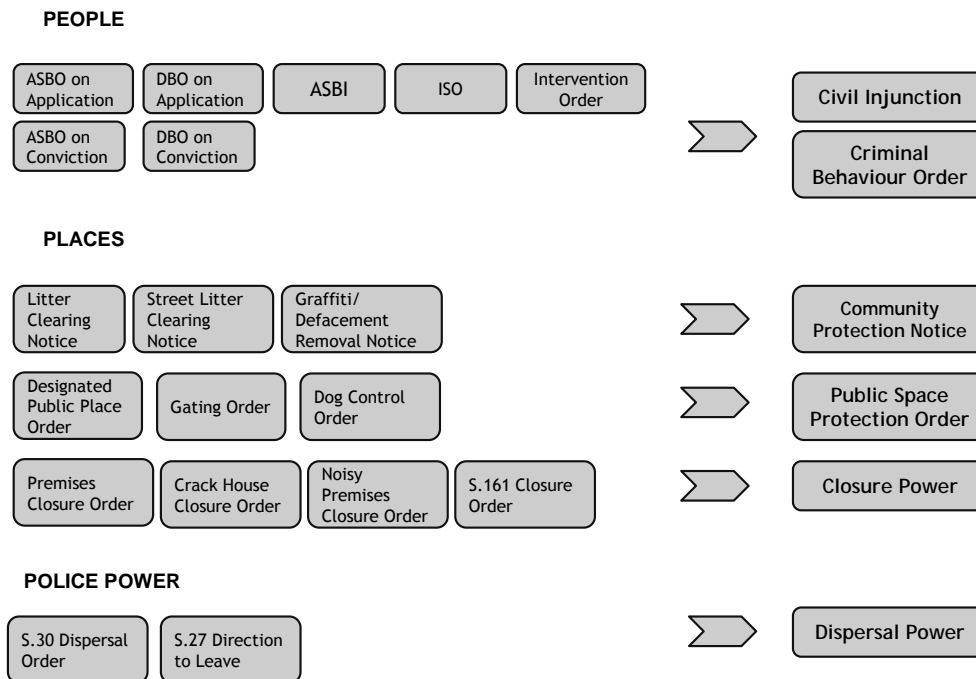


Figure 1: Consolidation of ASB Powers

It is important to acknowledge the opportunities these new powers offer all agencies involved in tackling ASB. Indeed the partnership has already successfully used them and was amongst the first in Thames Valley to use the new Closure Order. However, to ensure the powers are used to the greatest effect and protect the residents of Reading, partners will require further training and need to work collectively to identify the most appropriate power for a given situation.

Police and Crime Commissioners.

In 2011 the Police Reform and Social Responsibility Act 2011 was introduced, part of which created the role of Police and Crime Commissioners (PCC). Each police force in England and Wales now has a Police and Crime Commissioner, who has the responsibility for holding their Police Constable to account for policing in their force area. The PCCs in turn answer to the public on delivery and performance in their area.

Anti-social behaviour features in the PCC's Police & Crime plan 2013-17 for the Thames Valley as part of the strategic objective to 'Cut crimes that are of most concern to the public and to protect the most vulnerable members of our communities'. Reducing persistent and resistant Anti-Social Behaviour is stated priority within this objective.

There has also been a shift nationally in terms of Police call handling and case management. Following the tragic case of Fiona Pilkington, who killed herself and her disabled daughter, Francesca Hardwick, after years of abuse from neighbours and young people, the Government ran eight call handling and case management trials, which were designed to quickly identify and protect vulnerable victims.

Key themes emerged from the areas conducting the trials, including:

- Setting up risk assessments at initial call handling.
- Ensuring a lead officer is identified for high risk victims and processes are in place to ensure cases are dealt with effectively.
- Alignment of processes, including shared case management principles and response time scales, across partnerships.

Following this Thames Valley Police introduced a new risk assessment tool that grades ASB cases as high, medium or standard risk.

The Reading Context

There have been a number of improvements in the way in which ASB is tackled within Reading since the last strategy was published.

Over the period of the last strategy partners have restructured the way that they work. The local authority ASB Team is now co-located with the Police Neighbourhood Teams in the Reading police station. This has greatly improved levels of communication and information sharing.

Despite significant pressure on local government funding, the local authority has maintained support for victims of ASB and employs a team of case officers working cross tenure to deal with individual ASB cases. The Thames Valley Police risk assessment tool ensures that those at greatest risk have an appropriate level of response.

The CSP has a number of multi-agency groups to manage complex cases. This includes an Anti-Social Behaviour Action Group (ASBAG) and a Sex-Workers Action Group (SWAG).

The last resident's survey completed in 2012 and police incident data indicates that partnership work is having an impact, with all the measures showing improvement (as below):

Measure / Year	2008	2009	2011	2012
Perception of ASB as a problem	27%	21%	18%	18%
Perception of drunk/rowdy behaviour as a problem	41%	29%	31%	28%
Perception of drug use/ dealing as a problem	39%	36%	34%	31%
Perception of parents taking responsibility for their children	25%	32%	44%	51%

Table 1: Residents survey result Perception of ASB 2008 - 2012

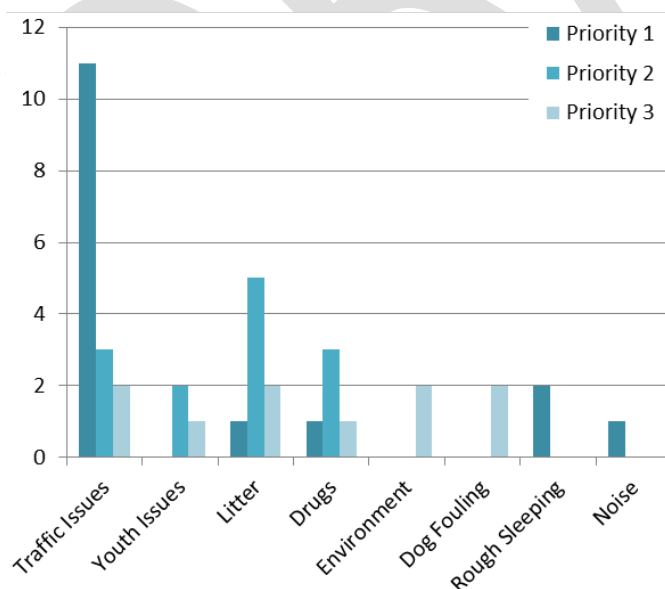


Figure 2: Priorities of Neighbourhood Action Groups by Theme

A more recent public survey conducted by the council in partnership with Neighbourhood Action Groups asked residents to identify problems they saw as priorities in their areas. These were then taken into consideration by the relevant NAG in forming their new priorities.¹

NAG priorities are orientated around traffic problems, closely followed by littering and fly-tipping. Rather than these being restricted to certain parts of the town, similar

¹ Survey undertaken in the summer of 2015.

problems are perceived to occur widely across Reading. The NAG priorities are reflected in the priorities and work of the Council and Police Neighbourhood Patch Teams.

The CSP's joint response to issue-based Anti-Social Behaviour, including street drinking, begging and prostitution, has also been further developed. A change in focus of the Sex-Worker's Action Group to target both on-street sex workers and kerb crawlers through an approach which embraces support, education and enforcement is beginning to show results. Qualitative data from the police and voluntary groups reports less on-street prostitution. This was first reflected in the 2014 NAG survey, where for the first time prostitution has not been the top priority for the Oxford Rd NAG area and in the 2015 survey where prostitution was not in the top three priority.

However, Anti-Social Behaviour remains a concern and priority for many of Reading's residents as reflected in the results of the latest survey, which was carried out in Reading in 2012 by BMG Research. Respondents were asked about how much of a problem seven types of Anti-Social Behaviour were in their local area:

Issues	% of people thinking it is a problem
Rubbish and litter lying around	33%
People dealing or using drugs	31%
People being drunk and rowdy in public places	28%
Vandalism, graffiti & other deliberate damage to property and vehicles	27%
Large groups of people hanging around in the street	27%
Noisy neighbours and loud parties	19%
Abandoned and burnt out cars	6%

Table 2: Residents survey results 'Problem in their area'

The complex nature of ASB issues often means that a range of services might be involved at different times. This can be confusing for those reporting and a need to better coordinate communication and responses was identified to ensure that residents weren't passed between departments and could feel confident that their concerns were being tackled in a joined-up way.

The Council has reviewed the way it delivers services at a neighbourhood level and has introduced patch based teams to ensure effective local coordination and problem solving across services.

The Borough has been divided into 9 patch areas based on Electoral Ward boundaries and the town centre has a designated team reflecting its unique needs and composition. The teams bring together staff across Council

services including Streetcare, Highways, Community Safety, Housing and Neighbourhood Involvement to offer improved customer service, working together to put things right, building up their knowledge of the local area and relationships with key local stakeholders. Neighbourhood Police Officers are also working closely and linking in with the neighbourhood teams.

These services together cover the concerns most commonly raised at neighbourhood level by local residents - such as Anti-Social Behaviour; environmental nuisance (fly-tipping, litter, graffiti); grass cutting/weeds/ maintenance of public spaces; speeding; cycle and road safety; crime and fear of crime (lighting issues, security); and street drinking.

Reported incidents.

Reports made to Thames Valley Police are recorded on the system 'Command and Control'. Incidents classified as ASB were historically assigned to 1 of 14 National Standard of Incident Recording categories, however, following recent changes, incidents are now assigned to 1 of 3 categories - Community, Environmental or Personal.

As outlined above, Thames Valley Police have introduced a risk matrix to target and prioritise those victims of Anti-Social Behaviour who are of greatest need. The CSP partners have formally adopted the matrix so that a common assessment is being made across agencies.

Table 3 shows the comparison of ASB incidents between 2013/14 and 2014/15. Recorded incidents of ASB have fallen overall, which correlates with a recent survey carried out by the Neighbourhood Action Groups (NAGs). In this survey the majority of people believed that ASB was less of a problem in their neighbourhood.

Incident Data	2013/14	2014/15	% change
All ASB incidents	2702	2567	5% (-135)
ASB Sex-Working	27	45	40% (+18)
ASB Alcohol	414	334	24% (-80)
ASB Rough Sleeping	72	112	36% (+40)
ASB Begging	30	71	58% (+41)

Table 3: Percentage Change in ASB by type

Comparing the year on year ASB incidents reported to the police for Reading for 2013-14 and 2014-15 a 5% reduction has been recorded. Community ASB is the most reported type of ASB, followed by Personal and then Environmental. There is an acknowledgement that there has been an increase in reported incidents of noise nuisance to the police.

Following national trends, the summer months generate a higher number of reported incidents, with the winter months showing much lower numbers.

Most reported incidents occur between the hours of 20:00 - 23:59 followed by 16:00 - 19:59.

A recent change to the police neighbourhood boundaries has resulted in them aligning to the local authorities ward boundaries and neighbourhood patch areas. The table below shows the number of reported incidents in each area:

Neighbourhoods	No. Of reported incidents to the police (Rolling 12 month period)
Abbey/Battle	1,432
Whitley/Church	620
Southcote/Norcot	413
Minster/Katesgrove	402
Kentwood/Tilehurst	378
Redlands/Park	356
Peppard/Caversham	221
Mapledurham/Thames	91

Table 4: Reported incidents of ASB by Neighbourhood

The significantly higher levels of reports in Abbey / Battle can be attributed to this area including the Town Centre and Oxford Road. These areas are the main hotspots for street drinking, begging and prostitution.

An emerging trend in the last three years (2012-13 to 2014-15) has been an increase in street drinking, begging and rough sleeping predominantly in the town centre. There are still issues with prostitution, particularly in the Oxford Road area of the town.

Due to an increase in the number of individuals having been identified as street population/sex worker perpetrators, the decision was taken to build on the success of the Begging Case Management Group and to expand it to include street drinkers and rough sleepers. The Street Population Case Management Group was established in September 2011, meeting on a monthly basis to discuss the most prolific perpetrators.

Throughout this process, it has become clear that due to the complex needs and chaotic lifestyles of those discussed at these meetings; they can be exceptionally difficult to engage and often continue to cause ASB for a significant period of time. Despite the excellent work of partner agencies including Reading's street homeless outreach team (St Mungos) and voluntary sector prostitution outreach (Rahab) along with the statutory support services in meeting most of the needs for this group, there may still be a gap in provision for these clients.

ASB Reports to the Local Authority ASB Team

ASB Type	Number of cases
Noise ²	124
Rowdy behaviour	78
Intimidation/Harassment	58
Neighbour dispute	49
Drug misuse/dealing	44
Verbal abuse	28
Criminal damage	20
Soliciting	18
Street drinking	17
Fighting	14
Begging	13
Pestering people	12
Motorbike nuisance	11
Drunken behaviour	10
Animal related issues	9
Throwing items	8
Bullying	7
Drug paraphernalia	6
Dumping rubbish	4
Rough sleeping	4
Public urination	3
Vehicle nuisance	3
Cycling/skating in pedestrian areas	1
Excessive noise from car stereos	1
Noisy cars	1
Offensive communication	1
Graffiti	1
	545

Table 5: Reported ASB by Type

65% of all reports fall into the top five categories highlighted in blue.

A number of agencies have identified that there has been an increase in the number of cases in which poor mental health, including dual diagnosis³, is a factor, with both complainants and perpetrators presenting as having problems. These cases have been exceptionally challenging and are often not resolved effectively.

² Noise cases identified here are from housing tenants only, non-housing tenants are dealt with through environmental health.

³ Where an individual also misuses substances

Teams and Services

ASB Team

The Anti-Social Behaviour Team is now co-located at Reading Police Station, with ASB Officers funded via RBC's Housing Service now working within the team to provide a flexible, cross-tenure response. This has improved service delivery, enhanced information sharing and joint action on behalf of victims, improved resilience and reduced management costs.

Reading Borough Council Housing

Historically, Reading Borough Council's Housing Service has had dedicated nuisance/ASB officers working with the Housing Service. During the period of the last ASB Strategy, these teams were merged into a cross-tenure ASB team under a single management structure.

Other Housing Providers

There are a number of different Registered Social Landlords operating in Reading, some with a high volume of stock and others with very little stock. Engagement with providers tends to vary, particularly in cases where RSL Housing Officers cover sub-regional patches much larger than Reading. However, officers are invited to the ASBAGs and given the opportunity to raise issues.

Children's Services (Troubled Families)

Phase one of the Troubled Families Programme in Reading was concluded with 1005 of the families successfully achieving improved outcomes.

The Local Authority has been invited to enter into Phase 2 (P2) of the extended National Troubled Families Programme that started in April 2015. The target number of families for Reading is 1220 over five years, and families will be identified who meet at least two of the following six criteria:

- Parents and children involved in crime or anti-social behavior;
- Children who have not been attending school regularly;
- Children who need help;
- Adults out of work or at risk of financial exclusion and young people at risk of worklessness;
- Families affected by domestic violence and abuse;
- Parents and children with a range of health problems.

An implementation plan is being developed.

The delivery of this strategy will help in achieving improved outcomes for families across the CSP area.

Streetcare

The Streetcare team have continued to work on tackling FLAG issues (Fly tipping, Littering, and Abandoned Vehicles & Graffiti). More recently, focus has been on cross border fly tipping issues.

Littering is an issue which residents regularly complain about and enforcement against those who litter can often be challenging, and was one of the top concern of residents identified by the Neighbourhood Action Group surveys in both 2014 and 2015.

Dog Warden Service

The Local Authority has a statutory duty to deal with stray dogs, by either returning dogs to owners, re-homing them or as a last resort, humanely destroying them. The number of stray dogs has increased. This service is provided by Dog Wardens based in the Local Authority's Regulatory Services. The Dog Wardens service also deals with dog owners who fail to control their dogs, with the last resort being enforcement action.

Dog fouling is an issue which residents regularly raise concerns about. Whilst this isn't a statutory duty, the Dog Wardens can issue Fixed Penalty Notices (FPNs) to individuals who do not clear up fouling caused by their dogs, following the introduction of the Fouling of Land by Dogs (Reading) Order 2011.

Environmental Protection & Nuisance

The team enforces the Council's duty to deal with statutory nuisances such as noise, light pollution, odour and smoke.

A review of the process for dealing with noise nuisance took place during the period of the last strategy, streamlining from what was essentially a lengthy process to one which places responsibility back on the complainant to provide evidence of persistent noise nuisance.

Following a service reshape in 2014 the team now deals with statutory nuisance from both private domestic properties (including private rented) and commercial premises.

Private Sector Housing (Environmental Health)

The team enforces its statutory duties and powers in the private rented sector as well as delivering private sector renewals and adaptations and private sector initiatives including empty homes. Key tools for managing ASB related issues include:

- Management regulations for houses in multiple occupation.
- Mandatory HMO Licensing, which allows conditions to be placed on landlords in relation to the ASB of tenants.
- Using advice and enforcement to bring empty homes back into use.

Licensing

The Licensing Team oversee the enforcement of the Licensing Act 2003 in partnership with Thames Valley Police. Reading's policy is to ensure a balance between securing the safety and amenity of the town's residential and business communities and responsibly maintaining and developing the town's role as a major entertainment and cultural centre.

The team also oversee the licensing of scrap metal dealers following the implementation of the Scrap Metal Dealers Act 2013.

Trading Standards

The Local Authority's Trading Standards Team is responsible for protecting the interests of consumers in Reading, investigating complaints about goods or services and giving advice and guidance to businesses. This includes ensuring enforcing the age condition around the sale of age restricted goods that are often linked to ASB, such as alcohol and spray paints.

Drug and Alcohol Action Team (DAAT)

The DAAT have re-commissioned substance misuse support services. In drafting the specification, the DAAT took into consideration multi-agency working and in particular, have made reference to the provider having a shared responsibility in reducing the number of substance-misuse related crimes and the effects on the local community, including ASB. This includes contributing to the Street Population Case Management Group and Sex Workers Action Group (case management group).

There is also emphasis on the provider ensuring that as part of the recovery process, an emphasis is placed on addressing offending and harm to the community caused by Anti-Social Behaviour.

Police

ASB is a key priority for Thames Valley Police and Reading has a dedicated ASB police officer. This officer works directly with the Local Authority ASB Team and sits within the same office.

Within the police the Neighbourhood Teams have day to day responsibility for ASB Cases.

Cross Partnership Initiatives.

What we have achieved

- Officers across the partnership were provided with Restorative Practice training to enable them to carry out some of the mediation cases, improving outcomes for victims whilst reducing cost.
- All ASB Team members completed a BTEC qualification in ASB Case Management
- Introduction of “Stop Hate” reporting in Reading which has enabled victims of Hate Crime to report an incident via an independent 3rd Party.
- Use of ‘Positive Futures’ funding to provide targeted outreach and activities to young people in Whitley and Coley.
- Continued support to Reading KICKZ to provide activities to young people across Reading.
- Introduction of a Schools ASB Project in 2 Junior Schools
- Use of Family Intervention Tenancies to support vulnerable families to maintain a tenancy, whilst tackling ASB and impact on the community.
- The Trading Standards team run a number of successful projects which originate from the duty to prevent underage sales of alcohol and tobacco products. These include the imminent implementation of a borough wide Community Alcohol Partnership scheme. Community Alcohol Partnerships tackle underage drinking in local communities through co-operation between alcohol retailers/licensees and local stakeholders. By providing advice, guidance and resources CAP support communities in developing their own capacity to deliver a coordinated, localised response to underage alcohol misuse.
- The First Stop Bus delivers a service to help distressed or physically injured visitors to the town centre on Friday and Saturday nights. Evidence indicates that in addition to the savings associated with reduced ambulance call outs, that there has been a reduction in ASB.
- Implementation of the Reading Borough Council Act which allows the Council to regulate services offered on the street such as pedlars and touts, and working with the Public Fundraising Regulatory Association to manage street and doorstep face to face fundraising.
- Introduction of the “Love Clean Reading” smart phone ‘app’ which allows residents and professionals to report environmental issues including location and pictures.

- Partnership working between the Council's Streetcare Team, Licensing, Thames Valley Police and the Environment Agency to target illegal scrap metal operatives.
- Streetcare have carried out targeted projects in specific areas where particular issues have been a concern to residents. For example, in the Wards in which students of Reading University live during term times, the Streetcare team have worked in partnership with Student Union reps to target irresponsible landlords and students who tend to leave rubbish at the front of properties and bins on the streets.
- Regulatory services manages jointly with Streetcare an annual Dog Fouling Campaign, which began in 2012 .The Campaign targets fouling hotspot locations and officers work with Ward Councillors and residents to educate residents provide free poop scoops, education material and flyers with contact numbers to report fouling offences.
- The ASB Team have revised service standards including, contact victims and witnesses at least every 2 weeks to update them on the progress of their case and improved quality monitoring of ASB case management.
- Introduction of the multi-agency street population case management meeting
- Improvements in joint working in respect of sex workers - improved multi agency attendance and structured case action plans for each individual and a streamlined process for sex workers who are not engaged with services.
- Introduction of risk assessments by TVP and now adopted by the ASB Team
- Improved quality monitoring of ASB case management
- Successful use of closure orders on brothels

Strategy Development - Where we want to be.

The Partnership is committed to working with local communities and partner agencies to improve the quality of life in our neighbourhoods. Neighbourhoods need to meet the diverse needs of existing and future residents and to be safe, well run and attractive places in which people want to live and work. They need to be inclusive places where local people are empowered to shape, feel ownership and contribute to the life of their neighbourhood.

A number of key principles underpin our approach:

- To 'think neighbourhood', ensuring that we have a rounded understanding of the needs of local areas and how these impact on each other, and that we take a strategic approach to meeting these needs, not confined by service boundaries.
- Ensuring an integrated approach to tackling ASB across departments and agencies - joining up services on the ground rather than working in silos.

- Engaging with communities to understand their needs, their experience of services and what works to inform service provision and approaches to tackling local issues.
- Working collaboratively with and empowering communities to make the changes they want in their neighbourhoods, to support each other.
- Targeting resources effectively - with more resources focused on those areas of greater need.
- Intervening early before issues, needs and costs escalate - as prevention is better for everyone than trying to put things right afterwards.

We also acknowledge and accept that there is no simple or agreed definition of a 'neighbourhood'. Our approach recognises that definitions and boundaries will vary depending on context.

ASB can in some instances be a "signal crime" for more serious crimes, such as Child Sexual Exploitation and Adult Exploitation. Whilst the response to these sit outside of this strategy it has identified the need for ASB and neighbourhood based teams to have a clear understanding of these issues and be actively engaged in the processes put in place locally to combat them.

Key areas for development

Victim and Witness support

During the period of the last strategy, victim and witness support was enhanced across the partnership to ensure that case management processes were victim focussed, rather than perpetrator focussed. This approach has yet to be adopted across all services and agencies. In cases where there are a number of agencies involved, it can be confusing for victims and witnesses, who may be left unsure of what action is taking place to deal with their cases. We will work with all agencies to promote common case management principles and standards for all types of ASB so that victims and witnesses are not dealing with a number of different officers. We will:

- Ensure the same level of victim and witness support is provided across partnership.
- Ensure response times to initial complaints are consistent across the partnership.
- Encourage all agencies to adopt the Risk Assessment Matrix.
- Keep victims and witnesses updated on progress of their case on a regular basis.
- Ensure all staff involved in ASB case management are trained in witness and victim support principles.
- Ensure each victim has a single point of contact, who will coordinate the management of their case.

Improving communication

A review of the ASB service in 2013 by housing tenants highlighted that improving communication concerning ASB action taken should be considered as a priority. It is acknowledged that further improvements could be made to ensure effective signposting; improving consistency practice across agencies and services; and on setting realistic expectations with regards to what can be done by agencies to tackle ASB. We will:

- Improve information to residents about how to report ASB and to which agency/service
- Provide training and information to front-line staff across agencies to ensure clarity about roles and responsibilities
- Ensure no wrong front door; ensure that whoever receives an ASB report acknowledges it and informs the victim of what they are going to do.
- Improve access to information, advice and support via the RBC Website
- Ensure that information points across the have updated information available to provide to residents.
- Promote self-help remedies to residents and be honest about agencies' ability to respond and prioritise (based on a clear risk assessment).

Prevention & Intervention

Prevention of ASB and intervention at the earliest stage possible to deal with ASB should continue to be a priority for all agencies working in Reading, ensuring that referrals are made to appropriate services at the earliest opportunity. We will:

- Review prevention & intervention services currently available and ensuring that staff are aware of these.
- Continue to use mediation as an early intervention tool, exploring options to utilise mediation for a wider range of ASB issues, for example, noise nuisance.
- Ensure lead agencies in ASB cases are familiar with local practices and referral pathways for support to both victims and witnesses and perpetrators.
- Improve awareness of mental health and ASB, including training for staff.
- Review the terms of reference and membership of the ASBAG.

Enforcement

It is essential that agencies are fully aware of all the powers available to them. This may require a review of policies, procedures and responsibilities in line with legislative change.

To ensure that there are no blockages for agencies when cases reach the courts, more in depth training and development needs to take place with the courts in Reading. We will:

- Ensure that new legislation is implemented effectively.
- Provide training for case officers and awareness training for non-case officers on powers available.
- Update information related to ASB enforcement powers provided to tenants and other residents of Reading.
- Improve links with courts in relation to ASB issues in Reading to ensure that community based issues are considered when making decisions about ASB related sanctions.

Tackling situational ASB:

With an increase in issues such as street drinking and begging and a continued problem with on street prostitution, a co-ordinated approach needs to be taken to ensure that these types of issues and other situational ASB, e.g. motorbike issues are tackled effectively. We will:

- Development and implementation of a Prostitution Strategy, led by the police.
- Continue to design out areas vulnerable to situational ASB
- Ensure all situational ASB cases are case managed through the ASBAGs or Neighbourhood Groups as appropriate.
- Review support available to clients who meet street population criteria and ascertain gaps in provision.
- Develop closer links between the ASB team and licensing team to tackle street drinking.

Performance Management.

Reading's Community Safety Partnership will have overall responsibility for the implementation and delivery of this strategy, with the Community Based Crimes Delivery Group reviewing overall performance and management at its meetings.

This strategy will also have links to the Town Centre Delivery Group and Drug and Alcohol Delivery Group, at which regular progress reports will be provided.

Links to strategies, policies and procedures:

- Homelessness Strategy (RBC)
- Youth Justice Strategic Plan
- Protocol for Difficult to Engage Adults.
- Licensing Policy Statement
- Community Safety Plan

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Appendix 1

GLOSSARY

ASBAG	Anti-Social Behaviour Action Group
ASB	Anti-Social Behaviour
ASBO	Anti-Social Behaviour Order
ASBI	Anti-Social Behaviour Injunction
ASBMAP	Anti-Social Behaviour Multi-Agency Panel
BTEC	Business and Technology Education Council
CAMHS	Community & Adult Mental Health Service
CAP	Community Alcohol Project
CMHT	Community Mental Health
CSP	Community Safety Partnership
DAAT	Drug and Alcohol Action Team
DADG	Drug and Alcohol Delivery Group
DBO	Drink Banning Order
DCLG	Department of Communities and Local Government
FLAG	Fly-tipping, litter, abandoned cars and graffiti.
HMO	House of Multiple Occupation
ISO	Intervention and Support Order
NAG	Neighbourhood Action Group
PCC	Police and Crime Commissioner
PDF	Portable Document Format
RBC	Reading Borough Council
RSL	Registered Social Landlord
SWAG	Sex Workers Action Group
TVP	Thames Valley Police
YOS	Youth Offending Service

Anti-Social Behaviour Strategy 2016-19: Action Plan

This action plan will be refreshed at the end of year 1 and 2 of the 3 years strategy. It this time measures and targets will be reviewed to reflect the previous year's activity.

Priority 1: Victim and witness support

Outcome	Action	Lead	Measure	Target	Comments
Ensuring that the same level of victim and witness support is provided across the partnership.	Work across agencies to align standards and produce ASB victim's and witness' "Charter".	ASB Team Manager	The production of the victim's and witness' charter document.	Victim's and witness' Charter in place by July 2016	
	Roll out training for agencies tackling ASB and review annually	ASB Team	Percentage of agency's front line staff trained per year	75% front line staff trained First staff trained by September 2016, then repeated every September.	
	Publish the Charter on Partner's website.	ASB Team Manager	ASB Victims Charter published on all agencies websites.	End September 2016.	

	Review agency compliance with the Charter	To be identified currently considering either the ASBMAP or CSP Delivery Group	Number of complaints where minimum standards are not met	Annual Improvement Base line to be set in year one	
			Number of Community Reviews where minimum standards are not met.	Annual Improvement Base line to be set in year one	
Ensure response time to an initial complaint are consistent across the partnership	Work across agencies to align response times as part of the ASB victim's and witness' charter.	ASB Team Manager	The production of the victim's and witness' charter document.	Victim's and witness' Charter in place by July 2016	Response time may need to reflect legal requirement that may differ across agencies.
	Review agencies compliance with response time.	CSP Delivery Group	Number of complaints where response times	Annual Improvement	

			were not met.	Base line to be set in year one	
			Number of Community Reviews where response times were not met.	Annual Improvement	
				Base line to be set in year one	
Encourage all agencies to adopt the Thames Valley Police ASB risk Assessment Matrix	Consult with agencies on use of Thames Valley Police ASB Risk Assessment Matrix	Thames Valley Police / ASB Team	Consultation completed	Consultation completed by September 2016	Priority Services: ASB Team RBC housing Neighbourhood Services Environmental Protection Police Secondary Services: Other Housing Providers Dog Warden Services Licencing Trading Standards
			At least 100% of Priority areas agree to implement the use of TVP ASB Matrix within the first year At least 50% Secondary areas sing agree to implement the use of TVP ASB Matrix with the first year		

	Training for services who adopters on the ASB Matrix	Thames Valley Police local ASB Lead	All adopters of the ASB Matrix are trained	First training completed by March 2017 then to be repeated every September, (see victims charter training)	
Keep victims and witnesses updated on the progress of their case	Audit of current standards across agencies and services	ASB Team Manager	Audit completed, to be carried out concurrently alongside consultation on the victims charter	Consultation completed by June 2016	
	Work across agencies to align contact times or agree maximum period between contact as part of the ASB victim's and witness' charter.	ASB Team Manager	The production of the victim's and witness' charter document.	Victim's and witness' Charter in place by July 2016	Contact time may need to reflect legal requirement that may differ across agencies.
	Review agencies compliance with response time.	ASBMAP or CSP Delivery Group	Number of complaints where contact time was not met.	Annual Improvement	

				Base line to be set in year one	
			Number of Community Reviews where response times were not met.	Annual Improvement	
				Base line to be set in year one	
Ensure all staff involved in ASB case management are trained in witness and victim support	Witness and victim training in place for all services / agencies take place by September 2016 and then repeated annually	ASB Team and Learning and Development	Number of staff trained in each agency / service	80% of all staff in priority services 40% of all staff in secondary services	Priority Services: ASB Team RBC housing Neighbourhood Services Environmental Protection Police Secondary Services: Other Housing Providers Dog Warden Services

					Licencing Trading Standards
Ensure all victims have a single point of contact, who will coordinate the management of their case	Audit all ASB cases that cross over service / agency	ASB Team / ASBMAP	Number cases where a SPOC is clearly identified	Year 1: 80% of all cases Year 2: 90% of all cases Year 3: 95% of all cases	

Priority 2: Improving communication

Outcome	Action	Lead	Measure	Target	Comments
Clear information is provided on how to report ASB and to which agency / service	Information is provided on single page on the Reading Borough Council's website	ASB Team Manager	Information available on line	By September 2016, then reviewed annually.	
	PDF Leaflet available to call centre, officers and public	ASB Team Manager	Leaflet completed	By September 2016, then reviewed annually.	

Provide training and information to front line staff to ensure clarity about roles and responsibilities	Cross agency / service training package agreed.	ASB Team and Learning and Development	Training signed off by each agency / service.	December 2016	
	Multi-agency training run	ASB Team and Learning and Development	Training run twice yearly	2 Courses run Number of officers trained Number of agencies trained	
Ensure no wrong front door; ensure that whoever receives the report acknowledges it and informs the victim of what they are going to do.	Dip-check of open cases, via feedback from complainant.	CSP Delivery Group or ASBMAP	10% of each agencies cases load quarterly	100% of cases acknowledged.	
			Number of complaints where the victim was given incorrect information	Annual improvement Baseline to be set in 2016-17	
Improved access to information, advice and support via the RBC website	Identify options for reporting online	ASB Team and RBC Web Team	Options graded easy; medium and hard	By March 2017	

	Implement easy Options and identify channel shift process	ASB Team Manager	Online reporting in place	May 2017	
			Number of victims accessing the on line reporting	20% - by April 2018	
	Implement medium options and identify channel shift process	ASB Team Manager	Online reporting in place	April 2018	
			Number of victims accessing the online reporting.	50% - by April 2019 70% - by April 2020	
	Decision on the implementation of hard options	ASB Team Manager	Cost benefit analysis completed and cross service agreement made.	September 2018	
Information points across the borough have up-to-date information available to residents / victims	Access to online information and PDF leaflet via the RBC website	ASB Team	Staff manning information points are aware of how to access the information	December 2016	

Promote self-help remedies to residents and be honest about agencies' ability to respond and prioritise	Identify self-help options for all types of ASB.	ASB Team	Agreed self-help options	April 2017	
	Identify options for presented self -help as part of online reporting.	ASB Team	Self-help options available online	September 2017	
			Percentage on victims accessing self-help	Annual increase, baseline to be set in final quarter of 2017-18.	

Priority 3: Prevention and Intervention

Outcome	Action	Lead	Measure	Target	Comment
Review of prevention & intervention services currently available and ensuring staff are aware of these.	Carry out an audit of prevention and intervention services including the voluntary sector.	ASB Team	Audit complete	By April 2017	
	Provide a pathway map of services to all agencies	ASB Team	Pathway map distributed	By July 2017	
Continue to use mediation as an early intervention tool, exploring options to utilise mediation for a wider range of ASB issues, for example, noise nuisance.	Audit current use of mediation across ASB types.	ASB Team	Audit completed	By April 2017	

	Identify gaps in use of ASB that may be appropriate for mediation	ASB Team Manager	Gap analyse completed	May 2017	
	Promote the use in those areas identified above	ASB Team	Annual increase in the percentage of cases from these areas	April 2016	Total number of cases cannot increase above the allocated funding available.
Ensure lead agencies in ASB cases are familiar with local practices and referral pathways for support to both victims and witnesses and perpetrators.	Review Reading Services Guide and ensure victims and witness support service are represents. Where not add the service	ASB Team / Reading Service guide Lead	Service review completed and service correctly reflected	April 2017	

	Promote the use of Reading Services guide as main information point for Victim and Witness service.	ASB Team and TVP ASB Lead.	ASB services are made aware of the Reading Services guide as part of training around victims and witness group.	May 2017 then part of all victim and witness training.	
Improve awareness of mental health and ASB, including training for staff.	ASB team trained in Mental Health awareness	ASB Team Manager and Learning and Development	Training has taken place	100% of ASB Team Trained by July 2016	
	Cascade training carried out with other teams and agencies.	Learning and Development and ASB Team	Training taken place	50% of other service / agencies team members trained by April 2017	

Priority 4: Enforcement

Outcome	Action	Lead	Measure	Target	Comment
Ensure new legislation is implemented effectively when legislation has passed through parliament.	Provision of training for ASB staff on new legislation, as it is introduced	ASB Team and legal services	Training taken place	As required	

	ASB Case officers use new powers effectively and this is reflected in action plans	ASB Team Manager	Percentage of action plans that demonstrate new power has been used or considered	Year one - 50% Year two - 75% Year three - 90%	Audit of cases via ASBAG or ASBMAP may be required.
Update information related to ASB enforcement powers provided to tenants and other residents of Reading	New legislation briefing note to be sent to tenant via Housing News	ASB Team	Article in housing news	At least one article per year	
	Briefing note provided to Neighbourhood Action Groups and other community Groups on any new legislation	ASB Team	Briefing note provided	Within 3 months of the introduction of new legislation	
Improve links with courts in relation to ASB issues in Reading to ensure that community based issues are considered when making decisions about ASB related sanctions.	Identify appropriate court user group for the consultation and awareness raising	Thames Valley Police Partnership Lead	Court users group agree to briefing / awareness raising	Court users group briefing to take place by April 2017.	

Priority 5: Tackling situational ASB

Outcome	Action	Lead	Measure	Target	Comment
Development and implementation of a Prostitution Strategy	Produce draft Prostitution Strategy	Thames Valley Police	Draft strategy signed off by CSP ready for consultation	July 2017	
	Consult of Prostitution Strategy	Thames Valley Police	Consultation completed	End of October 2017	
	Strategy and action plan in place	Thames Valley Police	Final Strategy signed off by CSP	January 2018	
Ensure all situational ASB cases are case managed through the ASBAGs or Neighbourhood Groups as appropriate.	Identify appropriate areas to lead as problems are identified	ASB Team	Action plans in place to reduce the levels of situational ASB, with specific plans for begging And street-drinking	Reduction in Situation ASB in those areas identified and specific targets for reductions in begging and street-drinking	

<p>Review support available to clients who meet street population criteria and ascertain gaps in provision.</p>	<p>Review Reading Services Guide and ensure support services for street population are represented. Where not identify if there is any local or regional service provision</p>	<p>ASB Team lead for Street Population Group.</p>	<p>Service review completed and service correctly reflected</p>	<p>April 2017</p>	
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