A meeting of the Housing Anti-Social Behaviour Policy Task Group will be held at 5.30 pm on Thursday 6th January 2011 in the IT Training Suite at the Town Hall, Rugby.

Andrew Gabbitas
Executive Director

A G E N D A

PART 1 – PUBLIC BUSINESS

1. Appointment of Chairman – to appoint a Chairman of the Task Group for the 2010/11 municipal year

2. Apologies - to receive apologies for absence from the meeting.

3. Declarations of Interest.

To receive declarations of –

(a) personal interests as defined by the Council’s Code of Conduct for Councillors;

(b) prejudicial interests as defined by the Council’s Code of Conduct for Councillors; and

(c) notice under Section 106 Local Government Finance Act 1992 – non-payment of Community Charge or Council Tax.

*Note: Members are reminded that they should declare the existence and nature of their personal interests at the commencement of the meeting (or as soon as the interest becomes apparent). If that interest is a prejudicial interest, the Member must withdraw from the room unless one of the exceptions applies.  
Membership of Warwickshire County Council or any Parish Council is classed as a personal interest under the Code of Conduct. A Member does not need to declare this interest unless the Member chooses to speak on a matter relating to their membership. If the Member does not wish to speak on the matter, the Member may still vote on the matter without making a declaration.*


**Note:** Agenda items 5, 6 and 7 are referred to in the attached briefing paper.

Any additional papers for this meeting can be accessed here via the website.

Membership of the Task Group: -

Councillors Cranham, Lewis, Mahoney, Mrs New, Mrs O’Rourke, Srivastava and Miss Watts.

If you have any general queries with regard to this agenda please contact Claire Waleczek, Democratic and Scrutiny Services Officer (Team Leader) (01788 533524 or e-mail claire.waleczek@rugby.gov.uk). Any specific queries concerning reports should be directed to the listed contact officer.

If you wish to attend the meeting and have any special requirements for access please contact the Democratic and Scrutiny Services Officer named above.
INTRODUCTION

The Council has undertaken to review its Anti-Social Behaviour (ASB) Policy after one year of operation. The outcomes expected of the review are:

- identification of improvements achieved as a result of the policy
- highlighting of any weakness or problems with the new policy
- recommendations on improvements to the policy and procedures

This work will not be carried on in isolation as review work is in any case carried on as a matter of routine. The scrutiny review provides an opportunity for members to become involved and to satisfy themselves that work being carried out is robust and appropriate.

AGENDA ITEM 4 – Presentation by Emma Rolfe, Estates Management Team Leader – Tackling Anti-Social Behaviour

This presentation will set the scene for the review. It will cover the following ground:

- What anti-social behaviour is and what it is not
- Key principles
- Service standards
- Types of ASB
- The mechanics of carrying out an investigation
- Partnership working
- Closing cases

This will provide members with an opportunity to discuss the issues in a wide-ranging way before looking at the documentation and deciding on specific issues that the task group will concentrate on.

AGENDA ITEM 5 – Anti-Social Behaviour Strategy

The Anti-Social Behaviour Strategy 2010-13 is not to be confused with the Policy. It analyses ASB in the context of the council’s corporate strategy, establishes the council’s priorities for tackling ASB and how the council works with others. It sets out an action plan to be implemented during the three-year life of the strategy. One of the actions in the action plan is:
AGENDA ITEM 6 – Anti-Social Behaviour Policy

The Policy is intended to provide staff with clear procedures and timeframes for responding to complaints about ASB.

The Policy is already scheduled to be submitted to the Estates Management Service Review Group meeting on 17 January. This group includes tenant representation and is part of the routine review mechanism that would be carried out regardless of whether the scrutiny review was being carried out. It will be necessary for the task group to liaise effectively with that group to avoid duplication.

AGENDA ITEM 7 – One Page Strategy and Programme of Work

Items 4 to 6 have been placed on the agenda to give task group members a good grounding in the topic.

Programme of work

The task group is asked at this stage to look again at the one page strategy to ensure that it is appropriate to the carrying out of the review. This part of the meeting will take the form of a flipchart session at which the group will identify lines of enquiry to pursue and a programme of work. It is intended that the review should be quite light-touch and the three months referred to in the one page strategy should probably be regarded as the maximum.

Changing Government policy

Since the one page strategy was approved in September, there have been a number of statements from Government sources indicating the present Government’s approach to ASB.

Evolving Government policy lays stress on:

- outcomes, achieved by a variety of means, rather than measuring whether established enforcement powers have been used
- a clearer role for tenants in scrutinising performance
- crime being regarded as crime, and not downgraded to the more palatable category of ASB, with higher level ASB being regarded as ‘crime and disorder’
ensuring that the outcomes achieved by partnerships are more valuable than the resources put into maintaining the partnerships

It needs to be borne in mind that Government statements on ASB are often made with reference to the more difficult ASB hotspots in the country’s more deprived urban areas. The solutions adopted in Rugby need to be proportionate to the scale of the problem locally.

A Housing Quality Network paper¹ has suggested a checklist for councils preparing their ASB policies and procedures, so as to anticipate likely changes in Government policy. The task group may find it helpful to refer to this when assessing whether the Policy is doing what is required. The task group will probably not have time to go through the checklist in any detail at the first meeting – and some explanation of terminology may be necessary – and it could be that the list will be revisited at a future meeting.

The checklist (below) is presented with the now customary warning notice in the systems-thinking world. We must not slavishly adopt what is regarded as ‘best practice’ but instead must design our own services to achieve a purpose framed in customer terms. The list will nevertheless provide food for thought and there is in any case probably little in it that would give rise to much disagreement.

Leadership

- Don't play down ASB by describing it as low level – it is what it means to the victim that counts: if they say it is bad, treat it as bad until you are able to reassure them otherwise
- Start with the impact of problems, rather than how they are classified and counted; a focus on impact and harm
- Perceptions are still important: the fact that your or the police's statistics may not back up what residents are saying is meaningless if that is how they feel – deal with how they feel and work to improve it
- Make sure you have a local definition ASB worked out with your residents and partners
- Develop a comprehensive and widely available information base not just of best practice but of what works for your residents and for you
- Make sure staff are trained to deliver what you have agreed with residents and are aware of changes in the national landscape as they happen

¹ Tim Horsley, The Coalition Government and Anti-Social Behaviour – Beyond the Rhetoric, HQN, November 2010
- Show certainty about the priority given to ASB and what you are seeking to achieve

- Communicate outcomes so that residents who might want to report ASB but think nothing will happen are reassured and those that have already reported know that you have been listening and what you are doing

- Review what you are doing to monitor the cost of ASB and benchmarking against your own standards as well as the performance of others

- Providers will no longer be able to rely on national standard perception and satisfaction surveys to understand how their tenants are feeling about ASB and the neighbourhoods where they live; an opportunity to get closer to the reality of residents’ daily lives

- Audit your partnership arrangements and ensure they are outcome-driven rather than process driven

- Consider whether you are ready to join a multi-agency case management database in the areas where you work.

**Response and support**

- Introduce risk assessment and ensure your prioritisation of cases reflects it

- Keep in touch with complainants, victims and witnesses – it is the most effective tool of all

- Agree achievable service standards through the local offer process

- In passing on an issue to the police to deal with, providers have an ongoing need to support the victims and witnesses and ensure they are getting the response they deserve – passing the buck has been an issue for years and the new thinking should not be seen as an opportunity for its return – it will, literally, not stand up to scrutiny. In particular, where your tenants are concerned, remember your contractual relationship and the terms of your tenancy agreements

- Establish good case management based on a case manager/case worker principle

- Early intervention works for everyone – picking up the pieces takes more time than responding quickly and effectively

- Make case management a key part of one-to-one reviews with both specialist and generic officers
Make ASB a key part of your performance management regime, making sure that benchmarking is inward – as well as outward – looking

Check whether contact centres are able to identify someone as a repeat or vulnerable caller to ensure their complaint gets an appropriate response

Review whether your service complaint procedures are sufficiently robust to deal specifically with ASB

Victims want to see action but sometimes that just means keeping in touch and listening

Make the most of families at risk projects

If residents feel strongly about ASB, utilise the strength of feeling to get them involved and to provide mutual support to manage the intimidation that inevitably goes with taking a stand.

The compiler of the above checklist concludes by pointing out that Home Office ASB ActionLine is looking for information on four key areas to contribute to the Home Office ASB Review:

1. Effective ways of encouraging the community to participate in setting ASB priorities for their area; for example, setting up Virtual Ward Panels.

2. Local initiatives that empower communities, such as Speedwatch or community warden schemes.

3. Effective local analysis of ASB that uses community-based intelligence and feedback to identify vulnerable locations and people. This may be through Key Individual Networks (KINS) or from other sources.

4. Examples of good partnership working with an emphasis on responding to problems quickly and effective use of partnership resources.

Paul Ansell, Scrutiny and Policy Officer
24 December 2010
Rugby Borough Council

Housing Services

Anti Social Behaviour Policy

Reviewed December 2010
Contents

1. Introduction ...............................................................................................................2
2. Definition of Anti Social Behaviour ............................................................................2
3. Key Objectives ..........................................................................................................2
4. How to Report an Incident of Anti Social Behaviour ..................................................4
5. The Responsibility of Complainants ..........................................................................4
6. The Responsibility of the Wider Community .............................................................5
7. The Responsibility of Tenants and Leaseholders .....................................................5
8. Working in Partnership ..............................................................................................5
9. Housing Services - Our Approach to Tackling ASB ..................................................6
10. Support for Vulnerable Tenants ................................................................................6
11. Witness Support ......................................................................................................7
12. Witnesses in Court ...................................................................................................7
13. Hate Crimes and Incidents (Racist Harassment, Homophobia, Sexual Harassment, etc) ............................................................................................................................8
14. Closing Cases ...........................................................................................................8
15. Performance Monitoring ..........................................................................................9
16. Links to Other Policies ............................................................................................9
17. Confidentiality and Data Protection ........................................................................10
18. Publicising Success ................................................................................................11
19. Protection of Staff ...................................................................................................11
20. Staff Training ..........................................................................................................11
21. Legal Framework ....................................................................................................11
22. Complaints and Compliments ...............................................................................14
23. Monitoring and Review of the Policy ......................................................................14
1. **Introduction**

Rugby Borough Council (RBC) Housing Services recognise that by providing a strong housing management service a real difference can be made to the quality of lives of local residents. We aim to work within the framework of our Anti Social Behaviour Strategy for 2010-2013.

2. **Definition of Anti-Social Behaviour**

Rugby Borough Council uses the following definition of anti-social behaviour based on the Crime and Disorder Act 1998.

‘Behaviour which causes or is likely to cause harassment, alarm or distress to one or more people who are not in the same household as the perpetrator’

The Anti Social Behaviour Act 2003 clarifies further for landlords of social-housing, giving us power to challenge any person on our estates that is causing nuisance and annoyance:

‘any conduct which is capable of causing nuisance and annoyance to any person and which directly or indirectly relates to the housing management functions of a relevant landlord’

The Act also allows us to more effectively manage our properties by giving us authority to tackle the behaviour of those living and visiting those living in our homes – tenant or not:

‘Any conduct which consists or involves using or threatening to use housing accommodation owned or managed by a relevant landlord for an unlawful purpose’

We recognise that failure to effectively tackle anti social behaviour could:

- Substantially affect the lives of those individuals who are living with nuisance or anti social behaviour;
- Impact on the local environment and culture of an area which in turn could damage our ability to develop sustainable communities.

3. **Key Objectives**

We will thoroughly investigate all complaints of anti social behaviour and neighbour nuisance. We will do this by:

1. Taking appropriate and proportionate action against those perpetrators of nuisance or anti social behaviour whether it is being caused by them, their visitors and/or their family.

2. Providing as much support as possible to complainants and/or witnesses of anti social behaviour. We will also support any perpetrator of anti social behaviour who is
vulnerable by referring them to specialist support agencies, recognising that it is possible to change poor behaviour to the point where it becomes acceptable.

3. Recognising that prevention is better than cure. By adopting a multi-agency approach in tackling anti social behaviour, encouraging the use of an independent mediation service and promoting early intervention, we aim to resolve the majority of anti social behaviour complaints through voluntary means.

4. We will closely monitor the quality of the service that we provide by sending all complainants a customer satisfaction survey when their case is closed.

The term ‘anti social behaviour’ includes a wide variety of behaviour that can blight the quality of community life. However, we do not classify as anti social behaviour everything that is reported to us. For example:

- People mowing their lawns
- People vacuuming
- People walking across a wooden floor whilst wearing shoes
- People using washing machines
- Children falling out with each other
- Cooking smells
- Noise of a child playing in their own home
- Children playing outside
- Children playing ball games

We do not fit ‘no ball games’ signs as they are not enforceable.

The above examples are illustrations only and are not exhaustive. They are everyday living noises or minor lifestyle differences rather than anti social behaviour. They will not be routinely investigated as anti social behaviour under the terms of this policy. However, in exceptional circumstances we should be contacted for clarification and further advice.

Although people who live in houses and flats are expected to hear a certain amount of noise from their neighbours, they are not expected to endure unreasonable levels of noise nuisance. Anyone in any doubt should contact us for advice and assistance.

5. Rugby Borough Council will take positive and decisive action to deal with cases of behaviour that are detrimental to our residents’ right to the “peaceful enjoyment of their homes”. Rugby is clear in its aims that anti social behaviour and harassment are unacceptable and that effective and early action will be taken in tackling these. This action will involve a range of preventative, management and legal measures.

It is important that the Council employs a comprehensive range of both legal and management tools in seeking to combat or resolve nuisance and anti social behaviour.

The Council will address complaints of anti social behaviour by:

- Investigating all alleged incidents including same for anonymous and uncorroborated incidents.
• Working in partnership with residents, the Police, Community Safety Wardens and specialist support Services.
• Taking reasonable and proportionate action against perpetrator(s).

4. **How to Report an Incident of Anti Social Behaviour**

If our tenants and residents are suffering from any kind of anti social behaviour they should be encouraged to report the problem as soon as possible.

Complaints can be made in the following ways:

• Telephone our contact centre on 01788 533533
• Write to us at: Rugby Borough Council, Town Hall, Rugby. CV21 2RR
• Email us at: contactcentre@rugby.gov.uk
• Go online at: www.rugby.gov.uk
• Contact the Community Safety Wardens on: 0800 096 8800 (3pm – 11pm 7 days a week)
• Via a third party such as the Police.

5. **The Responsibility of Complainants**

When we receive a report of anti social behaviour or neighbour nuisance we will, as part of our investigation, always try to contact the complainant to find out as much information as we can.

It is important therefore that all complainants recognise the importance of working with us to resolve their complaint. They should do this by responding to our calls and/or letters, collecting information on the nuisance and to be available for pre-arranged meetings or home visits.

Failure to do so may lead to the case being closed due to lack of contact with the complainant.

If a case warrants it, we may request that complainants and/or witnesses provide us with a statement and attend court. It is important therefore that all complainants understand that this may be a course of action pursued as a means of resolving the nuisance.

All complainants have a responsibility not to make malicious complaints about their neighbours, visitors or anyone engaged in lawful activity around their property. We take malicious complaining very seriously and will take action against anyone found to be doing so.

Anonymous complaints will be accepted and recorded. Staff will endeavour to use discretion and judgement in deciding whether anonymous information warrants further investigation.
6. **The Responsibility of the Wider Community**

Although all reports of nuisance and anti social behaviour will be thoroughly investigated, the wider community has a responsibility to not engage in nuisance and anti social behaviour and to report it where seen.

7. **The Responsibility of Tenants and Leaseholders**

Tenants and leaseholders are responsible for abiding by the terms and conditions of their tenancy or lease agreement. Copies of these are issued to the tenant or leaseholder at the start of their tenancy/lease. Further copies can be requested from the housing team.

8. **Working in Partnership**

Partnership working is crucial if we are to prevent anti social behaviour and tackle it quickly and effectively.

Our partner agencies include (although this list is not exhaustive);

- Police
- Victim Support
- Community Safety Partnership
- Floating Support Services
- Social Care
- Probation Service
- Youth Justice Service
- Positive Futures
- Environmental Services
- Community Safety Wardens
- Warwickshire Race Equality Partnership
- Mediation and Community Support
- Other Support Services

The following are not partner agencies but specific arrangements have been made with them for consultation and information sharing as necessary:

- Crown Prosecution Service
- Warwickshire Magistrates Court Service
- Coventry County Court

Together with our partner agencies, we have also signed up to the Warwickshire Information Sharing Protocol that enables us all to share appropriate and relevant information when dealing with cases of anti-social behaviour. All information is shared in line with the protocol and within the terms of the Data Protection Act 1998 and the Crime and Disorder Act 1998.
We attend and contribute to the Community Safety Partnership (CSP), Rugby Tasking and Co-ordination Group and Rugby ASB Tactical Group, which are multi-agency forums aimed at strategically planning and targeting resources more appropriately in tackling anti social behaviour across the Borough.

The various strategic and tactical groups aim to reduce the barriers between agencies to ensure anti social behaviour is tackled effectively across the whole of the Borough. We will therefore exchange information regarding names, addresses, dates of birth of alleged perpetrators and details of nuisance at these meetings and agree the most appropriate way forward.

We will also keep appropriate groups updated on any actions that we are taking.

9. Housing Services - Our Approach to Tackling ASB

We will work with the Environmental Protection Team and Community Safety Wardens in cases where both complainant and alleged perpetrator are an owner-occupier or a private tenant within our housing estates.

We will always seek to resolve a complaint at the lowest possible level. It is recognised that in most instances of minor dispute this will involve the complainant being advised to raise the issue tactfully with the individual concerned. In most instances this can resolve matters without escalation.

We will not move complainants or perpetrators as a means of resolving nuisance or anti social behaviour (except in exceptional circumstances); we will deal with the nuisance.

We want to create a climate where people feel confident in coming forward with information. All action will be agreed with complainants, prior to any action being taken and we will provide complainants with a regular update on the progress of their case at least every two weeks. This will commence from the point of complaint and continue until resolution and beyond if appropriate.

When a case reaches the court hearing stage, in addition to witness statements, we may use noise recording equipment, CCTV and/or professional witnesses where a situation warrants it.

We will work closely with our partner agencies to try and prevent nuisance and anti social behaviour from occurring.

We will, where possible, make environmental improvements, such as improving lighting and removing graffiti where necessary.

10. Support for Vulnerable Tenants

In recognising the importance of supporting vulnerable tenants, we will refer anyone who we know or who we suspect has a vulnerability to a specialist support service, providing
that the individual is willing to receive this support. This is regardless of whether they are the alleged perpetrator or the complainant.

When a complaint of anti social behaviour is made against someone who we know or suspect is vulnerable, we will try to change or modify their behaviour by linking in with the support services. However, we will also make it clear that any failure to engage with this service may lead to legal action being taken against them to enforce their tenancy conditions.

11. Witness Support

When we are preparing to take action against someone for anti social behaviour, we understand that it may be a frightening and distressing time for some of our witnesses. We will therefore do all that we can to make this process as easy as possible.

Where there is a real threat of violence or an attempt on the life of a witness giving evidence, we would deal with cases like this under the Homelessness legislation.

If a threat of violence has been made against a witness giving evidence, but it is not considered life threatening, the case will be considered as a special needs re-housing case in line with our allocation policy document.

Where a threat is received by a witness who is giving evidence we will help to secure your property (this will include advice from the Police and Victim Support).

Steps that we can take to help secure a property can include fitting:

- Additional window locks
- Movement sensitive lighting
- Letterbox covers
- Smoke alarms
- Installation of a CCTV camera
- Environmental work around the property
- 24-hour panic alarm

12. Witnesses in Court

Where witnesses are required to give evidence in court we will provide a full explanation of what people should expect and offer a pre-court visit in advance of the hearing (where possible).

Witnesses can expect to receive the following support throughout court hearings:

- Transport to and from the court;
- A separate waiting room for our witnesses (where possible);
- An escort during the hearing (this will usually be the officer who has been managing the case);
• Compensation for loss of earnings;
• Refreshments and lunch through the hearing.

In all cases that have been resolved following a court hearing, officers will continue to support witnesses for a period of time afterwards. The length of time required will vary for each case and it will be agreed with witnesses on an individual basis.

Witnesses who give evidence can receive advice from the Victim Support who runs the Witness Service in every criminal court in England and Wales to give information and support to the witness and their families in court.

13. **Hate Crimes and Incidents (Racist Harassment, Homophobia, Sexual Harassment, etc)**

Complaints of this nature are classified as very serious.

As with a racist incident, we define a hate crime or incident as an incident that is perceived to be such by the victim or any other person. Examples of a hate crime or incident could be because of someone’s religion, gender, sexuality, mental health, learning or physical disability or cultural difference. Having HIV or AIDS is also defined similarly.

Where a racist or hate crime incident has been reported to us, we cannot take any enforcement action without evidence.

All complainants and witnesses in these cases will be dealt with in a sensitive, supportive and understanding way and we will provide supportive measures as described in the Witness Support and Witnesses in Court sections of this policy.

We will also offer to refer complainants and witnesses to an appropriate support agency who will be able to provide them with additional support, such as the Warwickshire Race Equalities Partnership (WREP), Community Protection Team and Warwickshire Police Hate Crime Help Line: 0845 129 2221.

If the property where the victim/witness lives has been the subject of vandalism or graffiti we will deal with this as a matter of urgency. Our target for removing abusive, racist or homophobic graffiti is 24 hours.

14. **Closing Cases**

We will close cases where the situation has been resolved and the complainant is happy for us to do so.

In certain circumstances we will close cases even if the complainant does not want us to. If we are satisfied that we have done everything we can, that is reasonable and proportionate to resolve the complaint. We will record the reasons for closing cases and advise people about what they can do next.
We will not assume that a situation has improved if we have not heard from the complainant in a while. We will try and make contact with them before passing a case for closure. We will do this by writing to them, telephoning and/or conducting a home visit. Only when all these have failed will a case be passed for closure on the grounds of no contact. We will also close a case where the complainant has failed to respond to our requests for information.

15. Performance Monitoring

We closely monitor the quality of the service that we provide by carrying out customer satisfaction surveys when we close cases. We will randomly review 10% cases that have been passed for closure to check that the complainant is happy for us to do so.

Levels of customer satisfaction will be monitored. Any customer satisfaction survey indicating a negative response will be followed up by the Team Leader within 28 days of receipt. The Team Leader will talk to both the complainant and the officer who managed the case to establish whether everything that could have been done to resolve the complaint has been.

The Team Leader will confirm the outcome of the review in writing to the complainant advising them whether the case will be reopened for further investigation or not.

16. Links to Other Policies

This policy does not work in isolation. Other RBC policies that support or influence this policy include;

Allocations

Where we have evicted a tenant/s for anti social behaviour, we will try to sensitively re-let the subsequent vacant property, understanding that the surrounding community have probably experienced significant anti-social behaviour and neighbour nuisance.

It is recognised that we cannot offer any guarantees that a new tenant would not cause problems.

Perpetrators of anti social behaviour who have had a court order awarded against them for anti social behaviour may be given a reduced priority for housing. As a minimum, this will apply to all perpetrators who have been given an Anti Social Behaviour Order (ASBO), an Anti Social Behaviour Injunction (ASBI), a Suspended or Postponed Possession Order, a Possession Order or a Demoted Tenancy.

The majority of people who are offered a property with RBC will be introductory tenants for their first year. They will have less security of tenure and rights than a secure tenant. We will clearly explain the terms of the introductory tenancy agreement to all new tenants when they sign their introductory tenancy agreement, drawing particular attention to the clauses surrounding neighbour nuisance and anti social behaviour. If incidents of anti social behaviour occur during their first year, the action to take possession of the property
through the County Court can be taken more quickly. After a year their tenancy automatically becomes secure.

All new tenants will receive a settling in visit within four weeks of their new tenancy start date. The purpose of this visit will be to check that they have settled in to their new home and raise any problems that may have come to light in the first four weeks, such as nuisance and antisocial behaviour. Introductory tenants are also visited again after the first six months of their tenancy to review their tenancy conditions.

**Homelessness**

Where legal action is being taken against a tenant for anti social behaviour, which may result in them becoming homeless, we will conduct a joint visit with an officer from our Housing Options Team.

Where anti social behaviour is being investigated and either the complainant or the alleged perpetrator makes a homeless application, we will share all our information with the Housing Options Team so that they can make a decision on someone’s eligibility for assistance under homelessness legislation.

**Domestic Abuse**

Where a complaint is received regarding neighbour nuisance or anti social behaviour, we will deal with it as outlined within this policy. However, where we suspect that the cause of the nuisance is domestic abuse, we will refer to our Domestic Abuse Policy.

**Vulnerable Persons**

Where a complaint is received regarding neighbour nuisance or anti social behaviour, we will deal with it as outlined within this policy. However, where we suspect that the perpetrator of the nuisance is vulnerable, we will refer to our Vulnerable Persons Policy.

**Race Equality Scheme**

RBC is committed to ensuring that race equality is part of everything we do. The Council is committed to upholding four key principles through which we aim to;

- Achieve improvement for all but with the fastest improvement for the most deprived;
- Ensure equality of opportunity for all;
- Be a customer focused organisation;
- Take into account the needs of future generations in our planning.

In respect of race equality, RBC has sought to promote the above objectives and principles of the Equality Standard for Local Government.

17. **Confidentiality and Data Protection**

We respect the rights of our customers to confidentiality and will always request their permission before sharing any information they give us with others.
We will comply fully with the requirements of any new or existing relevant legislation, such as the Data Protection Act 1998.

18. Publicising Success

Publicity is essential if local communities are to support us when tackling anti-social behaviour. Where applicable, we will publicise successful results of both legal and voluntary actions that we have taken in the Tenant Times newsletter and at times, the local media.

When we obtain an Anti Social Behaviour Order (ASBO) or Anti Social Behaviour Injunction (ASBI) in Court we will produce information for all relevant parties in line with RBC’s publicity protocol. This will include details of the name and age of the perpetrator, together with a list of the prohibitions and the expiry date of the Order. It will also contain details of who to contact should the Order be breached.

This information can only be published providing the Court Judge has not imposed any reporting restrictions on the case being heard.

We will also, from time to time, publish a statistical summary showing the numbers of cases, actions, resolutions and court results to our tenants and partner agencies through a variety of means (e.g., Community Safety Partnership meetings, Rugby and District Tenants Association meetings, Tenants Times newsletter).

19. Protection of Staff

We will not tolerate any threats of abusive behaviour towards our staff. We will take strong action if this condition is breached including legal action which could result in an injunction, possession proceedings or both.

20. Staff Training

Tackling anti social behaviour effectively requires knowledgeable and well-trained staff. We will ensure that all staff dealing with anti social behaviour clearly understand and deliver our policy.

21. Legal Framework

We are required to be conversant with and take account of legislation relating to management of local authority housing and anti social behaviour. Housing Teams are required to have an understanding of legislation relevant to the tasks they are performing and a commitment to its implementation. We shall be aware of all proposals to amend new legislation, which have a bearing on the services they deliver.

Examples of legislation that Housing Teams need to be aware of include:
The Crime and Disorder Act 1998

The Crime and Disorder Act came into force in September 1998. It places a duty on local authorities and the police to form a partnership and develop with key partners to tackle crime and disorder.

RBC Housing Services fully supports the use of Acceptable Behaviour Contracts (ABC’s) as a method of preventing young people entering the justice system.

Under Section 17 there is a duty for each authority to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent, crime and disorder in its area. Under this Act RBC can apply for an Anti Social Behaviour Order (ASBO) as a means for combating serious anti social behaviour.

Human Rights Act 1998

Under this Act a victim is suffering an abuse of one of the human rights will be entitled to complain to a court of law in the United Kingdom and seek compensation.

Key rights that are significant for RBC are:

1. Prohibition of discrimination;
2. Respect for private and family life;
3. Right to a fair and public hearing.

Homelessness Act 2002

The Homelessness Act places a duty on the Council and its statutory partners to work together to prevent homelessness and to help to sustain vulnerable people, in particular, in their tenancies. Where a household’s tenancy is put at risk as a result of anti social behaviour carried out by a tenant or someone in their household or a visitor, then demonstrable steps must be taken to show that all other options have been pursued before a Possession Order is sought.

Housing Teams will be responsible for ensuring that colleagues in the Housing Options Team are kept informed not only of cases where court action is being planned but also of the preventative steps that are being pursued. This level of co-operation is required if the Council is to successfully defend any future decision not to offer alternative accommodation either through Part 7 (Homelessness) application or an application to join the housing register from a previous tenant evicted for anti social behaviour.

Data Protection Act 1998

All personal data processed by RBC must be:

1. Obtained and processed fairly and lawfully;
2. Kept accurate and up to date;
3. Held for no longer than is necessary;
4. Subject to appropriate security measures.
**Housing Act 1985 and 1996**

The Housing Act provides a sanction on perpetrators of nuisance and anti-social behaviour whether they are tenants or other persons who are affecting those lawfully in the area of the housing authority. Eviction for harassment and anti-social behaviour can be achieved under two different grounds in schedule 2 of the 1985 Act: Ground 1 covers breaches of tenancy agreement and Ground 2 is specifically for nuisance or annoyance and/or certain convictions.

The Housing Act 1996 Section 144 amends the Housing Act 1985 Ground 2 and extends the scope so local authorities can give evidence of behaviour that justifies repossessing a tenancy. The Housing Act gives social landlords more powers against anti-social tenants by strengthening the grounds for possession to include:

1. Behaviour likely to cause nuisance (which enables professional witnesses to be used)
2. Anti-social behaviour in the locality of the tenant’s property
3. Anti-social behaviour of visitors to the property
4. Conviction for an arrestable offence in the vicinity of the property

**Environmental Protection Act 1990 and the Statutory Nuisance Act 1993**

Under these acts if the Council’s Environmental Protection Team considers that a noise amounts to a statutory nuisance they can serve an abatement notice. If the nuisance continues without reasonable excuse, the noisemaker can be prosecuted in the Magistrate’s Court and if convicted, can be fined up to £5000, with a further £500 for each day on which the nuisance continues. Environmental Protection Officers can obtain a warrant from the Magistrate’s Court and can seize equipment. Housing Services will take appropriate action on a council tenant if a noise abatement notice is served by the RBC Environmental Protection Team, this may include a Notice Seeking Possession or Notice of Demotion being served.

**The Anti-Social Behaviour Act 2003**

The housing provisions of the Act came into force on 30th June 2004, it introduced the following:

1. **Section 12**
   A requirement for social landlords to publish policies and procedures on how they deal with anti-social behaviour by 30th December 2004.

2. **Housing Injunctions**
   These enable social landlords to apply to the court for housing injunctions to prevent behaviour capable of causing nuisance and annoyance which indirectly or directly affects their housing management functions. This will make it easier to exclude perpetrators from the areas where they have been causing trouble; wider categories of people can be protected; and a power of arrest or an exclusion order will be available where there has been anti-social behaviour but no violence or threat of violence; this could include emotional or psychological harm.
3. Sections 14 and 15 Demotion Orders
If a tenant behaves anti socially or allows a member of their household or visitors to do so, using the sections 14 and 15, a social landlord can apply to the court for a demotion order ending the tenant’s existing tenancy and replacing it with a less secure demoted tenancy. This removes the tenant’s Right to buy and security of tenure for at least a year. At the end of the year if the landlord has been satisfied by the tenant’s conduct of the tenancy it reverts back to a secure tenancy. If there are continuing problems, a social landlord can extend this period by following a set of prescribed procedures.

4. Section 16
Requires courts to give particular consideration to the impact of anti social behaviour on victims, witnesses and the wider community in all nuisance-related housing possession cases.

ASBOs that can be brought on the back of possession proceedings against people who are not the tenant but reside with him or her.

Clean Neighbourhoods and Environment Act 2005
The powers of this Act are designed to help local authorities deal quickly and effectively with those who litter, fly-tip and otherwise deface and damage the local environment. The measures in the Act support local authorities and their partners to create cleaner, safer and greener neighbourhoods.

Equality Act 2010
The Equality Act 2010 came into force on 1 October 2010. The Act harmonises and, in some cases, extends existing discrimination law covering the ‘protected characteristics’ of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. The Act brings the protected characteristics within one piece of legislation, and also makes changes to the law.

22. Complaints and Compliments
If you are pleased or dissatisfied with a service, complaints and compliments can be made directly to the team concerned, or you can:

- Telephone our contact centre on 01788 533533;
- Write to us at: Rugby Borough Council, Town Hall, Rugby. CV21 2RR;
- Email us at: contactcentre@rugby.gov.uk
- Go online at: www.rugby.gov.uk

23. Monitoring and Review of the Policy
We will review this policy every year to ensure that any changes in best practice and Government legislation are incorporated.
We will ensure that our service is accessible to all and where customers have any particular needs or requirements we will do all we can to help. Examples of this are:

- All documentation is available in appropriate languages and formats upon requests (e.g., large font, audiotapes)
- All complainants and alleged perpetrators have access to an interpreter where applicable.

This policy has been Equality Impact Assessed to ensure no individual or group is adversely affected.
Rugby Borough Council
Housing Service

Anti-Social Behaviour Strategy

2010 - 2013
Foreword

We all want Rugby to be an excellent place to live. Indeed the community and partners have already agreed a vision as to how we would all like to see the borough in the future:

<table>
<thead>
<tr>
<th>Our vision:</th>
</tr>
</thead>
<tbody>
<tr>
<td>‘Rugby in 2026 will be a place where all sections of the community have worked together to create a Borough where people are proud to live, work and visit’.</td>
</tr>
<tr>
<td>(source: Rugby’s Sustainable Community Strategy 2009)</td>
</tr>
</tbody>
</table>

No single individual or agency can achieve this – we all have our part to play. It is with this in mind that the council’s housing service has worked with others to agree its anti-social behaviour strategy for 2010-2013.

Unfortunately, most of us have, or will at some point, be affected by issues of anti-social behaviour in our community. This behaviour can range in seriousness from minor nuisance to criminal behaviour and have a devastating impact on those affected.

I am pleased to see that this strategy centres around ensuring that those living in and around council homes in Rugby can be assured the quality-of-life that we all aspire to. This will be achieved through prevention and early intervention of anti-social behaviour, strong housing management, close partnership-working with other agencies, supporting victims and perpetrators of anti-social behaviour and being accountable to complainants.

Cllr Leigh Hunt
Sustainable Inclusive Communities Portfolio Holder
This document may also be available in other languages, large print, Braille, and audio format upon request:

1. Arabic - العربية
   هذه الوثيقة متاحة أيضا بلغات أخرى والأحرف الطباعية الكبيرة وطريقة درايل للمكفولين وبصيغة سمعية عند الطلب.

2. Gujarati - ગુજરાતી
   આ હેરાખણે વિવિધ કર્તારી બીજી ભાષાઓમાં, મોટા કાપડા અસરો અંગાન ઓટોમોબિલ રજૂનામાં પણ મળી રહેશે.

3. Hindi - हिंदी
   यह दस्तावेज़ अन्य भाषाओं में, जेड़ अंशों की छपाई, ब्रेल और सुनने वाले माध्यम पर भी उपलब्ध है।

4. Mandarin - 中文 (简体字)
   本文件也可应要求，制作成其它语文或特大字体版本，也可制作成录音带。

5. Polish - polski
   Dokument ten jest na życzenie udostępniany także w innych wersjach językowych, w dużym druku, w alfabetie Braille’a lub w formacie audio.

6. Punjabi - ਪੰਜਾਬੀ
   ਇਹ ਸਮਨਾਮੀ ਤੇਲ ਬੰਦਰਾਣੀ ਦਾ ਪ੍ਰਦਾਨ, ਬੰਦਰ ਅਕਾਲਾ ਦਾ ਸੰਸਾਰੀ ਟੁਸ ਦੀ ਵਿਵਾਦ ਪ੍ਰਸ਼ਨਾ ਤੇ ਹਿੰਦੀ ਦੀ ਭਾਸ਼ਾ ਦੀ ਸਭਤਾ ਯੋਗ ਦੀ ਡਾਂਖ ਦਾ ਮਹਾਨ ਹੈ।

7. Portuguese - Português
   Mediante solicitação, este documento encontra-se também disponível noutras línguas, num formato de impressão maior, em Braille e em áudio.

8. Urdu – اردو
   درخواست پر یہ دستاویز دیگر زبانوں میں، یہ سطح حروف کی جگہ پہیا، دریائل اور سسٹم کے ذرائع پر بھی مبیماری ہے。

Communications Team, Rugby Borough Council,
Town Hall, Rugby CV21 2RR

Telephone (01788) 533864

Email: communications@rugby.gov.uk
CONTENTS

1.0 Introduction

2.0 The extent of anti-social behaviour in Rugby and Warwickshire:
   2.1 the Warwickshire experience
   2.2 the Rugby experience
   2.3 the experience of the Housing Service

3.0 Understanding the wider picture:
   3.1 how the ASB strategy helps meet the strategic objective of the council

4.0 Our ambitions:
   4.1 what we want to achieve
   4.2 how we are going to do this

5.0 How do we know that these priorities are where we should be focusing our attention?
   5.1 how the priorities were agreed
   5.2 what our tenants say about ASB

6.0 Tackling ASB – what the Housing Service already does
   6.1 our general approach
   6.2 how the Housing Service classifies types of ASB
   6.3 working with others at an operational level to combat ASB on our estates
   6.4 the ASB policy and procedures
   6.5 learning from others – including our customers
   6.6 tools and remedies available to the Housing Service

7.0 Working with others at a strategic level to tackle ASB
   7.1 the Warwickshire Local Area Agreement
   7.2 the Warwickshire ASB protocol
   7.3 the Rugby Local Strategic Partnership
   7.4 the Rugby Community Safety Partnership

8.0 The Tenant Services Authority

9.0 Equality and Diversity
   9.1 Racial-harassment and hate-crime
   9.2 Vulnerability and disability
   9.3 Regularly reviewing what we do so we can do it better

10.0 Value-for-money
11.0 Action-plan

12.0 Performance issues
   12.1 our service targets
   12.2 how we will monitor our performance

13.0 Monitoring the implementation of the action-plan

14.0 Who to contact for more information about the strategy

15.0 Abbreviations

16.0 References

17.0 Acknowledgements
| Table 1: | recorded incidents of anti-social behaviour in Rugby during the first quarter of 2009 and 2010 |
| Table 2: | the corporate priorities of Rugby Borough Council |
| Table 3: | priorities of the Housing Service’s ASB strategy |
| Table 4: | tenants priorities for the housing service (source: STATUS 2008) |
| Table 5: | how the Housing Service classifies types of ASB |
| Table 6: | the partners that the Housing Service works with to address issues of ASB |
| Table 7: | the Housing Service’s targets for responding to reports of ASB |
LIST OF DIAGRAMS

Diagram 1  How the Housing Service fits into the wider picture
LIST OF APPENDICES

Appendix i  the tools used by the housing service to tackle anti-social behaviour
Appendix ii  list of those consulted in agreeing the priorities for the action-plan
Appendix iii  a copy of the survey form used in the initial consultation
1.0 INTRODUCTION

The Crime and Disorder Act 1998 defines anti-social behaviour (ASB) as:

“Behaviour which causes or is likely to cause harassment, alarm or distress to one or more people who are not in the same household as the perpetrator”

However, the ASB Act 2003 clarifies things further for landlords of social-housing, giving us power to challenge any person on our estates that is causing nuisance and annoyance.

‘any conduct which is capable of causing nuisance and annoyance to any person and which directly or indirectly relates to the housing management functions of a relevant landlord’

The Act also allows us to more effectively manage our properties by giving us authority to tackle the behaviour of those living and visiting those living in our homes – tenant or not:

‘any conduct which consists or involves using or threatening to use housing accommodation owned or managed by a relevant landlord for an unlawful purpose’

As the landlord of almost 4,000 homes in Rugby we want to take reports of ASB seriously. We will do this by ensuring that all reports of ASB are recorded and investigated. We will also ensure that victims are informed of the contact details of the officer investigating their complaint and the action we will be taking.

We understand that we cannot do this in isolation, and need to work in partnership with others to ensure that we achieve our shared vision for the Rugby of the future as:

‘a place where all sections of the community have worked together to create a borough where people are proud to live, work and visit’

Source: Rugby’s Sustainable Community Strategy 2009

The purpose of this strategy is to equip us, the biggest landlord in Rugby, to improve the quality-of-life for residents – tenants and non-tenants - living in our properties and on our estates. To do this we have worked with others to develop clearly defined priorities for reducing the incidents, impact and costs (both financial and social) of ASB.
2.0 THE EXTENT OF ANTI-SOCIAL BEHAVIOUR IN RUGBY AND WARWICKSHIRE

2.1 The Warwickshire experience
Within Warwickshire, levels of ASB remains highest in Nuneaton and Bedworth, with 9,620 incidents recorded in 2007/08.
Nuneaton and Bedworth saw the largest increase in the level of ASB (12%), followed by Stratford (11%)
54% of the ASB incidents reported to Police in 2007-2009 were for rowdy and inconsiderate behaviour, and analysis shows that incidents logged in this category are often linked to young people.

2.2 The Rugby experience
The level of ASB in Rugby is average when compared with the rest of Warwickshire (source: Warwickshire Police crime mapping web page: Feb 2010).
In the first quarter of 2010 the number of reported ASB incidents had reduced by 11.2% from 349.3 to 310.3 (see table1) compared to the same period in 2008/9

Table 1: recorded incidents of anti-social behaviour in Rugby during the first quarter of 2009/10

<table>
<thead>
<tr>
<th>Year</th>
<th>November</th>
<th>December</th>
<th>January</th>
<th>Average</th>
</tr>
</thead>
<tbody>
<tr>
<td>2008/2009</td>
<td>352</td>
<td>336</td>
<td>360</td>
<td>349.3</td>
</tr>
<tr>
<td>2009/2010</td>
<td>288</td>
<td>314</td>
<td>329</td>
<td>310.3</td>
</tr>
</tbody>
</table>

Rugby was the only area to in Warwickshire to witness a decrease in the levels of ASB between 2006-2009, with the number of reported incidents falling by 3%.
ASB remains a key area of concern for the residents of Rugby. This is evidenced by the findings from the 2009 comprehensive strategic assessment of community safety for the borough, carried out by the Rugby Community Safety Partnership.
The assessment drew on data from a wide-range of sources including the Warwickshire Observatory, a county-wide multi-agency working group, and widespread consultation with partners and the public.

2.3 The experience of the housing service
Many of the complaints of ASB, received by the housing service, are low-level issues, many of them relating to neighbour disputes rather than true ASB. However, it is recognised that such disputes need to be managed carefully to avoid their escalating into something more serious.
The Housing Service recognises that in order to understand the trends in volume, type and location of ASB within its stock then it will need to develop mechanisms to collect data in respect of:

1. volume and category of ASB cases
2. number of cases successfully resolved
3. number of cases successfully resolved by main intervention
4. sustainability of successfully resolved ASB cases
5. average time taken to resolve ASB cases
6. engagement with partner agencies to tackle ASB

The available data will then allow a more strategic approach to tackling the issues identified.
3.0 UNDERSTANDING THE WIDER PICTURE

3.1 How the ASB strategy helps meet the strategic objective of the council

The housing service is only one part of the wider council. The strategic objective of the Council is:

\[
\text{Clean, green and safe}
\]

This objective is underpinned by 5 corporate priorities:

<table>
<thead>
<tr>
<th></th>
<th>Table2: the corporate priorities of Rugby Borough council</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>ensure all the borough’s residents are aware of our services and can access and influence them</td>
</tr>
<tr>
<td>2</td>
<td>meet the housing-needs of our residents now and in the future</td>
</tr>
<tr>
<td>3</td>
<td>enable our residents, visitors and enterprises to enjoy, achieve and prosper</td>
</tr>
<tr>
<td>4</td>
<td>enable and sustain an environment which our residents can take pride in and which impresses our visitors</td>
</tr>
<tr>
<td>5</td>
<td>enable the delivery of excellent value-for-money services in line with our corporate plans</td>
</tr>
</tbody>
</table>

Good quality housing-management services impact on meeting all of these priorities as we seek to ensure that:

- we listen to what our tenants tell us about their estates and respond appropriately
- the homes we provide are well-managed so that people want to live in them, and they remain a sustainable resource to help meet local housing-needs
- our estates are attractive and pleasant places to live and visit – contributing to the well-being of the community
- we effectively and creatively use resources to provide an effective value-for-money service that people are satisfied with
4.0 OUR AMBITIONS

4.1 What do we want to achieve?

As the landlord of almost 4,000 homes in Rugby we want to take reports of ASB seriously. We will do this by ensuring that all reports of ASB are recorded and investigated. We will also ensure that victims are informed of the contact details of the officer investigating their complaint and the action we will be taking.

We want to ensure that our estates and homes are places that people want to live in. To achieve this we must ensure that they are well-managed to minimise ASB and the devastating impact it can have on the quality-of-lives of residents and the wider community. To do this we need to make effective use of the resources we have, which are summarised in appendix i.

4.2 How are we going to do this?

Table 3 summarises the priorities of the Housing Service’s ASB strategy, arrived at following consultation with our partners and tenants. The action-plan (see section 11.0) details the specifics as to how, and when, we are going to tackle each priority.

| Ensure that robust mechanisms are in place to help us take reasonable and proportionate action against perpetrators (them, their visitors and/or their family) of nuisance or anti-social behaviour |
| Provide support to complainants and/or witnesses of anti-social behaviour |
| Work with other agencies to provide support to any perpetrator of anti-social behaviour who is vulnerable (including families) |
| Prevent anti-social behaviour from occurring in the first-place through a system of partnership-working and early intervention to ensure that people take responsibility for their own actions |
| Monitor the satisfaction of complainants and learn from their feedback |
| Promote the positive outcomes in dealing with anti-social behaviour to increase the confidence of the community to report incidents |
| Develop mechanisms to ensure that we can demonstrate our interventions are effective and represent value-for-money |

*Table 3: the priorities of the Housing Service’s ASB strategy*
5.0 HOW DO WE KNOW THAT THESE PRIORITIES ARE WHERE WE SHOULD BE FOCUSING OUR ATTENTION?

5.1 How the priorities were agreed

The priorities for the strategy were drafted drawing on:

- the objectives laid out in the housing services ASB policy, adopted February 2009,
- the positive practice of other housing organisations,
- a self-assessment against the Communities and Local Government Respect Standard for housing

A number of stakeholders, including tenants and tenant groups, (see appendix ii for full listing) were consulted via a postal and email questionnaire (see appendix iii) to help to gauge their opinion of the draft priorities and to identify any gaps that they thought needed to be addressed.

A total of 34 responses were received from groups and individuals. The comments received did result in changes to the draft priorities to take account of:

- Positive promotion of activities
- It needing to be explicit that housing would be working with other agencies to arrange support for vulnerable perpetrators

The revised priorities were then formally agreed by the Rugby and District Tenants’ Association (RDTA) at their meeting in May 2010.

A second phase of consultation sought the Rugby Community Safety Partnership’s views of potential actions for inclusion in the resulting strategy action-plan.

5.2 What our tenants say about anti-social behaviour

The standardised tenant satisfaction survey (STATUS) is a census-type survey of all council households which the government require us to carry out every two years to determine tenants’ satisfaction with their homes, communities and housing services.

The last survey was carried out in October 2008 - 3,853 households were sent a questionnaire (3 mailings in total to ensure a high response), attracting a response rate of 1,586 tenants (41%).

As part of the survey, tenants were asked to rank a number of housing services in order of their importance to them. This resulted in ‘dealing with anti-social behaviour’ being ranked 6th, with only 29% of respondents feeling that it was the most important aspect of the housing service.
Table 4: tenants priorities for the housing service (source: STATUS 2008)

<table>
<thead>
<tr>
<th>Ranking</th>
<th>Priority area for tenants</th>
<th>Tenants that said this is important</th>
</tr>
</thead>
<tbody>
<tr>
<td>1&lt;sup&gt;st&lt;/sup&gt;</td>
<td>Repairs and Maintenance</td>
<td>81%</td>
</tr>
<tr>
<td>2&lt;sup&gt;nd&lt;/sup&gt;</td>
<td>Overall quality of home</td>
<td>57%</td>
</tr>
<tr>
<td>3&lt;sup&gt;rd&lt;/sup&gt;</td>
<td>Keeping tenants informed</td>
<td>34%</td>
</tr>
<tr>
<td>4&lt;sup&gt;th&lt;/sup&gt;</td>
<td>Value-for-money (rent)</td>
<td>33%</td>
</tr>
<tr>
<td>5&lt;sup&gt;th&lt;/sup&gt;</td>
<td>Neighbourhood as a place to live</td>
<td>33%</td>
</tr>
<tr>
<td>6&lt;sup&gt;th&lt;/sup&gt;</td>
<td>Dealing with anti-social behaviour</td>
<td>29%</td>
</tr>
</tbody>
</table>

It is difficult to compare the 2008 results with those from the previous survey carried out in 2006, as many of the questions differed in the way that they were asked. However it remains appropriate to say that RBC does not suffer from major ASB on its housing estates.
6.0 TACKLING ANTI-SOCIAL BEHAVIOUR – WHAT THE HOUSING SERVICE ALREADY DOES

6.1 Our general approach

The Housing Service already:

- applies a problem-solving approach to tackling ASB
- seeks to resolve complaints at the lowest possible level. For example, in the case of minor disputes, if appropriate, we will advise the complainant to take responsibility for resolving things by raising the issue tactfully and appropriately with the individual concerned
- undertakes to tackle the issue of ASB rather than move complainants or perpetrators (except in exceptional circumstances) as a means of resolving issues
- recognises that the key to increasing public-confidence and providing sustainable solutions to problems will be greatly enhanced through partnership-working
- implements an early intervention approach to dealing with ASB to prevent it from escalating
- usually uses enforcement action as the last resort in tackling ASB. Such action will only be used when it is proportionate and appropriate to do so. It can also be used alongside other interventions to modify perpetrators behaviour
- recognises that some perpetrators may have vulnerabilities that need to be considered when determining the most appropriate way to manage a complaint of ASB
- treats customers with respect to create a climate where people feel confident in coming forward with information
- ensures that the most appropriate course of action is agreed with complainants, prior to any action being taken
- provides complainants with a regular update on the progress of their case at least every two weeks. This will commence from the point of complaint and continue until resolution and beyond if appropriate.
- supplements witness statements, with evidence from noise-recording equipment, CCTV and/or professional witnesses if we judge that the situation warrants it, at court stage
- works closely with our partner agencies to try and prevent nuisance and ASB from occurring.
- Makes, where possible and practicable, environmental improvements to try and design out opportunities for ASB. The Bright Ideas budget is a capital budget that tenants can bid to for funding such works
This is not a comprehensive list of all that we do to tackle ASB, but it does give an indication of the breadth of issues covered. More detail of how we tackle ASB is detailed in appendix i.
6.2 How the housing service classifies types of anti-social behaviour

Table 5 illustrates how the housing service classifies ASB, as well as the service-standards for dealing with them. Please note that this is not an exhaustive list of likely issues.

<table>
<thead>
<tr>
<th>Type of nuisance</th>
<th>Remedies available</th>
<th>Service-Standards</th>
</tr>
</thead>
<tbody>
<tr>
<td>Car repairs</td>
<td>Offer basic advice</td>
<td>1st Contact within 3 working days and agree action-plan which will be implemented over the next 10 working days.</td>
</tr>
<tr>
<td>Parking disputes</td>
<td>Sign-post to other agencies, such as Environmental Services</td>
<td></td>
</tr>
<tr>
<td>Boundary &amp; hedge disputes</td>
<td>Encourage mediation</td>
<td></td>
</tr>
<tr>
<td>Animal nuisance (e.g. dog barking, dog fouling)</td>
<td>Consider Common Assessment Framework</td>
<td></td>
</tr>
<tr>
<td>Communal area problems (e.g. young people hanging around)</td>
<td>Consider an additional security presence</td>
<td></td>
</tr>
<tr>
<td>Graffiti</td>
<td>Liaise with Estates Officers (high-rise only)</td>
<td></td>
</tr>
<tr>
<td>Quad bikes / scooter misuse</td>
<td>Contact anti-graffiti team</td>
<td></td>
</tr>
<tr>
<td>Litter</td>
<td>Warning letters</td>
<td></td>
</tr>
<tr>
<td>Poorly maintained gardens</td>
<td>Acceptable Behaviour Contracts</td>
<td></td>
</tr>
<tr>
<td>Fire work related nuisance</td>
<td>Notice Seeking Possession</td>
<td></td>
</tr>
<tr>
<td>Hoarding / neglect of property</td>
<td>Injunctions</td>
<td></td>
</tr>
<tr>
<td>MINOR</td>
<td>Fixed penalty notices</td>
<td></td>
</tr>
<tr>
<td>Unauthorised property alterations / repairs</td>
<td>General advice</td>
<td></td>
</tr>
<tr>
<td>Smells from property</td>
<td>Notice Seeking Possession</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Liaise with Police</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Possession</td>
<td></td>
</tr>
<tr>
<td>SERIOUS</td>
<td>Noise nuisance (including shouting &amp; arguing, playing loud music or TV and having parties)</td>
<td>Suspected drug using / drug dealing</td>
</tr>
<tr>
<td>------------------------------</td>
<td>------------------------------------------------------------------------------------------</td>
<td>------------------------------------</td>
</tr>
<tr>
<td></td>
<td>Alcohol related nuisance</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Prostitution</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Intimidation</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Offer advice and support</td>
<td>Interview both parties</td>
</tr>
<tr>
<td></td>
<td>Offer mediation (only where appropriate)</td>
<td>Liaise with other agencies, such as the Police, Trading Standards, Environmental Services, Social Care, Schools, Youth Offending Team &amp; YISP.</td>
</tr>
<tr>
<td></td>
<td>Liaise with other agencies, such as the Police, Trading Standards, Environmental Services, Social Care, Schools, Youth Offending Team &amp; YISP.</td>
<td>Consider Common Assessment Framework</td>
</tr>
<tr>
<td></td>
<td>Warning letters</td>
<td>Warning letters</td>
</tr>
<tr>
<td></td>
<td>Acceptable Behaviour Contracts</td>
<td>Acceptable Behaviour Contracts</td>
</tr>
<tr>
<td></td>
<td>Injunctions</td>
<td>Injunctions</td>
</tr>
<tr>
<td></td>
<td>Anti-Social Behaviour Order</td>
<td>Anti-Social Behaviour Order</td>
</tr>
<tr>
<td></td>
<td>Demotion</td>
<td>Demotion</td>
</tr>
<tr>
<td></td>
<td>Notice Seeking Possession</td>
<td>Notice Seeking Possession</td>
</tr>
<tr>
<td></td>
<td>Possession</td>
<td>Possession</td>
</tr>
<tr>
<td></td>
<td>1&lt;sup&gt;st&lt;/sup&gt; Contact within 1 working-day and agree an action-plan which will be implemented over the next 5 working days.</td>
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</table>

| SERIOUS                      | Criminal damage to communal areas                                                      |                                    |              |
|------------------------------|-----------------------------------------------------------------------------------------|                                    |              |
|                              | Notice Seeking Possession                                                                | Liaise with police                  |              |
|                              | Possession                                                                               | Possession                          |              |
|                              | 1<sup>st</sup> Contact within 1 working-day and agree an action-plan which will be implemented over the next 5 working days. |                                    |              |

| VERY SERIOUS                 | Racial harassment                                                                       |                                    |              |
|------------------------------| Hate-crimes and incidents (e.g. homophobia)                                            |                                    |              |
|                              | Sexual Harassment                                                                        |                                    |              |
|                              | Threats of violence                                                                      |                                    |              |
|                              | Actual violence                                                                          |                                    |              |
|                              | Involvement of solicitors, Police, Trading Standards, Environmental Services, Social Care, Schools, Youth Offending Team & YISP. | Management move (exceptional cases only) |              |
|                              | Management move (exceptional cases only)                                                | Warning letters                     |              |
|                              | Acceptable Behaviour Contracts                                                           | Acceptable Behaviour Contracts      |              |
|                              | Injunctions                                                                              | Injunctions                         |              |
|                              | Anti-Social Behaviour Order                                                              | Anti-Social Behaviour Order         |              |
|                              | Demotion                                                                                 | Demotion                            |              |
|                              | Notice Seeking Possession                                                                | Notice Seeking Possession           |              |
|                              | Possession                                                                               | Possession                          |              |
|                              | 1<sup>st</sup> Contact within 1 working-day and agree an action-plan which will be implemented over the next 1 working day. |                                    |              |
6.3 Working with others at an operational-level to combat anti-social behaviour on our estates

The Housing Service has developed, and will continue to maintain, strong links with other operational-staff both within and outside of the council, for tackling ASB. This includes cases that may be classed as minor, but do have a high impact on the environment, for example graffiti, litter, nuisance.

When a report of ASB is received, the Estates Management Team (or, if appropriate, the Sheltered Housing Team) assess the circumstances of the case and identify the individual’s needs. If there are any cases in a particular hotspot area, information is considered on the types of problems the area is experiencing, for example, vehicle crime and burglary. In cases where an individual is feeling particularly threatened in their property, additional security measures can be implemented such as door bars, spy holes and window-locks to help them feel safer. All witnesses of ASB are offered support from Victim Support.

In recent years, we have concentrated our efforts on working more closely with others – both within and outside of the council – to ensure that our streets are clear of litter and rubbish and tenancy conditions are enforced when breached by tenants.

The Estates Management Team works closely with the Police, police Community Support Officers and Community Safety Wardens to reduce incidents of ASB on our estates. A list of our partners is contained in table 4. The Estates Management Team Leader attends meetings of the Anti-Social Behaviour Case management Group where agencies agree preventative measures that they can put in place to work with youths causing nuisance and ASB, including vandalism.

The Housing Service is also represented on the Tasking & Co-ordination Group which meets with the Police, Fire Brigade and other statutory agencies to consider ASB hotspots and agree measures that can be put into place to reduce its prevalence.

Our responsibilities to our communities extend beyond council tenants. This is why we work with the Environmental Protection Team and Community Safety Wardens in cases where, both the complainant and alleged perpetrator are owner-occupiers or private tenants living on our housing estates.

The Council's Works Services Unit has a dedicated team of staff who daily litter pick at Brownsover and New Bilton. This has substantially reduced litter and the dumping of rubbish, where previously there had been significant problems. An improved service in cleaning graffiti, also carried out by the Works Services Unit, has also had a significant impact, particularly in Brownsover where previously there was a serious problem, as a result of gangs ‘tagging’ – spray painting their gang-motif on walls etc to demark their perceived gang territory.
Table 6: *The partners that the housing service works with*

| Warwickshire Police |
| Warwickshire Fire and Rescue Service |
| Probation Service |
| Youth Justice Service |
| Social Care |
| Victim Support |
| Warwickshire Domestic Violence Support Services |
| Environmental Protection Team (Rugby Borough Council) |
| Warwickshire Racial Equality Partnership |
| Floating Support Services |
| Mediation and Community Support Services |
| Housing Associations |

In addition to working with our partners, formal arrangements have been made for consultation and information sharing with:

- Crown Prosecution Service
- Warwickshire Magistrates Court Service
- Coventry County Court

### 6.4 The anti-social behaviour policy and procedures

In February 2009 we implemented a new ASB Policy and Procedures. The development of the policy and procedures provided an opportunity for us to draw on the expertise of our partners in the Community Safety Partnership. The policy sets out the over-arching objectives of the housing service for dealing with ASB, whilst the procedures detail how officers will deal with ASB.

Both of these documents will be reviewed annually. The development of this strategy will form part of their 2010 review.

### 6.5 Learning from others – including our customers
We are continuously seeking better outcomes for tenants, and in doing so, we believe in learning from others.

We achieve this through consultation with, and membership of, various forums and organisations, for example:

- The new ASB team at the Chartered Institute of Housing
- The Housing Quality Network
- Housemark,

We also visit and talk to other housing providers who are doing things particularly well.

Resident satisfaction surveys are a valuable tool when assessing the quality of service provision. A satisfaction survey is sent to all complainants of ASB, which includes questions about the perceived handling of the case and satisfaction with the actual outcome. This information is fed into our Lessons-Learned Clinics, held every two months, where housing managers take time out to focus purely on the feedback we have received from customers, and to plan what service improvements we can make in response.

Whilst it is notoriously difficult to provide satisfaction in all cases of ASB, we do have performance targets in place and these are reviewed annually.

6.6 Tools and remedies available to the housing service

A list of the tools and remedies available to the council, when responding to ASB, either alone, or in partnership with others, is available in appendix i.
7.0 WORKING WITH OTHERS AT A STRATEGIC LEVEL TO TACKLE ANTI-SOCIAL BEHAVIOUR

We recognise that we need to work with others to resolve issues around ASB. The good news is that there are already structures in place to ensure that we can do this effectively:

7.1 The Warwickshire Local Area Agreement

The government requires that each county in England considers its top priorities for service delivery across all areas of public service. The way that this has been done in Warwickshire is that the county-wide agencies and boroughs have joined together to create the Warwickshire Local Area Agreement (WLAA), which is committed to 'narrowing the gap' between those people and communities that are better and worse off. The agreement is essentially a contract between central government and the local area setting out how they are going to work to meet the priorities of local people.

The LAA outcomes must fit into 4 blocks:

- Children and Young People
- Safer and Stronger Communities
- Healthier Communities and Older People
- Economic Development and Enterprise

The safer communities block is delivered through the Warwickshire Safer Communities Partnership (WSCP), and their priorities are to tackle:

- violent crime, with a specific focus on domestic abuse and alcohol-related violence
- road-safety
- anti-social behaviour, with a specific focus on tackling youth related incidents
- public-confidence and perceptions (of all types of crime and disorder)
- serious acquisitive crime, with a specific focus on domestic burglary and theft from vehicles
- community cohesion, including preventing violent extremism

There are 4 community safety partnerships across Warwickshire, including one for Rugby, that feed into the county-wide partnership to deliver the priorities.

7.2 The Warwickshire anti-social behaviour protocol

This protocol sets out the procedures for considering and making applications for an anti-social behaviour order (ASBO) and applying for the variation and discharge of an ASBO.

An ASBO is an order from the court which aims to stop certain behaviour. An ASBO can be obtained against anyone aged 10 years or over, and can last anything from two years to life. Breaching an ASBO is a criminal offence. It can result in a fine, a prison sentence of up to five years or a combination of both.

The purpose of this protocol is to ensure that the lead-agencies for obtaining ASBOs, and other interested agencies have clear guidance on:

- the type of behaviour that may warrant an application
- the agencies that should be consulted before making an application
- the procedure to be followed in making an application
• the extent to which information can legally be shared between agencies
• to record understandings regarding ASBOs in criminal proceedings

7.3 The Rugby local strategic partnership (LSP)

The Rugby LSP is a partnership between public, private, voluntary agencies and community organisations. Its purpose is to make Rugby a better place in which to live and work through effective joint working between partners. A key piece of work of the partnership is to oversee the development and delivery of the Rugby sustainable community strategy, and the borough-wide regeneration strategy, both of which establish a shared vision for the future of the Borough, based on consultation with local organisations and the wider community.

7.4 The Rugby Community Safety Partnership

The Rugby Community Safety Partnership is the delivery vehicle for the safer communities block of the LSP, and works closely with the Warwickshire Safer Communities Partnership. It seeks to ensure that partners work together to make our communities be safe and feel safe. They will achieve this through problem-solving using a solid base of evidence, information and the expert knowledge of officers, staff and the community.

The partnership is the body responsible for reducing crime, disorder and substance misuse in the borough. It has a statutory duty to work together as set out in the Crime and Disorder Act (1998)

The partnership is made up of the following statutory partners:

1. Warwickshire Police,
2. Warwickshire County Council
3. Probation Service
4. Rugby Borough Council
5. Warwickshire Fire & Rescue
6. Warwickshire NHS

The group does not limit its work to just these partners to meet its goals, it also works with others such as Victim Support, Neighbourhood Watch and housing association landlords.

The partnership has produced a strategy and action-plan for 2008-2011. These are statements of intent that:

• demonstrate the commitment of all partners toward the betterment of community safety in Rugby
• confirm the aims and delivery framework for tackling the issues that face Rugby over the short, medium and long-term
• take into account government requirements for community safety to be delivered by local community safety partnerships

The partnership is structured into 3 Priority Action Groups (PAGs)
1. safe and cleaner, which incorporates ASB,
2. safer futures that looks at the causes of crime
3. serious violent crime that deals with domestic abuse, street based violence and alcohol-related harm.

Each year, the partnership reviews its priorities by completing a strategic assessment of crime and disorder across the Borough. The priority areas identified by the partnership for 2010/11 are:

- violent crime (focus on alcohol related & domestic abuse)
- road safety
- anti-social behaviour
- serious acquisitive crime (burglary of homes and theft from motor vehicles)
- prevent violent extremism
- reduce re-offending
- increase public-confidence

The safe and clean priority action-group has 2 operational groups that deal with ASB:

- the tasking and co-ordination group
- the Rugby Anti- Social Behaviour Case Management Group

Both of these groups:

- meet monthly
- are chaired by senior partnership members
- report to the Community Safety Partnership board
- discuss cases from victim, location and offender perspectives
- have representation on them from the Council’s housing service, which actively participates in the successful outcomes of these groups
8.0 THE TENANT SERVICES AUTHORITY

From 1st April 2010, the Tenant Services Authority became the new regulator for social housing landlords, which includes councils with retained housing stock.

The TSA has established a number of national standards for social landlords to meet:

A set of six common national standards has been introduced, to help improve the services provided for tenants across England:

- tenant involvement and empowerment
- home
- tenancy*
- neighbourhood and community which includes issues around ASB
- Value-for-money
- Governance and financial viability*

Three of the national standards must also be underpinned by local service offers* (previously called local standards) these are:

- tenant involvement and empowerment
- home
- neighbourhood and community

These local offers have to be agreed in consultation with tenants and have to be in place by 1 April 2011. The Council will need to confirm its plans on how this consultation will happen which will be published in October 2010.
9.0 EQUALITY AND DIVERSITY

9.1 Racial-harassment and hate-crime

All racial-harassment and hate-crime incidents (e.g. homophobia) are treated as very serious and all victims are given additional support such as referral to one or more of the following:

- Birmingham Racial and Monitoring Attacks Unit (BRAMU)
- Hate-crime Helpline
- Community Protection Team
- the Victim Support scheme

Data is then fed into the Community Safety Partnership to ensure that emerging threats or trends are identified and that swift action can be taken to address issues affecting our communities.

We have also established a successful track-record in working with the Warwickshire Racial Equality Partnership (WREP) in dealing with issues of ASB targeted against new and emerging-communities in the borough.

9.2 Vulnerability and disability

We recognise that when dealing with complainants and perpetrators of ASB that we need to be mindful that there may be issues of vulnerability. Such issues may impact on:

- an individual’s ability to gather evidence to support their complaint
- the support needed by an individual to progress their complaint
- the capacity of perpetrators to modify their behaviours to prevent causing a nuisance
- the most proportionate and appropriate action to be taken by the council to resolve issues

This is why we are planning to introduce a risk-assessment framework to help identify issues of vulnerability, for both complainants and perpetrators. It is only by using this customer-insight that we can more effectively target our resources to produce satisfactory outcomes, and increase tenants’ confidence in the housing-management services we provide.

9.3 Regularly reviewing what we do so we can do it better

A number of actions detailed in the action-plan refer to reviewing things, for example a regular review of the tenancy conditions. By reviewing what we do, how we do it, and why we do it, in light of lessons-learned and by involving our tenants in that process, we are in a better position to identify issues that may impact on one diversity strand more than another. A key part of the review-process will be to run a fresh equality-impact assessment. This will provide us with an opportunity to identify issues that we may need to consider further if we are to provide better outcomes for all of our service-users.
10.0 VALUE-FOR-MONEY

Key to housing’s role in combating ASB is partnership-working. It makes sense for voluntary and statutory agencies to join forces to adopt a strategic and targeted approach to tackling issues. This allows a sharing of expertise and resources to ensure better outcomes for the people of Rugby.

There are currently robust processes in place within the Housing Service to ensure that ASB budgets are used wisely and monitored closely. However, the action-plan for this strategy does reflect that more needs to be done to capture information for:

- quantifying and monitoring the cost of housing staff dealing with ASB
- quantifying and monitoring the costs of legal and non-legal remedies
- benchmarking our costs to see how they compare with the costs and resulting quality of services provided by others

This information could then be used by us as for evidencing value-for-money when we submit bids for additional resources, for example grants to tackle a specific issue which may become available from time-to-time.

With increasing accountability to tenants, being a key priority of the new social housing regulator, the Tenant Services Authority (TSA), it is important that the action-plan also reflects a commitment to the housing service to develop mechanisms to ensure that tenants are provided with evidence of positive and measurable outcomes for tenants experiencing ASB.
11.0 The action-plan

The housing service's action-plan for tackling anti-social behaviour between 2010-2012 is detailed over the following pages.

The action-plan includes details for resources and the positive outcomes for tenants.
**Priority 1: Ensure that robust mechanisms are in place to help us take reasonable and proportionate action against perpetrators (them, their visitors and/or their family) of nuisance or anti-social behaviour**

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<thead>
<tr>
<th>Action</th>
<th>Resources required</th>
<th>Lead Officer(s)</th>
<th>Target date</th>
<th>What we want to achieve</th>
<th>How customers will benefit</th>
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<tbody>
<tr>
<td>1.1 Conduct a review of tenancy conditions</td>
<td>Service Review Group, Residents Groups, RDTA, Members, Housing Officers, Tenant Involvement Officer, Tenant Times</td>
<td>Operational Housing Manager, Team Leader</td>
<td>Complete review and implement revisions by April 2013</td>
<td>Robust tenancy conditions as an effective tool for managing the housing stock</td>
<td>Clarity as to the responsibilities of both the landlord and the tenant Officer will remain equipped to provide effective management services for tenants</td>
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<tr>
<td>1.2 Conduct annual review and equality impact assessment of ASB Policy and procedures to ensure compliance with changes in legislation, current TSA requirements, CLG codes of practice and Housemark best practice toolkit</td>
<td>Service Review Group, Residents Groups, RDTA, Members, Housing Officers, Tenant Involvement Officer</td>
<td>Operational Housing Manager, Team Leader</td>
<td>Complete annual review by 30 April each year for the duration of the strategy</td>
<td>Robust policy and procedures as an effective tool for managing the housing stock</td>
<td>Clarity as to the responsibilities of both the landlord and the tenant Officer will remain equipped to provide effective management services for tenants</td>
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<td>1.3 Develop a programme of appropriate training to increase officer confidence and identify any skills gaps in dealing with nuisance and ASB. To include; customer care, equality &amp; diversity, disability and vulnerability awareness, TSA standards on ASB and domestic abuse</td>
<td>Training opportunities</td>
<td>Operational Housing Manager Team Leader</td>
<td>March 2012</td>
<td>Sound knowledge of the tools available and confidence to use them to take positive action in cases</td>
<td>Officers will remain equipped to provide effective management services for tenants</td>
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<tr>
<td>1.4 Develop working relationships with CIH ASB Action Team to improve knowledge and skills in the delivery of ASB services</td>
<td>Team Leader Housing Officer Service Review Group</td>
<td>Team Leader</td>
<td>March 2012</td>
<td>Sound advice and support to improve knowledge and experience in the delivery of ASB services</td>
<td>Sound advice and support to deal with instances of nuisance and ASB quickly and effectively. To signpost tenants to appropriate resources to access assistance</td>
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### Priority 2: Provide support to complainants and/or witnesses of anti social behaviour

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</table>
| 2.1 Identify opportunities to increase service users confidence to pursue complaints of ASB by equality impact assessing and reviewing current procedures for supporting witnesses attending court | ASB Policy and procedures  
Tenant Times  
Service Review Groups | Team Leader  
Housing Officers | Complete annual review by 30 April each year for the duration of the strategy | Provision of practical support and maintaining close contact with victims to build trust and confidence | Sensitive and confidential service ensuring better support for victims and witnesses |
Priority 3: Work with other agencies to provide support to any perpetrator of anti-social behaviour who is vulnerable (including families)

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</table>
| 3.1 Work with partners to develop and implement a Family Intervention Project in the borough to offer intensive support to families in chaos | Community Safety Partnership
Warwickshire Police | Operational Housing Manager | December 2010 | Multi-agency working with the most challenging families to provide intensive support package to break a cycle of poor behaviour | Positive action and support for families taking part. Reduction in levels of ASB |
| 3.2 Revise the case management checklist used to identify potential vulnerability and disability of complainants and perpetrators taking account of the levels of support needed | ASB Case Management System
Housing Officers | Housing Officers | December 2011 | Early identification of disability and vulnerability issues that impact on cause of nuisance or ASB. Signposting to appropriate agencies for support and advice | Victim centred approach - ensuring appropriate signposting and adequate support is provided |
Priority 4: Prevent anti-social behaviour from occurring in the first-place through a system of partnership-working and early intervention to ensure that people take responsibility for their own actions

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<tr>
<td>4.1 Develop mechanisms for reviewing performance monitoring of preferred partners to take account of performance issues in relation to ASB</td>
<td>Working with our Preferred Partners</td>
<td>Operational Housing Manager Team Leader</td>
<td>March 2012</td>
<td>Joined up approach in dealing with ASB. Promote information sharing, exchange of good practice and service delivery protocols to aid partnership working</td>
<td>Provision of an integrated, seamless service</td>
</tr>
<tr>
<td>4.2 Introduce Pre-Tenancy workshops for customers being offered new tenancies</td>
<td>Service Review Group Residents’ groups RDTA Members Housing Officers Tenant Involvement Officer</td>
<td>Team Leader</td>
<td>March 2011</td>
<td>To use the workshops as an early intervention to make tenants aware of their responsibilities from the outset of the tenancy</td>
<td>Tenants are better informed and receive clarity as to their responsibilities as a tenant.</td>
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<tr>
<td>4.3 Review how we use data received from concierge, Community Safety Wardens and Kilo 2</td>
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<td>out-of-hours service to inform the service about patterns and types of ASB on our estates</td>
<td>Officer time</td>
<td>Team Leader</td>
<td>April 2012</td>
<td>Better access to service and increased customer confidence in reporting ASB</td>
<td>More customers coming forward to report ASB</td>
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### Priority 5: Monitor the satisfaction of complainants and learn from their feedback

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</table>
| **5.1 Review processes for collecting customer perception and satisfaction data** | Housing Officers  
Service Review Group  
Tenant Involvement Officer  
Communications Team | Operational Housing Manager  
Team Leader | April 2012 | A better understanding of customers perceptions and concerns relating to nuisance and ASB | Improved services, which target resources to priority areas |
| **5.2 Publish an agreed local offer negotiated with tenants to help underpin the TSA’s national standard for the Neighbourhood and Community Standard, following consultation with tenants** | Tenants  
Officers  
Tenant Times | Participation and Development Team Leader | 1 April 2011 | A local offer for tenants | An offer will have been developed based on the priorities and concerns of tenants  
Will increase the council’s accountability to tenants |
| **5.3 Develop a framework for monitoring and reporting back on compliance with the local offer** | Tenants  
Officers | Participation and Development Team Leader | 1 June 2011 | Increased accountability to tenants in meeting the objectives of the local offer | Tenants will be informed as to how the council is implementing the local offer |
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<tr>
<td>5.4 Work with tenants, officers and stakeholders to conduct an annual review of ASB strategy action plan including objectives and resources</td>
<td>Service Review Group Residents Groups RDTA Members Housing Officers Tenant Involvement Officer Preferred partners</td>
<td>Operational Housing Manager Team Leader</td>
<td>March 2012</td>
<td>Robust action plan that is SMART and demonstrates commitment to excellent service delivery</td>
<td>Provision of an effective service that represents value-for-money</td>
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</table>
**Priority 6: Promote the positive outcomes in dealing with anti-social behaviour to increase the confidence of the community to report incidents**

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<tr>
<td>6.1 Review and update housing ASB pages of RBC website to improve access to information and how to contact us</td>
<td>Officer time, Communications Team, Readers Panel, Service Review Group</td>
<td>Team Leader</td>
<td>April 2011</td>
<td>Up-to-date and maintained web pages that promote the full range of ASB tools and actions available</td>
<td>Improved accessibility and understanding of service to customers</td>
</tr>
<tr>
<td>6.2 Increase tenants’ awareness of the positive outcomes of ASB cases</td>
<td>Officer time, Communications Team, Tenant Times, Local press</td>
<td>Team Leader, Housing Officers</td>
<td>December 2010</td>
<td>Demonstrate positive action and build confidence so customers can see that we act on their concerns</td>
<td>Increased confidence to report ASB and working with landlord has positive impact on community</td>
</tr>
<tr>
<td>6.3 Evaluate current good practice in rewards / incentive schemes for those tenants not causing ASB and work with tenants to consider the potential for using such schemes to</td>
<td>Service Review Group, Residents Groups, RDTA, Members, Housing Officers, Tenant Involvement</td>
<td>Team Leader, Housing Officers</td>
<td>March 2012</td>
<td>Positive action to reward tenants who do not cause nuisance or ASB</td>
<td>Tenants are rewarded for their accountability and responsibility</td>
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<td>Action</td>
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<td>improve outcomes</td>
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<td>Preferred partners</td>
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## Priority 7: Develop mechanisms to ensure that we can demonstrate our interventions are effective and represent value-for-money

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<tr>
<td>7.1 Set up benchmarking to monitor our ASB performance, learn from others and establish a unit cost measure for ASB</td>
<td>Officer time, System Support, Housemark, Accountancy</td>
<td>Operational Housing Manager, Team Leader</td>
<td>April 2012</td>
<td>Demonstrate value for money and cost effectiveness of service</td>
<td>Clear understanding of value-for-money and cost effectiveness of service</td>
</tr>
<tr>
<td>7.2 Increase our understanding of ASB on our estates by monitoring ASB caseload and type</td>
<td>Officer time, System Support</td>
<td>Team Leader, Housing Officers</td>
<td>Complete annual review by 30 April each year for the duration of the strategy</td>
<td>Greater understanding of ASB hotspots and effective targeting of resources to tackle specific problems. Ensure that performance standards are being met</td>
<td>Satisfaction with and confidence in the service provided</td>
</tr>
<tr>
<td>7.3 Review opportunities for residents to be involved in the shaping and delivery of ASB services</td>
<td>Tenant Inspectors, Tenant Involvement Officer, Housing Officers, Residents</td>
<td>Tenant Involvement Officer, Team Leader</td>
<td>April 2012</td>
<td>Tenants being involved in shaping and delivery of ASB services through service review groups, readers panels, mystery shopping and surveys</td>
<td>Greater accountability and empowerment to be involved and challenge the service provided</td>
</tr>
<tr>
<td>7.4 Provide an annual briefing to members to be able to demonstrate</td>
<td>Officer time</td>
<td>Team Leader</td>
<td>March 2012</td>
<td>Demonstrate value-for-money and cost effectiveness of service</td>
<td>Clear understanding of value-for-money and cost effectiveness of service</td>
</tr>
<tr>
<td>Action</td>
<td>Resources required</td>
<td>Lead Officer(s)</td>
<td>Target date</td>
<td>What we want to achieve</td>
<td>How customers will benefit</td>
</tr>
<tr>
<td>------------------------------------------------------------------------------------------------------------------------------------------</td>
<td>--------------------</td>
<td>-------------------------------------</td>
<td>-------------</td>
<td>-----------------------------------------------------------------------------------------</td>
<td>------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>effective ASB intervention and value-for-money service</td>
<td></td>
<td></td>
<td></td>
<td>effectiveness of service</td>
<td></td>
</tr>
<tr>
<td>7.5 Carry out a programme of ‘Tackling ASB’ presentations to residents groups and other organisations</td>
<td>Officer time</td>
<td>Team Leader</td>
<td>April 2011</td>
<td>Demonstrate our commitment to tackling ASB to a wider audience</td>
<td>Better understanding of how nuisance and ASB is dealt with and the tools available</td>
</tr>
<tr>
<td>7.6 Review opportunities to facilitate an estate rating scheme to benchmark estates</td>
<td>Officer time</td>
<td>Team Leader</td>
<td>April 2011</td>
<td>Greater understanding of ASB hotspots and effective targeting of resources to tackle specific problems.</td>
<td>Satisfaction with and confidence in the service provided</td>
</tr>
</tbody>
</table>
12.0 PERFORMANCE ISSUES

12.1 Our service targets

Table 7 confirms the Housing Service’s targets for responding to ASB

<table>
<thead>
<tr>
<th>Action</th>
<th>Response time</th>
</tr>
</thead>
<tbody>
<tr>
<td>Answer all correspondence</td>
<td>within 5 working days</td>
</tr>
<tr>
<td>Respond to MP &amp; Councillor enquiries</td>
<td>within 5 working days</td>
</tr>
<tr>
<td>Answer telephones promptly</td>
<td>within 6 rings</td>
</tr>
<tr>
<td>Review all live cases with complainants and</td>
<td>every 2 weeks</td>
</tr>
<tr>
<td>contact with an update at regular intervals</td>
<td></td>
</tr>
<tr>
<td>Make 1st Contact (serious &amp; very serious)</td>
<td>within 24 hours</td>
</tr>
<tr>
<td>Make 1st Contact (minor)</td>
<td>within 3 working days</td>
</tr>
<tr>
<td>Agree an action-plan (minor)</td>
<td>within 3 working days for implementation over the next 10 working days</td>
</tr>
<tr>
<td>Agree an action-plan (serious cases)</td>
<td>within 24 hours or 1 working day, for implementation over the next 5 working days</td>
</tr>
<tr>
<td>Agree an action-plan (very serious cases)</td>
<td>within 24 hours and implementation within next 24 hours</td>
</tr>
</tbody>
</table>

*Table 7: the Housing Service’s targets for responding to ASB*

12.2 How we will monitor our performance

We will:

1. closely monitor the quality of the service that we provide by carrying out customer satisfaction surveys when we close cases

2. randomly review 10% cases that have been passed for closure to check that the complainant is happy for us to do so

3. ensure that when a customer indicates dissatisfaction when completing their satisfaction survey, the Team Leader will talk to both the complainant (within 28 days) and the officer who managed the case to establish whether everything that could reasonably have been done to resolve the complaint has been done. The Team Leader will confirm the outcome of the review in writing to the complainant advising them whether the case will be reopened for further investigation or not.

4. discuss our performance in relation to ASB at the housing service’s lessons-learned clinics. These take place every two months and give housing managers the opportunity to consider customer feedback and plan for future service improvements in light of what they have learned.
13.0 MONITORING THE IMPLEMENTATION OF THE ACTION-PLAN

The implementation of the action-plan will be overseen by the Estates Management Team Leader with the assistance of the Sheltered Housing Team Leader where appropriate.

For scrutiny and accountability purposes the implementation of the action-plan will also be closely monitored by the Estates Management Service Review Group, made up of council tenants and officers. The tenant representatives will then report back to the wider tenant panel on progress.

Regular updates on the implementation of the strategy will be published on the council’s web pages at www.rugby.gov.uk

Relevant articles will also be place in the borough-wide newsletter for council tenants – the Tenant Times.
14.0 WHO TO CONTACT FOR MORE INFORMATION ABOUT THE STRATEGY

Estates Management Team Leader
Rugby Borough Council
Housing Service
Town Hall
Evreux Way
Rugby
CV21 2RR

Telephone:  01788 533821

E mail:    housingservices@rugby.gov.uk
### 15.0 ABBREVIATIONS

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>ABC</td>
<td>acceptable behaviour contract</td>
</tr>
<tr>
<td>ASB</td>
<td>anti-social behaviour</td>
</tr>
<tr>
<td>ASBO</td>
<td>anti-social behaviour order</td>
</tr>
<tr>
<td>BRAMU</td>
<td>Birmingham Racial and Monitoring Attacks Unit</td>
</tr>
<tr>
<td>CAF</td>
<td>common assessment framework</td>
</tr>
<tr>
<td>CPS</td>
<td>Crown Prosecution Service</td>
</tr>
<tr>
<td>CCTV</td>
<td>closed-circuit television</td>
</tr>
<tr>
<td>LSP</td>
<td>Local Strategic Partnership</td>
</tr>
<tr>
<td>PAGs</td>
<td>Priority Action Groups</td>
</tr>
<tr>
<td>RBC</td>
<td>Rugby Borough Council</td>
</tr>
<tr>
<td>RDTA</td>
<td>Rugby and District Tenants Association</td>
</tr>
<tr>
<td>STATUS</td>
<td>Standardised Tenant Satisfaction Survey</td>
</tr>
<tr>
<td>TSA</td>
<td>Tenant Services Authority</td>
</tr>
<tr>
<td>WSCP</td>
<td>Warwickshire Safer Communities Partnership</td>
</tr>
<tr>
<td>WLAA</td>
<td>Warwickshire Local Area Agreement</td>
</tr>
<tr>
<td>WREP</td>
<td>Warwickshire Racial Equality Partnership</td>
</tr>
</tbody>
</table>
16.0 REFERENCES

Comprehensive Strategic Assessment of Community Safety in Rugby (*Rugby Local Strategic Partnership*: 2009)

Crime and Disorder Act 2009 (*Home Office*: 2009)

National standards for social-housing (*Tenant Services Authority*: 2009)

Respect Standard for Social Landlords (*Communities and Local Government*: 2006)


Rugby’s Sustainable Community Strategy (*Rugby Local Strategic Partnership*: 2009)

STATUS survey results to survey undertaken in 2008 (*Kwest Research*: 2009)

Warwickshire Police Crime Mapping ([www.safer-neighbourhoods.co.uk/crime-mapping](http://www.safer-neighbourhoods.co.uk/crime-mapping))
17.0 ACKNOWLEDGEMENTS

We would like to offer our thanks to the following, who kindly assisted in the preparation of this strategy:

- Warwickshire Police
- The Rugby and District Tenants Association
- The Service Review Group for Estates Management
- Community Safety Wardens
- Various teams within Rugby Borough Council
- Tess Ash of the ASB unit at the Chartered Institute of Housing
<p>| Appendix i: the tools used by the housing service to tackle anti-social behaviour on its estates |
|---|---|
| <strong>Acceptable behaviour contracts (ABC’s)</strong> | We will use acceptable behaviour contracts (ABCs), particularly when the problem involves young people aged between 10 and 17. ABCs are voluntary agreements, usually between the young person, the police, parents and us. |
| <strong>ASBOs</strong> | Like an injunction, an ASBO is an order from the court. It aims to stop certain behaviour. An ASBO can be obtained against anyone ages 10 years or over. Breaching an ASBO is a criminal offence. It can result in a fine, a prison sentence of upto 5 years or a combination of both. An ASBO lasts for a minimum of 2 years and can last for life. |
| <strong>Bright Ideas Budget</strong> | A budget that tenants can bid against to subsidise environmental and security improvements that will help to better their quality-of-life |
| <strong>Case conferences</strong> | Multi-agency meetings led by Social Care to provide input and support for tenants and their families in crisis. |
| <strong>Closed Circuit television (CCTV)</strong> | CCTV is present at our multi-storey sites and 3 other blocks of flats in the borough. It is monitored 24 hours a day, 365 days a year. We also have access to covert CCTV for use in serious and very serious complaints where required. All evidence gathered this way has to be complaints with the legal requirements set out in the Regulation of Investigatory Powers Act 2000 |
| <strong>Common Assessment Framework (CAF)</strong> | CAF is a way of working with children, young people and families. It is a multi agency approach of working together to provide help and support |
| <strong>Community Safety Wardens</strong> | Work in partnership with Rugby Police to tackle ASB, monitor the local environment and provide a friendly, reassuring face in the community. |</p>
<table>
<thead>
<tr>
<th>Crimestoppers</th>
<th>Charity providing a free phone number for residents to report information about crime anonymously</th>
</tr>
</thead>
<tbody>
<tr>
<td>Demoted tenancies</td>
<td>Where tenants hold a secure tenancy and there is ASB we can apply to the Court for a Demotion Order to end a secure tenancy and replace it with a demoted form of tenancy.</td>
</tr>
<tr>
<td></td>
<td>A Demotion Order lasts for 12 months usually (but can be extended by up to a further 6 months) and during that time the tenant can be easily evicted if there is a repeat or continuation of the ASB.</td>
</tr>
<tr>
<td></td>
<td>The Demotion Order is likely to cover general nuisance or annoyance but may also include unlawful use of the premises, for example drug dealing.</td>
</tr>
<tr>
<td></td>
<td>A Demotion Order can be used in conjunction with an Injunction or an ASBO application.</td>
</tr>
<tr>
<td></td>
<td>Demoted tenancies are intended to be a warning to tenants to curb the ASB and therefore avoid the need for the Council to take possession action.</td>
</tr>
<tr>
<td>Estate Walkabouts</td>
<td>We recognise that the experts as to what the issues are on the estates are the people that live there. This is why we encourage tenants to accompany us on regular estate walkabouts (at least once every 6 months).</td>
</tr>
<tr>
<td></td>
<td>These walkabouts help us to identify issues of repair, damage and neglect on our estates that need our intervention</td>
</tr>
<tr>
<td>Evictions</td>
<td>This option will only be used as a last resort and someone can only be evicted from their home if we have obtained the agreement of the courts.</td>
</tr>
<tr>
<td>Evidence log sheets</td>
<td>Sheets are completed by complainants to evidence nuisance. Signed and dated log sheets are classified as being appropriate as evidence in a court hearing.</td>
</tr>
<tr>
<td><strong>Feedback on design proposals for new affordable housing in the borough</strong></td>
<td>A good prevention measure is to ensure that we apply our housing-management expertise to evaluating plans for new affordable-housing schemes in the borough, and making comments as part of the pre-planning application. We have a track-record of success in persuading builders to review plans in light of our comments, and to effectively design out problems at the planning stage.</td>
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</tr>
<tr>
<td><strong>Floating-support</strong></td>
<td>Provision of a dedicated support worker to make home visits to assist tenants with keeping to their tenancy conditions and support in daily-living activities. The aim of the support is to ensure the long-term sustainability of tenancies, which are otherwise at high risk of failing.</td>
</tr>
<tr>
<td><strong>Good Neighbour Agreements</strong></td>
<td>Voluntary agreement between the Housing service and a group of local residents (including private tenants and owner-occupiers), where there is a specific problem that needs to be addressed.</td>
</tr>
<tr>
<td><strong>Hate-crime</strong></td>
<td>Refer complainants and witnesses to an appropriate support agency to provide additional support, such as Warwickshire Race Equalities Partnership (WREP), Warwickshire Police Hate-crime Helpline and Community Protection Team.</td>
</tr>
<tr>
<td><strong>Injunctions</strong></td>
<td>An injunction is an order of the Court which either requires someone to do something or to stop doing something. In serious cases, the injunction may be supported by powers of arrest in the event that it is breached.</td>
</tr>
<tr>
<td><strong>Introductory tenancies</strong></td>
<td>New council tenants will have introductory tenancies for the first 12-months. During this time introductory tenants have less rights than secure tenants and can be evicted from their home more easily. Usually an introductory tenancy will become secure after 12-months. However, if there are problems then the probationary period may be extended by a further 6 months.</td>
</tr>
<tr>
<td><strong>Kilo 2 Out-of-Hours Service</strong></td>
<td>Out-of-office-hours service for the logging of noise and nuisance complaints</td>
</tr>
<tr>
<td>Lessons-learned clinics</td>
<td>An opportunity to consider tenant feedback on how they perceive our actions in respect of ASB. The lessons-learned are used to help plan future service improvements</td>
</tr>
<tr>
<td>-------------------------</td>
<td>-------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Mediation</td>
<td>Mediation helps people come together to resolve their own disputes, rather than imposing solutions on them. At its most effective, mediation can have a positive influence on the local community by bringing about more tolerance and understanding. It is a positive alternative to legal action. It is not always appropriate to offer mediation as a means of resolving a nuisance complaint. The vast majority of ‘minor’ nuisance complaints will be suitable for mediation, however, ‘serious’ and ‘very serious’ complaints require officers to use their discretion. If a complaint is of a ‘very serious’ nature, mediation is unlikely to be appropriate.</td>
</tr>
<tr>
<td>Positive Futures Programme</td>
<td>Aimed at engaging young people at the edge of crime in Sport and Recreation.</td>
</tr>
<tr>
<td>Pre-tenancy work</td>
<td>The tenancy agreement and tenancy conditions are clearly explained when new tenants sign up. All new tenants receive a settling in visit within four weeks of their new tenancy start date.</td>
</tr>
<tr>
<td>Professional witnesses</td>
<td>If complainants are too afraid to come forward with information then the employment of a professional witness will be considered.</td>
</tr>
<tr>
<td>Settling in visits</td>
<td>Housing staff visit all new tenants within four weeks of the start of their tenancy. All introductory tenants will receive a second visit at six months</td>
</tr>
<tr>
<td>Staff resources</td>
<td>The Estates Management Team manages the general-needs council properties in Rugby. A team leader is supported by 5 Housing Officers, 1.5 housing assistants and 2 estates officers (who cover the high-rise blocks at Rounds Gardens and Biart Place). The Sheltered Housing Team looks after housing specifically for older tenants. A team leader is supported by two Housing Officers/Supervisor, 1 Control Centre supervisor, a Housing Assistant, 19 wardens and 10 control centre operators</td>
</tr>
<tr>
<td>STATUS findings</td>
<td>Data collected every two years via a survey of all of our tenants. The data helps us to clarify which issues are of greatest concern to tenants. This in turn helps us to develop resulting service-plans.</td>
</tr>
<tr>
<td>-----------------</td>
<td>---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Tenancy conditions</td>
<td>The tenancy conditions are the main tool to equip the team to manage the housing stock. The conditions need to be robust, proportionate and enforceable. To ensure this, they are regularly reviewed. The latest revised conditions of tenancy came into effect in July 2010.</td>
</tr>
<tr>
<td>Tenant involvement</td>
<td>By giving tenants the opportunity to talk to us both formally and informally, as individuals or groups, about what is going on in their communities, we are better placed to identify issues of ASB and put in appropriate preventions or interventions.</td>
</tr>
</tbody>
</table>
| Tenant Times | A newsletter that is sent to all council tenants. It is a way of keeping communities informed of:  
1. our performance in respect of ASB  
2. positive outcomes of actions taken to give tenants more confidence to report issues |
| Warning Letters | A warning letter will have sufficient information so that the perpetrator knows what they are alleged to have done and exactly how they can put it right. |
| Witness support | There are a number of ways that we can offer support to witnesses of ASB. These are set out in detail in our ASB policy. |
| Youth Justice Service | (formerly the Youth Offending Service) works with young people aged between 10 and 17 years who have offended or are likely to do so. |
ii. List of those consulted to agree the priorities of the action-plan

Tenants groups including: Rugby and District Tenants Association
  Service Review Group – Estates
  Parkfield Residents Association
  Overslade Residents Association
  Hillmorton Residents Association

Councillors

Housing staff

Tasking and Co-ordination Group – part of the Rugby Community Safety Partnership

Anti-social Behaviour Team at the Chartered Institute of Housing
Hello,

One of the targets of the Housing Strategy (2009/11) is to ‘review procedures for dealing with ASB and domestic violence to reduce the likelihood of Council households becoming homeless as a result of perpetration/being a victim’.

We are now in the process of developing an anti-social behaviour strategy, which will set out how the Housing Service will prevent/tackle anti-social behaviour in our homes and on our estates. This strategy will link into the wider work of the Community Safety Partnership, the organisation that has a legal responsibility to deal with anti-social behaviour issues in Rugby.

I would be grateful if you would:

• take a look at the list of proposed priorities that this strategy will centre on and let us know if you agree or disagree with them; and
• offer us your views on any additional priorities that you feel should be included

Once the priorities for the strategy have been agreed, we will then develop an action-plan setting out the work we will be doing to meet them. I would be grateful if you could please return your completed survey form to the Participation and Development Team in the pre-paid envelope provided, by 16th April 2010, so that your views can be considered.

Thank you for your time.

Michelle Dickson
Participation and Development Team Leader
Please tick the appropriate box.

<table>
<thead>
<tr>
<th>(a) Proposed priority</th>
<th>Agree</th>
<th>Disagree</th>
<th>Neither agree / disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ensure that robust mechanisms are in place to help us take reasonable and proportionate action against perpetrators (them, their visitors and/or their family) of nuisance or anti-social behaviour</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Provide support to complainants and/or witnesses of anti-social behaviour</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Provide support to any perpetrator of anti-social behaviour who is vulnerable (including families)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Prevent anti-social behaviour from occurring in the first-place through a system of partnership-working and early intervention to ensure that people take responsibility for their own actions</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Monitor the satisfaction of complainants and learn from their feedback</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Promote successes in dealing with anti-social behaviour to increase the confidence of the community to report incidents</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Develop mechanisms to ensure that we can demonstrate our interventions are effective and represent value-for-money</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Please let us know of any other priorities that you think should be addressed in this strategy:


Have you any other comments to assist us in developing this strategy?


Can you please confirm:

Your name/group's name: .................................................................

Address: .................................................................

Contact telephone number: .................................................................

Thank you for taking the time to respond to this consultation.
REVIEW OF THE HOUSING ANTI-SOCIAL BEHAVIOUR POLICY

ONE PAGE STRATEGY

What is the broad topic area?
The council’s role in tackling anti-social behaviour

What is the specific topic area?
To review the Housing Service’s Anti-Social Behaviour Policy

What is the ‘unreasonable’ ambition of the review?
RBC Housing Services has an Anti-Social Behaviour Policy that is well understood and used consistently to achieve:
- a significant reduction in the incidents of anti-social behaviour reported to the council’s housing team
- swift and effective intervention when required
- high levels of customer satisfaction with the council’s handling of such matters
- consistent and robust case management.

How well do we perform at the moment?
There are statistics regarding caseload (number of open cases, target times for responding to reported incidents and closing cases etc.) and customer satisfaction on the Covalent system, but these are only available from the last quarter of 2009/10. There is therefore no statistical baseline against which to assess the impact of the policy.

The Audit Commission RBC Landlord Services Inspection Report (June 2009) stated: “Anti-social behaviour is tackled appropriately with strong partnership working, appropriate action and sound prevention and support”, but “ASB casework has been patchy.” Further comments and suggestions for improvement are detailed in the report.

Satisfaction surveys on closure of cases are monitored and to date no dissatisfied responses have been received.

Rugby was the only area in Warwickshire to witness a decrease in the levels of ASB. From 2006 to 2009, reported incidents fell by 3%.

Who shall we consult about the current service and about how we can improve it?
- Local tenants’ associations
- RBC Members (Evidence from casework as to whether the policy is working?)
- Parish councils
- Housing officers
- Environmental Protection Team and community safety wardens
- Legal officers
- Police
What other help do we need?
- Introductory presentation for members on the ASB policy by the Estates Management Team Leader
- Understanding of the Housing Department's wider Anti-Social Behaviour Strategy
- Site visit to meet with area housing officer(s) to see how the policy is applied
- Learning from other scrutiny reviews elsewhere on this topic (e.g., Hackney and Barnet)

How long should it take?
As the policy has only been in place for a year, a light touch approach seems appropriate – around three months.

What will be the outcome?
- Improvements made as a result of the new policy are identified
- Any weaknesses or problems with the new policy are highlighted
- Appropriate changes and improvements to the policy and procedures are recommended to Cabinet.