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2021-2023

**PPP STRATEGIC ASSESSMENT**

**June 2021 (updated May 2022)**

Contents

[1. Introduction 5](#_Toc104893782)

[2. Executive Summary 7](#_Toc104893783)

[3. Key Findings from 2021-22 8](#_Toc104893784)

[3.1 Reactive 8](#_Toc104893785)

[3.2 Planned Work Activity 12](#_Toc104893786)

[4. Themes 13](#_Toc104893787)

[5. Priorities 14](#_Toc104893788)

[5.1 Cross Cutting Priorities 15](#_Toc104893789)

[eCrime 15](#_Toc104893790)

[Climate Change 16](#_Toc104893791)

[Protecting Vulnerable Adults and Children 16](#_Toc104893792)

[Safeguarding (including modern slavery) 18](#_Toc104893793)

[Safer Streets 19](#_Toc104893794)

[5.2 Other Priorities 21](#_Toc104893795)

[Accidents in the Commercial Settings 21](#_Toc104893796)

[Air Pollution 21](#_Toc104893797)

[Alcohol and Tobacco 21](#_Toc104893798)

[Animal Welfare 22](#_Toc104893799)

[Covid 19 Recovery 22](#_Toc104893800)

[Doorstep Crime and Mass Marketing 23](#_Toc104893801)

[Environmental Protection 24](#_Toc104893802)

[Food Safety and Standards 24](#_Toc104893803)

[Housing Standards in the Private Rented Sector 25](#_Toc104893804)

[Impact of Noise on Communities 25](#_Toc104893805)

[Unsafe Consumer Goods 26](#_Toc104893806)

[6. Projects 27](#_Toc104893807)

[7. Partnership Contracts and Service Level Agreements 29](#_Toc104893808)

[8. Examination of political, economic, social, technological, environmental, legal, organisational and media (PESTELOM) factors 30](#_Toc104893809)

[8.1 Political 30](#_Toc104893810)

[8.2 Economic 30](#_Toc104893811)

[8.3 Social 31](#_Toc104893812)

[8.4 Technological 31](#_Toc104893813)

[8.5 Environmental 31](#_Toc104893814)

[8.6 Legal 32](#_Toc104893815)

[8.7 Organisational 33](#_Toc104893816)

[8.8 Media 33](#_Toc104893817)

# Introduction

The Public Protection Partnership (PPP) Strategic Assessment seeks to bring together national, regional and local information to identify priority areas which will have the greatest positive impact on the communities it serves.

By identifying key local threats, emerging issues and priority areas this document will help The Committee fulfil its obligations to set the priorities for the Service.

The 2021-2023 assessment builds on its predecessor produced in June 2019.

It also seeks to build upon the work of environmental health, licensing and trading standards.

The Coronavirus pandemic has presented new and unanticipated demands on the Partnership over 2019/2020 and into 2021. As the country moves towards recovery[[1]](#footnote-1), the PPP too will seek to return to an intelligence led, planned and structured work plan, focussed on identifiable themes and priorities.

A key change over the next twelve months is the exit of Wokingham from the joint service by the 31 March 2022, and the movement from a three authority joint service to two. This change will impact resources and potentially priorities as the partnership moves to serving the needs of two communities as opposed to three.

This document is divided into three key areas:



Themes are designed to be top level, broad subject headers which match up with the most important and relevant areas of the three partner Council’s Strategies.

Priorities are the more specific areas of work that have been shown to be most important to the areas of Bracknell, West Berkshire and Wokingham.

Projects are the way the service will deliver the priorities, bringing together the expertise of the staff to solve problems which affect the communities we serve.

# Executive Summary

The partnership is responsible for ensuring an appropriate level of service across a very broad range of topics, including the compliance with, and enforcement of hundreds of pieces of legislation. This combines with a significant amount of preventative and educational work designed to minimise the impact of crime, poor health and a polluted environment.

# Key Findings from 2021-22

The work handled by the partnership falls into three broad categories:

**Reactive** - responding to and investigating complaints and requests for service.

**Projects** - defined pieces of work that are linked to the Themes and Priorities.

**Planned Work Activity** – routine audits, inspections, investigations.

## Reactive

The Partnership was called upon to play a direct role in the Local Authorities’ responses to the Coronavirus pandemic. Service delivery was directly effected in terms of new advisory and enforcement responsibilities for business closures, outbreak management and track and trace support. Changes to lifestyle and working locations as a result of Coronavirus restrictions also had an indirect demand on the partnership and the nature and volume of complaints received.

Examples of the reactive demand on the Partnership from 2020/2021 are listed and explained below:

Coronavirus Pandemic

* **296** service requests were recorded related to Coronavirus in 2020. These service requests were in the form of reports of outbreaks; reports of non-compliance with business restrictions; requests for advice on how the public health measures and restrictions affected individuals, communities or businesses. This was down from 1906 in 2020/21.

Food Enquiries

* **1117** service requests were recorded relating to food in 2021/22, a 26% increase on the previous year. This no doubt reflects businesses reopening after various restrictions and new businesses starting up.

Planning

* The volume of planning enquiries remained consistent over 2020, with **869** service requests received which was only a slight increase on the 2020/21 figure of 854.

Noise Nuisance

* The partnership saw a 14% decrease from the previous year, with **1656** service requests received relating to domestic and commercial noise. Possible causes for the increase may relate to a decreased level of home working as people returned to workplaces.

Animal Health and Welfare

* **84** service requests were recorded relating to animal health in 2020/21

Envirocrime

* **322** service requests were recorded relating to envirocrime and fly tipping

Doorstep Crime and Scams

* The partnership recorded **171** reports of doorstep crime and scams. This was a significant fall from 405 the previous year.

Pest Control

* The partnership saw a slight increase from 2019 to 2020, with **564** service recorded in 2020/21.

Housing

* **1017** service requests were recorded relating to housing matters over the course of 2020/21. This was an increase of 327 on the previous year.

Public Health Funerals

* The partnership received 37 service requests relating to Public Health Funerals. The service arranged a total of 5 funerals in 2021/22

Bonfires

* Service requests relating to bonfires decreased from **1016** in 2019/20 to 333 in 2021/22

## Planned Work Activity

Local authorities are required, through a variety of legislative mechanisms, to undertake a range of activities. Some examples have been listed below to help understand the context:

* Food Establishments
* Taxi and Private Hire Drivers
* Private Sector Housing Inspections (using the Housing Health and Safety Rating System)
* Private Water Supplies Inspections
* Petroleum Inspections
* Explosives Inspections

A number of the programmed inspections were heavily disrupted due to the impact of the coronavirus business closure restrictions and public health measures.

# Themes

It is important for the Partnership to ensure that it remains relevant and in step with current issues affecting the communities it serves. There is an extensive amount of information available from relevant organisations and partners from different professions that should be considered in the work plan. They often point to emerging problems that should be evaluated by the partnership, not necessarily to solve in the short term but as a helpful signpost to gaps in our understanding that require further research. Information collected through this process will help ensure future work plans are based on the best available evidence.

The overarching themes for the PPP are set out in detail in schedule 5 to the Inter Authority Agreement, these are;-

* Community Protection
* Protecting and Improving Health
* Protection of the Environment
* Supporting Prosperity and Economic growth
* Effective and Improving Service Delivery

# Priorities

Cross Cutting Priorities

* E-Crime
* Climate Change
* Vulnerable Adults and Children
* Safeguarding (including Modern Slavery)
* Safer Streets

Other Priorities

* Accidents in Commercial Settings
* Air Pollution
* Alcohol and Tobacco
* Animal Welfare
* Childhood Obesity
* Covid 19 Recovery
* Doorstep Crime and Mass Marketing
* Environmental Protection
* Food Safety and Standards
* Housing Standards in the Private Rented Sector
* Impact of Noise on Communities
* Unsafe Consumer Goods

## Cross Cutting Priorities

### eCrime

The partnership will continue to look for opportunities to tackle consumer and business detriment caused by eCrime across all its themes, priorities and projects.

Between January 2018 and March 2021, where a purchase medium was reported: a third of all Trading Standards service requests to the partnership related to online purchases. Online transactions surpassed traditional purchase methods of trader premises by 7%.

The coronavirus pandemic and resulting public health measures restricting the opening of all but essential trade premises resulted in a further substantial shift to e- commerce. In comparing figures between 2019 and 2020 an increase can be seen of 93.2% in the volume of complaints solely relating to transactions completed via websites, apps, unsolicited email or internet auctions

The PPP Work plan of 2017 identified that growth of online trading showed no sign of levelling off, and both the 2017 and 2019 Work plan identified that PPP must ensure all teams have access to the skills necessary to operate within that environment. Online trading continues to grow exponentially and it is social media platforms are increasingly used as a method of trading in wider fields including illegal tobacco and flytipping.

As such staff must continue to be developed to deal with the ongoing challenges of online trading, complex social media platforms and all the associated intelligence gathering required to successfully disrupt and prosecute such matters.

### Climate Change

Climate Change is one of the major issues of our time. All three Councils have clear and expansive climate change plans with targets around air quality, housing, environmental protection and carbon reduction.

The Public Protection has a significant role to play in relation to the local plans to tackle climate change. These include traditional areas such as air quality and environmental protection but also extend to other areas around the enforcement of climate change legislation relating to matters such as energy performance of buildings and goods and single use plastics to the links with the housing functions to cold homes, energy efficiency and environmental high standards in private rented accommodation. There are also links to green energy claims and fraud as well as the food agenda around local food and farming standards claims. Finally there are the links to licensing and the possibilities relating to the taxi and private hire fleets.

### Protecting Vulnerable Adults and Children

Protecting vulnerable adults and children remains a key priority for the PPP.

A significant number of front line officers operate in the community and play an essential role in the identification and protection of individuals at risk of abuse or neglect.

The coronavirus pandemic has meant an increased number of individuals have been required to stay at home and reduce social contact with others. Increased loneliness and social isolation may give rise to opportunistic criminals taking advantage of the most vulnerable members of our community. Furthermore, where schools have been required to close some children have been cut off from support networks and stable environments that they had become accustomed to making them more susceptible to harm.

Other areas that we will be looking at in the coming period will include the adherence licensed gambling establishments to licence conditions.

The PPP will continue to support officers and managers to develop their skills in communication, their knowledge of safeguarding and partnership working, and educate them in the key identifiers for vulnerability.

### **Safeguarding (including modern slavery)**

Safeguarding is an essential and crucial aspect of local authority work.

All members of our community have a right to live in safety, free from abuse and neglect. The PPP provide their services within the community and representatives must recognise the categories of abuse, and understand their duty to safeguard vulnerable individuals using the appropriate referral routes. To this end the service has appointed a cross-cutting Lead Officer – Safeguarding role as well as a Fraud Victim Support Officer who work closely with other parts of the service, relevant agencies and local safeguarding teams.

Modern slavery is the illegal exploitation of people for personal or commercial gain. It covers a wide range of abuse and exploitation including sexual exploitation, domestic servitude, forced labour, criminal exploitation and organ harvesting.[[2]](#footnote-2)

It is recognised that the hidden nature of modern slavery makes producing an accurate prevalence measure difficult. Increased awareness and reporting since the introduction of the modern slavery legislation in UK in 2015 are likely to have contributed to the increases seen in victim numbers.[[3]](#footnote-3)

In 2019, 415 referrals were made to Victim’s First (Willow Project) relating to modern slavery: of these 31 stemmed from the Bracknell Forest, Wokingham and West Berkshire regions of Thames Valley.

The PPP may encounter modern slavery as part of any of workstream and staff must remain vigilant to the indicators of modern slavery, and remain abreast of those networks and referral pathways to support, report and feed in intelligence relating to modern servitude. Particular areas for heightened vigilance include the work that the PPP undertakes relating to rogue traders, poor housing conditions, visits to domestic premises, and trader and site premise inspections.

In addition to safeguarding training requirements for taxi, private hire and home to school transport drivers PPP are considering the role of safeguarding training as part of the safer streets agenda including offering safeguarding training to persons working in some retail and hospitality settings.

### Safer Streets

The Partnership can play a key role in tackling neighbourhood crime and anti- social behaviour. There are clear links to the licensing objectives as well as the role of trading standards and the community team. Working in partnership with other agencies, and through the use of targeted crime prevention measures and problem solving approaches the PPP can contribute to making the streets of West Berkshire, Wokingham and Bracknell safer.

Through the promotion of safeguarding, raising public awareness and encouraging reporting through education work with the general public, the licensed trade, taxis and private hire vehicles and retailers.

* Promote retailer schemes such as Pubwatch and Shopsafe
* Extension of Community Alcohol Partnership arrangements which play a key role in seeking to reduce alcohol harm in local communities from drinking by young people.
* Enforcement of age restriction legislation for alcohol
* Develop existing PPP alcohol programme in secondary schools to increase emphasis on ASB and personal risk.
* Tackle low level environmental crime that’s leads to a feeling of lawlessness
* Work with staff in higher risk settings to develop an understanding of risk and safeguarding

## Other Priorities

### Accidents in the Commercial Settings

* Investigation of workplace accidents
* Information campaigns for employers and employees to reflect trends e.g. falls from height
* Partnership working with HSE to conduct intelligence led audits

### Air Pollution[[4]](#footnote-4)

* Seven locations within the PPP do not meet the national air quality objectives for nitrogen dioxide, these have all been designated as Air Quality Management Areas. Air Quality Action plans are in production which outline the approach to be taken to reduce air pollution and prevent levels increasing.
* Introduction of PM2.5 monitoring across the PPP area
* Vehicle idling and roadside vehicle emissions testing
* Education programme in schools

### Alcohol and Tobacco

* The Tobacco Control Alliance[[5]](#footnote-5) have produced the Tobacco Control Plan detailing their aims, objectives and local delivery plan to protect Berkshire West communities from tobacco related harm through education and enforcement
* School based tobacco education programme at key stage 2
* School tobacco and alcohol education program at key stage 3
* Annual tobacco and alcohol consumption assessment at key stage 4
* Intelligence needs to be built up to establish the trade of illegal tobacco within the partnership areas
* Community Alcohol Partnerships
* Underage Sales Operations for cigarettes and alcohol

### Animal Welfare

* The Animal and Plant Health Agency (APHA) list the control and eradication of animal and plant diseases and pests, reducing the risks from new and emerging threats, and rapidly control pest and disease outbreak as two of their priorities for 2021/2022.
* Alongside traditional animal health advice and enforcement work conducted by the PPP, an increased level of home working has coincided with a rise in puppy sales. Puppy sales have been identified as a key risk regionally and concerns relate to the licensing regime for breeders, illegal puppy farming, disease control, welfare as well as wider concerns regarding mis-selling and unfair trading and fraud.

### Covid 19 Recovery

* The UK Roadmap out of the coronavirus pandemic takes a staged approach for easing of restrictions, otherwise known as steps. Progress through each step is reliant on the Government examining the data to assess the impact of the previous step. One of which is that Infection rates do not risk a surge in hospitalisations which would put unsustainable pressure on the NHS.[[6]](#footnote-6)
* Through business advice and support, track and trace and outbreak control PPP can play an active and important role in reducing the risk of transmission.
* The Health and Safety Executive made continued spot checks and inspections to ensure workplaces are COVID-secure for employees and the public a priority in their 2020/2021 Business Plan[[7]](#footnote-7).
* Use of intelligence such as reports of non-compliance, or Public Health data indicating areas or sectors with higher infection rates can be used to target visits where they are most needed. Sectors which have been subject to intermittent closures and varying rules such as hospitality and other night time economy should also be prioritised.
* Support for business to reopen safely must be a priority for the PPP to assist in enabling the Country to recover.

### Doorstep Crime and Mass Marketing

* Doorstep Crime is a key priority area identified by NTS in its National Control Strategy, it is also a priority area in nine Regional Trading Standards Groups. Doorstep Crime can take many forms including: pressure selling, unfair contracts, overpriced or substandard home maintenance and improvements, phoney consumer surveys, and bogus charity collections.
* Mass Marketing scams too were identified as a key priority area nationally. Mass marketing fraud" generally refers to any fraudulent scheme that use one or more mass-communication methods – such as the Internet, telephone, mail, or in-person– to solicit or transact with prospective victims[[8]](#footnote-8)
* Doorstep crime and mass marketing scams target some of the most vulnerable residents within the PPP area. The methods and data lists being used by criminals are becoming more advanced and sophisticated. Large sums of money are lost annually to these types of fraudulent crimes.[[9]](#footnote-9)
* To tackle this criminality the PPP must build intelligence, undertake preventative measures such as No Cold Calling Zones, and improve and maintain partnership working with financial institutions and police.
* Emerging issues: the Green Homes Grant scheme became active at the end of September 2020, anticipated likely to see an increase in fraud and misleading claims from unscrupulous businesses claiming affiliation with the grants.

### Environmental Protection

* Environmental Protection and the reductions of environmental crime is priority for all three Councils in particular tackling fly-tipping and littering.
* There are different working arrangements in each of the three PPP authorities but the PPP plays a part in all three in tackling environmental crime including investigating matters in Bracknell and supporting investigations in West Berkshire and Wokingham.
* PPP are looking to also get a number of staff accredited under that Community Safety Accreditation Scheme to enforce other environmental protections including fly-posting.
* We will also look at other aspects of nuisance such as domestic and commercial burning and the impacts those have on communities.

### Food Safety and Standards[[10]](#footnote-10)

* The safety of food and the supply chain remains a priority for the partnership.
* The coronavirus pandemic seriously disrupted the start of the Food Safety and Food Hygiene programme of work and planned work activity will resume in this area over 2021/22.
* A rise of small start-up home caterers and unlicensed food businesses are considered a likely result of the coronavirus pandemix, and an area where increased advice may be necessary.
* The UK departure from the EU may give rise to widespread food fraud or misrepresentation.
* Additional new regulatory requirements are due to be introduced including Natasha’s Law which deals with compliance with prepacked for direct sale food products in relation to allergens, and nutritional information at catering establishments.
* The closing date for applications for food businesses for authorisation of their CBD extracts was March 2021. The partnership may be required to undertake further advisory or enforcement work following this closing date.

### Housing Standards in the Private Rented Sector

* In 2017-18, the private rented sector accounted for 19% of households in England. Good quality and safe housing is something that every tenant has a right to expect.[[11]](#footnote-11)
* The partnership are responsible for ensuring an acceptable standard of living in the private rented sector, HMO licensing and caravan sites.
* Clear advice to landlords, inspection regimes, and robust enforcement in the sector is essential in order to safeguard the wellbeing of tenants and deter rogue landlords operating within the partnership area.
* New legislation regarding electrical safety and energy efficiency standards were introduced in 2020. Furthermore from 1 October 2021 there will be a fit and proper test for site licence holder and managers of park home sites in England.
* Financial hardship as a result of job uncertainty and intermittent business restrictions during the coronavirus pandemic may have resulted in residents accepting poor quality housing.

### Impact of Noise on Communities

* In addition to domestic and commercial noise complaints 2021 is seeing a significant return of events. We will work with event organisers to ensure that licensing objective obligations and that environmental protection laws are complied with.
* The trend towards people working from home is likely to continue and this will have an impact on the number and type of noise complaints we receive. A noise strategy will be brought before Committee in this cycle.

### Unsafe Consumer Goods

* The Chartered Institute of Trading Standards listed ‘identifying and removing dangerous or harmful products from the market’ as one of the key four priorities agreed across representatives of the trading standards profession[[12]](#footnote-12).
* Used cars sales remain a priority regionally, nationally and locally. Despite the coronavirus pandemic and the required closure of car sales garages during periods of lockdown: complaints about the purchase of used cars across PPP have remained relatively consistent in terms of volume over the past three years, with 2020 resulting in an only 11.9% decrease in complaints. A review of the most complained about traders across the three areas identified that five independent garages accounted for 91 requests for service over 2020.

# Projects

Each Project will link to one or more Priorities, which in turn links to a Theme.

These are designed by the Joint Management Team, in consultation with key technical staff, to provide everyone involved with a clear steer on how to deliver the priorities. This will improve the allocation of resources, ensure consistency and develop the strength of governance across the partnership.

**The 2021-23 Projects List**

Examples for 2021/23 are given below:

# Partnership Contracts and Service Level Agreements

The Partnership has built up a number of areas of expertise that have become possible to sell to others. This inevitably has a bearing on how decisions are made and paying customers must receive the level of service promised to them. In determining priorities the partnership will honour its commitments and make the necessary resources available to meet contractual obligations, these are:

* Case Management – Oxfordshire Fire and Rescue
* Case Management – Oxfordshire Trading Standards
* Case Management – Royal Berkshire Fire and Rescue
* Public Health – Youth Tobacco Strategy – Reading Borough Council
* Financial Investigation – Reading Borough Council
* Financial Investigation – Wokingham Borough Council
* Support with Confidence – West Berkshire and Wokingham
* London Road Waste Site – Bracknell Forest Borough Council
* Animal Feed Enforcement – Oxfordshire and other SE authorities
* Animal Health and Welfare – Slough Borough Council
* Level 2 and 3 Investigations – National Trading Standards Board

# Examination of political, economic, social, technological, environmental, legal, organisational and media (PESTELOM) factors

|  |
| --- |
| Political |
| **Local**   * Change of Licensing Chairs in West Berkshire and Wokingham and new Membership of Committees across the three authorities. * 3 new Members on JPPC |
| **National**   * The exit from the EU requires us to keep these areas under review:   + Intelligence: reduced checks at port may affect the flow and accessibility of intelligence   + Product Safety: from July 2021 full declarations from EU goods may cause increases in notifications to authorities with EU imports. In addition distributors may find themselves acting now as importer/exporters.   + Food Safety: Ensuring businesses meet new labelling requirements, potential compositional issues, lowering of standards and novel foods. |
| Economic |
| **Local**   * Coronavirus: Impact on business of local and national lockdowns. * Return of night time economy, necessity to support businesses subject to business closures * Reduced number of licensing applications from taxi trade, temporary events and licensed premises due to restrictions and closure |
| **National**   * Economic recovery will feature as a significant national priority in the coming period. |
| Social |
| **Local**   * Examine the role that the service plays in delivering recovery as we exit the Covid19 pandemic by creating confidence in the measures in place * Consider the impacts arising from the new ways that many are now working e.g. working from home |
| **National**   * Contribute to the national agenda to support society and residents and businesses through the recovery stage of the pandemic. |
| Technological |
| **Local**   * Move to cloud based single system by February 2022 * Develop PPP ICT strategy in-line with two authority shared service arrangement * Develop the approach that has started through Coronavirus restrictions to extend the use of technology to reduce travel and drive efficiency. |
| **National**   * Promote the use of the national intelligence database * Work with Public Health England to usefully deploy and develop PHE databases to effectively respond to Coronavirus |
| Environmental |
| **Local**   * All Council Environment Strategies[[13]](#footnote-13) highlights objectives to reduce improve air quality * Flooding risk in PPP areas |
| **National**   * Climate change – flooding and impact on agriculture * Certification scheme, labelling requirements and restrictions on sale of domestic solid fuels[[14]](#footnote-14) |
| Legal |
| **Local**   * Implementation of changes to CPIA with respect to investigations * Ensure staff are properly trained to deliver effective investigations within the CPIA / PACE / RIPA framework |
| **National**   * The coronavirus pandemic has caused delays in the criminal justice system * New Legislative Bills:   + Environment Bill: proposes to provide for more effective litter enforcement and strength local powers in relation to improving air quality and enforcement.   + Online Safety Bill: proposes the appointment of an online safety regulator. Government has ambitions to tackle a greater number of online scam cases which will have an impact on Trading Standards work.   + Animal Welfare Plan and Legislation: Action Plan for Animal Welfare and legislation to be created. The proposal will improve standards in zoo and tackle puppy smuggling.   + Draft Victims Bill: will enshrine the 12 key rights in the Victim’s Code into law.   + Obesity: measures will be brought in to support the health and wellbeing of the nation, including to tackle obesity.   + Building Safety Bill: introduces new duties on responsible parties, and a new framework to provide national oversight of construction products. |
| Organisational |
| **Local**   * Exit of Wokingham from Partnership * Formation of the new two authority shared service arrangement * Extend and develop where appropriate other cross-border working arrangements where it conducive to sustained or improved core service delivery |
| **National**   * Deployment of staff back into core areas. Substantial numbers of professional staff were re-deployed to respond to the coronavirus pandemic. * Work with TSSE / CTSI on Level 6 Apprenticeship development for Trading Standards |
| Media |
| **Local**   * Updated Launch Communications Strategy * Encourage reporting on priority areas |
| **National**   * Contribute to national identified projects and media requests |

1. COVID-19 Response - Spring 2021’, Cabinet Office, published 22 February 2021 [↑](#footnote-ref-1)
2. Definition provided by Thames Valley Police [↑](#footnote-ref-2)
3. Office for National Statistics: Modern slavery in the UK, March 2020 [↑](#footnote-ref-3)
4. A Green Future: Our 25 Year Plan to Improve the Environment, HM Government [↑](#footnote-ref-4)
5. Berkshire West Tobacco Control Plan 2021-2023 [↑](#footnote-ref-5)
6. COVID-19 RESPONSE − SPRING 2021, February 2021 [↑](#footnote-ref-6)
7. HSE Business Plan 2020/21 Updated November 2020: [↑](#footnote-ref-7)
8. Definition provided by National Trading Standards [↑](#footnote-ref-8)
9. The 2019 National Crime Agency (NCA) Strategic Assessment of Serious and Organised Crime stated that fraud remains the most commonly experienced crime in the UK, with an estimated overall cost of £190billion. [↑](#footnote-ref-9)
10. The strategy for the Food Standards Agency (FSA) for 2015-2020 [↑](#footnote-ref-10)
11. Rogue Landlord Enforcement, Guidance for Local Authorities, MHCLG, April 2019. [↑](#footnote-ref-11)
12. CTSI Four Nations Priorities 2021-2022 [↑](#footnote-ref-12)
13. West Berkshire Council Environment Strategy 2020-2030; Wokingham Borough Council Sustainable Environment Strategy 2010-2020; Bracknell Forest Council Climate Change Strategy 2020-2024 [↑](#footnote-ref-13)
14. The Air Quality (Domestic Solid Fuels Standards) (England) Regulations 2020 came into force in England on 1 May 2021. [↑](#footnote-ref-14)