# Report to Regulatory and Appeals Committee 29 September 2016 -

# Appendix A – Consultation documents

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#### PROPOSED DRAFT ORDER

#### **BRADFORD METROPOLITAN DISTRICT COUNCIL**

#### PUBLIC SPACE PROTECTION ORDER NUMBER 1 of 2016 (the "Order")

#### ANTI-SOCIAL BEHAVIOUR, CRIME AND POLICING ACT 2014

This order may be cited as the City of Bradford Metropolitan District Council Public Spaces Protection Order Number 1 of 2016.

The City of Bradford Metropolitan District Council ("the Council") in exercise of its powers under Section 59, 64 and 72 of the Anti-Social Behaviour, Crime and Policing Act 2014 ("the Act") and under all other enabling powers, hereby makes the following Order:

- 1. This Order shall come into operation on 1 April 2016 and shall have an effect for 3 years thereafter, unless extended by further orders under the Council's statutory powers.
- 2. This Order relates to the part of the City of Bradford Metropolitan District as shown edged red on the attached plan (the Exclusion Zone").
- 3. The Council is satisfied that the conditions set out in Section 59 (3) of the Act have been met. Namely, that anti-social behaviour and criminal activities have been carried out within the Exclusion Zone through the use of intoxicating substances. These activities have had a detrimental effect on the quality of like of those in the locality, and it is likely that the activities will be carried out within that area and have such an effect.
- 4. The Council is also satisfied that the conditions set out in Section 59 (3) of the Act have been met. Namely, that the effect or likely effect of the activities is, or is likely to be, of a persistent or continuing nature and that these activities are unreasonable and justify the restrictions imposed by this Order and that it is in all the circumstances expedient to make this Order for the purpose of reducing crime and/or anti-social behaviour in a public place.

#### **PROHIBITIONS:**

- 1. Person(s) within the Exclusion Zone will not: ingest, inhale, inject, smoke or otherwise use intoxicating substances.
- 2. Intoxicating Substances is given the following definition which includes alcohol and what are commonly referred to as 'legal highs': substances with the capacity to stimulate or depress the central nervous system.
- 3. Exemptions shall apply in cases where the substances are used for a valid and demonstrable medicinal use, given to an animal as a medicinal remedy, are cigarettes (tobacco) or vaporisers or are food stuffs regulated by food health and safety legislation or for the avoidance of doubt the consumption of alcohol is on premises licensed under the Licensing Act 2003.

- 4. Persons within this area who breach this prohibition shall (with the exemption of the matters referred to in Paragraph 3 above): surrender intoxicating substances in his/her possession to an authorised person.
- 5. An authorised person could be a Police Constable, Police Community Support Officer or Council Officer, and must be able to present their authority upon request.

#### FIXED PENALTY NOTICES AND OFFENCES:

- 1. It is an offence for a person without reasonable excuse to engage in any activity that is prohibited by this Order.
- In accordance with section 63 of the Act, a person found to be in breach of this Order by consuming alcohol or by refusing to surrender alcohol to an authorised person is liable on summary conviction to a maximum penalty of a level 2 fine or to a Fixed Penalty Notice up to £100.
- 3. In accordance with section 67 of the Act, a person found to be in breach of this Order other than by consuming alcohol or by refusing to surrender alcohol to an authorised person is liable on summary conviction to a maximum penalty of a level 3 fine or to a Fixed Penalty Notice up to £100.

#### APPEALS:

1. In accordance with section 66 of the Act, any interest person who wishes to challenge the validity of this Order on the grounds that the Council did not have the power to make the Order or that a requirement under the Act has not been complied with may apply to the High Court within six weeks from the date upon which the Order is made.

#### **APPENDIX:**

A Street plan of area of the area of the Council showing The Exclusion Zone edged in red.

Given under the Common Seal of The City of Bradford M D C On the......day of......2016

# THE COMMON SEAL of the COUNCIL

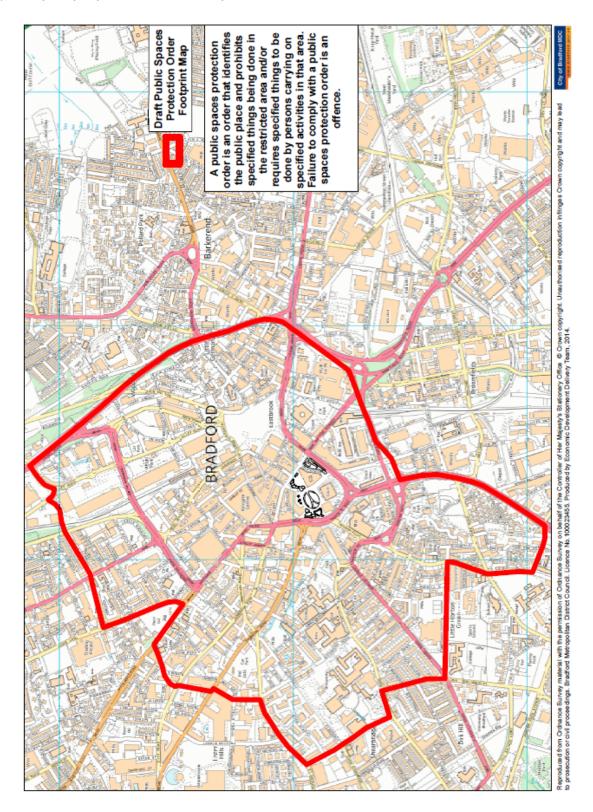
Was hereunto affixed In the presence of:

.....Authorised Officer

.....Designation

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- 1. Online consultation documents:
  - b) Map of proposed area to be protected



- 1. Online consultation documents:
  - c) FAQ

### Consultation on the draft Public Spaces Protection Order for the Bradford City Centre and surrounding areas

## Frequently asked questions

### 1. Where can I complete the survey?

You can go online to \_\_\_\_\_\_to complete the questionnaire.

Background papers can be found here

The Draft Public Spaces Protection Order (PSPO) can be found here\_\_\_\_\_

If you need any help in completing the survey, you can e-mail us at <u>safer.communities@bradford.gov.uk</u>

### 2. When is the consultation taking place?

The consultation starts on the **9**<sup>th</sup> **May 2016** and closes on **20**<sup>th</sup> **June 2016**. You can take part in the consultation by submitting your completed online survey during this period.

### 3. What is a Public Spaces Protection Order

A Public Spaces Protection Order (PSPO) is legislation that allows a Council to address a particular nuisance or problem in a particular area that is detrimental to the local communities' qualify of life.

The order works by imposing conditions on the use of that area which apply to everyone.

The orders are designed to ensure the law-abiding majority can use and enjoy public spaces, safe from anti-social behaviour.

#### 4. Why is a Public Spaces Protection Order needed for addressing antisocial behaviour (ASB) related to alcohol and psychoactive substances (previously known as 'Legal highs')?

Bradford Council and its partners have already gathered evidence that has highlighted the impact on individuals and businesses of the types of incidents that the proposed Public Spaces Protection Order (PSPO) is trying to address, anti-social behaviour caused by the use of alcohol and psychoactive substances within the City Centre and surrounding area.

For more information about PSPOs please follow this link to: <u>Home Office</u> <u>web pages</u>

# 5. Why has the Council selected these issues in particular to consult on?

Alcohol and psychoactive substances (previously known as 'Legal highs'), have been identified as a significant contributor to incidents of ASB in this area.

This is evidence through reported incidents, complaints and concerns raised by members of the public, businesses and key stakeholders around public safety.

#### 6. Why was this area selected?

The Council selected this area based on the evidence of reported incidents, complaints and concerns raised by those using the area.

Your views on the area to be included in the PSPO are being sought as part of this consultation.

#### 7. How will decisions be made about the PSPO?

Decisions about the proposed PSPO will be made by the Council.

Evidence supporting the need for the PSPO along with the analysed results from this consultation will be presented to the Council's Regulatory and Appeals Committee. This committee will then decide whether to implement the PSPO.

Documents presented to the Committee will be public and include findings from the consultation. Council committee documents can be found here: Committee documents - Regulatory and Appeals Committee

#### 8. What is a 'Legal high'?

'Legal highs' are psychoactive substances that contain one or more chemical substances which may produce similar effects to known illegal drugs such as heroin, LSD, cannabis etc.

There is often not enough research about these psychoactive substances to know about their potency, adverse effects from human consumption, or when used with other substances or alcohol.

'Legal highs' cannot be sold for human consumption so they are often sold as incense, salts or plant food to get round the law.

The term 'Legal high' may imply to some who use these substances that they are safe for consumption. This is not always true.

### 9. Isn't new legislation coming into force about 'Legal highs'?

Yes, the Psychoactive Substances Act 2016 was passed by Parliament on the 6<sup>th</sup> April 2016.

This new legislation, yet to come into force, will, along with other measures, outlaw the selling and distribution of psychoactive substances previously known as 'Legal highs'.

### 10. Is there already legislation to deal with some of these issues?

There is already a Designated Public Protection Order in place.

The current 2002 Designated Public Protection Order does not identify as an area the whole of City Park as this order was made by the Council prior to this being built.

Since 2002 there have been other significant regeneration works carried out within the public area of the City Centre.

As a consequence a formal review of provisions to reduce and minimise the impacts of anti-social behaviour in the City Centre was needed. The Council and Police need to ensure that the right area is covered by any 'Order' and that they have the right enforcement powers to deal with antisocial behaviour in the area covered.

#### 11. How is the Public Spaces Protection Order going to be enforced?

Authorised officers will be able to ask people to hand over to them intoxicating substances (alcohol, psychoactive substances, or 'legal highs') in their possession. Failure to do this would be an offence.

The authorised officer can issue a Fixed Penalty Notice (FPN) of  $\pounds$ 100. Failure to pay the FPN can result in prosecution with a maximum Fine of  $\pounds$ 1000.

# 12. Is there not a danger that you could be accused of picking on some of the most vulnerable people in our society?

Authorised officers will engage with alleged offenders appropriately and sign post them to relevant support services.

#### 13. Where do I go for more information?

You can find the draft Public Safety Protection Order (PSPO) and other documents here

You can e-mail: safer.communities@bradford.gov.uk

You can write to us at:

PSPO consultation, Safer Communities, Neighbourhood and Customer Services, 3<sup>rd</sup> Floor, Jacob's Well, Bradford BD1 5RW

You can call us on: 01274 431326.

- 1. Online consultation documents:
  - d) Online survey questions:

#### Page one

#### Introduction

We are considering introducing a Public Spaces Protection Order (PSPO) for Bradford City Centre and surrounding area. The 'Order' is being considered to address identified issues around anti-social behaviour related to alcohol and psychoactive substances (previously known as 'Legal highs').

We want your views and feedback on the draft PSPO before the Council consider whether or not to make a final 'Order'. Please complete and submit a survey.

Public Spaces Protection Orders (PSPO) deal with a particular nuisance in a defined public space (Exclusion Zone) where this is having a negative impact on the quality of life for those in that public space.

A PSPO can stop or require an activity. For example, it may limit or stop alcohol consumption in a particular public space.

Before introducing a PSPO the local authority must decide:

- Whether or not the behaviour is having or is likely to have a negative effect.
- If the effect or likely effect of the activity is recurring therefore making it unreasonable.

A PSPO lasts for a maximum of three years and can be renewed if necessary.

Failure to comply with an 'Order' can result in a Fixed Penalty Notice or a maximum Fine of £1000.

When filling in this survey please refer to the

Map \_\_\_\_\_link)

Frequently asked Questions can be found here

The Draft Public Spaces Protection Order can be found here:

Report on the Draft PSPO to Regulatory and Appeals committee can be found here: \_\_\_\_\_

#### Instructions on filling in the survey

Please answer the questions after looking at the map which shows the proposed Exclusion Zone (Public Space) of Bradford City Centre and surrounding area.

Insert usual snap instructions please

#### **QUESTION** 1

#### Are you responding as a... (Please mark all that apply)

Local resident who lives in the area shown on the map Local resident who lives outside the area shown on the map Person who works in the area shown on the map Visitor to the area shown on the map Owner of a business in the area shown on the map Land owner in the area shown on the map Other e.g. community group, councillor etc (please state the name of the group and postcode below)

\_\_\_\_\_

#### **QUESTION** 2

# How often do you visit Bradford City Centre and surrounding area (Exclusion Zone) shown on the map? Please cross only one option.

Every day More than two times a week At least once a week About once a month Once within the last six months Once within the last year More than one year ago I have never visited this area of Bradford

#### **QUESTION 3**

# When do you visit the area shown on the map? Please tick all options that apply

I visit/have visited the area on : Monday, Tuesday, Wednesday, Thursday, Friday, Saturday, Sunday

I am in/have been i	n the area bet	ween::	
7-12 noon	1- 6pm	7-12 pm	1 am – 7am

### **QUESTION** 4

How safe do you feel in the area shown on the map?

Very safe Fairly safe Neither safe nor unsafe Fairly unsafe Very unsafe Don't know

Please tell us why?

#### **QUESTION** 5

Are there some parts of the area shown on the map where you feel less safe than others?

Yes No

If YES, please tell us where

#### **QUESTION** 6

Are there some times of the day or night when you feel less safe than others?

7-12 noon 1- 6pm 7-12 pm 1 am – 7am

### **QUESTION** 7

How much of a problem, if at all, do you think each of the following are to people living in, working in or visiting the area shown on the map?

#### Please tick one answer on each row.

	A Very big problem	A fairly big problem	Not a big problem	Not a problem at all	Don't know/not applicable
People being rowdy					
People behaving					
like they are					
intoxicated					
People harassing,					
intimidating or					
causing distress to					
other people					
People drinking					
alcohol in the street					
People taking					
psychoactive					
substances ('Legal					
highs')					
Other. Please give					
details in box below					

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#### Detail about the draft PSPO

We are proposing to introduce two prohibitions through the draft PSPO:

#### **Prohibition ONE – Use of intoxicating substances**

- 1. Person(s) within the Exclusion Zone will not: ingest, inhale, inject, smoke or otherwise use intoxicating substances.
- 2. Intoxicating Substances is given the following definition (which includes alcohol and what are commonly referred to as 'legal highs'): substances with the capacity to stimulate or depress the central nervous system.
- 3. Exemptions shall apply in cases where the substances are used for a valid and demonstrable medicinal use, given to an animal as a medicinal remedy, are cigarettes (tobacco) or vaporisers or are food stuffs regulated by food health and safety legislation or for the avoidance of doubt the consumption of alcohol is on premises licensed under the Licensing Act 2003.
- 4. Persons within this area who breach this prohibition shall (with the exemption of the matters referred to in Paragraph 3 above): surrender intoxicating substances in his/her possession to an authorised person.

5. An authorised person could be a Police Constable, Police Community Support Officer or Council Officer, and must be able to present their authority upon request.

The Council is proposing to bring in measures that will stop people using psychoactive substances, previously known as 'legal highs'. It does not include: caffeine, cases where the substances are used for a valid and demonstrable medicinal use, substances given to an animal as a medicinal remedy and cigarettes (tobacco).

This means anyone found 'using, possessing or supplying to another person any intoxicating substances, i.e alcohol or psychoactive substances (previously known as 'Legal highs') may be asked to surrender these substances to an authorised officer.

### **QUESTION** 8

Do you support the use of a PSPO to stop people from using psychoactive substances in the area shown on the map?

#### Please tick only one option.

Yes	
No	
Don't	know

#### Please say why

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#### **Prohibition TWO - Consumption of Alcohol**

The Draft PSPO proposes to bring in an 'alcohol exclusion zone' for the area shown on the map.

This will mean it is an offence to fail to comply with a request by an authorised officer to cease drinking or to surrender the alcohol. However, it is not an offence to drink sensibly within licensed areas or establishments

#### **QUESTION** 9

Do you support the use of a PSPO to stop people continuing to drink alcohol when asked to stop drinking by any authorised officer in the area shown on the map?

Yes No Don't know

Please say why

### **QUESTION** 10

Do you support the use of a PSPO to require a person to surrender alcohol at the request of an authorised officer in the area shown on the map?

Yes No Don't know

Please say why

#### **QUESTION** 11

Do you have any other comments regarding the Public Spaces Protection Order?

Туре	Organisation	Role
Public service	Police	Police and Crime Commissioner
		Bradford Divisional Commander
		Chief Constable of West Yorkshire
		Police Service
		Bradford Police Leadership Team
	University of Bradford	
	Bradford College	Bradford College
	Hospitals – St Lukes and BRI	
	Premises within the proposed	Residents, businesses and land
Owners/Occupiers	protected area on the map	owners
Community	Residents and tenants	Bradford District Tenants and
representatives	associations	Residents Federation
	Little Germany Action Ltd	
Inform		
Representative		
organisations	Bradford Trident	CIC
Additional		
		Ward Councillors (East, West,
Community Leaders	Bradford Council	South) via Area Co-ordinators
Representative groups	Bradford Chamber of Commerce	
	Bradford District Chamber of	
	Trade	
	University of Bradford Student	
	Union	
	Bradford College Student Union	
Housing associations	Horton Housing Association	
	Abigail Housing	
Substance misuse support		
projects	Piccadilly Project	
	Bridge Project	
	Safer and Stronger Communities	
Partnerships and others	Partnership	
	City/Outer ASB Group	
	Bradford Council - Public Health	
	Bradford Council - YOT	
	Gypsies and Travellers	
	Partnership	
	Area co-ordinators	Bradford East, South and West
	Markets manager	
Transport providere	Interchange Railway and Bus station	West Yorkshire Metro
Transport providers		
M /0 !! !	Forster Square Railway station	
Museums/Galleries	National Media Museum	
	Impressions Gallery	
	Peace Museum UK	
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	<ul> <li>Banner header on Council wel</li> <li>Information on Council website</li> </ul>	

## 2. List of those invited to participate in the consultation:

#### 3. Letters sent to those directly invited to participate in the consultation:

Copy of letter sent to businesses within the area of the proposed PSPO which had signed up for mailings from the Council's City Centre Manager.

#### Ref: SRH/SPW

# Department of Environment and Sport

3<sup>rd</sup> Floor, Jacob's Well BRADFORD West Yorkshire BD1 5RW

Tel: (01274) 434748 E-mail: steve.hartley@bradford.gov.uk Website: www.bradford.gov.uk

Date: May 17, 2016

Dear Sir/Madam

# **PROPOSED PUBLIC SPACES PROTECTION ORDER (PSPO) Bradford City Centre and surrounding areas**

As either a resident, business or land owner in the area you may be aware of issues of anti-social behaviour occurring in the Bradford City Centre and surrounding area. Bradford Council is seeking measures to address this behaviour for the benefit of residents and others using this area.

In October 2014 the Anti-social Behaviour Crime and Policing Act 2014 was introduced. As part of this legislation comes the introduction of the Public Spaces Protection Order. This allows Local Authorities to impose prohibitions or requirements to specified areas to enable law abiding citizens to enjoy public areas without being affected by anti-social behaviour.

The draft PSPO seeks to introduce prohibitions around alcohol consumption and psychoactive drugs (previously known as 'Legal highs') and will enable authorised officers from Bradford Council and West Yorkshire Police to deal more effectively with alleged offenders at the time they are behaving anti-socially.

We are therefore contacting you as part of the consultation process before making the application for the enclosed draft Public Spaces Protection Order for Bradford City Centre and surrounding areas.

The consultation period is open to you from 12<sup>th</sup> May until 24<sup>h</sup> June 2016.

To find out more information about the proposed 'Order' or to take part in the consultation please visit:

www.bradford.gov.uk/consultations/current-consultations/consultation-on-public-spaces-protectionorder-pspo/

If you require a paper copy of the survey or other documents please e-mail:

safer.communities@bradford.gov.uk.

Yours faithfully,

Steve Hartley, Strategic Director, Environment & Sport. Copy of letter sent to all premises within the area of the proposed PSPO for which a postal address could be identified.

# Department of Environment and Sport

3<sup>rd</sup> Floor, Jacob's Well BRADFORD West Yorkshire BD1 5RW

Tel: (01274) 431326 E-mail: safer.communities@bradford.gov.uk Website: www.bradford.gov.uk

Date: June 20, 2016

Dear Sir/Madam

Ref:

SRH/SPW

# **PROPOSED PUBLIC SPACES PROTECTION ORDER (PSPO) Bradford City Centre and surrounding areas**

As either a resident, business or land owner in the area you may be aware of issues of anti-social behaviour occurring in the Bradford City Centre and surrounding area. Bradford Council is seeking measures to address this behaviour for the benefit of residents and others using this area.

In October 2014 the Anti-social Behaviour Crime and Policing Act 2014 was introduced. As part of this legislation comes the introduction of the Public Spaces Protection Order. This allows Local Authorities to impose prohibitions or requirements to specified areas to enable law abiding citizens to enjoy public areas without being affected by anti-social behaviour.

The draft PSPO seeks to introduce prohibitions around alcohol consumption and psychoactive drugs (previously known as 'Legal highs') and will enable authorised officers from Bradford Council and West Yorkshire Police to deal more effectively with alleged offenders at the time they are behaving anti-socially.

We are therefore contacting you as part of the consultation process before making the application for the enclosed draft Public Spaces Protection Order for Bradford City Centre and surrounding areas.

The consultation period is open to you from now until the 3<sup>rd</sup> August 2016.

To find out more information about the proposed 'Order' or to take part in the consultation please visit:

www.bradford.gov.uk/consultations/current-consultations/consultation-on-public-spaces-protectionorder-pspo/

If you require a paper copy of the survey or other documents please e-mail:

safer.communities@bradford.gov.uk.

Yours faithfully,

Steve Hartley, Strategic Director, Environment & Sport. Copy of letter sent to public bodies as part of the statutory consultation.

# Department of Environment and Sport

#### Ref: SRH/SPW

3<sup>rd</sup> Floor, Jacob's Well BRADFORD West Yorkshire BD1 5RW

Tel:(01274) 434748E-mail:steve.hartley@bradford.gov.ukWebsite:www.bradford.gov.uk

Date: May 12, 2016

Dear <Name>

# PROPOSED PUBLIC SPACES PROTECTION ORDER (PSPO) Bradford City Centre and surrounding areas

I am contacting you as part of the Council's statutory requirement to consult and inform specific bodies and groups about its proposal to make a **PUBLIC SPACES PROTECTION ORDER (PSPO) for Bradford City Centre and surrounding areas**.

You may already be aware of issues of anti-social behaviour occurring in the Bradford City Centre and surrounding area. Bradford Council is seeking measures to address this behaviour for the benefit of residents, visitors and businesses.

In October 2014 the Anti-social Behaviour Crime and Policing Act 2014 was introduced. As part of this legislation comes the introduction of the Public Spaces Protection Order. This allows Local Authorities to impose prohibitions or requirements to specified areas to enable law abiding citizens to enjoy public areas without being affected by anti-social behaviour.

The draft PSPO seeks to introduce prohibitions around alcohol consumption and psychoactive drugs (previously known as 'Legal highs') and will enable authorised officers from Bradford Council and West Yorkshire Police to deal more effectively with alleged offenders at the time they are behaving anti-socially.

Information about the proposed 'Order' and other documents related to the consultation are located on the Council's website and can be accessed via the URL below:

www.bradford.gov.uk/consultations/current-consultations/consultation-on-public-spaces-protection-order-pspo/

Your views, comments and observations about this proposal are sought and will be used by the Council in considering whether or not to make a final 'Order' and the content of any 'Order' that might be made.

Please use a method to respond that you deem most appropriate. That could be by letter, e-mail or by completing and submitting the online consultation survey.

Please respond no later than 24 June 2016.

If you require any further information please contact Rebecca Trueman on 01274 43 1326 or e-mail: safer.communities@bradford.gov.uk.

Yours faithfully,

Steve Hartley, Strategic Director, Environment & Sport. 4. Telegraph and Argus press article about the consultation

#### 10 May 2016

# Have your say on proposed drink and legal highs ban in Bradford's public spaces

POWERS: Wardens would be able to fine people for drinking in City Park, among other areas

/ Claire Wilde, City Hall Reporter / ClaireW\_TandA

PLANS to ban troublemakers from using booze or so-called legal highs in Bradford city centre have moved a step closer.

Council chiefs want to arm police community support officers and council wardens with tough new powers to deal with street drinkers or drug-takers causing a nuisance.

They have now started a public consultation into their plan to apply a Public Space Protection Order to the whole of the city centre, which would give the authorities added powers to intervene and confiscate alcohol or legal highs if people are seen using them. Officers would be able to issue a fixed penalty notice of £100 if the offenders refused to co-operate.

Alternatively, offenders could be fined up to £2,000 by the courts.

Traders have long complained about problem drinkers and drug users blighting business in areas like <u>City Park</u> or Rawson Road, near the Oastler Centre.

They have complained of abuse, spitting, begging, urinating and drug-taking, which puts off customers.

The new order would apply to a large swathe of central Bradford, from Little Germany in the east to the University of Bradford in the west and Forster Square retail park in the north to the Hawkshead Estate in the south.

The rules would apply within all public spaces, including City Park, although people would still be allowed to drink in beer gardens or outdoor seating areas for premises with an alcohol licence.

Val Summerscales, secretary of the Bradford and District Chamber of Trade, welcomed the progress.

She said the chamber was behind the idea, as long as it didn't affect outdoor drinking areas at legitimate licensed pubs and bars.

She said: "We welcome people into the city centre and we don't want it spoiled by a few people, who would be excluded by this legislation.

"The city centre is there for everybody to enjoy and this is what we would like to see. This order would hopefully exclude those who are causing problems." The six-week consultation started yesterday and ends on June 20. To take part, visit bradford.gov.uk/consultations.

If all goes to plan, an order could be in place as early as September.

<u>Councillor Arshad Hussain</u>, Bradford Council's executive member for community safety, said: "It's really important we get your feedback on this proposal to inhibit anti-social behaviour. We want to improve the quality of life for our residents and ensure visitors have a positive experience in the city so they will want to return again and again."

Public Space Protection Orders were introduced by the Government as part of the Anti-Social Behaviour Crime and Policing Act 2014.

Separately, a blanket ban on legal highs across England and Wales is set to come into force within weeks.

The Psychoactive Substances Act is due to be enacted on May 26.