City of BRADFORD METROPOLITAN DISTRICT COUNCIL

Report of the Strategic Director – Place to the meeting of Shipley Area Committee to be held on 16 January 2019.

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Subject: Partnership and community response to bonfire planning 2018.

Summary statement:

This report provides members with the partnership response and community engagement activity which supported the operational approach to the planning in the run up to and during the bonfire period 2018.

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Place

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Portfolio:

Safer and Stronger Communities

Overview & Scrutiny Area:

Corporate

1. SUMMARY

This report provides members with the partnership response and community engagement activity which supported the operational approach to the planning in the run up to and during the bonfire period 2018.

2. BACKGROUND

2.1 Following feedback from last years operation Bradford Council and Bradford District Police agreed to facilitate two partnership/tasking meetings.

2.2 The 'Operations' meeting which is chaired by Bradford Councils Emergency Planning Team has run for a number of years and continued to discuss locations particularly relating to organised and sporadic bonfires. Focussing on safety and environmental tasking in order to deploy appropriate resources and responses including Council Wardens, Fire Service, Incommunities, The Youth Service, Highways and Environmental Enforcement. An operational plan supported the activity of this meeting.

2.3 The Bonfire Community Engagement meeting shared intelligence relating to Anti Social Behaviour (ASB) and community tensions. The meeting was operational tasking/enforcement led to gain better co-ordination and sharing of intelligence in order to manage individuals. The meeting managed arrangements to ensure all ASB individuals who have received a yellow warning letters will be considered for a 'bonfire warning letter'. Persistent offenders received joint home visits from local Neighbourhood Police Team (NPT) and ASB Team. Key messages to schools, faith and community groups came from this meeting. The meeting captured and shared community tensions and consider opportunities for positive community engagement. The meeting identified groups or individuals who could mediate and offer resilience before, during and after the bonfire period. A Community Engagement Plan supported the work of this meeting.

2.4 The two meetings ran back to back to ensure that partners had input into both. Actions were captured and tasked appropriately. The meeting met weekly, becoming daily week commencing 29th October.

2.5 Across West Yorkshire there was an increase in threats to West Yorkshire Fire and Rescue Service (WYFRS) and other emergency services, this was experienced much earlier than anticipated this year with a spike during in early October of attacks of fire crews. Operationally this was monitored and responded to through the Community Engagement meeting.

2.6 The Council Contact Centre recorded all incoming information related to bonfires and this was treated as one source of intelligence that was shared with partners.

2.7 Council Cleansing teams cleared fly tipping daily where it was considered flammable materials were dumped with the intention of creating a dangerous bonfire.

2.8 A Silver Operational Room (SOR) was established for the full bonfire weekend and was only stood down once all partners agree the situation is back to normal.

2.9 It was agreed to coordinate locally through partnership WhatsApp groups in order to share intelligence and information over the bonfire weekend. Agreed that on each of the WhatsApp groups there must be a contact within the SOR and requests for services must be reported through the SOR. This was to ensure deployment was captured, reported and recorded correctly. Additionally West Yorkshire Police sent out key messages to key contacts on SMS messages on the run up to and during the bonfire period.

3. OTHER CONSIDERATIONS

3.1 West Yorkshire Trading Standards

West Yorkshire Trading Standards is responsible for anything to do with the sale of fireworks. Trading Standards look at the labelling of fireworks to ensure they are compliant with the Pyrotechnic Articles Regulations. Trading Standards are responsible for the under age sales of fireworks so when they receive intelligence that a shop is selling to underage carry out a test purchase operations. Trading Standards also investigate any allegations that a shop is selling outside the 3 defined sales periods (up to bonfire night, Diwali, New Year, Chinese New Year).

During the 2018 Bonfire period there were 5 Fireworks Test Purchase Operations in the Bradford area as a results of complaints being reported, all of which refused sales to our test purchase volunteer.

3.2 School input

Over 80 presentations to 15,000 young people received a school input via Safer Schools Officers, Ward Officers or Youth Service staff during the 2 months period in September and October. One partnership presentation was used which gave the opportunity for wider reach and a consistent message. For next year need to ensure that inputs are timetabled as early as possible in schools, before the end of the summer term. The presentation was used across partners (Police/Youth Service, WYFRS) and adapted to meet the needs of the young people and setting (e.g. school assembly, youth provision).

Partners agreed as part of the debrief that a positive approach was the Safer School Officers working the weekend as this providing opportunity to reinforce messages to the young people that the Officers knew from schools who could potentially become involved in anti social behaviour.

3.3 West Yorkshire Fire & Rescue Service

West Yorkshire Fire and Rescue Service worked very closely with a number of partners including West Yorkshire Police and Bradford Council. A huge focus was placed on community engagement in the areas where we have in the past had a problem with ASB and attacks on emergency services.

Operational crews and prevention team have visited a number of religious establishments to provide bonfire and firework safety education as well as building relations with the community groups. A number of meetings were held with faith leaders within the respective areas to plan and coordinate community activities for the bonfire period as well supporting the community volunteers and community calmers throughout this period.

The Fire Service Youth Intervention Teams have delivered targeted intervention days to the youth groups across the District. These targeted days provided a high experience day for young people who are most at risk of becoming disengaged with education and society. West Yorkshire Fire and Rescue Service has also been involved in delivering the "More Than a Uniform" campaign across the district with the aim of reducing attacks on fire fighters and also raising awareness to the public on what the fire service goes through during this period. Various communication and media strategies were utilised to get the message out in the community about the dangers of fireworks and the impact of ASB on the emergency services. Below are the figures of attacks on the Fire and Rescue Service including the fire car during the bonfire period:

District	Attacks 3rd-5th November 2017			Attacks 2nd -5th November 2018		
	WYFRS	Fire Car	Total	WYFRS	Fire Car	Total
BRADFORD	7	7	14	3	6	9

Its pleasing to say that overall the number of attacks has decreased from 2017-2018 (14 in 2017 to 9 in 2018). This has been due to effective partnership working and strong community engagement. Going forward we must continue to strengthen the partnership working and community engagement.

3.4 Bradford District Police

In terms of the overall operation, the below figures demonstrate the efforts made over the bonfire period 2018.

Attacks on Police and Fire Service

Fire – prior to weekend	11
Fire – weekend	5
Police – Prior to weekend	-
Police weekend	13
Total across Op	30

Arrests carried out by NPT and PSU Vans

Arrests across weekend	30
Arrests across Op (only figures supplied by West	33
Total arrests	33

Disruption Visits

Visits carried out across weekend	174
Visits carried out prior to weekend	48
Total	222

Warning Letters Issued

Issued across weekend	6
Issued prior to weekend	69
Total	75

Youth/ Council Interventions

Across weekend	1491
Prior to weekend	607
Total	2,098

Searches

Carried out across weekend	55
Total	55

Logs Attended

Logs across whole weekend	305

Other (dispersal notices, youths returned home etc.)

Across weekend	32
Prior to weekend	45
Total	77

3.5 **Neighbourhood Service**

In the run up to the bonfire period Council Wardens and Clean Teams were reporting information and intelligence and clearing large amounts of fly-tipping and rubbish on a daily basis. Ward Officers from across the District organised and supported multi-agency days of action with a focus on engaging residents and sharing key educational messages in relation to fly-tipping, keeping families and young people safe and knowing responsibilities over the bonfire period.

The Environmental Enforcement Team proactively focused enforcement activity in historical locations, but could easily respond to emerging intelligence which was tasked from the operational meetings. Environmental Enforcement deployed a number of CCTV cameras in hotspot locations.

15 Council Wardens and 2 Mobile Wardens worked over the bonfire weekend and reported via the SOR. The teams were deployed as per normal weekend working arrangements, although some were deployed to locations that had planned large organised events focussing on safe traffic management around those locations.

Cleans Teams worked tirelessly over the weekend, cleaning significant amounts of rubbish and fly-tipping often from the same location. During the weekend there were 2 crews working a 9 hour shift. During the busiest periods on the Sunday and Monday evening the Clean Teams extended their shifts to ensure there was coverage. On the Monday evening (bonfire night) the Clean Teams stood down at 11pm.

A number of Council Ward Officers worked over the bonfire weekend, working with elected members, youth service staff and community calmers.

Council Contact Centre worked over the weekend reporting and logging incidents. Over the weekend period call centre staff managed, 6 calls after 6 on Friday evening, 38 calls on Saturday, 21 calls on Sunday and 2 calls after 6 on Monday evening – some of the calls were not bonfire related. Contact Centre staff reported directly through the SOR.

In the days following bonfire night Environmental Enforcement was able to download footage from CCTV as well as other images and footage retrieved from WhatsApp groups that were used to share intelligence over the period.

During the busiest periods over the bonfire weekend Police Community Engagement Officers worked with Council Safer and Stronger Project Officers working with community calmers and giving them help and support where needed.

Following a number of debriefs a recommendation is the need for a plan for next year which needs to start by summer 2019 to develop a strong communication campaign to highlight any enforcement action from this year, for example fines prosecutions which can be used as part of educational messages, particularly focussing on trade waste and understanding rights and responsibilities.

Part of this planning needs to include work with private landlords working with the Private Sector Housing Team to ensure key educational messages are shared.

3.6 **Youth Service**

The Youth Service responded to the request for street based interventions to challenge young people who presented with ASB in some of the districts hotspot areas. A coordinated response, planned alongside neighbourhood Policing teams saw a team of youth work practitioners being pulled together from across the district to form intervention teams. These teams were increased and deployed over the Bonfire weekend period with 2,226 interactions taking place with young people in street based locations. The teams worked every Saturday and Sunday evening from the first week of October up to and throughout the bonfire weekend, responding to the known hotspots and calls for service recorded by Fire and Police. Their work initially in Bradford West and Bradford East was expanded to include Bradford South, and latterly Keighley in response to updated intelligence and calls for services. Deployment of the teams was coordinated locally in the lead up to the weekend and through the SOR during the Bonfire Weekend Operation. This ensured we were able to deploy the most appropriate resources to the situations as they emerged and to keep an oversight of situations, rapidly providing additional

and responsive support if needed.

These interventions were designed to engage with young people outside of Youth Centre provisions, reaching those most likely to participate in ASB and disorder to engage and give strong action and consequence messages. Youth Workers were able to support and encourage young people to disperse from areas or to remove young people to an identified safe space, which was a key contributor towards reducing tensions and likelihood of arrests. Safe Spaces were staffed in key locations by Youth Work Practitioners, meaning there was space for young people to come in from the streets for a short period of time to reflect on their behaviours and make alternative plans for their evenings. Some of the time in safe spaces was used to unpack behaviours and consider their impact on others.

The Actions and Consequence work of the Youth Service was reinforced with the use of consequence cards, small credit card sized information cards which were given to each young person after a youth work intervention had taken place. The design of these cards was to help young people identify what could be considered to be anti-social, alongside consequences of participation, both in the immediate and longer term underpinned with key safety messages. These were funded by the Community Safety Partnership, and throughout the lead up to and during the Bonfire weekend the Youth Service and its partners distributed 12,000 Consequence Cards to young people after interventions had taken place. Further work was undertaken with community locations used for the delivery of youth work using Fire Safety posters and consideration posters on community notice boards to further support the key messages around safety.

Running alongside this was centre based work across the district, using a powerful consequence message youth workers engaged with young people to divert away from participation in ASB. The sharing of intelligence in relation to the served ASB warning letters ensured where young people were known to Youth Services they could be encouraged to participate in more positive activities and thus reducing the likelihood of injury and/ or criminal records.

Using the shared intelligence logs the Youth Service was able to target its responses and contribute and share local identified concerns in relation to underage sales and supply of illegal fireworks. This intelligence led to responses by other partners including Trading Standards and Police, which saw a number of timely responses which saw unsafe or illegal sales of fireworks identified and removed from individuals and premises.

3.7 **Anti Social Behaviour Team**

The Anti Social Behaviour Team is a collocated team made up of 3 ASB Officers from Bradford Council and 3 ASB Officers from West Yorkshire Police. Each Officer is designated an Area (City being +1). Similar to previous years a significant piece of work was taken on by each of the Neighbourhood Policing Team (NPT's) with the designated Anti Social Behaviour (ASB) Officer for that area. Over 200 warning letters and reinforcement visits carried out between NPT and ASB Team. All logged as a problem solving occurrences, which will enable us to identify the individuals for next years planning;

Home visits and warning letters;
East - 28
West – 99
Shipley - 25
Keighley - 27
South - 25

In West the ASB Team issued 8 CPWs (Community Protection Warnings) against the parents of 8 young people who were identified as causing ASB. This was the first time this type of legislation was used against parents for the behaviour of their children in this District. There was 100% compliance in relation to the curfew conditions, however 2 young people were caught in groups of young people misusing fireworks so will be considering progressing to Community Protection Notice (CPN).

3.8 **Community Engagement**

This year the Bradford Partnership embraced, a different approach towards our community engagement, a new meeting was added to the already established meeting structure for district planning of activity around this traditionally volatile period. The Bonfire Community Engagement meeting was co-chaired by both Police and Local Authority managers; it ran consecutively to the established “places meeting” and brought together a number of statutory and non-statutory organisations, the focus of the meeting was;

1) Pre Bonfire Education
2) Community Engagement
3) The establishment of a Community Intervention Cell for the Bonfire period.

The Bradford Youth and Adult IAG’s (Independent Advisory Group) were both briefed by Superintendent Greenwood on the districts Bonfire related plans and given the opportunity both challenge and provide feedback, members of the adult IAG were invited to attend the Silver Operations Room (SOR) over Bonfire, two members attended and were able to observe the plan in action and discuss the on-going situation with senior leaders.

Some councillors asked for a briefing prior to the bonfire weekend and a number of suggestions were made and responded to in relations to reporting issues and expectations on the weekend.

A significant network of community calmers was mobilized in their local areas over the bonfire weekend more specifically in Keighley, Bradford West and Bradford East, these community members dealt with dozens of incidents, negating the need for the police or fire service to attend, in particular the community were instrumental in known historical areas, on bonfire related anti-social behaviour and of note they provided a “ring of steel” around a Public House, Bradford West preventing it from being attacked

Presentations were delivered to over 20 Friday prayer meetings in Faith Groups in

the run up to the bonfire period and two influential Imams supported community calmers during the weekend in engaging with youth groups.

Council for Mosques produced and distributed a community letter advising local people of their responsibilities and over the period and how to report concerns. Additionally over a 100 visits to various women's groups over Bradford

A Bonfire Community thank you event was held in City Hall in December where members of the community involved were invited and thanked for their participation, Senior Leaders from the Fire Service, The Police and the Local Authority together with the Lord Mayor spoke to our community and formally thanked them; a number of Letters of Appreciation were presented.

A recommendation from the debriefs is that in the planning for next years operation is to develop bespoke training packages with clear expectations for 'community calmers' using an area based approach, 'community readiness'.

3.9 **Local response – a case study**

Youth provisions in Wrose, Baildon, Shipley, Denholme, Wilsden and Bingley began working with young people 3 weeks before the bonfire weekend around fire and fire work safety, the law around fireworks and the consequences of anti-social behaviour. Young people were also encouraged to attend organised bonfire celebrations rather than to light fires or use fireworks themselves.

Some projects used media stories about young people who had been injured as a result of playing with fireworks and graphic photographs of injuries were shown to young people in an attempt to deter them from playing with fireworks. Some young people stated that they had not realised that fireworks could cause such bad injuries or the law around the use of fireworks.

West Yorkshire Police supported sessions at youth provisions to raise the awareness of anti social behaviour. Baildon Youth Project also visited Shipley Fire Station, again to learn about the role of the fire services and the consequences of inappropriate use of fireworks.

Shipley and Denholme were seen as areas where there may be potential anti social behaviour due to issues that have been experienced in the past in these areas. Following a period of intensive work with the police over the summer months, anti social behaviour in Shipley has reduced dramatically and there were few, if any instants of bonfire night problems in Shipley.

Youth Workers undertook a detached youth work session on 4th November (Mischief night) in Denholme where they worked with some 35 young people who had gathered at Foster Park to reduce anti social behaviour. Problems were kept to a minimum – young people were asking the Youth Workers to go home as they said that they could not get up to mischief when the youth workers were around! One local shop was spoken to by youth workers and the Police as they had been selling eggs to young people who were then throwing the eggs as passing traffic. Once the supply of eggs had been cut off, this was no longer a problem.

3.10 **Communication**

Over the last 6 weeks there have been 7 Operational meetings and 7 Community Engagement meetings held at Leeds Road Fire Station and a similar number of Silver meetings across all agencies.

Several WhatsApp groups were set up over the weekend which generated thousands of messages and have lead to some enforcement activity particularly relating to environmental enforcement. The WhatsApp groups were generally positive but needed to be on an area basis. The WhatsApp groups help coordinate cleansing response.

The evaluation of the communication channels identified the benefits of operating the SOR to maintain oversight and control of deployment during the bonfire weekend. It is considered that due to the significant spike in calls for service seen this year on the night of Halloween that this operation should in the future be expanded to include the Halloween evening from the offset of planning the operations.

4. FINANCIAL & RESOURCE APPRAISAL

There was a significant cost for each organisation in relation to the operation including staff overtime. However, the success of the operation is predicated on the current arrangement for collaborative across the partnership.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

There was risk to damage to land and buildings and potential reputational impact on the District which the operation helped to reduce and mitigate the risk.

6. LEGAL APPRAISAL

This work relates directly to a number of powers and pieces of legislation across the partnership.

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Throughout the year, fireworks are widely used to mark public and private celebrations as well as traditional events. Since they are explosives there are strict rules in place in the UK regulating the sale, possession and use of fireworks.

The storage of fireworks (and other explosives) is controlled by the Explosives Regulations 2014. The Pyrotechnic Articles (Safety) Regulations 2015 came into force on 17 August 2015, deal with the safety of fireworks as a consumer product. Before placing a firework on the market, a manufacturer must ensure that it has been designed and manufactured in accordance with the essential safety requirements. All fireworks intended to be sold to the public must be ‘CE’ marked showing that they meet EU requirements set out in Directive 2013/29/EU. Importantly, a manufacturer must keep the technical documentation and the EU declaration of conformity drawn up in respect of a firework for a period of 10 years (beginning on the day on which the firework is placed on the market).

The Firework Regulation 2004 (as amended) is designed to tackle the anti-social use of fireworks. Since January 2005 the sale of fireworks to the public is prohibited, except from licensed traders. However, fireworks can be sold by unlicensed traders for:

- Chinese New Year and the preceding three days,
- Diwali and the proceeding three days,
- Bonfire Night celebrations (15 October to 10 November), and
- New Year celebrations (26 to 31 December).

Under the 2004 Regulations, it is an offence to use fireworks after 11pm and before 7am without permission (except on permitted fireworks nights when the times are extended).

7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

Area Committee decisions will need to be made in line with Equal Rights legislation. This will require Area Committees to assess the potential equality impact of any decisions they make. There are no equality and diversity implications apparent.

7.2 SUSTAINABILITY IMPLICATIONS

Lessons learnt from the bonfire planning have the potential to build on relationships particularly with local communities in order to sustain local solutions to local issues.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

No specific impacts apparent.

7.4 COMMUNITY SAFETY IMPLICATIONS

The bonfire operation and lesson learnt for next years planning have the potential to improve community safety by identifying local priorities and co-ordinating collective problem solving as well strengthening community engagement activity.

7.5 HUMAN RIGHTS ACT

There are no Human Rights Act implications arising from this report.

7.6 TRADE UNION

There are no Trade Union implications arising from this report.

7.7 WARD IMPLICATIONS

The information in this report is relevant to all Wards in the Constituency.

7.8 AREA COMMITTEE ACTION PLAN IMPLICATIONS

The education/awareness-raising, engagement and enforcement work undertaken as part of the work relating to bonfire night impacts positively on many of the priorities in Ward Plans.

7.9 IMPLICATIONS FOR CORPORATE PARENTING

Refer to the guidance contained in the Report Guide.

7.10 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT

Undertake a Privacy Impact Assessment to determine whether you need to deal with data protection and information security matters arising from the proposal/decision.

8. NOT FOR PUBLICATION DOCUMENTS

None.

9. OPTIONS

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9.1 That the Area Committee adopts the recommendations outlined in this report.

9.2 That the Area Committee adopts the recommendations outlined in this report, with amendments.

9.3 That the Area Committee decides not to accept the recommendations outlined in this report.

9.4 In noting the work across the various partnerships and communities, the Area Committee may wish to reflect it's appreciation within the recommendations for the work by volunteers and staff across all organisations.

10. RECOMMENDATIONS

Members note the report and consider how the Area Committee can work with the partners to improve community safety outcomes in the planning to the bonfire period 2019.

11. APPENDICES

None.

12. BACKGROUND DOCUMENTS

None.