



## **Report of the Strategic Director – Place to the meeting of South Area Committee to be held on 28th March 2019.**

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**Subject: BRADFORD PARTNERSHIP ANTI SOCIAL BEHAVIOUR  
REVIEW 2018-19**

**Summary statement:**

**This report provides members with recommendations and work activity following a Community Safety Partnership review of anti social behaviour.**

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**Portfolio:**  
**Neighbourhoods and Community Safety**

**Overview & Scrutiny Area:**  
**Corporate**

## **1. SUMMARY**

This report provides members with recommendations and work activity following a Community Safety Partnership review of anti social behaviour (ASB).

## **2. BACKGROUND**

- 2.1** The victim focused review of anti-social behaviour was commissioned by Bradford District Community Safety Partnership (CSP) in July 2018. The review was undertaken by Bradford Council and West Yorkshire Police (WYP), supported by Incommunities, Accent and Manningham Housing Association and took place between June – November 2018.
- 2.2** The review was commissioned to help the CSP understand its current position in relation to the approach taken across the entire partnership to deal with reports of anti-social behaviour, identifying strengths and good practice but importantly identifying opportunities for improvements.
- 2.3** Across the district there is a significant shared history of partnership working. Over recent years this has been strengthened through re-alignment of police boundaries and development of co-location opportunities, for example West Neighbourhood Policing Team (NPT) and CBMDC Neighbourhood Team. This review has highlighted a number of really strong examples of partnership working however this application is not consistent.
- 2.4** The impact of ASB can be devastating on residents and communities. For victims and the wider community, it can be a cumulative corrosive issue which undermines the ability to live in peace. If it is not dealt with, ASB can severely damage the residents' quality of life and destroy community resilience. The Anti-social Behaviour, Crime and Policing Act 2014 looked to simplify the existing powers and replace with six new ones which enable the police, local authorities and others to respond quickly and effectively to anti-social behaviour. The legislation recommended closer partnership working to ensure local problem solving, improve information sharing and effective tasking and deployment of resource.
- 2.5** Bradford Community Safety Partnership has a collective commitment to tackle ASB. The partnership has developed clear accountability and governance, with the ASB Strategic Group reporting direct to the CSP. Across the partnership there is significant resources aligned to deal with issues of ASB. However, there is no collective definition of ASB or what is and is not classed as ASB. This affects the ability to both manage community expectations and deal effectively with demand. This is reflected in the performance; Bradford has the best performing ASB victim satisfaction rate across West Yorkshire and the worst performing confidence rate in the County.
- 2.6** What is evident is that in responding to anti-social behaviour there is a reliance upon the callers to identify what the issue is and navigate our complex partnership structures.

- 2.7** Currently there is not an effective gateway to deal with behaviour that falls below the threshold necessary to be termed 'Crime' or which invites criminal justice sanctions and could be reasonably resolved through tenancy management. As a consequence as a partnership on occasion we are not as effective in responses.

### 3. OTHER CONSIDERATIONS

#### 3.1 ASB Legislation

The Anti-Social Behaviour, Crime and Policing Act 2014, replaced previous ASB legislation. Recent Home Office Guidance emphasizes the importance of ensuring that the powers are used appropriately to provide a proportionate response to the specific behaviours that is causing harm or nuisance without impacting adversely on behaviour that is neither unlawful nor anti-social. The powers introduced by the 2014 Act are deliberately local in nature. Those who work within and for local communities will be best placed to understand what is driving the behaviour in question, the impact that is having, and to determine the most appropriate response.

Power	Purpose	Relevant Bodies
<b>Community Trigger</b>	To give victims and communities the right to request a review of their case where a local threshold is met, and to bring agencies together to take a joined up, problem solving approach to find a solution for the victim.	Council Police CCG RSL
<b>Community Remedy</b>	To give victims a say in the out of court punishment of perpetrators of less serious crime and antisocial behaviour	Police
<b>Civil Injunction</b>	To stop or prevent individuals engaging in anti-social behaviour quickly, nipping problems in the bud before they escalate	Local Councils RSL Police Environment Agency NHS Protect
<b>Criminal Behaviour Orders</b>	Issued by any criminal court against a person who has been convicted of an offence to tackle the most persistently anti-social individuals who are also engaged in criminal activity.	ASB Team
<b>Dispersal Power</b>	Requires a person committing or likely to commit anti-social behaviour, crime or disorder to leave an area for up to 48 hours	Police Officers in Uniform
<b>CPN</b>	To stop a person aged 18 years or over, business or organisation committing anti-social behaviour which spoils the community's quality of life	Council Officers Police Officers RSL if designated by LA
<b>PSPO</b>	Designed to stop individuals or groups committing anti-social behaviour in a public space	Councils issue
<b>Closure Power</b>	To allow the Police or Council to close premises quickly which are being used, or likely to be used to commit nuisance or disorder.	Local Council Police
<b>Absolute grounds for possession</b>	The Act introduced a new absolute grounds for possession of secure and assured tenancies where anti-social behaviour or criminality has already been proven by another court	RSL Private Rented landlords

### **3.2 District wide definition**

Historically there has not been a collective district wide definition for what is anti-social behaviour. As a result each organisation has different definitions and interpretations which may conflict with each other. Having researched both internally and nationally, it is believed that the below definition best supports our approach to ASB and has been adopted by the CSP.

“Anti-social behaviour is a broad term used to describe any aggressive, intimidating or destructive activity that causes alarm, harassment or distress impacting upon a person’s quality of life.”

It is believed the above provides a framework this could then be built upon to provide clarity on what is and is not ASB.

Examples of what is anti social behaviour?

1. Nuisance, rowdy or inconsiderate behaviour
2. Environmental damage including littering, dumping of rubbish and abandonment of cars
3. Noise nuisance, including houses, gardens and businesses
4. Threatening drunken or intimidating behaviour
5. Street drinking
6. Aggressive begging
7. Rubbish in gardens
8. Vandalism, graffiti and fly posting
9. Fireworks misuse
10. Inconsiderate and inappropriate use of vehicles

### **3.3 Reporting routes**

Due to lack of a consistent approach and definition of ASB our pathways are inconsistent. Where ASB is identified and recorded victim satisfaction is far in excess of the West Yorkshire average. However within this there is a high volume of under recording. An example of this is where anti-social behaviour is reported to one agency and because of an individual organisations understanding of the best agency to resolve the issue, the victim is advised to report the matter to another agency. Whilst we are unable to quantify the volumes of this through this review we have identified several situations were victims would be advised by one agency to call another and on calling the second agency are referred back to original agency. This ultimately such an approach does impact confidence in the partnership to tackle their issues.

The ASB victim satisfaction rate has been improving in Bradford since early 2018 and Bradford now outperforms the West Yorkshire average. The numbers surveyed

for ASB victim satisfaction dropped significantly after the user satisfaction survey was no longer mandated by the Home Office. West Yorkshire Police (WYP) took the opportunity to restructure the survey process by decreasing the number of surveys completed in some areas, whilst widening the scope of the crime types surveyed. WYP now survey a much wider group of victims from across all different crime types and the survey has been re-developed to include attended and non-attended crimes.

There is a clear disconnect between performance in terms of satisfaction and confidence. Bradford ASB victim satisfaction is the best performing in West Yorkshire, but confidence in CSP is the worst. The percentage of 'Your Views' survey respondents who say the CSP is doing a good or excellent job is 28% in Bradford, 31.4% West Yorkshire average. The disparity relates to members of the public feeling confident in the partnership to report issues, including ASB and how satisfied they are once WYP have taken action.

### **3.4 ASB Panel**

The Bradford District Anti-Social Behaviour Panel was created to facilitate a co-ordinated and well-informed early response by partner agencies to cases of ASB.

Due to targeted service provisions being based upon age, ASB Case Management was separated between Youth and Adult Cases. This enabled the relevant partners for each age group to make referrals in for more serious cases of ASB. This enabled a partnership approach to deal with ASB offenders when the efforts of front line staff to resolve issues at an early intervention stage had not been successful. This process was designed to reduce bureaucracy and speed up the response for victims.

### **3.5 ASB Team**

The ASB function sits with the Safer Bradford Team which is made up of Police and Council staff. The ASB Team is a jointly funded function with 3 x Council Staff and 3 x Police Staff and one ASB Researcher. The 6 ASB Officers are aligned to a Constituency Areas, the 6<sup>th</sup> covering the City Centre.

Litigation costs are split across the partnership, depending on the powers available and the most appropriate intervention. The Council fund civil proceedings including ASBIs, PSPO and CPW/CPN – as well as statutory noise nuisance and issuing FPN for environmental enforcement.

The ASB Team works closely with the Neighbourhood Teams and its partners to deal with ASB across the district, primarily with the more serious cases of ASB but also in case where early intervention is key to prevent the ASB escalating and signposting both offenders and victims to support agencies.

### **3.6 The extent to which local intelligence is joined up**

At its meeting on 9th July 2018 the Community Safety Partnership (CSP) approved a recommendation to increase the frequency of the WOT (Place) meetings from 10 to 6 weeks and to enhance the analytical product which supports the meetings with Council and partnership data and intelligence. The CSP also approved an additional meeting, which will be People focused, on an Area level with key partners managing individuals and interventions.

The Place based tasking will be used as the primary forum to discuss place based issues and/ or projects building a tactical menu of options and appropriate deployment of resource. This meeting will be chaired by the Council Ward Officer and membership will consist of key partner agencies, elected members and Police NPT Sergeant. The meeting will meet every 6 weeks and be ward based. The meeting will be enhanced partnership response by increasing the frequency of meetings from 10 to 6 weeks and extend the intelligence product which will capture wider partnership data which will drive problem solving and wider community engagement opportunities.

The People based tasking will involve the sharing of sensitive information including on-going investigations, operations and intelligence profiles with specific detail regarding people and premises. The meeting will be chaired by the NPT Inspector and membership of this meeting will consist of local police and partners who have a legal framework for sharing of sensitive information under GDPR. The meeting will be Area based and meet every month to determine interventions to tackle ASB.

### **3.7 Recommendations of the review**

- 1) Define the accountability and relationship with operational decision making across departmental structures.
- 2) Agree a vision, set of principles and framework in the form of an operating model for our co-ordinated response to anti-social behaviour.
- 3) Standardise our use of ASB legislation across departments and agencies
- 4) Bradford District Community Safety Partnership should commission development of a more efficient reporting mechanism. Which ensures all ASB issues are assessed triaged. Preferably with a single referral mechanism.
- 5) Work collaboratively to develop integrated neighbourhood teams with an aspiration for co-location
- 6) Seek to expand partnership colocation within the District Hub
- 7) Increased collective focus on prevention, problem solving and early intervention
- 8) Improved accessibility of mediation and victim care services.
- 9) A review should be undertaken of partners' online Information and Advice directories in attempt to deliver a co-ordinated message, de-conflict advice and path ways and increase profile of CSP branding within the community
- 10) Develop a more effective IT platform which enables greater awareness of individual activities, self-help and single case management
- 11) Develop an outcome focus performance framework measuring both inputs and outputs.
- 12) Consistent provision of interagency training and development.

The CSP will drive and own the recommendations with regular updates on progress development.

### **3.8 The proposed work streams to support district response to tackle ASB**

<b>Work stream</b>	<b>Scope of Work stream</b>
<b>Coordinate our collective response to ASB</b>	<p>Define the accountability structure and relationship with other strategic boards.</p> <p>Agree a vision, set of principles and framework in the form of an operating model for our co-ordinated response to anti-social behaviour</p> <p>Develop an effective multi agency triage which identifies primary agency at earliest point of contact.</p> <p>Ensuring effective sharing of multi-agency information</p> <p>Develop co-location opportunities</p> <p>Explores development of single case management</p> <p>Effective communications externally to manage expectations of communities of what the partnership will deal with.</p> <p>Consider IT solutions which improve sharing of information</p> <p>Identify solutions for more effective self-support and advice</p> <p>Develop IT evidential opportunities</p> <p>Consider opportunities for single case management IT platform</p>
<b>Prevention, Problem Solving and Early Intervention</b>	<p>Development of Integrated Neighbourhood Teams with effective pathways to tackle root causes, including alcohol and drug dependency, troubled families, domestic abuse, mental health needs and poverty.</p> <p>Identify more collaborative ways to work together with our communities, victims and suspects of ASB, to learn what works best to reduce ASB in longer term and co-produce solutions.</p> <p>Explore more co-ordinated commissioning of mediation services.</p> <p>Identify opportunities for restorative practice.</p> <p>Strengthen our ability to access victim services.</p>
<b>Performance outcome framework</b>	<p>Develop a consistent set of measures across agencies</p> <p>Develop a performance outcome framework</p> <p>Improve our understanding and response to 'Your views Survey'</p>
<b>Workforce Development</b>	<p>Deliver effective co-ordinated cross agency training</p> <p>Explore opportunities for coaching and mentoring</p> <p>Identify areas for more effective sharing of good practice</p>

### **3.9 Performance Summary**

Police recorded ASB incident data should be interpreted with caution. It is possible that, given the focus on the quality of crime recording, some incidents that may previously have been recorded as ASB have more recently been recorded as crimes.

- The rate of ASB incidents in Bradford South is in line with the District average at 24 per 1,000. Within Bradford South Tong has the highest rate at 34 per 1,000 and Queensbury has the lowest with 10.8 per 1,000.
- There has been a district wide reduction of 16% in the number of ASB incidents recorded by the police over the last year, for Bradford South the reduction was greater at 24% (approximately 800 fewer ASB incidents in Bradford South in 2018 compared to 2017).
- The only ASB categories that have increased, both within Bradford South and the district as a whole, are nuisance car/van and nuisance motorcycle/quad bike.
- Great Horton has the highest rate of Environmental Health ASB incidents in the district, over 80% of which was related to domestic refuse or flytipping.

A full analysis is provided in Appendix A.

## **4. FINANCIAL & RESOURCE APPRAISAL**

The review has identified substantial areas of ineffective response and duplications of activity. At this stage due to current systems not being joined up and not recording all activity we are unable to quantify these. However there is firm evidence to suggest that through earlier more efficient multi agency triaging of ASB demand and coordination, our collective response will enable upstream interventions to be initiated.

This will lead to efficiency savings across all agencies. Whilst delivering a more effective victim focused provision to the communities we serve.

The scale of these savings and potential reinvestment opportunities will be identified through the individuals work streams.

## **5. RISK MANAGEMENT AND GOVERNANCE ISSUES**

There are reputational risks to the partnership to ensure improved responses to anti social behaviour. This review is owned and reports into the Community Safety Partnership.

## **6. LEGAL APPRAISAL**

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

## **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 ASB review 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**

Anti-social behaviour can have a negative effect on the quality of life of individuals and communities. The ASB review has recommended areas of work streams that require improvements in order to improve community safety outcomes across the District.

### **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**

Where ASB issues are raised in a ward, the issues will be identified in relevant Ward Plans.

### **7.9 IMPLICATIONS FOR CORPORATE PARENTING**

Refer to the guidance contained in the Report Guide.

## **7.10 ISSUES ARISING FROM PRIVACY IMPACT ASSESSMENT**

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**

- 9.1 That the Area Committee decides notes this report.
- 9.2 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**

- 1) That the work undertaken by the various partnerships be noted.

## **11. APPENDICES**

Appendix A - Bradford South ASB performance report.

## **12. BACKGROUND DOCUMENTS**

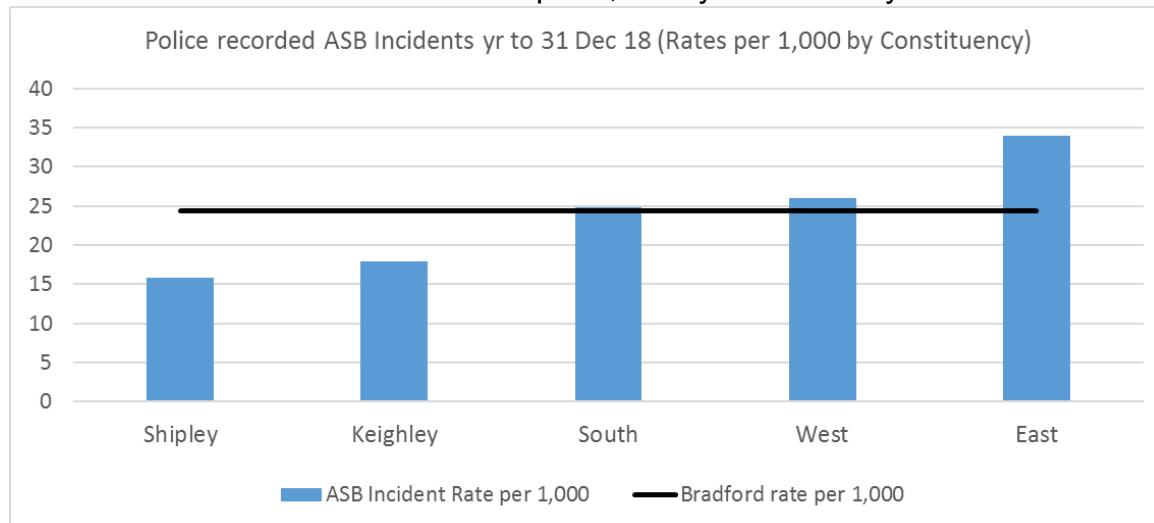
None.

## Appendix A

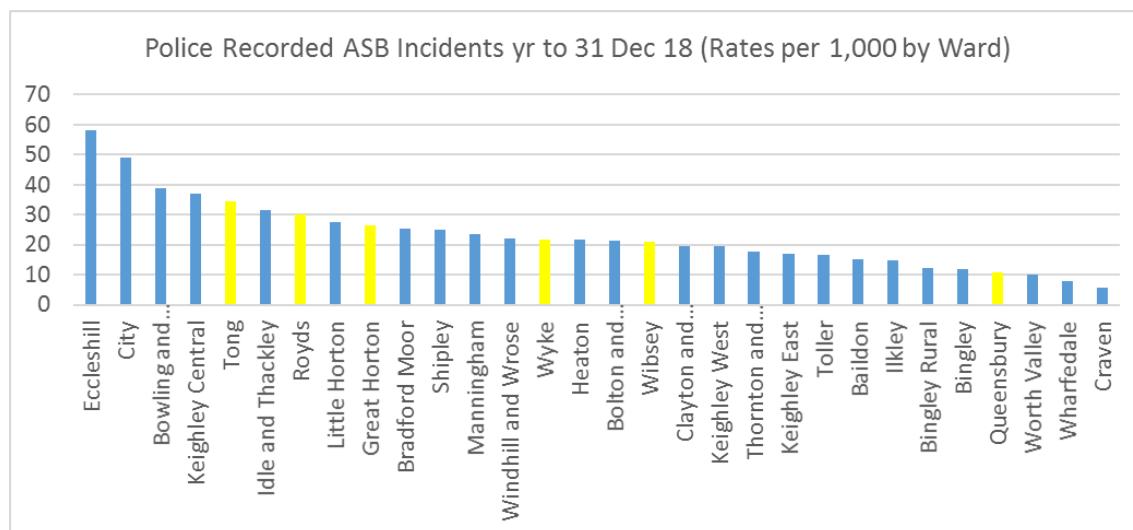
### Bradford South

#### Police Recorded Anti-Social Behaviour Data

- During the year to 31 December 2018 there were 13,024 Police recorded ASB incidents in the Bradford district (a rate of 24.4 ASB incidents per 1,000 population). Within Bradford South there were 2,613 (a rate of 24.8 per 1,000 population). The chart below shows the ASB rates per 1,000 by constituency.



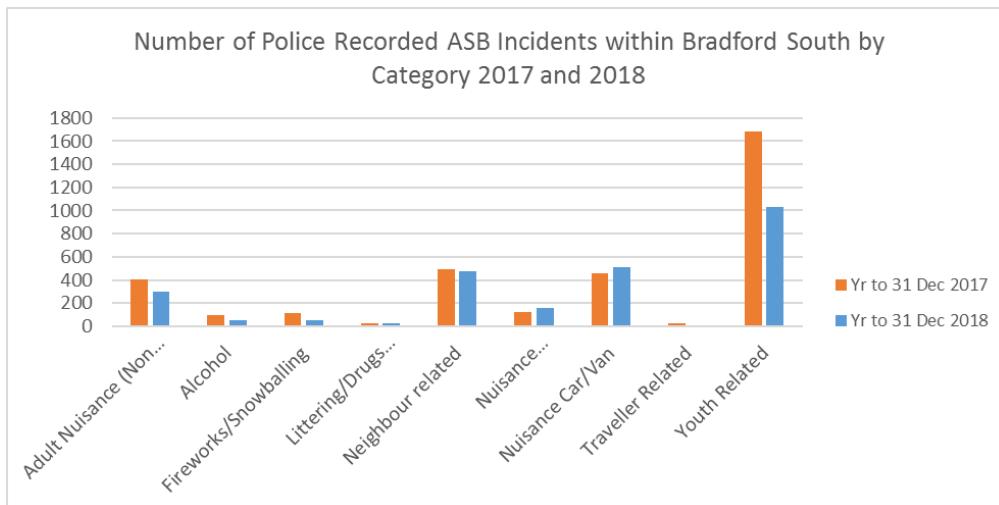
- The chart below shows the ASB rates per 1,000 for each ward within the district, the wards within Bradford South have been highlighted to show their position (from highest to lowest).



- There has been a district wide reduction of 16% in the number of ASB incidents recorded by the police over the last year, for Bradford South the reduction was greater at 24% (approximately 800 fewer ASB incidents in Bradford South in 2018 compared to 2017). The chart below shows % change comparisons by constituency.

	Yr to 31 Dec 17	Yr to 31 Dec 18	% change
East	4265	4009	-6%
West	3809	3066	-20%
South	3421	2613	-24%
Keighley	1975	1743	-12%
Shipley	1988	1520	-24%
Unknown	63	73	
District	15521	13024	-16%

- Please note that the Office for National Statistics (ONS) have recently recommended that ASB incident data should be interpreted with caution. It is possible that, given the focus on the quality of crime recording, some incidents that may have previously been recorded as ASB have more recently been recorded as crimes. In particular, this is likely to account for some of the recent rise in public order offences.<sup>1</sup>
- The chart below shows the number of ASB incidents within Bradford South by category for the last 2 years. 80% of the reduction within Bradford South has been within the Youth ASB category (650 fewer Youth ASB incidents in 2018 compared to 2017).
- The only categories that have increased, both within Bradford South and the district as a whole, are nuisance car/van and nuisance motorcycle/quad bike.



<sup>1</sup>

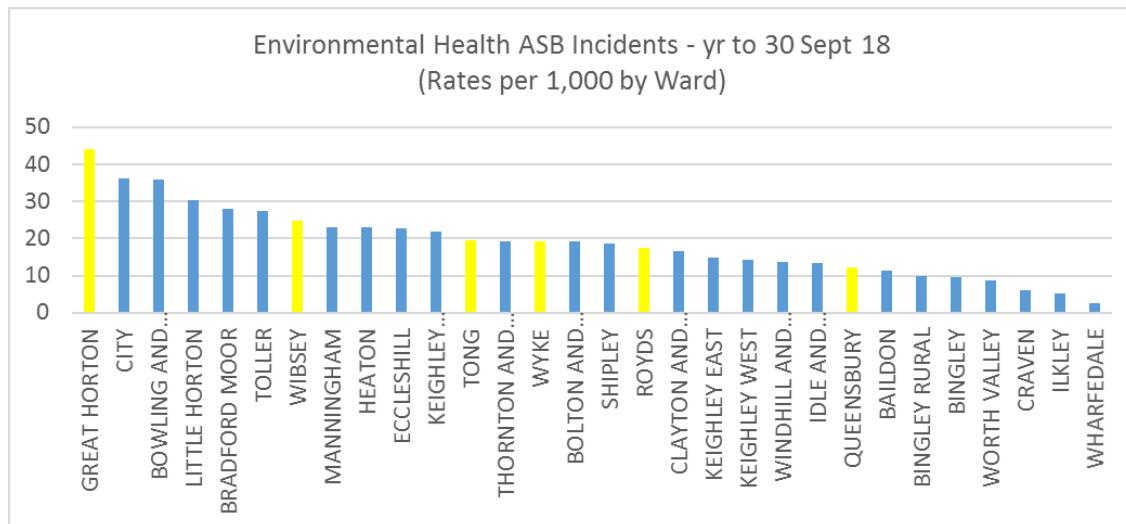
<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/earendingseptember2018>

- The table below shows the volume of Police recorded ASB within Bradford South for the last two years by ward. Wibsey has had the largest reduction in the number of recorded incidents at 32%.

Ward	Police recorded ASB incidents 2017	Police recorded ASB incidents 2018	% change
Great Horton	612	492	-20%
Queensbury	235	182	-23%
Royds	716	528	-26%
Tong	997	774	-22%
Wibsey	456	310	-32%
Wyke	405	327	-19%
Grand Total	3421	2613	-24%

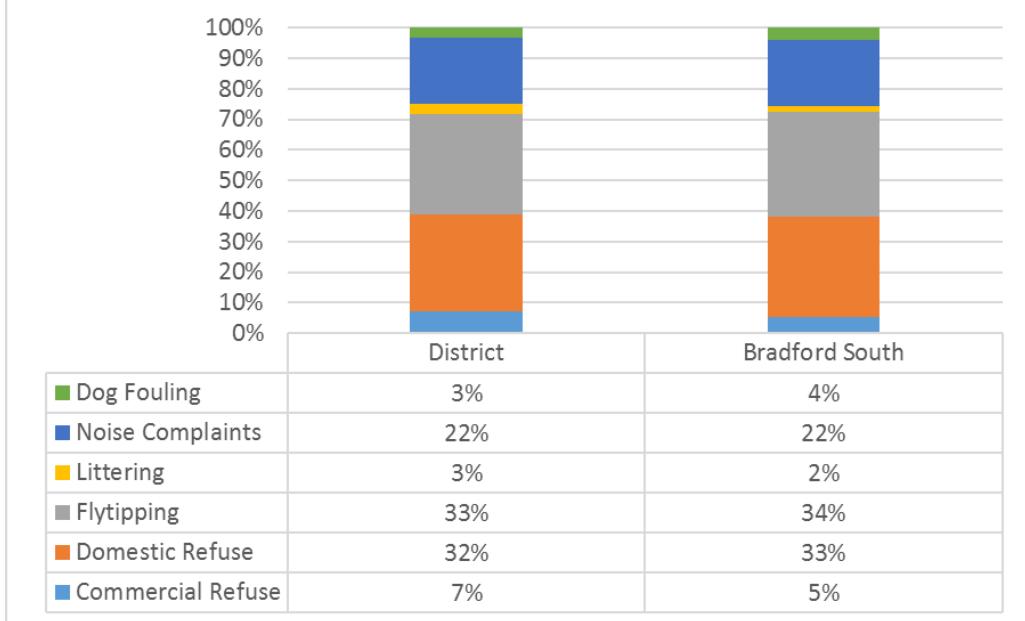
## Environmental ASB

- The chart below shows the Environmental Health ASB rates per 1,000 for each ward within the district, the wards within Bradford South have been highlighted to show their position (from highest to lowest). Environmental Health ASB includes commercial refuse, domestic refuse, fly tipping, littering, noise complaints and dog fouling.

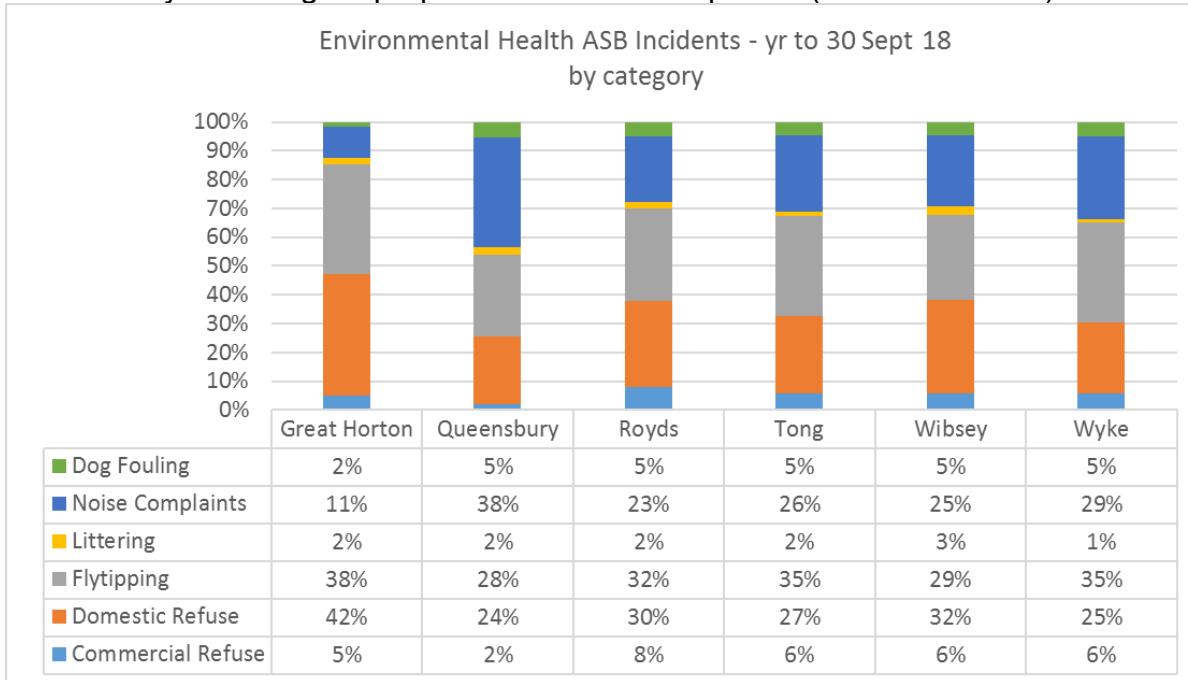


- The chart below shows that Bradford South has a similar proportion of each type of environmental ASB compared to the District as a whole.

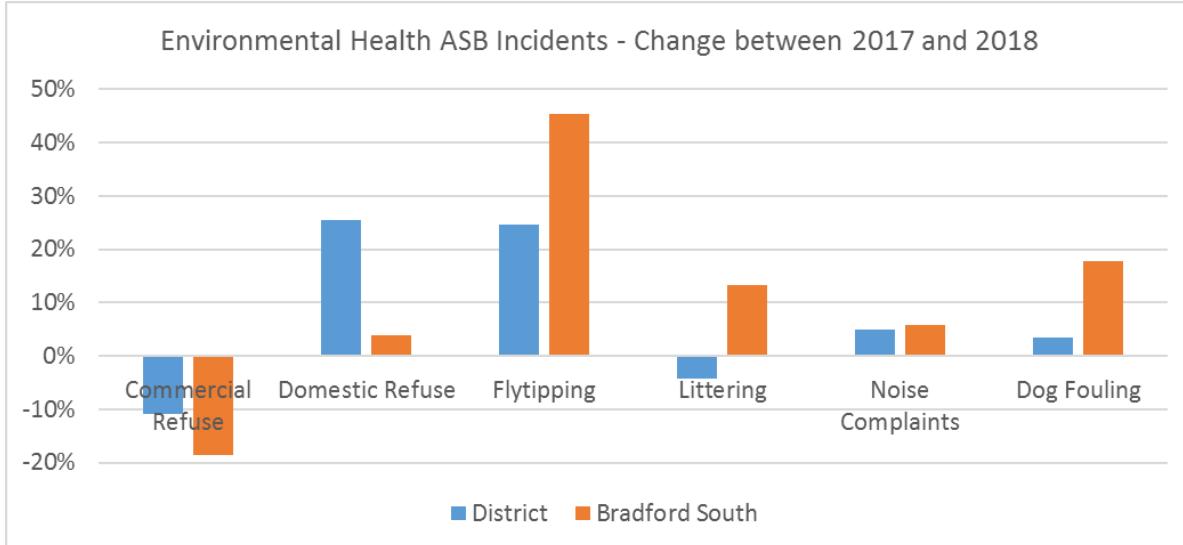
Environmental Health ASB Incidents - yr to 30 Sept 18  
by category



Great Horton has higher proportions of domestic refuse and fly tipping incidents whilst Queensbury has a higher proportion of noise complaints (see chart below).

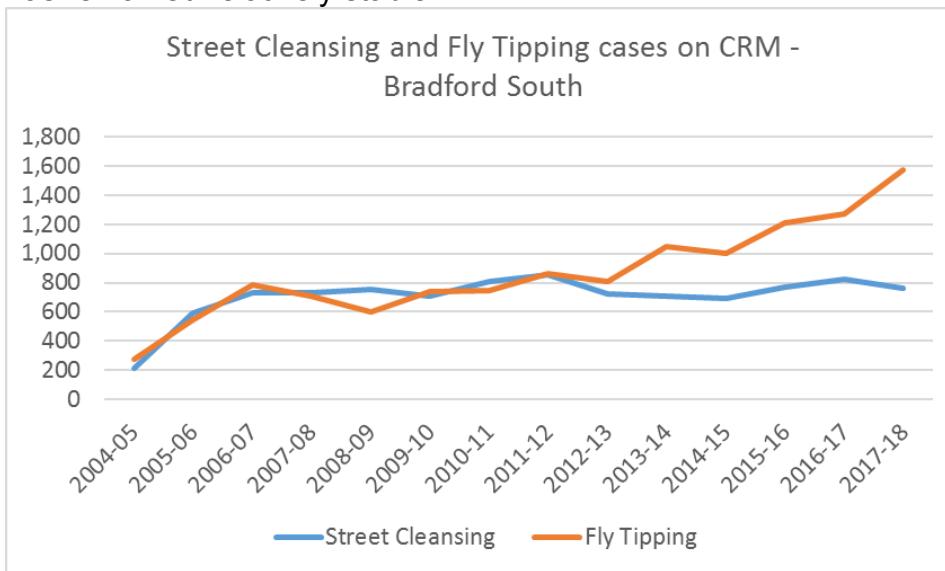


The following chart shows the percentage change in environmental incidents comparing the 12 months to 30 September 2018 to the same period the previous year. Wards within Bradford South have seen a larger increase in the number of fly-tipping incidents, littering, noise complaints and dog fouling than the increase for the District.



### Street Cleansing and Fly-Tipping Requests logged on the Council's CRM System

The chart below shows that whilst the number of fly tipping cases recorded on CRM for Bradford South have been increasing for some time, the number of street cleansing cases has remained relatively stable.



Between 2016-17 and 2017-18 street cleansing requests in Bradford South reduced by 7% whilst fly tipping cases increased by 24% (this was a reduction of -1% for street cleansing and an increase of 10% in fly tipping across the district as a whole). Despite the increase in the number of fly tipping cases being logged across the district the tonnages collected hasn't increased, in fact there was a 1.5% reduction in the tonnage collected in 2017-18 compared to the previous year.

During 2017-18 79% of Fly Tipping and Street Cleansing cases logged on the council's CRM system could be attributed to a single ward (some cases recorded on CRM cross multiple wards or areas and in a small proportion of cases it isn't possible to identify the geographical area at all).

The charts below show trend data in the numbers of street cleansing and fly tipping cases recorded for wards within Bradford South.

