

# Report of the Anti-social strategic partnership to the meeting of the Corporate Overview and Scrutiny Committee to be held on 14th December 2023

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**Subject: Report of the Anti-social Behaviour (ASB) Strategic Partnership**

## **Summary statement:**

This report is produced as a response to the resolution at Full Council on 11<sup>th</sup> July to continue prioritising action against ASB and working with the police and partners in measures to combat it.

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## **Portfolio:**

**Neighbourhoods and Community Safety**

## **Overview & Scrutiny Area:**

**Corporate**

## **1. SUMMARY**

This report is produced as a result of the resolution from Full Council on 11th July to continue prioritising action against ASB and working with the police and partners in measures to combat it. The report is divided into the 3 heading areas in the resolution: Progress on tackling ASB; options for any new approaches; and learning from other areas to build on our measures to tackle ASB and its causes.

## **2. BACKGROUND**

Anti-social behaviour is a substantial issue for many residents of the Bradford district. It is sometimes perceived to be a minor problem without real impact but for many people it can be a real ordeal significantly affecting their quality of life. The ASB Strategic Partnership recognise that our communities and elected representatives are well placed to understand the impact of ASB and that their views should inform what measures might be taken to mitigate it.

The Anti-Social Behaviour Action Plan produced by the Government earlier this year sets out a number of overarching aims, these are:

- Tougher punishment with proposals for immediate justice for perpetrators, cracking down on illegal drugs and encouraging orderly behaviour,
- Making communities safer through scaling up hotspot enforcement and discouraging anti-social behaviour,
- Reducing rough sleeping and begging,
- Building local pride through tackling empty shops and properties and supporting local markets and by improving access to green spaces,
- Prevention and Early intervention and increased local activities,
- Improvement of data, reporting, and accountability.

Anti-social behaviour comes in many forms. The communities of Bradford share concerns about a range of issues including:

- The antisocial and dangerous driving of motor vehicles, motorbikes and quad bikes
- The selfish and anti-social use of fireworks
- Evidence of substance misuse and psychoactive substances
- Anti-social behaviour resulting from excessive drinking of alcohol
- Youth nuisance, anti-social behaviour and intimidation
- People living street-based lives causing anti-social behaviour in their communities.

## **3 Progress on tackling ASB**

There has been an overall improvement in performance in the majority of areas related to anti-social behaviour over the last 12 months based on police recorded data. This followed significant increases over the period of the Pandemic so the current falls in ASB are to be welcomed.

### **3.1 Anti-Social Behaviour satisfaction**

Overall ASB victim satisfaction for the Bradford district has risen steadily over the past 12 months. It started at a low point in October 2022 where Bradford was 20%

points behind the West Yorkshire average to a high point in September 2023 where the Bradford district has seen an increase in satisfaction of 10% to 69.7% satisfaction which is ahead of the West Yorkshire average and sees the Bradford district only 0.9% behind the best placed West Yorkshire authority.

### **3.2 Recorded Anti-Social Behaviour**

Levels of reported ASB are down 14.2% on the same period last year to 6536 police recorded incidents across the district. Compared to the same month the previous year, figures were lower in 10 of the 12 months.

The majority of ASB complaints received are related to youth nuisance (30%) and nuisance use of motorcycles and quad bikes (32%). Both areas have seen a decline in numbers reported compared to the previous year, in the case of youth nuisance there has been a decline of 11% and for nuisance motorcycles 22%. There are two areas that have seen an increase in numbers reported; both are responsible for a very small percentage of overall reports, alcohol, 4% of the total and fireworks, 7% of the total; it is recognised that while the numbers reported are relatively low, they are two of the most visible types of ASB. Alcohol issues tend to be seasonal with the highest number of reports coming over the summer months. It is recognised that fireworks are an issue all year round, but the reporting numbers between December and July are very low. Numbers increase in the build-up to bonfire night with the vast majority being received in November.

### **3.3 ASB Officers' performance**

Bradford District ASB team is a multi-agency team lead by a Police Sergeant and consists of 3 Council Officers and 3 Police Officers. Each officer is co-located with the Neighbourhood Policing Team for the area that they cover and offer expert advice on the most serious and complex cases. They utilise powers from the Anti-Social Behaviour, Crime and Policing Act 2014 to tackle ASB issues which cause the most significant harm to communities. They hold a multi-agency ASB panel every 2 weeks for youths and monthly for adults. These panels consist of a wide range of partners including Police, Neighbourhood Services, Incommunities, Mental Health Services, Youth Justice and Yorkshire Ambulance Service amongst others to ensure effective co-ordinated interventions to reduce ASB across the District.

In the last 12 months the team have overseen the issuing of 38 Final warnings, 47 Acceptable Behaviour Orders, 183 ASB amber warning letters, 1 Community Protection Warning and 2 Community Protection Notices. One of the team's greatest successes this year has been their obtaining 15 Criminal Behaviour Orders (CBO) at court, owing to the huge amount of work involved in obtaining one. A CBO is available on conviction for any criminal offence in any criminal court. The order is aimed at tackling the most serious and persistent offenders where their behaviour has brought them before a criminal court. CBOs include prohibitions to stop the anti-social behaviour and may also include requirements to address the underlying causes of the offender's behaviour, for example engaging in rehabilitation. The court may make a CBO against an offender only on the application of the prosecution.

For a CBO to be made:

The court must be satisfied, beyond reasonable doubt, that the offender has engaged in behaviour that caused, or was likely to cause, harassment, alarm or distress to any person; and that the making of the order will help in preventing the offender from engaging in such behaviour. Of note, the requirements of the CBO

do not need to be related to the criminal offence for which the recipient is in court.

### **3.4 Public Space Protection Order (PSPO) enforcement**

PSPOs deal with a particular nuisance in a defined area that is having a detrimental effect on the quality of life for those in the local community. Councils can use PSPOs to prohibit specified activities, and/or require certain things to be done by people engaged in particular activities, within a defined public area.

PSPO's became available following the Anti-Social Behaviour, Crime and Policing Act 2014. A PSPO must be taken out by a local authority and can last no longer than 3 years but can be renewed if necessary. Failure to comply with the order can result in a fixed penalty notice.

There are some PSPOs which the ASB team do not manage, these are those which replaced the old gating orders and those which replaced dog control orders. In addition, there is PSPO targeted at reducing moorland wildfires that is managed by the Countryside Service.

The ASB Team manages the PSPO's which enforce alcohol abuse in our urban centres; the anti-social use of vehicles and an additional PSPO in Ilkley which aims to control ASB around the riverside during hot weather periods.

Enforcement of the vehicle PSPO has improved over the past 12 months. A great deal of work has been done recently to build the infrastructure and partnerships which allow for the acquisition and submission of evidence. To date in 2023 the Council has issued 139 Fixed Penalty Notices. The majority of these have been discharged with the payment of a £100 fine. A small number are not paid and so far 5 have been successfully prosecuted for breach of the PSPO, each receiving a fine nearing the maximum of £1000.

There are two PSPO Enforcement Officers for the district who work extremely hard to deal, particularly with the issues of anti-social street drinking. There are excellent examples of collaborative working, utilising all our collective resource and powers to ensure that we have a comprehensive plan that not only focusses on assertive use of enforcement powers but also recognises the vulnerabilities of the perpetrators and seeks to change behaviours through support and engagement. However, it is recognised that extra enforcement resourcing would be needed to make a really significant difference.

### **3.5 Operation Steerside**

Operation Steerside originated in 2016 as a Bradford District Police enforcement operation. It has developed into a partnership approach recognising the need not just for enforcement, but engagement and education too and a plan to deliver these aims has been developed through the board. It seeks to look at the issues more collaboratively.

The Steerside Enforcement Team consists of a dedicated Sergeant and 10 PC's. Bradford is the only WY district to have this resource. Supported by additional funding through the Community Safety Partnership has enabled a more proactive approach to be adopted.

Between October 2022 – September 2023 Steerside has undertaken 210 operations leading to:

- 2623 Fixed Penalty Tickets / Traffic Offence Reports / Vehicle Defect Rectification Scheme notices.
- 71 CLE 2/6 (this is a report to DVLA of an untaxed vehicle)
- 405 Reports for Summons.
- 93 Section 59 warnings (Section 59 of the Police Reform Act 2002 refers to vehicles being used in a manner which causes alarm, distress or annoyance).
- 300 vehicle seizures.
- 105 arrests.
- 20 PSPO notices which are forwarded to the council for retrospective enforcement.

These figures are those attributable to the Operation Steerside enforcement team. This is on top of other enforcement action taken across the Bradford District.

### **3.6 Operation Soundwood**

Ensuring the safety of women and girls is a community safety priority of the elected Mayor for West Yorkshire and also the Bradford Community Safety Plan. There have been concerns raised about the harassment of women and girls by males using vehicles in the area of the University and College in Bradford. As a result, the partnership reviewed its collective powers and identified that the district-wide vehicle PSPO could be used to deal with behaviour.

Operation Soundwood was launched and uniformed officers were deployed to provide a visible deterrent to would-be offenders and to provide reassurance to potential victims of this insidious behaviour. In tandem, plain clothed officers were deployed to see if they would be accosted and harassed in the same manner as had been reported in the area.

Between 1<sup>st</sup> October 2022 and 30<sup>th</sup> September 2023, ten instances of the operations have been undertaken, the results of which were:

- 5 breaches of the vehicle PSPO identified (3 re driving and 2 re harassment of women and girls).
- 86 Traffic Offence Reports.
- 4 s59 warnings.
- 8 vehicles seizures.
- 5 individuals reported for Summons to Court.

As a partnership we have also taken an educational approach and several partners have received active bystander training, which encourages people to challenge unacceptable behaviours, including those that have become normalised over time. Some have been given training in, and granted access to the Police Partnership Intelligence Portal (a web-based portal for the submission of intelligence by the partners to the police).

Appropriate businesses have been trained in the 'Ask for Angela' scheme. This is a national scheme which works by training staff in licensed, and other premises, to support those who are out with a new or existing partner but may feel vulnerable to violence or abuse. When someone approaches a staff member and 'Asks for Angela'. The trained member of staff will understand the person asking actually needs help and will be able to respond appropriately and discreetly. Specific and tailored training materials for a wide range of settings including charity organisational, cultural venues and community groups has been developed. This includes in-person training with relatable scenarios and exemplars for different settings. Work was done to raise public awareness of the Ask for Angela scheme.

This has led to a wider understanding across the district of why it might be needed and how to use it.

Through a variety of methods (attending pub watches, group training sessions, drop-in sessions and booked appointments) 127 venues have been engaged with across the district to promote the scheme and encourage sign up. As well as bars and pubs, this has included a wider variety of establishments beyond licensed premises including libraries, museums, community centres, cinemas, bus stations and theatres. In total, 73 venues are accredited on the scheme across the Bradford District.

### **3.7 The Bonfire Period**

The Bonfire Period in 2023 continued the trend in recent years of reducing instances of crime and anti-social behaviour. Police calls for anti-social behaviour reduced, as did the number of attacks on the Fire Service staff. Bonfire Night, though busy, was quieter than recent years. However, it must be re-iterated that levels of disorder remain at unacceptable levels.

As in previous years, the Area Offices, communities, elected members, and voluntary groups worked alongside blue light services providing a significant partnership response. This helped to educate and build resilience, challenge negative behaviours and, where necessary, take appropriate enforcement action.

The Anti-Social Behaviour Team was actively involved in undertaking prevention work with those most vulnerable to becoming involved in anti-social or dangerous behaviour. Several hundred community volunteers were enlisted across the district; including a mix of residents, business representatives, voluntary groups and faith leaders.

In the weeks running up to Bonfire Night Clean Teams from both the Council and Incommunities shifted 100's of tonnes of waste that presented a danger if set alight. This work included the checking of bonfires that were being built and dismantling those which remained a danger to the public.

On the 4<sup>th</sup> and 5<sup>th</sup> November, the Youth Service and 'Breaking the Cycle' deployed up to 80 staff each night working across all 5 constituencies in teams of 3-4 workers. This involved the majority of the service in street-based work responding to calls for service to engage groups of youngsters and the remainder in youth centre-based work.

Local community volunteers, co-ordinated through the area office teams, were engaged in pre-emptive and proactive actions that minimised problems and controlled incidents before they got out of hand, especially in hot spot areas. This led to a number of potential incidents being minimised or avoided completely.

## **4. Options for New ASB Approaches**

- 4.1** The new role of ASB Manager for the Council affords an opportunity to review and refresh the district approach to ASB. The first priority is to raise the profile of ASB across all sections of the council and with wider partners, both statutory and non-statutory. There will also be a comprehensive review of current working processes

and practises to make improvements if necessary. We thank the Corporate Overview and Scrutiny Committee ASB Call to Action and look forward to the findings when published as these will help inform this review.

#### **4.2 Euroway Trading Estate car cruises**

There have been regular repeated instance of 'car cruises' taking place at the Euroway trading estate. The ASB team, Neighbourhood service Area team, Highways and the local Neighbourhood Policing Team have worked closely with residents and elected members to address the issue. Funding was sourced to install a CCTV camera capable of capturing the registration numbers of cars attending these car cruises.

As a result of the footage captured a substantial number of PSPO breach notices have been issued as outlined in the PSPO enforcement section of this report, section 3.4

#### **5 Learning from other areas to build measures to tackle ASB and its causes**

It must be realised that we do not face the problems of ASB alone and sharing good practice among authorities is key to achieving successful outcomes for our district. We are seeking to find examples of excellent practise across the country and exploring relationships with a number of other local authorities to identify what has worked well for them. Examples include: the effective use of PSPOs with Brent Borough Council who manage the space around Wembley; the use of enhanced CCTV capabilities with Sunderland (drones) and Leeds (CCTV vans); and the effective use of the Community Protection Warning (CPW) and Community Protection Notice (CPN) with Blackpool. CPNs were introduced under the Anti-Social Behaviour Act 2014. They are there to deal with conduct that is having a detrimental effect on the quality of those in the locality, is of a persistent nature and unreasonable. There are no restrictions in legislation on the types of behaviour CPN's can be used to deal with and they are already used regularly by the Council's Environmental Enforcement Team. A CPN must be preceded by a CPW.

### **6 FINANCIAL & RESOURCE APPRAISAL**

- 6.1 Funding is provided from the West Yorkshire Mayor to commission services and activities to address the Community Safety Partnership's (CSP) priorities and to support delivery of the West Yorkshire Police and Crime Plan. The annual grant for 2023/24 incorporated £342,000.00 to Safer Bradford to support the delivery of the district Community Safety Plan ; £450,000.00 to support local responses to drugs and alcohol; £125,000.00 Supporting the Youth Justice Service in preventing and tackling youth crime and substance misuse. There is currently no indication what the allocation will be for 2024/25. This does not have a direct effect on the Council's mainstream funding.
- 6.2 The Safer Communities Fund is financed from monies recovered by West Yorkshire Police under the Proceeds of Crime Act (POCA). Local organisations meeting the fund criteria can apply for small grants. Grants are awarded three times per year. The Bradford CSP has a place on the Grant Advisory Group that supports the Deputy Mayor in making awards. Part of this role to is to assess each of the grant application submitted. In relation to grant applications submitted for projects that will operate in Bradford District, the local

representative is mindful of how the submissions support delivery of the priorities within the strategic plan.

## **7 RISK MANAGEMENT AND GOVERNANCE ISSUES**

7.1 The ASB strategic Partnership Board reports to Safer Bradford, the Community Safety Partnership Board.

7.2 Risks likely to cause community tensions are monitored and mitigating actions put in place through the Community Safety Partnership structure.

## **8 LEGAL APPRAISAL**

8.1 Aspects of the anti-social behaviour team's work are governed by the following legislation:

The ASB, Crime and Policing Act 2014

The ASB Act 2003

The Crime and Disorder Act 1998

Data Protection Act 1998

Equality Act 2010

## **9 OTHER IMPLICATIONS**

### **9.1 EQUALITY & DIVERSITY**

9.1.1 The Safer Communities Plan and work on community safety supports the following Corporate Equality Objectives:

9.1.2 **Community Relations** – Ensure that people of the district get on well together.

By working to reduce crime and the fear of crime delivery of the Safer Communities Plan provides a means of encouraging confidence in communities and social mixing. Some crime types are carried out by perpetrators from specific groups, age, gender etc. and any reduction in this behaviour can support more effective community relations.

9.1.3 **Equality Data** – Our data better provides us with the right insight, evidence and intelligence to make well informed decisions that impact on our communities. We take a harm based approach to ASB and consider the harm that any ASB may have on the victim. We also, by statute, under certain circumstances have to consider the vulnerabilities of any perpetrators of ASB.

### **9.2 SUSTAINABILITY IMPLICATIONS**

There are no sustainability implications apparent

### **9.3 GREENHOUSE GAS EMISSIONS IMPACTS**

There are no greenhouse gas emission impacts apparent



**9.4 COMMUNITY SAFETY IMPLICATIONS**

Implementation of the Community Safety Plan is expected to positively impact community safety across the district

**9.5 HUMAN RIGHTS ACT**

There are no Human Rights Act implications apparent.

**9.6 TRADE UNION**

There are no trade union implications apparent

**9.7 WARD IMPLICATIONS**

The delivery of the Community Safety Plan has implications for all wards in the Bradford District.

**9.8 IMPLICATIONS FOR CHILDREN & YOUNG PEOPLE**

It is recognised that looked after children can be more vulnerable to specific crime types and appropriate Corporate Parent leads should be kept up to date with trends and concerns in relation to community safety via the Community Safety Partnership structure.

**9.9 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT**

None

**10 NOT FOR PUBLICATION DOCUMENTS**

None.

**11 OPTIONS**

11.1 The Corporate Overview and Scrutiny Committee is asked to consider this report referring observations and matters for consideration back to the ASB Team as appropriate.

**12 RECOMMENDATIONS**

12.1 The Corporate Overview and Scrutiny Committee acknowledges this report and recognises the work of the wider ASB Partnership to delivering improved results.

**13 APPENDICES**

None

**14 BACKGROUND DOCUMENTS**

None