



## **Members of the Safer and Stronger Communities Overview and Scrutiny Committee**

### Members

Cllr Zameer Shah, (Chair).  
Cllr Michael McCabe, (Deputy Chair).  
Cllr Shakeela Lal.  
Cllr Adrian Longthorn.  
Cllr John Ruding.  
Cllr Qasim Khan.

### Alternate Members

Cllr Zafar Ali.  
Cllr Russell Brown.  
Cllr Sarah Ferriby.  
Cllr Mohammed Shafiq.  
Cllr David Warburton.  
Cllr David Gray.

### Non Voting Co-opted Members

Julie Lintern – Bradford Older Peoples Alliance.  
Fiona Stephens – Bradford and Airedale NHS.

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# Contents

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<b>Section</b>	<b>Page Number</b>
Chair's Foreword.	4
Chapter 1 – Introduction.	5
Chapter 2 – Findings and Recommendations.	11
Chapter 3 – Summary of Review Recommendations.	16

## **Appendices**

Appendix 1 – Terms of Reference.

Appendix 2 – Hearings and witnesses.

Appendix 3 - Existing System and the Proposed Changes in dealing with Anti-Social behaviour.

Appendix 4 – Anti-Social Behaviour Process.

Appendix 5 - Case Study 1.

Appendix 6 – Case Study 2.

## **Chair's Foreword**

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I am pleased to present this report of a scrutiny review undertaken by the Safer and Stronger Communities Overview and Scrutiny Committee, to examine how anti-social behaviour is being addressed across the Bradford District.

It is clear from the review that addressing anti-social behaviour is not just the responsibility of one agency, but several and one that requires a partnership approach. It is for this reason that the committee feels that the sharing of intelligence and communication are central to addressing anti-social behaviour effectively across the Bradford District.

As is the case with all scrutiny review reports, this report is a snapshot in time, looking at the services in question knowing that situations change and develop.

I feel encouraged by the findings of this scrutiny review and I believe that the recommendations contained in this report will help improve the process of dealing with anti-social behaviour related incidents, from the perspective of both the victim and perpetrator of anti-social behaviour related incidents.

I would like to thank the members of the committee for their sustained commitment throughout this process, as well as officers who have supported the committee throughout this scrutiny review.

Thanks are also due to the Portfolio Holder, Cllr Imran Hussain for contributions he has made to this review.

**Councillor Zameer Shah**

**Chair, Safer and Stronger Communities Overview and Scrutiny Committee**

## Chapter 1 – Introduction

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### Background

As part of its work the Safer and Stronger Communities Overview and Scrutiny Committee set out to examine how anti-social behaviour was being addressed across the District. The Committee's Terms of Reference are attached as Appendix 1.

At its meeting on Thursday 22 April 2010, the Safer and Stronger Communities Overview and Scrutiny Committee, resolved, ***“to undertake a detailed scrutiny review of Anti-Social Behaviour across the District, in the new municipal year 2010-11”***.

### The Scrutiny Process

Members have received and gathered a range of information from a number of different sources, including:

- The Bradford District Residents Perception Baseline Survey 2010;
- 5 information gathering sessions and views from officers both within and external to the Council.

A list of the Hearings and Witnesses is attached as Appendix 2.

### Overall Aim

The key aims of this Scrutiny Review are:

- to understand the legislative, policy and performance context of Anti Social Behaviour;
- to gain a broad understanding of anti-social behaviour across the District, who causes it and where it occurs;
- how the Council and its partners interact to develop a cohesive response to anti-social behaviour, particularly in light of the anticipated budget reductions;
- a location based approach to evaluate the effectiveness of the council and its partners in tackling anti-social behaviour;
- to explore what other local authorities are doing and what lessons can be learnt.

### What is Anti-Social Behaviour?

The 1998 Crime and Disorder Act defines anti-Social Behaviour, ***“as acting in a manner that caused or was likely to cause harassment, alarm or distress to one or more persons not of the same household”***.

As stated in the act, types of Anti-Social Behaviour include:

- graffiti;
- abusive and intimidating language;
- excessive noise;
- fouling the street with litter;
- drunken behaviour in the streets;
- dealing drugs.

## National Context

The Crime and Disorder Act 1998 introduced a range of measures to address anti-social behaviour in England and Wales, including crime and disorder strategies, anti-social behaviour orders, parenting orders, local child curfew schemes, reparation orders and action plan orders.

Anti-Social behaviour is a high profile national priority for the Government and local areas are expected to reduce perceptions of anti-social behaviour year on year. *Insert footnote* Findings from the Home office Review of anti-social behaviour tools and powers have identified the following key issues:

- there are too many tools – with practitioners tending to stick to the ones they are most familiar with;
- some of the formal tools (particularly the ASBO) are bureaucratic, slow and expensive, which puts people off using them;
- the growing number of people who breach their ASBO suggests the potential consequences are not deterring a persistent minority from continuing their anti-social or criminal behaviour;
- the tools that were designed to help perpetrators deal with underlying causes of their anti-social behaviour are rarely used.

As a result of its findings, the government has proposed a number of changes to dealing more effectively with anti-social behaviour. The proposed changes are detailed in appendix 3.

A Government consultation took place with key organisations dealing with anti-social behaviour between February 2011 and April 2011, the findings of which have not yet been published.

## Local Context

The population of Bradford District is approximately 500,000. The District has some unique characteristics; for example ethnic minority groups accounting for 24% of the total population, (and this is expected to double over the next 25 years), as well as a growing young population, new migration into the District and a growing older population.

Moreover, Bradford is a district which has some of the most deprived populations within West Yorkshire and it also has one of the widest gaps in terms of the widest gaps between the richest and the most poorest in West Yorkshire.

The national indicator relating to perceptions of anti-social behaviour shows that in 2008-09 for Metropolitan authorities, Bradford was in the medium to bottom quartile at 29.5%, (the % of respondents perceiving ASB to be a problem in their area). In comparison to this and for all England authorities Bradford was in the bottom quartile, (Bradford District Residents Perception Baseline Survey 2010).

Three Key agencies within the Bradford District are responsible for tackling anti-social behaviour and they are:

- Bradford Council:
  - Anti-Social Behaviour Team;
  - Youth Offending team;
  - Neighbourhood Service;
  - Environmental Health;
- West Yorkshire Police;
- Incommunities.

Appendix 4 sets out the current process for dealing with anti-social behaviour related cases, for Bradford Council's Anti-Social Behaviour Team.

During 2009, the Anti-Social behaviour management panel considered 615 anti-social behaviour related cases, issuing 452 yellow awareness letters and 195 red warning letters. Furthermore, 33 acceptable behaviour contracts and 3 anti-social behaviour orders were issued.

During 2010 the Anti Social behaviour management panel considered 306 anti-social behaviour related cases, issuing 120 yellow awareness letters and 88 red warning letters. In addition to this, 25 acceptable behaviour contracts and 19 anti-social behaviour order contracts, with 2 orders on conviction were issues. In total there are currently 42 anti-social behaviour orders issued, with 1 interim anti-social behaviour order and 9 orders on conviction.

#### Findings from Bradford District Residents Perception Baseline Survey 2010

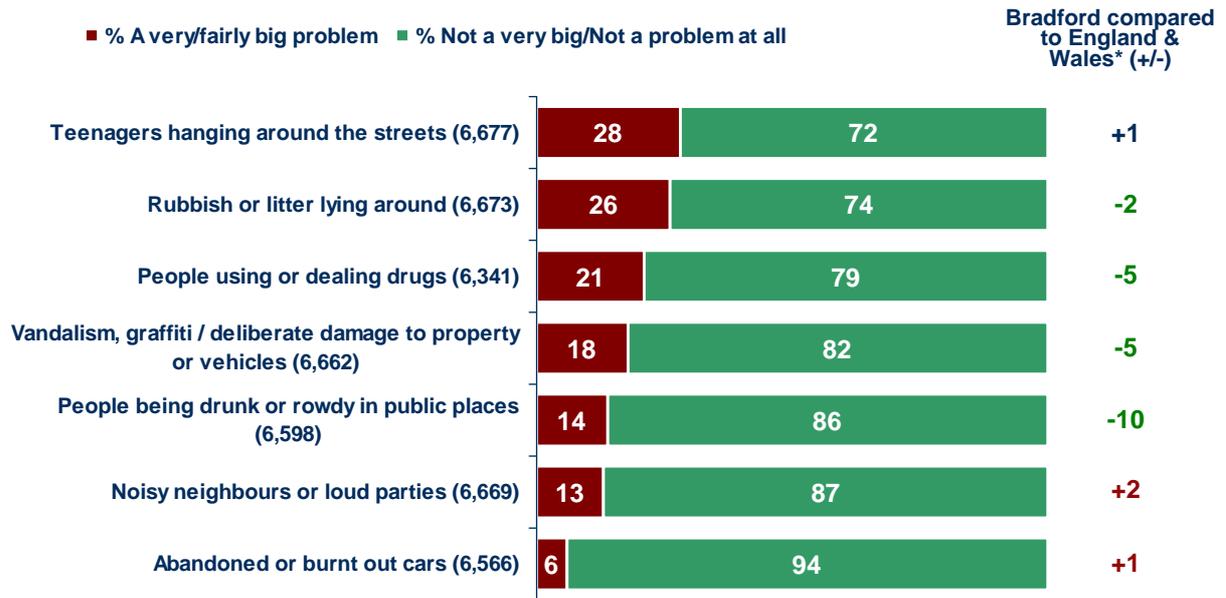
ICM research interviewed a total of 6,727 residents aged 16+, across the Bradford District. Interviews were carried out face-to-face in respondents' homes and a representative sample was interviewed with quotas set by gender, age and ethnicity. The sample was also structured to ensure that a minimum of 200 interviews were conducted in each of the 30 wards across the District.

Residents' attitudes towards antisocial behaviour in the local area are captured in the chart below. The issues most widely perceived to be a problem are:

1. Teenagers hanging around streets (28% describe it as a very or fairly big problem);
2. Rubbish or litter lying around (27%);
3. People using or dealing drugs (21%);
4. Vandalism, graffiti and other deliberate damage to property or vehicles (18%).

The graph overleaf shows comparisons with national data, the column on the right hand side indicating the percentage point difference between this survey and the British Crime Survey. The figures appear in **blue** if there is no statistically significant difference, **green** if Bradford performs significantly better and **red** if it performs significantly worse. It is positive to note that four of the seven antisocial behaviours are perceived to be less problematic in Bradford than they are nationally.

# Antisocial behaviour



**Q6.** Thinking about this local area, how much of a problem are...? **Base:** All respondents expressing an opinion. The base size for each organisation/service is provided in the brackets.

\* Source: British Crime Survey 2009/2010



Bradford residents' views on how successfully local public service providers are tackling crime and antisocial behaviour are dominated by a lack of awareness about this issue. While disagreement that each provider is tackling these issues is low, agreement reaches its highest at 52%, (for West Yorkshire Police), because so many residents feel unable to offer an opinion. That said, it is encouraging that the level of agreement surpasses disagreement for each of the indicators recorded.

It is useful to look at Bradford's performance within the national context. Approaching half, (46%), of Bradford residents agree that the police and other local public services overall are successfully dealing with antisocial behaviour, compared to 51% at the national level.

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***How much would you agree or disagree that each of the following are successfully dealing with anti-social behaviour and crime in your local area?***

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*Base: All Bradford residents aged 16+ (6,727).*

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	<b>TOTAL: Agree</b>				
	<b>Police &amp; other public services overall</b>	<b>West Yorkshire Fire &amp; Rescue</b>	<b>West Yorkshire Police</b>	<b>Bradford Council</b>	<b>In Communities</b>
	%	%	%	%	%
<b>Overall</b>	<b>46</b>	<b>39</b>	<b>52</b>	<b>44</b>	<b>36</b>
<b>Satisfaction with local area</b>					
Satisfied	50	42	56	48	40
Dissatisfied	15	14	21	14	10
<b>Satisfaction with Council</b>					
Satisfied	56	48	62	55	46
Dissatisfied	23	21	30	18	16
<b>After dark</b>					
Feel safe	47	40	53	45	37
Feel unsafe	26	31	32	24	18
<b>Area Committee</b>					
Bradford East	36	33	40	34	28
Bradford South	44	41	51	44	38
Bradford West	55	50	59	56	48
Keighley	49	36	54	44	33
Shipley	45	36	53	44	35

*Source: ICM Research*

The following three wards are the most positive about each of the public service providers:

- Great Horton
- Keighley
- Manningham.

In comparison with this, Idle & Thackley, Eccleshill and Little Horton were identified as being the least positive about how well agencies were dealing with anti-social behaviour.

When it comes to being consulted about antisocial behaviour and crime in the local area, approaching half (46%) of residents agree that the police and other local services seek people's views on these issues, while just a fifth (21%) disagree. This means Bradford performs in line with England and Wales on this measure (47% agree).

However, a considerable minority is not able to offer an opinion either way which is, in itself, telling: not everyone in Bradford will feel they are informed about the various initiatives and programmes in place across the District to tackle crime and antisocial behaviour.

## Chapter 2 – Findings and Recommendations

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This report presents the findings and conclusions of the Safer and Stronger Communities Overview and Scrutiny Committee has made, as a result of this scrutiny review. It also makes a number of recommendations for action by the Council and others.

The findings and recommendations of this scrutiny review are detailed under the following areas of improvement.

### Addressing Anti-Social Behaviour across the Bradford District

During the course of this scrutiny review, members of the Committee have been informed that the key agencies responsible for addressing anti-social behaviour across the Bradford District include:

- Bradford Council's Anti-Social Behaviour Team;
- Bradford Council's Youth Offending Team;
- Bradford Council's Neighbourhood Service Team;
- Bradford Council's Environmental Health Team;
- West Yorkshire Police;
- Incommunities.

Discussions with the key agencies mentioned above revealed that once an anti-social behaviour call is made by the victim, the case is then assessed and researched in more detail within the agency. Where cases cannot be resolved by individual agencies, offenders are referred to the Partnership Tactical Panel for partnership problem solving, support and enforcement.

In relation to the collation of information about Anti Social Behaviour cases and in particular about repeat victims, Members were informed that this was done through STORM, (Police handling system).

However discussions with key officers identified that it was difficult to assess how "watertight" the system was, in identifying the most vulnerable people, (for instance the elderly) to achieve a satisfactory outcome.

The Safer and Stronger Communities Overview and Scrutiny Committee is aware that the Police has recently commenced a review of STORM.

Members learnt that the approach to addressing anti-social behaviour across the Bradford District had been piecemeal, but recognised that significant improvements had been made to the partnership tactical panel over the last 12 months.

The key agencies responsible for tackling anti-social behaviour are not currently co-located. Co-location of anti-social behaviour agencies is recognised nationally as best practice as it allows agencies to pool resources and deal with cases more quickly and effectively. From the perspective of the victim, co-location of services is beneficial as victims have a single point of contact even though a number of agencies may be involved in their case. In West Yorkshire, examples of effective co-located anti-social behaviour units include Leeds, Kirklees and Wakefield.

As well as this, during the information gathering sessions, members learnt that there was no anti-social behaviour Strategy for the District. It was felt that an Anti-Social Behaviour Strategy would further strengthen joint working amongst the key agencies responsible for addressing anti-social behaviour across the District, resulting in better outcomes for both victims and perpetrators of anti-social behaviour.

**Recommendation 1**

**The committee recommends that the key agencies involved in addressing anti-social behaviour across the Bradford District, develop an Anti-Social Behaviour Strategy as a matter of urgency.**

**Recommendation 2**

**The committee recommends that the key agencies involved in addressing anti-social behaviour across the Bradford District seek to develop an approach to co-location of their services, within 12 months time.**

Members of the Committee felt that further improvement was needed in terms of information sharing between the key agencies, particularly about the precise nature of the anti-social behaviour issue; which can also be used to identify “hotspots” across the District and prioritise resources according to address anti-social behaviour in the areas of most need.

Members were also informed that some of the barriers to addressing certain anti-social behaviour issues, concerned the lack of intelligence and evidence being provided to the police and other agencies. This is often due to victims and witnesses feeling intimidated and therefore not reporting incidents of anti-social behaviour. It was felt that a more visible police presence was required in identified problematic locations to help make victims feel safer and to reassure the wider community.

Members of the Committee identified this as a key area of improvement, not just for first time victims but also repeat victims of anti-social behaviour.

**Recommendation 3**

**All key agencies to make both victims and perpetrators aware of the anti-social behaviour procedures and support available, particularly within those areas considered as “hotspots” – ongoing.**

The committee also heard that in Bradford the most significant challenge in addressing anti-social behaviour across the District is the threat to funding and resources to tackle anti-social behaviour, following the Government’s Comprehensive spending Review announcement in October 2010 and the current focus relating to risk assessing vulnerable people whilst managing public expectations.

All the agencies involved in addressing anti-social behaviour expressed their concern about the threat to funding and resources to tackle anti-social behaviour, as some agencies may not be able to maintain their level of resource to dealing with anti-social behaviour.

#### **Recommendation 4**

**In light of the reduction of funding and resources, the Committee recommends that all key agencies involved in addressing anti-social behaviour should explore more innovative ways of working to pool together and target resources more effectively to tackle anti-social behaviour.**

Appendix 5 illustrates how the key agencies have worked together to address an anti-social behaviour related case in the Bradford District.

## **Intervention and Prevention**

During the scrutiny review, intervention and prevention was raised by members of the Committee as being a key part of any approach to tackle anti-social behaviour. Members discussed that intervention and prevention can taken different forms such as changing the physical environment to make an area safer, improved joined-up working with agencies, and particularly developing diversionary activities for young people.

Information gathered during this scrutiny review, showed that some victims of anti-social behaviour felt that their individual cases were addressed satisfactorily and were pleased with the outcomes.

However, some victims of anti-social behaviour did express frustration, as they felt that their cases were not tackled in an effective and sensitive manner. Appendix 6 highlights case study 2, which shows such an example whereby the victim felt that their case was not dealt with as they had wished.

#### **Recommendation 5**

**The Committee recommends that the key agencies continue to provide support to victims of anti-social behaviour and continue to seek opportunities to improve services – ongoing.**

In relation to intervention and prevention of anti-social behaviour, members decided to engage with both victims and perpetrators of anti-social behaviour. This would also assist in further understanding the causes of anti-social behaviour.

Members attended a session with young people who had been perpetrators of anti-social behaviour, which was held at a neutral venue. Discussions with perpetrators of anti-social behaviour revealed that the main reason why youths had actually participated in anti-social behaviour activities, was due to the lack of activities for them to participate in. Subsequently this resulted in them congregating on street corners and undertaking anti-social behaviour activities.

Some of the youths were actually part of a larger group that was undertaking anti-social behaviour and they did not understand at the time that their behaviour was upsetting residents.

Members clearly felt that there needed to be increased engagement with the youth.

**Recommendation 6**

**In order to prevent anti-social behaviour, the committee recommends that key agencies continue to develop more diversionary activities such as sports activities should be developed and managed through a co-ordinated approach, integrating neighbourhood working.**

## Concluding Remarks

This Scrutiny Review report identifies a number of recommendations, if implemented, would enhance and improve the overall approach of dealing with anti-social behaviour across the District, not only for individuals who have been victims of anti-social behaviour, but also for perpetrators of anti-social behaviour.

Bradford Council's Safer and Stronger Communities Overview and Scrutiny Committee will monitor progress against the Scrutiny Review recommendations six monthly.

### **Recommendation 7**

Bradford Council's Safer and Stronger Communities Overview and Scrutiny Committee to receive a report back in six months which monitors progress against all the recommendations contained within this scrutiny review, including overall performance in this area across the District.

## **Chapter 3 – Summary of Review Recommendations**

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The recommendations set out below have come from the information gathering sessions from this scrutiny review.

### **Recommendation 1**

The committee recommends that the key agencies involved in addressing anti-social behaviour across the Bradford District, develop an Anti-Social Behaviour Strategy as a matter of urgency.

### **Recommendation 2**

The committee recommends that the key agencies involved in addressing anti-social behaviour across the Bradford District seek to develop an approach to co-location of their services, within 12 months time.

### **Recommendation 3**

All key agencies to make both victims and perpetrators aware of the anti-social behaviour procedures and support available, particularly within those areas considered as “hotspots” – ongoing.

### **Recommendation 4**

In light of the reduction of funding and resources, the Committee recommends that all key agencies involved in addressing anti-social behaviour should explore more innovative ways of working to pool together and target resources more effectively to tackle anti-social behaviour.

### **Recommendation 5**

The Committee recommends that the key agencies continue to provide support to victims of anti-social behaviour and continue to seek opportunities to improve services – ongoing.

### **Recommendation 6**

In order to prevent anti-social behaviour, the committee recommends that key agencies continue to develop more diversionary activities such as sports activities should be developed and managed through a co-ordinated approach, integrating neighbourhood working.

### **Recommendation 7**

Bradford Council’s Safer and Stronger Communities Overview and Scrutiny Committee to receive a report back in six months which monitors progress against all the recommendations contained within this scrutiny review, including overall performance in this area across the District.

## **Safer and Stronger Communities Overview and Scrutiny Committee**

### **Scrutiny of Anti Social Behaviour in the Bradford District**

#### **Terms of Reference**

See Part 3E paragraphs 2.1 to 2.11 of the Constitution of the Council.

#### **Background**

At its meeting on Thursday 22 April 2010, the Safer and Stronger Communities Overview and Scrutiny Committee, decided to undertake a detailed review of Anti-Social Behaviour in the District.

The 1998 Crime and Disorder Act defines Anti-Social Behaviour, (ASB), as behaviour which causes or is likely to cause harassment, alarm or distress to one or more people who are not in the same household as the perpetrator.

There is also a Home Office review currently being undertaken, relating to the existing anti-social behaviour powers.

As stated in the act, types of Anti-Social Behaviour include:

- graffiti;
- abusive and intimidating language;
- excessive noise;
- fouling the street with litter;
- drunken behaviour in the streets;
- dealing drugs.

#### **Context**

The national indicator relating to perceptions of anti-social behaviour shows that in 2008-09 for Metropolitan authorities, Bradford was in the medium to bottom quartile at 29.5%. In comparison to this and for all England authorities Bradford was in the bottom quartile.

In Bradford during 2009 Bradford Councils Anti-Social Behaviour Team received 165 anti-social behaviour referrals from partner agencies, councillors, MP's and residents.

Also in 2009, the Anti-Social Behaviour Management Panel, (consisting of West Yorkshire Police, Incommunities, Bradford Council, Family Intervention Programme and the Youth Offending Team), in Bradford issued:

- 452 ASB awareness letters;
- 195 ASB warning letters;
- 33 acceptable ASB behaviour contracts;
- 16 interim ASB orders;
- 4 full ASB orders;
- 3 ASB orders on conviction.

## Key Lines of Enquiry

The key lines of enquiry for this scrutiny review are:

- to understand the legislative, policy and performance context of Anti Social Behaviour;
- to gain a broad understanding of anti-social behaviour across the District, who causes it and where it occurs;
- how the Council and its partners interact to develop a cohesive response to anti-social behaviour, particularly in light of the anticipated budget reductions;
- a location based approach to evaluate the effectiveness of the council and its partners in tackling anti-social behaviour;
- to explore what other local authorities are doing and what lessons can be learnt.

## Methodology

The committee will consider a variety of evidence in different formats, which may include:

- relevant documents such as current strategies, performance data, etc;
- written submissions from, or meetings with interested parties;
- relevant visits.

## Indicative list of interested parties

Organisation / Department	Contact
West Yorkshire Police Authority.	Cllr Martin Smith. Cllr Sarah Ferriby.
West Yorkshire Police.	Chief Inspector Suzanne Ackroyd. Inspector Esther Hobbs.
In-Communities.	Peter Newbould.
West Yorkshire Probation Service.	Maggie Smallridge.
Bradford Council.	Cllr Imran Hussain – Portfolio Holder. Selina Ullah – Assistant Director Safer and Stronger Communities. Steve Hartley – Assistant Director Neighbourhood Services. Paul O’Hara – Youth Offending Team. Jill Hunter and Alistair Carmichael – Anti-Social Behaviour Co-ordinators. John Crosland and Ian Watson - Anti-Social Behaviour team. John Major - Assistant Director Environmental Health.
Keeley Mathers.	Victim Support.

## Indicative Timetable

Date	Milestone
Thursday 21 October 2010.	Terms of Reference presented to Committee for approval.
Tuesday 4 January 2011.	Information gathering session – experience of victims.
Thursday 17 February 2011.	Information gathering session – Incommunities dealing with Anti-Social behaviour.
Thursday 10 March 2011.	Information gathering session – experience of perpetrators.
Wednesday 23 March 2011.	Information gathering session – nuisance and visible services.
Thursday 14 April 2011.	Information gathering session – addressing Anti-Social Behaviour at a neighbourhood level.
Wednesday 6 July 2011.	Draft report circulated to all interested parties.
Tuesday 27 September 2011.	Final report to the committee for approval/adoption.

### Information Gathering Sessions

#### Session 1 – Tuesday 4 January 2011 - experience of victims.

Cllr Zameer Shah.	Chair – Safer and Stronger Communities Overview and Scrutiny Committee.
Cllr Michael McCabe	Deputy Chair – Safer and Stronger Communities Overview and Scrutiny Committee.
Cllr Shakeela Lal.	Safer and Stronger Communities Overview and Scrutiny Committee.
Cllr John Ruding.	Safer and Stronger Communities Overview and Scrutiny Committee.
Cllr Russell Brown.	Safer and Stronger Communities Overview and Scrutiny Committee.
Julie Lintern.	Co-opted member – Bradford Older Peoples Alliance.
Fiona Stephens.	Co-opted member – Bradford NHS. In-Communities.
Cllr Imran Hussain.	Portfolio Holder.
Jill Hunter.	Anti-Social Behaviour Team – Bradford Council.
Ian Watson.	
John Crossland.	
Paul O'Hara.	Youth Offending Team – Bradford Council.
Keelie Mathers.	Victim Support.
Inspector Esther Hobbs.	West Yorkshire Police.

#### Session 2 – Thursday 17 February 2011 - Incommunities dealing with Anti-Social behaviour.

Cllr Zameer Shah.	Chair – Safer and Stronger Communities Overview and Scrutiny Committee.
Cllr Michael McCabe	Deputy Chair – Safer and Stronger Communities Overview and Scrutiny Committee.
Cllr Adrian Longthorn.	Safer and Stronger Communities Overview and Scrutiny Committee.
Cllr John Ruding.	Safer and Stronger Communities Overview and Scrutiny Committee.
Julie Lintern.	Co-opted member – Bradford Older Peoples Alliance.
Fiona Stephens.	Co-opted member – Bradford NHS.
Peter Newbould.	Legal Services Director - In-Communities.
Cllr Imran Hussain.	Portfolio Holder.
Steve Hartley.	Assistant Director – Neighbourhood Services, Bradford Council.

**Session 3 – Thursday 10 March 2011 - experience of perpetrators.**

Cllr Zameer Shah.	Chair – Safer and Stronger Communities Overview and Scrutiny Committee.
Cllr Sarah Ferriby.	Safer and Stronger Communities Overview and Scrutiny Committee.
Cllr Russell Brown.	Safer and Stronger Communities Overview and Scrutiny Committee.
Paul OHara.	Bradford Council Youth Offending Team.

Also present at the session – seven youths, one parent and two youth workers. This session was held at the Duke of Edinburgh Centre, Undercliffe, Bradford.

**Session 4 – Wednesday 23 March 2011 - nuisance and visible services.**

Cllr Michael McCabe.	Deputy Chair – Safer and Stronger Communities Overview and Scrutiny Committee.
Cllr Qasim Khan.	Safer and Stronger Communities Overview and Scrutiny Committee.
Cllr Russell Brown.	Safer and Stronger Communities Overview and Scrutiny Committee.
Cllr Adrian Longthorn.	Safer and Stronger Communities Overview and Scrutiny Committee.
John Major.	Assistant Director, Environmental Health, Bradford Council.
Ruth Lees.	Environmental Health, Bradford Council.

**Session 5 – Thursday 14 April 2011 – addressing Anti-Social Behaviour at a neighbourhood level.**

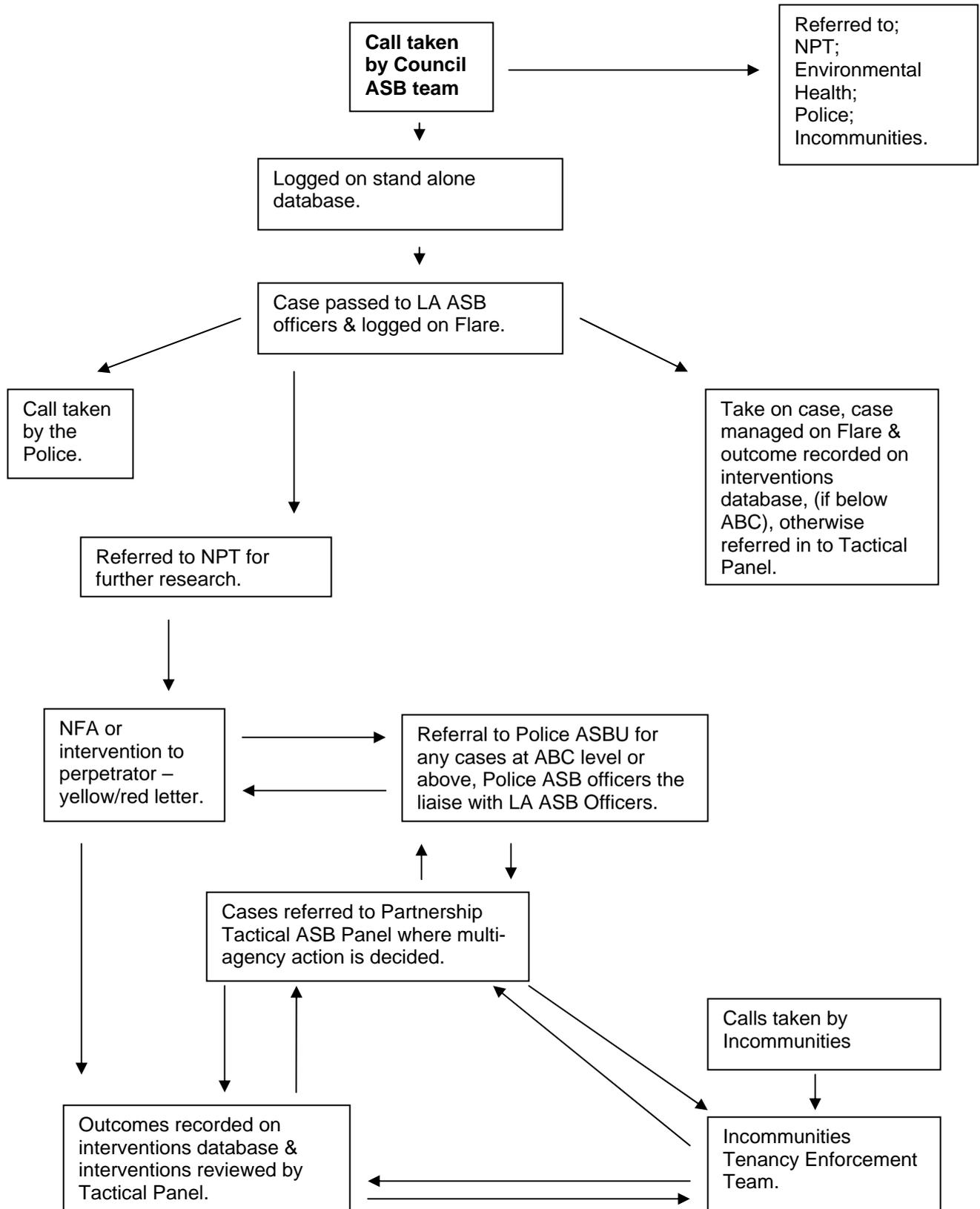
Cllr Zameer Shah.	Chair – Safer and Stronger Communities Overview and Scrutiny Committee.
Cllr Michael McCabe.	Deputy Chair – Safer and Stronger Communities Overview and Scrutiny Committee.
Cllr John Ruding.	Safer and Stronger Communities Overview and Scrutiny Committee.
Cllr Adrian Longthorn.	Safer and Stronger Communities Overview and Scrutiny Committee.
Steve Hartley.	Assistant Director, Neighbourhood Service, Bradford Council.
Mahmood Mohammed.	
Chris Slaven.	
David Horseman.	Neighbourhood Service, Bradford Council.
Liz Parker.	
Jonathan Hayes.	
Liz Bailey.	

## Existing System and the Proposed Changes in dealing with Anti-Social behaviour

Existing System	Proposed Changes
ASBO on Conviction	<p><b>‘Criminal Behaviour Order’ - Very Similar to the current ASBO on Conviction or “Bolt On” ASBO</b> available on conviction for any criminal offence, and including both prohibitions and support to stop future behaviour likely to lead to further anti-social behaviour or criminal offences. Breach of CBO is a criminal Offence, with maximum sentence of 5 years in custody.</p>
ASBO	
Interim ASBO	
ASB Injunction	
Individual Support Order	
Intervention Order	<p><b>‘Crime Prevention Injunction’</b> - a purely civil order with a civil burden of proof, making it much quicker and easier to obtain. The injunction would also have prohibitions and support attached, and a range of civil sanctions for breach, however breach of CPI would not be a criminal Offence (Breach of ASBO is currently). Unclear as to whether cases will be heard in the Magistrates Court or County Court.</p>
Crack House Closure Order	<p><b>Community Protection Order (Level 2)</b> – a local authority/police power to restrict use of a place or apply to the courts to close a property linked with persistent anti-social behaviour. Would be a LA or Police Power to tackle significant and/or persistent ASB in a particular place and could involve imposing restrictions on the use of that space. Suggest that approval for restrictions be granted by Local Authority. In cases of more serious or persistent disorder evidence to be provided by Police or LA to Magistrate to request an order to close premises for an initial period of up to 3 months regardless of tenure. Breach of a Level 2 order would be a criminal offence, with the sanction dependent on whether restrictions had been imposed, or whether the premises had been closed. If restrictions imposed by the local authority were not complied with, breach would be punishable by an on the spot financial penalty for £50 or arrest and prosecution for a Level 2 fine with a maximum of £500*. Where closure of a premises was ordered by the Magistrates’ Court, breach of this would be punishable by a fine or up to 6 months in prison.</p>
Premises Closure Order	
Brothel Closure Order	
Designated Public Place Order	
Special Interim Management Orders	
Gating Order	
Dog Control Order	
Litter Clearing Notice	<p><b>Community Protection Order (Level 1)</b> – a notice issued by a practitioner to stop persistent anti-social behaviour that is affecting quality of life in an area or neighbourhood, with a financial penalty for non-compliance, or other sanctions where relevant e.g. the seizure of noise-making equipment. Failure to comply will be a criminal offence, punishable by a Fixed Penalty Notice, or a fine if heard in court.</p>
Noise Abatement Notice	
Graffiti/Defacement Removal Notice	

Direction to Leave	<b>Police ‘Direction’ power</b> – would enable a constable or PCSO to require a person aged 10 or over to leave a specific area, and not return for up to 48 hours. The tests for the issuing officer would be:
Dispersal Order	<ul style="list-style-type: none"> <li>• that the individual has committed crime, disorder or anti-social behaviour or is likely to cause or contribute to the occurrence or continuance of crime, disorder or anti-social behaviour in that area; and</li> <li>• that giving the direction was necessary to remove or reduce the likelihood of that individual committing crime, disorder or anti-social behaviour in that area.</li> </ul> <p>The power could also include optional secondary requirements, such as requiring the individual to surrender items (such as alcoholic drinks) contributing to their antisocial behaviour.</p> <p>The power could also include the ability to return home unaccompanied young people under the age of 16, subject to appropriate safeguards.</p>
ABC’s / Warning Letters	<b>Retained</b> - often used to deal with low-level anti-social behaviour, with one intervention frequently enough to stop the behaviour recurring. can be used by any agency with perpetrators of all ages and backgrounds and their flexibility enables them to be tailored to the individual circumstances. At the moment, they tend to consist of an agreement between the perpetrator and a practitioner, but some local areas are exploring ways of engaging the community and making them more restorative.

**Bradford Council's Anti Social Behaviour Team - Anti-Social Behaviour Process**



## Case Study 1 – Example of key agencies addressing an anti-social behaviour related case

### Case Study 1

#### The Issue

In the Summer of 2009 West Yorkshire Police started to receive a constant and disproportionate number of calls for service from residents and business people in the Ingrow area of Keighley. The type of complaints received included threats, intimidation, abuse, minor damage, graffiti, racial abuse, minor thefts, littering (mainly of empty alcohol containers), substance misuse and foul and obscene language. On some occasions up to 40 young people ranging in age from 10years to about 18 years would gather on street corners causing fear and intimidation by their behaviour and sheer weight of numbers, they would then make their way about a mile up the road to Holden Park, Oakworth where they would continue with their anti social activities.

Enquiries were carried out by the local Police Community Support Officers and it was established that amongst this large group there was a hardcore of about 6 males who were usually at the centre of things and amongst this group two “ringleaders” were identified these being A and B who are now 15 and 16 years old respectively.

3 business premises appeared to be the target of the anti social behaviour perpetrated by the group and all these businesses are situated within a few yards of each other.

Over a period of time the businesses 1 suffered numerous incidents of minor damage and theft of items from their premises as well as his two female members of staff being subject to verbal abuse on a regular basis. Business 2 also suffered from minor thefts as well as racial abuse. On more than one occasion staff at Business 3 had to ring the Police as the gang were outside the premises preventing staff and customers, which included small children, leaving or subjecting them to obscene verbal abuse.

The vast majority of the anti social behaviour occurred from early evening onwards and this was having a marked impact on trade at the aforementioned businesses. Local customers would not visit the Stores from early evening onwards for fear of threats and intimidation and as a result of this Business 2 were considering selling the business.

#### Addressing the Issue

Initially due to lack of evidence and proof the Police were very restricted in what action they could take which usually consisted of verbal warnings and the occasional arrest and very little changed. It was at this point that the matter was referred to the Police Anti Social Behaviour Co-ordinator and the outcome was that a number of Anti Social Behaviour Awareness Letters were served on members of the group. These letters are served in the case of juveniles in the presence of their parent or guardian and it lets the alleged perpetrator know that they have been brought to the attention of the Police and partner agencies for alleged anti social behaviour. In a great many

cases this course of action works, however, if the young person concerned continues to act in an anti social manner a Warning Letter is served which warns them that further investigations are being carried out and Court action may follow.

If the Warning Letter doesn't work then the case is taken to the Tactical Anti Social Behaviour Meeting which meets every two weeks and comprises of staff from a number of agencies including the Police, Bradford Council, Incommunities, Youth Offending Team, Education Bradford, Social Services etc. This may result in the perpetrator being asked to sign an Acceptable Behaviour Contract or if the behaviour is so bad then an application may be made to the Court for an Anti Social Behaviour Order. It should be emphasised that an application for an Anti Social Behaviour Order is usually the last resort when all else has failed.

In the case of person A and person B, the individual agreed to sign the Contract, however, Person B was dismissive of it and told the Police Officer that he/she would do exactly what he wanted. The purpose of the Acceptable Behaviour Contract (ABC) is to provide the perpetrator with a set of rules to adhere to which hopefully will address his unacceptable behaviour.

Although person A signed the contract person A soon lapsed into old ways again and person A's behaviour continued to be anti social. In view of this the two youths were referred back to the Tactical Anti Social Behaviour Panel and after a great deal of consideration it was decided to apply for Anti Social Behaviour Orders in respect of both youths.

On the 24<sup>th</sup> August 2010 a 2 year ASBO was granted in respect of person A. This prohibits from carrying out various acts and also excludes him from the areas where he/she was causing problems. This Order will be reviewed after 12 months and so far appears to be working.

In the case of person B there is to be a contested Court hearing in January, however, at present an Interim ASBO is in place and this also appears to be working.

### Outcomes

Staff at both the businesses have been spoken to and all agree that since the imposition of the ASBO's things have improved greatly. Whilst some of the original group still hang about in the area there is no longer the fear of threats and intimidation and as soon as the group see any signs of authority they leave the area. Customers once again feel able to visit the shops in the evening without running a gauntlet of abusive and foul mouthed youths.

Person A appears to have turned his life around and is back in education and is hoping to obtain a placement involving car mechanics. It would appear that person A is adhering to the terms of the ASBO although person A doesn't like the restrictions it places on his movements and the fact that it has been publicised in the local area.

The only criticism levelled at the ASBO process is the length of time it takes to obtain an Order which can run into several months

**Case Study 2 – Example of an anti-social behaviour related case from the victims’ perspective****Case Study 2**The issue

This victim has had problems with his/her neighbour for a number of years; his/her neighbour often caused problems noise nuisance, erratic driving, verbal abuse and dog fouling. The neighbour had been warned by the police on numerous occasions and had been given a harassment warning. Environmental health have been involved installing noise nuisance equipment unfortunately when these were installed the noise stopped.

Addressing the Issue

The victim felt that the police didn't really try to help him/her. The victim did understand that they had to be neutral however as the victim he/she felt the police did not understand and he/she was not taken seriously, After the neighbour was given the harassment warning, when he continued his behaviour and the police were contacted nothing was done. On one occasion when the police were called to a noise disturbance, the police arrived in their car, parked on the opposite side of the road to where the house was situated and wound the window down, having not heard anything from this position they continued to drive on. Due to this he/she felt ignored. He/She understood that her situation may be minor to others but to her it was a major problem, however he/she was made to feel like he/she was being petty. After the incident with the police drove away he/she made a complaint to the police to which again he/she felt was not taken seriously, he/she felt that the process was too stressful and to appeal the final decision was also stressful therefore he/she did not go any further with the complaint also feeling if he/she rocked the boat with the police, the little help he/she was getting would stop.

Outcome

Further to the harassment warning and the noise monitoring equipment being installed the police advised that he/she keep a recording of noise nuisance with her phone, which he/she did, when he/she did record anything on his/her phone it was dismissed, again he/she felt he/she was told this to be kept quiet.