Effective Crime Prevention Strategies and Engagement with Planning Process in Bradford, England

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Introduction:

This case study is organised in five sections:-

1. an introduction to Bradford's location and key economic characteristics;

2. the national policy framework which determines how Bradford approaches issues of crime prevention and public safety;

3. an introduction to the Bradford Safer Communities Strategy, which is the key policy document in this context;

4. a closer examination of the particular arrangements that seek to integrate crime prevention and the planning process; and

5. the evidence about what has been achieved to date, and an examination of what appear to be the key issues in Bradford.

The specific focus of this case study is on the application of crime prevention strategies and the process of relating that agenda to the job that is done by the processes of urban regeneration and physical planning. These considerations have determined the structure that has been adopted in presenting this case study.

Background: An Introduction to Bradford

The city of Bradford is one of 5 local authorities ("Metropolitan District Councils") that make up the conurbation of West Yorkshire in Northern England. The population of the conurbation as a whole is approaching 2 millions, of which Bradford's contribution in 2003 was just over 475,000. Historically, Bradford's wealth in the 19th and early 20th centuries derived from the wool textile industry, but like many other towns and cities in England Bradford has seen the large-scale decline of this basic activity in the face of changing world economic circumstances. Thus the city has been characterised since World War 2 in particular by the (at times painful) process of needing to seek new ways of making a living in the contemporary world.

A particular characteristic of Bradford's population is that it contains a significant minority with origins in the Indian sub-continent, many of whose families were originally drawn to the city by the prospects of work in the textile and related industries[1]. The 2001 Census shows that just over 10% of the population were born outside the area of the European Union, and just under 20% of the population declared their religion as Muslim, Sikh or Hindu, with

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[1] The 2001 Census shows 67,994 people listing Pakistan as their country of origin, 12,504 listing India and 4,967 listing Bangladesh.

Muslims making up just under 90% of this group[2]. This contributes to the fact that by British standards Bradford has a relatively young population – the 2001 Census shows just under 25% of the city's population as being 15 or under[3]. A critical issue for Bradford as a consequence is the need to ensure that race relations in the city are as good as they can be. Nevertheless, Bradford (along with a few other English towns and cities) suffered disturbances in 2001 where race appears to have been one of the issues, and this experience reinforced the awareness that this issue was one that required constant attention. This particular issue is therefore examined in more detail below.

As far as the experience of crime is concerned, the evidence appears to suggest that Bradford has seen some improvements in recent years, although in an absolute sense the city's crime rate of around 150 recorded crimes per 1000 people in 2003/04 would still be regarded as being quite high in many parts of the world. The city's crime audit for 2004 estimated that overall crime levels had fallen by around 16% between 2001/02 and 2003/04, once account has been taken of a nationally-driven change in the way crimes were recorded by the police[4]. The city's crime figures suggest that crime rates in Bradford are slightly higher than the average for England and Wales, but they are lower than for most of the other large cities in England outside London when calculated as rates per 1000 people, where the "family" average was approximately 170 recorded crimes per 1000 people[5]. The trends in relation to the main types of crime between 2001/02 and 2003/04 were as follows:-

- Domestic burglary fell by 28%. The figure for 2004/05 was just over 8 per 1000 people.

- Vehicle crime (both theft of vehicles and theft from vehicles) fell by just under 25%. The figure for 2004/05 was just under 19 per 1000 people.

- Robbery fell by 42%. The figure for 2004/05 was just under 1 per 1000 people.

- Violent crime apparently increased by 133%, although this figure needs to be treated with caution[6]. It is likely that the true rise in violent crime is very much smaller than this bare statistic would suggest, although it does seem that crimes of violence are on

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[2]   These figures are calculated from the 2001 Census Profile for Bradford, which can be found at www.statistics.gov.uk/census2001/profiles/00CX.asp

[3]   Ibid.

[4]   These and other crime statistics used here are taken from Bradford District Safer Communities Partnership, 2004, "Safer Communities Audit 2004: Summary", Bradford District Safer Communities Partnership, Bradford.

[5]   These figures about the "family" of large cities outside London are shown in Figure 2 of the "Safer Communities Audit 2004: Summary". This is regarded as the most appropriate comparator, since comparing with the national average would include many smaller and more rural locations with a very different experience of crime. There are 12 cities in this "family", and Bradford has the fourth lowest overall crime rate. The figures of crime rates per 1000 people for 2004/05 were found at http://www.findaproperty.com/crimefacts/bradford

[6]   Changes in the way violent crimes are recorded make comparisons difficult, and British Crime Survey evidence suggests that this is an area where the public willingness to report crimes is growing.

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the increase. In 2004/05 there were 23 incidents of violence against the person and just over 1 of sexual offences per 1000 population.

- Hate crime (consisting of racial and homophobic crime and domestic abuse) appears also to be increasing, although this is mainly because reported incidents of domestic abuse (which make up 90% of recorded hate crimes) rose by nearly 29%. The 2004/05 figure assembled in this manner is not available at the time of writing.

The geographical distribution of crime shows that levels are highest in some peripheral housing estates and in some inner city locations, which is very typical of British cities. What is also very typical is the composition of the offenders, with 80% of identified offenders being male and 69% being aged 30 or under. One element in this crime pattern is likely to be the use of drugs (and therefore the need to find a means of funding the habit), with Bradford having around 5000 problematic drug users and a further unknown number who use drugs occasionally. Another factor in the city's crime pattern is the abuse of alcohol, where national figures suggest that 47% of all violent crime, 33% of domestic abuse cases, and 17% of road deaths are alcohol-related[7]. Overall, then, Bradford exhibits many of the elements that are very typical of the patterns of crime in British cities.

The National Policy Framework

In many ways the approach to crime prevention in Bradford is heavily influenced by national policy, and so this section briefly describes the key aspects of the current approach in England[8].

Police services in the Bradford area are provided by the West Yorkshire Police, which is one of 43 police forces in England and Wales. The Crime and Disorder Act, 1998, requires the police service and the local authority to work in partnership with other key players in the local community through a formal structure in order to tackle crime. This was seen as a three-stage process, repeated on a three year rolling cycle. So, the partnership is required to undertake a study of the problem in its locality, to consult widely on the results of that study, and then to put in place a strategy designed to tackle the identified problems in the light of the results of the public consultation process. In Bradford, the statutory partnership under the 1998 Act is called the Bradford District Safer Communities Partnership, and the version of its strategy which is current at the time of writing represents the third cycle of this type of activity covering the period 2005-2008.

In parallel with this formal partnership structure, a distinctive feature of the British system is the attempt to address the role of environmental design in crime prevention through the planning system. This can be seen in five separate stages of policy evolution over the period 1994-2005, as follows:-

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[7] The Safer Communities Audit (op cit, page 10) doesn't offer any views about whether this national pattern is fully reflected in Bradford, but it does suggest that "…there is a recognised need to improve the co-ordination of measures to tackle alcohol abuse and related problems."

[8] Many of the elements touched upon here are described in more detail in Chapters 4-6 of Schneider   RH and Kitchen T, 2007, "Crime Prevention and the Built Environment", Routledge, London.

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1. DOE Circular 5/94[9] formally recognised this relationship, and urged local planning authorities to consult police architectural liaison officers (see below) in both making plans and in undertaking development control processes in order to ensure that planning did contribute to crime prevention.

2. The Crime and Disorder Act, 1998, not only led to the establishment of local Crime and Disorder Reduction Partnerships as described above, but also placed a new duty on local planning authorities to take full account of crime prevention in discharging their functions.

3. The Urban Policy White Paper of 2000[10] said that crime prevention should become a key objective of planning, and to that end undertook to review Circular 5/94 to provide fuller and more up-to-date guidance.

4. The Office of the Deputy Prime Minister in conjunction with the Home Office (the Government Ministry that oversees matters to do with public safety and security, including the work of the police) in 2004 published the fresh guidance for all concerned about what it saw as the relationship between planning and crime prevention[11].

5. The Government published its key document in 2005 about what it sees as the basic purpose of planning, which is the achievement of sustainable development[12]. Amongst the key tasks it identifies for the planning service in this context is "…ensuring that development contributes to the creation of *safe*, sustainable, liveable and mixed communities" (author's emphasis).

All of this represents a new agenda for many British planners, and the evidence about how enthusiastically they have taken to it is decidedly mixed[13]. What is also relatively new in this process is the development of an arm of the police service, usually called Architectural Liaison Officers, whose job it is to liaise with planners, developers and their agents and other interested parties in order to get crime prevention issues taken fully into account in the development process. The starting point for ALOs in their work in recent years has been the national police Secured by Design scheme (SbD)[14]. The system in West Yorkshire is that as well as an overall force ALO Bradford District has its own dedicated ALO.

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[9] Department of the Environment, 1994, "Planning Out Crime", Circular 5/94, HMSO, London

[10] Department of the Environment, Transport and the Regions, 2000, "Our Towns and Cities: the Future: Delivering an Urban Renaissance", Cm 4911, HMSO, London.

[11] Office of the Deputy Prime Minister and the Home Office, 2004, "Safer Places: the Planning System and Crime Prevention", HMSO, London.

[12] Office of the Deputy Prime Minister, 2005, "Planning Policy Statement 1: Delivering Sustainable Development", ODPM, London

[13] Morton C and Kitchen T, 2005, "Crime Prevention and the British Planning System: Operational Relationships between Planners and the Police", Planning Practice and Research, Volume 20, Number 4, Pages 419-431.

[14] The Secured by Design website can be found at www.securedbydesign.com A good description of the scheme can be found in Colquhoun I, 2004, "Design Out Crime: Creating Safe and Sustainable Communities", Architectural Press, Oxford, Pages 202-212. There have been a few evaluations of the effectiveness of SbD, and two papers which pull this evidence together are; Topping P and Pascoe T, 2000, "Countering Household Burglary through the SbD Scheme:

One of the challenges all ALOs face is that the scale of development they could potentially have to face is well beyond the limited resources of the ALO service, and so two responses are becoming common to this problem:-

1. A greater emphasis on getting appropriate policies on planning for crime prevention written into development plans, since this provides the basis for dealing with individual cases. This emphasis is happening at the same time as local planning authorities in England are engaging in a fresh round of development plan-making as a result of the provisions of the Planning and Compulsory Purchase Act, 2004, which has put in place a fresh structure for development plans.

2. A growing emphasis on agreeing protocols between local planning authorities and police ALO teams in order to identify the types of applications for planning permission on which ALOs would always be consulted, and also to set down agreed procedures about the consultation process itself.

The Bradford Safer Communities Strategy

The primary task of the Bradford District Safer Communities Partnership is described as follows:-

"The Bradford District Safer Communities Partnership aims to create a safer District by tackling crime, disorder, drugs, alcohol misuse, anti-social and unsafe behaviour. It is made up of a wide range of partners, who work with local organisations and communities to make sure that everyone living, working, visiting, or investing in the District feels safer."[15]

After consultation on the results of the 2004 audit process, the Partnership identified 4 strategic priorities for 2005-2008:-

1. Visible Responses. "Local neighbourhoods should be pleasant places to live, work and visit, with low levels of crime, graffiti, litter, anti-social and unsafe behaviour. We will support work being done to improve the visible environment and continue to provide uniformed presence."

2. Support for Vulnerable People. "We will support victims and witnesses of crime, disorder and anti-social behaviour and will work to prevent injuries caused by unsafe behaviour. Our initiatives will be focused particularly on those who are vulnerable such as people with physical and learning difficulties, older people, children and young people, victims of domestic abuse, homophobic crime, and racially motivated crime. Effective and appropriate drug and alcohol treatment services will be provided for adults and young people."

Does it Work? An Assessment of the Evidence, 1989-1999", Security Journal, Volume 13, Number 4, Pages 71-78.; Cozens P, Pascoe T, Hillier D, "Critically Reviewing the Theory and Practice of Secured by Design (SbD) for Residential New-Build Housing in Britain", Crime Prevention and Community Safety, Volume 6, Number 1, Pages 13-29.

[15]   Bradford District Safer Communities Partnership, 2005, "Safer Communities Strategy 2005-2008: Summary", Bradford District Safer Communities Partnership, Bradford. The extracts that follow are also from this same source.

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3. <u>Preventing Offending.</u> "The Partnership will tackle some of the root causes of crime by preventing offending behaviour with early interventions for those at risk of offending, through to rehabilitation and resettlement of offenders."

4. <u>Law Enforcement.</u> "The Partnership will enforce the law, using all available legal remedies and effectively co-ordinate actions with appropriate agencies to ensure safer neighbourhoods. We will sustain our efforts to bring crime down and empower local communities."

Clearly, this is written in the broad-brush language that is often found at this sort of strategic level. But what is immediately noticeable nevertheless is the breadth of the approach that is encapsulated here. This is not just about conventional police work (although that certainly has an important place here), but it is also about environmental quality, about victims and vulnerable groups, about health and rehabilitation services, about trying to prevent offenders from re-offending, and about supporting communities. Very importantly, it is also about trying to ensure that all of these efforts are as co-ordinated as possible, so that the community at large gets maximum benefit out of the resources that are being put into this effort.

Cause and effect are famously difficult to disentangle in this field, but as noted above the general trend in terms of the incidence of crime in Bradford appears to be a positive one. So have these initiatives contributed to that? On the face of it, the crime record has been improving whilst they have been in place, and so it is reasonable to conclude that this strategic process of partnership probably has made a contribution to the achievement of that trajectory. More specifically, the strategy lists a series of achievements over the previous three years which reinforce the view that this has been a positive process. These are:-

- reduced domestic burglary offences by 28%

- reduced car crime by 24%

- reduced commercial crime by 5%

- reduced robbery by 42%

- had 9000 fewer victims of crime

- reduced reported ant-social behaviour

- increased the number of people reporting that they felt safer

- enabled more people to receive treatment for drug misuse

- reduced road deaths and serious injuries to children and pedestrians

- established a dedicated Anti-Social Behaviour Team

- launched the award-winning "Crackdown in Bradford" initiative[16]

- launched the Drugs Intervention Programme for adults and young people

- installed over 200 CCTV[17] cameras across the District

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[16] This is a drugs initiative which since it began led to 1100 arrests, over 3000 reports of dealing, and the seizure of drugs with a value in excess of £3.5 millions.

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- set up 6 Secured by Design car parks across the District

- deployed more than 20 street wardens, over 90 Police Community Support Officers, and 15 Park Rangers[18]

- removed over 1500 pieces of graffiti

- increased Neighbourhood Watches, Business Watches and Pub Watches[19]

- established more than 30 Hate Crime Reporting Centres

- organised regular community clean-ups

- enabled 800 victims to have a say in how young offenders made amends for their actions

- promoted awareness of domestic abuse by appointing a multi-agency Domestic Abuse Training Co-ordinator

Again, what stands out from this list is just how wide-ranging this set of achievements is. Some of them are clearly more controversial than others, and in many instances the factors that influence whether or not an initiative is successful will be many and variable, but what this list of 21 claimed achievements certainly does demonstrate is the extent to which the attack on crime is both multi-organisational and multi-functional. One particular facet of this, both nationally and locally, is the attempt to engage the physical planning process in the fight against crime, and the approach to this task in Bradford is the subject of the next section of this case study.

The Planning Process and Crime Prevention in Bradford

The impetus Provided by the Royds Estate Project

The process of getting crime prevention integrated into planning activities in Bradford is in principle no different from that to be found in other British towns and cities. The basic tools for the job are exactly the same – the development plan which sets the policy framework, the process of development control which determines whether or not development proposals can proceed, and the opportunities provided through improvement projects of all kinds to incorporate crime prevention concerns into the process of physical change. It seems to be a project in this last category which has given the process of planning for crime prevention its biggest impetus in Bradford, however, via the work on revitalising the run-down Royds Estate in the last years of the 1990s and the early years of the 21st century. It is worthy of note in

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[17] Closed Circuit Television; A major effort has been made in many British cities in recent years to install CCTV in public areas, supported in many cases by Government financial assistance. There is some controversy, however, about how effective this is and under what circumstances.

[18] These are all different types of (usually uniformed) civilian officers who support the police in their work by being a visible presence.

[19] Again, these are different types of arrangements with communities of interest who work closely with the police to keep an eye on what is going on in their particular areas of interest

this context that this particular case is one of the case studies used in the national guidance document on planning for crime prevention as an illustration of good practice[20].

The Royds Estate was actually three districts on the edge of the urban area, approximately 5 kilometres from the city centre. It consisted of low rise, post World War 2 local authority housing stock, much of which was semi-detached; and as such it was very typical of many British suburban local authority housing estates. It also contained several blocks of flats where many of the problems of the estate were particularly marked. By 1995, after years of under-investment both in the housing stock and in the estate's infrastructure, the Royds Estate had deteriorated badly. It had also become a locality where social deprivation had been concentrated; unemployment in 1995, for example, was recorded at 47%. In addition, the estate's experience of crime was a wholly negative one; for example, in 1995 its house burglary rate was 138 forced entries per 1000 households, which was approximately seven times the national average. As part of a £31 millions Single Regeneration Budget programme, major renovation works were undertaken both to the estate's infrastructure and to its housing stock (including the demolition of flat blocks), which provided an opportunity for Secured by Design (SbD) principles to be applied as part of the upgrading process. A significant element in this process was an extensive programme of community involvement, since the 12 democratically elected residents on the Royds Community Association's Board made it clear that crime reduction was a major priority for residents as part of the regeneration process. The main works undertaken following SbD principles were:-

- private space was created and clearly defined with metal railings and gates, so that what was public space and what was private space was always clearly identifiable

- rear alleys, garage courts, and unused public open space behind dwellings were removed, with the space being incorporated into private gardens, so as to improve security and in particular to make break-ins from the backs of houses much more difficult to achieve.

- priority was given to the closure of footpaths that were not directly connected to the estate's highways network, so that movement around the estate was channelled into well-used and overlooked streets.

- the locations of social facilities (and, indeed, the security of individual houses) were determined by residents following detailed analyses of burglar behaviour.

- new developments undertaken as part of the regeneration process aimed to create small and identifiable communities, promoting social cohesion, reinforcing neighbourliness and allowing the readier identification of strangers.

- new doors and windows in houses introduced as part of the process of upgrading them were designed to performance standards based upon attack resistance.

The outcomes of this process in terms of the experience of crime on the Royds Estate have been dramatic. Up until the time that the Royds case study was reported in "Safer Places" in

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[20] ODPM and the Home Office, 2004, "Safer Places: The Planning System and Crime Prevention", HMSO, London, Pages 58 and 59. For an independent review of the Royds project see Colquhoun, 2004, "Design Out Crime: Creating Safe and Sustainable Communities", Architectural Press, Oxford, Pages 210-212.

2004, there had not been a single forced entry on any of the refurbished projects, and over the five years up to 2004 there had been a 69% fall in burglary from dwellings and a 58% decrease in all forms of burglary. These figures actually include many properties which for some of this period were still awaiting refurbishment or were not refurbished at all, and so they under-represent the performance of the refurbished properties. Nonetheless, these are very major and positive changes, and they have also resulted in a resident population that is now much more confident in confronting and reporting crime rather than passively accepting that it was an inevitable part of their lives. It is also reasonable to suggest that this experience gave confidence to the police service, to participants in the regeneration process and indeed to some people involved in the planning process about what could be achieved through seeking to tackle crime via the process of physical development, and of course it also fed into the work on Bradford's three yearly cycle of crime and disorder reduction strategies described above.

Stephen Town: the Bradford ALO

One of the driving forces behind the Royds project was Stephen Town, who worked on the project as a Crime Prevention Officer for West Yorkshire Police and then carried this work forward with his appointment as police Architectural Liaison Officer for Bradford in 2000. Stephen has been very active not merely locally but also nationally in seeking to shape policy in this area, and as a result can be seen as one of the "movers and shakers" in the ALO community in England[21]. This has included working to create good practice in planning for crime prevention in residential areas, and his work on this as part of a European Commission-funded project draws extensively on the experience of the Royds Estate[22]. The experience of Bradford suggests that having a determined and committed ALO who works in the area on a long-term basis is an important element in getting systems and processes in planning and regeneration to take on the agenda of crime prevention through planning and design. That having been said, there is no doubt that this is a far from straightforward process, since individuals with particular ideas about urban design (for example) working as planners, as architects or as agents for developers have often not bought into SbD principles and indeed strongly oppose some of them. This reflects the point that although the UK has gone quite a long way down the road of seeking to incorporate crime prevention into planning in recent years, this has not been accompanied by a resolution of all the ideological issues and disputes which characterise this field[23]. Thus it would be wholly incorrect to present this present case study as something emanating from a very large measure of agreement about what should be done in Bradford in this field. Rather, it is a continuous process of negotiation and of seeking to carry conviction, in which the role of the ALO is of very considerable importance.

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[21]   A fuller analysis of the work of ALOs which includes a specific case study of the work of Stephen Town can be found in Schneider RH and Kitchen T, 2007, "Crime Prevention and the Built Environment", Routledge, London, Chapter 5.

[22]   Town S, Davey C, Wootton A, 2003, "Design Against Crime: Secure Urban Environments By Design: Guidance for the Design of Residential Areas", University of Salford, Salford.

[23]   See for example Kitchen T, 2005, "New Urbanism and CPTED in the British Planning System: Some Critical Reflections", Journal of Architectural and Planning Research, Volume 22, Number 4, Pages 342-357.

Crime Prevention in the Bradford Development Plan

One particular achievement in Bradford in this context is the incorporation into the city's recently revised development plan of a specific policy about planning for crime prevention. The Bradford Unitary Development Plan was adopted in October 2005, and it includes Policy D4 the key message of which is that "…Development proposals should be designed to ensure a safe and secure environment and reduce the opportunities for crime." Essentially, what this is seeking to do is to get developers to think about crime issues as an integral element of their design proposals by addressing the following issues:-

- Natural surveillance of public and semi-private spaces should be achieved, especially in relation to entrances to developments, paths, play spaces, open spaces and car parks.

- Defensible space should be created, with the clear definition, differentiation and robust separation of public, private and semi-private space, so that all spaces are clearly defined and adequately protected in terms of use and ownership.

- Lighting of the development, and in particular of streets and paths.

- Design and layout of pedestrian, cycle and vehicular routes into and within the site, including how these integrate with existing patterns.

- Landscaping and planting, in order in particular to avoid the creation of hiding places and dark or secluded areas.

The importance of a policy of this nature is not merely in the formal advice that it gives to the development community. The policy also provides a clear framework for direct negotiations with developers and their agents, and it provides a basis for determining planning applications once they have been submitted. The intention in Bradford is that this will be reinforced by the publication of a supplementary document which provides more detailed guidance to all concerned, although at the time of writing the content of this document is still the subject of negotiation between Bradford's planners and West Yorkshire Police. Nevertheless, Policy D4 now provides the formal basis for the consideration of planning for crime prevention issues as part of the development process in Bradford, and in a planning system which describes itself as being "plan-led" this is an important step forward in its own right.

Conclusion: Achievements, Issues and Lessons from Bradford's Experiences

Overview

The strategic approach adopted to crime and disorder in Bradford (and in most other English District Council areas) does appear to be valuable, if one is prepared to take at face value the evidence that crime has been reducing in Bradford whilst it has been operational. There are certainly some voices that argue that the achievements associated with these kinds of processes are rather less than some of the claims that are made for them, however, and that

they are (or can be) complex, bureaucratic and exclusive of those not involved[24]. No doubt across the whole country there are examples of all of these problems and more, and no doubt also the performance of strategic partnerships seeking to tackle issues of crime and disorder is very uneven. But the evidence in Bradford does seem to suggest that there have been some genuinely worthwhile achievements in tackling crime and disorder in recent years, and unless it is argued that it is merely coincidence that this has happened at the same time as the Bradford District Safer Communities Partnership has been operating it seems reasonable to conclude that at least some of this has been influenced positively by the strategic work of the Partnership.

The Bradford Riots, 2001

Nevertheless, Bradford has experienced major problems during this period as well, as was dramatically illustrated by an outbreak of rioting in July 2001 following similar riots earlier in the year in Oldham and in Burnley. The Bradford riots reportedly involved around 1000 mainly Muslim youths and between 500 and 1000 police, and saw many businesses attacked, cars burned out and 300 people injured including 120 police. Estimates of the damage caused ranged between £10 millions and £27 millions[25]. There are varying views about the emphasis that ought to be placed upon the various causal elements, with the Cantle Report (the investigation established by the Government to look at the Oldham, Burnley and Bradford riots together) talking mainly in terms of problems of "community cohesion" - ethnic groups failing to trust each other and to find common cause as citizens of a single locality[26]- and others placing more emphasis on the response of ethnic communities to what they saw as the threatening activities of far-right political groups with overtly racist sympathies[27]. The independent review of the Bradford Riots talked about Bradford as a city which has witnessed growing divisions among its population along race, ethnic, religious and social class lines, and whilst this has implications in many fields the analysis included fear of crime, fear of confronting gang culture, the illegal drugs trade, and growing racial intolerance, harassment and abuse[28]. Clearly, an analysis of this nature must have major implications for policy in the city, and the desire to tackle problems of this kind was already visible by the time of the 2001 riots in the initial version of the city's Community Strategy. The current version of that document identifies five strategic aims:-

- Creating a vibrant economy and a prosperous District.

- Improving the District for children and young people.

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[24] See for example Gilling D, 2005, "Partnership and Crime Prevention", in Tilley N (ed), "Handbook of Crime Prevention and Community Safety", Willan, Cullompton, Pages 734-756.

[25] These figures are taken from a summary report at http://en.wikipedia.org/wiki/Bradford_Riot

[26] The Independent Review Team's report was published late in 2001 – "Community Cohesion: A Report of the Independent Review Team" (chaired by Ted Cantle), Home Office, London.

[27] See for example Allen C, 2003, "Fair Justice: the Bradford Disturbances, the Sentencing and the Impact", FAIR, no place of publication stated.

[28] The team that undertook this work was chaired by Sir Herman Ousely. The Bradford review was commissioned by Bradford Vision (the overarching Local Strategic Partnership) which was responsible for the publication in 2000 of "2020 Vision", which was the City's first Community Strategy. The material about current policy which follows is taken from the 2006/09 roll-forward of this document.

- Building safer and stronger communities.

- Making healthier communities and improving the quality of life of older people.

- Creating the foundations for long term prosperity.

Clearly, then, Bradford (like many other British towns and cities) is still grappling with the need to address the issues that arise from having a large population of ethnic minorities (in percentage terms, one of the largest of any British city), many of whom still feel that they are discriminated against and excluded from many aspects of the city's life. The approach to this issue has to be very broadly based, as can be seen from the above strategic aims, but it includes an important emphasis on tackling the problems of crime and disorder if the drive to build stronger communities is to have any chance of succeeding. Indeed, the 2020 Vision strategy for the period 2006-2009 describes the need to develop a Stronger Communities Strategy as a priority over the period in question, with the target that "…by 2009, active communities and active citizens are further able to play a full part in stronger, more prosperous and sustainable communities, and that the strength and contribution of voluntary and community organisations will be valued."[29] The key challenges in this context were seen in that document as being:-

- Fear of crime is still high and residents still feel unsafe in some parts of the District – for example, four neighbourhoods in 2003/04 had overall crime rates that were more than twice the city average.

- The incidence of some crimes, such as violent assaults and criminal damage, is still high – for example, the rise in "hate crimes" noted above is particularly worrying in this context.

- Vulnerable people subject to violence and abuse in their lives experience difficulties in getting the help they need.

- Too many areas suffer from litter, graffiti and environmental neglect – the Royds experience of addressing these issues through regeneration processes has not yet been applied to many other estates in the city that could benefit from it.

- National events can impact on levels of community tensions in the District – for example, a major issue in recent times has been the terror campaign launched by extreme Muslim groups (including some individuals with Bradford connections) on mainland Britain.

- Voluntary and community groups need continued support to enable them to participate effectively in, and contribute to, the life of the District.

- Some sections of the community still feel unable to participate fully as citizens of the District.

- Some service providers do not have the capacity to engage effectively with communities.[30]

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[29]   Bradford Vision, 2005, "Bradford District 2020 Vision, Community Strategy 2006-09", Bradford City Council, Bradford, Paragraph 2.5.
[30]   Ibid, Paragraph 3.1.

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This overview of strategic activities therefore suggests that much of value has been achieved, but also that a great deal still needs to be done to tackle the community issues that have been identified. Tackling issues of crime and community safety in a broadly-based manner is a central element in this process.

Planning for Crime Prevention in Bradford

There clearly are good examples on the ground in Bradford of effective projects. In addition, the Bradford ALO service is working effectively at promoting the principles of Secured by Design to the planning and development community, and again there are good examples of projects where this has delivered strong results. Indeed, it would probably be fair to say that Bradford has one of the strongest arrangements of this kind in England, with a well-respected ALO who is a leader in his field not just locally but also in terms of national policy and practice[31]. The development plan policy position is also a strong one, with a good basic policy included as part of an up-to-date plan. So in many ways Bradford is a well-developed example of the effort over the past 10 years or so to get the planning process to take the crime prevention agenda on board.

At the same time, it is clear that there is still a need to keep working with the planning and development community in order to gain widespread acceptance of the value of integrating crime prevention considerations into the development process; this can no more be taken for granted in Bradford than it can anywhere else. In particular, it is clear (notably from the long-running process of trying to agree a Supplementary Planning Document to support and amplify the development plan policy discussed above) that there are varying views amongst Bradford's planners about both the principles and their detailed design implications that should apply here. The feedback from Bradford's ALO is also that there are still tensions between the urban design views that drive many development proposals (and the individuals who advance them) and crime prevention, because he still sees many proposals either in advance of being submitted for planning permission or as outline or full applications that he regards as being very unsatisfactory from a crime prevention perspective. The battle of ideas is still to be won, therefore, although Bradford could certainly be regarded as being further down this road than many other British localities.

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[31] See the discussion in Chapter 5 of Schneider RH and Kitchen T, 2007, "Crime Prevention and the Built Environment", Routledge, London.

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