

CABINET

DATE	16 th September 2026
REPORT OF	Councillor James Sawkins - Portfolio Holder, Safer and Stronger Communities
RESPONSIBLE OFFICER	Carolina Borgstrom, Director of Economy, Environment and Infrastructure
SUBJECT	Public Spaces Protection Order – Nuisance Vehicles
STATUS	Open
FORWARD PLAN REF NO.	CB 09/26/03

CONTRIBUTION TO OUR AIMS

The recommendations set out in this report support the Council's strategic priorities of a Stronger Economy and Stronger Communities by helping to create safe, clean and welcoming streets and public spaces, supported by appropriate legislation to address community concerns. They contribute to sustainable communities that residents can be proud of, enhance the quality and safety of places to encourage investment, jobs and economic growth, and support improved health and wellbeing by ensuring public spaces are attractive, accessible and enjoyable for local people.

EXECUTIVE SUMMARY

Motor vehicle-related anti-social behaviour continues to negatively affect communities across North East Lincolnshire, particularly through the misuse of off-road and electric motorbikes in parks, open spaces and residential areas. Following crime analysis, public engagement and legal advice, the Council proposes introducing a new borough-wide Public Spaces Protection Order (PSPO) to tackle persistent nuisance and anti-social behaviour linked to these vehicles, with targeted enforcement in identified hotspot locations.

Made under the Anti-social Behaviour, Crime and Policing Act 2014, a PSPO enables local authorities to place restrictions on activities in public spaces where they are causing harm to local communities. The proposed PSPO will form part of a wider intelligence-led approach to reducing anti-social behaviour, helping residents, visitors and businesses enjoy public spaces safely and without nuisance.

RECOMMENDATIONS

It is recommended that Cabinet:

1. Approves the introduction of a borough-wide PSPO and the associated prohibitions as set out in this report for a period of three years from implementation.

2. Approves a fixed penalty notice tariff of £100 for each breach of the PSPO conditions, payable within 14 days of issue, with no early payment discount.
3. Authorises the Director of Economy, Environment and Infrastructure in consultation with the Portfolio Holder for Safer and Stronger Communities, to approve any future renewals, variations or extensions to the PSPO where the supporting evidence and legal criteria are satisfied.

REASONS FOR DECISION

Approval of the proposed PSPO will enable the Council and Humberside Police to respond more effectively to vehicle-related anti-social behaviour (ASB) in parks, open spaces and neighbourhoods. Introducing the PSPO will also demonstrate to communities that their concerns have been heard and that appropriate action is being taken to address the issues raised.

Reducing anti-social behaviour in public spaces will help improve the quality of the local environment and support residents to use these spaces safely and positively for recreation, physical activity and wellbeing. This should help increase feelings of safety within neighbourhoods and contribute to an improved quality of life for residents.

1. BACKGROUND AND ISSUES

- 1.1 The nuisance caused by mechanically propelled vehicles can vary, however, noise is consistently identified across reports as one of the most aggravating factors. Damage to public land is also a recurring issue, with reports of paths, parks and open spaces being damaged or made unsuitable for their intended use. These impacts demonstrate the detrimental effect that this behaviour can have on local people's quality of life.
- 1.2 In 2018, Humberside Police introduced Operation Yellowfin to address vehicle-related nuisance, including the use of off-road motor vehicles. The operation's primary objective was to reduce vehicle-related anti-social behaviour and motorbike theft across the Humberside area. The proposed PSPO will provide Humberside Police and the Council with additional powers to address the unauthorised use of off-road and electric motor vehicles in parks, open spaces and other public areas across the borough.
- 1.3 Over recent years, there has been a significant increase in the use of off-road and electric motorcycles on roads and in open spaces. In 2024, North East Lincolnshire Council and Humberside Police received 241 reports of vehicle-related ASB across the borough. This increased to 314 reports in 2025, and the current data suggests a further increase during 2026.
- 1.4 More recently, there has been an increase in the use of off-road and electric motorcycles in prominent locations across the borough, including Cleethorpes seafront. These are busy public areas, and the use of such vehicles in these locations presents a significant risk to the public. The issue has been raised at Communities Scrutiny Panel previously. The proposed PSPO is intended to address behaviour by individuals whose actions place the public at risk and have a detrimental impact on the wider community.
- 1.5 The unlawful use of off-road and electric motorcycles can be addressed through legislation such as the Road Traffic Act 1988; however, these powers are generally

enforceable only where offences take place on a road or public highway. The proposed PSPO will provide additional powers to address prohibited behaviour taking place in parks, open spaces and other public areas.

- 1.6 The proposed borough-wide PSPO is in addition to the existing area-based PSPOs made under the Anti-social Behaviour, Crime and Policing Act 2014, which are used to address anti-social behaviour within designated areas across the borough. Approval is sought for the following proposed conditions:

- Any unauthorised use of a mechanically propelled vehicle in or on footpaths, pavements, grass verges, parks and open spaces.
- Any performance of stunts (including but not limited to performing doughnuts, skidding, handbrake turns, wheel spinning)
- Any sudden or excessive acceleration or braking.
- Racing involving two or more vehicles.
- Leaving engines idle for extended periods.
- Revving engine so as to cause a nuisance to persons in the locality
- Sounding motor vehicle horns other than in accordance with the Highway Code in such a manner as to cause a nuisance to persons in the locality.
- Making or allowing excessive noise from an exhaust in such a manner as to cause a nuisance.

- 1.7 The PSPO will be overseen through the monthly multi-agency Area-Based Risk Meeting. This will provide the platform between Humberside Police and North East Lincolnshire Council to identify and address current trends within the Borough and decide appropriate action.

1.8 **Evidence Base**

The evidence supporting the proposed PSPO has been gathered and reviewed in consultation with Humberside Police over a two-year period. This includes reported incident data, partner intelligence, and recurring hotspot information considered through the Anti-Social Behaviour Task Group. The evidence identifies persistent vehicle-related anti-social behaviour affecting a number of locations across the borough and supports the need for a borough-wide Order, with operational activity targeted to areas of greatest threat, risk and harm.

1.9 **Conditions and Prohibitions**

The conditions and prohibitions requested have been prepared in close consultation with Humberside Police and NELC Legal Services.

1.10 **Consultation**

In line with best practice, the Council undertook a public consultation between 26 January and 16 March 2026. The consultation was promoted through social media and hosted on the Council's website via the "Have Your Say" pages. In total, 419 responses were received. Of those who responded, 96.6% agreed that public spaces and parks should be protected from anti-social behaviour and nuisance caused by motor vehicles.

- 1.11 The consultation findings demonstrate strong public support for the proposed prohibitions with 82% of respondents supporting the prohibition relating to leaving

engines idle for extended periods and all other proposed prohibitions receiving support from at least 91% of respondents.

1.12 Humberside Police

Humberside Police have been involved in the development of the proposed order from the outset. Police data, alongside Council records, has been used to identify persistent vehicle-related anti-social behaviour across the borough, where the behaviour is having an unreasonable and detrimental impact on local communities. Humberside Police support the proposed PSPO and the conditions contained within it. It is recognised that operational capacity may present challenges and could limit enforcement activity at certain times. Enforcement will therefore be proportionate and intelligence-led, with resources deployed according to threat, risk, and harm. Planned days of action over the forthcoming year will provide opportunities for increased visibility in areas of concern and targeted operational activity where appropriate.

1.13 Office of the Police and Crime Commissioner

Feedback from the Office of the Police and Crime Commissioner confirms support for the proposed vehicle-related PSPO and the prohibitions it contains.

1.14 Ward Councillor Support

Whilst Ward Councillor responses accounted for approximately 2% (7) of electronic survey submissions, of those Councilors that responded, all demonstrated support for the implementation of the proposed PSPO.

1.15 Human Rights

The proposed PSPO engages in rights under Articles 10 and 11 of the Human Rights Act 1998, relating to freedom of expression and freedom of assembly and association. Any interference with those rights must be lawful, necessary, and proportionate in pursuit of a legitimate aim, including the prevention of disorder or crime, the protection of health, and the protection of the rights and freedoms of others.

2. RISKS, OPPORTUNITIES AND EQUALITY ISSUES

- 2.1 A comprehensive Impact Assessment has been undertaken to consider the potential risks, opportunities and equality implications associated with the introduction of the proposed PSPO. The assessment recognises the need to balance the rights of individuals with the wider benefits to communities of addressing persistent anti-social behaviour linked to nuisance vehicles, e-scooters and motorbikes.
- 2.2 Particular consideration has been given to the potential impact on children and young people, with a commitment that any enforcement activity will be proportionate, intelligence-led and delivered in accordance with a child-first approach that prioritises prevention, engagement and safeguarding. The assessment identified positive opportunities to improve community safety, reduce the fear of crime, protect public spaces and environmental assets, support health and wellbeing, and enable all residents, including those with disabilities, older people and families with young children, to access and enjoy public spaces more confidently.

- 2.3 No disproportionate adverse impacts on protected groups were identified, and the overall outcome of the assessment concluded that the proposed PSPO is likely to deliver significant community benefits while ensuring that equality, fairness and proportionality remain central to its implementation and enforcement.
- 2.4 The proposed place-based approach provides an opportunity to respond more effectively to issues affecting specific localities. By introducing additional enforcement powers, the Council and its partners will be better placed to intervene earlier with individuals whose behaviour is causing nuisance or harm, helping to reduce anti-social behaviour within parks, open spaces and other public areas.
- 2.5 A key risk identified relates to managing public expectations. Although the proposed order has been developed in consultation with Humberside Police, police capacity and competing operational demands mean officers will not be able to be present at all times or respond to every incident. This will need to be clearly explained through a communications strategy that sets out how the PSPO will be used, the role of partners, and the limitations of enforcement activity, so that expectations remain realistic and proportionate.

3. OTHER OPTIONS CONSIDERED

- 3.1 Anti-social behaviour demand in identified hotspot areas has previously been managed through a multi-agency approach, with all available tools and powers considered as part of the response. This approach will continue, however, the proposed PSPO will provide an additional enforcement power to address individuals engaging in behaviour prohibited by the Order. The proposed PSPO will therefore strengthen existing partnership arrangements and support a more targeted response to vehicle-related anti-social behaviour.

4. REPUTATION AND COMMUNICATIONS CONSIDERATIONS

- 4.1 Clear and ongoing communications will be essential to ensure that the public understand the purpose of the PSPO, the conditions it introduces and the practical limitations around staff availability and enforcement capacity. This will help manage expectations by making clear that the response to incidents will be considered alongside wider operational demands and assessed on the basis of threat, risk and harm.
- 4.2 The introduction of the new Order demonstrates the Council's commitment to using the full range of available tools and powers to improve safety, reduce anti-social behaviour and support the quality of life of people who live in, work in and visit North East Lincolnshire.

5. FINANCIAL CONSIDERATIONS

- 5.1 Any income generated through Fixed Penalty Notices will be retained by the Council. Where a Fixed Penalty Notice remains unpaid, additional legal costs may be incurred if further enforcement action is required.
- 5.2 Additional resources may be required to meet prosecution costs where Fixed Penalty Notices issued by North East Lincolnshire Council remain unpaid and legal proceedings are pursued through the courts.

- 5.3 Additional costs have been identified to support the development of the PSPO such as large metal signage for priority areas and metal vehicle inhibitor gates at key locations. This is to be financially supported by a successful funding bid to the value of £35k from the Office of the Police and Crime Commissioner of Humberside. This funding is not ring fenced to a fiscal year, it can be claimed against spend over a period of 2 years.

6. CHILDREN AND YOUNG PEOPLE CONSIDERATIONS

- 6.1 The introduction of a borough-wide PSPO to address nuisance vehicles, including illegal off-road motorbikes and e-scooters, is expected to have a positive impact on children and young people by helping to create safer, more welcoming public spaces. The misuse of these vehicles can place young riders at significant risk of injury, particularly where vehicles are used without appropriate training, safety equipment or insurance, and in locations not designed for motorised vehicles.
- 6.2 In line with a child-first approach, any enforcement activity involving children and young people will be proportionate, safeguarding-led and focused on prevention, education and engagement wherever possible. The proposed PSPO will also deliver wider benefits by reducing the fear, nuisance and safety concerns caused by illegal vehicle use, enabling children, young people and families to enjoy parks, open spaces, play areas and neighbourhood amenities more safely and confidently.

7. CLIMATE CHANGE, NATURE RECOVERY AND ENVIRONMENTAL IMPLICATIONS

- 7.1 The proposed PSPO is expected to have a positive impact on the local environment by helping to reduce the unauthorised use of off-road motorbikes, e-scooters and other nuisance vehicles within parks, open spaces and environmentally sensitive areas. Illegal vehicle use can cause damage to grassland, habitats, pathways and green infrastructure, contribute to noise disturbance, and adversely affect wildlife and biodiversity.
- 7.2 By discouraging these activities, the PSPO will support the protection and enjoyment of public open spaces, contribute to nature recovery objectives, and help maintain the quality and accessibility of local environments for residents and visitors. While the proposal is not expected to have a direct impact on carbon emissions or climate change, it will support broader environmental stewardship by reducing damage to natural assets and promoting the sustainable use of public spaces.

8. PUBLIC HEALTH, HEALTH INEQUALITIES AND MARMOT IMPLICATIONS

- 8.1 The proposed PSPO is expected to have a positive impact on public health by creating safer, quieter and more accessible public spaces that encourage walking, cycling, recreation and outdoor activity. The nuisance and intimidation associated with the illegal use of off-road motorbikes, e-scooters and other vehicles can discourage residents, particularly older people, families with young children and those with disabilities, from using local parks, green spaces and neighbourhood amenities. By reducing these behaviours, the PSPO will help improve perceptions of safety, support community wellbeing and encourage greater use of outdoor spaces for physical activity and social interaction.
- 8.2 In line with the Marmot principles of creating healthy and sustainable places and communities, the proposal will contribute to reducing health inequalities by improving

the quality of the local environment and ensuring that all residents can access and enjoy public spaces without fear, nuisance or avoidable risk.

9. CONSULTATION WITH SCRUTINY

- 9.1 Consultation with the Communities Scrutiny Panel will be undertaken on 3 September 2026. Any comments, observations or recommendations arising from the Panel's consideration of the report will be reviewed and, where appropriate, presented to Cabinet as part of its consideration of the proposal.

10. FINANCIAL IMPLICATIONS

- 10.1 Implementation costs, including signage and vehicle inhibitor measures in priority locations, will be funded from the £35k grant awarded by the Office of the Police and Crime Commissioner for Humberside.
- 10.2 Any income received through Fixed Penalty Notices will be retained by the council and reinvested into service delivery. However, as the level of income is uncertain, it cannot be relied upon as a funding source for ongoing costs. Unpaid Fixed Penalty Notices will be subject to the Council's debt recovery processes, with any associated costs needing to be managed from within existing resources.
- 10.3 The financial impact of the PSPO will be monitored on an ongoing basis to ensure that all associated costs and income are effectively managed as part of the Council's established governance processes.

11. LEGAL IMPLICATIONS

- 11.1 Section 59 of the Anti-social Behaviour, Crime and Policing Act 2014 provides local authorities with the power to make Public Spaces Protection Orders. PSPOs are intended to address anti-social behaviour or nuisance within a specified area where the behaviour has, or is likely to have, a detrimental effect on the quality of life of those in the local community. An Order may impose prohibitions or requirements on the use of that area where it is considered necessary and proportionate. The behaviour must be persistent or continuing in nature, unreasonable, and justify the restrictions imposed.
- 11.2 Consultation on the proposed Order has been undertaken and is summarised in the main body of this report.
- 11.3 A PSPO may be made for a period of up to three years. It may be extended where the Council is satisfied that doing so is necessary to prevent the relevant activities from recurring or to prevent an increase in the frequency or seriousness of those activities, in accordance with section 60 of the Act. Any future extension or variation should be supported by appropriate evidence, consultation, and evaluation.
- 11.4 The Council must carefully consider the duration of the Order and ensure that the restrictions are reasonable and proportionate having regard to the nature of the behaviour, its impact on the local community and the likelihood of recurrence if the Order is not made or subsequently extended. The final Order must ensure that each prohibition is drafted with sufficient clarity and precision so that those subject to the Order can reasonably understand what conduct is prohibited.

- 11.5 The PSPO will become enforceable once it has been made, publicised and brought into effect in accordance with the statutory requirements. Enforcement action should only be taken where there is evidence of a breach and where action is necessary and proportionate in the circumstances.
- 11.6 Any person who lives in, regularly works in, or visits the restricted area may challenge the validity of a PSPO in the High Court within six weeks of it being made. A challenge may be brought on the basis that the Council did not have the power to make the Order, to include particular prohibitions or requirements, or that the statutory process was not followed.
- 11.7 In accordance with section 70 of the Act, any byelaw that prohibits an activity regulated by a PSPO will have no effect in relation to the restricted area for the duration of the PSPO.

12. HUMAN RESOURCE IMPLICATIONS

- 12.1 There are no direct HR implications

13. WARD IMPLICATIONS

- 13.1 Applies to all wards within the Borough.

14. BACKGROUND PAPERS

- 14.1 Cabinet Report Public Space protection Order - 14th January 2026 [5.-Cabinet-Report-Public-Spaces-Protection-Order.pdf](#)

15. CONTACT OFFICERS

- 15.1 Stephen Jewell, Anti-Social Behaviour Team Manager, tel. 01472 324981
- 15.2 Paul Caswell, Head of Community Safety, tel. 01472 313131
- 15.3 Spencer Hunt, Assistant Director Safer NEL tel. 01472 325939

**COUNCILLOR JAMES SAWKINS
PORTFOLIO HOLDER FOR SAFER AND STRONGER COMMUNITIES**

PSPO Nuisance Vehicles

Consultation 2026



Proposal

A Public Spaces Protection Order, or PSPO for short, allows councils to put conditions to reduce Anti-Social Behaviour.

Based on reported incidents, complaints and public demand we are proposing that a PSPO is put into place across the borough of North East Lincolnshire in relation to nuisance vehicles.

This would allow the Police, PCSOs and authorised Council officers to deal more robustly with offenders. We have to consult on the introduction of a PSPO but we're keen to hear if key organisations and the community agree that these areas should be protected. This PSPO is only a draft and may be changed after consultation and some prohibitions, the restrictions we are suggesting, may well be changed or removed.

The proposed PSPO will provide officers with the power to enforce the listed prohibitions, and enforcement will be considered alongside other suitable legislation available to officers. The intelligence you provide will be essential in helping us direct our teams effectively. All information received will be reviewed as part of our operational tasking process, ensuring that resources are targeted towards areas of greatest concern.

This approach strengthens our ability to respond proactively and take meaningful action to address the issues identified in our communities. We would also be looking to introduce other restriction methods such as Vehicle Inhibitor Gates in certain locations based on feedback and intelligence.

Promotion

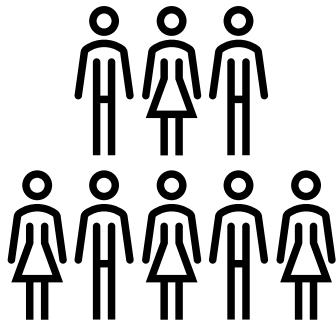
This consultation was promoted on various channels:

1. North East Lincolnshire's Have Your Say page
[Have your say | NELC](#)
2. The Consultation mailing list which reaches over 5,000 subscribers.
3. North East Lincolnshire Social Media Page
4. Press release
5. Parish Councils and Members

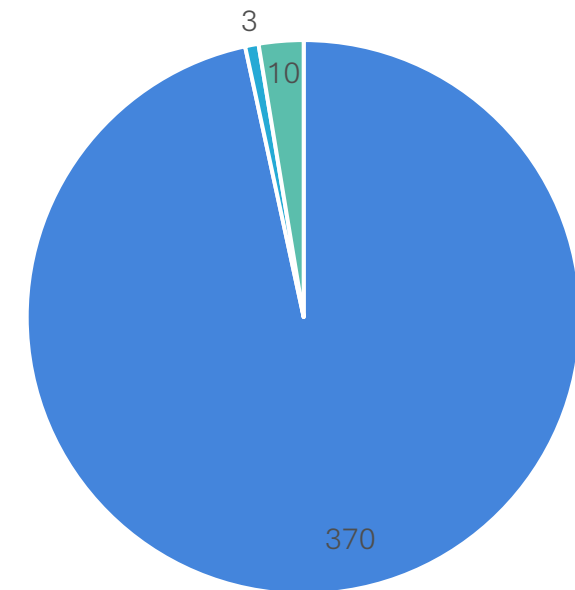
Participation

419 people took part in this consultation, 363 completed.

331 people responded as residents of North East Lincolnshire.



In general, do you believe that public places should be protected from Anti Social Behaviour & nuisance from vehicles across North East Lincolnshire?



■ Yes ■ No ■ Unsure

The PSPO is set to address persistent ASB from nuisance vehicles across the borough.

A fixed penalty notice may be issued to a person who breaches this order, offering them an opportunity of avoiding prosecution in the Magistrates’ Court by paying a Fixed Penalty of up to £100. A person who is found guilty of an offence in the Magistrates’ Court is liable on summary conviction to a fine not exceeding level 3 on the Court’s standard scale of fines (currently £1,000).

Proposed Conditions:	I support this	I do not support this	Total
Any unauthorised use of a mechanically propelled vehicle in or on footpaths, pavements, grass verges, parks & open spaces	95%	5%	331
Any performance of stunts (including but not limited to performing doughnuts, skidding, handbrake turns, wheel spinning)	96%	4%	328
Any sudden or excessive acceleration or braking	91%	9%	330
Racing involving two or more vehicles	97%	3%	330
Leaving engines idle for extended periods	82%	18%	331
Revving engine to cause a nuisance to people in the locality.	94%	6%	330
Sounding motor vehicles horns other than in accordance with the Highway Code in such a manner as to cause a nuisance to people in the locality.	94%	6%	329
Making or allowing excessive noise from an exhaust in such a manner as to cause a nuisance.	92%	8%	329
Returning to any specified area within 24 hors after being rejected to leave by an authorised officer due to them behaving in a manner causing or likely to cause harassment, alarm, distress, nuisance or annoyance.	95%	5%	330

Are there any other conditions relating to nuisance use of vehicles that you would like to see included?

From the comments, these were the key themes highlighted:

- Parking related issues
- The use of E-scooters
- Noise pollution from vehicles – Engines and loud music
- Speeding
- Car meets

Comments include:

- Parking/ waiting restrictions on double yellow lines in the vicinity of schools, as the cameras do not enforce on double yellow lines. This is in itself dangerous and inconsiderate. We have major issues with anti social/dangerous driver behaviours around schools at drop off and pick up times across the wider borough. There is not enough enforcement around schools.
- Parking on pavements when disabled people and prams have to go on the road to move around the vehicle that's parked on the pavement-it's dangerous
- Off road vehicles and e bikes or scooter should be banned from highway use, but area should be provided for recreational use.
- Restriction on disturbance from excessive noise from car sound system.
- Excessive speeds in residential areas.
- Gatherings of large numbers of cars as we see on the Sea front and car parks by The Taphouse/boating lake.

Demographic Questions

These are optional questions to help us understand who we are reaching and engaging with.

343 people took part in these questions.

- The top 3 wards that people responded from were Haverstoe, Park and Scartho.
- From 294 people, 43% of people said they are over the age of 60.
- From 327 people 50% said they identified as Man/boy.
- From 326 people, 92% said that their gender identify is the same as the sex they were assigned at birth.
- From 302, 80% said they identified as heterosexual/straight.
- From 301, 52% said their relationship status is married – other sex.
- From 323, 72% said they have a disability of which out of 112 people, 28% said they have a physical health condition.
- From 323, 46% said their religion is Christian.
- From 310, 90% said that they are White, English, Welsh, Scottish, Northern Irish, British.
- From 321, 87% said they had not been treated differently because of a protected characteristic.