

## SELECT SCRUTINY COMMITTEE

**Wednesday, 25 July 2018**

**6.00 pm**

**Committee Room 1, City Hall**

Membership: Councillors Gary Hewson (Chair), Bob Bushell (Vice-Chair),  
Chris Burke, Sue Burke, Helena Mair and Edmund Strengiel

Substitute member(s): Councillors Jim Hanrahan

Officers attending: Democratic Services and Simon Walters

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### A G E N D A

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#### SECTION A

Page(s)

1. Confirmation of Minutes - 12 December 2017

3 - 8

2. Declarations of Interest

Please note that, in accordance with the Members' Code of Conduct, when declaring interests members must disclose the existence and nature of the interest, and whether it is a disclosable pecuniary interest (DPI) or personal and/or pecuniary.

3. Exclusion of Press and Public

You are asked to resolve that the press and public be excluded from the meeting during the consideration of the following items because it is likely that if members of the press or public were present, there would be disclosure to them of 'exempt information'

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#### SECTION B

4. Lincolnshire Police - Lincoln Performance Overview

**To Follow**

A representative of Lincolnshire Police will present the performance overview to the Committee.

**[Exempt Para(s) 1, 2]**

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**SECTION A****Pages**

Members of the press and public are entitled to attend the meeting to observe the following items, which will not involve the disclosure of 'exempt information'

5. City Centre Intervention - Update

**11 - 36**

The attached report will be considered by the Executive on 23 July 2018. Simon Walters, Strategic Director of Communities and Environment, will provide the Committee with an update on the Executive's decision.

6. Lincoln Business Improvement Group - Update

**Verbal  
Report**

Yvette Hall, Security Manager, and Marion Cooney, Evening Economy Manager, will provide the Committee with a verbal report.

**Present:** Councillor Jackie Kirk (*in the Chair*),  
Councillor Gary Hewson, Councillor Bob Bushell,  
Councillor Edmund Strengiel, Councillor Tony Speakman,  
Councillor Thomas Dyer, Councillor Andy Kerry and  
Councillor Ric Metcalfe were in attendance

**Apologies for Absence:** None.

**7. Confirmation of minutes - 12 September 2017**

RESOLVED that the minutes of the meeting held on 12 September 2017 be confirmed.

**8. Declarations of Interest**

Councillor Eddie Strengiel wished to place on record that he lived close to the boundary of the proposed Western Growth Corridor site, but that he did not have a disclosable pecuniary interest in the matter.

**9. Exclusion of Public and Press**

RESOLVED that the press and public be excluded from the meeting during consideration of the following item of business because it was likely that if members of the public were present there would be a disclosure to them of 'exempt information' as defined by Section 100I and Schedule 12A to the Local Government Act 1972.

**10. Request to Call In an Executive Decision: Western Growth Corridor**

The Chair reported that a request for Call In of an Executive decision made at the meeting of the Executive on 30 October 2017 in respect of the Western Growth Corridor had been received.

The decision at that meeting was to approve an allocation from revenue contingencies and earmarked reserves of £332,956 of additional budget for commitments up to the end of 2017. The Chair emphasised that this was the decision that had been Called In and was the subject of consideration at this meeting.

The Chair invited the members presenting the request, Councillor Andy Kerry and Councillor Tom Dyer, to address the Committee regarding their request to Call In the decision made at the meeting of the Executive on 10 October 2017 in respect of the Western Growth Corridor. A copy of the Call In request form was appended to the report.

Councillor Kerry referred to the Call In request form and made the following points in support of the Call In:

- in his view, there had been insufficient consultation, particularly in relation to issues regarding highway provision and management of works as to how this would impact the local population and the road infrastructure. This

meant that members and residents had not had an opportunity to put forward their concerns;

- it was unclear what impact there would be as a result of vehicle movements when work commenced on the site, which he felt would be considerable in view of the significant number of heavy goods vehicles that would need to carry goods on and off the site. He raised the necessity of the flood plain being at an adequate level as a contributing factor to this anticipated heavy goods traffic, highlighting that normal site traffic would also impact negatively on the local infrastructure;
- initial plans had included a link to the A46 and a proposed business park, but he understood that this element had been shelved with the A46 link taking place at completion of the project rather than feature at its commencement. This could cause an inconvenience for local people throughout development of the entire project;
- the existing infrastructure, such as Birchwood Avenue roundabout for example, could not currently cope with demand by local traffic;
- he understood that a significant landowner had changed their position in relation to the scheme which was a key reason as to why consultation events had been cancelled;
- he felt that there had been no real consultation on changes to the proposed project or plans and how local people would be affected;
- it was premature to progress with the Western Growth Corridor project as the risk assessment and transport assessment was currently unclear. He understood that Highways had required a new traffic assessment to be undertaken, which he agreed with. Councillor Kerry was therefore of the view that insufficient consultation would have taken place, without this assessment having been carried out, analysed and consulted upon with major stakeholders and any interested parties;
- the costs stated in the Executive report regarding the A46 link could vary considerably, which was a huge risk to the Council considering the large amount of public funding associated with the project. He acknowledged that the project could not continue to move forward without investment;
- the proposal left the Council holding all of the financial burden, with other partners waiting to see whether anything would progress before committing themselves. He therefore questioned the viability of the project and what it would take for other partners to commit into it, stating that this was not just a City Council project. Councillor Kerry saw this as an unacceptable risk to the Council, with other landowners and partners also needing to share the risk;
- in his view, Railtrack posed another significant risk to the project with regard to potentially refusing permission to include rail crossings resulting in the need for at least one new bridge, which he anticipated would be another cost for the Council to pay, with no other contributors identified in the interim;
- there was nothing in the Executive report regarding the other options considered and he would have liked to have seen some rationale as to why other options had been rejected and why the option agreed by the Executive was the safest option;
- until negotiations had taken place with all landowners, including Railtrack, and reached a satisfactory conclusion and until the results of the traffic assessment had been properly analysed and consulted upon, Councillor Kerry was of the view that the Executive's decision should be put on hold as it would place the Council at an unacceptable level of risk.

Councillor Dyer made the following points in support of the Call In as the second signatory:

- he echoed the point made by Councillor Kerry regarding one of the landowners and the financial impact this would have on the Council should they not change their current position;
- all of the risk associated with the project rested with the City Council;
- no other alternatives were outlined in the Executive report so it was not clear what other options had been considered;
- he referred to a comment made at the meeting of the Executive where a member had said “we have come this far so we must go on”, which he felt was a rather bold statement to make.

The Chair clarified the reasons for Call In, as set out on the Call In request form, and noted the suggested outcome as follows:

“That having due regard to the forthcoming result and interpretation of the transport assessment that any decision on progressing this project is deferred until all needs and risks are available for review.”

Committee members asked questions of Councillors Kerry and Dyer and the following points arose from the discussion:

- the only decision made by the Executive subject to Call In was in relation to financial contingency for work already carried out in 2017. The concerns expressed had been addressed in that the planning application was on hold until an informed decision could be made following the outcome of transport modelling, as per the Executive report. Councillor Kerry responded and confirmed that the Call In was submitted on the basis of spend, but provided further explanation regarding the project in its totality by way of supporting the reasons for Call In;
- in view of the Call In relating to a decision about allocating funding, a question was raised as to whether the Call In was essentially asking for payment not to be made for the works carried out. Councillor Kerry confirmed that this was correct;
- this Committee was not the right place to discuss whether the Western Growth Corridor should go ahead or not, or the details relating to any aspect of the development other than the matter relating to the Executive decision made on 30 October. The decision related to meeting existing commitments and the Executive agreed to meet these commitments from revenue contingencies and earmarked reserves. Councillor Dyer explained that the report associated with the decision did not include sufficient details relating to the other options or alternatives considered. Councillor Kerry made the point that he was not against the Western Growth Corridor, but did not agree with the level of risk placed on the Council;
- noting that the additional funding covered ‘known costs’, a question was raised as to why these costs had not been budgeted for in the first instance. The financial cost and risk to the Council were two areas of concern that a member of the Committee shared with Councillors Kerry and Dyer;
- the risk had already been taken prior to this decision in that the additional money had already been committed, which was reflected by the Executive’s decision to allocate additional funding from elsewhere.

The Chair invited Councillor Ric Metcalfe, Leader of the Council, to respond to the Call In request.

Councillor Metcalfe made the following points in response to the Call In:

- it was absolutely right for members to want to have more information about such an important development for the city. The Council's minority political group had been offered the opportunity to have a briefing on these matters so that the correct position and context could be better understood;
- member briefings had been held at regular intervals on the Western Growth Corridor in view of it being a very large but fast-moving project. Members were therefore kept fully informed of the latest developments relating to the Western Growth Corridor;
- if the Call In was in relation to a decision by the Executive which sought to progress with the project in advance of not having resolved the issues highlighted by Councillor Kerry, then it would make sense. The decision by the Executive was in fact to continue to cash flow the project so that all of these matters could be resolved prior to a decision being taken on the future of the proposed development. He highlighted that this final decision would be taken by all members of the Council and not the Executive;
- by resolving these current matters and allocating the funding as per the Executive's decision kept the project alive. The site was a good example of a site where development could take place and one which the market itself had been reluctant to take risks with. This development was needed in Lincoln and it was only the Council's willingness to make it successful, where the market had failed, that was keeping it going;
- significant projects such as the transport hub, driven by the City Council, always had an element of risk associated with them;
- the decision was not about insufficient consultation, highlighting that there would be a great deal more consultation taking place in due course. The decision was also not about the merits of the proposed development but was solely a decision the Executive took to keep the project progressing.

Kate Ellis, Strategic Director of Major Developments, provided members with some information in response to the points made by Councillors Kerry and Dyer when introducing the Call In:

- the Council considered the risk element of the Western Growth Corridor when it approved the budget in April 2016, enabling the Council to take forward development to the point of a planning application and agree contributions from other landowners. That was the point where the budget for the Western Growth Corridor was originally approved;
- the additional £332,956 would cover up to the end of 2017 to pay for the work outlined in the Executive report;
- to get to planning application submission stage on the basis of there being no significant changes to the master plan following the transport assessment and associated works, it would cost in the region of £600,000. If the transport assessment identified a significant change, such as the requirement to link with the A46, a lot more work and financial resource would be needed to reach planning application submission stage. It was important to note that these costs were not costs associated with the development of the site, but solely the cost of getting to a point where a planning application could be submitted;
- information regarding highways and the impact the project would have on local infrastructure was included in the consultation materials, so the

Council had not insufficiently consulted with people on this point. The amount of fill-in required to raise the platform for the flood plain and any associated traffic movements as a result of that work had also been analysed, so officers did have an understanding as to what this would translate to in respect of construction traffic on and off site. With regard to waste removal, this would be dealt with on-site so this aspect of the development would not incur additional traffic;

- workshops and consultation events were stopped following the County Council informing the City Council that the highway model it used to assess transport would be changed. It was proposed that those workshops and consultation initially planned would continue following the results and analysis of the transport assessment, traffic impact and modelling works. This would all be undertaken prior to any decision taken by all members of the Council on the proposed development of the Western Growth Corridor.
- an all member briefing would be held before public consultation on these matters.

It was noted that the Strategic Director had a number of other financial points to make in response to the statements made by Councillors Kerry and Dyer, but it was agreed that they should be made outside of the meeting.

The Chair asked the Committee to consider whether the request for Call In should be approved or refused.

It was proposed and seconded that no further action be taken and the request for Call In be refused.

The all member briefing prior to going out to public consultation would provide an opportunity for all members to be better informed.

RESOLVED that the request for Call In be refused on the basis that a full member briefing would be held prior to going out to public consultation and that any decision on progressing the project had effectively been deferred until all needs and risks were available for review, which had been submitted as the suggested outcome in the request for Call In form.

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**SUBJECT: EXCLUSION OF THE PRESS & PUBLIC**  
**DIRECTORATE: CHIEF EXECUTIVE & TOWN CLERK**  
**REPORT AUTHOR: CAROLYN WHEATER, MONITORING OFFICER**

**1. Purpose of Report**

- 1.1 To advise members that any agenda items following this report are considered to contain exempt or confidential information for the reasons specified on the front page of the agenda for this meeting.

**2. Recommendation**

- 2.1 It is recommended that the press and public be excluded from the meeting at this point as it is likely that if members of the press or public were present there would be disclosure to them of exempt or confidential information.

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**SUBJECT: CITY CENTRE INTERVENTION PROJECT**

**DIRECTORATE: COMMUNITIES AND ENVIRONMENT**

**REPORT AUTHOR: SIMON WALTERS, STRATEGIC DIRECTOR OF COMMUNITIES AND ENVIRONMENT**

## **1. Purpose of Report**

- 1.1 To gain Executive's approval for the allocation of a maximum of £61k for a twelve month period for the purposes of commissioning a City Centre Intervention team to build on the co- location of the PPASB team and City Centre policing team within City Hall. This team will include an Outreach worker, administrative officer to support the team directly and also the inclusion of project commissioned from the third sector to build up a clear picture of the issues facing those people presenting in the city centre with an objective of providing evidence to secure longer term funding.

## **2. Executive Summary**

- 2.1 Evidence shows that incidents of anti-social behaviour related to addiction to drug and/or alcohol are increasing in the city centre area. A City-wide Strategy Group has defined a framework for intervention designed to offer support to those in need. The objectives of the Strategy Group and the strands of activity are reproduced in Appendix A.
- 2.2 This report refers to one of the three key priorities within this framework – outreach and enforcement. The primary objective of this strand will be to encourage vulnerable clients into support, but for those who reject support and continue to aggressively present in the city centre, intervention may be required. All enforcement will be appropriate to the situation and focus on behaviour that demonstrates criminality and harm to the community. This is not a project about tackling rough sleepers, although there is some cross over in the cohort. This project is about tackling those individuals who are aggressively presenting in the city centre and by their behaviour causing intimidation. Some are rough sleepers, but many are not and have accommodation.
- 2.3 The focus of this report is on the creation of a multi-partner team designed specifically to tackle the issues identified and in particular on the funding of this team.

## **3. Background**

- 3.1 It is recognised that the city centre area has increasing incidents of anti-social behaviour related to addiction to drug and/or alcohol and increased number of

incidents of begging. Following the creation of a citywide Strategy Group in late 2017, we are now in a place to take forward plans for implementing an intervention.

The overall vision is that there will be “No incidence of begging, rough sleeping, illegal drug taking or drunken behaviour in the Public Space Protection Order area or its adjacent areas”

3.2 The Strategy Group defined a framework with the overall objectives of:

- Maintain public safety and reduce the risk of further victims in the city centre
- Reduce further harm (including risk of death) to those living with alcohol/drug addictions or who are living on the streets of Lincoln city centre.
- Reduce the potential for those living with addictions or sleeping rough from being exploited
- Ensure partner actions are as co-ordinated, streamlined, joined up as possible and in doing so, ensure such actions do not inadvertently increase crime or hate
- Working with businesses, maintain the positive reputation of the city as a regional shopping and visitor destination and so support the local economy to expand

3.3 As part of the evidence collected during the formation stages of the framework, a number of measures identified the key issues:

- Over a 9 month period in 2016 there were 330 incidents reported to the police, in 2017 this had risen to 499 incidents of begging, rough sleeping and addiction related ASB
- Towards the end of the 2017/18 year - in February and March 2018 alone there were 106 calls to the police – a number of which were from concerned members of the public worried about the health of those individuals they had witnessed on the streets
- In Q1 (April to June) of 2018/19 we have seen further dramatic increases in calls for service with a total of 243 calls in the three month period – relating to begging, rough sleeping and addiction related ASB
- In addition, in almost the same period March to mid-June 2018 – City Council statistics reveal that across our wider stock - including car parks and public toilets there have been a further 259 incidents – relating to drink, drugs rough sleeping and ASB
- Operation Applaud (an information matching exercise across police, ASB, Addaction, YMCA, P3, Framework) revealed in December 2017, 174 individuals who have been rough sleeping in the city centre over last couple of years and the extent of their engagement with support agencies

- Bailgate Guild are reporting begging several times day most days during the warmer weather and this is indicative of the situation in the city centre also

#### 4. The Multi-disciplinary team

4.1 The intervention framework developed has three key strands of action but this report focuses on the intervention that is the third strand - Outreach and Enforcement.

**Managing the demand for services** – Understand the link between, and level of, persistent begging, rough sleeping, illegal drug taking or drunken behaviour within the city centre. Assess where these individuals are presenting from within city or from elsewhere and their impact on the demand for housing and addiction support services. Sensitively explore positive ways to reduce such demand.

**Opening up the supply of support services** – Recognising each case is a vulnerable person, explore ways for such vulnerable people to access the support they need. To actively remove barriers preventing access to existing services as well as looking at increasing the capacity/capability to tackle demand i.e. co-ordinating the resources of a range of agencies

**Effective Outreach and Enforcement** – The primary objective will be to encourage each vulnerable person into support. But for those who have rejected support and continue to aggressively present in the city centre, it will require intervention. All enforcement will be appropriate to the situation and focus on behaviour that demonstrates criminality and harm to the community.

#### 4.2 The concept of a multi-disciplinary intervention team

To maximise impact, a multi-disciplinary team is required to address the multiple issues likely to be encountered as part of outreach and enforcement work within the city centre Public Space Protection Order area.

The concept is to locate the team, drawn from a range of agencies, together in City Hall and ensure it consists of:

- Anti-social Behaviour and Public Protection Team
- City Centre policing team
- Addiction outreach worker
- General support outreach worker
- A Befriending service (still subject to consultation on the best way to achieve this)
- Admin support

It would have been ideal to have included an additional mental health outreach worker – but this is looking unlikely in the short term.

- 4.3 The intervention team is not directly related to homelessness but instead is designed to tackle issues of begging and addiction fuelled ASB. In some cases the vulnerable person *is* homeless, but in many cases they are not – they just choose to locate themselves in the city centre as this is where their social network is and where they can more easily feed their addiction.

The City Centre Intervention Team will be focussed on immediate front line intervention - operating in day time hours to complement the activities of the other key project on street homelessness which will primarily work with night time clients. Note - it is not the same team and objectives differ significantly. Much of the time will need to be spent out with clients, so will need to mirror the times they are around. Primarily there is a need for an outreach worker to work with the PPASB team and Police to make street contacts and referrals as necessary. The team will not only tackle the issues within the PSPO area, but also the same behaviours within some of the public spaces such as City Council car parks on the periphery of the PSPO area.

It is envisaged that the co-location of the PPASB team and Police will be a long term arrangement. However, the rest of the team will be on shorter term secondments. As the interventions within the separate MHCLG bid (which focus on stemming the flow of homeless people into Lincoln) are implemented, then the volume of cases will reduce to those individuals who are not homeless but due to their addictions are causing ASB in the city centre. The size of the team and core skills required will therefore be kept under review. The team will initially be in place for 12 months

#### 4.4 **What is in place already**

Work is already underway to create the nucleus team within City Hall. The CoLC PPASB will form the basis of the team with Lincolnshire Police who have agreed to relocate the City Centre policing team to City Hall. Physical works have been completed to the office to allow relocation.

As the PPASB Team will be a key partner in delivering this intervention, it is proposed that dedicated PPASB resource will be given to the project. This is likely be an officer for 2.5 days per week. As such this project will be given a degree of priority over some routine service requests, which is felt necessary in order to ensure that such a key project has the best chance of succeeding. The possible consequence of this is that some lower level work may be redistributed amongst the PPASB team or wider teams, which could lead to a slightly longer response time, or occasionally a decision not to action. This would always be risk based and largely dependent upon overall demand on the service. The PPASB admin team will as always ensure that customers are made aware of likely response time frames in order to manage expectations appropriately.

The City Council is sourcing administration support for the project, partly from the PPASB team, partly from a corporate resource and partly from additional support from the Police. The admin officers will support the team develop the full project plan, help co-ordinate activity, keep up to date the list of known vulnerable individuals presenting themselves in the city centre and provide appropriate data from sensitive police databases when needed.

#### 4.5 **What else is needed**

In order to complete the team there ideally needs to be:

A Specialist outreach worker tackling addiction issues -The team needs a specialist addiction outreach worker from Addaction, who can support those cases with serious addiction issues - and explore pathways to ensure referrals are fast tracked into support. This outreach worker would need to be based with the joint City Centre Team to maximise the results.

The proposal is for a secondment from Addaction at a cost of £40k + up to £5k expenses

A Generic Outreach worker – an individual who would offer a mix of administration support and general outreach work, building relationships with vulnerable individuals in the city centre and encouraging them into a support pathway based on their needs. For serious issues encountered, they would be able to call on the specialist outreach worker from Addaction.

The proposal is for Lincoln BIG to supply an experienced resource at a cost to them of £10k, with a £5k contribution from the City Council and £5k from the Clinical Commissioning Group

Befriending service: Someone to help vulnerable individuals with chaotic lifestyles to navigate the system. The concept here is that a befriender will work with individuals to ensure they attend medical appoints, addiction/mental health meetings etc. to help support them to “stay in the system” in the early stages of an intervention. This prevents a cycle of outreach worker making initial appointments and then it ‘falling apart’ as the individuals forget appointments etc. At the time of writing this report this model is still being developed and so it is envisaged this may be added to the team at a later date, once the operational issues have been resolved.

Longer term Research project: led by Development Plus who are experienced with the client groups the scheme would be to undertake a targeted piece of work, talking directly to the client group identified namely those individuals who frequent the streets of the City Centre, in particular those who are either causing ASB or are under the influence of drugs that do have a fixed abode but choose not to recognise this. Development Plus might be able to arrange for referrals to take place straight away if appropriate support is available, but ultimately the aim is to collate enough information/case studies to develop a future project which would have the participant at the centre, supported directly by a 1-1 coach/mentor and then a number of additional support providers that collectively offer a rounded/holistic package enabling the participant to move forward in a productive manner. This research would enable the city centre Strategy Group to base a longer term intervention on the findings of this research

The cost of this research project is £10,732

#### 4.6 **Next steps**

Action plans are currently being drawn up and as well as the interventions already described will include:

- Exploring delegation of defined police powers for specific topics to agencies working in the city centre including the City Councils PPASB team (this would be subject to another report to Executive prior to commencement)
- Utilising the city centre CCTV system to identify key areas for outreach/enforcement work to better target on the ground resources
- Implementing a communications campaign from late summer of 2018
- Engaging with the magistrates association to raise awareness of the strategy and to encourage them to support the use of positive requirements during sentencing
- Exploring further longer term funding opportunities

#### 4.7 Timeframes

The focus is on bringing a team together from August 2018 on a one year pilot basis.

Key to this timescale will be the recruitment/allocation of the various proposed team members.

### 5. Strategic Priorities

#### 5.1 Let's drive economic growth

The project is not targeting growth, but good results will mitigate the risks of losing both retail customers and tourists, if the increased incidents of ASB in the city centre are not reduced.

#### 5.2 Let's reduce inequality

There should be positive effects on those people that we are able to engage with and bring into support situations. Enforcement is the final resort not the initial action – and will be proportionate to the crime or where ASB is present.

#### 5.3 Let's deliver quality housing

There will be strong links and cross referrals between the team and the “sister” projects tackling rough sleeping and homelessness generally

#### 5.4 Let's enhance our remarkable place

There will be a definite improvement to both the actual and perceived safety levels of residents/visitors and workers in the city centre. The future of our vibrant city centre depends on our ability to take it forwards in a positive way – distinguishing Lincoln from other areas.

#### 5.5 High performing services

The performance of our PPASB team will be much improved through closely aligned working with key partners. Also any evidence gained as a result of data analysis will support future activity



## **6. Organisational Impacts**

### **6.1 Finance (including whole life costs where applicable)**

- 1) Specialist outreach worker – cost of £40k plus up to £5k expenses, to be covered by CoLC
- 2) Generic Outreach worker – cost of £20k to be covered by Lincoln BIG (£10k); City Council (£5k) and the Clinical Commissioning Group (CCG) (£5k)
- 3) Research project – Cost £10,732

The City Council are taking the lead with the Police and Lincoln BIG on bringing this team together. The maximum cost of £61k for this one year pilot scheme will be funded from the additional resource set to be achieved from the Business Rates Retention Pilot 2018/19.

### **6.2 Legal Implications including Procurement Rules**

There is likely to be a need to develop a separate Information Sharing Agreement for this project

Procurement of the Outreach worker will be through the existing contract between LCC and Addaction.

The long term research project is a direct approach to Development Plus, utilising the specialist skills they have in dealing with related client groups

This project will also potentially have an implication on legal services, both in relation to the delegation of police powers for city council officers and for any inevitable enforcement of powers. This will be the subject of a further report prior to implementation.

### **6.3 Land, property and accommodation**

To accommodate the full team, the use of room 501, adjacent to the existing PPASB team, will be arranged for the project for the period of a year.

### **6.4 Human Resources**

If defined Police Powers are delegated, this will need to be considered as part of the role description and for risk assessments, hence as noted above would be subject to a further report prior to implementation

### **6.5 Equality, Diversity & Human Rights – a full EA has been completed (Appendix B)**

## **7. Risk Implications**

### **7.1 (i) Options Explored – to do nothing = not acceptable**

Just take immediate enforcement action – not considered as appropriate. Many of the cohort involved live chaotic lifestyles that means that they do require support and this must be offered first. Enforcement activity will be

the last resort for non-engagement and only when there is ASB/criminal activity occurring.

- 7.2 (ii) Key risks associated with the preferred approach
1. Inability to achieve sufficient funding – addressed through this committee report
  2. Timing - project ready to start – could come too late in the year, although as a yearlong project experience will be gained over the quieter autumn and winter months ready for spring/summer 2019. It is still anticipated the team will have effect from August 2018.
  3. Activity doesn't have the desired effect – the project will be kept under constant review and its strength is the flexible approach used. If issues are experienced then the intervention will be changed
  4. No engagement from vulnerable people. Should this occur and ASB results then enforcement action will be taken. Indeed the PPASB team are currently preparing 8 cases for court for individuals who are causing ASB and not engaging with support agencies.
  5. Inadvertent increase in crime elsewhere. Again this will be kept under review and the geographical remit of the team review accordingly
  6. Reputational risks to all partners if public fail to understand the nature of the intervention. This is unlikely as the focus is very much on support for the individuals targeted with enforcement a last resort.

## 8. Recommendation

8.1 Executive is asked to consider the report and approve the creation of a multi-agency team and the allocation from the Business Rates Retention pilot 2018/19 monies, of:

- i) A maximum of £45k for an addiction outreach worker for a period of 12 months
- ii) A maximum of £5k as a contribution to the administrative support/general worker for the project, in partnership with Lincoln BIG
- iii) A maximum of £11k for the research project delivered by Development Plus which will form the evidence base for a longer term intervention through the city centre strategy group

**Is this a key decision?** No

**Do the exempt information categories apply?** No

**Does Rule 15 of the Scrutiny Procedure Rules (call-in and urgency) apply?** No

**How many appendices does the report contain?** Two – Strategy charts and EA

**List of Background Papers:**

None

**Lead Officer:**

Pat Jukes, Business Manager, Corporate Policy  
Telephone (01522) 873657

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CITY OF  
*Lincoln*  
COUNCIL

# City Centre Issues – an Intervention Framework

Simon Walters, DCE

Together, let's deliver  
Lincoln's ambitious future



# Vision and objectives

## VISION:

**No incidence of begging, rough sleeping, illegal drug taking or drunken behaviour in the Public Space Protection Area (and adjacent areas)**

22



Together, let's deliver  
Lincoln's ambitious future



[www.lincoln.gov.uk](http://www.lincoln.gov.uk)

# Vision and objectives

## OBJECTIVES

Maintain public safety and reduce the risk of further victims in the city centre

- Reduce further harm (including risk of death) to those living with alcohol/drug addictions or are begging on the streets of Lincoln city centre
- Reduce the potential for those living with addictions or begging or sleeping rough from being exploited
- Ensure partners actions are as co-ordinated, streamlined, and joined up as possible
- Maintain the positive reputation of the city as a regional shopping and visitor destination and so support the local economy to expand



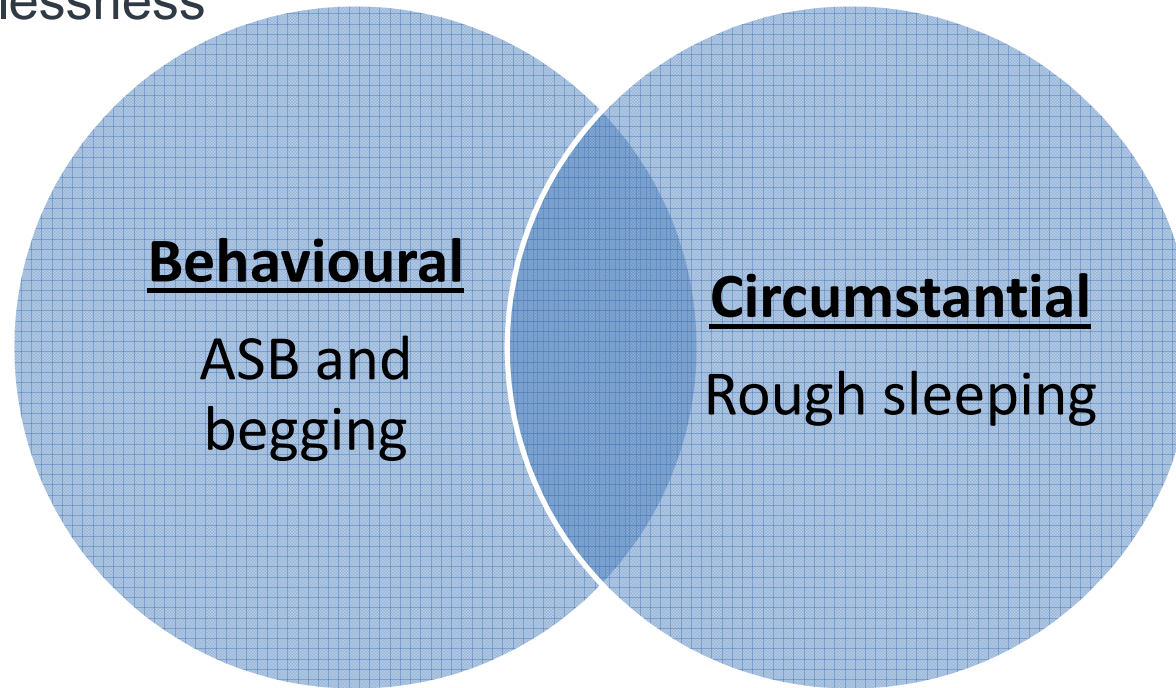
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Lincoln's ambitious future



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# Two inter- related issues

The overall programme aims to tackle Begging and addiction fuelled ASB, although the Venn diagram below shows that there is an overlap with homelessness



Not all “homeless” people begging on the streets are actually homeless  
Not all rough sleepers are causing ASB or criminal behaviour





# The Strategy Group

The Strategic Group brought together in 2017 includes partners from:

- Active Faith
- City of Lincoln Council
- Clinical Commissioning Group
- Lincoln Business Improvement Group
- Lincolnshire County Council
- Lincolnshire Partnership Foundation Trust
- Member of Parliament for Lincoln
- Police
- Police and Crime Commissioner
- Public Health

25



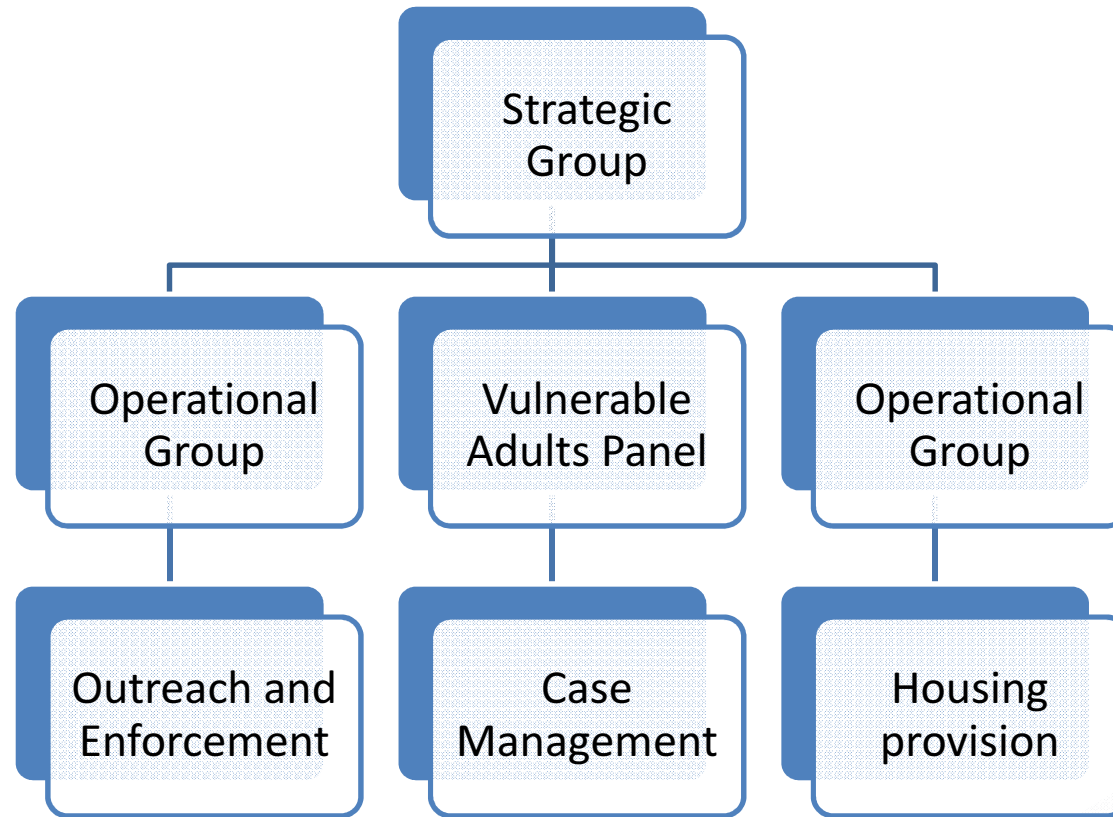
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# The Strategy Group

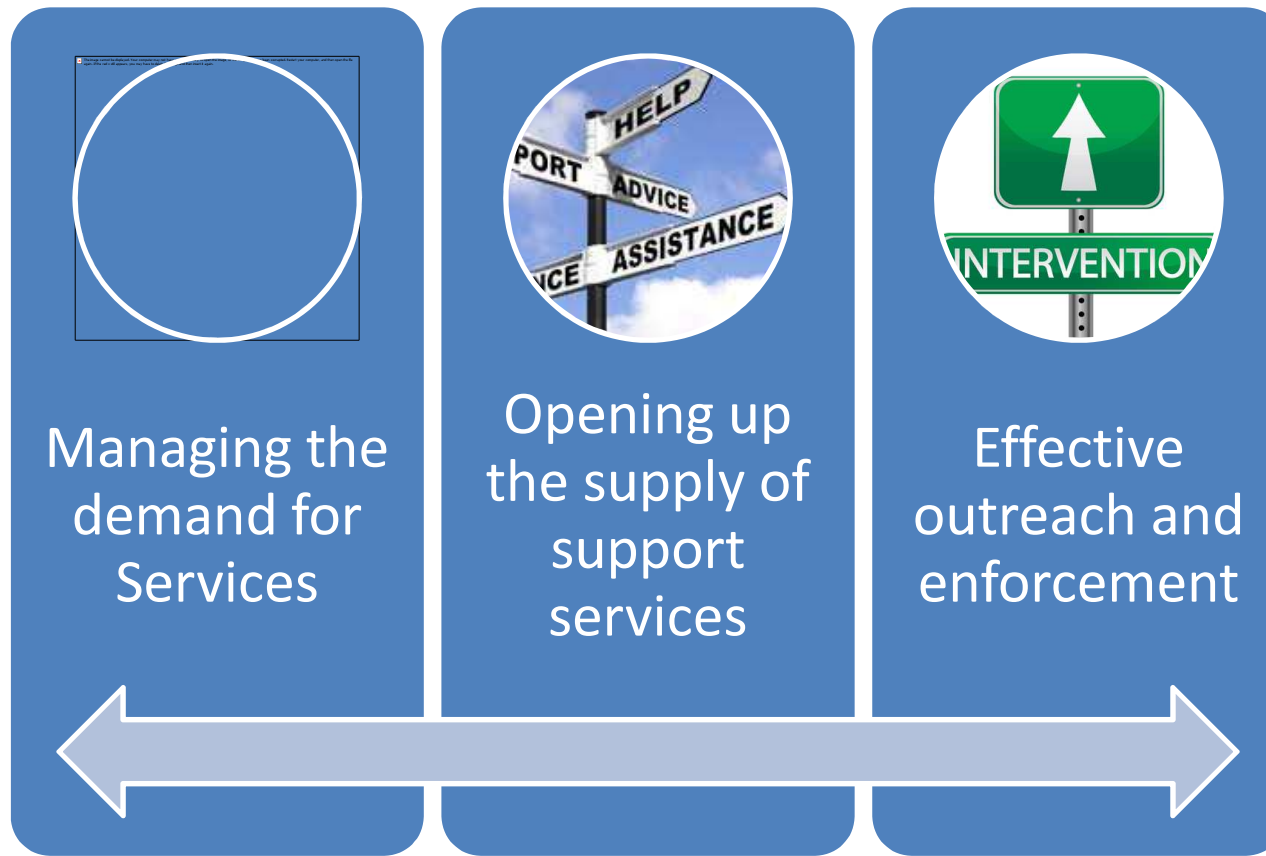
The governance arrangements are:



26



# There are three strands of activity



# Managing the demand for services

## Focus to be placed on:

- Understand where demand is coming from and reduce it- be it rough sleepers or beggars/ vulnerable addicts converging on the city centre

## For rough sleepers:

- Reconnect them with their home town/city quickly or if from Lincoln - into support
- Work with partners to increase day time provision

## For begging and addition fuelled ASB:

- Launch a diverted giving scheme
- Work with police to tackle presence of drugs in city centre



# Opening up the supply of support services



**Focus to be placed on opening out access to support - exploring ways for vulnerable people to access the support they need by:**

- Work with the Social Impact Bond (Action Lincs) to ensure rough sleepers are in support
- Development of a Vulnerable Adults Panel
- Seek funding to commission drug, alcohol and mental health outreach work
- Ensure the pathway into support is speeded up
- Undertake “buddying” work to help individuals engage properly with the agencies there to help

29



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# Effective Outreach and Enforcement



**Focus to be placed on** encouraging vulnerable persons into support. But as a last resort... enforcement will focus on behaviour that demonstrates criminality and harm to the community.

30

- Communications campaign to launch the overall strategy
- Exploring the delegation of police powers
- Creation of a multi- agency City Centre team starting with the co-location of the PPASB and Police teams at City Hall
- Utilisation of the new CCTV system to target resources
- Co-ordinated “outreach and enforcement” days of action
- Engage with magistrates association to support the use of positive requirements during sentencing



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# Rough Sleeping Grant from MHC&LG

In addition, we have received just under £377,000 to be spent before the end of March 2019 and have been invited to bid for further funding for 2019/2020

In summary we have received funding for :

- A Rough Sleeper Co-Ordinator and 2 specialist Housing Options Officers (CoLC)
- An additional Outreach Worker (P3) and a specialist Addiction and Mental Health Worker to work alongside the Outreach Team
- Additional funding for the YMCA to extend the opening hours of the night-shelter
- Recommissioning of the Cornerhouse project for rough sleepers with complex needs

The focus is to prevent the flow of rough sleepers into Lincoln, reconnection, emergency accommodation, specialist outreach support, specialist supported accommodation and prevention of future rough sleeping



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# Our four strategic priorities

Let's drive  
economic  
growth

Let's reduce  
inequality

Let's deliver  
quality  
housing

Let's enhance  
our remarkable  
place



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**SECTION A**

**APPENDIX B**

<p>Name of policy / project / service</p>	<p><b>City centre intervention – Outreach and Enforcement Project</b></p>
<p>Background and aims of policy / project / service at outset</p>	<p>It has been recognised that the city centre area has increasing incidents of anti-social behaviour related to addiction to drug and/or alcohol. Following the creation of a citywide Strategy Group in late 2017, we are now in a place to take forward plans for implementing an intervention contributing to the overall framework of action.</p> <p>The overall vision is that there will be “No incidence of begging, rough sleeping, illegal drug taking or drunken behaviour in the Public Space Protection Order area or its adjacent areas”</p> <p><b><u>Effective Outreach and Enforcement</u></b> – The primary objective will be to encourage each vulnerable person into support. But for those who reject support and continue to aggressively present in the city centre, it will require intervention. All enforcement will be appropriate to the situation and focus on behaviour that demonstrates criminality and harm to the community.</p>
<p>Person(s) responsible for policy or decision, or advising on decision, and also responsible for equality analysis</p>	<p>Simon Walters is the Sponsor Director and thus responsible for the project direction. A permanent project manager has yet to be appointed.</p>
<p>Key people involved <i>i.e. decision-makers, staff implementing it</i></p>	<p>Frances Bell – PPASB and Licensing Manager          PPASB team member – TBC          Pat Jukes – acting Project manager</p>

**SECTION B** This is to be completed and reviewed as policy / project / service development progresses

	Is the likely effect positive or negative? (please tick all that apply)			Please describe the effect and evidence that supports this and if appropriate who you have consulted with*	Is action possible to mitigate adverse impacts?	Details of action planned including dates, or why action is not possible
	Positive	Negative	None			
Age			X	Evidence has been gathered on the number of incidents happening which has led to this intervention. The focus is on ASB which could be from any group. However, there are more males in this category than females. We do not currently have an age breakdown of likely clients, although this is available through Police data. Over a 9 month period in 2016 there were 330 incidents reported to the police, in 2017 this had risen to 499 incidents of begging, rough sleeping and addiction related ASB. In February and March 2018 alone there were 106 calls to the police. Operation Applaud (an information matching exercise across police, ASB, Addaction, YMCA, P3,	Yes/No/NA	We do recognise that should we come across vulnerable people with mental health problems – especially under the age of 25 and over 50 – we will follow the directed routes for support
Disability including carers (see Glossary)	YES				Yes/No/NA	Intervention will help those with long term mental health issues to access support that they need.
Gender re-assignment			X		Yes/No/NA	We recognise that this could be a contributing factor to the lifestyle choices of some and if identified as such the team will signpost individuals in the correct direction.
Pregnancy and maternity			X		Yes/No/NA	
Race			X		Yes/No/NA	
Religion or belief			X		Yes/No/NA	

Sex			X	Framework) revealed 174 individuals who have been rough sleeping in the city centre over last couple of years and their extent of engagement with support agencies	Yes/No/NA	
Sexual orientation			X	In Q1 (April to June) of 2018/19 we have seen further dramatic increases in calls for service with a total of 243 calls in the three month period – relating to begging, rough sleeping and addiction related ASB.	Yes/No/NA	We recognise that this could be a contributing factor to the lifestyle choices of some and if identified as such the team will signpost individuals in the correct direction.
Marriage/civil partnership			X		Yes/No/NA	
Human Rights (see page 8)	YES – Freedom from degrading treatment	YES – Freedom of Assembly and association		There will be positive effect on a number of vulnerable adults currently needing support for addiction. However, the project does have the impact of stopping a few individuals from <b>living the life they choose</b> – where ASB is a part of it. We recognise that this action could be considered to have both positive and negative Human Rights impacts:- e.g. 1) Positive - Freedom from degrading treatment 2) Negative – Freedom of assembly and association	Yes	An outreach worker will support individuals causing ASB in the City centre, helping them get appropriate help. If this is refused and there is no engagement, then ultimately enforcement may occur. We will ensure that any actions taken will respect Human Rights

Did any information gaps exist?	Y/N/NA	If so what were they and what will you do to fill these?
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### SECTION C

#### Decision Point - Outcome of Assessment so far:

Based on the information in section B, what is the decision of the responsible officer (please select one option below):

Tick here

- **No equality or human right Impact** (your analysis shows there is no impact) - sign assessment below
- **No major change required** (your analysis shows no potential for unlawful discrimination, harassment)- sign assessment below
- **Adverse Impact but continue** (record objective justification for continuing despite the impact)-complete sections below
- **Adjust the policy** (Change the proposal to mitigate potential effect) -progress below only AFTER changes made
- **Put Policy on hold** (seek advice from the Policy Unit as adverse effects can't be justified or mitigated) -STOP progress

36

Conclusion of Equality Analysis (describe objective justification for continuing)	The potential impacts on some groups have been recognised in terms of both protected characteristics and Human Rights. Consideration will be given to all impacts when actions are undertaken.
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When and how will you review and measure the impact after implementation?*	Ongoing reviews will include the Equality Characteristics and the Human Rights impacts to ensure there is no discrimination
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Checked and approved by responsible officer(s) (Sign and Print Name)	Pat Jukes	Date	3 <sup>rd</sup> July 2018
Checked and approved by Assistant Director (Sign and Print Name)	Simon Walters	Date	3 <sup>rd</sup> July 2018

When completed, please send to [policy@lincoln.gov.uk](mailto:policy@lincoln.gov.uk) and include in Committee Reports which are to be sent to the relevant officer in Democratic Services

The Equality and Human Rights Commission guidance to the Public Sector Equality Duty is available via: [www.equalityhumanrights.com/new-public-sector-equality-duty-guidance/](http://www.equalityhumanrights.com/new-public-sector-equality-duty-guidance/)