

SELECT SCRUTINY COMMITTEE

Wednesday, 24 July 2019

6.00 pm

Committee Room 1, City Hall

Membership: Councillors Jane Loffhagen (Chair), Bill Bilton, Gary Hewson (Vice-Chair), Helena Mair and Edmund Strengiel

Substitute member(s): Councillors Laura McWilliams and Liz Bushell

Officers attending: Democratic Services, Steve Welsby and Simon Walters

A G E N D A

SECTION A

Page(s)

1. Confirmation of Minutes - 25 July 2018

3 - 6

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'

SECTION B

4. Lincolnshire Police - Lincoln Performance Overview

To Follow

Chief Superintendent Nikki Mayo, Lincolnshire Police will present the performance overview to the Committee.

[Exempt Para(s) 1, 2]

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. Anti-Social Behaviour Across Lincoln City | 9 - 18 |
| 6. City Centre Intervention - Update

Francesca Bell, Public Protection, ASB and Licensing Service Manager,
City of Lincoln Council will be in attendance. | Verbal
Report |
| 7. Lincoln Business Improvement Group - Update

Sarah Loftus, Chief Executive, Lincoln BIG will be in attendance. | Verbal
Report |

Present: Councillors Councillor Gary Hewson (*in the Chair*),
Chris Burke, Sue Burke, Bob Bushell and
Edmund Strengiel

Apologies for Absence: Councillor Helena Mair

Also in Attendance: Marion Cooney, Yvette Hall and Chief Superintendent
Nikki Mayo (Representing Lincolnshire Police)

11. Confirmation of Minutes - 12 December 2017

The Chair welcomed members and guests to the meeting which was sitting as the Crime and Disorder Scrutiny Committee.

The minutes of the meeting held on 12 December 2017 were received.

12. Declarations of Interest

No declarations of interest were received.

13. Exclusion of Press and Public

RESOLVED that the press and public be excluded from the meeting during consideration of the following item(s) 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.

14. Lincolnshire Police - Lincoln Performance Overview

Chief Superintendent Nikki Mayo presented the Police Performance Overview for Lincoln which covered the period up to 31 March 2018.

Members discussed the content of the report in further detail, asked questions of Superintendent Nikki Mayo and received relevant responses thereon.

RESOLVED that the contents of the report be noted with thanks by members'.

15. Inclusion or Press and Public

It was noted at this point in the proceedings that the press and public were permitted to re-join the meeting as there was no further 'exempt information' to be discussed, although there were no press/public present in the public gallery this evening.

16. City Centre Intervention - Update

Simon Walters, Strategic Director, Communities and Environment:

- a. updated members of Select Scrutiny Committee regarding recent approval at Executive on 23 July 2018 for the allocation of a maximum of £61,000 for a twelve month period for the purposes of commissioning a City Centre

Intervention Team to build on the co-location of the Public Protection and Anti-Social Behaviour Team and City Centre Policing Team within City Hall

- b. reported on evidence which showed that incidents of anti-social behaviour related to addiction to drug and/or alcohol were increasing in the city centre area, a City-Wide Strategy Group had defined a framework for intervention designed to offer support to those in need, based on the creation of a multi-partner team specifically to tackle the issues identified
- c. praised all partners involved working together to reach this stage of the project
- d. reported that the team would include an outreach worker and administrative officer, together with the inclusion of a 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 long term funding
- e. highlighted the overall vision that there would be 'no incidence of begging, rough sleeping, illegal drug taking or drunken behaviour in the Public Space Protection Order Area or its adjacent areas'
- f. detailed the three strands of action developed for the multi-disciplinary team outlined at paragraph 4.1-4.2 of the report to Executive, attached to tonight's agenda documents
- g. advised that it would have been ideal to have included an additional mental health outreach worker, however, this was looking unlikely in the short-term
- h. reported on the aim to offer help and support in the first instance, followed by enforcement action if appropriate
- i. invited members' comments on the content of the report.

Members asked:

- Would people released from Lincoln Prison be offered help to avoid them getting stuck in the city?
- Officer Response: The Housing Solutions Officer would engage with local prisons/hospitals to make clear referrals for those people without local connections. This would hopefully help to stem the flow of demand into the city.
- There was a lack of support for vulnerable people in Gainsborough with limited resources available in that area. Was there any other available solution?
- Officer Response: These problems needed support to try to help sort them across the county. However, we could not allow problems elsewhere to be imported into the city and hence swamp local support services. Work would take place within other districts to ensure issues were addressed within their own districts and not exported to Lincoln
- People should be prepared for release from prison and not just be put out onto the streets.
- Officer Response: There were specialist support workers within prisons and hospitals in the county. The Rough Sleeping grant from Government

would pay for two additional support workers who would work within the prisons and hospitals.

- How many prisoners were released into Lincoln in a year?
- Officer Response: The Strategic Director, Communities and Environment was not aware of these figures, although it would be those people discharged who were homeless that would be the issue.
- What about 'chuggers' as these were detrimental to the ambience of the city?
- Officer Response: The Strategic Director, Communities and Environment would investigate and offer feedback to members under separate cover on the council's powers in respect of 'chuggers'.

Councillor Bushell stated that the addition of an outreach mental health worker would have limited impact on mental health services which were in crisis. He hoped evidence to provide funding for mental health services was moving forward.

RESOLVED that the content of the report be noted by members' with thanks.

17. Lincoln Business Improvement Group - Update (Verbal Report)

Yvette Hall and Marion Cooney, representing, Lincoln Business Improvement Group, advised that most of the work they undertook alongside partners had been covered already under previous discussions this evening.

The Chair thanked members of Lincoln Business Improvement Group for all their good work in partnership with other stakeholders. It was great to see businesses getting together and something positive being done.

RESOLVED that the verbal update be noted with thanks.

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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:	ANTI-SOCIAL BEHAVIOUR ACROSS LINCOLN CITY
DIRECTORATE:	COMMUNITIES AND ENVIRONMENT
REPORT AUTHOR:	FRANCESCA BELL – PUBLIC PROTECTION, ASB & LICENSING SERVICE MANAGER

1. Purpose of Report

- 1.1 To give the committee an overview of the current level of Anti-Social Behaviour (ASB) across the city. To highlight the current and arising issues, and to appraise the committee of the work and projects that are being undertaken across the city to reduce and address ASB.

2. Executive Summary

- 2.1 The Public Protection and Anti-Social Behaviour (PPASB) Team deals with a wide variety of complaints including ASB, Noise, Environmental and animal issues. The team receive in excess of 3000 requests for service each year across the city.
- 2.2 The Lincoln Intervention Team was launched in October 2018 and currently has funding until December 2020. The Team is working to reduce on street Anti-Social Behaviour (ASB) by holistically working with individuals to deal with the root cause of their behaviour. The team includes an ASB Outreach Officer, Mental Health Nurse Outreach Officer, Addaction Outreach Officer and a Team Coordinator.
- 2.3 The two teams have at their disposal a number of tools of powers that they can utilise where appropriate and proportionate to resolve complaints. Both teams work hard to resolve issues informally however in some cases enforcement action is required.
- 2.4 Both of the teams also work with partners such as police to address public safety concerns and where applicable to ensure residents can live free from ASB or crime.
- 2.5 This report sets out some of the key achievements and work that the teams have completed and are currently working on to improve the city for our residents and visitors.

3. Background

- 3.1 The Public Protection and Anti-Social Behaviour (PPASB) Team covers a broad range of areas. The core services provide a combination of both proactive and reactive actions designed to protect individuals, the community and the amenity of the city.

3.2 The core service areas are:

- Anti-Social Behaviour,
- Noise,
- Animals,
- Pests / conditions of gardens,
- Accumulations of waste,
- Fly-tipping investigations,
- Licencing consultations,
- Bins on Streets,
- Littering FPN's.

3.3 The PPASB service consists of 1 Team Leader/Technical Officer, 5 Technical Officers, 1 Technical Assistant, 1 Admin Assistant, 2 Apprentices, 1 Littering Enforcement Officer and a Police Constable ASB officer.

3.4 The Intervention Team consists of 1 ASB Outreach Officer, 1 Mental Health Nurse, 1 Addaction Outreach Worker and 1 Team Coordinator. The team have funding until December 2020.

3.5 The Intervention Team are tasked with reducing and addressing on street ASB across the city. The Team is holistically addressing the root cause of the issues on a support first basis however they also have at their disposal a number of enforcement tools and powers to use where appropriate and required.

4. Service Demand

4.1 From 1st April 2018 to 31st March 2019 the PPASB Team received 3181 requests for service across all of their service areas including Anti-Social Behaviour, noise nuisance, animal related concerns, littering, dog fouling, fly tipping, condition of properties, bins on streets and many others. Section 5 below shows the enforcement actions the team has taken following investigation of those complaints.

5. Enforcement Actions

5.1 Environmental issues:

Littering FPN's	589
Dog fouling FPNs	1
Dog straying FPN	1
Littering prosecutions	89
Fly tipping FPN's	8
Fly tipping Prosecutions	7
Bins on streets CPNs	21

5.2 Noise issues:

Noise abatement Notices	29 (2 x cockerel crowing and 7 dogs barking)
Noise Prosecutions	2
Noise Warrants	3
Noise CPN	1

- 5.3 **General ASB issues:**
- | | | |
|--------------|-----------|--|
| ASB CPN's | 6 | |
| Prosecutions | 0 | |
| Injunctions | 3 | |
| CBO's | to follow | |
| Closures | 1 | |
- 5.4 **Condition of property related issues:**
- | | | |
|---|--|----|
| PDPA notices | | 10 |
| Condition of Garden or property Notices, Inc. F&V | | 27 |
| Subsequent FPNs | | 3 |
- 5.5 **Other enforcement:**
- | | | |
|---------------------------------------|---|--|
| Prosecution for microchipping of dogs | 1 | |
| CPN for dog attack on person | 1 | |
| Microchipping notice | 5 | |
- 5.6 The Intervention Teams performance measures, including enforcement actions are attached as **APPENDIX A**

6. City Centre Specific Issues

6.1 Students

- 6.1.1 Overall complaints in the West End of Lincoln have reduced. The improvement in noise related ASB has also been echoed at resident meetings and through community groups.
- 6.1.2 The PPASB Team works closely with the University of Lincoln and the Neighbourhood Policing Teams to ensure that where complaints are received they are responded to quickly and robustly with a joined up approach.
- 6.1.3 The PPASB Team will be working proactively with Police during Fresher's week to ensure that a clear message about being good neighbours, expectations and being part of a community is received. This will be done by engaging in the Universities Fresher's Fayre and also by working with Police out of hours on the Friday and Saturday night of fresher's week to ensure that any reports of noise will be responded to at the time in a robust manor.

6.2 Public Spaces Protection Order (PSPO) Renewal January 2018

- 6.2.1 In April 2018 the PSPO that covers the City Centre prohibiting the consumption of Legal Highs and alcohol that contributes to Anti-Social Behaviour within the prescribed area.
- 6.2.2 The PSPO serves as a useful tool for both authorised council officers and police alongside other supportive initiatives to tackle problematic and often intimidating behaviour within the city centre.
- 6.2.3 The renewal of the PSPO included a full consultation with both the public and partners. This consultation along with data analysis showed there was still a need to tackle drug and alcohol related ASB within the defined area.

6.3 St Peters Passage Public Spaces Protection Order (PSPO)

- 6.3.1 In September 2018 Policy Scrutiny and Executive approved proposals to gate St Peters Passage following severe Anti-Social Behaviour and criminal activity. The PSPO will be taken back to Policy Scrutiny for review following a year of the passage being gated to allow monitoring of displacement of the issues.
- 6.3.2 The Passage lent itself to ASB and Crime due to it being a long passage way with no clear line of sight. The passage also had a very low public footfall making in an attractive area for ASB.
- 6.3.3 The ASB included drug using and dealing, this left drug paraphernalia such as used needles in the passage. The Passage was also being used as a toilet. These activities left the passage smelly and with faeces and needles in the passage it was a serious public health concern.
- 6.3.4 The gating of the Passage forms part of a wider city centre strategy to break the cycle of ASB and to understand and address the issues that lead often vulnerable individuals to engage in serious ASB.

7. The Lincoln Intervention Team

- 7.1 The team was set up in response to rising community tension and increased on street drug use and anti-social behaviour some of which was linked with the street community. This was effecting the business community in Lincoln city centre, as well as residents and visitors to the area. The increased drug use has proven to be a symptom of complex issues including addiction, mental health and homelessness combined with other vulnerability factors.
- 7.2 The Lincoln intervention team is a project that has been running for around 9 months to date launching in October 2018. The team consists of 4 members of staff as follows; a team coordinator, a mental health outreach nurse, an Addaction outreach worker and an Anti-Social Behaviour outreach worker. The team is a partnership comprised of staff from City of Lincoln Council, Lincoln Business Improvement Group, Addaction and Lincolnshire Partnership NHS Foundation Trust.
- 7.3 The aim of the team is to provide a holistic response to the individuals complex needs, this includes building a rapport with on street community through daily outreach as well as providing support and assistance across a range of issues. Whilst the team has a focus on reducing ASB, this is often achieved by looking beyond the behaviour exhibited, for example a persistent beggar in the city centre may be begging because they are not in receipt of benefits in which case arranging their benefits and accompanying and supporting them to do this may resolve the issue. Alternatively it may be that someone is using illegal drugs in the street because they are trying to manage a complex mental health illness, which could be addressed by our mental health nurse who can make appointments with a GP to review medication or refer them into other mental health services.
- 7.4 The team also works with a number of other services including Neighbourhood Nursing Teams, the local Shelter, Police, Probation and Social Care.

- 7.5 In addressing issues holistically the team aims to sustainably reduce ASB helping both the individual and the wider community thus increasing and building community resilience and tolerance, the feeling of safety within the city and reducing community tension.
- 7.6 Since the launch of the team they have worked with 103 different individuals and have logged in excess of 614 actions on our case management system.
- 7.7 29 individuals have received in depth support for substance misuse and 5 have entered treatment where previously they were not engaging with services
- 7.8 39 individuals have received in depth support for mental health related issues and 14 have engaged in a support plan or entered treatment.
- 7.9 The team have issued 40 written warnings about behaviour or substance misuse, 10 legal notices, with the assistance of legal service completed 4 prosecutions and obtained 1 Criminal Behaviour Order.
- 7.10 The team are working on a city centre injunction against persons unknown to provide additional powers to both the City Council and the Police when dealing with substance misuse in the city. The team are also working with legal services to explore options of obtaining an injunction against persons unknown who set up encampments or cause ASB in the area of the Usher Gallery.
- 7.11 The team have assisted Legal Services officers with the service of notices to remove encampments from City Council Land.
- 7.12 The team are assisting Lincolnshire Police to support vulnerable victims of County Lines mate crime across the city.

8. Partnership working

8.1 University

The service continues to have a good and productive working relationship with the university, particularly around tackling student issues across the city.

8.2 Police

The PPASB service and the Intervention Team continue to work closely with both the Neighbourhood Policing Team and the Evita Team within the City Centre. The colocation of the Carholme, City Centre and Abby Neighbourhood Police Teams in the PPASB office at City Hall has improved further the working relationships and allowed officers to work closer and support each other to tackle ASB across the city.

8.3 Health and Social Care

The introduction of the Intervention Team along with the work that is being done on the Frailty Project has led to new and improved working across health and social care. This has included closer working with Lincolnshire Partnership NHS Foundation Trust (Mental Health providers), Lincolnshire Community Health Services, East Midlands Ambulance Services, Adult Social Care (LCC) and Addaction (LCC). The frailty project is looking to increase access to non-urgent care in order to improve the health of the homeless. Whilst the intervention team is

working to holistically reduce on street ASB often perpetrated by the homeless community. By working together we can look to sustainably reduce both ASB and the level of poverty and ill health (both physical and mental) within arguably the most vulnerable and overlooked groups within society.

8.4 Probation

The intervention Team and the PPASB Team are starting to work more closely with Probation and ARC to ensure that all agencies are involved and working collaboratively towards a shared outcome particularly with reference prolific or high risk offenders.

9. Forward look

9.1 Over the next 12 months both the PPASB Team and the Intervention Team will continue to work collaboratively to make positive changes within our communities.

9.2 It is anticipated that the on street ASB will continue and that intervention in the form of both support and enforcement will continue to be required. The teams will continue to work with partners to look for sustainable opportunities to work differently to ensure early intervention can be achieved.

9.3 Demand across all services provided by the teams is expected to remain high.

10. Strategic Priorities

10.1 Let's drive economic growth

This is met by enhancing our city centre and retail area in both the daytime and night time economy by providing a safe and attractive city.

10.2 Let's reduce inequality

This is met by holistically protecting and supporting some of society's most vulnerable and overlooked groups.

10.4 Let's enhance our remarkable place

Projects within the city centre to tackle anti-social behaviour serve to improve and enhance the city.

10.5 High performing services

The services provide a framework to tackling ASB whilst also looking to holistically and innovatively work closely with key partners to achieve an improvement for both individuals and communities that will lead to sustainable positive changes.

11. Organisational Impacts

11.1 Finance (including whole life costs where applicable)
Not applicable

11.2 Legal Implications including Procurement Rules
Not applicable

11.3 Equality, Diversity and Human Rights

The Public Sector Equality Duty means that the Council must consider all individuals when carrying out their day-to-day work, in shaping policy, delivering services and in relation to their own employees.

It requires that public bodies have due regard to the need to:

- Eliminate discrimination
- Advance equality of opportunity
- Foster good relations between different people when carrying out their activities

12. Recommendation

12.1 That the committee note the report

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? Appendix A – Intervention Team Performance

List of Background Papers: None

Lead Officer: Francesca Bell, Public Protection, ASB & Licensing
Service Manager
Telephone (01522) 873204

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Lincoln Intervention Team

Action	Nov	Dec	Jan	Feb	Mar	Apr	May	
Input - Total number of clients worked with*	31	23	36	44	41	20	29	
% homeless	55%	48%	36%	55%	56%	60%	59%	
male	-	-	-	37	35	16	25	
female	-	-	-	7	6	4	4	
Input - New clients identified	31	10	20	17	13	13	7	
Output - Number signposted to P3						2	0	
Output - Rough Sleeper project						5	2	
Output - Housing Solutions						0	2	
Input - Total number of begging incidents reported to the council	14	18	12	24	19	20	12	
Output – Advice given	3	2	4	3	2	16	3	
Output - Warnings given	4	4	1	3	3	3	1	
Output - CPNs given	0	1	0	2	1	1	1	
Output - Injunctions/CBOs	0	1	0	0	0	0	1	
Input - Total Number of Substance misuse incidents reports to the council	7	4	12	13	10	4	5	
Output – Advice offered	31	23	-	44	41	20	29	
Output – Receiving support	4	6	-	8	5	6	5	
Output - Entered treatment	1	-	-	3	-	1	1	
Input – mental health								
Output – Advice given	-	23	36	44	41	20	29	
Output – Receiving support	-	3	12	4	12	8	11	
Output - Entered treatment	-	-	6	-	6	2	3	

Input - PSPO breaches								
Output - Advice Given	2	0	5	11	5	4	2	
Output – Warning Given	6	0	3	1	1	0	0	
Output - FPN Given	1	0	1	1	1	0	0	
Output - Prosecution	1	0	1	1	1	0	0	
Input - On street ASB reported	-	-	7	10	12	13	5	
Output – Advice given	1	0	7	13	17	9	2	
Output - Warning given	0	0	1	5	5	0	1	
Output - CPN Issued	0	0	0	0	1	0	0	
Output-CBO/Injunction	0	0	0	0	0	0	0	
Comparative data								
Total number of incidents / complaints reported to the intervention team	21	22	31	47	41	37	22	
Total ASB Complaints received by PPASB (City wide all ASB excluding intervention teams work)	21	9	27	19	35	27	32	
Input - Total Number of Business engagements undertaken	7	1	3	9	11	25	8	
Other projects			1	2	2	2	2	

*worked with - clients that the team are regularly engaging with, encouraging positive change, offering support to, or addressing issues with.

The team have worked with 103 different individuals since the start of the project in October 2018 and have logged in excess of 704 actions on our case management system. The case studies show the challenges the team face but also the determination to work with people and the positive impact this work can have. The team are also working towards obtaining a city wide injunction against persons unknown to assist us in dealing with substance misuse as well as looking to obtain an injunction against persons unknown on the Usher Gallery to prevent further unauthorised encampments and associated ASB.