

**SUBJECT: CITY CENTRE INTERVENTION PROJECT**

**DIRECTORATE: COMMUNITIES AND ENVIRONMENT**

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## **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

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