

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 2500 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 2021. 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 worker and a We Are With You Outreach worker.
- 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. See **Appendix A – tools and powers**. Both teams work hard to resolve issues informally and use a range of techniques and subtle enforcement to resolves issues early, 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 Over the last 18 months since the Covid-19 Pandemic began both the PPASB Team and the Intervention Team have been significantly impacted. For the PPASB Team this has meant home working and reducing visits wherever possible to keep the Team and the Public Safe. For the Intervention Team this has meant delivering their outreach under very challenging circumstances, the nature of the support they have provided throughout the pandemic has been different and the issues experienced in the city centre over that period also changed.
- 2.6 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
- 3.3 The PPASB service consists of 1 Team Leader/Technical Officer, 5 Technical Officers, 1 Technical Assistant, 1 Admin Assistant, 2 Apprentices (currently vacant due to Covid-19) and a Police Constable ASB officer.
- 3.4 The Intervention Team consists of 1 ASB Outreach Officer, 1 Mental Health Nurse and 1 Addaction Outreach Worker. The team have funding until November 2021.
- 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 2020 to 31st March 2021 the PPASB Team received 2518 requests for service across all of their service areas including Anti-Social Behaviour, noise nuisance, animal related concerns, environmental issues such as fly tipping, and pests.
- 4.2 In 2019/20 the service demand was 2781 requests for service and therefore 2020/21 has seen around a 9% overall reduction.
- 4.3 Tables 1 and 2 below show the demand by type and month for 2019/20 and 2020/21 Table 1 shows that although the service has seen an overall reduction of 9%, both reports of noise nuisance and ASB have increased significantly. The reduction of Licencing consultations is due to very few temporary event notices being applied for due to lockdown, this is expected to fully recover as events begin to take place.

Table 1: 2020/21

Type\month	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	TOTAL	
A - licencing consultation	3	3	6	8	7	3	7	6	12	1	1	4	61	-78%
C - Animal	27	25	24	23	32	36	40	34	29	15	39	30	354	-34%
E - Environmental	43	47	56	81	48	55	32	53	41	49	61	124	690	-18%
M - Noise	55	80	88	109	102	94	77	57	68	52	66	70	918	22%
P - Pests	5	8	4	8	3	4	1	3	1	2	3	3	45	-43%
R/T - ASB	22	20	35	37	25	31	18	25	22	23	23	34	315	9%
Other	2	1	2	0	5	0	0	21	26	14	23	41	135	2700%
													2518	

Table 2: 2019/20

Type\month	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	TOTAL
A - licensing consultation	33	19	12	15	25	32	30	55	23	16	13	12	285
C - Animal	53	46	44	79	51	40	37	29	52	40	31	35	537
E - Environmental	94	79	53	105	89	69	67	58	45	77	57	44	837
M - Noise	61	67	56	76	76	88	74	46	43	56	53	54	750
P - Pests	7	15	11	11	9	7	1	3	3	4	6	2	79
R/T - ASB	27	32	31	40	36	14	22	16	17	19	12	22	288
Other	1	0	1	0	0	2	0	0	0	0	0	1	5
													2781

Section 5 below shows the enforcement actions the team has taken following investigation of those complaints throughout 2020/21.

5. Enforcement Actions

5.1 In the vast majority of cases it is possible for the team to resolve complaints without taking formal enforcement action, this is done through advice and guidance both through letters and visits, informal mediation and agreeing parameters and seeking support from partners. In a few cases it is necessary to undertake formal enforcement. This could be the service of a legal notice requiring action, the issuing of a Fixed penalty notice, seeking and injunction of closure order or a prosecution. Formal enforcement action remains low across the team demonstrating that early informal intervention is successful. This approach has been particularly important throughout the Covid-19 pandemic as it has been particularly difficult to get cases into court placing a greater emphasis on informal resolution.

5.2	ENVIRONMENTAL ISSUES	1-4-2020 to 31-3-2021
	Littering FPN's	0
	Dog Fouling FPN's	0
	Dog Straying FPN's	0
	Littering Prosecutions	
	Fly tipping FPN's	2
	Fly tipping Prosecutions	0
	Bins on streets CPN's	0
	Fly tipping CPN's	13
	NOISE ISSUES	
	Noise Abatement Notices	15
	Noise Prosecutions	1
	Noise Warrants	0
	Noise CPN's	9
	GENERAL ASB ISSUES	
	ASB CPN's	19
	Prosecutions	1
	Injunctions	0
	CBO's	0
	Closures	1
	CONDITION OF PROPERTY RELATED ISSUES	
	PDPA Notices	4

Condition of Garden or Property Notices, Inc F & V	1
Subsequent FPN's	1
OTHER ENFORCEMENTS	
Prosecution for microchipping of dogs	0
CPN for dog attack on person	0
Microchipping notice	0
Statutory Nuisance Notice (Light Nuisance)	2

5.3 The Intervention Teams performance measures

Since January 2021 the team have attended –

- 10 x Rough Sleepers Action Group (RSAG) meetings
- 3 x ASBRAC meetings
- 2 x police meetings
- 1 x case working meeting
- 7 x City Centre & MSCP meetings
- 4 x support visits
- 3 x transporting clients for covid vaccination
- 1 x Pubwatch meeting
- 3 x client assistance at court
- 42 x Business engagements
- 4 x Client MDT's

5.4 From July 2020 – December 2020 the team have attended the following

July

- 1x video link call into HMP Lincoln with a client and the Critical time intervention team (CTI)
- 1x Joint working day with CoLC Rough sleeper's team
- 1x Joint working outreach day with ARC
- 1 x Arc Meeting (2.5hrs)
- 2 x Rough Sleepers Action Group Meeting (RSAG) (4hrs)
- 1 x Multiagency meeting with Holistic Health for the Homeless team (HHH)
- 1 x ASBRAC

August

- 1x Outreach day with ARC/Probation
- 1x Arc meeting
- 2 x Rough Sleepers Action Group (RSAG)
- 4 x Professionals/case conference Meetings
- 1 x CTI video Call prison in reach
- 2 x Prison in reach visits
- 1 x ASBRAC
- 1 X Case working meeting
- 1 x Multiagency meeting with Holistic Health for the Homeless team (HHH)
- In September the team have attended
- 1 x Arc Meeting
- 2 x Rough Sleepers Action Group (RSAG)

- 3 x Meetings with police
- 2 x Prison visits
- 1 x ASBRAC
- 4 days out of hours working
- 1x Probation joint working day
- 2 x Professionals Meetings

October

- 3 x Rough Sleepers Action Group (RSAG)
- 1 x ASBRAC
- 1 x support visit at home
- 1 x Meeting with various agencies
- 1 x CTI joint working day
- 1x Joint working day with police – adult safeguarding concern

November

- 3 x Rough Sleepers Action Group (RSAG)
- 1 x ASBRAC
- 2 x support visits at home
- 1 PPASB/ASBRAC joint working with client
- 1x Arc out of hours working
- 3x professionals meeting
- 1 x city centre police meeting.

December

- 2 x Rough Sleepers Action Group (RSAG)
- 1 x police meeting
- 1 x prison visit

5.5 In addition to the above the team undertake daily outreach and provide a visible presence in the city to both the cohort and the community. The team works with partners including police on a daily basis and much of the enforcement they do is subtle and informal. The formal enforcement can be seen in **APPENDIX B and C**. The team work hard to encourage positive behaviour change through engagement before enforcement. The team has also supported a number of Police Operations including Knife Crime, County Lines and PSPO enforcement weeks of action.

6.0 Covid-19 Pandemic and PPASB

Through the initial part of Lockdown due to homeworking, furlough and vacancies some of the PPASB services were postponed or delivered differently.

6.1 PPASB Postponed services

Services that were low priority or that could not be delivered safely were postponed or delivered remotely in the first part of lockdown in 2020. This included:

Noise monitoring kit installation – postponed due to risk of entering domestic premises
 Indoor visits – postponed and delivered over the phone where possible
 Visits to overgrown gardens – complainants asked to send photos initially
 Visits about bonfires or smoky chimneys – advice provided via letter
 Flytipping investigation – opening closed bags and going through waste stopped due to risk of disturbing Covid-19 virus.

Whilst the above measures were put in place for the majority of these kind of cases in emergency or high risk ASB situations business was delivered as usual and so visits for serious ASB continued.

6.2 PPASB Service provision from Summer 2020 onwards

After the initial lockdown in 2020 services we could restart safely were reintroduced, this included resuming noise monitoring kit installations and ASB visits with the use of PPE and enhanced risk assessments.

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 since October 2018. The team consists of 3 members of staff as follows; a mental health outreach nurse, a We Are With You Recovery outreach worker and an Anti-Social Behaviour outreach worker. The team is a partnership comprised of staff from City of Lincoln Council, We Are With You 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, ARC, Health Care professionals 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 team launched in October 2018 the team have worked with over 170 different individuals on the streets and logged in excess of 2250 actions on the case management system. In addition, the team have recorded 760 reports of incidents or anti-social behaviour.

7.7 The team have assisted Legal Services officers with the service of notices to remove encampments from City Council Land.

7.8 The team are assisting Lincolnshire Police to support vulnerable victims of County Lines and mate crime across the city.

8.0 The Intervention Team Success

8.1 In November 2019 the Intervention Team won the Chartered Institute of Environmental Health award for Best Innovative Environmental Health Solution

8.2 In January 2020 the work of the team alongside the Rough Sleeper Team and Lincolnshire Police was shortlisted for the National Leadership Centre's Award for Public Services

9.0 The intervention Team through Covid-19

Initially the Covid-19 Pandemic disrupted our ordinary provision of daily outreach and being present with partners in physical meetings, unfortunately on 30th March in consultation with LPFT we took the difficult decision to halt outreach entirely due to the risk of continuing to provide this service exceeding an acceptable and manageable risk level. On Monday 6th April our Mental Health nurse was temporarily placed under the management of the NHS Rough Sleeper team to pool resources to continue to assist the homeless in Lincoln. This in turn led to a number of discussions about how we could safely restart the Intervention Teams Outreach working collaboratively with the NHS Rough Sleeper Team. On Tuesday 21st April the Intervention Team in partnership with the NHS Rough Sleeper team resumed a reduced outreach service, this saw our ASB officer, Addiction Recover worker and our Mental Health Nurse return to the streets of Lincoln on Tuesdays and Thursdays. On Mondays, Wednesdays and Fridays the NHS Rough Sleeper Team along with our Mental Health Nurse ensured the needs of the homeless and our cohort were met.

From the initial easing of lockdown in summer of 2020 the intervention team have returned to providing on 10.treet support Monday to Friday and have worked to support the safe reopening of retail and hospitality working collaboratively with partners to ensure the city is safe and vibrant.

10. City Centre Specific Issues

10.1 Students

10.1.1 The PPASB Team works closely with the University of Lincoln, the Students union and the Neighbourhood Policing Teams to ensure that where complaints are received they are responded to quickly and robustly with a joined up approach.

10.2 City Centre Public Spaces Protection Order (PSPO) Renewal February 2021

10.2.1 In February 2021 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 was renewed and also extended to include the area of St Rumbolds Street and a section of Monks Road, the extension was agreed based upon a sustained rise in ASB which we believe is due to the area providing a range of support for the on-street cohort which then leads to congregation of individuals.

10.2.2 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.

- 10.2.3 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.

10.3 Multi-Story Car Parks PSPO

- 10.3.1 In August 2020 Policy Scrutiny and Executive approved proposals to introduce a PSPO to prevent access to Lucy Tower Street, Broadgate and Central Multi-Story Car Parks unless parking a car or returning to a parked car. The PSPO also prohibited consuming intoxicating substances or having an open container of alcohol as well as prohibiting any other ASB or activities likely to cause harassment alarm or distress. The PSPO makes it an offence not to leave the area when requested to do so by a council employee or police officer.

10.4 City Centre Recovery

Since the first National Lockdown of 2020, followed by the tier system and now working towards reopening the city the Intervention Team has worked to support the partnership approach to ensure that the city has remained a safe place for those who visit, work or live in the city. Whilst the teams primary focus has been the wellbeing of the on-street community this has extended into supporting both businesses and the public on a range of matters at each stage of lockdown and reopening.

10.5 City Centre and Multi-Story Car Park Tasking Meetings

- 10.5.1 The intervention Team, CCTV, Police, Car Parking Services and the Rough Sleeper Team meet on a fortnightly basis to discuss ongoing and emerging issues within the city centre and our multi-Story Car Parks.
- 10.5.2 This group share intelligence and formulate an operational response to these issues setting and reviewing priorities for the two weeks ahead at each meeting.
- 10.5.3 This group working collaboratively to address issues has led to success in resolving some serious youth ASB in central carpark and has provided a joined up approach to PSPO enforcement across the city as well as ensuring all partners are appraised of current issues so that we can align our priorities.

11. Partnership working

11.1 University and Students Union

The service continues to have a good and productive working relationship with the university, particularly around tackling student issues across the city, this relationship has been really positive throughout lockdown and reopening and as we move back to normality the teams will work closely together to continue to support students and communities to coexist.

11.2 Police

The PPASB service and the Intervention Team continue to work closely with both the Neighbourhood Policing Teams within the wider city and the City Centre. The collocation 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. The Intervention Team in particular has worked with Police on a number of police operations including knife crime and weapons, county lines and PSPO enforcement.

11.3 **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.

11.4 **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.

11.5 **The CTI Team**

The New Critical Time Intervention Team (CTI) at HMP Lincoln will be working to support the homeless in helping themselves to make positive change and reduce drug use and anti-social behaviour on Lincoln's streets.

The Team will be working in partnership to help their more vulnerable people receive a continuity of care upon release from HMP Lincoln.

A positive article on this featured in Notts Healthcare magazine and is attached as Appendix B

11.6 **The NHS England Rough Sleeper Team**

This Team is a new team launched at the end of January 2020 and consisting of a mental health Nurse, Physical Health Nurse, a co-ordinator and some GP and Psychiatric hours. The team will support the homeless, the on street community and other agencies to improve the health of the homeless.

11.7 **The Rough Sleeper Team**

The rough sleeper team was launched alongside the Intervention Team in 2018 with the aim of providing additional bed space with a housing first approach for those who are homeless. The Intervention Team work closely with them to support those entering or leaving rough sleeper accommodation.

12. **Forward look**

12.1 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.

12.2 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.

12.3 Demand across all services provided by the teams is expected to remain high, the sharp increase in Noise and ASB complaints will be monitored to see if this is an emerging trend or the result of Covid-19.

12.4 We are continuing to look for opportunities to extend the intervention team sufficiently to allow for the valuable work to continue whilst we test longer term strategies to embed the approach in mainstream services.

13. Strategic Priorities

13.1 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.

13.2 Let's reduce inequality

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

13.3 Let's enhance our remarkable place

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

13.4 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.

14. Organisational Impacts

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

14.2 Legal Implications including Procurement Rules
Not applicable

14.3 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

The work of the PPASB Team and the Intervention Team is to protect individuals from harm and / or nuisance.

As this report provides an update on services provided and does not recommend any changes to policy or procedure an Equality Impact Analysis has not been undertaken.

14.4 Human Resources
Not applicable

14.5 Land, Property and Accommodation
Not applicable

14.6 Significant Community Impact
Not applicable

14.7 Corporate Health and Safety implications
Not applicable

15. Risk Implications

15.1 (i) Options Explored
Not applicable

15.2 (ii) Key risks associated with the preferred approach
Not applicable

16. Recommendation

16.1 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 – Tools and Powers
Appendix B – CCIT Performance 2021
Appendix C – CCIT Performance 2020

List of Background Papers: None

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