



## Overview and Scrutiny Committee

**Meeting: Monday, 27th February 2017 at 6.30 pm in Civic Suite, North Warehouse, The Docks, Gloucester, GL1 2EP**

<b>Membership:</b>	Cllrs. Coole (Chair), Ryall (Vice-Chair), Pearsall (Spokesperson), Hilton, Lewis, Morgan, Wilson, Haigh, Dee, Hampson, H. Norman, Finnegan, Hawthorne, Melvin and Smith
<b>Contact:</b>	Rhys Howell Democratic Services Officer 01452 396126 <a href="mailto:rhys.howell@gloucester.gov.uk">rhys.howell@gloucester.gov.uk</a>

## AGENDA

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| <b>8.</b> | <b>REVIEW OF SAFE AND ATTRACTIVE STREETS POLICY AFTER 6 MONTHS IMPLEMENTATION</b> (Pages 5 - 14)<br><br>To receive the report on the impact and effect of the Safe and Attractive Streets Policy after 6 Months Implementation,<br><br><b>PLEASE NOTE: Appendix 3 contains exempt information as defined in paragraph 2 of Part 1 of Schedule 12A to the Local Government Act (as amended). If Members wish to discuss material contained within this Appendix it will be necessary to notify the Chair to enable a resolution to be passed to exclude the press and public.</b> |
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**Jon McGinty**  
Managing Director

**Date of Publication: Friday, 17 February 2017**

## NOTES

### Disclosable Pecuniary Interests

The duties to register, disclose and not to participate in respect of any matter in which a member has a Disclosable Pecuniary Interest are set out in Chapter 7 of the Localism Act 2011.

Disclosable pecuniary interests are defined in the Relevant Authorities (Disclosable Pecuniary Interests) Regulations 2012 as follows –

<u>Interest</u>	<u>Prescribed description</u>
Employment, office, trade, profession or vocation	Any employment, office, trade, profession or vocation carried on for profit or gain.
Sponsorship	Any payment or provision of any other financial benefit (other than from the Council) made or provided within the previous 12 months (up to and including the date of notification of the interest) in respect of any expenses incurred by you carrying out duties as a member, or towards your election expenses. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.
Contracts	Any contract which is made between you, your spouse or civil partner or person with whom you are living as a spouse or civil partner (or a body in which you or they have a beneficial interest) and the Council (a) under which goods or services are to be provided or works are to be executed; and (b) which has not been fully discharged
Land	Any beneficial interest in land which is within the Council's area.  For this purpose "land" includes an easement, servitude, interest or right in or over land which does not carry with it a right for you, your spouse, civil partner or person with whom you are living as a spouse or civil partner (alone or jointly with another) to occupy the land or to receive income.
Licences	Any licence (alone or jointly with others) to occupy land in the Council's area for a month or longer.
Corporate tenancies	Any tenancy where (to your knowledge) – (a) the landlord is the Council; and (b) the tenant is a body in which you, your spouse or civil partner or a person you are living with as a spouse or civil partner has a beneficial interest
Securities	Any beneficial interest in securities of a body where – (a) that body (to your knowledge) has a place of business or land in the Council's area and (b) either – i. The total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or ii. If the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you, your spouse or civil partner or person with

whom you are living as a spouse or civil partner has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

For this purpose, “securities” means shares, debentures, debenture stock, loan stock, bonds, units of a collective investment scheme within the meaning of the Financial Services and Markets Act 2000 and other securities of any description, other than money deposited with a building society.

NOTE: the requirements in respect of the registration and disclosure of Disclosable Pecuniary Interests and withdrawing from participating in respect of any matter where you have a Disclosable Pecuniary Interest apply to your interests and those of your spouse or civil partner or person with whom you are living as a spouse or civil partner where you are aware of their interest.

### **Access to Information**

Agendas and reports can be viewed on the Gloucester City Council website: [www.gloucester.gov.uk](http://www.gloucester.gov.uk) and are available to view five working days prior to the meeting date.

For further details and enquiries about this meeting please contact Rhys Howell, 01452 396126, [rhys.howell@gloucester.gov.uk](mailto:rhys.howell@gloucester.gov.uk).

For general enquiries about Gloucester City Council’s meetings please contact Democratic Services, 01452 396126, [democratic.services@gloucester.gov.uk](mailto:democratic.services@gloucester.gov.uk).

If you, or someone you know cannot understand English and need help with this information, or if you would like a large print, Braille, or audio version of this information please call 01452 396396.

### **Recording of meetings**

Please be aware that meetings may be recorded. There is no requirement for those wishing to record proceedings to notify the Council in advance; however, as a courtesy, anyone wishing to do so is advised to make the Chair aware before the meeting starts.

Any recording must take place in such a way as to ensure that the view of Councillors, Officers, the Public and Press is not obstructed. The use of flash photography and/or additional lighting will not be allowed unless this has been discussed and agreed in advance of the meeting.

### **FIRE / EMERGENCY EVACUATION PROCEDURE**

If the fire alarm sounds continuously, or if you are instructed to do so, you must leave the building by the nearest available exit. You will be directed to the nearest exit by council staff. It is vital that you follow their instructions:

- You should proceed calmly; do not run and do not use the lifts;
- Do not stop to collect personal belongings;
- Once you are outside, please do not wait immediately next to the building; gather at the assembly point in the car park and await further instructions;
- Do not re-enter the building until told by a member of staff or the fire brigade that it is safe to do so.

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## Gloucester Street Aware

Street Aware is the operational name for our Safe & Attractive Streets Policy work, which has been ongoing since July 2016.

### **Background**

The Policy was open to widespread consultation before it was implemented, and was widely endorsed by the support, voluntary and community sectors, businesses and enforcement teams.

Street Aware brings together multiple partner agencies to co-ordinate a consistent approach across the City centre in particular; to deal with street based nuisance and anti-social behaviour.

Since its implementation, Street Aware has focussed on street begging with associated crime and ASB. However, the approach we use is designed to be universal and can be applied to any issue e.g. street drinking, psychoactive substances, or any other issue that becomes prevalent.

The approach we take is “Engage, Support, Enforce”. The aim is that successful engagement and support of individuals will help to address the root causes of anti-social behaviour and resolve issues in a co-ordinated way. Where engagement and support are refused, and anti-social behaviour persists, enforcement will be taken.

### **Implementation**

Implementation of the approach was reasonably swift, as the first step was information gathering. A few patrols of the City gave us an understanding of the hotspot areas and those involved in begging.

We gathered information on as many individuals as possible ahead of the first multi-agency meeting. At this meeting, a list of names was compiled and we sought to confirm as much as possible about each person including:

- Name and age
- Housed or not
- If rough sleeping, whereabouts and how long have they been doing so
- In receipt of benefits or other financial support
- Associated with anyone else on the list, or anyone else that ought to be added to the list
- Any support needs they have, and hurdles to getting them support
- Whether they have a dog (this can be a barrier to housing)
- Drug, alcohol or mental health issues
- Which agencies are aware of the individual and who is working with them



It essential to have the right agencies around the table to inform and advise on actions to take, so that we can take a holistic view of the issue and try to tackle the root causes

Some of the agencies who attend the Street Aware operational meetings include the homelessness Outreach service (was St Mungo's but recently moved to P3), CGL (was Turning Point), supported housing providers, Gloucester City Mission, Police, GCC homelessness teams.

Separately, we also work with our streetcare partners Amey to get discarded and unattended items removed from the streets. We have co-ordinated with community members who wish to volunteer to help those on the streets and maintain open dialogue with the faith forum. We also work with the Big Issue, and with Chris Keppie who is the County homelessness lead. We ensure that Street Aware feeds in to the wider homelessness remit so that we are all supporting the same aims for the City.

### **How it works**

A successful Street Aware model for Gloucester has included the following:

- Daily outreach patrols
- Daily Police/Solace patrols
- Thursday night outreach shifts
- Fortnightly multi-agency meetings
- Liaison with support agencies
- Raising public awareness
- Media campaigns
- Creative consideration of tools & powers to prevent further ASB
- Influencing partner agencies to achieve a co-ordinated approach
- Working with the voluntary sector e.g. faith forum

We engage with every person we see on the streets, because we want to make sure those who genuinely need help get it, even where they aren't engaging in ASB. We try to have meaningful conversations with those we see, and use every opportunity to talk to people.

Each agency involved in the process shares information from other partner agencies where possible, so that we are providing a joined up approach. We used to have fortnightly multi-agency meetings but these have recently moved to monthly ones, with an ongoing "plan" in place for each person we know about.

Through our multi-agency approach, we know the names and circumstances of everyone we see on the City centre streets. The vast majority of people we have dealt with have been housed and in receipt of financial support. Every person in the City centre has been offered accommodation. We continue to try and engage with people even when they refuse this.



In Gloucester we have found that begging occurs to feed drug addictions. Investigations have found several of our street people also involved in the suspected supply of drugs, along with other criminality.

Street Aware is the operational work taking place to tackle nuisance and anti-social behaviour. The homelessness team still lead on rough sleeping provision; Street Aware is a conduit to report to them.

An associated Communications Plan is in progress to get clear and informative messages to the public. It is important to note that rough sleeping and street based ASB are two separate issues that aren't necessarily connected.

Under the Street Aware Comms Plan, we focus on putting out information relating to street ASB. We support partner agencies such as StreetLink with their campaigns and are exploring alternative giving. We will shortly be launching a Street Aware campaign to encourage local businesses and residents to be part of the solution.

### **How much does it cost?**

The cost to Gloucester City Council is mostly staff time only. Where necessary we have met the cost of court applications for civil injunctions and we have a small budget for media.

In terms of staff time, a commitment has to be made to cover:

- Writing, consultation and implementation of policy
- Liaison and/or relationship building with the appropriate partner agencies to ensure a successful joined up approach.
- A dedicated lead officer to co-ordinate the Street Aware approach and take responsibility for feeding in to other teams/agendas to share findings and create change.

We considered the Making Every Adult Matter initiative as part of the approach to address these issues but found that we are implementing a broadly similar process minus the £5k cost.

### **Benefits of Street Aware**

- A joined up approach helps to create real change in our communities
- The holistic approach is supported by all and ensures the fairest measures are taken
- Feeding in to the bigger homelessness picture helps to ensure that service users' voices are heard
- Working together with a variety of partner agencies ensures a consistent approach in both identifying those who are in genuine need and taking proactive action against those who are not



- The Street Aware approach helps to get people the most appropriate help for their situation

A recognised multi-agency group and lead officers ensures consistency and that results are continually seen

## Challenges

Operationally, big challenges can occur with the individuals we try to work with. Drugs use and dealing, sex working, modern slavery, PTSD, learning difficulties, mental health and safeguarding have all been explored further in order to offer the most suitable support to people. The biggest issue, however, remains non engagement.

High visibility issues include unattended items, “seeing people in doorways”, and general complaints about the “state of the City” from both members of the public and businesses.

After engaging with over 40 individuals, we are now left with around 8 who are entrenched, refusing to engage and are rough sleepers. We have around 5 who are still involved in ASB or crime. Challenges occur evidentially when people change their behaviour, e.g. from overtly begging to passive begging.

Gloucester is a very generous City and there is provision for food, clothing and bedding every single day for those who need it; we have also found this to be one of our challenges. A further challenge is trying to influence well-meaning volunteers to be part of a co-ordinated citywide approach.

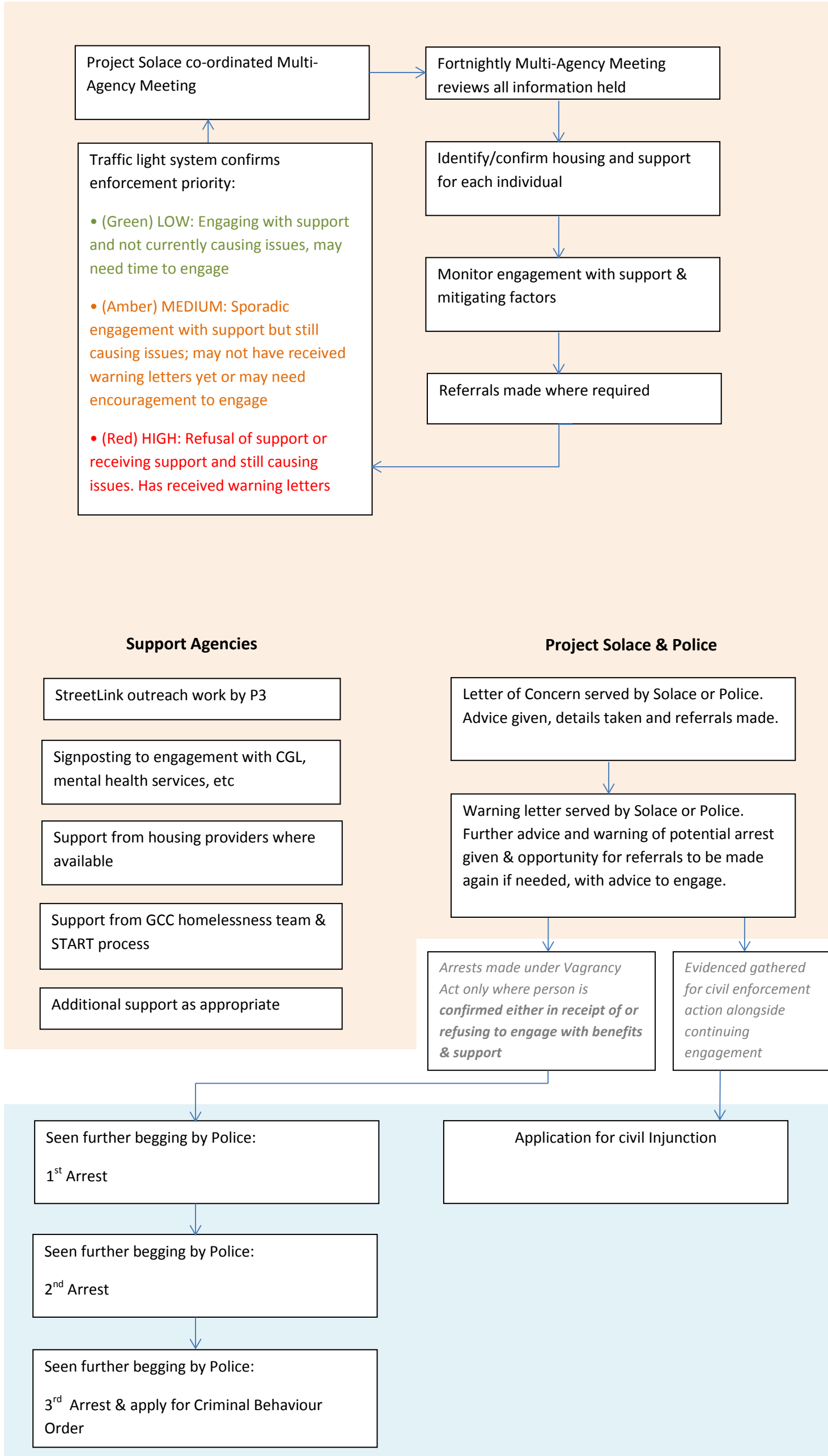
Media and communications have also been a challenge and it is important to keep messaging clear. Even so, divide of public opinion in dealing with people who are on the streets can create negative publicity. We proactively send out information to keep local press informed. In terms of taking enforcement action against people who are also rough sleeping, we treat this as we would any other potentially vulnerable perpetrator – if there is sufficient evidence of their negative behaviour and impact on the wider community then there are reasonable grounds to attempt to curb their behaviour. Enforcement action is used as a last resort and after engagement has taken place and support repeatedly offered, but where impact on the community is ongoing.

The overwhelming message we receive from members of the public is that they want services to help those genuinely in need and we are committed to ensuring that this happens, whilst taking proactive action against those who are not



Engage & Support

Information Sharing



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## Gloucester Street Aware

### Supplementary report

The below figures relate to those seen committing anti-social behaviour (ASB), mainly begging (actively or passively), within the 'gated' streets of the city of Gloucester. Those who are purely rough sleeping are not recorded by Solace, however, our experience shows that the majority of rough sleepers have addictions and associated criminality and ASB.

It has not been possible to compare figures with other time frames because we are unaware of any similar work that has taken place in the city in recent history.

Numbers relate to the period of July 2016 until February 2017.

42 individuals have been engaged with since July 2016.

- 'Engaged with' means as a minimum – spoken to, details verified, warned in writing about behaviour and their situations discussed with partners

Of these 42 people, 24 (57%) are no longer discussed at multi-agency meetings (MAM's). This is because of a variety of reasons:

- they have been housed, imprisoned, engaged with support, moved away or simply disrupted by being persistently challenged and consequently no longer come to the attention of Solace

Of the remaining 18 people who are discussed at the most recent MAM's only 7 are now being seen regularly in the city centre. These people are known as entrenched rough sleepers, occasionally accommodated but all have issues with addictions. At face value this is an 83% reduction in numbers begging since work began in July 2016. However, this is too simplistic as the numbers of people present in the city can vary day to day and rise markedly on Friday and Saturday evenings. Operations take place to address these spikes in negative behaviour. What is important to emphasize is that there is now a co-ordinated process in place that identifies individuals and intervenes in a proportionate appropriate way within the available legislation.

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By virtue of paragraph(s) 2 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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