



Herbert Warehouse
The Docks
Gloucester
GL1 2EQ

Wednesday, 4 July 2018

TO EACH MEMBER OF GLOUCESTER CITY COUNCIL

Dear Councillor

You are hereby summoned to attend a **MEETING OF THE COUNCIL** of the **CITY OF GLOUCESTER** to be held at the Civic Suite - North Warehouse, The Docks, Gloucester, GL1 2EP on **Thursday, 12th July 2018** at **6.30 pm** for the purpose of transacting the following business:

AGENDA

1. **APOLOGIES**

To receive any apologies for absence.

2. **MINUTES (Pages 9 - 14)**

To approve as a correct record the minutes of the Council Meeting held on 21 May 2018.

3. **DECLARATIONS OF INTEREST**

To receive from Members, declarations of the existence of any disclosable pecuniary, or non-pecuniary, interests and the nature of those interests in relation to any agenda item. Please see Agenda Notes.

4. **CALL OVER**

- (a) Call over (items 9-11) will be read out at the meeting and Members invited to reserve the items for discussion.
- (b) To approve the recommendations of those reports which have not been reserved for discussion.

5. PUBLIC QUESTION TIME (15 MINUTES)

The opportunity is given to members of the public to put questions to Cabinet Members or Committee Chairs provided that a question does not relate to:

- Matters which are the subject of current or pending legal proceedings or
- Matters relating to employees or former employees of the Council or comments in respect of individual Council Officers.

6. PETITIONS AND DEPUTATIONS (15 MINUTES)

A period not exceeding three minutes is allowed for the presentation of a petition or deputation provided that no such petition or deputation is in relation to:

- Matters relating to individual Council Officers, or
- Matters relating to current or pending legal proceedings

7. ANNOUNCEMENTS (10 MINUTES)

To receive announcements from:

- a) The Mayor
- b) Leader of the Council
- c) Members of the Cabinet
- d) Chairs of Committees
- e) Head of Paid Service

8. MEMBERS' QUESTION TIME

- a) Leader and Cabinet Members' Question Time (30 minutes)

Any member of the Council may ask the Leader of the Council or any Cabinet Member any question without prior notice, upon:

- Any matter relating to the Council's administration
- Any matter relating to any report of the Cabinet appearing on the Council's summons
- A matter coming within their portfolio of responsibilities

Only one supplementary question is allowed per question.

- c) Questions to Chairs of Meetings (15 Minutes)

ISSUES FOR DECISION BY COUNCIL

9. APPOINTMENT OF HONORARY RECORDER (Pages 15 - 18)

To receive the report of the Leader of the Council concerning the appointment of a new Honorary Recorder for Gloucester.

10. PUBLIC SPACE PROTECTION ORDER CONSULTATION REPORT AND PROPOSAL (Pages 19 - 84)

To receive the report of the Cabinet Member for Communities and Neighbourhoods concerning the Public Spaces Protection Order (PSPO) public consultation and seeking endorsement of the proposals approved by Cabinet.

11. GLOUCESTERSHIRE 2050 VISION CONSULTATION (Pages 85 - 94)

To receive the report of the Managing Director concerning the Gloucestershire Vision 2050 consultation.

MOTIONS FROM MEMBERS

12. NOTICES OF MOTION

1. PROPOSED BY COUNCILLOR HAIGH

“This Council notes:

The extraordinary contribution that the Windrush generation have made to our country and the appalling treatment they have received from the British Government.

That British citizens, who arrived here as children, have been denied healthcare and passports, threatened with deportation and in some cases, detained in immigration centres, such as Yarl’s Wood, for not having the correct documentation.

That residents and Citizens of Gloucester are amongst those who have been denied their rights. They have lost jobs, been refused passports and had their access to healthcare and benefits question despite paying into the tax and National Insurance system for decades.

Council further notes the events organised by the community to mark the 70th anniversary of the Windrush arriving in the UK.

This Council therefore resolves to:

Celebrate the contribution of the Windrush Generation by adding to our traditional Jamaican Independence Day celebrations on 5th August in the following ways:

- a. Fly the Jamaican Flag at North Warehouse
- b. For the Mayor and Sheriff to invite members of the Windrush generation in Gloucester to visit North Warehouse and to express the City's appreciation for the contribution they have made to the life and prosperity of the City and to invite Councillors to come and meet with them.

This Council further resolves

- a. To support the events organised by the community during the anniversary year.
- b. To fly the Jamaican flag on Windrush Day 22 June 2019 and every anniversary of that day.
- c. to write to the Home Secretary to ask that he ensure that Government act swiftly as promised to ensure that Windrush victims are granted their rights swiftly and fully compensated for any financial hardship that they may have suffered."

2. PROPOSED BY COUNCILLOR HILTON

"This council records its dissatisfaction with the household waste collection services operated by the council's contractor Amey PLC.

This council notes that 2,000 tonnes of recyclable waste is unaccounted for with a market value of £246,000 and that there are stories of recyclable household waste being inappropriately sent to landfill.

This council also raises concerns about the quality of the client side management of the streetcare contract overseen by the cabinet.

This council, therefore, calls upon the cabinet member for the environment to up his game and increase the frequency of meetings he holds with Amey PLC from current quarterly meetings to monthly meetings until the matter of poor performance by Amey PLC is resolved."

3. PROPOSED BY COUNCILLOR COOLE

"Council notes the recent decision to close the City Council's reception on the last Wednesday of each month for staff training, in addition to the existing closure between 3-5pm each day.

Council also supports staff training as a valuable way of meeting the needs of residents and officer development.

The limited hours that Council is open to the public means that many residents have to take time off work or make a special trip to resolve issues face to face. Residents, many of them, in urgent need of Council services, expect the Council to be open on normal working days in order that they can access services, make

payments and seek advice.

During the recent closures, hundreds of people turned up expecting the Council to be open, many of whom did not have the means to use the phone line provided, or the internet.

Council resolves to cease the full-day closure of reception on the last Wednesday of each month, and establish an alternative means of staff training, that allows face-to-face Council services to be accessible to all residents in business hours.

Council resolves that during any future closure, a skeleton staff should operate at reception, and that a more effective communication strategy is put in place to target those most likely to visit the City Council's reception."

4. PROPOSED BY COUNCILLOR WILSON

"This council notes that, according to the Government's own figures, under all Brexit scenarios the UK will be considerably worse off, not only in terms of international reputation but also the negative social, environmental and economic impact it will have on the people of Gloucester.

This council agrees that there should be a 'people's vote' on the final Brexit deal, which should include an option for the United Kingdom to remain a full member of the European Union."

5. PROPOSED BY COUNCILLOR PULLEN

"Council notes the statement made by Councillor Richard Cook – Cabinet member for the Environment to Overview and Scrutiny Committee on Monday 4th June 2018 where he reported:

- Amey were unable to account for 2,000 tonnes of recyclable material and this had resulted in a loss of £246,500 in expected income.
- Amey had sold recyclable materials at below market rates at a cost to the Council of £50,000 in lost income.

Council further notes that Councillor Cook is on record as describing Amey as being "horrible" to work with and that the contract was "one of the worst he has ever seen".

Recent allegations from two distinct 'whistle-blowers' have claimed that operatives were instructed by Amey management to cut up and dispose of recyclable material via landfill. If true, this is a clear breach of the contract.

The Amey contract has seen a litany of failures in service delivery since its inception. This includes missed collections, failures in the grass cutting programme, lack of contingency planning for adverse weather, failures in weed spraying programme and street cleaning standards and improper handling of fly-tipped waste.

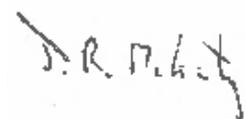
Council resolves:

1. That urgent action is taken by the Council to investigate whether the recent allegations concerning the disposal of recyclable waste in landfill, or the returns submitted to the Council in respect of that waste, amount to fraud and whether a referral to the police is appropriate.
2. That the Council's legal representatives are instructed to advise whether sufficient grounds exist for Amey to be issued with notice to terminate the contract.
3. That the Cabinet bring forward alternative arrangements for the delivery of the contract. The preference is to bring the contract back 'in-house' to be delivered directly by Council employed staff.
4. If this is not feasible; to break the contract into smaller parts to enable local businesses to tender for the work in ways which comply with the Council's procurement obligations.
5. That consideration also be given as to whether it would be possible to join the Ubico trading company that was established by neighbouring authorities."

13. **WRITTEN QUESTIONS TO CABINET MEMBERS (Pages 95 - 96)**

Written questions and answers. Only one supplementary question is allowed per question.

Yours sincerely



Jon McGinty
Managing Director

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 and are available to view five working days prior to the meeting date.

For enquiries about Gloucester City Council’s meetings please contact Democratic Services, 01452 396126, 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 Mayor 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.



COUNCIL

MEETING : Monday, 21st May 2018

PRESENT : Cllrs. Morgan (Mayor), Toleman (Sheriff & Deputy Mayor), James, Watkins, Cook, Noakes, D. Norman, Organ, Pullen, Hilton, Gravells, Tracey, Stephens, Lugg, Hanman, Lewis, Wilson, Haigh, Williams, D. Brown, Dee, Taylor, Hansdot, Patel, Hampson, H. Norman, Pearsall, Brazil, J. Brown, Coole, Fearn, Finnegan, Hyman, Melvin, Ryall, Smith and Walford

Others in Attendance

Managing Director
Corporate Director
Corporate Director
Solicitor- One Legal
Head of Place
Policy & Governance Manager
Democratic Service & Elections Officer

APOLOGIES : Cllrs. Bhaimia and Hawthorne

1. ELECTION OF MAYOR

1.1 Moved by Councillor D. Brown, seconded by Councillor Wilson.

1.2 **RESOLVED** - That Councillor Joanne Brown be elected Mayor of the City of Gloucester until the Annual Council Meeting in 2019.

2. ELECTION OF SHERIFF AND DEPUTY MAYOR

2.1 Moved by Councillor Ryall, seconded by Councillor Hilton.

2.2 **RESOLVED** - That Councillor Howard Hyman be elected Sheriff and Deputy Mayor of the City of Gloucester until the Annual Council Meeting in 2019.

3. THE MEETING WAS ADJOURNED AT 4.30PM FOR AFTERNOON TEA AND RECONVENED AT 5.15PM WITH COUNCILLORS J. BROWN AND HYMAN IN THE ROLES OF MAYOR AND SHERIFF/DEPUTY MAYOR RESPECTIVELY.

4. MINUTES

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- 4.1 **RESOLVED** – That the minutes of the Special Council Meeting on the 22nd March 2018 and the Ordinary Council Meeting held on 22nd March 2018, be approved as correct records and signed by the Mayor.

5. DECLARATIONS OF INTEREST

- 5.1 There were no declarations of interest.

6. ANNOUNCEMENTS

Mayor

- 6.1 The Mayor thanked Council for electing her to the office of Mayor. She referred to the Councillor's Handbook and hoped that Members of the Council would accept her rulings. She reminded Members that Question Time was for asking questions not making speeches and advised that the pace of Civic Processions would be somewhat slower as the lady would be wearing heels.

Leader of the Council

- 6.2 The Leader of the Council congratulated the Mayor and Sheriff on their appointments and thanked the outgoing Mayor and Sheriff for their work over the Municipal Year.

The New Inn

- 6.2.1 The Leader of the Council stated that Members would be aware of the fire which took place at the New Inn over the May Day Bank Holiday weekend. Thankfully nobody was injured, which was due to the quick actions of the hotel's management and the Fire and Rescue Service, for which they deserve much praise together with local hotels that housed the hotel guests and Aspire Trust who had prepared an evacuation centre.

The fire started in a glass washing area on the ground floor and went through two floors to the roof but thankfully it had been contained within a small area. The fire travelled up the exterior of the building and partly through a void within that acted like a chimney, which is thought to have reduced the spread of the fire.

There was smoke and water damage throughout the southwest corner of the building affecting rooms on the second floor and attics. On the ground floor the damage was limited to an area which has had much 20th century alteration.

There had been asbestos found in the area of the fire and the Health and Safety Executive has been notified. Until this risk is removed further work cannot take place and insurers are already involved.

The hotel had recently been acquired by Dominion Hospitality (which also owned the Station Hotel and The Dick Whittington). Together with Council

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Officers he had been in touch with the Managing Director and an initial meeting would be taking place this week to discuss the proposals for repairs. Given the important historic nature of the building Historic England had been contacted. It is likely that local conservation engineers and architects will be used. Further information will be provided following the meeting.

The coffee shop had already reopened and it was hoped that the bar, restaurant and hotel would be open in time for next week's Bank Holiday.

The Council was keen to see the full restoration of this important heritage building and to see it once again playing the important role in the life of the City which it has fulfilled for centuries.

Cabinet Changes

- 6.2.2 The Leader of the Council advised that he was not proposing any changes to the membership of the Cabinet for the forthcoming municipal year but there were some fairly small changes within portfolios.

Councillor Watkins would take on responsibility for homelessness from Councillor Organ, whose portfolio will be renamed Planning and Housing Strategy. Licensing, Environmental Health and Play Areas would move from Communities and Neighbourhoods to Councillor Cook's Environment portfolio. An updated Cabinet chart would be circulated.

Honorary Recorder

- 6.2.3 The Leader of the Council announced that His Honour Judge Tabor, Resident Judge at Gloucester Crown Court, who was appointed Honorary Recorder by the Council in March 2016 had now retired and had asked that the following message be conveyed to the Council:-

“Over a legal career of forty years which included being appointed Queen's Counsel and a Circuit Judge, no appointment has given me greater pleasure than my appointment as Recorder. It was a great honour and I hope I performed the role satisfactorily. Please do not underestimate the honour it bestows. The appointment not only recognises the individual but more importantly underlines the importance of Gloucester as a legal entity.”

His Honour Judge Ian Lawrie has been appointed as the new Resident Judge at Gloucester Crown Court. Officers are currently taking advice on the appointment of a new Honorary Recorder and a report will be presented to Council in due course.

Members of the Cabinet

- 6.3 Councillor Watkins, Cabinet Member for Communities and Neighbourhoods, echoed the Leaders congratulations to the Mayor and Sheriff and thanks to the outgoing Mayor and Sheriff.

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- 6.3.1 She announced that the City had been successful in its bid for Purple Flag status which signified that the City had a vibrant and safe evening economy. She thanked all Members, Officers and Partner organisations who had been involved in the bid.
- 6.3.2 She advised that the Member Allocation Fund for 2018/19 in the sum of £500 for each Member to allocate was now open.
- 6.3.3 Councillor Cook, Cabinet Member for Environment, advised Members that the Gloucester Refill initiative would start on 1st July. The Council in partnership with Marketing Gloucester and Refill were introducing a scheme where an app would identify participating businesses where users could obtain free refills of water. A reward scheme would be introduced for those participating in the scheme.

7. APPOINTMENTS TO COMMITTEES, CONSULTATIVE FORUMS AND WORKING GROUPS AND NOMINATIONS FOR CHAIRS OF COMMITTEES AND VICE-CHAIRS FOR 2018/19

7.1 The Council considered the Schedule of Appointments to Committees, Consultative Forums and Working Groups, and nominations for Chairs and Vice Chairs for the municipal year 2018-19. The appointment of Chairs and Vice Chairs to committees would be made at the first meeting of each committee.

7.2 Councillor James moved the motion set out in the schedule.

7.3 Councillor Watkins seconded the motion.

7.4 RESOLVED –

- (1) The schedule of appointments of Members to Committees, Consultative Forums and Working Groups for 2017/18 be approved.
- (2) In respect of the above, the Council, in accordance with Council Procedure Rules, appoint all Members as named deputies for all those meetings (with the exception of Cabinet, Planning Committee and Licensing and Enforcement Committee) to which the Member has not been appointed.
- (3) That the nominations for Chair and Vice Chair of Committees, as set out in the schedule, be noted and that each Committee at its first meeting in the new municipal year 2018/19 confirms and appoints its Chair and Vice Chair.

8. APPOINTMENTS TO OUTSIDE BODIES FOR 2018/19

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- 8.1 The Council considered the Schedule of Appointments to Outside Bodies for the municipal year 2018-19.
- 8.2 Councillor James moved that the Schedule be approved.
- 8.3 Councillor Watkins seconded the motion.
- 8.4 **RESOLVED** - That the schedule of appointments to Outside Bodies be approved.

9. NOTICES OF MOTION

(1) Notice of Motion from the Liberal Democrat Group

- 9.1 Proposed by Councillor Hilton, seconded by Councillor Brazil that:

“This council notes that both 67 and 69 London Road, former offices, have been empty for a number of years and that these buildings are continuing to deteriorate.

They have become an eyesore on London Road, which is a conservation area and also one of the main routes into the city centre.

This council also notes that the combined site is listed in the draft city plan as being suitable for residential development.

This council, therefore, asks the leader to use city council resources to acquire 67 and 69 London Road for a residential regeneration project.

This council also agrees that the city council should use compulsory purchase powers to acquire the site if reasonable purchase terms cannot be agreed by negotiation with the current landowner.”

- 9.2 Councillor James, seconded by Councillor Organ, proposed the following amendment:

“This council notes that both 67 and 69 London Road, former offices, have been empty for a number of years and that these buildings are continuing to deteriorate.

They have become an eyesore on London Road, which is a conservation area and also one of the main routes into the city centre.

This council also notes that the combined site is listed in the draft city plan as being suitable for residential development.

This council, therefore, asks the leader to **consider** ~~use city council resources to acquire~~ **acquiring** 67 and 69 London Road, **either alone or by working with partners**, for a residential regeneration project.

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This council also agrees that the city council should **take advice on the use of compulsory purchase powers** to acquire the site if reasonable purchase terms cannot be agreed by negotiation with the current landowner.”

9.3 Councillor Hilton indicated that he would accept the amendment which became the substantive motion and when put to the vote was carried.

9.4 **RESOLVED** – That

“This council notes that both 67 and 69 London Road, former offices, have been empty for a number of years and that these buildings are continuing to deteriorate.

They have become an eyesore on London Road, which is a conservation area and also one of the main routes into the city centre.

This council also notes that the combined site is listed in the draft city plan as being suitable for residential development.

This council, therefore, asks the leader to consider acquiring 67 and 69 London Road, either alone or by working with partners, for a residential regeneration project.

This council also agrees that the city council should take advice on the use of compulsory purchase powers to acquire the site if reasonable purchase terms cannot be agreed by negotiation with the current landowner.”

Time of commencement: 3.00 pm

Time of conclusion: 5.47 pm

Chair

Gloucester City Council

Meeting:	Council	Date:	12 July 2018
Subject:	Appointment of Honorary Recorder		
Report Of:	Leader of the Council		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	No
Contact Officer:	Tanya Davies, Policy & Governance Manager		
	Email: tanya.davies@gloucester.gov.uk	Tel:	39-6125
Appendices:	None		

FOR GENERAL RELEASE

1.0 Purpose of Report

- 1.1 This report proposes that Gloucester City Council appoints Judge Ian Lawrie QC to the role of Honorary Recorder for Gloucester.

2.0 Recommendations

- 2.1 Council is asked to **RESOLVE** that

(1) Judge Ian Lawrie QC be appointed to the role of Honorary Recorder for Gloucester during his tenure as Resident Judge at Gloucester Crown Court following the retirement of Judge Jamie Tabor QC.

(2) The Council's thanks to Judge Jamie Tabor QC be placed on record.

3.0 Background and Key Issues

- 3.1 An Honorary Recorder is an unpaid, ceremonial office created to maintain and develop close links between councils and the judiciary, and to encourage an understanding of the judicial system among the community. The functions of Honorary Recorder include attending ceremonial and civic functions, and inviting Members of the Council to attend judicial events. The Lord Chief Justice is keen for Councils to use the power available to them to make such an appointment.
- 3.2 The role of Honorary Recorder is normally reserved to Senior Circuit Judges or Resident Judges. The usual approach is for the position to be attached to a specific judge, continuing for as long as they remain the Senior Circuit or Resident Judge for the area.
- 3.3 On 24 March 2016 the Council made its first appointment to the role of Honorary Recorder, appointing Judge Jamie Tabor QC for the duration of his tenure as Resident Judge at Gloucester Crown Court. Judge Tabor retired from his position at

Resident Judge on 16 March 2018 and, as such, the Council now seeks to appointment a new Honorary Recorder.

- 3.4 On behalf of the Council, the Leader of the Council approached Judge Ian Lawrie QC, the new Resident Judge at Gloucester Crown Court, to seek an indication of his interest in the role and he advised that he would accept the appointment.
- 3.5 Judge Lawrie was called to the Bar in 1985 and appointed Queen's Counsel in 2011, representing the Western Circuit until 2015. He was a Recorder for 11 years and subsequently appointed as a Circuit Judge in 2015, largely based in Plymouth, prior to his appointment as Resident Judge at Gloucester Crown Court. Judge Lawrie's experience is extensive and wide-ranging.
- 3.6 The appointment of Honorary Recorders is in the sole gift of local authorities, however, the Lord Chief Justice's Guidelines for the appointment of Honorary Recorders requests that Councils consult the Senior Presiding Judge for England and Wales prior to making an appointment. The Policy & Governance Manager wrote to Lady Justice Macur on behalf of the Council and she has confirmed that she approves of the Council's proposal to appoint Judge Lawrie to the role of Honorary Recorder for Gloucester.

4.0 Asset Based Community Development (ABCD) Considerations

- 4.1 There are no ABCD implications, however the Lord Chief Justice considers that appointing an Honorary Recorder contributes to the building of strong and proud local communities.

5.0 Alternative Options Considered

- 5.1 The Council could decide not to appoint an Honorary Recorder, however, the City would not benefit from the positive outcomes detailed in the body of the report.

6.0 Reasons for Recommendations

- 6.1 To appoint an Honorary Recorder for Gloucester to formalise the relationship between the judiciary and the Council.

7.0 Future Work and Conclusions

- 7.1 If the appointment is approved by Council, there are no specific tasks for the Honorary Recorder. However, in recognition of the importance of the appointment, the post holder will normally be invited to attend major civic events and may occasionally be involved in hosting relevant visitors to the City.

8.0 Financial Implications

- 8.1 The role of Honorary Recorder is an unpaid position, therefore there are no financial implications associated with making an appointment.

(Financial Services have been consulted in the preparation this report.)

9.0 Legal Implications

- 9.1 Section 54 of the Courts Act 1971 gives the Council power to appoint an Honorary Recorder for Gloucester. The appointment does not require the approval of the Lord Chancellor or Lord Chief Justice.

(One Legal have been consulted in the preparation this report.)

10.0 Risk & Opportunity Management Implications

- 10.1 There are no risks associated with appointing an Honorary Recorder. Making an appointment provides as opportunity for strengthening the relationship between the judiciary and the Council.

11.0 People Impact Assessment (PIA):

- 11.1 The appointment of an Honorary Recorder is a ceremonial act therefore a PIA is not required.

12.0 Other Corporate Implications

Community Safety

- 12.1 Promoting the role of Judges through the appointment of an Honorary Recorder is a positive contribution towards building strong and proud local communities. Improved liaison between the judiciary and the community, facilitated by the Council, supports crime reduction and community safety initiatives across Gloucester.

Sustainability

- 12.2 There are no sustainability implications.

Staffing & Trade Union

- 12.3 There are no staffing implications.

Background Documents: None

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Gloucester City Council

Meeting:	Overview & Scrutiny Committee	Date:	2nd July 2018
	Cabinet		11th July 2018
	Council		12th July 2018
Subject:	Public Spaces Protection Order		
Report Of:	Cabinet Member for Communities and Neighbourhoods		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	No
Contact Officer:	Emily Jones, Community Wellbeing Officer		
	Email:	emily.jones@gloucester.gov.uk	Tel: 39-6268
Appendices:	<ol style="list-style-type: none"> 1. Consultation survey result and feedback summary table 2. PSPO Options appraisal 3. Draft PSPOs 4. Equality Impact Assessment 5. Safe and Attractive Streets Policy 6. Table of existing provisions addressing issues consulted upon 		

FOR GENERAL RELEASE

1.0 Purpose of Report

1.1 To update Cabinet on the feedback received from the Public Spaces Protection Order (PSPO) public consultation, to seek approval on a revised PSPO and future work, having regard to that feedback.

2.0 Recommendations

2.1 Overview and Scrutiny are asked to consider the draft PSPO proposals and make recommendations to Cabinet.

2.2 Cabinet is asked to **RESOLVE** that:

- (1) The results of the PSPO consultation be noted;
- (2) To note that previous delegation, provided by Cabinet to the Head of Communities in consultation with the Cabinet Member for Communities and Neighbourhoods, for the authorisation of Public Space Protection Orders remains in place for all future PSPO proposals.
- (3) Delegated authority remains as above to implement the recommended Public Space Protection Orders contained in this report and drafted in **Appendix 3**, those being:

- a) PSPO for Gloucester City relating to dog and alcohol nuisance provisions
 - b) PSPO to supersede the Gating Order for Organs Alley
 - c) PSPO to implement an Alcohol Free Zone for Gloucester City centre Taking in to account the views of Overview and Scrutiny and Council.
- (4) The PSPO creating an alcohol free zone for the City Centre/BID area is implemented at a future date, following further consultation with partner agencies.
 - (5) Further consultation be undertaken in Barton and Tredworth to explore the appropriateness of implementing PSPO(s) there, following requests from residents, partner agencies and ward councillors.
 - (6) Gating Orders that are currently in place are scheduled for individual reviews, with all being completed by the end of 2019.
 - (7) A review and update of the Safe & Attractive Streets Policy and PSPO guidance takes place.
 - (8) A Memorandum of Understanding is drawn up for both the night time and day time economies, between partner agencies who work within the City Centre and a "DaySafe" type meeting, to mirror NightSafe, is established.

2.3 Council is asked to endorse the PSPO proposals.

3.0 Background

3.1 Councils have a key role to play in helping make local areas safe places to live, work in and visit. Tackling nuisance and anti-social behaviour (ASB) continues to be a corporate priority for Gloucester City Council and our partner agencies.

3.2 In December 2017 Cabinet approved a public consultation for the potential use of Public Spaces Protection Orders (PSPOs) in Gloucester following a change in legislation and requests made by stakeholders to explore the benefits of such an order. Overview and Scrutiny committee received a briefing in October 2016 and further had endorsed exploration of PSPOs.

3.3 A PSPO can be made by the council if they are satisfied that the activities specified within them:

- have had, or are likely to have, a detrimental effect on the quality of life of those in the locality
- are, or are likely to be, persistent or continuing in nature
- are, or are likely to be, unreasonable
- justify the restrictions imposed.

3.4 From October 2017, all current Dog Control Orders (DCOs), Designated Public Place Orders (DPPO's) and Gating Orders automatically became PSPOs. These PSPOs will remain in force for up to a maximum of three years and if not reviewed beforehand, will expire in 2020

- 3.5 Gloucester has the following existing orders in place:
- **DPPO** for Barnwood, Coney Hill and Hucclecote introduced 22.06.2009 and varied to include additional areas in 08 August 2011
 - **DPPO** for City Centre introduced 05.09.2002
 - **Gating Orders** Saffron Close Tuffley and Badger Close, Tuffley adopted on 27.10.2006
 - **Gating Order** Fielden , Abbeydale adopted on 22.04.2008
 - **Gating Order** Chadwick Close/Windrush, Tuffley adopted on 05.03.2008
 - **Gating Order** Organs Alley gating adopted on 08.04.2014
 - **Dog Control Orders** covering Citywide parks and open spaces, relating to dog fouling, dogs in children’s play parks and dogs being on leads when requested, introduced on 23.02.2007
- 3.6 The December 2017 Cabinet approved delegated powers to sign off PSPOs go to the Head of Communities in consultation with the Cabinet Member for Communities and Neighbourhoods. However, due to public concerns and the level of interest, the Cabinet Member for Communities and Neighbourhoods took the decision bring these proposals through the full democratic process in order to demonstrate transparency.
- 3.7 The Council took a proactive approach to consultation and the survey was widely publicised. Public consultation took place from January to April 2018 via an online survey and on-street surveying. In addition, two working groups were convened; one with council officers and one with key stakeholders. Both working groups offered a variety of responses to how the Council should implement PSPOs. The Director of the Manifesto Club commended the consultation process, stating they were “pleased that [the Council] are undertaking such a thorough process before passing any order”.
- 3.8 The online survey included free text options for every question, giving respondents the opportunity to clearly share their views. Detailed responses were received from residents, the Faith Forum, Office of the Police and Crime Commissioner, the Institute of Fundraising, Project Pilgrim, Pedlars association, Gloucester BID, the LVA, Liberty, the Manifesto Club, political parties and via a petition presented to Council.
- 3.9 During the consultation, a review was conducted of the work that the Council and partners already do to address issues raised in the draft PSPO. This highlighted existing effective work that is already being undertaken by the Council and partner agencies, details of which are included in **Appendix 6**. Consideration has also been given to the High Strength Alcohol report written by the Overview & Scrutiny Task and Finish Group which looks to address the impact of high strength alcohol on our communities.
- 3.10 This report sets out the results of the public consultation and evidence gathering process, and gives recommendations for the future implementation of PSPOs in Gloucester. The proposals made in this report have been shaped by consultation feedback, Council and Police data, input from officer and stakeholder working groups, consideration of the work the Council and our partners already undertake including our Safe & Attractive Streets Policy and

consideration of the practicalities of whether a PSPO would work as intended to address the issues raised.

3.11 192 online survey responses were completed, with several more received directly by email and through consultation meetings with various partners. In total, over 1300 individual comments relating to the PSPO have been reviewed.

3.12 Respondents to the online survey identified as follows:

Demographic	Number of individuals	
Resident living in City centre	63	33.5%
Resident living in wider city	81	43.09%
Person who works in City	55	29.26%
Business owner/manager	15	7.98%
Visitor to City	15	7.98%
Local Councillor	3	1.6%
Representative of VCS	6	3.19%
Local organisation	5	2.66%
Other	10	5.32%

**numbers do not total 100% as respondents ticked all boxes that apply to them. 4 respondents skipped this question.*

3.13 The consultation survey initially asked respondents to tell us how big a problem they felt a particular behaviour was. Later in the survey, each specific proposed PSPO term was given and respondents were asked whether they agreed with each provision, offering a free text area for them to give their reasons why, if they wished to. Further, it asked whether respondents felt that particular provision should apply only to the area proposed (the City centre) and again offered free text space, this time for them to propose other areas that should be covered by that provision. At the end of the questionnaire, another free text input was available for respondents to detail any issues they felt should be covered by a PSPO, which were not already proposed.

3.14 Ongoing consultation continued after the initial timescales via the working groups which included key partners; the Police, Business Improvement District (BID), Faith Forum, CitySafe, the Office of the Police and Crime Commissioner (OPCC), Gloucester City Homes (GCH), the Licensed Victuallers Association (LVA) and various teams within the Council after the online survey ended, in order to discuss the survey feedback, the workings of a potential PSPO and its enforcement and look at alternative options. It is intended that key respondents will be updated of the final PSPO proposals ahead of Overview & Scrutiny.

3.15 It should be noted that existing Gating Orders were not included in this consultation. This is because Gating Orders have historically been put in place to address particular issues of anti-social behaviour in specific areas. It is more appropriate to re-visit these areas and conduct a more targeted consultation with the local community and residents who live in the immediate vicinity so that these specific issues can be re-assessed. The Organs Alley Gating Order was assessed as part of this consultation as it sits within the

proposed designated area. A schedule to review all other current Gating Orders is included in the recommendations of this report.

- 3.16 A number of individual issues of ASB were raised by residents via the comments sections on the online survey. A list of these issues has been collated to be shared with Solace and other relevant partner agencies to address.

Results

- 3.17 Consultation survey results and individual responses gave a good variety of feedback in response to PSPO proposals. The table in **Appendix 1** details consultation feedback alongside the Council's response with rationale included. This table will be publicised on the Council website.
- 3.18 The table below gives headlines of the consultation feedback:

Question/issue	% respondents who said it <u>is</u> a problem (very big problem & fairly big problem combined)	% respondents who said it <u>is not</u> a problem (not a big problem & not a problem at all combined)	Proposed PSPO Term	% Agree with inclusion in PSPO (strongly agree & agree combined)	% Disagree with inclusion in PSPO (disagree and strongly disagree combined)	Other information available on this issue	Conclusion
Dogs not being on leads	19.68	75.0	Dogs to be <ul style="list-style-type: none"> kept under control (on leads if requested) out of children's play parks dog fouling to be cleared up 	86.75	13.26	Existing powers are in place Citywide under Dog Control Orders but these powers will cease if not reviewed.	Without superseding these with a PSPO we are extremely limited in how we can deal with these issues.
Dogs in children's play parks	27.27	45.45					
Dog fouling	57.61	35.85					
Alcohol related nuisance	65.60	31.19	Alcohol to be surrendered if nuisance related	74.38	25.63	Two Designated Public Place Orders are currently in place but will cease if not reviewed. Almost 2300 alcohol related Police incidents in City centre & Kingsholm in last 2 years, with other hotspot areas reported.	Without superseding current DPPO with a PSPO we are limited in powers to deal proactively with alcohol related nuisance.
Psychoactive substances	45.45	36.9	Psychoactive substances to be surrendered if nuisance related	77.18	22.81	Street Aware can address this. No data held on how prevalent this issue is.	Limited data presents lack of evidence for including this in a PSPO.
Begging	61.5	34.22	Begging not permitted	64.91	35.1	Street Aware has successfully addressed this over the past 2 years. Begging already a criminal offence.	A PSPO could not offer any enhancement on the powers and procedures already in place.

Peddling/street trading	28.11	63.24	Peddling/street trading must have written consent from Council	62.83	37.17	No complaints data held. Pedlars Act provides legislation for licenses. Council Street Trading policy in place.	Legislation and current work already available to address any issues.
Aggressive charity collection	51.06	41.19	No aggressive charity collectors	76.67	23.33	No complaints data held. Existing legislation available to regulate charity collections, and agreement with Institute of Fundraising in place.	Regulation already in place via various legislation. Procedure for dealing with "fake" charity collectors to be clarified in reviewed Safe & Attractive Streets Policy.
Littering	71.03	26.78	Littering not permitted	86.02	13.98	Littering is already an offence under the Environmental Protection Act	Measures for enforcement already available. Not appropriate to duplicate in a PSPO.
Unattended items	31.55	56.69	Unattended items can be removed	66.19	33.82	Police procedures in place regarding suspicious items left unattended. An informal partnership process already in place regarding non-suspicious items left unattended on the street.	Procedures are already in place and have support of partner agencies. Can be further clarified in the updated Safe & Attractive Streets Policy.
Nuisance or ASB	60.69	34.76	Nuisance or ASB not permitted	75	25	Numerous pieces of legislation already exist to tackle various nuisance and anti-social behaviour.	PSPO unlikely to enhance existing powers, and would go against Council commitments to prevention and intervention work.
Direction to leave	32.06	36.41	Person must leave designated area	67.16	32.85	Some dispersal powers already available to Police	Existing powers available to use

			when requested				where specific issues are present
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Dog Control Orders

- 3.19 Existing Dog Control Orders are in place City-wide and 86.7% of respondents to the consultation agreed that these provisions should remain.

DPPOs

- 3.20 Existing Designated Public Place Orders remain in force in the City centre and Barnwood, Coney Hill and Hucclecote, giving powers to deal with alcohol related nuisance. 65% of respondents said that alcohol related nuisance is a problem, and 74% agreed that this term should be included in a PSPO.
- 3.21 Data received from Police shows that in the last 2 years there have been almost 2300 alcohol related incidents reported to Police in the City centre and Kingsholm & Wotton wards alone. Many comments from respondents requested that drinking in the street be prevented altogether.
- 3.22 Kingsholm was included in the original proposed PSPO due to ongoing issues occurring there and requests from elected members. On-street drinking in certain areas of the City centre and Kingsholm has a reoccurring detrimental impact on the community, with respondents saying that they feel threatened and intimidated, and some residents experiencing additional harassment, alarm or distress ranging from noise nuisance to drinkers using their gardens as toilets.
- 3.23 Compared to the night time economy, where Police use specific dispersal powers regularly in response to alcohol related nuisance, the Council and its partners have difficulty addressing the culture and impact of daytime street drinking. A PSPO would give powers to tackle this issue more effectively through use of a proposed alcohol free zone in the BID area of the City.
- 3.24 Comments opposing the inclusion of an alcohol provision in a PSPO focussed on the support available to “street drinkers”. In the first instance when dealing with the issue of street drinking, the council would use the existing “engage, support and enforce” model through Street Aware, our approach detailed in the Safe and Attractive Streets Policy, which seeks to engage with people to change individual behaviours and prevent the need for enforcement action by connecting people with the help and support they need. Additionally, commissioned drug and alcohol support services conduct outreach in the City centre on a regular basis. Therefore proposals include an update of the policy to increase focus on this cohort. The Safe and Attractive Streets Policy is included for reference in **Appendix 5**.
- 3.25 Stricter guidelines on alcohol consumption in the designated area would support the vision for our City centre and build on the recent Purple Flag accreditation and High Strength Alcohol report from the Overview & Scrutiny Task and Finish group, encouraging a safer and cleaner environment for all and preventing further detrimental impact to those who live, work in and visit the City. This is especially pertinent when the City has an ambition to focus on culture and heritage, a strong tourism trade and will shortly be welcoming an influx of students, joining residents who want to feel safe when using the city centre.

Begging & Unattended items

- 3.26 Proposals relating to Begging and Unattended Items in the original draft PSPO caused public concern, with suggestions from some organisations that these terms would be used by stealth to target rough sleepers. The Council has reiterated continuously, and continues to commit, that rough sleeping has never been included in any PSPO proposals for the City.
- 3.27 61.5% of respondents said that begging is an issue in the City, with 64.9% agreeing with its inclusion in a PSPO. Begging is currently addressed by strong partnership working through the “Street Aware” work of the Safe and Attractive Streets Policy which sees input from support, enforcement and advocacy partners and has helped create sustainable change within our City. A PSPO could not enhance this approach therefore it is proposed that begging is not included in any proposed PSPO.
- 3.28 56.6% said that unattended items are *not* an issue, however 66.1% felt that this term should be included in a PSPO. The term “unattended items” can be considered subjective and may refer to personal items associated with rough sleeping or to terrorism. Existing processes address both issues, therefore it is proposed that a proposed PSPO does not include unattended items.

Nuisance or anti-social behaviour (ASB) and Direction to Leave

- 3.29 60.69% of respondents felt that nuisance or anti-social behaviour in the city centre is a problem. 75% agreed that this term should be included in a PSPO.
- 3.30 Only 32% of respondents felt that “people causing a nuisance, not leaving the area when asked to do so” was a problem. 36% said this was not a problem, and the remaining 32% said they did not know. However, 67% of respondents felt a direction to leave should be included in a PSPO.
- 3.31 For these two issues, many responses focussed on groups of young people. Gloucester City Council and partner agencies have committed to the Children First strategy which aims to work with young people to change their behaviour through engagement and intervention, with enforcement as a last resort. This is in line with our Street Aware approach of “engage, support, enforce” and it is recommended that we endorse Children First in the reviewed Safe and Attractive Streets Policy rather than implement additional enforcement against young people.
- 3.32 There are already numerous pieces of legislation and work streams in place to tackle nuisance and anti-social behaviour, available to both the Council and Police, which range from informal interventions to legal action. Specifically relating to a direction to leave, Police can already implement a Dispersal Power for up to 48 hours where there are issues of ASB occurring in an area. For these reasons it is not proposed that Nuisance/ASB or Direction to Leave are included in a PSPO.
- 3.33 Psychoactive Substances, Peddling/ Street Trading, Aggressive Charity Collection and Littering were also consulted upon. It is not recommended that these are included in a PSPO, because there are already powers and

processes in place to address these. Further information can be found in the table in **Appendix 1**.

Recommendations

- 3.34 As a result of consultation feedback and the review of work already undertaken by the Council, it is recommended that we use the proposed PSPO to focus only on the issues that are important to residents and where the Council are most limited in powers to deal with these. In working with partners to explore existing provision, the consultation found that the majority of issues raised in the draft PSPO are being sufficiently addressed through Council and/or partnership working and that a PSPO would not enhance these particular issues further.
- 3.35 It is recommended that the following original proposed terms are implemented in a PSPO:
- Dogs under control, and to be put on leads when requested
 - Dogs not to be permitted in children's play parks
 - Those in charge of dogs to clear up dog fouling
 - Alcohol related nuisance
- It is further recommended that an alcohol free zone is implemented in the City centre/BID area to address the enhanced detrimental effect of drinking in this area.
- 3.36 It has been identified that the following terms included in the original draft PSPO are sufficiently covered by existing work or legislation available to the council and partner agencies, or that there is insufficient evidence to demonstrate a detrimental effect on the community, therefore it is *not* proposed that these terms are included in the final PSPO proposal:
- Psychoactive substances
 - Begging
 - Peddling/Street Trading
 - Aggressive charity collection
 - Littering
 - Unattended items
 - Nuisance or anti-social behaviour
 - Direction to leave
- 3.37 An appraisal of PSPO options is attached in **Appendix 2**. The recommended option is for:
- A City-wide PSPO to supersede existing Dog Control Orders and Designated Public Place Orders. This means that these provisions would remain in place in all areas within the City boundary.
 - An alcohol free zone for the original proposed designated area, which consists of the BID area and part of Kingsholm.
 - The Gating Order at Organs Alley to be superseded by a PSPO
- 3.38 **Appendix 3** shows draft copies the recommended Public Spaces Protection Orders and designated areas.
- 3.39 An alcohol free zone for the designated area would mean that on-street drinking is not permitted. Exceptions to this prohibition apply to the curtilage of licensed premises and events that have received a license or authorisation

from the City Council. An alcohol free zone would not prevent events in the designated area being able to serve alcohol, for example Christmas markets serving mulled wine.

- 3.40 An Equality Impact Assessment (also known as a People Impact Assessment) has been completed in relation to the proposed orders. A copy of this is attached in **Appendix 4**. The assessment found this proposal to be 'neutral' in impact. Equality Impact Assessments are designed to focus on the impact of a proposal on groups with protected characteristics under the Equality Act. However, the assessment is comprehensive and in addition it explores any potential impact on groups that are not classed as protected characteristics but may be affected by the proposed PSPOs, namely dog walkers and those consuming alcohol in public places, including street drinkers. The impact on dog walkers and people drinking alcohol is neutral as the proposals simply replace orders that are already in place. In relation to specific "street drinkers", i.e. individuals who regularly congregate and consume alcohol in the City centre area, an alcohol free zone will prevent this from occurring and it should be noted that any *potential* impact of this upon this group may occur to a very small number of people, and that the detrimental impact caused to the wider community by this activity outweighs the proportionality of changing the PSPO proposal.
- 3.41 Existing Gating Orders remain in place due to the automatic supersession of legislation. A recommendation of this report is that these orders are scheduled for review, which should be completed by the end of 2019.
- 3.42 In relation to future PSPOs proposed to tackle specific ASB issues in our communities, the initial responsibility for investigation and interventions will lie with Solace, the City Council and Police funded ASB Team. If a PSPO is identified as a potential option by Project Solace, the Community Wellbeing Team will support with scoping, consultation and implementation. In these cases, legal advice is that a consultation period of 6 weeks is deemed sufficient. It is recommended consultation can take place following notification being given to the Head of Communities and that the power to approve orders remains with the Head of Communities in consultation with the Cabinet Member for Communities and local ward Councillors.

4.0 Asset Based Community Development (ABCD) Considerations

- 4.1 The recommendations contained in this report are made with due regard given to the City Council's ethos of Asset Based Community Development and community cohesion. These recommendations are made with the intention of minimal disruption to the community and a focus on strengthening partnership working to achieve the shared positive vision for the City.
- 4.2 Future work listed below will be overseen by the Community Wellbeing Team. This will ensure ABCD considerations are made and that the work is community-focussed.

5.0 Future Work and Conclusions

- 5.1 Enforcement arrangements and resourcing:
- A procedure for the enforcement of the PSPO should be drawn up
 - Update the relevant legal paperwork e.g. Fixed Penalty Notice pads
 - Identify the “authorised persons” to enforce the PSPO
- 5.2 It is proposed that Council and Police officers enforce the alcohol related provision, which would be no change to how the Designated Public Place Order was enforced.
- 5.3 Future enforcement strategies led by the City Improvement and Environment Team to address environmental crime including littering, will be looked at separately. Working in partnership with the Community Wellbeing Team, this separate work will also address the dog related provisions of the PSPO proposal.
- 5.4 Further consultation takes place with the Police around the procedures for enforcement of an Alcohol Free Zone for the City centre area.
- 5.5 Work be undertaken in Barton and Tredworth to explore the appropriateness of implementing PSPO(s) there, following requests from residents, partner agencies and ward councillors.
- 5.6 Publicity and communication:
- publicise any PSPO sufficiently and give members of the public enough time to be aware of the order coming in to effect
 - Signage should be erected in prominent places that are affected
 - A communications plan specifically relating to the PSPO should be drawn up
 - A communications plan is drawn up to raise public awareness on the various strands of work already in place by which Council and partners address the issues raised in the PSPO consultation.
- 5.7 Review:
- Work with partners to review, update and explore new options as part of the Safe & Attractive Streets Policy, considering a “Making Every Adult Matter” approach
 - The PSPO Guidance is updated to enhance guidance around PSPOs for specific ASB issues.
 - Schedule of reviews of current Gating Orders

6.0 Alternative Options Considered

- 6.1 Implementing a PSPO with all 10 proposed terms as per the original example Order used for the consultation, would present various issues including; the viability of a PSPO successfully addressing some of the specified behaviours, the appropriateness of having a PSPO for certain issues where evidence doesn't sufficiently justify imposing an Order, and in terms of negative publicity and prospect of legal challenge. Conflict would also arise with regards to the City Council's existing commitments to support and intervention, particularly around young and vulnerable people, such as the

Children First Strategy and the Safe and Attractive Streets Policy. The PSPO options appraisal in **Appendix 2** clearly states that this alternative is not recommended.

- 6.2 Another alternative to the proposed recommendations would be to not implement a PSPO at all in the City. However, this would leave the Council and partners unable to address certain behaviours, in particular the provisions for dog and alcohol related nuisance, as the legislation providing previous powers for these has been repealed and the only available alternative is now to implement PSPOs.

7.0 Reasons for Recommendations

- 7.1 Legislative changes mean that we must review the appropriateness of existing public place orders and decide whether to supersede these with PSPOs. Additionally, residents, businesses and partner agencies in the City have made requests for certain behaviours that detrimentally impact our communities to be addressed.
- 7.2 The recommendations in this report have been made following widespread consultation and shaped by consultation feedback, Council and Police data, input from officer and stakeholder working groups, consideration of the work the Council and our partners already undertake and consideration of the practicalities of whether a PSPO would work as intended to address the issues raised.
- 7.3 Councils have a key role to play in helping make local areas safe places to live, work in and visit. Tackling nuisance and ASB continues to be a corporate priority for Gloucester City Council and our partner agencies. The recommendations made in this report are done so with the intention of ensuring that our public places can be enjoyed free from nuisance and anti-social behaviour.
- 7.4 The recommendations in this report compliment strands of work from various partnerships and initiatives including NightSafe, the Stronger Safer Gloucester Partnership, Street Aware, Purple Flag and the Overview and Scrutiny Task and Finish Group for high strength alcohol.

8.0 Financial Implications

- 8.1 There will be a financial cost to:
- a) Signage and publicity of the PSPOs. This is estimated at around £15 per sign. Costs may include a publicity campaign but this is to be advised by the Comms Team.
 - b) Training and updating of enforcement documents such as Fixed Penalty Notice pads.

(Financial Services have been consulted in the preparation of this report)

9.0 Legal Implications

- 9.1 PSPOs must be lawfully implemented in line with legislation and with due consideration to Human Rights. The recommendations made in this report have been done so with guidance from One Legal.

(One Legal have been consulted in the preparation of this report)

10.0 Risk & Opportunity Management Implications

- 10.1 Having regard to the consultation feedback, the recommended PSPO option mitigates risk by proposing that only existing orders are superseded, with one variation to consider stricter rules on alcohol in the City centre.
- 10.2 The results of this consultation offer an opportunity for the Council to promote the existing work that we do to tackle the issues raised in the original draft PSPO.

11.0 People Impact Assessment (PIA):

- 11.1 A full People Impact Assessment has been completed and is included in **Appendix 4**.

12.0 Other Corporate Implications

Community Safety

- 12.1 Keeping Gloucester a safe and enjoyable place to live, work and visit is the basis of the Stronger Safer Gloucester Partnership and strategy. All of the information and evidence considered as part of this consultation process indicates that the implementation of a PSPO will give enhanced powers to delegated officers to ensure this.

Sustainability

- 12.2 The implementation of any PSPO should be in partnership with the Police and relevant partner agencies to ensure that PSPOs can be sustainably resourced. The implementation process will be overseen by Community Wellbeing.

Staffing & Trade Union

- 12.3 None identified.

Safeguarding

- 12.4 None identified

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APPENDIX 1 – PSPO consultation results and feedback summary table

Proposed PSPO term	Feedback summary from consultation		Council Response
1. Dogs			
a) Any person in charge of a dog, at any time, must keep the dog on a lead	In Favour	<p>19.6% of respondents* said that dogs not being on leads is a problem</p> <p>Dogs in a built up or public area should be kept under control to ensure that all users of a public space can enjoy it. Many people are scared of or bothered by dogs (including other dog owners themselves) and keeping dogs on a lead is necessary to avoid nuisance and ensure the health and safety of the public.</p>	<p>It is not reasonable for all dogs to be kept on a lead at all times, some dogs need more exercise than others and being off the lead enables this. Taking in to account animal welfare we propose this should be amended to state that dogs should be under control rather than on a lead at all times.</p> <p>Old Dog Control Orders (which are now superseded by PSPOs) covering the city stated that owners should put their dog on a lead when requested to do so by an authorised person, we propose that this PSPO replicate the old Dog Control Order for this part of the dog provisions.</p> <p>This provision is in no way relating to rough sleepers, it is directed at the control of dogs to keep the general public safe and prevent nuisance.</p>
Against	<p>75% said that dogs not being on leads is not a problem</p> <p>It is necessary to be able to have some open space where dogs can be exercised off the lead. Dogs should be allowed to run free in certain areas if owners are responsible. Responsible users of parks and green spaces would be penalised by a complete “dogs on leads” restriction.</p> <p>Some comments referred to this restriction being proposed in order to target rough sleepers who have dogs.</p>		
b) Any person in charge of a dog, at any time, must not allow it to enter or remain in any children’s play park	In Favour	<p>27% said dogs in childrens play parks is a problem</p> <p>Children’s play parks should be a safe place for children to enjoy. Again some children are scared of dogs and dogs can pose a potential safety issue around small children, as well as dog mess being hazardous. Dogs and their owners have full use of the wider parks and open spaces; therefore a restriction on the smaller areas of children’s play parks is not unreasonable.</p>	<p>Whilst it is important for dog owners to have sufficient space to exercise their pets, it is also important for children to have a safe and clean area to play. Children’s play parks are usually a small area of larger parks. We propose that this provision stands and that dogs should not be allowed in play parks where the play park is a fenced off area. This provision is already in place under old Dog Control Orders and signage already exists on most of these parks, therefore this PSPO</p>

APPENDIX 1 – PSPO consultation results and feedback summary table

	Against	<p>45% said dogs in childrens play parks is not a problem</p> <p>One respondent commented on dogs being family pets and that a single parent taking their child to a park should be allowed to take the dog in to a children’s play area and that dogs should be under control, not banned. There was some query on whether this applies to all parks which include children’s play equipment. Some parks are fenced off where the play equipment is but others are not.</p>	will simply continue the current rule.
c) Any person in charge of a dog, at any time, must clean up any faeces deposited by that dog	In Favour	<p>57% said dog fouling is a problem</p> <p>Dog fouling is the biggest dog related, but preventable, problem. The city a safe and clean place for everyone to use. Dog mess presents a health hazard.</p> <p>Many comments suggested that unless action is taken against irresponsible dog owners this issue will continue and that dog fouling continues to be a problem despite everyone knowing it should be cleared up.</p>	Dog fouling continues to be an issue and is one of the top reported issues in feedback from residents. In order to keep the city a safe and clean place, we propose to include the dog fouling provision in this PSPO, again to continue the rules already in place under old Dog Control Orders.
	Against	<p>35% said dog fouling is not a problem</p> <p>Responsible dog owners who clean up after their pets commented that irresponsible owners are the problem. Comments against this proposal stated that most dog owners are responsible and that people already know that they should pick up after their dog; therefore enforcement should be targeted to those who do not.</p>	
<p>Additional comments</p> <p>Many comments in relation to the dog restrictions state that they are “common sense” and “reasonable” to ensure the safety and enjoyment of all in a public space.</p> <p>Some disagreed with these proposals, stating that there are already provisions for dogs in place.</p> <p>Several comments that dogs being on leads should apply to built-up areas such as the city streets but not to green open spaces.</p> <p>Some comments that on the spot fines would be the only way to encourage people to be more responsible.</p>			<p>Dog Control Orders, which provided for current rules relating to dog nuisance to be put in place, have been repealed and are superseded by PSPOs.</p> <p>Taking in to account all of the comments received, we propose to keep the current provisions of Dog Control Orders as part of this PSPO.</p>

APPENDIX 1 – PSPO consultation results and feedback summary table

<p>Proposed Area 86.75% of respondents to the online consultation felt that the dog provisions should be included in a PSPO. 50% felt it should cover a wider area than the city centre.</p>		<p>We propose that this provision will apply to the entire city.</p>
<p>2. Alcohol</p>		
<p>Any person shall stop drinking alcohol, or hand over any containers (sealed or unsealed) which are believed to contain alcohol, when required to do so by a constable or an authorised person in order to prevent public nuisance or disorder</p>	<p>In Favour</p>	<p>65% of respondents said that alcohol related nuisance is a problem</p> <p>Drinking in the streets has numerous associated issues which cause a nuisance, often including noise, littering and anti-social behaviour, sometimes escalating to violence or disorder. These issues prevent the general public from feeling safe in our city centre and fail to provide a welcoming environment for residents and visitors alike.</p> <p>A restriction in order to prevent or tackle nuisance will make the city a safer and more enjoyable place to be. Many respondents were in favour of this to create a more pleasant, less threatening environment for the general public, saying that it is unnecessary to drink alcohol in a public place, especially the city centre when there are many licensed premises, and that residents and visitors will feel safer knowing that issues are being addressed.</p> <p>Several commented that street drinking in the city is a big problem but that powers should be discretionary and only used when nuisance is caused or likely to occur.</p> <p>One comment from a licensee stated “there is no place for alcohol as people walk the streets, [sensible consumption] can’t be controlled outside licensed premises”.</p>
		<p>65% of respondents said that this is a problem and figures from the Police show that rates of alcohol related nuisance is high, with almost 2,300 alcohol related incidents occurring in the proposed PSPO area in the last 2 years. From consultation feedback, many respondents named locations outside of the city centre too for hotspots of alcohol related issues in public spaces.</p> <p>In relation to offering support to groups of “street drinkers”, Change Grow Live are Gloucester’s providers of drug and alcohol support and they conduct regular outreach across the city and specifically the city centre to offer support, and work with those willing to engage with services. Street Aware, a partnership between the council, police and support agencies, also operates across the city centre and engages with people seen on our streets on a daily basis.</p> <p>Most respondents felt that an alcohol provision should apply to the entire city as enforcement would only take place when nuisance occurs.</p> <p>An existing Designated Public Place Order (DPPO) applies to the city centre and other specific locations in the wider city. DPPOs have now been</p>

APPENDIX 1 – PSPO consultation results and feedback summary table

	Against	<p>31% said that alcohol related nuisance is not a problem</p> <p>Comments against this restriction focussed on objection to a complete alcohol free zone, stating that the city centre is a social area and this should be taken in to consideration and that a restriction on alcohol should be targeted towards people causing a disturbance rather than all drinkers.</p> <p>One comment mentioned that rugby attendees are probably the biggest on street drinkers and are generally pleasant.</p> <p>Other respondents focussed on “street drinkers” as a group and felt that this restriction would victimise a group who should instead be offered support to address the root causes of alcohol misuse.</p> <p>Some comments also stated that there are laws in place already covering this issue.</p>	<p>superseded by PSPOs so if we want this provision to continue then it must be implemented in a PSPO.</p> <p>Weighing up the responses both for and against an alcohol provision, we propose that this provision is included citywide in a PSPO and that an alcohol free zone be considered for the city centre streets where higher rates of alcohol related nuisance are evidenced.</p>
<p><u>Additional comments</u></p> <p>There were comments relating to events in the city centre and that these should still be allowed to continue to serve alcohol e.g. the Christmas market serving mulled wine. There was query over whether an alcohol restriction would apply to events in the PSPO area.</p> <p>Most commented that this restriction should apply to all parks and open spaces because the restriction as proposed would not prevent people having a quiet responsible drink and enforcement could only be taken in relation to nuisance.</p>		<p>An alcohol free zone would not apply to specific events held in the designated area, providing that the organisers have been granted a license or authorisation by the licensing team at Gloucester City Council.</p> <p>A wider provision to deal with alcohol related nuisance can be put in place across the whole city.</p>	
<p><u>Proposed area</u></p> <p>74% of respondents agreed that alcohol related nuisance should be included in a PSPO. 39.6% felt it should cover an area wider than the city centre</p>		<p>We propose that a provision to tackle alcohol related nuisance applies to the whole city, with stricter rules (an alcohol free zone) to be considered for the city centre.</p>	
<p>3. Psychoactive</p>			

APPENDIX 1 – PSPO consultation results and feedback summary table

Substances			
Any person shall hand over any containers (sealed or unsealed) which are believed to contain psychoactive substances, when required to do so by a constable or an authorised person in order to prevent public nuisance or disorder.	In Favour	<p>45% of respondents said that this is a problem</p> <p>Most respondents in favour agreed with this as a general term, similar to the alcohol restriction proposal, to prevent issues from occurring.</p> <p>A few specific locations were reported via the comments section.</p>	<p>Street Aware, the council’s partnership with police and support agencies, operates across the city centre and addresses street related issues, which can include psychoactive substances where these are reported.</p>
		Against	<p>36% of respondents said this is not a problem</p> <p>Most respondents against this proposal commented that psychoactive substances are now illegal and covered by existing laws, stating that they felt that current powers are sufficient.</p> <p>Other comments centred around addressing the reasons people are using drugs rather than enforce against them</p>
<u>Additional comments</u>			
Many comments focussed on drugs in general, rather than specifically on psychoactive substances			Drug issues should be reported to the police who can address this using existing legislation.
<u>Proposed area</u>			
77% of respondents felt this should be included in a PSPO. 60% said this should not cover an area wider than the city centre			Psychoactive Substances are now illegal so this issue is covered by existing legislation and the scale of the issue in our city does not warrant it’s inclusion in a PSPO.
4. Begging			

APPENDIX 1 – PSPO consultation results and feedback summary table

<p>Any person is prohibited from, at any time, placing himself in a position to receive alms.</p>	<p>In Favour</p>	<p>61% of respondents said this is a problem</p> <p>Begging has become a more prevalent and visible issue in the city, as it has nationally. Most respondents commented on the fact that begging most often occurs to feed drug and alcohol dependency and that giving money to the individual is not the best way to help.</p> <p>Several comments from people who said they feel scared to come in to the city centre or avoid the city centre altogether because they find begging is intimidating.</p>	<p>The City Council adopted the Street Aware approach of “engage, support, enforce” in 2016 to address this issue among other street based nuisance in the city centre. Since this we have seen a great reduction in the number of people seen begging in the city centre and we remain committed to supporting people who need it. In this complex issue this means both those who are affected by begging (e.g. feel intimidated) as well as those who are begging. Street Aware only take enforcement action as a last resort where anti-social behaviour is persistent.</p> <p>This provision was not proposed to “target” the homeless. An array of evidence from members of the public and agencies has shown that begging has caused harassment, alarm and distress to the wider community therefore this provision was proposed to address the anti-social behaviour.</p> <p>We propose to continue with Street Aware and use the existing legislation already available. It would be excessive to include begging as a provision in a PSPO on top of this; therefore we propose not to do so.</p>
	<p>Against</p>	<p>34% said this is not a problem</p> <p>Existing measures are already in place to tackle begging issues in the city and have seen a reduction in the number of people seen begging on the street, as well as offering support to individuals.</p> <p>Some respondents were concerned that this prohibition would displace the problem. Most respondents against this proposed term commented that it is proposed in order to criminalise the homeless. One comment that begging in itself is not an activity that “causes harm”.</p>	
<p><u>Additional comments</u></p> <p>Rather than give money, work together and offer support to people in need Routes of offering support to people? Address causes of homelessness, not the symptom Begging is driven by substance misuse</p>			<p>The City Council remains committed to helping those in need. We continually work with partners in all sectors to co-ordinate joint efforts to support those who need it. Street Aware has found that the vast majority of people seen begging in the city are already</p>

APPENDIX 1 – PSPO consultation results and feedback summary table

		housed and that in 100% of cases begging has occurred to fund substance misuse problems. Trends identified through our operational work help to shape our services to be more effective. More information on Street Aware can be found in our Safe & Attractive Streets Policy.	
Proposed area 64.9% of respondents said this should be included in a PSPO. 79% felt it should only cover the city centre		We do not propose to include this provision in a PSPO.	
5. Peddling/Street Trading			
Any person is prohibited from, at any time, peddling/trading goods without the written permission of the authority, even if licensed.	In Favour	28% said that issues with street trading or peddling are a problem. The necessity of permission having to be given by an authority offers reassurance to customers. There were comments about street traders who descend on the city when a large event is held, and the fact that too many street traders or pedlars can cause a nuisance to shoppers.	The Pedlars Act provides for licensing of Pedlars. The City Council has a street trading policy in place for the city centre and enforcement is available under various legislation if rogue traders are identified. The City Council agrees that well managed street trading can add vibrancy to the city. Being mindful of the primary legislation and various policies that are already in place, we do not propose to include this provision in a PSPO.
	Against	63% said that this is not a problem. The Pedlars Act is in place to ensure that anyone peddling goods must have a license, which is effectively a written permission to trade. Several comments that street trading adds vibrancy to the city centre shopping offer.	
Additional comments Properly managed street trading adds charm to the city centre Should be encouraged to make the city centre vibrant and interesting			

APPENDIX 1 – PSPO consultation results and feedback summary table

<p>Proposed area 62.8% of respondent felt this term should be included in a PSPO. 79.8% said it should only cover the city centre</p>		<p>We do not propose to include this provision in a PSPO.</p>
<p>6. Aggressive Charity Collection</p>		
<p>Any person is prohibited from, at any time, engaging in assertive or aggressive (commercial or charity) collection or soliciting of money in the designated area.</p>	<p>In Favour</p>	<p>51% said that aggressive charity collection is an issue.</p> <p>Most respondents in favour of this commented that charity collectors are annoying, but not aggressive.</p> <p>Several respondents commented that authorised charity collectors are not such a problem but unlicensed collectors collecting for “fake” charities are exploiting loopholes in enforcement, and thus impact on the genuine charity donations.</p>
	<p>Against</p>	<p>41% said this is not a problem.</p> <p>Most respondents felt that asking for contributions for a charity is not wrong in itself and that if collectors do cause a nuisance this would be covered by existing protocols or regulation.</p> <p>One commented that this activity seems to have decreased in the city recently so don’t feel that extra regulation is needed</p>
<p>Proposed area 76% of respondent felt that restrictions on charity collection should be included in a PSPO. 78% felt it should only apply to the city centre.</p>		<p>We do not propose to include this provision in a PSPO.</p>

APPENDIX 1 – PSPO consultation results and feedback summary table

7. Littering			
Any person is prohibited from, at any time, littering.	In Favour	<p>71% said that littering is a problem.</p> <p>Chewing gum, cigarette butts and litter are a persistent problem in the city centre. Welcoming and well-kept public spaces are essential to encourage the use of them. We want a clean and inviting city for our residents and visitors.</p> <p>Litter can attract vermin and is a health issue.</p> <p>Many respondents in favour of this commented that it is well known that littering is not permitted and on the spot fines for doing so would seem to be the only way to deal with those who do litter.</p>	<p>Littering is already an offence under the Environmental Protection Act.</p> <p>Subject to approval of Cabinet, a partnership with private company 3GS is to be established to tackle environmental crime including littering. The partnership will incorporate strands of education, community outreach and enforcement where necessary. Littering is regularly one of the biggest issues raised by residents and 71% of respondents to this consultation confirm that they feel some enforcement is necessary to tackle the problem.</p>
	Against	<p>26.7% said littering is not a problem.</p> <p>Respondents against this proposal stated that littering is already an offence and that education would be more effective than enforcement.</p>	<p>A PSPO would duplicate existing primary legislation as well as the potential partnership with 3GS, therefore we do not propose to include littering in a PSPO as it can already be enforced against.</p>
Proposed area	<p>86% felt a provision to address littering should be included.</p> <p>57% felt this should apply to the whole city.</p>		<p>We do not propose to include this in a PSPO. Littering will be tackled by another strand of work within the City Council.</p>

APPENDIX 1 – PSPO consultation results and feedback summary table

8. Unattended Items			
<p>Any person is prohibited from leaving items or belongings unattended within the designated area. Unattended items will be removed at the direction of a constable or an authorised person.</p>	In Favour	<p>31% said unattended items in the city centre are a problem.</p> <p>Most respondents commented on potential security risks, with the current terrorism threat meaning that any unattended items would cause panic to the public. Members of the public using the city centre have a right to feel safe when doing so.</p> <p>One comment that if items are left by someone begging then they should be removed but if that person is also homeless then discretion is needed.</p>	<p>Unattended items was included in the consultation due to security threat levels and the amount of items left on the streets which pose a health and safety risk to the wider public, for example items containing used needles, discarded on the street.</p> <p>Police have a process in place for dealing with unattended items that may be suspicious packages.</p> <p>There is also already a process in place under Street Aware to store persistently left unattended items that are not suspicious packages. Items are not disposed of until 7 days has elapsed with no claim made to them. To date in the 2 years since this process began only one person who has left their items unattended has requested them back.</p> <p>Bearing this in mind, we do not propose to carry this provision forward in a PSPO.</p>
	Against	<p>56.6% said this is not a problem.</p> <p>Most respondents against this term felt that it was proposed in order to penalise the homeless.</p>	
<p>Additional comments</p> <p>Unattended items can pose a risk but it is important that unattended belongings linked to sleep sites are not automatically disposed of</p>			<p>As above, items are stored and not automatically disposed of. We propose to refine the unattended items process used under Street Aware and include it in its own right in our Safe & Attractive Streets Policy.</p>
<p>Proposed area</p> <p>66% felt this should be included in a PSPO. 73% felt is should only apply to the city centre.</p>			<p>We do not propose to include this provision in a PSPO.</p>

<p>9. Nuisance or anti-social behaviour (ASB)</p>		
<p>Any person shall not behave in a manner that causes or is likely to cause nuisance, harassment, alarm or distress to any other person.</p>	<p>In Favour</p>	<p>60.6% said nuisance or ASB is a problem in the city centre.</p> <p>It is essential that our city is a safe environment for everyone to enjoy. Respondents in favour of this commented that this provision would be a good way to prevent behaviour from escalating and could free the police up to deal with more serious matters.</p>
	<p>Against</p>	<p>34.7% said nuisance or ASB is not a problem in the city centre.</p> <p>There are already several criminal powers in place that can address criminal and anti-social behaviour, as well as civil powers that the council can use for persistent cases of ASB.</p>
<p>Additional Comments Some were concerned that this could be used to suppress freedom of speech and freedom of assembly</p>	<p>There are already several pieces of legislation in place that can address anti-social behaviour, with powers available to both police and the council.</p> <p>We know that many incidents of ASB are attributable to repeat perpetrators and there are already pathways available to address this, with powers available to council and police as well as partner agencies; most notably the Street Aware process.</p> <p>A memorandum of understanding is currently being developed between all partner agencies that operate in the city centre, in relation to creating a safer city centre.</p> <p>Taking in to consideration the various pieces of primary legislation in place , the presence of Solace, Street Aware, the Children First strategy and the city memorandum of understanding, we find that this provision would be a duplication of existing work and therefore do not propose to include it in a PSPO.</p> <p>The ASB, Crime and Policing Act which gives provision for PSPOs specifically states that the City Council must have particular regard to the rights of freedom of expression and freedom of assembly set out in articles 10 and 11 of the Human Rights Convention.</p>	

APPENDIX 1 – PSPO consultation results and feedback summary table

<p>Proposed area 75% agree that this provision should be included in a PSPO. 56% felt that this should only apply to the city centre.</p>		<p>We do not propose to incorporate this in to a PSPO.</p>
<p>10. Direction to Leave</p>		
<p>Any person, when directed to do so by a constable or authorised person in order to prevent public nuisance or disorder, shall leave the designated area.</p>	<p>In Favour</p>	<p>32% said that people not leaving the city centre when directed to, is a problem.</p> <p>Most in favour of this commented that it will help the Police to disperse people who are causing a problem, and that a direction to leave power is necessary to help keep the peace.</p>
	<p>Against</p>	<p>36% said that people not leaving the city centre when directed to, is not a problem.</p> <p>Dispersal powers are available to the Police to tackle specific issues if authorised by a senior officer.</p> <p>Most responses against this proposal focussed on the potential displacement of issues, and concerns that this power may be used to move on ‘undesirable’ people without reason.</p> <p>One comment said “the streets belong to everyone, it is not for anyone other than the police to decide whether a person should be allowed to use them”</p>
<p>Proposed area 67% felt that this should be included in a PSPO. 66% felt it should only apply to the city centre.</p>		<p>We do not propose to include this in a PSPO.</p>

*Percentages given are that of respondents to the online consultation survey

Option	Rationale in favour	Rationale against	Recommendation
<p>1. Full PSPO as specified in draft order</p>	<ol style="list-style-type: none"> 1. Greater powers in dealing with issues across the city 2. Will bring together various strands of work 3. Replaces and enhances existing orders which will expire in 2020 	<ol style="list-style-type: none"> 1. Primary focus is enforcement 2. Duplicating existing legislation 3. Some provisions of the Order will be either be in contradiction to or will duplicate already existing work streams, which can be brought together in a policy rather than an enforcement order. 4. Resourcing implications of enforcement of full Order 5. Will require full process maps for all of the individual provisions of the Order. 6. Staffing, training and court costs for enforcement 7. In reality some of the proposed provisions are not practicable to deal with the issues they were intended to address (e.g. dealing with young people v. Children First strategy) 8. High possibility of negative publicity 9. Potential of legal challenge 10. Enforceability of the order depends on authorised persons being present to witness offences 	<p>This option is not recommended</p>
<p>2. Focussed PSPO for the wider City</p>	<ol style="list-style-type: none"> 1. There is sufficient work already being carried out, or legislation already available, to address most of the issues raised in the 	<ol style="list-style-type: none"> 1. Local authorities can attract negative publicity simply for implementing PSPOs. However, this proposal is for a minimal order 	<p>This is the recommended option</p>

<p>with individual gating orders for specific locations</p> <p>Alcohol and Dogs to be kept in a PSPO that covers the entire City in order to incorporate the existing powers that have been superseded by PSPOs</p> <p>To also incorporate the current Gating Order in place in the city centre</p>	<p>draft PSPO. We should not be duplicating existing legislation.</p> <ol style="list-style-type: none"> 2. Government guidance states that we should look to address root causes of issues. Using existing work streams ensures this (e.g. Street Aware) 3. However, the options are fewer for Dogs and Alcohol related nuisance. A minimal PSPO will address this. 4. This option addresses issues reported in the wider city. 5. Responds to the feedback given in Consultation 6. Enhanced provision is possible for a potential Alcohol Free Zone in the city centre. 7. City protection officers are already in post and offer an enhanced service within the city centre 8. 3GS partnership being commissioned for environmental offences 9. Minimal complaints received by Council and Police about several of the issues raised in PSPO. This could be due to underreporting. The City Council can reassess the need for a more wide ranging PSPO after 6 months if it becomes apparent that issues 	<p>which bucks the trend nationally for more prescriptive PSPOs.</p> <ol style="list-style-type: none"> 2. Enforceability of the order depends on authorised persons being present to witness offences 	
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	are occurring.		
<p>3. No PSPO for the City</p>	<ol style="list-style-type: none"> 1. A number of areas in the original proposal are addressed without the need for a PSPO, however see point 1 opposite. 2. City protection officers are already in post and offer an enhanced service within the city centre 3. 3GS partnership being commissioned for environmental offences therefore a PSPO for this is not necessary 4. Council and Police complaints data is limited and relies on reporting from members of the public. This could be due to underreporting. The City Council can reassess the need for a more wide ranging PSPO after 6 months if issues reported. 	<ol style="list-style-type: none"> 1. A number of issues would not be covered if existing Orders are not superseded, including: 2. Dog Control Orders have been superseded by PSPOs therefore a PSPO is necessary to continue with these provisions. 3. Designated Public Place Orders have also been superseded by PSPOs. 4. Gating Orders have been superseded by PSPOs. 	

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APPENDIX 3 – Draft Public Spaces Protection Orders

- Draft Order for Gloucester City
- Draft PSPO replacing Gating Order for Organs Alley
- Draft PSPO for Alcohol Free Zone

PUBLIC SPACES PROTECTION ORDER 2018
GLOUCESTER CITY
Section 59, the Anti-Social Behaviour, Crime and Policing Act 2014

Gloucester City Council (referred to hereafter as ‘the Council’) hereby makes the following Public Spaces Protection Order. The land described in Appendix Two being land in the area of the Council is land to which the Act applies and is protected by the Order (“Designated Area”)

This Public Spaces Protection Order shall come in to force on **date**** and remain in place for a period of three years**

The following prohibitions are imposed on the use of the Designated Area:

For the entire City, as specified in the map in Appendix Two:

1. Dogs on leads

a) Dogs must be kept under control at all times. Any person in charge of a dog, at any time, must put the dog on a lead if requested to do so by an authorised person.

b) Any person in charge of a dog, at any time, must not allow it to enter or remain in any children’s play park

c) Any person in charge of a dog, at any time, must clean up any faeces deposited by that dog

Unless subject to exemptions listed in Appendix One below.

2. Alcohol

Any person shall stop drinking alcohol, or hand over any containers (sealed or unsealed) which are believed to contain alcohol, when required to do so by a constable or an authorised person in order to prevent public nuisance or disorder.

GENERAL PROVISIONS

1. A person who fails without reasonable excuse to comply with a requirement imposed on them by this Order will be guilty of an offence and shall be liable on summary conviction to a fine not exceeding level 2 on the standard scale or a fixed penalty notice of a maximum of £80.

2. “Authorised Person” means a person authorised for the purposes of section 63 of the Anti-social Behaviour, Crime and Policing Act 2014 by the local authority that made this order.

In issuing the order the authority is satisfied that:

1. (a) The named activities carried out in a public place within the authority's area have had a detrimental effect on the quality of life of those in the locality; or
(b) It is likely that the named activities will be carried out in a public place within that area and that they will have such an effect

2. The effect, or likely effect, of the named activities:
(a) is, or is likely to be, of a persistent and continuing nature;
(b) is, or is likely to be, such as to make the activities unreasonable; and
(c) justifies the restrictions imposed by the notice

3. It has had particular regard to the rights of freedom of expression and freedom of assembly set out in Articles 10 and 11 of the European Convention on Human Rights.

4. If an interested person wishes to question the validity of this Order on the grounds that the Council had no power to make it or that any requirement of the Act has not been complied with in relation to this Order, he or she may apply to the High Court within 6 weeks from the date on which this Order is made.

Executed as a Deed by THE COMMON SEAL of GLOUCESTER)
CITY COUNCIL being affixed hereto and authenticated by the)
undermentioned person authorised by the Council to act for)
that purpose:)
)
)

Authorised Signatory

Date: 2018

The Order can be seen atwebsite.....

Appendix 1

OBLIGATIONS ON PERSONS WITH DOGS

1. Fouling

If a dog defecates at any time on land to which this Order applies, a person who is in charge of the dog at the time must remove the faeces from the land immediately unless:

- a) they have reasonable excuse for failing to do so; or
- b) the owner, occupier or other person or authority having control of the land has consented (generally or specifically) to his failing to do so.

The offence does not apply to a person who:

- a) is registered as a blind person in a register compiled under section 29 of the National Assistance Act 1948; or
- b) a person with a disability affecting their mobility, manual dexterity or ability to lift, carry or move everyday objects who relies upon a dog trained by a prescribed charity for assistance.

This applies to all land in the administrative area of the Authority to which the public or any section of the public has access, on payment or otherwise, as of right or by virtue of express or implied permission.

2. Dogs on leads when directed

A person in charge of a dog on land to which this Order applies must comply with a direction given to him by an Authorised Person of the Authority to put and keep the dog on a lead unless:

- a) they have reasonable excuse for failing to do so; or
- b) the owner, occupier or other person or authority having control of the land has consented (generally or specifically) to his failing to do so.

An Authorised Person may only give a direction under this order if such restraint is reasonably necessary to prevent a nuisance or behaviour by the dog that is likely to cause annoyance or disturbance to any other person, or to a bird or another animal.

This applies to all land in the administrative area of the Authority to which the public or any section of the public has access, on payment or otherwise, as of right or by virtue of express or implied permission.

3. Dog exclusion in specified areas

The offence does not apply to a person who:

- a) is registered as a blind person in a register compiled under section 29 of the National Assistance Act 1948; or
- b) a person with a disability affecting their mobility, manual dexterity or ability to lift, carry or move everyday objects who relies upon a dog trained by a prescribed charity for assistance.

4. Prohibition of alcohol consumption

Where a constable or an authorised person reasonably believes that a person:

- a) is or has been consuming alcohol in breach of the Order; or
- b) intends to consume alcohol in circumstances in which doing so would be a breach of the Order;

The constable or authorised person may require that person:

- a) not to consume alcohol or anything which the constable or authorised person reasonably believes to be alcohol;
- b) to surrender anything in their possession which is, or which the constable or authorised person reasonably believes to be, alcohol or a container for alcohol.

5. Premises etc. to which alcohol prohibition does not apply

(1) A prohibition in a public spaces protection order on consuming alcohol does not apply to—

- (a) premises (other than council-operated licensed premises) authorised by a premises licence to be used for the supply of alcohol;
- (b) premises authorised by a club premises certificate to be used by the club for the supply of alcohol;
- (c) a place within the curtilage of premises within paragraph (a) or (b);
- (d) premises which by virtue of Part 5 of the Licensing Act 2003 may at the relevant time be used for the supply of alcohol or which, by virtue of that Part, could have been so used within the 30 minutes before that time;
- (e) a place where facilities or activities relating to the sale or consumption of alcohol are at the relevant time permitted by virtue of a permission granted under section 115E of the Highways Act 1980 (highway-related uses).

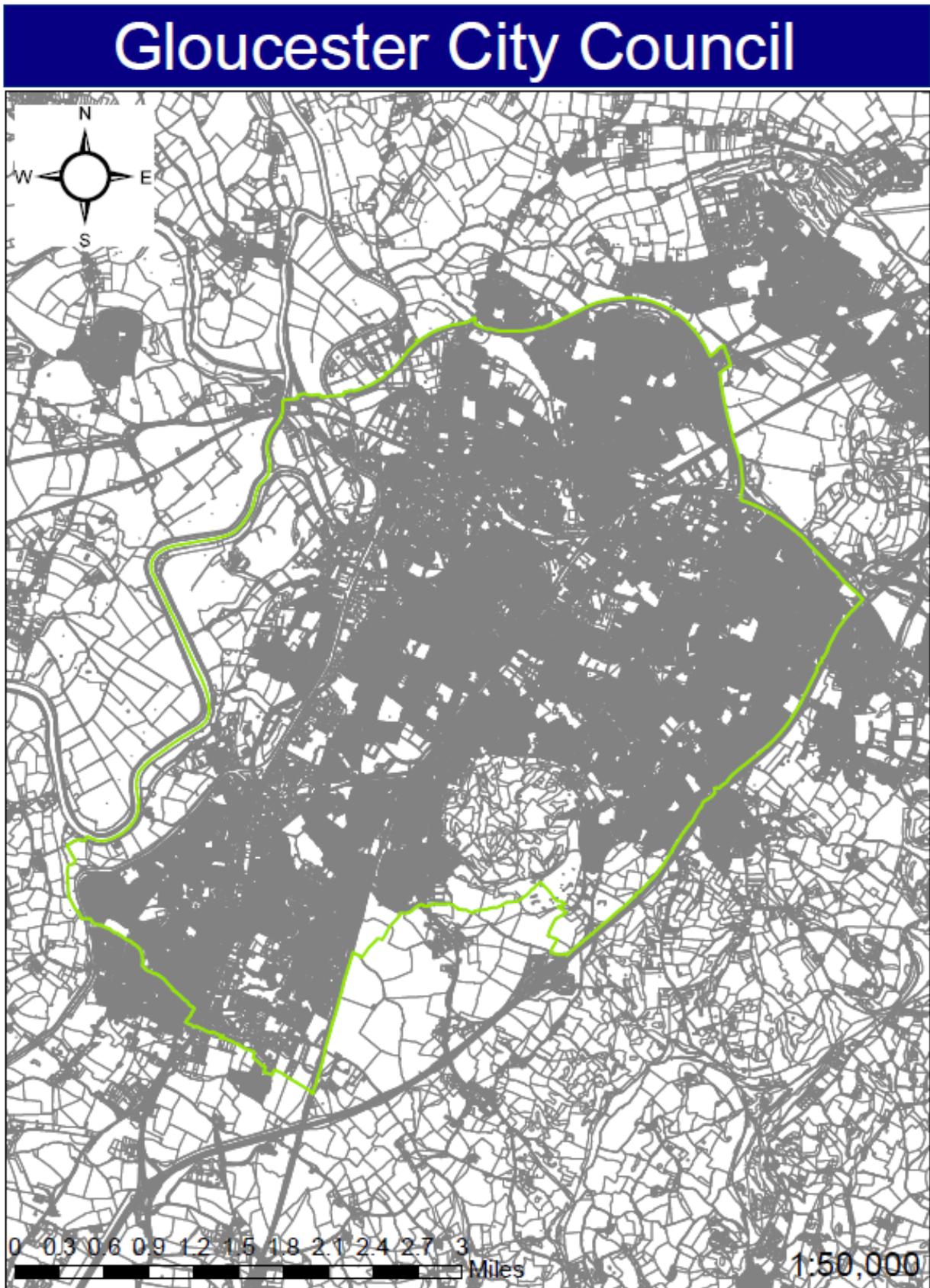
(2) A prohibition in a public spaces protection order on consuming alcohol does not apply to council-operated licensed premises—

- (a) when the premises are being used for the supply of alcohol, or
- (b) within 30 minutes after the end of a period during which the premises have been used for the supply of alcohol.

(4) For the purposes of this section, premises are “council-operated licensed premises” if they are authorised by a premises licence to be used for the supply of alcohol and—

- (a) the licence is held by a local authority in whose area the premises (or part of the premises) are situated, or
- (b) the licence is held by another person but the premises are occupied by a local authority or are managed by or on behalf of a local authority.

Appendix 2
Map of Gloucester City boundary



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PUBLIC SPACES PROTECTION ORDER 2018
GLOUCESTER CITY
Section 59, the Anti-Social Behaviour, Crime and Policing Act 2014

Gloucester City Council (referred to hereafter as ‘the Council’) hereby makes the following Public Spaces Protection Order. The land described in Appendix Two being land in the area of the Council is land to which the Act applies and is protected by the Order (“Designated Area”)

This Public Spaces Protection Order shall come in to force on **date**** and remain in place for a period of three years** unless extended by further orders under the council's statutory powers.

This order relates to the footpath known as Organs Alley, (the alleyway between 97 and 99 Eastgate Street and 20 and 24 Russell Street) Gloucester.

The following prohibitions are imposed on the use of the Designated Area:

The public right of way over the highway shall be restricted at all times except for those persons listed in Appendix 1.

GENERAL PROVISIONS

1. **A person who fails without reasonable excuse to comply with a requirement imposed on them by this Order will be guilty of an offence** and shall be liable on summary conviction to a fine not exceeding level 2 on the standard scale or a fixed penalty notice of a maximum of £80.

2. “Authorised Person” means a person authorised for the purposes of section 63 of the Anti-social Behaviour, Crime and Policing Act 2014 by the local authority that made this order.

3. This order authorises the retention of lockable gates at the affected highway to enforce the restriction of the public right of way.

4. Responsibility for the maintenance and operation of the gates will lie with Gloucester City Council at Herbert Warehouse, the Docks, Gloucester GL1 2EQ (contact Community Wellbeing Team on 01452 396396)

In issuing the order the authority is satisfied that:

1. (a) The named activities carried out in a public place within the authority's area have had a detrimental effect on the quality of life of those in the locality; or
(b) it is likely that the named activities will be carried out in a public place within that area and that they will have such an effect

2. The effect, or likely effect, of the named activities:
(a) is, or is likely to be, of a persistent and continuing nature;
(b) is, or is likely to be, such as to make the activities unreasonable; and
(c) justifies the restrictions imposed by the notice

3. It has had particular regard to the rights of freedom of expression and freedom of assembly set out in Articles 10 and 11 of the European Convention on Human Rights.

4. If an interested person wishes to question the validity of this Order on the grounds that the Council had no power to make it or that any requirement of the Act has not been complied with in relation to this Order, he or she may apply to the High Court within 6 weeks from the date on which this Order is made.

Executed as a Deed by THE COMMON SEAL of GLOUCESTER CITY)
COUNCIL being affixed hereto and authenticated by the)
undermentioned person authorised by the Council to act for that)
purpose:)
)
)

Authorised Signatory

Date: 2018

The Order can be seen atwebsite.....

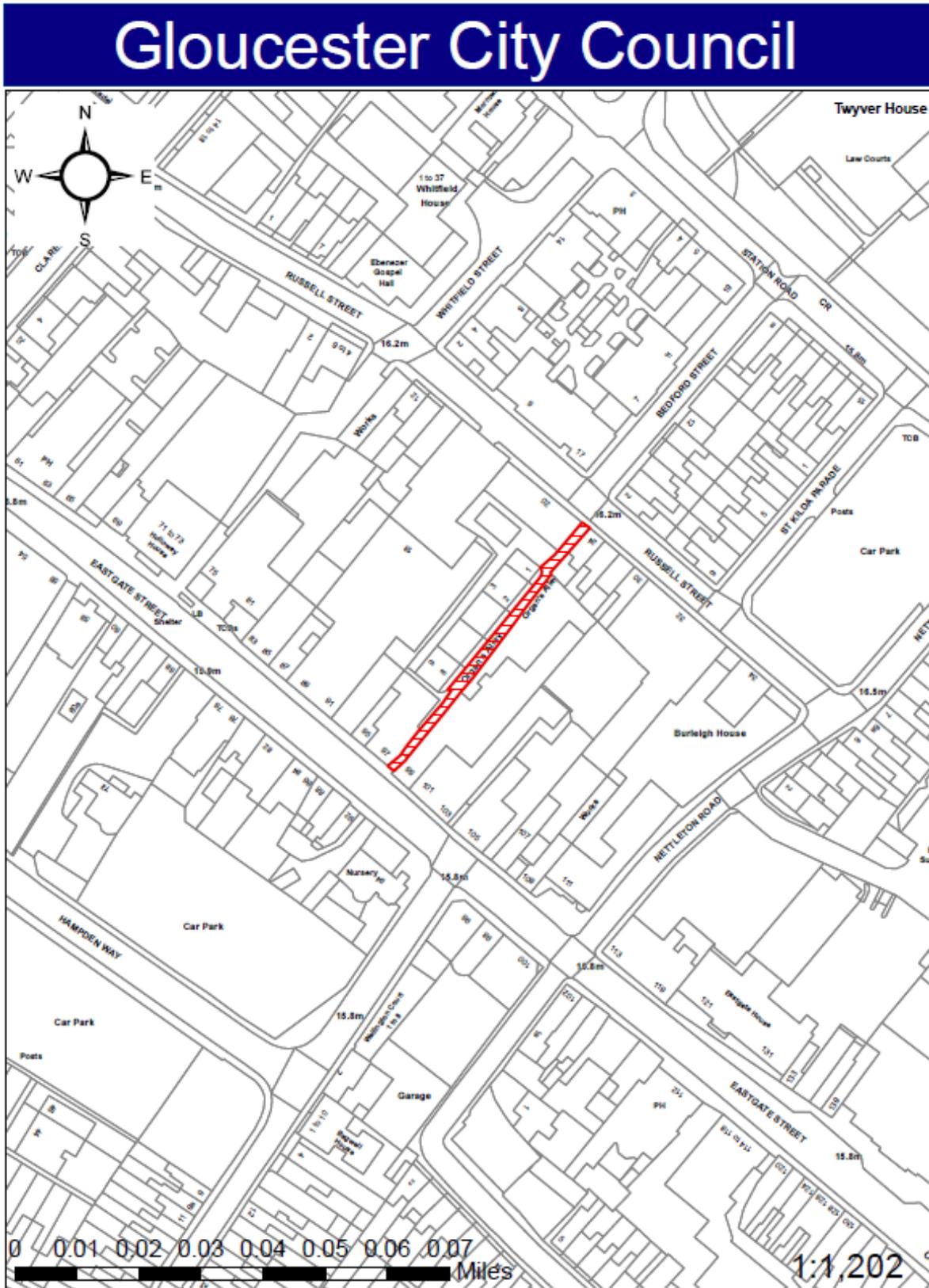
Appendix 1

The public right of way over the highway shown in the attached plan shall be restricted at all times except for those persons listed below:

- a) Owners or occupiers of premises adjacent to or adjoining the highway affected by this order and who have been provided with a key by the Council.
- b) Fire brigade, Police or NHS staff when in the exercise of their duties.
- c) Employees, contractors or agents of statutory undertakers in relation to gas, electricity or water or telecommunications apparatus as defined in the Telecommunications Act 1994 situated in the relevant highway in connection with the laying, erecting, inspection, maintenance, alteration, repair, renewal or removal of any relevant apparatus.
- d) Council staff and authorised contractors when in the exercise of their duties.
- e) Persons using the highway with the permission of or on the direction of a duly authorised Council officer in this regard.

DRAFT

Appendix 2
Map of Organs Alley



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PUBLIC SPACES PROTECTION ORDER 2018
GLOUCESTER CITY
Section 59, the Anti-Social Behaviour, Crime and Policing Act 2014

Gloucester City Council (referred to hereafter as ‘the Council’) hereby makes the following Public Spaces Protection Order. The land described in Appendix Two being land in the area of the Council is land to which the Act applies and is protected by the Order (“Designated Area”)

This Public Spaces Protection Order shall come in to force on **date**** and remain in place for a period of three years**

The following prohibitions are imposed on the use of the Designated Area:

For the City Centre area, as specified in the map in Appendix Two:

1. Alcohol Free Zone

No person shall consume alcohol in the restricted area

Unless subject to the exemptions listed in Appendix One below.

GENERAL PROVISIONS

1. A person who fails without reasonable excuse to comply with a requirement imposed on them by this Order will be guilty of an offence and shall be liable on summary conviction to a fine not exceeding level 2 on the standard scale or a fixed penalty notice of a maximum of £80.

2. “Authorised Person” means a person authorised for the purposes of section 63 of the Anti-social Behaviour, Crime and Policing Act 2014 by the local authority that made this order.

In issuing the order the authority is satisfied that:

1. (a) The named activities carried out in a public place within the authority's area have had a detrimental effect on the quality of life of those in the locality; or
(b) it is likely that the named activities will be carried out in a public place within that area and that they will have such an effect

2. The effect, or likely effect, of the named activities:
(a) is, or is likely to be, of a persistent and continuing nature;
(b) is, or is likely to be, such as to make the activities unreasonable; and
(c) justifies the restrictions imposed by the notice

3. It has had particular regard to the rights of freedom of expression and freedom of assembly set out in Articles 10 and 11 of the European Convention on Human Rights.

4. If an interested person wishes to question the validity of this Order on the grounds that the Council had no power to make it or that any requirement of the Act has not been complied with in relation to this Order, he or she may apply to the High Court within 6 weeks from the date on which this Order is made.

Executed as a Deed by THE COMMON SEAL of GLOUCESTER CITY)
COUNCIL being affixed hereto and authenticated by the)
undermentioned person authorised by the Council to act for that)
purpose:)
)
)

Authorised Signatory

Date: 2018

The Order can be seen atwebsite.....

Appendix 1

1. Prohibition of alcohol consumption

Where a constable or an authorised person reasonably believes that a person:

- a) is or has been consuming alcohol in breach of the Order; or
- b) intends to consume alcohol in circumstances in which doing so would be a breach of the Order;

The constable or authorised person may require that person:

- a) not to consume alcohol or anything which the constable or authorised person reasonably believes to be alcohol;
- b) to surrender anything in their possession which is, or which the constable or authorised person reasonably believes to be, alcohol or a container for alcohol.

2. Premises etc. to which alcohol prohibition does not apply

(1) A prohibition in a public spaces protection order on consuming alcohol does not apply to—

- (a) premises (other than council-operated licensed premises) authorised by a premises licence to be used for the supply of alcohol;
- (b) premises authorised by a club premises certificate to be used by the club for the supply of alcohol;
- (c) a place within the curtilage of premises within paragraph (a) or (b);
- (d) premises which by virtue of Part 5 of the Licensing Act 2003 may at the relevant time be used for the supply of alcohol or which, by virtue of that Part, could have been so used within the 30 minutes before that time;
- (e) a place where facilities or activities relating to the sale or consumption of alcohol are at the relevant time permitted by virtue of a permission granted under section 115E of the Highways Act 1980 (highway-related uses).

(2) A prohibition in a public spaces protection order on consuming alcohol does not apply to council-operated licensed premises—

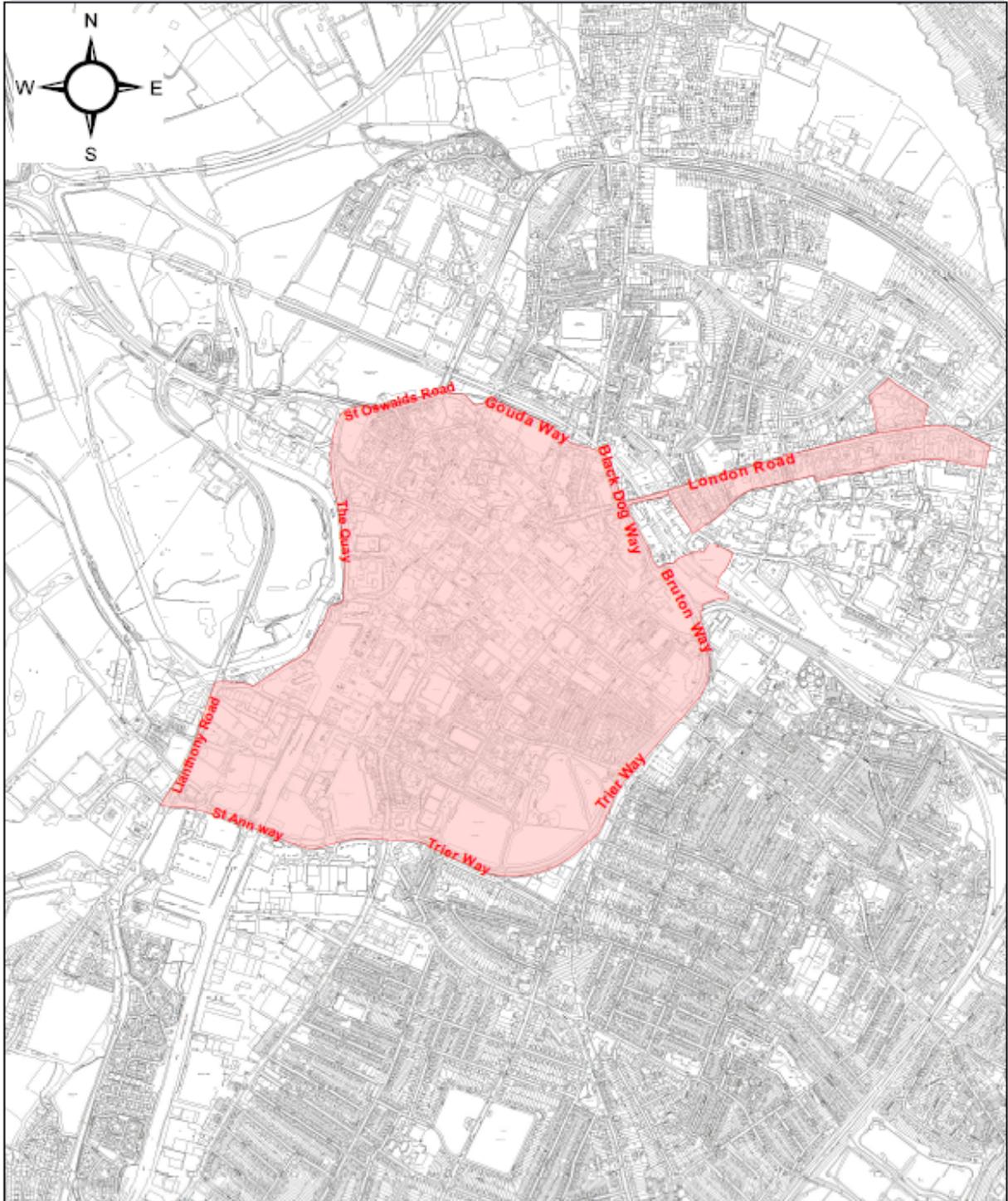
- (a) when the premises are being used for the supply of alcohol, or
- (b) within 30 minutes after the end of a period during which the premises have been used for the supply of alcohol.

(4) For the purposes of this section, premises are “council-operated licensed premises” if they are authorised by a premises licence to be used for the supply of alcohol and—

- (a) the licence is held by a local authority in whose area the premises (or part of the premises) are situated, or
- (b) the licence is held by another person but the premises are occupied by a local authority or are managed by or on behalf of a local authority.

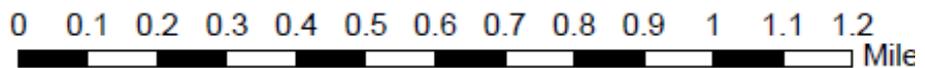
Appendix 2

Gloucester City Council



PSPO Consultation map

Created 24.05.2018



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People Impact Assessment Template

For help in completing this assessment see the guidance notes at the end of these forms

Directorate: Communities	Service: Community Wellbeing
Accountable Officer: Emily Jones	Telephone & e-mail: 01452 396268 emily.jones@gloucester.gov.uk
Date of assessment: 29/05/2018	Who was involved in completing this assessment? Emily Jones
Name of service/function/policy/strategy or process: Public Space Protection Order	
Is this new or existing? New (superseding existing legislation)	

Part 1 – Screening

1. Please provide an Executive Summary of this service/function/policy/strategy or process, including the reasons behind the proposed change and who will deliver this service. Remember to demonstrate how you have shown due regard to both negative and positive aspects, for example:

Negative

- Discrimination, harassment, victimisation and any other prohibited conduct (state how you will eliminate this)
- Prejudice and lack of understanding (how will you foster good relations between people to tackle prejudice and promote good understanding?)
- Which protected characteristics could be negatively affected by this change? Use the table in question 2 to explain these fully

Positive

- Who is to benefit from this change, and what positive opportunities does this offer to Gloucester (residents, GCC and partner agencies)
- Advance equality of opportunity: (remove or minimise disadvantage; meet people’s needs; take account of disabilities; encourage participation in public life). (Does not apply to marriage and civil partnership or pregnancy and maternity)
- How might ABCD approaches be implemented?

The City Council proposes to implement a Public Spaces Protection Order for the City, which will incorporate provisions relating to dogs and alcohol. This PSPO would largely simply supersede existing orders, but there is recommendation that an alcohol free zone is implemented for the City centre which would mean that on-street drinking is not permitted.

The proposed change is required due to changes in legislation and following calls from residents of Gloucester and the business community to consider the implementation of a PSPO. Designated Public Place Orders and Dog Control Orders are now to be superseded by Public Spaces Protection Orders. This means it has been necessary to review existing orders and alongside this consider the detrimental impact of other behaviours on our communities. An enhanced Alcohol Free Zone would be a change to existing provision and is proposed due to the detrimental effect of street drinking on our communities.

The City Council and Police will be responsible for enforcement of the alcohol provision of proposal. It should be noted that City Council and Police were the responsible agencies for enforcing the previous Designated Public Place Order and so there would in effect be no change to this process.

An in-depth Equality Impact Assessment has been undertaken to understand the potential impact on protected characteristics and further explore potential impact on other socio-economic groups that are not protected groups but may be affected by the proposals. It should be noted that *potential* impact of prohibiting street drinking may occur to a very small number of people, and that the detrimental impact caused to the wider community by this group outweighs the proportionality of changing the PSPO proposal.

2. Which groups could be affected by this change, in either a negative or positive way?

Please include the evidence (i.e. consultation/research) as to how you reached this decision.

(Positive – it could benefit, **Negative** – it could disadvantage, **Neutral** – neither positive nor negative impact or **Not sure?**)

'Protected Characteristic'	Type of impact, reason & evidence base for decision
Age	Neutral
Disability	Neutral
Gender	Neutral
Marriage and Civil Partnerships	Neutral
Pregnancy and Maternity	Neutral
Race (including Gypsy & Traveller)	Neutral
Religion/Belief	Neutral
Sexual Orientation	Neutral
Transgender	Neutral
Community Cohesion	<p>Positive – the PSPO will mean that council and partner agencies will be addressing issues reported by the community, who will see positive action taken.</p> <p>A recent Overview & Scrutiny Task and Finish Group report cited how high strength alcohol is impactful on the health of individuals and the community , and that measures should be taken to address this.</p>
Other Socio-economic Groups (i.e. Single Parents)	<p>Dog Owners – Neutral. This proposal simply duplicates legislation already in place that has been superseded by Public Space Protection Orders, therefore there is no change in this respect.</p> <p>People drinking in public spaces – Neutral. Existing legislation relating to alcohol related nuisance is simply superseded by the PSPO. If an alcohol free zone is implemented this is seen as positive as it reduces the opportunities for problem drinking.</p> <p>Street Drinkers – this is included in this assessment as a specific sub-group to comprehensively explore any potential impact. There may be potential implications for a very small group of entrenched “street drinkers” who may be displaced if they drink in the designated area or enforced against if they continue to do so. However this is mitigated by the fact that proportionately more residents are impacted by anti-social behaviour associated with street drinking in the designated area.</p> <p>We acknowledge that there may be some displacement of “street drinkers” however through the Street Aware process Council and partner agency staff will engage with individuals to offer support and referrals to agencies who can help with addictions or other root causes. The Council continues to work with commissioned services to address issues of substance misuse and to feedback operational learning to inform future strategies. It is the Council’s priority to engage and support where practicable, before enforcement is considered and this approach will continue alongside any PSPO.</p>
Any Human Rights implications?	<p>Regard has been given to the Human Rights Act, specifically the right to freedom of expression and right to assembly, as specifically directed in the Anti-Social Behaviour, Crime and Policing Act 2014 as part of decision making for Public Space Protection Orders.</p>

3. Is any part of this policy/service to be carried out wholly or partly by contractors?

If yes, please consider equalities impact through procurement.

- Yes The dog related provisions (already existing but superseded by the PSPO) may be enforced by a contractor. There is neutral impact to this as the process would remain the same as if Council staff were enforcing it.

4. Is a Full People Impact Assessment required? If you have identified any potential or actual negative impact you will need to complete a Full People Impact Assessment.

- No

I AM SATISFIED A FULL PEOPLE IMPACT ASSESSMENT IS NOT REQUIRED

Author of People Impact Assessment to complete:	
Assessment completed by: Emily Jones Role: Community Wellbeing Officer	Date: 29/05/2018
GM/ Director to Complete	
Countersigned by: Lloyd Griffiths Role: Head of Communities	Date: 30/05/2018
Date Reviewed at SMT	
	Date: 05/06/2018
Cabinet Member to complete:	
Signature:  Jennie Watkins Post: Cabinet Member for Communities and Neighbourhoods	Date: 22/06/2018



SAFE & ATTRACTIVE STREETS POLICY

July 2016

SAFE & ATTRACTIVE STREETS Policy

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1. Introduction

Gloucester is a vibrant multicultural city that combines historic architecture with a unique blend of visitor attractions. Our city centre boasts a mixture of major stores and independent and regional retailers, many of which are unique to Gloucester and make the city an ideal place to shop. Gloucester also offers a selection of restaurants, pubs and bars, between Gloucester Quays and the city centre offering something for everyone. Key to the success of the docks and the City Centre is the linkage between the two, and the overall ambience of the main city centre streets is critical to maintaining a good reputation for the general benefit of residents, businesses and visitors. As a City Council, in partnership with local businesses, residents and partner organisations, we are committed to making Gloucester a better place to live, work and play.

While it is important to encourage a vibrant and welcoming street environment, a number of factors may occur at any time and have a negative effect on the overall atmosphere within Gloucester city centre. These factors may be loosely grouped together as “negative behaviours” that impact on other people and may include:

- Begging
- Rough Sleeping
- The consumption of so-called “legal highs”
- Street Drinking

There has been increasing demand from city centre businesses and partner agencies for a clear policy on negative behaviours, as expressed through Gloucester City Safe, the Licensed Victuallers Association, Gloucestershire Constabulary and individual complaints submitted directly to the Council. However, as these issues can mostly be categorised as “negative behaviours”, rather than a threat to public health and safety, or criminal activity, there are limited enforcement resources/powers available.

The purpose of this policy is to clarify the legal position of each of these issues, and to outline potential resolutions. In relation to some issues, it is not recommended that specific action be taken other than regular review of the issue, a wider publication of the Council’s policy towards said issue and/or awareness campaigns. Some will benefit from further consultation both internal and external, and inter-agency working to tackle the issues as trends in our City change. Overall, this policy aims to provide clarity for businesses, visitors, and other stakeholders of the city centre.

Appropriate awareness campaigns will be implemented and may take the form of leaflets, flyers, posters, online, on social media and press releases where appropriate. In order to tackle issues as soon as possible, it is essential that information is shared with partner organisations and the general public, for example regarding how to report.

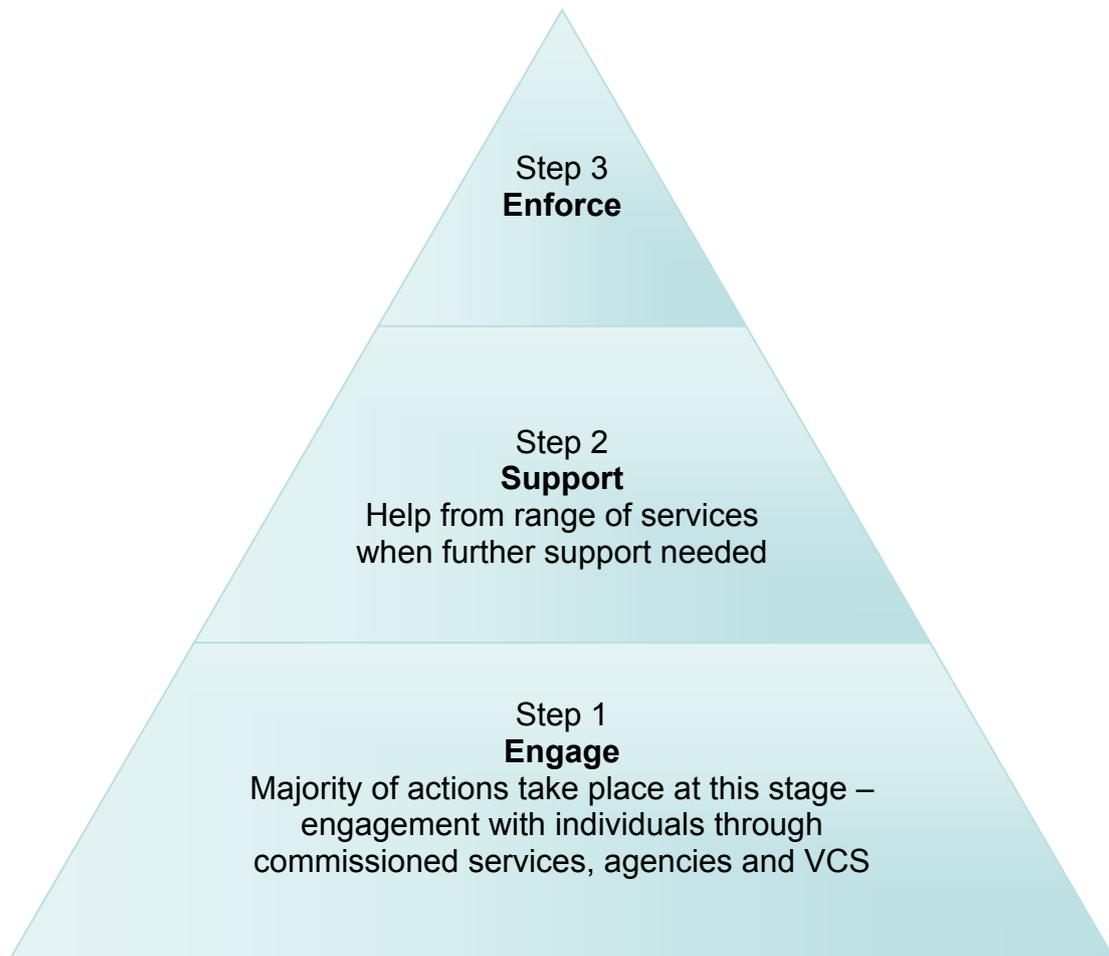
2. Our Policy Position

Gloucester City Council is committed to keeping Gloucester a safe place to live, work and play. We recognise that negative behaviours, such as begging and street drinking, may fluctuate at times and impact on our residents and visitors. We will work in partnership to tackle and prevent this.

We recognise that issues like begging and rough sleeping are complex and the root causes can be varied. As a local authority we will support those with genuine needs, such as the need for housing or for access to services and ensure, through inter-agency working, that outreach work takes place to help people live, or work towards living, independently without impacting negatively on others.

We do, however, recognise that small numbers of people may already be accessing all of the services they are entitled to, but still engaging in behaviours that are impacting negatively on others. Likewise, there may also be cases where people refuse to engage with support services and choose to engage in behaviours that cause a nuisance to others. In these instances, enforcement action will be taken against individuals where it is appropriate to do so.

Gloucester City Council, along with our partner agencies, will adopt a shared model of **Engage, Support, and Enforce** to address these complex street issues where they may occur in our City. We believe that where engagement is effective it leads to successful support, and where engagement and support succeed, enforcement is not required. Enforcement is included in this approach for the cases where individuals themselves refuse to engage with community led work, outreach or support and continue to behave in a way that impacts negatively on others. We will enforce only where we cannot resolve issues through appropriate engagement and support.



2.1. Engage

In many cases there are underlying issues that have caused a person to engage in behaviours such as begging, street drinking or rough sleeping. We consider it important to understand reasons for behaviours as opposed to criminalising individuals at the first opportunity. Engagement with individuals through commissioned outreach services and support agencies will take place initially to understand issues and resolve them where possible, then signpost and assess what assistance they are able to access and introduce them to support.

2.2. Support

There can be many support needs identified for one individual and sometimes complex issues can be present which require help from varied range of services. This often takes time to do, during which outreach services may continue working with individuals and encourage their engagement. Once the appropriate support has been identified, it may be provided through statutory means such as Gloucester City Council's homelessness team. Other support may be accessed, for example through supported housing or tenancy

support, health services and charitable organisations including the faith sector. The services available to a person vary depending on their needs.

2.3. Enforce

We do recognise that some individuals categorised in this policy may behave inappropriately and if this is the case then, as with any other person doing so in our City, firm action should be taken to prevent a negative impact on the wider community.

In most cases, where an offence is committed it is the Police who would generally enforce the relevant legislation.

Enforcement powers under the Anti-Social Behaviour, Crime and Policing Act 2014 may be implemented to deal with street nuisance. This could include the use of Public Space Protection Orders and Community Protection Notices, for example. Such orders relate to specific nuisance behaviours and are ultimately enforced by the local authority and through the Magistrates Court.

Gloucester City Council's statutory function for dealing with anti-social behaviour (ASB) is met by Project Solace, the City's ASB team which investigates cases of ASB occurring in non-housing association properties and public spaces including the city centre. Through Project Solace, multi-agency approaches are co-ordinated to resolve negative issues, and enforcement through civil injunctions may be sought where necessary and appropriate.

Gloucester City Safe is a not for profit Business Crime Reduction Partnership (BCRP) formed by members of the Business Community with the sole intention of facilitating the reduction of crime, disorder and anti-social behaviour. City Safe is representative of both the day and night time economies, who work together to reduce shoplifting, theft, anti-social behaviour, alcohol related disorder, street drinking and begging which affect all businesses throughout Gloucester. City Safe operates a yellow and red card scheme for individuals causing nuisance in member premises, which ultimately ban the perpetrators from entering any premises in the City Safe scheme. If breached, a Criminal Behaviour Order may be sought and can impose tougher restrictions. City Safe will work closely with Project Solace in these cases.

3. Types of issue and resolutions

3.1. Begging

Complaints focus on beggars occupying doorways, sitting next to cash points and interfering with business trade, occasional aggressive begging, beggars approaching members of the public and causing concern to passers-by.

Legal Position

Passive begging is not prohibited. Aggressive begging is potentially a breach of the peace and may be dealt with by the Police.

The Vagrancy Act 1824 may be imposed by Police.

Enforcement orders could be implemented through powers under the Anti-Social Behaviour, Crime and Policing Act 2014 or other appropriate legislation.

Action against persistent perpetrators may be sought through Project Solace.

Resolution(s)

Project Solace, the City's anti-social behaviour team, have worked in partnership with Street Link, Gloucester City Council, Police and support agencies to establish a multi-agency model for engaging with street beggars in the City. The model focuses on "Engage, Support, Enforce" in order to offer assertive outreach and support to individuals, but taking the necessary enforcement action against those who persistently beg whilst receiving support or whilst refusing to engage.

Project Solace's multi-agency model has commitment from key support agencies including the Outreach Service via Street Link, Turning Point and faith groups as well as Police and Gloucester City Council to work together to proactively tackle the issue of begging in our City.

Enforcement actions under the ASB, Crime and Policing Act, where needed, are likely to be implemented by Project Solace. Civil actions such as injunctions may be sought.

Awareness campaigns will take place to inform members of the public about how best to help beggars and rough sleepers – by donating to Street Link to provide a responsive, local outreach support service, rather than giving money directly to the individual.

3.2. Rough Sleeping

Rough sleepers cause concern and the Council frequently receive calls from members of the public that someone is rough sleeping and needs support.

Rough sleeping has significant implications for individual's wellbeing, including physical safety and reduction of healthy life expectancy. To minimise these effects and reduce the fear of crime or perception of safeness on the streets, we commission an assertive outreach programme which works to ensure clients are diverted away from the streets as quickly as possible.

Gloucester City sometimes sees an increase in rough sleeping as some people come here with the assumption that the night shelter is still open.

Legal Position

The Vagrancy Act may be imposed by Police

Under the Vagrancy Act 1824, “Dossing & Sleeping Rough” are criminal offences, if a person who is wandering about or lodging in the open air & is not able to give a good reason why. Whether they have applied for accommodation or refused an offer is not relevant, but may become so if they claim to be homeless. However, this would be for the court to decide, not officers.

Resolution(s)

Gloucester City Council adheres to the “No Second Night Out Policy” which strives to ensure that rough sleepers receive outreach support as possible to prevent further nights sleeping on the streets.

Gloucester City Council commission an Outreach Service, currently through St Mungo’s, who receive referrals by the Street Link service to provide a proactive service that links in with partner agencies to help rough sleepers access the support they require and are entitled to. A recognised ‘homeless pathway’ provides a range of options, appropriate to the needs of the individual and for those with complex or uncertain support needs Assessment Centres and high support provision exists to assist with enabling for independent living. This is in addition to advice and assistance that is offered through the City Council’s homelessness team.

Awareness campaigns to promote referrals to the Street Link service will be undertaken on a regular basis to ensure that access to support is widely recognised.

Generally the City Council will not encourage enforcement against people sleeping rough, and will ensure that support and advice are offered in accordance with our homelessness policy. Where nuisance behaviour and rough sleeping are linked, enforcement action may still be taken. The Vagrancy Act, or other appropriate legislation, may be imposed where engagement and offers of support have been refused; for example, if the individual concerned has refused to apply for accommodation or has refused to accept offers of accommodation that have been made to them.

3.3. Psychoactive Substances (so-called “legal highs”)

The Psychoactive Substances Act came in to force on 26th May 2016. Use of these drugs is a national concern, and increasing numbers of small carbon dioxide canisters are found throughout the City. These drugs are not only highly dangerous to use, the paraphernalia that is often blatantly discarded is alarming to see. Associated nuisance includes the litter, and congregating groups.

Legal Position

Psychoactive substances are often not manufactured for human consumption, and so some can still be bought legally from shops. The new law makes it illegal to produce, supply, or import (even for personal use) so-called “legal highs” for human consumption.

Resolution(s)

We will carry out work in partnership with Trading Standards and other agencies to educate retail outlets and carry out enforcement where necessary. Enforcement actions under the Anti-Social Behaviour, Crime and Policing Act 2014 where appropriate.

3.4. Street Drinking

Antisocial behaviour associated with street drinking has been recognised as a concern. Associated problems can include; litter, noise, human waste and intimidation all of which have a detrimental impact to the quality of life for residents, visitors and local businesses.

Legal Position

Only people over 18 are permitted to drink in public, except in areas of towns where Public Space Protection Orders are in place. A PSPO can stop people from drinking in a certain area. PSPOs replace Designated Public Space Protection Orders (DPPOs) to give police officers special powers to order a person to stop drinking alcohol in public and confiscate it from them.

Where a DPPO is already in place, it will remain so until September 2017, after which it will be converted to a PSPO. A new PSPO may be brought in at any time to replace an old DPPO and attach further restrictions, if necessary. A current DPPO covers Gloucester City centre and breach of this order can be enforced through Fixed Penalty Notices by Police officers or Gloucester City Council staff who hold delegated powers.

Even outside of these areas, the police can take away alcohol or move on under 18s if they have been drinking. The police can also fine or arrest under 18s drinking in public places

Resolution(s)

The current DPPO remains in place.

The Council will take enforcement actions under the Anti-Social Behaviour, Crime and Policing Act 2014 where appropriate.

4. Consultation Process

This policy has been written following feedback and informal consultation with Gloucestershire Constabulary, Project Solace, Gloucester City Safe, the Licensed Victuallers Association, Nightsafe, St Mungos (who fulfil the Street Link service), support services, and members of the Faith Forum.

5. Reporting Issues

This Policy covers a wide range of issues which may occur in the city centre and as such may be dealt with by one of several departments within Gloucester City Council, depending on the nature of the complaint. Complainants should report to the City Council Customer Services Team who will direct the report to the most appropriate department:

Telephone: 01452 396396

Text telephone: 01452 396161

Email: heretohelp@gloucester.gov.uk

Online: www.gloucester.gov.uk

By post or in person: Gloucester City Council Herbert Warehouse, The Docks
Gloucester GL1 2EQ

Concerns regarding somebody sleeping rough should be reported to Streetlink by calling 0300 500 0914, or by accessing their website at <http://www.streetlink.org.uk/>

Streetlink also have a smartphone app, where reports can be made directly. Search for "Street Link" in the app store.

Where a crime occurs, it should be reported to Gloucestershire Constabulary by calling 101 if a non-emergency or 999 in an emergency.

Instances of anti-social behaviour should be reported to Project Solace

By phone: on 01452 424344

Email: asb.referrals@gch.co.uk

Online: www.gch.co.uk

By post or in person: Gloucester City Homes, Railway House, Bruton Way,
Gloucester GL1 1DG

APPENDIX 6 – Existing Provisions Dealing with Issues Consulted Upon

Proposed PSPO term consulted upon (consultation Jan-April 2018)	Legislation or partnership strategies already available, or work already being done	Lead agency	Additional information
1. Dogs			
a) Any person in charge of a dog, at any time, must keep the dog on a lead	Dangerous Dogs Act 1991 as amended by ASB, Crime and Policing Act 2014 (ASBCPA)	Police	This law applies to dogs dangerously out of control
b) Any person in charge of a dog, at any time, must not allow it to enter or remain in any children’s play park	Previously covered by Dog Control Orders (DCO)	Council	This was previously covered by a Dog Control Order The Clean Neighbourhoods and Environment Act 2005 and the Dogs (Fouling of Land) Act 1996 which provided for DCOs have now been repealed.
c) Any person in charge of a dog, at any time, must clean up any faeces deposited by that dog			A Public Space Protection Order or use of Community Protection Notices under the ASBCPA 2014 are the provisions now available to cover these issues.
2. Alcohol			
Any person shall stop drinking alcohol, or hand over any containers (sealed or unsealed) which are believed to contain alcohol, when required to do so by a constable or an authorised person in order to prevent public nuisance or disorder.	Previously covered by a Designated Public Place Order (DPPO)	Council Police	Section 13 of the Criminal Justice and Police Act 2001 has been repealed by the ASB, Crime and Policing Act 2014. A Public Space Protection Order or potentially Community Protection Notices are now the powers available to grant this provision.
	Confiscation of Alcohol (young persons) Act 1997		Applicable to those under 18
	Street Aware	Council, Police	The Street Aware approach adopts an “engage,

		and partner agencies	support, enforce” process for working with those engaging in street based nuisance or anti-social behaviour. Engagement and support are the key parts of the process with enforcement being used as a last resort. More information on Street Aware is included in our Safe & Attractive Streets Policy.
3. Psychoactive Substances			
Any person shall hand over any containers (sealed or unsealed) which are believed to contain psychoactive substances, when required to do so by a constable or an authorised person in order to prevent public nuisance or disorder.	Psychoactive Substances Act 2016	Police	Prohibits the production, supply or possession with intent to supply of “legal highs”.
	Street Aware		The Street Aware process can be adopted for any street based nuisance. The Safe & Attractive Streets Policy specifically mentions psychoactive substances.
4. Begging			
Any person is prohibited from, at any time, placing himself in a position to receive alms.	Vagrancy Act 1824	Police	Specifies that begging is a criminal offence and may be dealt with by reporting to court, arrest or in persistent cases, criminal behaviour orders.
	ASB Crime and Policing Act 2014	Council & Police	The Act gives powers to implement PSPOs or use Community Protection Notices. For the more persistent beggars causing alarm, harassment and distress the Council or Police can obtain an injunction to try and deal with the behaviour
	Street Aware	Council	The Street Aware process has successfully engaged with over 40 people seen begging in the City since implementation in July 2016, with enforcement taken against a handful of persistent cases. The City council has committed to continuing to use the “engage, support, enforce”

APPENDIX 6 – Existing Provisions Dealing with Issues Consulted Upon

			approach for dealing with street based issues. The overarching Street Aware Review gives further information.
5. Peddling/Street Trading			
Any person is prohibited from, at any time, peddling/trading goods without the written permission of the authority, even if licensed.	Pedlars Act 1874	Council, Police	Anyone trading as a Pedlar must have, and be able to produce when requested, a valid Pedlars certificate issued by the Police.
	Street trading policy incorporating: Schedule 4 Local Government (Miscellaneous Provisions) Act 1982 and Police, Factories etc (Miscellaneous Provisions) Act 1916.	Council	Anyone wishing to trade on the City streets should get prior consent from the Council
6. Aggressive Charity Collection			
Any person is prohibited from, at any time, engaging in assertive or aggressive (commercial or charity) collection or soliciting of money in the designated area.	Agreement with Public Fundraising Association/Institute of Fundraising	Council	Voluntary site agreement with the PRFA/IOF specifies numbers, frequency and location of charity collectors in the City centre.
	Charities Act 2006	Council	Requires all collectors to have a public collectors certificate from the Charity Commission, and a permit issued by the Local Authority. Those without permits can be prosecuted.
7. Littering			
Any person is prohibited from, at any time, littering.	Environmental Protection Act 1990	Council	Fixed Penalty Notices can be served for littering offences under the Environmental Protection Act.
8. Unattended Items			
Any person is prohibited from leaving items or belongings unattended within	Street Aware	Council	Under Street Aware, an informal process of storing unattended items has been established.

APPENDIX 6 – Existing Provisions Dealing with Issues Consulted Upon

the designated area. Unattended items will be removed at the direction of a constable or an authorised person.			Items left unattended will have a notice placed on them, and individuals identified as leaving items unattended will be spoken to. If the person persistently leaves items unattended in the street they may be removed and kept in storage, with the person having details of who to contact to retrieve their items. Suspicious items will be reported to the Police.
	Powers to remove suspicious unattended items	Police	Police have a protocol for dealing with suspicious unattended items.
9. Nuisance or anti-social behaviour (ASB)			
Any person shall not behave in a manner that causes or is likely to cause nuisance, harassment, alarm or distress to any other person.	Solace Anti-Social Behaviour policy	Solace	Solace is a multi-agency anti-social behaviour team funded by the Council and Police. Various partner agency approaches and a range of tools and powers, both voluntary and enforcement, are available to them to use in dealing with nuisance and anti-social behaviour.
	Anti-Social Behaviour Act 2003 Anti-Social Behaviour, Crime and Policing Act 2014	Council, Police	Both Acts give both Council and Police enforcement powers to deal with anti-social behaviour
	Numerous criminal legislation including: Criminal Justice and Police Act 2001 Public Order Act 1986 Criminal Damage Act 1971	Police	Legislation provides for a range of powers including on the spot penalties for disorderly behaviour, arrest for various offences, and restorative approaches. Referral to partner agencies, partner agency working, multi-agency support for victims and

APPENDIX 6 – Existing Provisions Dealing with Issues Consulted Upon

	Protection from Harassment Act 1997		offenders is standard practise between the Police and Council.
	Environmental legislation including: Environmental Protection Act 1990 Control of Pollution Act 1974		Statutory noise nuisance powers and environmental crime powers.
	Children First Strategy	Police, Youth Offending, partner agencies	An overarching strategy that aims to prevent criminalisation of children, instead focussing on successful interventions for young people in order to change behaviour.
10. Direction to Leave			
Any person, when directed to do so by a constable or authorised person in order to prevent public nuisance or disorder, shall leave the designated area.	Anti-Social Behaviour, Crime and Policing Act 2014	Police	A dispersal power for up to 48 hours can be authorised by a Police inspector and apply to a specified geographical area in response to specific issues.

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Gloucester City Council

Meeting:	Cabinet Council	Date:	11 July 2018 12 July 2018
Subject:	Gloucestershire Vision 2050 Consultation		
Report Of:	Managing Director		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	No
Contact Officer:	Jon McGinty, Managing Director		
	Email: jon.mcginty@gloucester.gov.uk	Tel:	39-6200
Appendices:	1. Vision 2050 Ambitions and Projects 2. Draft Consultation Response		

FOR GENERAL RELEASE

1.0 Purpose of Report

- 1.1 To consider the Gloucestershire Vision 2050 consultation and to decide whether to submit a response.

2.0 Recommendations

- 2.1 Cabinet is asked to **RECOMMEND to Council** that:

- (1) The Vision 2050 consultation be **welcomed**;
- (2) Council **resolves** to submit a response to the consultation on behalf of the Council. A draft response submission is attached at appendix B;
- (3) Authority be **delegated** to the Leader, in consultation with the other political Group leaders, to agree the final wording of any response submission and to submit any response by the end of July.

- 2.2 Council is asked to **RESOLVE** that

- (1) The Vision 2050 consultation be welcomed;
- (2) Council resolves to submit a response to the consultation on behalf of the Council. A possible response submission is attached at appendix B.
- (3) Authority be delegated to the Leader, in consultation with the other political Group leaders, to agree the final wording of any response submission and to submit any response by the end of July.

3.0 Background and Key Issues

- 3.1 Leadership Gloucestershire (LG) is an informal meeting of key Gloucestershire public sector and partner organisation leaders. They meet together to provide vision, leadership and strategic direction in those areas where it is vital for those organisations to work together to meet the needs of, and deliver better outcomes for, the people and communities of Gloucestershire.
- 3.2 Following on from an earlier bid to government for devolution of powers and resources, in 2017 LG decided to commission a piece of work to look at the longer term challenges facing the county, and to consider what changes might be needed to address those challenges and to deliver improved outcomes for future generations of Gloucestershire. This could then be formulated into a vision which the people and communities of Gloucestershire might unite behind, and which could be used in conversations with Government around needs and resources. By looking ahead to the year 2050, it was felt that this would be far enough into the future that short term electoral considerations would not inhibit frank debate, but close enough ahead that we could reasonably start preparing and planning now.
- 3.3 LG commissioned the University of Gloucestershire to facilitate a study which could then be put out for wider public consultation. Vision 2050 is the result of this initial study. A 'Big Conversation' with the public was launched in February 2018, with a proposed consultation end date of July 2018. In order to prompt dialogue, the University sought the help of an expert panel which came up with a set of eight 'ambitions' for the county, and six projects which the panel felt might best help achieve those ambitions – these are summarised in Appendix A. The consultation seeks views of the people of Gloucestershire on those ambitions and projects.
- 3.4 The City Council's political group leaders have agreed that Council should have an opportunity to debate the Vision 2050 consultation and decide whether or not to submit a response on behalf of the City Council. As far as possible, they wish any such response to be based on a cross-party consensus, and to be reflective of the views of the people of Gloucester (including, in particular, younger generations, who typically do not engage with council-led consultations but arguably have a greater stake in what the county will look like in 2050). In order to inform Council's deliberations, officers have met informally with each of the political groups, with our Joint Core Strategy district partners, and have also sought to engage with a number of Gloucester community representatives including:
- The Business Improvement District (BID) Board
 - The Regeneration Advisory Board
 - Rising Gloucester (a youth forum for Gloucester)
 - The G15 grouping of Gloucester schools
 - Gloucestershire College senior executives
- 3.5 The analysis below, and the draft response at Appendix B, has distilled these inputs, for consideration by Council.

Analysis

- 3.6 Some of the key points of consensus that have emerged from these discussions are:

- The Big Conversation has been a very worthwhile exercise, and communities are keen that it is the start of an ongoing open dialogue. Appreciating that it has not been easy to engage the wider public in this consultation, particularly younger generations, July should not be seen as the end of discussion, and we should not make undue haste to set a vision that will endure for thirty years.
- It is right to be ambitious for our county: we have great assets but serious challenges ahead, and all parties need to agree to a common vision, and then put together our collective resources and demonstrate drive to achieve this. Gloucester City Council shares that ambition and is enthusiastic about working to deliver a better, more prosperous County.
- Information on potential types of delivery vehicles is helpful but form should follow function and decisions on any new delivery vehicle should await a clear, widely supported strategy. It is true that a new delivery vehicle can help to flesh out a detailed vision, but there needs to be clarity in its remit and what it is expected to achieve.
- The eight proposed ambitions for the county are generally unarguable and were supported by all. In contrast, a number of the six projects tended to split opinion. It would be better to develop strategic plans around the eight ambitions, rather than singling out a few projects, as:
 - o the set of six projects in themselves do not go far enough in addressing all of the ambitions. The ambitions address social goals (such as inclusivity and 'happiness') and these will need more than physical infrastructure deliverables to be successful. However, it is understandable that we needed to start somewhere, and they have prompted useful debate and discussion.
 - o Aspiring to be a magnet county is very important, but it is unlikely that the projects put forward by themselves would inspire young people to want to stay in the county.
- When considering what would make young people want to stay in the county, the ability to achieve employment aspirations was identified as the greatest positive influence. This requires consideration of what would make more businesses choose to locate in the county, requiring a supportive industrial strategy, supportive local planning policy(ies), underpinned by a primary/secondary/tertiary education system and a skills strategy supporting those goals.
- A secondary identified driver to keep more young people in the county was '[fun/social] things to do'. Gloucester's bid to become UK City of Culture 2025 would be a key means of increasing the attractiveness of the county as a place to live and grow, would deliver benefits to all parts of the county, and would benefit from county-wide support to maximise our chances of success.
- The City Council does not support the idea within the super city project description of creating a 'new third centre' between Gloucester and Cheltenham:
 - o It would detrimentally impact on the economic vibrancy of Gloucester and Cheltenham;
 - o Both Cheltenham and Gloucester have their own separate identities, and these should be valued and retained;
 - o Cities evolve; whereas this is an artificial construct and would not be successful at creating a super city concept.

- However, the City Council (and informal discussions with our JCS district colleagues indicate that this is a shared view) should work more closely together with its JCS partners to achieve ambitious economic growth outcomes, including greater connectivity and acting as a spur for sub-regional growth.
- Through the JCS, we have demonstrated that individual public sector organisations can work together on complex issues for the benefit of residents across the county. There is no reason why this could not be extended to organise collective working on issues beyond principally housing matters, such as maximising the common benefit arising from the cyber park and driving and directing economic growth around the county's urban core.
- In terms of improved connectivity, the Council would support some form of improved mass transit (e.g. tram) system, linking the two centres via the airport. It would also support improved safer cycle routes between the two places, and consideration of an accessible quality green linear park (for walking and cycling) between the two.
- All acknowledged that the cyber park project was already in train and was the least controversial project put forward. The Council supports the idea of focusing on 'cyber security' as an industrial strategy focus for the county, and the urban core in particular. This complements the cluster of cyber businesses already growing in Gloucester and would help to provide high-skilled jobs for Gloucester residents,
- Whilst there were some minority views, there was a strong consensus that Gloucestershire Airport at Staverton will continue to be a key economic asset for the county, employing over 500 people, contributing in the region of £250 million to the regional economy, and handling over 80,000 aircraft in 2017. The Council does not believe that Gloucestershire could or should develop its own international airport, given its proximity to Bristol, Cardiff, Birmingham and other international airports.
- Whilst Gloucestershire Airport at Staverton does not have the space to be developed much beyond its existing two runways, and thus is limited to being a general aviation airport, it has a strong and growing business model based around private charter flights, as a training base, and its property and hangarage facilities. These are likely to be strengthened by its proximity to the Cyber Park. The airport is highly regarded by GFirst LEP, Gloucestershire's Local Enterprise Partnership, featuring in their Strategic Economic Plan, and has recently received £1.9 million of Local Enterprise Funding.
- Strategically, with increasingly congested road and rail systems, regional airports such as Gloucestershire are likely to play an increasingly important role as an affordable and efficient means of providing regions with connectivity, with some routes that can only be served by smaller aircraft. Connectivity is key for business, and the Gloucestershire airport at Staverton will enhance the job creation and economic vitality of the county.
- Whilst the recently commissioned Connections Study found that the greatest immediate economic benefit for the county would arise from improving north-south transport connections, it was acknowledged that this study was constrained by retrospectively looking at existing connections and historically important industries. In the context of supporting the new Cyber Park, improved connectivity with the Oxford-Cambridge growth arc will be a key priority going

forward, and improved rail connectivity with other parts of the country would be supported.

- Council would support an ambition to increase physical activity and tackle obesity. To this end, we would support something akin to an extension of the current Gloucestershire Moves programme.
- Whilst the Council has no issue with the expansion and development of the Cotswold Water Park, any large conferencing facility/hotel would be better placed near the urban core area of the county (i.e. near Gloucester, Cheltenham and the cyber park).

4.0 Asset Based Community Development (ABCD) Considerations

4.1 There was no obvious asset-based approach to the initial proposals put forward by the expert panel for consultation. A rebalancing of the vision away from purely physical infrastructure projects and towards strategies aimed at tackling the social and wellbeing challenges facing the county should provide more opportunity for taking asset based approaches in the future.

5.0 Alternative Options Considered

5.1 Council may choose not to submit a response. Given the potential significance of the matters under discussion for the future of our county, and that no response might be taken as indicating unqualified support for the proposals, this option is not recommended.

6.0 Reasons for Recommendations

6.1 The Council has a democratic mandate to express a view as to the vision for the future of the county to best meet the current and future needs of its residents.

7.0 Future Work and Conclusions

7.1 Leadership Gloucestershire will meet in the autumn to consider the feedback received through the consultation and the way forward.

8.0 Financial Implications

8.1 There are no financial implications as a result of this report.

(Financial Services have been consulted in the preparation this report.)

9.0 Legal Implications

9.1 Not yet quantified.

(One Legal have been consulted in the preparation this report.)

10.0 Risk & Opportunity Management Implications

10.1 Not yet quantified.

11.0 People Impact Assessment (PIA):

11.1 As the Council is responding to an externally-led consultation, a PIA screening stage was not completed.

12.0 Other Corporate Implications

Community Safety

12.1 Not yet quantified.

Sustainability

12.2 Not yet quantified.

Staffing & Trade Union

12.3 Not yet quantified.

Press Release drafted/approved

12.4 Not appropriate.

Background Documents: A link to the Gloucestershire Vision 2050 consultation website can be found [here](#).

Appendix A – Vision 2050 Ambitions and Projects

Ambitions

A magnet county

We would like to see a growing working age population, by keeping and attracting more 18-40 year olds with high level qualifications, who want to live and work in the county.

An innovative county

We would like to see more businesses starting up, growing, and investing in research and innovation.

A skilled county

We would like to see more people with high-level skills and jobs in skilled occupations.

A prosperous county

We would like to see rising productivity and household income, offering higher living standards.

An inclusive county

We would like the economic and social benefits of growth to be felt by all.

A healthy, happy county

We would like people to have a good work/life balance and to see improved health and wellbeing.

A connected county

We would like to see improved transport and internet connections so that people and businesses can connect with each other more easily.

A sustainable county

We would like to see more efficient use of resources and more use of sustainable energy.

Projects

Super City

Gloucester and Cheltenham could grow and regenerate by developing a third centre connecting the two communities to create a 'super city'.

Cyber Park

The development of a National Cyber Security Park, dedicated to cyber-related business and education development, is integral for the Super City.

Regional Parks

The Forest of Dean and the Severn Vale are two of the county's main assets, as well as the world-renowned Cotswolds Area of Outstanding National Beauty (AONB). We think they should be designated as Regional Parks, creating a wetlands area for flood management and investing in facilities.

Lydney - Sharpness

A new multi-purpose crossing between Lydney and Sharpness will create a single 'destination' with development potential for both, reflecting their individual cultures, landscapes, and heritage.

Cotswold Airport

An airport that can accommodate more air travel could be central to the county's economic success – facilitating higher value tourism, enhanced transport links, or as a base for drone technology.

Cotswold Waterpark

Cotswold Water Park could become a major tourism destination by redesigning the lake system, maintaining and expanding the range of leisure uses, and developing a 5-star hotel.

Appendix B – Possible draft Gloucester City Council response to the consultation

Thank you for the opportunity to respond to the Vision 2050 big conversation consultation. This response is sent on behalf of Gloucester City Council, following a resolution at its meeting of 13th July. Gloucester City Council is the democratically elected council representing the people of the City of Gloucester, 125,000 residents and thousands of businesses and employees.

The Council welcomes and supports the aim of developing a long-term vision for the county of Gloucestershire, and has been a keen and active contributor to Vision 2050. As well as engaging internally with councillors and officers, we have also worked with local community groups, school and youth forums, business groups and other stakeholders to encourage them to engage in the big conversation and to express their views. This response captures where possible the views they have expressed back to us.

In summary, key messages from Gloucester City are as follows (with apologies that these do not fit neatly into the online consultation form structure):

- The Big Conversation has been a very worthwhile exercise, and communities are keen that it is the start of an ongoing open dialogue.
- July should not be seen as the end of discussion, and we should take enough time as is needed to develop a shared vision that will endure for thirty years.
- Whilst information on new delivery vehicles is helpful, form should follow function, and decisions on new delivery vehicles should await a clear, widely supported strategy.
- The eight proposed ambitions for the county are generally unarguable and were supported by all.
- In contrast, a number of the six projects tended to split opinion. It would be better to develop strategic plans around the eight ambitions, rather than singling out a few projects.
- Deliverables in these strategic plans need to address both social goals and key physical infrastructure.
- The ability to achieve employment aspirations was identified as the greatest positive influence on young people wanting to stay in the county. This requires a supportive industrial strategy, supportive local planning policies, underpinned by a primary/secondary/tertiary education system and skills strategy.
- A secondary identified driver to keep more young people in the county was '[fun/social] things to do'. An initiative that would help deliver this would be Gloucester's bid to become UK City of Culture 2025.
- The City Council does not support the idea within the super city project description of creating a 'new third centre' between Gloucester and Cheltenham.
- However, the City Council wants to work more closely with its JCS partners and others to achieve more ambitious economic growth outcomes, including greater connectivity and acting as a focus for sub-regional growth.
- The JCS provides a sound basis for a governance framework to take this idea forward.

- The City Council would support some form of improved mass transit (e.g. tram) system for the city region hub. It would also support improved safer cycle routes between the two places, and consideration of an accessible quality green linear park (for walking and cycling) between the two.
- The City Council supports the idea of focusing on 'cyber security' as an industrial strategy focus for the county.
- Gloucestershire Airport at Staverton will continue to be a key economic asset for the county and is a key enabler of the city region growth hub. The City Council does not believe that Gloucestershire could or should develop its own international airport.
- Improved connectivity with the Oxford-Cambridge growth arc is a key priority, and improved rail connectivity with other parts of the country would be supported.
- The City Council would support an ambition to increase physical activity and tackle obesity. To this end, we would support something akin to an extension of the current Gloucestershire Moves programme.
- Whilst the City Council has no issue with the expansion and development of the Cotswold Water Park, any large conferencing facility/hotel would be better placed near the urban core of the county.

Gloucester City Council looks forward to working with all of its partners and communities to help refine and take forward delivery of the Vision 2050.

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Paragraph 12.02 of Part 4 of the Rules of Procedure contained within the City Council's Constitution provides that a Member of the Council may submit a written question to any Cabinet Member.

This document informs Members of Council of written questions put to Cabinet Members and written replies thereto.

Council is recommended to RESOLVE to note the written questions submitted and corresponding responses.

No.	Question from/to	Question
1.	From Councillor Wilson to the Leader of the Council	<p>According to a leaked report, prepared by civil servants at the Department for Exiting the EU, Britain could be hit with shortages of medicine, fuel and food within a fortnight if the UK leaves the EU without a deal.</p> <p>What contingency plans is this council preparing to help struggling communities in the event of such a scenario?</p>
Response:		
<p>Members may be aware that the relevant Act of Parliament that revokes the EU Communities Act of 1972, the Withdrawal Act, has already received Royal Assent. The Prime Minister updated Parliament following the recent Council of Europe meeting on progress of the Withdrawal Agreement with the EU. She noted that that 'with the exception of the Protocol relating to Northern Ireland, we now have agreement or are close to doing so.'</p> <p>The Government is due to publish a White paper on its detailed approach to the future arrangements. This will inform talks on the other part of the next stage of negotiations, the Political Declaration. It is the aim of both sides that this document will be detailed and agreed in the Council meeting in October. It must in any event be agreed before the end of the year, allowing both Parliaments to approve it before we leave the EU at the end of March 2019.</p> <p>There is no reason to believe that there will be no deal, since both sides have made it clear that is vital for there to be one. Scaremongering about the likelihood of a no deal is unhelpful. We will of course plan for reasonable contingencies taking our lead from the Local Government Association, which represents local councils in the Brexit discussions with Government.</p>		
2.	From Councillor Hilton to the Leader of the Council	<p>The government recently announced that it was not going to support the Swansea Bay Tidal Lagoon, a £1.3 billion project that Gloucester based company Tidal Lagoon Power PLC was bidding to build.</p> <p>Will you join me in condemning the government's decision to withdraw its support for such an</p>

innovative renewable energy project?

Response:

The Administration has been very supportive of Tidal Lagoon Power, recognising the potential for additional jobs to be created in the city in the event that the project received the go-ahead from the Government. In addition, we support efforts to encourage the government to find a way to use the power of our tides and waves to generate additional sources of low carbon, domestically produced energy. The City MP, as creator and Chair of the All Party Parliamentary Group for Marine Energy and Tidal Lagoons, has worked hard to encourage government support of the recommendations of the Hendry Review of Tidal Lagoons and the Swansea Bay pilot project, and we share his disappointment that the government rejected the review's conclusions on the basis of financial viability. We recognise that taxpayers' money must be spent wisely and consumers must be protected from excessive increases in their bills, but we believe that Tidal Lagoon Power should have further opportunities to make its case to Government to demonstrate that the project is not only environmentally sound but also financially sustainable. I know that our MP will continue to work on this, supported by others, including Liberal Democrats, and this Administration supports those efforts.