



## Homelessness and Rough Sleeping Sub Committee

**Date:** THURSDAY, 1 OCTOBER 2020  
**Time:** 11.00 am  
**Venue:** VIRTUAL PUBLIC MEETING (ACCESSIBLE REMOTELY)

### SUPPLEMENTARY AGENDA

12. **COMMUNITY PROTECTION NOTICES AND THE STREET POPULATION IN THE CITY OF LONDON**

Report of the Director of Community and Children's Services.

**For Information**  
(Pages 1 - 6)

Item received too late for circulation in conjunction with the Agenda.

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**John Barradell**  
Town Clerk and Chief Executive

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<b>Committee</b>	<b>Dated:</b>
Homelessness and Rough Sleeping Sub-Committee	01/10/2020
<b>Subject:</b> Community Protection Notices and the Street Population in the City of London	<b>Public</b>
<b>Report of:</b> Andrew Carter, Director of Community and Children's Services	<b>For Information</b>
<b>Report author:</b> Jillian Reid – Community Safety Team, Department of Communities and Children's Services	

## **Summary**

This report provides Members with information on the use of Community Protection Warnings and Notices on the street population within the City of London.

## **Recommendation**

Members are asked to consider and discuss this report.

## **Main Report**

### **Background**

1. The Anti-Social Behaviour, Crime and Policing Act 2014, granted local authorities, the Police and Registered Social Landlords the power to issue Community Protection Warnings (CPW) and Community Protection Notices (CPNs)<sup>1</sup>.
2. CPWs and CPNs can be used to deal with ongoing anti-social behaviour (ASB), problems or nuisances, which are having a detrimental effect on the community's quality of life by targeting those responsible. They can be dispensed to individuals, premises and/or businesses.
3. The City of London Police are the only agency within the Square Mile to have delegated authority to issue CPWs and CPNs specifically for ASB.
4. In the City of London, one of the most prevalent forms of ASB is entrenched and aggressive forms of begging.
5. In June 2018, the City of London Police launched the multi-agency partnership initiative Operation Luscombe. The scheme aims to:

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<sup>1</sup> Appendix 1

- Identify and offer early support to individuals living on the streets and found engaging in begging and ASB through a series of ‘one-stop-shop’ intervention hubs
  - Share information at multi-agency meetings to discuss individuals and create an agreed action plan
  - Employ CPWs, CPNs and Criminal Behaviour Orders (CBO) using an escalating ‘traffic light card’ system<sup>2</sup>
6. Information ascertained from the City of London Police’s Force Intelligence Bureau (FIB) denote that:
- the majority of CPWs and CPNs issued in the City are for non-begging related ASB
  - the majority of individuals issued with CPWs and CPNs in the City for begging are of No Fixed Abode (NFA) or residing in temporary accommodation
7. In a minute number of cases, it is sometimes necessary to consider enforcement on individuals who beg and rough sleep when they pose a substantive risk to the public. Members should note that enforcement and providing support services to rough sleepers are two separate processes. However, in instances where the two have coalesced, consensus and consultation between partners has been and continues to be sought.

## **Current Position**

### City of London Police Data

8. Between August 2019 and August 2020, the total number of CPWs and CPNs issued by the City of London Police was 81.
9. In this same period, the total number of CPWs and CPNs issued by the City of London Police for begging was 32. This accounts for approximately 39.5% of the total number of warnings and notices handed out.
10. 26 of the CPWs and CPNs administered for begging were issued to persons with No Fixed Address (NFA) or residing in hostel or hotel accommodation. This accounts for approximately 32% of all CPWs and CPNs disseminated and approximately 81% of those issued for begging

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<sup>2</sup> Appendix 2

## Support and Intervention

11. Rough sleepers identified by partners or Operation Luscombe as persistently begging and at risk of enforcement, are referred to the Rough Sleeper Task and Action Group.
12. This is an established multi-agency forum where rough sleepers who have, or display, complex needs and/or high-risk vulnerabilities, are discussed to ensure that they are safeguarded and offered support away from the streets.
13. Those in attendance at the Rough Sleeper Task and Act Group meetings include delegates from:
  - Homelessness and Rough Sleeping Team
  - City of London Police (Street Population Lead)
  - Community Safety Team
  - Adult Social Care
  - St Mungos
  - Rough Sleeper Mental Health Project (RAMHP)
  - Parkguard Ltd
  - Doctors of the World
  - Westminster Drug Project

The group meets bi-weekly; however, due to the ongoing COVID-19 pandemic and the particular risk the virus posed to rough sleepers, the group met on a weekly basis between April and July 2020.

14. In a small number of cases, professionals have agreed that CPWs and CPNs have been an appropriate way to forward manage an individual's behaviour in the community, while also encouraging their engagement with services.
15. The CPWs and CPNs can be modified to an individual's specific behaviour and circumstances and include tailored positive prohibitions. For example, this could include forbidding a person from entering a specific location where they engage in aggressive begging, while mandating them to attend appointments with their allocated drug and alcohol Support Worker.
16. The use of enforcement on beggars has been particularly affective during the COVID-19 pandemic. The City of London Police have issued CPWs and CPNs to those persons aggressively begging around areas with a high footfall (train and tube stations) and pose a health risk to the public. It should be noted that a high proportion of individuals who engaged in this form of ASB, had been provided or offered temporary accommodation by the local authority or Greater London Authority to enable them to self-isolate and access specialist support.

17. All information pertaining to ASB enforcement is logged on the partnership information sharing platform E-CINS, which is accessible to the agencies linked to the City's street population.

### **Recommendation**

18. To enable consistency in the application of CPWs and CPNs and to highlight the support and intervention prerequisites of Operation Luscombe, it is proposed that Officers from the City of London Police's Communities and Partnership teams have sole usage of such enforcement tools on the City's street population.

### **Conclusion**

19. Quantitative data suggests:

- the total number of CPWs and CPNs issued in the City of London is small
- the overall number of CPWs and CPNs dispensed with in the City of London for begging related ASB is small

20. A high percentage of those persons who have been issued CPWs and CPNs by the City of London Police for begging are of NFA. However, this cohort includes those who may not necessarily be sleeping rough and have ready access to hostel or hotel accommodation.

21. Enforcement on the City's street population is utilised only as a 'last resort' and the primary focus always centred on intervention and support.

### **Appendices**

- Appendix 1 – ASB, Crime and Policing Act 2014 powers
- Appendix 2 - Operation Luscombe 'Traffic Light' system

### **References**

Home Office (2017), *'Anti-Social Behaviour, Crime and Policing Act 2014: Anti-social behaviour powers - Statutory guidance for frontline professionals'*, London. Available at

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/823316/2019-08-05\\_ASB\\_Revised\\_Statutory\\_Guidance\\_V2.2.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/823316/2019-08-05_ASB_Revised_Statutory_Guidance_V2.2.pdf)

(Accessed 22 September 2020)

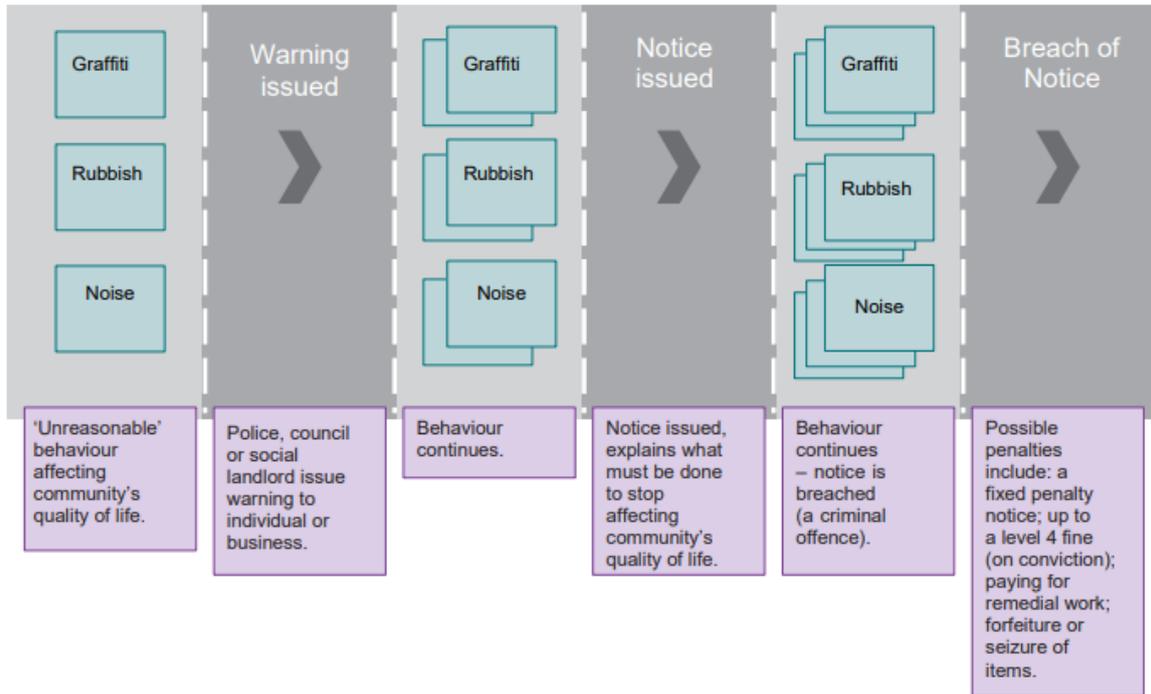
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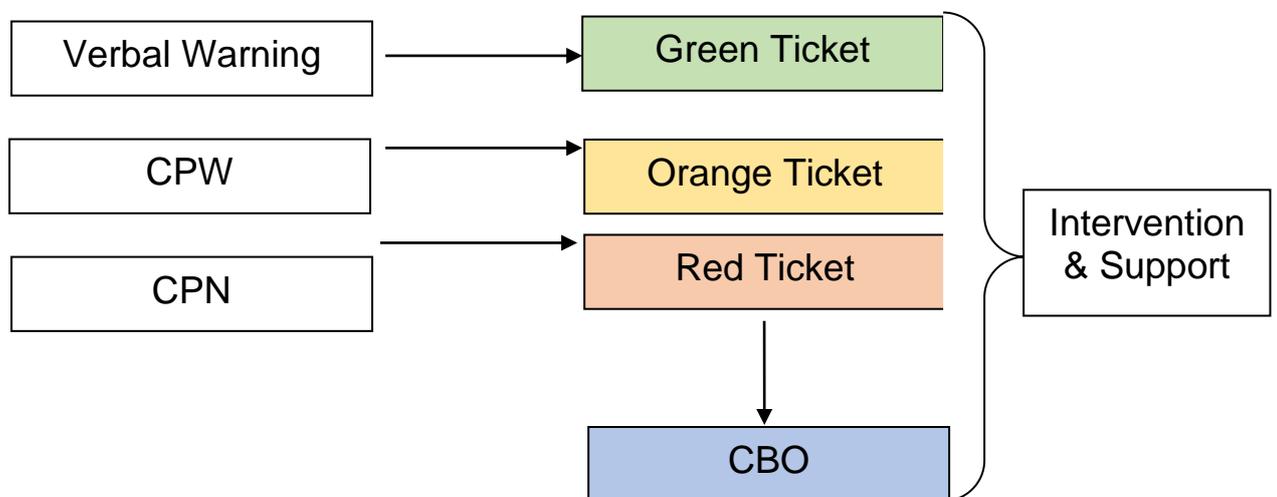
Community Protection Notice



Appendix 2

ASB, Crime & Policing Act 2014

Operation Luscombe



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