

Committee: Rough Sleeping and Homelessness Sub Committee – For Information	Date: 19/03/2019
Subject: Operation Luscombe	Public
Report of: Chief Superintendent Maleary	For Information
Report author: T/Chief Inspector Jesse Wynne, Communities and Partnerships	

Summary

In 2018, incidents recorded as begging and vagrancy increased in October and November before dropping again in December. There have been, on average, 21 reports a month so far this financial year.

- **Rough sleepers:** The majority of reports in this quarter relate to the presence of rough sleepers, usually in residential blocks or outside shops, blocking an entrance or fire exit. There were also a number of reports of homeless people blocking entrances and heckling staff and customers at shops during the day.
- **Begging:** There were a number of reports of individuals sitting on the street with a cup begging. This is usually outside transport hubs such as Liverpool Street and Bank station.

Recommendation

Members are asked to:

- Note the report.

Main Report

Background

1. There is no recourse or mandate for a police service to manage rough sleeping, as we have no resources to offer them in terms of accommodation and support. The police are unable to classify someone as a rough sleeper, as this function can only be practised by a registered body of practitioners. We can only act as a referral service – which we currently do.
2. In the City we have no intrinsic link between rough sleeping and begging. City beggars are mainly clients from other boroughs that transit here to beg, many

of whom are in supported accommodation. We are fairly unique in the Square Mile in that we are able to say that 90% of our beggars are not City rough sleepers.

3. Therefore, within the City of London Police, we are separating rough sleeping from begging. To this end, we designed and developed Operation Luscombe to specifically tackle the issue of begging. The premise of this operation is that, if someone is a genuine rough sleeper and are found to be begging, then they are given two opportunities to attend an intervention hub before we get to the Community Protection Notice (CPN) stage.
4. A CPN enables the police or authorised authority to ban an individual from an area for up to three months. If they are still begging (which as a rough sleeper there is no need to do, unless feeding a drug habit), only at the third intervention will we issue a CPN. To date, none of the CPNs issued have been to known City rough sleepers; all have been to professional beggars. If they are then found to be in breach of their CPN, we will make an application to the courts for a Criminal Behavioural Order (CBO).

5. The process is as follows:

- **Stage 1** – Initial ‘Green’ intervention ticket and invitation to a joint partnership working ‘Hub’. Hub to be organised monthly. This hub is attended by the Police, Outreach, Westminster Drug Project (WDP), housing, St. Mungo’s.
- **Stage 2** – Re-offenders will be given a ‘Yellow’ intervention invitation and a Community Protection Warning (CPW). There will still be a requirement to attend an intervention hub.
- **Stage 3** – Re-offenders will be issued with a ‘Red’ intervention full CPN. This will be for breach of condition on the CPW.
- **Stage 4** – Re-offenders will be dealt with by means of summons or arrest and a CBO ‘Blue’ application.

Current Position

6. Outcomes have been recorded for 41 begging/vagrancy incidents (79%). This is the category of anti-social behaviour (ASB) incidents that has seen the most positive outcomes, with eight resulting in a community resolution.
7. Twenty have been passed to another agency for investigation, 10 have no identifiable suspect, and three have been closed, as it was deemed formal action was not in the public interest.
8. The table below shows the results of Operation Luscombe since it started in May 2018.
9. As detailed above, a green ticket is an invitation for a beggar to an intervention hub. If they do not attend and are found begging again, they are

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issued with a yellow ticket, which is a CPN warning, and another invitation to a hub. If they again do not attend and are found begging, they are issued with a red ticket with is a CPN banning them for three months. If they are found in breach of this red ticket (full CPN) then they are issued with a blue ticket, which is a summons to attend a court hearing, and we will make an application for a CBO.

Total issued	Green	Orange	Red	Blue	Breach	CBO
Hub 1 – May (1) 2018	31					
Hub 2 – May (2) 2018	20	3				
Hub 3 – June (1) 2018	16	10	1			
Hub 4 – June (2) 2018	13	9	6	1		
Hub 5 – July 2018	6	3	1			
Hub 6 – August 2018	3	2				
Hub 7 – September 2018	9	1	1			
Hub 8 – October 2018	4	1	1	1		
Hub 9 – November 2018	10	1	1	1		
Hub 10 – December 2018	7	1			2	TBC
Hub 11 – January 2019	1	5	1		2	TBC
Total	120	36	12	3	4	Awaiting Court Hearing

Conclusion

10. Incidents recorded as begging and vagrancy increased in October and November before dropping again in December, there have been on average 21 reports a month so far this financial year.

Appendices

- None

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