

Committee(s): Safer City Partnership- For information Police Authority Board- For information Homelessness and Rough Sleeping Sub (Community and Children's Services) Committee- For information	Date(s): 27 th November 2019 28 th November 2019 4 th December 2019
Subject: Operation Luscombe Review	Public
Report of: Commissioner of Police Pol 89-19	For Information
Report author: T/Chief Inspector Jess Wynne, Community Policing	

Summary

Operation Luscombe has been running since May 2018. It is a partnership approach to the issue of begging in the City of London and was developed by the Community Policing Team.

A review was commissioned by the Commander Operations and Security earlier in the year and this has now been completed. The review has shown that the operation has been effective in terms of performance outcomes with a 12 month comparison (June 2018 to May 2019 compared to the same period in 2017-18) showing just under a 50% decrease in begging reports since Operation Luscombe has been initiated. There are further metrics and information in the Main Report and appendices A and B which may be of interest to Members.

The review has highlighted other positive outcomes in terms of partnership working and information sharing but there are also areas for improvement and development including better recording practices and exploring the possibility of a measure for qualitative success in terms of the individual clients' needs and whether these have been met.

The Force is considering the future of Operation Luscombe at a strategic level with partners at the City of London Corporation and a further update will be provided to Members on next steps once these have been agreed. In the meantime the operation will continue.

Operation Luscombe supports both the City of London Police Corporate Plan and the City of London Corporation Corporate Plan 2018-23. It has also received interest from the National Police Chiefs Council (NPCC) Lead for Anti-Social Behaviour (ASB) and the Home Office, as an effective tool to be potentially rolled out nationally to combat begging and other types of ASB.

Recommendation

It is recommended that Members note the report.

Main Report

Background

1. Members will recall from previous updates to your Board/ Committee that Operation Luscombe was originally developed by the City of London Police after a Problem Profile was produced in response to concerns raised by the community and through elected Members in respect of begging in the City of London. Operation Luscombe is an initiative that was started to combat begging and signpost individuals to additional/ support services as a result of a community trigger. It has been an experimental approach as a means to target and deal with wide scale begging and as such is due to be refreshed to gauge whether it should continue in its current form.
2. At the January 2019 meeting of the then Police Committee, now Police Authority Board, the Commander Operations and Security undertook to review Operation Luscombe at the end of the financial year 2018-19. To this end, the T/CI Community Policing requested a full review by the Force Intelligence Bureau to enable the Force to better understand what impact the operation has had; potentially how it can be improved and considerations for the future. The review has now been completed.
3. This report covers the period from the commencement of Op Luscombe, in June 2018, to end September 2019. It outlines the review and the findings and is presented to Members for information.

Methodology

4. The review was completed by the Force Intelligence Bureau by analysing data sets obtained from the data mining tool Business Objects which extracted occurrences and intelligence reports from the intelligence database Niche. Qualitative input was also sought with officers from the Communities' teams to ensure a holistic view was obtained. There were some caveats highlighted by the Force Intelligence Bureau in terms of data sets as recording practices changed owing to the change from UNIFI (the Force's previous Crime and Incident recording system) to Niche, which went live in October 2018.

Current Position

5. At present, Operation Luscombe is run by the City of London Police (CoLP) Community Policing team. There is 1 officer that runs the initiative however they are not dedicated to this role and are required to perform other duties in line with the objectives of the Community Policing Team.
6. This officer manages the physical paperwork of the scheme, arranges the hub and completes all the administrative functions such as recording all person records on local intelligence system Niche, conducting Police National Computer (PNC) checks and creation of PNC flags and submission of briefing slides. All CoLP officers are aware of the operation and issue Luscombe tickets when individuals

are found begging, however it is mainly the officers within the Communities team that issue these tickets.

The Traffic Light Scheme

7. Member will recall from previous reports to your Board/ Committee that the initiative uses a traffic light card system with 4 clear stages designed to stop the individuals begging within the City. Operation Luscombe uses the national recognised behavioural deterrent methods known as Community Protection Warnings (CPW) and Community Protection Notices (CPN) however it also includes a positive requirement stage prior to the issuing of CPW and CPN's (Green ticket). The green ticket invites the individual sighted begging to the intervention hub and provides the date of the next running hub. Should the individual be seen begging again they will be issued a CPW (Amber), followed by a CPN (Red) and are then arrestable if the red ticket is breached (Blue).(See Appendix A)

The Hub

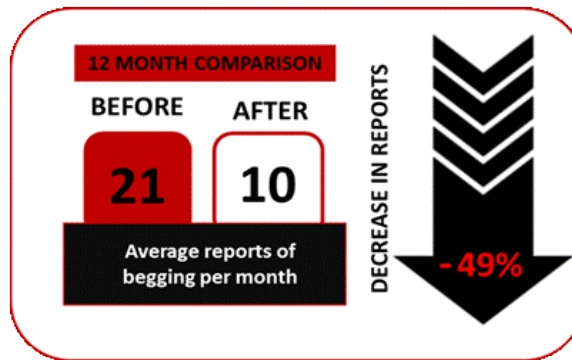
8. The hub is hosted to signpost individuals that are begging to appropriate and available services that may assist with any problems that are causing the individual to beg for money. The City of London Police host the hub alongside the supporting services.
9. The hub has occurred a minimum of once a month since the beginning of the initiative however at the beginning there were 2-3 hubs hosted per month. Please see the table below for full breakdown. The majority of the hubs have been hosted at Alderman's Walk near to Bishopsgate and they all occur between 0900 hours and 1100.

2018-19																	
Month	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct
No of Hubs	2	2	3	1	1	1	1	1	0	1	1	2	1	1	1	1	1

Source: Niche/ Unifi

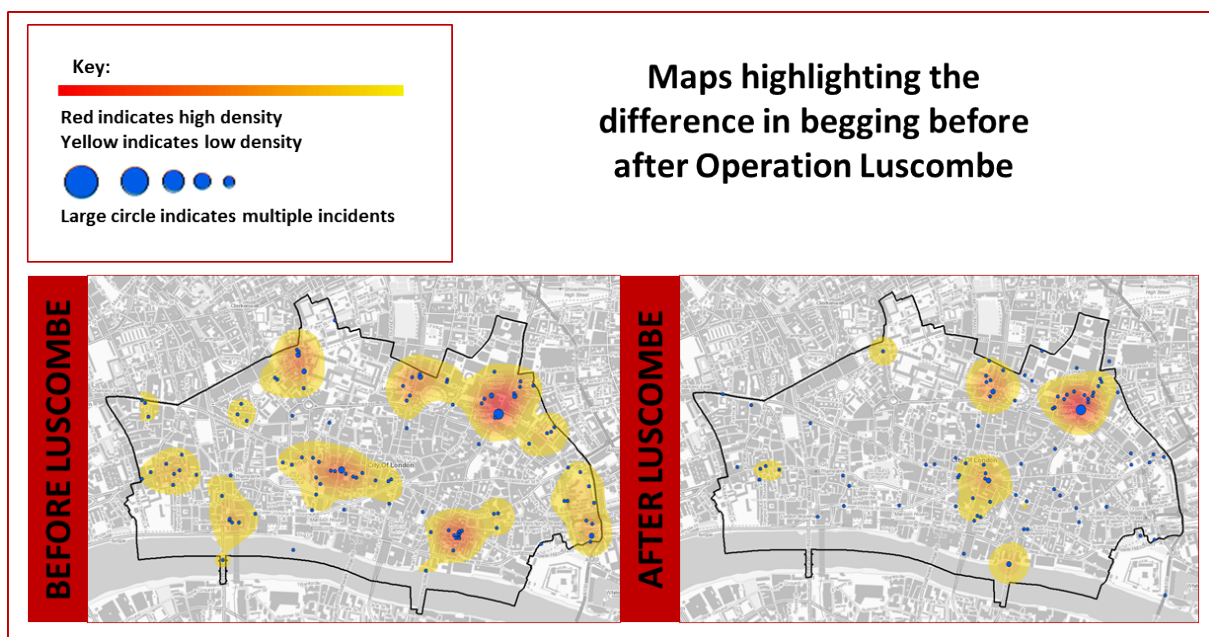
Performance outcomes from Op Luscombe

10. Outcomes from Operation Luscombe have regularly been reported to the Police Authority Board as part of the quarterly Community Engagement Updates. However, the review looked at the outcomes for the whole period since Operation Luscombe has been in place compared with outcomes prior to its introduction, and these are outlined below.
11. Prior to May 2018 there were an average of 21 occurrence / intelligence reports submitted per month in regards to begging during 2017 (June 2017 to May 2018). A 12 month comparison (June 2018 to May 2019) shows there to be an average of 10 crime and intelligence reports per month in regards to begging showing just under a 50% decrease in begging reports since Luscombe has been initiated.



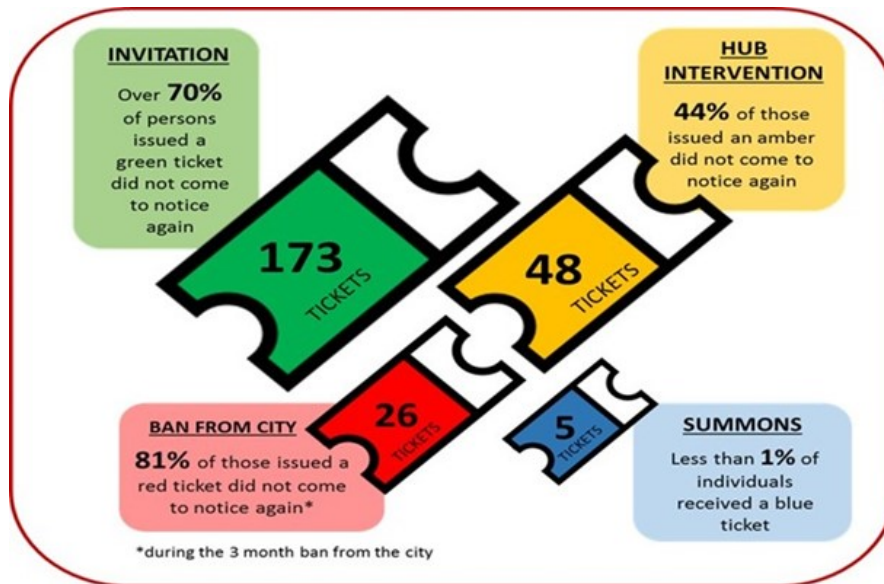
Source: Niche/ Unifi

12. The below diagram shows two heat maps both before and after Luscombe. The first map shows that there were multiple hot spots in the city on both the East and the West side however there are fewer hot spots post implementation of Luscombe. Bishopsgate area remains a hotspot and is hotspot for all crime. Other areas show Monument and Finsbury Circus area. There has been almost zero begging incidents in the centre of the city (Cheapside area) since Luscombe and a noticeable reduction in the Barbican area. The maps act as a visual tool to clearly highlight the impact of Luscombe.



Source: Niche/ Unifi

13. Between June 2018 and the end of September 2019 there have been a total of 253 tickets issued Operation Luscombe tickets issued. Of these tickets, **68% of these were green tickets, 19% were amber tickets, 11% were red tickets and 2% were blue tickets**. The infographic below shows the key statistics for repeat begging since Operation Luscombe began.



Source: Niche/ Unifi

14. Of note:

- 70% of individuals that were issued a green Luscombe ticket did not come to notice again. This could indicate that the individuals stopped begging but there is a chance that they have been displaced and begged outside of the city.
- Just under 44% of individuals issued an amber ticket did not come to notice again. This may be as a result of services accessed at the Hub Intervention but this is not known due to issues with data recording and lack of information sharing between agencies.
- Only 26 red tickets were issued in the selected time period which resulted in the individual being banned from the city and that enforcement was effective for the majority of these individuals as only 5 persons were summonsed/arrested for breaching their red ticket / CPN.

15. A fuller analysis of the demographics and some case studies for Op Luscombe for the reporting period can be found in Appendix B for Members interest and reference.

Other positive outcomes

16. In addition to the performance outcomes highlighted above there have been number of other outcomes identified as part of the review which have had a positive impact. These include:

- Positive engagement- Luscombe encourages positive interactions between police and individuals begging.
- Partnerships- this has engendered a good partnership approach and positive working relations with partner agencies aforementioned with improved information sharing.
- Intelligence- owing to their interactions officers are able to gather a richer intelligence picture. Obtaining details of individuals allows for research development and identifying potential vulnerabilities that need to be safeguarded

- Response- enables officers to have an effective response to deal with begging (as opposed to using the Vagrancy Act) and allows an official method to signpost individuals found begging to available and relevant services.

Areas for further development/ improvement

17. The review has also identified some areas that will require further development. These include:

- Need to increase participation from partner agencies as attendance at the hubs is sometimes inconsistent. This makes it difficult to offer the appropriate support and services to individual clients in a consistent way.
- Location and venue- the gazebo that forms the 'hub' does not offer any privacy which may dissuade clients from attending
- Recording of data requires improvement as it is currently inconsistent. This makes analysis difficult.
- It is difficult to measure qualitative success in terms of the individual clients' needs and whether these have been met as a result of being given support by relevant services.
- Intelligence gaps- the review has highlighted a number of areas where intelligence collection could be improved.

Outcomes from the Review

18. The main reason for conducting the review was to gauge whether Op Luscombe should continue in its current form. The CoLP Luscombe review document is currently being considered by the Force at a strategic level with partners at the City of London Corporation, prior to next steps. A further update will be given to Members once next steps have been agreed. In the meantime, Operation Luscombe will continue to operate and the Force will work on making some of the improvements highlighted above.
19. In terms of funding, Op Luscombe has been funded by CoLP in terms of holding the hubs, the administration and officer time. Clearly depending on next steps, full costs would need to be ascertained as part of any future costing model for this operation.

Corporate & Strategic Implications

20. Operation Luscombe fully supports the City of London Police Corporate Plan 2018-23 ambition: **To deliver a policing service that is valued** by those who live, work and visit the City of London.
21. Operation Luscombe fully supports the City of London Corporation 2018-23 Corporate Plan aim/ objective: **Contribute to a flourishing society**.
22. Members of Police Authority Board will also be aware, as reported to the October meeting of the Board, that Head of Community Policing met with Assistant Chief Constable Andy Prophet of Essex Police in his role as the National Police Chiefs Council (NPCC) lead for ASB nationally and presented at the National ASB

Conference with a view to launching the scheme nationally. The officers have also been invited to attend the Home Office to present on the operation with a view to Operation Luscombe becoming a national standard for all forces to adopt in their approach to begging and other instances of anti-social behaviour.

Conclusion

23. Operation Luscombe has provided a successful and effective solution to dealing with the issue of begging in the City of London with a headline of just under 50% decrease for reports of begging since its inception in May 2018. The Force and City of London Corporation are committed to continuing to tackle the issue of begging and it is anticipated that Op Luscombe will form part of the partnership approach going forward.

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Acknowledgements:

This report is based on the intelligence product produced by:

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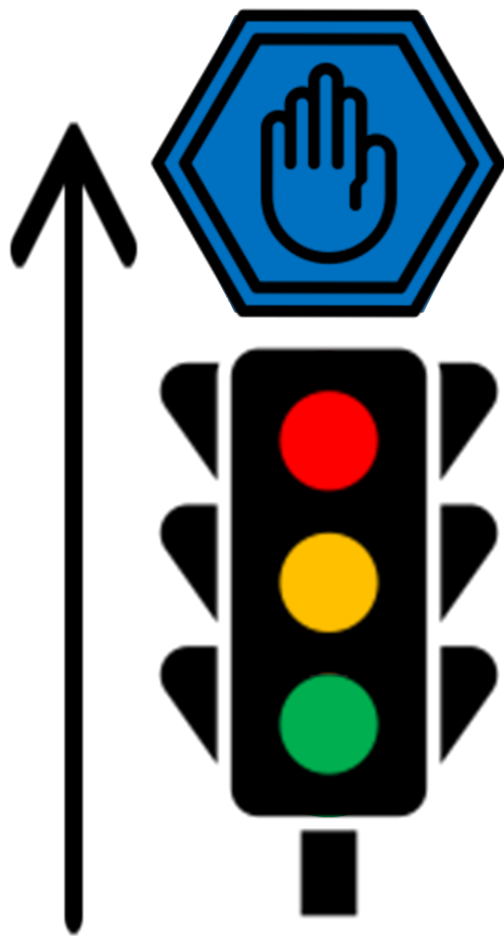
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Appendix A



BLUE

This is issued when the individual breaches their red ticket / CPN. The individual may be arrested or issued with a summons.

RED

This is the equivalent of a Community Protection Notice (CPN). This is issued if the individual breaches their CPNW. The CPN is bespoke to the individuals but generally bans the individual from the whole of the City of London. These are valid for 3 months. The individual can be prosecuted if they are seen to breach the CPN.

AMBER

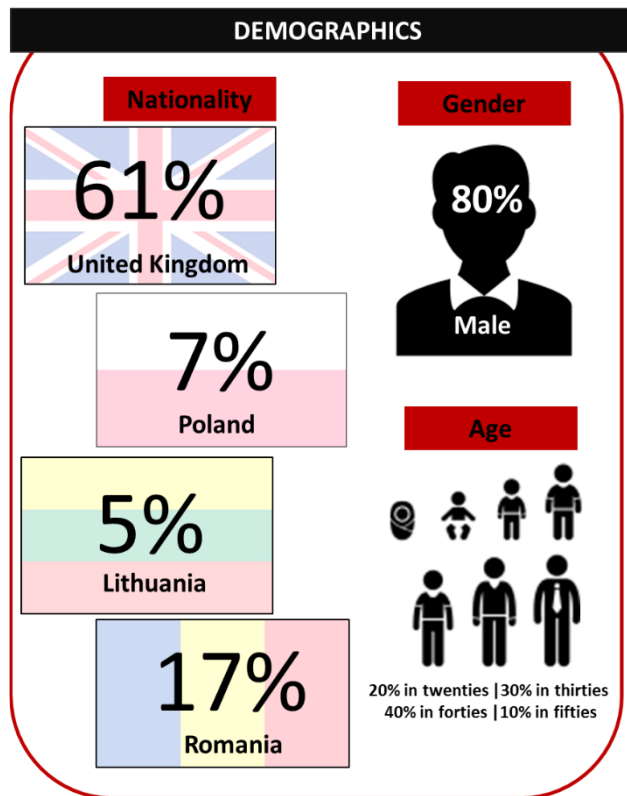
This is the equivalent of a Community Protection Notice Warning (CPNW). It is an official warning letter written to the individual with a date and signature. These are valid for 12 months. The warnings can be bespoke but generally state the individual should not be seen begging or littering. They are subject to a Community Protection Notice if caught breaching requirements over the next 12 months. The individual is also expected to attend the monthly Hub.

GREEN

An invitation to the hub
Warning issued to stop begging. A warning before the official warning.

Appendix B

The infographic to the left highlights the key demographic figures for individuals that were issued Luscombe tickets.



A large proportion of individuals have UK Nationality however the remaining nationalities are Eastern European (Romania, Poland and Lithuania).

Interestingly, 80% of individuals issued a Luscombe ticket were male. This is a slight increase when comparing to the begging dataset prior to Luscombe (5% increase) however there has been an increase for female beggars within the city since the start of Luscombe (this includes data outside of Luscombe).

The ethnicity figures for individuals' show 70% to be White North European, 15% White South European; 3% Black and 5% Asian. The largest proportion of individuals were in their forties and then in their thirties and only 20% were in their twenties. Just over a quarter had addresses linked to homeless shelters/ hostels or were linked to Niche as no fixed abode. This indicates that just

under 75% had access to accommodation, but were begging in the City of London.

Source: Niche/ Unifi

Case Studies:

Person A

A female who was known to COLP for just under 30 intelligence and crime reports ended up with a blue ticket. She first presented in the city in 2017 and was issued first Luscombe ticket in 2018. She was issued a 3 year CBO as a result of Luscombe but has since breached it four times. She is an entrenched drug user.

Person B

A male who was known to COLP for over 100 intelligence and crime reports was first issued a green ticket in Nov 2018 and later ended up with a blue ticket. The court are proceeding with his CBO application as a result of Luscombe however he failed to appear in court for this. He has since been arrested for this. He is an entrenched drug user.

Person C

A male known to COLP just under 50 times was first issued a green ticket in March 2019 and reached a red ticket in May 2019. He breached the red ticket within 5 days and then continued to breach the ticket a further nine times. These breaches have all been used as evidence within his CBO application. He is currently waiting for a court date for CBO hearing. He is an entrenched drug user.

Source: Niche/ Unifi