

# Public Spaces Protection Order Application

Police and Local Authority Consultation Document for Public Spaces Protection Orders.

Anti-Social Behaviour, Crime and Policing Act 2014.

The officers making the application should complete sections 1.1 to 4.1 inclusive. Details should not normally exceed the boxes provided.

Part 1 – Locality & Period	
<b>1.1 Title</b> State title of proposed PSPO area:	<h2>Stonehouse</h2>
<b>1.2 Locality</b> Provide outline of proposed PSPO boundary, eg by naming roads, landmarks etc. Attach a map showing the definitive boundary.	The proposed boundary as outlined on the attached map: The boundary will be from the junction between Western Approach and Union street, heading north along Western Approach it will be to the Western side of the road continuing left at North Cross roundabout, along the western side of Saltash Road it turns westerly following the railway line passed the bowling green to the Northern Edge of Victoria Park. It then travels down Eldad Hill to the junction with the Southern Edge of the park and continues along the park until Stonehouse Roundabout. It continues southward at the roundabout and follows the water line until Eastern King Point where it travels Eastward to Millbay Pier. It then travels North Easterly omitting Trinity Pier across Millbay Road to the junction with Union Street it then travels easterly where it meets the junction between Western Approach and Union Street. <i>appendix a</i> .
<b>1.3 Period</b> State proposed times <b>using 24 hour clock</b> , and dates, <b>up to, but not exceeding, 3 years.</b>	<b>Times:</b> between 00:00 and 24:00hours. (A twenty four hour period)  <b>Dates:</b> [To be inserted from post consultation and Cabinet agreement]  <b>Specific restrictions</b> (if applicable):

## Part 2 – Evidence of problem

### 2.1 Outline of problem

Include details of activities that are taking place that are or may likely be detrimental to the local community's quality of life including any anti-social behaviour and crime which is relevant to the application e.g. nature, times and locations of occurrences.

Stonehouse is comprised of high density housing, houses of multi occupation, low end rented housing stock and in addition to this the majority of substance abuse housing for the city is located here.

Some of the locality is characterised by poverty and is in the country's top 1% of deprivation which is prevalent in the area with derelict buildings and some buildings in very poor condition. Despite this

Stonehouse has a very strong community spirit and is a very proud community.

Individuals are drawn to attend the area due to the alcohol, drug and homelessness support services on offer in the neighbourhood. This combined with emergency/ assisted housing provision which prohibits drinking in residences, results in groups of people associating on the streets to use intoxicating substances and resultantly acting in an anti-social manner which can be seen on a daily basis.

Reports recorded by the police for Stonehouse show that the area is affected by the following crime/ report types through both day and night time. The following figures were recorded **April – October 2016**

234 reported incidents directly linked to alcohol

56 crimes recorded directly linked to alcohol

120 reported incidents directly linked to drugs

135 crimes recorded directly linked to drugs

268 reported incidents of anti-social behaviour

340 Public safety reports – concern, collapse, injury, trapped

*These figures are supported and mapped by appendix b*

Throughout the area discarded drug and alcohol paraphernalia are evident and people have been seen to urinate and defecate in public locations. Drugs paraphernalia (uncapped hypodermic syringes and their inherent risk of contagious infections) is often present in the grounds of the local primary school. The school is situated near to an alleyway which is historically and currently used for the supply of class A drugs and the accompanying foot traffic of the users as well as the associated ASB during their attendance. Street drinkers are congregating in Bath Street, Union Street and most notably at the thoroughfare adjacent to the Palace Theatre, this is very intimidating for young mothers on their way to collect their children from school and complaints have been made to Police that street drinkers are defecating in front of the mothers and children. The behaviour of the groups which congregate has been described by members of the public as intimidating and there are also reports of several assaults (often between members of the groups who, once intoxicated, fight among themselves). Local businesses are reporting that actions of those congregating outside or near to their premises reduce their business footfall, and cause alarm and distress to would be customers. One business owner is recently reported in the local media that due to 'feral' children and 'sozzled' adults he is now paying for a courtesy car to transport customers to his shop as they are too intimidated to go there on their own. Individuals cause significant ASB through begging from members of the public repeatedly harassing them to hand over cash this can sometimes result in antagonistic behaviour if money is unforthcoming. This occurs throughout the area but notably related to the drug users and street drinkers. In many cases the street drinkers have housing in other areas of the City and will return to their home address in the evening.

Single occupation of dwellings is very high throughout the patch making up approximately 16.4% of the housing [source?]. These properties are a mixture of private rented low end stock and housing provided by emergency housing providers and live in rehabilitation centres. Crime figures for the area show that residents of these types of housing are over represented in all of the following crime types;

- Violence With Injury 52.7%
- Criminal Damage 38.2%
- Public Order Offences 48.9%
- Violence without injury 42.8%
- Other Theft 42.5%

Although these figures do not show the specific detail, it is common belief amongst officers that in many of these reports drug and/ or alcohol abuse will be a contributing factor.

Crime reports for the area show that there are disproportionate amounts of drug related offences and intelligence shows they are as being frequently targeted by county line drug suppliers who 'cuckoo'

properties where they target (often) vulnerable individuals and take over their property to either deal from that location or to base their dealing operations from there. *Appendix c* shows a snap shot map of one month (24/10/16 – 20/11/2016) how possession offences differ from Stonehouse to other areas in close proximity.

Stonehouse is home to the iconic Union Street which draws people into it for its numerous pubs and clubs as part of the evening and night time economy. Some of these clubs have late night licenses allowing them to serve alcohol until 6 a.m. much of the disruptive, nuisance and public order offences can be linked to them.

## 2.2 Relationship between problem and PSPO

Describe how a PSPO would help address the problem, specifically relating each aspect described in 2.1 to PSPOs as an intervention e.g. how the PSPO would help address a specific aspect of anti-social behaviour identified.

Prohibitions need to enable an area to thrive, despite the complexity of the issues presented by many of those which will be affected by the PSPO, it is imperative that they are given every opportunity to receive the support and guidance they need. Prohibitions need to focus on reducing the disruption caused by the minority, detracting from those who were originally seeking support. They also need to target the disruption caused by anti-social behaviour as part of the evening and night time economy. As such the following conditions discussed with partners from the Stonehouse Working Group forum of which the majority are in support.

- Prevent ingesting, injecting or inhaling of any non-prescribed intoxicant in a public place, excluding any licenced premises or any outdoor space that forms part of the premises.
- Surrendering an open vessel(s) of alcohol in a public place when requested to by an authorised officer
- Approaching members of the public to seek or accept money in any public place, street, highway or passage to include private residences
- Sitting on the ground in a public place, street, highway or passage in a manner which implies that you are inviting people to give you money
- Urinating or defecating in a public place
- Displaying any form of signage associated with begging.
- Nuisance drivers

These prohibitions will also work towards target hardening the area against the impact of county drug line supply. By aiming to reduce what is currently a visible market place the supply will become harder therefore less appealing to drug suppliers.

## 2.3 Other interventions and problem-solving

Describe multi-agency interventions and problem-solving work specific to the area, which has previously been undertaken and / or is on-going, aimed at addressing the problem.

### Stonehouse Working Group Forum

Attended by area Councillors, Plymouth Anti-Social Behaviour team, PATH, Alcohol Licencing, Public Health, BCHA, Shekinah Mission, Plymouth Community Homes, Plymouth Against Retail Crime, Stonehouse Action Group (local residents), OASIS Project and Devon and Cornwall Police. The meeting group was called by the Police and Plymouth ASB Team to look what issues are effecting the area, what the impact of these issues are and look into what actions are proportionate to tackle them.

### Targeting

Utilising the Anti-Social Behaviour 'target' meeting the views of partners are taken into consideration when looking at enforcement options for individuals. Whilst enforcement is one tactic highlighted it should not be seen as the only option for reducing the current issues. Using a multi-agency decision making approach the views of partners are considered this allows for both prevention and enforcement to be used ensuring that

if a person is responding well to support they are not set back due to civil enforcement measures.

The emphasis remains prevention rather than cure, with enforcement being the last resort as opposed to the first.

#### Licencing

Working with licencing officers, the local retailers are being advised on country wide campaigns such as 'Reduce the Strength'. Retailers are now working to reduce the strength of the stronger beers/ciders being sold. This is in support of support services who note that this will not reduce the possibility the clients will consume alcohol however it is less impactful on them and to an extent will still enable the capacity for their engagement.

#### Operation Holiday

Operation Holiday has been developed to reduce the impact that street drinking has in Stonehouse. This operation aims to target core groups responsible for alcohol related anti-social behaviour impacting on the local community and the resulting increased demand on the Police service, by signposting to support services and developing profiles for consideration of ASB proceedings. As a result of the ASB caused by street drinkers Operation holiday was instigated to ensure targeted intervention around the issue

#### Serious organised crime - Operation Cubic

Developed to target organised crime groups who are responsible for 'county line drugs' supply. This operation includes multi-agency approaches where by safeguarding and information sharing methods are utilised to ensure that whilst we tackle offenders, we also offer support to victims and reduce the likelihood of it reoccurring at that property. This problem profile also includes the inherent serious risk of serious violence.

#### Rough Sleepers Strategy

Chaired by PATH, the group looks at future tactical options available to the city when addressing the continual demand presented by issues relating to homelessness. The group brings together many services from across the city and enables multi-agency processes to be considered, addresses behaviour trends and better enables information sharing between partners.

#### Creative Solutions Forum

Addressing the increase of people presenting with highly complex pictures of substance misuse and physical and psychiatric comorbidities. This forum also looks at a more integrated response with issues of self-neglect. Looking at some of the city's most complex individuals this group will develop a multi-agency, multi-disciplinary response in creating bespoke packages with the aim of facilitating better outcomes and combined risk management approach. This is a city wide approach.

#### Sub System Optimisation Group Substance Misuse

Meeting group attended by a variety of services looking into long term collaborative problem solving approaches relating to substance misuse.

### **2.4 Stakeholders' views on problem**

Include any information previously gathered from e.g. local residents, community leaders, business people, school representatives, on the nature and effects of the problem.

*Note – consultation on the application is undertaken by Plymouth City Council via ward councillors and with the relevant Portfolio Holder, after receipt of the application and reported prior to the decision being made.*

**NB: statutory consultation required Consultation commences (5 clear working days) with:-  
Ward Councillors (for proposed area)**

**Police (if didn't submit original evidence/ request)**

**Community (e.g. website, press release, notices in area proposed)**

**Owner/ occupier of land****Local Business**

*"Lane blocked both ends by groups of drinkers making access difficult. The drinkers are abusive to customers which is losing me business."*

**Local Business**

*"The drinkers come into my store and ask for change and tobacco. They also use my entrance as a public toilet!"*

**Local Business**

*"It's putting customers off, I had one incident whereby a woman with 2 small children had to leave because the street drinkers were swearing and being abusive. This is losing me business and I have to spend some of my profits to clean the area outside of my shop because they leave empty cans."*

**Local Business**

*"They walk into my business, talking to my customers which then turns them away. They are swearing and dribbling which is losing me business."*

**Local Business**

*"Begging in front of my business, dribbling on customers. Always seem to be around when the local school finish and there are a lot of children/members of the public around. Loss of earnings due to customers being put off. I had an incident recently whereby a young girl witnessed an assault between the drinkers outside of my premises and was left very distressed."*

**Pharmacies**

*Pharmacies in the area are also an issue with individuals congregating outside awaiting it to open to get medication when families are doing the school run.*

**Plymouth Community Homes**

*Plymouth Community Homes' main issues are around the use of drugs and drug litter, people using the communal blocks to take drugs - they have seen a noticeable change.*

**2.5 Displacement**

Describe how any displacement of people to outside the proposed PSPO area will be policed and measures to minimise this and deal with any associated problems

The implementation of any crime prevention method will likely cause forms of displacement of the offenders. The predication of how this will look is almost impossible to determine as it will depend on the individuals concerned resorting to alternative targets, times, places, offences and whether these targets are familiar to the subject. Ethnographic studies show that whilst some offenders will seek out alternative targets, others will be discouraged by blocked opportunities. Displacement also stems from not tackling the root cause of issues presenting thus deflecting behaviours elsewhere.

The effective use of this PSPO will aim to cause a controlled displacement. The controlled displacement will aim to reduce the large groups by eliminating the relatively centralised meeting point for residents from Devonport, Stonehouse and Plymouth City Centre. By causing this displacement those who attend the area to gain support will not be distracted by the disruptive behaviour of others in the locality and thus will better enable services to tackle the root cause issues and essentially aiming to remove them from the group.

Existing methods of enforcement via either criminal or civil proceedings will then be used to manage those who have been displaced. In addition existing DPPO's shown in *appendix d, e, f, and g* covering surrounding

areas will be used to reduce the impact on the quality of life of local residents, businesses and visitors to the area.

## Part 3 – Evaluation

### 3.1 Previous use

List all previous PSPOs (and any existing by-laws, DPPOs, Gating Orders, dog control orders,) already granted for the same or a similar area with dates and a summary of effectiveness (e.g.: data on crime reduction compared to a period before the PSPO or for the previous year; use of police dispersal powers to disperse people before problems arose). Include any relevant information relating to different areas which have had PSPOs e.g. neighbourhoods which have experienced similar problems. Include reference to relevant completed evaluation forms with dates.

There is an existing DPPO which incorporates Stonehouse and a wider named area which was approved on 9 June 2009 by the Licensing Committee, implemented to control street drinking. The order covers a large area of the city centre including West Hoe, Millbay, The Barbican, Exeter Street area, City Centre, Stonehouse and North Road West. The order came into effect on 1 August 2009. A map detailing the area is available in *appendix d*.

Although used on a regular basis by Policing teams the DPPO does not produce recordable statistics.

### 3.2 Monitoring and evaluation

Describe the process, which will be used to monitor and evaluate the use and effectiveness of the proposed PSPO. E.g.: data on related crime and anti-social behaviour in the area compared to periods prior to the proposed PSPO and for the same period in previous years; how any displacement of people likely to cause problems outside the proposed PSPO will be measured; relevant arrests made for breaches; feedback from officers exercising powers; feedback from the stakeholders.

This will take the form of a dedicated log which will record the following<sup>1</sup>:

- Times and dates when powers were exercised.
- Numbers of persons failing to comply with the PSPO with a breakdown of youth/adult statistics.
- Numbers of persons failing to comply with a request to cease drinking or surrender alcohol
- Locations where powers exercised to help identify hotspots.
- Details of all persons who have been identified as a persistent offender with regards to anti-social behaviour.
- Quotes and significant comments of residents and prominent persons affected by the PSPO itself. This information will be used to quantify effectiveness from a public perception.
- Feedback from other stakeholders to include councillors and patrolling officers and PCSOs.

## Part 4 – Declarations & signatures

<sup>1</sup> *If a person fails to comply with the terms of a PSPO, without reasonable excuse, it is a criminal offence and can be subject to a fixed penalty notice of up to £100, or prosecution in a magistrates court. On summary conviction, an individual would be liable to a fine up to £1,000.*

*It is also an offence to fail to comply with a request to cease drinking or surrender alcohol in a controlled drinking zone punishable on summary conviction by a fine of up to £500. If alcohol is confiscated, it can also be disposed by the person who confiscates it.*

**4.1 Police Officer/Council officer endorsing information provided**

<b>Name:</b>		<b>Rank:</b>	
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**4.2 Local Authority - Certificate of Consultation completed**

Local Authority officer signing Certificate of Consultation on behalf of Plymouth City Council

Name (print): \_\_\_\_\_ Position: \_\_\_\_\_

Signature: \_\_\_\_\_ Date: \_\_\_\_\_

**4.3 Authority to exercise powers**

This section to be signed after decision made

**Authorisation**

In accordance with Anti-Social Behaviour, Crime and Policing Act 2014, I hereby authorise constables in uniform and Police Community Support Officers in uniform to exercise the powers conferred under that section, for the period and area described.

**Publicity details**

Prior to the commencement of the PSPO period, colour laminated posters will be displayed on prominent fixtures around the perimeter of the zone and on arterial routes into the PSPO zone. The posters contain a description of the boundary and also a map highlighting the relevant area. It also summarises the Police powers and the appropriate times and dates. In addition relevant details will be provided to the media.

**Grounds for granting authority**

I have reasonable grounds to believe that the activities carried out or likely to be carried out, in a public space:

- a) have had, or are likely to have, a detrimental effect on the quality of life of those in the locality
- b) is, or is likely to be, persistent or continuing in nature
- c) is, or is likely to be, unreasonable
- d) and justifies the restrictions imposed

This order will assist officers with tackling the troublesome element and reducing the aforementioned reports of anti-social behaviour. The PSPO will allow police to take positive action against the small minority who are intent on causing have had, or are likely to have, a detrimental effect on the quality of life of those in the locality; is, or is likely to be, persistent or continuing in nature and is, or is likely to be, unreasonable. . The proposed zone is bordered by a self- defining boundary and therefore the additional powers provided will have significant impact on those people identified as being anti-social.

This in turn will reassure the community and also encourage them to report incidents of an anti-social nature. Therefore sending a clear message to the perpetrators that their behaviour will not be tolerated. It is apparent that there is a small nucleus of troublesome youths who orchestrate the vast majority of the problems in the area. The additional powers provided by the PSPO legislation will allow officers to take positive action and deal with all reported incidents in a more robust and immediate manner.

PSPO1

I have reviewed the information contained within this application which summarises the police evidence of crime, incidents and anti-social behaviour related to this locality. The anti-social behaviour detailed above is a significant and persistent problem. To reach my decision I have read the contents of part 2 (evidence of problem) and I am in support of this application.

Superintendent giving authority

Name (print): \_\_\_\_\_ Rank: \_\_\_\_\_

Station: \_\_\_\_\_

Signature: \_\_\_\_\_ Time: \_\_\_\_\_ Date: \_\_\_\_\_

