

## Notice of a public meeting of

### Decision Session - Executive Member for Housing and Safer Neighbourhoods

**To:** Councillor Carr

**Date:** Monday, 16 November 2015

**Time:** 11.30 am

**Venue:** The Craven Room - Ground Floor, West Offices (G048)

### AGENDA

#### Notice to Members – Post Decision Calling In:

Members are reminded that, should they wish to call in any item\* on this agenda, notice must be given to Democratic Services by **4:00 pm on Wednesday 18 November 2015**.

\*With the exception of matters that have been the subject of a previous call in, require Full Council approval or are urgent which are not subject to the call-in provisions. Any called in items will be considered by the Corporate and Scrutiny Management Policy and Scrutiny Committee.

Written representations in respect of items on this agenda should be submitted to Democratic Services by at **5.00 pm on Thursday 12 November**.

#### 1. **Declarations of Interest**

At this point in the meeting, the Executive Member is asked to declare:

- any personal interests not included on the Register of Interests
- any prejudicial interests or
- any disclosable pecuniary interests

which they might have in respect of business on this agenda.

- 2. Minutes** (Pages 1 - 4)  
To approve and sign the minutes of the Executive Member for Housing and Safer Neighbourhoods Decision Session held on 12 October 2015.

- 3. Public Participation**  
At this point in the meeting, members of the public who have registered their wish to speak at the meeting can do so. The deadline for registering is at **5.00 pm on Friday 13 November 2015**. Members of the public may register to speak on an item on the agenda or an issue within the Executive Member's remit. To register to speak, please contact the Democracy Officers using the details listed below.

### **Filming, Recording or Webcasting Meetings**

Please note this meeting may be filmed and webcast and that includes any registered public speakers, who have given their permission. This broadcast can be viewed at <http://www.york.gov.uk/webcasts>.

Residents are welcome to photograph, film or record Councillors and Officers at all meetings open to the press and public. This includes the use of social media reporting, i.e. tweeting. Anyone wishing to film, record or take photos at any public meeting should contact the Democracy Officers (whose contact details are at the foot of this agenda) in advance of the meeting.

The Council's protocol on Webcasting, Filming & Recording of Meetings ensures that these practices are carried out in a manner both respectful to the conduct of the meeting and all those present. It can be viewed at:

[https://www.york.gov.uk/downloads/file/6453/protocol\\_for\\_webcasting\\_filming\\_and\\_recording\\_council\\_meetingspdf](https://www.york.gov.uk/downloads/file/6453/protocol_for_webcasting_filming_and_recording_council_meetingspdf)

- 4. Introduction of a Public Space Protection Order (PSPO) within the Groves** (Pages 5 - 28)

The purpose of this report is to determine whether to introduce a Public Space Protection Order (PSPO) within the Groves area, to combat the levels of anti social behaviour that is occurring. A petition was brought to the council from local residents highlighting this issue, and it was previously agreed in April to consult with residents more widely about the possibility of introducing a PSPO.

## 5. Repositioning of Service Provision Peasholme Centre

(Pages 29 - 44)

This report proposes a subtle repositioning of the accommodation services offered at Peasholme Centre as an entry point service which will align it with other CYC hostel provision (young people and statutory temporary accommodation) and is fundamental in providing a responsive service for people who are homeless. Many of these changes have taken place over the last few years but need formal recognition.

## 6. Urgent Business

Any other business which the Executive Member considers urgent under the Local Government Act 1972.

Democracy Officers:

Catherine Clarke and Louise Cook (job share)

Telephone No- 01904 551031

Email- catherine.clarke@york.gov.uk/louise.cook@york.gov.uk

For more information about any of the following please contact the Democratic Services Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports and
- For receiving reports in other formats

Contact details are set out above.

**This information can be provided in your own language.**

我們也用您們的語言提供這個信息 (Cantonese)

এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। (Bengali)

Ta informacja może być dostarczona w twoim własnym języku. (Polish)

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

یہ معلومات آپ کی اپنی زبان (بولی) میں بھی مہیا کی جاسکتی ہیں۔ (Urdu)

 (01904) 551550

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City of York Council

Committee Minutes

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Meeting	Decision Session - Executive Member for Housing and Safer Neighbourhoods
Date	12 October 2015
Present	Councillor Carr
In Attendance	Councillors Gillies and Boyce

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### **11. Declarations of Interest**

At this point in the meeting, the Executive Member was asked to declare any personal, prejudicial or pecuniary interests in the business of the agenda. None were declared.

### **12. Minutes**

Resolved: That the minutes of the Executive Member for Housing and Safer Neighbourhoods Decision Session held on 25 August 2015 be approved and signed by the Executive Member as a correct record.

### **13. Public Participation**

It had been reported that they had been three registrations to speak on item 5 Petition, To remove the bench arms installed on Rougier Street, under the Council's Public Participation Scheme.

Mr Bridge, the petition organiser, spoke in objection to the installation of the bench arms and raised the following issues:

- The lack of engagement on this subject politically and from the Council.
- The lack of response from the Conservative and Labour Groups
- The lack of response from the Director of Communities and Neighbourhoods.
- The lack of understanding raised in the report, as the petition did not comment on the inadequacies of the homeless services in York.

He stated that some people choose to sleep rough and highlighted the impact for those rough sleepers when putting defensive architecture into the city. He asked that the decision be deferred until engagement had taken place with the petition organisers.

Mr Beacon, a local resident, spoke on various housing issues. He felt the benches were a way to hide a growing problem regarding society becoming poorer and not being in a position to afford a house. He felt the Housing Policy was geared to keeping house prices high and that optional homes like caravans or park homes were discouraged by the planning system. He highlighted that housing people for under £20k had been reported as being successful in America but felt that certain levels of government would be more concerned that this option would depress the housing market.

Cllr Warters was in attendance to offer his support on the recommendations in the report. He felt the actions of the Council, installing arms on benches, was to be praised. The arms were a suitable aid for the elderly and a welcomed addition to bus stop furniture to reduce the attractiveness of the benches to the drunks. This problem had to be addressed in Rougier Street and near the station. Officers should be praised for this simple and effective low cost solution.

#### **14. Petition - To remove the bench arms installed on Rougier Street**

It was noted that the decision would be considered in consultation with the Executive Member for Transport and Planning.

The Executive Members considered a report that highlighted a response to the change.org e-petition which asked the Council to remove the bench arms installed on Rougier Street.

Officers gave an update and highlighted the support that the Council offered to individuals who were homeless, threatened with homelessness, rough sleeping or street drinking.

They stated that the installation of the bars was not directed at rough sleepers or anti-homelessness and that the Council made numerous interventions to ensure no one had to sleep rough.

Officers highlighted that the City of York Streetscape Strategy & Guidance, that was adopted in 2014, stated street furniture must comply with British standards and be accessible for all to use, which included the installation of arm rests on benches to assist older people.

Officers confirmed they had received numerous complaints from users feeling vulnerable at the bus shelter in Rougier Street.

The Executive Members agreed the bars were installed as a duty of care to support older people. They noted that some individuals did choose to rough

sleep or street drink and although these were known as a vulnerable group, other groups, such as the elderly, should not feel intimidated or repelled by the substances they find when using the bus shelter. They also felt that the bad condition of the shelter made it an unsuitable place to sleep and agreed that the homeless had other options available to them.

Resolved:

- (i) That the petition and the information set out within the report highlighting the reasons for installation of the bench arms be noted.
- (ii) That option 1, to retain the bench arms, as set out at paragraph 25 of the report, be agreed.

Reason: To ensure that the city continues to take a proactive approach to supporting individuals who are homeless, street drinkers or who find themselves in difficulty whilst at the same time ensuring that the benches are available for use by bus users and where possible be compliant with the guidance adopted by the council in the Streetscape Strategy & Guidance document.

## **15. Update - Homeless Strategy Action Plan 2013-18**

The Executive Member considered a report that set out any significant national and local changes since the publication of the Homelessness Strategy 2013-18 'A City Partnership to prevent homelessness'. It also addressed a number of areas for improvement which were identified during an assessment of the homeless service as part of the national 'Gold Standard' challenge.

Officers gave an update and confirmed it was a legal requirement to have a homeless strategy. The strategy would give a framework for CYC Homeless Services and partner agencies to work together to improve services and tackle homelessness in York until 2018.

Officers confirmed they were committed to retaining a quality statutory homeless service by ensuring there was a range of homeless prevention tools and a range of supported housing to help people who were homeless or at risk of homelessness.

The Executive Member thanked officers and agreed to accept the recommendations listed in the report.

Resolved:

- (i) That the report, which contains national and local changes since the publication of the Homeless Strategy in 2013 and takes account of consultation findings, be agreed and published.
- (ii) That the updated action plan which will run alongside the current Homelessness Strategy 2013-18, 'A City Partnership to prevent homelessness', be adopted and published.
- (iii) That Member commitment to the principle of preventing homelessness, tackling the causes of homelessness and ensuring that City of York provide an appropriate service to meet the statutory requirement under Housing Act 1996 and Homelessness Act 2002 be confirmed.

Reason: The Homelessness Strategy is a legal requirement. The Local Authority has a statutory duty to provide advice, and information services to anyone who is homeless or at risk of homelessness. The local Authority has a duty to provide temporary accommodation to homeless households (criteria apply under Housing Act 1996). A review is necessary to incorporate current trends, legal changes, financial constraints and service requirements.

Cllr Carr, Chair

[The meeting started at 11.30 am and finished at 11.55 am].





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**Decision Session - Executive Member for  
Housing & Safer Neighbourhoods****16 November 2015**

Report of Assistant Director – Housing &amp; Community Safety

**Introduction of a Public Space Protection Order (PSPO) within the  
Groves****Summary**

The purpose of this report is to determine whether to introduce a PSPO within the Groves area, to combat the levels of anti social behaviour that is occurring. A petition was brought to the council from local residents highlighting this issue, and it was previously agreed in April to consult with residents more widely about the possibility of introducing a PSPO.

**Recommendations**

1. The Executive Member is asked to approve:

**Option 1** – The introduction of a PSPO within the Groves, and setting the amount that is charged at £100, which would be reduced to £75 if paid within the first 14 days.

**Reason:** to ensure that the council actively addresses the issue of anti-social behaviour in our communities.

**Background**

2. The Anti-Social Behaviour, Crime and Policing Act 2014 came into force on the 20<sup>th</sup> October 2014 and changed the powers available to local authorities and the police to deal with anti-social behaviour in our communities.
3. The Act introduces a new power, a Public Spaces Protection Order (PSPO), which is granted by the Local Authority, but can be enforced by either the Local Authority or the Police. This replaced

the Designated Public Places Order, which had been in force previously.

4. The PSPO serves to protect a public space from persistent or continuing anti-social activity by individuals or groups that is having a detrimental effect on the quality of life of those in the locality. Such an order lasts for a period of up to 3 years, with provision for extensions for up to 3 years at a time. The process starts by way of consultation, and after this time, a decision is taken by a Local Authority to grant a PSPO. This new power replaces the previous gating orders, designated public place orders (relating to restrictions on alcohol consumption) and dog control orders.
5. If these new powers are not adhered to, then it is open to those with authority to deal to consider whether to prosecute for the breach, or whether to issue a Fixed Penalty Notice (FPN). The Act allows for Local Authorities to set a local level for FPNs to a maximum of £100.
6. Within the Groves area (see appendix1 for area covered) there have historically been sporadic issues with people drinking in the street, which has been linked to anti social behaviour. The Council and North Yorkshire Police (NYP) have worked together to tackle these problems, however the area has remained an issue at times. The numbers of incidents are detailed below

Alcohol Related ASB	2013/4	2014/5
All York	2347	1852
York Alcohol Reduction Zones	1040	1010
Union Terrace DPPO	207	80
The Groves	177	145
All ASB	2013/4	2014/5
All York	9421	9304
York Alcohol Reduction Zones	2289	2586
Union Terrace DPPO	345	225
The Groves	398	388

7. The proposed order would tackle problematic drinking in the area (see appendix 2 for the proposed PSPO), because;

The effect of the Order is to impose the following prohibitions at all times:

In the restricted area, shown edged in blue on the attached map, any person who continues to consume alcohol when asked not to consume alcohol commits an offence.

In the restricted area, shown edged in blue on the attached map, any person who fails to surrender any alcohol in their possession when asked to do so by a constable or an authorised person, commits an offence.

## Options

8. **Option 1** – Authorise the introduction of the PSPO to allow NYP and CYC to allow Officers to require people who are drinking and causing a detrimental effect on the quality of life of those in the locality, or it is likely that these activities will be carried on in the public place and that they will have such an effect.
9. **Option 2** – Refuse the introduction of the PSPO, forcing the council and NYP to continue using the current enforcement powers.

## Analysis

10. Option 1 will improve the range of powers that are available to the council and NYP. DPPO's such as the one in Walmgate, have been successful in reducing levels of ASB within their boundaries previously. One of the measures of success will be reduced numbers of incidents in the Groves area, as reported by the public. Additional Neighbourhood Enforcement Officers have been recruited and they have received training to allow them to enforce PSPO's across the city.
11. The Home Office Guidance makes it clear that evidence is required around alcohol related nuisance or annoyance to the public in the proposed PSPO area. It also makes explicit that evidence should be obtained from Police data and local residents. The figures as shown in Paragraph 5 show that there are problems occurring in the Groves and consultation has been carried with local residents to establish both the scale of the problem, and their support for the introduction of a PSPO.

12. As part of this process there will need to be a charge set in terms of any FPNs issued. The Act suggests a maximum limit of £100 with a provision for a reduction for early repayment; the council will be producing a separate report for the Executive Member which will detail the amounts charged for FPN's and other enforcement charges levied by the Community Safety Hub to ensure that consistent and equitable amounts are charged. To give an example of other authorities in North Yorkshire the level of fine has been set at £100 reduced to £60 in both Hambleton and Richmond Councils.
13. Option 2 will restrict the options available to challenge ASB in this area, and will reduce the levels of additional revenue that can be raised to continue to tackle ASB across the city.

## **Consultation**

14. As part of the process the Council has sought views from local residents to determine whether they support the PSPO. People were asked to complete a short survey which was both placed on the council's website and paper copies were distributed through one of the local shops. A total of 91 responses were received. In relation to the question 'have you seen people drinking in public in the last 12 months in the Groves' 90% said yes, 1% said no and 9% did not answer this question.
15. To the question 'would you support the introduction of a PSPO in the Groves' 85% said yes, 4% said no, 1% had no opinion and 9% did not answer the question. (See appendix 3 for all additional comments provided for this question).
16. North Yorkshire Police and the Office of the Police & Crime Commissioner have been consulted on these proposals. North Yorkshire Police has commented 'due to ongoing issues involving ASB within the Groves and the time and effort that my teams spend within this area I would wholeheartedly support the introduction of the PSPO and believe that this would improve the quality of life of the community.' The Police and Crime Commissioner has further added 'The introduction of the Public Space Protection Order could prove a very positive step forward for local residents, and I support the police and council action. A PSPO will help to combat anti-social behaviour and improve the quality of life for residents and visitors to York'

## Council Plan

17. The introduction of a PSPO in the Groves, strongly supports the priority within the new Draft Council Plan of 'A focus on Frontline Services.' To ensure that residents are protected from harm, with a low risk of crime.
18. Support services are available to those who need them (aim)
19. Residents are protected from harm, with a low risk of crime (aim)

## Implications

20. The implications arising directly from this report are:
21. **Financial** – The sum of £100 is the maximum amount that can be set by way of FPN. Officers may choose to use this enforcement route rather than prosecute for the original offence in the court where a consequence for offenders is a criminal record. There is also a provision, for 2 amounts to be set, a lower amount should the FPN be paid within a specified period of less than 14 days, and the full amount if the FPN is paid within 14 days to the end period given for payment of the FPN. There is a cost in terms of signage, but this can be contained within existing budgets.
22. **Human Resources (HR)** – There are no HR implications.
23. **Equalities** – The decision to enforce the CPN and PSPO powers will be the individual officer's decision and the equalities impact will be considered by these officers on a case by case basis. Setting the limits for the FPN does not have an equalities impact.
24. **Legal** – The Council's Legal Services Department have given advice and training to officers in relation to the Act and in relation to the new PSPO powers, have assisted in the drafting of all of the paperwork required to deal with these powers. Legal Services have advised that firstly as these powers replace other powers used by the Local Authority, that the provisions of the Act should be utilised and secondly that if they are not, this could give rise to challenge from individuals seeking solutions to problems concerning anti-social behaviour.
25. **Crime and Disorder** – The income generated through the use of FPNs could increase resources or be used to prevent or reduce further Crime and Disorder in the City of York.

26. **Information Technology (IT)** – There are no IT implications.

27. **Property** – There are no property implications.

28. **Other** – There are no other implications.

29. **Risk Management**

30. There are potential risks to the local community if this report is not implemented..

**Contact Details**

**Author:**

**Paul Morrison**

Community Safety Manager

01904 555095

**Chief Officer:**

**Steve Waddington**

Assistant Director of Housing & Community

Safety

**Rachel McKevitt**

Senior Solicitor

01904 551043

**Report  
Approved**



**Date** 27 October 2015

**Specialist Implications Officers:**

Financial: Isabel Jones, Accountant, 01904 551799

**Wards Affected:** Guildhall

**For further information please contact the author of the report**

**Background Papers**

Decision Session - Cabinet Member for Communities – 17 March 2015

[Report on Petition – Street Drinking in Lowther Street, Penley Grove Street, Townend Street and surrounding areas.](#)

**Annexes**

Annex 1 Map detailing boundaries of the Proposed PSPO

Annex 2 Proposed PSPO

Annex 3 Comments received from the question “Would you support the introduction of a PSPO?”

Annex 4 Community Impact Assessment (CIA)

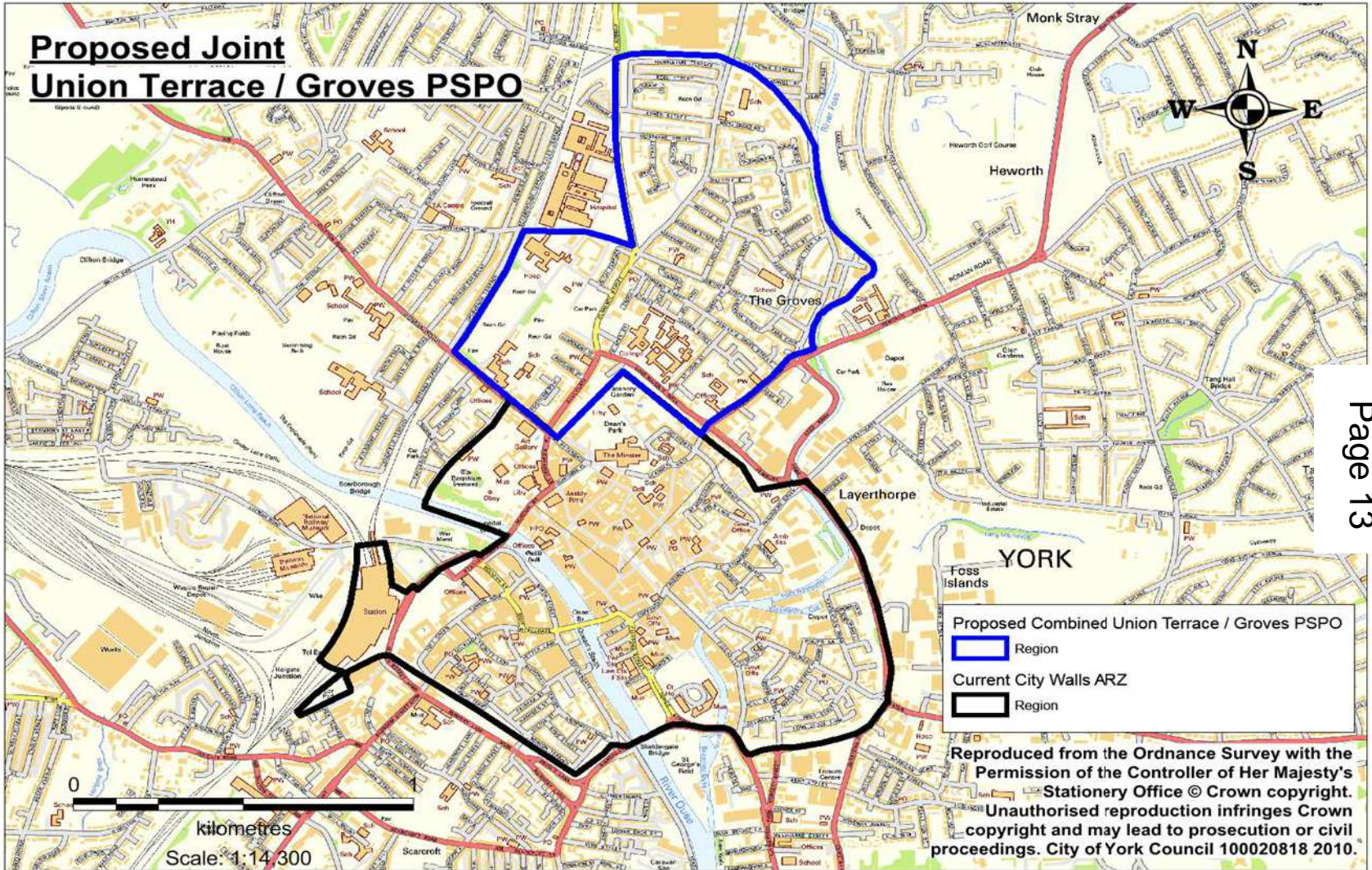
Abbreviations:

ASB	Anti Social Behaviour
DPPO	Designated Public Places Order
FPN	Fixed Penalty Notice
NYP	North Yorkshire Police
PSPO	Public Space Protection Order

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# Proposed Joint Union Terrace / Groves PSPO



**Proposed Combined Union Terrace / Groves PSPO**

- Region
- Current City Walls ARZ
- Region

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### **Additional comments to the question would you support a PSPO in the Groves**

- If introduced, a PSPO would have to be robustly enforced and I would rather those resources went into tackling the root cause of the social problems in the Groves area (poverty, unemployment, disenfranchisement and disengagement with the community) rather than treat the symptoms through unsophisticated draconian measures.
- There has been a historical problem with uncontrolled outdoor drinking in the Groves which has been threatening to residents.
- My observation is that alcohol consumption on the streets of the Groves and associated problems with alcoholics has been on the increase over the last few years. As a result, walking in or through the Groves can now be unpleasant and threatening.
- SAFETY OF ELDERLY, CHILDREN AND DISABLED PEOPLE TO BE CONSIDERED ANTI SOCIAL BEHAVIOUR IS NOT ACCEPTABLE IN ANY PUBLIC SPACE.
- I live on the edge of this area and in a sense this order could increase the incidence of alcohol consumption in my street, but I am broadly in favour of restricting the consumption of alcohol on the basis that it discourages anti social behaviour and rough sleeping
- It would stop the open street drinking and the nuisance associated with it.
- No problems, for me. Bigger problems from York Race goers, but I doubt they will be stopped.
- This would be very welcomed as it clearly needs addressing. I understand we have the Arklight who do contributed to this problem but so do local residences be them temp or permanent. we need to send a clear message saying no. Parents, children and people in general should be able to use faculties in the park without fear of antisocial behaviour.
- Repeat of the points in Q4. In addition, once there is a boundary the supposed problem will shift to the other side of the boundary and the next neighbourhood will start saying there is a problem. If the next neighbourhood is not articulate they will just feel angry. This happened in Leeds, starting at city centre ban, then going out to Little Woodhouse and so on. In York centre there is a huge area covered by alcohol exclusion and is now spreading and will spread further. It does not result in people feeling integrated and part of a community, but excludes and makes it less likely that there will be positive behaviour change about using substances responsibly.

- The behaviour of street drinkers in Clarence Gardens Park is found to be threatening by a lot of people I've spoken to and puts people off visiting the park. PCSOs do their best to stop this but they cannot be present all the time - more cycle patrols?
- I work at York Hospital and often feel very intimidated when walking to and from work by the groups of men and women drinking alcohol on the streets around the Groves
- This is basically the same question as above!
- Street drinking and the rowdy behaviour that frequently accompanies it makes for a very unpleasant atmosphere for everyone else.
- See answer to above. I approve in principle but feel it is within the city councils nature to abuse their powers.
- This would hopefully reduce some of the horrible behaviour I have witness frequently.
- We have had numerous incidences of alcohol abuse in the area including someone trying to urinate up our drive in the middle of the day when I arrived home with my 3 yr old!!
- I collect my child from St Wilfrids every day and there are often people walking past with open cans of alcohol and have had inappropriate comments made to me by someone under the influence
- It will definitely make me feel more safe
- Lived on Brownlow St for 5 years and it is at its worst now.
- We have a lot of families, and the area covers a school & the times and places where people are drinking the streets coincide with school hours. I also know multiple parents who either walk their children through the area (and have to deal with walking past loud drinkers) or drive their children to school to avoid their children having to walk past them.
- it would strengthen the arm of authorities trying to tackle anti social behaviour
- Continuing growing amount of alcoholics in our area intimidating residents
- Community Safety
- Make the place safer
- A PSPO would help a bit if it was properly enforced, but York has a serious problem with alcohol, drug abuse and homelessness. It needs to be faced and discussed it is no good moving drunks and druggies from place to place trying to hide the problem, discussions to find proper solutions are needed

- Makes the place safer
- Get antisocial drunks off our streets
- Would feel safer walking home from work late at night
- I would support anything to reduce drunkenness and the behaviour that goes with it

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## SECTION 1: CIA SUMMARY



## Community Impact Assessment: Summary

**1. Name of service, policy, function or criteria being assessed:**

Officer decision – Authorisation and approval for the exercise of powers

**2. What are the main objectives or aims of the service/policy/function/criteria?**

The purpose of this report is to determine whether to introduce a Public Space Protection Order within the Groves area, to combat the levels of anti social behaviour that is occurring.

**3. Name and Job Title of person completing assessment:**

Paul Morrison Community Safety Manager

**4. Have any impacts been Identified? (Yes/No)**

No

**Community of Identity affected:**

**Summary of impact:**

**5. Date CIA completed: 28/10/15**

**6. Signed off by:**

**7. I am satisfied that this service/policy/function has been successfully impact assessed.**

**Name:**

**Position:**

**Date:**

**8. Decision-making body:**

**Date:**

**Decision Details:**

Send the completed signed off document to [ciasubmission@york.gov.uk](mailto:ciasubmission@york.gov.uk) It will be published on the intranet, as well as on the council website.

Actions arising from the Assessments will be logged on Verto and progress updates will be required

## Community Impact Assessment (CIA)

**Community Impact Assessment Title:**
**Service Delivery Plan 2015-17 - Registration Service**

What evidence is available **to suggest that the proposed service, policy, function or criteria could have a negative (N), positive (P) or no (None) effect** on quality of life outcomes? (Refer to guidance for further details)

Can negative impacts be justified? **For example: improving community cohesion; complying with other legislation or enforcement duties; taking positive action to address imbalances or under-representation; needing to target a particular community or group e.g. older people.** NB. Lack of financial resources alone is NOT justification!

### Community of Identity: Age

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
N/a		N/a	N/a	N/a
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
N/a	N/a	N/a	N/a	N/a

**Community of Identity: Carers of Older or Disabled People**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
N/a		N/a	N/a	N/a
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
None		N/a	N/a	N/a

**Community of Identity: Disability**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
N/a		N/a	N/a	N/a
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
N/a		N/a	N/a	N/a

**Community of Identity: Gender**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
N/a		N/a	N/a	N/a
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
N/a		N/a	N/a	N/a

**Community of Identity: Gender Reassignment**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
N/a		N/a	N/a	N/a
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
N/a		N/a	N/a	N/a

**Community of Identity: Marriage & Civil Partnership**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
N/a		N/a	N/a	N/a
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
N/a	N/a	N/a	N/a	N/a

**Community of Identity: Pregnancy / Maternity**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
N/a		N/a	N/a	N/a
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
N/a		N/a	None	None

**Community of Identity: Race**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Complying with the code – particularly giving ‘advanced notice’ of an intended visit will enable businesses including those owned by ethnic minorities to make preparations including help/assistance with interpretation if necessary.		Participation, influence and voice	P	None
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
Positive impact – more likely to understand legal obligations.	N/a	Comply with code.	Head of Public Protection	Ongoing

**Community of Identity: Religion / Spirituality / Belief**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
N/a		N/a	None	None
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
N/a	N/a		None	None

**Community of Identity: Sexual Orientation**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
N/a		N/a	None	None
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
N/a		N/a	None	None

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**Decision Session – Executive Member for  
Housing & Safer Neighbourhoods****16 November 2015**

Report of the Assistant Director – Housing &amp; Community Safety

**Repositioning of Service Provision Peasholme Centre****Summary**

1. This report proposes a subtle repositioning of the accommodation services offered at Peasholme Centre as an entry point service. Many of these changes have taken place over the last few years but need formal recognition. The changes dovetail with the fundamental review of person focused housing related support services commissioned within the Health & Wellbeing directorate. The commissioning process is scheduled for completion in October 2016
2. CYC supported accommodation housing projects are not part of this commissioning process
3. The subtle repositioning of Peasholme Centre will align it with other CYC hostel provision (young people and statutory temporary accommodation) and is fundamental in providing a responsive service for people who are homeless. It dovetails with the out of hour's service.
4. The provision of supported housing across York is a homeless prevention tool (planned housing) and a solution to homelessness (statutory and non statutory) and ensures that those who are homeless have access to accommodation.

**Recommendations**

5. That the Executive Member for Housing and Safer Neighbourhoods:
  - Agree that Peasholme Centre is repositioned to align with other CYC hostels and provide an entry level service.

Reason – To ensure the council is able to respond effectively to emergency homelessness and continues meet its statutory responsibilities and supports the most vulnerable in society

## **Background**

6. Historically there have been in excess of 30 contracts for supported housing including resettlement, young people, statutory homeless, offenders and mental health provision.
7. In January 2012 the national Supporting People initiative ended, commissioning of external services was transferred to Adult Social Care Commissioning Team and internal contracts transferred to departmental budgets.
8. CYC Housing currently manages three temporary accommodation hostels and 2 resettlement hostels, including Peasholme Centre. The Peasholme Centre is managed in partnership with Peasholme Charity.
9. Hostels are used to accommodate homeless people, providing both emergency and long term supported housing. The City of York Council has a statutory duty to a number of these customers, to provide temporary accommodation and by utilising resettlement hostels the use of B&B is reduced.
10. The City of York Council contract North Yorkshire County Council (NYCC) Emergency Duty Team to provide an out of hours service which utilises all CYC hostels to make out of hours placements.
11. Historically the remit of the Peasholme Centre was to provide entry point accommodation for rough sleepers but over the years it has emerged as a stepping stone service between entry points and shared housing / independent living.
12. In recent years, there has been an internal CYC housing restructure, the opening of Howe Hill for Young People and a gradual redefining of the role of Peasholme Centre, taking more complex customers, and significantly expanding the availability of emergency placements.
13. Salvation Army operates a daily advice drop-in from Peasholme Centre
14. Peasholme Centre is part of the No Second Night Out protocol offering emergency beds to those people who are rough sleeping and is part of the severe weather protocol offering emergency accommodation to rough sleepers during the winter months.

## **Current and Ongoing Targets**

15. The Department for Communities and Local Government (DCLG) and City of York Council targets are currently to:

- Reduce statutory homelessness in the city through prevention measures
- Reduce the use of temporary accommodation through prevention / planned housing measures
- Ensure the use of Bed and Breakfast for families is only for emergencies and then for no longer than 6 weeks and that young people (16 and 17) are not placed in B&B;
- To reduce rough sleepers.

## Consultation

16. Consultation has taken place with current CYC and Peasholme Charity staff regarding this proposal.
17. Staff on the whole have been receptive to the principle of the proposal, although have raised some concerns including regarding the use of the building, any impact on the wider community and neighbours. In addition staff raised the issue about staffing levels (for staff and for customers) if there were more chaotic/ high risk customers who are also vulnerable (but acknowledged that Peasholme Centre were already working with this customer group and had the relevant skills and experience).
18. Discussions have taken place with Adult Social Care (Commissioning) who support this proposal
19. Local councillors and community residents are aware of the proposed changes
20. Other providers are not currently aware of these proposals but will be advised once a decision has been made to inform housing related support (excluded client group) contract

## Options

21. **Option 1.** That the remit of the Peasholme Centre is formally repositioned within York's accommodation services, so that all CYC services (resettlement and temporary accommodation) are accessible at point of need (homelessness). This is vital to fulfil CYC's statutory duties and provision of out of hours accommodation.
22. **Option 2.** To leave the current arrangements in place.

## Analysis

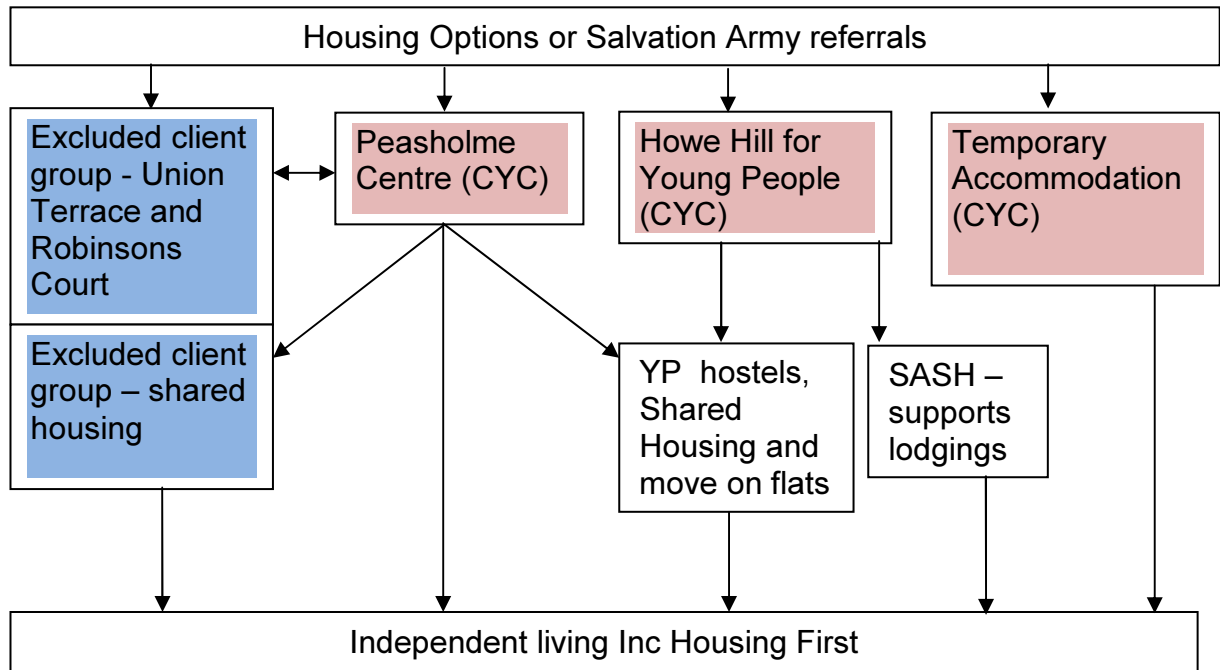
23. The proposal to reposition the Peasholme Centre as an entry point hostel provides consistency as CYC own and manage the temporary accommodation hostel and young peoples resettlement hostel. It also ensures that CYC have access to emergency beds in youth homeless, single homeless and statutory homeless services.
24. There is no need for customers to move into a 'stepping stone' project but are prepared in all emergency hostels for shared or independent accommodation.
25. The intention is that the contract holder of the 'excluded client group' services will offer a seamless service from emergency to shared or independent accommodation
26. That through Single Access Point, No Second Night Out, Housing Options and EDT will have access to a range of accommodation options.
27. That the Salvation Army continue to operate a drop in from Peasholme Centre, providing a safe environment for rough sleepers, which will hopefully encourage them into services.

### Option 1

28. Peasholme Centre will remain a resettlement centre, will be staffed 24 hours per day and continue to offer comprehensive support and education to an individual as part of the process to prepare them for independent living. Age range is 16+
29. That Peasholme Centre is no longer used as a stepping stone service, reducing the need for people to move several times between hostel / supported housing services which can result in upheaval and have a negative impact for customers.
30. Resident profiles will continue to be single homeless, some of whom may have physical ill health, mental illness, offending history and substance misuse.
31. Referral to the project will be via Single Access Point and No Second Night Out (NSNO) emergency bed. This service will not become a direct access (walk off street) service
32. Hostel provision at Union Terrace will remain as is currently, but support people directly into shared / independent accommodation. It will continue to accept referrals from Single Access Point. Age range is primarily 18+

33. Hostel provision at Robinson Court will remain as is currently, but support people directly into shared / independent accommodation. It will continue to accept referrals from Single Access Point Age range is 18+
34. The three hostels, while retaining their own identities, will continue to work alongside each other.
35. The repositioning of Peasholme Centre will enable Adult Social Care to tender a cohesive contract for other resettlement / offended services as part of housing related support contracts ('excluded client group')
36. That the repositioning is a gradual transition alongside the re-commissioning of the Housing Related Support Contract

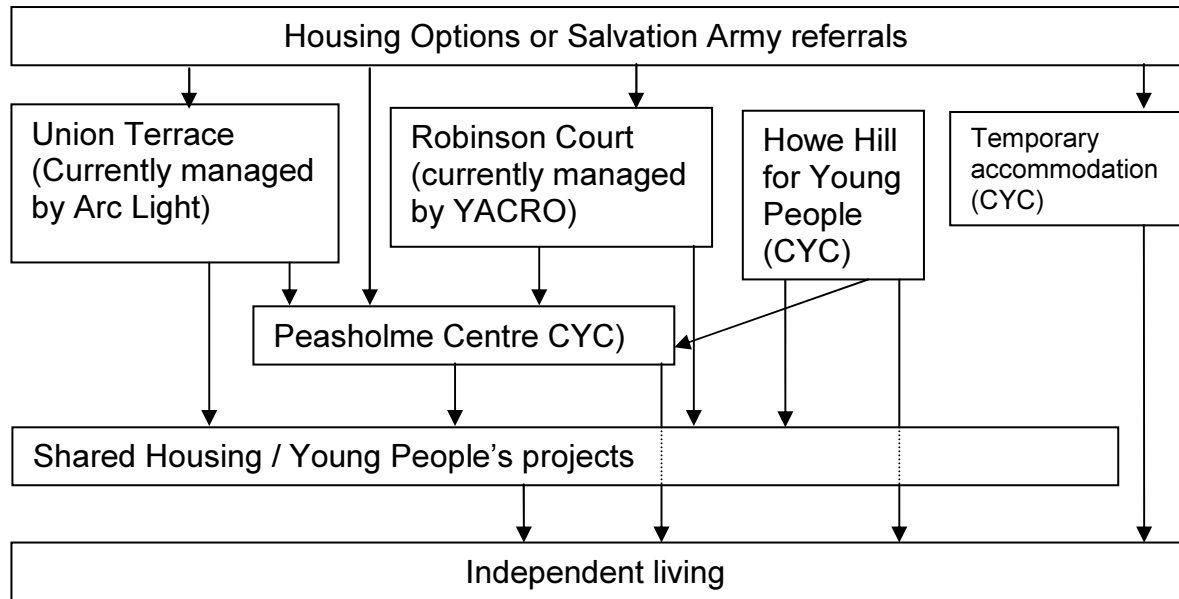
**Proposed system**



Option 2

37. That Peasholme Centre remains a stepping stone between emergency and shared housing, operating as a stand alone project outside the Housing Related Support 'proposed 'excluded client group' contract and customers will move between providers
38. That CYC will not have control over emergency bedspaces which directly impacts on the ability of Housing Options to make emergency placements

## Current system



39. That excluded client group (Robinsons Court) remains 18+
40. That excluded client group (Union Terrance) is predominantly 18+

## Council Objectives

41. The provision of resettlement services is integral to the principal of homeless prevention, the provision of services for rough sleepers though delivery of No Second Night Out, severe weather and the contribution towards providing emergency accommodation to those to whom CYC have a duty to accommodate (statutory duty under Housing Act 1996).
42. The provision of accommodation is therefore closely link to a number of elements of the administrations council plan:

A focus on frontline services

- Support servicers are available to those who need them (aim)
- Residents are encouraged and supported to live healthily (aim)
- Residents are protected from harm, with a low risk of crime (aim)

## Implications

43. The implications arising directly from this report are:
  - **Financial** – There are possible financial risks to this proposal, in that there could be a loss of rental income due to the possible short

length stays in the project and a more transient customer group. To mitigate this staff take a pro-active approach to rent collection, and despite the fact that there have always been a number of customers with complex needs in residence, rental collection remains high.

- **Equalities** – A community impact assessment has been completed
- **Legal** - The provision of a homeless service is a statutory requirement under Housing Act 1996 and Homelessness Act 2002 and while resettlement services are not a direct provider for those who are statutorily homeless the service is part of the pro-active planned housing route in York to provide suitable support and accommodation for single homeless.
- **Planning** - Planning consent (4/6/2007) was given that 'The premises shall be used for a resettlement and training centre for homeless persons; and for no other purpose, including any other purpose in Class C2 in the Schedule of the Town and Country Planning (Use Classes) Order 1987 or in any provision equivalent to that Class in any Statutory Instrument revoking and re-enacting that Order'. C2 are residential institutions - Residential care homes, hospitals, nursing homes, boarding schools, residential colleges and training centres. This has not changed

## **Risk Management**

44. There is a continued risk that due to current economic climate that homelessness and rough sleeping will increase significantly. York has seen an increase in rough sleeping despite the commitment of agencies. It is only through the ongoing concerted effort of staff and the resources channelled into homeless that we are keeping this at bay. The subtle repositioning proposed within this report will play a positive part in helping to ensure we can best meet the needs of those individuals who find themselves homeless.
45. There is always a risk to local community cohesion due to the behaviour of some of the residents of the project; however this has been successfully managed since the project opened in 2009, within only a few incidents / concerns. There are clear lines of communication between local residents, ward councillors and staff should problems arise. There are relevant policies and procedures in place, along with highly experienced staff working a 24/7 shift pattern to deal with any inappropriate behaviour. The proposed repositioning does not change the client group and the proactive management will continue.

46. There is a risk that by removing the stepping stone provision from the system there may be blockages in move on process, however on the flip side, by introducing an additional entry level service then a rapid assessment of housing need can be met and homeless customers can be referred to appropriate housing in a more timely manner.

## Contact Details

### Author:

#### Becky Ward

Service Manager, Housing  
Options and Homelessness  
CAN's

Tel No. 01904 554040

### Chief Officer Responsible for the report:

#### Steve Waddington

Assistant Director - Housing and Community  
Safety

Report  
Approved



Date 29<sup>th</sup> October 2015

### Wards Affected:

- Fishergate
- Guildhall Ward (edge of)

**For further information please contact the author of the report**

### Background Papers:

None

### Annexes

Annex 1 – Community Impact Assessment (CIA)

### Abbreviations:

DCLG      Department for Communities and Local Government  
NSNO      No Second Night Out  
NYCC      North Yorkshire County Council



**SECTION 1: CIA SUMMARY**
**Community Impact Assessment: Summary**
**1. Name of service, policy, function or criteria being assessed:**

Repositioning of Service Provision Peasholme Centre

**2. What are the main objectives or aims of the service/policy/function/criteria?**

This CIA assesses the repositioning of the peasholme centre within the adult resettlement process

**Service overview:**

The peaseholme centre is staffed by the peaseholme charity staff and CYC staff in the evening. Currently the centre is positioned as tier 2 of the resettlement process. The re-commissioning of the Tier 1 of this service means that the service needs to be repositioned to protect the council's statutory duty

**3. Name and Job Title of person completing assessment:**

Becky Ward, Service Manager Housing Options and Homelessness

**4. Have any impacts been identified? (Yes/No)**

Yes

**Community of Identity affected:**

Individuals with various vulnerabilities including mental health, addicts and physical health problems

**Summary of impact:**

Ensure service targeted at relevant groups

**5. Date CIA completed 26/10/2015**
**6. Signed off by:**

**7. I am satisfied that this service/policy/function has been successfully impact assessed.**
**Name: Tom Brittain**
**Position: Head of Housing Services**
**Date: 26/11/2015**
**8. Decision-making body:**
**Date:**
**Decision Details:**

<p><b>Send the completed signed off document to <a href="mailto:ciasubmission@york.gov.uk">ciasubmission@york.gov.uk</a> It will be published on the intranet, as well as on the council website.</b></p> <p><b>Actions arising from the Assessments will be logged on Verto and progress updates will be required</b></p>		

## Community Impact Assessment (CIA)

**Community Impact Assessment Title:**

Repositioning of Service Provision Peasholme Centre.

What evidence is available **to suggest that the proposed service, policy, function or criteria could have a negative (N), positive (P) or no (None) effect** on quality of life outcomes? (Refer to guidance for further details)

Can negative impacts be justified? **For example: improving community cohesion; complying with other legislation or enforcement duties; taking positive action to address imbalances or under-representation; needing to target a particular community or group e.g. older people.** NB. Lack of financial resources alone is NOT justification!

### Community of Identity: Age

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Available to 18+		Standard of living Identity, expression and self respect Health Productive and valued activities	None	None
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

By repositioning the service		To protect the council's position in housing vulnerable people	Improve service / quality of life	Better supported at times of crisis
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### Community of Identity: Carers of Older or Disabled People

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
			<b>N</b>	<b>None</b>
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

### Community of Identity: Disability

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Provision of service to people with mental health problems, learning difficulties, and physical disability	Standard of living Identity, expression and self respect Health Productive and valued activities	<b>N</b>	<b>None</b>

Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
By repositioning the service		To protect the council's position in housing vulnerable people		

**Community of Identity: Gender**

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)	
None		None	None	
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Gender Reassignment**

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)	
None				
Details of Impact	<i>Can negative impacts be</i>	Reason/Action	Lead Officer	Completion

	<i>justified?</i>			<b>Date</b>

<b>Community of Identity: Marriage &amp; Civil Partnership</b>				
<b>Evidence</b>		<b>Quality of Life Indicators</b>	<b>Customer Impact (N/P/None)</b>	<b>Staff Impact (N/P/None)</b>
None			<b>None</b>	<b>None</b>
<b>Details of Impact</b>	<i>Can negative impacts be justified?</i>	<b>Reason/Action</b>	<b>Lead Officer</b>	<b>Completion Date</b>

<b>Community of Identity: Pregnancy / Maternity</b>				
<b>Evidence</b>		<b>Quality of Life Indicators</b>	<b>Customer Impact (N/P/None)</b>	<b>Staff Impact (N/P/None)</b>
None			<b>N</b>	<b>None</b>

Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Race**

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)	
None				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Religion / Spirituality / Belief**

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)	
None		None	None	
Details of Impact	<i>Can negative impacts be</i>	Reason/Action	Lead Officer	Completion Date

	<i>justified?</i>			

<b>Community of Identity: Sexual Orientation</b>				
<b>Evidence</b>		<b>Quality of Life Indicators</b>	<b>Customer Impact (N/P/None)</b>	<b>Staff Impact (N/P/None)</b>
None			<b>None</b>	<b>None</b>
<b>Details of Impact</b>	<i>Can negative impacts be justified?</i>	<b>Reason/Action</b>	<b>Lead Officer</b>	<b>Completion Date</b>