

# PART A - Initial Impact Assessment

**Proposal Name:** City Centre Public Spaces Protection Order

**EIA ID:** 2266

**EIA Author:** Amanda Perrott (HSG)

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**Proposal Outline:**

The Anti Social Behaviour Team is proposing that the Communities, Parks and Leisure Policy committee approve commencement of a consultation process on a draft public spaces protection order. Like all major town and city centres, in Sheffield, there are people who behave in a way that causes harassment, alarm and distress, and which impacts on businesses and members of the public. This anti social and criminal behaviour includes passive and aggressive begging, misuse of alcohol and drugs, drug dealing, shoplifting, public urination and defecation, and using foul/abusive/threatening language and behaviours. These behaviours seen in the city centre are linked to both 'street culture' (defined as people who spend a disproportionate amount on the streets) and the night-time economy. The city centre is identified as a 'key location' by the Safer Sheffield Partnership due to the levels of reported anti social behaviour and crime. Partnership work is taking place to identify those responsible, address support needs, and take enforcement actions where appropriate. Despite this, significant and continuing reports of ASB in the city centre persist, which impacts businesses, residents, visitors and the reputation and perception of Sheffield City Centre. The purpose of a PSPO is to prevent people or groups committing anti-social behaviour in a public space where the behaviour is having, or likely to have; a detrimental effect on the quality of life of those in the locality; be persistent or continuing in nature; and be unreasonable. The order can place restrictions and requirements on people using the area. These restrictions can be 'blanket' (e.g. applying to everyone at all times) or targeted at specific behaviours by particular groups at certain times (for example 'alcohol is not to be drunk in a particular location between specific times'). The proposed restrictions relate to; 1. Street drinking/consumption of alcohol in a public place 2. Begging 3. Loitering 4. Drug use 5. Public urination 6. Defecation Restrictions on behaviours listed above may have an impact on those with protected

characteristics, or those who are vulnerable due to substance misuse/addiction.

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Proposal Type: Non-Budget

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Year Of Proposal: 23/24

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Lead Director for proposal: Lorraine Wood

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Service Area: Neighbourhoods - Communities - Safer Neighbourhood Team - Anti Social Behaviour

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EIA Start Date: 27/07/2023

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Lead Equality Objective: Break the cycle and improve life chances

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Equality Lead Officer: Ed Sexton

## Decision Type

Committees: Policy Committees

- Communities, Parks & Leisure

## Portfolio

Primary Portfolio: Neighbourhoods

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EIA is cross portfolio: No

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EIA is joint with another organisation: **Page 156**

## Overview of Impact

### Overview Summary:

For all behaviours a PSPO would seek to prohibit we have considered how this might affect all groups/interests. Largely there will be a neutral impact. People sharing certain protected characteristics may be expected to benefit particularly from a reduction in ASB. For example, in considering Age, children visiting the city centre; or and young people displaying these behaviours, who then be routed to appropriate support. There is potential for those with disabilities to be impacted by the prohibitions. The enforcement approach to a PSPO would be a graduated approach, focussing on harm reduction, starting with identifying and engaging the right support to address underlying/unmet need to lead to a change in behaviour. Where, for example, mental health issues are present these will be taken into account by officers in any enforcement decision making. It is likely that some people who may be subject to PSPOs would themselves also be vulnerable to other people's ASB, potentially at a more serious level. The assessment therefore of who may or may not come under the scope of a PSPO is not binary.

### Impacted characteristics:

- Poverty & Financial Inclusion
- Age
- Voluntary/Community & Faith Sectors
- Sexual Orientation
- Sex
- Religion/Belief
- Race
- Pregnancy/Maternity
- Partners
- Health
- Gender Reassignment
- Disability
- Cohesion
- Carers
- Armed Forces

### Impacted local area(s):

Central

## Cumulative Impact

Does the proposal have a cumulative impact:

Yes

The decision to approve commencement of a public consultation taken by the Policy Committee. In order to do this, the Committee will consider a recommendation by officers that tackle a problem, the evidence to support that recommendation, restrictions within the draft PSPO are justified and reasonable (link below) around PSPO's which recommends consulting vulnerable impact, e.g people who are homeless  
file:///C:/Users/AP93197/Downloads/ASBStreetHomelessne  
Pre-engagement has already happened with relevant stakeholders Yorkshire Police etc. Pre-engagement work has been carried out as part of an evidence gathering exercise a survey was carried out in the city centre. 100 responses were received detailing their behaviour

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Impact areas:

Geographical Area, Across a Community of Identity/Interest

## Initial Sign-Off

Full impact assessment required:

Yes

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Review Date:

27/01/2024

## PART B - Full Impact Assessment

### Health

Staff Impacted:

No

Customers Impacted:

Yes

**Description of Impact:**

Positive - prohibitions linked to alcohol misuse, drugs, public urination and defecation can mean a PSPO is an important first step to get people to access support to address underlying/unmet need and affect long term behavioural change. Prohibitions on public urination and defecation can help reduce associated public health risks from infectious diseases.

**Name of Lead Health Officer:**

**Comprehensive Assessment Being Completed:**

No

**Public Health Lead signed off health impact(s):**

**Age**

**Staff Impacted:**

No

**Customers Impacted:**

Yes

**Description of Impact:**

Positive - if young people are identified carrying out any prohibited behaviours officers will take appropriate safeguarding action. Those impacted by these behaviours include young people. Recent pre-engagement with young people around their experiences of ASB in the city centre and feelings of safety shows around 60% of young residents reporting feeling unsafe in the city centre. The business surveys completed show anecdotally that families with young children are avoiding the city centre so as to not expose their children to the very visible ASB occurring. The evidence base does not highlight young residents as particular perpetrators of these behaviours, and therefore do not expect a disproportionate impact as they will not be targeted, there is however the risk that young people may be at risk of being drawn/coerced into these behaviours. If young residents are found to be behaving anti socially then the enforcement approach would centre around use of appropriate powers for young people, such as acceptable behaviour contracts, rather than Fixed Penalty Notices.

## Armed Forces

Staff Impacted: No

Customers Impacted: Yes

Description of Impact: There is potential for ex armed forces personnel to be amongst those involved in the street culture (begging, street drinking) A PSPO is an important first step in engaging those into support to address underlying/unmet need.

## Carers

Staff Impacted: No

Customers Impacted: Yes

Description of Impact: Carers may be indirectly impacted if they are caring for people with disabilities who are either perpetrating this ASB or at risk from it.

## Cohesion

Staff Impacted: No

Customers Impacted: Yes

Description of Impact: There is an existing community tension impact assessment in the city centre, a PSPO would help address feelings of safety.

## Disability

Staff Impacted: No

Customers Impacted: Yes

Description of Impact: An action plan to address anti-social behaviour linked

to 'street culture' in the city centre has been developed by officers in the Community Safety Team. This outlines a comprehensive approach encompassing:

- Education. Information provided to businesses and members of the public in the city centre. This includes advice on how to report issues, information on what is being done and initiatives such as Help Us Help and the recently launched Business and Retail Guide.
- Engagement / Support. Cross agency information sharing and support for individuals involved in street culture and causing anti-social behaviour. These are frequently people with multiple complex needs.
- Enforcement. A 'harm reduction enforcement pathway' has been developed, linked to research that enforcement actions are more likely to be effective, and be a catalyst for helping people away from street culture, when they are integrated with targeted support. Officers will take into account disabilities e.g mental health, when making enforcement decisions/taking action. There is a link co-existing severe mental illness and substance abuse - the interventions arising from the PSPO would be linked to harm reduction initially, not just more punitive measures. These individuals are likely to be subject to the prohibitions of the order however the long term aims of the PSPO are to benefit both victims and perpetrators.

## Gender Reassignment

<b>Staff Impacted:</b>	No
<b>Customers Impacted:</b>	No
<b>Description of Impact:</b>	PSPO is not gender specific, it will apply to all, equally

## Partners

<b>Staff Impacted:</b>	Yes
<b>Customers Impacted:</b>	Yes
<b>Description of Impact:</b>	Page 161 Businesses and shops are a central part of city centre life, their views have been sought in pre-engagement

and 97 out of 100 businesses who responded have experienced ASB, for the majority, this is a daily occurrence. Businesses, Sheffield BID would welcome a PSPO and feel the benefit of it. Enforcement of a PSPO is by SYP & SCC, which could lead to demand pressures. An enforcement approach is being developed jointly to address this. There is also the possibility that other services, such as those that support vulnerable people, may see an increase in referrals

## Poverty & Financial Inclusion

**Staff Impacted:** No

**Customers Impacted:** Yes

**Description of Impact:** Not all of those begging are experiencing poverty/homelessness/destitution. Research shows the majority of funds raised through begging are used to sustain a significant substance misuse problem, rather than food and shelter. However some people begging will be experiencing poverty. A PSPO would be an important first step in engaging people with the right support to address why they are begging e.g homelessness. PSPO is designed as a deterrent and there will be a graduated enforcement approach however ultimately, penalty for breach of a PSPO, is a Fixed Penalty Notice of £100 which some people may struggle to pay. Prosecution for not paying a fixed penalty notice can open up other enforcement options, such as a Criminal Behaviour Order on conviction or an injunction, which can impose positive requirements to address underlying issues. As stated the enforcement approach will be harm reduction focussed, graduated and not just punitive.

## Pregnancy / Maternity

**Staff Impacted:** No

**Customers Impacted:** Yes

**Description of Impact:** Positive - if pregnant women are identified for example street drinking or using drugs then a PSPO can be used



to engage the right support for an expectant mother, to address underlying/unmet need to lead to long term behavioural change, bringing positive outcomes (including health outcomes) for the mother and baby

## Race

Staff Impacted: No

Customers Impacted: No

Description of Impact: The PSPO and enforcement of it is around responding to a known problem. The known perpetrators are mainly white british. The PSPO zone includes an area to the rear of the train station known as 'Steel Steps' and emerging intelligence suggests perpetrators may be younger Asian males. Enforcement of a PSPO however would not target any specific group/s, but the behaviour

## Religion / Belief

Staff Impacted: No

Customers Impacted: Yes

Description of Impact: The Sheffield Cathedral is currently a 'hot spot' for ASB, where people are congregating outside drinking/taking drugs and leaving behind drugs paraphernalia. This is impacting people who wish to visit the cathedral to exercise their religious right to visit places of worship.

## Sexual Orientation

Staff Impacted: No

Customers Impacted: No

Description of Impact: PSPO is not gender specific, it will apply to all, equally. Whilst there has been feedback from businesses in the LBGTQ+ quarter, the issues they are experiencing are

## Voluntary / Community & Faith Sectors

<b>Staff Impacted:</b>	Yes
<b>Customers Impacted:</b>	No
<b>Description of Impact:</b>	As religion section above There is potential for a PSPO to result in increased referrals into the VCF sector, who already work to support and reduce begging and street culture.

## Action Plan & Supporting Evidence

<b>Outline of action plan:</b>	PSPO legislation includes the reasonableness test. Mitigations have been identified within the draft PSPO, 'To encourage vulnerable people to access support services to change behaviour and address underlying or unmet need.' A graduated, harm reduction approach is proposed, focusing enforcement initially on behavioural change. This support element would complement the protection and punitive elements in the PSPO.
<b>Action plan evidence:</b>	SYP information Survey of city centre businesses (via BID, The Moor) Officer insight/knowledge
<b>Changes made as a result of action plan:</b>	

## Mitigation

**Significant risk after mitigation measures:** No

**Outline of impact and risks:**

**Review Date**



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