



Equalities Analysis Assessment of the Proposed Lewisham Public Space Protection Order

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Date	23 April 2024	Service	Safer Communities Service

1. The activity or decision that this assessment is being undertaken for.

The Anti-social Behaviour, Crime and Policing Act 2014, introduced several new tools and powers for use by Councils and their partners to address anti-social behaviour (ASB) in their local areas. These tools, which replaced and streamlined several previous measures, were brought in as part of a government commitment to put victims at the centre of approaches to tackling anti-social behaviour, focussing on the impact that this behaviour could have on both communities and individuals, particularly on the most vulnerable.

The Public Space Protection Order (PSPO) is one of the tools in the Act, which Lewisham Council are proposing to introduce. This tool is Council led, and rather than targeting specific individuals or properties, it focusses on the identified problem behaviour within a specific location.

Used proportionately, the proposed PSPO will allow Lewisham to counter unreasonable and persistent behaviour that affects the quality of life of its residents. It will send a clear message that certain behaviours will not be tolerated and help reassure residents, business owners and those that frequent the borough that unreasonable conduct is being addressed. The activities in scope of the proposed PSPO are as follows:

- Alcohol-related anti-social behaviour and disorder.
- Amplified music and speech.
- Anti-social behaviour in public spaces and parks that involves dog/s.
- Consumption of drugs and psychoactive substances.
- Illegal encampments.
- Public urination on land open to the air.

2. How are the following equality strands affected?

We have used the Public Space Protection Order Guidance for Councils*, research and anecdotal information to inform this assessment in terms of impact on the equality strands. Whilst the

implementation of the Order will be continually monitored, six months post enforcement commencement consideration will be given to the feasibility of capturing equality data.

*Local Government Association, February 2018.

When considering the activity in scope for the Public Space Protection Order (PSPO), the following should be held in mind.

Authorised Officers should be satisfied on reasonable grounds that the activity subject to the Order:

- Has a detrimental effect on the quality of life of those in the locality (or it is likely that activities will take place and have such an impact/effect).
- Is (or is likely to be) persistent or continuing in nature.
- Is (or is likely to be) unreasonable.
- Justifies the restrictions being imposed.

However, it is acknowledged by the Local Government Association that ‘anti-social’ is a subjective concept, and similarly determining whether behaviour is detrimental and unreasonable can present some challenges and will require careful consideration.

When assessing what ‘unreasonable’ activity is, we will need to balance the rights of the community to enjoy public spaces without anti-social behaviour, with the civil liberties of individuals and groups who may be affected by any restrictions imposed.

Whilst the use of an effective communication strategy to raise awareness about the PSPO will be imperative and successful communication can assist with informing those within (& who frequent) the Borough about the scope of the Order, it is recognised that some equality strands may be impacted more than others by the imposition of a PSPO.

<input checked="" type="checkbox"/> Age	<input checked="" type="checkbox"/> Ethnicity/Race	<input checked="" type="checkbox"/> Religion or belief	<input checked="" type="checkbox"/> Language spoken	<input type="checkbox"/> Other, please define:
<input checked="" type="checkbox"/> Gender/Sex	<input checked="" type="checkbox"/> Gender identity	<input checked="" type="checkbox"/> Disability	<input type="checkbox"/> Household type	
<input checked="" type="checkbox"/> Income	<input type="checkbox"/> Carer status	<input checked="" type="checkbox"/> Sexual orientation	<input checked="" type="checkbox"/> Socio-Economic	
<input type="checkbox"/> Marriage and Civil Partnership	<input checked="" type="checkbox"/> Pregnancy and Maternity	<input checked="" type="checkbox"/> Refugee/Migrant/Asylum seeker	<input type="checkbox"/> Health & Social Care	
<input checked="" type="checkbox"/> Nationality	<input type="checkbox"/> Employment	<input checked="" type="checkbox"/> Veterans or reservists		

Protected characteristics and other factors	Detail and Impact Positive/Negative/Neutral
Age	<p>Both Negative and Positive</p> <p>Younger people (18+) could be negatively impacted due to a bias in how young people can be perceived, which could result in disproportionate monitoring.</p> <p>Note: Enforcement through the PSPO will not be applicable to those under 18.</p>

	<p>Young children stand to benefit from the Order, as its purpose is to enhance the environments they frequent for play and activities. For instance, younger children might inadvertently encounter hazards like dog faeces or drug paraphernalia while enjoying themselves in the park, as they may not yet grasp the importance of avoiding such substances.</p> <p>Similarly, older adults may benefit from the implementation of a PSPO, especially considering that this demographic often feels disproportionately affected by crime and anti-social behavior due to perceived vulnerability. Moreover, those with poorer eyesight may find the improved environment particularly advantageous, as they may be less likely to detect and avoid hazards like dog faeces or drug paraphernalia.</p> <p>The purpose of the Order is to improve public spaces, not to criminalise behaviours that are otherwise having no significant detrimental impact on others. Authorised Officers will only use enforcement powers where a person is persistently breaching the Order or in cases where the breach is aggravated or associated with other criminal or anti-social behaviour.</p> <p>Whilst we will seek to ensure that members of the public are treated fairly and equally regardless of age; monitoring of enforcement activity will occur. We will ensure that any possible impact is minimised and that the Order is enforced fairly and proportionately.</p> <p>Training will take place for all Officers before any enforcement activity can occur, which will include coverage of the equality strands in this document. We will also develop enforcement guidance, which will ensure that authorised Officers are fully abreast of expectation. The guidance will be publicised to aid transparency.</p>	
Gender/Sex/Identity	<p>Both Negative and Positive.</p> <p>A Safer Streets consultation in Lewisham and subsequent anecdotal evidence notes that women have expressed feelings of vulnerability in some spaces within the borough, specifying both day and night as problematic.</p> <p>Lewisham has the 12th highest rate of serious violence of all London Boroughs (excluding domestic abuse) with 16.3 incidents per 1,000 people between Feb 2023 and Jan 2024, an increase of 14.8% on the preceding 12 months. In line with national trends, women in Lewisham were disproportionately effected by sexual offences, with 80.3% of victims being female (1.5 times the local population). In cases of Personal Robbery offences, 77% of victims were men (1.6 times the local population).</p> <p>It is also perceived that women in particular are impacted by an increased risk in public spaces at night. The intention of these</p>	

	<p>restrictions would be to have a positive impact on the safety of women in particular parts of the borough, especially those that are impacted by the alcohol and drug related anti-social behaviour restrictions.</p> <p>The Order is intended to serve to help engage members of each gender/sex that has alcohol and substance addictions with support services.</p> <p>The majority of people sleeping rough are male and males are also more likely to have an alcohol or substance addiction. The alcohol/intoxicating substances, and street encampment elements could therefore disproportionately affect males. However, the Order may also serve to engage those affected with support services, thus having a positive impact on their health.</p> <p>There is no evidence to suggest that the PSPO will specifically impact on someone's identity. However, whilst we will seek to ensure that members of the public are treated fairly and equally regardless of gender/sex/identity; monitoring of enforcement activity will occur.</p> <p>We will ensure that any possible impact is minimised and that the Order is enforced fairly and proportionately.</p> <p>Training will take place for all Officers before any enforcement activity can occur, which will include coverage of the equality strands in this document. We will also develop enforcement guidance, which will ensure that authorised Officers are fully abreast of expectation. The guidance will be publicised to aid transparency.</p>	
Income & Socio-economic	<p>Potentially Negative</p> <p>The activities restricted in the PSPO are not intended to be dependent on an individual's income, however it must be noted that should someone with a low income breach a restriction in the Order and are unable to pay the penalty, escalation to Court is likely to occur. Whilst the Court provides guidance for those on a low income, the penalties for the PSPO are fixed.</p> <p>While it is not exclusively the case there is evidence that those who engage in activity on the street are more likely to have a low socio-economic status, and those with this status are more likely to have less access to educational, social and health resources and well as privately owned/rented outdoor space.. This restricted access may result in a disproportionate impact those with a lower income.</p> <p>Home Office guidance is clear that a PSPO should not target people that are homeless or sleeping rough. However, we receive significant complaints about this group of people and there may be, despite our explanations/guidance, a feeling that this group should be abiding by restrictions that would not be intended for them.</p> <p>When considering illegal encampments, it is often those with a lower income and socio economic status that illegally encamp. There is</p>	

	<p>research to suggest that those that are impacted, often feel constantly policed and surveilled by multiple mechanisms. It is also noted that when asked to move on, people often return to the area moved on from, thus creating a cycle of enforcement. Whilst managing the anti-social behaviour in the short term is crucial, consideration of the longer term impact should be held in mind, as without a 'conventional' home the long term 'positive' is limited.</p> <p>It is incredibly important for a joined up approach to be used with stakeholders that assess and support those that require accommodation and those that require services to support mental health and/or substance misuse. As is noted below, the Council will take direction from relevant stakeholders from within the voluntary sectors to ensure that this approach is taken and disproportionate impact is mitigated as far as possible.</p> <p>It is noted that not everyone with a low income will be homeless or have drug/alcohol dependency or illegally encamp. However, a penalty could result in debt and subsequently have a negative impact.</p> <p>Whilst we will seek to ensure that members of the public are treated fairly and equally regardless of socio-economic status; monitoring of enforcement activity will occur.</p> <p>We will ensure that any possible impact is minimised and that the Order is enforced fairly and proportionately.</p> <p>Training will take place for all Officers before any enforcement activity can occur, which will include coverage of the equality strands in this document. We will also develop enforcement guidance, which will ensure that authorised Officers are fully abreast of expectation. The guidance will be publicised to aid transparency.</p> <p>Direction from Crisis, Change Grow Live, 999 Club, Public Health and other relevant stakeholders will be a continuous process to ensure that we enforce the PSPO compassionately.</p>
Marriage and Civil Partnership	<p>Neutral</p> <p>We have no evidence to suggest those that are married or in a Civil Partnership will be detrimentally impacted by the PSPO implementation. Despite this we will seek to ensure that members of the public are treated fairly and equally regardless of any perceived difference.</p> <p>Training will take place for all Officers before any enforcement activity can occur, which will include coverage of the equality strands in this document. We will also develop enforcement guidance, which will ensure that authorised Officers are fully abreast of expectation. The guidance will be publicised to aid transparency.</p>
Ethnicity/Race	<p>Potentially Negative</p> <p>Members of the Gypsy/Irish Travelling communities may be</p>

	<p>We will ensure that any possible impact is minimised and that the Order is enforced fairly and proportionately.</p> <p>Training will take place for all Officers before any enforcement activity can occur, which will include coverage of the equality strands in this document. We will also develop enforcement guidance, which will ensure that authorised Officers are fully abreast of expectation. The guidance will be publicised to aid transparency.</p> <p>We will monitor trends and themes and where necessary update guidance and review and facilitate more training to ensure that the PSPO is applied equitably.</p>
Religion or belief	<p>Negative</p> <p>Consideration was given to whether any of the behaviours targeted by the Order could be associated (even in an indirect way) to a person's religious beliefs and it was concluded that none of the behaviours targeted by the Order fell within this category. Whilst it is unlawful to treat a person less favourably because of religion, or belief, or lack of a religion or belief this does occur. This may enhance feelings of distrust from the public of the Officers with delegated powers to enforce the Order.</p> <p>Some religious groups or groups with certain beliefs may deem the use of substances in conflict with their teachings. This may cause those attached to these beliefs/religions who use substances, to use the substance away from the home, thus placing themselves at risk of being seen in public. The PSPO powers would not be used to manage this, the enforcement would only be used if the person, in using these substances committed anti-social behaviour, in line with the test that must be met.</p> <p>Whilst we will seek to ensure that members of the public are treated fairly and equally regardless of religion or belief any negative impact on a specific religious group or any trend that is observed in relation to enforcement affecting people who may have been engaged in a specified behaviour as a result of their religious beliefs will be monitored to ensure no negative impact.</p> <p>Faith hate crimes are reported by the police and can be included in the monitoring programme, although numbers are relatively low (54 reported over the year to March 2024) and will be sensitive to influences beyond our control.</p> <p>Training will take place for all Officers before any enforcement activity can occur, which will include coverage of the equality strands in this document. We will also develop enforcement guidance, which will ensure that authorised Officers are fully abreast of expectation. The guidance will be publicised to aid transparency.</p>
Nationality	Neutral

	<p>We have no evidence to suggest that any specific Nationality will be detrimentally impacted by the PSPO implementation. However, it is recognised that the impacts outlined in the religion and beliefs and ethnicity and race strands could feature.</p> <p>We will seek to ensure that members of the public are treated fairly and equally regardless of any perceived difference and monitoring of enforcement activity will occur to ensure that any possible impact is minimised, and the Order is enforced fairly and proportionately.</p> <p>Training will take place for all Officers before any enforcement activity can occur, which will include coverage of the equality strands in this document. We will also develop enforcement guidance, which will ensure that authorised Officers are fully abreast of expectation. The guidance will be publicised to aid transparency.</p>
Carer status	<p>Neutral</p> <p>We have no evidence to suggest that someone with Carer status will be detrimentally impacted by the PSPO implementation. However, they could be indirectly impacted if caring for those impacted by the PSPO restrictions. It is important that our communication of the Order is not restricted to areas that are related to the restrictions, for example, only drug support services.</p> <p>We will seek to ensure that members of the public are treated fairly and equally regardless of any perceived difference, monitoring of enforcement activity will occur to ensure that any possible impact is minimised and that the Order is enforced fairly and proportionately.</p> <p>Training will take place for all Officers before any enforcement activity can occur, which will include coverage of the equality strands in this document. We will also develop enforcement guidance, which will ensure that authorised Officers are fully abreast of expectation. The guidance will be publicised to aid transparency.</p>
Pregnancy and maternity	<p>Neutral</p> <p>There is no assessed differential impact on those who are pregnant or have recently given birth. However, it is recognised that when pregnant the need to frequently urinate occurs as does having incontinence during and after pregnancy. This could result in the need to relieve oneself in public, which would breach the public urination on land open to the air restriction.</p> <p>Officers will not enforce the PSPO for those that are pregnant or those in maternity. Regardless, continued monitoring of enforcement activity will occur to ensure no negative impact.</p> <p>Training will take place for all Officers before any enforcement activity can occur, which will include coverage of the equality strands in this document. We will also develop enforcement guidance, which will</p>

	<p>ensure that authorised Officers are fully abreast of expectation. The guidance will be publicised to aid transparency.</p>
<p>Employment</p>	<p>Neutral</p> <p>There is no assessed differential impact on those who are employed.</p> <p>Despite this assessment we will seek to ensure that members of the public are treated fairly and equally regardless of any perceived difference and monitoring of enforcement activity will occur to ensure that any possible impact is minimised and that the Order is enforced fairly and proportionately.</p> <p>Training will take place for all Officers before any enforcement activity can occur, which will include coverage of the equality strands in this document. We will also develop enforcement guidance, which will ensure that authorised Officers are fully abreast of expectation. The guidance will be publicised to aid transparency.</p>
<p>Disability – Physical and/or mental impairment which has a longterm adverse effect.</p>	<p>Negative and Positive</p> <p>The PSPO intends to ensure that public spaces are more accessible for all.</p> <p>Research suggests that those with learning and or mental health difficulties are more likely to be disproportionately represented within the criminal justice system and subsequently more likely to be monitored. However, having a learning difficulty and or mental health difficulty does not correlate to the committal of anti-social behaviour, but could result in someone being more vulnerable. There may also be more likelihood of the Order not being understood, which could then result in breach of the restrictions.</p> <p>A disproportionate number of street homeless people suffer from mental ill health and addiction and therefore present a higher risk of breaching the PSPO.</p> <p>It is also recognised that people with mental health or drug and alcohol issues may be negatively impacted by the Order in terms of access to treatment in the event of being asked to leave an area under the Order.</p> <p>To mitigate this, a safeguarding approach with voluntary and specialist services will be taken, to ensure that those who are homeless, or experiencing mental health or substance misuse issues are identified and signposted/referred to specialist services.</p> <p>Positive conditions will be considered for breaches that are escalated to Prosecution, which could include for example <i>engagement with local treatment services</i></p> <p>Officers will be expected to have a clear rationale for any action, which will include safeguarding, support measures and intervention. For those with evidence that they have an appointment at local</p>

	<p>services, enforcement will not be used. Regardless, we will monitor this equality strand to ensure no negative impact.</p> <p>We have an increasing number of residents, businesses and visitors to the borough who have raised issues of feeling unsafe in the restricted areas proposed for managing anti-social behaviour that is underpinned by substance and alcohol misuse – see evidence base used to justify the PSPO. Having clear restrictions prohibiting this behaviour is likely to have a positive impact and is likely to increase feelings of safety.</p> <p>We will ensure that any possible impact identified is minimised and that the Order is enforced fairly and proportionately. Training will take place for all Officers before any enforcement activity can occur, which will include coverage of the equality strands in this document. We will also develop enforcement guidance, which will ensure that authorised Officers are fully abreast of expectation. The guidance will be publicised to aid transparency.</p> <p>Note: The PSPO does not apply to a person who:- (a) is registered as a blind person in a register compiled under section 29 of the National Assistance Act 1948; or (b) has a disability which affects his mobility, manual dexterity, physical co-ordination or ability to lift, carry or otherwise move everyday objects, in respect of a dog trained by a prescribed charity and upon which he relies for assistance.</p>
Sexual Orientation	<p>Neutral</p> <p>It is not anticipated that the PSPO will have any disproportionate impact on this group. However this equality strand will be considered when we undertake a review of equalities if the PSPO is implemented.</p> <p>Despite this we will seek to ensure that members of the public are treated fairly and equally regardless of any perceived difference and monitoring of enforcement activity will occur to ensure that any possible impact is minimised and that the Order is enforced fairly and proportionately.</p> <p>Training will take place for all Officers before any enforcement activity can occur, which will include coverage of the equality strands in this document. We will also develop enforcement guidance, which will ensure that authorised Officers are fully abreast of expectation. The guidance will be publicised to aid transparency.</p>
Refugee/Migrant/Asylum seeker	<p>Negative</p> <p>Whilst it is not intended that the PSPO will have a disproportionate impact on Refugee/Migrant/Asylum seekers. It is known that a number of Refugee/Migrant/Asylum seekers are often impacted by homelessness, which means they could be impacted by the encampment restriction. There is also a risk that the enforcement of such an Order could lead to a perception people are being criminalised for being poor, homeless and or vulnerable.</p>

	<p>Officers will be expected to have a clear rationale for any action, which will include safeguarding, support measures and intervention.</p> <p>Whilst we will seek to ensure that members of the public are treated fairly and equally regardless of status; monitoring of enforcement activity will occur.</p> <p>We will ensure that any possible impact is minimised and that the Order is enforced fairly and proportionately.</p> <p>Training will take place for all Officers before any enforcement activity can occur, which will include coverage of the equality strands in this document. We will also develop enforcement guidance, which will ensure that authorised Officers are fully abreast of expectation. The guidance will be publicised to aid transparency.</p> <p>Direction from Crisis, Change Grow Live, the 999 Club, Public Health and other relevant stakeholders will be a continuous process to ensure that we enforce the PSPO compassionately.</p>	
Veterans/reservists	<p>Negative</p> <p>It is not anticipated that the PSPO will have a disproportionate impact on this group on grounds of their belonging to this group. However, it is known that a number of Veterans are impacted by homelessness, which means they could be impacted by the encampment restriction. There is also a perception that the enforcement of such an Order could criminalise people for being poor, homeless and or vulnerable.</p> <p>Officers will be expected to have a clear rationale for any action, which will include safeguarding, support measures and intervention.</p> <p>Whilst we will seek to ensure that members of the public are treated fairly and equally regardless of status; monitoring of enforcement activity will occur.</p> <p>We will ensure that any possible impact is minimised and that the Order is enforced fairly and proportionately.</p> <p>Training will take place for all Officers before any enforcement activity can occur, which will include coverage of the equality strands in this document. We will also develop enforcement guidance, which will ensure that authorised Officers are fully abreast of expectation. The guidance will be publicised to aid transparency.</p> <p>Direction from Crisis, Change Grow Live, the 999 Club, Public Health and other relevant stakeholders will be a continuous process to ensure that we enforce the PSPO compassionately.</p>	
Language spoken	<p>Negative</p> <p>Those who are not proficient in the English language may not be aware of the restrictions in the proposed PSPO. A robust</p>	

	<p>communication campaign will be undertaken to ensure that all Lewisham residents and those that frequent the borough are aware of the introduction of the PSPO. Signage will be placed in hotspots and entry points into the borough, with language translation available to ensure all restrictions are understood.</p> <p>Whilst we will seek to ensure that members of the public are treated fairly and equally regardless of language spoken, monitoring of enforcement activity will occur to ensure no negative impact.</p> <p>Training will take place for all Officers before any enforcement activity can occur, which will include coverage of the equality strands in this document. We will also develop enforcement guidance, which will ensure that authorised Officers are fully abreast of expectation. The guidance will be publicised to aid transparency.</p>	
Household type	<p>Neutral</p> <p>It is not anticipated that the PSPO will have any disproportionate impact on Household Type. However, this equality strand will be considered when we undertake a review of equalities if the PSPO is implemented.</p> <p>Whilst we will seek to ensure that members of the public are treated fairly and equally regardless of Household Type. Training will take place for all Officers before any enforcement activity can occur, which will include coverage of the equality strands in this document. We will also develop enforcement guidance, which will ensure that authorised Officers are fully abreast of expectation. The guidance will be publicised to aid transparency.</p>	
Health & Social Care	<p>Neutral</p> <p>It is not anticipated that the PSPO will have a disproportionate impact on health and social care, unless related to substance misuse/disability and or mental health which has been covered above. However, this equality strand will be considered when we undertake a review of equalities if the PSPO is implemented.</p> <p>Whilst we will seek to ensure that members of the public are treated fairly and equally regardless of Health & Social Care, monitoring of enforcement activity will occur to ensure no negative impact. Training will take place for all Officers before any enforcement activity can occur, which will include coverage of the equality strands in this document. We will also develop enforcement guidance, which will ensure that authorised Officers are fully abreast of expectation. The guidance will be publicised to aid transparency.</p>	

3. The evidence to support the analysis.

There are several Evidence Packs which should be read in conjunction with this document. These set out in detail the extent of the anti-social behaviours considered by the PSPO, as well as location, persistence and comments from residents. A brief overview is provided here.

The Council undertook a scoping exercise at the end of 2022 which included analysis of ASB across the borough over 2020 and to September 2022. This included discussion with multiple departments, stakeholders and Councillors, and a review of complaints from the public logged by Lewisham Council and data from the Metropolitan Police (MPS) and London Ambulance Service. These led to the identification of the issues discussed in this document.

The public were consulted on the proposed borough-wide Public Space Protection Order (PSPO) measures in May 2023. Subsequent analysis in October 2023 led to the Alcohol and Drug-related measures being restricted to specific wards while other measures remained Borough-wide.

The most recent analysis verified that the identified issues still persist (and in some cases have increased) and/or remain at a high enough level for there to still be concern. In summary:

- **Alcohol:** There were 161 complaints to the Council which explicitly mentioned alcohol in a public place over the last three financial years, with a year-on-year increase observed leading to a 22.9% change from 2021/22 to 2023/24. This trend was also seen in London Ambulance Service data. Metropolitan Police call logs for Rowdy and Inconsiderate Behaviour (used as a proxy) show a decrease in reports from 2021 to 2022 (perhaps linked to post lockdown changes) but an 8.6% increase to 4,211 reports in 2023, a substantial number.
- **Substance Use:** There were 323 complaints to the Council over the last three financial years which explicitly mentioned evidence of drug-use or related disturbance in a public location. There was an 44% increase between 2021/22 and 2022/23 but a marked increase to 2023/24 due to changes in recording methods. Police data on Drug Trafficking also showed year-on-year increases, although Drug Possession offences decreased.
- **Dog attacks/control:** Over the three years 2021-2023, the Council has seen a year-on-year increase in dog attacks and dogs reported to be out of control. There were 47 incidents reported in 2021 and 74 incidents reported in 2023, a 57.4% increase. This trend was reflected in Police data as well.
- **Dog fouling:** The Council receive a substantial number of complaints to do with dog fouling. Over the last three financial years there was a total of 2,839 complaints, doubling from 600 in 2021/22 to 1,263 in 2023/24.
- **Illegal Encampments:** Complaints to the Council of illegal encampments have recently become easier to identify due to the introduction of a new category in the environmental reporting tool, Love Clean Streets. This has led to the increase of reports to 58 in the most recent financial year.
- **Amplified Noise:** The Council recorded a 26% increase in complaints relating to noise in a public place between 2020 and 2021. The number of complaints has since decreased, which may be a sign of behavioral changes post-lockdown and/or the influence of factors such as weather (known to correlate with complaints). This decrease is also observed in MPS Noise related ASB calls, although it is noteworthy that overall numbers remain high with 962 cases recorded in 2023.

Ward designation for drug- and alcohol-related measures

The table below shows the rank by ward of alcohol and drug related ASB, over the 12 months to September 2023, for Rowdy and Inconsiderate Behaviour reported to the Police, Drug-related offences, Council recorded alcohol concerns and Council recorded substance misuse concerns (1 is the highest rate, 19 is the lowest rate). A review of this led to the ward designation for these measures (as delineated by the grey line and shown in the subsequent map).

Ward	Police ASB – Rowdy & Inconsiderate	Police Offences – Drug Related	Council: Alcohol	Council: Drug	Total
Rushey Green	1	1	2	1	5
Deptford	2	2	4	1	9
Lewisham Central	3	3	1	13	20
Bellingham	6	10	13	1	30
Brockley	4	5	14	7	30
Evelyn	7	11	10	5	33
Hither Green	13	6	9	7	35
Sydenham	5	12	12	9	38
Downham	10	8	8	13	39
Catford South	8	9	5	18	40
Ladywell	17	7	11	5	40
Blackheath	9	4	18	13	44
Crofton Park	14	19	3	11	47
Forest Hill	12	18	6	11	47
Grove Park	18	17	15	4	54
Perry Vale	11	16	17	10	54
New Cross Gate	19	14	7	18	58
Lee Green	16	15	16	13	60
Telegraph Hill	15	13	19	13	60

The map below is the proposed area for the PSPO restrictions related to alcohol and substance misuse.

Revised Proposition



4. The analysis

When considering the impact of the proposed ward-based restrictions. The Council has examined a range of sources of information, including general population statistics and anti-social behaviour data, gathered to provide an evidence base for its implementation.

According to the 2021 Census, 300,600 people live in Lewisham, 52.5% of whom are female and 47.5% male. Lewisham has a relatively young population, with approximately 18% under 15 years old, 72% aged 15-74, and 10% aged 74+.

36% of the population was born outside the UK, and 16% do not speak English as their main language. The most common religions identified within Lewisham were Christian (44%), no religion (37%), and Muslim (7%).

51.5% of the population were White, 27% were Black, Black British, Black Welsh, Caribbean or African, 9% were Asian, Asian British or Asian Welsh, 8% were Mixed or defined as Multiple ethnic groups with 5% from other ethnic groups.

It is intended that the implementation of the PSPO will ensure that there would be a balance between proportionate enforcement and acceptable behaviour, with the provision that potentially vulnerable individuals would be referred or signposted for appropriate support. We would work closely with colleagues from the voluntary sector to safeguard those who are vulnerable. Consultation with stakeholders revealed that the PSPO could possibly help support the more vulnerable Lewisham residents. Below is a comment from the CEO of the 999 Club, a charity providing advocacy, advice and shelter for homeless people in Lewisham:

'Enforcement can, if used correctly, encourage people to engage with support which they might not otherwise do so. Officers should have the ability to present options to people, i.e. "if you engage with support, there will be no enforcement".'

There is a concern that restrictions against illegal encampments will disproportionately affect people who are from the Gypsy/Irish Traveller community. The number of illegal encampments in Lewisham is low, with approximately 30 reported cases between January 2020 and September 2022. However, they have a severe impact on other people's enjoyment of the space they use. The environment can become hazardous due to lack of sanitary facilities for human waste, illegal disposal of rubbish, and/or open fires.

The PSPO will allow both the Police and Council to manage small encampments, it is not designed to deal with large encampments where the Police are able to use powers given to them under the Criminal Justice and Public Order Act 1994 (CJPOA) and new powers introduced by the Police, Crime, Sentencing and Courts Act 2022 ("the 2022 Act") or any other powers they felt were appropriate to use to address the issues that they were presented with. When an unauthorised encampment is identified, we will visit the site with partner agencies and carry out an assessment that takes into account the local environment, the welfare requirements of the travellers, and the impact the encampment is having on the community around the encampment before any enforcement takes place.

There is also significant concern that those within the black community will be disproportionately impacted by the additional powers the PSPO will give, this thought is predicated on several research papers/reports that evidence that this group is disproportionately policed. There is evidence of significantly lower levels of trust and confidence amongst some black people in relation to policing and despite a number of recommendations to manage this, these feelings remain. When the act of

enforcement is undertaken, Council Officers may be perceived negatively and an association with the impact of general police conduct may be linked. The monitoring and publication of how enforcement is applied and the test of proportionality is imperative to ensure transparency and the building of trust.

The introduction of the PSPO is necessary to reduce unlawful activity and to ensure the safety of all residents in the restricted wards. We will review this equality analysis assessment regularly and on a case-by-case basis when any negative impact on a particular protected characteristics is identified. We will also ensure that six months post the PSPO implementation we consider a formal review of the equality analysis assessment.

In addition, we have considered the impact on the Council's equality objectives, which are set out in the Single Equality Framework, as follows:

- **To ensure equal opportunities for marginalised and seldom-heard communities.** We will implement all the recommendations and learnings resulting from this Equalities Analysis Assessment. Our aim is to safeguard those who have additional and complex needs.
- **To reduce the number of vulnerable people in the borough by tackling socio-economic inequality.** The PSPO may help to identify vulnerable groups who require support. With consent, information will be shared with support services. Enforcement may encourage those not always in receipt of services and support to access said services to help those groups in a way we have not been able to thus far.
- **To improve the quality of life of residents by tackling preventable illnesses and diseases.** The PSPO will help with the reduction of the consumption of alcohol and drugs in the restricted wards. We predict this will improve the quality of life of residents by reducing the level of rubbish and drug paraphernalia in the locality, and support vulnerable residents to engage with support services.
- **To ensure that services are designed and delivered to meet the needs of Lewisham's diverse population.** We will take a safeguarding approach to enforcement of the PSPO, as we are aware of the considerations and vulnerabilities faced by the Lewisham population. Enforcement would only happen where it was seen to be applicable and necessary.
- **To increase the number of people we support to become active citizens.** The PSPO may enhance our response to those with additional and complex needs by signposting them to various support services, which may assist to disrupt a negative cycle and subsequently support those that require help, to become active citizens.

As referred to in section 5 below, the actual impact on service users will be reviewed on an ongoing basis. There are eight service user groups with protected characteristics that have been identified as having the potential to be impacted by the Corporate Enforcement and Prosecution Policy. These groups are:

- All ages above 18 years old
- People whose first language is not English.
- People who do not speak English as a first language (or at all)
- People with mental health issues.
- Unemployed people.
- Young people not in employment/education or training
- People who are rough sleeping.
- People who are alcohol dependent.
- The Gypsy/Irish Traveller community.

These groups have been noted because they are potentially affected by the imposition of a PSPO. However, it is not yet known if these groups will be affected and, if so, to what extent.

Local stakeholders working with Lewisham residents felt that the PSPO would be 'very effective if enforced appropriately' and the restricted wards would 'benefit' from the PSPO as they were significantly impacted by anti-social behaviour, drug-related offences, and street drinking. It must be noted that the PSPO will allow the Police to tackle anti-social behaviour within the scope of the PSPO in a manner that is less criminalising than if they were to use their current powers.

5. Impact summary and mitigation

Section 2 of this assessment details by equality strand the possible impacts of the PSPO restrictions. It is acknowledged that 'anti-social' is a subjective concept, and similarly determining whether behaviour is detrimental and unreasonable can present some challenges and will require careful management.

When assessing what is 'unreasonable' activity, balancing the rights of a community to enjoy public spaces without anti-social behaviour, with the civil liberties of individuals and groups who may be affected by any restrictions imposed will be a priority.

An effective communication strategy to raise awareness about the PSPO will be imperative and successful communication will assist with informing those within (& who frequent) the Borough the scope of the Order. We propose to have a three month soft launch, to ensure the initial approach is one of education and awareness.

Relevant reports and related documents will be accessible to all residents/those frequenting the borough/businesses via the council website and through its media platforms, as well as through relevant stakeholders to promote information related to the implementation of the Public Space Protection Order.

Training and guidance will be facilitated for all authorised officers before they carry out any enforcement activity. The training will be carried out by Officers that specialise in anti-social behaviour and will be enhanced by Officers that specialise in working with those impacted by drug use and substance alcohol to ensure we practice proportionately and compassionately.

The Council and Police will provide clear guidance on operational methods, including our joint approach to education, support, and enforcement, which will be published. This will be regularly reviewed to ensure it addresses any concerns identified through the six-weekly meeting. Relevant stakeholders will be invited to the operational meeting to inform Service delivery and to provide intelligence, feedback, and guidance to ensure that those who are vulnerable are receiving appropriate/effective support referral pathways.

The named officer for monitoring this EAA will be Jannet Hall, Head of Safer Communities.

As a new policy it is essential that the PSPO is subject to regular and robust monitoring and evaluation. This evaluation will focus on three specific areas which will then be considered together to ensure a rounded and balanced assessment of the PSPO.

The areas that will be assessed are:

- Impact of the PSPO on the different types of ASB covered by the order
- The demographic make up of those individuals/groups engaged through the PSPO
- Quantitative feedback

Impact of the PSPO on the different types of ASB covered by the order. This element of the evaluation will seek to address the direct impact of the PSPO on the ASB which it is designed to reduce. As such the evaluation will focus on comparing current activity with the data that has been used to justify the PSPO as set out in appendices 2 ,6 and 7 of the main PSPO report to Mayor and Cabinet (8th May 2024).

For ease of reference the data sources used/to be used are:

- Cleaner Lewisham, a Lewisham Council website where residents can log environmental issues
- Lewisham Council Complaints Team
- Lewisham Council Enforcement Team
- Lewisham Council Dog Unit
- London Ambulance Service (LAS)
- Metropolitan Police Service (MPS) offences
- MPS Anti-Social Behaviour data

These data sources will be used to establish a baseline for each type of ASB. Comparisons against this baseline will have to consider:

- Natural variation in the number of complaints. Complaints may vary due to the influence of external factors such as weather (for example, more complaints are expected around warm, sunny weather than in cold wet weather). To overcome this, the baseline should be calculated from more than one year and contain where possible a 'normal range' (average and confidence intervals).
- Comparisons should also be made with overall trends of ASB in neighbouring boroughs and/or London, where possible. There may be cases where large increases are observed in all areas, but the PSPO helps limit this increase locally.
- It may be beneficial to compare areas which are subject to the PSPO with those that are not, such as the case for the alcohol related ASB for example. This will help check for displaced activity. This also needs to consider PSPOs active in other neighbouring boroughs.

The demographic make-up of those individuals/groups engaged through the PSPO will be collated and reviewed to assess whether any particular groups are being disproportionality impacted by the implementation of the PSPO and the reasons for this.

This data will be collected on all individuals or groups engaged with as part of the implementation of the PSPO and not just those issued with fines. This reflects the fact that fines will be issued as a last resort and the vast majority of those that officers engage with will simply be in receipt of advice and education.

It is acknowledged that not all those who are engaged through the implementation of the PSPO will readily share their personal demographic data. In these circumstances Officers will record a subjective assessment of those spoken to in order to give a proxy record of engagement. The Council is aware that this approach is highly problematic, and a clear record will be kept of which elements of the data are based on these assessments. However, it is considered that the likely alternative i.e., very limited demographic nature of any kind on which to assess the equalities impact of the PSPO is so unacceptable as to justify this approach. The impact of this approach will remain under review.

The actual PSPO enforcement will be recorded on an approved IT system, which will record and manage all Fixed Penalty Notices which are issued, this will include, case management, and the recovery of fines. When a FPN is issued this information will be recorded on the approved IT system and reports will be generated to share with the Council and Police, which will provide the data for who the FPN has been issue to, where this happened, what time and for what offence. The

details of advice and warnings given will be recorded locally and compiled and mapped on Council systems.

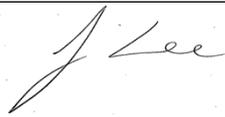
Quantitative feedback. A third important part of the data collection will relate to complaints or other qualitative feedback on the implementation of the PSPO. It is clear that the policy cannot be considered a success if it generates significant levels of community dissatisfaction, particularly from marginalised and seldom heard groups and it is vital that the assessment of community impact is a full part of the analysis of the success, or otherwise, of the PSPO.

Taken together the review of incidents, and the counterfactual, the review of the direct implementation data and qualitative feedback will be taken together to make an objective assessment of the success of the PSPO. The implementation will be subject to a full review after the first 6 months, then 12 months and, subsequently annually assuming that it is retained.

The review will be undertaken by the Safer Communities Service but quality assured by the Council's Data and Insight Team and reviewed by the Corporate Policy Team.

The reviews will be presented to the Council's Executive Manager Team, the Mayor and Cabinet, the Safer Lewisham Partnership, Safer Stronger Communities Select Committee and the Lewisham Safer Neighbourhood Board.

**Signature of
Director**

A handwritten signature in black ink, appearing to read 'J. Lee', is written over a light grey grid background.