

Item No. 7.	Classification: Open	Date: 14 December 2010	Meeting Name: Cabinet
Report title:		Southwark Violent Crime Strategy	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor John Friary, Community Safety	

FOREWORD - COUNCILLOR JOHN FRIARY, CABINET MEMBER FOR COMMUNITY SAFETY

1. Publishing a Violent Crime Strategy is an administration priority, not just because of our on going commitment to tackle the violence that so affects our communities, but because we need to make a shared commitment with our partners to make sure that in these times of reduced government funding that we make a long term commitment to deliver the change in the areas and with the communities that are most impacted by violent behaviour.
2. Violent Crime in Southwark is estimated to cost public sector services £59m. The impact on individuals, families and communities is immeasurable and as this strategy highlights, can have an impact across generations. Timely, partnership interventions are at the core of the recommendations of this strategy but we also recognise the enforcement and our criminal justice processes play a significant role in our communities' attitudes to how we address violent behaviour.
3. The budget pressures that face services over the next few years will have an impact on how we deliver interventions. This strategy has taken this into careful consideration, looking at how we use our limited key services wisely, efficiently and with the maximum impact.
4. This strategy paints a very real picture of the challenges we face, across all of our public, voluntary services and as a society as gives us a framework for making a real difference for everyone who lives works and travels through our borough. An annual report on the progress of the strategy will be presented to the Cabinet.

RECOMMENDATIONS

5. That the Cabinet adopts the 2010-15 Safer Southwark Partnership (SSP) Violent Crime Strategy.
6. That the Cabinet adopts the five priorities and key recommendations of the Violent Crime Strategy as set out below:
 - **Low level violence: Key recommendation**
 - Establish a multi agency programme, including increasing the visible uniformed presence, focused over the summer period, in the north of the borough on Fridays and Saturdays and involving communities and businesses.
 - **Robbery: Key recommendations**
 - Realign partnership resources to concentrate on after school hours and late evenings, the two peak periods for personal robbery.
 - Create "safe routes" for pupils between schools and the Elephant and Castle/neighbouring estates, involving local services and residents.

- **Serious violence - including group and weapon violence: Key recommendations**
 - Develop multi agency approach on a clearly defined area focusing on the estates and connected illegal economy.
 - Ensure early intervention is targeted at those most at risk of committing serious violent crime and that exit programmes enable people to make decisions to move away from serious violence lifestyles.
 - A single multi agency scaled approach to enforcement and support that utilises the range of resources within the borough.
 - Base the scaled approach model on a shared agreement around risk, intervention and intelligence, sharing and targeted at those individuals who are agreed as posing a significant risk.
- **Violence against women and girls - including relationship violence: Key recommendations**
 - Provision for domestic violence and sexual offences is reconfigured in line with recommendations of the SSP and Children's and Families Trust review of domestic abuse services, due to conclude in December 2010.
- **Addressing violent offenders: Key recommendations**
 - To review and improve current arrangements for identifying and supporting young people and adults (Risk Management Panel, Multi Agency Public Protection Arrangements and Priority and Prolific Offenders) to ensure offenders are managed by the most appropriate scheme locally. To include transitional arrangements for those moving from young person to adult services.
 - To agree a shared risk assessment framework to ensure we target our partnership resources at key individuals effectively and to maximise the resources at our disposal.

BACKGROUND INFORMATION

7. Tackling violent crime has been a priority of the Safer Southwark Partnership for the past decade. Whilst perceptions of safety amongst our residents have improved, as indicated in our residents survey 2008, muggings, knife crime and gangs were highlighted as the issues that concerned them the most.
8. The new administration made a manifesto commitment to establish a Violent Crime Strategy for Southwark, in order to focus reducing resources where they will have the most impact.
9. There is specific statutory legislation which relates to tackling violent crime. This includes:
 - The Crime and Disorder Act 1998, sets out the statutory requirements of the local authority to establish a Youth Offending Service and a range of requirements in relation to managing youth offenders. This legislation was amended under the Police and Justice Act and the introduction of Youth Rehabilitation Orders.
 - The Policing and Crime Act 2009 introduced a number of key changes for Community Safety partnerships, most notably:
 - Partnerships will have a statutory duty to reduce re-offending. For Southwark 21% of offenders are convicted on a violent offence.
 - Responsible authorities will each be required to routinely reduce re-offending through an extension of their Section 17 duties.
 - Specific legislation was introduced in relation to gang injunctions which will come into force in late 2010 and in the spring of 2011.

10. Under the Police and Justice Act 2006, CDRPs are required to produce a strategic assessment and three year rolling action plan setting out the partnership priorities and actions to deliver through priorities, as well as a separate alcohol strategy.
11. There is a variety of further legislation which has been introduced over the past decade relating to alcohol, licensed premises and measures to control areas which are affected by alcohol related disorder. A review of the legislation is currently being undertaken by the Home Office.

Governance

12. The delivery of the recommendations contained in the Violent Crime Strategy will be overseen by the Safer Southwark Partnership Board.
13. The current SSP Violent Crime Strategic Group will take responsibility for the management of the delivery and performance of the strategy and will report to the board on a quarterly basis.
14. The Membership of the SSP violent crime strategic group will be reviewed following the adoption of the strategy.
15. Quarterly performance management reports will be presented to the SSP Board and the Cabinet Member for Community Safety will receive an in depth briefing every six months on the progress of the recommendations.

KEY ISSUES FOR CONSIDERATION

16. Violent crime covers a wide range of offences from verbal harassment to murder. As such the strategy reflects the categories of violence that most impact on the community within Southwark.
17. Violent crime makes up over a quarter of all recorded crime within the borough. This has been consistent over the last two years.
18. Southwark has seen a 9% reduction in recorded incidents of violence against the person over the last 5 years. This amounts to over 1,100 fewer incidents.
19. Southwark has also seen significant reductions in robbery (33%), wounding/assault with injury (14%) and domestic abuse (11%) over the last five years.
20. Despite these achievements Southwark still records high levels of violent crime with particular challenges in domestic violence, robbery, serious youth violence and knife crime.
21. The Safer Southwark Partnership has carried out an extensive analytical review of violent crime and consultation with stakeholders and the community. As a result the SSP Violent Crime Strategy has identified the following priorities:
 - **Low level violence**- accounts for 80% of all recorded violent crime and peaks over the summer period and weekends.
 - **Robbery** - has a particular impact for young people as victims and offenders, with routes between schools and transport hubs a key feature.
 - **Serious group and weapon violence** - although serious violence accounts for less than 2% of all crime in Southwark, gang and weapon crime remain concerns for our

- residents and impacts significantly on the fear of crime.
- **Violence against women and girls including relationship violence** - Southwark records high levels of domestic violence. This along with sexual abuse and relationship violence has a significant impact upon children and families.
 - **Addressing violent offenders** - Southwark records a high number of both adult and young offenders, with violent crime being the highest category of offence type.
22. The violent crime strategy has a chapter for each of the above priorities. Each chapter looks at the victims, offenders, key locations, the impact on the community and current interventions. There are specific recommendations, based on what will achieve the maximum impact with the limited resources available to the Safer Southwark Partnership over the next five years.
23. The Safer Southwark Partnership has carried out extensive consultation on the priorities. This included:
- Web based survey - an online survey where residents can indicate how violent crime is affecting them and the priorities to address violent crime.
 - Questionnaires - made available through the eight community Councils for local people to express their views.
 - Focus groups - we have run a wide range of focus groups on specific priority themes and specifically with those who have been affected by violence, including young people.
 - Meetings with key services, voluntary and community representatives who have been actively involved in delivering programmes to address violent behaviour.
24. The feedback from the consultation has been incorporated into the strategy and will help shape the programmes developed.
25. The strategy will be reviewed annually in line with existing SSP performance management processes. Consultation will remain a regular feature of the strategy.

Risks to delivery

26. The following table sets out the key risks to delivering the SSP Violent Crime Strategy.

Risk	Issue	Action
Financial and physical resources	A number of the existing violent crime programmes are grant funded and are due to end in March 2011. In addition key partnership agencies both in the public and voluntary sector are subject to financial reductions which will result in loss of staffing.	The recommendations of the strategy are made with a view to reductions in resourcing. The recommendations highlight actions which will focus reduced resources on interventions, in locations and with the cohort of individuals or families which will have maximum impact. The recommendations also aim to be preventative, which will result in savings.
Changing crime patterns	Violent crime patterns could change over the period of the strategy and place increased demands on resources for a wider range of people or locations.	The SSP will continue to monitor crime patterns through the tactical tasking and co-ordination group and the violent crime strategic group. Keeping pace with emerging issues is a focus of the violent crime strategic group who will plan partnership responses.
Economic downturn	A further recession which impacts on our most deprived neighbourhoods may result in a rise in violent crime in the home and on the streets, as well as an increase in the illegal economy.	The regular operational meetings and review of trends through the violent crime strategic group will enable us to assess these changing patterns should they emerge.

Performance framework

27. Update:- There is a range of existing local authority area performance measures which relate to violent crime. The key performance measure is national indicator N15 "to reduce serious violence". This is one of our LAA indicators and the Safer Southwark Partnership is committed to reducing serious violence by 8% by March 2011 compared to 2008/9. In addition to our other LAA indicators that include measuring offenders under probation supervision.
28. Our approach is to move towards outcome based performance measures including the use of perception indicators relating to violent crime.
29. It is our intention to use the MPS public attitude survey to measure the perception of violent crime across our communities as well as local surveys where we are undertaking specific partnership interventions. The police public attitude survey measures a number of satisfaction indicators that are relevant to the violent crime strategy. Examples include:
- The police & local authority seek peoples views about anti social behaviour and crime issues that matter the most in their area
 - Tackling gun crime and levels of concern about carrying guns and knives

- Tackling drug dealing and drug use
 - To what extent gangs are a problem in local areas
 - Understanding issues affecting the community and listening to their concerns
 - Perceptions of safety during the day and night and whilst travelling in and around the borough
30. By using the police public attitude survey we will also be in a position to benchmark ourselves against our neighbouring boroughs and also the rest of London.
31. The SSP violent crime strategy 2010-15, will set outcome targets focused on public perceptions, which will be published on the Council website early in 2011.

Conclusion

32. The Safer Southwark Partnership Violent Crime Strategy 2010-15 sets out a number of key recommendations which will have the maximum impact to address violent crime.
33. An action plan will be developed with partnership and community input and will be reviewed on a quarterly basis with a report on progress to the SSP Board.
34. The strategy and action plan will have an annual performance report which will be presented to the Cabinet. The violent crime strategic group will have responsibility for updating the plan to enable a response to new and emerging needs.

Policy implications

33. Although violent crime has reduced between 2005/6- 2009/10, Southwark still records high levels of violence compared to other boroughs in the capital. Tackling violent crime therefore remains a priority for the Council and its partners.
34. There is no statutory requirement to provide a specific violent crime strategy, however there is legislation which imposes a duty on named partner agencies to work together to review crime and anti social behaviour in their area and to work together to address Community Safety priorities, such as violent crime. This is set out in Section 6 of the Crime and Disorder Act 1988, as amended by the Police and Justice Act 2006.

Community impact statement

35. All areas of the borough are affected by crime and fear of crime. However analysis of crime types indicates that violent crime is not spread evenly across the borough; the town centres and neighbouring estates are the main hotspots areas. This indicates that a targeted approach is required.
36. Our crime analysis indicates that some types of violent crime disproportionately impacts on young people, both as victims and perpetrators. The focus on young people as one of the key priorities, supported by the youth justice plan, is aimed at addressing this.
37. Analysis of violent crime victims and offenders has been undertaken by the partnership analytical team. This information has been used to identify a number of the interventions and preventative measures set out in the strategy.
38. The approach adopted to tackle and reduce violent crime has been through a combination of enforcement, prevention, and wider community action to engage communities in crime prevention and Community Safety.

39. An equalities impact assessment has been carried out on the Violent Crime Strategy, with an action plan which has been integrated into the rolling plan. The findings of the equalities impact assessment will be published alongside the strategy.

Resource implications

40. The current annual refresh of the rolling action plan for 2010/11 is resourced. In year reduction in grants were sustained of approximately £220,000 and this impacted on the SSP's ability to deliver against all actions.
41. The current funding streams enabling the SSP to deliver services are as follows (reflecting in year cuts):

Grant Funding 2010/11	
Working neighbourhood fund (WNF)	£1,740,000
Preventing violent extremism (PVE)	£181,830
Youth task force grant	£50,000
Youth crime action plan (YCAP)	£190,000
Safer stronger communities fund (SSCF)	£319,254
Drugs intervention programme (DIP)	£1,559,000
Young people substance misuse grant	£272,018 + £46,196
Council core	£357,073
Council core - alcohol	£118,827
Victims and Witnesses	£20,000
Total	£4,854,198

42. Central government funding makes up almost 90% of the total. The SSP's spend per priority is as follows:

Council grant and core spend by priority 2010/11	
Tackling violence - gangs and weapons	£400,500
Tackling violence - domestic abuse and sexual offences	£392,373
Tackling youth crime	£857,000
Tackling anti social behaviour	£240,000
Reducing reoffending	£382,317
Reducing substance misuse	£437,041 plus £1,559,000
Communities and communications	£430,420
Administration	£155,547
Total	£4,854,198

43. Moving forward into 2010/11 there are varying levels of clarity:
- The Comprehensive Spending Review has set out the broad public service savings over the next four years. The Council, MPS and other services are working together to review those critical programmes and how we realign our resources to maintain them.
 - PVE has been cut as a funding stream from 2010/11 onwards.
 - WNF ends in 2010/11. No replacement funding stream has been announced.
 - Smaller area based grants are planned to be cut.
44. Much of our partnership activity in relation to violence has been mainstreamed. The violent crime strategy recommendations and actions have been fed into our commissioning process and a draft commissioning plan will be agreed by the SSP board in December. In this way we will ensure delivery of the priorities identified in the violent crime strategy. We are working with our service providers to explore options moving forward, including:
- We will ensure that the services we deliver provide value for money, value for Council tax payers and contribute towards delivering the vision of creating a fairer future for all in Southwark.
 - The SSP will explore alternative ways of providing a service prior to proposing any cut or reduction. This will include talking to partner organisations, the voluntary sector, the business community and other local authorities.
 - The SSP will conduct an equalities impact assessment as part of the commissioning plan.

Consultation

45. As part of our approach in setting out priorities the Safer Southwark Partnership has carried out extensive consultation with our communities, those directly affected by violent crime and key voluntary and service agencies who are involved in delivering intervention to address violent behaviour.
46. The consultation included:
- Questionnaire available on the Southwark Council website.
 - Questionnaires made available at all 8 community Council meetings in the autumn.
 - Focus groups with young people, victims, offenders and other interested parties.
 - Specific workshops with services and service providers.
47. The key issues have been incorporated into the recommendations under each priority.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Finance Director (NR/ENV/131010)

48. The costs of implementing this strategy need to be contained within the budget envelope remaining after any budget adjustments are implemented for 2010/11 and beyond. This may require reconfiguring the strategy to fit the resources available to deliver it, and if the resources are deemed less than the minimum level required to effectively deliver the strategy, then a further review will be necessary.

Strategic Director of Communities, Law & Governance (DP100615)

49. The Crime and Disorder Act 1998 established CDRPs in order to facilitate a multi-agency approach to the reduction of crime, substance abuse and anti-social behaviour. The 1998 Act imposed statutory duties on local authorities, police authorities, fire and rescue authorities and Primary Care Trusts, known as “responsible authorities”, to work together to review crime and disorder in their area and implement a strategy to tackle priority problems. Violent Crime is recognised as a priority problem for Southwark.
50. The Police and Justice Act 2006 amended the partnership provisions of the 1998 Act to make CDRPs a more effective resource for tackling crime, anti-social behaviour, other behaviour adversely affecting the environment and substance misuse. The 2006 Act imposed obligations on CDRPs to implement a strategy to achieve these outcomes. The Crime and Disorder (Formulation and Implementation of Strategy) Regulations 2007 make provision as to the formulation and implementation of the strategy.
51. The 2007 Regulations provide that CDRPs shall have a strategy group whose role is to prepare a Strategic Assessment in accordance with Regulations 5 to 7 and a partnership plan in accordance with Regulations 10 & 11.
52. The Strategic Assessment is an analysis of the levels and patterns of crime and disorder and substance misuse in the borough and the priorities the CDRP should adopt to address these issues. The partnership plan sets out a strategy for meeting these priorities and how that strategy should be implemented by the CDRP. Violent crime is identified as priority in both the Strategic Assessment for 2009/10 and the SSP Rolling Plan for 2010/11
53. The 2007 Regulations provide for the strategy group to prepare a Strategic Assessment during each year and a partnership plan to be revised before the start of each year (beginning on 1st April). Subject to these requirements, the strategy group should meet throughout the year as it considers appropriate.
54. The Policing and Crime Act 2009 has amended sections 5, 6 and 17 of the 1998 Act to introduce further changes to CDRPs, namely a new statutory duty to reduce re-offending and the inclusion of the probation services as a responsible authority.
55. The Crime and Disorder (Formulation and Implementation of Strategy) (Amendment) Regulations 2010 amend the provisions of the 2007 Regulations to take into account the requirement for responsible authorities to formulate and implement a strategy to reduce re-offending and reflect the fact that probation services are now a responsible authority. CDRPs are now required to address issues of re-offending in their Strategic Assessment and partnership plan.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
SSP Strategic Assessment summary and key data findings	Community Safety Partnership Service Environment and Housing Hub 3, 3 rd floor Tooley Street, SE1 2TZ	Jonathon Toy 0202 7525 1479
SSP 2008 -12 Rolling action plan and annual refreshes		
Violent Crime Strategy EqIA report		

APPENDICES

No.	Title
1	SSP Violent Crime Strategy 2010 – 15

AUDIT TRAIL

Cabinet Member	Councillor John Friary, Community Safety	
Lead Officer	Gill Davies, Strategic Director of Environment and Housing	
Report Author	Jonathon Toy, Head of Community Safety and Enforcement	
Version	Final	
Dated	1 December 2010	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Comments from the Strategic Director of Communities, Law & Governance	Yes	Yes
Finance Director	Yes	Yes
Strategic Director of Children's Services	Yes	Yes
Strategic Director Regeneration and Neighbourhoods	Yes	Yes
Borough Commander MPS Southwark	Yes	Yes
NOMS Chief Probation Officer Southwark	Yes	Yes
Chief Executive Southwark Primary Care Trust	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional/Community Council/Scrutiny Team	1 December 2010	