Metropolitan Police Service, Lambeth Borough
Safer Lambeth Partnership

Strategic Assessment
Priority Crime Analysis and Control Strategy Recommendations for 2011/12
Lambeth Strategic Assessment 2010

Version: 12.1 17/01/11

MetSec: Restricted – To be reviewed

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Dissemination: Partner Agencies and the Metropolitan Police Service

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1. **Executive Summary**

**Aim of the Strategic Assessment**

1.1 This Strategic Assessment (SA) is a statutory analysis of patterns and trends for crime, disorder, substance misuse and reoffending in the Borough of Lambeth. The analysis is based on data sets relating to public perceptions of crime and offending as well as recorded crime volumes, patterns and trends. It works alongside Lambeth’s wider Joint Strategic Needs Assessment (JSNA) process which aims to provide the evidence public agencies need to commission and deliver services that meet the needs of local residents across a full range of social and economic outcomes.

1.2 The Strategic Assessment provides the ‘evidence base’ for Lambeth Metropolitan Police and the borough’s Community Safety Partnership, Safer Lambeth, to identify priorities, objectives and targets for crime reduction for the year ahead. It therefore supports the development of Safer Lambeth’s annual Partnership Plan and Lambeth MPS Control Strategies for crime reduction.

1.3 The aim of the Strategic Assessment is to identify and explore the current and future risks that impact upon Lambeth linked to crime, anti-social behaviour, substance or alcohol misuse and offending behaviour. It considers the context and drivers of crime and policing problems in order to develop strategic recommendations where appropriate.

**Methodology**

1.4 Partner agencies and Police performance units provided data for analysis and inclusion in a ‘scanning’ exercise to review levels, patterns and trends for key crime types and issues in order to draw up a ‘Strategic Assessment Prioritisation Matrix’. The key datasets used for this analysis included:

- Metropolitan Police Crime Statistics;
- Hospital / Ambulance Data;
- Transport for London Data;
- Met Wide – Corporate Strategic Assessment;
- Lambeth Problem Profiles;
- Public Attitude Survey;
- Intelligence systems;
- Safer Neighbourhood input;
- Drugs Data;
- Violence Against Women and Girls (VAWG) reports.

1.5 The Prioritisation Matrix was used to identify priority themes for further analysis in crime problem profiles. (See paras. 2.3 and 2.4, below). Based on the ranked priorities, detailed problem profiles were commissioned to explore the issues in depth and to highlight key findings, intelligence requirements and recommendations for action.

1.6 The ‘Victim/Offender/Location/Time’ (VOLT) model is then used to expand on the problem profile findings to draw recommendations for the Strategic Assessment itself.
1.7 The SA Prioritisation Matrix identified a number of key areas and crime types which were scored against a range of criteria. The sum score for each crime type is calculated and compared against the other crime types to produce a ranked list:

<table>
<thead>
<tr>
<th>Crime-type/Issue</th>
<th>Volume</th>
<th>Performance</th>
<th>Trends</th>
<th>Impact</th>
<th>Priority</th>
<th>Public Concern</th>
<th>Generator</th>
<th>PESTELGO</th>
<th>TOTAL SCORE</th>
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</table>

1 Violent Extremism/Terrorism could not be fully scored as full information in relation to volume of incidents and comparison with other boroughs is not currently available.
1.8 The table above shows the prioritisation matrix used for this Strategic Assessment. Scores are ranked from '3' (‘high concern’) through to '0' (‘low concern’). ‘?’ indicates an intelligence or information gap where further research is required.

1.9 The most common crime issue types that the Partnership has to engage with have been scored using the following criteria:

- **Volume**: Number of offences per period (very high/high/medium/low);
- **Performance**: Lambeth compared to other London boroughs (1st, 2nd, 3rd or 4th quartile);
- **Trends**: Change in volume of offences in previous period (increasing/falling/flat);
- **Impact**: high level of impact on either individual/family/community/multi-agency/business;
- **Priority**: offence tier (MPS) or a priority for one or more of the other ‘responsible authorities’ represented in Safer Lambeth;
- **Public concern**: level of public concern scored using the MPS Public Attitudes Survey, LBL Residents Surveys and British Crime Survey figures;
- **Generator**: interdependencies with and impact on other crime types;
- **PESTELO**: degree of national significance and local/national media coverage.

**Priority Crime Types**

1.10 The Safer Lambeth Partnership has requested a Strategic Assessment that will propose recommendations for priority crime reduction within three broad areas of concern:

(a) **Higher risk/impact, but lower volume offending** – crime types that have a high social and economic cost and impact on public confidence due to their seriousness, but which tend to be relatively few in number as a proportion of Total Notifiable Offences;

(b) **Lower risk/impact, but higher volume offending** – crime types that have a lower social and economic cost and impact on public confidence in themselves, but which are high in number (and, because prolific when taken together, are more likely to be experienced by the general public thereby impacting on confidence);

(c) **Crime and offending ‘drivers’** – issue types that link to the underlying ‘causes’ of offending behaviour and the likelihood of reoffending and therefore underpin the volume and pattern of crime types in the borough. In particular, identification of ‘priority offenders’ whose offending behaviour is driving the crime types identified in (a) and (b), above.

1.11 Within each of these three areas, the Strategic Assessment will propose recommendations for crime reduction priorities as follows:

(a) **Priority Themes**: key crime types identified from the Prioritisation Matrix, above;

(b) **Priority Sub-Themes**: within each key crime type, specific issues identified from the Problem Profiling that require priority attention within Control Strategies and the new Partnership Plan.
1.12 The Assistant Commissioner in charge of Territorial Policing for the Metropolitan Police has announced a target for all boroughs to reduce their TNOs (Total Notifiable Offences) by 10% each year for the next three years. This is based upon the Victim, Offender, Location, Time model (VOLT) previously implemented in another force with significant success. One of the key tenets of the VOLT model is that reducing low level crime will bring down all crime types. There is however a need to recognise that some crimes present an inherently higher risk and need some degree of prioritisation and extra resource to prevent and/or investigate them.

1.13 On the basis of this approach, the priorities for crime reduction identified through the prioritisation matrix are:

(a) **Serious Crime**
   - Most Serious Violence (MSV)
   - Domestic Violence
   - Serious Sexual Offences
   - Serious Youth Violence

(b) **'Neighbourhood-based' Crime**
   - Total Notifiable Offences
   - Acquisitive crime hotspots: Robbery
   - Anti Social Behaviour, particularly 'acts directed at people' and 'misuse of public space'\(^2\)

(c) **Crime Drivers and Priority Offenders**
   - Drug misuse
   - Alcohol misuse
   - Priority offenders

**Limitations**

1.14 This document provides an overview of the current and future intelligence issues to affect Lambeth, and it is not intended to be a detailed analysis or complete problem profile. The accuracy of this Assessment depends on the quality of the datasets and information available to MPS and partners. Violent and youth offences are often under-reported. There is wide disparity in the frequency and accuracy with which feature codes and flags are utilised which can make analysis difficult. Map accuracy is reliant on crime venues having been recorded and subsequently geocoded correctly.

It is emphasised that crime types not recommended for prioritisation by this Strategic Assessment will continue to be resourced, responded to and investigated in line with the core business and responsibilities of the Borough Command and other agencies represented in the Safer Lambeth Partnership.

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\(^2\) Based on the Home Office RDS classification of ASB. Acts Directed at People includes harassment and hate offences; Misuse of Public Space includes substance misuse, street drinking, begging and vagrancy, and prostitution related activity
2. **Lambeth Borough Overview**

**Demographics**

2.1 The London Borough of Lambeth is an inner London borough with a population of approximately 274,500. It is the fourth most densely populated council area in the country and its population is projected to grow by a further 13% to 322,000 by 2028. Lambeth has a very diverse population, 38% of Lambeth's population are from BME communities; 12% Black Caribbean and 11.6% Black African. There is also a large lesbian, gay, bisexual and transgender community and an increasingly diverse, older community. At the same time, Lambeth has a young population with 75% of resident's aged 44 or under. Lambeth has a highly transient population, with a turnover of roughly 20% every year.

2.2 In 2007, Lambeth was identified as the 9th most deprived borough in the country. Of the 177 designated sub-ward areas in the borough, 11 were in the most deprived 5% of such areas for England. However, Lambeth has substantial affluence alongside areas of severe deprivation. The State of the Borough Report (2009) identifies the most prevalent household type in the borough is formed by young educated people often working in central London in professional roles and living on high salaries.

2.3 Further information on Lambeth’s population and outcomes for Lambeth residents is available from [www.lambethfirst.org.uk/jsna](http://www.lambethfirst.org.uk/jsna)

**Economic costs of crime**

2.4 Home Office research published in 2000 and 2005 provide a methodology for assessing the economic and social costs of particular crime types. Research by Lambeth Community Safety updated these costs to 2009-10 prices. This suggests the cost of common crime types are as follows:

- Homicide: £1,695,792 per offence;
- Violence Against the Person: £12,095 per offence;
- Sexual Offences: £36,541 per offence;
- Robbery: of personal property £8,464 per offence;
- Criminal Damage: £1,008 per offence.

2.5 Total costs of crime for Lambeth (2009/10) were:

- recorded crime: £117,995,149 (£121,112,218 in 2008/09);

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3 2008 Office of National Statistics mid-year population estimate
4 2007 indices of deprivation
5 http://www.communities.gov.uk/communities/neighbourhoodrenewal/deprivation/deprivation07/
8 Cost of Crime Update, Lambeth Council, Community Safety Division, December 2010. Please note due to time constraints no updated information was sought therefore the same principles and calculations of the methodology were used from the previous year. These costs are to be treated as approximates only.
9 The estimated crime figures have been calculated by multiplying the recorded crime figure by the multipliers used in the related Home Office documents referenced above.
2.6 TNOs fell for eight successive years between 2001 and 2009. Even following a small rise in 2009/10, TNOs were still more than 30% below the figure for 2000. Most crime categories mirrored this level of reduction: burglary falling by more than 48%, robbery by more than 39%, theft offences by 36% and criminal damage by nearly 44%. Overall crime in 2009/10 has remained at the same level as last year, with a statistically insignificant rise of 0.6% in Total Notifiable Offences (TNOs) over the year (less than 200 offences). This compares to a 1.9% reduction across London as a whole.

2.7 In the current year overall crime has increased by 0.8% (to 21 Nov 2010 - source MPS), with a total of 23,572 offences to date. This is the second highest volume of TNO in our nearest neighbouring family of similar boroughs, behind Southwark. The comparative rate of offending (calculated as the number of offences per 1000 of the population) shows Lambeth to have the eighth highest level of its fifteen most similar boroughs.

2.8 The 5 most prolific crime categories within those offences were Theft and Handling, Violence against the person, Criminal damage, Burglary and Drugs.

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9 Figures through to 21/11/10
10 iQuanta data (Home Office performance management system)
Key crime types

2.9 **Most Serious Violent (MSV) Crime** has risen by 26% in the year to date (to 21 Nov 2010 - source MPS). MSV includes GBH, attempted murder & murder, wounding. This is the largest rise in London, and Lambeth currently has the highest volume (481 offences in total from 1 Apr to 21 Nov 2010) and rate (0.636 crimes per 1000 of Lambeth’s population) of MSV in London. Of the 15 boroughs in our CDRP family, all except Lambeth have experienced a reduction of MSV this year.

2.10 **Serious Youth Violence (SYV)** has risen by 18% (to 21 Nov 2010 - source MPS), the highest rise in our group of most similar boroughs. This is also the second highest overall volume of SYV, with Southwark experiencing the highest level of serious youth violence.

2.11 **Serious Sexual Offences** have risen by 12% (to 21 Nov 2010 - source MPS) and Lambeth has the highest volume in its group of most similar boroughs.

2.12 **Domestic Violence (DV)** has risen by 1.5% (to 21 Nov 2010 - source MPS), and the sanction detection rate is 45%. Lambeth has the fifth highest volume of reported DV offences (1248 from 1 Apr to 21 Nov 2010) of the 15 boroughs in its most similar group. Croydon is not in that group, but has had 1521 DV offences reported in the same period.

2.13 **Gun Crime** has reduced by 24%, but Lambeth still has the second highest level of its most similar borough group (Southwark has had the highest number). **Knife Crime** in Lambeth has increased during the same period by 15%. Again, of its most similar boroughs only Southwark has had more offences reported.

2.14 **Serious Acquisitive Crime (SAC)** is a combination of all the Robbery, Residential Burglary and Theft of / from Motor Vehicles. Overall it has risen by 0.7% in the year to date (to 21 Nov 2010 - source MPS). Although eight of Lambeth’s fourteen most similar boroughs have experienced larger percentage increases in the same period, Lambeth still has the highest level of SAC in this group. Trends for the individual crimes within the SAC differ. The level of Burglary has fallen in Lambeth faster than in any of its most similar boroughs, and the reduction is the largest in London. Robbery however remains the highest in London, with the largest increase (15%) as well. Theft of Motor Vehicles has fallen by 8%, whereas Theft from Motor Vehicles has risen by 21%.

2.15 **Anti-Social Behaviour** rose by 12% to 18,979 offences for 2009/10 (though it had fallen by 3.4% in 2008/9).

Perceptions of crime and anti-social behaviour

2.16 The council conducts a quarterly Resident’s Survey, asking a random sample of resident’s across Lambeth their opinions on a variety of crime & disorder related issues. Overall, this survey suggests perceptions of crime and ASB have continued to improve across the borough, with a clear trend of residents and businesses having more confidence in the police and local council to work together to tackle issues of crime and anti-social behaviour.
2.17 The latest survey took place in July 2010\textsuperscript{11}, and the responses showed that:

(a) Crime remains the top concern of adults in the Residents’ Survey, being raised by 47% of respondents. However, concern has gradually declined over time for both adults and young people, although there was a small increase (2%) between April and July.

(b) Nine in ten residents feel safe in their own homes, and feel more safe than two years ago. They also feel safer outside during the day and night.

(c) Ratings of the police service have continued to improve, and show a marked improvement from October 2009 (the date of the first residents survey in this series). 59% of adults and 58% of young people rate local policing as ‘good’ to ‘excellent’.

(d) 60% of residents now agree or strongly agree that the police and other local public services are dealing with local crime and ASB issues, up from 51% in Oct 2009.

(e) Perceptions of ASB continue to improve, down to 15% of residents compared to 21% in January, with fewer people saying drug dealing and use, vandalism and teenagers hanging around are a problem.

2.18 The police regularly survey victims of crime for their opinion of how the police dealt with their crime\textsuperscript{12}. In the most recent survey (Oct 2009 to Sept 10), 80% of victims were satisfied with the police service. This continues an upward trend since 2008, and now slightly exceeds the London average.

2.19 MPS also surveys Londoners at random about their attitudes and confidence over a wide range of crime-related issues\textsuperscript{13}. This survey shows 54% of residents believing Lambeth police and council are dealing with the ASB and crime issues that matter in this area (Oct 09 to Sept 10) compared to the MPS average of 49%.

2.20 The same survey also suggests that the level of worry about crime in Lambeth has declined sharply in the last year (proportion feeling worried is down from 52% to 38%). Perceptions of ASB have also improved, with only 11% feeling worried in the 12 months up to Sept 10 compared to 30% a year ago.

\textsuperscript{11} Wave 1-4 Residents’ Survey Findings, Oct 2009-Jul 2010, London Borough of Lambeth
\textsuperscript{12} MPS User Satisfaction Survey
\textsuperscript{13} MPS Public Attitude Survey
3. **Higher risk/impact, lower volume offending: Serious Crime**

The Priority Themes for Serious Crime are:

**Most Serious Violence** increased by 26% (102 additional offences) when compared to the same period last year (1 Apr to 21 Nov). 36.6% (34 offences) of all MSV against women this year have been flagged as Domestic Incidents. Overall, Domestic Violence (DV) flagged MSV offences fell by 12% when compared to last year. MSV with female victims fell by 11% (12 offences) and MSV against males increased by 24%.

Domestic Violence rose by 1.5% (to 21 Nov 2010) and the sanctioned detection rate was 45%. Lambeth had the fifth highest volume of reported DV offences (1248 from 1 Apr to 21 Nov 2010) of the 15 boroughs in its most similar group.

Serious Sexual Offences rose by 12% (to 21 Nov 2010) and Lambeth had the highest number in its group of most similar boroughs. Alcohol consumption remains the dominant vulnerability characteristic exhibited by victims (31%) for serious sexual offences. 14 10% of victims were unsure of events and for 68% of rape offences (where the victim was over 16) the suspect and victim had prior contact. All rape suspects where the victim was under 16 had prior contact.

Serious Youth Violence has increased by 18% (to 21 Nov 10) compared to the same time last year. MSV with youth victims has increased by 65% when compared to the same period last year (to 21 Nov, 158 this year compared to 96 last).

**Priority Theme: Most Serious Violence (MSV)**

3.1 **Overview:**

Most Serious Violence includes Homicide and Child Destruction, Attempted Murder, Wounding or other act endangering life, GBH (more serious offences), Causing Death by Dangerous / Careless / Inconsiderate Driving and Causing Death by Aggravated Vehicle Taking. Due to the rise in Most Serious Violence and the risk associated with this crime type; it scored high in the priority scoring matrix. The level of offending on Lambeth Borough is significantly higher than other London boroughs and higher than other similar forces.

<table>
<thead>
<tr>
<th>Crime-type/Issue</th>
<th>Volume</th>
<th>Performance</th>
<th>Trends</th>
<th>Impact</th>
<th>Priority</th>
<th>Public Concern</th>
<th>Generator</th>
<th>PESTELGO</th>
<th>TOTAL SCORE</th>
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14 MIB Serious Sexual Offences submission
### Breakdown of Most Serious Violence (MSV) offences, 2008 - 2010

#### FY 08/09
- All offences: 618
- Female victims: 151
- Male victims: 476

#### FY 09/10
- All offences: 569
- Female victims: 113
- Male victims: 463

#### FY 09/10 (to 21 Nov)
- All offences: 381
- Female victims: 105
- Male victims: 296

#### FY 10/11 (to 21 Nov)
- All offences: 483
- Female victims: 93
- Male victims: 368

3.2 The breakdown of MSV offences in the table above shows that the victim profile for violent crime against women differs to that of male victims of violence. MSV is primarily a crime type committed against men – 77% of MSV victims were male in 2008/9 rising to 81% in 2009/10 – but for women, a disproportionate number of MSV offences against them are linked to domestic violence, around 36%. Note also that the rise in MSV this year is concentrated on men – there were 368 male victims of MSV between April and 21 Nov 2010 compared to 296 for the same period in 2009. Female victims fell from 105 to 93 for those periods.

3.3 **Current Trends**

Most Serious Violence (MSV) offences in Lambeth have increased by 26% (102 offences) when compared to the same period last year. This runs counter to a reduction for London as a whole (-21%). There are a number of factors which have contributed to the increase in MSV on Lambeth borough. We have seen an increase in the seriousness of DV offending for both male and female victims. We have also seen an increase in violence that could be linked to gang activity although this still only accounts for about 7% of all the offences. But in addition the strong night time economy especially in Brixton, Vauxhall and Clapham contributes about 42% of all offences being linked to licensed premises and alcohol consumption. Other boroughs may suffer from one or even two of these factors, but few suffer from all three in combination.

3.4 **VOLT analysis:**

483 offences, 1/4/10 - 21/11/10

**Victims**
- **Gender** – Victims are overwhelmingly male – 76% for MSV offences so far this year.
- **Age** – The main age range is between 20-29 years (33% of victims) The median age for male MSV victims is 30 years. 24.5% victims were below the age of 19 years.
- **Race** – Black males make up the main ethnicity of victims. At 48.8% of the victim population, compared to 25% of the male population in Lambeth, they are significantly over-represented as victims of MSV.

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15 Based on the MSV Problem Profile data - August 2009 - August 2010
16 Independent analysis and sampling - FYTD 01/04/2010 - 21/11/2010
Offenders
- **Gender** – 74% of offenders were male.
- **Age** – 45% of suspects were aged 19 and under. This was followed by 22% of suspects who were aged 20 - 25 years.
- **Race** – 48% were black, this was followed by 23% of offenders who were white.

Locations
The key hotspot areas include:
- Clapham High Street and the surrounding area.
- Brixton Town Centre and its surrounding area.
- The vicinity of Stockwell Station.

Times
Peak days for offences are Saturday (127) and Sunday (104), followed by Friday (76). This mirrors the overall serious violence offending pattern in London. The largest proportion of offences occurs between 1400 – 0400 hours (81%). However, there is also a significant peak between 1800 – 1959 hours and 0000 – 0159 hours (27%).

3.5 **MSV Sub-Themes:**
The Problem Profile for this priority theme suggested two areas for more detailed consideration in respect of priority actions to be reflected in control strategies and the Partnership Plan:

(a) MSV in relation to licensed premises and night-time economies;

(b) MSV and knife crime.

Sub-Theme: MSV, Licensed Premises, Night-time economies

3.6 **Overview:**
Almost two-thirds of 18–24 year-olds have admitted to violent behaviour when drinking, and the majority of victims of alcohol-related violence are young males. In addition, it has been identified that half of all 11–15 year olds drink regularly indicating that alcohol-related violence is also likely to involve underage drinkers. Violence-related incidents are chaotic in nature and are generally isolated impulsive acts of violence fuelled by alcohol. Alcohol may not be a root cause of violent behaviour but it lowers inhibitions and can aggravate volatile individuals. This form of violent crime is concentrated in Lambeth’s night time economy both in terms of location and timing. It is important to remember when reviewing this analysis that it was not necessarily the perpetrator that was drinking and the person or persons involved may not have been drunk. Also the data does not suggest that alcohol was the main driver for the offence, however it can be considered as a factor.

3.7 **Current Trends:**
Of 483 MSV offences, 93 were identified within or in the vicinity of licensed premises. Brixton Academy was recorded as the venue for eight offences during this period and for ten offences the venue was given as a snooker hall. Chicken shops and take away venues were named in 17% of crime reports for MSV.

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17 TKAP, Baseline Assessment Serious Youth Violence Involving Young People Final v.doc, June 2009
3.8 **VOLT analysis:**

93 MSV offences linked to licensed premises, FYTD Apr-Nov 2010

**Victims**

- **Gender** – 67% of victims were male.
- **Age** – The peak victim age groups are 19-30 years (accounting for 44% of alcohol related MSV) and 31-40 (accounting for 22%).
- **Race** – 56% (65) of victims were white, 24% (28) were black
- **Other** – There were 116 victims of MSV where the suspect or victim had consumed alcohol. 66 were the victims of GBH/Serious wounding.

**Offenders**

- **Gender** – 72% (99) Suspects were male.
- **Age** – 25 years is the peak age for offending (10 suspects). 37% of suspects were 20 - 25 years. 18% of suspects were under 19 years. These low numbers may be due to the operation of the licensing laws.
- **Race** – 41% (41) of suspects were white and 40% (40) were Black.

**Locations**

Alcohol has a significant impact on levels of violence, and could be linked to as much as 40% of serious and most serious violence (MSV). The misuse of alcohol plays a part in up to 40% of serious and most serious violence offences.\(^{18}\) 69% of all crime attributed to alcohol is violent.\(^{19}\) Alcohol related homicide (investigated by SCD1) currently comprises 32.6% of all homicides, and has been increasing year on year for the past four years.\(^{20}\)

The current hotspot locations for MSV linked to licensed premises are
- Brixton Town Centre;
- Clapham High Street.

**Times**

Peak days for offences are Saturday (127) and Sunday (104), followed by Friday (76). This mirrors the overall serious violence offending pattern in London.

The largest proportion of offences occurs between 1400 – 0400 hours (81%). However, there is also are significant peaks between 1800 – 1959 hours and 0000 – 0159 hours (27%).

3.9 **Conclusions:**

All Lambeth’s night time economy locations impact on volume crime as such areas all experience higher levels of disorganised violence, sexual offending and personal robbery. These crime types peak at times of heightened social activity in these areas which suggests a correlation between the night-time economy and these offences. As a result of the crime generating influence of the night time economy Lambeth’s disorganised robbery, violent crime and sexual offences are closely linked in location and time.

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\(^{18}\) MIB Serious Violence SIA Submission Questionnaire (data taken from examination of CRIS dets)

\(^{19}\) Data from London Data Store. Number of recorded crimes attributed to alcohol: FY07/08: 95302, FY08/09: 93862 & number of all violent crimes attributed to alcohol: FY07/08: 64006, FY08/09: 64719.

\(^{20}\) SCD1 Thematics data: Homicides that are alcohol related. FY06/07: 19.7%, FY07/08: 22%, FY08/09: 22.3%, FYTD09/10 until 13/01/2010: 32.6%
Sub-Theme: Knife Crime

3.10 Overview:

Knife crime scored particularly highly in the SA Matrix:

<table>
<thead>
<tr>
<th>Crime-type/Issue</th>
<th>Volume</th>
<th>Performance</th>
<th>Trends</th>
<th>Impact</th>
<th>Priority</th>
<th>Public Concern</th>
<th>Generator</th>
<th>PESTELGO</th>
<th>TOTAL SCORE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Violence: Knife Crime Offences</td>
<td>2</td>
<td>3</td>
<td>3</td>
<td>2</td>
<td>3</td>
<td>3</td>
<td>3</td>
<td>3</td>
<td>22</td>
</tr>
</tbody>
</table>

3.11 Current Trends:

Knife crime offences increased by 16.4% (or 68 offences) for Apr-Nov 2010 compared to the same period in 2009. Of 482 knife crime offences within Lambeth in the period analysed, 274 offences (56.8%) related to personal robbery and 102 (21.2%) related to GBH With Intent.

3.12 The level of weapon use has increased especially to reinforce a threat as in robbery. Recent work on the borough has resulted in the recovery of a number of firearms, and knives continue to be seized following weapons sweeps of estates for concealed articles. Whether they are intended for offence or defence is debatable, but the perception that carrying a weapon could result in arrest may account for this method of storage. The police continue to use stop and search powers where justified and also search arch/wand operations.

3.13 VOLT analysis:

482 offences, 1/4/10 - 14/11/10 (Problem Profile)

**Victims**
- **Gender** – 79% of all victims were male.
- **Age** – under 19s and 20-29s accounted for 34.4% of victims in each case. Therefore, 68.8% of victims were aged under 30.
- **Race** – 40.5% (212) victims of knife crime were of Black ethnicity, followed closely by those of White – North European origin (207 victims/ 39.5%).
- **Other** – Of the victims that live within Lambeth, the most prevalent wards for home addresses were Coldharbour (31 victims), Ferndale (27), Oval (26), Knights Hill (23) and Vassall (22).

**Offenders**
- **Gender** – 82.7% of suspects were male.
- **Age** – 45.4% of suspects were aged 10-19 years. 25.7% were aged 20 – 29 years. Therefore, 71.1% of all knife crime suspects were aged under 30.
- **Race** – 65.2% of the suspects were of Black origin, followed by those of White – North European origin (15.9%).
- **Other** – The borough in which the suspect resides was identified for 226 suspects. As expected, the majority of suspects are from Lambeth (74.3%). The next most prevalent boroughs for suspects were Croydon (8%) and Southwark (4.4%). Of the suspects that live within Lambeth, the most prevalent wards for the home addresses were Coldharbour (20 suspects), St Leonard’s (12) and Ferndale (12).
Locations
The highest ward for offences was Coldharbour, accounting for 10% of all knife crime in the borough. Levels of knife crime have remained fairly consistent compared to the previous Financial Year, decreasing by just 2 offences. Increases in knife crime levels can be seen for 16 of the 21 wards in Lambeth when the two most recent Financial Year periods are compared. The most significant increases can be seen for Oval (15 offences), Thurlow Park (13), Princes (12) and Vassall (9).
Decreases in the level of knife crime can be seen for 5 wards in Lambeth, with the most significant reduction seen in Tulse Hill (15 offences). The majority of knife crime offences occurred in a public rather than domestic setting.

Times
Offences are spread fairly evenly through the week, with peak days of Saturday (17% of offences) and Sunday (16%). There was a continued high level of offences from 1900 to 0200 hours, with 48.3% of knife crime offences occurring in this period.

3.14 Conclusions:
This is a crime type that particularly affects young people, as victims and offenders. It is recommended that preventative measures are targeted in two directions:

(a) restricting the supply of knives to under 19s, eg. by working with retailers (adoption of Knife Charter) and through test purchase operations.

(b) work with schools, youth clubs and other social settings through the work of Safer Schools Officers, detached youth workers etc. to address young peoples' concerns regarding personal safety, victimisation and the risks associated with carrying knives.

3.15 Nevertheless, further enforcement measures, as previously deployed under Operation Blunt, will continue to be necessary. Recommended measures include estate sweeps, targeted stop and search operations and high visibility operations using knife arches and wands, particularly in relation to transport hubs and areas where young people are congregating.

Priority Theme: Domestic Violence (DV)

3.16 Overview:
Lambeth Borough ranked as the highest volume borough in the MPS for Most Serious Violence against Women, accounting for 7.5% of the Metropolitan police total. Domestic violence (DV) accounts for nearly 30% of London’s violent crime and 22% of the homicides. According to the National Domestic Violence helpline data, the number of calls received from Lambeth was the second highest among all London local authorities.

3.17 Domestic Violence has been adopted as a strategic priority by Safer Lambeth and the Lambeth Safeguarding Children’s Board and unsurprisingly this category scored highly in the SA Matrix:

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21 Includes offences of ABH and above
22 SCD1 Thematics data: Homicides that are domestics. FY06/07: 13.6%, FY07/08: 15%, FY08/09: 21.5%, FYTD09/10 until 13/01/2010: 22%
3.18 **Current Trends:**

As with other crime types, the volume of DV offences has tended to reduce over the last five years. However, the number of DV incidents (i.e. reports to police) have increased in line with efforts to improve reporting of this form of offending:

<table>
<thead>
<tr>
<th>Year</th>
<th>Domestic Offences</th>
<th>Domestic Incidents</th>
</tr>
</thead>
<tbody>
<tr>
<td>FY 2005-6</td>
<td>2,639</td>
<td>2,563</td>
</tr>
<tr>
<td>FY 2006-7</td>
<td>2,447</td>
<td>4,784</td>
</tr>
<tr>
<td>FY 2007-8</td>
<td>1,977</td>
<td>4,461</td>
</tr>
<tr>
<td>FY 2008-9</td>
<td>2,074</td>
<td>4,982</td>
</tr>
<tr>
<td>FY 2009-10</td>
<td>1,889</td>
<td>5,156</td>
</tr>
</tbody>
</table>

Using the 2008 ONS mid-year population estimate of 274,500 for Lambeth, the *Home Office Violence Against Women and Girls Ready Reckoner* estimates that 6,439 women and girls have experienced domestic violence in Lambeth within the last year.

3.20 **VOLT analysis:**

2,567²⁴ offences over 12 months (6/12/09 - 5/12/10)

**Victims**
- **Gender** – overwhelmingly a crime against women: 81% were female.
- **Age** – 26% 19-25; 19% 26-30; 25% 31-40. Peak ages are 21 and 30.
- **Race** – 46% black, 39% white.

**Offenders**
- **Gender** – 79% male.
- **Age** – Suspect age groupings mirror those of the victims. 23% aged 19-25; 19% 26-30; 28% 31-40. Peak age for offending was 24 years.
- **Race** – 50% of DV suspects were black and 31% white.
- **Other** – 80% of DV flagged victims named the current or former partner as the suspect. The majority of prolifically violent suspects within Lambeth are involved in some form of domestic abuse. See 3.21, below, for further information relating to offenders.

**Locations**
No specific geographical hotspots were identified, though it is thought that 78% of DV offences take place in a private arena with only 15% in a public place.

**Times**
Peak days for offences are Saturday (18% - 453) and Sunday (18% - 454) for all DV offences on both days. The largest proportion of offences occurs between 1900 – 0400 hours (45% - 1165 Offences). 28% (732 offences) between 1700-2200 hours were DV flagged. The peak times are 2100 - 2200 hours (234 offences (9%)) and 0000 hours to 0100 hours (183 offences (7%)).

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²³ Financial Year (April - 31st March) Data - MetStats
²⁴ Independent Analysis - 6th December 2009 - 5th December 2010
3.21 **Lambeth MARAC**

The Multi-Agency Risk Assessment Conference is a risk meeting where professionals share information on high and very high risk cases of domestic violence and put in place a risk management plan. The aim of the meeting is to address the safety of the victim, children and agency staff, and to review and co-ordinate service provision in high risk domestic violence cases. Analysis of MARAC referrals provides us with further evidence about DV victimisation:

- there were 364 victim referrals to Lambeth’s MARAC between Dec ’09 and Nov ’10 (241 between Apr and Nov 2010);
- the majority of high risk victims referred to MARAC have children living with them (241 referrals, Apr-Nov 2010, had 285 associated children);
- 21% of referrals were cases of repeat victimisation (77 out of 364)
- of 307 referrals, Apr-Mar 2009/10, 60% (184) were BME; 1.6% (5) were LGBT; 5.5% (17) had a registered disability and 4.2% (13) were male. These figures compare with a London average of 42%, 1.1%, 2.1% and 2.4% respectively.
- 8% of victims (30 of 364) had no recourse to public funds due to their immigration status, or lack of status.

3.22 **DV offenders**

Recent research suggests that about half of domestic violence perpetrators appear to be chronically aggressive and anti-social:

- Perpetrators engaged in alcohol abuse 54%
- Perpetrators with a criminal record 50%
- Perpetrators with financial problems 45%
- Perpetrators engaged in drug abuse 39%
- Perpetrators making threats of suicide 35%
- Perpetrators with a DV related criminal record 26%
- Perpetrators with mental health issues 28%

3.23 **Conclusions:**

In Lambeth domestic violence offences are predominately committed by men against women. With regards to the relationship between the victim and the perpetrator, the majority of offences are committed by an ex boyfriend which is then followed by a current boyfriend and/or husband. It is also worth noting that 15% of perpetrators are known to be family members-6% of offences were committed by the son of the victim. There is a high instance of young people who are experiencing domestic violence and the victim ages appear to mirror perpetrator ages.

3.24 **Safer Lambeth** held a VAWG summit in 2010 and carried out a research project focusing on the wider violence against women and girls agenda. This research has allowed Lambeth to build a more accurate evidence base in relation to the scale of VAWG in the borough.

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25 *Multi Agency Risk Assessment Conference Performance Report, 7 Dec 2010*

26 *Howarth, Stimpson, Barran, Robinson, Safety in Numbers: Summary of Findings and Recommendations from a Multi-site Evaluation of Independent Domestic Violence Advisors, November 2009. (Hestia Fund, Sigrid Rausing Trust, Henry Smith Charity)*
3.25 Ensuring the safety of those experiencing or at risk of domestic violence, and violence against women and girls (VAWG) more widely, and holding perpetrators to account for their behaviour requires joint working across a wide range of statutory and voluntary sector agencies.

3.26 In response to the research findings, and to the need for a partnership response as highlighted above, it has been agreed that Lambeth will produce an overarching VAWG strategy for 2011-2014. The strategy will prioritise the re-commissioning of refuge and community based domestic violence and VAWG services. This will ensure that our response to VAWG is integrated and effective, and that it meets the needs of those experiencing violence and delivers a response to those who are perpetrating violence.

3.27 The strategy will focus on the following priorities:

- **Prevention and earlier intervention** – school and community based education and awareness raising and a comprehensive training programme for professionals.
- **Provision of services** – an effective network of specialist VAWG services that provide advocacy and support to those who are experiencing gendered based violence.
- **Protection and Prosecution** – ensuring that high risk victims are provided with an effective multi agency response through the Multi Agency Risk Assessment Conference (MARAC), that perpetrators are managed effectively in the community in order to reduce future harm to known and future partners, and that there is an effective criminal justice system response that contributes to victim confidence.

**Priority Theme: Serious Sexual Offences and Rape**

3.28 **Overview:**

When scoring the Matrix, sex offences and rape received high ratings.

<table>
<thead>
<tr>
<th>Crime-type/Issue</th>
<th>Volume</th>
<th>Performance</th>
<th>Trends</th>
<th>Impact</th>
<th>Priority</th>
<th>Public Concern</th>
<th>Generator</th>
<th>PESTELGO</th>
<th>TOTAL SCORE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Violence: Serious Sexual Offences</td>
<td>1</td>
<td>3</td>
<td>3</td>
<td>3</td>
<td>3</td>
<td>2</td>
<td>1</td>
<td>3</td>
<td>19</td>
</tr>
</tbody>
</table>

3.29 This is a key crime concern for the police and public. It is a priority crime type and scored high on risk due to its nature and the potential to develop into more serious offending. Victim vulnerability and the management of sex offenders are key factors in addressing this crime type. There is a link between the night time economy, the consumption of alcohol and the vulnerability of victims.

3.30 **Current Trends:**

Serious sexual offences and rape are key crime types as identified by the Lambeth SA Scoring Matrix. It is a key crime concern and a priority for most BOCUs within the MPD.  

27 Stranger 1 and Stranger 2 Sexual Offences Problem Profile - Griffiths (June 2010)
3.31 Using the 2008 ONS mid-year total population estimate of 274,500 for Lambeth, the Home Office Violence Against Women and Girls Ready Reckoner estimates that 5,754 of women and girls have been sexually assaulted within the last year. This amounts to 5.3% of the female population aged 16 and over.

3.32 Lambeth is currently experiencing a substantial increase in the numbers of reported sexual offences and rape. The volumes of sexual offences and rape being recorded in London overall are now at historically high levels. There were 81 stranger 1 or 2 sexual offences in the period analysed. 56 were stranger offences and in 25 cases the victim and suspect had prior contact with the victim. 55.6% were classified as sexual assaults and 23.5% were rape of a female over 15 years. 75% of male sexual assaults were committed by strangers, while 67% of rapes and sole penetration offences were committed by suspects who had prior contact with the victim.

3.33 **VOLT analysis:**

81 offences, 1/01/10 - 13/06/10 [Problem Profile]

- **Victims**
  - **Gender** – The victims of Lambeth’s reported sexual offences are overwhelmingly female (90%).
  - **Age** – most frequently young; 31% in the 20 - 24 years category.
  - **Race** – The ethnicity of the victims is broadly in line with the demographics of London’s population, 74.1% were White European and 12.3% were Black.
  - **Other** – Alcohol consumption remains the dominant victim vulnerability characteristic exhibited by victims (31%) for serious sexual offences. 10% of victims were unsure of events.

- **Offenders**
  - **Gender** – Lambeth’s sexual offenders are all male.
  - **Age** – suspects are more frequently young (38.9% are 20-29).
  - **Race** – African Caribbean remains the dominant (approximately 42.1%) ethnicity reported as suspects and is disproportionately represented.
  - **Other** – In over 93% of Lambeth’s sexual offences the suspect was not known to the victim prior to the offence. The likelihood of some form of prior relationship gets stronger the more serious the offence. In 68.4% of rape offences where the victim was over 16 years the suspect and victim had prior contact. All suspects (100%) of rape where the victim was under 16 years had prior contact.

- **Patterns/Drivers** – The majority of Lambeth’s sexual offenders have a low frequency of offending. There are, however, a small number of individuals who are prolific and commit a disproportionate amount of crime. The prolific group of sexual offenders in Lambeth is small and does not have the volume impact that prolific individuals have in other crime areas. Police data suggests that the top 1% of offenders commit around 4% of the crime.

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28 MIB Serious Sexual Offences submission
29 MIB Serious Sexual Offences submission
30 A strategic overview of the current rise in recorded rape – MIB/583/2009
31 From accused data there is approximately an 8% overlap between the accused in serious sexual offences and VAP. This drops to 0.5% in the prolific category
**Locations**

Sexual offences occur across Lambeth however town centres and other areas with an active night time economy always have elevated levels. The areas with the highest levels are Upper Brixton Road, Brixton Town Centre leading to Tulse Hill, Clapham High Street and Clapham Southside, Streatham High Road, Mitcham Lane, Waterloo Road.

As a result of its strong correlation to the night time economy, sexual offending has substantial overlaps with Lambeth’s highest volume areas of robbery and violence, which are also influenced by such environments. The key overlapping areas are Brixton Town Centre, Clapham High Street and Streatham High Road.

**Times**

Serious sexual offences display some seasonal trends with the summer months typically being the peak offending periods (based on a 4 yr average May to Aug accounts for 36.5% of the annual total), whilst decreases are typically seen in the winter months (Nov to Feb represents 30.4%).

Serious sexual offences and rapes peak day is Saturdays between 2300hrs and 0000hrs (6%) further strengthening the assumption linking sex offences to the night time economy and alcohol. The peak period of time for offending is Friday to Sunday between midnight and 7am. As with geographical location the temporal peaks of serious sexual offences are similar to those of robbery and violent crime.

### 3.34 Conclusions:

Analysis shows that alcohol is a contributing factor to victim vulnerability and there appears to be a clear linkage with night time economies: the majority of victims in the Problem Profile had prior contact with the suspect in either social settings such as licensed premises. Recommendations therefore include:

(a) MPS intelligence and crime reports should include details of which social venues the victim had visited to ensure crime prevention is targeted at the correct venues.

(b) Further work with licensees and businesses in night time economies around campaigns to promote responsible drinking and awareness/consciousness of safety issues, particularly for women.

(c) Increased and high visibility patrolling during peak days and times identified in the Problem Profile, paying particular attention to the main cluster areas for offences and transport hubs where victims can easily be approached and followed.

(d) Further efforts to promote reporting of rape and sexual offences.

### Priority Theme: Serious Youth Violence

#### 3.35 Overview:

The definition of ‘serious youth violence’ currently in use by the MPS is ‘any offence of most serious violence or weapon enabled crime, where the victim is aged 1-19’ i.e. murder, manslaughter, rape, wounding with intent and causing grievous bodily harm. ‘Youth violence’ is defined in the same way, but also includes assault with injury offences.

<table>
<thead>
<tr>
<th>Crime-type/Issue</th>
<th>Volume</th>
<th>Performance</th>
<th>Trends</th>
<th>Impact</th>
<th>Priority</th>
<th>Public Concern</th>
<th>Generator</th>
<th>PESTELGO</th>
<th>TOTAL SCORE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Violence: Serious Youth Violence</td>
<td>1</td>
<td>3</td>
<td>3</td>
<td>2</td>
<td>3</td>
<td>3</td>
<td>2</td>
<td>3</td>
<td>20</td>
</tr>
</tbody>
</table>
3.36 The young are both the perpetrators and the victims of most serious violence in Lambeth. Due to its links to crimes of serious violence such as GBH and Robbery, this crime category scored high on the matrix. Robbery and violence are on the increase and is a key crime concern for Lambeth police. This crime type also scored high on risk and is also of huge media / public interest.

3.37 Current Trends:
Serious Youth Violence increased by about 18%, 1 Apr to 21 Nov 2010. There were 2 youth murders and 4 attempted murders, all featuring black victims and black suspects.

3.38 The key elements in the profile of Serious Youth Violence include:
- 50% of all Serious Youth Violence offences are weapon enabled personal robberies;
- 38% are GBH related offences;
- 68% of offences saw a knife or bladed article used;
- 6% saw a firearm fired;
- 28% of victims received an injury that was moderate to fatal.

3.39 VOLT analysis:
411 Suspects, Apr-Dec 2010

**Victims**
- Gender – Nearly 85% of serious youth violence victims were male.
- Age – Young black victims are significantly over-represented as victims of stabbings and shootings.
- Race – The majority of victims were of black ethnicity, followed by those that were white. Black victims are significantly over-represented as victims of Serious Youth Violence. All other ethnicities are under-represented.
- Other – Only 21% of the victims knew the suspect for the offence.
- Patterns – The majority of offending is related to gang activity. From intelligence, a large proportion of suspects were known gang members or associates. The activity is often concentrated in known gang territories and often on gang boundaries where rivals often clash.

**Offenders**
- Gender – 67% were male.
- Age – youth violence by definition applies to those aged 19 years and under. The highest age in the category for suspects was 18 years (12%) this was followed by those aged 16 years (10%).
- Race – 54% (221) suspects were black, 9% (37) were white.
- Patterns/Drivers – From the analysis of suspect names and intelligence, a large proportion of suspects were known gang members and associates.

**Locations**
As is to be expected, incidents of Serious Youth Violence typically occur where groups of young people congregate – in the vicinity of schools, around transport hubs as young people travel to and from school and in the vicinity of facilities such as youth clubs.

Due to the linkage with group violence, or gang offending, serious youth violence is also associated with areas of social housing and postcodes where gang activity is high.

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32 Serious Youth Violence Independent Analysis FYTD - April - December 2010
33 MSV Problem Profile - August 09 - 10 Data
Times 32.5% of offences took place between 1500 – 1800 hours, within the after-school period with offences most likely to occur on Friday (66) or Saturday (60). On these two days, offences are more likely to take place between 1500 –1900 hours (39) and 2200 – 0200 hours (34).

3.40 Conclusions:
The high level of serious youth violence in Lambeth and increases in 2010 (although the rate of increase is now tailing off) have ensured this crime type remains a high priority for MPS and Safer Lambeth. It is recommended that the current approaches to tackle this problem are maintained in the year ahead:

(a) Prevention:
- maintain intervention programmes, particularly Young and Safe, to identify and support young people involved, or at risk of involvement, in serious violence and gang activity;
- undertake visible deterrence activities, for example in the vicinity of transport hubs, schools and youth centres, to deter the carrying of knives;
- develop youth engagement activities around anti-knife/anti-violence messages, utilising the voices of parents and victims to seek to mobilise peer pressure.

(b) Disruption /Enforcement:
- maintain continuity of operational responses: intelligence-led operations against key nominals and high visibility operations, as with Blunt 2, to reassure the public and provide visible deterrence (as above);
- develop Operation Allegra as the key mechanism for identifying and disrupting the offending behaviour of key gang nominals (see below);

Sub-Theme: Gangs and Group Violent Offending

3.41 Gang violence and offending is a cross cutting theme for Lambeth and the MPS. A high proportion of youth violence can be attributed to gang tensions or is committed by individuals with gang links. At least 17% of Lambeth’s stabbings and over 50% of shootings are gang related. Sampling suggests that individuals who are members of gangs are responsible for around 22% of Lambeth’s violence against the person.5

3.42 Young people involved in gangs are often linked to Personal Robbery (19%), GBH / Assaults, Weapon enabled crime and drug supply. Gang offences are often unreported due to fear of reprisals and witness intimidation. Although only 7% of MSV incidents carry a gang flag, this may be a consequence of this under-reporting. Gang incidents, especially if resulting in fatalities, are much more likely to receive widespread coverage and therefore impact on public confidence, particularly for residents living in the 'postcode areas' where gang activity tends to be concentrated.

34 “The gang is a relatively durable, predominantly street-based group who see themselves and are seen by others as a discernible group for whom crime and violence is intrinsic to group practice and solidarity. It is a mutation of the peer group. Crime, especially violent crime in the gang is instrumental as well as expressive as it involves that construction and reconstruction of a distinctive form of culture and masculinity.” - MPS (2010)

35 Based on a random dip sample of 50 individuals accused of VAP offences for FYTD to 31/12/2009, 11 have links to gangs.

36 Robbery Problem Profile – Cook & Minett (August 2010)
3.43 Street gangs have a tendency to be in conflict with other gangs, usually around personal or territorial disputes, leading to a high potential for gang activity to be associated with serious violence. Gang disputes are generally territorial and occur over relatively short distances (an average of 2.5 miles).

3.44 VOLT analysis:

52 gang flagged incidents, 01/04/10 and 30/09/10

Victims
- **Age** – Victims of gang related offences had a median age of 20 and the main age range of victims was 15-20 years (65% or 20 victims), followed by 21-29 years (35% or 11 victims). There were 19 victims under 19 years, with the lowest age being 15 years.
- **Race** – When the ethnicity of victims aged 20 years or under is analysed, the disproportionality is even more evident, with 87% of victims of black ethnicity.
- **Other** – Victims are frequently reluctant to persevere with seeing cases through to prosecution due to fear of reprisals.

Offenders
- **Gender** – Suspects for these group/gang offences are most likely to be males.
- **Age** – between the ages of 15-20 years or 20-29 years.
- **Race** – the majority are BME.

Locations
The main wards for offences were Coldharbour (8), Larkhall Hill (4) and Clapham Town (2).

The key postcode areas for gang offending are SW9, SW8, SE11, SW2, SW4, SW16.

Gangs and gang nominails do not solely operate in their home areas and can be shown to establish conflicts with gangs in other boroughs, and commit a variety of crimes across London37 but their geographical nature does mean that they tend to cause most harm in their own localities.

Times
Gang-flagged offending rises in mid-afternoon and reaches a peak between 1800 and 2200 hours. Peak days this year are Mon, Thurs and Fri.

3.45 Conclusions:

There is widespread but sporadic gang and group violent activity in Lambeth, centred in areas of social housing, and producing the high risks of serious youth violence and associated offending (eg. related to drugs markets) that needs to be managed through control strategies and partnership/multi-agency interventions. It is recommended that:

(a) The key emphasis should remain on early intervention and support for individuals at risk or to exit gang lifestyles. Young and Safe and Operation Allegra should be maintained as the key intervention programmes.

(b) To this end, there is a need for further multi-agency working to design and implement partnership interventions around the five priorities of the Young and Safe model:

- **Intelligence-led working**: early identification of vulnerable/at risk individuals and accurate targeting of key nominails within gangs;

- **Targeted diversion**: greater targeting and better coordinated support and services to promote/support exit from gang lifestyles;

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37 MIB/351/2009 Gang Related Violence
- **Support for education/employment/training:** supporting young people in community settings to access employment and training as a positive alternative to gang lifestyles;
- **Family support and intervention:** working with parents and family members to address underlying social factors that may leave young people at risk of gang involvement;
- **Active enforcement:** implementation of the Sanctions Model in Young and Safe and 'consequences' element of Allegra to disrupt gang activities by targeting key nominals and known gang members.

(c) Robust enforcement interventions remain essential in order to maintain public confidence, but these need to be intelligence-led and focused on the 'high value' individuals engaged in gang activity, particularly in the higher, and more influential, age groups (i.e. individuals in their 20s).

(d) For age groups that fall outside the ambit of *Young and Safe*, it is recommended that further consideration be given as to what intervention and support services can be directed towards these individuals, particularly if they wish to engage in exiting their gang affiliation. In particular, pathways to employment, education and training and access to housing, mentoring, mediation and relevant health services.
4. Lower risk/impact, higher volume offending: Neighbourhood Crime issues

The Priority Themes for neighbourhood crime are:

Total Notifiable Offences increased by 0.8%. TNOs involving a victim increased by 2.8% (all to 21 Nov 2010).

Acquisitive crime (local hotspots): Serious Acquisitive Crime increased by 0.7% compared to the same period last year. Robbery increased by 15% (227 offences) to 21 Nov 2010.

Anti-social behaviour increased by 12% (incidents reported, Apr-Jul 2010 compared to same period last year). However, public perceptions of ASB continue to improve, down to 15% in the latest residents’ survey.

Overview: the Neighbourhood Crime agenda

4.1 Most crime and offending in Lambeth as actually experienced by residents, and especially disorder and anti-social behaviour, is highly localised and often considered to be ‘low level’ offending, presenting itself within neighbourhoods and strongly impacting on public perceptions of well-being and community safety.

4.2 The ‘neighbourhood crime’ agenda comprises issues including:
- Total Notifiable Offences (TNOs);
- ASB, harassment, victimisation, hate crime;
- localised crime ‘hotspots’ (eg. robbery, burglary, drug dealing);
- localised ‘enviro-crime’ issues (eg. fly-tipping, litter, graffiti, noise);
- social housing/estate related issues (eg. gangs).

4.3 Maintaining and improving public confidence in the ability of the police, council and other agencies to tackle the crime and anti-social behaviour issues that matter to local people is a key objective for the Safer Lambeth Partnership. Public confidence helps the police and partner agencies to do a better job. Research has shown that people who have high levels of confidence in the police are more likely to report victimisation, come forward with information to assist cases, cooperate with the police, follow the instructions of officers and obey the law.

4.4 Although recent Residents’ Surveys suggests some improvement in public perceptions in relation to crime and ASB (the score for the latter improving from 29 to 21% of residents being concerned about ASB where they live), there can be no doubt that Lambeth remains a borough with a high incidence and perception of anti-social behaviour and related disorder. Further, a recent survey suggested 62% of residents who made an ASB complaint were dissatisfied with the outcome.

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38 As opposed to Regina crimes, i.e. offences against the state, which have fallen by 12%
39 London Borough of Lambeth, 2010
4.5 **Total Notifiable Offences**

For Lambeth in 2009/10, the breakdown of TNOs was as follows:

<table>
<thead>
<tr>
<th>CATEGORY</th>
<th>Offences</th>
<th>% of total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Other Theft</td>
<td>4,734</td>
<td>13.35%</td>
</tr>
<tr>
<td>2 Possession Of Drugs</td>
<td>3,191</td>
<td>9.00%</td>
</tr>
<tr>
<td>3 Burglary in A Dwelling</td>
<td>2,871</td>
<td>8.10%</td>
</tr>
<tr>
<td>4 Assault With Injury</td>
<td>2,737</td>
<td>7.72%</td>
</tr>
<tr>
<td>5 Theft From Motor Vehicle</td>
<td>2,249</td>
<td>6.34%</td>
</tr>
<tr>
<td>6 Robbery Person</td>
<td>2,170</td>
<td>6.12%</td>
</tr>
<tr>
<td>7 Common Assault</td>
<td>1,956</td>
<td>5.52%</td>
</tr>
<tr>
<td>8 Theft Person</td>
<td>1,886</td>
<td>5.32%</td>
</tr>
<tr>
<td>9 Harassment</td>
<td>1,789</td>
<td>5.05%</td>
</tr>
<tr>
<td>10 Criminal Damage To Motor Vehicle</td>
<td>1,386</td>
<td>3.91%</td>
</tr>
<tr>
<td>11 Theft/Taking Of Pedal Cycles</td>
<td>1,266</td>
<td>3.57%</td>
</tr>
<tr>
<td>12 Criminal Damage to a Dwelling</td>
<td>1,161</td>
<td>3.27%</td>
</tr>
<tr>
<td>13 Theft/Taking Of Motor Vehicle</td>
<td>1,063</td>
<td>3.00%</td>
</tr>
<tr>
<td>14 Theft From Shops</td>
<td>1,020</td>
<td>2.88%</td>
</tr>
<tr>
<td>15 Burglary in Other Buildings</td>
<td>843</td>
<td>2.38%</td>
</tr>
<tr>
<td>16 Other Criminal Damage</td>
<td>644</td>
<td>1.82%</td>
</tr>
<tr>
<td>17 Wounding/GBH</td>
<td>555</td>
<td>1.57%</td>
</tr>
<tr>
<td>18 Other Fraud &amp; Forgery</td>
<td>544</td>
<td>1.53%</td>
</tr>
<tr>
<td>19 Fraud/Forgery (Counted Per Victim)</td>
<td>518</td>
<td>1.46%</td>
</tr>
<tr>
<td>20 Other Notifiable</td>
<td>512</td>
<td>1.44%</td>
</tr>
<tr>
<td>21 Other Violence</td>
<td>459</td>
<td>1.29%</td>
</tr>
<tr>
<td>22 Criminal Damage To Other Buildings</td>
<td>408</td>
<td>1.15%</td>
</tr>
<tr>
<td>23 Other Sexual</td>
<td>374</td>
<td>1.05%</td>
</tr>
<tr>
<td>24 Offensive Weapon</td>
<td>294</td>
<td>0.83%</td>
</tr>
<tr>
<td>25 Robbery Business</td>
<td>246</td>
<td>0.69%</td>
</tr>
<tr>
<td>26 Drug Trafficking</td>
<td>200</td>
<td>0.56%</td>
</tr>
<tr>
<td>27 Rape</td>
<td>185</td>
<td>0.52%</td>
</tr>
<tr>
<td>28 Handling Stolen Goods</td>
<td>81</td>
<td>0.23%</td>
</tr>
<tr>
<td>29 Motor Vehicle Interference &amp; Tampering</td>
<td>49</td>
<td>0.14%</td>
</tr>
<tr>
<td>30 Going Equipped</td>
<td>40</td>
<td>0.11%</td>
</tr>
<tr>
<td>31 Other Drugs</td>
<td>20</td>
<td>0.06%</td>
</tr>
<tr>
<td>32 Murder</td>
<td>7</td>
<td>0.02%</td>
</tr>
<tr>
<td>Total</td>
<td>35,458</td>
<td></td>
</tr>
</tbody>
</table>

4.6 This breakdown shows that the highest volume offences within TNOs tend to be those that fit in the 'neighbourhood crime' agenda identified above. Therefore, key offence categories including theft, burglary and assault with injury will need to be a partnership focus for neighbourhood working if the TNO reduction target (see para. 1.12, above) is to be met.

4.7 In addition to TNOs, the **priority themes** identified by the prioritisation matrix were:

- **Acquisitive crime hotspots**, particularly Personal Robbery;
- **Anti Social Behaviour**, particularly acts directed against people and misuse of public space.
Priority Theme: Personal Robbery

4.8 Overview:
Robbery is a key crime type as identified by the Lambeth Scoring Matrix.

<table>
<thead>
<tr>
<th>Crime-type/Issue</th>
<th>Volume</th>
<th>Performance</th>
<th>Trends</th>
<th>Impact</th>
<th>Priority</th>
<th>Public Concern</th>
<th>Generator</th>
<th>PESTELGO</th>
<th>TOTAL SCORE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Acquisitive: Robbery (Person)</td>
<td>3</td>
<td>3</td>
<td>2</td>
<td>2</td>
<td>3</td>
<td>3</td>
<td>3</td>
<td>3</td>
<td>22</td>
</tr>
</tbody>
</table>

4.9 It is a key crime concern and a priority for most BOCUs within MPS. Robbery by its nature is a violent crime and often involves weapons or the intimidation of weapons. It scored high risk as it has the potential to develop into more serious offences. Robbery is also an extension of bullying. The night time economy is an important generator of London’s robbery offences with such areas experiencing elevated levels of robbery and the majority of robbery offences occurring in associated time frames. As a result the location and timing of robbery offences is closely associated with other crimes that are heavily linked to alcohol and the night time economy such as disorganised violence and sexual offences.

4.10 Current Trends:
In the 3-month period analysed for the Problem Profile (01/04/2010-30/06/2010), there was a 29% increase in Personal Robbery (147 offences) when compared to the same period in the previous year. Currently, personal robbery is showing an increase of 15% for the Apr-Dec period this year compared to last year.

4.11 Using the cost of crime estimator, each reported robbery costs in the region of £22,000. The Criminal Justice costs alone per reported crime are £8,000.

4.12 VOLT analysis:
654 offences, 1/4/10 - 30/6/10 (Problem Profile)

Victims
- **Gender** – Of the 730 victims, 75% (550) were male.
- **Age** – 7% were aged Under 12; 19% 13-16; 29% 17-25; 23% 26-35; 22% 36 and over. Therefore, 71% of victims were aged between 13-35 years.
- **Race** – 56% of victims were white and 26% African Caribbean.
- **Other** – 83% of victims (606) were alone when they were targeted.
- **Patterns** – From further analysis victims were either schoolchildren leaving school at the end of the day or predominately young males making way home after a night out. The locations of offences correlate with night time economy areas and around schools.

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40 Cost of crime calculator – Home Office (2010) Variables include - Defensive expenditure, Insurance administration, Physical and emotional impact on direct victims, Victim services, Lost output, Health services and Criminal Justice System costs
Offenders

- **Gender** – 95% of suspects were male.
- **Age** – 87% of all suspects identified were aged between 13 and 25; 69% of suspects were under 19 years.
- **Race** – 84% of all suspects identified were African Caribbean.
- **Other** – Within Lambeth there are a large number of individuals who will commit robbery offences. Within this large group there are a much smaller number of individuals who are prolific and commit a disproportionate amount of offences. In the three-month period, 1433 suspects were responsible for 643 personal robberies. 378 (59%) offences had more than one suspect recorded.

Locations

The geographical locations of Lambeth's robbery hotspots appear to be largely determined by four factors: drug markets, schools, concentrations of licensed premises and transport hubs. As a result of the generating factors Lambeth's robbery hotspots are often very similar to the locations of some other forms of crime. There are significant crossovers with drugs hotspots, violence hotspots and to a lesser extent with sexual offence hotspots.

The A23 corridor has the highest volume of robberies on Lambeth. There are five distinct hotspot areas; Oval, Brixton Town Centre, Stockwell Tube station, Clapham High Street and Streatham rail station.

Times

Personal robberies were committed throughout the week with peaks on Saturday, Sunday and Tuesday. There were 2 peak times: Between 1500 and 1800 (School finishing time) and between 2200 – 0200 (Corresponds with the night time economy).

4.13 Conclusions:

Typically offenders operate in groups of 2 or more (59%) while victims (83%) tend to be alone. Many offences are viewed as an extension of bullying and a display of street dominance in front of friends. Most often offenders intimidate and threaten their victims or simply physically assault their victim; variations on this M/O are not common (<20%).

4.14 Analysis of articles most commonly stolen during personal robberies indicates that mobile phones (25%) are the most common item followed by money. Items usually contained within bags or that people routinely carry ie. credit cards; keys, driving licences and wallets are also commonly taken during personal robberies, although not likely to be the target item due to their low value.

4.15 There is some evidence that drug markets play a role in generating robbery offences involving adult perpetrators: DIP data suggests that 55 out of 143 adults (38%) arrested for robbery offences in 2009/10 tested positive for cocaine or heroin. 36 of the 55 robbery offenders (65%) tested positive for cocaine alone. 24 of the 55 (44%) were in the 18 to 24 age group. An intelligence, enforcement and prevention strategy focused on reducing local drug markets should cause modest reductions in the volume of robbery in those areas.

4.16 The night time economy is also related to Lambeth’s robbery offences with such areas experiencing elevated levels of robbery and the majority of robbery offences occurring in associated time frames. As a result the location and timing of robbery offences is closely associated with other crimes that are heavily linked to alcohol and the night time economy such as disorganised violence and sexual offences.

41 Lambeth Drug Intervention Programme, 2010
4.17 More than any other priority offence type, personal robbery is a crime affecting young people – 55% of victims under 25, 87% of offenders between 13 and 25. A large proportion of the crime is an extension of more traditional forms of bullying. The majority of suspects and victims are young and as a result the time period immediately after the young leave school and college see a substantial spike in offending.

4.18 Recommendations (from the Problem Profile) include:

(a) **Prevention:**
- target hardening of high risk locations such as throughways and thoroughfares after hours of darkness;
- crime prevention leaflets in hot spot and vulnerable areas for distribution to the public;
- high visibility patrols;
- use of decoy operations along main roads.

(b) **Enforcement:**
- dedicated robbery taskforce of police officers;
- use of 'capable guardians', eg. school staff, to provide visible presence at nearest bus stops to schools for 30 minutes after school ends;
- hard targeting of prolific and repeat offenders;
- Increased use of limiting pre and post bail conditions / doorstep curfews to disrupt criminal activity and consistent curfew checks on known offenders;
- Stop and search, section 60’s authorities to detect carriers of weapons, particularly near transport hubs, estates and schools;
- Use of high visibility partnership resources, such as civil enforcement officers in identified hotspots – to act as capable guardians;
- use of mobile CCTV to be deployed to hotspot areas;
- regular Partnership ‘Robbery Weeks’ of multi-agency operations.

**Priority Theme: Anti Social Behaviour (ASB)**

4.19 **Overview:**
Anti-Social Behaviour involves those forms of ‘bad’ behaviour that can cause alarm, harassment or distress to members of the public and which can range from quite minor environmental crimes such as littering, fly tipping and graffiti through to serious hate crime and victimisation of vulnerable individuals. These offences are often considered to be 'signal crimes' in that if not dealt with speedily can lead to a decline in public confidence in the ability of police, council and other agencies to maintain order on the streets. A recent report and research commissioned by HMIC\(^\text{42}\) underlines the need for the police service and councils to properly prioritise anti-social behaviour and not to downplay it as 'low level' or not 'proper' crime. In particular, HMIC recommend:

(a) that police and other services appreciate the 'social harm' caused by ASB and its ability to act as a 'magnet' for other problems, leading through to more serious forms of crime and offending in localities;

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\(^{42}\) HMIC “Stop the Rot” and “Rethinking the policing of anti-social behaviour” 2010
(b) that ASB impacts on public confidence in policing and whether the authorities are judged to be maintaining 'control' of the public realm – rapid and visible responses to ASB problems generate the highest confidence, particularly from victims;

(c) that effective management of ASB can be an agent for a wider regeneration of the overall health, well being and resilience of neighbourhoods and communities.

4.20 The Home Office have proposed a four part typology to classify incidents and acts of anti-social behaviour and this has been used for scoring purposes in the SA Matrix:

(a) **Misuse of Public Space** – visible drug and substance misuse; visible drug dealing; street drinking; begging; prostitution; inappropriate sexual acts in public.

- **Disregard for Community or Personal Well-Being** – noise; vehicle related nuisance; rowdy behaviour; nuisance behaviour; hoax calls.

- **Acts Directed at People** – intimidation/harassment; verbal abuse/bullying; hate crime.

- **Environmental Damage** – criminal damage/vandalism; graffiti; litter, rubbish, fly-tipping, fl- posting; abandoned vehicles.

4.21 These four categories have been separately scored in the SA Matrix:

<table>
<thead>
<tr>
<th>Crime-type/Issue</th>
<th>Volume</th>
<th>Performance</th>
<th>Trends</th>
<th>Impact</th>
<th>Priority</th>
<th>Public Concern</th>
<th>Generator</th>
<th>PESTELGO</th>
<th>TOTAL SCORE</th>
</tr>
</thead>
<tbody>
<tr>
<td>ASB: Misuse of Public Space</td>
<td>3</td>
<td>3</td>
<td>3</td>
<td>1</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>3</td>
<td>19</td>
</tr>
<tr>
<td>ASB: Acts Directed at People</td>
<td>0</td>
<td>2</td>
<td>3</td>
<td>2</td>
<td>3</td>
<td>3</td>
<td>3</td>
<td>3</td>
<td>18</td>
</tr>
<tr>
<td>ASB: Disregard for Well-Being</td>
<td>3</td>
<td>3</td>
<td>3</td>
<td>1</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>18</td>
</tr>
<tr>
<td>ASB: Environmental Damage</td>
<td>2</td>
<td>3</td>
<td>3</td>
<td>1</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>17</td>
</tr>
</tbody>
</table>

4.22 Disregard for Community Well-Being and Misuse of Public Space are very high volume offences (see below) and Lambeth is consistently in the top quartile of London Boroughs for these sort of offences. Acts Directed at People, while low in volume, are high impact on individuals and families and, following the Pilkington and similar cases, there is high public and national concern about this form of offending.

4.23 We are therefore proposing that, although ASB in general should be given a high priority, Misuse of Public Space and Acts Directed at People in particular should be prioritised in control strategies and the new Partnership Plan.

4.24 **Current trends:**

Looking at CAD recorded ASB incidents over time, we can compare each year since 2007:\(^{43}\):

\(^{43}\) MPS PiB data.
4.25 Unfortunately, the CAD codes used by MPS to record ASB incidents changed in July 2010 so it is not possible to make a like for like comparison after then with previous years. However, we can say that, for the first four months of 2010/11 recorded ASB rose by 12% compared to the same period in 2009/10 (from 6,293 incidents to 7,372).

4.26 An analysis of DARIS data over 12 months (01/08/09 - 31/07/10) looked at 19,497 recorded incidents related to ASB. Only about 10% of these ASB calls resulted in a crime being recorded. The breakdown of categories was as follows:

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ASB Problem Profile – Murray & Gale (August 2010)
<table>
<thead>
<tr>
<th>Type</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rowdy / Inconsiderate Behaviour</td>
<td>10,088</td>
</tr>
<tr>
<td>Substance misuse</td>
<td>2,485</td>
</tr>
<tr>
<td>Rowdy / Nuisance Neighbours</td>
<td>1,151</td>
</tr>
<tr>
<td>Noise</td>
<td>1,084</td>
</tr>
<tr>
<td>Street drinking</td>
<td>1,000</td>
</tr>
<tr>
<td>Animal problems</td>
<td>788</td>
</tr>
<tr>
<td>Malicious / Nuisance Communications</td>
<td>708</td>
</tr>
<tr>
<td>Begging / vagrancy</td>
<td>440</td>
</tr>
<tr>
<td>Abandoned vehicle</td>
<td>399</td>
</tr>
<tr>
<td>Fireworks</td>
<td>326</td>
</tr>
<tr>
<td>Vehicle Nuisance / Inappropriate use</td>
<td>313</td>
</tr>
<tr>
<td>Hoax call to Emergency Services</td>
<td>214</td>
</tr>
<tr>
<td>Hate incident</td>
<td>172</td>
</tr>
<tr>
<td>Trespass</td>
<td>160</td>
</tr>
<tr>
<td>Prostitution related activity</td>
<td>122</td>
</tr>
<tr>
<td>Environmental damage / littering</td>
<td>44</td>
</tr>
<tr>
<td>Littering / Drugs Paraphernalia</td>
<td>3</td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
<td><strong>19,497</strong></td>
</tr>
</tbody>
</table>

4.27 The Council has operated an ASB Reporting Line since January 2009 for residents to call with their complaints. The most frequent calls to the Reporting Line are:

- Noisy Neighbours / Noise – 22% (168 calls)
- Animal problems – 11% (82 calls)
- Bullying – 6% (43 calls)

4.28 **VOLT analysis:**

19,497 offences over 12 months (1/8/09 - 31/7/10)

**Victims** Although no victim profile available from the Problem Profile, we know that roughly two-thirds of calls received by the ASB Reporting Line relate to issues in social housing or on housing estates and are forwarded to Lambeth Living. The rest relate to issues for residents living in owner occupied or private rented accommodation. Our work with high risk vulnerable and repeat victims has led to 18 people being risk assessed as vulnerable whose key characteristics include:

- 17 of 18 lived alone;
- 10 female, 8 male;
- average age 49 with ages ranging from 28 to 72;
- 6 cases where drug and/or alcohol issues contributed to vulnerability of the victim.

**Offenders** Although no offender profile is available from the Problem Profile, we can give a breakdown of offenders served with Anti-Social Behaviour Orders in the borough. Currently, 84 ASBOs are in force in Lambeth. The breakdown of offenders is:

- **Gender** – 80% are male.
- **Age** – 6% under 19; 21% 19-25; 26% 26-35; 42% 36-55; 4.8% over 55 or not known.
- **Race** – 66% black; 28% white.
- **Other** – 69% lived or had their offending behaviour in the Brixton area.

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45 The Arms Length Management Organisation that manages most of Lambeth's 'council' housing.
An analysis of 357 ‘ASB subjects’ (i.e. individuals whose behaviour had been complained about) on the ASB Management Information System in Community Safety suggested that:

- 20% were under 18; 21% were 18-25; 16% were 26-25 and 31% were 36 to 55;
- 62% were male and 36% female;
- where ethnic group was stated (sample 448 subjects), 54% were black and 44% were white.

**Locations**

The Problem Profile suggests the following hotspot locations for key ASB categories:

- **Rowdy/Inconsiderate Behaviour** – night time economies and areas of high socio-economic activity: Brixton Town Centre, Clapham High Street, Stockwell and Vauxhall Cross.
- **Nuisance Neighbours** – residential areas, eg. St Leonards, Gipsy Hill (Central Hill estate).
- **Noise** – residential areas, eg. Ferndale (Acre Lane area).
- **Street Drinking** – overlap with night time economies, Brixon Road, Clapham High Street, Vauxhall Cross, Waterloo area.

**Times**

The Problem Profile suggests the following times for key ASB categories:

- **Rowdy/Inconsiderate Behaviour** – linkage to night time economies, therefore times are when these are busiest, partic. weekends.
- **Nuisance Neighbours** – peak times in the evenings and early hours, Thursdays and Fridays were peak days.
- **Noise** – usually early hours, weekend peak.
- **Street Drinking** – late evenings, early hours (possible overlap with drunkenness associated with night time economies).
- **Animal Problems** – mostly daytime spread throughout the week.

4.29 **Conclusions:**

ASB is the highest volume form of offending in the borough and the most likely to be experienced by residents. It therefore has the greatest impact on public confidence. In addition, we know that ASB acts as a ‘magnet’ for other forms of offending, so it has to be taken seriously.

4.30 There does seem to have been some increase, if not in incidents, then in the reporting of ASB in the borough, although public perceptions (from the Residents’ Survey) appear to be showing signs of improvement. However, there remains widespread dissatisfaction with agency responses and outcomes secured for those making ASB complaints.

4.31 An increase in reports of acts directed against people (42%, 2007/8 to 2009/10) is of concern and, following the Pilkington case, efforts need to be maintained to identify and support vulnerable and repeat victims and anti-social behaviour.

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46 Lambeth Community Safety, July 2010
4.32 It is recommended that:

(a) ASB is prioritised in the Partnership Plan for 2011/12 and is adopted as a priority for the work of the new Local Police Teams currently being established by MPS under Project Hannah\(^\text{47}\).

(b) A new ASB Action Plan is developed and adopted by the Partnership to replace the ASB Strategy that ended in 2010.

(c) Acts Directed Against People and Misuse of Public Space should be prioritised within the new Action Plan and the relevant section of the Partnership Plan as the key ASB issues for the borough.

(d) Following the Pilkington case, and bearing in mind evidence that reports of ASB directed against people has increased in Lambeth, the Partnership should maintain and continue to develop the system introduced in 2010 to identify and support vulnerable and repeat victims of ASB. In particular, maintaining a central data and information sharing function in Community Safety to support this work is critical. Lambeth should also seek to participate in the pilot study around reporting and information sharing regarding vulnerable victims by agencies and community safety partnerships recently launched by the Home Office.

(e) Further work is undertaken by the Partnership to improve the ‘customer journey’ or experience of residents making ASB related complaints to police, council or other agencies.

\(^{47}\) A major reorganisation of MPS resources that will see the creation of six Local Police Teams to manage local crime issues at the level of ‘clusters’ of wards.
5. Crime Drivers and Priority Offenders

Priority Theme: Drug and substance misuse

5.1 Overview:
Lambeth has the highest number of problematic drug users (PDUs) in London, with particularly high levels of crack cocaine use. Of Lambeth’s 5592 estimated PDUs, 79% are crack-cocaine users and 76% are opiate users, showing a high level of poly-drug use. Lambeth has over twice the London average of PDUs, with an average of 2305 per borough.

5.2 Lambeth has been identified as one of the main areas of concern for drug-crime in general and especially for crimes related to crack-cocaine.

5.3 Lambeth is one of the boroughs most impacted by networks and gangs involved in the supply, distribution and street dealing of drugs. In addition, Lambeth is identified as the borough of greatest concern for crack cocaine markets, while Brixton Town is identified as a priority area for the MPS in terms of targeting drug supply. This area once again matches the hotspot area for the majority of Lambeth’s priority offences. Tackling the issue of drugs in Brixton Town Centre will have an impact across many areas of crime.

5.4 There are significant gaps in local knowledge regarding drug markets and drug-crime offender profiles, particularly around young adults and the impact of non-Lambeth residents offending in borough.

5.5 Impact
45% of all arrests for trigger offences tested positive for opiates or cocaine. A trigger offence is an offence normally linked to drug use and/or drug crime. It includes theft, robbery, burglary, motor vehicle crime, handling stolen goods, fraud, begging or persistent begging and drug possession offences. Almost half the arrests for these offences involve drug users, indicating drug misuse is a significant crime generator in Lambeth.

5.6 According to the DIP’s Drug Test Recorder (DTR) for 2009/10, 55 robbery suspects tested positive for Class A drugs (8% of all drug related acquisitive crime) the overriding positive drug test being cocaine (65%) or both heroin and cocaine (27%). 93% of the suspects testing positive were males, 63% were black Caribbean/other (16% white British) and 44% were aged 18-24 (31% 25-34 and 25% 35-64).

5.7 Over half of positive tests for trigger offences are for cocaine only, with 14% for opiates only and 30% for both drugs. In other words, 86% of positive tests include cocaine, showing the high level of cocaine use amongst offenders, while 44% of positive tests include opiates.

5.8 Over half of all positive tests result from arrests for Theft or Drug possession. This is partly due to the volume of arrests for these crime types (theft and Drugs possessions are the two highest sources of arrest in Lambeth), but also clearly show the link between offending behaviour and drug use.

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48 Met Intelligence Bureau (2010) Problem Profile: Drugs Crime in London [MPS]
49 Met Intelligence Bureau (2010) Problem Profile: Crack Cocaine Market [MPS]
50 Lambeth Drug Intervention Programme
5.9 The Prolific and Priority Offender (PPO) programme targets the offenders who are responsible for a disproportionate amount of crime. Over the past two years, a significant number of PPOs have been linked with drug use or drug crime. At the end of 2009/10, four-fifths (79%) of PPOs were listed as Class A drug users and one-fifth (21%) as drug dealers. PPOs on license are required to engage with the PPO and DIP programmes and are drug-tested; non-statutory PPOs are also given the opportunity to engage with DIP.

5.10 Over a third of all positive tests were for non-Lambeth residents arrested in Lambeth, which indicates a high number of drug users visiting Lambeth and committing offences.

5.11 Treatment
Research from the National Treatment Agency has shown that treatment is an effective means of tackling drug misuse. Almost half of those discharged from treatment (46%) in 2005/06 demonstrated sustained recovery from addiction. They never came back into treatment, nor were they found to be involved in drug related offending in the following 4 years.

5.12 Lambeth has the largest drug treatment system in London, with over 2000 adults engaged in treatment during 2009/10. Most treatment clients present with opiates as their primary problem substance, although nearly a quarter of clients present with crack-cocaine as a secondary drug. There are also large numbers of powder cocaine and cannabis users in the treatment system, as well as many clients with adjunctive problematic alcohol use.

5.13 Lambeth is one of seven Partnership areas that was successfully awarded the System Change Pilot initiative, allowing freedoms and flexibilities from central government targets and budget restrictions to develop a local drug treatment system that provides stronger and better outcomes for drug and alcohol users. The pilot in Lambeth is focused on drug-using offenders and has enabled the integration of the community-based criminal justice team and CARATs in HMP Brixton to provide enhanced case management from the point of arrest to the point of exit from treatment for all clients. The system change pilot, through the provision of the end to end service, has the potential to provide greater intelligence on the triggers of drug use, quantity of open and closed drug markets and realistic exits from drug dependency.

5.14 Almost a third of clients entering drug treatment are self-referred, although a quarter of all referrals are from the criminal justice system (Arrest Referral, Probation, CARATs, etc). Clients entering treatment from criminal justice referrals are more likely to be treatment naïve (no previous experience of treatment) and are far more likely to be crack users.

Priority Theme: Alcohol misuse and offending

5.15 Overview:
To build a picture of alcohol related crime in Lambeth requires a mixture of local and national data due to the way crime is recorded in the England. The data in the following sections – originating from the North West Public Health Observatory, the British Crime Survey, the BMA, the Home office and others – shows that alcohol is a casual or contributory factor in crime and anti social behaviour in Lambeth.
5.16 The link between crime and alcohol is well known, a report from the Crime and Society Foundation found that police superintendents believe that alcohol is present in half of all crime, whilst a Home Office study found that growth in beer consumption was the single most important factor in explaining growth in crimes of violence against the person. Research also shows that high proportions of victims of violent crime are drinking or under the influence of alcohol at the time of their assault.

5.17 An analysis of data drawn from 41 probation areas in 2004/5 analysis found that:

- over one-third (37%) of offenders had a current problem with alcohol use;
- a similar proportion (37%) had a problem with binge drinking;
- nearly half (47%) had misused alcohol in the past;
- 32% had violent behaviour related to their alcohol use;
- In Lambeth specifically 27% were found to have a criminogenic need relating to alcohol misuse, potentially linked to their risk of reconviction.

5.18 The North West Public Health Observatory gathers alcohol data for England to produce Local Alcohol Profiles for England (LAPE). These profiles combine eight different measures relating to crime, health, mortality and binge drinking to show the impact that alcohol is having on the 354 Local Authorities across England.

5.19 According to LAPE Lambeth’s measurement for alcohol attributable recorded crimes, alcohol attributable violent crimes and alcohol attributable sexual offences are all recorded as significantly worse than the rest of the country as well as at a regional level. For alcohol attributable recorded crimes Lambeth is the 12th worst out of 354 Local Authorities, for alcohol attributable violent crimes Lambeth is the 16th worst out of 354 authorities and for alcohol attributable sexual offences Lambeth is the 8th worst out of 354 authorities.

5.20 **Linkage with Most Serious Violence**

According to the 2009/10 British Crime Survey (BCS), victim reports suggest that offenders are under the influence of alcohol in half of all violent incidents, this is consistent with previous surveys. Applied to local data in 2009/10 this would suggest that alcohol consumption by the perpetrator is linked 50% of the 7,781 Violence Against the Person crimes in Lambeth. This figure includes the GBH that makes up the overwhelming majority of most serious violent crime.

5.21 It is widely understood that being under the influence of alcohol also increases an individual’s risk of being the victim of violent crime.

5.22 According to London Ambulance Service data there appears to be a link between licensed premises, alcohol related injury and crime in the borough, especially violent crime in the vicinity of pubs and clubs between 8pm and 7am, Friday to Sunday.

5.23 Assaults attended by the ambulance service at weekends between the hours of 8pm and 7am are proportionately higher than during the week, and proportionately higher than all calls at the weekend and during the week.

5.24 The number of alcohol related ambulance call outs over the last three years shows a steady climb in numbers from 1,657 in 07/08 to 2,127 in 09/10 a 28% increase.
Over the same three year period the three principal locations for ambulance call outs were Bishops, Clapham Town and Oval, these wards map onto areas of significant night time economy activity at Waterloo, Clapham and Vauxhall Cross.

A six month Lambeth pilot project involving a review of paper custody and Forensic Medical Examiner records and the delivery of alcohol Identification and Brief Advice in police custody suites found that there were three alcohol related arrests per day (from a list of trigger offences) this number is similar to the average of four drug related arrests per day for the same period. It is important to note however that the alcohol trigger offence list did not include offence such as drink driving, domestic violence and others; therefore it is likely that there are more alcohol arrests each day.

Locally alcohol is not routinely flagged on arrest however a Home Office report found that a minimum of one in five people arrested by police test positive for alcohol. An All Party Group of MPs investigating alcohol and crime was advised by the British Medical Association that alcohol is a factor in 60-70% of homicides, 75% of stabbings. There were 691 knife crime’s recorded in Lambeth in 2009/10.

**Linkage with Domestic Violence**
Alcohol is not the cause of domestic violence however it does contribute to intimate partner violence in a variety of ways and can lead to worse outcomes for those involved. The Home Office ‘Findings 217’ report has found that alcohol had been consumed prior to the offence in nearly three-quarters (73%) of domestic violence cases and was a ‘feature’ in almost two-thirds (62%). Furthermore, almost half (48%) of these convicted domestic violence offenders were alcohol dependent.

In Lambeth last year there were approximately 5,000 calls to the police for domestic violence of these just under 2,000 were recorded as crimes. It is widely understood, however, that reported DV represents only a fraction of the actual occurrence of domestic violence. Locally that would equate to 3,650 cases of domestic violence where alcohol was consumed prior to the act and 3,100 cases where alcohol would have been a ‘feature’.
5.30 **Linkage with Serious Sexual Offences**
The Home Office ‘Findings 215’ document states that international research indicates a strong association between alcohol use (both ‘drinking in the event’ and long term drinking patterns) and sexual violence and that many perpetrators have drunk alcohol immediately prior to the incident and/or have drinking problem.

5.31 BCS figures suggest that 15% of female rape victims were too drunk to be capable of giving consent and that perhaps one in ten women have been sexually victimised since the age of 16.

5.32 Women who have consumed alcohol are more at risk of stranger and acquaintance rape than are rape victims generally. A study of female rape victims in the Metropolitan Police District found that 27% had been drinking around the time of the offence.

5.33 In Lambeth there were 81 rapes and sexual offences in the period from 01/01/2010 to 13/06/2010 and 90% of victims were females. The main wards for offences were Bishops, Coldharbour, St Leonard’s, Clapham Town and Oval. Offences were more likely to occur between Friday to Sunday and between midnight and 7am.

5.34 31% of the victims had self-administered alcohol, 2% had self-administered drugs and 2% had self-administered drugs and alcohol. In addition, 10% were unsure of events.

5.35 **Linkage with Anti-Social Behaviour (Misuse of Public Space)**
A borough wide Controlled Drinking Zone (CDZ) came into effect in Lambeth on the 1st of December 2009. As of this date it became an offence to continue drinking in a public place after being requested by a police officer or PCSO to stop.

5.36 In the first nine months of the CDZ the powers were used 684 times the most common areas were Brixton Town Center, Streatham and St Leonards, the Oval, and Thurlow Park. The continued use of the powers is necessary to decrease the anti social behavior that is associated with on street drinking.

5.37 **Conclusions:**
In order to deal with the crime and anti social behavior issues that are linked to alcohol we need to help the licensed trade and night time economy to operate in a responsible way. It is recommended that MPS and Safer Lambeth focus on engagement with night time economies in the following ways:

(a) Work with licensees:
- pubs watch schemes and licensing forums;
- training for managers and bar staff.

(b) Review local licensing policy with a more robust approach to irresponsible licensees. This will enable:
- applications to give greater consideration to the local area;
- a late night license levy;
- making health bodies responsible authorities;
- making relevant licensing authorities responsible authorities;
- more powers to deal with persistent sales of alcohol to children;
• reducing the burden of proof for licensing authorities;
• Introduction of cumulative impact policies (saturation zones) without the heavy statistical burden.

(c) Quantifying crime attributable to alcohol is often a case of applying national research and data to the local area. It must be a priority to accurately determine alcohol related crime in Lambeth. This could potentially be done by correct flagging of crimes by police, or by alcohol screening for those presenting in police custody suites. Screening could be done as a short project to establish accurate Lambeth specific data including:

• numbers of people in custody with alcohol in their system;
• numbers of people in custody who are hazardous, harmful, or dependent drinkers;
• numbers and type of crime committed by those under the influence of alcohol;
• demographic breakdown of alcohol users who present in custody.

(d) Utilize 'End 2 End' arrest referral element to screen and offer appropriate intervention as well as brief advice for relevant individuals. By using the pre-existing service this could be done with no extra cost.

(e) Consider incorporating alcohol related offenders and repeat offenders into the wider Integrate Offender Management framework.

(f) Enable tier-one workers (eg. social workers) to use basic identification and brief advice tools for early identification of those who may have an alcohol issue.

(g) In public areas the continued use of the Controlled Drinking Zone specifically, best practice should be formalised and used across the borough and police should continue to have training in this area.

Priority Offenders in Lambeth

5.38 Overview:
Who are the key categories of offenders responsible for the priority crime types identified in our matrix analysis in Section 2, above? From the VOLT analysis for each priority crime-type and from offender profiling of those charged with offences, we can draw the following conclusions about ‘priority offenders' in the borough:

(a) Most Serious Violence

• Of those Serious Violence offences where at least one suspect was charged\(^{51}\) 59% were accounted for by GBH with Intent and 38% for GBH/Serious Wounding.

• 83% of accused were male. 56% were of Black origin and 35% were of White-North European origin. 21% of accused were aged 20-24, 16% aged 25-29 and 20% aged 30-39.

• 21% of those accused had a previous conviction and were known to Police.

\(^{51}\) Accused (charged) data for 08/11/2009 – 09/11/2010
(b) **Weapon Enabled Crime**
- 93% of Weapon Enabled Crime offenders\(^{52}\) were male. 65% of the suspects were of Black origin and 24% were of White-North European origin. 32% of those charged with weapon offences were aged 15-19.
- 21% of all suspects charged gave their occupation as unemployed and 17% were students/school children. 13% had previous convictions recorded.

(c) **Domestic Violence**
- Of those offences that are flagged as Domestic Violence\(^{53}\), 28% were Common Assault offences, 20% were Domestic Incidents and 14% ABH and Minor Wounding offences.
- 79% of suspects were male. 50% were of Black origin and 31% were White. 23% were aged 19-25, 19% aged 26-30 and 28% aged 31-40.
- Ex boyfriends were responsible for 31% of offences flagged as DV. Current boyfriend accounted for 20% of DV flagged offences. 78% occurred in a private place.
- Research (see 3.21, above) suggests that many DV perpetrators are chronically aggressive and anti-social with more than 50% involved in alcohol abuse, 40% drug abuse and 28% with mental health problems.

(d) **Serious Sexual Offences**
- Of those suspects charged with Sexual Offences\(^{54}\), 40 were charged with sexual assault on a female, 24 offenders charged with kerb crawling. Other charges include rape and exposure.
- 100% of offenders charged were male. 42% were of Black origin and 31% were of White-North European origin. 24% were aged 20-24; 11% aged 25-29; 28% aged 30-39 and 23% aged 40-49. 30-49 year olds combined made up 51% of the total.
- 11% of offenders had a previous conviction recorded.

(e) **Serious Youth Violence**
- 67% were male; the highest age in the category for suspects was 18 years (12%) this was followed by those aged 16 years (10%); 54% of suspects were black, 9% were white.
- From the analysis of suspect names and intelligence, a large proportion of suspects were known gang members and associates.

(f) **Robbery**
- 92% of offenders were charged with robbery of personal property\(^{55}\).
- 92% of offenders were male. 78% were of Black origin with 17% of White – North European origin. Offenders 19 and under account for a total of 62%.

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\(^{52}\) Accused (charged) data for 08/11/2009 – 09/11/2010  
\(^{53}\) Data extracted from 06/12/2009 – 05/12/2010. Flags are not a mandatory field and therefore are dependent upon the accuracy of officers who input the crime reports onto CRIS (Crime Reporting Information System).  
\(^{54}\) Accused (charged) data for 08/11/2009 – 09/11/2010  
\(^{55}\) Ibid.
• 28% of accused gave their occupation as unemployed and 24% as a student. 15% had previous convictions recorded.

(g) **Anti-Social Behaviour**

- Breakdown of offenders served with ASBOs:— 80% are male; 6% under 19; 21% 19-25; 26% 26-35; 42% 36-55; 66% black; 28% white.

- An analysis of 357 'ASB subjects':— 20% were under 18; 21% were 18-25; 16% were 26-25 and 31% were 36 to 55; 62% were male and 36% female; where ethnic group was stated (sample 448 subjects), 54% were black and 44% were white.

5.39 **London Borough Offender Profile**

This research report provides information on people moving through the criminal justice system in London based on data covering arrests and people charged by the police, information on court processes, receptions into London prisons and case commencements of offenders subject to supervision by London Probation in 2009/10. It includes OASys assessments completed by offender managers in London Probation Trust which record criminogenic factors seen as contributing to an individual’s offending behaviour. The key findings include:

(a) Lambeth MPS carried out over 13,000 arrests in 2009/10, third behind Westminster and Southwark. 5,709 people were detained for court and bailed to court, 851 female and 4,858 male. There were 2,171 probation commencements, 1,339 of which were in the community.

(b) more than 1,500 out of 33,800 prisoners received into London prisons came from Lambeth in 2008/9; equal to Newham and behind only Southwark and Westminster.

(c) 45% of OASys assessments indicated a need for further mental health assessment (about 48% in Lambeth).

(d) 181 offenders in Lambeth were assessed as displaying indicators of ‘Dangerous and Severe Personality Disorder’ (DSPD) out of 3,022 for London as a whole.

(e) Details of OASys assessed need for Lambeth offenders includes:

- 21% had accommodation needs (19% for London);
- 32% had ETE needs (28% for London);
- 37% had drug misuse issues (33% for London);
- 27% had alcohol misuse issues (34% for London)

(f) LISARRT data for Lambeth offenders includes:

- 38% of offenders were living in temporary accommodation, hostels or of no fixed abode prior to custody (38% for London);
- 39% did not have a job before prison (32% for London);

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57 OASys (Offender Assessment System) is the joint Prison and Probation Services system to assess how likely an offender is to reoffend and the likely seriousness of any offence they are likely to commit.

58 *Local Initial Screening and Reducing Re-offending Tool* is part of the resettlement induction process completed in prison and provides information about prisoners from a questionnaire which can be broken down to local authority level. LISARRT data only available for the Aug 09 to Mar 10 period.
• 28% said they used drugs (26% for London);
• 15% said they had debts or fines outstanding (17% for London)
• 26% said that benefits were their main source of income prior to custody; 24% said employment and 3% said 'crime' (29%, 28% and 4% for London, respectively).

5.40 **Conclusions:**
Managing priority offenders will be a key challenge for Safer Lambeth if reduction targets for the priority crime-types identified in this Strategic Assessment are to be achieved. In the light of the offender profiling information, above, the following recommendations are proposed for further development in the Partnership Plan.

5.41 **Proposed priority offender groups**
The following groups of offenders should be the focus for approaches to offender management on a multi-agency basis in 2011/12:

(a) offenders engaged in substance misuse, particularly crack and heroin;
(b) key gang nominals – high value offenders, particularly in the 19-25 age group;
(c) prolific violent offenders (explore linkage between MSV and DV);
(d) prolific sex offenders;
(e) the most persistent and prolific offenders for acquisitive crime (PPOs);
(f) offenders who have served sentences of less than 12 months.

5.42 **Addressing drivers of offending**
The new Green Paper\(^{59}\) proposes, “Managing offenders means striking the right balance between controlling them to protect communities and requiring them to take the action need to change their criminal lifestyle.” Following this approach, we recommend:

(a) develop the IOM model – an integrated multi-agency approach to join together offender management programmes;
(b) tackle mental health, substance and alcohol misuse problems in relation to offending: develop appropriate interventions at all stages of the criminal justice pathway;
(c) review effectiveness of MAPPA\(^{60}\) arrangements for managing the most serious offenders with a view to identifying good practice;
(d) further explore the use of restorative justice approaches including development of community payback;
(e) pilot a local approach to payment by results in the criminal justice system (ie. payments to providers to reduce reoffending once reoffending reduction targets are achieved.)

\(^{59}\) *Breaking the Cycle: Effective Punishment, Rehabilitation and Sentencing of Offenders*, Ministry of Justice, December 2010, p.25
\(^{60}\) *Multi-agency Public Protection Arrangements*
6. **Recommendations from the Strategic Assessment**

6.1 The Safer Lambeth Partnership has a statutory duty to adopt a set of annual priorities for the reduction of crime; the reduction of disorder and anti-social behaviour; the reduction of substance misuse; and the reduction of offending and reoffending.

6.2 The adoption of these priorities is informed by the annual Strategic Assessment. The SA may also make recommendations to inform the development of objectives and targets for these priorities that are framed in the Partnership's annual Partnership Plan.

6.3 In addition the Lambeth Council has a duty to produce a wider *Joint Strategic Needs Assessment* for Health and Wellbeing in partnership with other local agencies considers a full range of safety, wellbeing, health, economic, attainment and personal control and community participation outcomes. This strategic assessment provides the evidence of the crime; disorder, anti-social behaviour and substance misuse findings and priorities for that wider assessment.

6.4 The key recommendations from the Strategic Assessment 2010 are as follows:

**Crime Reduction Priorities for 2011/12**

6.5 These are recommended as follows:

<table>
<thead>
<tr>
<th>Priority Areas</th>
<th>Priority Themes</th>
<th>Sub-Themes</th>
</tr>
</thead>
</table>
| (1) Serious Crime | 1.1 Most Serious Violence | • Licensed premises/ night-time economies  
• Knife crime |
|               | 1.2 Domestic Violence |  |
|               | 1.3 Serious Sexual Offences |  |
|               | 1.4 Serious Youth Violence | • Group offending  
• Knife crime |
| (2) Neighbourhood Crime | 2.1 Total Notifiable Offences |  |
|               | 2.2 Acquisitive Crime Hotspots | • Robbery |
|               | 2.2 Anti-Social Behaviour | • Acts directed against people  
• Misuse of public space |
| (3) Crime drivers and priority offenders | 3.1 Drug misuse |  |
|               | 3.2 Alcohol misuse |  |
|               | 3.3 Priority offenders |  |

**Support for Victims**

6.6 There are a number of categories of victim that are disproportionately affected by the priority crime types listed above. It is recommended that the following types of victim are given particular attention in control strategies and the new Partnership Plan:

(a) the small proportion of repeat victims who are the victims in a third to half of all crime. In particular, vulnerable repeat victims affected by offences within the Acts Directed Against People category of ASB;
(b) young people under 19, who are disproportionately affected by robbery, knife crime and gang offending;

(c) young women, particularly 18-30, who are disproportionately affected by domestic violence and serious sexual offences.

Managing Offenders

6.7 Within the offender and criminal network categories several types of individual or group have been identified who commit or generate disproportionate levels of crime and harm when compared to the average offender. It is suggested that such individuals and groups be proactively targeted on an intelligence, enforcement and prevention basis by all levels of the organisation. These categories of offender include:

(a) offenders engaged in substance misuse, particularly crack and heroin;

(b) key gang nominals – high value offenders, particularly in the 19-25 age group;

(c) prolific violent offenders (explore linkage between MSV and DV);

(d) prolific sex offenders;

(e) the most persistent and prolific offenders for acquisitive crime (PPOs);

(f) offenders who have served sentences of less than 12 months.

6.8 It is recommended that these findings regarding priority categories of offenders are used in selecting the cohort of offenders for the IOM (Integrated Offender Management) programme.

Managing Crime Locations

6.9 Key crime locations that merit proactive targeting on an intelligence, enforcement and prevention basis by all levels of the organisation include:

(a) geographically based drug markets as principle generators of volume crime;

(b) night time economy locations and timings;

(c) repeat victim venues that are affected by disproportionate levels of crime;

(d) gang territory locations;

(e) schools – particularly at closing times.

6.10 Coldharbour and Vassall wards for overlap of MSV and motor vehicle crime, Clapham High St for TNOs and MSV.