

## Southwark Violent Crime Strategy

Foreword.....	2
Executive Summary .....	3
Chapter 1 – DRAFT Southwark Violent Crime Strategy.....	6
Chapter 2 - Introduction.....	7
Chapter 3 - Violent Crime Strategy – Setting our priorities.....	11
Chapter 4 - Low Level Violence.....	15
Chapter 5 - Robbery .....	21
Chapter 6 - Serious Violence Including Group And Weapon Violence .....	26
Chapter 7 - Violence Against Women And Girls.....	41
Chapter 8 - Addressing violent offenders .....	48
Appendix 1 Serious Violence Case Studies .....	50

DRAFT

## Foreword

Southwark has long been recognised as a borough where agencies and communities alike have come together to address violent behaviour. We have shared in the pain of parents who have lost their children to gun and knife crime or families torn apart by domestic abuse. There is no subject within the community safety agenda which unites us in the same way as our commitment to address violence on our streets and in our homes.

So why do we need a violent crime strategy for Southwark now? Despite our successes in reducing violent crime, Southwark still records some of the highest levels of domestic abuse, serious youth violence and weapon violence. Our research tells us that violence doesn't just happen. There are clear causes and triggers. If we are going to make a long term difference we need a strategy which is owned by all of our partners and gives a clear direction for the next 5 years.

We know that public services face real challenges in the years ahead. We need to use our resources wisely and collaboratively, where and when they will make the most difference to our communities. The violent crime strategy gives us an insight on how we can achieve this and most importantly, creates a framework which allows our communities and businesses to take a lead role.

The strategy paints a very real picture of the challenges that we face, if we are to address the causes of violent behaviour. We fully recognise that the strategy highlights some cultural and social issues and that some aspects of violent crime, such as robbery and serious violence impacts on some parts of our communities more than others.

The council, police and agencies that make up the Safer Southwark Partnership have made a conscious decision to include this information. We have done so, because we believe that we need to be open and honest with our communities, if we are going to make a real difference over the next five years.

There is an undoubted commitment within the Safer Southwark Partnership to tackle violent crime and the impact that violent behaviour has on feelings of safety amongst our residents and businesses. We also recognise the leadership role that we have in encouraging our communities to take an active role to address violence. We cannot be fully successful in delivering the strategy without the involvement of our communities but we also know that we have to set the standards that give local people the strength to be involved.

Violence doesn't have to be a part of our everyday lives. This strategy sends a clear message of our intent that we will work together so that those people who live work and visit our borough can do so without the fear of violence.

Peter John

Annie Shepperd

C.Supt Wayne Chance

## **Southwark Violent Crime Strategy- Executive Summary**

## **Background to Southwark**

Southwark records a significantly higher number of violent crimes against a person (VAP) and robbery incidents compared to the London average.

To meet this challenge, the Safer Southwark Partnership has developed a 5 year Violent Crime Strategy which sets out the underlying causes and impacts of violent behaviour and makes recommendations on how we can make best use of our resources, at a time when those resources will significantly reduced.

### **The local picture**

Southwark has seen a 9% reduction in recorded incidents of violence against the person over the last 5 years. That amounts to over 1,100 less incidents. Despite this, our residents tell us that the top reasons for feeling unsafe are muggings, knife crime and gangs.

The Safer Southwark Partnership has identified the causes of violent crime and worked with those affected to address violent behaviour and attitudes towards violence.

Violent crime makes up nearly 21% of recorded crime in the borough. This has been consistent for two years. Assault with injury also accounts for nearly a third of all recorded VAP in Southwark.

### **Our five priority areas to tackle violent crime**

#### **1. Low Level Violence**

This accounts for over 80% of the total VAP in Southwark.

- Around 73% of racial incidents have been classified as lower level violence.
- Alcohol plays a significant factor when it comes to low level violence.
- Over half of the recorded incidents of low level violence resulted in no injury.
- In a third of cases of lower level violent crimes there is a stated link between the victim and suspect.

#### **Key Recommendation**

- ✓ Establish a multi agency programme, including increasing the visible uniformed presence, focused over the summer period, in the north of the borough on Fridays and Saturdays, involving communities and businesses.

#### **2. Robbery**

There has been a 33% decrease (1,075) in robbery incidents between 2005/6 and 2009/10.

- Robberies take place after school hours and late evenings.
- Incidents peak at the beginning of school terms and around Easter time.
- There are three offenders for every victim of a robbery incident.
- Victims of robbery tend to suffer no or very minor injuries.
- Suspects for robberies tend to be Afro Caribbean males aged 15 to19.

- Fast food delivery firms, cash in transit vans, bookmakers and small convenience stores have the highest number of commercial robberies.
- School routes and estates near Elephant and Castle are particular locations for offences.
- Typical stolen products are easily disposable items with high retail value.

### **Key Recommendations**

- ✓ Realign partnership resources to concentrate on after school hours and late evenings, the two peak periods for personal robbery.
- ✓ Create “safe routes” for pupils between schools and the Elephant and Castle/neighbouring estates for Southwark young people, involving local services and residents.

### **3. Serious Violence (including group and weapon violence)**

In 2009/10 serious violence accounted for less than 2% of all crime in Southwark. The combined total of the “wounding/grievous bodily harm” and “assault with injury” categories has fallen 14% since 2005/06.

- Illegal drug markets, conflict or retribution over territory and disrespect are combinations which cause gang and weapon violence.
- Trauma in the home and the resulting emotional detachment is a key factor.
- The current criminal justice interventions are not effective on a small number of individuals who cause significant violent crime.
- The location of serious violence changes when alcohol is a factor compared to when it is not.
- Gang and weapon violence happens on estates near town centres.

### **Recommendations**

- ✓ Develop a multi agency approach on a clearly defined area focusing on the estates and connected illegal economy.
- ✓ Ensure early intervention is targeted at those most at risk of committing serious violent crime and that exit programmes enable people to make personal decisions to move away from serious violence lifestyles.
- ✓ Develop a single multi agency scaled approach to enforcement and support that utilises the range of resources within the borough.
- ✓ Base the scaled approach model on a shared agreement around risk, intervention and intelligence, sharing and targeted at those individuals who are agreed as posing a significant risk.

### **4. Violence against women and girls**

There has been an 11% decrease in domestic abuse offences between 2005/06 and 2009/10.

- Domestic abuse has a significant impact on children from the earliest age.
- In a third of domestic and sexual abuse cases the suspect knows the victim.
- Young people are affected by relationship violence as both victims and offenders.
- 15-19 year old males are over represented as suspects for sexual offences.

- Peckham has the highest increase of cases of domestic abuse.
- April, May and November are peak months for sexual offences.

### **Recommendation**

- Provision for domestic violence and sexual offences is reconfigured in line with recommendations of the SSP and Children's Trust review of domestic abuse services, due to conclude in December 2010.

### **5. Addressing Violent Offenders**

The Safer Southwark Partnership will be publishing a Reducing Re-offending Strategy, later this year and the recommendations made in the Violent Crime Strategy will be incorporated into this strategy.

- There were 1,441 offenders from Southwark who commenced supervision with London Probation Service in 2008/9.
- 1117 were on community orders and 324 were released from custody.
- The highest offence type was Violence Against the Person with 290 offences, 20% of the overall total. Drugs offences were the third highest recorded offence type (178) with 12% of the total.
- 62% identified a need for education, training, and/or employment. 58% identified a need for thinking and behavioural support.

### **Recommendations**

- ✓ To review and improve current arrangements for identifying and supporting young people and adults at risk (Risk Management Panel, MAPPA and PPO) to ensure offenders are managed by the most appropriate scheme locally. To include transitioning arrangements for those transferring from young person to adult services.
- ✓ To agree a shared risk assessment framework to ensure we target our partnership resources at key individuals effectively and to maximise the resources at our disposal

### **Conclusion**

What is clear from the strategy is that we need to concentrate resources more effectively on those people and places affected by violent crime. It is vital that we establish a multi agency scaled approach which provides choice to move away from violent behaviour but at the same time ensures that the responsibility for those choices rests with the individual or family. We must change the resources from programmes that aren't working to those that have been successful, inline with evidence based outcomes. It is clear that perceptions and feelings of safety are just as important as actual safety figures. As a result we must keep this at the very core of what decisions we make around tackling violent crime.

# Chapter 1 – DRAFT Southwark Violent Crime Strategy

## Background to Southwark

Alongside the City of London, Southwark is one of the oldest areas of London, with a history stretching back to Roman times. Southwark's population reached 274,000 in 2007 and is believed to be growing by as much as 4,000 per year, with a projected population of over 310,000 by 2016. The population has a young demographic profile and demonstrates rich ethnic and cultural diversity, with around one-third (90,600) of the population from black or ethnic minority communities, set to rise to 38% (118,000), by 2011. Southwark is arguably one of the most diverse areas in the capital.

Southwark is made up of eight very distinctive urban neighbourhoods that extend along the river Thames and down into South East London. The borough also encompasses some of London's top attractions, creative hotspots, scenic villages and acclaimed green spaces.

Southwark is rapidly changing, shaped by a range of regeneration programmes including The Shard in the North, Elephant and Castle, Heygate and Aylesbury Estate programmes Bermondsey Spa, Canada Water, Blackfriars and the former Woodene Estate in Peckham. Southwark is also benefiting from a £4m regeneration programme to Burgess Park which will transform the park to a regional destination.

Southwark has a wide-range of leisure and cultural opportunities and makes a significant economic and employment contribution to the local community. The north of the borough is recognised as one of London's fastest growing tourist quarters and a thriving business location.

Alongside the borough's rich vibrancy, Southwark has its fair share of challenges. The Index of Multiple Deprivation (IMD) 2007 shows Southwark as the 27th most deprived local authority nationally and 60% of the borough's wards are among the 10% most deprived in the country. Consequently, the borough faces many challenges associated with meeting the complex health and social needs of an inner-city population. Unemployment in Southwark (8.9%) is higher than the London average (6.7%) and the percentage of the working population claiming benefits in Southwark is 15.6% compared to 13.9% across London. Gross weekly earning for both men and women in Southwark is lower than the London average.

In terms of violent crime, Southwark records a significantly higher number of violence against the person and robbery incidents compared to the London average.

Whilst there have been improvements, the attainment rates for Southwark pupils at Key Stages 1 and 2, GCSE and A levels are below the national average. Teenage conception rates for Southwark are still one of the highest in England.

To meet our challenges, Southwark has a large number of physical regeneration programmes across the borough, alongside a wide range of initiatives aimed at improving educational standards, reducing crime and improving health, housing, social care and the environment.

## Chapter 2 - Introduction

### The national picture

Tackling violent crime remains one of the key priorities for the Home Office. The government has a three year National Violent Crime Action Plan “Saving lives. Reducing Harm, Protecting the Public. A National Action Plan for tackling violence 2008-11”. The strategy highlights that:

- Nationally the British Crime Survey (BCS) shows the number of violent incidents has fallen by half (49%) since 1995, representing an estimated two million fewer incidents and around three quarters of a million fewer victims.
- The number of people convicted of having a blade or pointed instrument has increased significantly between 1997 and 2007.
- Between 1997 and 2007, more serious offences such as murder or weapon related violence has increased, as recorded by the Police.
- The BCS indicates that nationally 46% of all violence is alcohol related.
- The conviction rate for recorded rape offences is less than 6%, significantly lower than for other serious violence offences.

The national action plan sets out a broad national and local framework for tackling violence. It promotes a risk based approach, assessing the factors that influence violence, broken down into four headings, **individual, relationship, community and societal**. The plan promotes partnership working to establish a range of interventions to identify and address these risk factors.

The above plan is one of several national strategies related to the violent crime agenda. “Working together to cut crime and deliver justice 2008-11” sets out the criminal justice national priority to tackle serious offences and prolific offending, in particular violent gangs, rape offenders and better support for victims of sexual offences.

In June 2007, the Government published ‘Safe. Sensible. Social: The National Alcohol Strategy’ which reviewed progress since the publication of the Alcohol Harm Reduction Strategy for England (2007). The 2007 strategy outlines further national and local actions to achieve long-term reductions in alcohol-related ill health and crime. For the first time the strategy makes it a priority to protect young people from alcohol related harm. It also highlights 18-24 year old binge drinkers and young people, under 18s, who drink alcohol and cause or experience harm to themselves and their communities.

Much of the findings in these national policies reflect the issues that we face in Southwark and are incorporated into our recommendations for Southwark.

### The regional picture

Violent crime in London remains a concern for both communities and services alike.

Chart 1 indicates the police recorded violent crime incidents in 2009/10 compared to 2008/9

Chart 1

Violent crime type	2008/9	2009/10	% variation	Green/Amber/Red
Most serious violence	11658	11099	-5%	Green
Assault with injury	59751	59592	0%	Green
Knife crime	12345	12611	2%	Amber
Gun crime	3026	3455	14%	Red
Personal Robbery	29344	30193	3%	Red
Commercial Robbery	3211	3270	2%	Red
Serious youth violence	6676	6781	2%	Amber
Youth Violence	20521	20282	-1%	Amber
Rape	2157	2857	32%	Red
Other serious sexual offences	4308	4630	7%	Red
Domestic violence	52911	51839	-2%	Green

Source: MET police weekly score card, PD71/0910/0/v1

Whilst London remains one of the safest cities in the world, the increase in weapon enabled crime and the high levels of recorded violence against women are priorities across the communities of our capital.

Serious violence and in particular knife crime and serious youth violence has been at the top of the agenda in London for several years. Despite the fact that homicide in London has been falling since 2003/4, youth homicide has increased from 15 in 2003 to 26 by 2007. In 2008, 28 young people under the age of 19 lost their lives, just under 20% of the total number of homicides. The vast majority of these were to knife crime.

In November 2008, the Mayor for London launched 'Time for Action', which sets out the Mayor's commitment to address the causes of serious youth violence. 'Time for Action' has seven key areas:

- A smarter approach to young people in custody for the first time - Project Daedalus.
- Getting and keeping kids in Education - Project Brodie.
- Mayor's scholars, London Academies and apprentices.
- Building character and responsibility - Project Titan.
- Sport and music for all.
- Establishing and disseminating best practice - Project Oracle.
- Combating the fear of youth.

Led by the Mayor's Office and London Council, The London Serious Youth Violence Board was established in 2008 to provide a strategic focus for London to address serious youth violence, gang and weapon violence.

London has also seen a renewed effort to address violence against women. Whilst domestic violence has long been recognised as a clear priority, the recent rise in the recorded statistics in rape, sexual exploitation and sexual offences in London, has resulted in increased pan London cooperation amongst key agencies to address violence against women and girls.

In March 2010, the Mayor of London launched "The Way Forward, Taking Action to end violence against women and girls 2010-13".



The objectives of the strategy are:

- London taking a global lead to end violence against women and girls.
- Improving access to support.
- Addressing health social and economic consequences of violence.
- Protecting women and girls at risk.
- Getting tougher with perpetrators.

It is also clear, from local attitudinal surveys across London, that the fear of violent crime amongst sectors of our communities is affecting their overall perceptions of safety. Addressing violent crime, through better co-ordination of services and by greater involvement of the community, will remain a clear priority for London and Londoners alike.

### The local picture

The 2008 Southwark residents survey showed improvements in both day and night time feelings of safety, with 92% (compared to 86% in 2006) of residents feeling safe walking outside alone in the daytime and 50% (compared to 46% in 2006) feeling safe walking outside alone after dark. However, the top reasons given for feeling unsafe were muggings, knife crime and gangs.

We are also aware that violent crime disproportionately affects young people, both as victims and offenders. Equally importantly, we are aware of the significance that violence has for young people through their experience at home, in the street, through media or, sadly through their own personal experience and which inevitably impacts on their attitudes towards violent behaviour.

As a result, the Safer Southwark Partnership has focused on identifying the causes of violent crime, working with our community and those affected by violence, to establish key programmes to address violent behaviour as well as attitudes towards violence.

We have seen a steady fall in violent crime over the last five years, with an overall reduction of 9% since 2005/06. This means that there have 1,116 fewer incidents of violent crime in Southwark over the last 5 years. This compares to a 14% reduction across London for the same time period and shown in Chart 2.

**Chart 2 - Southwark violent crime offences: 2005/06 to 2009/10**

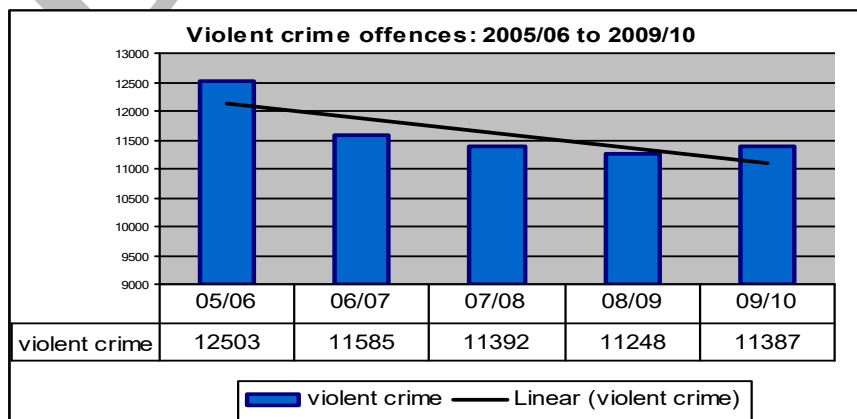
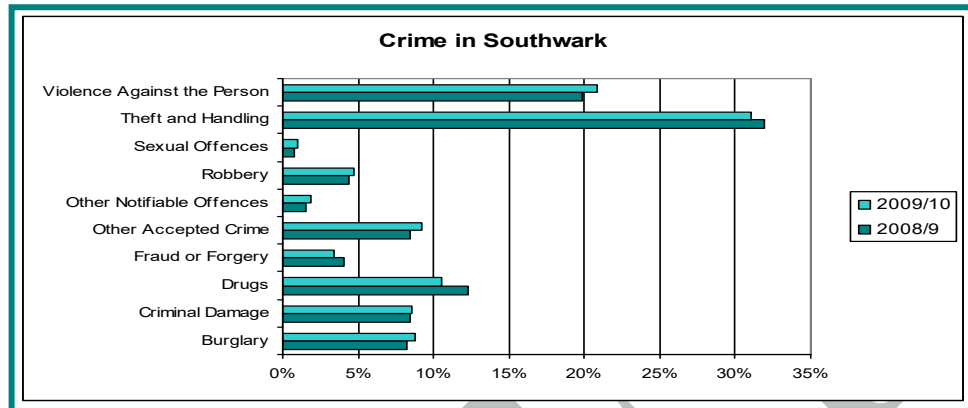


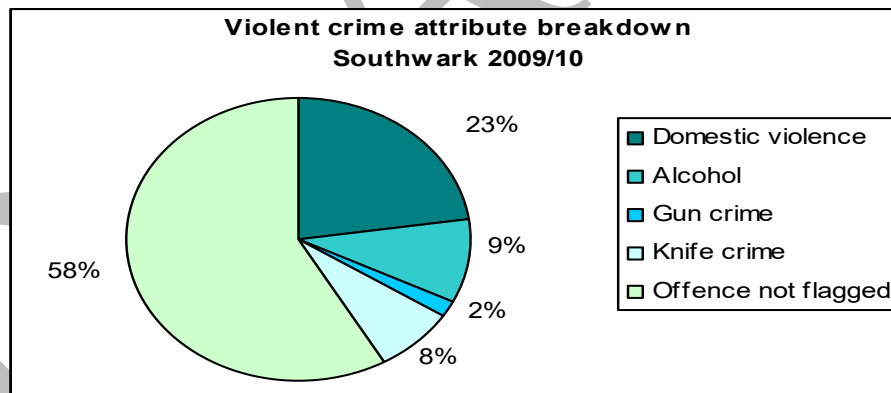
Chart 3 (below) shows that violent crime (which is VAP, robbery & sexual offences combined) accounts for approximately 1 in every 4 offences in Southwark and this proportion has been slightly increasing. Looking back over the past two years we also note that that just over 80% (close to 7300 crimes) of our VAPs are either common assault, harassment or assault with injury offences, which are normally considered lower level violent crime.

**Chart 3**



Our analysis illustrated in Chart 4 below tells us that from just over 11,300 violent offences during 2009/10, approximately 23% (close to 2500 offences) is linked to domestic violence, 9% (close to 1000 offences) to alcohol related violence, 8% to knife crime and 2% (226) to gun crimes. These ratios have changed very little over the past 2 years.

**Chart 4**



Note: An offence can have more than 1 flag assigned.

The Home Office produce regular reports that estimate the economic and social costs of crime. These cost estimations are based on things such as police time, insurance costs, health costs and victim support costs, court costs among other things.

Based on these figures we can estimate that in 2009/10 the total cost of violence in Southwark was approximately £59m. The budget pressures that face services over the next few years will have an impact on how we deliver interventions. This strategy has taken this into careful consideration, looking at how we use our limited key services wisely, efficiently and with the maximum impact.

## Chapter 3 - Violent Crime Strategy – Setting our priorities

### Our Vision

The Safer Southwark Partnership (SSP) vision for Southwark is;

***To make Southwark a safer and healthier place to live, work and visit***

Our approach is set out in the SSP Rolling Plan 2008-12 which is reviewed and updated on an annual basis. Partner agencies such as the Council, Police, Fire Service, Primary Care Trust, Metropolitan Police Authority, Probation Service and Transport for London, work closely together, sharing resources and developing programmes to prevent crime, support victims of crime and enforce against those who cause harm to our communities.

The Southwark Violent Crime Strategy is a cornerstone of achieving that vision and its mission statement is:

***“To work in partnership to protect our communities against violence by identifying, at the earliest opportunity, those who are at risk of becoming involved in violent crime, either as victims, witnesses, family members, offenders or the wider community, prevent that risk escalating and take enforcement action against those who pose a risk to themselves, their families or the community through violent behaviour”.***

### Defining Violence

It is important that we are clear on what we mean by violence, particularly if we are to develop interventions to address violent behaviour.

The Safer Southwark Partnership supports and adopts the definition of violence as set out by the World Health Organisation.

***The intentional use of physical force or power, threatened or actual, against oneself, another person, or against a group or community, that either results in or has a high likelihood of resulting in injury, death, psychological harm, maldevelopment or deprivation.***

(WHO Global Consultation on Violence and Health. Violence: a public health priority. Geneva, World Health Organization, 1996 (document WHO/EHA/SPI.POA.2).

The use of this definition is particularly important in bringing in the health related interpersonal, psychological and community impacts caused by violence. The relevance of this is clearly recognised in both the analysis of violence in Southwark, the underlying causes of violent behaviour, which are set out in this strategy, along with the recommendations for interventions, particularly in addressing most serious violence.

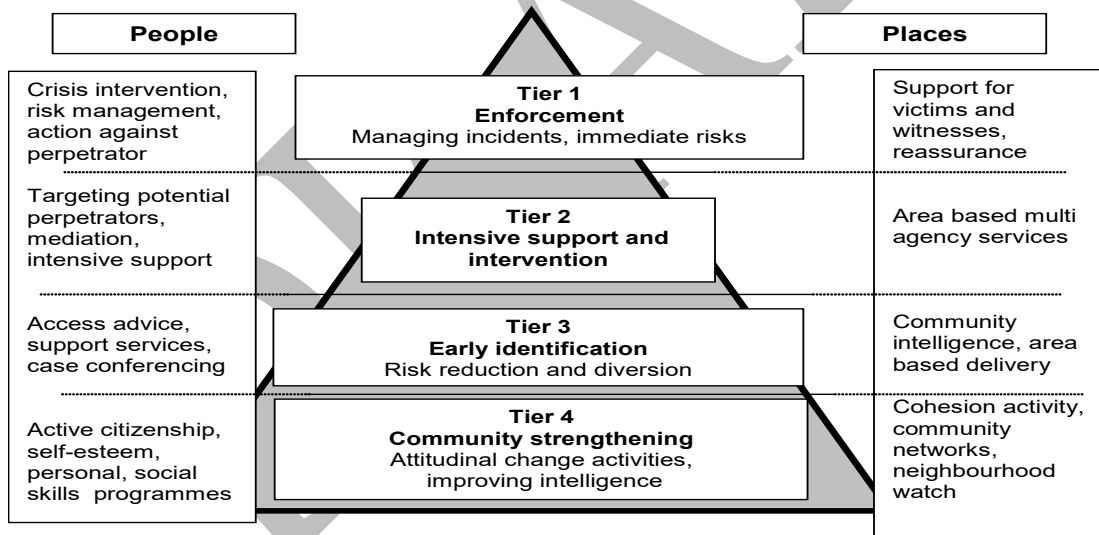
### Developing our Approach to tackle violence

The SSP has developed a whole systems approach to tackle crime and anti-social behaviour. Our experience tells us that investing in one type of intervention alone does not resolve the problem. For example, enforcement can only be effective if it is supported by local communities and other activity is taking place to change behaviour. Our whole systems approach is based on four tiers which consist of:

- ❖ **Prevention** - providing a network of diversionary and engagement programmes that can prevent people becoming involved in crime and anti social behaviour.
- ❖ **Early intervention** - providing educational and partnership support programmes together for those that are known to be on the fringes of crime and anti social behaviour.
- ❖ **Intensive support and intervention** - structured intensive support for those who are or have been involved in crime and anti-social behaviour.
- ❖ **Enforcement** - direct intelligence led enforcement action focusing on those individuals who are committing crime and anti-social behaviour.

### SSP triangle of intervention

The following triangle of intervention sets out the approach to tackling violent crime and the types of interventions that are applied at each level, either for the individuals, families or communities that are affected, or the areas in which violence most occurs.



### Our priorities to tackle violent crime

When setting our priorities for tackling serious violent crime we have taken into consideration a number of local factors:

- ✓ Southwark has a high level of violent crime, the majority of which is low level offences.
- ✓ Young people are disproportionately represented as both victims and offenders in certain types of violent crime. However to focus on young people would not address the fact that violent crime, as a whole, impacts on all communities not just young people. Indeed certain types of violence between adults, such as domestic

violence, can be as detrimental to young people in terms of their long term attitudes to violent behaviour.

- ✓ Serious violent offences involving weapons is a significant concern despite the overall falls nationally over the past 15 years.
- ✓ Southwark has a high number of offenders in custody and on average a higher number of offenders committing violent offences.
- ✓ Southwark has one of the highest numbers of recorded Domestic Violence Offences.
- ✓ Supporting victims will remain a key feature in each of the priority areas.

### **Consulting with our local communities**

As part of our approach in setting out priorities the Safer Southwark Partnership have carried out extensive consultation with our communities, those directly affected by violent crime and key voluntary and service agencies who are involved in delivering intervention to address violent behaviour.

The consultation included:-

- Questionnaire available on the Southwark Council website
- Questionnaires made available at all 8 community council meetings in the Autumn
- Focus groups with young people, victims, offenders other interested parties
- Specific workshops with services and service providers.

The key issues have been incorporated into the recommendations under each priority.

Over 200 people took part in our consultation. It is the intention of the Safer Southwark Partnership to continue consulting with our communities on the agreed recommendations, our progress and how the wider community can play an active role to improve their confidence that violent crime is being tackled in Southwark.

### **Our Priorities**

As a result, the Southwark Violent Crime Strategy covers five key priority areas:

- **Chapter 4 - Low level Violence**
- **Chapter 5 - Robbery**
- **Chapter 6 - Serious group and weapon violence:**
- **Chapter 7 - Violence against women and girls including relationship violence:**
- **Chapter 8 - Addressing violent offenders:**

The above priority areas will cover the following sections:

- **A - Context:** this section will set out the definition and trajectory.
- **B - People:** this section will describe the victim and offenders and identify specific shifts and changes in age ranges, sex, ethnic or cultural groups.
- **C - Places:** this section will look at key locations, how those locations have changed over the last five years. It will also look at how the priority may change, by hours of the day, days of the weeks, months and seasons.
- **D - Communities and communication:** this section will describe how the priority areas impacts on our communities, what they are telling us and the most effective communications to address this.

- **E - Current interventions:** this section will set out the current interventions that we are currently using based on the Southwark Triangle of intervention headings.
- **F - Recommendations:** this section will set out the recommendations for the next 5 years. The recommendations will be on a borough basis but will also include cross border, regional and national recommendations where applicable.

### **How will we measure success?**

There have been a range of performance measures which have been set across the violent crime agenda. Many of these have measured partnership activity or outputs. In other words the number of knife crime or repeat victims of domestic violence, the number of training session delivered and people contacted.

As a Safer Southwark Partnership we want to move away from these measures and look more at the outcomes for our communities, based on the impact for local people, families and victims.

It is our intention to work closely with the Home Office, MPS and GLA to set targets based on the recommendations in this strategy. We aim to have targets that measure the steps that we are taking to ensure that victims, families and local communities feel safer and have increased confidence in local services.

The delivery of the recommendations contained in the Violent Crime Strategy will be overseen by the Safer Southwark Partnership Board.

The current Safer Southwark Partnership Violent Crime Strategic Group will take responsibility for the management of the delivery and performance of the strategy and will report to the board on a quarterly basis.

## Chapter 4 - Low Level Violence

### SUMMARY OF THIS CHAPTER

#### Key facts

- ✓ In approximately 85% of low level violent incidents the victim sustained no or only minor injuries.
- ✓ May, June, July and August are the highest months for low level violence according to both Police and Ambulance data.
- ✓ Alcohol plays a significant factor when it comes to low level violence during weekend periods and in our Town centre areas.
- ✓ Alcohol is not recorded as a key factor in low level violence on estates.
- ✓ Almost 30% of Southwark's lower level violence occurs on estates.

### RECOMMENDATIONS OF THIS CHAPTER

#### Key recommendation

- ✓ Establish a multi agency programme, including increasing the visible uniformed, enforcement, presence, focused over the summer period, in the north of the borough on Fridays and Saturdays, involving communities and businesses.

#### Priority Actions

- ✓ Establish a whole systems approach which challenges the use of aggressive behaviour, involving the media but delivered by all agencies at all ages and owned at a community level.
- ✓ A review of what is recorded as low level hate crime incidents would provide greater strategic direction on the prevention of racial and homophobic crime.
- ✓ Increase data sharing with health services, such as Accident and Emergency, to support a targeted enforcement action in areas affected by alcohol related violence.
- ✓ To ensure that information on hate crime services is available to the public and front line services.

#### 4A - Context

Southwark is a high crime borough when it comes to the volume of violent offences. The majority of these offences involves minor injuries and are described as;

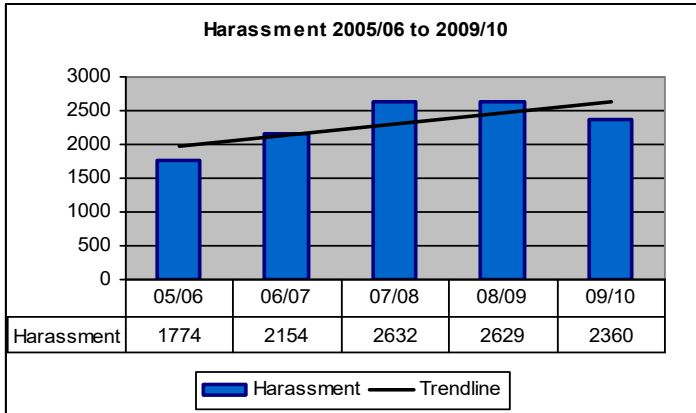
- **Harassment** - behaviour that is deemed to be disturbing, or causing or distress to the victim including threatening behaviour
- **Common assault**
- **Assault with injury**

These three offence types account for over 80% (just over 7300 offences) of the total violence against the person offences committed in Southwark and almost 15% of the boroughs total notifiable offences as recorded in 2009/10.

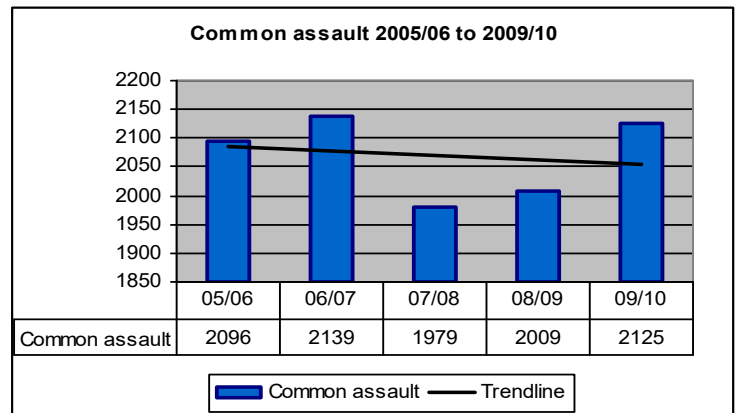
Within lower level violence there has been a 33% increase in harassment since 2005/06; an increase of 586 recorded incidents. This is the largest increase across all categories of violent offences in Southwark and compares to a 4% increase London wide. (Chart 5)

Following significant reductions in 2007/08, common assault has increased back to 2005/06 levels. (Chart 6)

**Chart 5**



**Chart 6**



**Key information:**

- 10% (close to 760 crimes) of low level violence offences involve the use of alcohol, by either the suspect or victim.
- There were 50 homophobic incidents in 2009/10 which were classified as lower level violence; this represents 59.4% of all homophobic incidents.
- 73% (almost 300 offences) of racial incidents have been classified as lower level violence with the peak time being 15:00-19:00 on weekdays.
- 10% of homophobic incidents were considered to be alcohol related compared with 21% of racial incidents.
- Of the 225 alcohol related reports, recorded by Ambulance staff, the most common type of assault was ‘violent patient’ (105), followed by minor assault (60).
- Alcohol related low level violent crime is highest on Friday and Saturday nights between 21:00 and 05:00.
- Ambulance staff also recorded that minor head injuries, minor cuts and bruising account for approximately 40% of injuries where the assault was recorded as non alcohol related.
- 29.7% of Southwark’s lower level violence occurs on estates.
- In 2009/10, there were just over 260 crimes where the victim had some form of mental health issue. Approximately 30% related to victims with learning difficulties.
- Almost 50% of offences against those victims with learning difficulties were violence against the person offences, with robbery accounting for 15%.

**4B - People**

Domestic incidents have been removed from this analysis as they are included in a separate chapter of the strategy.

**Victims:** there were 5,568 recorded victims of low level violence in 2009/10. It is important to note that only 7% of victims have reported repeat incidents.



Chart 7 illustrates victims of low level violence vary in age depending on their gender. There are a higher proportion of male victims in the age range of 25-39 and females are over represented in the age category of 15-19.

**Chart 7**

Age Range	Female	Male	Total*
Under 10	38%	63%	200
10 - 14	52%	48%	330
15 - 19	61%	39%	580
20 - 24	48%	52%	700
25 - 29	45%	55%	760
30 - 34	38%	62%	700
35 - 39	37%	63%	690
40 - 44	39%	62%	620
45 - 49	44%	56%	420
50 - 54	38%	62%	240
55 - 59	41%	59%	140
60 - 64	35%	65%	70
65 +	38%	62%	90
<b>Total</b>	<b>44%</b>	<b>56%</b>	<b>5540</b>

\* Data in this table is a snapshot at a given point in time. Totals have been rounded up to the nearest 10

In terms of ethnicity, victims of low level violence, on the whole, follow the profile of the borough with White European and Afro Caribbean being the highest two groups.

### Type of injury

Chart 6 indicates over half of the recorded incidents of low level violence, (2900) resulted in no injury. In other words the incidents were either verbal or the victim thought the suspect was demonstrating alarming behaviour, but there had been no actual assault on the victim.

**Chart 8**

Injury Level	Female	Male	Total
Minor	39%	61%	1800
Moderate	31%	69%	280
No Injury	48%	52%	2900
Serious	12%	88%	30
Threats only	46%	54%	510
<b>Total</b>	<b>44%</b>	<b>54%</b>	<b>5520</b>

### Offenders

There were 6,587 suspects for low level violence offences between April 2009 and March 2010. Of these, 58% were named and 4.4% were repeat offenders. 74% of suspects were male and the highest age range is recorded as 10-24, with a peak age range of 15-24 (31%).

Chart 9 below illustrates Afro Caribbean ethnicity is recorded as the highest category of offenders and is particularly high in the age range of 15-19.

### Chart 9

Age Range	Afro-Caribbean	Arabian Egyptian	Asian	Dark European	Oriental	White European	Total	% of Grand total
Under 10	0%	0%	0%	0%	0%	0%	10	0%
10 - 14	7%	0%	0%	0%	0%	3%	550	10%
15 - 19	13%	0%	0%	1%	0%	7%	1160	22%
20 - 24	7%	0%	1%	1%	0%	6%	800	15%
25 - 29	6%	0%	0%	1%	0%	4%	620	12%
30 - 34	6%	0%	0%	1%	0%	4%	620	12%
35 - 39	5%	0%	1%	0%	0%	3%	490	9%
40 - 44	4%	0%	0%	1%	0%	3%	450	8%
45 - 49	3%	0%	0%	0%	0%	3%	320	6%
50 - 54	1%	0%	0%	0%	0%	2%	200	4%
55 - 59	0%	0%	0%	0%	0%	1%	70	1%
60 - 64	0%	0%	0%	0%	0%	1%	40	1%
65+	0%	0%	0%	0%	0%	0%	40	1%
<b>Total</b>	<b>53%</b>	<b>1%</b>	<b>3%</b>	<b>5%</b>	<b>1%</b>	<b>36%</b>	<b>5370</b>	

\* Data in this table is a snap shot at a given point in time. Totals have been rounded up to the nearest 10

In relation to hate crime we noted that, 61% of suspects for racial crime are white European, with the second highest group being afro-Caribbean (31.4%). Peak ages are from 10 to 19 years.

In 2558 (just over 33%) of cases of lower level violent crimes there is a stated link between the victim and suspect. Chart 10 below indicates how the victim knew the suspect.

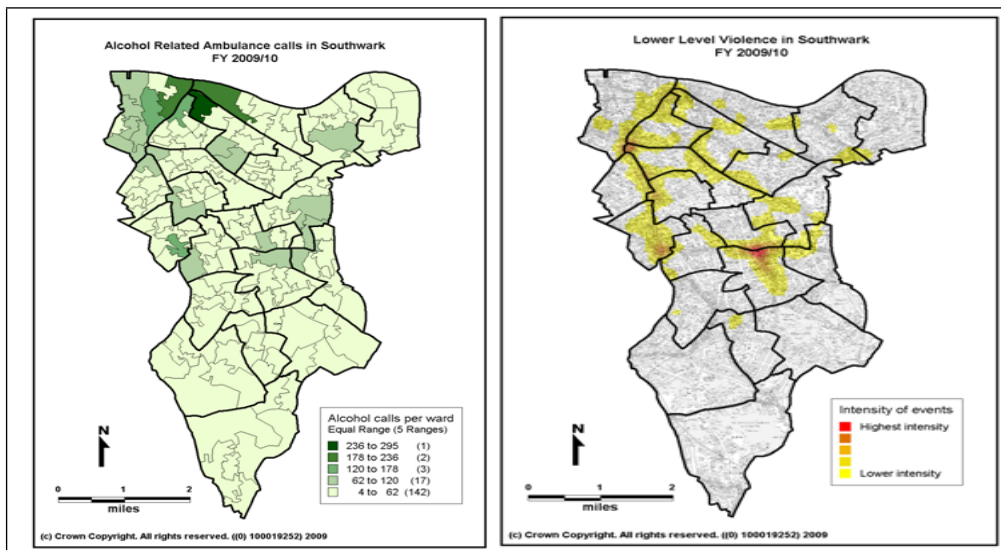
### Chart 10

How Known	% Total
Acquaintance of victim	28%
Neighbour	14%
Suspect/Accused known in another way	14%
Friend	8%
Parent of victim	7%
Business	7%
Education	6%
Person living in same premises	3%
Spouse / Partner	3%
Child/Stepchild of victim	2%
Ex Spouse/Partner	2%
Immediate Family	2%
Carer	2%
Extended Family	2%
<b>Total</b>	<b>2558</b>

### 4C - Places

Lower level violence in Southwark is highest around the Peckham, Borough, Elephant and Castle and Camberwell Green town centres, as well as the transport links that operate between them.

## Maps 1 & 2



When we combine data from the Police and Ambulance Service, we are seeing a difference in the location of low level violence incidents, when alcohol is recorded as a factor, compared to when it is not.

- Data from both the police and ambulance service confirms that low level violence caused by alcohol tends to take place in the north of the borough. Map 1 shows hotspots for ambulance call outs to alcohol related incidents
- Data from the police and ambulance service confirms that incidents of assaults where alcohol is not a factor are highest in Cathedral, Peckham and Livesey wards, illustrated in map 2.

There are opportunities to use our regeneration programmes to increase a mixed use of retail and residential properties with will encourage a diverse economic community.

### 4D - Communities and communication

There has been very little qualitative analysis carried out about how low level violence impacts on our communities. However, it is clear from the volume, that low level violence has become ingrained in the social culture and attitude of many people.

Using low level violence, such as verbal abuse, harassment, threats of assault or intimidation, to deal with a difficult situation, rather than through a non confrontational dialogue, can only result in an escalation of violent behaviour.

There is little doubt, based on our research that there would be merit in establishing a whole systems approach which challenges the use of aggressive behaviour, involving the media but delivered by all agencies at all ages and owned at a community level.

Part of the approach includes ensuring that we make best use of our regeneration programmes as a catalyst to social change by introducing schemes such as Neighbourhood Agreements, Street Leader Schemes and Community Volunteers.

#### **4E – Current interventions**

The current approach to low level violence is delivered as part of other programmes or initiatives such as:

- ✓ Youth mediators, lead by Southwark Mediation, and using peer mediators to find conflict resolution between young people either as individuals or groups.
- ✓ Promoting Positive Behaviour Programme: The Personal Health and Social Education (PSHE) Team are working closely with schools to develop positive behaviour programmes, including support through recognised agencies and services to address bullying.
- ✓ Work with licensed premises on alcohol related violence.
- ✓ Peace week, which runs in early September and includes a focus on racial and homophobic crime
- ✓ Stand up for Southwark, lead by the MPS Southwark Borough Commander the programmes develops close partnerships with religious groups to set standards on what is and is not acceptable behaviour for our communities

There is also considerable work undertaken by schools and children's services to address disruptive behaviour, including low level violence, harassment or intimidation. This includes the use of suspension, permanent or temporary exclusion. However, the question would remain that young people may be receiving mixed behavioural messages if they are experiencing discipline at school for what is a normalisation of behaviour on the street or at home.

## CHAPTER 5 – ROBBERY

### SUMMARY OF THIS CHAPTER

#### Key Facts

- ✓ There has been a 33% decrease in robbery between 2005/6 and 2009/10. This means there has been 1,075 fewer incidents.
- ✓ Robberies take place after school hours and late evenings.
- ✓ The peak months for robberies are at the beginning of the school term and around the Easter period.
- ✓ On average there are three offenders for every victim of a robbery incident.
- ✓ Victims of robbery tend to suffer no or very minor injuries.
- ✓ Suspects for robberies tend to be afro Caribbean males aged 15-19.
- ✓ Fast food delivery firms, cash in transit vans, bookmakers and small convenience stores have the highest number of commercial robberies.
- ✓ Routes via housing estates, between schools and our town centres are particular hotspots for robbery offences.

### RECOMMENDATIONS OF THIS CHAPTER

#### Key Recommendations

- ✓ Realign partnership resources to concentrate on after school hours and late evenings, the two peak periods for personal robbery.
- ✓ Create “safe routes” for pupils between schools and the Elephant and Castle/neighbouring estates for Southwark young people, involving local services, British Transport Police, Transport for London and residents.

#### Priority Actions

- ✓ Provide direct advice and support through schools and colleges at the beginning of the school term and around the Easter period.
- ✓ Work with central government and major retailers to establish a national working group focusing on bringing together advancements in the security industry and new technology products to improve security and reduce their resale value.
- ✓ Explore how and where property stolen through robbery is disposed of and develop a partnership approach to focus on stopping these avenues.
- ✓ Provide increased advice and support for small business most affected by commercial robberies.

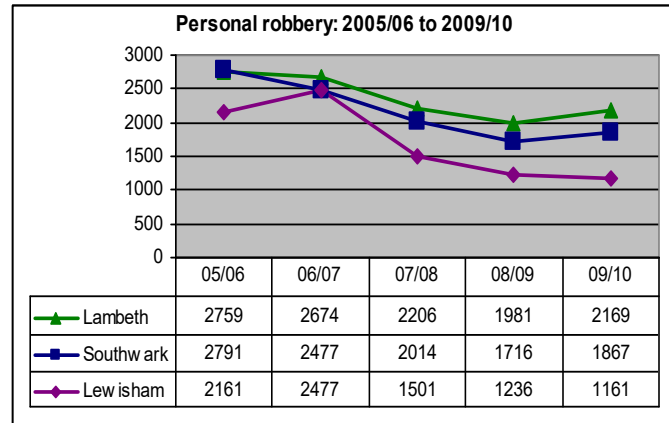
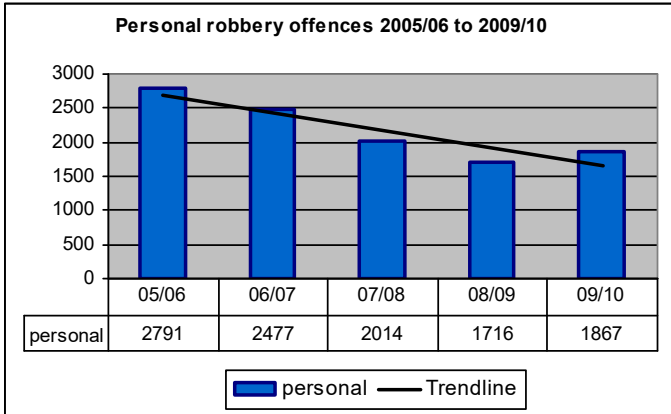
### 5A - Context

Robbery is defined as the theft of property using physical force. Robbery can include the use of a weapon, however for the purposes of this strategy, weapon related violence will be dealt with in more detail in chapter 6.

The police have treated robbery previously known as street crime, as one of their major priorities for the last decade and the increase in focus and additional resources had led to substantial drops in street crime over a 5 year period. In 2008/09, 59 % of robberies in

England and Wales were recorded by just three of the 44 police forces in England and Wales: the Metropolitan Police, Greater Manchester and West Midlands.

### Charts 11 & 12



### The Southwark Picture

- Recorded robbery in Southwark 2009/10 indicates that approximately 90% of robbery offending is concerned with robbery of personal property.
- In total 23.5% of robbery offending involved the use of a knife (59% of all knife offending).
- The period between March and June has the highest level of personal robbery. September has a further peak.
- There are two peak times for personal robbery: 15:00-17:00 and 22:00 –midnight.
- There were less than 5 robberies in FY2009/10 that were flagged by the police as being homophobic. We also noted that there were no robberies in the period that were deemed to be racially aggravated.
- The number of business robberies is at approximately the same level for Southwark in 2009/10 as it was in 2005/6.

One of the interesting factors about personal robbery is the very distinct patterns when it comes to the times when these crimes occur. Personal robbery tends to start increasing from around 15:00 hours, with a peak at around 16:00-17:00. Personal robbery tends to stay relatively high until around 02:00, although it stays high in the early hours of Saturday and Sunday mornings, until 04:00. Our analysis indicates that there is very little difference in the amount of personal robbery that occurs on each weekday.

### 5B - People

#### Victims

- Based on our analysis of personal robbery for 2009/10, males are three times more likely to be a victim of a robbery than a female.
- 40% of personal robbery victims were male aged between 10-24 with 25% of the overall victims aged between 10-19.
- Whilst victims of personal robbery are spread throughout all ethnicities, the primary ethnicity for victims of robbery are White Europeans, aged 10 to 29 which represents 33%.

- In 90% of recorded cases the victim was on their own.
- In the vast majority of cases, the victim sustained no or very minor injuries.
- Less than 1% of the victims were repeat victims.
- In a third of cases the victim was recorded as being vulnerable. The highest category of vulnerability was due to the victim being under the age of 16 at the time of the offence.
- For commercial robberies, cash in transit, pizza deliveries, bookmakers and convenience stores were the top four victims targeted. They represented 56% of all commercial robberies recorded in Southwark in 2009/10.

### Offenders

- 95% of recorded suspects for personal robbery were male and 60% where males between the ages of 15-19.
- In terms of commercial robbery the figure increases to 99% male and the primary age category is between 15-24.
- 80% of suspects are recorded as being of Afro-Caribbean ethnicity.
- The following table illustrates that, for personal robbery, offenders tend to operate in groups. In 2009/10, close to 57% of robberies were committed by groups of between 2 and 4 offenders.
- For robbery offenders over the age of 18, only 11% (25 out of 220) tested positive for drugs on arrest, with cocaine being the most common.
- In approximately 11% of personal robbery offences, the victim stated they knew the offender.

**Chart 13**

Group size	Robbery Offences
Unknown	3%
1	29%
2	28%
3	19%
4	10%
5	5%
6	2%
7	1%
8	1%
9	0%
10	1%
11	0%
12	0%
13	0%
15	0%
16	0%
<b>Total</b>	<b>1534</b>

\* Data in this table is a snap shot at a given point in time. Totals have been rounded up to the nearest 10

As the above analysis highlights, young people are disproportionately affected by robbery as both victims and offenders. Young males are more likely to be affected than females. Those committing robberies tend to do so in groups and target an individual. This information gives us with an opportunity to focus on preventative information and provide safer routes, and safer places in the areas most affected by robbery.

### 5C - Places

- Elephant and Castle has the highest level of robberies in Southwark. 30% of recorded personal robbery takes place on estates, the vast majority of which are around the south of Elephant and Castle.

- Commercial premises targeted in Southwark are often close to the Aylesbury Estate and the East Street area.
- The area to the eastern boundary of the Livesey ward has more commercial robberies than any other area. This area is along the Old Kent Road, Ruby Street and on the border with Lewisham.
- Personal robberies are also prominent in Southwark on routes too and from schools.

The regeneration programmes in Elephant and Castle, Heygate and Aylesbury provide agencies with the opportunities to use crime design schemes to create safe routes from schools to our town centres and transport hubs to help reduce incidents of robbery.

## 5D - Communities and communication

The table below shows the average value of the top eleven most stolen items. It can be seen that some are of extremely high value, namely jewellery, mobile phones, pedal cycles and computer/laptops. The resale value of this property will not be nearly as high as its original value, but is easily disposed of to electrical shops, pawnshops, second hand shops and independent handlers.

**Chart 14**

Type	No.	Ave Value
Mobile Phone	837	£129.65
Currency (British)	581	£150.60
Credit/Cash/Debit card	289	£0.00
Purse/Wallet	260	£24.57
Jewellery	229	£606.92
Handbag/Shoulder Bag	205	£89.96
Travel Documents	148	£50.88
Keys	124	£15.91
Pedal Cycle	112	£255.37
Driving Licence	109	£12.09
Computer/Laptop	101	£471.00

For commercial robberies, currency or easily disposed of items such as alcohol or cigarettes are the most stolen items.

In personal robbery incidents, it is often the case that more than one item is stolen, for example a handbag or hold-all containing numerous items. The value of the items are considerable and the fact that it significantly disrupts the person's life, with no access to money, travel card, mobile phone or loss of household keys, with all of the arrangements that have to be made as result, has a huge impact.

From a business point of view, the impact on staff and customers alike can be devastating on a businesses and long term future.

There is no doubt that whilst technology advances and new, more powerful and higher value portable products are developed, or as we have seen with pedal cycles, security measures are not geared up to life style changes, personal robbery will continue to have an impact on our communities.

There is certainly an opportunity for central government to take a lead on merging the security industry advancements, such a finger print recognition with technological



advancements such as iPads, eReaders and iPhones, to reduce the resale value of new products and reduce the impact of robbery.

## **5E – Current interventions**

There have been numerous interventions and prevention programmes to tackle personal and commercial robbery. These include;

- Prevention advice through communication campaigns about keeping personal property safe.
- Advice to parents and young people on carrying valuable items or money to and from school.
- Increased police and warden presence around schools and transport hubs, after school.
- Working with Transport for London to better co-ordinate uniformed staff, such as Southwark Wardens, Police and revenue officers, on key bus routes at key times of the day.

### **Reducing the resale value of “hot products”**

- Working with mobile phone retailers to register all mobile phones at the point of sale.
- Working with bike retailers to establish a record log of all bike sales including frame number and distinctive codes to the purchaser.
- Supporting retailers with special deals on high quality bicycle locks.
- Use of property marking such as Smartwater to help identify stolen items and potentially the offender.
- Direct work with second hand dealers, cash converters and resale web sites such as eBay and Gumtree to identify and recover stolen products.

### **Supporting victims:**

- Working with pizza delivery firms around taking phone numbers and calling back prior to the driver's departure, carrying small amounts of cash and fixing immobilizers to vehicles.
- Police driving willing victims around the location of the incident to identify suspects.

## CHAPTER 6 - Serious Violence including group and weapon violence

### SUMMARY OF THIS CHAPTER

#### Key Facts

- ✓ The combined total of the crime categories “wounding/Grievous Bodily Harm” and “assault with injury” has fallen 14% since 2005/06 in Southwark.
- ✓ Local and regional research highlights that the illegal economy, retribution and personal conflict, or disrespect are the critical combinations which cause gang and weapon violence.
- ✓ Analysis highlights that there is a difference between victims and suspects of serious violent incidents where alcohol is a factor, compared to where it is not.
- ✓ There is often correlation between chaotic and dysfunctional backgrounds and/or a significant event as a factor in identifying those committing serious violence.
- ✓ Our qualitative research indicates that current interventions are not effective on a small number of individuals who cause significant violent crime.
- ✓ Location is a critical factor for gang and weapon violence, particularly where there is a combination of key estates closely based around town centre areas.
- ✓ Locations of serious violence incidents vary where alcohol is a factor, compared to where it is not a factor.
- ✓ Homicides are being committed by an older age range, (19 plus), who have a history of disruptive behaviour and criminality connected to the illegal economy.

### RECOMMENDATIONS OF THIS CHAPTER

- ✓ Develop multi agency approach on a clearly defined area focusing on the estates and connected illegal economy.
- ✓ Ensure early intervention is targeted at those most at risk of committing serious violent crime and that exit programmes enable people to make personal decisions to move away from serious violence lifestyles
- ✓ Develop a single multi agency scaled approach to enforcement and support that utilises the range of resources within the borough.
- ✓ Base the scaled approach model on a shared agreement around risk, intervention and intelligence, sharing and targeted at those individuals who are agreed as posing a significant risk.

#### Key Actions

- ✓ Establish a multi agency team to tackling alcohol related serious violence

### Introduction

Often referred to as “most serious violence”, this chapter will cover the following issues:

- Serious wounding
- Weapon related violence, particularly knife and gun violence
- Homicides
- Gang or serious group violence

The partner agencies of Southwark have developed a definition which describes the current dynamics that take place between “gangs” and social groups. The definition was developed with direction from voluntary and community groups, including people involved in a gang or group lifestyle.

#### **A 2009 definition of “Gangs”**

**“Organisational Gangs”**- a well structured business organisation with a distinctive brand. Organised gangs have a defined territory which is not geographical but based on highly profitable criminal activity such as drug markets. Organised gangs will have clearly defined positions within its structure and will use a range of recruitment methods, including coaching fostering and head hunting to ensure stability for the business and longevity of the gang. Organisational gangs carry out specific acts of serious violence to protect their business. Members of organisational gangs are influencers often held in high esteem amongst urban street groups.

**“Urban Street Groups”**- a group of three or more individuals who have developed a close association through the area they have grown up in, the school they have attended, family or other community based networks. They have a defined identity and commit a range of anti social behaviour and criminal activity. The street group will have a geographical territory (endz). They are chaotic in nature often carrying out acts of serious violence due to respect or retribution. Street groups may have links to organisational gangs, in terms of providing profits through the drug markets, acting as drug or weapon mules, or even carrying out acts of violence on behalf of organised gang member. The members are imitators of others rather than influencers over others.

(Toy, J, 2009)

#### **6A - Context**

Serious violent offences are relatively low in number. For example in 2009/10 serious violence accounted for less than 2% of all crime in Southwark. However, the impact on the community, families and friends can be devastating. Whilst London still records low levels of serious violence compared to many of the world’s major cities, violent crime impacts on the perceptions of safety both for Londoners and those that visit our city.

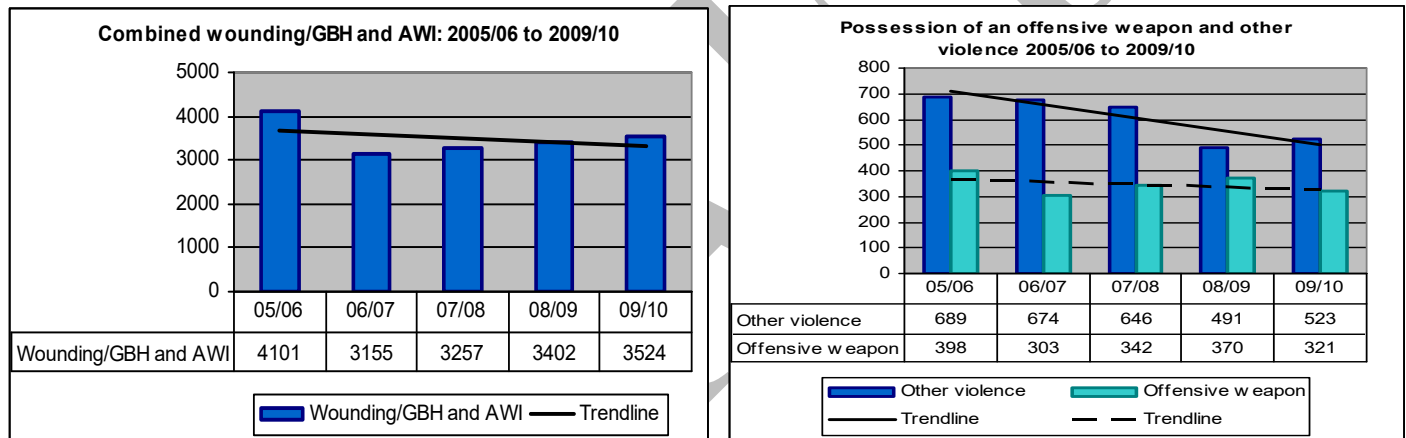
#### **The national picture**

- Nationally, weapons were used in about one in five (21%) of violent crimes as measured by the 2008/09 BCS (this figure has been stable over the past decade).
- There was a fall in the number of homicides involving a knife or other sharp instrument (down from 270 to 252) between 2007/08 and 2008/09 but a rise in the number of attempted murders involving a knife (from 245 to 271 offences).
- Nationally the number of police recorded offences involving firearms fell by 17% between 2007/08 and 2008/09 and has decreased by 26% since peaking in 2005/06.
- There was a large reduction in the number of firearm offences resulting in injury (down by 46% in 2008/09) mostly due to reductions in slight injuries and associated with large reductions in the use of imitation weapons (down 41%). There was a small rise in the use of shotguns and handguns (both up 2%).

## The Southwark Picture

- In Southwark, 34% (185 offences) of most serious violence crimes involved the use/threat of a knife.
- Knife injuries in Southwark have fallen by 26% (180 to 134) in the 12 month period September 2009- September 2010, compared to the previous 12 months, as recorded by the London Ambulance Service. Knife injuries for the age group 8 -19 has fallen by 27% in the same period. (Chart 15 and 16)
- In Southwark in 2009/10 6% (31 offences) of most serious violence crimes involved the use of a gun. (Chart 15)
- In Southwark, recorded incidents of possession of an offensive weapon has decreased by 19%,(77 less incidents) and "possession with an offensive weapon and other violence", has decreased by 29% (243 less incidents), over the last five years from 2005/6 to 2009/10
- Five racial incidents were related to gang offending.
- 5 homophobic incidents in FY2009/10 which were classified as Most Serious Violence.

**Chart 15 and 16**



The above partnership information is telling us that whilst knives and guns are either intimidated or shown in serious violent offences, they are not being used as much to inflict injury. There may be a number of factors for this change; educational messages around knife crime having an impact, tougher sentencing for carrying a knife, the impact of targeted stop and search, weapon sweeps and knife arches. The combination of these measures is clearly positive and needs to be targeted in areas and at the times most affected by weapon violence.

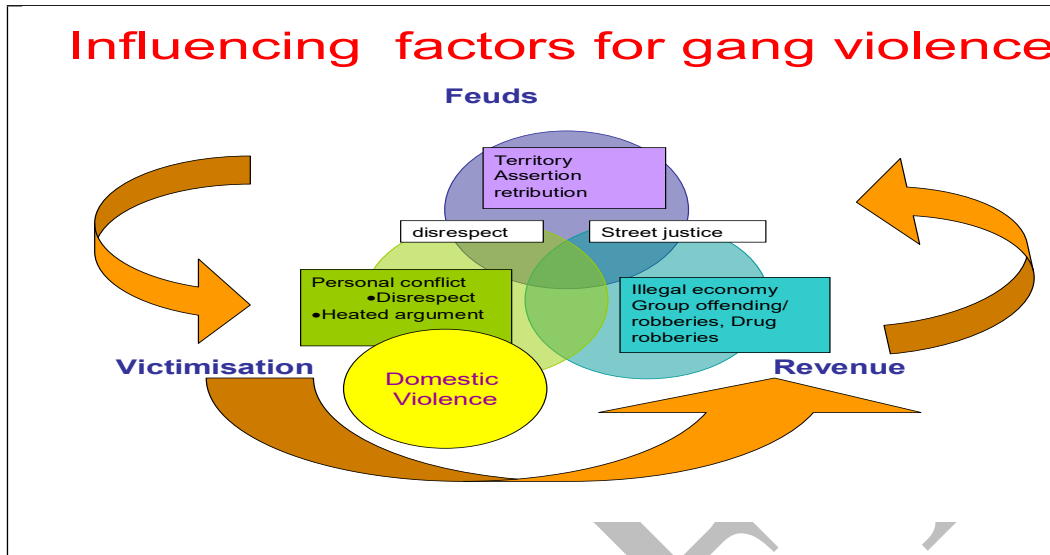
## 6B - People

Whilst alcohol plays a significant role in different forms of violent crime in Southwark, for knife crime and gun enabled crime, alcohol was not a significant feature in the recorded incidents.

However our detailed research over three years in Southwark indicates that serious violence involving gangs and weapons is determined by interconnecting social and personal factors. Our study, which focused on homicides, highlighted that the connection between the **illegal economy**, (usually the illegal drug markets), **conflict or retribution** over territory, (including the drug territory and personal conflict, or **disrespect** are the critical combinations which cause gang and weapon violence. The interrelationship is set

out in diagram 1 below. In addition domestic violence is a prevalent factor for Southwark, which is covered in the following chapter.

**Diagram 1**



### Identifying and addressing risk factors of serious violence including group and weapon violence

Our research has helped to identify a number of key risk factors for serious violence. These risk factors have helped shaped are services and or programmes. They are also consistent with the findings of the World Health Organisations in their publication “European report on Preventing violence and knife crime among young people”. (World Health Organisation 2010). The evidence highlights the following key risk factors for serious youth violence involving weapons

- Young males are at significantly increased risks of involvement in violence among young people and knife-related violence, particularly those who engage with delinquent peers.
- Children who suffer adverse experiences in childhood are more vulnerable to becoming involved in violence and weapon-carrying in adolescence.
- Exposure to other forms of violence and fear of violence in schools and the community also increases young people’s risk of involvement in violence among young people and knife-related violence.
- Income and social inequality and deprivation are strong risks for violence.
- Alcohol and drug use are strongly related to violence and weapon-carrying.”

The above findings echo our research. They also support the key risk factors identified in this chapter particularly those highlighted in our case studies and the interventions that we have recommended below.

### 6B – Victims and Offenders

With regard to victims and offenders, there is significant cross over between youth offending and serious violent crime, as illustrated by the figures below.

## Victims

- 30% of knife crime involved a victim who was aged 17 and under. A further 11% involved victims aged 18-19.
- 39% of gang related offending, involved a victim who was aged 17 and under. A further 9% involved victims aged 18-19.
- There were 23 victims of gun crime, 21 of the victims were male and the age range of 15-24 being the most common.
- The peak age range of alcohol related serious violence is 20 – 29, 47% of all victims were within this age range.
- Most victims of alcohol related serious violence are of white European ethnicity, specifically those aged 20 – 29.

The following chart shows the type of injuries sustained as a result of serious violent assaults in 2009/10

**Chart 17**

Injury Level	% Female	% Male	Total*
Fatal	0	100	5
Minor	20	80	150
Moderate	16.5	83.5	270
No Injury	34.5	65.5	30
Serious	6.5	93.5	200
Threats only	50	50	4
<b>Total</b>	<b>100</b>	<b>560</b>	<b>660</b>

\* Data in this table is a snap shot at a given point in time. Totals have been rounded up to the nearest 5

## Offenders

- There were 152 suspects for alcohol related serious violent offences in 2009/10.
- In 72% of alcohol related cases, the suspect was not known to the victim.
- 34% of knife crime involved a suspect who was aged 17 or under. A further 14.5% involved suspects aged 18-19.
- 46.8% of gang related offending involved a suspect who was aged 17 or under. A further 16.5% involved suspects aged 18-19.
- 43.9% of suspects of serious violent offences are Afro-Caribbean aged between 10 and 24.
- 88% of suspects of serious violent offences are male.
- There were 57 suspects for gun crime, twice the number of suspects compared to victims. 47 of the known suspects were male and just under 80% were aged 15-24 and described as Afro-Caribbean ethnicity.

## Case studies

We wanted to look at some of the factors that cause individuals to become serious violent offenders. We have carried out a study of 15 individuals involved in serious violence, connected to groups or gangs. We have researched their backgrounds to see if there are common features, which has led them into a lifestyle of violent behaviour.

The table in **Appendix 1** sets out the background and influencing factors for each of the 15 individuals. In order to ensure anonymity, we have given summary information relating to each of the key factors.

The analysis clearly indicates a number of similarities;

- Individuals are generally known first to services such as schools, social care and mental health providers. This may provide opportunities for future joint working and more targeted early intervention
- The violent behaviour does not just happen; it develops and escalates over a period of time. There are opportunities to review how and when we intervene as partners.
- There is often correlation between chaotic and dysfunctional backgrounds and/or a significant event which triggers violent behaviour. The case studies identified that there were three common features in the family background which stood out. Firstly, there was often a member of the family who had ill health which resulted in a significant part of the emotional support for the family being focused on dealing with the ill health. Secondly, there was a period of family trauma, domestic abuse, family breakdown or serious incident that acted as a trigger point to the behavioural issues. Thirdly, there was a sibling or family member already involved in serious violence or gang violence.
- The study indicates that there are opportunities to improve when we intervene and the type of interventions used. This could be achieved if there was better information sharing, shared agreement on risk and type of intervention needed. Interventions especially for young people should be able to draw on range of resources commissioned by the youth crime management board and the scaled approach, such as mental health support. This builds on the finds of the Wave Report publish in 2005 which highlights that the attunement between a very young child and their parents can have an impact on the propensity to violence in future years.
- The study highlights that even when the individual is arrested and charged of an offence including a serious offence, they are not always brought to justice. It is clear that in the vast majority of cases the offences result in no judicial outcome or an outcome which is of insignificant consequence to the offender. The study also indicates that after a period of offending supportive interventions are having no impact at all on the individual's violent and criminal behaviour. Therefore, greater consideration needs to be given to how interventions provide support as well as a tougher stance on enforcement.
- The main reasons for the no judicial outcome was that they offended in a group which resulted in a level of anonymity for a meaningful prosecution, the victim decided not to proceed or the CPS decided not to take the case forward.
- In the vast majority of cases the individuals have been victims of a violent offence and in 30% of cases a victim on more than one occasion.
- Drugs play a significant part in the escalation of violence. The use of class B drugs or involvement in the illegal drugs market features in every case.

All of the above points are explored further in the chapter and in our recommendations.

## **6C - Places**

There are some specific changes in the location of serious violence compared to other types of violent crime.

- Almost 18% of all serious violence involving a group or gang occurs in either Peckham or The Lane ward.

- 34% of Southwark's serious violence involving a group or gang occurs on estates, mostly council owned/maintained. 36% of Southwark's recorded knife crime and 40% of gun crime occurs on estates, mostly council owned/maintained.
- Camberwell Green and Peckham estates are the peak areas for gang offending.
- The analysis indicates a higher concentration of offending on the eastern part of the borough, at the boundary between Southwark and Lewisham. Our analysis also indicates cross border rivalries between groups in Lambeth and Southwark.
- The wards of Livesey, East Walworth and The Lane account for just under a quarter of all knife crime in the borough.
- The wards of Peckham and Livesey accounts for 18% of all gun enabled crime in the borough.

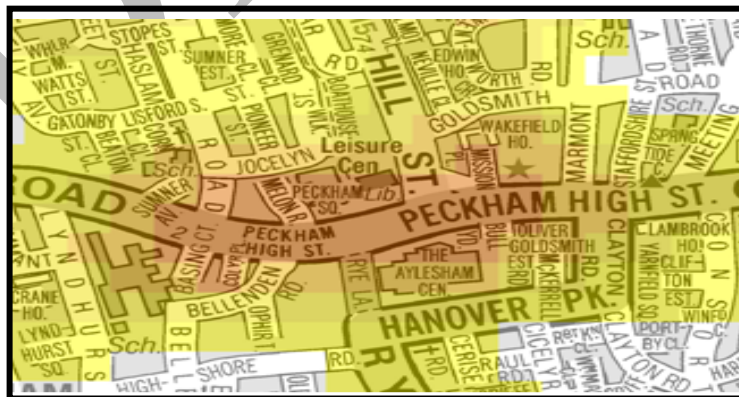
Our analysis highlights that there is a distinction in the location of serious violence where alcohol is a factor, compared to where it is not a factor.

Alcohol related serious violence is concentrated around the night time economy, takes place at weekends in the early hours of the morning and 30% of alcohol related violent crime takes place between 23:00 Friday and 06:00 Saturday.

There are two distinct alcohol related serious violence hotspots in the borough which are the Elephant and Castle area and the Walworth Road, just north of Albany Road. In total over 12% (just under 70 crimes) of recorded serious violence occurred in these two areas in 2009/10, (Maps 4 and 5).

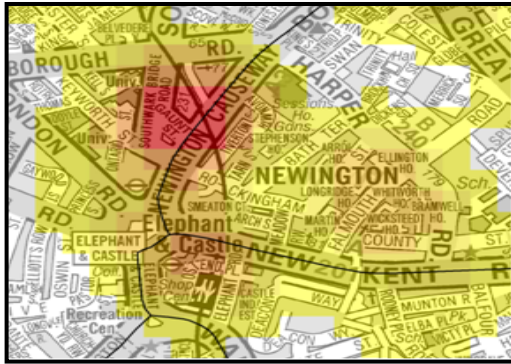
However, when we look at serious violence where alcohol is not a factor, we find a different story. Very few of our gun and knife offences are alcohol related. When we look at non alcohol related serious violence it is concentrated around specific estates and the nearby shops or town centres. It takes place earlier in the day, with peak times being Monday to Friday 14:00- 19:00. There is a greater ratio of suspects to victims, in these areas, approximately 2:1 and guns as weapons more prevalent. The area to the north of Rye Lane, and the estates around the junction of Peckham High Street and Peckham Road accounts for just under 7% (just under 40 crimes) of the boroughs total serious violence offences for 2009/10, (Map 3)

**Map 3**





**Map 4 & 5**



**Homicides**

As part of our detailed research into serious violence in Southwark we have carried out an analysis of homicides in Southwark in 2008/9 compared to 2009/10.

**Homicides in 2008/9**

- There were 14 homicides in 2008/9 in Southwark. Nine of the victims were male, six were female.
- 75% of the accused offenders were male.
- In two of the homicides the victim was under the age of 18. In both cases the weapon used was a knife and the motivational factor was personal conflict or disrespect.
- In 72%, the suspect was already known to the police.
- A gun was used as the weapon in four of the homicides and all four were related to the illegal economy. In once case the victim was an innocent person in a drive by shooting.
- Two of the recorded homicides involved offenders in a group of three or more.

**Homicides in 2009/10**

We have looked at the number of homicides in Southwark in 2009/10 and compared the background of the victims to those of the offenders. Chart 19 highlights the dominant factors:-

**Chart 18**

2009 - 2010	No. Homicides	Victims aged 18 +	Known to police	Domestic Violence	Linked to illegal economy/drugs
Number of victims	6	5	4	2	4

2009 - 2010	Suspects identified	Linked to gangs	Suspects known to Police or agencies	Known criminal history	Links with illegal drugs	Previous history gun/ knife related incidents	Suspects aged 19 or over
Number of suspects	8	5	7	8	6	5	8

Our conclusion from our research and the other detailed analysis described in the section above is that we are seeing older persons, who have a history of criminality,

carrying out serious weapon related violence, which is linked to the illegal economy, usually the illegal drugs market, or personal conflict. The use of guns as a weapon is more prevalent in this group than knives. Offenders are known to agencies and have a clear connection with the victim.

## **6D - Communities and communication**

The SSP has worked closely with its communities to help identify the key emerging issues at a local level and develop responsive programmes to address these. The Southwark community gangs forum has been at the vanguard of this approach, bringing together community and voluntary groups, young people and specialists, to not only highlight the issues, but to actively deliver interventions, many of which are set out below.

Our approach in the future will be to build on the success of agencies such as St Giles, Safe Programme (Peckham), Fairbridge, St Giles, Life, From Boyhood to Manhood and Involve who provide vital one to one support services. However, our future approach will be to use the findings of the research to focus on interventions that are most effective. Specifically, connecting these key voluntary organisations so they work more collaboratively and direct these services to areas, individuals and families where the interventions will be most effective.

We also recognise that Southwark cannot do this alone. Southwark has been instrumental in establishing a cross border alliance with Lambeth, Croydon, Lewisham and Greenwich to share intelligence, develop key programmes enhance and expand existing programmes which are effective and provides a network of knowledge for agencies and other local authorities.

Part of our approach over the last three years has been to take a lead role in working with our neighbouring boroughs to share good practice, develop programmes that will achieve additionality to what we are delivering locally and to share intelligence which will help to identify trends and individuals whose influence spans the borough boundaries.

The SSP has also worked with our community and voluntary agencies to deliver community and interagency educational awareness programmes focused on why people get involved in serious violence, how to identify the trends and where to go to get help.. There is a clear opportunity to develop these programmes for other key parts of our communities.

The feedback from our consultation on serious violent crime supports the findings and recommendations set out in this chapter. There is an overwhelming support for a more visible uniformed presence in areas, affected most by serious violence and a consistent multi agency enforcement approach. This has been fully reflected in the recommendations and next steps as outlined in this chapter.

## **6E – Current interventions**

Our interventions for alcohol related serious violence is focused on our approach to the night time economy. These are covered in the Southwark Alcohol Strategy and the associated action plan.

[http://www.southwark.gov.uk/downloads/download/2550/alcohol\\_strategy\\_2010-12](http://www.southwark.gov.uk/downloads/download/2550/alcohol_strategy_2010-12)

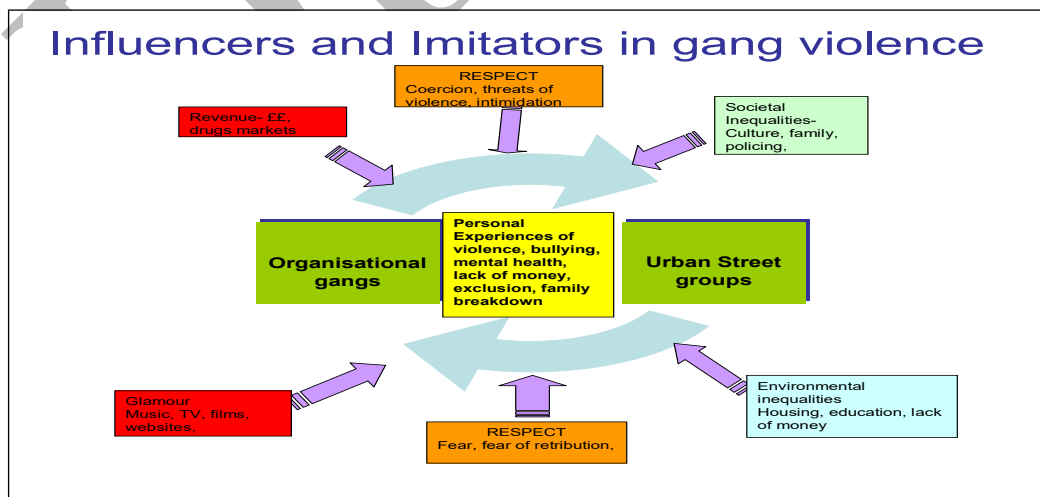
The remainder of this section will focus on the partnership approach in Southwark to address group, gang and weapon violence. The SSP has developed an approach which looks at what the motivators, or drivers, are, in committing violent crime. The practitioners report, 'Die Another Day' published in 2009, sets the influencing factors for involvement and the motivational factors for change, making clear recommendations to regional and central government and setting out a strategic direction for Southwark and London.

In regard to youth crime, joint working between the youth offending service (YOS) and the borough partners is central to effectively supporting young people involved in serious violent crime. Furthermore, strong links are key to ensuring integrated offender management and good intelligence sharing between partners as the young person approaches adulthood. The YOS is currently undergoing a significant restructure to better ensure that resources and processes are targeted to those who pose most risk and ensure a good quality and robust approach is taken to statutory youth offending work including assessment and interventions. Central to these developments, will be the joint work with the SSP to explore how multi agency resources, coupled with enforcement can be better used to deliver a scaled approach for those identified as committing multiple and/or serious offending.

All of our work tells us that in order to address violence we have to focus on the individual and identify the issues that drive them to commit violence as well as the factors that protect, or prevent them from doing so. The SSP will continue to give people involved in violence positive life choices and skills which will enable them to break the cycle of violence. (see diagram 2)

We also recognise that the motivational factors for change alter as those involved get older. Key long term life choice decisions have a far greater influence; whether it is a long term relationship, a child, a stable legitimate income, a safe home, or the death of close friend, group or gang member. The SSP has established specialist services delivered through voluntary agencies such as St Giles Trust and Involve, who will provide the long term intensive support required.

**Diagram 2.**



The SSP has adopted a risk based approach to addressing serious violence. At each level we have established programmes to reduce the risk. Key programmes include;

## **Community involvement**

- Gangs community forum: monthly community and voluntary sector meeting to identify emerging trends and developing programmes to address them.
- Community Road Shows: public awareness raising sessions delivered in locations across the borough, throughout the year.
- Causes and Consequences: awareness raising sessions with the voluntary and community sector on serious violence, recognising signs and where to get help.
- Southwark Community Games: delivering diversionary sport based programmes for young people.
- South City Radio: awareness raising discussion programmes for residents in Southwark, with phone in session on serious violence issues.
- GATES: run by Victim Support, advice and texting services to support parents, family members or friends on concerns about serious violence issues. Approximately 1,400 people have registered on the Gates advice service and over 130 calls were received from the public.
- Multi agency patrols and weapon sweeps: around schools and on estates to prevent violent incidents escalating after the school period.
- Test Purchase programmes: carried out by Southwark Trading Standards through both local retailers and the internet to stop the underage sales of offensive weapons.
- Safe Programme: originally established by Eternal Life Support Centre, SAFE offers a range of educational programmes, personal and mentoring support to young people and provides facilities such as free access to IT equipment and a music studio.

## **Early Identification**

- Wasted Project: anti knife programme delivered by Southwark Youth Offending Service to offenders who have committed knife related crimes.
- Southwark YOS Gangs Disruption Team: providing a range of educational and sessional programmes to both young people and parents who are involved in gang or group violence. The team dealt with over 80 cases in 2009/10.
- CASTLE Project: providing high level home security to the home address of individuals or families who are at risk on serious violence.
- Home Visit programme: delivered through community safety, the Youth Offending Service and Police, these face to face meetings, with a family and individual who is becoming known for group violence. 1:2:1 support is offered through a range of voluntary organisations including St Giles, Safe Programme (Peckham) and Life. We carried out over 40 home visits in the last twelve months and seen an overall reduction in violent behaviour by the cohort.
- Community Advocacy Programme: trained community advocates who work on a one to one basis with individuals who engage through the home visit programme.

## **Intensive Support Programme**

- Intensive advocacy support: delivered by St Giles Trust and Involve to known gang offenders through local agency referral or Probation Service on exiting custody. Since the programme was established, the programme dealt with almost 100 cases, supporting clients into housing, education and employment.
- SERVE: programme to re-house at risk individuals or families due to serious gang or group related violence. The programme works with Housing Associations

to provide short term accommodation and advocacy support through Victim Support to help them move on. In the last 12 months we assessed over 30 cases and helped move 12 clients.

- Gang mediation programme: delivered through the voluntary organisation, Capital Conflict management, the programme provides conflict resolution between gangs to prevent the escalation of violence. The project has taken 6 referrals and 2 successful resolutions have taken place.
- Pathways Programme: a three tiered approach, calling in individual involved in serious violent offending, offering them support if they want it, but being clear that enforcement action will be taken if they continue their involvement. Advocacy support is provided through voluntary organisations, St Giles and Involve. A key component is the community involvement which provides a strong message to stop the violent behaviour.
- From Boyhood to Manhood:- provide educational and mentoring support through schools, for individuals and parents who impacted by serious violence and violent behaviour.

## **Enforcement**

- Operation Hamrow: a multi agency programme to identify and take enforcement action against individuals or groups involved in serious violence.
- YOS risk management panel: identifying youth offenders who are involved in serious violent offending and providing multi agency interventions to reduce risk.
- Legislative powers: wide use of powers such as dispersal zones, injunctions, closure orders, evictions, and confiscation of assets to stop serious violence and the illegal economy that drives serious violent offending.
- ASBO's: use of anti social behaviour orders to curtail the movements and behaviour of individuals involved in group or gang violence.

Central to our approach going forward is to identify which programmes should remain and form the basis of our multi agency single offer to those involved in serious violent crime. This will be based on key principles such as impact and value for money and how provision can meet the needs of our offending community and support that communities, parents and offenders to take responsibility for their outcomes.

## **6F – Southwark- the next steps**

Southwark has been long recognised as one of the leading authorities in its approach to tackling serious violence, in particular group and weapon violence. As part of this strategy we have worked with academics, researchers, practitioners and those involved in serious violence to identify the changing trends that will influence us most over the next 5 years.

As a result there are 5 key recommendations for the next 5 years that have come from of our cumulative knowledge and with the acknowledgment that we will need to use the reduced resources available to us for the maximum impact.

- ✓ **Location matters:** the evidence indicates that serious violence and in particular group and weapon violence has its core in small tightly defined areas. Although those involved in gang and weapon violence will travel many miles, they do so to control their illegal economy territory and carry out retribution. The actual origin of this activity is based on estates within neighbourhoods. As Diagram 2 illustrates

(Toy, 2009), environmental inequalities, such as poor housing, lack of meaningful employment, poor prospect of academic achievement, are reinforced by social inequalities such as cultural discrimination, fragmented family life and perceived police discrimination. Stanko and Hales report highlights : (*"Policing violent places: a strategic approach to reducing the harm of violence in communities"*), that in London "10 per cent of murders and grievous bodily harm (GBH) occurred in only 13 wards (2.1 per cent of wards). Furthermore, one quarter of all serious violence in London occurred in only 49 wards (less than 10 percent) ". The report recommends a "worst first", approach to tackling serious violence. For Southwark, our research leads us to the conclusion that this approach needs to focus to key estates around the Peckham Town Centre area, as highlighted above.

- ✓ **Redefining the local economy:** Part of the challenge facing agencies is that the violence itself is connected to the illegal part of the local economy. Significant elements of the criminal economy, most notably drug dealing and associated criminality are embedded within local communities. As such they are visible to local residents, facilitate entry into criminality for some local young people and provide certain benefits to local residents and businesses, including supplementing legitimate incomes. Whilst we need to concentrate on local estates in local neighbourhoods, we also need to work with local communities, educational and employment agencies to create a strong legitimate economy which can countermand the embedded illegitimate economy.
- ✓ **Points of Intervention:** It is difficult to determine of all the children and young people known to services, which ones will go on to be offenders, or even serious offenders. However, going forward, more targeted early intervention will remain central to our approach. Our limited resources will mean that our approach to early intervention for serious violent crime will be directed at those who have already offended (as set out below – catching the wave of serious violence), and who are assessed as likely to go on to serious offending. Key to this will be good information sharing and a shared agreement between partners regarding risk and interventions needed.
- ✓ **Catching the wave of serious violence:** Our cohort case study indicates that serious violence doesn't just happen, it develops through disruptive behaviour, low level crimes, escalating in robberies, drug possession and supply through to serious violent behaviour and possession of firearms. Our recent evidence as outlined above is showing that a critical time period is at the age of 17-21, when the individual or more often the gang, fragments. As this wave crashes the next wave, younger members, learning the lessons of their predecessors, is already emerging. Providing intensive 1:2:1 support for those individuals in the age range of 17-21 who have consciously made a decision to change their lifestyles needs to be a key component of how we work. This is evidenced by the work of agencies such as St Giles SOS project, SERVE and the successful cases in the Pathways Programme.
- ✓ **An Enforcement continuum:** For those individuals who are involved in serious violence whether they are at the "crest of the wave" enforcement has to be robust. There are three specific issues, based on our research related to enforcement which has changed the dynamics of serious violence.

A common enforcement message: As highlighted in this chapter, the use of enforcement is not consistent. Indeed the research indicates that in many cases an enforcement approach by one agency is countermanded by another. Consistently our research indicates that parents, guardians or family members feel that they don't have the full

information from agencies or, state that they feel they don't have the power to punish at home. To be successful in our recommendation there needs to be a collective agreement on what is and what isn't acceptable and a common enforcement message for any actions which deliberately go beyond the boundaries of acceptability. We need to develop programmes such as Stand up for Southwark in a local context and own by the wider community.

When we enforce: Key to this will be how we use the statutory enforcement powers of the YOT, in conjunction with the range of intelligence, support and resources available across SSP partners. One case study highlighted that a person was involved in over 20 anti social or criminal incidents, between the ages of 11 and 15, escalating in severity. On only two occasions did they get charged with any offence. This is not uncommon when we look at repeat offenders (see Appendix 1). There is a clear opportunity for partnership agencies to work more collaboratively to apply enforcement action as a form of early intervention within the first 12 months, for individuals and groups, as they start emerging.

Criminal justice: there is still a view amongst our communities that criminal justice doesn't take appropriate measures to protect them from those who commit serious violence. This is borne out in our cohort case studies, as highlighted above where a high percentage of charged offences result in no penalty or judicial outcome. Whilst we might want communities to be more forthcoming in providing information on serious crime, they need to be confident that individuals will be brought to justice and that justice will not allow them to remain within the community where they pose a threat.

### **Establishing an Intervention Framework**

Our next steps will be to create an interventions framework for this specific location. A core part of the partnership approach will be to use our regeneration programme for Peckham as a foundation for our intervention framework. This will include using the regeneration of the commercial area as set out in the development plan, establish a mixed use night time economy, attracting families as well as music and entertainment venues. We will ensure that the regeneration programme includes key crime design elements, light and CCTV improvements, both within the town centre but also as part of estate improvement programmes and new housing schemes such as the former Woodene Estate. Improvements to the public transport infrastructure will help to reduce crowded areas and ease congestion in the busy Rye lane and Peckham Road area.

- A range of locally based agencies from the public, voluntary, business and community sector.
- The establishment of a multi agency intelligence system which will form the core of identifying the individuals and families who will most benefit from our targeted interventions.
- An economic alternative to the illegal economy and will look at examples from other areas such as access to employment opportunities at a local level, flexible child care which enables single parents to take on evening employment and supportive apprenticeships schemes aimed at 18-24 year olds.
- Establishing direct access to a range of early intervention activities; sports, drama, music, media and cultural development; that will lock young people into programmes which challenge and progress their ability.
- Providing a visible presence that works within the community based locally to the area at time when the community needs them most.

- Basing specific services locally so that they are within the heart of the community.
- Intensive 1:2:1 support for those individuals and families, in a targeted way through our risk based approach, focused at the key transitions time from when disruptive behaviour starts to develop, into early adulthood.
- The community taking a lead role in both setting the standard of behaviour for their area and the delivery of programmes locally that will provide support for families and directed the resources that are provided locally.

We will establish a violent crime action plan by early 2011 which will set out the intervention framework and its overall delivery.

".policing will be most challenging in areas where illegal economies are heavily entrenched. It is essential ...that the police build community trust and confidence, both through what they should do (listen, consult, solve crimes, bring offenders to justice, use powers carefully and in a specific and targeted manner) and what they shouldn't do (aggressive tactics, racial profiling, wrongful arrests, as these tactics degrade the high level of trust necessary in a context where protection against retaliation is fragile).  
**Stanko and Hales report : "Policing violent places: a strategic approach to reducing the harm of violence in communities MPS 2009**



## CHAPTER 7 - Violence against women and girls

### SUMMARY OF THIS CHAPTER

#### Key Facts

- ✓ Domestic abuse has a significant impact on children and young people.
- ✓ In almost a third of all cases of sexual abuse the suspect is known to the victim.
- ✓ 15-19 year old males are over represented as suspects for sexual offences.
- ✓ Peckham has the highest increase in cases of domestic abuse.
- ✓ April, May and November are the peak months for sexual offences.

### RECOMMENDATIONS OF THIS CHAPTER

#### KEY RECOMMENDATION

- Provision for domestic violence and sexual offences is reconfigured in line with recommendations of the SSP and Children's Trust review of domestic abuse services, due to conclude in December 2010.

#### Key Actions

- To deliver a healthy and respectful relationships campaign as part of the above review.
- To work closely with a range of other partnership bodies, including safeguarding boards, to improve our understanding of Honour based Violence, Female Genital Mutilation, and forced marriage and human trafficking.

This chapter will focus on:

- Domestic abuse (DA)
- Sexual violence, including rape

Whilst the chapter focuses on women and girls who are disproportionately affected, we fully recognise that same sex abuse and abuse against men are important issues in their own right. Our review on domestic abuse services will include these areas.

The Safer Southwark Partnership broadly supports the priorities and recommendations contained in the Mayor of London's strategy "The Way Forward, Taking Action to end violence against women and girls 2010-13". As such this chapter will reflect the priority areas, with a greater emphasis on the key issues that affect women and girls in Southwark. Whilst the definition of domestic abuse includes Female Genital Mutilation, locally this is addressed through the Southwark Safeguarding Children's Board (SSCB).

Tackling domestic abuse is a shared priority for Southwark Council and our partners. The 2010-2013 Children and Young People's Plan (CYPP) identified as a priority 'Fewer children and families experiencing domestic abuse'. Domestic abuse also features as a recommendation with actions in Southwark's last serious case review (SCR). Based on this, and a change in reporting rates locally, domestic abuse service provision was identified as a key area for improvement.

Following discussion at the SSP and Children's and Families Trust a leadership group has been established. This group will provide the vision and strategic direction for redesigning our domestic abuse systems. Key aims include:

- Simplified and joined up care pathways, within a clinical governance framework.
- A shared agreement of risk frameworks and effective threshold managed across risk levels.
- Interventions to tackle perpetrators and developing the role of the multi agency risk assessment conference (MARAC).
- Best use of resources, particularly a standardised approach to independent domestic violence advocates (IDVAs).
- A multi agency commissioning approach, with a clear lead commissioner.
- Community leadership to tackle a perceived acceptability of domestic abuse.

## **7A – Context**

### **Domestic violence**

Domestic violence is not an offence in its own right. For example if a partner or ex-partner has carried out an assault, then the crime is recorded as an assault. A domestic violence flag will be added to the crime report.

### **Domestic Abuse**

#### **The national picture**

- The NHS spends 3% of their total budget on treating the physical health of victims of domestic abuse ([www.womensaid.org.uk](http://www.womensaid.org.uk)).
- London has a higher rate of domestic abuse than the average for England and Wales (Home Office 2004-8 British Crime Survey).
- Nationally, 16% of violent incidents are recorded as domestic abuse.
- 42% of domestic abuse victims are victimised more than once.
- National figures show that 30% of domestic abuse begins or escalates during pregnancy.
- Nationally, 65% of cases of children on a child protection plan are domestic abuse related.

#### **The local picture**

- In Southwark, 40% of Merlin referrals are domestic abuse related; 30% of these trigger initial assessments.
- From December 2009 to February 2010, of 88 clients of one IDVA just over 70% had children and eight were involved with a social worker where the children were subject to a CPP; all children remain on the risk register.
- In the past 12 months, the 167 children were considered as part of the cases referred to MARAC .
- The trajectory for domestic abuse offences is downward; there has been an 11% decrease in recorded offences between 2005/06 and 2009/10.

### **Sexual Offences**

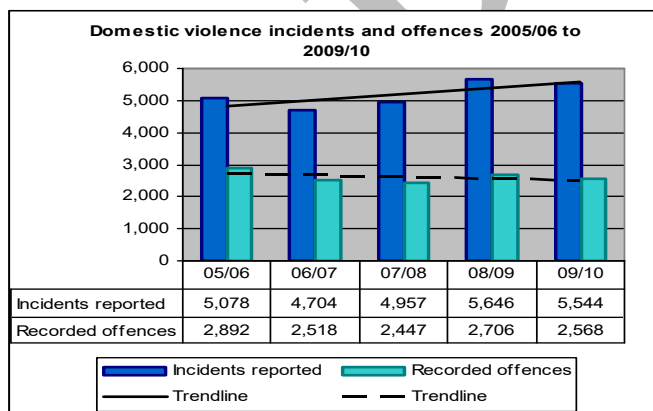
## The national picture

- On average just 10% of rapes are reported to the police. (Povey D, Coleman K, Kaisa P and Roe S January 2009, Homicides, firearms and intimate violence 2007/8).
- The London Ambulance Service is called to approximately 450 rape/sexual assault incidents a year.
- Only 22% of serious sexual violence incidents are brought to justice per year (Iquanta 2009).
- The rape conviction rate was 6.5% for England and Wales. This is the second lowest conviction rate in Europe, after Scotland.

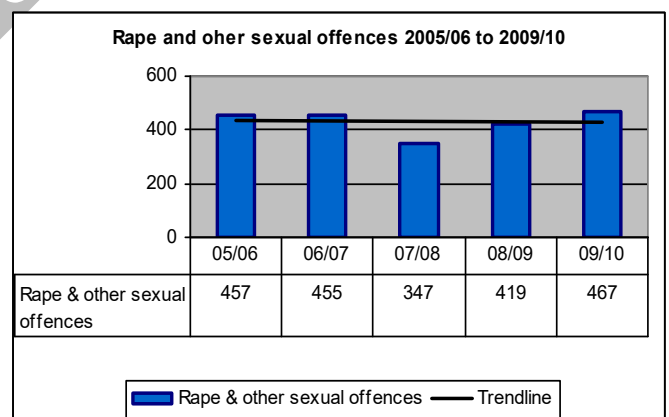
## The local picture

- Rape and other sexual offences have increased over the last two years, following a dip in 2007/08. Consequently in Southwark current levels are 2% higher than 2005/06. This compares to a 3% reduction over the same period London wide. (Charts 19 and 20)
- Southwark is one of London's highest volume boroughs for overall sexual offences
- 12% of the total sexual offences reported to the police in Southwark are committed by and against young people aged from 11 to 16. This is proportionate to the Southwark population figures.
- In 14.2% of rape cases, and 6.8% of sexual assault cases, the victim had some form of mental illness or learning difficulty.
- There was no rape of sexual offences in 2009/10 that were deemed to be racially aggravated.

**Chart 19**



**Chart 20**



## Honour Based Violence

- Regionally, the Metropolitan Police recorded 256 incidents linked to honour based violence in 2008/09, of which 132 were criminal offences. This is a 60% rise compared to the previous twelve months. (BBC news 7<sup>th</sup> December.2009 "honour crime rising police say" news.bbc.co.uk).

## 7B – People

## **Victim demographic** (based on information from 2009-10)

### **Domestic abuse:**

- The peak age ranges for victims of domestic abuse is 20-29 years old.
- 43.8% suffer minor injuries and 42.9% suffer no injuries.

### **Sexual Offences:**

- There were 312 recorded rape or sexual assault cases in Southwark in 2009/10.
- 94% of recorded victims of sexual offences in 2009/10 were female, with almost half of these victims aged between 10 -19 years.
- Afro Caribbean and White European were the two highest categories for victims of sexual offences.
- There were 6 recorded repeat victims in 2009/10.
- 72 victims had either drunk alcohol or taken drugs on the day in which they were assaulted (22% of all victims).
- Of the 16 internet related recorded sexual offences, 7 victims were aged 10 -14, which equates to 10% of the recorded sexual offences for this age group.

## **Offenders**

### **Domestic abuse:**

Approximately 10% of domestic abuse offenders are repeat offenders. Domestic abuse offenders almost exclusively offend alone. Where there were multiple suspects, they were almost always family members.

Over 80% of domestic abuse offenders were male. 52.9% of domestic abuse offenders were aged between 20 and 34, with the peak age range being 25 - 29 (just under 20% of the total).

44.8% of domestic abuse incidents involve a couple in an intimate relationship. The next highest category is ex-partners (36.9%), followed by immediate family (15%) and extended family (2.9%).

In terms of victim-offender relationship where the suspect is a partner, 46.2% are classified as a boyfriend and 28.3% as husband.

There are fewer ex partners than current partners shown as suspects. For boyfriend / girlfriend relationships, more suspects recorded as ex boyfriend than current boyfriend. Almost three quarters of ex partners are classified as ex-boyfriend, with ex-girlfriend being the second most common (14.2%).

For domestic abuse committed by family members, males are the prevalent offenders. Offenders are recorded as son (31% of total 'family' offences), brother (25%) or father (11%). There are few numbers of 'extended' family members recorded, but the most common is 'brother in law' (28.3%).

It could be inferred that one of the risk factors for domestic abuse in boyfriend / girlfriend relationships is the end of that relationship. The same cannot be said for married or common law partners, where the opposite appears to be true, potentially due to factors such as the custody of children, or the tenancy or ownership of family homes.

### Sexual offences:

There were just under 380 offenders in this year and in 73% of cases the suspect was alone. There were 17 rape cases where there were three or more suspects.

In 61.5% of cases the suspect's name was known, either by the victim or as the result of police/partnership investigation. In 30% of cases nothing is known regarding the suspects name. In 34 cases, the victim knew either a first name, surname or tag name of one of their assailants.

99% of suspects are male. 59% of suspects are described as Afro-Caribbean with the highest age range between 15-19, representing 17% of suspects

Chart 23 indicates the nature of any stated relationship, where one has been reported.

Chart 21

How Known	% Total Sexual Assault	% Total Rape
Acquaintance	17%	30%
Family	6%	3%
Friend	4%	7%
Medical	2%	0%
Neighbour	1%	3%
Other	2%	2%
Relationship	10%	22%
School	8%	4%
Stranger	48%	28%
Work Relationship	3%	1%
<b>Total</b>	<b>190</b>	<b>120</b>

\* Data in this table is a snap shot at a given point in time. Totals have been rounded up to the nearest 10

## 7C PLACES

### Domestic Abuse

- In terms of reported incidents of domestic abuse, the biggest increase was in the Walworth community council area, with a 24.7% increase in incidents 2008/09, compared to the previous year.
- In the first 6 months of 2009/10, Peckham community council area had the biggest increase (32.7%) of reported incidents

### Sexual Assaults

There are clear variations in the locations for differing types of sexual assault.

#### Rape:

- Newington, South Bermondsey and Grange wards recorded the highest number of rapes in 2009/10.
- Just over a third of recorded rape offences in 2009/10 occurred on estates.
- 66% of recorded rape offences took place in either the victim's or suspect's home.

#### Sexual Assault:

- The recorded incidents of sexual assault are spread across the wards in the borough in 2009/10.
- A quarter of offences in 2009/10 occurred on estates.
- 21% of recorded sexual assaults occurred on the street and 20% occurred in the victim's home.

The peak months for sexual offences are May, June and November. These increases do not follow the trend of other types of violent crime.

## **7D - Communities and communication**

The review of domestic abuse has highlighted the need for community and democratic leadership to tackle the perceived acceptability of domestic abuse. The aims will be to,

- Raise awareness of what domestic abuse is and harmful behaviours
- Increase reporting to council and partnership services
- Reduce repeat incidents of domestic abuse
- Enable communities to deliver their own solutions

## **7E – Current Interventions**

### **Independent Domestic Violence Advocates (IDVAs)**

IDVAs are specialist case workers whose role involves the professional provision of advice, information and support. Southwark has generic IDVAs as well as specialist IDVAs e.g. for mental health service users, for young victims between 12 and 25 years of age and for lesbian, gay, bi-sexual and transgender victims. Southwark also has an independent sexual violence advocate service for victims of rape and sexual assault. The vast majority of the advocacy work is delivered through the voluntary sector such as Bede, Victim Support, Haven and African Advocacy Foundation.

### **MARAC**

The MARAC provides a multi-agency response to victims who are at high risk of serious domestic abuse, working with both statutory and voluntary sector agencies to reduce risk and provide appropriate services to victims as a priority.

### **Housing transfers and the Sanctuary Scheme**

Southwark's Housing department has procedures that allow for quick management transfers for high-risk victims, either within or outside the borough. Southwark has a Sanctuary scheme which enables victims to remain in their own homes safely.

### **Refuges**

Southwark has 24 bed spaces in refuges, including spaces for victims with disabilities.

### **Routine Enquiry**

Southwark has pioneered the use of routine enquiry. Routine enquiry is simply asking if someone is a victim of domestic abuse, based on the assessment of risk factors. It was piloted in the Anti-Social Behaviour Unit, where there was a disclosure rate of 42%.

## **7F – Southwark- next steps**

The leadership group made up of lead officers and partners will provide strategic direction to the review of domestic abuse services, enabling an agreed service model to be developed by December 2010. The recommended model will then be commissioned by April 2011.

Southwark has brought together the domestic abuse, sexual offences and other crimes of violence against women and girls within sexual offences and domestic abuse steering group. This group will:

- To deliver a healthy and respectful relationships campaign as part of the above review
- To work closely with a range of other partnership bodies, including safeguarding boards, to improve our understanding of and statutory requirements for Honour based Violence, Female Genital Mutilation, and forced marriage and human trafficking.
- Ensure that the steering group deliver on the priorities as set out in the SSP rolling action plan as well as helping implement outcomes from the domestic abuse review.

DRAFT

## **Chapter 8 - Addressing violent offenders**

## SUMMARY OF THIS CHAPTER

### Key Facts

- ✓ Southwark has the highest number of receptions into London Prisons.
- ✓ 21% of adult offenders and 38% of youth offenders had been arrested for violent offences.

## RECOMMENDATIONS OF THIS CHAPTER

### KEY RECOMMENDATIONS

- ✓ To review and improve current arrangements for identifying and supporting young people and adults at risk (Risk Management Panel, MAPPA and PPO) to ensure offenders are managed by the most appropriate scheme locally. To include transitioning arrangements for those transferring from young person to adult services.
- ✓ To agree a shared risk assessment framework to ensure we target our partnership resources at key individuals effectively and to maximise the resources at our disposal.

### KEY ACTIONS

- ✓ Establish and resource an Integrated Offender Management (IOM) system following the publication of the Ministry Of Justice Green Paper and the learning from the whole system review.
- ✓ Review Community Payback provision and how this is delivered locally including increasing the opportunities for communities and Registered Social landlords to nominate areas of focus.
- ✓ Ensure that Southwark female offenders have access to services and are linked into local, regional and national provision.

This chapter will specifically look at how we address serious violent offenders and the risk based approaches that we apply and how we could improve them.

The Safer Southwark Partnership will be publishing a Reducing Re-offending Strategy, later this year, drawing on the findings made in the Violent Crime Strategy and incorporating the key recommendations relation to violent offenders.

### 8A - Context

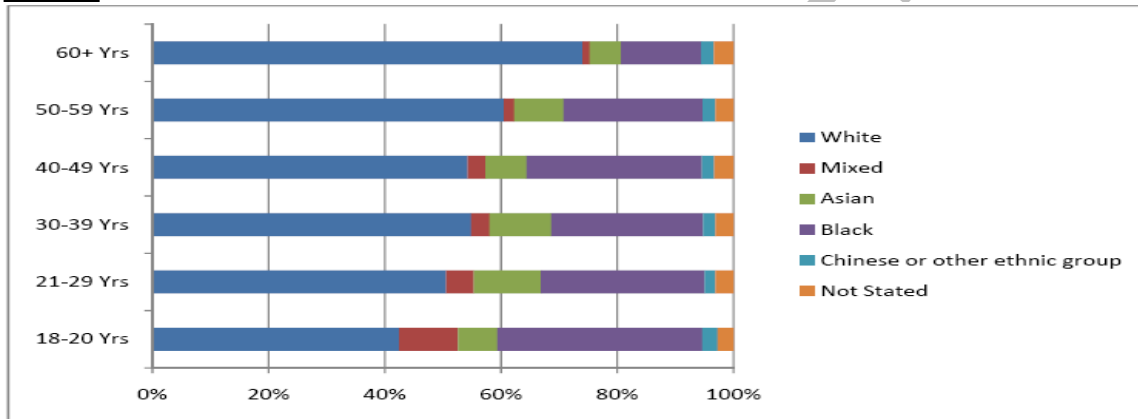
- There were 33,811 prisoners who were screened upon their reception into London Prisons in 2008/9. 81% usually reside in a London Borough.
- 60% of prisoners, who were sentenced, were sentenced to less than 12 months.
- Violence against the person accounted for 21% of the offence type, of offenders who commenced community orders or license supervision with the London Probation Service. Violence against the person was the highest category for offence type. Sexual offence made up 2%.
- Alcohol support was identified as a need in 22% of London Offenders in custody and 31% of offenders in the community.
- 9% of all receptions into custody in 2009 were female, with 76% of those sentenced on reception serving less than 12 months. Prison data relevant to



Southwark in 2008/9, indicates 50% of offenders convicted of a serious violent offence had a previous conviction.

The following chart, from the London Borough Profile Report 2009 (NOMS London, Ministry of Justice Sept 2009) illustrates the ethnic profiles of prisoners by age. As it can be seen prisoners who are 50 and older tend to be white, whereas younger prisoners who are in their late teens are more likely to be black or of mixed ethnicity. When we look at this information alongside the ethnic profile for suspects for violent crime in the age range of 15-19, (see previous chapters), we can clearly see that the ethnic profile for offenders in adult offending institutions is likely to change dramatically over the next 10 years.

**Chart 22**



## 8B – People

The following information is focused on Southwark based offenders commencing supervision with the Youth Offending Service and London Probation Service.

### Youth Offending

In 2009/10, there were just under 1400 offenders under youth offending service (YOS) supervision. 38% of this caseload had been arrested for violent offences; of which:

- 81% are male
- 57% are Black or Black British
- 75% are aged between 14 to 16 (inclusive)

### Adult Offending

- There were 1,441 offenders from Southwark who commenced supervision with London Probation Service in 2008/9.
- 1117 were on community orders and 324 were released from custody.
- The highest offence type was Violence Against the Person with 290 offences, 20% of the overall total. Drug offences were the third highest recorded offence type (178) with 12% of the total.
- 62% identified a need for education, training, and/or employment. 58% identified a need for thinking and behavioural support.
- The Prolific and other Priority Offenders (PPO) scheme have capacity to manage and enforce against 40 of the most prolific dwelling burglars, motor vehicle offenders and robbers in Southwark. The aim of the scheme is to 'resettle and rehabilitate' offenders, support access to mainstream services and provide

- supervision. Swift enforcement action is taken if offenders who have been selected onto the scheme to do not comply with their Order or engage in offending.
- Women on the Probation caseload were more likely to be serving community sentences than men; 87% in comparison to 78%. The most frequent offence type for women was theft and handling (23.3%) and Violence against the person (18.46%).

## **8C – Places**

Information is now available from NOMS that can tell us more about the location of offenders in Southwark. Most recent information indicates that Peckham (230) and Faraday (190) wards had the highest number of resident offenders in 2009/10 (based on prison discharge data). Livesey, Nunhead, Brunswick Park and Camberwell Green were the next highest with 180 in each ward self reporting resident offenders based on prison discharge data.

The information should be used with some caution as it is self reported however it gives a good indication of where any community based interventions should be based. This approach was used to identify a base for the Southwark Diamond Initiative Pilot, currently based in Faraday ward, targeting interventions, support and enforcement activity with resident populations.

## **8D - Communities and communication**

Southwark has worked closely with the Probation Service since 2006 to develop a successful Community Payback scheme which replaced what was known historically as Community Service. Community Payback forms part of a Community Sentence issued by the courts to offenders who commit certain low level crimes. Offenders are then required to undertake between 40 and 300 hours of unpaid work in the community.

The aims of Community Payback are two fold, to punish offenders for their crimes (without the requirement to serve a prison term) and to ensure that offenders 'pay back' something to the community that they have offended against. Offenders who have committed low level violent crimes such as assault or harassment form part of the offender cohort who are required to deliver payback as part of their Community Order.

Since the start of the scheme, over 300 areas have benefitted from work carried out by offenders serving Community Payback including graffiti removal, removal of bulk waste and litter, landscaping and painting projects. We are already working with the Safer Neighbourhood Teams to identify areas that could benefit from work carried out by those serving Community Payback and will look to increase the number of referrals from community groups.

## **8E – Current Interventions**

### **Risk management panel**

The panel coordinates the supervision, support and enforcement activity for young people assessed as at high risk of reoffending and high risk of harm to the public. This includes violent offenders.

### **MAPPA**

Multi-Agency Public Protection Arrangements (MAPPA) is a mechanism via which sexual and violent offenders, both adults and young people, who pose a high level of harm to the public are managed safely in the community. There three agencies who act as Responsible Authorities, namely Probation, Police and the Prison Service. It is these three agencies who are responsible for ensuring that MAPPA is in place and a comprehensive risk management plan for each offender is in place. Other relevant agencies have a duty to co-operate with MAPPA. They include the Youth Offending Service, Children's Services, Housing, Mental Health. Job Centre Plus etc. The latter agencies have a responsibility to refer the relevant offenders into the MAPPA process and act as the leads in managing the risk the offender presents if appropriate.

### **Prolific and other Priority Offenders**

Coordinates the supervision, support and enforcement activity for young people (up to 10) and adults (up to 40) assessed as 'prolific' and committing offences of local priority. These include but are not limited to dwelling burglary, motor vehicle crimes and robbery.

### **London Diamond Initiative**

Coordinates the support and enforcement activity for adult offenders who have served less than 12 months in custody and who live in a defined geographical area. Currently 6 wards, however an expansion plan is in motion that will see the pilot expanded to all wards in Southwark.

### **Supporting Women Offenders**

As a result of the Corston Report which acknowledges that women offenders have different needs from male offenders, the Probation Service now provides a number of services and interventions specifically designed for female offenders. These include a women only group offending behaviour programme and a supervision programme designed for women and delivered on a 1:1 basis. In addition all female offenders subject to any form of probation supervision are offered a female offender manager.

The below case studies looked the economic and social costs of the offences that individuals were both perpetrators and victims of. In order to do this we used Home Office cost of crime estimates that take into consideration things like the value of stolen property, victim services, health services, insurance costs and criminal justice costs to provide an average cost per offence. Using the figures we were able to make conservative estimates and found that the cost of offending of these 15 individuals was close to £570,000 and the cost of being victimised (that includes attempted murder) was close to £4,600,000. So in total the costs were in the region of £5,100,000.

Case study	Age when first came to notice	reason	Suspect history	Judicial outcomes	Family	Victim history	Interventions applied
1	12	Minor offence	Over a three year period:- Possession of drugs Violent disorder Attempted murder Disorderly behaviour (several counts) Residential burglary Actual bodily harm Robbery Possession of an air weapon in a public place	Fine £15 NFA x 7 Not Guilty x 4 3 month referral order Warning Reprimand	Single parent family with siblings  One sibling directly linked to gang activity	Attem'd murder	ASBO  3 month referral order
2	14	Possession of an offensive weapon	Possession of an offensive weapon Possession of class B drugs (several counts) Theft of Motor Vehicle (several counts)	Conditional discharge (several counts) Fine £150 Attendance Centre Compensation Order Disqualification order (driving) Community Rehabilitation Order Fine £50 Community Order	Single parent family, older siblings, one linked to gang activity Individual in temporary accomm'n Parent has health support needs	Harassment  Victim of shooting	Custody  Mentoring support  Drug treatment support.  Pathways  Probation intervention particularly around Education and employment

3	12	Harassment/ school exclusion	Following offences over a 3 year period Harassment (several counts) Grievous Bodily Harm Robbery (several counts) Commercial robbery TDA Possession of an offensive weapon S.4 Public Order Possession of cannabis Supply of class A drugs Breach of ASBO several counts	4 convictions including:-  1x £15 fine  2x YOS 12 month supervision order  1x referral order  1x reprimand  NFA'd 5 times  Found not guilty x3	Mother and father, supportive family environment.  Parents have health related support  Family reside in Public sector accomm'n	Victim of assault	Supervision order  Referral order  School exclusion (?)  Parenting Support  ASBO
4	8	Victim of hate crime	Grievous bodily harm (several counts)  Actual Bodily Harm  Robbery (several counts)  Common assault  Witness Intimidation  Possession of an offensive weapon (several counts)  Damage to a motor vehicle	Final warning  12 month supervision order (2 separate occasions)  Not guilty x 5  3 month action plan order  NFA'd x 9  Compensation order (several counts)  School exclusion (several counts)  ASBO	Single parent family with younger siblings  Family reside in Public sector accomm'n	Victim of hate crime	Home Visits  School exclusion  Parenting order  ASBO
5	8	Child welfare concerns	Over a two year period:-  Theft of motor vehicle (several counts)  Grievous bodily harm  Possession of drugs  Possession of an offensive weapon  Robbery  Actual bodily Harm  Threatening behaviour (several counts) Breach of court bail	Warning  Reprimand  NFA'd x 5  ASBO	Supportive mother. History of drug misuse and domestic abuse  Older and younger siblings  Family reside in Public sector accomm'n	Victim of a serious assault  Victim of assault (several counts)  Victim of theft  Victim of robbery	Home Visit  ASBO  Parenting support  Relocation of whole family  School exclusion

			Breach of ASBO (several counts)				
6	13	Suspect of Actual Bodily Harm	Actual bodily harm (several counts) Possession of class B drugs Robbery Common Assault	NFA'd 7 3 month referral order Warning Caution Breach of ASBO	Mother Father and siblings. Supportive family background	Victim of robbery	3 month referral order Excluded from school Parenting Support Home Visit ASBO
7	12	Disruptive behaviour	Rape Sexual offence (several counts) Possession with intent to supply (several counts) Possession of an offensive weapon Public order Offence Grievous Bodily Harm Common Assault (several counts) Threats to cause criminal damage Money laundering Possession of a firearm	9 month community order Supervision order NFA'd x3 Short term custodial sentence x2 Warning	Single parent family 3 siblings One sibling involved in gang related violent offending Severe violent trauma in the family family reside in Public sector accomm'n	Victim of a shooting Attempted shooting Victim of a stabbing (several counts)	9 month community order Supervision order Transfer of accomm'n Pathways
8	12	Internal exclusion at school	Over a three year period:- Common assault Damage to vehicle Disorderly behaviour Failing to surrender Affray Possession with intent to supply Robbery (several counts) Violent disorder Theft from person	NFA;d 6 Not guilty 3 Conditional discharge 4 month referral order Supervision order £40 compensation Guilty and £15 fine	Single parent family with older siblings. None involved in gang activity Mother and father separated when subject was 12 Family reside in Public sector accommodation	Victim of attempted shooting	School Exclusion Fines Conditional discharge Referral order Supervision order Home visits Parenting Support ASBO

			Breach of ASBO (several counts)				
9	12	Shop lifting	ABH several counts Drug Offences (several counts) Common assault Possession of an Offensive weapon	NFA'd x 3 2 year custodial sentence PND x2	Single mother, two siblings. Victims of harassment and intimidation resulting in temporary child protection intervention for the family	Theft of motor vehicle Murder victim	imprisonment
10	12	robbery	Over a three year period:- Robbery (several counts) Damage to property Taking a motor vehicle and other driving offences Aggravated vehicle taking and other related offences (several counts) Breach of ASBO (several counts)	NFA'd x 7 Not guilty x 2 6 month referral order Payment of £20 compensation	Single parent family with older sibling connected to gang activity Family reside in Public sector accomm'n	N/A	Excluded from school 6 month referral order Home Visits Parenting support ASBO
11	12	Referral to Social Service from NHS	Over a four year period:- Residential burglary Sexual offence Possession of an offensive weapon Robbery (several counts)	5 month referral order NFA'd x 5 Compensation order 8 month detention and training order	Mother and father separated.. 2 siblings	Victim of a stabbing	5 month referral order 8 month detention and training order Statemented for special educational support School exclusion
12	11	Threatening behaviour	Over a four year period:- Threatening behaviour Robbery (several counts) Handling stolen goods Grievous Bodily Harm Witness intimidation Possession of an offensive weapon Possession of drugs	Temporary school exclusion (primary school) Reprimand Warning Not Guilty x 7 NFA'd x 3	Single parent family with young siblings, one sibling involved in group/violent behaviour.	Murder victim	Temporary school exclusion Home Study Leave Permanent exclusion Reprimand

			(several counts)				
13	7	Family Support – Welfare concerns f  (known to social services from birth)	Over a 5 year period:- Behavioural problems in school Robbery Threatening and abusive behaviour (several counts) Assault x3 Criminal damage Theft from a motor vehicle Breach of order (several counts) Receiving stolen goods (several counts) Possession of class A drugs Conspiracy to rob Grievous bodily harm Public Order Offence	6 month referral order Fine Breach of bail NFA'd x 8 Reparation order x 3 Curfew order Not guilty x 1 6 month supervision order 12 month supervision order Community Punishment order	Mother, stepfather and siblings  Health needs with one of the siblings	Serious physical assault	Health support for a diagnosed disorder  Social service accommodation  Mentoring support  Fixed term exclusion (several counts)  Educational transfer  6 month referral order Fine  Reparation order x 3  Curfew order  6 month supervision order  12 month supervision order Community Punishment order
14	14	School exclusion	Over a 3 year period:- Possession of an offensive weapon Robbery (several counts) Common Assault Possession with Intent to Supply Public order offence Indecent assault False Imprisonment Witness Intimidation	Final warning Referral order NFA'd x3 Community punishment order Compensation order Rehabilitation Order	Single parent family with siblings.  Family bereavement	None recorded	School exclusion  Transfer of accommodation  Rehabilitation Order



15	13	Theft	Over a three year period:- Theft  Common assault  Grievous Bodily Harm  Possession with Intent to Supply  Motor vehicle related offences (several counts)	Final warning  Conditional discharge  Disqualified from driving  Driving licence endorsed  NFAd x 1  Detention and training Order	Single Parent family, sibling  Family bereavement Family reside in Public sector accommodation	N/A	School exclusion  Parenting support
----	----	-------	--	---	---	-----	---

DRAFT