

Service Inspection Report

December 2007



# **Safer Lambeth Partnership**

**London Borough of Lambeth**

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# Contents

Service Inspection	4
<b>Summary</b>	<b>5</b>
<b>Scoring the service</b>	<b>7</b>
<b>Recommendations</b>	<b>9</b>
<b>Report</b>	<b>11</b>
Context	11
The locality and council	11
The council's community safety service	11
<b>How good is the service?</b>	<b>13</b>
What has the service aimed to achieve?	13
Is the service meeting the needs of the local community and users?	14
Is the service delivering value for money?	21
<b>What are the prospects for improvement to the service?</b>	<b>23</b>
What is the service track record in delivering improvement?	23
How well does the service manage performance?	26
Does the service have the capacity to improve?	28

## Service Inspection

This inspection has been carried out by the Audit Commission under section 10 of the Local Government Act 1999 and is in line with the Audit Commission's strategic regulation principles. These principles embody the objectives of our Strategic Plan and Strategic Regulation. They also reflect the principles from *The Government's Policy on Inspection of Public Services (July 2003)*.

Audit Commission service inspections should:

- focus on public service outcomes from a user perspective;
- act as a catalyst to help inspected bodies improve their performance;
- concentrate inspection work where it will have most impact, so that it is proportionate and based on an assessment of risk;
- be based on a rigorous assessment of costs and benefits, with a concern for achieving value for money both by the inspected organisation and within the inspection regime itself;
- be, and be seen to be, independent of the inspected organisation;
- report in public, using impartial evidence to inform the public about the performance of public services so as to enhance accountability;
- involve collaborative working with other inspectorates and external review agencies to achieve greater coordination and a more holistic approach to the assessment of performance by audited and inspected bodies;
- share learning to create a common understanding of performance that encourages rigorous self assessment and better understanding of their performance by inspected organisations;
- be carried out objectively by skilled and experienced people to high standards and using relevant evidence, transparent criteria, and open review processes; and
- enable continuous learning so that inspections can become increasingly effective and efficient.

We assess services using published key lines of enquiry (KLOE) to inform our judgements. The KLOEs can be found on the Audit Commission's website at [www.audit-commission.gov.uk](http://www.audit-commission.gov.uk).

This report is issued in accordance with the Audit Commission's duty under section 13 of the 1999 Act.

## Summary

- 1 Lambeth is a diverse and highly mobile borough which faces significant social and economic challenges. Lambeth is the 23rd most deprived borough in the country. There are significant levels of crime in the borough. Lambeth ranks 12th out of the top 40 high crime partnership areas in England and has the fourth highest number of Total Notifiable Offences in London. The borough has the second highest total of violence against the person offences compared to the London Crime and Disorder Reduction Partnership 'most similar family'.
- 2 Community safety service delivery is **'good'**. The council and partners have demonstrated a clear understanding of the crime and anti-social behaviour problems in the borough and have consulted widely and engaged with the diverse community.
- 3 The partnership has delivered positive and significant community safety outcomes achieving the majority of targets, including reducing British Crime Survey (BCS) Comparator Crime by 7,000 crimes per year when compared with 2003/04, a reduction of 24 per cent, one of the best performances in London. Fear of crime has decreased although it remains a key concern. The Youth Offending Service has also improved significantly, performing well against reoffending targets although not all targets are being met. Drugs treatment targets have been met for 2006/07 but are less likely to be achieved in 2007/08. Despite a range of initiatives and enforcement activity the 'open' drugs market in Brixton remains in place.
- 4 The Council and partners can demonstrate value for money most directly from the benefits accrued from the substantial reductions in recorded crime over the past three years, using Home Office cost of crime data. The Council has also used benchmarking data to demonstrate relatively low costs of some services and functions, for example youth court disposals and drugs treatment although not all services are directly comparable. Monitoring of expenditure and outputs is part of the performance management process but more can be done to link cost of service provision with overall outcomes.
- 5 Prospects for improvement are **'promising'**. At a service and corporate level there is a positive track record in delivering improved performance. The reduction in BCS comparator crime has been consistent and sustained since 2003/04. The Youth Offending Service has improved significantly from a level 1 to a level 3 service. There are a range of action plans and initiatives which are having a positive impact. Some survey data indicates a reduction in fear of crime but other responses are less positive.
- 6 The Council is implementing a significant range of organisational changes to improve linkages and ensure greater synergy in delivering cross cutting services. Senior managers and councillors have demonstrated commitment to delivering improvement and there is a demonstrable focus on improving performance. However there are gaps in data available to the partnership and performance management is not yet fully embedded in all areas and does not focus sufficiently on value for money.

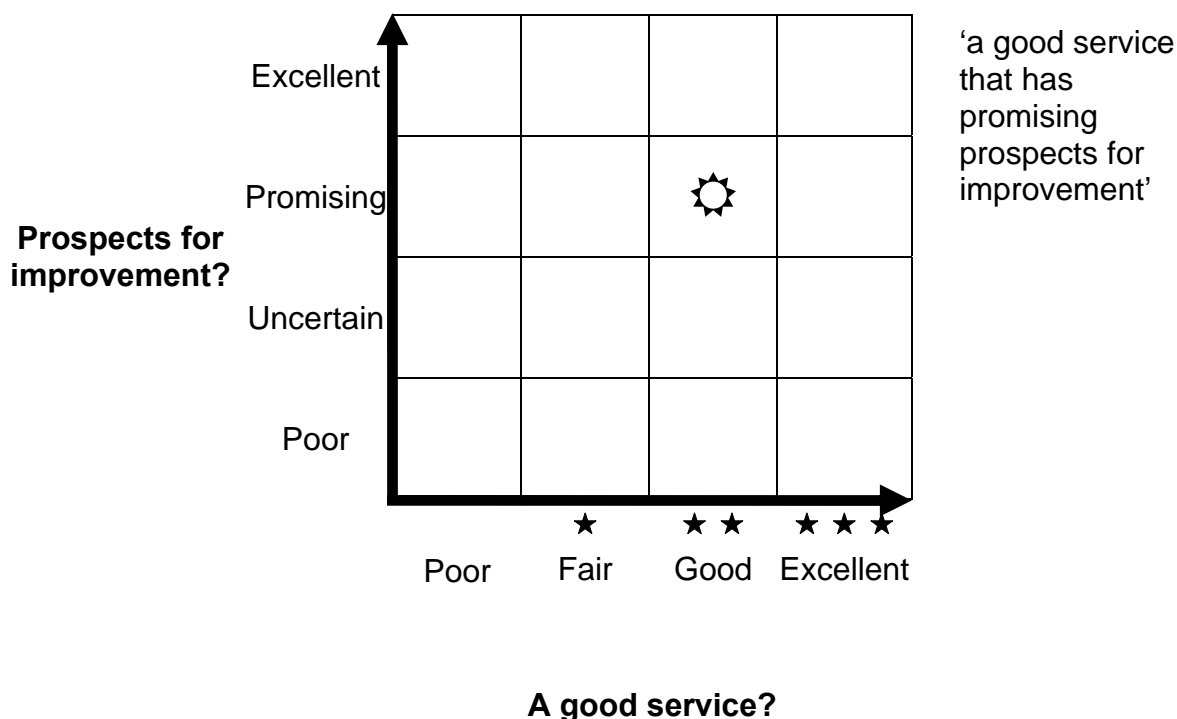
## 6 Safer Lambeth Partnership | Summary

- 7 Lambeth is building capacity to deliver improvement. Community safety is a key improvement priority for Lambeth and mainstream funding has been increased. Officer skills and capacity are high and there has been an investment in training. Action is being taken to maximise inward investment and procurement practices recognise the importance of community safety. However there is still significant reliance on grant funding.
- 8 Further impact can be achieved by:
  - focussing more on outcomes of initiatives and value for money;
  - improving data quality; and
  - more ward based work on reducing the fear of crime.

## Scoring the service

- 9 We have assessed the London Borough of Lambeth as providing a 'good' two-star service that has promising prospects for improvement. Our judgements are based on the evidence obtained during the inspection and are outlined below.

**Figure 1 Scoring chart<sup>1</sup>**



Source: Audit Commission

- 10 The service is a good, two-star service because:
- there has been significant achievement in reducing crime;
  - the majority of performance targets have been met;
  - the service has engaged with the community and priorities reflect community concerns;
  - fear of crime has reduced;
  - there are positive examples of joint working; and
  - the service can demonstrate value for money across a range of activities.

<sup>1</sup> The scoring chart displays performance in two dimensions. The horizontal axis shows how good the service or function is now, on a scale ranging from no stars for a service that is poor (at the left-hand end) to three stars for an excellent service (right-hand end). The vertical axis shows the improvement prospects of the service, also on a four-point scale.

## 8 Safer Lambeth Partnership | Scoring the service

However:

- first time entrants into the criminal justice system are increasing and black and minority ethnic young men are disproportionately affected;
- levels of violent crime remain high; and
- the Drugs market in Brixton is still in place despite partnership efforts.

11 The service has promising prospects for improvement because:

- the reduction in crime has been consistently sustained since 2003/04;
- there is a strong corporate track record of improvement;
- there has been increased investment and robust improvement plans are in place;
- performance Management arrangements have been strengthened;
- the Council has aligned its structure to better deliver cross cutting services; and
- partners are positively engaged.

However:

- there is uncertainty as to whether current drugs targets will be met;
- mechanisms to obtain and share data could be improved; and
- more focus is needed on linking outcomes of initiatives with delivering value for money.

## Recommendations

- 12 To rise to the challenge of continuous improvement, councils need inspection reports that offer practical pointers for improvement. Our recommendations identify the expected benefits for both local people and the council. In addition we identify the approximate costs<sup>2</sup> and indicate the priority we place on each recommendation and key dates for delivering these where they are considered appropriate. In this context the inspection team recommends that the council should do the following.

### **Recommendation**

*R1 The Council and partners should further develop links between the proposed Civic Assemblies, Safer Neighbourhood Panels and the Community Police Consultative Group.*

The expected benefits of this recommendation are:

- increased public scrutiny of community safety partnership activity;
- enhanced public engagement and awareness of community safety initiatives and outcomes; and
- improved links between strategic decision makers and the wider community.

The implementation of this recommendation will have high impact with low costs. This should be implemented by November 2008.

### **Recommendation**

*R2 The Council and partners should develop mechanisms to identify fear of crime at local ward or neighbourhood level and assess the impact of specific initiatives on reducing fear of crime.*

The expected benefits of this recommendation are:

- improved awareness of local issues;
- improved understanding of the impact of local initiatives; and
- better targeting of resources.

The implementation of this recommendation will have high impact with medium costs. This should be implemented by November 2008.

<sup>2</sup> Low cost is defined as less than 1 per cent of the annual service cost, medium cost is between 1 and 5 percent and high cost is over 5 per cent.

***Recommendation***

*R3 The Council and partners should establish mechanisms to better identify costs of initiatives and outcomes so as to more accurately assess value for money.*

The expected benefits of this recommendation are:

- increased awareness of what works;
- more efficient, effective and economic use of resources; and
- improved value for money.

The implementation of this recommendation will have high impact with low costs. This should be implemented by November 2008.

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# Report

## Context

### The locality and council

- 13 Lambeth is a diverse and highly mobile borough. In 2005, there were approximately 269,100 people living in the borough, the eighth highest local authority population in Greater London. It has one of the most culturally diverse populations in the country. Black and minority ethnic groups make up around 38 per cent of local residents. The population is also relatively young with 45 per cent of inhabitants aged between 20 and 40. The Greater London Authority (GLA) estimates that Lambeth's population is set to increase by nearly 18 per cent between 2001 and 2028. The population is highly mobile with the second highest total migration (ie inward migration and outward migration) in Inner London.
- 14 The borough faces significant social and economic challenges. Lambeth is the 23rd most deprived borough in the country. Although it has areas of substantial affluence, there are areas of severe deprivation that rank among the worst in the country – 11 of 177 sub-ward areas in the borough were in the most deprived 5 per cent of such areas for England.
- 15 There are significant levels of crime in the borough. Lambeth ranks 12th out of the top 40 high crime partnership areas in England and has the fourth highest number of total notifiable offences in London. The borough has the second highest total of violence against the person offences compared to the London CDRP 'most similar family'.
- 16 The administration changed after the May 2006 elections. The Council comprises 63 councillors. Labour is the largest party with 39 seats, followed by the Liberal Democrats (17 seats), Conservatives (6 seats) and one Green seat. A leader and executive model governs the business of the Council.

### The council's community safety service

- 17 The Safer Lambeth Partnership (SLP) is the borough's crime disorder and drugs reduction partnership. It includes key statutory partners and representatives from the business and voluntary sector.
- 18 The SLP Partnership Board is jointly chaired by the Metropolitan Police Service (MPS) Borough Commander and the Council Chief Executive and holds the statutory CDRP responsibility under the Crime and Disorder Act and for the Drugs and Alcohol Action Team (DAAT). It also functions as the accountable 'theme partnership' under the arrangements for Lambeth's Local Strategic Partnership, Lambeth First, and for the Safer and Stronger Communities funding block in the Local Area Agreement (LAA). Membership includes senior representatives from partner organisations, Council Cabinet Members and the Metropolitan Police Authority link member.

- 19 The SLP Executive Board is the senior executive officer group for the partnership. Its role is to drive forward implementation and delivery of community safety in the borough. In particular to commission partnership funding, facilitate joined-up working and to performance manage delivery against objectives.
- 20 Six joint action groups bring together a range of stakeholders and partners to focus on delivery and performance against objectives for specified themes from the annual delivery plan.
- 21 The partnership is supported by the Community Safety Division, led by an Assistant Director and situated within the Environment, Culture and Community Safety Directorate. The Division comprises a team of approximately 50 staff mainly employed by the Council but including team members directly employed by Lambeth Primary Care Trust or the Metropolitan Police. The Youth Offending Service is situated within the Children's and Young People's Services. The YOS is made up of staff from the Council, police, probation service and health, to provide a multi-agency approach to community safety.
- 22 The community safety team includes performance and information staff, analysts and strategy leads on Youth and Violent Crime, Gun Crime and Anti Social Behaviour. There are also ASB casework staff and community safety partnership staff that either have thematic remits aligned to the joint action groups or geographical remits based on police operational sub command areas.
- 23 The Drugs Action Team has its own performance management and analytical staff and leads on the Drugs Intervention Programme, Young Peoples Substance Misuse and Alcohol issues. Communities, street population services and hate crime and Somali outreach work are also resourced within the team structure.
- 24 There are close links with key statutory agencies such as the Courts, Crown Prosecution Service, Probation Service, British Transport Police, Mental Health Trusts and the Prison Service, as well as voluntary and third sector agencies.
- 25 The core community safety budget for the current year is £1,215,710, with an additional £2,469,480 external and grants funding for projects.

## How good is the service?

### What has the service aimed to achieve?

- 26** Lambeth is a borough with high levels of recorded crime especially violent crime and crime is the main concern identified by 58 per cent of respondents in a recent MORI poll.
- 27** Community safety was the main manifesto issue for the new administration and is reflected as one of six strategic themes within the Corporate Plan and also within the Community Strategy.
- 28** Priorities for reducing crime and the fear of crime are contained within the Lambeth Community Safety Strategy 2005-2008 and address the following Public Service Agreement (PSA) targets:
- PSA 1 - Reduce crime by 20 per cent by 2007/08;
  - PSA 2 - Reassure the public, reducing the fear of crime;
  - PSA 3 - Improve delivery of justice by contributing to the Criminal Justice Sector Offenders Brought to Justice PSA;
  - PSA 4 - Reduce harm caused by illegal drugs; and
  - PSA 6 - Increase voluntary and community engagement.
- 29** These national targets are supplemented by local targets associated with the themes; Drugs and Alcohol, Violent Crime, Young People, Victims and Witnesses, Priority Crimes and Communication. The targets are addressed by joint action groups (JAGs) for each theme and performance managed by the Executive Board. The Partnership Board has overarching responsibility and is jointly chaired by the Chief Executive and Police Borough Commander.
- 30** The Partnership Board acts as the delivery arm for the Safer and Stronger theme of 'Lambeth First', the local strategic partnership.
- 31** The following Local Area Agreement 'Safer and Stronger' targets, for the period to 2010 have been agreed:
- reduction in the disproportionate outcomes for BME young people in the youth justice system;
  - reduction of accidental fires in the home;
  - housing improvement and preventative services for vulnerable citizens promoting social inclusion and cohesion;
  - increase in number of Green Flag accredited parks in the London Borough of Lambeth; and
  - to reduce the incidence of domestic violence in Lambeth and increase the safety of those experiencing domestic violence.

## **Is the service meeting the needs of the local community and users?**

- 32 The council and partners have demonstrated a clear understanding of the crime and anti social behaviour problems in the borough. The Partnership has consulted widely and engaged with the diverse community, including service users and the voluntary and business sectors to identify and implement solutions which meet community needs. There is however scope to use the proposed civic assemblies to further enhance engagement.
- 33 The partnership has delivered positive and significant community safety outcomes achieving the majority of targets, including reducing British Crime Survey Comparator Crime by 7,000 crimes per year when compared with 2003/04, a reduction of 24 per cent, one of the best performances in London. Fear of crime has decreased although it remains a key concern. The Youth Offending Service has also improved significantly, performing well against reoffending targets although targets for reducing first time entrants and increasing young offenders in employment, education and training have not been met. Drugs treatment targets have been met for 2006/07 but are less likely to be achieved in 2007/08. Despite a range of initiatives and enforcement activity the 'open' drugs market in Brixton remains in place.

### **Engagement**

- 34 The Community Safety Strategy was informed by a comprehensive crime audit and wide ranging consultation comprising 796 face to face interviews, 1,200 replies to a residents' questionnaire, 850 replies to a staff survey, 36 focus groups including minority groups and young people; and 350 replies to a young peoples questionnaire.
- 35 A survey of 1,374 residents was undertaken as part of the Corporate Plan. Fifty eight per cent of the respondents placed the level of crime as their highest concern. The Metropolitan Police also undertake annual surveys which include questions as to community priorities.
- 36 The Council and partners engage with the community on community safety issues through a variety of forums which encompass a range of members, resulting in differing levels of engagement between local wards and neighbourhoods and strategic decision makers. The Council is currently reviewing the structure. The Council has agreed in principle to adopt civic assemblies engaging local ward councillors, residents businesses and the voluntary sector. The first two pilot assemblies will be chaired by a senior police officer and by an assistant director.

- 37 A significant local consultative forum is the Community Police Consultative Group (CPCG). The group was formed in the aftermath of the 'Brixton Riots' in 1981 and was the forerunner of the subsequent statutory police community consultative arrangements. This is a vibrant and well attended group which challenges the local police Borough Commander and colleagues as to crime, policing and community issues. Local Councillors, including the lead member for community safety and senior council officers attend this forum but the main focus is on police rather than council or partnership performance.
- 38 The borough also has 'Safer Neighbourhood Panels' in each of the 21 wards. These have been established by the Metropolitan Police as part of the roll out of safer neighbourhood policing. They are intended to enable local communities to set and monitor policing priorities at ward level. Participation by ward councillors is mixed. Representatives from the safer neighbourhood panels have been invited to attend the CPCG.
- 39 There is an opportunity, recognised by the council, to integrate these arrangements and empower the community, through the CPCG to undertake a broader scrutiny of partnership activity to deliver safer and stronger communities. The Council have proposed this to the CPCG and whilst agreement to an increased public scrutiny role has not been reached discussions are continuing.
- 40 The Council works proactively with a range of business organisations within the borough including Lambeth Businesses Against Crime (LBAC). Members provide support and information to each other through a radio scheme which is self funded and work to improve security and safety within the commercial sector. Savings, such as reduced 'shrinkage' have been estimated at over £400k since November 2006. The Council and partners are also working closely with the licensing sector throughout the borough on 'Safer Socialising' initiatives including the gay nightclub scene.
- 41 Other specific examples of engagement with the diverse community within Lambeth are as follows.
- Radicalisation - the council and partners are working with the local Muslim and other faith communities including local mosques. The engagement aims to identify and counter the threat posed by increasing extremism and radicalisation identified amongst a minority of young people in the Muslim community.
  - There has been specific work with the Portuguese and Somali communities in the borough to address underachievement in education. In the case of the Somali community the problems encountered by the use of Qat, a legal substance but with adverse side effects.
  - Service users are engaged across a range of services through the umbrella group the Lambeth Service Users Council. The group was originally based on drugs users but is now widened to include housing, criminal justice and alcohol. The Users Council is funded and supported by the partnership. Brighton Terrace is a new drugs treatment centre and an example of positive engagement with the local community to allay fears.

## 16 Safer Lambeth Partnership | How good is the service?

- The Executive Gangs Commission and the Phoenix Programme are examples of community based projects to tackle the serious and growing problem of young people's involvement in the gang culture and also the carrying and using of firearms by young people.
- Young people are being engaged through the Youth Council and also by the forthcoming election of a 'Youth Mayor' which will provide increased opportunities for young people to be involved in decision making about services which impact them.

42 All council and partnership activities are subject to robust equalities impact assessments and in addition we found evidence of recognition of human rights issues in formulating policy. For example, in deciding whether to make public details of individuals receiving Anti Social Behaviour Orders (ASBOs) as part of the Drugs Market Disruption Strategy, the issues of proportionality and necessity have been identified and addressed.

43 The borough newspaper 'Lambeth Life' has a circulation of 136,000 and with a potential readership of 250,000 is an effective communication channel. Monthly editions are themed and feature articles that are targeted to community safety issues. The Council website is attractive and easy to use.

### **Service outcomes**

44 Detailed performance against targets is set out in Table 2 below.

45 The achievement in meeting the PSA 1 stretch target one year early is significant, especially when set against the context of one of the highest levels of violent crime and street crime in London and with serious issues of gun crime and gang related violence. There have been significant decreases in burglary, personal robbery and motor vehicle crime since 2003/04 although violent crime (excluding common assault) has increased. This is one of the most substantial reductions in London and has resulted in Lambeth moving from being one of the poorer performers in the most similar crime and disorder partnership family group to the group average. Lambeth is now ranked 9th of 15 CDRPs in terms of volume of crime per 1,000 residents.

46 Another area of significant achievement is that of the Youth Offending Service. A transformation plan was implemented that moved the service from level 1, rated the worst in England to a level 3 service becoming the fastest improving youth service in the country based on Youth Justice Board ratings. The service can demonstrate improvement across all areas within the YJB performance framework although targets for employment, education and training are unmet.

47 This improvement has been carried forward into delivery of outcomes with reoffending rates having reduced. Initiatives in place to reduce reoffending include the London Fire and Rescue Service 'Life' project which engages young offenders and the X-it project largely run by young people for young people which has seen 72 per cent of participants not offending during the project. There is also an intensive supervision and surveillance programme (ISSP) in place and young offenders have been engaged in community reparation projects as part of the Operation Freshview multi agency ward based initiatives.

48 Other examples of achievement are as follows.

- Improvements in all community safety related Best Value Performance Indicators (BVPI).
- Improved services for victims and witnesses - the Gaia Centre opened in May 2006 and provides a one stop shop service for victims of domestic violence.
- Drugs - targets for access to treatment and retention have been met for 2006/07 and targets for drugs supplying offences have also been met.
- Operation Freshview has undertaken multi agency ward based clean up and enforcement activity incorporating:
  - removal of graffiti and abandoned vehicles;
  - trading standards enforcement;
  - planning visits; and
  - licensing visits.

Residents are engaged before and after the initiatives and BVPI data is more positive in those wards where Freshview initiatives have taken place.

- Crack House closures - the number of crack house closures in the borough had been a cause of major public concern. The council and police have worked together to meet the LPSA target of ensuring closure of 60 per cent of crack houses within six months of the first police raid. This target has been met and the number of crack houses operating in the borough has reduced significantly. However the impact of crack house closures on local perceptions has not been measured.
- Tackling prostitution - a court diversion scheme is in place with an 85 per cent completion rate.
- Safer neighbourhood teams, a mix of police officers and police community support officers are deployed in each ward in the borough.
- A new Anti Social Behaviour Team has been established to implement the ASB Strategy and a range of enforcement and mediation activity is being undertaken.

However:

- first time entrants into the Criminal Justice system have increased by 13 per cent. Black and minority ethnic young people are disproportionately represented in the total although available demographic data is largely based on the 2001 census so may not be totally accurate. There is an LAA stretch target in place to reduce this disproportion;
- the 'open' drugs market in Brixton is still in place, although a multi agency drugs disruption strategy is being prepared incorporating a range of tactics including enforcement and 'designing out crime'; and
- whilst the ASB strategy is being implemented baseline data is still being collected and reduction targets have yet to be set.

- 49 While crime remains the main concern expressed by 58 per cent of residents in a recent survey, residents' perceptions of crime and anti social behaviour have improved in some but not all areas. Annual MPS survey data indicates that the number of residents feeling safer has increased. However the number of residents perceiving high levels of anti social behaviour has also increased.
- 50 Locally based initiatives including those described above are taking place in a number of wards and neighbourhoods. However there is limited ability to assess the outcomes of these initiatives in terms of impact on fear of crime. This in turn reduces the ability of the council and partners to determine the effectiveness of their interventions.
- 51 The Council has commissioned a local university to undertake research into the underpinning reasons for fear of crime to inform a Fear of Crime strategy and action plan. More comprehensive ward based data on crime and anti social behaviour is becoming available and the council and partners are undertaking more locally focussed work on fear of crime including a pilot proposal addressing fear of crime and school truancy.

**Table 1 Summary of performance**

Strategic theme	Key targets	Progress to date	DoT
Public Service Agreements	PSA1 – reduce crime by 20%	Target met: Target now stretched, in agreement with Home Office, to 23.9% by March 2008.	↑
	PSA2 – reduce fear of crime	Target met: Since the Crime Audit 2005 public feelings of safety have improved significantly. Council's 2006 BVPI Survey of residents suggested reduction of 20% in perceived levels of ASB; MPS Public Attitude Survey June 2007 found feelings of safety rose from 12% in 2005/06 to 24% in 2006/07, significantly higher than the London average over the same period of 13%	↑
Drugs and Alcohol – treatment	Increase access to treatment by 10%	Target met.	↑
	Close down 60% of crack houses within six months of the first police raid	Target met: Outturn 60.6%	↑
	Reduce the level of alcohol related violent admissions at A & E by 3%	Alcohol needs analysis undertaken in health settings resulting in training for hospital staff in brief intervention therapy for hazardous drinkers.	→

Strategic theme	Key targets	Progress to date	DoT
Drugs and Alcohol – enforcement	Reduce rates of re-offending as a result of coordinated treatment	Robust data not collected although continuing emphasis is placed on this issue within the DAT and research projects initiated.	→
	Increase detections for supply or possession with intent to supply class A drugs by 10%	Target met: 20% in 2005/06.	↑
Violent Crime	Increase reporting of violent crime by 15%	No up to date figures available. MPS are concentrating efforts to areas where under-reporting is specifically identified, eg hate crime	→
	Reduce violent offences(including common assault) in line with PSA1	Target met: PSA1 offences reduced by over 20%	↑
	Reduce gun enabled crime by 5%	Target met: From a baseline of 2003/04, gun enabled crime fell by 19% to 2006/07	↑
	Increase offenders brought to justice for gun enabled crime by 16%	Target met: Sanctioned detection rate for 04/05 was 22.8%, FY 06/07 sanction detection rate was 33.5%	↑
Priority Crime and ASB	Increase hate crime detection rate by 24%	Target met: Sanctioned detection rate for racist offences improved from 24.6% (2004/05) to 48.9% (2006/07). Sanctioned detection rate for homophobic offences improved from 17.1% (2004/05) to 40.5% (2006/07).	↑
	Remove 95% of offensive graffiti within 24 hours.	Target met: Performance 100% 2006/7.	↑
	Remove all abandoned vehicles within 24 hours	Target not met: Performance 87.5% 2007/8 to date (improved from 58.5% as at 31/3/07)	↑
	Reduce Total Notifiable Offences in each ward by minimum 5%	15 of 21 wards have achieved a 5% reduction or more by 2005/06 compared to baseline 2003/04.	→
	Reduce high crime wards to Lambeth average	In 2003/04 there were 10 wards above the average. Using the same ward average for that year there are now only 5 wards above the average.	→
Young People	Reduce number of first time entrants to YJS by 5%	Target not met; 13% increase last year, This is an LAA stretch target for 2008- 10	↓
	Ensure 90% of young offenders are in Education, Employment or Training	Target not met: Now at 66.5%. An increase of 6.15% on previous year	↓

## 20 Safer Lambeth Partnership | How good is the service?

Strategic theme	Key targets	Progress to date	DoT
	All permanently excluded pupils provided with alternative tuition of 20 hours or more per week	Target met;	↑
	Reduce re-offending rates for young people by 5% each year	Target met: The overall re-offending rate for the 2005 cohort tracked for one year was 40.81%. A 13.1% reduction compared to the 2002 baseline.	↑
Victims and Witnesses	Increase number of Acceptable Behaviour Agreements by 15%	Target met: Increase of 29 ABAs in Q1 of 2007/08	↑
	90% of ABAs to be maintained	Target met: The total number of ABAs for the financial year 2006/07 was 46 and all were maintained	↑
	Reduce number of people sleeping rough by 5% a year	Target not met: Target of 7 in FY2006/07 not met, with last count showing 9 people sleeping rough in the borough	↓
	Reduce average number of families placed in temporary accommodation by 5% compared to previous year	Target not met:	↓
	Increase offences brought to justice by 15.8%	Target met: In FY2006-07 the target was set at 8,172 and Lambeth achieved 8,519	↑
Quality Neighbourhoods	Increase proportion of people feeling safe during the day to 95%	Target not met. 83% for 2005/6. Last measured in Residents ALG Survey	→
	Increase proportion of people feeling safe after dark to 56%	Target not met. 50% for 2005/6 Last measured in Residents ALG Survey	→

Source: LB Lambeth

## Is the service delivering value for money?

- 52** Home Office cost of crime data indicates that the Council and partners are achieving value for money. Direct benefits have accrued as a result of the substantial reductions in recorded crime over the past three years. The Council has also used benchmarking data to demonstrate relatively low costs of some services and functions, for example youth court disposals and drugs treatment although not all services are directly comparable. The review and subsequent replacement of the Council Warden Service has also provided value for money. There are plans to adopt strategic commissioning practice throughout corporate procurement procedures. Monitoring of expenditure and outputs is part of the performance management process but more can be done to link cost of service provision with overall outcomes so as to better assess the delivery of value for money. For example linking drugs interventions and treatment with reoffending rates.
- 53** The council has undertaken or participated in a range of benchmarking exercises and has provided comparative data as to the cost of crime and delivery of community safety related services:
- cost of crime - based on Home Office research the total cost of recorded crime in Lambeth in 2006/07 was £114 million, a reduction of £4 million on 2003/04;<sup>3</sup>
  - Youth Justice Board data indicates that the average cost of a court disposal in Lambeth is £4,071 compared with a London average of £4,279;<sup>4</sup> and
  - drugs treatment costs per criminal justice client of £2,810 per head are the lowest in the most similar family group of crime reduction partnerships.
- 54** In 2006 the Council reviewed its in-house Council Warden Service and determined that better value for money could be achieved through alternative service provision. The warden scheme ceased in April 2007 and the Council entered into a service level agreement with the Metropolitan Police to directly fund 22 additional police community safety officers at an annual cost of £440k. The net savings of £1.4 million was reinvested into services including the funding of the Anti Social Behaviour Team and additional funding for domestic violence.
- 55** The additional PCSOs represent value for money as the Council is only responsible for the direct salary costs of the officers. Other associated costs are being met by the Metropolitan Police. The officers also have greater enforcement powers and access to police support than did their predecessors.
- 56** At the corporate level the Department for Communities and Local Government (DCLG) target of £23 million efficiency savings for the three years to 2007/08 has been exceeded. The Council are also using the 'reward' element of Local Area Agreement targets to obtain additional funding.

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<sup>3</sup> Source; Home Office 'The economic and social costs of crime against individuals and households 2003-4.

<sup>4</sup> Source; Youth Justice Board

## 22 Safer Lambeth Partnership | How good is the service?

- 57 Commissioning arrangements reflect the need to deliver value for money and the Council's Supporting People commissioning framework has been identified by the Audit Commission as notable practice. The framework is being adopted as the model for strategic commissioning and a cross cutting commissioning board is being established.
- 58 The Council has also successfully re-tendered the mentoring and advocacy element of the ISSP contract introducing a tighter and more robust specification of the requirements.
- 59 The Council's partners are also focusing on value for money, for example the LIFE Project, organised by the London Fire and Rescue Service works with local young offenders. The project has been evaluated on a London wide basis and cost benefits have been clearly demonstrated, however work to assess the local benefits has yet to be undertaken. The Lambeth Business Against Crime forum (LBAC) has also identified savings of over £400k from work to improve safety and security within the local business community.
- 60 The Council and partners monitor expenditure of grant funding such as Building Safer Communities and Neighbourhood Renewal funding through the joint action groups. This provides the operational focus on achieving each of the partnership's priorities.
- 61 However whilst expenditure against budget is closely monitored there is less focus on the links between expenditure, either of grant monies or 'opportunity costs' and outcomes from the various initiatives. For example there are no direct links between the costs of providing drugs treatment and levels of reoffending. Nor is there sufficient information available as to the effectiveness of anti-social behaviour interventions.
- 62 The Council does measure the cost of its contribution to initiatives such as Operation Freshview but the costs of contributions by partner agencies are not taken into account and it is not possible to assess the overall cost benefit of the initiative.

## What are the prospects for improvement to the service?

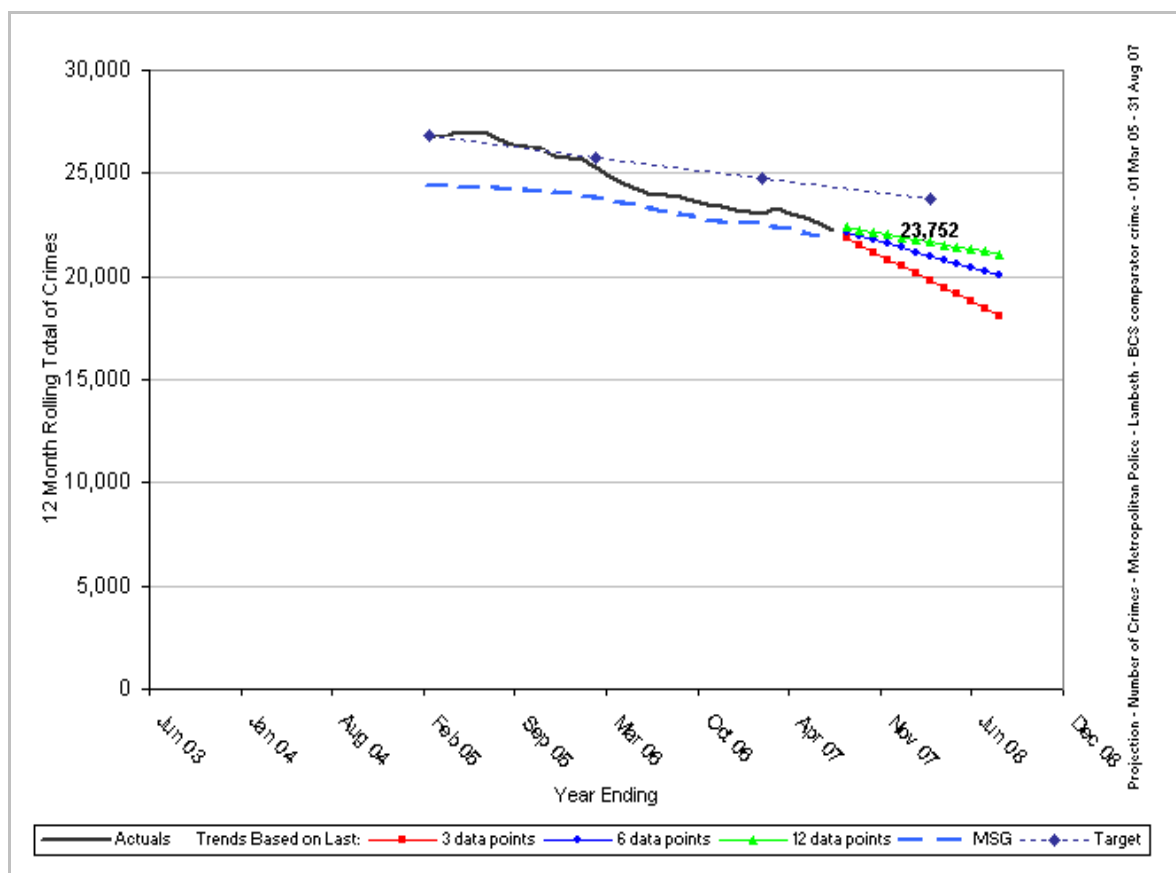
### What is the service track record in delivering improvement?

- 63 At a service and corporate level there is a positive track record in delivering improved performance. The reduction in BCS comparator crime has been consistent and sustained since 2003/04. The Youth Offending Service has improved significantly from a level 1 to a level 3 service. There are a range of action plans and initiatives in place such as the Reparation Programme, Phoenix Programme, Operation Freshview, Safer Neighbourhood Policing and X-it. There are also emerging plans such as the Drugs Disruption Strategy which are having a positive impact. Some survey data indicates a reduction in fear of crime but other responses are less positive.
- 64 Corporately the Council's rate of improvement in priority service areas has been impressive with three quarters of service indicators reporting improvement. Advancements in benefits administration, services for older people, and environmental services have made significant contributions to wider community outcomes. There have also been improvements in educational attainment and children's health. However, some cultural services have not made demonstrable progress. Resident satisfaction has risen, and accessibility to services has strengthened through an award winning call centre and website.
- 65 One of the partnership's key new LAA targets is the reduction in the disproportionate outcomes for black and minority ethnic young people in the criminal justice system. In order to achieve the challenging target the police have agreed to support a reparation project that will result in a reduction in their achievement of sanctioned detections. This will however contribute significantly to the realisation of the LAA target. The partnership have modelled the impact of the reparation project based on current offending data and have projected that the stretch target will be met.
- 66 Home Office research has identified that nationally the introduction of Safer Neighbourhood Teams is having a positive impact on community reassurance and perceptions about crime. Whilst ward based fear of crime data is not yet available in Lambeth the roll out of Safer Neighbourhood teams to every ward has provided an additional high profile presence. For example the additional council funded PCSOs deployed in Brixton Town Centre have been welcomed by local businesses. High profile policing in the Town Centre as part of Operation Refresh prior to the introduction of PCSOs has contributed to a 30 per cent reduction in recorded crime in that vicinity. The MPS Public Attitude Survey found that 100 per cent of respondents thought PCSOs were doing at least a fair job.
- 67 The Safer Schools Team has now been increased to 12 seconded officers and each secondary school in the borough now has a dedicated officer. These officers not only deal with crime and fear of crime and community reassurance issues on school premises they are also closely linked to the local safer neighbourhood teams.

## 24 Safer Lambeth Partnership | What are the prospects for improvement to the service?

- 68 Operation Refresh is being updated as part of a drugs market disruption strategy which is combining enforcement, designing out crime and deterring buyers intended to remove Brixton's 'iconic' status as an open drugs market.
- 69 Following a negative inspection report on the Lambeth Youth Offending Service in 2004 additional resources were provided, a new assistant director (Youth Justice) was appointed and an improvement plan implemented. The service improved from level 1 to level 3 in three years and reoffending rates are in the top quartile for London and overall performance is above the YOS family average.
- 70 There is also evidence that BVPI standards in wards where Operation Freshview initiatives have taken place have achieved better BVPI 199 standards than other wards.
- 71 Other programmes and initiatives include:
- formation of a Community Reassurance joint action group to address fear of crime and other linked issues;
  - the X-it programme cited by the Home Office as best practice has achieved a 72 per cent non reoffending rate amongst participants whilst on the programme; and
  - the Phoenix Programme, a voluntary sector led initiative is working to change offending behaviour and divert young people from gun enabled crime.
- 72 The Chart at figure 1 reflects Home Office projections of future performance, based on the previous history in reducing crime and indicates a very positive future trend. The partnership has improved steadily from a position well above the most similar family average and has achieved a reduction in crime significantly better than the target.

**Figure 2 Projected PSA 1 performance**



Home Office iQuanta

73 However there are areas where the evidence for sustained improvement is less clear.

- Drugs treatment targets - data quality issues have resulted in the numbers in treatment being revised downwards this year and whilst the partnership are now more confident as to data accuracy there are indications that drug using offenders being treated by General Practitioners may not be accurately recorded. Additionally national targets for treatment of young offenders have been doubled mid year by the National Treatment Agency from 7 to 14 per cent. The partnership is challenging this increase but there are now doubts as to whether targets will be met.
- Fear of crime - whilst the MPS sponsored Public Attitude Survey indicated a significant increase in the number of Lambeth residents feeling safer; this was balanced by a similar percentage increase in the number perceiving high levels of ASB.

## How well does the service manage performance?

- 74 The Council is implementing a significant range of organisational changes to improve linkages and ensure greater synergy in delivering cross cutting services. Senior managers and councillors have demonstrated commitment to delivering improvement and there is a clear focus on improving performance. Performance management structures are in place across all service areas. The strategic risks associated with community safety are managed as part of an ongoing process and annually updated on the corporate risk register. However, there are gaps in data available to the partnership and performance management is not yet fully embedded in all areas and does not focus sufficiently on value for money.
- 75 The Council's organisational structure has been revised to better fit the Local Area Agreement themes. This is reflected in the roles of executive directors who each have lead responsibilities for delivering against LAA targets. Transformation boards have replaced the plethora of silo based working groups. 'Virtual' transformation teams are in place to support the restructuring to better deliver cross cutting services. This restructuring is a fundamental part of the Chief Executive's ambition for 'four in four' - to achieve four star statuses for service performance within four years. This ambition has been widely communicated to staff through a series of executive briefings.
- 76 There is strong leadership from senior managers and lead Members in delivering Safer Lambeth Partnership priorities.
- 77 At the strategic level the Chief Executive now chairs the Active Communities and Neighbourhoods Board which makes the link between cohesion and community safety. This is reflected at member level where the Lead Member for Safer and Stronger has also taken on the policy lead role for community cohesion.
- 78 At the service level this restructuring has several aspects.
- Community Safety has become a division led by an Assistant Director, a newly resourced post and sits within Environment, Culture and Community Safety. The restructure reinforces the links between the 'crime and grime' agenda and with Cultural Services regarding provision of sports, diversion and other supporting activities. Divisional status reflects its role in delivering service improvement.
  - Within Community Safety staff responsibilities have been realigned to match the police operational sub command areas and LAA themes.
  - Children and Young People's Services and PCT geographic boundaries are being aligned to better deliver 'Team around a Child' services.
- 79 There is strong councillor engagement in delivering service improvements. The Lead Member for Safer and Stronger, a new role in this administration meets regularly with the ECCS Executive Director and Police Borough Commander to discuss performance issues. The Deputy Leader of the Council has the overall performance lead for delivery against LAA targets.

- 80 Community safety issues are subject to scrutiny through a sub committee of the ECCS Oversight and Scrutiny Panel; topics examined include patrolling, handling of critical incidents and emergency planning. The Community Police Consultative Group has a statutory remit in relation to the police service but the Council and partners believe that there is potential to engage with the CPCG to broaden the role to encompass wider partnership activity.
- 81 Performance against LAA and local targets is primarily addressed at the Safer Lambeth Partnership Executive Board which is chaired by an executive director and attended by the theme leads for each of the joint action groups. There is a common format for reporting data based on a 'Red', 'Amber' or 'Green' assessment with attention being focussed particularly on the red and amber aspects of performance.
- 82 Whilst reasons for variations in performance and plans to address shortcomings are discussed there is less evidence of challenge to officers or partners as to the accuracy of the Red, Amber and Green assessments. Although grant expenditure is monitored there is not an explicit focus on value for money from the reported initiatives. Without a clear and sustained focus on value for money the council and partners will not be in a position to identify and address areas of inappropriate spending.
- 83 The Safer Lambeth Partnership Board, co chaired by the Chief Executive and Police Borough Commander is a high level strategic group with senior level attendance from council officers, councillors, statutory partners and the voluntary sector. Attendance levels are generally good and those present have authority to take decisions on behalf of the organisations they represent. The Board receives progress reports, briefings and presentations on new strategies and emerging issues but there is less direct focus on performance.
- 84 Much of the performance data available to the partnership is robust but there are acknowledged shortcomings in the technology available to support the collection and sharing of data between partners. There are also gaps in data in some areas, for example alcohol related crime and remedial action is being taken to address this issue. Intelligence on ward based crime and anti social behaviour is available and being refined but there is also room for improvement as to how this data is shared with Safer Neighbourhood Teams. The absence of comprehensive data potentially hinders the effective deployment of local resources.
- 85 The new statutory guidelines for CDRPS contain a requirement for data to be obtained and shared in compliance with the 'National Intelligence Model' standard adopted by police. The Borough Commander, a national lead on the subject, is undertaking this on behalf of the partnership. An updated Information Sharing Protocol has been agreed, reflecting recent changes in legislation.
- 86 There is evidence that the Council is learning from others, for example it has explored good practice in neighbouring boroughs when undertaking the Operation Freshview multi agency strategy. The Council also works on specific cross border issues with adjoining boroughs and is engaged in a '5 Boroughs' gangs initiative with a group of south London boroughs.

## Does the service have the capacity to improve?

- 87 Lambeth is building capacity to deliver improvement. Community safety is a key improvement priority for Lambeth and mainstream funding has been increased. Partners are also increasingly contributing to joint activity. Officer skills and capacity are high and there has been an investment in training. Action is being taken to maximise inward investment and procurement practices recognise the importance of community safety. However there is still significant reliance on grant funding.
- 88 The Council contributes significantly to reducing crime and the fear of crime and the Community Safety Division is one of few divisions which have not been required to make efficiency savings. Funding for the Anti Social Behaviour Team and police community safety officers has been mainstreamed. Additional resources have also been provided to the Pupil Referral Unit and the Safer Schools Team has increased in size.
- 89 The Corporate Plan includes an assessment of the financial impact of the community safety programme. The Council has increased the investment and the core budget for the current year is £1,215,710. The Council has identified areas such as the Drugs Intervention Programme which are vulnerable to the cessation of funding and growth bids are being prepared as part of the current funding round. There is no Medium Term Financial Strategy in place as the budget challenge process is underway. The Leader of the Council has indicated the strong political support for community safety.
- 90 The skills and knowledge of Community Safety Division staff is contributing to achieving improvement. All staff are experienced in the field and have a wide range of professional qualifications demonstrating technical knowledge in their areas of responsibility. Initial training on Section 17 'Mainstreaming' has been delivered to officers and councillors and a 'train the trainers' programme is now underway. The 'golden thread' of community safety issues is evident in the performance objectives of senior staff.
- 91 A training budget of £30K has been allocated to Member training and a number of programmes are in place, for example:
- induction training for newly elected councillors;
  - new councillors are 'buddied' with more experienced colleagues;
  - a comprehensive Member development programme;
  - scrutiny training for back benchers;
  - specific training for councillors with statutory roles, for example licensing;
  - a 'next generation' programme for future senior councillors; and
  - additional training has been provided for Cabinet Members, including media training and central government led leadership training.
- 92 However it is not clear how the impact and effectiveness of this training is being evaluated.

- 93** The 'Leadership for Tomorrow' programme, and the recent organisation restructure underpin the Council's robust plans for future improvements. The increased emphasis on risk management at corporate level, and alertness to fraud has led to strengthened corporate and strategic governance arrangements for community safety.
- 94** Section 17 'Mainstreaming' is embedded within the procurement process with an explicit requirement to consider community safety implications. The overall procurement process is being refocused and will be based on good practice identified within Supporting People commissioning process. This is being developed as the corporate model.
- 95** Examples of where procurement is impacting on community safety are in the replacement of council wardens by PCSOs and the retendering for the intensive supervision and surveillance programme. The Council is shortly to move to an Arms Length Management Organisation (ALMO) to manage housing services over the next eight years and the requirement for joint working to tackle anti social behaviour has been specified in the management arrangements.
- 96** Section 106 planning gains are also reflecting community safety issues, for example the Streatham Hub redevelopment contains specific provision to support safer neighbourhoods and diversionary activity.
- 97** Lambeth remains a borough with substantial levels of serious crime, and crime is still of concern to the community. However the Council and partners have made significant and sustained progress in reducing crime and the fear of crime in the borough.