



Lambeth

CHILDREN'S SERVICES SCRUTINY SUB-COMMITTEE 16 MARCH 2021

Report title: Tackling violence against young people – Lambeth Made Safer

Wards: All

Portfolio: Deputy Leader of the Council (Jobs, Skills and Community Safety): Councillor Jacqui Dyer

Report Authorised by Fiona Connolly, Executive Director, Children's Services

Contact for enquiries: Anthony Lewis, Assistant Director for Community Safety, 07729 109391, ALewis3@lambeth.gov.uk

Report summary

This report outlines the work to tackle youth violence in Lambeth, as part of the wider "Lambeth Made Safer" (LMS) corporate priority for the wider council and the Safer Lambeth Partnership.

The report contains an outline of the key elements of work for the department including:

- An update on future structure of the Community Safety service
- An update on the delivery of the Lambeth Made Safer strategic programmes workstreams in 2021/22 and planned development of the programme in 2022/23.
- An outline of the London Violence Reduction Unit and its activity within Lambeth
- An overview of County Lines and the Rescue and Response the London response service.
- Conclusions

Finance summary

There are no capital or revenue implications as a direct result of this report.

Recommendations

1. To note the report.

1. CONTEXT

Lambeth Made Safer

- 1.1 The Lambeth Made Safer Strategy was launched in December 2020 and is now in its second year of delivery. It builds on the commitment made by Lambeth Partners in 2018 to tackling violence affecting young people through the development and implementation of the Preventing Serious Youth Violence Programme.
- 1.2 Lambeth Made Safer (LMS) aims to realise the long-term ambition of ensuring young people, families and communities do not suffer the tragic consequences of violence against young people by 'making Lambeth one of the safest places in London for children, teenagers and young adults.
- 1.3 The strategy, informed by a comprehensive public health needs assessment published in 2019, identifies a range of risk factors for violence against young people. Risk factors are grouped by theme i.e., individual, peer, family, community/environment, and highlight the importance of data and intelligence to both understand the scale of issues locally; and monitor the difference we are making to mitigate risk and increase protective measures where necessary. Alongside other national research and guidance, the strategy continues to develop the intelligence picture via information sharing, collaborative working with statutory partners; and keeping abreast of public data. National research demonstrates that there is no single solution to this challenge, but that the most impactful solutions need to ensure that provisions for early years interventions, as well as emotional and wellbeing programmes and diversionary activities for young people are incorporated.
- 1.4 There have been changes to the previous governance and delivery structure for this area of work, with the programme overseen by the Lambeth Made Safer Strategy board and delivery groups for each of the workstreams. The revised structure is illustrated in Appendix 1.
- 1.5 With reference to Appendix 1, the key changes to the structure can be summarised as follows:
 - a. The standing-down of the LMS Implementation board, with the inclusion of the LMS workstream leads at the LMS Strategy Board. This change has been implemented in order to streamline the governance for strategic leadership;
 - b. The LMS workstream meetings and the LMS strategy board operate on rotating bi-monthly basis, in order to ensure due focus and appropriate time is given to the project leads in between meetings; and,
 - c. The workstream aspect of the structure has developed into focused programme plans, with the purpose of achieving improved outcomes for children and young people (CYP) impacted by violence.

Community Safety Service

- 1.6 Community Safety is a partnership-based service within Children's services that provides specialist support and delivery in key areas for the wider council and Safer Lambeth Partnership.
- 1.7 It is currently structured around the key elements of tackling youth violence, counterterrorism and the wider intelligence and partnership work to support crime reduction across Lambeth. This work is highlighted in the appropriate sections throughout.
- 1.8 Since implementing the restructure in 2019/20, it has become apparent that the service needs to undergo a wider transformation to deliver on the Council's aspirations for community safety and crime reduction, particularly the delivery of the LMS strategy to reduce violence against young people. The planned transformation of the service has been delayed to due to changes in senior management at several levels.

- 1.9 With the appointment of an interim Director and permanent Assistant Director the restructure process has now been reviewed with a broader scope and the restructure process has started. The key drivers for the restructure process aim to:
- a. Ensure the service has sufficient analytical capacity to be intelligence and evidence led;
 - b. Leads of the development of the borough Contextual Safeguarding model with key partners, to ensure that the principle of this approach is embedded throughout the delivery of interventions to protect vulnerable children and young people from harm;
 - c. Maximise the potential of the Lambeth Made Safer programme and the commissioning and delivery of services to reduce the risk of serious youth violence;
 - d. Ensure that opportunities to deliver holistic interventions the VAWG, Safer Lambeth and Lambeth Made Safer programmes are capitalised upon, minimising duplication and silo working;
 - e. Increase capacity and focus for community engagement and joint working across the service, including both Lambeth Made Community (LMC) and other avenues to put residents at the heart of our crime reduction work; and,
 - f. Embed a whole system approach to delivering the strategy, ensuring all relevant council departments and service areas have a role to play.
- 1.11 The restructure will include the creation of a new contextual safeguarding service to support the creation of a hub with partners to enhance the safeguarding of young people and adults from the risk of harm outside of their family environment.

2. PROPOSAL AND REASONS

Lambeth Made Safer – Programme Update 2021-22

- 2.1 The key achievements of each of the six workstreams that continue the Lambeth Made Safer programme are set out below:

Intervene Early and Prevent

- 2.2 This workstream has a specific focus on interventions to improve children's start to life, risk identification, trauma response and preventative responses. Whilst bespoke to the needs of each area of the borough, the development of the Intervene Early and Prevent has, and will continue to include the four key elements of the revised early help delivery model, cited in the Early Help Streatham Pilot Evaluation, 2019 as:
- a. Local early help contacts for each locality providing advice and consultation;
 - b. Multi-agency panels, now referred to as the 'Locality Action Panel' (LAPs), where local partners could apply creative problem-solving methods to cases referred by services;
 - c. A comprehensive toolkit consisting of new whole family assessment and planning tools; and,
 - d. A dedicated training offer that responded to local needs.
- 2.3 With the inclusion of the Early Help locality managers as key stakeholders and project leads in this workstream, a range of interventions were scoped in line with aforementioned key elements of the early help delivery model. In practice this has been delivered through:
- a. The development of an information sharing agreement between health visitors and early years practitioners;
 - b. The revision and implementation of the multi-agency referral form to account for a broader range of contextual factors at 0-18 years old;
 - c. The expansion of the parent champions programme to improve take up of free learning at 2,3 and 4 years old. Recent data indicates that this increased by 8% in 2021;

- d. Implementation of the Wellcomm tool for use in children's centres and by public health nursing to identify emerging communication and language delay at an early stage and implement appropriate interventions;
- e. Emergency first-aid training for young people (Street Doctors). A pilot was completed in 2021 with 9/14 young people engaging and completing the training. A proposal to re-launch the programme, targeting 60 young people in Lambeth;
- f. November 2021 Launch of the Emotional Emancipation Circles (EECs) pilot, a collaboration led by Black Thrive Lambeth with the Community Healing Network and the Association of Black Psychologists. This approach has been piloted in Coldharbour Ward and other parts of the borough. The EECs are community-led racial trauma therapies for people of Black African and/or Caribbean heritage impacted by racism and discrimination. The EEC programme is designed to be self-sustaining, with participants having the opportunity to train up and deliver EECs themselves; and,
- g. Delivery of evidence-based parenting and co-parenting programmes that are relevant to the family and local context, empowering parents, and communities to address risk factors relating to serious youth violence. Face to face delivery of all parenting programmes resumed in Autumn 2021. There is a comprehensive offer in place, with 20-30 parents self-registering to participate on a weekly basis. Further proposals are being developed with SLaM AND Guys and St Thomas Charity to:
 - i. Expand the offer further by utilising a train-the-trainer model;
 - ii. Trial delivery of courses specifically for parents with children who have been diagnosed or awaiting diagnosis of having ADHD; and,
 - iii. Developing a 10-year programme of work run in Lambeth and Southwark focussing on preventative measures.

Disrupt and Deter

- 2.4 Lambeth will be one of the safest places in London for children, teenagers, and young adults because communities and services work together to deter young people and adults from perpetrating violence and disrupt individual and group activity associated with youth violence
- 2.5 This workstream has a specific focus on interventions to improve trust and confidence in police actions, enable safe and crime free transport, tackle exploitation, reduce access to weapons and disrupt the drugs market. In practice this has been delivered through:
 - a. The development and launch of the stop and search improvement plan, detailing a range of specific projects to improve community trust in police actions, the quality of stop and search encounters and the cultural competence amongst new and existing officers;
 - b. Regular dip sampling by supervisors of officers' stop & search body worn video is now taking place, with additional dip sampling being undertaken by the Central Strategy & Governance team;
 - c. Stop and search workshops/conversations/roundtable events have been delivered with young people, through the Independent Advisory Group (IAG) Community Monitoring Group (CMG), Lambeth & Southwark Young Advisors and the Coldharbour Ecosystem Consortium; with three events held across October – December 2021;
 - d. Co-production of training/awareness workshops with young people in collaboration with Black Thrive Partnership, looking at the wider impact of stop and search on the individual and the Community. A series of ideas workshops have been held with a number of young people, and Community & Schools officers;
 - e. The Independent Advisory Group (IAG) and Community Monitoring Group (CMG) continue to be consulted on the content of Street Duties Courses, to provide input in relation to the community lived experience historic issues;

- f. Successful intelligence-led sweeps alongside Public Protection for dangerous weapons. Since June 2021 there have been 28 weapon sweeps in Lambeth, recovering 41 dangerous weapons in total, including knives and guns; and,
 - g. Launch of Multi-Agency 4P Plans to disrupt the activity of the top 12 Gangs across Lambeth.
- 2.6 In addition to the intervention listed above, whereby the Metropolitan Police and the Local Authority will co-produce and collaborate on the delivery methods, the Local Authority will also monitor ongoing Police operations where the outcomes are directly relevant to Lambeth Made Safer and the wider Community Safety Partnership.
- a. The October 2021 County Lines Intensification Week saw the MPS achieve some of the best results to-date, engaging in safeguarding activity protecting 123 vulnerable people (including 96 children), arresting 400 County Lines related offenders, closing 40 lines, seizing over 2.5kg class A drugs and recovering a number of firearms, knives, and offensive weapons;
 - b. Operation LADOTYI was launched to address the acute issues of serious youth violence and harm associated with the Wandsworth Road/17 and Clap Town gangs, specifically in relation to the conflict with the Hillside, Lower Tulse Hill/55, and 67 gang. Overall, there were 12 threats to life (TTL's) recorded in 2021 that involve members of these networks that are believed to be a direct result of the tensions between these groups. The operation is live and ongoing and includes a multitude of proactive tactics to arrest high harm offenders linked to the gangs, seize firearms and other weapons, disrupt drug supply and other criminal activity conducted;
 - c. Operation Elie was launched, utilising colleagues from the Specialist Crime Unit to provide a dedicated armed policing presence within the BCU throughout the month of October. The delivery of this operation supported:
 - i. business as usual patrol units (BCU & VCTF assets) with an armed support capability whilst conducting patrols;
 - ii. response to spontaneous firearms intelligence and firearms incidents within the BCU; and,
 - iii. Patrols High harm gang area / territories to disrupt tension / violence;
 - d. The delivery of operation Ellie led to the following: 50 arrests, 113 Stop and Searches, 13 weapons sweeps, 5 firearms recovered, 14 weapons seized, £10,000 cash seized, 6 drugs quantities recovered (including 40L methamphetamine).

Educate and Train

- 2.7 Lambeth will be one of the safest places in London for young people because they will feel heard and empowered to make positive choices in their education, employment, training, and relationships.
- 2.8 This workstream has a specific focus on interventions to help children and young people meet or exceed educational standards, sustain safe and healthy relationships, secure and maintain employment, access, and sustain participation in an inclusive learning environment and nurture their talents, gifts, and skills. In practice this has been delivered through:
- a. Delivery of creative drama, Healthy Relationships workshops. As of November 12th, 2021, there have been 562 student attendances across 8 primary schools and 1 secondary school;
 - b. Delivery of the Raising the Game and Somos Lambeth programmes to improve aspiration levels and educational attainment Black Caribbean and Portuguese speaking students respectively. A champions network for the Raising the Game programme has been set up across all Lambeth schools to share best practice and aid delivery. The programme has developed to incorporate anti-racism guidance for teachers using a train-the-trainer model, as well as the Aim High workshops placing a specific focus on parents and their role in

- raising aspiration. Lambeth is now the leader of the Raising the Game initiative and an active driver in the Pan-London collaboration effort;
- c. Implementation of routine termly meetings between Educational Psychologist and school SENCOs, to ensure teachers have the knowledge they need to identify speech and language issues and act accordingly;
 - d. Delivery of a varied offer including teacher training/masterclasses (mainly sex education/relationships); webinars and training on sexual violence/gender equality in the RSE curriculum. The offer has further developed to include webinars/ training for sexual violence/gender equality with VAWG;
 - e. Establishment of the Primary Fair Access Panel. Secondary FAP well established with permanent exclusions currently down to 1 YTD and 5 last year. Down from 43 at its peak;
 - f. Delivery of the Building Safer Futures programme which commenced in December 2021 at St. Martin-in-the-Fields High School;
 - g. Successful launch of Youth Hubs programme with 4 operational branches (Streatham, Stockwell, West Norwood, and Clapham (Lambeth College)); and,
 - h. Delivery of The I AM Programme in three schools, which aims to improve access to apprenticeships, colleges, and Russell group universities, in order to create more inclusive environments where students can find the help they need:
 - i. Platanos College -Stockwell - 10 students
 - ii. Elm Court, SEN School, Tulse Hill - 20 students
 - iii. Southbank UTC Brixton - 10 students

Respond and Support

- 2.9 Lambeth will be one of the safest places in London for children, young people, and young adults because services and communities will work together to support those who may be affected by youth violence

- 2.10 This workstream has a specific focus on interventions to ensure there is a swift and coordinated response is provided to serious incidents of violence against young people, appropriate advocacy, and support to victims, targeted and specialist support to prevent offending and reoffending and work with perpetrators to ensure the risks they may pose to themselves, or others are addressed. This has been delivered through:
 - a. The updated revision of Lambeth's critical incident protocol for serious crimes - setting out the response from the local authority and partners where appropriate, the management of community impact and the support of victims and witnesses accordingly. The protocol remains under continuous review with each incident, and this also includes the training of new and existing staff as tactical advisors;
 - b. Comprehensive review of existing panels in relation to structure, terms of reference and interdependencies with other panels. This review has been led by the Lambeth Safeguarding Children Partnership (LSCP) and taken shape in practice, through the new Multi-Agency Violence & Exploitation (MAVE) panel launched in October 2021;
 - c. Recruitment and deployment of outreach workers to work in partnership with police, public protection, Early Help, and community safety to target hotspots;
 - d. Recruitment for victim advocate to support access, contribution, and participation from young people in Council's services and programmes; and,
 - e. Launch of the summer violence prevention programme, where small grants were awarded to 11 local organizations to deliver diversionary and engaging activities for young people from Jul-Oct 2021. The activity provisions were targeted at the 7 high risk areas for incidents of serious youth violence, and engaged over 200 young people, with a specific focus on vulnerable and/or at-risk groups, including:
 - i. Mentoring, careers advice, filmmaking;

- ii. Artwork, music, drama, and poetry workshops;
- iii. Job preparation and core employment skills. Accredited qualification;
- iv. Youth led interviews and volunteering with representatives of local agencies;
- v. Therapeutic Arts and fitness; and,
- vi. Go-karting, bowling, ice-skating, cinema, seaside trips.

Engage & Involve

- 2.11 Lambeth will be one of the safest places in London for children, teenagers, and young adults because communities are actively and fully engaged in identifying and implementing solutions to address youth violence
- 2.12 This workstream has a specific focus on interventions to create a shared approach and culture to community collaboration, build community resilience, share community intelligence, and develop shared responses with communities to address and reduce the impact of violence affecting children and young people; and increase community awareness of the services we offer. This has been delivered through:
- a. Completion of innovative and youth-centred engagement plan - Setting out the intended use of existing informal process of engagement including those in place via youth services, schools, and wider community activity to engage young people and involve them in our work to limit the impact of serious youth violence; and,
 - b. Development of the multi-channel engagement approaches to improve engagement with our communities i.e., social media, next door, commonplace.

Lambeth Made Communities

- 2.13 Many of the core components of the Engage & Involve workstream are delivered through the Lambeth Made Communities (LMC) programme, in that it is directly relevant to the aim of building community resilience, sharing intelligence, and developing shared responses. The Lambeth Made Communities forum is a councillor led initiative which seeks to engage with residents by giving them a space to explore issues affecting their community's safety, and resilience, so that these issues can be addressed in an accountable manner. Lambeth Made Communities is our overarching approach to the range of community engagement activities and interaction with residents that underpins our Lambeth Made Safer strategy, working in parallel with our VAWG strategy.
- 2.14 LMC forums are delivered through a ward-level model, which builds upon the pilot programme undertaken in 2019/20 in the 5 wards identified as high risk in relation to violent offending and community safety. Since October 2021, LMC forums have been held in Coldharbour Ward, Streatham Ward, and Tulse Hill Ward. Working with colleagues in Neighbourhoods, we have secure resources to ensure that our LMC approach can expand to all wards during 2022 / 23.
- 2.15 In addition to these forums, frequent reassurance exercises alongside Youth Justice, Met Police, Public Protection, and the wider community safety partnership were undertaken in Angell Town Estate and Belinda Road in the aftermath of serious incidents with a fatality of a Lambeth resident. These exercises will adopt the process used in the LMCs to take account of all issues and concerns raised by residents, which later form the basis of a live priority action plan; and used to provide detailed feedback to residents on the progress in the areas identified.

Safe Spaces

- 2.16 Lambeth will be one of the safest places in London for children, teenagers, and young adults because we work together to ensure our environment and our public spaces are safe and free of crime

2.17 This workstream has a specific focus on interventions to develop housing to respond to local needs, ensure our environment, parks and public spaces are safe and free of crime, tackle homelessness within 18-25-year-old young people and improve the quality of the environment on our housing estates. This has been delivered through:

- a. Completion of the first roll out of locality-based engagement programme. Delivered a range of environmental and estate improvements in Tulse Hill (Upgrades to play areas, parking areas, ASB agreement with police, structured patrols, CCTV in hot and blind spots for crime);
- b. Revitalised 6 neglected spaces and working with grass root / community organisations to connect groups to spaces and deliver activities that mitigate violence against young people;
- c. Mobilised an intensive-level floating support service for 25 Care Leavers through Single Homeless Project;
- d. Overhaul and redesign the transition pathway to independent living, in order to improve how the needs of each young person are accounted for, tailor support to more young people to move to independent living; and increase the rate of young people moving to and staying in independent living by improving available move on options. Work in this area has developed significantly, following the recruitment of a pathway manager, bidding officer, project coordinator, in addition to productive partnerships with registered housing providers (Evolve, Centre Point, London & Quadrant) and MAC-UK;
- e. Mobilising a mid-level floating support service for 20 Care Leavers via Settle;
- f. Implementation of a Joint Protocol with Metropolitan Police Partners to tackle unlicensed music events (UMEs), now recognised as best practice by MPS & London Local Authorities. The collaborative efforts between the respective teams saw 4 UMEs shut down during Summer 2021;
- g. Weekly community engagement activity undertaken on partnership with the Safer;
- h. Completion of Rush Common (Crime hotspot) pilot - removal of the hedge line / and small building to improve visibility across the common to deter anti-social behaviour/crime; and,
- i. Successful application for Safer streets funding, which has been utilised to implement the recommendations of the Lighting and CCTV review. 25 new light columns have been erected along Clapham Common, with a target of 40 to be reached by the end of March 2022.

Lambeth Made Safer Budget

2.18 The budget for the programme is now £1m, including.

- a. £719,000 growth fund;
- b. £75,000 for Early Years LEAP; and,
- c. £206,000 of core community safety staffing budget which supports the delivery of the programme.

2.19 Project bids currently come to the Lambeth Made Safe strategy board for consideration. The board is currently reviewing the way in which funding is allocated from 2022-23 onwards and implementing a framework of potential providers.

Lambeth Made Safer – Planning for 2022-23

2.20 A series of workshops have been carried out to seek feedback from key stakeholders on the Lambeth Made Safer programme to identify how we could improve impact and ensure that services are, and partners are being engaged effectively to support the delivery of the programme's outcomes.

2.21 These included.

- a. Lambeth Council's Leadership network on 18 January; and,
- b. A stakeholder workshop including workstream chairs on 7 February

2.22 The workshops asked stakeholders on their perspectives on the visibility of the programme, what has worked well to date and how the programme could be improved upon. This feedback has been used to identify a number of areas to improve the delivery, engagement and governance activity of the programme including.

Delivery

2.23 Areas to improve the delivery include:

- a. Review of current workstream project plans to ensure they are focused on delivery of transformation and improvement activity;
- b. Develop an intervention catalogue to identifying key gaps in provision;
- c. Align the project funding process from 2022-23 to focus on transformation and improvement work to prioritise projects that fill identified gaps in provision (including evaluation outcomes and exit strategies);
- d. Develop commissioning capacity with LMS to develop a framework approach to developing the local VCS market and enable access to services with a clear evaluation framework for delivery; and,
- e. Develop and review the evaluation framework to reflect the review process.

Communication and Community Engagement

2.24 Areas to improve the communication and community engagement include:

- a. Review communications activity to ensure that there is strong internal stakeholder awareness of Lambeth Made Safer communications and that there is a clear message for residents as what the programme offers; and,
- b. Continue to develop the Lambeth Made Communities model to engage residents and communities into the process, identifying and incorporating local intelligence into the development of the partnership response.

Governance

2.25 Areas to improve the governance include:

- a. Review if there can be stronger links with other strategic programmes, particularly the Lambeth Made Education, Employment and Skills programme;
- b. Review the current workstreams to assess if there is scope for merging or streamlining existing thematic groups to reduce duplication and silo working; and,
- c. Align the VAWG and LMS strategy boards to improve efficient use of stakeholder capacity and maximise opportunities for shared delivery across these strategic programmes.

2.26 The recommendations have also informed the restructure of the Community Safety service which will include ensuring there is resources to.

- a. Support Lambeth Made Communities community engagement (including VAWG);
- b. Ensure there is direct commissioning capacity within the service to support the commissioning of LMS and other Community Safety services;
- c. Ensure that the VAWG and LMS strategies are aligned and opportunities for joined working across the strategies are fully exploited; and,
- d. Fill the service's analytical posts to provide capacity for performance monitoring and intelligence products to inform decision making.

London Violence Reduction Unit Background

2.27 London's Violence Reduction Unit was set up in March 2019 by the Mayor of London as a team of specialists who's stated aim is to bring people across London together to better understand why violence happens and to take action to prevent it now, and in the long-term.

2.28 Lib Peck started as Director of the VRU in March 2019. The VRU team includes specialists in public health, youth work, community safety, social services, policymaking, programme management, data and evaluation, communications, and policing.

Strategic Objectives

2.29 In September 2019, the VRU published its strategy comprising of three strategic aims:

- a. To reduce and stabilise violence across London – violence is a concern for us all; we will all play our part to reduce it;
- b. To increase feelings of safety – recognising that London is one of the safest cities in the world; and,
- c. To put community at the heart of our work – only by doing so do we have a sustainable long-term approach towards reducing violence.

2.30 An underpinning principle of the VRU is to take a public health approach to tackling violence. The London VRU define this as

“a long-term sustainable approach to preventing violence. It acknowledges that to genuinely change behaviour we must examine the context and influences that impact on individuals at significant points in their life. It means understanding that no individual operates in a vacuum that they are both part of and influenced by a huge range of other contexts. It ensures that violence should not be seen as an isolated incident.”

2.31 The VRU's eight public health related objectives are:

1. Supporting individuals to be more resilient
2. Supporting stronger families
3. Young people leading change
4. Enabling communities to be strong, safe, and resilient
5. Prioritising wellbeing and achievement in schools
6. Giving young people every chance to succeed
7. Making London a more compassionate and safer city
8. Increasing confidence in public institutions and changing the message around violence

2.32 The VRU's four outcomes to assess delivery are:

1. Neighbourhoods most affected by violence have increased community cohesion, control, and social trust
2. Young people have increased skills and opportunities
3. Those with greatest need have the support they need to reduce impact of violence
4. More communities involved in violence reduction work.

Delivery Approach

2.33 The VRU categorises its activity into one of the five following themes:

1. Understanding the issues - The VRU commissions research to develop a deeper understanding of issues across London to inform the development of interventions.
2. Convening partners - The VRU convenes meetings of partners at a pan-London level to develop effective and joined-up approaches to violence reduction.

3. Funding and delivering programmes - The VRU's budget is used to fund programmes designed to reduce violence, with a focus on early intervention, including £4.4 million directly awarded to Local Community Safety partnerships.
4. Learning what works - The VRU uses evaluation data from funded programmes to learn what has worked to inform future investment.
5. Shaping policy – Using data and consultation feedback, the VRU aim to develop more impactful London-wide policies and to work with central government for policy change.

London VRU and Local Activity

2.34 As there are 32 Community safety partnerships (CSPs), plus numerous other key stakeholders the VRU does not hold regular meetings with individual CSPs, although there is communication regarding grant funding and feedback on CSP violent crime plans. The VRU is not legally defined as statutory 'responsible authority' that is expected to attend local CSPs. The VRU has a partnership reference group which made up of leading representatives from the MPS, NHS and public health, probation and education and local authorities. The 32 London boroughs are represented by the political lead for crime and community safety and local authority officers nominated by London Councils, the cross-party organisation that works on behalf of all its member authorities. The VRU also engages with Councils through London Council groups such as the London Heads of Community Safety forum.

Violent Crime Plan

- 2.35 The VRU recognises that each borough is very different so that a one size fits all approach will not work. As such, practice needs to be shaped by local need. Instead, each local authority, including Lambeth completes local violence reduction action plan, using a template provided by the VRU.
- 2.36 From a VRU perspective this ensures consistency and a range of actions that support a public health approach, whilst balancing this with the needs for CSPs. to tailor their violence reduction work to the needs of communities and local service best practice. The plans are shared once a year with the VRU who work with the MPS and London Councils to reviews each plan and provides feedback to identify and share best practice. Learning is also shared through London Council groups in a peer-to-peer learning format with CSPs and local authorities.
- 2.37 The plan provides a framework with seven themes:
- a. Governance;
 - b. Analysis & enforcement;
 - c. Reducing access to weapons;
 - d. Safeguarding and educating children and young people;
 - e. Working with communities and neighbourhoods to reduce violence;
 - f. Supporting victims of violence and vulnerability; and,
 - g. Positive diversion from violence.
- 2.38 Lambeth has mapped over 72 different actions as part of its plan for 2021-22. Of these 37 actions are additional optional actions Lambeth has included in its action plan, beyond the minimum expected requirements. As part of the required RAG rating self-assessment, 66 were assessed as Green and 12 Amber. Reasons for rated projects included disruption due to Covid-19 and staff vacancies.
- 2.39 At the time that this report was compiled, Lambeth was still waiting feedback on its current action plan from the VRU.

VRU Grant Funding

2.40 The VRU contributes £4.4m for direct funding across 32 CSPs to support violence reduction. Lambeth has received £200,000 of this grant funding for local projects. For the 2021-22 year this has been agreed with the VRU to cover:

Project	Description
Youth Justice Service Community Outreach	This a flexible youth outreach service, deployed across the borough to gather soft intelligence, engage with the community, identify concerns and trends, and assist with the partnership response. This team engages with those groups of children/young people and young adults identified as at risk of being involved in Serious Youth Violence and associated vulnerabilities such as criminal exploitation. The outreach workers are also specifically deployed after critical incidents as part of the borough's critical incident response.
Diversionary Activities	The project commissioned a range of interventions for children aged 11-25, through initiatives specifically targeted for young people identified at risk of social exclusion and youth violence. These programmes will engage and divert young people at risk of becoming victims of violence, through a variety of local programmes, including sports, Digital skills, CV development and job readiness.
Interim Head of Violence reduction	This role provides additional capacity in the Community Safety service while the restructure process is completed, supporting the delivery of relevant projects and partnership's incident response processes.

2.41 VRU LCPF funding will be maintained at the current rate of £200,000 for 2022/23, subject to the annual confirmation of MOPAC's budget and Home Office funding. This is currently only being offered for a 12-month period as the VRU await confirmation from the Home Office in respect of funding for 2022/23 and the subsequent 2 years. Once the Home Office funding is confirmed the VRU have offered to extend the duration of the funding to support the longer-term planning and delivery of initiatives.

Critical Incident Funding

2.42 The VRU also provide up to £5,000 grant to support with community reassurance activity following a homicide, or in exceptional circumstances for other critical incidents involving violence. To date in 2021/22 Lambeth has received £11,477.93 in critical incident funding for four separate incidents.

Pan-London Programmes

2.43 In addition to directly funded initiatives Lambeth also benefits from a range of other projects that the VRU / MOPAC commission in CSPs across London, that are relevant to reducing serious youth violence. The table below includes a few examples.

Project Name	Description	Lambeth Benefit
Divert	The scheme funds specialist coaches who visit young people (18-25) in police custody and offer them a package of support to get them back into education,	Divert programme based at Brixton Police custody suite.

Project Name	Description	Lambeth Benefit
	training and employment and stop them from re-offending.	
Stepping Stones	A school-based programme aimed at young people at risk of not successfully navigating the transition from year six (last year of primary school) to year seven (first year of secondary school).	Lambeth Academy one of the schools included in the programme
Stronger Futures	A new programme to provide young people with positive opportunities after school – working with young people after school and at weekends, to improve educational outcomes and reduce school exclusions, as well as to improve employability prospects and mental health and wellbeing.	4 of the 17 projects include provision for Lambeth young people.
Your Choice	<p>The programme delivers targeted high intensity interventions to children aged 11-17 who are most at risk of being involved in violence or exploitation.</p> <p>The programme will deliver Cognitive Behaviour Therapy – interventions are targeted towards tackling social anxiety, trauma and supporting coping strategies.</p>	Lambeth Youth Justice team currently trained with plans to roll out up to 3 services in the Council.
Parents / Carers Champions	Place-Based Parent Champions network primarily aimed at parents/carers of adolescents who may be at risk of Serious Youth Violence (SYV), grooming and/or exploitation, and parents who may have difficulty navigating systems (education, criminal justice, and statutory support services). The network is intended to sit alongside the existing VRU funded parenting programmes and support the development of an evidence base to inform a parenting support needs assessment.	Borough awarded £31,250 for first year of project (2021-2022)

Project Name	Description	Lambeth Benefit
MyEnds	<p>MyEnds programme has been developed to put communities at the forefront of tackling violence by giving them the support they need to deliver locally designed interventions in areas of the capital that are affected by high and sustained levels of violence.</p> <p>The programme gives communities funding to develop their own initiatives to bring about change in their neighbourhoods, and to provide positive opportunities for young people living in the area.</p>	Angell Town, Loughborough, and Moorlands estates
Hospital A&E Youth Worker Intervention	Youth workers embedded in the emergency departments alongside clinical staff to engage young victims of violence and exploitation aged 11-24. Clinically embedded youth workers engage with victims of serious youth violence who present at the A&E with assault-related injuries, gunshot wounds, stabbings, and those who report having been sexually exploited.	There are embedded youth workers in nearby hospitals including KCL, St George's and Croydon University Hospital. They offer a service to any young person presenting at a hospital from any borough.

2.44 This is not an exhaustive list as MOPAC and the VRU commission and deliver projects and activity with a range of stakeholders including voluntary and community sector and other partners than Local Authorities.

County Lines

2.45 County lines drug dealing describes organised crime groups (OCGs) who supply drugs to suburban areas including market and coastal towns. County lines drug dealers use dedicated mobile phones or “deal lines” to assist in the transport of drugs. In most instances, the users or customers will live in a different area to where the dealers and networks are based, so individuals are needed to transport the drugs and collect payment.

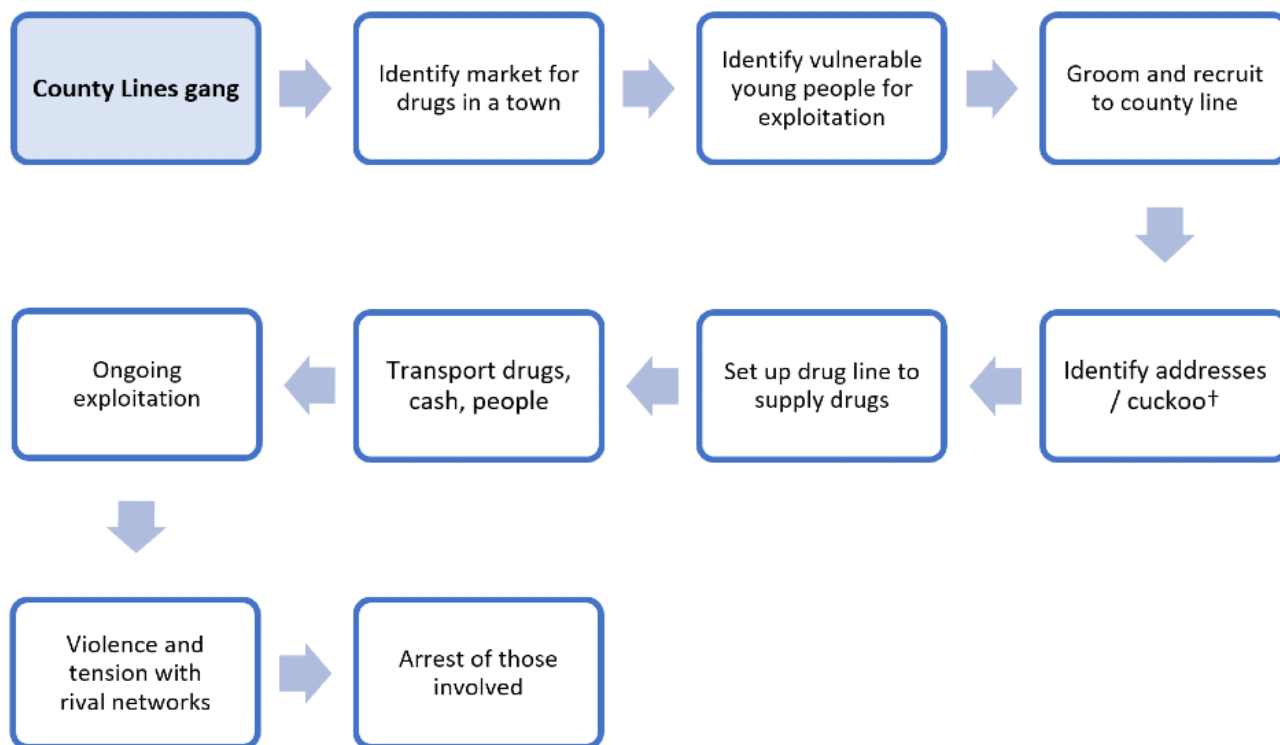
2.46 This type of drug dealing is strongly associated with the coercion of children and vulnerable people. The dealers use children and vulnerable people to move drugs, money and sometimes weapons between their hometown and the coastal and market towns they are dealing in. Children are recruited using violence, intimidation, debt bondage and grooming and required to transport drugs, money, and weapons and to sell drugs.

2.47 Like other forms of abuse and exploitation, county lines exploitation:

- can affect any child or young person (male or female) under the age of 18 years;
- can affect any vulnerable adult over the age of 18 years;
- can still be exploitation even if the activity appears consensual;
- can involve force and/or enticement-based methods of compliance and is often accompanied by violence or threats of violence;
- can be perpetrated by individuals or groups, males or females, and young people or adults; and,
- is typified by some form of power imbalance in favour of those perpetrating the exploitation.

2.48 Whilst age may be the most obvious, this power imbalance can also be due to a range of other factors including gender, cognitive ability, physical strength, status, and access to economic or other resources. One of the key factors found in most cases of county lines exploitation is the presence of some form of exchange (for example, carrying drugs in return for something).

Figure 1: Example Flowchart showing how County Lines operations can work



Source: Public Health England - Guidance: County Lines exploitation: applying All Our Health

2.49 Although the national crime agency has set up the National County Lines Co-ordination Centre (NCLCC) to develop the national intelligence picture, the exact numbers of children affected by County Lines is unknown as there is currently no systematic national data collection.

2.50 Based on the data that is available the NLCC have estimated ninety-one percent of those involved in County Lines are male, however females are underrepresented in the data. Females' involvement is less likely to be discovered by services, but we know it does happen, and they may be asked to carry drugs and weapons because they are less likely to be suspected than males.

2.51 At a national level COVID-19 restrictions have hampered the ability of front-line agencies to risk-assess for child exploitation and exacerbate the potential for County Line harm to remain hidden and shift patterns of exploitation. For example, the National County Lines Coordination Centre saw a 33% rise in cuckooed addresses due to hotels and other commercial and private rental accommodation closing during this period.

Rescue and Response

2.52 Rescue and Response is a pan-London service funded by MOPAC that supports London young people aged up to 25 who are involved in or affected by county line activity. The service is delivered in partnership by:

- a. Abianda (which specialises in female referrals);
- b. St Giles Trust;
- c. Safer London Foundation; and,
- d. London Borough of Brent (who coordinate the service).

2.53 The service is funded by the Mayor's Office for Policing and Crime (MOPAC). The Rescue and Response programme provides a range of services and resources:

- a. 1:1 support for young people exploited from London;
- b. Specialist support for young women;
- c. Help to manage risk and safeguarding;
- d. Support to move away from county lines and experiences of criminal exploitation and harm;
- e. Family and housing support;
- f. Awareness raising training on county lines;
- g. Help build network analysis through pan London intel gathering; and,
- h. An out-of-hours phone number for professionals operated by St Giles Trust.

2.54 Rescue and response receive requests from the rescuing Force and have a link worker who attends the Reducing Serious Violence Panel to update on active cases.

2.55 From June to December 2021, there were 33 referrals from Lambeth to rescue and response. The most frequent locations outside of London were Hampshire, Sussex, and Cambridgeshire. Those referred were all male except one and were aged between 17 and 25. Analysis by Rescue and Response in 2020 identified Croydon, Lambeth and Newham remain the top 3 boroughs for recorded county lines individuals referred to the service.

2.56 At a pan London level three Rescue and Response September 2020 strategic assessment identified that 69% of referrals ended in a positive outcome and 60% reported as having reduced county line involvement.

Modern Slavery National Referral Mechanism

2.57 Youth Offending Teams, police, social services, and other frontline practitioners should refer children to the National Referral Mechanism (NRM) when they believe a child that is a victim of county lines may also be a victim of modern slavery trafficking. The National Referral Mechanism (NRM) is a framework for identifying and referring potential victims of modern slavery and ensuring they receive the appropriate support.

2.58 Under the existing NRM process potential victims of modern slavery are referred by 'First Responders' to the 'Single Competent Authority' (SCA) located within the Home Office. It is the role of the SCA to consider whether an individual is a victim of slavery, servitude or forced or compulsory labour or human trafficking. Following a NRM referral, the competent authority will initially make a 'reasonable grounds' decision. A positive reasonable grounds decision is made when there are reasonable grounds to believe the individual is a potential victim of human trafficking/slavery.

2.59 If a child is found to be a victim of slavery or trafficking through a conclusive ground's decision, this does not unlock additional statutory provision of support for the child, further to what the local authority already provides. It could, however:

- a. Inform the opinion of local authorities, such that the child is viewed as a victim and not a perpetrator – this could change the perception of the child's circumstances and the approach to safeguarding the young person and putting appropriate protective factors in place; and,

- b. The outcome of an NRM decision may have a bearing on any criminal justice proceedings which may have been instigated against the child, for example where a child has been charged, or is being prosecuted for drug offences. This is particularly likely in circumstances where the statutory defence against prosecution has been raised by a defendant (Section 45 of the Modern Slavery Act 2015)

2.60 As outlined above a decision to refer a child to NRM could come from a variety of sources and often from the location where the child or young adult was transported to be exploited. As such Community Safety does not hold specific statistics on children and young adults who have had NRM referrals linked to County lines.

Lambeth Approach – Development of a Contextual Safeguarding Strategy

- 2.61 There are a variety of recommendations regarding a best practice approach from the Home Office, Public Health England and Rescue and Response. These include principles such as.
- a. identify risk and protective factors for preventing County Lines exploitation, starting before birth, and identifying points along the child's development where a child may be more vulnerable and there may be opportunities to intervene to reduce risk factors and enhance protective factor;
 - b. Use a whole-family approach to address need, recognising that young people are influenced by a range of environments and people outside of their family, including school and other educational establishments, peer groups, the wider community and, or online; and,
 - c. Understand young people have been exploited and are victims, not criminals, using non-judgemental language that reflects this.
- 2.62 Lambeth is currently in process of developing a Contextual Safeguarding strategy and delivery model, to enhance its ability to safeguard children and young adults (18-24) from the risk of criminal and other forms of exploitation, which would also have an impact on the safeguarding of children and young adults at risk of county lines criminal exploitation. This has been developed with key partners through a sub-group of the Lambeth Children's Safeguarding Board.
- 2.63 Contextual Safeguarding is an approach to understanding, and responding to, young people's experiences of significant harm beyond their families. It recognises that the different relationships that young people form in their neighbourhoods, schools and online can feature violence and abuse.
- 2.64 The intention is to develop of model of practice where the service will work alongside internal and external partners to provide quality assurance and support, advice, guidance and consultation to practitioners and partners. The service will also support the coordination of partnership activity to engage with individuals, groups of young people, communities and in higher risk locations.
- 2.65 Children and young adults will be at the heart of the hub's practice: a trusted professional will walk alongside the young person as they navigate between and through services designed to safeguard them from extra-familial harm. For children, the Contextual Safeguarding Service will not be the lead statutory agency and will instead support the team around the young person, helping to ensure that the professional network works together to deliver accessible and appropriately targeted and coordinated interventions to meet the needs of the young person.
- 2.66 The service will be structured to ensure that the delivery will be intelligence-led and be able to support families and individuals and contextual location of settings such as schools, estates, parks etc. The approach will also look to ensure there is continued input from children in the evolving the

delivery model and ensure that what is offered and how it is offered is culturally informed, accessible and addresses our young people's needs.

- 2.67 The Council has currently agreed to invest approximately £2.68 M over three years into this new approach between 2022-23 to 2025-26. To manage the development of the hub recruitment has begun for the Head of Service and a project delivery group is currently in the process of;
- a. finalising the structure of the service;
 - b. reviewing existing partnership panel processes; and,
 - c. engaging with key stakeholders to ensure that the right intelligence is exchanged, and interventions are put in place.

Conclusions

- 2.68 The Council's Lambeth Made Safe Strategy has continued to deliver across the 6 key workstreams during 202/21, working with other council services, statutory agencies in CCG and Police and partners including schools and voluntary agencies in improving our offer and response to young people.
- 2.69 The Community Safety service is restructuring to ensure that capacity is more closely aligned with the delivery of the LMS strategy, VAWG and other priorities of the Safer Lambeth CSP.
- 2.70 The review of the current delivery of the LMS will inform development of the programme over the coming year, to ensure a more streamlined and holistic approach to delivery across other key themes such as VAWG, that informs the commissioning of projects to meet identified needs.
- 2.71 Lambeth receives both support from the London VRU in terms of direct grant funding and access to pan-London projects and initiatives. Lambeth also receives access to peer feedback and advice through the VRU.
- 2.72 Lambeth will look to enhance its safeguarding measure for vulnerable children and young adults including those at risk of County lines, through the development of a Contextual Safeguarding strategy with key partners.

3. FINANCE

- 3.1 There are no financial implications arising from this report.

4. LEGAL AND DEMOCRACY

- 4.1 No comment.
- 4.2 There were no further comments from Democratic Services.

5. CONSULTATION AND CO-PRODUCTION

- 5.1 Consultation and co-production are key to this work and have been embedded from the beginning, including through the Lambeth Made Community Model.

6. RISK MANAGEMENT

- 6.1 Serious Youth Violence is a serious risk to children and young adults in Lambeth. The Lambeth Made Safer programme looks to address and reduce this risk.

7. EQUALITIES IMPACT ASSESSMENT

- 7.1 The final programme plan and strategy was subject to a full EIA. The work aims to have a major impact on disproportionality and inequality in the borough, particularly around young black men.

8. COMMUNITY SAFETY

- 8.1 This report outlines our work to reduce one of the boroughs most significant crime and disorder issues. This is a priority of Safer Lambeth, the borough's statutory Community Safety Partnership.

9. ORGANISATIONAL IMPLICATIONS

Environmental

- 9.1 None.

Health

- 9.2 Violent crime is a significant health factor for young people in Lambeth. This work will reduce the level of violent crime and thus improve health outcomes for Lambeth's young people.

Corporate Parenting

- 9.3 The planned development of the Contextual Safeguarding model will continue to evolve the Council's ability to reduce the risk and harm to young people include those to whom the Council has a corporate parental responsibility.

Staffing and accommodation

- 9.4 None.

Responsible Procurement

Good Quality Jobs with Fair Pay and Decent Working Conditions

- 9.5 All contracts will pay the London Living wage as standard and be in line with the council's approach to Modern Slavery.

Quality Apprenticeships, targeted Employment for Lambeth residents and Lambeth Priority Group

- 9.6 Employment and training for young people at risk of violence has been identified as one of the priorities for the work. As outlined in Appendix 1 specific targeted work is taking place with this cohort to increase employment and job readiness.

10. TIMETABLE FOR IMPLEMENTATION

- 10.1 Not applicable.

AUDIT TRAIL

Name and Position/Title	Lambeth directorate / department or partner	Date Sent	Date Received	Comments in paragraph:
Councillor Jacqui Dyer	Deputy Leader, Deputy Leader of the Council (Jobs, Skills and Community Safety)	28.02.22	07.03.22	Throughout
Fiona Connolly, Executive Director	Children's Services	25.02.22	27.02.22	Throughout
Jeanette Young, Director, Children's Commissioning & Community Safety	Children's Services	25.02.22	25.02.22	Throughout
Mark Sage, Finance	Finance and Performance	03.03.22	04.03.22	Section 7
Jean-Marc Moccarme,	Legal and Governance	03.03.22	04.03.22	Section 8
David Rose, Democratic Services	Legal and Governance	07.03.22	07.03.22	

REPORT HISTORY

Original discussion with Cabinet Members	Ongoing
Report deadline	03.03.22
Date final report sent	07.03.22
Part II Exempt from Disclosure/confidential accompanying report?	No
Key decision report	No
Date first appeared on forward plan	N/A
Key decision reasons	N/A
Background information	N/A
Appendices	Appendix 1 – Lambeth Made Safer Governance Structure Appendix 2 – Data and trends