

LONDON BOROUGH OF TOWER HAMLETS

COUNCIL MEETING

WEDNESDAY 26th MARCH 2014

**COMMUNITY SAFETY PARTNERSHIP PLAN 2013-16:
PROPOSALS OF THE MAYOR AND EXECUTIVE**

1. INTRODUCTION/SUMMARY

On 27th November 2013, Full Council considered a report (attached at Appendix 6 to this report) setting out the proposals of the Mayor and Executive for the Community Safety Partnership Plan 2013-16 (CSP Plan). The Council did not adopt the draft plan, but agreed a motion containing a number of comments and objections to the content of the plan and the current partnership structure/performance (attached at Appendix 7). In accordance with the Budget and Policy Framework Procedure Rules, referred the CSP Plan back to the Mayor to be reconsidered in the light of the Council resolution.

The CSP Plan 2013-16 (Appendix 1) was approved by the Community Safety Partnership in March 2013, prior to coming into effect on the 1st April, 2013. The Council's Constitution requires that the Crime & Disorder Reduction Strategy (now known nationally as 'Community Safety Plan') must be approved by Full Council. The CSP Plan 2013-16 has been in the formal Council committee process awaiting approval since being approved by the CSP in March 2013 and is due to be reviewed by the partnership in March 2014, as part of its statutory responsibility to review annually.

It should be noted that the CSP Plan 2013-16 is a Partnership Plan and not a Council Plan. The Council has its own Strategic Plan in place to address its priorities. The Partnership Plan takes into account the priorities of the whole Community Safety Partnership (of which the Council is but one member). These individual partner agency priorities are included in the Partnership's Strategic Assessment and are considered along with its Public Consultation findings from the year previous to the term of the CSP Plan. The CSP reviews its CSP Plan on an annual basis as a statutory duty.

This report and appendices set out the proposals of the Mayor and Executive for the CSP Plan 2013-16 following reconsideration in the light of the Council resolution of 27th November 2013. The proposed plan is unchanged from that submitted to the November 2013 Council meeting. In accordance with

the Budget and Policy Framework this report sets out the reasons for the Mayor and Executive's disagreement with the Council's objections.

2. RECOMMENDATIONS

That the Council approve the Community Safety Partnership Plan 2013-16 (attached at Appendix 1 to this report) and the priorities set out within it.

3. RESPONSE TO THE MATTERS RAISED IN THE COUNCIL RESOLUTION OF 27TH NOVEMBER 2013

The Mayor, the Executive and the Community Safety Partnership respond to the Full Council motion 27th November 2013 regarding the CSP Plan 2013-16 and Crime & Disorder in general, as follows:

Metropolitan Police Crime Figures

In response to the parts of the motion (see Appendix 7), regarding:

- *Metropolitan Police crime figures for Tower Hamlets and a claimed 1.4% increase since 2010.*
- *It was said that the figures from the Strategic Assessment for the period October 2009 – September 2012, showed a 50% increase in Robbery and a 49% increase in knife crime over that period.*
- *There was claimed to be 50% increase in robberies between October 2009 and September 2012*
- *There was claimed to be a 49% increase in knife crime between October 2009 and September 2012*
- *Metropolitan Police crime figures on their website were claimed to be inaccurate*

The figures in the Community Safety Plan included (on page 21 – 29 of the Plan) were taken from the Community Safety Partnership's 2012 Strategic Assessment. This is the annual statutory document, which the Partnership uses to analyse local performance over the preceding 3 years (in this case October 2009 to September 2012) and establish emerging trends, to shape the Community Safety Plan. Those figures were used at the time of writing the CSP Plan as they were the most up to date at that time.

The figures included on page 102 (appendix 5) compare crime levels by crime type in Tower Hamlets over the period 2000/01 to 2012/13.

The figures on page 103 (appendix 5), compare levels of Total Notifiable Offences (which is a count of all offences which are statutorily notifiable to the Home Office) in Tower Hamlets with our neighbouring boroughs, over the same period as above (2000/01 – 2012/13).

The figures on page 104 (appendix 5), compare crime levels by crime type in Tower Hamlets with neighbouring boroughs over three specific years (2000/01, 2011/12 and 2012/13).

Unfortunately it was not clear in the Full Council motion (27th November 2013) where the Metropolitan Police figures documenting a 1.4% increase were obtained, or what period the figures related to, which ultimately made it difficult for the Council and the Police to clarify if they were accurate.

The figures contained in the Community Safety Partnership Plan (page 102) show that Total Notifiable Offences (TNOs):

- Reduced by 17.21% (6,037 offences) from 35,070 in 2000/01 to 29,033 in 2012/13
- Peaked in 2002/03 at 41,124 and the 2012/13 figures represents a 29.4% reduction (12,091 offences) when compared to this peak
- Amounted to 29,463 offences in 2011/12, which decreased by 1.45% (430 offences) in 2012/13.

In addition to the above commentary and reductions, the latest Metropolitan Police figures at the time of writing (Scorecard 02.01.14), show that Total Notifiable Offences:

- Reduced by 7.2% (2,122 offences) from 29,621 to 27,499 when comparing rolling 12 months to the previous rolling 12 months (i.e. Full Year up to 02.01.14 vs Full Year up to 02.01.13)

Comparing Tower Hamlets to Other London Boroughs:

According to the recent Metropolitan Police Scorecard (02.01.14), which compares the rolling 12 months up to 02.01.14 against the previous rolling 12 months up to 02.01.13, the following comparisons can be made on crime levels/performance in Tower Hamlets and the 31 other London Boroughs:

MOPAC 7 (Metropolitan Police Priorities from the MOPAC Police and Crime Plan 2013-16 – i.e. measures the total of Burglary, Robbery, 2 types of Motor Vehicle Crime, Violence with Injury and Criminal Damage:

- Comparing the MOPAC 7 Totals (Metropolitan Police Priorities from the MOPAC Police and Crime Plan 2013-16), there are currently 11 other London boroughs with higher levels than Tower Hamlets (12,891), of those Hackney (13,649), Newham (15,853) and Southwark (16,579) border the borough.

Burglary (total)

- Figures show that Hackney (2,802), Newham (2,921) and Southwark (3,472) as well as 13 other London boroughs experienced higher numbers of burglaries than Tower Hamlets (2,763) in the same period

Robbery (total)

- Figures show that Newham (2,137) and Southwark (2,334) as well as 3 other London boroughs experienced higher numbers of robberies than Tower Hamlets (1,299) in the same period
- In Tower Hamlets Robbery is down 8.3% (from 1,416 to 1,299)

Theft from Motor Vehicle (TFMV)

- Figures show that Hackney (2,281), Newham (3,075) and Southwark (2,111) as well as 15 other London boroughs experienced higher numbers of TFMV than Tower Hamlets (1,948)

Theft from Person

- Figures show that Hackney (3,032), Newham (2,209) and Southwark (2,802) as well as 5 other London boroughs experienced higher numbers of thefts from a person than Tower Hamlets (1,659)

Violence with Injury (total)

- Figures show that Newham (2,366) and Southwark (2,461) as well as 4 other London boroughs experienced higher numbers of Violence with Injury than Tower Hamlets (2,299)

Domestic Violence with Injury

- Figures show that Greenwich (801), Hackney (707), Lewisham (880), Newham (820) and Southwark (874) as well as 6 other London boroughs experienced higher numbers of domestic violence with injury than Tower Hamlets (702)

Knife Crime

- The number of knife crime offences this Financial Year to Date, taken from the Metropolitan Police's Knife Crime Scorecard (02.01.14), had reduced by 13.5% to 377 offences, compared to the previous Financial Year to Date of 436 offences
- The Sanction Detection Rate for Knife Crime in the borough is currently 28% (86 incidents) compared to 23.2% (101 incidents) the previous Financial Year to Date
- Knife Robbery offences have reduced by 19%, to 238 offences this Financial Year to Date, compared to 294 offences the previous Financial Year to Date
- Significant work is being undertaken under the Gangs and Serious Youth Violence Priority in the current CSP Plan to address this area as a priority for the Partnership

The Council has no authority over the content of the Metropolitan Police website, where they publish their crime and ASB figures. The figures quoted by the Labour Group in the Full Council Motion do not include the source or date that their figures were obtained. Due to this, it makes it extremely difficult for the Council to confirm the accuracy of Labour's crime figures from their motion.

The Police produce a daily Performance Scorecard, which is a Police Restricted document and compares current rolling 12 months' performance figures with the previous rolling 12 months performance figures for their key crime types. It also compares the current rolling 12 months' performance figures with the previous full financial year figures for its Mayor's Office for Policing and Crime key priority performance indicators.

This Police Scorecard is the main source of data used by the Community Safety Partnership and in turn the Council.

The figures within the Police Scorecard change on a daily basis, which makes it difficult for the Police and even more so, the Council Community Safety Team to confirm accuracy when figures quoted by third parties do not contain a date, source or accurate description.

Once it was established that the figures quoted were inaccurate, steps were taken to ensure that the figures on the Police website were corrected by the appropriate officers in the Metropolitan Police's central Performance Information Bureau, who are the only officers authorised to do so. Accurate figures were then supplied to all those concerned.

Anti-Social Behaviour

In response to the parts of the Full Council motion (see Appendix 7), regarding:

- *The claim that in 2011/12 there were almost 20,000 reported incidents of anti-social behaviour*
- *The claim that Tower Hamlets has the second highest level of anti-social behaviour*

The level of reporting of anti-social behaviour (ASB) to the Police in the borough reflects the work that we have been doing as a partnership to educate and encourage our residents to report ASB on the Police 101 telephone number.

When the council invested in additional police officers (35 of the 40 in the Partnership Task Force), Tower Hamlets Enforcement Officers (THEOs) and the 'Dealer a Day' programme, we wanted to make sure that we effectively tackled ASB and drugs. To tackle it, we need to know where and when the issues are occurring.

We embarked upon an extensive campaign to inform and encourage residents to use the 101 number and that is clearly working. The information from the Police's 101 Contact Centre, forms the basis of taskings for the THEOs, Neighbourhood Policing Teams and Council funded Partnership Taskforce, enabling them to target the 'hotspot' areas, highlighted by resident's reporting.

It is important to note that the figure quoted in the Full Council Motion of 20,000, relates to the number of reports, not the number of incidents. This is due in part to our encouragement for all residents to report all incidents of ASB to 101 and therefore 20,000 reports will contain multiple reports of the same incident, so the actual number of incidents is likely to be significantly less.

Tower Hamlets has seen a slight increase in ASB reports of 0.2% (up 32 reports of ASB) to 20,321 in the Metropolitan Police's figures for the rolling 12

months up to 02.01.14 compared to 20,289 in the previous rolling 12 months up to 02.01.13.

Public Perception

In response to the parts of the Full Council motion (see Appendix 7), regarding:

- *The statement that the 2013 Annual Residents Survey found 41% of people said crime was one of their top three concerns*

Crime remains the top personal concern for borough residents: 41 per cent of the residents said it was one of their top 3 concerns, similar to the London-wide average. However this percentage has been decreasing steadily since its highest point of 55% of residents in 2007/08. It fell to 47% in 2008/09, then 46% in 2009/10, then 42% in both 2010/11 and 2011/12. The latest figures (2012/13) show a further 1% reduction to 41%.

The Community Safety Partnership and its members have been working together to lower this perception, with high visibility patrols by partnership officers including those from the council funded Police Partnership Taskforce, the THEOs and drug outreach workers. They have taken action in our communities to address local concerns around crime, anti-social behaviour and drugs. The partnership have informed the residents of the action taken in their local areas to address their concerns, in the form of the 'You Said We Did' leaflets, which has led to an increase in public confidence to report incidents. The Community Safety Ward Walk-about also gives the community an opportunity to inform us of and importantly show us their local concerns in person and then allow the partnership a chance to address these concerns and feedback to them what we have done or are doing in response.

Police Structure

In response to the parts of the motion (see Appendix 7), regarding:

- *Restructure of Neighbourhood Policing*
- *Structure of Neighbourhood Policing Teams*
- *Safer Neighbourhood Team impact on crime and public confidence*
- *The claimed failure to protect the previous Community Policing Model*
- *Opening hours of Police Stations*
- *Council funding of Police and Tower Hamlets Enforcement Officers*
- *Labour's proposal in 2011 Budget to fund 17 Police Officers*

Recently there has been a restructuring of services across the entire Metropolitan Police Service. Each ward now has one dedicated Police Constable and one Police Community Safety Officer, however the re-organisation of the Police resources into four Neighbourhood Policing Teams, means that teams and officers formerly centrally tasked and located, are now based within those Neighbourhood Policing Teams and the residents they serve. These new Neighbourhood Policing Teams actually have more officers in them than the old Safer Neighbourhood Teams they replaced.

This new structure gives local neighbourhoods more control of those additional officers and the ability to draw on additional neighbourhood officers to respond to local community concerns and emerging issues. It also allows the Borough Commander to move additional officers into a specific ward to respond to need.

Rather than closing Police Stations in the Borough, as mentioned in the Full Council Motion, opening times of the Police Station front counters have been amended in some Police Stations to reflect their levels of use by the public for reporting. Their opening times, at the time of writing, are as follows:

- Bethnal Green: Open 24 hours a day
- Bow: Wednesday & Thursday 7 - 8pm, Saturday 2 - 3pm
- Brick Lane: Wednesday to Sunday 12 – 8pm
- Isle of Dogs: Wednesday & Thursday 7 - 8pm, Saturday 2 - 3pm
- Limehouse: Monday 12 – 8Pm, Tuesday to Sunday 10am – 8pm
- Poplar: Wednesday & Thursday 7 - 8pm, Saturday 2 - 3pm
- St Georges Town Hall: Wednesday & Thursday 7 - 8pm, Saturday 2 - 3pm

The Council and Mayor has made clear its concern over the restructuring of the Metropolitan Police Service in Tower Hamlets, and the overall reduction of Police Officers in the borough over the past 3 years.

The Mayor of Tower Hamlets has funded and established the Partnership Taskforce within the Police. That team is made up of 40 Police Officers (35 funded by the Council), including an Inspector, Sergeants and Constables, who work closely with the Council Officers and others from across the Community Safety Partnership and national agencies like Border and Immigration when appropriate, to address the community's concerns/issues around anti-social behaviour, drugs, gangs and prostitution. These additional officers are able to assist local policing teams across the borough, to respond to these local concerns through the formal Partnership Tasking Process.

By funding the Partnership Taskforce, the Council maintains a significant level of influence, as well as flexibility in determining what those Partnership Taskforce Officers are tasked to respond to and tackle in the Borough. This Council funding enables the Police to tackle these key community concerns as part of a powerful team approach (including other partnership agencies), instead of individually, as a single Police Officer on each ward.

There is a need for a mixed approach to tackling ASB using THEOs and Police together, as Police Priorities are primarily set by New Scotland Yard and MOPAC, rather than locally. Police officers in all London Boroughs are subject to abstraction to cover big events or issues in other parts of London and the United Kingdom.

As part of a Council priority of ASB, the Council funds the Tower Hamlets Enforcement Officers (THEOs), to supplement the work of the Police, and to deal with issues that the Police cannot deal with. The Police in Tower Hamlets rely on the THEOs to provide support on ASB matters that they themselves are unable to address immediately or at all. If the Council were to discontinue

funding the THEOs, it would mean that large amounts of ASB would go unchallenged and a lot of issues of high concern to local residents, would not get a uniformed response at all.

Without the THEOs, large amounts of ASB would go unchallenged. An example of this is the joint patrols by THEOs and a Dog Handler with a drug sniffer dog, which are proving very successful in tackling both ASB and drugs in our community.

The Council are aware of drug dealing and use being a concern for the community, and continue to fund the 'Dealer a Day' initiative with the Police. No other London borough operates a similar initiative, taking the problem as seriously as we do on behalf of our residents. The 'Dealer a Day' initiative aims to arrest 365 drug dealers a year and has exceeded this target year on year since its inception.

The Community Safety Partnership continues to reduce crime in the borough (7.2% reduction over the last rolling 12 month period up to 02.01.14 compared to the previous rolling 12 months). The Community Safety Partnership, including the Council and Police, continue to work in partnership with other agencies to increase confidence in community safety agencies (including the Police), and reduce concern about crime, down to 41% in the 2012/13 Annual Residents' Survey. The Neighbourhood Policing Teams, Partnership Taskforce and Tower Hamlets Enforcement Officers have an important role in both increasing community safety in the community as well as increasing visibility and public confidence, in the Police, Council and Partnership addressing their concerns and tackling crime and disorder.

The Council and other partners continue to work with the Police in their new Neighbourhood Policing Structure to ensure that community safety remains a partnership priority and to tackle community concerns including crime, ASB, drugs and reducing re-offending. The Council is not in a position to dictate Policing structure in Tower Hamlets; however by funding the Partnership Taskforce, it has ensured that Police Officers are in place to respond to the issues of most concern to our communities.

London Fire Brigade

In response to the parts of the motion (see Appendix 7), regarding:

- *31% reduction of incidences of arson since 2009/10*
- *Restructuring of London Fire Brigade's resources in Tower Hamlets*

Over recent years a considerable amount of work has been done by the London Fire Brigade to reduce the possibility of fires, and to improve the response to fires in the borough. The 31% reduction figure represents a reduction in the number of arson incidents (all deliberate fires), as documented in the ASB Performance Section of the CSP Plan 2013-16. The reduction is over the period October 2009 to September 2012 (the period covered by the CSP's 2012 Strategic Assessment).

The Council and Mayor have made clear their concern about the proposed London Fire Brigade restructure. The Council and Mayor have fought against the proposed restructuring of London Fire Brigade Resources (including staff, stations and fire-fighting equipment/appliances), in partnership with other London boroughs facing similar reductions. This opposition to the restructure took the form of an application for a judicial enquiry. Unfortunately for Tower Hamlets and those other London boroughs, this application was unsuccessful.

Leadership

In response to the parts of the motion (see Appendix 7), regarding:

- *The claim that the CSP Plan lacks references to increases in crime and ASB or the challenges the borough faces*
- *A claimed lack of focus on tackling what residents see as their most important issue*
- *The stated need to challenge ASB and task Council officers appropriately and working in partnership with other agencies including the Police*

The Community Safety Partnership Plan is owned by the Community Safety Partnership. The Mayor is one of a number of leaders of agencies across the Partnership (including Health, Probation, Police, Fire Brigade, Registered Social Landlords and Voluntary/Community Sector agencies) that sign up to the Plan together. The Community Safety Partnership Plan documents increases and decreases in Crime, Anti-Social Behaviour (including Arson), Substance Misuse and Re-offending in its Performance section. The Performance section of the Plan is taken from the Partnership's annual Strategic Assessment document (2012), in accordance with the legal requirements for Community Safety Partnerships. The Strategic Assessment, which is a restricted Partnership document, looks at performance and trends over the previous 3 years, as well as future threats and opportunities. The Partnership considers the contents and findings of the Strategic Assessment, when deciding the priorities and content of its Community Safety Partnership Plans.

The Community Safety Partnership, in order to produce this Plan, held a considerable public consultation exercise over 3 months in 2012. The consultation included a series of public meetings across the borough's wards, a borough-wide public meeting, a meeting specifically for ward councillors (although only a small number actually attended on 1st August 2012), an online survey and letters to over 600 residents, community groups and agencies. Over 1000 responses were received, informing the Partnership of their top community safety priorities.

The Partnership considered the findings of the public consultation, along with the findings of the Strategic Assessment and the partner agencies' own priorities for the coming three years, when it agreed the Partnership's priorities for 2013-16. The Partnership decided that Serious Acquisitive Crime would be addressed within the Reducing Re-offending & Drugs and Alcohol priorities, as both would primarily address Serious Acquisitive Crime.

The priorities within the Community Safety Partnership Plan aim to address the challenges identified in the Strategic Assessment and its Public Consultation throughout the year. It is important to note that, while the priorities within the Plan are what we have signed up to as a Partnership, member agencies including the Council, may still have their own organisational priorities in addition to these. These organisational priorities will be documented in their own strategies and these agencies will be working towards these as part of their day to day (often statutory) responsibilities.

The Partnership leads a co-ordinated approach to address Crime and Disorder, ASB, Substance Misuse and Reducing Re-offending as a statutory duty. Council officers are tasked to respond to emerging issues through the Partnership Tasking Process. This process sees the community and partnership concerns/issues set out, along with the latest reporting data, to allow informed consideration and decision making by senior operational staff from the Police, Council and Registered Social Landlords. This Partnership Tasking Process allows the Partnership to task resources appropriately and in a co-ordinated manner to best respond to the issues highlighted to them.

The Community Safety Partnership is statutorily responsible for setting strategic priorities for the borough as a partnership. The Partnership and member agencies (of which the Council is one), continue to work together to address the community's concerns and tackle crime, disorder, substance misuse and reduce re-offending.

Other Considerations/Implications and Statements

One Tower Hamlets considerations, Risk Management, Crime and Disorder implications and best value/efficiency statement remain the same as those recorded in the original CSP Plan 2013-16 Report (appendix 6).

4. COMMENTS OF THE CHIEF FINANCE OFFICER

- 4.1 There are no specific financial implications emanating from this report. The report however, highlights the Council's additional funding commitment through the Mayors accelerated delivery programme. The programme funds 10 additional THEO's and 35 additional Police Officers as part of the current two Partnership Task Force (PTF) teams which adds to the overall number of police officers in the borough.
- 4.2 The alignment of the priorities within the Community Safety Plan 2013-16 and its implementation will need to be managed within the existing budgeted resources.

5. LEGAL COMMENTS

- 5.1 Under the Council Constitution, the Community Safety Partnership Plan (also known as a Crime and Disorder Reduction Strategy) is required to be approved by the formal council approval process, culminating in Full Council.
- 5.2 On 13 July 2011, the Council adopted a revised Community Plan, which contains the Council's sustainable community strategy as required by section 4 of the Local Government Act 2000. A key theme of the Community Plan is to make Tower Hamlets a safe and cohesive community, that is, a safer place where people feel safer, get on better together and where difference is not seen as a threat, but a core-strength.
- 5.3 The Council is one of the responsible authorities for Tower Hamlets, within the meaning of section 5 of the Crime and Disorder Act 1998. Other responsible authorities for Tower Hamlets include: every provider of probation services in Tower Hamlets; the chief officer of police whose police area lies within Tower Hamlets; and the fire and rescue authority for Tower Hamlets. Together, the responsible authorities for Tower Hamlets are required to formulate and implement strategies for: the reduction of crime and disorder; combating the misuse of drugs, alcohol and other substances; and the reduction of re-offending. When formulating and implementing these strategies, each authority is required to have regard to the police and crime objectives set out in the police and crime plan for Tower Hamlets.
- 5.4 The Crime and Disorder (Formulation and Implementation of Strategy) Regulations 2007 require that there be a strategy group whose functions are to prepare strategic assessments, following community engagement, and to prepare and implement a partnership plan and community safety agreement for Tower Hamlets. The partnership plan must set out a crime and disorder reduction strategy, amongst other matters. The strategy group must consider the strategic assessment and the community safety agreement in the formulation of the partnership plan. The Safe and Cohesive Community Plan Delivery Group discharges these functions in Tower Hamlets. The report indicates that the Community Safety Plan is the relevant partnership plan and has been prepared in accordance with the Regulations.
- 5.5 The making of a crime and disorder reduction strategy pursuant to section 6 of the Crime and Disorder Act 1998 is a function that is required not to be the sole responsibility of the Council's executive. This is the effect of the Local Government Act 2000 and the Local Authorities (Functions and Responsibilities) (England) Regulations 2000. The requirement is reflected in the Council's Constitution, which makes the crime and disorder reduction strategy part of the Council's policy framework.
- 5.6 On 27th November 2013, Full Council considered the Community Safety Partnership Plan 2013-16 (CSP Plan) Report and a motion was tabled with regards to the content of the plan and current partnership structure/performance. Full Council agreed that the CSP Plan should be taken back to Cabinet to reconsider its content, in line with the Full Council Motion and this report sets out the responses to the motion.

5.7 Before adopting the Community Safety Partnership Plan, the Council must have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who don't. Equalities considerations and an Equalities Analysis Initial Screening Document have previously been prepared.

6. APPENDICES ATTACHED

Appendix 1 – Community Safety Plan 2013-16

Appendix 2 – Community Safety Plan – Public Consultation Report

Appendix 3 – Equalities Considerations

Appendix 4 – Equalities Analysis – Initial Screening Document

Appendix 5 – Borough Crime Statistics and Trends 2000/1 – 2012/13

Appendix 6 – Report to Full Council, 27th November 2013

Appendix 7 – Resolution of Full Council, 27th November 2013
