



Safer Westminster Partnership

Strategic Assessment

March 2016



Contents

Contents.....	2
Executive Summary.....	3
Introduction	5
Performance and Review.....	6
Reducing violence against women and girls.....	6
Tackling youth crime and keeping young people safe.....	7
Combatting anti-social behaviour.....	8
Countering terrorism and radicalisation.....	8
Overview of crime in Westminster	11
Problematic people/offenders.....	14
Terrorism.....	22
Recommendations	23
Vulnerable victims	25
Recommendations	29
Problematic locations	31
Recommendations	37
Strategic Priorities/Recommendations.....	38
Appendix – Data Sources	40

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Executive Summary

This document has been produced as a requirement of the Police and Justice Act 2006 on behalf of the responsible authorities for the Safer Westminster Partnership.

The Westminster Strategic Assessment identifies the key crime and anti-social behaviour issues affecting the borough and records progress against the four priorities set in the Safer Westminster Partnership Plan; reducing violence against women and girls; tackling youth crime and keeping young people safe; combatting anti-social behaviour (ASB) and countering terrorism and radicalisation. The document concludes with details of strategic recommendations/priorities for SWP for 2016/17.

The analysis of community safety issues uses a problem oriented approach. Considering aspects of offending, victimisation, vulnerability and places to provide a cross cutting assessment of the Strategic crime and ASB concerns in Westminster.

Nationally and locally crime has been steadily decreasing year on year and plateaued in Westminster in April 2015 and has begun to very slowly increase. On average over 2015 there were 134 offences per day across Westminster of which the majority (58%) were Theft and handling.

Not all crime costs the same to the public purse so when considering what to prioritise, the SWP needs to consider what its overarching aim is? Is it to focus upon reducing the volume of crime or upon reducing the cost of crime to the partnership, that is focusing upon higher cost issues such as violent crime which can have a significant impact upon the victim or would a tiered approach be more appropriate?

Over half of crime within Westminster is located within just two wards the West End and St James's. Similar patterns exist for other incident data from British Transport Police, Transport for London, Fire Brigade and London Ambulance Service. But if you look within these areas, crime is even more concentrated. Just three of the 128 Lower Super Output Areas¹ in the borough contain nearly one third of all crime. If crime were to be reduced by just 3% in these three small areas overall crime in the borough would reduce by 1%. Whilst it is important to focus resources in these high crime areas, they will remain high crime areas due to the very high footfall which is unlikely to decrease in the coming years.

Another method to identify priority neighbourhoods is using the Vulnerable Locality Index, which identifies crime hotspots based upon where people live rather than areas of high footfall, this method identified Church Street and Queens Park wards as areas of concern. Successful crime reduction strategies are those tailored to the distribution of crime in an area, be that high prevalence, high concentrations or a mixture of both. So whilst it is important to target high crime areas of West End and St James it is also important to concentrate resources on the crime prevalent areas identified via the vulnerable localities index.

Around half of all crime is committed by people who have been through the Criminal Justice System. Police data showed 60% of crime was committed by people who had committed more than one crime in the past year within Westminster and 8% of crime was suspected of being committed by just 62 offenders. Targeting these high recidivist offenders should be a priority and delivered via the Integrated Offender Management scheme.

¹ Lower Super Output Area = a geographic area that contains a mean population of 1,500

Nearly half of people who offend in Westminster are not residents, our commissioned services are centred on residents only therefore consideration should be made to strengthen processes with other boroughs or expand provision to prolific non-resident offenders to improve crime reduction.

Enforcement alone will not prevent offending; identifying and addressing offender's criminogenic needs is fundamental to reducing offending. Much acquisitive crime is committed by those who have substance misuse issues in particular opiate users, in fact 43% of suspects of acquisitive crime tested positive for class A drugs in police custody. It is important that these offenders often responsible for significant amounts of low level crime are provided treatment to quit their addiction. Probation data identified that despite Westminster having a smaller proportion of offenders the offenders had greater criminogenic needs, in particular around employment, education and training. Police data supports this showing 85% of suspects were unemployed.

Characteristics that increased someone's likelihood of offending in Westminster were found to be; people aged 15-25 years in particular males, foreign nationals especially Romanian, being of African/Caribbean ethnic appearance and being unemployed. These groups also had different offending patterns namely, Romanians were more likely to be suspects of thefts from shops, people of African Caribbean appearance were more likely to be suspects of personal robberies and young offenders and foreign national were more likely to be suspects of drug offences.

Whilst young offenders account for less than 10% of the offending population they have the highest recidivism rates. The prevention of crime or victimisation is better than trying to cure it. We know the key factors that put someone at risk of offending or being a victim of crime, such as being in care, a child in need or going missing therefore interventions at this early stage in a whole family approach could achieve long term crime reduction benefits. This may prove challenging for the partnership due to the significant cuts facing our Early Help services.

Victimisation is the best single predictor of victimisation. People aged 20 – 24 were significantly more likely to be victims of crime than the average population. 14% of victims were identified as being repeat victims of crime in the last year and 21% high risk domestic violence (DV) victims referred to the MARAC. Whilst work is taken across the partnership to address repeat DV victims or ASB victims this is not the case for all victims. A more co-ordinated approach is needed across the partnership to deliver a reduction in all repeat victimisation.

A lot of work to address the partnership priorities has been funded via the London Crime Prevention Fund from MOPAC. This funding is to end in March 2017 therefore it is vital to evaluate the effectiveness of these services in an updated Strategic Assessment in October 2016 to identify our commissioning needs for 2017 and beyond. As most SWP priority areas already have commissioned provision for 2016/17 it is not recommended to change them. However Governance structures should be reviewed and refreshed to ensure accountability for delivery and a standardised performance framework developed to assess effectiveness against each priority area.

Further funding and resource cuts across the partnership mean working in partnership to achieve sustained crime reduction is now more important than ever.

Introduction

The Strategic Assessment has been produced as a requirement of the Police and Justice Act 2006, which places the duty on the Community Safety Partnership, Safer Westminster Partnership (SWP), to prepare such a report on behalf of the responsible authorities². The SWP Strategic Assessment aims to identify the key crime, disorder and anti-social behaviour (ASB) issues which affect The City of Westminster. These priorities should then be used to refresh and update the SWP Partnership Plan for 2016/17.

Cutting crime and improving safety is not only about effective policing; it relies upon understanding the factors that enable crime and ASB to take place, working together in partnership to neutralise those factors and doing so in a reasoned and evidence based way.

The Strategic Assessment draws from a range of data across the partnership, where possible using data covering the calendar year 2015 and comparing with 2014. See the Appendix for more details. Data/intelligence gaps identified from this process are also included here.

The Strategic Assessment is set out in a number of sections, the first provides an overview of the actions taken to address the four priorities identified in the 2015 – 2018 Safer Westminster Partnership Plan.

1. Reducing violence against women and girls;
2. Tackling youth crime and keeping young people safe;
3. Combatting anti-social behaviour; and
4. Countering terrorism and radicalisation.

Next will be a section providing an overview of the scale and trends of all crime in Westminster.

The main body of the report is the analysis of community safety issues structured, using a problem oriented approach. That is, it considered aspects of offending, victimisation, vulnerability and place based considerations to provide a cross cutting assessment of the strategic issues in Westminster.

Finally using this data, strategic priorities are recommended for SWP for 2016/17.

² The Responsible Authorities are; Police, Probation, Clinical Commissioning Group, Local Authority and Fire and Rescue Service.

Performance and Review

This section will look at the performance and activities undertaken to address the priorities for 2015/16 set in the Safer Westminster Partnership Plan.

Reducing violence against women and girls

2015/16 was a period of significant change across the partnership. The start of 2015 launched the procurement of two new specialist services to tackle Violence Against Women & Girls (VAWG), broadening our approach from domestic violence to tackle all forms of gender based violence and abuse resulting in establishing a shared governance and a new VAWG strategy across the Tri-borough. June saw the launch of the new service offer led by Angelou, a partnership of nine charitable organisations who are providing specialist support for survivors and their families, and Standing Together who continue to coordinate successful Multi-Agency Risk Assessment Conferences (MARAC) targeting high risk victims of domestic violence, and two domestic violence courts including one at Westminster Magistrates Court. A number of funding bids have been successful including a recent Department for Communities and Local Government programme to improve accommodation based support, and a MOPAC pilot to improve responses to harmful cultural practices. The end of 2015/16 marked International Women's Day and a fortnight of films at the Curzon Cinema in Victoria, a campaign will be launched shortly to tackle relationship abuse among young person.

To raise awareness of VAWG a campaign was co-designed with support from Public Health to young people across Westminster about issues to do with consent and what constitutes a healthy relationship. The campaign to launch in April is targeted at young people in particular friends of people affected.

An in-depth review of interventions with perpetrators of violence and abuse was undertaken culminating in the commissioning of a 12 month pilot looking at new ways of engaging with perpetrators in October 2015. Specialist workers are now embedded across the Tri-borough area to ensure all police community safety teams, children's centres, and young offenders are able to access specialist support and interventions.

To deliver justice for victims the Dedicated Domestic Violence Court continues to develop at Westminster Magistrates Court with improved outcomes for victims and witnesses. Additional resources from the Pan-London VAWG service provided by Victim Support are being integrated into this service.

High risk victims of domestic abuse continue to be supported through the Multi-Agency Risk Assessment Conference (MARAC). To raise awareness of the MARAC process and effective responses to high risk victims the Co-ordinator has delivered a number of briefings to various agencies.

The newly launched Angelou Partnership is now accessible to even more survivors and their families. The partnership of 9 specialist charities ensures the service is able to engage effectively across the spectrum of age, ethnicity, and type of abuse. The service has been held up as a best practice regionally and nationally and continues to deliver excellent outcomes for service users. Through the Angelou Partnership the final recommendation of the Westminster Sex Workers Task Group has been delivered to provide access to an Independent Sexual Violence Advocate to support women who are victims of sexual violence.

Tackling youth crime and keeping young people safe

The IGU received over 100 referrals of young people actively and persistently involved in gangs. The engagement levels of this very hard to reach group are relatively high and increasing. More than ever clients are in jobs (around 45% success rate for those referred), receiving health services and having support in terms of understanding of the consequences of the law, housing issues, family dynamics, relationships, peer pressure, violence mediation and gangs Child Sexual Exploitation (CSE) interventions. The IGU CAMHS worker won a national nursing award in 2015 for innovation in practice with gang members.

For those who don't respond to support, enforcement restrictions are taken. Since April 2015 the IGU have been successful in obtaining 11 Criminal Behaviour Orders. An Abduction notice was issued on an 18 year old male for endangering the life of a 15 year old female and two Injunctions against individuals in north Westminster for distress to neighbours. This is in addition to the very successful Operation Handle and other enforcement tactics used by the wider Westminster police teams. A Senior Probation Officer within the team has been instrumental in developing Licence Conditions for individuals due to be released back into the community.

Prevention work is undertaken in schools and is mostly carried out by the contracted service from the charity GAV (Growing against Violence) who provide intervention packages to years 7-11, parents and staff groups. The IGU staff offer specific tailor made interventions for those schools where the needs are assessed as high, targeting PRU's and City of Westminster College in particular. In the past 12 months staff in the IGU worked with 3,074 pupils in school sessions ranging from school assemblies in Quintin Kynaston School to workshops in Tri-Borough Pupil Referral Units and City of Westminster College. Sessions include gangs awareness, knife crime, consequences of crime, possession with intent to supply, Child Sexual Exploitation in gangs & what is 'consent', respect and relationships.

Targeted early intervention for those at risk of gang affiliation occurs at a number of levels. The IGU have three street work sessions across the borough per week where staff meet young people to divert and give messages to de-escalate violence. Young men and women are identified from intelligence received and shared at various partnership meetings. Cases are allocated where there are very clear early signs of gang involvement or have consultation cases where the indicators are less clear. The IGU visit Send and Coldingly prisons as part of the Keep Out project. The IGU have 30 volunteer mentors who either live or work in Westminster committed to working with young people at a very early stage to improve outcomes generally for those 'at risk' and divert away from factors that affect crime, gangs and offending.

Following a city wide survey conducted in areas most affected by gangs and community engagement as part of the Shield pilot. A bi-community panel is being set up to discuss problem areas to better understand and involve the community. An immediate result of the survey, the Shield consultation and the receipt of further messages from the community has been to target the specific areas of Queens Park and Harrow Road with planned workshops for young people and parents who remain worried about drug dealing and gang activity.

Together with Prevent the IGU provided three workshops to women within the BME community, raising awareness around criminality, gangs, ASB, truancy and disruptive behaviour in schools and are invited to attend more in the year ahead. The IGU attended parenting groups and school coffee mornings in localities,

undertaken training in youth groups / projects across the city and been part of recent meeting at Regents Park Mosque.

Combatting anti-social behaviour

Following the restructure of Public Protection & Licensing there are now 75 City Inspectors providing 24/7 cover with expanded roles to include tackling ASB and providing Community Safety a wider role in the local community.

A dedicated ASB case management system E-Cins, has been introduced which provides the ability to centrally manage and monitor ASB cases and ensure we are able to progress cases through to court using the best quality evidence and reduce the time taken to conclude ASB cases. E-Cins currently has over 200 live person profiles (including those issued Community Protection Notices) and over 50 live ASB cases.

MOPAC funding has been used to provide additional support to focus upon victim care. The core aim of this approach was to help victims through the criminal justice system and ensure cases were progressed to successful conclusion. This has resulted in increased rates of conviction and success in other enforcement action. Greater customer satisfaction amongst victims of ASB and faster resolution of serious and high risk cases of ASB from 62 days in 2014/15 to 33 days up to December 2015.

New ASB legislation under Anti-Social Behaviour, Crime and Policing Act 2014 has been utilised to give more power to tackle areas of ASB that often previously fell between other pieces of legislation. Officers across the partnership have been trained in issuing Community Protection Notices for a variety of ASB issues, over 100 have been issued to date. Much of this increased activity to reduce ASB has been linked to partnership operations tackling foreign national offenders and low level organised criminality.

An ASB partnership meeting occurs every two months to provide an opportunity to review data relating to ASB and current partnership operations and to task resources accordingly. Data reviewed includes repeat ASB callers, foreign nationals, criminal behaviour orders issued and current Problem Solving Processes.

Countering terrorism and radicalisation

As part of the Protect duties Westminster police, in conjunction with colleagues in Specialist Operations, maintain and deliver plans to reduce the risks and potential impact of a terrorist attack. They are regularly reviewed and key partners are engaged and support these plans when required. These include Counter-terrorism Security Advisor (CTSA) reports prepared for particularly vulnerable or high profile locations.

Processes are in place to ensure that new planning applications within the City are assessed in relation to a potential terrorist threat. This enables protective security to be integrated at the design phase of new developments.

Briefings and training sessions are delivered to audiences across the business and public sectors. These include Project Griffin and Project Argus training. These sessions are principally delivered by the police but support is also provided by the Council's Emergency Planning team.

A range of partnership activity is undertaken in response to the ideological challenge of terrorism and the threat the City faces from those who promote it. A monthly problem solving meeting is held between the Council and both borough and SO15 police officers. This meeting considers any reports of activity by potential

extremist groups on the borough, this includes groups seeking to hire venues in Westminster or operating in public places. Any reports are considered and a co-ordinated and proportionate response is agreed, ensuring rights to freedom of speech are protected. As part of this, training has been given to street-based staff, including those of partner organisations, to ensure they are responding to any activity proportionately and lawfully. Training has previously been provided to corporate and community venues on the risks associated with hiring out venues to controversial or extremist groups, or for events with controversial or extremist speakers, and also the importance of conducting due diligence. This training remains available to venues free of charge.

Over the last two years, the Prevent team has made significant progress in terms of engagement work with Westminster's communities. New relationships have been established with a range of community groups, institutions and individuals in order to enable the delivery of Prevent locally. A mapping exercise is being undertaken to identify youth, community and faith organisations across the borough, in order to enable targeted engagement work to take place. As a result of this, Westminster has successfully established its own Prevent Stakeholder's Group for the first time.

This engagement has enabled the delivery of a range of community projects. This includes a Prevent parenting project which has attracted 59 participants over the last 12 months. Alongside this, the Creating Stronger Communities project was devised in order to deliver work to identify and address the social needs of Muslim women from vulnerable communities. Two series of the project were delivered in Westminster to approximately 30 participants. Both of these projects have been delivered in conjunction with the IGU and contribute towards work to tackle drugs, domestic abuse and gangs.

A training package has been developed for use in educational institutions locally. This has been adapted for further education, primary, secondary and early years' settings. Training has been delivered to over 1,500 staff at 45 institutions in Westminster. A suite of projects, lesson plans and guidance documents have been put together for educational institutions. The Prevent in Education pages on the Council website have been recognised as national good practice.

Through the Channel and wider Prevent safeguarding processes, any individual who is identified as potentially vulnerable to extremism or radicalisation, is given appropriate advice and support. An assessment of the risks of radicalisation or extremism is conducted and a partnership approach is taken to considering the most appropriate response. All cases are passed through to the relevant team in Adults and Children's Services to ensure any wider safeguarding concerns are considered. In a recent Ofsted report, the work of Westminster Prevent and Children's Services was commended.

As part of their core work, the Council's Emergency Planning and Business Continuity team deliver much of the work in the City towards Prepare. A range of activity is undertaken to raise awareness within the business community through Business Continuity Awareness Week and it is also included in Project Argus and Project Griffin training. The team also maintain Community Safe and send out real-time information through this system and on social media.

The team maintain an up to date borough Risk Register and undertake risk assessments for all major high impact events. These measures are integrated in to event management plans and licence conditions. The team work closely with regional and London based resilience forums.

A Generic Major Incident Response Plan is maintained and is scalable for any incidents likely to occur in the City. Following any incident in the City a debrief is held, the outcome of which is integrated in to future planning.

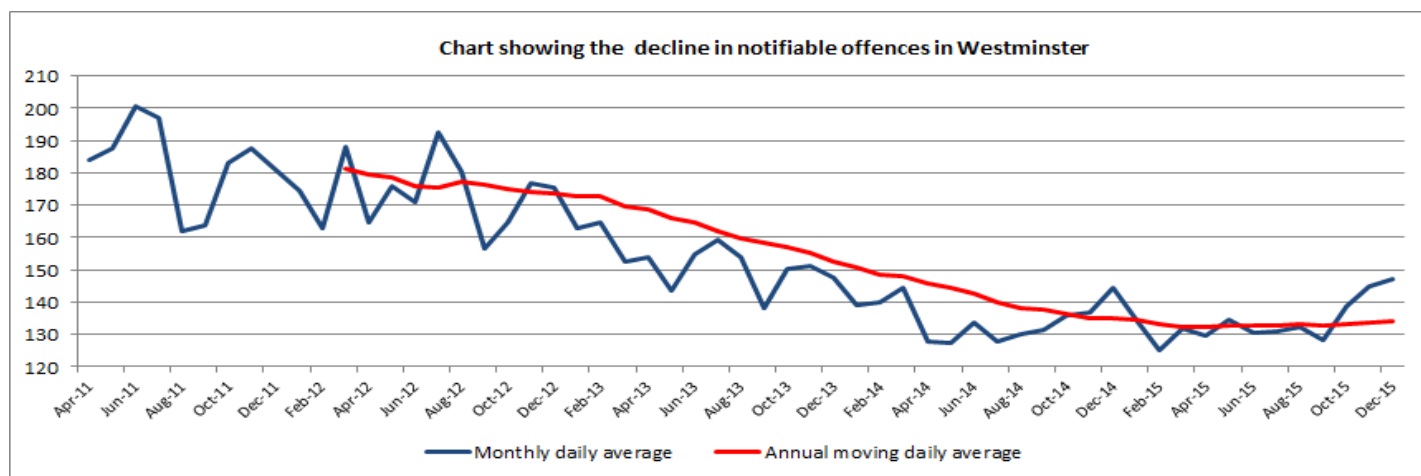
Regular partnership training exercises are undertaken featuring Category 1 and Category 2 responders. This has included an overnight rest centre exercise and a table-top mortuary exercise. Operation Unified Response tested a large scale incident response from end to end and included both survivor reception and casualty rescue.

As demonstrated above considerable excellent partnership work is on-going to meet the SWP priorities. Whilst some of the priority areas have developed governance and accountability arrangements not all priority areas do. It is therefore recommended that the SWP review all the governance structures to ensure that each priority area has clear accountability to the SWP.

Overview of crime in Westminster

This section provides a brief overview of all crime in Westminster to understand the scale, trends and nature of crime occurring.

To see how crime trends have changed in Westminster, the chart below shows the monthly daily average of total notifiable offences over the past four and a half years. The monthly daily average is used to take into account the varying number of days per month and an annual moving daily average is used to provide an overarching trendline.



The chart shows a steady decline in the number of total notifiable offences which reached its lowest levels in April 2015 and have begun to slightly increase. On average in 2015 there were 134 offences per day compared with 135 in 2014 and 183 in 2011.

Over the last four years March and December have been the peak months for offending and September and April the least.

The table overleaf shows the number of offences over the last two calendar years and the percentage change. Overall crime has increased by 1% from 2014 to 2015 that is 286 more crimes, in comparison crime increased across the MPS by 5%.

The greatest increase in offending is for violence against the person (VAP) offences most notably harassment (751 more) and common assault (655 more). VAP accounts for 21% of all crime in Westminster compared with 17% in 2014.

Violence against the Person (VAP) increased across the MPS by 19% and similar increases have been recorded across England and Wales. The Crime Survey in England and Wales³ (CSEW) believes this increase is driven by improved compliance with the National Crime Recording Standards following a Her Majesty's Inspectorate of Constabulary audit in 2014, as there has been no change in estimated levels of violence over the same period or for calls for services relating to violent crimes. Of note, harassment offences have seen considerable increases. Since April 2015 some offences previously not classed as notifiable have been included as part of harassment owing to amendments to the Malicious Communications Act (1988) and to Section 127 of the Communications Act 2003.

³ <http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendinqseptember2015> this survey asks members of the public their experiences of crime over the last 12 months.

Crime Type	2014	2015	% change
Murder	4	5	25
Wounding/GBH	1,131	1,168	3
Assault With Injury	2,017	2,134	6
Common Assault	2,469	3,124	27
Offensive Weapon	199	194	-3
Harassment	2,266	3,017	33
Other Violence	371	453	22
Violence against person total	8,457	10,095	19
Rape	226	246	9
Other Sexual	494	588	19
Sexual offences Total	720	834	16
Personal Property	1,862	1,458	-22
Business Property	109	91	-17
Robbery Total	1,971	1,549	-21
Burglary in A Dwelling	1,416	1,407	-1
Burglary in Other Buildings	2,009	1,749	-13
Burglary Total	3,425	3,156	-8
Theft/Taking Of Motor Vehicle	830	869	5
Theft From Motor Vehicle	2,167	1,960	-10
Motor Vehicle Interference & Tampering	327	350	7
Theft From Shops	3,744	3,952	6
Theft Person	5,973	6,166	3
Theft/Taking Of Pedal Cycles	1,321	1,199	-9
Other Theft	13,784	13,690	-1
Handling Stolen Goods	84	75	-11
Theft & handling Total	28,230	28,261	0
Counted Per Victim	0	0	0
Other Fraud & Forgery	90	73	-19
Fraud & Forgery Total	90	73	-19
Criminal Damage to a Dwelling	319	319	0
Criminal Damage To Other Buildings	414	428	3
Criminal Damage To Motor Vehicle	685	724	6
Other Criminal Damage	521	564	8
Criminal Damage Total	1,971	2,080	6
Drug Trafficking	249	141	-43
Possession Of Drugs	2,684	1,982	-26
Other Drugs	10	9	-10
Drugs Total	2,943	2,132	-28
Going Equipped	36	29	-19
Other Notifiable	822	742	-10
Other TNO's Total	858	771	-10
Total Notifiable Offences	48,665	48,951	1

Other notable increases have occurred in sexual offences, criminal damage and some elements of theft and handling. The CSEW believes the increase in sexual violence as well as improvements in recording crimes is also thought to reflect a greater willingness of victims to come forward and report to the police.

Despite these increases there have been notable decreases in crime namely robbery and burglary which has also been recorded across the MPS and England and Wales. Households are now four times less likely to be a victim of burglary than in 1995. It is widely accepted that improvements to home security have been an important factor in the reduction in domestic burglary offences. Other theories link to the declining use in opiates.

Decreases in Robbery offences have occurred across England and Wales and have been declining since 2003.

Drugs offences have decreased significantly, however this is often more indicative of police activity and workload, rather than levels of criminality.

Theft and handling offences account for the greatest proportion of crimes at 58%, in Westminster compared with 40% across the MPS. 10% of all theft and handling offences across the MPS occur in Westminster. Most notably 18% of all theft person offences across the MPS occur in Westminster.

Police recorded figures show an upward trend in shoplifting offences. The CSEW found evidence from surveys of retail premises, the increases are likely to reflect

changes in reporting by victims rather than actual increased occurrences. Whilst theft person offences increased by 3% in Westminster and 10% across the MPS the CSEW found across England and Wales, theft person offences reduced and are believed to be associated with improvements in mobile phone security features.

The only crime type in Westminster with less than the average level in London is Criminal Damage. Criminal damage levels have increased in Westminster, across the MPS and England and Wales and are also believed to be the outcome of enhanced recording practices.

Not all crime costs the same to the public purse therefore tackling crimes with the greatest cost to SWP could have the most significant financial benefit for the partnership.

A Home Office study⁴ estimated the economic and social costs of crime against individuals and households. The table below provides an estimated summary of the cost to SWP based upon the number of crimes over 2015. The costs are broken into three types of value; 1 Fiscal: costs or savings to the public sector, the agencies that will bear the fiscal cost or make the fiscal savings are shown, i.e. costs to the SWP, 2 Economic value: net increase in earning or growth in the local economy and 3 Social value: wider gains to society.

Although not all crime types can be costed in this way (90% were), it does provide a method of assessing the financial impact of crimes to the partnership. Of note this is based upon 2003/04 costs and updated with the Treasury's Gross Domestic Product Deflator Index.

Crime Type	Police	Probation	Court / Legal Aid	Prison / Young Offenders Institute	Other CJS	NHS	Fiscal cost	Economic Cost	Social Cost
Serious Wounding	£7,931,703	£468,234	£4,306,848	£3,661,047	£2,871,609	£1,807,338	£21,046,779	£1,565,304	£6,402,591
Robbery	£3,206,817	£94,608	£711,531	£2,120,796	£370,548	£1,200,339	£7,704,639	£2,818,530	£7,945,101
Assault with Injury	£984,296	£141,190	£534,505	£320,703	£373,145	£3,223,166	£5,577,005	£2,791,528	£11,418,237
Other Theft	£3,128,968	£454,872	£716,768	£330,816	£289,464	£0	£4,920,888	£3,514,920	£2,026,248
Burglary in Other Buildings	£1,583,092	£132,594	£343,539	£1,054,725	£96,432	£0	£3,210,382	£4,118,450	£1,894,487
Other Theft Person	£1,355,871	£197,109	£310,596	£143,352	£125,433	£0	£2,132,361	£1,523,115	£878,031
Burglary in a Dwelling	£967,128	£114,696	£182,664	£518,256	£144,432	£0	£1,927,176	£2,472,336	£1,137,048
Other Sexual	£568,594	£19,266	£264,290	£268,242	£120,536	£536,484	£1,777,412	£2,596,464	£13,972,296
Common Assault	£345,660	£46,911	£190,113	£37,035	£143,202	£360,474	£1,123,395	£787,611	£2,419,620
Rape	£260,126	£8,814	£120,910	£122,718	£55,144	£245,436	£813,148	£1,187,856	£6,392,184
Murder	£70,688	£6,620	£38,384	£542,648	£35,464	£3,652	£697,456	£2,140,480	£4,277,924
Theft/Taking of M/V	£79,680	£28,220	£19,090	£62,250	£7,470	£0	£196,710	£3,086,770	£825,020
Theft From M/V	£80,179	£15,169	£17,336	£10,835	£8,668	£0	£132,187	£1,389,047	£717,277
Criminal Damage To Other Bldg	£48,438	£3,312	£9,522	£14,490	£33,948	£0	£109,710	£228,528	£423,936
Criminal Damage To M/V	£62,335	£2,740	£12,330	£4,795	£21,920	£0	£104,120	£216,460	£402,095
Theft From Shops	£44,928	£11,232	£11,232	£26,208	£0	£0	£93,600	£363,168	£0
Theft/Taking of Pedal Cycles	£48,877	£9,247	£10,568	£6,605	£5,284	£0	£80,581	£846,761	£437,251
Other Criminal Damage	£47,411	£2,084	£9,378	£3,647	£16,672	£0	£79,192	£164,636	£305,827
Criminal Damage To a Dwelling	£29,029	£1,276	£5,742	£2,233	£10,208	£0	£48,488	£100,804	£187,253
Handling Stolen Goods	£19,068	£2,772	£4,368	£2,016	£1,764	£0	£29,988	£21,420	£12,348
M/V Interference & Tampering	£6,867	£4,905	£1,635	£11,445	£654	£0	£25,506	£97,119	£78,807
TOTAL	£20,869,755	£1,765,871	£7,821,349	£9,264,862	£4,731,997	£7,376,889	£51,830,723	£32,031,307	£62,153,581

This estimates that these crimes cost the SWP £52 million over 2015. Despite serious wounding only accounting for 2% of all crime it accounts for 41% of all the fiscal costs.

Looking at crime from this perspective signifies that tackling violent crime and robbery would have the most significant fiscal benefit to SWP.

When considering what priorities to set the SWP should consider what its overarching aim is i.e. reducing crime verses reducing the costs to the partnership. While crime has been steadily decreasing our residents are increasingly becoming less and less concerned about crime in Westminster. The latest City Survey conducted by Westminster Council found that 98% of people feel 'safe in general in the local area' and 84% of people were 'not affected by fear of crime'.

⁴ Dubourg & Hamed (2005) *the Economic and Social Costs of Crime against individuals and Households 2003/04*, (Home Office).

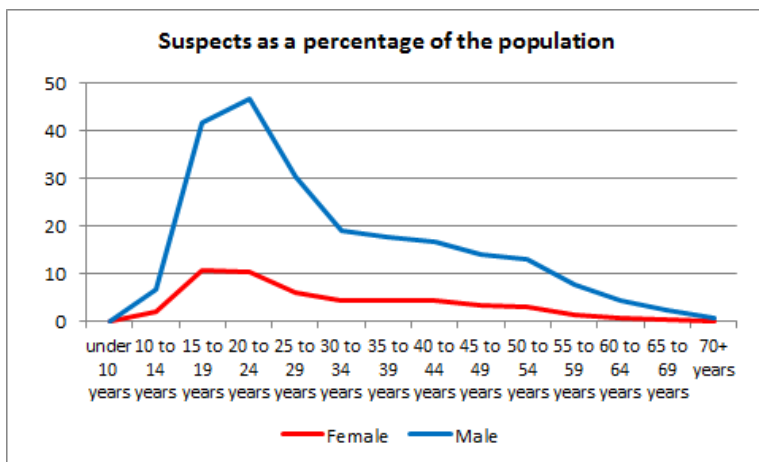
Problematic people/offenders

As crime levels decrease so has the total number of individuals dealt with formally by the Criminal Justice System (CJS) in England and Wales, and is now at a record low level.⁵ The number of new entrants to the CJS has continued to fall since its peak in 2007. This decline has been much sharper for juveniles than for adults. The greatest decrease in juvenile offences is amongst those with no previous offences and those receiving a reprimand or final warning, evidencing the importance of early intervention.

We do not know who commits all crime therefore we can only extrapolate an offender profile from those who are suspects, accused or within the criminal justice system.

Suspect data from the police Crime Reporting Information System (CRIS) was extracted. Suspect data is seldom known for certain crimes, particularly theft and burglary offences. This means the offender profile is skewed towards crimes where the victim is likely to witness the suspect, i.e violence against the person and robbery offences.

Gender was recorded in 88% of suspect details. 83% were male and 17% female. This is comparative with figures across England and Wales where 82% of all adult offenders are male. This split has remained constant.



This chart looks at the number of suspects by age as a percentage of the local population. What can clearly be seen is that males aged 15 – 24 are significantly more likely to be suspects of crime than the average population.

15 – 24 year olds accounted for 24% of suspects compared whilst 25 – 34 year olds accounted for 27% of all suspects

The age profile for male and female suspects was not different.

Nationally adult offenders account for 92% of all

offenders and juvenile 8%. This was also the split in Westminster.

Ethnicity was detailed for 44% of suspects. Where shown 24% were identified as being of African/Caribbean appearance which is far greater than the population of 6%, this was most pronounced for young suspects aged between 10 – 19 where 38% were shown of African/Caribbean appearance.

Nationality was detailed for only 24% of suspects. Where known the top nationality of suspects was:-

United Kingdom	53%
Romania	8%
Italy	4%
Poland	3%
Spain	2%
France	2%

14% were from A10⁶ countries.

⁵ MoJ data to Sept 2015 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/501181/quarterly-update.pdf

⁶ A10 countries are: Romania; Bulgaria; Czech Republic; Estonia; Hungary; Latvia; Lithuania; Poland; Slovakia and Slovenia.

This shows that foreign nationals could be suspects for nearly half of all crime in Westminster. Whilst foreign national population represents around 12% of the total prison population. The five most common nationalities after British in prison are Polish, Irish, Romanian, Jamaican and Lithuanian – accounting for one third of the foreign national population and one in twenty of the prison population overall.

Occupation was detailed for 51% of suspects. 85% of suspects were shown to be unemployed. This is extremely high compared with 9% of Westminster population who are shown as workless.

The table below looks to see if there is any difference in offending patterns for offenders who are disproportionately more likely to commit crimes i.e. unemployed, foreign nationals, Romanians, African/Caribbean and offenders aged 15 – 24.

Offender group	1		2		3	
All suspects	Other Theft	18%	Theft from shops	15%	Common Assault	8%
Unemployed	Other Theft	18%	Theft from shops	16%	Common Assault	9%
Foreign Nationals	Theft from shops	20%	Possession of drugs	14%	Other theft	10%
Romania	Theft from shops	33%	Other Theft	17%	Theft person	10%
African/Caribbean	Theft from shops	16%	Personal Robbery	13%	Other theft	11%
15 - 24	Theft from shops	15%	Possession of drugs	14%	Other theft	10%

This shows that Romanian suspects are significantly more likely to commit theft from shop offences. People of African/Caribbean appearance are more likely to commit personal robberies, young offenders and foreign nationals are significantly more likely to commit possession of drugs offences.

Reoffending

Around half of all crime is committed by people who have already been through the Criminal Justice System. The cost to the taxpayer of reoffending is estimated to be £9.5 to £13 billion⁷ per year. Despite significant government spending on offender management in the last decade, there has been little change in reconviction rates and almost half of those released from prison go on to reoffend within 12 months.

The England and Wales re-offending rate for adults has remained stable at around 25%, for juveniles this is significantly greater at 38% and increased by 2% from the previous year.

MoJ YOS data to March 2015 evidenced 12.4% of offenders re-offended in Westminster; this is the second lowest⁸ rate across London compared with the London average of 16.1%. On average in Westminster each offender committed 1.68 offences the second lowest in London, compared with an average of 2.33. This data related to a cohort size of 97 in Westminster which has decreased considerably year on year from 361 in 2009/10 and is significantly lower than the London average of 177.

MoJ data shows the characteristics of those at greatest risk of offending are;

- Adult offenders with 11 or more previous offences at 47% compared to those with no previous offences 8%;
- People who have committed theft offences at 43% compared to fraud the lowest at 11%;
- Offenders aged 10 – 14 at 39% closely followed by offenders aged 15 – 17 38%;
- Male offenders 28% compared to 19% for females;

⁷ National Audit Office estimate

⁸ Merton was the lowest with 4%.

To identify the characteristics and scale of those who re-offend in Westminster, police suspect data from CRIS was used and Police National Computer (PNC) IDs used to identify if the same individual was named as a suspect in different crimes. PNC IDs ⁹were only available on 19% of CRIS records. The data only relates to offences that were committed over the year period of data analysed and does not account for the full offending history of the offenders or account for other boroughs where they may be committing offences.

Number of offences	Number of offenders	Proportion of crime
1	2965	40%
2	1132	31%
3-5	452	21%
6-9	47	5%
10+	15	3%

This table shows that individuals suspected of committing more than one crime were responsible for 60% of crime in Westminster. As this data only relates to offences over one year and offences committed just within Westminster the figure is likely to be much higher. 8% of crime was suspected of being committed by just 62 offenders. Highlighting the importance of identifying and concentrating resources on the most prolific offenders to have greatest impact upon reducing reoffending via

the Integrated Offender Management (IOM) scheme. Central to this is ensuring robust processes and procedures are in place for the identification of offenders most likely to reoffend to be included onto the cohort and that adequate resources are allocated to work with these offenders to rehabilitate them. Westminster has been assigned police, probation and CRC staff to work with approximately 120 offenders at any one time on the IOM scheme.

Starting Over (Turning Point) commenced work in October 2015 to rehabilitate members of the Tri-borough IOM cohorts who have health and social care needs, to provide intensive support to supplement where necessary any statutory provision from the Community Rehabilitation Company (CRC) or National Probation Service (NPS). This service is funded through MOPAC funds until March 2017 therefore it is imperative that the effectiveness of this service to reduce reoffending is assessed this year.

Police Custody and Class A drug use

Police Custody is the first stage of exposure to the criminal justice system and is therefore a key point to divert people away from becoming 'repeat customers'.

Whilst data was not available for everyone going through custody it was available for those in custody who are eligible to be tested for Class A drugs, i.e. those who have been arrested for a Trigger Offence ¹⁰or those who with Inspectors authority are suspected of using Class A Drugs. The aim of testing is to direct adult drug-misusing offenders into drug treatment and thus reduce offending behaviour. The data also provides details on the borough of residence of offenders so helps provide a picture of where offenders travel to commit crime.

Data was taken from the MPS National Strategy for Police Information Systems (NSPIS) on drug testing. For 2015 it showed that on average 331 people came through Westminster Custody a month, that were deemed suitable for drug testing upon arrest. 40% of those eligible for testing were not tested because of intelligence/information received that the detained person is not a specified Class A drug user. If someone is not tested details of their resident borough is not recorded.

⁹ This is using data from 2014/15 from the Tri-borough Offender Needs Assessment

¹⁰ Trigger offences are primarily offences related to acquisitive crime, they include; theft, robbery, burglary, aggravated burglary, theft of a motor vehicle, handling stolen goods, going equipped for stealing, possession and supply of controlled drugs, fraud and begging.

Borough of residence	% of offenders
Westminster	36%
Kensington & Chelsea	22%
No fixed abode	5%
Brent	3%
Camden	3%
Outside MPS	3%
Hammersmith & Fulham	3%
Islington	3%
Southwark	3%
Tower Hamlets	3%

This table shows the top 10 boroughs where offenders were tested upon arrest for Class A drugs in Westminster custody suites. Whilst the majority tested were from Westminster and Kensington and Chelsea (they do not have a custody suite and use Westminster) nearly half were not.

5% of people tested were of no fixed abode. When looking at data across London, 15% of all offenders with no fixed abode were tested in Westminster this is the second highest volume with Hammersmith and Fulham highest at 21%. Highlighting the significant issue of homelessness across the Tri-borough.

Our commissioned services Starting Over and Drug Treatment services are targeted at Tri-borough residents only, therefore consideration should be made to expand support or have greater collaboration with other boroughs to ensure that support is provided to prolific offenders who come to Westminster to commit crime who may not receive a similar level of service in their own borough, to achieve a greater impact upon reducing crime.

Conversely, looking at data across London to see where Westminster residents are likely to offend showed that 81% of Westminster residents arrested were arrested in Westminster. 4% offended in Camden, 3% in Hammersmith and Fulham and 2% Wandsworth. This demonstrates that Westminster residents do not travel far to commit crime and offenders are more likely to travel to commit crime within Westminster.

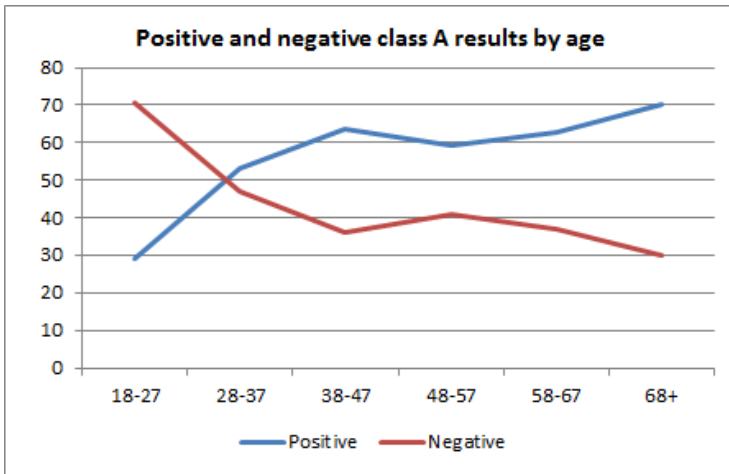
Of those tested, 42% tested positive; 49% for cocaine, 40% for both cocaine and opiates and 11% for opiates. A Home Office Study¹¹ attempted to show a causal link between the decline in opiate use with the decline in acquisitive crime. The evidence suggests that for crime reduction, it is crucial to maintain a focus on heroin/crack, despite the higher prevalence of other illicit drugs and the emergence of new psychoactive substances. It remains important to identify the minority of heroin/crack users who commit large volumes of crime during addiction periods. If that can be done, and those periods of addiction and offending shortened or prevented, the potential for further reductions in crime remains significant. Many of these individuals will have been using heroin/crack intermittently for a decade or more and will have tried most current forms of treatment, so innovative approaches may be needed. Evidence shows that opiate/crack users on aggregate commit markedly more crime particularly low level theft than offenders not taking these drugs.

81% of those in custody for trigger offences were males, they were slightly more likely than females to test positive, this was most notable for cocaine, whilst females were slightly more likely to test positive for opiates.

Looking at ethnicity reveals that North European White were most likely to test positive whereas people of Chinese and South European ethnicity were least likely to test positive.

The offences people are most likely to test positive for were drugs and theft snatch. This profile is different depending upon the drug used. Opiate and both users were much more likely to be arrested for theft from shop offences.

¹¹ The heroin epidemic of the 1980s and 1990s and its effect on crime trends – then and now: Technical Report, Nick Morgan, July 2014.



This chart looks at the proportion of people testing positive for Class A drugs by age group. It shows that the older the person the more likely they are to test positive. Whilst the majority of people arrested for a trigger offence were aged between 18 – 27 (40%) they were least likely to be tested and when they were, less likely to test positive than older offenders.

Older offenders are more likely to take opiates or both whilst younger offenders are more likely to use cocaine.

The change in the flow of grant funding of Community Safety Partnerships and Public Health, principally the un-ring-fencing of the Drug Intervention Programme funding has enabled local areas to prioritise and target resources more effectively. To respond to this change Starting Over were commissioned to provide a Custody Referral Service in police custody suites across the Tri-borough, which required undertaking drug testing and assessments and referring individuals to other services based upon their needs.

Over 2015 Starting Over received 153 required assessment referrals from Westminster. This accounted for 17% of all referrals across the Tri-borough. The greatest needs and referrals onto onward services have been for family support and accommodation.

NHS Liaison and Diversion services are being piloted in a number of areas including the Tri-borough. The aim of the service is to improve the health and justice outcomes for adults and children who come into contact with the youth and criminal justice system where a range of complex needs are identified as factors in their offending behaviour. A decision on whether this pilot is to be rolled out nationwide is due to be made.

The social and economic cost of drug use and supply to society is estimated to be around £10.7b per year of which £6bn is attributed to drug related crime¹². Getting users into treatment is key as this reduces levels of offending especially if coupled with support around housing and employment. National drug treatment monitoring data showed there were 2,004 people in drug treatment in Westminster in 2014/15. Prevalence estimates¹³ suggest there are 5,626 drug misusers in Westminster and 9,996 alcohol misusers.

Stopping people from starting drug use in the first place is preferable to treatment in preventing crime. There is growing evidence that good quality Personal, Social and Health Education and school based interventions designed to improve behaviour generally (e.g. by building confidence, resilience and effective decision-making skills) can have a preventative impact on drug use¹⁴.

Youth Offending

Over 2015 the YOS worked with 123 young offenders compared with 139 in 2014. National data shows the number of juvenile offenders has been decreasing over recent years. Projected population data shows the 10

¹² Mills, H. Skodbo, S. and Blyth P (2013). *Understanding organised crime: estimating the scale and the social and economic costs*. Home Office Research Report 73.

¹³ Source: *Projecting Adult Needs and Service Information (PANSI)*, Institute of Public Care, Oxford Brookes University.

¹⁴ *Advisory Council on the Misuse of Drugs (2015) Prevention of Drug and Alcohol Dependence*.

-18 age group is set to increase by 16% in Westminster over the next five years. This increase may have an impact upon future young offending levels.

92% of the YOS cohort was male and 85% were aged between 15 – 17. Just over one third of offenders were classified as of 'any other ethnic group'. Black or black British offenders accounted for the next highest percentage at 18% which is significantly greater than the population.

268 offences were recorded against Westminster YOS offenders. 21% were for drugs offences, 17% for violence against the person and 11% motoring offences.

Due to IT issues at YOS since the upgrade of AssetPlus details of offences and assessments was not available for the whole of 2015 the latest data available was for 2014/15.

Asset is a structured assessment tool used by YOS on all young offenders who come into contact with the criminal justice system. It aims to look at the young person's offence(s) and identify a multitude of factors or circumstances which may have contributed to such behaviour. The information from Asset can be used to inform court reports so appropriate intervention programmes can be drawn up and will also highlight any particular needs or difficulties the young person has that need to be addressed to affect offending behaviour. Thinking, lifestyles and family were most associated with the likelihood of further offending. Conversely physical health, emotional and substance misuse were least likely.

Nationally and locally there have been significant reductions in first time entrants into the youth justice system. Triage and diversion programmes delivered by YOS and partners are believed to be contributing to the reductions.

MOPAC and Public Health funding is used to fund a resettlement project and mentoring service for young people involved in the YOS. The project works with young people sentenced to custody to reduce their offending on release by offering intensive resettlement support and adopts a whole family approach. Two young people have now completed a one year period without further offending, evidencing the importance of early intervention to help prevent a life of crime.

Children who go on to become prolific young offenders typically suffer from harsh or neglectful parenting from parents and develop behaviour difficulties at an early age¹⁵. Most of these children will be alerted to children's services and classified as Children in Need (CIN) or Child Protection (CP). Being in care considerably increases the risks of becoming an offender. Up to half the children held in young offender institutions are, or have been previously looked after, whereas only 1% of children in England are looked after. Research published by the Social Exclusion Unit in 2002 suggested that 27% of the adult prison population had once been in care. Monitoring CIN, CP and care trends will be an indicator to future offending levels.

The On Track programme across the Tri-borough aims to reduce the number of children and young people who enter the care system aged 11 – 18 years old. It uses a predictive model to identify children who are vulnerable and then targets resources early into these families to prevent further issues escalating. This early intervention may have a significant impact upon future offending levels in the borough.

¹⁵ Change, J.J., Halpern, C.T., and Kaufman, J.S, 2007 *Maternal Depressive Symptoms, Father's Involvement and the Trajectories of Child Problem Behaviour in a US National Sample*, *Archives of Paediatrics & Adolescent Medicine*, 161, 697-703.

Probation and Community Rehabilitation Company

As part of the Transforming Rehabilitation agenda private Community Rehabilitation Companies (CRC) now have statutory responsibility for managing low to medium risk offenders, for London this is MTC Novo. Probation is responsible for managing high risk offenders.

Probation/CRC data from January to September 2015 shows that Westminster has one of the lowest levels of offenders on the probation/CRC caseload across London.

Borough	Low	Medium	High	Very High
Westminster	39	38	18	6
London	47	36	14	3

This table shows the proportion of offenders who are classified as different risks of reoffending for Westminster

compared to London. It shows that despite having a lower volume of offender Westminster's offenders have a slight increased risk of reoffending.

90% of the probation caseload was male compared with 87% across London. Westminster has an older female offender population than London with nearly half being aged 35 – 49 compared with 37% across London. For male offenders most were also this age but only accounted for just over one third of male offenders.

Female offenders only account for a small proportion of offenders and they also have a lower risk of reoffending, this is comparative with national data. As female offenders account for a small proportion of offenders most services have been tailored to male offenders, this is changing with the cohort model adopted by the CRC with female offenders being one such cohort and MOPAC additionally funding enhanced support for this cohort.

People of black ethnicity are significantly more likely to be part of the probation/CRC caseload than the average population at 22% compared with 6% locally.

The data also showed that just over a third of offenders lived in just three wards of the borough; 14% Queen's Park, 11% Harrow Road and 10% Church Street.

Enforcement alone will not prevent offending; identifying and addressing offenders criminogenic needs is also fundamental to reducing offending.

Criminogenic Need	% of London probation clients	% of Westminster probation clients
Thinking	91	92
Lifestyle	63	61
Attitudes	62	68
Relationships	51	54
Finance	48	51
Substance misuse	40	48
ETE	40	57
Emotional	38	47
Alcohol	34	42
Accommodation	26	28

This table shows the criminogenic need of offenders in Westminster compared with pan London to identify any disparities in need.

The table shows a similar distribution of criminogenic needs with offenders from Westminster as compared against London. The one key difference is a significantly greater proportion of Westminster probation clients (57%) had employment, training and education (ETE) needs than London offenders.

Despite Westminster having a smaller proportion of offenders known to Probation/CRC the offenders have greater criminogenic needs.

This data highlights the importance of partnership work in reducing crime and reoffending. Health needs of offenders are significantly greater than the general public and they are more likely to have issues with substance misuse. The Government has announced that no further cuts will be made to NHS and Education budgets, therefore we need to utilise these resources where possible such as collaborative work or co-commissioning.

The¹⁶ total number of prisoners has remained relatively stable over 2015. The composition of those on remand, sentenced and non-criminal population, however has changed. The sentenced prison population continues to shift towards a population serving longer determinate sentences. The Offender Rehabilitation Act 2014 (ORA) expanded licence supervision so that anyone sentenced to more than a day in prison will receive at least 12 months supervision on release. This continues to increase both the probation caseload and the number of offenders recalled to custody. There will now be a greater number of people on licence and therefore greater number of people recalled due to breach of their licence. This will have a significant impact upon the resources of probation and the CRC, this demand must be monitored to assess the impact upon the support provided to offenders.

Gangs

The Your Choice Gang Diversion programme began in October 2011 to reduce youth related crime in Westminster by targeting the needs of these young people through the collection of intelligence, the provision of training through skills development and targeted enforcement. An evaluation of the Your Choice programme identified that there was a statistically significant drop in the volume and severity of the crime that gang members participate in. However the evaluation was unable to pin point exactly which elements within the Your Choice engagement achieved these results.

There are five different known gangs operating in Westminster. In the north of the borough they are located in Queens Park, Harrow Road, Westbourne, Little Venice and Church Street wards and in the south in Churchill, Tachbrook and Warwick wards. There are over 200 known people involved in these gangs ranging in age from 15 to over 25 years old. They are linked to offences of drugs, robbery, public order, assaults and weapon offences.

MOPAC data shows that all gang crime and serious youth violence indicators continue to show reductions compared to levels in March 2012.

50% of gang flagged offences are located in five inner London boroughs¹⁷. There were 46 gang flagged offences in Westminster over 2015 – this has begun to slightly decline over the last year. This is slightly below the London average. Gang flagged offences account for approximately 10% of all knife crime and a quarter of all knife injury victims aged 1 – 24 that were not linked to domestic violence.

The IGU received over 100 new referrals of which about a third weren't worked with predominantly because they refused to engage. Most referred were aged 16 – 20 years old. Working with these young people is not a quick fix, the length of intervention is often over one year. They receive support from a variety of

¹⁶ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/495321/offender-management-statistics-quarterly-bulletin-jul-sep-2015.pdf

¹⁷ Tower Hamlets, Hackney, Haringey, Islington and Lambeth.

professionals to address their needs such as FACES for support with employment, education and training, a CAMHS worker for mental health and girls receive support from a sexual violence advocate.

The police Public Attitude Survey found 13% of residents think gangs are a problem in the area; 5% gun crime and 14% knife crime. In contrast the 2015 City Survey found that only 6% of those surveyed (1,020) thought that gangs and gang violence was either a very big or fairly big problem. This has reduced year on year. 6% of residents thought violence amongst young people to be a very big or fairly big problem which has also reduced year on year.

MOPAC funding contributes significantly towards the work of the IGU, therefore it is imperative to evidence the effectiveness of this service if future funding is to be sought.

Terrorism

The level of threat the UK faces from international terrorism is severe; meaning a terrorist attack is highly likely. The most significant threat comes from international terrorism with its ambitions to mount high impact attacks combining mass casualties with substantial disruption to vital services such as energy, transport and communications. This is a threat that is different in scale and intent to any that the UK has faced before¹⁸.

London's high international profile gives considerable scope for individuals or groups, representing all forms of extremism (i.e. Radical Islamic Groups, Extreme Far Right, Extreme Far Left and Animal Rights extremists), to take advantage and attract attention. A terrorist attack occurring in Westminster has the potential to cause significant loss of life and harm and have a major detrimental impact on the local and regional economy through major disruption to critical infrastructure, downturn in business operations and reduced tourist inflow.

London is the scene of a wide range of responses to overseas events, many of which occur in Westminster. While the vast majority of these events are peaceful, at times these may involve extremist or terrorist groups, who will appear in Westminster to take part in protests and demonstration marches, leafleting and fundraising.

The war in Syria and Iraq and the emergence of ISIL has had a significant impact on Westminster's communities and has led to greater focus on Prevent and Pursue locally. Individuals from Westminster are known to have travelled to Syria to fight for Islamist extremist groups.

National media have reported a number of cases where individuals have taken or attempted to take their entire families to join ISIL. Nationally this has led to an increase in the number of cases where applications have been made to Court for wardship on the basis of risk to harm to young people.

Far-right groups in the UK have exploited social media during the recent migration crisis to promote their own narratives around immigration and the European Union. The migration crisis has enabled them to present migration as a growing threat to Europe and the UK, with those fleeing ISIL in Syria being portrayed as a potential security risk that could be infiltrated by terrorists.

¹⁸ *Protecting against Terrorism p3 (3rd edition) Care for Protection of National Infrastructure 2010.*

Recommendations

Early intervention

The prevention of crime is better than trying to cure it. We know the key factors that put someone at risk of offending, such as being in care or being a child in need. Early intervention and working with Children's services at the early signs of risk should play a key part in reducing or preventing offending, such as work through the On Track programme or providing education to prevent drug taking. A whole family approach would seek to not only reduce reoffending but also to deliver better life chances for children and families.

We know that young offenders are more at risk of re-offending than any other age group, gender or ethnicity. Also borough residents aged 15 – 24 are disproportionately more likely to become offenders than the general population. Westminster's youth population is expected to rise over the next five years and there were increases in deprivation following the latest Indices of Multiple Deprivation, suggesting possible increases in youth crime.

Across the partnership we are delivering some successful early interventions such as the Your Choice Gang diversion programme and the Youth Resettlement pilot by the YOS. Whilst the number of young people entering the youth justice system is falling, those that remain are often some of the most challenging and vulnerable young people in society.

This evidence highlights the importance of continuing to focus upon the early intervention of young offenders to prevent future offending.

Prolific offenders

A small proportion of offenders are responsible for a significant volume of crime. Therefore the partnership needs to ensure that these high recidivist offenders are identified and adequate resources are attached to working with them through the IOM scheme.

Fundamental to this is addressing the criminogenic needs of these offenders particularly ensuring drug treatment is sought where necessary particularly for opiate users and getting help into employment, education and training.

About half of people who offend in Westminster do not live here and a significant proportion are foreign nationals, this proportion is far greater than other boroughs as offenders generally do not travel far to commit crime, but the volume of people passing through Westminster each day makes the borough attractive to offenders particularly for theft offences which are proven to have the highest re-offending rates. Our commissioned services are focused upon Tri-borough residents only. Consideration should be given to expanding provision to non-borough prolific offenders where they are not receiving any additional support from their borough of residence.

Evidence base

Our funding from MOPAC ends in March 2017 which is used to fund a variety of services, through the YOS, Gangs and IOM. It is vital that over 2016/17 we evaluate the effectiveness of these services and use this evidence along with that from the Strategic Assessment to identify our commissioning needs for 2017 and beyond.

Co-ordinated action across the partnership is needed when monitoring all offender cohorts to ensure that all relevant agencies are aware of who is on what cohort to prevent contradictory approaches to offender management and to ensure there is no duplication of service provision.

Throughout the different programmes and schemes we commission to reduce offending we do not use a standardised method of evaluation to enable us to compare and assess the effectiveness of the services. One such standardised method could be using IDIOM the Home Office case management system which was set up to manage the effectiveness of offenders on the IOM scheme.

Quarterly problem profiles or quarterly performance reports should be compiled for the Tri-borough Reducing Re-offending board to be able to monitor and assess performance. A problem profile should be developed to look specifically at foreign nationals to assess the impact they have upon crime and ASB services across Westminster.

Vulnerable victims

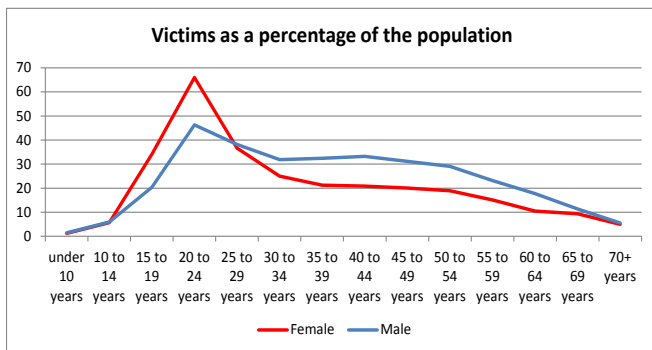
‘Victimisation is the best single predictor of victimisation; that when victimisation recurs it tends to do so quickly. A major reason for repetition is that offenders take later advantage of opportunities which the first offence presents and that those who repeatedly victimise the same target tend to be more established in crime careers than those who do not’¹⁹.

Understanding those people, property and places that are at a disproportionate risk of victimisation will enable effective crime prevention strategies to be developed to mitigate this risk.

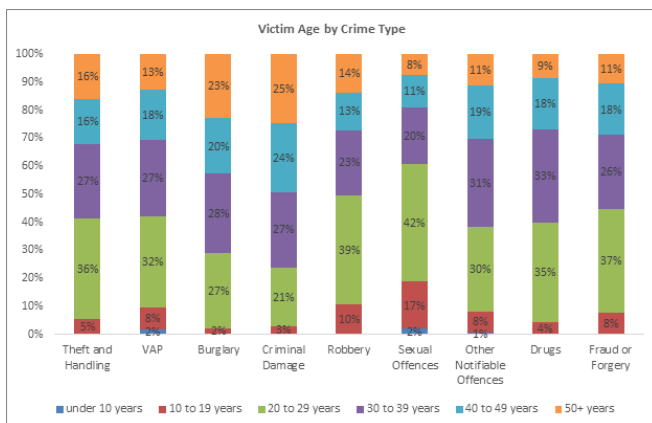
Who are victims in Westminster?

Police CRIS data has been used to identify the profile of people and ‘hot products’ most likely to be victimised in Westminster.

Gender was recorded in 87% of victims details, 57% were males and 43% females. Estimated age was known for 78% of victims. Victims are young, 60% were aged between 20 to 39 and most victims (18%) were aged 25-29 years old.



This chart looks at the number of victims by age as a percentage of the local population. What can clearly be seen is that people aged 20 – 24 are significantly more likely to be victims of crime than the average population. This is most pronounced for female victims. It also shows the risk of victimisation increases until 20 -24 years old and then decreases for both sexes.



This chart looks at the age of the victim by crime type. It shows young people are much more likely to be victims of sexual offences and robberies. People over 50 are more likely to be victims of criminal damage.

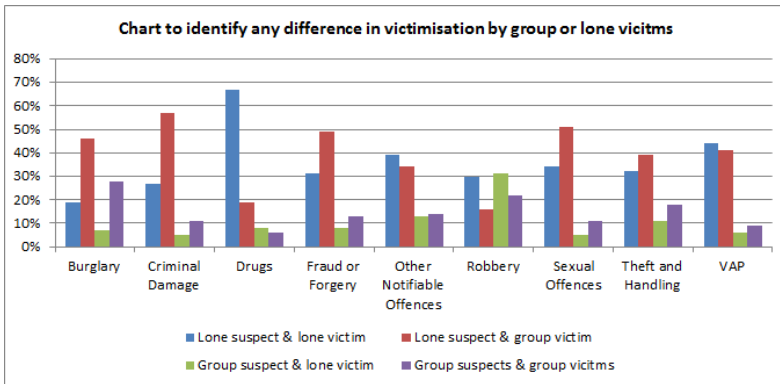
Looking at crime type by gender shows females are far more likely to be victims of sexual offences accounting for 69% of sexual offence victims. Conversely males are most likely to be victims of robbery accounting for 69% of robbery victims.

Ethnicity was known for 67% of victims. The breakdown of victim ethnicity mirrored the borough population. There were no statistically significant differences between offence types and ethnicity.

Nationality was known for 23% of victims. 55% were of UK nationality therefore nearly half of all victims are foreign nationals. There were no nationalities significantly more likely to be victimised, the highest nationalities were; Italian (4%), French (3%) and United States (3%). Data was not available to identify whether the victims of crime were borough residents.

¹⁹ Ken Pease – Repeat Victimisation taking stock.

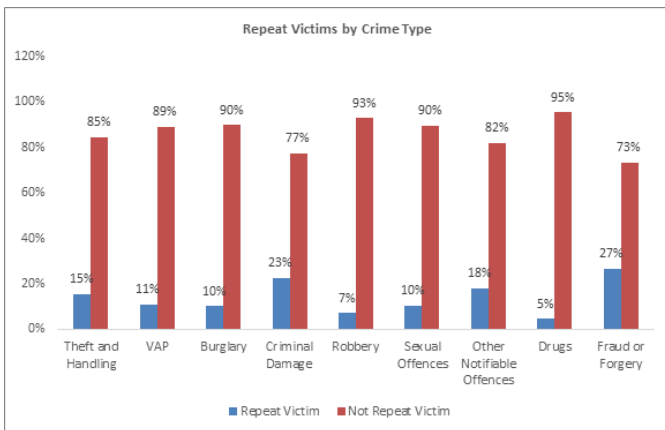
Occupation was listed for 42% of victims. 79% were shown as employed, 14% were school or university students, 3% retired and 5% unemployed. School/university students had a slight increased risk of being victims of sexual offences. School/university students and retired people were more likely to be victims of theft and handling. Unemployed people were at increased risk of violence and criminal damage.



Where known 61% of CRIS offences were committed against lone victims. The chart to the left looks to identify if there are any differences in the crimes that single or multiple victims are subject to or differences in crimes that single or multiple suspects commit. It shows that sexual offences are least likely to have group suspects and that robberies are most likely to have lone victims.

Repeat victims

CRIS data records if victims of crime had been a victim of crime in the past 12 months to be able to identify the scale and extent of repeat victimisation. 81% of CRIS records detailed if the victim had been a victim in the last 12 months. 14% of victims were detailed as repeat victims. Regular analysis needs to be undertaken to identify repeat victims to ensure support/action is taken to prevent further victimisation.



This chart looks at the percentage of repeat and not repeat victims by major crime types. Fraud and forgery offences had the greatest percentage of repeat victims at 27% although the number of victims was very low. The second highest level of repeat victims was criminal damage.

There were no differences of note between males and females or the age of victim and levels of repeat victimisation.

Hot products

It is not just people that have an increased risk of victimisation; there are 'hot products'. These are also known as CRAVED items, in that they are: **C**oncealable, **R**emovable, **A**vailable, **V**aluable, **E**njoyable and **D**isposable.

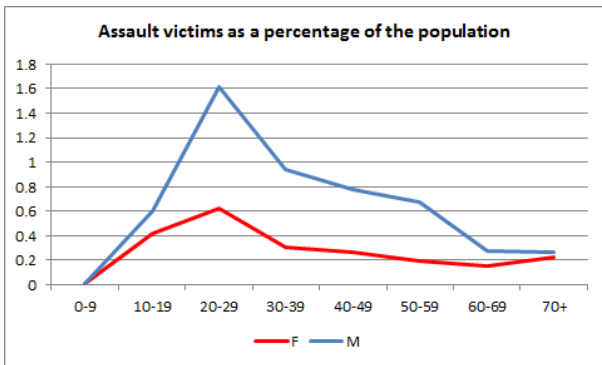
The property taken from acquisitive crimes was analysed to identify the most CRAVED items. The table overleaf shows the top 5 items for each acquisitive crime type.

Small portable IT/telecom items predominantly mobile phone are the key item stolen. This shows that crime prevention messages need to be focused upon keeping these items secure and also upon promoting measures such as using 'Immobilise' for recording details of valuable items or the use of applications to aid in the recovery of stolen mobile phones.

Offence	Category 1		Category 2		Category 3		Category 4		Category 5	
Theft from Motor Vehicle	Portable IT/Telecom	16%	Bag	12%	Clothes	10%	Documents	9%	Cash	7%
Theft from person	Portable IT/Telecom	25%	Documents	22%	Cash	15%	Wallet/Purse	15%	Bank cards	15%
Theft from shops	Clothes	41%	Cosmetics/Toiletries	12%	Food and Drink	10%	Bag	8%	Portable IT/Telecom	4%
Other theft	Documents	18%	Portable IT/Telecom	16%	Cash	14%	Bank cards	12%	Bag	9%
Personal robbery	Portable IT/Telecom	22%	Cash	19%	Bank card	12%	Jewellery	10%	Wallet/Purse	9%
Business robbery	Food and Drink	18%	Cash	14%	Portable IT/Telecom	12%	Jewellery	9%	Clothes	9%
Burglary non-residential	Cash	17%	Portable IT/Telecom	14%	Electrical goods	8%	Documents	7%	Bank cards	4%
Burglary residential	Jewellery	20%	Portable IT/Telecom	14%	Cash	11%	Electrical goods	9%	Documents	5%

London Ambulance Service Assaults

Another source of victim data is to look at London Ambulance Service (LAS) Assault data. Westminster had the fifth highest number of assaults and accounted for 4% of all LAS assaults across London. On average there were 5 assaults per day in Westminster.



This chart looks at the number of assault victims by age as a percentage of the local population. This shows that males are significantly more at risk of becoming a victim of assault than females and both male and females are at increased risk of being a victim of assault between the ages of 20 -29 years old.

74% of assault victims in Westminster were male, this is greater than across London at 64%.

Westminster assault victims are younger than across London with 62% aged 20 – 39 compared with 53% across London.

Assault data is broken down into further categories of stab/gunshot/penetrating trauma. On average there were 6 stab/gunshot/penetrating trauma assaults per month in Westminster. This is the 10th highest number across London. 92% of victims of these assaults were males and 50% aged between 19 and 30. 78% of these assaults were knife related and only 7% gun related.

Domestic Violence

It is estimated that 8.5% of the female population and 4.5% of the male population suffer some form of domestic abuse²⁰. On average high risk victims live with domestic abuse for 2.6 years before getting help²¹.

Across London there was a clear increase in recorded Domestic Offences in London. In the year to December 2015 there were over 146,000 incidents. In total all notifiable Domestic offences increased by 12% compared to the previous year. HMIC found a number of improvements had taken place and concluded that recent increases in the number of domestic abuse related crimes were due, in part, to police forces improving their recording of domestic abuse incidents as crimes and to forces actively encouraging victims to come forward to report these crimes.

²⁰ ONS (2015), Crime Survey England and Wales 2013-14. London: Office for National Statistics

²¹ SafeLives (2015), Insights IDVA National Dataset 2013-14: Bristol: Safe Lives

There were 3,035 domestic incidents recorded in Westminster over 2015, this is in the bottom quartile of incidents across the MPS. Of these incidents 1,443 were recorded as offences, 509 were domestic violence with injury. Domestic Abuse violence with intent equates to 32% of all notifiable Domestic Abuse Offences. The number of offences accounts for 3% of all total notifiable offences in Westminster.

The multi-agency risk assessment conference (MARAC), is a local multi agency victim focused meeting where information is shared on the highest risk cases of domestic abuse between statutory and voluntary sector agencies. Over 2015 there were 279 cases brought to the MARAC compared with 280 in 2014 that is nearly one fifth of all domestic violence offences. Over both years 21% of cases were repeat cases compared with 25% nationally. Despite being lower than the national average the level of repeat cases is still very high.

Demographic data of this cohort in comparison with national data found; 55% of cases were from the BME community compared with 15% nationally, 6% were LGBT cases compared with 1% nationally, 10% had a disability compared with 4% nationally and 5% were males the same nationally and 5% of victims were aged 16 – 17 compared with 2% nationally.

Domestic²² abuse is more likely where the perpetrator has a previous conviction (whether or not it is related to domestic abuse), underlining the importance of not just working with victims of crime but offenders also.

Much work is being delivered across the Tri-borough to address violence against women and girls and much of this is funded by MOPAC. Some key indicators of the services over 2015/16 show that; 84% of women reported increased safety; 84% of women reported a reduction in abuse due to support and advice received.

Improving the speed of the criminal justice system is important to ensuring that domestic abuse victims are willing to testify and getting offenders to be held to account. In terms of improving criminal justice outcomes over 2015/16 72% of defendants were convicted at the Dedicated Domestic Violence Court (DDVC) in Westminster. 43% of defendants made an early guilty plea at the DDVC which is an increase from 27% in 2014/15.

Vulnerable young victims

There are a number of indicators that help to identify young people who are vulnerable to becoming victims of crime. This includes being a looked after child and going missing from either school or home. These factors also greatly increase the risk of young people becoming a victim of child sexual exploitation.

The number of referrals in relation to child sexual exploitation (CSE) are low, over 2015 there were 47 referrals to Westminster of these 13 were referred to the Multi Agency Sexual Exploitation (MASE) panel. Most victims of CSE are female aged between 15 and 16. These crimes are greatly underreported therefore the actual levels are unknown.

The latest available data on missing children incidents recorded by the Missing Persons Co-ordinator for July to September showed there were 96. Of note there remain difficulties in recording missing children episodes and it is estimated that the number is considerably greater than this. A small proportion of children are responsible for the majority of incidents and most of the children have already been involved with Children's Services in the past.

²² Walby, S. and Allen, J. (2004), *Domestic violence, sexual assault and stalking@ Findings from the British Crime Survey*. London: Home Office

Half of all cases feature Domestic Violence or physical chastisement as a presenting need in the case history. Other key factors include; 41% of cases feature crime/ASB, 31% mental health problems and 26% substance misuse which emphasises the clear need for multi-agency interventions. 18% were on YOT orders and 37% found guilty of an offence, 86% had been a victim of crime, demonstrating the clear link between prior victimisation and offending.

The missing children have been heavily involved with Children's Services in the past and there is an average of 10 years since the first referral was recorded against a subject's family.

Problems with education, including attendance and exclusions are a serious issue. 100% had historical or current educational issues, personal or familial health problems or issues with parental capacity.

Research shows that LAC are over-represented in the missing²³ cohort. Nearly half of all the incidents were linked to children who are LAC. There are also strong cross overs with CSE, one quarter of missing children are flagged for CSE. This highlights the importance of cross checking 'victim cohort' data.

Younger siblings of frequently missing young people could also be considered for early intervention.

Recommendations

Repeat Victims

Victimisation is the single best predictor of future victimisation. Police CRIS data showed that 14% of victims of crime had been repeat victims within the last 12 months. Regular analysis needs to be undertaken to identify these repeat victims and to ensure support/action is taken to prevent further victimisation. This is further highlighted by the fact that 21% of high risk domestic violence victims at the MARAC were repeats. Work is being undertaken in the partnership to address repeat ASB victims and repeat missing children by both the police and the local authority. As the data has shown many of these victims are not just victims of one specific crime and therefore a more co-ordinated approach to tackling repeat victims needs to be taken across the SWP.

Early intervention

Young people are at an increased risk of victimisation particularly if they have witnessed domestic violence within the home and this early victimisation can even lead to future offending behaviour. Many of these vulnerable young people will have come to notice to Children's Services or referred to Children's Services via the MARAC.

Early identification of these vulnerable young people such as through the 'On Track' programme can help to prevent the onset of a range of difficulties that can lead to high need/high cost interventions, such as offending, substance misuse, sexual and mental health issues and domestic abuse. However the significant cuts to Early Help will make this challenging.

Evidence base

MOPAC funding is used to fund a variety of projects to address victims of crime predominantly for VAWG related services but also ASB. This funding is to end in March 2017 therefore it is vital to evaluate the

²³ LSCB Child Protection Procedures 2013

effectiveness of these services and use this evidence along with that from the Strategic Assessment to identify our commissioning needs for 2017 and beyond.

There is no co-ordinated action across the SWP to look collectively at victims of crime as is in existence for offenders. This could assist in ensuring all vulnerable and repeat victims are identified and support provided where necessary. Producing quarterly problem profiles would be useful to assess progress and identify any emerging victim trends.

Problematic locations

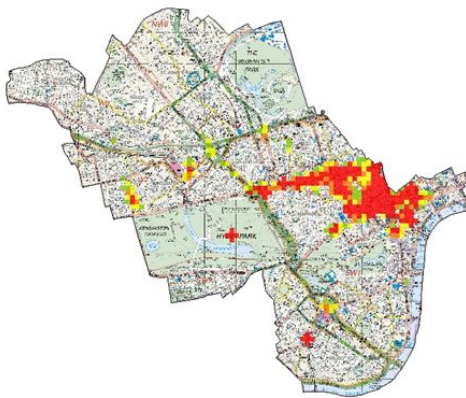
Crime is not uniformly distributed; concentrating resources on high crime areas will have a greater impact upon reducing crime in Westminster.

Where is crime and ASB concentrated within Westminster?

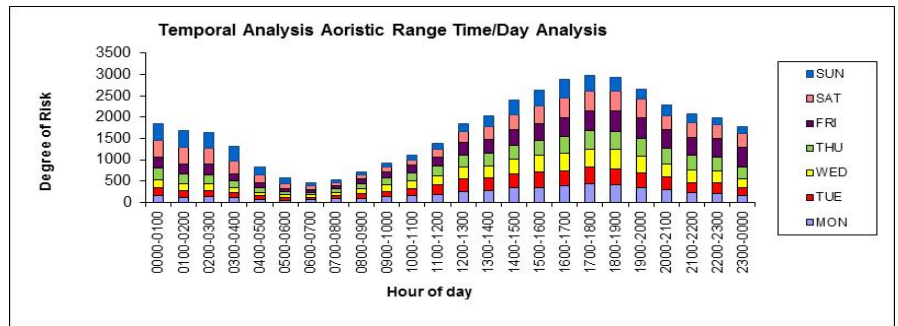
Crime is localised within Westminster, over half of all crime is within two of the twenty wards, 30% in the West End and 23% in St James's. These two wards are also the highest crime wards across London, 2% of all London crimes are within West End ward and 1.5% within St James's. This disparity is most pronounced for theft offences where 4% of all MPS offences occurred within West End ward.

The maps below show the hotspots and temporal distribution of crime and ASB using police, British Transport Police, Transport for London, London Ambulance Service assault and Fire data.

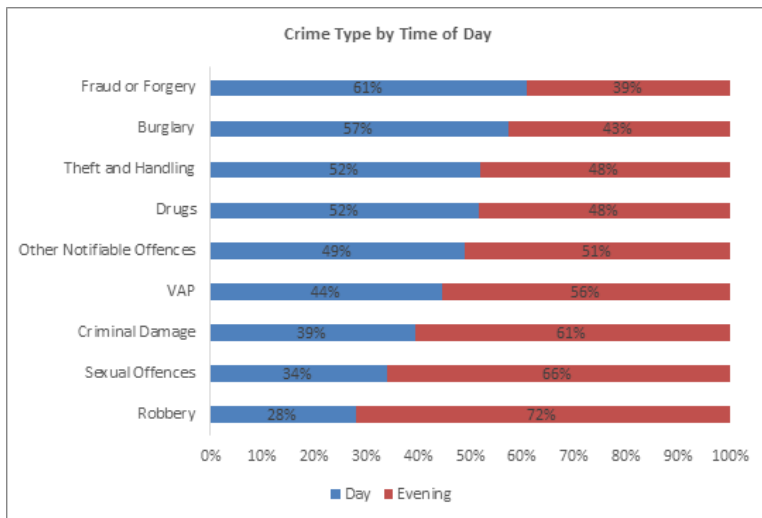
Police Crime Data



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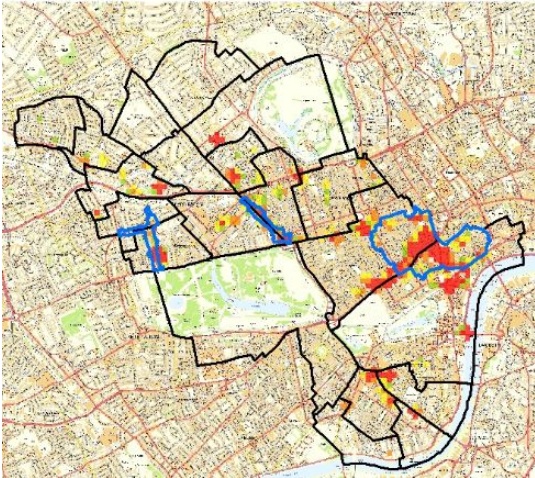
Aoristic²⁴ analysis was used to identify peak times of offending as the exact time of offences is not always known. The data shows a slight increase in offending on a Friday and Saturday. With a peak of offending between 15:00 to 20:00 hours.



The chart to the left looks at the major crime types by splitting them between day time (06:00 to 17:59 hours) and evening (18:00 to 05:59 hours) as you can see a different pattern of offending emerges. With robbery, sexual offences, criminal damage and violence being more likely to be committed in the evening.

²⁴ Aoristic analysis is a method of analysing times of occurrence for crimes in which the time of occurrence is unknown. It assigns a probability of occurrence for each hour of the day.

ASB CAD data for 2015



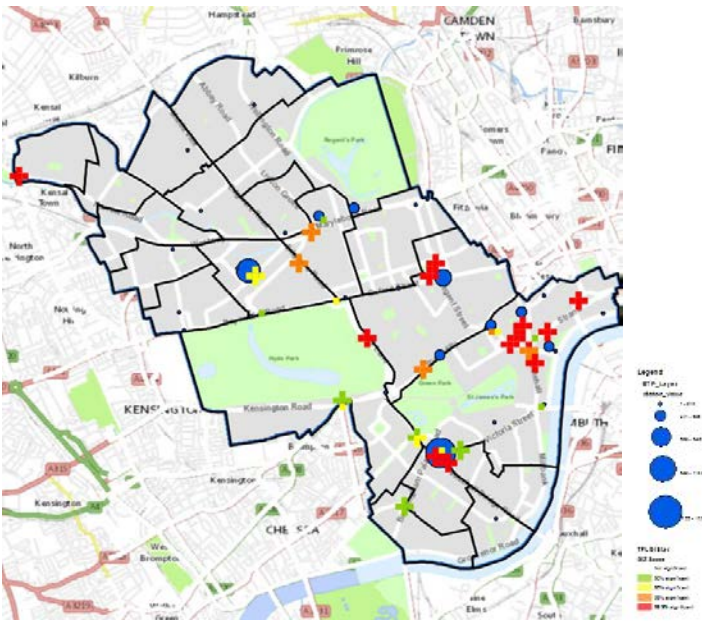
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Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
00:00	77	62	73	69	84	98	124	587
01:00	48	38	48	54	57	109	86	440
02:00	32	30	37	34	35	76	73	317
03:00	30	15	16	39	32	69	53	254
04:00	20	17	24	13	24	45	49	192
05:00	21	14	33	19	28	26	39	180
06:00	26	26	34	39	23	28	20	196
07:00	44	49	52	51	54	25	27	302
08:00	58	85	73	71	64	51	30	432
09:00	65	76	75	66	87	44	36	449
10:00	85	72	78	77	93	73	46	524
11:00	73	80	97	75	90	63	62	540
12:00	72	67	79	69	79	79	51	496
13:00	82	90	67	85	89	60	60	533
14:00	96	83	98	83	97	70	62	589
15:00	103	90	80	85	117	99	89	663
16:00	83	103	82	87	99	100	72	626
17:00	93	103	97	84	66	95	70	608
18:00	99	125	98	101	94	111	89	717
19:00	88	84	81	90	90	102	84	619
20:00	82	66	70	102	110	100	65	595
21:00	69	81	91	94	100	107	82	624
22:00	79	97	97	96	111	104	100	684
23:00	101	83	108	96	95	118	73	674
Total	1626	1636	1688	1679	1818	1852	1542	11841

Police ASB data taken from DARIS shows 40% of ASB is located in St James (21%) and West End (19%) wards. The blue areas on the map show the Cumulative Impact Zones (CIZ) and the map shows that incidents are starting to expand beyond the boundaries of the West End CIZ. This is happening in two separate areas, mainly near Charing Cross Station and Piccadilly towards Green Park.

Smaller hot-spots were identified in other areas. Train stations were a common factor in some of these locations, particularly Victoria and Paddington. There were no statistically significant temporal peaks but a slight increase on Friday and Saturday evenings. Temporal analysis tables used throughout this document to emphasise the peak and low incident times, highlight in red, times that are in the top 10% and in green those that are in the bottom 10%

Map showing TfL and BTP incidents Jan to Nov 2015



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For TfL incidents 60% were within St James (35%) and West End (26%) wards. 64% of incidents are for disturbance and 28% for fraud or forgery.

9% of all TfL incidents occur within Westminster, this is the highest level across London.

Victoria station had the highest level of BTP incidents in London and accounted for 33% of all incidents at Westminster stations. Paddington was second highest with 15%. These crime levels are strongly correlated with passenger numbers.

41% of all incidents were theft of passenger property and 18% violence against the person.

Transport for London incidents

Jan to Nov 2015

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
00:00	28	22	8	12	13	33	26	142
01:00	27	29	32	20	35	41	43	227
02:00	53	41	34	40	35	63	63	329
03:00	36	32	32	30	30	61	65	286
04:00	26	25	25	22	36	47	53	234
05:00	16	24	20	21	33	36	58	208
06:00	3	6	12	17	10	21	37	106
07:00	7	6	10	9	15	19	26	92
08:00	4	12	8	6	8	15	11	64
09:00	5	6	16	5	8	10	9	59
10:00	6	9	7	8	7	15	12	64
11:00	6	6	17	10	8	11	10	68
12:00	6	13	12	9	11	9	6	66
13:00	10	12	14	11	7	14	13	81
14:00	15	11	11	14	7	14	12	84
15:00	21	9	10	7	18	19	12	96
16:00	8	23	16	13	14	20	13	107
17:00	11	23	20	19	11	20	11	115
18:00	14	19	12	21	17	16	15	114
19:00	7	12	18	8	20	20	9	94
20:00	7	10	16	13	17	30	11	104
21:00	13	9	13	14	19	20	15	103
22:00	10	10	11	23	23	17	15	109
23:00	11	10	22	21	24	24	21	133
TOTAL	350	379	396	373	426	595	566	3085

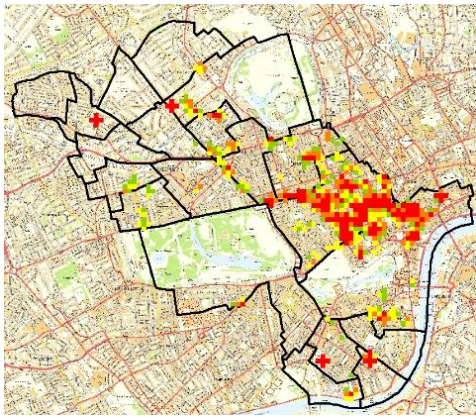
TfL temporal data on the left shows that 42% of all crime incidents occurred between 01:00 to 05:59 hours and 38% on Saturday and Sunday.

BTP temporal data on the right shows Friday was the peak day and 00:00 the peak hour. A secondary peak is seen at commuter hours between 17:00 to 18:59 hours.

British Transport Police incidents Jan to Nov 2015

Hour	Mon	Tues	Wed	Thur	Fri	Sat	Sun	Total
00:00	41	49	45	63	82	79	43	402
01:00	3	5	3	3	9	16	7	46
02:00		2	2	1	1	3	1	10
03:00	1	1		1		2	3	8
04:00	2	4	1	1	3	3	5	19
05:00		2	2	4	2	4		14
06:00	3	3	9	11	9	9	4	48
07:00	20	19	21	12	13	14	12	111
08:00	28	38	30	28	25	7	12	168
09:00	29	28	35	26	32	10	12	172
10:00	20	20	17	26	37	18	18	156
11:00	11	17	26	17	18	17	15	121
12:00	23	28	21	22	16	26	15	151
13:00	21	30	28	21	40	17	16	173
14:00	27	14	12	33	28	23	9	146
15:00	23	22	31	29	31	26	20	182
16:00	36	28	39	25	35	32	35	230
17:00	26	31	40	48	40	21	21	227
18:00	42	39	43	42	61	41	29	297
19:00	31	32	37	41	36	43	28	248
20:00	14	15	15	17	26	28	22	137
21:00	23	11	21	23	33	29	21	161
22:00	24	10	28	22	30	34	20	168
23:00	20	12	9	18	33	29	13	134
Total	468	460	515	534	640	531	381	3529

London Fire Brigade incidents Jan to Oct 2015



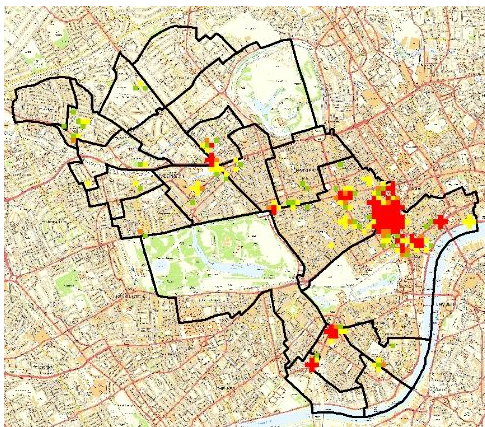
Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
00:00	30	30	28	30	30	35	33	216
01:00	17	14	19	26	34	38	25	173
02:00	18	16	17	18	15	26	22	132
03:00	10	13	11	15	19	18	15	101
04:00	13	21	13	19	15	15	14	110
05:00	11	14	17	22	19	13	13	109
06:00	14	18	16	13	28	19	10	118
07:00	34	41	28	42	34	20	19	218
08:00	39	35	31	33	41	27	26	232
09:00	48	53	67	51	57	41	36	353
10:00	63	58	45	46	49	48	32	339
11:00	54	50	46	52	48	45	36	331
12:00	45	46	50	41	59	48	41	330
13:00	43	51	57	57	43	56	43	350
14:00	32	38	61	41	49	41	41	303
15:00	52	46	47	43	39	46	63	336
16:00	32	44	41	46	58	41	34	296
17:00	48	37	57	39	48	39	44	312
18:00	40	51	67	57	47	41	40	343
19:00	46	47	45	63	48	45	51	345
20:00	50	48	37	48	52	52	46	333
21:00	32	32	43	37	32	31	35	242
22:00	41	27	34	32	30	33	28	225
23:00	29	22	31	35	28	41	29	215
Total	841	852	908	906	922	857	776	6062

43% of incidents were located in West End (24%) and St James's (19%) wards.

There were no significant temporal patterns of incidents, with a slight increase of offences between 09:00 to 19:00 hours.

On average there were 19 incidents a day. 65% of incidents were linked to fire alarms, 22% special service²⁵ and 13% fires. The spatial and temporal pattern of fire incidents was not different. Nearly half were defined as at an outdoor structure.

London Ambulance assaults Jan to Nov 2015



Hour	Mon	Tues	Wed	Thur	Fri	Sat	Sun	Total
00:00	5	6	4	13	8	29	25	90
01:00	8	5	7	5	16	22	29	92
02:00	14	11	15	10	20	25	30	125
03:00	5	14	11	21	18	34	35	138
04:00	6	5	6	8	14	31	20	90
05:00	3	2	4	8	6	5	7	35
06:00	4	3		4	5	9	5	30
07:00	4	2	1	1	4	7	6	25
08:00		4	3	9	6	4	3	29
09:00	1	6	1	3	1	6	5	23
10:00	3	3	2	5	4	3	6	26
11:00	3	4	9	5	1	5	5	32
12:00	2	5	5	5	2	5	1	25
13:00	4	8	6	6	6	6	7	43
14:00	4	6	4	7	6	6	4	37
15:00	6	9	7	1	7	4	8	42
16:00	13	8	10	10	7	7	7	62
17:00	2	6	4	3	5	7	8	35
18:00	3	10	11	8	6	8	12	58
19:00	5	4	7	10	14	17	7	64
20:00	7	12	9	7	7	17	13	72
21:00	7	9	12	13	18	15	12	86
22:00	6	10	6	15	16	11	14	78
23:00	8	8	4	15	21	17	12	85
Total	123	160	148	192	218	300	281	1422

19% of assaults occurred between 02:00 to 03:59 hours most on the early hours of Saturday and Sunday morning.

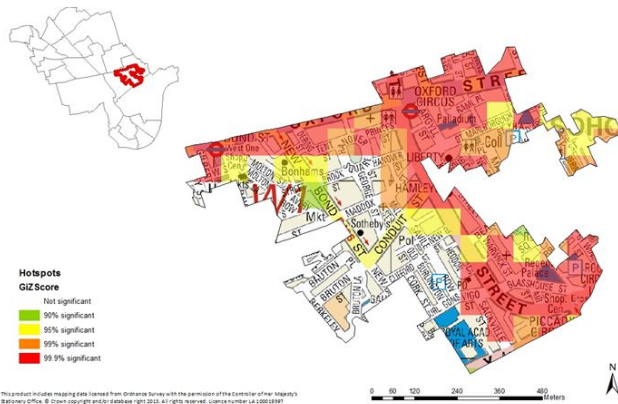
47% of incidents occurred within St James's (25%) and West End (22%) wards.

²⁵ Special services include assistance to other emergency services.

All of these crime/ASB related data sets identify the same hotspot areas of the borough, yet have different temporal profiles.

Looking at crime at lower geographical levels i.e. at LSOA ²⁶ you can see just how concentrated crime is. Half of all the crime is in 6% of LSOA's. Three LSOA's contain nearly one third of all crime across Westminster, two in West End ward and one in St James's. Therefore if crime were to reduce by just 3% in these three small areas this would reduce crime across the borough by 1%. 84% or 108 of the 128 LSOA areas have less than one crime recorded per day. 45% LSOA (58) have less than 10 crimes per month. Therefore targeting resources in these three crime concentrated areas will have a significant impact upon reducing overall crime levels. Below provides a brief overview of the temporal and types of crime within these small geographies.

E01033595 West End ward

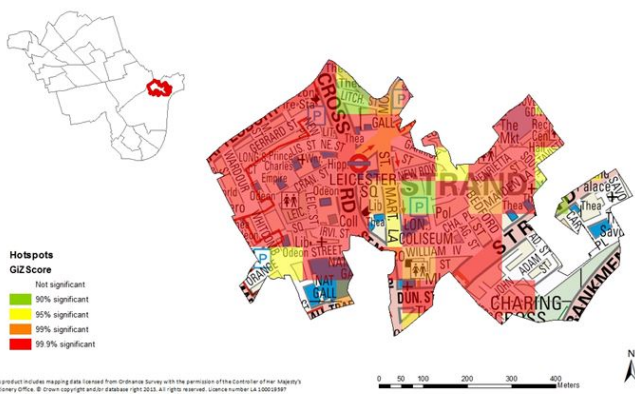


10.5% of all crime in Westminster falls within this area.

77% of all crime in this area (14% of WCC) is theft and handling compared with 59% across Westminster. This is made up of other theft 31% (11% of all WCC), theft from shops 22% (28% of all WCC) and other theft person 21% (17% of all WCC). 12% of all crime in this area is Violence against the person which is much lower than across Westminster (21%).

Temporal analysis shows that 52% of crimes occurred between 15:00 to 20:59 hours. With Friday (17%) and Saturday (19%) being the peak days.

E01004734 St James's ward



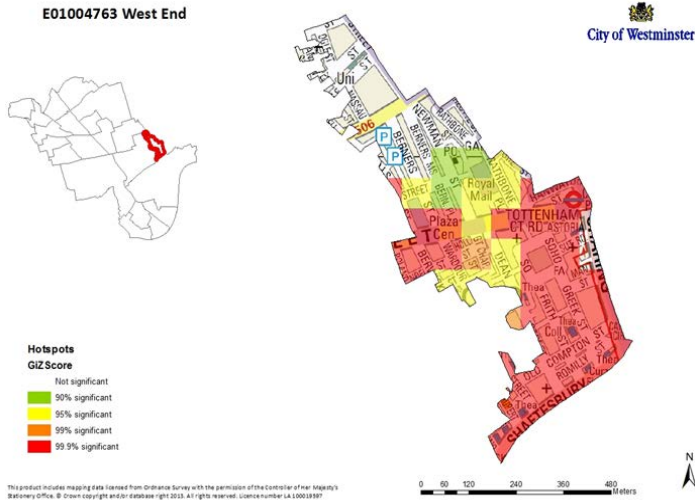
9.5% of all crime in Westminster falls within this area.

Crime in this area is in similar proportions as across Westminster, with 57% of all crime being theft and handling (accounting for 9% WCC). This is broken down into 32% other theft and handling (10% WCC) and 19% other theft person (13% WCC). 25% VAP (11% of WCC), most common assault (11% WCC) and assault with injury (15% WCC). 13% of all WCC robberies.

Temporal analysis shows that 42% of all crime occurred between 21:00 to 02:59 hours, with Friday/Saturday evenings the peak.

²⁶ LSOA = Lower Super Output Area is a geographic area that contains a mean population of 1,500

E01004763 West End



8% of all crime in Westminster falls within this area.

This area has greater than Westminster average levels of theft and handling at 66% (9% of WCC). The majority of theft offences are; 33% other theft and handling (9% WCC) and 21% other theft person (13% WCC). This area has less proportion of violence offences at 17% (7% of WCC).

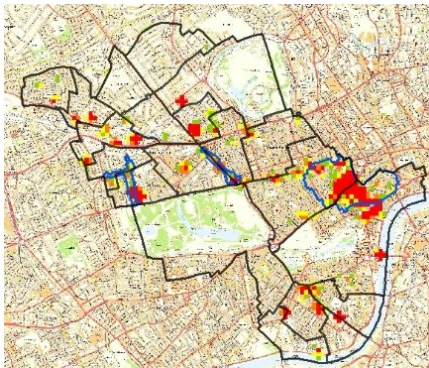
Temporal analysis shows 60% of all offences occurred between 18:00 to 02:59 hours. With Friday (19%) and Saturday (19%) being the peak days.

Anti- Social Behaviour

Combatting anti-social behaviour uses a variety of partnership resources and can have a significant impact upon victim’s lives. ASB is not just recorded by the police, but also the Local Authority and City West Homes. This section will look at ASB data from the police DARIS.

Excluding unclassified ASB, the vast majority of ASB comprises of Rowdy and Inconsiderate Behaviour (45%) and Begging/Vagrancy (32%). Other types of ASB haven’t been analysed as the volumes are so low.

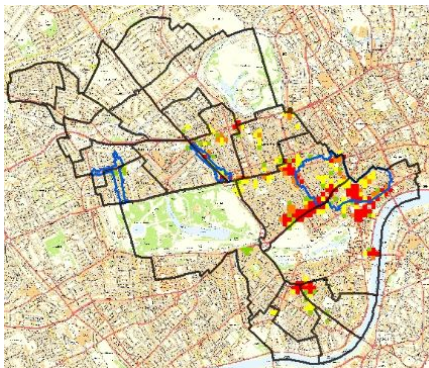
Rowdy inconsiderate behaviour



No specific temporal pattern of ASB offending was identified as it was evenly spread across the days and hours. Of note there was a slight increase in ASB incidents in October and November.

The map shows that rowdy and inconsiderate behaviour is predominately located within the CIZ areas. There is a concentration of incidents just outside in Northumberland Avenue, Charing Cross Station area and relatively few in the north west corner of the West End CIZ.

Begging/Vagrancy



The area from Piccadilly towards Green Park was a particular begging/vagrancy hotspot. Begging and Vagrancy are concentrated around high commercial and tourist areas of the borough with heavy footfall. The data does not allow for identification of specific troublesome locations other than ward or street name.

A begging/vagrancy hot-spot has been identified beyond the boundaries of the West End CIZ.

21% of all begging and vagrancy incidents are recorded between 08:00 to 10:59. Wednesday shows a slight increase in incidents.

Problems in an area <i>(The lower the score the more positive the finding)</i>	2014	2015
Homelessness/begging a problem in local area	24	20
Noise from building sites a problem in local area	17	16
Dog fouling on pavements a problem in local area	18	16
People being drunk or rowdy in public places a problem in local area	20	14
Teenagers hanging around on the streets a problem in local area	17	14
Noisy neighbours or loud parties a problem in local area	13	14
Noise from commercial entertainment properties (e.g. pubs) a problem in local area	16	12
People using or dealing drugs a problem in local area	18	11
Particular families in your neighbourhood causing crime and anti-social behaviour a problem in local area	8	8
Issues related to licensed premises a problem in local area	16	7
Violence among young people a problem in local area	8	6
Gangs and gang violence a problem in local area	8	6
Dangerous/aggressive dogs a problem in local area	6	5
Vandalism, graffiti and other deliberate damage to property or vehicles a problem in local area	7	4

This table shows data from the Council City Survey for the last two years. Just over 1,000 residents were surveyed.

It found that few residents were concerned about ASB issues and levels have been falling year on year.

The greatest resident ASB concern was for homelessness/begging with one fifth of residents perceiving this to be a problem. This correlates with the volume of incidents recorded across the borough.

Prevalence of Crime and ASB

Westminster has a daytime population of over 1.1 million people. On a normal working day Westminster has nearly 176,000 tourists, 674,000 workers, 233,000 residents. On an average day there are over 95,000 overseas visitors staying in Westminster, compared to 201,000 for all other boroughs combined²⁷.

Footfall²⁸ data can be used to identify areas of high crime prevalence. West End and St James Ward are estimated to account for half of the entire footfall within Westminster. Footfall within Westminster shows a very strong correlation (0.98) with levels of crime. The West End and St James's ward are not more likely to be hot spots of crime but are so because of the volume of people and thus crime opportunities they attract, through being areas with major concentration of businesses, shops and entertainment venues.

Analysis of crime rate by footfall showed that Churchill, Lancaster Gate and Bayswater had the highest rates of crime.

Footfall and ASB levels were also very strongly correlated. Church Street and Churchill have the highest rates of ASB per footfall, whilst the West End has the second lowest rate of ASB and St James 5th lowest.

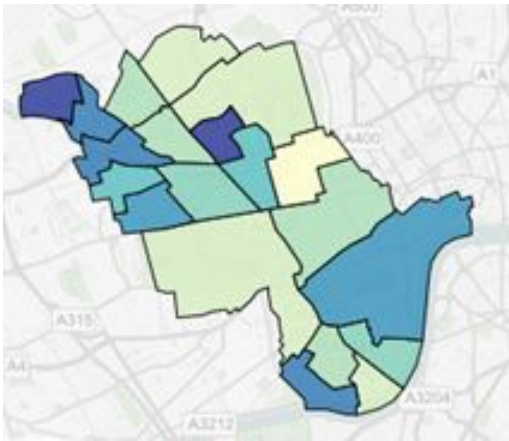
Changes in daily and residential population levels within Westminster are likely to impact upon future crime and ASB levels. The GLA projections show the number of employees in Westminster (not jobs) is likely to continue to grow rapidly for the next twenty years. During this time it is projected around 80,000 additional employee jobs will be created in Westminster, representing an increase of over 13% on 2011 employee projections. In addition Westminster has the second highest local authority projected percentage growth in population between 2008 to 2018.

Whilst resident and employee populations are likely to increase changing retail practices i.e. a shift to internet shopping may see a reduction in footfall in the West End and particularly along Oxford Circus. It is unclear whether the introduction of the 24 hour tube in the summer will increase crime levels in Westminster or displace crimes to further down the tube lines.

²⁷ GLA 2014

²⁸ Data taken from Local Economic Assessment 2016

Another method to identify priority neighbourhoods is using the Vulnerable Locality Index. Priority neighbourhoods are different to crime hotspots in that they focus attention to place where people live rather than town centres, shopping centres and entertainment complexes.



This map was taken from the MOPAC London Landscape and calculates the vulnerable locality index (VLI). The VLI is used to identify priority neighbourhoods that are places experiencing high levels of crime in residential areas, alongside problems of deprivation and demographic factors that influence the area's poor sense of community cohesion. It uses data on recorded burglary dwelling and criminal damage to a dwelling alongside the index of deprivation, employment and income deprivation and demographic information on high concentrations of young people and poor educational attainment.

The priority neighbourhoods that the VLI identifies help to indicate where are the largest amount of community fragmentation and the potential for neighbourhood unrest.

This data shows seven wards had greater than the MPS average VLI score. Church Street and Queens Park were the highest risk whilst Marylebone one of the lowest levels in London. The West End and St James which are the highest crime areas ranked 12th and 6th respectively.

This would be a useful exercise to undertake at LSOA level to identify more specific vulnerable areas. The levels of deprivation as measured by the Indices of Multiple Deprivation have increased in Westminster, the latest data shows Westminster to be ranked 57th most deprived compared with 87th in 2010.

Recommendations

Successful crime reduction strategies are those tailored to the distribution of crime in an area, be that high prevalence, high concentration or a mixture of both.

So whilst it is important to target resources in crime concentrated LSOAs in the West End and St James it is also important to focus resources on the crime prevalent and vulnerable locality areas.

High levels of concentration point to victim based targeting that focuses resources at the most vulnerable. In areas of high prevalence the focus should be wider with area based initiatives.

The high levels of concentrated crime are strongly linked to footfall and this is unlikely to decrease in the coming years so activities centred on the most vulnerable victims in these areas will be beneficial. Further analysis will be required to identify who is most vulnerable to crime in these small localities.

Work to target the vulnerable and high crime areas should be evidence led by the partnership tasking process and the work of the Neighbourhood Crime Problem solving teams.

Updating the VLI to LSOA level will help to identify more specific areas that are deemed vulnerable. This will enable bespoke area based initiatives to address the crime issues and concerns in these neighbourhoods.

Strategic Priorities/Recommendations

This report has used a problem oriented approach to assist in identifying the crime and ASB priorities for the SWP for 2016/17. This has been achieved by looking at the characteristics of offenders and their criminogenic needs, identifying who or what is most likely to be victimised and where in the borough crime is most concentrated and most prevalent.

SWP overarching aim

When considering what to prioritise, the SWP needs to consider what is its overarching aim? Is it to focus upon reducing the volume of crime or upon reducing the cost of crime to the partnership, that is focusing upon higher cost issues such as violent crime which can have a significant impact upon the victim or would a tiered approach be more appropriate?

Early Intervention

Prevention is better than cure and therefore early intervention should be a key theme across the partnership. Evidence shows young people are at an increased risk of becoming victims or offenders of crime and early intervention such as triage used by YOS has had significant impact upon reducing the number of first time entrants into the criminal justice system.

Repeat victims

Victimisation is the single best predictor of future victimisation. 14% of victims in Westminster had been a victim of crime in the last 12 months and 21% of high risk domestic violence victims. Work is undertaken across the partnership to identify and work with some repeat victims such as ASB and domestic violence. Not all victims are victims of just one crime type therefore a more co-ordinated approach to identify all repeat victims should be taken.

Prolific offenders

A small proportion of offenders are responsible for a significant volume of crime. The most recidivist offenders are worked with as part of the IOM scheme. To have the greatest impact upon reducing re-offending we need to ensure adequate resources are provided to the IOM scheme to work with these prolific offenders. For those offenders willing to change, resources need to be directed towards addressing their criminogenic needs which are centred on support with substance misuse, employment and accommodation.

Non-resident and foreign national offenders

A specific problem for Westminster is the volume of non-residents and foreign nationals who come here to commit crime; this is most prevalent for theft offences whose offenders have the highest recidivism rates and are often problematic drug users. Our commissioned services are focused upon Tri-borough residents only. Consideration should be given to expanding provision to non-borough prolific offenders where they are not receiving any additional support from their resident borough. In relation to foreign nationals, a problem profile needs to be developed to identify appropriate partnership prevention, intelligence and enforcement responses to the issue.

High crime locations

Successful crime reduction strategies are those tailored to the distribution of crime in an area, be that high prevalence, high concentration or a mixture of both. So whilst it is important to target the concentrated

resources in crime LSOAs in the West End and St James it is also important to focus resources on the crime prevalent and vulnerable locality areas.

Evidence led partnership

MOPAC London Crime Prevention Funding is used to support much of the work SWP undertakes to reduce crime and ASB. This funding will terminate in March 2017. A sound evidence base is essential to identify our commissioning needs for 2017 and beyond. An updated Strategic Assessment should be produced in October 2016 incorporating an evaluation of the effectiveness of our current commissioned services. By October we should have a greater steer around MOPAC priorities and potential funding opportunities. This updated evidence base will then allow the partnership adequate time to identify its priorities and commissioning requirements for 2017 and beyond.

Continue working on current priorities

Most of the work to address the current SWP priorities is already commissioned for 2016/17 therefore it is not recommended to alter these. The national security threat level remains 'severe' meaning an attack is highly likely therefore it would be prudent to retain countering terrorism and radicalisation as a priority for the SWP.

Review meeting structures and produce a standardised performance framework

With diminishing budgets across the Public Sector it is more important than ever for strong partnership working to ensure resources are used efficiently and to prevent duplication. There are some excellent examples of partnership working however the accountability and meeting structures to address the priorities is varied. An early priority for the SWP should be to review the meeting structures and ensure each priority area has objectives and where possible standardised performance indicators/framework should be used to compare and evaluate effectiveness.

Appendix – Data Sources

DATA	SOURCE	LIMITS/CAVEATS
Crime Reporting Information System (CRIS)	Metropolitan Police Service	
Computer Aided Despatch (CAD)	Metropolitan Police Service	Data is confined to temporal and spatial analysis.
Asset	Youth Offending Service	Details of offences and assessments only available for 2014/15
British Transport Police incidents	GLA Safe Stats	Data only available until November 2015
Drug Intervention Programme	GLA Safe Stats	Data only available until November 2015
Probation/CRC data	GLA Safe Stats	Data only available until September 2015
London Ambulance Service assaults/alcohol and drugs overdoses	GLA Safe Stats	Data only available until November 2015
Transport for London incidents	GLA Safe Stats	Data only available until November 2015
Fire data	GLA Safe Stats	Data only available until November 2015
City Survey	Westminster City Council	Only based upon 1,000 residents
NSPIS Custody DTR data	Metropolitan Police Service	
Census Data	Office of National Statistics	