Safer Westminster Partnership

Strategic Assessment

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Contents

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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 (SWP).

The aim of the Westminster Strategic Assessment is to identify the key crime and anti-social behaviour issues affecting the borough and to make recommendations on priorities for the SWP for 2017/18. This will be used to determine how MOPAC funds should be allocated.

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, which is focusing upon higher cost issues such as violent crime which can have a significant impact upon the victim? Identifying the overarching aim will make it easier for the partnership to identify the priority areas to focus upon.

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 has begun to plateau. On average over the last year 134 offences have been recorded per day across Westminster. The majority (57%) are theft and handling. They make up 10% of all theft and handling offences across the Metropolitan Police Service (MPS). Whilst Westminster experiences high levels of crime 98% of residents feel safe in the general area.

Over half of all 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, London Ambulance Service and anti-social behaviour [1](ASB). But if you look at crime at even smaller geographical areas it is even more concentrated. Just three of the 128 Lower Super Output Areas[2] within West End and St James's wards contain 28% of all crime. If crime were to be reduced by just 3% in these small areas overall crime in the borough would reduce by 1%.

Combatting ASB uses a variety of partnership resources and can have a significant impact upon the quality of victim's and resident's lives. 74% of all ASB issues are related to noise or abandoned waste, making these clear priority ASB issues across the borough.

Another method of identifying priority areas is using the Vulnerable Locality Index, which identifies priority neighbourhoods based upon where people live rather than areas of high footfall, this method identified Church Street and Queen's Park as the most vulnerable in the borough and having greater than the London average of vulnerability. Area based focused work here could help reduce the levels of vulnerability.

Half of all crime is committed by people who have already been through the criminal justice system and a very small proportion of these offenders are responsible for a significant volume of crime. Therefore the partnership needs to ensure these high recidivist offenders are identified and adequate resources are attached to working with them through the Integrated Offender Management scheme. For those offenders

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[1] Anti social behaviour is defined as 'behaviour by a person which causes or is likely to cause harassment, alarm or distress to one or more persons not of the same household as the person'.
[2] Lower Super Output Area = a geographic area that contains a mean population of 1,500.

willing to change, resources need to be directed towards addressing their most significant criminogenic needs in particular substance misuse and accommodation.

A number of different offender cohorts are managed across the borough and there is notable overlap amongst the individuals on them and the services that are commissioned to support their criminogenic needs. Greater co-ordination is needed to prevent any silo working to ensure no duplication in the services commissioned and clarity around which agency/cohort has primary responsibility for managing that individual, to prevent any contradictory approaches to offender management.

Westminster is unique in the volume of non-residents and foreign nationals who come here to commit crime. Foreign nationals are responsible for a significant proportion of theft from shop offences and ASB, in particular begging. Offenders from other London boroughs were also more likely to commit theft from shop offences and offenders from outside the MPS were more likely to be arrested for Possession of Class A Drugs.

People aged 15 – 24 are significantly more likely to be offenders than the average population. Whilst young offenders account for less than 10% of the offending population they have the highest recidivism rates. For victims, people aged 20 -24 were significantly more likely to become victims of crime. The prevention of crime is better than trying to cure it, therefore if we can intervene at an early age we can work to prevent both offending and victimisation. The factors which put someone at risk of becoming an offender or victim overlap such as being in care, a child in need or witnessing domestic violence. Early intervention at this stage should play a key part in reducing or preventing offending and victimisation. The data presented evidenced a notable overlap amongst the cohorts for both offenders and victims and in the services commissioned to support their needs. To prevent duplication in provision the SWP should consider developing a vulnerable young person's unit to address the needs of young people aged below 25 who are at an increased risk of becoming both victims and offenders of crime through for example expanding the role of the Integrated Gangs Unit.

Police data showed 14% of all victims of crime had been a repeat victim in the last 12 months, this increased to 22% for domestic violence victims. Reducing repeat victimisation should be at the heart of any action taken to work with victims, as we know that previous victimisation is the single best predictor of victimisation. There is no co-ordinated work across the partnership to look collectively at the work being undertaken with victims of crime, the formation of the new victims sub group to the SWP should assist with this.

The Office for National Statistics estimates 8.5% of the female population and 4.5% of the male population will suffer some form of domestic abuse. Younger women aged 16 to 19 are more likely to be victims of domestic violence than any other group. Domestic violence has lifetime effects not just on the victim but on those who witness it. 93% of women reported a reduction in abuse due to the support they have received from the Tri-borough commissioned services. These services have an option to extend for a further two years, so consideration should be given to extend if adequate MOPAC funding is received.

The national security threat level from International Terrorism remains at severe meaning an attack is highly likely therefore it would be prudent to retain countering terrorism and radicalisation as a priority for the SWP.

As resources continue to be cut across the SWP it is more important than ever to ensure we work as a partnership in an evidenced based way to have the greatest impact upon reducing crime and improving safety in Westminster.

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 authorities[3]. 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 2017/20 and they will also be used to identify how MOPAC funds from 2017 should be spent.

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 July 2015 to June 2016. 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 looks at 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 considers 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 2017/18.

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[3] *The Responsible Authorities are; Police, Probation, Clinical Commissioning Group, Local Authority and Fire and Rescue Service.*

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 three 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 trend line.

Chart showing the change in average daily total notifiable offences
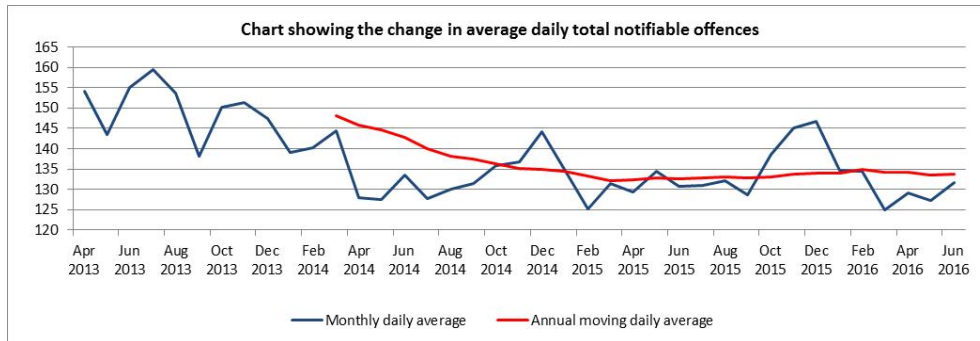
The chart shows a steady decline in the number of total notifiable offences which has begun to plateau since March 2015. On average there were 134 offences recorded per day from July 2015 to June 2016 compared with 133 per day in the previous year and 143 per day from July 2013 to June 2014.

December and November have been the peak months for offending over the past three years having on average 146 and 144 offences per day respectively and May and April the least with 101 and 103 offences per day respectively.

The table overleaf shows the number of offences over the last two calendar years and the percentage change. Overall crime has increased by 1% that is 484 more crimes, in comparison crime increased across the MPS by 3%.

The greatest increase in offending is for violence against the person (VAP) offences most notably common assault (547 more) and harassment (483 more). VAP accounts for 21% of all crime in Westminster compared with 19% in the previous year.

Violence against the Person (VAP) increased across the MPS by 12% and greater increases have been recorded across England and Wales. The latest figures represent the highest number recorded in a 12 month period since the introduction of the National Crime Recording Standard (NCRS) in 2002. The Crime Survey in England and Wales [4] (CSEW) believes this increase is driven by improved recording processes and practices by the police rather than a 'real' increase in such offences.   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, this includes `sending letters with intent to cause distress or anxiety' and 'disclosure of private sexual photographs and films with the intent to cause distress or anxiety'.

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[4] http://www.crimesurvey.co.uk/SurveyResults.html *this survey asks members of the public their experiences of crime over the last 12 months.*

Crime Type	July 2014 to June 2015	July 2015 to June 2016	% change
Murder	6	1	-83
Wounding/GBH	1,144	1,119	-2
Assault with injury	2,164	2,101	-3
Common Assault	2,784	3,331	20
Offensive Weapon	198	197	-1
Harassment	2,696	3,179	18
Other Violence	412	510	24
Violence against the person Total	**9,404**	**10,438**	**11**
Rape	268	270	1
Other Sexual	596	586	-2
Sexual offences Total	**864**	**856**	**-1**
Personal Property	1,488	1,581	6
Business Property	99	90	-9
Robbery Total	**1,587**	**1,671**	**5**
Burglary in a dwelling	1,444	1,323	-8
Burglary in other buildings	1,786	1,876	5
Burglary Total	**3,230**	**3,199**	**-1**
Theft/Taking of Motor Vehicle	864	885	2
Theft from Motor Vehicle	1,945	2,063	6
Motor Vehicle Interference & Tampering	346	376	9
Theft from Shops	3,786	4,212	11
Theft Person	6,019	5,894	-2
Theft/Taking of Pedal Cycles	1,272	1,180	-7
Other Theft	13,572	13,097	-3
Handling Stolen Goods	83	57	-31
Theft & Handling Total	**27,887**	**27,764**	**0**
Counted per Victim	0	0	**0**
Other Fraud & Forgery	66	79	20
Fraud & Forgery Total	**66**	**79**	**20**
Criminal Damage to a Dwelling	324	370	14
Criminal Damage to Other Buildings	429	403	-6
Criminal Damage to Motor Vehicle	700	712	2
Other Criminal Damage	595	582	-2
Criminal Damage Total	**2,048**	**2,067**	**1**
Drug Trafficking	246	129	-48
Possession of Drugs	2,250	1,900	-16
Other Drugs	6	14	133
Drugs Total	**2,502**	**2,043**	**-18**
Going Equipped	34	18	-47
Other Noifiable	783	773	-1
Other Total Notifiable Offences Total	**817**	**791**	**-3**
TOTAL NOTIFIABLE OFFENCES	**48,450**	**48,934**	**1**

Whilst sexual offences recorded by the police continue to rise there was only a marginal increase in rape offences in Westminster compared with a 10% increase across the MPS and a larger increase across England and Wales. The national increases are believed to be a result of increased recording practices and a greater proportion of victims willing to come forward.

Personal property robbery offences increased by 6% compared with a 3% decrease across the MPS and statistically significant increases recorded by the CSEW.

Burglary offences continue to decline in Westminster and across 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.

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 57%, in Westminster compared with 39% across the MPS. 10% of all theft and handling offences across the MPS occur in Westminster. Most notably 19% 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. Westminster saw an 11% increase.

Crime Type	July 2014 to June 2015	July 2015 to June 2016	% change
Gun Crime	63	64	1.6
Domestic Crime	1,306	1,477	13.1
Racist & Religious Hate Crime	823	929	12.9
Homophobic Crime	161	236	46.6
Anti-Semitic Crime	39	29	-25.6
Islamophobic Crime	57	56	-1.8

This table shows crime types which are already incorporated within the figures above, for example, the majority of domestic crime will be included in the VAP figures. National figures show that 33% of VAP offences are domestic abuse related. Domestic crime has seen significant increases in Westminster and nationally.

The CSEW believes a possible factor behind the increase in reporting and recording of domestic abuse incidents is due to improvements in police response to domestic abuse and actively encouraging victims to come forward to report these crimes.

Hate crime offences overall have increased year on year both in Westminster (17%) and across the MPS (14%). This has mainly been through increases in racist and religious hate crime. These crimes have been increasing across the MPS and Westminster since 2014. Of note hate crimes are offences which are flagged as having a hate element when recorded by police. A crime can have more than one hate flag attached to it, therefore adding up all the hate crime categories may result in multiple counting of a single offence.

Although Westminster is a high crime area much is attributed to the high footfall through the borough. 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'.

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. In 2015/16 there were just 46 first time entrants into YOS in Westminster down from 101 in 2012/13.   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.

The number of adult offenders in Westminster has seen the greatest decline across London at 39% decrease over the last 9 years. In comparison across London this was 14%. This is also true of juvenile offenders where in Westminster the cohort is 5 times smaller than eight years ago. This significant decline has been seen across England and Wales (but not in LBHF) and prompted a review of the YOS by the Government.

Probation/CRC data from January to September 2015 identified that Westminster has one of the lowest levels of offenders on the caseload, but they have an increased risk of reoffending and greater criminogenic needs.

Suspect data

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 from January to August 2016. 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 87% of suspect details where known 84% were male and 16% female. This is comparative with figures across England and Wales where 82% of all adult offenders are male. This split has remained constant.
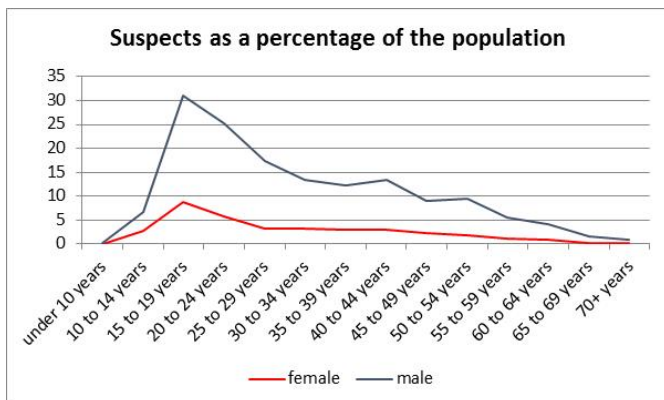
This chart looks at the number of suspects by age as a percentage of the local population. What can clearly be seen is that males aged 15 – 24 are significantly more likely to be suspects of crime than the average population.

15 – 24 year olds accounted for 34% of all suspects, yet only account for 11% of the population.

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

Nationally and in Westminster adult offenders account for 92% of all offenders.   Ethnicity was detailed for 78% of suspects. Where shown 27% were identified as being of African/Caribbean appearance which is far greater than the population of 6%.

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

Nationality was detailed for only 22% of suspects. Where known the top nationality of suspects was:-

United Kingdom   52%
Romania   8%
Italy   4%
Poland   3%
Spain   2%
France   2%

15% were from A10[6] countries.

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 only detailed for 12% of suspects, where known 42% of suspects were shown as unemployed this is high compared with 9% of Westminster population who are shown as workless. 16% were shown as students or schoolboy/girl, which is similar to the borough population at this age. 32% of whom were suspects of theft from shops and 14% for possession of drugs.

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	1st		2nd		3rd	
All suspects	Theft from shops	16%	Other theft	14%	Common Assault	9%
Unemployed	Theft from shops	19%	Possession of drugs	11%	Common Assault	9%
Foreign Nationals	Theft from shops	22%	Possession of drugs	14%	Common Assault	9%
Romania	Theft from shops	40%	Other theft	10%	Theft person	10%
African/Caribbean	Theft from shops	16%	Personal robbery	13%	Common Assault	10%
15-24	Theft from shops	15%	Personal robbery	12%	Possession of drugs	12%

This shows that Romanian suspects are significantly more likely to commit theft from shop offences and theft person. People of African/Caribbean appearance and aged 15 – 24 are more likely to commit personal robberies. Unemployed, foreign nationals and 15 – 24 year olds are more likely to be suspects of possession of drugs offences.

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 police custody who are eligible to be tested for Class A drugs, i.e. those who have been arrested for a trigger offence[7] or those who with an 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.

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[6] A10 countries are: Romania; Bulgaria; Czech Republic; Estonia; Hungary; Latvia; Lithuania; Poland; Slovakia and Slovenia.
[7] 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.

Data was taken from the MPS National Strategy for Police Information System (NSPIS) on drug testing. Of note Kensington and Chelsea no longer has a police custody suite and uses Westminster's. Westminster's is the busiest custody suite across the MPS and on average 340 people came through a month who were deemed suitable for drug testing upon arrest. Across London 31% 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 in Westminster it was 42%. If someone is not tested details of their resident borough is not recorded.

Borough of residence	% of offenders
Westminster	32%
Kensington & Chelsea	24%
No fixed abode	5%
Camden	4%
Brent	4%
Hammesmith & Fulham	3%
Islington	3%
Southwark	3%
Tower Hamleets	2%
Outside MPS	2%

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 nearly half were not.

5% of people tested were of no fixed abode. When looking at data across London, 11% of all offenders with no fixed abode were tested in Westminster this is the second highest volume with Hammersmith and Fulham highest at 16%. Highlighting the significant issue of homelessness across the Tri-borough.

Our commissioned services Starting Over and the newly commissioned Drug and Alcohol Wellbeing Service 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. The data showed that offenders from outside the Metropolitan Police district were far more likely to test positive for class A drugs in particular Cocaine and most likely be arrested for Possession of Class A drugs.

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. Offenders from other London boroughs and those of no fixed abode were most likely to be arrested for theft from shop offences and were no more likely to test positive, although NFA offenders were far more likely to test positive for both cocaine and opiates and a lot less likely to test positive for just cocaine.

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 billion[8] 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.

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[8] National Audit Office estimate

The England and Wales re-offending rate for adults has remained stable at around 25% this is the same for Westminster. This is the tenth highest rate across London. In comparison the juvenile rate is significantly greater at 38% across England and Wales and slightly greater in Westminster at 42%, which is 19th highest across London.

On average the Westminster reoffenders committed 3.2 reoffences the same as England and Wales and Juveniles 2.5 compared with 3.2 across England and Wales. Males are also more likely to reoffend than females at 3.2 reoffences in Westminster compared with 2.7 females. Whilst the number of adult reoffences in Westminster is 6th highest across London the number of juvenile reoffences is one of the lowest (29th).

Across London and England and Wales the proportion of offenders who reoffend decrease with age. However across Westminster reoffending decreases with age until 25 – 29 and then begins to increase and peaks at 40-44 years old.

MoJ data evidences other characteristics of offenders that are known to increase the risk of offending are offenders with 11 or more previous offences and people who have committed theft offences.

The NSPIS custody data shows the Police National Computer ID of people arrested therefore it is possible to look at the prevalence of repeat offenders in custody.

Number of offences	Number of offenders	Percentage of offences	Percentage of offenders
1	2942	73.2	86.6
2	365	18.2	10.7
3-5	87	7.5	2.6
6-9	3	0.5	0.1
10+	2	0.6	0.1

The table to the left shows that 2% of offences were committed by just 0.35% of offenders, i.e. 12 offenders, these offenders were all arrested for more than five offences in Westminster over this period totalling 79 offences. However if looked at across the MPS these 12 were arrested for a total of 106 offences. If over a longer period this is likely to be considerably greater. The average age was 43 and there were 2 females.

All tested positive for Class A drugs, 7 testing positive for both cocaine and opiates. Two offenders did not show an address on the Tri-borough. The 12 offenders who had been arrested 5 times or more over the year were checked to see if they were eligible or had been on the IOM scheme. 5 were already on the IOM scheme. 3 met the criteria but weren't on the scheme and are now being referred. 2 didn't meet the OGRS criteria and are being considered.

Although the majority of the prolific custody arrestees were known to IOM, not all were and consideration needs to be given as to how this data is fed into the IOM process to ensure that the most prolific offenders are included in the IOM. The prevalence of class A drugs in the most prolific offenders evidences this as a key driver of crime.

Concentrating resources on the most recidivist offenders will therefore have a significant impact upon reducing offending.

Offender cohorts

A variety of offender cohorts are managed across the partnership such as, YOS, Integrated Offender Management (IOM), gangs through the Integrated Gangs Unit (IGU) and Multi Agency Public Protection Arrangements (MAPPA).

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. This risk was identified when matching the IOM cohort with other offending cohorts across the Tri-borough and nearly one fifth of the IOM cohort was found to be included in other cohorts a further matching exercise is currently being undertaken. A more co-ordinated approach may also assist in streamlining/sharing resources across these cohorts to address their criminogenic needs.

Youth Offending Service

Data from the YOS showed they worked with 152 young offenders over the year to June 2016, 18% of whom were females. This is a similar split to adult offenders. 40% of the young offenders were aged 17 at the start of the intervention and only 18% below the age of 14. Whilst national data shows the number of juvenile offenders has been decreasing over the recent years, projected population data shows that the 10 -18 age group is to increase in the borough over the next five years by 16%. This may have an impact upon future young offending levels.

One third of offenders were classified as of other ethnic group and 24% as Black or Black British this is significantly greater than the borough population. Conversely only 22% of the YOS cohort was of White Ethnic appearance which is considerably lower than the borough population, which demonstrates that young white people are disproportionately less likely to become offenders.

There were 225 offences recorded against young offenders over this period accounting for 0.5% of all offences in Westminster. 28% of offences were violence against the person, 21% drugs and 12% breaches. Of note when compared against RBKC and LBHF this is a considerably greater proportion of breaches.
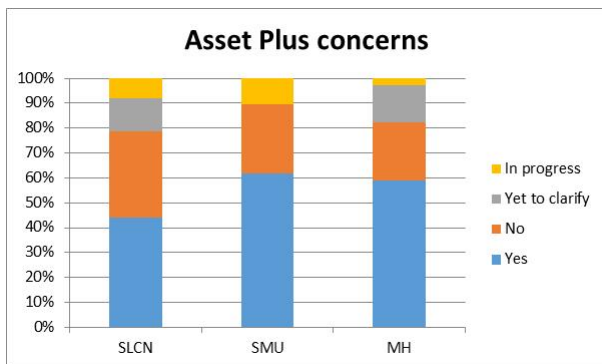
AssetPlus has replaced Asset as the structured assessment tool used by YOS. It provides a holistic end to end assessment and intervention plan allowing one record to follow a child or young person throughout their time in the youth justice system. The chart to the left shows the proportion of young offenders per borough who have identified different needs. SLCN = speech, language, communication and neuro-disability, SMU = substance misuse, MH = mental health.

As can be seen substance misuse was the greatest concern. 74% of the YOS cohort were shown in suitable ETE at closure of order or youth conditional caution. Young people aged up to 16 are required to attend 25+ hours per week while those turning 17 or older are required to attend 16+ hours per week.

There were 46 first time entrants into the criminal justice system dealt with by the YOS over 2015/16 that is a rate of 283 per 100,000 10 -17 year population this compares with 410 across London and 374 in England therefore considerably lower than both.

A project has commenced to identify models for future delivery that seek to further reduce youth offending and reoffending and wider outcomes for young offenders, whilst maximising sustainability in the context of reducing resources. The results of which should be available in the next couple of months.

Gangs

The Integrated Gangs Unit (IGU) aims to identify and work with vulnerable and exploited young people involved in violence, to improve their life choices, social integration, reduce associations with gangs and reduce incidences of serious youth violence.

There were 160 serious youth violence incidents in the year prior to June 2016 which ranked 23rd highest across London. As levels are low single events can quickly skew the figures. Despite the increase in recent months the long term trend shows that the number of victims of serious youth violence has reduced by 37% over the past 5 years. Knives continue to play a significant part in these offences accounting for roughly one third of all serious youth violence. There were only 33 knife crime injury offences in Westminster which is 22nd highest across London.

MOPAC dashboard data shows that in Westminster there were 60 gang flagged offences over the year to June 2016 this has begun to show an increase and is 16th highest across London. One third of all London's incidents are located within three boroughs, Tower Hamlets, Hackney and Haringey. The public attitude survey data for the financial year 2015/16 found that 11% of Westminster residents thought gangs were a problem this is a decline of 2% from six months ago along with knife crime down from 14% to 12%, 5% thought guns were a problem which has remained constant.

Flexible gang workers provide intensive one to one support for those involved with group violence to challenge their behaviour and help them move towards something more productive. From April to September 2016 85 young people were worked with. Most young people are referred from statutory services, namely YOS, Probation and Safeguarding teams. One quarter of the gangs cohort are also within the YOS cohort. This raises the question of who takes primacy in providing support for these young people?

8 young females received interventions from April to September from the IGU Sexual Violence Specialist Practitioner who works with girls being exploited or at risk of exploitation by gangs. A Child and Adolescent Mental Health nurse is currently working with 8 males and 1 female. Her role is to engage with young people and their families who have multiple, complex and undiagnosed needs that don't access traditional services, by offering a broad range of therapeutic interventions. She also provides drop in surgeries for frontline professionals. An employment coach is also employed and is currently working with 18 young people. In the last 6 months 8 young people have been supported into full time employment.

Growing Against Violence are commissioned to deliver sessions across primary and secondary schools, at the end of the summer term sessions were delivered to over 7,000 pupils.

Police data showed that there was a 50% reduction in violent offending after engaging with the IGU. Interviews are now being held with clients to understand what specifically caused this reduction to assist with any redesign to the service.

A significant proportion of the work of the IGU is delivered through MOPAC funding which ceases in March 2017.

IOM

Integrated Offender Management (IOM) brings a cross agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified from their OGRS (Offender Group Reconviction Score) and managed jointly by partner agencies working together. Across the

Tri-borough each borough operates a sovereign scheme jointly managed by a Tri-borough Co-ordinator funded by MOPAC until March 2017. The purpose of the role, is to co-ordinate and streamline practice across the three IOM teams. A Reducing Reoffending Researcher post also funded by MOPAC funding assists with the administration of the IOM meetings.

To supplement the service provided to the IOM cohort, Starting Over were commissioned to provide additional support to the male Tri-borough IOM cohorts who have health and social care needs, to address these needs with the aim of reducing their reoffending. They provide flexible outreach support to clients, above and beyond the statutory support provided by either CRC or NPS. They began this work in October 2015 and are funded until March 2017. There is an option to extend this until October 2017.

Each borough has an expected cohort size and is allocated police resources accordingly, i.e. 40 cases per officer, for Westminster the expected cohort size is 120. At the end of June 2016 the cohort was 117. Offenders are ragged depending upon whether they are in custody and their capacity for engagement with the services.

RAG	No.
Blue	50
Red	37
Amber	12
Green	18
Total	117

This chart shows the RAG status of the cohort. Blue = Offender is in prison custody; Red = not complying, not engaging and still committing crime, highest risk of reoffending; Amber = not complying with supervision or police intelligence to suggest further offending but are willing to change; Green = No intelligence to suggest offending, engaging with all relevant agencies. As can be seen 43% of the cohort are in custody, therefore the number of

offenders managed on a daily basis is considerably lower than the expected 120 and was 67. Of note Westminster has a considerably greater proportion of offenders in custody than LBHF and RBKC. 32% were at high risk of reoffending (Red) and only 15% (Green) engaging with the service.

94% of the cohort were male and only 6% were female which is considerably lower than the average offending population. 60% of offenders fall within the CRC cohort of working age males i.e. aged 26 to 49 and 29% aged between 18 – 25 the most prolific offending age group. With 21 – 22 being the peak age for the IOM cohort members. 57% of the cohort were of white ethnic appearance and 26% of black ethnic appearance which is considerably greater than the borough population this is most pronounced in the 18 – 25 year olds.

The average OGRS score for the offenders was 77 of note the threshold for entering the cohort is 75 or more or 50 plus if the index offence is for robbery or burglary. 35% of the cohort had an OGRS score of between 50 – 75. There was no correlation between the OGRS score and the RAG rating assigned.

Identified needs	%
Substance misuse	71
Accommodation	59
Lifestyle & associates	51
ETE	28
Alcohol	16
Thinking & behaviour	15
Finance	5
Emotional support	1
Health	0

The needs of the cohort are collated and the table to the left shows the percentage of offenders who identified each as a need. As can be seen substance misuse was the greatest need identified. Unfortunately the type of substance misuse issue was not known or whether the offender was accessing treatment. Of note this was also the greatest need identified for LBHF and RBKC. The second greatest need identified was accommodation. No further details are available as to the exact nature of the needs, this would be useful to explore for further commissioning needs.

Little data is yet available as to the reoffending or arrest levels of these offenders. Looking at April to June 2016 data 96 arrests were by 38 of the cohort, 34 males and 4 females. The majority of offences were for theft non motor, of which the majority are theft from shops. The second most common offence category was violent offences of which the majority were for assault on police. On average the offenders were rearrested within 19 weeks of their previous arrest.

IDIOM is a web based offender tracking tool, provided by the Home Office to police forces, to support IOM arrangements. The system holds Police National Computer data on arrests, charges and other court outcomes for identified individuals. Only recently have police been encouraged to use it and it will in time provide a wealth of performance data to assess the effectiveness of IOM schemes. Of note other cohorts can be tracked using IDIOM and this would be advantageous to assess the overlap between the cohorts and also the effectiveness of separate cohort management.

We need to improve upon the partnership data collation on this high recidivist cohort, through sharing IDIOM data reports and combing this with locally collated police and probation data. This will enable evidence based decision making to occur around what works for preventing reoffending within this high recidivist cohort.

Foreign Nationals (Operation Unite)

The SWP added Foreign National offenders as a new priority for 2016/17. Operation Unite is a joint Council, Police and Home Office Immigration and Enforcement (HOIE) intelligence led project focusing on problematic individuals, premises and those already known by immigration not to be exercising their treaty rights. Police data shows that foreign nationals account for a significant proportion of crime in Westminster. On average there are 375 foreign nationals in police custody per month. Nearly one quarter of the crime committed by foreign nationals is theft from shops.   The operation focuses upon the following; illegal gambling on Westminster Bridge; Street performing at North Terrace of Trafalgar Square; pedicabs; rough sleeping; aggressive begging; pickpocketing and street prostitution. This partnership works well to share intelligence on foreign nationals such as checking all foreign national arrests coming through custody with their home country to check for any outstanding warrants and to provide information to HOIE and to utilise the different agencies enforcement tactics.

Police ASB interactions spread sheet over the year to June 2016 shows that 37% are for begging, 18% pedicabs and 17% rough sleeping. In 4% of cases the nationality is unknown and 17% of cases the nationality was British/UK evidencing that a significant proportion of ASB interactions are with foreign nationals. In fact 47% of all interactions were with people of Romanian nationality. The Romanian nationals incidents were mainly begging (46%) rough sleeping (19%) and prostitution (8%). 58% of individuals classed themselves as of no fixed abode.

Data from the ASB interactions shows that 39% of incidents were committed by individuals who were responsible for more than one incident. In fact 7% of all incidents were committed by 24 individuals who had committed 5 or more incidents over this period. 11 of whom were Romanian, 8 Latvian and 3 British/UK. This evidences the importance of concentrating resources on the most prolific offenders.

Short Sentence Prisoners

The Tri-borough was estimated to spend around £6m a year on nine separate reoffending programmes. Turning Point and Advance Minerva were awarded a contract in October and December 2013 respectively for

two years to reduce these costs through providing support to short sentence prisoners who were not in receipt of any statutory support and most likely to reoffend and for Turning Point to reconfigure the Drug Intervention Programme to provide more flexible outcomes for getting people into treatment and supporting their wider criminogenic needs.

An internal evaluation of both services took place to assess the effectiveness of the first year of their service as reoffending data was available. Both services' cohorts were considerably smaller than expected. Starting Over worked with 172 offenders and the data was based upon 97 who they worked with during year one. Minerva worked with 34 female offenders of which 15 were worked with in year one. Both services were expected to achieve a 5% reduction in reoffending in year one. Starting Over achieved 42% reduction and Minerva 43.5% far greater than expected.

The data was reviewed to try to understand what worked. Data from Starting Over found that offenders with criminogenic needs of substance misuse, accommodation, finance and mental health were more likely to reoffend. 85% of offenders who had no further offences were met at the gate, compared with 44% of those who reoffended. On average the cohort had been offending 17 years prior to their index offence and 34% were of no fixed abode, highlighting the complexities and entrenched behaviour of this cohort. Only 12 offenders increased their level of offending from the baseline year and one offender was responsible for 9% of all the reconviction offences.

Minerva female offenders identified accommodation as their greatest need and substance misuse second. 34% of the cohort were of no fixed abode and on average had been offending for 15 years prior to their index offence and had on average 24 previous convictions before working with Minerva also evidencing their entrenched behaviour of this cohort. Only 3 of the offenders increased their offending levels and their offending accounted for 27% of all reconvictions, evidencing how easily figures can be skewed by a few prolific offenders.

The Government's Transforming Rehabilitation programme saw all prisoners receiving some statutory support which resulted in these services no longer being commissioned for short sentenced prisoners across the Tri-borough.

Channel

The Channel Programme is a diversionary multi-agency safeguarding panel that looks to protect vulnerable people who are at risk of radicalisation. The Channel programme works in partnership to identify individuals, who are at risk of being drawn into terrorism or terrorist-related activity, assess the nature and extent of that risk and develop the most appropriate support plan for the individuals to divert them away from terrorism and extremism.

Between January 2012 to April 2016 133 referrals were received, 74% have been received since 2015. 63% were considered unsuitable for consideration by the Channel Panel and were exited. The most common referrers were Children's Services (26%), the police (24%) and schools (23%).

75% of referrals were for males and 17% for females the remainder were for families or institutions. The most referrals were for individuals aged between 15 and 19 years (34%) and 32% were aged 14 years and under. 67% of potential cases involved people of Arabic or North African ethnicity and 82% were known to be

Muslim. 38% of the cases upon investigation related to individuals who were believed to currently hold extremist views the vast majority of which related to Islamic extremism.
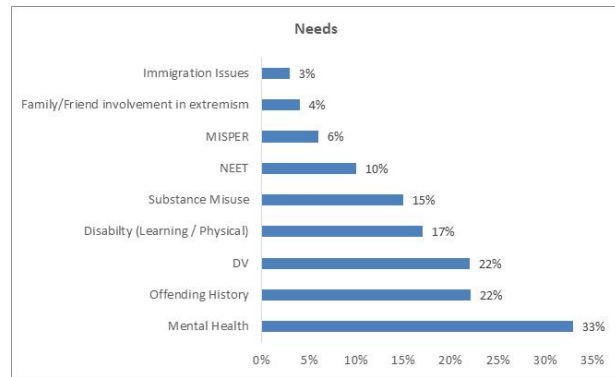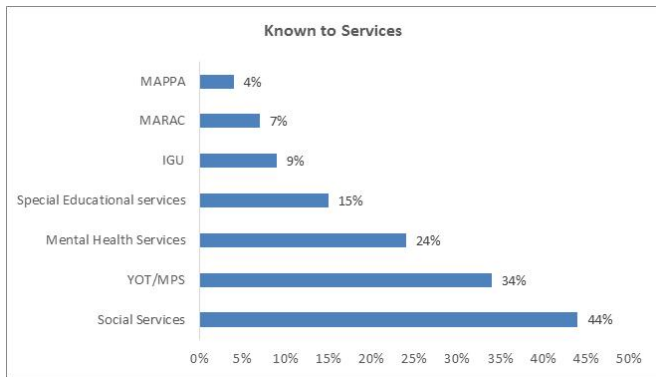
Individuals in 66% of the potential cases were already known to at least one of the services showing in the table above on the left. In 61% of cases at least one need was identified as shown in the table above on the right, with 32% of cases involving mental health needs, 22% an offending history and 22% with a history of domestic violence, as a victim, perpetrator or witness to familial. This evidences the crossover of offender and victim cohorts.

Over half of the cases were closed because there were no violent extremism concerns. 75% of the referrals made by YOT were accepted as Channel cases, compared with 38% from Children's services and 27% from schools. The accepted cases were more likely to have greater needs and more likely to already be known to services.

Pathways to reoffending

Studies have identified that there are seven pathways for men and nine pathways for women that can impact upon reducing reoffending in male and female offending respectively. These will be looked at in more detail below to identify the level of needs Westminster's offenders have and to identify if there are any gaps in provision.

Substance Misuse

A major re-commissioning process was undertaken to consolidate a variety of services across the Tri-borough into two separate contracts which commenced in April 2016 the Drug and Alcohol Wellbeing Service (DAWS) and The Alcohol Service. One service works with people who have issues with drugs and/or alcohol which is run by Turning Point and Blenheim jointly and the other service is alcohol specific and works solely with those with alcohol issues, this service is run by CGL (formerly CRI).

Turning Point/Blenheim service leads on criminal justice referrals and has workers based in local police custody suites, Westminster and Hammersmith Magistrates Courts. They work closely with NPS and CRC and prisons.

As has been seen earlier substance misuse was the greatest need identified by YOS through Asset Plus also for the adult IOM cohort and through L&D services. Male SSP data showed that offenders who had a substance misuse issue were more likely to reoffend.

A disproportionate amount of acquisitive crime is committed by people who are taking Class A drugs. Therefore testing people upon arrest for 'trigger[9] offences' is undertaken to direct adult drug misusing offenders into drug treatment and thus reduce offending behaviour.

Data from NSPIS identified that of those tested, 47% tested positive; 51% for cocaine, 40% for both cocaine and opiates and 9% for opiates. Whilst opiate use is small 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. Whilst females were smaller in number they were more likely to test positive than males at 52% compared with 46% of males.
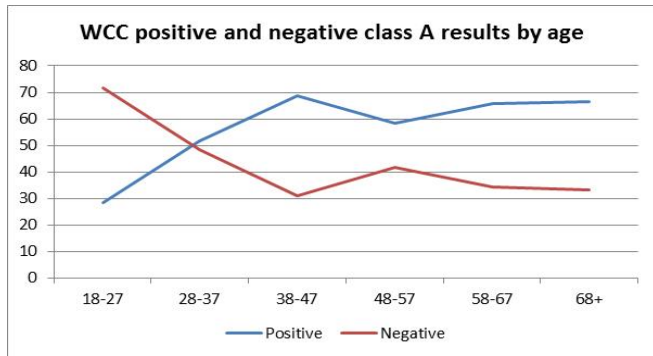
The chart to the left looks at the proportion of people testing positive for Class A drugs by age group. It shows that the peak age range for testing positive is 38-47 and below this age people are less likely to test positive. Whilst the majority of people arrested for a trigger offence were aged between 18 -27 they were least likely to be tested and when they were, less likely to test positive.

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

The top three offences where people were most likely to test positive were for breaches of ASBO/court orders (71%) and theft & handling 53% in particular theft snatch and theft from shops, least likely was fraud (24%).

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 crime[10]. 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 estimates[11] 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 use[12].

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[9] *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.*

[10] *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.*

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

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

Accommodation

The provision of suitable accommodation may not reduce reoffending by itself, but it can be seen as 'a necessary, if not sufficient, condition for the reduction of reoffending[13]'.

Offenders with accommodation problems have been found to be more likely to reoffend[14]. Access to stable accommodation is important in enabling ex-offenders to access employment and training opportunities, which may in turn support their rehabilitation[15]. Accommodation needs can also impact on family relationships and the chances of successful reintegration into the community on release from prison, which are important in reducing reoffending[16]. Accommodation problems have been found to be linked to other offender needs; a survey of prisoners identified greater accommodation-related needs, including homelessness, among prisoners with alcohol or drug problems.

Around a third of prisoners lose their housing on imprisonment. Receiving effective advice and assistance about housing options is essential either prior to or when being remanded or sentenced to custody.

The data from this report shows that in the IOM cohort, accommodation was the second highest need recorded at 59% of the cohort. Police custody data on those eligible to be drug tested showed that 5% of offenders tested in Westminster were of no fixed abode (NFA) and Westminster accounts for 11% of all arrests recorded across London where NFA was recorded. Of note the greatest were recorded in LBHF and account for 16% of all arrests across London. People of NFA were no more likely to test positive for Class A drugs than those arrested for trigger offences. However were significantly less likely to test positive for cocaine. Over one quarter were arrested for theft from shops, 11% possession of class A drugs and 10% for begging. Whilst these offenders were listed as NFA on further examination they were arrested on multiple occasions as residents of boroughs and not always NFA and therefore are responsible for a much greater proportion of crimes than shown.

There were 24 people who had been arrested more than 5 times over the year period accounting for 40% of arrests where the person was listed as being NFA at some point. Three of whom were amongst the most prolific offenders across the Tri-borough. Whilst listed as NFA it is unclear whether these individuals are rough sleepers or in temporary accommodation.

According to the Combined Homelessness and Information Network (CHAIN) a multi-agency database recording information about rough sleepers in London identified that there were 2,857 people seen rough sleeping in Westminster during 2015-16. On average 300 people sleeping rough on Westminster's streets per night. 32% of these rough sleepers are estimated to have been in prison and cross checking the database with the IOM cohort identified that 25% of the IOM cohort were on the CHAIN database.

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[13] Maguire & Nolan (2007) Accommodation and related services for ex-prisoners', in Hucklesby & Hagley Dickenson (Eds) Prisoner Resettlement: Police and Practice, Devon: Willan.

[14] May (1999) Explaining reconviction following a community sentence: the role of social factors, Home Office Research Study 192. London: Home Office; Williams et al (2012a) Accommodation, homelessness and reoffending of prisoners: Results from the Surveying Prisoner Crime Reduction (SPCR) survey, Ministry of Justice Research Summary 3/12: http://www.justice.gov.uk/downloads/publications/research-and-analysis/moj-research/accommodation-homelessness-reoffending-prisoners.pdf

[15] Harper & Chitty (2005) The impact of corrections on reoffending: a review of 'what works', London, Home Office Research Study 291.

[16] Quilgars et al. (2012) Supporting short term prisoners leaving HMP Leeds: Evaluation of the shelter advocacy release team, Centre for Housing Policy, University of York.

The Westminster Rough Sleeping Strategy has set a target that at least 75% of people who are new to rough sleeping don't spend a second night out on the streets. Outreach workers assess the needs of the rough sleepers to find the best route away from the streets for them. Key to the service is addressing the person's health and well-being, with a particular focus on mental health and substance misuse issues.

As we have seen that 25% of the IOM cohort were known on CHAIN which agency takes primacy in dealing with individuals needs? This is important to prevent a duplication of service provision.

Accommodation is a high need amongst the various offender cohorts yet there is no collective commissioning around this need, for example Starting Over sub contract to St Mungo's and the IGU contract St Giles Trust. Would a collective approach around contracting accommodation support be more effective across the cohorts?

For the past 30 years London's housing supply has failed to match household growth, putting even greater demand on the limited housing stock available. A significant proportion of offenders are aged under 35, increasing rents and the further reduction to the welfare cap will make it even more difficult for offenders to access suitable private rented accommodation across the three boroughs.

26% of people accessing L&D services identified accommodation as a need.

Education, Training and Employment (ETE)

As previously detailed 42% of suspects where known were shown to be unemployed. 28% of the IOM cohort identified ETE as a need. Data from the CRC/Probation to September 2015 showed that 57% of Westminster clients had ETE as a criminogenic need compared with 40% of London CRC/Probation clients.

Westminster Council are looking to develop a single employment service for residents with complex and long-term barriers to employment including health and challenging family circumstances, this includes offenders, bringing together a range of mainstream and specialist budgets and functions through co-design, co-commissioning and co-investment agreements with Government and partners. The challenge is to reduce by a third the 10,000 residents who are long-term unemployed within three years. They will do this by building on the Families and Communities Employment Service (FACES) who work with Troubled Families and the IGU and offer a multi-agency approach to supporting parents, families and young people with a criminal record into employment or through other work-related progression routes. This may help to streamline the variety of ETE support and commissioned services to the variety of offender cohorts across the borough. They will be looking to develop a 'hub' model of delivery integrating key service functions such as housing, health and employment advice and support to create a single pathway of support. How will we ensure that the appropriate people are referred to this service and also that there is no duplication in support with the other support strands provided. Can the hub be used to support other needs of offenders who may be accessing these services?

One of the key issues identified from the Youth Resettlement project is the young people above statutory school age who are returning from custody, is to get them placed into ETE as soon as possible. This is often problematic as a release date rarely correlates with the start date for courses.
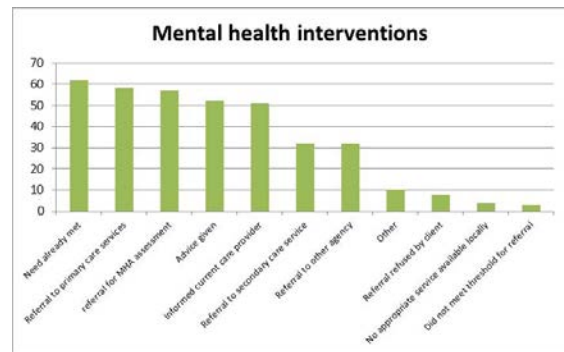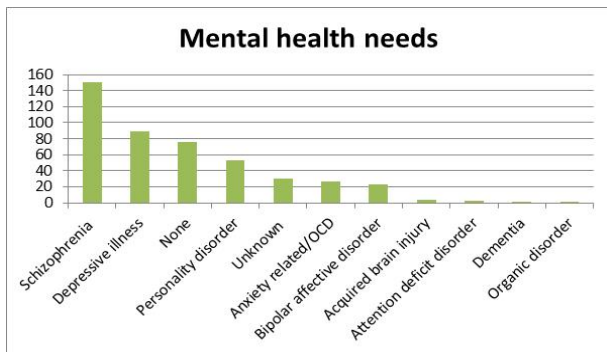
Mental Health

The Mental Health Crisis Care Concordat is a national agreement between services and agencies involved in the care and support of people in crisis this incorporates most statutory members of the Community Safety Partnership. It sets out how organisations will work together better to make sure that people get the help they need when they are having a mental health crisis.

Liaison and Diversion (L&D) services are for all ages and provide cover seven days a week twenty four hours a day. They are available at all points within the adult and youth justice pathway (including but not limited to police custody and courts). They cover a range of health issues and 'vulnerabilities' including mental health, physical health and learning disabilities.

CNWL provide the service for the Tri-borough and are based in the police stations between 8am and 8pm. Data was available from Charing Cross police station and Westminster magistrates' court for quarter 3 and 4 of the first year of the L&D trail site in operation. It represents analysis of 456 people seen by the service.

74% were males and 26% females. This is a greater proportion of females than is normally seen within the criminal justice system, this may be because L&D provide a proactive service for women. Over one third of people were aged 31 – 41, 63% were shown as of White ethnic origin and 13% of black ethnicity, which is much lower levels than normally seen across the CJS.

The table above to the left looks at the mental health needs of people entering police custody. The vast majority of people presented with a mental health need. One third of people presented with schizophrenia and one fifth with depressive illness. The chart above to the right shows the mental health interventions provided.

People can appear in more than one category. For most people the need had already been met i.e. they were already in receipt of a service. Very few people did not meet the threshold for a service or where no appropriate service was available locally. In terms of the outcomes only 5% of clients did not attend the appointment.

Westminster began a dual diagnosis service in April this year. It is run by a team of social workers who deliver substance misuse treatment for those with a mental health diagnosis. They have a small caseload and work jointly with DAWS and The Alcohol Service on a case to case basis.

The IGU has funded a part time Child and Adolescent Mental Health worker for the past two and a half years. The flexible integrated approach of the mental health worker ensures engagement with young people who do not access traditional services. Young people in gangs have been shown to be at increased risk for a range of

mental health conditions. The links between gang affiliation and poor mental health operate in both directions so that youngsters with poor mental health are drawn to gangs but gang involvement leads to poorer mental health. The highest proportion of the cohort was identified as having Conduct Disorder, PTSD and Substance Misuse issues. On average clients received up to 19 interventions each throughout the course of their allocation. Most individual interventions include help with sleep, interventions in behavioural management, cognitive problem solving and post-traumatic stress management.

Data from the Troubled Families team found that 7% (159) families met the crime criteria and only 1% (29) met both the mental health and crime criteria.

A workshop was held at the request of the SWP in August to examine the links between mental health and offending where agencies explained how they work to address mental health. It was identified that although general preventative services should reach all those in society who need support, the focus of dedicated services is largely placed on the mental health of the offender. Improving mental health outcomes is a key strategic aim of the Westminster Health and Wellbeing board for 2017 – 2022 therefore it is important the SWP is kept informed of developments and to assess this impact has upon victims and offenders.

Families

Children who go on to become prolific young offenders typically suffer from harsh or neglectful parenting and develop behaviour difficulties at an early age[17]. Most of these children will be alerted to children's services and classified as Children in Need (CIN) or Child Protection (CP) currently Westminster has 1,150 CIN and 86 CP cases. 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 unfortunately a recent evaluation of the service was unable to evidence this due to limitations with the data. One specific difficulty the programme has faced is getting parents to engage.

Data from the Troubled Families programme showed that there are 2,198 families in Westminster who currently meet the Troubled Families criteria[18] of which 159 have met the crime criteria, that is 7% of the cohort. Data from our SSP programme identified that for the female SSPs only 1 of the 34 women had children and they did not live with her. 29% of the male SSP cohort was identified as having children although 90% of the cohort did not live with the children. For the Starting Over custody referral service over the two years 65 people were referred to family support, other than support with substance misuse this was the greatest service provided.

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[17] 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.
[18] The Troubled Families criteria is that a family needs to meet any two of the following criteria:- Crime or ASB; Children in need of help; out of work or risk of financial exclusion; school attendance; domestic abuse or health problems.

The Youth Resettlement project funded through MOPAC funds was set up to work with Tri-borough young offenders sentenced to custody or on remand in custodial institutions to improve; ETE, resettle back in the community and provide a whole family approach and support through mentors. Over the first two years of the project 38 young people who were released from custody were worked with and 53% (20) have reoffended to date.

The significant cutbacks in the Early Help service may limit the early intervention work that can intervene to help prevent the escalation of crime.

Finance

Support with making benefit claims is important for offenders upon release from prison to prevent reoffending. Only 5% of the IOM cohort identified this as a need. Most services such as L&D, Starting Over, FACES provide support in making benefit claims.

Attitudes/Thinking/Lifestyle

The latest data available from CRC/Probation (to September 2015) on the criminogenic needs of offenders identified, thinking (92%), attitudes (61%) and lifestyle (61%) as the greatest criminogenic needs for Westminster offenders, these were also the highest needs identified across London. In contrast only 15% of the IOM cohort identified these as needs.

The next two categories apply to females only. There is evidence to show that whilst the number of female offenders is small, they often have distinct needs neglected by the criminal justice system which is male oriented. In response to this the CRC include female offenders as a distinct cohort within their delivery model and MOPAC has provided additional funding to the CRC baseline service offer in ten boroughs to test innovation and additionally until March 2018 this includes the Tri-borough.

Abuse

6 of the 34 SSPs worked with by Minerva were identified as having domestic abuse needs and would have been referred to their sister organisation Advance for support. No other details were available on abuse needs of female offenders in Westminster.

Prostitution

Two of the 34 women worked with by Minerva identified as being prostitutes. If issues arise for female offenders they would be referred to the Angelou Partnership.

Recommendations

Prolific offenders

Half of all crime is committed by people who have already been through the criminal justice system and a small proportion of these 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.

This offending group is generally older than the average offender and therefore has entrenched offending behaviour and is responsible for a considerable volume of low level crime in particular shop lifting.

Fundamental to this is addressing the criminogenic needs of these offenders particularly ensuring drug treatment is sought where necessary particularly for opiate users. The second greatest criminogenic need is accommodation. 25% of the IOM cohort were identified on the Rough Sleeping database.

Improve cohort co-ordination

A lot of intensive work is undertaken with the various offender cohorts and a considerable overlap is seen amongst the cohorts monitored and managed across the partnership, not just in the individuals but in the services commissioned to address their criminogenic needs. Greater co-ordination is needed to prevent this silo working to ensure there is no duplication in services provided or commissioned and it is clear which agency/cohort has primary responsibility for managing that individual, to prevent any contradictory approaches to offender management.

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. The simplest way would be to use IDIOM the Home Office case management system which was set up to manage the effectiveness of offenders on the IOM scheme as other cohorts can easily be added to this system.

Non borough offenders

About half of people who offend in Westminster do not live here and a significant proportion are foreign nationals. This is far greater than other boroughs as offenders generally do not travel far to commit crime. 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.

The Strategic IOM board made a number of recommendations to consider including; conduct a scoping exercise to have a better understanding of resources available to IOM offenders in their home borough; holding a workshop with the boroughs who 'import' offenders into Westminster and lobby MOPAC to take ownership of cross border offending.

Foreign nationals are responsible for a large proportion of ASB in particular begging and rough sleeping and theft from shops, enforcement action should continue against this cohort.

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. A challenge to this are the cuts experienced across Early Help and we will need to consider any changes to the YOS. It is anticipated this will be most impacted upon the skilled staff who work with adolescents.

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.

Whilst difficult to achieve, a whole family approach would seek to not only reduce reoffending but also to deliver better life chances for children and families.

Vulnerable victims

While most people and places do not get victimised by crime, those who are victimised consistently face the highest risk of being victimised again. Previous victimisation is the single best predictor of victimisation. It is a better predictor of future victimisation than any other characteristic of crime. 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.

MOPAC assumed responsibility for commissioning victims' services in London in October 2014. MOPAC's strategic ambition is to drive a 'whole system' approach to; support victims of crime to cope and recover; protect vulnerable victims; reduce repeat victimisation and drive victim satisfaction and confidence in the CJS. Whilst maintaining universal provision to victims through Victim Support, a dedicated Children & Young People's Unit and a dedicated Repeat Victims' unit has been established.   In addition a service for international visitors who fall victim to crime when in London was launched in 2015.   A number of key pieces of work are also on-going that will inform future commissioning, i.e. the MOPAC and NHS Sexual Violence and CSE Needs Assessment for London and the Harmful Practices Pilot. MOPAC are also to deliver a pan London 'hub and spoke' Restorative Justice operating model which will be launched in 2016 for two and a half years. It is expected that victims will be at the heart of the refreshed Policing and Crime Plan.

A pan London domestic violence service provides additional Independent Domestic Violence Advocates (IDVAs) and other support workers to plug the gaps in borough provision.   MOPAC also contribute to Rape Crisis Centres and Haven Sexual Assault Referral Centres across London and funding has been committed to these for several more years.

Whilst pan London commissioning of services is welcomed boroughs do not receive any feedback on the impact or who in their communities these services have affected, which would greatly assist in local commissioning.

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, 59% were males and 41% females. Estimated age was known for 78% of victims. Victims are young with 60% of victims aged between 20 to 39 years. This is more pronounced for females with nearly one fifth of victims being aged between 20 – 24 years.
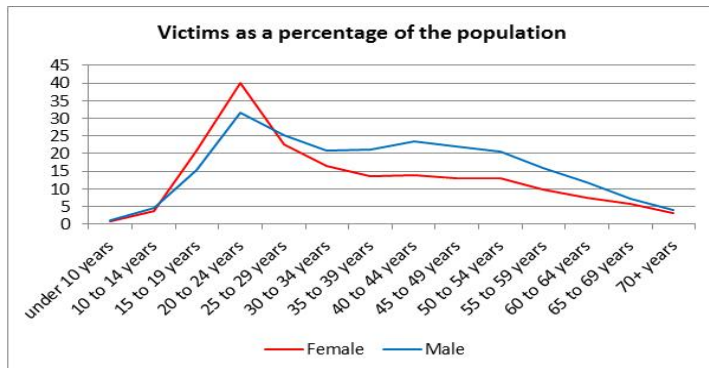
This chart looks at the number of victims by age as a percentage of the local population. What can be clearly seen is people aged 20 – 24 are significantly more likely to be victims of crime than the average population. This is most pronounced for female victims.   It also shows the risk of victimisation increases until 20 – 24 years old and then decreases for both sexes.

Victim age by crime type
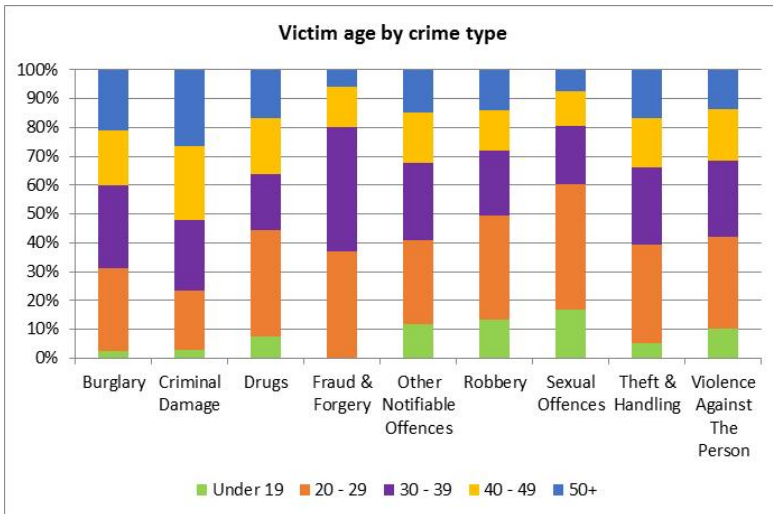
This chart looks at the age of the victim by crime type. It shows young people are much more likely to be victims of sexual offences and robberies. People over 40 are more likely to be victims of criminal damage. Fraud & forgery is most likely to happen to the 30 – 39 age group. Looking at crime by gender shows that 63% of all sexual offences the victim was female, in all other crime types males were more likely to be the victim, this is most notable for robberies that 62% of victims were male.

Ethnicity was only shown in 44% of victims. The breakdown of ethnicity mirrored the borough population. The data showed that people of African/Caribbean and Arabic appearance were more likely to be victims of violence against the person than other victims across Westminster.

Nationality was only known for 20% of victims, where known 55% were shown as UK nationals, 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 China (2.5%). Data was not available to identify whether the victims of crime were borough residents.

Occupation was listed for 38% of victims. 80% were shown as employed, 12% were students, 5% unemployed and 3% retired.

Victim group	1st		2nd		3rd	
Employed	Other theft	20%	Theft from shops	16%	Burglary other building	8%
Unemployed	Other theft	19%	Common Assault	12%	Assault with injury & Harassment	12% each
Student	Other theft	30%	Theft person	22%	Personal property	9%
Retired	Other theft	35%	Theft person	19%	Burglary dwelling	8%

This table looks to see if there is a difference in the crimes people are victims of by occupation. As can be seen, unemployed people

were far more likely to be victims of violent offences, students and retired people were more likely to be victims of other theft and theft person. This highlights that crime prevention messages to prevent thefts should be targeted towards students and the retired. It was not possible from the data provided to identify if the violent offences were domestic violence related or not. It would be useful to look into this further to understand any links between unemployment and the types of violence.

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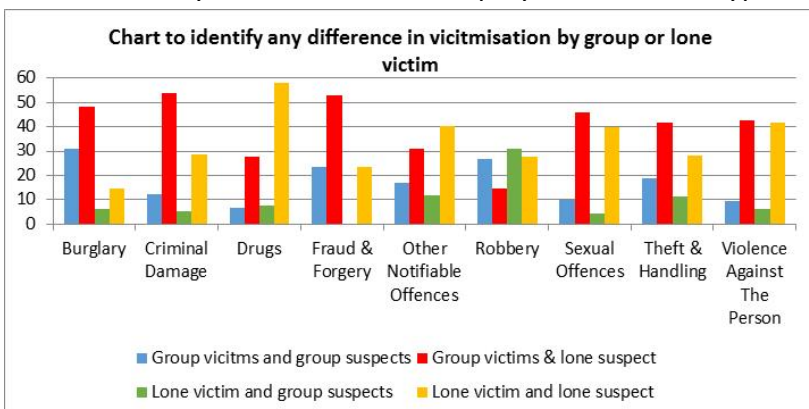
Where known 61% of CRIS offences were committed against lone victims. The chart to the left looks to identify if there are any differences in the crimes that single or multiple victims are subject to or differences in crimes that single or multiple suspects commit. It shows that most offences have group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

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, this was recorded in 81% of CRIS records. Where known 14% of victims were detailed as repeat victims.
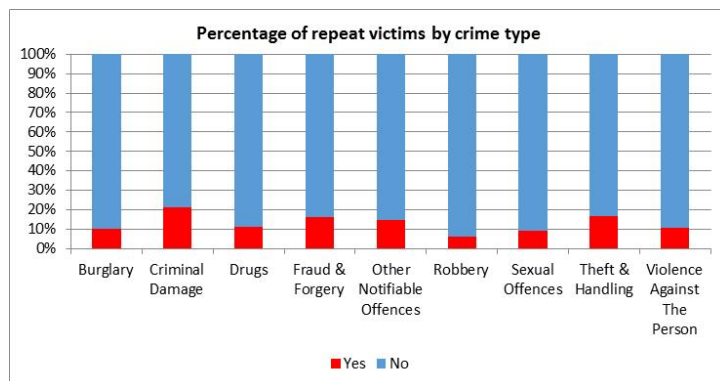
This chart looks at the percentage of repeat and not repeat victims by major crime type. Criminal damage had the greatest amount of repeat victims at 21% followed by theft and handling. Upon further examination it appears that it is the properties that are more likely to be repeat victims than individuals. Whilst robbery had the least amount of repeat victims at 6%.

Looking at offences where the victim is targeted rape and harassment had the highest amount of repeat victims at 15%. Unfortunately data was not available to identify if the repeat victims were victims of domestic violence. From the data provided it is not possible to identify if the repeat victims were repeats of the same offence type. There was no difference between males and females and ethnicity and the levels of repeat victimisation. The percentage of repeat victimisation increased with age. This was most pronounced for other thefts, harassment and common assaults. As we know victimisation is the best predictor of future victimisation, targeting support to young victims would have a greater impact upon reducing future 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 shows the top 5 items for each acquisitive crime type.

Offence	Category 1		Category 2		Category 3		Category 4		Category 5	
Theft from motor vehicle	Currency	8%	Handbag	6%	Property other	5%	Laptop	5%	Mobile Phone	5%
Theft from person	Mobile phone	22%	Currency	17%	Purse Wallet	15%	Credit card	15%	Driving licence	7%
Theft from shops	Menswear	19%	Ladies wear	13%	Cosmetics/toiletries	11%	Property other	7%	Food stuff	6%
Other theft	Currency	13%	Mobile phone	12%	Credit card	11%	Purse	10%	Handbag	7%
Personal robbery	Mobile phone	19%	Currency	17%	Credit card	11%	Watch	11%	Purse	8%
Business robbery	Currency	20%	Alcohol	9%	Mobile phone	9%	Handbag	5%	Property other	5%
Burglary non-residential	Currency	16%	Laptop/Computer	15%	Mobile phone	5%	Credit card	4%	Alcohol	3%
Burglary residential	Jewellery	16%	Laptop/Computer	14%	Currency	11%	Watch	6%	Handbag	4%

Currency and mobile phones and small portable items were the most CRAVED items. This shows that crime prevention messages need to be focussed 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.

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 4 assaults per day in Westminster.
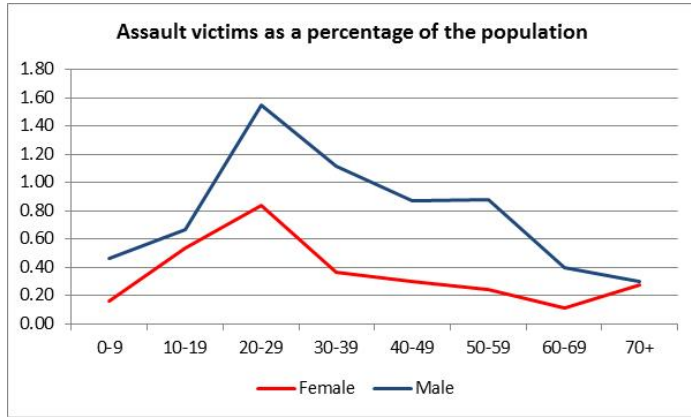

This chart looks at the number of assault victims by age as a percentage of the local population. This shows that males are significantly more at risk of becoming a victim of assault than females and both male and females are at an increased risk of being a victim of assault between the ages of 20 –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

71% of assault victims in Westminster were male, this is greater than across London at 64%.

Assault data is broken down into further categories of stab/gunshot/penetrating trauma. On average there were 5 stab/gunshot/penetrating trauma assaults per month in Westminster. This is the 15th highest across London. 85% of these assaults were against males there was no specific age group more likely to be victims. 6% of the injuries related to guns and 77% to knives.

Domestic Violence

It is estimated that 8.5% of the female population and 4.5% of the male population suffer some form of domestic abuse[19]. On average high risk victims live with domestic abuse for 2.6 years before getting help[20]. The CSEW identified the proportion of adults aged 16 to 59 who were victims of DV in the last year has remained the same. It also identified that 16 – 19 year olds were more likely to be victims of DV than any other age group.
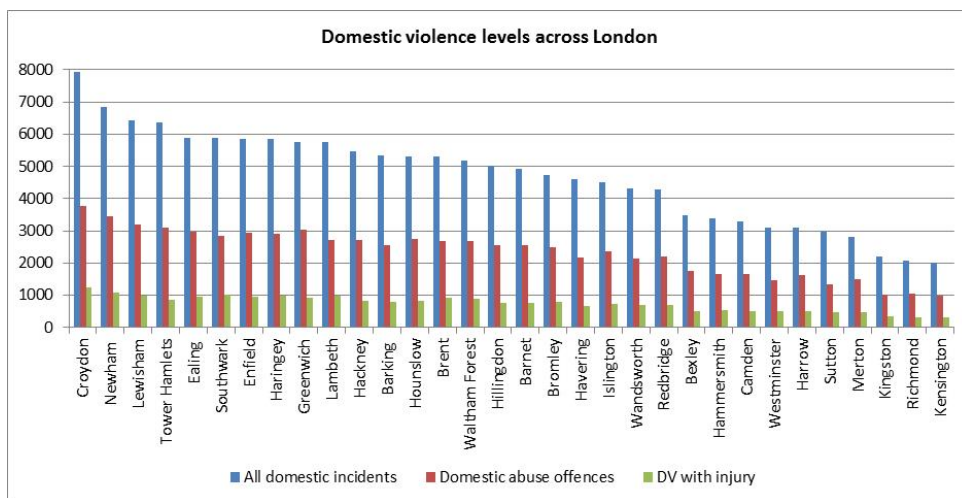
The chart to the right looks at the number of domestic incidents, domestic abuse offences and domestic violence with injury offences per borough across London. There were 3,105 domestic incidents recorded in Westminster from July 2015 to June 2016, 1,477 domestic abuse offences and 513 domestic violence with injury.

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[19] ONS (2015), Crime Survey England and Wales 2013-14. London: Office for National Statistics
[20] SafeLives (2015), Insights IDVA National Dataset 2013-14: Bristol: Safe Lives

All of these offences are in the bottom quartile across London. There is a clear increase in domestic offences in London. In the year to June domestic offences increased by 8.5% compared to the previous year. A slightly greater proportion of domestic abuse offences are violence with intent (35%) compared with across London (32%).

On average 22% of victims of domestic abuse in any given month are repeat victims of this type of abuse.

Of the domestic abuse offences 36% of people were proceeded against compared with 29% across London and 35% in RBKC and 26% in LBHF. Of those proceeded against 60% were charged in Westminster compared with 64% across London and 64% in RBKC and 70% in LBHF. Westminster cautions a greater proportion of DV offenders (39%) than across London (35%) or RBKC (35%) or LBHF (28%).

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. In the year to June 2016 there were 302 cases brought to the MARAC, the numbers have been slowly increasing. Whilst the number of cases has increased the number of repeats[21] has decreased and is 18%. This is considerably lower than nationally at 25%.

Nearly one quarter of referrals came from an IDVA, 16% from the Police and 15% from housing. 61% of cases were from the BME community compared with 15% nationally. 7% of cases were LGBT compared with 1% nationally. 20% had a disability compared with 4% nationally, the proportion of cases with a disability has increased considerably over the last year. 5% of cases were male both locally and nationally. The number of victims aged 16 – 17 was 1% in Westminster compared with 2% nationally.

Starting In early 2015, the Tri-borough co-commissioned what were previously a dozen or more separately held and managed services to tackle domestic abuse to create two shared services covering front line support and coordination of criminal justice and MARAC processes.

Violence Against Women and Girls (VAWG)

Front line specialist support for survivors and their families is being delivered by the Angelou Partnership and Standing Together coordinate the MARAC conferences and two domestic violence courts including one at Westminster Magistrates court.

A Tri-borough VAWG strategy is in place and details how the Partnership will deliver a coordinated community response to VAWG the strategy is subject to regular reviews and consideration by the VAWG Strategic Board. The Board is influenced by six operational groups that each have a coordinator and a chair and work to detailed action plans based on the seven strategic commitments; housing; specialist services; children and health; risk and review; harmful practices and modern slavery and exploitation.

Angelou performance data over the year to July 2016 showed there were 1,107 referrals to Westminster most were self-referrals (21%) followed by MARAC (18%) and the police (15%). 18% of these referrals were repeats.

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[21] A repeat MARAC case is one which has been previously referred to MARAC at some point in the 12 months from the date of the last referral.

Support accessed by service users	% WCC
Domestic Abuse	88
Sexual Violence	12
Harmful and Cultural Practices	3
Stalking and Harassment	3
Child Sexual Exploitation	3
Sexual Exploitation	1
Trafficking and Prostitution	1

This table looks at the types of support most accessed as can be seen the vast majority required domestic abuse support. 68% of those accessing services were from ethnic minority backgrounds. Nearly one third of survivors were aged between 26 to 35. Only 1% were male, which is lower than the proportion of males referred to the MARAC. 18% were identified as having a mental health issue/need, 7% a physical disability and 2% a learning disability.

The majority of survivors had children most of whom were aged 0 – 5 years. As adults, children who have witnessed violence and abuse are more likely to become involved in a violent and abusive relationship themselves. Children tend to copy the behaviour of their parents. Boys learn from their fathers to be violent to women. Girls learn from their mothers that violence is to be expected and something you just have to put up with[22].

MOPAC funding is used support this delivery and is match funded locally. Targets were set which determine if the funding through MOPAC is received they include;

- Percentage of domestic abuse cases where the Partnership was able to reduce the assessed risk at point of case closure, Target 82% actual 84%;
- Percentage of women reporting increased safety and feelings of safety, target 82% actual 84%; and
- Women report a reduction in abuse due to support and advice received, target 78% actual 93%.

Also monitored is the percentage of defendants convicted at the DDVC in Westminster which increased to 73% in 2015/16 from 63% in 2014/15. Percentage of defendants who make early guilty pleas at the DDVC in Westminster, this increased to 45% in 2015/16 from 27% in 2014/15.

Services victims referred/signposted to	No.
Other agency within Angelou Partnership	216
Other	143
Solicitors	101
Counselling	82
MARAC	57
Housing/Accommodation Services	54
Victim Support	47
IDVA service in another borough	42
Refuge	42
Rape Crisis Service	41
Family and Children Services	36
Sanctuary Scheme	27
Therapeutic Services	27
Adult Social Care	16
Other Risk Management Group	12
Witness service	11
Drug and Alcohol Services	6

Area of advise/ support provided:	No.
Health and well-being	335
Accommodation and Housing	260
Children and Families	86
DIY Injunctions and non molestation orders	57
Support giving statements/ Criminal Justice Process	47
Welfare and Benefits	46
Immigration	42
No recourse to public funds	37
Support at Criminal Court	9

These tables look at the types of services referred to and the type of advice required. As can be seen most victims are signposted to other agencies within the Angelou Partnership evidencing that this service is addressing most of the victim's needs. Most victims required support around Health and well-being, unfortunately no further details are available as to the type of support.

[22] http://www.rcpsych.ac.uk/healthadvice/parentsandyouthinfo/parentscarers/domesticviolence.aspx

Early intervention

An additional £187,500 of funds for one year was secured from MOPAC to support victims (£160K) and restorative justice (£27.5K) in the YOS across the Tri-borough. This money was used to fund a seconded Victim Support worker to undertake one on one and group work, to provide training for young people to improve their social and emotional skills. Students from the Tri-borough Alternative Provision (TBAP) schools were identified and received either one to one or small group work. Speakers were brought in to address issues such as victimhood and crime awareness, substance misuse, domestic violence and healthy relationships which were delivered across the schools. Staff from TBAP and some students were identified and commenced training in conflict resolution and supporting victims, by equipping staff and students with the ability to deal with conflict in a more constructive way, the whole school adoption of restorative approaches will have a positive impact on relationships within the school and on student behaviour in and out of school.

Preliminary feedback has shown has 88% stated that 'I can use the information presented to me to help keep me safe'. The funds were also used to support frequently missing or absent from home or school.

The RJ funding was used to provide additional promotional material and additional sessional RJ workers were employed. This is short term funding. When such funding opportunities arise we need to be in a position to able to identify quickly what are our needs and gaps in service provision should any future funding pots arise.

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. Local analysis shows that children who go missing 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. A small proportion of children are responsible for the majority of incidents. As shown in the last strategic assessment there is considerable overlap amongst these cohorts and many had both been victims and offenders. Instead of having teams set up to monitor and support these different cohorts it may be more efficient to co-ordinate or combine these teams together into a vulnerable young person unit. Research has evidenced that offenders are more likely than non-offenders to be victims and victims are more likely than non-victims to be offenders. This would support the rationale that a vulnerable person unit be focused upon those individuals who are at risk of becoming victims or offenders.

Recommendations

Repeat Victims

Reducing repeat victimisation should be at the heart of any action taken to work with victims, as we know previous victimisation is the single best predictor of victimisation. Police data showed that 14% of victims of crime had been repeat victims within the last 12 months and the rate of victimisation increased with age, therefore concentrating resources on this cohort will have the greatest impact upon reducing future victimisation. Regular analysis needs to be undertaken to identify these repeat victims and to ensure support/action is taken to prevent further victimisation. A greater understanding of the support provided to

these victims via the pan London MOPAC commissioned services is needed to ensure their needs are met and to identify any gaps in provision.

Domestic violence has the highest repeat victimisation rate at 22% so work should continue to focus upon this group of victims. Good results are being seen by our commissioned services in that victims have experienced a 93% reduction in abuse due to the support and advice received. The Tri-borough has the option to extend this contract for a further two years, so consideration should be given if future MOPAC funding should be used to do this.

The percentage of repeat victimisation increased with age further work needs to be done to identify this highly victimised cohort to develop appropriate crime prevention and reduction strategies.

Work is being undertaken across the partnership to address repeat ASB victims and repeat missing children by both the police and the local authority. 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. This should be achieved through the changes to governance structure in the SWP via a dedicated Victims sub group.

Early intervention/Prevention
The data shows that young people aged 20 – 24 were disproportionately more likely to become victims of crime than any other age group. If we can intervene prior to this, greater impact could be made upon reducing victimisation. Evidence clearly shows there are a number of indicators that help to identify young people who are vulnerable to becoming victims of crime. 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.
We should utilise this data to target those individuals to help prevent victimisation in later life and other associated difficulties that can lead to high cost interventions such as, mental health issues, substance misuse, domestic abuse and offending. A significant challenge to this is the significant cuts that have been made to the Early Help services.

Problematic locations

Crime is not uniformly distributed therefore concentrating resources on high crime areas will have a greater impact upon reducing crime in Westminster.
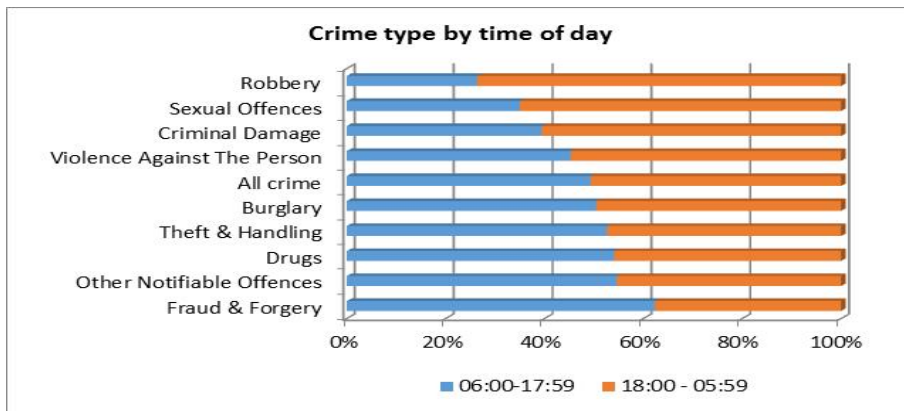
Where is crime and ASB concentrated within Westminster?
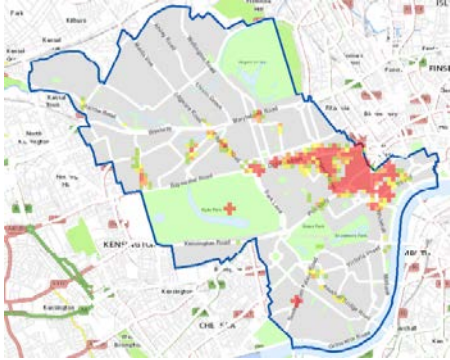
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The map to the left shows crime is very localised, within Westminster over half of all crime is within two of the twenty wards, 29% in the West End and 23% in St James's. These two wards are also the highest crime wards across London accounting for 4% of all London's crime. This disparity is most pronounced for theft offences where 3.4% of all MPS offences occurred in West End ward.

Aoristic[23] 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 and a peak between 15:00 to 20:00 hours.

This chart looks at the major crime types and looks to see if there is any notable difference between offences that occur in the day time to those in the evening. The chart shows an even split for all crime. Distinct differences include 74% of robberies occurring in the evening and 65% of sexual offences.

The maps below show the hotspots and temporal distribution of crime and ASB from other partnership data sources to identify any discrepancies or similarities with the crime profile.

Anti- Social Behaviour
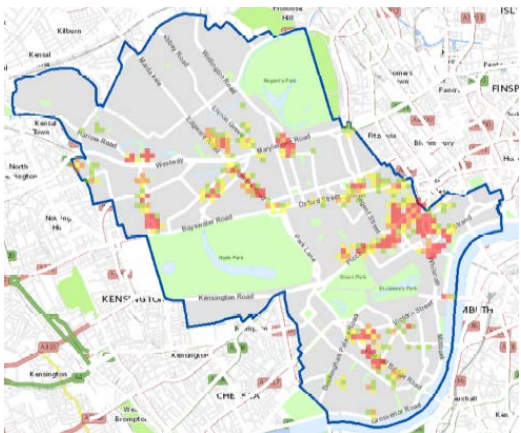
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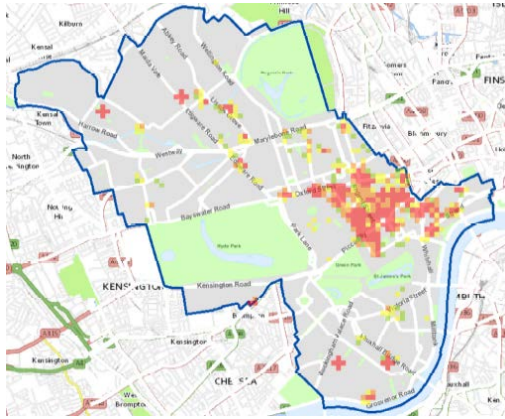
HOUR	Mon	Tue	Wed	Thu	Fri	Sat	Sun	TOTAL
00:00	26	32	36	33	35	51	55	268
01:00	27	25	20	24	27	36	56	215
02:00	23	13	13	23	20	29	46	167
03:00	11	12	9	11	16	38	32	129
04:00	6	10	8	12	18	22	19	95
05:00	9	12	5	12	15	18	22	93
06:00	19	18	16	13	18	14	13	111
07:00	19	26	23	33	26	16	9	152
08:00	33	35	38	40	40	24	23	233
09:00	43	49	40	47	48	22	25	274
10:00	45	45	34	35	35	35	22	251
11:00	37	49	41	53	36	32	25	273
12:00	41	35	36	37	46	46	28	269
13:00	47	50	42	46	33	44	31	293
14:00	46	47	55	39	36	50	28	301
15:00	42	37	50	36	57	46	39	307
16:00	49	40	46	72	53	49	46	355
17:00	55	52	55	47	64	41	46	360
18:00	55	40	45	58	66	52	42	358
19:00	45	48	47	54	47	45	43	329
20:00	49	41	54	54	55	49	51	353
21:00	46	48	51	56	58	44	44	347
22:00	43	34	51	44	62	55	41	330
23:00	53	38	44	36	53	53	37	314
TOTAL	869	836	859	915	964	911	823	6177

Police ASB data from DARIS for Jan to June 2016 shows that most ASB (9%) is located in Strand and Whitehall Safer Neighbourhood Team (SNT) and (7%) in Mayfair and St James SNT area. In relation to temporal analysis there are no significant times for incidents with 17:00 to 18:59 accounting for 12% of all incidents and Friday a slight peak at 16% of incidents.

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[23] 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.

No updated data was available from the London Analyst Support site on BTP and TfL incidents, previous data showed 60% of all TfL incidents were in St James and West End wards and Victoria station had the highest level of BTP incidents in London accounting for 33% of all incidents at Westminster stations.

London Fire Brigade Incidents July 2015 to June 2016

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HOUR	Mon	Tue	Wed	Thu	Fri	Sat	Sun	TOTAL
00:00	29	42	33	27	30	40	42	243
01:00	19	19	25	32	40	33	28	196
02:00	20	20	14	22	23	27	37	163
03:00	18	22	19	27	20	27	14	147
04:00	13	17	12	34	14	12	26	128
05:00	18	20	16	25	18	20	17	134
06:00	21	27	16	28	23	30	17	162
07:00	46	43	33	43	29	17	25	236
08:00	52	56	56	57	43	32	40	336
09:00	62	61	65	69	74	54	39	424
10:00	76	64	66	68	57	44	52	427
11:00	65	74	68	71	61	53	43	435
12:00	59	58	66	60	63	59	52	417
13:00	42	56	62	67	58	57	40	382
14:00	39	50	63	49	57	49	52	359
15:00	55	52	55	63	65	61	60	411
16:00	42	56	38	56	58	48	38	336
17:00	54	52	67	62	59	50	57	401
18:00	62	69	75	69	46	53	63	437
19:00	68	55	66	76	51	58	67	441
20:00	61	57	49	64	76	66	59	432
21:00	32	47	65	49	31	48	41	313
22:00	43	33	53	51	44	53	51	328
23:00	38	30	45	37	32	46	33	261
TOTAL	1034	1080	1127	1206	1072	1037	993	7549

43% of incidents remain located in West End (24%) and St James's (19%) ward. Thursday saw a slight peak in incidents. On average there were 21 incidents a day, a slight increase from the last strategic assessment (19). 11% of incidents were primary (6%) or secondary fires (5%). 65% of incidents were linked to fire alarms. 46% of incidents were described as non-residential and 37% dwelling.

London Ambulance Assaults July 2015 to June 2016

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Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	TOTAL
00:00	10	13	9	21	19	25	23	120
01:00	10	10	6	3	17	20	30	96
02:00	12	10	14	12	19	28	26	121
03:00	7	15	16	18	19	32	42	149
04:00	5	6	5	10	18	32	19	95
05:00	3	3	3	6	3	10	10	38
06:00	3	2	4	3	8	10	8	38
07:00	5	3	1	2	3	8	6	28
08:00	2	4	5	3	5	1	3	23
09:00		3	3	5	6	4	4	25
10:00	3	6	2	5	7	3	8	34
11:00	8	2	7	8	9	1	5	40
12:00	2	5	5	9	9	4	3	37
13:00	7	2	7	6	9	5	7	43
14:00	6	4	6	12	5	9	10	52
15:00	10	11	9	6	12	6	4	58
16:00	14	7	11	12	9	4	9	66
17:00	5	11	2	3	5	5	5	36
18:00	7	9	6	12	9	12	12	67
19:00	6	9	9	6	12	17	6	65
20:00	11	13	10	14	11	16	12	87
21:00	9	9	16	16	10	13	9	82
22:00	11	10	15	14	17	16	16	99
23:00	6	10	11	15	22	28	10	102
TOTAL	162	177	182	221	263	309	287	1601

30% of incidents occurred between 00:00 to 03:59 hours most in the early hours of Saturday and Sunday morning. 46% of incidents occurred within two wards St James's (26%) and West End (20%).

All of these crime/ASB related data sets identify the same hotspot areas of the borough namely the West end and St James's wards, yet have different temporal profiles.

Looking at crime at lower geographical area i.e. at LSOA[24] you can see just how concentrated crime is. Three LSOA's contain 28% 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. 41% LSOAs (53) have less than 10 crimes per month. Therefore targeting resources in these three crime concentrated areas will have a

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[24] LSOA = Lower Super Output Area is a geographic area that contains a mean population of 1,500.

significant impact upon reducing overall crime levels. Below provides a brief overview of the crime within these small geographies.

E01033595 West End ward
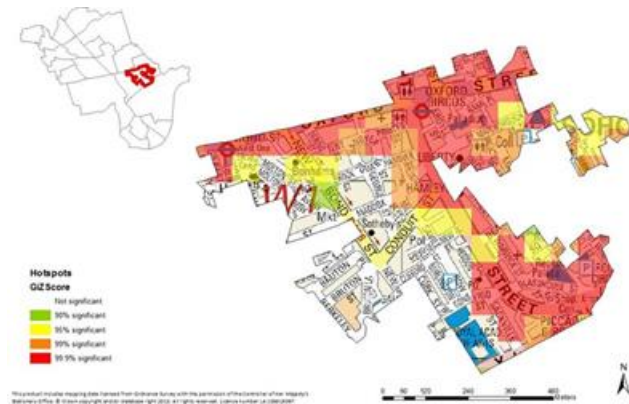
11% of all crime in Westminster falls within this area. 75% of all crime in this area (14% of WCC) is theft and handling compared with 57% across Westminster. This is made up of other theft 38% (11% of all WCC), theft from shops 33% (30% of all WCC) and other theft person 25% (16% of all WCC). 15% of all crime in this area is Violence against the person which is a much lower proportion than across Westminster (21%) despite the lower proportion the LSOA has of VAP it is still the third highest LSOA for VAP across Westminster. This was also the highest LSOA for burglary and third highest for robbery and criminal damage.

E01004734 St James's ward
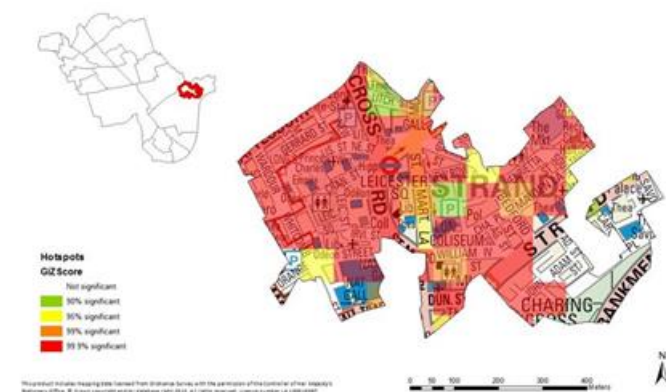
9% of all crime in Westminster falls within this area. 56% of all crime in this area is theft and handling of which 54% if other theft and 33% theft person, 31% of all crime in this small area is violence against the person which is the highest concentration across Westminster, accounting for 11% of all VAP across Westminster and has the highest concentration of all VAP crime types except Offensive Weapon where it ranks second highest. It has the highest criminal damage and drugs offences and second highest robbery levels, and third highest burglary across Westminster.

E01004763 West End ward
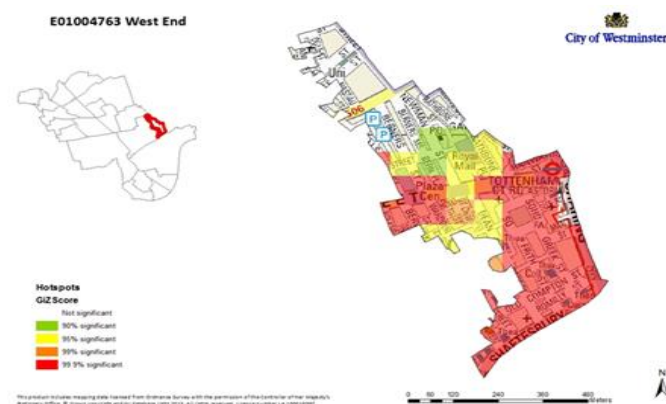
8% of all crime in Westminster falls within this area. 9% of all theft and handling across Westminster is located here. This accounts for 65% of all crimes in this location. Of which 47% is other theft (9% of all other theft in WCC) and 34% is theft person (15% of all theft person in WCC). 22% of all crime in this area is VAP. This LSOA has the highest level of robbery accounting for 12% of all robberies across Westminster and the second highest level of burglaries, criminal damage, theft and handling and drugs.

As can be seen crime is very localised and therefore tactics to reduce crime can be concentrated in very small areas to have a significant overall impact.
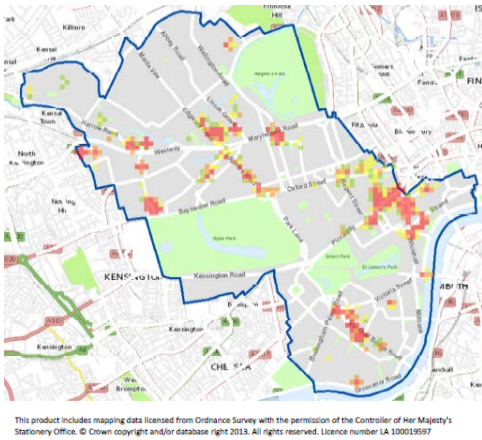
Anti-social behaviour

Combatting ASB uses a variety of partnership resources and can have a significant impact upon the quality of victim's and resident's lives. ASB is not just recorded by the police, but also the Local Authority and City West Homes. This section looks at ASB data from the police and local authority.

The table below looks at police recorded ASB from January to June 2016. Rowdy or inconsiderate behaviour makes up nearly half of all ASB incidents and begging/vagrancy.
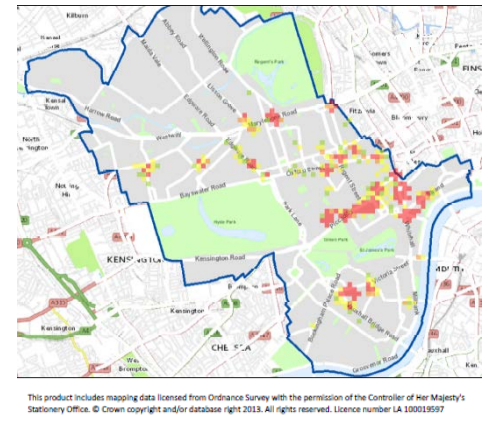
20% of all rowdy and inconsiderate incidents are within St James's ward and 17% in the West End. Begging and vagrancy incidents are even more concentrated with 32% in St James's ward and 26% in West End ward.

Rowdy inconsiderate behaviour

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ASB category	No.	%
Rowdy or Inconsiderate Behaviour	2450	46
Begging/Vagrancy	1775	33
Noise	343	6
Rowdy / Nuisance Neighbours	336	6
Veh Nuisance / Inappropriate Use	162	3
Prostitution Related Activity	112	2
Street Drinking	59	1
Trespass	44	1
Littering / Drugs Paraphernalia	32	1
Veh abandoned - Not stolen	27	1
Animal Problems	9	0
Fireworks	6	0

Begging/vagrancy

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ASB Category	No.	%
Noise	16312	46%
Abandoned Waste	15927	45%
Enforcement	2177	6%
Dog Fouling	823	2%
Abandoned Vehicles	73	0%

The local authority record data in relation to public realm/environmental related ASB. This table shows the volume over 2015. Noise issues had the greatest volume and reports have increased over the last few years. In particular this has been linked to an increase in busking complaints, which began after an increased focus on busking across central Westminster.

22% of noise complaints were located in West End ward and 15% in St James's.   Residential noise complaints comprise almost half of the total noise complaints. Though residential noise is the most reported noise issue, residents have identified building site noise as the noise type they are most concerned about (15%).

Abandoned waste is the second most reported public realm/environmental issue by volume and residents have regularly reported this as one of their biggest concerns in the City Survey (19%). Abandoned waste type requests also account for the highest proportion of Local Authority City Management taskings. The top two wards for abandoned waste reports was West End and St James's wards accounting for 36% of all reports. The maps below look at the spatial pattern of noise and abandoned waste hotspots.
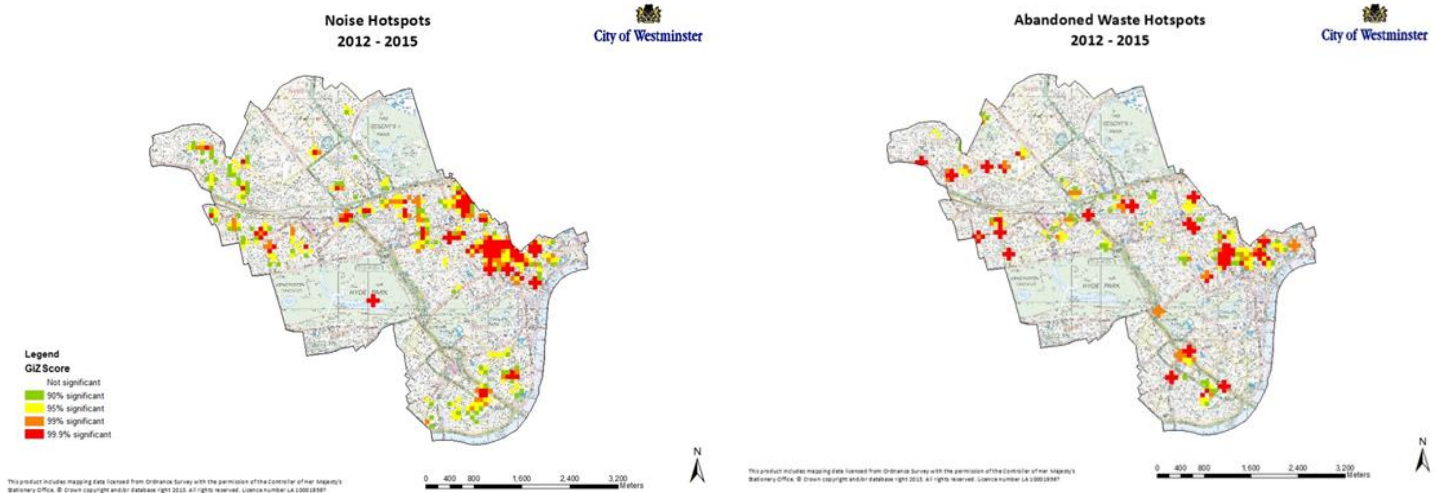
The local authority is improving upon its collation of environmental/public realm ASB data through utilising business intelligence to enable resources to be tasked more effectively across the borough. Through looking at the volume of all ASB data provided this would necessitate prioritising abandoned waste and noise in all wards.

WARD	Volume priority	In the top 3 ranked issue across Westminster
Abbey Road	Rowdy or Inconsiderate Behaviour	Abandoned vehicles
Bayswater	Rowdy or Inconsiderate Behaviour	Neighbourhood nuisance
Bryanston and Dorset Square	Rowdy or Inconsiderate Behaviour	Prostitution & animal problems
Church Street	Rowdy or Inconsiderate Behaviour	Neighbourhood nuisance
Churchill	Rowdy or Inconsiderate Behaviour	
Harrow Road	Rowdy or Inconsiderate Behaviour	Dog fouling
Hyde Park	Rowdy or Inconsiderate Behaviour	Prostitution & littering/drug paraphenalia
Knightsbridge and Belgravia	Begging/Vagrancy	Animal problems
Lancaster Gate	Rowdy or Inconsiderate Behaviour	Abandoned vehicles
Little Venice	Rowdy or Inconsiderate Behaviour	
Maida Vale	Rowdy or Inconsiderate Behaviour	
Marylebone High Street	Begging/Vagrancy	Littering drug/paraphenalia
Queen's Park	Rowdy or Inconsiderate Behaviour	Neighbourhood nuisance, vehicle nuisance
Regent's Park	Rowdy or Inconsiderate Behaviour	Abandoned vehicles
St James's	Begging/Vagrancy	All issues high except neighbourhood nuisance, prostituion & abandoned vehicle
Tachbrook	Rowdy or Inconsiderate Behaviour	
Vincent Square	Begging/Vagrancy	
Warwick	Rowdy or Inconsiderate Behaviour	
West End	Begging/Vagrancy	All but fireworks, animal problems, neighbour nuisance
Westbourne	Rowdy or Inconsiderate Behaviour	Abandoned vehicles, vehicle nuisance, animal problems & street drinking

This table looks to identify other ward based ASB issues. The volume priority column shows the third highest volume ASB type for each ward. The other column looks at the ranking of all each ASB issue across Westminster by ward and listed includes any issue that was ranked in the top three wards. Those boroughs left blank did not have any issue ranked in their ward ranked in the top three.

As data collation is improved this will enable a greater refinement of priority selection. Of note this only selects priorities based upon volume the next section looks at selecting priority areas based instead upon rates of incidents and socio demographic factors or the vulnerability of the area.

Vulnerable locations

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 combined[25].

Footfall[26] 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 with levels of crime and ASB. This data shows that West End and St James' wards are the highest crime areas linked to the volume of people and thus crime opportunities they attract as concentrated business and entertainment areas.

Analysis of crime rate by footfall showed that Churchill, Lancaster Gate and Bayswater had the highest rates of crime, and for ASB Church Street, and Churchill wards.

Changes in daily and residential population levels within Westminster will impact upon future crime and ASB levels. GLA data shows over the next twenty years an additional 80,000 employee jobs will be created in Westminster. Westminster also has the second highest local authority projected percentage growth in population between 2008 to 2018.

In contrast changing retail practices i.e. the rise of internet shopping may see a reduction in footfall in the West End and particularly along Oxford Street. Data is inconclusive as to whether the introduction of the 24 tube will increase crime levels in Westminster or displace crimes to further along the tube line.

Vulnerable localities index
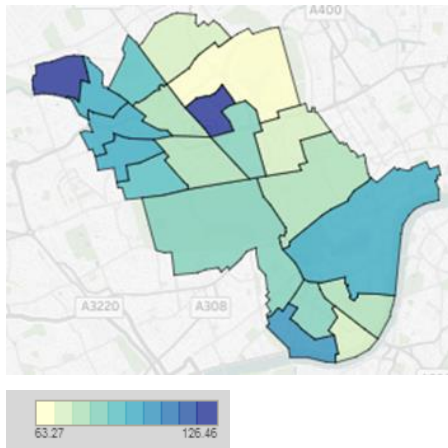
The map to the left was taken from the MOPAC 2016 London Landscape and calculates the vulnerable localities index (VLI[27]). The VLI is used to identify priority neighbourhoods
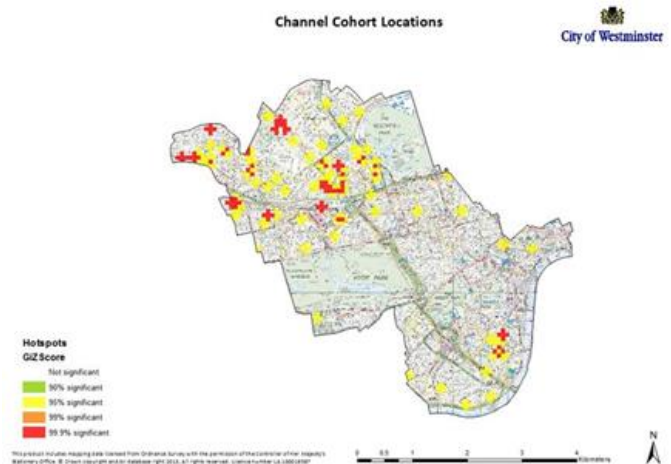
that are places experiencing high levels of crime in residential areas, alongside problems of deprivation and demographic factors that influence the area's poor sense of community cohesion. 100 is the average VLI ward score across London. Four wards in Westminster had a score of greater than 100; Church Street (126), Queen's Park (125), Churchill (102) and Harrow Road (101). These four wards only account for 13% of the boroughs ASB incidents and 8% of its crime. The ward with the lowest VLI score was Regent's Park at 63. Since the VLI was last updated in 2015 both Church Street and Queens Park wards VLI increased. Churchill

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[25] GLA 2014

[26] Data taken from Local Economic Assessment 2016

[27] 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.

remained the same. In contrast the map to the right looks at Channel referrals received since 2012 this programme is aimed to identify vulnerable individuals who are at risk of being drawn into terrorist related activities and clearly shows a greater correlation with the VLI than the high crime areas of the borough.

Of note despite the West End (79) and St James's (95) having by far the most recorded crime across London they had less than the London average VLI scores. The VLI helps to identify the different ways in which areas can be prioritised.

Recommendations

High crime areas

Nearly half of all crime and ASB incidents are located within West End and St James's wards. Concentrating resources in these areas will have the greatest impact upon reducing crime volumes across the borough. Crime can be targeted at even more localised areas as nearly one third is concentrated in just three LSOA's.

The greatest impact would be achieved by focusing upon targeting theft in West End ward E01033595, violence against the person in St James ward E01004734 and other theft/theft person in West End E01004763.

Antisocial behaviour

Significant partnership resources are utilised to tackle the large volume of ASB incidents across the borough, as with crime, most is located in the West End and St James's ward and almost three quarters of reports are for noise and abandoned waste, making these clear priority ASB issues across the borough. If these were universally addressed more ward based focus could look at the issues listed on page 39.

Improvements in the use of business intelligence need to be prioritised to ensure that resources across the partnership are intelligence led to focus upon reducing ASB in the most concentrated areas and the issues of most concern to the partnership.

Vulnerable locations

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 namely Church Street and Queen's Park where more area based initiatives should be directed. This would also link into borough wide initiatives such as Prevent.

Strategic Priorities/Recommendations

This report has used a problem oriented approach to assist in identifying the crime and ASB priorities for the SWP for 2017/18. 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.

The priorities chosen will be used to identify where MOPAC funding should be spent and also where partnership resources should be concentrated. As resources continue to be cut across the partnership it is imperative that they are directed in an evidenced based way that will have the greatest impact upon reducing crime and improving safety within Westminster.

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, which is focusing upon higher cost issues such as violent crime which can have a significant impact upon the victim?   Identifying the overarching aim will make it easier for the partnership to identify the priority areas to focus upon.

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. The data presented has evidenced a notable overlap in cohorts for both offenders and victims and in the services commissioned to support their needs. To prevent silo working and to improve the commissioning of services to address their needs the SWP should consider developing a vulnerable young person's unit which would address the needs to people aged below 25 who are at an increased risk of becoming both victims and offenders of crime. This could be achieved through expanding the remit of the IGU.

Repeat victims

Reducing repeat victimisation should be at the heart of any action taken to work with victims, as we know previous victimisation is the single best predictor of victimisation. Domestic violence has the highest repeat victimisation rate so is fundamental to reducing repeat victims. Services have been commissioned across the Tri-borough supported by MOPAC funding and have the option to be extended for a further two years. This should be considered if future MOPAC funding allows.

A more co-ordinated approach is required to ensure all repeat victims are identified and their needs addressed.   Greater clarity of the victim's services commissioned by MOPAC and how victims within Westminster have been supported will assist with this. Whilst across the partnership work is taken to work with some repeat victims, i.e. ASB and missing children and domestic violence this is not achieved for all.

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 identify and work with

these prolific offenders. For those offenders willing to change, resources need to be directed towards addressing their criminogenic needs centred on support with substance misuse and accommodation.

Improve cohort co-ordination

Co-ordination needs to be improved across the partnership in relation to the various offender cohorts worked with as there is a notable overlap. This is to prevent silo working and to ensure there is no duplication in services provided or commissioned. So there is clarity about which agency/cohort has primary responsibility for managing that individual, to prevent contradictory approaches to offender management.

Standardised evaluation across the partnership would enable comparative assessments to be made about the effectiveness of the different cohort management to evidence what works.

Non borough 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. We should consider working more closely with boroughs with the greatest influx of offenders to reduce this impact.

Enforcement activity targeted around foreign nationals who commit a disproportionate amount of crime and ASB should continue.

High crime locations

Nearly one third of all crime within Westminster is located within three LSOA's of the borough. Targeting resources in these areas will have a significant impact upon reducing the volume of crime across Westminster.

Vulnerable locations

Developing area based work in the borough in the most vulnerable wards namely Church Street and Queen's Park would enable resources to be directed towards the most vulnerable communities in the borough.

Counter Terrorism

The national security threat level for International Terrorism remains at severe meaning an attack is highly likely therefore it would be prudent to retain countering terrorism and radicalisation as a priority of the SWP.

There are a number of significant challenges to reducing crime and disorder within Westminster. The high population churn means crime prevention work needs to be continually refreshed. As savings continue to be required across the public sector, the partnership must be alert service cuts and the impact it may have on reducing crime and disorder in Westminster. The review of the police borough command unit structure may dictate closer working with another borough. In contrast Hammersmith and Fulham council no longer wish to commission any new services with the Tri-borough. These challenges make it more important than ever to work together as a partnership in an evidenced based way to reduce crime and disorder in Westminster.

Appendix – Data Sources

DATA	SOURCE	LIMITS/CAVEATS
Crime Reporting Information System (CRIS)	Metropolitan Police Service	Data on DV flagged information not provided. Unable to identify the level the volume of individuals who are repeat victims. Data on borough of residence not provided.
Computer Aided Despatch (CAD)	Metropolitan Police Service	Data is confined to temporal and spatial analysis.
AssetPlus	Youth Offending Service	
British Transport Police incidents	GLA Safe Stats	Data only available up to the end of 2015
Police Custody data	Metropolitan Police Service	Only available for those who were eligible to be tested for Class A drugs
Probation/CRC data	GLA Safe Stats	Data only available up to September 2015
London Ambulance Service assaults/alcohol and drugs overdoses	GLA Safe Stats	
Transport for London incidents	GLA Safe Stats	Data only available up to the end of 2015
Fire data	GLA Safe Stats	
City Survey	Westminster City Council	Only based upon 1,000 residents
NSPIS Custody DTR data	Metropolitan Police Service	
Census Data	Office of National Statistics	