



MOPAC



City of Westminster

Safer Westminster Partnership

Strategic Assessment

September 2018



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Executive Summary

This Strategic Assessment is produced as a requirement of the Police and Justice Act 2006, on behalf of the responsible authorities¹ for the Safer Westminster Partnership (SWP). It aims to identify the key crime and anti-social behaviour (ASB) issues affecting the borough and to make recommendations on priorities for the SWP for 2019/20.

Crime continues to rise in Westminster at a greater rate than across London. There were on average 14 more victims of crime a day than the previous year. Whilst some of the increases can be attributed to improvements in police recording practices, not all can. Of particular concern are increases in 'high harm' crimes namely domestic abuse, sexual abuse and hate crime, which can have profound long term affects upon the victims and in turn high costs to the partnership. Coupled with increasing crime levels, is a decrease in the number of crimes 'solved' from 14.2% to 10.6%. Despite this, public confidence and feelings of safety have increased.

The West End and St James's wards are not just the hotspots of crime and disorder for Westminster, but also across London. Crime is even more concentrated within these two wards. One third of all crime in Westminster is located in just 4 of the borough's 128 LSOA²s in the West End and St James's. Evidencing the importance of concentrating resources in these high crime areas.

This area is also the concentration of incidents recorded by British Transport Police, London Fire Brigade and the London Ambulance Service. The crime and incident levels in these areas are closely correlated with the high footfall and in the opportunities this presents.

Vulnerability to crime and ASB is becoming increasingly concentrated within certain places and among certain individuals. Despite increasing crime across the borough, the 'vulnerability to crime profile score' has reduced across the borough. Four wards in Westminster are defined as having greater than the London average level of vulnerabilities to crime. Church Street remains the most vulnerable.

Troubled Families data further evidences the vulnerability of Church Street and Queen's Park wards. It highlights the myriad of other services these complex families are known to and the extent of their vulnerabilities. 75% of the families with a recent criminal history, are known to Early Help. Emphasising the importance early intervention can play in preventing intergenerational transmission of criminal behaviour.

Previous victimisation is the single best predictor of future victimisation than any other characteristic of crime. Across London, one in five victims are repeat victims. Whilst excellent work is on-going across the partnership around victims of domestic abuse and ASB, there still remains a lack of co-ordinated action to identify all repeat victims. This is needed, to ensure agencies are compliant with the Victim's Code of Practice.

The latest victims data from the 2016 strategic assessment showed, older people were at greater risk of repeat victimisation. Adult Safeguarding data has supported this. Nearly two thirds of people referred as a safeguarding crime or potential crime concern were aged over 65. Most abuse was financial, but nearly half

¹ The responsible authorities are; Metropolitan Police Service, Local Authority, Clinical Commissioning Group, London Fire Service, National Probation Service, Clinical Commissioning Group and Mayors Office of Policing and Crime.

² LSOAs – Lower super output areas are a geography containing approximately 1,500 residents.

physical. The abuse was concentrated in the vulnerable Church Street ward. Evidencing the need for shared strategic objectives with the Safeguarding Adults Board.

Domestic abuse prevalence is estimated at 6.1%. Data from high risk victims shows, over one fifth were identified as having a disability, far greater than the national figure (6%). Further examination is required to understand the nature of the disability, to assess if additional support is required.

A gap in domestic abuse provision is for male victims. All commissioned borough provision is for females only. There is pan-London provision for males but this is limited. This gap should be considered when re-commissioning the domestic violence services and to lobby MOPAC for greater pan-London provision for males during their re-commissioning process.

Of increasing concern is the level of hate crime, which has a particularly harmful effect on its victims. Whilst hate crime continues to rise across Westminster, it has begun to decline across the MPS. It accounts for 3% of all crime in Westminster and 9% of all hate crime across London.

The threat from serious organised crime is increasing, in both volume and complexity. It will continue to do so in the short to medium term. Levels of detected modern slavery and human trafficking, child sexual abuse and exploitation and 'county lines' are very low. Yet the victims are often the most vulnerable people and will display multiple needs. Emphasising the need for shared services and information sharing arrangements across the partnership.

The number of offenders residing in the borough is decreasing at a much greater rate than the rest of London, despite a steadily increasing population. In the last decade, the number of adult offenders in Westminster has nearly halved whilst there has been an 85% reduction in juveniles. Juveniles make up only 7% of the offending population in Westminster and continues to decline. Juvenile offender numbers are low, the average monthly caseload of the Youth Offending Service (YOS) was 55 compared with 64 the previous year.

Despite this reduction in offenders, those that remain and reoffend are responsible for a considerable proportion of crime. In particular older adult male offenders who have greater re-offending rates in Westminster than the London average.

Preliminary evidence on the impact of the Integrated Offender Management (IOM) team, who work with high recidivist offenders in the borough, shows that the cost of crime, number of offences and interval between offences has all decreased after involvement with the IOM scheme.

There is still much overlap between agencies working with vulnerable young people. These are small cohorts with lots of intensive work being delivered. Many studies have evidenced the importance of vulnerable people having just one professional to work with to develop a 'trusted relationship'. When commissioning services we need to consider how to join up services around the service user instead of fitting the service user around our services.

Drugs and alcohol are two of the key drivers of crime and disorder. The National Strategic Assessment for Serious Organised Crime 2018 predicts that the UK drugs market and associated crime will continue to grow and cause increasing harm to the UK. Crack cocaine is linked to county lines drugs supply networks and has been identified as a driver for an increase in serious violence. Individuals dependant on opioids and/or crack cocaine

are responsible for an estimated 45% of acquisitive crime, approximately 6,943 recorded crimes in Westminster. Around 40% of all violent crimes are alcohol related, which equates to 5,287 crimes in Westminster.

When engaged in and completing treatment, people use fewer drugs, commit less crime, improve their health and manage their lives better. As well as encouraging people into treatment, we need to prevent people from becoming drug users in the first place.

A key risk in our response to counter terrorism is the capacity to respond to counter terrorism related demands and risks. The Government expects the threat from Islamist terrorism to remain at its current heightened level for at least the next two years, and that it may increase further. The threat from extreme right wing terrorism is also growing.

The Mayor's Office of Policing and Crime (MOPAC) are gaining greater control of funding and aspects of the criminal justice system are being devolved in London. It is important to keep updated of these changes and to understand the impact this will have on local delivery.

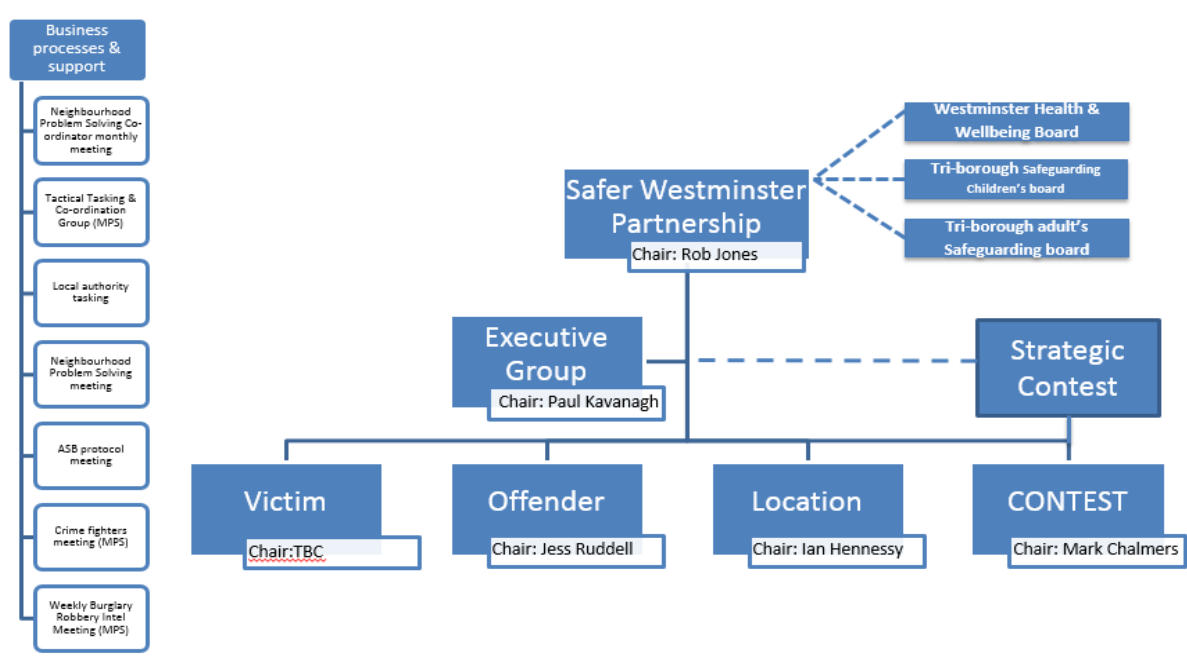
A number of analyst posts exist across the partnership and greater co-ordination is needed to share and analyse data to drive the strategic decision making of the SWP. In times of austerity a robust evidence base is vital to be able to direct scarce resources where they are most needed and to assess the impact of work undertaken, in order to make Westminster safer.

Introduction

The Strategic Assessment is 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 authorities³. 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 2019/20.

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.

We are now into the second year of delivering towards the priorities of the 2017/20 SWP Partnership Plan and the refreshed SWP structure (see below)



The Strategic Assessment draws from a range of data across the partnership, where possible using data covering July 2017 to June 2018. See the Appendix 1 for more details. As in previous years there has been significant data gaps. The police could supply very little data pertaining to victims or suspects and very limited data on anti-social behaviour from police and council sources was provided. Data sharing is an issue that requires urgent attention.

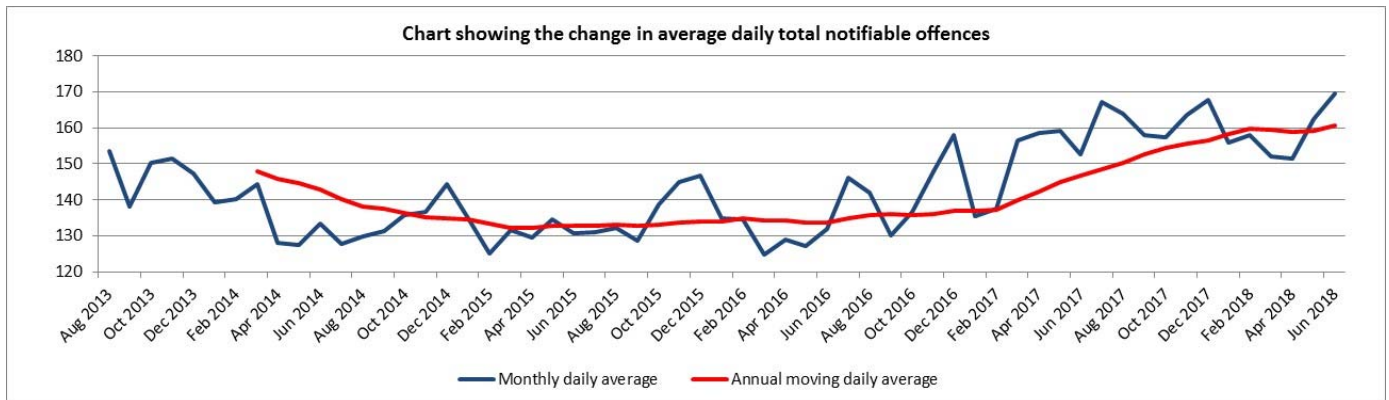
The Strategic Assessment is set out in a number of sections, the first looks at providing an overview of the scale and trends of crime in Westminster. The main body of the report is the analysis of community safety issues, structured to reflect the key delivery groups, Victims, Offenders, Locations and CONTEST. These chapters look at the progress the delivery groups have made towards the objectives set and based upon this analysis, recommendations are made towards any changes to the strategic priorities for 2019/20.

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 the scale, trends and nature of crime and anti-social behaviour in Westminster, including residents' satisfaction and feelings of safety.

The chart below shows the monthly daily average of total notifiable offences over the past five years, to identify any long term crime trends. 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.



On average 161 offences were recorded per day in Westminster over the last year, in comparison with 147 in the previous 12 months and 134 two years ago. That is **14 more victims of crime a day than last year**. Data over the last five years shows December and November remain the peak months for offences with on average 153 and 149 offences per day respectively. This compares with the lowest month for offences which is September, with on average 137 offences per day.

Police recorded data can provide a good picture of the volume of crimes that are well reported and accurately recorded, such as violent crime with injury and theft. However, police recorded crime statistics do not provide a reliable measure of levels or trends for many types of crime, where victims may be reluctant to report crime. Crime Survey of England and Wales⁴ (CSEW) is a face-to-face victimisation survey and asks people in households their experiences of crime over the last 12 months. It is a reliable indicator for long term trends, particularly for high volume crimes. It also includes crimes that may not have been reported to the police, and is not affected by changes in recording practices, which helps to provide an accurate picture of crime in the country.

The table overleaf shows the number of police recorded offences over the last two years and the percentage change. Overall **crime in Westminster has increased by 9%**, that is 4,941 more crimes. In comparison, crime increased across the Metropolitan Police Service (MPS) by 5%. 7.1% of all crime across the MPS was within Westminster compared with 6.8% a year ago.

⁴ <https://www.ons.gov.uk/surveys/informationforhouseholdsandindividuals/householdandindividualsurveys/crimesurveyforenglandwales>

Crime Type	July 2016 to June 2017	July 2017 to June 2018	% change
Murder	10	4	-60
Wounding/GBH	1,244	1,229	-1
Assault with injury	2,232	2,265	1
Common Assault	3,636	3,976	9
Offensive Weapon	325	364	12
Harassment	4,055	4,578	13
Other Violence	758	801	6
Violence against the person Total	12,260	13,217	8
Rape	330	517	57
Other Sexual	596	722	21
Sexual offences Total	926	1,239	34
Personal Property	1,988	2,489	25
Business Property	84	123	46
Robbery Total	2,072	2,612	26
Burglary Business & Community	1,924	2,266	18
Burglary Residential	1,362	1,723	27
Burglary Total	3,286	3,989	21
Theft/Taking of Motor Vehicle	1,101	842	-24
Theft from Motor Vehicle	2,875	2,899	1
Motor Vehicle Interference & Tampering	475	463	-3
Theft from Shops	4,344	4,624	6
Theft Person	7,276	9,376	29
Theft/Taking of Pedal Cycles	1,265	1,169	-8
Other Theft	12,324	12,960	5
Handling Stolen Goods	101	89	-12
Theft & Handling Total	29,761	32,422	9
Other Fraud & Forgery	115	75	-35
Fraud & Forgery Total	115	75	-35
Criminal Damage to a Dwelling	332	349	5
Criminal Damage to Other Buildings	418	390	-7
Criminal Damage to Motor Vehicle	759	782	3
Other Criminal Damage	706	690	-2
Arson	44	48	9
Criminal Damage Total	2,259	2,259	0
Drug Trafficking	120	99	-18
Possession of Drugs	2,107	1,885	-11
Other Drugs	13	9	-31
Drugs Total	2,240	1,993	-11
Going Equipped	35	37	6
Other Notifiable	732	784	7
Other Total Notifiable Offences Total	767	821	7
TOTAL NOTIFIABLE OFFENCES	53,686	58,627	9

Violent crime



Police recorded crime provides the best measure of violent offences that are more harmful but less common, as people are far more likely to report such crimes. Alternatively, the CSEW provides a better picture of higher volume low-level violent crimes. The CSEW has shown a long term reduction in violent crime which is reflected in recent admissions data for NHS hospitals in England. Assault admissions were 42% lower than the previous year. Ongoing work by police forces over the last three years to improve crime-recording practices has driven an increase in recorded violence against the person offences. Anecdotal evidence suggests that the improvements have had a larger effect on relatively less-harmful types of violent crime and less impact on more harmful crimes. Therefore the increases in harassment are likely to be a result of improvements in recording practices, in particular malicious communication offences. **Offensive weapon crimes have increased and believed to reflect genuine changes.** The rise in this type of

crime supported by admission data for NHS hospitals in England, shows an increase in admissions for assault by a sharp object. Acid attacks are a new emerging trend, although volumes are low. There were 15 in Westminster over this period compared with 6 the year before.

London Ambulance Service assaults	July 2016 to June 2017	July 2017 to June 2018	% change
Other Serious Injury	974	964	-1
Minor Assault	761	736	-3
Knife Injury	59	61	3
Sexual Attack	21	31	48
Gun Injury	5	3	-40
TOTAL	1,820	1,795	-1

This table shows the change in assaults recorded by the London Ambulance Service within Westminster. It shows a slight increase in the number of knife injury offences, also reflected across London.

Police recorded 'possession of an article with a blade or point' offences have risen. This figure is often influenced

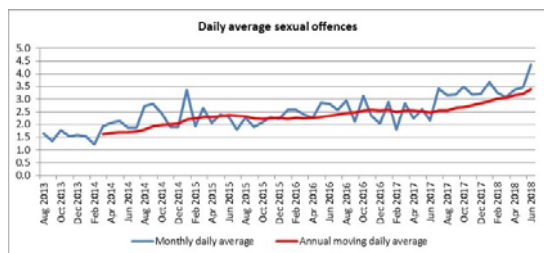
by increases in targeted police action through stop and search in relation to knife crime, this may explain the

Crime Type	July 2016 to June 2017	July 2017 to June 2018	% change
Gun Crime	100	88	-12
Knife crime	543	704	30
Knife crime with injury	169	166	-2
Youth Violence	537	506	-6
Domestic abuse hate crime	1,567	1,906	22

30% increase in knife crime. Despite this increase **knife crime offences resulting in injury have actually decreased by 2%**. Although there are significant concerns around youth violence,⁵ **the number of youth violence victims has decreased by 6%**.

The majority of domestic abuse offences are violent crimes. **Domestic abuse has increased by 22% in Westminster.** 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. Included in the rise in domestic abuse-related crimes are offences of coercive or controlling behaviour in an intimate or family relationship. This became a new criminal offence as part of the Serious Crime Act 2015. This may account for the steep increase in offences within Westminster, although the increase is far greater than the 6% increase across the MPS.

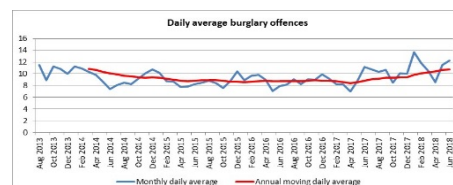
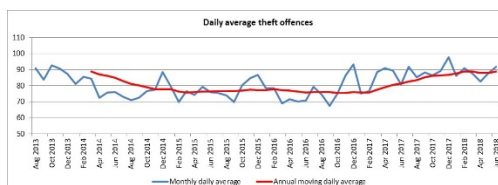
Sexual offences



Sexual offences have increased by 34% across Westminster compared with 10% across the MPS. The increase in sexual offences against children contributed around one-quarter to the total increase in the number of sexual offences recorded by the police. A further change to recording practices is to flag offences where children have been sexually abused or exploited.

Improvements in recording practices and the willingness of victims to come forward is believed to account for the increase in offences. The CSEW found that over a quarter of sexual offences recorded by the police were non-recent offences. Estimates from the CSEW found that **2.7% of adults aged 16 to 59 years had been victims of sexual assaults in the last year**, a slight increase of 2% from the previous year. 3.8% of women aged 16 to 59 were victims of indecent exposure or unwanted sexual touching. Whilst this explains some of the increase in sexual offences it does not explain why sexual offences have increased considerably more in Westminster than across the MPS.

Robbery, theft & burglary



Robbery and theft from person offences are disproportionately concentrated in London and other larger cities. London accounted for 42% of all police recorded robbery and 48% of theft from the person offences in England

⁵ Youth violence counts the number of victims (aged 1-19) of offences, rather than the number of offences.

and Wales compared with 17% of all crime types. **8% of all robberies across London were in Westminster and 21% of all theft from person offences.** Vehicle related theft, burglary and robbery tend to be relatively well reported by the public and recorded by the police. Burglary is thought to be less affected by the impact of recording improvements than other types of crime. Burglary has increased by 21% in Westminster compared with 12% across the MPS. Whilst recording improvements are likely to have contributed to the observed rise in robbery this offence is also thought to be reflecting a genuine increase. The CSEW found that the increase in lost and stolen card fraud reported to UK Finance is thought to be related to a rise in distraction thefts where fraudsters are stealing cards in shops and at cash machines. Also courier scams, where victims are tricked into handing over their cards on their doorstep. This is believed to account for the increase in theft person and other theft offences.

Sanctioned detection rates⁶

Sanctioned detection rate	July 2016 to June 2017	July 2017 to June 2018	% change	MPS July 2017 to June 2018
Violence against the person	17.7%	14.6%	-3.1%	15.1%
Rape	10.2%	3.7%	-6.5%	5.6%
Sexual offences	16.0%	9.0%	-7.0%	10.5%
Robbery	5.8%	5.5%	-0.3%	6.8%
Burglary	11.7%	9.1%	-2.6%	5.4%
Theft/taking of motor vehicle	5.4%	8.1%	2.7%	3.9%
Theft from motor vehicle	1.5%	1.5%	0.0%	1.0%
Theft person	1.8%	1.4%	-0.4%	1.2%
Criminal damage	14.7%	10.6%	-4.1%	9.1%
Total notifiable offences	14.2%	10.6%	-3.6%	12.2%

This is the percentage of ‘solved’ crimes. This table shows the change in sanctioned detection rates in Westminster over the last two years and compares the latest figures with across the MPS.

Sanctioned detection rates have declined and are lower than the MPS average.

Only 10.6% of crimes were solved compared with 14.2% the previous year. Of particular

note is the decline in sanctioned detection rates for sexual offences.

Hate crime

Crime Type	July 2016 to June 2017	July 2017 to June 2018	% change
Hate crime	1,468	1,720	17
Racist & Religious hate crime	1,239	1,395	13
Homophobic crime	191	271	42
Faith hate crime	183	241	32
Transgender hate crime	20	23	15
Disability hate crime	18	26	44
Anti-semitic	33	43	30
Islamophobic	128	167	30

Whilst hate crime⁷ continues to rise across Westminster it has begun to decline across the MPS. **Westminster has the highest levels of hate crime recorded across the MPS accounting for 9% of all hate crime.** 3% of all crime in Westminster is hate crime. The greatest volume of hate crime is racist and religious hate crime.

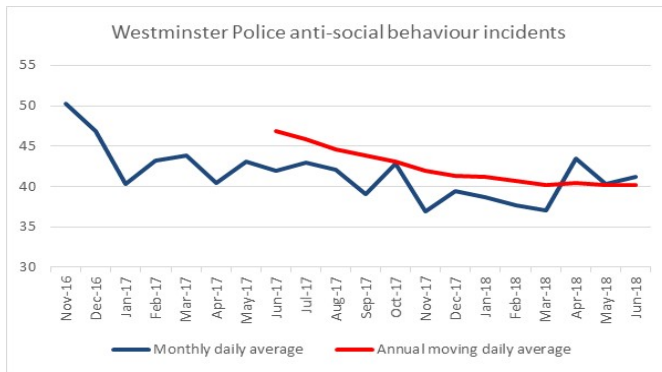
Anti-social behaviour

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 person⁸’.

⁶ Sanctioned detection rate - is made up of offences that result in a charge, caution, offence taken into consideration, penalty notice disorder or a cannabis formal warning.

⁷ Hate crimes are calculated to have very specific meanings therefore none of the hate crime categories should be summed together.

⁸ Anti social Behaviour Act 2003 and Police Reform and Social Responsibility Act 2011



This chart shows the monthly daily average of ASB incidents over the past couple of years. Unlike crime, ASB incidents have been declining over the past year and are 13% lower than last year. There were on average 40 incidents of ASB recorded per day in Westminster compared with 47 the previous year. 6% of all ASB across the MPS is recorded in Westminster. In the absence of council data we cannot see how the trend compares.

Cost of crime

Not all crime costs the same to the public purse, therefore tackling crimes with the greatest cost to the SWP could be more beneficial than targeting volume crime.

The Home Office have recently refreshed their study to estimate the economic and social cost of crime⁹. It does not estimate the economic and social costs of every type of crime; it concentrates on more serious victim-based offences which are likely to have the largest economic and social costs. Crimes which are not committed against an individual victim, for example drugs offences are not included.

The table overleaf shows the breakdown of the costs of crime from July 2017 to June 2018 based upon recorded crime statistics. It shows the breakdown by the three main cost areas:

- Costs in anticipation of crime, for example the cost of burglar alarms;
- Costs as a consequence of crime, for example the cost of property stolen or damaged or the reduction in the quality of life of the victim from the physical and emotional harm suffered as a result of the crime;
- Costs in response of crime, for example costs to the police and criminal justice system.

The unit costs of crime capture all crimes and not just crimes recorded by the police. The total costs of crime for each offence are therefore divided by all crime (both recorded crime and crime not reported to the police as estimated by the CSEW) to calculate the unit costs.

This shows it is **estimated to have cost £280m to deal with the crimes listed in Westminster over the last year.**

Violence without injury was the largest cost to the partnership accounting for 20% of the costs. Violence with injury, whilst only accounting for 6% of the volume of crimes, it accounted for 18% of the costs of crime. In contrast, theft from person¹⁰ accounts for 11% of all costs yet 38% of the volume of recorded crime.

⁹ <https://www.gov.uk/government/publications/the-economic-and-social-costs-of-crime>

¹⁰ Other theft is also included.

The consequences of crime category accounts for the greatest costs, in particular the physical and emotional harm.

When looking at the costs to partner agencies, nearly one third of costs to the police is from dealing with violence without injury offences. The cost captured here is therefore the opportunity cost of police time and resources taken up by investigating a certain crime rather than engaging in other activities, such as responding to non-crime activities.

Surprisingly the highest cost to health is theft from person offences. The estimates of health service costs are based on assumptions about the treatment that is likely to be required for physical and emotional harms and the prevalence, based upon data from the CSEW of the medical procedures or counselling costs people required following the offence. Whilst the unit health cost of a theft is £210 compared with £920 for a violence with injury offence, the volume of theft offences results in this being the most expensive crime for the health service to deal with in Westminster.

Looking at crime in this way provides a different method to prioritising crime and can be used to assess how to evaluate the effectiveness of interventions. **The data clearly highlights how all of the statutory partners of the Safer Westminster Partnership play a key role and can benefit from, reducing crime and disorder in Westminster.**

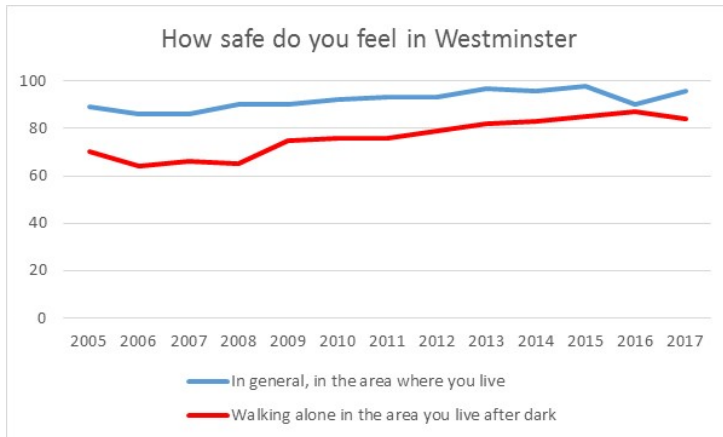
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Crimes	Anticipation of crime		Consequence of crime					Cost in response to crime		Total
	Defensive Expenditure	Insurance Administration	Value of property stolen/damaged	Physical & emotional harm	Lost output	Health services	Victim services	Police costs	Other CJS costs	
Violence without injury	£1,029,050	£93,550	£0	£26,287,550	£6,267,850	£2,525,850	£93,550	£7,577,550	£11,693,750	£55,475,150
Violence with injury	£1,153,020	£34,940	£0	£28,790,560	£7,197,640	£3,214,480	£0	£3,948,220	£4,786,780	£49,090,700
Commercial burglary	£16,247,220	£1,948,760	£8,157,600	£1,155,660	£861,080	£362,560	£0	£1,200,980	£5,075,840	£35,032,360
Theft from person	£446,720	£0	£4,020,480	£9,157,760	£2,680,320	£4,690,560	£0	£893,440	£8,711,040	£30,823,680
Robbery	£472,910	£348,460	£2,563,670	£8,935,510	£2,289,880	£1,891,640	£24,890	£2,513,890	£9,134,630	£28,175,480
Theft of vehicle	£2,031,110	£1,447,920	£8,325,540	£542,970	£301,650	£201,100	£0	£4,082,330	£3,760,570	£20,693,190
Rape	£501,490	£5,170	£0	£12,609,630	£3,050,300	£573,870	£20,680	£3,288,120	£299,860	£20,349,120
Homicide	£244,240	£40	£0	£8,329,720	£1,018,840	£4,440	£21,920	£47,840	£3,203,920	£12,870,960
Domestic Burglary	£551,360	£671,970	£2,412,200	£2,050,370	£758,120	£654,740	£0	£913,190	£2,188,210	£10,217,390
Other sexual offences	£108,300	£7,220	£0	£2,671,400	£808,640	£281,580	£7,220	£411,540	£418,760	£4,707,440
Commercial theft	£971,040	£46,240	£2,358,240	£0	£0	£0	£0	£184,960	£924,800	£4,485,280
Criminal damage - other	£44,220	£88,440	£729,630	£596,970	£176,880	£198,990	£0	£331,650	£773,850	£2,984,850
Theft from vehicle	£318,890	£0	£1,014,650	£405,860	£173,940	£115,960	£0	£231,920	£289,900	£2,522,130
Commercial robbery	£253,380	£29,520	£120,540	£512,910	£276,750	£73,800	£2,460	£124,230	£451,410	£1,845,000
Criminal damage - arson	£5,280	£10,560	£76,800	£47,040	£16,320	£8,640	£480	£51,840	£187,200	£404,160
Fraud	£12,750	£3,750	£37,500	£15,000	£4,500	£5,250	£0	£4,500	£12,750	£96,750
TOTAL	£24,390,980	£4,736,540	£29,816,850	£102,108,910	£25,882,710	£14,803,460	£171,200	£25,806,200	£51,913,270	£279,773,640

- **Defensive expenditure** = Money individuals and businesses spend on crime detection and prevention;
- **Insurance administration** = The value of insurance administration costs resulting from crime, but not the value of insurance payouts to victims;
- **Value of property stolen/damaged** = as a result of the crime;
- **Physical and emotional harm to the victim** = a reduction in the quality of life from the physical and emotional harm suffered;
- **Lost output** = estimates the lost productivity from time off work and reduced productivity whilst at work for victims of crime;
- **Health services** = Includes ambulance costs, medical procedures costs associated with physical harm and counselling costs associated with the emotional harms;
- **Victim services** = Support to victims of crime and the opportunity cost of volunteer time in delivering victim services;
- **Police costs** = Opportunity costs of police time and resources taken up by investigating a certain crime.
- **Other CJS costs** = Crown Prosecution Service, Court, defence, prison and probation.

Resident concerns

The Westminster City Survey from 2017 asked 2,630 residents a variety of questions including feelings of safety and concerns about crime and anti-social behaviour issues in the borough.



Feelings of safety remain very high with **96% of those surveyed feel safe** and 84% feel safe walking alone in the area you live after dark.

19% of residents felt their quality of life was affected by fear of crime. When asked 'How much would you agree or disagree that the police and local council are dealing with the anti-social behaviour and crime issues that matter in this area?' 75% agreed, a 5% increase from last year.

74% of the public questioned in the MOPAC public voice survey felt the 'police do a good job in the local area' compared with 67% across the MPS.

The Young Westminster Foundation¹¹ interviewed over 250 young people to understand their views on a variety of issues including crime and personal safety. Nearly one third said they experience occasions when they do not feel safe in the borough. Over two thirds said drugs and alcohol are a social problem in Westminster in particular in Harrow Road and Church Street.

Crime continues to increase in Westminster at a greater rate than across London. Whilst some of the increases can be attributed to improvements in police recording practices not all can. Of particular concern are increases in 'high harm' crimes namely domestic abuse, sexual abuse and hate crime, which can have profound long term affects upon the victims and in turn high costs to the partnership. Despite the continued increase in crime, public confidence and feelings of safety have increased.

¹¹ <http://www.ywfoundation.com/wp-content/uploads/2017/10/YWF-City-Within-A-City-Final-Report.pdf>

Victims

Previous victimisation is the single best predictor of future victimisation than any other characteristic of crime. Although most people are not victims of crime, those who are victimised consistently face the highest risk of being victimised again. This makes it important to understand the characteristics of who are disproportionately at risk of victimisation to mitigate this risk.

This section looks at partnership data relating to victims of crime to aid this understanding and to identify any possible gaps in service provision. Police data was limited to hate crime and no victim support data was available, limiting the scope of analysis. The progress of the Victims delivery group is reviewed and recommendations made to any changes in priorities.

MOPAC victim services

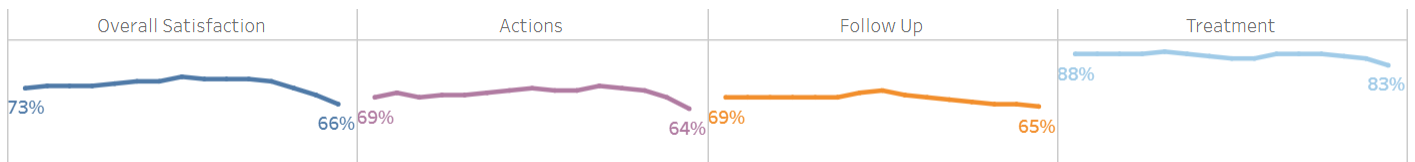
The London Policing & Crime Plan puts victims at the heart of what they do. Claire Waxman the first Victim’s Commissioner for London, has been in post a year and has launched a programme of research, engagement and advocacy. This has included a citywide review of compliance with the Victim’s Code of Practice across all London’s justice agencies to recognise how the Criminal Justice System can act more as a Criminal Justice Service for victims.

MOPAC are responsible for commissioning victim services in London and have commissioned a variety of services as detailed in Appendix 3. This incorporates universal provision and specialist services for high harm crimes including VAWG, sexual violence and hate crime. Despite this significant investment, boroughs do not receive feedback on the quality of service provision or on the number of residents engaged. We need to lobby MOPAC for this to inform our local commissioning and to ensure our residents are receiving quality services.

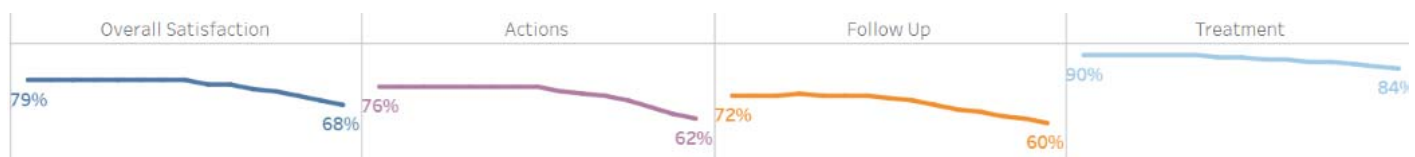
MOPAC are currently in the process of re-commissioning the universal victim services. Justice outcomes in the capital are amongst the worst in the country and satisfaction with the MPS amongst victims is declining. They have identified that across London **one in five victims are repeat¹² victims** and there are an increasing number of victims of high harm crimes. MOPAC’s vision is to put victims at the heart of the criminal justice service, and improve the experience for witnesses. The service will go live in April 2019.

MOPAC monitor victim satisfaction with the police, trends are shown below from December 2014 to June 2018.

Westminster victim satisfaction trends for victims of crime



MPS victim satisfaction trends for victims of crime



¹²Repeat victim means you have been a victim of crime in the last 12 months.

For overall satisfaction Westminster ranks sixth lowest across London, whilst actions and follow up are greater than the MPS average.

Adult Safeguarding

The statutory purpose of the Safeguarding Adults Board is to help and safeguard adults with care and support needs. They work collaboratively to prevent abuse and neglect where possible. Over 2017/18 they received 378 'concerns', of which **36% were classified as a crime or potential crime**, this may be higher as there were a significant number of unknowns.

Age	%
18-64	38%
65+	62%

Gender	%
Female	52%
Male	47%

Nearly two thirds referred were aged over 65 and slightly more females. This is a lower proportion of over 65s than Safeguarding referrals where there is no crime/potential crime.

Primary Support Reason	%
Physical Support	55
Mental Health Support	14
Learning Disability Support	13
Blank	8
Social Support	5
Support with Memory and Cognition	4
Sensory Support	1
C&F Adults (Migrated)	1

Type of abuse alleged	%
Financial abuse on own or with other type(s)	60
Physical abuse on own or with other type(s)	43
Psychological abuse on own or with other type(s)	27
Sexual abuse on own or with other type(s)	10
Neglect on own or with other type(s)	7
Institutional abuse	1
Discrimination on own or with other type(s)	0

In over half of all cases, the primary support reason is physical support. Financial abuse was the most significant abuse allegedly affecting 60%. Nearly half alleged physical abuse.

Relationship to person alleged to have caused harm	%
Individual - not related (e.g. neighbour/friend/stranger)	33
Relative/Family member	19
Social care provider	19
Person unknown	17
Other	5
Blank	3
Secondary health care	2
Police	1
Primary health care	1

When compared against all safeguarding referrals, there is a slightly greater percentage of person unknown alleged to have caused the harm (17%) compared with all referrals (11%).

Despite there being concerns of a crime only 70% raised the allegation with the police.

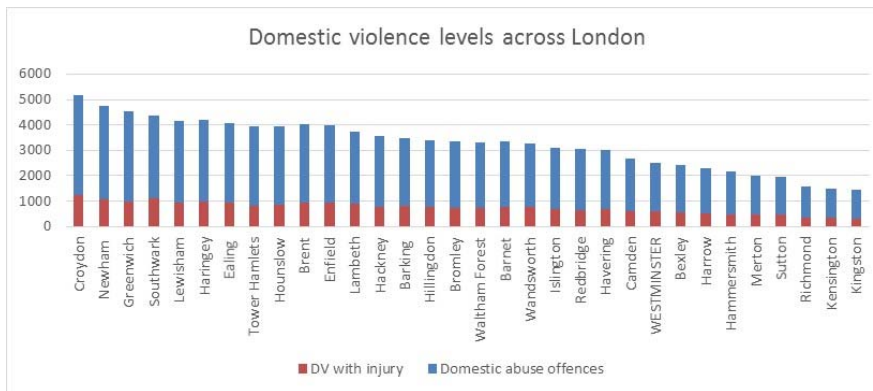
28% of vulnerable older people supported by adult social care reside in just three wards of the

borough, Westbourne (10%), Church Street (10%) and Queen's Park (8%).

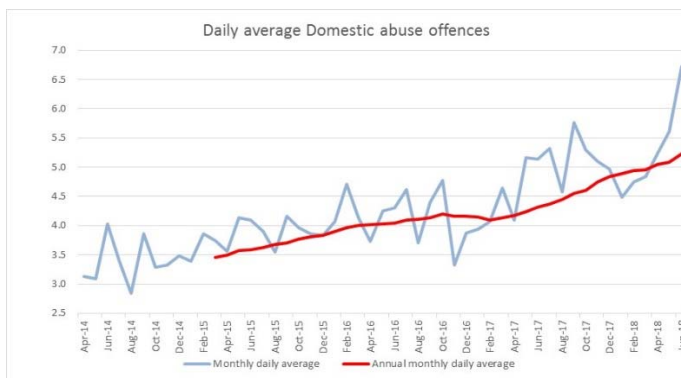
This data highlights the **importance of strong working links with the SWP and Safeguarding Adults Board and shared objectives to tackle the abuse particularly amongst the over 65's.**

Domestic Violence

The prevalence of domestic violence is high; the CSEW estimates **6.1% prevalence** to the end of March 2018. Whilst domestic abuse related recorded offences are increasing, this is believed to be a result of improvements in recording, police improving their identification and more victims coming forward, as the CSEW shows a gradual downward trend in victims.



This chart compares the number of domestic offences and domestic violence with injury offences per borough across London. Westminster has the 24th highest levels of both domestic abuse and with injury offences across London. Offences have increased by 6% across London compared with 2.7% in



Westminster. 31% of all the domestic abuse offences in Westminster are with injury, this is a reduction from 36% the previous year and is now ninth highest as opposed to highest last year.

This chart shows how domestic abuse recorded offences have been steadily increasing over the last few years.

The multi-agency risk assessment conference (MARAC) is a local multi agency victim focused meeting where information is shared between statutory and voluntary sector agencies on the highest risk cases of domestic abuse. The service is commissioned and administered by Standing Together. There were 379 cases referred to the MARAC over this review period compared with 356 in the previous year. Numbers have been steadily increasing in line with domestic abuse recorded offences. MARAC referrals equate to 65% of domestic violence with injury offences and 20% of all domestic abuse recorded offences. The percentage of repeat cases was 19%, far lower than the national average of 28%¹³.

The most common referral routes to the MARAC are from the Children’s Services (47%), Police (15%) and Independent Domestic Violence Advocates (IDVA) 12%.

The table overleaf shows the MARAC statistics recorded by Safe Lives for Westminster, compared to national and MPS figures and expected borough levels. **Of significant note is the volume of victims referred to the MARAC who have a disability. What is being done to address this?**

The **slightly higher level of male victims is significant, as we do not commission any local provision for male victims, the services are female only. Although men can be referred to pan London provision via Men’s Advice or Respect there are limitations to accessing this support.** This needs to be considered in our re-commissioning process, as well as lobbying MOPAC during their re-commissioning of pan London victim provision.

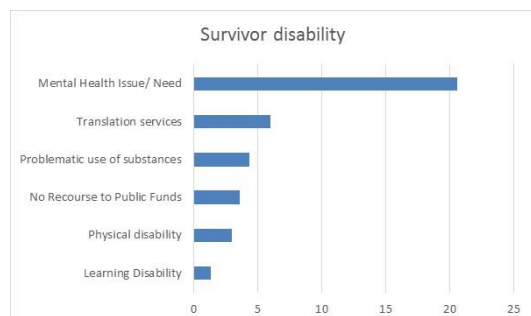
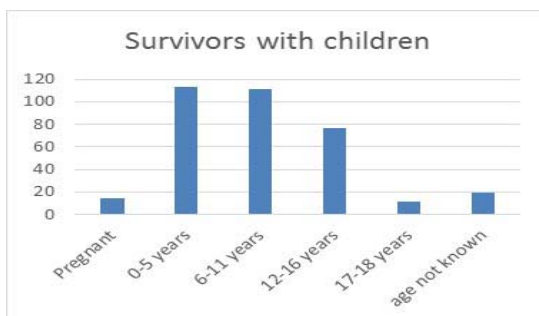
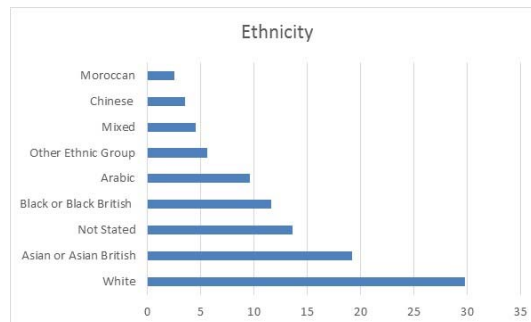
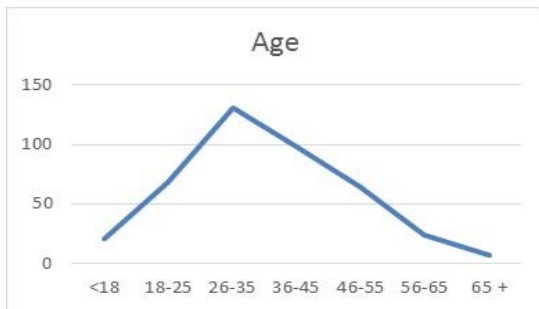
¹³ <http://www.safelives.org.uk/practice-support/resources-marac-meetings/latest-marac-data> data to March 2018

Safer Westminster Partnership Strategic Assessment 2018

Indicator	National	MPS	WCC	Expectation
Cases discussed	90,482	11,091	379	370
Cases per 10,000 population	36	34	40	40
Children in household	117,100	12,287	306	N/A
Year on year change in cases	5%	3%	28%	N/A
Repeat cases	28%	21%	21%	28% - 40%
Police referrals	65%	30%	25%	60% - 75%
BME	16%	48%	54%	65%
LGBT	1.10%	2.00%	4.4%	5%+
Disability	6%	12%	22.5%	17%+
Males	5.1%	5%	7.4%	4% - 10%
Cases where victims aged 16-17	1.6%	1.0%	0.8%	-
IDVA (current number)	975.5	118.5	4	4
Admin (current volume)	256.2	31.2	1	1

The proportion of victims and perpetrators aged less than 17 was low at 1%. There were 306 children living in the households of this high level domestic abuse. Research and evidence has shown the profound impact witnessing domestic abuse has on the child. In addition, children living in a home where domestic abuse is happening are at risk of other types of abuse too.

The Angelou Partnership is commissioned across the Tri-borough to provide specialist support for violence against women and girls survivors and their families. The charts below look at the characteristics of those referred to the service. The majority being heterosexual females aged 26 – 35 with children. Unsurprisingly mental health needs were high.






Over the year there were 671 new or repeat referrals, a decline from 766 the previous year. 26% were repeat referrals to the service they initially accessed.

Safer Westminster Partnership Strategic Assessment 2018

Support accessed by service users	%
Domestic Abuse	66%
Stalking & harassment	13%
Sexual violence	10%
Harmful & Cultural Practices	2%
Child sexual exploitation	2%

The Angelou Partnership provides a variety of support through ten different organisations for all types of violence against women and girls. This table looks at the type of support accessed by the service users. The greatest volume of support is assigned to domestic abuse. Qualitative evidence from the service has been very positive as shown below.

Performance Measure	Target	Actual	Performance
Women report increased physical safety and/or psychological safety and feelings of safety as measured by exit surveys/closing assessments	65%	90%	
Women report a reduction in abuse due to support and advice received from service as measured by closing assessments.	67%	98%	
Women and girls report improved confidence in reporting abuse and/or where to access help and support as measured by exit interviews and evaluations.	72%	98%	

Modern Slavery and Human Trafficking (MSHT)

The National Strategic Assessment for Serious Organised Crime 2018¹⁴ states that the threat from serious organised crime is increasing in both volume and complexity and will continue to do so in the short to medium term. The victim impact of serious organised crime is wide ranging. It assesses that the actual scale of MSHT in the UK is continually and gradually increasing.

The National Crime Agency, National Referral Mechanism statistics for 2017 showed there was a 35% increase in referrals across the UK. The most common exploitation type recorded for potential victims exploited as adults and minors was labour exploitation, which also includes criminal exploitation.

Westminster¹⁵ Council made 7 referrals over 2017 and 2 in April to June 2018. All except one were exploited as a minor. Of note this only reflects referrals made from the Local Authority and not all suspected cases of MSHT.

The three threats forming the vulnerabilities 'pillar' namely MSHT, Child Sexual Abuse and Exploitation (CSEA) and Organised Immigration Crime are underpinned by the vulnerability of victims and the power imbalance between them and offenders. Those who are targeted as part of one threat sometimes become victims of another. There are shared drivers across the three threats including, economic imbalances and social factors creating a pool of vulnerable people to be exploited. For example, homeless¹⁶ people who are at risk of being exploited when they are on the streets, and victims of modern slavery are at risk of becoming homeless if no long-term support is provided to them.

Sexual violence and Child Sexual Exploitation (CSE)

Sexual offences have the highest under-recording rates nationally at 26%¹⁷. As shown earlier, sexual offences have increased by 34% in the last year, whilst some of this is attributed to improved recording practices and more victims willing to report crimes, there are believed to be genuine increases. The volume of non-recent

¹⁴ <http://www.nationalcrimeagency.gov.uk/publications/905-national-strategic-assessment-for-soc-2018/file>

¹⁵ <http://www.nationalcrimeagency.gov.uk/publications/national-referral-mechanism-statistics/2018-nrm-statistics/947-modern-slavery-and-human-trafficking-national-referral-mechanism-statistics-april-to-june-2018/file>

¹⁶ <http://www.nationalcrimeagency.gov.uk/publications/national-referral-mechanism-statistics/2018-nrm-statistics/947-modern-slavery-and-human-trafficking-national-referral-mechanism-statistics-april-to-june-2018/file>

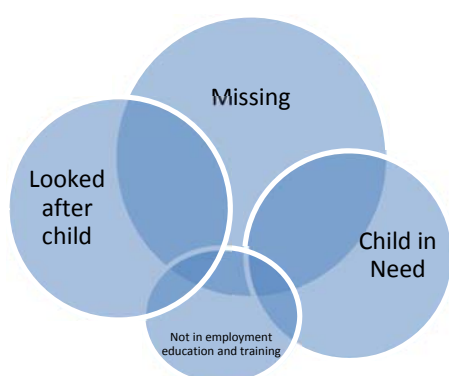
¹⁷ <https://www.justiceinspectorates.gov.uk/hmicfrs/publications/crime-recording-making-the-victim-count/>

offences, i.e. those that took place more than 12 months before being recorded by the police, have increased by 25%.

Estimates from the CSEW show that **2.7% of adults aged 16 to 59 years had been victims of sexual assaults in the last year** (including attempted offences), a small but statistically significant increase compared with the previous year's estimate (2%). It is also estimated that 3.8% of women aged 16 to 59 were victims of indecent exposure or unwanted sexual touching.

The prevalence of child sexual abuse is unknown and studies provide great variations.¹⁸ Taking into account the variations, data suggests that some 15% of girls/young women and 5% of boys/young men experience some form of sexual abuse before the age of 16, including abuse by adults and peers.

Child Sexual Exploitation (CSE) cohort



Council data shows that 29 young people were risk assessed for CSE over the past year. 86% were female, they ranged in age from 11 to 18 with nearly one third aged 16. The chart to the right shows the interconnectivity of needs identified amongst the CSE victims.

This data evidences the high levels of vulnerability in this small cohort.

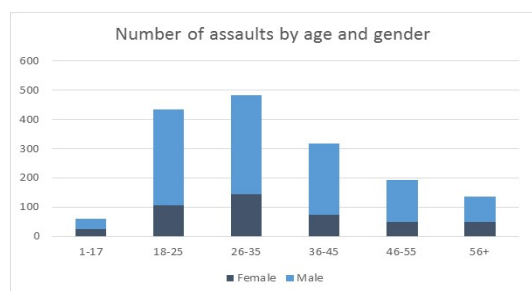
The typology of CSE risk was identified for over half as online/social media.

Police statistics on CSE show there were 14 incidents recorded in the last year a slight increase from 11 in the previous year. Offence levels are average for London.

CSE cases are managed through the Multi Agency Safeguarding Hub (MASH) and enhanced through the Multi-Agency Sexual Exploitation (MASE) meetings. Whilst this cohort is small, the number of overlaps with other vulnerabilities is great, highlighting the importance of shared services and information sharing arrangements across the partnership.

London Ambulance Service Assaults

The Safe Stats website provides details of victims of assault. The temporal analysis shows a link with the night time economy, 56% of assaults occurred between 20:00 to 04:59 hours.



Almost one third of the victims of assault were aged 20 – 29 which is far greater than the London average of 19%.

26% of the victims in Westminster were female considerably lower than the London average of 34%. Of the 61 incidents of knife assault 10% were female compared with 6% across London.

5.6% were youths, compared with 9.4% the previous year and

¹⁸ <https://www.csacentre.org.uk/research-publications/scale-and-nature-of-child-sexual-abuse-and-exploitation/scoping-report/>

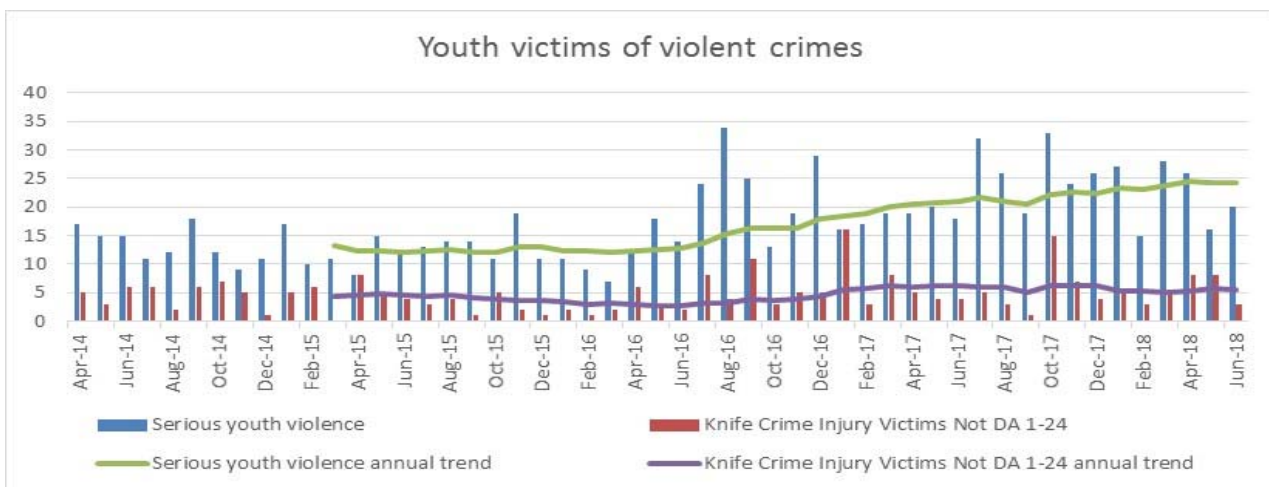
17% across London. 57.4% were aged 25 and older compared with 41% across London.

MOPAC fund the London Information Sharing to Tackle Violence (ISTV) programme to develop more effective data sharing between Community Safety Partnerships, health and other partners, using anonymised Emergency Department data. Over this period there were 147 incidents recorded in Westminster. 7% of the incidents related to knife injury, the majority of violent incidents were classified as because of a ‘fist’. No details are available as to the age, gender or ethnicity of these incidents.

Serious Youth Violence

This is a subject area receiving very stringent media coverage. Keeping Children and Young People Safe is one of the key aims of the Policing & Crime Strategy. Much of the work being delivered by MOPAC to address this is centred around prevention and awareness raising about knife crime. Many victims of serious youth violence are offenders or go on to become offenders. Victims and offenders are often interchangeable.

This chart shows the trend where, the victims of serious violence are youths and where knife crime with injury victims are aged between 1 and 24 years. Serious youth violence crimes where the victims are youths, has increased by 15% over the last year, contrasting with the LAS figures above. Numbers remain low and **offence levels have recently began to decrease and are now below the MPS average.** Knife crime with injury non domestic abuse offences where the victim is aged between 1 – 24 years are very low and have decreased by 12% in the last year. Despite the low volume of offences they are slightly greater than the MPS average.



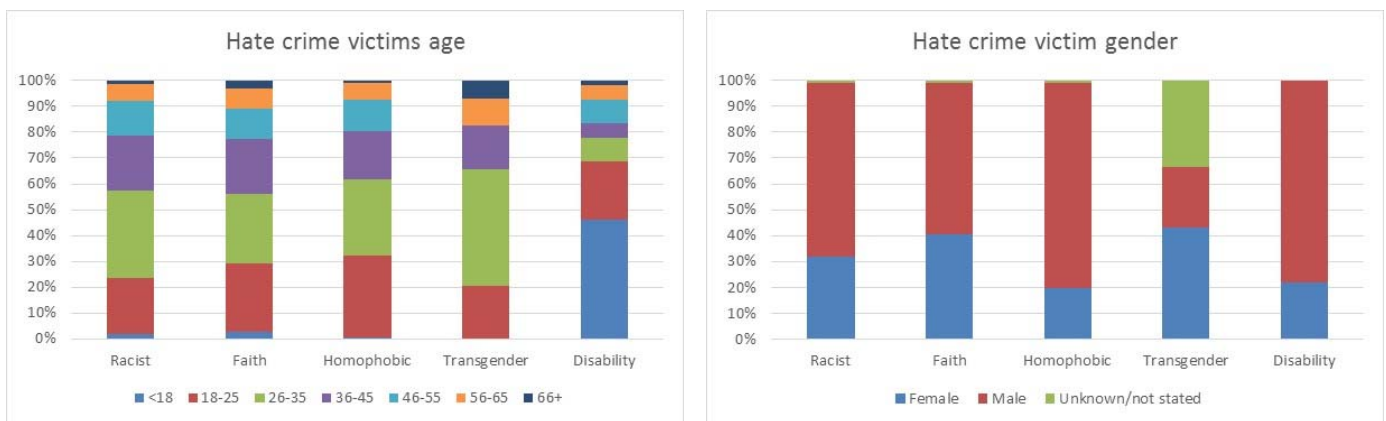
County Lines relates to the supply of Class A drugs (primarily crack cocaine and heroin) from an urban hub into rural and coastal towns or county locations. Criminal groups continue to pose a significant threat to young and vulnerable people, who are exposed to physical, mental and sexual harm. The groups use a range of methods to identify potential victims. The consequences of county line markets include serious violence and physical harm, incidents of kidnap, use of weapons, ruthless debt control, turf wars and homicide. London continues to be the predominant urban source of county lines offending.

Hate Crime

Hate crime has a particularly harmful effect on its victims, as it seeks to attack an intrinsic part of who they are or who they are perceived to be: their race, religion, sexual orientation, disability or transgender identity¹⁹.

Home Office studies show that **hate crime victims are more likely to suffer repeat victimisation, more likely to suffer serious psychological impacts as a result, and less likely than the victims of other crime to be satisfied with the police response.**

Earlier in the report we can see that whilst hate crime continues to rise across Westminster it has begun to decline across the MPS. **Westminster has the highest levels of hate crime recorded across the MPS accounting for 9% of all hate crime in London.** Limited crime data obtained from the police on hate crime for the 2017/18 financial year shows the victim profile below.



Most victims are aged 26 – 35 with the exception of **disability hate crime. Nearly half were aged under 18.** Two thirds of victims were male. 15% of hate crime victims were repeats compared with 12% across the MPS. This table looks at the specific types of crime of each hate crime. Most are low level violent crimes or public order offences.

	1st	%	2nd	%	3rd	%
Racist	Public order	41	Violence without injury	27	Violence with injury	10
Faith	Harassment	58	Common Assault	10	Other	10
Homophobic	Public order	29	Violence without injury	27	Violence with injury	24
Transgender	Harassment	48	Common Assault	24	Other	20
Disability	Harassment	42	Criminal Damage to motor vehicle	26	Other	19

Standing against hatred intolerance and extremism is a Mayoral priority in the 2017 – 2020 Policing and Crime Plan. The Mayor’s aim is to: *Protect Londoners from hate crime; Deliver better support for victims of hate crime and strengthen the work to prevent vulnerable people in London from being radicalised.* The Mayor noted a rise in online hate crime, where people can use the anonymity of the internet to abuse and harass people. This is of growing concern. In response, MOPAC launched an Online Hate Crime Hub to provide, a dedicated investigative police resource for these offences when they are reported. In addition, the community partners to the Hub project, Stop Hate UK (SHUK) and the MOPAC-commissioned Hate Crime Victim Advocates Scheme (Community Alliance to Combat Hate - CATCH) have achieved Trusted Reporter status with the social media

¹⁹ Cross-Government Hate Crime Action Plan 2016 - 2020

partners on the Hub project, Google and Twitter, which has significantly improved the speed with which offensive material can be removed from the internet. SHUK will be developing an online hate crime resource to be launched later this year.

The Council are drafting a hate crime strategy due to be published next summer and will be launching an independent commission later this year.

Victims Delivery Group

We are now half way through delivery of the three year action plan.

The overarching aim of the group is; **Identifying and working with repeat victims to reduce their vulnerability**'. Below details the key actions and progress taken towards them. The headings are coloured to reflect the RAG status.

Improving co-ordination across the partnership to identify all repeat victims and ensure they have access to appropriate services.

Work continues to be delivered to support repeat victims of ASB and domestic violence however, **no co-ordinated action is taking place across the partnership to identify all repeat victims.**

The housing provider ASB forum is now well established. A minimum set of standards for housing providers for dealing with victims of crime and ASB has been drafted and is awaiting sign off. Work has started with Housing to assess how they capture repeat victims. A working group for responsible authorities under the Victims Code of Practice will also address this issue, comprising of the Police, Council and Victim Support. This will lead to the development of a protocol/process to ensure details are captured and the most effective support provided.

Provide bespoke support to those most at risk of domestic violence to reduce high levels of repeat victimisation

This relates to monitoring and tracking the work of the Angelou partnership and Standing Together MARAC support. As previously detailed in the domestic violence section, the services are meeting their targets. Discussions have taken place with the VAWG strategic group to review the current contract spend and have agreed to reduce the contract spend by 10% over 2019/20. A new specialist service is to be re-commissioned for 2020 onwards and an evaluation of current VAWG services across the Tri-borough is soon to commence which will help inform this decision. With reductions in the LCPF fund and no guarantee of funding beyond 2021, agreement is required how to sustainably fund such a service.

The disaggregation of services formerly delivered Tri-borough, has created a number of challenges for jointly commissioned services such as Angelou. Although there is broad support for continuing in a shared arrangement, as most of the services around it disaggregate, the rationale for keeping services together starts to weaken.

Provide bespoke support to vulnerable young victims i.e. those aged under 24 who are at risk of serious youth violence

A young women's advocate to support young women affected by gangs and youth violence is funded through LCPF. As a result of this post the issue of girls affected by gangs is now being discussed more frequently. 23 young women have been directly supported by the case worker and she has acted as a consultant on a further 7. 36 young women have participated in CSE school workshops.

Gain a greater understanding of the level and quality of pan London provision for victims in Westminster

The majority of pan London and regional services commissioned by MOPAC are victim services. This includes Victim Support and a variety of services to support VAWG, sexual violence, hate crime and serious youth violence victims. No details are available on how these services perform at a local or pan London level. Victim Support are a key stakeholder in the Victim Delivery Group but are unable to provide data at a local level.

The London Victims' Commissioner is undertaking an audit of victims services and will be used to inform the re-commissioning of all pan London universal and specialist victim services in April 2019. The aim is to offer better integration of services to victims and will be commissioned for a two year period.

Review the SWPs compliance with the Victims Code of Practice

The Code of Practice for Victims of Crime is the statutory code that sets out the minimum level of service that victims should receive from each of the agencies in the criminal justice system. This is important as a lack of accessible, timely and accurate information can lead to victim disengagement. A number of actions have been developed to improve the victim's journey at the initial point of contact by assessing all vulnerabilities and identifying the most appropriate lead agency. The victim risk assessment is now being completed by single points of contact and ASB caseworkers when a referral is accepted. Work has started with the Learning Disability team about vulnerable tenants and they are included in the development of a new process to deal with cuckooing²⁰. Research is underway into the use of a community MARAC for medium/high risk victims.

Work is being undertaken with Tri-borough Legal to train the ASB caseworkers to take prosecutions to court.

The Government's new Victims strategy²¹ stated they will start to hold agencies to account for compliance with the Victim's code through improved reporting, monitoring and transparency on whether victims are receiving entitlements. This will be undertaken by MOPAC.

Early intervention to prevent victimisation

This is a cross cutting theme across the SWP. The City for All Leaders Fund project Stay Safe will include a focus on raising awareness in schools and providing direct support to young people who have been victims of crime.

As part of the police Basic Command Unit (BCU) change levels of safeguarding referrals are being reviewed across the Tri-borough.

A new process to effectively address cuckooing is being developed and led by the ASB team in conjunction with City West Homes, Integrated Gangs Unit, Learning Disabilities, Central and North West London NHS Foundation Trust substance misuse team.

Recommendations

The evidence presented here demonstrates that the key action plans and objectives set should remain. Below details some additional considerations for the Victim's Delivery Group.

²⁰ Cuckooing is a form of crime in which criminals take over the home of a vulnerable person in order to use it as a base for drug dealing or other criminal means.

²¹ <https://www.gov.uk/government/publications/victims-strategy>

Repeat victims

We do not have the data to assess all levels of repeat victimisation. As prior victimisation is the single best predictor of future victimisation, this is essential to be able to target interventions and support to the right people, to have the best impact on reducing crime.

Evidence shows that victim satisfaction is low, this needs to be improved to ensure victims come forward to report crimes and are provided with support where necessary.

Whilst excellent work is on-going across the partnership around victims of domestic abuse and ASB, there still remains no co-ordinated action taken to identify all repeat victims. This will be needed to ensure agencies are compliant with the Victim's code of practice.

Older victims

When police victim data was available in the 2016 Strategic Assessment, this showed that older people were at greater risk of repeat victimisation. Adult Safeguarding data has supported this. Nearly two thirds of people referred as a safeguarding crime or potential 'crime concern' were aged over 65. This also highlights the key links and shared objectives the SWP should have with the statutory Safeguarding Adults Board.

Financial abuse was the greatest abuse alleged, but also, nearly half reported physical abuse. The abuse was concentrated in our two priority vulnerable wards, Church Street and Queen's Park. Evidencing how any targeted work should be focused here.

Domestic violence

Data from high risk victims referred to the MARAC, identified that 22.5% had a disability compared with only 6% nationally. This needs to be examined further to understand the nature of the disability and if any additional support is required.

There is a gap in service provision for male victims. All borough commissioned provision is for females only. There is a pan London provision for males but this is limited. This gap should be considered when re-commissioning the domestic violence services and also to lobby MOPAC for greater pan London provision for males during their re-commissioning process.

Hate crime

Of increasing concern are the levels of hate crime which continues to increase. 9% of all hate crime in London is within Westminster and accounts for 3% of all crime recorded here. In addition, repeat victimisation levels are higher than across the MPS. Further data is required to provide the appropriate tactical and strategic response.

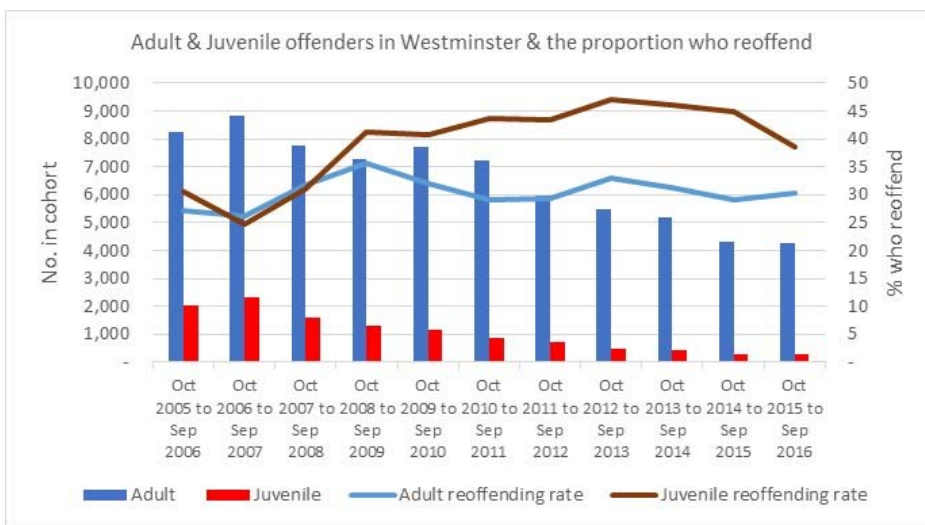
The council are drafting a hate crime strategy due to be published in the summer and will be launching an independent commission on hate crime.

Offenders

This section aims to provide an understanding of the characteristics of who offends in Westminster; their interaction with different agencies in the Criminal Justice System and how we are addressing the pathways to reoffending. Only suspect data relating to hate crime was available from the police to provide an offender profile. The data draws from open sources and some of the offender cohorts managed across the partnership.

Number of offenders and reoffending levels²²

The number of offenders dealt with by the criminal justice system in Westminster from October 2015 to September 2016²³ was 4,579 this is a 56% reduction from 10 years ago. This is the greatest decrease across London. Whilst the number of offenders has declined, the population in Westminster has been steadily increasing since 2010.



This table shows the decline in the number of adult and juvenile offenders against the proportion who reoffend.

The number of adult offenders in Westminster has nearly halved over the last decade whilst there has been an 85% reduction in juveniles. In comparison across London, this has been 12% and 71% respectively. This reduction is

the greatest across London for both adults and juveniles. Juvenile offenders make up 7% of the cohort compared with 20% 10 years ago. As well as a declining juvenile offending cohort there has been a decline in the re-offending rate since 2013. Westminster accounts for 5% of all offenders across London compared with 9% 10 years ago. Whilst the number of offenders is declining the average number of previous offences per offender is increasing. Westminster has the highest levels across London, mainly attributable to the older offending cohort. Highlighting the importance of concentrating resources on this recidivist cohort.

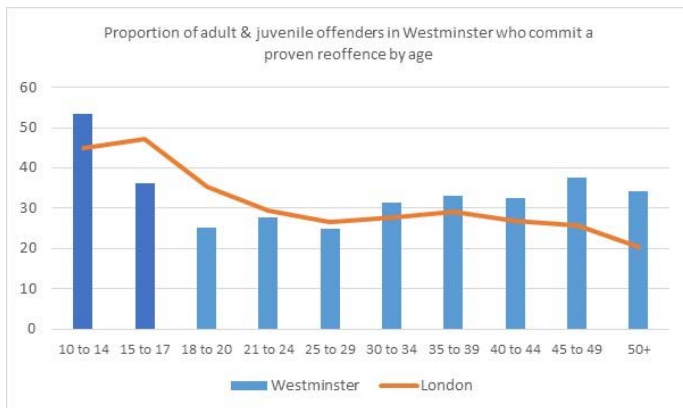
Re-offending rate	WCC	London	England & Wales
All reoffending rate	30.8	29.2	29.5
Adult reoffending rate	30.2	27.8	28.6
Juvenile reoffending rate	38.6	46.7	41.9
Male offenders	33.5	30.7	30.8
Female offenders	18.3	20.4	23.4

This table looks at the re-offending rates in Westminster compared with London and England & Wales. Adults and male offenders have greater than London average rates of re-offending, whilst females and juveniles have lower than average rates. Females make up 18% of offending cohort compared with 15% across London.

²² MoJ proven re-offending statistics to September 2016. Offenders are matched from a variety of data sources including; PNC, Prison and YJB etc. Offenders included who have received a caution, a final warning, reprimand, a non-custodial conviction or who were released from custody. They are matched to a borough based upon their last known address.

²³ Data is historic as re-offending rates take 18 months to calculate due to allowing a one year follow up period and a six month waiting period.

The overall re-offending rate in Westminster is the 11th highest across London. Females and juveniles are in the bottom quartile for reoffending whereas adults and males are in the top quartile.



This chart looks at the proven reoffending rate by age in Westminster compared with across London. 10 – 14 year olds have a greater re-offending rate in Westminster whilst those aged 15 to 29 is lower. The greatest discrepancy is for **offenders aged 45+ who have a much greater reoffending rate than the London average**. They also make up a greater percentage of the offending population in Westminster than across London.

Different offences have different reoffending levels; public order (53%) and possession of weapons (39%) have the highest reoffending rates in Westminster which are far greater than London at 38% and 29% respectively. Across London, theft offences had the highest re-offending rate at 44% compared with 35% in Westminster.

Government & MOPAC response to offenders

The MOPAC Police and Crime Plan 2017 – 2021, states that the management of all offenders in London must be improved. MOPAC’s aim is for London to take on a greater role in the commissioning of offender management services alongside the Prison and Probation Service, to first and foremost improve standards, but also allow more local flexibility, innovation and better coordination with other local services including healthcare and accommodation. This forms part of the Ministry of Justice (MoJ) Memorandum of Understanding with London, to work towards greater devolution of powers.

Female offenders are a Mayoral priority and as part of the top sliced LCPF²⁴ co-commissioning fund £4.6 million is to be spent on wrap around support for female offenders in 21 London boroughs including Westminster and the Tri-borough over the next 3 years. Advance Minerva will provide the support across the Tri-borough basing their service on that previously commissioned here to address re-offending in short sentence prisoners.

The Government has launched a female offender strategy.²⁵ It states although the proportion of women in the CJS is small, approximately 5% of prison population and 15% of offenders in the community, the positive impact of addressing their needs is significant. Outcomes for women in custody can be worse than for men e.g. the rate of self-harm is nearly five times as high in women’s prisons. The incarceration of women may also have a disproportionate impact on intergenerational offending as they are more likely to be living with their children prior to custody.

The strategy focuses on early intervention to prevent offending for some, and interrupt the cycle of offending for others. They are working on a National Concordat on Female Offenders. This will set out how local partners and services should be working together in partnership to identify and respond to the multiple and complex needs of women as they journey through the CJS. To be published end of 2018.

²⁴ 30% of all boroughs LCPF fund was top sliced and used to fund specific mayoral priority projects.

²⁵ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/719819/female-offender-strategy.pdf

Almost 60% of female offenders supervised in the community or in custody, who have an assessment, have experienced domestic abuse. Being a victim of domestic abuse is a predictor of violent offending among women. Contact²⁶ with the CJS can have a very negative outcome for the families particularly children of offenders. International evidence has found that children with incarcerated parents are at increased risk of antisocial and offending behaviour.

NHS England are enhancing ‘women’s pathways’ across all Liaison and Diversion Services. Services will allow women coming into police custody to choose the gender of their practitioner, offer gender sensitive tools for screening and provide effective onward referrals to gender-informed services.

In addition to commissioning female offender services MOPAC have commissioned Taith, over three years at £1.8 million for a specialist service, targeted at the perpetrators of harmful and sexual behaviour in nine London boroughs including the Tri-borough, and London Gang Exit support for gang members and those exploited by gangs 16 – 24 years.

Offender Cohorts

Offenders are managed by a variety of agencies. Adult statutory offenders are managed, by the Community Rehabilitation Company (CRC) if low to medium risk and National Probation Service (NPS) if high risk. Young offenders are managed by the Youth Offending Service (YOS).

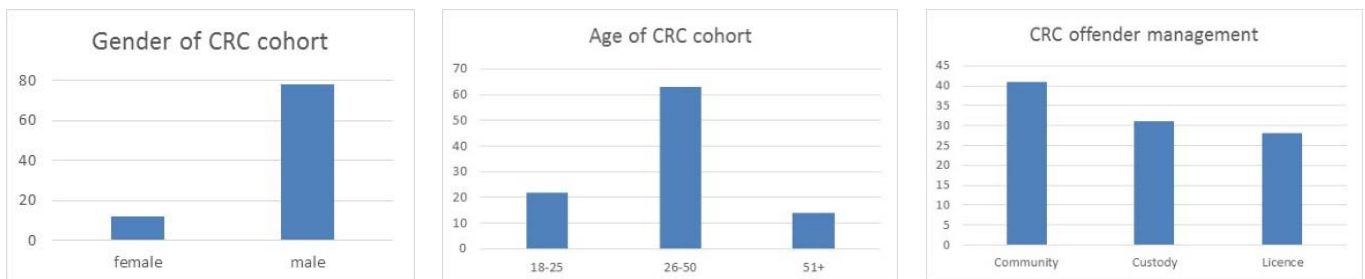
A number of multi-agency case panels exist to manage offenders who have specific needs they are:-

- Multi Agency Public Protection Arrangements (MAPPA) – a statutory panel to manage violent and sexual offenders;
- Integrated Offender Management (IOM) for persistent and problematic offenders;
- Gangs Multi Agency Panel (GMAP) for people who are involved or at risk of gang involvement up to the age of 25.

Similar cohort panels exist for victims, around Child Sexual Exploitation through the MASE and Domestic violence through the MARAC.

Probation

We have no current up to date figures on the number of offenders being managed by London Probation. We have figures from the CRC but this is for both WCC and RBKC at 1,152. Further details are shown below.



In 2014 the Government introduced major structural reforms to the probation system known as Transforming Rehabilitation (TR). This included splitting the delivery of probation services between the National Probation

²⁶ MOJ (2018). Criminal Justice System statistics quarterly: December 2017. Available at: <https://www.gov.uk/government/statistics/criminal-justice-system-statistics-quarterly-december2017>

Service (offenders at high risk of harm) and privatised Community Rehabilitation Companies (low and medium risk offenders). The Justice Committee recently undertook a review of these changes²⁷.

The review felt the payment by results mechanism does not provide sufficient incentives to providers to reduce reoffending. The report noted the split of offenders by risk of harm between CRC and NPS has complicated delivery through a two tier system. The rate card (the list of available specialist services and programmes that CRCs offer and which the NPS can purchase from the CRC) processes are cumbersome and create barriers for the NPS to use these services.

One of the key components of the TR reforms was that all offenders would receive an element of continuous support from custody into the community. The current Through the Gates (TTG) provision merely signposts offenders to other organisations and is wholly inadequate. They have requested a review to ascertain if it is appropriate to release prisoners, with few family ties, from custody on a Friday due to the difficulty in accessing Government services.

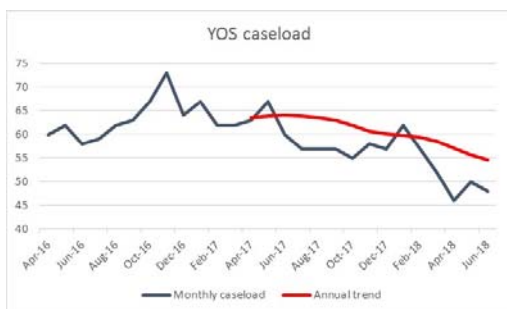
The issues facing offenders on probation are not all within the gift of probation services to resolve and therefore a cross Government approach is needed and organisations need to work together. There are strong links between homelessness and reoffending. There is a call on government to amend its guidance for Local Authorities, to make it explicit that an individual who is homeless, because of having served a custodial sentence should be deemed vulnerable for the purposes of the Homelessness Reduction Act 2017. Offenders cannot apply for Universal Credit until released from custody, meaning they have £46 discharge grant to live on for a number of weeks. The Justice Committee requested for offenders to apply for this prior to their release.

CRC contracts will be terminated 18 months early. Competition for new contracts will be launched early next year and new CRC contracts in place by autumn 2020. Contract package areas will be reduced from 21 to 10 to be co-terminus with the NPS. Police and Crime Commissioners will be engaged to consider how they can play a greater role in shaping rehabilitation services and improving collaboration with local services as part of justice devolution.

A protocol will be tested in five areas in England to increase the use of community sentences with drug, alcohol or mental health treatment requirements. The Government is keen for a greater shift towards the use of community sentences.

Youth Offending Service

The Local Authority has the statutory responsibility for working with young offenders.



The average monthly caseload of the YOS was 55 compared with 64 a year earlier highlighting the decline in the volume of young offenders coming through the criminal justice system.

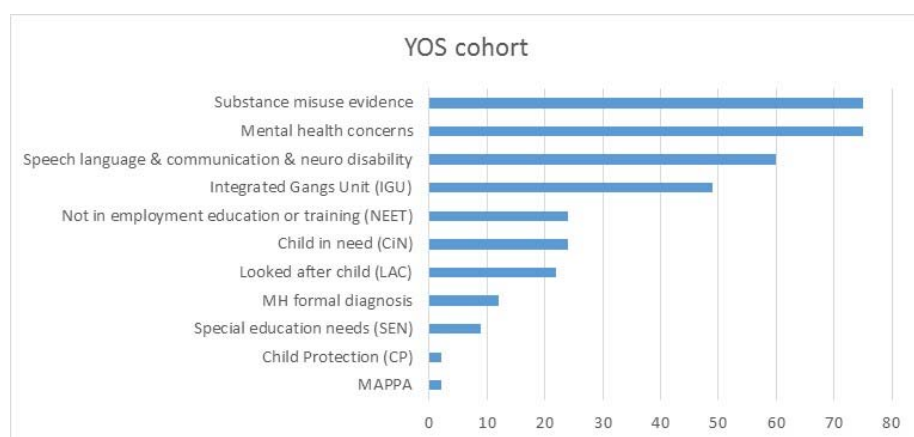
15% of this cohort was female. 66% of the cohort was aged 16 or 17. There is a significant over-representation of the 'Other' ethnicity predominantly people of Arabic or North African descent while 'White' is significantly under-represented.

²⁷ <https://publications.parliament.uk/pa/cm201719/cmselect/cmjust/482/482.pdf>

293 offences were recorded against these young people over 2017/18, a significant decline from 452 the previous year. Violence against the person remains the most common offence category at 29%. Of which a third of these offences involved possession of a knife/blade or offensive weapon. The second most common offence remains as drugs, 22% of all offences. **Offences recorded by YOS clients account for less than one percent of the total crimes recorded in Westminster.** The offensive weapon offences account for 7% of the total offensive weapons crimes recorded in Westminster over this period.

There were 43 first time entrants²⁸ into the criminal justice system over 2017. A reduction from 53 in the previous year, which is a rate of 250 per 100,000, considerably lower than London at 380.

Over the last year, there were 11 custodial sentencing occasions, which is lower than the London average. The Lord Chief Justice ruling on being in possession of a knife or threatening to use one that the courts must impose custody has resulted in some further young offenders being sentenced to custody.



The YOS have begun to track the needs identified from ASSET assessments and other services the YOS cohorts are known to. This chart provides details of that. This will assist with aligning and integrating the work across services with vulnerable young people to avoid duplication and simplify processes. **Substance**

misuse and mental health concerns affected three quarters of the cohort. Only 12% had a formal mental health diagnosis, yet 58% had contact with mental health services.

There remains considerable overlap between the YOS and Integrated Gangs Unit (IGU) cohorts, **nearly half of the YOS cohort is being worked with by the IGU.** It is imperative to have clear lines of accountability between these two services and to share provision around supporting the needs of these vulnerable young people.



Professional judgements are made around the likelihood of reoffending, risk of harm and safety and wellbeing which is also informed by the risk of reoffending scores (YOGRS), the assessment process and the history of offending. This shows that the majority of the cohort are defined as of medium risk. This is mirrored by the level of support provided to the cohort. 27% required intensive support, 41% enhanced support and 12% standard support.

²⁸ First time entrants are defined as young people aged 10 -17 who receive their first substantive outcome.

Gangs

The IGU aims to identify and work with vulnerable and exploited young people aged 10 – 24 involved in group violence or on the periphery of gangs to improve their life choices, social integration, reduce associations with gangs and reduce incidences of serious youth violence.

MOPAC London Crime Prevention Fund (LCPF) is used to fund a number of posts within the unit including; specialist gangs workers, data analyst, ASB caseworker, employment support worker as part of the Westminster Employment Service, gangs exit through St Giles Trust and a CAMHS worker.

91 people were worked with by the IGU over the last year. At the end of June there were 60 clients receiving interventions from the flexible gangs workers.

IGU Caseload	%
Children & Family Services	58%
YOS	43%
Missing	33%
Open to all C&F, YOS & IGU	30%
Not open to any other service	17%

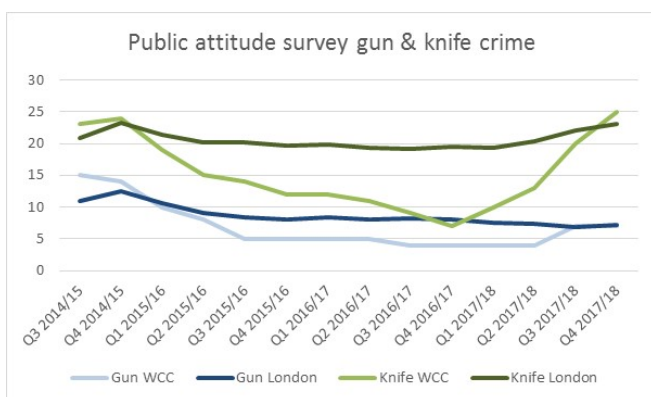
There is a lot of crossover of the IGU caseload with other young vulnerable cohorts managed. Of note 27% of the IGU caseload are aged over 18 therefore would not be eligible to be part of these cohort. 73% of the cohort are aged less than 18. 16% of the cohort were females.

Over half of the cohort live in four wards of the borough; Queen’s Park (21%), Harrow Road (15%), Church Street (9%) and Westbourne (9%).

IGU Service	%
Child & adolescent mental health	10
St Giles Trust	16
Sexual violence practitioner, girls and gangs	18
Employment coach	30

This table looks at the percentage of the IGU cohort receiving support from the commissioned services. A number of workshops and sessions are delivered to primary schools and pupil referral units about substance misuse, knife crime and county lines.

County lines is a growing issue for the IGU with offenders travelling as far as Norfolk and Hampshire. This trend has continued and new patterns have emerged highlighting the importance of developing a more collaborative approach and model in partnership with other London Boroughs, as well as key services and partners in pertinent home counties. The MOPAC funded Response and Rescue service will play a key part in coordinating intelligence and analysis around this growing issues.

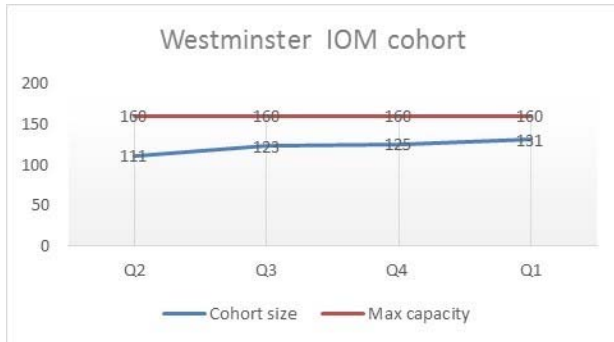


The public attitude survey to March 2018 undertakes approximately 400 interviews per year with residents of each London borough, it asks how much of a problem knife and gun crime are perceived. This chart compares the responses for Westminster with across London over the last four years. Concerns around knife crime have increased considerably in Westminster over the last year and is now at 25%, slightly greater than the London average 23%. This may well have been

fuelled by the extensive media coverage of knife crime across the capital.

Integrated Offender Management (IOM)

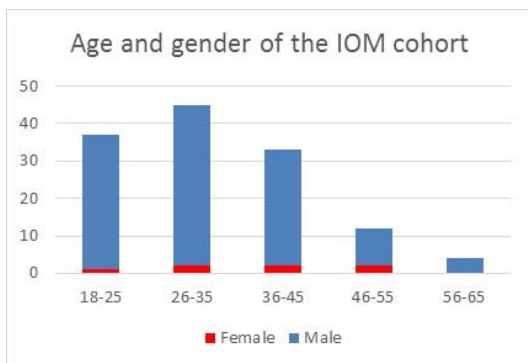
The IOM is a multi-agency partnership approach that brings together key partners to supervise, manage and positively impact on the criminal activity of offenders within the community²⁹. The most persistent and problematic offenders are identified from their Offender Group Reconviction Score (OGRS) and managed jointly by partner agencies in particular the police and probation.



Police resources are allocated to 40 cases per officer. The expected cohort for Westminster is 160. Data from ID-IOM³⁰ for January to June 2018 showed there were 131 offenders on the cohort. The chart shows the numbers have been steadily increasing. As officers are allocated by cohort size, a consistently low cohort may result in a reduction in officers to work with this prolific offending cohort.

LCPF was used to commission Staring Over through the Drug and Alcohol Wellbeing Service to provide additional support to male members of the IOM cohort who are aged 18 and over. Two key workers provide flexible outreach support to clients, above and beyond the statutory support provided by either the CRC or NPS. They work to address the offender’s criminogenic needs. Accommodation was identified as the greatest need and a housing worker has been funded across the Tri-borough to address this need. Female offenders are provided with support from Advance Minerva as part of the MOPAC commissioned service.

The greatest needs identified were housing and substance misuse. Cannabis was the most common primary problem substance followed by cocaine.



95% of the IOM cohort is male and only 5% female, which is considerably lower than the average offending population.

The cohort ranges in age from 19 to 58, 28% aged between 23 – 27. This peak age is comparative with all offenders across Westminster and London. 57% were of White North European ethnic appearance and 25% black, which is considerably greater than the borough population.

Starting Over capture data on the criminogenic needs identified.

Just over a quarter of the cohort are in prison with the majority of the cohort identified as at not complying or not engaging.

²⁹ Integrated Offender Management Police Practice Guidance for London May 2017

³⁰ ID-IOM 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.

Current RAG	No.	%	Starting Over	%
Blue	34	26	21	30
Red	86	66	44	62
Amber	4	3	3	4
Green	7	5	3	4
TOTAL	131	100	71	100

Each offender on the cohort has a RAG status applied to them. The table shows the current status. Blue = Offender is in prison; Red = not complying, not engaging and still committing crime, highest risk of reoffending; Amber = are engaging but have a high risk of causing harm or reoffending; and Green = No intelligence to suggest offending, engaging with all relevant agencies.

An ID-IOM³¹ report is run every quarter, looking at the three months prior to joining the IOM cohort, the time during and three months following leaving the cohort. This is useful to look at the impact of the IOM on the cost of crime, number of offences charged and the offence interval. The table below looks at those on the IOM cohort worked with since April 2017 and that have left before April 2018.

Cost of crime before	Number of offences before	Average Offence interval before	Cost of crime during	Number of offences during	Average Offence interval during	Cost of crime after	Number of offences after	Average Offence interval after
£73,204	34	18	£645,074	156	157	£50,327	10	10

Of note whilst the measurement before and after involvement with the IOM are the same i.e. 3 months, the time during is considerably

longer i.e. on average 511 days, therefore the cost of crime and number of offences is not comparable.

The chart shows that the **cost of crime and number of offences has decreased after involvement with the IOM**, which is very encouraging. However, it should be noted that the level of offending may have reduced because the person is now in custody so unable to offend.

Only 3 people offended in the three months after being on the cohort and the costs of crime only relate to one person. Demonstrating how the figures can be easily skewed. Only two people had an increase in offending after being on the cohort. Only 4 people worked with by Starting Over are included in this data, none of whom went on to re-offend.

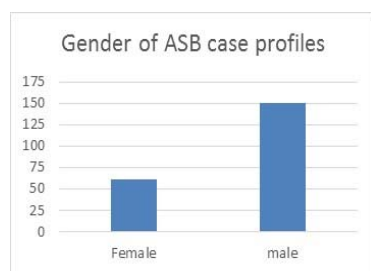
MOPAC have been reviewing the IOM process to understand if it has enough focus on high harm. Their data shows an increasing number of offenders who fit the criteria based on OGRSs. Violence is now the most common index offence³² of the London IOM cohort. Over the last three years it has increased from 16% to 29%. Malicious wounding and common assault make up 75% of the violence. London Councils have consulted on whether an additional measure of high harm should be included in the criteria.

ASB nominals

Data was extracted from E-Cins, the partnership ASB case management system relating to open cases over the last year. 212 profiles were created compared with 126 in the previous year, evidencing the greater use of the system to record ASB data.

³¹ ID-IOM 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.

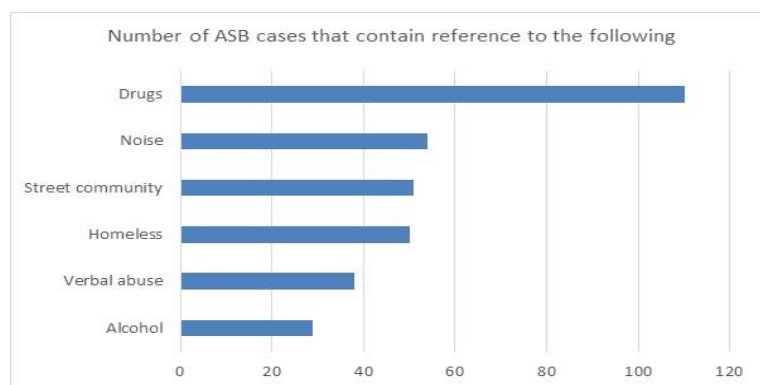
³² Index offence is the offence that led to the offender entering the cohort.



The majority of profiles related to males (71%). Ethnicity was only shown in 30% of profiles. Where given, 83% was shown as White British. Nationality was only given in 50% of profiles, where shown 89% was identified as British. Just over half of profiles gave a date of birth. 56% of people were aged between 25 – 35 and ranged from 13 to 79.

The data is limited, it is difficult to know if the profiles are of victims or

perpetrators, although it is believed the data relates predominantly to offenders. **Data collation needs to improve, not just for analytical purposes, but also to aid with identification to prevent duplicate records being created.**



319 case profiles were created over this period compared with 73 in the previous period. This table looks at the number of cases that contain reference to the following issues.

Over a third of cases were detailed related to drugs. It is not clear from the data which type of drugs.

Integrated Street Engagement Unit (ISEU)

The Leader of Westminster City Council has funded the setup of the Integrated Street Engagement Unit as part of the #MyWestminster programme. It is a multi-agency unit including the council, police, outreach support from The Connection at St Martin and substance misuse support from Turning Point. The purpose of the unit is to improve perceptions amongst residents and businesses of the action taken to combat street based ASB and criminality.

Lots of information is known about the night time rough sleeping population however far less is known about the day time street population. A day count was undertaken and 321 people were identified compared with 299 in the last night time count (May 2018).

80% were male. 67% were UK nationals and the second highest nationality was Romanian. A basic assessment of the needs of the street population was obtained. Substance misuse was the greatest need of approximately 250 of the cohort with only 19 accessing treatment. About one third of the cohort identify with physical and mental health needs.

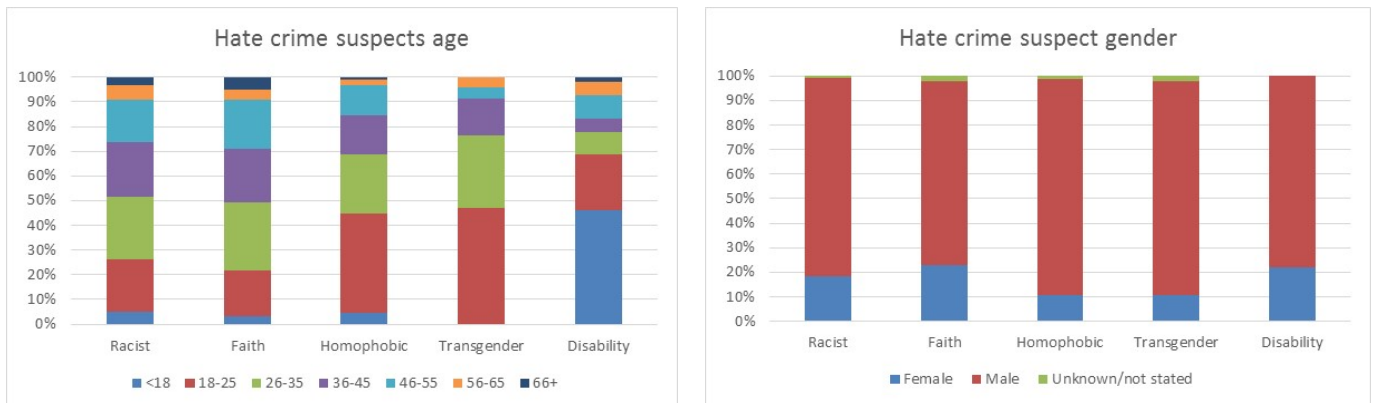
It was more difficult to obtain details on the housing status of this cohort. Nearly half claimed to be rough sleeping in Westminster and one quarter rough sleeping elsewhere. The remaining quarter had access to accommodation about half of this was within Westminster.

56 ASB interventions were undertaken against them during the count, mostly for street drinking and 'perceived' begging.

Further day counts are planned to gain a greater understanding of the needs of this cohort.

Hate Crime

Police suspect data was supplied for hate crime and this relates to data over the 2017/18 financial year.



The suspect age profile is different depending upon the type of hate crime committed. **Nearly half of homophobic and transgender hate crime is committed by suspects aged 18 – 25. Nearly half of the disability hate crime suspects were aged under 18**, which is comparable with the victim profile. This highlights that any work to tackle disability hate crime needs to be focused on young people possibly in schools and colleges.

Pathways to reoffending

Research has identified seven pathways for men and nine³³ for women that can impact upon reducing reoffending. Some of these pathways are reviewed below to identify any service gaps.

Substance Misuse

Drugs and alcohol are identified as two of the key drivers of crime and disorder in the Home Office Modern Crime Prevention Strategy (2016)³⁴. The National Strategic Assessment for Serious Organised Crime 2018 predicts that the **UK drugs market and associated crime will continue to grow and cause increasing harm to the UK**. Cocaine and heroin production have continued to rise in 2017. Demand for all common drug types remains high in the UK and the use of crack cocaine has increased. **Crack cocaine is linked to county lines drugs supply networks and has been identified as a driver for an increase in serious violence**.

Individuals dependent on opioids and/or crack cocaine are responsible for an estimated 45% of acquisitive crime (shoplifting, burglary, vehicle crime and robbery). In the last year in Westminster, that would equate to 6,943 recorded crimes at the cost of £39 million (of note, shoplifting is not included in this cost). Around 40% of all violent crimes are alcohol-related. That would equate to 5,287 of the violent crimes recorded in Westminster last year at an estimated cost of £49 million.

Being in treatment reduces levels of offending. Evidence-based drug and alcohol treatments also help in terms of health improvements, reduced drug and/or alcohol related deaths, lower levels of blood-borne infection and wider social harm. Drug treatment is estimated to have prevented approximately 4.9m offences in England and Wales in 2010/11. Therefore **reducing the number of heroin and crack users is likely to have the largest impact on volume crime levels**.

³³ The seven pathways are substance misuse; accommodation; ETE; Health; Finance; families; attitudes lifestyle and thinking and abuse and prostitution for females.

³⁴ <https://www.gov.uk/government/publications/modern-crime-prevention-strategy>

The Drug and Alcohol Wellbeing Service (DAWS) is the Tri-borough adult substance misuse service, commissioned by Public Health and delivered by Turning Point and Blenheim. The young person substance misuse service is in the process of being re-commissioned.

Substance	Westminster Number	Rate per 1,000	Trend	National Rate per 1,000
Opiate and/or crack (OCU)	2,249	13.18	↓	8.57
Opiate	1,503	8.81	↓	7.33
Crack	1,393	8.16	↓	5.21

This table looks at the prevalence and number of substance misusers in 2014/15 for Westminster compared with nationally. Despite rates being greater than the national average they have declined significantly since 2011/12, in particular for crack. This coincides with the decline in crime over this period.

Without more recent data, we are unable to assess if the level of users has now increased in line with crime levels. Data from people accessing treatment shows that there has been a considerable decline in the number of people accessing treatment from specialist drug misuse services in Westminster up to 2016/17.

When engaged in and completing treatment, people use fewer illegal drugs, commit less crime, improve their health, and manage their lives better.

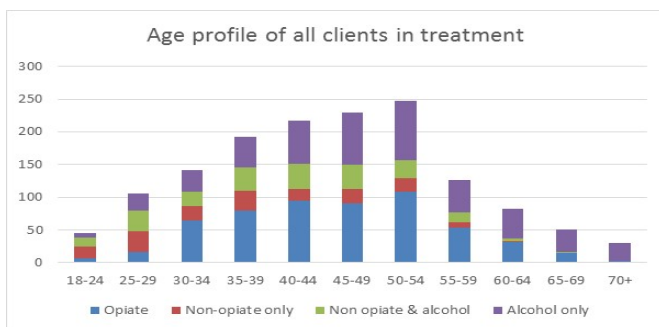
Substance	Westminster No.	Proportion of treatment population	National Proportion of treatment population
Opiate	566	39%	52%
Non-opiate only	169	12%	9%
Non-opiate and alcohol	229	16%	10%
Alcohol only	505	34%	29%

This table looks at the number and proportion of adults in treatment in 2016/17. Of note, the proportion of opiate users in treatment is considerably lower than nationally.

Substance	WCC	National
Alcohol	61%	50%
Cannabis	23%	20%
Cocaine	14%	10%
Benzodiazepine	9%	7%
Crack	6%	2%
Amphetamine	5%	4%

This table looks at the other most commonly cited substance(s) of all adults in treatment in 2016/17. **There is a greater proportion of people in treatment for alcohol abuse in Westminster than nationally.** Drug and alcohol users need prompt help if they are to recover from dependency. The national average waiting time is less than one week. The key to keeping waiting times low is to

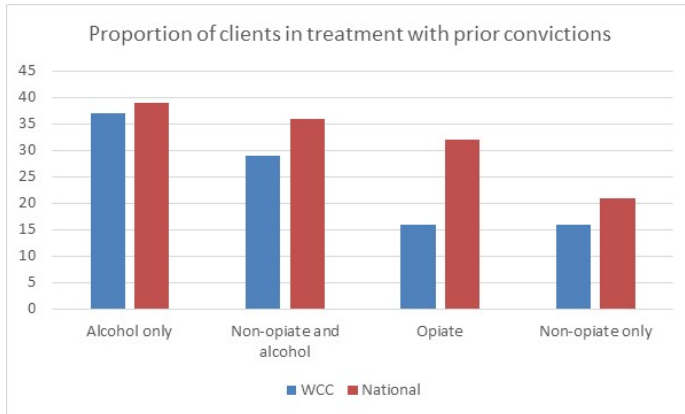
ensure capacity adequately reflects locally identified need. 99% of adults waited under three weeks to start treatment in Westminster compared with 98% nationally.



The age profile of clients in treatment shows 60% are aged between 35 to 54. Only 10% were aged 18 – 29. A greater proportion of non-opiate users are younger than opiate or alcohol users.

The primary route of referral was self (29%) secondly was through a GP (14%) and thirdly the criminal justice system (12%).

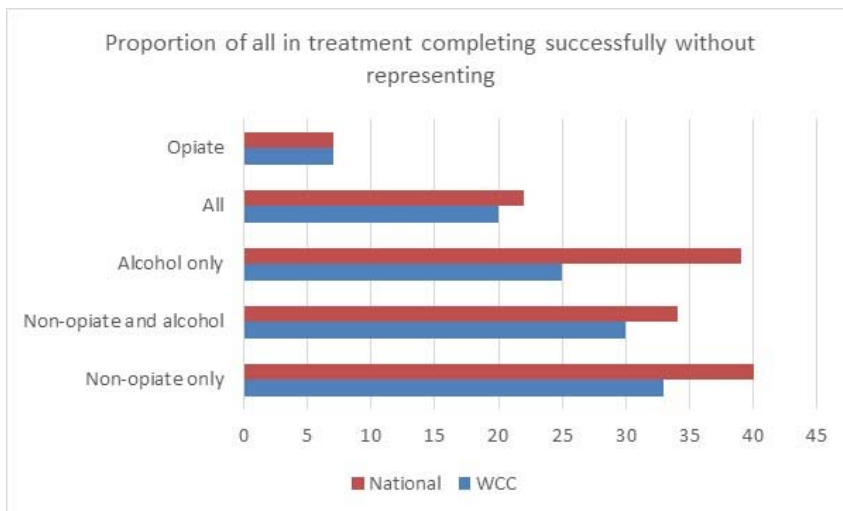
43% of the CJS referrals were from arrest referral or the Criminal Justice Intervention referral or the Criminal Justice Intervention Team, 29% Probation and 19% Prison.



This table looks at the proportion of clients with a prior conviction, calculated at the latest data (December 2012). The cohort is comprised of all clients in treatment at that point, but also includes all clients who were in treatment at any point within the preceding year.

Overall 21% of clients in treatment had prior convictions two years preceding treatment compared with 29% nationally.

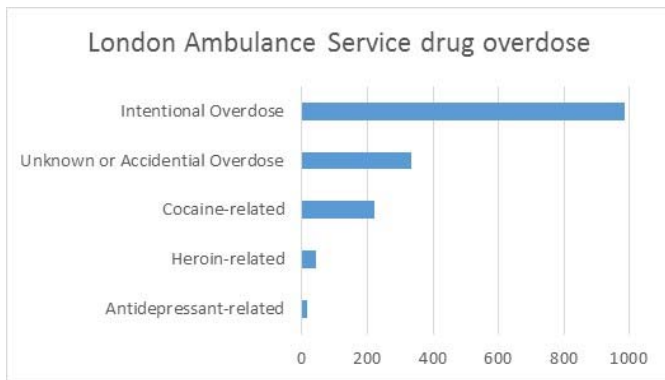
There was a reduction of 44% in the number of individuals who were recorded as re-offending in the two years following the start of treatment and 33% in the number of offences. Opiate clients showed the smallest decreases in both re-offenders (31%) and re-offending (21%), alcohol clients showed the largest reductions in both re-offenders (59%) and reoffending (49%).



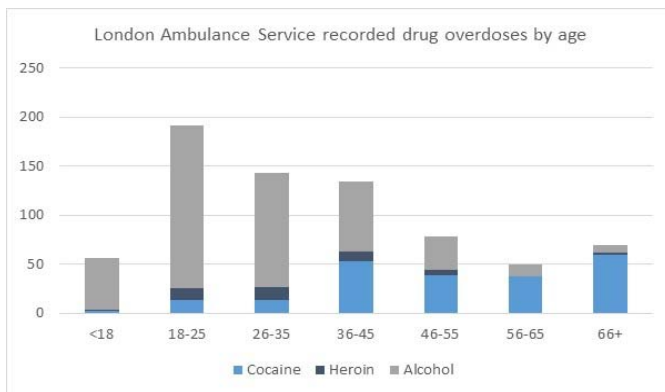
This data highlights the benefits of treatment, however completing drug treatment remains low as this group have many complex problems, especially opiate users.

This data shows the number of drug users who completed their treatment successfully (free of drug(s) dependence) between January to December 2016 who did not re-enter treatment within the following 6 months.

The Office for National Statistics report that in 2016 there were 3,744 drug poisoning deaths registered involving both legal and illegal drugs in England and Wales. This is an increase of 2% and the highest since comparable statistics began in 1993. 54% of all drug related deaths involved heroin and/or morphine.



The London Ambulance Service provides details on drug overdoses. **There were 1,600 recorded in Westminster in the last year, the highest across London accounting for 6.3% of all incidents in London.** St James’s ward accounted for 2% of all across London. Alcohol is flagged as being involved in 29% of all the incidents compared with 20% across London.



Of those who overdosed on cocaine, 29% were aged over 65. With alcohol a younger picture emerges, nearly one third were aged 20 -25

37% of cocaine overdoses were female, heroin 20% and alcohol 46%.

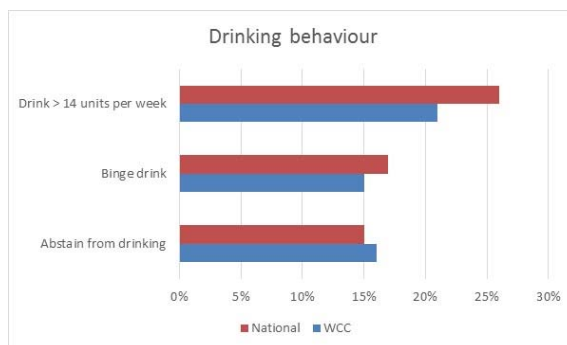
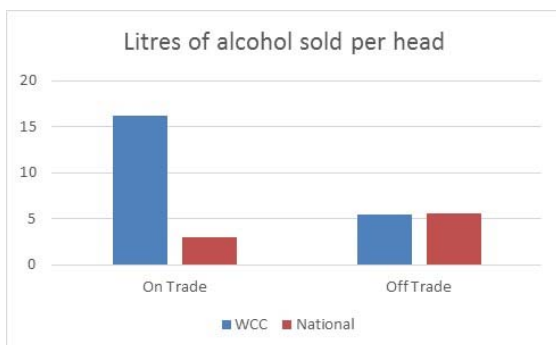
The Council Rough Sleeping Unit identified 22 deaths amongst the Rough Sleeping community and rates have begun to escalate. 9 people died of drug misuse

mainly poly drug use and 5 alcohol related. Among the significant increase in sudden deaths, there may be an emerging trend with synthetic cannabinoids, i.e. spice.

The picture for alcohol is more complex. Violence and disorder in the night-time economy or in the home are largely the result of binge drinking. Some binge drinkers are alcohol dependent, and there is good evidence for specialist alcohol treatment for dependence. However, most binge drinkers are not dependent, so wouldn’t necessarily benefit from specialist treatment. Other effective responses supporting a reduction in alcohol related crime include controlling accessibility and times of sale of alcohol, intelligence-led management of enforcement activity and shaping the built environment to limit the likelihood of violence.

Alcohol related harm hospital stays in 2016/17 was 1,012 this is better than the England average. Alcohol specific hospital stays for under 18s was 22 and also better than the England average.

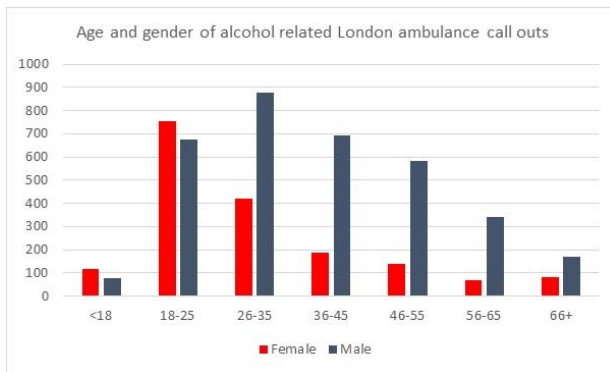
Prevalence estimates 2014/15 – 2,728 at a rate of 13.66 compared with 13.81 nationally.



75% of alcohol sales in Westminster are ‘on trade’ compared with 35% nationally, driven by the large entertainment and night-time economy in the borough.

In contrast you can see how the volumes of alcohol sold is not driven by the local population but by those who visit Westminster as the drinking behaviour, **21% of residents drink more than the recommended 14 units per week compared with 26% nationally.**

London Ambulance Service data shows Westminster has the **highest volume of alcohol related call outs across London.** There were 5,368 this year accounting for 8.4% of the London volume. 5% of London volume of alcohol related call outs was in St James’s ward (2.9%) and West End ward (2%).



34% of all alcohol related call outs were for females. This is most pronounced for those aged under 25.

As age increases the proportion of call outs for females decreases.

Over half of all callouts is for people aged 18 – 35. The greatest difference for WCC compared with London is for the 18 – 25 year group which accounts for 28% of all call-outs compared with 18% across London. Three quarters of

this age groups call outs were in St James’s (38%) and the West End (36%) compared with 54% of people aged over 25.

A Night Safe programme is being developed to support the Westminster City Council’s Licensing Charter. This is so the night-time economy grows responsibly, to promote partnership working between businesses and agencies, and to protect vulnerable people from harm. The Night Hub programme, to be launched later this year will develop a network of volunteers and a safe space, which will provide early intervention and help for those who may be drunk, lost, or otherwise at risk while out at night in the West End. The result will be a reduction on demand on emergency services, e.g. Ambulance, A&E and Police by providing an alternative pathway for those who are vulnerable due to alcohol intoxication. It will also reduce the risk of crime, specifically to prevent intoxicated people from becoming a victim or perpetrator of crime.

London’s night-time economy accounts for 8 per cent of the city’s GDP, contributing around £26.3bn annually and it represents 40% of the entire UK night-time economy.

Accommodation

The provision of suitable accommodation may not reduce reoffending by itself, but can be seen as necessary, if not sufficient, condition for the reduction of reoffending³⁵. Accommodation needs are often related to and/or complicated by other risk factors such as substance abuse, employment and mental health issues³⁶. The situation is exacerbated in Westminster due to the cost of property. In 2017 the median property price was £1,054,400 compared with £517,500 across London. As of March 2018 there were over 2,200 homeless households with waiting lists ranging from 1 year for a 1 bed property to 34 years for a four bedroom house.

³⁵ Maguire & Nolan (2007) *Accommodation and related service for ex-prisoners*, in Hucklesby & Hagley Dickenson (Eds) *Prisoner Resettlement: Police and Practice*, Devon: Willan.

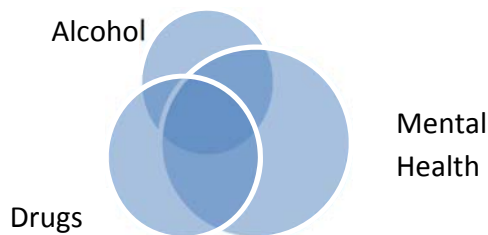
³⁶ Williams et al (2012a) *Accommodation, homelessness and reoffending of prisoners: Results from the Surveying Prisoner Crime Reduction (SPCR) survey*, Ministry of Justice Research Summary 3/12

The Transforming Rehabilitation Inquiry³⁷ recommended, it is unacceptable that any local council is able to deem an individual who has served a custodial sentence as making themselves intentionally homeless. It recommended that the Homelessness Code of Guidance for Local Authorities should be made explicit, that an individual who is homeless because of having served a custodial sentence should be deemed vulnerable for the purposes of the Homelessness Reduction Act 2017.

Accommodation was identified as the greatest need of the IOM cohort. A housing worker has been funded with MOPAC LCPF funds across the Tri-borough to support the IOM cohort.

Westminster has the highest recorded population of rough sleepers of any local authority in the country. The quarterly report from Combined Homelessness and Information Network (CHAIN³⁸), a database commissioned and funded by the Greater London Authority and managed by St Mungo's, stated from April to June 2018 there were 294 new rough sleepers³⁹ identified; 144 living on the streets⁴⁰ and 346 intermittent rough sleepers⁴¹. All have decreased from the same period last year. Over the last year **77% of new rough sleepers had no second night out on the streets.**

Whilst people from the UK form the greatest nationality accounting for 50% over the last quarter, 32% were classified as of Central and Eastern Europe, over half of whom are Romanian the volume of which is increasing. 40% of people had alcohol needs, 43% drugs and 58% mental health, 17% had no alcohol, drugs or mental health needs.



This chart demonstrates the overlap of needs and high levels of substance misuse and mental health needs amongst this cohort.

42% of rough sleepers have been in prison demonstrating the importance of joint working across sectors to reduce both reoffending and rough sleeping. Whilst rough sleepers are often linked to low level crime and ASB, they

are more likely to be victims of crime than perpetrators.

Homelessness is a significant problem for the female prisoner population: from April to December 2017, 39% of women allocated to Community Rehabilitation Companies (CRCs) and the National Probation Service (NPS) were released into unsettled accommodation, with 18% released homeless.

Education, training and employment (ETE)

People leaving prison who find a job are between 6 and 9% less likely to reoffend than those who do not, even when a range of other factors are taken into account. Work can provide a foundation for a different kind of life.

³⁷ <https://www.parliament.uk/business/committees/committees-a-z/commons-select/justice-committee/inquiries/parliament-2017/transforming-rehabilitation-17-19/>

³⁸ <https://data.london.gov.uk/dataset/chain-reports>

³⁹ New rough sleepers – those who had not been contacted by outreach teams rough sleeping before the period.

⁴⁰ Living on the streets – those who have had a high number of contacts over 3 weeks or more which suggests they are living on the streets.

⁴¹ People who were seen rough sleeping before the period began at some point, and contacted in the period – but not regularly enough to be 'living on the streets'

The Ministry of Justice has recently launched an Education and Employment strategy⁴² which has a vision that when an offender enters prison they should be put, immediately, on the path to employment on release.

Over the financial year 2017/18, 6.2% of the population of Westminster's population was unemployed compared with 5% across London.

The Westminster Employment Service (WES) was launched in July 2017. They have a team of employment coaches helping unemployed residents find work and develop their skills; they deal with the barriers to work, such as childcare, housing or benefit advice. It provides a free to use recruitment service for Westminster businesses helping them find candidates who live in Westminster and are ready for work.

As ETE is a high need the IGU funds a worker through WES specifically to work with the IGU cohort. Improving ETE and attainment for young people is a key aim of the YOS as 24% of the cohort were NEET. The proportion of the YOS cohort actively engaged in ETE was 60% compared with 35% across London.

16% of the Starting Over IOM cohort, stated ETE was a need. Turning Point provide this support.

Mental and physical health

Society's understanding of what constitutes a mental health problem has changed over time. Some of the traits and behaviours that may be considered a mental health problem today may not have been seen in the same way a few decades ago. The Review of Children and Young People's Mental Health Services⁴³ found the system as a whole is complex and fragmented. Mental health care is planned, funded, commissioned, provided and overseen by many different organisations, that do not always work together in a joined-up way. Poor collaboration and communication between agencies can lead to fragmented care, create inefficiencies in the system, and impede efforts to improve the quality of care.

One of the priorities for the Westminster Joint Health and Wellbeing Strategy 2017 – 20 is improving mental health outcomes through prevention and self-management. The Well-Being Index is a score based on a combined measure of 12 well-being indicators related to health, economic security, safety, education, mobility and environment. Westminster ranks first of the 32 London boroughs, indicating the probability residents experience greater well-being is highest in the city.

Mental health concerns are high in the YOS with 75% identified as having this need, although only 12% have had a formal diagnosis. The IGU funds a CAHMS worker to support the mental health needs of the cohort.

Feedback from most agencies relates to the threshold needing to be reached to access mental health provision. Greater knowledge is needed across the partnership to understand the threshold levels and services available.

Finance

Offenders represent a particularly vulnerable group in our society and are more likely than others to face financial problems when entering prison and on release from it. Finance, benefit and debt issues are inextricably tied to many other key factors which exacerbate re-offending.

⁴² <https://www.gov.uk/government/publications/education-and-employment-strategy-2018>

⁴³ https://www.cqc.org.uk/sites/default/files/20171103_cypmhphase1_report.pdf

For many, the ‘finance gap’ on discharge from prison presents a significant challenge for many offenders to ‘go straight’ on release. At £46, the discharge grant they receive, coupled with typical delays of two weeks or more to receive benefits can lead to re-offending in order to make ends meet.

Ensuring ex-offenders have enough lawfully-obtained money to live on is key to their rehabilitation and to reducing temptation into re-offending, but many face significant problems achieving financial security. The TR review recommended that the MoJ should work with the Department for Work and Pensions to enable offenders serving custodial sentences to apply for Universal Credit prior to their release from custody so that they can receive this on release.

The review also recommended that offenders who are being released to an unknown or non-fixed address can be supported in having access to a bank account, so that an absence of such an account does not prohibit the offender from getting a job, claiming benefits or securing a place to live.

Families

Dataset	%
EarlyHelp	74
Child in Need	60
Department of work and pension	56
Attendance	51
Special Education Needs	45
YOT	38
Exclusions	29
Domestic Violence	28
Missing Children	21
Looked after Children	13
Not in employment education or training	5
Child Sexual Exploitation	4
EarlyYears	2

Data from the Troubled Families programme showed there were 3,861 families who met the Troubled Families criteria⁴⁴. 637 or 16% of the cohort met the criteria for crime.

Troubled Families draws data from a variety of sources to identify families. This table looks at the families who met the ‘crime’ criteria and what percentage of these families, matched on other data sources.

This shows that **75% of families with a recent criminal history have children known to Early Help**, 56% were out of work and over half poor attendance at school.

Offender Delivery Group

The overarching aim of the Offender Delivery group is ‘*working with the most problematic offenders to reduce their re-offending*’.

Below are the key actions assigned and progress taken during the second year of delivering the three year action plan.

Ensure adequate commissioned services for the most prolific and vulnerable offenders to address their criminogenic needs, in particular around substance misuse and accommodation.

Starting Over is commissioned to provide support to the IOM cohort. From April 2017 to June 2018 47 clients have been referred in Westminster. The greatest needs identified for these clients has been housing and substance misuse. Cannabis is the substance of greatest need. Very positive feedback has been received from the partners working with Starting Over. The first three years cohort data of Starting Over has been submitted to the Ministry of Justice Data Lab to assess the effectiveness of their approach to reducing re-offending. This

⁴⁴ The Troubled Families criteria is that a family needs to meet any two or more 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.

contract now forms part of the wider Drug & Alcohol Wellbeing Service and has the option to extend this is dependent upon multiple factors including LCPF funding, BCU structure and commitments of RBKC and LBHF.

Commissioned services to support offenders is continually reviewed to identify any gaps in provision and to prevent duplication.

Provide bespoke support to vulnerable young offenders i.e. those aged under 24 who are at risk of or are committing serious youth violence;

A variety of services are commissioned to support the IGU through the LCPF including; ASB caseworker; 3 gang key workers; analyst; business support officer; St Giles Trust Gangs Exit; Employment Support worker and Child and Adult Mental Health nurse. Details of outputs are included into the Gangs section. A Youth Resettlement worker is funded within the YOT and worked with 4 prolific young people in custody to reduce offending over 2017/18 and 2 over 2018/19.

Improve offender cohort co-ordination to ensure clarity of partner's roles and responsibilities and gain a greater understanding of what works.

Quarterly ID-IOM reports are received to evaluate the impact of the work of the IOM team to reduce re-offending. Of the IOM cohort worked with since April 2017, 41 have left the cohort up to the end of June 2018. Only 3 people offended in the three months after being on the cohort and only 2 people had an increase in offending after being on the cohort. ID-IOM could be used to monitor other cohorts namely the IGU and YOT however a lack of police officers trained in using the system has inhibited this.

A SWP dashboard and bi-monthly reports by the IGU and YOT provide performance reporting for the group. For effective safeguarding the YOS and IGU are making improvements in communication and information sharing with key partner agencies to prevent duplication of interventions being delivered.

A review of ASB Criminal Behaviour Orders (CBOs) and Criminal Protection Notices (CPNs) processes has been undertaken and training is being delivered to key partners.

With the considerable changes occurring to the police and council structures a comprehensive review of pathways and referrals between offender cohorts has not yet been undertaken. This should be considered a priority as the new structures are embedded to ensure all appropriate agencies are aware of the referral processes and that relevant agencies are attending the multi-agency panels.

Explore and tackle the issue of cross border and foreign national offending in Westminster, utilising every possible funding opportunity.

No data is available to assess the full impact of cross border and foreign national offending in Westminster. Some cohorts are being dealt with through the work of the Integrated Street Engagement Unit. It was hoped there would be an option to address this through Tranche 2 of the Co-commissioning LCPF fund persistent offender strand. This funding is now limited to 18 – 24 year olds and DV perpetrators.

Intervening early with young offenders at risk or in the criminal justice system to prevent future criminality.

An exclusion pilot is being delivered to work with schools on early identification pathways, reinforcing the Early Help criteria and support through traded offer. A Liaison and Diversion post through the CCG has been created

within the YOS and will support improved access to treatment and health outcomes for young people detained in Police Custody.

Restorative practices are being embedded widely within YOS and across services working with children and young people such as Schools in particular Pupil Referral Units, Early Help and Looked after Children.

Recommendations

The data clearly shows the strategic offender priorities should remain. Below, details considerations for the Offender Delivery Group.

Early Intervention

The evidence base is well founded on the indicators which show someone is vulnerable and at risk of becoming an offender, such as attendance issues, being in care or a child in need. Much work is undertaken with schools, but needs to be co-ordinated across the partnership to ensure key measures are delivered and targeted where needed. Better use of existing data, such as the Business Intelligence dashboard developed from the Troubled Families programme should be used to facilitate the identification of vulnerable young people. To enable appropriate interventions to be actioned.

Cohort co-ordination

There is still much overlap between agencies working with vulnerable young people, some of this is due to legislative constraints. These are small cohorts with much intensive work being delivered. Co-ordination has begun to ensure scarce resources are not duplicated and to limit the number of professionals working with the young person. Many studies have evidenced the importance of vulnerable people having just one professional to work with, to develop a 'trusted relationship'. When commissioning services we need to consider how to join up services around the service user instead of fitting the service user around our services.

Prolific offenders

Although the number of resident offenders is declining across the borough, those that remain and reoffend are responsible for a considerable proportion of crime. Their offending is fuelled by substance misuse and compounded by other vulnerabilities such as homelessness and unemployment. We need to continue to work with these offenders, to break their cycle of offending and minimise their criminogenic needs to prevent the disproportionate amount of harm they are causing to the community.

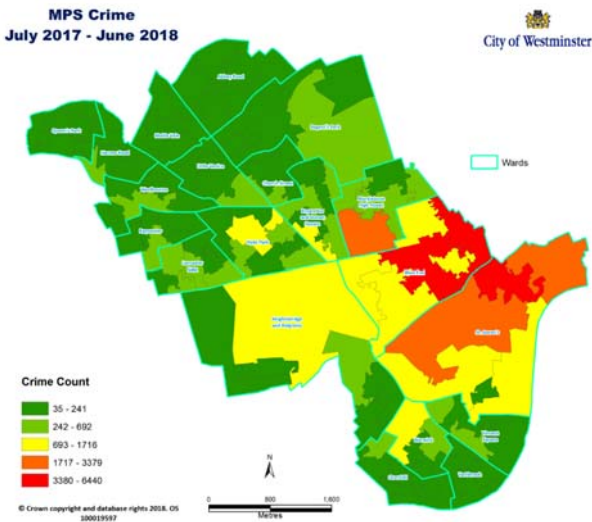
Substance misuse

Substance misuse is a key driver to committing crime and disorder as evidenced here. The UK drugs market and the associated crime will continue to grow and cause increasing harm to the UK. Crack cocaine is linked to county lines drugs supply networks and has been identified as a driver for an increase in serious violence. Being in treatment reduces levels of offending so it is important people know how to refer and encourage people to access treatment. We also need to enforce against street level drug dealing.

Location

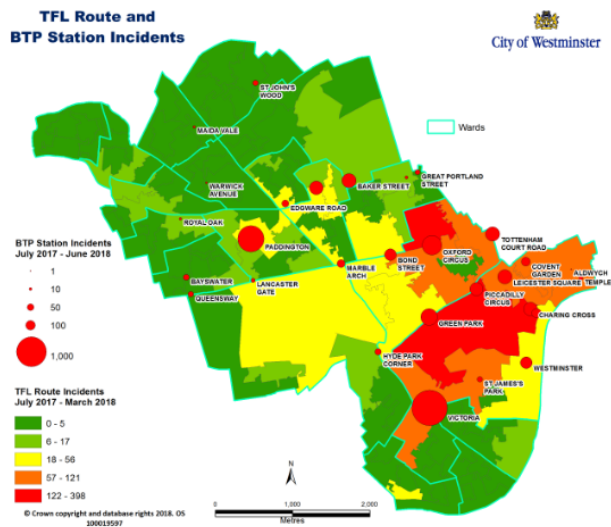
Crime is not uniformly distributed, understanding the temporal and spatial hotspots, enables resources to be concentrated in the areas of most need.

In attempting to have as complete a picture as possible of the temporal and spatial nature of crime in Westminster, crime and disorder data was analysed from the Metropolitan Police, British Transport Police (BTP), Fire Brigade and London Ambulance Service assault and alcohol related data.



Crime occurs where there is an opportunity, namely where there are more people and more places to commit the crime such as urban areas. The map to the left clearly evidences this with the greatest concentration of crime occurring in the West End, where the highest volume of people pass through each day presenting numerous criminal opportunities, in particular for theft offences. 3.8% of all of London's crime is located in West End and St James's wards and 31% and 23% of Westminster crime respectively. **One third of all the crime in Westminster is located in just 4⁴⁵ of the 128 LSOA⁴⁶'s in Westminster** within West End and St James's wards. Half of all crime is

in just 9 LSOAs. 105 of the LSOAs have less than one crime a day. Evidencing the importance of concentrating resources in these high crime areas and the difficulties of trying to direct resources into lower crime areas.



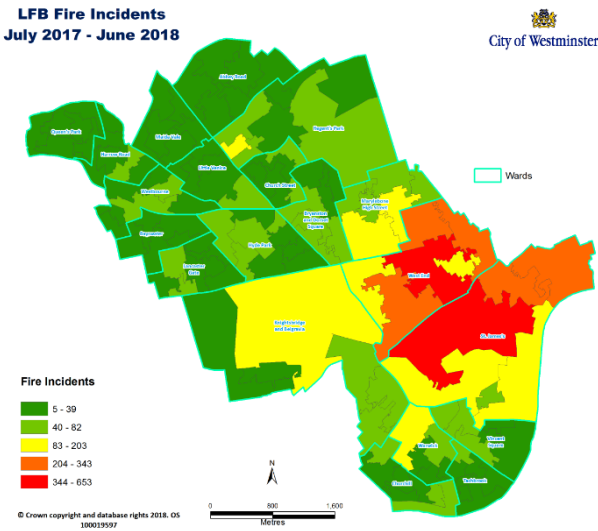
Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	TOTAL
0	35	35	32	26	54	48	55	285
1	5	3	3	2	2	27	29	71
2	4	3		3		15	16	41
3	2	1	3	2	3	13	18	42
4	4	5	1		4	22	33	69
5	8	3	4	6	2	21	17	61
6	15	10	9	5	10	8	22	79
7	23	24	23	31	20	11	18	150
8	53	52	44	55	33	13	20	270
9	59	40	60	51	58	20	19	307
10	26	26	49	34	43	26	16	220
11	28	25	24	21	23	41	18	180
12	26	23	36	29	34	37	23	208
13	23	22	29	28	34	32	32	200
14	43	43	40	35	28	36	34	259
15	27	35	54	46	51	48	34	295
16	45	37	44	35	57	54	37	309
17	54	54	72	52	76	57	49	414
18	63	64	74	72	68	73	53	467
19	52	28	55	51	57	64	30	337
20	34	36	38	36	52	52	30	278
21	35	30	36	44	53	43	29	270
22	25	20	27	41	40	40	23	216
23	21	16	24	27	55	53	17	213
TOTAL	710	635	781	732	857	854	672	5241

Westminster accounts for 17% of all BTP incidents, the highest in London. **4.5% of all London incidents were in Victoria Station.** Incident levels in Westminster have increased by 19% from the previous year. The greatest increases being in Paddington and Green Park. 27% of incidents were recorded in Victoria station. The

⁴⁵ West End E01033595 10.6%, St James's E01004734 8.4%, West End E01004763 8%, St James's E01004736 6.3%

⁴⁶ LSOA – Lower Super Output Area is a geographic area containing approximately 1,500 population.

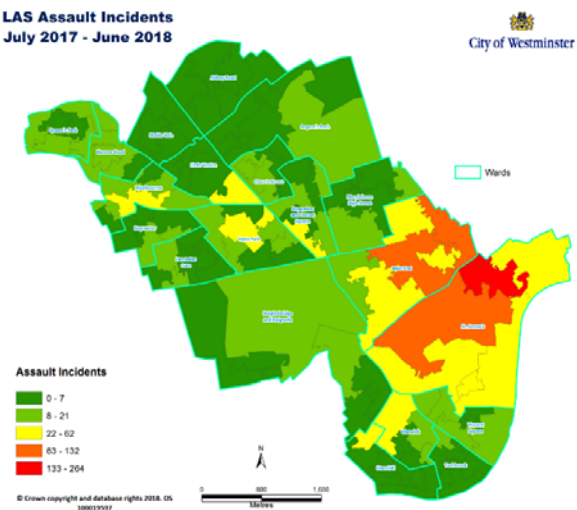
level of incidents is strongly correlated with passenger numbers. **Theft accounted for 47% of all incidents**, the majority being theft of personal property. These tables show the temporal distribution of crime and disorder over this period. The cells shaded red indicates the top 10% of incidents, conversely those in green indicate the bottom 10%. Friday remains the peak time for offending with BTP and the hours of 17:00 to 18:59. 5.4% of all TfL incidents across London were in St James’s (3.2%) and West End (2.2%) wards. The highest across London. 56% of incidents were disturbance.



Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	TOTAL
0	29	41	20	32	36	45	48	251
1	30	26	30	37	36	40	34	233
2	20	25	35	25	22	30	39	196
3	25	30	20	23	16	32	33	179
4	29	22	17	25	23	27	34	177
5	24	31	23	36	17	31	25	187
6	28	23	24	33	29	25	14	176
7	38	40	40	47	42	32	22	261
8	71	53	49	49	53	50	29	354
9	71	65	65	66	71	64	45	447
10	70	75	58	67	59	67	41	437
11	62	80	75	83	71	55	57	483
12	48	60	69	52	63	62	66	420
13	65	62	51	62	61	77	47	425
14	66	62	64	69	67	73	42	443
15	60	68	54	56	55	50	56	399
16	46	53	50	61	58	61	61	390
17	48	64	68	68	60	57	57	422
18	59	77	80	80	76	59	53	484
19	58	71	67	61	75	78	65	475
20	60	65	59	64	65	68	59	440
21	50	42	53	58	51	57	54	365
22	46	49	51	46	48	64	41	345
23	46	44	41	53	54	44	42	324
TOTAL	1149	1228	1163	1253	1208	1248	1064	8313

No particularly significant days or times of the week were noted for Fire incidents. Only the early hours of the morning show a dip in offences. The West End (24%) and St James’s (20%) ward remain the peak location for incidents and are the highest wards across London. Westminster is the highest borough

accounting for 8% of all incidents. **Four LSOA’s⁴⁷ within West End and St James’s wards account for over a quarter of all the incidents.** 60% of incidents were automated fire alarms. 12% of incidents were either primary or secondary fires. Although the West End and St James’s ward accounted for the greatest volume of primary and secondary fires, the ward with the greatest proportion of primary and secondary fires was Queen’s Park. Accounting for 18% of all their fire incidents and secondly Hyde Park at 16%.

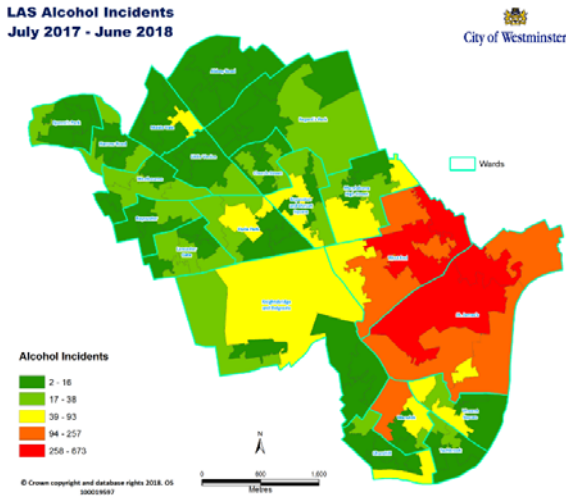


Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	TOTAL
0	15	12	8	9	19	19	29	111
1	14	13	20	13	11	28	26	125
2	9	8	9	17	16	23	33	115
3	11	11	12	11	19	27	33	124
4	14	11	12	16	13	32	19	117
5	7	6	3	4	3	5	9	37
6	1	2	7	6	5	7	8	36
7	3	2	4	8	2	8	4	31
8	4	2	4	2	7	10	12	41
9	2	4	6	5	7	10	7	41
10		5	7	4	6	5	6	33
11	10	8	6	9	5	4	7	49
12	3	7	7	8	13	8	4	50
13	5	6	8	11	5	8	11	54
14	8	7	15	9	6	9	3	57
15	9	7	9	9	12	13	11	70
16	9	8	6	13	6	9	7	58
17	13	9	15	10	9	11	12	79
18	8	11	9	11	9	12	5	65
19	10	11	10	9	11	18	16	85
20	16	12	7	11	19	19	10	94
21	15	12	13	10	22	20	6	98
22	14	13	6	14	34	16	15	112
23	13	11	13	16	26	24	10	113
Total	213	198	216	235	285	345	303	1795

Westminster has the fourth highest volume of assaults recorded across London. The majority of assaults occurred in the early hours of Saturday and Sunday morning. 48% of all assaults occurred in St James’s (30%) and West End (18%) wards, the top two wards across London.

⁴⁷ LSOA – E01004764 West End (10%), E01004736 St James’s (6%), E01004734 St James’s (5%), E01004763 West End (5%).

36% of all incidents occurred within just 4 LSOAs⁴⁸ of these two wards. St James’s and West End wards have the highest volume of assaults across London, at 9 times and 5 times greater than the London average respectively.



Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	TOTAL
0	49	34	31	63	80	117	100	474
1	27	31	39	37	51	99	98	382
2	17	19	26	30	41	113	94	340
3	23	15	32	30	42	109	82	333
4	20	19	22	19	29	64	69	242
5	8	8	7	11	15	30	33	112
6	3	10	10	9	8	15	19	74
7	12	5	7	12	8	11	9	64
8	9	12	10	17	8	15	17	88
9	6	9	11	9	17	6	11	69
10	13	12	11	6	18	12	11	83
11	17	9	20	16	13	22	21	118
12	12	15	13	16	17	26	16	115
13	27	23	24	23	19	19	18	153
14	22	22	18	28	33	29	26	178
15	20	33	24	18	33	34	22	184
16	25	30	26	20	29	31	15	176
17	33	31	26	26	41	42	27	226
18	32	24	31	31	41	51	33	243
19	40	34	30	36	42	41	28	251
20	36	38	34	43	66	48	36	301
21	43	38	28	57	67	52	27	312
22	32	48	42	53	94	83	39	391
23	36	44	59	91	105	89	35	459
Total	562	563	581	701	917	1158	886	5368

Westminster has the highest volume of alcohol related LAS call outs, accounting for 8.4% of all callouts across London. St James’s ward and West End are the top two wards accounting for 5% of all London alcohol incidents and 58% across Westminster. Just 4⁴⁹ of the 128 LSOA’s account for 43% of all alcohol LAS incidents. Saturday is the peak day accounting for 22%

of all incidents and one third of incidents occurred between 22:00 to 01:59 hours. 58% of all Westminster incidents occurred in St James’s (34%) and West End (24%) wards.

All of these crime and disorder related data sets clearly identify the **West End and St James’s wards as not just the hotspots of crime and disorder for Westminster but also across London.** When the data is drilled down further to LSOA level you can see just how concentrated crime and disorder is. Therefore targeting resources in these crime concentrated areas will have a significant impact upon reducing overall crime levels. The crime levels in these areas are closely correlated with the high footfall and in the opportunities this presents, as demonstrated by the high volumes of theft.

Vulnerable crime locations

Vulnerability to crime and antisocial behaviour is becoming increasingly concentrated within certain places and among certain individuals. The MOPAC Vulnerable Localities Profile (VLP) has been created based upon the Jill Dando Vulnerable Localities index but using London specific and more up to date datasets related to crime, deprivation and population⁵⁰. It 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 vulnerable location ward score across London. The top ten per cent of wards are disproportionately impacted compared with other parts of London. For example, **on average, more than three times more victims of burglary, robbery, sexual offences live in these areas compared with the least vulnerable places.**

⁴⁸ LSOA – E01004734 St James’s (13%), E01004763 West End (8%), E01004764 West End (8%), E01004736 St James’s (8%).

⁴⁹ LSOA – E01004734 St James’s (13%), E01004736 St James’s (11%), E01004764 West End (10%), E01004763 West End (8%).

⁵⁰ Data sets used; Crime = burglary and criminal damage rates, Deprivation = claimant count rate, GCSE capped point score, average household income. Population = resident population density for 10 – 24 cohort.

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WARD	VLP 2016	VLP 2017	VLP 2018	Change
Church Street	126.5	129.0	119.3	-9.7
St James's	95.0	111.0	113.4	2.4
Harrow Road	100.7	100.3	103.6	3.3
Queen's Park	125.0	119.3	100.7	-18.6
Westbourne	95.8	100.4	96.4	-4.0
Churchill	102.2	97.4	92.8	-4.6
Knightsbridge and Belgravia	82.5	87.0	87.9	0.9
Bayswater	98.7	88.0	83.8	-4.2
Vincent Square	78.5	83.0	83.7	0.7
Hyde Park	76.7	79.4	83.2	3.8
West End	79.0	82.4	82.6	0.2
Bryanston and Dorset Square	83.6	93.8	82.3	-11.5
Tachbrook	70.3	63.4	82.1	18.7
Lancaster Gate	92.5	85.5	81.7	-3.8
Warwick	84.1	75.7	81.1	5.4
Little Venice	78.2	71.3	79.8	8.5
Maida Vale	92.0	75.5	74.9	-0.6
Marylebone High Street	71.6	65.4	70.8	5.4
Regent's Park	63.3	65.8	68.2	2.4
Abbey Road	70.2	82.4	67.5	-14.9

The highest score in London is 202, Northumberland Park in Haringey and the lowest 56, Northwood in Hillingdon. Across Westminster the overall total of vulnerability scores have decreased by 20 points. As the table shows the change across the wards is mixed. Whilst 9 wards score have declined, 11 have increased. Only 4 Westminster wards have higher than London average score. **Church Street remains the highest 'vulnerable' ward in Westminster** although the levels have decreased year on year. St James's ward has been increasing year on year and is now the second most vulnerable ward. Queen's Park has seen a significant decline in its score and is now just marginally above the London average. In light of this new evidence, the SWP may wish to review the priority wards selected.

Young people brought up in deprived neighbourhoods by fragmented families are more susceptible to members of commodity based Organised Crime Groups or street gangs looking to recruit. Initially these young

people can become involved in anti-social behaviour and petty crime before progressing into more significant criminality.

Ward	% of all troubled families	% of families meeting crime criteria
Queen's Park	13.0	14.7
Church Street	14.0	13.2
Westbourne	12.8	13.2
Harrow Road	9.2	9.6
Churchill	7.8	8.0
Maida Vale	5.9	5.2
St James's	3.1	3.9
Little Venice	4.3	3.6
Vincent Square	4.2	3.3
Abbey Road	2.2	3.3
Regent's Park	3.2	3.0
Warwick	2.7	2.8
Tachbrook	3.1	2.7
Bryantston and Dorset Square	2.1	2.5
Hyde Park	3.0	2.4
Lancaster Gate	2.9	2.4
Bayswater	2.6	2.1
West End	1.9	2.1
Marylebone High Street	1.2	0.9
Knightsbridge and Belgravia	0.8	0.9

An alternative method of looking at vulnerable crime locations is to utilise the data from the Troubled Families programme. They are defined as having a number of issues and cause problems to the community around them, putting high costs on the public sector. This table shows the percentage of families located in each ward, comparing all troubled families with those who meet the 'crime' criteria. Whilst there is some similarity with the Vulnerable localities profile, St James's ward is a lot lower and Queen's Park higher.

A variety of data sources are used to identify 'troubled families'. The table below looks at those families that met the 'crime' criteria and then at the top three wards where families were identified as matching the other data sources listed.

The data sources are listed in volume order, i.e. most families met the Early Help criteria and fewest Early Years.

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Dataset	Ward 1	Ward 2	Ward 3
EarlyHelp	Queen's Park	Church Street	Harrow Road
Child in Need	Church Street	Queen's Park	Westbourne
Department of work and pension	Church Street	Queen's Park	Westbourne
Attendance	Queen's Park	Church Street	Westbourne
Special Education Needs	Westbourne	Queen's Park	Church Street
YOT	Queen's Park	Church Street	Westbourne
Exclusions	Queen's Park	Church Street	Westbourne
Domestic Violence	Queen's Park	Church Street	Westbourne
Missing Children	Queen's Park	Church Street	Westbourne
Looked after Children	Westbourne	Queen's Park	Harrow Road
Not in employment education or training	Queen's Park	Westbourne	Church Street
Child Sexual Exploitation*	Queen's Park	Westbourne	Vincent Square
EarlyYears	Church Street	Westbourne	Queen's Park

* CSE equal across all wards.

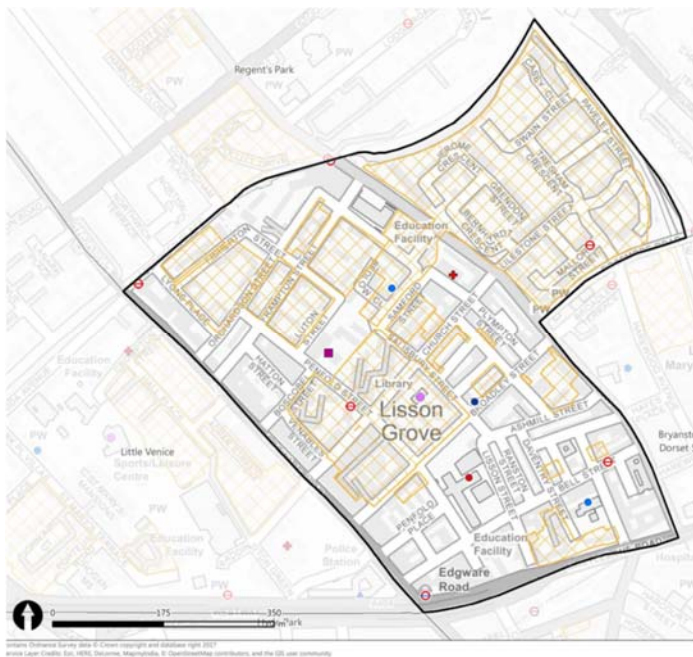
Queens Park and Church Street featured as the highest wards for most categories. **This data shows the importance of working in partnership to reduce the vulnerabilities in these areas.** For example, getting employment through working with the Westminster Employment Service and working with Children and Families

Services and in particular the Early Help team to intervene early to prevent escalation of these issues.

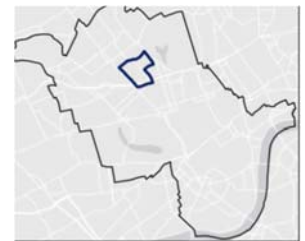
The next section provides a brief ward profile of the current four priority wards.

Church Street ward ⁵¹

Church Street ward continues to be identified as the most vulnerable ward across Westminster with greater than London average vulnerabilities.



- Housing estate
- Nursery
- Primary school
- Secondary school
- Library
- General Practice
- Community hubs for 50+
- Children's centre
- Leisure centre
- Police station
- Rail station
- Tube station
- Cycle hire



- 5% (13,203) of Westminster's population is located in Church Street ward;
- 26% of the population are aged under 18, greater than borough average;
- It is within the 10% most deprived wards in the UK;
- 56% live in socially rented properties;

- 21% of the wards working age population are claiming benefits;
- 33% of children receive free school meals;
- 285 older people supported by social care, i.e. 18% of older ward population and 10% of all across Westminster.
- Well-being ⁵²index 537 out of 625 London wards where 1 has the highest well-being;
- 536 Troubled Families reside here;

⁵¹ <https://www.westminster.gov.uk/sites/default/files/church-street-ward-profile.pdf>

⁵² Well-Being index is a score based on a combined measure of 12 well-being indicators, related to health, economic security, safety, education, mobility and environment.

- 10% of all adult safeguarding referrals reside here.

Offence	July 2016 - June 2017	July 2017 - June 2018	% change
Violence Against the Person	472	500	5.9
Theft and Handling	429	402	-6.3
Criminal Damage	108	114	5.6
Burglary	90	88	-2.2
Drugs	40	82	105.0
Robbery	45	46	2.2
Sexual offences	29	29	0.0
Other Notifiable Offences	23	28	21.7
Fraud & Forgery	3	2	-33.3
TOTAL	1,239	1,291	4.2

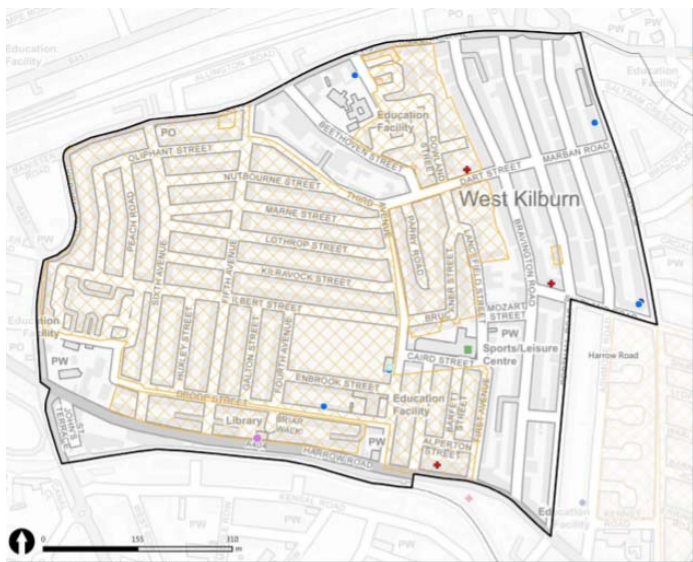
Church Street has the tenth highest level of crime in Westminster accounting for only 2.2% of all its crime.

LSOA E01033604 is where crime is concentrated in the ward accounting for a quarter of all the crime. This area covers part of Edgware Road and the junction with Edgware Road station.

- There were 334 fires recorded in Church Street ward the fifth highest in Westminster, of which 12% were primary or secondary fires;
- 57 BTP incidents were recorded at Edgware Road station, half were for violent offences and one third theft of personal property;
- 55 London Ambulance Service assaults were recorded the 11th highest ward in Westminster. 6 were knife, the third highest in Westminster and 11 sexual;
- 125 alcohol related London ambulance incidents were recorded, the 8th highest in Westminster;
- 9% of the IGU cohort reside here.

Queen’s Park ward⁵³

Previously the second most vulnerable ward in Westminster the level of vulnerability has been reducing year on year.



- Housing estate
- Nursery
- Primary school
- Alternative provision or special school
- Library
- General Practice
- Leisure centre



- 6% (14,122) of Westminster’s population is location in Queen’s Park ward;
- 25% of the population are aged under 18, greater than the borough average;
- It is within the 10 – 20% most deprived in the UK;

- 55% live in socially rented properties;
- 17% of the wards working aged population are claiming benefits;
- 31% of children receive free school meals;

⁵³ <https://www.westminster.gov.uk/sites/default/files/queens-park-ward-profile.pdf>

- 219 older people supported by social care i.e. 16% of older people in the ward;
- 8% of people who were referred to adult safeguarding reside here;
- Well-being index 502 out of 625 London wards where 1 has the highest well-being;
- 499 Troubled Families reside here;

Offence	July 2016 - June 2017	July 2017 - June 2018	% change
Violence Against the Person	332	431	29.8
Theft and Handling	220	243	10.5
Burglary	74	188	154.1
Criminal Damage	88	104	18.2
Drugs	70	70	0.0
Robbery	33	33	0.0
Other Notifiable Offences	16	25	56.3
Sexual offences	10	15	50.0
Fraud & Forgery	4	1	-75.0
TOTAL	847	1,110	31.1

Queen’s Park has the 15th highest level of crime in Westminster accounting for 1.8% of all its crime.

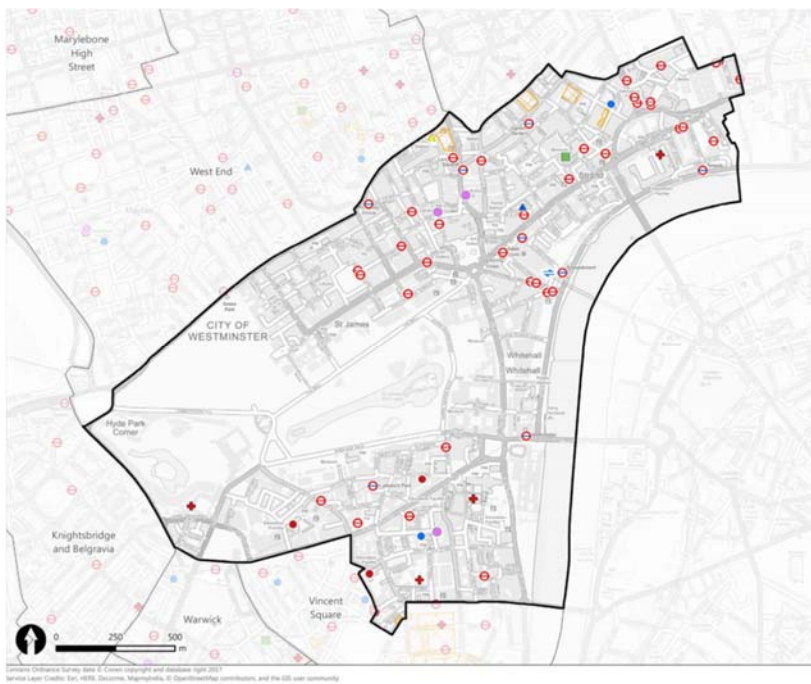
Recorded crime has increased by 31% or 263 crimes. The greatest ward increase in Westminster.

Most crime types have seen significant increases and this has been noted across all LSOA’s in the ward. Of particular note is the increase in burglary offences.

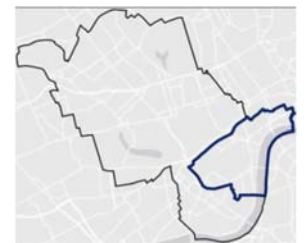
- There were 143 fires recorded, the second lowest volume in Westminster. 18% were primary and secondary fires, the greatest proportion across Westminster.
- 9th highest levels of London Ambulance Service assaults at 57, of which 3 were knife assaults and 10 sexual.
- 63 London Ambulance Service alcohol related incidents, third lowest in Westminster;
- 21% of the IGU cohort reside here.

St James’s ward⁵⁴

The second highest crime ward in London and the second most vulnerable ward in Westminster identified through the vulnerable localities profile.



- ☒ Housing estate
- Primary school
- Secondary school
- Library
- ✚ General Practice
- Leisure centre
- ▲ Police station
- ▲ Fire station
- 🚉 Rail station
- 🚇 Tube station
- 🚲 Cycle hire



- 5% (11,495) of Westminster’s population is location in St James’s ward;
- 12% of the population are aged under 18 lower than borough average
- It is within the 30 – 40% most deprived wards in the UK;
- 28% live in socially rented properties;

⁵⁴ <https://www.westminster.gov.uk/sites/default/files/st-jamess-ward-profile.pdf>

- 9% of the wards working age population are claiming benefits;
- 26% of children received free school meals;
- 152 older people are supported by social care, i.e. 9% of older ward population;
- Well-being index 113 out of 625 wards;

Offence	July 2016 - June 2017	July 2017 - June 2018	% change
Theft and Handling	6,340	7,623	20.2
Violence Against the Person	2,744	3,071	11.9
Drugs	614	508	-17.3
Robbery	384	483	25.8
Burglary	432	449	3.9
Criminal Damage	474	435	-8.2
Sexual offences	174	239	37.4
Other Notifiable Offences	240	214	-10.8
Fraud & Forgery	19	15	-21.1
TOTAL	11,421	13,037	14.1

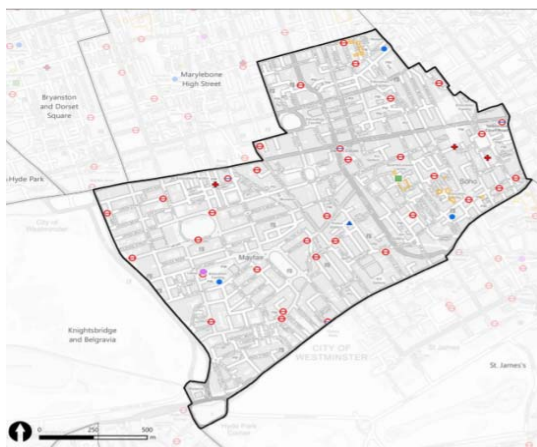
St James’s ward has the second highest level of crime in Westminster and across London. 23% of all the crime in Westminster is located here. Crime is even more concentrated with 41% of all the wards crime located in E01004734 covering Leicester Square and Soho and 27% in E01004736 covering south of Piccadilly Circus and Green Park. This is most pronounced for theft and handling offences making up 59% of all offences in the ward, in particular other theft and theft person.

Crime has increased considerably over the past year, 80% of this increase is from increases in theft and handling.

- There were 1,669 fire call outs the second highest across London accounting for 20% of all incidents across the borough and 1.6% across London. 12.5% were primary and secondary fires.
- 11% (582) of all BTP related incidents were here, the majority at Charing Cross and Piccadilly Circus. 46% were for theft and 35% violence.
- 535 London ambulance assaults were recorded here, the highest across London accounting for 1.4% of all London incidents and 30% in Westminster. 132 were classified as sexual assaults, one third of all in Westminster and 11 were knife, second highest in Westminster.
- 1,824 Alcohol related LAS call outs, highest across London accounting for 3% of all London incidents and 34% across Westminster.

West End ward⁵⁵

Remains the highest crime ward across London accounting for 2.2% of all crime and 31% of all crime in Westminster.



- Housing estate
- Primary school
- Library
- General Practice
- Leisure centre
- Police station
- Fire station
- Rail station
- Tube station
- Cycle hire



- 5% (12,372) of Westminster’s population is located in West End ward;
- It is within the 30 – 40% most deprived in the UK

⁵⁵ <https://www.westminster.gov.uk/sites/default/files/west-end-ward-profile.pdf>

- 10% of the population are aged under 18 less than the borough average;
- 6% of the wards working age population is claiming benefits;
- 23% live in socially rented properties;
- 23% of children received free school meals;
- 80 older people are supported by social care, i.e. 6% of the older ward population;
- Well-being index is ranked 136 out of 625 wards;

Offence	July 2016 - June 2017	July 2017 - June 2018	% change
Theft and Handling	10,457	12,215	16.8
Violence Against the Person	2,525	2,568	1.7
Drugs	534	446	-16.5
Robbery	591	827	39.9
Burglary	729	984	35.0
Criminal Damage	392	398	1.5
Sexual offences	168	237	41.1
Other Notifiable Offences	148	151	2.0
Fraud & Forgery	43	11	-74.4
TOTAL	15,587	17,837	14.4

West End ward has the highest volume of recorded crime across London, accounting for 2.2% of all crime in London.

There have been 2,250 more recorded crimes. 78% of this increase is from an increase in theft & handling offences, in particular theft person offences.

- Highest level of fire related incidents across London at 1,993. 2% of all London incidents are in this ward. 12% of fire incidents were primary and secondary fires. 70% of call outs are for automated fire alarms.
- 21% (1,118) of all Westminster BTP incidents, 47% theft and 31% violence.
- Second highest level of London Ambulance Service assaults across London (330) accounting for 1% of all London's assaults and 18% of Westminster's. 87 were sexual assaults 22% of Westminster and 12 knife 20% of Westminster.
- Second highest level of LAS alcohol related call outs across London (1,284) accounting for 2% of all London incidents and 24% of Westminster.

Locations delivery group

The Locations delivery group is in its second year of delivery of the three-year action plan. The group reviewed and refreshed the action plan at the start of the second year of delivery. The overall objective of the Locations delivery group is to **Reduce high harm crime in Queens Park, Church Street, West End and St James's wards.**

The main objective of the group is to *Develop a joint action plan for Church Street, Queen's Park ward and the West End to reduce high harm crimes and reduce vulnerability in this area driven by business intelligence.*

The overall project is ragged as **Green** as the majority of actions in the project plan are progressing well.

A key area of work is around improving employment opportunities and promoting referrals into the Westminster Employment Service. They have presented a detailed overview of the services they provide to the group, to encourage referrals into the service.

To address crime and ASB concerns in the wards a pilot is being trialled, which includes Church Street in the use of section 50 warning notices. This is to help identify young people on the periphery of serious youth violence or gang activity as victims or offenders. This legislation allows the name and address of the young person to be obtained. They will be triaged, and receive appropriate levels of interventions from the partnership. This pilot

was over the summer holiday and into the peak autumn crime time. Monthly analytical review will occur followed by a final review after the pilot.

An ASB officer within City West Homes is intervening early in low level threshold ASB, through family support and joint visits to identify what parental support is available. He is now attending ward panels to ensure appropriate referrals are made. Over April to June 2018 11 early interventions were made.

ASB protocols have been developed and training is being delivered across the partnership. Effective ASB case management across the partnership is being reviewed. This has included revamping the local problem solving meeting agendas and improving the collation of data from the Neighbourhood co-ordinators to allow for analysis of the effectiveness of interventions.

The work of the Integrated Street Engagement Unit is now reporting into the group. Most of their activity is concentrated in the West End, to ensure ASB associated with the street population is effectively tackled through co-ordinated, joined up engagement and enforcement by partner agencies.

Seasonal joint plans have been developed to respond to increases in seasonal demand such as Autumn Nights. Work on the Oxford Street development feeds into the group. To understand the impact this will have on crime and disorder in the West End.

In response to the increasing crime levels in the West End a task and finish group is to be implemented to develop appropriate tactical and strategic plans to address this escalating problem.

Greater community engagement work is planned in the vulnerable priority wards linking in with the work of the Serious Violence Task Group. This will provide joined up partnership community engagement work, to raise awareness of key crime and community safety reduction messages. Discussions have begun with Public Health to make greater use of Community Champions and Making Every Contact Count and utilising and promoting the Fire Service Life programme.

Recommendations

Below details recommendations for the Locations Delivery Group to consider.

West End & St James's wards

It is not recommended to change these priority locations, as the data clearly shows the West End and St James's wards have and will continue to have by far the greatest concentration of crime and disorder across the borough. The development of the West End Task force will be critical to prevent any further escalation of crime in these wards. The Locations group will also need to be more focused on St James's ward, as it not only has the second highest crime levels but is also the second highest for vulnerability.

Church Street and Queen's Park

The latest Vulnerable Localities Profile shows that Church Street remains the most vulnerable ward in Westminster. However Queen's Park, although still having just above average levels of vulnerability, is now ranked as the fourth most vulnerable ward in the borough. In light of this improvement it should be confirmed if this should be retained as a priority ward. Although data from Troubled Families cohort who are offenders, have the greatest proportion of families living in Queen's Park. The SWP confirmed they wished to retain Queen's Park ward as a priority area.

The Troubled Families data highlighted the complex issues these families face and how in particular, addressing employment and working with Children's and Families services will be fundamental to improving the outcomes for the vulnerable families in these locations.

Data

Data is still a barrier to being able to assess the impact of the work undertaken. Not all high harm crime data can be easily collated at ward level. MOPAC are refreshing their crime dashboards and this should be available later in the year.

Business intelligence (BI) is being improved to assist in responding to the large volumes of ASB reported to the council. This is vital to ensure the large resources deployed to deal with these issues are done so in an intelligent led way. BI was used to produce the Troubled Families statistics and shows the usefulness of looking at multiple datasets together to evidence how important partnership working is.

We need to establish a flow of intelligence/data from the tasking and problem solving groups into the delivery group to identify and respond to new and emerging trends.

CONTEST

The local delivery of counter-terrorism activity follows CONTEST, the Government's counter-terrorism strategy. The CONTEST Strategy was introduced in 2003 and has been revised a number of times over the subsequent years with the latest iteration published in June 2018⁵⁶. The strategy has four strands:

- Pursue (to stop terrorist attacks);
- Prepare (to mitigate the impact of a terrorist attack);
- Protect (to strengthen the protection against a terrorist attack); and
- Prevent (seeking to stop people becoming involved in terrorism).

Counter Terrorism and Security Act 2015 is the current legislation governing how counter-terrorism matters are dealt with in England and Wales. The act has a direct impact on the work of the SWP as it expects those in leadership positions to:

- establish or use existing mechanisms for understanding the risk of radicalisation;
- ensure staff understand the risk and build the capabilities to deal with it;
- communicate and promote the importance of the duty; and
- ensure staff implement the Prevent duty effectively. This places an obligation on all public authorities (not just councils) to have "due regard to the need to prevent people from being drawn into terrorism".

Security Threat level

At the time of writing the national **security threat level for International Terrorism is SEVERE**, meaning an attack is highly likely.

The scale of the current threat facing the UK and its interests from Islamist terror groups is unprecedented. This threat is predominantly driven by the activities of Daesh (ISIL) in Syria and Iraq, which seeks to maintain the group's image and narrative of success in the face of military losses⁵⁷. Daesh's extremist narrative still has traction with the group's supporters globally. By using divisive sectarian messaging and grievances to justify its narrative, Daesh has emerged as the main extremist ideology responsible for radicalisation and the incitement of terrorism in the UK.

The threat to the UK is diverse, as terrorist groups continue to innovate and employ a range of tactics, ranging from simple, low sophistication attacks, such as those involving bladed weapons or vehicle, through to sophisticated, long term attack plans involving acquisition of IEDs.

Alongside the direct threat from attacks, extremists within the UK continue to conduct other activities of national security concern in support of overseas Islamist groups. This includes those planning to travel to Syria and other conflict zones, individuals providing financial support for proscribed groups and those involved in disseminating Islamist messaging both in person and through the sharing of extremist media.

The **current threat level on mainland Great Britain for Northern Ireland related terrorism is MODERATE**, meaning an attack is possible, but not likely. There is a persistent threat of terrorism in Northern Ireland

⁵⁶https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/716907/140618_CCS207_CCS0218929798-1_CONTEST_3.0_WEB.pdf

⁵⁷ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/727949/ISC-Annual-Report-2016-17.pdf

primarily emanating from a small number of dissident republican groups who are opposed to the political process and remain committed to violence.

Over the last 12 months, there has been an increase in support for extreme right wing or identitarian groups, nationally and to an extent locally. Evidenced by a 28% increase in Prevent referrals nationally. Locally this is evidenced through events or protests, which are likely to have an extremist element. As well as an increase in the number of such events, there has been an increase in attendance noted. This trend is anticipated to continue over the next 12 months.

As well as being a potential terrorist target, Westminster is a Prevent priority area and has one of the higher levels of Islamist and domestic extremist activity in London.

Pursue

The aim of pursue is to stop terrorist attacks. This means detecting and investigating threats at the earliest possible stage, disrupting terrorist activity before it can endanger the public and, wherever possible, prosecuting those responsible. The police are the lead agency responsible for delivery of this strand of work. Much of this work falls outside the scope of this assessment.

Prepare

The purpose of prepare is to mitigate the impact of a terrorist attack where that attack cannot be stopped. This includes work to bring a terrorist attack to an end and to increase our resilience so we can recover from its aftermath. An effective and efficient response will save lives reduce harm and aid recovery.

Protect

Understanding the threat we all face and of the ways we can mitigate it can help keep us safer. Having better security makes it harder for terrorists to plan and carry out attacks. It also helps reduce the risk of other threats such as organised crime⁵⁸.

Following last year's attacks and the use of vehicles to facilitate the acts, a variety of hostile vehicle mitigation works have been carried out across the borough. Training, advice and involvement in the design of the public realm is essential to ensure this is undertaken appropriately. Although it should be noted that such measures can only protect against certain attack methodologies and terrorists may adapt their tactics accordingly. There has also been an increase in the number of requests for such measures. Work has been underway to improve the partnership review and assessment of protective security around certain locations.

Prevent

Prevent aims to stop people becoming terrorists or supporting terrorism, in all its forms, working across all extremist ideologies. Prevent works at the pre-criminal stage, using early intervention to encourage and empower individuals and communities to challenge extremist and terrorist ideology and behaviour. The delivery of Prevent is led by local authorities and is funded by the Home Office. Westminster is a Home Office declared priority area which emphasises its importance for the local delivery of Prevent.

⁵⁸ NACTSO (2017) 'Crowded Places Guidance for the UK'

In delivering the strategy, staff work closely with a wide range of sectors, institutions and community organisations. Vulnerability to radicalisation and extremism is not limited to any particular part of Westminster’s diverse communities and Prevent is concerned with all types of extremism and about safeguarding vulnerable people. Local delivery of the Prevent Strategy, is focused on the local threat picture and on local needs and vulnerabilities.

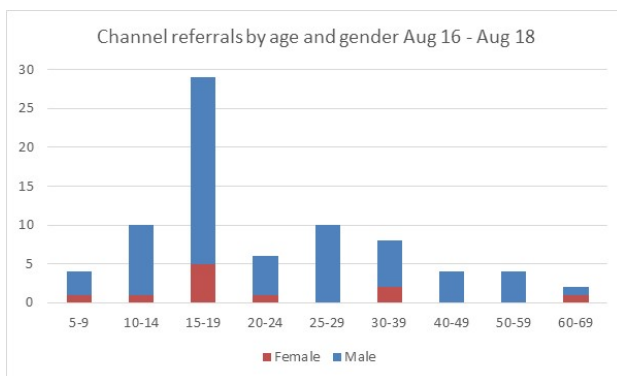
The number of arrests for terrorism related offences across Great Britain has risen steadily since 2010. 2017 represented the highest annual number since data collection began. As of March 2018 the security and intelligence agencies were handling over 500 live investigations involving 3,000 individuals. The volume of recorded intelligence leads managed jointly by MI5 and Counter Terrorism Police, has more than doubled in the last 12 months. Most operational effort is devoted to the risk of Islamist terrorism.

Pilots of different multi-agency approaches to managing risks associated with closed ‘subjects of interest’ are taking place nationally. These are likely to involve Westminster over the next 12 months. Through MAPPA, the Council are involved in considerations of prison releases of TACT ⁵⁹offenders, ensuring that consideration is given to safeguarding of family members and the wider community.

A key risk for the delivery of CONTEST is the capacity to respond to the counter terrorism related demands and risks. The Government expects **the threat from Islamist terrorism to remain at its current heightened level for at least the next two years, and that it may increase further. They assess the threat from extreme right wing terrorism is growing.** The threat from terrorism is constantly evolving. Globally terrorist groups and networks of all ideologies continue to develop organically, exploiting social media, technology and science to further their aims and ambitions.

The Channel Programme is a diversionary multi-agency safeguarding panel that looks to protect vulnerable people who are at risk of radicalisation. It looks 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.

Analysis of **Prevent referrals has shown a decline in referrals over the last two years and the majority were closed before being considered by Channel and were exited.** Reasons for this are varied. They may include referrals believed to be malicious, individuals who declined to consent and referrals where there were insufficient extremism concerns.



86% of referrals to the Channel panel were males.

Just over half of all referrals were aged between 10-19 years old.

Educational institutions made the highest referrals accounting for 42% of the total, second was Children’s Services 22% and thirdly the Police 16%.

43% of referrals was due to suspected Islamic inspired/anti-Western ideology and 12% far right.

⁵⁹ TACT offenders are prisoners sentenced under the Terrorism Act 2000 and its successors.

Of those referred to Prevent, many reside in the more vulnerable parts of the borough namely, Church Street, Queen's Park and Harrow Road.

Government and academic research has consistently indicated there is no single sociodemographic profile of a terrorist in the UK and there is no single pathway or conveyor belt leading to involvement in terrorism. Few of those who are drawn into terrorism have a deep knowledge of faith. While no single factor will cause someone to become involved in terrorism, several factors can converge to create the conditions under which radicalisation can occur. For example, being involved in criminal activity and ideas or experiences that influence an individual toward supporting a terrorist movement.

Hate crime incidents increased after the 2017 terrorist attacks and returned to average levels within days. As the volume of religious and racist hate crime continues, we need to understand more if there are any links with hate crime and the rise in terrorism. Terrorist attacks can be divisive for communities and increasing hate crime can be one such side effect.

CONTEST Delivery Group

This reviews the progress of the Strategic Counter Terrorism Meeting, Prevent Steering Group, Prepare Sub Group and Protect Sub Group. Due to the sensitive nature of elements of the CONTEST strategy, some activity is unable to be shown within this plan but will continue to be delivered.

Prepare

Increase awareness of Westminster's Emergency Planning Procedures

A variety of Emergency Planning and Business Continuity tests or exercise have been delivered. Gold, silver and logistic training have been delivered.

Update Royal Ceremonial Plans

Service plans need to be up to date in line with any changes to the Ceremonial plans and a number of tactical meetings are needed with service leads to ensure plans are up to date. Twice yearly inspections of the routes have been undertaken. A table top exercise is still to be undertaken involving all service leads.

Develop a clear strategy for the testing of Business Continuity Plans and Electronic Business Impact Analysis (EBIA)

This includes supporting business continuity champions to ensure that EBIA's and business continuity plans are in place and up to date. Tests are undertaken against Business Continuity Plans to ensure plans are relevant, up to date and fit for purpose.

Implement EP2020 Standardisation

The Emergency Planning 2020 Prospectus sets out ways in which both individual and collaborative resilience arrangements between boroughs could be strengthened. To comply with this a review of existing plans and arrangements is required. In addition training sessions are to be delivered to support the implementation.

Protect

We will work to provide advice and guidance to businesses and other organisations around the terrorist threat and on the importance of having appropriate security plans

A variety of awareness raising sessions have been delivered including the new Action Counters Terrorism product and Project Argus. Project Argus poses questions and dilemmas for participants working in syndicates to raise awareness of the threat from terrorism.

We will work in partnership to consider and, if appropriate, support the delivery of protective security of locations in line with government guidelines in order to reduce their vulnerability to a terrorist attack. This includes iconic site, crowded places and other 'locations' identified by police and partners as potentially vulnerable.

Some of this delivery has been delayed whilst awaiting a partnership Protect Board to be established and for the terms of reference and membership to be agreed.

We will develop a local Protect plan for the threat led deployment of police and other resources

A monthly threat assessment is prepared by the Metropolitan Police ahead of the monthly Security Partnership meeting.

There has been a significant increase in the number of stop and search, stop and account and vehicles stopped.

Prevent

Commission a range of projects in order to support and empower Westminster's communities

This entails delivering the following projects; Strengthening Families, Strengthening Communities Parenting Programme; Fathers for Futures and Other People's Stories. Contracts have been drafted and delivering is planned for later in the year.

Build and strengthen our understanding of Westminster's diverse communities and develop partnerships with local community and charitable organisations

A community engagement plan has been written. Community engagement work has been ongoing.

Support Westminster's institutions in the delivery of Prevent, providing advice, guidance and training.

This has involved delivering a number of WRAP (workshop to raise awareness of Prevent) training sessions to a variety of institutions. A number of workshops have been commissioned and plan to be delivered in the Autumn this includes; Critical Thinking & Challenging Prejudice Workshops; Anti-Radicalisation lessons and Internet Safety work for Special Education needs schools.

Support and safeguard individuals at risk of being drawn in to extremism or radicalisation

This relates to the safeguarding of vulnerable individuals through Channel and Prevent safeguarding processes.

Recommendations

Capacity to respond to counter terrorism demands and risks

Threat levels are expected to increase and the threat from extreme right wing terrorism is growing.

Hate crime and links to counter terrorism

As the volume of religious and racist hate crime continues, we need to understand more if there are any links with hate crime and the rise in terrorism. Terrorist attacks can be divisive for communities and increasing hate crime can be one such side effect.

Appendix 1 – Data requested

DATA	SOURCE	LIMITS/CAVEATS
Angelou Performance data	Angelou Partnership	
ASB data	Westminster City Council	No data provided
ASB subjects	E-Cins	Limited data available about the cohort.
AssetPlus	Youth Offending Service	
British Transport Police incidents	GLA Safe Stats	
Census Data	Office of National Statistics	
City Survey	Westminster City Council	Based upon 2,630 residents
Computer Aided Despatch (CAD)	Metropolitan Police Service	Council analysts unable to access data
Crime Reporting Information System (CRIS)	Metropolitan Police Service	Limited data for hate crime offences only.
Fire data	GLA Safe Stats	
Integrated gangs unit cohort	IGU	Basic demographic details
Integrated Offender Management cohort	ID-IOM	Demographic details of the cohort.
London Ambulance Service assaults/alcohol and drugs overdoses	GLA Safe Stats	The data is a snapshot at a point in time, and due to potential retrospective actions may not be a representation of the actual event.
MARAC performance	Standing Together	
Metropolitan Police crime statistics	Metropolitan Police Website	Not all data can be broken down to ward level.
Ministry of Justice Re-offending data	Ministry of Justice website	Data 2 years old due to method data capture
MOPAC dashboards	MOPAC website	Not all data can be broken down to ward level
Police NSPIS Custody DTR data	Metropolitan Police Service	Data not available
Public Health England dashboards	Public Health England	Some data historic
Safeguarding adults	Adult Safeguarding team	
Starting Over performance data	Starting Over	
Transport for London incidents	GLA Safe Stats	Date only available up to the end of March 2018
Troubled Families cohort	Troubled Families data team Children's Services	
VAWG services performance	Angelou	
Victim Support	Victim Support	Victim Support not able to download the data.

Appendix 2 MOPAC funding to Boroughs 2019/20

MOPAC Funding to Boroughs - Financial Year 2019/2020

	LCPF Direct Funding	LCPF Co-commissioning Fund (Tranche 1)						BCU Funding				Safer Children & Young People Programmes										VAWG and Victim Services									
		Wrap Around Support services for female offenders	Whole System Approach to Female Offending	Response & Rescue	Taith	LGBT & Male SV Support	Diversionary Activities with Education	Community Safety Partnership Funding	Long Term Enforcement Fund	London Gang Exit	Major Trauma Centres	A&E Expansion	Croydon Whole Schools Approach	Child House	Empower	Young Londoners/Community Seed Fund (Multi-borough)	Young Londoners/Community Seed Fund (Borough-specific)	Local Safeguarding Board Funding	Victim Support (core service)	Pan-London DV Service	Restorative Justice	CYP Victim Service	London Rape Crisis Centres	London Sexual Violence Triage Pilot	Harms	Male Survivors of Rape & SV	Harmful Sexual Practices Training	Hate Crime			
Total Funding Amount	£12,546,051	£1,044,000	£609,131	£1,048,426	£663,535	£265,846	£120,000	£1,000,000	£400,000	£750,000	£405,000	£815,599	£152,500	£2,435,926	£52,000	£332,740	£1,047,260	£320,000	£5,179,094	£2,170,945	£346,238	£715,906	£1,240,000	£616,777	£2,165,900	£265,846	£77,342	£340,659			
Barking and Dagenham	£397,208																														
Barnet	£344,004															1	£46,042	£10,000													
Bexley	£232,645															1	£10,000	£10,000													
Brent	£511,548																														
Bromley	£317,140															1	£21,790	£10,000													
Camden	£477,581															1	£58,133	£10,000													
Croydon	£508,258												£152,500			3	£94,358	£10,000													
Ealing	£436,183															1	£10,000	£10,000													
Enfield	£491,185															2	£10,000	£10,000													
Greenwich	£476,128															2	£10,000	£10,000													
Hackney	£584,227															4	£8,450	£10,000													
Hammersmith and Fulham	£266,603															1	£71,403	£10,000													
Haringey	£52,983															2	£93,436	£10,000													
Harrow	£200,271															1	£10,000	£10,000													
Havering	£296,367															1	£14,400	£10,000													
Hillingdon	£371,408															1	£10,000	£10,000													
Hounslow	£340,270															1	£10,000	£10,000													
Islington	£455,904															2	£21,061	£10,000													
Kensington and Chelsea	£184,846															1	£26,625	£10,000													
Kingston upon Thames	£85,356															1	£10,000	£10,000													
Lambeth	£544,444															4	£211,184	£10,000													
Lewisham	£510,298															2	£10,000	£10,000													
Merton	£149,561															1	£22,000	£10,000													
Newham	£626,621															2	£161,599	£10,000													
Redbridge	£350,930															1	£10,000	£10,000													
Richmond upon Thames	£71,867															1	£10,000	£10,000													
Southwark	£555,290															4	£45,274	£10,000													
Sutton	£116,442															1	£10,000	£10,000													
Tower Hamlets	£603,100															4	£84,646	£10,000													
Waltham Forest	£434,161															1	£95,969	£10,000													
Wandsworth	£339,502															1	£10,000	£10,000													
Westminster	£550,930															1	£10,000	£10,000													

NOTES:
 The total value of the LCPF 2017/18 - 2020/21 is £72m. The figures above do not include Tranche 2 of the CCF and figures for 2019/20 direct borough funding are indicative only, based on refreshing the data and indicators.
 A&E expansion includes MOPAC funding and Young Londoners Fund
 Child House funding comprises of funding from the Department for Education, NHS England (London Region) and MOPAC.
 Young Londoners/Community Seed Fund has been split into borough-specific projects, and those where delivery is cross-borough. In this instance, although the funding cannot be disaggregated, the number of projects being delivered in a borough has been given.
 Sexual violence triage funding is predicted only.
 Male survivors of rape and SV funding is indicative only. It is possible this budget will increase due to underspends in this financial year.
 Funding for pan-London DV, restorative justice, core services, and CYP is the minimum available for 2019/20 and is likely to increase. These service elements will be included in the new integrated victim and witness service.
 There is an additional Victims Small Grants Fund, which has a value of around £900,000. This is not included as project allocations for 2019/20 have not yet been finalised.

<p>LCPF Co-commissioning fund</p> <p>Advance – Wrap around support services for female offenders;</p> <p>Response & Rescue – Pan London project to improve the identification and response to the exploitation of young people by organised criminals;</p> <p>Taith – Specialist service targeted at perpetrators of harmful sexual behaviour, including peer on peer abuse;</p> <p>LGBT & male SV support – Pan London service providing specialist support to LGBT and male survivors of sexual violence.</p>	<p>BCU Funding</p> <p>Diversionary Activities with Education – Safer Schools Officers to work with Local Education Authorities on diversionary activities and awareness of knife crime within education establishments.</p> <p>Community Safety Partnership Funding – Police BCUs to work with Community Safety Partnerships to provide additional partnership capacity.</p> <p>Long Term Enforcement Fund – Long term problem solving of perennial serious violence hotspots.</p>
<p>Safer Children & Young People</p> <p>London Gang Exit – Support for gang members and those exploited by gangs, 16 – 24</p>	<p>VAWG & Victim Services</p>

Safer Westminster Partnership Strategic Assessment 2018

<p>Major Trauma Centres – Clinically embedded youth work to young victims of violence in the four Major Trauma centres in London: Kings, St Georges, St Marys and Royal London.</p> <p>A&E Expansion – Provides more youth workers to more hospital A&E departments, to help steer young Londoners who have been involved in knife crime away from violence in the future.</p> <p>Young Londoners/Community Seed Fund – 43 anti-knife crime projects across the capital.</p> <p>Local Safeguarding Board Funding – Funding for Local Safeguarding Boards for children and vulnerable adults.</p>	<p>Pan-London DV Service/Restorative Justice/ Victim Support/CYP victims – included in the integrated Victim and Witness Service for London currently being designed and commissioned.</p> <p>London Rape Crisis Centre – Provide services including confidential helplines, specialist counselling, practical support through the CJS, group support and prevention work.</p> <p>London Sexual Violence Triage Pilot – New sexual violence model, introducing a Gateway a new Navigator role and more effective collaboration of existing and new ISVAs.</p> <p>Havens – Provides forensic medical examinations and follow up services for victims of rape and serious sexual assault.</p> <p>Male Survivors or Rape & Sexual Violence – Exclusively works with male survivors or rape and sexual abuse, providing ISVAs, online support, counselling, group work and sexual health services.</p> <p>Harmful Sexual Practices Training – Training for professionals, an Educator Advocate service and community engagement activity.</p> <p>Hate Crime – Advocacy service for victims of hate crime, including support for LGBT and anti-Semitic hate crime victims.</p>
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