



City of Westminster

Committee Agenda

Title: **Environment, Highways and Public Protection Policy and Scrutiny Committee**

Meeting Date: **Wednesday 7th October, 2020**

Time: **7.00 pm**

Venue: **Live Broadcast**

Members: **Councillors:**

| | |
|--------------------------|---------------------|
| Barbara Arzymanow | Elizabeth Hitchcock |
| Antonia Cox | Aicha Less |
| Tony Devenish (Chairman) | Pancho Lewis |
| Paul Dimoldenberg | Ian Rowley |

This will be a virtual meeting and members of the public are able to follow the live broadcast by accessing the link on the Council's website.



An Induction loop operates to enhance sound for anyone wearing a hearing aid or using a transmitter. If you require any further information, please contact the Committee Officer, Kisi Smith-Charlemagne.

07817054613

Corporate Website: www.westminster.gov.uk

Note for Members: Members are reminded that Officer contacts are shown at the end of each report and Members are welcome to raise questions in advance of the meeting. With regard to item 2, guidance on declarations of interests is included in the Code of Governance; if Members and Officers have any particular questions they should contact the Head of Committee and Governance Services in advance of the meeting please.

AGENDA

PART 1 (IN PUBLIC)

1. MEMBERSHIP

To note any changes to the membership.

To elect a Deputy Chairman for the meeting.

2. DECLARATIONS OF INTEREST

To receive declarations of interest by Members and Officers of any pecuniary interest or any other significant interest in matters on this agenda.

3. MINUTES

To approve the minutes of the Environment, Highways and Public Protection Policy and Scrutiny Committee on 11th June 2020.

(Pages 5 - 8)

4. CABINET MEMBER FOR PUBLIC PROTECTION AND LICENSING UPDATE

Councillor Heather Acton, Cabinet Member for Public Protection and Licensing to provide a verbal update to the Committee on current and forthcoming issues in his portfolio and to answer questions from Members.

(Pages 9 - 16)

5. CABINET MEMBER FOR ENVIRONMENT AND HIGHWAYS UPDATE

Councillor Andrew Smith, Cabinet Member for Environment and Highways to provide a verbal update to the Committee on current and forthcoming issues in his portfolio and to answer questions from Members.

(Pages 17 - 22)

6. SAFER WESTMINSTER PARTNERSHIP

An overview of the Safer Westminster Partnership, the 2020/23 Strategy and some of the challenges faced.

(Pages 23 - 146)

7. WORK PROGRAMME AND ACTION TRACKER

**(Pages 147 -
154)**

Committee to agree topics for the 2020/21 work programme and note the committee's action tracker.

8. ANY OTHER BUSINESS THE CHAIRMAN CONSIDERS URGENT

**Stuart Love
Chief Executive
5 October 2020**

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CITY OF WESTMINSTER

MINUTES

Environment, Highways and Public Protection Policy & Scrutiny Committee

MINUTES OF PROCEEDINGS

Minutes of a virtual meeting of the **Environment, Highways and Public Protection Policy and Scrutiny Committee** held on **Thursday 11 June 2020**.

Members Present: Councillors, Tony Devenish, Ian Rowley, Antonia Cox, Barbara Arzymanow, Paul Dimoldenberg, Aicha Less and Pancho Lewis.

Apologies: Councillor Peter Freeman

Also Present: Councillor Heather Acton, Cabinet Member for Licensing and Public Protection and Councillor Andrew Smith, Cabinet Member for Highways and Environment.

1. MEMBERSHIP

1.1 The Chairman sought any absences, apologies or substitutions to the committee's membership. There were no changes to the membership of the Committee.

2. DECLARATIONS OF INTEREST

2.1 The Chairman sought any personal or prejudicial interests in respect of the items to be discussed from members and officers, in addition to the standing declarations previously made.

2.2 There were no declarations made.

3. MINUTES

3.1 There were no changes to the minutes.

3.2 **RESOLVED:** That the Minutes of the City Management and Public Protection Policy and Scrutiny Committee held on 10 September 2019 be signed by the Chairman as a correct record of proceedings.

4. UPDATE FROM THE CABINET MEMBER FOR PUBLIC PROTECTION AND LICENSING

The committee received a portfolio update from Councillor Heather Acton, Cabinet Member for Licensing and Public Protection. Councillor Acton provided an

overview of the portfolio, highlighting recent areas such as rough sleeping, mortuaries and markets. Councillor Acton praised the wraparound services and she advised that the service alongside St Mungo's and Passage have worked extremely hard in supporting rough sleepers to move off the streets. Councillor Acton discussed WCC mortuaries, advising that due to a rise in Covid-19 cases a temporary mortuary was erected. She advised the committee that the temporary mortuary was being taken down, as due to the reduction in cases it was no longer required. On markets, Councillor Acton advised the committee that WCC markets remained opened for the sale of essential goods. Councillor Acton thanked staff for supporting markets to open safely whilst observing social distancing.

Members of the committee queried the liaison with the WCC BCU and referred to an incident with a young boy with mental health issues. Members also raised concerns regarding antisocial behaviour (ASB) specifically rough sleepers causing difficulties for residents, domestic violence (DV) and the Black Lives Matters (BLM) demonstrations and the implications this might have for some of the City's statues. Members sought clarity on the council's position regarding air quality and queried if the council intended to review strategically, the easing of social distancing and more people returning to the city. Members also enquired if the council had considered reviewing the decision to increase the market trader fees given the current pandemic. Members queried whether the council intended to review the licencing policy in light of the pandemic, in order to help traders recover lost revenue.

Councillor Acton advised that she and council officers were working closely with the Police ensuring that the council's messaging around DV support was very clear. She advised that she recognised that there had been some ASB and action had taken place to resolve issues between residents and those placed in temporary accommodation, she also advised that extra security had been provided in some circumstances. With regards to the BLM demonstrations, Councillor Acton advised that the demonstrations were not legal. Councillor Acton informed the committee that a huge amount of work had been undertaken to encourage walking and cycling in the borough. She advised that the Leader had also undertaken a large amount of work on climate emergency and will be taking advantage of the current opportunities. Councillor Acton informed the committee that the Market trader fees had not been increased for some time and she did not see this decision being reversed. Councillor Acton advised that there was some discussion coming from the government regarding relaxing some areas of licensing and planning regulations. She advised that these changes this would likely relate to regulations regarding outdoor tables and chairs. However, she would not be supporting any changes that resulted in vertical drinking.

5. UPDATE FROM THE CABINET MEMBER FOR ENVIRONMENT AND HIGHWAYS

The committee then received a portfolio update from Councillor Andrew Smith, Cabinet Member for Environment and Highways. Councillor Smith provided an update on the work movement strategy, temporary cycle lanes and the next phases. He discussed the hospitality sector, specifically outdoor dining advising

that more details would be made available in the coming days. Councillor Smith discussed the excellent job the Waste Service had done, and also highlighted the outstanding job of the Parks Service in ensuring that all WCC parks remained opened through the pandemic. Regarding zero carbon, Councillor Smith was very pleased to announce the introduction of electric vehicle infrastructure of more than 1,000 charging points across the city. Members of the Committee raised queries regarding the widening of pavements in light of social distancing, and the improved statistics for waste management. Members also queried the transformation Street Scape project and queried how it would be properly monitored and coordinated. Members of the Committee raised further queries regarding Airbnb, the climate change agenda, the Soho redevelopment and further plans for “Electric Avenues” for the entire borough.

Councillor Smith advised that the improved waste statistics were partly due to less commercial waste relating to lock down measures. He also advised that the widening of pavements would be critical to enable social distancing. These measures would be in place for some time, particularly as large queues outside shops will become more common. He advised that the extra space would prevent road safety issues. Councillor Smith informed the committee that the Movement Strategy would be developed alongside residents, businesses, council officers and inspectors. Responding to queries regarding Airbnb, he advised that himself and others were putting huge pressure on the government for more regulation.

Councillor Smith informed the committee that the council had rolled out its plans for more electric vehicles, electric avenues and electric charging points. He informed the committee that he was working on a waste review and building sustainability.

6. ANY OTHER BUSINESS

The chairman opened the discussion with the committee members seeking suggestions for the work programme including agenda items for the next meeting. Committee members suggested focusing on the movement strategy, with regular updates and an open transparent approach. Members were also keen on reviewing telephone boxes as it was felt that telephone boxes were being misused and created an anti-social behaviour problem. Members discussed the Cabinet Members for Highways and Environment writing to BT and working with BT to move the issue forward. Members were also very keen to review the Mayor of London’s Street Scape project and expansion of pavements, expressing that there may be conflict with Edgware Road.

The Meeting ended at 8:20pm.

CHAIRMAN: _____

DATE: _____

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City of Westminster

Environment, Highways and Public Protection Policy and Scrutiny Committee

Date: Wednesday 7 October

Report Of: Councillor Heather Acton

Portfolio: Cabinet Member for Public Protection and Licensing

**Report Author and
Contact Details:** Chloe Baker
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1 COVID-19 Response

Maximising on-street presence

- 1.1 Resources are being used flexibly to cope with changes to any legislation and guidance which we are responsible for enforcing and addressing any new issues through changing shift rotas and bringing in extra officers where necessary.
- 1.2 City Inspectors have worked continuously with the Metropolitan Police to ensure compliance with COVID-19 regulations throughout this time. Wide ranging work has included:
 - Monitoring markets daily with the Police to ensure compliance of regulations
 - Supporting the Rough Sleeping teams with daily monitoring of rough sleeping sites, totalling 394 checks to date
 - Monitoring changes to the public realm implemented by the Movement Strategy
 - Joint work with the Police and Parks Team to ensure social distancing
 - Regular presence in key areas, such as Soho, where issues have arisen in relation to social distancing by groups on the street

Compliance with Covid-19 regulations and working with businesses

- 1.3 The Public Protection and Licensing directorate has emphasised working together with local businesses to help them comply with the different COVID-19 regulations introduced over the last 6 months.
- 1.4 The directorate has engaged with over 395 premises (totalling 658 visits) around breaches in COVID-19 regulations. To date, 24 prohibition notices under Health Protection (Coronavirus) Regulations 2020 have been served. For 59% of businesses the issue was resolved immediately on the first visit.

Rough Sleeping

- 1.5** The Rough Sleeping Team housed over 700 people during COVID-19, 249 of which were WCC's own cohort and hundreds of others coming from outside the borough.
- 389 are housed in WCC hostels
 - 246 were housed in WCC emergency hotels
 - 269 were placed in GLA hotel accommodation
- 1.6** Only 17 persons with complex issues to resolve remain in hostels, with everyone else moved into more sustainable accommodation, with some already in fulltime and part time employment. There has been improved partnership with faith groups and soup runs, with 20 groups attending a weekly Faith and Voluntary Network (FVN) call. These groups helped set up a donation hub, showers, food provision and laundry service. The FVN continues to meet in order to help develop a better model of engagement.

Mortuaries

- 1.7** The Council has been instrumental in supporting a regional and national mortuary response. The mortuary team has ensured temporary increased capacity at the local mortuary and also support for the regional and pan-London response.
- 1.8** Westminster's Mortuary Team saw a significant rise in the number of cases since the major outbreak in March 2020. As part of the Council's emergency response, a temporary body storage structure was erected adjacent to the mortuary to double the capacity from 106 to 213. This contingency is still available and can be activated at short notice.
- 1.9** This increased capacity allowed for the Council to continue to deliver its statutory requirement to manage the deceased on behalf of HM Coroner (Prof. Fiona Willcox) for Inner West London in a safe and dignified manner.
- 1.10** In line with coronial statute, Westminster mortuary provided mutual aid to neighbouring local authorities (Wandsworth and Merton) with storage of their excess deaths and post-mortems to avoid their mortuaries being over capacity, along with providing storage to several hospital mortuaries which were over-capacity at the peak of the COVID-19 pandemic. The work was part of a larger pan-London response coordinated through the Strategic Coordination Group in line with the London Excess Deaths Framework.
- 1.11** The Council also contributed to the COVID-19 research effort by facilitating nine coronavirus-related research post-mortems with the pathologist from St Mary's Hospital to increase our understanding of the virus.

Partnership work with Police and Anti-Social Behaviour (ASB)

- 1.12** The Council has worked closer than ever with our local police partners. Lockdown led to a significant reduction in recorded crime, but there was an increase in anti-social behaviour (ASB) although these were predominantly regarding individuals failing to socially distance or not following other rules or guidance associated with lockdown.
- 1.13** We developed a joint plan with the police for re-opening the city, especially around the West End. Joint patrols for key areas continue to ensure hospitality areas remain COVID safe. Significant support has also been provided to the licensing trade and businesses as amendments to COVID regulations are implemented.

- 1.14** Post lockdown, the police and the Council have responded to at least 25 incidents of Unlicensed Music Events (UMEs) hosted at residential addresses, public spaces and within pre-booked short term let properties. The rise in this phenomenon has occurred due to the non-availability of nightclubs and other music events. The Council worked with other London Boroughs and the police to create a London-wide protocol for UMEs.
- 1.15** We are pursuing longer term action against the most problematic addresses. In addition, the Short Term Lets team and Planning have issued 4 planning contravention notices against STL properties that have hosted UMEs.

2 COVID-19 Recovery

Outbreak Management

- 2.1** Outbreaks and exposures of COVID19 in workplaces and private sector residential settings are currently being referred by the London Coronavirus Response Cell (LCRC) – an arm of Public Health England (PHE) – to PP&L via the Workplace Settings and Residential Outbreak Management Teams, for investigation and follow up.
- 2.2** At the moment these groups work with a small group of EHOs, but the plan is to expand the work to all EHOs across the PPL once they have received the appropriate training. A standard operating procedure has also been devised.
- 2.3** An out of hours duty rota has been put in place to deal with any urgent notifications of COVID19 that come in over the weekend. 10 new notifications of exposures (1 case) and outbreaks (2 or more cases) were reported in workplace settings last week and were triaged and followed up by EHOs who looked at social distancing measures, COVID19 risk assessments and gave advice on cleaning and decontamination. One notification in residential settings was reported and followed up accordingly.

Business Recovery

- 2.4** The directorate has been working closely with the business economy team to ensure businesses are provided with guidance and advice to help them operate safely during COVID-19
- 2.5** The Environmental Health Consultation Team has been working with performing arts industry across Westminster to try and assist our venues reopening in line with the COVID secure guidelines. This has covered seat spacing requirements, queuing arrangements, ticketing arrangements, bar design and layout, staggered crowd arrivals, cancellation policies and a range of other technical and management issues.
- 2.6** One result has been the reopening of the London Palladium with several socially distanced Van Morrison concerts. Liaison has also taken place with Nimax theatres, the Royal Albert Hall, the Royal Opera House, Theatre Royal Haymarket and several other venues to assist with developing a consistent approach to the implementation of Covid secure guidelines across our performing arts venues.
- 2.7** The team has also been working with our internal Public Health team to ensure any wider issues across the City are considered as performing arts venues begin to reopen and have been attending the Society of London Theatre safety committee meetings to ensure Westminster is listening to the industry's concerns and working hand in hand with them to get performing arts venues back up and running safely and securely.

Rough Sleeping Exit Strategy

- 2.8** The Rough Sleeping Exit Strategy focused on moving all those accommodated in hotels throughout lockdown into sustainable housing solutions to meet their needs and reviewing those accommodated in existing hostel provision to build capacity for their move on. We achieved 239 moves by 3 July 2020 into a range of solutions, including existing hostels and pathways, private rented sector, and direct access registered provided accommodation. Hostel move on consisted of a review of those occupying the hostel pathway and identifying those ready to move to social housing or secure, private rented sector accommodation that suited their needs.
- 2.9** The Council is continuing to accommodate and work with a small cohort of long-term entrenched rough sleepers who came into accommodation for the first time during the pandemic. Solutions are tailored to sensitive engagement with a move into longer term change and accommodation options. For those who have no status or recourse to public funds, referrals to hosting and refugee network accommodation schemes are being made.
- 2.10** For individuals ready and able to access employment but with no recourse to public funds or accommodation options, the Council continues to provide short term accommodation options, intensive employment support with referral to secure, private rented accommodation for those successful in finding and sustaining employment.
- 2.11** For those who have moved into the private rented sector, we have reviewed and expanded our current floating support provision, undertaken assessment of need to ensure the right level of support is provided to individuals, and we are monitoring where no progress is sustained over the first 12 months of settlement to ensure we are meeting current needs and providing appropriate support in the future.

Licensing

- 2.12** Operationally supporting the Movement Strategy, the Licensing Authority introduced a temporary Fast Track Table & Chairs (T&Cs) Licence based on the existing Tables & Chairs scheme. The new scheme allowed the City Council to issue T&Cs licences to premises that were being supported by the movement strategy in a little as five days. The scheme was intended to be an interim measure to support businesses until the Government's pavement licence scheme was introduced at the end of August. In total we received 405 Fast Track Licence Applications and we issued 319.
- 2.13** The Fast Track scheme was replaced by the National Pavement Licence Scheme in August. Since then we have received 338 applications for pavement licences with 190 granted to date. Pavement licences have now been extended to 31st October.
- 2.14** City Inspectors continue to undertake additional patrols in the movement strategy areas, particularly during the busy weekend periods. The aim is to help support businesses make the best and safest use of the additional outside space, as well as to ensure broad compliance with the conditions of their licence. City Inspectors have been working closely with the police and have been visiting premises, providing advice and working closely with colleagues from Place Shaping to implement minor changes on the ground to ensure the overall success of the Council's plan. A new operational plan has been agreed to manage the most recent changes for licensed premises and restaurants.
- 2.15** Virtual Licensing Sub-committees continue, as the council adopts agile ways of working, and 28 have been held since April. I would like to record my thanks to all members of the Licensing Committee and to all officers who have worked so hard to ensure these run smoothly.

Licensing Policy

- 2.16** Licensing Policy has had to adapt quickly to meet legislation and guidance during COVID 19. As a result, all Pavement Licences will be extended automatically to 31st October to allow premises to continue to operate. However further changes mean that we are writing to all licensees and licensing solicitors to remind them of the most recent COVID-19 regulations around table service, tack and trace requirements and closing times.
- 2.17** The Council is reviewing its Licensing Policy, as it has a statutory duty to do, and this must be published by the first week of January 2021. It was planned prior to COVID-19 that a substantially different policy would be produced. However, with the effect of long-term closure, social distancing requirements and unknown impact on business survival post-lockdown, the future of the licensed hospitality sector is not certain.
- 2.18** Therefore, in light of COVID-19 and its impact on businesses and on the Council's ability to engage with stakeholders, it has been agreed that current Licensing Policy would be amended with only minor updates relating to legislative changes.
- 2.19** The Cumulative Impact Assessment was undertaken earlier this year. This reviews the cumulative stress that licenced premises cause on licensing objectives, looking at data from the past three years (pre-COVID).

Notting Hill Carnival

- 2.20** Though Carnival was officially called off as a physical event on 7 May, WCC and partners have continued to work with the event organisers up to and including the August bank holiday to ensure no spontaneous events or UMEs took place within the Carnival footprint.
- 2.21** The organisers, Notting Hill Carnival Ltd (NHCL) instead put on a virtual event over the August bank holiday but also provided considerable resources to manage the traditional event footprint in case people decided to come to the area
- 2.22** WCC and partners were able to scale back the usual resources required for Carnival though resources were kept on standby and the area monitored.
- 2.23** As a result, there were no incidents or issues of note in the Westminster portion of the Carnival footprint.

3 City for All

Introduction

- 3.1** The City for All vision and strategy was launched on 5 March 2020, prior to the COVID-19 lockdown. COVID-19 has presented an opportunity to develop new objectives as part of renewal and recovery programmes, as well as continuing with pre-existing objectives set out in the document launched on 5 March.

Street Entertainment

- 3.2** Under the 'Vibrant Communities' stream of City for All, Westminster City Council is introducing a new 'Street Entertainment' policy, including a licensing scheme, for buskers and street entertainers. This policy will require buskers to perform on designated pitches only and abide by a set of licensing conditions aimed to regulate the use of sound and crowd control. The aim

of the policy is to promote responsible busking that does not come at the cost of residential and business amenity.

- 3.3 The policy went to consultation between 14 January and 24 February 2020, attracting 729 responses. There was a delay in consultation results being heard by Licensing Committee due to COVID-19. In July, Licensing Committee approved a review of the policy to take a licensing approach across the wider West End.
- 3.4 The new policy was brought for review and discussion at Licensing Committee on 23 September, where the Committee approved for this policy to go to consultation. This commenced on 24 September and will be available to the public until 1 November. The results of the consultation will then be brought back to Licensing Committee on 25 November, where a decision will be made on whether the Council should adopt and implement the policy.
- 3.5 If the policy is approved at Licensing Committee and Full Council, implementation is then estimated to be Spring 2021.

Private Rented Sector (PRS) strategy

- 3.6 Under the 'Vibrant Communities' stream of City for all, the Council is developing a new private rented sector strategy that aims to ensure that Westminster has a well-run and managed private rented sector. It will ensure that Landlords, letting agents and tenants are all aware of their rights and responsibilities, are supported appropriately and that necessary action is taken when the law is broken.
- 3.7 Throughout lockdown, work has continued towards the publication of a new Private Rented Sector Strategy. Following approval from the Cabinet Members for Public Protection and Licensing and Housing, the draft strategy went to consultation on 21 September 2020.
- 3.8 The four main proposals set out in the strategy are:
 - To improve conditions in the private rented sector and ensure lawful practice
 - Support and engage with tenants, landlords and letting agents
 - Improve knowledge and intelligence about the sector and work with organisations that provide support and advice to tenants
 - Help to shape the sector
- 3.9 The first proposal includes the introduction of a borough-wide Additional Licensing scheme for Houses in Multiple Occupation (HMOs), as this sector has been identified as providing greatest risks to occupants and having the poorest conditions.

4 Operational Issues

Rough Sleeping

- 4.1 The last street count in August was 266. There were 50 unknown individuals who refused to provide their details. The remainder consisted of 77 UK/I nationals, 124 EEA nationals and the remaining 15 from other parts of the world. Public Protection and Licensing have been supporting the Rough Sleeping Outreach Team undertaking street counts. A total of 394 checks on rough sleeping hotspots have been made by City Inspectors.
- 4.2 We have a significant flow of Romanian and Hungarian travellers who are coming into London at present. We strongly suspect that many of these individuals are involved in organised criminality or human trafficking. The Cabinet Member and officers from PPL and Rough Sleeping together with the police met with delegates from the Romanian Embassy on 15 September 2020

to discuss joint support and new methods of engagement around organised criminality, modern day slavery and the Roma cohort of rough sleepers.

- 4.3** The ISEU team was reinstated after the initial wave of Covid 19 and has been joint deployed with the Metropolitan Police on Op Etui. Op Etui is focussed on joint days of action between the ISEU and Police team to target problematic locations suffering from ASB and crime. The team have been deployed in areas such as Park Lane, Edgware Road, Bayswater, Strand and Victoria Street to remove tents and encampments, carry out enforcement against those committing ASB and have had some positive arrests to tackle key offenders. Op Etui is continuing over the next few months and the partnership learning will be used to influence the wider strategy to target problematic areas and deal with foreign national offending.

Waste Enforcement

- 4.4** Waste enforcement since March has been directly affected by the COVID-19 pandemic. With the closure of commercial premises there was a reduction in waste being left on the public highway. City Inspectors were also redeployed during this period to assist in the Council's response to COVID wide issues.
- 4.5** A new Waste Enforcement Policy was approved in July 2020 which included a review of the Council's enforcement approach and plans for implementation of an on-street digital platform later in the Autumn.

Air Quality

- 4.6** The Council is adopting the post-consultation version of its Air Quality Action Plan 2019-24 but is committed to reviewing of the document within the first 12 months to consider the emerging work related to post-lockdown, COVID-19 recovery. Air Quality impacts are being included in wider discussions around the reopening and renewal of the city, from urban realm to highways improvements.
- 4.7** The Action Plan will ensure the Council maintains momentum around the reductions in emissions seen during lockdown. Levels of emissions are 50% below those for the same time periods in 2019. The majority of this is attributed to reductions in road transport emissions, though commercial buildings also play a role.
- 4.8** The City Council's annual air quality status report was submitted to the GLA for review in May 2020. This report forms part of the Council's statutory air quality reporting as part of our status as an air quality management area.
- 4.9** The second tranche of training on the Clean Air Act 1993 and smoke control areas for area team officers funded by a Defra grant is due to take place as an online session in October 2020. The first session held in March was a success with very positive feedback. We will have trained circa 50 Officers during both sessions.
- 4.10** Public Protection and Licensing officers are working on a variety of projects to monitor and improve air quality including:
- Implementation of a city-wide diffusion tube programme for Nitrogen Dioxide
 - A communication campaign aimed at raising awareness of Westminster as a smoke control area and the restrictions this brings
 - A project to investigate the feasibility of installing electric charging points for canal boats at Paddington Basin

BCU Update

- 4.11** Analysis and planning around gang activity have been undertaken due to shifting drugs markets and concern over increases in violence. Whilst there was a small spike in serious assaults post the easing of lockdown, these appear to have stabilised. The risk of further escalation remains a key priority for the police and the Council.
- 4.12** Police have been involved in managing a number of protest marches and we have worked in support where necessary, such as street cleaning and graffiti removal.
- 4.13** The Cabinet Member for Communities has hosted three online events for members of our youth community, including support organisations, to hold discussions with the BCU Commander Helen Harper and her colleagues. These have initiated some interesting discussions, which the police are following up with further conversations and visits to youth settings.
- 4.14** I would like to thank the police for all the effective partnership working there has been over these difficult last few months.



City of Westminster

Environment, Public Protection & Licensing Policy
and Scrutiny Committee

Cabinet Member Update

Committee date: 7 October 2020

Report Of: Councillor Andrew Smith

Portfolio: Cabinet Member for Environment & Highways

Report Author and Contact Details: Amy Just
ajust@westminster.gov.uk

1. Parking dispensations and income

The Council continues to offer free parking to those frontline key workers in Health and Social Care. Applications are made via the employers with only patient-facing frontline workers in essential roles eligible for the dispensation. The current scheme has been extended monthly since July and was due to end on Friday 3 October, but a three-month extension has been agreed by the Cabinet Member. The Council also offers discounted on-street parking for non-frontline Health and Social Care workers. This equates to a daily rate of £15 and can be bought on the day or in advance. Up to six days can be bought at one time. Current numbers are:

| Health and Social Care | Free Parking Dispensations | Discounted Parking Permissions | Grand Total |
|------------------------|----------------------------|--------------------------------|-------------|
| Total | 1,567 | 131 | 1,698 |

The Government continues to offer a national dispensation scheme of anyone working in the NHS which makes unilateral removal by an Authority difficult. Officers are working on plans over the next month to reduce the total number of dispensations, and NHS Trusts are being asked to review their current numbers to remove anyone who has moved locations or changed roles.

Officers are liaising with colleagues at RBKC to facilitate joined-up development of the permissions given the cross-over of services and NHS Trusts between the boroughs. While officers from RBKC report complaints about the impact of the dispensations, there are fewer complaints in Westminster and figures from on-street staff show capacity pressures but not overcrowding in the vicinity of major medical facilities.

No other sector receives dispensations from the Council. Dispensations for teachers were limited to 5 per school and expired at the end of the summer term. They have not been reintroduced in the new school year.

Income

Income levels within Parking have increased over recent weeks with strong recoveries in paid-for-parking and PCN issue-rates. This has seen projected end-of-year outturns increase to a shortfall of

£15.4m (17.5% on full year); a reduction in the shortfall projection of £2m in two months. This improved picture is mainly due to high demand and focused use of Marshalls.

Paid-for-Parking is now routinely back to above 90% of pre-COVID levels with trends increasing. Week 25 saw paid-for-parking at 95% of the pre-COVID levels. The issue rate of PCNs has increased to above 100% of pre-COVID levels through reviews of staff deployment models. Paid-for motorcycle parking is also showing strong figures with payment rates 50% higher than pre-COVID levels. Overall income in Week 25 was above that seen in Week 25 in 19/20; a first for this financial year. Resident parking payments are tracking above projections and look set to outperform even pre-COVID expectations.

2. Low carbon initiatives

Lighting

The installation programme remains on track despite COVID-related supply chain challenges. 5,628 LEDs had been installed across the City as of July, which is a third of the total with two years of the programme remaining.

Electric Vehicle Charge Points Installation

The Council is on track to meet its target of 1,000 charge points by the end of the financial year, principally through the procurement of a new shared power supply contract and a further rapid charger contract. The shared power supply contract was let to Siemens once again through the GULCS framework, where 450 in-column charge points have been procured along with 30 satellite posts for those areas where the lamp column type is not convertible. Introduction of other “Electric Avenue” streets will be explored following the success of the launch in March.

| | 4-5kW trickle charger | 7kW fast charger | 22kW fast charger | 50kW rapid charger | Total |
|--------------------------|-----------------------|------------------|-------------------|--------------------|-------|
| Current provision | 322 | 153 | 16 | 6 | 488 |
| 31 March 2021 | 802 | 153 | 16 | 33 | 1,004 |

The Council has also commissioned work to look at the viability of providing charging solutions for Council estates, schools and other Council-owned land again through the Highways’ contractor.

The aim is to look at eight potential sites where there is an established demand, with the aim of introducing charging before 31 March 2020. As part of this, a broad range of alternative solutions are being looked at in order to consider solutions that best complements the parking behaviours of users, the power output capability from the property as well as the cost and revenue implications of the available arrangements.

In addition, City Highways is working with the Highways contractor (FMC), to introduced charging infrastructure to support scheme works. This will result in the introduction of charging points to support FMC using electrically powered machinery, rather than diesel, to allow them to complete the works, with the charge point remaining as a legacy point to be incorporated into the wider publicly accessible network of chargers in the City.

3. Highway Installation Programme – Borough-wide 20mph scheme

The rollout of signs is now 95% completed and completion is ahead of schedule. Vehicle Activated Signs (VAS) Programme locations are to be determined based on historic speeding data held by the Council and via Councillor/resident complaints of occurrences of speeding. VAS currently installed on the highway will also contribute to the historic speed data held and will be collated and analysed.

The installation programme is being supported by a full communications programme to alert residents, visitors and other highway users that the speed limit is changing. For example, plans for the erection of Lamp Column banners are progressing well and should be on the street within four weeks. Other communications projects include 20mph roundel stickers on Veolia refuse vehicles and use of sustained social media engagement is also progressing.

4. Movement Strategy

The council's Movement Strategy response to coming out of lockdown to support residents, workers and businesses was split into two phases.

Phase 1 focussed on strategic walking and cycling routes, transport hubs and high streets to support the opening of non-essential retail in mid-June. Approximately 50 schemes were delivered that focused on footway widening to enable the public to have enough space to socially distance on the pavements, and the introduction of key cycle routes to enable people to travel safely and not have to use public transport.

The schemes were introduced on a temporary basis (three months) and were reviewed mid-August. The footfall had not increased at the pace that was originally predicted and the decision was taken to remove many of the footway widening schemes. The exceptions are Oxford Street, Regent Street and Piccadilly. The cycle schemes (all signs and lines only) have remained in place and are subject to further review.

An interim scheme for Regent Street is being developed to replace the barriers with temporary tarmac and kerbs ahead of Black Friday. The scheme resolves some outstanding issues with kerbside access and accessibility and is fully funded by The Crown Estate. The scheme will be installed under experimental traffic orders and will be monitored closely before a decision is taken on whether to install the scheme permanently.

Phase 2 focused on hospitality and supporting businesses by providing outdoor dining. Outdoor dining was provided on 80 streets through either timed closures or footway extensions. This element of the Movement Strategy has been very successful. Schemes are planned to be removed at the end of October.

The Movement Strategy has been funded by the council, with funding sought from TfL, DfT and landowners to offset some of the council expenditure.

5. Public Realm

The council's capital programme for public realm has continued to be delivered over the summer and autumn. The soft and hard landscaping scheme at Christchurch Gardens was completed in September, which has opened up this green space with new seating greenery and water fountain. Schemes at Portman Square and Rupert Street were also completed which included upgraded paving, and lighting at Rupert Street.

Works commenced on junction improvements at Ladbroke Grove and Harrow Road in September, with the aim to complete in December, alongside cycling facilities at the Strand and Savoy junction. Other schemes completed at 20 Grosvenor Square and Beechcroft House on Shirland Avenue.

The team are continuing to deliver the capital programme which includes Strand Aldwych and the Royal Albert Hall. Following the success of the Movement Strategy, Low Traffic Neighbourhoods are being explored for the Hyde Park Estate, Pimlico and Covent Garden.

6. Rental E-scooter Trial

A Cabinet Member report on Westminster’s participation on the TfL-led pan-London rental e-scooter trial is expected for a formal decision in October. TfL is the lead authority and will lead on the proposal, administration and centralised monitoring of the scheme. Officers from various London boroughs have been involved in the development of the proposal and specification for the London pilot to ensure consistency throughout the trial area, which will cross between multiple boroughs and will avoid a patchwork and failure of the existing dockless cycle hire schemes. Regulatory issues are to be resolved by the DfT and it is anticipated the earliest start date for London will be February 2021. TfL will be publishing tender material in October, once the London pilot receives DfT approvals and individual boroughs will have the opportunity to call-off contracts with the successful operators of the scheme.

The trial has a duration of 12 months and will only allow DfT type-approved rental e-scooters to be temporarily legally used on the same road space as a standard push-cycle. Private e-scooter remain to be illegal over the course of the trial and enforcement of any illegal behaviours will be exercised by the MET Police under the Road Traffic Act 1988.

7. Waste

As detailed in the graph below, 121 complaints were received in August. This was down for the third month in a row and was also lower than the number of complaints recorded in the same month in 2018 and 2019.

Refuse Complaints by Month and Year



Officers continue to work closely with Veolia to resolve the root cause of these complaints. It is considered that complaints are low due mainly to the fact that far fewer collections are taking place. There is also additional capacity in the service due to the decrease in tonnes of waste being collected, meaning that the crews are less stretched than in normal times.

Waste tonnages are down overall as a result of the impact of the pandemic on businesses. Household waste levels have slightly increased, but not to levels seen in other London boroughs. As a result, some collection resource has been diverted to residential areas to help maintain the streets cleanliness.

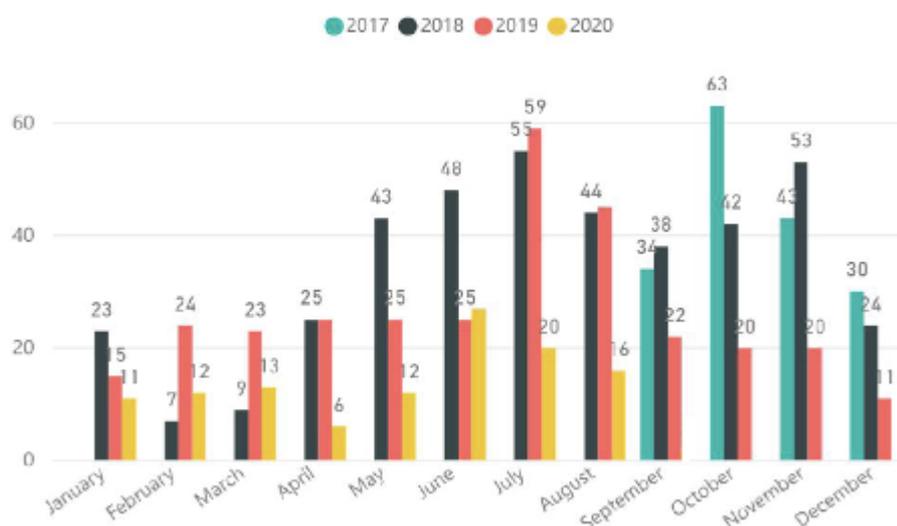
Food Waste

The results from the food waste trial have exceeded expectations thus far. More food is being separated by environmentally conscience residents than anticipated, and the reduction in rubbish collections to once a week has not impacted negatively on the cleanliness of the streets. Residents have also found that the reduction in rubbish collections has not been as disruptive as anticipated.

8. Street Cleansing Performance

As detailed in the graph below, 16 complaints were received in August which continues the trend this year for consistently low levels of complaints against the service.

Streets Complaints by Month and Year



9. Animal Warden Service

Westminster is the first authority in the country to achieve awards in all four categories of the RSPCA's Pawprints scheme. This recognises good practice from local authorities, housing providers and contingency planners in relation to animal welfare. The PawPrints Scheme celebrates good practice by rewarding those organisations exceeding basic and statutory service requirements with the aim of achieving higher animal welfare standards. It covers four areas of service provided by the public sector that has some impact on animal welfare:

- Stray dog services – gold award
- Housing – gold award
- Licensing – gold award
- Contingency planning – bronze award



City Management and Public Protection Policy and Scrutiny Committee

| | |
|---|--|
| Date: | September 2020 |
| Classification: | General Release |
| Title: | The Safer Westminster Partnership |
| Report of: | Annette Acik |
| Cabinet Member Portfolio | Public Protection and Licensing |
| Wards Involved: | All |
| Policy Context: | Community Safety |
| Report Author and Contact Details: | Report Author Angela Lambillion 07971024133 alambillion@westminster.gov.uk Angela Lambillion- Community Safety Commissioning Manager |

1 Executive Summary

- 1.1 The purpose of this report is to provide the Scrutiny Committee with an overview of the Safer Westminster Partnership, an overview of the 2020/23 Strategy and some of the challenges faced.

2 Key Matters for the Committee's Consideration

- 2.1 Committee to discuss with officers how best can we communicate with our residents on how to keep safe within Westminster.

3 Community Safety Partnership

- 3.1 Community Safety Partnerships (CSP) were set up under Sections 5-7 of the Crime and Disorder Act 1998 and are made up of representatives from the 'responsible authorities' which are:
- Police Service (Metropolitan Police Service);
 - Police & Crime Commissioner (Mayor's Office for Policing and Crime or MOPAC);
 - Local Authority (Westminster City Council);
 - Fire and Rescue Service (London Fire Brigade);
 - Clinical Commissioning Group (CCG);
 - National Probation Service (NPS) and
 - Community Rehabilitation Company (CRC).
- 3.2 The Police and Justice Act (2006) brought in new statutory requirements for CSPs and have been updated by subsequent legislation until the Crime and Disorder Regulations 2011. These include the duties;
- Produce yearly Strategic Assessments and partnership plans;

- Share information and have an Information Sharing Protocol;
- Report on work and progress on a yearly basis;
- Formulate and implement a strategy to reduce reoffending;
- Conduct Domestic Homicide Reviews in relation to incidents of domestic homicide.

3.3 In Westminster the Community Safety Partnership is called the Safer Westminster Partnership and its aim is to ensure the responsible authorities work together to create strategies and practical interventions to reduce crime and disorder in Westminster.

3.4 The Safer Westminster Partnership is chaired by Helen Harper the Borough Commander for Central West area and meets two to three times per year.

4 Strategic Assessment and 2020/23 Strategy

4.1 A strategic assessment is produced annually as a requirement of the Police and Justice Act 2006 on behalf of the responsible authorities for the Safer Westminster Partnership (SWP). The latest Strategic Assessment was produced in September 2019 a copy of which is attached in the Background Papers.

4.2 The Strategic Assessment is the evidence base for the partnership and aims to identify the key crime and anti-social behaviour issues affecting the borough and to make recommendations on SWP priorities for the following year.

4.3 The 2019 Strategic Assessment was used as the evidence base for the 2020/23 Safer Westminster Partnership strategy.

4.4 A workshop was held on 29 January for partners to help develop the 2020/23 Safer Westminster Partnership strategy. The workshop covered three thematic areas: Victims, Offenders and the West End.

4.5 The 2020/23 Strategy was produced and approved by the Safer Westminster Partnership on 8 July.

4.6 The vision of the SWP remains *'Making Westminster safer by working in partnership to reduce the risk and harm of crime and ASB, focusing on protecting the most vulnerable within our communities'*. This highlights the priority of the SWP to focus resources towards protecting the most vulnerable within Westminster.

4.7 Underpinning this vision are two cross cutting principles: -

4.7.1 Intervening early with families and young people to reduce their risk of victimisation and prevent offending.

4.7.2 Working in collaboration with partners to focus on the key contributing factors that reduce victimisation and offending

- 4.8 The 2020/23 Strategy aims to deliver five strategic objectives;
- 4.8.1 Protecting the most vulnerable in Westminster from becoming victims or offenders of violence or exploitation.
- 4.8.2 Working with the most problematic offenders to reduce their re-offending.
- 4.8.3 Making the West End a safer place for visitors, residents and businesses.
- 4.8.4 Enhancing the partnership response to countering terrorism.
- 4.8.5 Focusing on what matters most to residents, businesses and visitors.
- 4.9 **Protecting the most vulnerable in Westminster from becoming victims or offenders.** Although most people are not victims of crime, those who are victimised consistently face the highest risk of being victimised again. 20% of victims who were Westminster residents, were repeat victims. If we concentrate resource on the most disproportionately victimised cohorts, we aim to break the cycle that sees these vulnerable people becoming victims of crime time and time again. To have the greatest impact upon protecting the most vulnerable in Westminster from becoming victims or offenders we will:-
- Provide bespoke support to those most at risk of violence and exploitation;
 - Prevent and reduce young people (10-24) from involvement in violence and exploitation;
 - Enhance support in the locations with the highest levels of vulnerability, i.e. Church Street;
 - Work with the most vulnerable older adults to prevent them from becoming victims of fraud and exploitation.
- 4.10 **Working with the most problematic offenders to reduce their re-offending.** Half of all crime is committed by people who have been through the criminal justice system and a small proportion of these offenders are responsible for a significant volume of crime. Concentrating resources on these offenders will have the greatest impact upon reducing re-offending. We will do this by:-
- Tackling the drivers of crime, particularly substance misuse, employment and accommodation;
 - Working in partnership to ensure the Integrated Offender Management scheme works effectively to support and reduce re-offending of the most recidivist offenders;
 - Develop a strategic approach to the issue of cross border offenders;
 - Recognise the distinct needs of 18-25 year old offenders to reduce their re-offending.
- 4.11 **Making the West End a safer place for visitors, residents and businesses.** 58% of all crime in Westminster occurred in just two of its twenty wards, the West End and St James's. These are not just hotspots of crime and disorder for Westminster but for London. This is also true of data from other emergency services such as British Transport Police, London Ambulance Service and the Fire Brigade.
- 4.11.1 Crime occurs where there is an opportunity, namely where there are more people and more places to commit crime, so we would expect the West End to have the greatest volume of crime. However, crime became more concentrated in a small area of the West End and increased by 49% compared with a 28% increase across the borough.
- 4.11.2 60% of crime in this area occurred between 6pm to 6am, meaning we need to develop a co-ordinated approach so that the West End has a safe and thriving night time economy.

This area is the heart of businesses in the borough so joint working and a shared approach to reduce crime is crucial to this success.

- 4.12 **Counter Terrorism – Enhancing the partnership response to countering terrorism.** The UK security national threat level at the time of writing was substantial meaning an attack is likely. The local delivery of counter-terrorism activity follow CONTEST, the Government's counter terrorism strategy and is based on four areas of work.
- Prevent: to stop people becoming terrorists or supporting terrorism;
 - Pursue: to stop terrorist attacks;
 - Protect: to strengthen our protection against a terrorist attack;
 - Prepare: to mitigate the impact of a terrorist attack.
- 4.13 **Focusing on what matters most to residents, businesses and visitors.** We want to capture the voices of our communities to understand what matters most to them to keep themselves and Westminster safe. We want to develop consistent cohesive campaigns that educate and encourage the community to adopt safe measures in their daily lives. So that people know where to access help and support and how to reduce their risk of becoming a victim of crime. We will do this by building in mechanisms for pro-actively listening and responding to our communities. This will enable us as a partnership to respond better to community tensions and concerns to build a safer cohesive Westminster.
- 4.14 The Safer Westminster Partnership Executive Group is the driving force to delivering these priorities. This group meets quarterly and is responsible for analysing trends and making recommendations to the SWP regarding refocused activity. They will be next meeting on 27 October and will review the first six months progress towards delivering the new strategy.
- 4.15 Work on the next strategic assessment will commence next month and scheduled to be complete by February 2021. This will review data from October 2019 to September 2020 and will consider the impact Covid-19 has had on crime and disorder in the borough.
- 4.16 Any significant new findings in this evidence base may be used to amend the 2020/23 Strategic Priorities.
- 4.17 The Safer Westminster Partnership will next be meeting on 18 November and the meeting will focus on our violence reduction plans.

5 Key deliverables

- 5.1 The Serious Youth Violence Task Group has prioritised Church Street ward to pilot a public health approach to serious youth violence, with a view to taking these lessons and seeing what can be adapted on a wider scale across Westminster. Youth clubs, schools and local voluntary sector organisations have been working together to deliver a programme of activity to work with young people in years 5 and 6 in primary schools in the Church Street area during their transition to secondary school. Positive diversionary activities aim to keep young people safe and off the streets, as well as building resilience and maintaining their health and wellbeing to help prepare them for secondary school. 33 young boys have been worked with through the programme, and despite COVID challenges, a summer programme was delivered with a mix of in-person and virtual activities. Work is underway to explore whether the programme can be replicated in other primary schools in the borough.
- 5.2 A parenting toolkit has been produced and provides a glossary of facts, practical advice to look for signs of your child's involvement in youth violence, as well as tips on how to speak to your child and how you can seek further help or support. It is being circulated to parenting groups, libraries, GP surgeries, youth clubs, Family Hub, other voluntary sector groups,

business owners and supermarkets in the local area. Other boroughs have expressed an interest in replicating the booklet for their own areas.

- 5.3 The Serious Youth Violence Community Engagement Officer has continued to deliver a range of community engagement activities, adapting to the challenges of COVID restrictions. She has supported Public Health in providing outreach sessions for a range of community networks, worked with local communities following serious youth violence incidents in the borough, and produced a parenting handout for “how to talk to your children about violent incidents.”
- 5.4 £200k for this financial year and the same for 2020/21 has been granted from MOPAC to further develop our work to tackle youth violence. It is being used to uplift and add to existing projects working with young people to prevent and reduce violence this year and expand the work of the Integrated Gangs and Exploitation Unit (IGXU) as well as develop new initiatives, such as Serious Youth Violence training offer for schools.
- 5.5 A joint vulnerable adult’s task and finish group with the Safeguarding Adults Executive Group has been set up with key partners to address the increased victimisation risk older residents face, in particular to becoming victims of financial abuse. The group is looking to raise awareness and training of frauds and scams across the partnership, particularly as the incidence has grown in volume and severity since Covid-19. The group has been reviewing the partnership approach to ‘cuckooing’ and is looking to develop policy and guidance which is currently lacking.
- 5.6 The Integrated Offender Management (IOM) team work with high recidivist offenders in the borough to reduce their re-offending. Quantitative evidence has shown that the cost of crime and number of offences has decreased after involvement with the IOM and the interval between offending has increased. Evidence on 65 offenders worked with since April 2017 is estimated to have made over £1m in savings by preventing reoffending.
- 5.7 Contracts for specialist services to support victims of domestic violence and abuse are in the process of being re-commissioned across Westminster, Kensington and Chelsea and Hammersmith and Fulham. This will include specialist front line support to victims and a coordination service to manage the Multi-Agency Risk Assessment Conference (MARAC) working with high risk victims of domestic abuse and the Dedicated Domestic Violence Count at Westminster Magistrates Court.
- 5.8 The Prevent Team successfully applied to the Home Office for the largest funding pot, across both staff and projects, that Westminster has ever received. A range of Prevent projects have been commissioned for this financial year, working with educational institutions, parents and young people.

6 Challenges

- 6.1 Covid-19 has had a significant impact upon crime levels in the borough, particularly in reducing crime in the West End as the opportunities have diminished. Conversely the most vulnerable in our communities have become at increased risk of domestic abuse, child exploitation and the elderly to fraud and scams.
- 6.2 With the increased government scrutiny on violent crime has come funding opportunities. These are sporadic and often at very short notice and usually limited to a maximum of two years. This makes commissioning sustainable provision challenging. Funding is often limited to just tackling violent crime meaning other borough priorities attract little funding.
- 6.3 All our funded Community Safety and Prevent commissioned services have agreed funding until March 2021. We are expecting some decision on some of our funding this month, but

this is expected to only be for one further year due to the delay in Mayoral elections. Prevent funding is only restricted to a single financial year.

- 6.4 A key risk in our response to counter terrorism is the capacity to respond to the increasing demands and risks. Robust plans and agreement on priorities and coordination of partnership response are key to ensure demands are met.
- 6.5 At present Offender Management is carried out either by the National Probation Service or by the Community Rehabilitation Company (CRC). From April 2021 Offender Management will be unified within the National Probation Service (NPS). The contracts nationally awarded to the CRCs will terminate.
- 6.6 The unification will be a major undertaking, at least as significant as the split in 2014. Across the country the CRCs have introduced different hierarchies and pay structures, and some have moved to newer and more innovative IT systems. All of this will have to be consolidated under one NPS structure. It is likely that existing NPS structures will prevail but resolving the issues associated with this is going to be challenging and time consuming.
- 6.7 65% of those accused of crime in Westminster were not residents. Most services are available to residents only, making it difficult to successfully reduce reoffending unless we improve cross border working and services.

**If you have any queries about this Report or wish to inspect any of the
Background Papers please contact Report Author 07971024133
alambillion@westminster.gov.uk**

BACKGROUND PAPERS

Safer Westminster Partnership Strategic Assessment 2019

Safer Westminster Partnership Strategy 2020/23

Safer Westminster Partnership Strategy 2020 - 2023

Making Westminster safer by working in partnership to reduce the risk and harm of crime and ASB, focusing on protecting the most vulnerable within our communities.

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Foreword



The last few months have been unprecedented times and have highlighted the importance of working in partnership to protect the most vulnerable within our society. This is the overarching aim of this strategy and it sets out how we will make Westminster safer by working in partnership to reduce the risk and harm of crime and ASB, focusing on protecting the most vulnerable within our communities over the next three years.

We want to work together to protect the most vulnerable in our communities from becoming victims or offenders, by making sure that we have the right support and services in place to protect them.

Half of all crime is committed by people who have been through the criminal justice system therefore we will work together to tackle the drivers of crime, such as substance misuse, getting people back into employment, and finding accommodation to improve their life chances so that they don't reoffend.

Before lockdown 41% of all crime in the borough was within a small area of the West End and St James's wards with a significant proportion taking place in the night-time economy. We want to develop a co-ordinated approach with businesses and partners to develop joint tactical interventions to prevent crime from escalating in this area.

The threat from terrorism remains and we will continue to ensure we have robust plans and undertake table top exercises to continue our fight against terrorism.

Covid-19 has shown us how important communication is and focusing upon what matters most to our residents, businesses and visitors. We want to develop upon what we have learnt in recent months and develop consistent cohesive campaigns that educate and encourage the community to adopt safe measures in their daily lives.

These will be a challenging few years ahead of us thus making it more important than ever to work in partnership in an evidenced way to keep our residents and those who work and visit Westminster safe.

Helen Harper BCU Commander Central West BCU and Royal Parks

Chair of the Safer Westminster Partnership

Introduction

The Safer Westminster Partnership (SWP) is the statutory Community Safety Partnership (CSP) for Westminster. The aim of the SWP is to ensure the responsible authorities work together to reduce crime and disorder in Westminster. CSPs were set up under Sections 5 – 7 of the Crime and Disorder Act 1998 and are made up of representatives from the ‘responsible authorities’, which are:-

- Police Service (Metropolitan Police Service);
- Police and Crime Commissioner (Mayor’s Office for Policing & Crime (MOPAC));
- Local Authority (Westminster City Council);
- Fire and Rescue Service (London Fire Brigade);
- Clinical Commissioning Groups (Central London Clinical Commissioning Group);
- National Probation Service (London Probation Trust); and
- Community Rehabilitation Company (MTC Novo).

One of the statutory requirements of a CSP is to prepare, implement and performance manage an evidence-led annual strategic assessment and three yearly partnership plan for the reduction of crime and disorder in the area.

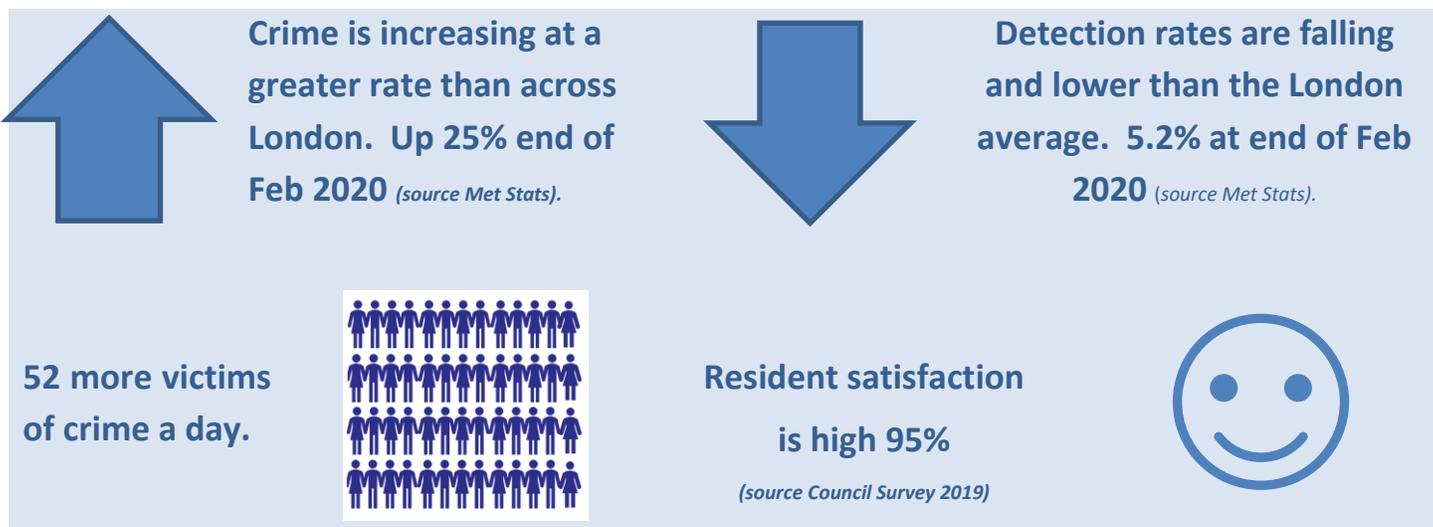
This is our 2020/23 three year partnership plan and represents a commitment to work in partnership to prioritise working with the most vulnerable within our communities to reduce crime and ASB across Westminster. We will do this by intervening early with families and young people to reduce their risk of victimisation and prevent offending, and by working in collaboration with partners to focus on the key contributing factors evidenced to reduce victimisation and offending. This strategy is based upon evidence from our annual strategic needs assessment which reviewed data from July 2018 to June 2019 and will focus upon the five identified priorities:-

1. Protecting the most vulnerable in Westminster from becoming victims or offenders of violence or exploitation;
2. Working with the most problematic offenders to reduce their re-offending;
3. Making the West End a safer place for visitors, residents and businesses;
4. Enhancing the partnership response to countering terrorism.;
5. Focusing on what matters most to residents, businesses and visitors.

Each priority will have an action plan detailing how we will put our commitments into action. The delivery of the plan will be overseen by the Safer Westminster Partnership board which is chaired by Helen Harper the BCU Commander Central West BCU and Royal Parks. The Board will review and report on progress of the plan and it will also be subject to scrutiny by the City Management and Public Protection Policy and Scrutiny Committee.

These are challenging times as COVID-19 has had a profound impact upon all the responsible authorities and impacted on budgets and funding streams. That is why it is more important than ever to continue to work in partnership in an evidenced based way to have the greatest impact upon reducing crime and ASB in Westminster.

Evidence



The evidence base for the strategy is taken from our annual Strategic Assessment, last produced in September 2019. The strategic assessment draws from a range of data sets across the partnership. The report uses this data to identify the key crime, disorder, anti-social behaviour, drug misuse and re-offending issues which affect the City of Westminster.

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 in partnership to neutralise those factors and doing so in a reasoned and evidence-based way.

Using this evidence base, the vision, goals and priorities for the SWP have been set. In addition to this a partnership workshop was undertaken in January. At this workshop partners were presented with the key findings of the Strategic Assessment and used this to help develop the actions for this strategy.

Crime continued to increase in Westminster at a far greater rate than across the Metropolitan Police Service. There were 52 more victims of crime a day than the previous year. Whilst 80% of the increase was attributable to theft, predominately in the West End, most other crimes have increased too. Whilst crime levels have increased, detection levels continue to decline, with only 5% of crimes being 'solved'. Despite this public confidence and feelings of safety remain very high.

The lockdown in response to Covid-19 has had a substantial impact upon crime and disorder levels and will continue to do so until social distancing restrictions are removed and freedom of movement is resumed. Our evidence base will continue to be refreshed annually and the strategic priorities and action plan may need to be revised to reflect this next year.

Vision and goals

Making Westminster safer by working in partnership to reduce the risk and harm of crime and ASB, focusing on protecting the most vulnerable within our communities.

This vision highlights the priority of the SWP to focus resources towards protecting the most vulnerable within Westminster, in line with the MOPAC London Policing Plan¹. Often vulnerability, crime and deprivation can come together creating a cycle of offending and victimisation. The SWP wants to work together to break that cycle.

Underpinning this vision are two cross cutting principles:-

1. Intervening early with families and young people to reduce their risk of victimisation and prevent offending.

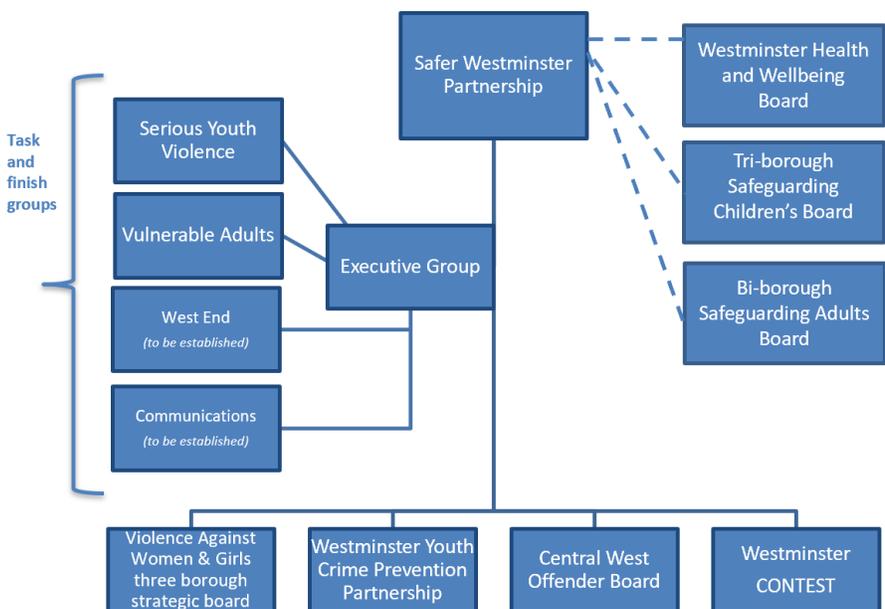
The evidence and research base clearly states the importance of intervening early with children and young people who meet a number of risk and protective factors to prevent the escalation into a life of crime and anti-social behaviour.

2. Working in collaboration with partners to focus on the key contributing factors that reduce victimisation and offending.

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

How will we deliver this?

The SWP is Chaired by the police BCU Commander Helen Harper and membership reflects all responsible authorities and is based on individuals’ ability to represent their own organisation interests and further ability to embed jointly agreed actions into mainstream frontline business or commissioned plans. The business of the partnership is open to scrutiny by all agencies and in particular the Policy and Scrutiny function of the Council.



The Executive Group will be the driving force to delivering the SWP priorities. This group is responsible for analysing trends and making recommendations to the SWP regarding refocused activity.

Reporting into the Executive Group are several partnership boards. There is a well-established three borough² Violence Against Women and Girls strategic board.

¹ <https://www.london.gov.uk/what-we-do/mayors-office-policing-and-crime-mopac/police-and-crime-plan-safer-city-all-londoners>

² Three boroughs also known as the Tri-borough are City of Westminster, Royal Borough of Kensington and Chelsea and Hammersmith and Fulham.

The board is influenced by six operational groups focusing on distinct areas; housing, specialist services, children's and health, risk and review, harmful practices and modern slavery and exploitation.

The Youth Crime Prevention Partnership acts as the management board overseeing local delivery of responsibilities under the Crime and Disorder Act 1998 for Youth Justice Services. It is chaired by Sarah Newman Bi-Borough Executive Director of Children and Family Services and provides strategic direction to prevent offending and reoffending by children and young people.

The Central West Offender Board is a three borough board chaired by the police with accountability for partnership activities aimed at reducing reoffending by adults, and those in transition from youth to adult services.

CONTEST reflects the partnership structure to respond to terrorism, across the four strands of the Government's Counter Terrorism Strategy; Prevent, Pursue, Protect and Prepare. Regular information and intelligence sharing takes place through the London Security Review Meeting and Westminster Security Partnership Meeting.

Also feeding into the Executive Group are Task and Finish groups that are set up as and when needed to respond to new and emerging issues. Currently there are two in place, firstly the Serious Youth Violence Taskforce set up in 2018 and chaired by Sarah Newman Bi-Borough Executive Director of Children and Family Services. This group looks at funding and commissioned services to reduce serious youth violence up to and including the age of 24.

Secondly, the Vulnerable Adults group was set up in 2019 and feeds in jointly with the Safeguarding Adults Executive Board. The aim of the group is to reduce repeat victimisation in older adults and specifically focus on reducing their risk to fraud and scams and the risk of being exploited/abuse by cuckooing or within sheltered accommodation.

We will be establishing two further groups to meet the strategies aims. Firstly, to focus on the high crime area of the West End, working with partners and the business community to ensure levels of crime and disorder do not revert to pre-lockdown levels. Covid-19 has improved our understanding of Westminster's communities particularly the most vulnerable and we will be setting up a task and finish group to improve how we engage and focus on what matters to them to reduce crime and disorder.

Whilst Section 17 of the Crime and Disorder Act 1998, as amended by the Police and Justice Act 2006 requires all responsible authorities to consider crime and disorder and the misuse of drugs, alcohol and other substance in the exercise of all their duties, activities and decision making, the structure chart shows the dotted links into the main statutory partnership boards. There are clear synergies with the priorities of the strategic boards and joint working and clear accountability structures between the groups is imperative for effective working.

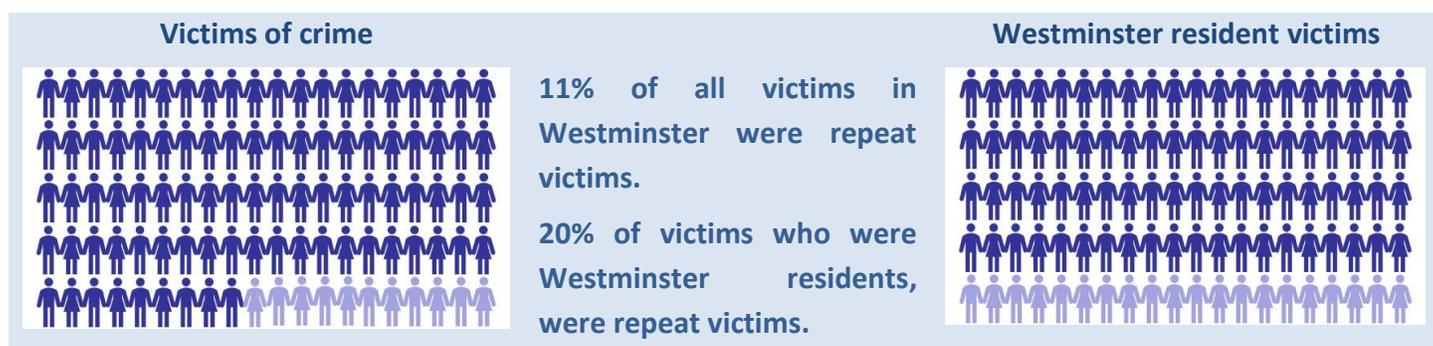
Objectives

This section details the evidence behind the SWP objectives and what the SWP will do to address them. The action plans can be found in Appendix.

The five objectives are:-

1. Protecting the most vulnerable in Westminster from becoming victims or offenders of violence or exploitation;
2. Working with the most problematic offenders to reduce their re-offending;
3. Making the West End a safer place for visitors, residents and businesses;
4. Enhancing the partnership response to countering terrorism.;
5. Focusing on what matters most to residents, businesses and visitors.

1. Protecting the most vulnerable in Westminster from becoming victims or offenders



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. 11% of all victims of crime in Westminster were repeat victims of crime in the previous year and this increased to 20% for just Westminster residents. Our Strategic Assessment identified the characteristics of those who are disproportionately at risk of victimisation and by differing crimes. For example, young people are far more likely to be victims of robbery and sexual offences whilst older people are more at risk of burglary and fraud. If we concentrate resources on these disproportionately victimised cohorts, we aim to break the cycle that sees these vulnerable people becoming victims of crime time and time again. Research shows that there is a victim offender overlap, while crime victims do not always become offenders, most offenders have been victims.

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 identity. We currently do not have a clear picture of hate crime in Westminster and an understanding of why rates are significantly greater here than other boroughs. The Hate Crime Commission independently chaired by Nick Ross, is looking to address this and to hear from people who have experienced hate crime, to help us and our partners improve our services and develop a meaningful strategy to combat hate crime.

Anti-social behaviour can greatly impact upon people's quality of life. We have implemented a single ASB case management system for the partnership and training has begun on how to use it. We still do not have a detailed

picture of ASB within Westminster and on the communities, who are most likely to be victimised. We will begin to collate and analyse this data to further our knowledge and improve our response in an intelligence led way.

Violent crime has the highest economic and social cost to the partnership. It cost approximately £112m to deal with the anticipation, consequence and cost in response to violent³ crime in Westminster in one year alone. That is 36% of the total cost of crime to the partnership compared with only 14% of the volume of crime.

Victims of domestic violence are far more likely to be repeat victims than many other crimes. The Crime Survey of England and Wales estimates that 34%⁴ of victims of domestic violence were repeat victims. The impact to the victim is significant, domestic violence victims and witnesses experience some of the highest levels of emotional and physical impact. Evidencing why it is important to continue to focus partnership resources on reducing domestic violence.

Youth violence has been the subject of much media and government scrutiny over the last year and has seen the development of the Government Serious Violence Taskforce and London Violence Reduction Unit. Westminster is a priority area for MOPAC and as such has been given additional funding to tackle this pressing issue. A whole system approach, namely a public health approach, to tackle the root causes, wider and contextual influences of health and crime is widely evidenced as best practice to tackle youth violence. We have already adopted this approach and progress is monitored by the Serious Youth Violence Task Group. We want to continue and expand upon this over the coming years.

Locations can increase vulnerability to crime, these are neighbourhoods 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. Church Street is the most 'vulnerable' ward in Westminster with greater than London average of vulnerabilities. By piloting a public health approach to reduce youth violence in this area we aim to have a greater impact of reducing youth violence.

Our evidence base showed that vulnerable older residents are more likely to experience financial and physical abuse and are disproportionately more likely to be repeat victims of crime. We have set up a joint task and finish group with the Safeguarding Adults Board and we will continue to develop this group to encourage victims of crime to report to the police and to tackle the abuse they face.

To have the greatest impact upon protecting the most vulnerable in Westminster from becoming victims or offenders we will:-

- Provide bespoke support to those most at risk of violence and exploitation;
- Prevent and reduce young people (10 to 24) from involvement in violence and exploitation;
- Enhance support in the locations with the highest levels of vulnerability, i.e. Church Street;
- Work with the most vulnerable older adults to prevent them from becoming victims of fraud and exploitation.

³ This includes violence with injury, violence without injury and homicide.

⁴ <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/thenatureofviolentcrimeinenglandandwales/yearendingmarch2018>

Provide bespoke support to those most at risk of violence and exploitation.



Over the last year there has been increased government focus on violent crime. In December 2018 the Mayor of London formally launched a new Violence Reduction Unit. The Home Office plan to introduce a new legal duty for agencies and organisations across the public, voluntary and community sector to work in partnership to prevent and tackle serious violence. This has been taking place in Westminster for some time, through the work of the Violence Against Women and Girls (VAWG) three borough strategic partnership and the Serious Youth Violence task and finish group.

The three borough VAWG strategic partnership leads on delivering a community co-ordinated response to VAWG. Its aim is to keep survivors and children at the centre of its aims and objectives, whilst also holding perpetrators to account for their actions. The group are in the process of refreshing their strategy which reports into the Safer Westminster Partnership, Safeguarding Children’s and Adults Boards and Health and Wellbeing board. The group recognises that people may be impacted by more than one type of abuse and people seek support in many different ways. Therefore, the partnership aims to provide a bespoke, person centred approach.

The three borough VAWG partnership is committed to providing high quality services which are accessible, flexible and available in a timely way to a wide range of survivors, not just of domestic abuse but also sexual violence, exploitation and harassment, stalking, honour based violence, forced marriage, faith based abuse, female genital mutilation, prostitution and modern slavery and exploitation.

Violence against the person offences make up only 14% of all recorded crime in Westminster and only 36% of this involved injury. But we do know the majority of violence is not reported to the police, approximately 38%⁵ is. This is even more pronounced for domestic abuse incidents. According to the Crime Survey for England and

⁵<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/thenatureofviolentcrimeinenglandandwales/yearendingmarch2018#how-much-violent-crime-is-reported-to-the-police>

Wales 7.9% of women and 4.2% of men experienced domestic abuse in the last year. The impact of domestic abuse on the survivor, family and society is huge, in terms of the mental, physical, social and financial costs.

1 in 5 women have experienced stalking or harassment at some point in their lives, meaning this will affect approximately 18,395 women in Westminster. Estimates also show that approximately 2,619 women have undergone female genital mutilation in Westminster.

Modern Slavery refers to the offences of human trafficking, slavery, servitude and forced or compulsory labour. The true scale of modern slavery and human trafficking in the UK is unknown. Training is on-going across partner agency front-line staff, so that they can spot the signs that someone may be vulnerable or is being exploited, know how to question them effectively and where to go to for support.

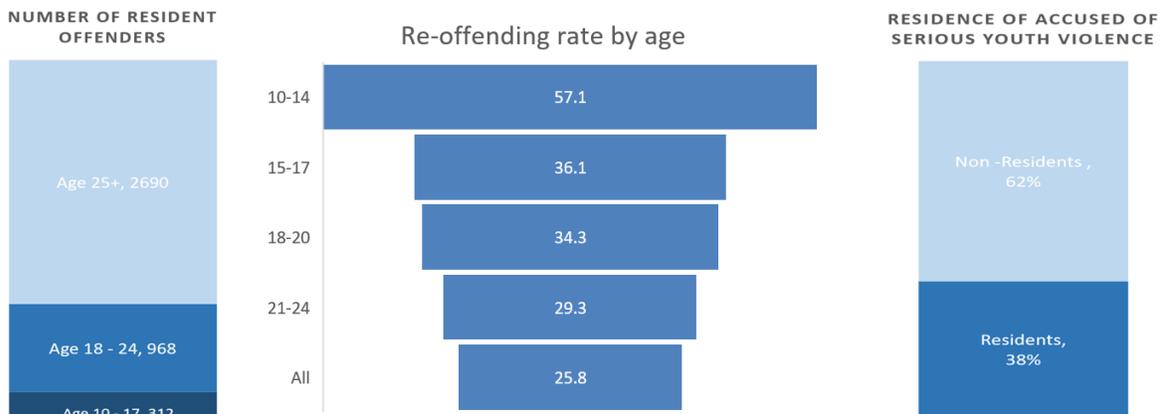
This evidence shows us that whilst these offences are often hidden from us, the scale and extent of VAWG offences in Westminster is significant and the impact enormous to the survivors and families. We will continue to commission services to support survivors and families of violence against women and girls' offences. Making sure that there are clear pathways to them and to other regional and national services. Taking a survivor centred approach. Victim/Survivor satisfaction will be key to understanding the effectiveness of our commissioning.

The VAWG partnership will look to continue to deliver a whole housing approach, to improve housing options for families affected by domestic abuse. Funded by the MHCLG, this project aims to reduce homelessness, increase tenancy sustainment and provide move on options for families affected by domestic abuse.

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 role of the MARAC is to facilitate, monitor and evaluate effective information sharing to enable appropriate actions to be taken to increase public safety. Numbers of referrals and the percentage of repeats (29%) have been steadily increasing. We want to ensure that we have an effective MARAC in place to improve safety of victims and their children and to reduce repeat victimisation.

The pandemic has highlighted further how vulnerable rough sleepers are to crime, disorder and exploitation. Funding will continue for the Integrated Street Engagement Unit who bring together council services with the police and local charities to provide a co-ordinated and comprehensive support for Westminster's daytime street population, to find out what they need to help them turn their lives around.

Prevent and reduce young people (10 to 24) from involvement in violence and exploitation



Young people only make up a small proportion (32%) of Westminster's resident offending population. The volume of resident young people offending in Westminster has seen one of the highest reductions across London in the last ten years, 74%. Despite this, those that remain are far more likely to re-offend than older offenders.

Most young people accused of serious youth violence offences in Westminster are not residents. Developing a strategic approach to the issue of cross border offenders is one of the key strands to our approach to working with the most problematic offenders to reduce their re-offending, discussed later in the strategy.

For those resident offenders, intervening early with families and young people to reduce their risk of victimisation and prevent offending, is a cross cutting principle of the work of the SWP.

We know that 42% of prisoners have a history of being permanently excluded from school. Many studies have shown the impact of excluding children from school is very detrimental not only to their health and wellbeing but increases the risk of being involved in crime and disorder. So, we have developed a school's inclusion pilot in nine schools across the borough, aimed at preventing exclusions. The programme brings together the school, family and child into a new relationship using a trauma informed framework. It is gaining momentum and three of the schools are helping us to develop the approach that we will deliver across the whole school system.

The Serious Youth Violence Task Group, was set up in May 2018 to reduce serious youth violence and the fear of violence in our communities. This multi-agency group uses a Public Health approach, which is a whole system approach to Serious Youth Violence, looking at the root causes, wider and contextual influences of health and crime. The groups' aim is to provide appropriate strategic and tactical responses to adapt to the changing nature of violence in Westminster, as well as empowering our communities to help stand up against serious youth violence.

A serious youth violence dashboard was developed to highlight the risk and protective factors which are the flags and signals of involvement in crime and youth violence and the latest crime trends and performance of the commissioned services. We still do not have a complete picture of youth violence and exploitation and the impact our approach has had. We will work together to share data more effectively and improve our evaluation of the interventions we have taken. This is essential to really understand what works and to support any future funding bids.

Fundamental to our response to reducing and preventing violence and exploitation in young people, is the Integrated Gangs and Exploitation Unit (IGXU). This is a multi-agency, multi-disciplinary team with co-located staff from a wide range of agencies from the police, council, health and voluntary sector. The IGXU 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 youth violence.

The nature of gangs has changed over recent years and the IGXU has changed to reflect this. This includes the rapid increase of County Lines approach to drug dealing. This is the practice of trafficking mainly Class A drugs into rural areas and smaller towns away from major cities. The consequences of county line markets are far reaching and include serious violence and physical harm, incidents of kidnap, use of weapons, ruthless debt control, turf war and homicide. County Lines offenders are highly adaptive in the recruitment and exploitation

of vulnerable people. The profits from this can be substantial. This provides us with a real challenge in encouraging young people not to get involved and to seek other employment opportunities.

The IGXU have developed a systemic way of working, primarily working with families and supporting parents to respond differently to their children, giving them the tools to build relationships and connection to help break the cycle of going missing and being involved in County Lines. We have achieved real successes in getting young people into employment and training and want this to continue.

Youth violence doesn't just have long term consequences for the young people, who are interchangeably victims and offenders, but also their families and the wider community. This is why we are improving our engagement with communities. This includes delivering workshops and capacity building training sessions. We produced a serious youth violence booklet for parents, to provide facts and practical advice to look for signs of a child's involvement, as well as signs to look for and how to seek further help.

Many roles within the IGXU are funded through government grants. This is why it is so important to have a sound evidence base of what works so that we can continue to seek funding and commission services to support those roles that really make a difference in reducing and preventing young people from involvement in violence and exploitation.

Intervening early when we identify risks

Enhance support in locations with the highest levels of vulnerability, i.e. Church Street



51% of people entering prison have the literacy age of an 11 year old.



43% of prolific offenders were eligible for free school meals. Compared with 15% pupils.



42% of prisoners have a history of being permanently excluded from school.

Vulnerability to crime and antisocial behaviour is becoming increasingly concentrated within certain places and among certain individuals. MOPAC created the Vulnerable Localities Profile, using London based datasets related to crime deprivation and population. This tool 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. Church Street ward has the highest levels of vulnerability using this method in Westminster and this has remained so for the last three years, although levels are decreasing.

Copious research exists on the risk and protective factors, that are flags or signals of risk of involvement in crime and youth violence. Overall, Westminster has lower risk and protective factors than across London. No single risk factor leads a young person to delinquency. The more risk factors that young people are exposed to, the greater likelihood they will experience negative outcomes, including delinquency. This data also flagged Church Street as an area of concern, which is an area housing many of the young people worked with by the Youth Offending Team and IGXU.

Using this evidence base the Serious Youth Violence Task Group decided to prioritise the Church Street ward to pilot a Public Health approach to Serious Youth Violence, to make an impact in the area most in need in the borough. With a view to assessing the effect and seeing what can be adapted on a wider scale across Westminster.

The project focuses on the transition from leaving primary school and joining secondary school, which can be a vulnerable time for pupils as they need to adapt to a more challenging school setting with different academic structures and expectations, as well as often travelling further to school on a journey where they may not feel safe, and mixing with a new set of peers. A smooth transition is key to helping to support young people to achieve and stay in school and not get involved in crime.

An integral part of the programme will be to maximise the strengths and relationships that already exist within the community. Youth clubs and community groups already operating in the area are vital to ensuring the success of the project, engaging not just the young people they are working with but their families too. Positive diversionary activities will not only keep young people safe and off the streets, but they will focus on building resilience and maintaining their health and wellbeing.

The programme is being led by the Young Westminster Foundation in partnership with Westminster City Council and wider partners, including Future Men.

At the end of the pilot we hope to see increased youth engagement, improved health and wellbeing and improved peer and adult relationships.

Work with the most vulnerable older adults to prevent them from becoming victims of fraud and exploitation



The Safeguarding Adults Board has a statutory duty to help and safeguard adults with care and support needs. Data collated by the board showed, a third of concerns sent to them were a crime or a potential crime. Most crime concerns related to fraud and this was far more prevalent in older residents. More worryingly, the source of concern in over half of all cases was from someone they knew.

Our police data has shown that although older people are less likely to be victims of crime, they are far more likely to be repeat victims. Fraud has evolved more dramatically than other crime over recent years, facilitated by new and emerging technology. Whilst all age groups are at risk of becoming a victim of fraud, the crime survey data highlights you are three times more likely to be a victim of fraud than domestic burglary. More worryingly national data shows, 43% of people aged over 65 have been targeted by scammers.

12% of Westminster's residents are aged over 65 and this is due to increase to 15% by 2030. With an increasing ageing population, is an increasing demand for sheltered accommodation. People with care and support needs are not all vulnerable to abuse but they may become so at any point due to physical or mental ill health, acquired disability or old age. Data has shown that abuse within sheltered accommodation is increasing. We want to ensure that this does not escalate further and understand the scale and extent of this across the borough.

Cuckooing is where drug dealers take over the home of a vulnerable person in order to use it as a base for county lines drug trafficking. We do not have a complete picture of the scale and extent of this within the borough and whilst work is undertaken to enforce against the perpetrators, we need to review what mechanisms and support are in place for those who are exploited and at risk of exploitation. Children who are at risk of exploitation are far more likely to be identified as they are far more likely to come to notice to statutory organisations who identify the signs. The vulnerabilities associated with the exploitation of adults in county lines offending often create a barrier to victims' engagement with authorities.

Whilst it is recognised a lot of work is on-going across the partnership to reduce the risk of vulnerability it is not being done in a co-ordinated fashion. In response the SWP and Safeguarding Adults Executive Board, agreed to set up a joint task and finish group. The group is in its infancy and aims to be a time limited multi-agency forum to proactively and reactively work together to reduce repeat victimisation in vulnerable older adults, exploring synergies, areas of commonalities and opportunities.

The group has narrowed its focus onto three crime areas:- fraud and scams, cuckooing and abuse within sheltered accommodation.

The first aim of the group is to establish an evidence base of where and who are most at risk in the borough and a detailed evidence base of what works. They will then review current strategies, policies, processes and procedures across the partnership and make recommendations for improvement where needed.

The group will look to monitor trends and consider what the partnership response should be. A key part of the work will be agreeing messaging around reducing vulnerability.

The task and finish group will be complete when there is a protocol developed for the partnership and systems are in place to ensure effective partnership working to reduce repeat victimisation in vulnerable adults.

2. Working with the most problematic offenders to reduce their re-offending.



Half of all crime is committed by people who have been through the criminal justice system and a small proportion of these offenders are responsible for a significant volume of crime. Concentrating resources on these offenders will have the greatest impact upon reducing re-offending.

The number of Westminster resident offenders is decreasing at a much greater rate than the rest of London, despite a steadily increasing population and increasing crime levels. Although the cohort size has reduced, they are far more recidivist than the average offender in London. Certain factors (criminogenic needs) increase the likelihood that someone will continue to commit crime. In Westminster the main contributors are substance misuse, employment and access to suitable accommodation.

Westminster provides many opportunities for offenders to commit crime, due to the high concentration of resident and visitor population and the volume of businesses and the night-time economy. 65% of those accused of crime in Westminster were not residents.

Probation services are at the heart of an effective criminal justice system. They manage offenders under Licence when released from prison and on Suspended Sentence Orders and Community Orders imposed by the Courts. The Government's Transforming Rehabilitation programme saw the privatisation of offender management for low to medium risk offenders to Community Rehabilitation Companies in 2014. The Government has now reversed this decision and from April 2021, offender management will be unified within the National Probation Service. This will be a major undertaking and a key risk and challenge for the partnership in ensuring as smooth a transition as possible and offenders continue to be effectively managed and rehabilitated.

Taking this evidence base into account, to have the greatest impact upon reducing re-offending we will work in partnership to:-

- Tackle the drivers of crime, particularly substance misuse, employment and accommodation;
- Working in partnership to ensure the Integrated Offender Management scheme works effectively to support and reduce re-offending of the most recidivist offenders;
- Develop a strategic approach to the issue of cross border offenders;
- Recognise the distinct needs of 18 – 25 year old offenders to reduce their re-offending.

The Area West Offender Board will be the driving force for these actions. To reflect the police BCU structure and probation services operating wider than just Westminster, this is a three borough board chaired by the police with accountability for partnership activities aimed at reducing reoffending by adults, and those in transition from youth to adult services.

Tackle the drivers of crime, particularly substance misuse, employment and accommodation



45% of acquisitive crime is committed by opioid/crack dependent people.



59% of violent crimes in Westminster is estimated to be alcohol related.



People leaving prison who find a job are between 6 and 9% less likely to reoffend.



67% of prisoners who identify themselves as homeless reoffend within a year of release. Compared with 43% in settled accommodation.

Drugs and alcohol are identified as two of the key drivers of crime and disorder. Individuals dependent on opioids and/or crack cocaine are responsible for an estimated 45% of acquisitive⁶ crime and in Westminster an estimated 59%⁷ of violent crime is alcohol related.

In Westminster that equated to 10,008 recorded acquisitive crimes at an estimated cost of £48 million⁸ and 6,302 violent crimes at an estimated cost of £66 million.

⁶ Acquisitive crime = shoplifting, burglary, vehicle crime and robbery.

⁷ Area West BCU Violence Problem Profile 2018/19.

⁸ Of note this cost does not include the cost of shoplifting.

Being in treatment reduces levels of offending. When engaged in and completing treatment, people use fewer illegal drugs, commit less crime, improve their health and manage their lives better. Therefore, we need to ensure all agencies know how to refer and encourage people to access treatment and increase referrals from the criminal justice system into our current local service provision, Drug and Alcohol Wellbeing Service (DAWS), Insight, Change Grow Live and the Club Drug Clinic. We will monitor the levels of people accessing treatment via the criminal justice system to assess our success.

Reducing the number of heroin and crack users is likely to have the largest impact on volume crime levels. As well as encouraging people into treatment, we need to prevent people from becoming drug users in the first place.

The demand for all common drugs remains high. Purity of heroin and cocaine at UK street level is high and there is a resilient demand market for these drugs. We will look to reduce this demand by launching a Public Health campaign aimed at local residents on the impact of taking drugs on young people who live in the borough. There is a need for more effective drug messaging to reinforce individual responsibility by communicating the wider consequences of drug taking. This includes messaging to affluent areas and people in Westminster.

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 factors are considered. Work can provide a foundation for a different kind of life, yet 75% of people leaving prisons don't have a job to go to. Over half of employer's struggle to fill vacancies due to skills shortages, yet those companies that employ ex-offenders would recommend others do the same. There are many businesses in Westminster, and we must work with them to provide these opportunities. The Safer Westminster Partnership will continue to fund additional support for offenders to access employment, support and education. We will also ensure that offenders are accessing the services that are available.

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 reoffending.⁹ 67% of prisoners who identify themselves as homeless reoffend within a year of release compared with 43% in settled accommodation. This issue is exacerbated in Westminster due to the cost of property.

Westminster has the highest recorded population of rough sleepers of any local authority in the country. 41% of rough sleepers have been in prison, demonstrating the importance of joint working across sectors to reduce both reoffending and rough sleeping. So that we can improve their housing outcomes and reduce re-offending.

⁹ Maguire & Nolan (2007) *Accommodation and related service for ex-prisoners*.

Working in partnership to ensure the Integrated Offender Management scheme works effectively to support and reduce re-offending of the most recidivist offenders



The IOM is a multi-agency partnership approach that brings together key partners to supervise, manage and positively impact on the criminal activity of prolific offenders within the community.

Although the number of resident offenders is declining across the borough, those that remain and reoffend are responsible for a considerable proportion of crime.

Our evidence locally has shown that the cost of crime and number of offences has decreased after involvement with the IOM and the interval of offending has increased.

To break their cycle of offending and to prevent the disproportionate amount of harm they cause to communities,

we will continue to prioritise and provide additional support to this cohort. To date this has been commissioned and delivered by the Starting Over service, delivered by Turning Point.

Starting Over work alongside the IOM partnership to provide additional time, flexibility and outreach to male clients, above and beyond what the statutory services can feasibly provide for this client group. This can include support with substance misuse, getting people back into employment, training and education and finding support to address any mental and physical health problems, alongside helping them navigate the housing system and accessing accommodation.

Westminster's resident offenders are older and more prolific than across London. Their highest levels of re-offending are for theft offences (41%). We will look to influence prioritising these offenders locally to have the greatest impact upon reducing re-offending.

Develop a strategic approach to the issue of cross border offenders.

65% of those accused of crime in Westminster were not residents. Westminster is attractive to offenders to commit crime, in particular theft and handling offences where the West End presents many opportunities.

Our commissioned services are for residents only, therefore to have an effective strategy to reduce re-offending we need to work with other boroughs and MOPAC to develop effective interventions to reduce cross border offending.

This will include having clear pathways and processes in place to share information effectively so prolific offenders from other boroughs are managed effectively by their resident borough.



Recognise the distinct needs of 18 – 25 year old offenders to reduce their offending

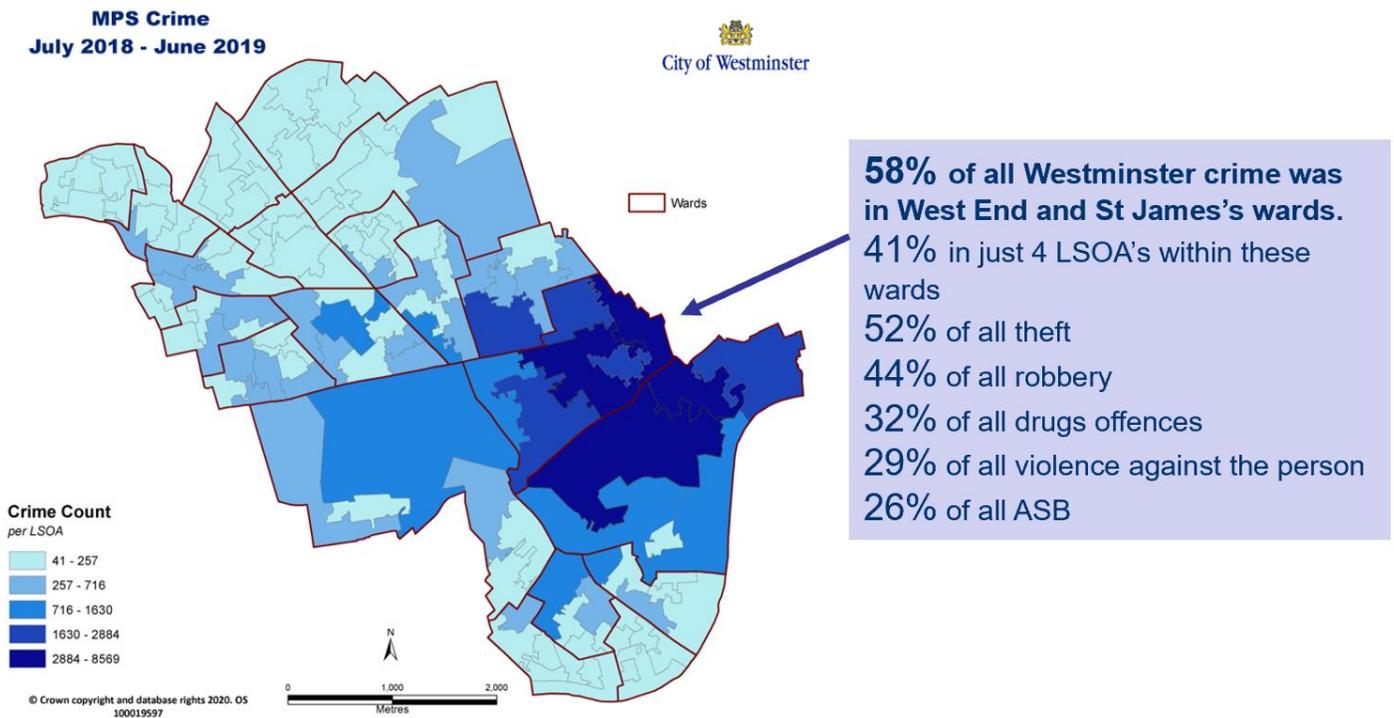
Research strongly supports the view that young adults, particularly young men, are a distinct group with needs that are different both from children under 18 and adults older than 25 and there is a strong case for a distinct approach to, and additional investment in this cohort.¹⁰

Most adult and youth justice policy and legislation define adulthood as commencing at age 18, yet young people continue to mature both psychologically and socially up until their mid-twenties.

This age group is responsible for committing the greatest volume of offences. 25% of resident offenders were aged 18 -24. There is currently no system wide statutory provision to differentiate the treatment of young adults in the criminal justice system from that of older adults.

We will establish a working group with key partners to review current policy, processes and procedures in place for this age group. This will include looking at best practice and how current services could/should be adapted for this age group. To monitor our success we will track the re-offending rates of this age group.

3. Making the West End a safer place for visitors, residents and businesses.



58% of all crime in Westminster occurred in just two of its twenty wards, the West End and St James's. These are not just hotspots of crime and disorder for Westminster but for London. If we drill down further, crime is even more geographically concentrated, 41% of all recorded crime was within four of the borough's 128 Lower Super Output Areas¹¹. This is also true of data from other emergency services such as British Transport Police, London Ambulance Service and the Fire Brigade.

¹⁰ <https://www.t2a.org.uk/wp-content/uploads/2018/06/House-of-Commons-Justice-Committee-Young-adults-in-the-criminal-justice-system-2017-18.pdf>

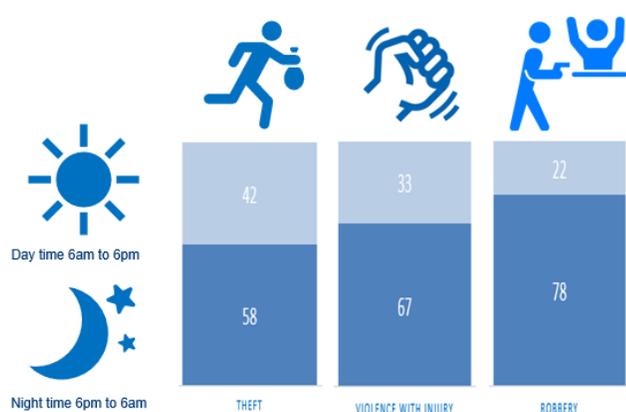
¹¹ Lower Super Output Areas is a geographic area containing approximately 1,500 population.

Crime occurs where there is an opportunity, namely where there are more people and more places to commit crime, so we would expect the West End to have the greatest volume of crime. However, crime has become more concentrated in these four LSOA's where levels increased by 49% in the last year compared to a 28% increase across the borough. Whilst most of that increase was due to less serious crime such as theft, we need to have a more co-ordinated approach to prevent this escalating further and prevent precious resources being diverted away from focusing on high harm crimes.

60% of crime in this small area occurred between 6pm to 6am, meaning we need to develop a co-ordinated approach so that the West End has a safe and thriving night-time economy.

This area is the heart of businesses in the borough so joint working and a shared approach to reduce crime is crucial to this success.

Develop a co-ordinated approach to have a safe night-time economy.



58% of all thefts, 67% of violence with injury and 78% of robberies in this small area, occurred during the night-time economy hours. Mostly over Friday and Saturday evening. Our intelligence has shown us 59% of all violence against the person offences were linked to alcohol. One in ten London Ambulance Service alcohol related incidents across London were in Westminster over the last two years. But the vast majority of people, enjoy a safe night out.

We want to establish an effective local partnership so people can enjoy a safe night out without fear of becoming a victim of alcohol related crime or disorder, whilst enabling the West End economy to grow.

With the strong night-time economy in Westminster, licensing plays an important role in identifying hot spots for alcohol harm, effectively managing the policing of the night time economy and acting against premises that are causing problems in order to protect the public from crime, antisocial behaviour and noise nuisance caused by irresponsible premises. We want to improve local intelligence so decisions about the sale of alcohol and the management of the night-time economy are based on reliable data and the latest evidence. This will include undertaking proactive licensing inspections. We will also undertake a cumulative impact assessment, which will analyse in detail crime and disorder data, environmental health concerns, complaints and health related data. This evidence base will be used to limit the growth of licensed premises where the promotion of the licensing objectives is likely to be negatively affected and to support a new licensing policy.

The Soho Angels project was launched in 2018 and is a team of volunteers who patrol the streets of Soho on Friday and Saturday nights helping people who are feeling unwell, who have fallen victim of crime, or need assistance in some other way. The service has been very well received and early indicators show a positive impact upon reducing crime in the area. We want to look at the lessons learnt from the Soho Angels project and look to expand where necessary.

Success will be seen by a reduction in call outs for the Emergency services to alcohol related issues.

Improve joint working between businesses and the Safer Westminster Partnership.



Whilst the SWP primary focus is upon tackling high harm crimes, we can't ignore the rapidly increasing levels of theft in the borough. 70% of all recorded crime in this small area was theft. 80% of the increase in crime in Westminster was attributable to increases in theft, most notably in this area. Theft is the most frequent precursor crime for juvenile offenders and theft offenders have the highest recidivism rates at 41%. The sheer volume of offences, very low detection rates and escalating costs to the partnership means it is drawing partnership resources away from dealing with more serious and high harm crime.

The business community have provided invaluable support over the pandemic and we want to build upon that effective working to develop joint tactical and strategic interventions to prevent crime. This will include the regular production of intelligence products which can inform appropriate tactical interventions to prevent increasing crime in the area. Aided by improving information sharing by ensuring effective information sharing protocols are in place. As most of the crime in this area is theft, we need to facilitate the early reporting of theft offences so that the police can respond in a timely manner.

If this is delivered effectively, we should see a harmonious partnership achieving reductions in crime in this area and improved detection rates.

4. Counter Terrorism – Enhancing the partnership response to countering terrorism.

| | | |
|----------------|--|---|
| PREVENT | | Stop people becoming terrorists or supporting terrorism. |
| PURSUE | | Stop terrorist attacks. |
| PROTECT | | Strengthen our protection against a terror attack. |
| PREPARE | | Mitigate the impact of a terrorist attack. |

The UK security national threat level at the time of writing¹² was substantial meaning an attack is likely. There has been an increase in support for extreme right wing or identarian groups nationally and to an extent locally. The threat from right wing extremism in London, is predominately in the form of public order, with Westminster a focal point for demonstrations.

¹² May 2020

The West London Counter Terrorism Local Profile states that attacks by lone actors in London are almost certain to be planned within the next months, with Daesh-inspired low complexity attacks, mounted by lone actors, representing the most significant threat.

Islamist related extremist activity is increasingly taking place via social media. Radicalisation can be a subtle process especially for young people, who may not be engaging in conversation but are absorbing information and opinions.

The local delivery of counter-terrorism activity follows CONTEST, the Government's counter-terrorism strategy. CONTEST is based on 4 areas of work:

- Prevent: to stop people becoming terrorists or supporting terrorism;
- Pursue: to stop terrorist attacks;
- Protect: to strengthen our protection against a terrorist attack;
- Prepare: to mitigate the impact of a terrorist attack;

Prevent

There is no single demographic profile of a terrorist in the UK and no single pathway leading to involvement in terrorism, but several factors can converge to create the conditions under which radicalisation can occur.

Prevent works at an early stage, seeking to intervene to encourage and empower individuals and communities to challenge extremist and terrorist ideology and behaviour. Local authorities lead the delivery of Prevent with an agenda that is far-reaching and is concerned with all types of extremist ideology. The work that we are undertaking across the city includes: supporting educational institutions; working with and supporting community groups, partnering with youth groups to engage with vulnerable people; providing training on identifying vulnerabilities and the Prevent strategy to frontline practitioners; working with faith institutions and supporting people who are at risk of being drawn into terrorist and extremist activity through the Channel safeguarding process.

These projects are designed to address the Prevent Strategy objectives but often also address wider needs & vulnerabilities, including; parenting programmes, youth mentoring, workshops in schools to build resilience against gang exploitation & safeguarding against violent extremism and far-right awareness workshops for students, professionals and frontline workers.

Through the Channel and wider Prevent safeguarding processes, we will work closely as a partnership to support and safeguard individuals potentially vulnerable to extremism or radicalisation.

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. Due to the sensitive nature of this work details cannot be included in this strategy.

Protect

Understanding the threat we all face and of the ways we can mitigate it can help keep us safer. Everyone can play a role in this effort by taking steps to help boost their protective security whether that's at work, at home

or away; when travelling, when out and about or just simply when online. Having better security for all these areas makes it harder for terrorists to plan and carry out attacks. It also helps reduce the risk of other threats such as organised crime¹³. Much of the partnership's activity in this area will be to inform, advise and support others regarding the local threat picture and on ways in which they can develop and maintain plans to reduce or mitigate their vulnerabilities.

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.

We will take a threat and risk informed approach to protective security measures in the public realm. Ensuring it is proportionate and designed sensitively to respect the public realm and implemented to take account of the functionality of the area and needs of the users.

We await the results of the Government Protect Duty consultation and implement where necessary.

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. Resilience and preparedness to respond will save lives reduce harm and aid recovery.

We will engage with the community and voluntary sector with a view to establishing a framework for supporting each other in response to an emergency or major incident.

Robust plans and adequate training of partners will be crucial to the success in Emergency Planning Procedures and Business Continuity. We will ensure all our plans are relevant and up to date and all key partners have a clear understanding of what is required of them. We will continue to test the robustness of our plans and develop these further from lessons learnt.

The West End Security Group are key, to increase the partnerships ability to respond to the Protect and Prepare strands.

5. Focusing on what matters most to residents, businesses and visitors.



We want to capture the voices of our communities to understand what matters most to them to keep themselves and Westminster safe.

Communication is a critical component to the prevention of crime. Research shows that using non-authority messages and presenting information clearly and using humour are potentially more effective in persuading people to change their behaviour, than using fear or long detailed lists of target hardening measures.

People prefer to be shown and not told what to do. Effective crime prevention communication makes people feel both responsible and competent in respect of a given issue.

¹³ NACTSO (2017) 'Crowded Places Guidance for the UK'

New forms of media have revolutionised information and how we communicate amongst ourselves and the outside world. We need to consider using innovative communication devices to grab public attention in an increasingly 'noisy' information environment.

Use of social media is cost effective but will not reach all, therefore we need to identify an approach to also engage with the hard to reach communities.

Social media is increasingly being used as a method to exploit vulnerable people, whether it is for sexual exploitation, radicalisation, financial scamming or County Lines. We need to develop a co-ordinated approach to mitigate this increasing risk and to reduce the number of people being exploited in this manner.

We will therefore develop a communications plan which will set out how we will improve our communications to residents, businesses and visitors about how to keep safe. The plan will set how we will co-ordinate communication activities across the wider partnership so that all partners working within the SWP are working towards shared communication aims and outcomes. So that we provide consistent communication messages from one source. In particular we will develop a joint Community Engagement strategy focusing on targeting serious youth violence and Prevent.

We want to develop consistent cohesive campaigns that educate and encourage the community to adopt safe measures in their daily lives. So that people know where to access help and support and how to reduce their risk of becoming a victim of crime. We will do this by building in mechanisms for pro-actively listening and responding to our communities. This will enable us as a partnership to respond better to community tensions and concerns to build a safer cohesive Westminster.

Appendix Action plans

| Key objectives | What will we do? | How will we do it? | What will success look like? |
|---|---|---|--|
| Protecting the most vulnerable in Westminster from becoming victims or offenders. | Provide bespoke support to those most at risk of violence and exploitation | <ul style="list-style-type: none"> Commission specialist services to provide intensive support to victims of violence against women and girls offences. Clear referral pathways to local, regional and national services. Ensure a victim centred approach to all our work. Work with the VAWG strategic partnership. Improve our evidence base and understanding of hate crime and ASB. Act on recommendations from the Hate Crime Commission. Continue to support the Integrated Street Engagement Unit. | <ul style="list-style-type: none"> Reduction in repeat victimisation for domestic abuse offences. Commissioned services receive good user satisfaction rating. Partners know where to refer and how to access support. Increased victim satisfaction in partners response to crime. A co-ordinated community response to supporting vulnerable people. Reduction in day time rough sleepers. |
| | Prevent and reduce young people (10-24) from involvement in violence and exploitation | <ul style="list-style-type: none"> Take a Public Health approach to violence by working in an integrated multi-agency way with a focus on prevention and the wider determinants of health Commission services to provide intensive support to young victims and offenders of violent crime and exploitation. Continue our school inclusion pilot using a trauma informed framework to prevent exclusions and look to expand it. | <ul style="list-style-type: none"> A whole system wide approach with a range of stakeholders committing together to reduce serious youth violence. Young people at risk are identified and appropriate support is provided. Commissioned services receive good user satisfaction rating. Reduction in exclusions. |
| | Enhance support in the locations with the highest level of vulnerability, i.e. Church Street. | <ul style="list-style-type: none"> Pilot a public health approach to reduce serious youth violence in Church Street Work with the Church Street regeneration team to engage with community members and explore opportunities for dedicated resources to support young people and their parents. | <ul style="list-style-type: none"> Increased youth engagement. Improved health and wellbeing. Improved peer and adult relationships. |

| Key objectives | What will we do? | How will we do it? | What will success look like? |
|---|---|---|---|
| | <p>Work with the most vulnerable older adults to prevent them from becoming victims of fraud and exploitation.</p> | <ul style="list-style-type: none"> Review current strategies, policy, processes and procedures and make recommendations for improvement where needed; Review of the evidence base to identify what works; Discuss emerging trends, themes and risks and consider and oversee a partnership response; Co-ordinate and disseminate agreed messages around reducing vulnerability; Joint working with the Adult Safeguarding Executive Board. | <ul style="list-style-type: none"> Clear policies and guidance in place so that partners know where to refer and how to access help and support. Reduction in repeat victimisation in this cohort. |
| <p>Working with the most problematic offenders to reduce their re-offending</p> | <p>Tackle the drivers of crime, particularly substance misuse, employment and accommodation</p> | <ul style="list-style-type: none"> Targeted Public Health campaign in Westminster on the impact of drug taking. Encourage more people to access treatment for substance misuse. Provide additional support for offenders into employment training and education and ensure services are being accessed More integrated working with the Rough Sleeping team to ensure offenders who are sleeping rough have access to appropriate services. | <ul style="list-style-type: none"> Greater numbers of people accessing substance misuse treatment. More ex-offenders in employment or training. Improved housing outcomes for offenders. |
| | <p>Working in partnership to ensure the Integrated Offender Management (IOM) scheme works effectively to support and reduce re-offending of the most recidivist offenders</p> | <ul style="list-style-type: none"> Providing additional support to the most prolific offenders to reduce their criminogenic needs to prevent re-offending or strong enforcement if they refuse support. Work with the IOM team to influence the prioritising of over 35 year olds and recidivist theft offenders onto the cohort. | <ul style="list-style-type: none"> Reduction in re-offending of the IOM cohort. Number of IOM cohort successfully complete substance misuse treatment. Number of IOM cohort access employment or training. Number of IOM cohort access housing. |

| Key objectives | What will we do? | How will we do it? | What will success look like? |
|---|--|--|---|
| | | <ul style="list-style-type: none"> Provide intensive support and guaranteed accommodation of two weeks for a targeted group of IOM offenders. | |
| | <p>Develop a strategic approach to the issue of cross border offenders.</p> | <ul style="list-style-type: none"> Work with MOPAC and other MPS boroughs to have a greater understanding of who and why people are coming to Westminster to commit crime and develop effective interventions to reduce this. | <ul style="list-style-type: none"> Clear pathways/processes are in place to ensure effective information sharing and that prolific offenders from other boroughs are managed by their borough of residence where possible. |
| | <p>Recognise the distinct needs of 18 – 25 year old offenders to reduce their offending.</p> | <ul style="list-style-type: none"> Establish a working group to review current policy, processes and procedures; Look at best practice to identify how current services could be adapted to be more flexible for this group. | <ul style="list-style-type: none"> Improved processes and services for this age group; Reduction in offending by this age group; |
| <p>Making the West End a safer place for residents, businesses and visitors</p> | <p>Develop a co-ordinated approach to have a safe night-time economy.</p> | <ul style="list-style-type: none"> Improving local intelligence so decisions about the sale of alcohol and the management of the night-time economy are based on reliable data and the latest evidence Proactive licensing inspections. Undertake a cumulative impact assessment to support a new licensing policy. Look at lessons learnt from the Soho Angels project. Establishing effective local partnerships so people can enjoy a safe night out without fear of becoming a victim of crime or disorder, whilst enabling the West End economy to grow. | <ul style="list-style-type: none"> Reduction in alcohol related violence. Reduction in London Ambulance Service call outs. An evidence based Cumulative Impact Assessment been undertaken. |
| | <p>Improve joint working between businesses and the SWP.</p> | <ul style="list-style-type: none"> Develop a greater understanding of patterns of crime within this small geographical area. Develop joint tactical interventions to prevent crime. | <ul style="list-style-type: none"> Regular production of intelligence products which can inform appropriate tactical interventions to prevent increasing crime in the area. |

| Key objectives | What will we do? | How will we do it? | What will success look like? |
|--|--|--|--|
| | | <ul style="list-style-type: none"> Facilitate the early reporting of theft so that police can respond in a timely manner. Improve information sharing. | <ul style="list-style-type: none"> Effective information sharing protocols in place. Reduction in crime and disorder. |
| Counter Terrorism – enhancing the partnership response to countering terrorism | Prevent: to stop people becoming terrorists or supporting terrorism. | <ul style="list-style-type: none"> Commission a range of projects in order to support and empower Westminster’s communities. Support institutions where they are at risk of radicalisation; Support and safeguard individuals at risk of being drawn into extremism or radicalisation. Strengthen our understanding of our diverse communities and develop relationships with local communities and charitable groups. | <ul style="list-style-type: none"> Training delivered and positive feedback received. Individuals safeguarded through Channel and Prevent. |
| | Pursue: to stop terrorists attacks | Due to the sensitive nature of this work details are not included. | |
| | Protect: to strengthen our protection against a terrorist attack. | <ul style="list-style-type: none"> Work in partnership to consider appropriate protective security measures for locations Support the delivery of agreed protective security schemes of locations to reduce their vulnerability to a terrorist attack. Increase the vigilance of staff to a terrorist attack Conduct assessments of locations identified as potentially vulnerable to a terrorist attack. | <ul style="list-style-type: none"> Counter terrorism training delivered to staff and contractors Project Argus and ACT (Action Counters Terrorism) training delivered to managers |
| | Prepare: to mitigate the impact of a terrorist attack. | <ul style="list-style-type: none"> Engage with the community and voluntary sector with a view to establishing a framework for supporting each other in response to an emergency or major incident. Work with businesses to be prepared. | <ul style="list-style-type: none"> Training events delivered; Table top exercises undertaken ahead of all major events. Debriefs and learning gained following any major incident or test exercise. |

| Key objectives | What will we do? | How will we do it? | What will success look like? |
|--|---|---|--|
| | | <ul style="list-style-type: none"> Support the safe delivery of large scale events. | |
| <p>Focusing on what matters most to residents, businesses and visitors</p> | <p>Capture the voices of our communities to understand what matters most to them to keep themselves and Westminster safe.</p> | <ul style="list-style-type: none"> Develop a communications plan to set out how we will co-ordinate communication activities across the wider partnership so that all partners are working towards shared communication aims and outcomes. Agree upon a forum to communicate community safety advice and messages from across the Partnership to residents, businesses and visitors to Westminster. Develop a joint Community Engagement Strategy focusing on serious youth violence, Prevent and ASB. | <ul style="list-style-type: none"> Consistent messaging is delivered regularly to Westminster’s communities. Residents feel safe and informed. |

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MOPAC




Central London
Clinical Commissioning Group



City of Westminster

Safer Westminster Partnership

Strategic Assessment

September 2019

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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 issues affecting the borough and to make recommendations on priorities for the new Safer Westminster Partnership Strategy 2020-23. Where possible the report analyses crime and disorder data from July 2018 to June 2019.

Crime in Westminster continues to rise at a far greater (28%) rate than across the Metropolitan Police Service (MPS) (6%). A third of the increase in crime across the MPS, was a result of increasing crime in Westminster. Whilst 80% of the increase in crime in Westminster is attributable to increases in theft, predominately in the West End, most other crimes have increased too. Of concern are the increasing levels of robbery (56%) and violence with injury (9%), also concentrated in St James's and West End wards. Whilst crime levels increase, detection levels continue to decline. Only 5.9% of crimes in Westminster were 'solved' over this review period. Despite this, public confidence and feelings of safety remain very high.

The West End and St James's wards are not just the hotspots of crime and disorder for Westminster, but across London. The concentration of crime in this area has increased considerably over the last year. 41% of all crime in Westminster is located within just 4 of the 128 Lower Super Output areas². British Transport Police, London Fire Brigade and London Ambulance Service incidents are concentrated here too, evidencing the need to concentrate resources in this small area and to develop a partnership plan to address this.

Previous victimisation is the single best predictor of future victimisation than any other characteristic of crime. Over half of the victims of crime in Westminster are not residents and they are less likely to be repeat victims of crime, than borough residents. Of particular concern are vulnerable older residents, who are more likely to experience financial and physical abuse and proportionally more likely to be repeat victims of crime.

Victims of Violence against Women and Girls offences and Anti-Social Behaviour are strongly supported across the borough. However, there still remains a lack of co-ordinated action to support all repeat victims of crime. Data shows victims are not being supported enough in the borough and throughout the criminal justice system. We need to do more as a partnership to ensure that victims of crime in Westminster receive the support they deserve.

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 and increasing crime levels. In the last decade, the number of adult resident offenders in Westminster has decreased by 64% whilst there has been an 86% reduction in juveniles. Juvenile offender numbers are very low. There were only 46 juvenile first time entrants into the criminal justice system over 2018.

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 one of the highest re-offending rates across London.

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 Lower Super Output Areas are a geography containing approximately 1,500 residents.

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

65% of those accused of crime in Westminster were not residents and 33% were foreign nationals. To successfully reduce crime levels in Westminster, we need a strategy that encompasses a focus on both cross-border offending and foreign national offenders.

Drugs and alcohol are identified as two of the key drivers of crime and disorder. Individuals dependent on opioids and/or crack cocaine are responsible for an estimated 45% of acquisitive crime and around 40% of all violent crime is alcohol related. Illicit drug supply has been identified as one of the factors linked to levels of serious violence, particularly in relation to competition for the control of drug supply markets.

We know, when engaged in and completing treatment, people use fewer drugs, commit less crime, improve their health and manage their lives better. Reducing the number of heroin and crack users is likely to have the largest impact on volume crime levels. As well as encouraging people into treatment, we need to prevent people from becoming drug users in the first place.

Violence, in particular youth violence, has been the subject of much media and government scrutiny over the last year and has seen the development of the Government Serious Violence Taskforce and London Violence Reduction Unit. Westminster has just been identified as a priority area. To reflect this, greater emphasis has been given to the analysis of violent crime in this report.

Copious research exists on the risk and protective factors, that are flags or signals of risk of involvement in crime and youth violence. Overall, Westminster has lower risk and protective factors than across London. Those who meet many of these factors should be identified from the Supporting Families programme. Working with these families is key to prevent an escalation of behaviour and involvement in crime. The data also shows pockets of risk, correlated with the most deprived wards of the borough, which is evidenced by the volume of Youth Offending Service and Integrated Gangs and Exploitation Unit clients who reside there. The data evidences any early intervention projects should be concentrated here, in particular Church Street.

Although violence against the person offences have increased in Westminster over the last year, this is comparative with the rest of London. What is most significant, is the decline in sanctioned detection rates over the last seven years from nearly one in three crimes being 'cleared up' to only 11% now.

Only 36% of violence against the person offences involved injury. Offences are very geographically concentrated. 35% of violence with injury offences took place in just 4 LSOA's of the borough. One third of all the increases in offences took place in St James's ward, highlighting the need for further analysis to understand what has driven this. There is a strong correlation with violence with injury offences and the night time economy.

The majority of violent crime in Westminster is not perpetrated by young people. Only 16% of those accused of serious violent crimes were aged up to 24 years. Of these, 38% were residents and half of the victims.

Knife crime is often associated with being perpetrated by young people. However, we have no data to understand the volumes of young people involved in the borough, only in relation to the age of victims. It is

also assumed to involve injury, yet 82% of all recorded knife crime in Westminster last year did not involve injury.

With the increased government scrutiny on violent crime has come funding opportunities. These are sporadic and often at very short notice and usually limited to a maximum of two years. This makes commissioning sustainable provision challenging. A detailed problem profile of youth violence and an evaluation of the work of the Integrated Gangs and Exploitation Unit, where a significant proportion of funding is spent, is essential to ensure we allocate any funding in the most impactful way.

Domestic violence levels in Westminster are lower than average, but the victims in the borough are far more likely to experience more serious violence than other boroughs. Whilst domestic violence has increased, most of this is believed to be a result of the additional crime of controlling or coercive behaviour in an intimate or family relationship. Yet we have seen increased referrals to the multi-agency risk assessment conference (MARAC) and our commissioned services for support. Our violence against women and girls' services are still performing to a high standard. They are being recommissioned and will hopefully be in place from April 2020.

Social media is increasingly being used as a method to exploit vulnerable people, whether it is for sexual exploitation, radicalisation, financial scamming or County Lines. A co-ordinated approach to this increasing risk needs to be developed.

Whilst it is important to focus on high harm crimes, we can't ignore the rapidly increasing levels of theft in the borough. Theft is the most frequent precursor crime for juvenile offenders and theft offenders have the highest recidivism levels. The sheer volume of offences, very low detection rates and escalating costs to the partnership means it is drawing partnership resources away from dealing with more serious and high harm crimes.

A key risk in our response to counter terrorism is the capacity to respond to the increasing demands and risks. The Terrorism threat to the UK remains at Severe, meaning an attack is highly likely. The West London Counter Terrorism Local Profile states that attacks by lone actors in London are almost certain to be planned within the next 12 months, with Daesh-inspired low complexity attacks, mounted by lone actors, representing the most significant threat.

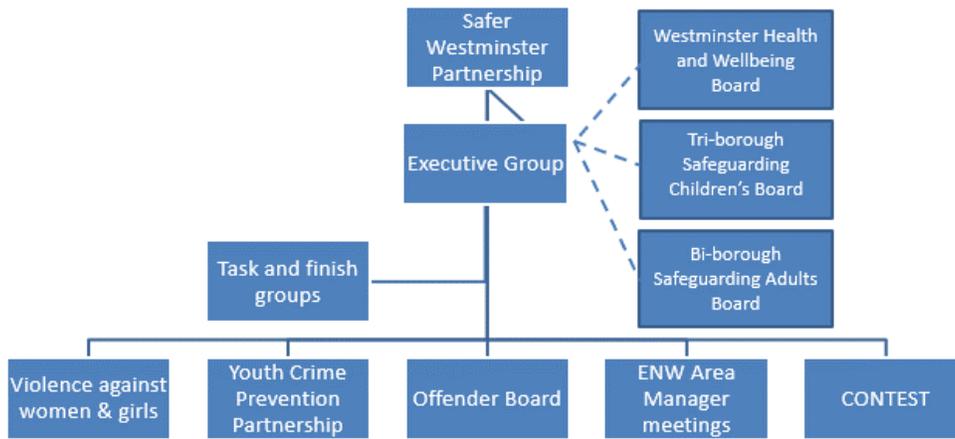
Over the last 12 months, there has been an increase in support for extreme right wing or identarian groups, nationally and to an extent locally. The threat from the extreme right wing in London, is predominantly in the form of public order, which Westminster is a focal point for demonstrations. Events and the number of people attending has increased and this trend is anticipated to continue over the next 12 months.

Effective policing is not the only way to reduce crime, this report highlights how crime impacts upon the work of many agencies and how all partners are essential to keep Westminster safer. The Safer Westminster Partnership needs to work with other strategic partnership boards to identify where there are synergies with priorities and actions for the year ahead. Working in collaboration to reduce crime and disorder in Westminster.

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 the 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, anti-social behaviour (ASB), drug misuse and re-offending issues which affect the City of Westminster. These priorities should then be used to set the new SWP Strategy for 2020/2023.

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 final year of delivering towards the priorities of the 2017/20 SWP Partnership Plan. This is the refreshed governance structure for 2019/20. The Executive Group exists to ensure delivery against the SWP Strategy and agreed priorities.

The Strategic Assessment draws from a range of data across the partnership, where possible using data covering July 2018 to June 2019. See Appendix 1 for more details.

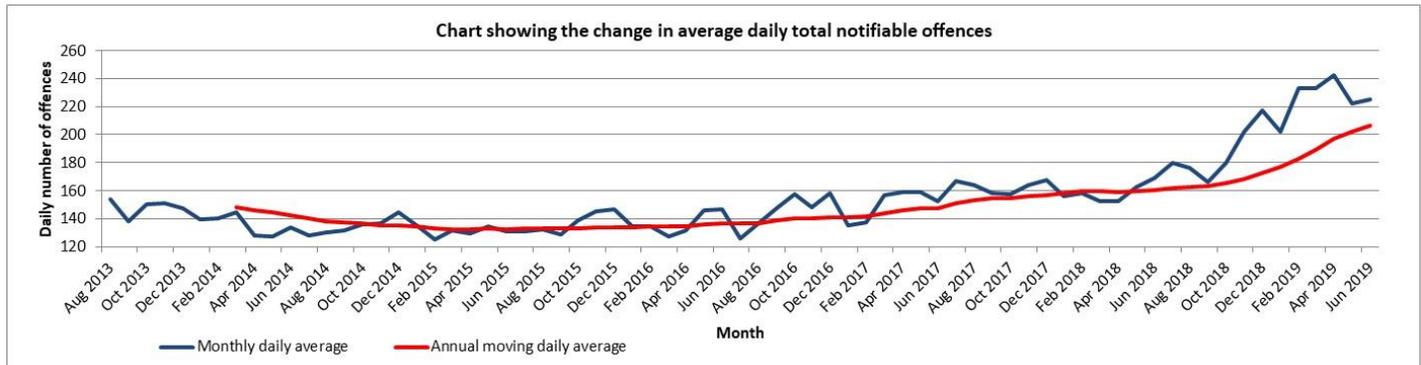
The Strategic Assessment is set out in several chapters. The first, looks at providing an overview of the scale and trends of crime in Westminster, including providing an estimated cost of dealing with crime in Westminster and a summary of resident concerns. Next a brief an analysis of hate crime data. The report then looks at who are the victims of crime in Westminster, who offends here and where crime and disorder is located. Next, risk and protective factors are examined, to enable the partnership to identify what are the flags or signals of risk of involvement in crime. After this the report provides a more detailed analysis of violent crime, breaking this down into youth violence and violence against women and girls. This is to reflect the increased government focus on violent crime over the last year. Our approach to Counter Terrorism is then reviewed and finally the progress of the SWP towards the 2017/20 strategy.

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 and the estimated costs of crime to the partnership.

The chart below shows the monthly daily average of total notifiable offences over the past six years.



Overall crime in Westminster has increased by 28%, that is 16,670 more crimes. In comparison, crime increased across the MPS by 6%. 8.5% of all crime across the MPS was within Westminster compared with 7.1% a year ago. **33% of the increase in MPS crime over the last year was a result of increasing crime in Westminster.** Most of this increase was due to increases in other theft and theft person.

On average 207 offences were recorded by the Metropolitan Police Service (MPS) per day in Westminster over the last year, in comparison with 161 in the previous 12 months and 148 two years ago. That is **46 more victims of crime a day than last year.** Data over the last six years shows December and November remain the peak months for offences with on average 164 and 158 offences per day respectively. This compares with the lowest month for offences September, with on average 144 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.

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

Safer Westminster Partnership Strategic Assessment 2019

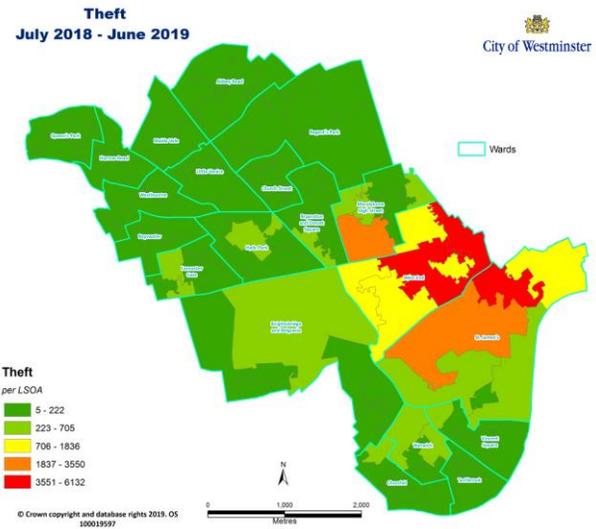
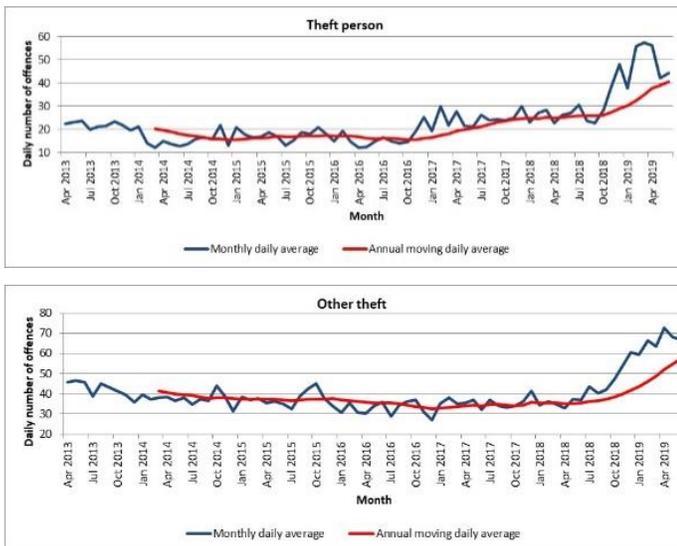
| Crime Type | July 2017 to June 2018 | July 2018 to June 2019 | % change |
|---|------------------------------|------------------------------|------------|
| Arson and Criminal Damage | 2,217 | 2,376 | 7 |
| Arson | 49 | 48 | -2 |
| Criminal Damage | 2,168 | 2,328 | 7 |
| Burglary | 3,996 | 4,233 | 6 |
| Burglary - Business and Community | 2,272 | 2,415 | 6 |
| Burglary - Residential | 1,724 | 1,818 | 5 |
| Drug Offences | 2,032 | 2,375 | 17 |
| Drug Trafficking | 115 | 77 | -33 |
| Possession of Drugs | 1,917 | 2,298 | 20 |
| Miscellaneous Crimes Against Society | 450 | 362 | -20 |
| Absconding from Lawful Custody | 1 | 1 | 0 |
| Bail Offences | 0 | 1 | |
| Bigamy | 2 | 0 | -100 |
| Dangerous Driving | 13 | 8 | -38 |
| Disclosure, Obstruction, False or Misleading State | 2 | 3 | 50 |
| Exploitation of Prostitution | 3 | 1 | -67 |
| Forgery or Use of Drug Prescription | 11 | 2 | -82 |
| Fraud or Forgery Associated with Driver Records | 6 | 0 | -100 |
| Going Equipped for Stealing | 38 | 27 | -29 |
| Handling Stolen Goods | 55 | 28 | -49 |
| Making, Supplying or Possessing Articles for use in Fraud | 73 | 54 | -26 |
| Obscene Publications | 52 | 44 | -15 |
| Other Forgery | 40 | 81 | 103 |
| Other Notifiable Offences | 17 | 21 | 24 |
| Perjury | 2 | 0 | -100 |
| Perverting Course of Justice | 22 | 24 | 9 |
| Possession of False Documents | 19 | 18 | -5 |
| Profiting From or Concealing Proceeds of Crime | 40 | 19 | -53 |
| Soliciting for Prostitution | 5 | 0 | -100 |
| Threat or Possession With Intent to Commit Criminal damage | 44 | 30 | -32 |
| Wildlife Crime | 5 | 0 | -100 |
| Possession of Weapons | 470 | 475 | 1 |
| Other Firearm Offences | 1 | 2 | 100 |
| Possession of Article with Blade or Point | 200 | 194 | -3 |
| Possession of Firearm with Intent | 7 | 13 | 86 |
| Possession of Firearms Offences | 90 | 76 | -16 |
| Possession of Other Weapon | 172 | 190 | 10 |
| Public Order Offences | 3,273 | 3,341 | 2 |
| Other Offences Against the State, or Public Order | 366 | 367 | 0 |
| Public Fear Alarm or Distress | 2,199 | 2,173 | -1 |
| Racially or Religiously Aggravated Public Fear, Alarm or distress | 704 | 793 | 13 |
| Violent Disorder | 4 | 8 | 100 |
| Robbery | 2,609 | 4,072 | 56 |
| Robbery of Business Property | 123 | 182 | 48 |
| Robbery of Personal Property | 2,486 | 3,890 | 56 |
| Sexual Offences | 1,253 | 1,183 | -6 |
| Other Sexual Offences | 719 | 776 | 8 |
| Rape | 534 | 407 | -24 |
| Theft | 28,179 | 41,551 | 47 |
| Bicycle Theft | 1,168 | 1,514 | 30 |
| Other Theft | 13,026 | 20,793 | 60 |
| Shoplifting | 4,625 | 4,528 | -2 |
| Theft from Person | 9,360 | 14,716 | 57 |
| Vehicle Offences | 4,199 | 4,703 | 12 |
| Aggravated Vehicle Taking | 22 | 18 | -18 |
| Interfering with a Motor Vehicle | 460 | 545 | 18 |
| Theft from a Motor Vehicle | 2,901 | 3,428 | 18 |
| Theft or Taking of a Motor Vehicle | 816 | 712 | -13 |
| Violence Against the Person | 10,006 | 10,683 | 7 |
| Homicide | 3 | 4 | 33 |
| Violence with Injury | 3,569 | 3,887 | 9 |
| Violence without Injury | 6,434 | 6,792 | 6 |
| TOTAL NOTIFIABLE OFFENCES | 58,684 | 75,354 | 28 |

Theft

55% of all crime in Westminster is made up of theft offences compared with only 27% across the MPS.

The CSEW states that police recorded crime figures give a reliable indication of thefts. This implies that the increase in thefts seen in Westminster is due to actual increases and not changes in recording practices.

The increase in **theft offences have accounted for 80% of the increase in crime in Westminster over the last year**, this is particularly focused on theft from person and other theft offences in the West End. Theft person offences began to dramatically increase from November 2018. There are on average 40 a day compared with 26 a year ago. 30% of all theft person offences across the MPS are in Westminster compared with 21% a year ago. 28% of all offences in Westminster are other theft. They have increased by 60% over the last year. They increased steeply from October 2018. There are now on average 67 offences a day compared with 37 a year ago. As can be seen in the map below they are very geographically concentrated in the West End. **Over half of all theft offences are in 4 Lower Super Output Areas⁵ of the borough. This small area has seen an increase of 8,525 recorded offences over the last year, accounting for just over half of the increase in all crime in Westminster in the last year.**



The 2018 Commercial Victimization Survey⁶ found that wholesale and retail premises have consistently experienced the highest levels of crime compared with other surveyed sectors. There has been a general upward trend in the crime rate in this sector since 2015. This has been caused by an increased rate in repeat victimisation. From 32 incidents per premise in 2012 to 69, most of this is attributed to shop lifting. The survey found that 24% of wholesale and retail businesses experienced theft. There has been an increasing prevalence of robbery at 5% compared with 3% in 2012. Only 42% of businesses reported theft by customer, to the police. The median value of items stolen has increased by £237 in 2012 to £626 in 2018.

Burglary

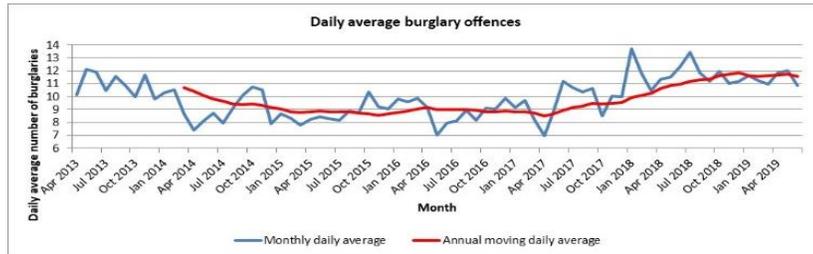
Burglary offences have increased by 6% compared with a 3% increase across the MPS.

⁵ LSOA – Lower Super Output Area is a geographic area containing approximately 1,500 population. The 4 LSOA with highest theft are E01033595 West End (6,132), E01004763 West End (5,630), E01004734 (2,937) and E01004736 (1,967).

⁶ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/829399/crime-against-businesses-2018-hosb1719.pdf

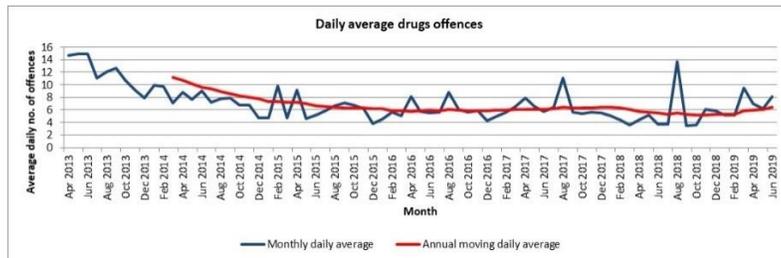
The CSEW has found burglary offences are well reported by victims and well recorded by police, so this is believed to be a genuine increase.

11% of all burglary business and community offences across the MPS are located within Westminster and only 3% of burglary is residential. A quarter of all offences took place within 5 LSOAs. January is the peak month for offences.



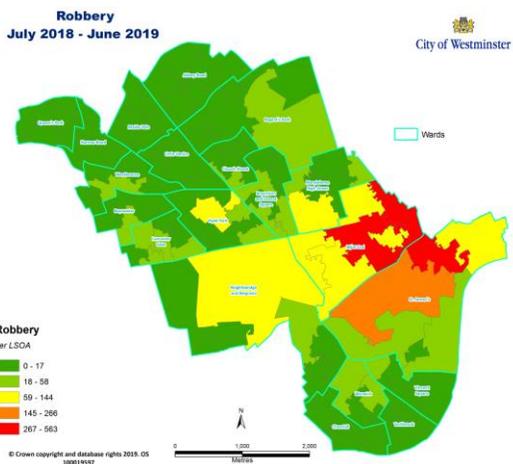
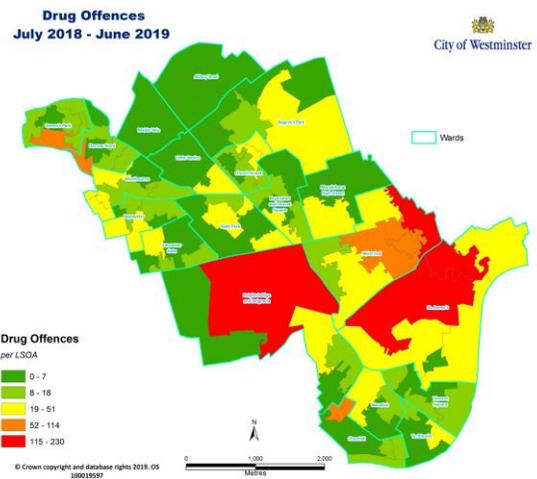
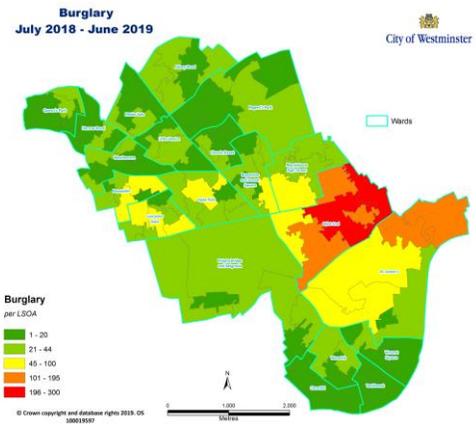
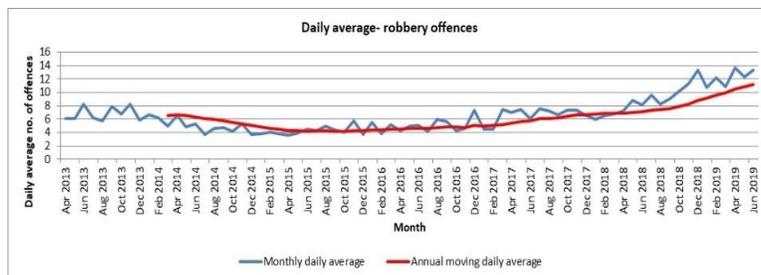
Drug offences

Drug offences are often indicative of the level of police activity. Offences have increased by 17% over the last year. They make up 6% of all drugs offences across the MPS. Over a third of offences were in 4 LSOAs of the borough.



Robbery

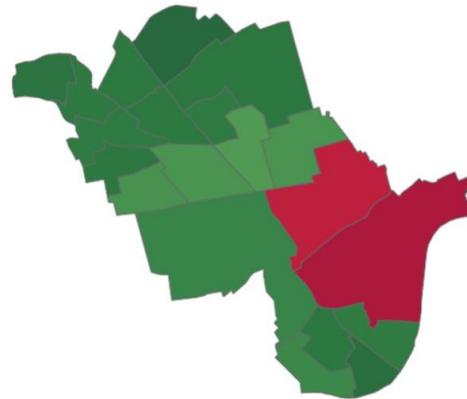
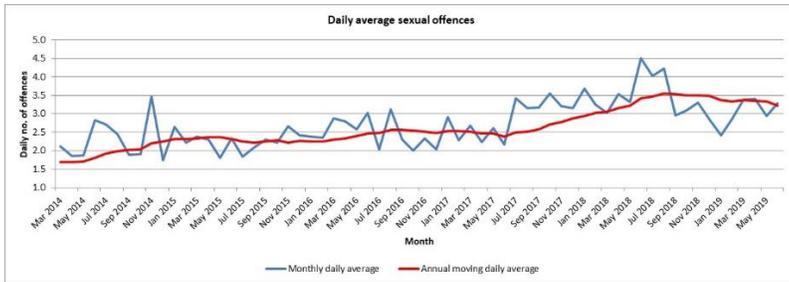
Robbery offences have increased by 56% over the last year compared with an 8% increase across the MPS. **11% of all robbery offences across the MPS are within Westminster.** On average there were 11 offences a day compared with 7 the year before. 38% of all robberies were within 3 LSOAs. December is the peak month for offences.



Sexual offences

Sexual offences have decreased by 6% over the last year. 6% of all sexual offences across the MPS were within Westminster. Nearly half of all sexual offences were within St James’s and West End wards. The CSEW states that sexual offences recorded by the police are not a reliable measure of this crime type, due to underreporting.

Sexual offences July 2018 – June 2019

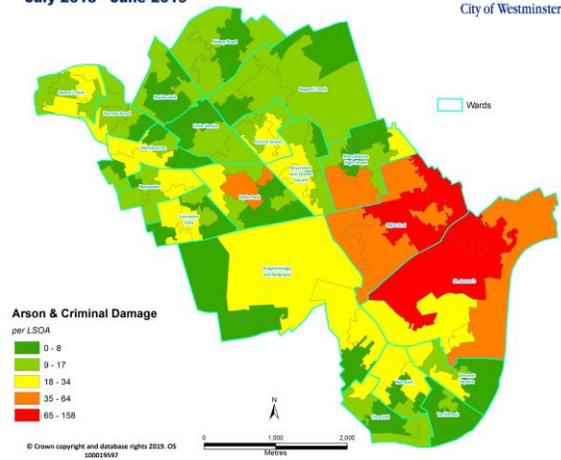
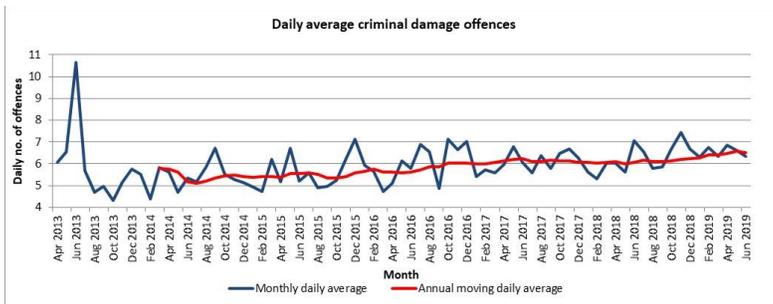


Criminal damage

Criminal damage offences have increased by 7% over the last year. 4% of all criminal damage offences across the MPS were within Westminster. Offences are more dispersed across the borough. 20% are within 4 LSOAs.

June is the peak month for offences.

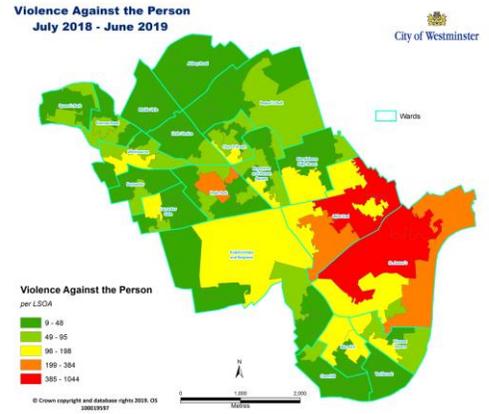
Arson and Criminal Damage July 2018 - June 2019



Violence against the person

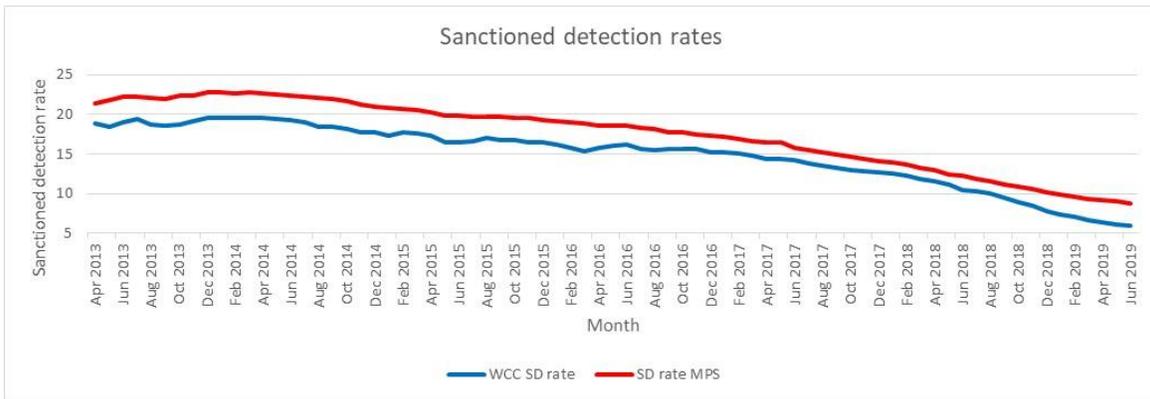
Violence against the person (VAP) offences make up 14% of all crime in Westminster compared with 25% across the MPS. Offences have increased by 7% over the last year, compared with a 6% increase across the MPS. There were on average 29 offences a day. 35% of all offences were within 4 LSOAs. December is the peak month for offences. Please see the Violence section for further details about violence against the person offences.

The CSEW stated that improvements in police recording practices is thought to have been most pronounced on violence without injury figures. Which may account for some of the increase seen in the borough. In particular for stalking and harassment offences as recording improvements have been an important factor in this rise, particularly in relation to malicious communication offences.



Sanctioned detection rates⁷

This is the percentage of ‘solved’ crimes. The chart below shows the declining sanctioned detection rates across both the MPS and Westminster over the last six years, when nearly 18.8% of crime was ‘solved’ compared to now when only 5.9% are. Rates in Westminster have been consistently lower than the MPS.



| Offence type | July 2017 to June 2018 | July 2018 to June 2019 | MPS July 2018 to June 2019 |
|---------------------------------|------------------------|------------------------|----------------------------|
| Total notifiable offences | 10.5% | 5.9% | 8.8% |
| Burglary | 9.1% | 7.8% | 4.8% |
| Criminal damage | 10.6% | 10.0% | 7.8% |
| Robbery | 5.5% | 3.8% | 5.7% |
| Sexual offences | 8.3% | 6.0% | 6.2% |
| Theft from person | 1.4% | 0.8% | 0.9% |
| Theft from motor vehicle | 1.5% | 0.9% | 0.7% |
| Theft/taking of a motor vehicle | 6.5% | 3.1% | 1.9% |
| Theft/taking of a motor vehicle | 6.5% | 3.1% | 1.9% |
| Violence against the person | 14.1% | 11.2% | 11.3% |

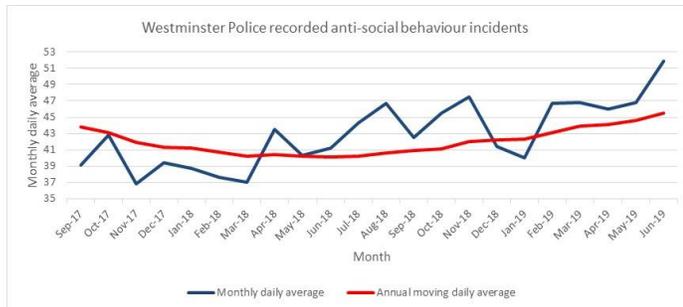
This table shows the change in sanctioned detection rates in Westminster over the last two years and compares the latest figures with across the MPS.

Only 5.9% of crimes were solved compared with 10.5% the previous year. Of note is the decline in sanctioned detection rates for sexual offences, robbery and violence against the person.

⁷ 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.

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’.



This chart shows the monthly daily average of ASB incidents recorded by the police over the past couple of years. **ASB has increased by 13% over the last year.** There were on average 46 incidents of ASB recorded per day in Westminster compared with 40 the previous year. 6.4% 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 crime⁹.

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 table overleaf shows the breakdown of the costs of crime from July 2018 to June 2019 based upon recorded crime statistics.

The unit costs have been uplifted using a Gross Domestic Product deflator.

The table 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 £303 million to deal with the crimes listed in Westminster over the last year** an increase of £23 million from the previous year.

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

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

Violence with injury was the largest cost to the partnership accounting for 19% of the costs whilst only accounting for 6% of the volume of crimes. In contrast, theft from person¹⁰ accounts for 17% of all costs yet 47% of the volume of recorded crime.

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

When looking at the costs to partner agencies, 20% (£60m) of costs can be attributed to probation, courts and prison, 8% (£24m) to the police and 6% (£19m) to the health service.

43% of costs to the police is from dealing with violence. 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 sheer volume of theft offences results in this being the most expensive crime for the health service to deal with. Although only 33% of victims of theft offences in Westminster were residents therefore costs may be born by other boroughs.

For the other criminal justice agencies, the cost to deal with violent offences was £29m, theft £27m and commercial offences 12%.

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.**

Recommendation: Whilst tackling theft is not currently a priority for the partnership, the sheer volume of offences, very low detection rates and escalating costs to the partnership means it should be considered.

¹⁰ Other theft is also included.

Safer Westminster Partnership Strategic Assessment 2019

| 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 with injury | £1,337,494 | £40,530 | £0 | £33,396,813 | £8,349,203 | £3,728,770 | £0 | £4,579,903 | £5,552,626 | £56,944,809 |
| Theft from person | £740,511 | £0 | £6,664,602 | £15,180,483 | £4,443,068 | £7,775,369 | £0 | £1,481,023 | £14,439,971 | £51,095,283 |
| Robbery | £770,666 | £567,860 | £4,177,824 | £14,561,541 | £3,731,648 | £3,082,666 | £40,561 | £4,096,701 | £14,886,032 | £45,915,499 |
| Violence without injury | £779,029 | £70,821 | £0 | £19,900,651 | £4,744,995 | £1,912,162 | £70,821 | £5,736,486 | £8,852,603 | £41,996,747 |
| Commercial burglary | £18,055,086 | £2,165,603 | £9,065,315 | £1,284,253 | £956,894 | £402,903 | £0 | £1,334,616 | £5,640,641 | £38,930,493 |
| Rape | £411,651 | £4,244 | £0 | £10,350,694 | £2,503,858 | £471,065 | £16,975 | £2,699,074 | £246,142 | £16,703,704 |
| Homicide | £254,671 | £42 | £0 | £8,685,477 | £1,062,354 | £4,630 | £22,856 | £49,883 | £3,340,757 | £13,420,671 |
| Domestic Burglary | £606,607 | £739,302 | £2,653,904 | £2,255,818 | £834,084 | £720,345 | £0 | £1,004,692 | £2,407,470 | £11,241,179 |
| Theft of vehicle | £749,833 | £534,535 | £3,073,574 | £200,450 | £111,361 | £74,241 | £0 | £1,507,090 | £1,388,305 | £7,639,389 |
| Other sexual offences | £121,371 | £8,091 | £0 | £2,993,827 | £906,240 | £315,566 | £8,091 | £461,211 | £469,303 | £5,275,609 |
| Commercial theft | £991,491 | £47,214 | £2,407,908 | £0 | £0 | £0 | £0 | £188,856 | £944,278 | £4,579,746 |
| Criminal damage - other | £48,549 | £97,097 | £801,051 | £655,405 | £194,194 | £218,468 | £0 | £364,114 | £849,600 | £3,277,027 |
| Theft from vehicle | £393,185 | £0 | £1,251,043 | £500,417 | £214,464 | £142,976 | £0 | £285,953 | £357,441 | £3,109,735 |
| Commercial robbery | £390,933 | £45,546 | £185,978 | £791,354 | £426,989 | £113,864 | £3,795 | £191,671 | £696,467 | £2,846,597 |
| Criminal damage - arson | £5,506 | £11,011 | £80,080 | £49,049 | £17,017 | £9,009 | £501 | £54,054 | £195,195 | £421,421 |
| TOTAL | £25,656,584 | £4,331,894 | £30,361,278 | £110,806,233 | £28,496,371 | £18,972,035 | £163,601 | £24,035,327 | £60,266,829 | £303,397,908 |

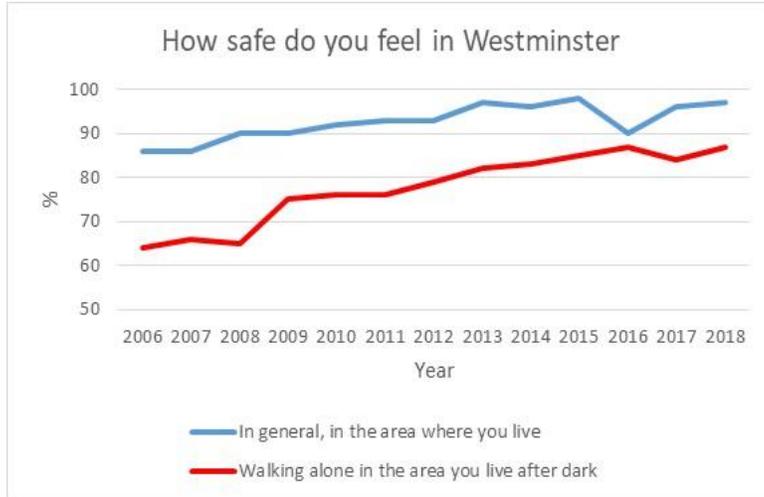
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- **Defensive expenditure** = Money individuals and businesses spend on crime detection and prevention;
- **Insurance administration** = The value of insurance administration costs resulting from crime, but not the value of insurance payouts to victims;
- **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.

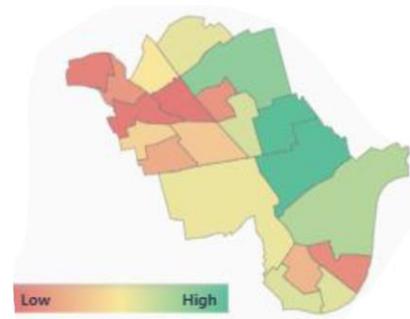
The Home Office refreshed their study to estimate the economic and social cost of crime. It does not estimate the costs of every crime type but concentrates on more serious victim-based offences. Crime which are not committed against an individual victim, for example drugs offences are not included.

Resident concerns

The Westminster City Survey from 2018 asked 2,630 residents a variety of questions including feelings of safety and concerns about crime and anti-social behaviour issues in the borough.



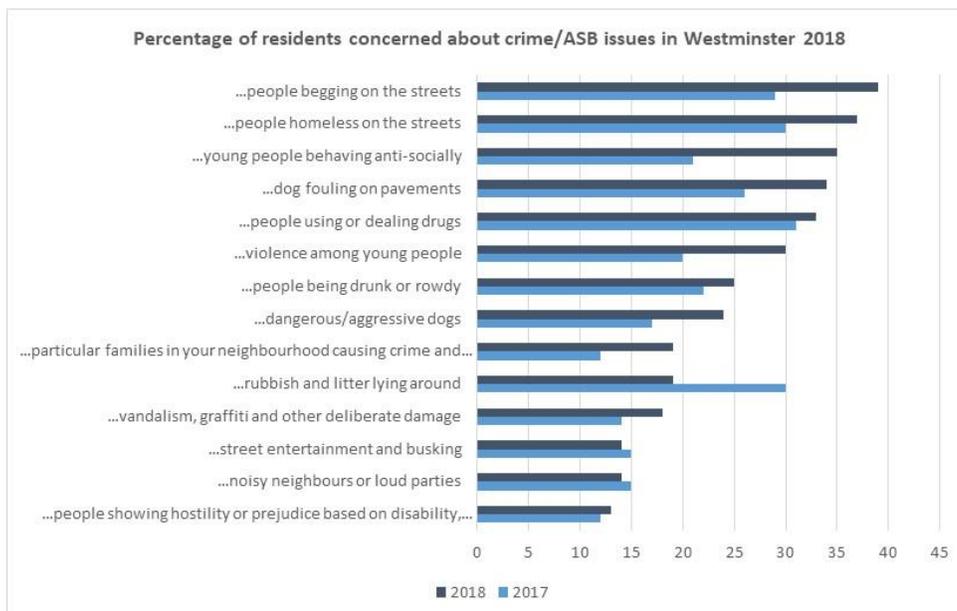
Feelings of safety remain very high with **97% of those surveyed feeling safe** and 87% feeling safe walking alone in the area you live after dark.



The map shows the spatial distribution of resident’s feelings of safety after dark. It evidences a clear spatial disparity across the borough. Ranging from 79% to 99%. 99% of residents in the West End where crime levels are highest felt safe after dark. Whilst the most deprived areas of the borough had the lowest feelings of safety.

22% of residents felt their quality of life was affected by fear of crime.

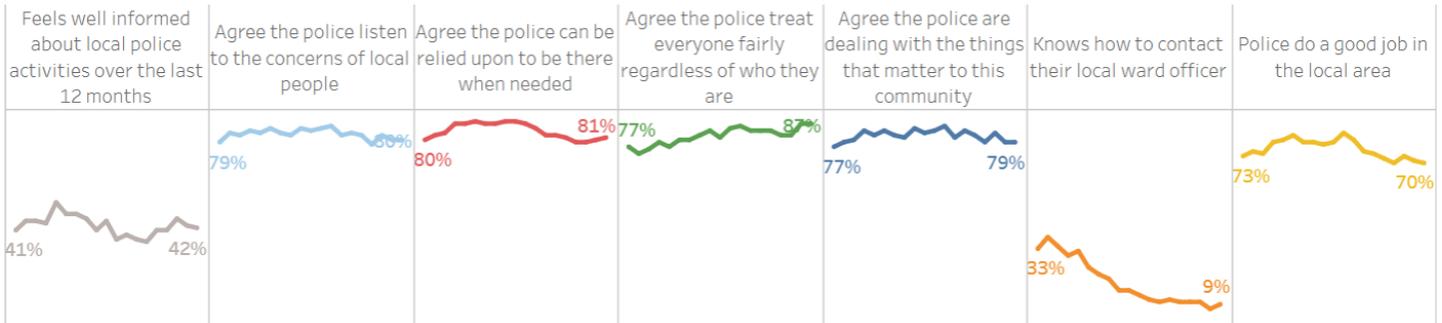
This chart looks at the percentage of residents surveyed who were concerned about the crime/ASB issues listed.



The greatest increase has been in young people behaving anti-socially and the main concern is people begging on the streets. Concern has increased in most areas, with the exception of rubbish and litter lying around.

70% of the public questioned in the MOPAC public voice survey (to June 2019) felt the ‘police do a good job in the local area’ compared with 59% across the MPS. A summary of the public perception of residents can be found below. Westminster scores highest for ‘agree the police treat everyone fairly regardless of who they are’. With the exception of ‘knows how to contact their local ward officer’ rates are amongst the highest across the MPS.

Public Perceptions over time for Westminster residents



Crime continues to increase in Westminster at a far greater rate than across London. Whilst some of the increases can be attributed to improvements in police recording practices not all can. Theft offences, whilst not a priority for the partnership, have accounted for most of this increase and this has been concentrated in the West End. Despite the continued increase in crime, public confidence and feelings of safety have increased.

Hate crime

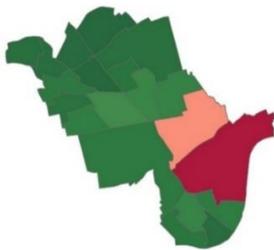
Hate crime offences are calculated to have very specific meanings therefore none of the hate crime categories should be summed together. They are generally a subset of violence against the person and criminal damage offences. Hate crime has a particularly harmful effect on its victims, as it seeks to attack an intrinsic part of who they are or who they are perceived to be: their race, religion, sexual orientation, disability or transgender identity¹¹.

| Crime Type | July 2017 to June 2018 | July 2018 to June 2019 | % change | % of MPS offences |
|--------------------|------------------------|------------------------|----------|-------------------|
| Racist & religious | 1390 | 1516 | 9.1 | 8.8 |
| Homophobic | 268 | 273 | 1.9 | 11.0 |
| Faith hate | 240 | 213 | -11.3 | 9.8 |
| Islamophobic | 166 | 94 | -43.4 | 7.8 |
| Anti-semitic | 43 | 84 | 95.3 | 14.0 |
| Transgender hate | 23 | 47 | 104.3 | 17.9 |
| Disability hate | 26 | 13 | -50.0 | 3.0 |

This table shows the volumes of different types of hate crime over the last two years.

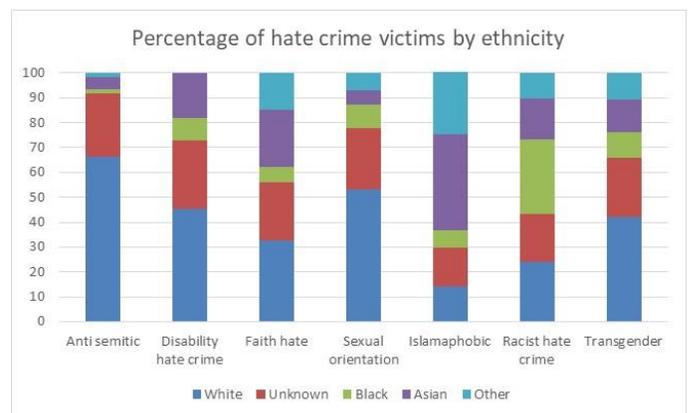
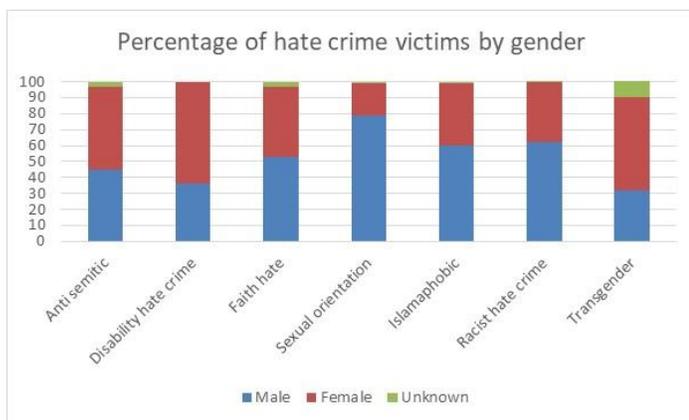
Racist and religious hate crime makes up the greatest proportion of hate crimes. All hate crimes except for disability hate crime make up a significant proportion of hate crime offences across the MPS.

Racist and religious hate crime



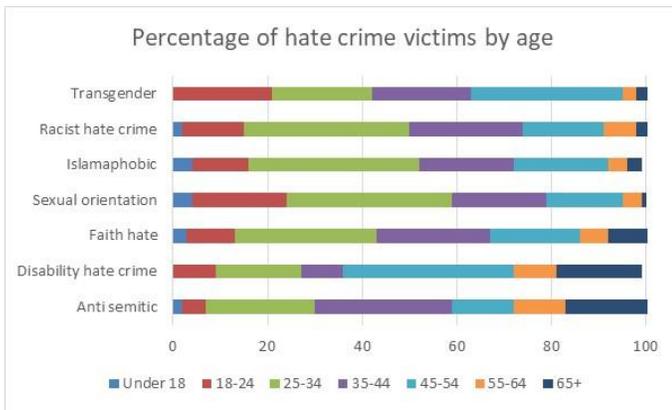
This chart shows 33% of all racist and religious hate crime is in St James's ward and 21% in the West End. This pattern is seen for most other hate crimes, except disability hate crime. Of note numbers of disability hate crime are so low, which can easily skew any pattern. Home Office studies show hate 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 response¹².

MOPAC hate crime dashboard for 2018/19 shows the following details of the victims of hate crime in Westminster.



¹¹ Cross-Government Hate Crime Action Plan 2016 - 2020

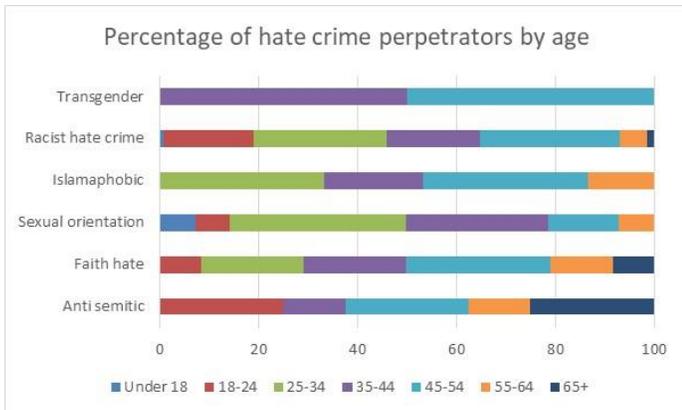
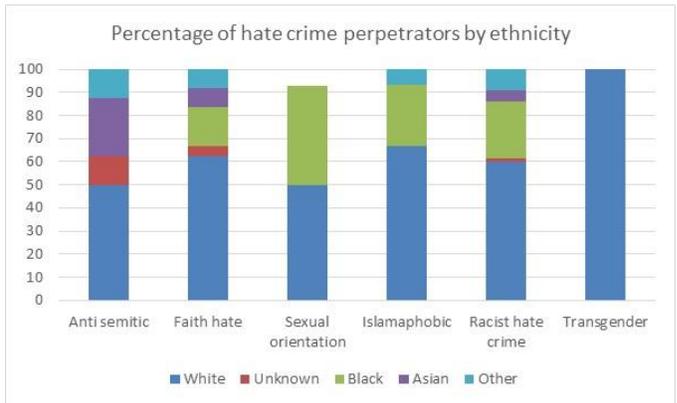
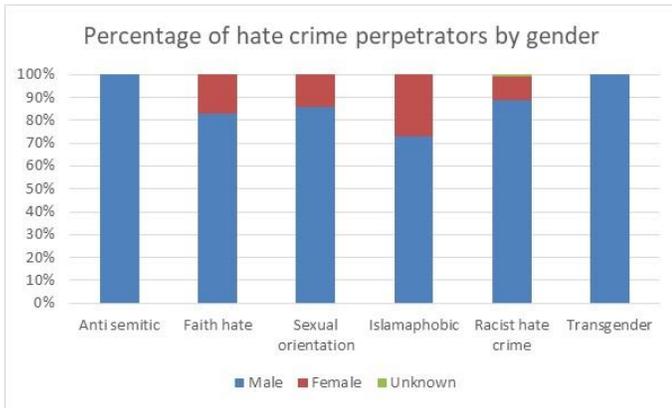
¹² https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/748598/hate-crime-1718-hosb2018.pdf



Females are more likely to be victims of disability and transgender hate crimes. Males are far more likely to be victims of sexual orientation, racist and Islamophobic hate crime.

Victims of hate crime are less likely to be aged below 24 years or aged over 55.

The charts below show the profile of perpetrators of hate crime in Westminster over 2018/19



Males form the majority of perpetrators of hate crime. They are also far more likely to be of white ethnic appearance. The age group of perpetrators varies by hate crime type. Anti-Semitic hate crime is more likely to be perpetrated by older offenders, whilst Islamophobic hate crime is more likely by younger offenders.

With the data available we are unable to identify if the victims or perpetrators are borough residents.

Standing against hatred intolerance and extremism is a Mayoral priority in the 2017/20 Policing and Crime Plan. In response to the high volume of hate crime within Westminster a hate crime commission is being undertaken by the Local Authority to hear from people who have experienced hate crime, to help us and our partners improve our services and develop a meaningful strategy to combat hate crime.

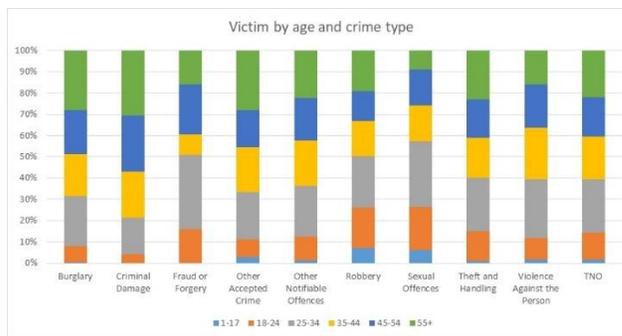
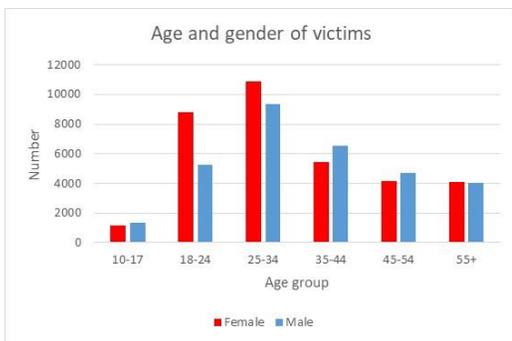
Victims

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.

Victims of crime

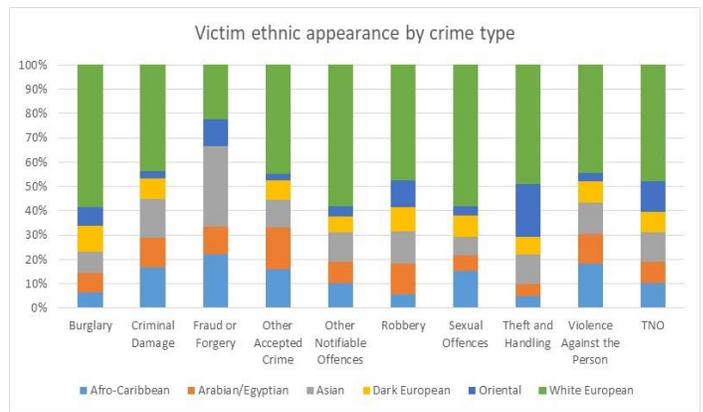
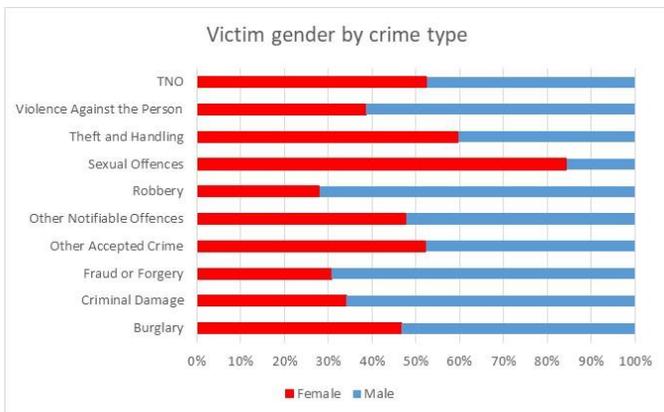
Victim data from the Police Crime Reporting Information System (CRIS) was extracted and analysed. The chart below left, looks at the age and gender of victims in Westminster. 52% of victims were females. Nearly one third of all victims were aged 25-34. The chart to the right looks at the age of victims by crime type.



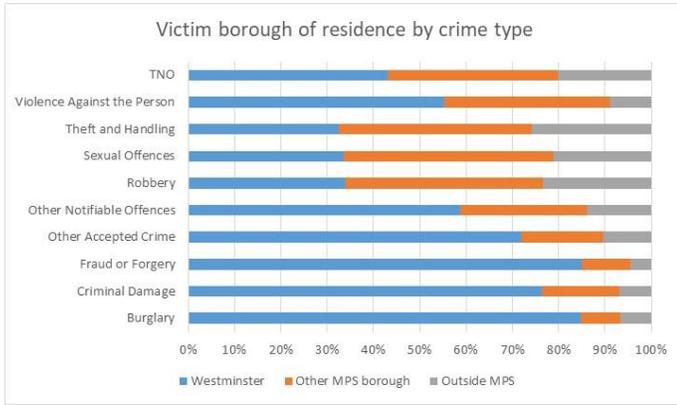
Young people are more likely to be victims of robbery and sexual offences, whilst older people are more

likely to be victims of criminal damage and burglaries.

The chart below left, looks at victims of crime by gender and crime type. It shows **females are more likely to be victims of sexual offences and theft and handling, whilst males are more likely to be victims of robbery and VAP offences.** In terms of ethnicity, the chart below right looks at the breakdown of the ethnic appearance of victims where known, against the major crime types. It shows, people of Afro-Caribbean ethnic appearance are more likely to be victims of VAP offences and fraud or forgery offences, whilst people of white ethnic appearance are more likely to be victims of sexual offences and burglary.

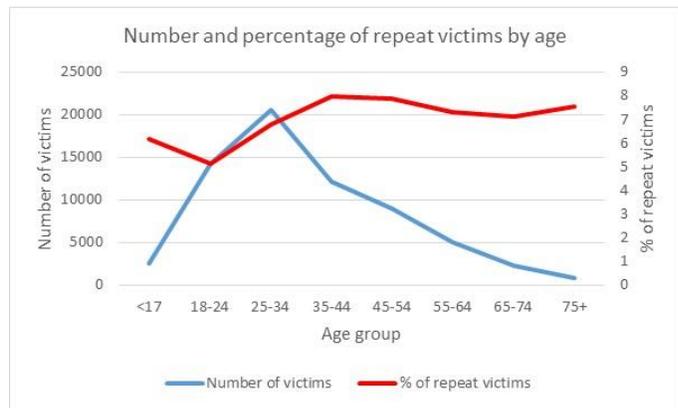
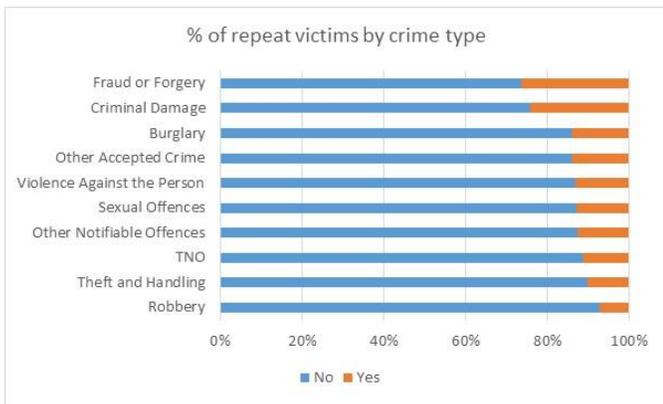


The nationality of victims was only recorded in 11% of victim's details, where known 43% were United Kingdom, 5% Chinese and 4% Italian.



This chart looks at the resident borough of victims of crime in Westminster. **43% of victims of crime in Westminster were residents, 38% from another MPS borough and 20% from outside the MPS. Westminster residents are least likely to be victims of theft and handling offences (33%) and robbery (34%).** The other boroughs where victims are most likely to reside are Camden 3%, Lambeth 2.3% and Kensington and Chelsea 2.3%.

CRIS data can be flagged to indicate if the victim has been the victim of a previous crime in the last 12 months. **Overall 11% of victims were repeat victims, this increases to 20% for just Westminster resident victims of crime.** Unfortunately, we are not able to identify with non-personalised data if a victim has been a repeat victim more than once. The charts below look at the level of repeat victimisation by crime type and age group.



Robbery victims were least likely to be repeat victims (7%) whilst fraud and forgery victims were most likely (27%). The table to the right looks at the volume of victims by age against the percentage who are repeat victims. It shows young people are less likely to be repeat victims of crime than people aged over 35.

MOPAC victim services

The London Policing & Crime Plan puts victims at the heart of what they do. Claire Waxman is the Independent Victim’s Commissioner. She works alongside victims and survivors, amplifying their voices and promoting their interests with criminal justice partners, to ensure they are heard and lessons are learnt to inform and shape practices, polices and service provision.

MOPAC are responsible for commissioning victim services in London. 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.

Recommendation: To continue to lobby MOPAC to receive feedback on the quality of the services provided. To inform our local commissioning and to ensure our residents are receiving quality services.

Victim satisfaction

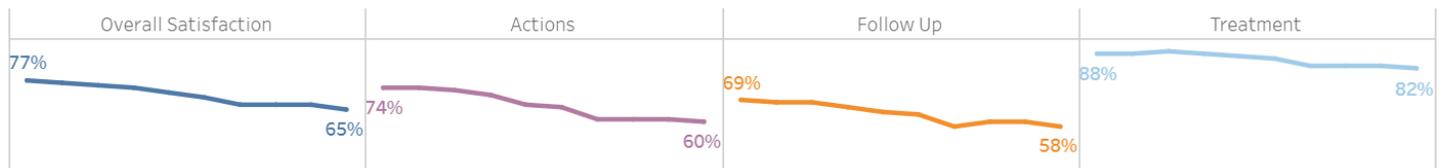
Justice outcomes in the capital are amongst the worst in the country and satisfaction with the MPS amongst victims is declining. They have identified that across London **one in five victims are repeat¹³ victims** and there are an increasing number of victims of high harm crimes. MOPAC’s vision is to put victims at the heart of the criminal justice service and improve the experience for witnesses.

In March 2019 a Review of Compliance with the Victim’s Code of Practice was published¹⁴. The review revealed examples of unacceptable service that exacerbated victims’ trauma and delayed their recovery. It highlighted that **it is the system, not always the people, that ultimately leads to victims being failed and re-traumatised**. It highlighted the Victims’ Code of Practice is failing to deliver the improvements and sense of change required because of fundamental, systemic problems that need fundamental systemic change to resolve. Victims needs are not being met by it and agencies are struggling to deliver it, therefore reform is urgently needed. The report calls for the Government to establish a Victims’ Law, giving victims legally enforceable rights and specifying clear legal duties for agencies.

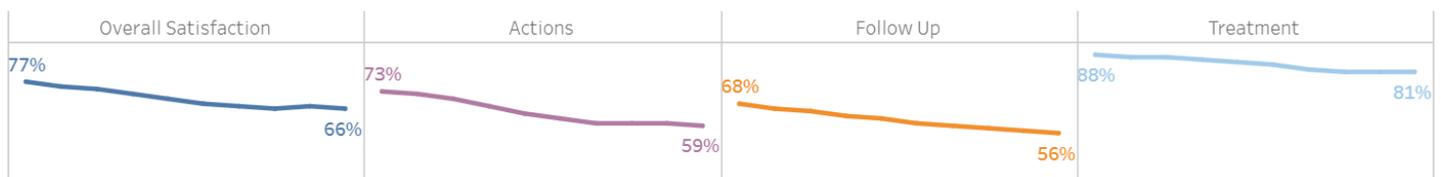
The National Probation Service London division was inspected, and a report published in May 2019¹⁵. The report highlights that victims of sexual and violent crime are being let down by the capital’s probation services. In more than a fifth of inspected cases, victims of serious crime were not offered access to its Victim Contract Scheme. The statutory scheme provides victims with updates on the perpetrator’s sentence and gives them an opportunity to contribute their views on release plans. The overall rating for the London Probation Service was requires improvement.

MOPAC monitor victim satisfaction with the police, trends are shown below from March 2017 to June 2019.

Central West victim satisfaction trends for victims of crime



MPS victim satisfaction trends for victims of crime



In line with MPS trends, victim satisfaction in all areas has continued to decline. Overall satisfaction and actions are second lowest across the MPS whilst follow up and treatment is slightly greater than the MPS average.

Recommendation: We need to do more to ensure that victims of crime in Westminster are fully supported throughout the criminal justice system.

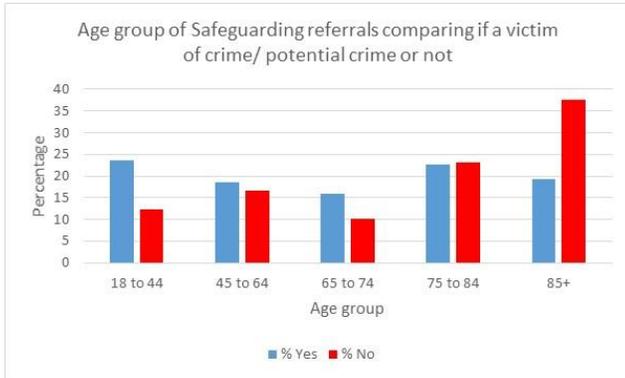
¹³ Repeat victim means you have been a victim of crime in the last 12 months.

¹⁴ https://www.london.gov.uk/sites/default/files/vcop_final_pages.pdf

¹⁵ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/806567/London_NPS_HMIP_Action_Plan.pdf

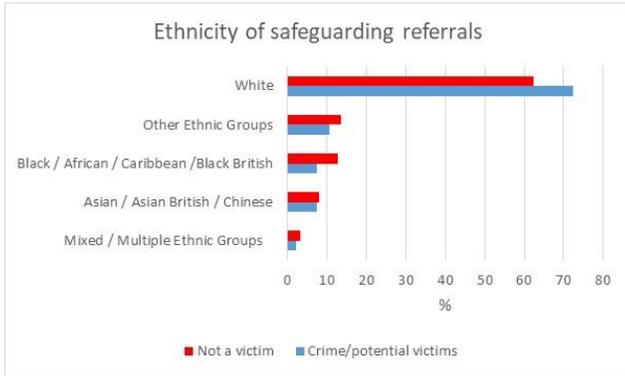
Adult Safeguarding

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 this period, they received 367 ‘concerns’ of which of which **32% were classified as a crime or potential crime**, this may be higher as there were a significant number of unknowns.



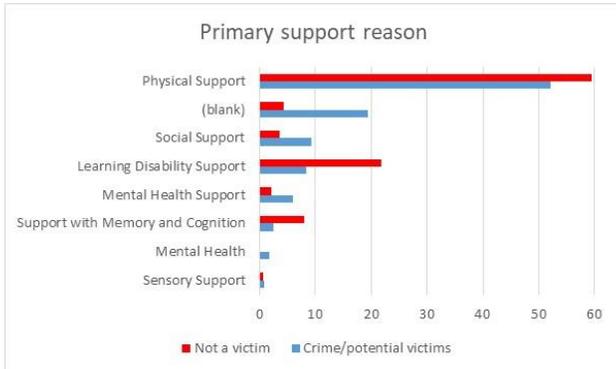
This chart compares the age group of people referred to adult safeguarding who are a victim of crime/potential crime with those who are not.

For potential/victims of crime no specific age group is more likely to be victimised. But when compared with the non-victimised group, those aged 18-44 were more likely to be referred to Adult Safeguarding if they were a victim of crime.

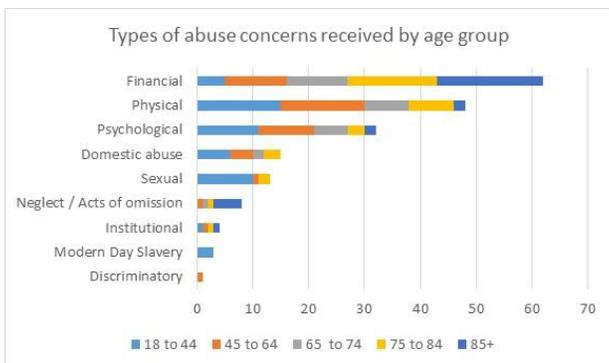


Where ethnicity was known, crime/potential victims were more likely to be of white ethnicity, 72% compared with 62% of non-victims.

When looking at the gender of Adult Safeguarding referrals there was no significant difference between the gender of crime/potential crime victims, and not. 63% of crime/potential crime victims were female compared with 62% where there was no crime.

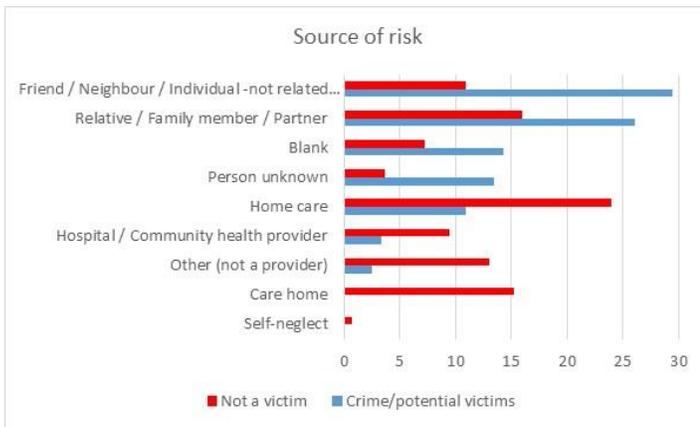


This chart looks at the primary support reason for being referred to adult safeguarding. Comparing those who were not a victim of crime with those who were. 52% of crime/potential victims required physical support. Those who were not victims of crime were more likely to require learning disability support.



This chart looks at the types of abuse as a percentage of the concerns received by age group.

52% of crime/potential victims were victims of alleged financial abuse and 40% were alleged victims of physical abuse. **18-44 year olds are more likely to experience physical and sexual abuse, whilst financial abuse increases with age.**



This chart looks at the source of risk relating to the concern raised. For nearly a third of crime/potential victims, the source of risk was classified as friend/neighbour/individual not related and 26% relative/family member/partner. Showing that over half knew the source of risk. Only 13% the concern emanated from a person unknown.

Only 61% of crime/potential victims raised the concern with the police. A reduction from 70% the previous year.

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%). Areas known for high deprivation levels.

Recommendation: Continue to develop task and finish group to target vulnerable adults, jointly with the Safeguarding Adults Board to encourage victims of crime to report to the police and to tackle issues of financial and physical abuse committed by people known to the victims.

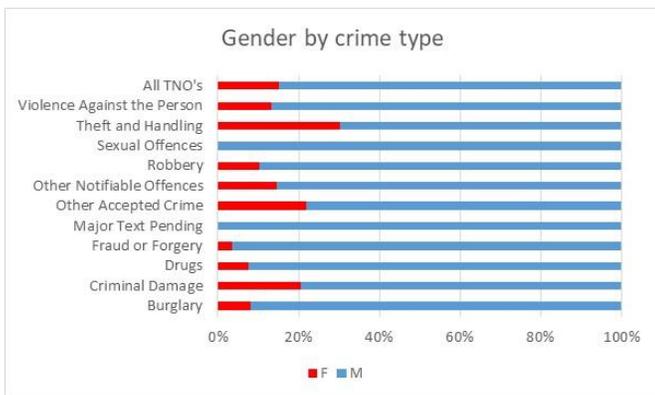
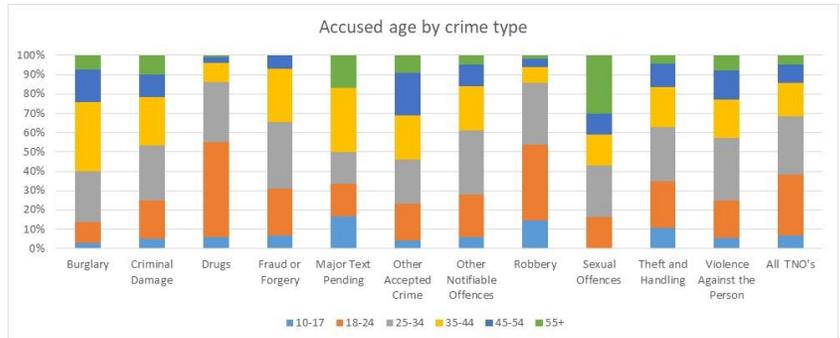
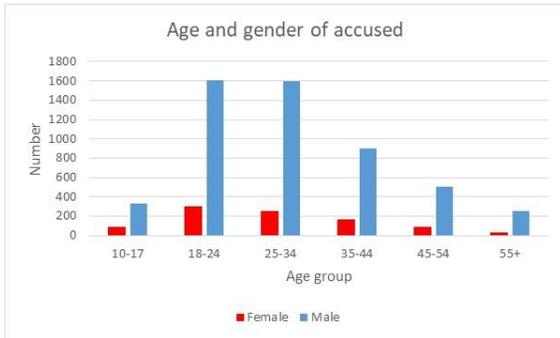
Over half of the victims of crime in Westminster are not residents and they are less likely to be repeat victims of crime than borough residents. Data shows victims are not being supported enough in the borough and throughout the criminal justice system. Of particular concern are vulnerable older residents, who are more likely to experience financial and physical abuse and proportionally more likely to be repeat victims of crime.

Offenders

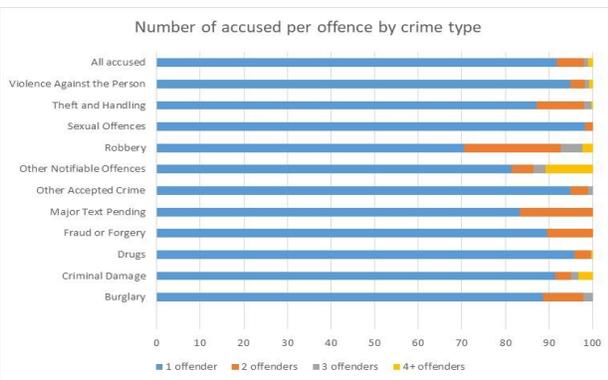
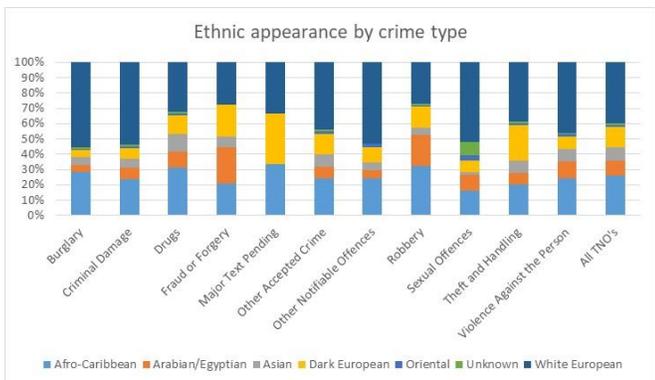
This section aims to provide an understanding of the characteristics of who offends in Westminster; their interaction with different agencies in the Criminal Justice System and how we are addressing the pathways to reduce reoffending.

Accused

We do not know who commits all crimes therefore we can only extrapolate data from those who are suspects, accused or within the criminal justice system. Accused data from the Police Crime Reporting Information System (CRIS) was extracted and analysed. This related to data from 5,616 crimes (7% of all crime) and 6,117 accused.



The chart above left looks at the age and gender of those accused. 15% of accused were female. 61% were aged between 18 and 34. The chart to the right examines the difference of age of accused by crime type. **Young offenders are most likely to commit robbery and drug offences. Whilst sexual offences and burglary are more likely to be committed by older offenders.** This chart to the left looks at the crime type by gender. Females are more likely to commit low level offences such as theft and handling.

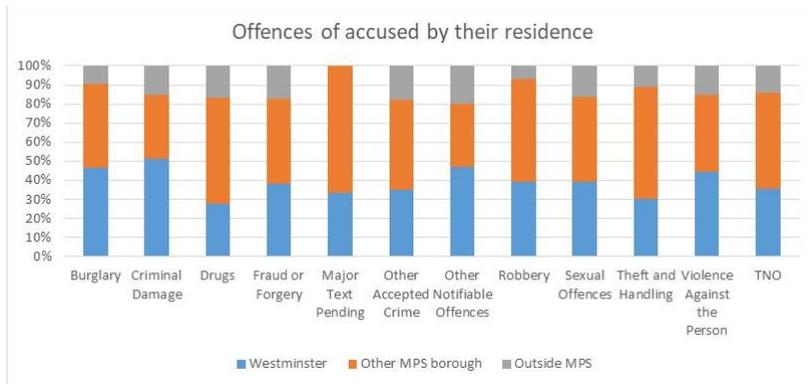


The chart above left looks at the ethnic appearance of accused by crime type. Overall 40% of accused were of white ethnic appearance, lower than the estimated borough population at 2018 of 58%. Whilst people of afro-Caribbean ethnic appearance accounted for 26% of the accused population compared with only 7% of the

borough population. This variance was more pronounced for robbery and drugs offences. Although it should be noted that only 35% of accused were Westminster residents.

92% of offences with accused details, were committed by just one offender. The chart on the previous page above right, looks at the difference between groups of offenders by crime type. Nearly one third of robbery offences involved one or more offender compared with only 2% of sexual offences.

Looking at the nationality of offenders showed that 67% were from the United Kingdom. The second highest nationality was Romanian at 7%, followed by Italian at 2%. Romanian nationals were far more likely to be accused of theft and handling offences and Italians, drug offences.

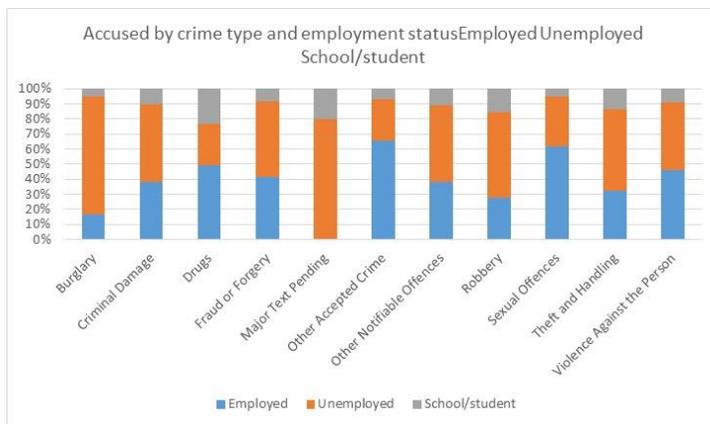


This chart looks at the resident borough of the offender, to get a scale of offenders who come into Westminster to commit offences.

Overall 35% of accused in Westminster were residents here. This increased to 51% of those accused of criminal damage offences and decreased to only 28% of drugs offences.

14% of accused were from outside the Metropolitan Service area, showing how offenders are willing to travel into Westminster to commit crimes. Offenders were least likely to travel from outside the MPS to commit robbery offences (7%) and most likely (17%) for fraud or forgery offences.

Of the other MPS boroughs, most offenders were likely to come from Brent (5%) and secondly Haringey (3%). Offenders from Hammersmith and Fulham and Kensington and Chelsea boroughs who are part of the police Basic Command Unit accounted for 1.8% and 2.4% respectively.



The occupation of the accused was detailed in 28% of reports. This chart looks at the employment status by crime type. Burglars were far more likely to be unemployed. Drugs and robbery offences were more likely to be committed by school pupils/students.

Employed people were more likely to commit sexual offences.

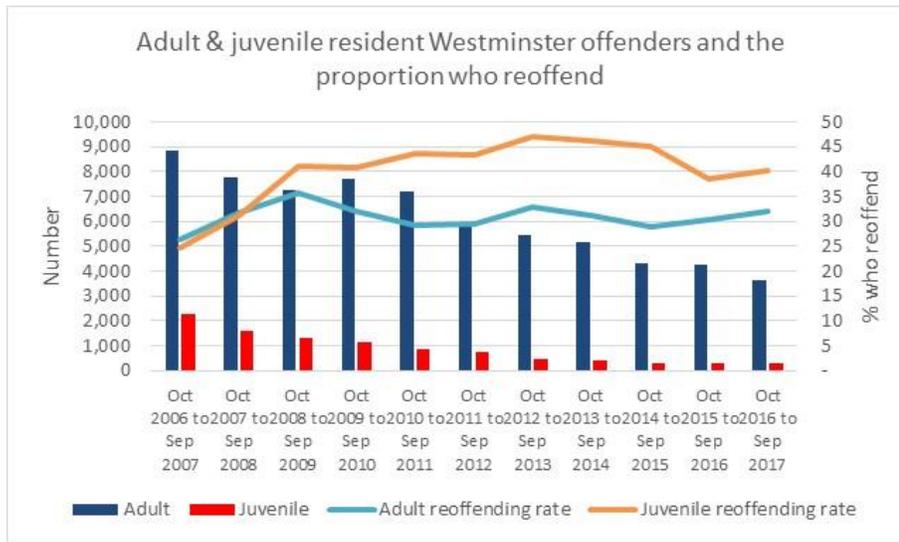
Number of offenders and reoffending levels¹⁶

The number of resident offenders dealt with by the criminal justice system in Westminster from October 2016 to September 2017¹⁷ was 3,970 this is a 64% reduction from 10 years ago. This is the greatest decrease across

¹⁶ MoJ proven re-offending statistics to September 2017. 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.

¹⁷ 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.

London. Whilst the number of offenders has declined, the population and crime levels in Westminster have been steadily increasing.



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 decreased by 59% in the last decade, whilst there has been an 86% reduction in juveniles. In comparison across London, this has been 29% and 75% respectively. This reduction is the greatest across London for adults and second

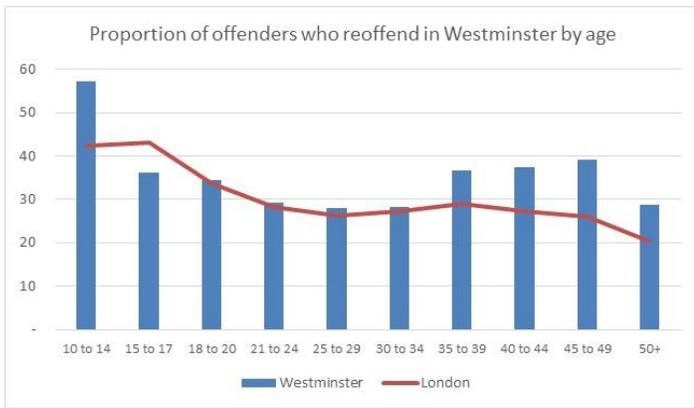
highest for juveniles. Juvenile offenders make up 8% of the cohort compared with 21% ten years ago. Westminster accounts for 5% of all offenders across London compared with 9% ten years ago. **Whilst the number of offenders is declining the average number of previous offences per offender is increasing.** Westminster has the highest levels of previous offences across London at 19.5 compared with 13 across London and has also seen the greatest increase in the number of previous offences. Highlighting the importance of concentrating resources on this recidivist cohort.

The table below, looks at the re-offending rates in Westminster compared with London and England & Wales. The overall re-offending rate in Westminster is the 3rd highest across London. **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 16% of offending cohort in Westminster, compared with 21%, ten years ago.

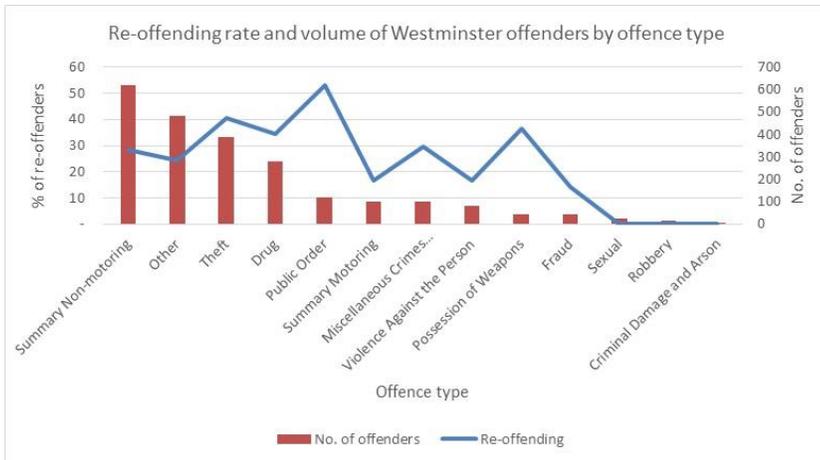
Offenders of white ethnicity, make up 52% of the resident offenders in Westminster, compared with 49% across London and have the highest reoffending rates in London.

| Re-offending rate | WCC | London | England & Wales | London rank 1= highest |
|---------------------------|------|--------|-----------------|------------------------|
| All reoffending rate | 32.6 | 28.6 | 29.4 | 3 |
| Adult reoffending rate | 32.0 | 27.4 | 28.7 | 3 |
| Juvenile reoffending rate | 40.4 | 43.0 | 39.2 | 21 |
| Male offenders | 35.4 | 30.0 | 30.6 | 3 |
| Female offenders | 18.2 | 20.2 | 23.8 | 26 |
| Asian | 33.2 | 25.3 | 24.1 | 2 |
| Black | 36.0 | 33.8 | 32.9 | 11 |
| White | 34.9 | 28.1 | 30.8 | 1 |

Offenders of Asian ethnicity, make up 10% of the offending population in Westminster compared with 12% across London and 15% of the local population. Whereas offenders of Black ethnicity make up 22% of offenders in Westminster compared with 31% across London and 8% of the resident population.



This chart looks at the proven reoffending rate by age, in Westminster compared with across London. 10 – 14 year olds and offenders older than 35, have a greater re-offending rate in Westminster, whilst those aged 15 to 17 is lower. **Offenders aged between 35 to 49 make up a greater percentage of the offending population in Westminster than across London.**



This chart looks at the proportion of offenders who re-offend, against the volume of offenders by offence type.

The highest volume of offenders commit summary non-motoring offences, making up 27% of all offenders.

Westminster has the lowest proportion of resident offenders who have committed violence against the person offences across London.

Different offences have different reoffending levels; public order (53%) theft (41%) and possession of weapons (36%) have the highest reoffending rates in Westminster compared with London at 37%, 46% and 29% respectively.

The Ministry of Justice ¹⁸ estimates the total economic and social cost of reoffending was £18.1 billion in 2016 of which £16.7 billion can be attributed to adults. Theft accounted for the greatest cost at £9.3 billion and violence against the person £4.2 billion. **For offenders whose first caution or conviction was received as a juvenile, over half (55%) committed a theft offence as their first offence**, highlighting the importance of intervening early with low level offending in young people.

Recommendation: To have the greatest impact upon reducing re-offending in Westminster we need to focus on male adults aged over 35 who have committed theft offences.

Government & MOPAC response to offenders

The Ministry of Justice (MoJ) has made the decision to end the current private probation contracts early. The MoJ has accepted that the split private/public model is not working and announced that all offender management work would be returned to the public sector National Probation Service (NPS). Under the revised model, each of the eleven NPS regions in England and Wales will have a dedicated, private or voluntary sector ‘Innovation Partner’ – responsible for direct provision of unpaid work and accredited programmes. The MoJ also

¹⁸ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/814650/economic-social-costs-reoffending.pdf

announced that the new model will give local criminal justice partners a direct role in commissioning services together with the NPS.

Key changes include:

- There will be new national standards for offender management, which focus on the importance of the quality of offender engagement and the form and frequency of contact with offenders, along with clear frameworks for staffing ratios and caseloads;
- NPS staff will be responsible for co-ordinating resettlement;
- The NPS will be required to buy all interventions from the market including “resettlement and rehabilitative services”.

The new model will come into effect from Spring 2021. It is important that there is a smooth transition from the current model to the next.

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 MoJ Memorandum of Understanding with London, to work towards greater devolution of powers.

MOPAC and partners have produced a blueprint for a Whole Systems Approach to Women in Contact with the Criminal Justice System. The plan aims to tackle the root causes of female offending, prevent reoffending and ensure women have the support they need after leaving prison.

The blueprint brings together the Metropolitan Police, NHS England, the National Probation Service, the London Community Rehabilitation Company, London Councils, voluntary sector organisations and local authorities.

MOPAC has asked for all these organisations to be signatories to the Blueprint. What this means for Westminster is that we will commit to supporting children and family work with women and young care leavers, commit to support housing for women, commit Public Health support for mental health treatment and substance misuse support for women. It also suggests a system wide strategy for working with women with multiple needs which it recommends should sit with each local authority’s Health and Wellbeing Board.

Recommendation: SWP to consider the best place for governance of the local authority’s response to women in the CJS. Should it be the Health and Wellbeing Board as recommended by MOPAC or the Area West Offender Board, which incorporates all aspects of offending, including female offenders and their needs.

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 Sexual Exploitation Panel (GMASE) for people who are involved or at risk of gang involvement and sexual exploitation up to the age of 25.

Probation

Both the CRC and London Probation have been subject to recent inspections by the HM Inspectorate of Probation. The London Probation report¹⁹ stated that whilst improvement is still needed, the London division had made progress since the last inspection in 2017. The report found that the division has significant staff shortages, leaving staff stretched, which impacts on the delivery of high-quality work. Recruitment and retention of staff is problematic as starting salaries are higher in similar organisations, such as the CRC or Youth Offending Teams. This has been an issue in Westminster.

The report found plans did not lead often enough to the delivery of interventions that support desistance and reduce risk. In addition, the needs of victims of violent and sexual offences were not supported well enough.

The London CRC report²⁰ provided them with an overall rating of requires improvement. It found there is a comprehensive range of services on offer to support operational delivery, but the routine use of services is not yet embedded. The report found work to engage individuals in the assessment is good, however staff had not adequately assessed the risk of harm posed to actual potential victims in 48% of the inspected cases. In addition, staff do not liaise enough with other agencies to assess and manage the risk of harm.

As of March 2019, London CRC was managing 28,819 individuals, 62% were being supervised in the community and 38% in custody. The cohort is very transient, making them harder to keep track of.

Performance in London CRC is better than the England and Wales average. 83% of individuals were recorded as having successfully completed their community order or suspended sentence orders for London CRC compared with 78% across England and Wales. 81% of positive compliance outcomes with licences and where applicable, post-sentence supervision periods for London CRC, compared with 69% across England and Wales.

Youth Offending Service

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

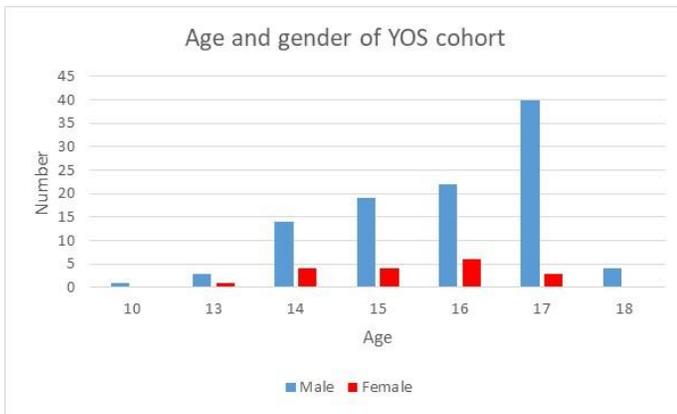


The average monthly caseload of the YOS was 43 compared with 54 a year earlier highlighting the decline in the volume of young offenders coming through the criminal justice system.

Over the last year the YOS has worked with 121 young people.

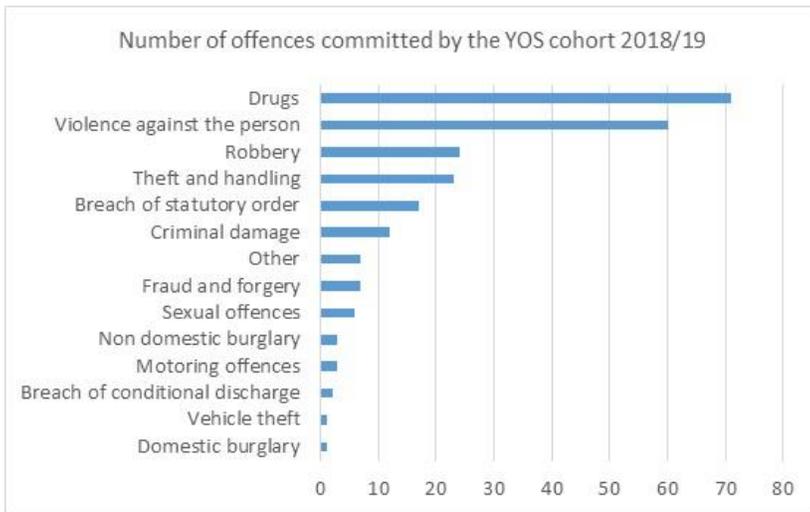
¹⁹ <https://www.justiceinspectorates.gov.uk/hmiprobation/inspections/londonnps-2/>

²⁰ <https://www.justiceinspectorates.gov.uk/hmiprobation/wp-content/uploads/sites/5/2019/08/London-CRC-inspection-report.pdf>



15% of this cohort was female and over one third of the cohort was aged 17.

Within the cohort there is a significant over-representation of the 'Other' ethnicity predominantly people of Arabic or North African descent accounting for 29% of the cohort, while 'White' is significantly under-represented at 17%.



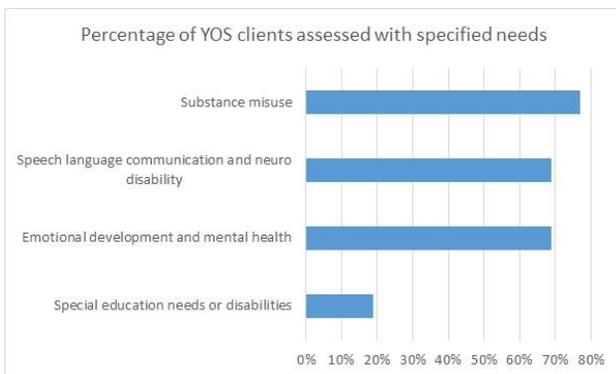
237 offences were recorded against the YOS cohort over 2018/19. Numbers have declined in line with the number of offenders on the cohort.

Drugs is now the most common offence, accounting for 30% of all recorded offences. Violence against the person offences account for one quarter of all offences. 23 of these offences involved possession of a knife, blade or offensive weapon.

Offences recorded by YOS clients account for 0.3% of the total crimes recorded in Westminster.

There were 46 first time entrants²¹ into the criminal justice system over 2018. A rate of 258 per 100,000, lower than London at 283.

Over the last year, there were 4 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 means the courts must impose custody, has resulted in further young offenders being sentenced to custody.



AssetPlus is used as an assessment and planning framework of Youth Offending Teams. The chart to the left shows the percentage of the YOS cohort over 2018/19 who presented with needs. Substance misuse remains the highest need identified by the young cohort. All had cannabis recorded as one of the substances. Of the 69% with an emotional development and mental health need only 4% had a formal mental health diagnosis.

²¹ First time entrants are defined as young people aged 10 -17 who receive their first substantive outcome.

The YOS cohort are concentrated in the more deprived parts of the borough. 20% in Church Street, 20% in Queen’s Park and 17% Westbourne.

Whilst the YOS cohort size continues to decline, the needs presented remain high.

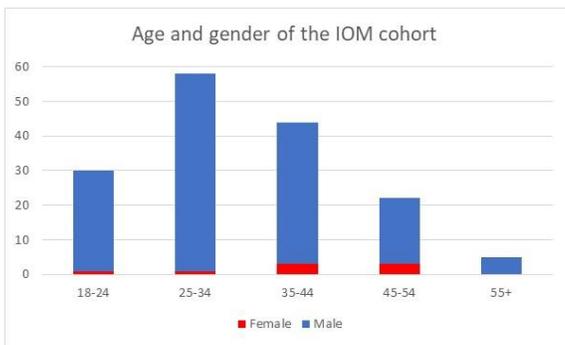
Integrated Offender Management (IOM)

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 community²². The most persistent and problematic offenders are identified from their Offender Group Reconviction Score (OGRS²³) 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 116. Data from ID-IOM²⁴ showed there were 113 offenders on the cohort as of July 2019.

The London Crime Prevention Fund was used to commission Staring Over through the Drug and Alcohol Wellbeing Service (DAWS) 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. It is estimated that 10% of the cohort are rough sleepers, based on comparing the data with CHAIN.



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 18 to 59, 36% aged between 25 – 34. This peak age is comparative with all offenders across Westminster and London. 59% were of White North European ethnic appearance and 25% black, which is considerably greater than the borough population.

| Rag status | No. | % |
|------------|-----|------|
| Red | 72 | 67.3 |
| Amber | 0 | 0.0 |
| Green | 4 | 3.7 |
| Blue | 31 | 29.0 |

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.

²² Integrated Offender Management Police Practice Guidance for London May 2017

²³ The OGRS is a predictor of re-offending based on static risks, age, gender and criminal history.

²⁴ 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.

Over a quarter of the cohort are in prison with the majority of the cohort identified as not complying or not engaging and still committing crime.

An ID-IOM report is run every quarter, looking at the 12 months prior to joining the IOM cohort, the time during and 12 months following leaving the cohort. This is useful to look at the impact of the IOM reducing re-offending in this recidivist cohort. The table below looks at those on the IOM cohort worked with since April 2017 and that have left before July 2018, that is 53 offenders, 10 of whom worked with Starting Over.

| 12 months reoffending | 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 |
|-----------------------|----------------------|---------------------------|---------------------------------|----------------------|---------------------------|---------------------------------|---------------------|--------------------------|--------------------------------|
| IOM | £1,111,494 | 368 | 60 | £849,950 | 203 | 149 | £248,519 | 43 | 72 |
| Starting Over | £87,439 | 37 | 60 | £79,218 | 20 | 111 | £13,583 | 4 | 45 |
| IOM Excl SO | £1,024,055 | 331 | 60 | £770,732 | 183 | 158 | £234,936 | 39 | 79 |

Of note whilst the measurement before and after involvement with the IOM are the same i.e. 12 months, the time during is considerably longer i.e. on average 524 days. The shortest time being 21 days and the longest 1,828 days (5 Years). Therefore, the cost of crime and number of offences and interval between offender is only comparable before and after being on the IOM cohort.

The chart shows that the **cost of crime and number of offences has decreased after involvement with the IOM and the interval between offending has increased**, 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.

It evidences that working with these 53 offenders has made savings of £862,975.

9 people offended in the twelve months after being on the cohort, 2 of whom worked with Starting Over. All but one of the 9 offenders decreased their offending levels after being on the cohort. All but 2 increased the interval between reoffending.

As numbers are small, the figures can be easily skewed. The binary reoffending rate was 17%.

MOPAC have been reviewing the IOM process to understand if it has enough focus on high harm crime. Their data shows an increasing number of offenders who fit the criteria based on OGRSs. Violence is now the most common index offence²⁵ 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.

Recommendation: Although the number of resident offenders is declining across the borough, those that remain and reoffend are responsible for a considerable proportion of crime. To break their cycle of offending and to prevent the disproportionate amount of harm they are causing to the community, we should continue to prioritise resources on the IOM scheme as it is evidenced to be reducing reoffending amongst this high recidivist cohort.

²⁵ Index offence is the offence that led to the offender entering the cohort.

Pathways to reoffending

Research has identified seven pathways for men and nine²⁶ for women that can impact upon reducing reoffending. Some of these pathways are reviewed below to identify any service gaps.

Substance Misuse

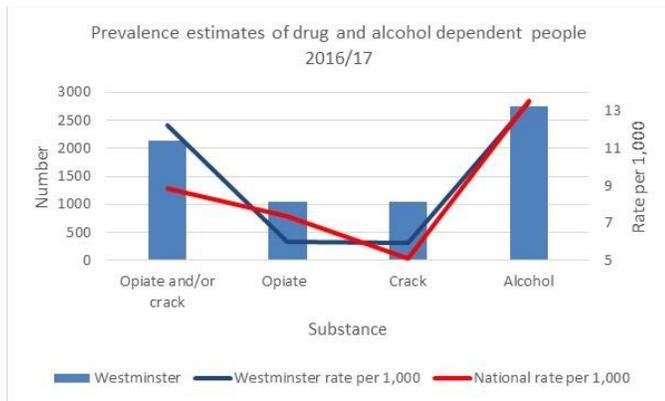
Drugs and alcohol are identified as two of the key drivers of crime and disorder in the Home Office Modern Crime Prevention Strategy (2016)²⁷. The National Strategic Assessment for Serious Organised Crime 2019²⁸ states that the demand for all common drug types remains high. Purity of heroin and cocaine at UK street level is high and there is a resilient demand market for these drugs in the UK. Illicit drug supply has been identified as one of the factors linked to levels of serious violence, particularly in relation to competition for the control of drug supply markets.

The market for synthetic drugs appears to be expanding, with increased seizures and a widening geographical market for amphetamine, methamphetamine, synthetic cannabinoid receptor agonists (e.g. spice, black mamba) and Xanax. There has been an increase in the importation of precursor chemicals used in the manufacture of illegal drugs, indicating large scale UK production.

The report estimates there are now 2,000 unique County Lines deal lines to be active in the UK. The County Lines model is linked to violence, including the use of firearms, and relies on the targeting of vulnerable individuals to facilitate drug supply.

Street-level price data from law enforcement agencies suggests that most recorded drug prices have remained stable in recent years.²⁹

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 10,008 recorded crimes at the cost of £48 million (of note, shoplifting is not included in this cost). Around 40% of all violent crimes are alcohol-related. That would equate to 4,273 of the violent crimes recorded in Westminster last year at an estimated cost of £40 million. Drug and alcohol misuse are related to other issues such as child protection, anti-social behaviour and domestic abuse.



This chart looks at the estimated prevalence of drug and alcohol dependent people in Westminster compared with nationally. This provides an estimate of the number that need specialist treatment.

Opiate and/or crack dependent people in Westminster is considerably higher than nationally. Although rates have been falling year on year, despite rising levels of acquisitive crime over this period.

²⁶ The seven pathways are substance misuse; accommodation; ETE; Health; Finance; families; attitudes lifestyle and thinking and abuse and prostitution for females.

²⁷ <https://www.gov.uk/government/publications/modern-crime-prevention-strategy>

²⁸ <https://nationalcrimeagency.gov.uk/who-we-are/publications/296-national-strategic-assessment-of-serious-organised-crime-2019/file>

²⁹ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/713101/Focal_Point_Annual_Report.pdf

The penetration rate³⁰ is lower in Westminster than other boroughs due to the transitory rough sleeping profile of many substance misusers.

The Westminster drug and alcohol treatment system supports approximately 1,500 residents each year. Within six months of entering the service approximately 50% will be abstinent from or have significantly reduced their usage. Half have also stopped injecting and other health benefits have been achieved.

Over two thirds of dependent users are estimated to be aged over 35, greater than the national average and only 9% of opiate and/or crack and 7% of opiate users are estimated to be aged 15 – 24 lower than the national average.

Overall drug prevalence in the general population is lower now than ten years ago. Cannabis is the main driver of that reduction.³¹

Being in treatment reduces levels of offending. When engaged in and completing treatment, people use fewer illegal drugs, commit less crime, improve their health, and manage their lives better. Drug treatment is estimated to have prevented approximately 4.9m offences in England and Wales in 2010/11. **Reducing the number of heroin and crack users is likely to have the largest impact on volume crime levels.**

The Drug and Alcohol Wellbeing Service (DAWS) is the Tri-borough adult substance misuse service, commissioned by Public Health and delivered by Turning Point. It provides a well established community based service delivered by specialist multidisciplinary staff. In addition, there are teams working with family and children services, primary care as well as specialist education training and employment service.

A specialist community based alcohol treatment service is provided by Change Grow Live, for people who are in the early stages of problem drinking, have linked health problem, or who need formal treatment interventions to resolve their addiction. The Club Drug Clinic delivered through Central and North West London Mental Health Trust (CNWL), is focused on delivering specialised harm reduction and treatment services to residents who are; using novel psychoactive substances problematically, have linked physical or psychological health problems, or who need formal treatment interventions to resolve their addiction.

The Young People’s Health and Wellbeing Service is delivered by Insight, this is a combined substance misuse and smoking cessation service for young people within RBKC and WCC. It works with people up to the age of 25. They work with on average 100 young people with serious and complex needs a year.

| Substance | Westminster No. | Westminster Proportion of treatment population | National Proportion of treatment population |
|----------------------|--------------------|---|--|
| Opiate | 540 | 36% | 53% |
| Non-opiate only | 179 | 12% | 9% |
| Non-opiate & alcohol | 239 | 16% | 10% |
| Alcohol only | 524 | 35% | 28% |

This table looks at the number and proportion of adults in treatment in 2016/17.

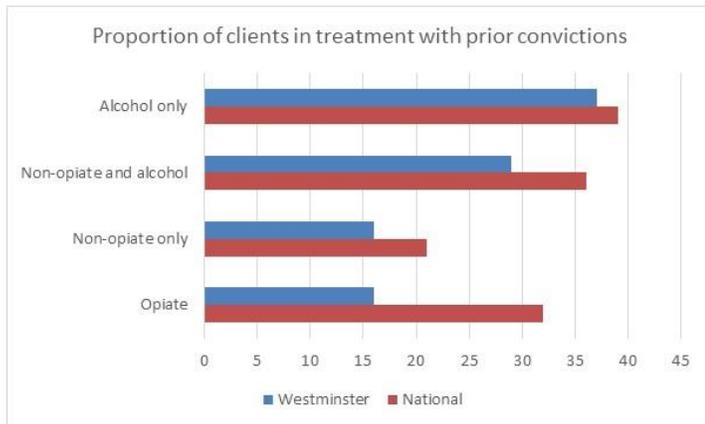
Of note, the proportion of opiate users in treatment is considerably lower than nationally, whilst other substances are greater than the national average.

Despite the strong links between offending and substance misuse, only 8% of people in treatment in Westminster were referred via the Criminal Justice System, that is via an arrest referral scheme or via a Drug

³⁰ Proportion of estimated substance misusers that are accessing treatment.

³¹ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/713101/Focal_Point_Annual_Report.pdf

Rehabilitation Requirement, an Alcohol Treatment Requirement, prison or probation than 14% nationally. Most referrals are self-referrals.

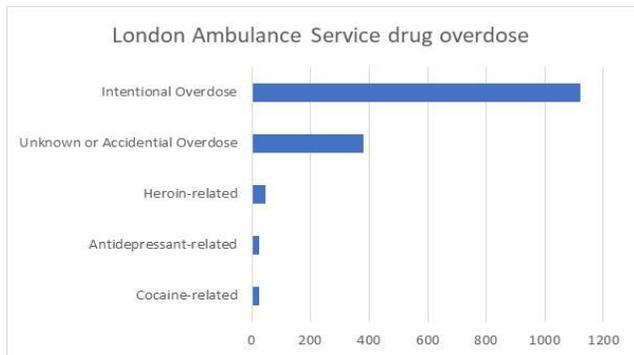


This table looks at the proportion of clients with a prior conviction, calculated at the latest data (December 2012). The cohort is comprised of all clients in treatment at that point, but also includes all clients who were in treatment at any point within the preceding year.

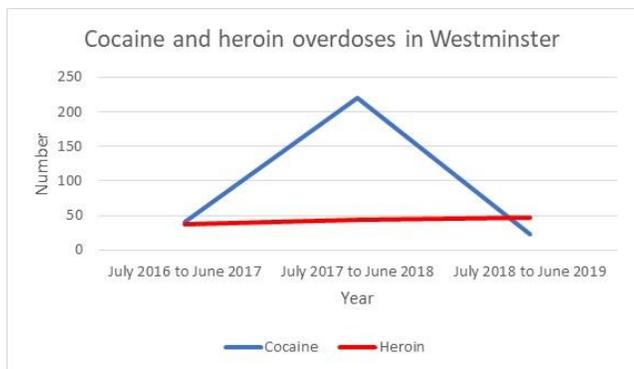
Overall 21% of clients in treatment had prior convictions two years preceding treatment compared with 29% nationally.

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%).³²

The Office for National Statistics report that in 2017 there were 3,756 drug poisoning deaths registered involving both legal and illegal drugs in England and Wales. These are the highest figures to date. Deaths involving cocaine and fentanyl continued to rise while deaths related to new psychoactive substances halved in 2017.³³



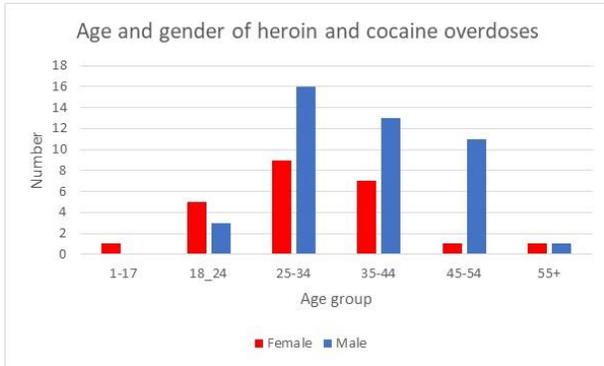
The London Ambulance Service provides details on drug overdoses. There were 1,598 recorded in Westminster in the last year, the highest across London accounting for 6.9% of all incidents in London. St James’s ward accounted for 2% of all incidents across London. Alcohol is flagged as being involved in 34% of all the incidents compared with 26% across London.



Only 3% (47) of incidents stated heroin as the cause of the overdose and 1.4% (23) cocaine. Westminster had the second highest level of heroin and cocaine related overdoses across London. Cocaine overdoses have dramatically reduced from last year at 220 whilst heroin have slightly increased from 47. Over half of these incidents are concentrated in St James’s and West End wards.

³² https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/674858/PHE-MoJ-experimental-MoJ-publication-version.pdf

³³ <https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/deaths/bulletins/deathsrelatedtodrugpoisoninginenglandandwales/2017registrations>



Females made up 35% of the people in Westminster who overdosed on cocaine and heroin.

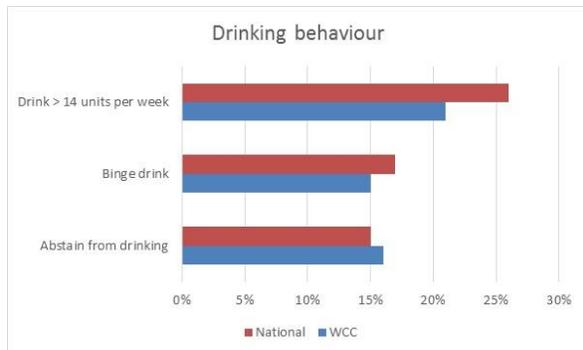
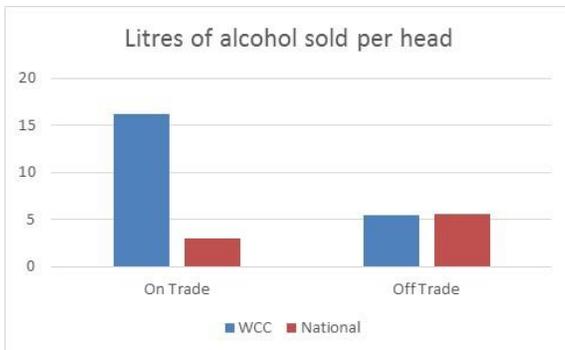
People aged 25-34 made up the greatest proportion at 37%.

St James’s and West End wards accounting for the majority of heroin and cocaine overdoses at 53% and 57% respectively.

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.

Hospital admission episodes for alcohol specific conditions in Westminster over 2017/18 was 1,279 which is worse than the national average. There were only 21 relating to under 18’s which is better than the national average.

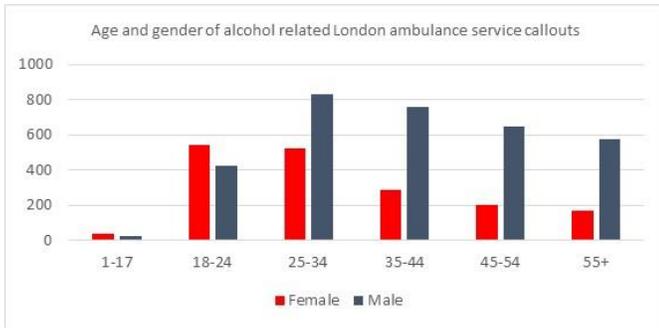
With the strong night time economy in Westminster licensing plays an important role in identifying hot spots for alcohol harm, effectively managing the policing of the night time economy and acting against premises that are causing problems in order to protect the public from crime, antisocial behaviour and noise nuisance caused by irresponsible premises. The availability of alcohol in the local area is a key consideration in reducing harm. The charts below relate to data from 2014.



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. 21% of residents drink more than the recommended 14 units per week compared with 26% nationally.

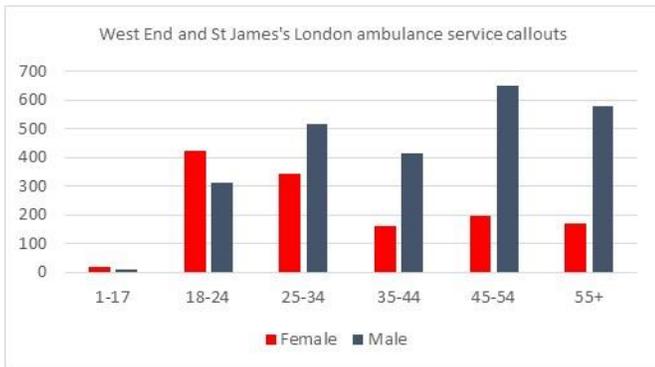
London Ambulance Service data shows Westminster has the **highest volume of alcohol related call outs across London**. There were 5,337 this year accounting for 8.2% of the London volume. 5% of London volume of alcohol related call outs was in St James’s ward (2.8%) and West End ward (1.9%).



35% 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.

Half of all callouts is for people aged 18 – 34. Westminster has a greater proportion of 18-24 year old call outs (19%) compared with across London at 12%.



Unsurprisingly 58% of all the London ambulance service related call outs were in West End and St James’s wards, where there is the greatest concentration of licensed premises.

Whilst there is a similar gender split in this area compared with across the borough and London. There is a greater percentage of call outs relating to people aged over 45.

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 Soho Angels project launched last year and is a team of volunteers to make Westminster’s nightlife safer for everyone. They work in partnership with St John Ambulance to provide medical help at a Night Hub in Dean Street. The aim of the project is to reduce 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. Over the last year, London Ambulance Service related call outs have reduced by 5% in West End ward. It also aims to 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 economy³⁴.

Recommendation: Substance misuse is a key driver to committing crime and accounts for 29% of the costs of crime to the partnership. The UK drugs market and associated crime is expected to continue to grow. Being in treatment reduces levels of offending, therefore we need to ensure that people know how to refer and encourage people to access treatment and increase referrals from the CJS into DAWS. In addition, we need to continue to enforce against street level drug dealing.

³⁴ <https://www.londonfirst.co.uk/sites/default/files/documents/2018-05/Londons-24-hour-economy.pdf>

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 in Westminster 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. The Transforming Rehabilitation Inquiry³⁷ stated that, 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.

15% of men and 13% of women in prisons listed 'no fixed abode' as their accommodation status when leaving prison³⁸. A recent freedom of information request to the MoJ identified that **66.6% of prisoners who identify themselves as homeless reoffended within a year of release compared with 42.8% in settled accommodation**. 23% of people accessing homeless accommodation projects and 16% of day centres have had recent contact with the criminal justice system.³⁹ Research by the MoJ showed that 79% of those who were previously homeless went on to be convicted in the first year after being released⁴⁰.

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.

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. 7 clients have also been provided additional support via a Starting Point Plus programme.

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 (CHAIN⁴¹), a database commissioned and funded by the Greater London Authority and managed by St Mungo's, stated from April to June 2019 there were 434 new rough sleepers⁴² identified, an increase of 140 from the previous year; 159 living on the streets

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

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

³⁸ <https://www.homeless.org.uk/sites/default/files/site-attachments/Working%20with%20prison%20leavers%20March%202018.pdf>

³⁹ Homeless Link Annual Review 2016 www.homeless.org.uk/sites/default/files/site-attachments/Full%20report%20-%20Support%20for%20single%20people%202016.pdf

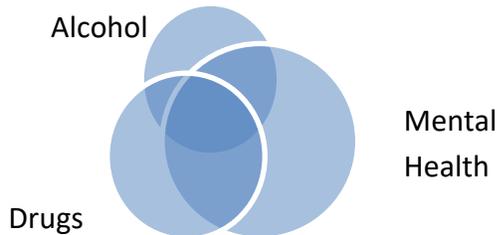
⁴⁰ www.bristol.ac.uk/poverty/downloads/keyofficialdocuments/Reducing%20Reoffending.pdf

⁴¹ <https://data.london.gov.uk/dataset/chain-reports>

⁴² *New rough sleepers – those who had not been contacted by outreach teams rough sleeping before the period.*

⁴³and 311 intermittent rough sleepers⁴⁴. Over the last year 80% of new rough sleepers had no second night out on the streets.

Whilst people from the UK form the greatest nationality accounting for 45% over the last nine months, 37% were classified as of Central and Eastern Europe, over half of whom are Romanian the volume of which is increasing. 38% of people had alcohol needs, 45% drugs and 57% mental health, 18% 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.

41% 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.

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 considered. Work can provide a foundation for a different kind of life, yet 75% of people leaving prisons don't have a job to go to. The MoJ launched an Education and Employment strategy⁴⁵ which has a vision that when an offender enters prison they should be put, immediately, on the path to employment on release. Research from the Department of Work and Pensions has shown ex-offenders and people in recovery from addiction are routinely excluded from the workplace and they are the two groups that employers are least likely to hire.⁴⁶ 94% of prolific offenders had at least one spell claiming out of work benefits compared with 73% non prolific offenders⁴⁷.

Over the financial year 2018/19, 4.3% of the population of Westminster's population was unemployed compared with 4.9% across London. Over half of employers struggle to fill vacancies due to skills shortages, according to the Chartered Institute of Personnel and Development. Only 17% of ex-offenders manage to get a job within a year of release. Whilst two thirds of companies that employ ex-offenders would recommend others do the same.

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. One of the partners

⁴³ 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.

⁴⁴ 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'

⁴⁵ <https://www.gov.uk/government/publications/education-and-employment-strategy-2018>

⁴⁶ <https://www.forwardtrust.org.uk/media/1456/bridging-the-gaps-final.pdf>

⁴⁷ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/780477/prolific-offenders-experimental-statistics-2018-q3.pdf

working with them is Bounce Back a charity and a social enterprise focussed on the training and employment of ex-offenders. It acts as a bridge between prison and full time employment.

As ETE is a high need the IGXU funds a worker through WES specifically to work with the IGXU cohort. Improving ETE and attainment for young people is a key aim of the YOS. The cohort actively engaged in ETE has continued to decline and was lower than the London average for the first time in a number of years at 48% compared with 52% across London. An ETE worker has been recruited to assist in improving this.

19% 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 Services⁴⁸ found the system 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 residents experience highest well-being across the London.

Mental health concerns are high in the YOS with 69% identified as having a concern, although only 4% have had a formal diagnosis. The IGXU funds a CAHMS worker to support the mental health needs of the cohort. 10% of Starting Over clients are identified as having a mental health need and 6% a physical health need.

Feedback from most partners working with offenders raised concerns around understanding the threshold needed to reach access to mental health provision.

Recommendation: Greater knowledge is needed across the partnership to understand the threshold levels to access mental health support and the 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.

For many, the 'finance gap' on discharge from prison presents a significant challenge for many offenders to 'go straight' on release. At £46⁴⁹, 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.

⁴⁸ https://www.cqc.org.uk/sites/default/files/20171103_cypmhphase1_report.pdf

⁴⁹ Has been at this level for over 20 years.

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 Transforming Rehabilitation 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.

10% of Starting Over clients identified finance as a need.

Families

Data from Supporting Families shown earlier highlights the multiple needs identified by families who have offended and how the children of the families are known to Early Help, evidencing the importance of early intervention to prevent intergenerational transmission. Studies have shown that the intergenerational transmission of convictions is significant and strong, in particular for offensive weapons, drugs and burglary⁵⁰.

Whilst crime levels continue to increase the volume of resident offenders' declines. 65% of those accused of crimes in Westminster were not residents here and 33% were foreign nationals. To successfully reduce crime levels in Westminster we need a strategy that encompasses a focus on cross border offending and foreign national offenders.

Our most recidivist resident offenders are males aged over 35, who commit lower level offences such as theft. To have the greatest impact upon reducing re-offending in our resident offenders we need to focus upon this group as part of the IOM scheme.

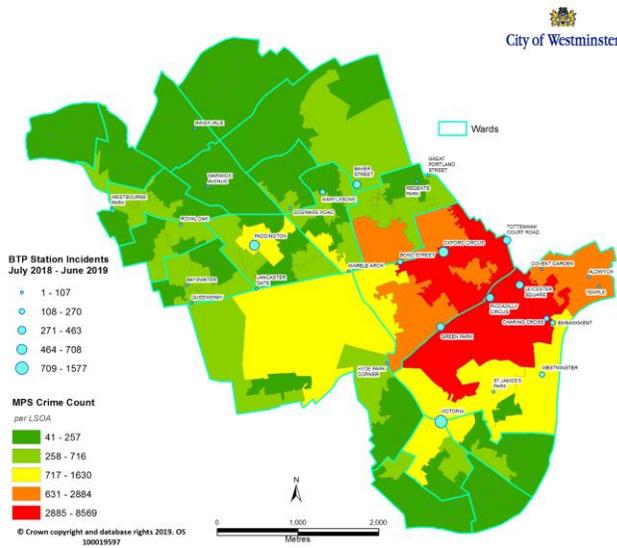
Substance misuse remains a key driver to committing crime, reducing the number of heroin and crack users is likely to have the largest impact on volume crime levels. In addition, securing employment should see a reduction in offending in particular burglary offences.

⁵⁰ <https://www.criminologysymposium.com/download/18.62fc8fb415c2ea10693308ac/1500289611814/TUE08+David+Farrington.pdf>

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. **5% of all of London's crime is located in West End and St James's wards and 32% and 26% of Westminster crime respectively. 41% of all the crime in Westminster is located in just 4⁵¹ of the 128**

LSOA⁵²s in Westminster within West End and St James's wards. Nearly half of all crime is in just 6 LSOAs. 98 of the 128 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.

Westminster accounts for 18% of all BTP incidents, the highest in London. **4.2% of all London incidents were in Victoria Station** and 23% of those in Westminster. Incident levels in Westminster have increased by 28% from the previous year. Increases have occurred across the borough with the exception of Paddington.

98 of the 128 LSOAs have less than one crime a day. The level of incidents is strongly correlated with passenger numbers. **Theft accounted for 47% of all incidents**, the majority being theft of personal property.

The tables overleaf show the temporal distribution of crime and disorder by BTP over this period, on the left and the MPS on the right. The cells shaded red indicates the top 10% of incidents, conversely those in green indicate the bottom 10%. Saturday was the peak day for offending with BTP and the hours of 17:00 to 18:59 accounted for 20% of all incidents. 56% of all incidents were theft, which have increased by 54% from the last year and this increase accounts for the majority of the increase in offences.

⁵¹ West End E01033595 10.6%, St James's E01004734 8.4%, West End E01004763 8%, St James's E01004736 6.3%

⁵² LSOA – Lower Super Output Area is a geographic area containing approximately 1,500 population.

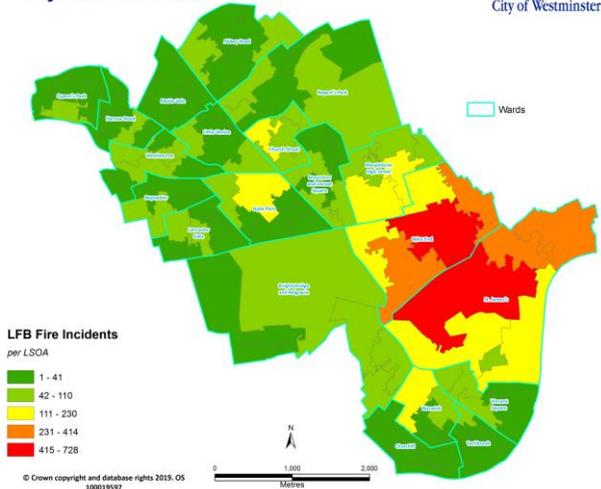
Safer Westminster Partnership Strategic Assessment 2019

| Hour | Mon | Tue | Wed | Thu | Fri | Sat | Sun | TOTAL |
|-------|-----|-----|-----|-------|-------|-------|-----|-------|
| 00:00 | 15 | 15 | 14 | 17 | 24 | 42 | 39 | 166 |
| 01:00 | 7 | 11 | 3 | 6 | 9 | 32 | 29 | 97 |
| 02:00 | 2 | 5 | 3 | 6 | 3 | 27 | 17 | 63 |
| 03:00 | 2 | 3 | 1 | 3 | 1 | 22 | 20 | 52 |
| 04:00 | 1 | 3 | 4 | 1 | 2 | 25 | 25 | 61 |
| 05:00 | 2 | 2 | 6 | 7 | 6 | 14 | 19 | 56 |
| 06:00 | 10 | 17 | 8 | 12 | 3 | 14 | 15 | 79 |
| 07:00 | 21 | 43 | 28 | 21 | 14 | 12 | 22 | 161 |
| 08:00 | 45 | 63 | 51 | 58 | 47 | 27 | 21 | 312 |
| 09:00 | 53 | 73 | 71 | 88 | 50 | 19 | 26 | 380 |
| 10:00 | 51 | 28 | 52 | 31 | 43 | 26 | 21 | 252 |
| 11:00 | 36 | 26 | 24 | 45 | 45 | 50 | 30 | 256 |
| 12:00 | 38 | 28 | 38 | 46 | 49 | 60 | 25 | 284 |
| 13:00 | 24 | 34 | 32 | 34 | 44 | 52 | 45 | 265 |
| 14:00 | 32 | 33 | 49 | 39 | 36 | 49 | 32 | 270 |
| 15:00 | 35 | 65 | 46 | 51 | 43 | 74 | 42 | 356 |
| 16:00 | 60 | 44 | 55 | 70 | 68 | 67 | 48 | 412 |
| 17:00 | 79 | 84 | 80 | 95 | 103 | 80 | 61 | 582 |
| 18:00 | 104 | 88 | 124 | 132 | 134 | 96 | 75 | 753 |
| 19:00 | 66 | 56 | 79 | 80 | 88 | 90 | 55 | 514 |
| 20:00 | 58 | 53 | 60 | 54 | 66 | 69 | 41 | 401 |
| 21:00 | 39 | 36 | 49 | 47 | 52 | 59 | 52 | 334 |
| 22:00 | 36 | 38 | 47 | 37 | 78 | 77 | 36 | 349 |
| 23:00 | 21 | 19 | 22 | 46 | 46 | 55 | 25 | 234 |
| TOTAL | 837 | 867 | 946 | 1,026 | 1,054 | 1,138 | 821 | 6,689 |

| Hour | MON | TUE | WED | THU | FRI | SAT | SUN | TOTAL |
|-------|-------|-------|-------|--------|--------|--------|-------|--------|
| 00:00 | 505 | 573 | 538 | 612 | 714 | 717 | 740 | 4,399 |
| 01:00 | 175 | 225 | 176 | 273 | 342 | 458 | 514 | 2,163 |
| 02:00 | 147 | 205 | 156 | 235 | 257 | 440 | 447 | 1,887 |
| 03:00 | 142 | 172 | 161 | 210 | 237 | 385 | 377 | 1,684 |
| 04:00 | 88 | 118 | 80 | 126 | 139 | 248 | 251 | 1,050 |
| 05:00 | 55 | 66 | 70 | 80 | 93 | 150 | 145 | 659 |
| 06:00 | 82 | 74 | 80 | 74 | 90 | 123 | 111 | 634 |
| 07:00 | 122 | 132 | 127 | 101 | 126 | 111 | 85 | 804 |
| 08:00 | 227 | 243 | 240 | 233 | 236 | 156 | 110 | 1,445 |
| 09:00 | 314 | 321 | 326 | 332 | 338 | 245 | 213 | 2,089 |
| 10:00 | 302 | 310 | 304 | 295 | 332 | 329 | 237 | 2,109 |
| 11:00 | 312 | 287 | 337 | 346 | 396 | 326 | 282 | 2,286 |
| 12:00 | 490 | 477 | 539 | 491 | 488 | 538 | 441 | 3,464 |
| 13:00 | 486 | 444 | 444 | 440 | 477 | 533 | 394 | 3,218 |
| 14:00 | 513 | 474 | 486 | 518 | 580 | 648 | 555 | 3,774 |
| 15:00 | 560 | 503 | 596 | 568 | 606 | 728 | 685 | 4,246 |
| 16:00 | 687 | 591 | 642 | 661 | 752 | 928 | 723 | 4,984 |
| 17:00 | 670 | 683 | 729 | 740 | 978 | 983 | 754 | 5,537 |
| 18:00 | 770 | 732 | 866 | 923 | 1,154 | 1,100 | 694 | 6,239 |
| 19:00 | 641 | 685 | 763 | 898 | 1,101 | 943 | 535 | 5,566 |
| 20:00 | 559 | 545 | 650 | 660 | 861 | 787 | 396 | 4,458 |
| 21:00 | 406 | 456 | 497 | 549 | 787 | 679 | 321 | 3,695 |
| 22:00 | 357 | 362 | 401 | 494 | 706 | 608 | 292 | 3,220 |
| 23:00 | 343 | 280 | 368 | 479 | 645 | 650 | 285 | 3,050 |
| TOTAL | 8,953 | 8,958 | 9,576 | 10,338 | 12,435 | 12,813 | 9,587 | 72,660 |

A similar pattern can be seen in the MPS recorded crimes. 16% of all crimes were recorded between 18:00 to 19:59 hours. Saturday is the peak day for offences accounting for 18% of all recorded offences.

LFB Fire Incidents July 2018 - June 2019

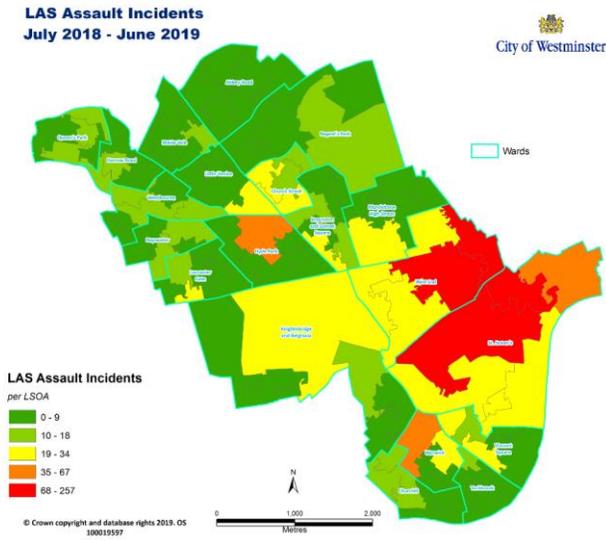


| Hour | Mon | Tue | Wed | Thu | Fri | Sat | Sun | TOTAL |
|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| 00:00 | 36 | 36 | 31 | 39 | 42 | 48 | 46 | 278 |
| 01:00 | 25 | 20 | 18 | 28 | 27 | 37 | 37 | 192 |
| 02:00 | 28 | 29 | 31 | 27 | 19 | 30 | 26 | 190 |
| 03:00 | 15 | 11 | 17 | 22 | 13 | 37 | 25 | 140 |
| 04:00 | 23 | 14 | 11 | 13 | 26 | 31 | 24 | 142 |
| 05:00 | 24 | 28 | 24 | 22 | 18 | 22 | 19 | 157 |
| 06:00 | 33 | 36 | 24 | 18 | 20 | 9 | 22 | 162 |
| 07:00 | 31 | 37 | 41 | 46 | 38 | 30 | 23 | 246 |
| 08:00 | 58 | 79 | 44 | 49 | 63 | 48 | 36 | 377 |
| 09:00 | 53 | 76 | 70 | 75 | 78 | 56 | 49 | 457 |
| 10:00 | 85 | 72 | 82 | 57 | 72 | 59 | 53 | 480 |
| 11:00 | 74 | 77 | 83 | 70 | 55 | 59 | 53 | 471 |
| 12:00 | 63 | 56 | 60 | 58 | 60 | 48 | 61 | 406 |
| 13:00 | 54 | 67 | 79 | 54 | 70 | 72 | 54 | 450 |
| 14:00 | 60 | 55 | 61 | 57 | 61 | 63 | 41 | 398 |
| 15:00 | 62 | 76 | 63 | 62 | 55 | 63 | 67 | 448 |
| 16:00 | 59 | 56 | 71 | 53 | 47 | 62 | 52 | 400 |
| 17:00 | 64 | 68 | 51 | 71 | 55 | 55 | 67 | 431 |
| 18:00 | 66 | 59 | 76 | 53 | 75 | 61 | 60 | 450 |
| 19:00 | 51 | 63 | 66 | 71 | 69 | 63 | 49 | 432 |
| 20:00 | 59 | 53 | 52 | 65 | 71 | 39 | 57 | 396 |
| 21:00 | 56 | 37 | 58 | 45 | 68 | 49 | 52 | 365 |
| 22:00 | 50 | 55 | 54 | 34 | 66 | 44 | 38 | 341 |
| 23:00 | 44 | 31 | 35 | 51 | 48 | 44 | 55 | 308 |
| TOTAL | 1,173 | 1,191 | 1,202 | 1,140 | 1,216 | 1,129 | 1,066 | 8,117 |

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 incidents. The West End (22%) 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. **One third of incidents were within six LSOAs⁵³ within West End and St James's wards.** Overall there has been a 2% reduction in the volume of incidents dealt with in Westminster. 42% of incidents were classified as being at a non-residential property compared with 23% across London. 60% of incidents were automated fire alarms of which 57% were non-residential properties. Highlights the importance businesses can play in reducing emergency call outs. **Only 11% of incidents were either primary or secondary fires.** The volume of primary and secondary fire incidents has reduced by 5%. 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 Churchill (14%) and Warwick Wards (14%).

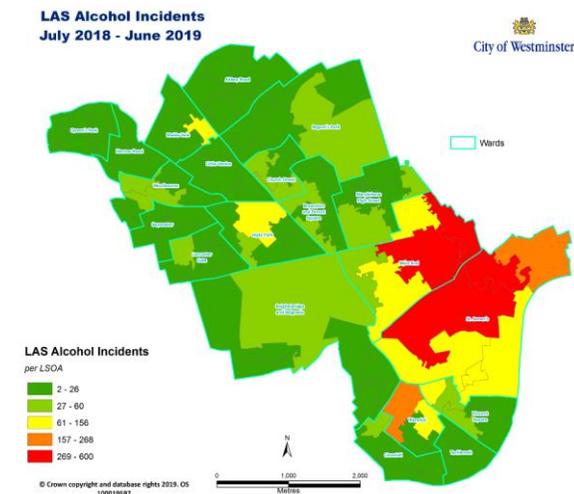
⁵³ LSOA – E01004764 West End (9%), E01004736 St James's (6%), E01004734 St James's (5%), E01004763 West End (5%), E01004761 West End (4%), E01004735 (4%) St James's.



| Hour | Mon | Tue | Wed | Thu | Fri | Sat | Sun | TOTAL |
|--------------|------------|------------|------------|------------|------------|------------|------------|-------------|
| 00:00 | 17 | 11 | 6 | 12 | 13 | 30 | 23 | 112 |
| 01:00 | 8 | 19 | 11 | 11 | 16 | 37 | 29 | 131 |
| 02:00 | 8 | 10 | 11 | 9 | 17 | 32 | 34 | 121 |
| 03:00 | 14 | 7 | 7 | 15 | 12 | 33 | 42 | 130 |
| 04:00 | 5 | 7 | 9 | 11 | 10 | 28 | 21 | 91 |
| 05:00 | 4 | 8 | 6 | 4 | 9 | 4 | 11 | 46 |
| 06:00 | 2 | 5 | 3 | 5 | 8 | 9 | 12 | 44 |
| 07:00 | 3 | 6 | 6 | 7 | 2 | 13 | 7 | 44 |
| 08:00 | 4 | 3 | 4 | 6 | 4 | 10 | 7 | 38 |
| 09:00 | 2 | 4 | 5 | 3 | 6 | 4 | 8 | 32 |
| 10:00 | 5 | 4 | 9 | 3 | 14 | 3 | 3 | 41 |
| 11:00 | 3 | 9 | 6 | 8 | 12 | 6 | 10 | 54 |
| 12:00 | 8 | 7 | 4 | 7 | 16 | 10 | 10 | 62 |
| 13:00 | 6 | 9 | 7 | 7 | 10 | 9 | 7 | 55 |
| 14:00 | 12 | 11 | 11 | 8 | 10 | 11 | 4 | 67 |
| 15:00 | 13 | 7 | 9 | 10 | 16 | 15 | 8 | 78 |
| 16:00 | 13 | 12 | 12 | 8 | 9 | 16 | 11 | 81 |
| 17:00 | 15 | 11 | 12 | 7 | 10 | 10 | 13 | 78 |
| 18:00 | 9 | 13 | 15 | 14 | 12 | 13 | 6 | 82 |
| 19:00 | 17 | 17 | 15 | 15 | 12 | 16 | 11 | 103 |
| 20:00 | 22 | 16 | 14 | 12 | 14 | 18 | 14 | 110 |
| 21:00 | 15 | 15 | 13 | 18 | 22 | 14 | 14 | 111 |
| 22:00 | 11 | 17 | 20 | 20 | 21 | 30 | 19 | 138 |
| 23:00 | 19 | 13 | 11 | 30 | 33 | 30 | 11 | 147 |
| Total | 235 | 241 | 226 | 250 | 308 | 401 | 335 | 1996 |

Westminster now has the highest volume of London Ambulance Service assaults recorded across London. The majority of assaults occurred late Saturday and Friday evening. 49% of all assaults occurred in St James's (29%) and West End (20%) wards, the top two wards across London.

37% of all incidents in Westminster occurred within just 4 LSOAs⁵⁴ of these two wards. St James's and West End wards have the highest volume of assaults across London, at 9 times and 7 times greater than the London average respectively.



| Hour | Mon | Tue | Wed | Thu | Fri | Sat | Sun | TOTAL |
|--------------|------------|------------|------------|------------|------------|-------------|------------|-------------|
| 00:00 | 30 | 39 | 33 | 42 | 72 | 100 | 102 | 418 |
| 01:00 | 28 | 37 | 28 | 39 | 49 | 100 | 103 | 384 |
| 02:00 | 17 | 32 | 28 | 52 | 36 | 106 | 105 | 376 |
| 03:00 | 12 | 27 | 13 | 39 | 47 | 97 | 87 | 322 |
| 04:00 | 11 | 22 | 12 | 19 | 17 | 54 | 63 | 198 |
| 05:00 | 9 | 11 | 9 | 8 | 10 | 16 | 24 | 87 |
| 06:00 | 5 | 4 | 6 | 8 | 14 | 8 | 9 | 54 |
| 07:00 | 9 | 11 | 9 | 11 | 8 | 16 | 7 | 71 |
| 08:00 | 5 | 11 | 12 | 8 | 10 | 11 | 5 | 62 |
| 09:00 | 6 | 9 | 14 | 14 | 10 | 11 | 10 | 74 |
| 10:00 | 8 | 11 | 9 | 14 | 20 | 17 | 8 | 87 |
| 11:00 | 10 | 17 | 21 | 16 | 12 | 21 | 16 | 113 |
| 12:00 | 10 | 21 | 21 | 15 | 21 | 21 | 16 | 125 |
| 13:00 | 14 | 23 | 18 | 28 | 23 | 24 | 23 | 153 |
| 14:00 | 23 | 21 | 25 | 21 | 24 | 27 | 19 | 160 |
| 15:00 | 23 | 27 | 17 | 32 | 23 | 33 | 18 | 173 |
| 16:00 | 29 | 28 | 22 | 32 | 24 | 34 | 30 | 199 |
| 17:00 | 33 | 28 | 41 | 31 | 34 | 44 | 30 | 241 |
| 18:00 | 24 | 38 | 32 | 32 | 38 | 47 | 26 | 237 |
| 19:00 | 40 | 35 | 25 | 37 | 49 | 72 | 31 | 289 |
| 20:00 | 31 | 31 | 45 | 40 | 49 | 77 | 27 | 300 |
| 21:00 | 51 | 45 | 44 | 56 | 66 | 60 | 48 | 370 |
| 22:00 | 35 | 44 | 66 | 72 | 76 | 74 | 45 | 412 |
| 23:00 | 28 | 42 | 57 | 82 | 108 | 70 | 45 | 432 |
| TOTAL | 491 | 614 | 607 | 748 | 840 | 1140 | 897 | 5337 |

Westminster has the highest volume of alcohol related LAS call outs, accounting for 8.2% 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 4⁵⁵ of the 128 LSOAs account for 40% of all alcohol LAS incidents. Saturday is the peak day accounting for 21%

of all incidents and half of all incidents occurred between 21:00 to 03:59 hours. 58% of all Westminster incidents occurred in St James's (34%) and West End (24%) wards. Levels of incidents have slightly reduced from last year by 0.6%.

The night time economy (NTE) is a crucial part of London's offer to both residents and visitors. The introduction of 24-hour alcohol licensing changed the way the NTE operates. The table below looks at the temporal split of crime and incident data by day time (6am to 6pm) and night time (6pm to 6am).

⁵⁴ LSOA – E01004734 St James's (13%), E01004764 West End (9%), E01004736 St James's (8%), E01004763 West End (7%).

⁵⁵ LSOA – E01004734 St James's (11%), E01004736 St James's (11%), E01004764 West End (9%), E01004763 West End (9%).

| | London | | | | | | | London | | | | | | |
|--------------|----------------|-----------------------------------|--|---|--------------|--------------|---------------|----------------|-----------------------------------|--|---|------------|------------|------------|
| | Recorded crime | London Ambulance Service Assaults | London Ambulance Service alcohol related call outs | London ambulance service drug overdoses | BTP | Fire | Total | Recorded crime | London Ambulance Service Assaults | London Ambulance Service alcohol related call outs | London ambulance service drug overdoses | BTP | Fire | Total |
| 6am to 6pm | 34,590 | 674 | 1,512 | 645 | 3,609 | 4,726 | 45,756 | 47.6 | 33.8 | 28.3 | 40.4 | 54.0 | 58.2 | 47.5 |
| NTE | 38,070 | 1,322 | 3,825 | 953 | 3,080 | 3,391 | 50,641 | 52.4 | 66.2 | 71.7 | 59.6 | 46.0 | 41.8 | 52.5 |
| Total | 72,660 | 1,996 | 5,337 | 1,598 | 6,689 | 8,117 | 96,397 | 100 | 100 | 100 | 100 | 100 | 100 | 100 |

For police recorded crime there is a slightly greater volume of incidents during the night time, but this is more pronounced for London Ambulance service data, in particular alcohol related call outs. Whilst BTP and Fire related call outs are slightly greater during the day time.

| | Burglary | Criminal damage | Drugs | Fraud & Forgery | Robbery | Sexual offences | Theft & Handling | Violence against the person |
|------------|----------|-----------------|-------|-----------------|---------|-----------------|------------------|-----------------------------|
| 6am to 6pm | 49 | 43 | 56 | 59 | 31 | 36 | 49 | 47 |
| NTE | 51 | 57 | 44 | 41 | 69 | 64 | 51 | 53 |

This chart looks at the percentage split of the main crime categories by day and night time.

Drugs and fraud and forgery offences were most likely to be day time offences whilst all other crime types were more likely to take place during the night time.

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.

Recommendation: The West End and St James’s wards should remain as priority locations for the borough, as the data clearly shows they have and will continue to have by far the greatest concentration of crime and disorder across the borough and London. The SWP could be more specific and focus on the four LSOAs where the disproportionate amount of crime and disorder is located.

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 uses London specific and more up to date datasets related to crime, deprivation and population⁵⁶. 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**.

⁵⁶ 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.

| 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. Young people brought up in deprived neighbourhoods by fragmented families are more susceptible to members of 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. This is evidenced in Westminster where 20% of the YOS cohort live in Church Street, 20% Queen's Park and 17% Westbourne wards.

| Ward | % of troubled families |
|-----------------------------|------------------------|
| Church St | 14.8 |
| Westbourne | 14.0 |
| Queens Park | 13.6 |
| Harrow Road | 9.5 |
| Churchill | 7.1 |
| Maida Vale | 6.2 |
| Little Venice | 4.3 |
| Vincent Square | 4.1 |
| Regents Park | 3.0 |
| Hyde Park | 2.9 |
| Tachbrook | 2.9 |
| St James's | 2.8 |
| Warwick | 2.6 |
| Lancaster Gate | 2.5 |
| Bayswater | 2.3 |
| Abbey Road | 2.2 |
| Bryanston and Dorset Square | 1.9 |
| West End | 1.8 |
| Marylebone High St | 1.2 |
| Knightsbridge and Belgravia | 0.4 |

An alternative method of looking at vulnerable crime locations is to utilise the data from the Supporting Families programme (previously called Troubled Families). They are defined as having a number of issues and cause problems to the community around them, putting high costs on the public sector.

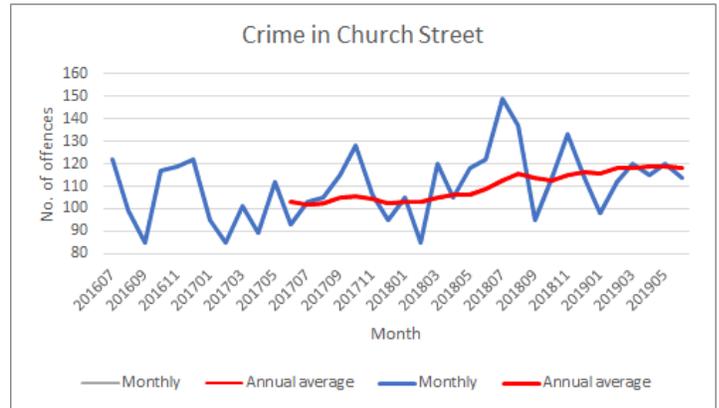
Supporting families are identified based on whether they have two or more complex needs, which fall within 6 criteria; crime and anti-social behaviour, poor school attendance, children in need, worklessness or financial insecurity, domestic violence and parents or children which suffer from health problems.

This table shows the percentage of families located in each ward. Whilst there is some similarity with the Vulnerable localities profile, St James's ward is a lot lower.

Of the families that meet the crime criteria 18% are in Queen's Park, 14% Church Street and 13% Westbourne.

- 33% of children receive free school meals;
- 285 older people are supported by social care, i.e. 18% of older ward population and 10% of all across Westminster;
- Well-being⁵⁸ index 537 out of 625 London wards where 1 has the highest well-being;
- 536 Troubled Families reside here;
- 10% of all adult safeguarding referrals reside here.

| Offence | July 2017 to June 2018 | July 2018 to June 2019 | % change |
|--------------------------------------|------------------------|------------------------|------------|
| Violence Against the Person | 393 | 410 | 4.3 |
| Theft | 232 | 278 | 19.8 |
| Vehicle Offences | 170 | 145 | -14.7 |
| Arson and Criminal Damage | 107 | 124 | 15.9 |
| Public Order Offences | 106 | 121 | 14.2 |
| Burglary | 87 | 111 | 27.6 |
| Drug Offences | 85 | 103 | 21.2 |
| Robbery | 47 | 70 | 48.9 |
| Sexual Offences | 29 | 25 | -13.8 |
| Possession of Weapons | 22 | 24 | 9.1 |
| Miscellaneous Crimes Against Society | 29 | 10 | -65.5 |
| TOTAL | 1,307 | 1,421 | 8.7 |



Church Street has the tenth highest level of crime in Westminster accounting for only 1.9% of all its crime. Crime has increased by 9% over the last year. Increases in other theft, robbery of the person and criminal damage account for most of this increase.

LSOA E01033604 is where crime is increasingly concentrated in the ward accounting for 29% of all the crime. This area covers part of Edgware Road and the junction with Edgware Road station.

29% of crime in Church Street is violence against the person offences, two thirds of which is without injury.

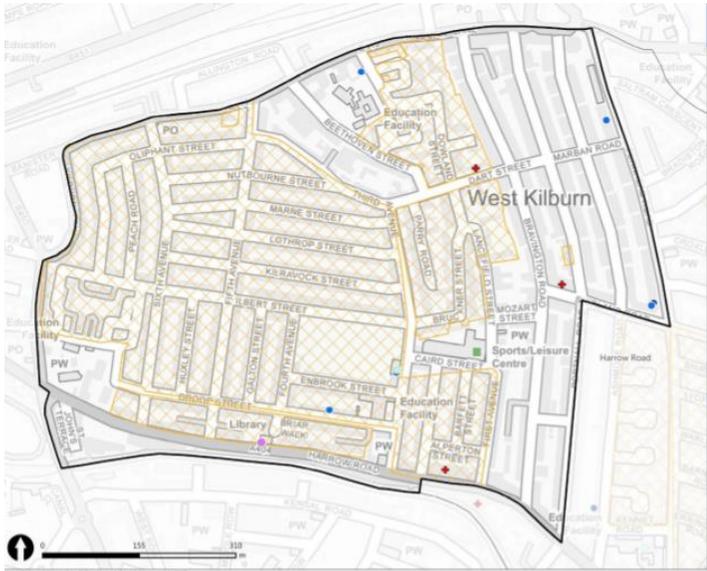
- There were 348 fires recorded in Church Street ward the fifth highest in Westminster, of which 75% were in a dwelling. 14% of all fire incidents were primary or secondary fires, 58% automated fire alarms;
- 76 BTP incidents were recorded at Edgware Road station, just over one third were for theft of personal property and a third for violence against the person.
- 70 London Ambulance Service assaults were recorded a 27% increase from the previous year and the 9th highest ward in Westminster. 8 were knife and 1 gun injury. This is the third highest knife injury in the borough.
- 125 alcohol related London ambulance incidents were recorded, the 12th highest in Westminster;
- There were 50 London Ambulance Service related drug overdose incidents of which 2 were heroin related.
- 17% of the IGU cohort reside here.
- 20% of the current YOS cohort reside here.

Queen’s Park ward⁵⁹

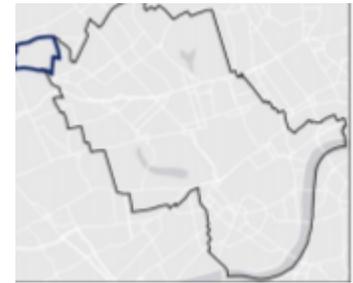
Previously the second most vulnerable ward in Westminster the level of vulnerability has been reducing year on year.

⁵⁸ 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.

⁵⁹ <https://www.westminster.gov.uk/sites/default/files/queens-park-ward-profile.pdf>



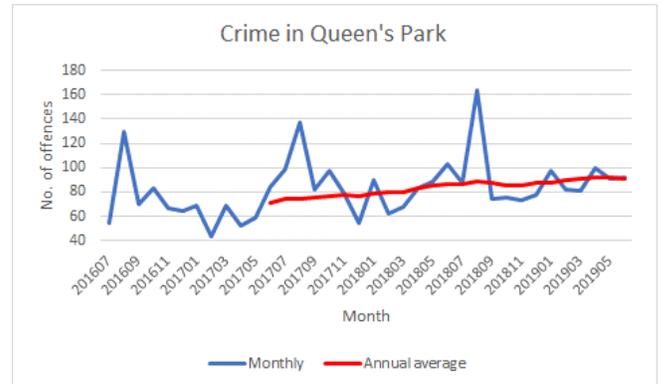
- Housing estate
- Nursery
- Primary school
- Alternative provision or special school
- Library
- + General Practice
- Leisure centre



- 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;
- 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 2017 to June 2018 | July 2018 to June 2019 | % change |
|--------------------------------------|------------------------|------------------------|------------|
| Violence Against the Person | 342 | 338 | -1.2 |
| Vehicle Offences | 125 | 166 | 32.8 |
| Theft | 118 | 127 | 7.6 |
| Drug Offences | 73 | 123 | 68.5 |
| Arson and Criminal Damage | 102 | 100 | -2.0 |
| Burglary | 118 | 92 | -22.0 |
| Public Order Offences | 82 | 76 | -7.3 |
| Robbery | 32 | 31 | -3.1 |
| Possession of Weapons | 22 | 18 | -18.2 |
| Sexual Offences | 14 | 18 | 28.6 |
| Miscellaneous Crimes Against Society | 15 | 8 | -46.7 |
| TOTAL | 1,043 | 1,097 | 5.2 |



Queen’s Park has the 16th highest level of crime in Westminster accounting for 1.5% of all its crime.

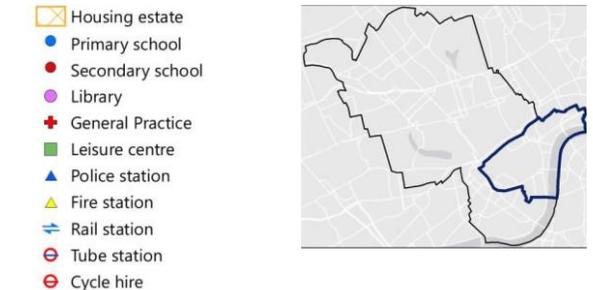
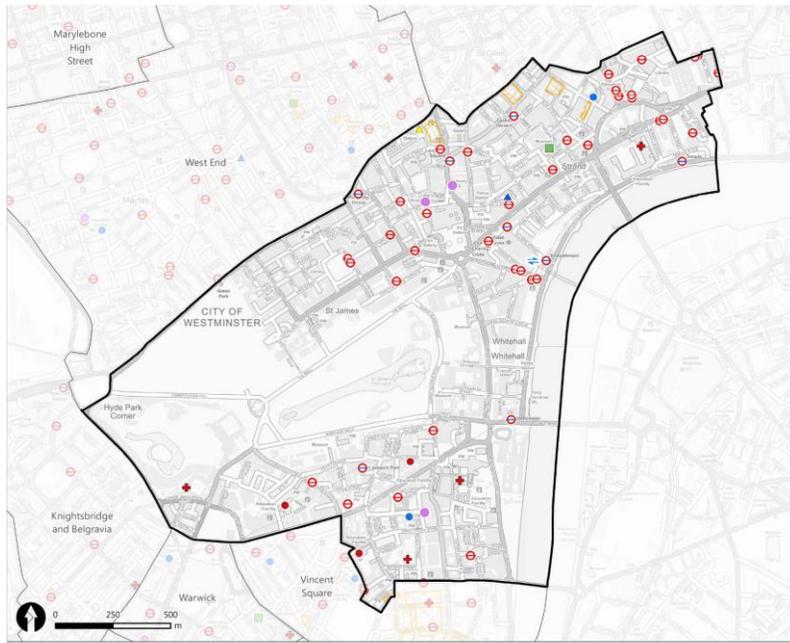
Recorded crime has increased by 5% or 54 crimes. This is one of the smallest increases across Westminster and many offence types have seen reductions. Most offence increases have been from drug possession and theft from a motor vehicle. Over half of all crime within Queen’s Park ward is within 2 of the 6 LSOAs, E01004723 and E01004721. There were 155 fires recorded, the third lowest volume in Westminster. 78% were in a dwelling. 42% were automated fire alarms and 10% were primary and secondary fires.

- 11th highest levels of London Ambulance Service assaults at 53 a reduction of 4 from the previous year, of which 5 were knife assaults and 3 sexual.

- 59 London Ambulance Service alcohol related incidents, third lowest in Westminster;
- 44 LAS drug overdose incidents of which one was classed as heroin related.
- 20% of the IGU cohort reside here.
- 20% of the YOS cohort reside here.

St James’s ward⁶⁰

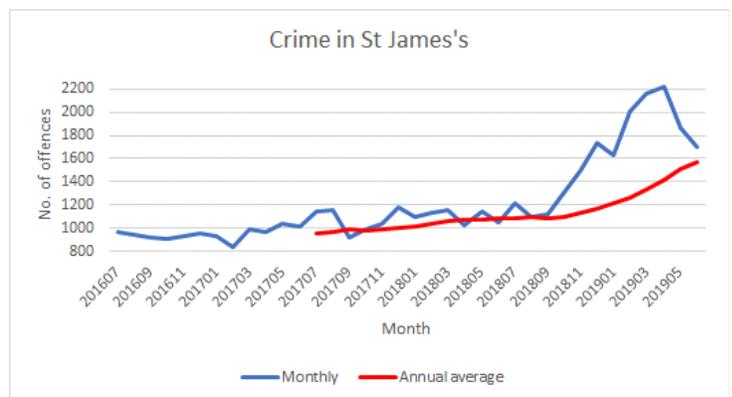
The second highest crime ward in London and the second most vulnerable ward in Westminster identified through the vulnerable localities profile.



- 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;

- 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 2017 to June 2018 | July 2018 to June 2019 | % change |
|--------------------------------------|------------------------|------------------------|-------------|
| Theft | 7,277 | 12,752 | 75.2 |
| Violence Against the Person | 2,286 | 2,679 | 17.2 |
| Robbery | 481 | 882 | 83.4 |
| Public Order Offences | 784 | 846 | 7.9 |
| Burglary | 450 | 558 | 24.0 |
| Drug Offences | 517 | 473 | -8.5 |
| Arson and Criminal Damage | 430 | 449 | 4.4 |
| Vehicle Offences | 330 | 411 | 24.5 |
| Sexual Offences | 240 | 243 | 1.3 |
| Possession of Weapons | 164 | 196 | 19.5 |
| Miscellaneous Crimes Against Society | 70 | 57 | -18.6 |
| TOTAL | 13,029 | 19,546 | 50.0 |



⁶⁰ <https://www.westminster.gov.uk/sites/default/files/st-jamess-ward-profile.pdf>

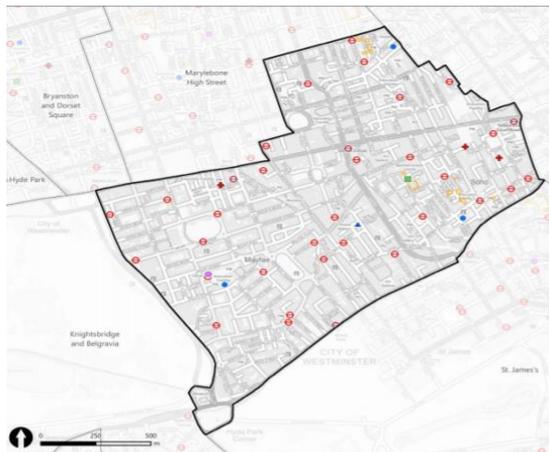
St James's ward has the second highest level of crime in Westminster and across London, accounting for 2.3% of all crime in London. 26% of all the crime in Westminster is located here. Crime is even more concentrated with 45% of all the wards crime located in E01004734 covering Leicester Square and Soho and 28% in E01004736 covering south of Piccadilly Circus and Green Park. These two areas have also seen significant increases in crime at 20% and 11% respectively. 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 with 6,517 more offences. 82% of this increase is from increases in other theft and theft from person.

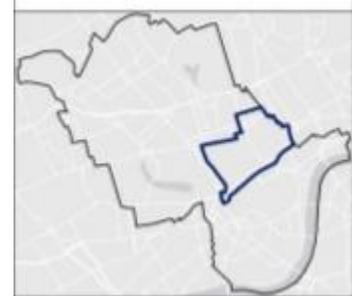
- There were 1,654 fire call outs the second highest across London accounting for 20% of all incidents across the borough and 1.6% across London. 64% were classed as non residential and 16% dwelling. 14% were primary and secondary fires, 66% were for automated fire alarms.
- 23% (1,540) of all BTP related incidents were here, the majority at Piccadilly Circus and Leicester Square stations. 62% were for theft and 24% violence.
- 581 London ambulance assaults were recorded here that is an increase of 46 from the previous year and remains the highest ward across London accounting for 1.5% of all London incidents and 29% in Westminster. 18 were classified as knife, second highest in Westminster and 2 gun.
- 1,854 Alcohol related LAS call outs, highest across London accounting for 3% of all London incidents and 35% across Westminster.
- 484 drug overdose LAS call outs, highest across London accounting for 2% of total and 30% across Westminster. 14 were classed as heroin related and 8 cocaine related.

West End ward⁶¹

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

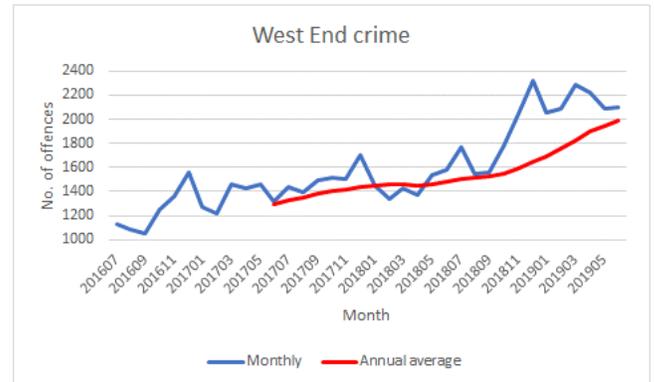


- 5% (12,372) of Westminster's population is located in West End ward;
- It is within the 30 – 40% most deprived in the UK
- 10% of the population are aged under 18 less than the borough average;
- 6% of the wards working age population is claiming benefits;
- 23% live in socially rented properties;

⁶¹ <https://www.westminster.gov.uk/sites/default/files/west-end-ward-profile.pdf>

- 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 2017 to June 2018 | July 2018 to June 2019 | % change |
|--------------------------------------|------------------------------|------------------------------|-------------|
| Theft | 11,377 | 16,453 | 44.6 |
| Violence Against the Person | 1,910 | 2,039 | 6.8 |
| Robbery | 824 | 1,470 | 78.4 |
| Burglary | 982 | 1,037 | 5.6 |
| Vehicle Offences | 722 | 915 | 26.7 |
| Public Order Offences | 683 | 657 | -3.8 |
| Drug Offences | 452 | 497 | 10.0 |
| Arson and Criminal Damage | 394 | 420 | 6.6 |
| Sexual Offences | 239 | 231 | -3.3 |
| Miscellaneous Crimes Against Society | 95 | 88 | -7.4 |
| Possession of Weapons | 65 | 49 | -24.6 |
| TOTAL | 17,743 | 23,856 | 34.5 |



West End ward has the highest volume of recorded crime across London, accounting for 2.8% of all crime in London.

There have been 6,113 more recorded crimes. 85% of this increase is from an increase in other theft and theft from person offences. 10% of the increase is from increases in robbery of personal property.

67% of all crime is within just 2 of the 6 LSOAs E01033595 and E01004763. WHERE ARE THEY?

- Highest level of fire related incidents across London at 1,799. 2% of all London incidents are in this ward and 22% of Westminster's. 67% of fire incidents were classed as non residential and only 15% in a dwelling. 13% of fire incidents were primary and secondary fires. 68% of call outs are for automated fire alarms.
- 26% (1,716) of all Westminster BTP incidents, 63% theft and 23% violence.
- Second highest level of London Ambulance Service assaults across London (405) an increase of 75 incidents accounting for 1% of all London's assaults and 20% of Westminster's. 21 were knife with injury the highest in Westminster.
- Second highest level of LAS alcohol related call outs across London (1,217) accounting for 2% of all London incidents and 23% of Westminster.
- Second highest level of LAS drug overdose related call outs across London (319) accounting for 1.4% of all London incidents and 20% across Westminster. 11 were classed as heroin related and 5 cocaine related.

As well as concentrating resources on the areas of the boroughs with the highest volumes of crime i.e. the West End, we should also work to reduce the increased vulnerability to crime in the most deprived neighbourhoods of the borough, in particular Church Street.

Risk and protective factors

Intervening early with families and young people to reduce their risk of victimisation and prevent offending, is a cross cutting principle of the work of the SWP. There are many studies which have identified the risk and protective factors, that are flags or signals of risk of involvement in crime. This section looks at them, to identify who and where we should dedicate resources to mitigate the risk.

No single risk factor leads a young person to delinquency. Risk factors 'do not operate in isolation and typically are cumulative: the more risk factors that youth are exposed to, the greater likelihood that they will experience negative outcomes, including delinquency'.⁶²

Risk and protective factors have been identified into several domains⁶³:-

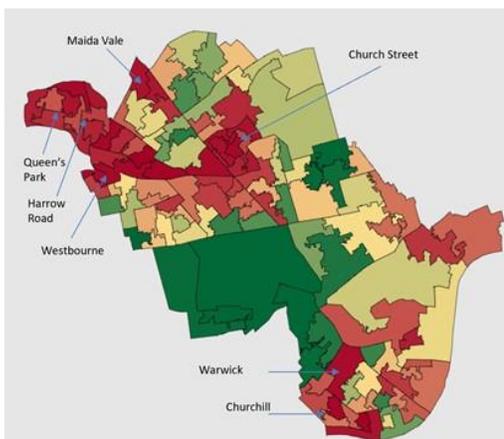
- individual,
- family,
- peers and
- school, neighbourhood and community.

In addition to these factors it is important to understand where young people live in the borough. The highest proportion of 10 -17 years olds live in Queen's Park and Church Street wards (17%). Whilst the overall borough population is expected to increase by 5% by 2025, the 10 – 17 population is expected to increase by 13%.

Some of the risk and protective factors which are quantifiable are shown below.

Individual risk factors include committing ASB at a young age. The role of the Early Help Specialist Practitioner ASB, commenced in January 2017. The objective of the role is to support and manage a caseload of young people aged 10 to 18 who have been involved in ASB in Westminster. Despite the apparent need for the role from January 2017 to October 2018 only 92 referrals were received. The role continues to be funded and outcomes are being reviewed.

Over three quarters (79%) of adult prolific⁶⁴ offenders received their first caution or conviction as a juvenile. If we can intervene early at this stage we can prevent offending levels from escalating further.



Exposure to poverty is an important family risk factor and living in an impoverished neighbourhood is a school/community factor. This map shows the income deprivation affecting children in 2015. 28.7 is the score for Westminster which is higher than the London average of 24.1.

This map shows how the deprivation is concentrated in the wards of Church Street, Queen's Park, Harrow Road and Westbourne. These are also areas where higher concentrations of young people live.

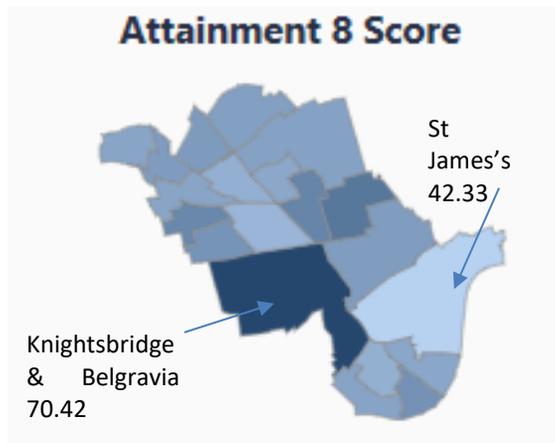
⁶² Kenriozia and Osher, 2004, p183

⁶³ <https://youth.gov/youth-topics/juvenile-justice/risk-and-protective-factors>

⁶⁴ A prolific offender is someone who has committed a disproportionately large number of offences relative to their age group (4 or more offences for a juvenile, 8 for a young adult and 16 or more for an adult).

The table below looks at a variety of early intervention risk factors and compares Westminster with the London and England average. All figures in Westminster are below the London and England average except for Child Poverty.

| | Child Poverty | Children in Need (% of school age children) | Not in education employment or training (16-17) | Looked after children (LAC) (rate) | Average number of missing incidents per LAC who went missing | % LAC who had a missing incident during the year | Children subject to child protection plan: initial category abuse | Children subject to child protection plan: initial category neglect |
|------------|---------------|---|---|------------------------------------|--|--|---|---|
| WCC | 28.5% | 11.9% | 2.8% | 45 | 5.2 | 10 | 12.6 | 10.2 |
| London | 19.2% | 73.4% | 5% | 49 | 6.3 | 14 | 21.3 | 16.3 |
| England/UK | 16.6% | 84.0% | 6% | 64 | 6.1 | 11 | 21.2 | 21.8 |



A Ministry of Justice Survey of Prolific Offenders⁶⁵ found that only 3% of prolific offenders achieved 5 or more GCSE (or equivalent) passes at A*-C including English and Maths, compared with 20% of non-prolific offenders and 59% of all pupils.

This map looks at the Attainment 8⁶⁶ score for 2017/18 by ward. For Westminster the average score is 52.7 compared with 49.2 across London. The fourth highest across London.



Prolific offenders (43%) and non-prolific offenders (32%) are more likely than all pupils (15%) to have been eligible for free school meals. This chart looks at the percentage of children receiving free school meals, by ward. As expected the wards most prominent, correlate with the deprivation map above.

23% of Westminster maintained secondary school pupils receive free school meals compared with 16% across London; the sixth highest across London.⁶⁷

Special educational needs are a risk factor. One in five children in custody have learning difficulties. 2.7% of pupils in Westminster have educational health care plans compared with 3% across London.⁶⁸

⁶⁵https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/802131/prolific-offenders-experimental-statistics-may-2019.pdf

⁶⁶ Attainment 8 measures a student's average grade across eight subjects.

⁶⁷ DCSF 2018 Free school meal arrangements

⁶⁸ 2018 Pupils with statements of special education DCSE August 2018

Prolific offenders had considerably higher rates of absence and exclusion than non-prolific offenders. 42% of prisoners have a history of being permanently excluded from school.

Unauthorised absence % of missed sessions

| | State Primary | State Secondary | Special |
|-------------|---------------|-----------------|---------|
| Westminster | 1.20 | 1.60 | 1.50 |
| London | 1.10 | 1.50 | 2.10 |

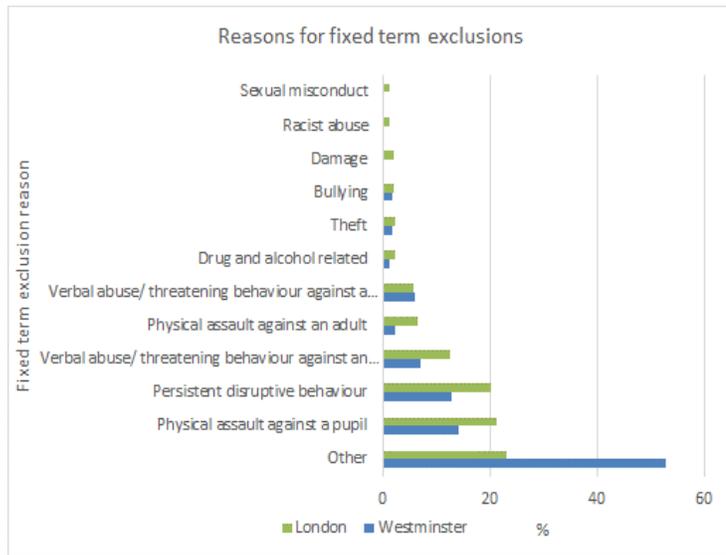
Fixed period exclusion rate

| | State Primary | State Secondary | Special |
|-------------|---------------|-----------------|---------|
| Westminster | 0.52 | 9.55 | 8.37 |
| London | 0.83 | 7.50 | 15.51 |

Permanent exclusion rate

| | State Primary | State Secondary | Special |
|-------------|---------------|-----------------|---------|
| Westminster | no data | 0.05 | 0.00 |
| London | 0.01 | 0.19 | 0.05 |

Rates are greater in Westminster than across London for unauthorised absences in primary and secondary schools and fixed period exclusions in secondary schools. Of note this data relates to pupils at Westminster schools and not where Westminster residents attend school. The table below looks at the reasons for fixed term exclusions comparing Westminster with the London average.



Westminster had the fourth lowest rate of physical assault against a pupil and third lowest against an adult, across London.

The Troubled Families programme known locally as Supporting Families draws data from a variety of sources to identify families that meet the criteria⁶⁹ to be part of the programme.

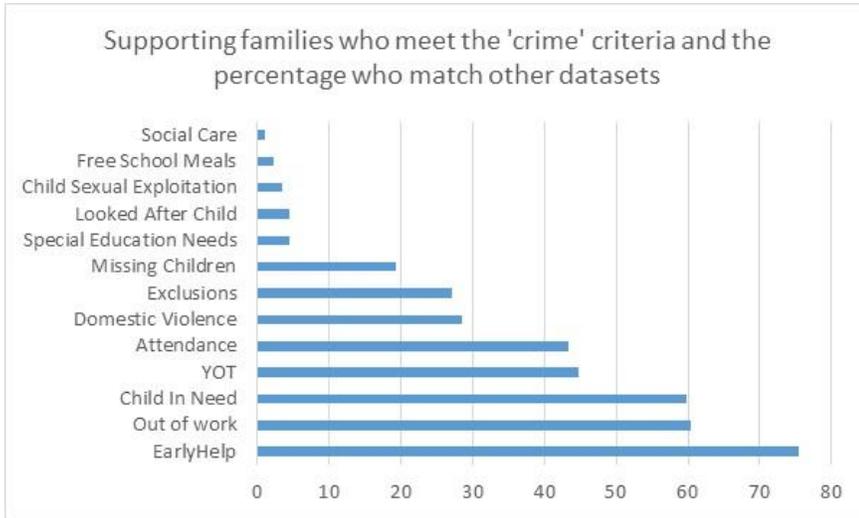
Supporting Families data, for Westminster residents only, shows the top three schools for exclusions are: Paddington Academy, Westminster Academy and Westminster City School.

Of the Supporting Families cohort who were excluded, 70% were also known to Early Help, 65% had health concerns and 50% were either a victim or offender of crime.

A school inclusion pilot in some primary schools was recently launched, to tackle increased exclusions as a way of reducing youth crime. This has three components; trauma informed training for staff, a dedicated team of Early Help Family Practitioners led by a family therapist and one to one group mentoring for each child.

Truancy in adolescence is related to detrimental developmental outcomes over the life course, including a greater risk for delinquency during adolescence and offending in adulthood.

⁶⁹ Troubled Families – to be part of the cohort families need 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 and health problems.



The chart to the left shows the families who meet the ‘crime’ criteria, (of note they can be both victims and offenders of crime) and the percentage who matched other datasets.

Three quarters were known to Early Help, 60% were out of work and 60% classed as a child in need. This highlights how these families are known to many of our services and the importance of targeting these families to reduce intergenerational transmission.

The Troubled Families programme only has government funding committed until March 2020. The loss of such funds will have a significant impact upon the Early Help services it supports across the Bi-borough Children’s and Family Services, which are key to intervening early with young people at risk of being victims or perpetrators of crime.

Children and young people who are in contact with the justice system have worse health outcomes than children in the general population. The table below looks at some indicators from Public Health England

| | Admissions for alcohol specific conditions per 100,000 | Admission episodes for alcohol specific conditions <18 | Hospital admissions due to substance misuse (15-24) | Hospital admissions caused by deliberate injuries in young people (15-24) | School pupils with social, emotional and mental health needs | Children in need due to family stress or dysfunction or absent parenting: rate per 10,000 children under 18 |
|---------|--|--|---|---|--|---|
| WCC | 641 | 15.9 | 62.2 | 69.0 | 3.19 | 145.0 |
| London | 544 | 18.0 | 62.0 | 99.1 | 2.41 | 97.9 |
| England | 570 | 32.9 | 87.9 | 132.7 | 2.39 | 93.8 |

The table shows Westminster has higher than average levels of school pupils with social, emotional and mental health needs and much higher levels of Children in Need due to family stress or dysfunction or absent parenting.

On the whole Westminster has lower risk and protective factors for young people in the borough, than across London. Those who meet many of these factors will be identified from the Supporting Families programme and should be worked with to prevent an escalation of behaviour and involvement in crime.

However, the data clearly shows pockets of risk in the borough, i.e. within the most deprived wards. They are at increased risk as is evidenced by the volume of YOS and IGXU clients who reside there.

Recommendation: Any Early Intervention Projects should be concentrated in Church Street or Queen’s Park wards where risk factors are higher and where a greater concentration of young people live.

Violent crime

Over the last year has been an increased government focus on violent crime. This section provides an overview of violent crime in Westminster, how this compares with London and examines some of the drivers of violent crime in the borough.

The Government launched their Serious Violence Strategy in April 2018⁷⁰ in conjunction with a cross-party taskforce Chaired by the Home Secretary, to take action against violent crime. In December 2018, the Mayor of London formally launched a new Violence Reduction Unit (VRU) in London. The unit has been established to lead and deliver London's 'public health approach' to tackling violent crime. It seeks to expand this strategy, to include wider types of violence and look to address the links between violence in the home and on the street. The VRU will concentrate on a defined population through a hyper-local place-based approach. It will focus on generating long-term solutions, as well as short term responses. It will base its work on data, intelligence and evidence. Westminster has been identified as a Tier 1 priority area and as such will receive £200K for both 2019/20 and 2020/21 to spend on projects to address youth violence and drug related drivers of violence.

The House of Commons Home Affairs committee recently produced a report on a review of the Government's approach to Serious Youth Violence⁷¹. The report raised concerns about the government's Serious Violence taskforce. Who have not met frequently and have no measurable targets or milestones. The Government has not identified the number of children at risk of involvement in serious youth violence, pointing only at inadequate and readily available sources of data on crime and safeguarding. A recent National Audit Office study stated that the Government does not yet have the data it needs on serious and organised crime, which is believed to be contributing to the increased levels of violence, to co-ordinate an effective response. Without this data it is extremely difficult to target interventions without an understanding of the size of the population at risk.

In July, the Home Office announced its intentions to implement a new legal duty for agencies and organisations across the public, voluntary and community sector to work in partnership to prevent and tackle serious violence. The objectives of the duty are to improve the current multi-agency approach involving partners and agencies and to increase the effectiveness of partnerships at preventing/tackling serious violence to share data, intelligence and knowledge to generate evidence-based analysis of the problem and solutions. The Safer Westminster Partnership will provide a steer on how Westminster responds to this new duty. There are robust governance arrangements already in place through the Safer Westminster Partnership, the Youth Crime Prevention Partnership and the Serious Youth Violence Task Group to prioritise multi-agency efforts in tackling this agenda.

There is no clear definition from the Government Strategy as to what is Serious Violence. This is also an issue when the term, Serious Youth Violence is used.

Recommendation: If no clear definition is received from the Government, the SWP should agree upon what is or isn't included when we discuss serious violence or youth violence. In addition, the SWP should lead on ensuring we adhere to the new legal duty.

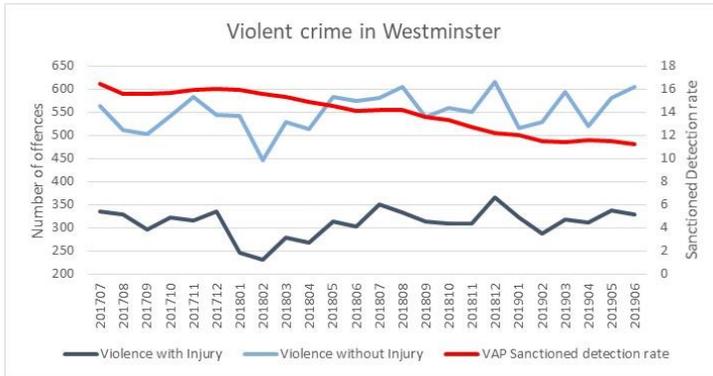
⁷⁰ <https://www.gov.uk/government/publications/serious-violence-strategy>

⁷¹ https://publications.parliament.uk/pa/cm201719/cmselect/cmhaff/1016/101603.htm#_idTextAnchor000

The section aims to examine our evidence base of violence and then look at different areas of violent crime; violence against women and girls and youth violence, i.e. violent offences committed by people aged 10 to 24.

Violence against the person

Violence against the person offences make up 14% of all crime in Westminster compared with 25% across the MPS and accounts for 5% of all violence against the person offences across the MPS.



Violence against the person offences are now broken down into two main categories, with injury and without injury. This chart looks at the trends over the last two years, showing that the trends mirror one another.

64% of all violence offences were without injury.

There are now on average 29 offences per day in Westminster compared with 27.5 a year ago.

There is no large seasonal variance in the number of offences, December is the peak month for offences and April the least.

Offences have increased by 7% over the last year compared with a 6% increase across the MPS. Coupled with this increase is a decline in the sanctioned detection rates. **In Westminster violence against the person sanctioned detection rates are now 11% compared to 14% a year ago and 31% seven years ago.** This is comparative with changes across London. BTP violence against the person offences have also increased by 7%, most due to increases in assault.

The CSEW found some of the increases in violent crime are a result of improved recording practices. Most pronounced in the relatively less harmful types of violent crime, especially stalking and harassment.

A map of violence against the person is shown on page 12. 26% of all violence against the person offences are in St James’s ward and 20% in West End. A slightly greater percentage of violence with injury offences are within these two wards, 27% and 22% respectively.

Violence offences are even more spatially localised. **29% of all violence against the person offences are within just 4 LSOAs⁷² within St James’s and West End wards.** This distribution is more pronounced for violence with injury offences where these four LSOAs account for 35% of all offences. Half of all violence with injury is within just 11⁷³ of the 128 LSOAs. Looking at where the increases in violence have occurred, shows a third of all the increases of violence with injury occurred in St James’s ward⁷⁴ and 15% in West End. **Seven of the 20 wards saw a decrease in violence with injury offences⁷⁵.** 45% of the increase in violence without injury offences was within St James’s ward⁷⁶. 5 of the 20 wards saw a decrease in violence without injury

⁷² St James’s E01004734 10%, E01004736 7% and West End E01004763 6% and E01033595 6%.

⁷³ 4 Within St James’s, 5 West End, 1 Hyde Park and 1 Marylebone.

⁷⁴ 20% of this increase was within just one LSOA E01004736

⁷⁵ Maida Vale, Regent’s Park, Harrow Road, Lancaster Gate, Little Venice, Tachbrook and Queen’s Park.

⁷⁶ 18% of this increase was within LSOA E01004733 and 11% within E01004734

offences⁷⁷. **Evidencing targeted work on reducing violent crime needs to be concentrated in St James’s ward.**

Recommendation: Further analysis is needed to understand the drivers of this increase of violence in St James’s ward.

| Hour | MON | TUE | WED | THU | FRI | SAT | SUN | TOTAL |
|-------|-------|-------|-------|-------|-------|-------|-------|--------|
| 00:00 | 107 | 130 | 111 | 111 | 132 | 181 | 165 | 937 |
| 01:00 | 42 | 47 | 35 | 60 | 69 | 99 | 121 | 473 |
| 02:00 | 44 | 40 | 39 | 45 | 52 | 106 | 103 | 429 |
| 03:00 | 38 | 36 | 38 | 47 | 49 | 104 | 102 | 414 |
| 04:00 | 16 | 38 | 14 | 28 | 21 | 61 | 52 | 230 |
| 05:00 | 12 | 22 | 11 | 15 | 16 | 29 | 36 | 141 |
| 06:00 | 16 | 15 | 11 | 14 | 21 | 21 | 20 | 118 |
| 07:00 | 27 | 30 | 24 | 22 | 31 | 31 | 23 | 188 |
| 08:00 | 49 | 56 | 49 | 52 | 63 | 32 | 32 | 333 |
| 09:00 | 72 | 69 | 84 | 70 | 81 | 53 | 33 | 462 |
| 10:00 | 61 | 56 | 70 | 62 | 67 | 58 | 42 | 416 |
| 11:00 | 41 | 71 | 57 | 74 | 63 | 52 | 50 | 408 |
| 12:00 | 104 | 80 | 102 | 88 | 86 | 98 | 87 | 645 |
| 13:00 | 76 | 78 | 88 | 71 | 84 | 74 | 58 | 529 |
| 14:00 | 76 | 82 | 73 | 71 | 98 | 76 | 78 | 554 |
| 15:00 | 83 | 79 | 107 | 87 | 97 | 84 | 99 | 636 |
| 16:00 | 102 | 96 | 109 | 91 | 84 | 100 | 85 | 667 |
| 17:00 | 88 | 104 | 95 | 87 | 99 | 82 | 91 | 646 |
| 18:00 | 120 | 79 | 84 | 82 | 111 | 94 | 83 | 653 |
| 19:00 | 91 | 97 | 77 | 104 | 106 | 101 | 71 | 647 |
| 20:00 | 77 | 70 | 92 | 70 | 94 | 96 | 53 | 552 |
| 21:00 | 80 | 70 | 75 | 75 | 110 | 95 | 69 | 574 |
| 22:00 | 73 | 57 | 69 | 90 | 97 | 97 | 64 | 547 |
| 23:00 | 81 | 52 | 81 | 89 | 112 | 136 | 45 | 598 |
| TOTAL | 1,576 | 1,554 | 1,595 | 1,605 | 1,843 | 1,960 | 1,662 | 11,797 |

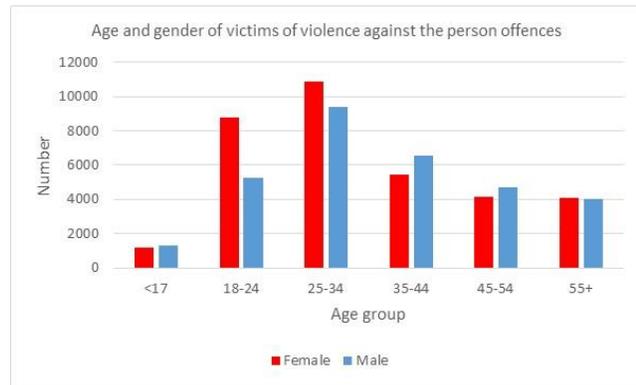
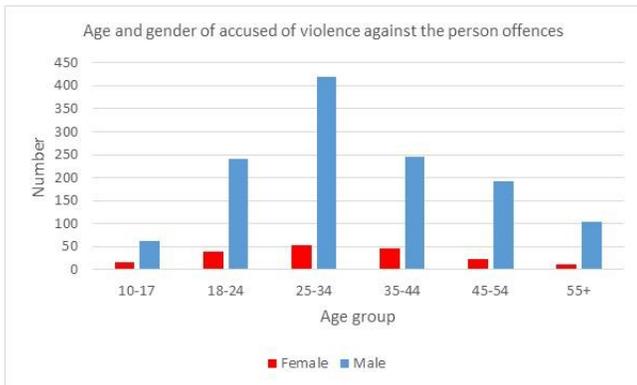
This chart shows the temporal distribution of all violence against the person offences. Cells coloured red show the top 10% of incidents and green the bottom 10%.

The greatest concentration of violence against the person offences is from 00:00 to 01:00 hours, the same pattern emerged when just more serious violence offences was analysed.

Friday and Saturday evening were the peak days.

53% of incidents were recorded as during the night time economy period of 6pm to 6am, however this increases to 64% for just violence with injury offences. This compares with 66% of London Ambulance Service assaults. Showing a **correlation with violence with injury and the night time economy.**

The charts below look at the age and gender profile of those accused of violence against the person offences and the victims. 87% of accused were males and 48% of victims. 25-34 was the peak age group for both victims and accused of violence against the person offences.



46% of accused were of white ethnicity compared against the borough population of 58%, although only 44% of white offenders were resident in this borough. 24% of accused were described as of Afro-Caribbean ethnic appearance compared to a borough population of 7%, although only 39% of the accused were borough residents. 45% of violent offences where we have accused details, was committed by Westminster residents. 95% of violent offences are committed by just one offender. Where known 47% of offences were committed by someone who was unemployed.

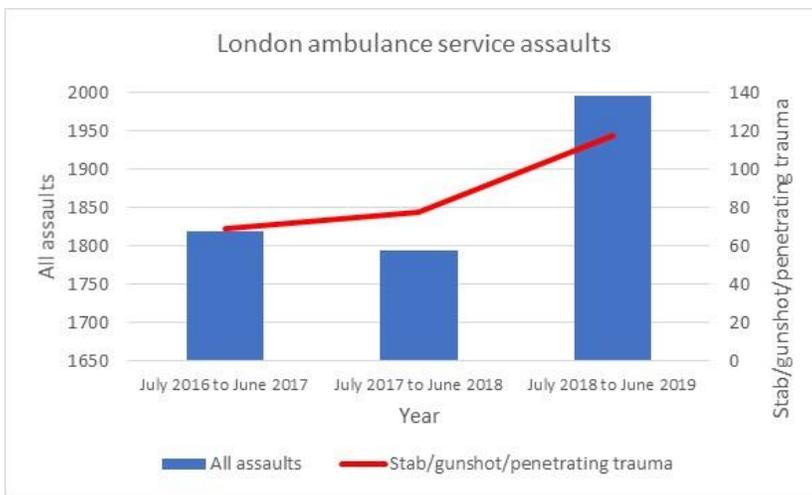
⁷⁷ Warwick, Abbey Road, Lancaster Gate, Queen’s Park and Tachbrook.

Violent offenders have a low reoffending rate, and this is lower in Westminster (16.9%) than across London (21.3%) and England and Wales (25.4%). Although the reoffending rate is low the average number of previous offences per offender is increasing and stands at 20 compared with 9 ten years ago, this is the highest rate across London compared with a London average of 12.6. **The accused data shows that Westminster residents accused of VAP offences are older than non-borough offenders. With a greater proportion of offenders aged over 45.**

Victim data shows 13% were repeat victims in the last year. For domestic violence offences this increases to 21%. In 85% of VAP offences there was only one victim. 55% of victims were residents of Westminster.

London Ambulance Service assaults

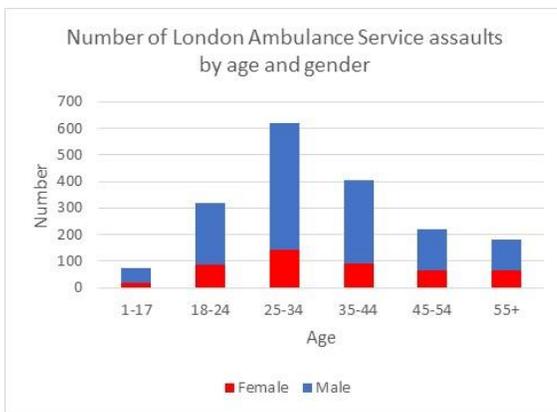
Not all crimes are reported to the police, therefore looking at assault data from the London Ambulance Service provides an alternative picture to understanding levels of violence.



This chart looks at the number of assaults recorded by the London Ambulance Service in Westminster over the last three years. **Last year there were 1,996 assaults recorded, an 11% increase.** Westminster now has the highest volume of offences, compared with fourth last year.

The chart also shows the levels of assaults classified as stab/gunshot/penetrating trauma, which have increased by 51% over the last year.

Although numbers are small, stab/gunshot/penetrating trauma assaults make up 6% of all assaults, compared with 4% two years ago. **Westminster has seen the greatest increase in stab/gunshot/penetrating trauma assaults across London, from 78 last year to 118 this.** It now has the fourth highest levels compared to average levels last year. **For all types of assaults this increase has been concentrated in the West End and St James’s wards.**



This chart looks at the age and gender of assault victims dealt with by the London Ambulance Service. 26% were female. The peak age range was 25 – 34 accounting for 34% of all incidents. People below the age of 24 accounted for 22% of incidents.

All ages accept the 45-54 age group has seen an increase in incidents. But the 25-34 age group has seen the greatest volume increase.

For incidents classified as stab/gunshot/penetrating trauma the peak age group was 18-24 accounting for 32% of the incidents.

There is no temporal difference between assault victims aged 1-24 and those aged 25+, Saturday is the peak day and the peak time between 21:00 to 22:59 hours.

Red Thread in conjunction with St Giles Trust have been commissioned by MOPAC since 2014/15 and funded until March 2020 to provide a clinically embedded youth work to young victims of violence aged 11 to 25 in the four Major Trauma Centres in London, Kings, St Georges, St Marys and Royal London. The work is done in the hospital immediately after the incident, which research has shown to be a unique teachable moment. It is at this critical juncture, that young people are often willing to look at making significant changes to their lives.

From December 2018 to June 2019, 39 young people were referred to the service in Westminster. Only 6 of the 39 were engaged with and 4 declined the service. 3 people were declined an intervention as multi agency support was already in place.

95% of people eligible for the service were male and over two thirds were aged between 15-19. Three quarters presented at the A&E department due to an assault, the majority involving knives.

Youth violence

This is a subject receiving very stringent media coverage and government scrutiny. Keeping Children and Young People Safe is one of the key aims of the Mayor's 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. As mentioned earlier, the definition of youth or serious youth violence is not clear, and the evidence based is limited. The only regular data produced relates to youth violence victims who are aged 1-19. We do not have a detailed problem profile on youth violence.

A Public Health approach is a multi-agency, whole system approach to Serious Youth Violence, looking at the root causes, wider and contextual influences of health and crime. Prevention and early intervention are key as well as working with a wide range of partners as part of a long-term, integrated multi-agency approach.

The Serious Youth Violence Task Group is leading on developing what a Public Health approach to serious youth violence looks like in Westminster, including piloting some initiatives in the Church Street ward of Westminster, with a view to taking these lessons and seeing what can be adapted on a wider scale across Westminster.

Serious Youth Violence is now a priority for Westminster's Health and Wellbeing Board. It is not clear what aspects of serious youth violence are a priority or how this will feed into the work of the SWP, where it is also a priority.

Recommendation: SWP to work with Health and Wellbeing Board to agree governance arrangements around responding to Youth Violence.

Changing a culture of violence takes time, as does strengthening collaboration and commitment from partners within Local Government, Police, the wider Criminal Justice system, health and voluntary sector organisations.

The CSEW estimates that 1 in 10 children aged 10 to 15 years were victims of crime in the last year. 54% were violent crimes, with the majority of these being low-level violence, 27% were thefts of personal property, 15% were criminal damage to personal property and 4% robbery.

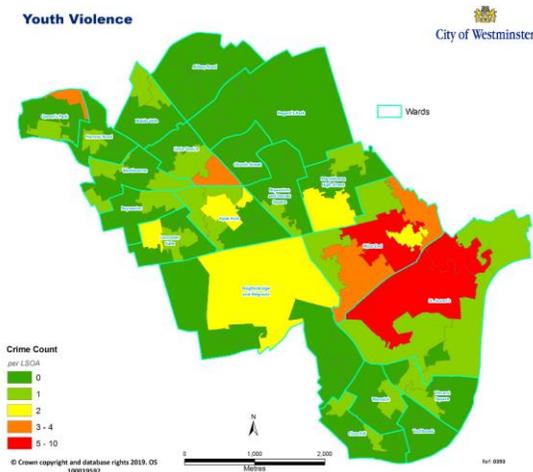


This chart looks at the levels of youth violence over the last three years. Of note youth violence counts the number of victims aged 1-19, rather than the number of offences. **In the last year there were 767 youth violence victims in Westminster.** That is on average 2 victims of youth violence a day in Westminster compared with 1.4 a year ago. If there were just one youth violence victim per offence this would represent 7% of all violent crime.

The proportion of youth violence victims in Westminster is increasing, they make up a slightly greater than average proportion of MPS victims (4%) compared with below average (3%) a year ago.

One quarter of all offences committed by the YOS cohorts was violence against the person.

Looking at police accused data for the most serious violence offences, assault with injury and serious wounding, shows that 2% of accused were aged up to 17 and 14% aged 18-24. 15% were females. For these accused 40% of their victims were also within this age range. Indicating **the majority of this violence, is not youth on youth. Half of all victims were Westminster residents and 38% of accused.** Half of all the young perpetrators of violence offences against Westminster residents, were also residents. For this resident on resident violence, only half were young victims. Of note numbers are small i.e. relates to 80 offences and 95 offenders.



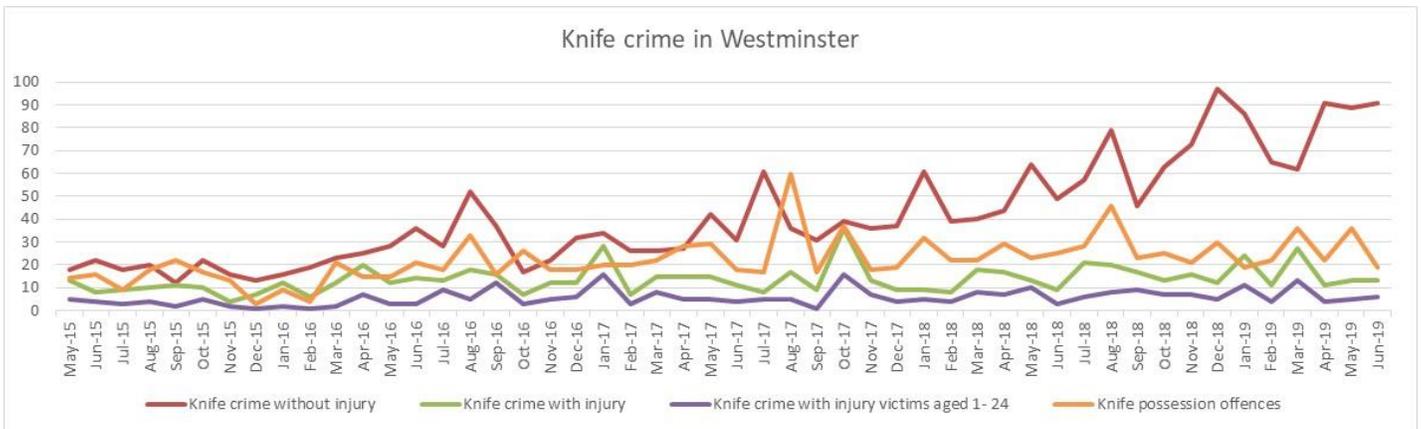
This map looks at the location of the serious youth violence offences. 29% were located within St James's ward 25% West End ward, small clusters can also be seen in Queen's Park and Little Venice.

Looking at the time and date of offences, Thursday and Monday were the least likely days and just over one fifth of incidents took place between 02:00 to 03:59 hours.

There is much public interest in the volumes of knife crime and assumptions are made that all knife crime offences involve injury. The chart overleaf shows the volumes of knife crime in Westminster over the last 4 years, broken down into with or without injury, where victims were aged less than 24 and the volume of knife possession offences.

Knife crime is often associated with being perpetrated by young people. However, we have no data to understand the volumes of young people involved in the borough, only in relation to the age of victims.

There were 1,097 knife crime offences recorded in Westminster last year, accounting for 1.5% of all total notifiable offences in the borough.

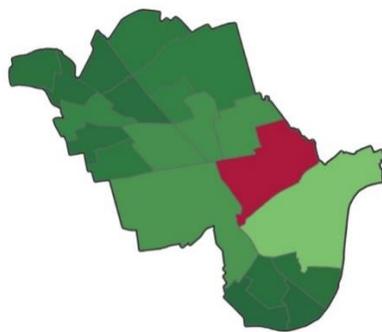


82% of knife crime recorded in Westminster over the last year, did not involve injury compared with 73% across the MPS. 30% of knife crime offences were possession of a knife.

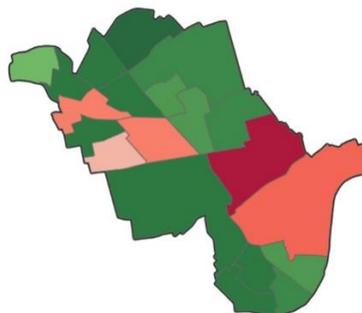
Knife crime has increased by 56% in Westminster over the last year. The greatest increase was in knife crime without injury (67%) whilst knife crime with injury has increased by 19%. There were 85 victims of knife crime aged between 1 to 24 years over the last year, compared with 75 in the previous year. Only one of these offences was linked to domestic violence.

Recommendation: Need to prioritise the production of a detailed youth violence problem profile as the evidence base to inform strategic direction.

Knife crime offences



Knife crime with injury victims not domestic abuse aged 1-24



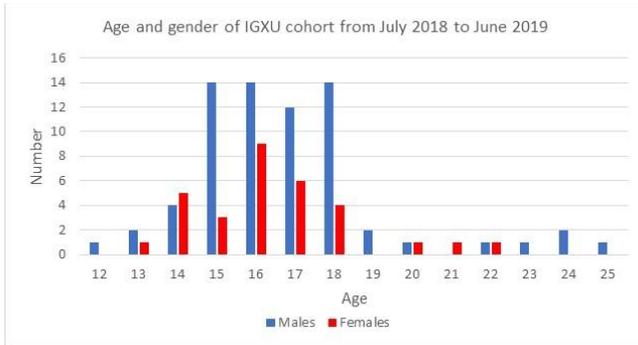
These maps look at the ward break down of knife crime offences. They clearly show offences are concentrated in West End ward, where 31% of all knife crime offences were recorded. The second highest ward is St James’s ward accounting for 12% of offences. A different pattern emerges for knife crime with injury

victims that are not domestic abuse aged 1-24. Whilst West End ward remains the peak location (19%) and St James’s second (14%). Hyde Park and Westbourne ward recorded 12% each of offences. This shows increased risks in more deprived areas of the borough. For some groups of young people carrying a knife has become seen as the norm as they are an easily available form of protection. Local police data has shown that **40% of all knife crime was linked to robbery offences**. As shown earlier, 14% of robberies are committed by under 17’s and 39% by 18-24 year olds. Nearly one third are committed by more than one offender. 39% were committed by Westminster residents and 34% of victims were Westminster residents.

Integrated Gangs and Exploitation Unit (IGXU)

The IGXU is a multi-agency team funded by Community Safety, Family Services, MOPAC and the Home Office. The IGXU 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.

The team includes a dedicated gangs police team, flexible gangs’ workers, a Community Adolescent Mental Health worker, employment coach, sexual exploitation worker, ASB caseworker, family therapist, data analyst and two managers.



Over the year, 69 males have been worked with by the flexible gangs workers and 30 females by the sexual exploitation worker. 76% of the cohort were aged between 15 to 18 years old.

At the end of June there were 26 live cases being worked with by the flexible gangs workers and 2 by the sexual exploitation worker.

Over the year of review, it was recorded that of the cases completed (43) by the flexible gangs workers, 21 of the interventions were successful and 6 partially successful. For the sexual exploitation worker, of the cases completed (28), 3 interventions were defined as successful and 2 partially successful.

Cases were shown as being open on average 219 days by the sexual exploitation worker and 273 days by the flexible gangs workers.

The residence of the young people worked with by the IGXU is closely correlated with the deprived areas of the borough. 20% reside in Queen’s Park, 17% Church Street, 15% Harrow Road and 12% Westbourne.

The work of the IGXU will remain a priority for the partnership, therefore it is important to understand what the successes of the unit are, as funding for the unit beyond 2021 is unclear. An evaluation was last undertaken four years ago. Whilst efforts have been made to instigate this, it has been hindered by the difficulties in extracting data from the MOSAIC database where it is stored.

Recommendation: Prioritise the creation of reports to extract IGXU cohort data from MOSAIC and undertake an evaluation of the IGXU.

These are vulnerable young people who are often known and worked with by other services too. Cross checking the cohort from last year with other cohorts, found that 2% were also part of the IOM cohort (1% of the IOM cohort), 7% CSE victims (33% of CSE victims’ cohort), 2% CSE perpetrators (10% of CSE perpetrators cohort), 29% YOS (27% of YOS cohort) and 2% Channel. This highlights the importance of a co-ordinated, collaborative approach and clear agreement on who takes primacy when working with the young person.

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. 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. Approximately 15% of individual deal lines originate from the MPS.

County Lines is currently a growing issue for the IGXU, with offenders travelling as far as Norfolk, Humberside and Hampshire. 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 new MOPAC funded Response and Rescue service which will operate across London will play a key part in coordinating intelligence and analysis around this growing issue. The National Crime Agency (NCA) has recently started to take executive action by conducting widescale operations against County Lines operatives.

County lines offenders remain highly adaptable including in the recruitment and exploitation of vulnerable people⁷⁸. Any vulnerability is a potential target, resulting in a broad profile of victims. Creation of the National County Lines Co-ordination Centre (NCLCC) and increased awareness of the links to modern slavery and human trafficking, have resulted in improved identification and reporting of the threat.

Most victims referred tend to be males in the age range 15 – 17 years, but it is likely there is underreporting in relation to exploited vulnerable adults. Knife crime is a significant feature of these markets.

County lines offenders use mass marketing text messages to advertise the supply and availability of drugs. Often offering free samples in exchange for the contact details of potential customers. Social media is often used as a means of recruitment and promoting their identity and brand and to intimidate rival offenders.

Offenders both recruit and control victims with limited economic opportunities by offering payments and material possessions that they would be unable to obtain through legal means.

The NCA identified a number of areas of harm, some of the major risks are; 21% vulnerable adults trafficked or criminally exploited; 17% cuckooed addresses; 16% trafficking; and 11% juveniles trafficked or criminally exploited. Social housing providers in Westminster have recorded 10 cuckooing incidents over the last year.

The young people who are exploited are identified as having a number of vulnerabilities, so should be known to our social care teams or identified from the Troubled Families cohort.

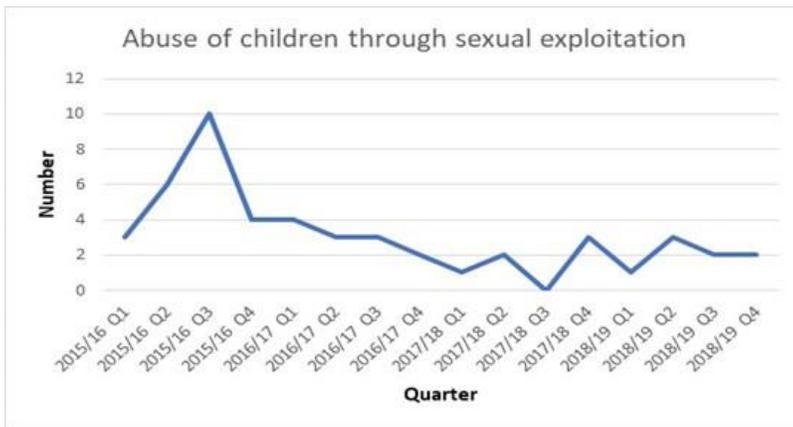
The profits from this type of crime are substantial. NCA analysis indicates that an individual can make profits in excess of £800,000 per year, some lines several thousand pounds from a single delivery. This provides real challenges as how can you encourage young people to not get involved as other employment opportunities will not be as lucrative.

Child Sexual Exploitation (CSE)

The prevalence of child sexual abuse is unknown, and studies provide great variations.⁷⁹ 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.

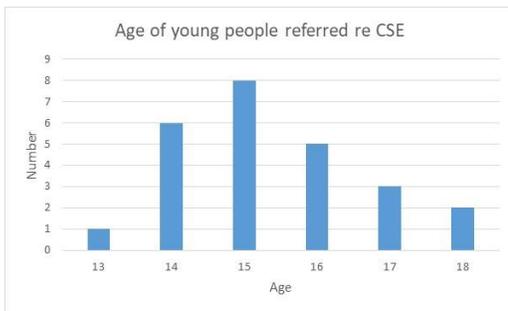
⁷⁸ <https://www.nationalcrimeagency.gov.uk/who-we-are/publications/257-county-lines-drug-supply-vulnerability-and-harm-2018/file>

⁷⁹ <https://www.csacentre.org.uk/research-publications/scale-and-nature-of-child-sexual-abuse-and-exploitation/scoping-report/>



Police data is now being recorded on the volume of abuse of children through sexual exploitation.

Over 2018/19 there were 8 cases of abuse of children through sexual exploitation recorded in Westminster. Although the number is very small this was the highest across the MPS and has increased from 6 the previous year.



Council data shows 25 young people were risk assessed for CSE over the past year, all but one was female. The peak age of people referred was 15.

The most common CSE risk type stated, remains as social media, other high risks were gangs and groups and opportunistic.

The young people have high levels of vulnerability with a third known to Early Help and a quarter classed as child in need or a Looked After Child.

CSE cases are managed through the Multi Agency Safeguarding Hub (MASH) and enhanced through the Gangs Multi-Agency Sexual Exploitation (GMASE) 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.

The National Crime Agency Strategic Assessment of Serious Organised Crime 2019 stated that instances of child sexual abuse and exploitation are increasing across the UK, in particular taking place online. The growth in social media use has allowed direct access to children at scale. This has led to significant increases in online grooming, blackmail and extortion. Individual offenders can simultaneously target multiple children, blackmailing and extorting them at speed.

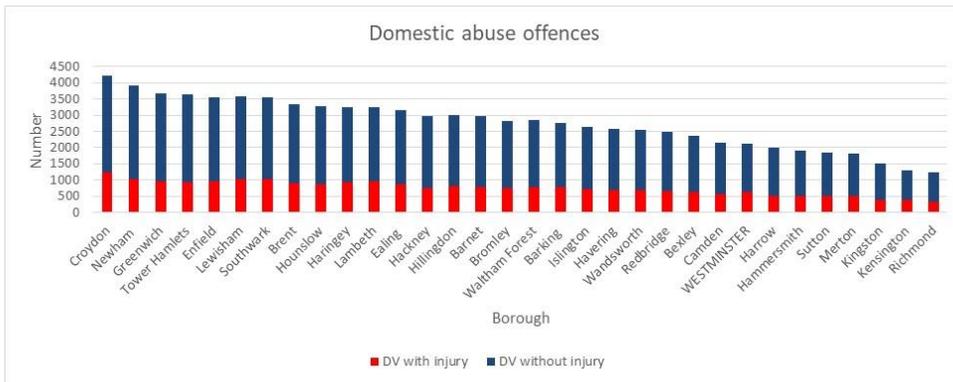
Parental control and positive online safety conversations are key to help prevent any further escalation. The report estimates that there are around 80,000 people in the UK, who present some kind of sexual threat to children online.

We know youth violence victims are increasing but we have very little knowledge of who perpetrates the violence. With the increased government scrutiny has come funding opportunities. A detailed knowledge of the problem of youth violence is essential to ensure we allocate any funding in the most effective way.

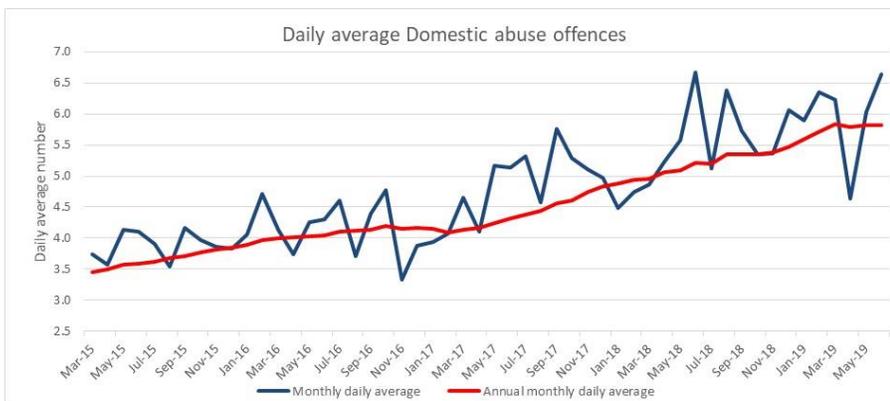
Violence against women and girls

The CSEW found that over one third of VAP offences are flagged as being domestic abuse related. Offences of domestic abuse are believed to have increased due to the inclusion of the category of controlling or coercive behaviour in an intimate or family relationship.

This figure is very different within Westminster. **Only 16% of all violence with injury offences are domestic abuse compared with 31% across the MPS, this is by far the lowest across London.**

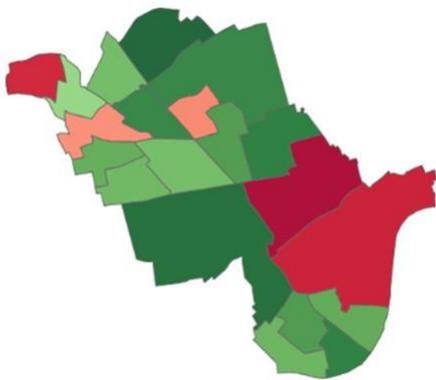


This chart looks at domestic abuse offences with and without injury across the MPS. Although Westminster has one of the lowest volumes of recorded domestic abuse offences it has the fourth highest proportion of incidents that are with injury at 29%.



Domestic abuse recorded offences, have increased by 11% in Westminster year on year compared with a 10% increase across the MPS. Most of this increase is domestic abuse without injury. Probably due to the improvements in recording practices and the inclusion of controlling and coercive behaviour.

Westminster still accounts for only 2.6% of all domestic abuse offences across the MPS.



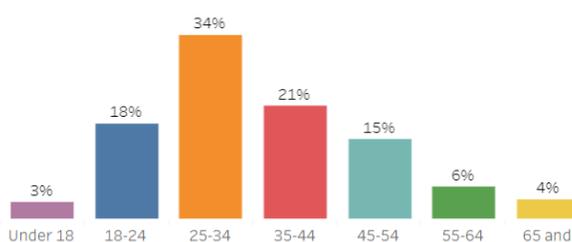
This map looks at the ward distribution of domestic abuse offences over the last year.

The top three wards were West End (10%, 207), St James's (9.4%, 193) and Queens Park (9.2%, 190).

Except for the West End, there is a positive correlation with deprived areas of the borough.

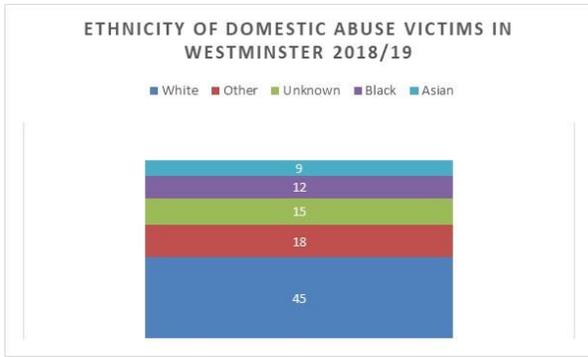
76% of residents surveyed, as part of the police Public Attitude Survey, felt the MPS responds well to violence against women and girls. The third highest across the MPS.

Age of Victims



Data from the MOPAC Domestic and Sexual Violence Dashboard for Westminster over 2018/19, showed the minor offence types for domestic abuse were:-

- Common Assault – 27%
- Assault with injury – 25%
- Harassment – 21%



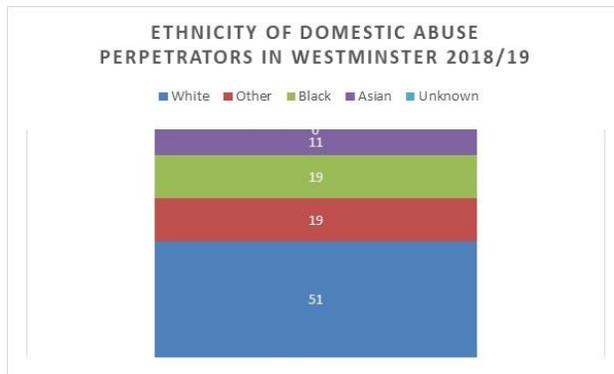
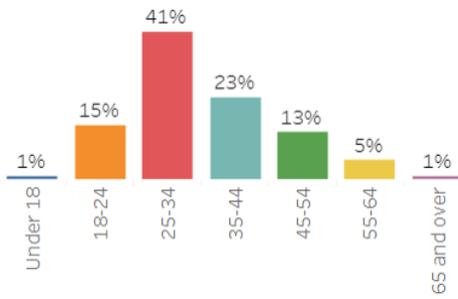
- Serious Wounding – 9%

27% of victims of domestic abuse in Westminster were males, the joint highest across the MPS with Hammersmith and Fulham. Despite over a quarter of victims are male, we have no local service provision commissioned for them and there is limited pan London provision. MPS data showed that 75% of female victims were borough residents and 76% of male victims.

Over one third of victims were aged 25-34.

Most victims were of white ethnic appearance. Westminster has a far greater proportion of ‘other’ ethnic appearance victims (18%) than across London (3%).

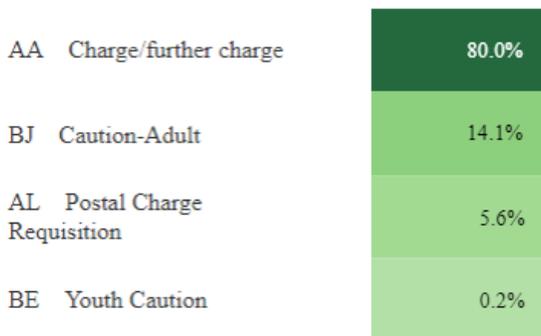
Age of Perpetrators



89% of domestic abuse perpetrators were male. Half were of white ethnic appearance. The age profile is

similar to victims, with a slightly greater proportion aged 25 – 34.

Proceedings Type



This chart looks at the judicial outcome for the perpetrators of domestic abuse in Westminster.

A greater proportion of perpetrators were charged, than across the MPS and fewer issued with a caution. 14% compared with 22% across the MPS. This may be because domestic abuse offences in Westminster are more likely to be violence with injury than across London.

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.

The most common referral routes to the MARAC are from IDVA 22%, Police 17% and Housing 17%.

| Indicator | July 2017 to June 2018 | July 2018 to June 2019 | UK to March 2019 |
|--------------------|------------------------|------------------------|------------------|
| Number of cases | 375 | 408 | 98,807 |
| Number of children | 322 | 331 | |
| % Repeat cases | 23% | 27% | 29% |
| BME | 58% | 52% | 15% |
| LGBT+ | 5% | 2% | 1% |
| Disability | 22% | 15% | 6% |
| Male | 8% | 4% | 5% |
| <17 victim | 1% | 0.0 | 2% |
| <17 perpetrator | 1% | 0% | |

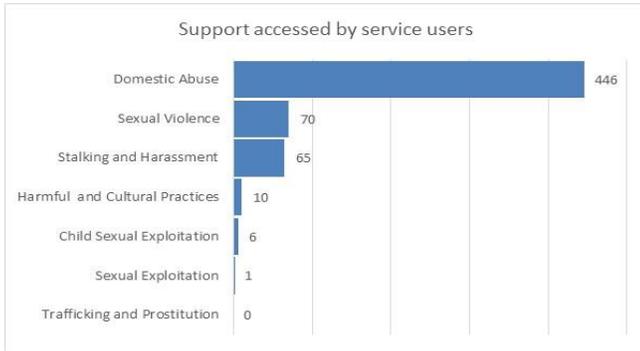
There were 408 cases referred to the MARAC over this review period compared with 375 in the previous year. Numbers have been steadily increasing in line with domestic abuse recorded offences. MARAC referrals equate to 66% of domestic violence with injury offences or 19% of all domestic abuse recorded offences. The percentage of repeat cases was 27%, similar to the national average 29%⁸⁰. Of note, the proportion of people who have a disability, which although has decreased, is still greater than the UK average of 6%.

The percentage of male victims has declined over the last year and is now slightly less than the UK average 5%.

Whilst only 5% of MARAC referrals were male, 27% of domestic abuse victims were male.

In about half of all cases, the victims had children who lived with them, or was pregnant.

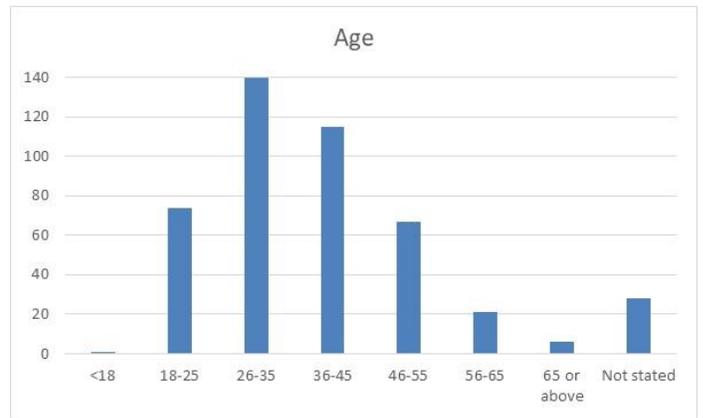
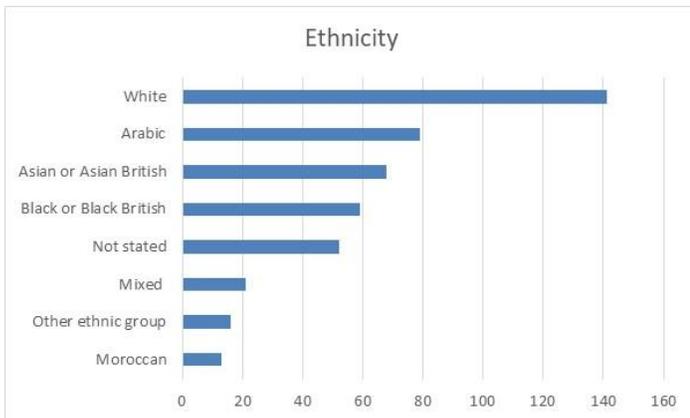
The Angelou Partnership is commissioned across the Tri-borough to provide specialist support for violence against women and girls survivors and their families.



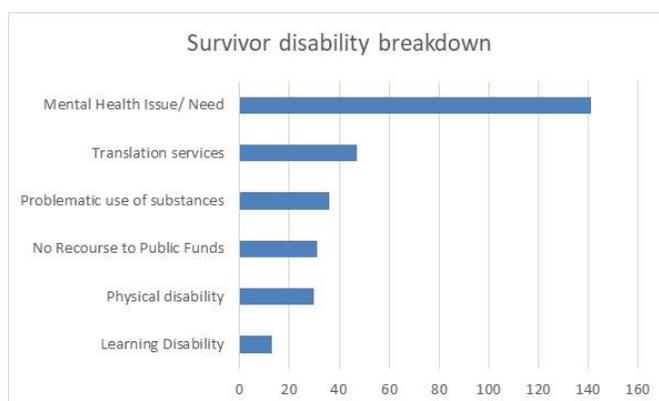
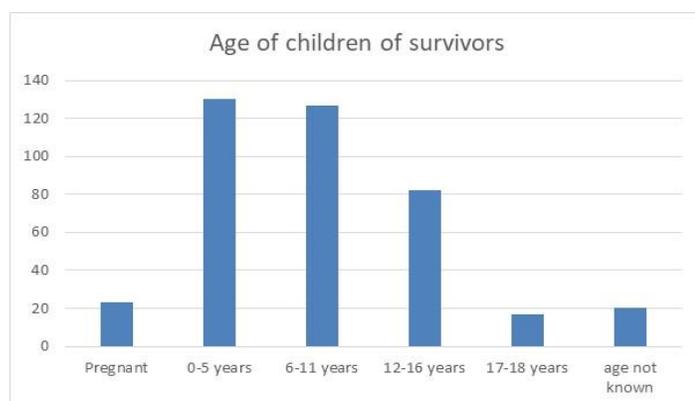
Over the year there have been 700 new and repeat referrals, a significant increase from 500 the previous year. The number of repeat referrals has also increased from 26% to 33%.

The chart to the left looks at the types of support services accessed by the service users, as can be seen domestic abuse support makes up the vast majority of support accessed.

The charts below look at the characteristics of those referred to the service.



⁸⁰ <http://www.safelives.org.uk/practice-support/resources-marac-meetings/latest-marac-data> data to March 2019



The number of referrals from people of white ethnic appearance is lower than the borough population and greater from BME. A third of referrals were from people aged 26 – 35. There were 399 children of survivors who accessed support, most of whom were in their early formative years. Mental health needs remain the highest disability need of the survivors. The areas of advice and support most required by the survivors was, health and well-being and accommodation and housing.

The table below looks at some of the key performance targets of the service. Although performance has begun to decline levels still greatly exceed the targets set.

| Performance measure | Target | Actual | Trajectory |
|---|--------|--------|------------|
| Women report increased physical safety and /or psychological safety and feelings of safety as measured by exit surveys/ closing assessments | 65% | 92% | |
| Women report a reduction in abuse due to support and advice received from service as measured by closing assessments. | 67% | 91% | |
| 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% | 95% | |

Victoria Atkins has been announced as the new Domestic Abuse Commissioner. The Commissioner will lead a national conversation about domestic abuse, promoting an attitude of zero tolerance and ensuring the voice of victims and survivors and their children are heard. Specified public bodies will be under a duty to cooperate with the Commissioner, and they and Government Ministers will be required to respond to each recommendation made to them within 56 days.

Whilst domestic violence has increased, most of this is believed to be a result of the additional category of controlling or coercive behaviour in an intimate or family relationship. Yet we have seen increased referrals to the MARAC and our commissioned services for support. Recommissioning of domestic violence provision by Westminster City Council is commencing and is expected to start in April 2020.

Sexual Violence

Sexual offences have the highest under-recording rates nationally at 26%⁸¹. The CSEW states, the increase in sexual offences against children contributed to around one-fifth of the total increase in the number of sexual

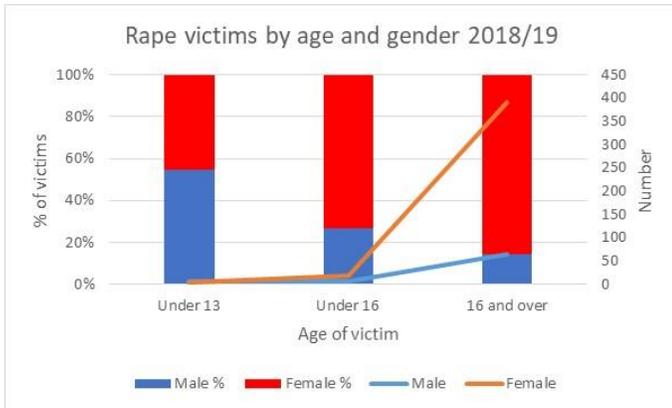
⁸¹ <https://www.justiceinspectorates.gov.uk/hmicfrs/publications/crime-recording-making-the-victim-count/>

offences recorded by the police. Estimates from a self-completion module in the CSEW to the end of March 2019 showed that 2.9% of adults aged 16-59 had been victims of sexual assaults in the last year.

As shown early, sexual offences in Westminster have decreased by 6% over the last year.

The ward spatial distribution of sexual offences and trend for offending is shown on page 11. Which shows nearly half of all sexual were recorded in St James’s and West End wards.

21% of sexual offences were recorded as taking place between 00:00 to 00:59 hours, with Friday and Saturday evening being the peak times, indicating a strong link to the night time economy.



34% of sexual offences recorded in Westminster were rape. This chart looks at the age and gender breakdown of rape victims over 2018/19.

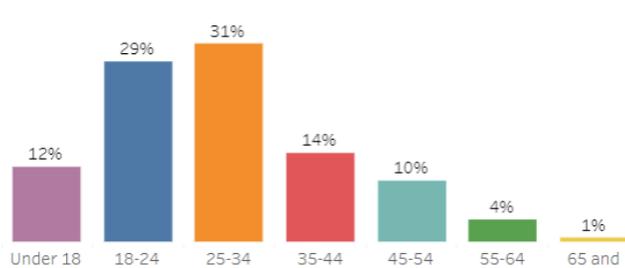
54% of rape victims aged under 13 in Westminster, were males compared with 29% across the MPS.

Westminster has the highest volume of rape offences for over 16’s. Male rapes over 16, account for 12% of all rape offences across the MPS, whilst females account for 5% of all offences.

Westminster has one of the lowest volumes of females under 16 who are reported as raped across the MPS and 7th highest volumes of males under 16’s.

Only 34% of victims were borough residents and 39% of accused.

Age of Victims

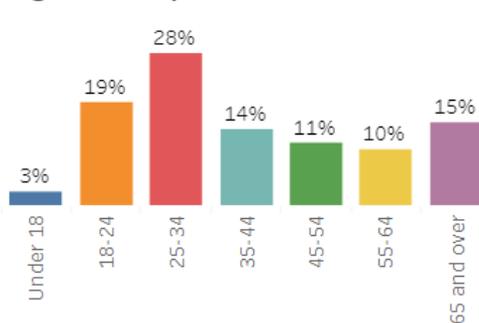


This chart looks at the age of victims of sexual violence over 2018/19 in Westminster. Westminster has a much lower proportion of under 18 victims (12%), than across London (27%) and a greater proportion of 18-24, 29% compared with 21% across the MPS.

Westminster also has the greatest volume of victims who were male (17%) than across the MPS (13%).

Half of victims were of white ethnicity and one quarter unknown.

Age of Perpetrators



Westminster has a far greater proportion of older sexual offenders than across the MPS. 15% of sexual offenders were aged over 65 compared with 7% across the MPS and a greater proportion of 18-24’s, 19% compared with 13% across the MPS.

100% of perpetrators in Westminster were males.

A far greater proportion of offenders were of white ethnicity 67% in Westminster compared with 54% across the MPS and a much lower proportion of ‘black’ offenders 9% compared with 25% across the MPS.

Proceedings Type

| | |
|------------------------------|-------|
| AA Charge/further charge | 62.0% |
| AL Postal Charge Requisition | 21.5% |
| BJ Caution-Adult | 15.2% |
| BF Youth Conditional Caution | 1.3% |

This chart looks at the judicial outcome for the perpetrators of sexual offences in Westminster.

A far greater proportion of offenders are cautioned in Westminster 15% than across the MPS 7%.

Modern Slavery and Human Trafficking (MSHT)

Modern slavery refers to the offences of human trafficking, slavery, servitude and forced or compulsory labour. The true scale of modern slavery and human trafficking in the UK is unknown. Potential victims identified through the National Referral Mechanism (NRM) have increased by 36% from 2017 to 2018. The new Single Competent Authority within the Home Office was established to handle all NRM referrals from April 2019 onwards. The increase is believed to be because of increased awareness of the NRM process.

UK nationals were the highest referred nationality, the majority of whom were minors at the time of referral. The majority of recruitment still takes place face to face, although offenders increasingly use online deception to attract or contact potential victims. Two thirds of referrals to the NRM were males.

A Modern Slavery and Exploitation Group partnership exists across the Tri-borough VAWG governance structure. This group has recently agreed a referral pathway to ensure the Council is able to meet its obligations as a First Responder under the Modern Slavery Act. To increase transparency in organisations to ensure their supply chains are free from modern slavery. The Council are about to publish their first Modern Slavery Statement to demonstrate our ethical leadership in this area and our commitment to eradicate modern slavery and human trafficking wherever it exists.

Westminster⁸²Council made 8 NRM referrals over 2018/19, 6 of whom were minors. Of note this only reflects referrals made from the Local Authority and not all suspected cases of MSHT. UK nationals accounted for majority followed by Albanian, Romanian and Vietnamese.



Police recorded statistics of modern slavery shows that there were 241 offences recorded in Westminster over 2018/19. **The second highest in England and Wales⁸³, accounting for 5% of all incidents across the Country and 19% across the MPS.**

This is a reduction of 20% from the previous year, compared with a 98% reduction across the MPS.

⁸²<https://nationalcrimeagency.gov.uk/who-we-are/publications/282-national-referral-mechanism-statistics-end-of-year-summary-2018/file>

⁸³ The highest was Hammersmith and Fulham at 396.

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 several times over subsequent years, with the latest iteration published in June 2018⁸⁴. 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 Prevent is 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 Prevent 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".

Partnership activity in relation to Prepare is delivered alongside partners responsibilities under the *Civil Contingencies Act 2004* which requires Category 1 responders to develop and implement emergency plans, risk registers and business continuity management arrangements. In addition, local authorities are required to maintain an ability to warn, inform and advise the public in an emergency.

Work to increase protective security in relation to crowded places is led by the National Counter Terrorism Security Office. This is focused on the provision of advice and guidance on attack methodologies and their mitigation to those responsible for crowded places. A review of crowded places is underway nationally and will, in future, include crowded spaces, events spaces and aggregated areas.

Responsibility for protective security lies with the venue owner. The local authority is not responsible for prevention or pursuit in relation to terrorist activities but have responsibilities to support those that are. The London Bridge Inquest and Manchester Bombing Public Inquiry are both likely to lead to further recommendations in relation to the delivery of the Protect strand.

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

⁸⁴https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/716907/140618_CCS207_CCS0218929798-1_CONTEST_3.0_WEB.pdf

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 crime⁸⁵.

Training, advice and involvement in the design of the public realm is essential to ensure that physical security measures are implemented appropriately and proportionately. It should be noted; 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 undertaken to improve the partnership review and assessment of protective security around certain locations. This has resulted in a significant increase in the amount of activity in this area, including the implementation of temporary physical security measures within Leicester Square, while the permanent security scheme is developed.

Prevent

Prevent aims to stop people becoming terrorists or supporting terrorism, in all its forms, working across all extremist ideologies. Prevent work uses 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 emphasising its importance for the local delivery of Prevent.

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.

⁸⁵ NACTSO (2017) 'Crowded Places Guidance for the UK'

Terrorism Threat

At the time of writing⁸⁶ **the threat to the UK** (England, Wales, Scotland and Northern Ireland) **from terrorism is SEVERE**, meaning an attack is highly likely. This includes the threat to the UK from international terrorism, domestic extremism and Northern Ireland-related terrorism.

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 improvised explosive devices.

Over the last year, there were 266 arrests for terrorist related activity in Great Britain a decrease of 25%. 86 arrests resulted in a charge, of which 63 were for terrorism-related offences⁸⁷. 88% of those arrested were male, 54% of those arrested were aged over 30, 69% regarded themselves as of British or British dual nationality and 45% were of white ethnic appearance.

As of 30 June 2019, there were 218 people in custody for terrorism related offences. 78% for holding Islamist views and 15% for far-right wing ideologies. The proportion of prisoners holding far right-wing ideologies has increased over the last 3 years.

The West London Counter Terrorism Local Profile states that attacks by lone actors in London are almost certain to be planned within the next 12 months, with Daesh-inspired low complexity attacks, mounted by lone actors, representing the most significant threat. Although Daesh has reduced capacity to put out media, they continue to promote and provide instructions to enable such an attack. One group particularly vulnerable to this messaging are individuals with mental health conditions. The threat from this group is high and particularly unpredictable.

Individuals affiliated to Al-Muhajiroun (ALM) are likely to plan attacks against London in the next 12 months. The group have the intent and capability to convert non-Muslims and recruit new members. Typically, this starts with an interaction at street-based preaching events. Whilst the most important area for ALM is likely to remain East London, they have previously been active on-street in Westminster. Female members of ALM operate largely independently and often attend community meetings to identify and recruit to the group. Understanding of this is limited.

Over the last 12 months, there has been an increase in support for extreme right wing or identarian groups, nationally and to an extent locally. Evidenced by a 36% increase in Prevent referrals relating to far-right extremism nationally. Furthermore, these cases are more likely to be discussed at Channel and much more likely to go on to receive Channel support. There is continued emergence of recruitment taking place with a young generation of 16-24 year olds and a reported increase in activity of extreme right wing groups.

The threat from the extreme right wing in London is predominantly in the form of public order. Of which Westminster is a focal point for demonstrations. Locally this is evidenced through events or protests, which are

⁸⁶ 12th September 2019

⁸⁷ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/829147/police-powers-terrorism-jun2019-hosb1819.pdf

likely to have an extremist element 31. 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.

Extremism and Radicalisation Threat

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

Assessment of the extremism and radicalisation threat is undertaken by the MPS on a cluster basis. It is compiled from information from police, security services, health services, higher education and further education sector and local submissions from both the SO15 Local Operations team and the wider partnership (collated through the Prevent Co-ordinator).

Westminster is in the West London cluster which covers the south-west of London including: Ealing, Hillingdon, Hounslow, Richmond-upon-Thames, Kingston-upon-Thames, Merton, Wandsworth, Hammersmith & Fulham, Kensington & Chelsea and Westminster.

Mental health concerns and learning disabilities, particularly in young males, and an influence from online material are one of the main reasons for Prevent referrals. Islamist extremism remains the most prevalent ideology in referrals.

Support for Islamist extremist ideology, that is not always theologically driven, is constant and predominately takes place online, via social media platforms. Most referrals feature behaviour or comments of concern that are not attributed to, or an expression of support for a particular faction or terrorist group but are Islamist extremist in nature. There has been an increase in extremist material that is available online, despite efforts to remove it.

Support of the extreme right wing largely takes place online through both overt and covert platforms. Individuals referred to Prevent frequently display mental health concerns or learning disabilities that make them more vulnerable to online extremist messaging. Most referrals are isolated males.

Young people with mental health and autistic spectrum disorder is the most vulnerable group to extremist messaging. There is a particular risk at the transition from youth to adult due to changes in thresholds, levels of support and engagement becoming voluntary.

Speaker's Corner is an open forum for those interested in extremism, attracting both extreme right-wing and Islamist individuals and groups. Live online streaming of speeches is a regular occurrence providing greater exposure to extremist messaging, gaining support and reaching audiences worldwide. Foreign-based extreme right-wing speakers and UK mainstream media have referenced that Speaker's Corner is dominated by Islamist extremists. Concerted long-term local partnership work, led by Royal Parks Police, means that the situation at Speaker's Corner has improved over the last 12 months.

Through MAPPA, the Council are involved in considerations of prison releases of TACT⁸⁸ offenders, ensuring that consideration is given to safeguarding of family members and the wider community.

Multi Agency Centres (MACs) have been established as a collaboration between the Security Service, Counter-Terrorism Policing, the Home Office and local authorities. Information is shared to assess and manage the risk posed by those who are known to the Police or Security Service but are no longer under active national security investigation. This information forms an assessment as to the risk individuals may pose and how we might best manage it.

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.

Over 2017/18 there were 1,660⁸⁹ Prevent referrals in London, of which 262 were discussed at a Prevent Panel and 27 received support. 18% of the referrals were females compared with 13% across England and Wales. 30% of referrals were for people aged less than 15, 26% for aged 15 to 20 and 18% aged 21 to 30. 4% of referrals related to Right Wing Extremism far lower than the average across England and Wales, 18%.

Government and academic research have consistently indicated there is no single socio-demographic 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.

Offender and victim cohorts over the last year were checked to see if they were also known to Channel. This identified, 3 were CSE perpetrators, 1 YOS and 2 part of the IGXU. Whilst low in volume still shows the high levels of vulnerabilities presented by the young people.

The Home Office undertook a peer review of the Prevent team in October 2018. They found Westminster is generally delivering Prevent to a relatively high standard. It was critical of the governance arrangements at a Tri-borough level and recommending them being replaced with a Westminster focused model, which has now taken place. Awareness raising of Prevent delivery to elected members was recommended as a priority.

A key risk for the delivery of CONTEST is the capacity to respond to the counter terrorism related demands and risks which are expected to continue to increase.

⁸⁸ TACT offenders are prisoners sentenced under the Terrorism Act 2000 and its successors.

⁸⁹ <https://www.gov.uk/government/statistics/individuals-referred-to-and-supported-through-the-prevent-programme-april-2017-to-march-2018>

SWP progress to deliver the 2017/20 strategy

This section looks at the progress made by the Safer Westminster Partnership to deliver the 2017/20 Strategy, 'Making Westminster safer by working in partnership to reduce the risk and harm of crime and ASB, focusing on protecting the most vulnerable within our communities'. A copy of the progress made towards the action plans can be found in Appendix 2.

This year has seen a change in the governance structure of the partnership. This was to reflect the significant structural changes that took place to the police and local authority. Due to significant financial pressures, the Metropolitan Police Service has moved from a 32-borough based policing model, to 12 Basic Command Units. This saw the merger of City of Westminster, Kensington and Chelsea and Hammersmith and Fulham into one unit with effect from February 2019. The council Public Protection and Licensing Department moved to an Effective Neighbourhood Working (ENW) model, by adopting a neighbourhood-based approach.

The refreshed model shown on page 6, was chosen to encourage partnership attendance at meetings, not duplicate any current meeting/governance structures and capitalise on the refreshed ENW tasking and problem-solving process.

The overall progress is ragged at **Amber**. Crime levels continue to increase in Westminster at a greater rate than across the Metropolitan Police Service and this is particularly pronounced in the priority wards and for high harm crimes. Lobbying continues for additional police resources to the borough to address this.

The CONTEST project is ragged as **Green**, despite significant demands on resources above business as usual delivery.

Current strengths

There is a strong multi-agency partnership to address youth violence via the Serious Youth Violence taskforce and Youth Crime Prevention Partnership. This partnership works strongly with the voluntary and charitable sector to develop targeted interventions in local communities, based on evidence to develop a public health approach to the issue.

The LCPF commissioned services, VAWG and Starting Over are performing above expectations. 92% of women report increased physical safety and/or psychological safety and feelings of safety as measured by exit surveys/closing assessments against a target of 65%. Despite working with some of the most entrenched recidivist offenders, Starting Over have managed to significantly reduce offending levels and to get some of the offenders drug free.

Areas for development

Lack of data to be able to develop appropriate strategies and tactical plans to address the crime and disorder issues remains a key issue. This is particularly pertinent around priority issues such as youth violence. Whilst a 'dashboard' was created for the Serious Youth Violence Taskforce, to look at the early intervention risk factors that can impact upon youth violence, there is no problem profile to understand who is involved in committing knife crime in the borough. It has also been four years since an evaluation was undertaken of the IGXU, this is imperative as this is a priority area where much funding is allocated and therefore essential to understand how effective the unit is at reducing youth violence and exploitation.

The Metropolitan Police have just recruited new analysts for the BCU and it will be important for them to work together with the council analysts and other partnership analysts to develop joint problem profiles.

Whilst the ENW structure is now in place, none of the Area Managers meetings have taken place, which replaced the previous Locations board. It is still unclear how work in the four priority wards are being prioritised through this new area-based approach or what issues are prevalent in these areas.

Victim satisfaction with the police continues to be poor and is falling. In addition, a recent London Probation inspection report found they were not supporting the needs of victims of violent and sexual offences well enough. We also lack any data from Victim Support to be able to assess and understand the support provided by them to victims in the borough.

Potential challenges

Funding remains a critical issue to assist in delivering our key priorities. Increased funding has been received predominately to support youth violence initiatives, from the Early Intervention Youth Fund and more recently from the Violence Reduction Unit. Most funding remains short term, making it difficult to make sustainable commissioning decisions. LCPF and VRU funding is only secured until 2021 and EIYF until March 2020. Most funding opportunities are for SYV and VAWG only, therefore little for other local priority areas.

Data sharing remains a challenge with some agencies wrongly using GDPR as a reason to not share data.

Theft has increased at unprecedented levels in the West End, having a significant impact not just on the levels of crime in Westminster but across London. Although a low-level crime, this is drawing partnership resources away from dealing with more serious and high harm crimes.

Opportunities

London and Westminster experience high levels of violence, the increased government focus on violence and particular youth violence, has seen further resources provided to the borough to address this.

Crime and disorder are affected by many issues, such as deprivation, substance misuse and opportunity. More joined up strategic thinking across partnership boards is needed, to address the wider issues, such as regeneration and health.

Recommendation: An annual meeting is held with appropriate representatives from the Adult and Children Safeguarding and Health and Wellbeing Board in conjunction with the SWP, to identify where there are synergies within their priorities and actions for the year ahead and to agree upon who will be responsible for delivery.

MOPAC are increasing the proportion of services they commission away from local provision. Whilst our funding levels are being cut, we need to ensure we make use of this provision.

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 | |
| Fire data | GLA Safe Stats | |
| Integrated gangs exploitation 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. Hate crime victim and perpetrator data not available for Westminster. |
| 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 | |

Appendix 2 Project progress of the victim, offender and location projects.

| | Objective | Actions | Lead | Update to May 2019 | RAG |
|----|--|---|---|--|----------|
| V1 | Improving co-ordination across the partnership to identify all repeat victims and ensure they have access to appropriate services; | Development of a minimum set of standards for housing providers for dealing with victims of crime and ASB | Claire Hardy | The ASB policy and initial interventions and toolkits are complete. This will be launched with E-Cins (ASB case management database) and training and with RSLs brought into partnership re E-Cins training and policy interventions, October. Delivery has slipped due to Effective Neighbourhood Working delivery and bring City West Homes back in house. | A |
| | | Ensure processes are in place to identify repeat victims of crime and ASB and to offer additional support as appropriate | Claire Hardy / Adam Taylor | Victim charter - at ASB case allocation meeting assigning a victim single point of contact to each case. The case management meetings mean victims of ASB from private landlords can also be referred and receive a single point of contact. Work needs to be taken to ensure that checks are made to identify if any of the victims are repeats. | A |
| V2 | Provide bespoke support to those most at risk of domestic violence to reduce high levels of repeat victimisation | Continue to provide a multi-agency response to high risk / high need victims of domestic and sexual violence through the MARAC process | Adam Taylor | MARAC referrals continue to hover around the level we would expect based on the local population. However, this has, on a number of occasions this year, caused the meeting to spill over into two days. We currently average c. 30 cases per meeting and took the decision earlier this year to move to 4-weekly meetings | A |
| | | Continue to provide a specialist response to victims of all forms of violence against women & girls through the Angelou Partnership | Adam Taylor | 93% of women reported increased physical and or feelings of safety after working with the Angelou Partnership at the end of 2018/19 compared with 90% in 2017/18. | G |
| | | Review of contractual options for VAWG as a result of changes in LCPF and potential co-commissioning funds. | Adam Taylor | Discussions are ongoing with regards to the future of our specialist services. The key challenges relate to whether a shared service model is sustainable given the reduction in Tri-borough services generally, the significant levels of demand for service above current capacity, and the uncertainty of future funding from LCPF and other sources | A |
| V3 | Provide bespoke support to vulnerable young victims i.e. those aged under 24 who are at risk of serious youth violence. | Improve linkages between SWP commissioned work with victims and victims support - including ASB, IGU, and VAWG | Claire Hardy / Adam Taylor / Victim Support / Marie Theresa Brown | Referral service into victim support from ASB. Victim support actions are added to the community trigger action plan. A meeting is being arranged with MOPAC and Integrated Victim Witness Services lead for our area to establish referral pathways for victims of domestic abuse into the service. | G |
| | | Young womens advocate to support young women affected by gangs. | Marie Theresa Brown | As of May 2019 sexual violence specialist practitioner was working with 15 young females. Also delivers workshops to professionals and young people on topics including child sexual exploitation, drugs and mental health awareness and girls and gangs. Provides advice and guidance to professionals with Westminster Children's Service, Police, Schools, Probation, medical practitioners within MASE and CAMHS professionals. | G |
| V4 | Gain a greater understanding of the level and quality of pan London provision for victims in Westminster | Victim support to provide quarterly Westminster data to the Group incorporating demographics of those accessing services to support the production of the Strategic Assessment. | Victim Support | MOPAC who commission Victim Support have to date prevented them from releasing local performance data. We have continued to lobby with our MOPAC SPOC about the importance of receiving such data and the impact upon our commissioning decisions. | R |
| | | Produce a directory of victims services for partners and agencies to access to raise awareness of services available. | Angela Lambillion | Produced and shared with PP&L knowledge hub and external funders group. | Complete |
| | | Lobby MOPAC for performance data from Victim services they commission. | Adam Taylor | MOPAC dashboard includes data on Domestic and sexual violence victims and hate crime victims. Continued to lobby our MOPAC SPOC about the importance of receiving such data and the impact upon our commissioning decisions. | A |
| V5 | Review the SWPs compliance with the Victims Code of Practice | Assess how each agency is performing and identify any gaps or performance issues. | Adam Taylor | ASB Triage desk can now run analysis on incoming referrals and the outputs. All agencies will put through cases in one point. MOPAC provides details on how the Met Police are performing on the dashboard which is currently very low. London probation inspection report highlighted the NPS is not supporting the needs of victims of violent and sexual offences well. | A |
| | | Improve victim journey by ensuring accurate and timely information sharing, and clarity of peoples roles and responsibilities. | Adam Taylor | ASB victim spoc have own profile on E-Cins, ensure cases adhered to set timescales. Initial response to victims in ASB policy for the partnership. | A |
| | | Improve the victim journey at the initial point of contact assessing all vulnerabilities and identifying the most appropriate agency as lead. | Claire Hardy / Adam Taylor | ASB - All victims of ASB following a case management conference are given a single point of contact so that they only deal with one agency. Police public attitude survey, is very low and falling on all dimensions, i.e overall satisfaction 61% ranked 31st, actions 57% ranked 29th, follow up 56% ranked 19th, treatment 80% ranked 23rd. London probation inspection report highlighted the NPS is not supporting the needs of victims of violent and sexual offences well. One in five cases reviewed, those who could be eligible for the Victim Contact Scheme were not given the opportunity to access it. Those who did access it were not supported appropriately. | R |
| | | Explore the option of peer support to increase victim engagement in the CJS. | Serena Simon | No update due to staff changes | R |
| | | Improve Tri-borough legal knowledge of ASB cases to ensure prompt action. | Claire Hardy | Working with legal to get a swifter response. Need to hire in advocates for the court. Ongoing, considering lobbying the Leader for action. | R |

Safer Westminster Partnership Strategic Assessment 2019

| | Objective | Actions | Lead | Update to May 2019 | LAG |
|--|--|--|---|---|----------|
| Identifying and working with repeat victims to reduce their vulnerability | V6 Early intervention to prevent victimisation | Ensure victim based support across schools is joined up. | Adam Taylor / Claire Hardy / Richard Stanley | Schools officers have joined the partnership and will be on the E-Cins platform so can review any case management of youth. SPOCs in YOS. | A |
| | | Ensure partners understand the thresholds of referrals for safeguarding. | Angela Flahive | No update | R |
| | | Deliver crime prevention messages to older population to prevent victimisation of theft and fraud. | Trading standards | Trading standards have arranged talks on scams for a community event hosted by Safeguarding Adult Executive Board (SAEB). E-learning scams package circulated to all adult social care staff. Scams Awareness month - event at Natwest bank, tweets and communications circulated. Working with SAEB and fire brigade to set up a real hazard house, which will include scam mail, money transfer receipts and nuisance calls. This will be filmed and uploaded on You Tube to be used for training for carers, families, health care professionals, etc. | G |
| | | Explore the use of civil interventions to people exploiting vulnerable people | Marie Theresa Brown | Marie Theresa Brown looking at a CPN where there is no criminality specifically around cuckooing. | A |
| | | Discuss with communications and planning the using of signage to prevent victimisation in high victimisation areas. | Mick Smith | Westminster is the only borough without SmartWater signage. Burglary in the north of the borough is of particular concern and it was suggested to run a 6 month pilot in the area using signage. If successful role out across the borough. | R |
| Working with the most problematic offenders to reduce their re-offending | O1 Ensure adequate commissioned services for the most prolific and vulnerable offenders to address their criminogenic needs, in particular around substance misuse and accommodation | Continue funding Starting Over to provide 2 key workers and 1/3 housing worker to provide additional support to members of the IOM cohort who have health and social care needs. | Alice Kavanagh | At end of March 2019 Starting Over active caseload of 26 Westminster clients. Over Q4 3 successful completions, 2 alcohol free and 1 drug free. 15 people's housing needs were supported. | G |
| | | Using MOPAC LCPF provide Employment Training & Education support in partnership with Westminster Employment Service. | Alice Kavanagh | Funding used for an enhanced support service from Starting Over. | G |
| | | A review of the partnership's commissioned services to support offenders to ensure no duplication of services and identify any gaps in provision. | Alice Kavanagh | Complete. | Complete |
| | | Provide a comprehensive list of services available within Westminster to support offenders | Angela Lambillion | Completed. Produced and shared with PP&L knowledge hub and external funders group. | Complete |
| | O2 Provide bespoke support to vulnerable young offenders i.e. those aged under 24 who are at risk of or are committing serious youth violence. | Fund a youth resettlement worker to work with young offenders sentenced to custody or on remand in custodial institutions to improve ETE and resettlement into the community with support from peer mentors. | Kiran Hayer | As of April 2019 the Youth Resettlement worker is funded from core children services funds. | G |
| | | Fund youth outreach workers to assess, engage and motivate young people to access support. | Matt Watson | As of 9th May current caseload of 56. 25% of the caseload are also working with YOS. | G |
| | | Commission Gang Exit provision - an ex offender from St Giles to assist exiting young people from gangs or from preventing them being caught up in this lifestyle. | Matt Watson | 10 of the caseload are receiving interventions from St Giles | G |
| | | Employment Support - A dedicated family and children's employment coach to support young people into training and employment | Matt Watson | Role has been recruited to. No data available for last quarter. | A |
| | | Mental Health support - part time support from a mental health nurse in CAMHS to support young people who have experienced trauma | Matt Watson | 16% of the cohort are receiving an intervention from the CAMHS nurse | G |
| | O3 Improve offender cohort co-ordination to ensure clarity of partners roles and responsibilities and gain a greater understanding of what works | Develop a standardised performance framework to assess the effectiveness of the cohort management and to report quarterly into the offender board. | Iain Keating/Matt Watson | Quarterly ID-IOM reports are now being received to look at the impact of the IOM cohort. Only the IOM cohort is on ID-IOM therefore unable to compare performance with the IGU and YOT. Police Gangs unit are looking to train officers. PNC Id numbers are being obtained of the IGXU cohort and will be submitted onto ID-IOM. | A |
| | | Increase the number of officers trained in IDIOM | Clair Kelland now James Franklin | It is planned for additional gangs unit officers to be trained and get access to ID-IOM | A |
| | | Recruitment of an Offender Co-ordinator to review and analyse all offender related data in particular around offender cohorts and commissioned services. | Alice Kavanagh | With the significant funding cut in LCPF we no longer have funding for this role. | Complete |
| Quarterly performance reports to be produced to inform the offender delivery group. | | Angela Lambillion | An SWP dashboard has been developed. Bi-monthly IGU and YOT performance reports are now being produced for the YCPP. SYV dashboard has also been created. | G | |
| Process maps and procedures to be developed to show clear pathways and responsibilities for each of the cohorts and that appropriate Information Sharing Protocols are in place. Minimise agency involvement with individuals. Identify key contributing factors to establish who the lead agency should be. | | Iain Keating/Matt Watson / Alice Kavanagh | IGU have developed processes. Childrens Services have been working to minimise the number of professionals working with a young person. | A | |
| All groups to review membership Terms of Reference and to track attendance of agencies at: MAPPA, IOM, GMAP. | | Chairs of MAPPA, IOM and GMAP | Review took place in 2018. New review to take place as part of the move to a bi or tri-borough board. | A | |

Safer Westminster Partnership Strategic Assessment 2019

| | Objective | Actions | Lead | Update to May 2019 | LAG | |
|---|-----------|---|--|---|---|-------------------------|
| Aim: Reducing high harm crime in Church Street and Queen's Park wards and the area surrounding with the most problematic offenders to reduce their re-offending | | Monthly/quarterly checks to be made to assess the overlap of all offender (and victim?) cohorts including: IOM, Gangs, MAPPA, YOS, Missing Children, MACE, MARAC, Unite, ASB, Channel, ISEU | Offender co-ordinator | IGXu and YOS regularly check for cross over with other cohorts. Not done with all cohorts due to data protection issues. | A | |
| | | Review of pathways/referrals between MAPPA and MARAC to ensure agencies are aware of/monitor violent offenders who are not on license. | MARAC and MAPPA chairs | | R | |
| | | Review of ASB - CBO and CPN processes across the partnership to ensure they are aligned. | Police who?/Serena Simon/Claire Hardy | The council has produced an ASB strategy and been developing ASB enforcement and procedures in line with the new Effective Neighbourhood Working approach adopted. E-Cins is being developed and enhanced with software E-Connect to improve analysis of information. This will provide access for both police and council. | G | |
| | O4 | Explore and tackle the issue of cross border and foreign national offending in Westminster, utilising every possible funding opportunity; | Explore use of MOPAC co-commissioning pot to lead on work to address cross border offending. Identify other potential funds to support the work to reduce re-offending. | Alice Kavanagh/Adam Taylor Alice Kavanagh | No funding is available from MOPAC to fund cross border offending. The funding was allocated to Domestic, sexual and youth violence On going | Complete A |
| | O5 | Intervening early with young offenders at risk or in the criminal justice system to prevent future criminality | Work with schools in particular TBAP to identify those at greatest risk of offending. Training to be delivered to TBAP on trauma. Work with young people identified with key risks to offending i.e. LAC, child in need. How does this link into work of Early Help? Review how better to integrate our YOS, IGU and Early Help services to improve co-ordination of resources and identify other funding and co-commissioning opportunities. Due to an increase in younger peoples involvement in the CIS YOS to undertake a mapping exercise to identify who/where across the partnership manages this risk. Journey map 10 young people. | Gavin Barker Early Help YOS/IGU/Early Help Kiran Hayer | Trauma informed training has been delivered Update required. Update required. This piece of work has been completed for a number of young people that are open to YOT and other services. Part of the mapping work has been to identify duplication in roles across different agencies and to offer young people and families a more co-ordinated and streamlined service through the introduction of stream lining meetings | A A A Complete |
| | L1 | | To improve employment opportunities and maximise referral opportunities promote the Westminster Employment Service within Queens Park and Church Street wards | Shama Sutar-Smith Head of Coaching WCC | From January to June 2019 41 Church Street residents and 11 Queen's Park residents registered with Westminster Employment Service. 6 were supported into education and 6 into jobs. | G |
| | L2 | | Corporate social responsibility - interest from BIDs to encourage their business and land owners to invest locally. | Greg Ward WCC Economy | Complete. Corporate responsibility is regularly reviewed with all contractors | Complete |
| | L3 | | What can we do as a partnership to support the work of the West End Partnership? | Francisco Franco-Mendes | The West End Partnership met in January to discuss policing and resources following the BCU merger. The board raised the lack of visible policing and the ability to meet the unique demands of the West End and its evening and night time economy and the increasing threat of Counter Terrorism. This issue is still being lobbied by Councillors and Local MP's. The board also asked for improvements in data sharing to respond to new and emerging trends. | A |
| | L4 | | Work to address ASB and crime concerns in the priority wards. | Claire Hardy ASB Senior Practitioner Chris Sadler MPS Inspector | Problem profiles were produced for each of the wards in April, but have not yet been circulated to the areas. Not clear how priority wards are being prioritised under the new Effective Neighbourhood working model. | A |
| | L5 | | Develop seasonal joined up plans to reflect partnership activity in particular in the vulnerable areas. Including Autumn nights. | Chris Sadler MPS Inspector/ Wayne Chance McKay | Autumn nights - looking to emulate the plans adopted for the knife crime action day. | A |
| | L6 | | Review how tasking processes are joint up at police and local authority to ensure they are streamlined. To maximise opportunities to intervene early with low risk issues to prevent escalation. | Alex Juon/ Insp James Hoyes | As part of Effective Neighbourhood Working a new tasking and problem solving process and governance structure has been developed. A Tasking and Co-ordinator post is in place. Strategic issues from the Area SLT meeting will be fed into the Executive Board, from Wayne Chance McKay. Awaiting the commencement of the meetings. | A |
| | L7 | | Deliver training to MPS, CWH, Residential Services, City and West End Operations managers and produce ASB protocols to deal with low level behaviour. | Claire Hardy ASB Senior Practitioner | Training has been delayed due to the ENW changes and bringing in City West Homes but is scheduled to commence in July. | A |
| | L8 | | Intervene early to low level threshold ASB, through family support and joint visits to identify what parental support is available. | Ollie Akin Fadeni City West Homes, Claire Hardy ASB Senior Practitioner | Despite the low level of referrals, this role is still being funded predominantly by City West Homes but also with some Community Safety Funding. The role is being managed by Children's Services locality team. | A |
| | L9 | | Effective ASB case management across the partnership which support ASB protocols. | Claire Hardy ASB Senior Practitioner | E-Cins case management platform shared across the partnership will ensure one source of ASB data and everyone across the partnership adhering to the same policies and procedures. Problem solving will also go on E-Cins. | A |

Safer Westminster Partnership Strategic Assessment 2019

| | Objective | Actions | Lead | Update to May 2019 | RAG |
|---|-----------|---|--|--|-----|
| Aim: Reducing high harm crime in Church Street and Queen's Park wards and the West End. | L10 | Gap analysis to review youth provision within Queens Park and Church Street and raise awareness locally of services available. Provide recommendations to SWP. Look to identify additional funding opportunities to support these gaps. | Early Help need to identify a lead? | No update | R |
| | L11 | Review of information sharing agreements and how effective we are at sharing day to day information in a timely fashion. | Adam Taylor Community Safety Commissioning Manager | SWP information sharing protocol has been completed. Paul King developing ISAs for Business Improvement Districts | A |
| | L12 | Ensure ASB associated with street population at hotspots in priority areas is effectively tackled through co-ordinated, joined-up engagement and enforcement by partnership agencies. | Integrated Street Engagement Unit | The ISEU continues to work hand in glove to provide social care, health and addiction support in order to provide long term routes off the street, with the goal of helping some of the most vulnerable to turn their lives around. Turning Point set up new project, the One Stop Shop. This is a new clinic for most vulnerable no fixed abode clients in Westminster, this is a place for clients to attend Turning Point and be assessed and scripted concurrently and leave with a new prescription in around 60 to 90 minutes. So far it has been very successful with 6 people currently accessing treatment in the last 4 weeks, those who would have otherwise struggled to make appointments. Over 2018/19 there were 211 people referred into available services on offer in City of Westminster against a target of 88. 2671 clients met by CSTM street team and offered support to move away from the street or access to basic services against a target of 220. 91 individuals referred to enter treatment programmes against a target of 50. | G |
| | L13 | Provide joined up partnership community engagement work in the priority wards to raise awareness of key crime and community safety reduction messages. Including work with the Health and Wellbeing board and Public Health to join up activity to provide community enhanced provision and in these priority wards including work with Community Champions and Making Every Contact Count and the Fire Service | Community Safety Commissioners, Katrina McLarty Public Health Business Partner | Church Street pilot project for year 5 primary school project is being set up to focus on the children, their parents and teachers and is being driven by the Serious Youth Violence Taskforce. A Community Engagement Officer has been recruited and will begin in July to develop further community engagement work in the priority wards. | A |
| | L14 | Task and finish group to address robbery and sexual offences and knife crime in the West End | Ian Hennessy | Despite continued rising crime levels in the West End, this was not established due to police and council restructures. | R |

Appendix 3 Project progress report of CONTEST

| Chair | | Kevin Goad (Protect Partnership Working Group); Prevent Partnership Board (tbc) | | | | | |
|--------------------------|--|--|-------------------------------|---|--------------------------|---|-------------------------------|
| Aim | | Enhancing the partnership response to countering terrorism | | | | | |
| Cross Cutting Principles | | | | | | | |
| Objectives | Actions | Lead | KPI | Deadline | April to Dec 2018 Update | RAG | |
| Protect | | | | | | | |
| 1 | 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. | Deliver ACT Awareness Training Sessions | Lysander Strong | Number of Sessions Number of organisations trained Number of people trained | 31/03/2019 | 5 ACT Awareness Sessions delivered with WCC EP | G |
| | | Deliver Project Argus CT Awareness Sessions | Lysander Strong | Number of Sessions Number of organisations trained | 31/03/2019 | Internal Council Sessions 3 External Sessions 13 | G |
| | | Deliver awareness amongst businesses and organisations | Lysander Strong/Mike Wilkins | Number of Sessions delivered to improve awareness | 31/03/2019 | 39 sessions organised and delivered to businesses and BID | G |
| 2 | 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 sites, crowded places and other 'locations' identified by police and partners as potentially vulnerable. | Identify and review the high priority and other sites within the city, to undertake a full threat and risk assessment for each site and to recommend mitigation and / or protective measures as appropriate. | Kevin Goad / James Waddington | Percentage of site assessments completed | 31/03/2019 | Rollout of national 'crowded spaces' tasking has been delayed. Series of assessments planned for Q4 | A NACTSO driven and funded |
| | | Ensure a robust and transparent process for determining the installation of any physical protective measures within Westminster | Kevin Goad / James Waddington | N/A | 31/03/2019 | Joint Protect Board established and has met. ToR and membership are agreed. Draft Partnership assessment process agreed and joint site visit undertaken to 6 sites. | G |
| | | Work as a partnership to consider, and if appropriate implement, measures to improve the protective security of the public realm | Kevin Goad / James Waddington | Percentage of recommendations from security reviews considered | 31/03/2019 | Temporary deterrent measures installed in Leicester Square Work underway by the Council on security schemes in relation to 11 locations. | G |
| 3 | We will develop a local Protect plan for the threatened deployment of police and other resources. | Produce a monthly threat assessment | Lysander Strong | N/A | Monthly | Previously delivered through SPM. No Threat assessment produced now following BCU merger | A |

Safer Westminster Partnership Strategic Assessment 2019

| Chair | | Kevin Goad (Protect Partnership Working Group); Prevent Partnership Board (tbc) | | | | | |
|--------------------------|--|---|--|---|--------------------------|--|---|
| Aim | | Enhancing the partnership response to countering terrorism | | | | | |
| Cross Cutting Principles | | | | | | | |
| Objectives | Actions | Lead | KPI | Deadline | April to Dec 2018 Update | LAG | |
| Protect | | | | | | | |
| | Review deployments of PSO and other resources <u>on a monthly basis</u> | Lysander Strong | No of Stop & Search No of Stop & Account No of s43 Stops Suspect Package Calls CT Intelligence Reports No CT Community liaison No of vehicle stops | Monthly | See above KPI. | G | |
| | Review deployments and activity <u>in light of</u> significant changes in threat or attack methodology | Lysander Strong | N/A | Monthly | Delivered through SPM | G | |
| Prepare | | | | | | | |
| 1 | Increase awareness of Westminster's Emergency Planning Procedures | Carry out internal Emergency Planning training to a wider group of officers at all levels (Strategic, Tactical and Operational) | Peter Reeves | Number of Sessions | 31/03/2019 | 17 training sessions, including Gold, Silver, LALO, BECC and airwave training delivered | G |
| | | Deliver sufficient exercises to test the training and understanding of the City Council's Emergency Response Plans | Gareth Morgan | Number of exercises undertaken | 31/03/2019 | 1 Pan London Emergency planning exercise, Exercise Safer City. 1 WCC BECC Test Exercise schedule to be drafted for 2018/19 | A |
| 2 | Update Royal Ceremonial Plans | Attend Pan London Multi Agency Planning meetings to maintain awareness of changes throughout the year at all levels. | Alex Woodman | Meetings / Sessions attended | Ongoing | 7 sets of pan-London planning meetings attended covering licensing, stewarding, transport and crowd management | G |
| | | Organise tactical meetings with service leads to ensure plans are up to date. | Alex Woodman | Meetings arranged | June / December | Current planning being reviewed <u>in order to identify key forward work programmes and areas of responsibility</u> | A |
| | | Ensure service plans are up to date in line with any changes to the Ceremonial Plans. | Alex Woodman | Service Plan Updates undertaken | On going | Current planning being reviewed <u>in order to identify key forward work programmes and areas of responsibility</u> | A |
| | | Carryout inspections of the routes to ensure no changes to the street scape will impact on the plan when implemented. | Kevin Goad | Twice Yearly Inspection | July / November / March | Full length of the route was walked in April to identify any issues Follow up inspections to be arranged. | A |
| | | Carryout a minimum of one table top exercise per year involving all service leads. | Alex Woodman | Exercise undertaken | 30/03/2019 | Current planning being reviewed <u>in order to identify key forward work programmes and areas of responsibility</u> | R |
| 3 | Develop a clear strategy for the testing of Business Continuity Plans and EBIA's | Support Business Continuity Champions to ensure EBIA's and BC Plans are in place and up to date. | Stephen Ansah | Compliance levels 90% BC Plans 94% BCAs | 31/03/2019 | Champions meeting and progress formerly submitted to EMT every quarter. | G |

Safer Westminster Partnership Strategic Assessment 2019

| | | Chair | Kevin Goad (Protect Partnership Working Group); Prevent Partnership Board (tbc) | | | | |
|----------------|--|---|--|---|---|--|---|
| | | Aim | Enhancing the partnership response to countering terrorism | | | | |
| | | Cross Cutting Principles | | | | | |
| Objectives | Actions | Lead | KPI | Deadline | April to Dec 2018 Update | RAG | |
| | Support Council directorates to test Business Continuity Plans to ensure plans are relevant, up to date and fit for purpose | Stephen Ansah | Exercises undertaken | 31/03/2019 | CM&C – 1 test Programme of testing needs to be driven by Directorates | R | |
| | Carry out at least one exercise a year involving all service areas | Stephen Ansah | Exercise undertaken | 31/03/2019 | Pilot communications test completed. Corporate Cascade test completed. | G | |
| 4 | Implement EP2020 Standardisation | Review existing plans and arrangements in line with EP2020 Standardisation requirements | Gareth Morgan/Mark Chalmers | Full implementation | 31/03/2019 | Implementation of first stage completed | G |
| | | Arrange and develop a training and exercising plan for staff to support implementation | Gareth Morgan/Mark Chalmers | Training Sessions delivered | 31/03/2019 | 17 training sessions delivered in Q4 | G |
| Prevent | | | | | | | |
| 1 | Commission a range of projects in order to support and empower Westminster's communities. | Deliver Strengthening Families, Strengthening Communities Parenting Programme | Kiran Malik | 8 Series, 112 attendees | 31/03/2019 | Contract signed. All series started – 121 attendees | G |
| | | Deliver Fathers for Futures | Kiran Malik | 3 series, 36 attendees. | 31/03/2019 | Delivery completed, attendees slightly lower than anticipated owing to challenges with recruitment | G |
| | | Deliver Other People's Stories | Kiran Malik | 3 series, 36 attendees | 31/03/2019 | Project cancelled as a result of staffing changes within the team | R |
| 2 | Build and strengthen our understanding of Westminster's diverse communities and also develop partnerships with local community and charitable organisations. | Write community engagement plan | Kiran Malik | N/A | 30/05/2018 | Completed. | G |
| | | Undertake community engagement work | Kiran Malik | N/A | 31/03/2019 | Engagement ongoing as part of project planning and recruitment | G |
| 3 | Support Westminster's institutions in the delivery of Prevent, providing advice, guidance and training. | Deliver training to educational institutions | Kiran Malik | 25, (95%) | 31/03/2019 | 28, (96%) | G |
| | | Commission Critical Thinking & Challenging Prejudice Workshops | Kiran Malik | 36 Workshops 10 Hours Teacher training | 31/03/2019 | 39 sessions delivered 1198 participants 3 sessions for staff delivered | G |
| | | Commission Anti-Radicalisation lessons | Kiran Malik | 30 Lessons | 31/03/2019 | Delivered in 15 schools 29 lessons, 618 pupils | G |
| | | Commission Internet Safety work for SEN schools | Kiran Malik | 3 Schools | 31/03/2019 | 2 schools signed up | G |
| 4 | Support and safeguard individuals at risk of being drawn in to extremism or radicalisation. | Safeguard vulnerable individuals through Channel and Prevent safeguarding processes | Kiran Malik | N/A | 31/03/2019 | Figures sensitive and held on a secure database. | G |



Environment, Highways and Public Protection Policy & Scrutiny Committee

| | |
|---|---|
| Date: | 7 October 2020 |
| Classification: | General Release |
| Title: | 2020/21 Work Programme and Action Tracker |
| Report of: | Ezra Wallace, Director of Policy and Projects |
| Cabinet Member Portfolio | Cabinet Member for Environment and Highways and Cabinet Member for Public Protection |
| Wards Involved: | All |
| Policy Context: | All |
| Report Author and Contact Details: | Lizzie Barrett x 3103 ebarrett@westminster.gov.uk |

1. Executive Summary

1. This report asks the committee to agree topics for the 2020/21 work programme and note the committee's action tracker.

2. Key Matters for the Committee's Consideration

- 2.1 The Committee is asked to:

- Review and approve the draft list of suggested items (appendix 1) and prioritise where required.
- Note the action tracker (appendix 2).

3. Topic selection

- 3.1 The proposed list of topics (appendix 1) has been compiled by policy and scrutiny officers in collaboration with services.

If you have any queries about this report or wish to inspect any of the background papers, please contact Lizzie Barrett.

ebarrett@westminster.gov.uk

APPENDICES:

Appendix 1 – Master Work Programme 2020/21

Appendix 2 - Action Tracker

WORK PROGRAMME 2020/2021
Environment Highways and Public Protection Policy and Scrutiny Committee

| ROUND TWO 7 October 2020 | | |
|---|---|---|
| Agenda Item | Reasons & objective for item | Represented by |
| Cabinet Member Q&A | To update the committee on key areas of work within its remit and the Cabinet Member's priorities | Councillor Heather Acton, Cabinet Member for Public Protection and Licensing |
| Safer Westminster Partnerships (SWP) | Review SWP report for 2019/20 | Annette Acik, Director of Public Protection and Licensing Wayne Chance McKay, Head of City Operations |

| ROUND THREE 18 November 2020 | | |
|---|---|---|
| Agenda Item | Reasons & objective for item | Represented by |
| Cabinet Member Q&A | To update the committee on key areas of work within its remit and the Cabinet Member's priorities | Councillor Andrew Smith, Cabinet Member for Environment and Highways |
| Air quality | To review the Council's approach to improving air quality in Westminster, including the contribution of initiatives like the clean air fund and revisions to the code of construction practice. | |
| Movement strategy | To review the impact of the Council's movement strategy, including on air quality, and consider whether any measures could be made more long-term. | |

| ROUND FOUR 27 January 2021 | | |
|---|---|-----------------------|
| Agenda Item | Reasons & objective for item | Represented by |
| | | |

| | | |
|--------------------|--|--|
| Cabinet Member Q&A | To update the committee on key areas of work within its remit and the Cabinet Member's priorities | Councillor Heather Acton, Cabinet Member for Public Protection and Licensing |
| Domestic violence | To review Council's approach to identifying/addressing/reducing domestic violence (DV) and investigate whether the COVID-19 lockdown had a negative effect on instances of DV. | |
| BCU update | Review of the first two years of basic command units. | |

**ROUND FIVE
15 March 2021**

| Agenda Item | Reasons & objective for item | Represented by |
|-------------------------|---|--|
| Cabinet Member Q&A | To update the committee on key areas of work within its remit and the Cabinet Member's priorities | Councillor Andrew Smith, Cabinet Member for Environment and Highways |
| Rough sleeping strategy | Review council's approach to rough sleeping in Westminster and in particular examine the impact of COVID-19 on rough sleeping in Westminster. | |
| Modern slavery | Review Council's approach to addressing modern slavery within Westminster. | |

**ROUND SIX
21 April 2021**

| Agenda Item | Reasons & objective for item | Represented by |
|--|---|--|
| Cabinet Member Q&A | To update the committee on key areas of work within its remit and the Cabinet Member's priorities | Councillor Heather Acton, Cabinet Member for Public Protection and Licensing |
| Commercial waste and vehicle consolidation | Review progress towards a new model for commercial waste and vehicle consolidation. | |
| Roll out of electric vehicle charging points | Review the impact of the roll out of electric vehicle charging points in Westminster. | |

**UNALLOCATED ITEMS
2020/21**

| Agenda Item | Reasons & objective for item | Represented by |
|-------------------------------|---|-----------------------|
| Street Entertainment strategy | | |

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Environment, Highways and Public Protection Policy and Scrutiny Committee Action Tracker

| ROUND ONE 15 JUNE 2020 | | |
|-------------------------------|--|-----------|
| Agenda Item | Action | Update |
| Item 4: Cabinet Member Update | Requested more detail on the movement strategy and how it fits with the Mayors streetscape programme including the impact on cyclists on Edgware Road. | Completed |

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