

Safer Westminster Partnership

Strategic Assessment

January 2023

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Executive Summary

The Strategic Assessment is produced as a requirement of the Police and Justice Act 2006, on behalf of the responsible authorities for the Safer Westminster Partnership (SWP), it is also written to meet the requirements of the Serious Violence Duty as part of the Police Crime Sentencing and Courts Act 2022. It aims to identify the key crime and disorder issues affecting Westminster, drawing on a variety of datasets where possible from the period October 2021 to September 2022.

Crime is now reaching pre-pandemic levels despite a significant reduction in footfall in the borough. Crime across the MPS has become more concentrated in Westminster and in particular the West End and St James's wards, where 65% of the borough's crime was located. The borough now accounts for 7.9% of all crime recorded across the MPS compared with 5.4% last year. This increase has been primarily driven by theft, which makes up 50% of all recorded crime on the borough. Not only is the West End the concentration of volume crime it is also the location of the most 'high harm' crime. The reopening of the night time economy has fuelled this increase in high harm crime, evidencing the importance of partnership work focused on this area. Despite the significant increase in crime, 96% of residents stated they felt safe in the area they live.

Crime over the last year is estimated to have cost the partnership £315 million, a £90 million increase from last year. The greatest proportion of costs was attributed to dealing with the consequences of crime, demonstrating the fiscal benefits of focusing on preventing crime from happening. Most acquisitive crime is committed by opportunistic criminals and much of this crime can be prevented by taking some basic crime prevention measures. Further supporting the need for more work on the least developed strand of the SWP strategy 'improve our communication to residents, businesses and visitors about how to keep safe'.

Victims are being poorly served by our criminal justice system, which has been exacerbated by the pandemic. Continuing high backlogs of Crown Court cases are resulting in adverse impacts upon victims and the wider confidence in the criminal justice system. Whilst victim satisfaction with the police Central West Basic Command Unit is slightly higher than across the MPS, levels of victim satisfaction are at an all-time low. Only 26% of victims stated they were aware of the victim code of practice. This needs to be improved as the Victims Bill is close to becoming enshrined in law.

The Mayor's Office of Policing and Crime (MOPAC) are responsible for commissioning pan London victim service provision, both universal and specialist. Unfortunately, we still do not receive feedback of the service at a borough level, to be able to inform our local commissioning and to ensure our residents are receiving a quality service. We must continue to lobby MOPAC to receive this.

Reducing re-offending leads to fewer victims, greater community safety, as well as reduced costs for the criminal justice system. Despite having one of the greatest decreases in resident offenders across London, Westminster residents have the highest re-offending rates. The Integrated Offender Management team works with about a sixth of resident re-offenders in Westminster. The programme is evidenced to be successful, if the small team were to be expanded it could have a greater impact upon reducing reoffending.

The number of young offenders and first time entrants to the criminal justice system are continuing to decline. Despite these low numbers they have a high risk of reoffending and harm and have complex needs.

Resources to tackle offenders across the partnership are stretched. **The local probation service is facing significant challenges in the recruitment and retention of staff to ensure offenders receive the support they need to prevent them returning to committing crime.** In addition, Police resources are being used to respond to an increasing level of mental health related call outs.

Drug offenders make up the greatest proportion of our resident offenders with high recidivism rates. Drug offenders can be categorised into two broad types, young offenders committing cannabis offences and older opioid addicts committing acquisitive crime. **Drugs are driving up acquisitive crime levels but also serious violent and organised crime.** There is a greater willingness of drug addicts to engage in shop crime in pursuit of their habit therefore businesses should be part of the new Combatting Drugs Partnership.

Reducing demand is key to decrease the adverse consequences of drug use for individuals and society at large. **Recreational drug users drawn to the West End night time economy contribute to drug demand and drive a large local drugs market.**

It is difficult to get a clear picture of ASB in Westminster, due to its broad definition and the variety of mechanisms used to record and report it. What is clear is it is widespread across the borough in varying forms. The highest volumes of ASB occur in the West End often linked to begging, homelessness and drugs. More residential based ASB is concentrated in social housing and often linked to verbal abuse, noise and drugs.

ASB can impact hugely on the lives of those who encounter it. It is often an indicator of problems in the lives of those who commit it, which if not addressed positively, can result in criminality and damaged life prospects. Some of the biggest risk factors of ASB are substance misuse and mental health.

The data shows repeat victimisation and repeat offending accounts for a lot of ASB incidents and processes need to be in place to quickly identify and respond to this. Community Triggers are a great indicator of how well the partnership is responding to ASB. Nearly half of the Community Triggers raised this year refer to incidents stretching over two years. Early intervention is needed to improve this, to ensure victims feel supported and perpetrators are managed and brought to justice. More work is needed with the community to raise awareness of ASB, ensure they know their rights and how to report it. Whilst it would be difficult to monitor satisfaction with every ASB report we should establish mechanisms for recording and monitoring victims' satisfaction with ASB casework support. Many of these cases reach a criminal threshold and when the Victims Bill is passed, we will be statutorily required to report on this.

At the time of writing the threat to the UK from terrorism is Substantial, meaning an attack is likely. Low sophistication, self-initiated terror attacks remain a popular tactic across all ideologies. There continues to be overt activity from individuals expressing support for right wing rhetoric, however Islamist related extremism remains the largest proportion of Prevent referrals.

An increasing number of individuals being referred to Prevent in Westminster have mixed, unclear or unstable ideologies. These individuals commonly present with multiple and complex vulnerabilities, including arising from substance misuse, social isolation, mental ill health and neurodiversity.

A high number of risk factors can increase a young person's likelihood to delinquency. Whilst overall Westminster rates are better than the London average, this is not true for all of the borough. Unsurprisingly the most deprived areas of the borough have the greatest risk. These are also areas where the greatest

concentration of the Supporting Families cohort reside who are identified as having these high risk factors. The factors of most concern are unemployment, exclusions and in need of early help. **As 6% of families in England and Wales account for half of all convictions**, these families should be prioritised for support across the partnership to address their multiple needs to prevent intergenerational transmission of crime.

Nearly half of all serious violence offences occurred in just two wards, West End and St James's. Over half took place during the night-time economy. **Due to the high volumes and concentration of serious violence offences it is recommended that night time economy related violence in the West End becomes a local criteria in our response to the serious violence duty.**

Whilst the picture across London shows youth violence to be concentrated in areas of high deprivation the picture in Westminster is very different. Whilst more deprived areas of the borough are where most of the Integrated Gangs and Exploitation Unit (IGXU) and Youth Offending Service cohorts reside and are areas of gang tensions and incidents, **over half of all serious youth violence occurred in the West End and St James's wards.** Most of the roles in the IGXU are funded through government grants therefore a sound evidence base is imperative to secure further funding and to understand what works in reducing youth violence and exploitation. Improvements in data capture and performance outcomes are needed to achieve this.

About 5% of adults experienced domestic abuse in the last year, that is approximately 8,873 people within Westminster. Domestic abuse recorded offences have increased over the last year, whilst sanctioned detection rates have plateaued, meaning fewer perpetrators are being brought to justice. To ensure victims are properly safeguarded, a review is needed of the local Multi-Agency Risk Assessment Conferences (MARACs) which discusses high risk domestic abuse cases, as the number of cases referred remains very high and there is a high volume of outstanding actions.

Recorded sexual offences increased in Westminster by 62% over the last year compared with a 16% increase across the MPS. The vast majority of sexual offences were perpetrated by males towards females. Most of this increase was concentrated in the West End night-time economy and comprised of other sexual offences. Coupled with the increase in offences is a **decrease in sanctioned detections**, only **8.7% of offences achieved a sanctioned detection compared with 30% nine years ago.** In addition, waiting lists for MOPAC commissioned sexual violence services continue to increase, meaning victims are not receiving the support or justice they deserve. Despite rape offences only accounting for 0.6% of the volume of crime recorded, it accounts for 22% of the Cambridge Crime Harm score¹ of all offences across the borough, evidencing the very high harm caused. Business crime is often overlooked but makes up 60% of all total notifiable offences recorded in Westminster. In fact, **65% of all violence against the person offences and 54% of sexual offences are classed as business crime.** This emphasises the important role businesses play in our approach to reducing crime. **Over three quarters of offences were within West End and St James's wards. Women aged 18-24 make up one fifth of all business crime victims evidencing who crime prevention work should be targeted at.**

There are many challenges ahead for the SWP, the Police and Fire Service must work to improve trust and confidence in the public as identified in recent inspection reports. The economic crisis will be toughest for our most deprived communities where most of our offending cohorts reside. Crime levels returning to pre-

¹Cambridge Crime Harm Score is a measurement of crime in which crimes are weighted based on how much 'harm' they cause, based on sentencing lengths.

pandemic levels puts more pressure on already stretched resources. Only by working in partnership and with our residents, businesses and visitors in an evidenced based way can we help to make Westminster safer.

Summary of recommendations		Page
Prevention	Crime prevention should be an integral part of our new strategy for reducing crime. To reduce the major costs incurred by the partnership as a consequence or in response to a crime.	11
Early intervention	The partnership should focus on early intervention to resolve ASB incidents to ensure victims feel supported and perpetrators are managed and brought to justice.	46
	Ensure the Supporting Families cohort who meet the crime/ASB or Domestic Abuse criteria are being supported to deliver early intervention to prevent intergenerational transmission of crime.	58
	There is a greater willingness of drug addicts to engage in shop crime in pursuit of their habit therefore we need to ensure businesses are part of the Combatting Drugs Partnership.	85
Supporting victims	Continue to lobby MOPAC to receive feedback on the quality of services provided at a local level. To inform commissioning decisions and ensure our residents are receiving a good service.	17
	Greater awareness to be made of the Victim code and ensuring victim care leaflets are given to victims.	18
	Repeat victimisation and repeat offending is a key driver to ASB and processes need to be in place to quickly identify and respond to this.	42
	Whilst it would be difficult to monitor satisfaction with every ASB report we should establish mechanisms for recording and monitoring victims satisfaction with ASB casework support as many of these cases reach a criminal threshold.	47
Reducing Re-offending	To have the greatest impact upon reducing re-offending in Westminster residents the IOM should concentrate on older male, theft and violence against the person and drugs offenders.	23
	The IOM scheme is evidenced to have an impact upon reducing re-offending, the police could enhance resources within the IOM team so they can work with a greater number of re-offenders.	24
	Repeat victimisation and repeat offending is a key driver to ASB and processes need to be in place to quickly identify and respond to this.	42

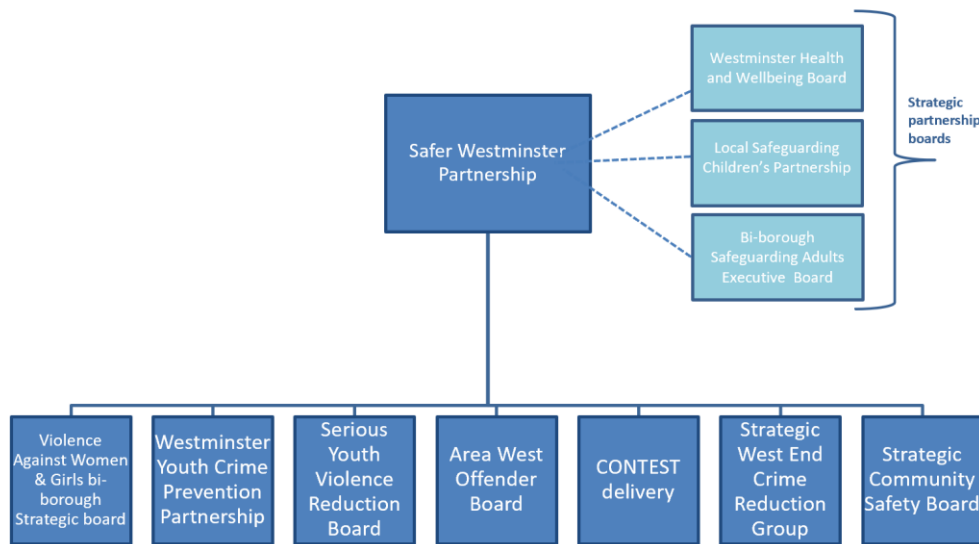
Summary of recommendations		Page
West End Location	The highest volume crime lower super output areas ² (LSOA) are also the highest harm crime LSOAs verifying this area needs to be a priority for the partnership to achieve a significant impact on reducing crime and making Westminster safer, this work should be co-ordinated by the Strategic West End Crime Reduction Group.	11
Engaging our communities	Targeted engagement to raise awareness of what is being done to tackle crime and how our residents can support this, focusing on the communities who are most dissatisfied with council and police.	14
Tackling Serious Violence	Night time economy related violence in the West End and St James's wards be included as part of our local serious violence reduction strategy.	61
	Undertake an annual review of the work of the IGXU to ensure it is meeting the objectives of grant agreements and is making a positive contribution to reducing youth violence and exploitation.	68
	Undertake a review to understand why the number of MARAC cases remains so high and the volume of outstanding actions remains so high.	73

² Lower Superoutput areas are a geography that contain approximately 1,500 residents there are 128 in the borough

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 develop the new Safer Westminster Strategy.

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 in the final year of delivering the 2020/23 SWP Strategy.

This chart shows the latest governance structure, to deliver the 2020/23 SWP Strategy.

The Strategic Assessment draws from a range of data across the partnership, where possible using data covering October 2021 to September 2022. See Appendix 1 for more details. Of note, ward boundaries have changed over the last year and where possible data has been used to reflect the new ward boundaries, but this has not been possible for all data sources.

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. The report then looks at who are victims of crime in Westminster, who offends and what drives their offending. This is followed by an analysis of hate crime and ASB data. Next our approach to Counter Terrorism is reviewed. Followed by examining the risk and protective factors 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 (VAWG) and the West End night time economy. Two further brief sections look at the profile of business and residential crime in the borough. Finally ending with a critique of the performance of the partnership towards delivery of the 2020/23 strategy.

³ The Responsible Authorities are; Police, Probation, Integrated Care Systems, Local Authority, Fire and Rescue Service and Police and Crime Commissioner.

Overview of crime in Westminster

Summary

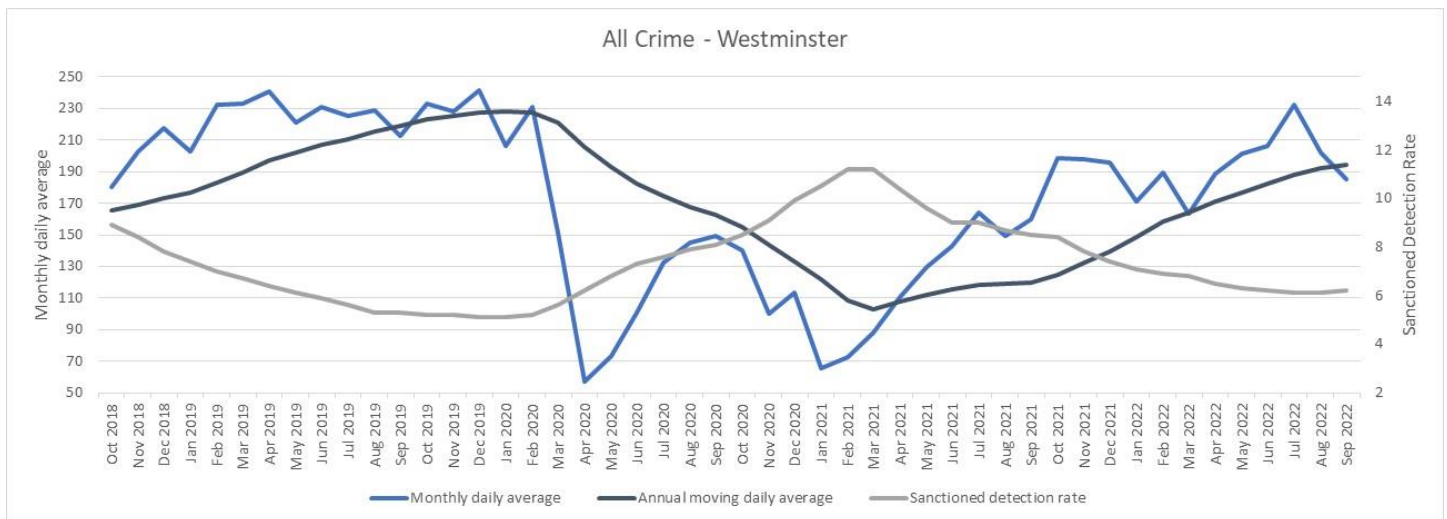
Crime is now reaching pre-pandemic levels despite a significant reduction in footfall in the borough. Westminster now accounts for 7.9% of all crime across the MPS compared with 5.4% last year. This increase in crime has been primarily driven by theft, which now accounts for 50% of all recorded crime in the borough. Crime has become more concentrated, 65% of all crime took place in West End and St James’s wards. This area of high volume crime is also where most high harm crime took place, in particular during the night time economy, evidencing the importance of partnership working focused on this area.

Crime over the last year is estimated to have cost the partnership £315 million, a £90 million increase from last year. The greatest proportion of costs was attributed to dealing with the consequences of crime, evidencing the fiscal benefits of focusing on crime prevention.

Despite increases in crime, 96% of residents felt safe in the area they live. Whilst trust in the police is high, confidence that the police do a good job needs to be improved.

This section provides a brief overview of the scale, trends and nature of crime in Westminster, including residents’ satisfaction and feelings of safety and the estimated costs of crime to the partnership.

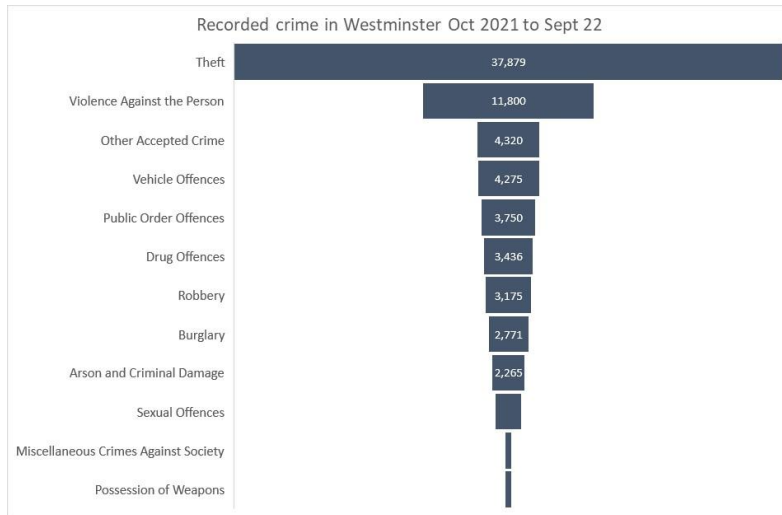
Crime is now reaching pre-pandemic levels despite a significant reduction of footfall in the borough. In the last year there were 76,326 crimes recorded, that is on average 194 crimes per day. Coupled with this is a decline in the number of sanctioned detections to 6.2% compared with 8.2% across the MPS.



Data over the last five years shows December and July to be the peak months for offences and April remaining the lowest.

Westminster has the highest volume of crime across the MPS and accounts for 7.9% of all crime, an increase from 5.4% last year. Whilst crime across the MPS has increased by 10% over the last year it increased by 57% in Westminster. This accounts for about a third of the increase in crime across the MPS showing how **Westminster is a significant driver of crime across London.** Increases in theft accounted for nearly three quarters of this increase.

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, but not where victims may be reluctant to report crime such as sexual offences.



50% of all offences recorded in Westminster were theft compared with only 23.5% across the MPS.

In contrast 15.5% of all recorded offences in Westminster were violence against the person compared with 25.1% across the MPS.

5.9% of crimes received an outcome in Westminster. Only 1.3% of theft offences achieved a charge and or summons outcome, meaning **most offenders are not being identified and prosecuted.**

Home Office research into crime outcomes⁴ across England and Wales found 38.6% of all crimes were closed because of evidential difficulties, 36.4% of cases were closed due to no suspect identified and 11.7% of offences were assigned no outcomes. Despite a push for greater use of out of court disposals this has reduced from the previous year and stands at 3.6%.

This data does not include fraud statistics which are recorded and collected by the National Fraud Intelligence Bureau. **Fraud is now the largest crime category, the Crime Survey of England and Wales⁵ estimates that 7% of adults were victims in the last 12 months to June 2022.** The next highest category was vehicle related theft at 3%. Unfortunately, we have very little data on fraud to analyse.

In comparison British Transport Police recorded 4,320 offences over this period, 40% of which were thefts, 18% violence and 13% serious public order. Offence locations are driven by stations with the largest footfall, namely Victoria (24%) and Paddington (15%) and Oxford Circus (12%).

Location of crime

Crime occurs where there is an opportunity namely where there are more people and more places to commit crime, such as urban areas. This has been clearly evidenced over the pandemic through analysing footfall and crime data, which showed a very positive correlation.

65% of all recorded crime in the borough occurred in just two wards, West End (39.6%) and St James's (25.6%) wards. These areas have been most impacted by footfall and now account for a greater proportion of crime than pre-pandemic.

The map overleaf on the left shows the volume of crime across Westminster by Lower Super Output Area⁶ (LSOA). In the last year, 37% of crime occurred in just 3⁷ of the boroughs 128 LSOAs compared with 25% last

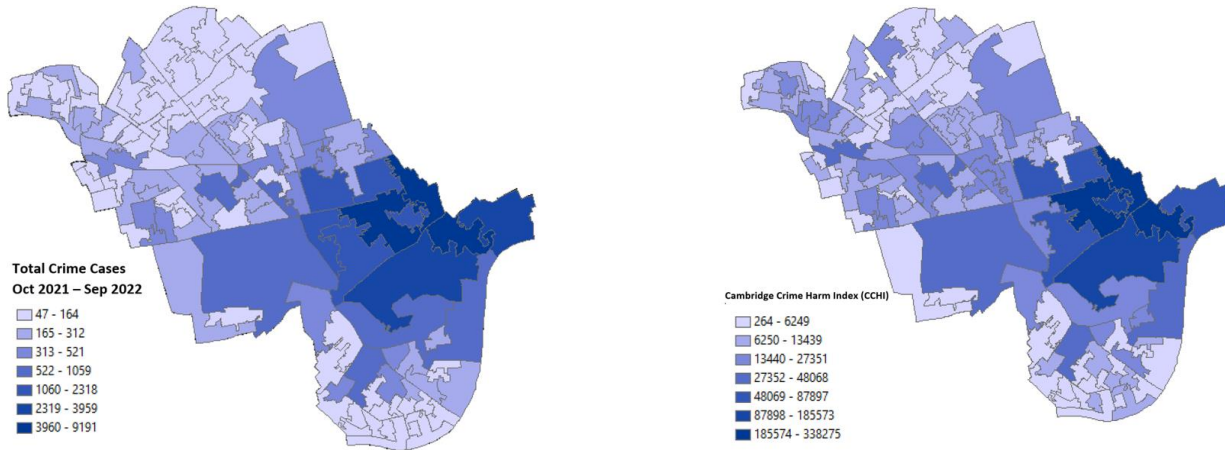
⁴ <https://www.gov.uk/government/statistics/crime-outcomes-in-england-and-wales-2021-to-2022/crime-outcomes-in-england-and-wales-2021-to-2022>

⁵ <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/latest>

⁶ LSOAs are a geography containing approximately 1,500 residents

⁷ LSOA 013E West End, 018A St James's and 013B West End (includes Leicester Square, Piccadilly Circus, China Town, Parts of Soho and Oxford St, Regent St and Bond St)

year, showing how **crime has become more concentrated**. Just 6 LSOAs account for over half of all crime recorded compared with 37% last year. Most of this has been driven by increases in theft offences. 80% of crime is located within 20% of the borough. **80% of LSOAs had less than one crime recorded in them per day, making it difficult to develop a very targeted geographical approach to reducing crime across the borough.** The three high crime LSOAs had on average **69 crimes per day** in the last year compared with 29 the year before. These three LSOAs accounted for 3% of all crime recorded across the MPS compared with 1.4% last year. 48% of all thefts in the borough were recorded here, 43% of all robberies, 42% of all drugs offences and a quarter of all violence against the person offences. Additional policing resources have been put in the West End over the last year to tackle the high volume of crime.



The Cambridge Crime Harm Index (CCHI) is a measurement of crime in which crimes are weighted based on how much ‘harm’ they cause. The CCHI uses sentencing guidelines of England and Wales⁸ to calculate the harm score of each offence. The harm score of an offence is the default minimum length of the prison sentence an offender would receive if the crime was committed by a single offender with no prior convictions. The map above right shows the CCHI across the borough.

The data shows there are crimes that have a significantly high harm yet are not high in volume. Namely, three crime types make up 79% of the total crime harm index scores, violence with injury (30%), robbery of personal property (27%) and rape (22%), yet these crimes only make up 10% of the volume of crime at 5.6%, 4% and 0.6% respectively.

Nearly one quarter of the score can be assigned to two police SNT areas namely Soho (12%) and Mayfair and St James (11%). Four LSOAs⁹ account for 27% of all the scores showing how localised high harm crime is and focusing resources in these small areas is key to reducing high harm crime. **70% of the high harm crime scores were during the night-time economy with the weekends the most prominent times.** This highlights the importance of working together to reduce crime in the NTE in the West End.

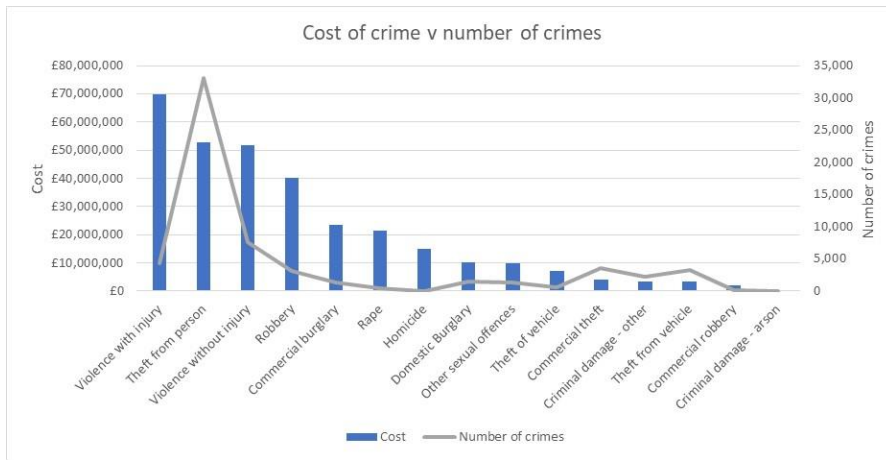
Recommendation: The highest volume crime LSOAs are also the highest harm crime LSOAs verifying this area needs to be a priority for the partnership to achieve a significant impact on reducing crime and making Westminster safer, this work should be co-ordinated by the Strategic West End Crime Reduction Group.

⁸ Sentencing guidelines as of 20th May 2020 in England and Wales

⁹ LSOA 013B West End, 018A St James’s, 013E West End and 018C St James’s (as above but also including Trafalgar Square, parts of the Strand, Mall, Piccadilly, Whitehall)

Cost of crime¹⁰.

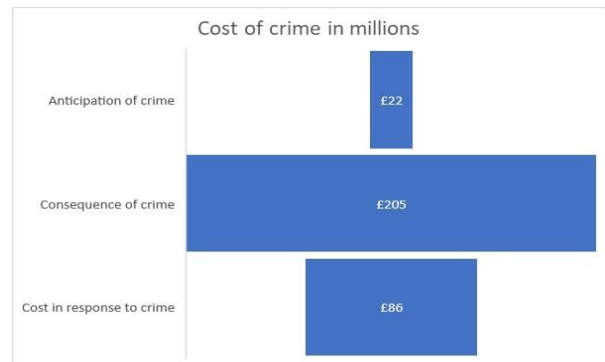
Not all crime costs the same to the public purse, therefore tackling crimes with the greatest cost to the SWP could be more beneficial. Using the Home Office study on the economic and social cost of crime, with unit costs uplifted using a Gross Domestic Product deflator, showed **the impact of crime in Westminster from October 2021 to September 2022 cost £315 million**. Of note this does not estimate the costs of every crime type but concentrates on more serious victim-based offences. Crimes which are not committed against an individual victim, for example drugs offences are not included. Appendix 2 shows the full breakdown of costs. This is a **£90m increase in costs from last year**. This increase is mainly attributed to increases in theft from person, violence with injury and personal robbery.



This chart compares the cost of crime with the number of crimes. **Violence with injury (VWI) accounted for 22% of the cost of crime yet only 7% of the volume of crime.** Whilst theft from person accounted for 17% of the costs and 53% of the volume of crime.

The cost of crime and CCHI data shows **how important it is to focus on violence with injury offences**. Breaking down the VWI offences shows **60% occurred during the night time economy (NTE), 38% of these offences took place in the West End and St James’s wards**, the majority within just **four LSOA’s**. Youth violence made up approximately 30% of these offences and domestic abuse 15%. **Highlighting how much the night time economy accounts for high harm crime and cost of crime in the borough.**

The costs of crime are broken down into three main categories. The anticipation of crime, for example burglar alarms, the consequence of crime, for example property stolen or the emotional and physical harm to the victim and health and finally the costs in response of crime, i.e., the costs to police and criminal justice. **The chart to the right clearly shows the fiscal benefits of crime prevention in reducing the cost of crime to the SWP.**



¹⁰ <https://www.gov.uk/government/publications/the-economic-and-social-costs-of-crime>

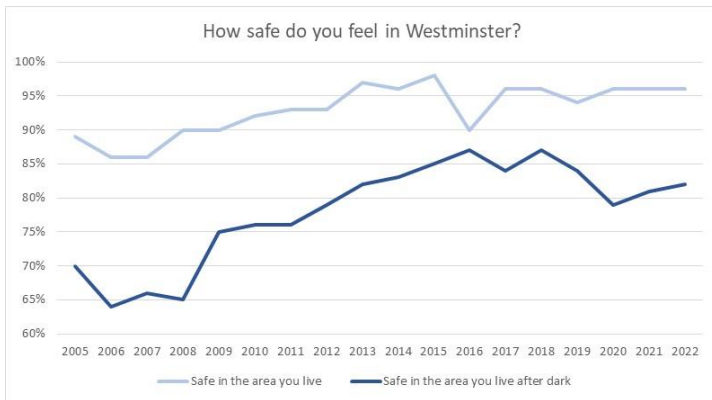
At a ward level the cost of crime was closely correlated with the volumes of crime with the West End (33.4%) and St James’s (23.3%) wards accounting for the majority of the costs.

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.

Recommendation: Crime prevention should be an integral part of our new strategy for reducing crime. To reduce the major costs incurred by the partnership as a consequence or in response to a crime.

Resident concerns

The Westminster City Survey measures residents’ perceptions, fears and concerns about safety and about some ASB and crime related issues. 2,436 residents were surveyed this year.

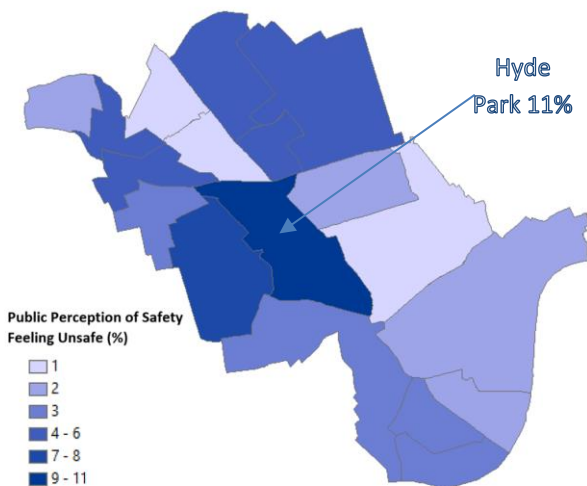


This graph shows that feelings of safety remain very high. **96% of Westminster residents felt safe in the area they live.** Safety after dark has been steadily increasing to 82%.

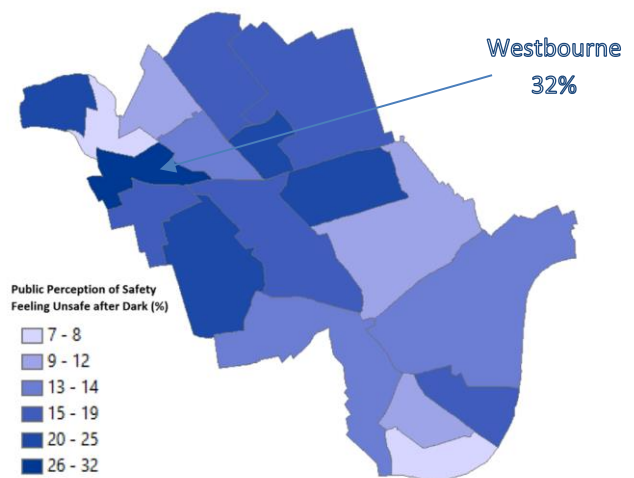
Looking at the data at a ward level showed geographical disparities. Residents in Hyde Park ward felt most unsafe at 11% compared to a borough average of 4%.

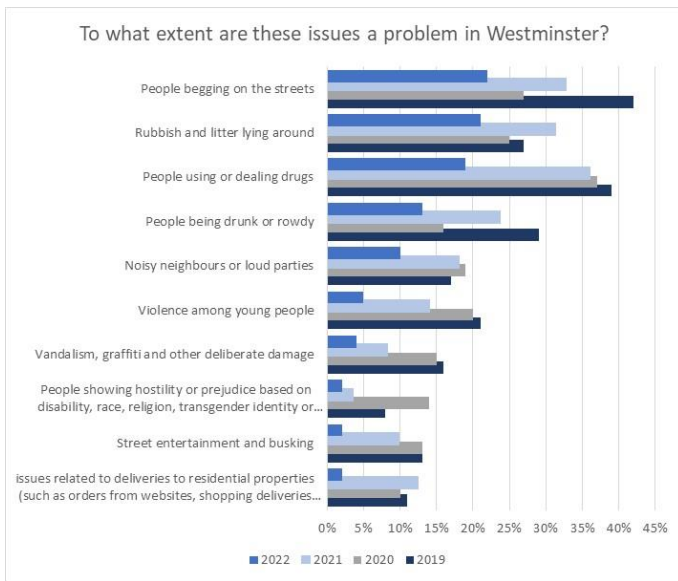
More significantly, while 17% on average felt safe after dark, this rose to 32% in Westbourne, 25% in Church Street and 24% in Queen’s Park. **This shows no correlation between recorded crime levels and feelings of safety.**

City Survey feelings of safety



City Survey feelings of safety after dark





In general residents are reporting the listed issues to be less of a problem than in previous years.

The responses to some problems, especially ‘youth violence’, ‘hate abuse’, ‘vandalism’ have all seen major reductions compared to previous years.

The most common reported problems are ‘begging on the street’ (22%), ‘rubbish and litter’ (21%), and ‘drugs’ (19%). All have seen large decreases from previous surveys.

The greatest dissatisfaction was amongst people who were overall dissatisfied with the Council.

The least developed objective in the SWP strategy is ‘Improve our communication to residents, businesses and visitors about how to keep safe’, this needs to be prioritised over 2022/23.

MOPAC report quarterly on the Public Attitude Survey, data to September is shown below.

Public Attitude Survey to September 2022	WCC	MPS
Trust in the police	77%	71%
Confidence "Good Job"	53%	50%
Agree the police listen to the concerns of local people	62%	61%
Agree the police can be relied upon to be there when needed	59%	58%
Agree the police treat everyone fairly regardless of who they are	58%	62%
Agree the police are dealing with the things that matter to this community	59%	60%

Whilst Westminster police score better than the MPS average, just over half of people surveyed felt they did a good job and improvements need to be made.

Data shows those with least trust were young people aged 16-24, people of black or mixed ethnicity and LGBT+ communities. Increasing trust and confidence is a key priority for MOPAC. Making sure that all Londoners feel that the police treat you fairly, provide a professional service and are dealing with the local crime and antisocial behaviour issues that matter to you.

To improve confidence, we need to target those communities where dissatisfaction is highest.

Recommendation: Targeted engagement to raise awareness of what is being done to tackle crime and how our residents can support this, focusing on the communities who are most dissatisfied with council and police.

Victims

Summary

Victims are being poorly served by our criminal justice system. Continuing high backloads of Crown court cases are resulting in adverse impacts upon victims and wider confidence in the CJS. Whilst victim satisfaction with the BCU is slightly higher than across the MPS, MPS levels of victim satisfaction are at an all-time low. Only 26% of victims stated they were aware of the victim code of practice. This needs to be improved as the Victims Bill is close to becoming enshrined in law.

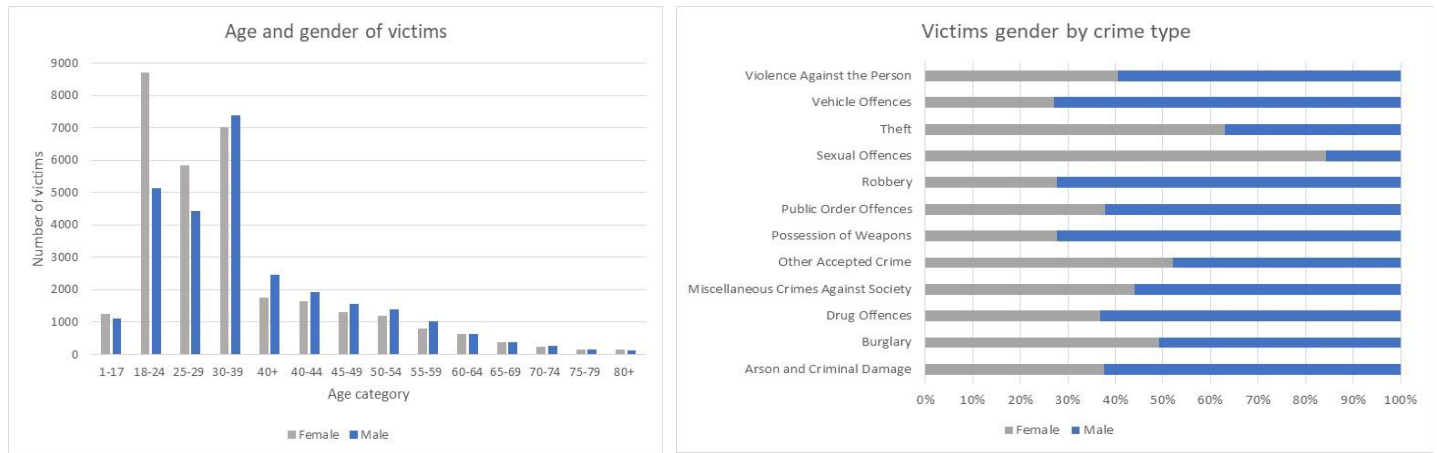
MOPAC are responsible for commissioning pan London victim service provision, both universal and specialist. Unfortunately, we do not receive feedback on a borough level, to be able to inform our local commissioning and to ensure our residents are receiving a quality service, we must continue to lobby them to receive this.

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.

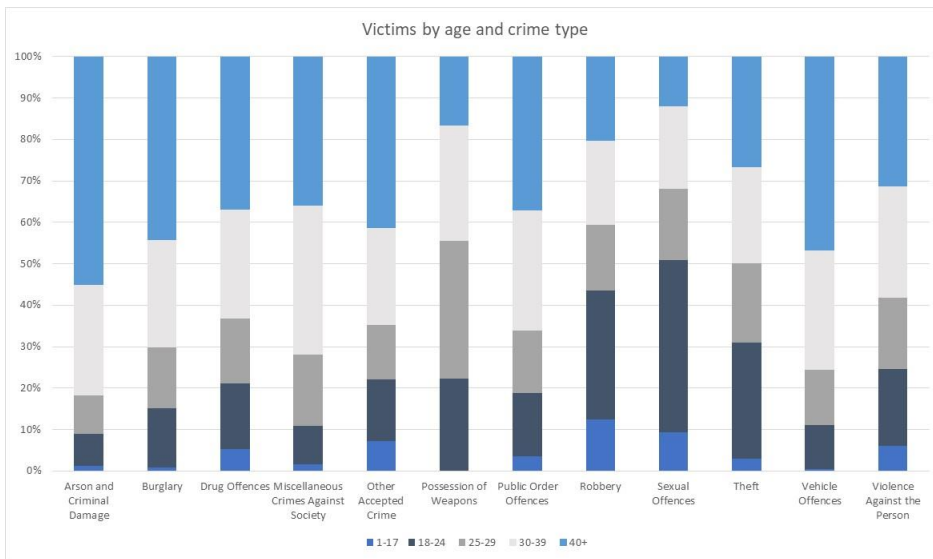
This section looks at partnership data relating to victims of crime to aid this understanding and to identify any possible gaps in service provision.

Victims of crime

Our richest local source of data about the characteristics of victims of crime in Westminster is taken from the police Crime Reporting Information System (CRIS).



The chart above looks at the age and gender of victims of crime in Westminster. Where known, 53% were women. **Nearly two thirds of victims were aged between 18 – 39 years** and only 4% aged 17 or under. There are differences when looking at the age of victims by crime type as the chart above right shows. **Young people are more likely to be victims of sexual offences and robbery**, whilst older people are more likely to be victims of residential type crime, such as criminal damage, vehicle offences and burglary.



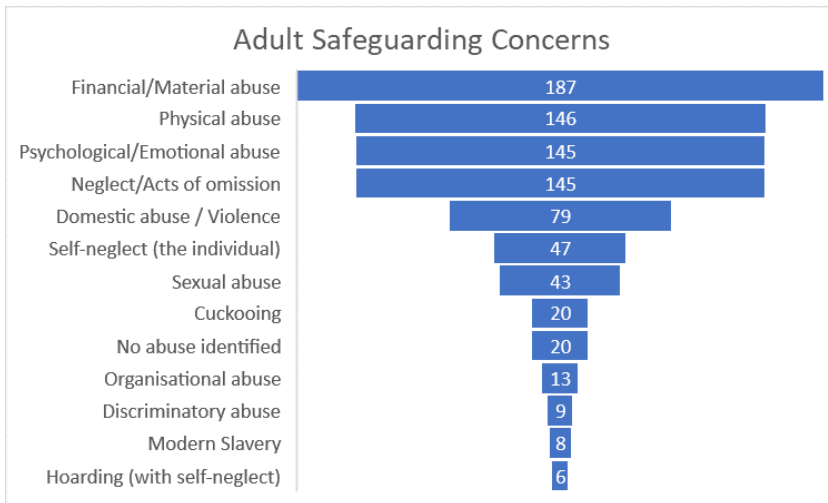
Whilst overall victimisation is quite evenly split between males and females, there are variations when looked at by crime type. **83% of victims of sexual offences and 62% of thefts were women, whereas 72% of robbery and vehicle offences were males.**

The ethnicity of 63% of victims was unknown, where known 57% of victims were classified as of white ethnicity and 21% Asian.

Unfortunately, data was unavailable to look at repeat victimisation or on the borough of residence of victims, both of which are key to be able to develop appropriate strategies to reduce victimisation.

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. During the review period 618 safeguarding concerns were raised. 31% of cases classified as a crime or potential crime. 69% of crime/potential crime concerns were raised with the police, a decrease from last year.



Financial/material abuse remains the most common type of all referrals. The most prevalent referral in the over 75's was Neglect/Acts of omission, followed by financial abuse.

Cuckooing cases have been recorded for just over a year, so referral number are much higher than last year. The development of partnership policy and processes and a training package are still to be produced and have been delayed for

some time. When completed this should assist with the identification and support of vulnerable people who are targeted as victims. Most concerns (59%) raised to adult safeguarding related to over 65's, these numbers are in part driven by support provision. A higher number of concerns were raised by females (62%).

MOPAC victim services

“Better supporting victims” remains a key priority for MOPAC in the Policing and Crime Plan 2021/25. The plan proposes three key aims:-

- Improving the service and support that victims receive from the MPS, support services and the CJS, including in online interaction.
- Victims receiving a better criminal justice response and outcome.
- Reducing the number of repeat victims of domestic abuse, sexual violence and stalking.

MOPAC are responsible for commissioning pan London victims' services. This incorporates universal provision via the London Victim and Witness Service (LVWS) and specialist services for high harm crimes including Violence Against Women and Girls and hate crimes. MOPAC publish quarterly some performance data at a pan London level.¹¹ Unfortunately, we do not receive feedback on a borough level, to be able to inform our local commissioning and to ensure our residents are receiving a quality service. MOPAC data shows 27% of vulnerable victims took up support from the LVWS, against a target of 25%.

Recommendation: Continue to lobby MOPAC to receive feedback on the quality of services provided at a local level. To inform commissioning decisions and ensure our residents are receiving a good service.

Covid-19 had a major impact on the Criminal Justice System and the strike by the Criminal Bar Association has compounded the ongoing challenge with the backlog of cases in the courts. The latest Ministry of Justice (MoJ) data¹² shows whilst **Magistrates Court outstanding cases have begun to fall, Crown Court outstanding case volumes continue to increase**. The MoJ has secured funding from the Treasury to reduce the backlog to 53,000 cases by March 2025. This modest reduction would mean the backlog would remain higher than before the pandemic¹³. **These unacceptable delays have an adverse impact on victims and defendants, and a knock on effect on other criminal justice agencies and further erodes public confidence in the Criminal Justice System.** The prospect of waiting years for justice is likely to be traumatising for victims and their families, making it more likely that victims will drop out of cases.

The Government published a draft Victims Bill¹⁴ in May 2022. The Bill has undergone pre-legislative scrutiny with the Justice Committee which published its report in September 2022¹⁵. The Bill looks to enshrine the victims code of practice into law, giving a clear signal of what victims can expect from the CJS. It looks to increase transparency of the CJS to identify any problems and drive up standards, including a duty on criminal justice agencies to comply with the code. Improvements in quality and consistency for victims and includes a duty to collaborate. The Justice Committee felt it would not do enough to achieve the change required. They felt whilst there are significant delays in the cases coming to court and criminal legal aid advocates turning away from the profession, victims will continue to suffer harm for too long. The Government are looking to respond to the Justice Committee report and look to introduce it as soon as parliamentary timeline allows.

Victim Satisfaction

Victim satisfaction with the MPS is at historical low levels. Her Majesty's Inspectorate of Constabulary and Fire and Rescue (HMICFRS) identified service to victims as an issue in their PEEL inspection, highlighting that

¹¹ [MOPAC Q2 Reports 2022-23 | London City Hall](#)

¹² https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1121857/ccsq_bulletin_apr_jun_2022.pdf

¹³ <https://www.justiceinspectors.gov.uk/cjji/wp-content/uploads/sites/2/2022/05/CJ-Covid-19-recovery-progress-report-web-2022.pdf>

¹⁴ <https://www.gov.uk/government/publications/draft-victims-bill>

¹⁵ <https://committees.parliament.uk/publications/28831/documents/174248/default/>

victims were sometimes not provided with the right level of advice and support for the crime and noting issues with follow up contact around investigations.

MOPAC based victim analysis has shown **service delivery is more important than outcome in determining levels of victim satisfaction**. MOPAC are discussing with the MPS the need to ensure victim care is prominent and explicit in their new strategy.

MOPAC have developed a public voice dashboard that looks at victim satisfaction with the Metropolitan Police Service taking data from the User Satisfaction Survey (USS). However, there is a growing volume of victims who report online and via the telephone via the Telephone Digital Investigation Unit (TDIU) which is not captured in this survey. MOPAC also look at their victim satisfaction levels but this is to MPS level only.

The figures below compare User Satisfaction Survey data for Central West BCU with the MPS.

	Central West	MPS
Overall satisfaction	70%	64%
Actions	63%	62%
Follow up	55%	50%
Treatment	82%	79%
TDIU online	n/a	30%
TDIU phone	n/a	35%

Overall victim satisfaction is greater in Central West BCU than across the MPS. However, satisfaction levels for all categories have declined over the last year, with the exception of treatment which has remained the same.

TDIU satisfaction levels are very low and continue to decline.

A key finding from the PEEL report is that the MPS does not always inform victims if their reported crime is not to be further investigated. It also identified too many instances of failure to assess vulnerability and repeat victimisation at the call handling stage. Across the MPS the victims least satisfied were people with a disability and those aged 25-34. This young cohort makes up a significant proportion of all victims in the borough.

The proportion of victims being made aware of the Victim Code has increased over the last year but remains low at 26%. Greater compliance was seen by victims being given the opportunity to provide a victim personal statement (58%) and being offered support from the London Victim and Witness Service (LVWS) (47%). But there was low compliance with being given information on the Criminal Injuries Compensation Scheme (13%) or being offered information on restorative justice (14%).

The MPS began distributing Victim Care Leaflets in 2020 to improve information to victims on the Victims Code of Practice and overall support. MOPAC data showed burglary victims are more likely to receive Victim Care Leaflets (44%) than robbery (33%), assault (30%), and hate (29%) victims.

Recommendation: Greater awareness to be made of the Victim Code and ensuring victim care leaflets are given to victims.

The Telephone Crime Survey for England and Wales (TCSEW) found the prevalence of **depression and anxiety symptoms was significantly higher for victims of any crime compared with non-victims**¹⁶. Research from Victim Support found that adults with severe mental illness were more likely to be victims of a crime and victimisation resulted in the worsening of symptoms. The TCSEW also found the mean scores for all personal well-being measures were worse for victims of crime.

The data clearly shows the impact of crime on victims can be profound. We need to prioritise our response to repeat and vulnerable victims to ensure they receive the justice they deserve.

¹⁶

<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/victimisationanditsrelationshipdrugmisusecommonmentalhealthdisorderandwellbeinginenglandandwales/yearendingmarch2021>

Offenders

Summary

A key approach to reducing crime is to reduce re-offending. Despite having one of the greatest decreases in resident offenders across London, Westminster resident offenders have the highest re-offending rates.

The IOM team work with about a sixth of re-offenders in Westminster. The programme is evidenced to be successful, if the small team were expanded it could have a greater impact upon reducing reoffending.

The number of young offenders and first time entrants to the criminal justice system continues to fall despite this they are at high risk of reoffending and harm and have complex needs.

Significant challenges face the local probation service particularly in staffing capacity to ensure offenders receive the support they need. The police too are stretched with responding to an increasing level of mental health related call outs.

This section looks at the characteristics of offenders in Westminster; their interaction with different agencies in the Criminal Justice System and how we are addressing the pathways to reduce reoffending.

Government & MOPAC key developments towards offenders

The impact of the pandemic on the criminal justice system, as with other aspects of public and private life, was unprecedented.¹⁷ Now restrictions have eased a criminal justice joint inspection report found some parts of the criminal justice system are not responding quickly enough to reverse changes or restore performance to pre-pandemic levels. The report found justice is delayed, denied or disrupted in far too many instances. The burden on police, the CPS and court staff of the live caseloads and backlogs in the courts is immense.

The new unified Probation Service has undergone major structural changes over the past year. The new service has inherited issues from its predecessors, including a lack of qualified and experienced probation officers. Hammersmith, Kensington and Westminster¹⁸ was the first London Probation Delivery Unit (PDU) to be inspected since unification. An organisational alert was raised regarding a significant number of cases not allocated to a probation practitioner. Across all five standards for case work the PDU was rated as 'inadequate'.

The PDU has operated with under 50% of its staffing capacity since the unification of probations services but was suffering staffing issues long before that. The Inspectorate has called on the Probation Service, at a national and regional level, to take urgent action to support the service. This is not a unique finding for the PDU, of the twelve probation services across England and Wales inspected since reunification, nine have been rated as inadequate.

MOPAC have been working for the past few years to develop a blueprint for a whole system approach to women in contact with the Criminal Justice System. From December 2022 until March 2025 the service will be live. The two main providers of the service across London are Advance and Women in Prison. The aim is 1,350 women will be engaged in holistic support to reduce reoffending, support health outcomes and safeguard them from

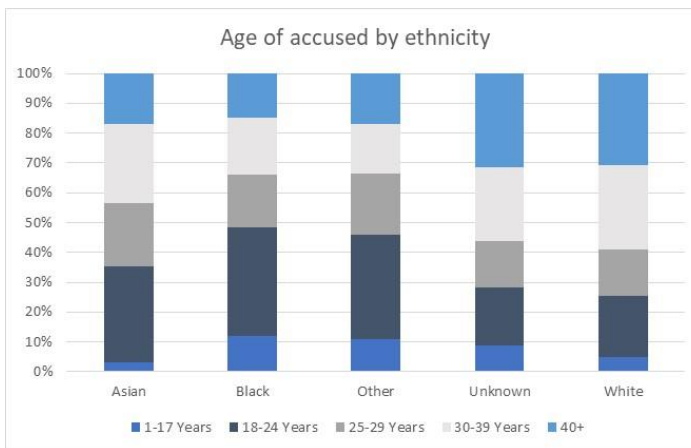
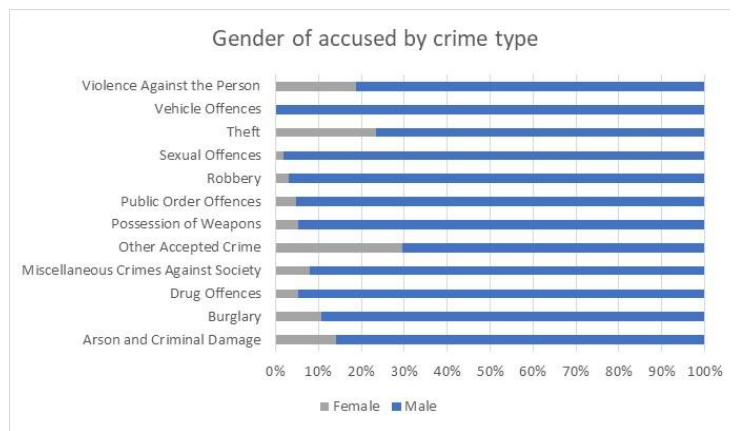
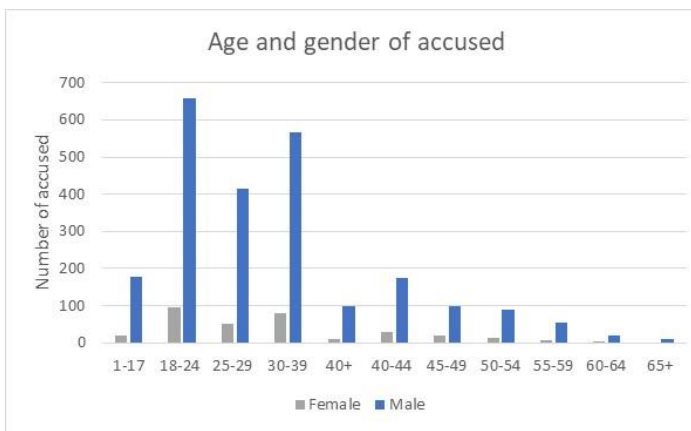
¹⁷ <https://www.justiceinspectorates.gov.uk/cji/wp-content/uploads/sites/2/2022/05/CJ-Covid-19-recovery-progress-report-web-2022.pdf>

¹⁸ <https://www.justiceinspectorates.gov.uk/hmiprobation/wp-content/uploads/sites/5/2022/10/An-inspection-of-probation-services-in-Hammersmith-Fulham-Kensington-Chelsea-and-Westminster-PDU.pdf>

violence and abuse. The service will be available to women supervised by London Probation as part of community sentences and on licence following prison release and referrals can also be made from a wide variety of local partners, including VAWG agencies, Multi-Agency Risk Assessment Conferences (MARACs), IOM teams and girls aged 15-17 referred by Youth Offending Services (YOS).

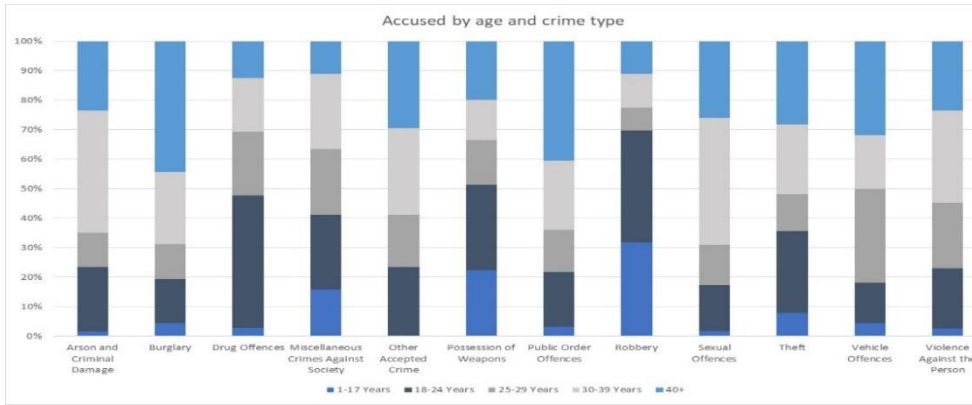
Accused

We do not know who commits all crime therefore we can only extrapolate data from those who are suspects, accused or within the criminal justice system. Accused data was extracted and analysed from CRIS. Of note very few crimes contain accused data as only 6% of crimes on the borough achieve a sanctioned detection. The data shows 88% of those accused of crimes were male. Only 7% were aged under 17, 28% were aged 18-24 and **41% were aged 25-39**. Whilst females only account for 12% of all accused, they account for a 29% of those accused of other accepted crime (non-notifiable offences¹⁹) and 23% of theft offences.



Looking at the age of accused shows young offenders are more likely to be black, Asian or other ethnicity, whilst older offenders are more likely to be of white ethnicity. This is due to the disparity in offences committed by ethnicity. Black offenders are proportionally more likely to commit robbery offences, Asian drug offences and white offenders are more likely to commit theft offences.

¹⁹ Offences dealt with exclusively by magistrates courts or by the police issuing a Penalty Notice for Disorder or a Fixed Penalty Notice



This chart looks at the age of accused by offence type. **Young people aged under 24 are far more likely to be accused of robbery and drugs offences. Whilst over 40's are more likely to be accused of burglary and public order offences.**

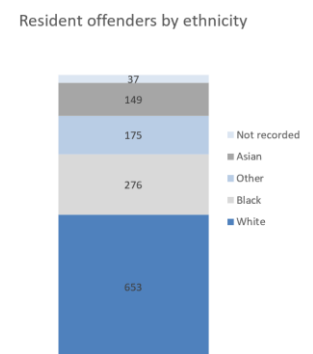
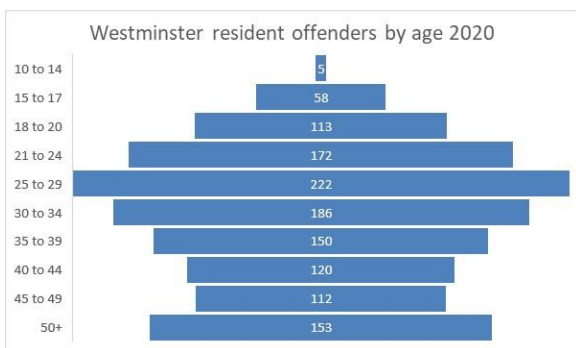
Westminster was successful in achieving £3.3 million funding to deliver a programme of work under the umbrella 'Changing Futures'. One aim of the programme is to improve the way that local systems and services work for people aged 18-25 who are experiencing multiple disadvantages. A wraparound service is provided in combination with trauma informed and compassion focused therapeutic and clinical interventions. This age group makes up 28% of the accused cohort. Changing future will include offenders from the IGXU, YOS and IOM schemes. Many of the cohorts interactions with public services are negative and this programme is to prevent this 'revolving door' and demand on services.

We received no data on the borough of residence of the accused this is really important to understand the significance of cross border offending, the previous report showed only 25% of those accused of crime in Westminster were residents.

Number of offenders and reoffending levels²⁰

Around 80% of those receiving cautions or convictions have offended before²¹, therefore if we want to cut crime, we must tackle reoffending. As a Community Safety Partnership, we have a statutory duty to deliver this.

The number of resident offenders continues to decline, the latest MoJ statistics²² shows there were 1,291 resident offenders in Westminster a decrease of 8% from last year. Of these offenders, 410 were re-offenders.



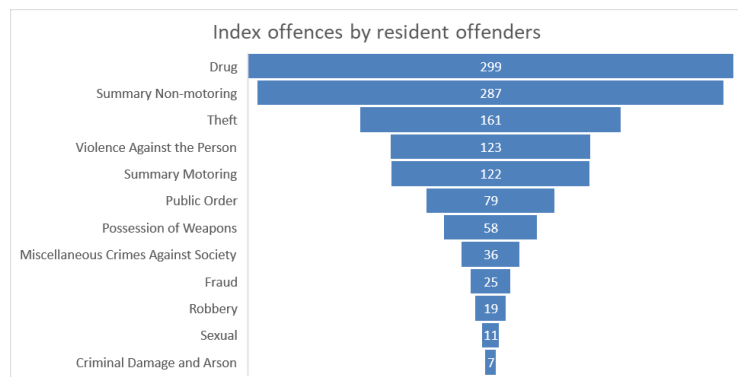
Less than 5% of offenders are juveniles. Over half of offenders (57%) resident in Westminster were aged between 21 to 39 years. Only 10% of offenders were female, numbers are decreasing at a greater rate than

²⁰ 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.

²¹ <https://www.gov.uk/government/news/government-sets-out-ambitious-plan-to-tackle-drivers-of-crime>

²² <https://www.gov.uk/government/collections/proven-reoffending-statistics>

male offenders. Just over half of offenders were of white ethnicity. Westminster has a greater proportion of offenders classed as other ethnicity (14%) compared with 4% across London and less offenders of black ethnicity (21%) compared with (32%) across London.



This chart shows the number of offenders by index²³ offence. Summary²⁴ offences make up nearly one third of index offences. Drugs offences make up one quarter, theft 13%, and violence against the person 10%

Reoffending rate	Westminster	London	England & Wales	London Rank
Public Order	49.4	38.6	35.3	3rd
Aged 45 to 49	43.8	25.2	22.9	1st
Possession of Weapons	37.9	25.8	25.7	1st
Aged 18 to 20	36.3	26.8	23.4	1st
Aged 15 to 17	36.2	36.2	32.5	18th
Theft	34.8	43.5	45.6	29th
Aged 25 to 29	34.7	23.3	25.0	1st
Violence Against the Person	34.1	24.2	26.1	1st
White ethnicity	33.7	25.1	25.5	1st
Male offenders	32.8	26.2	25.4	1st
Aged 40 to 44	32.5	26.8	26.2	5th
Drug	32.1	25.6	21.8	1st
Other ethnicity	32.0	25.6	20.7	4th
All reoffending rate	31.8	25.3	24.5	1st
Asian ethnicity	31.5	23.3	20.5	2nd
Miscellaneous Crimes Against Society	30.6	19.3	19.8	1st
Aged 35 to 39	30.0	27.0	27.5	7th
Aged 30 to 34	29.6	24.9	27.2	3rd
Black ethnicity	29.3	28.3	26.2	11th
Aged 21 to 24	27.9	24.0	22.4	7th
Summary Non-motoring	27.9	20.6	23.3	2nd
Female offenders	23.9	18.5	19.3	4th
Summary Motoring	22.1	13.7	12.6	1st
Aged 50+	21.6	19.2	14.9	9th

Despite having one of the greatest decreases in resident offenders across London, Westminster resident offenders continue to have the highest re-offending rates across London.

This chart ranks re-offending rates and compares Westminster with London and England and Wales.

For most categories Westminster has greater than the London re-offending rate.

This data illustrates the importance of focusing resources on reducing re-offending such as via the Integrated Offender Management (IOM) scheme.

Recommendation: To have the greatest impact upon reducing re-offending in Westminster residents the IOM should concentrate on older male, theft and violence against the person and drugs offenders.

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 community²⁵. The most persistent and problematic offenders are identified from their Offender Group Reconviction Score (OGRS²⁶) and managed jointly by partner agencies, in particular the police and probation.

²³ Index offence = the last set of criminal actions that brought an offenders into contact with the criminal justice system.

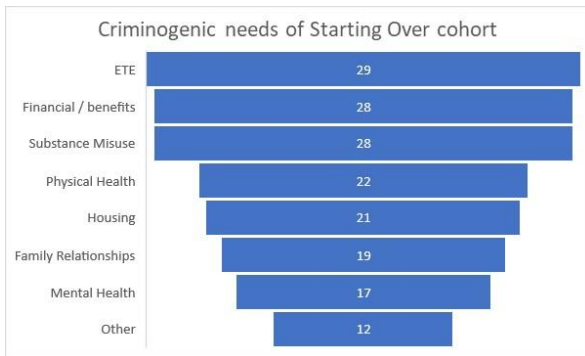
²⁴ Offences triable in a magistrate's court.

²⁵ Integrated Offender Management Police Practice Guidance for London May 2017

²⁶ The OGRS is a predictor of re-offending based on static risks, age, gender and criminal history.

MOPAC are still developing quarterly performance reports for boroughs and trialling an integrated IT platform to enhance efficiency and joint working. As of the end of September 2022 Westminster were working with 70 offenders. 90% of the cohort had committed drugs offences, 61% of the cohort had committed acquisitive crime and 61% were aged over 35 years.

To supplement the IOM team, the London Crime Prevention Fund has been used for several years to commission the Starting Over project through the Drug and Alcohol Wellbeing Service (DAWS). They provide additional support for their criminogenic needs, beyond statutory support provided by probation to male members of the IOM cohort who are aged 18 and over. To ensure they have a sufficient caseload they have begun to work with non IOM offenders too. Female offenders are supported from Advance Minerva as part of the London MOPAC commissioned service.



At the end of September 2022 Starting Over were working with 24 members of the IOM cohort and 2 Non IOM offenders.

This chart shows the criminogenic needs identified within the Starting Over cohort, with employment training and education, financial benefits and substance misuse being the greatest needs.

Over the last year 40 people have been discharged from working with Starting Over, 16 successfully completed the program of which 8 were drug free. Of the remainder, 9 were retained in custody and 15 dropped out. This is an incredibly high success rate when working with such a challenging cohort.

The IOM team are working with about a sixth of re-offenders in Westminster. The data here shows how successful the programme is. If the small team were to be expanded, it could have a greater impact upon reducing reoffending.

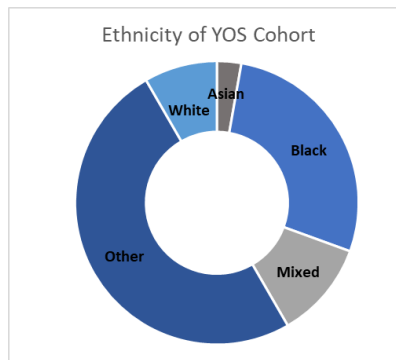
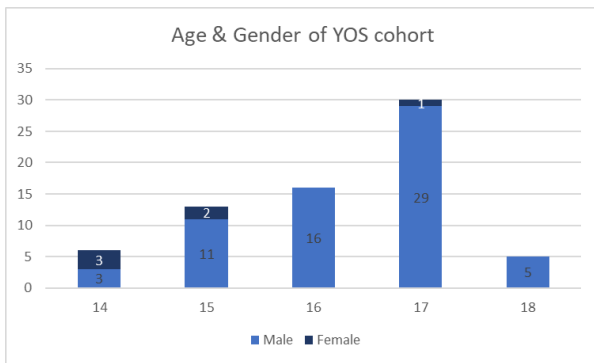
Recommendation: The IOM scheme is evidenced to have an impact upon reducing re-offending, the police could enhance resources within the IOM team so they can work with a greater number of re-offenders.

Offender Cohorts

Offenders are managed by a variety of agencies. Adult statutory offenders are managed by the Probation Service and young offenders are managed by the Youth Offending Service (YOS). No new data was available from probation for inclusion in this report.

Youth Offending Service

The Local Authority has a statutory responsibility for working with young offenders. Over 2021/22 the YOS worked with 70 individuals. On average they have a caseload of approximately 32 per month.



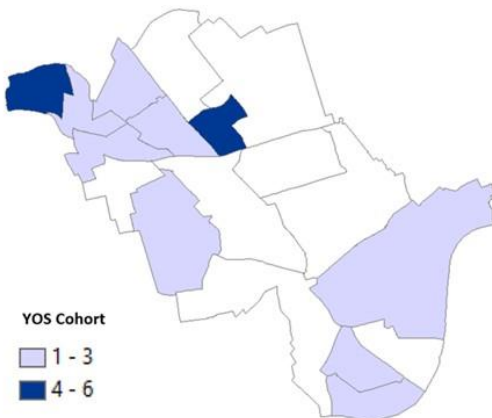
The proportion and number of females worked with has decreased and represents 9% of the cohort. They are working with a greater proportion of older young people with 58% of the cohort aged 17

or over. The ethnicity profile shows a significant over representation of BAME young people. Half of the cohort were described as other (this includes Arabic and North African) and a further 28% were classified as Black.

The YOS has a detailed disproportionality action plan to address this, which includes scrutiny around the provision of Out of Court Disposals, reducing school exclusions and increasing volunteers based on a diverse range of community groups. This disproportionality has remained generally similar this period compared to last.

Over 2021/22 the YOS cohort committed 141 offences, significantly less than 192 in the last financial year. This represents just **0.4% of all total notifiable offences recorded within Westminster** over the same period.

Drug and violence against the person offences represent approximately half of these offences (26% and 23% respectively). There has been a distinct reduction in robbery offences compared to the previous financial year, which now represents just 9% of all offences compared to 21% the previous period. Violence offences represent 0.4% of violence recorded in the borough and robbery 0.5% of borough wide robberies.

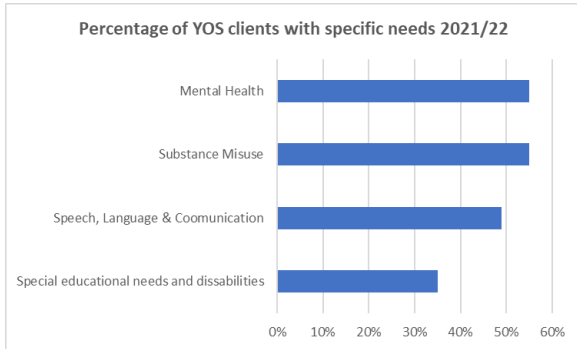
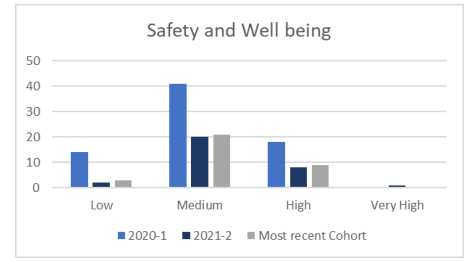
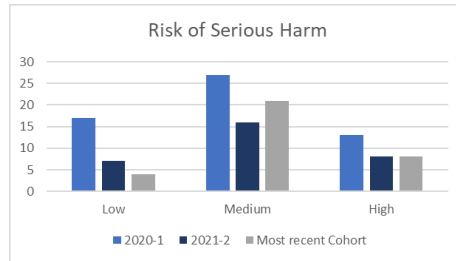
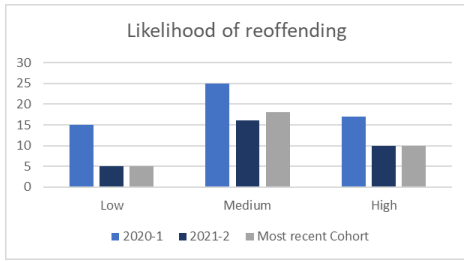


The YOS cohort predominately reside in the north of borough.

Church Street and Queen’s Park account for 31% of the cohort and a further 17% in Westbourne and Harrow Road. There were an additional 28% of the cohort who now reside off borough through being looked after or having moved.

The YOS offenders had on average five proven offences each in their history. With a binary reoffending rate of 35% compared with 36% across London.

Nearly three quarters (72%) were involved with the Integrated Gangs Unit. Risk and harm of reoffending in the cohort is high. 78% of this cohort had a medium or higher risk of reoffending (medium 50%, high 28%), and 80% medium or higher risk of harm (medium 58%, high 22%), and 73% with medium or higher risks of safety and well being (medium 58%, high 25%).



AssetPlus is used to identify criminogenic needs of the YOS cohort. Over half of all YOS clients had substance misuse and mental health needs. Just under half the cohort had communication needs, and a over a third special education needs.

The number of young offenders engaged in suitable education and employment in Westminster (66%) is higher than the London (42%) and national (36%) averages.

This data shows that whilst **the YOS cohort is small and represents a small proportion of offending in Westminster, the young offenders are at high risk of reoffending and harm and have complex needs.**

Overall, ‘first time entrants’ to the criminal justice system have been declining since 2016 and are now some of the lowest levels experienced with just 17 individuals in the most recent period, representing just 78 people per 100,000 population. This rate is far lower than both the national and London rates

Pathways to reoffending

Research has identified seven pathways for men and nine²⁷ for women that can impact upon reducing reoffending. Some of these pathways are reviewed below to identify any service gaps. Drugs has been included in a separate section as not only is it a major driver of crime it is also a crime.

Alcohol



Alcohol plays a large role in criminal activities and violence. Excessive drinking can lower inhibitions, impair a person’s judgement and increase the risk of aggressive behaviours.

Around 40% of all violent crimes are alcohol related. This would equate to 6,703 violent crimes recorded in Westminster in the last year at an estimated cost of £84 million.

The newly formed Combatting Drugs Partnerships will lead on tackling alcohol misuse. Turning Point deliver the Drug and Alcohol Wellbeing service across Westminster and Kensington and Chelsea. At the end of June 2022 there were 183 people in structured treatment and 56 in non-structured treatment in Westminster.

Data suggests engaging in prolonged drinking or binge drinking significantly increases your risk of committing violent offences. The London Ambulance Service were called out to 2,238 alcohol related calls in the borough between October 2021 to August 2022, 61% of which were in West End and St James’s wards and 83% during

²⁷ The seven pathways are substance misuse; accommodation; ETE; Health; Finance; families; attitudes lifestyle and thinking and abuse and prostitution for females.

the night time economy. Evidencing the strong NTE in Westminster is a clear driver of alcohol related crime, this is examined in more details in the violent crime chapter.

Public Health England data²⁸ shows alcohol related mortality was 24.7 per 100,000 which is lower than the London average of 32.2 and England 37.8. ONS data²⁹ showed alcohol related deaths in 2020 saw the highest increased year on year increase since 2001.

When sentencing, offenders can receive an alcohol treatment requirement. Probation data has shown these to be 70% successful in completing treatment. Through the alcohol abstinence monitoring programme, sobriety tags can be fitted to service users to monitor alcohol consumption for up to 120 days. Pilot evaluations reveal high levels of compliance and benefits to general health and wellbeing.³⁰

One of the interventions being delivered through the Changing Futures Programme, is the Blue Light Project. This seeks to work with change resistant, alcohol dependant drinkers who repeatedly use public services and have negative interactions with them. The council has partnered with Alcohol Change UK to adopt their Blue Light Protocol initiative to develop alternative approaches and care pathways for this group, to minimise harm and help them to move forward.

Accommodation



Of those supervised in the community, 37% of women and 32% of men had accommodation identified as an offending related need nationally.³¹ In Westminster this was 30%. The interface between prisons and multiple local authorities can make finding accommodation difficult for those leaving custody. Access to affordable accommodation in Westminster is limited as the average property price in the borough is £1 million.

The Prison Strategy White Paper³² detailed the Government's commitment that nobody, subject to probation supervision, will be released homeless. In 2019/20 approximately 12,000 prisoners were released homeless. His Majesty's Prison and Probation Service (HMPPS) are now subject to public performance measures for accommodation first night of release (90%) and settled accommodation 3 months after release or receipt of community sentence (80%). Significant investment has been made through a Community Accommodation Service to prison leavers. This does not replace the Local Authorities statutory homelessness duties but is an additional service. A dedicated Probation Homelessness Prevention Team will manage the referrals and work with Local Authorities to secure stable accommodation. The service is due to start in 2023.

Ministry of Housing Communities and Local Government (MHCLG) funds were awarded funding last year for an accommodation scheme for ex-offenders to provide tailored interventions and support into the private rented sector for 75 prison leavers.

²⁸ <https://fingertips.phe.org.uk/profile/local-alcohol-profiles/data#page/0/gid/1938132984/ati/402/iid/91414/age/1/sex/4/cat/-1/ctp/-1/yr/1/cid/4/tbm/1>

²⁹ <https://www.ons.gov.uk/peoplepopulationandcommunity/healthandsocialcare/causesofdeath/bulletins/alcoholrelateddeathsintheunitedkingdom/registeredind2020>

³⁰ <https://www.justiceinspectorates.gov.uk/hmiprobation/research/the-evidence-base-probation/specific-areas-of-delivery/substance-misuse/>

³¹ <https://www.justiceinspectorates.gov.uk/hmiprobation/research/the-evidence-base-probation/specific-areas-of-delivery/accommodation/>

³² [Prisons Strategy White Paper - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/644441/Prisons-Strategy-White-Paper-2019.pdf)

The number of people homeless in England is predicted to jump by a third by 2024 due to benefits freezes, soaring food and energy bills and the end of Covid eviction bans. People in high rent areas such as Westminster are most at risk of homelessness because of this³³.

Over the last year to August 2022 Westminster have received 3,618³⁴ homeless approaches. Of which 379 were accepted under the main duty. At the end of June 2022 there were 720 single people in temporary accommodation and 1,990 families.

Westminster has the highest recorded population of rough sleepers of any local authority in the country. The quarterly report from the Combined Homelessness and Information Network (CHAIN)³⁵ for July to September 2022 stated there were 333 new rough sleepers³⁶ in Westminster, an increase of 75 on the same period last year in addition there were 174 living on the streets³⁷ and 358 intermittent rough sleepers³⁸ totalling 853. Over the last year, 72% of new rough sleepers had no second night out on the streets a reduction from 73% last year.

Unsurprisingly most rough sleepers are concentrated in the West End and St James's wards. The volume of all nationalities is increasing. UK nationals account for 44% of the cohort and European nationals 44%. Of the European nationals 27% were from Romania. Overall, 79% of rough sleepers are male, only 0.2% are aged below 18 and 9% aged 18-25. The majority (31%) were aged between 36 to 45 years.

Most people on the streets have mental health, drugs and alcohol needs, with only 30% having no support needs. **One third of rough sleepers in Westminster have been in prison.** Whilst rough sleeping is often associated with nuisance activities such as begging, street drinking and ASB, they are more likely to be victims of crime than perpetrators.

Education, training and employment (ETE)



ETE has long been recognised as a central plank in rehabilitation and desistance. **42% of Probation Service users with an ETE need reoffended within a year, compared with 24% without an identified ETE need.**³⁹ Probation Service users are more likely to be unemployed, have poor basic skills (literacy, numeracy) and inadequate educational attainment and attendance compared to the general population.

Research into former prisoners' outcomes in the community found that undertaking any form of prison learning, regardless of qualification, significantly reduced reoffending on release. Although Prison education in England is in a poor state following a long-term decline in both the quality of education and the number of prisoners participating in learning or training.⁴⁰ The New Futures Networks is a specialist part of Her Majesty's Prison and Probation Service. They broker partnerships between prisons and employers in England and Wales. They have found over 80% of employers positively rated those they employed as reliable and hard-working.

³³ <https://www.connection-at-stmartins.org.uk/facts-about-homelessness/why-is-homelessness-increasing/>

³⁴ <https://www.westminster.gov.uk/housing-policy-and-strategy/social-housing-homelessness-and-rough-sleeping-statistics>

³⁵ <https://data.london.gov.uk/dataset/chain-reports>

³⁶ New rough sleepers = those who had not been contacted by outreach teams rough sleeping before the period.

³⁷ 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.

³⁸ Intermittent rough sleepers = 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'

³⁹ <https://www.justiceinspectorates.gov.uk/hmiprobation/research/the-evidence-base-probation/specific-areas-of-delivery/ete/>

⁴⁰ <https://publications.parliament.uk/pa/cm5803/cmselect/cmeduc/56/report.html>

ETE was previously identified as a need for 71% of the probation cohort in Westminster and Kensington and Chelsea. ETE is a key focus of the work of the IGXU and YOS who fund employment coaches from the Westminster Employment Service to help them find work and develop their skills. Starting Over also provide ETE support for male offenders of the IOM cohort.

One of the partners working with Westminster Employment Service 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.

For 2022 there were 190,345⁴¹ claimant counts in Westminster. Whilst there have been improvements in unemployment, they are less noticeable in the most deprived wards featuring the largest youth populations. Unemployment was the most common issue for the Supporting Families cohort who were identified as having crime/ASB or domestic violence risks.

Occupation was only included in 11% of police accused records, where it was 54% of accused were shown as unemployed.

Mental and physical health

The relationship between mental illness and offending is complex. Levels of mental illness among those involved in the criminal justice system are higher than in the general population.⁴²



39% of offenders had a current mental illness and 49% a past/lifetime mental illness. Despite this high prevalence there is a low uptake of the Mental Health Treatment Requirement. As of March 2020, these made up less than one per cent of all court orders. Service users have been found to face many barriers in trying to access healthcare and achieve positive mental health

outcomes. Evidence suggests many health conditions go unrecognised or unrecorded by Probation practitioners. Integrated Care Boards are responsible for healthcare in the community, with Mental Health Trusts being expected to provide health and social care services to those with mental health disorders. However, a survey revealed services were not being specifically commissioned for those on Probation.

Last year 12% of the Westminster and Kensington Probation cohort identified with mental health issues and 7% at risk of suicide or self-harm. Over half of the YOS cohort identified with a mental health need and have dedicated Children and Adolescent Mental Health Services (CAMHS) workers based at the YOS.

Over 2021 the Metropolitan Police attended 27,171 Mental Health related call outs⁴³. This was the highest level over the last five years. Mental Health experts say the increase highlights the erosion over recent years of services for people with conditions such as depression and schizophrenia who end up in crisis. The Mayor stated London's NHS is working with partners including the MPS to improve response times and joint approaches to mental health related call outs⁴⁴.

⁴¹ <https://www.nomisweb.co.uk/>

⁴² <https://www.justiceinspectorates.gov.uk/hmiprobation/research/the-evidence-base-probation/specific-areas-of-delivery/mental-health/>

⁴³ <https://www.london.gov.uk/questions/2022/0691>

⁴⁴ <https://www.london.gov.uk/questions/2022/1556>

Finance



Ensuring ex-offenders have enough lawfully obtained money to live on is key to their rehabilitation and to reducing temptation into re-offending. **Nearly half (48%) of prisoners have a history of poor financial management and debt⁴⁵.**

Half of short-sentenced prisoners reported that having enough money was a key factor in stopping re-offending. Last year 43% of the borough probation cohort identified finance as a criminogenic need. It was the sixth highest need of the IGXU cohort.

The discharge grant from prison increased last year for the first time since 1996 from £46 to £76. Whilst this is a major improvement, it has been recommended that more needs to be done including providing shopping vouchers, a travelcard and a smartphone with data to allow prison leavers to reach essential services. Starting Over who work with offenders on the IOM scheme, provide these additional items to their clients and support on finance and accessing benefits.

Relationships



A parental criminal conviction has been found to be the best predictor of future offending by a 10-year old child. **63%⁴⁶ of those with a convicted father were themselves convicted of an offence by the age of 32**, compared to 30% of those without a convicted father. **Just 6% of families in England and Wales accounted for half of all convictions.**

The quality of parenting is crucial to a child's prospect of leading a crime free life. Disruptions to parenting have also been found to be associated with large increases in offending. Parenting programmes aimed at increasing skills and responsibility are associated with lower reoffending. A range of parenting programmes are accessible to families both face to face and online across Westminster. Non-Violent Resistance (NVR) a programme for parents/carers whose children are demonstrating destructive, aggressive or controlling behaviour and demonstrating issues such as child-parent violence, school refusal or children on the periphery of gangs, is available to families in group or individual basis and accessed by families who are involved with services or who have self-referred for support.

The Government funded **Supported Families programme** identifies families based on whether they meet two or more criteria which includes crime and ASB. There are currently **591 families in the borough who have been identified as meeting the crime and ASB criteria**. These families are identified as having multiple need. They are most likely to be out of work and have children who need early help. Evidencing the importance of early intervention to prevent intergenerational transmission.

⁴⁵ <https://www.impactpathways.org.uk/Finance/>

⁴⁶ <https://www.justiceinspectorates.gov.uk/hmiprobation/research/the-evidence-base-probation/specific-areas-of-delivery/family-relationships/>

Drugs

Summary

Reducing demand is key to reduce the adverse consequences of drug abuse for individuals and societies at large. Recreational drug users drawn to the West End night time economy contribute to drug demand and drives a large local drugs market.

Drug offenders make up the greatest proportion of our resident offenders and they also have high recidivism rates. Drug offenders can be categorised into two broad types of younger offenders committing cannabis offences and older opioid addicts committing acquisitive crime.

Most Organised Crime Groups in the borough are linked to drugs offending. Drug supply within the local area, as well as to areas across the country is one of the leading causes of Child Criminal Exploitation for young people.



Drugs destroy lives, ruin families and tear apart communities. They are a major driver of crime, and the harms from drugs misuse cost society £19.3 billion per year⁴⁷. 86% of these costs are attributable to the health and crime related costs of the heroin and crack cocaine markets.

In December 2021 the Government launched its 10 year plan to cut drug crime and save lives, 'From harm to hope' in response to the findings of the Dame Carol review. The aims are to reduce drug-related crime, harm, overall use, supply and to increase engagement in treatment and improve long-term recovery. With an ambition to reduce overall use towards a historic 30 year low.

The National Combatting Drugs Outcomes Framework is to provide a single mechanism for monitoring progress towards the strategy nationally and locally by the newly formed Combatting Drugs Partnerships. They have been set challenging actions to develop a local drug strategy delivery plan and will be first assessed on their progress in April 2023. There is now a bi-borough Combating Drugs Partnership Chaired by the Bi-borough Director of Public Health.

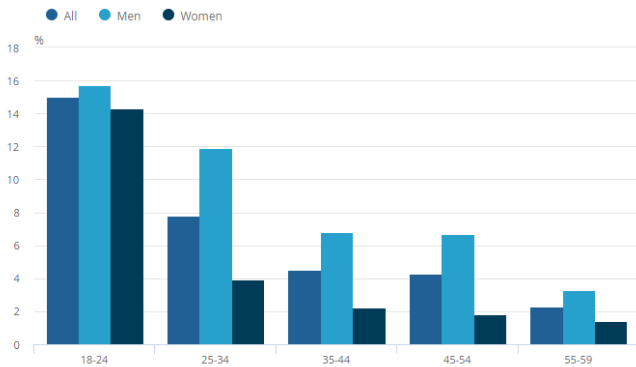
Westminster Public Health team are soon to launch their strategy Reducing the Harm Caused by Illegal Drugs on Children and Young People. A key part of the strategy is around strengthening education and challenging the acceptability of drugs to deglamourize and demystify. It also looks to reduce stigma and shame, associated with drugs and mental health and accessing support, to develop safe spaces for children, young people, their families and carers and to strengthen collaboration and streamline pathways between services.

The ONS estimates 6.5% of 18-59 year olds took a drug in England and Wales in the last year, the majority of which was cannabis. This increases to 15% of all 18-24 year olds. Drug use was twice as high amongst men than women.

⁴⁷ <https://www.gov.uk/government/publications/independent-review-of-drugs-by-dame-carol-black-government-response/government-response-to-the-independent-review-of-drugs-by-dame-carol-black>

Prevalence of drugs/demand⁴⁸

A greater proportion of younger adults reported having used a drug in the last year compared with other age groups



The telephone crime survey found that other characteristics increased the prevalence of drug use namely; unemployment, those who drank alcohol three or more days a week, private sector renters and people classed as ‘Cosmopolitans⁴⁹’.

The survey found there were no differences among the proportion of people who had taken a drug in the last year whether they were victims or non-victims of any crime or fraud and computer misuse.

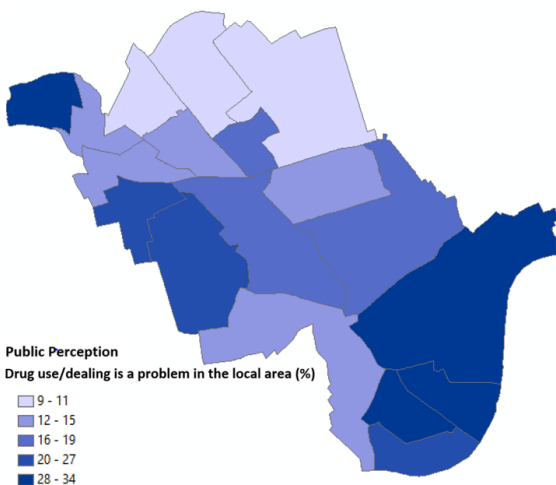
Hidden Harm⁵⁰ found parental drug or alcohol misuse featured in a quarter of cases on the child protection register. Drugs or alcohol accounted for 10% of permanent exclusions from school in the borough.

Recreational drug users contribute to drug demand especially in the West End. The night time economy, thriving entertainment and hospitality sectors drive a large local drugs market. Reducing demand is key to reduce the adverse consequences of drug abuse for individuals and societies at large.

Perceptions

A Young Westminster Foundation consultation with 203 parents and adults in North West Westminster found 54% felt drugs were the reason young people commit crime or ASB.

City survey – residents who think people using or dealing drugs is a problem in the local area %



The Council’s City Survey found people using or dealing drugs was an issue for 19% of residents. A large reduction from 36% last year. This map shows the geographical disparity of concerns. Ranging from 34% of residents surveyed in Queen’s Park being concerned down to only 9% in Abbey Road and Regent’s Park. The demographics of those most concerned were black ethnicity (27%), having a disability (23%) and being aged over 60 (22%). Those most concerned were people who did not feel the council was making the local area better (51%) and not involved with decisions (45%). Highlighting the need for better engagement with these marginalised communities.

⁴⁸

<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/victimisationanditsrelationshipdrugmisusecommonmentalhealthdisorderandwellbeinginenglandandwales/yearendingmarch2021>

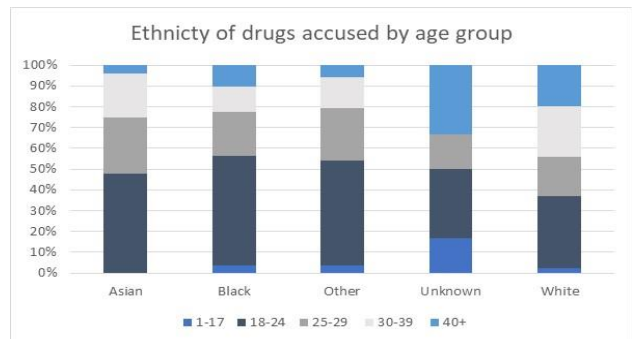
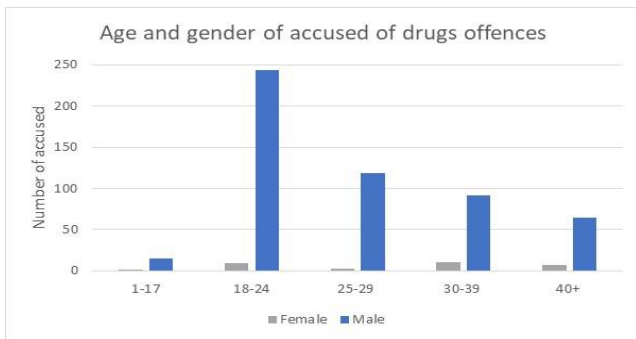
⁴⁹ Cosmopolitans = live in densely populated urban areas. More likely to live in flats and communal establishments and private renting. Has high ethnic integration, often young single adults and a high proportion of full time students.

⁵⁰ HM Government Advisory Council on the Misuse of Drugs (2011, P. 12). Hidden Harm Inquiry. Viewed 1 June 2022. <https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/120620/hidden-harm-full.pdf>

Drugs offences

Over the last year 3,436 drugs offences were recorded in Westminster. The vast majority (91%) of these offences were the result of stop and searches. Drug offence data is not the best indicator of drug supply or use. Westminster accounts for 8% of all drugs offences across the MPS. 93% of all recorded drugs offences were for possession of drugs, 84% of which was for possession of cannabis. The peak time for offences was between 16:00 and 18:59 hours, between Friday, Saturday and Sunday, this accounted for 13% of offences.

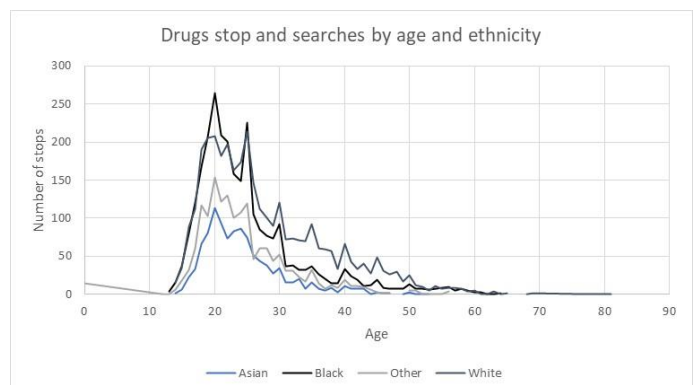
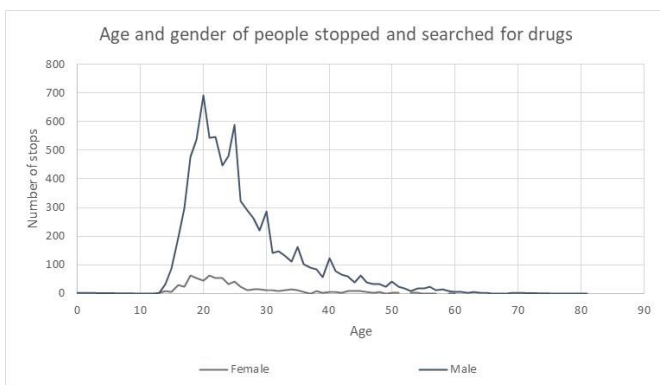
Police CRIS data shows 95% of those accused of drugs offences were males. People aged 18-24 accounted for 45% of all those accused. This age group is most likely to be accused of possession of cannabis whilst older age groups are more likely to be accused of possession of other controlled drugs. 37% of those accused were white and 34% were of black ethnicity. White drug offenders were more likely to be older than black drug offenders. White drug offenders are more likely to be accused of possession of other controlled drugs and black drug offenders possession of cannabis.



Over half of the young people engaging in youth offending services showed evidence of substance misuse need. Resident offender data shown earlier in the report identified that **resident offenders with an index offence for drugs accounted for the highest proportion of offenders**. They also had the highest re-offending rate for all drug offenders across London at 32%.

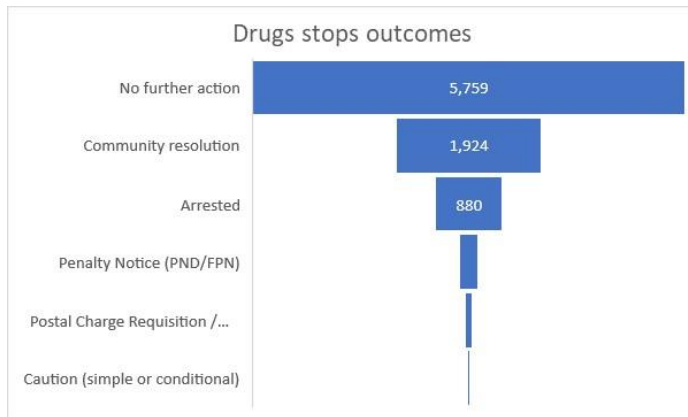
Stop and search

Police have the powers to stop and search someone who is suspected of carrying illegal drugs. Over the last year there were 8,896 stops made in Westminster⁵¹ under s23 Misuse of drugs act and 579 for psychoactive substances. The highest volume across the MPS.



⁵¹ Source <https://data.london.gov.uk/dataset/mps-stop-and-search-public-dashboard-data>

92% of people stopped were males and just over half were aged 18 to 25. 39% of people stopped were of white ethnicity, 31% black, 18% other and 12% Asian.



In 65% of all drugs stop and searches no further action (NFA) was taken compared with 70% across the MPS. 22% resulted in a community resolution and 10% were arrested.

Stops against people aged less than 17 (76%) were much more likely to result in NFA being taken.

Stops against people of black (69%) and other (67%) ethnicity were slightly more likely to result in NFA.

Drugs appear to be a major driver in the increase in serious violence. There are three main drivers to this, increased prevalence of crack cocaine, the increase in young people involved in drug supply and the expansion of county lines. Police analysis of Organised Crime Groups (OCGs) across the BCU found the majority are linked to drug activity, with cannabis the most supplied drug. These OCGs exploit young people to distribute drugs and control drugs markets via County Lines. They also use social media to groom and exploit young people to buy and sell drugs.

County lines is a term used to describe gangs and organised criminal networks involved in exporting illegal drugs into one or more importing areas within the UK using dedicated mobile phone lines or other form of 'deal line'. They are likely to exploit children and vulnerable adults to move and store the drugs and money and they will often use coercion, intimidation, violence and weapons. The Government's 'From Harm to Hope' strategy is looking to close over 2,000 county lines over the next 3 years. In 2020 referrals of children suspected of being victims of county lines increased by 31%.

MOPAC commission Rescue and Response which provides specialist support to victims of child and criminal exploitation. Over 2022/23 they have supported 83% of those referred. A quarterly working group meets to look at reducing criminalisation of Looked After Children and County Lines. From May 2020 to April 2021, they received 598 referrals, of which only 4 were from Westminster the second lowest across London.

Drug supply within the local area, as well as to areas across the country is one of the leading causes of Child Criminal Exploitation for young people. Young people are frequently used by older drug dealers because they are more easily exploited, keen to impress, succumb to pressure and do not fully grasp the risks. In order to protect themselves from associated harms, young people carry weapons putting them at further risk of violence. Some of these young people may become future exploiters themselves.

As shown in the next chapter drugs are a prominent feature in the ASB cases managed by Westminster Housing and the Council ASB team. More cases of cuckooing often linked to County Lines activity are being recorded which is probably due to better recording practices.

Opiate using offenders

Whilst drug crime statistics above show a profile of offending linked to young male offenders. A different profile of substance misuse offending is seen by looking at offences committed by people dependant on opiates and/or

crack cocaine. **These individuals are responsible for an estimated 45% of acquisitive⁵² crime in Westminster that would equate to 21,645 recorded crimes at a cost of £64 million.**

Treatment

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. **Reducing the number of heroin and crack users is likely to have the largest impact upon volume crime reduction.** The Government have recognised this, and additional funding is being made available to Combating Drugs Partnerships to support this over the next three years. The Drug and Alcohol Wellbeing Service (DAWS) is commissioned for adults and Insights for young people across Westminster and Kensington and Chelsea.

Not everyone using drugs enters treatment, so our understanding of local drug use is driven by our treatment population and national model estimates, which can be misleading. Drug treatment is often for Class A drugs, which young people are less likely to enter treatment for. The table below shows the estimated prevalence of opiate and crack cocaine users.

Substance	Westminster	Rate	England rate
Crack	1,038	5.9	5.1
Opiates	1,047	4.2	7.3
Opiate and Crack	2,142	12.2	8.9

Westminster has a greater prevalence of estimated crack and opiate and crack users than across England but lower opiate users.

Over 2021/22 there were 46 young people in Westminster in treatment. Most were receiving support for cannabis. For adults there were 929 in treatment, with two thirds receiving support for crack cocaine and 21% cannabis. Westminster has a greater proportion of parents in drug treatment than the London average. **Only 9% of clients who completed treatment did not re-present in Westminster, whilst low is ranked in the top quartile far better than the England average of 5%.**

Drug use in prisons is a major problem and is important when offenders are released, they are transferred to a community treatment provider for structured treatment interventions and other support. DAWS data shows that 18.8% of prisoners released were engaged in treatment within 3 weeks of leaving prison compared with 20.6% across London. Improving this engagement level could greatly impact upon reducing acquisitive crime.

Drug rehabilitation requirements (DRR) comprise structured treatment and regular drug testing. It is available to courts as a sentencing option as part of a community order or suspended sentence order. Probation inspection data⁵³ has found completion to be good and effective. It did however find a number of weaknesses in relation to continuity of care from custody into the community for those requiring substance misuse treatment. This included almost half of the referrals made by prison treatment services were not received by community treatment service and low attendance at appointments or drop in clinics in the community following

⁵² Acquisitive crime = theft, burglary, vehicle crime and robbery.

⁵³ <https://www.justiceinspectorates.gov.uk/hmiprobation/research/the-evidence-base-probation/specific-areas-of-delivery/substance-misuse/>

release from prison, with limited follow up on individuals who did not attend. The Adult Re-offending board is looking at how to encourage courts to make greater use of DRRs.

Those released from custody have been identified as especially vulnerable to relapse, re-offending and drug related deaths. Reducing dependency is seen to require 'recovery capital' with a focus on housing and meaningful employment.

This data shows a multi-faceted partnership approach is needed to reduce demand, restrict supply and ensure effective support and treatment for those addicted.

Anti-social behaviour

Summary

It is difficult to get a clear picture of ASB in Westminster, due to its broad definition and the variety of mechanisms used to record and report it. What is clear is it is widespread across the borough in varying forms. Highest volumes are in the West End often linked to begging, homelessness and drugs. More residential based ASB is concentrated in social housing and often linked to verbal abuse, noise and drugs.

It impacts hugely on the lives of those who encounter it, and often is an indicator of problems in the lives of those who commit it which, if not addressed positively, can result in criminality and damaged life prospects. Some of the biggest risk factors are substance misuse and mental health.

Repeat victimisation and repeat offending is a key driver to ASB and processes need to be in place to quickly identify and respond to this.

Community Triggers are a great indicator of how well the partnership is responding to ASB. Nearly half of the Community Triggers this year refer to incidents stretching over two years. Early intervention is needed to improve this to ensure victims feel supported and perpetrators are managed and brought to justice. More work is needed with the Community to raise awareness of ASB, ensure they know their rights, how to report it and if they require support to tackle ASB we ensure they are satisfied with the response given.

ASB is defined as 'behaviour by a person which causes, or is likely to cause, harassment, alarm or distress to one or more persons not of the same household as the person'.

The Government's Anti-Social Behaviour Strategic Board developed a set of principles to develop a consistent approach to understanding and addressing ASB in local communities with the aim of delivering the best possible outcomes for victims of ASB.⁵⁴ It incorporates encouraging victims to report ASB, be taken seriously and have the opportunity to choose restorative approaches to tackling ASB. It expects agencies to have clear and transparent processes for reporting and investigating ASB and to work across boundaries to tackle the underlying causes of ASB. Best practice should be shared through a network of ASB experts in each policing area. MOPAC has recently set up the ASB Forum to deliver this.

All boroughs are required by the MPS to have ASB as a local priority. These are both reflected in the Mayor's draft Policing and Crime plan. The plan also wants to support individuals affected by ASB and explore alternative interventions not reliant on the criminal justice response. The Council is currently finalising its draft ASB Strategy. It is based around five pillars; prevention; early intervention; victim support; perpetrators are brought to justice and engaging in the community.

As part of the development of the five year Westminster Council ASB strategy, a series of consultation events and surveys were undertaken to improve our evidence base. Various stakeholders and victims were engaged to discover their views of the proposed five pillars. Despite the different groups' outlooks and perspectives there were some key unifying strands listed below:-

⁵⁴ <https://www.gov.uk/government/publications/anti-social-behaviour-principles/anti-social-behaviour-principles>

- Improvements to organisational responses;
- Improved community solutions, such as mediation and role models;
- Greater youth provision;
- Greater education, awareness and training;
- More effective deterrence, enforcement and greater consequences;
- Support for victims and perpetrators.

ASB can be reported in a variety of ways. In Westminster it can be reported to the police, via a housing association or noise complaints⁵⁵ can be made to the council. Each agency records data in different defined categories. Collating data from all of these systems is challenging and therefore is difficult to obtain an accurate picture of ASB in Westminster. Below is the number of reports received in the last year.

Noise complaints 18,000	Police recorded ASB 14,242	HA 900
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ASB can be an indicator of more serious crime or can easily escalate into a crime. The recent MPS inspection report⁵⁶ found only 1 of the 21 ASB reports where a crime had been committed was recorded.

It is estimated⁵⁷ **56% of victims of ASB did not report it**. Based upon this, there were probably about 65,000 incidents of ASB in Westminster over the last year. Resolve looked at why people were reluctant to report ASB, 52% said they didn't think anything would be done about it. Asked what would make people report more, 43% said more visible policing. More worryingly most people who did report ASB were not satisfied with how the issue was handled.

Perceptions of ASB

The City Survey asked 2,436 residents to what extent certain ASB issues were a problem in Westminster. See page 12 for more details.

This data can be broken down to ward level and shows regional variation of concerns across the borough as shown overleaf.

Overall people who were most likely to feel the issues were a problem did not feel engaged and were overall dissatisfied with the council. There were no significant differences between age, gender and ethnicity.

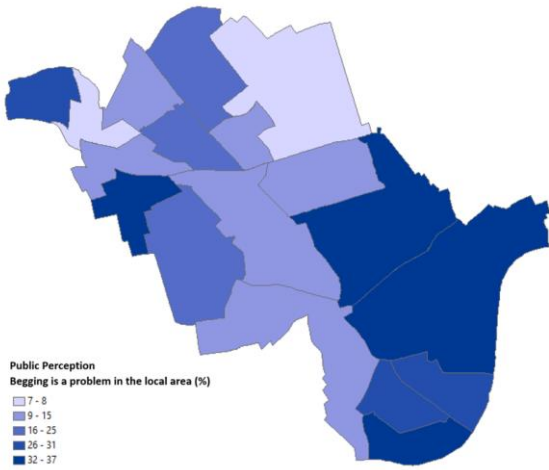
Queen's park ward had the highest level of concerns overall, followed by St James's and West End wards. Maida Vale and Little Venice had the least concerns.

⁵⁵ Of note not all noise complaints will constitute ASB.

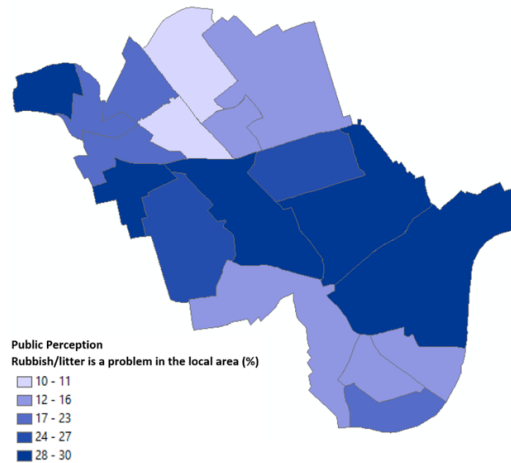
⁵⁶ <https://www.justiceinspectors.gov.uk/hmicfrs/wp-content/uploads/peel-assessment-2021-22-metropolitan.pdf>

⁵⁷ <https://www.resolveuk.org.uk/asb-awareness-week/resources-and-media-pack>

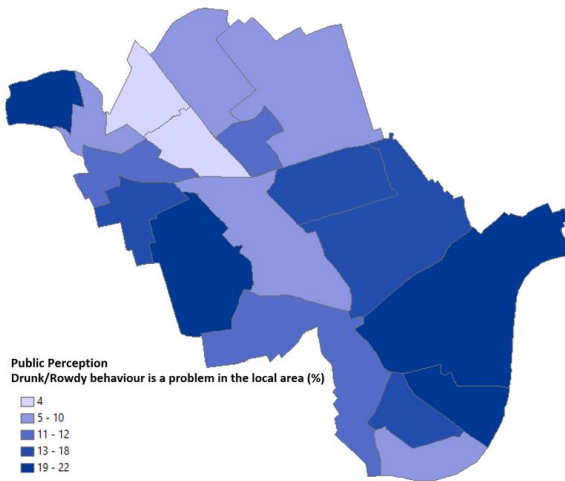
City survey – residents who think begging is a problem in the local area %



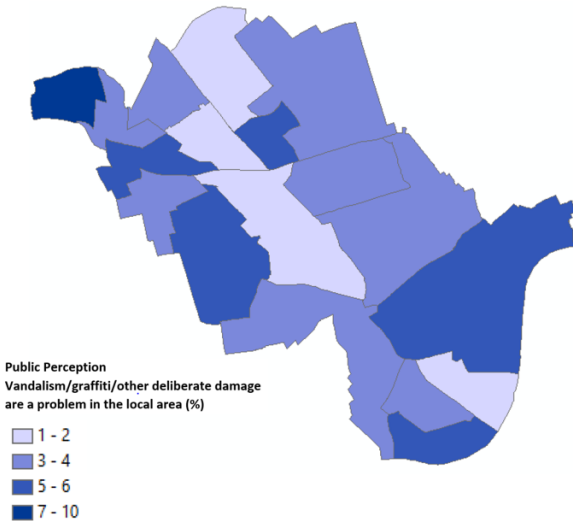
City survey – residents who think rubbish and litter is a problem in the local area %



City survey – residents who think drunk and rowdy behaviour is a problem in the local area %



City survey – residents who think vandalism is a problem in the local area %

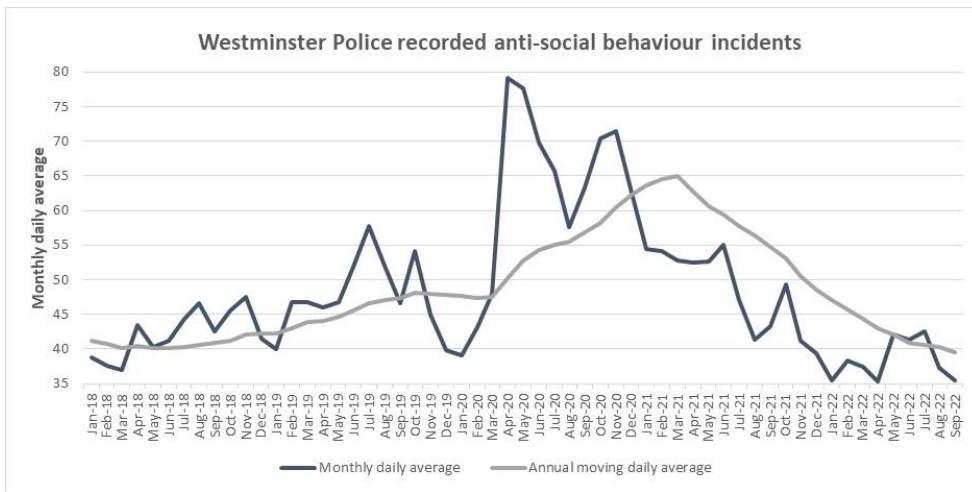


The police public attitude survey found 44% of Westminster residents were concerned about ASB. Across London concerns ranged from 33% in Havering and Redbridge and up to 54% in Tower Hamlets. Concern of ASB increased during the pandemic but more recently have started to decline. For Londoners worried about ASB, drugs and antisocial driving were the issues most often felt a problem in their local area. Londoners confidence in the police response to ASB is low with just 45% believing the MPS is effective at tackling ASB. Perceptions were particularly poor amongst those saying they were repeat victims. Repeat victims were also less likely to seek help from the police in the future.

Next data is looked at from each of the main reporting mechanisms for ASB in the borough, namely the Police, Housing Associations and Noise to the Council.

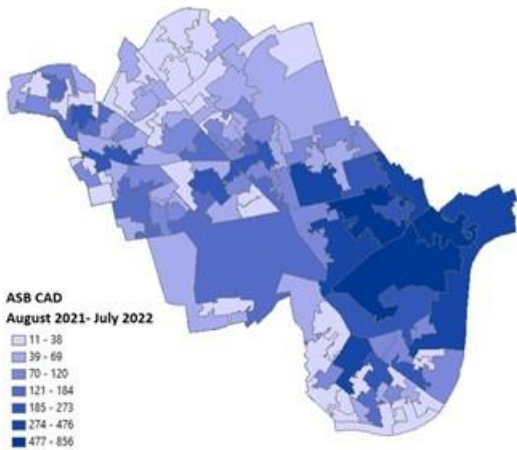
Police ASB

Over the year there were 14,242 incidents of ASB recorded by the police in Westminster. That is **on average 39 incidents of ASB a day.**



Police recorded ASB incidents increased significantly over the covid period. Since the end of restrictions incidents have plummeted towards the lowest levels recorded since 2013. Westminster accounts for 6% of all recorded ASB across the MPS.

The police record ASB into three main categories, depending upon how many people are affected. Personal ASB when a person targets a specific individual or group this made up 8% of all ASB in Westminster, nuisance ASB when a person causes trouble annoyance or suffering to a community, this makes up 90% of all ASB in Westminster and environmental ASB when a person’s actions affect the wider environment such as public spaces or buildings, making up just 2% of Westminster ASB incidents. Under these main heading there are 13⁵⁸ further subdivisions. **Rowdy or inconsiderate behaviour makes up 67% of all calls.** This refers to general nuisance behaviour in a public place or a place to which the public have access. It does not include domestic related behaviour, harassment or public disorder which should be reported as crimes. The next highest category is **Rowdy/Nuisance neighbours accounting for 8% of calls.** Thirdly is begging and vagrancy at 7%.



The high footfall areas of West End & St James’s wards account for 35% of all incidents, with 19% occurring in just four LSOAs. These four LSOAs are also the highest areas of crime and disorder and high harm crime.

ASB has a less distinctive temporal profile than crime. 53% took place during the night time economy. There was a slight increase in incidents over the weekend.

The police use an escalatory process for enforcing against ASB. Starting with Early Intervention Scheme (EIS) warnings for behaviour, next can be a written warning as part of a Community Protection Notice (CPN) and finally escalating to a Criminal Behaviour Order (CBO) if the CPN is breached. Within this period there have been 194 written warnings, 31 CPNs and 16 new CBOs. There are currently 114 active CBOS covering Westminster placing a variety of conditions on where people can travel, what they can do and who they can see.

Between April and October 28 EIS warnings were issued. The majority were delivered to people begging in the area around Victoria. Nearly half of all CPNs and warnings were for begging (46%). The second largest category

⁵⁸ <https://www.met.police.uk/advice/advice-and-information/asb/asb/antisocial-behaviour/what-is-antisocial-behaviour/>

was related to drug/nitrous oxide use and paraphernalia (24%). Both categories had clear links to the street population and therefore the geographic spread of these notices is concentrated in the West End. The use of enforcement aligns with the issues of most concern to residents from the City Survey. Whilst ASB can cause victims great harm, it is frequently perpetrated by very vulnerable people who need help such as the homeless and people with substance misuse needs. Is issuing people like this with civil injunctions the best solution to stop them committing ASB in the short or long term?

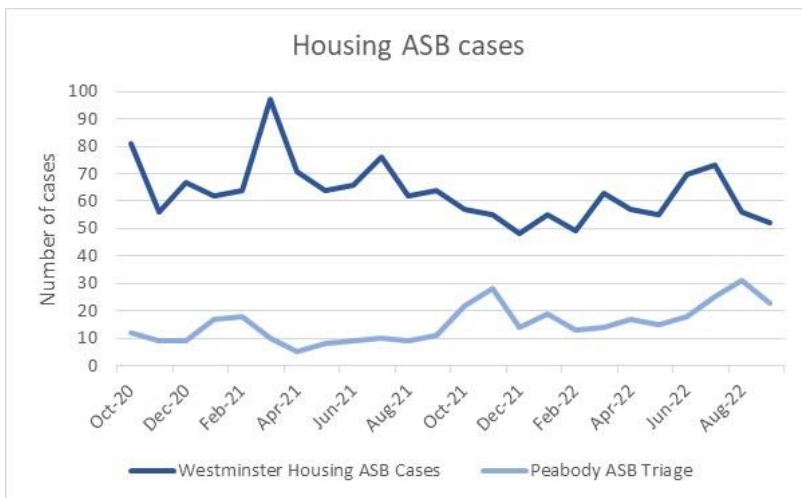
MOPAC analysis of police ASB data found wards with higher ASB call rates also saw higher total notifiable offences. Higher rates of ASB calls were also associated with greater ward deprivation. Deprivation was also strongly linked with peoples concerns about ASB. The analysis also showed ASB call rates to be higher in wards with a greater number of pubs, nightclubs and cinemas etc such as the West End, yet they were less influential on driving residents’ worry.

One in ten Londoners interviewed during April to September said they had personally experienced an incident they would consider to be ASB. The Public Attitude Survey revealed **high levels of repeat victimisation of those experiencing ASB. 43% said they had experienced three or more incidents and 23% experienced two.**

The survey looked to understand who is experiencing ASB victimisation and found people with a disability and identifying as LGBT+ were at increased risk. Repeat ASB victims were three times as likely to have a mental health disability than other groups.

Housing ASB

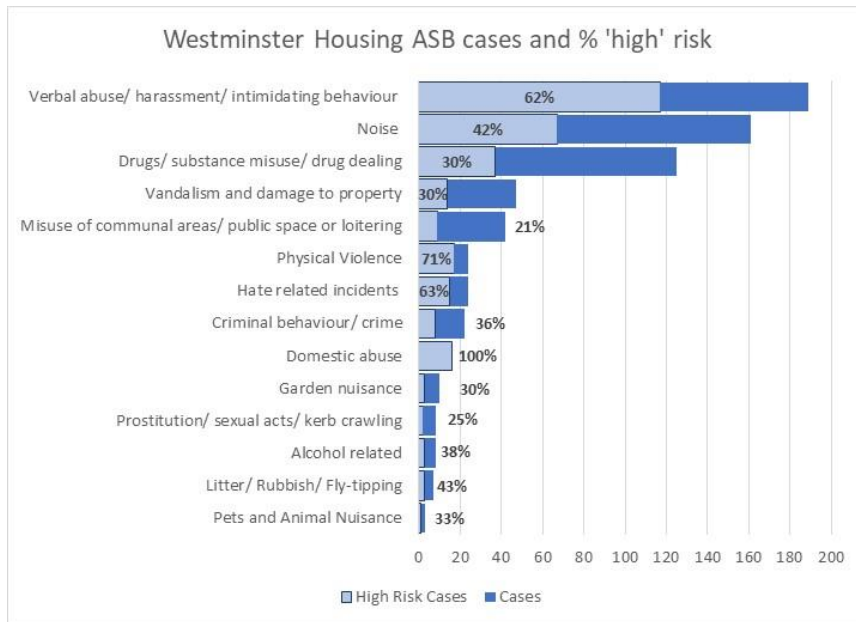
Registered housing providers (RHPs) have a legal obligation to enforce on tenancy and civil matters. In Westminster RHPs do not have devolved responsibility for enforcement under the Crime and Policing Act. This resides with the Council. There are 16,000 housing units managed by approximately 40 Residential Housing Providers. About 15,000 of these units are social housing, representing 25% of all housing stock in Westminster.



Westminster Housing, who manage Westminster Council’s housing stock, recorded 686 ASB cases between October 2021 and September 2022, a 17% reduction on the 830 in the previous period. Within the same period Peabody Housing recorded 61 cases and triaged 239, compared to 95 and 127 in the previous period respectively. Octavia Housing recorded 18 cases within the same period.

The most commonly categorised ASB cases by Westminster Housing were; verbal abuse and threatening behaviour (28%), Noise (24%) and drugs/dealing (18%). Of note many of these incidents have descriptions associated with crime rather than ASB. A similar picture is seen with Octavia data.

The chart overleaf looks at the volume of cases recorded by Westminster Housing by category and the percentage classified as high risk.



Approximately 46% of Westminster Housing cases were deemed 'high' risk, but only 10% of Peabody housing ASB triage cases.

As expected, all 'crime' namely domestic abuse, physical violence and hate crime had the highest risks assigned to them.

Approximately 30% of cases were resolved within 10 days, 45% within 30 days, and 32% took between three and six months to close. Risk category had no impact upon the time taken to resolve a case.

Analysis of 2021 data found enforcement action unsurprisingly occurs more often where cases were categorised as higher risk (60%) and where there were repeat incidents. The most common ASB categories seeing enforcement actions were drugs/dealing, misuse of communal spaces, noise, physical violence and verbal abuse and harassment. Most interventions involved offering mediation (58%), followed by issuing a notice of seeking possession (20%).

The location of housing association related ASB cases is strongly correlated with the location of their housing stock, i.e. in the north West and south of the borough. These are also the areas of highest deprivation in the borough and are strongly linked with issues of youth violence.

There were slight geographical variations by types of ASB. Queen's Park at higher levels of drug related ASB, Church Street higher levels of noise complaints and Churchill/Pimlico South higher proportions of violence and vandalism. Whilst drugs was seen as an issue for 34% of residents surveyed in Queen's Park, only 8% of residents in Church Street felt noise was an issue and only 5% of residents in Pimlico South felt vandalism was an issue.

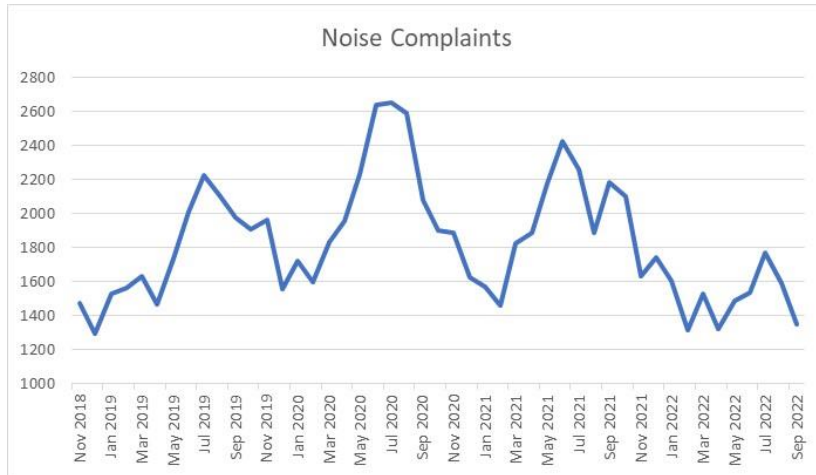
Nearly half (49%) of cases were identified as involving repeat victims and 57% by repeat perpetrators. 33% of all cases were recorded as having a repeat victim and a repeat perpetrator. 18% of the whole ASB case data involved the same people in repeat incidents. **Repeat victimisation and repeat offending in housing ASB is clear and a major driver of volume ASB.**

Recommendation: Repeat victimisation and repeat offending is a key driver to ASB and processes need to be in place to quickly identify and respond to this.

Of the cases where enforcement action was taken, 32% were involved with Adult Social care, 19% with drugs services and most were accessing some form of benefit.

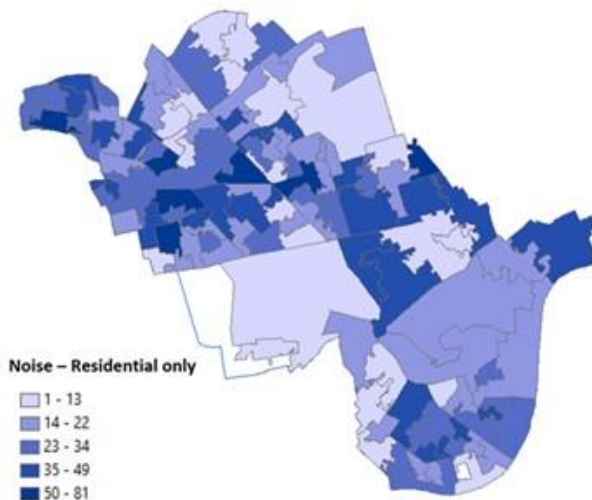
Noise

Westminster City Council operates a 24/7 noise service receiving complaints for further investigation. These complaints relate to a wide variety of issues ranging from building sites and construction noise, deliveries and collections from commercial premises, traffic noise, domestic machinery to noisy neighbours and residential disputes. Noise complaints do contain complaints relating to reasonable noise therefore not all noise complaints can be considered as ASB.



Over the review period approximately 18,000 noise complaints were made. 45% were about residential noise, 19% noise in the street and 17% from commercial premises. Noise complaints have been steadily falling since covid, particularly for residential noise complaints.

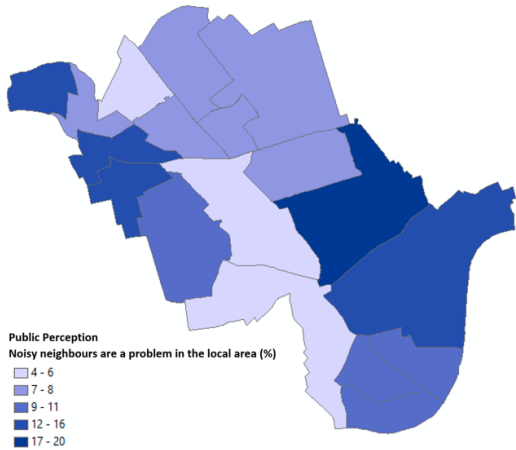
For overall noise complaints the wards of West End and St James’s account 28% of all complaints, followed by Bayswater (9%) and Marylebone (7%). Bayswater provides an example of the difficulties in using noise complaints as indicator of ASB, as it contains 483 complaints about the same commercial premises from the same complainant in a few months which was deemed to be an automated tool via online reporting. High volume of automated complaints, their discovery, and their eventual screening does have an impact on the patterns and trends of noise complaints.



Residential noise, indicated to be the most related to ASB, is much less affected by the West End, with no clear primary locations and generally following the patterns of housing stock.

50% of all residential noise complaints are repeat addresses (3 or more complaints). There were 88 residential addresses with ten or more noise complaints, which represents 20% of all residential noise and five addresses receiving over 50 complaints each.

City survey – residents who think noisy neighbours is a problem in the local area %



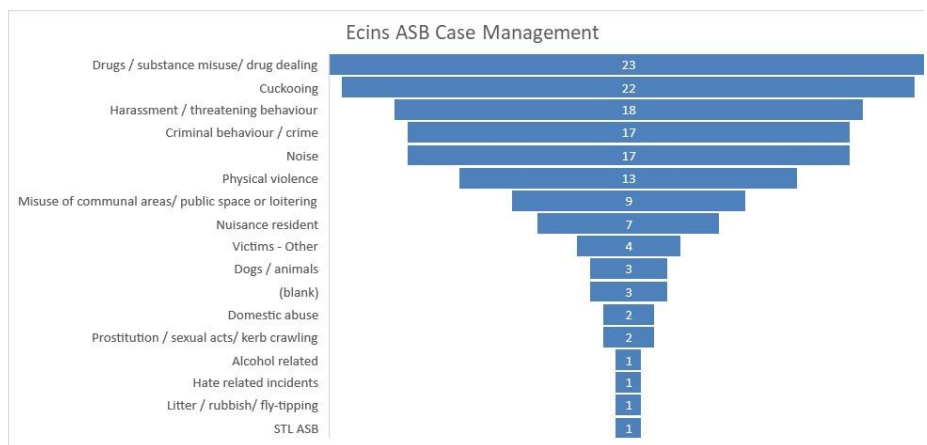
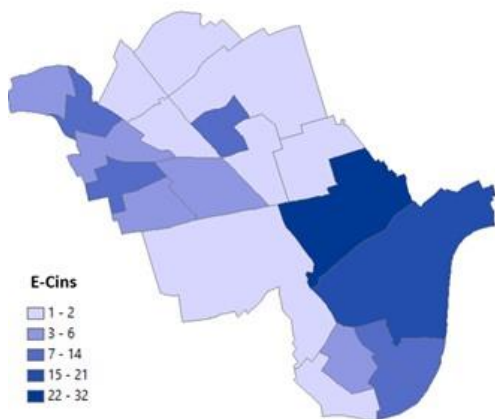
Only 10% of residents surveyed felt noisy neighbours were an issue. As shown there were geographical variations of concern. Ranging from 20% in the West End down to 4% in Maida Vale.

There were no significant age, gender or ethnicity differences between those who were most dissatisfied. As with the other ASB issues those who were most dissatisfied with the council or not feeling involved in decision making were more likely to feel noisy neighbours was an issue.

Noise complaints of all types are most prevalent between 22:00 to 02:00 hours and particularly during the weekend. Approximately 46% of residential noise is related to some variation of loud music/radios/TVs/parties. This type of noise complaint is even more likely to occur overnight. Complaints that result in the issue of a Statutory Notice are most likely to occur late evening/overnight.

Referrals to Council ASB triage desk

Within Westminster council ASB referrals can be made to the ASB caseworker triage desk, to receive support from one of the dedicated ASB caseworkers. Cases are normally referred when they are medium or high risk and complex. Over the review period 144 referrals were made of which there were 114 unique incidents. This forms a very small proportion of the 33,000 plus potential ASB reports received across the borough. The map below shows the location of ASB cases referred. Of note data is still being recorded to the old wards. West End (22%) and St James’s (15%) wards accounted for the majority of cases.



The chart above right shows the category of cases. Please note that these categories whilst similar, are not aligned with those recorded by Westminster Housing. The top three cases were classified as drug/substance misuse (16%), cuckooing (15%) and harassment/threats/abusive behaviour (14%).

As this data is from a referral triage tool, many of the victim/suspect details are yet to be confirmed by subsequent case work, many of the people alleged to have committed ASB or in the cases such as cuckooing maybe both victim and perpetrator. Nevertheless, 67% of all people involved were men, and women were more

likely to be initially identified as a victim (62% of victims) and witness (100%) rather than an alleged perpetrator (30%). **Over 55s represented 42% of all people identified and were represented across both victim, alleged perpetrators and witnesses.** Young people under 25s only represented 8% of all individuals recorded, although they were predominantly all alleged perpetrators.

Analysis of older closed cases showed a number of interactions with other services. 40% of cases had links to adult social care, 22% had a link to a children’s services team and 20% mental health. Despite the high level of cases linked to substance misuse only 4% were known to substance misuse services.

42% of ASB referrals involved registered social housing providers. Peabody (13%), Westminster Housing (10%) and Notting Hill Genesis (6%). The ASB cases can be categorised into two broad types, linked to housing or street based. Housing related ASB mainly relates to noise, neighbour disputes etc and street based links to disorder mainly drug and alcohol related and the street population.

Neighbourhood Co-ordinators

In addition to ASB caseworkers the council employs Neighbourhood co-ordinators that focus on problem solving ASB in their local areas. The team categorises its work into two broad categories ‘activity’ (interventions, meetings, consultation, crime prevention etc) and a more concentrated ‘problem solving’.



Again, different categories of ASB are used, making comparisons of ASB difficult. The most common issues that are problem solved are youth related ASB (13%), misuse of communal areas and public space (11%) and aggressive begging (10%)

As with other ASB data sets, differences exist in the issues in areas considered ‘commercial areas’ or ‘residential’ areas. In the ‘commercial areas’ of the west end issues emerge, relating to ‘pedicabs’, aggressive begging, drugs and substance misuse, prostitution and kerb crawling, and rough sleeping associated ASB such as ‘Tent cities’. ‘Residential’ areas have more cases relating to noise and misuse of public and communal spaces, but also drug related ASB.

Due to the organisational structures and work priorities of the coordinators it is very difficult to examine the scale of issues across areas, but the wards of West End and St James’s had the highest number of recorded activity, followed by Hyde Park ward.

In addition to the above there is much more activity taking place to tackle ASB. Over the past 12 months the council has undertaken operations against 68 anti-social pedicab operators causing noise around the West End resulting in court prosecutions and fines, as well as safety campaigns. A Public Spaces Protection Order went live in February 2022, which has resulted in a large reduction in the number of car meets in all locations and the issuing of 40 fixed penalty notices. Feedback from residents has been positive. Other activities have included seizures of £750,000 of counterfeit and illegal goods from premises that avoid paying business rates and overcharge customers.

Community Trigger

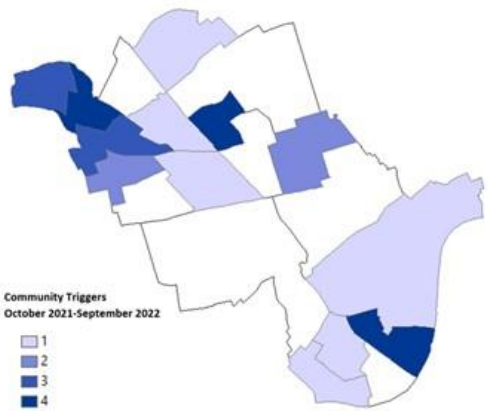
The community trigger process was designed to deal with ongoing persistent ASB. It was implemented in response to high profile national failings in ASB processes. In Westminster if someone has reported an incident three or more times within a six month period, this could activate a community trigger via the Local Authority. This is a multi agency case review, designed to ensure persistent ASB is resolved for the victim.

As part of the masters programme UCL students reviewed Westminster's approach to tackling Community Triggers. They found from reviewing 2020/21 data that of the 44 Community Triggers received 14 related to either repeat referrals from the same individual or from multiple complainants. Currently each trigger needs to be treated as an individual case, streamlining of the case management process was recommended to increase efficiency. They also identified a need to improve community relationships, such as emphasising restorative justice mechanisms and empowering victims by raising awareness of the Community Trigger process.

Over the period of October 2021 to September 2022 there were 28 new Community Triggers, compared to 35 in the previous period. Nearly half of the Community Triggers this year refer to incidents stretching over two years. Early intervention is needed to improve this to ensure victims feel supported and perpetrators are managed and brought to justice. In these cases, complaints were made to multiple agencies, most commonly the police, housing providers, noise complaints, as well as online council 'Report It' tool. A MOPAC survey of 17 London boroughs found on average they received 11 Community Trigger referrals over 2021, showing referrals remain much higher in Westminster. We cannot conclude why this is, but we should expect referrals to increase as awareness about the process is raised.

Recommendation: The partnership should focus on early intervention to resolve ASB incidents to ensure victims feel supported and perpetrators are managed and brought to justice.

The complex nature of the cases, often involving long standing disputes of multiple issues does not lend itself to accurate categorisation. Complaints regarding ongoing noise issues are the most common, followed by hate incidents and harassment/abuse/threatening behaviour. Cases often involve ongoing neighbour disputes encompassing both noise and harassment or involving ASB related to drug use and dealing. A small number involved external events such as communal areas and street noise/illegal parties.



The majority of the Community Trigger complaints involve social housing tenants (68%) which therefore affects the level of housing related ASB issues and the locations of Community Triggers.

Vincent Square, Church Street and Harrow Road have all seen the highest number of referrals, this mirrors the profile of Westminster’s housing stock.

Of note there are a substantial number of complaints, having been investigated or having gone to the Community Trigger panel, where the identified solutions to the perceived problem does not result in enforcement action against the alleged perpetrator. Some of these cases are closed or resolved after support and guidance is provided to the complainant, including mental health support. Mental health was identified as an issue in 21% of cases for either the complainant or alleged perpetrator.

Community Triggers represent a very small proportion of the ASB recorded in the borough. However, each referral that meets the threshold for a Community Trigger represents a case where ASB problems have not been resolved by authorities, often with significant negative impact on people’s lives. It is imperative that the partnership learns and adapts its response to ASB from the feedback received. Resolve ASB survey found only 2% of those surveyed knew of the Community Trigger which means many more of the victims of ASB in Westminster may be eligible to raise a Community Trigger if they knew about it. We need to support communities to be more resilient and to know their rights.

We do not routinely record or assess victims satisfaction on ASB. The new Victims Bill will require agencies to monitor this for ASB that reaches a criminal threshold. Resolve are lobbying for this to be expanded for all ASB.

Recommendation: Whilst it would be difficult to monitor satisfaction with every ASB report we should establish mechanisms for recording and monitoring victims satisfaction with ASB casework support as many of these cases reach a criminal threshold.

Hate crime

Summary:

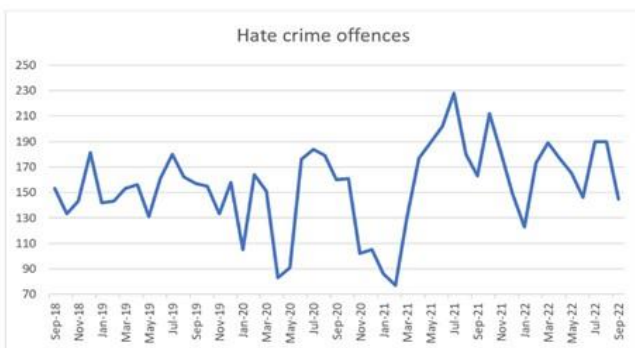
Westminster’s West End area continues to have the highest volumes of incidents recorded across the MPS. Three quarters of hate crime offences were classified as Public Order. Males aged less than 39 were most likely to be victims.

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

A hate crime is defined as “any criminal offence which is perceived, by the victim or any other person, to be motivated by hostility or prejudice based on a person’s race, religion, sexual orientation, transgender identity or disability, or the perception of the person of having any of these characteristics”⁵⁹. Hate crime can cause lasting physical and emotional damage, evoking despair, anger and anxiety in victims and fear amongst communities.

Hate crime type	Oct 21 to Sep 22	% of MPS hate crime	Sanctioned detection rate
Racist	1546	8	17.6
Sexual Orientation	422	11	18.2
Faith	184	9	14.1
Islamophobia	105	11	12
Anti-semitic	47	7	8.5
Transgender	49	12	10.2
Disability	26	4	7.7

Westminster has the highest volumes of racist, sexual orientation, Islamophobia, and transgender hate crimes across the MPS. Sanctioned detection rates for all hate crime types except faith are higher than the MPS average.

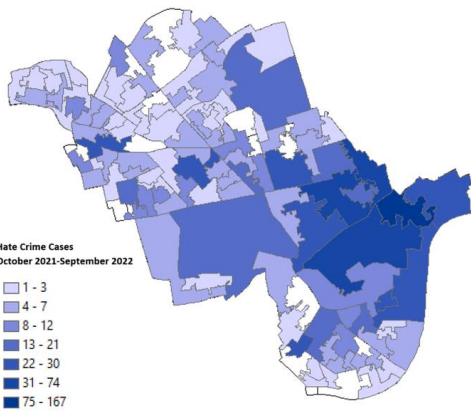


This chart looks at the volume of hate crime offences over the last four years and how they have varied since Covid-19. Over the last year **75% of hate crime offences were public order offences**, 22% were violence against the person and 3% were arson and criminal damage.

Whilst Westminster has the highest volumes of hate crime offences only 2% of residents from the Council’s 2022 resident survey, felt there was an issue with people showing hostility or prejudice based on disability, race, religion, transgender identify or sexual orientation, a decrease from 4% in the previous year. In addition, only 1% felt people from different backgrounds in the local area did not get on well together.

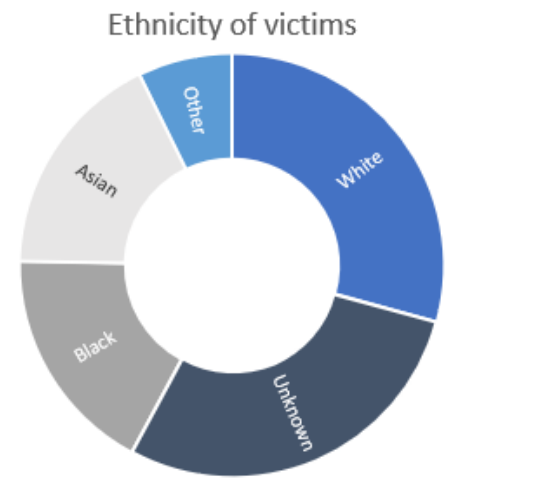
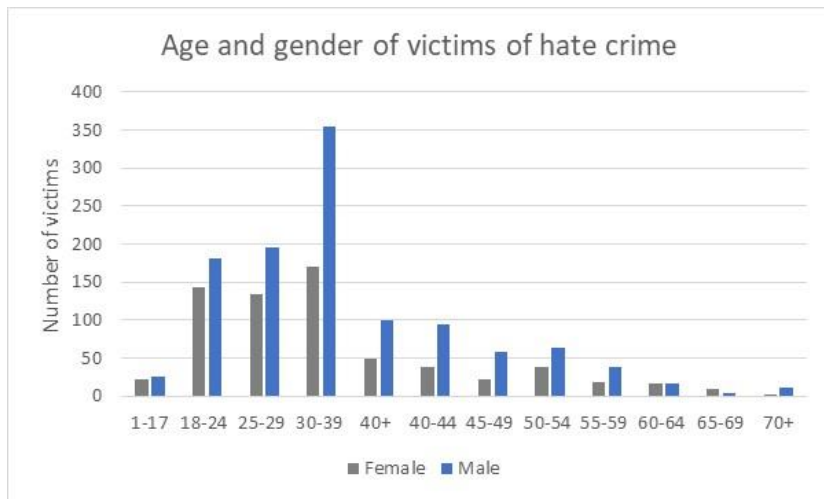
Across London the Metropolitan Police Service Public Attitude Survey found 30% felt hate crime was a problem locally in London, compared to 49% in the previous year.

⁵⁹ Home Office Hate Crime Action Plan Refresh 2018

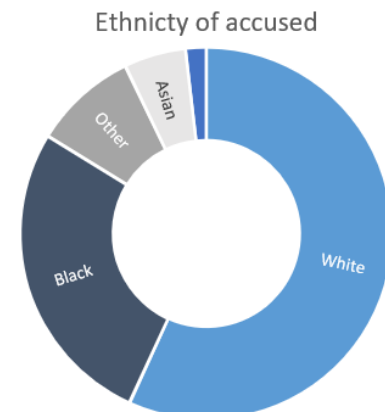
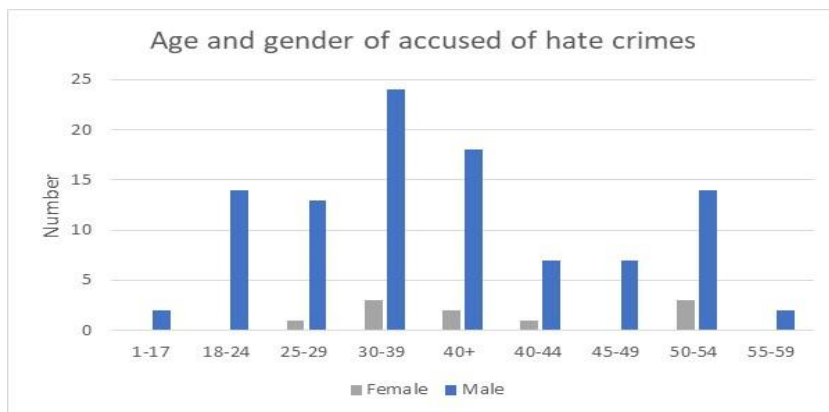


Nearly half of all hate crime was in St James’s ward (29%) and West End (18%) wards. At a lower geography nearly **one third of all hate crime occurred in just 4 of the 128 LSOAs⁶⁰ across the borough**. Temporal analysis shows peaks in offences at both 14:00 and 18:00 with 31% occurring between those times 14:00hrs and 18:00hrs. The peak days were Friday through to Sunday, although proportionally more offences occur later in the evening during those particular days.

Victim data of hate crime victims showed 63% were males. The most common age was 30-39 years accounting for 28% of all victims. Two thirds of victims were aged less than 39 and only 3% were aged 17 or less. Ethnicity was unknown in 28% of victims. Where known 41% were White, 25% Black and 24% Asian.



Accused data was available for 111 people. 91% of those accused of hate crimes were male. Nearly half were aged over 40 years of age. Only 2% were aged under 17. Most accused (57%) were of White ethnic appearance, followed by 27% Black. The majority 91% of those accused of hate crimes were charged or further charged and 9% received an adult caution.



⁶⁰ E01004734, E01004763, E01004736 & E01033595.

Reducing hate crime is a MOPAC priority as part of their 'violence is prevented and reduced' priority. MOPAC have commissioned a Hate Crime Advocacy Service which is a specialist service to support victims of hate crime. At the end of September 2022, 1,106 victims of hate crime were supported across London. In addition, MOPAC have commissioned a project to undertake a literature review to identify what works in addressing the behaviour of hate crime perpetrators and have commissioned a project to support community organisations to increase their resilience in tackling hate crime.

Metropolitan Police Service user satisfaction survey for victims of hate crime, end of September 2022, found 62% of victims were satisfied overall and 77% were satisfied with how they were treated. This figure plummets for those who have been dealt with on-line to 29% and to 23% for those dealt with on the phone. The Metropolitan Police Service's 2018-2025 strategy aims to increase trust and confidence in policing. Hate crime is one of the key areas of focus.

CONTEST

Summary:

The threat to the UK from terrorism is Substantial, meaning an attack is likely. Low sophistication, self-initiated terror attacks remain a popular tactic across all ideologies.

There continues to be overt activity from individuals expressing support for right wing rhetoric, however Islamist related extremism remains the largest proportion of Prevent referrals.

An increasing number of individuals being referred to Prevent in Westminster have mixed, unclear or unstable ideologies. These individuals commonly present with multiple and complex vulnerabilities including arising from substance misuse, social isolation, mental ill health or neurodiversity.

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, the latest iteration published in June 2018⁶¹, it is due to reviewed in 2023. The strategy has four strands:

1. 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 and the work falls out of the scope of this assessment.

2. Prepare

This is to mitigate the impact of a terrorist attack where the attack cannot be stopped. This includes increasing resilience and improving recovery as part of the Civil Contingencies Act 2004. Requiring the development and implementation of emergency plans and business continuity management arrangements, in order to respond to identified risks.

3. Protect

To strengthen the protection against a terrorist attack. 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 crime⁶².

Crowded places are attractive to terrorists. The National Counter Terrorism Security Office leads work to increase protective security in crowded places. **Westminster remains home to the countries' highest density of crowded places**, alongside government buildings and other critical infrastructure. Work to review, assess the threats and vulnerabilities of these sites and put in place proportionate protective security measures is ongoing.

⁶¹https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/716907/140618_CCS207_CCS0218929798-1_CONTEST_3.0_WEB.pdf

⁶² NACTSO (2017) 'Crowded Places Guidance for the UK'

Ongoing local partnership work between Prevent, Protect and Prepare strands includes Action Counter Terrorism training and engagement with both business sector and community partners. This includes the Westminster Ceremonial Streetscape programme, which is nearing completion, as well as physical security measures within public realm schemes, such as the recently opened new Strand/Aldwych public realm.

The counter terror Protect Duty Bill draft legislation is due to be published in Spring 2023. It is a new piece of anti-terrorism legislation, designed to ensure the public is better protected from a 'multi-faceted, diverse and continually evolving' terror threat. Its purpose is to keep people safe by introducing new security requirements for certain public locations and venues to ensure preparedness for and protection from terrorist attacks. It will require venues and local authorities to draw up preventative plans against terror attacks, following a tiered model that will be linked to the activity that takes place at a particular venue. A standard tier will apply to venues with maximum capacities of 100 and above, while an enhanced tier will be applied to those venues considered to be high-capacity locations.

4. 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.

Over 2021/22 there were 688⁶³ Prevent referrals in London, of which 153 were discussed at a Prevent Panel and 102 were adopted as a Channel case. There were 384 (39%) referrals for Islamist ideology and 122 (12%) for Extreme Right Wing (ERW) ideology. This London picture differs from the national picture where 20% of referrals were ERW and just 16% Islamist. Approximately two thirds of referrals in London were for those under 30 years old, 21% were under 15. This is an older age profile than the national figure where 75% were 30 or under and 29% under 15.

Terrorism Threat

At the time of writing⁶⁴ **the threat to the UK (England, Wales, Scotland and Northern Ireland) from terrorism is SUBSTANTIAL, meaning an attack is likely.** This combines the threat to the UK from international terrorism, domestic extremism and Northern Ireland-related terrorism.

In the year ending March 2022 there were 196⁶⁵ arrests for terrorist related activity in Great Britain, 27 more than in the previous 12-month period. 42 individuals were arrested under s41 of TACT 2000 and 35 applications for extension of detention. 78% of those arrested were of British nationality.

⁶³ <https://www.gov.uk/government/statistics/individuals-referred-to-and-supported-through-the-prevent-programme-april-2021-to-march-2022/individuals-referred-to-and-supported-through-the-prevent-programme-april-2021-to-march-2022>

⁶⁴ February 2023

⁶⁵ <https://www.gov.uk/government/statistics/operation-of-police-powers-under-the-terrorism-act-2000-quarterly-update-to-march-2022/operation-of-police-powers-under-the-terrorism-act-2000-and-subsequent-legislation-arrests-outcomes-and-stop-and-search-great-britain-quarterly-u>

As of 31st March 2022, there were 233 people in custody for terrorism connected offences. 68% for holding Islamist views and 24% for far-right wing ideologies.

Being the centre of the capital, the seat of Government and home to the majority of foreign embassies and consulates, almost all international issues impact on Westminster. In the last twelve months, this has included large protests outside the Indian High Commission, the Iranian embassy and the Israeli embassy. Some protests give rise to public order concerns, and some will include extremist elements by way of groups or individuals.

The Counter Terrorism Local Profile (CTLP) provides an outline of the key threats, and vulnerabilities within the West Cluster (of which Westminster is part) between April 2020 and September 2021. Islamist Extremism, ERW and Mixed, Unclear and Unknown (MUU) ideologies present the most significant risks locally. Online platforms continue to play a significant role in the radicalisation process.

Islamist Extremism remains the most likely ideological inspiration for self-initiated terrorist attacks. There is no figurehead or galvanising force from which to draw inspiration. The greatest risk is from self-initiated radicalisation online as it provides multiple inspirational pathways and exposure to multiple narratives.

Prevent groups actively discourage communities from engaging with any activities provided by Prevent and have been visible in London in the last year and this is highly likely to continue. While these groups have a degree of influence over some communities in east and west London, this is less true of Westminster.

Despite a marginal increase in Prevent referrals and investigations featuring this ideology, there is little evidence to suggest that Involuntary Celibate (incel) ideology is widespread. It is more likely there is higher awareness following the shooting in Plymouth in 2021.

Previous years have seen a notable rise in MUU Prevent referrals, and there has been a minor increase over this reporting period. This cohort are demographically similar to ERW individuals and across a majority of referrals there is evidence of mental ill-health or neurodiversity. Rather than being influenced or led, these individuals are more likely to self-direct based on grievance or fixation. A review is currently considering MUU ideology in more detail.

There has been continued growth of individuals with mental ill-health and neurodivergence within Prevent referrals and investigations, across all forms of extremism. This is likely to have been exacerbated by the psychological and social impacts of the pandemic. It can be challenging to discern whether an individual has a genuine commitment to an ideology, or if their behaviour is a consequence, or manifestation, of mental ill health or neurodivergence.

Speakers Corner draws a significant amount of activity from individuals across all ideologies and it remains a popular location to encounter radical narratives. Nationally, over 100 Prevent and Channel referrals have been identified as having links to Speaker's Corner.

Risk and protective factors

Summary:

A high number of risk factors can increase a young person's likelihood to delinquency. Whilst overall Westminster rates better than the London average, this is not true for all the borough. Unsurprisingly the most deprived areas of the borough have the greatest risk. These are also areas where the greatest concentration of the Supporting Families cohort reside who are identified as having these high risk factors. The factors of most concern are unemployment, school exclusions and in need of early help. These families should be prioritised for support across the partnership to address their multiple needs to prevent intergenerational transmission of crime.

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.

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**'.⁶⁶ Whilst these are risk factors, not everyone experiencing them is going to commit crime or come into contact with the youth justice system. Protective factors act against risk factors. They are conditions, characteristics and influences that can reduce the chances of children coming in contact with the criminal justice system and encourage positive, healthy living.

Previous research has identified the links between adult offending and previous offending as a youth. Recent analysis undertaken by the Department for Education and Ministry of Justice has highlighted the links between offending cohorts and previous suspensions, school exclusions, absenteeism, as well as being known to social care and a prevalence of special education needs.⁶⁷

Some of the risk and protective factors that are quantifiable are shown below⁶⁸.

Indicator	Westminster	London	England
Children subject to child protection plan: rate per 10,000 under 18 years	9.9	36.3	41.4
Looked after children aged 0-15 (rate)	36	55.5	76.9
% of LAC whose emotional wellbeing is cause for concern	30.3%	30.5%	36.8%
Children in care (rate)	33	47	67
Free school meals % take up among all pupils	22.0%	13.5%	33.6%
Children under 16s living in low income families	7.4%	13.8%	15.1%
School readiness at end of reception	70.6%	74.1%	71.8%

⁶⁶ Kenriozia and Osher, 2004, p183

⁶⁷ Education, Children's Social care and offending: Descriptive Statistics, March 2022, DFE & MOJ p11-12

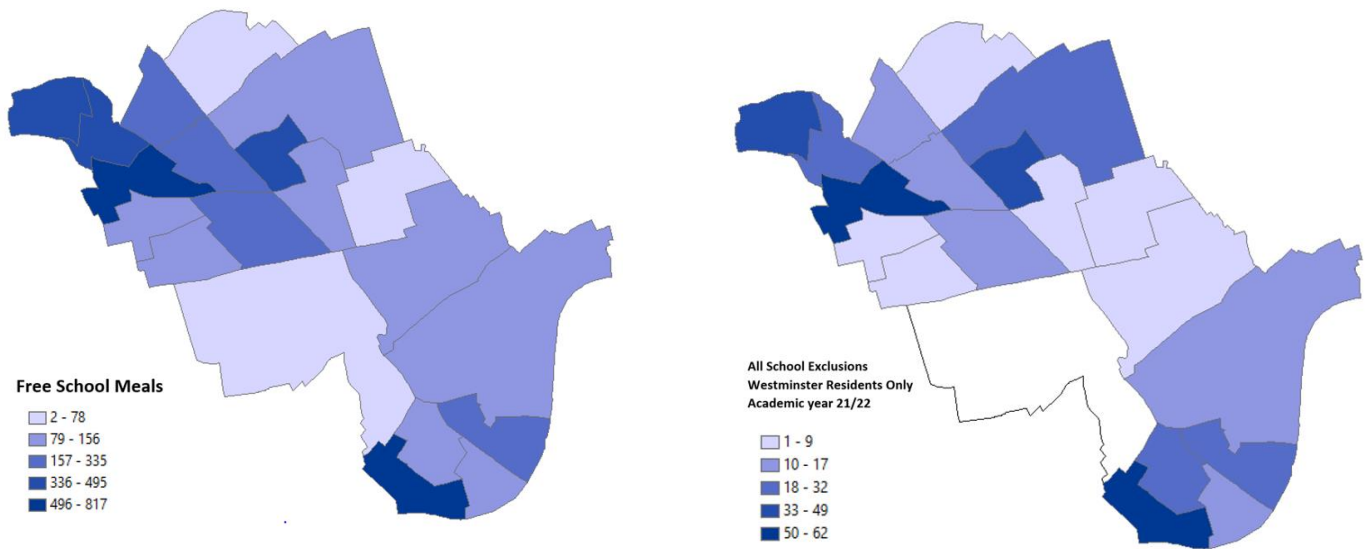
⁶⁸ All indicators below from PHE. <https://fingertips.phe.org.uk/>

Indicator	Westminster	London	England
Households with dependent children owed a duty under the Homelessness Reduction Act (rate)	18.4	15.0	11.6
Households owed a duty under the Homelessness Reduction Act (rate) – Age 16-24	2.0	2.9	2.6
% of School pupils with diagnosed social, emotional and mental health needs.	3%	2.5%	2.8%
Secondary School fixed term exclusions rate (London = Inner London)	5.3	6.4	8.5
Primary Attendance	95.2%	95.9%	96.4%
Secondary Attendance	94.3%	94.8%	94.5%
All school exclusions	3.3	3.2	4.3
Not in education employment or training (16-17)	3.6%	4.0%	5.5%
First Time entrants to the justice system	68.9	187	146.9
Average attainment 8 score	55.1	54.3	50.9
Average attainment 8 score of children in care	22.1	22.3	21.4
% of school pupils with special education needs (SEN)	15.3%	14.4%	14.4%
Hospital admissions rate due to substance misuse (15-24)	60.6	56.5	81.2
Hospital admissions rate due to alcohol conditions	10.2	14.3	29.3
Hospital admissions cause by deliberate injuries in young people (15-24)	45.8	80.7	112.4
Chlamydia detection rate aged 15-24 per 100,000	1,332	1,673	1,334

Overall, the picture is fairly positive for Westminster. Of significance are the very low levels of first time entrants to the justice system and the reductions in the number of young people living in low income families. There are some areas that are slightly worse than the London and England averages, namely high rates of statutory homelessness affecting children, school readiness at the end of reception, primary and secondary attendance and % of school pupils with special education needs. It should be noted for those indicators linked to schooling we do not know if they relate to pupils who are residents of Westminster.

Across London over 80% more crimes were recorded in the most income deprived areas.⁶⁹ When we can look at the risk and protective factors at a localised level, we can see there are pockets of risk which correlate with the most deprived areas of the borough. Whilst Westminster in general has lower levels of deprivation than the London average, there are several areas within the 10% most deprived of the country.

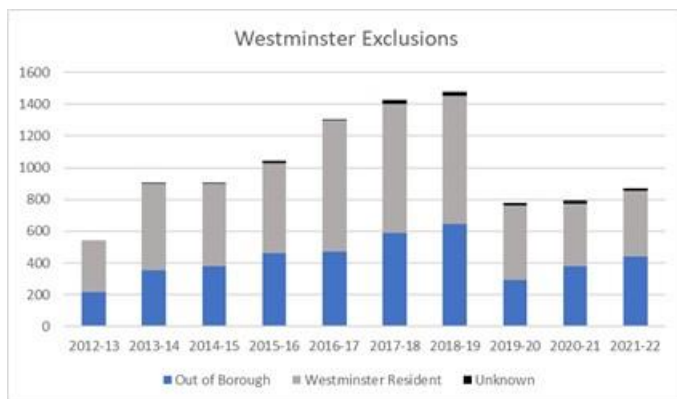
⁶⁹<https://www.trustforlondon.org.uk/data/crime-and-income-deprivation/#:~:text=Overall%2C%2080%25%20more%20crimes%20were,income%2Ddeprived%2010%25%3B%20and>



These maps of free school meals and Westminster resident exclusions clearly highlight the increased risk in the most deprived areas of the borough in the North and South West of the borough. These areas are where most of our young population live and where most of the IGXU and YOS cohorts reside. In December Westminster Council announced it will ensure all children attending state-funded primary school will receive a free school lunch.

Whilst overall Westminster has better rates of young people not in education employment and training this picture is also mixed. In June 2022, **45% of all under 25 unemployment, occurred in just 4 wards, Church Street, Queen’s Park, Harrow Road and Westbourne.** The economic downturn is likely to further exacerbate this. Research⁷⁰ has shown the impact upon young people who leave school during recessions are significantly more likely to lead a life of crime than those entering a buoyant labour market.

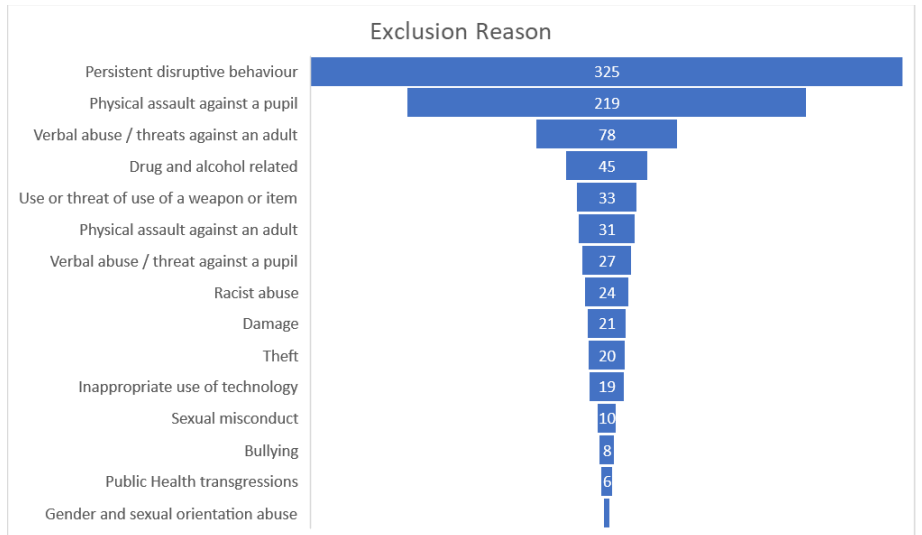
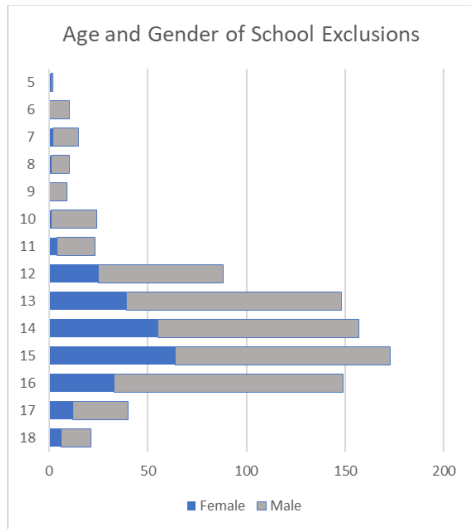
There is strong evidence linking the risk of offending with exclusions. Whilst the levels of school exclusions are lower in Westminster than the London and National averages for the last few years, levels have recently begun to increase. As can be seen in the map above the distribution of exclusions for Westminster residents varies across the borough.



In the academic year September 2021 to July 2022 there were 869 exclusions recorded in Westminster, of which 3 were permanent. There were more exclusions of pupils who reside outside Westminster. There has also been a greater proportion of exclusions occurring in the old wards of Churchill and Warwick.

⁷⁰ https://cep.lse.ac.uk/_new/publications/insights/crime/#:~:text=Economists%20have%20discovered%20that%20young,less%20likely%20to%20commit%20crime.

Nearly three quarters of those excluded were boys. 13 to 16 was the most common age range. Whilst primary school exclusions represent a small proportion of all exclusions, they do point to a longer term profile of future risk and protective factors. The most common reasons for exclusions were ‘persistent disruptive behaviour’ (37%) and ‘physical assault against a pupil’ (25%) accounting for nearly two thirds of all exclusions.



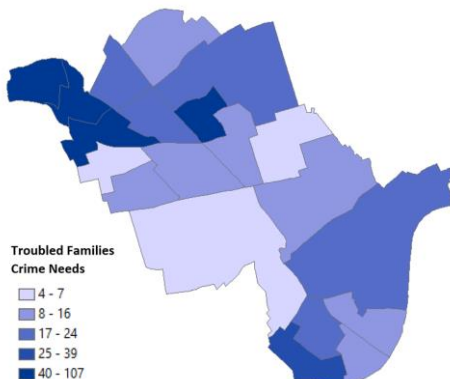
The Bi-borough launched a school inclusion strategy in May 2022. It seeks to work in a trauma informed way to reduce the number of exclusions whilst improving the outcomes and improving reintegration back into mainstream education and not into alternative provision.

Many of the risk and protective factors are used to identify families as part of the Supporting Families programme. Supported families are identified based on whether they meet two or more complex needs across six criteria; crime and ASB, poor school attendance, children in need, worklessness or financial insecurity, domestic abuse and parents or children with physical and mental health problems.

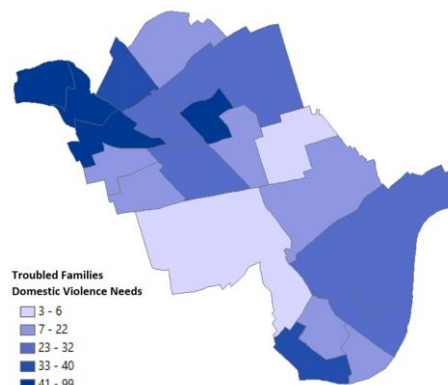
There are currently 3,289 families open to Westminster Supporting Families, this represents 3.5% of all households in Westminster. Within these families 591 have been identified as meeting the crime/ASB criteria and a further 736 meeting the domestic abuse criteria. Of those there are 293 families that present with both.

The maps below show where these families reside in the borough. They are also correlated with the most deprived areas of the borough.

Supporting Families with a crime need



Supporting families with domestic abuse need



Unemployment was the most common issue amongst the families with crime/ASB or DV as a criteria, followed by education and children needing early help.

This data does not tell us how these families are being supported. But the data clearly shows that these families should be prioritised for support across the partnership to address their multiple needs to prevent intergenerational transmission.

Recommendation: Ensure that the Supporting Families cohort who meet the crime/ASB or DV criteria are being supported to deliver early intervention to prevent intergenerational transmission of crime.

Violent crime

Summary:

Nearly half of all serious violence offences occurred in just two wards, West End and St James's Park. Over half took place during the night-time economy. Due to the high volumes and concentration of serious violence offences it is recommended that NTE related violence in the West End becomes a local criteria in our response to the serious violence duty.

Whilst the picture across London shows youth violence to be concentrated in areas of high deprivation the picture in Westminster is very different. Whilst more deprived areas of the borough are where most of the IGXU and YOS cohorts reside and are areas of gang tensions and incidents, over half of all serious youth violence occurred in the West End and St James's wards. Most of the roles in the IGXU are funded through government grants. A sound evidence base is imperative to secure further funding and to understand what works in reducing youth violence and exploitation, improvements in data capture and performance outcomes are needed to achieve this.

Domestic abuse recorded offences have increased over the last year, whilst sanctioned detection rates have plateaued. To ensure victims are properly safeguarded, a review is needed of the local MARAC which discusses high risk domestic abuse cases, as the number of cases referred remains very high and there is a high volume of outstanding actions.

Recorded sexual offences increased in Westminster by 62% over the last year compared with a 16% increase across the MPS. Most of this increase was concentrated in the West End NTE and comprised of other sexual offences. Despite rape offences only accounting for 0.6% of the volume of crime recorded, it accounts for 22% of the Cambridge Crime Harm score of all offences across the borough.

Tackling violent crime forms a key strand in the Governments Beating Crime Plan and is the Mayor of London's first priority for this term.⁷¹

The serious violence duty is a duty placed on local organisations to collaborate and plan to prevent and reduce serious violence, as set out in the Police, Crime, Sentencing, and Courts Act 2022 and a key part of the government's commitment to reduce and prevent serious violence. It requires specified authorities, the police, local authorities, fire and rescue authorities, youth offending teams, Integrated Care Partnerships (ICP) and probation services, to work together to formulate an evidence-based analysis of serious violence in a local area and then formulate and implement a strategy detailing how they will respond to those issues. This is due to be implemented in January 2023. This section aims to fulfil the evidence based analysis focusing on three aspects of violence, serious youth violence, domestic and sexual abuse and violence associated with the night time economy in the West End.

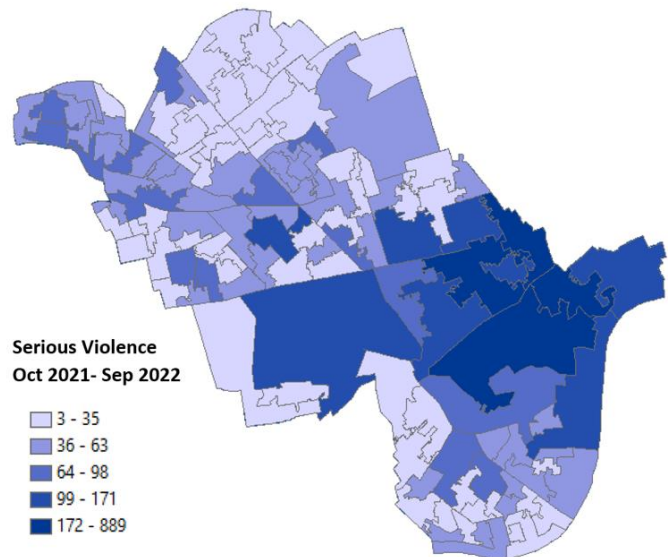
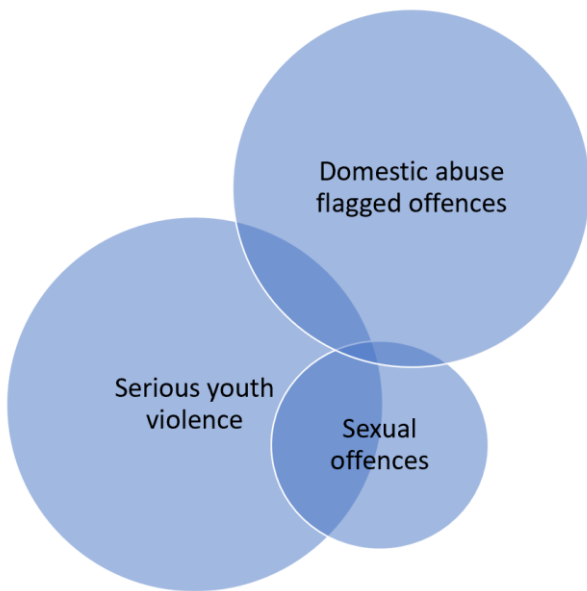
The government launched Violence Reduction Units (VRUs) in areas of the country in most need and MOPAC is responsible for delivering the VRU across London. The aim of the VRUs is to provide leadership and strategic coordination to support a 'public health' approach to tackle serious violence and its root causes. Westminster has received over £250K per annum funding to spend on projects to address youth violence and drug related

⁷¹ <https://www.gov.uk/government/publications/beating-crime-plan>

drivers of violence. We are required to submit a very detailed violence and vulnerability action plan to the VRU and our funding is contingent on the VRU being satisfied with the plan. Progress of this is overseen by the Serious Youth Violence Reduction Board as the action plan is centred on youth violence and not all violent crime. The MPS has dedicated resources to tackling violent crime through its Violent Crime Task Force and local Violence Suppression Units.

The working definition of Serious Violence ⁷²for London is;

- any violence and exploitation affecting young people (as both victims and suspects/offenders) under the age of 25
- Domestic abuse (as defined in the Domestic Abuse Act 2021)
- Sexual violence



Crime within these definitions is partly dependent upon the correct use of data flags and accurate victim and accused age being recorded. This can make accurately identifying offence volumes difficult. This Venn diagram shows how these offences interlink and overlap. The greatest overlap shown is with sexual offences and serious youth violence as most victims of sexual violence are aged under 25.

The map above shows the spatial pattern of serious violence offences. **45% occurred within West End and St James's wards** and 32% within just 4 LSOAs. Hyde Park was the only other ward to account for more than 5% of offences.

The overview of crime section showed how violence with injury offences account for the most harmful offences in the borough and are the costliest to the partnership. Of these offences, 15% were flagged as DV and 30% would be classed as serious youth violence, meaning the majority of VWI offences would be excluded from 'serious violence' if adopting the London serious violence definition. If looked at in terms of the NTE, 60%

⁷² It encompasses homicide, grievous bodily harm, rape assault by penetration, sexual assault, personal robbery, threats to kill and violence against property caused during commission of one of these offences.

occurred during this time, of which 38% took place in the West End and St James's wards. This NTE related VWI is even more geographically concentrated with 28% taking place in just 4 of the borough's 128 LSOAs.

Boroughs have local discretion to define 'serious violence' and it is therefore recommended to include NTE related violence in the West End and St James's wards. This could be further refined to the 4 LSOAs where most offences take place.

Recommendation: NTE related violence in the West End and St James's wards be included as part of our local serious violence reduction strategy.

One quarter of British Transport Police offences were violent crime (violence 18%, sexual offences 5% and robbery 2%). One third of these offences took place between 17:00 to 20:59 hours and just over half took place during the NTE. Over half of these offences occurred at Victoria (25%), Paddington (12%), Oxford Circus (9%) and Green Park (8%) stations. Three quarters of these offences were recorded as taking place on the station as opposed to on the train. Further compounding the evidence of concentration of violence in the West End.

A&E data can provide a different picture on the scale of violence. Data over the last year showed there were 170 attendances at A&Es from 14 hospitals/11 trusts across London where it was reported to be related to a violent incident within Westminster. Nearly two thirds were the result of a body sourced injury and 18% by other weapon injury. Nearly half of these injuries were described as being caused by a fist, hand, or a punch, only 7 were stab injuries. Most (84%) of the incidents took place during the NTE and over 60% between midnight and 05:00. Where the location was known, two thirds of incidents took place in St James's (39%) and West End (28%) wards. Offences are even more geographically concentrated with just over half taking place in the four high crime LSOA's of the West End.

Youth violence or SYV

Preventing and reducing violence affecting young people is a key strand of the Policing and Crime Plan 2022/25. The Serious Youth Violence Reduction Board is a multi-agency partnership board which looks at how we can work together to adapt to the changing nature of violence in Westminster. The board looks at the drivers behind serious youth violence in the borough, in order to provide appropriate and co-ordinated strategic and tactical responses, as well as how we can empower our communities to help reduce serious violence. It oversees the partnership's Violence and Vulnerability Action Plan and the Public Health approach to reducing serious youth violence. Over 2022/23, the Serious Youth Violence Board's Action Plan has the following priorities: improve communications and build effective relationships with communities; enhance preventative education and awareness raising; provide support to young people affected by SYV; and provide clear analysis and robust governance.

MOPAC produced a problem profile of violence, gangs and young people. This is based on the definition of violence with injury, exclusion of domestic abuse offences and at least one victim, suspect or accused is aged under 25. Only 23% of serious youth violence suspects were already known to police, the proportion increased as offence severity increased.

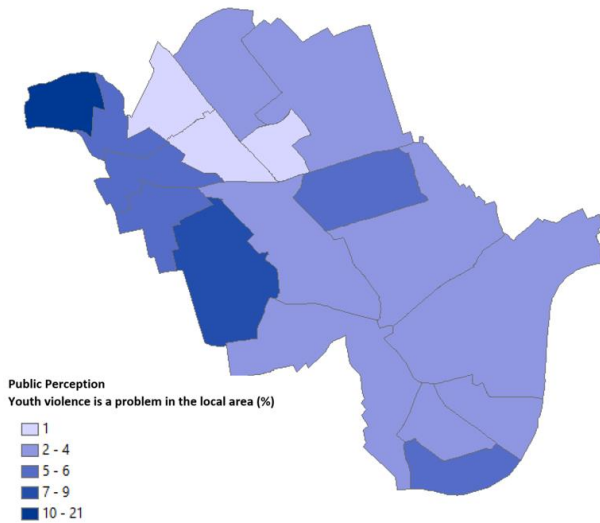
The report found 56% of under 18's accused of violence were not in full time education, highlighting the importance of looking at NEET's to help reduce youth violence. Of all teenage homicides committed in the last two years, 82% involved the use of a combat/machete/Rambo style knife. London Trading Standards, MOPAC

and MPS are jointly working to promote the London Responsible Retailer Agreement on the Safe Storage and Sale of Knives. Twenty retailers have signed up to the scheme to date. Deprivation metrics, i.e. IMD, food insecurity, school suspensions/absence and low youth employment were all predictors of most serious youth violence. This correlates with our data on location of residence of the IGXU and YOS cohorts.

Across London half of the victims of violence withdrew from the investigation and just over a quarter of these withdrew on the same day as the case was reported. What more can we do to prevent the victim from withdrawing? Witnesses/bystanders being present, injury and weapon usage were all predictors of the case progressing through the system. This highlights the importance of working with our local communities to increase engagement and trust. A significant predictor of the police taking no further action (NFA) on a case was when they expressed doubt over victim credibility.

Perceptions

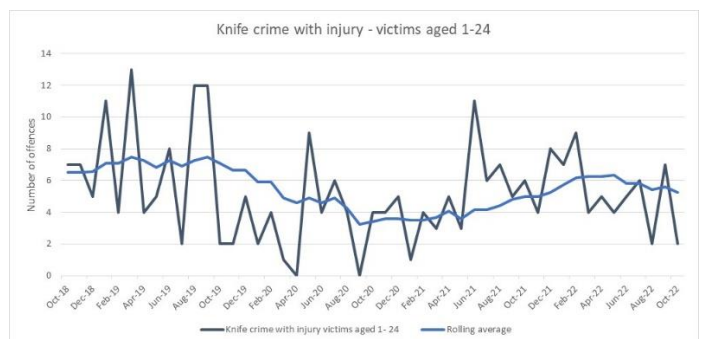
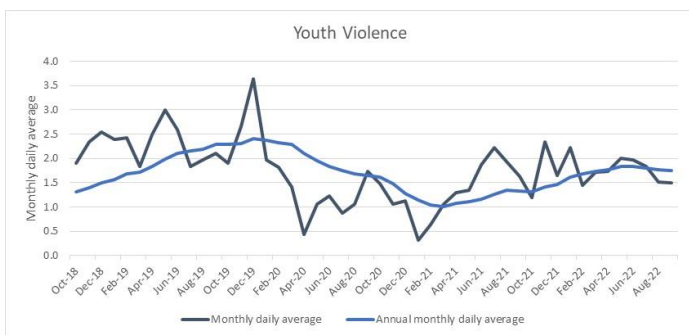
City survey – residents who think youth violence is a problem in the local area %



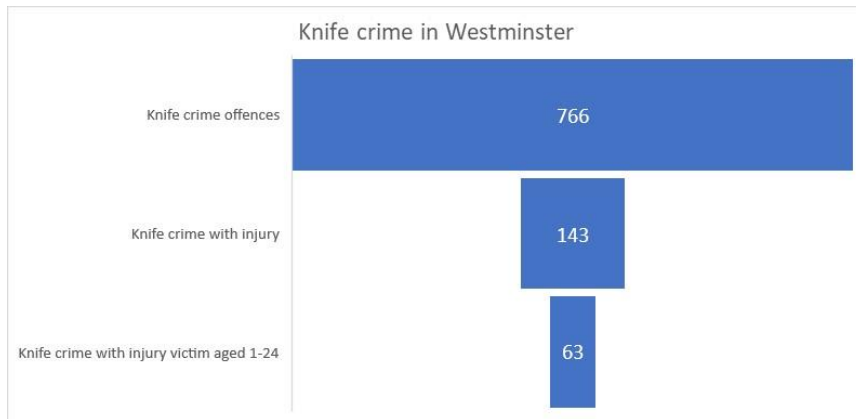
Youth Violence was identified as a concern by only 5% of residents surveyed in the City Survey. However, at a geographical level there was a distinct difference in Queen’s Park where 21% of residents were concerned. Those most concerned had highest levels of dissatisfaction with the council or not being involved in decisions. A recent MOPAC consultation with young people found concerns about violence (including knife crime) and drugs emerge as most influential in shaping a young person’s own feelings of safety.

There is a dedicated Serious Youth Violence Community Engagement Officer based in the IGXU who has undertaken a number of engagement projects with a variety of communities and partners.

Youth violence statistics measure the number of youth violence victims aged 1-19. Over the last year there were 644 youth violence victims in Westminster, levels have been rising both in Westminster and across the MPS since Covid restrictions have eased. On average there were 1.8 youth violence offences recorded per day in Westminster compared with 1.3 a year ago. Westminster accounts for 4% of all youth violence offences recorded across the MPS.



Knife crime with injury impacting upon young people accounts for a small proportion of all recorded knife crime offences as can be seen in the chart below.



There were 766 knife crime offences recorded in Westminster over the last year accounting for 6.5% of all offences recorded across the MPS. Offences have been increasing steadily since March 2021. Of these offences 143 involved injury (19%). Of these offences 63 involved a victim aged 1-24 that was not a domestic abuse offence.

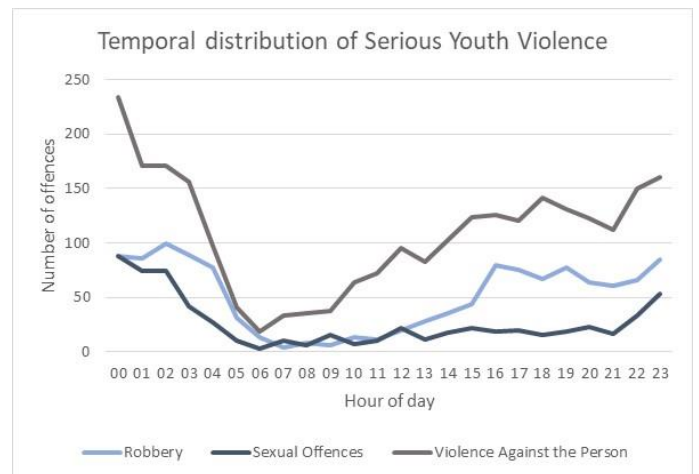
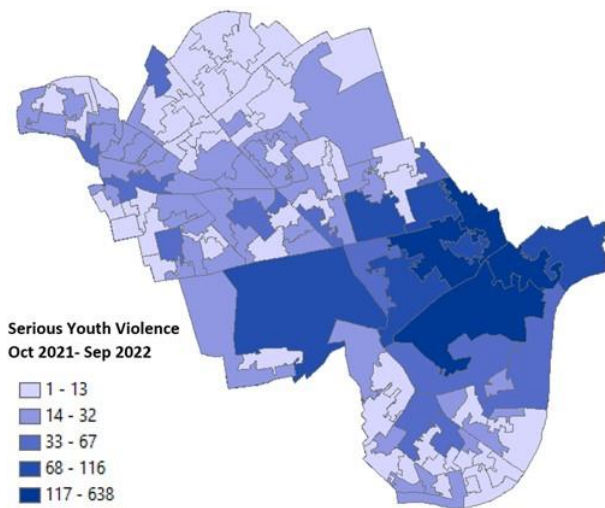
Less than 10% of knife crime offences involve injury to a young person.



This chart shows the proportion of offences that make up serious youth violence using the London definition. Over half is violence against the person offences and over a quarter robbery.

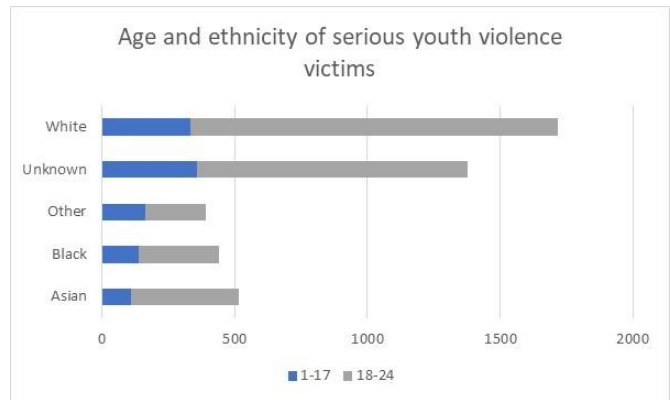
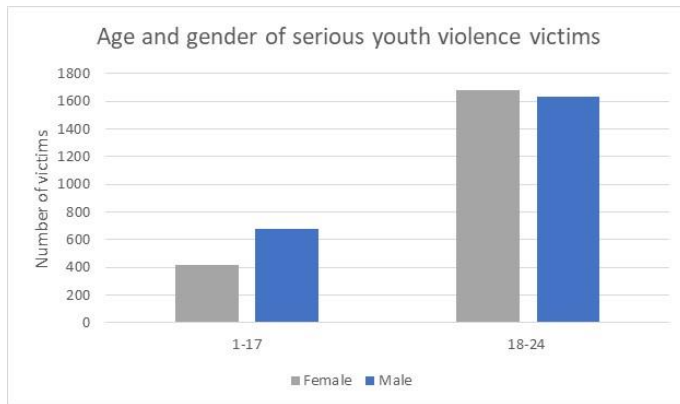
Youth violence data indicators do not adequately capture or characterise the levels of youth tension, gang activity or community fears. There are on-going tensions between rival gangs in Westminster, internal tensions within an existing gang, as well as tensions between gangs in other neighbouring boroughs.

as well as tensions between gangs in other neighbouring boroughs.



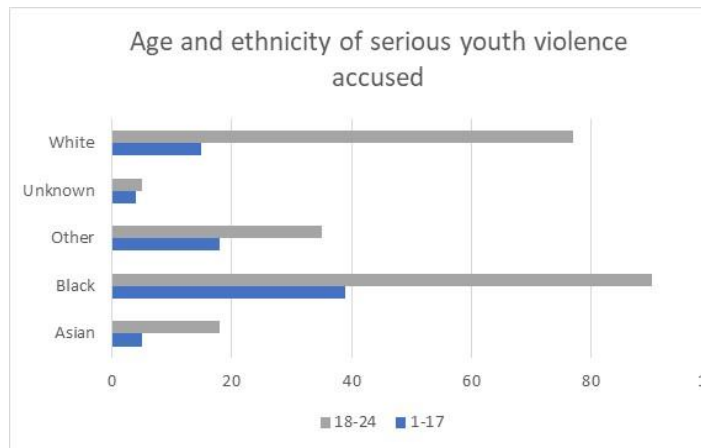
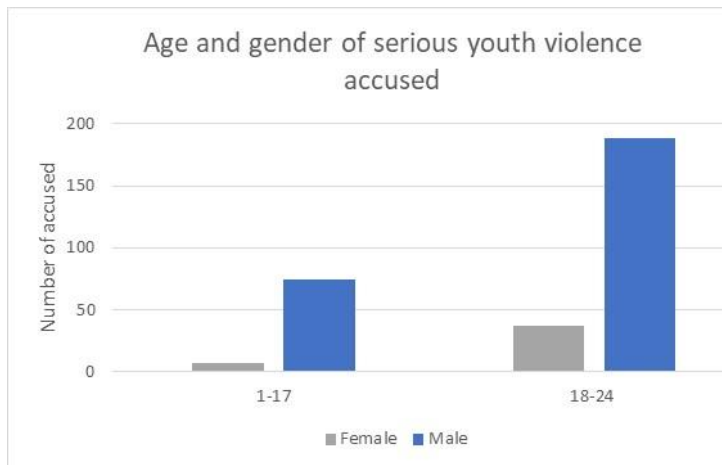
The map above shows over half (61%) of all serious youth violence occurred in the West End (31%) and St James’s (30%) wards. Offences are even more geographically concentrated with 45% occurring in just 4 of the boroughs 128 LSOA’s. Whilst the picture across London shows youth violence to be concentrated in areas of high deprivation the picture in Westminster is very different. Overall, 68% of serious youth violence took place

during the night time economy. This was slightly higher for sexual offences (74%) and robbery (73%) than overall violence (65%).



Three quarters of young victims were aged 18-24. Overall, 52% of victims were male, this split varied depending upon the offence type. For sexual offences 89% of victims were female and conversely for robbery 74% were males. For nearly one third of victims the ethnicity was unknown. Where known 56% were of white ethnicity and 17% Asian. This varied by offence type, white victims were more likely to be victims of sexual offences, unknown ethnicity more likely for robbery victims.

Of those young people accused of violence, 53% related to violence against the person offences, 44% robbery and 3% sexual offences. As with victims three quarters were aged 18-24, however 86% were male. The single largest segment of accused are black people aged 18-24, accounting for 29% of all accused. Black accused are more associated with robbery offences and white accused with violence.

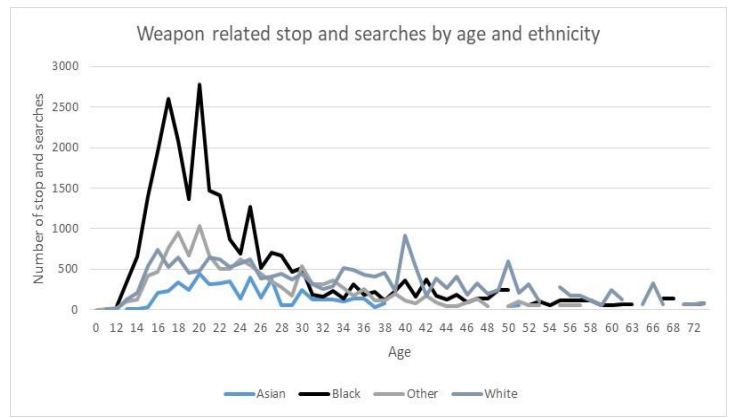
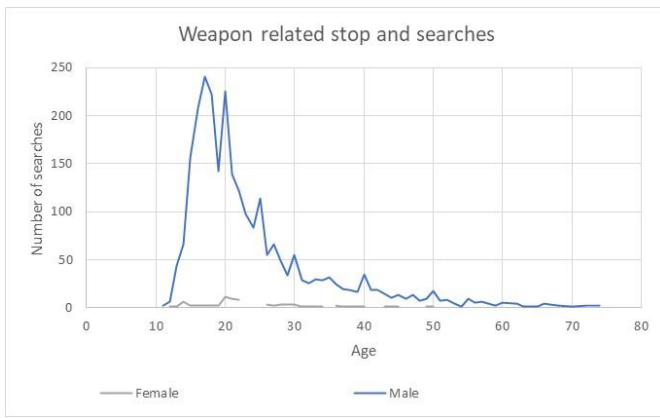


Nearly three quarters of those accused were charged or further charged, 13% received a fixed penalty notice and 13% an adult caution. Half of the juvenile accused received a youth caution or youth conditional caution.

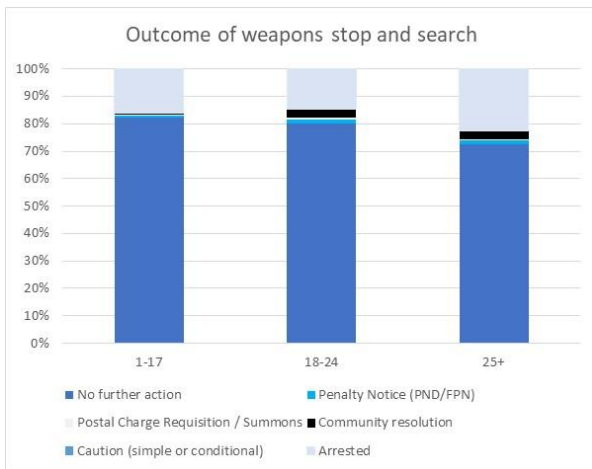
No data was available on the borough of residence of the accused or victims, previous analysis has shown this offending to be mainly undertaken by out of borough offenders and towards non-resident victims.

Stop and search

Police have powers to stop and search someone who is suspected of carrying weapons. There were 2,682 stops made in Westminster over the last year for weapons point and blades, the highest across the MPS.



The vast majority of weapons related stop and searches over the last year involved males, with just 3% carried out on females. Of weapon related stop and searches, **28% were carried out on young people aged less than 17 and 40% on people aged between 18 – 24**, 43% were carried out on people of black ethnicity, 30% white and 20% other ethnicity (mainly Middle Eastern).



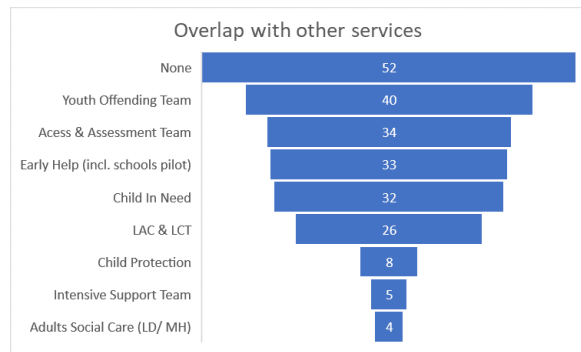
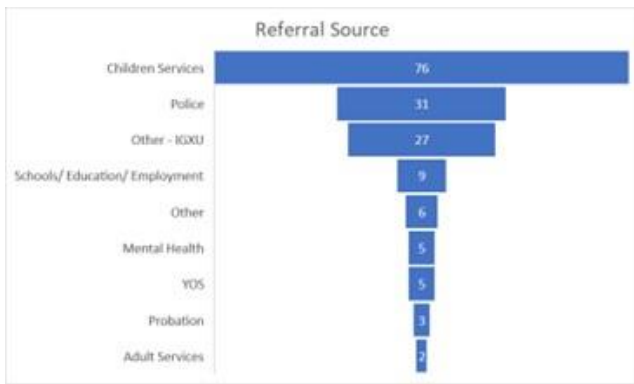
No further action was taken in 78% of cases, but the proportion increased as age decreased, with **82% of weapons stop and searches for under 17's resulting in NFA compared with 72% of over 25's**. The converse was seen with the proportion of arrests. Overall 18% of people were arrested. The proportion arrested was 16% for under 17's, 15% for 18-24 and 23% for over 25's. When outcomes data was looked at by ethnicity, 81% of people of Other ethnicity who were stopped and searched for weapons there was NFA compared with 77% for all other ethnicities.

Integrated Gangs and Exploitation Unit (IGXU)

The IGXU is a multi-agency, multi-disciplinary team made up of council and police officers, as well as professionals from Job Centre Plus, Centre for Systemic Social Work and Public Health England. The unit aims to reduce gang violence to create safer communities and is built on the principles of early intervention, information sharing and personal responsibility. It gives young people the opportunity to exit the “gang” lifestyle through a series of services and interventions. The integrated partnership approach brings respite to the community from such behaviour which affects their quality of life in the most disruptive way.

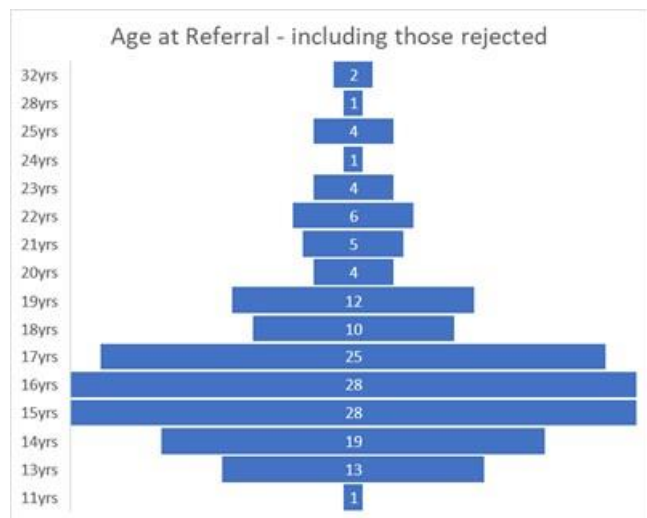
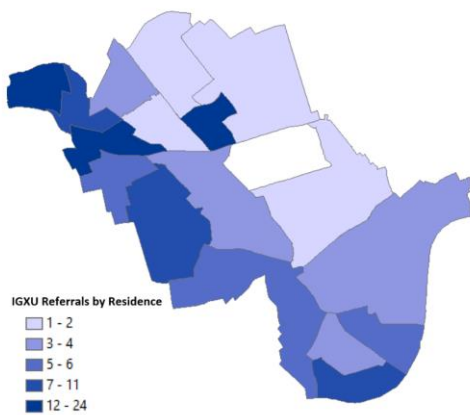
Over the last year the IGXU worked with 164 individuals, 10 less than the previous 12 months. As of September 2022, the unit had 65 individual cases open, compared with 78 last year. The level of referrals has slowly been reducing over the last couple of years. Most referrals are made from across Children’s Services (46%), 19% from the police and 17% from within the IGXU. The majority of the cohort (77%) were already known to other Children’s services. Just over 17% were known to two or more services.

Safer Westminster Partnership Strategic Assessment 2023

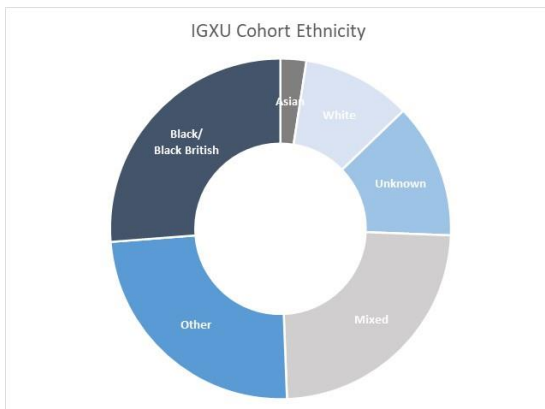


Queen's Park, Westbourne, Harrow Road and Church Street wards account for 43% of all the IGXU cohort home addresses. Of note an increasing proportion of the IGXU cohort reside outside of the borough (24%). This is mainly because they are looked after children.

IGXU referrals by residence



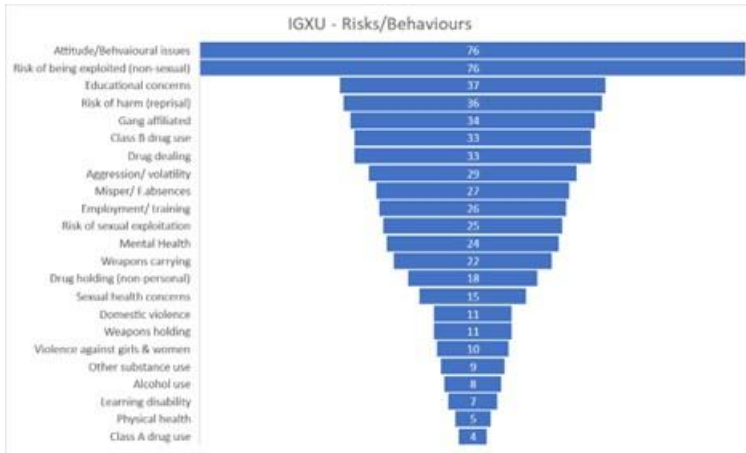
The mean age of referral to the IGXU is 17. The average age of the current open cohort is 18 years old. Female cohort members were more likely to be in the older age bracket, due to the nature of the support available to them from the dedicated sexual exploitation worker. Three quarters of the IGXU cohort is male.



The IGXU is unreflective of the Westminster young person demographic makeup, even when considering the more diverse populations that exist within the wards the IGXU cohort resides. 26% of the cohort were of black ethnicity, 24% mixed and 24% other, of which the most significant was Arab and middle eastern.

Where known most of the IGXU cohort were British and spoke English, however there were 33 non English speakers where Arabic and Kurdish was the most common language. 46% of the cohort identified as Muslim.

Within the IGXU individual needs, risks and presenting behaviours are identified by professional assessments. Across the 164 individuals there were 576 identified risks and 205 needs.



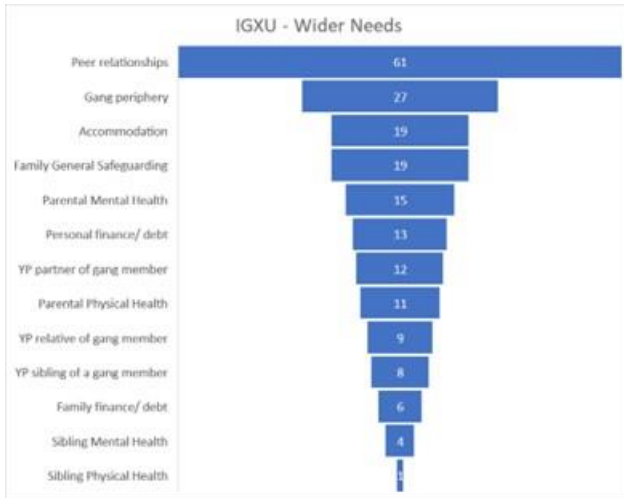
The most common risk identified (46%) was attitude/behavioural and risk of exploitation.

Only 20% of the cohort had risks of gang affiliation. Other high risks included drug dealing (20%) and class B drug use (20%).

A greater proportion of women and girls had a greater number of risks, with four and five risks being the most common. This may be due to better recording practices.

Analysis of the current active women and girl’s caseload shows approximately 56% are NEET, over half have mental health needs and 50% reside off borough.

The majority of individuals with higher numbers of risks are younger people. Having over five identified risks is very uncommon in those aged over 20.



Wider needs highlight problematic peers (30%) and being on the periphery of gang activity (13%) as the greatest needs.

It should be noted that 40% of individuals on the cohort had no needs identified and 24% with just one need identified.

This may be down to poor recording practices.

On average someone worked with the IGXU for 297 days. Engagement rates for those who have been closed is difficult to fully analyse due to incomplete data. Half of the closed worked with cohort had no engagement score. Of all individuals who were closed and had not been rejected, 37% had positive engagement and only 6% negative reports. Of the individuals with recorded reasons for why their case was closed 17% were deemed ‘fully successful’ and a further 7% some form of partial success. However, 68% of those deemed to have ‘fully engaged’ were categorised as ‘fully’ or ‘partially’ successful upon closure. This is in stark contrast to those who were deemed not to have engaged successfully. **Therefore, positive client engagement seems to be a strong indicator of likely success.**

Many of the roles within the IGXU are funded through government grants, which makes the team vulnerable to change or reductions in funding streams. A sound evidence base is imperative to enable future funding to be sought and to ensure we continue to receive existing funding. Two years ago, it was recommended an annual review be undertaken of the IGXU, to ensure it is meeting the objectives of its grant agreements and is making

a positive contribution to reducing youth violence and exploitation. Unfortunately, whilst there has been some improvement in data collation this action has still not been done, therefore this recommendation remains.

Recommendation: Undertake an annual review of the work of the IGXU to ensure it is meeting the objectives of grant agreements and is making a positive contribution to reducing youth violence and exploitation.

Violence against women and girls

The Government launched its Tackling Violence Against Women and Girls strategy in July 2021⁷³ and passed the Domestic Abuse Act 2021. In March this year the Government launched its tackling domestic abuse action plan⁷⁴. It has four key objectives; reduce the amount of domestic abuse, domestic homicide and suicides linked to domestic abuse, by stopping people from becoming perpetrators and victims to begin with. Secondly help all victims and survivors who have escaped from domestic abuse feel they can get back to life as normal, with support for their health, emotional, economic and social needs. Thirdly, reduce the amount of people who are repeat offenders and make sure those who commit this crime feel the full force of the law. Finally improve the systems and processes that underpin the response to domestic abuse across society. This year MOPAC launched their own three year VAWG strategy⁷⁵ which echoes the priorities in the government plan.

As part of the prevention priority the Government has launched various campaigns which focus on shaping the attitudes that normalise and tolerate abuse. These campaigns focus on engaging men and boys and interrupt the harmful social norms that normalise VAWG. MOPAC are developing a VAWG Prevention toolkit for schools, and the next phase of the Mayor's 'Have A Word' campaign. The campaign encourages men to have a word with themselves and then to confront behaviour within their circle of friends and do more to protect women on the receiving end of abuse. A key aspect of the bi-borough VAWG strategy is working with young people in educational settings to raise awareness of healthy relationships. The bi-borough Domestic Abuse Prevention in Schools Programme helps schools to develop a whole school approach to domestic abuse prevention. The programme is free to educational settings and includes training and capacity building, support for all school staff to improve their knowledge about coercive control and its impact, equipping them with skills in facilitating disclosures safely, and to raise their confidence levels in using resources to create lesson plans and run classroom activities.

MOPAC commissioned service Drive, is a programme tackling the behaviour of high harm domestic abuse perpetrators. Currently the funding is for delivery in Camden, Croydon, Havering, Sutton and Westminster⁷⁶. Year to date (Q2 2022/23), there have been 117 high risk domestic abuse perpetrators allocated to the project.

Regarding the challenges domestic abuse services faced in 2020/2021, the Women's Aid annual survey⁷⁷ found responses varied with comments on problems with staffing levels, keeping staff supported, the commissioning process, coping with high demand and a lack of move on accommodation. 66.7% of respondents with refuge provision said lack of bed space was the biggest barriers to accepting referrals to refuge services. Obtaining

⁷³ [Tackling violence against women and girls strategy - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/tackling-violence-against-women-and-girls)

⁷⁴ [Tackling Domestic Abuse Plan - Command paper 639 \(accessible\) - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/tackling-domestic-abuse)

⁷⁵ <https://www.london.gov.uk/publications/tackling-violence-against-women-and-girls>

⁷⁶ [Restart initiative launches across 5 London Boroughs – Drive Project](#)

⁷⁷ Women's Aid (2022) *The Domestic Abuse Report 2022: The Annual Audit*, Bristol: Women's Aid.

suitable accommodation for people fleeing domestic abuse is challenging. Less than half of refuge vacancies posted on Routes to Support from April 2019 to March 2020 could accommodate a woman with two children. The new act places a duty on the GLA to provide support to victims of abuse and their children with accommodation. This should see improved provision for those with specific, complex or multiple needs, which could not be met by a single local authority.

Low economy can have an impact on domestic abuse. Firstly, it impacts service provisions due to implications around resources and funding. The Women's Aid annual survey found the main reason why referrals to refuge services were rejected was due to lack of space or capacity. Secondly financial abuse may already be prevalent within the abuse so the victim may find it even more difficult to leave the relationship due to financial reliance. Financial insecurity plays a big contribution on the victim's decision not to leave⁷⁸. The current cost of living crisis may well impact domestic victims who wish to leave but feel unable to do so.

Evidence tells us that 80% of women experiencing domestic abuse seek help from health services and these are often their first, or only, point of contact. The new legislative and strategic framework puts a greater focus on newly created Integrated Care Partnerships and Board (ICP, ICBs) to tackle domestic abuse. This includes ICBs to set out steps to address the particular needs of victims of abuse in their Joint Forward Plans. There is a duty on ICBs to collaborate in commissioning services to support victims of domestic abuse, sexual abuse and serious violence.

Domestic abuse

The Crime Survey for England and Wales (CSEW) estimated **5% of adults (6.9% of women and 3% of men) aged 16 years and over had experienced domestic abuse in the year ending March 2022. That is approximately 8,873 people within Westminster**. Whilst police recorded data of domestic abuse increased over the last year the CSEW found no significant change in the prevalence of domestic abuse.

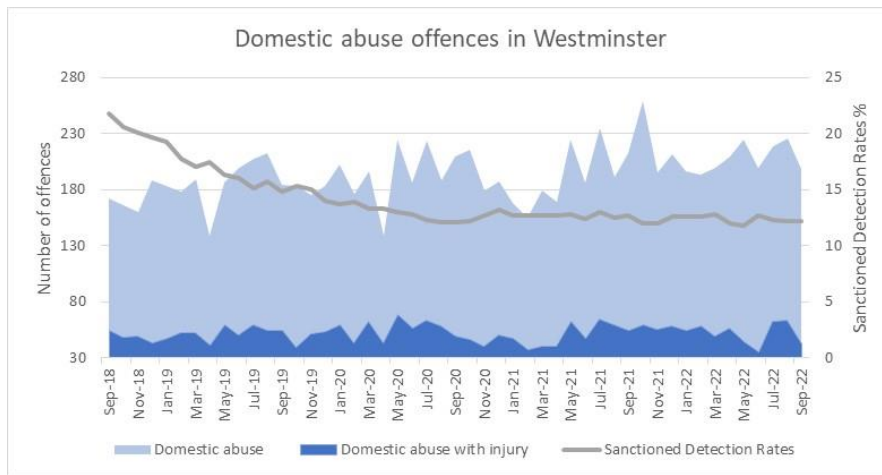
Of all crimes recorded by the police 17% were domestic abuse related. For London this was 10% and for Westminster only 3%. This is skewed by the high volume of thefts in the borough.

In the year ending March 2022, the MPS charged 7% of domestic abuse suspects. In 33% of the cases the victim did not support action. The Crown Prosecution Service domestic abuse related charging rate in England and Wales increased for the first time in four years to 72.7% in the year ending March 2022⁷⁹.

In Westminster there were 4 homicides in the last year, 1 of which was Domestic homicide.

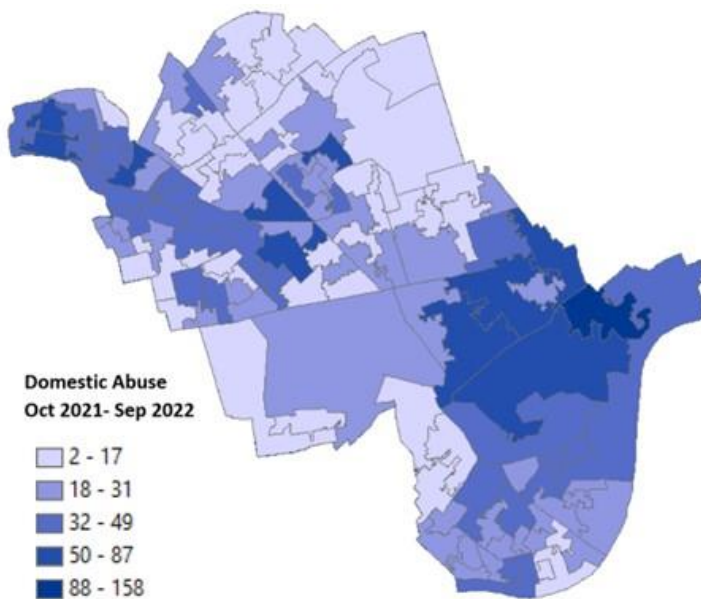
⁷⁸ [Domestic abuse is an economic issue – for its victims and for society | CPAG](#)

⁷⁹ [Domestic abuse in England and Wales overview - Office for National Statistics \(ons.gov.uk\)](#)



Domestic abuse recorded offences have increased by 10% in October 2021 to September 2022, compared to the previous year whilst domestic abuse offences with injury have increased by 8%. **One quarter of domestic abuse offences were classified as violence with injury.** Sanctioned detection rates have begun to plateau at about 12%.

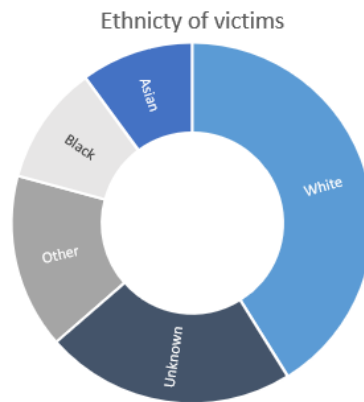
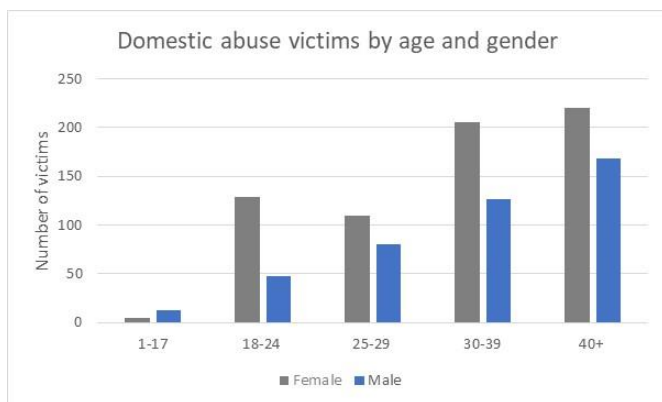
Four years ago, they were double this rate. This could have a detrimental impact upon victims' willingness to report offences. Across the MPS 42% of domestic abuse victims did not support action. This compares with 17% for all offences, showing that victims are far less likely to support action in these cases.



Domestic abuse offences are much less geographically concentrated than other crimes. St James's ward (11%) and West End (10%) had the greatest concentration of offences, followed by Queen's Park (8%).

There was no distinctive temporal pattern of offences, with offences being pretty evenly split between day time and NTE and day of the week.

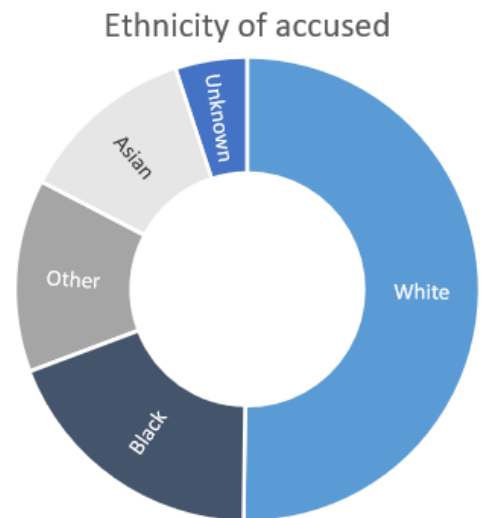
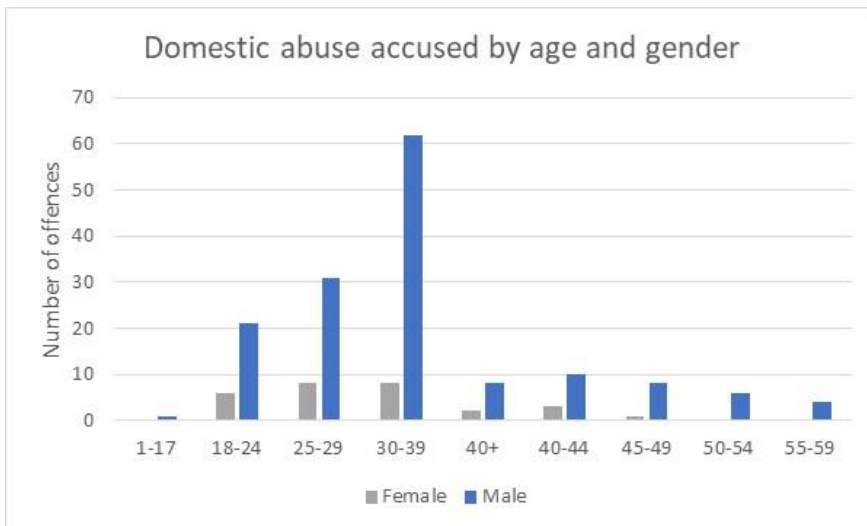
Nearly half (47%) of domestic abuse offences were classed as violence against the person. The next largest category was other accepted crime accounting for 43% of all offences.



Males make up 39% of all victims of domestic abuse compared with 26% last year. For the male victims, where known 47% was perpetrated by women and 53% men. Despite this there is no support available for male victims unless they are gay, bisexual or transgendered. Funding has been secured from MOPAC to provide this additional support in Westminster. The commissioning process has just begun.

Nearly one third of victims were aged 30-39 and a further 35% aged over 40. Ethnicity was not known for one fifth of cases and where known, 53% of victims were classed as white. The most common victim group was females aged over 40, accounting for one fifth of victims. Over half (58%) the offences occurred at the victims home address. Only 1.6% of victims had a self-defined disability flagged. Only a handful of offences were flagged as involving a weapon. No details were available on repeat victimisation levels, which last year was 33%. MOPAC found the repeat victimisation rate for domestic abuse across London to be 11%.

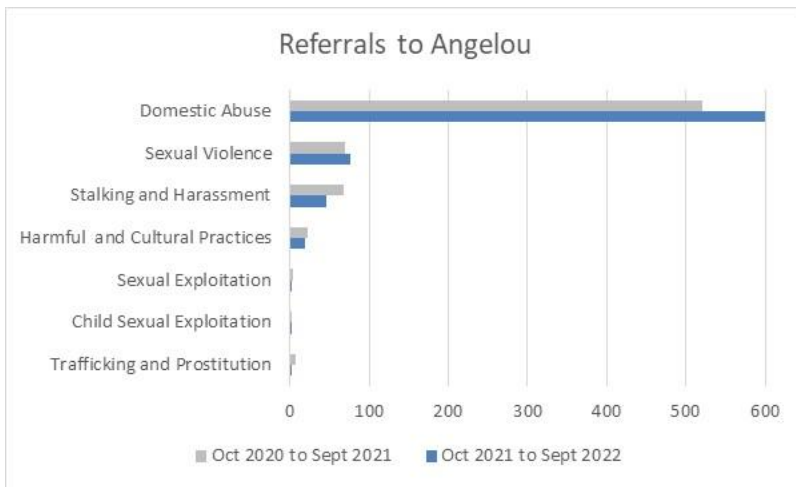
Data on the accused of domestic abuse offences shows 84% were males compared with 89% last year. 30-39 was the peak age for offending accounting for 39% of all accused. Half of the accused were classed as of white ethnicity and 19% black. Nobody was flagged as having a disability.



Nearly one third (29%) of accused received an adult caution and the remainder were charged/further charged. For those accused of violence with injury offences 20% received an adult caution compared with 38% of violence without injury offences. **MOPAC analysis found for those accused of domestic abuse offences 23% had been accused of more than one incident in the preceding 12 months.**

We know there is considerable underreporting of offences to the police so looking at data from our commissioned services can provide a fuller picture on trends and who is likely to be victimised.

The Angelou Partnership provides specialist support for violence against women and girls female survivors and their families and men and boys from the LGBT community.

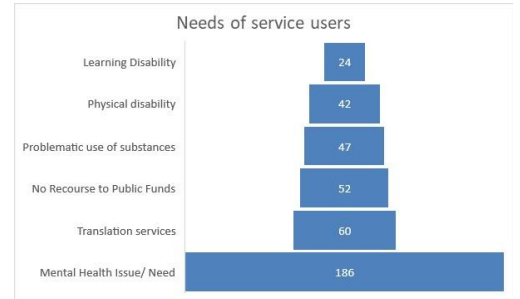
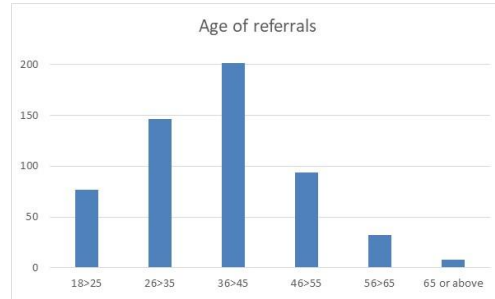
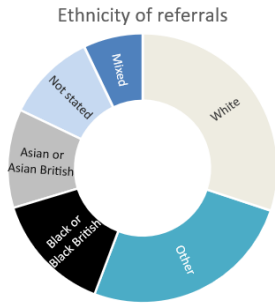


There were 1,105 referrals to Angelou over the last year a decrease from 1,134 the previous year. Of these, 611 were new referrals compared with 588 the previous year. Nearly one fifth of referrals are repeat referrals.

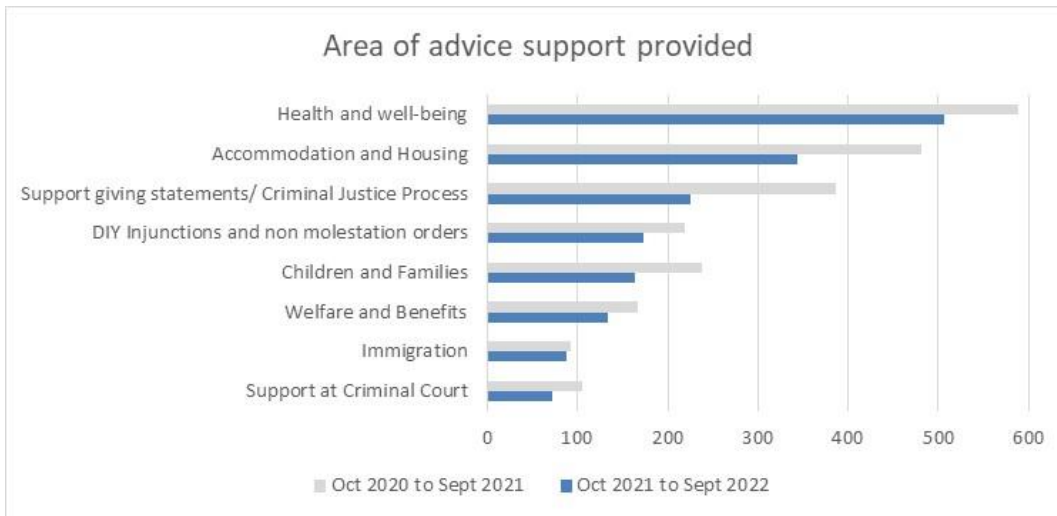
80% of referrals to Angelou were for domestic abuse support.

30% of new or repeat referrals were assessed as very high risk.

The majority (98%) of referrals to Angelou were from females. Of the new or repeat referrals, 41% had children, this highlights the importance of early intervention to prevent the traumatic impact on those who have witnessed domestic abuse.



Where known, 34% of referrals were of white ethnicity and 29% other, the majority of which are defined as Arabic or Moroccan. Over half (58%) of referrals were aged between 26 and 45. Issues with mental health was the greatest need of those accessing support.



Health and well being remains the area of greatest support provided followed by accommodation and housing.

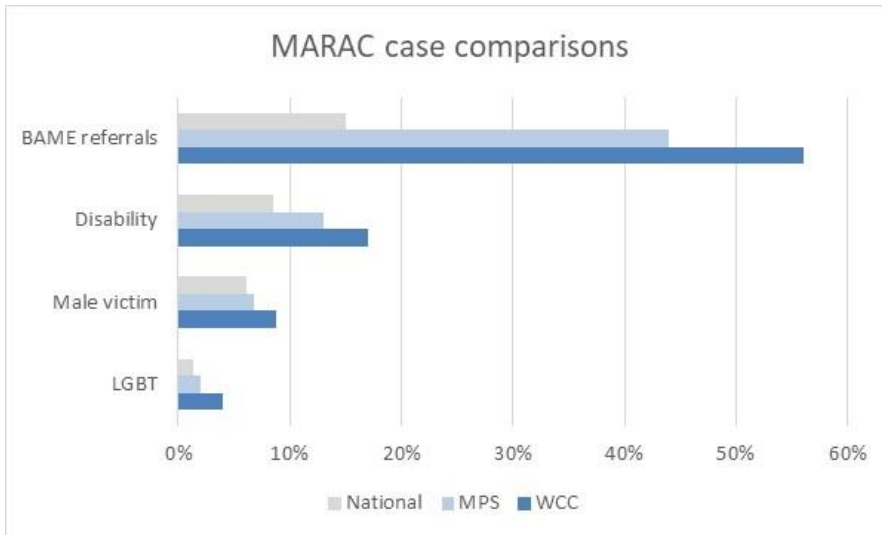
As of the end of September 2022 very positive performance outcomes were achieved, 94% of women reported increased safety and feelings of safety after having worked with Angelou and **98% reported a reduction in abuse due to the support and advice received.**

Multi agency risk assessment conferences (MARAC) are held to review high risk domestic abuse cases. Westminster is still experiencing a high volume of referrals to the MARAC way above the Safe Lives recommended number, which could be indicative that more than the top 10% of high risk cases are reaching the MARAC. Last year’s strategic assessment recommended a review of the MARAC to understand why cases remain so high, this action is still outstanding. Having this high volume of cases is very time consuming for agencies so it is important to understand why referrals are so high, so that limited partnership resources can be focused upon the most high-risk cases.

At the end of September there were 426 outstanding actions at the MARAC, this has been a long standing issue which has been raised at Risk and Review meetings. Nearly one sixth of these actions have been outstanding for over two years.

Recommendation: The recommendation remains from last year to undertake a review to understand why the number of MARAC cases remains so high and the volume of outstanding actions remains so high.

A key risk issue from the meetings is the lack of attendance from probation, which is due to the severe shortage of staff in probation. The percentage of repeat referrals is performing below best practice at 19% at the end of September compared with 25% across the MPS and 33% nationally.



The number of BAME referrals whilst greater than across the MPS and nationally it is below the population average. Disability referrals are below the SafeLives recommendation (16%) but is above national and local levels.

Westminster has above average number of male referrals and there is no IDVA support currently available in the borough for male heterosexual victims.

Sexual Violence

Between October 2021 to March 2022, the Crime Survey of England and Wales (CSEW), found **2.7 % of adults aged 16 to 59 had been a victim of sexual assault in the last year**. That is approximately 3,864 people in Westminster. The most common type of sexual assault was unwanted sexual touching.

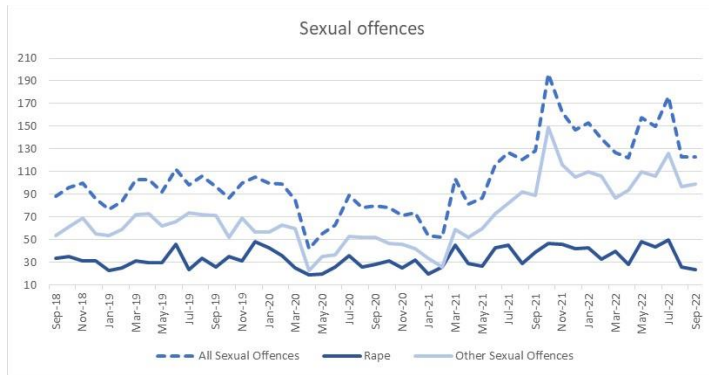
5 in 6 women who experienced rape and attempted rape don’t report it to the police, with the main reasons for not reporting being, ‘embarrassment’, that they ‘didn’t think the police could help’ or that they ‘thought it would be humiliating’⁸⁰. This reluctance to report may be further exacerbated by the recent MPS officer convictions. The effects of being a victim can last a long time, including effects to mental health, physical health

⁸⁰ [Nature of sexual assault by rape or penetration, England and Wales - Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk/people-in-the-uk/living-conditions/crime-and-justice/crime-survey-for-england-and-wales/articles/nature-of-sexual-assault-by-rape-or-penetration-england-and-wales)

and not feeling safe. Part of the new Government’s VAWG strategy is to ensure more victims are confident to report the offences and that they receive the appropriate support, more perpetrators are brought to justice and action is taken to intervene as early as possible to prevent further offending.

Sexual abuse has become the most common type of abuse counselled by Childline in recent years⁸¹. However, this figure is based on the number of counselling sessions delivered so the same child may have had multiple counselling sessions.

Further compounding the pressures on the criminal justice system is the increasing number of sexual offences recorded over the last year.

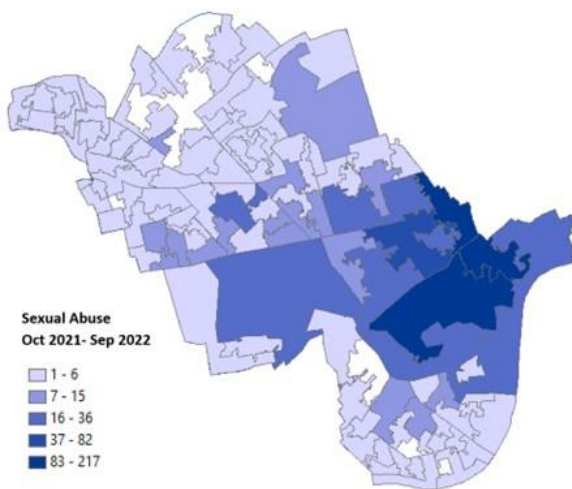


This chart shows the number of sexual offences in Westminster over 4 years. Sexual offences are much higher than pre-pandemic levels. In the last year, they **increased by 62% in Westminster compared with 16% across the MPS**. Most of the increase was other sexual offences.

This increase is not due to a rise in historical cases coming to note.

Westminster accounts for the highest volume of sexual offences recorded across the MPS. This is most pronounced for other sexual offences, accounting for 8% of all recorded offences compared with 5% of rape.

Across the MPS the greatest increase in sexual offences has been in other miscellaneous sexual offences. This includes offences such as ‘administering a substance with intent’, ‘committing an offence with intent to commit a sexual offence’ and ‘trespass with intent to commit a sexual offence’.

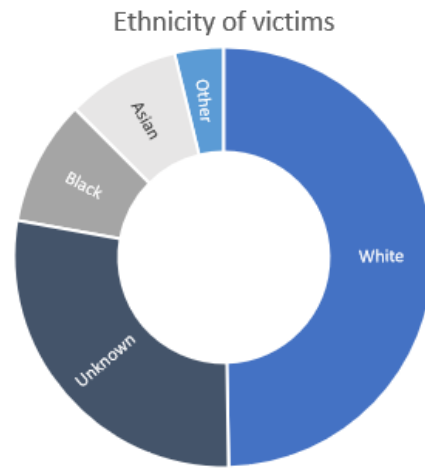
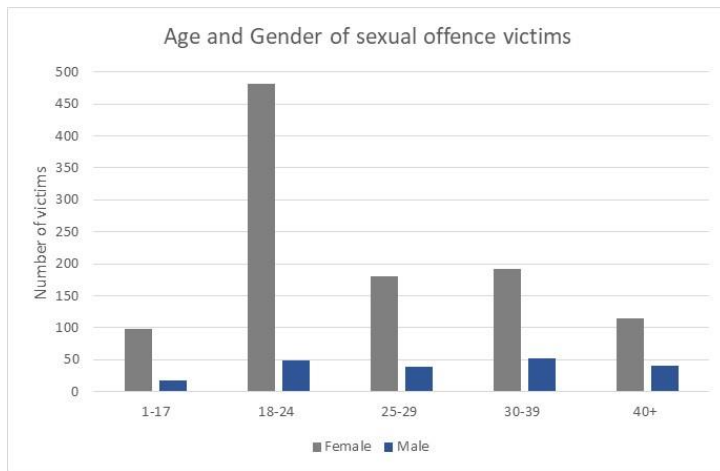


Only 2.5% of offences recorded across the borough were sexual offences, 27% were rape and 73% other sexual offences. Despite the relatively low volume of offences, **sexual offences account for 26% of the Cambridge Crime Harm score of all offences across the borough (rape 22%). Evidencing the serious harm it causes to victims.**

Over half (61%) of the offences were in St James’s (35.4%) and West End (25.3%) wards. This concentration is more pronounced for other sexual offences (66%). Offences peaked in the early hours of Saturday and Sunday morning between midnight to 03:00hrs.

The profile of sexual offence victims is predominately females (83%) and 42% were aged 18-25, 9% were aged less than 17. Only 12% were aged 40 or over. Ethnicity was unknown in nearly a third of cases. Where known 69% of victims were of white ethnic appearance.

⁸¹ [Child sexual abuse in England and Wales - Office for National Statistics \(ons.gov.uk\)](https://www.ons.gov.uk/peoplepopulationandcommunity/healthandsocialcare/conditionsanddiseases/articles/childsexualabuseinenglandandwales/2021)



The location of offences was flagged as at the victims home address for 9% of offences. Only 2% of victims were classified as having a disability. Only a handful of cases were flagged as involving a knife and very few were flagged as domestic abuse.

Accused data was detailed for 58 offenders, 98% were male and 43% were aged 30-39 years. Where included 53% were of white ethnic appearance and 21% Asian. All those accused of rape were charged or further charged compared with 79% of those accused of other sexual offences. The remainder of those accused of other sexual offences received an adult caution.

MOPAC found across London the monthly repeat victimisation rate to be 5% and 13% for repeat accused.

Only 8.7% (MPS 8.3%) of sexual offences achieved a sanctioned detection compared with 30% 9 years ago. In the financial year 2021/22⁸² across London victims did not support action in 26.2% of other sexual offences cases and 42.7% of rape cases. Only 1 in 100 rapes recorded by police in 2021 resulted in a charge that same year⁸³. Victim's often feel like it is a waste of time to report to the police. Across the MPS 43% of rape victims and 26% of other sexual offences did not support action. This compares with 17% for all offences, showing that victims are far less likely to support action in these cases.

MOPAC undertook regression analysis to explore associations between a range of factors and sexual offences. Interestingly higher levels of unemployment held by far the most influence. This was followed by areas with higher ambulance call outs for alcohol and areas with Parks. Analysis was explored whether the factors varied for rape and other sexual offences. For rape, unemployment was not found to be significant, but higher levels of income deprivation affecting children was the most influential.

The MPS are part of Operation Soteria, a programme to develop a new national operating model for improved rape investigations, which was launched in response to the Government's End-to-End Rape Review. The Review⁸⁴ identified many cases still do not go through the criminal justice system, and many victims withdraw from the process. Covid-19 has exacerbated this with the largest backlog in cases being rape. As a result of this review, the MPS are now working to implement and embed the recommendations, to improve sanction

⁸² [MOPAC Q2 Reports 2022-23 | London City Hall](#)

⁸³ [Crime outcomes in England and Wales, year to December 2021: data tables - GOV.UK \(www.gov.uk\)](#)

⁸⁴ [End-to-End Rape Review Report on Findings and Actions - GOV.UK \(www.gov.uk\)](#)

detection rates and increase the number of successful prosecutions in London. To keep partners updated on progress and determine how they can support the successful implementation of the recommendations, the MPS have set up a Project Reference Group, including partners from across the Criminal Justice System, Home Office, NHS and VAWG sector.

London's Independent Victims' Commissioner recent report⁸⁵ highlighted the success for a nationwide rollout of pre-recorded cross-examination for victims of rape and sexual offences, so victims can video their evidence quickly while their memory is fresh and do not need to attend court. This was a result of the commissioner's previous report which found there were inconsistencies in victim/survivor accounts possibly due to victims being in shock and unable to recall details.

MOPAC commissioned service Empower, is a specialist service supporting victims of criminal sexual exploitation. The number of young people across London the service has engaged with year to date is 26. MOPAC pan London commissioned services has found the demand for sexual violence support services continues to exceed availability leading to increases in waiting lists for vital Independent Sexual Violence Advocate (ISVA) and counselling support.

Modern Slavery and Human Trafficking (MSHT)

The term 'modern slavery' refers to human trafficking, slavery, servitude and forced or compulsory labour. The most commonly reported forms of exploitation in the UK are criminal, labour and sexual exploitation. Other types also occur in the UK, including domestic servitude.

The true scale of modern slavery in the UK is unknown, the identification of potential victims through the Government's identification framework the National Referral Mechanism (NRM), has been increasing but it is expected this increase is driven by heightened awareness among law enforcement, other first responders and the public. Recent global events such as cost of living crisis and the war in Ukraine will likely increase the risks on modern slavery and exploitation.

The number of potential victims of modern slavery referred to the Home Office has been steadily increasing. Between July to September 2022 there were 4,586 referrals⁸⁶, this is the highest since recording began in 2009. Figures show Westminster City Council as a first responder made 3 referrals, 2 of which were for children aged 17 and under and 1 adult.

Between July 2021 to June 2022 the MPS recorded 2,714 cases of modern slavery, 107 of which were in Westminster. From October 2021 to September 2022, 85 offences were flagged as modern day slavery on CRIS. Nearly half of which took place in St James's ward. Police CRIS data showed 55 flagged victims of modern slavery of which 55% were females. One quarter were aged 30-39 and 20% aged 17 or under. Nearly one third were aged 40 or over. Ethnicity was not known for over a third of victims and where shown, 42% were White and 31% Asian.

National figures show 79% of victims were male. Nearly half (46%) claimed exploitation in the UK only and 44% claimed exploitation overseas only. Half of referrals were for potential victims who claimed exploitation as adults and 43% as children. Adults were more likely to be exploited for labour, whereas children were most

⁸⁵ <https://victimscommissioner.org.uk/document/annual-report-of-the-victims-commissioner-2021-to-2022/>

⁸⁶ [Modern Slavery: National Referral Mechanism and Duty to Notify statistics UK, Quarter 3 2022 – July to September - GOV.UK \(www.gov.uk\)](#)

likely referred for criminal exploitation. The most frequently referred nationalities of potential victims were British, Albanian and Eritrean.

In March 2021 the Government launched the modern slavery statement registry to improve the transparency in supply chains. The requirement to publish a statement will be extended to public sector organisations. Therefore, Westminster Council does not currently have a legal duty to complete a modern slavery statement to improve transparency in supply chains but is due to publish one imminently.

Westminster and Kensington and Chelsea launched its five year strategy 'Ending Modern Slavery: Our Strategy for a Coordinated Community Response'⁸⁷ in 2021. It was developed with partners, survivors and residents to show how no one agency can end modern slavery alone. It details how every organisation and individual must take responsibility to respond to modern slavery and play their part in ending exploitation.

Stalking

Stalking is a pattern of repeat and persistent unwanted behaviour that is intrusive and endangers fear. Data from the CSEW from October 2021 to March 2022⁸⁸, shows **6.2% of women aged 16-59 experienced stalking in the last year, compared to 3.2% for men**. That is approximately **4,572 females and 2,220 males within Westminster**.

There has been a slight increase in recent years. Women aged between 25-34 were more likely to be victims of stalking than any other age group.

Stalking Protection Orders were introduced in January 2020 to provide early protection to victims of stalking by placing restrictions and requirements on those perpetrating stalking behaviours. Between February 2020 to January 2021, 65 Special Protection Orders were granted in London by Her Majesty's Courts and Tribunals service⁸⁹.

Between July 2021 to June 2022, the MPS had 11,740 stalking cases, 340 of which were in Westminster. In contrast there were 46 cases of stalking reported to Angelou for support in the last year compared with 68 the previous year.

MOPAC found across London the monthly repeat victimisation rate to be 8% and monthly repeat accused rate to be 12%.

The Metropolitan Police Service work closely with the Suzy Lamplugh trust which campaigns heavily to raise greater awareness of personal safety and stalking issues. MOPAC are continuing to grow and develop the Stalking Threat Assessment Centre. The centre offers a range of services from different agencies, all working together to combat stalking and protect victims.

Honour based killing, forced marriage and female genital mutilation

Understanding the prevalence of harmful practices, including so called 'honour' based abuse, female genital mutilation and forced marriage, is challenging as there is limited information. In London, 73 cases were reported to the Forced Marriage Unit through its public helpline and email inbox during the calendar year 2021

⁸⁷ <https://www.westminster.gov.uk/modern-slavery>

⁸⁸ [Stalking: findings from the Crime Survey for England and Wales - Office for National Statistics \(ons.gov.uk\)](https://www.ons.gov.uk/crime-and-justice/crime-in-england-and-wales/articles/stalking-findings-from-the-crime-survey-for-england-and-wales-2021)

⁸⁹ [Review of Stalking Protection Orders \(accessible version\) - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/94444/stalking-protection-orders-accessible-version.pdf)

⁹⁰. In the year ending March 2022, MPS recorded 427 offences of honour-based abuse⁹¹. Westminster had flagged 11 honour based violence victims, 10 of which were women and girls, three were under the age of 18.

It is estimated that 2,619 women have undergone Female Genital Mutilation in Westminster⁹². Angelou recorded 19 referrals for support with harmful and cultural practices.

Data for the financial year 2021/22 Annual FGM report identified and recorded 395 attendances from Westminster residents at a medical care setting (primarily Midwifery, Obstetrics, Gynaecology, Paediatrics) where FGM had taken place, and 270 attendances the previous year⁹³. Of the occurrences, none were recorded as having been undertaken within the United Kingdom. East and North Africa were the most common countries of victim birth, with most FGM's taking place in Eastern Africa. Where known, 1-9 years old were the most common age ranges at which the FGM was carried out. Nationally the most common age range is 5-6 years old. The age range at presentation reflects the primarily obstetric and midwifery health setting with most women presenting between 30-39 years old and the vast majority now pregnant. With regards outcomes, 5 women undertook corrective 'de-infibulation' procedures and the large majority received advice regarding the illegality of FGM and the adverse health implications of the practice considering their pregnancies and future children.

Data on the types of cases started in family courts in England and Wales in June 2022, found 173 cases were forced marriage protection and 28 were FGM protection⁹⁴.

Serious Violent crime in the West End night time economy

Westminster is the heart of London's night time economy with over 1,000 licensed premises located in the West End Cumulative Impact Zone. This area attracts visitors from across the globe and sees some of the highest levels of footfall anywhere in Europe. Route data suggests up to 640,000 people pass through this area daily. The West End generates 3% of the country's economic output, so is important to ensure people remain attracted to coming to the area and having a safe night out.

In Westminster **58% of all serious violence occurred during the NTE over half of this took place in the West End and St James's wards**. The peak time for offences was 2am. Violence with injury and other sexual offences were far more likely to take place in the NTE in these wards. The high volume of crime in this area was used to lobby for additional police resources for the area.

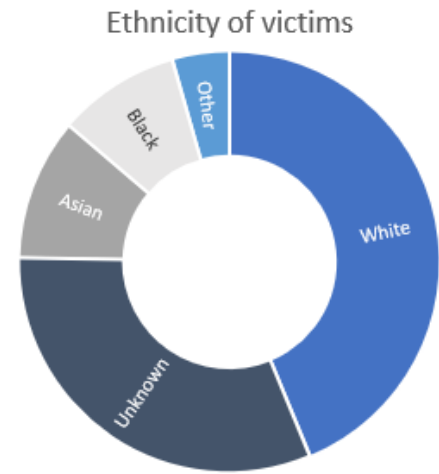
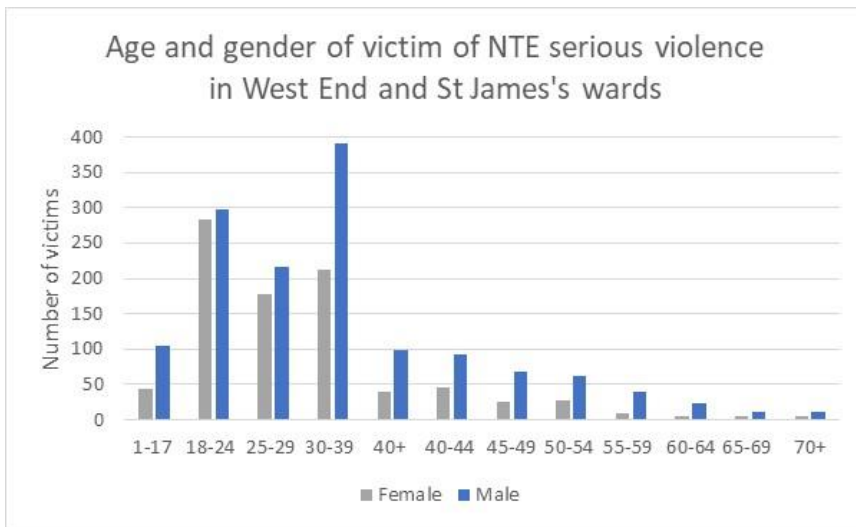
⁹⁰ [Forced Marriage Unit statistics 2021 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/forced-marriage-unit-statistics-2021)

⁹¹ [Statistics on so called 'honour-based' abuse offences, England and Wales, 2021 to 2022 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/statistics-on-so-called-honour-based-abuse-offences-england-and-wales-2021-to-2022)

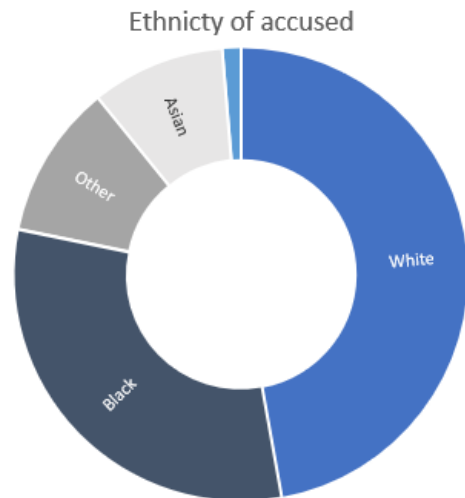
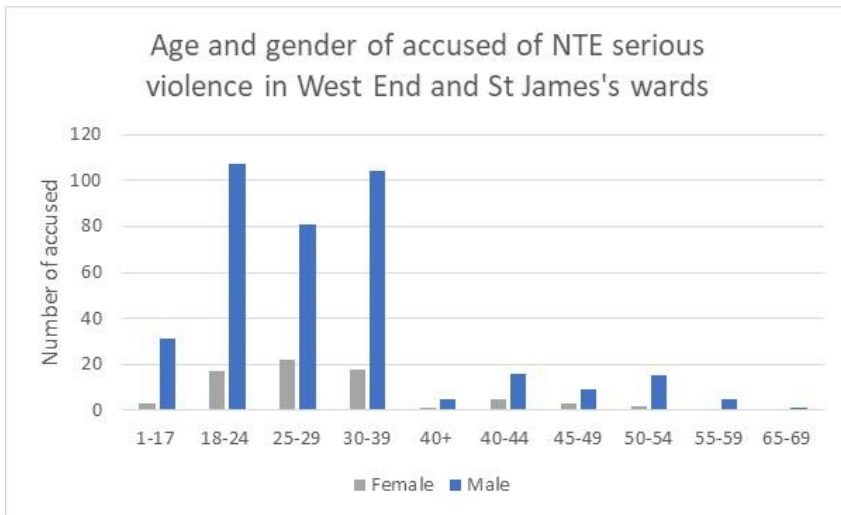
⁹² [Domestic abuse and violence against women and girls | Westminster City Council](https://www.westminster.gov.uk/domestic-abuse-and-violence-against-women-and-girls)

⁹³ <https://digital.nhs.uk/data-and-information/publications/statistical/female-genital-mutilation/april-2021---march-2022#>

⁹⁴ [Family Court Statistics Quarterly: April to June 2022 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/family-court-statistics-quarterly-april-to-june-2022)



Police data shows 60% of victims of NTE serious violence in West End and St James’s wards were males and 67% aged between 18 and 39. Only 7% were aged 17 or less. One quarter of victims were aged 40 or over. A third of victims ethnicity was not known. Where known 64% of victims were of white ethnicity and 16% Asian. For the victims 5% were flagged as domestic abuse and 4% as hate crime. None were flagged as gang flagged or county lines flagged whilst 5% were flagged as Knife threatened or intimidated. Only 1% of victims were self-classed as disabled.



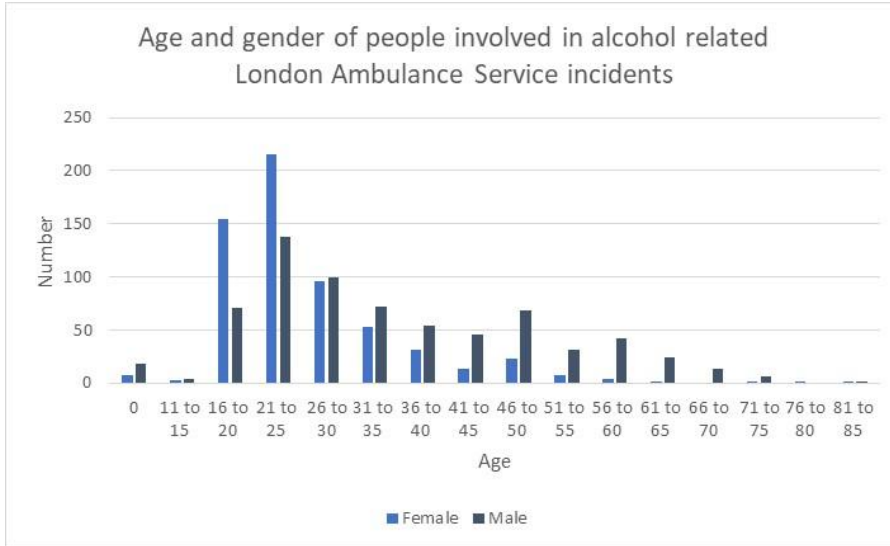
Of those accused of NTE related serious violence in West End and St James’s wards 84% were male and 78% aged 18-39, only 8% were aged 17 or less. Ethnicity of the accused was well recorded with only 1% unknown. Where known 48% were classified as of white ethnicity and 31% black. Black accused were overall younger than white accused. Only 3% were self-classed as having a disability.

London Ambulance Service assaults and alcohol related assaults.



Not all crimes are reported to the police, therefore looking at assault and alcohol related incident data from the London Ambulance Service (LAS) provides an alternative picture to understanding violence.

Data from October 2021 to August 2022 found, 61% of all alcohol related LAS call outs were in West End and St James’s wards⁹⁵, of which 83% took place during the NTE. Nearly half (43%) of the NTE alcohol related call outs were during Friday and Saturday. Incidents are even more geographically concentrated with 42% of all alcohol related incidents occurring in just four⁹⁶ of the boroughs 128 LSOA’s. Most (87%) of alcohol related incidents in this small area were during the NTE.



Where known 53% of alcohol related incidents involved males.

A greater proportion of alcohol related incidents involve women in the West End NTE than across the borough.

1.6% involved under 18’s, 33% 18 to 24 year olds. 25 was the peak age accounting for 11% of all incidents.

Research shows alcohol contributes to sexual assault through multiple pathways, often exacerbating risk factors. Crime Survey of England and Wales data shows 39% of victims reported the perpetrators were under the influence of alcohol and 39% reported themselves to be under the influence of alcohol. This increases to 64% of victims being under the influence of alcohol if the perpetrator was a stranger. Alcohol is known to be utilised by perpetrators of sexual offences, both to target victims they believe to be vulnerable through drink, but also to disinhibit and reduce accountability for their own behaviour.

Incidents classified as assaults account for only 1% of all London Ambulance Service call outs across the borough. Over half (53%) of all the assaults were in West End and St James’s wards of which 84% occurred during the NTE. With Friday and Sunday evening the most prevalent times. Nearly half (42%) of all assaults occurred in just 4⁹⁷ of the 128 LSOA’s across the borough, of which 90% of incidents occurred during the NTE.

Most (88%) of assaults in the West End NTE involved males. Nearly half (43%) involved people aged 21 to 30 years. Less than 2% involved under 18’s.

The MOPAC public attitude survey⁹⁸ found 63% of females felt safe walking alone in their local area after dark compared with 83% of males. In comparison the council City Survey found 76% of females felt safe in their local area after dark compared with 87% of males. In a resident survey undertaken for the Bi-borough VAWG 2021 to 2026⁹⁹ strategy, 66% stated they had experienced street harassment, and 45% felt fairly or very unsafe at night.

⁹⁵ Old ward boundaries

⁹⁶ 018A 13%, 013B 11%, 018C 11%, 013E 7%

⁹⁷ 013B 12%, 018A 12%, 018C 12%, 013E 7%.

⁹⁸ [Violence is prevented and reduced dashboard – London Datastore](#)

⁹⁹ [Domestic abuse and violence against women and girls | Westminster City Council](#)

Research ¹⁰⁰has indicated the most effective strategies for policing the night time economy include restriction of alcohol sales, improved data sharing with hospital emergency departments and police and community interventions including media or information campaigns, training of bar and door staff combined with enforcing of licensing laws.

The Strategic West End Crime Reduction Group Chaired by the CEO of the Safer Business Network are co-ordinating partnership action to reduce violence in the West End. This has resulted in improvements in sharing of intelligence particular between the Business Improvement Districts (BIDs) and police to have an evidenced based approach to reducing violent crime in the areas/locations of most need. Adopting consistent crime prevention messaging such as the Look up and Look out campaign and promoting training on Ask for Angela and Welfare and Vulnerability Engagement (WAVE) training. Whilst there has been improved intelligence sharing between the police and businesses to assist in the reduction of crime in the West End, more needs to be done to improve the consistency and quality of the intelligence product.

The high profile murder of Sarah Everard increased the governments focus on women's safety/male perpetrated violence in the night time economy. They made available funding to support projects to reduce this. Westminster was successful in receiving funding and is using it to expand its Night Stars programme from Friday evening to also include Saturday night. The Night Stars service is a team of uniformed, trained volunteers who patrol parts of the West End and interact with visitors and provide support to those who need it. The funding is also being used to establish 25 Night Havens and provide businesses with training to support vulnerable individuals at night. Enhanced women's safety training will be provided to businesses incorporating the Ask for Angela and Welfare and Vulnerability Engagement (WAVE). Businesses will also be able to receive accreditation on Women's Safety. A behavioural change campaign will be launched complementing the Mayor of London's #haveaword campaign, which will also demonstrate the boroughs commitment to the Women's Night Safety Charter¹⁰¹.

Successful partnership working is essential to reduce violent crime and the fear of crime, whilst ensuring the West End remains a popular destination for people to visit.

¹⁰⁰ https://www.researchgate.net/publication/354272854_Policing_the_Night-Time_Economy_A_Systematic_Review_of_Evidence-Based_Practice

¹⁰¹ <https://www.london.gov.uk/programmes-strategies/arts-and-culture/24-hour-london/womens-night-safety-charter>

Business crime

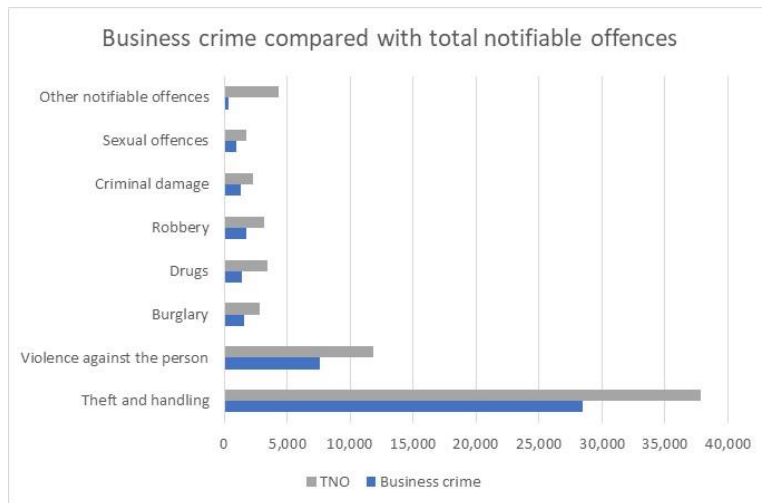
Summary:

Business crime is often overlooked but makes up 60% of all total notifiable offences recorded in Westminster. In fact, 65% of all violence against the person offences and 54% of sexual offences are classed as business crime. Over three quarters is within West End and St James’s wards.

Women aged 18-24 make up one fifth of all victims and females are more likely to be accused than for other crimes, evidencing who crime prevention work should be targeted at.

Business crime is estimated to have cost the partnership £180 million or 57% of the total cost of crime in Westminster, highlighting how important the role of businesses is in our approach to reducing crime. This will be important for the newly formed Combatting Drugs Partnerships, as the British Retail Consortium has identified a greater willingness by gangs and addicts to engage in shop crime in pursuit of their habit.

Business crime is defined by the National Business Crime Forum, the Home Office and the National Retail Crime Steering Group as ‘any criminal offence that is committed against a person or property which is associated by the connection of that person or property to a business’.



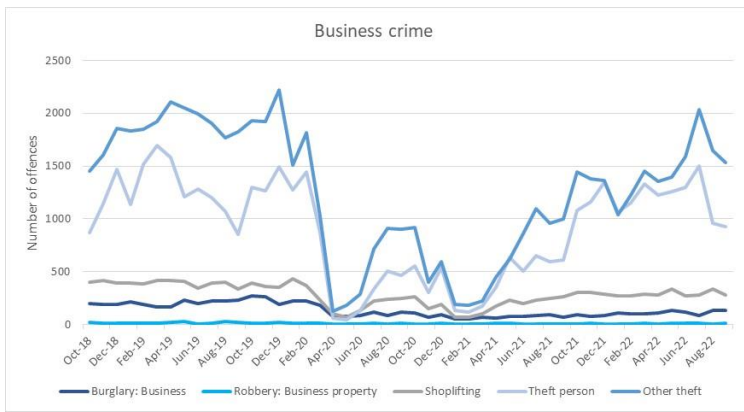
Over the last year Westminster accounted for 13% of all business crime recorded across the MPS. **Business crime makes up 60% of all total notifiable offences recorded in Westminster.**

The chart to the left compares the volume of major crime types classified as business crime compared with the total notifiable offences.

75% of all theft and handling offences were classed as business crime with the vast majority being other theft and theft person offences.

Of particular note is, **65% of all violence against the person offences are flagged as business crime** (most harassment and common assault, although one homicide was) **and 54% of sexual offences** (most being other sexual offences). **Business crime is estimated to have cost the partnership £180 million or 57% of the total cost of crime to the partnership**, highlighting how important the role of businesses is in our approach to reducing crime in Westminster.

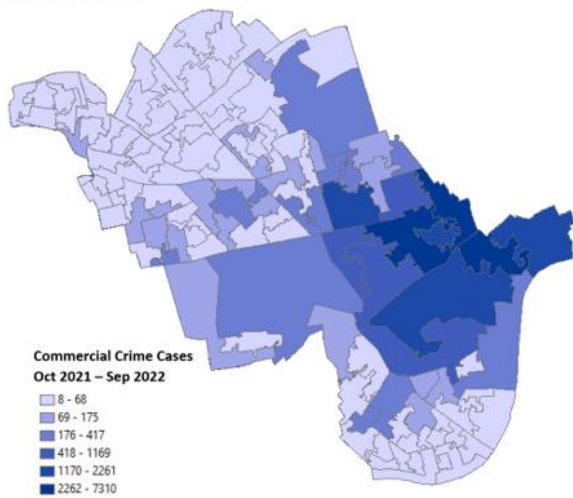
Theft is now a local policing priority and Police West End Teams are proactively engaging with the public to keep their property safe. **Sanctioned detection rates for theft person offences are incredibly low at 0.4%** in Westminster compared with 0.7% across the MPS, meaning the vast majority of perpetrators are not being brought to justice.



Business crime has been massively affected by Covid-19 and the associated footfall reductions in the West End as can be shown in this chart.

As we have seen earlier in the report, theft is the major contributor to the crime increases in Westminster over the last year. Theft offenders have high re-offending rates and theft is often a precursor crime to more serious offending.

Business Crime

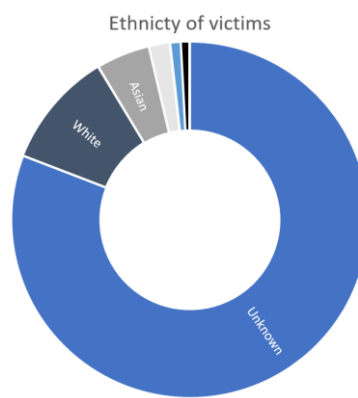
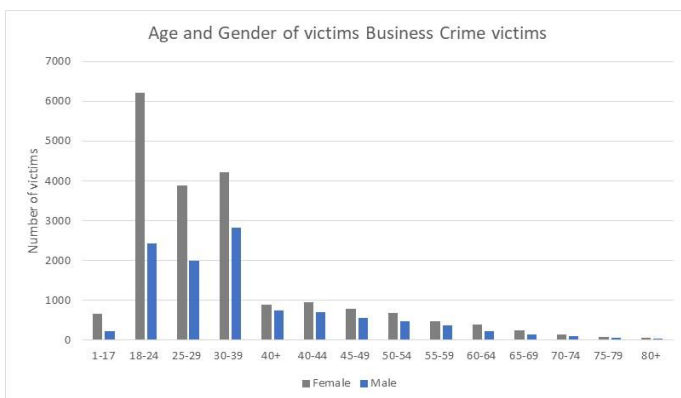


As we do not have access to flagged business crime data, here it is defined as business burglary, robbery of business property, shop lifting, other theft and theft person, which comprise the majority of offences recorded.

78% of all business crime is located in West End (52.6%) and St James’s (27.1%) wards, where most retail and commercial businesses are. Offences are even more geographically concentrated with **nearly half (47.5%) located within just 3¹⁰² of the boroughs 128 LSOA’s.**

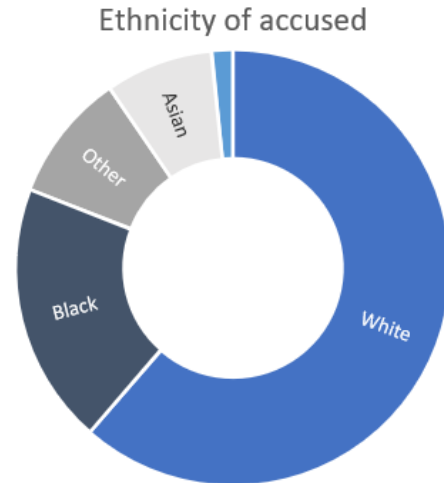
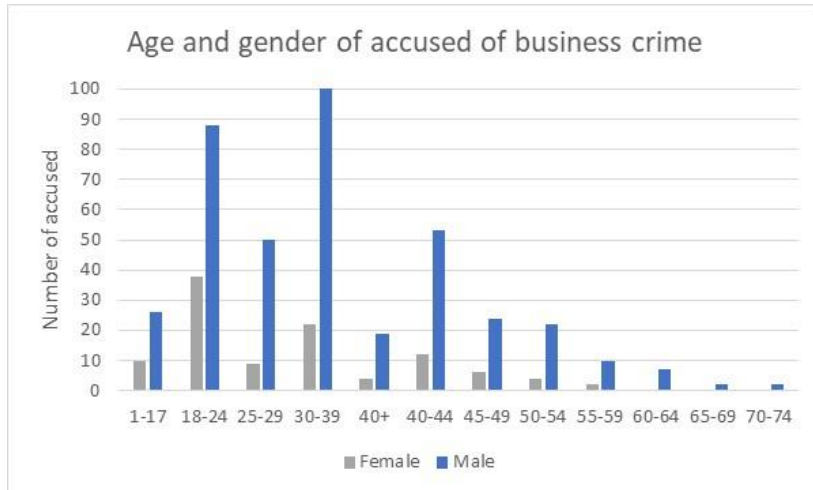
Half of all business crime took place between 14:00 to 20:59 hours, with offences peaking on a Saturday. 47% took place during the NTE.

Where known 63% of all victims of business crime were female and 71% were aged 18 – 39. **The greatest concentration of victims were females aged 18-24 accounting for a fifth of all victims.** Evidencing who crime prevention should be targeted at. Ethnicity was unknown for 81% of all victims. Where known people of white ethnicity were more likely to be victimised.



¹⁰² 013E 20%, 013B 15%, 018A 12.5%

A greater proportion of accused are females (21%) than other crimes. Women accused are also more likely to be younger than male accused, 45% of female accused were aged less than 25 compared with 28% of males. 60% of accused were aged between 18 and 39. Overall 61% of accused were of white ethnic appearance, this increases to 74% for female accused. 19% were of black ethnic appearance and 11% other. White accused accounted for a greater proportion of older offenders.



Most of those accused (88%) received a charge or further charge and 10% an adult caution.

The 2021 Commercial Victimization Survey ¹⁰³(CVS) examines the extent of crime against business premises in England and Wales. It estimated that 38% of business premises in the Wholesale and retail sector in England and Wales had been a victim of crime over 2020/21. The most common type of crime experienced by premises was theft (27%), assaults or threats (12%) and burglary (10%). Theft by customer was the most common theft, with 11% of businesses experiencing this crime type more than once a day. Food and groceries were the most commonly stolen items. Despite the high volume of thefts only 58% of respondents reported such crimes to the police.

Nearly half (46%) of respondents reported that levels of violence and assaults experienced at their premises had gone up during the pandemic compared with 12% who thought they had gone down. Of those who experienced violent crimes, 89% reported experiencing verbal abuse and 10% reported staff experiencing physical attacks with injury. Fraud levels appear to have fallen from 10% in 2018 to 6% in 2021.

The impact of crime felt by businesses included financial loss (68%), stolen goods and services (60%) and additional staff time needed to deal with the incident (46%).

The British Retail Consortium Crime Survey (BRC) 2022¹⁰⁴ looks at the impact of crime on the retail sector over the financial year 2020/21. It found incidents of violence and abuse almost tripled. All the more alarming as many shops were closed during the lockdowns, so these incidents were concentrated in fewer premises. It estimated **15% of the workforce suffered from some form of harassment. 100% of retailers see violence as a top three threat.**

¹⁰³ <https://www.gov.uk/government/statistics/crime-against-businesses-findings-from-the-year-ending-march-2021-commercial-victimisation-survey/crime-against-businesses-findings-from-the-2021-commercial-victimisation-survey>

¹⁰⁴ <https://brc.org.uk/media/679978/crime-survey-final-report.pdf>

For every £1 lost to crime, retailers spent £1 on crime prevention. Just over half (57%) of incidents of violence and abuse were reported to the police. Only 4% resulting in a prosecution, meaning most victims did not receive an outcome. This may explain why 60% of retailers regarded the police response to retail crime as poor or very poor. Improving confidence in policing could encourage more retailers to report crime.

The BRC also found **a greater willingness by gangs and addicts to engage in shop crime in pursuit of their habit.** The Safer Business Network are working with the IGXU to identify approaches to tackle this. As shown in the earlier drug chapter, much of this acquisitive crime is fuelled by drug addiction and therefore businesses need to be part of the Combatting Drugs Partnerships. The IGXU are working with the Safer Business Network to develop training to businesses on raising awareness of gangs and exploitation, following a number of gang related thefts at high profile stores.

Recommendation: There is a greater willingness of drug addicts to engage in shop crime in pursuit of their habit therefore we need to ensure businesses are part of the Combatting Drugs Partnership.

The Government is introducing a statutory aggravating factor that will apply where an assault is committed against those providing a public service, performing a public duty or providing a service to the public. Hopefully this will send a message that such attacks against retail workers are not acceptable. The increased violence towards shop workers over the pandemic saw the start of #Shopkind campaign backed by the Home Office. The aim of the campaign is to encourage positive behaviours in shops, acknowledge the important role of shopworkers and raise awareness about the scale and impact of violence and abuse against shopworkers.

Residential crime

Summary:

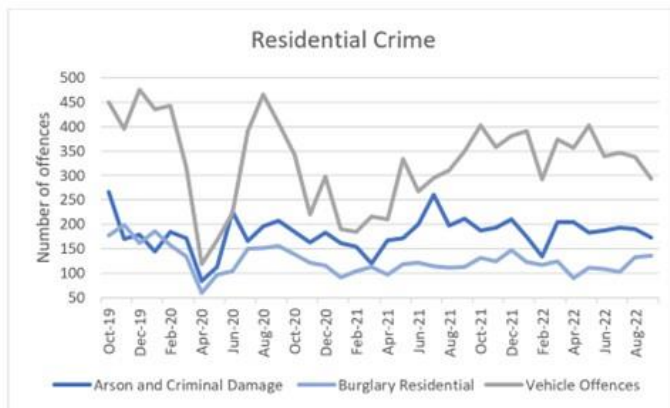
Residential type crime makes up approximately 10% of all crime recorded in Westminster.

Research has shown as deprivation increases, the volume of residential crime does too.

This section defines residential crime as arson and criminal damage, residential burglary and vehicle offences. Serious acquisitive crime (the above offences plus personal robbery) has not been included as the profile for personal robbery is very different from the above crimes and in Westminster is not linked with residential areas. It is included in the youth violence section.

In the government’s Beating Crime Plan 2021¹⁰⁵, one key area of focus is neighbourhood crime which includes Serious Acquisitive Crime (SAC) in its definition. SAC can have a long lasting and profound effects on victims. The Justice Inspectorates annual report 2022¹⁰⁶ found the response to SAC from policing is not consistently good enough and most victims are not getting the justice they deserve. Forces are missing opportunities to identify and catch offenders from the time of reporting by the victim. In one third of the SAC cases examined, there was insufficient supervision and direction of investigations. This may result in missed opportunities, including the use of intelligence and linking cases. The report also found compliance with the Victims’ Code was inadequate in 46% of investigations. Investigations need to be complemented by the work of local policing teams, problem-solving activity, offender management, and activities that help divert those at risk of being drawn into SAC.

Residential crime makes up 10% of crime in Westminster and is estimated to have cost the partnership £17m or 5% of the total costs to tackle.



This graph shows residential crime over the last three years. Offences have stabilised post pandemic.

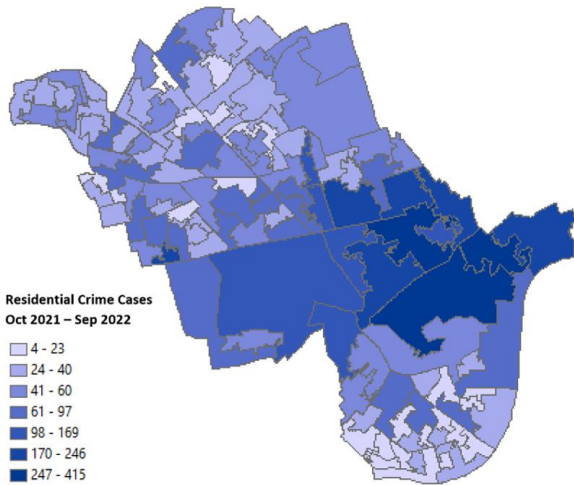
Volumes for all are slightly higher than the MPS average.

Sanctioned detection rates remain low for residential crimes at only 1% for vehicle crime, 4% for residential burglary and up to 9% for criminal damage and arson.

Rates are similar to across the MPS with the exception of criminal damage and arson which is slightly greater than the MPS average of 7%.

¹⁰⁵ [Beating crime plan - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/92222/beating-crime-plan-2021-2025.pdf)

¹⁰⁶ [The police response to burglary, robbery and other acquisitive crime – Finding time for crime - HMICFRS \(justiceinspectorates.gov.uk\)](https://www.justiceinspectorates.gov.uk/hmicfrs/publications/the-police-response-to-burglary-robbery-and-other-acquisitive-crime-finding-time-for-crime/)



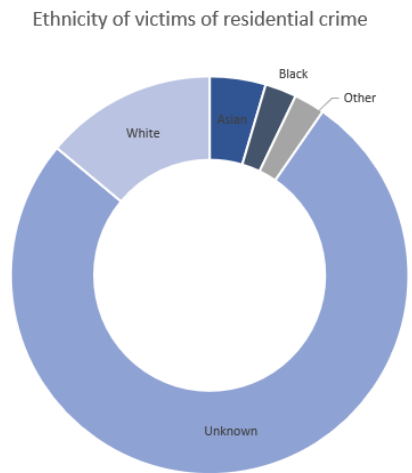
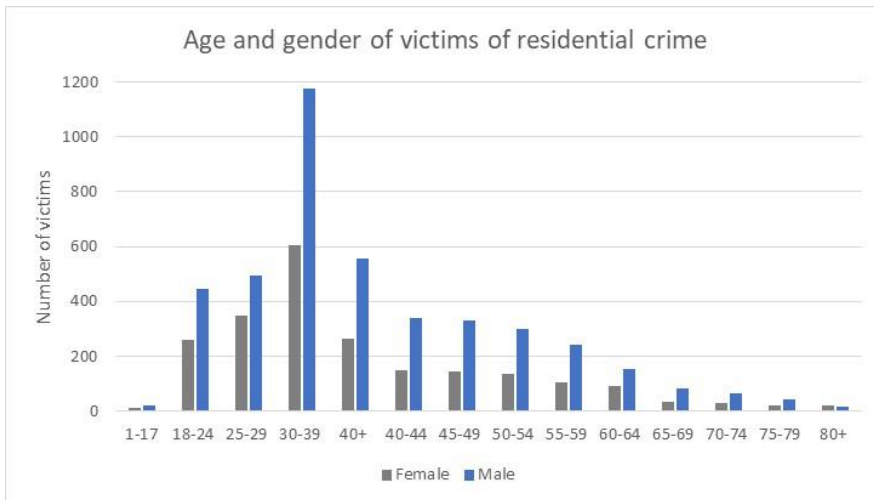
Residential crime is less geographically concentrated than other crimes, 14% occurred in just 3¹⁰⁷ of the 128 LSOAs, 2 in St James’s and 1 in West End wards. There was no one day when offences were more likely to occur.

75% of residential burglary occurred between 08:00hrs to 21:00hrs, when people are least likely to be at home. For just residential burglary a different picture is seen with Lancaster Gate (12%) accounting for most offences, equating to approximately 1 in 37 houses¹⁰⁸ in Lancaster Gate being burgled.

Interestingly there was no correlation between where residential burglaries took place and the number of houses per LSOA. **As deprivation increases so does the volume of residential crimes¹⁰⁹.**

Nearly one quarter of all arson and criminal damage offences occurred in just 4¹¹⁰ of the 128 LSOA’s in West End and St James’s wards. One third of vehicle crimes occurred in just 7 of the 128 LSOA’s. Vehicle crimes occurred throughout the day but decreased significantly between the hours of 02:00hrs to 08:00hrs.

The CSEW estimates 1.4% of adults were a victim of residential burglary over the last year.



Police victim data shows 66% of victims were male. Nearly half of victims were aged over 40 higher than other crimes. The most common age group was 30-39 accounting for 28% of victims. The large majority of ethnicity of victims of residential crime is unknown or not recorded.

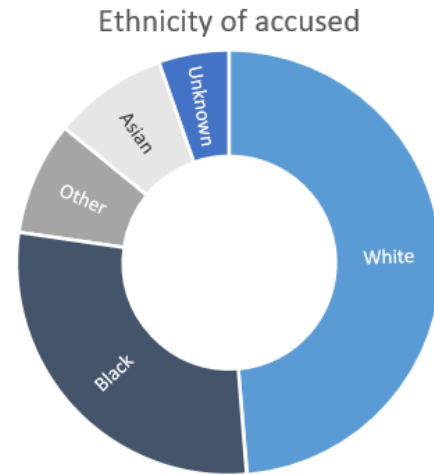
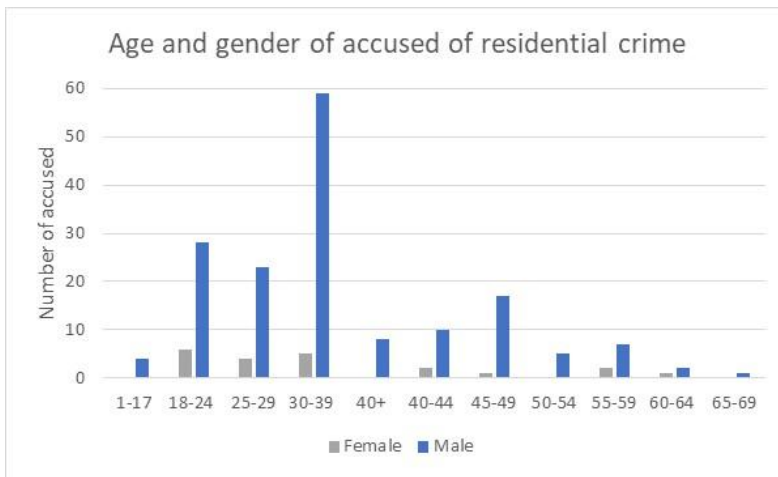
Details were available of 185 accused, this showed 89% of were male and 35% were aged between 30-39. Nearly half were identified as of white ethnicity and 29% black. Most (85%) of the accused were charged or further charged and 13% received an adult caution. The majority of cautions were given to criminal damage offences.

¹⁰⁷ 018A, 013E & 018C

¹⁰⁸ 6,773 households in Lancaster Gate, Census 2021.

¹⁰⁹ <https://www.trustforlondon.org.uk/data/crime-and-income-deprivation/>

¹¹⁰ 018A, 013B, 013E & 018C



Most acquisitive crime is committed by opportunistic thieves who look to take advantage of any opportunity they spot, such as doors and windows being left open or unlocked or values on show. Much of this crime can be prevented by people taking some basic crime prevention measures. 63% of burglaries happened to people without a basic security system. No details were available to look at repeat victimisation, modus operandi or items stolen.

SWP progress to deliver the 2020/23 strategy

This section looks at the progress made by the Safer Westminster Partnership to deliver the 2020/23 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 3.

This is now the final year towards delivering the actions set in 2020.

The overall progress is ragged as **Green**.

Current strengths

Taking a public health approach to reduce serious youth violence is now fully embedded in the work of the Serious Youth Violence Reduction Board and the breadth of partners has expanded to ensure this is delivered. The partnership is fully prepared for the introduction of the new Serious Violence statutory duty in January 2023.

New innovative approaches have been developed to engage with community members affected by serious youth violence. This includes the virtual reality well being project and Helping Hands project.

The business community are well engaged with partnership activities to reduce crime and disorder, particularly in the West End by the work driven by the Strategic West End Crime Reduction Group and Chaired by the CEO of the Safer Business Network. Safer Streets funding was secured to expand the Night Stars work in the West End, set up additional safe havens, deliver a behavioural change campaign and enhancing women's safety training for businesses and volunteers using Ask for Angela and Welfare And Vulnerability Engagement (WAVE).

The Reducing Adult Re-offending Board is working well across agencies and has produced a referrals pathways directory across the three boroughs to support in particular probation in understanding the agencies who can support the criminogenic needs of their clients.

Areas for development

Further work is needed around the strategic objective 'Improve our communication to residents, businesses and visitors about how to keep safe'. It should be acknowledged there are pockets of excellence around communication with residents around serious youth violence and PREVENT, but this needs to be expanded for other areas of community safety.

We have not had a Safer Neighbourhood Board in the borough since 2017. These meetings bring police and communities together to decide local policing and crime priorities, solve problems collaboratively and make sure the public are involved in a wide range of community safety decisions. The boards also attract some funding. There is now a commitment from the police and council to reintroduce a board by the end of the financial year.

Access to Metropolitan Police data and intelligence is critical for Local Authorities to respond to community safety. The Pan London Data Sharing Agreement (DSA) project established 17 core areas across London where there is frequent and consistent data exchange between partners. These agreements have not yet been signed off at Westminster, this is essential to ensuring we can share data across agencies to keep Westminster safe.

Agreement is needed across the partnership as to how we are ensuring a victim centred approach to all our work, this has been an outstanding action for several years. The victims bill once introduced will outline what victims can expect from the criminal justice system. There will be a duty on criminal justice agencies to comply with the code. Whilst the police regularly monitor victim satisfaction we do not monitor victim satisfaction with all ASB case handling. The Bill requires ASB that meets a criminal threshold will be included and RESOLVE are lobbying the government to expand this to include all ASB.

Potential challenges

The London Fire Service, Metropolitan Police and Probation all received poor inspection reports. How these agencies respond to this will be key in the coming year. For Probation the biggest challenge will be the recruitment and retention of sufficient staffing. The MPS and London Fire Service reports both identified cultural challenges in the organisations, which need to be addressed to improve public confidence and trust.

There remains a significant backlog in Court Cases particularly for sexual offence cases. This is eroding victims' confidence in the Criminal Justice System.

The economic downturn poses numerous challenges. Relative funding cuts for partners who will be expected to deliver the same for less. The views of the impact of an economic downturn on crime is mixed. What is clear is the impact upon young people who leave school during recessions are significantly more likely to lead a life of crime than those entering a buoyant labour market.

Lack of long-term funding to deliver projects to reduce crime and disorder remains a constant challenge. This can make securing and retaining good staff difficult and being able to commission quality services.

The churn of senior officers at both the Metropolitan Police and the Council is high, making it difficult to retain a consistent approach to delivering the Safer Westminster Strategy.

Opportunities

Crime and disorder are impacted by many issues, such as deprivation, substance misuse and employment. Joined up working with other strategic boards, such as the Adult and Children Safeguarding boards and Health and Wellbeing Board is key to ensure we are working together to achieve common goals. The new Combating Drugs Partnership provides this opportunity to develop a holistic approach to tackling both the health and criminal impacts of substance misuse. The new Serious Youth Violence duty also provides a renewed partnership commitment towards a public health approach to serious violence.

The Council now has a dedicated Communities team who are working to improve the council's engagement with our local communities. It is important the team engage with the SWP to help deliver the strategic objective 'Improve our communication to residents, businesses and visitors about how to keep safe'.

The newly created Integrated Care Boards have a new legislative and strategic framework. This will have a particular positive impact upon tackling violence against women and girls, including collaborating on commissioning services to support victims and to address needs of victims of abuse in their Joint Forward Plans.

Greater availability of more detailed MPS data through Safe Stats will help us improve our intelligence picture of crime and disorder in Westminster. This needs to include details on the borough of residence of victims and offenders and repeat victimisation levels .

Appendix 1 – Data requested

DATA	SOURCE	LIMITS/CAVEATS
Adult Safeguarding Concerns	Mosaic – Adults Social Care	
Angelou Performance data	Angelou Partnership	
ASB police CAD	MPS drop box	
ASB data	Westminster Housing Services	
ASB enforcement	MPS	
ASB subjects	E-Cins	Limited data available about the cohort only available since July 2020
British Transport Police incidents	GLA Safe Stats	
Census Data	Office of National Statistics	
City Survey	Westminster City Council	Based upon 2,436 residents
Combined Homelessness and Information Network	CHAIN	
Crime Reporting Information System (CRIS)	MPS drop box	
Exclusion data	Children’s Services	
Fire data	GLA Safe Stats	
Integrated gangs exploitation unit cohort	IGXU	Not all fields and outcomes measures updated.
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 LSOA 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.
Noise	Westminster City Council	
Public Health England dashboards	Public Health England	Some data historic
Registered social landlords ASB and enforcement data	Peabody, Octavia,	
Starting Over performance data	Starting Over	
Supporting Families cohort	Children’s Services	
Transport for London incidents	GLA Safe Stats	
Youth Offending Service	YOS	

Appendix 2 – Cost of crime

October 2021 to Sept 2022 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	£1,635,914	£49,573	£0	£40,848,288	£10,212,072	£4,560,731	£0	£5,601,768	£6,791,524	£69,650,297
Theft from person	£765,890	£0	£6,893,013	£15,700,752	£4,595,342	£8,041,848	£0	£1,531,781	£14,934,861	£52,846,432
Violence without injury	£959,706	£87,246	£0	£24,516,122	£5,845,481	£2,355,642	£87,246	£7,066,925	£10,905,748	£51,736,870
Personal Robbery	£673,692	£496,404	£3,652,118	£12,729,227	£3,262,086	£2,694,767	£35,457	£3,581,203	£13,012,886	£40,137,840
Commercial burglary	£10,869,433	£1,303,726	£5,457,456	£773,140	£576,065	£242,554	£0	£803,459	£3,395,750	£23,436,740
Rape	£529,913	£5,463	£0	£13,324,313	£3,223,184	£606,396	£21,852	£3,474,483	£316,855	£21,502,459
Homicide	£283,288	£46	£0	£9,661,455	£1,181,730	£5,150	£25,425	£55,489	£3,716,155	£14,928,737
Domestic Burglary	£543,379	£662,244	£2,377,285	£2,020,692	£747,147	£645,263	£0	£899,972	£2,156,537	£10,069,500
Other sexual offences	£228,090	£15,206	£0	£5,626,218	£1,703,071	£593,034	£15,206	£866,742	£881,948	£9,914,308
Theft of vehicle	£709,915	£506,078	£2,909,947	£189,779	£105,433	£70,289	£0	£1,426,858	£1,314,396	£7,232,695
Commercial theft	£863,227	£41,106	£2,096,409	£0	£0	£0	£0	£164,424	£822,121	£3,987,288
Criminal damage - other	£51,684	£103,368	£852,788	£697,736	£206,737	£232,579	£0	£387,631	£904,472	£3,488,680
Theft from vehicle	£423,077	£0	£1,346,154	£538,462	£230,769	£153,846	£0	£307,692	£384,615	£3,346,154
Commercial robbery	£281,943	£32,848	£134,128	£570,729	£307,947	£82,119	£2,737	£138,234	£502,297	£2,052,983
Criminal damage - arson	£4,721	£9,441	£68,665	£42,057	£14,591	£7,725	£429	£46,349	£167,370	£361,348
TOTAL	£18,823,873	£3,312,749	£25,787,963	£127,238,970	£32,211,654	£20,291,941	£188,353	£26,353,009	£60,207,537	£314,692,331

- **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.

Appendix 3 Project progress to September 2022

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

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

Action	Owner	Progress	RAG
Commission specialist services to provide intensive support to victims of violence against women and girls offences.	VAWG Strategic Partnership	Advance and Standing Together successfully retendered for the VAWG Integrated Support (aka Angelou) and Coordination (MARAC and DV Court) Services respectively, continuing the excellent work under the previous contract term. Funding from MOPAC has been confirmed for the first three years of a potentially five year contract. Additional capacity has been secured from the GLA Safe Accommodation fund for both Advance and Standing Together, as well as other partners within the Angelou Service.	G
Clear referral pathways to local, regional and national services for victims.	VAWG Strategic Partnership/ASB	Local specialist services are currently unable to refer into the regional London Integrated Victim & Witness Service run by Victim Support due to the overall demand on this service. In particular, this creates a gap for male survivors as this was the only service able to take non-LGBTQ+ referrals and is of significant concern for the small number of high risk male survivors referred to MARAC each year. Funding was secured in April 2022 to commission a male victim support service for the next 3 years. This is yet to be commissioned.	R
Ensure a victim centred approach to all our work	Adam Taylor	Is a priority in the VAWG strategy and in the forthcoming council ASB strategy. Awaiting the action plan from the ASB strategy to identify how this will be taken forward.	A
Work with the VAWG strategic partnership to ensure that Westminster needs are reflected.	VAWG Strategic Partnership	The new Bi-Borough VAWG Strategy was launched at the end of 2021 and we are currently working on a commissioning plan to reflect the ambitions in that strategy and set out the resources to deliver them. A graduate in policy and jointly managed by the Bi-borough VAWG lead will look to take forward this piece of work.	A
Improve our evidence base and understanding of hate crime and ASB.		A task and finish group has been set up to take forward the actions from the Hate Crime Commission one meeting has been held in Oct 21 no further meetings have been scheduled. It is very difficult to get a complete picture of ASB within the borough, due to the nature of ASB, the wide variety of issues and the mechanisms of raising and recording it. Wider ASB data collection was included in Strategic Assessment and used to support the council ASB strategy.	G

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

Action	Owner	Progress	RAG
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.	Serious Youth Violence Reduction Board (SYVRB)	SYVRB governance has been revised, to strengthen the public health approach, widening partnership attendance, and to bring us in line with the Serious Violence statutory duty. Clinical Commissioning Group now a key partner on the board. Drugs strategy being produced which looks at substance misuse and drug offending by young people through a public health approach lens.	G
Commission services to provide intensive support to young victims and offenders of violent crime and exploitation	SYVRB	Grant funding from MOPAC (LCPF and VRU) and the Home Office in 22/23 is used to fund posts in the IGXU including 2.5 gangs workers, 1 ETE worker, ASB case worker, Schools and Youth Engagement worker, healthy relationships/toxic masculinity sessions in schools and Virtual Reality programmes with communities affected by SYV.	G
Undertake an annual review of the IGXU to understand its effectiveness in reducing serious youth violence	SYVRB	All staff are now producing intervention impact scores, and we can now look at the outcomes and compare them to the previous quarter. The plan is to produce a review of the IGXU in Spring/Summer 23-24.	A
Continue our school inclusion pilot using a trauma informed framework to prevent exclusions and look to expand it.	Early intervention youth partnership	Prevention of exclusions pilot supporting 24 pupils. Focus on those transitioning to secondary school (14) as well as those who have already transitioned, and some young people in year 9 and 10 who have struggled following lockdowns. Increasing number with ASD or ADHD diagnosis or awaiting assessment. Bespoke Trauma Informed Training has been offered in Westminster schools and within partner agencies. 9 training sessions in schools, termly training sessions for Early Help practitioners and partners, monthly trauma informed “champions” network meeting which enables a forum for school and other agency partners to come together to share ideas and dilemmas. “Think Trauma” accreditation framework: two secondary, one primary and one alternative provision setting have achieved Bronze status while one secondary school has this year been upgraded to “Silver”.	G

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

Action	Owner	Progress	RAG
Pilot a Public Health approach to reduce serious youth violence in Church Street.	Serious Youth Violence	Church Street violence reduction pilot aimed at year 6 pupils, their parents, and teachers in the Church Street area of Westminster. A programme of activity with youth clubs, schools and local VCS organisations working together to provide young people with positive activities, build resilience, maintain their wellbeing, and reduce future involvement in serious youth violence. Worked with 54 young people across 4 schools in Q1. Including: 1:1 and group work sessions: dealing with emotions, sleep, health, anger management, masculinity, stop and search, bullying, conflict resolution, football sports sessions and healthy eating. There has been a focus this quarter on engaging with young people who have transitioned to secondary school. There is now a drop-in session at Church Street for the young people. The worker has also been engaging with a new cohort of year 5 and 6 young people.	G

Action	Owner	Progress	RAG
Church Street Regeneration team to engage with community members and explore opportunities for dedicated resources to support young people and their parents.	SYV/Church Street regeneration.	Communities Team now leading on engagement in Church St. A Virtual Reality wellbeing programme has been developed by the SYV Community Engagement Officer working with community members affected by violence. Interactive community sessions have been held with a small cohort of 8-10 residents or 6-8 families over 12-week period.	G

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

Action	Owner	Progress	RAG
Review current strategies, policy, processes and procedures and make recommendations for improvement where needed.	Vulnerable adults' task and finish group	Fraud and scams policies across the partnership reviewed. New policy and procedures to tackle cuckooing are being developed and should have been launched in April but have been delayed. The link with national referral mechanism for human trafficking is being reviewed.	A
Review the evidence base to identify what works.	Vulnerable adults' task and finish group	Fraud and scams evidence base reviewed. There is very little evidence base around cuckooing. Looked to identify a resource to install further call blocking devices to vulnerable older residents, several meetings taken place but is not identified as a priority for the council teams.	A
Discuss emerging trends, themes and risks and consider and oversee a partnership response.	Vulnerable adults' task and finish group.	Adult Safeguarding now have a form to record cuckooing cases which has resulted in an increase in the number of cases identified. 20 cases recorded in the last 12 months. Significant increase in the number of young people becoming victims of scams.	G
Co-ordinate and disseminate agreed message around reducing vulnerability.	Vulnerable adults' task and finish group	Scams training from National Trading Standards Scams team identified and rolling out across the partnership as part of National Scams awareness week. Needs a co-ordinated approach with other community safety-based messaging. Training was to be added to the Council training portal for all staff to access but this has not been undertaken as is not deemed a council priority. An e-learning package for Cuckooing is still to be developed.	A

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

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

Action	Owner	Progress	RAG
Targeted Public Health campaign in Westminster on the impact of drug taking	Council Communications Team / Public Health	The strategy will outline the evidence base and recommendations (with case studies) and referencing Dame Carol Black and the national 10 year strategy. First drafts to be shared with key strategic boards in November. Draft priorities include: (i) Develop and deliver targeted campaigns aimed at recreational drug users. (ii) Co-design campaigns with local CYP, grass roots organisations, local businesses and police. (iii) Utilise videos, social media and podcasts. (iv) Develop consistent messaging to raise awareness of the impact of drugs on health and wellbeing, harm to communities and	A

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Action	Owner	Progress	RAG
		exploitation/criminality perspectives. (v) Advocate for “cross-border” approaches: campaigns will have greater reach and impact if across a range of boroughs, ideally pan-London.	
Encourage more people to access treatment for substance misuse	Central West Offender Board (Neil Colquhoun Substance misuse commissioner)	At Q1 22/23 Drug and Alcohol Well-being Service (DAWS) worked with: DAWS cohort 707 609 structured (care planned) treatment. 99 unstructured treatment (carers, education training and employment (ETE), harm minimisation etc) Alcohol service: 183 people in structured treatment. 121 Westminster residents accessed ETE services and 31 started paid employment. Redcliffe Garden opened in April 2022, which is the DAWS community wellbeing hub, offering an array of activity from the Women’s Service to Family and Carers, they provide training from this service for peer mentors and host a variety of events.	G
Provide additional support for offenders into employment training and education and ensure services are being accessed.	Central West Offender Board	This financial year 4 residents registered who had a criminal record. 1 job start for someone with a criminal record. These numbers are lower than previous two quarters where 8 residents with a criminal record were supported. Probation and the council Commissioned Starting Over service provide dedicated ETE support for offenders.	G
Integrated working with the Rough Sleeping Team to ensure offenders who are sleeping rough have access to appropriate services.	Rough Sleeping Team / Community Safety Commissioners	Rough Sleeping Team provide outreach and accommodation-based support, working proactively with probation. Changing Futures (CF) working group has been set up to improve outcomes for people experiencing multiple disadvantage in Westminster who are in contact with the criminal justice system, particularly when they leave prison and return to the community. Focusing on those with a heightened risk of rough sleeping, reoffending, and in some cases experience overdose and drug related deaths. CF have commissioned consultancy support to convene stakeholders to provide a diagnostic understanding of the challenges and opportunities, identifying recommendations for further development work that will improve outcomes, along with any potential ‘quick wins’. A project group has been established to deliver the project and will produce a report on its findings at the end of December.	A

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

Action	Owner	Progress	RAG
Providing additional support to the most prolific offenders to reduce their criminogenic needs to prevent re-offending or strong enforcement if they refuse support.	Central West Offender Board (CWOB)	Starting Over worked with 35 clients in Q2 of 22/23. They received 18 referrals in this period. Starting Over are now working with 2 non-IOM clients who have been referred by Council/Police/Probation who are high impact offenders (drug and theft offenders) and who have known health and social care requirements. There were 3 successful completions in Q2. ETE, relationships, finance, housing and substance misuse were the greatest needs identified. Substance misuse: cannabis, cocaine and heroin are the main substances used by the cohort. 13 of the clients	G

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Action	Owner	Progress	RAG
		have engaged with the Drugs and Alcohol Service, with 8 engaging for over 12 weeks. 2 people were supported into housing.	
Work with the IOM team to influence the prioritising of over 35 year olds and recidivist theft offenders onto the cohort.	CWOB	There were 70 offenders on the scheme. 61% were aged 35 and over, compared to 48% in the previous quarter, 61% committed acquisitive crime and 90% were drug offenders.	G
Provide intensive support and guaranteed accommodation of two weeks for a targeted group of IOM offenders.	CWOB	There have been no eligible Starting Point Plus clients worked with in Westminster this year. MHCLG funding has been secured to support ex-offenders who are ready to take on Assured Short-hold tenancy. Scheme extended until March 23. Hoping to bid for further extension until March 25. Referrals are received from Starting Over, Probation and Housing Solutions Service.	A

Develop a strategic approach to the issue of cross border offenders

Action	Owner	Progress	RAG
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.	CWOB	SafeStats is to be updated with depersonalised victim and accused data including borough of offence and borough of residence. When available it should be possible to look at all Westminster residents who offend in the MPS and where, as well as all offenders who commit crime in Westminster and where they live.	A

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

Action	Owner	Progress	RAG
Establish a working group to review current policy, processes and procedures.	Central West Offender Board	Changing Futures bid took forward this work around 18-25 year old offenders. Bid has been successful, and Westminster will receive £3.4m over 3 years. Bridging the Gap (BTG) is the planned 16-25 integrated wellbeing and employment hub in Westminster which will launch in January.	G
Look at best practice to identify how current services could be adapted to be more flexible for this group.	Central West Offender Board	This has been incorporated into the Changing Futures programme of work for 18-25 with complex needs.	G

3. Making the West End a Safer Place for residents, businesses and visitors

Develop a co-ordinated approach to have a safe nighttime economy

Action	Owner	Progress	RAG
Improving local intelligence so decisions about the sale of alcohol and the management of the nighttime economy are based on reliable data and the latest evidence.	Strategic West End Crime Reduction Group	Specific issues that arise from the police or council City Inspectors are filtered through the Westminster Responsible Authorities Group, that helps to inform submissions to applications. Improved data collation would be beneficial for this process.	A
Encourage businesses to sign up to the Westminster Licensing Charter	Strategic West End Crime Reduction Group	The licensing charter is monitored by the Council Licensing team in conjunction with policy. Only 14 premises are signed up. The group will be tracking sign up to various licensing charters. Leicester Square, Piccadilly Circus and Coventry Street are signed up to Purple Flag. This will be further promoted through the Nights Stars programme.	G
Undertake a cumulative impact assessment (CIA) to support a new licensing policy.	Council policy department (Kerry Simpkins)	CIA assessment undertaken identified increased stress within the West End and expanded beyond previous boundary but is not looking to expand the area due to reduced usage over Covid-19. Statement of licensing policy published Jan 2021. https://www.westminster.gov.uk/node/20023	complete
Look at lessons learnt from the Soho Angels Project	Council policy department (Kerry Simpkins)	Safe Streets funding obtained to expand the Night Stars programme to other areas and also to Saturday night. Looking to establish up to 25 safe havens across the borough.	G
Establish 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.	Strategic West End Crime Reduction Group	Safe Streets funding being used to train business and in promoting Ask for Angela and Welfare and Vulnerability Engagement training. Look up Look Out campaign was delivered by TfL on the Tube.	G

Improve joint working between businesses and visitors

Action	Owner	Progress	RAG
Develop a greater understanding of patterns of crime within this small geographical area.	West End Group	Analytical reports being produced for the Strategic West End Crime Reduction Group, looking at data from MPS and London Ambulance Service. Fortnightly intelligence packages are produced for the tactical group.	G
Develop joint tactical interventions to prevent crime.	West End Group	A fortnightly operational group chaired by the Chief Inspector has been developed to task police, BIDs and Local Authority and provide them with intelligence updates. Results of this are fed into the Strategic West End Crime Reduction Group.	G

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Action	Owner	Progress	RAG
Facilitate the early reporting of theft so that police can respond in a timely manner.	West End Group	Theft is strongly correlated with footfall and since July has begun to decline. Police West End Teams are proactively engaging with the public to keep their property safe. Theft is now a local policing priority.	G
Improve information sharing	West End Group	An information sharing agreement has been set up between police and businesses.	G

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

Prevent: to stop people becoming terrorists or supporting terrorism

Action	Owner	Progress	RAG
Commission a range of projects in order to support and empower Westminster’s communities.	Prevent Board	Only 2 Prevent projects commissioned this year owing to reduced funding. Fathers for Futures combined with Strengthening Families, Strengthening Communities – delivery underway with 47 participants and 16 sessions delivered so far. Preparatory work underway on Safer Streets, Better Lives	G
Support institutions where they are at risk of radicalisation.	Prevent Board	Demand for Prevent training increased to pre-pandemic levels. Increasing demand for workshops with pupils, on extremism and online radicalisation - 5 sessions delivered to 272 pupils. Bespoke delivery in one institution following Channel referral.	G
Strengthen our understanding of our diverse communities and develop relationships with local communities and charitable groups.	Prevent Board	Hosted the third Community Engagement Officer Network Event – included Prevent colleagues from 18 different LAs in the UK. Event included Travis Frain, speakers from the community and the Homeland Security Analysis and Insight. Set of training workshops with Safer West End Business Partnership being arranged. Round table workshop planned at the Community and Maternity Champions 10th Annual conference around community safety. There will be around 200 people attendance (mix of Champions, staff and partners). The workshop will talk about generally community safety in the bi-borough, addressing topics such as safeguarding, fear of crime, violence, extremism etc .Community outreach and stalls at places of worship and other community settings continues.	G

Protect: to strengthen our protection against a terrorist attack

Action	Owner	Progress	RAG
Work in partnership to consider appropriate protective security measures for locations	Protect Partnership Working Group	Details of proposed Protect Duty still awaited from Government. Day long table top exercise convened by WESG and NVEC focused on Regent St event Amendments made to Licensing Policy to reference consideration of counter-terrorism. SLD still required but awaits WCC policy support and advice being given around multiple third party schemes.	G
Support the delivery of agreed protective security schemes of locations to reduce their vulnerability to a terrorist attack.	Protect Partnership Working Group	Trafalgar Square north terrace security scheme – three phases of work complete. Final phase remains delayed by enabling utilities works. Likely to be 2023.Two security schemes being	G

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Action	Owner	Progress	RAG
		progressed. Two further schemes in development as part of Public Realm works. WCSP progressing, inner & outer cordons nearing completion.	
Increase the vigilance of staff to a terrorist attack.	MPS	<ul style="list-style-type: none"> ACT: 70 sessions (1367 attendees) SCaN: 63 sessions (764 attendees) Training and awareness a key part of the West End Protect/Prepare group.	G
Conduct assessments of locations identified as potentially vulnerable to a terrorist attack.	Protect Partnership Working Group	Single Site Assessments undertaken for 21 sites that crowded spaces or aggregated sites. Security reviews undertaken for temporary public realm schemes and events. Further security reviews will be required for future iterations of al fresco schemes.	G

Prepare: to mitigate the impact of a terrorist attack

Action	Owner	Progress	RAG
Engage with the community and voluntary sector with a view to establishing a framework for supporting each other in response to a major incident.	Borough Resilience Forum	Work planned to refresh and revitalise the Council website. Other activity to follow Emergency Planning Review. Westminster Connects, developed in response to the pandemic, provides a future model for co-ordinating convergent volunteering.	G
Work with businesses to be prepared.	West End Security Group	Business readiness toolkit aimed at supporting small and medium-sized enterprises being rolled out. Day long table top exercise convened by WESG and NVEC focused on Regent St event – consider counter-terrorism aspects of planning in to incident response. Attended by about 40 business representatives. Core delivery of ACT and SCAN products continues through the MPS.	G
Support the safe delivery of large scale events.	WCC	Most large scale public events have returned post pandemic. Focus on reviewing, testing and exercising event plans. Directly involved in delivery of Operation London Bridge. Table top exercises are being planned or taken place for events coming up, including Winter Wonderland and New Year Eve.	G

5. Improve our communication to residents, businesses and visitors about how to keep safe

Action	Owner	Progress	RAG
Agree upon a forum to communicate community safety advice and messages from across the Partnership to residents, businesses and visitors to Westminster.	Wayne Chance-Mckay	Need to consider what is the best mechanism to communicate messages, such as Next Door app and develop a 'day of action' planner for the year. A council Comms forward plan has been developed and there is a detailed plan for comms around SYV.	A

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Action	Owner	Progress	RAG
<i>Develop a joint Community Engagement Strategy focusing on serious youth violence and Prevent</i>	<i>Kaban Mohammedi Muskaan Khurana</i>	<i>A 2020/22 Strategy has been produced and was presented to the Serious Youth Violence Task Group in October. It provides a framework of methods and approaches to effectively engage with the communities to remain informed about community safety. SYV Community Engagement Officer post currently vacant and recruitment taking place currently.</i>	<i>complete</i>
Re-establish the Safer Neighbourhood Board	Adam Taylor	Review SNB requirements after the Mayoral Elections to determine what is required of us. Consider proposals alongside the need to develop improved community engagement mechanisms across the board as part of the communications and community engagement plans. No further progression. Now a council priority and the leader is keen to see a meeting take place in the new year.	R

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