A Safer City for All Londoners

Draft Police and Crime Plan for London 2017-2021 – Consultation Document

MOPAC | MAYOR OF LONDON
OFFICE FOR POLICING AND CRIME

About this document

What is the Police and Crime Plan for London?

- The Mayor of London, as occupant of the Mayor's Office for Policing and Crime (MOPAC) is required by law to produce a plan that explains how the police, community safety partners and other criminal justice agencies will work together to reduce crime.
- The Police and Crime Plan reflects the Mayor's manifesto and priorities for making London a safer city for all Londoners.
- The Mayor's Office for Policing and Crime (MOPAC) is the strategic oversight body tasked with devising the Police and Crime Plan and ensuring that it is delivered over four years.

What is the purpose of this draft document?

- A version of the Police & Crime Plan in draft form is produced for consultation so that the public and other agencies can input and feedback their views.
- This document is the draft Police and Crime Plan for public consultation and the content is subject to revision following feedback. Consultation questions and how to respond are set out below.
- A final version of the Police and Crime Plan for London will be published by the end of March 2017.

Consultation

This police and crime plan has been drafted following intensive engagement with key stakeholder organisations conducted by the Mayor, Deputy Mayor for Policing and Crime and MOPAC from June-November 2016. Additionally, the views of nearly 8,000 Londoners were collected and analysed via a survey based on Talk London.

Further to this pre-consultation, this draft police and crime plan was created. We are now seeking views from organisations and individuals on the proposals made in this document to help inform the full Police and Crime Plan for London, which will be published by the end of March 2017.

Consultation on this draft runs for 12 weeks - from 1st December 2016 to 23rd February 2017.

Giving your views

If you want to provide feedback, you can complete a questionnaire here:

https://londonvoice.org.uk/policeandcrimeplan

Or, you can write to the Mayor:

c/o Police and Crime Plan Consultation
The Mayor's Office for Policing And Crime,
City Hall, The Queen's Walk,
London SE1 2AA

consultation@mopac.london.gov.uk

Consultation Questions

Throughout this document, the Mayor has made clear his priorities for ensuring the capital is safe for all Londoners. We welcome responses to any element of the draft document via the means stated above.

To guide feedback, you may wish to respond to the following questions:

1. **To what extent do you agree that the plan will make London a safer city for all?**

2. **Do you think the priorities stated by the Mayor are the right ones? Thinking about the priorities - please provide any comments you have about the plan itself including anything you would add or change.**

3. **Are the delivery plans and commitments clear and easy to understand? Please provide any comments you have about the delivery plans and commitments. Is there anything you would like to contribute regarding the approach MOPAC intend to take?**

4. **Do you agree with the approach laid out in terms of how success of the plan will be measured? Please provide any comment you have about performance measurement of the police or criminal justice service.**

5. **What do you think the Police and Crime Plan will achieve?**

6. **What would you like to see more emphasis on?**

7. **Is there anything else you think the Mayor should take into account when creating his plan?**

Please respond no later than 23rd February 2017.

Foreword from the Mayor of London

As Mayor, the safety and security of Londoners is my number one priority. I want you, your family and your community to not only be safe, but to feel safe as you move around our fantastic city.

London is already one of the safest cities on earth. This is in large part due to the great job being done by our world class police service. But at a time when the Government is starving our public services of the resources and funding they need, I'm far from complacent. I know challenges lie ahead.

It was a huge privilege to be elected to represent the city of my birth and I'm standing up for London to ensure that our police service gets what it needs from central government. I will fight our city's corner at all times so that our police and criminal justice services are properly supported and I will be a voice for London, speaking up about the need to reduce reoffending and deliver strong sentencing for criminals.

I have already started to deliver on my manifesto by restoring real neighbourhood policing by introducing an extra dedicated officer to every community in London by the end of 2017. This is intended to make the police more visible in your area and better prepared to tackle crime, antisocial behaviour and terrorism. In line with my other manifesto commitments, I am striving to make London's police force more representative of the communities it serves, in order to improve public trust and confidence.

In my Police and Crime Plan for London, I will set out how I plan to deliver on all my commitments, and how I intend to work with the Metropolitan Police Service to make London a safer city for everyone. Because while for the majority of residents and visitors London is a safe city, for some, safety remains a genuine concern.

Since taking office, I've made it clear that violence against women and girls needs to be tackled as a matter of urgency. I've also been vocal in condemning the alarming rise in hate crimes, which we have seen in the wake of the EU Referendum.

My ambition for policing and crime is to make London a safer city for all Londoners, no matter who you are or where you live. And as Mayor, I'm already taking bold action to make that happen, from putting victims at the heart of everything we do and cracking down on knife crime to tackling gender-based violence, making our justice service work for Londoners and challenging the root causes of extremism, hatred and radicalisation.

This draft document sets out my administration's initial thinking on these challenges. As part of this consultation, I am seeking views from people and organisations across the city about the proposals in the document, as we refine and develop them into the final Police and Crime Plan, which is due to be published by the end of March 2017.

Please take the time to look through this draft and let me know what you think. Together, we can make London a safer city for all.

Sadiq Khan
Mayor of London

Foreword from the Deputy Mayor for Policing and Crime

We are preparing London's next Police and Crime Plan at a time of serious challenges for the Metropolitan Police Service and the partner agencies who, together, keep our city safe. London's population is growing and changing; criminal threats are evolving and becoming more complex. We must respond to these changing times, and we must do so with budgets dramatically reduced by years of government funding cuts.

Our overriding ambition for our Plan is to make this a safer city for all Londoners. This means restoring real neighbourhood policing to every part of London to tackle crime and antisocial behaviour and providing extra protection and support to the most vulnerable people and places, whether that be at home, at work, on the street or online.

Rather than setting arbitrary crime reduction targets for London as a whole, we propose to work with local authorities and the Metropolitan Police Service to set priorities that are relevant to local communities whilst ensuring that the highest harm crimes are prevented and the most vulnerable people are protected. We will introduce an additional dedicated police officer in every ward in the city and trial new ways of managing the core local policing functions of neighbourhoods, investigation, response and protecting vulnerable people to increase the number of officers we can dedicate to the front line.

At the same time, we will use the analytical expertise of MOPAC to monitor all crime and antisocial behaviour in London on a continuous basis, enabling us to work with the MPS to identify and tackle new and emerging issues. And we will maintain a relentless focus on reducing inequality and safeguarding the most vulnerable people in society.

We have very serious concerns about the level of gun and knife crime and other serious violence involving young people. Our children are exposed to the risk of sexual and criminal exploitation both out on the streets and online. Hate crime remains a terrible blight on this diverse and tolerant city and the prevalence of domestic and sexual violence against women and girls is truly shocking.

In order to tackle these complex and sensitive challenges, we will publish and implement a new knife crime strategy, overhaul the police's approach to safeguarding children, and promote a citywide culture of zero tolerance for both hate crime and violence against women and girls.

London is truly fortunate to be served by the officers, staff and volunteers of the Metropolitan Police Service – men and women who go above and beyond every day – confronting danger and tackling some of the most difficult and traumatic situations imaginable to keep us all safe. We will never take their dedication for granted and we will back them with investment in the tools they need to do the job and through measures to make the MPS a better, fairer place to work. Bringing their experience, skills and knowledge to bear are vital if we are to achieve our objectives. In my time so far as Deputy Mayor for Policing and Crime, I have made a point to get out and hear from as many of the individuals and teams that comprise the MPS as I can and I will continue to do so throughout my term of office.

But the MPS cannot address all of these challenges alone. Success will only be possible with the active participation of all our partners – the criminal justice agencies, TfL, local

authorities, the voluntary and community sector – and all sections of the community, and this is why this consultation period is so important for us – giving you the chance to feed into the development of the final Police and Crime Plan.

At the heart of our approach is a stronger relationship between victims of crime and the criminal justice service in London. We want to ensure that victims receive all the help and support to which they are entitled under the Code of Practice for Victims of Crime and will seek to transform the existing patchwork of provision into a single accessible, responsive, quality service offer. We will appoint a Victims Commissioner to champion better services for victims of crime and introduce a programme of victim-led restorative justice.

In drafting this plan, MOPAC has surveyed nearly 8,000 Londoners for their views, and I have engaged widely with statutory and voluntary organisations working in policing, crime and community safety. I have spoken with victims' representatives and community representatives. I have also looked carefully at all the data, evidence and insight available on crime and vulnerability in London.

Now I want to hear from you. Please take the time to read through these draft proposals and let me know what you think. All contributions we receive will be considered before finalising the plan in early 2017.

Sophie Linden
Deputy Mayor for Policing and Crime

The city we serve

London now accounts for 19% of recorded crime in England & Wales. In the latest published figures (12 months to end June 2016) the Metropolitan Police Service (MPS) recorded 118,000 more offences than the next three biggest English forces combined. And as our city continues to grow and change, so too does the demand on the MPS.

This chapter outlines the context in which the MPS operates, and the future challenges now emerging.

Crime is changing
Whilst 'acquisitive crimes', such as burglary and car theft, have fallen, patterns of crime are changing. In recent years, there has been an increase in some types of recorded violence within London, including knife crime, domestic abuse, rape and sexual offences.

Their rise has significant implications for the MPS and their partners. These crimes require more resources and specialist skills to investigate, along with partnership work with other agencies such as the Health Service and local councils.

The threat of terrorism remains at 'severe', with recent atrocities in cities around the Western world underlining the continued determination of extremists to attack our societies in any way possible. This is reflected in Londoners' priorities: MOPAC analysis[1] tells us that at a London wide level terrorism is currently the number one thing Londoners want the MPS to be dealing with and concerns are increasing.

The Metropolitan Police Service (MPS) records around 118,000 more offences per year than the three next biggest forces combined.

Many more people are gaining the courage and confidence to come forward and report that they have been subject to sexual offences, whether recently or many years ago.

Human trafficking and modern slavery is an emerging problem, aided by cheaper and easier international travel. During July – September 2016, there were 839 referrals to the National Referral Mechanism (NRM) for Human Trafficking, 240 of which were minors. These referrals were from 66 different countries of origin. A breakdown of minor referrals by exploitation type and gender indicated that labour exploitation was the most common exploitation type for young people referred, closely followed by sexual exploitation and then domestic servitude.

Changing technology is also creating the opportunity for new types of crimes, whilst facilitating an increase in old ones. For example, 65% of all fraud and 85% of all identity fraud now occurs online. Reports made to the police or Action Fraud (the reporting function of the National Fraud Intelligence Bureau (NFIB), who now hold national responsibility for taking fraud reports) almost doubled from 119,426 in 2011/12 to 230,406 in 2014/15. Police data shows that nearly one in five fraud crimes referred from Action Fraud was attributed to the MPS.

Offending is changing
The overall number of offenders in London has fallen, but the number of reoffenders within London has increased. A study of 4,000 of London's most prolific offenders found that such individuals were responsible for an average of 57 arrests each and 36 convictions over the course of their lives. Career criminals such as these cost London taxpayers the equivalent of £2.2 billion a year in criminal justice costs alone.

Such offenders typically lead chaotic lives and have complex needs. Evidence shows that they are more likely to have been exposed to crime and violence themselves, often from a young age; have education and employment problems; and have learning difficulties or lack basic literacy and numeracy skills.

The impact of crime is changing
Vulnerability is becoming increasingly concentrated within certain places and amongst certain individuals. According to MOPAC's Vulnerable Localities Profile, the top 10 per cent

[1] Public Attitude Survey (PAS)

of wards (63) are disproportionately impacted compared to other parts of London. To illustrate – on average, over 3 times more victims of burglary, robbery, sexual offences live in these top 10 per cent compared to the least vulnerable.

The maps overleaf illustrate this issue. In these communities, deprivation, crime and vulnerability interact and limit the life chances of the individuals living there, creating an intergenerational cycle of criminality and harm. Moreover, as criminality becomes embedded, the bonds that tie communities together become increasingly frayed, which in turn undermines trust and drives up level of disorder.

"over 3 times more victims of offences such as burglary, robbery and sexual offences live in the top 10 per cent most vulnerable wards, compared to the least vulnerable."

Repeat victimisation is a key element of the crime landscape in London. Approximately one in ten crimes is committed against people who have been victims of crime in the previous year. Other crimes, such as domestic abuse, have higher levels of repeat victimisation – with four in five offences committed against repeat victims of domestic abuse.

Within London more than one million residents live with mental health needs – a higher prevalence than in other parts of the country. The demands on the MPS with regards to mental health are increasing: between April 2013 and March 2015 London as a whole has seen increases in the number of criminal incidents involving mental health aspects (64 per cent increase) and the number of vulnerability reports recorded (31 per cent increase).

London's population is changing

London's population – currently measured at 8.8m - is growing rapidly, projected to increase by a fifth within 30 years and to hit near the 10m population mark within a decade.[2] The age distribution of the population is also changing: as a result of the recent and post-war baby booms, by early into the next decade a third (30%) of Londoners will be between 11-24 or over 60. These age groups historically present the largest challenge to policing from an offending and vulnerability perspective.

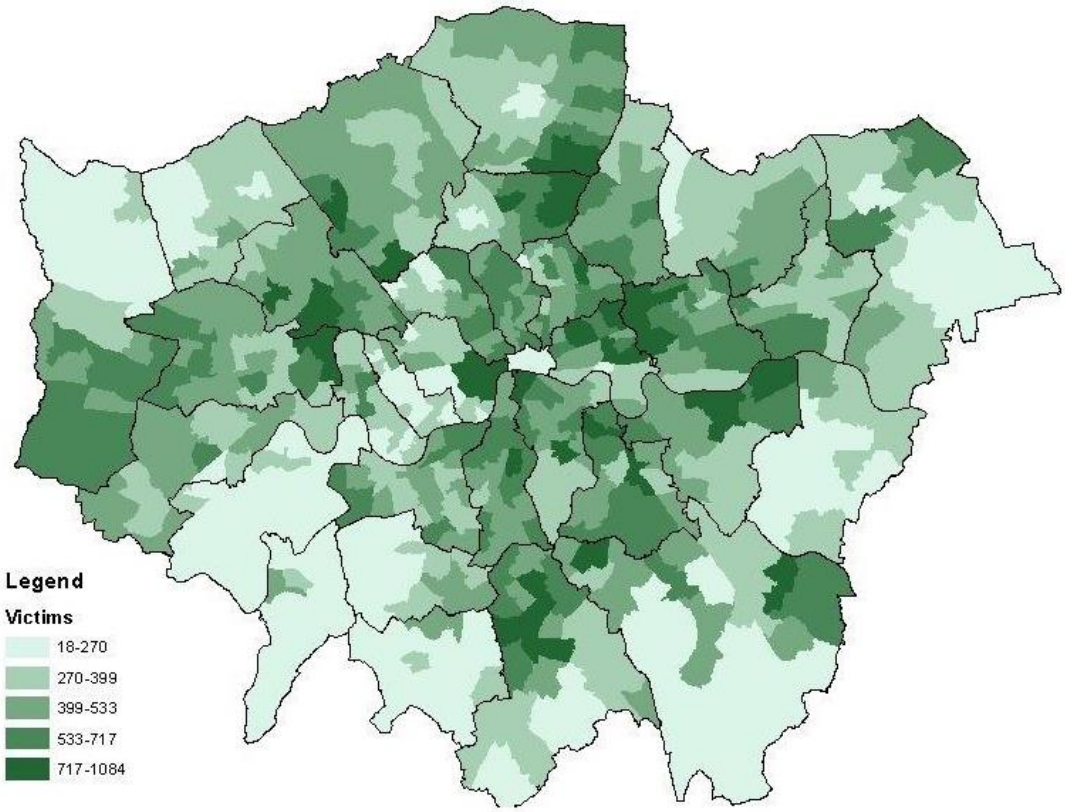
Analysis shows that there is a strong correlation between population density and deprivation. Currently around 15 per cent of London's small areas are both some of the most deprived and most densely populated, with around half of these also showing some of the largest projected population changes over the next 15 years. This is significant because we know that the combination of density and deprivation are key factors in increasing people's vulnerability to victimisation and offending.

London's economy is changing

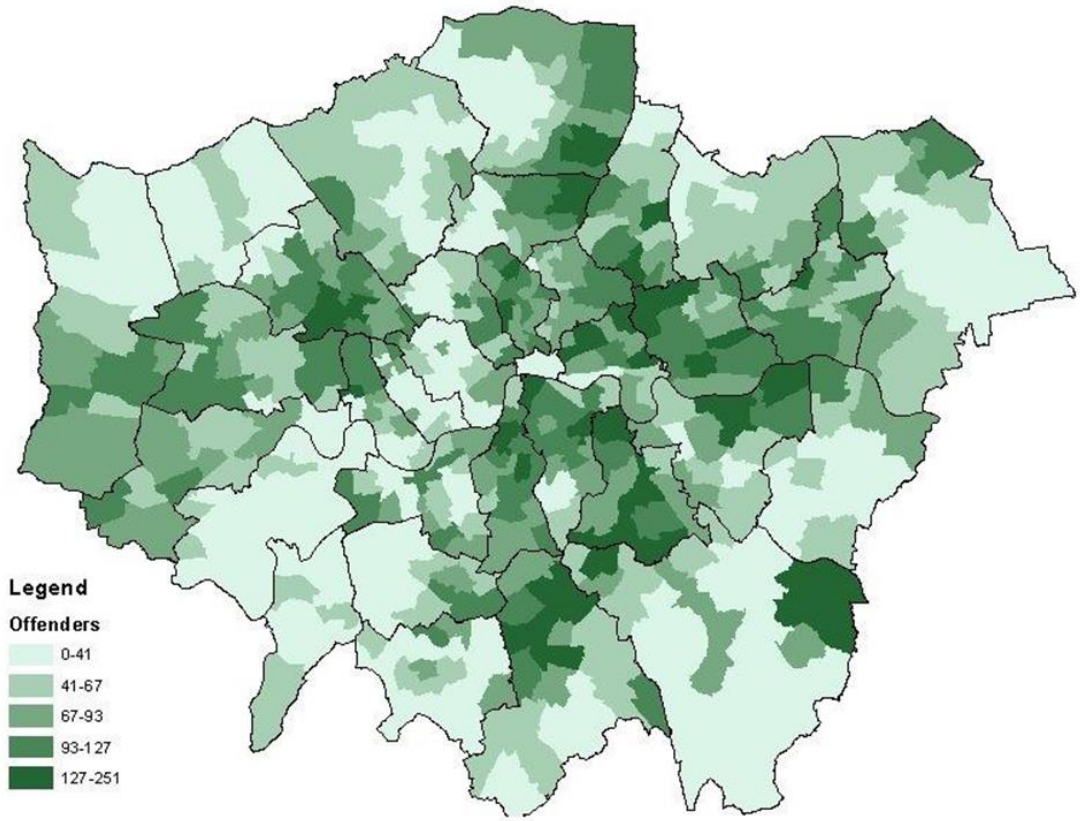
The gap between the richest and poorest in London is growing. The proportion of households classified as either poor or wealthy has grown across the country in recent decades, leaving a shrinking middle. But it is in London that the trend is by far the most pronounced.[3] London is the richest part of the country (if it were a nation it would rank 9th of all European economies), but also has the highest levels of poverty: 27 per cent of its residents live in poverty, compared to an average rate of 20 per cent in the rest of England.

[2] ONS
[3] http://www.londonmapper.org.uk/analysis/poverty-and-wealth-1980-2010/

Wards of residence – victims of Burglary, Robbery, Violence Against the Person and Sexual Offences



Wards of residence – people accused of Burglary, Robbery, Violence Against the Person and Sexual Offences



Expectations of policing and justice are changing
The success of policing in London is dependent on the support of the public. Individuals who have trust and confidence in the police are more likely to cooperate with the police and comply with the law.

9 out of 10 Londoners agree that the MPS is an organisation they can trust, but there are significant demographic and socio-economic differences in the way some Londoners perceive the MPS. For example, those living in more deprived areas and black/ mixed respondents to MOPAC's Public Attitudes Survey report more negative views than the rest of the population. Young BAME Londoners hold less favourable opinions towards the police compared to the rest of the population. 61 per cent of 16-24 year olds from a BAME background have confidence that the police do a 'good job' compared to 70 per cent for white 16-24 year olds. A similar pattern is observed in relation to victim satisfaction, with a sizeable and enduring gap in levels of satisfaction with police service between white and BAME victims.

A factor in this is likely to be the overrepresentation of BAME and young males within stop and search. If you are BAME in London you are 2.5 times more likely to be stopped than white individuals, rising to ten times more likely for vehicle stops. Evidence suggests that the quality of the interaction matters as much if not more than the volume of stops: if people perceive they are less likely to receive a full explanation and less likely to report being treated with respect, than they are less likely to be satisfied.

Demands on the justice service are changing
The criminal justice service has had to deal with significant cuts to funding at a time when caseloads are becoming more challenging and citizen expectations have risen (as a result of improving digital technology). London's victims are not served well by a justice service where:

- An average case takes nearly 173 days, from the date of offence to the conclusion of court proceedings[4];
- Approximately half of trials are classed as effective; (Ministry of Justice 2015/16 data);
- 1 in 4 cracked or ineffective trials are due to the prosecution ending the case; 2 in 5 of those cases are attributed to the victim or witness not attending or withdrawing (Ministry of Justice 2015/16 data);
- There was a backlog of over 7,000 cases waiting to be heard in London Crown Courts at the end of October 2016;
- Conviction rates in London are 6 per cent lower for hate crime (Crown Prosecution Service Hate Crime report 2015/16); 10 per cent lower for domestic abuse; 4 per cent lower for rape and 5 percent lower for sexual offences than the rest of England and Wales. (Crown Prosecution Service Violence Against Women and Girls report 2016).

Cracked Trial - on the trial date, the defendant offers a guilty plea or the prosecution offers no evidence. A cracked trial requires no further trial time, but as a consequence the time allocated has been wasted, and witnesses have been unnecessarily inconvenienced, impacting confidence in the service.
Ineffective Trial - on the trial date, the trial does not go ahead due to action or inaction by one or more of the prosecution, the defence or the court and a further listing for trial is required.

[4] https://www.london.gov.uk/what-we-do/mayors-office-policing-and-crime-mopac/data-and-research/criminal-justice/criminal

Pressure on the MPS budget

The Police and Crime Plan will be delivered at a time of severe and ongoing pressure on the MPS budget and on the wider public sector in London.

Police funding in London is made up of four component parts:

1. The Police Grant: This is the money that central government provides for the bulk of policing activity. This is currently worth around £1.9bn.
2. The Precept – a percentage of the Council Tax paid by Londoners that goes to policing.
3. The National and International Capital Cities Grant: This is money provided annually by government designed to fund the special activity that the MPS undertake because of London's unique role as the capital city of the UK, and a major global city.
4. Counter-terrorism funding: This funding is provided for national and London-based counter-terrorism funding.

Between 2010 and 2015 the Police Grant was cut by 20% by the Government. This meant that the MPS needed to make £600 million of savings over the period, which was achieved by cutting 4,500 PCSOs and back-office staff, selling over 120 buildings and making cuts to other areas of policing. Despite the current Government claiming that future police funding has been protected, in reality the MPS still faces real-terms reductions in its budget and will need to make hundreds of millions of pounds in further savings over the next four years as a result.

These cuts are compounded by the fact that government has never fully funded the National and International Capital Cities Grant. Currently the MPS get £174 million for these functions, despite an independent review by the Home Office agreeing with MOPAC and the MPS that their real cost is £280m. This means that Londoners have to fill that gap. A fair funding deal for London would recognise the unique challenges of policing the capital, and provide adequate funding to meet them. It would also take into account the pressures facing the MPS in the future.

The Mayor, MOPAC and the MPS will work together to make the case for fair funding for the capital's police service so that it can keep Londoners safe. Borough Councils, key partners in community safety and protecting vulnerable people, are also under heavy pressure. With budget cuts still ongoing, London Councils estimate that council funding will have fallen by 63% by 2020, with the size of the funding gap in London local government by 2020 estimated to be in the region of £2 billion[5]. This has potentially serious implications for services that are extremely important to our ability to prevent crime and keep Londoners safe, such as social care and youth work.

[5] http://www.londoncouncils.gov.uk/node/30591

A better police service for London

We are scrapping the previous Mayor's 'MOPAC 7' crime targets, a 'one size fits all' approach which dictated to local police teams what they had to focus on, even if the priorities of the communities they policed were different.

Instead, we set out new proposals to give local areas greater control of local police priorities, ensuring that police and councils are focused on the issues of greatest concern in their areas and that serious, high-harm, high vulnerability crimes that are a priority for the whole city are not overlooked.

We also set out our proposals for change in the Metropolitan Police Service. Our aim is to create the conditions in which:

- **Officers can focus on doing what they joined the police service to do – to prevent crime, protect people and bring criminals to justice.**
- **Communities and police can build stronger relationships, making it easier for residents to see, get to know and trust their local ward officers**
- **The MPS and partner agencies can identify and respond more effectively to the most harmful crimes – such as domestic abuse and child sexual exploitation - in their communities.**

We will support our officers and staff in the work that they do, and provide better technology and ways of working to ensure that they are safer and more confident in their work, more effective at preventing crime and antisocial behaviour, and more efficient at catching criminals.

Our proposed commitments

We propose to:

- **Bring the police closer to communities, providing a minimum of two dedicated Police Constables (PCs) and one Police Community Support Officer (PCSO) for every ward in London.**

- **End the inflexible 'MOPAC 7' targets set in the previous Mayor's Police and Crime Plan and agree annual crime and policing priorities at a local level, on volume crime, vulnerability and harm.**

- **Drive change in the MPS to improve its ability to protect vulnerable children and adults, in collaboration with statutory and voluntary sector partners.**

- **Invest in new technology and ways of working to keep police officers out on the front line and help them do their jobs more effectively.**

- **Encourage more female and BAME Londoners to join the MPS and build lasting, successful careers for all MPS officers and staff.**

- **Support the work of the Night Czar[6] to deliver a safe and enjoyable night time economy.**

- **Work together with the MPS, TfL, British Transport Police (BTP), City of London Police and other enforcement partners to keep our transport network and roads safe.**

- **Work with businesses to help protect them from crime, making our city a safer place to work and do business.**

[6] https://www.london.gov.uk/press-releases/mayoral/mayor-reveals-uks-first-ever-night-czar

Tackling the crime and antisocial behaviour priorities of our communities

Restoring real neighbourhood policing is central to the Mayor's policing and crime manifesto, and this draft Plan sets out what we will do to improve the MPS' ability to prevent and detect crime and antisocial behaviour, protect vulnerable people and increase the trust and confidence of all Londoners in their police, despite the budget challenges we face.

In recent years, dedicated local PCs and PCSOs have been taken away from their wards. The MOPAC Public Attitude Survey shows that, since 2012, the number of people who have heard about their local policing team in London has nearly halved.

Our ambition is to put community policing back at the heart of the MPS' work, prioritising the resources and creating the conditions for officers and PCSOs to dedicate themselves fully to solving the safety problems that most concern the residents and businesses in their local area. This means dealing with crime, and it means dealing with antisocial behaviour – an issue of concern that damages quality of life for many Londoners, yet one which was largely overlooked in the previous Mayor's Police and Crime Plan.

71% of survey respondents think it is important that they are able to influence decisions about the way neighbourhood policing is delivered.

The motivation and passion to serve of our officers, staff and volunteers is precious – and fundamental to the delivery of a quality service to the public. They have faced tough times over recent years but have continued to go above and beyond every day to protect our city. We will not take their commitment for granted. We will be looking carefully at how we protect, recruit, train, support and develop our staff – supporting the MPS to be a better place to work and a more attractive career option for Londoners from all backgrounds.

At the core of the previous Police and Crime Plan's ambition for neighbourhood policing was a contradiction – rigid, city-wide targets for reducing local crime. While this may have helped to reduce certain crimes across the city and provided a simple way for the Mayor to scrutinise police performance, it also created an unhelpful tension - with Neighbourhood Teams under pressure to focus on 'MOPAC 7[7]' crimes, even if the crimes of highest concern to the community they policed were different. Furthermore, this measure focused attention on resources only at what is known as 'volume crime' – offences such as burglary and robbery – excluding other serious crimes that harm communities, such as domestic abuse and child sexual exploitation. The consequences of this are serious - in the recent HMIC report on the MPS response to Child Protection, Inspectors concluded that "the undue focus on the MOPAC 7 crime types has led to a lack of priority being given to child protection matters". This is a completely unacceptable situation, and one which we will rectify in our Police and Crime Plan by scrapping the MOPAC 7 targets.

We are clear that local police priorities are best set locally and based on evidence and data. Equally, we are clear that high harm crimes and organised crime must always be taken into consideration when setting local priorities.

We will work with councils and the MPS in each Borough to achieve this. Our proposed method for prioritising and scrutinising local policing is for each Borough to agree a number of annual priorities on the following basis:

[7] Burglary, criminal damage. robbery, violence with injury, theft from a motor vehicle, theft of a motor vehicle, theft from a person.

- ‘Volume crimes’ such as antisocial behaviour, violence with injury and burglary have serious impacts on individuals and communities wherever they take place, but the issues of greatest concern in one Borough may be very different to those of another. Therefore, antisocial behaviour and volume crime priorities will be selected by each Borough on the basis of their local assessments, crime statistics and local residents’ views to result in a manageable level of priorities.
- High harm crimes and protecting vulnerable people – child sexual exploitation, violence against women and girls, knife crime and gun crime will be included in local priorities in every Borough to ensure that the police and local partners are focused properly on these most serious and harmful offences against vulnerable people.

Supporting these priorities will be joint delivery plans to ensure action is taken to tackle repeat offending and victimisation.

MOPAC will provide support to this process, making data on crime and antisocial behaviour in every Borough publicly available, and holding the Commissioner to account for the MPS’ engagement and performance in tackling local crime priorities. In addition, we will use data from our quarterly surveys to monitor Londoners’ levels of confidence and satisfaction in the job the police are doing.

We recognise that local businesses have specific needs and an important contribution to make to the safety, prosperity and wellbeing of communities. We will work with London businesses to build stronger relationships between them and the police and encourage the work of Business Crime Reduction Partnerships to help make London an even safer place to do business.

Strengthening the bonds of trust between communities and police

The British model of policing by consent is rightly admired around the world. At its heart is a bond of trust and confidence between the public and the police. It is a bond built on relationships between officers and the people in the communities they serve, and confidence that the police will do an effective job in preventing crime and catching criminals.

Levels of confidence in the police vary widely – three quarters of white Londoners feel they will be treated fairly by police, compared with two thirds of black Londoners. Only 56% of Hillingdon residents are confident, compared to 82% in Hammersmith and Fulham. Our ambition is to close these gaps, improving confidence amongst those individuals, groups and communities where it is lowest.

To support the renewed focus on strengthening relationships between public and police, and on local policing tackling local priorities, we will ensure that there are at least two dedicated PCs and one PCSO in every ward by December 2017, supported by additional officers for the most vulnerable wards by 2020. We want these officers to be focused on building relations in their communities and on solving local problems, working together with communities and partner agencies such as Borough Councils to enforce the law and prevent crime. The MPS will publish data on the allocation of these officers in an accessible way, allowing communities and local leaders to know where and when these officers are in place. We will also make it easier for residents to get in touch with their local teams, providing new, digital channels for Londoners to contact their local police.

Disparities in the level of confidence in the police are evident at an early age - amongst young BAME Londoners, confidence is 11% lower than that of young white Londoners. We will increase the number of officers dedicated to working within and with London schools, helping us better protect children and young people and foster stronger relationships between all young people and the police.

In addition, only 54% of black people feel stop and search is used fairly, compared to 78% of white people. The use of stop search by the MPS has been reduced by two thirds in the last four years (155,000 searches in 2015/16 compared to 472,000 in 2011/12, a 67% fall) and the MPS are committed to making further improvements to the quality of the interactions during stops. We will support the introduction of new training which includes an input on unconscious bias. In addition, we will continue to support the Stop and Search Community Monitoring Network to provide local oversight of the use of these powers.

We recognise and value the contribution of community members to local policing and to helping ensure that Londoners can have confidence that the MPS is responding to community needs and doing its job fairly and ethically. MOPAC will continue to maintain its Independent Custody Visiting scheme, the Stop and Search Community Monitoring network and Safer Neighbourhood Boards – through which volunteers give a combined total 25,000 hours of their time every year to help keep Londoners safe and confident, and we will be seeking to enhance our engagement with these groups.

MOPAC Volunteers

As part of its work, MOPAC supports a range of voluntary schemes to assist in the scrutiny of the MPS and engaging communities:

Independent Custody Visitors
Volunteers who visit police custody centres unannounced to check on the welfare of detainees. If they find matters of concern, they can refer these back to MOPAC and the MPS for solution.

Stop and Search Community Monitoring Network
Community groups who review MPS use of stop and search in their areas to ensure it is being used fairly and proportionately.

Safer Neighbourhood Boards
These are established in every Borough and provide a forum for communities to meet with their local police and discuss what's happening in the area. MOPAC provides small grants to the Boards to fund locally-led crime reduction projects.

Ensuring the MPS is equipped to meet changing demands

The MPS has to respond to the demands of policing a growing and evolving global city with a budget that continues to reduce due to Government funding cuts. Difficult choices have to be made to ensure that we use the reduced budget at our disposal to the best possible effect for Londoners.

As well as maintaining the pressure on crime and antisocial behaviour, the MPS is also managing an increasing workload relating to the protection of London's most vulnerable people. For example, the MPS dealt with 25,795 missing children over the past 12 months. Most are found quickly, but in high-risk cases significant resources are dedicated to look for signs of exploitation and finding the child.

We propose to maintain the strategic target of 32,000 officers. This will be increasingly challenging in the years ahead. We will work with the MPS to transform the way it works to ensure that, with these officers, it can deliver a good universal service to everyone, make the necessary improvements to specialist services to protect London's most vulnerable people, and maintain its capability to protect the city from the threats of terrorism, organised crime, cyber crime and major civil emergencies.

As well as tackling volume crimes such as burglary and robbery, there is increasing demand for the skills and resources to respond to and investigate crimes that require a specialist service, such as domestic abuse, and urgent improvement required in the handling of cases of child sexual exploitation, an issue we address later in this document.

We will trial a new approach to the organisation and management of local policing to better respond to these needs. From January 2017, we will work with the MPS and London

Councils to trial a model of fewer, larger Command units covering more than one Borough. These should reduce what we spend on management and maximise the amount we can spend on front line policing such as neighbourhood teams and 999 response, as well as other important specialist capabilities that contribute to the safety of communities, such as covert policing, Territorial Support Units, surveillance and confidential intelligence. The larger Command units will also bring together specialist officers into larger, more locally based teams, strengthening their capacity to investigate serious crimes and support victims. There will be two pathfinder projects – one in three outer London Boroughs (Barking and Dagenham, Havering and Redbridge) and one covering two inner London Boroughs (Camden and Islington), to determine whether the approach works and whether it would be suitable to roll out more widely across the city.

In a survey, 92% of Londoners agreed that body worn video cameras will help to make the MPS more accountable.

We will also transform the way the police use technology to provide a 21st century policing service for the city. We will equip frontline officers with mobile data tablets to enable them to work on the move, without having to return to the station to access or input information. We will complete the roll out of 22,000 body worn video cameras to frontline officers to improve the quality of evidence gathered and provide reassurance to the public. We will invest in new core IT systems for the MPS, providing better information to help the MPS to respond to crime more effectively and reducing the need for officers and staff to input information into multiple, ageing systems – wasted time that could be better spent on operational policing. We will also invest in better systems to improve the MPS' ability to investigate crime, through MiPS (Met Integrated Policing System), which will bring together information from Custody, Investigation, Intelligence and Prosecution, replacing multiple current legacy systems. This will allow access and input of information through one interface and provide remote access for officers and staff, improving the quality of investigations and providing smart ways of working, irrespective of location or device.

Leadership at a time of change

The current Commissioner of the Metropolitan Police Service, Sir Bernard Hogan-Howe, is due to retire in February 2017 and the selection process for his successor is now underway. We will be working closely with the Home Secretary throughout this process to select the right candidate for London. During this time of change, we will work with the Commissioner, the Deputy Commissioner and the MPS Senior Management team to ensure that there is stability and continuity within the MPS and that the focus remains on delivering the Police and Crime Plan on behalf of Londoners.

Supporting a positive culture within the MPS

We want to support the MPS in becoming a better place to work and to encourage Londoners of all backgrounds to consider policing as a career path.

While progress has been made in making the MPS more representative of London's diverse population, progress is slow. Over 40% of applicants to join the MPS as police constables now come from BAME communities and 32% from women. Just under 30% of recruits who successfully complete the process are BAME. The Met has increased the number of BAME officers by 15.7% over the last 2 years alone. However, the MPS has just 26% female officers and 12.9% BAME officers in the ranks. We will explore all options for accelerating the progress towards a more diverse workforce. Supporting this work, we will design, test and introduce, with the support of the College of Policing, a new police recruit assessment process, to select officers with unique skills for policing London. This new system will put

ethics and values at the centre of the selection process and should help make our police more inclusive of all Londoners. We will continue to give our support to voluntary routes into policing, encouraging more Londoners to consider signing up as Special Constables, and building on the success of the MPS Volunteer Police Cadets scheme, which gives young Londoners a chance to learn about safety, build confidence and skills, and assist the MPS in its work.

For those already working in policing, we will work to support a culture of fairness and transparency within the organisation. We will hold the Commissioner to account for the development of an inclusion and equality strategy and monitor progress.

We will support work already being driven by the MPS to develop effective training that ensures all leaders respect and embrace difference - tackling discrimination in all its forms. And we will oversee the delivery of the Equality and Human Rights Commission's recommendations to ensure officers and staff feel able to come forward and report concerns and are treated with fairness and respect.

But fundamentally, we will work with the Commissioner to make a reality of our commitment to making the Met a 'learning organisation', by strengthening our oversight of the complaints and misconduct process. This will include a requirement for fundamental change to how the misconduct processes work. Officers making genuine mistakes need to be supported to learn - not fear misconduct proceedings. The latter simply encourages a closed culture. Wrong-doing needs to be punished, but the balance is currently wrong.

Ultimately, it is for the people on the front line to deliver the Plan, and we recognise that their motivation, morale and expertise are critical if we are to achieve our vision of a safer city for all. As well as listening to Londoners, it is every bit as vital to our decision making and scrutiny roles that we hear from the officers, staff and volunteers working every day to keep our city safe and understand what's happening from their point of view. The Mayor and Deputy Mayor have already visited a range of MPS teams and operations, and will continue to do so throughout this Mayoralty, listening to their views and showing our support and admiration for the tremendous work they do, day in, day out, for London.

Putting victims at the heart of local policing

The fundamental starting point for our neighbourhood policing vision is putting victims of crime first. We will work with the MPS to reduce incidences where several different officers are in contact with a victim as their case is investigated - currently a common occurrence. Our aim is that, whenever possible and where appropriate, more crimes will be dealt with from start to finish by the same officer, improving consistency of service.

We will also make significant changes to the way the MPS and partners serve the most vulnerable victims of crime. Changes to the management structure of local policing should enable us to bring our officers and staff dealing with protecting the most vulnerable and those at risk of sexual exploitation into integrated teams, to better ensure that the MPS can deploy specialist investigators as early as possible to improve their chances of catching perpetrators and ensuring a seamless service for victims. Our aim is to provide a single point of referral for victims into MPS services for investigating domestic abuse, child abuse and sexual offences and to work with local authorities to ensure that enquiries are allocated to the right agency first time.

Safer roads and transport systems for London

In our survey of Londoners conducted during the drafting process for this document, 95% of respondents told us that reliable and secure transport services made them feel safer. Yet

22% of respondents told us that they felt unsafe on public transport during the day and 20% felt unsafe at night. Improving the safety and security of transport and travelling in London continues to be a priority for the MPS. Ensuring Londoners and visitors to London are safe - and feel safe - when they travel in the city is a responsibility shared between the Mayor, London's police forces, Transport for London (TfL) and local authorities and we are working closely together to achieve this.

Through TfL, the Mayor is investing £3.4m in additional funding for the British Transport Police to protect Londoners using the London Underground. As part of this investment, 100 BTP officers will be allocated to police the Night Tube service, helping passengers travel in safety and confidence. The investment will mean there are at least as many officers out during the night as would be seen during the day.

Through a successful partnership with Transport for London (TfL), the MPS Roads and Transport Policing Command (RTPC) was created to provide dedicated, specialist transport policing for London's roads. With specially trained transport and traffic officers, local transport policing teams in every Borough, as well as specialist road safety teams, it is well equipped to deliver on the Mayor's agenda and to meet the needs of London. The RTPC has lead policing responsibility for road safety and roads reliability along with the safety and security of bus, taxi and private hire travel and through this makes an important contribution to the Mayor's wider policing priorities.

Furthermore, the Mayor has committed to adopting a ‘Vision Zero’ approach to road safety, setting a greater level of ambition to reducing death and serious injury on our roads. Vision Zero will demand a greater level of commitment from all the partnership agencies involved in improving road safety in London. It is through this renewed, more ambitious approach and using a combination of enforcement, education and engineering that we - with the police, TfL, local authorities and other road safety stakeholders - will be effective in tackling the places, behaviours and vehicles that pose the greatest risk. The MPS Roads and Transport Policing Command (RTPC) will be at the forefront of this for the MPS, providing strong and effective roads policing and enforcement on London’s roads. It will support and work alongside neighbourhood policing teams to tackle road safety issues that are important to local communities. We will work with TfL, the RTPC and other partners to develop a partnership plan for improving road safety through a Vision Zero approach.

In line with the Mayor’s commitments to improve justice for victims, TfL and the MPS will bring greater transparency to the area of collisions and criminal justice, publishing an annual report of road traffic enforcement in London, and working with the Crown Prosecution Service and Court Service to collate and publish information on fatal and serious injury collisions.

Tackling environmental crime

Environmental crime takes many different forms and includes pollution crime and wildlife crime. If not acted upon it can chronically impact on the quality of life for communities in London. For example, graffiti, fly tipping and the illegal disposal of waste is a blight affecting communities across London. Tackling this sort of crime is led by the London Boroughs and/or government agencies such as the environment agency. Alongside our commitment to real neighbourhood policing, we will maintain funding for the MPS Wildlife Crime Unit to ensure that specialist police resources are in place to support Boroughs in this work.

What success would look like

Successful local policing means protecting people and communities, identifying local problems quickly and resolving them effectively, and improving public trust and confidence in the police and the service they deliver.

Our draft objectives are to:

- **Reduce the numbers of neighbourhood crimes of greatest concern in each Borough**
- **Reduce the total number of victims of crime, especially high harm crimes**
- **Restore real neighbourhood policing by guaranteeing at least two dedicated officers in every ward and improving Londoners' awareness of their neighbourhood team**
- **Improve public confidence and victim satisfaction in the police**
- **Make the MPS workforce more representative of the population it serves**
- **Improve the job satisfaction of MPS officers and staff**

MOPAC will hold the Commissioner to account for delivering these objectives and improving performance.

Consultation questions:

PRIORITIES - Do you think the priorities stated in this section are the right ones? Thinking about the priorities - please provide any comments you have, including anything you would add or change.

DELIVERY AND COMMITMENTS - Are the delivery plans and commitments clear and easy to understand? Please provide any comments you have about the delivery plans and commitments. Is there anything you would like to contribute regarding the approach MOPAC intend to take?

MEASURING SUCCESS – Do you agree with the approach laid out in terms of how success will be measured? Please provide any comment you have about performance measurement of the police or criminal justice service.

Strategic policing capabilities

Neighbourhood policing is supported by a wide range of specialist, city-wide functions, all of which work together to keep London safe.

The MPS has vital responsibilities and resources to protect our city from major threats and support national security efforts, set out in the national Strategic Policing Requirement. Through our oversight and decision making responsibilities, we will work to ensure that the MPS continues to fulfil these vital functions.

Protecting London from Terrorism

Sadly, terrorism is an ongoing threat to our city and to cities around the world. The MPS is a world leader in counter-terrorism policing and works alongside partner agencies every day to tackle this threat and keep London safe.

However, we are clear that there can be no room for complacency in the fight against terrorism and to provide assurance that London is ready to meet the terrorist threat, we commissioned Lord Toby Harris to prepare an independent review of emergency preparedness, which reported in October 2016[8]. We are currently considering his recommendations and will publish our response in due course.

Counter-terror policing begins with community policing, with dedicated officers who know and are known by their communities – helping to prevent and detect crime, and providing the local eyes and ears of our security services. By putting a second dedicated officer into every ward in the city, we will build that capacity, and the confidence of communities to speak to their local officers if they have concerns.

When concerns do arise, MPS counter terrorist officers are in place to deliver specialist advice and engage with vulnerable citizens and communities. These officers are supported by other officers and staff leading counter terrorism investigations and working with regional, national and international partners in policing and security services to share intelligence.

Should the worst happen, and an attack occurs, it is essential that the MPS has the resources it needs to respond and protect the city. For this reason, we have agreed an increase in armed officers for London, ensuring that the police can respond quickly and decisively should the need arise.

As well as protecting London, the MPS takes the national lead in counter terror policing and plays a central role in the delivery of the National Counter Terrorist agenda (CONTEST), and we believe this responsibility should remain with the MPS, rather than passed to the National Crime Agency. The unique and complex nature of London and its attractiveness as a terrorist target means that London receives significant funding through the Government's Counter-Terrorist (CT) Grant, not only to keep the capital and its communities safe, but to support wider national counter-terrorist effort.

Third party funding is also provided to support policing at London Heathrow and City Airports. A sizable amount of the CT grant supports wider local policing capabilities, which is a necessary linked component to support our ability to respond to terrorist threats and attacks.

We will continue to scrutinise the level of funding provided to the MPS for counter terror activity, to ensure that it meets the needs of the city.

Tackling Serious and Organised Crime

Gang crime is not just about young people in street gangs. Serious organised crime committed by large and sophisticated networks causes enormous harm to individuals and communities in a whole range of ways – driving offending such as drug trafficking, violence, weapon smuggling and child sexual exploitation. We are committed to tackling the organised crime gangs responsible for this harm.

[8] https://www.london.gov.uk/press-releases/mayoral/significant-and-wide-ranging-independent-report

The MPS will continue to work to take the financial incentives out of crime, using powers under the Proceeds of Crime Act 2002 (POCA).This includes seizing profits from high end economic crime such as fraud and money laundering to profits made through the drugs trade or from stolen vehicles. This money is reinvested in policing and other services to keep communities safe.

Gun crimes with lethal barrelled discharge – incidents where a potentially lethal firearm has been fired (as opposed to a less powerful weapon such as an airsoft pistol) - have increased by 23.8% since 2012, and it is essential that action is taken to address this. Through Operation Viper, the MPS will continue its work to tackle gun crime – disrupting the supply of deadly firearms in the city and bringing those who use them to justice.

Human trafficking and modern slavery is an emerging problem which the MPS is working with local, national and international partners to address. During July – September 2016, there were 839 referrals to the National Referral Mechanism (NRM) for Human Trafficking, 240 of which were minors. These referrals were from 66 different countries of origin. A breakdown of minor referrals by exploitation type and gender indicated that labour exploitation was the common exploitation type for young people referred, closely followed by sexual exploitation and then domestic servitude.

Local policing is vitally important in identifying and acting on organised crime, but we recognise that serious organised criminal groups operate regionally, nationally and internationally. The MPS works within the national Integrated Operating Model on organised crime, in line with the principles of the Home Office's organised crime strategy, 'Local to Global'[9] which recognises that the thread of organised crime runs through local, regional and national levels.

Many other agencies and organisations have a role to play in the fight against organised crime, and the MPS will continue to play an important regional role, hosting the Regional Intelligence Unit bringing together oversight and coordination of activity to counter organised crime in London, involving the MPS, British Transport Police, City of London Police and security services.

Operation Viper

Led by the Trident and Gang Crime Command, Viper consists of a team of 50 officers and includes detectives from the Serious and Organised Crime Command (SCO7), uniformed officers from Boroughs and the Task Force, including the Territorial Support Group and the Dogs Unit.The Force Firearms Unit (SCO19) has also dedicated a team from the Armed Response Unit to support the work.

The officers are deployed into priority Boroughs where most gun discharges occur, to work alongside borough colleagues to tackle the issue of gun crime, through high-visibility armed patrols, pro-active ANPR (Automatic Number Plate Recognition) operations, weapon sweeps, and intelligence-led stop and search.

Officers target known firearms offenders, making arrests and executing search warrants. Viper teams also work alongside borough colleagues to assist in educating young people about the dangers of carrying firearms.

Being Prepared for Civil Emergencies

The police have a vital role to play in the response to any civil emergency, and the MPS is an integral part of the London Resilience Partnership (LRP) which oversees preparedness in the city. The MPS is also consulted on national risks and contributes to national resilience planning.

[9] https://www.gov.uk/government/publications/organised-crime-strategy

The response to the most serious risks and emergencies will be pan-London and multi-agency, and the MPS works with the LRP to ensure that its capabilities are regularly reviewed, tested and up to date.

The MPS response to emergencies is part of its routine planning at all organisational levels, ‘operational,’ ‘tactical’ and ‘strategic.’ The central principle when an emergency occurs is to create an organisational structure which allows decision-makers to establish timely command, control and coordination of the response efforts at the appropriate level.

This is further supported by the sharing of information with relevant or specialist partners involved in the response. This maximises effectiveness but retains the flexibility to cater for multiple reasonable worst-case scenarios.

Managing threats to public order and public safety

Our message to the world is clear - London is Open. Our great city attracts people from around the country and around the world for celebrations and participation in sporting and national events, along with demonstrations. The MPS plays a vital role in ensuring that people can enjoy our city and exercise their rights to protest in safety and security. Policing the ‘public order’ elements of these requires considerable resource and the management of a balance between enabling peaceful protest and providing security and safety.

Such is the scale of public order policing in the capital, the MPS has a dedicated Public Order team, planning and policing around 150 protests, 55 ceremonial events, 16 sporting events (along with 24 football matches) and around 60 concerts and festivals every month across the city.

Sport also plays a significant part in London life and policing operations. Football features prominently with a number of clubs in the Premier League and 17 professional football teams in total (many more than any other force area). There are fixtures, concerts and other events at Wembley National Stadium, Lords, the Oval, Wimbledon, Twickenham and the Queen Elizabeth Olympic Park which attract huge crowds.

Throughout the year, the MPS continue to plan policing operations for ceremonial, state and royal occasions involving members of the Royal family, Government, military and heads of states. These often involve complex and protracted security arrangements.

A typical month’s activity in public order policing within London generally covers:

- 151 Policed Protests (can vary in scale from a small number of officers to thousands of officers)
- 55 Ceremonial Events (can vary in scale from a small VIP visit requiring two officers to the Queen’s Birthday parade requiring hundreds of officers)
- 16 Policed Sporting Events (Non Football)
- 61 Concerts/Festivals/Other Policed Events
- 24 Policed Domestic Football Matches (with a further 8-10 International Matches per year plus FA Cup Semi-Final, Final, Play Offs, League Cup, etc. at Wembley National Stadium).

The level of resources required for public order policing are established through the London Region Strategic Threat & Risk Assessment [STRA] . The STRA and all of our regional commitments are discussed quarterly at London Region Public Order and Public Safety (LRPOPS) with City Of London Police, British Transport Police, College of Policing, Home Office and strategic stakeholders. This looks at capacity, capability and co-ordination of our public order response across London. This links directly into the National Public Order Public Safety working group (NPOPS) to ensure that through Commander Met Operations (as

regional NPCC lead) we have a link into wider National Public Order and Public Safety Policing.

Policing nationally operates a system of mutual aid, whereby officers from other force areas can be deployed in areas where an urgent need arises. The National Public Order Mobilisation Formula sets the London Region Mutual Aid Requirement at 96 Police Support Units, with 75 retained in the London Region and 21 available for mutual aid should additional support be needed. These Police Support Units are teams of officers – one Inspector, three Sergeants and 18 Constables - who are trained in public order and riot control policing. The training for these PSU officers in the London region is provided by the MPS at MPS Training Centre.

The previous Mayor wasted hundreds of thousands of pounds of public money on three water cannon for the MPS – vehicles that have been rightly refused licences and can never be used on our streets. We are clear – there is no place for water cannon on the streets of London, and we will sell them, using any proceeds raised to fund projects to tackle youth crime.

We will continue to provide scrutiny of this vital area of policing to ensure that it is carried out in an effective, efficient and proportionate way on behalf of Londoners.

Being prepared for cyber-emergency

Technology is integral to every aspect of life in our city, and protecting our digital infrastructure is as important as protecting our physical infrastructure.

The National Cyber Security Centre (NCSC) now incorporates what was previously known as CERT-UK (Computer Emergency Response Team). A new national cyber incident response policy has been prepared, approved and will be disseminated to relevant bodies in the near future. In the event of a national cyber emergency (previously known as a Tier 1 event) the NCSC will manage the cyber aspects of the incident and support a COBR process (Government emergency response committees) which will manage the incident together with any real-world impacts. The NCSC will convene co-ordination meetings with relevant partners to agree incident management objectives and an incident management plan, to feed into COBR.

The MPS Cyber Crime Unit (SC&O7) now consists of 42 staff including two secondees from the City of London Police. The unit forms part of a national network of regional cyber crime units who participate in a tasking process managed by the National Crime Agency. Action Fraud now provides a 24/7 service for the reporting of Cyber Crime Incidents and the NCA's National Cyber Crime Unit operate a 24/7 response. Work is currently underway to determine how the regional network could operate an on-call system which would bolster the NCA response particularly out of hours.

The Cyber Crime Unit incorporates the following functions:

- Embedded tactical intelligence
- Operational support
- Enforcement
- Technical (network investigators)

Outside of the CCU, SC&O7 (through Operation Falcon) has an establishment of 265 officers and staff focussed on fraud and cyber investigations and prevention.

We will work with and oversee the MPS on its preparedness to meet a cyber-emergency, integrating with the wider national response. The Mayor is to appoint a Chief Digital Officer for London, and they will work closely with the police and security services to develop a cyber security strategy to better protect our digital infrastructure and ensure that Londoners and businesses have the information and resources they need to stay safe online. In addition, MOPAC will continue to support the work of the London Digital Security Centre, providing specialist cyber security advice to small businesses and organisations across the city at an affordable price.

Tackling Child Sexual Abuse

Child sexual abuse is now recognised in the Strategic Policing Requirement as an issue of national importance. We set out our work to respond to this in the 'Keeping children and young people safe' chapter of this draft Plan, and in our performance framework.

A better criminal justice service for London

Criminal justice should be a service, not a system. The best interests of victims – the people it exists to serve – must be at its heart.

In this chapter, we set out our vision for devolving greater powers over the justice service to the Mayor, which would enable us to make a bigger difference to the service provided to Londoners.

We also set out our proposals for plans to improve the treatment of victims, speed up the process of justice and address the career criminals whose persistent offending causes so much harm to Londoners.

A trusted and effective justice service is the basis of law and order, but in London, the Criminal Justice Service is struggling to meet the needs and expectations of Londoners. We are determined to make improvements, and to lobby for greater powers over the justice service to make it work effectively for our city.

Conviction rates in London are 6 per cent lower for hate crime[10] 10 per cent lower for domestic abuse; 4 per cent lower for rape and 5 percent lower for sexual offences than the rest of England and Wales[11]. In addition, during 2015/16 only half of trials in London were classed as effective, with the remainder being cracked or ineffective[12]. CPS data shows us that 23% of unsuccessful trials in London are due to a key witness or victim not attending, refusing to give or retracting evidence.

Cracked Trial - on the trial date, the defendant offers a guilty plea or the prosecution offers no evidence. A cracked trial requires no further trial time, but as a consequence the time allocated has been wasted, and witnesses have been unnecessarily inconvenienced, impacting confidence in the service.

Ineffective Trial - on the trial date, the trial does not go ahead due to action or inaction by one or more of the prosecution, the defence or the court and a further listing for trial is required.

Keeping communities safe is the Mayor's top priority and this can only be achieved with a criminal justice service that Londoners can have confidence in, one that ensures that justice is served and one that protects victims by breaking the cycle of crime. In order to achieve this, we need to move away from a *criminal justice system* to delivery of a *criminal justice service* that reduces crime and reoffending to ultimately reduce the number of victims and protect those who have already experienced crime from future victimisation.

Only 34% of Londoners surveyed have confidence in the criminal justice service for bringing offenders to justice.

Only 26% have confidence in the criminal justice service for providing victim and witness support

Our aim is to see that London is served by a criminal justice service that gets the basics right – bringing offenders to justice and putting the victim first.

We want a criminal justice service that is joined up – with agencies working toward an agreed set of priorities so that services to reduce reoffending or support victims can be co-commissioned and investment can be targeted where it will have the greatest impact for victims. A service that deals with the career criminals who cause the greatest harm to communities.

We want a criminal justice service that reduces vulnerability– ensuring that services for victims address their individual needs and that the right solutions are in place to rehabilitate offenders, recognising that many perpetrators of crime are also victims of crime.

To achieve the real change that Londoners deserve, we need a criminal justice service that answers to the elected Mayor of London, not central government.

[10] http://www.cps.gov.uk/publications/docs/cps_hate_crime_report_2016.pdf
[11] http://www.cps.gov.uk/publications/docs/cps_vawg_report_2016.pdf
[12] https://www.nao.org.uk/wp-content/uploads/2016/03/Efficiency-in-the-criminal-justice-system.pdf

Our proposed commitments

We propose to:

- **Appoint an independent Victims Commissioner for London and promote better outcomes for victims throughout the Criminal Justice Service.**

- **Roll out victim-centred restorative justice provision for London.**

- **Improve MPS file quality and ensure effective case handling between MPS and Crown Prosecution Service (CPS), including use of body-worn video evidence.**

- **Work together with the MPS and Courts to integrate services to support victims and witnesses of crime.**

- **Review compliance with the Victims Code of Practice across the Criminal Justice Service in London.**

- **Develop and deliver joint commissioning plans with the Ministry of Justice, the National Offender Management Service, prisons, the National Probation Service and the London Community Rehabilitation Company to improve "through the gate" services and so reduce reoffending.**

- **Press for devolution of criminal justice responsibilities for London from national government to the Mayor, to enable whole system change and improvement.**

A higher quality of service for Londoners

Victims should be at the heart of the work of the criminal justice service, and we will ensure that this focus is maintained throughout this Police and Crime Plan period, introducing an Independent Victims Commissioner for London who will speak up for victims of crime and ensure that criminal justice agencies are adhering to their duties and obligations towards victims and witnesses as set out in the Code of Practice for Victims of Crime.

The process of a case through the courts can be a traumatic time for victims, one that should be conducted speedily. Yet currently, victims wait around 160 days for a case to go through a Magistrates Court or more than 300 days for Crown Court cases. Speeding up the process for victims and improving the time taken to get to court reduces the trauma on victims and saves taxpayers' money, and MOPAC will work with the MPS and criminal justice agencies to reduce the length of time taken wherever possible. This will include supporting the use of digital case files and improved systems to facilitate faster transfer of information from the MPS to the CPS and delivery of a consistent approach to court listings..

Londoners expect a common-sense approach to justice, one which protects communities from the most dangerous offenders while providing opportunities for others to rehabilitate and become contributing members of society. Consistency is key - offenders who present a risk of harm to others should be sentenced to prison.

For offenders who do not pose a danger to the public, our ambition is to increase the effectiveness of community sentences that provide rehabilitation and stop the continued cycle of crime. There is an overall need to improve the quality of offender management in London which will in our opinion require the full force of all London statutory partners. We will look to drive through improved performance in this area. The starting point would be to support a London improvement plan to address the key findings from the forthcoming report from Her Majesty's Inspector of Prisons on probation in London.

Commissioned services for young adults and female offenders are examples of the approach we want to take to ensure greater effectiveness, and we will be looking to build on this in a remand and reform project with the Prison Service. In addition, we will continue to work with the Ministry of Justice to make greater use of electronic tagging in its various forms to support the reduction of crime and to protect vulnerable victims.

We will support a renewed focus on restorative justice. Restorative justice is associated with high levels of victim satisfaction, giving victims a voice and the opportunity to communicate with the person who offended against them and explain the impact of the crime - helping to find closure. Restorative justice does not replace punishment and should not influence sentencing – it is only offered as an option after the offender has admitted their guilt. MOPAC has commissioned a London Restorative Justice Service, Restore: London, which will begin being rolled out over the coming year.

Race, disproportionality and inequality in the criminal justice service

Everyone should be equal in the eyes of the law. This is fundamental to the administration of justice in our country and essential if public confidence in the fairness of the justice service is to be maintained.

However, national research is demonstrating that BAME people are being treated differently in our justice service. The emerging findings of the review by David Lammy MP into disproportionality in the justice service include the following:

- For every 100 white women handed custodial sentences at Crown Courts for drug offences, 227 black women were sentenced to custody. For black men, this figure is 141 for every 100 white men.
- Of those convicted at Magistrates' Court for sexual offences, 208 black men and 193 Asian men received custodial sentences for every 100 white men.
- BAME men were more than16% more likely than white men to be remanded in custody;
- 41% of youth prisoners are from minorities backgrounds, compared with 25% ten years ago;

51% of the UK-born BAME population and 35% of the UK-born white population agree that 'the criminal justice system discriminates against particular groups'

It is unsurprising then that 51% of the UK-born BAME population and 35% of the UK-born white population agree that 'the criminal justice service discriminates against particular groups'.[13] This must be addressed if we are to have confidence that the justice service works in the interests of all Londoners. When David Lammy publishes his final Report, we will be considering his recommendations carefully.

Developing the service to improve outcomes for victims

We will continue to review and refine services we commission to support victims affected by crime through the justice service, to ensure the right level and range of services are available for London's diverse victims to help them cope and recover, whether or not they have reported their crime to the police. In addition, with funding provided by the Ministry of Justice, we will test new approaches to supporting victims through the criminal justice service, to increase victims' satisfaction with and confidence in the ability of the service to look after those it is meant to serve.

"Victims of crime need to be made to feel that they are not being ignored"
Respondent to the MOPAC Policing and Crime Survey

Policing is a vital part of the victim's experience of the criminal justice service and we will work with the MPS to narrow the gap in victim satisfaction between communities. As part of our wider transformation of the MPS' services, we will introduce an online crime tracking portal to give victims easy access to information on the progress of their case. Further roll out of body-worn video to police officers will also improve the quality of evidence to support successful court outcomes and reduce the number of victims who pull out of court cases before they reach their conclusion.

One element of our lobbying for devolution of powers is for London to be the first area where MOPAC, as the local policing body, directly commissions the courts-based witness service, providing support to victims and witnesses if their case goes to court. This will help to ensure that the service is better configured to the uniquely diverse needs of London's victims and witnesses.

Reducing levels of repeat victimisation and repeat offending across London

The overall number of offenders in London has fallen, but the number of people reoffending within London has increased.

[13] https://www.gov.uk/government/news/lammy-review-emerging-findings-published

These career criminals cause immense harm to individuals and communities in our city. A study of 4,000 of London's most prolific offenders found that such individuals were responsible for an average of 57 arrests each and 36 convictions over the course of their lives. There is a financial cost to this too - MOPAC-commissioned research found that reoffenders such as these cost London taxpayers the equivalent of £2.2 billion a year in criminal justice costs alone.

The benefits to London of getting to grips with this level of reoffending are clear, but the solutions are difficult. Such offenders typically lead chaotic lives and have complex needs. Evidence shows that they are more likely to have been exposed to crime and violence themselves, often from a young age; have education and employment problems; and have learning difficulties or lack basic literacy and numeracy skills. Addressing each of these underlying issues is necessary if we are to divert these most challenging individuals out of a life of crime and into a positive role in society.

Repeat victimisation is also a particular problem in London: in 2014, of those victims who reported crime, 77,440 were repeat victims. 65% of these said they had been the victim of one other crime in the rolling previous 12 months, a further 18% had been a victim twice before in the rolling previous 12 months.The causes of repeat offending and repeat victimisation can only be tackled effectively in partnership, targeting the groups of offenders who cause the greatest harm and present the greatest risk to London, by:

- Working more closely with health agencies to divert vulnerable individuals away from the criminal justice service, ensuring people with mental health issues gain access to relevant services at an earlier stage.
- Working to improve the way we commission drug testing in police custody to identify offenders with substance misuse problems at the earliest opportunity and refer them into treatment to try to break the cycle of crime.
- Working with NHS England to ensure liaison and diversion services are delivering effective outcomes for offenders with mental health problems.
- Better aligning of Liaison and Diversion services with the provision of broader drug intervention and other triage services (to ensure that offenders are directed to appropriate support services for substance abuse), as well as Drug Testing on Arrest Services.
- Working with the voluntary, community and social enterprise sector to develop their engagement in delivering health interventions to reduce offending/reoffending.
- Integrated co-commissioning to address victim and offender health within communities, to address health inequality and with a view to developing a joint commissioning strategy and governance structure from 2017/18 onwards.
- Using co-commissioning models to drive efficiencies across health and justice. Our key priority areas would include sexual violence and child sexual exploitation.
- Developing better pathways out of crime for offenders by working with the GLA, London Councils and wider partners to expand access to services that work with families of offenders and by working with businesses to provide greater employment opportunities and training to those leaving custody.

We know that different cohorts of prolific offenders have their own unique needs that must be addressed if we are to tackle the causes of their offending, and we will work towards specific interventions for them:

<u>Young adult offenders</u>
We will work with partners to deliver a specific approach for young adults across all criminal justice agencies, focused on integrating services to minimise the need for young adults to

transition from youth to adult services. Further detail on the proposed approach can be found in the 'keeping children and young people safe' section of the draft Police and Crime Plan.

High-harm offenders

As part of our review of the Gangs Matrix, attention will be given to ensure it enables targeted enforcement to reduce the incidences of no further action being taken, and work with partners to address delays within the CJS. Further detail of our approach to address gang related offending is set out in the 'keeping children and young people safe' section of this draft Plan.

The MPS Gangs Matrix

The MPS Gangs Matrix uses criminal records and intelligence from police, probation, prisons and other expert advice to identify gang members in London. The Matrix uses a scoring system to rank each person according to the violent "risk, threat or harm" that they present. The highest risk individuals are marked as category red and the others as amber or green.

Female offenders

We will work with partners to implement services that are tailored to the needs of female offenders at each stage of the criminal justice service. We will push for additional investment from partners, on top of £500k funded by MOPAC, to provide for expansion of access to specialist women's centres so that female offenders across London have access to gender-appropriate provision designed to tackle reoffending.

Together with the MPS, we will design and trial a police triage service that diverts low risk women out of the criminal justice service and into these specialist support services. This will provide women with the opportunity to access services to change their behaviour, while ensuring there are consequences for those who choose to continue to commit crime.

Putting London's needs first

London's criminal justice service is highly fragmented, involving multiple national agencies – the Crown Prosecution Service, HM Courts and Tribunals Service, HM Prisons Service, the National Probation Service – all overseen by the Ministry of Justice- alongside locally provided or commissioned services, including the London Community Rehabilitation Company, Victim Support and the MPS Witness Service.

This fragmentation is problematic in a number of ways. Firstly, it makes providing a consistent service to victims and consistent responses to reducing reoffending more complex and difficult. Second, different lines of reporting and accountability make it difficult to oversee and drive meaningful change across the whole service. Third, the vast majority of the justice service is overseen and resourced by the Ministry of Justice and the Home Office, meaning London services work to the priorities of central government, rather than those of Londoners.

In London and around the country, budget cuts and Government policies are changing the way the justice service is delivered. Over the next two years, it is expected that 12 London courts will close – reducing capacity, increasing journey times for victims and providing added urgency for the service to become more efficient in handling cases.

In addition, the Government is planning major reforms of the Prison Service, with the closure of older prisons and the creation of a smaller number of modern facilities – a change that will put added emphasis on non-custodial sentences. With the closure of HMP Holloway (London's only women's prison) a number of important challenges arise - from providing

appropriate community punishments to making sure that the impact on women who are sentenced to prison – and who now serve their sentence further from their homes and families – is mitigated.

Currently, the Mayor and MOPAC have little direct influence over the wider criminal justice service in London, a situation which limits our ability to intervene and make the improvements needed to deliver a justice service that works for London.

Devolving powers over criminal justice in London to the Mayor is the most important justice priority, one which, if achieved, unlocks possibilities for fundamental and much needed change for the better. To improve outcomes significantly for victims and break the cycle of crime, more far-reaching reform is needed that establishes an integrated and whole service approach – ensuring services work to an agreed set of priorities and that investment is targeted in areas of greatest need.

That is why we will push for greater devolution of powers and responsibilities over the criminal justice service to City Hall, including greater control and powers over youth justice, probation, custody budgets and Magistrates courts.

Greater control over these services will allow a shift in investment from the ‘back end’ to the ‘front end’, with greater emphasis on prevention and diversion, which evidence shows is more successful in reducing reoffending. We will explore the feasibility of problem-solving courts for London, focused on delivering timely and proportionate justice while addressing the underlying drivers of offending.

Alongside our lobbying for a formal devolution deal, MOPAC will work with the National Offender Management Service (NOMS) and prison governors to ensure prisons are a place of both punishment and reform by co-commissioning services that follow an offender through the gate, stopping the cycle of crime. MOPAC will also lobby the government to ensure the Mayor has a say in further closures of courts and prisons, making the case for any savings to be reinvested into London’s services. This will include making the case to the Ministry of Justice about the importance of prisoners serving their sentence close to their homes and ensuring access to services designed to reduce reoffending.

What success would look like

MOPAC does not have direct oversight over the criminal justice service in London, a situation we are lobbying to address through greater devolution of powers to City Hall.

We are committed to the objectives below, but recognise that these are dependent on the work of other agencies, and greater devolution of criminal justice responsibilities to London:

- **Increase the numbers of offenders proceeded against**
- **Reduce offending on bail**
- **Reduce reoffending rates of targeted cohorts, which cause disproportionate amount of harm or risk**
- **Maintain high compliance rates with court orders**
- **Reduce rates of attrition in court cases**
- **Improve victims' satisfaction with the service they receive**

MOPAC will scrutinise criminal justice performance and use its powers and influence to support and challenge criminal justice partners to improve service to Londoners at every stage of its work.

Consultation questions:

PRIORITIES - Do you think the priorities stated in this section are the right ones? Thinking about the priorities - please provide any comments you have, including anything you would add or change.

DELIVERY AND COMMITMENTS - Are the delivery plans and commitments clear and easy to understand? Please provide any comments you have about the delivery plans and commitments. Is there anything you would like to contribute regarding the approach MOPAC intend to take?

MEASURING SUCCESS – Do you agree with the approach laid out in terms of how success will be measured? Please provide any comment you have about performance measurement of the police or criminal justice service.

Our priorities

Some Londoners are at higher risk of becoming victims of crime, or of being exploited by others to commit criminal acts.

In this section, we set out our proposals to drive efforts to tackle three issues of high concern and high harm across London.

- **Keeping children and young people safe.**
- **Tackling violence against women and girls.**
- **Standing together against extremism, hatred and intolerance.**

Keeping children and young people safe

Every child and young person in London should be able to grow and reach their potential free from the danger of crime and violence. While the majority of young Londoners continue to feel safe, there are a significant number who do not.

Nearly 63,000 children in London were victims of crime in the past 12 months – 3.3% of the total number of under-17s in London. More than 72,000 were suspected of a crime.

More than a quarter of young Londoners report feeling unsafe on a daily or regular basis[14], and more than 8,000 children in London are currently on a protection plan, having been identified by a local authority of being at risk of violence or abuse. The rate of serious youth violence, knife crime and gang-related crime is the highest it has been since the London riots in 2011.

The internet and social media have created a new world of opportunities for children and young people, but also new risks of coming to harm. Research by Ofcom found that "Around one in twelve 12-15s (8%) say they have been contacted online by someone they don't know and one in eight (13%) know of someone this has happened to. Two per cent say they have seen something of a sexual nature, either online or on their mobile phone, rising to 5% saying they know someone this has happened to"[15]

We are determined to make London a safer place for young people, a city in which they can make the most of their potential and improve their confidence in the police by improving engagement and interaction.

Our urgent priorities are to reduce the crimes that cause most harm: knife crime, gang-related crime, sexual abuse and serious youth violence – and also to take action against those who prey on children, either by offending against them or by grooming and exploiting them to engage in criminal behaviour.

Nearly 63,000 children in London were victims of crime in the past 12 months

Prevention is key to protecting young people and reducing crime over the long-term. The evidence is clear that when young people are victimised, they are subsequently at much higher risk of both offending themselves and re-victimisation[16]. Our draft Plan also emphasises the important role that the MPS, working with schools, health services, local authorities and others can play in early identification, assessment and targeted support to prevent young people from becoming offenders themselves.

[14] https://www.london.gov.uk/sites/default/files/youth_matter_report_final_version.pdf
[15] https://www.ofcom.org.uk/__data/assets/pdf_file/0024/78513/childrens_parents_nov2015.pdf p116
[16] Jennings et al (2011) quoted in Offending and Victimisation, Pathways and Interventions; Draft Literature Review for YJB Victims Reference Group, 1 September 2016

Our proposed commitments

We propose to:

- **Produce and implement a Knife Crime Strategy in the New Year, bringing police, partners and communities together to take tough action against this urgent problem facing young Londoners.**

- **Lead a new independent group of police leaders, child protection experts and academics to drive the oversight and change necessary to ensure that the lessons of the HMIC report are learned and that children in our city are not let down when they are most vulnerable.**

- **With NHS England, commission two Child Houses to provide investigative, medical and emotional support in one place to young victims of sexual violence.**

- **Review the MPS approach to gang crime, including the Gangs Matrix, and support the MPS to tackle gang crime, gun crime and knife crime more effectively in London.**

- **Work with the MPS and local authorities to reduce the arrest and charge rates of looked-after children.**

- **With London partners, seek to review custodial and community provision for children and young people to break the cycle of offending.**

Protecting all young Londoners

"I'm worried about what stress my son will be under growing up in a city where navigating this danger could be a way of life."
Respondent to the MOPAC Policing and Crime survey

Young Londoners should feel safe and secure wherever they are –on the way to school, in their communities or online. To support this ambition, we will strengthen the universal policing offer to all young Londoners and put in place more specialist schools officers, focused on the safety and protection of young people. MOPAC will work with the MPS to develop a strong evidence base of the public spaces where young Londoners are least safe, informing the neighbourhood policing model and ensuring that police are on hand at places and times of highest risk for young people, such as school closing time and key transport hubs. In addition, we will continue to support the City Safe Haven initiative, providing places of safety for those who are in immediate danger or feel threatened.

For those young people most vulnerable to serious crime and harm, MOPAC will hold the MPS to account for the effective discharge of safeguarding duties. Partnership work is essential to effective safeguarding, and MOPAC will continue to fund the London Children Safeguarding Board to develop consistent and effective practice to protect children across London; focusing on the development of a broader understanding of Child Sexual Abuse and the challenges for London's adolescents with regard to safeguarding policy. MOPAC will also continue to make a financial contribution to each of the London Boroughs' Children and Adult Safeguarding Boards - recognising the importance of local partnership and information sharing in better protecting and supporting young people.

When young people are in need of help, whether it is a result of a crime or if they come to the attention of the police for other reasons, such as a mental health crisis, it is essential that they are provided with support and appropriate places of safety. This is a responsibility shared by a wide range of organisations, and MOPAC will work with the London Children Safeguarding Board to review the effectiveness of London's appropriate adult scheme, local authority accommodation and the availability of mental health secure beds to understand what improvements are required to reduce the number of young people who spend time in police custody as a place of safety.

We will work with the MPS, NHS England, Clinical Commissioning Groups and London Safeguarding leads to bring together information to improve our identification of London's most vulnerable young people and commission services to support young victims of crime; focusing on preventing repeat victimisation,

The MPS has carried out more than 17,000 investigations into child sexual abuse over the past year. Nearly 1,600 children in London have been identified by the MPS as being at risk of sexual exploitation. This is a hugely important and demanding area of police work: one that affects girls and boys alike; one

"It is often the most vulnerable children who are sexually exploited, and who are targeted by those who intend to commit crimes against them. These children may have been abused or neglected, lack affection or have already experienced trauma in their lives. A number will be in the care of the local authority because of serious concerns about their wellbeing or the risks they face."
HMIC – Missing Children, Who Cares

which takes place in our communities and online; and one that is likely to grow further as more victims gain the confidence to come forward. The Children's Commissioner estimates that presently, only one in eight abused children is identified. The number of convicted sex offenders monitored by the police in London is increasing by approximately 8 per cent each year. In recognition of the seriousness of this problem, Child Sexual Exploitation is now an element of the national Strategic Policing Requirement – in which the Home Secretary sets out the most serious national threats.

The report from Her Majesty's Inspectorate of Constabulary (HMIC) into Child Protection at the MPS, published in November[17], has exposed serious failures in the way the MPS interacts with vulnerable children. HMIC has identified poor practice in the police response to allegations of crimes against young people, in identifying clear signs of child sexual exploitation, and in dealing with missing children or children at risk. This is simply unacceptable.

Things must change, and we have carried out urgent work with the MPS to put in place a detailed and wide-ranging action plan to address these failings. The plan includes a new, independent group of child protection experts and academics to drive the oversight and change necessary to ensure that children in our city are not let down when they are most vulnerable. Overseeing improvement will include the College of Policing and the National Police Chiefs' Council. We will leave no stone unturned in our efforts to put things right, and give children in our city the police service they deserve.

Providing lasting protection from sexual abuse for children and young people will require concerted, joint efforts between the MPS, other police forces, local authorities, health services and the criminal justice service and a significant increase in the level of resources dedicated to these complex and devastating crimes.

MOPAC, with NHS England and other London partners, will invest in an extended and joined up approach to commission victim support services for these young victims of sexual violence. In addition, MOPAC, in partnership with NHS England, will jointly commission two Child Houses in London. These facilities will offer investigative, medical and emotional support in one place, removing the need for young victims to go through the repeated trauma of giving their statement several times to different agencies, and improving the likelihood of perpetrators being brought to justice for their crimes.

A number of important reviews relating to the safety of young people are currently underway, and MOPAC has contributed to their development. These include the Taylor Review into youth justice and the Lammy Review into BAME representation in the criminal justice service. Furthermore, MOPAC will monitor equalities data with regard to young people coming to the notice of the police or those entering the criminal justice service; to ensure challenge in all policy development, funding and commissioning decisions.

We will also review - and if necessary support strengthening - the laws around adults who offend against children and young people, and those who groom and exploit young people to participate in criminal activity.

Taking action against knife crime, gangs and violence

Not all knife crime is committed by young people, and it is only a very small percentage of young people who are involved in gangs. However, serious youth violence has been increasing steadily for the past three years, with 6,600 young victims in the 12 months to September 2016. The number of knife crimes with injury committed against Londoners

[17] https://www.justiceinspectorates.gov.uk/hmic/news/news-feed/children-put-at-risk-by-mets-shortcomings/

under the age of 25 is, at 1,782 offences in the year to September, at the highest level since 2012. Behind each of these offences is a young life derailed, a family traumatised and a community damaged. We must take action.

We are determined to reverse this trend and protect young Londoners, their families and communities from the devastating harm of knife crime and violence. Our approach also takes into consideration the other risks faced by young people caught up in violence – including sexual abuse, mental health needs and exploitation.

Our approach encompasses prevention, intervention and enforcement, themes discussed at a Knife Crime Summit convened by the Mayor in October 2016. This Summit provided key insights to help us inform our Plan and to inform a specific Knife Crime Strategy for London, to be published by MOPAC in the new year.

Better prevention begins with a more effective identification of those young Londoners who are at risk of involvement in gang crime and violence. We know that not all violent crimes are reported to the police, and we, in partnership with the NHS, will continue to drive forward with the Information Sharing to Tackle Violence (ISTV) programme in London, through which hospital emergency departments share with the police data on admissions due to violence to help build a better picture of the level, nature and locations of violent incidents in the city.

We will work with the MPS Trident team to strengthen the identification of young people who are at risk of serious violence (both perpetrators and victims) reviewing the MPS Gangs Matrix system to ensure gangs are consistently mapped. We also will work with local authorities and partners to build on good practice to tackle gangs at a local level, through investing in Ending Gang Violence and Exploitation[18] peer reviews for London boroughs, and supporting them to model their response on existing good practice, such as multi-agency Integrated Gangs Units, where partners are co-located and jointly invest in and deliver services.

To intervene with and support those young people already caught up in gangs and violence to leave this dangerous lifestyle behind, we will invest in specialist services focusing on advocacy/mentoring and specialist health, housing and employment support. We will continue to fund and expand the support to victims of knife, gang crime and child sexual exploitation (CSE) in London hospitals; increasing our youth worker provision, maximizing the power and value of this 'teachable moment' and improving referrals to mainstream and specialist services. The extension of this programme support into key A&E departments in London will support young people with more minor injuries to access support earlier.

We will strengthen enforcement activity to get dangerous individuals and dangerous weapons off our streets. We support the targeted and intelligence-led use of stop and search in the fight against knife crime, ensuring that the police can use this important tactic to best effect while providing oversight to ensure that it is used fairly and proportionately. We will scrutinise the MPS use of stop and search and promote its fair and effective use.

Organised crime networks do not respect borders, and the MPS will work to tackle the flow of drugs into and out of London, targeting the gangs that cross county lines and often exploit young people; ensuring that young Londoners who commit offences outside London are quickly identified and arrested by making use of the national systems such as the Police National Computer and partnership with other forces.

We will push for tougher community payback for those convicted of knife possession, in addition to traditional sentencing and jail time.

[18] https://www.gov.uk/government/publications/ending-gang-violence-and-exploitation

Tough action will also be taken to ensure that the laws that restrict the sales of knives to children and young people are enforced. We will work with partners to reach a Pan London agreement on stricter enforcement of licensing laws for sales of knives in London Boroughs.

Drugs and alcohol

We are clear in our expectation that the MPS should take strong enforcement action against those who deal drugs on our streets, with those who target young people or the areas in which young people gather facing particular attention. We will also be supporting efforts to ensure that those drug dealers who seek to exploit children and involve them in their crimes face the strongest possible sentences.

The relationship between alcohol and crime is well understood, and alcohol is defined as a key driver of crime by the Home Office. Research has found that up to 41% of young offenders had drunk alcohol at the time of their offence[19]. We will work with the MPS and businesses to ensure that the laws prohibiting the sale of alcohol to minors are better observed and enforced by retailers and licensed premises.

Preventing young people from getting involved in crime

Once a young person has offended and entered the criminal justice process, it is difficult to get out. We will work to protect those young Londoners at highest risk of becoming offenders, implementing a joint strategy between the MPS, youth offending teams and children's social services to prevent crime and reduce the arrest and charge rate of looked after children in children's homes and foster placements. This will include improving data on looked after children in the London criminal justice service to understand arrest and sanction rates and empowering local areas to understand and improve their service to looked after children.

In London Boroughs where first time entrants to the criminal justice service are static or increasing, MOPAC will work with Local Authorities to explore the potential to put specialist youth workers into police custody to support more effective assessment and diversion.

Case Study – Trialling a whole school approach to crime prevention

MOPAC is working with Croydon Council to pilot a new, whole-school approach to protecting children and young people, providing information and support on safety to teachers and pupils from year 6 onwards and making personal safety part of everyday learning.

The project aims to equip teachers and other education professionals with the knowledge, skills and confidence to identify and make the appropriate next steps with children and young people at risk of victimisation or offending.

Equally, it seeks to educate pupils on the risks of crime – by helping them to understand the warning signs of crime and abuse, how to make positive life choices and where to get help if they are concerned for themselves or for others. The project uses drama and arts to involve young people in scenarios to see and understand the consequences of different courses of action, as well as to see actions from different points of view.

We will use our oversight role to scrutinise the effective and appropriate use of triage and out of court disposals for young Londoners; introducing more intensive scrutiny to monitor

[19] The Prisoner Crime Reduction survey, October 2014

the number of young people going into police custody and working with partners to see that high harm and high risk offences are sentenced appropriately to protect communities.

Giving young offenders a better chance to turn their lives around

Over the past ten years there has been some progress in reducing the number of young people entering the criminal justice service for the first time. However, the rate of youth reoffending in London is growing, currently at 43 per cent, five percentage points higher than the national average.

For those young people who have made the wrong choices, we want to send a clear message – "We will not give up on you. Your life is not a foregone conclusion." We will take action to improve the support available to young offenders to give them a better chance of escaping the vicious cycle of offending and reoffending.

But we are equally clear to those who forego chances to leave crime behind and persist in offending – "The law will be enforced against you."

MOPAC will undertake a review, working with London partners, to assess the effectiveness of community sentences and investment in tough, effective alternatives to custody. In addition, MOPAC will work with the Ministry of Justice and the Youth Justice Board to evaluate the case for a secure school in London, potentially providing an additional option for the punishment and rehabilitation of young offenders.

Making sure that the support is in place to guide young people in the criminal justice service towards a life away from crime is a priority, investing in rehabilitative services for young people either on community or custodial sentences, delivered in collaboration with the Ministry of Justice, the National Offender Management Service, the Youth Justice Board, the NHS, Local Authorities and critical Voluntary and Community Services. We will take a trauma-informed approach to commissioning these rehabilitative services; seeking alignment with broader primary and mental health London commissioning plans.

What is a trauma-informed approach?

Understanding the issues and needs that commonly affect people who have had a traumatic experience helps to ensure that services provided to them are as effective as possible. A trauma-informed approach involves assessing and tailoring a service around this basic understanding of how trauma impacts the life of the people who receive the service.

Young adults (18 to 24 years old) have specific needs and requirements that are not always effectively met through the current criminal justice service and offender management services. This is the age group in which young people in the criminal justice process move from the youth justice service to the adult service. To address this gap, MOPAC will seek to commission new services within its 'Gripping the Offender' pilot project, which provides intensive support from a range of agencies to repeat offenders. This new approach will be evaluated to inform any future decision or investment on how to better support young adult offenders in London.

Alongside rehabilitative work, better career prospects are essential if young people are to look to a more positive future and make lasting change. The Mayoralty will work with London employers to improve the pathways into apprenticeships and jobs, which will support MOPAC's work in this area.
Youth justice will be a vital element of our lobbying for the devolution of greater powers over the criminal justice service to London. Devolving budgets and commissioning responsibilities would allow London to focus on prevention, improve the support for young

people on community sentences, reducing their reoffending and develop a better model for youth custody bringing young Londoners closer to their homes to benefit from rehabilitative services. We will work with partners to agree a set of strategic outcomes for London on youth justice, supporting improved co-commissioning with sub regional, and local areas ultimately improving the consistency of the support offered to young people to reduce reoffending. In addition, MOPAC will commission a feasibility study to assess how and where the secure estate (prisons and young offenders institutions) could be brought back into London; supporting the overall evidence base for a London devolution deal. This will include a review of required support and rehabilitative services as well as the accommodation.

What success would look like

Our central aims are to reduce the number of young victims of crime in our city and to prevent reoffending.

Our draft objectives are to:

- **Reduce the number of young victims of crime**
- **Reduce the number of first-time entrants to the criminal justice service**
- **Reduce the number of knife crimes – by volume and numbers of repeat victims.**
- **Reduce the number of gun crimes (including discharges)**
- **Reduce levels of Serious Youth Violence – by volume and repeat victims.**
- **Encourage more victims of Child Sexual Exploitation to come forward and report.**

We will work with the MPS, partner organisations and communities towards these aims throughout the term of this Mayoralty.

Consultation questions:

PRIORITIES - Do you think the priorities stated in this section are the right ones? Thinking about the priorities - please provide any comments you have, including anything you would add or change.

DELIVERY AND COMMITMENTS - Are the delivery plans and commitments clear and easy to understand? Please provide any comments you have about the delivery plans and commitments. Is there anything you would like to contribute regarding the approach MOPAC intend to take?

MEASURING SUCCESS – Do you agree with the approach laid out in terms of how success will be measured? Please provide any comment you have about performance measurement of the police or criminal justice service.

Tackling Violence Against Women and Girls (VAWG)

Violence, abuse and harassment should not be part of everyday life for women and girls in our city. We want to challenge the culture of acceptance that this is just something that women and girls should have to tolerate, and make sure that real action happens when these offences occur.

Only 39% of respondents to our survey agreed that London is a safe place for women and girls

Statistics from the Crime Survey for England and Wales[20] indicate that each year, around 19,000 adults in London experience serious sexual assaults and/or rape. The vast majority are women (85%) and this is equivalent to an average of 11 sexual assaults and rapes of women in every Borough, every week of the year. One in five women has experienced sexual assault or rape at some time in their lives since the age of 16. Transport for London (TfL) commissioned research[21] found that 15% of women had experienced some form of unwelcome sexual behaviour on public transport. We also know that the internet and social media are being increasingly used to target individuals and communities with abuse and threats. Available data indicates that 40% of internet users said they have experienced harassment, and that females in particular endured higher rates of threats.

Sexual violence and domestic abuse have historically been underreported crimes. Victims and survivors have often been reluctant to come forward, concerned not only about whether they would be believed by the police, but also about proceeding through the criminal justice service. Over the last few years, across all police force areas, there has been an unprecedented increase in victims and survivors of sexual and domestic abuse coming forward and reporting current and historic offences to the police, but current recording of domestic abuse and sexual offences is still likely to underestimate the true level of violence against women and girls.

Repeat victimisation is an issue of growing concern; with domestic abuse victims especially vulnerable to being repeat victims. Such cases cause enormous damage to the individuals concerned, while undermining confidence in the service as a whole. When victims are not adequately supported, it can also accelerate the level of violence. For example, we know that 28 per cent of rape cases are linked to previous domestic abuse. Therefore it is crucial that the MPS and other agencies prioritise the issue of repeat victimisation.

Perpetrators of violence against women and girls are not being effectively brought to justice, going on to repeat the same behaviour with new partners, harming more victims. In London we know that this is a cross Borough issue and that perpetrators can be active in a number of Boroughs with multiple victims and survivors. We need to develop effective interventions for perpetrators that minimise repeat patterns of abuse and ensure we have support for victims and their families. It is only if we tackle this, that we start to reduce the number of (actual and potential) victims and survivors.

Our goal is to reduce violence against women and girls in London and change the culture that enables this to happen, empowering women and girls to take control and be treated equally.

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[20] https://www.london.gov.uk/mopac-publications/london-sexual-violence-needs-assessment-2016
[21] Transport for London's Safety and Security Survey, 2013

Our proposed commitments

We propose to:

- **Produce a refreshed London Violence Against Women and Girls (VAWG) Strategy.**
- **Lead a public campaign against the prevalence of violence, abuse and harassment of women and girls.**
- **Sustain current investment in Rape Crisis and Sexual Assault Referral Centre provision.**
- **Work with partner agencies to develop a new sexual violence service model which would better meet the needs of victims and survivors.**
- **Review the provision and funding of Independent Domestic Violence Advocates and Independent Sexual Violence Advisors.**
- **Work with the GLA and Local Authorities to improve availability of refuges and other safe accommodation for victims and survivors.**
- **Support the work of Transport for London, the MPS, the British Transport Police and City of London Police to tackle unwanted sexual behaviour on the transport system.**
- **Deliver a whole-school pilot for VAWG prevention.**
- **Commission new interventions aimed at the behaviour of perpetrators.**

Providing London leadership in tackling violence against women and girls

We will publish a refreshed London Violence Against Women and Girls Strategy 2017 – 2021, building on the progress begun under the current Strategy. The refreshed Strategy will set out shared commitments to investing in services to support survivors while also addressing wider prevention and criminal justice service issues that undermine our ability to address repeat victimisation and offending. We will publish data relating to all forms of VAWG enabling national, regional and local partners to understand the demand in London alongside the performance challenges, to underpin the delivery of the current and future refreshed VAWG strategy. We will ensure in all of our policy and commissioning work that services commissioned are responsive to the needs of different sections of London's communities

"I am harassed on an almost daily basis in London and it saddens me to feel uncomfortable in my own birth place"
Respondent to the MOPAC Policing and Crime survey

Building on this, we will, for the first time, look to work with all London partners, both statutory and voluntary, to launch a campaign to improve Londoners levels of understanding of the issues, highlight risks and offending behaviours in the city and online, and improve awareness and accessibility of services for VAWG survivors in London.

We will maximise the learning from pilot projects to tackle harmful practices such as Female Genital Mutilation (FGM), 'honour' based violence and forced marriage; to guide future work with local authorities on better identification, support and referrals for potential or current victims.

Addressing the prevalence of domestic abuse and sexual violence in London

For women and girls who have been victimised, we want to ensure that support services are in place for them and that should they choose to proceed through the criminal justice route, they are effectively supported, improving the likelihood of perpetrators being convicted.

We recognise that not all victims and survivors will choose to pursue a criminal justice response or outcome. Therefore, we also need to ensure that support services are available for all victims and survivors of violence against women and girls and that they are aware of how to access them.

Domestic abuse

We will continue to fund and support Independent Domestic Violence Advocate (IDVA) provision in London. IDVAs provide vital, specialist support to victims of domestic abuse, and we will work with regional partners to ensure that this service is integrated with local provision and is effective both within and outside the criminal justice service.

We will explore options for pan-London commissioning of refuges for survivors of domestic abuse and, in addition, working with partners, we will seek to improve the availability and accessibility of housing for victims of domestic abuse who are fleeing ongoing violence; paying particular attention to those who have no recourse to public funds and or those who have wider complex needs. In recognition of the Mayor's commitment to develop better support for victims of domestic abuse and tackle homelessness in the capital, as part of the Homes for Londoners Affordable Homes Programme 2016-21, London has up to £50m of capital funding available to deliver move-on accommodation. This funding will enable the development of properties specifically earmarked for people who are moving on from

refuges or hostels because they no longer require the support services offered in those types of accommodation, and those leaving the streets who would benefit from a 'Housing First' approach[22].

We will ensure that the MPS introduce further training to improve the quality of the first response of MPS officer to domestic calls. This will include a broader understanding of wider complex needs, and the evidential requirements and records needed to secure more convictions. In addition, MOPAC will work with the MPS and partners to commission a more effective approach to tackling perpetrators of domestic abuse; ensuring the right punitive actions are taken to reduce ongoing harm to victims and to provide more effective interventions for those offenders that want to break the cycle of violence

72% of the Londoners we surveyed agreed that tackling domestic abuse should be a priority for the Mayor

For women in the criminal justice service, we will work to improve access to the services commissioned to support victims of domestic abuse and facilitating support services to directly access women in custody.

Sexual violence

The London Sexual Violence Needs Assessment[23] has now been completed by MOPAC and the NHS, for the first time providing a complete picture of the services available to victims of sexual abuse across London. In response to its findings, we will be introducing a set of pan London outcomes and a commissioning strategy that will address the gaps in service identified by the Assessment and better target and improve the effectiveness of support to victims and the wider criminal justice outcomes.

One in five women has experienced sexual assault or rape at some time in their lives since the age of 16.

We will sustain current investment in vital Rape Crisis Provision and the SARCs (Sexual Assessment Referral Centres) across London and lead an alliance based commissioning approach with partners and providers in the health and Voluntary sector to develop a more effective service for victims of sexual violence; better integrating the work of the SARCs and Rape Crisis services. We will also co-fund advocacy services to support sexual violence survivors through the criminal justice process, helping more victims to receive justice and more perpetrators to be convicted for their crimes. It is vital for victims and for society as a whole that after conviction, perpetrators of sexual violence who are on licence for their crimes comply with the sentences imposed on them. That is not always the case, and we will work with London's criminal justice and probation services to see what can be done to improve compliance.

Our approach considers women who are more likely to have been victims of sexual violence, and as with our domestic abuse support, we will work to provide women in the criminal justice service with access to the services that are commissioned to support victims of sexual violence. In addition, MOPAC will work with the MPS, local authorities and the voluntary and community sector to develop a better understanding of the prevalence of prostitution in London and to commission services to support women involved in prostitution to exit.

[22] For more information go to www.london.gov.uk/affordablehomes
[23] https://www.london.gov.uk/mopac-publications/london-sexual-violence-needs-assessment-2016

Introducing a London-wide approach to prevention of violence against women and girls

Prevention services in London are patchy and inconsistent, and we will use our position and influence to bring partners together to agree a whole-London prevention approach for all forms of VAWG; focused on accessing the individuals and communities that are most vulnerable to this type of harm and ensuring that the right services to protect these vulnerable people are in place, when and where they are needed.

As with all offending, early intervention is a vital preventative measure, and MOPAC will pilot projects in schools to raise awareness and reduce violence against women and girls, as well as wider sexual and criminal exploitation. The outcomes of this pilot will help to establish whether a wider rollout across the city can make a positive difference.

Transport for London commissioned research found that 15% of women had experienced some form of unwelcome sexual behaviour on public transport

The Mayor has committed to tackling sexual offences on public transport by prioritising greater police presence at peak times. The MPS, through the Roads and Transport Policing Command (RTPC), makes a significant contribution to preventing and tackling violence against women and girls on public transport through its partnership with Transport for London (TfL), the British Transport Police (BTP) and City of London Police on Project Guardian and the 'Report It to Stop It' communications campaign. Project Guardian has a long term ambition to eliminate all unwanted sexual behaviour from London's public transport through a combination of awareness raising, improving public understanding, giving confidence to report, better police investigation and securing the right criminal justice outcomes.

Tackling sexual offences involving a licensed taxi driver, Private Hire Vehicle driver (minicab), or an unlicensed driver posing as a taxi or Private Hire Vehicle driver, against a fare paying passenger remains a top priority for TfL and the RTPC. We will support their work to prevent these offences in London, to deter, disrupt and detect offenders and bring offenders to justice.

Protecting men and boys

While the majority of sexual and domestic offences are committed against women, and the majority of offences are perpetrated by men, men and boys are also at risk of becoming victims. For example, the MOPAC/NHS England Sexual Violence Needs Assessment found that there is an average of 100 sexual assaults and rapes of men each year in the average Borough. 3.6% of men have experienced sexual assault or rape at some time in their lives since the age of 16.

3.6% of men have experienced sexual assault or rape at some time in their lives since the age of 16

Dame Elish Angiolini's review[24] into the investigation and prosecution of rape in London highlighted that for male victims, different barriers exist to reporting offences and accessing the support they need. The review heard that male complainants felt 'utterly isolated' and that greater awareness was needed within the MPS and support services of the issues facing men who report rape.

[24] http://news.met.police.uk/documents/dame-elish-angiolini-review-46317

Male survivors were consulted during our joint work with NHS England on the Sexual Violence Needs Assessment. We will continue to ensure their voices are heard and that their needs are reflected in our future commissioning of victims services. We will also continue to provide discrete funding for projects to support male victims of rape and our funding of a number of agencies that support men, women, boys and girls, such as our Sexual Assault Referral Centres.

Furthermore, the work we are conducting on child sexual exploitation covers both genders and focuses on safeguarding and empowerment of all young people to recognise abuse.

Encouraging victims to come forward

If a victim of crime comes forward immediately or only feels able to years after the fact, the police should treat these cases with equal importance.

We will work closely with the MPS to ensure that victims of rape and sexual assault feel confident that they can come forward and report crimes and that all allegations will be treated seriously by the MPS. We will work closely with the MPS and other key agencies to ensure victims are always fully supported.

In addition, we will conduct a review of reported sexual and domestic offences to understand more clearly whether the increasing number of reports is as a result of increased confidence to report, or due to an increase in incidents.

What success would look like

Violence against women and girls is under-reported, which means that many victims go without the support they need and perpetrators remain at liberty to offend and reoffend, often against the same victim. Moreover, high levels of attrition in the criminal justice process – cases that don't reach a conclusion – mean that for many women and girls who come forward and report, justice is not done.

Our draft objectives are to:

- **Encourage more victims of domestic abuse to come forward and reduce the number of repeat victims**
- **Encourage more victims of sexual violence to report and reduce the number of repeat victims**
- **Encourage more victims of harmful practices such as female genital mutilation (FGM), 'honour'-based violence and forced marriage to come forward and report.**
- **Work with the criminal justice service to reduce the rates of attrition in cases of violence against women and girls as they progress through the criminal justice process**

Our oversight of performance in tackling violence against women and girls focuses on holding the MPS, criminal justice service and partners to account for tackling these issues.

Consultation questions:

PRIORITIES - Do you think the priorities stated in this section are the right ones? Thinking about the priorities - please provide any comments you have, including anything you would add or change.

DELIVERY AND COMMITMENTS - Are the delivery plans and commitments clear and easy to understand? Please provide any comments you have about the delivery plans and commitments. Is there anything you would like to contribute regarding the approach MOPAC intend to take?

MEASURING SUCCESS – Do you agree with the approach laid out in terms of how success will be measured? Please provide any comment you have about performance measurement of the police or criminal justice service.

Standing together against extremism, hatred and intolerance

London is rightly famed as a city where people from every background and walk of life can live in freedom and tolerance. That tolerance and willingness to embrace difference is precious, and we are determined to protect it from those who would seek to undermine it.

The range and diversity of London's communities is unparalleled. Over a quarter (28 per cent) of Londoners were born outside the country, according to the most recent census. 23 of London's 33 Boroughs are 'plural' in that no single ethnic group is in the majority.

However, for some, life in the city has been blighted by a minority who choose to spread intolerance and hatred. Hate crime in all of its forms – such as anti-Semitism, Islamophobia, racism, homophobia and disability hate crime – exists in our city, and in recent years there has been a clear upward trend in hate crime offences reported to the police.

74% of Londoners are concerned about hate crime

Of the 17,657 hate offences reported over the year to August 2016, 89% were flagged as racist or religiously aggravated, and offences of this type have increased by nearly a fifth (19%) in that time. A further spike in racial hate offences occurred following the European Union Referendum. To date, criminal justice agencies have struggled to rise to the scale of the challenge. Reports of hate crimes relating to sexual orientation increased by 19% in the last year, hate crimes against transgender people increased by 42% over the same period.

Whilst the number of hate crime reports has increased, the sanction detection[25] rate in London has reduced, from a peak of almost 50% in August 2011 to 23% in June 2016. A quarter of all hate crime trials take place in London, but the conviction rate of 80% is lower than the national rate of 85%.

Communities that are divided and fearful are not only more susceptible to intolerance and hatred, they are more vulnerable to extremism. Segregated and isolated communities breed fear and ultimately leave citizens more vulnerable to the divisive ideology of extremists. Extremism has the potential to not only manifest itself in physical attacks on people and places, but to isolate individuals and undermine social integration. In recent years there has been a step change in the volume, range and pace of extremist activity. For example, we know that in the era of electronic communications and social media, it has never been easier to disseminate and access extremist materials, or for radicalisers to prey upon vulnerable people. Last year, the police intervened in around 1,000 cases of people at risk of radicalisation and took down around 1,000 pieces of extremist content from the internet every week.

[25] i. A sanction detection occurs when; a notifiable offence (crime) has been committed and recorded; a suspect has been identified and is aware of the detection; the Crown Prosecution Service evidential test is satisfied; the victim has been informed that the offence has been detected; and the suspect has been charged, reported for summons or cautioned, been issued with a penalty notice for disorder, or the offence has been taken into consideration when an offender is sentenced.

Our proposed commitments

We propose to:

- **Work with MPS and CPS to take a zero tolerance approach against hate crime.**

- **Support the work of TfL, MPS Roads and Transport Policing Command, the British Transport Police and City of London Police to tackle hate crime on public transport to ensure London's transport system is a safe and welcoming environment for all those who wish to use it.**

- **Roll out the Hate Crime Victims' Advocates service across London, following a pilot scheme in Hackney and Westminster.**

- **Launch an Online Hate Crime Hub to provide a dedicated policing response to online offences.**

- **Ensure that the approach to safeguarding against radicalisation is in line with our city-wide approach to social integration.**

- **Work with the Deputy Mayor for Social Integration to support community cohesion and resilience.**

Building cohesive and resilient communities

Encouraging greater social integration is the best defence against hatred, intolerance and extremism. That is why the Mayor has put social integration at the heart of his mission of a safer and more secure city, appointing London's first ever Deputy Mayor for Social Integration to act as a powerful advocate for change. MOPAC will work closely with the Deputy Mayor for Social Integration to support his work to promote stronger and more resilient communities. Our plans to restore real neighbourhood policing are a key element of this work, bringing the police closer to communities, building greater understanding of community concerns and encouraging Londoners of all backgrounds to consider joining the service.

The police have a vital role to play in the earlier identification of people vulnerable to radicalisation in our communities. MOPAC will work with the MPS to take forward the recommendations of the Government review of the CONTEST strategy, ensuring we can tackle the risks of radicalisation whilst improving relationships with communities.

Taking a zero tolerance approach against hate crime

We will ensure that appropriate training, awareness and a zero-tolerance approach are embedded within the MPS so that all front line officers understand the importance of providing a robust response and are aware of the specialist services available to victims. This training and awareness will be developed in partnership with those communities targeted by hate crime to ensure that the different needs of victims are understood;

77% of respondents to our survey think the police should have a zero tolerance approach to tackling hate crime

To ensure that this approach crosses police force boundaries in London, we will continue to support the work of the MPS, the British Transport Police, the City of London Police and TfL to tackle hate crime on public transport and to reassure those that feel vulnerable to victimisation. There is a campaign and engagement activity underway to make it clear that hate crime on London's transport system will not be tolerated, encourage reporting and to reassure the travelling public that the network is safe and welcoming for all. This is supported by activity to identify and bring offenders to justice.

And we will invest in a better response to hate crime on the internet, launching an Online Hate Crime Hub to provide a dedicated investigative police resource for these offences when they are reported.

We will provide transparency and scrutiny on progress by publishing information on hate crime and its outcomes, including data on police action and the criminal justice service response, particularly when perpetrators are successfully convicted and receive enhanced sentences.

Improving reporting

The police can only take action if victims of hate crimes have the confidence to come forward. We will take advantage of technological advances to offer smartphone apps and online facilities to report hate crime. We will support the provision of third-party reporting opportunities where victims may prefer to approach organisations within their own community rather than the police.

We aim to further boost the confidence of communities targeted by hate crime by fulfilling the Mayor's pledge to promote a police force that looks like the communities it is charged with keeping safe, with the aim of having a Met that is as diverse as London's population.

Strengthening early intervention and prevention

Tackling the roots of hatred and extremism means challenging prejudice before it grows. It means understanding that vulnerability to extremist narratives is as much a safeguarding issue as it is a counter-terrorism one – that the risk of being radicalised is a vulnerability in the same way that some are at risk of bullying and abuse online, child sexual exploitation, or being drawn into gangs.

Alongside our work to foster greater social integration, we will work to encourage a wider, societal zero-tolerance approach to hate crime by increasing awareness so that those who are victims of, or who witness incidents, understand that such behaviour is not only unacceptable but criminal.

We will work with schools in London to help them increase awareness and understanding of hate crime with a structured approach to engagement and educational resources, working with the MPS, local authorities and educators to develop preventative education programmes.

Supporting victims

Confidence to report hate crime and the police's ability to enforce the law depends on victims having faith that they will be supported to cope and recover.

Currently, individual services to support victims of hate crime are being commissioned in isolation and victims are expected to navigate their way between services that are commissioned by a range of different bodies. We will commission support services and referral mechanisms around the needs of victims, ensuring that these services are more effectively meeting their needs, and provide access to a small grants fund to provide development and capacity for support organisations to meet the rising demand as the confidence of victims to report increases.

Building on the success of Independent Sexual Violence Advisors (ISVAs) and Independent Domestic Violence Advocates (IDVAs), we will establish a Hate Crime Victims' Advocates (HCVA) scheme across London – learning lessons from the pilot scheme in Hackney and Westminster, which has demonstrated the benefit of specialist and targeted support for high risk victims of hate crime. The scheme will be designed to reduce repeat victimisation, increase feelings of safety, improve accessibility of services and reduce the likelihood of victims discontinuing their case before it gets to court.

A London-wide approach to counter-radicalisation

The government's approach to tackling extremism is set out in its 'Prevent' strategy, which commits to challenging extremist ideas that can be used to legitimise terrorism and to intervene to stop people moving towards terrorist-related activity. Yet the delivery of that strategy has been inconsistent and controversial.

A centralised and top-down approach to commissioning has resulted in variations in the level and quality of work taking place across London to tackle extremism and identify those most at risk. Within London, there has been no single strategic body with oversight of activities that are being commissioned to counter radicalisation and support vulnerable individuals and families. There has been a lack of transparency about how risk is identified and resources

deployed. Practices and standards vary widely from Borough to Borough and joined up working has been rare. Nevertheless, there have been important improvements in safeguarding against radicalisation, for example in schools.

Case Study – Prevent at work in safeguarding

A 16 year old girl with relatives who had travelled to Syria was identified to police after having public aspirations of travelling to Syria on social media. She was accepted as a Channel case and agreed to engage in the support programme provided, including a number of sessions with a mentor. Her risk of travel was deemed so great that a Family Court Order was taken out to confiscate her passport and prevent travel. Following this, the girl returned to education and exited the Channel programme having had her vulnerability reduced. She did not travel to Syria.

We have an important role to play in improving the safeguarding of vulnerable individuals and preventing radicalisation in London, given our unique position to understand what is happening across the city, to identify risk, deploy resources more strategically and join up services at Borough level.

In future, we will:

- explore, with local authorities and the Home Office, the scope for commissioning activity to counter radicalisation, across London, across Borough boundaries and to improve other areas of safeguarding.
- engage communities more effectively in efforts to strengthen safeguarding against the risk of extremism.

Working alongside national efforts

It is vital that national strategies and programmes to counter radicalisation and violent extremism engage with London's diverse communities and avoid stigmatizing entire ethnic, religious or cultural groups.

CONTEST

CONTEST is the Government's national strategy to reduce the risk to the UK and its interests overseas from terrorism, so that people can go about their lives freely and with confidence.

CONTEST is based around 4 workstreams, each comprising a number of key objectives

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

We recognise that Prevent has generated significant concerns, while maintaining important strides towards mainstreaming safeguarding against radicalisation, for example through the Channel programme. We welcome the Government's decision to review the CONTEST strategy of which Prevent is a part. Similarly, we will engage closely with Dame Louise Casey's review into integration, to build on the good work that has been done by local authorities, the MPS, schools and other partners to protect vulnerable people from coming to harm as a result of radicalisation.

What success would look like

Our oversight of performance on hate crime and extremism considers four issues vital to making London safer.

Our draft objectives are to:

- **Encourage more victims of hate crime to come forward and report**
- **Reduce the level of repeat victimisation**
- **Reducing the rates of attrition in cases of hate crime as they progress through the criminal justice process**
- **Improve the level of satisfaction of victims of hate crime with the service they receive from the police and criminal justice service.**

MOPAC will work with and hold the MPS, criminal justice service and partners to account for delivering these objectives.

Consultation questions:

PRIORITIES - Do you think the priorities stated in this section are the right ones? Thinking about the priorities - please provide any comments you have, including anything you would add or change.

DELIVERY AND COMMITMENTS - Are the delivery plans and commitments clear and easy to understand? Please provide any comments you have about the delivery plans and commitments. Is there anything you would like to contribute regarding the approach MOPAC intend to take?

MEASURING SUCCESS – Do you agree with the approach laid out in terms of how success will be measured? Please provide any comment you have about performance measurement of the police or criminal justice service.

Transforming services and managing the MPS budget

The challenges that face the MPS are significant: Violence is increasing. Whilst some crimes continue to fall, new threats are emerging. Cyber-crime is on the increase. Terrorists continue to develop new tactics to try and attack us.

At the same time, continued Government austerity means that we will have to make further savings from the MPS budget over the next four years, on top of the £600m already saved over the last four years.

This draft Plan describes how we propose to work with the MPS to ensure that, at a time of changing demand and decreasing funding, its officers, staff and volunteers have the resources, skills and support they need to protect our city from criminal threats, deliver a high quality universal service to all Londoners, intervene effectively with the most vulnerable victims of crime in our city and pursue the perpetrators.

After years of cuts in police funding, pressures on the policing budget remain acute. Over the next four years, we anticipate having to make millions of pounds in additional savings from the MPS budget.

To meet the challenges of policing a growing, modern city within the constrictions of a tight budget, the MPS will transform the way it operates to ensure that every pound spent on policing is delivering the maximum benefit to Londoners.

Technology

The MPS continues to use a number of ageing core IT systems that are not only limited in their capabilities – the lack of integration means that often, officers and staff have to manually input the same information into multiple systems.

We will invest in new and properly integrated IT systems for the Met, bringing the organisation into the digital age and helping our officers and staff work more efficiently and effectively, keeping officers out of the station and in communities; supporting better investigation; and allowing the MPS to better share intelligence internally and with other forces.

Technology also has a transformative role to play in the way Londoners contact the police and it is essential that the MPS moves with the times and adapts to the changing ways Londoners communicate. We will launch a pilot of 'digital 101' – an online non-emergency contact system to allow Londoners to contact the police through their smartphones and tablets, and an online system to allow victims to follow the progress of their case.

Structure

We will examine how the structure of the MPS can adapt to better meet the needs of Londoners and do so in a more efficient way. Currently, the MPS has 32 policing Boroughs, each with a Commander, leadership team and other specialist functions. These Boroughs vary in size, have different ways of doing things, and have different resources and demands. We are to trial a simplified management structure for local policing. In a pathfinder project in two areas of London, we are to trial a reorganisation of Boroughs into larger 'Basic Command Units' – with a smaller number of Commanders managing a larger area and specialist teams brought together to form larger units. This approach should allow us to reduce the amount spent on the management of local policing and maximise investment into front line services for the public. We will consider the findings of the pilots carefully and consult before considering any wider rollout across London.

We will continue to review the MPS estate. It is essential that the MPS' buildings support policing, rather than drain resources that could be better spent on services to the public**.** We will sell buildings that cost policing more than they benefit and invest in others to create a modern environment for our staff and the public who need our services. Providing more affordable homes for Londoners is a key Mayoral priority, and we will ensure that contributing to this goal is a key consideration in any future sales of MPS buildings.

Making every pound count

Her Majesty's Inspectorate of Constabulary has graded the MPS' efficiency as good. We will strive to deliver the most efficient possible service for Londoners, using our oversight role to closely scrutinise the way the MPS spends public money and promote value for money. Our ambition is that, by 2020, at least 85% of the MPS budget is spent on the front line and services directly supporting front line activity.

How MOPAC will deliver this Plan

How we propose to oversee the MPS, fund services and deliver our commitments.

Shared outcomes

The successful delivery of the Police and Crime Plan will be heavily dependent on the contributions of a range of partners across London. To enable this, there is a need to develop joint priorities, shared outcomes and commissioning arrangements where possible. We will aim to produce joint delivery plans to complement this strategic document and steer the implementation of our commitments.

Tighter grip on performance and oversight

One of the most important jobs the Mayor has is to provide oversight of the Metropolitan Police on behalf of Londoners. This means ensuring they are effective in their work and that they are efficient in the use of their budget. The Police and Crime Plan is a key instrument in providing oversight not only of the Met, but of all partners, ensuring we deliver the best for this city.

We will continue to provide in-depth scrutiny of Met performance, with an evidence based performance framework that really gets to grips with the key measures of what success looks like.

The Mayor will hold the police to account by holding regular meetings with the Commissioner and keeping a tight grip on the Met's budget; making decisions on strategic and high-level spending and ensuring the Met and Londoners receive value for money.

The Mayor will oversee the delivery of the Plan with partners through the development of joint delivery plans in collaboration across agencies. These will set clear joint objectives, outcomes, and performance frameworks against which successful delivery of the Plan can be measured.

Measuring the things that matter

MOPAC's Evidence and Insight Unit is widely respected for its work on policing and crime research and analytics. The aim of the unit is to drive evidence based decision making through information, evaluation, analysis and research.

A core area of the draft Police and Crime Plan is the performance framework or outlining 'what success will look like'. For this purpose, MOPAC have identified a suite of measures that in combination will monitor the priority areas outlined in the plan. The measures incorporate indicators relevant to Community Safety Partnerships, Criminal Justice Service and the Metropolitan Police Service, the aim ultimately being to evidence a safer city for all Londoners.

MOPAC will continue to monitor all crime and identify emerging trends ensuring appropriate action is taken. However, a key aspect of the draft Plan is the inclusion of local decision-making around volume and higher harm crime priorities, avoiding unnecessary and blunt pan-London measures whilst simultaneously enabling a more sophisticated conversation in measuring what success looks like - moving beyond numbers of crimes and looking also at repeat victimisation and addressing inequality.

This will be supported by the provision of a range of analytical tools, oversight/scrutiny mechanisms and regular monitoring of these key measures in order to fulfil our statutory obligations to hold the Commissioner to account on behalf of Londoners.

Working with partners

Delivery of the Police and Crime Plan will rely on the wide range of voluntary and statutory partners that play a crucial role in providing support and reducing harm in our city.

The Mayor has a unique convening power in London. Agencies in the criminal justice sector and beyond look to the Mayor to provide leadership and to bring organisations together to strengthen partnerships.

Who are our partners?

London and national police forces	**Probation**	**Courts and Prosecution**
Transport	**Health**	**London Fire Brigade**
Local Authorities	**Central Government**	**Voluntary and Community Sector (VCS)**

We will continue to work closely with partners, to co-commission services and to align strategic direction. We will convene partners at the London Crime Reduction Board to facilitate genuine collaborative working with the most senior officers from across the criminal justice sector and to influence key strategy decisions. Where we need to, we will lobby partners, advocate and call for action on priority issues to make sure we get the best services for Londoners.

Furthermore, the Mayor has committed to maintain the £72m for the London Crime Prevention Fund (LCPF) over the Police and Crime Plan period. This new London Crime Prevention Fund settlement will be awarded according to the greatest need across London's Boroughs, with a new emphasis on ensuring every Londoner has the access to the services they need to help support them and keep them safe, in line with the principles of the Plan.

Furthermore, some funds will be redirected to support joint commissioning of services across Boroughs – helping to facilitate the provision of specialist services that need a greater economy of scale than can be provided by one Borough alone. Local authorities will be core partners in the development of this new funding pot, which accounts for 30 per cent of the LCPF budget from 2018/19 onwards.

Smarter commissioning

The Plan will guide an intelligent approach to commissioning, underpinned by evidence and focused on delivering genuine outcomes. We will continue to work with Boroughs and partners to make sure that the work we commission meets the needs of our City and that resources are not wasted on duplication of services.

There are two tiers to our commissioning model:

Local commissioning - *enabling local delivery*:
We know that each part of London is different. So we will work collaboratively with Local Authorities to deliver programmes that meet the very specific needs of each community.

Regional commissioning – *supporting local delivery*: We are also in a unique position to commission work across London that supports local delivery. This means that we can provide consistent services that are accessible by all Londoners who need them, and that can supplement local initiatives.

Across all of our commissioning, we will lead on innovation; testing new ideas and being at the forefront of advances in policing and crime policy. Importantly, we will continue our grip on ensuring we secure genuine value for money. We want to be assured that the taxes paid by Londoners are being used as efficiently as possible. We will continue to make this happen with rigorous funding application processes and robust contract management.

Prevention and early intervention

Behind absolutely everything we do is the knowledge that if we really want to reduce victimisation, we need to start at the beginning. We need to prevent children and young people from developing the types of attitudes and behaviours that might cause them to hurt someone or commit other types of crimes.

We need to make sure that schools are given the right support to build resilience in their young people and to help them be strong enough to resist radicalisation and recruitment into gangs. When a young person begins to display signs that they are being pulled in the wrong direction, we need adults around them that are trained to spot it and know who to go to for help.

Safeguarding against harm and intervening early is crucial. This will be threaded throughout the work we commission and will provide us a key point of oversight of the Police.

Devolution

The Mayor believes that in order to get the best outcomes for London we need greater local control of our services. This is not about getting a greater portion of funding, but about making better use of the money already spent in London.

As outlined in the criminal justice section of this draft Plan, a key support to the delivery of services over the next four years will include having greater powers over youth justice, probation, custody budgets and the Magistrates courts.

There is a strong case for devolution and little doubt that a more integrated, regionalised approach will allow us to streamline services for victims. The Mayor will continue to work with government to design a package of justice devolution and will continue to fight for London on a national level.

Devolution will remain a part of our approach and alongside the Mayor’s negotiations with government - we will always lobby for greater control when it is in the best interest of Londoners.

Engagement with the public

The Police and Crime Plan is an important document for all Londoners, and we are working to provide as many Londoners as possible with a chance to have their voice heard.

Our aspiration is that the Plan sets a new standard for inclusion and engagement, and ahead of the publication of this draft document and the launch of the formal consultation, we have carried out an intensive programme of engagement with our key stakeholders and with Londoners.

Between 24th October and 16th November 2016, nearly 8,000 Londoners took part in a survey on policing and crime via the Talk London website, to inform our drafting of this document. The full results of this survey are available on the MOPAC website.

In addition, the Deputy Mayor has conducted a wide range of visits, events and engagement meetings for the draft Police and Crime Plan over the last six months.

These meetings have included: the MPS, British Transport Police, City of London Police, TfL, the Home Office, the Ministry of Justice, the CPS, HMIC, the NHS, the Police Federation, the Metropolitan Black Police Association, the Youth Justice Board, HM Prison Service, the London Community Rehabilitation Company, the London Assembly, the Children's Commissioner, Victim Support, London Citizens, the Prison Reform Trust, London Heads of Community Safety, the London Safer Neighbourhood Board Forum, the London Councils Leaders Committee, the London Violence Against Women and Girls Board, the VAWG Voluntary and Community Service Reference Group, London Councils, the Migrant and Refugee Advisory Panel, Women's Aid, Pact, Faith Forums 4 London, Brixton Soup Kitchen, the London Community Forum, the Voluntary and Community Sector Roundtable, the London Ibero-American Women's Association, the Community Safety Trust, the Muslim Council of Britain, the Stop and Search Community Monitoring Network, a MOPAC Sexual Violence Roundtable, a MOPAC Business Crime Roundtable, a MOPAC Youth Roundtable on Knife Crime, the Mayor's Knife Crime Summit.

Inclusion and involvement are at the heart of our approach to our work, and we will continue to engage with communities and stakeholders throughout this Plan period, building relationships and working together to make our city safer for all.

What happens next?

After the close of the consultation period, we will be carefully considering all of the comments and suggestions received, before preparing the final version of the Police and Crime Plan for London.

The Plan will be published by the end of March 2017.

Thank you for reading this draft document. We look forward to hearing your views.