

Police and Crime Plan 2017-21

Draft for consultation

INTEGRATED IMPACT ASSESSMENT

December 2016

1. Introduction

The draft Police and Crime Plan 2017-21 (the Plan) was published for consultation on 1 December 2016. The Integrated Impact Assessment (IIA) of the draft Plan is an assessment of its impact on the following objectives:

Crime, Safety and Security – to contribute to safety and security and the perceptions of safety;

Equality and Inclusion – to make London a fair and inclusive city where every person is able to participate, reducing inequality and disadvantage and addressing the diverse needs of the population;

Health and Health Inequalities – to improve the mental and physical health and wellbeing of Londoners and to reduce health inequalities across the city and between communities; which will include an equality impact assessment against each protected characteristic.

Social Integration – To ensure London has socially integrated communities which are strong, resilient and free of prejudices; which will include an impact assessment on socio-economic factors.

Economic, Competitiveness and Employment – To maintain and strengthen London's position as a leading connected knowledge based global city and to support a strong, diverse and resilient economy, providing opportunities for all.

After review, a decision was made that the policing and crime policies proposed in the Plan do not hold significant environmental impact. Therefore, a separate Strategic Environmental Assessment has not been undertaken at this time.

2. Aim of Police and Crime Plan

The Police Reform and Social Responsibility Act 2011 (the Act) introduced significant changes to the governance of policing in England and Wales, including the introduction of the Mayor's Office for Policing and Crime (MOPAC). Among MOPAC'S duties is a duty to issue a police and crime plan within the financial year in which each ordinary election is held, and as soon as practicable after the Mayor takes office. The Police and Crime Plan should set out for the period until 5 April 2021 (the end of the financial year in which the next Mayoral election is expected to take place):-

- MOPAC's police and crime objectives for the area;
- the policing of the police area which the chief officer of police is to provide;
- the financial and other resources which MOPAC is to provide to the chief officer of police;
- the means by which the chief officer of police will report to MOPAC on the chief officer's provision of policing;
- the means by which the chief officer of police's performance in providing policing will be measured; and
- the crime and disorder reduction, and victim and witness support, grants which MOPAC is to make, and the conditions (if any) to be applied to those grants.

Public priorities for policing and crime can be different, from Borough to Borough and between different genders, ages and communities. The DMPC's clear ambition is to break down inequalities in safety that exist across London, taking focused action on issues that disproportionately affect some, whilst ensuring that a high quality universal policing and justice service is in place to serve all Londoners. It is for this reason that a pre-consultation phase has been undertaken, with wide-reaching engagement with different communities and a survey open to all Londoners (Appendix A for list of consultees). This was supplemented by a BAME booster survey after it was identified that this demographic was under represented in the results. Efforts were made to ensure that all groups participated in the initial targeted engagement phase and through the full consultation.

3. Policies and evidence of impact

The safety and security of Londoners is the Mayor's number one priority. The ambition for policing and crime is to make London a safer city for all Londoners, no matter who they are or where they live.

The Police and Crime Plan is based on two clear principles:-

Victims First – putting the needs of victims at the heart of everything we do. This includes appointing a Victims Commissioner to stand up for the rights and needs of victims, and working to provide the help and support victims need at every stage in the criminal justice process.

Reducing inequalities in communities – a focus on setting an agreed standard and addressing the disparities we see across the city.

Better service for all

In designing the priorities in the Plan, MOPAC has been clear that all Londoners should receive a universal offer. This includes **a better police service for all**, setting out clear standards that Londoners can expect from their police. It also includes **a better criminal justice service for all**. All Londoners deserve a criminal justice service that is trusted and effective.

Priority areas

In order to address the inequalities that exist in London, the Plan sets out three targeted priorities that are directed at those people who are disproportionately affected by crime. The targeted priorities aim to provide specialised services that safeguard the most vulnerable in society. They aim to reduce the evident inequalities that currently exist.

The three targeted priorities are:

Keeping Children and Young People Safe - Providing a safer London for children and young people will enable them to grow and reach their potential free from fear of crime and violence.

Tackling Violence Against Women and Girls - Providing a safer London for women and girls will challenge the culture of acceptance of violence, abuse and harassment, and make sure that real action happens when these offences occur.

Standing together against extremism, hatred and intolerance - Protecting the specific groups that are hatefully targeted will form the bedrock of our priority of standing up to extremism, hatred and intolerance.

MOPAC is clear that the outputs from this Plan will provide a better service to all whilst having a greater impact on certain groups in society who are disproportionately vulnerable to and affected by crime through targeted work and through our commissioning of services.

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Integrated Impact Assessment

The following assessment is based on the draft Plan which details the priorities that are proposed and assesses the potential impact, whether positive, negative, neutral or unknown. In conducting the assessment, and in line with the intentions of the draft Plan, **the potential impact has been assessed as positive across all objectives.**

Topic	IIA objective	Context	Policy	Impact
Crime, Safety and Security	1. To contribute to safety and security and the perceptions of safety	The safety and security of Londoners is the Mayor's number one priority. The ambition for policing and crime is to make London a safer city for all Londoners, no matter who they are or where they live.	<p>The draft plan is focussed on ensuring the protection of local communities from the threat and consequences of criminal and antisocial behaviour by achieving reductions in both crime and fear of crime</p> <p>The draft plan will deliver greater numbers of police and greater visibility within each ward in London. In turn, it will provide increased benefits associated with protecting communities from crime and anti-social behaviour. Communities will be given a say in local policing priorities through Safer Neighbourhood Boards and citizen's panels. In addition, the MPS will dedicate 600 safer schools officers and 240 prevention officers to work with the community to help prevent crime. MOPAC will work closely with the Night Czar to deliver a safe and enjoyable night time economy.</p>	Positive impact on crime and safety with aim of delivering a better police service and criminal justice service to all, whilst tackling vulnerabilities that exist and improving victim's experiences of crime.
Equality and	2. To make London a fair	The evidence indicates	The draft plan recognises that some	The draft Plan aims to ensure

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Inclusion	and inclusive city where every person is able to participate, reducing inequality and disadvantage and addressing the diverse needs of the population	<p>differential experiences of policing, victim satisfaction and confidence amongst different sections of London’s community – BAME, women, young people, boys/men, and people with physical and mental health disabilities. For instance, the level of confidence in the police among young BAME Londoners is 11% lower than that of young white Londoners. Three quarters of white Londoners feel they will be treated fairly by police. Only two thirds of black Londoners feel the same way. Similarly, only 54% of black people feel stop and search is used fairly, compared to 78% of white people. The draft plan will aim to improve the quality of service for those interacting with the police and will provide additional dedicated police officers in each ward, aiming to strengthen the bonds of trust between the community and police leading to higher satisfaction and fewer complaints.</p> <p>Inequality and disproportionate representation within the CJS</p>	<p>areas of London are more vulnerable than others to crime, victimisation and offending. We know from analysis that the number of high harm victims that are either BAME or White is proportionate to the current London ethnic projections. This is also the same for BAME offenders of high harm offences.</p> <p>The draft plan ensures that high harm crimes are prioritized by boroughs so that police and local partners are focused on the most serious and harmful offences.</p> <p>A commitment has been given throughout the draft plan that victims will be at the heart of everything that we do. Consideration has been given to those most vulnerable and specific targeted action will be taken, but equally a commitment to provide a quality service to all will ensure that no one person is disadvantaged in the police response.</p> <p>Keeping victims at the heart of the work of the criminal justice service will be the role of the new Independent Victims’ Commissioner for London. The Victims’ Commissioner will work</p>	better police and criminal justice services for all Londoners regardless of where they live or who they are.

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		<p>has been evidenced in the emerging findings of the Lammy Review, which indicate that:</p> <ul style="list-style-type: none"> - 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 defendants are more likely than their white counterparts to be tried at Crown Court – with young black men around 56% more likely than their white counterparts; - BAME men were more than 16% more likely than white men to be remanded in custody; 	<p>with criminal justice agencies to ensure they are adhering to their duties and obligations towards victims and witnesses as set out in the Code of Practice for Victims of Crime. This is particularly important as currently there is inequality and disproportionate representation within the CJS.</p> <p>The justice service should treat all victims of crime with the same degree of respect and care, but evidence shows that this is not always the case.</p> <p>Analysis shows that repeat offenders tend to be young adults with 18-24 year olds recording the highest adult reoffending rates at 32.2% per offenders. They are also the largest cohort of offenders at over 26,000 individuals. These career criminals cause immense harm in our City. We know that different cohorts of prolific offenders have unique needs that must be addressed if we are to tackle the causes of their offending. Therefore, MOPAC will work towards specific interventions for these groups. In particular the Plan will work with partners to deliver an approach for young adults across the whole CJS that will minimise the need for</p>	

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		<ul style="list-style-type: none"> - Mixed ethnic men and women were more likely than white men and women to have adjudications for breaching prison discipline brought against them – but less likely to have those adjudications proven when reviewed. - 41% of youth prisoners are from minorities backgrounds, compared with 25% ten years ago, despite prisoner numbers falling by some 66% in that time; 	<p>transition between youth and adult services. There will be an additional focus on female offending, tailoring services to the needs of women. Finally, we will concentrate on high harm offenders through the gangs matrix work to reduce delays in the system and to reduce the incidence of “no further action taken”.</p> <p>In addition, the Plan is focussed on reducing inequalities and putting victims first, with three priority areas of keeping children and young people safe, tackling violence against women and girls, and standing together against extremism, hatred and intolerance.</p>	
Social Integration	<p>3. To ensure London has socially integrated communities which are strong, resilient and free of prejudice</p> <p>Also includes an assessment on socio-economic factors</p>	<p>The evidence indicates that some areas of London are more vulnerable than others to crime, victimisation and offending. The evidence also indicates differential experiences of policing, victim satisfaction and confidence amongst different sections of London’s community – BAME, women, young people,</p>	<p>The Plan seeks to address these issues by ensuring better police and criminal justice services for all, and by identifying three priority areas as detailed above. There is also a focus on improving relations between the police and communities, particularly young people and BAME communities.</p> <p>The Plan recognises that local</p>	<p>The draft Plan aims to ensure better police and criminal justice services for all Londoners regardless of where they live or who they are.</p>

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		<p>boys/men, people with physical and mental health disabilities (see above).</p>	<p>businesses have specific needs and an important contribution to make to the safety, prosperity and wellbeing of communities. The Plan proposes that MOPAC 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. MOPAC will also work with the Night Tsar to deliver a safe and enjoyable night time economy.</p> <p>The Plan recognises the need to increase the diversity of the MPS workforce and proposes to work to accelerate the diversification of the MPS, and to work with the College of Policing to develop a new police recruit test. These measures are intended to make the MPs a better place to work and to encourage Londoners from all backgrounds to consider policing as a career path.</p>	
<p>Health and Health Inequalities</p>	<p>4. To improve the mental and physical health and wellbeing of Londoners and to reduce health inequalities across the City and between</p>	<p>The evidence indicates that people with mental ill health are more vulnerable to victimisation and to entering the criminal justice system.</p>	<p>The Plan seeks to address this by developing and working more closely with health partners to deliver effective liaison and diversion services to divert people away from the CJS and into appropriate health-based</p>	<p>The draft Plan aims to ensure better police and criminal justice services for all Londoners regardless of where they live or who they are. Better access to health</p>

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	communities.		<p>services, and by providing more effective pathways into health services for both victims and offenders as appropriate.</p> <p>We know that changing demands on the police include increasing reports of previously 'hidden' crimes such as domestic abuse, sexual assault and child abuse, which disproportionately affect women and children. Delivering a greater quality of service to all those interacting with the police and working with partners to ensure the right services are available when required will provide positive benefits to those affected by crime. MOPAC will work with health partners to ensure inclusion of health agencies where possible. MOPAC will also continue the work with mental health partners and drug and alcohol services to ensure the health drivers to crime are addressed.</p>	services and better liaison and diversion away from the CJS are key aims of the draft plan.
Economic Competitiveness and Employment	5. To maintain and strengthen London's position as a leading connected knowledge based global city and to support a strong, diverse and resilient economy, providing opportunities	<p>The Plan recognises that local businesses have specific needs and an important contribution to make to the safety, prosperity and wellbeing of communities.</p> <p>The volume of business crime</p>	The Plan proposes that MOPAC 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. MOPAC will also work with the Night Tsar to deliver a safe and enjoyable	The draft Plan aims to ensure better police and criminal justice services for all Londoners regardless of where they live or who they are. It will have a positive impact on business through its partnership work with the

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	for all	has been gradually rising with a sharper increase for the year to the end of the last quarter (to Sept16), accounting for 17% of all crime (TNO) recorded by the MPS.	night time economy.	police and businesses.

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The following assessment has been conducted to determine whether the proposed priorities within the draft Plan would have any negative impact on any protective characteristics. In conducting the assessment, and in line with the intentions of the draft Plan, the potential impact has been assessed as positive across all objectives. There are, however, some gaps in data for some areas and mitigations have been identified to work towards improving this.

Topic	Context	Policy	Impact
Age	<p>The evidence indicates that young people are disproportionately impacted by crime as both victims and offenders.</p> <p>Evidence shows that serious youth violence has increased 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 under the age of 25 is, at 1,782 offences in the year to September, the highest level since 2012. Children and young people are particularly vulnerable to becoming victims of crime and to becoming offenders themselves. The causes of this are deep rooted and complex. 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.²</p> <p>Analysis shows that repeat offenders tend to be young adults with 18-24 year olds recording the highest adult reoffending rates</p>	<p>Therefore, MOPAC will work towards specific interventions for these groups. In particular the Plan will work with partners to deliver an approach for young adults across the whole CJS that will minimise the need for transition between youth and adult services. We will concentrate on high harm offenders through the gangs matrix work to reduce delays in the system and to reduce the incidence of “no further action taken”.</p> <p>The Plan includes a specific priority on keeping young people and children safe</p>	<p>The aim is for a positive impact on young people whether it be through the focus on bring down knife crime, to ensuring a more effective transition through the CJS, with a focus on breaking the cycle of crime for the core group of repeat offenders.</p>

² Jennings et al (2011) quoted in **Offending and Victimisation, Pathways and Interventions; Draft Literature Review for YJB Victims Reference Group**, 1 September 2016

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	<p>at 32.2% per offenders. They are also the largest cohort of offenders at over 26,000 individuals. These career criminals cause immense harm in our City. We know that different cohorts of prolific offenders have unique needs that must be addressed if we are to tackle the causes of their offending.</p>		
Disability	<p>Data from MOPAC's hate crime dashboard indicates that there has been an increase in the reported levels of all hate crime in London in the twelve months to September 2016 when compared to the previous year, from 15,004 offences</p>	<p>The Plan proposes a specific priority relating to extremism, hate crime and intolerance, with the development of a zero tolerance approach to all hate crime, the broadening of the hate crime victim advocates scheme and the implementation of an online hate crime hub to address this growing area of hate crime.</p>	<p>There is a potential negative impact regarding accessibility to MPS services, particularly access to buildings, however, better police service for all bringing policing back to neighbourhoods will increase access/improve access.</p>
Gender reassignment	<p>The evidence in respect of the impact of crime on those who have undergone gender reassignment is minimal. The specific area of impact for which there is some evidence would be in relation to hate crime. In the 12 months to Sept 2016 there were 169 reports of transgender hate crime; an increase of 40 offences on the previous year, but we know that this is an under-reported crime.</p>	<p>The Plan proposes a specific priority relating to extremism, hate crime and intolerance, with the development of a zero tolerance approach to all hate crime, the broadening of the hate crime victim advocates scheme and the implementation of an online hate crime hub to address this growing area of hate crime.</p>	<p>There is currently a data gap in respect of our understanding of the impacts of crime and victimisation on those who have undergone gender reassignment. MOPAC will seek to address this through engagement and consultation with community representatives</p>

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<p>Marriage and civil partnership</p>	<p>No relevant data or specific impact identified in relation to this group. However, this group will benefit from the wider positive impact being delivered across the Plan.</p>		
<p>Pregnancy and maternity</p>	<p>No relevant data or specific impact identified in relation to this group. However, this group will benefit from the wider positive impact being delivered across the Plan.</p>		
<p>Race</p>	<p>There has been an increase in the reported levels of hate crime in London in the twelve months to September 2016 when compared to the previous year, from 15,004 offences to 18,341. Additionally there has been an increase in each individual strand of hate crime.</p> <p>Inequality and disproportionate representation within the CJS exists. This has been evidenced in the emerging findings of the Lammy Review, which indicate that:</p> <ul style="list-style-type: none"> - 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 defendants are more likely than their white counterparts to be tried at 	<p>Keeping communities safe is the Mayor's top priority and this can only be achieved with a criminal justice service that protects victims and works with offenders to break the cycle of crime. Keeping victims at the heart of the work of the criminal justice service will be the role of the new Independent Victims' Commissioner for London. The Victims' Commissioner will work with criminal justice agencies to ensure they are adhering to their duties and obligations towards victims and witnesses as set out in the Code of Practice for Victims of Crime. This is particularly important as currently there is inequality and disproportionate representation within the CJS.</p> <p>The justice service should treat all victims of crime with the same degree of respect and care, but evidence shows that this is not always the case.</p> <p>The Plan proposes a specific priority relating to extremism, hate crime and intolerance, with the development of a zero tolerance approach to all hate crime, the broadening of the hate crime victim advocates scheme and the implementation of an online hate crime hub to address this growing area of hate crime.</p>	<p>The aim will be a positive and fair impact on those people who use the CJS, whilst also keeping victims at the heart of the work of the criminal justice service.</p> <p>The focus on hate crime will aim to have a positive impact on victims, with the potential of improving their experiences of the system and as a victim overall.</p>

	<p>Crown Court – with young black men around 56% more likely than their white counterparts;</p> <ul style="list-style-type: none"> - BAME men were more than 16% more likely than white men to be remanded in custody; - Mixed ethnic men and women were more likely than white men and women to have adjudications for breaching prison discipline brought against them – but less likely to have those adjudications proven when reviewed. - 41% of youth prisoners are from minorities backgrounds, compared with 25% ten years ago, despite prisoner numbers falling by some 66% in that time; 		
<p>Religion and belief</p>	<p>In the year to September 2016 there were 482 anti-Semitic offences recorded by the MPS. This is up from 474, a 1.7% increase on the previous 12 months.</p> <p>In the year to September 2016, 25% of hate crime victims have been of an Asian background, 28% have been black, and 27% from a white European background.</p> <p>In the last year (October 2015 – September 2016) there have been 1,343 Islamophobic offences recorded by the MPS. This is up from 811 during the same period (Oct – Sep) the</p>	<p>The Plan proposes a specific priority relating to extremism, hate crime and intolerance, with the development of a zero tolerance approach to all hate crime, the broadening of the hate crime victim advocates scheme and the implementation of an online hate crime hub to address this growing area of hate crime.</p>	<p>Potential data gap in respect of other faiths. Other than anti-Semitic and Islamophobic hate crime, religious hate crime data is not broken down into other religions, which may be masking victimisation against other groups, e.g. Sikhs.</p>

	<p>previous year, and shows a 65.6% increase (or 532 more offences).</p> <p>Of the victims of those crimes, 45% were female, and 48% were male (7% were recorded as gender not stated.) The largest percentage of victims (32%) were aged between 25 and 34 years old.</p> <p>Current figures show the MPS have recorded 2,110 faith hate offences during the most recent 12 months, with an increase of 656 offences (+45.1%) compared to the previous 12 months.</p>		
Sex	<p>We know from data that in the year to September 2016, just over three out of four victims of Domestic Abuse and Violence were female. In the same period, almost nine in ten victims of sexual offences were female. Female victims of Islamophobic offences account for 45% of all victims.</p>	<p>The Plan proposes specific priorities relating to violence against women and girls and extremism, hate crime and intolerance, with the development of a new VAWG strategy, more investment in support services, a zero tolerance approach to all hate crime, the broadening of the hate crime victim advocates scheme and the implementation of an online hate crime hub to address this growing area of hate crime.</p> <p>There will be an additional focus in the draft plan on female offending, tailoring services to the needs of women.</p>	<p>The focus on VAWG will ensure that a positive impact on those affected by this type of crime through better access to the right services.</p>
Sexual orientation	<p>Sexual orientation hate crime has increased by 12.8% when comparing the 12 months to September 2016 with the previous 12 months. This equates to 221 more offences recorded. Men are predominately more likely to be victims of this crime (77% compared to 21% female).</p>	<p>The Plan proposes a specific priority relating to extremism, hate crime and intolerance, with the development of a zero tolerance approach to all hate crime, the broadening of the hate crime victim advocates scheme and the implementation of an online hate crime hub to address this growing area of hate crime.</p>	<p>The focus on hate crime aims to impact positively on those who fall victim to these crimes.</p>