

**M O P A C**

**MAYOR OF LONDON**  
OFFICE FOR POLICING AND CRIME

**Annual Report – 2017-18**

## **Foreword**

This Annual Report reflects the first full year of delivery against the Police and Crime Plan for London 2017-2021, published in March 2017.

2017/18 was a difficult, tragic year for London. Just two days after the publication of the Mayor's Police and Crime Plan for London, the terror attack on Westminster Bridge took the lives of innocent pedestrians and that of PC Keith Palmer, murdered as he did his duty protecting the public.

Incidents at London Bridge, Finsbury Park and Parsons Green followed, along with the dreadful fire at Grenfell Tower. Never has the dedication, heroism and skill of our police service – and all of our emergency services – been more clearly on display. We will always remember those who lost their lives in these incidents, and we will not forget the tremendous courage, humanity and compassion displayed in the response to these tragedies by our emergency services and members of the public.

In addition, police recorded crime rates in England and Wales increased during 2017/18 and continue to do so. We are working hard in London to turn the tide of this criminality, but we can be under no illusions about how difficult this will be after years of deep cuts to the Metropolitan Police Service's funding, and to the funding of so many agencies with a vital role to play in crime prevention. Police spending per head in London has fallen faster than in any other police force area. London has seen a rapid population growth in recent years, and with savings of £720 million delivered by the MPS since 2010, net revenue expenditure per head of population reduced from £423 in 2012/13 to £337 in 2016/17. It is the largest reduction nationally at 20 per cent, compared to six per cent across the country.

In such challenging times, we have done everything we can to work together – building strong partnerships to bring different resources and skills to bear on crime and its causes in our city. This spirit of partnership has been manifested right across MOPAC's areas of work, from local policing to knife crime; from tackling violence against women and girls to standing together against hatred and extremism.

2017/18 was undoubtedly a difficult year but throughout we have remained focused on delivering of the commitments of the Police and Crime Plan, producing the other key strategies central to the Mayor's vision for safety in our city. This report forms part of a comprehensive pack of information covering the breadth of our work – from police performance, to our own internal governance measures, to our commissioning of services – providing the most detailed annual summary yet produced by MOPAC.

Since April 2018 our focus has remained on delivery across all our strategies, as we work to make London a safer city for all, no matter who you are or where you live.

### **Sophie Linden**

Deputy Mayor for Policing and Crime

# A Better Police Service for London

**It has been a tough year for policing across the whole country as well as here in London. In the last year, recorded crime has continued to rise in England and Wales and in London. We have experienced a series of horrific terror attacks. Yet the Government continues to pursue a policy of austerity in police funding, as a result of which, the MPS faces the future with the lowest number of police officers in 15 years. This is against the backdrop of rising population and increasing policing pressures.**

**The Mayor is doing all he can to push vital funding into the MPS from the budgets at his disposal, and to lobby the Government to fund policing properly. We are forging ahead with an ambitious and complex programme of transformation to ensure the MPS is as efficient as possible and equipped to police a global city in the 21<sup>st</sup> century.**

## Restoring real neighbourhood policing

Community policing, with officers who know and are known to the communities they serve, has always been the bedrock of the British system of policing by consent. Now more than ever, with the challenges we face around violent crime and terrorism, that local presence and knowledge is vital. It plays a central role in every aspect of our mission of making London a safer city for all – helping us to solve problems of crime and antisocial behaviour that matter most to residents; helping to look after the most vulnerable people in our communities; and providing vital intelligence to the rest of policing in London on emerging problems. That’s why the Mayor made increasing the number of officers dedicated to the most local policing a key priority. **In December 2017, the Mayor met his commitment to put two Dedicated Ward Officers (DWOs) and one PCSO in every London ward.**

Local policing cannot work, however, if officers feel under pressure only to hit targets set for them centrally, rather than tackle locally important problems. This is what happened under the previous Mayoralty, with the rigid system of ‘MOPAC 7’ targets set from City Hall, forcing local officers to concentrate on a small number of specific crimes, whether or not they were the biggest concerns of the people on their beat or the highest harm facing the city, like reducing violence or protecting children.

In the Police and Crime Plan, we set out a new way of performing our role of setting policing priorities and holding the MPS to account for their performance. That is ‘measuring the things that matter’ – not to politicians or senior police officers based in central London – but to local communities.

We agreed local priorities for every Borough in the city – based on the evidence and data – by meeting with local councils and local police commanders to discuss the issues that are of greatest concern to the local people they work with every day. In addition to the locally agreed priorities, a number of city-wide priorities around anti-social behaviour and high-harm crimes such as child sexual exploitation and knife crime were made mandatory in each area. This was to ensure that serious crimes that we know occur right across London, remain an important aspect of the local police officer’s work.

**The first set of local priorities were agreed in April 2017, and performance over the year indicated that this additional focus on solving these problems was beginning to have an impact in reducing these offences.** Further detail on performance against these priorities is included in the Q4 performance report provided alongside this annual report. Local priorities for the coming financial year were agreed by April 2018.

## Transforming our police service

In the Police and Crime Plan, the Mayor set out an ambitious agenda for transforming the Metropolitan Police Service, ensuring it can deliver a 21<sup>st</sup> century service in a growing city, at a time of increasing pressure on its resources.

The MPS' most precious resource is its people, and 2017-18 was a tremendously difficult year for them. We pay tribute to all the officers, staff and volunteers of the MPS for their service over this tumultuous year. They sacrifice a huge amount for us – confronting situations of horror and danger; facing abuse and injury; and having their rest days cancelled to provide additional capacity on the front line when it is needed.

We are doing all we can to support London's thin blue line at this time of high demand and decreasing resource. In agreeing his budget for the forthcoming year, **the Mayor made an unprecedented level of investment in policing – a total of £110m in additional funds for 2018/19 alone – funding an additional 1,000 officer posts that would otherwise have been lost due to Government cuts.**

However, the Mayor was clear that ultimately, with 76% of the MPS' funding coming from the Home Office, the Government must step up and reverse their devastating cuts to policing. He continued to lobby the Prime Minister, Chancellor and Home Secretary at every opportunity.

Against this difficult backdrop it is crucial that the MPS deliver as efficiently and effectively as possible. This is why, even with these challenges a significant programme of change is underway.

### **A more representative police service**

We are working hard to ensure that this founding principle of British policing is reflected in the policing of our great, global capital. Over 2017/18, we have continued to support and oversee the MPS to ensure their recruitment encourages more Londoners from diverse backgrounds to apply to serve their city as police officers. The trends remain positive, **with more female and BAME recruits stepping forward to join the MPS**, but we are realistic that a genuinely representative workforce will still take some years to achieve. As of the end of March 2018, almost 4,200 (14%) officers were from a BAME background; and over 7,900 (26.4%) officers were female.

Equally as important as encouraging more Londoners of all backgrounds to apply to the MPS, is ensuring that they stay; committing to a career in policing and progressing through the ranks. Following a critical report by the Equalities and Human Rights Commission into treatment and fairness shown to staff in the MPS, we have overseen its work in implementing the EHRC's recommendations, a process nearing completion. Whilst too early to give empirical data on the change of officers and staff who feel they were treated with fairness by colleagues however, early indications were positive.

This year, we were proud to welcome Cressida Dick QPM CBE as the MPS' first ever female Commissioner – a clear symbol of the journey the police service has made, and a strong advocate for further progressing opportunity in policing.

### **Equipping officers and staff with the latest tools**

2017 marked the **completion of the rollout of body-worn video to all frontline officers in the MPS** – providing more transparency and accountability in all interactions between the police and the public than at any time in the MPS' history. The difference is already being felt, and **there are now more than 50,000 pieces of BWV footage uploaded each week**. The MPS is the only UK force that is sharing information from cameras digitally with the Crown Prosecution Service, with footage being played in courts across London. This is helping to achieve speedier justice and save valuable officer time – they are no longer required to burn footage onto multiple discs to submit footage as evidence.

The rollout of mobile IT tablets to officers began, and **30,000 laptops/tablets have now been issued to frontline officers**. They are being used to help collect witness statements and digital signatures at crime scenes, whilst allowing officers to access and update police systems by the side of the road without returning to base.

The MPS also has **1,200 vehicles fitted with in-vehicle mobile data technology**, allowing officers to access information quickly and efficiently. The tablet gives them access to MPS and national policing systems, allowing them to carry out searches for information quickly. Automatic Number Plate Recognition (ANPR) software has now also been added to the devices enabling officers to proactively identify vehicles of interest and work is underway to provide pictures or videos of missing persons.

Significant investments were made in other technologies to support the MPS' work – from digital forensic kiosks to enable the quicker recovery of data from mobile devices; to new, low-emission vehicles.

In addition, MOPAC completed the £250m purchase of the Empress State Building in Hammersmith and Fulham. This will become **a new counter-terrorism and organised crime hub**. For the first time, it will bring together the MPS' counter-terrorism command and specialist crime and operations under one roof.

The move to focus on a single site, and dispose of other buildings, will also save on rent, freeing up more money to support front line policing. In line with other cities like Manchester and Birmingham, London's new counter-terrorism hub will streamline operations and capabilities and ensure more effective and efficient working to keep our city as safe as possible from the constant and evolving threat of terrorism.

## **Public access**

At a time of enormous pressure on our finances, the investments in the police infrastructure of the future have been made possible by releasing funding from the infrastructure of the past.

In summer 2017, we launched a major consultation on proposed changes to public access to the Metropolitan Police Service, reducing the number of 24/7 police front counters to one per Borough, whilst simultaneously investing further in online and telephone methods of contact.

Just eight per cent of crimes were reported at police front counters in 2016, down from 22 per cent in 2006. **Many of the stations earmarked for closure had daily visitor numbers in the single-figures. Some took no crime reports at all in the course of a day.** At the same time, the number of telephone calls handled by the MPS has continued to increase, as has traffic to the MPS website and social media channels.

These proposals therefore reflected this continued shift in demand away from visiting high street locations and towards accessing services through the website and mobile phones, a phenomenon affecting public, private and voluntary sector organisations alike. Today's Londoners increasingly shop, communicate, bank, pay bills and access services online. Policing is no different, with around 70% of crime reports now coming through the telephone, and **a new online reporting service launched for testing in March 2017 delivering a 350 per cent rise in online reporting - 1,200 reports a week - during its initial phase alone.**

Over 4,000 Londoners had their say on the proposals, and what we heard was vital in tailoring the final public access strategy, published in November 2017. A Judicial Review of the process was launched in December 2017 and was resolved in July 2018. In large part, the court agreed that the decision to close 36 front counters was lawful and remitted the decision in relation to Wimbledon Police Station back to the Deputy Mayor for reconsideration. As well as enabling us to provide access when, where and how Londoners need it, **the changes will also enable us to save £8m in running costs, release £165m capital for reinvestment in new technologies and modernise work environments.**

## **Basic Command Units (BCU)**

In January 2017, two new pathfinder projects trialling a new model of organising the MPS began. The pathfinders brought together a number of MPS Boroughs into two, larger command units – East Area (comprising Barking and Dagenham, Redbridge and Havering) and Central North (comprising Islington and Camden).

By trialling this approach, the MPS hoped to improve its service locally, particularly for those most vulnerable people in our communities at highest risk of coming to serious harm through crimes such as domestic abuse and sexual violence. This would be achieved through bringing together the small specialist units dealing with these crimes in each Borough into larger teams covering a wider area. Crucially, this model would also help save

money in management overheads and would help mitigate the risk of some Borough commands becoming unsustainable as the MPS lost officers due to Government budget cuts.

When response times initially fell in the trial areas, the Mayor and Deputy Mayor for Policing and Crime increased their scrutiny and oversight of the project, working with the MPS and local authorities, and holding the Commissioner to account for rectifying these issues. Thanks to good work by the MPS, **response times have now improved in the two pathfinder areas to the extent that they are now better than pre-pathfinder levels.**

After an extensive evaluation, and with lessons learnt being implemented, the MPS is now progressing with rolling out the new system across the capital in a phased approach in 2018/19. As well as realising benefits for the service, when complete, **the BCU model will save the MPS £73m in running costs – a vital saving, equivalent to the cost of 1,500 Police Constables.** MOPAC will continue to scrutinise the MPS closely throughout this process, to ensure that the lessons of each successive rollout are learned and shared, and that service to Londoners is improved wherever possible.

### **Community engagement**

Community engagement is important in our efforts to ensure that we are dealing with the issues that most affect and concern London's communities, and in delivering effective oversight of the Metropolitan Police Service. Over the last year, **we have conducted extensive community consultation exercises, which have informed the development of the Violence Against Women and Girls, Public Access, and Knife Crime Strategies.** We have used a variety of consultation techniques and opportunities to ensure engagement with a broad spectrum of people, including focus groups, roundtable discussions and surveys.

More broadly, **we have continued to engage with communities and stakeholders on some of the most concerning issues.** For example, the Mayor and the Deputy Mayor for Policing and Crime have made a series of visits to organisations working with young people and communities affected by knife crime to see first-hand the important work that they do, and to better understand the positive impact this can have on young people's lives. We have also been working with young people within Pupil Referral Units to understand how best to prevent them from being drawn into knife crime and serious violence. In line with our commitment to ensure young people are continually informing our work to tackle knife crime, we have regularly consulted groups of young people on key areas of work, including for example, in the development of the #LondonNeedsYouAlive campaign.

**We have continued to work with our cadre of committed volunteers who support the work of MOPAC in a number of ways.** The statutory London Independent Custody Visiting (ICV) Scheme is made up of just under 250 volunteers who visit every custody suite in London in pairs to ensure the welfare, rights and entitlements of police detainees are upheld. Together our ICVs have conducted 1328 visits in the last

year. This helps to provide assurance on the treatment of detainees - particularly those with vulnerabilities - and also informs our wider work with partners to improve the way in which people are dealt with in custody.

During the last year, **local authorities and MOPAC have continued to deliver a variety of crime prevention and community engagement projects in their local communities, including through Safer Neighbourhood Boards**. Over three-quarters of the 200 projects delivered through Safer Neighbourhood Boards have a community engagement outreach element to them. Many have targeted some of the most vulnerable or under-represented groups in respect of policing and crime, including young people, senior citizens, Eastern European and BAME communities.

Work is also ongoing to bolster wider community engagement between Londoners and the MPS. Newly strengthened Ward policing teams are actively engaging with the residents in their wards, hosting local panel meetings, community contact sessions and using social media. In support of this work, MOPAC is leading a project to develop greater 'active citizenship' in London - improving engagement with individuals, organisations and communities using existing and new channels in support of our shared ambition to reduce crime and make our city safer for all.

## Counter-terrorism

London's resilience was put to the toughest of tests in 2017/18, with the MPS and partner agencies: responding to terror attacks in Westminster, London Bridge, Finsbury Park and Parsons Green; uplifting security measures with the support of the army in May following the Manchester Arena bombing and when the national terror threat level was increased to 'critical' in September; and foiling a series of other plots to carry out terror attacks in London and around the country. We pay tribute to the outstanding work of our police, security services and all of the agencies and organisations involved in helping protect and support Londoners over the last year. Londoners will never forget the sacrifice of PC Keith Palmer, who lost his life in the line of duty at the hands of a terrorist, or the heroism of the first responders to all of the terror incidents.

**One of the Mayor's first acts in office was to commission Lord Harris to conduct an independent review of London's preparedness for a major terrorist incident**, which reported in October 2016. One year on, and following the appalling events of 2017, the Mayor published an update on progress towards meeting Lord Harris' recommendations, and reflections on the lessons learned in the events of the last year, including the purchase of a counter terrorism hub in West London. **The Mayor confirmed that City Hall, emergency services and the MPS have acted swiftly to fulfil their recommendations**, and significant improvements have been made to London's terror preparedness through the London CONTEST board.

**The MPS and the national Counter-Terror network have also taken forward the recommendations from David Anderson QC's extensive review**, concluded in December 2017, on the lessons identified from the attacks of that year. Where appropriate, the London CONTEST Board has supported the oversight of progress against these recommendations, for example in piloting systems for sharing more information about individuals at highest risk of committing terrorist acts.

**The London CONTEST board, chaired by the DMPC, provides a strategic lead in addressing London's threat, risks and vulnerabilities in relation to counter-terrorism.** The board looks across the CONTEST strategy, encompassing Protect, Prepare, Pursue and Prevent.

Achievements include:

- The MPS implemented Project Servator, deploying officers across the capital to deter and detect criminal and terrorist activity, as well as to reassure the general public.
- The role of the Mayor in COBRA has been clarified.
- A new group including the emergency services and local authorities will strengthen security on the River Thames.
- The MPS will work with schools across London to promote terror preparedness.
- MOPAC working with partners to ensure that some of London's key bridges had permanent protection.
- The launch of the London Countering Violent Extremism programme.

# **A Better Criminal Justice Service for London**

**The Mayor is determined to drive improvements to London's Criminal Justice Service, which has fallen short too often in putting victims first and tackling reoffending. Significant steps forward were taken in 2017/18 towards that aim, with potentially major and lasting implications for criminal justice in the capital.**

## Putting victims at the heart of what we do

Law and order in Britain depends on public confidence that justice will be done. Yet all too often, for victims of crime the process of bringing their case to a conclusion leaves them feeling re-victimised all over again.

In 2016-17, there were 734,190 victims of crime in London recorded by the MPS, but only 10 per cent of those referred for further support took up the offer. With around half of trials classed as ineffective due to the victim or witness not attending or withdrawing from the process, **the Mayor put improving support for victims at the core of his Police and Crime Plan**, with the aim of increasing the number of effective trials and bringing more criminals to justice.

To spearhead that work, in June 2017 **the Mayor appointed London's first independent Victims' Commissioner, Claire Waxman.**

Claire brings a wealth of personal insight and expertise to the role, having been the victim of a sustained stalking campaign for 12 years during which time she founded campaign group Voice4Victims to fight for improved legislation and support for victims. Working with victims, central Government, the police, Crown Prosecution Service and the Ministry of Justice, Claire advocated on victims' behalf, ensuring their voices were heard and developing ways to improve their experience of the criminal justice service and their ability to recover.

Claire launched an ambitious programme of research, engagement and advocacy, including:

- **A city-wide review of compliance with the Victims' Code of Practice** across all of London's justice agencies to recognise how the Criminal Justice System can act more as a *Criminal Justice Service* for victims.
- Convening London's first ever **Victims' Summit**, bringing together senior leaders from all justice agencies, voluntary and community groups, local councils and victims of crime, to galvanise a partnership effort to improve victims' experiences of navigating the justice service and support options post incident.
- Establishing a Victims Board which supports the delivery of the commitments set out in the Police and Crime Plan and provides the opportunity for the victim's voice to be at the centre of decision making.
- Forming a Victims Reference Group for ongoing engagement with stakeholders including victims of crime to inform her work and the work of the Victims Board, so accessible, high quality, integrated and tailored services are available to enable those affected by crime in London to fully cope and recover.
- Leading a wide-ranging **consultation with survivors** of violence against women and girls, to inform the Mayor's Violence Against Women and Girls Strategy, including analysis of the barriers for victims with insecure immigration status.
- Initiated **an extensive review of the handling of rape cases in London**, to identify why cases take so long to get to court, why so many victims disengage from the process before the case can be concluded; and investigation into disclosure practices.

- Launched an in-depth survey to gather the views and feedback of victims of crime in London to inform future service provision and ensure all victims can access the support they need.
- Commissioning of a new Victims Portal to ensure that victims' can access comprehensive information on available pathways when they need it.
- Working closely with the MPS to address recent findings of decline in victim satisfaction rates, delivering on a suite of recommendations including 14,000 frontline officers receiving specialist victims care training and improving police correspondence to victims.

The recruitment of the Victims' Commissioner was backed with an unprecedented investment in victims' services in London. **The Mayor's investment of £47 million into victims' services across the capital over three years marked a £6 million increase on the budget allocated to these services in the previous Police and Crime Plan.** For the first time, this funding has been allocated for three years to provide longer-term support. The investment is helping to improve current work and commission new services, including:

- Working to develop a collaborative, 'one stop shop' approach, removing the need for a victim to deal with multiple agencies and re-tell their story to different people. This approach would bring together the capital's existing victim and witness services to provide victims with a dedicated caseworker who will offer consistent, information, advocacy and support.
- A new service for young Londoners responding to changing needs, in areas including knife crime and child sexual exploitation.
- Improved support for victims of fraud and cybercrime.
- Independent Domestic Violence Advocates (IDVAs) to help keep victims safe from harm.
- Sustaining MOPAC's hate crime victim advocates scheme.

2017-18 also saw the formal **launch of the first pan-London restorative justice service - Restore: London.** The £1.3m service helps victims achieve the justice they seek, and helps offenders understand the impact of their crime with a chance to make amends directly to their victims. The move followed a poll which found that 46 per cent of victims would want to meet their offender, but previously access across London was inconsistent.

This new London-wide programme complements and enhances existing services, providing a consistent service across the capital, filling gaps in provision and operating alongside criminal justice procedures.

### **Case Study: Restore: London**

In February 2017, a man in his early 50's was arrested for burglary. At the time of the offence he was on licence for manslaughter and therefore recalled back to prison to serve a custodial sentence. His victim was a woman in her mid-30's who lived alone. On the day of the offence, having worked from home all morning she decided to take a break and go to the local supermarket. Unbeknownst to the victim, the offender and his accomplice were loitering in the street. The offender has a long history of drug abuse and at the time was looking for a way to fund his habit. They saw the victim leave and took the opportunity to force entry into her home. They ransacked the property, stealing family jewellery and electronics.

Upon returning home, the victim called the police, who were able to identify the offender through a hat that had been dropped during the burglary, arrest him and charge him with the offence. He initially pled not guilty, but later changed his plea to guilty. He said this change of heart was due to seeing the victim in the gallery in court. Upon sentencing, the offender mouthed 'I'm sorry' to the victim before being led away. It was at this moment that victim felt she wanted to further engage with the offender and requested restorative justice through statutory agencies. Unfortunately, her request remained unmet, until she was informed about Restore:London. She contacted the service and within days was met by two facilitators.

The victim had many unanswered questions around the offence. What had happened to the heirloom jewellery that was taken? Would the offender have used violence had she been at home? How would he feel if his own family were to be victims of such a crime?

At this stage, the victim was unsure whether she wanted to meet the offender directly. The offender was remorseful and showed empathy and understanding of the impact caused. He wanted to answer her questions in whatever way she wanted. During the process the victim relocated abroad but still wanted to engage in the process and chose to do so via letters. The victim requested that the facilitators continued to contact her through Skype. The facilitators met with the offender and gave him the questions from the victim. He wrote his response, and the facilitators read it to ensure no further harm would be caused by the content. They then forwarded it on to the victim.

Once the letter was received, the facilitators contacted the victim to discuss her feelings and reactions. She felt positive and that she was able to finally move on. She also wanted to write again in reply to the offender's letter. He was pleasantly shocked by the response, as he was not expecting one at all. He felt emotional and grateful that the victim had taken time out to respond and advised that, although he was not sure of his future, he would use this as a reminder of the real impact caused to others by his offending.

## Greater powers for London over its justice service

Spending on criminal justice in London totals £3.3bn every year and is currently split across 14 different organisations at a national, regional and local level. This represents a very complex landscape with differing accountability structures muddling outcomes and making coordination a challenge. In March, **the Mayor, the Justice Secretary and London Councils announced a new memorandum of understanding to reduce reoffending and provide a more integrated approach to victims of crime in London.** Together, we will work towards justice devolution and explore how to better join up local services.

For years, meaningful, London-led reform of criminal justice services in the city have been hamstrung by the lack of local power and accountability to drive and oversee change, with most agencies reporting to the Ministry of Justice (MoJ). **This new agreement is aimed to ultimately devolve powers, and more authority and accountability for criminal justice from the Government to the capital,** helping us to deliver a better service to Londoners, supporting victims, tackling serious crime such as violent offending, and reducing disproportionality.

Four key priority areas of work have been identified where a more joined up approach would strengthen the Criminal Justice Service for Londoners and where their success is vital for the devolution of budgets. They are:

- 1. Reducing reoffending** – currently, 24 per cent of all offenders reoffend within one year of ending their sentence and reoffending costs London’s Criminal Justice Service approximately £2.2bn a year. Probation services need to do more to protect Londoners from harm and ensure offenders are properly rehabilitated. The Mayor believes that the best long-term solution is for the reunification of the National Probation Service and for the London Community Rehabilitation Company to come back under public sector control. Nonetheless, the Mayor is committed to continuing work with them to help design a new probation model for London that better rehabilitates offenders, cuts crime, saves public money and keeps Londoners safe. This work will see a much greater role for the Mayor in delivering future probation services that meet the needs of London and ensure that more is done to deter and rehabilitate offenders to break the cycle of crime. Work will also include exploring how prisons can be made safer whilst providing an environment that is more conducive to rehabilitation alongside services that resettle offenders on release.

### Offender Management

Last year, £1.6m was invested in delivery of innovative interventions and programmes to address offending behaviour. The programmes - such as Alcohol Abstinence Monitoring Requirement (AAMR) and GPS tagging - demonstrate an increasing influence over the delivery of sentencing outcomes supervised by probation providers.

GPS Tagging - Operational since March 2017 under a wider programme of work addressing persistent offending 73 prolific offenders have been sentenced to court orders with a GPS electronic monitoring requirement. This pilot has been extended until March 2019 and through this MOPAC continues to work with the MoJ to ensure that the learning from the pilot is reflected within national operating models.

AAMR – Under the pilot, courts across London have been able to sentence offenders to an Alcohol Abstinence Monitoring Requirement (AAMR), whereby the individual sentenced must undertake a period of sobriety of up to 120 days. Compliance with the sobriety order is measured via an electronic tag fitted to the ankle. The pilot began in 2014 with a pan-London rollout completed in January 2017. Over 1,300 people have been tagged and the programme has been seen as a success, with high compliance rates and significant levels of stakeholder buy-in.

MOPAC has always been of the belief that in the long run, just like any other sentence requirement, AAMR should be funded by central Government. MOPAC pushed the MoJ for further funding but has been unsuccessful. We are deeply disappointed that, because of this, the AAMR will no longer be available to courts from 31<sup>st</sup> June 2018. After this time, those that are currently on the requirement will still be monitored and managed by probation services. Despite its closure, MOPAC's Evidence and Insight Team will continue to evaluate the programme, with the final report due in late 2018.

- 2. Victims and witnesses** – work will aim to improve the experience for victims and witnesses from the point a crime is reported to the criminal conviction and beyond. Our ambition is to establish more integrated service for victims and witnesses where victim support would be provided by a single person rather than several agencies.

### **Supporting Victims**

MOPAC invested a total of £22.5 million on support services for victims of crime during 2017/18. This includes £5.7 million to provide universal support services to victims of crime, including a specialist team to support children and young people

Within this investment, we provided a small grants fund of nearly £1 million for 35 projects. This enabled small voluntary, community and charitable organisations to provide support for victims in specific areas, or for victims with specific needs or characteristics, which meant they were more accessible and better able to meet the individual's need.

Nearly 200,000 victims were offered and 39,000 received support services in 17/18. Nearly 2,000 of these were children and young people, an area of support which has seen some significant development in the last year. **Two-and-a-half-times more children and young people were supported at the end of the year than were at the beginning.**

Support services can help with practical tasks like filling out forms, such as compensation claims, getting broken doors and windows fixed and providing crime prevention items, such as personal alarms. They will also provide information that victims need to understand their options and inform their next steps.

*Supporting London* - London experienced a series of major terrorist incidents between March 2017 and March 2018 and the fire at Grenfell Tower, which affected a large number of people, leaving them bereaved, injured and psychologically harmed. These events also triggered distress and trauma for victims and witnesses who experienced previous incidents, such as the 7/7 and Tunisia terrorist attacks.

MOPAC's victim services provided by Victim Support, mobilised immediately at assistance centres and contributing to the work of the humanitarian assistance steering groups, liaising with embassies for international visitors, supporting victims and their families at Major Trauma Centres, setting up a Support line and being visible and reaching out to communities in the days, weeks and months following the incident.

- 3. A new approach to managing vulnerable groups in the criminal justice system** – with a specific focus on improving outcomes for female offenders, young offenders and young adults transitioning from youth to adult services. More women are sentenced to short custodial sentences in London than in the rest of the country, and the overall London youth reoffending rate of 47.5 per cent remains higher than the rate for England and Wales, which is 42.6 per cent. Work will explore how to reduce the number of women in custody, while also focusing on improving access to support services for women in prisons and ensuring there is sufficient investment in female offender services in the community. The programme will also look to reduce reoffending - and the number of offenders - and investigate the commissioning of a new secure institution for London's young offenders.

### **The London Female Offender Service**

MOPAC invested £500,000 to expand upon the women-centred approach taken by two MOPAC funded female offender services in Lambeth and the Tri-borough (Westminster, Hammersmith and Fulham and Kensington and Chelsea). This delivered an enhanced package of offender services and interventions in a safe, female-only space for offenders resident in Lambeth, Croydon, Lewisham, Southwark, Westminster, Kensington & Chelsea, Hammersmith & Fulham, Hounslow, Brent and Ealing. Not only does this kind of support help reduce reoffending – it plays an important role in creating the conditions for a better life for vulnerable women and, crucially, their children.

A dedicated team of keyworkers worked with around 400 women over 18 months. Each keyworker had a low active caseload enabling them to provide intensive support, relational continuity, advocacy, and broker access to new and existing services. The project delivered a range of

outcomes for the female offenders including increasing employability, improving parenting, improved mental health and reduced dependence on drugs and alcohol.

*Case Study: LG was sentenced to six weeks in custody for Breach of a Non-Molestation Order and Criminal Damage, and upon release her licence period was running alongside a pre-existing 12-month Community Order with 30 days Rehabilitation Activity Requirement (RAR). The Non-Molestation Order against LG was put in place by her mother, who was the primary carer of LG's three children.*

*LG admitted that she often breached the Non-Molestation Order to see her children as her mother would not comply with the procedures for LG to have contact with her children. In addition, LG had a range of complex support needs including a history of alcohol misuse, a diagnosis of Multiple Personality Disorder, Anxiety and Depression, she had also been a victim of domestic abuse and was being evicted from her privately rented accommodation.*

*The keyworker developed a comprehensive support plan which included supporting the client with her mental health in 1:1 sessions and arranging for her to access regular support for her mental health, supporting LG to find emergency accommodation release from prison and liaising with the client's housing officer to arrange for her to be placed in accommodation back in her local area.*

*The keyworker also liaised with the social worker for the family to arrange a meeting with the client so that she was able to express her concerns regarding the inconsistent contact she had with her children. As a result, LG is now engaging with her local mental health services and is no longer breaching the Non-Molestation Order against her mother due to an efficient process being put in place for her to have contact with her children. She remains abstinent from alcohol and is proud of this achievement, LG is exploring volunteering opportunities and is saving up to purchase a car so that she can work towards getting her driving licence back.*

- 4. Financial devolution** – ways will be explored of providing the financial mechanisms and incentives that allow London to invest more in preventative services. Work will include exploring opportunities for the devolution of custody budgets for certain groups of offenders, to help reduce the demand on the criminal justice system. A new board led by senior representatives of the Mayor's Office for Policing and Crime, Ministry of Justice and London Councils will oversee the work. The London Justice Devolution Board will ensure that the key objectives are being met.

# Keeping Children and Young People Safe

**We all want our children and young people to be able to grow up safely and thrive in London, but for some, safety is sadly not a given. Recorded knife crime has been increasing in England and Wales since 2014. Reports of child sexual abuse are increasing, yet an HMICFRS inspection of the MPS' Child Protection arrangements over the period February to May 2016 found serious failings in practice. The Mayor has been absolutely clear – these issues are completely unacceptable and has taken strong action to tackle serious youth violence and its causes; and to drive improvements to increase protection and safeguarding of vulnerable children and young people.**

## Tackling the scourge of knife crime and youth violence

Knife crime is taking a tragic toll on our city and has been on the increase nationally since 2014.

There are no quick or easy solutions to this highly complex problem with many underlying causes – such as mental health, chaotic home lives and the highly lucrative and dangerous drugs market. After an extensive consultation with agencies, communities and young people, the Mayor launched his Knife Crime Strategy in June 2017 – a comprehensive, public-health approach to drive down these appalling crimes and protect young Londoners. The Strategy sets out activity in three main areas – prevention, enforcement and intervention. Over the course of 2017/18, this work has been further augmented with additional funding and new programmes.

### Prevention

Preventing young people from being caught up in crime and violence is always our first priority. Preventative activities set out in the Strategy and delivered through the year included:

- The Mayor's Anti-knife crime movement '**London Needs You Alive**' was launched in November 2017. Working with some of London's most influential young artists and campaigners – from grime and rap stars to poets, bloggers and photographers – the campaign put forward a positive message to influence young Londoners in making an active choice not to carry a knife. A video created to support the campaign had more than 3.7 million views since the campaign launch.
- MOPAC **lobbied OFSTED to develop a thematic inspection on knife crime**, to ensure schools have the right safeguarding measures in place. Ofsted is now conducting research with schools and PRU's as to how schools are safeguarding their students and how schools build resilience in young people so they are less likely to be involved in knife crime. They will also be looking at the impact of exclusions. This will inform a report which will be published in 2018.
- MOPAC hosted the first **Knife Crime Summit** aimed specifically at the education sector to bring together leaders in schools, across the capital to discuss the issue.
- **£250,000** was made available to local communities across London through **the Mayor's Community Seed Fund** in 2017/18, to support work with young people preventing and protecting them from knife crime. The Mayor pledged a further **£1.15m** to the Fund, taking the total amount of funding to community projects to **£1.4m**, all of which has since been allocated and is supporting 43 different projects around the city.
- MOPAC extended an offer to **provide a metal detecting knife wand, free of charge, to every school and college in London**. So far, 200 knife wands have been distributed.
- MOPAC and the MPS hosted a **retailers' workshop** to discuss what more the business community can do to prevent knives getting into the wrong hands.

- The Mayor created a new **Young Londoners Fund – providing a £45million investment in vital youth services**. The fund will help children and young people to fulfil their potential, particularly those at risk of getting caught up in crime. It will support a range of education, sport, cultural and other activities for children and young people. The three-year fund will see £30m made available for projects in local communities. The remaining £15m will be invested to expand existing projects funded by City Hall that support young Londoners.

## Enforcement

Enforcement is a vital part of the fight against knife crime, and investments made by the Mayor in 2017/18 are supporting intensified efforts to bring to justice the perpetrators of violence and those involved in associated offending such as drug supply.

- An additional £15million funding was targeted to support the police in tackling knife crime in London’s communities. The MPS has used this funding to launch a new **Violent Crime Task Force** to tackle the most dangerous individuals and groups in London.
- The MPS doubled the use of **‘Operation Sceptre’** anti-knife crime activities from monthly to fortnightly in every Borough.
- Every London borough now has a bespoke **knife crime action plan** created in conjunction with the MPS.
- The Mayor has given his full support to the MPS in using all of the tactics available to them in enforcing the law, including the **increased use of targeted, intelligence-led stop and search** powers.
- The Mayor backed publicly the work of the MPS’ **Operation Domain**, an MPS Trident and Met Intelligence-led initiative to develop an enhanced approach to the issue of inflammatory gang videos posted on social media. Drill music videos had been directly linked to a number of serious crimes and the Mayor publicly challenged Google and other social media providers to engage with the police and take down content flagged to them as potentially inflammatory or linked to crime. Since his initial intervention, MOPAC has been working closely with Google to strengthen the identification and response to videos of this kind.

## Intervention

While prevention is always the first and best answer, and while anyone involved in committing knife crime should expect the law to be enforced against them – we are clear that a life of crime does not have to be a foregone conclusion for anyone already caught up in it. The Mayor is investing millions of pounds in specialist services to intervene with those caught up in crime, gangs and violence – offering ways out into positive and productive citizenship.

- £1.4 million has already been committed to maintaining specialist **youth support provision in Major Trauma Centres** – intervening with victims caught up in knife crime at a key ‘teachable moment’ – where the consequences of their lifestyle are all too clear, and where they are more likely to consider changing their lives for the better. We will be extending this programme to key A & E departments in boroughs that have high levels of knife crime, to maximise the power and value of this teachable moment.

- MOPAC committed £1million to commission **London Gang Exit** services for 150 young people up to September 2019. We will be committing an additional £1million to this work to further extend its reach and effectiveness.

### **County Lines and the criminal exploitation of young people**

The Mayor's Police and Crime Plan set out our commitment to the MPS working with boroughs to target the gangs that cross county lines and those who exploit young people to commit crime on their behalf. This kind of activity, fueled by drug markets, is a driver for gang related violent crime in London and beyond. As a result, MOPAC is undertaking a range of work, in partnership with the MPS and others, looking to tackle this issue. This includes funding new preventative services and convening meetings of agencies and partners from across the country. This includes £3m from the co-commissioning fund.

County Lines convictions are being achieved: in December 2017 the first case of its kind in the UK, gang members running a 'county line' pleaded guilty to human trafficking offences, under the Modern Slavery Act. This involved two gang members who ran a drug network being convicted of human trafficking, in the first case of its kind and the conviction was secured after excellent work from the MPS' Trident officers.

#### **Case Study: interventions with vulnerable young Londoners**

The challenge of serious youth violence remains significant and complex. We recognize that young people's experiences do not fall neatly into categories of 'victim' and 'offender' and that recognising that a young person can both be vulnerable and pose risk will require a more sophisticated response to a more complex set of circumstances.

MOPAC has continued to invest in services which support vulnerable young people, such as those involved in gangs and those who are sexually exploited. Through the London Gang Exit service, Safer London have engaged 190 young people involved in gangs or at risk from gangs.

*Case Study - David\**

*David is a 16-year-old young man referred to the London Gang Exit service in Oct 2017.*

*The client and his father were fleeing serious violence and multiple threats of death after the son gave evidence against a number of individuals in a murder trial. They were in the process of being geographically relocated and had been given new identities.*

*At the point of assessment, the family were dealing with the consequences of this relocation. The father had to leave his job and tenancy as well as their local support network. The Housing and Education, Training and Employment team were key points of contact for the family in the initial stages of the intervention as the family had not been appropriately advised about their housing entitlements and relevant housing agencies were not communicating effectively with each other and as a result the father had accrued rent arrears.*

*The team contacted Jobcentre Plus, introduced the LGE service, outlined the circumstances and reinforced the need for confidentiality in resolving the situation. Subsequently work was undertaken to address the family's housing situation. A meeting was convened with the landlord's representatives and issues that have arisen were identified and addressed, these mostly related to poor communication on the part of the various partners involved. The LGE worked with the father to apply for appropriate backdated housing subsidy to address the arrears that had accumulated.*

*With a stable living situation for the family, the support worker has now been supporting the client and family to engage in their local community and build up a support network. The client has joined a football team and the father is benefiting from this activity through developing a social network of other parents who attend to watch the matches. Both the client and his father have signed up to attend college and CSCS courses.*

Safer London, through the Empower programmes alone, have supported intensive 1:1 work with more than 300 young people and through our educational work we have reached over 8,000 young Londoners.

*Case study - Sasha, 14 years old, Empower*

*Safer London first met Sasha when she was referred by her Youth Worker. She had been the victim of a physical assault (which had been paid for by a former boyfriend) and was displaying behaviours which were causing serious concern. Sasha was introduced to a Safer London Young People's Advocate (YPA) and over several months a trusting relationship was developed. During her time with the service, she started absconding from school and with support she disclosed that she had been the victim of multiple sexual assaults. A number of these were filmed and circulated without her consent and there were concerns around the perpetrators' gang affiliation.*

*Safer London's advocate supported Sasha to access sexual health services and report the assaults to the police. Sasha found this difficult as she was worried they would not believe her account and might blame her. The YPA helped with the process of communicating with the police, to allay Sasha's fears and supported her while the investigation was carried out.*

*Sasha showed real insight and started putting ideas and new perspectives into place in her life, which enhanced both her friendships and improved her family relationships.*

## Keeping children safe from abuse

In 2016, what was then known as Her Majesty's Inspectorate of Constabulary (HMIC) published a critical report into child protection in the MPS, which identified a range of serious failings and deficiencies during an inspection undertaken between February-May 2016.

That is not say that there are not many dedicated officers who try and do their best to protect children. These officers are working under heavy workloads, in an area of growing demand. The shortage of officers, and in particular detectives, has hindered efforts to improve services. Government cutbacks have occurred at the very time when demand in this work and the complexity of the challenge has risen.

In response to the report, **the Mayor established the London Child Protection Oversight Group** to oversee the delivery of change and improvement to child protection within the MPS. It is an issue that is being prioritised across City Hall and across London Councils.

This group continues to meet every six weeks, holding senior leaders to account for delivering the changes required. Membership includes the MPS, MOPAC, College of Policing, National Police Chiefs Council Lead and HMICFRS (Her Majesty's Inspectorate of Constabulary, Fire and Rescue Services).

Improvements being driven by the Group include:

- Enlisting the Directorate of Audit, Risk and Assurance (DARA) to **support and advise the MPS in their development of new safeguarding governance structures** (a change that has been praised by HMICFRS in subsequent update reports).
- Brokering **enhanced oversight of MPS training materials** by the College of Policing.
- Commissioning an independent assurance mechanism to **assess the effectiveness of the MPS self-inspection team** and provide recommendations for improvement.
- **Continuing to raise concerns regarding young people in custody**, which have now been taken up by a sub-group of the London Safeguarding Children's Board.
- Pushing for the **implementation of clear performance measures to monitor progress** and providing additional analytical support to test robustness of measures.
- Continuing to raise the importance of **evaluating training**, which is something that continues to be explored by the MPS and hinges on the implementation of a new training information management system.
- Commissioned evaluative work to **explore the issues relating to Looked After Children and their specific vulnerabilities**. This has been taken forward by the NPCC Strategic Board, drawing together police and Local Authorities to develop Memorandums of Understanding.
- **Ensuring safeguarding is a key factor into One Met Model transformation programme** – particularly in terms of estates and IT.

The MPS has made some significant changes in response to the child protection inspections. Safeguarding is now a clear strategic priority, and there are dedicated senior leads and governance structures in place to reflect this. **Over 6,500 officers have been trained to respond better to child protection cases** and the MPS' ability to audit its own cases has improved significantly. HMICFRS continued to inspect the MPS over 2017-18 and found that "the force is moving in the right direction, and senior officers have demonstrated a strong commitment to protecting children".

**However, we are not satisfied. Outcomes for children are still not good enough, and we expect further improvement in the outcomes of investigations before we can begin to be satisfied that this problem has been addressed.** Through the Child Protection Oversight Group and our wider oversight of the MPS, we will continue to press for improvement.

# Tackling Violence Against Women and Girls

London is one of the safest cities in the world for women, but that is still not safe enough. Shockingly, on average 11 women and girls are raped or sexually assaulted in each of the capital's 32 boroughs every single week, while domestic abuse accounts for around a tenth of all crimes reported to the Metropolitan Police Service. In 2017/18, the Mayor consulted on, developed and published his comprehensive strategy to help tackle violence against women and girls in London, incorporating prevention, tackling perpetrators, and protecting victims.

## A new Violence Against Women and Girls Strategy for London

The Mayor published his strategy to tackle violence against women and girls in March 2018, backed by a record £44m investment up to 2020. The Strategy followed an intensive and far-reaching consultation programme with partner agencies, communities and survivors of VAWG, led by Victims' Commissioner Claire Waxman and delivered by VAWG Charity Imkaan. In total, 12 consultation workshops were held on evidence and data sharing, female offenders, BAME, perpetrators, prevention, enforcement, support for victims, prostitution, harmful practices, priority boroughs plus a roundtable with survivors and another with partners and stakeholders. 15 focus groups with 133 survivors of Violence Against Women and Girls (VAWG) were held, with a further 19 one-to-one interviews and an online survey with 90 respondents. There were also 400 face-to-face interviews with members of the public, 300 interviews with females and 100 with males across the areas of London where VAWG is most prevalent.

What we learned from the consultation was pivotal to the development of the Strategy and its commitments. These include:

### Prevention

- A wide-ranging programme to improve safety in public spaces at all times of day and night including a new **Women's Night Safety Charter**, partnership to tackle unwanted sexual behaviour on the transport network and a new campaign **to raise awareness of VAWG and begin to challenge the attitudes and behaviours that lie behind it.**
- Working with partners across London to gain **accreditation to UN Women's Safer Cities and Safe Public Spaces initiative.**
- Work to encourage positive attitudes, behaviours and healthy relationships amongst children and young people with specialist advocates in schools and pupil referral units, Safer Schools Officers and a **whole school prevention pilot in Croydon.**
- Supporting the Mayor's **Good Work Standard** to ensure abuse is not tolerated in the workplace.

### Tackling perpetrators

- MOPAC, the MPS, Hampshire and Cheshire Police and Crime Commissioners and Forces, Probation, the Crown Prosecution Service and Suzy Lamplugh Trust have joined together to develop and open a £4m **Stalking Threat Assessment Centre** – enabling the authorities to tackle the underlying causes driving the fixated behaviour of stalkers and helping to prevent further offending.

- Working with police and criminal justice partners to ensure the most effective handling of dangerous individuals including over £3m to expand the rehabilitative **Drive project** which provides additional support to help reform the behaviour of perpetrators of domestic violence.
- **Calling on the Government to create a register for perpetrators of domestic abuse and violence**, and for tougher sentences for image-based offenses such as ‘upskirting’ and ‘revenge porn’.

### **Protection and support for victims**

- Significant investment into more general and specialist services for victims including **£13m for sexual violence services, £5m for Domestic Violence services, and over £9m for services in London’s boroughs.**
- A complete review of adherence to the Victims’ Code of Practice, **a new online portal for victims of crime**, and a study into rape cases from a victim’s perspective.
- £200,000 to support London Councils’ Harmful Practices programme – **training nurses, midwives and social workers to recognise abuses such as FGM** and intervene.

### **Standing up for the rights of victims of VAWG**

The decision of the Parole Board in January 2018 to release convicted serial rapist John Worboys rightly drew shock and condemnation from across the country. The Mayor’s first priority is the safety of Londoners, and he was determined to do everything within his power to keep Worboys in prison. He therefore joined others in applying for a Judicial Review into the Parole Board’s decision.

In March 2018, the Parole Board’s decision was quashed in the High Court. This was a vital decision, helping ensure Worboys’ victims’ wellbeing, preventing possible harm to others and to maintain Londoners’ confidence in the criminal justice service. The Mayor has continued to press for reform of the Parole Board’s transparency and ways of working, to ensure situations like this cannot happen again.

### **Case Study: Tackling Violence Against Women and Girls**

The Mayor has made clear his commitment to tackling violence against women and girls throughout his Mayoralty. In 2017/18 this commitment was highlighted through extensive stakeholder and survivor consultation and subsequent publication of his VAWG Strategy.

Services in this area are stretched to breaking point as central Government continues to reduce funding to local authorities, who have historically provided significant investment for women's service. In response to this, the Mayor has committed millions of pounds a year to provide services for victims and survivors that would otherwise have no access to support.

In line with the Strategy, the Mayor committed the following funding in 2017 -18:

- £451,469 from the 2017/18 Small Grants Fund to a variety of Violence Against Women and Girls VCS services.
- £5,731,000 in directly commissioned Domestic Abuse, Sexual Violence and Harmful Practice services in 2017/18. This includes £1,999,600 per year committed to this Pan London Domestic Violence service, approximately £1,345,000 for the 4 Rape Crisis Centres and £2,165,000 annually to fund three London Sexual Abuse Referral Centres, (also known as the Havens) through MOPAC in partnership with NHS England and £26k annually to Survivors UK. This is a specialist service that exclusively works with male survivors of rape and sexual abuse.
- MOPAC has received £1,000,000 in funding from the Home Office to implement a new sexual violence model for the capital over 3 years from 2017-2020. Implementation of the new way of working is currently underway and it is hoped that the model can go live at the start of the new financial year.

#### *Whole Schools Approach*

*Prevention is a key priority the Police and Crime Plan 2017 -2021. The Mayor has made a commitment to implement a whole school prevention pilot and £425,000 has been allocated to its delivery.*

*The one place that most young people have in common is school. Schools and educational establishments (such as Pupil Referral Units and alternative education providers) therefore provide the greatest opportunity to engage with and make a difference to the safety and wellbeing of young people. A whole school approach involves addressing the needs of pupils, staff and the wider community (including parents and Governors), not only within the curriculum, but across the whole learning environment. It means working in a coordinated way and in different spaces across a school - including within the curriculum, extra-curricular activities, teacher training and community engagement.*

*The three-academic year whole school prevention pilot (December 2017 - July 2020) will address gangs, serious youth violence (SYV) and violence against women and girls within the context of healthy relationships; resilience and enabling young people to make positive choices. The pilot is being delivered in four Croydon schools and will equip teachers (and other education professionals within the wider school family) with the knowledge, skills and confidence to identify, and take the appropriate next steps with children and young people at risk of victimisation or offending.*

*The initial work on the whole school prevention pilot began in November 2016. The arts and education charity Tender were appointed by MOPAC to design the whole school's prevention pilot. MOPAC requested that Tender design an approach which considered that young people's experiences in and outside of school are influenced and informed by their age, gender, race, disability or sexuality. Tender were also required to co-design the whole schools approach in partnership with the target schools and proactively engage with statutory authorities in the borough and other agencies and services delivering gangs, SYV and VAWG interventions. The implementation of the whole schools' programme began in December 2017.*

*The delivery of the programme will be supported by an evaluation. The evaluation team will be required to produce several products: an impact evaluation outlining how the whole schools programme has delivered on the agreed outcomes and outputs; a process evaluation, outlining how the programme was established in the schools, with a focus on the role of partnerships; and finally, a toolkit that can be used by other London schools who wish to replicate the learning from the pilot. The toolkit will include information on how interventions should be delivered specific to each age group; a focus on working with the key transition points of years 6 to year 7 and year 11 to further or higher education; and finally, how delivering a whole schools approach can deliver on key Ofsted requirements. Consideration on how the toolkit could be used to have a pan London benefit will also be a key aspect of the co-design of the model.*

*It is anticipated that the evaluation findings will be available from September 2020.*

# **Standing Together Against Hate Crime, Intolerance & Extremism**

**London is a city that celebrates and embraces diversity. Yet for some in London, hate crime is still a sad part of daily reality. Worryingly, recorded hate crime has increased in London since the Brexit vote. This is totally unacceptable, and we are determined to ensure that perpetrators are caught and that support is in place for victims – whether the offence took place on the streets or online.**

**The sad events of 2017 underlined the danger when hatred and intolerance escalate into extremist belief and terroristic behaviour. More can and must be done to identify and intervene with people at risk of radicalisation, and work has been launched to review and strengthen London's ability to prevent and challenge extremist ideologies before they can turn into action.**

## Tackling hate crime

In the last two years, London has seen a series of spikes in recorded hate crime, following the Brexit referendum and in the aftermath of the terror attacks in our city and around the country.

In the Police and Crime Plan, the Mayor set out a clear message of zero tolerance to hate crime in London, a city where diversity is respected and celebrated. It is simply unacceptable that Londoners should be victimised because of who they are, and the MPS has had our full support in enforcing the law against the perpetrators of these crimes. Equally, we work closely with affected communities and organisations supporting victims to ensure that those who experience hate crime have the support they need to cope and recover from their experiences.

We have continued to work with our community partners to build capacity within the sector. In March 2018, we held a stakeholder event, which brought together a wide range of voluntary sector agencies delivering services to victims of hate crime and targeted communities. The event showcased some of our work, including the Hate Crime Victim Advocates Scheme, and presented attendees with further opportunities to engage with MOPAC. This event also provided the opportunity for agencies to network and build links with others working in their sector and to share good practice, which was welcomed by the attendees.

Just as millions of Londoners enjoy and make the most of the opportunities of digital technology and social networking, sadly a minority misuse these tools and platforms as a means of victimising and threatening others.

In April 2017, the Mayor convened an **Online Hate Crime Summit**, the first of its kind in the UK. Representatives from Twitter, Facebook, the Crown Prosecution Service, the MPS and charities joined victims of online hate at City Hall to discuss how they can work better together to tackle online hate and support those affected by it.

At the Summit, the Mayor launched a pilot **Online Hate Crime Hub** – a team of five dedicated MPS officers, led by a Detective Inspector, which aimed to improve the police response to online hate by gathering intelligence, improving understanding and testing new investigation methods. The Hub was developed out of concerns from community organisations around the increasing use of social media and the internet to spread hatred against minority and vulnerable groups and individuals.

Working with community groups, social media organisations, academic hate crime specialists and criminal justice partners, these specially recruited and trained officers work to identify, prevent and investigate these crimes, including abuse on Twitter and Facebook. **During the first year of full operation, the unit has supported investigations into 711 cases**, with nine achieving a Crown Prosecution Service charge and five being successfully prosecuted.

The evidential threshold for the prosecution of online hate crime cases remains very high. However, the value of the work of the Online Hate Crime Hub partnership is much broader and it is delivering a great deal to achieve meaningful outcomes for victims, in terms of prevention, education and support – demonstrating the extent to which the programme has evolved and continues to look for opportunities to achieve a victim-focused resolution in cases, whether or not a criminal justice outcome is possible. In addition, to the criminal justice outcomes, the Hub has delivered better support to victims, with every victim supported through the Hub being offered a referral to specialist support services and 50% choosing to take up the offer. In addition, the community partners to the Hub project, Stop Hate UK (SHUK) and the MOPAC-commissioned Hate Crime Victim Advocates Scheme (Community Alliance to Combat Hate - CATCH) have achieved Trusted Reporter status with the social media partners on the Hub project, Google and Twitter, which has significantly improved the speed with which offensive material can be removed from the internet.

Through the work of the Hub partnership it became evident that there was a need a specific educational resource to support young people, their parents and educators, in learning to use the internet safely and with appropriate regard for others. As a result, we commissioned SHUK to develop an online hate crime resource that will be launched later this year.

Since April 2018 the Hub has been mainstreamed into core MPS business and continues to work with community and social media partners to deliver an effective service to victims of online hate.

MOPAC continues to support and fund grass roots initiatives to tackle hate crime and support its victims at a borough and community level across the Capital.

### **Case Study: tackling online hate**

The Hub successfully dealt with the case of a young transsexual victim who was being abused by class mates on Snapchat. Through consistent liaison with the victim and the victim's mother, officers and teachers, an imaginative restorative solution was implemented. This involved the development of a bespoke educational input by the perpetrator and a letter of apology to the victim. In this way, the Hub team was able to work with others to deliver a much more appropriate and beneficial long-term outcome for both young people involved than any legal sanction could have achieved.

In another case, the Hub contributed to a successful prosecution in a case relating to malicious communications, resulting in offence charges and outcome. The perpetrator (suspect and accused), was given unpaid work and court fees of £370 along with a restraining order prohibiting further harassment of the victim.

## Standing together against hatred and intolerance

During a year of such tragedy and grief in London, the Mayor launched the **#LondonUnited** campaign, enabling Londoners to share their thoughts as we begin to commemorate and reflect on the first anniversaries of the 2017 attacks, and to redouble the message that London is open. Additionally, the Mayor has used his position to promote integration and positive community relations at every turn. This has included attendance at a wide range of events, uniting Londoners of all backgrounds and encouraging greater understanding – from attending major celebrations such as Vaisakhi on the Square, Pride and St. Patrick’s Day; to breaking bread with different groups at interfaith meals. Similarly, the Mayor played a prominent role in the aftermath of the terror attacks in London, using his position to highlight and amplify Londoners’ solidarity against extremism.

Throughout the year MOPAC has worked with the wider community to raise awareness of hate crime and to bring communities together. This included the production and distribution of information materials and resources to support local Hate Crime Awareness week, which took place in October 2018, and an exhibition at City Hall of I AM YOUR PROTECTOR; a photographic exhibition that celebrates those in our communities who speak out and stand up against hatred and intolerance. MOPAC commissioned the Heartstone Odyssey Project that delivered a series of lessons across 50 schools based on a fictional story for children that aims to challenge prejudice and intolerance and to promote inclusiveness and celebrate difference.

## Countering Violent Extremism

The impact of extremism has been keenly and tragically felt in London and across Britain. Radical Islamists and right-wing extremists were responsible for a series of terrorist atrocities against the public in Manchester, Westminster, London Bridge, Finsbury Park and Parsons Green. Several more plots against the public were foiled by the police and security services.

The challenge of tackling radicalisation is more complex and difficult than ever before. The volatile political situation in the Middle East and the activities of the so-called Islamic State have inspired a number of attacks around the world, their messages of hate spread through sophisticated and often high-quality online propaganda. At the same time, right-wing extremist groups have been emboldened by political change and reaction to the terror attacks in Western countries.

We must always be vigilant against the threat of extremism, ready to respond and intervene wherever, whenever and however it manifests itself.

In December 2017, the Mayor announced **a new work programme on Countering Violent Extremism (CVE)**. This programme will involve an in-depth consultation with experts, local authorities, stakeholders, women’s groups and all the capital’s communities to identify a London-specific tool-kit of operational improvements that can be implemented as soon as possible to help counter hate crime and violent extremism.

The CVE programme has three core objectives:

- **strengthening London's minority and marginalised communities**
- **safeguarding the vulnerable**
- **stopping the spread of extremist ideologies.**

It is working with specialist community engagement experts to ensure a full assessment of existing counter-extremism programmes and the work of the Government's Prevent agenda in the capital.

The Mayor is determined that this new work will help to drive forward a more strategic and tailored approach to this extremely challenging and sensitive issue and make a real difference in preventing violent extremism and keeping all Londoners safe.

# MOPAC Finances

**How we spend our budget to do our work, commission services for Londoners and provide grant funding to crime prevention projects - and how we work to attract additional funding to support policing and community safety in London.**

The 2017/18 MOPAC gross budget totals £60.9m, with a net budget of £37.3m. This provides the capacity to deliver democratic services for policing oversight, and to commission other bodies to deliver crime and policing commitments in line with the Mayor's Police and Crime Plan, published in March 2017. This commissioning function accounts for a significant proportion of the MOPAC budget, totalling in excess of £42.3m in 2017/18.

MOPAC's commissioning has aided the development of regional and local partnerships, leveraging in match funding with a focus on efficient and effective services. MOPAC has also put in place new approaches to commissioning, working more to develop consortia arrangements across the voluntary and statutory sectors as well as testing alliance-based commissioning models; focusing on putting providers more at the forefront of service change and improvement.

<b>Cost category</b>	<b>Annual Budget £m</b>	<b>Full Year Outturn £m</b>	<b>Variance £m</b>
<b>Expenditure</b>			
Pay	9.0	8.3	-0.7
Other Employee Costs	0.3	0.3	0.0
Transport	0.0	0.0	0.0
Premises	1.3	1.3	0.0
Supplies and Services (Including Commissioning)	50.2	44.0	-6.2
<b>Total Gross Expenditure</b>	<b>60.9</b>	<b>54.0</b>	<b>-6.9</b>
<b>Income</b>			
Police Property Act Fund (PPAF)	-2.2	0	2.2
Home Office Police Innovation Fund/Transformation Fund	-6.8	-6.3	0.5
Ministry of Justice	-10.2	-10.2	0.0
DARA	-0.6	-0.6	0.0
Reserves	-3.8	0.9	4.7
Other Income	0.0	-0.5	-0.5
<b>Total Income</b>	<b>-23.6</b>	<b>-16.7</b>	<b>6.9</b>
<b>Total Net Expenditure</b>	<b>37.3</b>	<b>37.3</b>	<b>0.0</b>

Many of the projects within MOPAC have multi-year delivery, most notably Local Crime Prevention Fund (LCPF). The movement in reserves reflects the profiling of the delivery of services and application of PPAF funding into future years.

MOPAC has been successful in attracting funding from sources such as the Home Office Transformation Fund, which has enabled us to maintain, and in some areas increase investment in commissioned services to reduce offending and victimisation. The Transformation fund is a multi-year fund covering the financial years 2017 to 2020. Spend against Home Office Transformation projects in 2017/18 is shown below;

<b>Home Office Transformation Fund Projects</b>	<b>2017/18</b>
Home Office – Child House	£0.97m
Home Office – Police Training	£0.41m
Home Office – MASIP (Multi Agency Stalking Intervention Programme)	£0.20m
Home Office – Drive	£0.45m
Home Office- Online Hate Crime Hub	£0.21m
Home Office- AAMR (Alcohol Abstinence Monitoring Requirement)	£0.55m
Home Office- Police Now	£3.54m
<b>Total Home Office Transformation spend</b>	<b>£6.33m</b>