

MAYOR OF LONDON

# A Safer City for All Londoners

POLICE AND CRIME PLAN 2017-2021



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## Foreword from the Mayor of London

Safety is my highest priority as Mayor of London and the foundation of London's success as a great place to live, work, visit and do business.

Thanks to the skill, dedication and hard work of our police service, our Criminal Justice Service and other partner organisations, London is one of the safest cities in the world.

But for too many Londoners, safety remains a real concern.

The first priority in this Plan is to improve the basis of policing in London – and that means improving real neighbourhood policing, with dedicated officers who know and are known by the communities they police. For me, community policing is the bedrock of all our efforts to protect our city, and there is no substitute for visible officers out on the beat in neighbourhoods. We are putting an extra dedicated Constable back in every ward in the capital to help tackle people's very real concerns about crime and antisocial behaviour in their communities. The extra officer will be in place in every ward by the end of 2017.

We also have to improve the vital – but often less visible – parts of policing that protect the most vulnerable people. There have been increases in some of the most harmful and horrific types of crime, such as domestic abuse, child sexual exploitation and rape. These crimes need specialist police officers who are able to identify and protect the most vulnerable people, and who have the skills to investigate complex offences and to support victims. As the reports of these offences increase, we have to make sure we have the right resources in place to respond. That means increasing the number of detectives, improved training for officers and staff, better partnership work with agencies such as the health service and local councils, and better IT systems to help manage the workload.

We must also continue to support the police in tackling the most serious criminal threats. One of my first actions as Mayor of London was to approve the recruitment of more specialist firearms officers to protect the city from terror attacks, and the MPS will continue to work closely with police forces nationally and internationally to combat the organised crime that causes so much damage in society through the supply of drugs and weapons and the trafficking of people.

As well as policing, the Criminal Justice Service has an equally important part to play in our safety. I am very concerned about the performance of some parts of the Justice Service in London, which is often slow and ineffective in punishing criminals and getting justice for victims. That is why I have pushed for the devolution of control over London's justice system so that we can get to grips with its underperformance and get it working properly in the interests of Londoners. That means delivering an efficient service, providing proper support for victims and tackling the enormous problem of reoffending, which costs London £2.2bn per year in justice costs alone.

This Plan also prioritises action on three priority issues of highest need:

**1 – Violence against women and girls.** This is at shocking levels in our city. Statistics show that 11 women are raped in every Borough in London, every week of the year. This Plan puts forward a comprehensive programme of action to prevent these crimes, tackle offending behaviour and support victims.

**2 – Keeping children and young people safe.** They face risks that their parents never could have imagined when they were growing up. Reports of child sexual exploitation are increasing and the risks to children are increasing as predators use the internet and social media to target them for abuse. Knife crime is on the rise, taking a terrible toll on the young people and families who feel its effects. This Plan puts forward measures to better protect and safeguard our children, tackle knife crime and gangs, and intervene to stop young people at risk of offending from being drawn into a life of crime.

### **3 – Hate crime and intolerance.**

I am determined to stand up against this scourge in our city. We've all seen and heard reports of awful crimes against people because of who they are – because of their religion, their sexual orientation, gender, age their race or because they are disabled. Hate crime and intolerance causes enormous harm to people and erodes the sense of community and diversity that is one of London's most precious assets. In the world we live in today, the small minority who seek to divide us and victimise others because they are different are feeling emboldened. We intend to challenge hate crime robustly, wherever and whenever it is encountered, and provide better support to its victims.

We have approached this Plan with an open mind, and listened to Londoners to understand exactly what we need to do to make London safer for all. This Police and Crime Plan is published at the most challenging time in the MPS' recent history. Over the past four years the MPS has had to save £600m. Over the next four years we have to save another £400m. We continue to be underfunded by the Government on London's core policing. We may lose hundreds of millions of pounds more through a Government review of how police funding nationally is divided between forces.

Through this plan, I have prioritised the areas which will keep London as safe as possible on the resources we have. I wish to maintain the strategic ambition of 32,000 police officers across London. I want to keep officers on the frontline, where they can make the biggest difference. The Government hasn't funded us fully for the first year of this Plan, and if it does not take steps to fund policing in London properly in the years ahead, the MPS will have no choice but to consider all the options for keeping London safe, including the option of a reduced officers' wage bill. I am fighting tooth and nail to protect our vital police services and make sure they have the funding they need to keep us safe now and in future.

**Sadiq Khan**  
Mayor of London





## Introduction from the Deputy Mayor for Policing and Crime

We publish our Police and Crime Plan in very challenging times for the Metropolitan Police Service, the Criminal Justice Service, local authorities and all of the other partner organisations and groups that together keep London safe and support victims of crime.

After years of reductions, crime is on the rise in England and Wales, including in London.

Crime is also changing. As crimes such as burglary and robbery have decreased, reports of the most serious and complex offences, including sexual abuse and domestic violence, have increased. Online offences have quickly grown to become one of the most common types of crime.

Our city is growing rapidly, with its population projected to increase to ten million by the end of the next decade. That population increases further during the day with the influx of commuters into the city. Added to that, London is now the most visited city in the world, with millions of visitors coming here to enjoy the sights, culture and experiences.

The MPS has to rise to these new challenges at a time of acute financial pressure. As a result of cuts to Government police funding, in the past four years the MPS has had to lose more than 100 police stations and 2,800 police staff and PCSOs in order to protect officer numbers. In the years ahead, we have to make a further £400m in savings. This makes the challenge of protecting our city all the more difficult.

Our partner agencies face similarly tough circumstances. The agencies that comprise the Criminal Justice Service – the Crown Prosecution Service, courts, probation and prisons – are undergoing major changes, with courts and prisons closing in London and across the country. Councils – which play a key role in maintaining safe and strong communities, and providing education and social care – are facing tough decisions about the level of services they're going to be able to sustain. The NHS – which provides a key emergency service and other vital services, particularly mental health care – is under intense pressure.

Within this context, we have set two clear ambitions for the MPS and all our partner agencies:

- A safer city for everyone in London, no matter who you are or where you live.



NEW SCOTLAND YARD



- Extra protection and support for the most vulnerable people and places in London.

This Police and Crime Plan sets out the actions we will take to deliver these.

First, we will work with the MPS to deliver a policing service that is better equipped to deal with crime and antisocial behaviour locally, across the city and online, strengthening neighbourhood policing, giving Boroughs a say in local policing and crime priorities, and transforming the way the organisation works to ensure it is equipped to deal with 21st-century policing needs.

Second, we will work with the Criminal Justice Service to ensure that the needs of victims of crime are met and to deal more effectively with the repeat offenders who cause such harm and damage to communities.

We also set out three priority areas for action to protect people at especially high risk of crime:

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

Safety matters to everyone. It is the foundation of London's success – as a place to live, to raise a family, to do business, to visit and to enjoy life. In writing the Plan, we have listened to as many individuals, communities and organisations in London as possible. We wanted to hear about the issues that concern you most and what you think about our proposals to make London a safer city for all.

In the months since the Mayoral election, we've heard from thousands of individuals and groups across the city through surveys, consultations, events and meetings. I give my sincere thanks to everyone who has taken the time to get involved. What you've told us has helped us to focus on the things that really matter to Londoners, and on developing a Plan that will make our city safer.

Working together, we can make a bigger difference than working in isolation. We're going to keep listening and talking throughout the life of this Plan, harnessing the skills, experience, insights and motivation of the many thousands of great people working day in and day out to keep London safe.

**Sophie Linden**

Deputy Mayor for Policing and Crime





# The city we serve

London accounts for around a fifth of recorded crime in England & Wales. Our city continues to grow and change, and so too do the things that we expect the Metropolitan Police Service, Criminal Justice Service and other agencies to respond to.

## THE CHANGING JOB OF POLICING

Today, the Metropolitan Police Service (MPS) is responsible for protecting more people than at any time in its history, and that number is growing. London's population – currently measured at 8.8m – is projected to increase by a fifth within 30 years and to hit nearly 10m within a decade.<sup>1</sup> By early into the next decade a third of Londoners will be aged between 11 and 24 or over 60. These age groups historically present the largest challenge to policing from an offending and vulnerability perspective.

London's population is further swelled by the huge number of visitors to our great city, which places further demand on policing. A record number of tourists stayed in London in 2016, with more than 56 million overnight stays, including 41 million stays by international tourists.

The work the MPS has to do to keep London safe is becoming more demanding and complex, with increasing numbers of crimes and incidents involving vulnerable people and high risk of harm.

The threat of terrorism remains at 'severe', with a series of appalling attacks around the world underlining the continued determination of terrorists to attack major cities including London in any way they can. International and domestic terror groups – be that Islamic

extremism or far-right extremism – continue to target vulnerable people for radicalisation, increasingly using the internet and social media to do so.

Reports of domestic abuse, rape and sexual offences are increasing. The true extent of violence against women and girls in London is becoming better understood.

Children and young people face different risks than previous generations. Knife crime and youth violence is increasing, reports of child sexual abuse and exploitation are increasing, and young people face new risks such as online grooming and sexting.

In an increasingly diverse global city, hate crime is increasing. Hate crime can have a serious impact on the safety and quality of life for those affected. In the weeks following the EU Referendum, reports of racial and religious hate crimes doubled. In context, there were nearly twice as many reports of racial and religious hate crime in July 2016 than there were in the aftermath of the 2005 London Underground bombings.

Human trafficking and modern slavery is an emerging problem, aided by cheaper and easier international travel. Organised criminal gangs are trafficking adults and children into London, typically either to work, for sexual exploitation or for domestic servitude. The MPS saw a

significant increase in terms of Modern Slavery referrals via the National Referral Mechanism (NRM) during 2016. In 2015, 278 referrals were received. In 2016 this increased to just over 1,000.

With an estimated one million Londoners living with mental health needs, police now regularly come into contact with members of the public either experiencing a crisis, or needing other help. Between April 2013 and March 2015, London as a whole experienced a 64 per cent increase in the number of criminal incidents involving mental health, and a 31 percent increase in the number of vulnerability reports recorded.

This change is a challenge for the MPS and for all public bodies, often involving very vulnerable people and requiring more resources and specialist skills to manage, along with partnership work with other agencies such as the Health Service and local councils.

While some property crimes, such as burglary and car theft, have fallen in recent years, digital technology gives criminals new ways to steal from others. The first estimate of the scale of these crimes, published in 2017 by the Office for National Statistics, found 3.6 million fraud offences and 2.0 million computer misuse offences in a single year – making fraud the biggest single crime type in the country.

Online crime can be very difficult to police, not only because of the technology involved, but because it is global – criminals are able to target victims in London from anywhere in the world. The MPS, like all police forces, needs investment in the technology, skills and relationships to enable it to protect Londoners online as it protects them offline.

### **Different experiences of policing**

The British system of policing by consent is dependent on the support of the public. People who have trust and confidence in the police are more likely to cooperate with the police and comply with the law.

Nine out of ten Londoners agree that the MPS is an organisation they can trust, but there are significant differences in the way some Londoners perceive the MPS. For example, those living in more deprived areas and black/ mixed race respondents to MOPAC's Public Attitudes Survey report more negative views than the rest of the population. Young black and minority ethnic (BAME) Londoners hold less favourable opinions towards the police than the rest of the population: 61 per cent of BAME 16- to 24-year-olds have confidence that the police do a 'good job' compared with 70 per cent of white 16- to 24-year-olds.

A similar pattern is seen in relation to victim satisfaction, measured by the MOPAC User Satisfaction Survey, with a sizeable and enduring gap between white and BAME victims in their levels of satisfaction with police service.

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

### **Greater pressure on budgets**

The period covered by this Police and Crime Plan will be one of severe and ongoing pressure on the MPS budget and on the wider public sector in London.

Police funding in London is made up of four parts:

- 1. The Police Grant:** this is the money that central Government provides for the bulk of policing activity.
- 2. The Precept:** a percentage of the Council Tax paid by Londoners that goes to policing.

**3. The National and International Capital Cities Grant:** money provided annually by Government, designed to fund the additional work that the MPS undertakes because of London's unique role as the capital city of the UK, and a major global city.

**4. Counter-terrorism funding:** this is provided for national and London-based counter-terrorism policing.

Between 2010 and 2015 the Police Grant was cut by 20 per cent by the Government. This meant that the MPS needed to make £600 million of savings over the period, which was achieved by cutting 2,800 Police Community Support Officers (PCSOs) and back-office staff, selling more than 120 buildings and making cuts to other areas of policing. The MPS faces further real-terms reductions in its budget and will need to make £400m in additional savings over the next four years as a result.

These cuts are compounded by the fact that Government has never fully funded the National and International Capital Cities (NICC) Grant. London spends £346m a year on activity linked to our position as a major global capital. The MPS is supposed to receive full compensation for this work through the NICC so that Londoners don't pay the cost. However, we currently only receive £174m a year – £172m short.



A further risk to the funding of the MPS comes from a Government review of the formula it uses to allocate money to police forces in England and Wales, due to be published in 2017. An aborted review carried out by the Government in autumn 2015 indicated that the MPS stood to lose between £184m and £700m if funding was redistributed, which would have a significant impact on the level of policing provided in London.

The Mayor, MOPAC and the MPS will continue to work together to make the case for the capital's police service to receive the funding it needs so that we can keep Londoners safe.

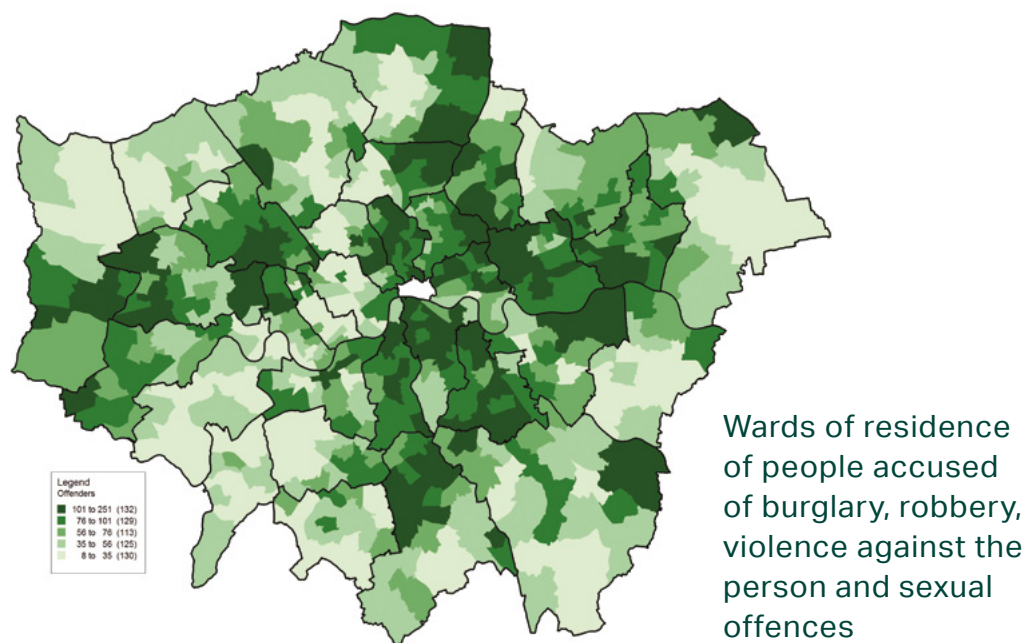
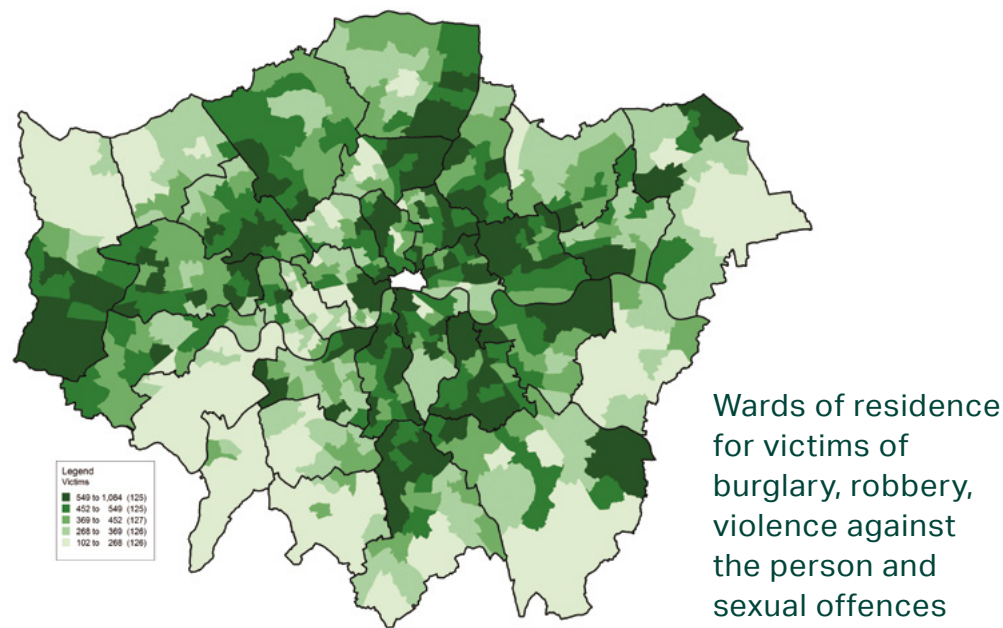
Borough Councils, key partners in community safety and protecting vulnerable people, are also under heavy pressure. With budget cuts still ongoing, London Councils estimate that council funding will have fallen by 63 per cent by 2020, with the size of the funding gap in London local government by 2020 estimated to be in the region of £2 billion.<sup>2</sup> This has potentially serious implications for services that are extremely important to our ability to prevent crime and keep Londoners safe, such as social care and youth work.

## **Repeat offenders and repeat victims**

The overall number of offenders in London has fallen, but the number of reoffenders has increased. A MOPAC-commissioned study of 4,000 of London's most prolific offenders found that such individuals were responsible for an average of 57 arrests each and 36 convictions over the course of their lives. As well as the trauma and harm caused to the victims of their crimes, career criminals such as these cost London taxpayers the equivalent of £2.2 billion a year in criminal justice costs alone.

Such offenders typically lead chaotic lives and have a variety of needs. Evidence shows that they are more likely to have been exposed to crime and violence themselves, often from a young age; have low levels of educational attainment; and have higher levels of health needs, such as mental health issues or drug and alcohol problems.

Repeat victimisation is another important challenge. Approximately one in ten crimes is committed against people who have been victims of crime in the previous year. Other crimes, such as domestic abuse, have higher levels of repeat victimisation – with one in four offences committed against repeat victims of domestic abuse.



## Disproportionality and crime

Vulnerability to crime and antisocial behaviour is becoming increasingly concentrated within certain places and among certain individuals. According to MOPAC's Vulnerable Localities Profile (an online index that overlays different sets of data about London, such as crime, health, educational attainment and population density, to show which areas of the city are at risk of community stability issues), the top ten per cent of wards are disproportionately impacted compared with other parts of London. For example, on average, more than three times more victims of burglary, robbery, sexual offences live in these areas compared with the least vulnerable places.

The maps opposite illustrate this issue. In these communities, deprivation, crime and vulnerability come together and limit the life chances of the individuals living there, creating a cycle of offending and victimisation. As crime takes hold, the things that make a neighbourhood a good place to live – sense of community, sense of safety and civic pride – are broken down, making the problems worse.

## Disproportionality and justice

Everyone should be equal in the eyes of the law. This is fundamental to the administration of justice in our country and essential if public confidence in the fairness of the Justice Service is to be maintained. However, national research is demonstrating that BAME people are being treated differently in our Justice Service. Emerging findings of the review by David Lammy MP into disproportionality in the Justice Service include the following:

- For every 100 white women given custodial sentences at Crown Courts for drug offences, 227 black women were sentenced to custody. For black men, this figure is 141 for every 100 white men.
- Of those convicted at Magistrates' Court for sexual offences, 208 black men and 193 Asian men received custodial sentences for every 100 white men.
- BAME men were more than 16 per cent more likely than white men to be remanded in custody.
- 41 per cent of youth prisoners are from minorities backgrounds, compared with 25 per cent ten years ago.







Half (51 per cent) of the UK-born BAME population and 35 per cent of the UK-born white population agree that the Criminal Justice Service discriminates against particular groups.<sup>3</sup> This must be addressed if we are to have confidence that the Justice Service works in the interests of all Londoners.

### Limited local control over the Justice Service

Effective and timely justice is essential to public safety and to public confidence to report crimes. However, currently Londoners are not being well served.

- Approximately half of trials are classed as effective (Ministry of Justice 2015/16 data).
- One in four cracked or ineffective trials (see box, R) are due to the prosecution ending the case; two in five of those cases are attributed to the victim or witness not attending or withdrawing (Ministry of Justice 2015/16 data).
- There was a backlog of more than 7,000 cases waiting to be heard in London Crown Courts at the end of October 2016.
- Conviction rates in London are six per cent lower for hate crime (Crown Prosecution Service Hate Crime report 2015/16), ten per cent lower for domestic abuse, four per cent lower for rape and five per cent lower for sexual offences than the

rest of England and Wales (Crown Prosecution Service Violence Against Women and Girls report 2016).

- An inspection of probation in North London found that services had deteriorated and that work by the Community Rehabilitation Company (CRC), responsible for managing low and medium-risk offenders, was poor.

Historically, London's Criminal Justice Service has been accountable to the Government, rather than the Mayor of London, which has limited London's ability to influence its priorities or the way it works.

**CRACKED TRIAL:** on the trial date, the defendant offers a guilty plea or the prosecution offers no evidence. A cracked trial requires no further trial time, but as a consequence the court time allocated has been wasted, and witnesses may have been unnecessarily inconvenienced, impacting confidence in the justice process.

**INEFFECTIVE TRIAL:** on the trial date, the trial does not go ahead due to action or inaction by one or more of the prosecution, the defence or the court. A further listing for trial is required.



# A better police service for London

London is protected by a world-class police service. Every day, the officers, PCSOs, staff and volunteers of the Metropolitan Police Service (MPS) work tirelessly to keep our city safe – preventing crime and antisocial behaviour, confronting dangerous situations, helping people in their times of greatest need and managing complex cases to bring criminals to justice.



In recent years, Government cuts to policing budgets have forced the MPS to make tough choices in order to make ends meet.

£600m in savings had to be found in London's police budget.

The MPS reduced PCSO and police staff numbers by 2,800 in order to bring down its wage bill.

Communities lost their police stations as the MPS sold buildings to cut costs and raise money.

While this has made the MPS more efficient, it has come at the cost of reduced neighbourhood presence and the erosion of the bonds of trust between communities and their local police.

We are determined to restore neighbourhood policing, putting Dedicated Ward Officers and PCSOs – who know and are known to the communities they serve – back at the heart of policing in London.

We are also taking action to move from a rigid system of targets, known as the MOPAC 7, which had meant neighbourhood police focused on hitting these city-wide targets rather than on local policing issues. Most seriously, an HMIC inspection into child protection at the MPS indicated that the pressure to achieve the MOPAC 7 targets meant that some of the most serious crimes against vulnerable people were not given the attention they needed.

We are taking a new approach to setting priorities so that more attention is paid right across London to complex, high-harm crimes such as domestic abuse, child sexual exploitation and sexual violence, while at the same time giving local MPS leaders and elected local politicians more control, freedom and flexibility to take action on the crimes that affect their residents the most.

Wherever you live in the capital, and whatever your background, you should be able to expect the same high-quality service from the MPS. Getting the basics right to deliver this universal service is at the heart of this Plan. These basics are essential: making communities safer; responding to and preventing crime; building trust and confidence; and bringing criminals to justice. They are the reasons why officers join the police service. But as essential as they are, we must go further to protect the most vulnerable in our society.



Protecting vulnerable people is often complex, and requires a range of different organisations to work together, but it is also essential that it is integrated fully into the work of the MPS at a local and pan-London level.

All this work to deliver a universal service to all Londoners, while also targeting the most at risk people in our city, must be seen against the backdrop of a challenging financial situation, and increasing demand on the police. The MPS will reform to meet these challenges, but there will be more hard choices along the way.

In order to ensure a better police service for London, we will implement measures to:

- Deliver policing where and when today's Londoners need it – in their communities, on the move, online, at night and at work.
- Increase the protection for victims and vulnerable people.
- Transform the Metropolitan Police Service, making it fit for the 21st century.
- Ensure that the MPS meets its national and international strategic policing requirements.

By meeting these ambitions, we aim to:

- Improve victim satisfaction with the MPS.
- Improve public perceptions of the MPS.
- Reduce inequalities in satisfaction and public perceptions.
- Create a more representative MPS workforce.
- Ensure MPS employees feel they are treated with fairness and respect by colleagues.

## **POLICING WHERE AND WHEN YOU NEED IT**

The fundamental purpose of the police is to prevent and detect crime, and our commitment to Londoners is to work with the Metropolitan Police to ensure that – within the resources available – they are there when and where Londoners need them.

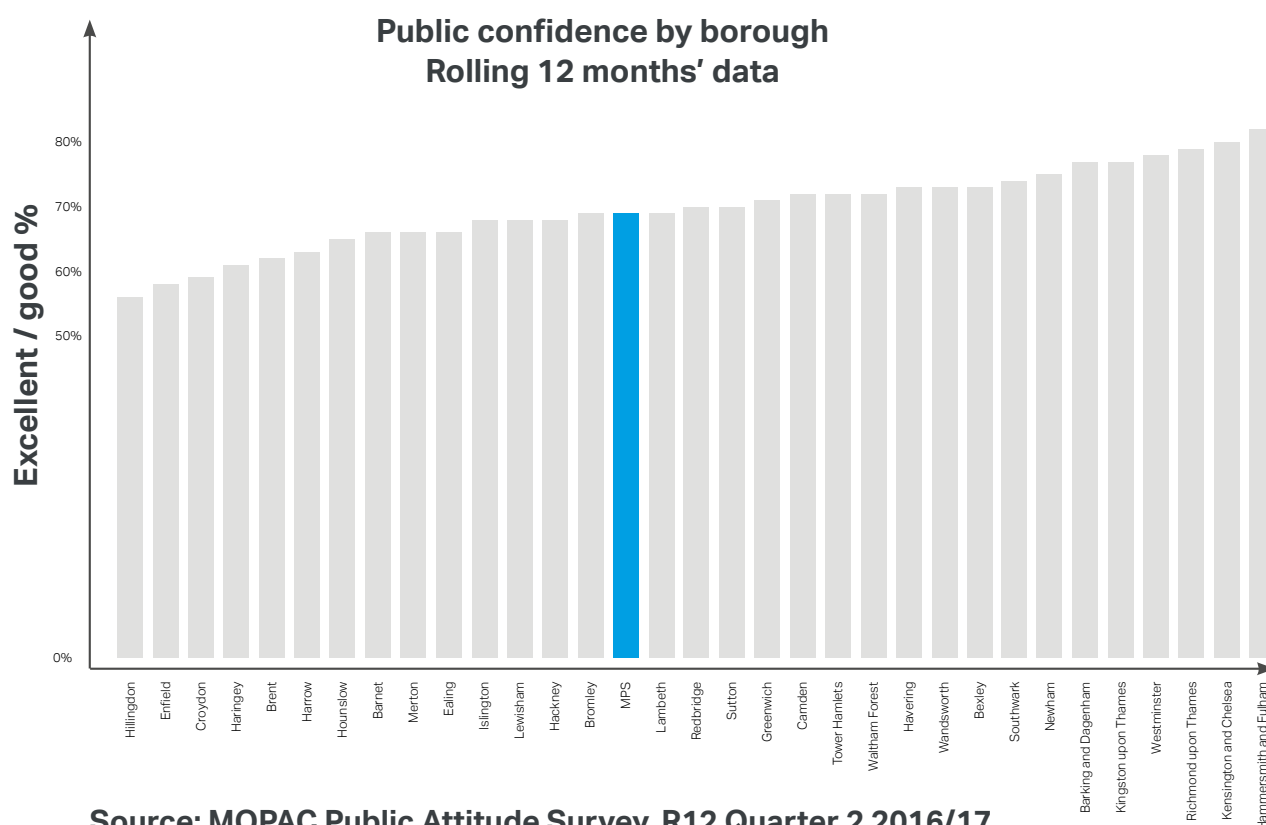
We expect the police to ‘problem-solve’ in our communities in order to address issues and prevent crimes from happening in the first place, and to reduce the demand on their services. When crimes do happen, however, the police should work to protect victims, use the full range of their powers to identify and arrest offenders, and provide the best possible evidence to enable courts to convict and sentence them.

## **In your community**

This Plan sets out our ambition to put community policing back at the heart of the MPS’ work, prioritising resources and creating the conditions for officers and PCSOs to dedicate themselves more fully to tackling crime in our communities and solving the safety problems that most concern the residents and businesses in their local area. At the same time, we want trust and confidence in the MPS to increase, particularly in those communities that have consistently lower levels of confidence.

By December 2017, we aim for each of the 629 wards in London to have at least two dedicated Police Constables and one Police Community Support Officer, an increase on the previous number of one PC and one PCSO. In order to address the particular challenges that our most vulnerable wards face, we will go beyond this minimum level of coverage, enabling those wards to have more Dedicated Ward Officers.

Dedicated Ward Officers (DWOs) will only be taken out of their wards to do policing work elsewhere in the most exceptional circumstances, or to support the most resource intensive policing operations in London, such as a major civil emergency. Local residents will be able to see where these officers are being used, with data on deployments published regularly.



## TACKLING ANTISOCIAL BEHAVIOUR

Many Londoners can relate a personal experience of antisocial behaviour – getting past an abusive group outside a local shop, taking their children to play in the park to find it littered and defaced, being kept awake at night by nuisance neighbours. For some people, such as the elderly, children or disabled people, antisocial behaviour can be particularly distressing. Left unresolved, problems like this can leave Londoners feeling vulnerable

going about their daily lives. It can in some cases escalate into more serious crime.

Policing alone cannot solve these kinds of issues, and for this reason we are encouraging police and councils to work together with a problem-solving approach, using all the powers and resources at their disposal to prevent antisocial behaviour and make our communities better places to live.

By bringing more dedicated officers into wards we intend to make real improvements in the public's sense of safety, and in the trust and confidence local communities have in policing.

There is currently a significant gap between the levels of confidence in the MPS in different communities in London (see left). For example, while 82 per cent of Hammersmith and Fulham's residents are confident in the MPS, this falls to just 56 per cent in Hillingdon. This gap is also evident between different ethnicities in the capital, with three-quarters of white Londoners confident that they would be treated fairly by the police, compared with two-thirds of black Londoners. These gaps in confidence must be addressed, and making improvements will be central to the mission of the new Dedicated Ward Officers.

Instead of focusing on local crime targets imposed from City Hall, which may bear little resemblance to the things that really matter in communities themselves, we have consulted on and developed a new system of agreeing local priorities, in partnership with local MPS leaders and the elected local Council in every Borough. This will mean that across London, local police teams are focusing on local priorities, agreed using data and evidence which we will provide publicly and local strategic assessments.

Under this system, each Borough has selected two local priority crimes based on local knowledge, crime data and police intelligence, along with antisocial behaviour, which has been identified in our consultation for this Plan as an important issue in every Borough. In addressing local priorities, neighbourhood officers will work together with Councils and other partners to take a problem solving approach – not only pursuing and arresting criminals, but also taking enforcement action on the problems that drive crime – such as drug dealing.

In addition, we are ensuring that the lessons of the HMIC review into child protection are learned by including the most harmful crimes, and those which affect the most vulnerable Londoners – sexual violence, domestic abuse, child sexual exploitation, weapon-based crime and hate crime – as mandatory priorities for every Borough.

These crimes, unfortunately, affect all of London, with no part of the capital immune to them. By insisting right across the city that we take greater steps to deal with these issues, we will be in a better position to bring perpetrators to justice and tackle the damage they cause to Londoners.



### **CASE STUDY: PROBLEM SOLVING IN ACTION**

A children's home was experiencing a concerning rise in crime and antisocial behaviour, resulting in investigations, arrests and an increasing number of missing persons being reported. Though the behaviour was of concern, it was also apparent that there were fears for the welfare of the children residing within the home. As a result, local MPS and social care professionals raised concerns about the management of the home and staff's ability to handle the more complex behaviours, including violence between young people and the suitability of the physical environment. It was clear at this point that it would take further investigation, partnership working and the use of further resources to tackle the problems at the home.

The MPS worked closely with the local Community Safety Partnership to solve these problems, making use of the Anti-social Behaviour, Crime and Policing Act 2014, which, upon the issue of a Community Protection Notice Warning, meant that

substantial financial penalties could be imposed against the organisation to prompt the managers of the home to take action to address the problems there. As the home was not commissioned by the Council and was an independently operated business, governing the activity taking place within the home was problematic and the MPS and the Council contacted Ofsted to review the operation and management of the home.

The MPS and the Council set up a meeting attended by local residents, Councillors and senior staff from the home. Working with the Council, the home was served with a Community Protection Notice Warning. The outcome of the Ofsted visit had an instrumental impact and the home was issued with two inadequate inspections. As a consequence of continued management failures the home was closed down and vulnerable children rehoused, removing them from any further risk. The impact on residents has been significant as they have seen a big reduction in the levels of antisocial behaviour.

Under the MPS' plans for transformation, local officers will have more ownership and responsibility to investigate crime, and be equipped with both the tools and technology to make a difference in their local area. The officer closest to the victim will have the freedom to make decisions in the best interest of that individual.

A significant programme is underway which will deliver a streamlined, 'end-to-end' investigative process; minimal hand-offs between teams and a seamless process for victims; building new capabilities within forensics, intelligence, custody and prosecutions to keep pace with new and changing demand; and integrating digital technologies to enhance the quality and exploitation of information.

In order to support the police, local authorities and those wishing to work with us to hold the police to account – such as Safer Neighbourhood Boards and Ward Panels – MOPAC will continue to lead the way in the use and publication of transparent performance data. We will build on our existing dashboards to provide the most relevant data about crime, antisocial behaviour and confidence in the MPS.

We will continue to support and manage the vital work of Independent Custody Visitors (ICVs) in London – volunteers who visit police custody centres unannounced to check on the welfare of detainees – ensuring that we maintain effective and independent oversight of police custody arrangements.

We will continue to support the community organisations working to keep our city safe, promoting the role of local Neighbourhood Watch alongside our ongoing support to Safer Neighbourhood Boards and Ward Panels.

As well as tackling the crimes that matter most to Londoners, and working to improve confidence in the police, we want to see the MPS do more to build stronger relationships with young Londoners. To that end, the MPS will increase the number of officers working with young people, and ensure that every school has a named officer supporting them. This is explored in more detail later in this Plan.

## On the move

One of the most important factors in ensuring that people feel safe in London is the safety and security of our transport network. Billions of journeys are made every year across our tubes, trains, trams, buses, cars and cycle network. Ensuring Londoners and visitors to London are safe - and feel safe - when they travel in the city is a responsibility shared between the Mayor, London's police forces, Transport for London (TfL) and local authorities and we are working closely together to achieve this.

The Mayor, through TfL, has provided £3.4 million of additional funding for the British Transport Police (BTP) to protect Londoners using Night Tube services on the London Underground. Part of this investment is being used to provide 100 officers to police the Night Tube and patrol the 144 stations that will be open throughout the night each weekend. This extra money means that there will be at least as many officers out during the night as are seen during the day.

Through a successful partnership with TfL, the MPS Roads and Transport Policing Command (RTPC) was created to provide dedicated, specialist transport policing for London's roads. With specially trained transport and traffic officers, local transport policing teams in every Borough, as well as specialist road safety teams, it plays a vital part in keeping London moving safely.

Reducing the use of the private cars and increasing the number of people walking, cycling and using public transport has the potential to transform London. The Mayor is determined to help every Londoner live an active and healthy life by making it easier and more attractive for people to walk, cycle and use public transport more often. A key factor in people using these modes of transport more will be how safe they feel. The RTPC, as with the rest of the MPS, will play an important role in delivering the Mayor's aspirations for Healthy Streets for London

Alongside the specialist work of the RTPC, the work of local policing teams to improve the safety of local neighbourhoods is vital, given that most journeys made by Londoners start, end or happen entirely on our streets. Similarly, it is vital that the MPS, BTP and TfL work together to identify times and places where young people are at particular risk of crime as they travel to and from school, and put in place appropriate measures to prevent offending.

As part of the Mayor's aspirations for Healthy Streets he has committed to adopting a 'Vision Zero' approach to reducing road danger, setting a greater level of ambition for reducing death and serious injury on our roads. Vision Zero will demand a greater level of commitment from all partnership agencies involved to improve road safety in London.

It is through this renewed, more ambitious approach, reducing the dominance of motor vehicles on London's streets and using a combination of enforcement, education and engineering, that we, with the MPS, TfL, local authorities and other road safety stakeholders – will be more effective in tackling the places, behaviours and vehicles that pose the greatest risk to pedestrians and cyclists. We will work with TfL, London's police forces – MPS, BTP and City of London Police (CoLP) – and other partners to develop a partnership strategy for how roads and transport policing and enforcement contributes towards the Mayor's aspirations for Healthy Streets.

While we are seeking to reduce the number of deaths and injuries on our roads, we also want to ensure that, in the tragic cases when people are killed or injured, those responsible face serious consequences. Currently there is too little transparency around collisions and criminal justice, which we will seek to address with the publication of a joint TfL/MPS annual report of road traffic enforcement in London, and working with the Crown Prosecution Service and the Courts Service to collate and publish information about fatal and serious injuries.



## At work

No matter where you work or what you do for a living, you should be safe and feel safe from crime as you do your job.

London is home to approximately half a million businesses, representing almost a fifth of all businesses in the United Kingdom.<sup>4</sup> It is essential for the economic wellbeing of the city and the nation that all these businesses, from the smallest to the largest, see London as a safe place to do business and that they and their staff are protected from crime.

Often the most effective way to address concerns about crime in the business community is to improve the links between the police and businesses. This fosters a better exchange of information and advice between the two, allowing them to work together to reduce risk, prevent crime and respond effectively when crimes are committed.

We will therefore encourage the work of the Safer London Business Partnership in promoting Business Crime Reduction Partnerships across the capital to help improve the activity taken to support businesses large and small.

Business Crime Reduction Partnerships make a difference, day and night, in a variety of ways:

- More than 2,000 businesses in London have been provided with digital radios, alerts and key crime prevention messages.
- 4,000 offenders have been identified on the Safer London Business Partnership intelligence system, which assists Safer London to deliver weekly intelligence briefings in several high-profile town centres and track the movements of organised criminal gangs.
- The successful pilot and roll-out of body-worn cameras in Westminster among businesses led to increased feelings of safety and less crime. During the pilot there was a 50 per cent reduction in theft from the person and an 81 per cent reduction in violence with injury in one of the member stores.

We will also ensure that there is an adequate focus on small and micro businesses which often do not have the resources or expertise required to navigate the complex issues linked to business crime.

Recognising that much of the crime against businesses takes place online, we will continue our support to the London Digital Security Centre (LDSC), a joint initiative involving MOPAC, the MPS, City of London Police and a wide range of private sector partners. The LDSC works to secure and protect London's micro- to medium-sized businesses against cyber risks and threats by offering security assessments, threat information and crime prevention advice at affordable prices for small and medium enterprises (SMEs).

We also expect that London's public servants will be safe and secure when at work. Too often, frontline public servants, including police officers, paramedics, firefighters, hospital and Council staff, face abuse and violence as they go about their work. This is totally unacceptable. The MPS has our complete support in using the full force of their powers against those who commit offences against these and other public servants, to send the strongest signal that this behaviour will not be tolerated.

## **At night**

London has some of the most vibrant and dynamic nightlife in the world, with leading theatres, bars, restaurants, music venues and nightclubs providing an offer virtually unmatched anywhere. It is in everyone's interest that the nighttime economy is safe and secure for all. Alongside our work with the MPS, TfL, BTP, London Boroughs and London's business community, we will work with London's Night Czar, Amy Lamé, to make London's nighttime economy safer.

The nighttime economy can bring significant challenges of crime and antisocial behaviour, affecting businesses, visitors and residents. The violence and other crime that affects some of our communities, often fuelled by alcohol, leaves many people put off from sharing in the opportunities that the nighttime economy offers. Irresponsible behaviour by a small minority can undermine the experience for the majority.

### **CASE STUDY: WORKING TOGETHER TO MAKE CLAPHAM'S NIGHTLIFE SAFER**

When problems of antisocial behaviour and theft arose within businesses operating in the nighttime economy in Clapham, it brought about a need for Lambeth Police and the businesses involved to work together in a way which they had not before.

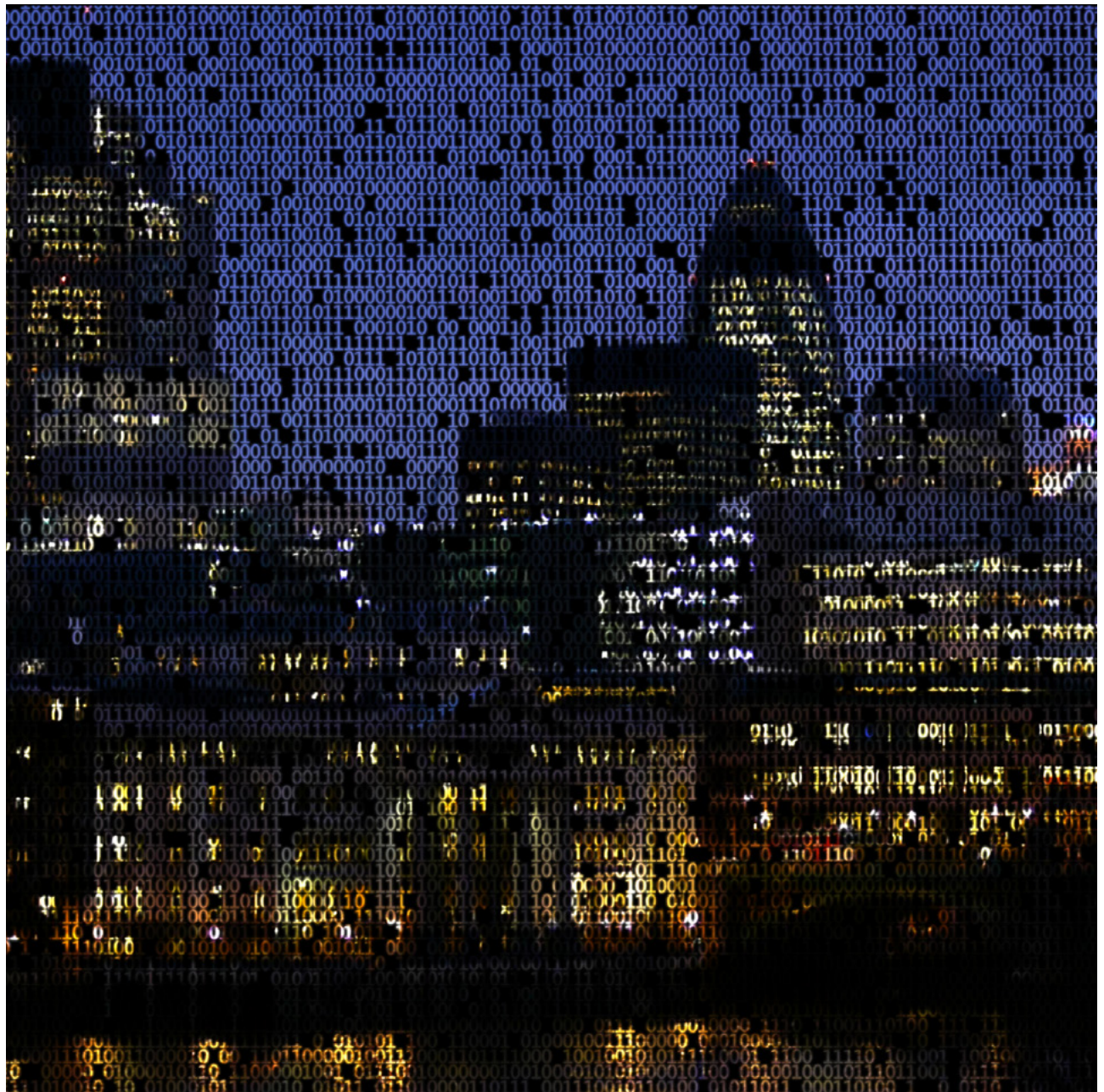
The Clapham Business Improvement District and the Safer Lambeth Business Crime Reduction Partnership – which involves the MPS, the local Council and businesses – worked together to design responses to the problems identified. The partnership response included rejuvenating the local PubWatch scheme, increasing the town-link radio scheme, introduction of Friday night intelligence briefings and hiring street wardens.

The success of the partnership showed in the crime statistics, with a 31 per cent reduction in total notifiable offences within the Clapham Town ward and a 20 per cent reduction in antisocial behaviour.

All Boroughs can raise funds for safety through a Late Night Levy. At present, by law, this money is raised and spent on a Borough-wide basis, and we would like to see that further refined to focus on raising and spending the money in specific crime and antisocial behaviour hotspots, such as high streets and transport hubs. We will lobby for a change in the legislation to support this, and work with Boroughs to deliver this approach.

Effective licensing is essential in protecting the safety of Londoners and in reducing alcohol-related crime and antisocial behaviour. We will work with the MPS to improve consistency in licensing across London, to improve the safety of licensed premises – with the clear expectation that formal enforcement action should be a matter of last resort, when all other approaches to ensure the safety of a licensed establishment have been exhausted.







## Online

Online crime has created a new and high level of demand on policing in London and around the country. The MPS is leading the way in tackling the growing threat of online offending, establishing its Fraud and Linked Crime Online (FALCON) team to provide a dedicated response. FALCON has 270 officers and staff investigating fraud and cyber-crime against organisations as well as referrals made by members of the public through the national Action Fraud service.

Using National Cyber Security Programme (NCSP) funding from the Cabinet Office, FALCON has developed the role of Cyber Protect, a team of officers dedicated to advising small and medium sized businesses on effective cybercrime prevention. These officers have undertaken industry-recognised qualifications to develop their skills to engage with business in this area. These officers also work closely with the London Digital Security Centre (LDSC). Further funding has been secured and an additional seven officers will join this team.

Recognising the important role of neighbourhood officers in providing crime prevention advice to Londoners, FALCON, in partnership with the LDSC, will be taking 'Cyber to the High Street', giving Borough police teams a week-long course to educate officers on cybercrime, then working with them to get local businesses to attend drop-in advice events staffed by the LDSC and FALCON.

FALCON officers have also developed a Cyber Crime Advice App for officers to advise them how to manage digital crime scenes and give the right crime prevention advice, and are moving to roll this out.

## **PUBLIC ACCESS AND ENGAGEMENT**

It is critical to our efforts to make every community in London safer to ensure that people are able to engage with the MPS in a convenient way when they need to. Smartphones and mobile data are transforming the way people access services and information, but at the moment, channels of communication with the MPS are limited, sometimes little-used and don't fully take advantage of new technology.

We will consult with communities and work with the MPS on how to ensure that public access to the MPS is best tailored to meet the needs of Londoners. This work will explore the whole range of ways engagement with communities is provided, including police buildings, other locations in the area, over the telephone, online and through the work of community networks such as Safer Neighbourhood Boards and Ward Panels.

In an emergency, members of the public need the police as quickly as possible. The fundamental contract between the police and the public is to be there quickly in an emergency, and the channel for contacting the police in these situations will always be the 999 emergency telephone number. The MPS will continue to deliver a swift and high-quality emergency response service. To speak to someone over the phone in a non-emergency situation, Londoners can call the MPS on 101.

Through Met Communications Command (MetCC), the MPS handles very large volumes of these calls every day: an average of 6,000 emergency calls and more than 8,000 non-emergency calls. During peak periods, such as the months of June and July, the daily number can increase to up to 10,000 emergency calls. In 2016, the MPS received 216,000 more calls than in 2015.

Three communication centres (in Bow, Lambeth and Hendon), with more than 1,700 officers and staff, handle this huge number of calls and provide the command and control of the officers deployed to deal with calls for service. We will explore opportunities for closer collaboration with London's other emergency services.

New Dedicated Ward Officers (DWOs) will have an important role in engaging with the public. As well as being visible out on the beat, in recognition of the change in the way the public want to access policing, we will expect DWOs to be available to their community by phone, email, social media, as well as being available at specific, advertised times, in convenient high-footfall locations to allow the public to discuss issues face to face. The times and locations of these sessions should be agreed in discussion with Ward Panels and Safer Neighbourhood Boards, who will also oversee the work to make sure it happens, and suggest changes as required.

These arrangements must also be specifically tailored to the communities the officers are policing. They might, for example, include local supermarkets, community centres, train and underground stations or council buildings. Depending on the nature of the issue and if further contact is required, the public will be able to make appointments through these channels.

Where there is specific need, we will look at opportunities to co-locate on a more substantial basis with others, to provide a more extensive public access point, as we work to ensure public access resources are most appropriately allocated.

In the age of the smartphone, we are missing opportunities to be available in ways that Londoners now expect and are more convenient. We have successfully secured Government transformation funding to trial a Digital 101 service to enable Londoners to contact the MPS online in non-emergencies. This trial is currently under way, and the MPS has opened the @MetCC Twitter account to respond to non-emergency enquiries from 8am to 8pm. Early analysis shows increased access for deaf and hard-of-hearing communities and indications that more than half of the people accessing the online service would have otherwise contacted the MPS by telephone. Of people using the @MetCC service, 88 per cent have stated that they are satisfied with the service they received.

We will build on this work, and on existing work to move vehicle accident reports online, to allow Londoners to report more offences online, in a way that is convenient to them, offering people a genuine choice in how they access the MPS.





### We commit to:

- Increasing the number of Dedicated Ward Officers in all London's wards to at least two PCs and one PCSO, with more for the most vulnerable wards, and publishing data on their deployment.
- Agreeing two local police priorities with each Borough, alongside antisocial behaviour and a mandatory focus on high-harm crimes, and those which affect the most vulnerable Londoners, supported by data and research about crime, antisocial behaviour and confidence in the police.
- Continuing to support the London Independent Custody Visiting Scheme in providing oversight in police custody, and the work of Safer Neighbourhood Boards and Ward Panels in providing local influence and oversight on policing.
- We will consult with communities and work with the MPS on how to ensure that public access to the MPS is best tailored to meet the needs of Londoners. This work will explore the whole range of ways engagement with communities is provided, including police buildings, other locations in the area, over the telephone, online and through the work of community networks such as Safer Neighbourhood Boards and Ward Panels.
- Supporting Business Crime Reduction Partnerships to make London a safer, better place to work and do business, for businesses of all sizes.
- Supporting FALCON and the London Digital Security Centre to protect people and businesses from cyber crime.
- Lobbying for a change in the way Late Night Levy funding is raised and spent, to allow for more targeted activity and working with the MPS, local authorities and businesses to improve the consistency in licensing.
- Working closely together with the MPS, TfL, British Transport Police, the City of London Police and the Criminal Justice Service to improve safety on public transport and on London's road network.

## **PROTECTING VICTIMS AND VULNERABLE PEOPLE**

The needs of victims are at the heart of everything we do and we will work with the MPS to improve the service they provide to victims of crime and vulnerable people.

We will work with the MPS to reduce incidences where several different officers are in contact with a victim as their case is investigated. Our aim is that, whenever possible and where appropriate, more crimes will be dealt with from start to finish by the same officer, improving consistency of service.

We will also make significant changes to the way the MPS and partners serve the most vulnerable victims of crime. We expect Dedicated Ward Officers (DWOs) to know their communities, taking steps to prevent crime and resolve issues before they become problems. An important part of this work is DWOs understanding the needs of the areas they police, and the vulnerable people who live there – such as elderly residents living alone or people living in sheltered accommodation - and providing a link to the rest of policing to ensure they are protected from harm.

Changes to the management structure of local policing, currently being tested, will enable us to bring specialist officers and staff dealing with protecting the most vulnerable and those at risk of sexual exploitation into integrated teams. This will better ensure that the MPS can deploy specialist investigators as early as possible, and improve their chances of catching perpetrators and ensuring a seamless service for victims.

Our aim is to provide a single point of referral for victims into MPS services for investigating domestic abuse, child abuse and sexual offences and to work with local authorities to ensure that enquiries are allocated to the right agency first time.

The MPS is to trial new Mental Health Investigation Teams that will serve all 32 London Boroughs. These Mental Health Teams are to be tested in East and North London. These teams are a completely new concept, with the purpose of improving joint agency working in relation to problem solving, intervention and demand reduction.

Each Mental Health Team will consist of a team of case managers (at Police Constable rank, under the lead of a dedicated Sergeant) who will identify and take ownership of mental health

demand. They will work with partners to problem solve cases and reduce demand by addressing the underlying issues of vulnerability linked to mental health, better safeguarding vulnerable people and providing an improved service to those living with mental health needs. We will professionalise the role of the Mental Health Team Officer with an Approved Professional Practice Course developed by the College of Policing.

We discuss our detailed plans for protecting London's most vulnerable people in the **Our Priorities** section of this document.

#### **We commit to:**

- Working with the MPS to increase the number of crimes dealt with from start to finish by the same officer, improving consistency of service, and bringing specialist officers and staff dealing with protecting the most vulnerable and those at risk of sexual exploitation into integrated teams to improve speed, effectiveness and consistency of service.
- Trialling dedicated Mental Health Teams in two areas of London to work with partners to problem solve cases and reduce demand by addressing the underlying issues of vulnerability linked to mental health

### **CASE STUDY: PROTECTING LONDONERS WITH DEMENTIA**

The MPS has forged close links with dementia charities and has a number of staff working in collaboration with the Alzheimer's Society to improve safeguarding and raise awareness. A number of staff are now Dementia Friends. A range of resources is being co-produced with partners, including The City of London Police and British Transport Police, to reinforce this work.

As part of the awareness campaign, the MPS will embed best practice with the launch of a toolkit for the Herbert Protocol. This is a national scheme being introduced by the MPS and other agencies which encourages carers to compile useful information which could be used in the event of a vulnerable person going missing. The initiative is named after George Herbert, a war veteran of the Normandy landings, who lived with dementia.

Carers, family members and friends can complete in advance a form recording all vital details, such as medication required, mobile numbers, places previously located, a photograph etc. In the event of a family member, resident or friend going missing, the form can be easily sent or handed to the police to reduce the time taken in gathering this information.





## **TRANSFORMING THE METROPOLITAN POLICE SERVICE**

With budgets under increasing pressure, the MPS must transform the way it operates if it is to meet the challenges of policing a growing city. That means doing things differently – in the way the MPS is organised, how it manages its staff and how it uses technology – to make sure that we can get the most out of the money we have and maximise the amount we spend on frontline policing.

### **People in the MPS**

The MPS' most valuable asset is its people. Without their passion to serve, their expertise, their commitment, courage, compassion and public spirit, policing simply couldn't work in London. We owe it to them to make the MPS a better place to work, building a culture of fairness and transparency within the organisation.

We recognise that the motivation, morale and expertise of the people of the MPS are critical if we are to achieve our vision of a safer city for all. As well as listening to Londoners, it is every bit as vital to our decision making and scrutiny roles that we hear from the officers, staff and volunteers working every day to keep our city safe. We have visited many MPS teams, operations and staff associations across the city, and will continue to do so, listening to their views and showing our support and admiration for the tremendous work they do, day in and day out, for London.

In our system of policing by consent, it is vital that the police service reflects the diversity of the communities it serves. In a city as diverse as London, that is a challenge, and achieving a representative workforce will take many years of concerted effort. Progress has been made: more than 40 per cent of applicants wanting to join the MPS as Police Constables now come from BAME communities and 32 per cent of them are women. Just under 30 per cent of recruits who successfully complete the process are BAME. The MPS has increased the number of BAME officers by 15.7 per cent over the past two years.

However, just 26 per cent of officers in the ranks are female and 12.9 per cent are BAME. We are committed to continuing this important work and increasing the diversity of the MPS workforce during the lifetime of this Plan.

To accelerate the process of joining the MPS and encourage candidates from a wider range of backgrounds, the MPS will design, test and introduce, with the support of the College of Policing, a new police recruitment assessment process, to select officers with unique skills for policing London. This new system will put ethics and values at the centre of the selection process and help make the MPS more inclusive of all Londoners.

We will continue to give our support to voluntary routes into policing, encouraging more Londoners to consider signing up as Special Constables, and building on the success of the MPS Volunteer Police Cadets scheme, which gives young Londoners a chance to learn about safety, build their confidence and skills, and assist the MPS in its work.

We will support work already being driven by the MPS to develop effective training that ensures all leaders respect and embrace difference – tackling discrimination in all its forms. To ensure progress is made, we will hold the Commissioner to account for the MPS' approach to inclusion and equality to ensure all officers, staff and volunteers are treated with fairness and respect. And we will oversee the delivery of the Equality and Human Rights Commission's recommendations to ensure that officers and staff feel able to come forward to report concerns and are treated with fairness and respect.

In accordance with the Policing and Crime Act 2017, we will develop an oversight framework that will enable the Deputy Mayor to fulfil the statutory responsibility to hold the Commissioner to account for the exercise of their functions in relation to the handling of police complaints. This is to ensure a greater degree of transparency and integrity in complaints management and, ultimately, to increase public confidence in the MPS to deal with complaints fairly and efficiently.

## Technology in the MPS

We will make the investments necessary to ensure that the officers and staff of the MPS have the digital equipment they need to operate efficiently and effectively in modern London.

We will bring frontline policing into the 21st century by equipping officers with mobile data tablets to enable them to work on the move, without having to return to the station to access or input information.

We will complete the roll-out of 22,000 body-worn video cameras (BWV) to frontline officers in 2017, making the MPS the world leader in the use of this technology. The cameras will help to increase accountability and confidence, deliver more guilty pleas and swifter justice, and help reduce complaints. The first stages of the roll-out have already delivered a 40 per cent reduction in the number of complaints against officers equipped with BWV.

We will invest in new core IT systems for the MPS, providing better information to help the MPS to respond to crime more effectively and reducing the need for officers and staff to input information into multiple, ageing systems – wasted time that could be better spent on operational policing.

Forensic Services plays a critical role in the investigation of serious crime, bringing offenders to justice and exonerating the innocent. Technology will transform crime scene investigation, with mobile devices enabling direct and immediate submission of evidence from scenes to provide early investigative leads. The MPS' forensic experts in fingerprints, firearms, imaging, digital and science will move into a single, shared site with newly refurbished laboratories. This will encourage closer joint working and reduce operating costs, against a background of increasing demand in serious sexually motivated crime, child abuse and gun crime.

The rapid recovery of data from digital devices such as smartphones is critical to the majority of criminal investigations. In digital forensics, the MPS will implement a new operating model where the majority of the recovery of data will be undertaken by investigators through the deployment of 96 digital forensics kiosks across the MPS. This new model will allow for quick decisions to be made about whether a crime has been committed, provide evidence to support a criminal charge and support other MPS digital data recovery and intelligence activities.

We will also invest in other systems to improve the MPS' ability to investigate crime, through MiPS (Met Integrated Policing System), which will bring together information from Custody, Investigation, Intelligence and Prosecution, replacing a number of ageing existing systems. This will allow access and input of information through one interface and provide remote access for officers and staff, improving the quality of investigations and providing smart ways of working, irrespective of location or device.

### **Organisation of the MPS**

Reducing resources and increasing needs mean that we have to look carefully at every aspect of how the MPS works to ensure that as much of the resources we have are allocated to operational, frontline policing. Our ambition is that back office costs are reduced to 15 per cent of the MPS' overall expenditure.

In January 2017, a trial began of a new approach to the organisation and management of local policing. The MPS and Boroughs are trialling a model of fewer, larger Command Units covering more than one Borough. The aim of this approach is to improve response to crime that crosses Borough boundaries, reduce what the MPS spends on management and maximise the amount we can spend on frontline policing such as neighbourhood teams and 999 response.

The larger Command Units also bring together specialist officers into larger, more locally based teams, strengthening their capacity to investigate serious crimes and support victims. There are two pathfinder projects – one in three outer London Boroughs (Barking and Dagenham, Havering and Redbridge) and one covering two inner London Boroughs (Camden and Islington) – to determine whether the approach works. We will carefully consider the outcome of the pathfinders to determine whether it would be suitable to roll out more widely across the city.

And we will ensure that the MPS Wildlife Crime Unit continues to receive sufficient resources to do its work, and to support the Boroughs in their obligations to protect our environment.



**We commit to:**

- Support the MPS as it works to increase the diversity of its workforce; develop a new recruiting assessment process to select officers with unique skills for policing London; and support voluntary routes into policing.
- Hold the Commissioner to account for the MPS' approach to inclusion and equality, and oversee the delivery of the EHRC recommendations on fairness at work.
- Develop an oversight framework that will enable the Deputy Mayor to hold the Commissioner to account for their work in relation to the handling of police complaints.
- Invest in the technology the MPS needs to be a 21st-century crime-fighting organisation, including body-worn video, mobile data tablets, digital forensic technology and core IT systems.
- Review the outcome of the Basic Command Unit pathfinder project to assess whether it is suitable for a wider roll-out across London.
- Ensure that the MPS Wildlife Crime Unit continues to receive sufficient resources to do its work, and to support Boroughs in their obligations to protect our environment.

## STRATEGIC POLICING

### Protecting London from terrorism

Terrorism is an ongoing threat to our city and to cities around the world. The MPS has, over many years, developed significant capability to deal with a wide range of threats. It works jointly with security partners to keep people safe from terrorism.

The MPS must continue to adapt to the changing nature of terrorism in order to effectively mitigate the threat and instil public confidence. We commissioned Lord Toby Harris to prepare an independent review of emergency preparedness, which reported in October 2016.<sup>5</sup> With work well underway on his recommendations, we will publish an update in due course.

Counter-terrorism policing begins with community policing, with dedicated officers who know and are known by their communities. These officers provide the local eyes and ears to help detect and prevent crime. When concerns do arise, MPS officers are in place to engage with communities and liaise with local authorities to safeguard vulnerable citizens. By putting a second dedicated officer into every ward in the city, we will build that capacity, and with it the confidence of communities to speak to their local officers if they have concerns.

The MPS has a history of more than 30 years of counter-terrorism investigations, and has developed globally recognised expertise. They have an effective track record of identifying, investigating and bringing terrorists to justice.

Should the worst happen, and an attack happen, it is essential that the MPS has the resources it needs to respond rapidly and protect the city. We have agreed an increase in armed officers for London to ensure that the MPS can respond quickly and decisively should the need arise.

As well as protecting London, the MPS hosts a significant amount of national capability on behalf of the National CT Policing Network and plays a central role in the delivery of the National Counter Terrorist agenda (CONTEST). This includes an overseas network of police officers that operate to understand the international links of terrorism and protect UK interests overseas. The National CT Network is not a standalone agency but a collaboration across police forces in England and Wales. It combines local and specialist policing to effectively counter the domestic and international threats of terrorism and extremism.

The unique and complex nature of London and its attractiveness as a terrorist target means that London receives funding through the Government's Counter-Terrorism Grant, not only to keep the capital and its communities safe, but to support wider national counter-terrorism effort. We believe that lead responsibility for counter-terrorism should remain part of the police service, rather than pass to the National Crime Agency.

Third-party funding is also provided to support policing at London Heathrow and City Airports. A sizeable amount of the Counter-Terrorism Grant supports wider local policing capabilities, which is a necessary linked component to support our ability to respond to terrorist threats and attacks. We will continue to scrutinise the level of funding provided to the MPS for counter-terror activity, to ensure that it meets the needs of the city.

## Tackling serious and organised crime

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

The MPS will continue to work to take the financial incentives out of crime, using powers under the Proceeds of Crime Act 2002 (POCA). This includes seizing profits from high-end economic crime such as fraud and money laundering to profits made through the drugs trade or from stolen vehicles. In the last financial year, the MPS seized £73m from criminals, a record amount. This money is reinvested in policing and other services to keep communities safe.

## CONTEST

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

CONTEST is based around four streams of work, each comprising a number of key objectives:

**Prevent:** to safeguard people from becoming terrorists or supporting terrorism

**Pursue:** to stop terrorist attacks happening in the UK and UK interests overseas

**Protect:** to strengthen our protection against a terrorist attack in the UK or against our interests overseas

**Prepare:** to mitigate the impact of a terrorist incident if it occurs





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

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

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

## **Being prepared for civil emergencies**

The police have a vital role to play in the response to any civil emergency, and the MPS is an integral part of the London Resilience Partnership (LRP), which oversees preparedness in the city. The MPS is also consulted on national risks and contributes to national resilience planning. The response to the most serious risks and emergencies will be pan-London and multi-agency, and the MPS works with the LRP to ensure that its capabilities are regularly reviewed, tested and up to date.

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

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

## **Managing threats to public order and public safety**

Our message to the world is clear: London is Open. Our great city attracts people from around the country and all over the world for celebrations and participation in sporting and national events and demonstrations. The MPS plays a vital role in ensuring that people can enjoy our city and exercise their rights to protest in safety and security, policing more than 3,500 public events in 2016. Public order policing in the capital requires considerable resource – for which London only receives half of the funding it needs from the Government. We will continue to press the Government to meet the full costs incurred by the MPS in fulfilling its role in protecting the nation's capital.

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

Sport also plays a significant part in London life and policing operations. Football features prominently, with a number of clubs in the Premier League and 17 professional football teams in total (many more than any other force

area). Since a legal judgement in 2012, the MPS have not been allowed to fully recover the costs of providing policing around football matches. This currently costs over £6m a year, with only £660k recouped from clubs. We will continue to lobby the Home Office to address this situation.

There are fixtures, concerts and other events at venues including Wembley National Stadium, Lords, the Oval, Wimbledon, Twickenham and the Queen Elizabeth Olympic Park which attract huge crowds.

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

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

Policing nationally operates a system of mutual aid, through which officers from one force area can be deployed in another when an urgent need arises. Notable examples of mutual aid in action include the response to the London riots in 2011 and the security operation to protect the 2014 NATO Summit in Wales. The National Public Order Mobilisation Formula sets the London Region Mutual Aid Requirement at 96 Police Support Units, with 75 retained in the London Region and 21 available for mutual aid should additional support be needed. These Police Support Units are teams of officers – one Inspector, three Sergeants and 18 Constables – who are trained in public order and riot control policing. The training for these PSU officers in the London region is provided by the MPS at the MPS Training Centre.

The previous Mayor spent hundreds of thousands of pounds of public money on three water cannon for the MPS – vehicles that have been refused licences and can never be used on our streets. We have put them up for sale. We will use the money saved on maintaining these vehicles and any proceeds raised from the sale to fund projects to tackle youth crime.

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

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

### **Being prepared for cyber-emergency**

Technology is integral to every aspect of life in our city, and protecting our digital infrastructure is as important as protecting our physical infrastructure. The National Cyber Security Centre (NCSC) now incorporates what was previously known as CERT-UK (Computer Emergency Response Team). A new national cyber incident response policy has been prepared, approved and will be disseminated to relevant bodies in the near future.

In the event of a national cyber emergency (previously known as a Tier 1 event) the NCSC will manage the cyber aspects of the incident and support a COBR process (Government emergency response committees), which will manage the incident together with any real-world impacts. The NCSC will convene co-ordination meetings with relevant partners to agree incident management objectives and an incident management plan, to feed into COBR

The MPS Cyber Crime Unit (SC&O7) now consists of 42 staff including two secondees from the City of London Police. The unit forms part of a national network of regional cybercrime units who participate in a tasking process managed by the National Crime Agency. Action Fraud now provides a 24/7 service for the reporting of cyber crime incidents and the NCA's National Cyber Crime Unit operates a 24/7 response. Work is



currently under way to determine how the regional network could operate an on-call system that would bolster the NCA response, particularly out of hours.

The Cyber Crime Unit incorporates the following functions:

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

Outside of the CCU, SC&O7 (through Operation FALCON) has an establishment of 270 officers and staff focused on fraud and cyber investigations and prevention.

We will work with and oversee the MPS on its preparedness to meet a cyber-emergency, integrating with the wider national response. The Mayor is to appoint a Chief Digital Officer for London, and they will work closely with the police and security services to develop a cyber security strategy that will better protect our digital infrastructure and ensure that Londoners and businesses have the information and resources they need to stay safe online.

In addition, MOPAC will continue to support the work of the London Digital Security Centre, providing specialist cyber security advice to small businesses and organisations across the city at an affordable price.

## Tackling child sexual abuse

Child sexual abuse is now recognised in the Strategic Policing Requirement as an issue of national importance, one which all police forces must act on. We reflect this throughout our Plan, ensuring that child sexual exploitation is a mandatory element of all local policing priorities, making significant improvements to the way the MPS delivers its services to protect vulnerable people, and through a comprehensive programme of action for protecting children from abuse and exploitation set out in the chapter **Keeping children and young people safe**.



## **THE LONDON CRIME PREVENTION FUND**

The Mayor's London Crime Prevention Fund (LCPF) was established in 2013 to provide support to projects and organisations involved in preventing crime across the city. It brought together a number of funding streams and ran from 2013/14 to 2016/17 in line with the previous Police and Crime Plan.

In recognition of the crucial role LCPF funding now plays in delivering local services which support policing activity, the Mayor has protected and maintained the LCPF budget at £72 million for the duration of this Police and Crime Plan, despite mounting pressure on the MPS budget.

The majority of the LCPF funding will be awarded directly to Local Authorities according to levels of need and demand. This funding will continue to provide support for victims of domestic and sexual violence, prevention and early intervention and the rehabilitation of offenders within the community. Examples of projects funded through the LCPF are featured throughout this Plan.

A portion of LCPF budget – 30 per cent from 2018/19 onwards – will form a separate pot of funding intended to support the co-commissioning of services across boroughs. Splitting the LCPF budget in this way acknowledges the important role this funding now plays in supporting local community safety and prevention services while also recognising that some London problems can be more effectively addressed by commissioning solutions across Borough boundaries, with local authorities working together and alongside regional partners to develop better quality and more consistent services.







# A better Criminal Justice Service for London

The effective, swift and fair delivery of justice is the basis of law and order, but in London, the group of organisations responsible for providing justice too often fail to meet the needs and expectations of Londoners. In order to deliver a Criminal Justice Service that truly works for London, we must put victims of crime in London first and implement measures to rehabilitate our offenders.



For many years we have had a justice system – not a service – more responsive to central Government than to the people of London, making it impossible to deliver real change for the better. This is why the Mayor pledged – and has secured – an agreement with the Government to work towards the devolution of responsibility for parts of the Criminal Justice Service to London, giving greater local control of the delivery of justice than ever before.

We want to see the Criminal Justice System in London transform into a Criminal Justice Service with victims firmly at its heart, and the reduction of reoffending – and therefore the prevention of crime – as one of its main objectives.

Victims of crime can be very vulnerable, both in the immediate aftermath of the crime, as their case progresses through the Criminal Justice Service and, in some cases, for a long time afterwards. They need care and support to help them recover from their experience, with support services tailored to their needs. But as well as working for people who have become victims of crime, the Justice Service also has an important role to play in preventing people from becoming victims in the first place by reducing reoffending and preventing crime.

A significant proportion of crime in the capital is committed by people who have committed other crimes in the past. It is clear that more should be done to rehabilitate offenders and reduce the chance of them committing further crimes.

We must also recognise that many offenders have also been victims of crime themselves, often at a very early age, and that interventions to address the causes of their offending behaviour may make a difference in their future behaviour – and so make communities safer.

In order to deliver on our priorities, we will implement measures to:

- Put victims at the heart of the Criminal Justice Service.
- Tackle reoffending.

By delivering these ambitions, we aim to:

- Improve service for victims, including increased compliance with the Victims Code of Practice.
- Improve victim satisfaction with the service they receive through the justice process.
- Reduce offending behaviours of young adults, persistent offenders and female offenders.

## THE LONDON CRIMINAL JUSTICE DEVOLUTION AGREEMENT

Following intensive lobbying by the Mayor, on 8th March 2017, the Chancellor announced the beginning of work towards the devolution of responsibility for some elements of the Criminal Justice Service out of central Government and to the Mayor of London.

The agreement is as follows:

1. The Government will work with the Mayor, the Mayor's Office for Policing and Crime (MOPAC) and London Boroughs to improve the quality of Criminal Justice Service delivery and enable more effective criminal justice outcomes for London.

We will work together to:

- develop a shared view of the benefits and better outcomes in London that could be delivered by the devolution of criminal justice services; and
- identify the criminal justice services that can best be delivered locally to complement, enhance and support national reform programmes, in line with national frameworks and standards.

2. A Memorandum of Understanding (MoU) will be agreed by June 2017 to support the process for collaborative working.

We will work closely with the Ministry of Justice, the Criminal Justice Service and other partner organisations to ensure we achieve a devolution arrangement that will enable us to deliver the ambitions of this Police and Crime Plan, improving service for victims and reducing reoffending in London.



## **PUTTING VICTIMS AT THE HEART OF THE CRIMINAL JUSTICE SERVICE**

Our clear ambition for the Criminal Justice Service in London is for it to effectively and fairly deliver justice for all victims of crime. But delivering justice does not just extend to seeing an offender punished and put on a path to rehabilitation. Delivering true justice for victims means helping them to recover from the trauma of the crime they have experienced and supporting them in their ongoing recovery.

Not every victim will need the same level or type of support, but we will champion all victims and defend their interests. In order to do this effectively, MOPAC will appoint London's first independent Victims' Commissioner. They will support the Mayor and MOPAC as we work to improve the experience of victims and survivors of crime in London.

By working with victims and victims' groups the Commissioner will be a dedicated champion to stand up for survivors of crime throughout the capital and ensure that their voices are heard clearly and can drive improvements in victims' services across policing and the Criminal Justice Service.

The new Victims Commissioner will work with central Government and stakeholders including the MPS, Crown

Prosecution Service, Ministry of Justice and victims themselves, and will report directly to the Deputy Mayor for Policing and Crime.

The Victims' Commissioner will also work to ensure that the requirements and commitments under the national Code of Practice for Victims of Crime are being met. Adherence to the Code of Practice by the MPS needs to improve, and the Commissioner will conduct a full review of compliance in the MPS and other partner agencies.

MOPAC is responsible for commissioning most services for victims in London, and will spend a total of £63m on these services between 2017 and 2021. As part of this work we will ensure that we are commissioning support services that reflect the full range of needs that victims of crime in London have. We will review and refine our services on an ongoing basis, making sure that they reach out to the full range of diverse communities in the capital and ensure that all victims are supported.

This work will include the MPS, as we seek to improve levels of victim satisfaction across all of London's communities. We will continue to measure and track victim satisfaction in the MPS, holding the Commissioner of the Metropolitan Police to account for their performance.

## THE CRIMINAL JUSTICE SERVICE

The Criminal Justice Service is made up of a range of national and local agencies including:

The Police	Investigating crimes and arresting suspects
The Crown Prosecution Service (CPS)	Making decisions on whether or not crimes should be prosecuted.
Her Majesty's Courts and Tribunal Service (HMCTS)	Holding trials to decide a suspect's guilt or innocence and deciding the punishment for guilty persons.
The National Probation Service (NPS)	Serving the court to help them select the most appropriate sentence and managing high-risk offenders not in custody.
HM Prisons and Probation Service (HMPPS)	Replaces the National Offender Management Service from 1 April 2017, and will have full operational responsibility for all operations across prison and probation.
The Youth Custody Service (YCS)	From 1 April 2017 will have operational responsibility for the day-to-day running of the youth secure estate and will be a distinct arm of the new HMPPS.
The Youth Justice Board (YJB)	Oversees youth justice services in England and Wales, including advising on the operation of and standards for services and making grants to local authorities for youth offending services.
The Parole Board	Responsible for assessing whether or not prisoners can be safely released into the community.
The London Community Rehabilitation Company (CRC)	Managing medium- and low-risk offenders, either on community sentence or on release from custody.

While we currently have good evidence of confidence and satisfaction with the MPS through a survey of victims on their experience of policing, no such evidence exists for the performance of other parts of the Criminal Justice Service. This means it is hard for agencies to focus on activity to improve victim satisfaction, and consequently services, as they are unable to learn what works. We will introduce a new survey of satisfaction across the whole Criminal Justice Service so that we can identify where there are problems and develop partnership plans to fix them.

We know that restorative justice is one service that works to improve victim satisfaction. Restorative justice gives those victims who want it an opportunity to communicate with those who have offended against them, and allows them to explain the impact of the crime on their life. By giving victims a voice in this way, we can improve their satisfaction as well as bring offenders face to face with the consequences of their actions. It will never be appropriate in all cases, and it is not a soft option - it will only be an option once an offender has admitted guilt, with no influence on sentencing. But for those cases where it can improve outcomes, it will be available through a new London Restorative Justice Service funded by MOPAC, Restore:London, which is being rolled out and evaluated.

## **Repeat victims**

Too many victims in London are people who have been victims of crime before, either at the hands of the same offenders, or different ones. These repeat victims have particularly pressing needs, and must be supported.

The most recent data available shows that 12 per cent of victims of crime in February 2017 had been the victim of at least one other crime in the previous 12 months. As we commission services, we will be acutely aware of and responsive to the needs of these victims, to ensure that we break the cycle that sees often vulnerable people become victims time and time again. Some of these repeat victims have suffered specific crimes such as abuse, sexual violence or hate crime, and measures to tackle these priority crimes are set out in this Plan.

One issue that victims regularly raise as an area for improvement is the provision of information throughout the criminal justice process. This is currently subject to national work across the national agencies, but in order to make progress in London, the MPS will implement a new online crime tracking portal as part of its wider transformation programme. This will give victims easy access to information on the progress of their case.

As victims progress through the Criminal Justice Service, they need more support than just the provision of information. Many who come to court will do so as witnesses as well as victims, and we need to ensure that joined-up support is available to support them in these two roles which, while obviously linked, are separate and can cause different types of difficulties and distress.

Currently the general support services to victims of crime in London are commissioned by MOPAC, while the court-based witness service is a nationally commissioned service. As part of our devolution plan, we will work to join up the services available and ensure they are better suited to the specific needs of Londoners.

By improving the experience of these victims through the Criminal Justice Service we would expect to see improvements in their engagement with the process, and a reduction in the attrition in court cases – that is, cases failing to be completed as a result of victims and witnesses declining to cooperate with the authorities, or withdrawing during the process. Currently this happens too often in London, meaning victims do not get justice and offenders can go unpunished.

### **CASE STUDY: HOW JUSTICE DEVOLUTION COULD HELP IMPROVE SERVICE TO VICTIMS**

Currently, the Court Witness Service – which provides support to victims as their case goes to court – is commissioned nationally and in isolation to local victim support services commissioned in London. As a result, victims have multiple points of contact, having to relive their trauma several times over, and in many cases receive conflicting information on the status of their case.

Devolution of the Court Witness Service to regional commissioning arrangements would enable us to combine services, meaning that a victim can receive care and support from one person, from the point when they report a crime to the criminal conviction and beyond. Most importantly, they would not have to face the trauma of telling their story to several different people, they would get consistency in terms of the data and information communicated, and there would be less scope for confusion.



As well as increasing the support for victims and witnesses, we believe that victims will be better served if they don't have to wait so long for justice to be done. Latest figures available show that, at present, victims wait nearly 170 days for a case to go through a Magistrates Court in London, or over 500 days for a Crown Court.<sup>6</sup>

We will work with the Criminal Justice Service in order to reduce the length of time taken, wherever that is possible. That will include work with the police to ensure that the speed and quality of files coming from the MPS to the CPS is improved, including by investing in new technology to allow the digital transfer of evidence. We will also encourage the use of evidence from body-worn video cameras in court as we continue to roll this out across the MPS.

### **We commit to:**

- Appoint London's first Victims' Commissioner; work to improve compliance with the national Code of Practice for Victims of Crime.
- Ensure that we are commissioning victims' services that reflect the full range of needs that victims of crime in London have. We will continuously review and refine our services, including their ability to reach out to the huge range of diverse communities in the capital.
- Look to do what we can to reduce gaps in victim satisfaction in the MPS across London's communities and introduce a new survey of satisfaction in across the Criminal Justice Service to identify similar gaps and drive better decision making.
- Increase the provision of restorative justice through the new London Restorative Justice Service.
- Work on the introduction of a new online crime tracking portal for the MPS.
- Work to join up the services available to witnesses and victims of crime as they go through the justice process, and ensure these are better suited to the specific needs of Londoners.
- Press partners in all parts of the CJS to speed up the delivery of justice and encourage the use of evidence from BWV in court as we continue to roll this out across the MPS.

## Reducing reoffending

While supporting victims of crime and delivering justice for them by punishing offenders should be at the heart of an effective Criminal Justice Service, the ultimate ambition is of course to reduce the number of people who are victims of crime in the first place.

As well as the work of the MPS and partner agencies to cut crime, effective rehabilitation of offenders by the Criminal Justice Service can also make a significant contribution to crime reduction. Performance in this area in London is currently in need of significant improvement, with 24 per cent of all offenders reoffending within a year of ending their sentence.

The majority of offenders do not go to prison but are, instead, managed in the community through fines, community sentences and suspended sentences. The reoffending rates for these sentences are high and need to be improved. For example, the reoffending rate for people given court orders in London is 31 per cent, and the reoffending rate for those given fines 32 per cent. Too many people will receive community sentences but then continue to offend, until custody is the final option. This means more people become victims of crime, and more of the valuable time and resources of the MPS and CJS are wasted.

Community sentences are right for those who do not pose a risk to the public. Prison is expensive and often ineffective, and should be reserved for the most serious or dangerous offenders. Where people can be safely managed in the community they should be, but this means improving the effectiveness of community sentences, and we will work with HM Prison and Probation Service to aid the development of more effective Rehabilitation Activity Requirements (RAR) in London to support greater use of community sentences.

One of the orders with the highest compliance levels is the Alcohol Abstinence Monitoring Requirement, where offenders are banned from drinking and electronically monitored to ensure compliance, which is run by MOPAC and has compliance rates in excess of 90 per cent. We would like to see even greater use of tagging and electronic monitoring to improve the effectiveness of community orders, and we will continue to work with the Ministry of Justice to make progress in this area, introducing innovative new tagging-based interventions where possible.

The majority of offenders on community orders in London are managed by the London Community Rehabilitation Company (CRC). A recent report by Her Majesty's Inspectorate of Probation<sup>7</sup> identified significant areas of failure and a need for improvement

across probation services. Some of these improvements are also required in the National Probation Service, which manages the most high-risk offenders.

Management of all offenders in London must be improved, and this work must be led by the probation services, but can only be delivered in partnership with other agencies, such as local authorities and the MPS. We are committed to improving the quality of offender management in London, and will work with the Ministry of Justice and the Criminal Justice Service as we work towards devolution. Our aim is for London to take on a greater role in the commissioning of offender management services, alongside the Prison and Probation Service to first and foremost improve standards but also allow more local flexibility, innovation and better coordination with other local services including healthcare and accommodation.

We also aim for London to have a greater influence over probation and the London division of the Community Rehabilitation Company (CRC). This will include integrating MOPAC into the current oversight arrangements of the London CRC with the intention of devolving the full contract and commissioning responsibilities over once the current contract ends in 2021. The Ministry of Justice is currently undertaking a review of national

probation arrangements, which will have an important impact on future probation performance in London, funding and future devolution discussions. We await the findings of this review with interest.

When people commit serious crimes, pose a risk to the public, or the courts have run out of sentencing options it is right that they go to prison. But the current prison system does far too little to rehabilitate the people within it and prepare them for a life free from crime on the outside.

An important response to this is the development of 'through the gate' services which reach from the community into prison, so that offenders are supported both in prison and outside. MOPAC will work with the Ministry of Justice, HM Prison and Probation Service, the London CRC, local authorities and other partners to deliver a new pathfinder of integrated services into prisons to reduce reoffending.

For this to succeed, though, it is important that more prisoners are able to serve their sentences closer to home. Currently offenders from London are spread around 40 different prisons around the country. This makes it extremely difficult for family relationships – considered an important part of reducing reoffending on release – to continue, and stops services in London effectively reaching into prisons

**RACE, DISPROPORTIONALITY  
AND INEQUALITY IN THE  
CRIMINAL JUSTICE SERVICE**

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

Half (51 per cent) of the UK-born BAME population and 35 per cent of the UK-born white population agree that “the Criminal Justice Service discriminates against particular groups”. This must be addressed if we are to have confidence that the Justice Service works in the interests of all Londoners. The final report of the Lammy Review is expected in spring 2017, and we will be considering his recommendations carefully.

to support offenders as they come to the end of their sentences. MOPAC will continue to make the case for London’s offenders to serve their sentences closer to home, and these considerations should form part of the evaluation by the Ministry of Justice as it decides on future prison closure or expansion plans.

Regardless of the sentencing decision, we want to ensure that all offenders have access to better pathways out of crime. Working along similar lines to the proposed prison pathfinder, we will bring the Greater London Authority (GLA), local authorities and other partners together to improve access to housing, education and employment opportunities, vital to providing stability and reducing the risk of offenders turning straight back to crime.

Given the importance of employment to reducing reoffending, we will specifically focus on opportunities to improve offenders’ chances of getting a job after a sentence has ended, working with the GLA and with businesses to offer more job opportunities to offenders and developing offenders’ skills to make them more employable.

Although we want to reduce reoffending by all groups of offenders, there are some specific groups where particular attention is needed: young adults, persistent offenders and female offenders.



**Young adults:** The transition between people being young offenders and adults can often represent a cliff-edge in the support that they receive. While we focus services on young offenders, which is covered in the **Keeping children and young people safe** chapter of this Plan, this can often fall away when people move into the adult justice process. This can undo the work that has been taking place to rehabilitate an offender. It wastes resources and misses opportunities to turn people's lives around. We will work with our partners to deliver a specific approach across all criminal justice agencies that is focused on continuing and integrating services to minimise these risks at the transition point between youth and adult services.

**Persistent offenders:** We know that a minority of offenders commit a disproportionate amount of crime. We want to see reoffending rates of the most prolific offenders reduce, which will mean tackling the often complex needs that they have, delivering rehabilitative services to them in what are often chaotic lives with links to alcohol and drug abuse or mental health needs. Evidence shows that they are more likely to have been exposed to crime and violence themselves, often from a young age, and have learning difficulties or lack basic literacy and numeracy skills. Addressing each of these underlying issues is necessary if we are to divert these most challenging individuals away from a life of crime and make a lasting difference to levels of reoffending in London.

## PRISON PATHFINDER

We will look to opportunities presented by devolution to develop a 'prison pathfinder' which will:

- Ensure that prisons play a fully integrated role within London's Criminal Justice Service
- Bridge the gap between custody and the community by supporting the ambition for prisoners to serve their sentences closer to home, thereby providing a platform to strengthen family relations and enabling continuity of services on release.
- Demonstrate how London can reduce violence within prisons and offer greater rehabilitation opportunities.

**Female offenders:** Women and girls in the Criminal Justice Service have very specific needs that we have an obligation to meet. Female offenders need services that are specifically tailored to these needs and their circumstances. These might be issues connected to their home lives if they are primary carers, or specific mental and other health needs. Wherever possible, we will seek to divert low-risk women from the formal criminal justice processes. We will achieve this by working with the MPS to design and pilot a police-led triage service that, where appropriate will divert these women into specialist support services.

Where women do need to be formally dealt with by the CJS, we will work to rehabilitate them so that they can turn away from crime and lead productive lives. We will push for additional investment from partners, on top of £500,000 which MOPAC is investing, to expand access to specialist women's centres so that female offenders across London have access to gender-appropriate provision designed to tackle reoffending.

### **CASE STUDY: THE LONDON CRIME PREVENTION FUND – TACKLING FEMALE OFFENDING**

From 2013/14 to 2016/17, MOPAC invested £1 million of LCPF funding to deliver a new and innovative approach to addressing female offending in Lambeth. The Beth Centre, commissioned and part-funded by the London Borough of Lambeth and delivered by Women in Prison, offers women a safe and comfortable space to address their needs. It provides targeted interventions around domestic violence, sexual violence, gang-affiliated violence and parenting support delivered by experienced specialists.

Under the next iteration of LCPF, MOPAC has committed a further £418,724 over the next two years to continue to develop the Beth Centre.

### We commit to:

- Continue to drive forward and test innovative and whole-systems approaches to tackling persistent offenders to support greater consistency and effectiveness across London.
- Review the use of community sentences in London to ensure that the right interventions are used with offenders to reduce their risk of reoffending, and work to improve compliance with community orders, including through the further use of electronic monitoring.
- Work with the Ministry of Justice, HM Prison and Probation Service, the National Probation Service, the London CRC, local authorities and other partners to deliver a new prison pathfinder of integrated services into prisons to reduce reoffending.
- Bring the GLA, local authorities and other partners together to expand access to services that work with offenders and their families, including work to develop offenders' skills to improve their employability and increase their access to job opportunities.
- Work with our partners to deliver a specific approach to young adults across all criminal justice agencies that is focused on continuing and integrating services, particularly at the transition point between youth and adult services
- Work to divert low-risk women from the formal criminal justice processes through police-led triage and push for additional investment from partners to expand access to specialist women's centres so that female offenders across London have access to gender-appropriate provision designed to tackle reoffending.

## CRIMINAL JUSTICE AND HEALTH

Health issues, such as drug addiction and mental health, act as a driver to both offending and victimisation. As a result, they are issues that the police regularly come into contact with. However, the police and criminal justice agencies are often not best placed to deal with the underlying health issues that lead people to commit crime or contribute to them becoming victims, and it is vital that the links between policing, the Criminal Justice Service and health services are strong and effective.

Health services do an important job in working with the police to ensure that police custody is a safe place, treating health issues in detainees if they arise. We will review the effectiveness of the current arrangements to provide health services to people in custody to ensure they are provided in an effective and well-managed way.

Drug use is not only a health risk but a powerful driver of criminal behaviour, and we will review arrangements for the provision of drug testing on arrest, and how police can refer arrested persons found to be using drugs to services to help them address these issues – which, if successful, may help to reduce reoffending.

In situations where children or those with vulnerabilities such as mental health conditions come into police custody, we will work to improve measures to divert these people and into appropriate social and health services better equipped to safeguard them, helping to reduce reoffending and repeat victimisation.

We recognise that points at which offenders with health needs transfer between services – from the police to prison, or from prison to the community – can disrupt any ongoing treatment they are receiving and increase their risk of reoffending. To mitigate that risk, we will seek to influence local health commissioning priorities to provide better continuity of healthcare as people move between these different settings.

Alongside the Police and Crime Plan, further aspects of Mayoral policy on health will be set out in London's Health Inequality Strategy, and his response to mental health delivered through the London Health Board THRIVE programme.



**We commit to:**

- Use co-commissioning to drive efficiencies across health and justice, particularly in the priority areas of sexual violence and child sexual exploitation.
- Review the effectiveness of police custody healthcare arrangements to ensure the most effective model of provision and clinical governance.
- Review the effectiveness of Drug Intervention Programmes in London and that of the current arrangements for drug testing in police custody to ensure the most effective use of current funds invested in reducing the impact of substance misuse on offending in London.
- Work to reduce the number of children and vulnerable people in custody through improved, sustained diversionary strategies – resulting in improved access to health services to reduce offending and repeat victimisation.
- Influence local health commissioning priorities and transformation plans to ensure better alignment of services and improved transfer and continuity of care between settings, particularly for those with vulnerabilities.



# Our priorities

Some Londoners are at higher risk of becoming victims of crime, or of being exploited by others to commit criminal acts. In this section, we set out our plans to drive efforts to tackle three issues of high concern and high harm across London.

**Keeping children  
and young people safe**

**Tackling violence against  
women and girls**

**Standing together against  
hatred, intolerance  
and extremism**

## **KEEPING CHILDREN AND YOUNG PEOPLE SAFE**

We all want a safe city for our children, where they can grow, play, learn, travel and reach their potential without having to fear or experience crime. We want our children to grow up in a culture of respect – for themselves, for others and for the law.

Unfortunately, the reality for some children and young people in London is far different. Too many children are born into violent and abusive households, into communities damaged by crime and antisocial behaviour, into chaotic families affected by drugs and alcohol abuse.

It cannot be right that a child's future – and their childhood – is undermined in this way. If we fail to act, more children will continue to fall into the trap of crime and we will continue to store up problems for the future.

For this reason, one of our core priorities for this Police and Crime Plan is to reduce the crimes that cause most harm to children and young people, such as knife crime, gang-related crime, sexual abuse and serious youth violence, and to take action against those who prey on children, either by offending against them or by grooming and exploiting them to engage in criminal behaviour. Our approach involves preventing crime, intervening with those already involved in criminal activity, and taking tough enforcement action against those who persist in breaking the law.

With decreasing resources available to the MPS, youth services and the health service, we will only go some way towards improving the safety of all of London's young people. But if the agencies we are responsible for, and those we partner with, work collectively to first get the basics of child protection right and then build targeted and focused services for London's youth, then we will make progress where, in the past, we have seen stagnation or diminishing performance.

In order to deliver on our priorities, we will take action to:

- Protect and safeguard young Londoners, and particularly support them when they are victims of crime.
- Tackle knife crime and other violence by and against young people.
- Comprehensively address the problem of gang violence in London.
- Focus on preventing young people from getting involved in crime and entering the Criminal Justice Service for the first time.
- Address reoffending by young people.

By delivering on these ambitions, we aim to:

- Reduce young people's chances of becoming victims of crime.
- Reduce the number of first-time entrants to the Criminal Justice Service.
- Reduce the number of knife crimes – by volume and numbers of repeat victimisation.
- Reduce the number of gun crimes (including discharges).
- Encourage more victims of Child Sexual Abuse and Exploitation to come forward and report.

## **Protecting young Londoners from crime**

Young Londoners should feel safe and secure wherever they are. But there are too many children who do not feel safe on London's streets, on public transport, online, or at home. More must be done to protect and support all young Londoners and, in particular, those who are most vulnerable or who have been victims of crime.

Alongside our work to improve the police service provided to all Londoners, we will make additional improvements to the service provided to young people. We will put in place more specialist schools officers, focused on the safety and protection of young people, and make sure they are available across the range of London's schools, including Pupil Referral Units where some of those at highest risk of offending are educated. All of London's children and young people will have a direct line of engagement with the MPS, helping to keep them safe and improving trust and confidence in our first emergency service.

We also need to have a better understanding of the parts of London where young people are at highest risk. MOPAC will work with the MPS and partners to develop a strong evidence base on the youth crime hotspots across



**CASE STUDY: A WHOLE-SCHOOL APPROACH TO CRIME PREVENTION**

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

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

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

the capital to identify the public spaces where young Londoners are least safe. This evidence will be used to inform local neighbourhood policing plans to ensure that the police are on hand at the places and times of highest risk for young people, such as key transport hubs at school closing time.

We will also continue to support the City Safe Haven initiative, which provides places of safety for those who are in immediate danger or feel threatened and ensure that these are matched with the hotspots where possible.

As well as tackling those places where young people are most at risk of becoming victims, we will take stronger steps to improve the protection of those young people who are themselves most at risk, to reduce their chances of becoming victims and ensure they can lead productive and engaged lives.

In order to get the basics right, it is, in the first instance, essential that there are robust measures in place to identify those children and young people most at risk, and critical to this is better sharing of information. That means working with the MPS, NHS England, Clinical Commissioning Groups and London Safeguarding leads to bring together information to improve our identification of London's most vulnerable young people.

This type of partnership work is essential. Protecting vulnerable children and young people cannot be achieved by the MPS alone, although its role is crucial. So MOPAC will continue to fund the London Safeguarding Children Board (LSCB) and will work with London Boroughs' Safeguarding Children and Adult Boards to develop consistent and effective practice and information sharing by local Multi-Agency Safety Hubs (MASH) to protect children across London.

Local authorities across London, of course, have an essential role to play in safeguarding our young people, particularly those in care. Currently far too many looked-after children come into contact with the police and other criminal justice agencies. Wherever possible we must find more appropriate ways of dealing with these vulnerable young people, improving prevention work to reduce the number of looked-after children being in the situation where they're likely to be arrested.

The critical role that the police play in child protection and safeguarding has, in the past, been neglected, and oversight by MOPAC has been less than it should have been, particularly given MOPAC's statutory safeguarding duty. This was highlighted in a report into child protection by Her Majesty's Inspectorate of Constabulary (HMIC) published in November 2016.<sup>8</sup>

The HMIC report identified poor practice in the MPS' response to allegations of crimes against young people, in identifying clear signs of child sexual exploitation, and in dealing with missing children or children at risk. This response is simply unacceptable and will be improved.

Action must be taken, not just in response to the HMIC report but to ensure that the MPS is ready to deliver an effective policing service in future, and we have carried out urgent work with the MPS to put in place a detailed and wide-ranging action plan to address

"...we must ensure that we have measures in place to respond comprehensively, effectively and compassionately in those tragic cases when young Londoners become victims of crime."

#### **LISTENING TO YOUNG LONDONERS**

We are committed to ensuring that the voices of young Londoners are heard and reflected in the work that we do.

We have consulted with young Londoners in a variety of ways during the preparation of this Plan, and we will continue to do so as we deliver on its commitments, through our Youth Voice survey and through our work with the MPS on public access and engagement.

these failings. The plan includes a new, independent group of child protection experts and academics to drive the oversight and change necessary to ensure that children in our city are not let down when they are most vulnerable. In addition, child sexual exploitation is one of the high-harm crimes that will now be a mandatory part of local policing priorities, to ensure that the MPS maintains its focus on protecting children in every part of the city.

MOPAC will, together with the College of Policing and the National Police Chiefs' Council, oversee the implementation of HMIC's recommendations and develop better oversight arrangements for the future. We will leave no stone unturned in our efforts to put things right, and give children in our city the protection they deserve.

HMIC also identified concerns about the number of young people in police custody, and particularly the use of custody as a place of safety. We will work with the LSCB and The Association of London Directors of Children's Services to review the effectiveness of London's appropriate adult scheme, local authority accommodation and the provision of mental health secure beds – which if not available can leave the police little choice but to take a child into custody for their own safety – so that action can be taken to reduce the number of young people who spend time in police custody.

In working to protect our most vulnerable children and young people, we must ensure that we have measures in place to respond comprehensively, effectively and compassionately in those tragic cases when young Londoners become victims of crime. We will, then, ensure that as we commission victims' services the needs of children and young people are met in the services delivered.

## **THE LONDON CHILD SEXUAL EXPLOITATION NEEDS ASSESSMENT**

MOPAC and NHS England commissioned an assessment of the level of CSE in London and the scale of the need for support services, in order to inform our future work.

It found that:

- Data on prevalence is limited but estimates indicate that between three and 16 young people may be at risk of sexual abuse each week in the average London borough.
- The Crime Survey for England & Wales (CSEW) estimates that 11 per cent of adult females and four per cent of males have experienced some form of sexual abuse as a child. In the average London Borough, around 11,000 adult women and 3,500 adult men are survivors of CSE.
- Young women are at greatest risk of CSE and there are a number of key vulnerabilities increasing risk including: looked-after children, family dysfunction, gang association, bereavement, gang associations, homelessness, sexual orientation and learning disabilities.
- Increasing numbers of adult survivors of child sexual abuse are now coming forward. However, service provision is limited. Self-help organisations have developed to respond to these unmet needs and are highly valued, but poorly co-ordinated and poorly resourced.



Responding to the needs of young victims of crime, particularly for the most appalling cases such as child sexual abuse, must be seen in a challenging local and national context. The MPS has carried out nearly 16,000 investigations into child abuse over the past year. Nearly 1,600 children in London have been identified by the MPS as being at risk of sexual exploitation.

This is a hugely important and demanding area of police work. It is one that affects girls and boys alike, which takes place in our communities and online, and is likely to grow further as more victims gain the confidence to come forward. The Children's Commissioner estimates that presently only one in eight abused children is identified. In recognition of the seriousness of this problem, CSE is now an element of the national Strategic Policing Requirement, in which the Home Secretary sets out the most serious national threats.

To better understand the scale of the Child Sexual Exploitation (CSE) challenge in London, MOPAC has undertaken a CSE needs assessment that sets out the level of demand for CSE support services in London and the changing nature of CSE in the capital. Further research and review will be carried out to build our understanding of CSE in London.

It is clear from this work that there is significant unmet demand for services, and a significant number of unidentified victims. MOPAC will work with local Boroughs to facilitate greater use of publicly-available information such as social media to enable the earlier identification and safeguarding of young people at risk of CSE.

The MPS is increasing activity aimed at tackling online child sexual abuse. The response is delivered at a local level as well as centrally for the more serious and complex investigations. Reactive investigation typically starts with one victim but can quickly grow in scale where offenders are abusing large numbers of young victims. Proactively, the MPS runs a number of undercover operations online, engaging with predatory paedophiles, resulting in arrest, prosecution and convictions. A new pan-London tasking process now also develops intelligence around the most harmful of offenders, including those on the Sex Offenders Register. The process is now responsible for deployment of proactive policing to secure evidence of offending and re-offending and ensure that these dangerous offenders are brought before the courts.

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

MOPAC, with NHS England and other London partners, will invest in an extended and joined up approach to commission victim support services for these young victims of sexual violence. MOPAC, in particular, will increase the number of youth Independent Sexual Violence Advocates who can offer support to children and young people. This provision will be integrated within local partnership teams to improve the outcomes for victims.

Another key element of this joint investment will be the creation of two Child Houses in London. These will provide investigative, medical and emotional support in one place to young victims of sexual violence. MOPAC, in partnership with NHS England, has jointly commissioned two Child Houses in London, which will open in 2017/18.

These facilities will remove the need for young victims to go through the repeated trauma of giving their statement several times to different agencies, and improve the likelihood of perpetrators being brought to justice for their crimes. Furthermore, through the Child House model, MOPAC will be working with HMCTS and others to support the roll-out of the pilot for Section 28 of the Youth Justice and Criminal Evidence Act 1999, which allows vulnerable and intimidated witnesses such as children to video record their cross-examination before a trial, rather than face reliving their trauma in the courtroom.

By keeping all young Londoners safe, including our most vulnerable, as well as improving the support available to them if they become victims of crime, we will be better equipped to ensure that all young Londoners are able to fulfil their potential and contribute actively to society.

### We commit to:

- Put in place more specialist schools officers, focused on the safety and protection of young people.
- Work with the MPS to develop a strong evidence base of the youth crime hotspots across the capital, identifying the public spaces where young Londoners are least safe in order to ensure that operational activity is targeted where needed. We continue to support the City Safe Haven initiative and will work to make sure that these are matched with the hotspots where possible.
- Oversee the implementation of HMIC's Child Protection recommendations together with the College of Policing and the National Police Chiefs' Council, and develop better oversight arrangements for the future.
- Continue to fund the London Safeguarding Children Board and work with London Boroughs' Safeguarding Children and Adult Boards.
- Review the effectiveness of London's appropriate adult scheme, local authority accommodation and the availability of mental health secure beds so that action can be taken to reduce the number of young people going into police custody as a place of safety.
- Work with local boroughs to invest in the earlier identification of young people at risk of CSE, particularly by increasing use of open-source intelligence such as social media to proactively safeguard young people, increasing the number of youth Independent Sexual Violence Advocates who can offer support to children and young people and jointly commissioning, with NHS England, two Child Houses in London to provide investigative, medical and emotional support in one place to young victims of sexual violence.

## **Tackling knife crime and violence**

Not all knife crime is gang related and not all knife crime is committed by young people. The majority of young people in our city are a credit to their family and community and London can and should be proud of the next generation.

However, after several years of decreases, the number of young people injured in knife attacks has again been increasing steadily, and 1,844 Londoners under 25 were injured as a result of non-domestic knife crimes in 2016. This is the highest level since 2012. Behind each of these offences is a young life derailed, a family traumatised and a community damaged. We must act to stop this increase, and then work to reduce these crimes to protect young Londoners, their families and communities from the devastating harm of knife crime and violence.

The production and implementation of a new Knife Crime Strategy for London will be central to our efforts to prevent knife crime, and reduce the number of young people affected by it. The Knife Crime Strategy will recognise that knife crime disproportionately affects particular people and places in London.

MOPAC analysis has found that the top ten per cent most vulnerable wards are recording more than three times the number of knife crime offences on average compared with the ten per cent least vulnerable. Of the victims, 77 per cent are male, and 49 per cent BAME.

Rather than just warm words, this strategy will bring together police, partners and communities to take effective action. The Strategy will encompass prevention, intervention and enforcement: themes discussed at a Knife Crime Summit convened by the Mayor in October 2016.

Our comprehensive approach will also take into consideration the other risks faced by young people caught up in violence, which can include sexual abuse, mental health needs and exploitation. At the same time, we will improve the services available to victims of knife crime and their families through our victims' services commissioning work. This will help us to better address the issues that lead to young people becoming victims, and perpetrators, and the crossover that exists between these groups.

We also know that some young victims of crime will not wish to engage with the police or other formal parts of the Criminal Justice Service, but that they too need support. We will continue to fund and expand the support to victims of knife and gang crime in London hospitals, which will allow us to reach those who might not want to formally report crimes.

In order for us to build up a better picture of the prevalence of violence in London, we will work in partnership with the NHS to continue with the Information Sharing to Tackle Violence (ISTV) programme. Under this programme, hospital emergency departments share with the police data on admissions due to violence. This helps to build a better picture of the level, nature and locations of violent incidents in the city. Not all emergency departments are currently signed up, and we will continue to work with the NHS and hospital trusts to address this.

Effective enforcement is vital, and the MPS will robustly tackle habitual knife carriers through a range of enforcement methods, including patrols in hotspot areas, weapon sweeps and stop and search. We support the targeted and intelligence-led use of stop and search in the fight against knife crime, ensuring that the MPS can use this tactic to best

effect while providing oversight to ensure that it is used fairly and proportionately. We will scrutinise the MPS' use of stop and search and promote its fair and effective use.

It is currently too easy for young people to get hold of knives, even though there are restrictions on their sale. We will put forward proposals in our Knife Crime Strategy to work with partners to deliver stricter enforcement of licensing laws for the sale of knives in London Boroughs, and encourage a national response to make it harder for those who want to commit crime from getting a weapon.

As well as seeking to prevent violence by taking knives and other weapons off London's streets, we need to make sure there are tough penalties for those who break the rules and make our streets more dangerous by carrying weapons. We will push for tougher community sentences for those convicted of knife possession, in addition to traditional sentencing and jail time. And when offenders do end up in jail, we will work with HM Prisons and Probation Service and the London Community Rehabilitation Company to ensure that offenders sentenced for knife crime offences receive appropriate services in custody aimed at preventing any future offending.







### We commit to:

- Produce and implement a new Knife Crime Strategy for London that will bring together police, partners and communities to take tough action against knife crime, reduce the availability of weapons and improve the services available to victims of knife crime and their families.
- Continue to fund and expand the support to victims of knife and gang crime in London hospitals, which will allow us to reach those who might not wish to formally report crimes, and work in partnership with the NHS to continue with the Information Sharing to Tackle Violence (ISTV) programme.
- Support the targeted and intelligence-led use of stop and search in the fight against knife crime, and scrutinise the MPS' use of stop and search and promote its fair and effective use.
- Push for tougher community sentences for those convicted of knife possession, in addition to traditional sentencing and jail time, and work with the Criminal Justice Service to ensure that offenders sentenced for knife crime offences receive appropriate services in custody aimed at reducing repeat offences.

## **Addressing the problem of gang violence in London**

For some communities, gang activity and the related threat of violence are a daily occurrence. Progress has been made, but it is clear that much more must be done to tackle the violence and the destructive influence of gangs on young lives.

Gang membership can give some young people a false sense of belonging, safety and security, filling a gap that exists in their lives. We must, with a strong sense of purpose and clear commitment to ensuring young lives are not wasted, provide positive alternatives and expose the damage that gangs do to gang members and to society.

Tackling gangs must be a partnership activity between local authorities, schools, youth services and the MPS. We will continue to fund local services in key London Boroughs through the LCPF, enabling the development of local anti-gang strategies, and go further by providing seed funding to community-based organisations to support an increased dialogue with communities that suffer disproportionately from the harm caused by gangs. With cuts to youth services and local authority budgets there is a growing gap between the availability of support and the demand, which we will seek to reduce but cannot completely fill by ourselves.

We also will work with local authorities and partners to build on good practice to tackle gangs at a local level, through investing in Ending Gang Violence and Exploitation<sup>9</sup> peer reviews for London boroughs, and supporting them to model their response on existing good practice, such as multi-agency Integrated Gangs Units, where partners are co-located and jointly invest in and deliver services.

To intervene with, and support, those young people already caught up in gangs and violence to leave this dangerous lifestyle behind, we will invest, along with the London Community Rehabilitation Company and NHS England, in specialist services focusing on advocacy, mentoring and specialist health, housing and employment support.

We will also continue to fund youth workers and Independent Domestic Violence Advisors to support to victims of knife and gang crime in London's four major trauma centres to prevent repeat victimisation. We will take this work further and extend the 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' and improve referrals to mainstream and specialist services. The extension of this programme support into key A&E departments in London will also support young people with more minor injuries to access support earlier.



This work is particularly important to address those young people who are both victims and offenders. As victims, they must be supported and protected, and as offenders they must face the consequences of their offending and be given chances to change. In fact, if we ignore their needs as victims then we risk perpetuating their offending as they seek to cope, by themselves, with the trauma of being a victim of crime. Only by addressing these two in parallel will we be able to help turn their lives around.

On enforcement, we will review the MPS approach to gang crime, including the Gangs Matrix, which maps gang membership, and support the MPS to tackle gang crime, gun crime and knife crime more effectively in London. This will also mean working with the MPS Trident team to strengthen the identification of young people who are at risk of serious violence, whether perpetrators or victims. This work will also enable the MPS to target enforcement activity more effectively.

It is also important to recognise that gang-related violent crime has significant links to drug offences and other organised crime. These organised crime networks do not respect borders, and the MPS will work to tackle the flow of drugs into and out of London, targeting the gangs that cross county lines and often exploit young people. We are clear in our expectation that the MPS should take strong enforcement action against those who deal drugs on our streets, with a particular focus on those who target or exploit young people. The MPS will proactively utilise Modern Slavery legislation to tackle the gangs and organised crime networks that criminally exploit our young people for gain.

### **We commit to:**

- Work with local authorities and partners to build on good practice to tackle gangs at a local level, continuing to fund local services in London Boroughs through the LCPF to support the development of local anti-gang strategies, and provide seed funding to community-based organisations to support an increased dialogue with communities that suffer disproportionately from the harm caused by gangs.
- Invest, along with the London Community Rehabilitation Company and NHS England, in specialist services focusing on advocacy, mentoring and specialist health, housing and employment support.
- Continue to support youth workers and Independent Domestic Violence Advocates in Major Trauma Centres, extending the programme to key A&E departments in Boroughs which have high levels of knife crime.
- Review the MPS approach to gang crime, including the Gangs Matrix, which maps gang membership, supporting the MPS to tackle gang crime, gun crime and knife crime more effectively in London, and ensure the MPS works with Boroughs to tackle the flow of drugs into and out of London, target the gangs that cross county lines and those who exploit young people to commit crime on their behalf. We will review – and if necessary lobby Government to strengthen – the laws around adults who groom and exploit young people to participate in criminal activity.



## **Preventing young people from getting involved in crime**

When a young person enters the criminal justice process, it represents a failure to prevent them from committing crime, with the victimisation, cost and wasted life chances that entails – and a failure to deal with them in an often more appropriate way. This is not about creating soft justice for young people; rather, it is about delivering smart justice, reducing crime by recognising and dealing with the needs and the circumstances of particular young people that can lead to them offending.

We will work to protect those young Londoners at highest risk of becoming offenders, implementing a shared approach between the MPS, youth offending teams and children's social services to prevent crime and reduce the arrest and charge rate of looked-after children in children's homes and foster placements. This will include improving data on looked after children – who are some of our most vulnerable young people – in the London Criminal Justice Service to understand arrest and sanction rates and empowering local areas to understand and improve their service to looked after children.

Wherever possible and appropriate we must ensure that there is a range of diversion and sentencing options for young people that reduces the risk of them entering a 'revolving door' – becoming trapped in a life of crime and going in and out of the criminal justice process over and over again. We will use our oversight role to introduce more intensive scrutiny to monitor the number of young people going into police custody. We will also work with the MPS to ensure custody is used in only the most appropriate circumstances and work with NHS England to develop adequate liaison and diversion schemes.

We will scrutinise the effective and appropriate use of both triage and out-of-court disposals for young Londoners but also work with partners to ensure that high-harm and high-risk offenders are sentenced appropriately to protect communities. We will commission additional resources to ensure that pre-sentence reports are provided more consistently, and properly describe the risk offenders pose to society.



We will also review – and if necessary lobby Government to strengthen – the laws around adults who groom and exploit young people to participate in criminal activity, whether linked to organised crime, drug offences, sexual offences or other crime types.

Equally, the relationship between drugs, alcohol and crime is well understood.

Alcohol is defined as a key driver of crime by the Home Office. Research has found that up to 41 per cent of young offenders had drunk alcohol at the time of their offence. We will work with local authorities, the MPS and businesses to ensure that the laws prohibiting the sale of alcohol to minors are better observed and enforced by retailers and licensed premises.

Furthermore, we will evaluate the effectiveness of current Drug Interventions Programmes to inform future investment decisions on services to intervene with those adults and young people abusing substances and support them to break their addictions.

### **We commit to:**

- Work to protect those young Londoners at highest risk of becoming offenders, implementing a shared approach between the MPS, youth offending teams and children's social services to prevent crime and reduce the arrest and charge rate of looked after children in children's homes and foster placements.
- Use our oversight role to introduce more intensive scrutiny to monitor the number of young people going into police custody, and work with the MPS to ensure custody is used in only the most appropriate circumstances.
- Scrutinise the effective and appropriate use of both triage and out of court disposals for young Londoners but also, working with partners, use our influence to ensure that high-harm and high-risk offenders are sentenced appropriately to protect communities.
- Work with the MPS and businesses to ensure that the laws prohibiting the sale of alcohol to minors are better observed and enforced by retailers and licensed premises; and evaluate the effectiveness of current Drug Interventions Programmes in order to inform future investment decisions on services to intervene with those adults and young people abusing substances and support them to break their addictions.

## **Helping young offenders turn their lives around**

When young people have been involved in persistent or serious offending there is often no choice but for the Criminal Justice Service to take action to detain, punish and rehabilitate them. This final element of rehabilitation is the most significant if we are to stop any further offending.

That is why for those young people who have made the wrong choices, we want to send a clear message: "We will not give up on you. Your life is not a foregone conclusion." We will take action to improve the support available to young offenders to give them a better chance of escaping the vicious cycle of offending and reoffending. But we are equally clear to those who forego chances to leave crime behind and persist in offending: "The law will be enforced against you."

While there has been some success – now worryingly reversing – in reducing the number of young people entering the Criminal Justice Service for the first time, the rate of reoffending is growing, and currently 43 per cent of London's young offenders reoffend within one year of ending their sentence.

We will work with partners to agree a set of strategic outcomes for London on youth justice, supporting improved co-commissioning and improving the consistency of the support offered to young people to reduce reoffending.

Many young offenders begin their criminal journey receiving out-of-court disposals and community sentences with some then going on to receive a series of non-custodial sentences before eventually ending up in custody. In order to break this pattern we will, with our partners, review community provision and invest in tough, effective alternatives to custody for children and young people.

When young people do end up in custody it is essential that they are kept in decent accommodation which is, where possible, close to home, and are treated in a way most conducive to the provision of meaningful education and training, all working to reduce their risk of reoffending on release. In order to ensure that this is the case, we will review custodial provision in the capital on a similar basis as our review into non-custodial sentences.

London's young people being held in secure accommodation many miles from the capital can significantly undermine efforts to rehabilitate them and maintain family ties, where this is desirable. In order to address this,

MOPAC will conduct a feasibility study on a more effective custody solution for London's young offenders, with a view to keeping young people close to home and reducing their reoffending. This will include a review of required support and rehabilitative services as well as the accommodation.

One area for consideration to improve and enhance the secure estate in London is the creation of a secure school for young offenders. This would move the focus from detention to learning, greatly increasing the efforts taken to turn these young people's lives around. MOPAC will work with the Ministry of Justice and the Youth Custody Service to secure Government funding to develop a pilot of such a secure school in London.

Regardless of the sentencing route taken, the clear priority of our work with young people is rehabilitation. We must work harder to address the specific circumstances that lead to young people committing crime if we are to do more to reduce reoffending and keep the public safe. For example, by understanding the issues and needs that commonly affect people who have had a traumatic experience we can ensure that services provided to them are as effective as possible. This trauma-informed approach involves assessing and tailoring a service around this basic understanding of how trauma impacts the life of the people who receive the

service. We will take such an approach to commissioning rehabilitation services, seeking alignment with existing child and adolescent mental health services and working closely with the Health Service to jointly commission better provision.

MOPAC will also take steps to improve the life chances of young people when they are released from custody, or finish their non-custodial sentences. Work with London employers to improve the pathways into apprenticeships and jobs will be central to this.

### **WHAT IS A TRAUMA-INFORMED APPROACH?**

Understanding the issues and needs that commonly affect people who have had a traumatic experience helps to ensure that services provided to them are as effective as possible.

A trauma-informed approach involves assessing and tailoring a service around this basic understanding of how trauma impacts the life of the people who receive the service.



**CASE STUDY: THE LONDON CRIME PREVENTION FUND – TACKLING SERIOUS YOUTH VIOLENCE IN WALTHAM FOREST**

MOPAC invested £540,000 through the LCPF from 2013/14 to 2016/17 to tackle serious youth violence in Waltham Forest. Alongside funding from the Local Authority, the LCPF provided targeted interventions to young people whose first conviction was drug, robbery or violence related as these young people are at significant risk of rapidly becoming entrenched criminals and quickly ending up in prison. The project provided intensive support to both the young people and their parents/carers.

Under the next iteration of LCPF, MOPAC will be investing a further £184,631 over the next two years to build a new innovative resource within the Youth Offending Service to support behavioural change in these young people by taking a trauma-informed approach to assessing their needs and providing support.

We know that, as with adult offenders, among the young people who commit crime there is a hardcore of highly prolific offenders responsible for a significant amount of crime. These individuals need effective enforcement and then intensive engagement and support if they are to end their offending behaviour. MOPAC will commission new services within its prolific offender pilot project, which provides intensive support from a range of agencies to these repeat offenders.

Like the rest of the UK, the young offender population in London does not reflect wider society, and there are some groups, such as young black men, who are over-represented. Justice must always be delivered fairly, and to that end MOPAC will monitor equalities data with regard to young people coming to the notice of the MPS and those entering the Criminal Justice Service to ensure we are asking the right questions, implementing the right policies and making the right funding and commissioning decisions which support reducing inequality and disproportionality wherever possible.

We will also consider the recommendations of the Lammy Review into the treatment of, and outcomes for, black, Asian and minority ethnic individuals in the Criminal Justice Service.

**We commit to:**

- Work with partners to agree a set of strategic outcomes for London on youth justice and review community provision and investment in tough, effective alternatives to custody for children and young people to break the cycle of offending.
- Review custodial provision in the capital and conduct a feasibility study on a more effective custody solution for London's young offenders, with a view to keeping young people close to home and reducing their reoffending. This will include work with the Ministry of Justice and the Youth Custody Service to develop a pilot of a secure school in London.
- Take a trauma-informed approach to commissioning rehabilitation services, seeking alignment with existing child and adolescent mental health services and working closely with health services to jointly commissioning better provision.
- Work with London employers to improve the pathways into apprenticeships and jobs.
- Commission new services within MOPAC's prolific offender pilot project, which provides intensive support from a range of agencies to repeat offenders.
- Monitor equalities data with regard to young people coming to the notice of the MPS and those entering the Criminal Justice Service; and consider the recommendations of the Lammy Review into the treatment of, and outcomes for, black, Asian and minority ethnic individuals in the Criminal Justice Service.

## **TACKLING VIOLENCE AGAINST WOMEN AND GIRLS (VAWG)**

It is a shocking fact of life for too many women and girls in our city that they suffer harassment, abuse and violence on a daily basis. Whether at the hands of partners, family members or strangers this is always unacceptable. We are committed to a zero-tolerance approach wherever this violence and abuse takes place, with meaningful support for victims and survivors and significant consequences for perpetrators.

Our specific focus on women and girls is a reflection of the disproportionate impact of these crimes on this group. While a new picture of abuse aimed at men is emerging, we know that the majority of victims of rape, sexual assault and domestic abuse are women, and that we need specific services to support them. This does not mean that we diminish or ignore the suffering experienced by men and boys. The services we commission will support victims and survivors whatever their gender, and we will also offer specific support for men and boys.

We know that sexual violence and domestic abuse are both significantly underreported crimes, which makes it difficult to fully understand the true scale of the problem across London, or to offer

women and girls the support they need when they are subject to these attacks. Although, in recent years, there have been increases in victims and survivors coming forward, we can be sure that there are still many who are not reporting and accessing the support services that they need.

Those abused can decide not to report a crime for a range of reasons, including concern about whether they will be taken seriously, the challenges of navigating the criminal justice process, or an acceptance that the abuse is the norm. These are often deeply traumatic crimes, and the support that survivors need if they are to engage with the police and other agencies can be significant.

Repeat victimisation is also an issue of growing concern. Domestic abuse victims are especially vulnerable to repeat attacks. Such experiences cause enormous damage to the individuals concerned, while undermining confidence in the Criminal Justice Service as a whole. When those abused are not adequately supported, it can also accelerate the level of violence. For example, more than a quarter of rape cases are linked to previous domestic abuse. It is crucial that the MPS and other agencies prioritise the issue of repeat victimisation, which will be a key test of our success.

As well as supporting victims and survivors to come forward, and providing them with the support they need to cope and recover, we must take steps to change offending behaviours and bring perpetrators to justice.

At present, perpetrators of violence against women and girls are – for a variety of reasons, not least the complexity of the situations and relationships involved – not being effectively dealt with. Many go on to repeat the same behaviour with new partners, harming more victims. In London, we know that this is a cross-Borough issue and that perpetrators can be active in a number of Boroughs with multiple victims and survivors.

We must develop effective interventions for perpetrators that minimise repeat patterns of abuse and ensure we have support for victims and their families. It is only if we tackle this that we will start to reduce the number of (actual and potential) victims and survivors.

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

- Better protect women and girls in London
- Improve support for survivors
- Target offenders.

By doing so, our goal is to:

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

## **Reducing violence against women and girls**

Reducing violence against women and girls (VAWG) is a challenging ambition because the offences are currently so chronically under-reported. For that reason, we will not be setting crude reduction targets, and may instead see an increase in reporting when women and girls become more willing to come forward.

Given the ongoing pressure on budgets, any increase will, of course, stretch the resources available. Currently, the services commissioned in London do not meet the need, and as we see more people coming forward, and more of those who currently come forward given access to services, pressure on services will increase. We will continue to monitor need across the capital, but no one organisation is responsible for delivering services. We are concerned that without significant extra resources, fully meeting all the demands we face will be a challenge.

Even with the current under-reporting of these offences, they represent a large volume of police work. For example, around one in ten of all offences recorded by the police in London are flagged as relating to domestic abuse. To understand the harm these crimes can cause, it is stark to note that a third of these involve actual or grievous bodily harm.

It is vital that we do not allow assumptions about increases in reporting to mask any actual increases in offending, or severity of offending. We will commission specific work to look beneath reported crime statistics so that we can say with much greater certainty what changes in figures mean. That way, we will know specifically whether our interventions to both drive down offending and increase confidence to report are working.

Central to our efforts to reduce VAWG will be refreshing London's VAWG Strategy, building on the commitments in this Police and Crime Plan. This will be our strategy for the next four years to ensure that we take meaningful action to reduce violence against women and girls, improve the support for survivors and target offenders.

The joint delivery plans that we develop to deliver the commitments in this Plan will be created in conjunction with survivors and those working in the VAWG sector. As we work to deliver this strategy over the next four years we will work closely with those involved to ensure that our policies and decisions adapt, to respond to the changes in need and demand across London, and adapt to emerging thinking about how best to protect and support women and girls.



In order to ensure that we are always focused on the most important areas of concern, that we are commissioning services that will tackle the most need and that we are constantly reviewing the performance of our work, we will publish detailed data on VAWG in London.

This data will allow us to compare varying performance across London's Boroughs in the areas which matter most, such as repeat victimisation, the management of high-harm offenders and victim satisfaction – including whether victims would engage with the police in the future. This will allow the sharing of best practice across London's Boroughs and the introduction of a performance regime which does not set crude targets, but focuses on those issues that matter most to ensure victims are protected and VAWG is reduced.

We will also use the evidence available to compare outcomes across London's diverse communities to ensure that gaps in victimisation, satisfaction and positive outcomes are addressed, particularly across victims from different ethnic backgrounds. As the new VAWG Strategy is developed, we will place the needs of BAME victims and survivors at the heart of our work.

## **THE LONDON SEXUAL VIOLENCE NEEDS ASSESSMENT**

MOPAC and NHS England commissioned an assessment of the level of sexual violence in London and the scale of the need for support services, in order to inform our future work. It found that:

- The number of assaults varies considerably across London's Boroughs.
- 40 per cent of assaults take place on public transport.
- While there has been an increase in reports, the number of people referred to havens has remained static.
- A case is more likely to be 'no-crimes' if the accuser is non-white, has mental health problems or has learning disabilities.
- There are lower levels of reporting from Asian victims.
- Immigration status can lead to lower levels of reporting.
- Gay men involved in chemsex are less likely to report.

It is a sad fact that some people in our city think that it is acceptable to abuse, harass and attack women and girls, and feel that they can get away with it. Until we tackle this attitude we will fail in our efforts to stamp out all forms of VAWG. We will use the power of the Mayor and City Hall to bring together partners from right across London, both statutory and voluntary, to launch a campaign to raise awareness of the issue, and to robustly tackle unacceptable attitudes and behaviour to women and girls.

We will use the campaign to highlight and target specific risks and types of offending behaviour – online, on our streets and in our homes – as well as providing more information about the services available to survivors, so that those who are not currently accessing support know that it is available and that they will be protected and supported.

We know that for too many women and girls the transport network, which should be a safe place, is somewhere they feel at risk of being abused or harassed, particularly late at night. As with offending elsewhere, this is totally unacceptable. We will support the work of Transport for London, the MPS, the British Transport Police and City of London Police in tackling unwanted sexual behaviour on the transport system by prioritising a greater police presence at peak times.

This partnership has been taking important steps to reduce offending, particularly through the 'Report It to Stop It' communications campaign, encouraging victims to come forward so that perpetrators can be identified.

This increase in awareness of the need to report is central to Project Guardian, a joint TfL/BTP initiative with the long-term ambition of eliminating all unwanted sexual behaviour from London's public transport through a combination of raising awareness, improving public understanding, giving people the confidence to report, better police investigation and securing the right criminal justice outcomes. Since Guardian was launched in 2013 there has been a 74% increase in reports of sexual offences on public transport in London.

Similarly, the safety of women using taxis and private hire vehicles remains a top priority for TfL and the Roads and Transport Policing Command. We will support their work to ensure that taxis and private hire vehicles are as safe as possible.

Nationally, 700,000 women are reported to be stalked each year, though the real number is believed to be closer to five million (including the ongoing significant rise of those affected by cyber stalking). The impact on victims' lives is devastating. As a result of stalking, a third of victims lose their job, relationship or are forced to move, and half suffer financial loss. Nearly all (98 per cent) of these victims endure traumas including anxiety, depression, paranoia, agoraphobia and PTSD – aside from those who suffer physical harm. We will support the MPS in developing a more effective response to stalking and harassment, to protect victims and manage offenders within London.

### **Supporting men and boys**

We are committed to ending the sexual exploitation of all children, but we also we know that older boys and men are also victims of violence and abuse, with 3.6 per cent of men in London having experienced sexual assault or rape at some point after the age of sixteen.

We know that male victims of sexual and domestic violence are often reluctant to come forward and report. This means that perpetrators are left to offend again and again, and the victims do not receive the support they need. The Angiolini Review<sup>10</sup> into the investigation and prosecution of rape in London highlighted the needs of men and boys and the levels of support that they need as they are encouraged to seek support and engage with the criminal justice process.

We will continue to provide discrete funding for projects to support male victims of rape, sexual violence and domestic abuse, including those in same-sex relationships, where the evidence shows people are very unlikely to report. We will also continue to fund a number of agencies that support men and boys, such as our Sexual Assault Referral Centres.

## **Harmful practices**

Just as we seek to raise awareness of the general issues of VAWG in order to tackle it wherever it exists, we must take action to tackle specific harmful practices such as Female Genital Mutilation (FGM), so-called 'honour'-based violence and forced marriage. As well as raising awareness about the appalling impact on the victims of these crimes, we must encourage more of them to come forward, so that support services can be offered and perpetrators can be caught.

We will also increase the training available for those who may come into contact with potential victims of these practices, such as midwives, nurses and social workers, so that they can identify those at risk and support survivors into help. The need for training was an important issue highlighted in a Harmful Practices pilot project carried out by MOPAC in 2016, and we will use this learning to support wider and more effective commissioning arrangements with our local partners in London.

The MPS is committed to prosecuting perpetrators of FGM where the evidence supports a case, and the MPS has a strategic plan relating to FGM under the name of Project Azure. The four key strands are prevention, protection, prosecution and partnership. The biggest challenges are under-reporting and communities who won't engage on the subject. Work continues through media engagement, partnership and information sharing between professionals (particularly health), and engaging the third sector including campaign groups. Operational proactivity takes place at international airports under Operation Limelight, which is high-profile multi-agency activity tackling FGM, breast-ironing and forced marriage.

## Human trafficking

With the increase in allegations of human trafficking and the clear need for improvement in awareness and understanding for frontline officers, the MPS is in the process of introducing Modern Slavery Single Points of Contact (SPoCs) within Borough Commands. Human trafficking can see victims forced into jobs such as sex work, domestic servitude or forced labour, and local officers will be given the skills to advise colleagues on safeguarding victims as well as linking in with the Modern Slavery & Kidnap Unit (MSKU) for specialist support. As awareness and understanding improve, we expect a continued increase in the numbers of potential victims identified.

The MPS secured its first convictions under the Modern Slavery Act in October 2016. This involved an organised criminal network transporting women to the UK and forcing them into prostitution. Although the women denied they were being controlled, financial and communications evidence provided a clear picture that they had been. Even without their support, convictions were secured against four members of the criminal network responsible. In addition, since the introduction of the Modern Slavery Act, ten Slavery and Trafficking Prevention Orders have been successfully obtained.

Key to the continued development of our response is to improve existing and encourage new multi-agency partnerships across London. Closer working between police, local authorities, non-Government organisations (NGOs) and communities will result in a clearer intelligence picture of modern slavery within Boroughs. It will also encourage a multi-agency approach to tackle it.

The MPS, Human Trafficking Foundation and Stop the Traffik have recently embarked on a project to establish a partnership network across London, supported by MOPAC. The MPS has been working with NHS England and London Councils to secure funding for Train the Trainer sessions. This will be delivered to those working in local government, health and policing, so raising awareness among colleagues. This approach will also ensure the message is consistent across all partners.



**We commit to:**

- Refresh London's VAWG Strategy, building on the commitments in this Police and Crime Plan and working closely with those in the VAWG sector to ensure that our policies and decisions adapt to respond to the changes in need and demand across London.
- Commission specific work to look beneath reported crime statistics for rape and sexual and domestic violence and abuse so that we can say with much greater certainty what changes in figures mean.
- Publish detailed data on VAWG in London and compare varying performance across London's boroughs and our diverse communities to promote improvements and sharing of best practice.
- Bring together partners from right across London, both statutory and voluntary, to launch a campaign to challenge unacceptable attitudes to women and girls, and implement a whole-school VAWG prevention pilot to tackle unacceptable attitudes and behaviours in early years.
- Increase the training available for those who may come into contact with potential victims of harmful practices so that they can identify those at risk and support survivors into help.
- Support the work of Transport for London, the MPS, the British Transport Police and City of London Police in tackling unwanted sexual behaviour on the public transport system, and make sure taxi and private hire services are as safe as possible.
- Support work by the MPS and partners to improve existing and encourage new multi-agency partnerships across London to tackle human trafficking and modern slavery.

## Improving support for survivors

As with our wider ambitions for the policing and Criminal Justice Service, we want to put victims and survivors of VAWG at the heart of our plans. This means doing more to encourage them to come forward, so that support can be offered, and then doing more to support them when they do, so they can cope and recover and their chance of being a repeat victim is reduced.

Survivors of sexual and domestic violence and abuse will not report their crimes, or seek support, if they do not believe that support will be effective or meaningful, that they'll be taken seriously or that action will be taken. We will work closely with the MPS to ensure that victims of rape and sexual assault feel confident that they can come forward and report crimes. The MPS takes all allegations of rape or sexual assault seriously and is committed to improving the first contact with the police when a crime of this nature is reported.

In order to improve the first response, particularly to domestic incidents, we will ensure that the MPS introduces enhanced training for its officers on how to get this right. This work will be aimed at developing that first response, and ensuring greater consistency across London.

It will focus on a broader understanding of the wider complex needs of victims and survivors and the behaviours and attitudes officers need to express when they respond. It will also focus on the evidential requirements and records needed to secure more convictions.

We will exploit the potential of body-worn video as a means of improving the handling of domestic abuse cases specifically. By dip-sampling the footage of first responses, MPS managers will be able to recognise and share good practice as well as identifying areas of personal development for officers and wider changes in MPS policy.

Every case of VAWG is different, and every survivor is different. They need different levels and types of support and a specific and tailored response to their case, regardless of whether they formally engage with the criminal justice process or not, if they are to be adequately supported to cope and recover.

In cases where victims do engage with the police and other parts of the Criminal Justice Service they need a service that responds to their individual needs. We will work with all CJS partners to encourage them to invest sufficient resources into their ability to offer a service that goes beyond the minimum in each case. For example, MOPAC will scrutinise the workload of officers involved in the investigation and personal support in these cases so that they allow for the type of tailored response we wish to see to address the uniqueness of each case.

This is particularly important in supporting victims and survivors from London's BAME communities, particularly those with lower trust and confidence in policing or who are less likely to come forward to report offences against them. We will also ensure that all the services we commission are responsive to the needs of different sections of London's communities.

In order for us to offer the right level and type of support to victims and survivors it is vital that we develop a sophisticated understanding of the needs of victims of domestic and sexual violence and abuse. Work in this area has revealed a number of clear gaps that need to be filled if we are to adequately support all survivors. The recent Sexual Violence Needs Assessment and the Domestic Violence Needs Assessment both identified areas where improvements must be made.

The refreshed VAWG Strategy will prioritise meeting these needs as we work to secure the services currently available and improve on the offer to victims and survivors in the future.

Central to this will be our work with partner agencies to develop a new sexual violence service model to better meet the needs of victims and survivors. An important element of this will be the recommissioning by MOPAC of services to better meet people's needs, and fill the gaps identified in the Needs Assessment. In doing this we will, where possible, work with partners to integrate services so that the victim and survivor experience is seamless.

The work to fill the gaps will be based on a new set of pan-London outcomes in this area and a clear and transparent commissioning strategy. These will be set out in the refreshed VAWG Strategy following this plan.

We will sustain the current investment in vital Rape Crisis provision, including rape crisis centres and London's Sexual Assessment Referral Centres, known as havens. We want this provision to work with all partners, including the voluntary sector, to respond to the needs of survivors as set out in the needs assessment and, at the same time, do more to support vulnerable survivors those with more complex needs who in many cases suffer repeat victimisation.

But sustaining current investment is not sufficient, and we want to see an increase in the number of victims of rape and serious sexual assault who are referred to havens. This will help to both improve the criminal justice outcomes and give victims and survivors access to specialist commissioned services.

Supporting those survivors who want to engage with the criminal justice process is vital if we want to increase the number of perpetrators held to account for their actions. Too many cases in London currently collapse because victims withdraw or refuse to cooperate with a prosecution. So we will co-fund advocacy services, including Independent Sexual Violence Advisors (ISVAs) to support sexual violence survivors through the criminal justice process in line with the evidence from the Needs Assessment.

We also know that forensic evidence is important in securing convictions, but that it currently takes too long for this evidence to be identified. This delay can lead to victims withdrawing from the process, even when that is not in their best interests. The investments in forensic technology described in the Policing chapter of this document will reduce the length of time it takes for forensic evidence to be identified and analysed, speed up the overall process, and reduce the stress on victims as they wait for evidence to be collected.

### **CASE STUDY: THE LONDON CRIME PREVENTION FUND – SUPPORTING PEOPLE AFFECTED BY GENDER-BASED VIOLENCE**

In 2013/14, MOPAC committed more than £1.7m through the LCPF, spread over four years, to provide a range of specialist frontline services to support adults and young people, children and families who are victims or affected by gender-based violence, including but not limited to: domestic abuse, sexual violence and assault, stalking and harassment, harmful practices (including FGM, 'honour'-based violence and forced marriage).

It is delivered by the Angelou partnership of specialist providers across the Tri-borough - Westminster, Hammersmith & Fulham, and Kensington & Chelsea. Through the new LCPF budget, MOPAC will be investing a further £1m over the next two years to sustain these important frontline services.

## **THE LONDON DOMESTIC VIOLENCE NEEDS ASSESSMENT**

MOPAC and NHS England commissioned an assessment of the level of domestic violence in London and the scale of the need for support services, in order to inform our future work.

It found that:

- There is variation in the Independent Domestic Violence Advisor (IDVA) roles across London.
- There are gaps in the provision of services for people with disabilities, BAME communities, LGBT victims and those with no recourse to public funds.
- There are gaps in information about the experience of service users themselves.
- Sharing of best practice across London should be improved.
- Provision of refuges and housing is patchy across London, with varying levels of usage and coordination.



On domestic abuse, we will continue to fund and support Independent Domestic Violence Advocates (IDVA) provision in London, and will review their provision to ensure victims have the services they need, within the resources available. IDVAs provide vital, specialist support to victims of domestic abuse, and we will work with our partners to ensure that this service is integrated with local provision and is effective both within and outside the Criminal Justice Service.

We know that in some cases the right thing for a victim and survivor of domestic abuse is to remove themselves from the circumstances in which the abuse is taking place. But we also know how challenging and difficult this decision and process can be. As part of our refreshed VAWG Strategy we will explore the options for pan-London commissioning of refuges for survivors of domestic abuse and, in addition, work with the rest of the GLA and Local Authorities to improve the overall availability of refuges and other safe accommodation.

In improving the availability and accessibility of housing for victims of domestic abuse who are fleeing ongoing violence, we will pay particular attention to those who have no recourse to public funds and or those who have

wider complex needs. In recognition of the extreme pressures facing the capital, and the Mayor's commitment to tackle homelessness and to develop better support for victims of domestic abuse, London has up to £50m of capital funding available to deliver move-on accommodation. This funding will enable the development of properties specifically earmarked for people who are moving on from either hostels or refuges because they no longer require the support services offered in those types of accommodation, and those leaving the streets who would benefit from a 'Housing First' approach.<sup>11</sup> Funding is also available, through the wider £3.15bn Affordable Homes Programme, for the development of new refuges and other accommodation for victims of domestic abuse.

In many cases, women who are in the Criminal Justice Service have themselves been victims of domestic and sexual violence or abuse and need support in order to cope and recover from these crimes. We will improve the access to the services that we commission to support victims and survivors of domestic abuse and sexual violence who are in the Criminal Justice Service, including facilitating access directly into custody.



## **Prostitution**

We are committed to tackling the harm done by prostitution in London, and we will look to the MPS, local authorities and voluntary groups to build on previous strategic commitments and help those most exploited by involvement in prostitution, acknowledging the complex circumstances that overlap to leave women selling sex in order to survive.

### ***Domestic violence and prostitution***

Home Office research (2004) shows that 85 per cent of women involved in prostitution have experienced abuse from a family member and around 75 per cent have been physically assaulted by someone other than a family member. AVA reports that the primary link between domestic violence and prostitution is that, for some women, their partner is the person who encourages their entry into prostitution, profits from it, and can prevent their exit.<sup>12</sup> MOPAC will explore the relationship between domestic abuse, prostitution and homelessness. The Eaves and London South Bank University report (2012) recommended that this link be more widely recognised and that training be given to domestic abuse service providers around issues and realities faced by women involved in prostitution.

## ***Homelessness and prostitution***

AVA reports that homeless women may exchange sex for somewhere to stay, and the threat of homelessness can also be a barrier to exiting prostitution. This increases dependency on abusive partners who are coercing them into prostitution. In order to ensure that these women are offered support to exit prostitution, MOPAC will work with key statutory partners to put in place a strategic response across London.

In addition, MOPAC will commission an audit into how the MPS has managed this issue across London, with particular reference to trafficking and prostitution.

**We commit to:**

- Ensure that the MPS introduces enhanced training for its officers on how to get the first contact with a survivor right, and exploit the potential of BWV as a means of improving the handling of domestic abuse cases.
- Scrutinise the workload of officers involved in VAWG cases.
- Support victims and survivors, regardless of whether they pursue a formal criminal justice outcome, working with currently commissioned providers of rape crisis services, London's Sexual Assault Referral Centres and partner agencies to develop a new sexual violence service model to better meet the needs of all victims and survivors.
- Sustain the current investment in Rape Crisis provision, including Rape Crisis centres and London's Sexual Assessment Referral Centres.
- Increase the number of victims of rape and serious sexual assault who are referred to havens.
- Work with the GLA, local authorities, the voluntary sector and housing providers to improve the availability of refuges and other safe accommodation for victims and survivors. This includes both developing new refuges and other safe accommodation through the Mayor's capital funding programmes and exploring options for pan-London commissioning (for both existing and new accommodation).
- Co-fund advocacy services to support sexual violence survivors through the criminal justice process and continue to fund and support Independent Domestic Violence Advocate (IDVA) provision in London.
- Improve the access to the services that we commission to support victims and survivors of domestic abuse and sexual violence who are in the Criminal Justice Service, including facilitating access directly into custody.
- Work with key statutory partners to ensure that a strategic response to prostitution is in place across London, and commission an audit of MPS' handling of trafficking and prostitution in London.



## Targeting offenders

Domestic and sexual violence and abuse can never be tolerated, and those who perpetrate these abhorrent offences should know that the full force of the law will be used to punish their behaviour, deliver justice for their victims and prevent them from offending again.

While our primary focus must be on the needs of the survivors of these crimes, we must significantly improve our interventions with the perpetrators. By tackling perpetrators we will, at the same time, improve the safety of victims and survivors. This work will broadly fall into three categories of activity: work to secure convictions of offenders, work to address the behaviour of offenders and work to ensure sanctions are meaningful and effective.

The principal difficulty in securing convictions against perpetrators of VAWG is keeping victims and survivors engaged throughout the process. Evidence from the CPS shows that there are more cases of unsuccessful prosecution due to problems with victim and witness engagement than there are of defendants being acquitted. Just over half of all unsuccessful prosecutions in the last financial year were due to either the victim retracting their statement or failing to attend court.

This issue feeds into outcomes, with London seeing proportionally fewer convictions than the rest of the country. In cases of domestic abuse, for example, 65 per cent of prosecutions resulted in a conviction, compared with a national average of 75 per cent.

Our work to improve the support available to survivors should help to improve this and reduce the attrition that happens through the current process. Our work to see the court-based victim and witness service devolved to MOPAC will also allow us to offer more joined-up support to all victims of crime, including VAWG offences.

We also need to work with the CPS and MPS to improve the quality of evidence going from the police to prosecutors, particularly given the potential benefits that innovations such as BWV can bring.

To tackle the behaviour of offenders it is important that we have a full picture of their offending behaviour. This means better data on perpetrators, which accurately reflects the scale of their offending across London. As part of our performance oversight, we will expect the MPS to understand who the highest-risk perpetrators are, both in individual Boroughs and across London, and take steps to reduce the risk that they pose.



Just as the circumstances of survivors of VAWG vary widely, requiring tailored support, so the drivers of offending require specific interventions to prevent repeat offending, and thereby reduce the number of victims overall and repeat victims specifically. We will work with the MPS, probation services and our other partners in this sector to commission a more effective approach to tackling perpetrators, and will expect the MPS to identify proactive opportunities to target high-harm offenders.

These opportunities might not relate directly to their offending against women and girls, but by taking an 'Achilles heel' approach, which targets offenders for actions which are most likely to secure a criminal justice outcome – particularly in cases where victims do not wish to cooperate with the Criminal Justice Service – we can more effectively keep people safe.

As part of this work, we will use the refresh of the VAWG Strategy to review the use of all forms of disposal so that the best practice and innovation that exists in pockets across London is replicated elsewhere, and that we are making best use of the disposals available. This will include reviewing the use of Criminal Behaviour Orders and Domestic Violence Prevention Orders to improve compliance and ensure effective action takes place if they are breached. We will also explore other, more innovative, options to tackle offenders,

including early intervention where it can prevent problems before they begin.

When perpetrators of VAWG are sentenced, it is important that the sentences are complied with, in order to change their behaviour and keep people safe. We will work with London's criminal justice and probation services to see what can be done to improve compliance with licence conditions.

This will include exploring the use of GPS tagging, which is currently being tested with non-domestic abuse prolific offenders, but might be of value in keeping victims and survivors of domestic abuse safe and ensuring compliance by perpetrators. This would sit alongside our work with sobriety tagging of domestic abuse perpetrators, which is being piloted. Once the pilot scheme has been evaluated we will take a decision about pan-London roll out, seeking specialist advice to ensure survivor safety.

An important part of our work will be asking probation and other partners to look at domestic and sexual offenders as a 'cohort of interest' so that we can build a better picture of who and where offenders are, what interventions they have been referred to, their levels of compliance and reoffending rates and their wider offending history. We will feed this analysis into a dashboard so that it can be used by all partners to drive better enforcement and commissioning of effective services.

## OPERATION DAUNTLESS

Operation Dauntless brings a whole-Borough response to domestic abuse, from the initial call for help through to conviction. Through Dauntless, the MPS and partners provide a consistent approach to domestic abuse covering three main elements:

- Keeping victims safe in their own homes, using a range of methods including panic alarms, mobile phones, covert/overt cameras and improved partnership working through Independent Domestic Violence Advisors and Multi-Agency Risk Assessment Conferences (MARACS).
- Offender Management : 'Get them out and keep them out' – treating domestic abuse offenders the same as serious acquisitive crime offenders and using tactics such as bespoke bail conditions, Domestic Violence Perpetrator Orders (DVPOs) and civil orders
- Emerging Risk: Better use of intelligence, using a new methodology for identifying high-impact offenders and victims.

## We commit to:

- Work with the CPS and MPS to improve the quality of evidence going from the police to prosecutors, particularly given the potential benefits that innovations such as BWV can bring.
- Ensure the MPS understand who the highest-risk perpetrators are, both in individual Boroughs and across London, and work with the MPS, probation services and our other partners in this sector to commission a more effective approach to tackling them.
- Use the refresh of the VAWG Strategy to review the use of all forms of disposal to ensure that best practice and innovation is shared, and that we are making best use of the disposals available.
- Ask Criminal Justice Service partners to look at domestic and sexual offenders as a 'cohort of interest' – similar to the way we treat prolific offenders in London.
- Work with the Criminal Justice Service to improve offenders' compliance with licence conditions, including through the use of GPS tagging. We will also evaluate the sobriety tagging pilot for perpetrators of domestic abuse to aid a decision about pan-London roll-out.

## **STANDING TOGETHER AGAINST HATRED, INTOLERANCE AND EXTREMISM**

London is open, and it is that openness which has made our city the greatest in the world. London's economic, cultural and social life is admired around the world. We celebrate the diversity of our great global city, and we must take every step necessary to maintain and safeguard this against those who would seek to undermine it. United, we are a stronger and safer city.

Unfortunately, hate crime is a daily problem for some people in our city, who are victimised by a small minority because of who they are. We must be clear: there is no place for hatred and intolerance in London. It is unacceptable and, when it motivates crime, it is illegal.

Hate crime can be particularly distressing for those who experience it, and they must be supported, but beyond those directly involved, it makes victims of whole communities. When a Jewish, Muslim, disabled or gay person is targeted for crime and abuse simply because of who they are, this has a knock-on impact on a much wider community. Like ripples in a pond, one crime can have a significant effect well beyond any individual incident.

We must develop an approach which combines tough, zero-tolerance enforcement against perpetrators of hate crime with meaningful support for victims – particularly those who are victims multiple times – to help them cope and recover.

We must also take a stand against the organised international and domestic extremist groups determined to spread ideologies of hatred in any way they can, seeking to radicalise vulnerable people to commit acts of terror against their fellow Londoners. Existing national measures to prevent radicalisation have had mixed results, whilst some communities have been reassured others have been alienated. Only with greater local input can we ensure that preventative work is being delivered consistently and effectively where it is needed.

We will implement measures to:

- Protect Londoners from hate crime.
- Deliver better support for victims of hate crime.
- Strengthen work to prevent vulnerable people in London from being radicalised.

By doing this, our goal is to:

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

## **Tackling hate crime**

Hate crime can be deeply upsetting and humiliating for the victim, and sometimes, victims do not believe they will be taken seriously. We know that as a result, many offences are never reported to the police. This makes it hard to measure the real impact of it on the capital and the effectiveness of measures designed to reduce it. We will work to reduce these crimes and their impact on victims, but we will not set crude targets on volume reductions.

In fact, we may see certain crimes increase, rather than decrease, as more victims gain the confidence to come forward and report these crimes to the police. As with our work on violence against women and girls, we will endeavour to understand the real story behind the statistics by assessing whether changes in volumes are down to increases or reductions in offending or changes in reporting and recording practices.

The best way to reduce hate crime is to encourage greater social integration, bringing communities together and celebrating their contribution to the life of the capital. The Mayor has put improving social integration at the heart of his mission of a greater, safer and more secure city, and has appointed London's first Deputy Mayor for Social Integration, Social Mobility and Community Engagement. MOPAC and the MPS will work closely with the Deputy Mayor to support and increase community cohesion and resilience and to champion the work to promote stronger and more resilient communities where hatred and intolerance cannot take hold.

Our approach will be based on zero-tolerance. A zero tolerance approach means every report will be taken seriously. That does not mean every report will result in a prosecution. Hate crime takes many forms and it is always important to understand the difference between comments, that while unpleasant or offensive are not criminal, and those which constitute hate crime, particularly online. To that end, we will work with the MPS, local authorities and educators in London's schools to help increase awareness of hate crime and the need to take action against it, wherever it exists.

The MPS will encourage the extended use of this zero-tolerance approach right across the police and Criminal Justice Service. We will ensure that appropriate training and awareness is embedded within the MPS so that all frontline officers understand the importance of providing a robust response, have the right skills to do so, and know what specialist services are available to victims.

This training will be developed in partnership with the communities which are targeted by hate crime so that the diverse needs of victims are understood. This means that we can deliver targeted prevention advice and provide better victim support during and post-investigation, and following the conviction of offenders.

In recognition of the need to prevent hate crime, and enforce the law against perpetrators wherever it takes place, we will continue to support the work of the MPS, the British Transport Police, the City of London Police and TfL to tackle hate crime on public transport.



In order to make improvements to the response of the Criminal Justice Service we will specifically focus on measures to reduce the rates of attrition in hate crime cases, which are far too high, with just a quarter of cases seeing any kind of sanction. By monitoring the satisfaction of hate crime victims through the criminal justice process we will be able to test options to increase engagement, and thereby reduce the chances of cases collapsing when victims disengage.

As with much of the Criminal Justice Service, though, it is currently too difficult to see what drives decision making and what works to improve outcomes. We will publish more information on hate crime and its outcomes. This will include data on MPS action and the Criminal Justice Service response, particularly when perpetrators are successfully convicted and receive enhanced sentences.

Ultimately, though, we can only take action against perpetrators if people have confidence to come forward and report crimes. So we will introduce measures to increase the reporting of hate crime by encouraging more victims to come forward. Again, part of this work is focused on improving the MPS and CJS response, so that victims know that if they come forward they will be supported and helped. We will therefore be carefully monitoring satisfaction rates across the CJS for hate crime victims.

To increase reporting, we will take advantage of technological advances to offer smartphone apps and online facilities to report hate crime and continue to support the provision of third-party reporting opportunities where victims may prefer to approach neutral or community organisations rather than the police.

The rise in online hate crime, where people can use the anonymity of the internet to abuse and harass people, is of growing concern. It can be just as distressing to the victims as offline abuse and we must step up our efforts to tackle it. MOPAC will invest in a better response to hate crime on the internet, and will be launching an Online Hate Crime Hub to provide, for the first time, a dedicated investigative police resource for these offences when they are reported.

**We commit to:**

- Work closely with the Deputy Mayor for Social Integration, Social Mobility and Community Engagement to support and increase community cohesion and resilience and to champion the work to promote stronger and more resilient communities.
- Work with the MPS, local authorities and educators in London's schools to help increase awareness of hate crime.
- Ensure that appropriate training and awareness is embedded within the MPS so that all frontline officers understand the importance of providing a robust response, have the right skills to do so, and are aware of the specialist services available to victims.
- Continue to support the work of the MPS, the British Transport Police, the City of London Police and TfL to tackle hate crime on public transport.
- Monitor satisfaction rates across the CJS for hate crime victims and focus on measures to reduce the number of times the victim drops out of the justice process in hate crime cases. We will publish information on hate crime and its outcomes.
- Introduce measures to increase the reporting of hate crime by encouraging more victims to come forward, such as offering smartphone apps and online facilities to report hate crime and supporting the provision of third-party reporting opportunities.
- Provide a better response to hate crime on the internet through a new Online Hate Crime Hub, providing a dedicated investigative police resource for these offences when they are reported.

## **Delivering better support for victims of hate crime**

Being a victim of a hate crime can be particularly distressing. Whereas, for other crimes, people may be randomly victimised, happening to be in the wrong place at the wrong time, victims of hate crime are always targeted specifically because of who they are, or who they are perceived to be. We must ensure that the right services are available to these victims when they come forward and to support them through any criminal justice process.

Extending the pilot of Hate Crime Victims' Advocates (HCVA) is central to our efforts to improve support for victims of hate crime. This work builds on the success of Independent Sexual Violence Advisors and Domestic Violence Advocates who support victims in the aftermath of these crimes and through the criminal justice process. A trial of this scheme has taken place in Hackney and Westminster, and has demonstrated the benefit of specialist and targeted support for high-risk victims of hate crime. Extending the services offered will, we believe, be particularly helpful in supporting repeat victims as we seek to reduce the level of repeat victimisation.

HCVAs will deliver tailored support to individual victims, an approach that we want to see for all victims of hate crime, not just the highest risk. Currently services are commissioned in isolation, with victims having to navigate the range of available services themselves. This does not provide the type of consistent support that we want to see, and which victims need if they are to recover from abuse and attack. We will commission new support services and referral mechanisms that are centred around the needs of victims, ensuring that these services are more effectively meeting them.

Much of the excellent support work currently provided is delivered by small, specialist organisations. These support organisations can find it hard to meet changes in demand, so we will provide access to small grant funding to provide development and capacity for them to meet the rising demand – demand that we expect to continue if we are successful in increasing the victims' confidence to report.

We aim to further boost the confidence of communities targeted by hate crime by fulfilling the Mayor's pledge to promote an MPS that looks like the communities it is charged with keeping safe. Our aspiration is to have an MPS that is as diverse as London's population.

**We commit to:**

- Extend the pilot of Hate Crime Victims' Advocates (HCVA) who can offer specialist and targeted support for high-risk victims of hate crime and help reduce repeat victimisation.
- Commission new support services and referral mechanisms that are centred around the needs of victims, ensuring that these services are more effectively meeting these needs.
- Provide access to small grant funding to provide development and capacity for support organisations to meet the rising demand as the confidence of victims to report increases.

**A London-wide approach to counter-radicalisation**

At the furthest extreme of hatred and intolerance is terrorism. Radical groups of all backgrounds continue to target Londoners in their efforts to radicalise others and take violent action for their cause, whether that is radical Islamism, neo-Nazi-ism or extreme anarchists. The first line of defence against radicalisation is strong, integrated communities. Building stronger communities in London is central to this Mayoralty and informs all of the work that we do.

However, extremists are becoming more sophisticated in their approach to radicalising others, deliberately targeting the vulnerable and impressionable – people with mental health needs, gang members, disaffected young people and prison inmates. They prey on feelings of isolation, hopelessness and yearning for a sense of purpose.

Safeguarding has always been central to counter-radicalisation strategies such as in the Government's national Prevent programme. The MPS, partners and voluntary organisations perform outstanding work to safeguard vulnerable individuals to help stop them from being radicalised. It is vital that strategies and programmes to counter radicalisation and violent extremism engage with London's diverse communities while avoiding stigmatising entire ethnic, religious or cultural groups.

To achieve lasting success in the fight against extremism and terrorism, the work of the police and security services must therefore go hand in hand with the work of all partners across the public sector who have a legal duty to have due regard to the need to prevent people from being drawn into terrorism.

Within London, local authorities, MPS, education, health and other public sector partners will continue to meet at a strategic level through the London CONTEST Board and the London Prevent Board to identify best practice and have oversight of support provided to vulnerable individuals and families. MOPAC is uniquely placed because of its role in commissioning services for young people and other vulnerable Londoners to deliver more appropriate and tailored counter-radicalisation activity for the city. The Mayor and MOPAC will work with the Home Office to provide additional resource to boost the support available in this area.

In working with Prevent, we will continue to make a careful assessment of its use. It is important for us to understand how it protects and affects Londoners as a whole. We will continually seek and take account of the views of London's communities, ensuring that those strategies that work are built upon and used effectively; and those that do not, or could be done better, are revised and improved.

### **We commit to:**

- Work with the Home Office to deliver more tailored counter-radicalisation activity across London, alongside our other work to protect people vulnerable to crime and prevent them from being drawn into harmful activities.

### **CASE STUDY – SAFEGUARDING THE VULNERABLE**

A 16 year old girl with relatives who had travelled to Syria was identified to police after publicly saying she wanted to travel to Syria on social media. She was accepted into the 'Channel' process - which aims to provide support to individuals at risk of being drawn into violent extremism - and agreed to engage in the support programme provided, including a number of sessions with a mentor.

Her risk of travel was deemed so great that a Family Court Order was taken out to confiscate her passport and prevent travel. Following this intervention, the girl returned to education and exited the 'Channel' programme having had her vulnerability reduced. She did not travel to Syria.





# **How MOPAC will deliver this Plan**

## **OVERSEEING THE PERFORMANCE OF THE MPS**

One of the most important roles of MOPAC is to oversee the Metropolitan Police on behalf of Londoners and hold it to account. This means ensuring the MPS is effective in its work and that it is efficient in the use of its budget.

We will provide in-depth scrutiny of the MPS' performance in keeping London safe and delivering on the commitments in the Police and Crime Plan.

**MOPAC will hold the MPS to account** by holding regular meetings with the MPS Commissioner and keeping a tight grip on the MPS budget, making decisions on strategic and high-level spending and ensuring the MPS and Londoners receive value for money.

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

## **Measuring the things that matter**

We will oversee the performance of the MPS by using a new, evidence-based performance framework.

In the past, MPS performance has been assessed through basic, city-wide targets (to reduce burglary by 20 per cent, for example). While this is a simple way to set out and measure progress towards an ambition, this approach has significant drawbacks.

First, city-wide crime reduction targets are not always the best option. Burglary might not be a problem everywhere in the city, but a simple target means that the police everywhere target it, rather than focusing on other offences that may be more important to people in their area.

Second, targets can have a negative effect on police culture. Imposing numerical targets puts officers under pressure to focus more on achieving a numerical target rather than on what they joined the service to do: fight crime and help people.

Third, a strict focus on a fixed set of crime targets can lead to other crimes not receiving the attention they need, a point illustrated in HMIC review of Child Protection in the MPS, which found that the pressure to meet the old 'MOPAC 7' crime targets distracted officers from dealing properly with extremely vulnerable children. That is a situation we cannot allow to happen again.

Our new performance framework seeks to address all these problems.

### **No more numerical targets**

We want London to be a safer city for all, but we will not set any fixed, numerical, crime reduction targets for the MPS. We want the MPS to be focused on doing the right thing for the public, rather than focusing on whether or not they will achieve an arbitrary numerical target set by politicians in City Hall.

Our performance framework takes a more sophisticated view, measuring the things that really matter to the safety of Londoners and that paint a more accurate picture of how safe and confident London is.

### **Tackling crime and antisocial behaviour: local policing, local priorities, local problem solving**

Real neighbourhood policing means officers and PCSOs who deal with the things that matter to the people in their communities.

We have developed a new performance framework that enables the Mayor to fulfil his role (making sure that people's priorities are being dealt with effectively by the MPS and partner agencies) while also giving local police the flexibility they need to do theirs – responding to and resolving what really matters to the people in their community. Equally, we want to ensure that the most harmful – but often less visible – crimes, such as sexual violence and child sexual exploitation, are treated as priorities across the city.

Instead of focusing on local crime targets imposed from City Hall, which may bear little resemblance to the things that really matter in communities themselves, we have consulted with every Borough and developed a new system of agreeing local priorities, in partnership with local police leaders and the elected local Council. This will mean that across London, local police teams are focusing on local priorities, agreed using data and evidence which we will provide publicly and local strategic assessments.

Under this system, each Borough has selected two local priority crimes, based on local knowledge, crime data and police intelligence, along with antisocial behaviour, which has been identified in our consultation for this Plan as an important issue in every Borough.

The priorities for all Boroughs will also include mandatory high-harm crimes: **sexual violence, domestic abuse, child sexual exploitation, weapon-based crime and hate crime**. We will actively monitor the volume of offences and look for a reduction in repeat victimisation.

MOPAC will support each Borough in making its decisions by providing detailed data and analysis of local crime trends.

To ensure that these priorities remain current and relevant, they will be refreshed annually, with flexibility to change during the year if necessary.

The Mayor and Deputy Mayor will hold the Commissioner to account for the MPS' performance in tackling these local priorities.



## A BETTER POLICE SERVICE FOR LONDON

Using data from the MPS and MOPAC research, we will actively monitor and look for positive progress in:

- **Victim satisfaction with police service**  
using data from MOPAC's User Satisfaction Survey
- **Public perceptions towards the MPS**  
using data from MOPAC's Public Attitude Survey
- **Reducing inequalities in satisfaction and public perceptions**
- **A more representative MPS workforce**  
measured through recruitment data
- **Officers treated with fairness and respect by colleagues**  
measured through the MPS Staff Survey

## A BETTER CRIMINAL JUSTICE SERVICE FOR LONDON

Using data from the Ministry of Justice and MOPAC research, we will actively monitor and look for positive progress in:

- **Reducing offending behaviours of targeted cohorts**  
measuring offending, frequency and the severity of offences
- **Improving service for victims**  
such as compliance with the Victim's Code of Practice
- **Improving victim satisfaction with the service they receive through the courts**  
measured through a new survey

## KEEPING CHILDREN AND YOUNG PEOPLE SAFE

Using crime statistics and data from the Ministry of Justice, we will actively monitor and look for positive progress in:

- **Reducing young people's chances of becoming victims of crime.**
- **Reducing the number of first-time entrants to the Criminal Justice Service**
- **Reducing the number of knife crimes, by volume and numbers of repeat victimisation**
- **Reducing the number of gun crimes (including discharges)**
- **Encouraging more victims of Child Sexual Exploitation to come forward and report**

## **TACKLING VIOLENCE AGAINST WOMEN AND GIRLS**

Using crime statistics and data from the Ministry of Justice, we will actively monitor and look for positive progress in:

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

## **STANDING TOGETHER AGAINST HATRED AND INTOLERANCE**

Using crime statistics, data from the Ministry of Justice and MOPAC research, we will actively monitor and look for positive progress in:

- **Encouraging more victims of hate crime to come forward and report**
- **Reducing the level of repeat victimisation**
- **Reducing the rates of attrition in hate crime cases as they progress through the criminal justice process**
- **Improving the level of satisfaction of victims of hate crime with the service they receive from the MPS and Criminal Justice Service**

For the duration of this plan, MOPAC will continue to monitor all recorded crime in London and take action whenever and wherever necessary to ensure the safety of Londoners.

## How the MPS will manage its performance

The MPS has a framework for analysing, understanding and improving its performance which will be driven by these measures and priorities and play a key part in the delivery of this Police and Crime Plan. Structures are in place to hold leaders to account, share effective practice and encourage problem solving. They already include a substantial focus on the key priorities in this Plan, including child safeguarding and knife crime.

The MPS and MOPAC teams undertake innovative analysis, complemented by productive relationships with many universities. Meanwhile a wide range of data is made available for public scrutiny through the MPS and MOPAC websites and the London Datastore.

## Finance and resources

After years of cuts in police funding, pressures on the policing budget remain acute. Over the next four years, we anticipate having to make £400m in additional savings from the MPS budget.

Her Majesty's Inspectorate of Constabulary has graded the MPS' efficiency as good. We will continue to strive to deliver the most efficient possible service for Londoners, using our oversight role to closely scrutinise the way the MPS spends public money and promote value for money.

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

Our ambition is that back office costs are reduced to 15 per cent of the MPS' overall expenditure.

The MOPAC/MPS budget for 2017/18 was agreed on 20th February 2017. you can read the budget in full at [www.london.gov.uk/budget](http://www.london.gov.uk/budget)

## **Working with partners**

Delivering the aims of the Police and Crime Plan will depend on the contributions of a range of partners across London. To enable this, we will work with these organisations to develop joint priorities, shared outcomes and commissioning arrangements where possible. We will aim to produce joint delivery plans to complement this Plan and turn our ambitions into actions.

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

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

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

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

**Who are our partners?**

<b>London and national police forces</b>	<b>Probation</b>	<b>Courts and prosecution</b>
<b>Transport</b>	<b>Health</b>	<b>London Fire Brigade</b>
<b>Local Authorities</b>	<b>Central Government</b>	<b>Voluntary and community sector (VCS)</b>



## **Smarter commissioning**

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

There are two tiers to our commissioning model:

**Local commissioning – enabling local delivery:** Each part of London is different, so we will work collaboratively with Local Authorities to deliver programmes that meet the very specific needs of each community.

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

Across all our commissioning, we will lead on innovation; testing new ideas and being at the forefront of advances in policing and crime policy. Importantly, we will continue our grip on ensuring we secure genuine value for money. We

want to be assured that the taxes paid by Londoners are being used as efficiently as possible. We will continue to make this happen with rigorous funding application processes and robust contract management.

## **Engagement with the public**

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

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

The draft Police and Crime Plan was published on 1st December 2016. It was open for public consultation until 2nd March 2017, and 513 people responded to the online feedback survey, with a further 200 written responses received.

The Deputy Mayor for Policing and Crime has conducted a wide range of visits, events and engagement meetings during the development of the Police and Crime Plan.

These meetings have included: the MPS, British Transport Police, City of London Police, TfL, the Home Office, the Ministry of Justice, the CPS, HMIC, the National Crime Agency, the NHS, all of London's Borough Councils, the Police Federation, the Metropolitan Black Police Association, the Youth Justice Board (Youth Custody Service), HM Prisons and Probation Service, the London Community Rehabilitation Company, the London Assembly, the All-Party Parliamentary Group for London, the Children's Commissioner, Victim Support, London Citizens, the Prison Reform Trust, London Heads of Community Safety, the Royal College of Psychiatrists, the London Safer Neighbourhood Board Forum, the London Safeguarding Children Board, the London Councils Leaders Committee, the London Violence Against Women and Girls Board, the VAWG Voluntary and Community Service Reference Group, London Councils, the Migrant and Refugee Advisory Panel, Women's Aid, Pact, Faith Forums 4 London, Brixton Soup Kitchen, the London Community

Forum, the Voluntary and Community Sector Roundtable, the London Ibero-American Women's Association, the Community Security Trust, the Muslim Council of Britain, the Stop and Search Community Monitoring Network, Crimestoppers, the Association of Charitable Foundations, London Funders, a MOPAC sexual violence roundtable, the London Youth Big Talk, a MOPAC business crime roundtable, a MOPAC youth roundtable on knife crime, a MOPAC roundtable with survivors of harmful practices, the Mayor's Knife Crime Summit.

She also hosted four public meetings and a public drop-in session on the draft Plan.

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

## MOPAC risk management

Strategic risks of both MOPAC and the MPS receive scrutiny and challenge from the independent MOPAC/MPS Audit Panel. The Audit Panel is responsible for enhancing public trust and confidence in MOPAC and the MPS.

The Audit Panel advises MOPAC and the Metropolitan Police Commissioner according to good governance principles and provides independent assurance on the adequacy and effectiveness of MOPAC MPS internal control environment and risk management framework.

The risk management policy of MOPAC is to ensure the successful delivery of its business objectives through the effective management of risk by adopting best practice in the identification, evaluation and cost-effective control of risks to ensure that they are eliminated, tolerated, treated or reduced to an acceptable level.

## Integrated Impact Assessment

The Integrated Impact Assessment (IIA) of the Police and Crime 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 that 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.

An assessment of impact against all protective characteristics is also included within the analysis.

The Integrated Impact Assessment is a separate document and accompanies the Plan on the MOPAC website.

## FOOTNOTES

1. ONS
2. <http://www.londoncouncils.gov.uk/node/30591>
3. <https://www.gov.uk/government/news/lammy-review-emerging-findings-published>
4. <http://researchbriefings.files.parliament.uk/documents/SN06152/SN06152.pdf>
5. <https://www.london.gov.uk/mopac-publications/londons-preparedness-respond-major-terrorist-incident>
6. <https://www.london.gov.uk/what-we-do/mayors-office-policing-and-crime-mopac/data-and-research/criminal-justice/criminal>
7. <http://www.justiceinspectorates.gov.uk/hmiprobation/inspections/northoflondon/>
8. <http://www.justiceinspectorates.gov.uk/hmic/publications/metropolitan-police-service-national-child-protection-inspection/>
9. <https://www.gov.uk/government/publications/ending-gang-violence-and-exploitation>
10. <http://news.met.police.uk/documents/dame-elish-angiolini-review-46317>
11. For more information go to [www.london.gov.uk/affordablehomes](http://www.london.gov.uk/affordablehomes)
12. 'Independent Domestic Violence Advocates: Information Briefing December 2010 Prostitution And Domestic Violence'. N.p., 2015. Web. 26 Aug. 2015.

## ABOUT THIS DOCUMENT

### What is the Police and Crime Plan for London?

The Mayor's Office for Policing and Crime (MOPAC), by virtue of the Police Reform and Social Responsibility Act 2011 (the 2011 Act), must produce a Police and Crime Plan which sets out the following:

- MOPAC's police and crime objectives, which are:
  1. The policing of London;
  2. Crime and disorder reduction in London;  
  
and
  3. The discharge of the Metropolitan Police Service's (MPS) national and international functions.
- The policing of London that the Commissioner of Police of the Metropolis (the Commissioner) is to provide; the financial and other resources that MOPAC is to provide to the Commissioner; the means by which the Commissioner will report to MOPAC; the means by which the Commissioner's performance in providing policing will be measured; the services that are to be provided by virtue of section 143 of the Anti-social Behaviour, Crime and Policing Act 2014; any grants that MOPAC is to make under that section, and the conditions (if any) subject to which any such grants are to be made.

The 2011 Act established the Commissioner of Police of the Metropolis as a statutory corporate body. The Metropolitan Police, and the civilian staff of the Metropolitan Police, are under the direction and control of the Commissioner of Police of the Metropolis. For the purposes of this Plan, references to the Metropolitan Police Service (MPS) means the Commissioner of Police of the Metropolis, the Metropolitan Police force and its civilian staff.





## **Other formats and languages**

For a large print, Braille, disc, sign language video or audio-tape version of this document, or if you would like a summary of this document in your language please contact us at this address:

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