

Safer Westminster Partnership

Strategic Assessment

January 2024

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Executive Summary

The Strategic Assessment is produced as a requirement of the Police and Justice Act 2006, on behalf of the responsible authorities for the Safer Westminster Partnership (SWP), it is also written to meet the requirements of the Serious Violence Duty as part of the Police Crime Sentencing and Courts Act 2022. It aims to identify the key crime and disorder issues affecting Westminster, drawing on a variety of datasets where possible from the period October 2022 to September 2023.

Crime continues to increase in Westminster at a far greater rate than across the Metropolitan Police Service (MPS). There were on average 216 crimes a day recorded compared with 196 a year ago, that is 20 more victims of crime per day. Over the review period, 10% of all crime recorded across the Metropolitan Police Service took place in Westminster compared with 5% two years ago. Nearly all of this increase was due to theft offences, which now make up 61% of all crime recorded here. These offences are becoming more concentrated in a small area of the West End. Theft offenders are rarely caught yet have the highest re-offending rates. Theft is also a precursor to more serious offending and is becoming more linked to organised crime. The true scale of theft is far greater as we know it is rarely reported by businesses and staff are increasingly being subject to violence. To have the biggest impact upon reducing crime in Westminster we need to develop a partnership plan to reduce theft focusing on the key areas in the West End.

Crime over the review period is estimated to have cost £371 million, an increase of £56 million from last year. The majority of costs are spent as a consequence or in response to a crime. If we can prevent crime from happening in the first place, this could have significant fiscal benefits for the partnership. Most crime is theft and opportunistic so basic crime prevention awareness raising with the public should be promoted.

The West End is not just the concentration for theft offences but for high harm offences too. Nearly half of all serious violence is located in West End and St James's wards and is strongly correlated with the night time economy (6pm to 6am). Whilst we have agreed to tackle serious violence in the West End night time economy as part of the Serious Violence duty, we need to determine a local definition of what this will include and ensure appropriate governance arrangements are in place to fulfil this duty.

The thriving West End night time economy is a driver for a large local drugs market, of which recreational drug users contribute to the drugs demand. This demand fuels organised crime including child criminal exploitation. Reducing demand must be encouraged to reduce the adverse consequences of drug abuse for individuals and society at large.

Sexual offences make up a small proportion of recorded crime in the borough but are one of the most harmful. It is an offence predominately targeted at young women coming into the West End on a night out. Whilst offences haven't increased, fewer offenders are being brought to justice. Women have told us they feel less safe in the night time. We want the West End to continue to attract people for a good night out, so we need to bring more perpetrators to justice to keep women safe.

Early intervention needs to be a cornerstone of the work of the Safer Westminster Partnership. We know the risk factors that increase children and young people's likelihood to delinquency and whilst Westminster rates better on most factors than the London average, there are distinct regional variations. Church Street, Westbourne, Queen's Park and Harrow Road continue to have the highest concentration of risk factors in

particular, youth unemployment and school suspensions and exclusions of residents. These areas are where most of the Youth Justice Service, Integrated Gangs and Exploitation Unit and Supporting Families cohorts reside. As evidence shows 6% of families account for half of all convictions, ensuring these families are given appropriate support is essential to prevent intergenerational transmission of crime.

Where known only one third of victims of crime were Westminster residents. Non-resident victims were most likely to be victims of theft, robbery and sexual offences, offences concentrated in the West End. Previous victimisation is the single best predictor of future victimisation than any other characteristic of crime, yet we did not receive details of repeat victimisation for this assessment. This must be made available for future assessments.

Although we have limited data on anti-social behaviour (ASB), we do know it is widespread and affects many residents who witness or experience it. The data was clear that repeat victimisation and offending is a key driver to incidents and processes need to be in place to quickly identify and respond to it, to minimise the impact on our residents lives.

ASB case reviews provide us with an insight into how well the partnership is responding to ASB. A recent review identified a number of improvements to be made, in particular the need to make it clear to residents how and what to report. Many of the cases reflected frustration in the response received or with their housing conditions. More needs to be done to manage expectations and to measure satisfaction with the response received.

MOPAC are responsible for commissioning pan London victim services, yet we still do not receive any data at a borough level to ensure people are accessing it or that we are receiving a quality service. This data is also important to inform local commissioning decisions. We do know that victim satisfaction with the MPS in the borough whilst better than the MPS average, has further declined to 66%.

MPS data showed only 28% of hate crime victims received a victim care leaflet, this needs to improve to ensure compliance with the victim code of practice. Victims are further affected as backlogs in Crown Courts are at record highs. This has been coupled with a growth of ineffective¹ cases resulting in longer waiting times and people experiencing a poorer quality of justice.

Reducing re-offending is critical to keeping our communities safe. It is not just about catching criminal but about addressing the criminogenic needs in an offender's life which are directly related to recidivism, such as employment, accommodation and substance misuse.

The Integrated Offender Management scheme is evidenced to have an impact upon reducing re-offending, yet only works with a small proportion of resident re-offenders. If the small team could be expanded, it could have a wider impact upon reducing re-offending. Focusing offender management schemes on theft offenders would have the best impact, as they have high re-offending rates and account for a high proportion of re-offenders in the borough.

¹ Ineffective = trial does not go ahead due to action or inaction by one or more of the prosecution, the defence or the court and a further listing for trial is required.

In Westminster, the majority of those accused of offences were not residents. This means we must prioritise tackling cross border offending. Just focusing on resident offenders will have little impact upon reducing crime in Westminster.

The threat from terrorism is enduring and evolving. Westminster will remain a key risk area due to the number of high profile and iconic buildings such as Buckingham Palace and Parliament and the number of crowded spaces.

Based on the London definition of serious youth violence, only 20% of offences involved both a suspect and victim under the age of 25. The majority of victims and accused of serious youth violence are not residents, this proportion is greater in the West End wards. Whilst the Integrated Gangs and Exploitation Unit has been evidenced to improve the outcomes of the young residents it works with, the impact it can have upon reducing overall serious youth violence in Westminster is limited. We need to consider how we tackle the majority of serious youth violence which is not directed towards or perpetrated by Westminster residents.

Based upon Crime Survey of England and Wales data there were 7,985 victims of domestic abuse in Westminster over 2022/23, 5,258 females and 2,727 males. The impact domestic abuse can cause is immense and can have a significant long term impact on children and young people who witness it. Across London one quarter of domestic abuse perpetrators were repeat offenders. New perpetrator programmes are in place in the borough and robust monitoring is needed to ensure the most prolific offenders receive adequate support to reduce their risk of re-offending.

As shown above most crime and serious violence is concentrated in the West End and perpetrated by and against non-residents. While nearly all of our residents surveyed do feel safe in Westminster, more work is needed to identify neighbourhood level crime and disorder priorities and work with our residents who have told us they want to be engaged to help keep Westminster safe.

The Safer Westminster Partnership must work together and with our businesses, residents and visitors in an evidenced based way to ensure victims are supported and offenders are brought to justice, to reverse the tide of increasing crime in Westminster.

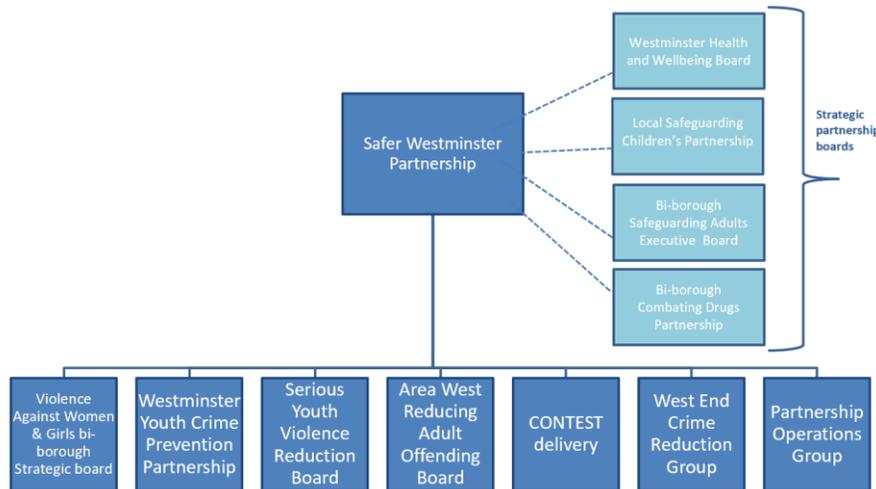
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Prevention	A greater focus needs to be given to crime prevention. To reduce the major costs incurred by the partnership as a consequence or in response to a crime.	13
Early intervention	Ensure the Supporting Families cohort who meet the crime/ASB or DV criteria are receiving adequate support to intervene early and prevent intergenerational transmission of crime.	59
Supporting victims	Repeat victimisation data is needed in future assessments to gain a greater understanding of who is most likely to be victimised.	18
	Continue to lobby MOPAC to receive feedback on the quality of services provided at a local level. To inform commissioning decisions and ensure our residents are receiving a good service.	19

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Reducing Re-offending	The SWP must prioritise tackling cross border offending, the majority of offenders are not residents. Just focusing on residents will have little impact upon reducing crime in Westminster. We need to lobby for support from MOPAC to enable this.	24
	To have the greatest impact upon reducing re-offending of Westminster residents offender management schemes should focus on theft offenders.	25
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Introduction

The Strategic Assessment is produced as a requirement of the Police and Justice Act 2006, on behalf of the responsible authorities for the Safer Westminster Partnership, it is also written to meet the requirements of the Serious Violence Duty as part of the Police Crime Sentencing and Courts Act 2022. The Strategic Assessment aims to identify the key crime, disorder, anti-social behaviour, drug misuse and re-offending issues which affect the City of Westminster. These priorities should then be used to revise where necessary the Safer Westminster Partnership strategy.

Cutting crime and improving safety is not only about effective policing; it relies upon understanding the factors that enable crime and ASB to take place, working together in partnership to neutralise those factors and doing so in a reasoned and evidence-based way.



We are about to start delivering towards a new strategy for 2024/2027

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

Governance arrangements will be reviewed to ensure adequate accountability to deliver the new priorities.

The Strategic Assessment draws from a range of data across the partnership, where possible using data covering October 2022 to September 2023. See Appendix 1 for more details.

The Strategic Assessment is set out in several chapters. The first looks at providing an overview of the scale and trends of crime in Westminster including providing an estimated cost of dealing with crime in Westminster and a summary of resident concerns. The report then looks at who are victims of crime in Westminster, who offends and what drives their offending. This is followed by an analysis of hate crime and ASB data. Next our approach to terrorism is reviewed. Followed by examining the risk and protective factors to enable the partnership to identify what are the flags or signals of risk of involvement in crime. After this the report provides a more detailed analysis of serious violence, breaking this down into; serious youth violence, violence against women and girls (VAWG) and the West End night time economy. Two further brief sections look at the profile of business and neighbourhood crime in the borough. Finally ending with a review of the performance of the partnership towards delivery of the 2020/23 strategy.

Overview of crime in Westminster

Summary:

Crime continues to increase whilst sanctioned detection² rates fall. Ten percent of all crime across the MPS was recorded in Westminster compared with 5% two years ago. Nearly all of this increase was due to increases in theft offences. Theft now makes up 61% of all recorded crime in Westminster.

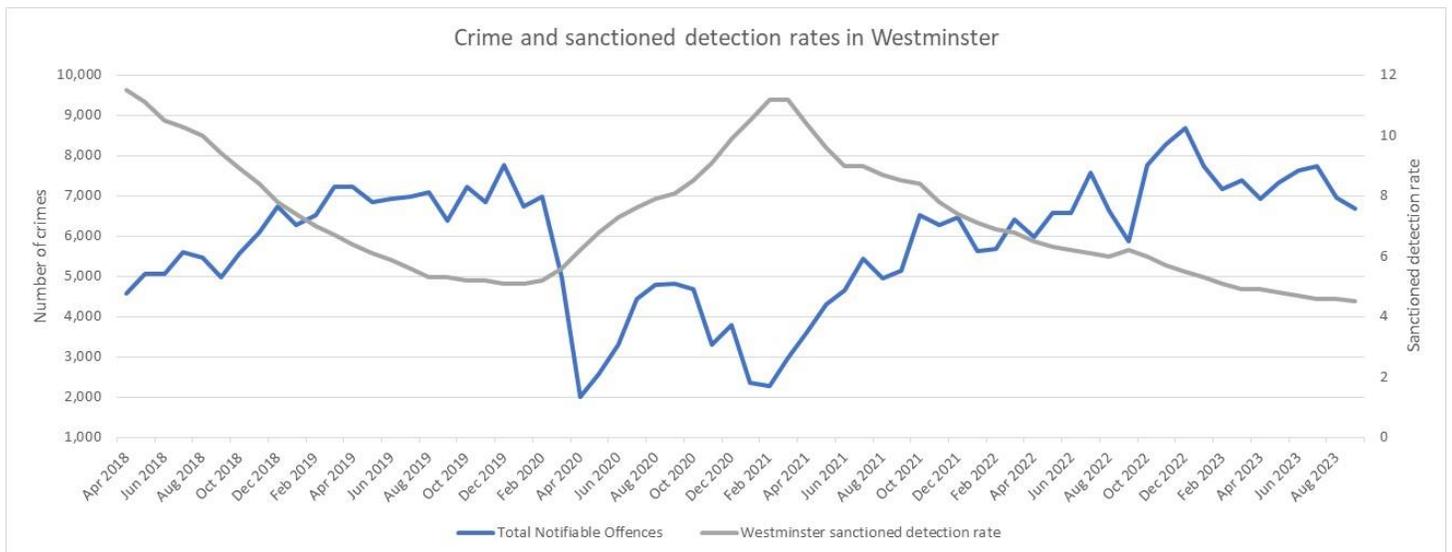
Offences are becoming more concentrated in a small area of the West End, this area is not just where volume crime is concentrated but also the most high harm offences. This area needs to be prioritised to have the greatest impact upon making Westminster safer.

The cost of crime in Westminster is estimated to be £371 million an increase of £56 million from last year. Most costs are spent as a consequence or in response to a crime, therefore if we can prevent crime from happening in the first place this could have significant fiscal benefits.

Despite increasing crime, nearly all residents surveyed felt safe in the area they live. However, feelings of safety after dark have reduced from 82% to 74%, this was most notable for women.

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

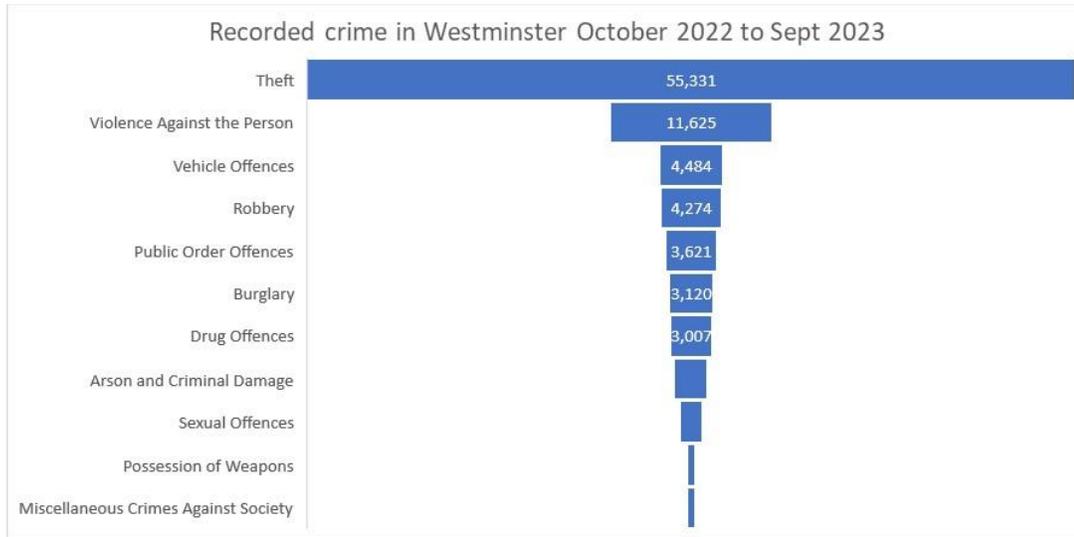
There were 90,340 crimes recorded over this review period. **Crime has increased by 26% across Westminster over the last review period** compared with a 6% increase across the MPS. **Ten percent of all crime across the MPS was recorded in Westminster** compared with 8% last year and 5% two years ago. This increase in offences accounted for 38% of the Met wide increase in crime, showing how **Westminster is a significant driver of crime across London**. Coupled with this is a continual decline in the number of sanctioned detections.



December and July remain the peak months for offences. There were on average **216 crimes a day recorded compared with 196 a year ago, that is 20 more victims of crime per day**. Nearly all of this increase was due

² Sanctioned detection rate = when offences have been resolved through a formal sanction. Outcome data is also measured by the police but was not readily available.

to increases in theft offences, in particular theft from a person and other theft. Other increases of note are robbery up 35% (1,103 more offences) and burglary especially to a business, increased by 13% (347 more offences). Not all crime types increased; of note sexual offences decreased by 10% or 180 fewer offences and violence against the person offences decreased by 1% or 91 fewer offences.



This chart looks at the split of the major crime types in Westminster. Of note **61% of all offences recorded in Westminster were theft** compared with 53% last year. Across the MPS theft offences make up 30% of all recorded crime.

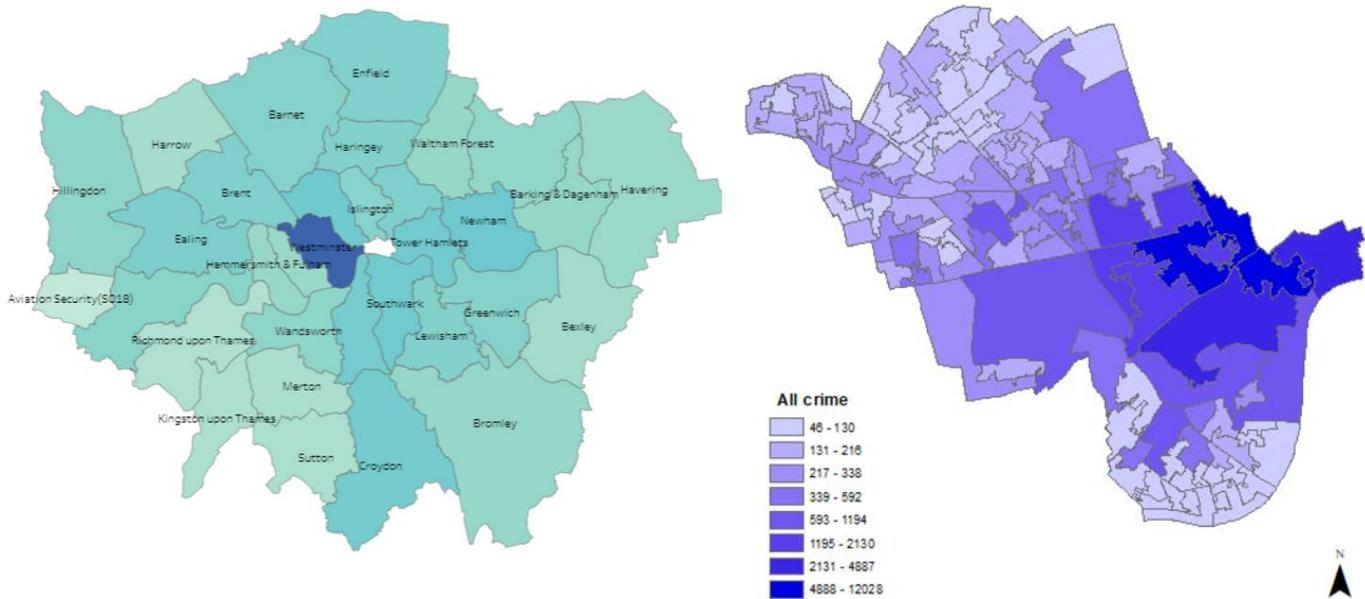
British Transport Police (BTP) data was only available up to July 2023, so it is not possible to compare the same review periods, however BTP has also seen a significant rise in theft of passenger property. From October 2022 to July 2023 this accounted for 56% of all offences recorded compared with 44% the previous year.

Home Office research into crime outcomes³ across England and Wales for 2022/23 found the proportion of crimes resulting in a charge or summons slightly increased to 5.7% but is still significantly below 16% when outcomes began to be tracked in 2015. The most common reason for a case being closed remained as no suspect being identified (39.3%). The proportion of offences not yet assigned an outcome decreased from 11.2% to 8.0%. In comparison data for the MPS for June to September 2023 found one third of offences were not assigned an outcome.

This data does not include fraud statistics which are recorded and collected by the National Fraud Intelligence Bureau. The Crime Survey of England and Wales showed fraud decreased by 13% compared with a 15% increase in police recorded fraud offences. This increase was mainly influenced by a rise in offences reported to UK Finance and Cifas.

³ <https://www.gov.uk/government/statistics/crime-outcomes-in-england-and-wales-2022-to-2023/crime-outcomes-in-england-and-wales-2022-to-2023>

Location



Crime occurs where there is an opportunity namely where there are more people and more places to commit crime, such as urban areas. This was clearly evidenced during the pandemic when footfall data was strongly correlated with offences, particularly opportunistic offences such as theft.

Crime is becoming more concentrated in Westminster, 68.3% was recorded in just two wards, West End (41.2%) and St James's (27.1%). These two wards saw the greatest increase in offences, accounting for 80% of the increase in offences recorded across the borough. They now account for 6.7% of all recorded offences across the MPS compared with 5.4% last year.

By looking at an even smaller geography, Lower Super Output Area ⁴(LSOA) it can be seen how concentrated crime is. In the last year, **just three⁵ of the boroughs 128 LSOAs accounted for 40.2% of all recorded crime** an increase from 37.4% last year. This small area recorded on average 90 crimes out of the 216 crimes recorded a day across the borough. Most LSOAs (98) recorded on average less than one crime a day. Most of this increase is driven by increases in theft offences. A map of this area can be found at Appendix 2. Five LSOAs account for over half of all crime in the borough.

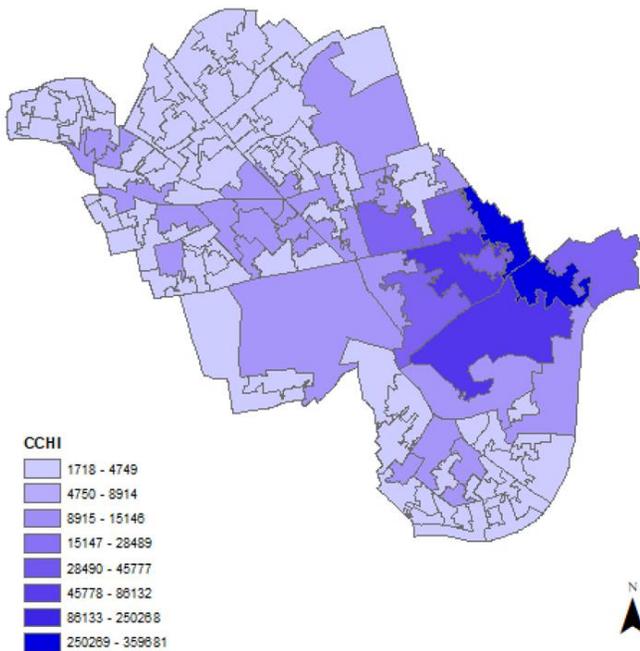
These three high crime LSOAs accounted for 4% of all crime recorded across the MPS compared with 3.1% last year and accounted for most of the increase in crime over the last year. Nearly half of all thefts (48.9%) recorded in the borough were recorded here, 44.3% of all robbery and 40.4% of all drugs offences.

This West End concentration of offences and incidents is seen in other data sets such as BTP where 64% of all crimes were recorded in West End (37%) and St James's Ward (27%), London Fire Brigade this area accounted for 38% of all call outs and the London Ambulance Service where 60% of all alcohol related call outs were in these two wards as were 54% of all assaults.

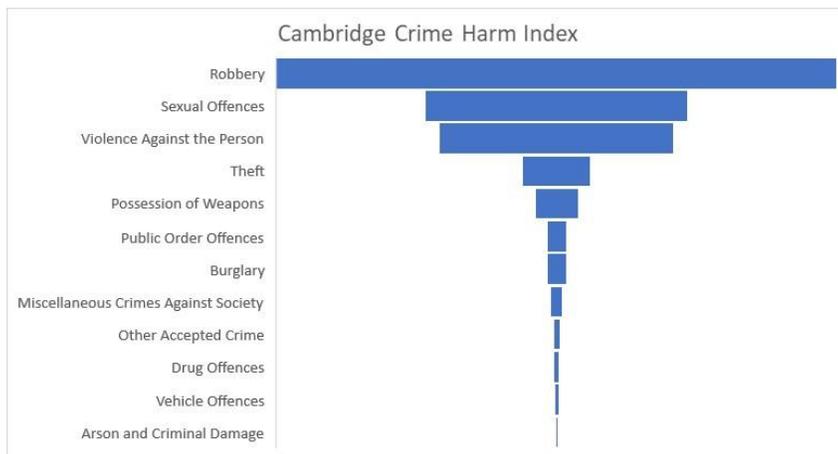
⁴ Lower Super Output Areas (LSOAs) are a geography containing approximately 1,500 residents.

⁵ LSOA 013E West End, 018A St James's and 013B West End covers Leicester Square, Piccadilly Circus, China Town, Parts of Soho and Oxford Street, Regent Street and Bond Street.

Cambridge Crime Harm Index



The Cambridge Crime Harm Index⁶ (CCHI) is a measurement of crime in which crimes are weighted based on how much ‘harm’ they cause. The CCHI uses sentencing guidelines of England and Wales to calculate the harm score of each offence. The harm score of an offence is the default minimum length of the prison sentence an offender would receive if the crime was committed by a single offender with no prior convictions. The map on the left shows the CCHI across the borough.



Just three offence types make up 75% of the total crime harm index score, robbery of personal property (43%), rape (18%) and violence with injury (14%), yet these crimes only make up a small proportion of crime; 4.5%, 0.5% and 4.6% respectively.

At a geographical level CCHI crime is also concentrated in West End (33%) and St James’s (23%) wards.

At a lower geography, just 3 LSOAs the same for all crime, accounted for nearly one third of the CCHI score. Two thirds of the high harm scores were during the NTE, with the weekends the most prominent times. Evidencing how important it is for the partnership to target resources in this small area, not just to reduce volume crime but high harm crime too.

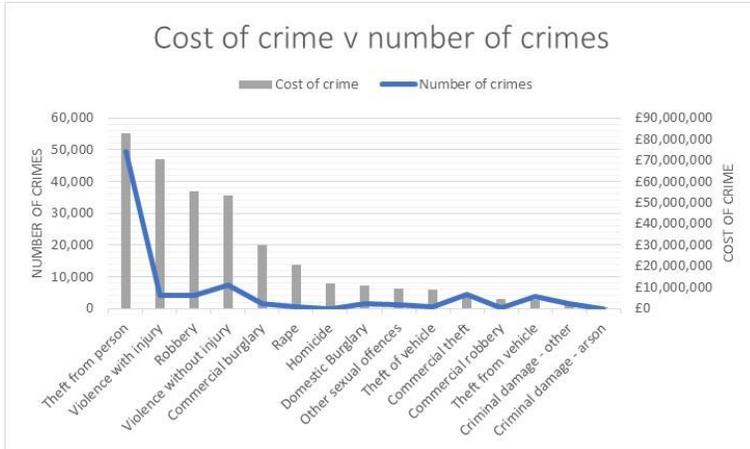
Recommendation: The three LSOAs in the West End that are the concentrations of crime and high harm crime need to be prioritised to have the greatest impact upon making Westminster safer.

Cost of crime

Not all crime costs the same to the public purse, utilising cost of crime data can help to prioritise crime prevention efforts for fiscal benefits that could be reinvested or to assess the effectiveness of interventions.

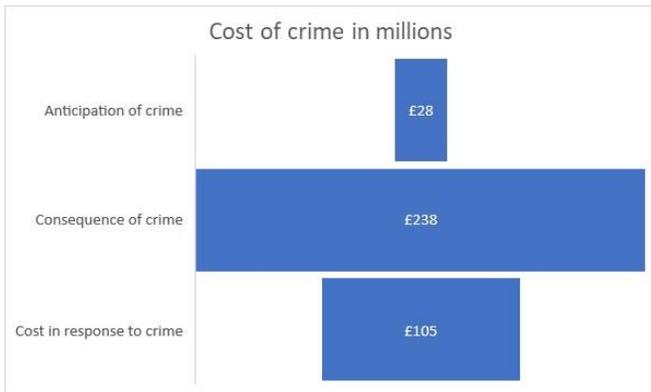
⁶ <https://www.crim.cam.ac.uk/research/thecambridgecrimeharmindex>

Using the Home Office study on the economic and social costs of crime⁷ the **impact of crime in Westminster over October 2022 to September 2023 was £371 million**, a £56m increase on last year. Of note this does not estimate the costs of every crime type⁸ but concentrates on more serious victim-based offences. Appendix 3 shows the full breakdown of costs. The greatest increases in the costs of crime were theft from person (£30m), personal robbery (£15m) and commercial burglary (£6.5m).



This chart compares the cost of crime with the number of crimes. Except for theft from person, which accounts for the highest cost of crime (22%) and the highest volume of crime (61%), violence with injury, robbery and violence without injury account for a small proportion of offences (5%, 5% and 9% respectively) but make up a significant proportion of costs (19%, 15% and 15% respectively).

This shows **focusing efforts on reducing theft from person, will have a significant impact on reducing the volume and costs of crime**. Focusing on reducing violence and robbery will have a significant impact on reducing the costs of crime but less impact on the volume of crime.



The costs of crime are broken down into three main categories;

1. Anticipation of crime, for example burglar alarms,
2. Consequence of crime, for example property stolen or the emotional and physical harm to the victim
3. Cost in response to crime, i.e., cost of police and criminal justice system.

As can be seen **most costs are spent as a consequence or in response to a crime**.

Therefore, if we can prevent a crime from happening in the first place this could have significant fiscal benefits.

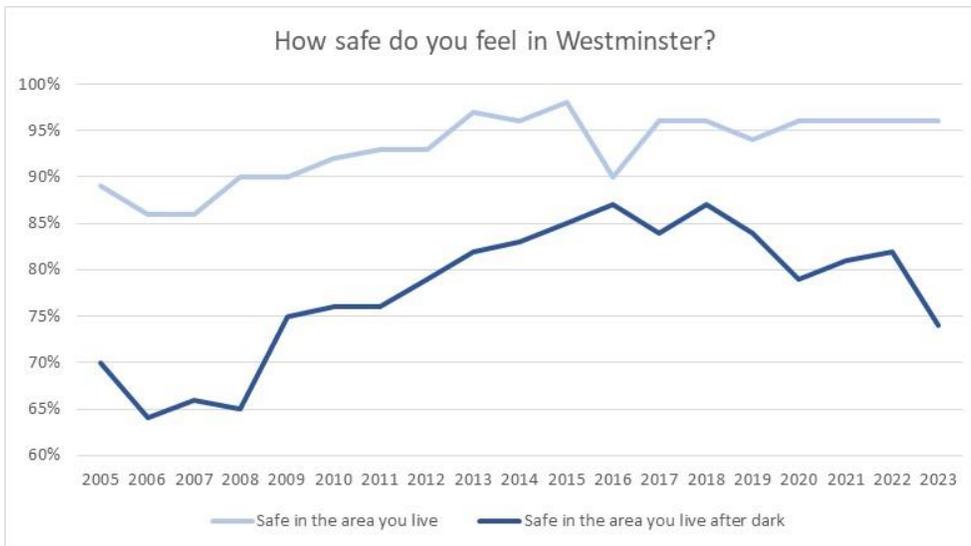
Recommendation: A greater focus needs to be given to crime prevention. To reduce the major costs incurred by the partnership as a consequence or in response to a crime.

Resident concerns

The Westminster City Survey measures residents’ perceptions, fears and concerns about safety and about some ASB and crime related issues. This year 2,412 residents were surveyed.

⁷ <https://www.gov.uk/government/publications/the-economic-and-social-costs-of-crime> unit costs were uplifted using a Gross Domestic Product deflator.

⁸ Drugs offences and bicycle theft are the main crime types not included.

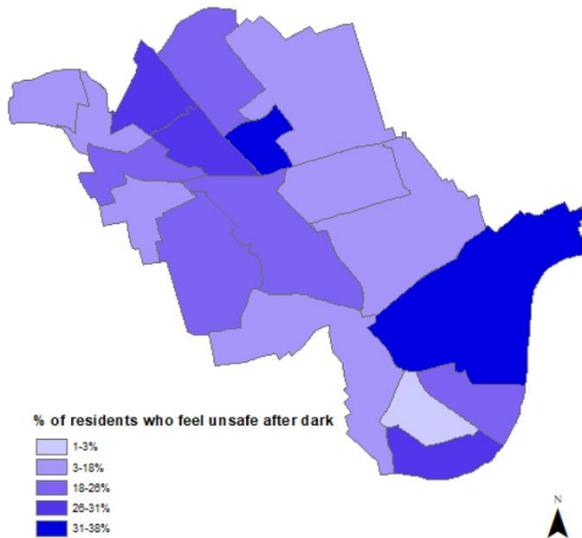


Nearly all (96%) of Westminster residents felt safe in the area they live; this has been consistent for the last few years.

However, feelings of safety in the area after dark has decreased to 74% from 82% last year. Women were less likely to feel safe (66%) after dark than men (82%). In the daytime feelings of safety

were similar between the sexes. Last year’s data showed regional disparity between feelings of safety but was not apparent this year. The ward showing lowest levels of safety was Harrow Road at 93%, which is still very high. This is comparative with MPS data showing 98% felt safe during the day. Safety after dark figures were also comparative with figures across the MPS which showed 76% felt safe walking alone after dark, this was also lower for females (65%) than males (87%).

City Survey 2023 - How safe do you feel? - Unsafe after dark



Spatial differences were seen when looking at feelings of safety after dark. People felt safest in Knightsbridge and Belgravia and Queen’s Park wards (84%). This reduced significantly to 60% in Church Street 61% St James’s and 66% Pimlico North.

Older people were far less likely to feel safe after dark. Only 58% of over 65’s felt safe compared to 78% of 16-34 year olds. In addition, those less economically active, carers and those with a disability were less likely to feel safe. This suggests those who are more vulnerable are more likely to feel more concerned about their safety after dark.

In comparison MPS public perception data at end of September 2023 found 76% felt safe walking alone in their area after dark, an increase of 6% on the previous quarter.

As shown with Westminster data, females are less likely to feel safe (65%) compared with males (87%).

As part of the Policing and Crime Plan outcome 'increasing trust and confidence', quarterly data is produced to assess the public's opinion of policing at a borough level.

Public attitude survey to Sept 23	Westminster	MPS
Trust in the police	77%	70%
Confidence 'good job'	61%	48%
Agree the police listen to the concerns of local people	69%	57%
Agree the police can be relied upon to be there when needed	65%	58%
Agree the police treat everyone fairly regardless of who they are	70%	63%
Agree the police are dealing with the things that matter to this community	66%	57%

Whilst the level of 'trust in the police' has remained the same in Westminster, all other elements have improved and are better than the MPS average.

Across the MPS people from the LGBT+ (51%) community and people of black (58%) and mixed ethnicity (59%) were least likely to have trust in the police.

MOPAC has begun testing new ways of working with communities to recruit, train and support a more diverse and representative group of Londoners to hold the police to account in how they use their powers in the community.

In helping to develop the new Safer Westminster Partnership strategy the Council's Resident Panel and local community was surveyed to gain an understanding of their community safety concerns and how engaged they would like to be in tackling community safety issues in Westminster. Although the response was low (156) there were some interesting findings. The crime issues of most concern to those surveyed was theft and robbery and drug dealing and misuse. A significant proportion (40%) did not feel confident in reporting a crime or ASB. Residents surveyed were generally not satisfied with the support received to deal with ASB (47%) and crime (38%). Encouragingly residents were engaged and most (82%) wanted to have some input in how community safety issues are dealt with.

Victims

Summary:

Only one third of victims of crime in the borough were Westminster residents. Non-resident victims were most likely to be victims of theft, robbery and sexual offences. Nearly two thirds of victims were aged between 18 – 39 years. Children and young people i.e., those aged less than 24 are more likely to be victims of sexual offences and robbery. No repeat victimisation data was available, this is key to understand who is most likely to be victimised and thus mitigate this risk.

MOPAC are responsible for commissioning pan London victim services, both universal and specialist. We still do not receive any data at a borough level to ensure people are accessing it and receiving a quality service. This is important to inform local commissioning decisions.

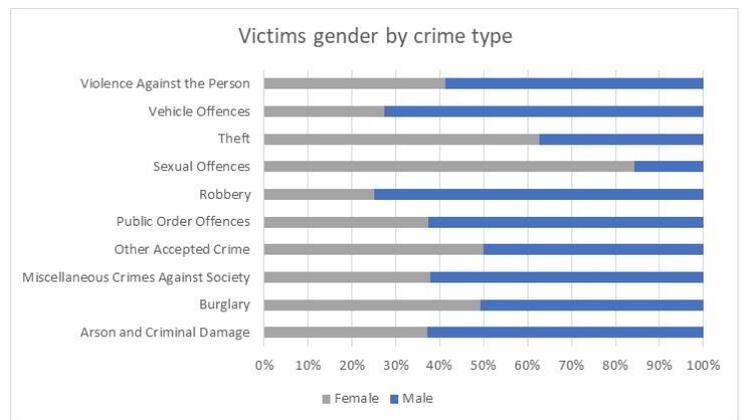
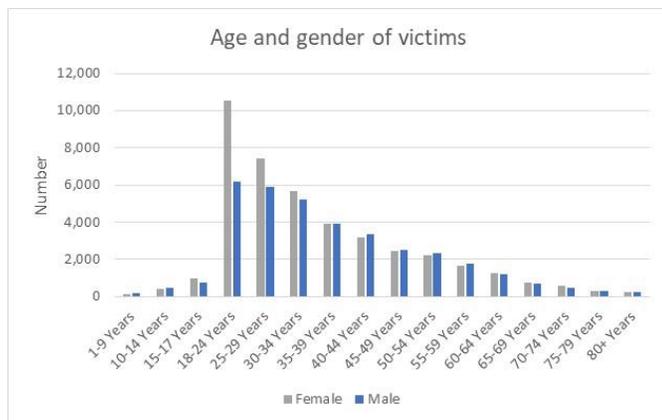
Victim satisfaction whilst better than the MPS average, has further declined to 66%.

Previous victimisation is the single best predictor of future victimisation than any other characteristic of crime. **Although most people are not victims of crime, those who are victimised consistently face the highest risk of being victimised again.** This makes it important to understand the characteristics of who are disproportionately at risk of victimisation, to mitigate this risk.

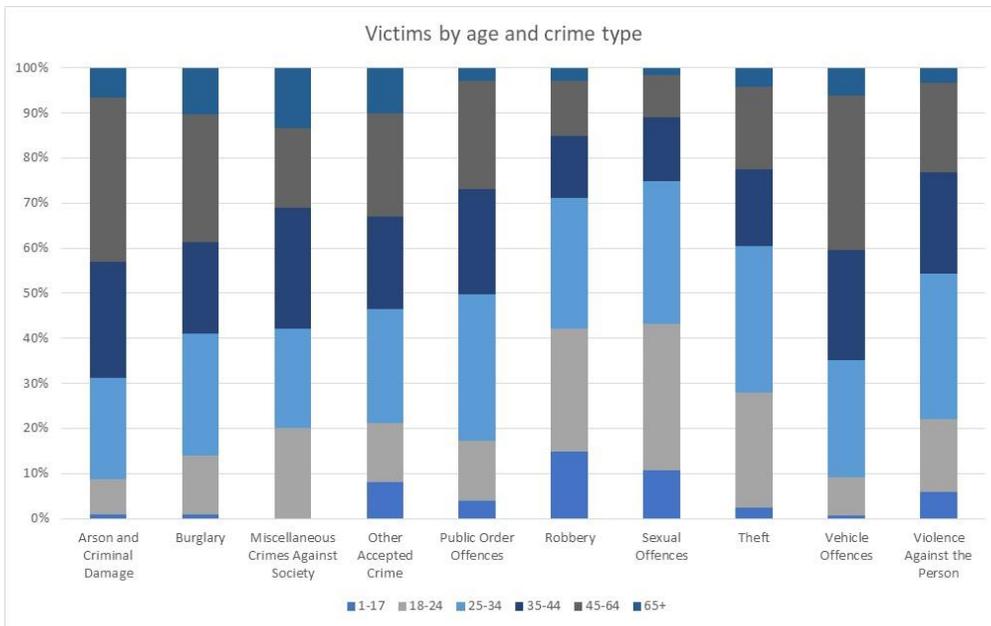
This section looks at partnership data relating to victims of crime to aid this understanding and to identify any possible gaps in service provision.

Victims of crime

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

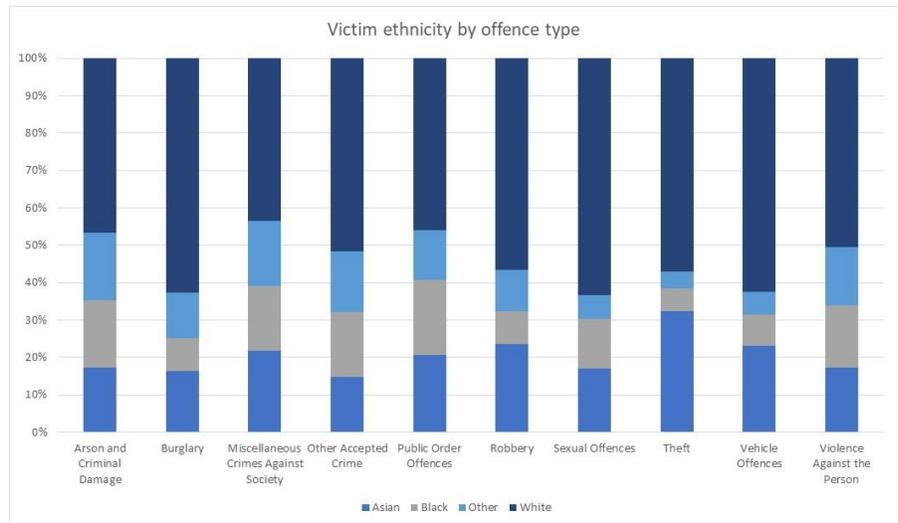
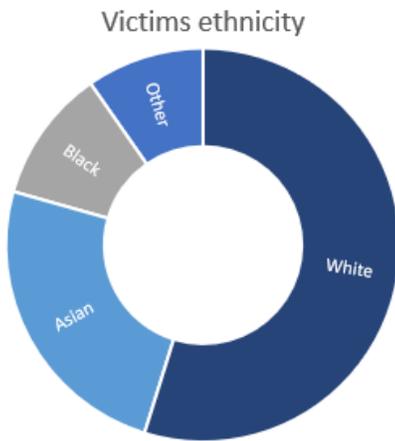


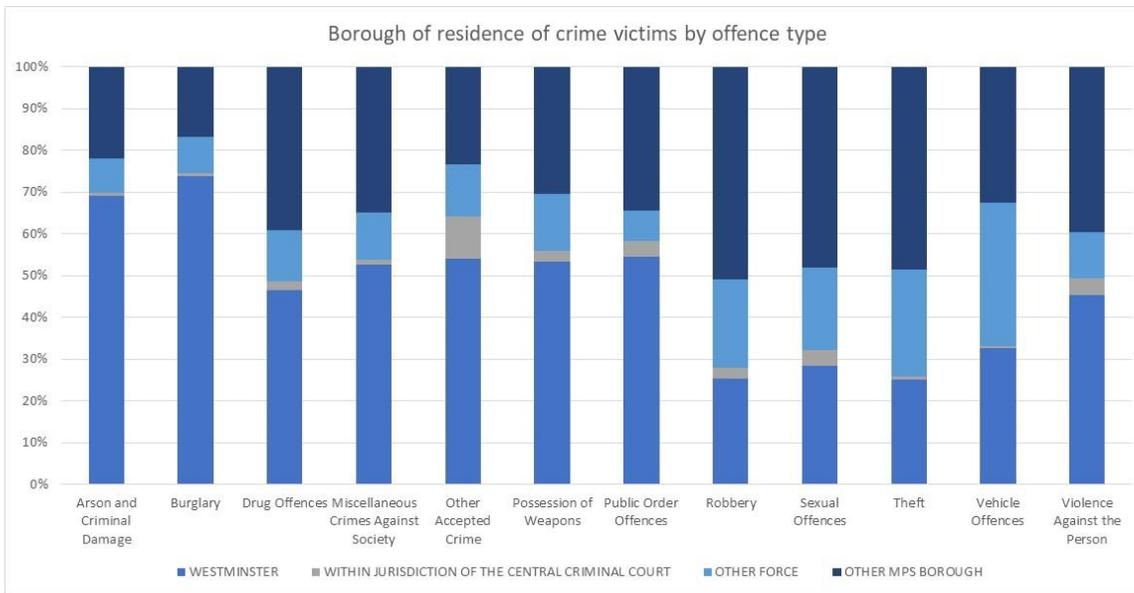
Where known 54% of victims were female. **Nearly two thirds (63%) of victims were aged between 18 and 39 years**, only 4% were aged 17 or under and only 4.5% were aged over 65. Females were more likely to be younger victims of crime. When looking at gender and offences, **females are far more likely to be victims of sexual offences (84%) and theft (63%), whilst males are more likely to be victims of robbery (75%) and vehicle offences (73%).**



This chart shows victimisation and age vary for different crime types. **Children and young people i.e., those aged 24 or less are more likely to be victims of sexual offences and robbery**, whilst older people are more likely to be victims of arson and criminal damage and vehicle offences.

For two thirds of victims ethnicity was unknown where detailed 55% were white, 25% Asian, 11% black and 10% other. Looking at the ethnicity of victims by offence type, shows people of white ethnic appearance were more likely to be victims of sexual offences and burglary whilst people of all other ethnic appearances were more likely to be victims of public order offences and violence against the person. Caution should be taken with this data, due to ethnic appearance being unknown for most victims. Self-classed disability was flagged in 1.4% of crimes.





Only one third of victims of crime were Westminster residents. This proportion varies by offence type. Most resident victims are for arson and criminal damage (69%) and burglary (74%) as

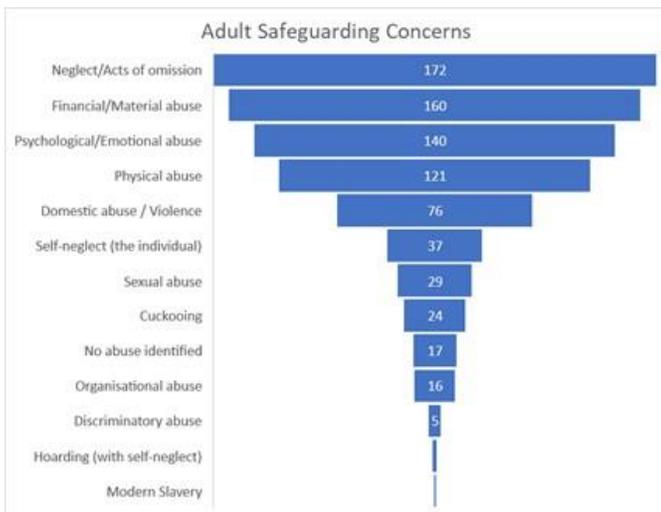
this is generally targeting the resident’s address. In contrast, **victims of theft (25%), robbery (25%) and sexual offences (29%) are least likely to be residents.**

No details were available on repeat victimisation rates, despite this being a key outcome in the New Met for London Plan. This is key data to understand who is most likely to be victimised.

Recommendation: Repeat victimisation data is needed in future assessments to gain a greater understanding of who is most likely to be victimised.

Adult Safeguarding

The statutory purpose of the Safeguarding Adults Board is to help and safeguard adults with care and support needs. They work collaboratively to prevent abuse and neglect. During the review period 548 safeguarding concerns were raised, a decrease from the previous year (618). A third (33%) of cases classified as a crime or potential crime and 69% of crime/potential crime concerns were raised with the police, like last year.



Neglect/Acts of omission has become the most common category. Financial/Material abuse and Physical abuse have seen decreases from previous years.

Just over half of concerns are recorded against over 75s and 58% against women.

Approximately one third of safeguarding reports are alleged to have been caused by organisations who provide care rather than individuals. They are overrepresented in the category neglect/acts of omission.

MOPAC victim services

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

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

MOPAC are responsible for commissioning pan London victims’ services. This incorporates universal provision via the London Victim and Witness Service (LVWS) and specialist services for high harm crimes including Violence Against Women and Girls and hate crimes. MOPAC publish quarterly performance data at a pan London level.⁹ Unfortunately, we do not receive feedback on a borough level, to be able to inform our local commissioning and to ensure our residents are receiving a quality service. MOPAC data shows 27% of vulnerable victims took up support from the LVWS, against a target of 25%. MOPAC are currently recommissioning this service and new provision will be in place from October 2024.

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

As set out in the New Met for London Plan, MOPAC is working with the MPS to significantly improve their service to victims of crime. This includes a comprehensive range of measures to provide victims with a more consistent and compassionate service from the police, which are being delivered as part of their End to End Victim Care Programme.

MOPAC has worked with the MPS to set up a new ‘victim voice forum’, which met for the first time in September 2023, and which will meet at six weekly intervals from now on to discuss and debate how victims are treated within the MPS. The sessions are facilitated by trained professionals and involve victims from across a wide range of crime types and diverse backgrounds. The victim voice forum will challenge and inform police decision-making, policy and practice, shaping and directing solutions to influence and inform the frontline, as well as being a sounding board for new innovative ideas and processes.

The Victims and Prisoners Bill is still progressing through Parliament although the dates for the remaining stages have not yet been announced. The Bill makes changes to the victims code of practice and is expected to extend the requirements to some reports of ASB, as well as requiring greater collaboration between partners commissioning victim support services.

Victim Satisfaction

As part of the Policing and Crime Plan, MOPAC monitor victim satisfaction by police BCU as part of the User Satisfaction Survey (USS). There is a growing volume of victims who report online via the Telephone Digital Investigation Unit (TDIU), which is not captured in the USS.

⁹ [MOPAC Q2 Reports 2022-23 | London City Hall](#)

	Central West	MPS
Overall satisfaction	66%	64%
Actions	64%	62%
Follow up	55%	52%
Treatment	85%	80%
TDIU online	n/a	33%
TDIU phone	n/a	37%

This table compares victim satisfaction with the Central West BCU¹⁰ against the MPS at end of September 2023.

Overall victim satisfaction has declined in Central West from 70% last year to 66%. Overall satisfaction with the MPS has remained the same. All the other categories have shown some improvement in the BCU.

TDIU satisfaction levels are very low and have shown marginal improvement from last year.

Data across the MPS shows people aged over 65 are more likely to be satisfied with either the USS or TDIU service. Whilst people with a disability and people of mixed ethnicity or ‘other’ ethnicity are less likely to be satisfied. People aged less than 34 are least likely to be satisfied with the TDIU service.

¹⁰ Central West BCU includes Westminster, Kensington and Chelsea and Hammersmith and Fulham

Offenders

Summary:

Reducing re-offending is critical to keeping our communities safe. It is not just about catching criminals but also about addressing the criminogenic needs in an offender's life which are directly related to recidivism, such as employment, accommodation and substance misuse.

Backlogs in Crown Courts are at record highs. Coupled with a growth of ineffective cases resulting in longer waiting times and people experiencing a poorer quality of justice.

In Westminster the majority of those accused of offences were not residents. This means we must prioritise tackling cross border offending. Just focusing on resident offenders will have little impact upon reducing crime in Westminster.

The IOM scheme is evidenced to have an impact upon reducing re-offending, yet only works with a small proportion of resident re-offenders. If the small team could be expanded, it could have a significant impact upon reducing re-offending. Focusing offender management schemes on theft offenders would have the best impact, as they have very high re-offending rates and account for a high proportion of re-offenders in the borough.

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

Government & MOPAC key developments towards offenders

The pandemic and 2022 barristers' strike have severely affected the functioning of the criminal courts, with hearings delayed and the case backlog growing to record highs. Whilst Magistrates have made good progress in clearing their backlog, the situation in Crown Courts is much worse. At the end of June 2023, the backlog reached 64,709 cases, the highest figure ever recorded. Waiting times have increased and 28% of cases now wait for over a year and 10% over two years. Demand is lower than before the pandemic in the Magistrates but higher in the Crown Court and is likely to rise in coming years.

Under the 2021 spending review, real terms spending on courts (criminal and civil) was set to increase by around 4% per year to 2024/25. However, higher than expected inflation means that courts' spending is now expected to fall by 2% in real terms between 2022/23 and 2024/25. (Unlike the NHS, schools and adult social care, criminal justice services were not provided with additional funding in the autumn statement 2022 to account for inflation.)¹¹ Data also suggests courts are operating less efficiently than in the past. **Since the pandemic, one of the most concerning trends has been the growth of ineffective¹² cases in criminal courts.** This is the worst outcome as far as efficiency is concerned, as it means court space goes unused while legal practitioners spend time preparing for cases that do not happen. In the magistrates' courts, the proportion of ineffective trials averaged 13.3% per quarter from 2010 to 2020, compared to 17.5% since Q3 2020. The situation is worse in the

¹¹ <https://www.instituteforgovernment.org.uk/publication/performance-tracker-2023/criminal-courts>

¹² Ineffective trial = the trial does not go ahead due to action or inaction by one or more of the prosecution, the defence or the court and a further listing is required.

crowd court, where quarterly rates of ineffectiveness averaged 18.6% from Q2 2021 to Q2 2023, up from 10.2% between 2010 and 2019.

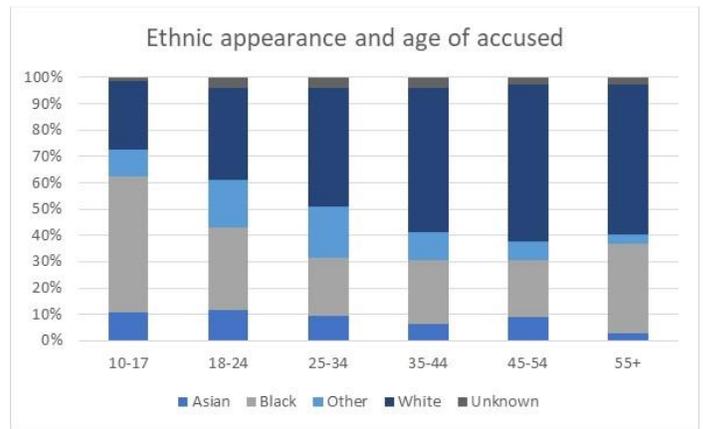
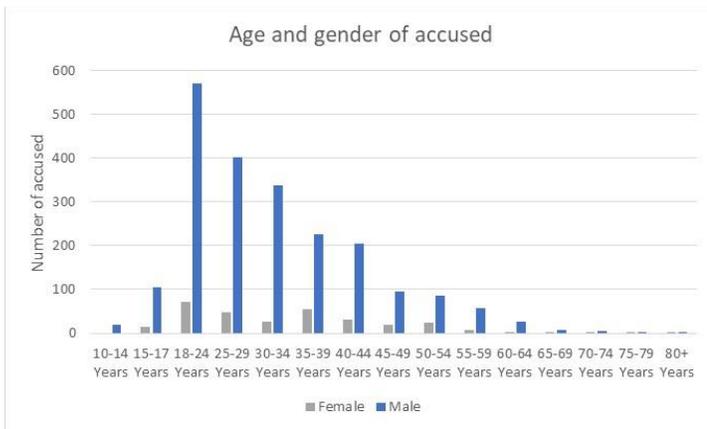
Longer waiting times mean people experience a poorer quality of justice. As people’s memories fade it becomes increasingly likely that victims withdraw from cases.¹³ Defendants also spend longer in custody awaiting trial, putting even more pressure on prisons.

In recent years the prison population has been increasing at a rapid rate and is becoming increasingly unsustainable¹⁴. The population is far above the prison service’s level of decent accommodation and continues to edge closer to the upper limit of what is feasible while maintaining prisoner safety. Workforce shortages mean many prisoners remain in their cells for up to 22 hours a day, limiting their access to rehabilitative activities and health services. In addition, the proportion of officers with more than 10 years’ experience has halved in recent years from 61% in 2016/17 to 31% in 2022/23¹⁵.

Accused

We do not know who commits all crime therefore we can only extrapolate data from those who are suspects, accused or within the criminal justice system. Accused data was extracted and analysed from the police Crime Reporting Information System (CRIS). Of note most crimes do not have accused data as most offenders go undetected.

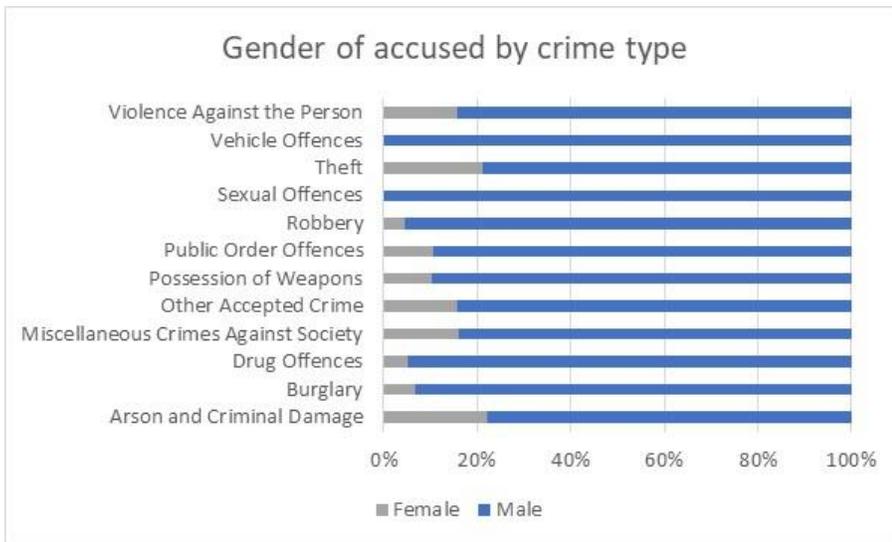
The data shows **87% of those accused were male**, compared with 78% of suspects. Just over one quarter of accused was aged 18-24 years, only 6% were juveniles. For suspect data a greater proportion (11%) were shown as juveniles. Where known 47% of accused were of white ethnic appearance, 28% black, 15% other and 9% Asian. Looking at ethnicity by age shows younger offenders are more likely to be of black ethnic appearance and older offenders are more likely to be white.



¹³ <https://committees.parliament.uk/publications/21999/documents/163783/default>

¹⁴ At mid October prison population was 88,225 compared with 82,063 the year before

¹⁵ <https://committees.parliament.uk/oralevidence/13030/pdf>

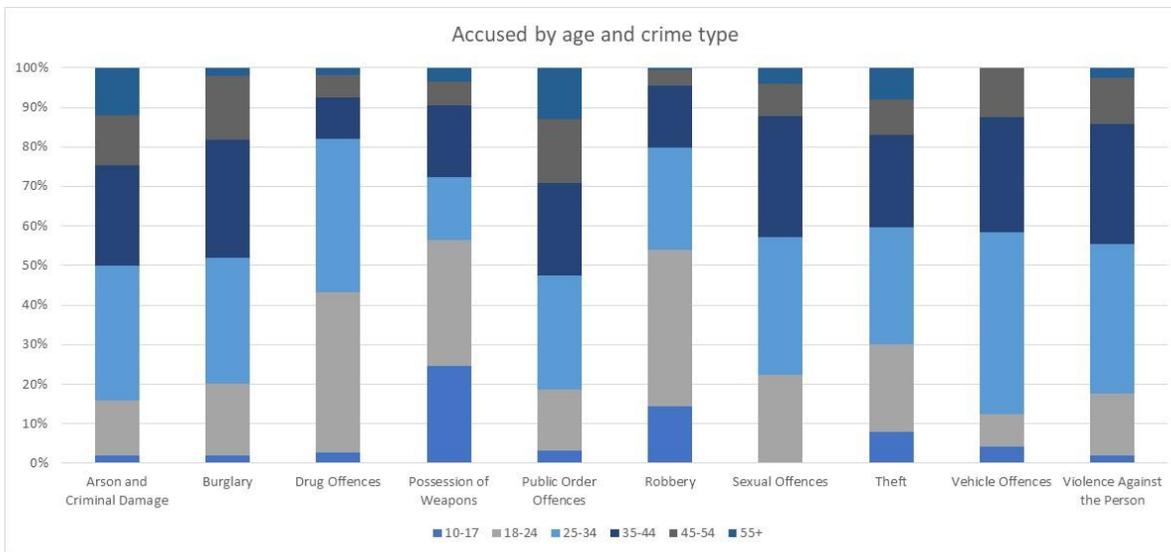


For all crime types, males are far more likely to be accused than females.

No females were accused of sexual offences or vehicle offences.

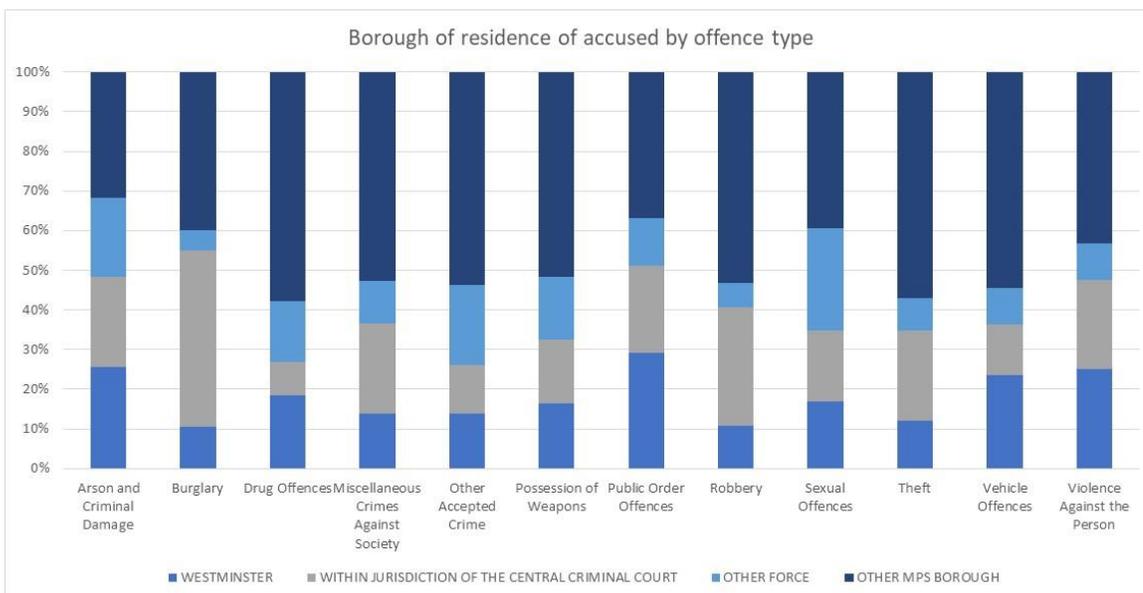
One third of all female offenders were accused of theft offences and 27% violence against the person.

For males 26% were accused of drugs offences and 18% theft.



This chart shows **children and young people are more likely to be accused of possession of weapons and robbery offences.**

Older offenders are more likely to be accused of public order offences and arson and criminal damage.



Most accused of offences committed in Westminster are not residents, only 19% were. This varies by offence type, most resident offenders were accused of public order offences (29%), arson and

criminal damage (26%) and violence against the person (25%)

Offences least likely to be committed by Westminster residents were burglary (11%), robbery (11%) and theft (12%). The last data available on residence of offenders showed 25% of all accused were residents, highlighting cross border offending is increasing, probably due to the fact a greater proportion of offences in the borough is theft.

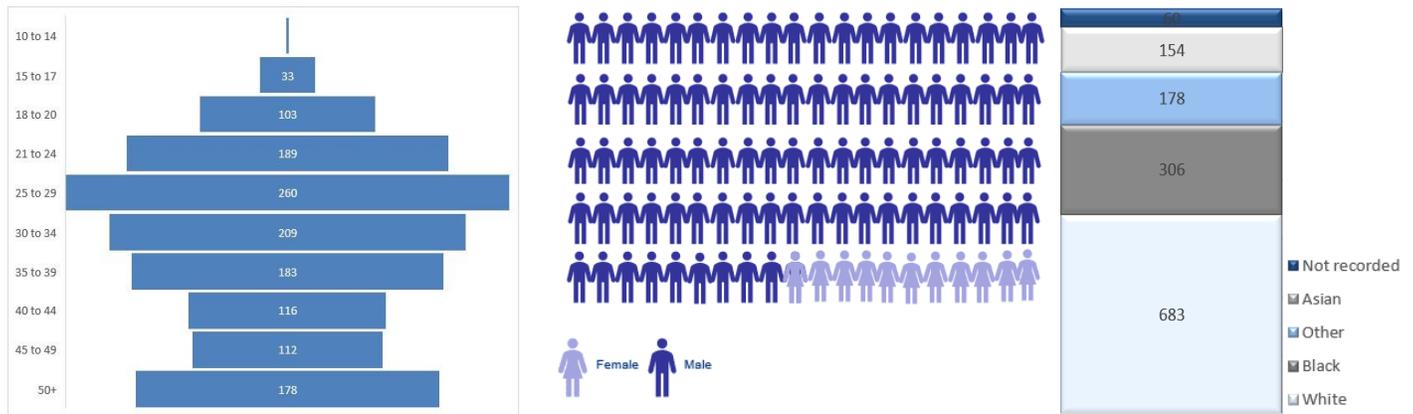
Recommendation: The SWP must prioritise tackling cross border offending, most offenders are not residents. Just focusing on residents will have little impact upon reducing crime in Westminster. We need to lobby for support from MOPAC to enable this.

Number of offenders and re-offending levels¹⁶

As a Community Safety Partnership, we have a statutory duty to reduce re-offending. This is driven by the fact around **80% of those receiving cautions or convictions have offended before.**

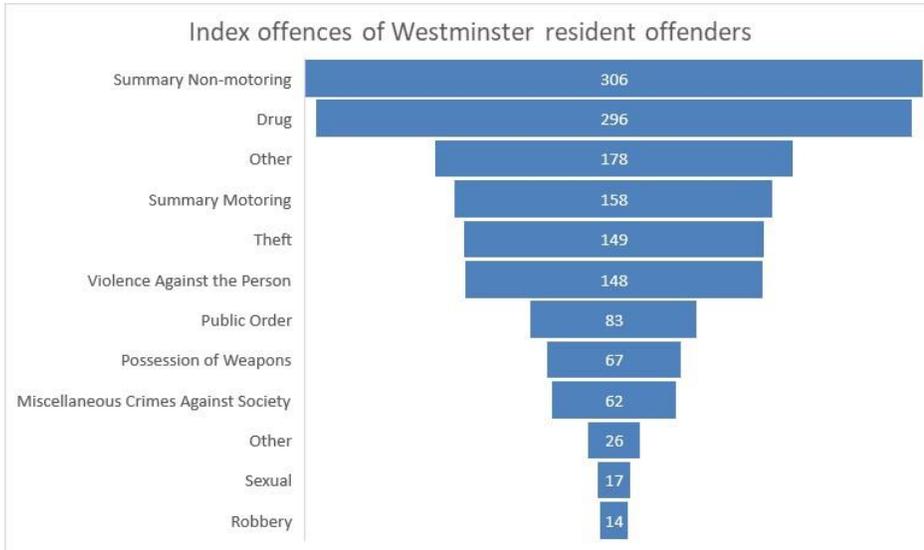
For the first time in ten years the number of resident offenders has increased. The latest MoJ statistics ¹⁷ shows there were 1,385 resident offenders in Westminster an increase of 7% (94 offenders) from last year. Of these offenders, 403 were reoffenders.

Only 2.5% of resident offenders are juveniles compared with 6% across London. Nearly two thirds of all offenders were aged 21 to 39 years (61%). This age group and 50+ offenders have seen the greatest increase, whilst offenders aged under 20 have decreased. Just over 11% of all offenders were female, this is comparable with London. Nearly half of all offenders were of white ethnicity. Westminster has a greater proportion of offenders of 'other' ethnicity (13%) compared with across London (4.5%) and a smaller proportion of offenders of black ethnicity (22%) compared with (32%) across London.



¹⁶ MoJ proven re-offending statistics to December 2021. Offenders are matched from a variety of data sources including; PNC, Prison and YJB etc. Offenders included who have received a caution, a final warning, reprimand, a non-custodial conviction or who were released from custody. They are matched to a borough based upon their last known address.

¹⁷ <https://www.gov.uk/government/collections/proven-re-offending-statistics>



This chart shows the number of resident offenders by index offence¹⁸. Summary offences make up nearly one third (31%) of index offences. **Drugs remains the highest indicatable index offence**, making up one fifth of index offences. Theft and violence against the person make up 10% each.

Reoffending rate category	Westminster	London	London rank
Theft	40.9	44.6	20th
Public Order	39.8	30.1	1st
Aged 45 to 49	37.5	22.5	1st
Summary Non-motoring	34.0	21.2	1st
Aged 15 to 17	33.3	34.3	15th
White	33.1	23.6	1st
Aged 18 to 20	33.0	26.3	5th
Aged 25 to 29	32.3	20.8	1st
Aged 40 to 44	31.0	25.7	5th
Male	30.6	24.1	1st
Aged 35 to 39	30.1	25.0	4th
Possession of Weapons	29.9	19.9	1st
All	29.1	23.3	1st
Aged 50+	28.7	17.7	1st
Black	27.5	25.5	13th
Drug	27.4	23.5	3rd
Violence Against the Person	26.4	22.1	3rd
Other ethnicity	24.2	29.3	9th
Aged 30 to 34	23.9	23.8	19th
Aged 21 to 24	21.2	21.5	16th
Miscellaneous Crimes Against Society	21.0	17.5	7th
Asian	18.8	21.0	19th
Female	17.7	17.7	15th
Summary Motoring	9.5	12.5	29th

Westminster resident offenders continue to have the highest re-offending rates across London.

This chart compares re-offending rates in Westminster with across London and how Westminster rank across London.

Most categories are higher than the London average and many are ranked highest, of note this is most likely in categories with higher re-offending rates.

This highlights how important it is to focus on re-offending. In particular focusing on theft offenders as 41% reoffend and theft offences are one of the highest index offences and greatest volume of offences committed in Westminster.

Recommendation: To have the greatest impact upon reducing re-offending of Westminster residents offender management schemes should focus on theft offenders.

¹⁸ Index offence = the last set of criminal actions that brought an offender into contact with the criminal justice system.

Integrated Offender Management (IOM)

The IOM is a multi-agency partnership approach that brings together key partners to supervise, manage and positively impact on the criminal activity of offenders within the community¹⁹. The most persistent and problematic offenders are identified from their Offender Group Reconviction Score (OGRS²⁰) and managed jointly by partner agencies, in particular the police and probation.

MOPAC data shows the re-offending rate for those offenders on the IOM cohort was 24% which is a reduction on the previous quarter and the same quarter last year.

At the end of September 2023 there were 51 offenders on the IOM cohort in Westminster. That means approximately 13% of re-offenders in Westminster are on the IOM scheme. **The scheme continues to show a reduction in offences during and after intervention and is estimated to have saved £3.4 million or £11 per case per year.** If the scheme could be expanded to work with more re-offenders this could have a greater impact upon reducing re-offending in the borough.

Recommendation: The IOM scheme is evidenced to have an impact upon reducing re-offending, enhancing resources to work with a greater proportion of offenders could have a significant impact upon reducing re-offending.

To supplement the IOM team the Starting Over project has been commissioned for a number of years through the Drug and Alcohol Wellbeing Service delivered by Turning Point. They provide additional support for adult male members of the IOM cohort, that is to support their criminogenic needs beyond the statutory service provided by probation. Female offenders are supported from Advance Minerva as part of the London MOPAC commissioned service. Starting Over work with on average 34 people a month. Over the review period 7 people completed the program.

Offender Cohorts

Offenders are managed by a variety of agencies. Adult statutory offenders are managed by the Probation Service and young offenders are managed by the Youth Justice Service (YJS).

Youth Justice Service

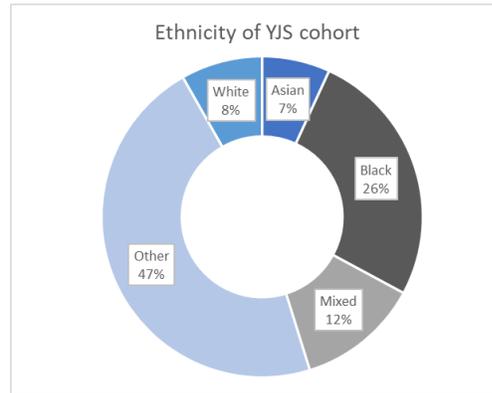
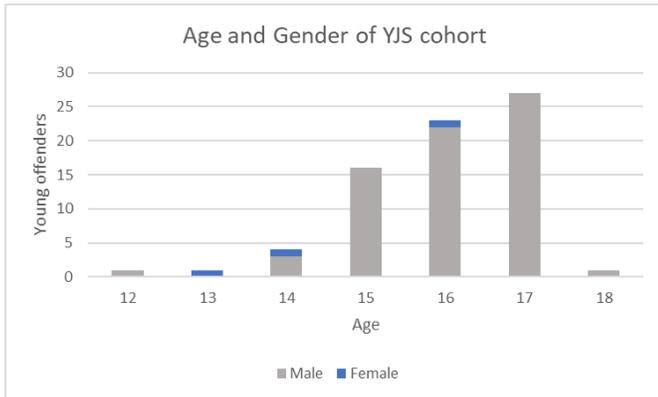
The Local Authority has a statutory responsibility for working with young offenders. Between October 2022 and September 2023, the Youth Justice Service (YJS) worked with 73 individuals, with an average caseload of 30 per month.

Most of the cohort were aged 17 years. The ethnicity profile shows a significant over representation of BAME children and young people, with only 8% of people classed as of white ethnicity, compared with approximately 44% of the resident population. Performance comparisons show Westminster has a greater over representation of non-white young offenders than the rest of London and England and this gap has widened compared to previous years. The YJS has a detailed disproportionality action plan to address this, which includes scrutiny

¹⁹ *Integrated Offender Management Police Practice Guidance for London May 2017*

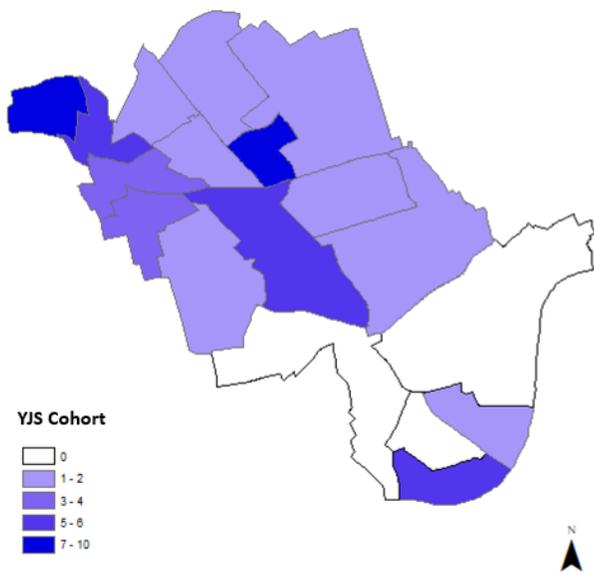
²⁰ *The OGRS is a predictor of re-offending based on static risks, age, gender and criminal history.*

around the provision of Out of Court Disposals, reducing school exclusions and increasing volunteers based on a diverse range of community groups.



Only three of the caseload were females, which is lower than previous years.

Youth offending cohort - October 2022 - September 2023



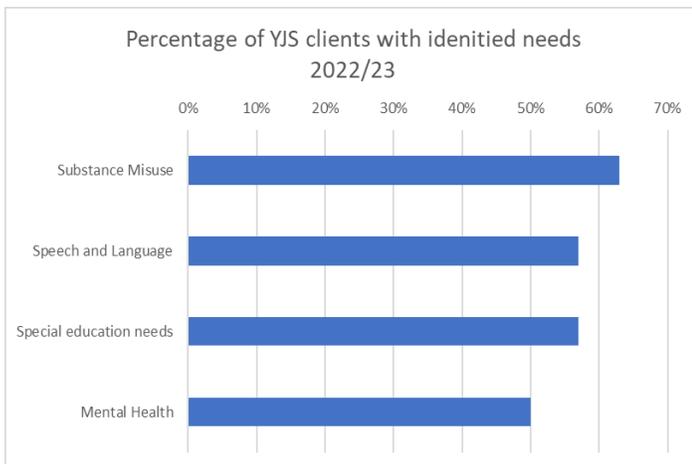
This map looks at where the YJS cohort reside. **Most reside in Queen’s Park (14%) and Church Street (11%) wards.** Just over one quarter of the cohort were in care placements out of borough.

Over the financial year 2022/23 the **YJS cohort committed 134 offences** like last year, that accounts for **0.15% of all recorded crime in Westminster** over the same period.

Robbery and drugs were the most prevalent offences.

Over the review period there were 28 first time entrants to the criminal justice system, when calculated at a rate per population is lower than London and national rates. None of the YJS cohort have been in custody over this period.

The latest re-offending data (Oct 20 to Sept 21) shows the cohort had a re-offending rate of 31%, lower than the London average and lower than previous years.



Asset plus is used to identify criminogenic needs of the YJS cohort. A greater number of needs were identified in the cohort this year. **The greatest need identified was substance misuse impacting 65% of the cohort.** The most common substance being cannabis.

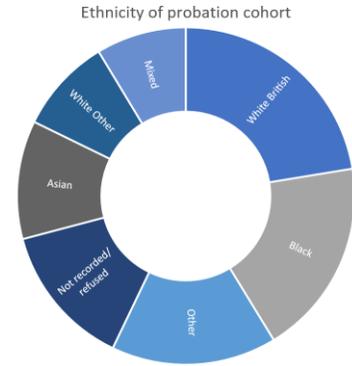
Of those presenting with mental health needs, most were in contact with mental health services. Of those in contact with mental health services a fifth were diagnosed with a mental health condition.

Probation

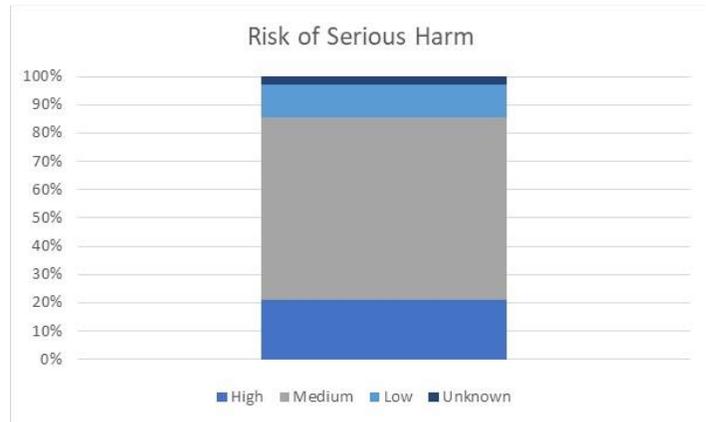
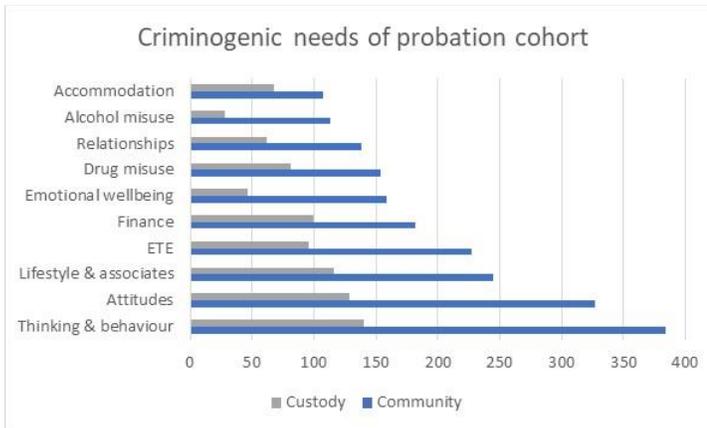
As of July 2023 Westminster Probation had a caseload of 544. Two thirds of the cohort was being managed in the community and one third in custody. Most of the cohort were male (95%).

Nearly one third of the cohort was described as of white ethnicity, this was higher for those in the community (37%) than in custody (20%). People of black ethnicity made up 19% of the cohort and other 16%.

One third of the male community cohort were aged 26-35. No other age breakdowns were available.



The criminogenic needs of the cohort showed thinking and behaviour to be the greatest need for both the community and custody cohorts. The next highest categories for both were attitudes and lifestyle and associates. Most of the cohort (64%) were rated as medium risk of serious harm and 23% as high or very high.



Pathways to re-offending

Research has identified seven pathways for men and nine²¹ for women that can impact upon reducing re-offending. Some of these pathways are reviewed below to identify any service gaps. Drugs has been included in a separate section as not only is it a major driver of crime it is also a crime.

Alcohol



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

Around **40% of all violent crimes are alcohol related**. This would equate to **6,997 violent crimes²² recorded in Westminster in the last year at an estimated cost of £85 million**.

While health, police and other public services deal with the consequences of alcohol related violence, such staff are also victims.

²¹ The seven pathways are substance misuse; accommodation; ETE; Health; Finance; families; attitudes lifestyle and thinking and abuse and prostitution for females.

²² Violent crime = violence against the person, robbery and sexual offences.

The recently formed Combatting Drugs Partnerships are now the new lead partnership for tackling alcohol misuse. Turning Point deliver the Drug and Alcohol Wellbeing Service across Westminster and Kensington and Chelsea. At the end of June 2023 there were 183 adults in structured treatment.

Over the last year there were 2,128 alcohol related call outs attended by the London Ambulance Service in Westminster, accounting for 5.5% of all their call outs. The majority took place in the West End wards (60%) and 28% within just three LSOAs, this is also where violent crime is concentrated. Most offences (72%) were during the night time economy and this increased to 79% in the two West End wards. Evidencing how the West End NTE is a clear driver of alcohol related crime, which is examined in more detail in the Serious Violence chapter.

When sentencing, offenders can receive an alcohol treatment requirement (ATR). A recent MoJ study looked to assess whether the pathways between probation and treatment services are operating effectively.²³ Nearly half (46%) of all offenders with an ATR engaged more. Three weeks after the sentence date, 26% of offenders with an ATR were in treatment. For offenders accessing treatment, substantial reductions were seen in their main substance of use and in the frequency, they reported using these substances.

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

Accommodation



Of those supervised in the community, 37% of women and 32% of men had accommodation identified as an offending related need nationally.²⁴ The interface between prisons and multiple local authorities can make finding accommodation difficult for those leaving custody. Access to affordable accommodation in Westminster is limited as the average property price in the borough is £1 million.

The government announced in July 2023, up to 12,000 prisoners in England and Wales at risk of being released homeless, will be offered temporary housing for up to 12 weeks as part of the Community Accommodation Service Scheme. **Evidence shows offenders in stable accommodation are 50% less likely to commit further crimes**, reducing the annual £18 billion cost of re-offending on society. Having an address allows offenders to find work and access treatment for addictions and mental health problems, while being closely monitored by the Probation Service. Between July 2021 and January 2023, statistics show the proportion of offenders who had somewhere to stay on the first night of release from prison was 7.6% higher in regions with this service compared with those without. The scheme will complement the government's Rough Sleeping Strategy which aims to help more than 7,000 prison leavers at risk of homelessness into private rental accommodation.

²³<https://www.gov.uk/government/statistics/pathways-between-probation-and-addiction-treatment-in-england/pathways-between-probation-and-addiction-treatment-in-england-report>

²⁴ <https://www.justiceinspectorates.gov.uk/hmiprobation/research/the-evidence-base-probation/specific-areas-of-delivery/accommodation/>

Westminster continues to have the highest recorded population of rough sleepers of any local authority in the country. The quarterly report from the Combined Homelessness and Information Network²⁵ for July to September 2023 stated there were 288 new rough sleepers²⁶ in addition, there were 83 living on the streets²⁷ and 385 intermittent rough sleepers²⁸, totalling 748. This is an overall decrease of 105 from the same period last year.

Most rough sleepers are concentrated in the West End and St James's wards. UK nationals account for 43% of the cohort and the proportion of Romanian national's has increased to 43% compared with 27% last year. Over three quarters (77%) of rough sleepers are male, most are aged between 36 – 45 years (36%). Less than 1% are juveniles.

Rough sleepers have complex needs, although just over one third were not identified as having any needs. **Nearly one third (30%) of rough sleepers in Westminster had been in prison.** Whilst rough sleeping is often associated with nuisance activities such as begging, street drinking and ASB, they are more likely to be victims of crime than perpetrators.

Education, training and employment (ETE)



ETE has long been recognised as a central plank in rehabilitation and desistance. **42% of Probation Service users with an ETE need reoffended within a year, compared with 24% without an identified ETE need.**²⁹ Probation Service users are more likely to be unemployed, have poor basic skills (literacy, numeracy) and inadequate educational attainment and attendance compared to the general population.

Recent research by the Justice Inspectorate found justice involved children are more likely to be detached from ETE, have poor educational attainment levels, and greater educational needs when compared to children in the general population.³⁰ Tackling low motivation is key to successful ETE work along with encouragement and praise. Promising results have been found in relation to reading improvement interventions based upon validated motivational techniques, after-school programmes, mentoring, and interventions to prevent school exclusions and suspension. The Risk and Protective factors section of this report, shows youth unemployment to be highest in the areas of greatest deprivation in the borough, which also coincide with the residence of most of the YJS and IGXU cohorts. ETE remains the most common issue for the Supporting Families cohort who are identified as having crime/ASB or domestic violence issues.

The Government have recently announced learning in prisons is to be completely transformed, through the introduction of a new Prisoner Education Service as part of a renewed push to skill up offenders and protect the

²⁵ <https://data.london.gov.uk/dataset/chain-reports>

²⁶ New rough sleepers = those who had not been contacted by outreach teams rough sleeping before the period.

²⁷ Living on the streets = those who have had a high number of contacts over 3 weeks or more which suggests they are living on the streets.

²⁸ Intermittent rough sleepers = people who were seen rough sleeping before the period began at some point, and contacted in the period – but not regularly enough to be living on the streets.

²⁹ <https://www.justiceinspectors.gov.uk/hmiprobation/research/the-evidence-base-probation/specific-areas-of-delivery/ete/>

³⁰ <https://www.justiceinspectors.gov.uk/hmiprobation/research/the-evidence-base-youth-offending-services/specific-areas-of-delivery/education-training-and-employment/>

public. Latest Government data has shown participation in prisoner education and accredited programmes has increased in the past year³¹.

Mental and physical health

The relationship between mental illness and offending is complex. Levels of mental illness among those involved in the criminal justice system are higher than in the general population.³²



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

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

In response to the increasing police time taken up in responding to mental health crisis and other health-related issues, the MPS have launched 'Right Care, Right Person'. This is a national scheme between local police services and the NHS so mental health patients receive the right care when they call an emergency service. The new policy will mean officers continue to attend calls where there is an immediate risk to life, but calls will be triaged by 999 and 101 call handlers, so a caller's needs are better assessed to ensure the right service responds. The model was pioneered by Humberside Police and has proven successful for the police in reducing demand across all services, seeing a 7% freeing up of officer time.

Finance



Ensuring ex-offenders have enough lawfully obtained money to live on is key to their rehabilitation and to reducing temptation into re-offending. **Nearly half (48%) of prisoners have a history of poor financial management and debt**³³. Half of short-sentenced prisoners

say having enough money was a key factor in stopping re-offending. A discharge grant of £82 is given to prisoners on release from serving a sentence, however with the increasing backlog of remand prisoners due to court delays, parliament are considering whether this should be extended to those on remand.

Relationships



A parental criminal conviction has been found to be the best predictor of future offending in a 10-year old child. Nationally **63%**³⁴ **of those with a convicted father were themselves convicted of an offence by the age of 32**, compared to 30% of those without a convicted father. **Just 6% of families in England and Wales accounted for half of all convictions.**

³¹<https://www.gov.uk/government/statistics/prison-education-and-accredited-programme-statistics-2022-to-2023/prison-education-and-accredited-programme-statistics-2022-2023>

³² <https://www.justiceinspectorates.gov.uk/hmiprobation/research/the-evidence-base-probation/specific-areas-of-delivery/mental-health/>

³³ <https://www.impactpathways.org.uk/Finance/>

³⁴ <https://www.justiceinspectorates.gov.uk/hmiprobation/research/the-evidence-base-probation/specific-areas-of-delivery/family-relationships/>

Poor parenting can lead to pro-criminal associations and learning pro-criminal attitudes.³⁵ A range of parenting programmes are accessible to families both face to face and online across Westminster.

Long-term research finds boys with a father who has been to prison, are twice as likely to be convicted themselves during their lives. These boys are more likely to have experienced poor parenting, encompassing inconsistent discipline, lack of monitoring, poor socialisation and weak attachment. Siblings can also have a major impact on the likelihood of offending – those with a brother or sister who has offended are twice as likely to offend – while having a non-offending sibling is a significant protective factor.

This research is significant when considering how best to support the families who are part of the Supporting Families Programme in the borough. There are 717 families in the borough identified as meeting the crime/ASB criteria, providing the right support to these families is key to break the cycle of offending within families.

³⁵<https://www.justiceinspectorates.gov.uk/hmiprobation/research/the-evidence-base-youth-offending-services/specific-areas-of-delivery/family-relationships/#:~:text=The%20evidence%20on%20the%20quality,and%20learning%20pro%2Dcriminal%20attitudes>

Drugs

Summary:

Approximately 13,596 residents used a drug in the last 12 months and of those who had taken drugs, nearly half were supplied by a friend, neighbour or colleague. The thriving night time economy in the West End is a driver for a large local drugs market, of which recreational drug users contribute to the drug demand. This fuels one of the leading causes of Child Criminal Exploitation. Reducing demand is key to reduce the adverse consequences of drug abuse for individuals and societies at large.



Drugs destroy lives, ruin families and tear apart communities. They are a major driver of crime, and the harms from drugs misuse cost society £19.3 billion per year³⁶. 86% of these costs are attributable to the health and crime related costs of the heroin and crack cocaine markets.

The 10 year drugs strategy 'From Harm to Hope' sets out the government's long term commitment to reducing drug related crime, harms, deaths and use. In May 2023 the Government published the National Combating Drugs Outcomes Framework³⁷, providing a single set of metrics to measure national and local progress and help delivery partners structure and scrutinise their work. This will be managed and overseen by the Combatting Drugs Partnership.

Prevalence of drugs/demand

The ONS estimates at the end of March 2023³⁸ **9.5% of people aged 16-59 years reported using a drug in the last 12 months, which is approximately 13,596 residents in Westminster.** Most of which was cannabis (7.6%) and 3.3% reported using a Class A drug. Prevalence increased to 17.6% for 16 – 24 year olds. Overall, 2.3% of people were frequent drug users (they had taken a drug more than once a month in the last year). There was no significant change in prevalence from March 2020.

A total of 3.1% of people aged 16 years or over showed signs of dependence on drugs, including 2.3% who showed signs of dependence on cannabis only, and 0.8% had signs of dependence on other drugs.

Those with household incomes of less than £10,400 per year were more likely to use any drug in the last year (13.6%) in particular cannabis, than those with higher incomes.

The survey found **of those who had taken drugs in the last 12 months, a friend, neighbour or colleague was the most common source of illegal drugs (45.7%).** The next most common source was a known dealer (12.1%). However, for nitrous oxide or new psychoactive substances the most common source was a shop (14.9%).

Two thirds of the Youth Justice Service cohort were shown to have a substance misuse need.

The thriving night time economy in the West End is a driver for a large local drugs market, of which recreational drug users contribute to the drug demand. Reducing demand is key to reduce the adverse

³⁶ <https://www.gov.uk/government/publications/independent-review-of-drugs-by-dame-carol-black-government-response/government-response-to-the-independent-review-of-drugs-by-dame-carol-black>

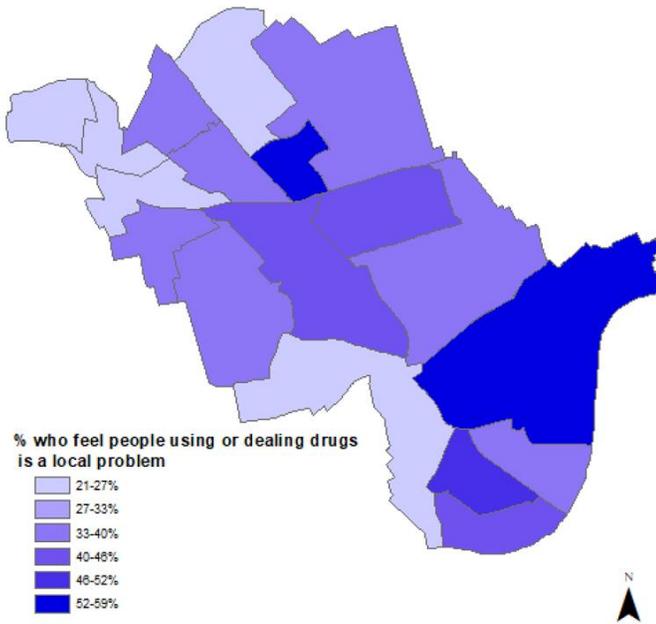
³⁷ https://assets.publishing.service.gov.uk/media/646b6bd4382a51000c9fc518/National_Combating_Drugs_Outcomes_Framework_-_Supporting_metrics_and_technical_guidance_PDF__1_.pdf

³⁸ [https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/drugmisuseinenglandandwales/yearendingmarch2023#:~:text=In%20the%20year%20ending%20March,\(around%201.1%20million%20people\).](https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/drugmisuseinenglandandwales/yearendingmarch2023#:~:text=In%20the%20year%20ending%20March,(around%201.1%20million%20people).)

consequence of drug abuse for individuals and societies at large. It was proposed in the last SWP strategy for there to be a media campaign to highlight the harms that drugs cause, this is now incorporated as a recommendation into the ³⁹new Children and young people Drugs Strategy 2023/2026 for Westminster and Kensington and Chelsea.

Perceptions

City Survey 2023 - Drugs (use and supply)



The Council's City Survey found people using or dealing drugs was an issue for 38% of those surveyed, whilst a large increase from last year (19%) is similar to results two years ago. This was the highest 'problem' issue.

Church Street (56%) and Pimlico North (52%) wards had the greatest concerns, whilst Queen's Park (21%), Harrow Road (23%), Westbourne (24%) had the least concerns. Last year Queen's Park had the greatest concern (34%).

Feeling drugs was a problem correlated strongly with feelings of safety. Half of council tenants felt strongly this was an issue.

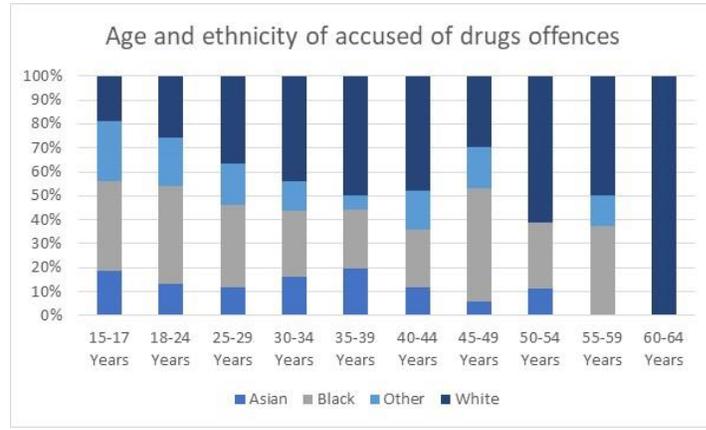
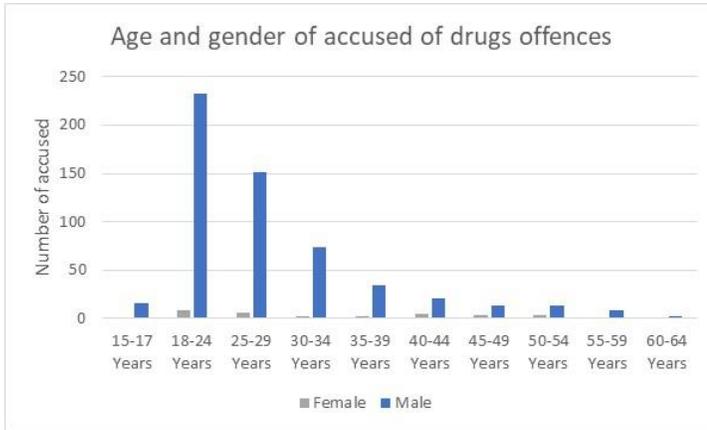
The MOPAC quarterly survey data found at the end of September 2023, 45% of Londoners felt drugs was a problem.

Drugs offences

Over this review period there were 3,007 drugs offences recorded in Westminster, the highest across the MPS. Accounting for 7.5% of all MPS offences. **Most recorded offences were for possession of drugs (87%)** and the remainder drug trafficking. **Drug offence data is not the best indicator of drug supply or use but is more indicative of police stop and searches.** Thursday to Saturday were the peak days for offences and between 22:00 to 00:00 hours. St James's (31%) and West End (29%) accounted for the greatest volume of offences, showing how the West End NTE is driving demand for drugs. The data shows how geographically concentrated drugs offences are, with one third taking place in just two⁴⁰ of the borough's 128 LSOAs.

³⁹ <https://www.westminster.gov.uk/media/document/children-and-young-people-drugs-strategy-2023-2026>

⁴⁰ E01004734 (21%) E01004763 (11%)



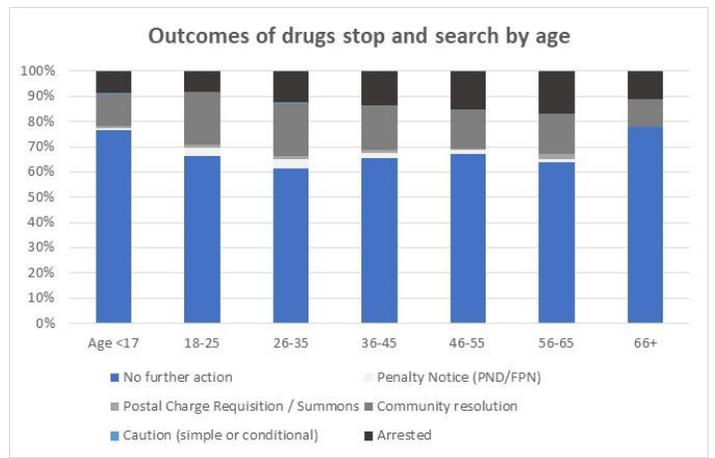
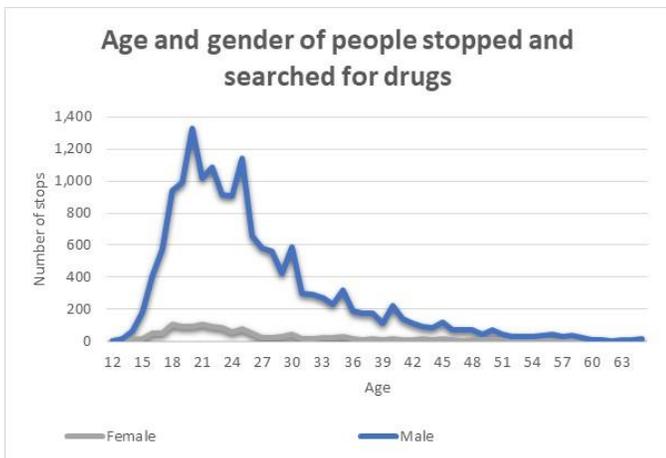
The vast majority of accused (95%) were males. People aged 18-24 remain the main highest volume of accused at 41%, only 3% were juveniles. Offenders were most likely to be of black (35%) or white (34%) ethnicity. Looking at ethnicity and age of offenders showed people of other ethnicity were more likely to be juvenile offenders, however volumes are low which can easily skew the data. **Only 19% of those accused of drugs offences were residents of the borough.** Most (58%) were from other London boroughs. The most common boroughs were Brent (6% of all accused) and Lambeth (4%).

As shown in the previous chapter, resident drug offenders account for the second highest volume of reoffenders in the borough and have the third highest re-offending rate for drugs offences across London. Showing the importance of targeting these offenders to reduce drug offending in the borough.

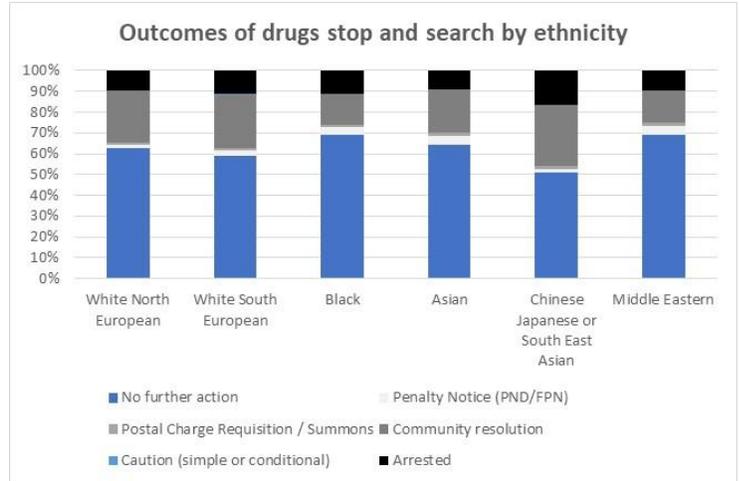
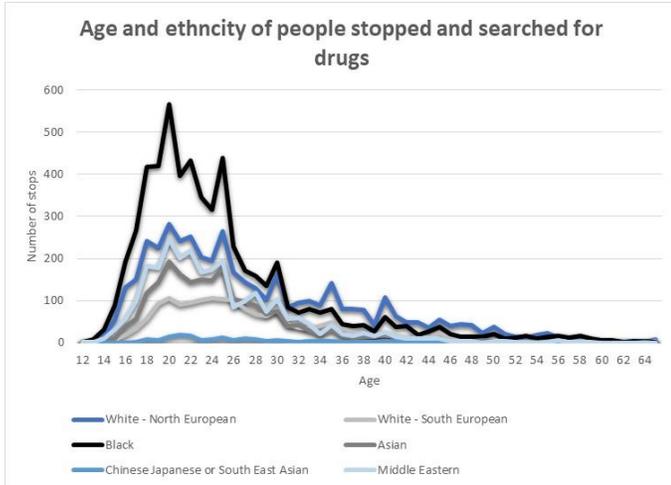
Stop and search

Police have the powers to stop and search someone who is suspected of carrying illegal drugs. Over the last year there were 16,105 stops made in Westminster under s23 Misuse of Drugs Act and 1,186 for psychoactive substances accounting for 7% and 32% respectively of all drugs stops across the MPS.

The vast majority of stops are to males (92%), over half (52%) were on people aged 18-25, only 8% were on juveniles. Overall, **66% of drugs searches resulted in no further action (NFA)** compared with 70% across the MPS. Stops on people aged over 65 (78%) and juveniles (77%) were most likely to result in NFA. Drugs stops on people aged 26-35 were most likely to result in some action being taken.



When action was taken against a drugs stop this was most likely to be a community resolution (57%) or an arrest (30%). Looking at drugs stops by ethnicity, people of black ethnicity were most likely to be stopped (34%), followed by white north European (26%). No further action was most likely to be taken against people of middle eastern (69%) and black (69%) ethnicity. Outcomes were most likely achieved on people of white south European ethnicity.



As can be seen in the ASB chapter, drugs are a prominent feature in the ASB cases managed by Westminster Housing and the Council ASB team. Due to improved recording and awareness raising more cases of cuckooing are being recorded, which are often linked to County Lines activity.

Project ADDER which is a partnership approach to tackling drug offending and the associated harm inflicted on local communities was piloted in Hackney and Tower Hamlets in April 2021 along with 11 priority areas across England and Wales. The pilot is now being expanded to the rest of London. Westminster will be part of phase 2 of the expansion and additional funding and posts should be received by the end of 2023/24.

Police forces and Border Force made a total of 188,927 drugs seizures in England and Wales in year ending March 2022, the second highest numbers since March 2014.⁴¹ The quantities of cocaine, cannabis and ketamine increased while heroin decreased. The National Crime Agency reported over 2022, cocaine prices dropped by 30% and heroin 33%. The prices are consistent with substantial quantities of the drugs being widely available and easily accessible.

Nearly every town and city across England and Wales is affected by County Lines supplying heroin and crack cocaine. Most drugs are sourced from major cities. There are estimated to be about 600 active lines operating with county lines supply also linked to other offences such as labour exploitation, firearms and violence.

It has been identified there are a number of Organised Crime Groups engaged in drug activity in the borough. The first annual report on progress towards the Government’s From harm to hope: a 10 year drugs plan to cut crime and save lives⁴² has been published. The report showed over 2022/23 1,300 county lines were closed,

⁴¹<https://www.gov.uk/government/statistics/seizures-of-drugs-in-england-and-wales-financial-year-ending-2022/seizures-of-drugs-in-england-and-wales-financial-year-ending-2022>

⁴²https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1172379/15.109_HO_Harm_to_Hope_AR_2022-23.pdf

and 2,974 major or moderate disruptions on organised crime groups involved in drugs supply successfully completed.

Whilst drug crime offence statistics shows a profile of offending linked to young male offenders, predominately linked to cannabis. A different profile of substance misuse offending is seen by looking at offences committed by people dependant on opiates and/or crack cocaine. **These individuals are responsible for an estimated 45% of acquisitive⁴³ crime, in Westminster this would equate to 29,732 recorded crime at a cost of £91 million.**

Treatment

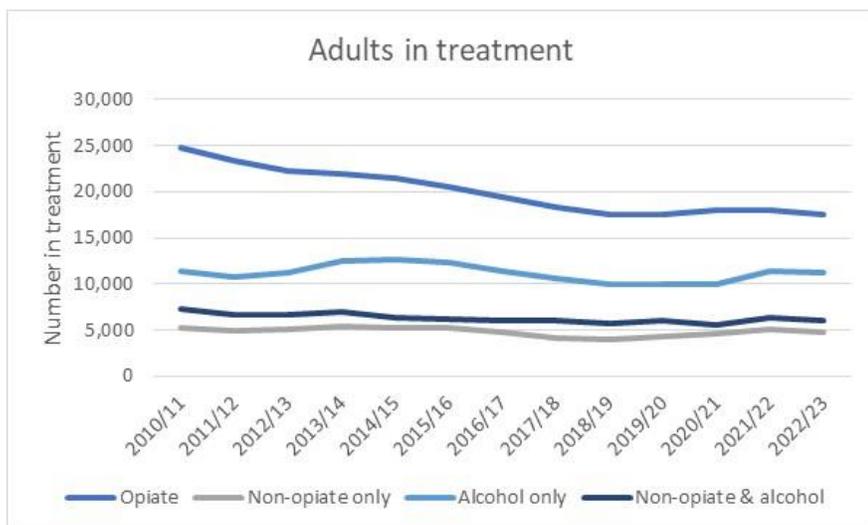
When engaged in and completing treatment, people use fewer illegal drugs, commit less crime, improve their health and manage their lives better. Evidencing how important it is to get people into and complete drug treatment. **Reducing the number of heroin and crack users is likely to have the largest impact upon volume crime reduction.**

The Government aims to support an additional 54,500 people into treatment by March 2025. Additional funding has been given to local authorities to expand their treatment offer. In Westminster and Kensington and Chelsea the Drug and Alcohol Wellbeing Service (DAWS) is commissioned for adults and Insight for children and young people.

Not everyone using drugs enters treatment, so our understanding of local drug use is driven by our treatment population and national model estimates, which can be misleading. Drug treatment is often for class A drugs which children and young people are less likely to enter treatment for.

Substance	Westminster	Rate	England rate
Opiate and crack	893	4.77	3.63
Opiates only	766	4.09	4.60
Crack only	612	3.27	1.32

The latest prevalence data for 2019/2020 shows Westminster continues to have a greater prevalence of opiate and crack and crack users than across England.



The National Drug Treatment Monitoring System data shows there were 39,475 adults in treatment in Westminster over 2022/23 a 3% decrease on the previous year. Most people (44%) were in treatment for opiate use only. Treatment can be a very lengthy process generally lasting over one year for opiate users.

Successful completion of drug treatment, treatment ratio in 2020 was 1.13 which ranks Westminster

⁴³ Acquisitive crime = theft, burglary, vehicle crime and robbery

6th out of 15 similar local authorities⁴⁴.

In England and Wales, 4,907 deaths related to drug poisoning were registered in 2022⁴⁵, equivalent to a rate of 84.4 deaths per million people, the highest rates since records began in 1993. Rates are higher among males (114.3) than females (55.8). Just under half of all drug poisoning deaths registered in 2022 involved an opiate (2,261) while 857 involved cocaine. In Westminster there were 17, an increase from 16 the previous year and, of these, 10 were identified as drug misuse.

The Courts can play a part in issuing offenders where necessary with a drug rehabilitation requirement (DRR), overall, Government statistics show 33.1% of offenders engaged with the DRR. Of those who engaged in treatment 37% dropped out. For offenders accessing treatment, there were substantial reductions in the main substance of use and in the frequency, they reported using these substances⁴⁶.

⁴⁴<https://healthierlives.phe.org.uk/topic/public-health-dashboard/area-details#par/cat-113-6/ati/202/iid//sexId//gid/1938133144/pat/202/are/E09000033/sim/cat-113-6>

⁴⁵<https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/deaths/bulletins/deathsrelatedtodrugpoisoninginenglandandwales/2022registrations>

⁴⁶<https://www.gov.uk/government/statistics/pathways-between-probation-and-addiction-treatment-in-england/pathways-between-probation-and-addiction-treatment-in-england-report>

Anti-social behaviour

Summary:

The definition of ASB is broad and there are a variety of mechanisms in use to report and record it, making it difficult to get a clear picture. We do know it is widespread and affects many residents who witness or experience it. From the limited data, it is clear repeat victimisation and repeat offending is a key driver to ASB incidents and processes need to be in place to quickly identify and respond to it, to minimise the impact on our residents' lives.

ASB case reviews provide us with an insight into how well the partnership is responding to ASB. A recent review has identified a number of improvements to be made, to make it clear to residents how and what to report. Many of the cases reflected frustration in the response received or with their housing conditions. More needs to be done to manage expectations and to measure satisfaction with the response received.

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

In March 2023 the Government launched its Anti-Social Behaviour Action Plan⁴⁷ in which it sets out three broad commitments:-

1. Make sure ASB is treated with the urgency it deserves, increasing the use of hotspot policing and enforcement, rolling out a new Immediate Justice service so ASB perpetrators swiftly clean up their own mess, and giving communities more of a say over, and more visibility of reparation.
2. Change laws and systems to take a zero-tolerance approach to ASB, cracking down on the illegal drugs that blight communities and organised and harmful begging.
3. Give the police and other agencies the tools they need to discourage ASB, including higher on-the-spot fines, investment in positive activities for children and young people, filling empty shops and regenerating local parks.

The action plan recognises that whilst ASB is often described as being a 'low-level crime' the evidence shows ASB can result in a range of negative emotional, behavioural, social, health and financial impacts.

It sets out how CSP partners need to work together to prevent and tackle ASB. These changes will see additional funding being provided to Youth Offending Teams (Youth Justice Service in Westminster) to help improve outcomes for children on the cusp of entering the youth justice system. Integrated Care Boards will be required to have greater involvement in ASB Case Reviews that involve victims with health related vulnerabilities.

Following the recent review of Community Safety Partnerships and ASB powers⁴⁸ the government is expected to legislate new requirements for CSPs to provide more data to PCCs on ASB in their area. Powers will be expanded for various agencies including extending the power to implement dispersal orders to local authorities and Public Spaces Protection Orders (PSPOs) to police and closure powers to Housing Providers. The age for issuing Community Protection Notices (CPNs) will be lowered from 16 to 10 and the upper limit for a fixed

⁴⁷ https://assets.publishing.service.gov.uk/media/6463889b0b72d3001334455d/Anti-social_Behaviour_Action_Plan_March_2023.pdf

⁴⁸ [Community safety partnerships review and antisocial behaviour powers: government response - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/community-safety-partnerships-review-and-antisocial-behaviour-powers)

penalty notice for breaches of a PSPO and a CPN from £100 to £500. Last year our data showed nearly half of all CPNs issued in Westminster were for begging and nearly one quarter related to drug/nitrous oxide use and paraphernalia. Many of those issued were to our street population, increasing fines will likely criminalise this vulnerable community who will have no means to pay for them.

Government research⁴⁹ found those most likely to have witnessed or experienced ASB were living in the most deprived areas and have long-term physical or mental health conditions. Emotional impacts affected 93% of people and were largely annoyance (56%) and anger (42%) and behavioural impacts were most commonly avoidance of certain places or not going out. The report also found demographics to have a key impact. Younger people, those of white ethnic background and people with higher incomes more likely to be impacted.

Where experiences of reporting or support were negative, participants reported feeling annoyance, hopelessness and a loss of trust in reporting agencies. They also felt their experience was worsened when they were not provided with support that they thought to be appropriate. Negative impacts of ASB can be improved by timely responses, communication to make people feel listened to, options for anonymous reporting and involving the community in the resolution process. Victims in Westminster are able to provide anonymous witness statements.

ASB can be reported in a variety of ways. In Westminster it can be reported to the police, via a housing association or noise complaints⁵⁰ can be made to the council. Each agency records data in different defined categories. Collating data from all these systems is challenging, therefore it is difficult to obtain an accurate picture of ASB in Westminster.

Estimates from the Crime Survey of England and Wales (CSEW) year ending June 2023 showed **34% of people had experienced or witnessed some type of ASB**, this was a 15% decrease compared with the pre-pandemic year ending March 2020. The CSEW estimated 23% of people perceived ASB to be a fairly or very big problem in their local area compared with 8% of people who perceived their local area had a high level of ASB. These measures have changed little year on year.

Perceptions of ASB

The City Survey asked 2,412 residents to what extent certain ASB issues were a problem in Westminster.

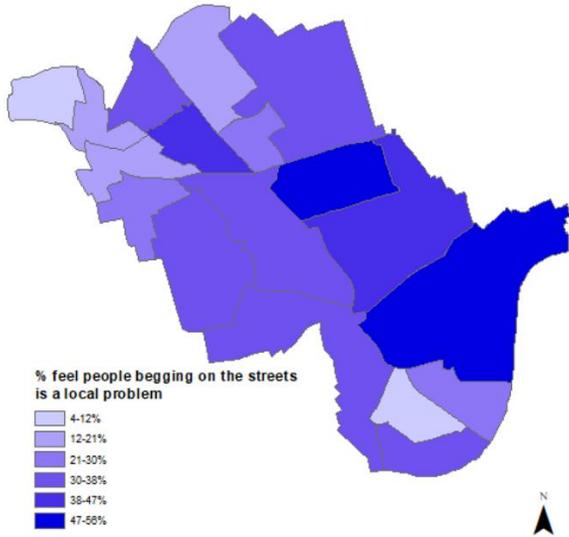
Drugs was the highest issue of concern for 38% of residents and is discussed in the previous section. Begging was the next highest concern for 32%. There were geographical disparities in levels of concern, with St James's (56%), Marylebone (49%) and Little Venice (43%) having the highest concerns. The third highest concern was people being drunk or rowdy which was a concern for 26% of residents. Concerns were greatest in St James's (47%) and Pimlico North (45%) wards. The next was violence among children and young people at 19%, this is discussed in the serious youth violence section. The next was noisy neighbours and loud parties, a concern for only 17% of those surveyed. The areas of St James's (36%) and Marylebone (33%) felt this most strongly. The penultimate level of concern was issues related to licensed premises, which concerned only 11% of residents surveyed. This was felt much more strongly in Marylebone (26%), as well as St James's (19%). Interestingly the

⁴⁹ <https://www.gov.uk/government/publications/impacts-of-anti-social-behaviour-on-individuals-and-communities/anti-social-behaviour-impacts-on-i...>

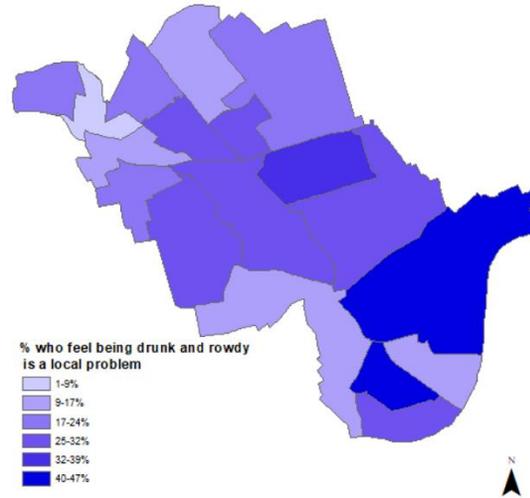
⁵⁰ Of note not all noise complaints constitute ASB.

West End residents did not respond negatively to this question (7%). The least concern of 8% of residents was 'people showing hostility or prejudice based on protected characteristics'. More detail on this question can be found in the hate crime section.

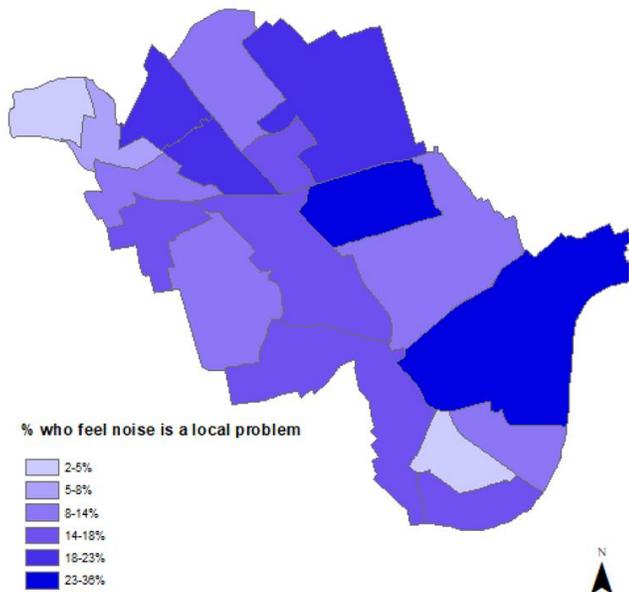
City Survey 2023 - Begging in the streets



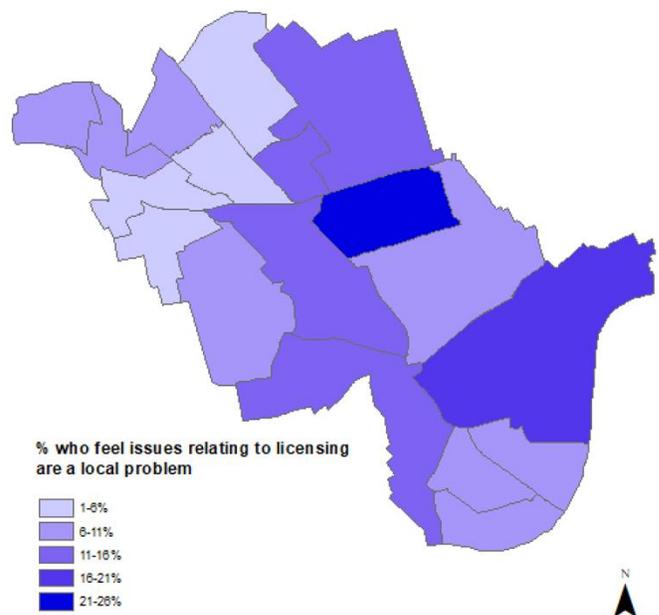
City Survey 2023 - People being drunk or rowdy



City Survey 2023 - Noise

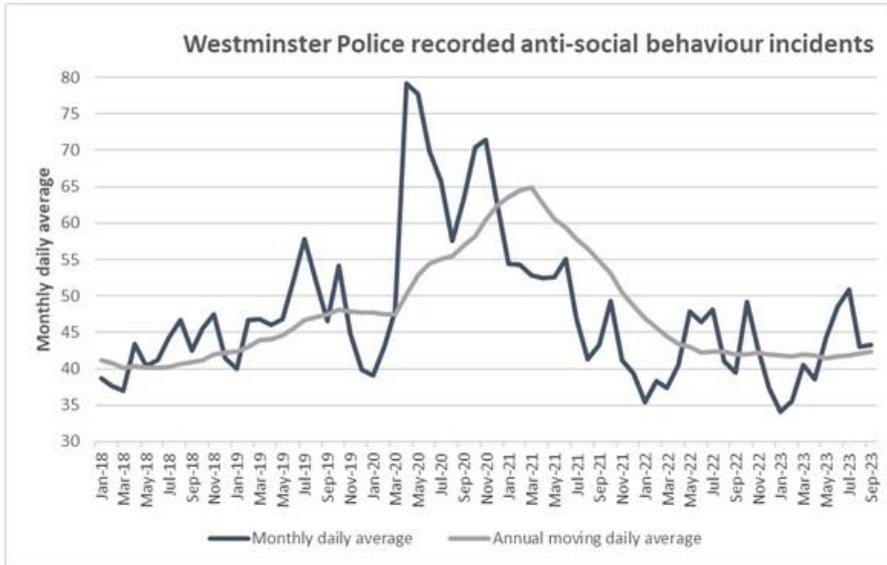


City Survey 2023 - Licensing



In comparison MOPAC Public Attitude Survey found 36% of Londoners surveyed were worried about ASB.

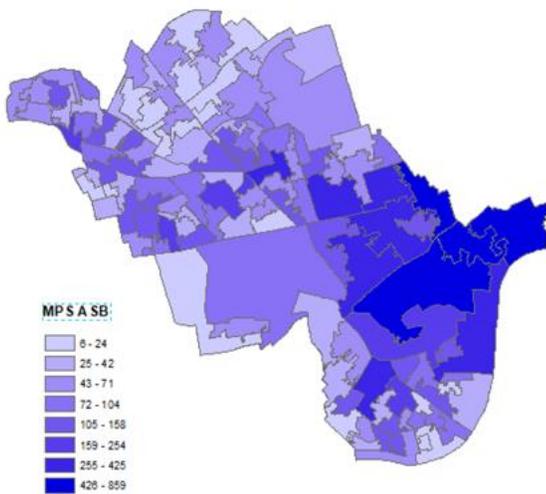
Police ASB



Over the past year there were 13,705 incidents of ASB recorded by the police in Westminster, on average 42 per day compared with 39 last year. Westminster continues to have the highest volumes of ASB recorded across the MPS, accounting for 5.9% of all calls.

Incident levels in Westminster and across London now appear to have returned to pre Covid levels.

Historically January and February have recorded the lowest volumes of ASB.



There is no peak day for incidents. At the weekend offences peak between 9pm and 1am and during the week between 7 – 8pm.

Most police ASB was recorded in West End and St James’s wards (39%) an increase from 35% last year.

These two wards have on average more ASB in the quietest periods of the day (4am to 7am) than most wards have at their peak ASB periods.

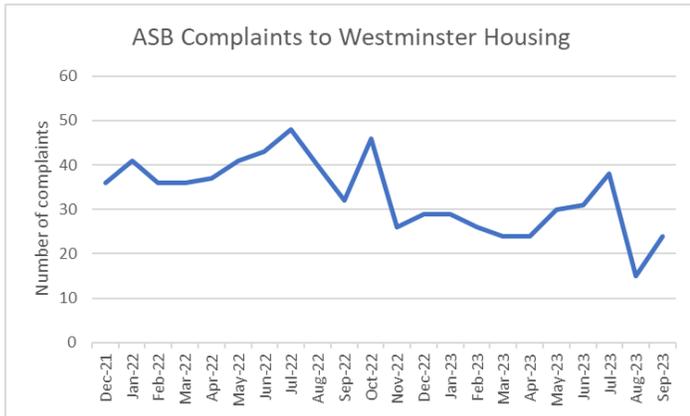
One fifth of ASB is located within just 4 LSOAs within the West End.

The police record ASB into three main categories. Personal ASB, when a person targets a specific individual or group made up 3% of all police recorded ASB incidents; nuisance ASB, when a person causes trouble annoyance or suffering to a community, made up 77% of all ASB; and environmental ASB, when a person’s action affects the wider environment such as public spaces or buildings, made up 2% of all Westminster ASB incidents. Other categories make up the remainder. These classifications are further subdivided of which rowdy or inconsiderate behaviour makes up the largest proportion.

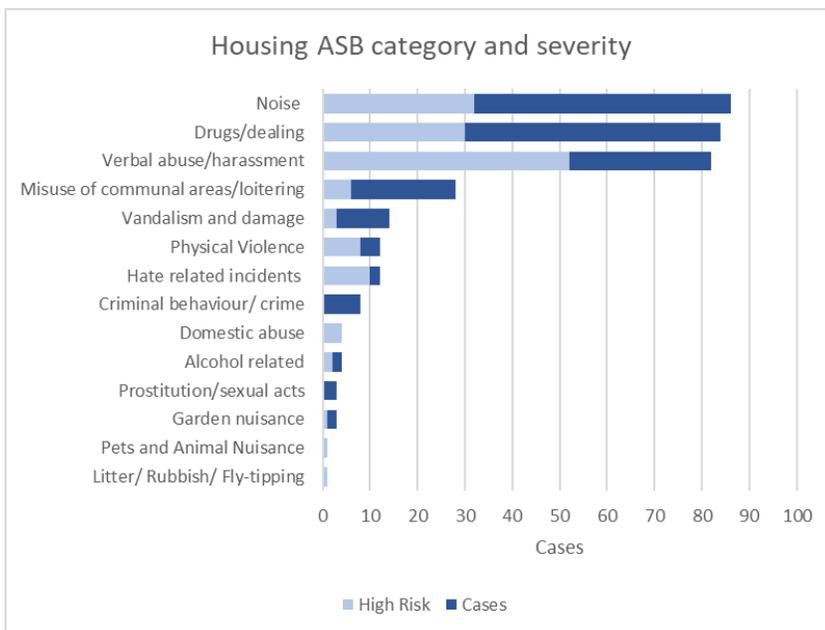
Housing ASB

Registered Housing Providers have a legal obligation to enforce on tenancy and civil matters. There are 16,000 housing units managed by approximately 40 residential housing providers. About 15,000 of these units are social housing, representing 25% of all housing stock in Westminster. A new regulatory regime will come in force for housing providers from April 2024, the Neighbourhood Community Standard. The new requirements

will give tenants greater powers to hold their landlords to account. This standard also includes a requirement for landlords to work in partnership with the local authority and police to deter and tackle ASB.



Westminster Housing, who manage Westminster Council’s housing stock, recorded 342 ASB cases over the strategic assessment period, which has been reducing over the past few years since the end of Covid legislation.



The most common category of reported ASB was noise (25%), followed by drug use/dealing (25%), then intimidation and harassment (24%). Many of these incidents have descriptions associated with crime rather than ASB.

Nearly half of ASB cases were classed as ‘high risk’. As expected, cases related to criminality such as violence had higher assessed risk.

One quarter of cases were resolved within 30 days, less than last year at 45%. The severity of the case did not seemingly affect the time taken to close.

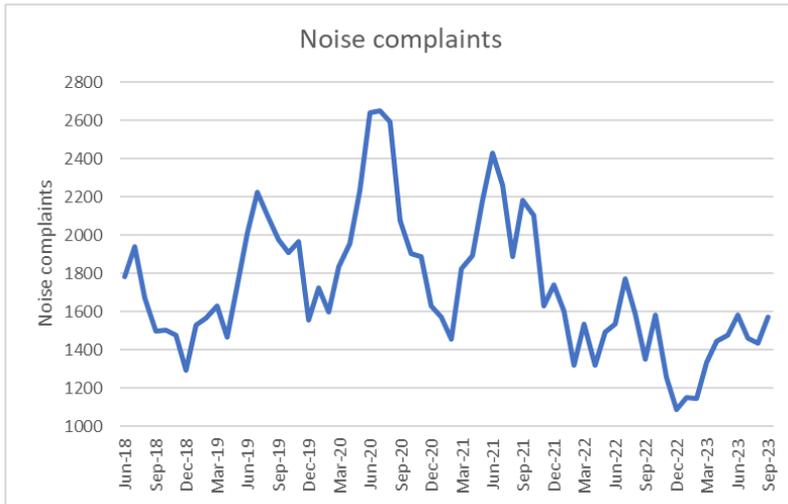
The location of cases is strongly correlated with the location of their housing stock, i.e., the North West and South of the borough and with strong correlations of more deprived areas of the borough. Mozart Estate and Lydford Estate have consistently been hotspots of ASB. The areas have an estate wide injunction in place for two years, which has recently been extended for a further two years.

Nearly one third (30%) were repeat complainants and 44% were alleged repeat perpetrators. Nearly one fifth (18%) of cases had a repeat complainant and a repeat perpetrator. This reinforces the recommendation made last year that **repeat victimisation and repeat offending is a key driver of ASB and processes need to be in place to quickly identify and respond to this.**

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

Noise

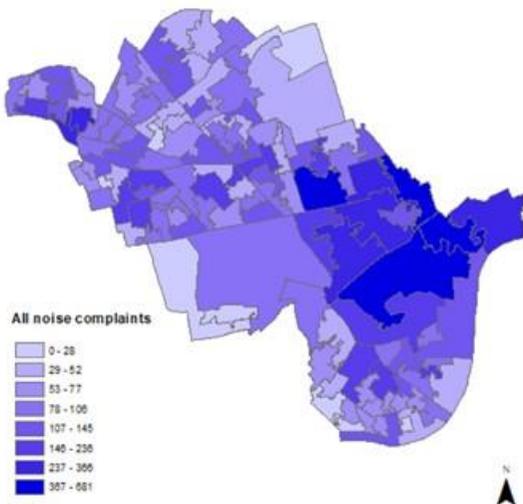
Westminster City Council operates a 24/7 noise service receiving complaints for further investigation. These complaints relate to a wide variety of issues ranging from building sites and construction noise, deliveries and collections from commercial premises, traffic noise, domestic machinery to noisy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



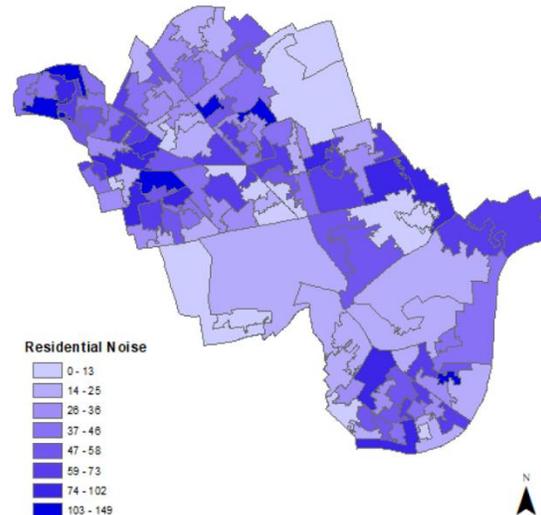
Over the review period there were 16,542 noise complaints, lower than the approximately 19,000 in the previous period. Residential noise accounted for the largest proportion of complaints (39%), followed by noise in the street (28%) and commercial premises (14%). Noise at residential property has decreased compared to the previous period. The usual summer peaks in noise were less evident in the summer of 2023.

The wards of West End and St James’s have the largest number of noise complaints, accounting for 30% of Westminster noise complaints. Noise concerning commercial premises (46%) and street noise (50%), are concentrated in these wards. Other wards with elevated noise complaints include Marylebone (7% and a larger amount of commercial noise), Harrow Road (6% higher levels of residential and street noise) and Lancaster Gate (5% mostly residential).

Noise complaints- October 2022 - September 2023



Residential Noise complaints- October 2022 - September 2023



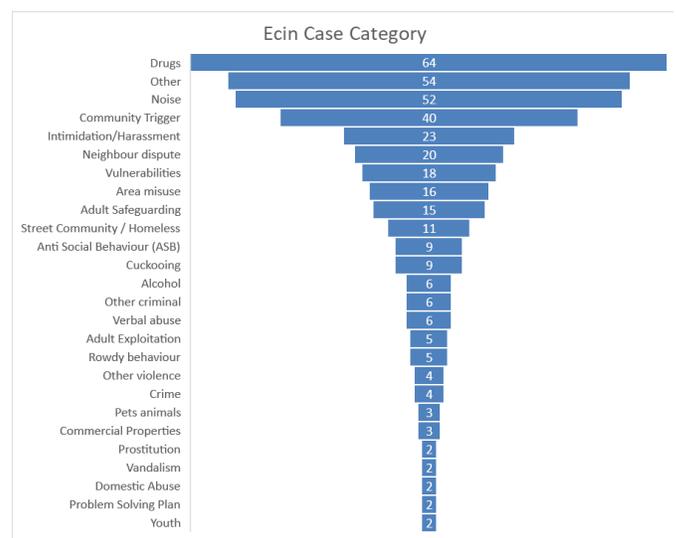
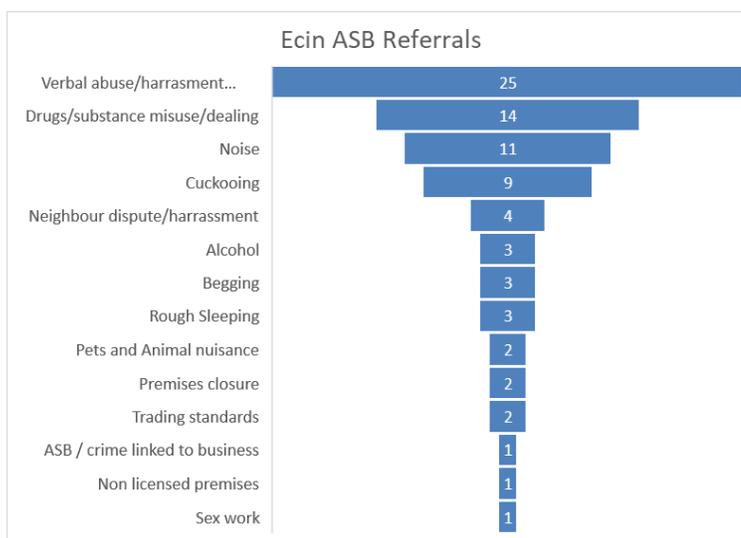
Repeat complaints drive a substantial volume of noise complaints. Over half (51%) of all complaints come from locations with three or more complaints within the 12 month period, and (21%) from locations with ten or more complaints in 12 months. The two largest complaints, numbering in the hundreds, relate to consistent street disturbances and add substantial volumes of noise reports to the respective wards (West End and Harrow Road). Repeat locations also heavily affect residential noise complaints with over 18 residential properties incurring over 20 complaints each, with four addresses over 50.

Noise complaints of all types are most prevalent between 10pm to 1am and particularly during the weekend. Residential noise is generally later, with higher volumes after midnight, while commercial noise is concentrated more between 10pm and midnight. Street noise has a greater spread throughout the day. Previous analysis indicated approximately 46% of residential noise is related to some variation of loud music/radios/TVs/parties. This type of noise complaint is even more likely to occur overnight. A Proactive Noise Team has been introduced in the council to tackle the noise at source and prevent its reoccurrence.

Referrals to Council ASB triage desk

Within Westminster council, ASB referrals can be made to the ASB triage desk, to receive support from one of the dedicated ASB enforcement officers. Cases are normally referred when they are medium or high risk and complex. Over the year there were 81 individual referrals made compared with 144 the year before. In addition, there were 127 unique cases worked on during the year.

Referrals via the triage process will often not be discrete issues or incidents, rather they are often a collection of incidents spanning some time and across various types of problems. Categorising them neatly is often difficult. **Approximately 31% of referrals were for some broad form of harassment, abuse or intimidation,** with a wide variety of types ranging from neighbourhood disputes, through to aggressive, violent and racist behaviours, many of which must border on being a crime. Drugs (17%), Noise (14%) and Cuckooing (11%) are the next most common broad categories. Within the 127 unique cases various categories are assigned in total 391. **Drugs are the most commonly used category (16%) and noise (13%).**



The ward of St James’s accounts for the largest concentration of referrals (20%) followed by Vincent Square (11%), Church Street (10%) and West End (7%).

Nearly half (48%) of ASB referrals were recorded as involving social housing, the largest contributor was Westminster Housing (19), followed equally by Notting Hill Genesis, Octavia and Peabody (5 each).

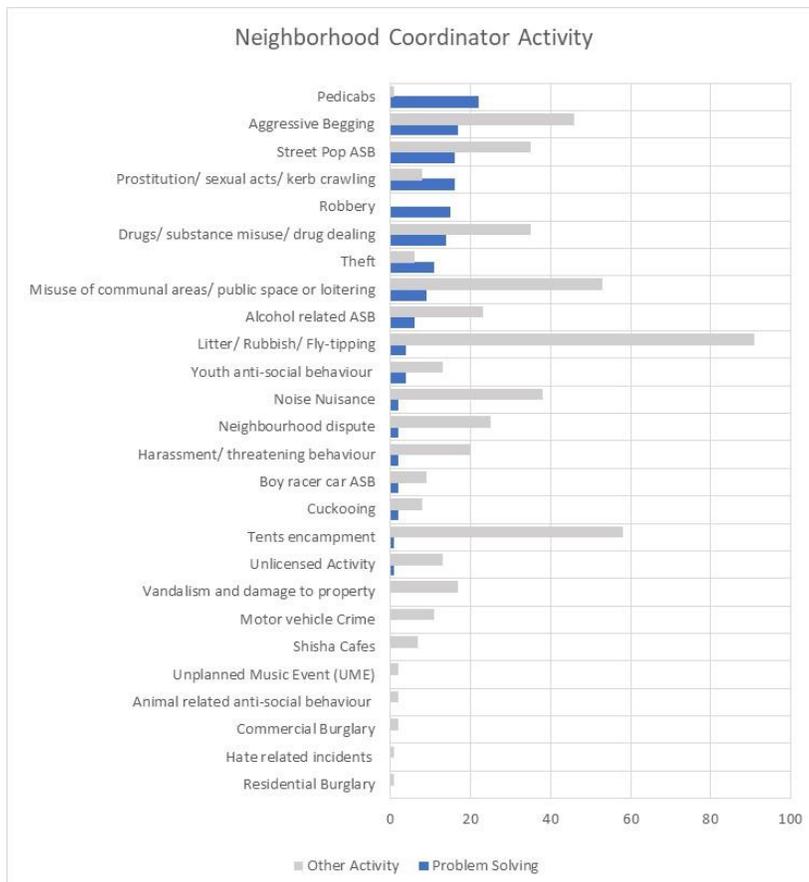
ASB referral data is not always clear whether individuals are victims, alleged perpetrators or witnesses. Where known most perpetrators were men and a large proportion under 18. The new legislation allowing CPN’s to be issued to those as young as 10 will change the way we engage with these children highlighting the importance of early intervention.

Most cases were ranked as low priority (59%), one quarter of cases were ranked as medium and 15% high. Risk and vulnerability markers can be added to the cases but are rarely used. Risk is often not fully assessed until there is a multi-agency case conference.

Recommendation: Improve and clarify processes for recording and extracting council ASB cases, to provide a clearer picture of ASB victims and their needs.

Neighbourhood Co-ordinators

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



By far the most common areas of work involve street cleanliness and waste management. The most consistently recurring issue is that of noise and anti-social behaviour as a result of permanent presence of ‘Pedicabs’ in St James’s and West End wards, followed by ‘aggressive begging’ and ‘Street Population’ again in the same two wards.

The issues dealt with by the Neighbourhood Co-ordinators extend beyond ASB., issues of robbery and theft forming a large proportion of problem solving activity.

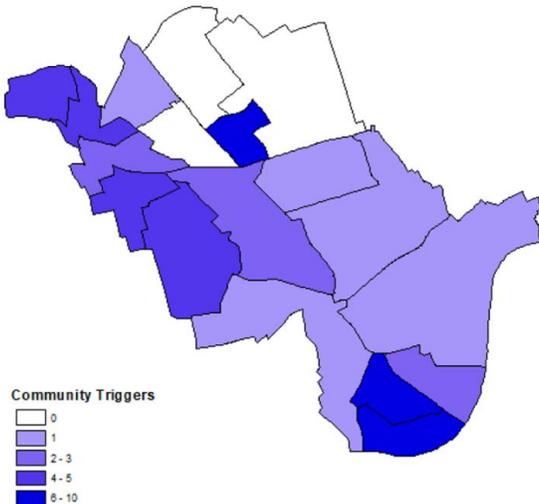
Monthly Partnership Operations Group (POG) multi agency meetings have recently been established to facilitate problem solving of these issues.

ASB Case Reviews

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

The last eighteen months has seen a huge increase in the number of case reviews received from previous years. During the strategic assessment period there were 80 unique case review referrals. Each referral represents a significant escalating amount of case work from the agencies involved as it progresses through the case review process. In this period there were 44 referrals that were upheld, the remainder included duplicate referrals, cases from other locations wrongly reported, cases that did not meet the threshold and cases that were withdrawn.

It is not easy to categorise an ASB case review as they often illustrate a long term build-up of issues and complaints spanning multiple issues and disputes.



This map showing the wards where ASB case reviews have been raised, shows strong correlations with the more deprived areas of the borough and where there is greater concentration of social housing stock.

Approximately 80% of all referrals involve a Registered Housing Provider and over half of this number involved Westminster Housing (42) as well as Peabody (5) and Notting Hill Genesis (5), the main housing providers. The cases predominantly reflect a mix of issues caused by either a problematic neighbour (drugs, noise, abuse) or from the misuse of public space such as gardens, communal areas (drugs, noise, abuse).

Noise is featured the most in case descriptions, both in combination with other more serious issues such as abuse/harassment/intimidation, as well as those primarily addressing noise complaints. ASB case reviews that featured purely noise related issues were less likely to be upheld under case review and were either referred back to the noise team or the noise level was deemed as acceptable.

Many of the cases reflect frustration with either their housing conditions or the response they have received from housing, the council or police. As was discussed earlier in the chapter, Government research has shown negative impacts of ASB can be improved by timely responses, communication to make people feel listened to. In addition, a Westminster Resident's Panel survey found only 19% were satisfied with ASB support from the police and 34% with support from the Council.

We do not routinely record or assess victims satisfaction on ASB. The new Victims Bill will require agencies to monitor this for ASB that reaches a criminal threshold, of which many cases do.

Recommendation: Establish mechanisms for recording and monitoring victims satisfaction with ASB casework support and ASB case reviews.

The ASB team have undertaken a review of the Westminster ASB case review process. They found none of the ASB case reviews are cases already known to the Council ASB team, which may suggest the referral pathway to the ASB officers needs to be reviewed. In addition, the criteria for submitting ASB case reviews in the borough is broader than other boroughs and the on-line process for submission needs to be refined.

The Community Safety Partnership and ASB Powers review, will require boroughs to provide more data to PCCs regarding ASB Case Reviews, robust systems will need to be in place to provide this data.

Recommendation: Refresh and review the criteria and on-line system for reporting ASB case reviews.

Hate crime

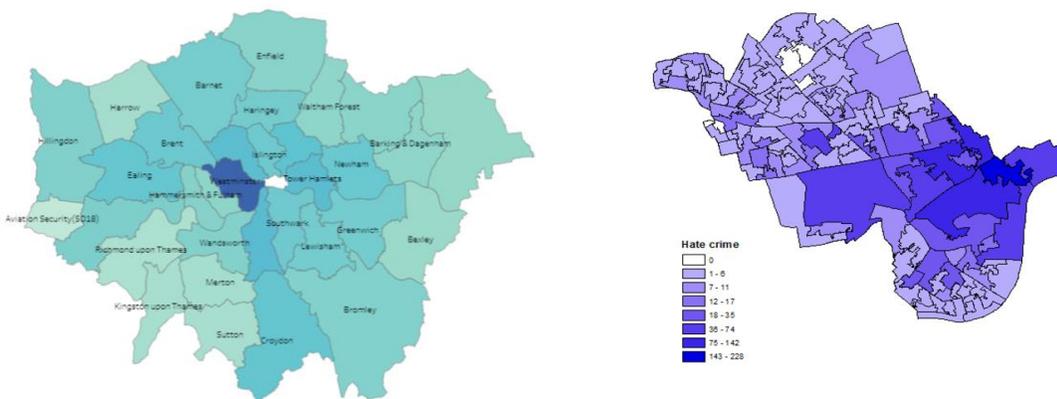
Summary:

Hate crime offences continue to be concentrated in the West End. This year has seen a greater proportion of offences of violence without injury and a decrease in public order.

Improvements are needed in the response given to hate crime victims as few are receiving victim care leaflets.

A hate crime is defined as “any criminal offence which is perceived, by the victim of any other person, to be motivated by hostility or prejudice based on a person’s race, religion, sexual orientation, transgender identity or disability, or the perception of the person of having any of these characteristics⁵¹”.

Hate crime offences are calculated to have very specific meanings therefore none of the hate crime categories should be summed together. In the latest council City Survey only 8% of residents felt there was a problem with people showing hostility or prejudice based on disability, race, religion, transgender identity or sexual orientation.



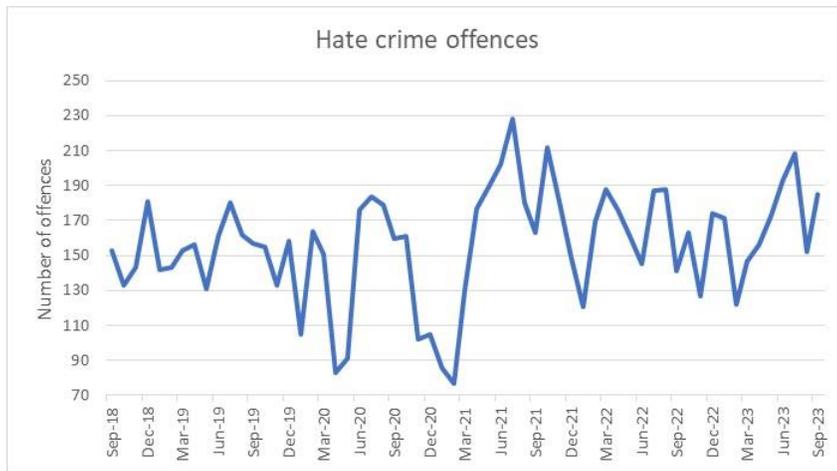
Hate crime has become more concentrated in the West End wards. Over **half of all hate crime was recorded in St James’s (32%) and West End (26%) wards** compared with 29% and 18% last year. Offences have become more geographically concentrated, just four of the boroughs 128 LSOAs ⁵²account for 36% of all offences. This is the same pattern when looking at hate crime classed as public order and hate crime violence against the person offences. Saturday is the peak day for offences accounting for 18% of all offences and 15:00 to 20:00 are the peak hours.

Hate crime type	Oct 21 to Sept 22	Oct 22 to Sept 23	Change in offences	% of MPS hate crime	Sanctioned detection rate
Hate crime	2,011	1,976	-35	7.9	11.6
Racist and religious crime	1,607	1,612	5	7.6	11.2
Racist crime	1,527	1,543	16	7.6	11.4
Homophobic	414	355	-59	10.0	14.6
Faith crime	180	176	-4	8.5	6.8
Islamophobic	104	83	-21	8.2	4.8
Transgender	49	64	15	12.8	7.8
Anti semitic	44	54	10	8.9	3.7
Disability	25	33	8	5.4	0.0

Westminster continues to have the highest volumes of all types of hate crime recorded across the MPS, except antisemitic and faith crimes. Hate crime offences have decreased by 1.7% over the last year, in addition sanctioned detection rates have decreased from 17.7% to 11.6%.

⁵¹ <https://www.gov.uk/government/news/hate-crime-plan-refreshed-to-protect-victims-and-promote-shared-values>

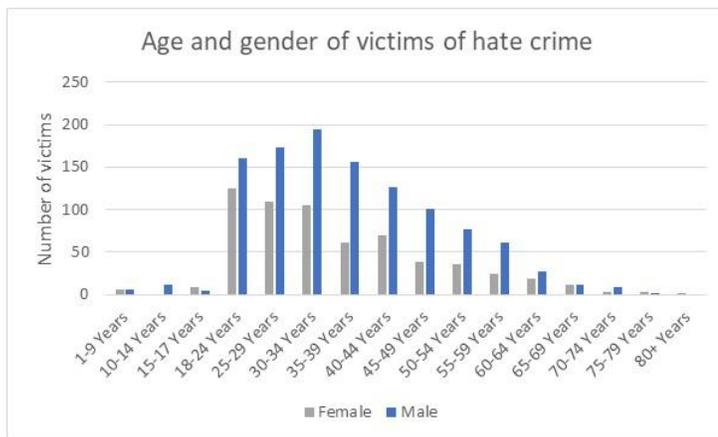
⁵² E01004734, E01004763, E01033595 and E01004736



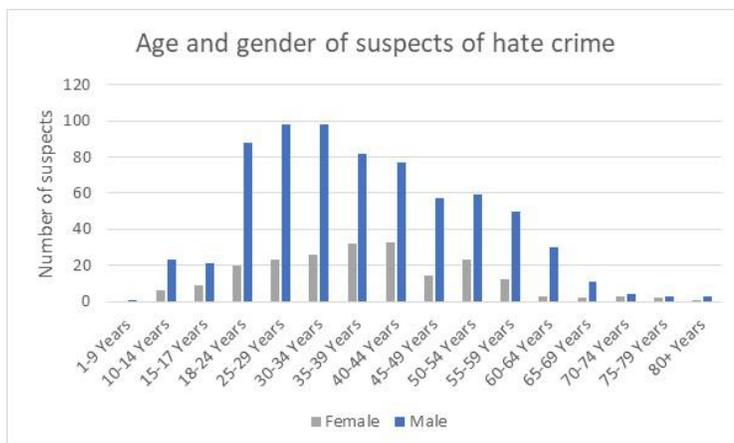
Over the last year 53% of hate crimes were classed as public order offences compared with 75% last year. In contrast the proportion of violence against the person offences has increased from 22% to 31%. Most (79%) of the violence offences were without injury.

In the months, following the review period there has been a significant increase in hate crime reports following the Israel/Gaza crisis which is not represented here. With incidents concentrated in the West End linked to protest activity.

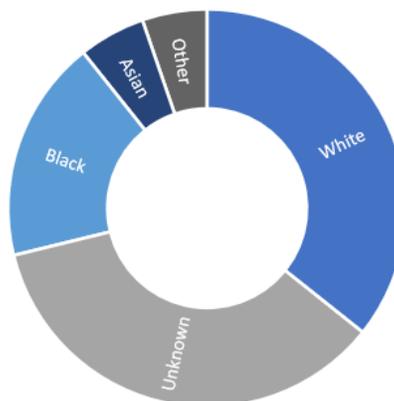
Police victim data shows 64% of all hate crime victims were male. Over half (53%) of all victims were aged between 18 and 34 years. Ethnicity was unknown for one third of all victims. Where known 37% were classed as white, 27% Asian and 27% Black.



Ethnicity of victims of hate crime

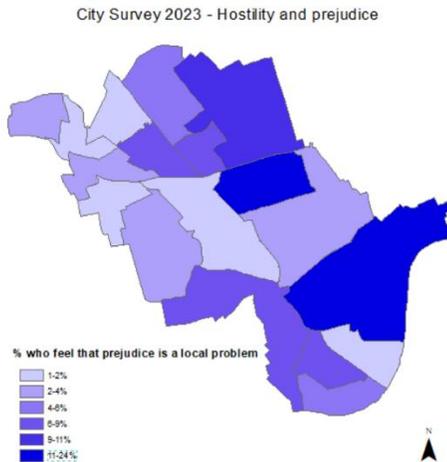


Ethnicity of hate crime suspects



For suspects of hate crime, 87% were males. Age was not known for one quarter of suspects, where known, 62% were aged between 18 and 44 years. Ethnicity was not known for over a third of suspects, where known 55% were white, 28% black, 8% Asian and 8% other.

Accused data was only available for 86 people, data was in similar proportions as for suspects. For those accused the vast majority were charged or further charged. Only 3 received an adult caution.



Only 8% of residents felt that 'people showing hostility or prejudice based on disability, race, gender, transgender identity or sexual orientation was a problem. This was the lowest concern of a list of issues asked of residents.

This rate was much stronger in Marylebone ward (24%) and St James's (19%), and slightly higher in Regents Park (11%).

People who felt this was a local problem also were more likely to feel that people from different backgrounds didn't get on well (17%).

Hate crime is a MOPAC priority as part of their 'violence is prevented and reduced' priority. As such they monitor whether Londoner's feel hate crime is a problem in their area, in September 2023 21% felt it was. This has remained stable. **To improve compliance with the victim code of practice the MPS began distributing a Victim Care Leaflet in November 2020, 28% of hate crime victims reported receiving the leaflet.** Only 60% of victims of hate crime across the MPS were satisfied with the service received from the police, which is the lowest of the key crime groups measured.

Recommendation: Improvement is needed in the response given to hate crime victims.

MOPAC commissioned the CATCH Partnership to be the providers of London's specialist service supporting victims of hate crime and has extended and uplifted the contract for a further two years. An interim evaluation of the service is due in early 2024. Over 2023/34 the service has supported 1,467 victims across London of which 95% have been satisfied with the service received. MOPAC has also commissioned Protection Approaches to deliver a hate crime community outreach and resilience project.

Terrorism

Summary:

The threat from terrorism is enduring and evolving. Just over one third of all terrorism related stop and searches across the MPS took place in Westminster. The number of high profile buildings, embassies and the location of Parliament means the borough attracts regular protests and rallies.

CONTEST is the UK's counter terrorism strategy, and its aim is to reduce the risk from terrorism to the UK, its citizens and interests overseas, so that people can go about their lives freely and with confidence⁵³. The core CONTEST framework empowers government departments, devolved administrations, local authorities, frontline emergency services, intelligence agencies, and other partners, to work together to counter terrorism.

The threat from terrorism is enduring and evolving. The threat is becoming more diverse, dynamic and complex. The Government thus judges the risk from terrorism to be rising. At the time of writing⁵⁴ the national threat level to the UK from terrorism is substantial meaning an attack is likely. Whilst the threat to Northern Ireland from Northern Ireland related terrorism is severe, meaning an attack is highly likely.

In addition to the personal and societal costs of terrorism, the wider economic costs of terrorism are significant. The five terrorist attacks which took place across the UK in 2017 are estimated to have cost up to £172 million in direct costs. Separate analysis by RAND Europe estimates potential indirect impacts on GDP of up to £3.4 billion in 2017.

The terrorist threat in the UK is dominated by individuals or small groups acting outside of organised terrorist networks. It is a trend which makes terrorists less predictable and harder to identify, investigate and disrupt. In the UK the primary domestic terrorist threat comes from Islamist terrorism, which accounts for approximately 67% of attacks since 2018, about three quarters of MI5 caseload and 64% of those in custody for terrorism-connected offences.⁵⁵

The remainder of the UK domestic terrorist threat is driven almost exclusively by Extreme Right Wing Terrorism (ERWT) which accounts for approximately 22% of attacks since 2018, about a quarter of MI5 caseload and 28% of those in custody for terrorism connected offences.

In recent years there has been a small increase in the number of minors investigated and arrested by Counter Terrorism Police. A number of minors who engage with terrorism also have additional complex needs. Overall, there is limited evidence to support a direct causal link between mental ill-health or neurodivergence and an individual's terrorist threat or susceptibility to radicalisation⁵⁶.

⁵³https://assets.publishing.service.gov.uk/media/650b1b8d52e73c000d54dc82/CONTEST_2023_English_updated.pdf

⁵⁴ January 2024

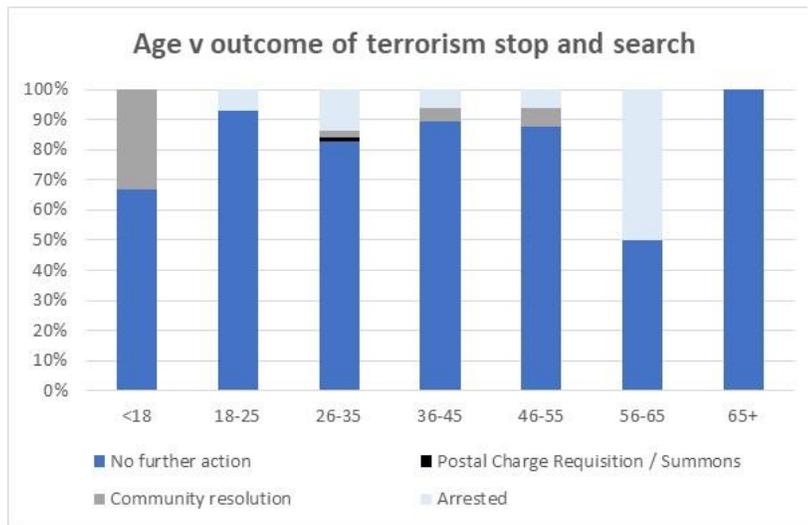
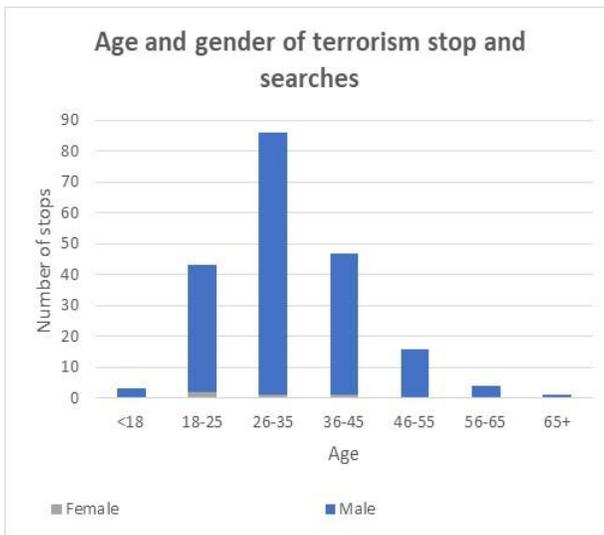
⁵⁵ <https://www.gov.uk/government/statistics/operation-of-police-powers-under-the-terrorism-act-2000-quarterly-update-to-march-2023/operation-of-police-powers-under-the-terrorism-act-2000-and-subsequent-legislation-arrests-outcomes-and-stop-and-search-great-britain-quarterly-u>

⁵⁶Brooks, S. K., and Greenberg, N. (2021, November). *Mental health, complex needs and vulnerability to radicalisation*. Department of Health and Social Care. DHSC Radicalisation Report - pdf.pdf (nih.ac.uk)

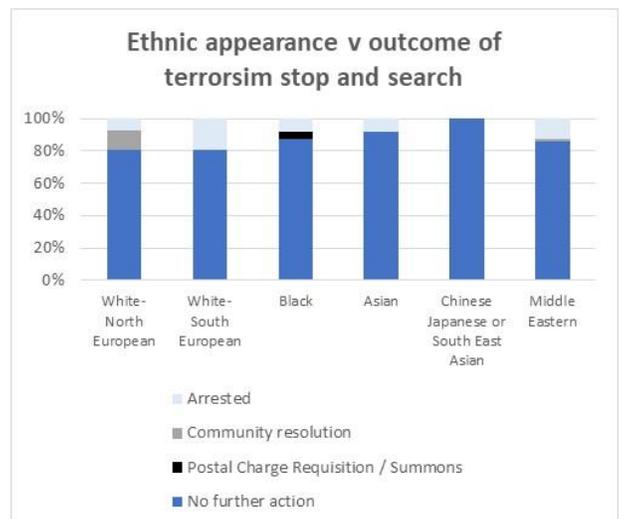
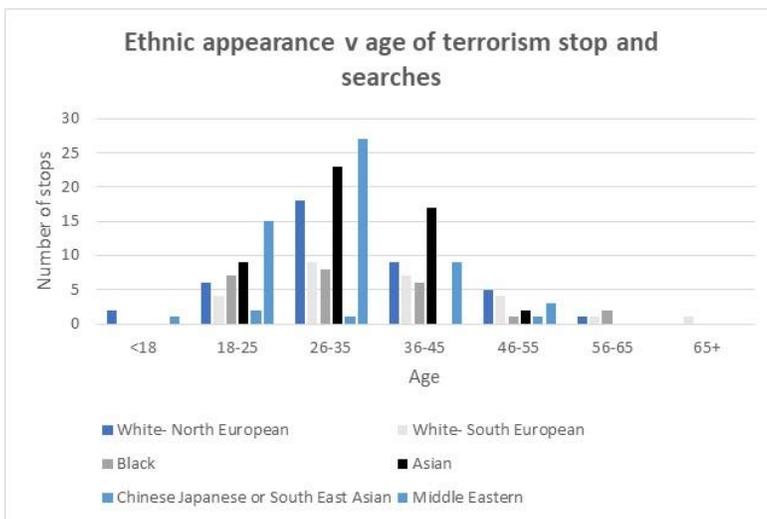
There has been an increase in the number of referrals to Prevent that involve the online space in recent years. The Counter Terrorism Local Profile has highlighted this risk and emphasised the radicalising role both social media and messaging services can play.

Over the review period there were **209 stop and searches made for terrorism (s.43 & s.43A TACT) in Westminster, comprising just over one third of all terrorism related stop and searches across the MPS.**

The majority of stops (85%) resulted in no further action compared with 87% across the MPS. The most likely outcome was arrest. Only 2% of terrorist stop and searches were on women. Most were on people aged 26-35 (43%) and less than 2% were to juveniles. No further action was most likely taken on people aged 18-25 (93%) and 36-45 (90%).



Just over one quarter of terrorism related stop and searches were on people of Middle Eastern ethnic appearance, followed by one quarter towards people of Asian ethnic appearance and 20% White North European. People of white North European and South European ethnic appearance were most likely to achieve an outcome following the stop. Of note numbers are low which can easily skew the data.



The Prevent strand of the CONTEST strategy, which aims to prevent people from becoming terrorists or supporting terrorism was reviewed by William Shawcross⁵⁷. The review found the programme had broadly the right objectives however felt there was room for improvement. It felt Prevent must address all extremist ideologies proportionately according to the threat each represents. The report found Prevent to be increasingly seen as synonymous with safeguarding rather than protecting the public from those included to pose a security threat. It emphasised a need to consider individuals' susceptibility to radicalisation (rather than focus on vulnerability), this change has been reflected across training products and resources for Prevent stakeholders. It often identified those who commit terrorist acts in this country have been previously referred to Prevent, having failed to understand the danger in these cases and looks at how such failings should be avoided in the future.

The review recommended new standards and a compliance board be set up within the Home Office to allow for better oversight of Prevent work and ensure complaints about Prevent from practitioners and members of the public can be robustly investigated. Once established, any potential implications of this much needed mechanism for Local Authorities will be better understood.

Following this review, Prevent Duty guidance was amended⁵⁸. The first objective of Prevent has been changed to 'tackle the ideological causes of terrorism', this component is what sets it apart from other acts of serious violence. The guidance introduces a new theme 'reducing permissive environments' to tackle the ideological causes of terrorism. It is recommended leads with designated Prevent responsibilities receive more in-depth training, including on extremist and terrorist ideologies to enable them to train and advise other staff and support making informed referrals to Prevent where necessary.

Westminster remains a Prevent key area and has retained its funding and resources whilst many other areas have seen funding cut or removed. As funding is granted through an annual Home Office bidding process it is not yet known what projects may be delivered in 2024/45, but subject to funding confirmation the projects delivered will focus on young people and individuals with neurodiversity, cohorts that make up a significant proportion of referrals to Prevent in Westminster.

The number of high profile buildings, including Buckingham Palace and the Houses of Parliament and many crowded places, mean Westminster is a high risk of terrorist activity. Furthermore, the location of Parliament means the borough attracts regular protests and rallies. The borough also hosts numerous events of national and international significance. Having better security makes it harder for terrorists to plan and carry out attacks. It also helps reduce the risk of other threats such as organised crime. Training has been delivered to organisations to increase their vigilance to a terrorist attack over 2022/23 70 Action Counter Terrorism (ACT) and 63 SCan (See Check and Notify) training sessions were delivered in the borough. The Prevent Team delivered Workshop to Raise Awareness about Prevent (WRAP) training to 2,675 delegates from across Westminster in 2022/23.

Speakers' Corner remains a key focus of local activity given the unique nature of the site. Police data has highlighted that in recent years a significant number of individuals referred to Prevent from across the country

⁵⁷<https://www.gov.uk/government/publications/independent-review-of-prevents-report-and-government-response/independent-review-of-prevent-accessible>

⁵⁸<https://www.gov.uk/government/publications/prevent-duty-guidance/prevent-duty-guidance-for-england-and-wales-accessible>

have had links to the location. It remains a standing agenda item on the Police Led Partnership meetings and Westminster City Council is contributing to the multiagency response to managing the risk in relation to it.

The draft Terrorism (Protection of Premises) Bill known as Martyn's Law was published in May 2023 and announced in the Kings Speech is set to become law. The Bill will raise the security standard throughout the UK requiring a base level of security procedures to be in place at premises and events. The Council continues to work with its partners to improve the protective security of vulnerable locations. The work on Trafalgar Square north terrace has been completed, as has work on a number of locations linked to the Westminster Ceremonial Streetscape project. Partnership arrangements are in place to consider protective security within new planning applications and also all public realm schemes.

To ensure the borough is prepared a Bi-Borough Humanitarian Assistance plan has been revised and updated. It provides details about the arrangements in place to support residents and communities impacted by major incidents and emergencies including terrorist attacks.

Risk and protective factors

Summary:

Early intervention needs to be a cornerstone to making Westminster safer. We know the risk factors that increase children and young people's likelihood to delinquency and whilst Westminster rates better on most than the London average, this is not the picture across the borough. Church Street, Westbourne, Queen's Park and Harrow Road continue to have the highest concentration of risk factors in particular, youth unemployment and resident suspensions and exclusions. These areas are where most of the YJS, IGXU and Supporting Families cohorts reside. We need to ensure these families are receiving appropriate support to intervene early and prevent intergenerational transmission of crime.

Intervening early with families, children and young people to reduce their risk of victimisation and prevent offending, is a cross cutting principle of the work of the SWP. There are many studies which have identified the risk and protective factors that are flags or signals of risk of involvement in crime.

No single risk factor leads children and young people to delinquency. Risk factors 'do not operate in isolation and typically are cumulative: **the more risk factors that youth are exposed to, the greater likelihood that they will experience negative outcomes, including delinquency**'.⁵⁹

As shown earlier, prevention of crime and intervening early can have significant fiscal benefits for the partnership. Identifying and responding to those high risk factors is key to achieving this.

Whilst there are risk factors, not everyone experiencing them is going to commit crime or come into contact with the youth justice system. Protective factors act against risk factors. They are conditions, characteristics and influences that can reduce the chances of children coming in contact with the criminal justice system and encourage positive, healthy living. Previous research has identified the links between adult offending and previous offending as a youth. Recent analysis undertaken by the Department for Education and Ministry of Justice has highlighted the links between offending cohorts and previous suspensions, school exclusions, absenteeism, as well as being known to social care and a prevalence of special education needs.⁶⁰ A summary table of the key risk and protective factors can be found at Appendix 4.

The picture of deprivation and risk factors affecting children and young people across Westminster is mixed. In general, indicators that include rates per population have shown negative movement from the previous period. This may be due to the changing official population of Westminster, as of the 2021 census and following mid-year estimates there are now fewer younger people recorded as living in Westminster.

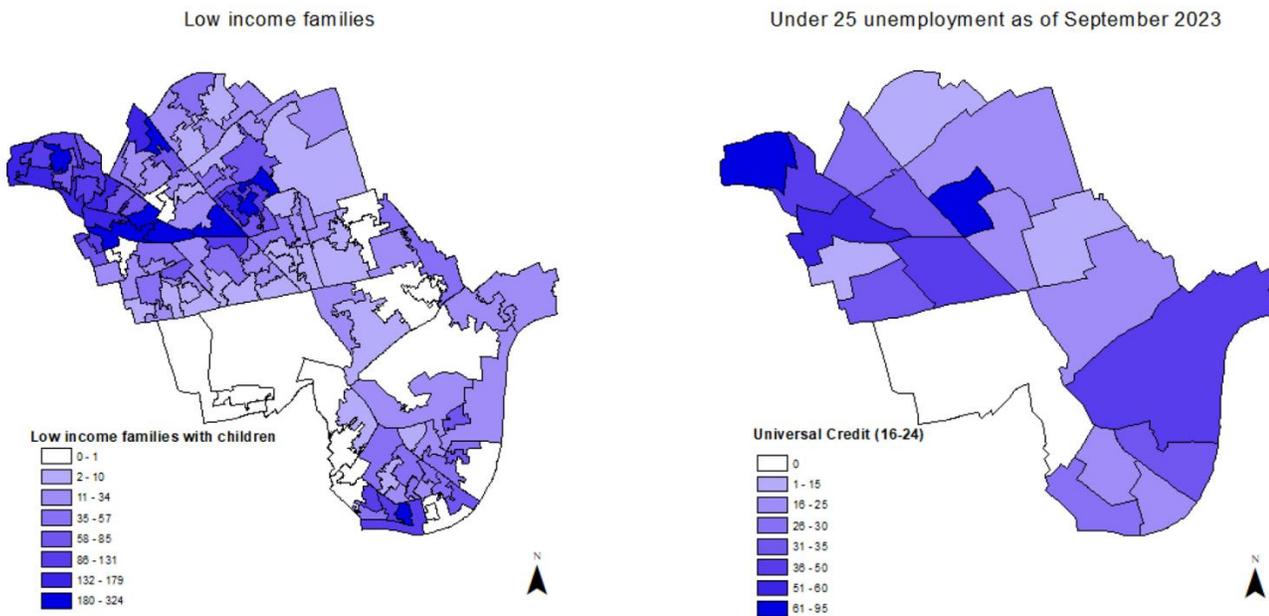
The rates of first time entrants to the justice system continue to remain lower than the London average, as do many indicators of risky behaviours in our young residents, such as hospital admissions for alcohol, self-harm, substance misuse and sexual health. There are however, many indicators that highlight a mixed picture of deprivation within the borough, in the wider health indicators of deprivation such as oral health, obesity, as well as the higher numbers of free school meals and lower levels of school readiness at reception. The number of

⁵⁹ Kenriozza and Osher, 2004, p183

⁶⁰ Education, Children's Social care and offending: Descriptive Statistics, March 2022, DFE & MOJ p11-12

children in families with low income is lower than previous periods and better than across London, yet the impact of homelessness on those same families is greater than London. **Indicators from school are less positive, with higher rates of absenteeism and fixed term exclusions/suspensions.**

Across a wide range of deprivation indicators, similar areas are consistently highlighted as areas of highest concentration of both deprivation and risk factors for offending. As of April 2023, there were 18,931 families identified as Low Income Families (LIFT). Church St (11%), Westbourne (10%), Queens Park (9%) and Harrow Road (8%) are the key concentrations. From those households there were 7,412 identified children, Church Street and Westbourne were likewise the key concentrations. Those same wards are where there are concentrations of more acutely affected sub groups, such as those identified as ‘At Risk’, ‘Struggling’ or ‘in crisis’, especially in combination with ‘lone parent – not in work’ households.



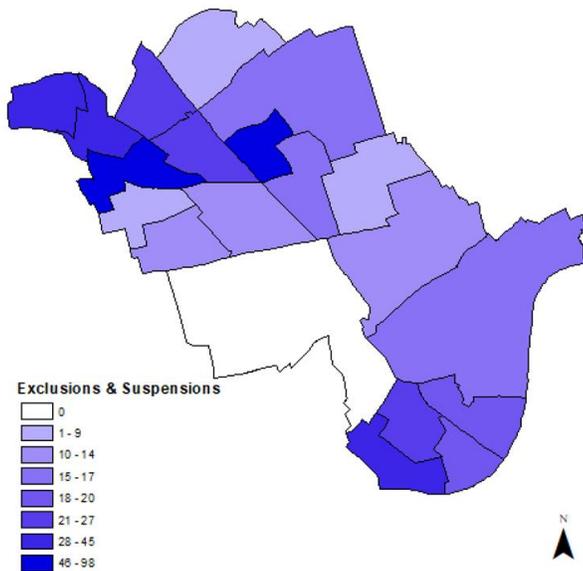
Youth unemployment and claimant counts show Church Street (14%) and Queens Park (12%) account for the majority of under 25 unemployment. For the last 12 months there was an average of 720 children and young people claiming Universal Credit.

As of the summer school census 2023 there were 21,739 pupils (10,818 secondary pupils) attending Westminster schools. Approximately 60% (12,950) of them were Westminster residents.

Attainment in Westminster schools is generally positive compared to levels across London, However, **the rates of pupils receiving free school meals is higher than the rest of London as are the rates of secondary suspensions, lower attendance and higher levels of special educational needs and emotional and mental health needs.**

There were 8,281 children in Westminster schools eligible for free school meals. This is strongly correlated to the most deprived wards namely, Church Street (12%), Westbourne (12%), Harrow Road (9%) and Queens Park (9%).

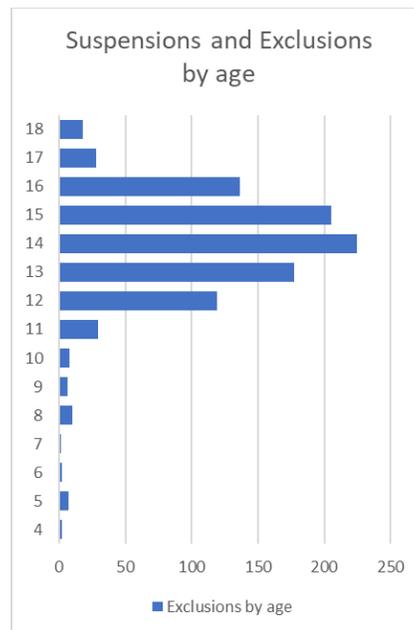
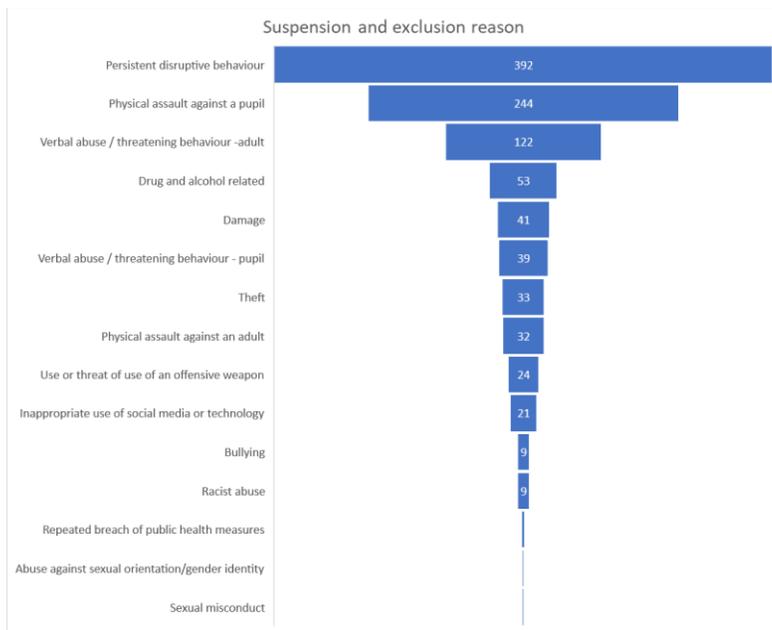
Exclusions and Suspensions - academic year 2022/3



Within the academic year September 2022 to July 2023 there were 1,023 suspensions and permanent exclusions in Westminster schools. Approximately 55% of those suspensions were Westminster residents. As a proportion of population (Summer census 2023) Westminster resident pupils were less likely to be suspended and excluded than those travelling into the borough. This proportion of suspended and excluded pupils from outside the borough has been increasing over the last few years. In addition, the overall volume of suspensions between resident and non-resident has been narrowing.

Key wards in Westminster for resident suspensions and exclusions are Church Street (18%) and Westbourne (14%), followed by Queens Park (8%), the old ward of Churchill (8%) and Harrow Road (7%).

In the summer 2023 census there were 17.4% (3,774) pupils with special educational needs (SEN) and these pupils were over represented in exclusion and suspension data where 46% of all exclusions and suspensions had SEN support or Education Health and Care Plans (EHCPs), further highlighting the relevance of the identified risk factors.



The most common reason for suspension was ‘persistent disruptive behaviour’ (38%), followed by ‘physical assault against a pupil’ (24%) and ‘verbal abuse/threatening behaviour against and adult’ (12%). The most common age to receive a suspension was 14 years old, this is younger than the previous period data where the

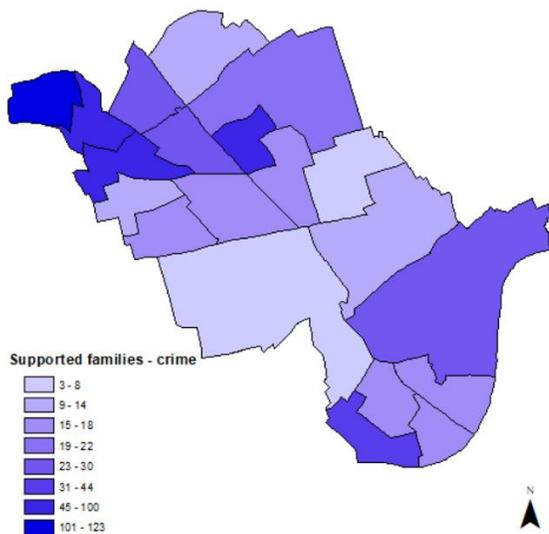
most common age was 15. Older data from the Department for Education for a three year sample shows that approximately 32% of those suspended and excluded are girls and 68% boys.

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

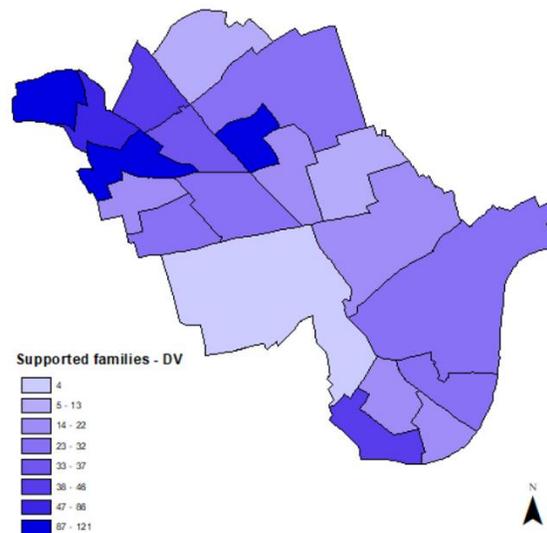
There are currently 4,332 families open to Supported Families. Of these families there are 717 families identified as meeting the crime/ASB criteria and 857 families meeting the Domestic Violence criteria with an overlap of 358 families who meet both criteria.

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

Supported Families cohort - crime needs



Supported Families cohort - domestic violence needs



The other criteria most strongly linked with families that meet the crime needs and or domestic violence needs categories, remains having an out of work adult in the family and child educational risks.

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

Recommendation: Ensure the Supporting Families cohort who meet the crime/ASB or DV criteria are receiving adequate support to intervene early and prevent intergenerational transmission of crime.

Serious Violence

Summary:

Nearly half of all serious violence is located in West End and St James's wards and is strongly correlated with the night time economy.

Using the London definition of serious youth violence only 20% of such offences involved a young victim and a young suspect under the age of 25. The majority of victims and accused of serious youth violence are not residents, this proportion is greater in the West End wards. This means whilst the IGXU has been evidenced to improve the outcomes of the children and young people it works with, the impact it can have upon reducing overall serious youth violence (SYV) in Westminster is limited. We need to consider how we tackle the majority of SYV which is not directed towards or perpetrated by Westminster residents.

Based upon Crime Survey of England and Wales data there were 7,985 victims of domestic abuse in Westminster over 2022/23, 5,258 females and 2,727 males, with an estimated 1 in 5 reporting the offence to the police. The impact domestic abuse can cause is immense and can have a significant long term impact on children and young people who witness it. Across London one quarter of domestic abuse perpetrators were repeat offenders. Robust monitoring of the new perpetrator programmes is needed to ensure the most prolific offenders receive adequate support and reduce their risk of re-offending.

Sexual offences make up a small proportion of recorded crime in the borough, yet accounts for the second highest harm caused using the Cambridge Crime Harm Index. It is an offence predominately targeted at young women coming into the West End on a night out. Whilst offences have decreased in the last year, sanctioned detection rates continue to decline and now stand at 7.7%, meaning the majority of perpetrators are not brought to justice.

We have agreed to tackle serious violence in the night time economy in the West End as part of the Serious Violence duty. To do this effectively, we need to agree upon a local definition and ensure appropriate governance arrangements are in place to fulfil this duty.

Tackling violent crime forms a key strand in the Government's Beating Crime Plan and is the Mayor of London's first priority for this term.⁶¹ MOPAC has increased its budget to £72.1m to spend on tackling violent crime. This includes a number of key developments. The London Prison Violence Reduction Strategy has been agreed with partners and is being used to drive forward workstreams for improved information sharing, revised prison processes and violence reduction commissioning. Mental Health and Service User engagement services for the most persistent, violent offenders are being rolled out across London. A platform for sharing information for repeat violent offenders is also being embedded across London.

The serious violence duty is a duty placed on local organisations to collaborate and plan to prevent and reduce serious violence, as set out in the Police, Crime, Sentencing, and Courts Act 2022 and a key part of the government's commitment to reduce and prevent serious violence. It requires specified authorities, the police, local authorities, fire and rescue authorities, youth offending teams, Integrated Care Partnerships (ICP) and

⁶¹ <https://www.gov.uk/government/publications/beating-crime-plan>

probation services, to work together to formulate an evidence-based analysis of serious violence in a local area and then formulate and implement a strategy detailing how they will respond to those issues. This section aims to fulfil the evidence based analysis focusing on three aspects of serious violence:- serious youth violence, domestic and sexual abuse, which are statutory requirements, and violence associated with the night time economy in the West End, which is a locally chosen priority.

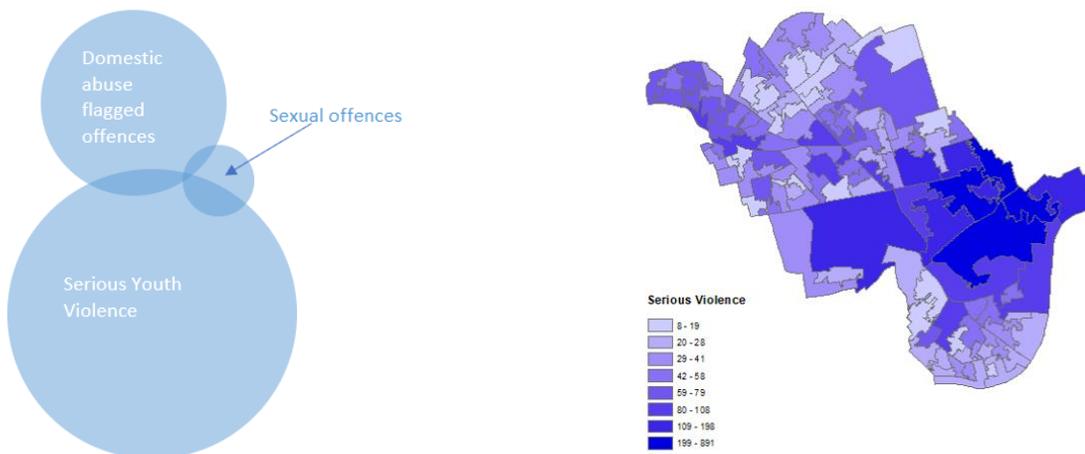
Violence Reduction Units (VRUs) were launched and funded by the Government in areas of most need in 18 Police Force Areas since 2019 and an additional two since 2022. MOPAC is responsible for delivering the VRU across London. Their primary purpose is to provide leadership and strategic coordination of all relevant agencies to support a ‘whole system’ approach to tackling serious violence and its root causes.

The Government has undertaken reviews of the VRUs to assess their effectiveness in reducing serious violence. The latest report⁶² found there were no statistically significant impacts on the primary serious violence (SV) outcomes of hospital admissions for sharp object violent injury or homicides. However, regarding secondary outcomes, there was a statistically significant reduction in hospital admissions for any violence injury. The review also found VRUs continued to demonstrate progress and showed signs of maturing and becoming embedded in local responses to prevent violence. Many of the key recommendations from the review related to the need to invest in data systems, dashboards and analysis to ensure the partnerships are evidence driven.

The working definition of Serious Violence ⁶³for London is;

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

It is difficult to get an accurate picture of serious violence as this is dependent upon the correct use of flags and accurate victim and suspect data being recorded. The Venn diagram below shows how these offences interlink and overlap. The greatest overlap between the categories is with sexual offences and serious youth violence as most victims of sexual violence are aged under 25.



⁶² <https://www.gov.uk/government/publications/violence-reduction-units-year-ending-march-2023-evaluation-report/violence-reduction-units-2022-to-2023>

⁶³ It encompasses homicide, grievous bodily harm, rape assault by penetration, sexual assault, personal robbery, threats to kill and violence against property caused during commission of one of these offences.

It is important to note that much of violence against the person and over half of robbery is not captured within this definition of serious violence. Including our local category of serious violence in the West End night time economy ensures that most robbery and violence against the person offences are included, ensuring the partnership is focused on tackling the most costly and high harm crimes to the partnership.

As a whole, serious violence is mostly concentrated in the West End and St James's wards where 45% of offences take place. **Serious violence is even more concentrated with nearly one quarter occurring in the 3 high crime LSOAs in the West End.** The peak time for serious violence offences is between 11pm and 3am on Friday/Saturday evenings. **The times and locations of serious violence highlight the importance of the night time economy in all aspects of serious violence** and will be highlighted in each section.

Serious Youth Violence

Preventing and reducing violence and protecting people from exploitation and harm are key strands of the Policing and Crime Plan 2022/25, this includes ensuring children and young people are safer. In autumn of this year, the MPS have delivered targeted robbery initiatives in the borough, in addition enhanced activity has been undertaken in violence hotspots. The current violence and exploitation services funded by MOPAC (London Gang Exit, Rescue and Response and Empower) have committed investments to June 2024. At the end of Q2, 81% of children and young people supported by London Gang Exit reported a reduction in offending behaviour against a target of 70%, in addition 78% reported a reduction in harm/vulnerability against a target of 65%. Over July to September 2023, they supported 129 children and children and young people across London. Rescue and Response supported 111 over the same period, with 75% reporting a reduction/ceased involvement in county lines following provision of support. Empower supported 57 children and children and young people, all cases related to Child Sexual Exploitation.

The New Met for London Plan has committed to transforming how they protect the public from harm, including uplifting over 500 people into specialist public protection teams. They will be developing a Central Vulnerability Hub to overhaul their support to missing persons, those suffering from mental health illness and children and children and young people at risk of exploitation.

London's VRU have committed a further £3.9m to keep children and children and young people safe and supported online and into employment opportunities.

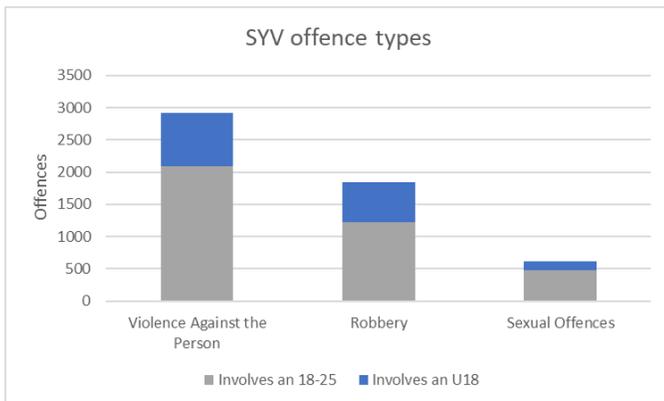
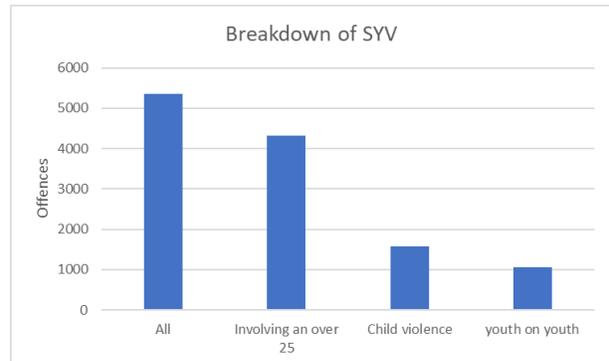
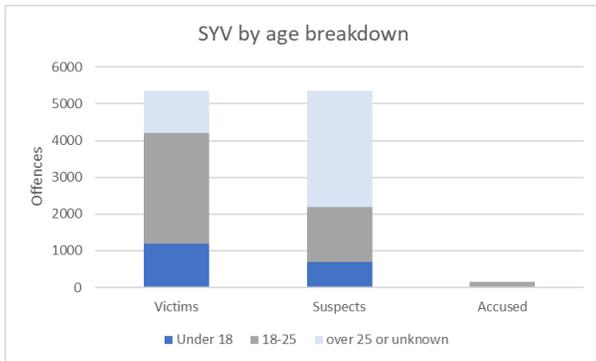
To date all local VRU funding has been used to support a variety of activities to reduce serious youth violence in the borough. The Serious Youth Violence Reduction Board is a multi-agency partnership board working together to look at the drivers behind serious youth violence in the borough, in order to provide appropriate and co-ordinated strategic and tactical responses, as well as how we can empower communities to help reduce serious youth violence. It oversees the partnership's Violence and Vulnerability Action Plan and ensures a Public Health approach is taken to reduce SYV.

The Youth Endowment Fund second annual Children, Violence and Vulnerability Report⁶⁴ which surveyed over 7,500 teenage children aged 13-17 in England and Wales about their experiences in the past 12 months found 16% of teenage children had been a victim of violence in the last 12 months and 47% had been a victim or

⁶⁴ [Children, Violence and Vulnerability 2023 | Youth Endowment Fund](#)

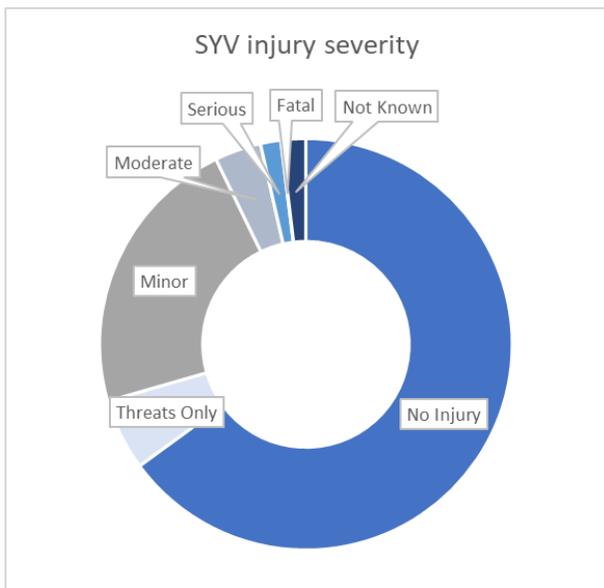
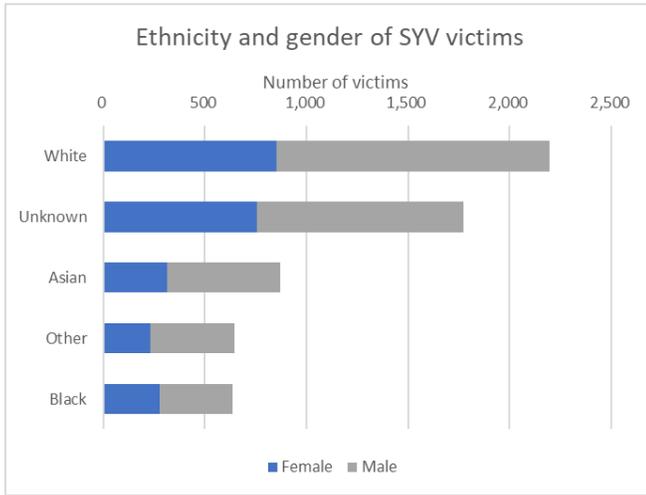
witness of violence in the last 12 months. The highest drivers of this violence were believed to be drugs (62%) and gangs (50%).

Using the London definition of SYV shows the crime types within this definition account for 36% of all robbery, violence against the person and sexual offences recorded in the borough. Approximately 79% involved a victim aged under 25 and 41% where the suspect was aged under 25. Only 20% of offences involved a young victim and young suspect under the age of 25. Highlighting that **most serious youth violence in Westminster is not committed by children and young people**. However it should be noted that most suspect data does not contain an age. Nearly one third (29%) of serious youth violence involved a person under the age of 18 as either a victim or suspect. **Only 6% of SYV offences was child on child violence.**



Just over half (54%) of all SYV comprises violence against the person offences, robbery 34% and sexual offences 11%. Under 18 violence involves proportionally more robbery offences.

Just over half (51%) of all victims of SYV were aged 18-24 and 19% were aged 10-17. Where known 60% were males and 40% females. Looking at the victims of SYV shows for nearly one third the ethnicity was unknown. Where known, 50% were white ethnic appearance, the next highest category was Asian (20%). White victims were over represented in sexual offences, while 'other' and black ethnicities were slightly over represented as victims of violence against the person.



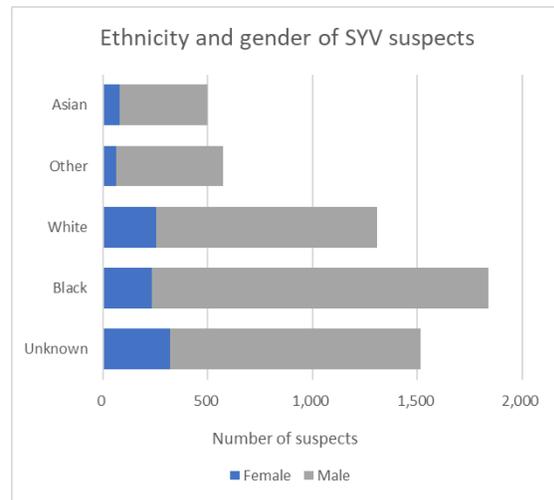
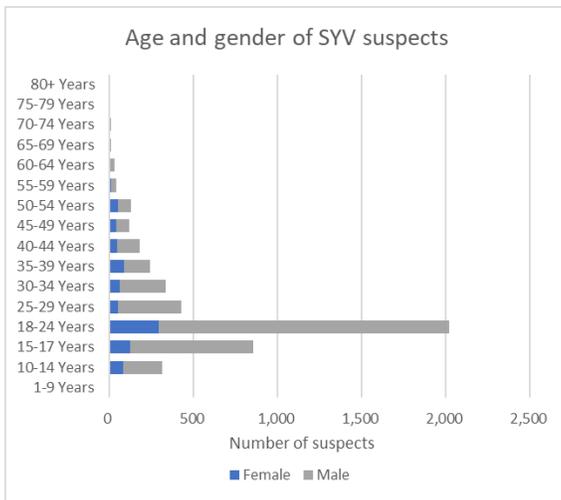
Where details on the severity of injury were recorded, nearly two thirds of offences involved no injury and 22% were minor. Three were fatal and 101 serious injuries were sustained.

Although the number of the most serious injuries and fatalities is proportionately small, the devastating impact this can have on the families, friends and community is immense.

Where known one third of victims were residents, 15% from outside of London and 52% from other London boroughs. The most common other boroughs were Brent (5%), Camden (4%), Lambeth (3%) and Barnet (3%). In contrast, **under 18 victims were more likely to come from Westminster (37%)**. Westminster victims were over represented in offences of violence against the person, while visitors from other forces and boroughs were more likely to be victims of robbery and sexual offences.

Most SYV suspects (74%) were male. Just over half of suspects were aged under 25 and were proportionately more likely to be male and of black ethnicity. Younger age groups were more likely to be suspects of robbery offences. A significant proportion of suspects had no ethnicity details recorded, where known 43% were black, 31% white, Asian and other both 12%.

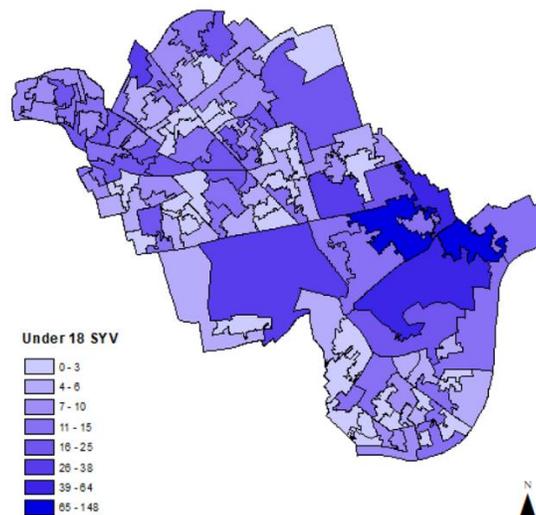
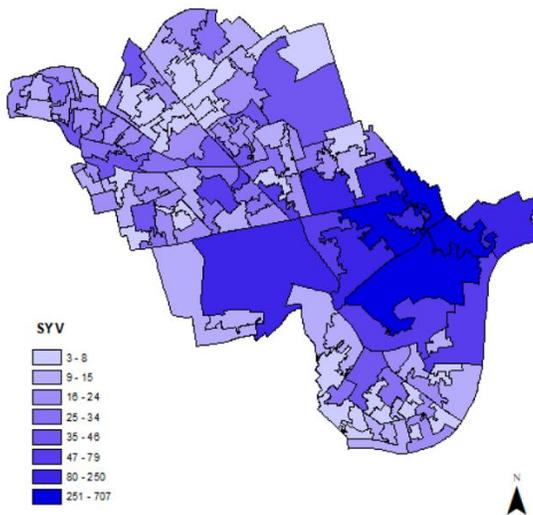
Black males were proportionally more likely to be suspects of robbery offences, whereas white, 'other', and Asian males were more likely to be suspects of violence against the person. Black male suspects were also proportionally more likely to be under 18 than other ethnic groups.



Data on the home borough of suspects is not available, but is available for accused, which is far lower in volume than suspects. Just 22% of accused home locations was identified as Westminster and most (72%) from other London boroughs. Of the other boroughs Brent (10%), Islington (5%) and then Ealing (4%) were the highest volumes of location. Under 18's were less likely to be Westminster residents (15%) and Brent accounts for the same proportion. Caution should be given due to the low volume of data.

Serious Youth Violence - October 2022 - September 2023

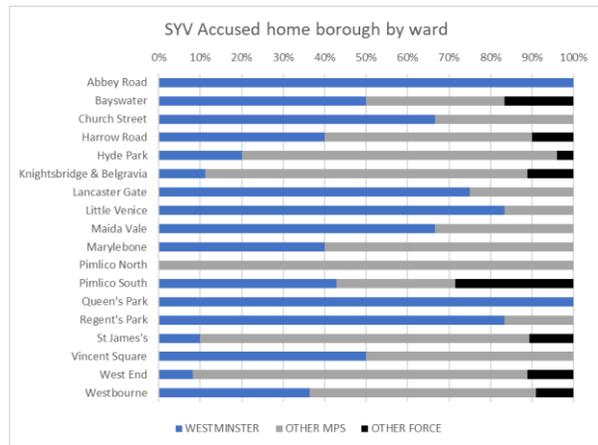
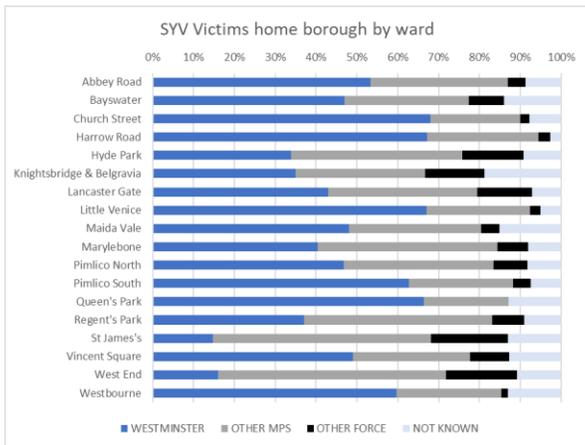
Under 18 violence- October 2022 - September 2023



Over half of all SYV occurs in the wards of West End and St James (58%), 34% in just the 3 high crime LSOAs. Other key wards are in the north west of the borough, Hyde Park (5%), Westbourne (4%) and Church Street (3%). **For under 18's the proportion of SYV within the West End areas is much lower (36%) and more pronounced within the northern wards of Westbourne (7%), Church Street, Harrow Road and Maida Vale (each 6%).**

Within the West End wards only 15% of victims were residents in contrast with the northern wards of Church Street, Harrow Road, Queens Park and Westbourne where approximately 70% were residents. Similarly, with SYV accused there was a low volume of Westminster residents recorded in the West End wards and a far greater

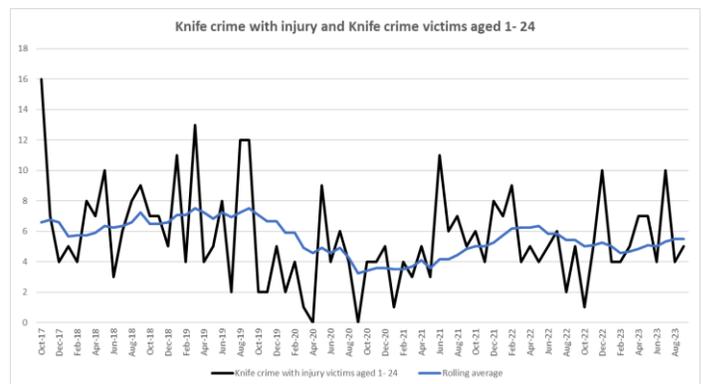
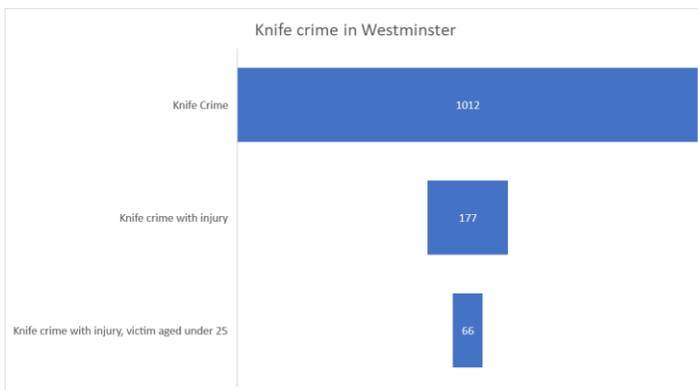
proportion in more residential areas. It should be noted the vast majority of people who commit SYV are not known, which can skew the data.



All SYV, while peaking across the week between 5pm and 6pm, peaks late night/early morning over the weekends, driven by the links to the NTE in the West End. Under 18 SYV shows a distinct split between midweek late afternoon and early evening offences. In contrast over 18s offences are concentrated late night early evening.

Knife crime

Knife crime is commonly perceived to relate to children and young people and involve injury, however the picture is very different. Over the period of review there were 1,012 knife crime offences recorded in Westminster, a 32% increase from the previous period. Knife crime in Westminster accounts for 7% of all knife crime recorded across the MPS. Of these offences only 177 (17%) involved injury and only 66 (7%) of all knife crime offences involved injury to someone aged under 25.

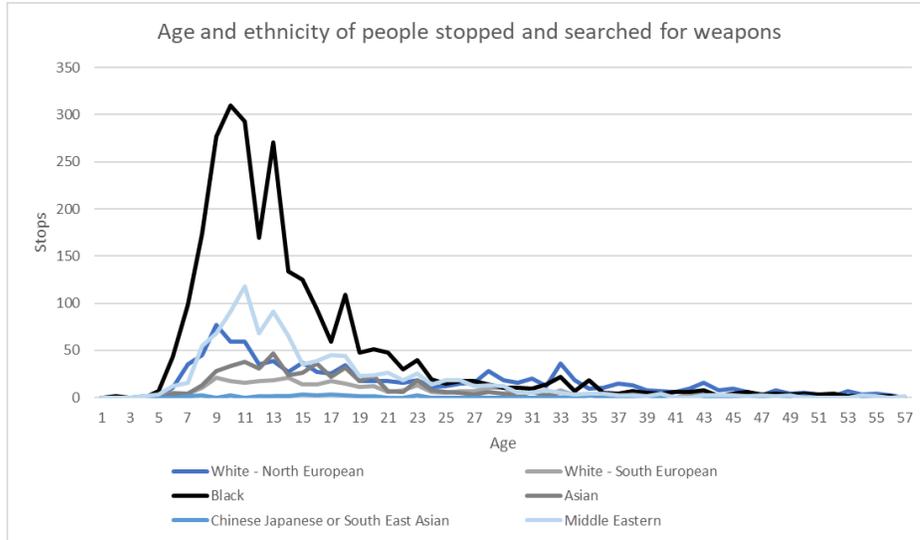


The majority of knife injury offences were recorded as violence against the person (78%), but a small but significant proportion were during robberies (20%).

Of the knife injury offences from the SYV dataset, 29% involved under 18's and 18% children and young people on children and young people injury. Of the SYV knife crime, while 47% of knife injury offences occurred within the two West End wards, this falls to 36% of under 18 violence knife injuries.

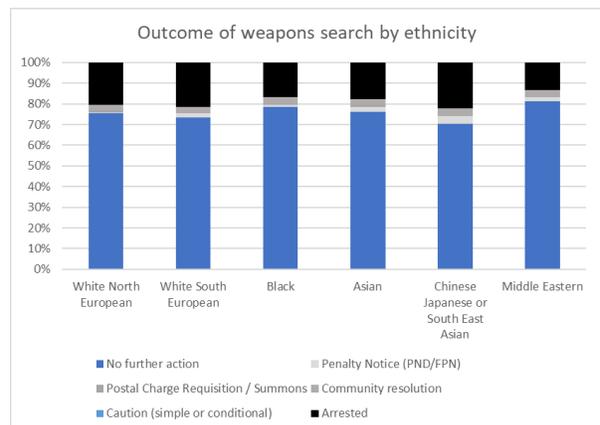
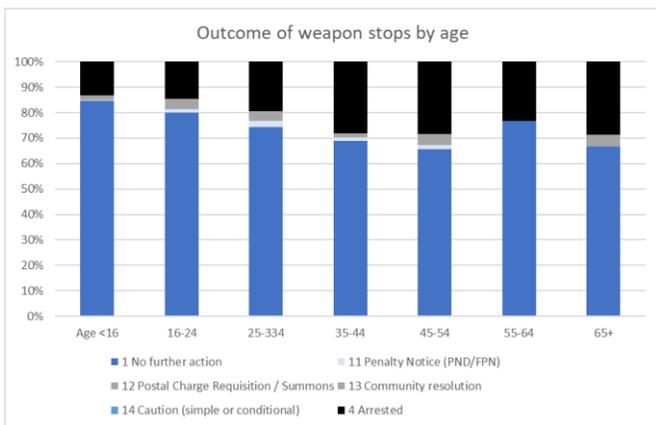
Stop and search

Police have powers to stop and search someone who is suspected of carrying weapons. Over this period there were 5,548 stop and searches for weapons⁶⁵. This is the highest volume across the MPS and accounts for 9% of all weapons related stop and searches.



The vast majority of stops were undertaken against men (96%) and 47% were described as 'Black'. Two thirds (68%) of all stop and search occur against under 25s and 10% children under 16. 'Those described as Black' were proportionately more likely to be younger than other ethnicities.

Overall **78% of weapons stops resulted in no further action** the same as across the MPS. The high volumes of stops undertaken against younger people results in a smaller proportion of positive outcomes. Black and Middle Eastern people were proportionally less likely to be arrested and conversely more likely to have a result of no further action.



Where an action was taken the majority (77%) resulted in an arrest, the next likely outcome was a community resolution (14%).

Health data on assaults

Only 2% of all London Ambulance Service call outs were for assaults. One quarter of all assaults involved an under 25 year old. Most were for male victims (82%) with 21-25 the key age group. A greater proportion of assaults in the West End were on under 25 year olds than across the rest of the borough. There was also a greater proportion of under 25 assaults that occurred during the late evening/early morning over the weekend.

⁶⁵ Includes Weapons Point & Blades (S.1 PACE s.139 CJ Act and s.60 CJO weapons).

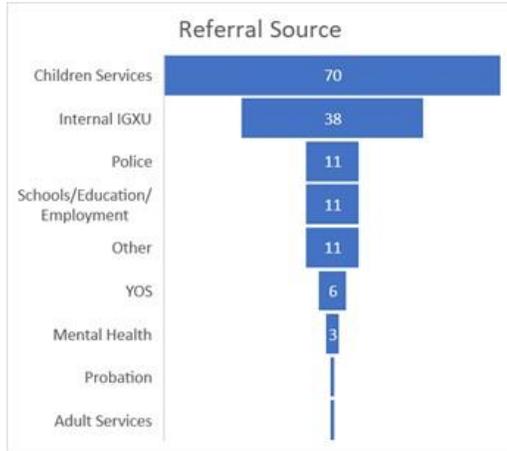
Within the period there have been 124 recorded attendances at A&E shared with Westminster through the Information Sharing to Tackle Violence (ISTV) project. The majority of the recorded injuries are from being punched/kicked etc, but there were 33 (26%) incidents where some type of weapon was used, only 6 of which were recorded as involving a blade or similar. Three quarters of these incidents occurred within the 2 wards of West End and St James’s and 78% over night between 6pm and 6am. There are no shared details regarding the victims.

Integrated Gangs and Exploitation Unit (IGXU)

The IGXU is a multi-agency, multi-disciplinary team made up of council and police officers. The unit aims to reduce gang violence to create safer communities and is built on the principles of early intervention, information sharing and personal responsibility. It gives children and young people the opportunity to exit the “gang” lifestyle through a series of services and interventions. The integrated partnership approach brings respite to the community from such behaviour which affects their quality of life in the most disruptive way. This is a non-statutory service enabling longer and different relationships to be built with the young people worked with.

Over the period of review, the IGXU worked with 167 individuals, similar to last year, 38 females and 129 males. Most of the cohort (83%) were aged 18 or under. There was an average of 74 cases open per month over the year.

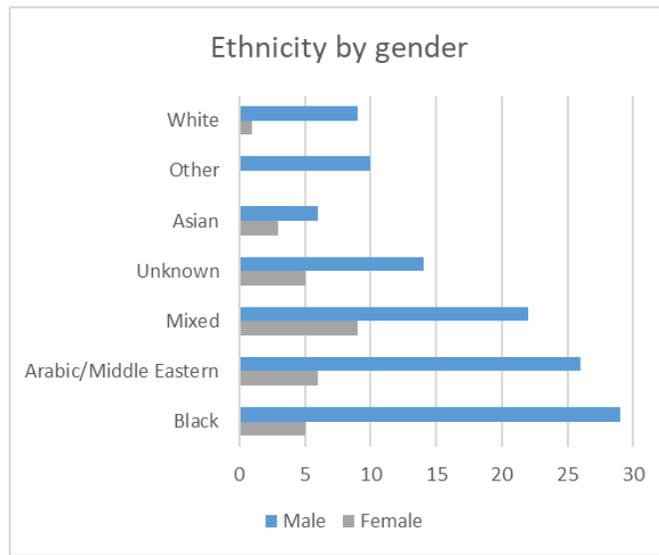
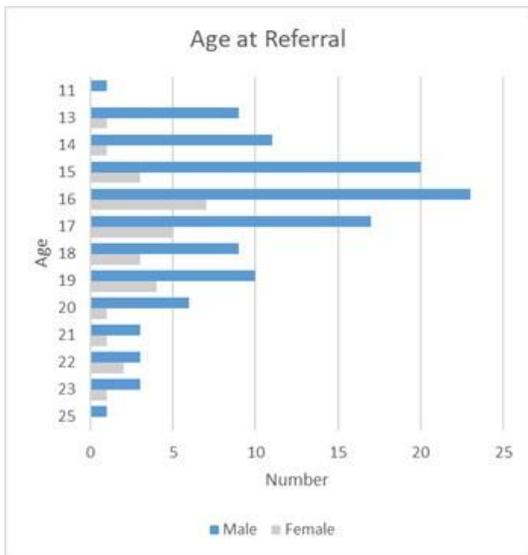
Over the summer a review was conducted of the IGXU as a recommendation from previous strategic assessments, to understand if the unit is meeting its objectives of grant agreements and is making a positive contribution to reducing youth violence and exploitation.



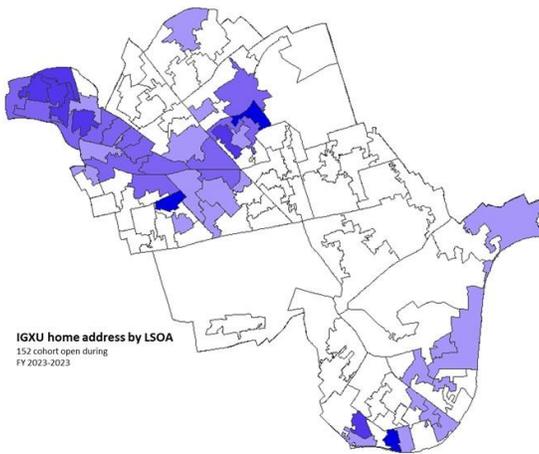
The review found referrals are made to the IGXU if people are concerned about children and young people aged 10-25 who may be at risk of, involved in, or a victim of gang-related activity, criminal or sexual exploitation, including knife crime and drug dealing. There are no absolute thresholds that children and young people must meet to be worked with by the IGXU. Allocation is a judgement call primarily by the Service Manager of the IGXU, based upon checks made on police and social care data. Allocation is also subject to the pressures of the team and capacity to offer meaningful intervention.

Nearly half of all referrals came from Children’s Services. Very few referrals were received from other agencies. This is a very similar picture from the previous 2019/20 cohort review.

Over 2022/23, 81% of the IGXU cohort were males, the median age was 16. Nearly a quarter of the cohort were defined as black ethnicity (24%) and nearly one quarter as Arabic/Middle Eastern (24%). Only 7% were defined as of white ethnicity. In a third of cases religion was not recorded. Nearly half of the cohort were recorded as being Muslim (45%).



The majority of the cohort (88%) were recorded as having siblings. Of those with siblings only 35% were known to the IGXU, which means the siblings were either worked with or known through intelligence but not necessarily worked with. There may be valid reasons why they are not known to the IGXU, such as being too old or being known to other services, but this data was not available. This is important as siblings of known gang members are at a particular risk of being drawn into gang involvement.

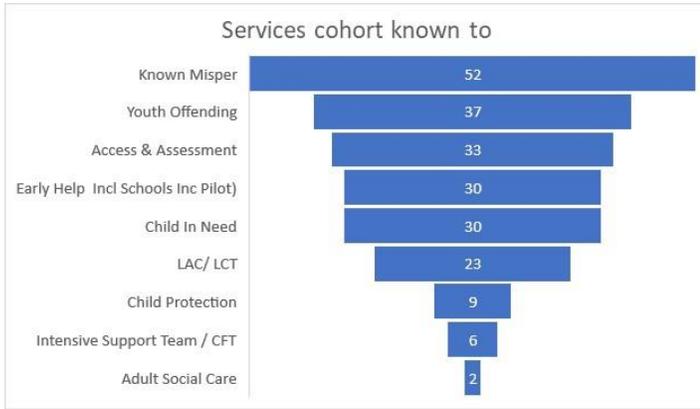


The majority of the cohort reside in the North West of the borough. **Nearly one third of the cohort reside in just two wards, Church Street (15%) and Queen’s Park (15%).**

A small proportion (16%) of the cohort lived off borough at the time of allocation. Of these children and young people, half were LAC/Leaving Care Team and the other half were moved off borough through managed moves due to individuals/families fleeing violence.

As can be seen from looking at the map of the location of SYV in Westminster, i.e., concentrated in the West End, this does not correlate with the residence of the IGXU cohort.

Of those living in Westminster, all but six were social housing tenants. The majority of the cohort (60%) were Westminster Housing tenants (the largest social housing provider on the borough). **Research has shown a strong correlation between serious youth violence and deprivation and whilst most SYV in the borough is located in the West End, deprivation is clearly a factor in where the IGXU cohort reside.**



Just over one third of the cohort were identified as being a known missing person (52) and a quarter being known to the Youth Justice Service.

37% of the cohort were not listed as being known to any services. 11% were shown as being known to 3 or more services.

Of note nearly half of the YJS cohort were also part of the IGXU cohort.

There remains a strong overlap between the IGXU and YJS cohorts, this is an important consideration when commissioning services for either team.

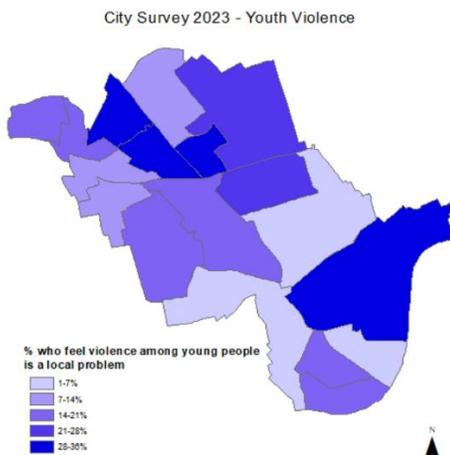
Just over half of the cohort presented with attitude/behavioural needs, the second highest category was educational concerns and risk of being exploited.

The analysis of the data showed the IGXU cohort account for a significant proportion of all knife crime offences committed in Westminster (8%). Of note, only a small proportion of the cohort are known to have committed any offences. **Working with the IGXU resulted in a 41% reduction in offences.** Just under half of the cohort (47%) showed signs of improvement in either their offending, missing status or impact scores. Of the 77 children and young people who had completed working with the IGXU, 67% showed improvements in either their offending, missing status or impact scores. The review has shown there are many elements of the work carried out by the IGXU that are successful, but that interventions are not successful with everyone.

It is encouraging to evidence the IGXU has an impact upon improving outcomes for the children and young people it works with, however as shown earlier most SYV in the borough is not committed by or against residents therefore it must be recognised the limited impact it can have on reducing overall SYV in Westminster.

Recommendation: Need to agree/develop an approach to tackling the majority of SYV that is not directed towards or perpetrated by Westminster residents.

Perceptions



On average **19% of respondents felt that 'violence amongst children and young people' was a local problem.**

St James's has the highest concerns (36%), followed by, Maida Vale (31%). Church Street (29%) and Little Venice (29%).

This shows perceptions do not necessarily correlate with the locations of youth violence.

The MOPAC Public Attitude Survey found 34% of Londoners thought Gangs were a problem, which has been steadily declining. Only 17% felt gun crime was a problem and 49% felt knife crime was a problem.

In 2023, the Young Westminster foundation conducted a consultation study⁶⁶ for children and young people, practitioners and parents across focus groups, surveys and 1-2-1 interviews. Amongst their findings they suggest the majority of children and young people surveyed in Westminster do feel safe during the day (89%) which is safer than in other boroughs (73%). However, this falls dramatically to only 42% at night. Their main concerns are people carrying knives, thefts, and gangs. The consultation with practitioner's report found children and young people are less likely to engage as a result of ongoing incidents and feelings of safety.

Violence against women and girls

Violence against women and girls (VAWG) is used to describe, domestic abuse, rape and sexual abuse, modern slavery and human trafficking, stalking, honour based violence, forced marriage and genital mutilation which disproportionately affects women. This section will provide an analysis of each of these offences.

Domestic abuse

The Domestic Abuse Act of 2021⁶⁷ was introduced to raise awareness and understanding of the devastating impact of domestic abuse on victims and their families and improve the effectiveness of the justice system in providing for victims of domestic abuse and bringing perpetrators to justice. The Act requires persons exercising public functions, including the police, Local Authority, Integrated Care Boards, Prison and Probation Services, i.e., most statutory partners of the SWP, to have regard to the guidance in the exercise of those functions. The majority of the Act is now in force.

Domestic abuse has a significant impact on children and young people of all ages. Section 3 of the Domestic Abuse Act recognises children as victims of domestic abuse if the child sees, hears, or experiences the effects of the abuse, and is related to, or falls under 'parental responsibility' of, the victim and/or perpetrator of the domestic abuse. In response to this change in July 2023 MOPAC launched the second round of the Mayor's VAWG Grassroots Fund, which supports the resilience of organisations working to end VAWG in minoritised and marginalised communities. This was followed in September by the launch of the Trusted Youth Allies pilot project, which will train trusted adults in how to support young Londoners who have experienced crime.

Domestic abuse can cause serious and devastating long and short term physical and mental, emotional, and psychological health impacts on adults and children. Ministry of Justice ⁶⁸data suggests 57% of female offenders and 6% of male offenders have suffered domestic abuse.

The Crime Survey for England and Wales (CSEW⁶⁹) estimates **4.4% (5.7% women and 3.2% men) of people aged 16 and over experienced domestic abuse in the year ending March 2023, that would equate to 5,258 females and 2,727 males in Westminster.** The CSEW found no significant change in the prevalence of domestic abuse experienced in the last year compared with the previous year. A higher percentage of people aged 16 years and over experienced domestic abuse by a partner or ex-partner (3%) than by a family member (1.8%) in the last year.

⁶⁶ 124 children and young people interviews, 110 children and young people surveyed, 114 parents and practitioners survey, 32 practitioners in focus group, 15 youth council and young researchers focus group

⁶⁷ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1089015/Domestic_Abuse_Act_2021_Statutory_Guidance.pdf

⁶⁸ Ministry of Justice. Supporting data tables: Female Offender Strategy: Data from 2013 to 2018. 2018.

⁶⁹ <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/domesticabuseinenglandandwalesoverview/november2023>

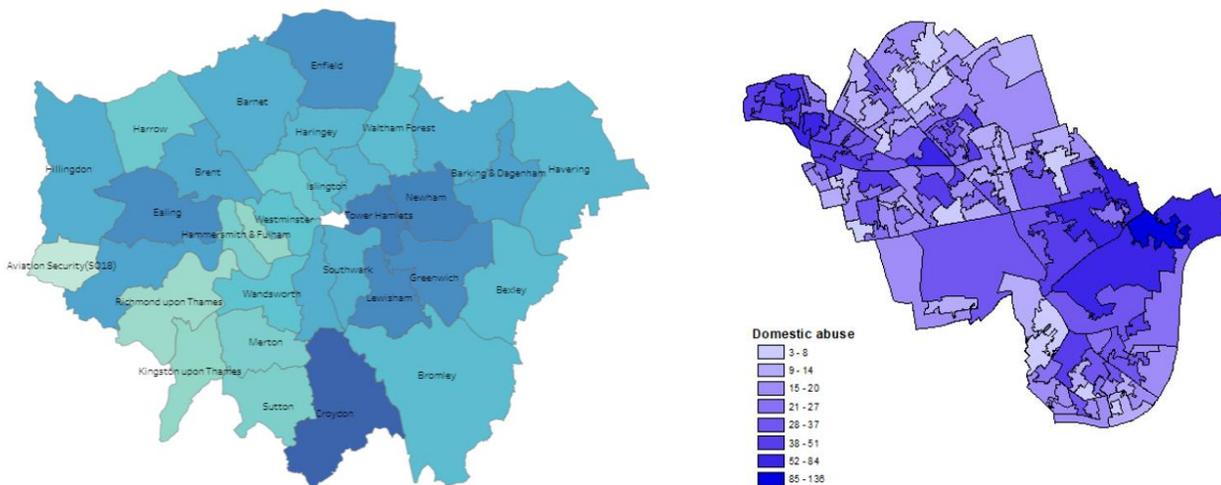
Health is a key partner in tackling domestic abuse. The CSEW estimated 33% of victims experiencing partner abuse received medical attention as a result of physical injuries and other effects. Around one in five partner abuse victims reported telling healthcare professionals about this abuse.

Domestic abuse is the most common factor in cases where children are at risk of serious harm⁷⁰, which demonstrates the key role that Family and Children’s Services play in safeguarding children and young people and their families. Services must also work to identify suspected abuse from as early as possible to prevent the escalation of cases and the long-term impact on children and children and young people, which can be difficult when considering the complexity and intersectionality of families’ experiences.

Domestic abuse is the most common risk factor identified by social workers in assessments and is a key driver of need for children’s social care⁷¹. There is also a correlation between experiences of abuse and mental health for children and children and young people. Safelives estimated that 27% of children who develop a mental health condition do so primarily as a result of being exposed to domestic abuse⁷². The act also created a statutory obligation on local authorities to provide support for children who have experienced abuse, as they are now classed as victims. An NSPCC study found out of 119 local authorities, only 23% provided dedicated support and trained advisors for children who have experienced sexual and domestic abuse.

MOPAC VAWG Prevention Toolkit for Schools has set a target that 70% of teachers report an increased confidence to support children and young people regarding healthy relationships, Q2 figures show 89% have shown increased confidence.

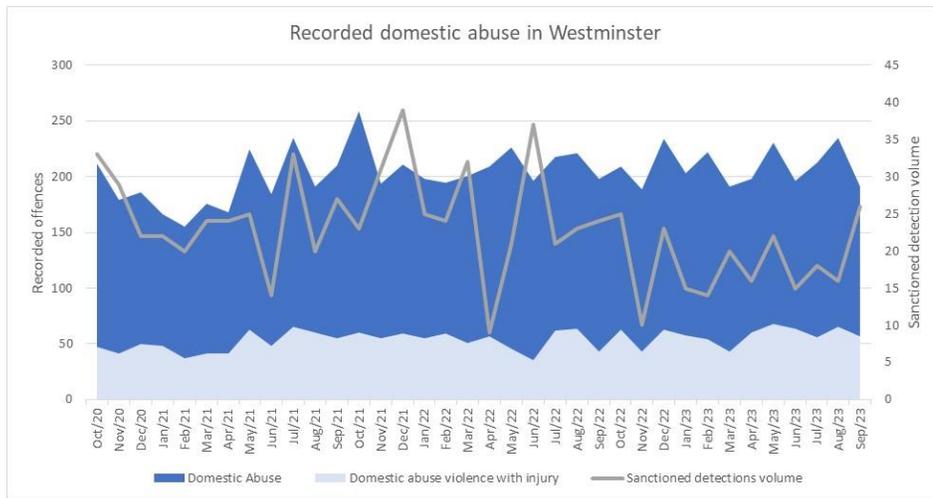
Of all crimes recorded across the MPS 9.5% were domestic abuse, in Westminster this was 2.7%.



⁷⁰ Dickens et al (2022) Learning for the future: Final analysis of serious case reviews, 2017 to 2019, Department for Education

⁷¹ In the year ending 31 March 2021, domestic abuse (concerns about a parent) remained the most common factor identified at the end of assessment, recorded in 168,960 episodes of children in need (34% of all episodes where assessment factor information was recorded). ONS. Characteristics of children in need: 2020 to 2021: Data year ending March 2021.

⁷² Safelives, Investing to save: Domestic abuse and the CSR (September 2021)



Recorded domestic abuse offences in Westminster have remained stable over the last two years (2,526 last year and 2,497 this year). Whilst there has been a slight increase in the volume of offences that involve injury from 26% to 28%. Westminster has lower than average numbers of recorded domestic abuse offences than other London boroughs, but has the **second**

highest proportion of offences that involve injury. Whilst recorded offences have remained stable **the volume of sanctioned detections has decreased from 309 (12.2%) to 220 (8.8%).** This picture is consistent with changes across the MPS. It is estimated less than 1 in 5 victims report their abuse to the police. Therefore, awareness raising is essential to ensure victims receive the help and support needed. Based upon the estimated prevalence of domestic abuse from the CSEW i.e., 7,985 victims in Westminster the number of reports to the police is higher than expected.

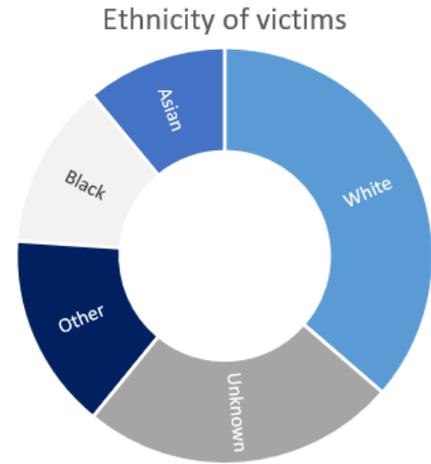
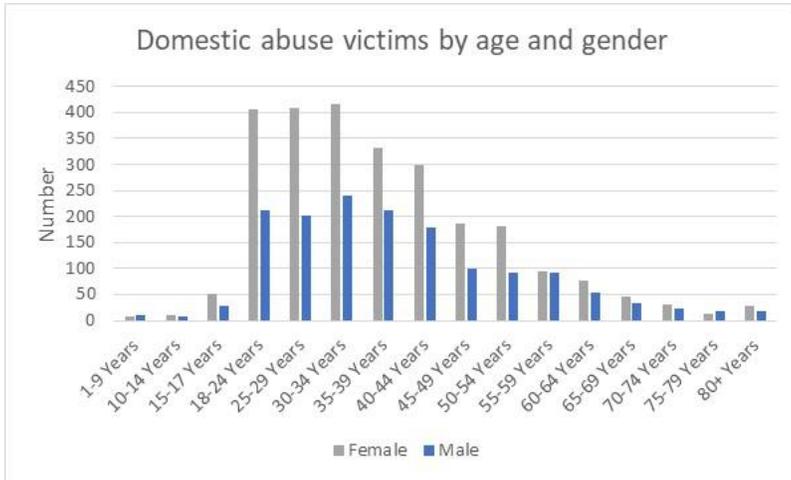
Police CRIS data shows 37% of all recorded domestic abuse is ‘other accepted crime’, i.e. not a notifiable offence. One third was violence without injury and 18% violence with injury. Of the violence with injury offences 60% were actual bodily harm, 18% non-fatal strangulation and suffocation and 18% inflicting grievous bodily harm without intent.

Domestic abuse is much less geographically concentrated than other crimes. St James’s (10.4%) and West End (9.6%) have the highest concentrations but more deprived wards of the borough namely Queen’s Park (8.6%), Westbourne (7.3%), Church Street (7.0%) and Harrow Road (6.8%) have the next highest concentrations.

There were no distinct temporal peaks of offences but a slight increase in offences over Saturday and Sunday. There were no distinct temporal differences between the wards. Domestic abuse involving violence with injury accounted for a greater proportion of domestic abuse offences in Little Venice (24%), Hyde Park (23%), St James’s (21%) and Marylebone (20%). In 56% of cases the victim’s address was the same as the offence. The smallest proportion of offences at the victims’ address was in St James’s (26%) and West End (29%) and the greatest in Queen’s Park (76%) and Abbey Road (75%).

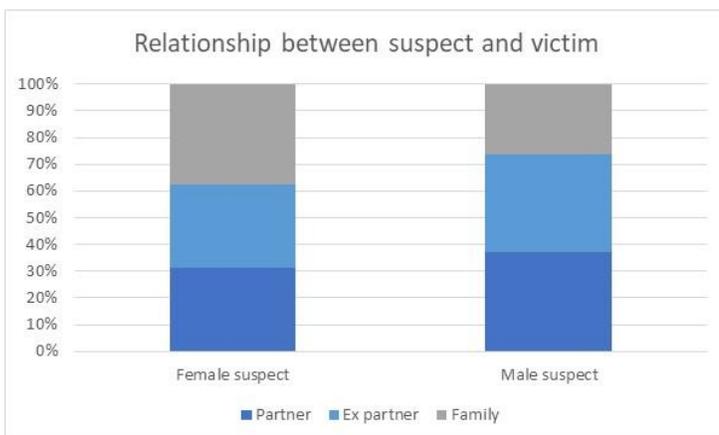
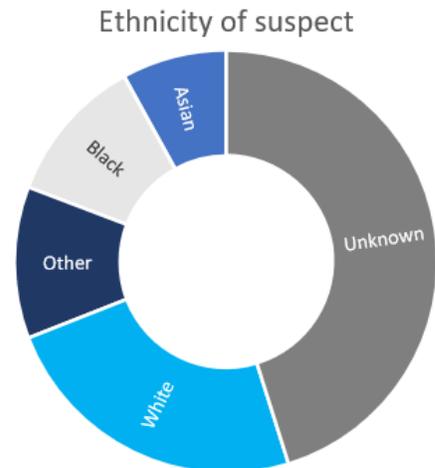
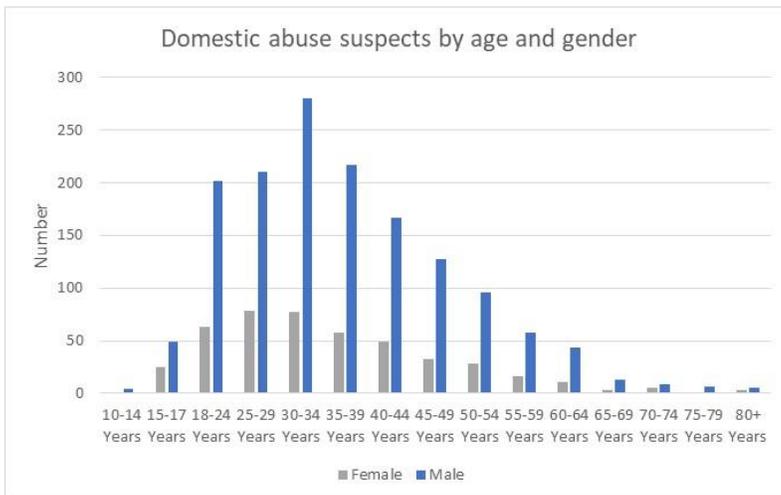
Looking at the victim data shows 63% of victims were females and 37% males. The CSEW found women accounted for 73.5% of all victims of domestic abuse across England and Wales. Showing **males make up a greater proportion of victims in Westminster than nationally.** In response to this Cranstoun have recently been commissioned to provide support to male victims, which was previously lacking in the borough.

Only 3% of victims were juveniles, the majority (71%) were aged 18 to 44, 5% were aged over 65. In a quarter of cases the ethnicity of the victim was not known. Over one third (35%) were of white ethnicity.



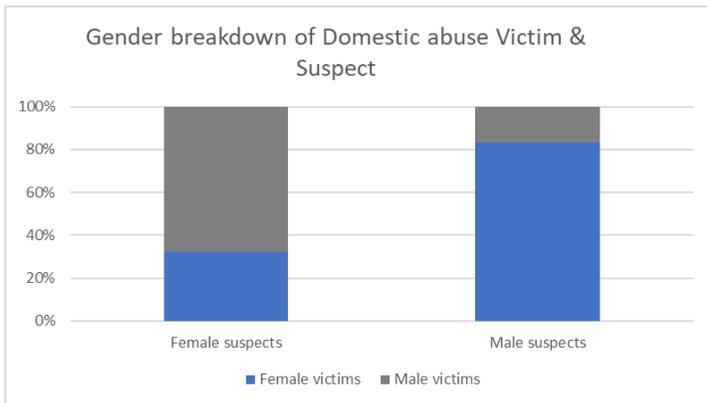
Previous assessments have shown repeat victimisation to be very high for domestic abuse. This data was not available for this assessment and is one of the most important data sets to inform any strategy to tackle domestic abuse.

Very few crimes have accused data, so suspect data is also reviewed. For suspect data 76% of suspects were male compared with 91% of all accused. In 4% of cases the suspect was a juvenile, two thirds were aged between 18 to 44 years, 2% were aged over 65. For suspects the ethnicity was unknown for 45% of offences, 24% were of white ethnicity.



Police data provided details on the relationship between suspect and victim, **most cases (69%) involved an ex-partner (34.5%) or current partner (34.5%)**. Family members were listed in 28% of cases and other relationships listed for the remaining 3%. For female suspects the most common relationships were ex-girlfriend of victim (25%), girlfriend of victim (20%), daughter of victim (11%), sister of victim (11%) and mother of victim (10%).

For male suspects the most common relationships were ex- boyfriend of victim (28%), boyfriend of victim (20%), husband of victim (12%), son of victim (9%) and brother of victim (8%).



Gender was unknown for many suspects and victims, where known 68% of offences where the female was a suspect the victim was a male. Where males were a suspect 83% of victims were female.

Domestic abuse most commonly takes place in intimate partner relationships. In the year ending 2021, 57 women and 10 men in England and Wales were recorded as being victims of homicide by a current or ex-partner. According to the Femicide Census, 38% of women killed by their ex-partner or ex-spouse were killed within the first month of separation and 89% in the first year. There were no domestic homicides over this reporting period, however two domestic homicide reviews are ongoing.

A desire to exert power and control is commonly recognised as the key motive for perpetrators. CSEW data found younger males are more likely to be perpetrators and there are multiple complex risk factors that can influence whether someone may perpetrate domestic abuse. This includes experience of child abuse, exposure to violence at home, neighbourhood deprivation and societal and cultural norms that condone violence and gender inequality.

For those accused three quarters received a charge/further charge and one quarter an adult caution. Of those receiving an adult caution half of the offences were violence with injury.

As part of the Policing & Crime Plan ‘violence is prevented and reduced’ strand, a desired outcome is for re-offending to be reduced in the most violent and risky cohorts. Data at the end of September 2023 showed **25% of all perpetrators of domestic abuse were repeat offenders**. Highlighting the importance in targeting this cohort who cause a disproportionate amount of harm. As part of the New Met for London the MPS will be looking to target the 100 most prolific high-harm VAWG offenders.

The Drive model is a case management model for high-risk and high-harm perpetrators to reduce the likelihood of re-offending. The project includes an IDVA to support the victim, a case manager who will work with the perpetrator and partner agencies tailor a response for the individual for around 12 months.

An evaluation of the Drive⁷³ programme found 22% of service users at intake reported housing needs. Just under one fifth had employment difficulties or misused alcohol and one in seven had mental health difficulties. MOPAC have set a target for 95 high-risk domestic perpetrators to be allocated to the project, at the end of Q2 there were 33 on the programme which is below target. Year to date 86% of open cases were fully engaged on the programme.

⁷³ Drive Project developed, by Respect, SafeLives and Social Finance, out of a need to address perpetrators repeatedly offending with either the same or new victims.

Westminster has been successful in securing funds via the Home Office Perpetrator Intervention Fund. This is for Culturally Informed Familial Approach (CIFA) and Drive Model. CIFA programme will deliver an intersectional family and community approach to tackling domestic abuse in 10 London boroughs, focusing on integrated victim safety support, 1:1 perpetrator delivery, adult-to-parent familial DA intervention, LGBTQI+ delivery and outreach work. Over 2023/24 a target of 300 referrals are expected across the 10 boroughs, at the end of Q2 only 114 referrals have been received.

Recommendation: Robust monitoring of the new domestic abuse perpetrator programmes is needed to ensure the most prolific offenders receive adequate support and reduce their risk of re-offending.

The Crown Prosecution Service (CPS) domestic abuse related charging rate increased for the second year to 76.5%. This is the highest charging rate since records began in 2015. The percentage of prosecutions leading to a conviction in the last year was 76.4% the same as last year. Of the cases that did not result in a conviction most were as a result of complainant related issues (including victim retractions, victim non-attendance at trial or where the evidence of the complainant did not support the case). Only a quarter of cases resulted in an acquittal.

The police across England and Wales made 36.3 arrests per 100 domestic abuse-related reported crimes in the year ending March 2023 an increase from 29.6 in the previous year⁷⁴.

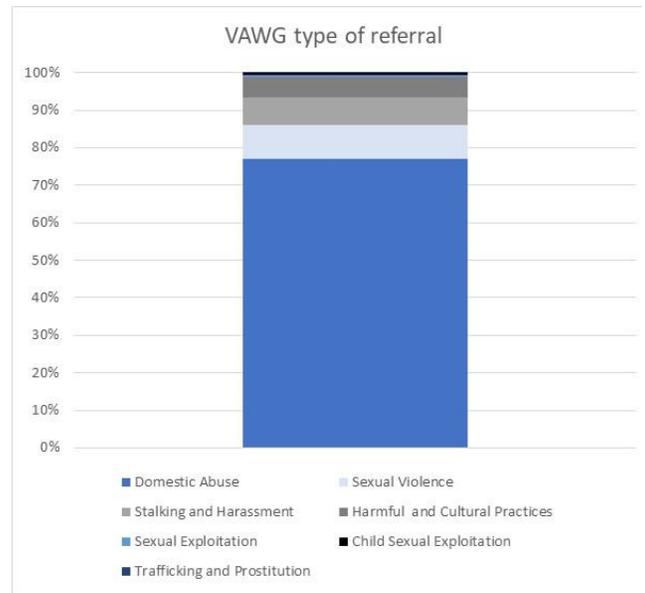
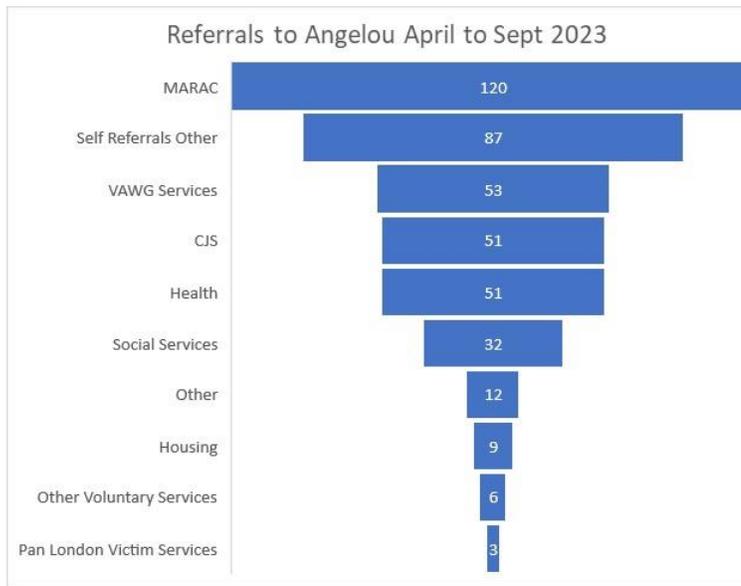
It is estimated only one fifth of domestic abuse offences are reported to the police, so looking at other data sources can provide a wider understanding of who is most likely to be victimised and perpetrators. There are many services commissioned locally and pan London to provide support for victims of domestic abuse.

The Angelou Partnership, which is a consortium of ten organisations, have been commissioned in Westminster for a number of years to provide specialist support for women and girl survivors and their families and men and boys from the LGBT community.

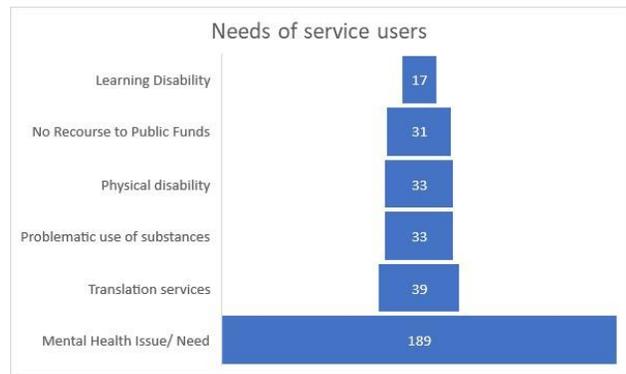
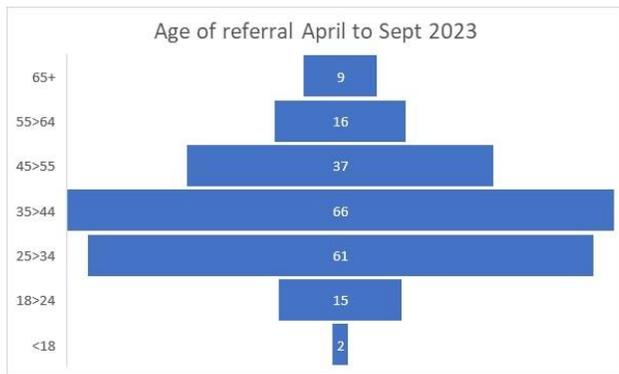
Over the review period, 770 referrals were made to Angelou of which 513 were new referrals. This is a significant decrease from 1,134 the previous year. This is believed to be due to cases taking longer to progress through the court system, meaning cases are open for longer. Over a quarter of referrals were made via the MARAC (multi agency risk assessment process) and nearly one fifth are self-referrals. Over three quarters of referrals (77%) were for domestic abuse support. With emotional abuse (39%), coercive control (24%) and physical abuse (22%) being the main types of domestic abuse. The next highest category of support was for sexual violence (9%).

⁷⁴ [Domestic abuse and the criminal justice system, England and Wales - Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk/domestic-abuse-and-the-criminal-justice-system)

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The majority (94%) of all referrals were for females. Where known, 36% of referrals were of white ethnicity followed by 22% of Arabic/North African. Nearly two thirds of referrals (62%) were aged 25 to 44 years, 8% were aged less than 24 and 4% were aged over 65 years. Mental health issues/need remain the key need of service users to Angelou.



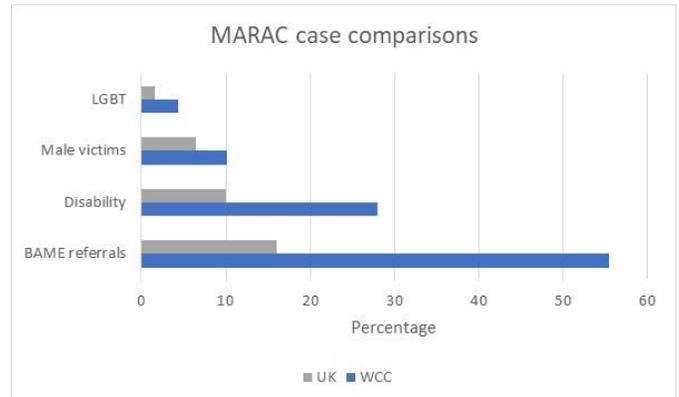
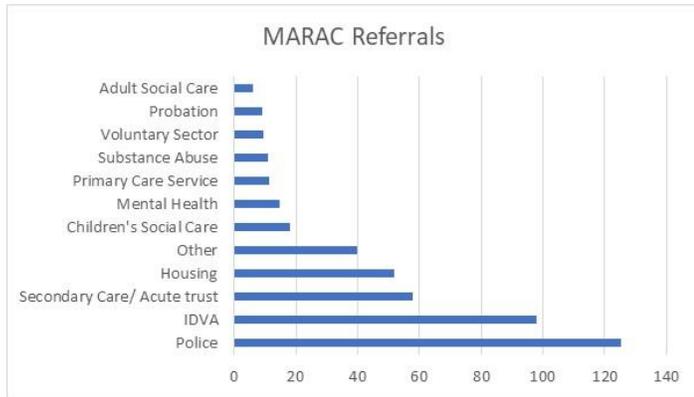
In terms of the type of support provided, health and wellbeing remains the greatest support provided, followed by accommodation and housing. A greater proportion of clients are now requiring support with immigration and welfare and benefits than previous years, which is believed due to the worsening economic crisis.

At the end of September 2023, 99% of women reported increased safety and feelings of safety as measured by exit surveys following working with Angelou.

Multi agency Risk Assessment Conferences (MARAC) are held to review high risk domestic abuse cases. Safelives found the number of MARACs discussed nationally in the 12 months to June 2023 decreased by 10% from the same period last year. In Westminster there were 453 cases discussed compared with 483 the previous year. Of these cases there were 325 children in the household of the abuse.

Case volumes remain high, and a review is on-going to understand why the volume is so high. The high caseload draws on partnership capacity resulting in less capacity to respond to immediate needs.

Over one quarter (28%) of all referrals were from the police, this is far lower than SafeLives recommendation level of 60-75% and nationally (64%). The next highest category was via an Independent Domestic Violence Advocate (IDVA) at 22%.



Looking at the percentage of cases in Westminster that meet certain criteria compared with across the UK shows Westminster has far greater proportion of BAME, disability, male and LGBT victims than the UK.

The number of repeat cases was 24% for Westminster below the 28-40% SafeLives recommends and nationally at 32%. This could be an indication that cases are not being flagged appropriately to identify repeats or agencies are not re-referring when necessary.

Over the first two quarters of this financial year there were two cases where the victim was aged 17 or below. There are no national comparators for this data yet. Most cases (83%) involved abuse towards an ex or current intimate partner, 15% was intrafamilial abuse nearly half being child to parent. This is a greater proportion of offences involving an ex or current partner than cases reported to the police.

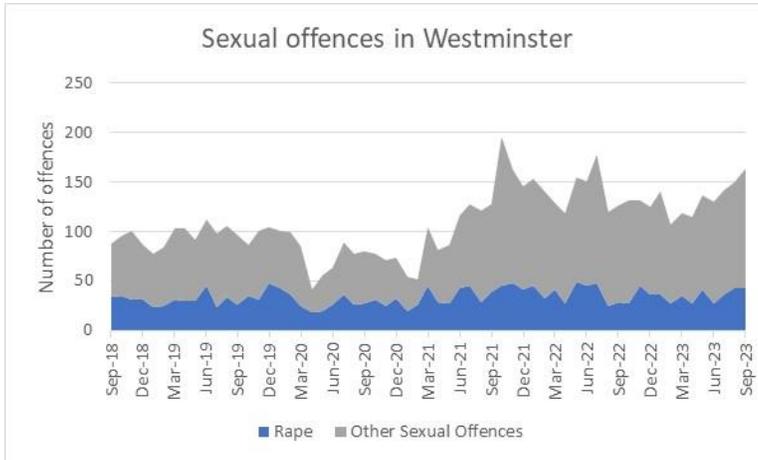
Adult safeguarding data shows 10% (76) of all referrals to them were related to domestic abuse/violence. Just over one third related to adults under the age of 34 and 12% over the age of 75. This has been a consistent trend over the last couple of years.

The Domestic Abuse Act placed a legal duty on councils and the GLA for London to fund support for survivors, including children in 'safe accommodation'. Alternative housing options, whether refuges, social housing, or private accommodation, are key to ensuring victims are able to escape domestic abuse and factor strongly in a victim's decision making about whether they stay or leave a perpetrator. It is vital for housing providers to recognise and respond to the signs of domestic abuse as a SafeLives report found domestic abuse to be often misdiagnosed as ASB.

The Domestic Abuse Housing Alliance (DAHA) is a partnership establishing the first domestic abuse accreditation for housing providers. It aims to improve the housing sector's response to domestic abuse through the introduction and adoption of an established set of standards and an accreditation process. DAHA has led the introduction of a Whole Housing Approach to domestic abuse in partnership with groups include Surviving Economic Abuse and Safer London. The programme is being piloted in Westminster and aims to raise awareness of domestic abuse within all housing sectors and improve outcomes for victims so they can achieve stable housing and live safely.

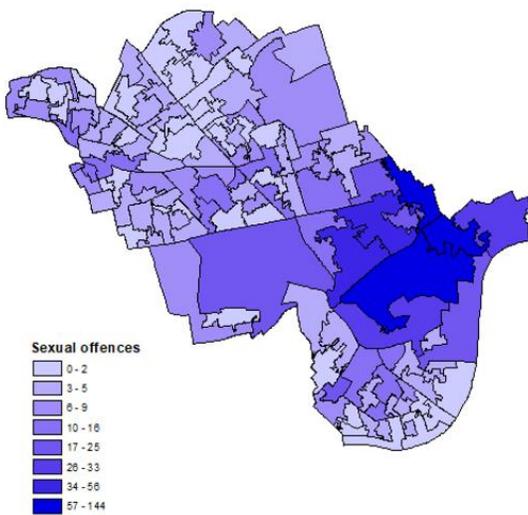
Sexual Violence

The CSEW for the year ending March 2023 estimates that **2.1% of people aged 16 years and over had experienced sexual assault (including attempted offences) in the last year. That is approximately 3,727 people in Westminster.**



This chart shows the number of sexual offences in Westminster over the last five years. There were 1,593 offences recorded compared with 1,773 last year. Westminster continues to have the highest volume of sexual offences recorded across the MPS and **accounts for 6% of all MPS offences.** Offences across the MPS decreased by 5% compared with a 10% decrease across Westminster.

Sanctioned detection rates continue to decline and were 7.7% at the end of September 2023 compared with 8.6% last year and 30% ten years ago.

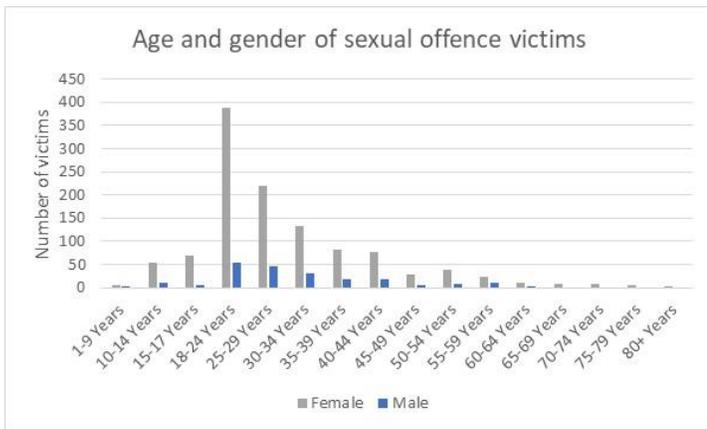


Less than 2% of all crime recorded in the borough was sexual offences. Other sexual offences make up nearly three quarters of all sexual offences and rape 27%. **Rape offences account for only 0.5% of all offences recorded in the borough, yet account for 18% of the total Cambridge Crime Harm score, evidencing the serious harm it causes to victims.**

Over half (57%) of all sexual offences took place in St James's (31%) and West End (26%) wards. This concentration is more pronounced for other sexual offences (63%). Just over one third of offences were located in just three LSOAs.⁷⁵

Most offences (69%) occurred during the night time economy. Peaking between 22:00 to 02:59 hours and Friday and Saturday evening. Most victims are female (83%) and nearly two thirds (64%) were aged between 18 to 34 years. In a third of cases ethnicity was not known. Where known 63% of victims were of white ethnicity.

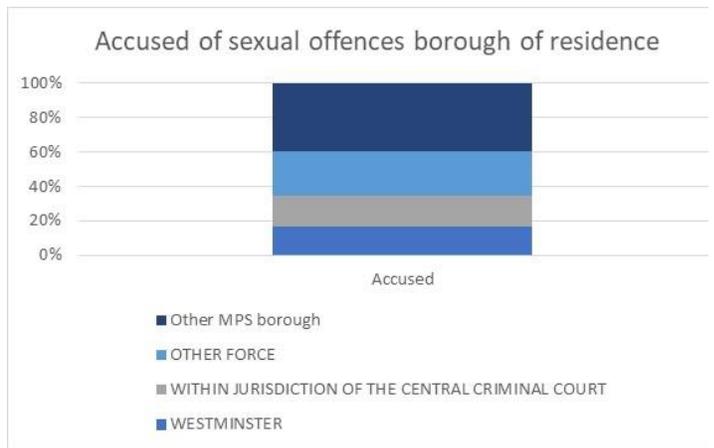
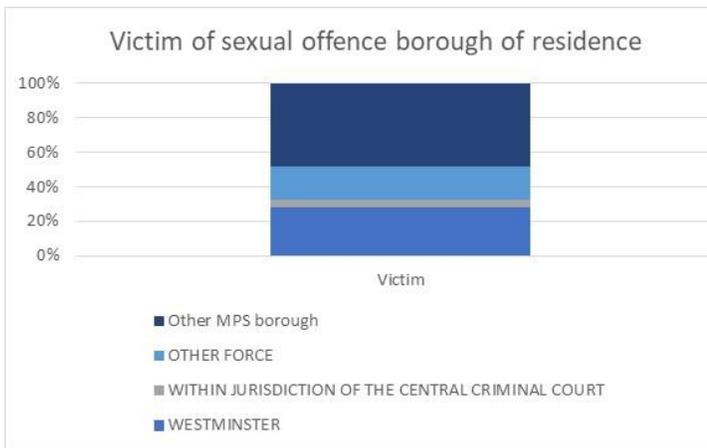
⁷⁵ E01004736, E01004734, E01004763.



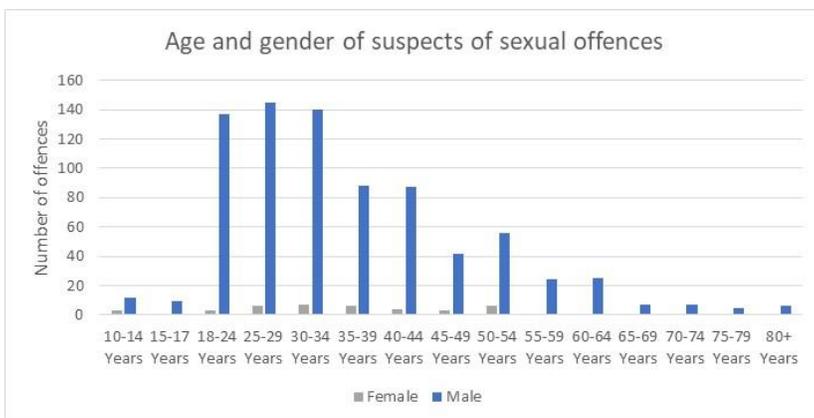
Ethnicity of sexual offence victims



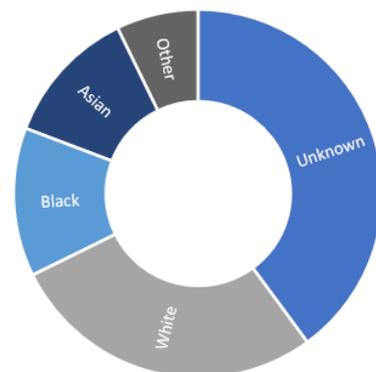
Looking at data of where the victim and accused reside, **29% of victims were residents of Westminster and 17% of accused.** Offences against non-residents were more likely to take place in the two West End wards and more likely to be victims aged 18-34.



Everyone accused of sexual offences was male, compared with 95% of suspects. Nearly one quarter of accused (22%) were aged 18-24 years, compared with 13% of suspects. The most common ethnicity of accused was white (39%) followed by Asian (25%) for suspects where known, this was 46% and 22% respectively. Most accused (90%) received a charge/further charge the remainder receiving a caution or conditional caution.



Ethnicity of sexual offence suspects



As part of the Policing & Crime Plan 'Violence is prevented and reduced' strand, a desired outcome is for re-offending to be reduced in the most violent and risky cohorts. Data at the end of September 2023 showed that 10% of all perpetrators of sexual violence across the MPS were repeat offenders.

Operation Soteria was launched by the Home Office in June 2021 as a core action in the UK Government's End to End Rape Review to help deliver the ambition to more than double the number of adult rape cases reaching court by the end of this Parliament. A review of the first year of delivery found policing needs a capable, confident, and reflective workforce which is equipped with evidence formed knowledge about the impact of rape and sexual offences on victims, the contexts within which rape and other sexual offending happen, the nature of sexual offending locally and offending strategies used by sexual offenders.⁷⁶

MOPAC have been engaging with NHS England (NHSE) as part of their Enhanced Mental Health Pathfinder (EMHP) project, which seeks to improve the support available to victims/survivors of sexual violence who have complex mental health needs. MOPAC is working closely with NHSE to ensure the recommendations from its own review of sexual violence victim support services are aligned with the findings of the EMHP project.

Modern Slavery and Human Trafficking (MSHT)

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

The National Referral Mechanism (NRM) is the UK government's system used to identify and support potential victims of modern slavery. The Council is one of several organisations who can refer in to the NRM as a First Responder Organisation. Children who have been exploited should always be referred into the NRM and do not need to provide consent. For adults, consent must be sought to enter the process. **From October 2022 to September 2023 the Council submitted 24 NRMs** for adults and children, along with 3 Duty to Notify (when a potential adult victim of modern slavery did not consent to enter into the NRM). Although these figures show some of the victims the Council encounters, this is data from one specific dataset and is not representative of the true number of individuals experiencing modern slavery in Westminster, which is significantly higher.

Police recorded crime data⁷⁷ shows there were 117 modern slavery crimes in Westminster over 2022/23 and 18 between April to June 2023. The latest Home Office data⁷⁸ for England and Wales shows the number of potential victims of modern slavery referred into the NRM or via the Duty to Notify process. April to June 2023 saw the lowest level of referrals since January to March 2022. The most common nationalities referred remain Albanian, British and Vietnamese. Most victims were male (75%), and this proportion is steadily increasing. Most victims were referred due to labour exploitation (28%), which is more prevalent in adults. County Lines made up 10% of all referrals, most were for male children.

Westminster police CRIS data showed details of 89 victims of modern slavery, victims were evenly split between males and females. Children account for one fifth of victims, 18-24 year olds a further fifth and one third were aged over 40 years old. Most offences were classed as violence without injury. Nearly half of the offences were recorded in St James's and West End wards.

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https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1128688/E02836356_Operation_Soteria_Y1_report_Accessible.pdf

⁷⁷ <https://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables>

⁷⁸ <https://www.gov.uk/government/statistics/modern-slavery-national-referral-mechanism-and-duty-to-notify-statistics-uk-april-to-june-2023/modern-slavery-national-referral-mechanism-and-duty-to-notify-statistics-uk-quarter-2-2023-april-to-june>

The Passage homeless charity in Westminster identified 28 potential victims of modern slavery between April to December 2023. Most were males (68%) and most had mental health and/or substance misuse problems. A high proportion had no recourse to public funds, impacting the services they can access. Where known most were exploited for labour or forced criminality. The majority became homeless as a result of their exploitative experience whereas some were already homeless, highlighting how criminals are keen to exploit individuals vulnerable circumstances.

The Illegal Migration Act received Royal Assent in July 2023. The Government's stated rationale for the Bill's Modern Slavery provisions was to avoid the use of the modern slavery system as a 'loophole' that can be abused. There have been concerns raised by the modern slavery sector that provisions in the Act which restrict access to support for potential victims with irregular immigration status will result in more victims being reluctant to access services. If fewer victims are willing to report modern slavery, it will make it harder for law enforcement to identify the criminals who are responsible for exploitation and modern slavery.

Stalking

Stalking is a pattern of repeat and persistent unwanted behaviour that is intrusive and endangers fear. The CSEW found **stalking and harassment accounted for a third of all police recorded violence**. The latest prevalence data to March 2023 found 8.7% of men were victims once or more since the age of 16. For females this increased to 20.6%. If looked at **over the last year alone this was 2.4% for males and 4.4% for women. That is approximately 2,045 men and 4,059 women in Westminster.**

Police recorded crime data shows over 2022/23 there were 356 stalking cases recorded in Westminster and 100 between April to June 2023. Three quarters were flagged as domestic abuse. Angelou received 72 referrals for stalking and harassment representing 7.5% of all of their referrals. As numbers are low it is difficult to identify any key trends and it should be noted that data can easily be skewed. There were no temporal patterns of note, most offences were recorded in West End ward (14%) followed by Harrow Road, Queen's Park and St James's ward (10% each). Females made up 70% of victims, there were no distinct age peaks, 87% of all victims were evenly spread between 18-49 years. Only 1% was a juvenile. Where known half of victims were of white ethnicity and 21% Asian.

There were few accused details to show the relationship between victim and perpetrator where shown they were all known to the victim as either an ex-partner, acquaintance or a relative. Where known, three quarters of suspects were males. Most suspects were aged between 18-34 years (59%), 11% were juveniles. Where known 45% of suspects were of white ethnic appearance and 29% black.

MOPAC have commissioned Stalking Awareness Training for MPS officers. In 2024 this will be expanded to the CPS and London Probation. They also commission the London Stalking Support Service, which is a pan London service for victims.

Honour based killing, forced marriage and female genital mutilation

Understanding the prevalence of harmful practices, including so called 'honour' based abuse, female genital mutilation and forced marriage, is challenging as there is limited information.

Government statistics⁷⁹ show The Forced Marriage Unit gave advice and support in 302 cases related to a possible forced marriage and/or possible female genital mutilation over 2022. Most cases (39%) were victims aged 18-25 and 29% involved victims aged 17 years and under. Most (78%) involved female victims and 19% of cases had mental health concerns.

Looking at the focus country, i.e., the country to which the forced marriage risk relates most were Pakistan (49%) followed by Bangladesh (14%).

There were 11 crimes flagged as honour based violence on CRIS over the last year, the majority of victims were female, none were flagged as having any injury.

Family court data shows between July to September 2023 there were 85 applications made across England and Wales for Forced Marriage Protection Orders (FMPOs) the highest for a number of years, most (72%) were for people aged 17 and under.⁸⁰

Angelou received 53 referrals for harmful and cultural practices representing 5.5% of all of their referrals.

Data for the financial year 2022/23 Annual FGM report on data collected by healthcare providers in England⁸¹ found 490 attendances by Westminster residents, a significant increase from 395 recorded last year, these attendances related to 70 individuals. Most treatment was received via the midwifery service as most were pregnant. Five women had undertaken corrective de-infibulation procedures and the majority received advice regarding the illegality of FGM and the adverse health implications of the practice considering their pregnancies and future children.

As with FMPOs the number of applications made for female genital mutilation protection orders (FGMPOs) is very small with only 7 applications and 13 orders made between July to September 2023 across England and Wales.

Sex industry

Westminster has an active commercial sex industry, with sex being sold in a variety of settings including private premises, short-term lets and on-street. Although many individuals in the sex industry may have freedom to choose what they are doing, Westminster is also a known destination for international human trafficking into the sex industry.

Westminster City Council contributes towards a multi-agency approach to identifying exploitation in the sex industry with neighbouring boroughs Kensington & Chelsea and Hammersmith & Fulham, local charities supporting women in the sex industry, and AW BCU. Monthly meetings are held to discuss addresses where sex is being sold to promote a welfare response and respond to exploitation and safeguarding concerns. From October 2022 to September 2023, 62 addresses in Westminster were discussed. The majority of individuals in the addresses were identified as women (including transgender women), although several men were also identified. The most frequently known nationalities were Thai, Brazilian and Romanian.

⁷⁹ <https://www.gov.uk/government/statistics/forced-marriage-unit-statistics-2022/forced-marriage-unit-statistics-2022>

⁸⁰ <https://www.gov.uk/government/statistics/family-court-statistics-quarterly-july-to-september-2023/family-court-statistics-quarterly-july-to-september-2023#forced-marriage-protection-orders-and-female-genital-mutilation-protection-orders>

⁸¹ <https://digital.nhs.uk/data-and-information/publications/statistical/female-genital-mutilation/april-2022-to-march-2023>

Alongside identifying exploitation concerns, the multi-agency meetings have identified other challenges faced by individuals in the sex industry, including violence, rape, exploitative landlords and a hesitancy to report serious crimes to police due to fear of immigration enforcement. There have also been wider concerns raised in relation to the sex industry, for example anti-social behaviour, noise and nuisance, drug supply and fraud.

Despite the active sex industry in the borough the scale, extent and levels of vulnerability/exploitation has been unexplored for many years. As shown in the ASB section, it represents the fourth highest problem solving issue for Neighbourhood Co-ordinators and there have been a couple of ASB cases relating to this. Angelou received only two referrals over the review period relating to trafficking and sex work.

Serious Violence in the West End night time economy

The West End is the heart of London's night time economy. Nearly one third of all licences issued are in the West End, with the highest density in Soho and China town areas. This area attracts visitors from around the world and has some of the highest levels of footfall anywhere in Europe.

The recently refreshed Westminster Cumulative Impact Assessment⁸² is produced as a requirement of the Licensing Act 2003 to review the stress of having a number of licensed premises in a concentrated area and the impact this can have on crime and disorder, public safety, nuisance and protecting children from harm. Regression analysis established the prevalence of licenses is associated with incidents of cumulative impact, this was most notable for theft, which had higher odds of occurring with additional licenses in an area of the West End. It illustrated the impact of condensed levels of licensed premises and associated footfall with violence, robbery and sexual offences during the night time.

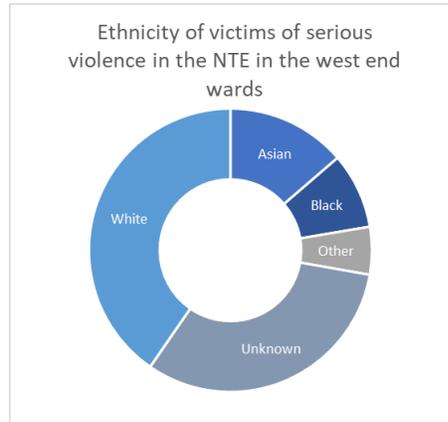
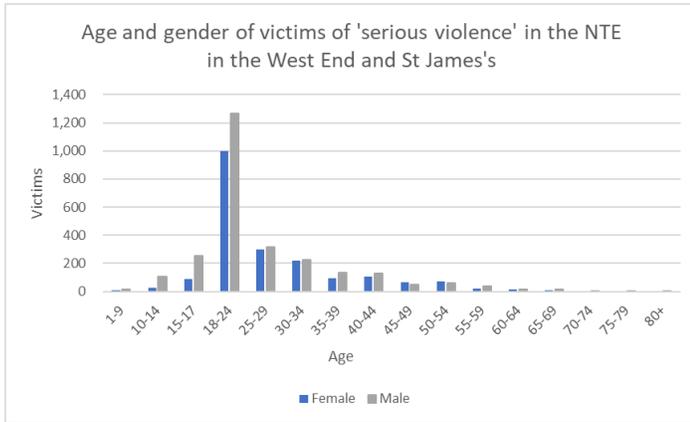
Of the incidents classed as 'serious violence' approximately 45% occurred within St James's and West End wards and 62% occurred during the night time economy across the borough. **Just over one third of all serious violence was recorded in the two West End wards during the NTE.** The night time economy is defined as 6pm to 6am. This is why the SWP agreed to include this in our local definition of serious violence, to ignore this specific issue would limit our impact upon reducing serious violence across the borough. This is now a key priority in the new SWP strategy.

Recommendation: SWP Governance arrangements need reviewing to ensure sufficient accountability/scrutiny is given to reducing violence in the West End night time economy.

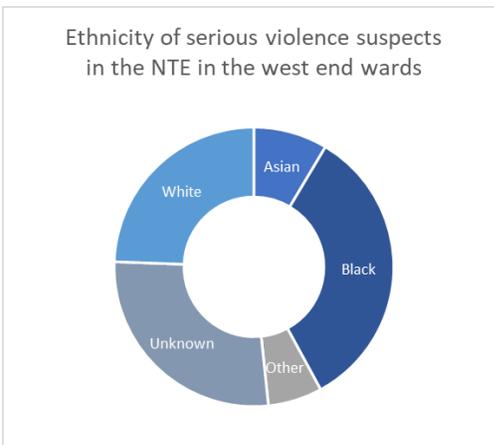
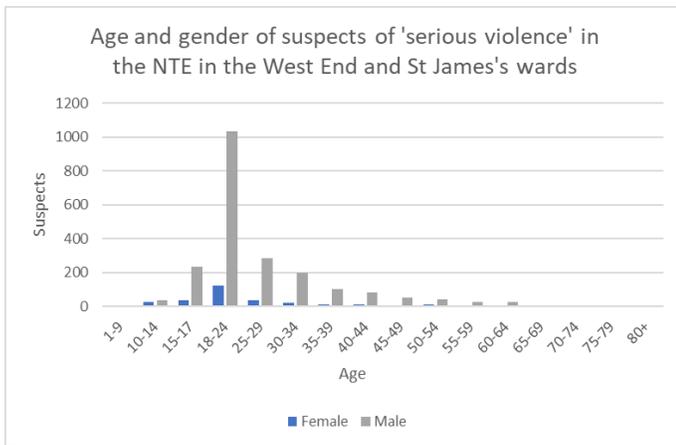
Serious violence in the West End NTE is even more concentrated with 19% of all serious NTE violence occurring in just three LSOA's. The map at Appendix 2 shows these areas are some of the busiest areas of the NTE including parts of Soho, Piccadilly Circus, Charing Cross, Tottenham Court Road, Oxford Street and Regents Street.

Most victims (48%) of West End NTE serious violence were aged 18-24, of note this data is skewed by the inclusion of 'serious youth violence' within the serious violence definition. Slightly over half of victims were male (54%). Ethnicity was unknown in a third of cases, the most common recorded ethnicity was white. Most victims were from other London boroughs (61%), only 19% of victims were classed as Westminster residents and 20% resided outside the MPS. There were slightly more victims from surrounding borough.

⁸² <https://www.westminster.gov.uk/licensing/licensing-policy-and-strategy/cumulative-impact-assessment>



Looking at suspect details shows most (37%) were aged 18-24, with very few aged over 40. Approximately 80% of suspects were male, and where known 34% were black, 24% were white.



Suspect data does not contain home borough details, but the much smaller accused data set does. Most accused (80%) were from other London boroughs, Brent was most significant (12%) and accounted for more accused than Westminster residents (10%). The remaining 10% were from out of London.

The London serious violence definition does not capture all violence people may consider 'serious', robbery and some violence against the person offences, for example are not included in 'serious violence' unless it involved an under 25.

The West End NTE accounts for 38% of all offences of violence against the person, robbery and sexual offences. Within these wards the temporal pattern for violence is heavily skewed to late nights and early mornings, especially over the weekend period.

For violence with injury offences, 39% of all recorded offences occurred in the West End during the NTE. Most victims (70%) were males aged in their 20's. Most suspects were also males (73%), but a greater proportion were of white ethnicity.

Looking at all personal robbery 56% occurred in the West End NTE. Three quarters of victims were male and 18-24 year olds accounted for a third of victims. Approximately one quarter of suspects were aged 18-24 and 44% of all suspects were of black ethnicity.

Most offenders of these crimes are not residents, therefore further supports the need for an approach to tackle cross border offending. Victims are also less likely to be residents, so crime prevention work needs to be developed to target this transient population.

Recommendation: Need for an agreed local definition of Serious Violence in the West End night time economy to ensure we are tackling violent crimes of most concern.

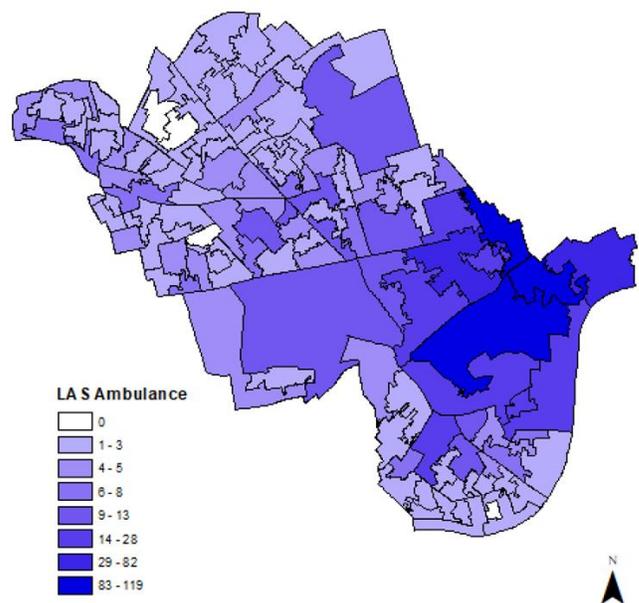
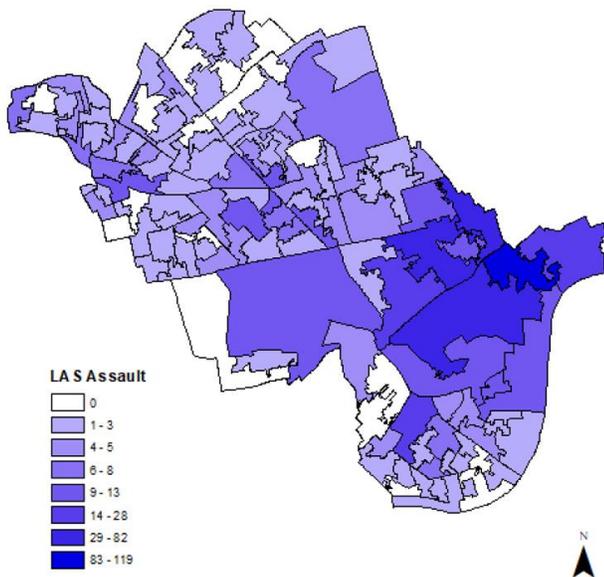
London Ambulance Service assaults and alcohol related assaults.



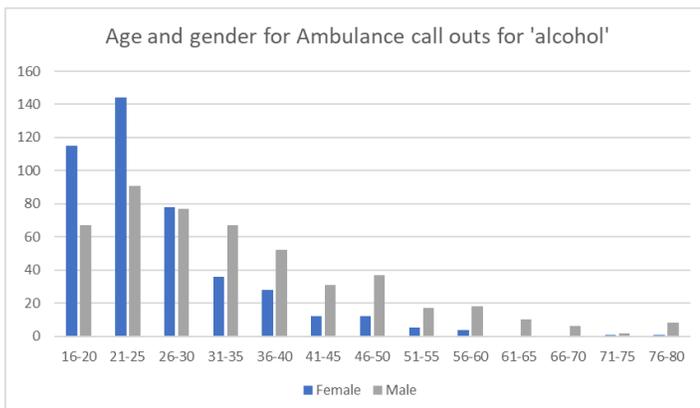
Not all crimes are reported to the police, therefore looking at assault and alcohol related incident data from the London Ambulance Service (LAS) provides an alternative picture to understanding violence.

Assault ambulance incidents - October 2022 - September 2023

Alcohol ambulance incidents - October 2022 - September 2023



Nearly half of all London ambulance service assault and alcohol call outs took place in the two west wards during the NTE. With incidents being more concentrated at the weekend late night and early morning. For assaults most victims were male and 26-30 was the peak age group.



However for alcohol related call outs the split between genders was quite even. Females below the age of 25 were most likely to be victims. Almost all of the call outs for these young women was between 10pm and 5am. In contrast male incidents were more likely during the day.

The Crime Survey of England and Wales shows the number of violent incidents which were alcohol related have been declining. London Ambulance Service local data shows call outs are lower in Westminster than pre Covid. As shown earlier, people being drunk and rowdy was a concern for just over one quarter of residents surveyed and concerns were greatest in St James's ward (47%). Issues relating to licensed premises, e.g. people drinking/smoking outside, blocked pavements and deliveries was only a concern for 11% of residents. The ward with highest concern was St James's, but this was only a concern for 19% of those surveyed.

Women's Night Safety

Westminster City Council received the largest grant in London from the Home Office to tackle women's safety concerns in its night-time economy. The local authority was awarded £289,600 of funding to deliver 6 initiatives that aim to reduce the rates of sexual harassment in Westminster. The initiatives have included: A behavioural change campaign, called 'It's Her City Too,' which was launched to raise awareness about the effects of sexual harassment. Women's Safety Training has been developed on the topics of anti-sexual harassment and women's safety for business staff and Night Stars volunteers. An E-Learning platform was launched in Autumn 2023 and 138 businesses signed up for training. Women's Safety Audits took place to identify areas of improvement and provide sustainable actions to address any issues relation to women's safety. The Night Stars volunteer service, has expanded and grown with an increase in volunteers to provide a highly visible presence in the West End, operating between 7pm and 4am on Fridays and some Saturday.

A Night Safety Accreditation Scheme has been launched to support businesses to promote women's safety at night. Businesses are told if they have either met the standards or they are signposted to support and tools to make improvements. Safe Havens criteria has been developed for businesses to apply to provide a safe space for women to help support them on their onward journey.

Whilst most people do feel safe at night in Westminster, the introduction section showed St James's had one of the highest areas of concern (36%), evidencing the importance of the women's night safety work in the West End.

Business crime

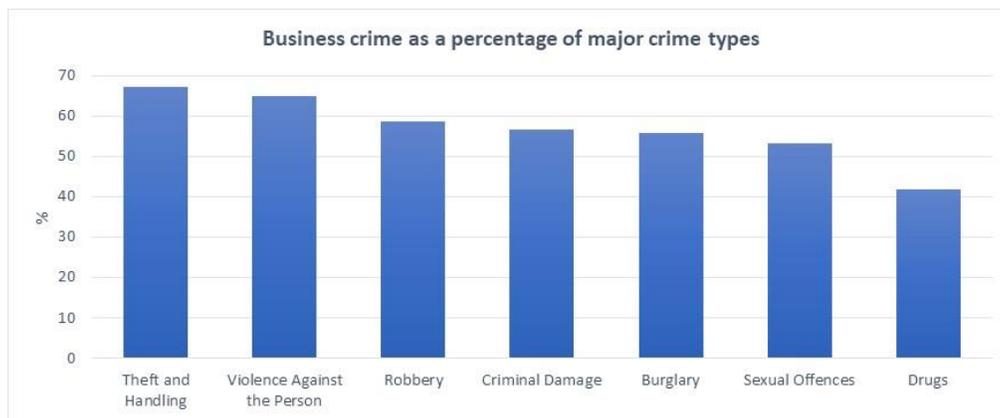
Summary:

Most crime recorded in Westminster is defined as business crime, most of which is theft. This has been the major contributor to crime increases across the borough, most of which is becoming more concentrated in a small area of the West End. Females aged 18-24 remain the most victimised group, evidencing where crime prevention should be targeted.

Theft offenders are rarely caught yet have the highest re-offending rates. Theft is a precursor to more serious offending and is now becoming more linked to organised crime. Staff are increasingly targeted by offenders yet will rarely report offences. We need to develop an action plan to reduce theft in the West End.

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

Business crime makes up 62% of all total notifiable offences recorded in Westminster. 15% of all business crime across the MPS was recorded in Westminster. **Business crime offences have increased 29% over the last year,** (12,508 more offences) in Westminster compared with 13% across the MPS.



This chart shows for the major crime types, the percentage which is business crime.

Just over two thirds of all theft and handling offences are classed as business crime. Most of which are other theft (33%), theft

person (26%) and theft from shops (8%). These theft offences make up 67% of all business crime recorded in Westminster. These three offences account for 92% of the increase in business crime in the borough.

Of particular note is **nearly two thirds of all violence against the person offences are linked to businesses,** showing how important the role businesses can play in reducing violence in Westminster. This was most significant for violence without injury where three quarters of all offences were linked to businesses.

Whilst just over half of all sexual offences are linked to businesses, 62% of all other sexual offences are compared with 29% of recorded rape offences.

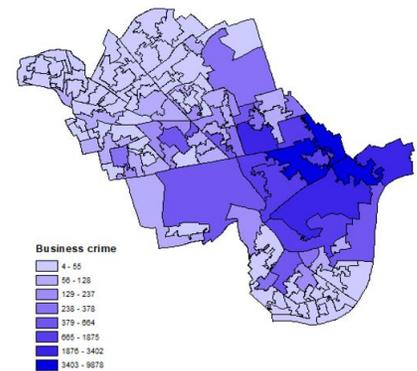
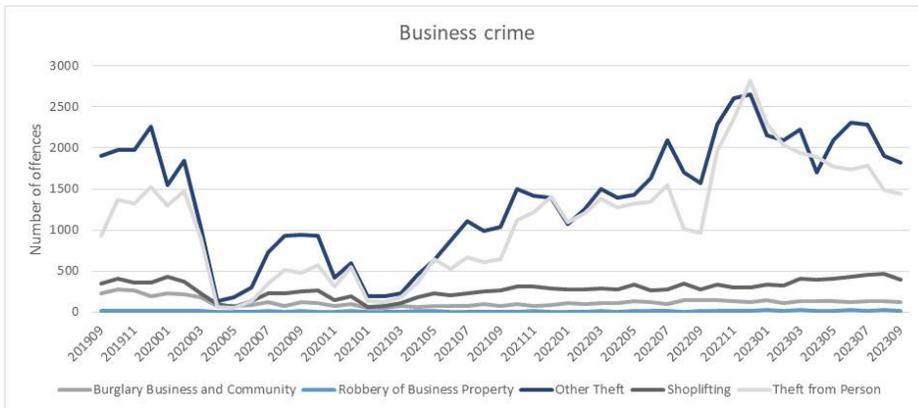
As we do not have access to flagged business crime data, here it is defined as business burglary, robbery of business property, shoplifting, other theft and theft person, which comprise the majority of business crime. These theft offences have been the greatest driver of crime across the borough over the last couple of years. In comparison CSEW does not show any significant change from last year. Very few of these crimes achieve a police outcome. **Only 0.5% of other theft and theft from person achieved an outcome** compared with 7.6% of

shoplifting offences. **Theft offenders have the highest re-offending rates** and theft is often a precursor to more serious offending. There is also an increasing number of organised crime groups in the borough linked to theft, with people being trafficked to commit these offences. Highlighting the importance of focusing resources on reducing theft.

Recommendation: Need to develop an action plan to reduce theft in the West End.

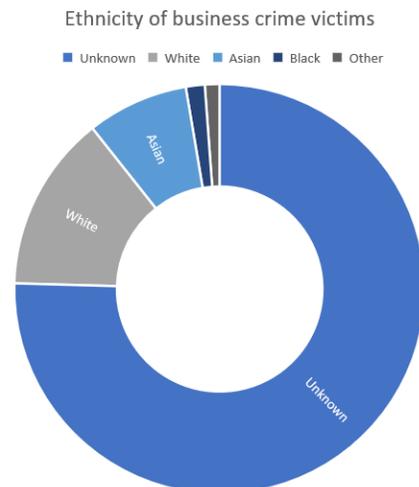
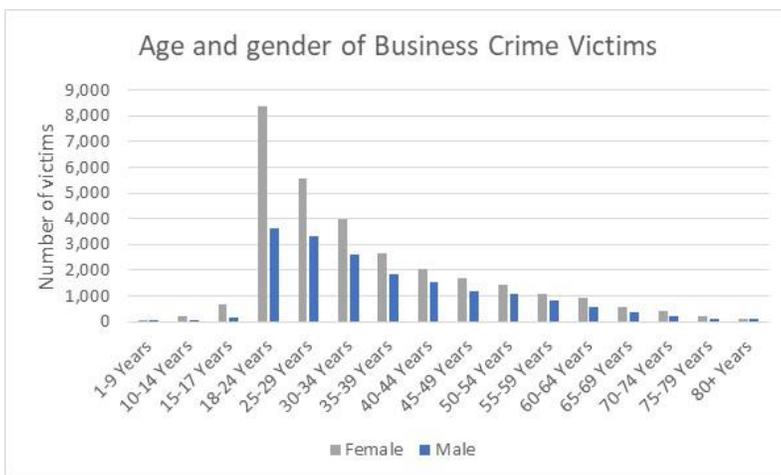
Business crime is becoming increasingly concentrated in the West End (50%) and St James’s (30%) wards and nearly half (49%) is concentrated in just 3⁸³ of the boroughs 128 LSOAs.

Over half (52%) of all offences took places between 15:00 to 20:59 hours, with offences peaking on Saturday.



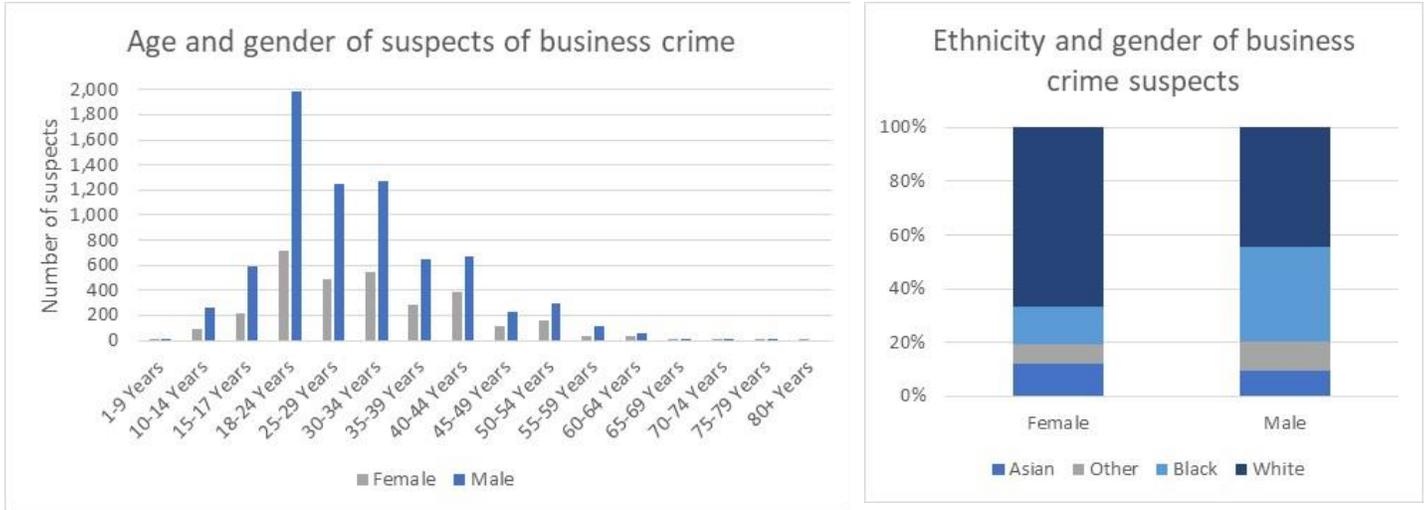
Where known 63% of all business crime victims were female and just over two thirds were aged 18-39 years, and one quarter were aged 18-24. This is similar to last year, in addition **18% of all victims were females aged 18-24**. This is a very specific demographic evidencing who crime prevention should be targeted towards.

Ethnicity was unknown for three quarters of victims, where known people of white ethnicity were most likely to be victimised. Only one fifth of other theft and theft person victims were Westminster residents. Most were from another MPS borough (52%) mainly Camden, Tower Hamlets, Lambeth and Southwark and 28% from out of London.



⁸³ E01033595, E01004763 & E01004734

A greater proportion of suspects are female (28%) than other crimes, this reduced to 19% of all accused. Most suspects (60%) were aged between 18 and 34 years. Where ethnicity was known, half of all suspects were of white ethnic appearance and 29% black, this was also similar for accused. Women were more likely to be of white ethnicity (67%) compared to males (44%), this was more exacerbated for those accused (71% and 53% respectively). Most accused (88%) received a charge or further charge and 9% an adult caution.



Looking at the residence of accused, for other theft, theft person and shoplifting only 12% were residents, for burglary of business and community only 10% were residents and only 11% of robbery of business property were residents.

Crime outcome data for England and Wales 2022/23 found three quarters of theft offences were closed due to no suspect having been identified. Theft offences took on average four days to achieve an outcome. Some police bodies estimate customer theft could be only 10% of actual incidents.

The British Retail Crime Survey (BRC) 2023⁸⁴ looks at the impact of crime on the retail sector over 2021/22. During this time period all retail businesses had reopened following the pandemic, it represents the largest and most reliable barometer of the state of crime in retail.

Crime brings significant financial costs to retailers, approximately £1.76 billion in 2021/22 alone. The result is an increase in prices which in the current economic climate is very difficult for most people.

Nearly all retailers see violence as a top three threat, with **over 10% of shopworkers having suffered from some form of violence or abuse**, most were without injury. Unfortunately, there was a significant fall in the percentage of incidents of violence and abuse reported to the police from 57% to 32%. The most common reason for not reporting, was a believe that nothing would happen as a result or that the reporting system was too difficult. Prosecutions have risen to 7% of violent incidents. Two common triggers for such attacks are asking for ID for age verification and stopping someone who is believed to be stealing goods.

The Police, Crime, Sentencing and Courts bill was amended to make provision that certain offences must be treated as aggravated when it involves someone providing a public service, which includes shopworkers. This could result in tougher sentences. Previously the courts had to make this decision.

⁸⁴ <https://brc.org.uk/news/operations/brc-crime-survey-2023/>

The report found a greater willingness by gangs and addicts to engage in shop crime, accompanied with an upswing in ASB in and near stores, as features in the rise of violence and abuse. The IGXU has been delivering RAGE (Raising Awareness of Gangs and Exploitation) training to businesses to empower them to utilise tools and resources to identify early, intervene sensitively, signpost effectively and discharge the safeguarding duties to support vulnerable young people into keeping safe and healthy.

There remains a perception among some retailers that some police forces do not regard shop theft as a 'real' crime, particularly if it is under £200 in value. This perception is probably held by repeat offenders, who comprise a significant proportion of offenders and therefore willing to take the risk. We have also seen an increase in organised crime groups linked to theft in the borough. Re-offending rates are high, it is 41% for resident offenders and is the index offence with the highest re-offending rate for all London offenders at 43%. This is significant as most theft offenders in Westminster are not residents. Tackling theft requires tackling the underlying causes such as substance misuse.

The Home Office undertakes a Commercial Victimization Survey. The latest 2022 report⁸⁵ estimated 28% of all business premises had been a victim of any crime in the last 12 months. Most was for theft (15%) followed by burglary (9%), vandalism (9%) and assaults or threats (7%). Premises which were accessible to the public were more likely to have been a victim of crime. Medium sized premises with 10 to 49 employees were far more likely to be victims of theft, in particular shoplifting. For premises that experienced assaults or threats at least once in the previous 12 months, approximately one third reported being victims at least once a month.

All premises had some form of security in place, the majority being window and door protection. Only 9% of premises stated they were a member of a crime prevention network. Businesses stated theft was the crime type having the most negative overall impact on their business.

As well as experiencing criminal offences, premises also reported they were adversely affected by ASB, the most common problems were cited as; youths congregating in the street (35%), street drinking (25%) and intimidating/threatening behaviour (18%). The impact of this ASB was felt to put off customers and be a general nuisance.

Over half of businesses who had been a victim of crime in the previous 12 months reported at least one crime to the police. The most common reason for not reporting was the crime was perceived as too trivial (37%) secondly it was felt the police would not be interested (13%) and thirdly the police would not be able to do anything about the incident (12%).

Of those businesses that did report a crime, 19% stated the police did nothing or very little in response. Just over half of victims were dissatisfied with the police in their local area.

Working with our business community is key to reduce crime in particular the West End but also in encouraging businesses to report crimes and to keep staff safe.

The MPS is working on developing a business crime problem profile and have appointed a Commander Level lead. The business crime hub is working with Business Crime Reduction Partnerships, Business Improvement Districts and retailers to prevent shoplifting/retail offences and to advise businesses on how to keep their staff

⁸⁵ <https://www.gov.uk/government/collections/crime-against-businesses>

and businesses safe. City Hall is supporting this with record investment to provide an additional 1,300 Town Centre officers and 500 new Police Community Support Officers to bolster town centre policing teams.

Businesses are having a large impact upon our fire service resources. Nearly one third of the 8,820 fire call outs over the review period were for false alarms in West End and St James's wards, the vast majority relating to non-residential premises. Reducing this is a key priority in our latest SWP Strategy as it is limiting the amount of resources the fire service could be spent focusing on the most vulnerable in our borough to keep them safe.

Neighbourhood crime

Summary:

More work is needed to identify the neighbourhood level crime and disorder priorities and work with our residents to help keep Westminster safe.

One of the key objectives in the new Safer Westminster Partnership strategy 2023/26 is creating safer more confident neighbourhoods. To assist in delivering this strand of work we need to understand the crime and safety issues in those wards to tailor our response accordingly. Identifying and safeguarding the most vulnerable people and locations is a critical aspect of ensuring the well-being and security of a community.

There is much ward based work being undertaken through local partnerships of Local Policing Teams, Housing Teams and the Council's newly formed Neighbourhood Teams. In addition, there are more ambitious programmes such as #2035 aiming to improve the life expectancy in certain wards and the North Paddington Programme in Westbourne, Harrow Road and Queen's Park aiming to transform service delivery and community outcomes, which both have a crime and disorder strand of work.

Assisting in the identification of local ward crime and disorder issues is difficult within this assessment as data available for this report is not granular enough to identify exact problem locations, or problem and vulnerable individuals. However, this section is a starting point to look at key crime and disorder themes at a ward level. It should be noted the process is skewed by the predominance of crime in the two West End wards, the high prevalence of theft and violence against the person offences and the seriousness of robbery, violence, and sexual offences.

Analysis was undertaken of a variety of datasets at a ward level to try and identify their key crime and disorder issues. A summary of this can be found at Appendix 5. This included looking at the percentage of resident victims and accused, which could be useful to assist in targeting crime prevention messages and community engagement. Volume of crime by ward was reviewed and is skewed by the high volumes of theft and violence against the person offences. Therefore, high harm crime data from the Cambridge Crime Harm Index was examined along with looking at offences where there is a greater proportion in that ward compared to other wards. Other data sets used in this report were analysed to identify issues that are overrepresented at a ward level, such as noise or young offenders and also non-crime data such as deprivation that could be drivers of crime. Finally to look at what are the issues of most concern to residents, City Survey results and previous problem solving issues were included.

Together hopefully these data sets can provide an insight into the kinds of issues at a ward level. This can be built upon using the community intelligence and on the ground knowledge of the local partnerships. As can be seen the issues differ greatly between the more deprived areas of the borough and those more affluent.

In many cases, data derived suggestions may be at odds with local experiences. Such data suggestions can be too easily skewed by high volume crimes and the prevalence of the West End. The central West End wards have higher levels of most issues. Amongst higher levels of thefts, violence, robbery, sexual offences, as well

ambulance call outs and fires/alarms, drugs and other ASB it is almost impossible to rank key issues. The West End wards may be outliers in terms of volume, but setting local issues in other wards faces the same challenges.

As shown earlier in the report the more deprived wards, namely Church Street, Westbourne, Queen's Park and Harrow Road have the highest concentration of risk factors that increase a children and young people's likelihood to delinquency, therefore early intervention should be a key focus for these wards.

Currently ward crime and disorder priorities are set by residents who attend police Ward Panel meetings and are therefore influenced by the crime and disorder issues they witness and not by the more hidden often high harm crimes.

In all cases adopting a locally driven approach to identifying key priorities is essential, whether this is via local professional knowledge, public perception, organisational priorities and other methods alongside volume data is something that needs to be considered and developed.

Residents have told us they want to be more engaged in Community Safety, so we need to ensure they play a key role in their neighbourhoods in helping to keep Westminster safe.

Recommendation: Further work is needed to identify neighbourhood level crime and disorder priorities and work with our residents to help keep Westminster safe.

SWP delivery of the 2020/23 strategy

This section looks at the progress made by the Safer Westminster Partnership to deliver the 2020/23 Strategy, 'Making Westminster safer by working in partnership to reduce the risk and harm of crime and ASB, focusing on protecting the most vulnerable within our communities'. A copy of the progress made towards the action plans can be found in Appendix 6. The 2023/26 strategy is now being finalised.

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

Current strengths

The partnership is working well to meet the new Serious Violence statutory duty. The last strategic assessment was produced incorporating the new requirements and met the January 2024 publication deadline and to allow time to inform the development of the new strategy.

The evidence base from previous strategic assessments has been used to support the introduction of a new service for male victims of domestic abuse, which was launched in November 2023 and is to be delivered by Cranstoun for two years.

We have continued to successfully secure funding and commission services to provide intensive support to young victims and offenders of violent crime and exploitation, which have yielded positive outcomes. As shown earlier in the report, the IGXU review highlighted the impact the service has had on improving the outcomes of those it works with. Accessing the Violence Reduction Unit's Critical Incident Grant scheme has enabled the partnership to support our communities in the immediate aftermath of a serious incident or homicide.

Areas for development

The least developed action in the 2020/23 strategy was 'Improve our Communication to residents, businesses and visitors about how to keep safe'. It should be acknowledged there are pockets of excellence around communication with residents around serious youth violence and Prevent, but this needs to be expanded to other areas of community safety. We have not had a Safer Neighbourhood Board in the borough since 2017 despite their being a commitment from the police and council to reintroduce one. These meetings bring police and communities together to decide local policing and crime priorities, solve problems collaboratively and make sure the public are involved in a wide range of community safety decisions. This would also act as an opportunity to build trust and confidence with the police.

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

Data to inform this strategic assessment needs to be improved to ensure we have an evidence base for developing our strategic and tactical approach to reducing crime and disorder in Westminster still needs to be improved. The use of the Serious Violence duty powers should be used to encourage all agencies to supply relevant data for analysis.

Potential challenges

The churn of senior officers at both the Metropolitan Police and the Council has been high over the 2020/23 Strategy, making it difficult to retain a consistent approach towards delivering the partnerships' priorities.

There remains a significant backlog in Crown Court Cases and longer waiting times mean people experience a poorer quality of justice. As people's memories fade it becomes increasingly likely that victims withdraw from cases. Defendants also spend longer in custody awaiting trial, putting even more pressure on already overcrowded prisons.

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

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

Tackling cross border offending remains a key gap unlike many areas where offenders do not travel far to commit crime, most offenders travel from other boroughs or forces to commit crime in Westminster. Just working with resident offenders will have little impact upon reducing offending across the borough.

Theft continues to increase and accounts for a greater proportion of crime in the borough taking away resources from tackling more high harm crimes.

Opportunities

Working together with the newly formed Combatting Drugs Partnerships provides an opportunity to develop a holistic approach to tackling both the health and criminal impacts of substance misuse, which is a key driver to crime in the borough. Additional funding to the borough should see a greater volume of people accessing treatment. Crime and disorder are impacted by many issues, such as deprivation, substance misuse and employment. Joined up working with other strategic boards, such as the Adult and Children Safeguarding boards and Health and Wellbeing Board is key to ensure we are working together to achieve common goals. The new Serious Youth Violence duty provides an opportunity to bring wider partners together to look at violence more broadly and strategically.

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

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

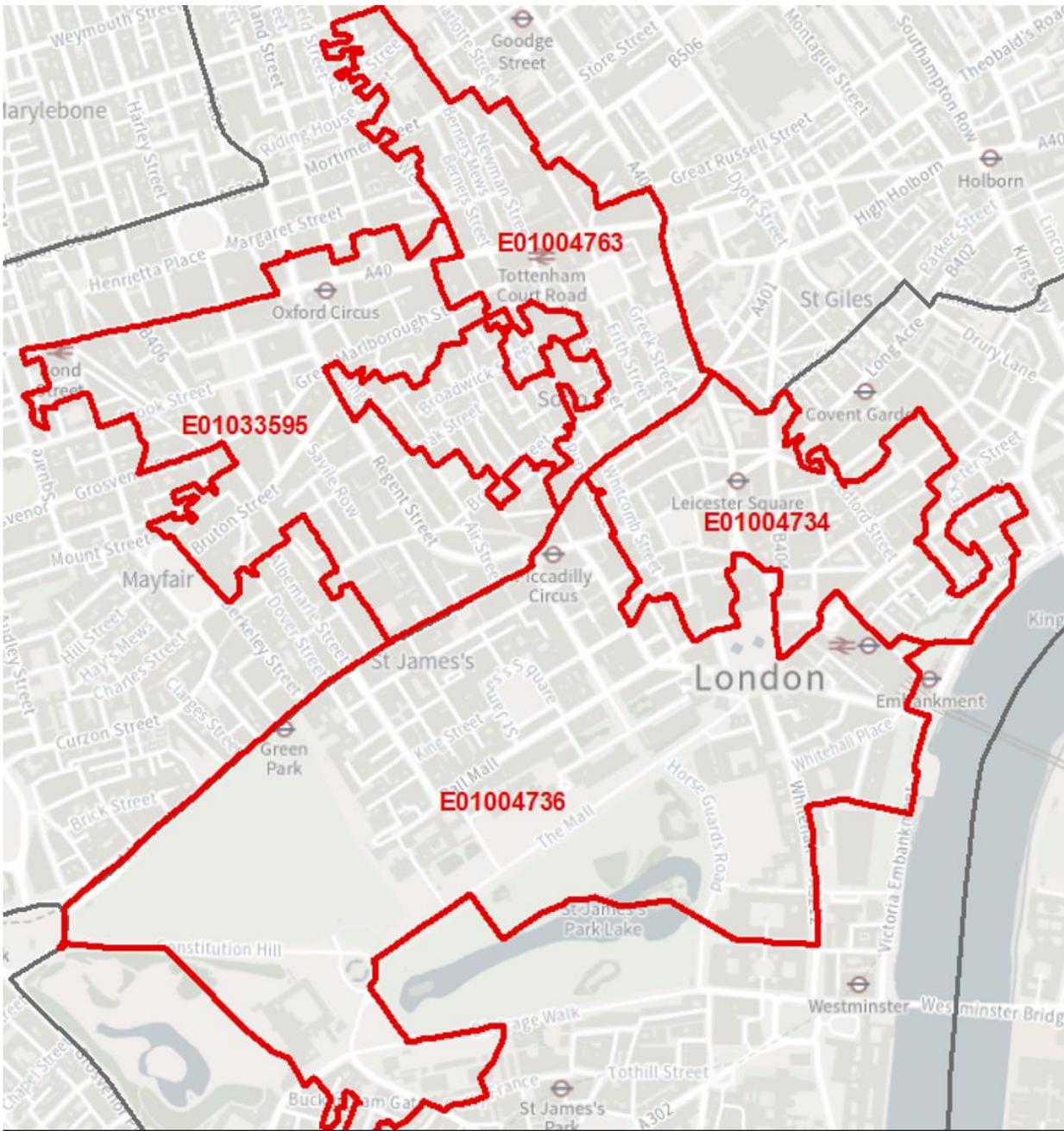
Greater availability of more detailed timely MPS data through Safe Stats will help us improve our intelligence picture of crime and disorder in Westminster. This needs to include details on the borough of residence of victims and offenders and repeat victimisation levels which is not currently included.

Appendix 1 – Data requested

DATA	SOURCE	LIMITS/CAVEATS
Adult Safeguarding Concerns	Mosaic – Adults Social Care	
Angelou Performance data	Angelou Partnership	
ASB police CAD	MPS drop box	
ASB data	Westminster Housing Services	
ASB enforcement	MPS	
ASB subjects	E-Cins	Limited data available about the cohort
British Transport Police incidents	GLA Safe Stats	Data only available up to July 2024
Census Data	Office of National Statistics	
City Survey	Westminster City Council	Based upon 2,436 residents
Combined Homelessness and Information Network	CHAIN	
Crime Reporting Information System (CRIS)	MPS drop box	Not all fields available as agreed in SV duty
Exclusion data	Children’s Services	
Fire data	GLA Safe Stats	
Integrated gangs exploitation unit cohort	IGXU	Not all fields and outcomes measures updated.
London Ambulance Service assaults/alcohol and drugs overdoses	GLA Safe Stats	The data is a snapshot at a point in time, and due to potential retrospective actions may not be a representation of the actual event.
MARAC performance	Standing Together	
Metropolitan Police crime statistics	Metropolitan Police Website	Not all data can be broken down to LSOA level.
Ministry of Justice Re-offending data	Ministry of Justice website	Data 2 years old due to method data capture
MOPAC dashboards	MOPAC website	Not all data can be broken down to ward level.
Noise	Westminster City Council	
Probation	London Probation	Partial cohort data as of July 2023
Public Health England dashboards	Public Health England	Some data historic
Registered social landlords ASB and enforcement data	Peabody, Octavia,	
Starting Over performance data	Starting Over	
Supporting Families cohort	Children’s Services	
Transport for London incidents	GLA Safe Stats	Data not up to date
Youth Justice Service	YJS	

Appendix 2 High crime lower super output areas

Map of four highest crime Lower Super Output Areas



Appendix 3 – Cost of crime

October 2022 to September 2023 Crimes	Anticipation of crime		Consequence of crime					Costs in response to crime		Total
	Defensive Expenditure	Insurance Administration	Value of property stolen/damaged	Physical & emotional harm	Lost output	Health services	Victim services	Police costs	Other CJS costs	
Theft from person	£1,202,602	£0	£10,823,421	£24,653,348	£7,215,614	£12,627,325	£0	£2,405,205	£23,450,746	£82,979,562
Violence with injury	£1,661,974	£50,363	£0	£41,498,988	£10,374,747	£4,633,382	£0	£5,691,002	£6,899,710	£70,759,804
Personal Robbery	£928,811	£684,387	£5,035,134	£17,549,642	£4,497,401	£3,715,245	£48,885	£4,937,364	£17,940,720	£55,337,590
Violence without injury	£994,839	£90,440	£0	£25,413,613	£6,059,473	£2,441,877	£90,440	£7,325,632	£11,304,988	£53,630,862
Commercial burglary	£13,881,174	£1,664,967	£6,969,627	£987,364	£735,683	£309,761	£0	£1,026,084	£4,336,657	£29,930,677
Rape	£504,149	£5,197	£0	£12,676,500	£3,066,476	£576,913	£20,790	£3,305,557	£301,450	£20,457,033
Homicide	£221,926	£36	£0	£7,568,711	£925,758	£4,034	£19,917	£43,469	£2,911,208	£11,695,061
Domestic Burglary	£590,058	£719,134	£2,581,505	£2,194,279	£811,330	£700,694	£0	£977,284	£2,341,794	£10,934,517
Other sexual offences	£211,531	£14,102	£0	£5,217,771	£1,579,433	£549,981	£14,102	£803,819	£817,921	£9,194,558
Theft of vehicle	£887,135	£632,413	£3,636,375	£237,155	£131,753	£87,835	£0	£1,783,053	£1,642,517	£9,038,236
Commercial theft	£1,160,660	£55,270	£2,818,745	£0	£0	£0	£0	£221,078	£1,105,390	£5,361,142
Commercial robbery	£596,479	£69,493	£283,762	£1,207,436	£651,494	£173,732	£5,791	£292,449	£1,062,660	£4,343,296
Theft from vehicle	£500,951	£0	£1,593,935	£637,574	£273,246	£182,164	£0	£364,328	£455,410	£3,962,067
Criminal damage - other	£38,720	£77,440	£638,882	£522,722	£154,881	£174,241	£0	£290,401	£677,603	£2,613,610
Criminal damage - arson	£5,730	£11,461	£83,353	£51,053	£17,712	£9,377	£521	£56,263	£203,172	£438,643
TOTAL	£23,386,741	£4,074,702	£34,464,739	£140,416,157	£36,495,002	£26,186,562	£200,446	£29,522,989	£75,451,945	£370,676,658

- **Defensive expenditure** = Money individuals and businesses spend on crime detection and prevention;
- **Insurance administration** = The value of insurance administration costs resulting from crime, but not the value of insurance payouts to victims;
- **Value of property stolen/damaged** = as a result of the crime;
- **Physical and emotional harm to the victim** = a reduction in the quality of life from the physical and emotional harm suffered;
- **Lost output** = estimates the lost productivity from time off work and reduced productivity whilst at work for victims of crime;
- **Health services** = Includes ambulance costs, medical procedures costs associated with physical harm and counselling costs associated with the emotional harms;
- **Victim services** = Support to victims of crime and the opportunity cost of volunteer time in delivering victim services;
- **Police costs** = Opportunity costs of police time and resources taken up by investigating a certain crime.
- **Other CJS costs** = Crown Prosecution Service, Court, defence, prison and probation.

Appendix 4 Risk and Protective Factors

Indicator ⁸⁶	Westminster	London	England
Children subject to child protection plan: rate per 10,000 under 18 years	27.9	39.3	43.2
% of LAC whose emotional wellbeing is cause for concern	26%	33%	37%
Children in care (rate)	59.4	64	70
Free school meals % take up among all pupils	37.6%	25.8%	23.8%
Children under 16s living in low income families (absolute)	11.6%	13.1%	15.3%
Children under 16s living in low income families (relative)	14.2%	16.4%	19.9%
Percentage of 5 year olds with visually obvious dental decay	39.5%	25.8%	23.7%
Year 6 obesity (10-11 yrs)	28.6%	24.8%	22.7%
School readiness at end of reception	65.9%	67.8%	65.2%
Households with dependent children owed a duty under the Homelessness Reduction Act (rate)	17.7	17.4	14.4
Households owed a duty under the Homelessness Reduction Act (rate) – Applicant Age 16-24	1.8	2.5	2.4
% of School pupils with social, emotional and mental health needs.	3.3%	2.7%	3.0%
Secondary School fixed term exclusions rate (London = Inner London)	9.5%	7.5%	9.4%
School Attendance ⁸⁷	92.6%	93%	92.7%
Persistent Absentees – Primary School	20.6%	16.7%	17.7%
Persistent Absentees – Secondary School	24.6%	22.6%	27.7%
Not in education employment or training (16-17) ⁸⁸	1.1%	1.8%	3.8%
Care leavers 17-24 in suitable EET ⁸⁹	69%	64%	56%
First Time entrants to the justice system (rate)	132	166	148
Average attainment 8 score ⁹⁰	54.1	52.9	46.3
Average attainment 8 score of children in care	23.4	22	20.3
% of school pupils with special education needs (SEN)	17.8%	16.6%	17.3%
Hospital admissions rate due to substance misuse (15-24)	60.6	56.5	81.2
Under 18 hospital admissions rates due to alcohol conditions	10.2	14.3	29.3
Hospital admissions cause by deliberate injuries in children and young people (15-24)	72	85	118
Hospital admissions rate as a result of self-harm	205.9	229.7	427.3
Chlamydia detection rate aged 15-24 per 100,000	1588	1835	1680
Under 18 conception rate per 1000	4.8	9.5	13.1

⁸⁶ All indicators below from PHE. <https://fingertips.phe.org.uk/> unless otherwise stated

⁸⁷ Attendance from Childrens services Plan Report 23/4 Q2

⁸⁸ *ibid*

⁸⁹ *ibid*

⁹⁰ *ibid*

Appendix 5 Neighbourhood crime and disorder issues by ward

Ward	% Resident	Key crimes by volume & Harm	Crimes over-represented by volume & Harm	Issues over-represented	Previous Problem Solving & City Survey priorities
Abbey Road	Victims 55% Accused 26%	VAP / Theft / Vehicle / Burglary / Robbery	Burglary / Vehicle / Vehicle	(Residential) Noise / U18 SYV / Housing ASB	-
Bayswater	Victims 54% Accused 28%	Theft / VAP / vehicle / Burglary / Sex offences	Burglary / Vehicle / Miscellaneous	(Residential) Noise / Police & Council ASB	Street Population/Aggressive Begging
Church Street	Victims 59% Accused 42%	VAP / Theft / Burglary / Public Order / VAP	Burglary / Arson & criminal damage/ Drugs / VAP / VAP /other	Housing & Council ASB / Youth deprivation / Domestic Abuse / Supported families / Youth offenders / IGXU / Res Fire	Youth ASB / Safety at night / drugs / Youth violence
Harrow Road	Victims 64% Accused 42%	VAP / Theft / Burglary / Public Order / Sex offences	Arson & Criminal Damage / Weapons / VAP / Other / VAP	Supported Families / Youth Offenders / IGXU / Youth deprivation / Domestic abuse / Council ASB	Alcohol ASB / Youth ASB
Hyde Park	Victims 36% Accused 21%	Theft / VAP / Drugs / Burglary / Robbery	Drugs / Public order / VAP / Robbery / Sexual offences / VAP / Drugs	Knife violence / SV / SYV / Residential crime / Sex Offences / Hate crime	Loitering / drugs
Knightsbridge & Belgravia	Victims 33% Accused 10%	Theft / Vehicle / VAP / Burglary / Sex offences	Vehicle / Arson & criminal damage / Burglary / vehicle	Residential crime / Sex offences / Hate crime	Vehicle ASB / begging
Lancaster Gate	Victims 51% Accused 31%	Theft / VAP / Burglary / Vehicle / Robbery	Burglary / weapons / Burglary / Theft	Knife violence / SYV / Residential crime / Domestic abuse / Council & Police ASB / Residential noise	Street population/begging / Loitering / Youth ASB / begging
Little Venice	Victims 61% Accused 44%	VAP / Theft / Vehicle / Burglary / VAP	Vehicle offences / miscellaneous	Indicators of youth deprivation	Loitering / begging / safety at night / youth violence / noise
Maida Vale	Victims 60% Accused 40%	VAP / Theft / Vehicle / Burglary / Robbery	Vehicle / Robbery / other	U18 SYV / youth deprivation	Youth ASB / safety at night / youth violence / noise
Marylebone	Victims 41% Accused 26%	Theft / VAP / Vehicle / Burglary / Robbery	Burglary / Theft / vehicle / Burglary	Noise / Housing ASB / non res fire	ASB / drunk & rowdy / hate / noise / drugs / begging /youth violence
Pimlico North	Victims 51% Accused 39%	Theft / VAP / Public order / Burglary / Sex offences	Sexual offences / Public order / Sex offences	Residential noise / Police/Council/Housing ASB / Ambulance call outs	Safety at night / Drunk & Rowdy / Drugs / Begging / Licensing
Pimlico South	Victims 64% Accused 54%	VAP / Theft / Public order / criminal damage / Sex offences	Public Order / Miscellaneous	Supported families / IGXU / youth deprivation / Housing/Council ASB / Residential noise	Safety at night / Drugs
Queen's Park	Victims 65% Accused 64%	VAP / Theft / Drugs / Burglary / VAP	Drugs / weapons / VAP / other / Miscellaneous	Housing ASB / Residential noise / Supported families / Young offenders / IGXU / Domestic abuse / youth deprivation	Drugs / Youth ASB

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Ward	% Resident	Key crimes by volume & Harm	Crimes over-represented by volume & Harm	Issues over-represented	Previous Problem Solving & City Survey priorities
Regents Park	Victims 42% Accused 30%	Theft / VAP / Vehicle offences / Burglary / Robbery	Robbery / Vehicle offences / Vehicle	Residential noise / Residential crime	Drugs / noise / youth violence
St James's	Victims 20% Accused 14%	Theft / VAP / Robbery / Drugs / Robbery	Weapons / Drugs / Sexual offences / Public order / VAP / weapons	Hate crime / Ambulance call outs / Sex offences / Business crime / SV/SYV / false fire alarms / non res fire	Pedicabs / Street population / Robbery / Theft / ASB / safety Unsafe at night / Drunk & Rowdy / Hate / Noise / Drugs / Youth Violence / Licensing / Begging
Vincent Square	Victims 54% Accused 40%	Theft / VAP / Public order / Burglary / Robbery	Public order / Miscellaneous	Council ASB / Domestic abuse / Residential noise	-
West End	Victims 23% Accused 8%	Theft / VAP / Robbery / Drugs / Sex offences	Theft / Robbery / Burglary / Vehicle / Robbery / theft	Business crime / Ambulance call outs / SV/SYV / Sexual offences / Hate crime / Noise / False fire alarms / non res fire	Pedicabs / Robbery / Sex/Prostitution ASB / Street population/begging / Drugs Begging / Drugs / Drunk & Rowdy
Westbourne	Victims 58% Accused 54%	VAP / Public Order / Criminal damage / Sex offences	Weapons / Arson & Criminal damage / Miscellaneous	Housing ASB / Supported families / IGXU / youth deprivation / Under18 SYV / Domestic Abuse	-

Key

% resident = shows the percentage of victims and accused where known who are Westminster residents.

Key issues by volume & seriousness = the crimes which are highest in volume and have the highest harm as identified by the Cambridge Crime Harm Index. High harm are shown in italics.

Crimes over-represented by volume & harm = these are crimes where there is a greater proportion in that ward compared to other wards. In italics this is high harm crimes.

Issues over-represented = Other data sets used in this report were examined to identify issues that were over represented, including non-crime data, to identify potential drivers of crime.

Previous problem solving & City Survey priorities = To identify what issues have attempted to be tackled and also issues of highest concerns from the City Survey.

Appendix 6 Delivery of actions of the 2020/23 strategy

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

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

Action	Owner	Progress	RAG
Commission specialist services to provide intensive support to victims of violence against women and girls offences.	VAWG Strategic Partnership	Advance and Standing Together successfully retendered for the VAWG Integrated Support (aka Angelou) and Coordination (MARAC and DV Court) Services respectively, continuing the excellent work under the previous contract term. Funding from MOPAC has been confirmed for the first three years of a potentially five year contract. Additional capacity has been secured from the GLA Safe Accommodation fund for both Advance and Standing Together, as well as other partners within the Angelou Service.	G
Clear referral pathways to local, regional and national services for victims.	VAWG Strategic Partnership/ASB	Local specialist services are currently unable to refer into the regional London Integrated Victim & Witness Service run by Victim Support due to the overall demand on this service. In particular, this creates a gap for male survivors as this was the only service able to take non-LGBTQ+ referrals and is of significant concern for the small number of high risk male survivors referred to MARAC each year. A service was commissioned in November 2023 for two years, the service provider is Cranstoun.	A
Ensure a victim centred approach to all our work	Adam Taylor	Is a priority in the VAWG strategy and in the forthcoming council ASB strategy. Awaiting the action plan from the strategies to identify how this will be taken forward.	A
Work with the VAWG strategic partnership to ensure that Westminster needs are reflected.	VAWG Strategic Partnership	The new Bi-Borough VAWG Strategy was launched at the end of 2021 and we are currently working on a commissioning plan to reflect the ambitions in that strategy and set out the resources to deliver them. A graduate in policy and jointly managed by the Bi-borough VAWG lead will look to take forward this piece of work.	A
Improve our evidence base and understanding of hate crime and ASB.		A task and finish group has been set up to take forward the actions from the Hate Crime Commission one meeting has been held in Oct 21 no further meetings have been scheduled. It is very difficult to get a complete picture of ASB within the borough, due to the nature of ASB, the wide variety of issues and the mechanisms of raising and recording it. Wider ASB data collection was included in Strategic Assessment and used to support the council ASB strategy.	A

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

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

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

Action	Owner	Progress	RAG
Pilot a Public Health approach to reduce serious youth violence in Church Street.	Serious Youth Violence	Church Street violence reduction pilot aimed at year 6 pupils, their parents, and teachers in the Church Street area of Westminster. A programme of activity with youth clubs, schools and local VCS organisations working together to provide children and young people with positive activities, build resilience, maintain their wellbeing, and reduce future involvement in serious youth violence. Worked with 54 children and young people across 4 schools in Q1. Including: 1:1 and group work sessions: dealing with emotions, sleep, health, anger management, masculinity, stop and search, bullying, conflict resolution, football sports sessions and healthy eating. There has also been drop-in session at Church Street for the children and young people. As well as an after-school club delivered with Pro-Touch football. Questionnaires with the children and young people have showed that the children and young people on the project have made improvements in understanding the importance of emotional wellbeing, talking about their emotions more, feeling more confident about the transition to secondary school, having more positive relationships and increased feelings of safety.	G

Action	Owner	Progress	RAG
Church Street Regeneration team to engage with community members and explore opportunities for dedicated resources to support children and young people and their parents.	SYV/Church Street regeneration.	Communities Team now leading on engagement in Church St. A Virtual Reality wellbeing programme has been developed by the SYV Community Engagement Officer working with community members affected by violence. Interactive community sessions have been held with a small cohort of 8-10 residents or 6-8 families over 12-week period. The Helping Hands project is to focus on Church Street in 23/24.	G

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

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

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

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

Action	Owner	Progress	RAG
Targeted Public Health campaign in Westminster on the impact of drug taking	Council Communications Team / Public Health	The Bi-Borough Children and Children and young people's Drug Strategy has been launched. Priorities include: (i) Develop and deliver targeted campaigns aimed at recreational drug users. (ii) Co-design campaigns with local CYP, grass roots organisations, local businesses and police. (iii) Utilise videos, social media and podcasts. (iv) Develop consistent messaging to raise awareness of the impact of drugs on health and wellbeing, harm to communities and exploitation/criminality perspectives. (v) Advocate	A

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

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

Action	Owner	Progress	RAG
Providing additional support to the most prolific offenders to reduce their criminogenic needs to prevent re-offending or strong enforcement if they refuse support.	Central West Offender Board (CWOB)	Starting Over worked with 56 clients in 22/23. 15 clients engaged in substance misuse treatment over a 12 week period. 6 clients have completed support with Starting Over and on completion have continued to remain drug free. 56% of the cohort who had ETE identified as a need had their ETE needs met, which includes: one client securing employment, catering course, volunteering & peer mentoring and a CSCS course. These are excellent outcomes, considering the prolific offending nature and multiple disadvantage experienced by the cohort. 38% of the cohort have had their housing need met (compared to 50% in the previous year.) This highlights the difficulties in	G

Action	Owner	Progress	RAG
		Westminster for securing accommodation for this cohort. For those who have left IOM there has been a 66% reduction in estimated average offences per year from 1242 offences prior to IOM and 418 after IOM. This cohort had showed a reduction of 44% during their time on IOM, while those currently still within the IOM process have shown a 41% reduction in estimated average yearly offending. From the cohort who has left IOM this equated to an estimated 2.38 million pounds in reduced costs of crime.	
Work with the IOM team to influence the prioritising of over 35 year olds and recidivist theft offenders onto the cohort.	CWOB	There were 70 offenders on the scheme. 61% were aged 35 and over, compared to 48% in the previous quarter, 61% committed acquisitive crime and 90% were drug offenders.	G
Provide intensive support and guaranteed accommodation of two weeks for a targeted group of IOM offenders.	CWOB	There have been no eligible Starting Point Plus clients worked with in Westminster this year. MHCLG funding has been secured to support ex-offenders who are ready to take on Assured Short-hold tenancy. Scheme extended until March 23. Hoping to bid for further extension until March 25. Referrals are received from Starting Over, Probation and Housing Solutions Service.	A

Develop a strategic approach to the issue of cross border offenders

Action	Owner	Progress	RAG
Work with MOPAC and other MPS boroughs to have a greater understanding of who and why people are coming to Westminster to commit crime and develop effective interventions to reduce this.	CWOB	SafeStats is to be updated with depersonalised victim and accused data including borough of offence and borough of residence. When available it should be possible to look at all Westminster residents who offend in the MPS and where, as well as all offenders who commit crime in Westminster and where they live. This data is still not available.	R

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

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

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

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

Action	Owner	Progress	RAG
Improving local intelligence so decisions about the sale of alcohol and the management of the nighttime economy are based on reliable data and the latest evidence.	Strategic West End Crime Reduction Group	Specific issues that arise from the police or council City Inspectors are filtered through the Westminster Responsible Authorities Group, that helps to inform submissions to applications. Improved data collation would be beneficial for this process.	A
Encourage businesses to sign up to the Westminster Licensing Charter	Strategic West End Crime Reduction Group	The licensing charter is monitored by the Council Licensing team in conjunction with policy. Only 14 premises are signed up. The group will be tracking sign up to various licensing charters. Leicester Square, Piccadilly Circus and Coventry Street are signed up to Purple Flag. This will be further promoted through the Nights Stars programme.	G
Undertake a cumulative impact assessment (CIA) to support a new licensing policy.	Council policy department (Kerry Simpkins)	CIA assessment undertaken identified increased stress within the West End and expanded beyond previous boundary but is not looking to expand the area due to reduced usage over Covid-19. Statement of licensing policy published Jan 2021. https://www.westminster.gov.uk/node/20023	complete
Look at lessons learnt from the Soho Angels Project	Council policy department (Kerry Simpkins)	Safe Streets funding obtained to expand the Night Stars programme to other areas and also to Saturday night. Looking to establish up to 25 safe havens across the borough.	G
Establish effective local partnerships so people can enjoy a safe night out without fear of becoming a victim of crime or disorder, whilst enabling the West End economy to grow.	Strategic West End Crime Reduction Group	Safe Streets funding being used to train business and in promoting Ask for Angela and Welfare and Vulnerability Engagement training. Look up Look Out campaign was delivered by TfL on the Tube.	G

Improve joint working between businesses and visitors

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

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

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

Prevent: to stop people becoming terrorists or supporting terrorism

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

Protect: to strengthen our protection against a terrorist attack

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

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

Prepare: to mitigate the impact of a terrorist attack

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

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

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

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

Appendix 7 Acronyms

Acronym	Meaning
ASB	Anti social behaviour
ATR	Alcohol treatment requirement
BCU	Borough Command Unit
CCHI	Cambridge Crime Harm Index - measurement of crime, where crimes are weighted by the harm they cause.
CPN	Community Protection Notice
CRIS	Crime Reporting Information System - MPS crime database
CSEW	Crime Survey of England and Wales
DTR	Drug treatment requirement
ERWT	Extreme right wing terrorism
ETE	Education Training and Employment
FPN	Fixed Penalty Notice
ICB	Integrated Care Board
IGXU	Integrated Gangs and Exploitation Unit
IOM	Integrated Offender Management - scheme to support prolific offenders
LSOA	Lower super output area – a geography containing approximately 1,500 residents
LVWS	London Victims and Witness Service
MARAC	Multi agency risk assessment conference - to discuss high risk domestic abuse cases.
MHTR	Mental Health Treatment Requirement
MOPAC	Mayor's Office of Policing and Crime - Police and Crime Commissioner for London
MPS	Metropolitan Police Service
NDTMS	National Drug Treatment Monitoring System
NFA	No further action
NTE	Night time economy - 6pm to 6am
OGRS	Offender Group Reconviction Score - predictor of re-offending based on static risks, age, gender and criminal history.
ONS	Office of National Statistics
PCC	Police and Crime Commissioner
POG	Partnership Operations Group - multi agency meetings to problem solve neighbourhood issues
PSPO	Public Spaces Protection Order
SD	Sanctioned detection rate – when offences have been resolved through a formal sanction
SV	Serious Violence
SWP	Safer Westminster Partnership - statutory Community Safety Partnership for Westminster
SYV	Serious Youth Violence
TDIU	Telephone Digital Investigation Unit - MOPAC survey to monitor victim satisfaction
USS	User Satisfaction Survey - MOPAC survey to monitor victim satisfaction
VAWG	Violence against women and girls
YJS	Youth Justice Service - Youth Offending Team for Westminster

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