

# MOPAC

MAYOR OF LONDON  
OFFICE FOR POLICING AND CRIME

## Police and Crime Plan 2013-2017 CONSULTATION DRAFT

# About this document

## WHAT IS THE POLICE & CRIME PLAN FOR LONDON?

- The Mayor of London is required by law to outline a plan that explains how the police, community safety partners and other criminal justice agencies will work together to reduce crime.
- The Police & Crime Plan is the Mayor's strategy for tackling crime and making London safer over the next four years. The Police & Crime Plan reflects the Mayor's mission and priorities and the needs of Londoners.
- The Mayor's Office for Policing and Crime (MOPAC) is a strategic oversight body tasked with devising the Police & Crime Plan and ensuring that it is delivered over four years (up to 2016-7).
- The content of the Police & Crime Plan is informed by the best evidence around effective crime reduction and the strategy is built upon clear objectives to be achieved.

## WHAT IS THE PURPOSE OF THIS DOCUMENT?

- A version of the Police & Crime Plan in draft form must be produced for consultation so that the public and other agencies can input and feedback their views.
- This document is the draft Police & Crime Plan for public consultation and the content is subject to revision following feedback. Consultation questions and how to respond are set out below.
- A final version of the Police & Crime Plan for London will be published by April 2013.

**Consultation on this draft plan lasts from 9 January 2013 until 6 March 2013.**

### Local Events

As one part of the public consultation process, MOPAC will host public meetings in every London borough throughout January and February where the Deputy Mayor for Policing and Crime, Stephen Greenhalgh will be sharing a platform with senior Metropolitan Police commanders to present the draft plan and answer questions from the public.

The schedule for these evening events has been shared with elected representatives across London and is available at – <http://www.london.gov.uk/events/policing-and-crime-consultation-events>

The public and other stakeholders can pre-register for events at [www.london.gov.uk](http://www.london.gov.uk) from Friday 21 December 2012 and these events are also being advertised in the relevant local press.

## Written Responses

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

<http://www.smart-survey.co.uk/v.asp?i=67232epffs>

Or, you can write to the Mayor:

c/o Siobhan Coldwell

Head of Strategy

Mayor's Office for Policing and Crime

10 Dean Farrar Street

London, SW1H 0NY

[policeandcrimeplan@mopac.london.gov.uk](mailto:policeandcrimeplan@mopac.london.gov.uk)

**Please respond no later than 6 March 2013.**

## Consultation questions

The Mayor has identified a range of actions to make London safer aimed at cutting crime, boosting confidence and cutting costs. Responses are welcome on any element of the draft Police & Crime Plan. To guide feedback, you may wish to respond to the following questions:

1. What, if any, other objectives and goals would you add to the Mayor's objectives and goals?
2. What, if any, other things could be done to address police performance and resource issues?
3. Do you think the confidence in the Metropolitan Police needs to be improved? How do you think that could be done?
4. The Mayor has prioritised keeping police officer numbers high rather than keeping underused buildings open. Do you feel that the focus should be on maintaining police numbers or police buildings? How else could budget savings be made?
5. What, if any, other things could be done to prevent crime?
6. What, if any, other things could be done to address justice and resettlement issues?
7. What, if any, other key crime and safety issues that are important to you would you include?
8. Are there any other issues affecting you that have not been covered in the draft Police and Crime Plan?

# Mayor's Office for Policing and Crime

## Policing and Crime Plan 2013-17

<p><b>INTRODUCTION</b></p> <ul style="list-style-type: none"> <li>• Mayor's Office for Policing And Crime</li> </ul>	
<p><b>PART ONE</b></p> <ul style="list-style-type: none"> <li>• The Mayor's Mission and Priorities</li> </ul>	
<p><b>PART TWO</b></p> <ul style="list-style-type: none"> <li>• Objectives and Goals: What we want to achieve – the 20:20:20 Challenge</li> </ul>	
<p><b>PART THREE</b></p> <ul style="list-style-type: none"> <li>• Policing in London</li> </ul>	
<p><b>PART FOUR</b></p> <ul style="list-style-type: none"> <li>• Strategies: How this will be delivered             <ul style="list-style-type: none"> <li>○ Police Performance and Resources</li> <li>○ Crime Prevention</li> <li>○ Justice and Resettlement</li> </ul> </li> </ul>	
<p><b>PART FIVE</b></p> <ul style="list-style-type: none"> <li>• Other Elements of the Plan</li> </ul>	

# Introduction

## What is the Mayor's Office for Policing and Crime?

The Mayor's Office for Policing and Crime (MOPAC) was established in January 2012. It is led by the Mayor of London, Boris Johnson, supported by the Deputy Mayor for Policing and Crime (DMPC), Stephen Greenhalgh.

The Mayor, has several key roles in this capacity, most importantly, **setting the strategic direction and accountability for policing**, based on consultation with the public and victims of crime, as well as the commitments made in his manifesto. In doing this he must ensure that the voices of the public, the vulnerable and victims are represented. This means that he is responsible for the formal oversight of Scotland Yard, including budget-setting, performance scrutiny and policy development. Operational decision-making on day-to-day policing matters remains the responsibility of the Commissioner of Police.

The Mayor is responsible for setting a budget for policing and has considerable powers to commission services and provide grants to address crime and disorder issues. He is responsible for ensuring the Metropolitan Police Service is run efficiently and effectively, so that Londoners are getting the best service possible from their police, given the limited resources available.

The Mayor must **work with partners to prevent and tackle anti-social behaviour, crime and re-offending as well as protecting the vulnerable**. This means ensuring the police respond effectively to public concerns and threats to public safety, promoting and enabling joined up working on community safety and criminal justice, and increasing public confidence in policing and how crime is tackled. This means working with the criminal justice system and other partners to improve crime reduction, seek swift and sure justice for victims and reduce reoffending.

There are some threats that require a regional or national response. This is particularly true for London, as a global capital city and the economic and political capital of the UK. The Mayor contributes to resourcing of the policing response to such threats and ensures that London is able to play its part in respect of the Home Secretary's "strategic policing requirement".

This draft plan sets out how the Mayor will discharge his responsibilities through MOPAC and commitments to Londoners over the next four years.

# PART ONE: THE MAYOR'S MISSION & PRIORITIES

The first duty of the Mayor is to protect Londoners.

This draft plan outlines, for the first time, how the Mayor aims to deliver his crime and policing priorities on behalf of London over the next four years, through the work the police do to prevent crime and enforce the law, and also through bringing together communities and relevant agencies to ensure that complex problems are addressed through the unique contributions each partner can make.

This draft plan outlines some of the difficult choices he has had to make, such as prioritising high police numbers and selling expensive and underused buildings (“bobbies before buildings”). It also outlines his crime reduction objectives, particularly in relation to reducing neighbourhood crime, in seven priority areas – burglary, vandalism (criminal damage), theft from and theft of motor vehicles, violence with injury, robbery and theft from the person.

The Mayor of London, Boris Johnson, has described his mission and priorities for policing and crime reduction in the capital over the next four years (see Mayoral Decision MOPAC 2012 19).

That statement outlines the following mission to deliver:

- A metropolis considered the greatest and the safest big city in the world.
- A Metropolitan Police Service (MPS) that becomes the UK's most effective, most efficient, most respected, even most loved police force.
- A capital city where all public services work together and with communities to prevent crime, seek justice for victims and reduce re-offending.

Read more about the Mission & Priorities of MOPAC here:

<http://www.london.gov.uk/sites/default/files/MOPAC%20Mission.pdf>

The Mayor's Mission is backed by the following priorities that guide the work of MOPAC:

- Hold the Metropolitan Police to account and deliver the Mayor's manifesto commitments and expectations (The Mayor's 2012 manifesto – Fighting Crime in London – is available [here](#) )
- Challenge the Metropolitan Police and other criminal justice agencies to deliver value for money for the taxpayer and meet the challenge of service delivery with fewer resources
- Ensure that all of London's public service agencies work together and with communities to prevent crime, seek swift and sure justice for victims, and reduce re-offending.

## London Crime Reduction Board

The Mayor of London also chairs the London Crime Reduction Board (LCRB), on which London Councils and key criminal justice partners are represented. The LCRB meets quarterly to review progress across a range of priorities including anti-social behaviour, gangs, and re-offending.

## Crime Priorities

In developing this draft plan, the Mayor and MOPAC have listened to what Londoners think are their key crime and community safety priorities. During 2012, the biggest concerns raised were anti-social behaviour; gangs; stop and search; and the relationship between young people and the police. Other issues that are commonly raised are the accessibility and visibility of the police, burglary and drug related crime as well as gun and knife crime and street crime.

The Mayor was re-elected in 2012 on a programme to cut crime. These issues were reflected in his manifesto, and his priorities are to:

- Strengthen the Metropolitan Police Service and drive a renewed focus on street policing
- Give victims a greater voice
- Create a safer London for women
- Develop smarter solutions to alcohol and drug crime
- Help London's vulnerable young people.

In addition, the Mayor has placed special emphasis on a number of additional public safety challenges and concerns of Londoners. These include: violence against women and girls, serious youth violence and business crime.

## PART TWO: OBJECTIVES AND GOALS

### WHAT WE WANT TO ACHIEVE – THE 20:20:20 Challenge

In support of this, our priorities are:

1. Hold the Metropolitan Police to account for delivering the Mayor's goal of driving down the key crimes of burglary, vandalism, theft of, and theft from motor vehicles, violence with injury, robbery and theft from the person by a total of 20%.
2. Ensure that all of London's public service agencies work together and with communities to prevent crime, seek swift and sure justice for victims, and reduce re-offending.
3. Challenge the Metropolitan Police and other criminal justice agencies to deliver value for money for the taxpayer and meet the challenge of service delivery with fewer resources in the years ahead.

This can be summarised as a **20:20:20 Approach**. In order to achieve the mission and priorities we have to **reduce key crimes by 20%, improve public confidence in the police by 20% and cut costs by 20%**, all by 2016.

While recognising that the MPS face unique challenges, we must also acknowledge that improvements in crime reduction and public confidence are possible and necessary. Levels of public confidence in the MPS are too low. It has the lowest victim satisfaction rate in England and Wales, as low rates of user satisfaction, particularly amongst black and minority ethnic (BME) users.

MOPAC's role is to hold formal oversight of the police service on behalf of London. The Commissioner of the Metropolitan Police Service has accepted these objectives. It is the role of MOPAC to support the police service in achieving them through:

- policy development
- performance scrutiny
- budget setting and monitoring.

MOPAC will both challenge and support the service to deliver the Mayor's objectives. Day-to-day operational responsibility for policing is clearly the responsibility of the Commissioner, guaranteed by a formal protocol.

But the role of MOPAC is broader than policing. It extends to the community safety and criminal justice agencies, whose work is critical to cutting crime and protecting the public. We will propose clear performance measures that focus on results, not process or activity.

**Therefore the Mayor proposes to set London's criminal justice agencies with a further challenge to seek swifter and surer justice for victims by reducing court delays by 20%, increasing compliance with community sentences by 20% and reducing re-offending by young people leaving custody by 20% by 2016. The LCRB will monitor this challenge.**



## PART THREE: POLICING IN LONDON

### Reforming the policing model and keeping police numbers high

The Local Policing Model is key to improving visibility and making sure the police are out fighting crime and not behind desks completing paperwork. By releasing assets and reducing overheads, we will fulfil the Mayor's commitment to keep police numbers high. The Mayor has promised there will be at or around 32,000 police officers in London in 2015.

The new Local Policing Model will be implemented from April 2013. It will provide resilient, visible, flexible and accountable local policing that is focused on crime reduction and building public confidence.

Based on analysis of demand and relative crime levels across London, the MPS has reviewed the allocation of police officers per borough. This has resulted in all boroughs gaining police officers. There will be over 2,600 more officers in Safer Neighbourhoods than in October 2011.

The Local Policing Model provides:

- **Safer Neighbourhoods policing.** Over 4,600 police officers will be directed to neighbourhood teams (currently approximately 2000 officers work in safer neighbourhoods). Each of these neighbourhood teams will have a broader remit to cut crime, support victims and tackle offending. They will be supported by teams of officers who will both provide patrolling support and responsive back up. Inspector-led teams will work in Local Police Areas; every ward will have a named sergeant, and a dedicated base team with greater flexibility for borough commanders to deploy staff within the borough. Other police constables, police community support officers, special constables and volunteers will work across the Local Police Area according to need. Safer Schools officers will be retained for every secondary school that wants one. Each borough will maintain its own borough commander.
- **Emergency response and patrol** - Inspector-led teams will provide emergency response, patrol to prevent crime and respond to disorder.
- **Proactive and reactive investigation** - Small squads at borough level focused on narrow crime types will be disbanded, allowing better use of resources. Community Safety Units, dealing with issues such as hate crime and domestic violence will remain.
- **Uniformed borough tasking teams** - These provide flexible resources for reducing crime and preserving public order.
- **Grip and pace centres** - These enable senior leaders to drive activity and ensure threats are tackled quickly and opportunities to reduce harm are taken.

Local Policing Model resources do not comprise the whole resource working at borough level by any means. For example, Territorial Support Group (TSG), Traffic, Trident, Sapphire, Specialist Operations and other units are all additional. The table below shows the overall numbers of police officer posts at borough level. Officers will be brought in to fill the additional posts

throughout 2013-15. To manage resource gaps, implementation will include a deployment plan for new officers and careful distribution of temporary abstractions to aid other boroughs or central London operations.

The officer numbers shown within the table are based on the Commissioner's operational consideration at this time and will be kept under regular review to ensure demand is met appropriately.

	Safer Neighbourhoods			Total Borough officers		
	2011	2015	Change	2011	2015	Change
Barking & Dagenham	49	119	70	426	493	67
Barnet	60	135	75	523	564	41
Bexley	61	110	49	344	360	16
Brent	61	159	98	658	660	2
Bromley	65	127	62	428	482	54
Camden	52	157	105	749	751	2
Croydon	73	183	110	623	740	117
Ealing	68	161	93	664	727	63
Enfield	61	144	83	524	609	85
Greenwich	50	138	88	551	615	64
Hackney	54	154	100	682	685	3
Hammersmith & Fulham	47	139	92	553	556	3
Haringey	55	144	89	658	664	6
Harrow	61	107	46	355	385	30
Havering	53	107	54	346	394	48
Hillingdon	64	129	65	480	525	45
Hounslow	58	127	69	472	546	74
Islington	48	140	92	643	647	4
Kensington & Chelsea	54	128	74	521	523	2
Kingston	46	92	46	278	313	35
Lambeth	69	184	115	870	874	4
Lewisham	53	162	109	593	647	54
Merton	58	107	49	344	356	12
Newham	59	173	114	765	836	71
Redbridge	61	129	68	444	530	86
Richmond	53	97	44	286	301	15
Southwark	62	178	116	814	816	2
Sutton	54	102	48	295	337	42
Tower Hamlets	51	143	92	715	717	2
Waltham Forest	58	149	91	523	642	119
Wandsworth	58	137	79	564	579	15
Westminster	73	230	157	1412	1413	1
<b>Total</b>	<b>1849</b>	<b>4491</b>	<b>2642</b>	<b>18103</b>	<b>19285</b>	<b>1182</b>

NB: Oct 2011 has been used as a baseline throughout the Local Policing Model process as it marks the beginning of the programme to redesign local policing services

## **PART FOUR: STRATEGIES - HOW THIS WILL BE DELIVERED**

The objectives set out in part 2 above will be pursued across three pillars, reflecting the three core elements of the Police and Crime Plan. These are police performance and resources, crime prevention and justice and resettlement.

### **POLICE PERFORMANCE AND RESOURCES**

#### **CUTTING NEIGHBOURHOOD CRIME BY 20%**

Crime has been steadily falling in recent years. But there is scope for further improvement.

The Mayor's aim is to drive down crime by at least 20% in the key categories of burglary, vandalism/criminal damage, theft of and from motor vehicle, violence with injury, robbery and theft from the person. These seven crime types have been selected as they are:

- have sizeable impact on Londoners
- high volume
- clearly understood by the public.

They are also all victim-based offences. Crimes that are typically only discovered by the police such as possession of offensive weapons and drugs offences have been excluded because decreases in these crimes could indicate reduced police activity rather than less criminality.

The Mayor recognises public concern about other key offences which have a huge impact on victims. Performance in these areas, for example domestic violence, rape, other serious sexual offences, and hate crime will also be actively monitored. These currently attract low reporting rates. The intention is to drive up reporting while driving down the incidence of crime. Evidence that the police are addressing these serious offences effectively is likely to be an important factor in increasing public confidence in the police.

The MPS will be held to account for ensuring the data they present on all crimes is of high quality with robust internal safeguards to guarantee that crime figures are accurate. The Mayor will publish crime data through the London Datastore on a monthly basis.

#### **A strong focus on serious and organised crime**

##### **Counter-terrorism**

As a global capital and financial centre as well as the seat of national Government, London will always be at risk from terrorism. The MPS attracts considerable additional funding from Government in order to counter this threat and plays a significant leading role in delivering the UK's national counter-terrorism strategy (CONTEST). It is important that all officers in the MPS work together to reduce the threat from terrorism. Because terrorist plots can be developed from anywhere, it is important that the MPS forms a critical part of the national CT Network.

The MPS also hosts a number of national policing functions that deliver specific aspects of the CONTEST strategy. They will be held to account by MOPAC for delivering this.

### **Organised crime**

The MPS is at the forefront, alongside the new National Crime Agency, in confronting the organised crime in this country. Among the priorities will be seizing the proceeds of crime from criminals so they understand that crime doesn't pay. Those resources will be ploughed back into the communities that have been blighted by their crimes. The MPS will disrupt more of the drug dealers and top organised crime gangs affecting Londoners.

### **Taking business crime seriously**

Business crime stands at 70,758 offences for the current year to November 2012, which is a reduction of 4% on 2011/12. However this number must be reduced further, and businesses must be confident that crimes perpetrated against them, from fraud to theft to vandalism, are being taken seriously. The MPS and partners must protect London's businesses from the growing threat posed by cyber-crime.

- The Deputy Commissioner is the MPS lead on business crime - he will work with other key partners such as the City of London Police and the National Crime Agency to develop a strategy to address business crime and drive crime rates down.
- By September 2013, there will be a comprehensive strategy to tackle business crime and the Mayor will hold the Commissioner to account for delivery against the strategy.

### **MAINTAINING PUBLIC ORDER**

The MPS deals with an average of 4,000 public order events per year. These include football matches, ceremonial events, New Year's Eve celebrations and the Notting Hill Carnival as well as marches, demonstrations and responding to major disorder. Public order policing is consistently under the spotlight; in August 2011 the MPS faced its largest public order challenge following the August disorder, in sharp relief to the safe and secure delivery of the Olympic and Paralympic Games in 2012.

The Mayor and the Commissioner are committed to ensuring that the riots across London in August 2011 are not repeated. Appropriate resilience and preparedness must be achieved and maintained. Following the MPS's internal review of the riots (Operation Kirkin), a number of changes have been made. The focus should not solely be on police numbers but also about the ability to quickly and effectively deploy well-trained, well-equipped officers to what can be volatile and unpredictable situations.

Working with the Commissioner, the Mayor will:

- Introduce a new local policing model so that boroughs have sufficient resilience to respond quickly to emerging problems.
- Seek assurance that there are sufficient public order-trained officers available.

- Assess whether the MPS' Service Mobilisation Plan ensures adequate resilience.
- Improve connections with local communities to ensure community tensions are identified and acted on. This will be done through Safer Neighbourhood Boards.
- Assess how the MPS is improving its ability to monitor and analyse social media and the internet.

## CONFRONTING GANGS

Tackling gang-related offending and violence in London is a key priority for all of us. Young people's lives are blighted as a result of gang activity, especially the victims, but also as perpetrators. Gangs are a significant driver for a range of criminal activity, ranging from drug supply, knife crime, serious violence through to firearms offences and murder. In February 2012, the MPS refocused their Trident operation to become the Trident Gang Command, a centralised unit which manages the collation of information and intelligence relating to individuals associated with criminal gang activity who are assessed as posing a high risk of harm. The unit co-ordinates enforcement activity for borough-based Trident Gang Units. This assertive enforcement must come hand in hand with the opportunity for those involved in gangs to exit a life of violence and crime.

## BOOSTING CONFIDENCE BY 20%

The public rightly hold the police service in high esteem, which is critical to maintaining the British model of policing by consent. However, only 62% of Londoners have confidence in the MPS, placing the force in the bottom quartile nationally. This is why a 20% improvement in public confidence in the police is a vital component of the 20:20:20 challenge. This will also address the gap between the reality of declining crime levels and the public perception of crime levels.

The MPS have carried out robust analysis of their Public Attitude Survey and identified four key drivers of public confidence:

- **Effectiveness in dealing with crime** – responding to emergencies; tackling and preventing crime; supporting victims and witnesses; providing a visible presence; and policing public events
- **Engagement with the community** – committed to and engaged with the community; listening, understanding and dealing with their concerns; and deliver on their promises
- **Fair treatment** – treat people fairly and respectfully; helpful, friendly and approachable
- **Alleviating local antisocial behaviour** – reducing local disorder.

MOPAC aims to drive this confidence rating up to 75% by 2016. In addition a **"Safety Index"** will be developed for London, drawing on international best practice which will provide reassurance about the city's relative safety,

## Improving public access

Ultimately, the best way to boost public confidence is to get more officers out on the street where the public want to see them.

The Mayor's public access commitment has guided the MPS in its operational review of its property. That review found that the current provision does not meet the needs of the public or the police. Many MPS buildings and much of its infrastructure are out of date, do not reflect technological developments and are not in the right locations to meet demand.

The Mayor's public access commitments to Londoners are:

- Every London borough will have at least one front counter open 24 hours a day, seven days a week.
- The most deprived communities in London need face-to-face access, particularly where there are language barriers.
- Public access should be improved by bringing the police closer to the public with creative solutions such as locating crime prevention desks and bureaus in places with high numbers of visitors such as, council buildings, libraries and other local public services as well as places that are frequently visited e.g. supermarkets. The Mayor is discussing the potential for the Post Office to provide some front counter services and expects to have a pilot in place by July 2013.
- The MPS should expand access by using additional channels of communication such as call centres, the internet and social media.

In practice, using additional communication channels means:

- Providing at least one 24/7 front counter in every Borough, as well as others with shorter opening hours. Standard core opening hours will be agreed in consultation with the public and may be further enhanced by volunteer support. Options are being discussed with councils across London.
- Meeting more people by appointment at locations of their choice, including guaranteeing every victim of crime a personal visit, particularly victims of serious crimes.
- Providing more services on-line and by telephone
- Providing a number of contact points (in shops, libraries, and other locations) in every borough where people can meet with Safer Neighbourhood Teams where it will be possible to report lost property, crime and anti-social behaviour as well as hand in property. There will be pilots in place by June 2013.
- Providing easier telephone and email contact with Safer Neighbourhood Teams.

**The under-reporting of crime is a significant issue.** We know that some crime types, particularly domestic and sexual violence as well as hate crime are under-reported. We will therefore take steps to encourage people to report crime and also ensure that there are robust crime recording practices that guarantee we have accurate information with which to solve problems and allocate police resources.

- There will be more and better ways for the public to report crime, in line with our strategy of having a police service which is more accessible. Recognising the increasing importance of telephone and online reporting facilities and of providing front counter services in accessible locations and by developing new technologies, the MPS has commissioned a feasibility study into the development of a smart phone crime reporting application.
- There will be more opportunities for victims to report crime through third parties such as the Havens (these are specialist centres in London, run by the NHS for people who have been raped or sexually assaulted) as well as the four rape crisis centres.

## Supporting Victims and witnesses

There is no doubt that **treating victims with dignity and respect should be at the heart of service provision within the community safety and criminal justice realm.** Survey data consistently shows that victims in London are less satisfied with the service they receive. This is borne out by data from Her Majesty's Inspectorate of Constabulary (HMIC) that shows the MPS has the lowest victim satisfaction nationally. Victim satisfaction has a significant impact on confidence in the police and criminal justice system.

Londoners deserve victim focused services, and the MPS and criminal justice partners must be held to account for providing them. The MPS will develop clear plans outlining how they intend to improve the support they give victims.

In 2014/15 the Home Office will be devolving responsibility (and funding) for commissioning victim support services to police and crime commissioners. There will be **a comprehensive analysis of victim support services** across London during 2013/14 to consider how well victims' needs are met. In this way the Mayor will be able to ensure that any subsequent commissioning activity is properly focused.

Repeat victimisation can be particularly traumatic and can add to the feeling of vulnerability for those involved. The Mayor is committed to reducing the number of repeat victims, the frequency of victimisation and to offering targeted support to repeat victims.

- robust programmes will be put in place aimed at reducing repeat victimisation in key areas such as anti-social behaviour, hate crime and domestic violence.
- the MPS will be required closely to monitor incidents of repeat victimisation; identifying individuals, trends and crime patterns to develop and implement appropriate policing methods. In addition we will work with the MPS to identify best practice and develop

strategies to reduce repeat victimisation with partner agencies such as housing providers, social services and education.

**Witnesses are the visible representation of the way in which the public and police work together and must be supported.** Too often, witnesses fail to come forward to provide evidence to the police and too many trials fail at court because witnesses fail to attend court to give their evidence. There are many reasons for this, including a lack of confidence in the police and other agencies to support them. There will be robust plans aimed at driving improvement and regular performance information so that trends can be monitored.

## Stop and Search

The police use of stop and search powers can be a key source of tension between the police and especially black and minority ethnic Londoners, and this undermines public confidence. This tactic is vital to reduce crime and protect the public but:

- the MPS must demonstrate that it is properly targeted and that when members of the public are being stopped and search they are treated with dignity and respect.
- with the stop and search community monitoring network, MOPAC and the MPS will highlight and publicise good practice to identify the bad practice and the Mayor will use MOPAC Challenge (the public meetings at which the Mayor and Deputy Mayor hold the Commissioner and his team to account for performance) and the Safer Neighbourhood Boards as key points of accountability.

## Policing with integrity – high professional standards

The conduct of police officers is a critical component in building and maintaining public trust and confidence in policing. Public satisfaction following interaction with the police has been known to fall rather than rise and so it is important that the highest professional standards are maintained at all times. MOPAC will therefore look to monitor public satisfaction with the police after there has been meaningful contact or engagement.

Confidence in the MPS has been affected by what is seen to have been corrupt behaviour. There have been several reviews of the MPS in the last 12 months, none of which have found deep-rooted or systemic corruption, but all have made recommendations aimed at improving systems and processes. The Commissioner is publicly committed to dealing robustly with any corruption that comes to light. He is leading on the MPS programme of “total professionalism” for which he will held to be account.

As a result of the Police Reform and Social Responsibility Act 2011, MOPAC has a direct role in professional standards and is committed to fulfilling this obligation by:

- publishing aggregated outcomes of professional standards in each annual report
- requiring that the MPS provides assurance through regular reporting and the MOPAC Challenge process, that professional standards procedures are in place, are implemented, monitored and procedures improved as and when necessary



- MOPAC officers will also monitor data on complaints to identify potential trends or issues in service failure or professional standards, both across London and in each borough.

## Deaths in Custody

The number of deaths in custody or following police contact is small. However each death is a tragedy and has a significant impact on trust and confidence in the police, particularly amongst black and minority ethnic communities. **MOPAC's oversight will ensure the MPS is adhering to good practice and learning the lessons from any incidents that occur.**

**We will continue to support and develop our volunteer independent custody visitors** who play an important role in reassuring London's communities by ensuring that those who find themselves detained by the police are treated appropriately. By bringing them into the fold of the new Safer Neighbourhood Boards in every London borough they can help us achieve our aim of a 20% increase in confidence in the police.

## Building a police force that looks like the city it serves

In the Mayor's first term he commissioned the Race and Faith Inquiry which considered race and faith issues within the MPS. It made a number of recommendations to improve diversity within the force. These are important issues and MOPAC will continue to drive the MPS to ensure the improvements are delivered for Londoners. By building a police force that is more like London, it will contribute to greater confidence.

- Following lobbying from the Mayor, Government will introduce a national direct entry scheme from 2013 to allow more experienced people from outside policing to become police officers at a senior level. If this planned scheme does not go ahead, the Mayor will lobby for a pilot in London.
- There will be a performance management framework to monitor recruitment, retention and progression of BME police officers and staff.

## CUTTING COSTS BY 20%

The police service, like all public services, is facing a difficult financial future. Now that the Olympics are over, difficult decisions need to be made. Policing funding is reducing, but this needs to be managed so that police numbers are protected, and so that we can work together to improve performance whilst bringing to bear all the efficiency strategies operating elsewhere in the public and private sectors.

### **The aim is to cut the MPS budget by 20% while improving standards and cutting crime**

MOPAC has responsibility for ensuring the Commissioner is delivering an effective and efficient police force. The recent HMIC value for money profiles indicated that the MPS has by far the highest levels of spending per head of population over all expenditure types, with total expenditure (excluding national functions) at £366 per head of population, compared with the national average of £192. We will be working with the Commissioner to bring the MPS into line with other police forces.

The MPS budget currently stands at £3.6bn, and the Commissioner has been challenged to deliver savings of £500m – 20% – by 2016. The focus for these savings will be back office functions - **the Mayor's top priority will be to protect the front line and ensure that every penny is used to support it.** In order to minimise the impact on service delivery, the savings are weighted towards the end of the planning period.

There are mechanisms to tighten control on spending in the MPS and MOPAC has established a Joint Investment Board (JIB) to ensure MPS investment decisions are founded on a sound business case and contribute to delivering an efficient and effective police force. Joint Asset Management Panel (JAMP) has been established to ensure delivery of the estates strategy and the timely release of under-utilised assets. MOPAC has started to work closely with the MPS to put in place robust plans that will deliver these savings through reducing overheads, releasing surplus assets and reforming the policing model.

The current management and supervisory ratios are improving but remain high. For example, there are 4.4 constables to every sergeant, compared with the national average of 4.8 constables. The Commissioner will develop proposals that will increase this ratio to six constables for every sergeant, delivering savings while increasing the number of constables and frontline officers from 24,000 to 26,000. At the same time the number of senior officers will fall.

We will publish police numbers each month to ensure transparency and accountability as well as holding the Commissioner to account for the promises he makes on limiting the diversion of officers away from safer neighbourhood teams.

### **Releasing underused assets**

The MPS currently has 497 buildings, many of which no longer meet operational requirements. The front counter provision through police stations is also inadequate and often sited in the wrong places. Visitor numbers in some stations are extremely low, using up money that could be better spent elsewhere. A draft estate strategy has been developed (and is being consulted

on at the same time as this draft plan) that will create a more efficient estate with a much smaller headquarters and less costly buildings. This will allow the MPS to focus on the frontline and to ensure that where it is necessary to close one building, a better form of public access can be created. The estates strategy aims to reduce the MPS estate from 900,000 to 600,000 square metres.

## **Reducing overheads**

The MPS has the highest support costs per head of population – £98 compared with the national average of £39. The MPS is to drive down office costs and remove duplication and unnecessary overheads. The Commissioner will be held to account in delivering the strategy.

- All MPS investment decisions will be examined, including key financial administration, procurement, and contract management decisions (JIB and JAMP).
- HMIC value for money profiles and other benchmarking data will be used to identify savings and to monitor improvements.
- MOPAC is determined that the force will make the best possible use of technology.
- There will also be a human resources strategy, as part of Met Change, that includes workforce planning and a review of current policies and terms and conditions to ensure they are up to date and appropriate. The MPS currently employs over 13,000 police staff in support roles. By changing work practices and rationalising structures, the Mayor has committed to reducing this number without replacing police staff with police officers.

# CRIME PREVENTION

## PEOPLE

### Empowering the public to support the police

There are a multitude of engagement activities between MOPAC and Londoners as well as between the police and Londoners. These must become more comprehensive and less fragmented, through the whole of the criminal justice system committing to performance targets that promote joint working and community engagement.

- a **Safer Neighbourhood Board will be established in every borough** by 2014 giving local Londoners and victims a greater voice. These Boards, supported by MOPAC, will establish local policing and crime priorities and fulfil a range of important functions, including monitoring public complaints against the police and community confidence in their area, and ensuring all wards have a ward panel in place.
- a **£1m crime prevention fund** will be created in 2014 by reforming MOPAC's community engagement structures and recycling the savings. This fund will provide an opportunity for communities to be directly involved in identifying and solving local problems and will ensure that we target our funds on the issues that matter most to local people.
- MOPAC will review the MPS strategy for engaging with Londoners to ensure it adheres to good practice. In particular, engagement with **young Londoners is vital**. Each secondary school in London will have a **Safer Schools Officer** as part of the new local policing model, if they want it. That officer will also work with local (feeder) primary schools.

Londoners should feel safe in their homes and businesses and many people rightly want to do all they can to make their homes, businesses and neighbourhoods safer. We will do all we can to support individuals and communities play an active role in maintaining their own safety, through a range of measures:

- We will work with the **London Neighbourhood Watch Association** and local communities to develop Watch Schemes across London. Business based Watch-style schemes, such as Pub Watch and Shop Watch may be an active part of this as may reporting tools like FaceWatch
- Schemes such as "City Safe", which provides safe havens across London for young people who feel they are in danger will be reviewed and promoted.
- As economic crime is vital, MOPAC will work with the City of London Police, the MPS and business representatives to strengthen London's approach to tackling business and economic crime.

## Boosting volunteering and growing the police family

We will not only engage and support communities but also look to maximise the volunteering opportunities that so many Londoners are keen to explore. The MPS volunteer programme has delivered many benefits to London – using the energies and skills of the local community to support the police service. The use of volunteers in non-policing roles is an effective way of using local community capacity and to foster support for the police. This will be greatly expanded.

- The MPS Special Constabulary has grown to over 5,000 officers and the MPS will continue to use Special Constables as one of the primary routes into the Service and will work with London boroughs to offer a 50% council tax rebate on the Mayor's precept to those who volunteer as Special Constables. The Mayor will work with all the police services in London to optimise the opportunities available to those people with specialist skills such as finance and business skills, who want to volunteer as special constables, in order to meet his pledge to reach building on the legacy of the Olympics and achieve his commitment of 10,000.
- The MPS **volunteer cadet programme** will focus on supporting vulnerable young people as part of the YOU Matters Programme and aim to double the number of volunteer police cadets.
- Through the cadet scheme, **25% of all cadets will be recruited from among young people who are vulnerable to crime and/or social exclusion.**

The Mayor will ensure that the **community safety accreditation scheme (CSAS)** will be maintained for London. CSAS is an accreditation scheme under which staff of non-police organisations are trained and given a limited range of enforcement powers. CSAS therefore provides additional reassurance for the public, bolsters local policing on sites such as universities and hospitals, and improves the working relationship between the police and partners. There are currently 13 schemes in operation across the capital.

## PLACES

### Tackling crime hotspots

Understanding **where** crime happens is an important element in crime reduction and it is important to understand the place based initiatives which can help to prevent and reduce crime and increase community safety.

- We will build on existing crime mapping to develop **hotspot maps** to inform and focus crime prevention work. Hotspot analysis will be focused on areas where there is significant crime and disorder that is related to alcohol, street prostitution, business crime, street violence and burglary.
- The analysis will be shared with community safety and criminal justice partners so local multi-agency responses to local problems can be developed.

## Using technology to design out crime

There have been significant improvements in technology in the last 10 years and we need to harness these wherever possible to design out crime. Evidence shows that, used properly, CCTV can be a very effective tool to prevent and detect crime. With partnership-led CCTV control rooms and comprehensive CCTV cover, it is possible to have an impact on a range of issues affecting communities. **Automatic number plate recognition technology** can identify unregistered, uninsured and stolen vehicles as well as be used in more sophisticated ways such as identifying, tracking and stopping vehicles associated with gangs, violence and firearms, for example.

- The MPS and Transport for London have already been asked to establish a framework to integrate their automatic number plate recognition systems with the MPS's existing systems to develop a "ring of steel" around London. There will be formal consultation on their plans during 2013.
- The Commissioner will be asked to extend number plate recognition further to tackle other problems such as curb-crawling.
- MOPAC will work with local authorities to consider what more they can do to 'design out crime' when making planning and investment decisions such as replacing street lighting, alley-gating and agreeing new housing/commercial developments.

## Crime on transport

**London's transport system is a low crime environment.** The Mayor has already invested in extra police officers to deliver a safer transport system and there is good partnership working between the police in London (British Transport Police, the City of London Police as well as the MPS) and the transport providers. The transport community safety strategy will be revised during 2013.

## PROBLEMS

### Developing prevention strategies

Crime prevention isn't something that can be delivered by any agency alone; it requires effective partnership working. There are already many effective partnerships in place across London, focusing on things that matter to local communities. However, there are some key areas – drugs, gangs, violence against women and girls, and alcohol – in which greater success could be delivered through the development of London wide strategies that identify our shared approach to prevention, enforcement and diversion. The golden thread running through this partnership working will be focused on robust performance monitoring and holding all of the agencies to account. The Mayor is in a unique position to bring together a whole range of agencies who must work together effectively if these difficult and complex problems are to be successfully tackled.

**Partnership strategies** will be based on stakeholder and community consultation, and will be evidence-led – drawing on robust analysis of a wide range of data, and outcome focused - with clear targets, effective monitoring and evaluation of delivery. This will help MOPAC to assess what improvement has been made in each of these key areas and support the performance management of the criminal justice system and future commissioning decisions.

Proportionately, London has a far worse problem with **alcohol** than England as a whole, with 11.7 alcohol related crimes for every 1,000 people compared to a national average of 7.6. In particular, we have the highest rate of alcohol-related violent crimes. **Drug abuse** drives crime and can cause significant harm to communities. There are also links between drug abuse and prostitution.

- We will develop an **alcohol related crime strategy for London** focussed on prevention, enforcement and diversion. These will draw on best practice from around the world such as a compulsory sobriety scheme like that used in parts of the United States and will consider the use of controlled drinking zones.
- a **strategic licensing function** will gather data from all relevant agencies including the police, London Ambulance Service and A & E departments. This will enable better identification of problem premises and hotspots and will assist local authorities, the police and other partners to close them down.
- We will develop a **drugs strategy for London**, aligned to the Government’s strategy, to reduce demand, restrict supply and build recovery. This will put more responsibility on offenders to overcome dependency, learning from the HOPE programme in the USA, which require offenders to report daily and participate in random drug tests.
- The **LCRB Anti Gangs Strategy** will provide strategic leadership and improve co-ordination of current arrangements across regional agencies and will also provide additional support for local partnerships in managing risk associated with gangs and gang members. The strategy will also guide MOPAC’s commissioning from 2013, supporting an evidence-based approach to commissioning and delivery of effective programmes and interventions to reduce participation in gangs and gang related violence and offending.

## **A safer London for women**

The Mayor will publish the **second violence against women and girls strategy** in summer 2013 focussed on prevention and intervention, dealing effectively with perpetrators to stop violence and supporting victims and their children to rebuild their lives and reduce their risk of experiencing further violence. The evaluation and underpinning work should make this a beacon for other parts of the UK and other cities around the world

- partners on the London Crime Reduction Board will commission and fund a pan-London domestic violence service.
- continued funding for London’s four rape crisis centres is guaranteed until at least May 2016 and additional contributions from boroughs.

- The MPS must focus on solving more rapes and other serious sex offences
- There will be a renewed focus on targeting the demand side of prostitution and supporting work to help women exit prostitution
- Harmful practices, such as female genital mutilation, which can destroy the lives of women, will be confronted and a task force will target those who commit crimes of this nature and support the victims.

## Quality of life crime

**Anti-social behaviour** is consistently raised as one of the greatest concerns by Londoners and is reflected as a priority in local community safety strategies across London. Anti-social behaviour can be extremely distressing for victims and, a failure to deal with it appropriately can be interpreted as a sign of neglect of local communities.

The London Crime Reduction Board has identified anti-social behaviour as a priority for its 2012-13 work programme and partners at the LCRB will set strategies and principles of best practice that aim to address the challenge.

## Hate crime

London is one of the most diverse cities in the world. This is cause for celebration. However, unfortunately, some communities are targeted just because of who they are. Levels of hate crime are still too high and more worryingly, the report accompanying the Government's action plan to tackle hate crime, published in March 2012, found that there is significant under-reporting. The Mayor is committed to cracking down on hate and homophobic crime.

MOPAC will work to increase confidence to report hate crime by ensuring victims get a good service through agreed minimum standards; supporting third party reporting; working with affected communities to ensure services are being effectively delivered; and ensuring the MPS publicises success stories to increase confidence in our willingness and ability to deliver for victims.

The Commissioner of the MPS will ensure that there is a designated Lesbian Gay Bisexual and Transgender (LGBT) officer in every borough to work with LGBT communities to improve confidence and ensure the proper reporting of hate crime.



## Dangerous Dogs

Dangerous dogs are a menace which must be tackled. It is a complex problem but enforcement effort will be targeted on those irresponsible dog breeders and owners that form a minority of the overall dog owning population.

- the capability of the MPS's Status Dogs Unit will be doubled and MOPAC will seek tougher sentences for those using dogs as weapons in Greater London.
- The Mayor of London is committed to lobbying government to take more action to tackle dangerous dogs, including making changes to the current legislation which is becoming out of date in combating the growing problem of dangerous dogs and weapon dogs. Changes sought include:
  - extending the law to cover private land to give the same legal protection as for public areas and protect groups such as children, utility, postal, health and social workers.
  - Speeding up court processes: Changes to the law and court process relating to dangerous dogs are needed to reduce the long delays before cases get to court.
  - tougher sentences for any owner who uses their dog as a weapon
  - changes to the rules on compensation and financial liability so that the courts can award costs to the MPS to compensate for the costs associated with kennelling and subsequent destruction of dogs that are proscribed as a banned breed or those that have been deemed by the court to have been aggressive or dangerously out of control.

# JUSTICE AND RESETTLEMENT

For the first time the Mayor has responsibilities that include contributing to the efficiency and effectiveness of London's criminal justice system, making it work better together in the interest of Londoners. We need to build confidence in the whole criminal justice system and will do that through a range of measures which we have grouped under "the three Rs" – improving reparation, building in reform, and ensuring effective rehabilitation to cut reoffending rates.

The police alone cannot prevent crime and the effectiveness of the wider criminal justice system is critical to public safety. As such MOPAC monitors London's criminal justice system and is seeking to establish clear measures of performance that focus on outcomes (results), not outputs (activities). Therefore the Mayor is proposing a further challenge for the MPS, London's Crown Prosecution Service, HM Courts Service and Probation Service to seek swifter and surer justice for victims and a rehabilitation revolution by working to:

- Reduce court delays by 20%
- Increase compliance with community sentences by 20%
- Reduce reoffending rates for young people leaving custody in London by 20% by 2016

Although crime has fallen in recent years, reoffending remains stubbornly high and, at any given time, there are a small number of prolific offenders who are responsible for a large proportion of offending. This happens at great cost to society, as well as to the criminal justice system, local authorities and Londoners themselves. The proportion of people who reoffend across London is 26% (latest figures are for 2010), and for young people under the age of 18 leaving custody this can be as high as 73.6%. This is staggering. Building on the success of the Daedalus pilot, all parts of the criminal justice system will be held to account through a golden thread of performance monitoring and a determination to deliver another 20% target, that of **reducing reoffending by young people leaving custody in London by 20%.**

The other key challenge is to ensure that rehabilitation services are focused on transforming offenders into law-abiding citizens, particularly where those offenders are young people. Research demonstrates that the likelihood of reoffending is reduced by working with offenders to deal with problems such as housing, substance misuse and training and employment. We will therefore work towards ensuring there is better and more universal resettlement and a better grip on persistent and prolific offenders.

Londoners must have confidence in the criminal justice system, and victims must have confidence that they will receive justice. This means swift and sure justice. We know that 18.7% of trials at Magistrates' Courts in London (where the majority of crimes are sentenced) are ineffective. In the Crown Court this figure is 15.8%. We must do more to prevent this 'waste' in terms of court resources. We must also do more to improve the speed at which justice occurs – London courts take longest to reach a conclusion (from time of offence) – 161 days on average, compared to other parts of the country which take 142 days. It is important that we resolve cases more quickly – not only for the sake of justice and victim satisfaction, but also to ensure that our court processes are efficient, and that we minimise any 'waste' in the system, and build

public confidence. We know that courts were more efficient in responding to the disturbances in August 2011 and MOPAC will work with partners to embed such good practice.

In London 77% of community orders or licences are successfully completed (against a target of 71%). But other areas nationally are performing much better – as high as 87%. So we must drive performance improvement, through the use of innovations such as tough new community sentences.

## **REFORM**

### **Seeking swift and sure justice for victims**

In the first MOPAC Challenge in July 2012, the Deputy Mayor for Policing and Crime was clear in his expectation that there was significant scope to improve criminal justice performance. He agreed with the Commissioner of the MPS, the Chief Crown Prosecutor for London and the head of HM Courts Service in London that, collectively, London needs to:

- Improve the proportion of crimes that are actually solved (formally known as the sanction detection rate), which currently stands at 20%
- Reduce the amount of wasted court time
- Improve the efficiency of the court system
- Improve the digitalisation of court processes in London and increase flexibility

There must be improvements in the attrition rate as cases progress through the criminal justice system, the timeliness of the process, a reduction in the number of ineffective trials as well as an improvement in the conviction rates.

### **Payment by Results and Social Impact Bonds**

With a high recidivism rate, especially amongst young people, it is vital that there is reform in arrangements to reduce reoffending. Through the LCRB, “justice reinvestment” pilots are being co-ordinated in London which aim to reduce demand on the criminal justice system. In the first year, £950,000 has been ploughed back into communities, to spend on further initiatives to reduce reoffending.

Social Impact Bonds (SIBs) are designed to help reform public services by making funding conditional on improvements. Investors pay for the project at the start, and then receive a payment based on the results achieved by the project. Rather than focusing on inputs (e.g. number of police officers) or outputs (e.g. number of drug tests in custody), SIBs are based on achieving social ‘outcomes’ (e.g. no reoffending for a year).

The MOPAC commissioning framework will be used to support programmes delivered through ‘Payment by Results’.

## **Working with Government to reform the justice system**

The Ministry of Justice is producing a white paper on reforming rehabilitation services in January 2013, and MOPAC is actively working to influence this. The Mayor wants to ensure there is better justice for Londoners and consequently, improved confidence in the criminal justice system, of which the police are a key part.

Establishing effective **Integrated Offender Management (IOM)** in London is without doubt one of the most important aspirations within this plan and, if we get it right, it will have a significant impact on crime reduction. Effective IOM is multi-faceted and allows local and partner agencies to come together to ensure those offenders whose crimes cause most damage and harm locally are managed in a coordinated way. In order for MOPAC to be able to deliver the strategic leadership required, the Mayor proposes to establish a **Director of Offender Management** to work with partners to improve the multi-agency approach to supporting offenders.

## **REPARATION**

It is vital for the confidence of the whole community that where people commit crime, they are seen to make reparations. The following initiatives set out how this philosophy should drive a safer London.

### **Compulsory sobriety for substance-misusing offenders**

In 2009/10 nearly half of all violent crime nationally (almost one million crimes) was fuelled by alcohol, and the police are fighting a constant and expensive battle against alcohol related offences and anti-social behaviour. The total estimated cost of alcohol related crime is £8bn to £13bn per year. Reducing the numbers of crimes fuelled by drugs and/or alcohol is a high priority and MOPAC will look to impose enforced sobriety on substance-misusing offenders, combined with an intensive testing regime and a swift and sure punishment for those who fail to remain abstinent.

### **Alcohol Abstinence**

The Mayor has successfully lobbied for legislation to allow for the introduction of a new sentencing power, the Alcohol Abstinence Monitoring Requirement (AAMR), to tackle the significant problem of alcohol related violence. MOPAC has led negotiations with central and local government, Her Majesty's Courts and Tribunals Service, the Crown Prosecution Service, London Probation Trust and the boroughs of Sutton and Croydon to develop and roll out the pilot for the Alcohol Abstinence Monitoring Requirement (AAMR).

The pilot will commence in the new financial year. The pilot will test how widely magistrates use AAMR; the technical processes within the criminal justice system; the effectiveness of electronic monitoring and breath tests; compliance with and breaches of the order; offending behaviour and cost. Once we have learned the lessons, all of the criminal justice agencies will work together to roll out this approach across London.

DRAFT

## Drug abstinence

The prolific offending committed by a relatively small number of drug addicts must be tackled. The Drug Interventions Programme (DIP) is the criminal justice pathway into drug treatment and has made a significant contribution to the reduction of acquisitive crime. In those areas where there is still a problem with acquisitive crime stemming from opiate and crack use, funding will remain available to help boroughs maintain pathways into drug treatment. In other areas, the focus may be on alcohol-related violent crime. Again, funding will be available.

- London will pilot a version of the HOPE probation programme used in Hawaii. This approach sees drug-misusing offenders clearly warned that if they violate the rules of the scheme, they go to prison. They must subscribe to an intensive drug-testing regime to ensure they remain abstinent, whilst other treatment is provided to help them remain drug-free.
- MOPAC is developing plans for this ground-breaking pilot, which could potentially use the SIB vehicle described earlier.
- MOPAC will work in partnership with the new Local Health and Wellbeing Boards across London to ensure that boroughs continue to tackle crime resulting from substance misuse, whether illicit drugs or alcohol.

## Getting more from existing sentencing options

In order to reduce crime and turn offenders away from crime and keep communities safe, the Mayor is keen to try out new types of sanctions to tackle longstanding crime problems that have not been dealt with through methods currently on the statute book.

- **Community Payback** sees offenders carrying out tough physical unpaid work in high visibility jackets so residents can clearly see that justice is being done. Currently over 1,350,000 hours of Community Payback are carried out in London every year. The Mayor will ensure that more offenders serving community sentences are visibly doing tougher and more intensive tasks that communities themselves have identified, to improve their neighbourhoods.
- MOPAC will work with London Probation Trust and Serco to strengthen the involvement of local people in Community Payback to ensure it commands their confidence by making justice more visible. The Mayor will also work with London Probation to improve completion rates of community sentences in line with the targets outlined above.
- MOPAC will use its Safer Neighbourhood Boards (SNBs) to ensure that local people and, in particular, victims are able to set the tasks that offenders from their neighbourhood should undertake as payback for their crimes. One of the new duties of SNBs will be to monitor complaints from victims of crime and to monitor crime performance and community confidence in their area. This will enable SNBs to play a significant role in Community Payback.

## **Ensuring sentencing decisions fit the crime**

MOPAC will work to **improve sentencing outcomes** in London as per the commitments made in the Mayor's manifesto. Sentencing decisions need to be based on complete and robust information and therefore it is vital that the courts have all the relevant information. They also play a vital role in improving the confidence of Londoners in the criminal justice system. More can be done to ensure that community impact and victim impact statements are better used. The Mayor is also concerned to ensure that **courts do not hand down unduly lenient sentences**.

In order to **improve the transparency and understanding of sentencing** MOPAC officials will gather, monitor and analyse sentencing outcomes on a regular basis. This will then be used to enhance partners' and the public's understanding of (and confidence in) sentencing in London. In order for this to be a success, co-operation will be needed from the Ministry of Justice and from Her Majesty's Courts and Tribunals Service to ensure their data is accessible and timely.

- The Mayor will explore how to ensure better use of victim impact statements with the MPS. The Mayor will also hold discussions with courts and Magistrates to explore other ways to improve the information that is presented to courts to ensure that magistrates and judges passing sentence have all the information to make informed decisions.
- By putting in place appeal arrangements, the Mayor will ensure that MOPAC is ready to respond to sentences which may be unduly lenient and ensure that the most appropriate sentence is given to contribute to public safety, improved public confidence, and reduced reoffending. A protocol will be established between MOPAC and the Crown Prosecution Service to ensure that procedures are in place to work together on relevant cases.

## **REHABILITATION**

As part of the rehabilitation revolution, partners across London must do more to ensure that, once an offender has been convicted, we coordinate our efforts to reduce the likelihood of them reoffending again. Tackling the unacceptably high reoffending rates is a priority and we welcome the Government's renewed emphasis on supporting those offenders who receive short sentences – but it is also about empowering local areas to provide effective responses and then holding them account to do this. The Mayor and MOPAC will play a central part in ensuring this happens.

To aid the rehabilitation revolution, the right structures, processes and governance arrangements need to be in place. MOPAC has bold aspirations and will lobby government for greater responsibility for London's youth justice budget. Working with councils across the capital, MOPAC will be in a position to influence and change behaviour and thus advance the rehabilitation revolution for young people – whilst reducing costs. Devolution of the current remand budget is a very small proportion of all youth justice funding and therefore is unlikely to significantly alter behaviours or drive real performance improvement. MOPAC is best placed to provide strategic oversight over the youth justice and custody budgets in a way that will

encourage youth offending teams (YOTs) to focus meaningfully on alternatives to custody. We are already working collaboratively with the boroughs and all of the relevant criminal justice agencies.

Operating within a complex city with many thousands of public, private and voluntary sector organisations providing justice services, MOPAC will strive to break down silos, provide strategic leadership, and lobby for the adoption of an evidence-based approach to public safety, built upon collaboration, innovation and smart crime policies. MOPAC will aspire to gain more responsibility for crime reduction in the capital and to control more of the funding provided for public safety in London.

In particular, the Mayor wants to focus on:

- Working with local authorities to ensure housing, benefits and education needs are met
- Work with the National Offender Management Service to jointly commission services for offenders – in particular offender health services
- Work with employers and Job Centre Plus to identify employment opportunities for ex-offenders
- Ensure commissioning is evidence based, with a focus on payment by results
- Understand and improve the money flow – reducing duplication and driving efficiencies
- Promoting opportunity for cross borough collaboration

### **Working with young offenders**

The highest reoffending rates are for young people, and specifically those young people who are released from custody (71%). Effective resettlement support for these young people must be a key priority.

A recent inspection by Her Majesty's Inspectorate of Prisons into resettlement provision for children and young people found that the current provision of resettlement work was disappointing and that both the planning and the follow up of a young person once released from custody was found to be insufficient and unmonitored. The report found that 84% of young people leaving custody had an accommodation and/or education employment or training need identified, half were under 14 years of age since they had last been at school and 86% had been excluded from education at some point. With only 36% of people leaving prison going into education, training or employment, there is more to be done.

The Mayor has made significant progress in this area but there is much more to be done. Project Daedalus, a three year pilot project aimed at tackling high rates of youth re-offending was a unique partnership project between MOPAC, the Ministry of Justice (MOJ), Youth Justice Board (YJB) and other agencies, formed part of the Mayor's long term strategy to tackle youth crime.

This project delivered an enhanced 'resettlement' unit within Feltham Young Offenders' Institute, where young offenders who are assessed to be ready to make positive changes to their lives, can be placed for the last period (for example last 3 months) of their sentence,



undertaking a range of activities and tailored programmes to prepare them for effective release and positive reintegration into the community.

The final evaluation shows unit's re-offending rate of 53% in comparison to a national rate of 70% and savings. Also based on very conservative assumptions about the share of the impact that can be attributed to the intervention, the benefits of the programme exceeded the costs. Early indications from the economic analysis show criminal justice savings in the first year savings of £580,000 (£8,285 per participant).

The value of getting young offenders into Employment, Education and Training is key to reducing reoffending rates and incentivising a range of partners, both statutory, voluntary and private has shown its value.

The Mayor has therefore committed to providing a further £3.5m to improve resettlement support for young offenders leaving custody from 2012 – 2015. More must be done to ensure young people are given the support needed, to make the right choices and stray away from the path of crime. In doing so, we will make London safer, and provide value for money – the cost of custody is staggering.

DRAFT

## OTHER ELEMENTS OF THE PLAN

The Strategic Policing Requirement sets out the Home Secretary's view of the national threats that the police must address and the national policing capabilities required to counter those threats. MOPAC will work with the MPS to ensure the requirement is delivered. The final version of the police and crime plan, to be published by April 2013, will outline our response to the SPR, detailing how together we will continue to play a leading role in countering national threats and preparing to respond to civil emergencies.

## Finance and Resources

The Metropolitan Police has a history of delivering significant savings, as evidenced by the net incremental savings delivered in 2011/12 of £146 million and £70 million net incremental savings planned in 2012/13. These savings have been realised through major change programmes, including those within Human Resources (HR), Finance and Resource Management, and Property Facilities Management. The MPS has outsourced some back office functions such as payroll and IT support.

However the MPS spends more per capita than any other police force in England and Wales (HMIC VfM Profiles 2012) and clears up a lower amount of crime than similar forces such as Greater Manchester and West Midlands Police. More must be done around value for money.

### Linkages between the objectives set and the resources allocated

MOPAC has responsibility for ensuring the Commissioner is delivering an effective and efficient police force. MOPAC has therefore introduced a number of new processes to undertake this role including creating a joint investment board to oversee investment decisions, a joint asset management plan to oversee delivery of the estates strategy and budget challenge sessions to challenge savings proposals as they are developed and oversee delivery of the savings that need to be delivered.

### MOPAC/MPS Budget 2013-16

MOPAC has submitted a draft budget to the Mayor, which is currently out for consultation. It is anticipated that the figures will remain broadly the same. If you want to see the detail of the budget, please click here:

<http://www.london.gov.uk/who-runs-london/greater-london-authority/budget-2013-14>

# Performance and Accountability

A key aspect of MOPAC's business will be holding the Commissioner to account for delivering against my strategic priorities. This will happen using the following mechanisms:

## SETTING EXPLICIT TARGETS: THE 20:20:20 CHALLENGE

MOPAC's challenge to the Metropolitan Police Service over the next four years is to drive down crime in key categories by at least 20%. In practice, this will mean approximately 300,000 fewer crimes in those key categories over the four year period.

We will use MOPAC Challenge to publically scrutinise progress against the 20:20:20 Challenge. These meetings, held monthly in public, are the principal mechanism through which the Mayor and the Deputy Mayor for Policing and Crime hold the Met Commissioner and his top team to account. Where relevant, other partners attend to contribute to the meetings and agree how best to work together in partnership on particular issues.

## Grants and Securing Services

Police and Crime Commissioners, and MOPAC in London, have been given extensive commissioning powers as a consequence of the Police Reform and Social Responsibility Act 2011. This enables the Mayor to invest in services that will support the delivery of his objectives e.g. commissioning voluntary sector providers to provide diversionary programmes to young people. In the immediate future grants will be ring-fenced as a Community Safety Fund. However, in 2014/15, this ring fence will be lifted, allowing greater flexibility to commission services that enable MOPAC to deliver the Mayor's priorities. In order to ensure transparency in any funding decisions, the Deputy Mayor has agreed with London Councils that the following principles will guide decision making.

### MOPAC Draft Commissioning Principles

#### Commissioning Principles

- There is an aspiration to draw together disparate national and regional funding programmes to produce **one single pot** that boroughs can access through a relatively light touch 'challenge fund' mechanism.
- MOPAC is committed to funding activity that is able to **demonstrate impact** and is therefore encouraging **outcome-based commissioning** to generate a **strong evidence base**.
- Funding decisions for each borough will be determined by both the potential **impact** (i.e. likelihood of making a difference on the ground) of their proposals and local **demand** (levels of crime).
- Boroughs are in the best position to commission and deliver **local interventions** that will achieve the right outcomes, therefore individual commissioning decisions will be

taken at as local a level as possible. The assumption is that boroughs can deliver better outcomes given sufficient freedom, flexibility and resource.

- MOPAC must deliver **value for money** and will therefore ensure any funding is used to complement (and establish the extent of) existing spend. MOPAC will look to pay for results (outcomes). It is expected that all proposals will include a payment by results element.
- Providing boroughs the time and assurance to deliver meaningful results through opportunity for **longer term funding** (up to four years). This longer term funding commitment could offer a useful foundation for tackling complex and ingrained crime and offending problems.
- Expectation of **matched funding** from boroughs to ensure greater impact.

DRAFT