

City of London Safer City Partnership Community Safety Strategy

2022-25

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1 Introduction

- 1.1 The Safer City Partnership (SCP) operates as the City of London's statutory Community Safety Partnership (CSP). The partnership appoints the SCP Strategic Board which consists of statutory and voluntary organisations who work together to reduce crime and anti-social behaviour. The partnership is responsible for the delivery of a wide variety of strategies and plans with the overall aim of improving the safety of the community in the City of London. As part of this process a Community Safety Strategy is published every three years which focuses on an identified set of priorities. The priorities are intelligence led based upon analysis from the partnership's strategic assessment¹ and results from public consultations.
- 1.2 The partnership is made up of core members as outlined in the Crime and Disorder Act 1998, namely:
 - City of London Corporation (City Corporation)
 - City of London Police
 - London Fire Brigade
 - Probation City and Hackney
 - NHS Clinical Commissioning Group
- 1.3 Whilst other non-statutory members may be invited (for example representatives of the third sector or community groups), the statutory partners are jointly responsible by law for agreeing a strategy to reduce crime and disorder in the City of London. No single agency has lead responsibility for this and all partners come together to share information and jointly plan effective interventions to reduce crime and disorder in the City of London. To achieve this aim partners have established a strategy group to oversee delivery and will hold members to account with the support of a performance dashboard overseeing the action plans of this strategy.
- 1.4 The City of London is the world's leading international financial and business centre. It has the lowest levels of crime and disorder in London, but a burgeoning night-time economy and the return to normality post-pandemic presents emerging challenges for partners. This strategy provides an outline to identify these issues and respond to them in partnership, focusing on reducing both volume of crime and harm.
- 1.5 Seven key areas have been identified which the partnership will focus on over the next three years:
 - Reducing neighbourhood crime and anti-social behaviour (ASB), including in the night-time economy
 - Neighbourhood crime and ASB including that linked to the night-time economy
 - Safeguarding and supporting high risk and vulnerable children and adults from harm

¹ Data sources include the strategic assessment of crime and disorder, with a full description of data shared as per the Schedule to the Crime and Disorder (Prescribed Information) Regulations 2007 under Section 17A of the Crime and Disorder Act

- Hate crime
 - Violence against women and Girls, including gendered violence
 - Reducing reoffending
 - Tackling substance misuse linked to crime and disorder
- 1.6 Since 1998 the SCP has worked to reduce crime and the fear of crime for residents, visitors, students and workers across the City. After a long period of decline, crime levels have been rising since 2016, although ASB reports have declined over that period.
- 1.7 As a partnership, we are facing a number of challenges including reduced resources and a number of emerging issues and additional responsibilities impacting our communities. The continued support of all partners is necessary to ensure that the SCP is in the best place to deal with these issues and continue to protect residents, students, workers and visitors. This plan offers a change in focus and will look more in-depth at a number of cross cutting themes involving a range of partners and seeks to build on the positive work completed to date, as well as to address emerging issues and challenges. It is proposed that each priority develops an action plan which is updated on a quarterly basis with headline updates reported back to the SCP. An annual review of the actions will be carried out to ensure that they remain fit for purpose.
- 1.8 Locally there remains the need to maintain a strong understanding of issues within the City. We will collectively work to maintain feelings of safety among those who live, study in, work and visit the City. Our focus is working efficiently as a partnership to focus on those deemed most at risk, to work more effectively in changing times, and to reduce demand for agency response across the key partners.
- 1.9 The SCP will continue to monitor trends and national priorities to reduce crime and anti-social behaviour.
- 1.10 This strategy covers a three-year period (2022-25) but will be reviewed annually to address any emerging issues. The strategy complements the City of London Policing Plan and seeks to bring together the crime and disorder elements from related strategies.
- 1.11 By delivering the objectives and activities outlined within this strategy, we will maintain the City of London as a safe place to live, study, work and visit.

2 Understanding the City

- 2.1 The City– also known as the “Square Mile” - is the historical and geographic heart of the capital. This unique area is bordered by seven other London boroughs and the River Thames. The City of London is a rapidly changing and growing place. It is a City where ancient traditions are observed yet sit comfortably alongside modern business practices.
- 2.2 The City of London is unlike most local authority areas, with a resident population much smaller than most (the average borough population in London is 290,000, and

the population of the City is approximately 8,600) but as the financial and commercial heart of the UK the Square Mile welcomed 513,000 workers into the City each day prior to the pandemic. The changes in workforce patterns since then need to be studied and the impact considered.

- 2.3 The City has an established and expanding Night-Time Economy, with more people than ever visiting bars, clubs and restaurants after work and at weekends. A major tourist destination and cultural hub, it is an exciting place to live, study, work and visit. The City's new "Destination City" strategy seeks to improve the visitor experience and leisure offer, focusing on tourism, events, public realm improvements and the opening of the Elizabeth Line, bringing 1.5m people to within a 45-minute commute of the Square mile.
- 2.4 These circumstances mean that the crime and disorder situation in the Square Mile is truly unique in the UK. The reimagining of the City as a tourist and night-time destination will place a new set of challenges in an area which has long had the lowest crime rates in London. The challenge to the SCP is to maintain this situation, keeping people safe while supporting the economic and social development of the Square Mile.

3 Crime and Disorder in the City

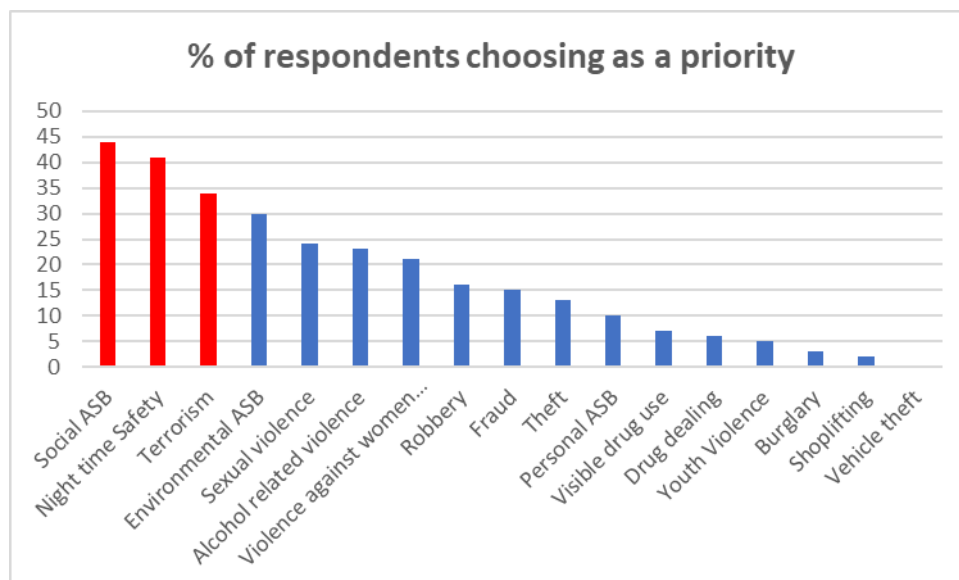
- 3.1 Whilst the City of London is the safest local authority area in London, overall recorded crime trends are upwards since 2016.



- 3.2 The increase in crime is largely driven by Theft offences. 39.5% of crimes reported in the City in 2019 were theft offences, with a further 20% of crime made up of other acquisitive crime offences.
- 3.3 ASB makes up 9.4% of reports to police, but combined with reports to the Environmental Services department of the City Corporation is a significant issue impacting on reputation and community well-being.
- 3.4 Violent Crime makes up 14.2% of reports to the police, and is much more harmful than theft offences. Violent Crime in the City is largely a combination of assaults linked to the night-time economy and domestic or gender-based offences.

4 Summary of Public Consultation

- 4.1 The SCP has an obligation to consult the public on the setting of priorities for this strategy. A consultation in May/June 2022 of 202 people who lived or worked in the City delivered the following results:



- 4.2 Respondents were invited to choose their top three crime and disorder priorities from a provided list. The most popular options were Social Anti-Social Behaviour [ASB] (that is, nuisance behaviour which affects the lives of others but is not deliberately targeted at an individual) 45%; Night-time safety 41%, and Terrorism 34%.
- 4.3 For comparison, the most common crime types in the Square Mile in 2021 were:
- Theft 25.5%
 - Violence and assault 16.3%
 - ASB 15%
- 4.4 The public consultation was used as an evidence base alongside the strategic assessment to inform the selection of priorities; the partnership ensured that “social ASB” and “Night time safety” were incorporated in the “Reducing neighbourhood

crime and ASB, including in the night-time economy” priority and the “Vulnerability” priority focuses on both “night time safety” and “terrorism”.

5 Statutory Priorities

- 5.1 The partnership’s strategic priorities are mostly evidence and public consultation based, but there are certain priorities which must be included by law². These include:
- Reducing Reoffending
 - Tackling substance misuse linked to crime and disorder
- 5.2 In May 2022 Parliament passed the Policing, Crime and Courts Act 2022 which placed an obligation on Community Safety Partnerships to deliver a strategy to reduce serious violence. This is expected to be enacted in 2023.
- 5.3 This strategy will incorporate the SCP’s statutory responsibilities alongside its discretionary priorities.

6 Strategic Priorities

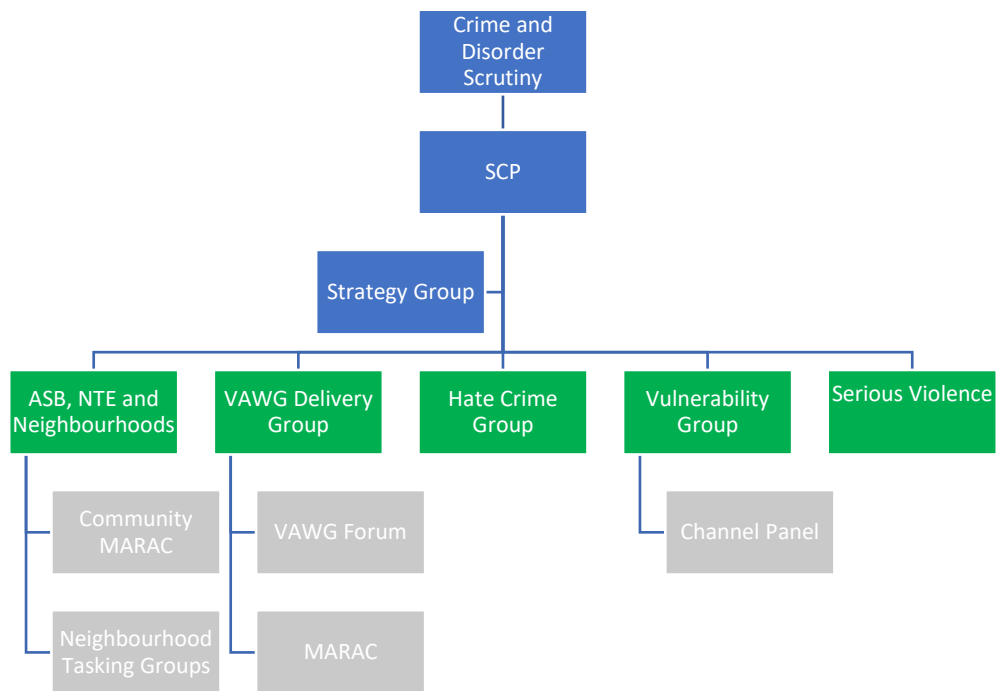
- 6.1 In view of the public consultation and data obtained through a partnership strategic assessment, the CSP have agreed the following priorities to address the crime and disorder issues in the City.
- Neighbourhood Crime and anti-social behaviour including those linked to the night-time economy
 - Safeguarding and supporting high risk and vulnerable children and adults from harm
 - Hate Crime
- 6.2 The successful delivery of the CSP priorities will help us deliver our mission statement:
- “To make the Square Mile a safe place for people to live, learn, work or visit.”

7 How will we deliver this?

- 7.1 The SCP (SCP) has the responsibility to deliver the priorities that are set out within this plan. They are also responsible for delivering the strategies that flow from this plan, including the Serious Violence Strategy, the ASB Strategy and Violence Against Women and Girls (VAWG) Strategy.
- 7.2 This requires partner organisations to work together to share skills, knowledge, and resources in order to effectively deliver a service that achieves our ambitions and makes the Square Mile a safer place to live in, work in, and visit.

² Crime and Disorder Act 1998

7.3 The SCP has established a governance structure to drive the operational delivery:



Legend	
Colour code	Group type
	Strategic group
	Priority oversight strand
	Multi-agency delivery mechanism

7.4 We have adopted a common strategic approach for each priority based around a five-column approach:

1. **Inform** – to ensure that our communities understand the issue and know how to access support where required
2. **Identify** – to understand who those at risk of offending in our area are; to understand who is or is likely to become a victim; and understand those locations most likely to play host to the issue.
3. **Prevent** – to prevent those we have identified as being at risk from being at risk of or experiencing the issue, or to committing an offence, or for a location to host an offence.
4. **Protect & Support** – to safeguard and support all those identified as being at risk
5. **Pursue & Prosecute** – to take enforcement action against perpetrators as appropriate.

7.5 Through the delivery of the strategy we will seek to develop the partnership and have agreed a number of cross-cutting strategic objectives, including:

- Closing data gaps and improving information sharing across partners to help us better understand hotspots, drivers of crime and disorder and can identify vulnerability / at risk individuals
- Improve analysis of victim and offender profiles in the City across priority areas
- Develop a set of problem profiles to help us be efficient in our tackling of crime and disorder issues
- Strengthen collaboration and accountability across the partnership through joined up community engagement on priority issues
- Ensure the built environment is designed to prevent crime – CCTV, street lighting, safe spaces
- Maximise opportunities to secure grant and external funding

8 Reducing neighbourhood crime and ASB, including in the night-time economy

Why is this a priority?

- It is important that residents, students, workers and visitors to the City should feel safe and be free from fear of victimisation.
- To support this, we will focus efforts on reducing anti-social behaviour and neighbourhood crime³, with a focus on maintaining a safe night time economy in the City.
- We will seek to focus on issues identified through data analysis, reported issues, community concerns and issues raised by effective partnership engagement. This will help us develop localised commitments to tackle the problems residents are most concerned about in partnership – for example, antisocial street drinking, aggressive begging, anti-social cycling, bicycle theft and other acquisitive crime offences (in particular around small portable goods such as mobile phones).

³ Neighbourhood crime is defined by the Home Office as “domestic burglary, vehicle related crime, theft from the person and robbery”

- Reducing ASB is pivotal in maintaining a safer, cleaner City of London. The impact of ASB can be devastating to residents, businesses and visitors. For victims and the wider community, it can become a destructive, cumulative issue leading to a poor quality of life. It often overlaps with more serious crime, and this can contribute to communities feeling unsafe where they live and work.

8.1 ASB is a conduct that:

- has caused, or is likely to cause, harassment, alarm or distress to one or more persons not of the same household
- is capable of causing nuisance or annoyance to a person in relation to that person's occupation of residential premises
- is capable of causing housing-related nuisance or annoyance to any person”

8.2 Given the broad definition, we recognise people will have difference thresholds and tolerances for anti-social behaviour. All agencies will take reports of anti-social behaviour seriously. Some of these examples can also be criminal offences, and when that is the case, we maintain a strong partnership approach to deal with those causing the problems.

8.3 We also know that often those responsible for ASB are often vulnerable themselves. We recognise that ASB-related behaviours can be symptomatic of other issues which require support and care. We are committed to working in partnership to safeguard, support and protect vulnerable residents and provide meaningful opportunities for behaviour change.

8.4 We know that ASB is a concern for people visiting or living in the Square Mile. Of those who responded to our survey, 37% of residents reported that anti-social behaviour was a concern; this is the third highest concern noted. Whilst 96% of those surveyed felt safe in the City in the day, this drops to 71% at night.

8.5 There is an overlap between hotspots for violent crime and hotspots for anti-social behaviour in the borough. Whilst the link is not necessarily causal, there are benefits in aligning approaches to tackling both. Addressing anti-social behaviour in the Square Mile is a complex matter that requires the attention of many different agencies.



ASB hotspots in the Square Mile

8.6 With the development of the Culture Mile and the “Destination City” strategy, the City’s increasing night time economy brings a range of benefits and associated issues such as noise and other ASB, alcohol-related violent crime, theft, sexual offences and issues around the supply of drugs. A firm strategy to reduce these risks will be vital to support the safe growth of the City as a night-time destination.

8.7 Key issues include:

- Drug and Alcohol related antisocial behaviour and crime
- Rowdy and inconsiderate behaviour
- Sexual violence⁴
- Street drinking and begging

8.8 Our aims and strategic intentions

- Continuously deliver a victim-focused response to ASB
- Address the full spectrum of ASB, from littering and graffiti, to alcohol and drug-related ASB
- Deliver our licensing objectives as outlined in the City of London Licensing Policy, namely:
 - the prevention of crime and disorder
 - public safety
 - the prevention of public nuisance
 - the protection of children from harm

⁴ Sexual harassment, violence, and gender-based crimes will be managed through the complementary Violence Against Women and Girls strategy, and details of our planned activity in that space can be found there.

- Ensure the City's Night-Time Economy is a safe, thriving, and prosperous venue
- Safeguard vulnerable victims and perpetrators of ASB, working in partnership with the Safeguarding Adults Board and Safeguarding Children's Partnership
- Improve our understanding of ASB to deliver a more informed approach to tackling the underlying drivers of demand

How will we achieve this?

8.9 We have agreed five objectives to deliver this priority:

Inform

- 8.10 We will work with partners to undertake communications campaigns with regard to the night-time economy, focusing on issues such as safer drinking, sexual and gender-based violence, and nuisance behaviour.
- 8.11 We will use communications campaigns to promote messaging around steps people can take to reduce the likelihood of being victims of acquisitive crime.
- 8.12 Responsible partner members will deliver a communications campaign which will seek to reassure residents regarding issues around fear of crime. This will be combined with opportunities to advertise ASB services to help residents access support when required. A focus on countering negative messaging around anti-social behaviour will also be undertaken by relevant partners, in order to improve perceptions around safety in our communities.

Identify

- 8.13 Responsible partner members will also work with partners to identify:
- Hotspot locations for night-time economy issues, acquisitive crime, and ASB
 - Profiles of likely victims and offenders
 - Premises of concern
 - An understanding of the time of incidents
 - Community priorities to address
- 8.14 The partnership will use this information to inform operational interventions and activities. We will take a problem-oriented approach using analysis to inform interventions. This will include the development of local multi-agency tasking groups. These groups will listen to issues raised by each community and seek to address them, working with the communities and being transparent and accountable on progress. We will work to continually improve our ASB reporting systems and share information to identify repeat locations and vulnerability.

Prevention

8.15 Responsible partners will seek to prevent acquisitive crime and ASB by strengthening communities and the environment to make them more resilient:

- Ensuring a strong CCTV service is in place and is visible to residents
- Continue the Work with licensed premises to help them manage crime and ASB more effectively and reduce the opportunities
- We aim to continue with our intelligence led area based approach using analytical products and reports

Protect and Support

8.16 When ASB does occur, partners will act quickly and appropriately to minimise the impact through multi-agency working and utilising a range of powers available to partnership members such as:

- Rapid communication with victims and perpetrators (where known)
- Warning letters
- Acceptable Behaviour Contracts
- Community Protection Warning
- Premise Closure Notices

8.17 Being either a victim or perpetrator of ASB can suggest that someone is vulnerable and in need of support. We will seek to:

- Signpost access to Drug and Alcohol Support services including:
 - Introduction to Change
 - Alcohol Resolution Clinic
 - Managing Alcohol Programme
 - Recovery Skills
 - Acceptance and Commitment Therapy
- Report Rough Sleepers to the Homelessness Service
- Provide effective support to ASB victims in a neighbourhood setting
- Make referrals to the Community Mental Health team as appropriate
- We will provide access to the Community Trigger process for those who are repeat victims of ASB

Pursue and Prosecute

8.18 Enforcement is a last resort but will sometimes be necessary in order to effectively manage a problem. Where problems are ongoing and consistent we will make robust use of crime and ASB enforcement powers.

8.19 We will seek to identify and bring to justice perpetrators of violence and in particular sexual violence.

9 Combatting crime and anti-social behaviour caused by the misuse of drugs, alcohol and other substances in the area.

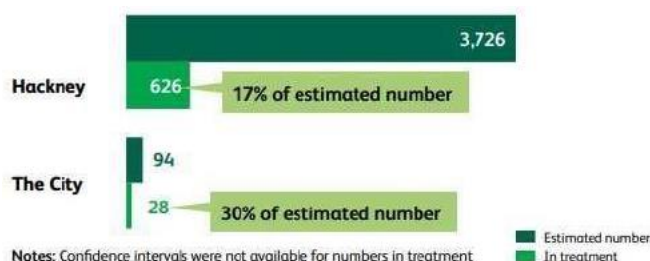
Why is this a priority?

Community Priorities

- 9.1 24% of those surveyed in the City said that people using or dealing drugs was a concern for them. This was the third top-rated concern.

Public Health priorities

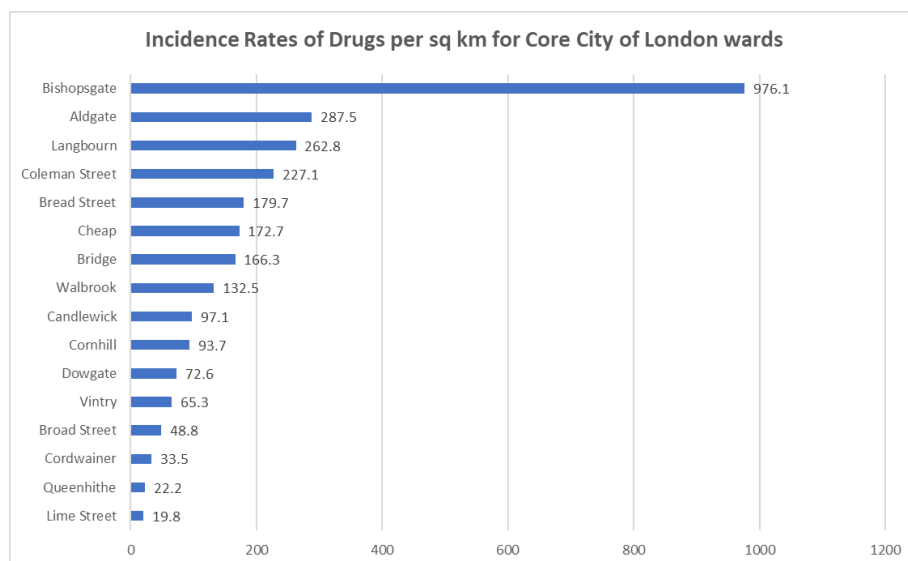
- 9.2 The Director of Public Health for City and Hackney published a report into substance misuse in the City of London and Hackney in 2019–2020 which describes the need, harms and local responses to substance misuse. The data in this section is drawn directly from this report.
- 9.3 It is challenging to estimate how many people use substances within a local area. This is partly due to the hidden nature of substance misuse, possibly linked to the legal status of many substances, or potential feelings of shame or embarrassment. Many people also underestimate the risks associated with their lifestyle choices; for example, underestimating their alcohol consumption by as much as 40%, and how risky their drinking patterns are.
- 9.4 However, there are some estimation tools available that give an idea of the amount of substance misuse occurring in a local area, and therefore, the support and treatment needed. Public Health England estimates that nearly 4,000 residents across the City and Hackney are dependent on alcohol, with 83% of those adults in Hackney and 69% in the City not receiving treatment for this (see below).



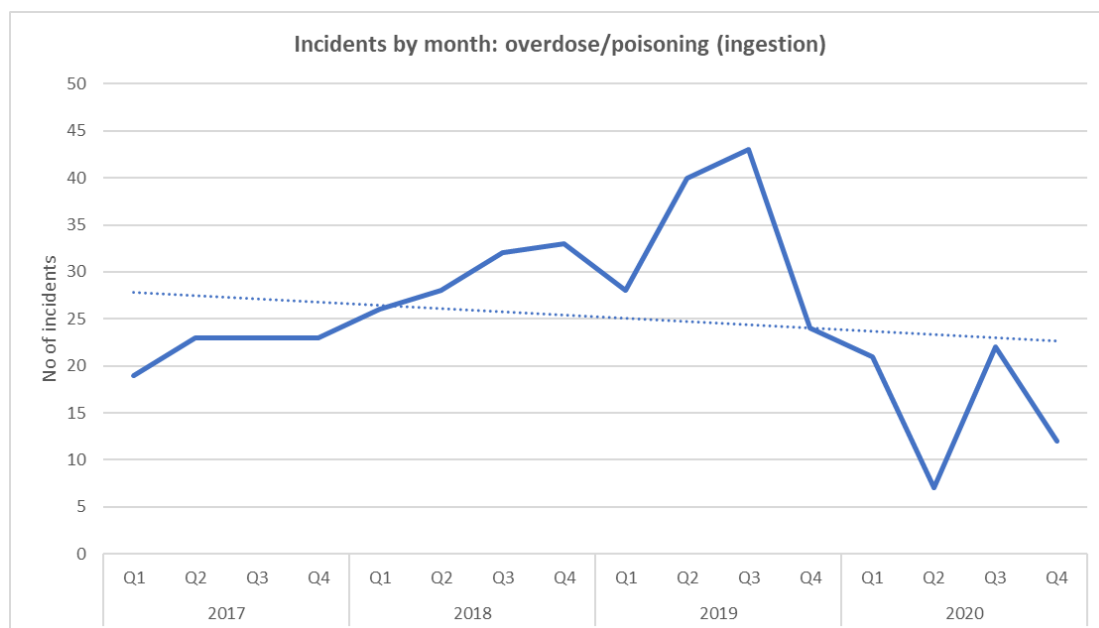
- 9.5 Additionally, the 2017/18 Crime Survey for England and Wales (CSEW) gives an estimate of the prevalence of people using drugs in London, which can be used to give a prevalence estimate by applying it to local population data. This crudely predicts the number of residents using drugs in Hackney and the City, as seen below:

Substance type	National prevalence England	Regional prevalence London	Hackney estimated No.	City of London estimated No.
Any Class A drug ⁴	3.5 %	3.3 %	6,387 (2.2 %) ⁵	165 (1.9 %) ⁶
Any drug ⁷	9.0 %	9.3 %	18,001 (6.4 %)	466 (5.6 %)

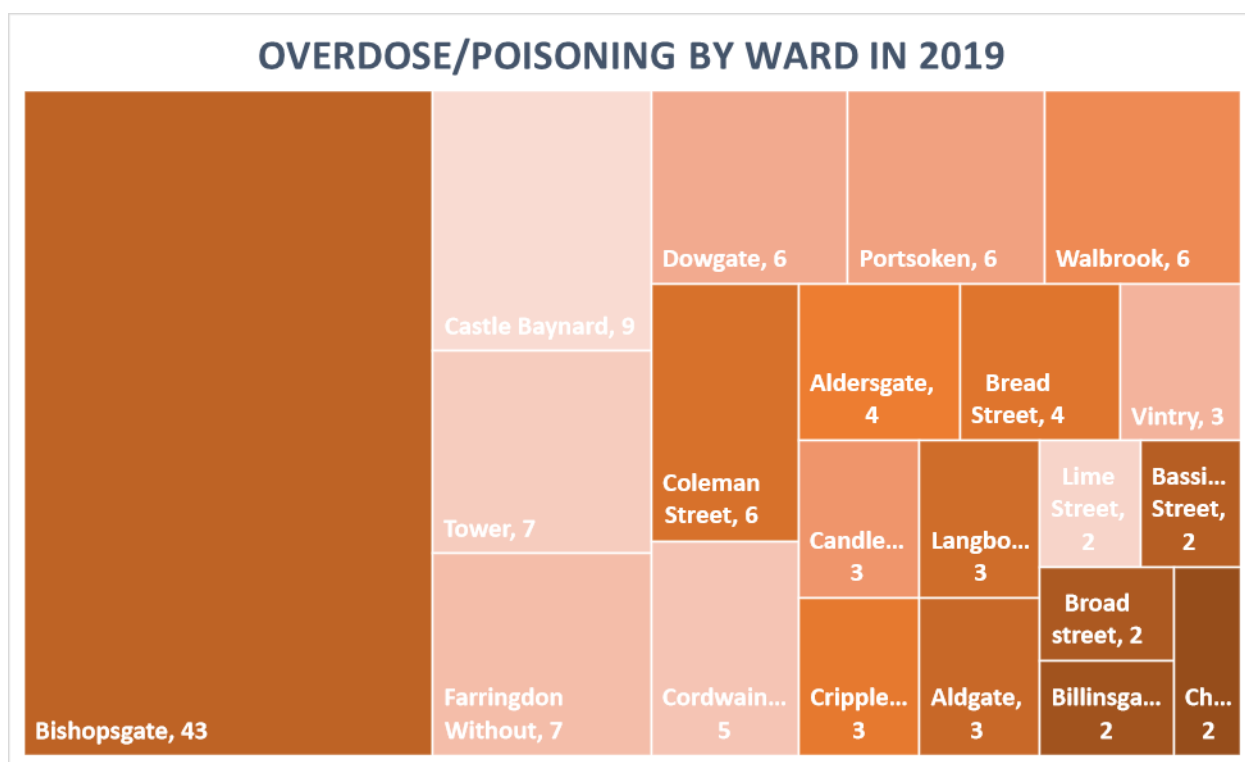
- 9.6 The CSEW also estimates that around 2.1% of 16- to 59-year-olds nationally are frequent drug users. Applied locally to 2018 population projections, these estimates suggest that just over 4,000 16- to 59-year-olds in Hackney, and around 100 residents in the City of London are frequent drug users.
- 9.7 Using the same approach, this time applying the CSEW percentage to the weekday 7:00am–7:00pm City of London population of c. 500,000 (comprising commuters, visitors and learners) it can be estimated that there are around 10,000 frequent drug users in the Square Mile at these times.
- 9.8 Public Health England uses a tool developed by Liverpool John Moores University to estimate the prevalence of opiate and/or crack cocaine use in local areas. This tool suggests there are approximately 2,880 residents across Hackney and the City using opiates and/or crack cocaine. As with alcohol, there is a high level of unmet need, with over half of those estimated as dependent on opiates and/or crack cocaine not receiving treatment for this.
- 9.9 Data on drug offences can also give an indication about the prevalence of drugs within the City of London. Within the (mainly business oriented) Core City wards, almost three times as many drug offences were recorded in 2019 for Bishopsgate as for any of the other wards:



- 9.10 The wider impact of alcohol and drugs can also be seen by looking in detail at ambulance callouts (not all of which result in a hospital admission) in the Square Mile for overdose/poisoning, as can be seen below, showing a steady increase for these types of incidents until the COVID-19 lockdowns.



9.11 The figure below shows concentrations and locations of these incidents in 2019, with the biggest concentration – by some distance - being in Bishopsgate:



Bishopsgate as a driver of demand

9.12 Bishopsgate – in particular the area around Liverpool Street Station - is the largest NTE area in the City and the impact is significantly higher in numbers of incidents, but also generally in terms of rates of incidents per licensed premises. Liverpool Street has 256 licensed premises, with approximately 25% accessible by invitation, membership or employment.

- 9.13 The majority of licensed premises are located in the Bishopsgate ward close to Liverpool Street Station, and this ward has the highest density of licensed premises out of all the wards in the City of London. The area has the highest numbers and rates for recorded violent incidents, sexual offences, BTP recorded incidents, TfL recorded incidents and has the highest rating under the Traffic Light Scheme for the period.
- 9.14 Liverpool Street also had the highest number and rate of alcohol-related ambulance callouts. Due to the low residential population in the area it is likely that the majority of these are related to the night time economy. Although Liverpool Street had the highest number of incidents under anti-social behaviour and pollution, the rate per licensed premises was relatively low. This may be related to the density of licensed premises in the area.

Dual Diagnosis

- 9.15 Poor mental health can be both a cause and a consequence of substance misuse. Compared with the general population, people addicted to drugs or alcohol are approximately twice as likely to suffer from mood and anxiety disorders and, similarly, people with mental health problems are more likely to be dependent on drugs and/or alcohol. Evidence indicates that alcohol use causally increases the risk of depression, however, there is also evidence that many people in the UK drink alcohol in order to help them cope with emotions or situations that they would otherwise find difficult to manage.
- 9.16 Over 40% of new presentations to the local drug and alcohol treatment service in 2017/18 self-reported a concern with mental health and asked for support.

Understanding different user cohorts

- 9.17 Substance misusers in the Square Mile are not a single entity. There are a number of different cohorts requiring different levels of support:

Opiate users and problematic drug users	Generally speaking, opiate users account for the majority of drug-related deaths. Opiate users tend to have the highest call on services and the greatest likelihood of harm. A significant portion of opiate users are likely to be involved in criminality to support their habit, which leads to increasing victims of crime.
Recreational users	<p>In the Square Mile there are effectively two different cohorts of recreational drug users:</p> <ul style="list-style-type: none"> - Workforce users – that is, those who work in the City but participate in recreational drug abuse. - Recreational users – as the City becomes a Night Time Economy destination this will

	<p>attract visitors who may seek to enhance their recreation with substance misuse</p> <p>Both these forms of use can be harmful. There may be health and productivity issues in the workplace, and OCGs and USGs may seek to profit from burgeoning demand, bringing crime and safeguarding issues into the Square Mile.</p>
Problematic alcohol use in public spaces	<p>Whilst there is a culture of pavement drinking outside licenced premises in the City, the consumption of alcohol in public places can go hand in hand with anti-social behaviour (ASB), which can lead to feelings of insecurity amongst communities.</p> <p>Street drinking is not illegal and we will be working to tackle ASB as it occurs and provide access to alcohol treatment services as required rather than simply displacing street drinkers.</p>
Those who sleep rough	Where those who sleep rough staying overnight in the City are identified as having drug and alcohol problems we will work to bring them into treatment.
Organised Crime Groups and Urban Street Gangs	We will work to disrupt the supply of drugs and the exploitation of vulnerable individuals which goes alongside this through multi-agency work to tackle OCGs. We will seek to support vulnerable people identified as being at risk through access to gang exit programmes and other support services as appropriate.
Community perception	Where communities feel concerned due to visible signs of substance misuse, or behaviours linked to substance misuse, we will work in partnership to problem solve these issues

Our aims and strategic intentions

9.18 Our focus is on harm reduction. Where there is a criminal justice response to those misusing substances, our priority as a partnership will be to provide access to treatment for users.

9.19 Punitive and legislative responses on drug users are ineffective in reducing drug supply and demand. However, we will focus on the harm and exploitation involved in the supply of drugs through Organised Crime Groups (OCGs) and Urban Street Gangs

(USGs). This will include seeking to disrupt their activity and support those being exploited in support of them.

9.20 Responsible partner agencies will seek to:

- Ensure appropriate support is in place for offenders, with access to housing, training and employment, financial aid, debt recovery and drugs and alcohol services
- Support those who misuse drugs and/or alcohol to successfully treatment
- Enforce against persistent and prolific offenders who misuse drugs and/or alcohol
- Address drugs, as a driver of crime, and associated criminalities through innovative initiatives
- Reduce the impact of alcohol on violent crime
- Make the City's night time economy a safer place for leisure use
- Instigate successful interventions in the Liverpool Street area to reduce demand on services through substance misuse in the night time economy.

9.21 Outcomes we want to achieve

- Improve public confidence through collaborative problem solving and community based multi-agency campaigns which address drug litter, open use of drugs, and drug and alcohol related anti-social behaviour
- Protecting the public and residents from crime, anti-social behaviour and noise nuisance caused by irresponsible premises.
- Maximise every opportunity to address offending behaviour that is driven by abusing drugs and alcohol.
- Work with criminal justice partners to ensure that responses to young people's drug and alcohol related offending are appropriate to their needs.
- Develop a set of common standards that clearly identify "what works" in reducing drug and alcohol related offending.
- Strengthen partnership responses to address the impact that drugs and alcohol play in the exploitation of vulnerable children, young people and adults including:
 1. domestic abuse
 2. violent crime
 3. sexual offences
 4. child sexual exploitation
 5. modern day slavery

How will we achieve this?

9.22 This includes a multifaceted approach that prioritises 'early intervention and prevention', 'evidence-based treatment and recovery support', and 'reducing drug and alcohol related crime and anti-social behaviour through enforcement and regulation.

9.23 We have agreed five objectives to deliver our strategy to reduce crime and disorder linked to alcohol:

Inform

- 9.24 Responsible agencies on the partnership will help service users and potential service users understand how to access statutory and non-statutory services to help those with drug and alcohol issues. We will work with Licensing and Trading Standards to manage night time economy and licensing issues and ensure these are communicated to residents and visitors effectively.

Identify

- 9.25 Partners will support the development of the Joint Strategic Needs Assessment to help understand the extent of drug and alcohol issues in the borough. They will work with health and frontline partners to identify service users who may require support and intervention services. Alongside this, work will also be done to identify problem premises and locations in partnership with licensing colleagues.
- 9.26 They will work together to identify hotspot areas of alcohol-related disorder and manage these locations through a multi-agency approach, using available tools and powers to close problematic locations and manage repeat offenders.

Prevent

- 9.27 Early identification and intervention are key to supporting vulnerable young people at risk of offending and drug and alcohol misuse. It is essential that local agencies including youth offending teams, police, custody healthcare, looked after children's services, education and health services take every opportunity to identify young people at an early stage and work together to put in place appropriate support. Similarly approaches to begging will be defined as a preventative approach.
- 9.28 For those young people who have come into contact with the Criminal Justice System it is important that we identify their needs and put in place adequate provision to support the young person's desistance from further crime. Where substance misuse is a part of wider issues in a young person's life, it is important to take an integrated multi-agency response, including family support.
- 9.29 Applicants for alcohol licences will be expected to demonstrate practical steps towards the four objectives of the City's Statement of Licensing Policy.
- 9.30 These are:
- a) the prevention of crime and disorder
 - b) public safety
 - c) the prevention of public nuisance
 - d) the protection of children from harm
- 9.31 Evidence suggests that through local licensing arrangements a reduction in alcohol related violence can be achieved.

- 9.32 As the City grows as a night-time economy destination, we will use campaigns to promote safe and responsible drinking and delivers key safety messages, such as the “Ask Angela” scheme to reduce the risk of sexual violence. This will largely be delivered through the VAWG strategy (see below). We will continue to support the successful “Safety Thirst” scheme which seeks to promote high standards in reducing crime and ASB, whilst also helping to ensure a safe and pleasant environment for the general public to socialise.
- 9.33 As a partnership we will embed prevention approaches and drugs information within existing voluntary and statutory services, working with the Health and Wellbeing Board as appropriate.

Protect and Support

- 9.34 We will focus on reducing the risks for our most vulnerable people. We recognise that the criminal exploitation of children and vulnerable adults can take many forms including the use of drugs and alcohol in grooming. Gangs typically use children, young people, and vulnerable adults to deliver drugs to customers and this often involves them being subjected to deception, intimidation, violence, and both financial and sexual exploitation.
- 9.35 The Criminal Justice System offers several routes into support and treatment. Our local programmes such as Liaison and Diversion in our police custody suites give us the opportunity to make sure that offenders are offered the right help at the right time.
- 9.36 It is important that those involved in drug and alcohol related crime are given every opportunity to address their offending behaviour as well as being punished for their actions. We will ensure that our criminal justice agencies and drug and alcohol services work better together. We will promote the use of out of court disposals and community sentences, such as drug and alcohol treatment requirements which require offenders to engage with services, and we will work closely with prisons in the resettlement of offenders
- 9.37 City Corporation are committed to enhancing their provision of specialist high support accommodation for street homeless with complex needs including substance misuse.
- 9.38 Responsible partners provide a range of treatment and recovery support based on what is realistic and achievable for this cohort of drug users and their families.

Pursue and Prosecute

- 9.39 There is evidence that drug law enforcement action can have some local impact but when delivered in isolation the benefits can be short-lived. The evidence suggests it is far more effective to identify underlying problems in a place and for communities and services to work together to resolve them⁵. However, all partners will work with City

⁵ <https://www.ukdpc.org.uk/wp-content/uploads/Policy%20report%20-%20Tackling%20drug%20markets%20and%20distribution%20networks%20in%20the%20UK.pdf>

of London Police to enforce licence breaches as appropriate where the objectives in the councils Statement of Licensing Policy are at risk.

- 9.40 Trading Standards have a regulatory function in relation to protecting consumers. Trading standards can undertake under 18 test purchases based on intelligence to protect children from harm.
- 9.41 City of London Police will work in partnership with statutory partners including the City Corporation to identify on-street and in-venue drug dealing locations and seek to identify perpetrators. The SCP will seek to diminish the opportunities of organised crime groups supplying and distributing drugs across the borough.

Links to other strategies

- 9.42 Whilst the SCP has a statutory responsibility to have in place a strategy to reduce crime and disorder linked to drugs and alcohol, delivery of actions to mitigate this will be through other priorities, namely:
- SCP ASB, Neighbourhoods and Night Time Economy Strategy
 - SCP Violence Against Women and Girls Strategy and City of London Police VAWG strategic delivery plan
 - SCP Reducing Reoffending Strategy
 - SCP Serious Violence Reduction Strategy
 - SCP Vulnerability Strategy
- 9.43 There are complementary strategies across other partnerships in the City which will also contribute towards the achievement of this objective, including:
- Health and Wellbeing
 - Safeguarding
 - Licensing
 - Policing Plan
 - Homelessness
 - Housing
 - Children and Young People's Plan

10 Safeguarding and supporting high risk and vulnerable children and adults from harm

Why is this a priority?

- 10.1 The exploitation of vulnerable people (including children) is a national issue, encompassing county lines, cuckooing, modern day slavery, radicalisation and child sexual exploitation. In addition to this, communities and individuals can be at risk due to their demographic characteristics; this is known as hate crime. The range of issues identified within this priority are often classed as “hidden high harms” – that is, they are not publicly visible, but their impact can be significant.
- 10.2 We will seek to support and protect those most vulnerable in our community. Those at risk of domestic abuse and violence against women and girls will be supported through the City of London VAWG strategy 2019-23, but there is a clear link between those who are vulnerable as victims or witnesses of domestic abuse and a broader range of vulnerabilities.
- 10.3 A small number of highly vulnerable individuals are at risk from a range of potential harms. We will work in partnership with other multi-agency arrangements including safeguarding boards to identify those at risk and seek to intervene early to support these individuals and increase their resilience.

Our aims and strategic intentions

- 10.4 We will seek to protect vulnerable individuals and communities from the following hidden harms:
- Serious and Organised Crime
 - Child Sexual Exploitation
 - County Lines
 - Modern Slavery
 - Radicalisation
 - Cuckooing
 - Sexual Exploitation
- 10.5 We will also seek to support the aims and objectives of the City of London Suicide Prevention plan where appropriate.
- 10.6 The table below provides an agreed definition for each hidden harm.

Harm	Definition
Serious and Organised Crime	Planned and coordinated criminal behaviour and conduct by people working together on a continuing basis.
Child Sexual Exploitation	Child sexual exploitation (CSE) is a form of child sexual abuse. It occurs where an individual or group takes advantage of an imbalance of power to

	coerce, manipulate or deceive a child or young person under the age of 18 into sexual activity (a) in exchange for something the victim needs or wants, and/or (b) for the financial advantage or increased status of the perpetrator or facilitator. The victim may have been sexually exploited even if the sexual activity appears consensual. Child sexual exploitation does not always involve physical contact; it can also occur through the use of technology.
County Lines	A form of criminal exploitation in which criminals groom and manipulate children into drug dealing. The 'lines' refer to mobile phones that are used to control a young person who is delivering drugs, often to towns outside their home county.
Modern Slavery	The recruitment, movement, harbouring or receiving of children, women or men using force, coercion, abuse of vulnerability, deception or other means for the purpose of exploitation.
Radicalisation	The process by which a person comes to support terrorism and extremist ideologies associated with terrorist groups.
Cuckooing	A practice where people take over a person's home and use the property to facilitate exploitation
Sexual Exploitation	Sexual exploitation includes rape, prostitution, sexual photography, subjection to pornography or witnessing sexual acts and sexual assault or sexual acts to which the adult has not consented or was pressured into consenting.

Outcomes we want to achieve

10.7 By their nature, hidden harms are under-reported. For each hidden harm we will seek to achieve the following outcomes:

- An increase in reported incidents to the police, reflecting a community more confident in receiving support from the state
- An increase in the volume of defendants prosecuted
- An increase in the volume of successful prosecutions

10.8 The exception to this will be in radicalisation, where we will be seeking to increase the percentage of successful discharges from the City of London Channel Panel. This panel

is a statutory multi-agency body which seeks to reduce the risk of being drawn into terrorism of those vulnerable to radicalisation.

How will we achieve this?

Harm	Activity
Serious and Organised Crime	<u>Inform</u> – we will work to communicate tell-tale signs of Serious and Organised Crime (SOC) to communities and partners, including information on reporting routes.
	<u>Identify</u> – we will bring together information in a Serious and Organised Local Crime Profile to help identify victims, offenders, locations and those at risk of being drawn into SOC
	<u>Prevent</u> – we will Intervene to stop people being drawn into different types of serious and organised crime
	<u>Protect and Support</u> – we will improve protective security and support those who have been victims of organised crime
	<u>Pursue and Prosecute</u> – we will develop an authoritative intelligence picture of organised crime and work with the police and others to lead, coordinate and support our response
Child Sexual Exploitation	<u>Inform</u> – we will work with the City and Hackney Safeguarding Children Partnership to support communication to professionals around spotting the signs of CSE and understand how to make referrals.
	<u>Identify</u> – to ensure that we have current knowledge of locations, individuals and groups who sexually exploit, as well as emerging issues and models of targeting and exploiting children in order that we can act upon early indicators relating to individual children and young people at risk and shape services appropriate to their needs.
	<u>Prevent</u> – to prevent children, young people at risk from experiencing or continuing to experience sexual exploitation

	<p><u>Protect and Support</u> - to work together to safeguard current victims of sexual exploitation to minimise harm, reduce opportunities for perpetrators to target victims and to provide appropriate support, intervention, information and recovery services to children, young people, parents, and at risk.</p>
	<p><u>Pursue and Prosecute</u> - to successfully prosecute those who perpetrate or facilitate the exploitation of children and young people at risk, and to disrupt activities and locations so as to prevent further incidents of sexual exploitation.</p>
County Lines	<p><u>Inform</u> – we will work to help practitioners to recognise the signs of County Lines and respond appropriately so that potential victims get the support and help they need.</p>
	<p><u>Identify</u> – we will work with City of London Police and other agencies to identify County Lines operations in City of London and profile those who may be at risk.</p>
	<p><u>Prevent</u> – we will work with partners to prevent young people at risk of exploitation from County Lines from being victimised by perpetrators.</p>
	<p><u>Protect and Support</u> – we will support those who have been identified as being at risk by providing routes out of County Lines activity and providing safe havens for them to do so.</p>
	<p><u>Pursue and Prosecute</u> – we will seek to identify those operating County Lines in the City through multi-agency working and support City of London Police to prosecute them.</p>

Modern Slavery	<p><u>Inform</u> – we will work with partners to increase awareness of Modern Slavery through the City of London Modern Slavery Working Group.</p> <p><u>Identify</u> – we will develop intelligence products with partners which will help us identify potential modern slavery incidents in City of London</p> <p><u>Prevent</u> – we will work with the City of London Modern Slavery Working Group to increase the numbers of local businesses operating in City of London who have adopted a Modern Slavery statement.</p> <p><u>Protect and Support</u> – we will seek to support those at risk of Modern Slavery or who have been victims of this</p> <p><u>Pursue and Prosecute</u> – we will work with City of London Police and other partners to identify individuals and organisations operating Modern Slavery and bring them to justice.</p>
Radicalisation	<p><u>Inform</u> – we will seek to improve training on spotting the signs of safety for radicalisation amongst frontline workers as per our obligations under the Prevent Duty.</p> <p><u>Identify</u> – we will develop a risk assessment for City of London based on the police’s Counter Terrorism Local Profile. This will inform the Prevent action plan we will develop separately to deliver our obligations under the Prevent Duty.</p> <p><u>Prevent</u> – we will close down spaces for extremists to operate in City of London and ensure that there are meaningful referral pathways for those identified as being at risk of being drawn into or supporting terrorism.</p> <p><u>Protect and Support</u> – we will support individuals who have been identified as being vulnerable through the City of London Channel Panel and provide support to</p> <p><u>Pursue and Prosecute</u> – we will support Counter Terrorism Policing through information sharing and</p>

	operational responses in enforcing action against those suspected of planning terrorist attacks, being members of a proscribed organisation, or seeking to radicalise others. We will disrupt radicalising behaviour where appropriate.
Cuckooing	<p><u>Inform</u> – we will work with partners including Housing and Social Care to understand issues around cuckooing.</p> <p>Identify – we will seek to share information with partners to help identify cuckooing in action and understand how to make referrals</p> <p><u>Prevent</u> – We will seek to identify those who may be vulnerable to cuckooing and provide advice, support and access to services to prevent this from happening.</p> <p><u>Protect and Support</u> – We will work with those who are victims of cuckooing to help them access support and exit the situation safely.</p> <p><u>Pursue and Prosecute</u> – we will work with City of London Police and others, using a full range of tools and powers, to bring those who would seek to cuckoo properties to justice.</p>

11 Violence against Women and Girls

11.1 Our strategic vision is that: **“The Square Mile is free from Violence Against Women and Girls (VAWG) and is a place that is safe for everyone to live, work and learn”** with examples of VAWG including:

- Domestic abuse (including coercive control)
- Sexual violence and rape
- Stalking and sexual harassment
- Online abuse
- Female Genital Mutilation (FGM)
- Forced marriage
- Honour-based violence
- Faith-based abuse
- Trafficking and sexual exploitation
- Prostitution
- Breast ironing
- Forced terminations
- Gendered gang violence

11.2 The SCP oversees a distinct “Violence Against Women Girls Strategy”, which is due to be refreshed in 2023. The actions outlined below summarise the situation at the outset of the SCP strategy in 2022, but the VAWG strategy may change some of these details when the refresh occurs.

11.3 We acknowledge that VAWG impacts all services (adult and children social care, public health, housing, community safety, civil and criminal justice as well as voluntary and community organisations) and it is the responsibility of all agencies to tackle VAWG and address the needs of survivors and their families. Hence the SCP is committed to working in an inclusive partnership method to develop a whole system approach to VAWG, bringing together the criminal and justice system, the NHS, local authorities, voluntary and community sector, service users and other partners. In this manner the SCP response to VAWG will be coordinated to prevent further harm, reduce risk and increase safety for people residing, working, studying and travelling in the City.

11.4 VAWG affects people regardless of their sexual orientation, gender, gender identity, age, religion, culture, ethnicity, background or disability. As well as the VAWG act there are a range of consequences, such as homelessness, mental health issues and substance misuse, that need to be addressed. We will aim to understand and meet survivors needs and aspirations with effective risk management, safety planning, safe accommodation, emotional support, healthcare, education, legal aid and access to justice.

11.5 Our VAWG strategy is built around three priorities:

Priority One: People are prevented from becoming victims of VAWG

- 11.6 Prevention is the first step to fulfil our vision that “The Square Mile is free from VAWG and is a place that is safe for everyone to live, work and learn”.
- 11.7 Undeniably, if we can ameliorate awareness of and prevent VAWG or identify occurrences early and intervene, it will improve outcomes for individuals, stop violence escalating to critical levels, while reducing the pressures on services long term.
- 11.8 Improved awareness of VAWG and training in identification will:
- Increase chances of intervening at an earlier stage
 - Stop violence escalating to critical levels
 - Reduce pressure on services, and
 - Improve outcomes for individuals
- 11.9 Additionally, prevention of VAWG will improve the Square Mile population’s resilience, well-being, warding off of adverse childhood experiences, mental illness and homelessness in the years to come.

What we will do:

Awareness

- We will raise awareness of VAWG (its occurrences, how to prevent it, how to spot the signs and what services are available to people at risk as well as survivors), through internal and external communication campaigns. We will deliver joint campaigns with partner agencies such as the City of London Police and neighbouring London boroughs.
- Communication plans will be applicable and accessible to our audiences. For example: awareness campaigns will be multilingual and there will be signposting to specialised campaigns/information for our vulnerable cohorts.
- We will strengthen awareness partnership work within the City Corporation’s various services (community safety, children and community services, housing, employment and licensing) as well as with external agencies (hotels, licensed premises) along with community and voluntary sector specialist providers to allow clarity on messages, adopting a consistent ethos that all VAWG is unacceptable in the City of London. Every point of interaction with a victim is an opportunity for prevention and intervention and should not be missed.
- We will aim to promote the Women’s Safety Charter and encourage licensed venues to sign up. We will deliver a joint campaign with Hackney Council to raise awareness of the Charter and promote the joint responsibility of keeping women safe at night.
- We will support the following agencies to have information publicly available on VAWG support services: GPs, hospitals, schools, children’s centres, family planning/sexual health services and council offices.
- We will challenge those attitudes and behaviour towards women and men which can lead to violence and abuse and act early to prevent harm. We will do this

through effective, sustainable and robust commissioning and training to deliver resources and campaigns to challenge and change attitudes.

- Promote nationally acclaimed campaigns such as This is Abuse to build awareness.
- We will raise awareness and promote the 16 Days of Activism Against VAWG.
- We will engage with religious leaders to raise awareness in cohorts where VAWG tends to be under-reported.
- We will aim to deliver a campaign working with construction companies to promote support for modern day slavery amongst laborers.

Training and learning

- We will make sure practitioners have the training (comprehensive), tools (Safelives DASH risk assessment) and support they need to identify and respond early before situations of violence occur and/or escalate to crisis point. We will also ensure those practitioners receive feedback on which of their actions are effective and safe or not. We are currently looking at better ways of promoting this training to ensure it reaches as many people as possible.
- We will deliver training around changes to practices including statutory recording of domestic abuse in safeguarding cases.
- We will disseminate learning from the Domestic Homicide Reviews, Serious Case Reviews and Safeguarding Adult Review.

11.10 We will aim for the schools and tender to work in partnership to deliver training and awareness to school pupils. There are clear referral pathways and regular contact in place between the City of London schools and the City of London Police Public Protection Unit.

- The staff at the schools are regularly offered training around how to spot the signs of domestic abuse and Female Genital Mutilation, pupils have sessions on healthy relationships (as proposed in the Relationship, Education, relationships and sex education, and health education: Government response 2019).
- We will offer a guide for schools around risk assessment, as there have been differences in professional judgement around 'risk' between schools and the police.
- We will aim to achieve accreditation for the Domestic Abuse Housing Alliance (DAHA) and ensure that all staff working on our housing estates are trained to know how to spot the signs and respond to domestic abuse and VAWG. By achieving DAHA the City Corporation would be a local authority that is recognised as being committed to protecting and supporting residents from domestic abuse.
- We will offer training to licensed venues signed up to the Safety Thirst Scheme, working with external agencies such as Galop to ensure they are able to recognise and respond to incidents of VAWG especially around our most vulnerable cohorts such as children and young people and LGBTQI+.
- We will support the safeguarding partnerships by implementing statutory guidance released under the 2014 care act: delivering training around changes to practice including statutory recording of domestic abuse in safeguarding cases; conducting review of the links between domestic abuse, elder abuse and carers

(either as victims or perpetrators), high risk domestic abuse and domestic homicide in order to improve local practice.

- We will deliver training and promotion on the Safelives DASH risk assessment and the MARAC to ensure agencies understand how to refer, when to refer and the purpose of the MARAC. SafeLives estimate that the CoL should have around ten cases per year heard at the MARAC. In 2018 the City of London MARAC heard five cases.
- We will ensure frontline staff are trained on the needs of older survivors, including pensions and benefits available to them.

Early intervention

- Our Early Help team will work with the families to raise awareness of VAWG, support the entire family and prevent harm.
- We will aim to increase early interventions to people experiencing VAWG through mainstream and specialist support services by encouraging the creation of early identification and response system within its various departments and partner agencies.

Community development

- We will support residents, workers and employers especially non-violent/abusive members, to be educated about, take responsibility and proactively respond if they encounter abuse and to know how to help family, friends, colleagues and neighbours through ongoing communication campaigns, community engagement, prevention and awareness raising. The aim is that victims, residents, students, visitors and workers should be confident that they live/work in a community that has zero tolerance for a and they know how to get help should they experience any problem.
- We will ensure residents know that their local authority take a lead in challenging the community to tackle VAWG, that their local authority is committed to ensuring healthy, safe, equal and violence-free relationships.
- We will ask businesses and various agencies, through the use of surveys, events and networks how we can help them support their service users/employees and offer them tailored training and information. We will ensure these organisations have a clear protocol around how they identify and respond to staff members at risk of domestic abuse by promoting and translating the 'Spotting the Signs' toolkit.
- We will encourage support agencies in the City of London to adopt protocols regarding joined-up responses and inter-agency information sharing.

Priority Two: People affected by VAWG have access to support services

11.11 Once an occurrence of VAWG has taken place our services must be easily accessed by the victim, considering any inequity to access that may be prevalent in some population groups.

- 11.12 The victim should feel believed, listened to, respected and not blamed; they must be informed on how to engage with services, what will happen next; get expert independent advice and feel supported short and long term.
- 11.13 Awareness of available services and easy access to support services matter because needs can remain unreported and unaddressed. When people are unable to access care and support, it has serious negative impact on people's lives (e.g. alcohol and drug problems, loss of employment, debt, housing problems and homelessness), families and communities (e.g. adverse childhood experiences, family breakdown, crime or anti-social behaviour) and other services. It also matters because some groups in our diverse communities are under-represented in our services, including children and young people, LGBTQI+ people and older adults.
- 11.14 The response to an instance of VAWG must be coordinated, holistic, consistent, confidential, safe and personalised.
- 11.15 A referral pathway was created for all professionals with a step-by-step process detailing how people will be supported if a disclosure of domestic abuse is made. It was then circulated to the Domestic Abuse and Sexual Violence Forum for it to be embedded in standard practice.
- 11.16 Being clear on the demographics of our communities and working in partnership with service providers with whom the City Corporation has trusted relationships will enable a consistent delivery of services.

What we will do

Services

- We will aim to provide high quality services which are easily accessible, flexible, and available in a timely way to a wide range of survivors.
- We will monitor performance of both mainstream and specialist services regularly to ensure the provisions available remain efficient and useful by collecting various data (number of referrals and their origins, outcomes, costs, etc.).
- We will aim to regularly review the City Corporation website to ensure that the resources available on the website are kept up to date and relevant.
- We will ensure the City Corporation's Domestic Abuse Policy is regularly reviewed and updated.
- We will aim to increase access to services and provisions through outreach workers and community navigators.
- We will ensure that victims and survivors can influence service development (service user satisfaction surveys) through regular feedback on services and consultation.
- We will utilise a cross-sector recognised specialist quality standards and outcomes framework to ensure quality provision with commissioning, for example the DAHA.
- We will ensure access to counselling services through partner agencies such as Iranian Kurdish Women's Rights Organisation (IKWRO).

- We have made a commitment to tackling child sexual exploitation and modern-day slavery and will continue to provide and commission services to fight these issues.
- We will support women and girls at risk from gangs.
- We will continue to provide a robust police response and access to criminal justice remedies.
- We will continue to provide access to refuge provision as identified by survivors as essential in making the decision to leave an abusive relationship.
- We will aim to ensure the safety of those who stay in their own homes by providing security measures.
- We will promote the 24-hours Victim Support helpline.

Partnership

- We will aim to support survivors of VAWG in the short and long term in their health, social and economic wellbeing and treat them with equality regardless of their life choices, culture, age, gender, sexuality, immigration status, etc. by liaising with various partner agencies.
- We will endeavour to work with primary care networks, the City and Hackney Clinical Commissioning Group (CCG) and other CCGs, to promote a consistent response in GP practices via the use of the Identification Referral to Improve Safety (IRIS) model around domestic violence and abuse.
- We will increase access locations, strengthen working relationships and improve referral pathways between providers, partners and agencies.
- We will promote coordinated need-led and risk-led provisions and services (safety but also housing, advocacy, employment, benefit support, child custody, criminal cases, civil justice measures, resettlement, therapeutic, group work and peer mentoring) and provide joined up specialist and bespoke responses
- We will work collaboratively with St Mungo's and other voluntary sector services to aim to ensure that staff are trained to respond to disclosures and incidents of VAWG, and staff know where to refer or signpost individuals for support.
- The City of London Police will work with the voluntary sector to encourage sex workers to report crime and seek assistance.
- We will aim to ensure the City of London Police and VAWG support services are working in partnership to signpost and refer people that are not City of London residents and affected by VAWG for appropriate support.
- We will work in partnership with the City of London Police Cybercrime team to ensure people who are experiencing online abuse are receiving advice from the police and being referred for specialist support.
- We will develop a multi-agency approach that reflects the varying need of individuals involved with sex work.
- We will aim to work with specialist human trafficking services to provide support to survivors and avoid repeat victimisation.
- We will provide survivors of VAWG with advocacy support throughout the Criminal Justice process, from the early stages of reporting the incident through to support at court.
- We will ensure the safety of victims at court including a separate waiting area and that they are referred to the Witness Service when giving evidence in court.

- We will aim to invest in resources to help prevent women and girls entering prostitution, to reduce harm to them whilst in it and to help them to be able to exit and have viable alternatives.
- We will aim to criminalise those who profit from individuals selling sex – pimps, managers, exploiters as well as challenge the demand for prostitution by penalising the buyers of prostitution.

Vulnerable cohorts

- We will ensure continued provision to survivors with a range of needs/ complex needs (women-only support group, accommodation and services, face to face multi-lingual support, LGBTQI+ only space, SEND specialist services and counselling services).
- We will ensure that children and young people witnessing/victims of abuse are supported, and that they understand the meaning of VAWG, healthy relationships and consent.
- We will link in with CityAdvice to ensure people working within the City of London are supported.
- We will engage the 'hidden workforce' in support and services available to workers in the City of London.
- We will identify and support high-risk domestic abuse cases and provide support to those who need it most.
- We will ensure that men and boys who have been affected by any of the issues under VAWG are supported.

Priority Three: Perpetrators are held to account and rehabilitated

11.17 We want to ensure that VAWG perpetrators are held to account for their actions and deterred from reoffending through rehabilitation. This means that they will be supported to understand that the impacts and implications on victims, their children and themselves is an important step forward in ending violence. Rehabilitation gives perpetrators the opportunity to take responsibility for their behaviour and make positive change.

11.18 Perpetrators need to access help to sustainably change their behaviour, this is particularly important for those women who do not want to end the relationship.

What we will do

Response

- We will aim to improve the arrest conviction rate of perpetrators.
- We will provide interventions to manage risks posed by perpetrators and support them to change their behaviour.
- We will work closely with the City of London Police, the national probation service and community rehabilitation company and the East London specialist domestic violence court to provide an effective criminal justice response and pursue perpetrators.

- We will work directly with perpetrators of abuse as needed to reduce the risk they pose as well as protecting victims and survivors. This will complement working with perpetrators within children and young people services, the national probation service and the community rehabilitation company.
- We will encourage young people to join the City of London cadet's if they have experienced or perpetrated VAWG.
- We will commission perpetrator programmes for perpetrators involved with City Corporation's Social Care. We will refer perpetrators who do not meet the threshold for a programme to be commissioned to a specialist perpetrator service such as Respect.
- We will work to engage with the British Transport Police, the night-time economy and City of London Police to hold perpetrators to account and counter sexual harassment on transport, on our streets - in public as much as private spaces.
- We will ensure that systems such as MARAC and MAPPA, already in place to deal with high risk victims, will continue to work in partnership to ensure effective responses to these victims and perpetrators.
- We will explore the option of perpetrator programmes for women with external specialist agencies such as Respect.
- We will investigate utilising the CoL police lifetime offender management unit for prolific VAWG offenders in the City of London.
- We will ensure partnership working through the police and Crown Prosecution Service response, specialist domestic violence courts, sanctions and interventions.
- We will support victims and signpost them for legal advice when applying for civil injunctions and ensure breaches are notified to the police.
- We will lobby criminal courts to order the use of electronic tagging to monitor behaviour and movements of perpetrators.
- We will encourage The City of London Police to keep delivering training and awareness workshops to their staff on Domestic Violence Protection Orders and Domestic Violence Notice Orders to increase the use of these orders.
- We will continue to encourage victimless prosecutions, in cases where victims are unable or unwilling to pursue the perpetrators themselves, to make the Square Mile safer for everyone.
- We will work with Criminal Justice Courts to explore ways that vulnerable victims can give evidence at a secure location away from the court.
- We will aim to create a collaboration between the police and the NHS to support perpetrators and victims, by addressing mental health support needs.
- We will encourage the City of London Police to supply body worn cameras to frontline officers who might respond to VAWG incidents.

Campaigns and training

- We will deliver awareness raising campaigns aimed at perpetrators to encourage them to take responsibility for their actions, rather than putting responsibility to stay safe on the victim.
- Reduce perpetrator risk by intervening to address their behaviour through prevention and rehabilitation workshops as well as training of offenders.
- Services will be identified to support people and specialist training will be offered to service providers who work with perpetrators in order to be skilled and

confident to engage and champion the positive outcomes of perpetrator programmes.

- We will ensure the City of London Police and the Metropolitan Police are working in partnership using the stalking threat assessment centre.
- We will aim to create pathways between the Civil and Family Courts and the City of London Police to ensure that protection orders are being monitored.
- We will aim to challenge the lack of separate waiting rooms in Civil and Family Courts for victims and perpetrators of domestic abuse. We will also aim to work with Civil and Family Courts to ensure Judges are trained on domestic abuse and VAWG.
- We are supporting the Draft Domestic Abuse Bill in its aim to pilot the use of polygraph testing as a condition for high-risk offenders' release.

12 Serious violence

Why is this a priority?

- 12.1 Serious violence, as defined in the National Serious Violence Strategy, includes “...homicide, knife crime and gun crime, and areas of criminality where serious violence or its threat is inherent, such as in county lines drug dealing... and other forms of serious assault”. It does not currently include domestic abuse, sexual abuse and alcohol, but this is under review, and these issues are dealt with elsewhere in the City of London Community Safety Strategy.
- 12.2 Serious violence is a national priority due to its growing prevalence and impact. There has been a significant rise in serious violence, with increases in homicide, knife and gun crime in virtually all police force areas since 2014. Robbery has also risen significantly since 2016. The violence is often gang related and the association with drugs markets, particularly crack cocaine, is evident. Too frequently, children are the victims of gun crime, knife crime and exploitation, in many cases by organised criminal groups running ‘county lines’.
- 12.3 In response, the government published ‘Ending Gang and Youth Violence: Community Engagement’ in 2014, and its Serious Violence Strategy in 2018. Both documents advocate an end-to-end approach, from prevention and early intervention to law enforcement, and a strengthened partnership response involving statutory and non-statutory partners, including the local community and businesses.
- 12.4 A new statutory duty was placed on Community Safety Partnerships in 2022⁶ to address serious violence. Although this element has not been enacted at the time of writing, current government plans suggest that each area should deliver a local strategy based on a strategic needs assessment which identifies the drivers of serious violence acting in the local area and the cohorts of people most affected or at risk. The Strategy should “outline the multi-agency response that the partnership will take to

⁶ Police, Sentencing and Courts Act – Serious Violence Duty

address the drivers identified in the strategic needs assessment and work to prevent and reduce serious violence in the specified local area. The strategy should set out how the proposed actions will enhance and complement existing local arrangements responding to serious violence.” This is the City of London’s first Serious Violence Strategy.

Key Issues

12.5 Unlike other forms of crime and disorder, violent crime in the Square Mile has steadily increased over the past seven years to 2022. Violent crime costs the local economy an estimated £15m; this is around two thirds of the total cost of crime in the City of London. In the City of London hotspots of violent crime are focused on concentrations of licensed premises and transport hubs.

12.6 London has seen increases in violence over recent years following a decade of declining crime rates; violence against the person offences have risen by more than 60% since 2014. This violence appears to have become more serious, as well as more frequent; the proportion of attempted murders and robberies involving a knife has increased by five percentage points since 2014. Although serious violence in the City has not reached the levels of some of the neighbouring boroughs, violence in the Square Mile is increasing.

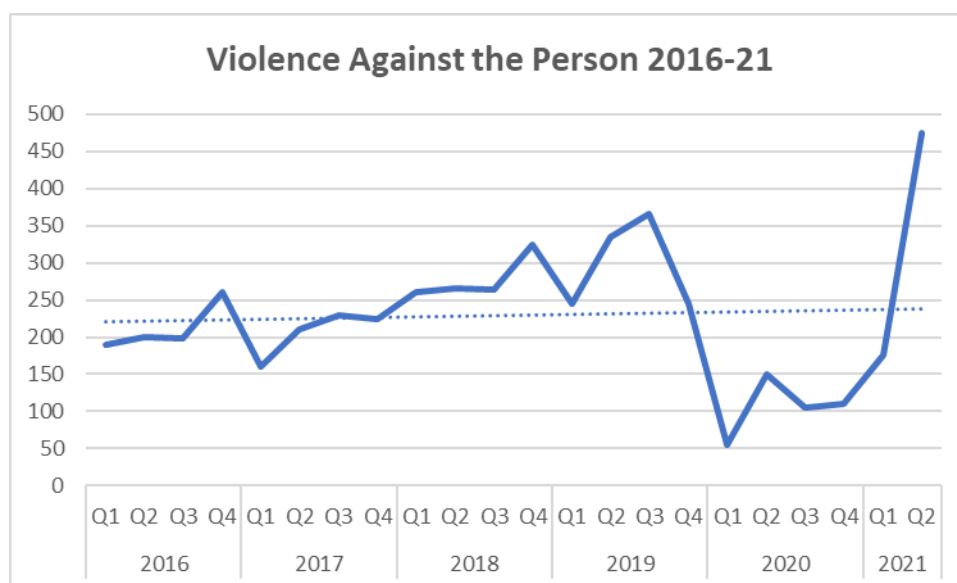


Figure 1: Violence against the person in City of London 2014-22; City of London police recorded crimes.

12.7 National research suggests that the following are drivers of serious violence:

- Education, Employment and training
 - Poor school attendance and attainment
 - High levels of poor emotional and mental health needs in school age children

- High levels of young people not in education employment or training
- Alcohol and Substance Misuse
 - High levels of hospital admission for substance misuse (15-24 year olds)
 - High levels of hospital admissions for alcohol-specific conditions (under 18s)
- Parenting, Families and Communities
 - Early years child development
- Child poverty and unemployment

12.8 Whilst these indicators are low in the City, the Square Mile borders seven London boroughs, all of whom have outcomes beneath the national average in these indicators and are deemed to be higher risk areas for serious violence.

12.9 There is no set definition of serious violent crime. The Home Office have chosen to focus on homicide, knife crime and firearms offences. However, we are keen to broaden our oversight to a wider range of offences to provide us with a fuller picture of violent crime in the City and to help build our performance management framework. These include:

- Violence with injury
- Violence without injury
- Homicide
- Possession of a weapon
- Robbery

Our aims and strategic intentions

12.10 In line with agreed national approaches around serious violence, we will take a “public health” approach to tackling serious violence as a partnership.

12.11 Furthermore, the SCP supports the World Health Organization’s (WHO) definition of taking a public health approach to reducing violent crime. A public health approach that “seeks to improve the health and safety of all individuals by addressing underlying risk factors that increase the likelihood that an individual will become a victim or a perpetrator of violence. By definition, Public health aims to provide the maximum benefit for the largest number of people. Programmes for primary prevention of violence based on the public health approach are designed to expose a broad segment of a population to prevention measures and to reduce and prevent violence at a population-level.”

12.12 The success measures for the national programme are reductions in:

- hospital admissions for assaults with a knife or sharp object and especially among those victims aged under 25;

- knife-enabled serious violence and especially among those victims aged under 25, based on police recorded crime data;
- all non-domestic homicides and especially among those victims aged under 25 involving knives.

12.13 We will seek to understand the baseline data for these national success measures and develop our own performance framework on top of this.

How will we achieve this?

12.14 There are substantial crossovers with other elements of this strategy. Vulnerability is acknowledged by national government as key driver of serious violence, with those vulnerable groups at risk of being drawn into criminality as well as being more likely to be victims. Drugs and alcohol are known to be drivers of violent crime, including demand for opiates and the mismanagement of the night time economy. Although domestic abuse is dealt with elsewhere in this strategy, there are clear links between adverse childhood experiences and perpetrators of violent crime; this includes witnessing or being a victim of domestic abuse.

Inform

12.15 We will work with statutory partners as per the Police, Courts and Sentencing Act to help develop a strategic needs assessment for serious violent crime, and to help understand the impact of the causes of violent crime and the importance of delivering these. We will adopt a public health approach which will seek to expose a broad segment of the City's population to violence preventative measures.

Identify

12.16 We will develop a dedicated Strategic Needs Assessment based on a range of sources to further support our understanding and commissioning around serious violence in the Square Mile. We will seek out opportunities for relevant funding to support joint working opportunities throughout the Prevent-Prosecute cycle as outlined below.

Prevent

- Responsible partners⁷ will seek to prevent the onset of serious violence or to change behaviour so that serious violence is prevented from happening. We will ensure relevant bodies are sharing timely information to understand and respond to local needs and prevent serious violence.
- Responsible partners maximise opportunities to work with children and families before issues arise and when they do arise, respond in a swift and co-ordinated way.

1.1 ⁷ "Responsible Partners" refer to those named in the Crime and Disorder Act – namely, local government, police, fire and rescue services, local health boards and probation providers.

- Improving existing partnerships and links with City schools to develop opportunities to support and identify those who may be vulnerable through attendance and behavioural issues and escalate into support services where required.
- Responsible partners will equip professionals with the skills to identify and respond to Adverse Childhood Experiences and a trauma-informed approach.
- Responsible partners will work with the licensed trade to help reduce serious violence.
- Responsible partners will support families experiencing serious violence to stop the intergenerational cycle of violence from continuing through the Family Support programme.
- Responsible partners will support education providers in reducing exclusions and off-rolling from school.
- Seek to communicate to communities the risks and indicators of serious violence
- Engage with communities to listen and understand activities and risks as outlined in our local serious violence profile.
- Ensure the involvement of local communities in problem solving issues of serious violence in their communities alongside neighbourhood policing.

Protect and Support

- Responsible partners will work with a range of early intervention services to identify potential victims and potential offenders
- Signpost into mentoring, coaching or other forms of targeted interventions with children and young people at risk of involvement in violence or knife carrying.
- Responsible partners will divert children away from harm through positive activities
- Responsible partners will work with voluntary and faith groups in developing and supporting the mentoring of our most at-risk young people as a way to change behaviour.
- Responsible partners will support the Tower Hamlets and City of London Youth Offending Service to address the needs of young people most at risk of being drawn into continuing violence.
- Responsible partners will work with the Integrated Offender Management programme to provide employment, education and training opportunities for ex-offenders as appropriate.
- Responsible partners will support MAPPA (Multi-Agency Public Protection Arrangements) for high-risk violent offenders.

Pursue and Prosecute

- Responsible partners will direct proactive operational enforcement activity within hot-spot areas across the City to target serious violent crime.
- Responsible partners will carry out proportionate enforcement activity that is focused on the identified problem profile
- Identify and prosecute irresponsible retailers who sell knives and other weapons to children and young people
- Responsible partners will support City of London Police and the National Crime Agency to undertake enforcement and innovative practice to tackle emerging or persistent serious violence

- Responsible partners will support City of London Police in taking targeted enforcement and disruption action against drivers of serious violence (county lines, drug markets etc)
- Responsible partners will maximise enforcement opportunities through effective partnership work across the Criminal Justice System and through Integrated Offender Management, prisons and probation as well as partnership enforcement approaches.

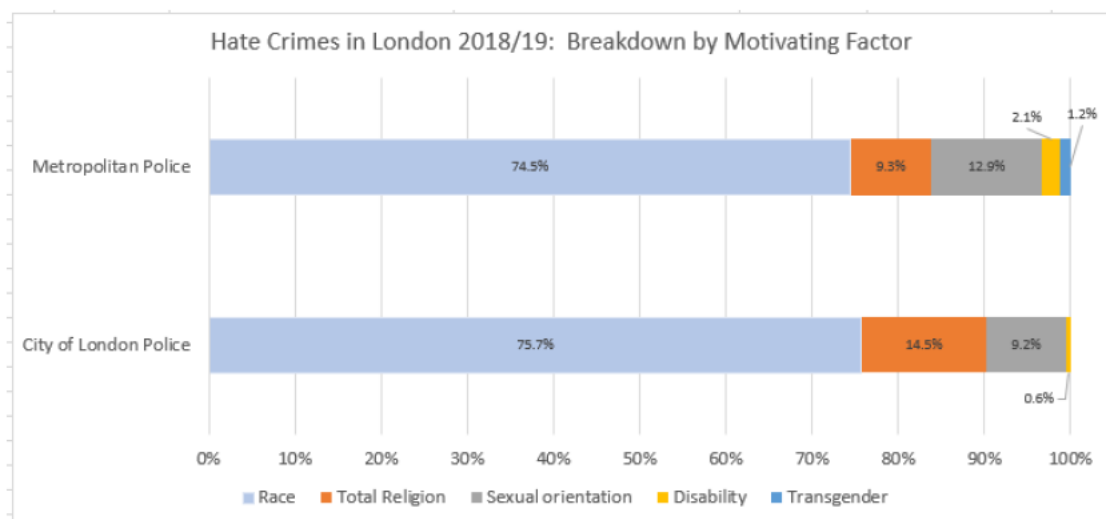
13 Tackling serious acts of discrimination including hate crime

- 13.1 Hate crime is any criminal offence which is perceived by the victim or any other person, to be motivated by hostility or prejudice, based on a person's disability or perceived disability; race or perceived race; or religion or perceived religion; or sexual orientation or perceived sexual orientation or transgender identity or perceived transgender identity.⁸
- 13.2 The purpose of the strategy is to provide clear direction for stakeholders to deliver an effective and robust response to tackle hate crime. The strategy will establish the activities of the partnership over the next three years and will outline how it will review and implement change.

Why is this a priority?

- 13.3 Hate crime can have a significant impact on victims as it targets a fundamental part of their identity. We know from research that victims of hate crime are more likely to suffer repeat victimisation and serious psychological impact. Hate crime is also a damaging social problem that harms entire families and communities, as well as individual victims.
- 13.4 Failure to recognise and effectively target hate crime and hate incidents can lead to victimisation of individuals and vulnerable groups, as well as the destabilisation of entire communities. While there is no specific offence of 'hate crime' in criminal law in the UK, there are existing offences such as assault, harassment, and threats which, when driven by hostility or prejudice, are considered as hate crimes. This can determine how the offence is investigated, and under provisions within the Criminal Justice Act 2003, a judge can impose tougher sentences on perpetrators.
- 13.5 The majority of recent hate crimes are public disorder related and motivated by race. A minority (less than 10) were sexual orientation or transgender motivated.

⁸ <https://www.cps.gov.uk/crime-info/hate-crime>



Motivating factors in hate crime, Metropolitan Police v City of London Police⁹

13.6 The above Figure shows how these motivating factors in the City compare to those recorded for hate crimes across London as a whole for 2018/19. The breakdown by motivating factor is relatively similar, with around three-quarters in both the City and across London motivated by race. Those recorded in the City are more likely to be motivated by religion than in the rest of London, and less likely to be motivated by sexual orientation, transgender or disability.

13.7 It is recognised that hate crime is under-reported. Nationally, only 47% of hate crimes are reported to the police. One of the objectives of this strategy is to increase confidence in victims of hate crime to ensure that more incidents are formally reported to the police.

13.8 Misogyny and gender-based crimes (as opposed to sexuality-based crimes) are not considered as hate crimes. These will be managed through the SCP Violence against Women and Girls Strategy.

Our aims and strategic intentions

13.9 The main aim for the SCP is a City of London which experiences zero hate crime. Our longer term aims include:

- Increasing the reporting of hate crime
- Lessening the impact of hate crime through supporting victims

13.10 We have agreed five objectives to deliver our hate crime objectives:

Inform – we will work to communicate to communities and those with protected characteristics routes to report hate crime. We will communicate to those who live, work and visit City of London that hate crime is not tolerated.

⁹ City of London Police reported crimes

Identify – We will work across the partnership to identify and reassure victims of hate crime and signpost towards reporting mechanisms.

Prevent – We will prevent those with protected characteristics from experiencing hate crimes by improving community resilience, promoting equality, diversity and community cohesion, and practicing a zero-tolerance approach to hate crimes.

Protect and Support – we will provide support to minority communities and seek to reassure anyone with protected characteristics that they are supported in City of London.

Pursue and Prosecute – we will support City of London Police in increasing successful prosecutions of hate crime incidents.

Outcomes we want to achieve

13.11 Our strategic aims are outlined above, but our ambition for hate crime outcomes include:

- Increasing the reporting of hate crimes to the police leading to better sanctions and detections rates.
- Increased confidence and victim satisfaction in police response.
- Improving victim support and reducing repeat victimisation.
- Increase awareness of support services available for victims of hate crime
- Increasing the variety of reporting routes available for victims and witnesses of hate crime.
- Increasing public awareness of third-party reporting centres and reporting mechanisms.
- Increasing community confidence in the local police, council, and partners.
- Providing more education and training to schools and colleges as well as upskilling workforces to identify and reject hate.
- Increasing community understanding and awareness of hate crime.

How will we achieve this?

- Using our resources such as CCTV and Community safety patrols to support the police in gathering evidence and prosecuting offenders.
- Ensuring frontline services have a consistent practice for responding to hate crime reports
- Establishing multi-agency processes for sharing information about victims and perpetrators of hate crime so that appropriate interventions, including potential tenancy action against perpetrators, and support packages for victims can be provided.
- Working closely with the police to consider ways to increase sanctioned detection rates for hate crime in the borough
- Exploring the use of solutions such as community resolution and restorative justice for hate crime victims.

- Co-ordinate effective partnership working between community and victim services to ensure support for victims is visible and reachable – develop referral pathway.
- Develop communications strategy around support services to engage with and promote to the community.
- Review and update hate crime webpage on CoLC website with relevant, up to date information for the public to access
- Consider funding opportunities to increase awareness of support available for victims
- ensure both strategic and operational partners are able to effectively signpost and refer victims to appropriate providers and agencies

13.12 We will ensure the best possible support for victims is available by:

- Working closely with Victim Support, Stop Hate UK, Galop, Equality Advisory Support Service, Age UK London, Disability Rights and City of London Police.
- Ensuring our employees are safeguarded against hate crime in the workplace through hate crime awareness training and designated hate crime champions.
- Promoting the Community Multi Agency Risk Assessment Conference (Community MARAC) so that agencies supporting hate crime victims are encouraged to make appropriate referrals to access multi-agency support.
- Working with the CJS and Victim Support to ensure victims of hate crime are adequately supported through their involvement with the criminal justice process.
- Ensuring the Victims' Code of Practice is effectively implemented by all partners

14 Reducing reoffending to protect our communities

Why is this a priority?

14.1 A high volume of crime is committed by offenders described as 'prolific or priority offenders'. Providing appropriate monitoring and supervision and working together with offenders to tackle drug and alcohol abuse, improving their basic skills, tackling their offending behaviour and improving the chances of them getting a job has proven to help break the cycle of offending.

14.2 The City of London is unique in England and Wales in not having any resident offenders who meet the criteria of being "prolific or priority offenders", although offenders from other areas may come to the City to commit offences. Therefore, this strategy outlines the intentions of the partnership to manage prolific offenders should any resident meet the criteria in future.

Our aims and strategic intentions

14.3 We will work in partnership to reduce reoffending. We will do this by:

- Improve the interventions we have in place against the seven pathways of reoffending:
 1. Accommodation

2. Education, training and employment
3. Health
4. Drugs and alcohol misuse
5. Finance, benefit and debt
6. Children and families
7. Attitudes, thinking and behaviour

Outcomes we want to achieve

- Visible drug and alcohol use and dealing reduced
- Reduction in the reoffending rate for adults and juveniles
- Reduce reoffending behaviour through Integrated Offender Management
- Fewer first-time entrants into the criminal justice system
- More people successfully complete treatment and do not return to the service for treatment within a six-month period.

How will we achieve this?

14.4 We will target persistent offenders through the rollout of a refreshed 'Integrated Offender Management' (IOM) framework that emphasises a more consistent and evidence-based approach. This cohort does not include those managed through MAPPA (high risk) or MARAC (domestic abuse) arrangements. will focus on a cohort of the most prolific offenders. These will be:

- Neighbourhood crime offenders with a high, very high or prolific risk of reoffending, assessed using the Offender Group Reconviction Score (OGRS).
- More serious neighbourhood crimes such as robbery and burglary even when they have a medium OGRS score to reflect the level of harm caused by these offences.

14.5 Key CSP partners including the council, the police, and probation services in Stockton all have a key role to play in the rollout of this new framework.

Inform

We will work with police and HM Prisons and Probation Service to ensure that those on the Integrated Offender Management (IOM) cohort are aware of the expectations of compliance placed upon them. We will communicate across services to ensure that the holistic needs of the cohort are met; this will have the largest impact in reducing the likelihood of their reoffending.

Identify

14.6 We will develop a cohort of the most prolific offender's resident through analysis of offending behaviour and need. This will be based on the following four criteria:

1. Should be subject to statutory supervision
2. Should have an OGRS score of 75 or above
3. Should be an individual who is a high crime causer in the areas of Neighbourhood Crime

4. Persons who are already managed by MAPPA at Level 2 & 3 will not be managed on the IOM PPO Cohort

Prevent

14.7 We will seek to prevent offenders from reoffending by providing support alongside the seven pathways (nine if female). Address drugs, as a driver of crime, and associated criminalities through innovative initiatives, work in partnership, locally and nationally, to disrupt and prevent serious and organised crime to reduce the impact of its resulting social harms on communities and residents.

14.8 These seven pathways are:

- Accommodation
- Education, employment and training
- Health
- Drugs and alcohol
- Finance, benefit and debt
- Children and families
- Attitudes, thinking and behaviour.

14.9 There are two additional pathways for female offenders:

- Women who have experienced violence
- Women who have been involved in prostitution

Protect and Support

14.10 We will increase support across the partnership to offenders by providing access to housing, training and employment, financial aid, debt recovery and drugs and alcohol services.

14.11 We will support those who misuse drugs and/or alcohol to successfully complete community/facility-based treatment

14.12 We will protect the public from prolific violent and high risk offenders through Multi-Agency Public Protection Arrangements.

14.13 We will review opportunities to improve referral rates to drug and alcohol services.

14.14 We will continue to provide support for young people who are involved in offending, and reduce First Time Entrants to the criminal justice system

Pursue and Prosecute

14.15 Whilst prolific offenders will be provided with support in order to change their behaviours, we will take opportunities to bring any offender on the cohort to justice should they continue to offend.

