

<b>Committee(s):</b> Strategic Planning and Performance Committee	<b>Date:</b> 13 November 2023
Safeguarding Sub Committee	23 November 2023
<b>Subject:</b> City of London Police Vulnerability Deep Dive	<b>Public</b>
<b>Which outcomes in the City Corporation's Corporate Plan does this proposal aim to impact directly?</b>	1- People are safe and feel safe
<b>Does this proposal require extra revenue and/or capital spending?</b>	<b>N</b>
<b>If so, how much?</b>	<b>N/A</b>
<b>What is the source of Funding?</b>	<b>N/A</b>
<b>Has this Funding Source been agreed with the Chamberlain's Department?</b>	<b>N/A</b>
<b>Report of:</b> Commissioner of Police Pol 131-23	<b>For Discussion</b>
<b>Report author:</b> Detective Chief Superintendent Mandy Horsburgh - Head of Specialist Operations	

### Summary

This report is provided as a 'Deep Dive' on how effectively the City of London Police (CoLP) is identifying, supporting and safeguarding vulnerable people.

This updates Members on the activity across key vulnerability strands within the City of London Police (CoLP), in partnership with colleagues within the Community Safety Team and Department for Community and Children Services.

The report will provide an oversight of strategic governance, current and future demand and collaboration taking place across the following vulnerability strands:

- A. Domestic Abuse (including Honour based abuse and Female Genital Mutilation (FGM))
- B. Sexual Violence
- C. Child Sexual Exploitation and Child Protection
- D. Modern Day Slavery and Human Trafficking
- E. Hate Crime

The CoLP is a statutory safeguarding partner within the City and Hackney Safeguarding Children Partnership (CHSCP) and the City and Hackney Safeguarding Adult Board (CHSAB). Both partnerships monitor the effectiveness of work to safeguard and promote the welfare of children and adults, championing good practice and analysing data to inform service planning. The Commander Operations and Security, supported by Detective Chief Superintendent Specialist Operations, represent the CoLP on both Boards. The City specific sub-committees, meet bi-monthly, for both children and adults and report on the work of the sub-committees into the main Boards and are independently chaired and have representation from the CoLP as well as City of London Corporation (CoLC), Health, Education and other

agencies. The Safer City Partnership also receives regular updates from the various Children and Adults Safeguarding Boards supporting the City.

Internally activity across vulnerability is driven through the Strategic Vulnerability Group (SVG), chaired by the Head of Specialist Operations, Detective Chief Superintendent.

This provides strategic oversight and direction on activity across the 11 vulnerability strands. These are aligned to the National Vulnerability Action Plan actions and themes. The group also provides governance and delivery oversight for the Violence Against Women and Girls Strategic Plan, Op Soteria<sup>1</sup> and Rape and Serious Sexual Offences (RASSO) working group.

Vulnerability sits within the Policing Plan as an operational priority to keep those who live, work and visit the city safe and feeling safe and is a golden thread that cuts across all aspects of policing, supporting delivery of the ambitions within the Corporate Plan. The monthly Tactical Tasking and Coordination Group (TTCG) ensures appropriate operational delivery across the vulnerability strands cognisant of threat, harm and risk and current demand.

The COVID-19 pandemic saw a decrease in the levels of reporting across all areas of vulnerability, notably domestic abuse and sexual violence. These areas however are now reporting back to pre-pandemic levels and have shown a consistent increasing trend in reporting. This however remain within the capacity and capability of CoLP, specialist teams and relevant partnerships.

Historically the City of London (CoL) receives low numbers of reports across all areas of vulnerability in comparison to surrounding boroughs. As such, the CoLP, along with partners aim to proactively understand the safeguarding and vulnerability issues affecting the CoL, focusing on prevention and raising awareness within the community. This work assists the discovery of hidden demand and with increased victim/public confidence could increase referrals/reporting.

In terms of crime investigation, the Public Protection Unit (PPU) provide the investigative and safeguarding response across vulnerability issues, made up of specially trained detectives in dealing with domestic abuse, sexual offences and child protection.

Following the impact across policing of the Sarah Everard murder, the CoLP remains committed in its response to Violence Against Women and Girls and continues to work with NPCC team, Vulnerability Knowledge and Practice Programme (VKPP) and College of Policing to ensure we continue to provide an effective policing response and support victims with professionalism and vigour.

The largest proportion of vulnerability linked crime investigations within the City of London relate to sexual offences and domestic abuse. The majority of these relate to non-resident victims, visiting or working within the City. Through close partnership working with surrounding boroughs, the City of London Corporation (CoL) and the

---

<sup>1</sup> [Operation Soteria – Transforming the Investigation of Rape \(npcc.police.uk\)](https://www.npcc.police.uk/operation-soteria)

Vulnerable Victim Advocate (VVA), the CoLP ensures that any risks relating to both residents and non-resident victims and offenders are effectively managed. This is achieved through the array of effective multi-agency safeguarding meetings that are embedded within CoL processes, including the Multi-Agency Risk Assessment Conference (MARAC) for domestic abuse, the Community MARAC or Multi Agency Risk Management (MARM), the Multi-Agency Child Exploitation meeting (MACE) and statutory child protection meetings.

### **Recommendation(s)**

Members are asked to note the report.

## **Main Report**

### **Background**

1. In accordance with National Police Chiefs Council (NPCC) direction, the CoLP align their activity to the National Vulnerability Action Plan (NVAP) that is structured around eleven strands of vulnerability, each with a dedicated lead at Inspector/Chief Inspector. The current CoLP strands are as follows:
  - Domestic Abuse
  - Sexual Violence
  - Stalking and Harassment
  - Harmful Practices  
(includes Female Genital Mutilation (FGM), Forced Marriage and Honour Based Abuse)
  - Hate Crime
  - Mental Health/Suicide
  - PREVENT
  - Adults at Risk
  - Child Protection/Exploitation (includes missing)
  - Human Trafficking/Modern Slavery (MSHT)
  - Management of serious and violent offenders (MOSOVO)
2. Governance of Vulnerability is provided by Strategic Vulnerability Group, maintaining bespoke strand action plans in line with NVAP themes.
3. In addition, HQ Services provide additional oversight of plan compliance with recommendations made by His Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) from both local and national reviews.
4. The CoLP also feed into the Vulnerability Knowledge and Practice Programme (VKPP). This National programme maintains an overview of Police Force Vulnerability Action Plans (VAPs) providing opportunities for peer review, the sharing of best practice and the achievement of continuous improvement.

5. The CoLP Strategic Vulnerability Group (SVG) maintain a specific Vulnerability Risk Register that aligns to the CoLP risk management process.

## **Current Position**

6. Following the introduction of the National Vulnerability Action Plan (NVAP), and implementation of the new CoLP Public Protection Unit (PPU) Target Operating Model (commencing 6<sup>th</sup> November 2023), a review of vulnerability arrangements and the overarching CoLP VAP is taking place that is being led by the SVG. This includes a deep dive into action plans and reviewing them against local priorities and demand plus benchmarking against national activity with support from the Vulnerability Knowledge and Practice Programme (VKPP).
7. A vulnerability dashboard is produced monthly that reports on demand and informs activity and tasking across the vulnerability strands (Appendix 1). This is complimented by the strategic threat assessment and resulting control strategy that is produced for consideration of Tactical Tasking and Co-ordination Group (TTCG) aiding tactical alignment with threat and demand.
8. Under the current review of vulnerability arrangements, this dashboard will be expanded further to include a wider range of performance metrics across the vulnerability themes. This will include measurements to assess the impact and outcomes of policing activity against demand and drive future activity, initiatives, and focus. It will be imperative that this includes partnership data. The Key Performance Indicators (KPIs) will also be integrated in the performance framework within local policing and specialist operations performance group.
9. Vulnerability training is mandatory across frontline staff within the CoLP. The current training package has been developed including topics such as - voice of the child and professional curiosity<sup>2</sup>. In addition, the CoLP is in the process of rolling out the *Domestic Abuse (DA) Matters* Training, a College of Policing and NPCC endorsed programme to police officers and staff to improve our response to DA.
10. The role of the Vulnerable Victim Advocate (VVA) is covered by two part time personnel and is revenue funded. The VVA provides a free, confidential, and independent service providing the individual with emotional and practical support to help them address their needs and work through their experience. With access to several outreach sites across the City of London, the VVA can signpost victim survivors to an array of services. Victim and public confidence are high-level objectives essential to improving the legitimacy of policing.
11. The City of London Corporation (CoL) has a dedicated Violence Against Women and Girls Forum, attended by the CoLP, key partners and stakeholders and chaired by the Assistant Director of People at the CoL. The forum reports to the Safer City Partnership (SCP). This is a key forum for driving partnership activity across the Violence Against Women and Girls spectrum. Through a Safer City Partnership

---

<sup>2</sup> [VKPP-Voice-of-the-child-practice-briefing-2022.pdf \(college.police.uk\)](#)

Proceeds of Crime Act bid, an independent review of Violence Against Women and Girls services was commissioned in early 2021. The review highlighted areas of good practice and challenges within our current response to DA. The recommendations are being taken forward through the Violence Against Women and Girls forum Strategic Action Plan.

12. The three identified areas for improvement are:

- i. To ensure effective strategic governance
- ii. Develop a standardised and comprehensive dataset
- iii. Enhance the multi-agency response.

13. In addition to CoL's Violence Against Women and Girls Forum, the Professionalism and Trust Team within the City of London Police also prioritise Violence Against Women and Girls as a standing agenda item as part of their 'Renewing and Rebuilding Trust & Confidence' Board (sitting once every two months) and our Equality and Inclusion Strategic Board (sitting every quarter). The Independent Advisory Scrutiny Group (IASG) also receive an update on Violence Against Women and Girls and the Police Authority Professional Standards and Integrity Committee (PSIC) and Police Authority Board (PAB) receive regular updates on activity as part of regular reporting.

14. This governance structure is used to progress actions against the National Violence Against Women and Girls Strategy and its three pillars- Building Trust and Confidence, Relentless Perpetrator Pursuit and Creating Safer Spaces.

15. Our recent commitment to Op Soteria, a National programme to improve policing's response to rape and serious sexual offences, also cements our commitment to improving our supervision of Violence Against Women and Girls investigations and ensuring we are making the best use of our policing powers to protect women and girls. In conjunction with our partners, including those at the Corporation, we also continue this important work within our communities, with the ongoing success of our 'Op Reframe' initiative to create safer spaces for women during our nighttime economy and our recently launched 'Walk and Talk' campaign, to ensure voices are heard.

16. Following the introduction of the Domestic Abuse Act 2021, changes were made to legislation and Domestic Abuse Protection (DAP) Orders which are civil orders obtained through the magistrates court were introduced as an additional method to protect victims. To date none of these Orders have been sought by the CoLP. This is mainly because most CoLP Domestic Abuse offenders are arrested and the recent changes in the Bail Act means that robust bail conditions can be introduced negating the need for a DAP Order. However this is reviewed on a case by case basis. The Domestic Abuse Act also created an offence in respect of "revenge porn". This legislation has been effectively utilised by the CoLP and recently charges have been obtained in respect of a revenge porn case and another case is soon to go to CPS for advice.

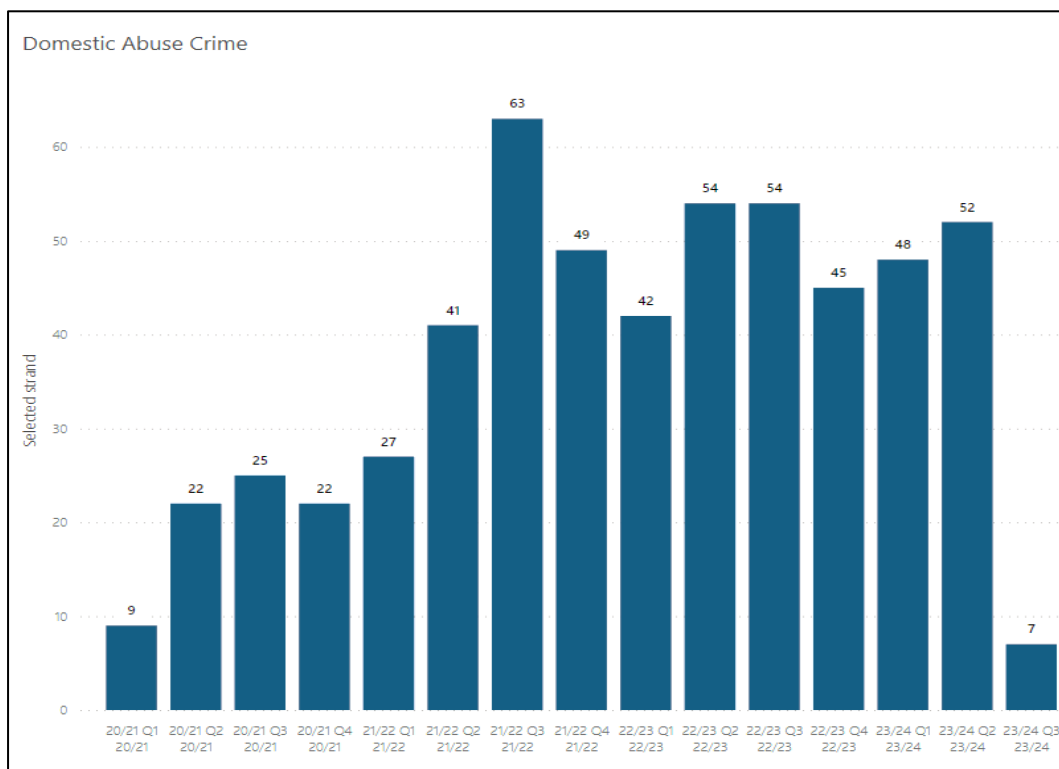
17. Domestic abuse processes are well established within the City of London. These include the recent introduction by the CoLP of a '20 Point Plan' and mandatory

supervisor attendance at all DA incidents to improve the frontline response to victims and enhance opportunities for evidence led prosecutions. This has been shared nationally as best practice.

18. All domestic abuse investigations and non-crime matters are allocated to the PPU for investigation and safeguarding. The PPU work closely with the CoL to safeguard victims and in all cases consider evidence led prosecutions. This work has been highlighted as best practice on the 2021/22 HMICFRS PEEL review.

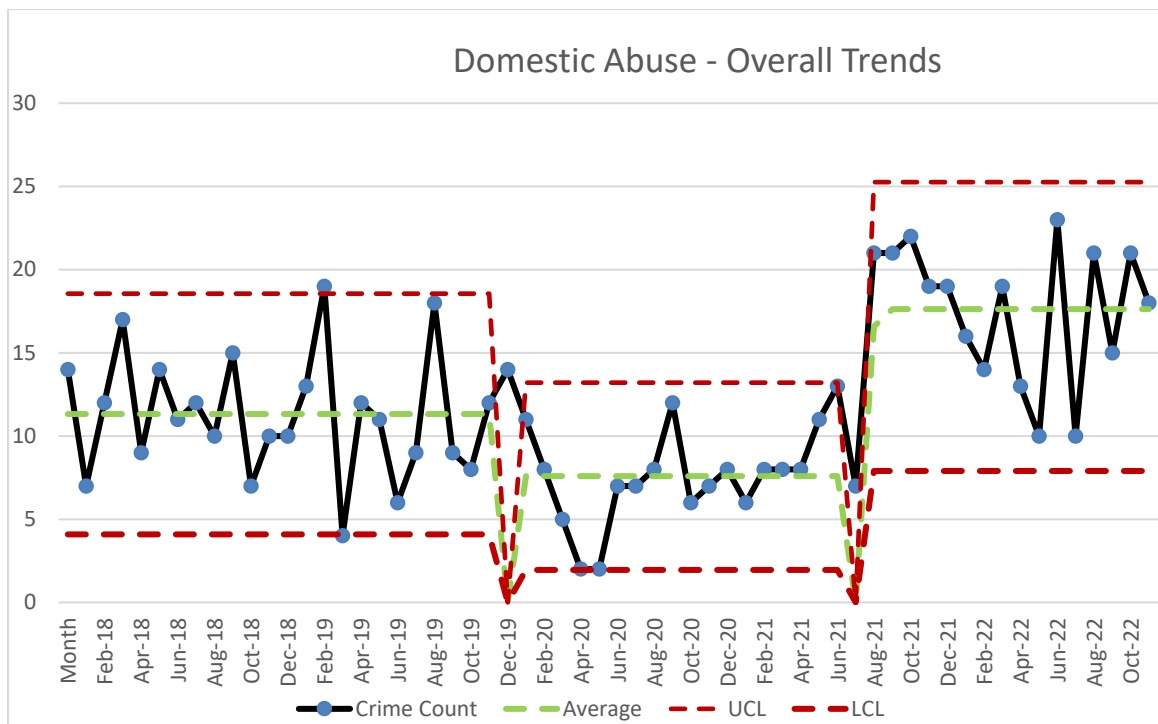
## Data

19. Whilst the number of DA cases fell during the COVID-19 pandemic a trend that was reflected nationally. Levels have now gradually increased as individuals return to work and visit the City and are able to access services more readily. This has seen year on year increases in domestic abuse, however more recently the rate increases have started to steady with only a 5% (n107) increase YTD. With low residential populations the data is not comparable to other forces with overall recorded crime comparisons low. However, a large majority of CoLP crimes can be attributed to the Night time economy (NTE) rather than local residents.



Source: CoLP crime system

20. The increase can be attributed to the partnership activities since the height of the pandemic to engage with the community through social media and several awareness campaigns alongside perceived confidence in reporting. This is linked largely to the wider Violence Against Women and Girls work. This has seen awareness and education across both the public and police.



21. All officers are in process of being provided “Domestic Abuse Matters” training which is delivered by SafeLives and is a full day of in depth DA training, which myths busts preconceptions about DA and covers what to look out for. To date 800 officers have received the training. PPU officers also attended joint – Domestic Abuse Risk Assessment (DARA) hosted by the CoL. The CoLP is currently actively trying to recruit internally 70 Domestic Abuse Champions, volunteers who will receive enhanced training. Their role will be to challenge negative attitudes to domestic abuse within the work environment; Facilitate better cross strand working, ensuring learning opportunities are captured and shared; Identify and report themes of good and bad practice to the CoLP DA Champion via area leads; Be accessible to colleagues for help and guidance and to disseminate information and knowledge. Assist in identifying signs of ‘compassion fatigue’ and signpost to available support; Be knowledgeable of Force Guidance around how to support colleagues affected by domestic abuse; and to make use of networking facilities within the DA arena, including CoLP colleagues and partners.

22. All high-risk cases are referred to the CoL MARAC, chaired by the Detective Inspector (DI) PPU and attended by representatives from the Community Safety Team (CST), social care, health, housing, victim support and other commissioned and voluntary services. The MARAC allows for effective information sharing and risk management across partners, focussing on the victim, perpetrator, and children. Regular joint agency training sessions are held for MARAC members, covering areas such as information sharing, risk assessment and safeguarding.

23. A Domestic Abuse Victims Survey is now up and running and is being developed.

## Honour based abuse and female genital mutilation

24. In relation to Honour Based Abuse (HBA) and Female Genital Mutilation (FGM), figures remain extremely low with zero reports during 19/20, 20/21 and in subsequent years. Whilst some of this is due to our low residential population, there is still considered to be an element of under-reporting and once the new Target Operating Model is in place in PPU, we will work with the VVA on initiatives to try and encourage reporting of all domestic abuse.
25. The CoLP website has a dedicated page in respect of harmful practices: HBA, Forced marriage and FGM. This educates the public on how to identify the signs of possible harmful practices and provides advice. The page also signposts available support such as IKWRO<sup>3</sup> – IKWRO is a registered charity which provides advice and support to Middle Eastern, North African and Afghan women and girls living in the UK, who have experienced, or are at risk of all forms of “honour” based abuse, including; forced marriage, child marriage and female genital mutilation (FGM), or domestic abuse. The CoLP also attends the National Harmful Practices Group to discuss the strategic response with a range of partner agencies. The PPU DI also attends the Regional Working Group with the Metropolitan Police Service (MPS), British Transport Police (BTP) and a wide range of partners.

### Data

26. The below data includes both crime and incidents with a flag for either honour-based abuse or FGM.
27. Volumes are very low and the below data extracts data when an occurrence has been recorded. There are concerns that this area could be under-reported, and this was outlined in the HMICFRS Force Management Statement. Volumes are too low for trend analysis.
28. Further work is underway to understand if our intelligence supports this.

Year	Volume
2018/19	2
2019/20	0
2020/21	2
2021/22	9
2022/23	9

### Sexual Violence

29. There has been an increased focus on sexual offences in response to the Sarah Everard murder and other high-profile cases. Serious ‘Stranger’ sexual offences

---

<sup>3</sup> [IKWRO – IKWRO Women's Rights Organisation](#)

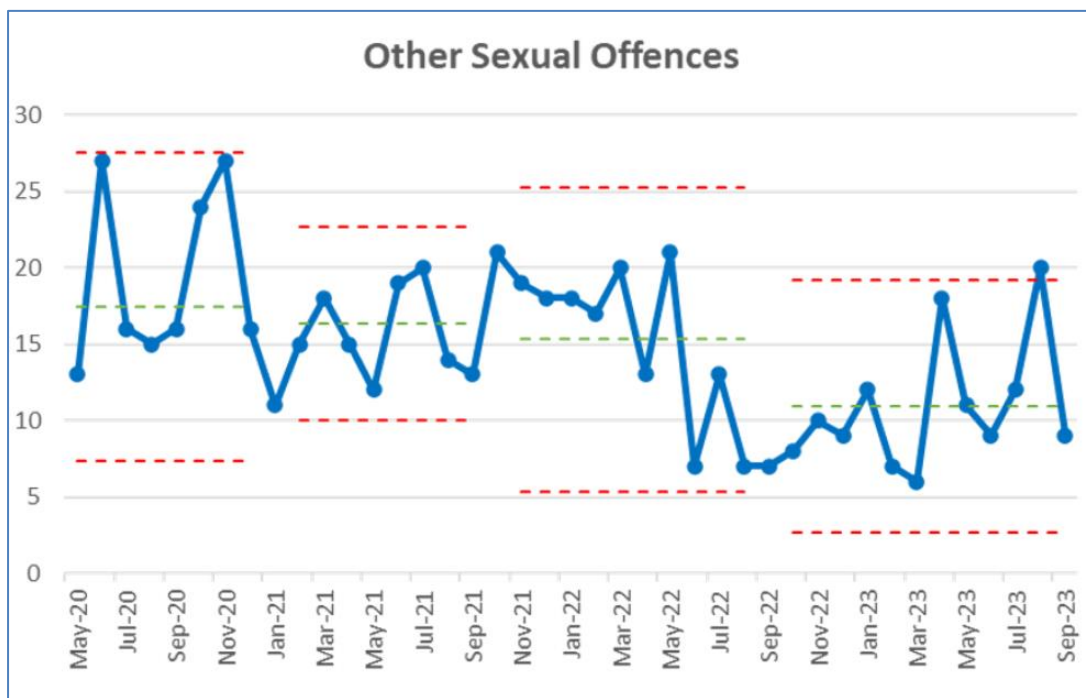


within the City of London remain low. Of the rape cases reported, the majority centre on the issue of 'consent' making investigation and prosecution challenging however, the National Op Soteria Improvement plan will seek to work across Law Enforcement agencies and CPS to improve outcomes and more importantly victim journey across the whole system.

30. CoLP is an adopter force for Op Soteria and is commencing engagement with the National Programme from October 2023. CoLP is currently undergoing self-assessment which will look to identify opportunities for improvement.

31. The majority of sexual offences reported in the City of London are lower-level sexual touching offences, often linked to the night-time economy, alongside exposure offences

## Data

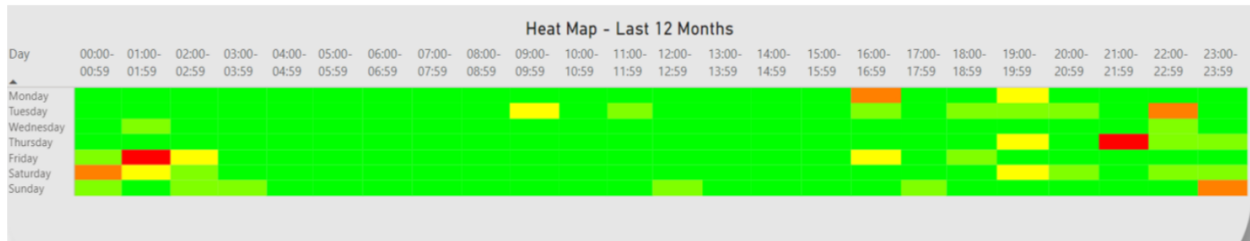


32. Rolling 12-month comparison (October 21 – September 22 vs October 22 – September 23), shows a 34% increase (n= +33). Rape Offences show a 6% increase (n= +2)

33. Volumes of other sexual offences have been slowly increasing. Whilst these are relatively low numbers for rape, they are serious and high harm offences. Other Sexual Offences can vary in terms of harm.

34. Since July 2021 it can be seen that there is less control over these offence types with much wider ranges of where volumes fall. The variability of these volumes is also much higher than what has been seen previously.

35. The Heat Map analysis shows occurrence times show peaks on Thursday evenings, and then clustering in the early hours of Friday, Saturday and Sunday.



36. The CoLP response in this respect of focus within NTE, patrols plans and initiatives.

37. Whilst figures are increasing in reported crime levels this can be attributed to the collaborative efforts across licensing, NTE and wider Violence Against Women and Girls work. This can be seen as an increased confidence and increased awareness in reporting.

38. As licensed premises have reopened and due to the heightened profile of Violence Against Women and Girls, there has been an increase in sexual offence reporting. All sexual offences are investigated within the PPU apart from 'Stranger 1' rapes which are allocated to the Major Crime Team.

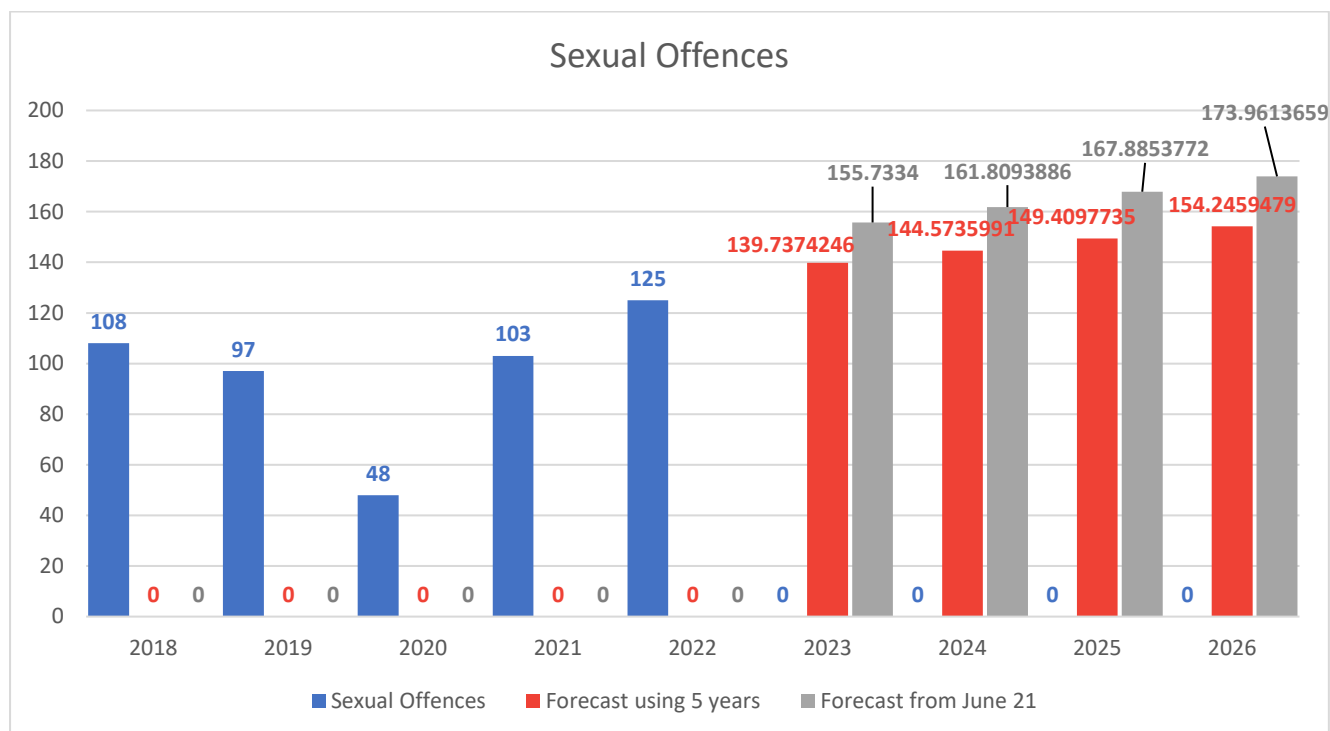
39. The VVA plays a key role in supporting victims of sexual violence, ensuring they are supported from 'report to court'. This is alongside the team of Sexual Offence Investigation Trained (SOIT) officers whose provide the single point of contact for victims throughout the investigation.

40. The PPU work closely with the Crown Prosecution Service (CPS) Rape and Serious Sexual Offences (RASSO) Unit to maximise opportunities for prosecution. At a strategic level, CoLP meet regularly bi-monthly with the London RASSO CPS lead to monitor trends and ensure progress is in line with the RASSO Joint Improvement Plan.

## Outcomes

41. CoLP has recently achieved some significant convictions and sentences for sexual offences such as the conviction of a man for the rape of an 18-year-old woman in the street on New Years Day, the suspect received a custodial sentence of 6 years and 9 months. Another man received a custodial sentence of 1 year and 6 month and a 5-year Sexual Harm Prevention Order (SHPO) for a series of sexual assaults on 5 female victims in the street. Recently a male was convicted for 3 sexual assaults and a strangulation at a city bar.

## Predictive Analysis – Sexual Offending



42. Forecasts for sexual offences have been completed using the current process of performance and also the five years. Sexual offences have been forecasted because they are a high harm crime type, representing more serious and complex investigations, and due to the increases being seen in this area. 2022 represents the highest number of sexual offences reported, compared to the previous calendar years.

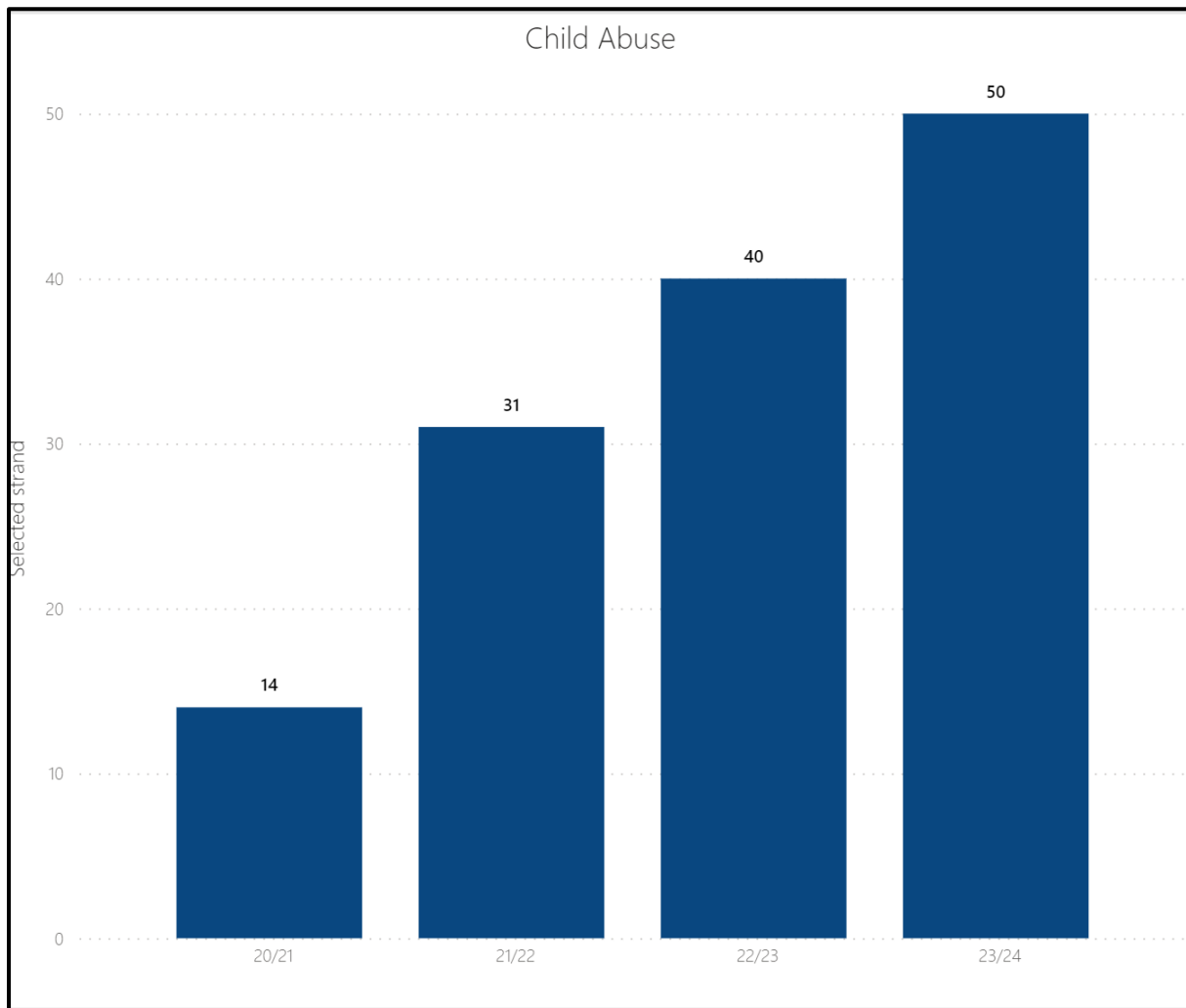
43. Based on both the current trend and also the five year trend, both sets of predictions indicate an increasing trend over the next four years. Based on the predicted increase using both methodologies it is important for the CoLP to scrutinise the resources in the PPU to ensure that they are equipped to deal with these. This is both in-terms of volumes as well as role types. Sexual offences are high harm crimes and ensuring the adequate volume of PIP 2<sup>4</sup> qualified officers is key to investigating this crime type and trying to bring offenders to justice.

## Child Sexual Exploitation and Child Abuse

44. The number of child sexual abuse (CSA) and child sexual exploitation (CSE) and cases within the City of London is low in terms of comparable commission rates with other Police forces. This is in part due to our low residential population and small number of educational establishments. However, we are experiencing increases in reporting. YTD this has shown a 178% increase (n32). All cases are referred to the PPU and investigated by specially trained officers and are

<sup>4</sup> [Investigator PIP2 - College of Policing](#)

operating within required capacity at this time but will remain under review going forward to ensure effective capability is maintained.



45. The PPU and CoLP work closely with the CoL Children's Services Team through referral of Public Protection Notifications, and this has continued through the COVID pandemic, utilising telephone or video conferencing facilities for strategy and child protection conferences. CoLP is a statutory partner of the City and Hackney Safeguarding Children Partnership, represented by the Commander Operations to ensure statutory functions are discharged. The DCI PPU or Det. Supt of Investigations represents at the relevant executive and sub-committees.

46. The overall increase in demand is commensurate with the rise in public protection notices (PPNs) submitted by officers which demonstrates a 36% increase YTD. It is to be noted that not all PPNs attract a crime record. This may be attributed to wider societal changes with regards to vulnerability and will be linked to increases across other high harm crime types.

47. The CoLP underwent a HMICFRS inspection across Child Protection in 2019, and as a result a clear improvement action plan was developed. This has resulted in

further training for staff to embed the concept of ‘the voice of the child’, and the implementation of a crime scrutiny group to review child protection investigations and referrals to qualitatively assess the standard of reporting and investigation, and ensure the child is at the centre of any police action. These report into the Crime Standards Board. Additionally, training has been provided to Control Room staff to ensure they understand vulnerability and are utilising a series of prompts designed to ensure a standard and thorough response.

48. In relation to child exploitation, reporting continues to be low. CoLP work focuses on raising awareness and ensuring frontline staff and the community identify the signs of exploitation.

<b>Year</b>	<b>CSA</b>	<b>CSE</b>
<b>2018/19</b>	5	1
<b>2019/20</b>	6	1
<b>2020/21</b>	14	2
<b>2021/22</b>	12	6
<b>2022/23</b>	30	10

49. Operation Makesafe is a national operation focussed on recognising CSE within hotels and other businesses. CoLP rolled this out in 2015 in partnership with the MPS. This has continued to develop and CoLP is now part of a national working group to standardise the Operation Makesafe work. Previously the CoLP and MPS utilised police cadets to test hotel responses to potential CSE. However, this approach has been questioned and work is ongoing currently to establish an agreed common response.

50. The PPU DI and Children Social Care (CSC) Service Manager jointly chair the MACE (multi agency exploitation meeting), attended by a range of partners, where the City’s response to child sexual exploitation (CSE) and child criminal exploitation (CCE) is considered, in response to identified trends or future threats. The focus is on the concept of contextual safeguarding to protect individuals and the community.

51. In relation to online exploitation and abuse, CoLP receives a relatively small number of referrals from the NCA (National Crime Agency). CoLP does not have a proactive online investigation team however officers in PPU are trained to utilise the CPSy (Child Protection System online), an online system to identify those sharing indecent images of children who geolocate to the City of London. To date, no City based offenders have been identified through this system, but it is checked on a monthly basis. PPU officers have also recently been trained in the use of CAID – Child Abuse Image Database to examine suspect’s digital devices and have already had one successful case. The CoLP Cyber Crime Unit assist with any proactive online work required to target offenders.

## **Modern Slavery and Human Trafficking (MSHT)**

52. Modern Slavery and human trafficking is a growing theme which can crosscut through many crime types. The number of modern slavery reports has decreased since the start of the COVID pandemic. This is most likely due to the reduced footfall and slow return to pre pandemic levels of workers/ visitors to the City and crime within the City of London, as it is usually discovered because of interactions around other crime types such as drug supply and prostitution.
53. A substantial proportion of CoLP National Referral Mechanism referrals result from defences raised by individuals arrested for drug supply offences.
54. Where connections to organised crime groups are identified, investigations are progressed by the Serious Organised Crime Team. PPU lead on victim support and safeguarding. This enables a coordinated approach to activity across MSHT and county lines drug activity.
55. CoLP is closely linked with local, regional and national partners, through the CoL Modern Slavery Forum and Project Enterprise – the Pan-London practitioner meeting for police and partners. CoLP undertakes activity in line with national 'Operation Aidant' or County Lines intensification periods, each period focussing on specific area of MSHT (e.g., child exploitation, prostitution). CoLP provide a national return to the NCA following these periods of action and have ongoing investigations surrounding modern slavery and human trafficking.
56. CoLP has MSHT SPOCs in the force, who have completed an extensive training course in investigating MSHT and drive training across the CoLP. They can advise investigators and are also trained as Victim liaison officers. CoLP has Senior Investigating Officers trained in leading Major Crime and Serious and Organised Crime Investigations that can lead and coordinate any complex investigations.
57. CoLP has significantly improved its response to proactively tackling Serious Organised Crime types that impact across local, regional and national jurisdictions. CoLP has strengthened its response to tackling organised crime by embedding and collaboratively working closely with National Crime Agency Partners.

## **Hate Crime**

58. Responsibility for the CoLP response to hate crime sits within Local Policing (Neighbourhoods) to raise awareness and increase reporting. This is closely linked with work focussing on and reviewing antisocial behaviour to ensure hate crime is not missed. Serious hate crime is investigated by the Public Protection Unit. Victims of hate crime are signposted to specialist support services either via the Vulnerable Victim Advocate or through organisations such as StopHate and TrueVision.
59. CoLP is a member of the South Eastern Regional Hate Crime Group where best practice is shared.

60. Hate crime levels within the City of London remain relatively low ranging from 17-32 a month being reported currently. Regarding the types of offences, the highest percentage of crimes being reported are low level public order or violence without injury offences. The highest category of Hate Crime recorded is racially aggravated. 64.7% - 77.7% of Hate Crimes reported this year were racially aggravated. This is illustrated in the following chart:

Month 2023	Hate Crimes Occurred	Racism	Disability	Sexual Orientation	Transgender	Religion
January	18	14	0	3	0	1
February	28	21	0	4	0	3
March	17	13	0	0	0	4
April	23	16	0	6	0	1
May	17	13	0	1	1	2
June	20	14	2	1	2	1
July	32	21	0	10	1	0
August	30	23	3	3	0	1
September	17	11	0	3	0	3
<b>Total YTD</b>	<b>202</b>	<b>146</b>	<b>5</b>	<b>31</b>	<b>4</b>	<b>16</b>

61. CoLP has a range of improvements/activities underway to tackle hate crime and improve our response:

- Improving the risk assessment process for hate crime incorporating a risk template that will score the level of risk to victims for a higher level of safeguarding. This score will indicate either a standard, medium or high risk level and will then be raised for supervisors to action any follow up safeguarding.
- Providing officers with a 20-point template plan so that investigations are consistent and to the highest standard. This plan will make sure officers consider community impact statements, social media enquiries to evidence hostility, possible PREVENT referrals, intelligence checks, repeat victim/offender and so on. This has been developed by actively reviewing Hate Crimes to identify where we can improve.
- The template will also tell officers to obtain Victim Personal Statement's during initial interaction/ statement taking. This is to maximise confidence for victims, that measures are being applied for. If victim refuses, a BWV link of their refusal will need to be added to the template for transparency.
- Introducing a 'support services available to victims' leaflet, which will be a mandatory handout for officers to provide to victim.

- Organising and promotion of events to raise awareness around Hate Crime e.g. Hate Crime Awareness Week. This is completed online and within the Community.
- Having an intelligence-based approach to Hate Crime, disseminating briefings to frontline officers to aid their response to incidents and prevent crime.
- Utilising social media to encourage awareness around Hate Crime. Also using this platform for 'Identification sought' to increase positive IDs and spotlighting good work.
- Piloting of a feedback survey for officers who have experienced racism on duty, to see how we as a force can best support those experiencing hate crime. This is so that we are continuously reviewing the effectiveness of policies/procedures such as Op Hampshire (Assault on police) and the internal element of the Police Race Action Plan.
- Personal Social, Health & Economic Education (PSHE) programme, which will include inputs to support City Schools in educating and protecting young people in respect of Hate Crime.
- Benchmarking across forces to develop a City External Scrutiny Process, which identifies areas for improvement in responding to Hate Crime.
- Developing a training package(s) to raise awareness of the impact of hate crime on colleagues and to ensure officers/staff (including Call Handlers) respond to it effectively.

## **Mental Health**

62. Mental Health and Suicide are a separate strand under the vulnerability priority. Whilst this report does not focus on these areas, it should be noted that this is a cross cutting issue across many of the other vulnerability areas. For example, many domestic abuse victims and perpetrators present with mental ill health, which is often an underlying issue in many of the high-risk MARAC cases discussed.

63. A detailed report was submitted to the Police Authority Board in September 2023 on Mental Health demand and response (Right Care Right Person approach) (Pol 102-23 refers).



64. The thematic lead for Mental Health and Suicide sits within Neighbourhood Policing. The table below shows the number of Mental Health incidents responded to by CoLP since January 2023 and some of the outcomes:

Month 2023	Mental Health Incidents	S.136's	Other plans	Completed Suicide
August	120	4	15	0
July	132	12	28	1
June	102	14	22	2
May	104	10	16	0
April	97	10	5	1
March	78	9	4	1
February	107	15	6	0
January	90	9	4	0
<b>Totals</b>	<b>830</b>	<b>83</b>	<b>100</b>	<b>5</b>

65. The CoLP, CoL & NHS fund the Mental Health Street Triage (MHST) nurses who proactively support frontline staff by providing on the street assessment of individuals presenting with mental health issues/in crisis. They ensure appropriate signposting and use of mental health detention powers, freeing up valuable police time whilst providing the right care and improved outcomes for individuals. Additionally, there is effective partnership working through the Community MARAC, chaired jointly by CoLP and the Community Safety Team where complex cases of antisocial behaviour or those with repeat mental health issues can be discussed. Where an officer acting on their own may have detained a person under S136, the MHST nurses using their skills and experience have avoided the use of a S136 detention 87 times since May, enabling the right care to be given quicker for those in crisis and reducing police involvement.

66. There is considerable work ongoing with CoL & NHS partners to provide mental Health support to those in the CoL area and reduce suicide. There is an NHS pilot scheme to help streamline the S136 process across the London Region and assist officers and Mental Health Street Triage clinicians when on duty, with finding a Hospital Based Place of Safety (HBPOS). There is also a scheme like the Street Pastor project, to be trialled using volunteers to patrol the main bridges at key times within the City. These volunteers will provide a first point of contact and support to those experiencing a mental health crisis. Additionally there are several options being explored with partners to expedite the right care and transportation to the right place for those who find themselves in crisis.

67. Future investment in mental health initiatives and support across the partnership is imperative in reducing the burden that mental health places on the police service.

## **Conclusion**

68. Vulnerability is 'golden thread' that weaves through all aspects of policing. CoLP and CoL work closely together to deliver activity across strategic objectives in line with the National Vulnerability Action Plan and CoLP Policing Plan 22-25. Whilst crime levels remain relatively low, partnership work to raise awareness, increase reporting and provide public reassurance is paramount to improving the effectiveness of our response that in turn will enhance trust and confidence within the community we serve.

## **Background Papers**

Pol 102-23- City of London Police Mental Health Response- update- September 2023 PAB

## **Appendices**

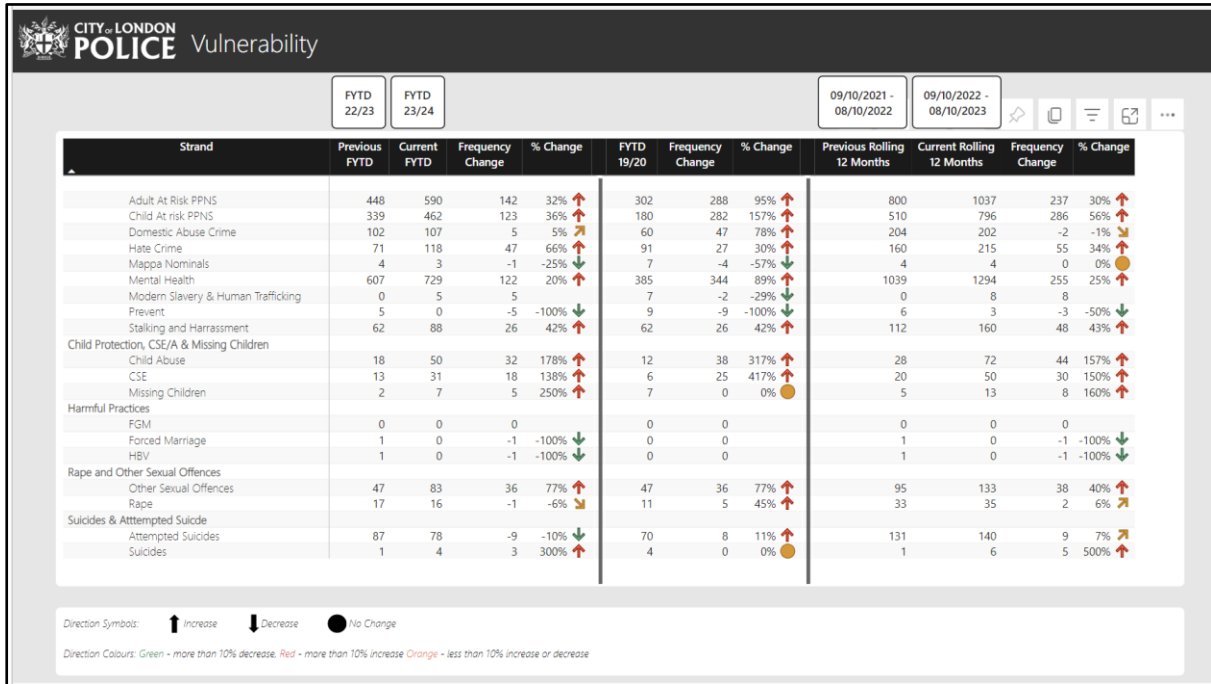
- Appendix 1 – Vulnerability Dashboard – October 2023
- Appendix 2 - SPC and Forecasting Methodology

## **Mandy Horsburgh**

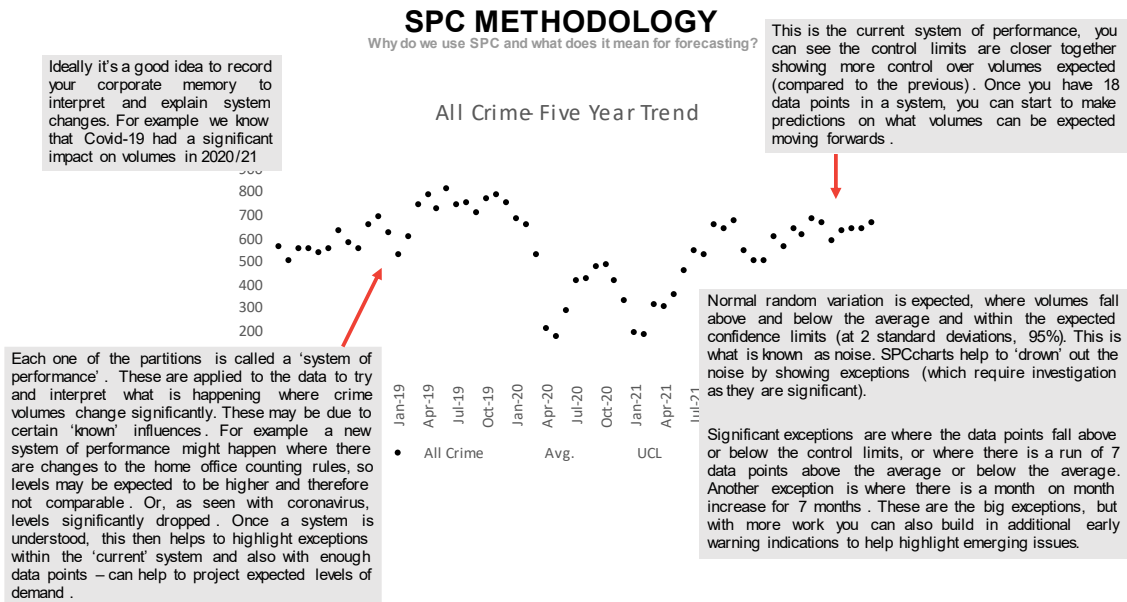
Detective Chief Superintendent  
Head of Specialist Operations

E: [amanda.horsburgh@cityoflondon.police.uk](mailto:amanda.horsburgh@cityoflondon.police.uk)

## Appendix 1 Vulnerability Dashboard – High level Overview



## Appendix 2 - SPC and Forecasting Methodology



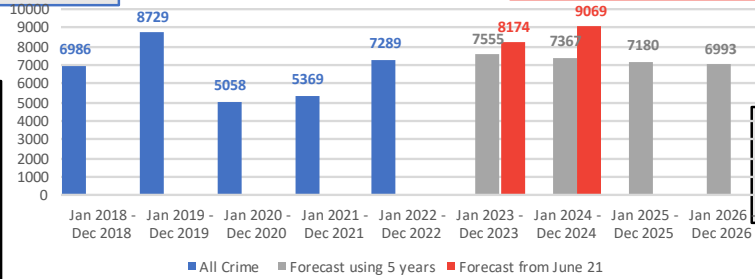
# FORECASTING

HOW DO WE FORECAST?

The blue volumes each show 12 months of data. However forecasts are done using the monthly volumes seen on the previous slide. When looking at the previous slide, as there are many process changes, this makes it more difficult to forecast.

The red bars show the predicted volumes based on a five year trend. Normally a five year trend would be a good predictor, however as mentioned, due to the significant step changes and impact from COVID, it is not felt that this is a good prediction currently. It can be seen looking over the five years, there is a downward trend from 18/19 to current, this is impacting the forecasts for years 2, 3 and 4. However similar volumes are shown for year 1 for both the 5 year forecast and the forecast based on the current system of performance. Therefore, year 1 forecasts indicate increases in crime over the next 12 months.

All Crime



Excel and Power Bi offer two standard forecasting techniques,

- **Exponential smoothing forecast** - time series forecasting based on historical data with seasonal or other cycles
- **Linear forecast** - predicting future values using linear regression.

With any forecast, the further into the future, the less confidence there is in the forecast, and wider limits of where volumes are expected to fall.

Referencing the chart on the previous slide, it can be seen that the new process of performance started in June 21. This provides 20 data points with which to forecast from, and doesn't include the variability of the preceding years so linear forecasting has been undertaken. As there is less data points, only two years have been forecasted. It is felt that this offers a better indication of expected demand, which indicates increases over the next two years. Further analysis, such as correlating this with trends seen in footfall and what we know about campaigns to attract visitors to the City, can also help to inform our thinking about expected forecasts.