



Safer Peterborough Partnership Strategic Assessment

April 2012

This page is left intentionally blank

Foreword

On behalf of the Safer Peterborough Partnership, I am pleased to introduce the Strategic Assessment 2012.

This year has seen unprecedented changes and challenges for our country and our City. Significant changes to public, community, voluntary and private sectors, along with the most dramatic austerity measures in living memory, have taken place and will continue into the future.

We need to base our priorities and our decision-making on sound evidence in the face of these challenging times: this Strategic Assessment gives us an updated evidence base to work from. This assessment has been informed by the expert contributions of our partner agencies and by the real life views of our communities.

The Safer Peterborough Partnership is committed to working with the communities of our City to make Peterborough a safer place to live, work and play, with stronger active and inclusive communities and we ask for your continued support, trust and confidence in what we do together to serve the public.



Claire Higgins, Chair of the Safer Peterborough Partnership

Notes

This document was commissioned by the Safer Peterborough Partnership and was written by the Safer Peterborough Partnership Analytical Team.

We would like to acknowledge the significant support and advice received from Brin Hodgkiss and Emily Doran from Cambridgeshire Constabulary and also Helen Todd from Peterborough City Council.

Contents

Introduction
Executive Summary
Aims and Objectives
Methodology

Introduction

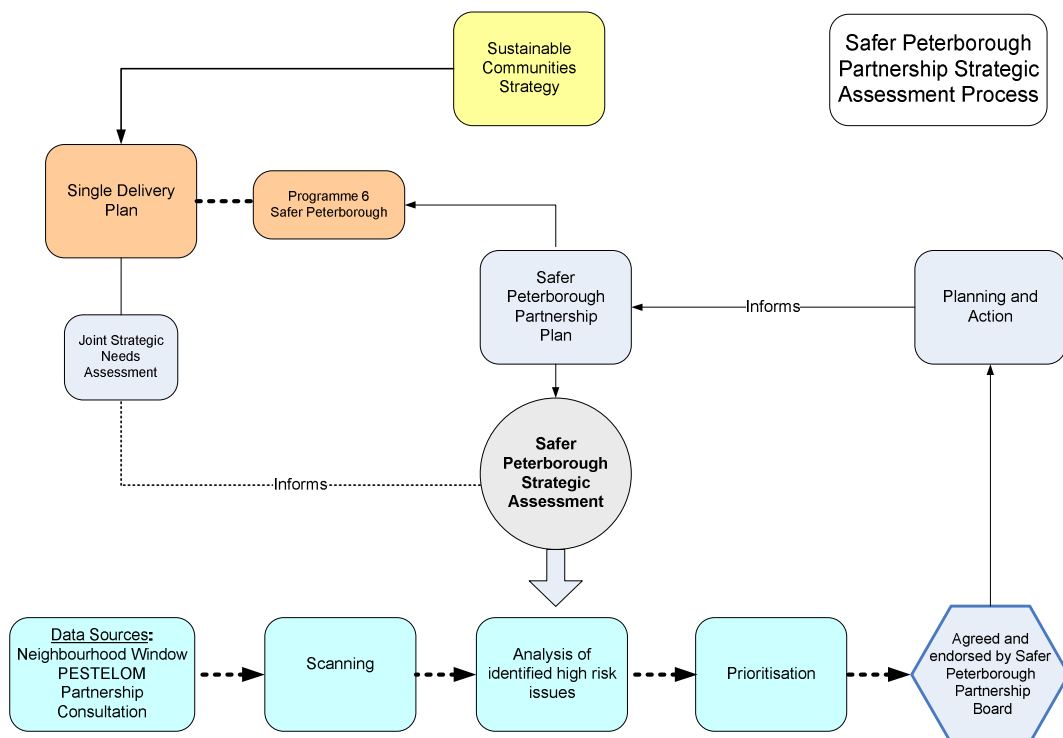
In 2009, the Audit Commission in its 'One Place' assessment of Peterborough gave the City a 'red flag' expressing significant concern over crime levels particularly in relation to the performance of our peers. They found action needed to be urgently taken to address this. Since then, there has been a significant amount of work done by the Partnership to ensure crime levels are reduced and that these reductions are sustained, in addition our performance when compared to our peers is improving. However, we cannot rest on our laurels, and our previous performance makes it clear that early intervention and tackling the underlying causes of crime can make a significant long term difference to our City's problems.

The Safer Peterborough Partnership Plan 2011-2014, outlines the intention of the Partnership to deal with the root causes and not just the symptoms of crime in the City. This links entirely with the City's Sustainable Community Strategy and its Preventative Agenda. The City has adopted a Single Delivery Plan to drive work forward across a raft of agendas; its guiding principles include addressing root causes not symptoms and ensuring outcomes come before organisations.

This Strategic Assessment and its proposed priorities are about what the Partnership can do best together. It is not about replacing our statutory agencies in their core work; rather the partnership will enable and support our partner agencies in their delivery by co-ordinating activity to reduce crime but it will lead in areas where the preventative agenda is best served by working together.

In order to fully understand the causes of crime the Strategic Assessment is commissioned by the Safer Peterborough Partnership on an annual basis, to undertake a comprehensive assessment of those issues relating to crime and disorder likely to impact on the City over the coming 12 months.

The diagram below shows how the Safer Peterborough Strategic Assessment fits into the overall strategic plan for the City.



Executive Summary

Aims and Objectives

The annual strategic assessment is designed to enable the Safer Peterborough Partnership (SPP) to be more responsive to communities by developing a better understanding of local crime and disorder issues. This enables the SPP to prioritise appropriately and allocate resources in the most effective way ensuring that the Partnership embraces a more intelligence led and responsive approach to business planning.

The strategic assessment is simply a tool to help identify the priorities for further action. With finite partnership resources, it is recognised that some local problems need to be given more attention than others. As such, the purpose of the strategic assessment is to provide the Partnership with sufficient intelligence about crime and disorder issues in order to prioritise the areas of focus.

Methodology

The Strategic Assessment uses a risk based approach to identify priorities; it has utilised Cambridgeshire Constabulary's risk matrix. The matrix identifies those issues causing most harm to the people of Peterborough, and assesses whether those harms are being adequately managed.

The threats analysed in this document were selected from over 30 themes identified by a scanning exercise undertaken by Cambridgeshire Constabulary which assesses crime and disorder themes by impact and probability¹.

It is acknowledged that the Police's risk assessment matrix, whilst a robust model, focuses on police harm, threat and risk. In order to add more of a partnership focus, further information was used to assess risk which included information from our communities about their perceptions as well as what our partner organisations have identified as key threats.

The final weighted score was then used to identify priority threats that are subjected to strategic analysis. Any threat recording over a specified score was automatically selected for further analysis; this information provides a forum for discussion regarding the key strategic threats and recommendations for the coming twelve months.

Many linked plans and strategies also contribute to specific areas, or are aligned with Safer Peterborough's work, these include:

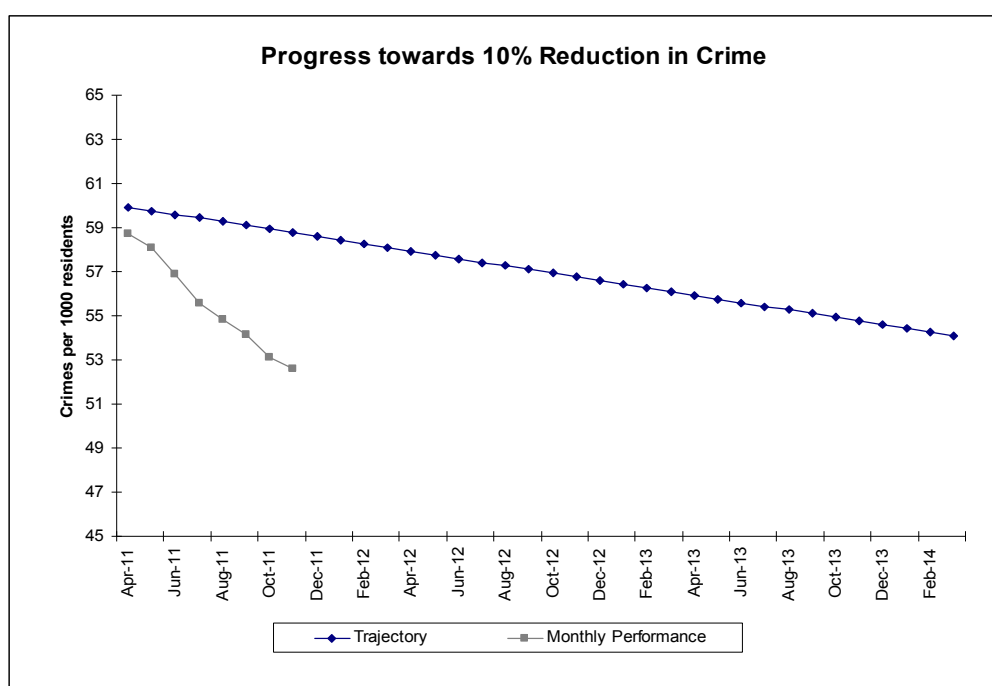
The Sustainable Communities Strategy
Single Delivery Plan
Safer Peterborough Adult Drugs Needs Assessment
Peterborough Alcohol Needs Assessment
Joint Strategic Needs Assessment

¹ More information on methodology can be found in the Cambridgeshire Constabulary Strategic Assessment 2011

Performance Overview

There have been significant and sustained reductions in crime in Peterborough; over the reporting period crimes have reduced by 14.2%, this is in the context of a reduction in crime that began to manifest itself in 2008.

The withdrawal of the National Indicator monitoring system at the end of March 2011 gave Community Safety Partnerships the autonomy to monitor performance in whichever way they saw fit. The Safer Peterborough Partnership set a single target in April 2011 to **reduce victim based** crime by 10%, over a three year period². The current progress of this reduction is shown in the chart below; it is anticipated that this reduction will continue, however it is likely to plateau over time.



Over the reporting period, there has been a significant reduction in victim based crime with 4,249 fewer victims of crime compared to 2008-2009 and 2,097 fewer victims of crime compared to 2009-2010.

Gun related offences (79% reduction, n=33) and as business robbery (67% reduction, n=22) have recorded the greatest sustained reductions. In comparison, primary arson³ (42% increase, n=57) and commercial burglary (5.3% increase, n=47) have shown increasing levels of crime.

Whilst the reductions in crime are noteworthy, there remain a number of challenges. Not least is putting Peterborough's crime levels in context when compared to our peers and on a national level.

The police performance website iQuanta allows us to compare crime rates and other indicators with similar Community Safety Partnerships (CSPs) in England and Wales that are deemed to

² This reduction is calculated by monthly analysis of a twelve month rolling figure per thousand residents of the City

³ Fire Service recorded primary fires, not Police recorded arsons

have similar characteristics to Peterborough⁴. Each CSP has a unique group of up to 15 other partnerships to which it is 'most similar'.

Over the last twelve months:

- In Peterborough's peer group of 15 CSPs, the average year on year reduction in victim based crime was 11.2%, nationally it was 7%, however Peterborough achieved a 19.8% reduction.
- Despite this significant reduction, Peterborough remains in 15th place out of 15 CSPs. There are a number of CSPs which have reduced crime more significantly, for example, victim based crime in Newport decreased by 22.2%.
- Peterborough has recorded greater reductions than the other CSPs in its peer group, with the exception of commercial burglary and theft from person offences.
- Peterborough ranks 46th highest nationally out of all 329 CSPs in England and Wales for crimes per thousand population (i.e. 46th worst performing), of the 45 CSPs higher than Peterborough, 20 CSPs are in Metropolitan Police Boroughs. In 2009, when the Audit Commission raised significant concerns about crime levels in Peterborough, Peterborough was the 19th worst CSP in the country, therefore significant improvements have been made but there is much more to do.

In its simplest terms, Peterborough has a high crime rate to population ratio, however a true representation of population is not available until the release of Census data in 2012. Whilst the population increase in Peterborough has been well documented, the new census data will give a clear indication of where Peterborough stands in relation to its peers recognising of course that other areas will also have their population adjusted.

A number of studies have been undertaken to really understand Peterborough's crime issues. It is the view of the partnership that the best way to tackle crime is by supporting the police in their enforcement activity whilst developing an overarching preventative strategy where the City moves forward together to tackle the underlying causes of crime.

There are a number of themes falling under the Safer Peterborough Partnership which require development in order to understand how these areas are performing. For example, data on domestic abuse comes from a number of different sources such as the Police, Women's Aid, Independent Domestic Abuse Advisors, however further work needs to be done to understand how these figures can be collated to create a true representation of domestic abuse in the City. Similarly, performance around the Integrated Offender Management cohort also needs to be developed as does wider reducing reoffending data. ID-IOM, the national caseload management system for IOM, has had its release date delayed which hampers analysis of the data relating to this cohort. These issues will be discussed in more detail below.

Recommendation

The Safer Peterborough Partnership performance framework should be developed to include all the themes which fall under the remit of the Safer Peterborough Partnership, including Integrated Offender Management and domestic abuse.

⁴ Most Similar Groups are decided using a number of socio-demographic and geographic variables which are identified and are strongly linked to increased levels of crime, fear of crime or incidents.

The Effect of the Recession on Community Safety

The economic forecast for 2012 is challenging; the Eurozone debt crisis and the risk this poses to the UK, as well as the Bank of England's cut in growth predictions and increasing unemployment all have the potential of impacting negatively on crime, nationally and locally.

Generally speaking, acquisitive and violent crime in Peterborough has shown sustained reductions over the last two years, which covers the period when the UK was in recession. However, as previously discussed, there remain challenges in terms of Peterborough's comparison to our peers.

There have been a number of studies completed which discuss the impact of recession on crime. They all present complex arguments, however a number come to the conclusion that, quite simplistically, during periods of economic depression fewer people can acquire goods legitimately and, therefore, more people could resort to illegitimate means to acquire goods. This may range from buying or handling stolen goods, to shoplifting, theft or burglary. Shoplifting has decreased over the analysis period, however this could be a result of retailers reducing the number of security guards they use in store and therefore there are less opportunities to catch shoplifters. Handling offences have also decreased, however this is a difficult category of crime to measure as it relies on Police enforcement activity.

There may also be an impact on other types of crime, such as violent crime. Whilst violent crime in the City Centre may decrease in times of austerity as fewer people can afford to socialise regularly in the night time economy, violent crime in residential areas may increase. This could be as a result of financial strain materialising in domestic abuse facilitated by home-drinking, particularly in disadvantaged areas.

New markets and services may emerge or increase. For example, women outside of the labour market may turn to prostitution in order to provide for their families in the absence of any alternatives. Fly-tipping may also increase; this could be as a result of the removal of the free bulky waste collection by the Council or commercial fly-tipping where companies dump their waste in a bid to decrease their overheads. More people may turn to illegal lending or loan sharks, where money is lent illegally with extremely high interest rates, sometimes with the threat of violence. It will be a recurring theme in this Strategic Analysis that the most deprived areas of our City are likely to be the most susceptible to this type of activity.

Recommendation

It is imperative that in these times of austerity, the Partnership has a solid understanding of the impact this has on crime and the effect this will have on performance. There is little or no data held on prostitution, with the exception of complaints to the Police, this should be improved as currently there is no easy way to determine whether there have been changes in the numbers of women who participate in this type of activity. There is also little or no data held on illegal loan sharking.

The same is true of fly-tipping: whilst records are kept by Enterprise Peterborough, there is no regular monitoring of this, however this will improved with 'quality of life' incident monitoring. This is discussed below.

The Cost of Crime in Peterborough

The Home Office has produced two key pieces of research into the economic and social cost of crime: the first based on recorded crime in 1999/2000; and a subsequent update for crime against individuals and households (excluding commercial crime such as shoplifting) for 2003/04⁵.

These estimates are composed of three elements:

- costs incurred in anticipation of crime (such as security expenditure);
- as a consequence of crime (such as property stolen and emotional or physical impacts);
- in response to crime (costs to the criminal justice system).

The table below shows the revised costs⁶, with the recorded data for each relevant category:

	Number of Peterborough crimes ⁷	Estimated cost	% of Total Crime	% Total Cost
Violence against the Person	2544	£23,233,287	18.4%	47.9%
Most Serious Sexual Offences	204	£7,538,208	1.5%	15.6%
Serious Acquisitive Crime	2326	£7,461,012	16.8%	15.4%
Commercial Burglary	884	£4,073,472	6.4%	8.4%
Theft and Handling	4780	£2,708,620	34.5%	5.6%
Criminal Damage	3045	£3,429,325	22.0%	7.1%
Attempted Vehicle Theft	67	£41,339	0.5%	0.1%

The cost of crime per resident in Peterborough is £283.21 per year.

Analysis was conducted using the Home Office methodology with the actual number of reported crimes for the City, a total of 81.3% of the City's crimes were utilised within this model equating to an estimated burden to society of nearly £48.5 million.

The key findings from the analysis are as follows:

- Violence against the person (18.37% of total crime) accounted for over £23 million, almost 48% of the cost of crime for Peterborough.
- Serious sexual offences (n=204), accounted for 1.5% of the total crime yet cost over £7.5 million, which is over 15.5% of the total cost for the reporting period.
- Theft and handling and criminal damage accounted for over 55% (n=7825) of the total crimes used within the model, with an associated cost of over 12.6% (£6.1 million).

The burden on City wide services is substantial with the police and health services accounting for the vast majority of costs.

⁵ This was further informed by the IOM Efficiency toolkit

⁶ Not all crimes can be attributed with a cost, this model shows costs for approximately 81% of Peterborough's total crime and therefore is an underestimate

⁷ December 2010 - November 2011

Risk and Threat Matrix⁸

The risk and threat matrix, which is based on the matrix developed by Cambridgeshire Constabulary, is detailed in the table below. The full risk and threat matrix is available as a separate document.

The risk matrix identifies those issues causing most harm in Peterborough, and assesses whether those harms are being adequately managed by the agencies forming part of the Safer Peterborough Partnership.

It assesses crime and disorder themes by impact⁹ and probability¹⁰; a combination of statistical measures and the professional judgement of the subject area specialists were used to derive the harm score.

The professional judgement of specialists within the Partnership were employed again to identify organisational gaps in the management of each theme; gaps were assessed on the three criteria of knowledge, capacity and capability, this was based around analysis the Constabulary had undertaken, and built upon through experts within the Partnership. The assessment of organisational gaps was then combined with the harm score to generate a risk score for each theme.

In summary:

Harm = Impact x frequency

Risk = Harm x Partnership gaps¹¹

The findings of the risk matrix provide the basis for recommending the Safer Peterborough Partnership priorities, as set out above. The findings of the risk matrix can be found in Appendix **xx**.

Recommendation – Priority Setting

It is recommended that the priority themes for the coming year are as follows:

- Reducing the harm caused by substance misuse
- Domestic abuse
- Violent crime linked to the night-time economy and improving perceptions of safety in Peterborough City Centre
- Making Peterborough's roads safer
- Anti-social behaviour and quality of life issues
- Targeting those offenders who cause most crime
- Targeting the family networks which cause most harm, cost and/or disruption

⁸ Developed by Cambridgeshire Constabulary

⁹ Using criteria based on the ACPO approved 3PLEM model

¹⁰ Using frequency as a proxy measure

¹¹ Harm and risk scores denote the level of harm caused by the issue to Peterborough, and how well that harm is managed, relative to other issues. The harm and risk score is not an indication of the 'seriousness' of an event or issue

Priority Themes: Reducing the Harm caused by Substance Misuse

Reducing the harm caused by substance misuse is identified as a key theme for the Partnership and it is recommended that this theme remains a priority over the coming twelve months. Substance misuse is a theme which cuts across all areas of business for the Safer Peterborough Partnership; features of the drug use problem in Peterborough include deprivation, housing issues, crack use and high levels of injecting. In terms of alcohol use, Peterborough faces an immense challenge with alcohol related disease and crime, which remains worse than the England average, with trends indicating that the health and social impact of alcohol on Peterborough will get increasingly worse.

It is for these reasons that it is recommended that substance misuse remains a priority for the Safer Peterborough Partnership over the coming twelve months.

There have been detailed Needs Assessments¹² completed on drugs and alcohol over the last six months, these documents provide detailed analysis on the issues relating to each subject area and are available upon request. A summary of the issues highlighted in each of these documents is provided below.

Drugs Use

The data used in the 2011 Safer Peterborough Adult Drugs Needs Assessment relates to the period preceding the new service, Aspire, taking over all drugs services for the City in January 2012. Previously there were three separate services providing drug treatment in Peterborough and the data summarised below relates to this.

Overview of the 2010-2011 drug treatment population

- Based on Peterborough's 15-64 age group¹³, it is estimated that nearly 15 people per thousand are users of opiates and/or crack cocaine, this is significantly higher than the regional average of 6.44 and the national average of 8.93.
- The main drug of choice remains heroin, however, an increase of cocaine and alcohol as secondary drugs has been seen, as well as an increase in cocaine as a primary drug.
- The average age is 35 years old, this represents an aging treatment population.
- The average episode length of those successfully discharged was approximately five years.
- There were a total of 24 nationalities in the treatment population. Eastern Europeans are significantly over-represented compared to the reported population living in Peterborough.
- There is an issue identified with clients known to treatment but not in contact within the last year, the new service will work to actively re-engage with these clients.

Key Priorities for 2011 -2014

The key priorities identified for the coming year recognise that Peterborough still has some considerable areas of challenge and that it is not possible to achieve everything at once, the priorities have therefore been agreed as those which will have greatest positive impact on our services and drug users, and therefore subsequently on our communities.

- **New Treatment System** - embedding the new service model to ensure a joined up approach across the full range of interventions;
- **Outcomes** – improving the movement of drug users through the treatment system; ensuring that drug users are able to successfully recover from their drug use.

¹² The Safer Peterborough Adult Drugs Needs Assessment, December 2011 and the Peterborough Alcohol Needs Assessment, August 2011

¹³ N=113,700 individuals

- **Development of Shared Care** – work with the new service and health colleagues to increase the number of GPs offering shared care in the City, as well as working to increase the number of GPs with a specialist interest in drugs.
- **Individual Recovery**– ensuring that clients have a person centred journey through the system and that we work in partnership with all the key agencies to help address and support all issues which may affect their recovery, not dealing with drug use in isolation.
- **Life after treatment** – working to ensure there is a wide range of interventions to support drug users after they have completed treatment.

Alcohol

At the local level there are several large gaps in the data with regard to alcohol use, harms and need in Peterborough. Education and health promotion regarding alcohol in Peterborough is limited, as is the provision of alcohol screening and brief interventions by health and non-health sectors, with the notable exception of the Cambridgeshire and Peterborough Probation Service and HMP Peterborough.

Peterborough has an integrated alcohol treatment pathway, but the identification of people in need of brief interventions or specialist alcohol treatment is currently limited to mainly self referral, GPs and the criminal justice system, including the Probation Service. This means the majority of alcohol drinkers, young people and hard to reach groups in Peterborough are unlikely to have their need assessed or demand/access appropriate levels of intervention. The acceptability of alcohol treatment services to different segments of the Peterborough population does not appear to have been assessed.

The availability of licensed premises to sell alcohol in Peterborough is increasing steadily, but it remains unclear what the pattern of alcohol sales and alcohol consumption in Peterborough is and how this impact on alcohol related health and social problems in Peterborough. A Peterborough alcohol control plan combining targeted education, health promotion, treatment and enforcement is required with active engagement of the different public, private and third sector stakeholder groups in Peterborough.

The Peterborough Alcohol Needs Assessment has identified the following seven high impact recommendations:

1. **Peterborough requires an overarching alcohol strategy.** To tackle the increasing burden of disease and social harms that result from alcohol misuse amongst the population, but this requires clear ownership. We propose that the Peterborough Live Healthy Live Green Partnership Board should drive alcohol prevention and the Safer Peterborough Partnership Board should drive alcohol diagnosis and management.
2. **Peterborough needs alcohol education and health promotion campaigns.** To raise awareness of the Chief Medical Officer's recommended daily alcohol limits, the risks from exceeding them and challenge attitudes to alcohol. These should link in with national initiatives, with social marketing employed to develop focussed alcohol awareness training and campaigns for vulnerable and high risk groups, such as children and young people, White British males and East European males.
3. **Alcohol Screening and Brief Interventions should be provided more widely across Peterborough in community and primary care settings.** To reinforce the alcohol awareness campaign and identify people in needs of brief interventions or referral for further assessment or treatment.
4. **Alcohol screening, brief interventions and referral should be targeted at high risk groups.** For example homeless, people with custodial and non-custodial sentences, and people attending Peterborough City Hospital emergency department.
5. **An alcohol treatment health equity audit** should be conducted for Peterborough, to identify barriers to treatment including access and acceptability across the different communities in Peterborough, by ethnicity, nationality and other protected characteristics.

6. **Effective alcohol treatment services need to be commissioned in HMP Peterborough** reflecting the high burden of alcohol misuse amongst its male and female inmate populations. This requires a treatment pathway for short term inmates which link proactively with community alcohol treatment services to facilitate the continuation of care for prisoners on release from custody. Key partners for this include HMP Peterborough, One Service, Drinksense, NHS Peterborough, Safer Peterborough Partnership and Peterborough City Council. This should include development of a system for liaising with relevant agencies for inmates released to areas outside of Cambridgeshire.
7. **There is a need for improved support in the transition** of young adults transferring from young people's treatment to adult treatment services.

Domestic Abuse

Domestic abuse was the issue which scored highest on the risk matrix in terms of causing most harm to the Partnership. There are gaps in capacity and capability, identified in previous analyses¹⁴, which have not been fully resolved.

Currently there are a number of different agencies providing a response to domestic abuse including the Police, the City Council, Health and others; however there is no coherent strategy that draws together all of the partners on whom domestic abuse impacts to ensure that all are providing as consistent message and that there is no duplication of effort. In addition, the prison is developing responses for both perpetrators and victims within its community, but the Partnership needs to ensure these responses can be continued through the gate and are in line with responses being delivered in the community. It is the intention of the Partnership to develop an over-arching strategy which will interlink this individual work and ensure a consistent and coherent response, however this will not be in place for several months and there will need to be a bedding in period before it will deliver the expected improvements.

It is for the above reasons that it is recommended that domestic abuse remains a priority for the Partnership over the coming twelve months.

The Scale of the Problem

The figures below show the estimated prevalence of domestic and sexual violence in an area the size of Peterborough, based on regional data by the British Crime Survey. Over the last year it is estimated that:

- 4,366 women and girls aged 16-59 have been a victim of domestic abuse¹⁵
- 1,370 women and girls aged 16-59 have been a victim of a sexual assault¹⁶
- 6,010 women and girls aged 16-59 have been a victim of stalking¹⁷.

It is difficult to ascertain what the difference is between this estimated prevalence and the actual numbers of recorded incidents because it is not currently possible to identify the number of unique individuals reporting violence in Peterborough. In addition, these estimated prevalence levels do not take into account violence against men.

Local information on levels of domestic abuse is available from a number of different sources. Currently, the Police record the highest number and most robust data on domestic abuse, however, given that up to a quarter of domestic abuse is not reported to the Police¹⁸, this data only provides a partial picture.

¹⁴ Cambridgeshire Constabulary Strategic Assessment 2011

¹⁵ Margin of error +/-1,054

¹⁶ Margin of error +/- 851

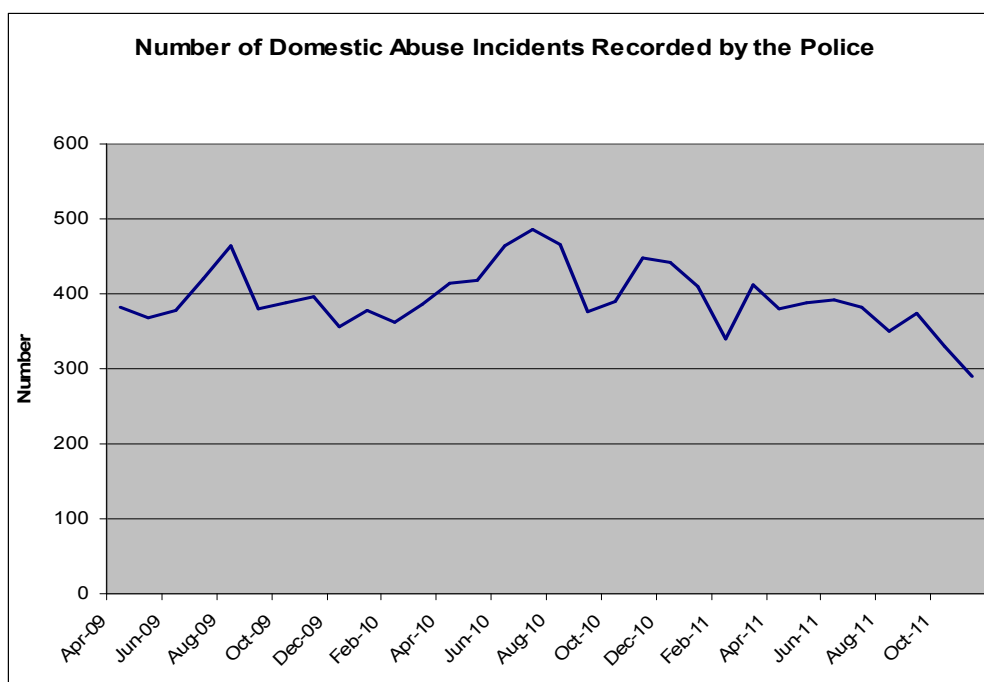
¹⁷ Margin of error +/- 1,163

¹⁸ Domestic Violence National Delivery Plan

Safer Peterborough Partnership Strategic Assessment 2011

There is work to do to develop the data held by other agencies such as the Independent Domestic Abuse Service, Women's Aid, Children's Services and the Sexual Assault Referral Centre, to ensure that this data is interpreted in a meaningful way. Currently there are issues with double counting and recording practices; an audit of all domestic abuse data is planned by the Safer Peterborough Partnership to ensure that the data provides an accurate illustration of domestic abuse in the City.

When recorded by the Police, domestic incidents and offences are given a domestic marker, which varies dependent on the relationship between the victim and the offender. The graph below shows the trend in domestic incidents and offences reported to the Police between April 2009 and November 2011, which have remained broadly static over the last three years:



The increase in incidents reported to the Police in June 2010 may be attributed to the World Cup 2010. On the day that England lost 4-1 to Germany¹⁹, the Police recorded the highest number of incidents reported in a day, over the entire three year period. New Year's Day also consistently records high levels of incidents.

Information on levels of domestic abuse is also recorded by the Independent Domestic Violence Advocacy (IDVA)²⁰ Service and Women's Aid who receive referrals from a number of different sources. Incident levels from the IDVAs and Women's Aid have increased over the last three years, however since there have been major developments to encourage victims of domestic violence to seek help and to develop the quality of the services that they may receive, this is not surprising. Referrals from Children's Social Care and Children's Centres have contributed to the increase in referrals this year.

Victim²¹

The profile of victims of domestic abuse in Peterborough has largely remained unchanged over the last twelve months: victims are generally female, White British and under the age of 50, however there is a peak in the 20-26 age group. White Other victims continue to be over-

¹⁹ 27th June 2010

²⁰ IDVAs work with the most high risk domestic abuse cases

²¹ Analysis based on n=2197 victims of a domestic related crime recorded by Cambridgeshire Constabulary, between December 2009 and November 2011

represented when compared to the population estimates, with victims from Lithuania, Poland, Portugal and Latvia most frequently recorded

Women's Aid and the IDVAs have found increasing numbers of Eastern European women also accessing services, with many finding that they have no recourse to public funds. There remains an issue with domestic abuse seen as acceptable in these communities and therefore the actual prevalence reported is likely to be a significant under-estimate of the true picture.

In the 2010/11 BCS, three-quarters (73%) of all incidents of domestic violence were experienced by repeat victims²². The most robust data held on domestic abuse is in relation to those high risk cases that appear before the Multi-Agency Risk Assessment Conferences (MARAC). The numbers of repeat victims at MARAC has shown a decreasing trend over the strategic period, with an average of 27% of victims experiencing another incident of violence.

The number of children who are involved in cases of domestic abuse is difficult to quantify. Children's Social Care record notifications of domestic violence from police data, but these are only recorded as 'contacts' rather than a referrals', there may or may not have been an assessment undertaken. The data to the end of December 2011 shows that there have been 17 children out of 211 who have been the subject of a child protection plan because of physical abuse²³. Children's Services are due to migrate to a new system, Protocol, in April 2012, there may be an opportunity to better interrogate the detail of cases than is currently offered.

Offender²⁴

The information held on offenders is limited to those offenders who have been charged with an offence. The domestic offences which have resulted in a charge have shown an increasing trend over the last three years, the proportion of offences which resulted in a charge is on average over 30%.

The local offender profile has shown little change over the last year. The average offender is generally male (87% of the offending population) and White British. There is no particular peak age group, with most offenders falling in the 20-40 age group. White Other offenders are generally over-represented compared to population estimates (15% of offender population), with the majority of offenders coming from Lithuania, Poland, Portugal and Latvia. Conversely, Asian Pakistani offenders are under-represented compared to the population profile (4% of offender population). White Other offenders are almost all under 50, however this could be a reflection of the population who have come to live in the City.

Whilst it is nationally recognised that alcohol is a causal factor in domestic violence, combining this with the characteristics displayed by large sections of the New European states' community such as multiple occupancy housing, low wage manual jobs and significant levels of unemployment we can identify an emerging community vulnerable to domestic abuse.

The Specialist Domestic Violence Court now holds two sessions each week as opposed to one, according to Women's Aid, this has increased both the number of offenders being seen and also the number of positive prosecutions. Data from the Crown Prosecution Service is only available from April 2011, however the number of positive prosecutions in the first three quarters of 2011 shows that the successful prosecution rate was over 65%. The data illustrates that, in terms of ethnicity, cases where the victim is from a 'White Other' ethnicity have the highest number of unsuccessful prosecutions at court.

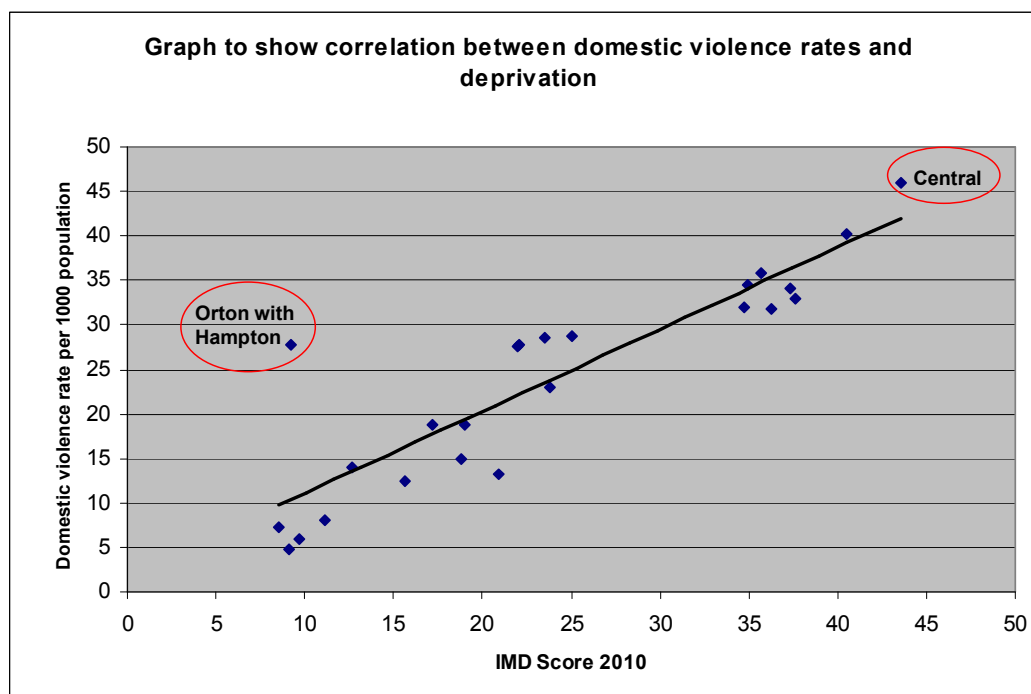
²² Crime in England and Wales, 2010/11, Home Office

²³ Physical abuse is a proxy for domestic violence

²⁴ Analysis based on n=923 offenders who were charged with a domestic related crime by Cambridgeshire Constabulary, between December 2009 and November 2011

Location

The link between deprivation and domestic abuse is clear in Peterborough, as the graph below illustrates. Those areas which score highly on the Index of Multiple Deprivation and those recording high levels of domestic abuse show a clear correlation.



There may be evidence of under-reporting of domestic abuse in those outliers; in Peterborough this may be true of Stanground East, Eye and Thorney and Newborough wards.

Orton with Hampton ward is an interesting outlier; its position on the graph suggests that the numbers of incidents of domestic abuse are much higher than the levels of deprivation. This is more likely to be due to the fact that the IMD score for Hampton is likely to be incorrect now following the significant growth in the area, and the factors used to calculate the IMD have not been re-aligned with the growth of this ward. However, to counter this, Women's Aid and the IDVAs report increased levels of referrals from Hampton.

Costs of Domestic Abuse

In November 2009, as a response to the national strategy to end violence against women and girls, the Home Office issued a toolkit to estimate the prevalence and costs of domestic abuse in local area, based on British Crime Survey findings. This toolkit, known as the 'ready reckoner', provides the most recent view on costs of domestic abuse.

The costs of domestic abuse are difficult to quantify, particularly considering the under-reporting that is inherent in domestic abuse. The ready reckoner tool enables a range of providers such as health, policing and housing, to estimate the need for local services for domestic violence, sexual violence and stalking in their area. It highlights the estimated prevalence and cost to services of domestic and sexual violence.

The figures below show the estimated cost of domestic and sexual violence in an area the size of Peterborough²⁵. The bulk of this cost is met by the victims themselves, principally through the

²⁵ The figures do not include additional costs from stalking, female genital mutilation, 'honour'-based violence, and forced marriage.

Safer Peterborough Partnership Strategic Assessment 2011

emotional and physical costs of the abuse. The total cost to agencies amounts to £32,703,994 and is disaggregated into the costs for individual agencies below.

	Total costs²⁶ (not including human and emotional costs)	Physical and mental health care costs	Criminal justice costs	Social services costs	Other costs (incl. housing, civil legal & employment costs)	Human and emotional costs
Domestic and Sexual Violence	£32,703,994	£7,047,247	£4,438,819	£835,916	£20,382,013	£104,417,207

Based on the cost and prevalence data illustrated here, it is possible to identify how much each incident of domestic abuse and sexual violence costs. The Home Office estimated that there were a total of 5,736 women and girls who were subjected to domestic abuse and sexual violence in an area the size of Peterborough, based on the estimation of costs, this equates to a £4,366 per incident, in agency costs; where costs to the victim are included, this estimate increases to £23,900 per incident.

To put these cost estimates into context, the costs of total crime to Peterborough that are outlined in the section above, are estimated to be just over £48m. Domestic abuse is not included as a category in this estimation because it is not technically a crime type, however it will include the costs of, for example, a violent crime, whether it is domestic in nature or not. This shows that the costs of domestic abuse alone are almost as high as the cost of total crime.

This information goes further to reinforce the importance of prevention work around domestic abuse. The costs of an Independent Domestic Violence Advocate supporting a client at high-risk costs on average £500²⁷, this maybe a prudent investment in terms of preventive intervention. In addition, it is estimated that for every £1 spent on MARACs, at least £6 of public money can be saved annually on direct costs to agencies²⁸.

Recommendations

- Broader piece of work with all the relevant stakeholders to develop a clear strategy encompassing prevention, support for victims and interventions with perpetrators.
- The Euro 2012 football championships and Olympics both take place this year, given the previous trends linking an increase in domestic abuse to major sporting events, preventive measures should be put in place.
- Work needs to be done to provide further clarity on existing resources and future targeting of those resources.
- Further work to support victims going through the court process to ensure that attrition rates are reduced; the new domestic abuse strategy will address this.

²⁶ The costs for local areas are derived from the national estimates of cost published by Järvinen et al (2008), and given by the proportion of the national population resident in your area. The HM Treasury GDP deflator multiplier of 1.136 has been used to bring the costs up to 2008/09 levels. More details on the services included in each category can be found in Walby (2004).

²⁷ This figure is based on the assumption that an IDVA receives 100 high risk referrals annually and that 60-70 remain engaged. An average salary of £25,000 and on-costs of 30% was used.

²⁸ CAADA, 2010

Violent Crime linked to the Night-Time Economy

Violent behaviour in and around pubs and clubs on weekend nights presents a significant public health, criminal justice and urban management problem.

There has been a reduction in violent crime across Peterborough over the last twelve months; year on year crime has reduced by 12.3%, this equates to 1,510 fewer victims of violence in Peterborough over the last year.

Whilst there have been reductions in violent crime in Peterborough's City Centre, the reduction has not been in the same volume as violent crime in other areas of the City. In Central ward, where the majority of licensed premises are located, violent crime has reduced by 7%, compared to an average of 16% for the rest of the City. A more significant reduction in crime may have been anticipated given that, following the recession, there are likely to have been fewer people who can afford to socialise in the night time economy.

This is set against a landscape of the perceptions of the City at a local, regional and national level, which is still not as positive as it needs to be. This is coupled with the issues that remain in the City Centre relating to its appearance and the need for continued regeneration. There has been significant work over the last few years to improve the public realm in the City Centre and to encourage a different clientele to socialise there, however there remain negative connotations about the safety of the night time economy in Peterborough.

It may be anticipated that the City Centre level of violence will increase to pre-recession levels in line with a strengthening economy. For these reasons, together with the need to promote and market the City as primary destination for visitors and investors, it is recommended that violent crime linked to the night time economy is prioritised by the Safer Peterborough Partnership.

The Scale of the Problem²⁹

The number of violent crimes linked to the night time economy is on average around 45 offences per month; however the number of offences reported to the Police is likely to be a significant under-estimate of the true picture. There is no consistent approach to the recording of offences that are linked to the night time economy or licensed premises.

Analysis of Accident and Emergency data³⁰ of those who present with assault type injuries showed that of the 567 patients questioned, 26% of them indicated that they had not reported the incident to the Police. Peak time and location analysis of the A&E questionnaire responses indicate that a large proportion of those attending A&E had received their injuries in or around the night-time economy. Data from A&E only provides part of the story, good quality ambulance data is currently not being shared by the East of England Ambulance Service. This is vital to ensure that we have a complete understanding of violent crime in Peterborough.

Analysis on violence linked to the night time economy has shown very little change. The peak time for violent offending is weekend nights and the peak location is in and around pubs and clubs in the City Centre. There is some indication of a spread in offending where new licensed premises have opened up, both to the north and south of the City Centre. Violence outside venues may be associated with large numbers of intoxicated people congregating in a small area and competing for limited food and transport facilities³¹, this is true of offences occurring in Northminster and on Broadway.

²⁹ Offences linked to the night time economy were extracted by looking at offences occurring in Central ward which took place between 2100 to 0400 hrs and resulted in injury.

³⁰ Analysis of Accident and Emergency Assault Data, August 2011, Safer Peterborough Partnership

³¹ Marsh and Fox- Kibby, 1992

Offender analysis³² has also shown little change compared to previous years. Offenders are generally male, between the ages of 18 to 25 and under the influence of alcohol. The exact number of offenders who have been drinking before their offence is unclear as the recording of these offences is not always accurate. As previously reported, an increasing number of offenders are classed as 'White Other' ethnicity, with offenders generally of Latvian, Lithuanian or Polish nationality. These offenders now make up over 20% of total offenders committing violence in the night time economy.

The victim profile shows similarities to the offender profile, victims are generally from Peterborough, aged 19-24 years of age and there are increasing numbers of victims from European states such as Lithuania, Latvia and Portugal. One point of note is that whilst the majority of victims are male, female victims make up a high proportion, accounting for almost a third of all victims. Given that very few of these offences have a 'domestic violence' marker, this is a concerning trend.

The use of recreational drugs such as cocaine linked to the night time economy, has previously been reported as an issue in Peterborough³³ when tests for the drug were undertaken at toilets in licensed premises. Peterborough was one of the pilot areas for Violence against the Person and Public Order Inspector's Authority initiative which was set up to examine potential links between specified Class A drugs (heroin and cocaine) and violent offending. The study found that the average number of positive tests for the pilot was 29%, the positive test rate for Peterborough was only 17%.

Recommendations

- A review of A&E data sharing protocol with Peterborough City Hospital should be undertaken to include the recommendations made in the Analysis of A&E Data document, August 2011.
- Data from the Ambulance Service needs to be shared with the Partnership to ensure a more complete understanding of violent crime.
- To enable a proper understanding of the amount of violent crime linked to the night time economy, the use of the Police marker by the Constabulary to indicate violence in a licensed premise should be improved.

³² Based on Police data, A&E data was not sufficiently detailed to allow analysis

³³ Safer Peterborough Partnership Strategic Assessment, 2009-10

Improving Safety on Peterborough's Roads

It is recommended that Road Safety continues as a priority for a number of reasons. Firstly because it is a real concern for the people of Peterborough, this is demonstrated by the number of times that tackling speeding issues or illegal or inconsiderate parking is raised as a priority at Neighbourhood Panels. It is also an issue which provokes real public reaction, for example in relation to the public consultation around school crossing patrollers.

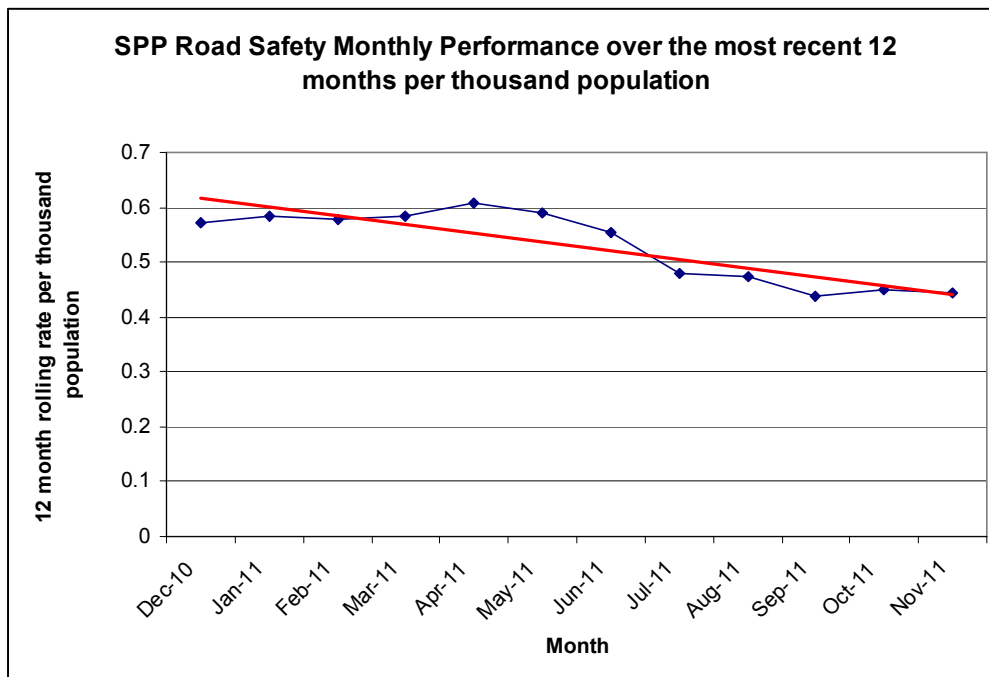
In addition, the cost of accidents to the public purse and to individuals is high in comparison to the other issues which fall under the remit of the Safer Peterborough Partnership. It is for these reasons that it is recommended that improving safety on Peterborough's roads is prioritised for the coming twelve months.

The Scale of the Problem

Note: the time period used here differs from the rest of this document, road safety data goes through a verification process, as such there is a time lag on data availability. For the purposes of this section, the review period is September 2010 to August 2011.

Road Safety Performance is measured by reductions in Killed or Seriously Injured (KSI) accidents. A national guideline for this reduction is a target of 33% over a ten year period. The Safer Peterborough Partnership, although primarily focussing on a reduction in victim based crime, has a reduction target of 10% over a three year period; KSI accidents are incorporated into the Safer Peterborough Partnerships monthly monitoring. This is the figure that is used for monthly performance monitoring; the KSI target is currently showing a 25% reduction from the baseline (2010/11 financial year).

The chart below shows the most recently available data and the reduction using this methodology. This shows that there has been a reduction over this period with 23 fewer people being killed or seriously injured.



Casualty Analysis

Casualties can be broken down into three categories, Fatal, Serious and Slight. The table below shows the breakdown of these over a five year period.

	2006-7	2007-8	2008-9	2009-10	2010-11
Slight	954	867	920	906	876
Serious	92	82	94	92	74
Fatal	15	14	8	6	6
Total	1061	963	1022	1004	956

The total number of casualties in Peterborough in 2010/11, as highlighted in the table above, was 956, which is a 4.8% total reduction. Serious and fatal casualties have also seen a reduction, the total number has reduced by over 25% from 2006/07 when compared to 2010/11.

KSI by User Type³⁴

The table below shows the casualty breakdown for the time period September 2010 – August 2011.

Fatal	Driver	3
	Motorcyclist	3
Serious	Driver	22
	Pedestrian	18
	Motorcyclist	15
	Cyclist	11
	Passenger	8

Casualty numbers on the whole has seen a reduction, though there has been an increase in casualties for the 25-34 age categories. There has been no change in the KSI numbers involving children over the last two years.

Overall there has not been any significant change in the number of child casualties over the reporting period, for either slight or serious casualties.

Where are the accident cluster spots?

Accident hotspots are also known as ‘accident cluster sites’³⁵, the table below shows the top 20 cluster sites in Peterborough in 2011. The cost of each cluster site is also included, this shows that some cluster sites, despite recording fewer accidents, cost more because of the severity of the injuries recorded there:

Location	Fatal	Serious	Slight	Score 2010	Score 2011	Cost (£) ³⁶
Paston Parkway junction Eye Road, Eye	0	2	10	37	27	£1,105,760
Boongate/Frank Perkins Parkway - Roundabout 5	0	0	10	35	35	£804,920
Crescent Bridge Roundabout 36	0	0	8	25	26	£612,420
Lincoln Road Nr Stone Lane	0	2	13	23	22	£1,125,010
Bretton Way/Soke Parkway - Roundabout 17	0	0	9	22	18	£423,500
Lincoln Road nr Limetree Avenue	0	0	8	20	22	£766,420
Lincoln Road junction 47 - Roundabout	0	0	3	20	23	£647,340

³⁴ The following information was collated from STATS 19 data; Police recorded ‘injury only’ accident data for all casualty incidents. Date ranges are from September 2010 – August 2011.

³⁵ A cluster site is defined as a junction or 100 metre length of road (in a 3-year period) with: 6 or more injury accidents; 3 or more fatal or serious accidents; or 5 or more injury accidents providing that one of them is fatal or serious.

³⁶ 2005 Valuation of the Benefits of Prevention of Road Accidents and Casualties, cost is over a three year period, 2008 - 2010

Safer Peterborough Partnership Strategic Assessment 2011

18						
David's Lane with Staniland Way	0	0	5	18	15	£477,670
Bourges Boulevard / Taverners Road - Roundabout 41	0	0	7	18	18	£346,500
St Johns Street Nr City Road	0	1	2	16	17	£759,260
Nene Parkway / Fletton Parkway - Roundabout 3	0	0	5	16	19	£439,170
St Pauls Road, Welland Road jn	0	0	3	16	15	£570,340
Lincoln Road Triangle	0	0	3	15	17	£419,920
Eastfield Road jn Boongate - Roundabout 39	0	0	4	15	17	£288,750
London Road (Fletton Avenue to Oundle Road)	0	0	4	14	17	£855,510
Bourges Boulevard/ Bright Street - Roundabout 40	0	1	3	14	11	£400,670
Lincoln Road junction Werrington Parkway	0	0	3	14	16	£531,840
Eagle Way junction	0	0	4	14	12	£269,500
Bishops Road near Vineyard Road	0	0	7	13	14	£477,670
Broadway junction Crawthorne Road	0	0	3	13	13	£381,420

Lincoln Road appears repeatedly in this table with accidents there amounting to a cost of almost £3.5m in one year. Safety works have been completed at a number of the above sites, including Lincoln Road so it is anticipated that in future years these will drop out of the cluster site list.

Monthly analysis over the most recent three year period for all casualties highlights, as expected, a noticeable increase which generally starts in October and resumes to more consistent levels at the beginning of the year. This aligns with daylight saving and more sustained periods of less light.

Analysis was conducted on 'who' or 'what' was at fault for all casualties (fatal, serious and slight) for the 2010-2011 year. Some of the key findings were that in 60% of cases male drivers were deemed 'at fault' and almost a quarter of those drivers 'at fault' were aged between 17-24 years of age.

Driving and Alcohol

The following table shows the breakdown over the last three year period of breath test results in Peterborough, the highest number of positive tests was recorded in 2010-11; however this may be due to increased Police enforcement activity rather than an increase in drivers who took to the wheel and were over the legal limit.

Breath Test Result	2008-09	2009-10	2010-11
Positive	24	14	31
Negative	540	439	416
Other	336	369	265

Which communities are most susceptible to road casualties?

Analysis was conducted around the Mosaic profile of those people who have been road traffic collision casualties in Peterborough. Mosaic is a classification system which provides a comprehensive analysis of citizens at postcode and household level to provide insight into the socio-demographics, lifestyles, culture and behaviour of communities.

This analysis highlighted those Peterborough residents in the following Mosaic groups are involved in the highest number of collisions.

- I - (Lower income workers in urban terraces in often diverse areas)
- H - (Couples and young singles in small modern starter homes)

- O – (Families in low-rise social housing with high levels of benefit need)

The number of casualties falling into Group K (Residents with sufficient incomes in right to buy social housing) is also higher than expected as demonstrated in the chart below.

Within these groups, the following 'types' were flagged as being significantly over represented.

- I42 - South Asian communities experiencing social deprivation
- I43 - Older town centre terraces with transient single populations
- I44 – Low income families occupying poor quality older terraces
- H37 – Young owners and rented developments of mixed tenure

Despite general improvements in safety and reductions in the numbers of those killed or seriously injured on Peterborough's roads, casualties remain more likely in deprived areas.

Recommendations

- Ongoing review of casualty data to ensure resources are being directed where they will have maximum impact in reducing road traffic casualties
- Use the strategic assessment findings when developing 2012/13 Road Safety Action Plan
- Work in partnership with various agencies to maximise impact in reducing road traffic casualties who have a joint interest in reducing casualties on Peterborough roads.
- Use road safety analysis and evaluation tools when directing and developing road safety activities. For example, further use of MAST to identify those communities where prevention work can take place.

Anti-Social Behaviour and Quality of Life

Anti-social behaviour (ASB) describes a range of everyday nuisance, disorder and crime issues, from graffiti and noisy neighbours to harassment and street drug dealing. It is sometimes dismissed as trivial, but ASB has a huge impact on victims' quality of life, and it is the people of Peterborough's number one concern when it comes to local crime issues³⁷.

Analysis of the Neighbourhood Panel Priorities over the last year, which provide an opportunity for residents to come together with the Police, Council and other organisations to discuss community safety issues, reveals that over half of the priorities were related to ASB.

In addition, the public were further consulted in two questionnaires³⁸, a wide range of people, representative of the community in Peterborough were asked about their experiences of crime and ASB³⁹. ASB was a key theme identified in both consultations with over a third of people saying that ASB was a fairly or very bad problem in the area where they live.

There are a number of changes which may also negatively impact on the Partnership's capacity to deal with ASB incidents. Changes to local policing and the loss of some community safety posts means that new ways to deliver support for victims and preventative work will need to be considered.

It is for these reasons, combined with the quantity of issues reported, that ASB must be considered a priority for the Safer Peterborough Partnership.

³⁷ Analysis of Face the People June 2011 and Your Peterborough April 2011 questionnaire results, September 2011

³⁸ Ibid

³⁹ N=651

The Scale of the Problem

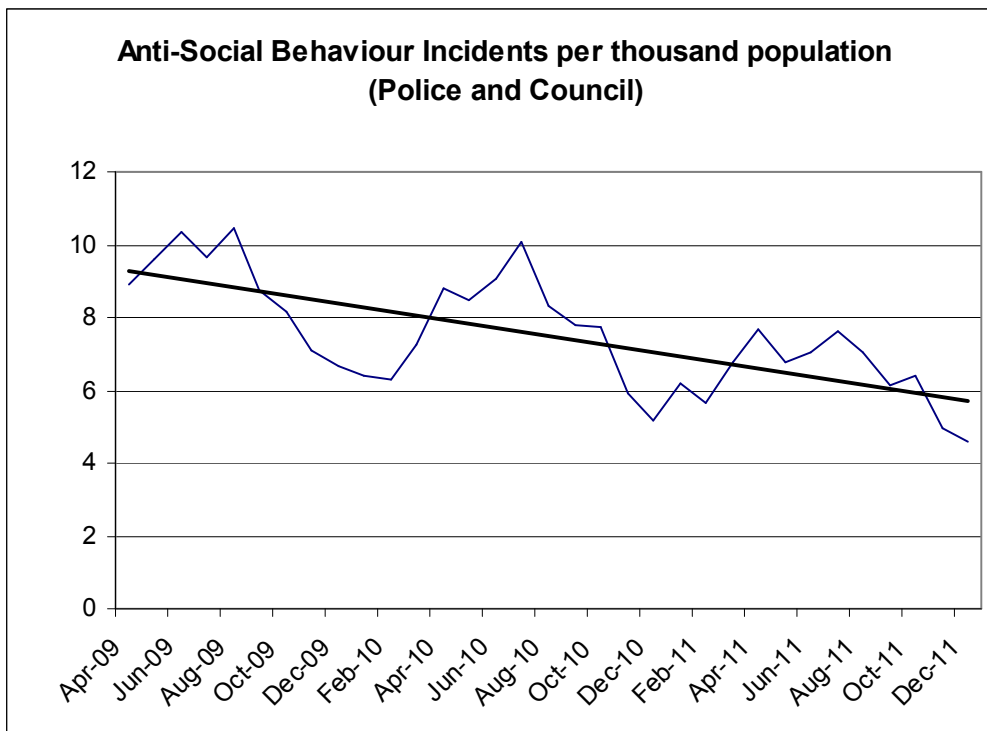
The definition of ASB is different to different people, however the Safer Peterborough Partnership have been working to understand what ASB means to the people of Peterborough. This work has resulted in recognition that ASB is too narrow a term to properly convey the plethora of issues that our citizens are most concerned about. As such, it has been agreed by the Partnership to move towards the term ‘Quality of Life’ incidents rather than ASB, as it is felt this better covers the issues.

Quality of Life is a term which can be used in a wide range of contexts to evaluate the general wellbeing of individuals, communities and societies. It will include ASB, graffiti, fly-tipping, fly-posting, needle finds, damage to play equipment in parks and others. Work is currently being done by the Safer Peterborough Partnership in conjunction with the Neighbourhood Window, to improve the quality and quantity of data that is held on quality of life incidents. This will result in the most comprehensive directory of data from a range of agencies that we have ever held in Peterborough and will go much further than ever before to capture exactly where the issues are and investigate these appropriately.

One of the key elements that have an effect on quality of life in Peterborough is ASB which will form the predominant basis of analysis, whilst more in depth data is being collected on the broader category of quality of life incidents.

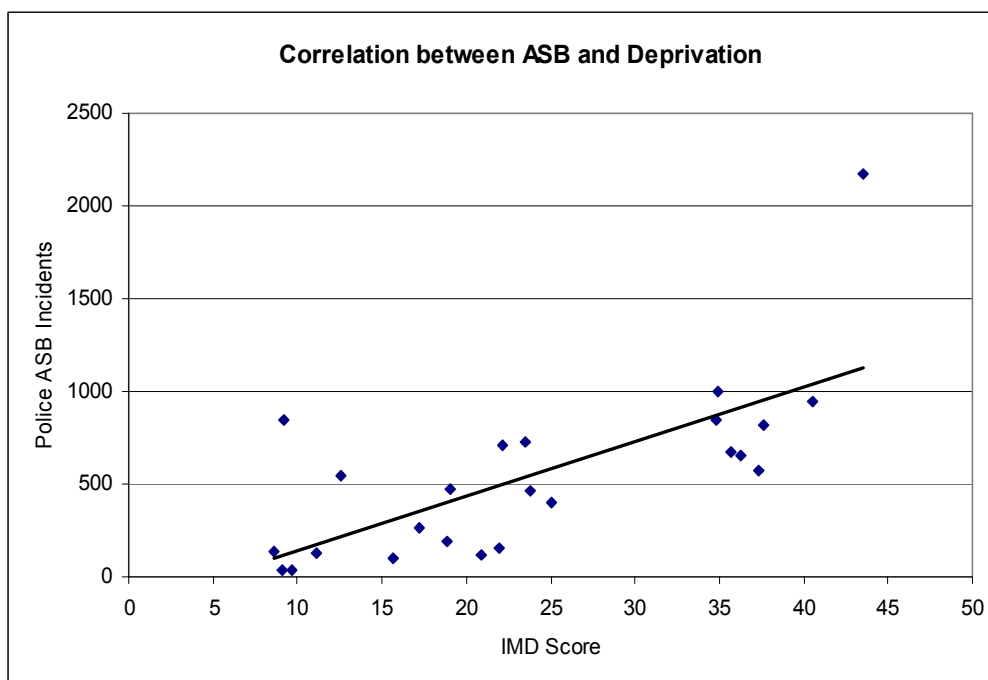
Data on ASB data is kept by a number of different organisations including the Police, the Council, Registered Social Landlords as well as others. There are significant differences in the quality of data held by these organisations, the Police data is by far the most robust and is currently the only data that allows for in-depth analysis.

The overall trend in ASB incidents recorded by the Police shows a general reduction of 17% over the last 12 months, as the graph below illustrates:



Location

There is a clear link between deprivation and ASB in Peterborough with wards which appear highly on the Index of Multiple Deprivation 2010 also recording high levels of ASB. There are also correlations in the hotspots for ASB, criminal damage and incidents which the Police have marked as 'alcohol related'. The graph below shows the correlation between wards and their score on the Index of Multiple Deprivation, in almost all cases, the higher the IMD score, the higher the prevalence of ASB.



There are areas of the City that have recorded significant reductions in ASB incidents over the last 12 months; this may be due to targeted interventions in those areas resulting in a reduction in complaints. In contrast, there are other areas which have shown more concerning increases this could be due to a number of factors including increased population, low initial numbers for the previous year as well as heightened vigilance and improved reporting from local residents.

Over the reporting period, almost all wards have shown a decrease in reports of ASB over the reporting period. Stanground Central, Park and Werrington North have seen the most significant reductions in ASB; Walton has seen the most significant increase. The increase in reports in Walton requires further work to identify the reasons behind the increase, however it is hypothesised that increases in housing stock in the area may be a reason behind the increase. In addition there have been issues relating to some pupils who attend the Voyager School and community tensions which may also be to blame.

'Nuisance behaviour', which includes rowdy behaviour, street drinking or misuse of vehicles, is by far the most complained about type of ASB in Peterborough. These types of issues are most prevalent in the area around Millfield and New England, the City Centre and Eastgate and Eastfield. Personal ASB which concerns incidents such as harassment most frequently occur away from the City Centre in residential areas. Environmental ASB, such as graffiti and fly-tipping most frequently occurs in Hampton, Millfield and New England.

Perpetrators of ASB

There are a number of powers which can be used to tackle the perpetrators of ASB. In Peterborough these range from Guardian Awareness Programme (GAP) letters to target low level ASB offending to Acceptable Behaviour Contracts (ABCs) and Anti-Social Behaviour

Orders (ASBOs) and CrASBOs⁴⁰ to tackle more serious ASB offending. Over the last 12 months, there have been over 80 interventions to tackle the more serious ASB perpetrators; these interventions have included 30 ABCs, 19 warning letters and 4 ASBOs.

There needs to be further work to ensure that the process around tackling ASB perpetrators is robust. This should include setting review dates when perpetrators have come to the end of their intervention, ensuring accurate records are kept around what interventions are put in place and to improve the data sharing between partners.

Recommendations

This analysis has shown that there are clear correlations between ASB, criminal damage, alcohol related issues and deprivation; in addition by looking more holistically at quality of life incidents, as opposed to looking at these issues in isolation, provides the opportunity to make real savings in terms of the time taken by different teams to address problems which may have been identified to more than one agency.

- The data on ASB needs to be improved and development of this should be a priority.
- Consideration should be given to setting up a Quality of Life working group which works to improve the quality of data held by agencies and would also provide opportunities for joint working in an area, the emphasis being on tackling issues together rather than independently.
- A key factor in the success of this group will be properly utilising the Neighbourhood Window to identify where these economies of scale may lie.
- Improve the process for managing ASB perpetrators.
- Analysis should be completed to identify the reasons behind the increase in ASB in Walton.

Targeting those offenders who cause most crime

Integrated Offender Management

Targeting those offenders who cause most crime was not prioritised through the risk assessment model, but rather was identified as cross-cutting theme which is critical to a number of the other priority areas. In addition, one of the statutory duties of Community Safety Partnerships under Section 17 of the Crime and Disorder Act 1998 is to reduce re-offending. The vehicle by which our most prolific offenders are prioritised in Peterborough is through Integrated Offender Management (IOM), which currently addresses a group of approximately 85 offenders.

The IOM approach aims to co-ordinate all relevant agencies to deliver interventions for offenders identified as warranting intensive engagement, whatever their statutory status. At the core of IOM is the delivery of a managed set of interventions, sequenced and tailored to respond to the risks and needs of the individual. These interventions have the key aim of disrupting the offender's criminal activity and thereby reducing their re-offending.

Analysis of the cohort - waiting for Tracy's PNC analysis to be completed on Monday

Alcohol and drug misuse, and deficits in education, training and employment, thinking skills, accommodation and a negative lifestyle play a key role in influencing re-offending in Peterborough.

As part of the developments to the National Statistics series on re-offending, the Home Office and Ministry of Justice have been working together to develop a more aligned and consistent basis for measuring re-offending. Under the previous arrangements, there were numerous

⁴⁰ Criminally sought Anti-Social Behaviour Orders

different ways to measure re-offending amongst different cohorts of offenders at the national and local level. This created difficulties in presenting a coherent picture of re-offending at the local or national level. A new national measure of adult re-offending has been designed and is currently under development; this measure will include a broader cohort of offenders than any of the previous measures and will provide an overview of re-offending of all those individuals that are causing harm in a local area.

Short Sentence Prisoners

In 2009, it was identified that there were a group of short-sentence prisoners who were receiving little or no statutory support from services on release from prison. Their reoffending rates were particularly high, with over 60% reoffending within one year of release. The One Service launched their project in Peterborough in September 2010; the programme is available to all short-sentence male prisoners leaving HMP Peterborough; but it is not compulsory. Results are measured on all prisoners released, not just those who engage with the programme.

The One Service continues to attract a good level of early engagement from prisoners; 620 prisoners have been released onto the cohort between September 2010 and December 2011 and 76% of clients entering HMP Peterborough during that time had a successful initial assessment.

The demographic profile of One Service shows that around half of clients are British, in terms of the non-British part of the cohort, Lithuanian and Polish clients commit more driving, drunkenness or theft offences than other offence type. In terms of the need of these clients, the headline data suggests that over 70% of clients report areas of concern around addiction, accommodation, family support need and/or finance, benefit or debt need.

The One Service continue to analyse the data relating to their clients in order that any gaps in service provision can be met, a result of this has been the expansion of mental health intervention and plans to deliver an ESOL course.

Recommendations

- The IOM Scheme should continue to be developed ensuring that all those partners who have a role to play in reducing reoffending can and do contribute through both resources and an understanding of their impact on offending behaviour.
- Continued work locally with the One Service to understand how this impacts specifically on Peterborough and to take lessons learned from this for a wider local offender population
- Implement the performance monitoring tool which has been developed, so that there is clarity on which interventions make a difference and where any gaps in offenders' needs may lie.

Targeting the family networks that cause most harm

Targeting the family networks which cause most harm was not a priority which was identified through the risk matrix, but rather this is an issue which presents itself across a whole range of different issues. These families are placing a huge strain in terms of the demands they place on a number of services and the financial implications of this are significant.

There have been a number of different projects in Peterborough over the last few years which have been set up to work with the City's most high demand, high need families; these interventions including the Family Intervention Project and initiatives such as Multi-Systemic Therapy, amongst others have all had differing levels of success, however there were few projects which had the opportunity or the resource to provide one point of contact to work with the whole family for a sustained amount of time.

In 2011, the Family Recovery Project (FRP) was launched, the project was based on the successful Westminster project of the same name. FRP was launched in Peterborough in September 2011 with the mandate to identify those families at highest risk of losing their liberty, losing their home or losing their children. The pilot for the project began at Nene Park Academy and is now slowly extending across the City. At the time of writing, the project is engaged with 17 families, all have complex needs and issues.

One of the key strengths of the project is, with the families' consent, information on the families has been collected from over 35 different organisations. This information informs the family profile and is the first time that such a breadth of information has been collated in one location which means that a complete assessment of the families' circumstances can be undertaken.

Analysis of the needs of the families currently involved with the project reveals that there have previously been a number of agencies and professionals that have had contact with the families at different times. There are also a number of key reoccurring themes across the majority of the families, these include: parent(s) out of work, low educational attainment, smoking, low level mental health issues, rent arrears, inadequate housing and links to criminality.

The Family Savings Calculator is a tool developed by the Department for Education to help local authorities who are managing intensive support services for families with multiple problems, to quantify the cost benefits saved by services and agencies from a family at risk undergoing and completing an intensive intervention. The results suggest annual savings of tens of thousands of pounds for authorities and society at large, based on a national pilot, the average total cost avoidance or estimated annual saving resulting from a family successfully completing an intensive intervention ranged between £62,000 and £75,000, depending on the cost of the intervention. Of this amount, around £20,000 saving was attributed to the local authority itself. Preliminary financial analysis of one families engaged in the project in Peterborough shows indicative cost savings of £44,300. Given how these costs can accumulate, the potential for long-term savings for both authorities and wider society are considerable.

The Government's 'Troubled Families' agenda is key to this project. The desired outcomes of this project will be to:

- get children back into school
- reduce their criminal and anti-social behaviour
- parents on the road back to work; and
- reduce the costs to the taxpayer and local authorities.

Initial scoping work by the Department of Communities and Local Government identified that, based on a number of synthetic estimates, there are 450 'troubled families' living in Peterborough. Work is currently being undertaken to identify who these families are in Peterborough, work will then be done, in conjunction with the FRP, to provide support to these families.

Recommendations

- This is an extremely important area of business and many of the families will have had an impact on one or more of agencies which form part of the Safer Peterborough Partnership, as such it is recommended that this priority is adopted by the Partnership. To be successful it is critical that partners invest time and resources in this project, the potential to change the lives of these family members is significant, as is the potential return on any investment made.
- It is within scope of the Family Recovery Project to continue to investigate and develop robust financial modelling that informs the best use of funds with the City both within and outside the project.

Appendix

Safer Peterborough Partnership Risk Matrix

Theme	Total Harm score	Total Partnership Gaps score ⁴¹	Total Risk
Serious Acquisitive Crime			
Dwelling burglary	16	2	32
Distraction burglary	10	2	20
Commercial burglary	18	1	18
Personal robbery	10	2	20
Commercial robbery	9	1	9
Vehicle crime	12	1	12
Violent Crime			
Most serious violence	11	3	33
Assaults less serious	16	3	48
Sexual Crime			
Other sexual offences	8	2	16
Criminal Damage			
Criminal damage (excl. arson)	14	1	14
Arson	10	2	20
Theft			
Metal theft	22	1	22
Fuel theft	8	1	8
Shoplifting	8	1	8
Theft of pedal cycles	12	0	0
Anti-social Behaviour			
ASB (excl. hate incidents)	21	3	63
Vulnerable People			
Domestic Abuse	39	4	156
Racially aggravated offences, inc hate incidents	11	2	22
Drugs misuse	28	2	56
Rogue trading	12	2	24
Weapons			
Bladed weapons	7	0	0
KSI accidents			
KSI accidents	10	3	30

⁴¹ Partnership gaps acts a multiplier, harm score x partnership gaps score = total risk score