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| <b>ADULTS AND COMMUNITIES SCRUTINY<br/>COMMITTEE</b> | AGENDA ITEM No. 8 |
| <b>21 JUNE 2017</b>                                  | PUBLIC REPORT     |

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| Report of:                     | Adrian Chapman, Service Director for Adults and Communities   |                             |
| Cabinet Member(s) responsible: | Cllr Irene Walsh, Cabinet Member for Communities  |                             |
| Contact Officer(s):            | Ch Insp Rob Hill, Prevention and Enforcement Service Manager<br><br>Hayley Thornhill, Senior Policy Manager | Tel. 07801 741796<br>864112 |

## **SAFER PETERBOROUGH PARTNERSHIP PLAN 2017 - 2020**

### **R E C O M M E N D A T I O N S**

**FROM:** Safer Peterborough Partnership      **Deadline date:** None

It is recommended that the Adults and Communities Scrutiny Committee scrutinise the amended version of the Plan and agree or amend the suggested priorities and the approach taken, and to recommend the Plan to Cabinet for approval.

### **1. ORIGIN OF REPORT**

1.1 The production of a Community Safety Plan is a statutory requirement for upper tier councils, and as such Peterborough City Council is required to produce a plan for approval by Full Council.

### **2. PURPOSE AND REASON FOR REPORT**

2.1 To allow the Committee, in their role as the Crime and Disorder Scrutiny Committee, to scrutinise the amended draft Safer Peterborough Partnership Plan 2017 - 2020 which sets out the priorities for the Safer Peterborough Partnership (SPP) for the next three years. The plan was brought before the Committee in March 2017, where the Committee requested a number of amendments. These amendments have since been made and the Committee are asked to scrutinise the updated plan.

2.2 This report is for the Adults and Communities Scrutiny Committee to consider under its Terms of Reference No.2.1: Functions determined by Council, 1. Adult Social Care.

2.3 This report links into the following corporate priorities:

- Keeping our communities safe, cohesive and healthy, *and*
- Safeguarding children and vulnerable adults.

### **3. TIMESCALES**

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| Is this a Major Policy Item/Statutory Plan? | YES | If yes, date for Cabinet meeting | 10 July |
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## **4. BACKGROUND AND KEY ISSUES**

- 4.1 Peterborough's statutory community safety partnership, the Safer Peterborough Partnership, brings together the responsible authorities as set down in the Crime and Disorder Act 1998, as amended by the Police and Justice Act 2006 for the purposes of tackling local community safety priorities.
- 4.2 There is a statutory duty to develop and implement a community safety plan which describes how responsible authorities and other partners will work together to tackle crime, disorder, substance misuse and re-offending in the city.
- 4.3 Peterborough's draft plan defines the priorities for the Safer Peterborough Partnership over the next three years. The plan also identifies how the Partnership will respond to the impact of national policy changes and new and emerging risks.
- 4.4 The Safer Peterborough Partnership Plan 2017 - 2020 will be implemented once approved by Full Council and will be active for three years. The Plan and its priorities are reviewed annually to take account of changes in crime and disorder, the changing nature of local priorities, available resources and changes within communities.
- 4.5 This is the second iteration of the Plan, the first was reviewed by the Committee in March 2017 and has been updated to include the feedback from the Committee. There are a number of changes to the document which show how the strategic priorities were chosen and how the lower level crime and disorder issues will be managed by the Prevention and Enforcement Service.
- 4.6 Other changes include:
- The operational Prevention and Enforcement Service targets which show how the Prevention and Enforcement Service have prioritised lower level crime and disorder, which the Committee felt was missing from the Plan. This is included in Appendix B.
  - The Questionnaire which was used for the public consultation. This is included in Appendix C.
  - Inclusion of the Safer Peterborough Partnership Needs Assessment which shows the evidence base for how the recommended priorities were arrived at. This is included in Appendix D.

## **5. CONSULTATION**

- 5.1 Consultation with the public on the priorities in the plan is a statutory requirement. The Safer Peterborough Partnership Public Consultation Survey has been developed to ask people who live, work or have some other connection with the city to tell us what they think the priorities for Safer Peterborough should be and their perceptions of crime and disorder more generally. This consultation closed on the 31st January 2017 and the findings of the survey have been analysed, the findings of which are set out in the plan.

## **6. ANTICIPATED OUTCOMES OR IMPACT**

- 6.1 Following consideration of the Community Safety Plan by the Adults and Communities Scrutiny Committee, the Plan will need to be approved by Cabinet and Full Council before it is implemented by the Safer Peterborough Partnership.

## **7. REASON FOR THE RECOMMENDATION**

- 7.1 The Community Safety Plan ensures that the Partnership continues to meet its statutory obligations under the Crime and Disorder Act 1998.

## **8. ALTERNATIVE OPTIONS CONSIDERED**

- 8.1 No alternative options were considered as the completion of a community safety plan is required by every Community Safety Partnership by statute.

## **9. IMPLICATIONS**

### **9.1 Financial Implications**

None.

### **9.2 Legal Implications**

The Safer Peterborough Partnership has a statutory duty to develop and implement a Partnership Plan, which describes how responsible authorities and other partners will work together to tackle crime, disorder, substance misuse and re-offending in the City. The Community Safety Plan ensures that the Partnership continues to meet its statutory obligations under the Crime and Disorder Act 1998, as amended by the Police and Justice Act 2006

### **9.3 Equalities Implications**

None

### **9.4 Rural Implications**

None

## **10. BACKGROUND DOCUMENTS**

Used to prepare this report, in accordance with the Local Government (Access to Information) Act 1985

### **10.1**

None

## **11. APPENDICES**

### **11.1**

Appendix A - Draft Safer Peterborough Partnership Plan 2017 – 2020

Appendix B - Operational PES Priorities

Appendix C - Public Consultation Survey

Appendix D - Safer Peterborough Partnership Needs Assessment

## **Safer Peterborough Partnership Plan 2017 - 2020**

### **Introduction**

***Chair of the Safer Peterborough Partnership, Claire Higgins***

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I am delighted to introduce the Safer Peterborough Partnership Community Safety Plan 2017 - 2020. Our plan sets out how the Safer Peterborough Partnership will tackle crime and disorder over the course of the next three years.

Peterborough published its first Crime and Disorder Reduction Strategy over 15 years ago. During that time we have achieved significant reductions in crime, anti-social behaviour and improvements in those problems that negatively impact on the quality of life of people living and working in the city.

Over the last three years, we have focussed on reducing the numbers of people who become victims of crime, safeguarding those who do become victims and bringing more offenders to justice. We are incredibly proud of what we have achieved as a partnership, however we know that there is more to do. For example, we know that, in some areas of the city, there is a negative perception of how crime and disorder is dealt with. We also know that some people are worried about visiting some areas of the city both in the daytime and late at night.

The foundations on which this plan are built are to ensure that Peterborough's communities and neighbourhoods are safe places to live, visit and work. The challenge facing the city is how to deliver this ambitious vision during a period of ever reducing public sector resources, against a backdrop of a growing and increasingly complex population.

Our plan outlines how we will work together to continue to reduce crime, tackle quality of life issues and address issues which have the most significant risk of harm to the city. We will work together, using real life examples and realistic interventions, to build on the successes of previous years. We will continue to forge constructive partnerships; no one agency can influence change alone and, as a partnership, we will support and challenge what each other does to ensure we protect the vulnerable and our wider communities, to make Peterborough a safer place for everyone.

I hope you enjoy reading it.

## About this Plan

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The Safer Peterborough Partnership has a statutory duty to develop and implement a Partnership Plan, which describes how responsible authorities and other partners will work together to tackle crime, disorder, substance misuse and re-offending in the city.

This Plan defines the priorities for the Safer Peterborough Partnership over the next three years. The Plan also identifies how the Partnership will respond to the impact of national policy changes and new and emerging risks.

The Safer Peterborough Partnership Plan 2017 - 2020 will be implemented on <date> and will be active for three years. The Plan and its priorities are reviewed annually to take account of changes in crime and disorder, the changing nature of local priorities, available resources and changes within communities.

## Our Partnership

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The Safer Peterborough Partnership is a multi-agency strategic group set up following the Crime and Disorder Act 1998. The partnership approach is built on the premise that no single agency can deal with, or be responsible for dealing with, complex community safety issues and that these issues can be addressed more effectively and efficiently through working in partnership.

The Safer Peterborough Partnership is made up of a number of responsible authorities who work together to deliver the partnership priorities. These organisations include:

- Peterborough City Council
- Cambridgeshire Constabulary
- Cambridgeshire Fire and Rescue Service
- Cambridgeshire and Peterborough Clinical Commissioning Group
- National Probation Service
- Bedfordshire, Northamptonshire, Cambridgeshire and Hertfordshire Community Rehabilitation Company

The Partnership is also supported by key local agencies from both the public and voluntary sectors. Registered Social Landlords have a key role to play in addressing crime and disorder and they are represented by Cross Keys Homes.

The Safer Peterborough Partnership co-ordinates the work of all the partners across the city by:

- Undertaking an annual strategic assessment to identify community safety priorities across Peterborough and set priorities;
- Developing a three year Partnership Plan, refreshed annually, to co-ordinate activity to address community safety priorities across Peterborough;
- Monitoring delivery against our objectives and performance through targeting resources to deliver efficient and effective outcomes for everyone who lives, visits and works in the city

One key area of focus for the Partnership over the coming 12 months, will be to improve integrated working across partnerships by continuing to strengthen our relationships with other local partnerships, such as the Health and Wellbeing Board, the Safeguarding Boards and the new county partnership board focussing on domestic abuse, sexual health and substance misuse. We will engage with these partnerships to explore options for co-delivery of key areas of work which impact on community safety.

We will also seek to improve working across geographical boundaries by forging relationships with community safety partnerships and other organisations working in Cambridgeshire and beyond.

## **Our Approach**

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### The Safer Peterborough Partnership Strategic Assessment

Every year, Safer Peterborough completes an assessment of community safety in Peterborough, called the Strategic Assessment. The strategic assessment is designed to enable the Partnership to be more responsive to communities by developing a better understanding of local crime and disorder issues. The findings from this assessment, together with findings from the public consultation, are used to identify Peterborough's community safety priorities.

The Strategic Assessment has been developed using data, analysis and professional expertise across a broad range of community safety themes. The Cambridgeshire Constabulary Strategic Assessment, which uses a risk based approach to identify priorities, was also used to inform this document.

Each theme was researched and analysed using data taken from police and partner systems, online resources such as the Census and information from theme leads and practitioners from across the partnership. This has allowed for an assessment of all issues and puts more emphasis on the risk of harm, rather than volume of incidence, in understanding the level of threat and risk of particular issues.

This Strategic Assessment includes an analysis of the partnership's current priorities, together with analysis on new and emerging trends which the partnership may wish to consider prioritising.

### The Prioritisation Process

In times of reducing resources and increasing challenges, we are making a commitment to prioritise a small number of strategic themes which our assessment process has identified as having the highest risk of harm to communities in Peterborough. This plan therefore does not seek to address every community safety issue that can occur in the city.

There are a number of other crime and disorder types which we assess as having a lower level of risk which do not generally require a focused partnership approach to address. We will continue to work proactively in these areas to ensure that we meet our statutory responsibilities, monitor performance and where required provide a partnership response to tackle entrenched or escalating issues.

The Prevention and Enforcement Service will take a lead on these lower level crime and disorder issues which includes, but is not limited to, anti-social behaviour, enviro-crime, arson, rogue landlords and unauthorised traveller encampments. The Prevention and Enforcement Service's operational plan outlines how these issues will be tackled and prioritised over the coming 12 months.

We will use our existing robust performance management framework to monitor crime and disorder trends, ensuring that we are able to respond to areas of emerging risk where appropriate.

Other priority areas that influence the Plan, but are not led by the Safer Peterborough Partnership, include the Cambridgeshire and Peterborough Road Safety Partnership Plan, Safeguarding Children and Adults Board and the Cambridgeshire Domestic Abuse, Substance Misuse and Sexual Violence Board. We will strengthen our relationships with these partnerships to improve integrated working.

This plan will outline:

- Our successes in reducing crime and anti-social behaviour over the past three years.

- Our priorities for the next three years – based on what you told us and our detailed assessment of crime and antisocial behaviour in Peterborough.
- Where we will focus our efforts as a partnership over the next three years.

Local delivery of our priorities is key to the success of this strategy. We know that the neighbourhoods making up the city face different challenges and have different strengths. That is why the community safety priorities will be integrated into existing local delivery plans. By doing this we will ‘join up’ our resources and efforts at a local level, ensuring that we are focused on the most important issues in that area.

## Consultation and Engagement

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Central to planning community safety activity in Peterborough is how we engage and listen to the concerns of our communities. The Safer Peterborough Partnership Public Consultation Survey has been developed to ask people who live, work or have some other connection with the City, to tell us what they think the priorities for Safer Peterborough should be and their perceptions of crime and disorder more generally.

This year 149 people responded to our survey which was open between 1st December 2016 and 31st January 2017. The demographic profile of the respondents was as follows:

- 55.7% were female, 41.6% male, and 2.7% did not say.
- 87.2% of respondents were British or English, and 8.1% did not disclose their nationality. 4.7% of respondents were non-British nationals.
- The most represented ethnicity was White (85.9%), followed by Black/African/Caribbean/Black British (3.4%), Mixed/multiple ethnic groups (3.4%), and Asian or Asian British (2%). 5.4% left this question blank.
- The survey was answered mostly by people from older age categories, with 71.1% of respondents over 45: 25.5% of respondents were aged 65 and over, 23.5% were 55-54 and 22.1% were 35-44. 2% were aged 18-24, 10.1% aged 25-34 and 14.8% aged 35-44.
- 10.1% of respondents stated they have a disability.

The key findings from this year's survey are:

- Respondents were able to pick from a list of 14 community safety concerns, the top issue that most respondents were concerned about in Peterborough is environmental crime (fly-tipping, fly-posting, graffiti). 78.5% of respondents stated they were either concerned or very concerned about this issue. Anti-social behaviour (75.2%), road safety issues (such as speeding, mini-motorbikes, drink driving – 71.8%) and alcohol and drug misuse (71.1%) also ranked highest among people's concerns.
- Arson ranked lowest in people concerns, with only 32.2% of respondents stating they were either concerned or very concerned about this issue. Cold calling (at the door and by phone – 51.7%), begging (57%) and violent crime (57.7%) also ranked lowest in people's concerns.
- 53.7% of respondents indicated that they are concerned or very concerned about being a victim of crime. 32.9% stated that they were not concerned or not very concerned.
- People are consistently more concerned about going out in the City Centre than their local area, both day and night.
- More than half of respondents indicated that they thought people from different backgrounds got on together in their neighbourhood.

The survey findings have been considered as part of the priority setting process for Safer Peterborough, issues identified by the survey such as alcohol and drug misuse, violent crime and becoming a victim of crime are key issues already identified by Safer Peterborough and are priorities within this Plan. Fortunately, the lives of most people living and working in Peterborough are not affected by the issues that present the greatest risk of serious harm, and the survey has mostly highlighted low level nuisance as top concerns. The majority of these low level issues fall within the remit of the Prevention and Enforcement Service and some of the other key partners who form part of Safer Peterborough such as Registered Social Landlords, and are prioritised by these teams.

## Building on Success

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Since the first Safer Peterborough Partnership Plan in 2008, by working together, we have reduced crime by 21% over an eight year period, with the total number of crimes falling from 22,021 in 2008 to 17,322 in 2016, which is in line with national trends.

Below are some examples of how we have worked in partnership to reduce offending and protect victims and communities from harm over the last 12 months.

- **Total crime continues to reduce** over the longer term, however whilst the Police are increasingly dealing with a lower volume of crime, it is often much more complex in nature and impacts on the most vulnerable in our communities, taking longer to resolve. Short term increases in both violent and sexual offences can be attributed to the renewed focus on the quality of crime recording by the police, rather than reflecting changing levels of criminal activity. This has led to improved compliance with the National Crime Recording Standard, leading to the recording of a greater proportion of crimes that come to the attention of the police.
- We have seen the **number of offenders diminish** significantly, particularly over the last three years, for both adult and young offenders. Linked to this, the number of first time entrants into the criminal justice system continues to decrease. However, re-offending is increasing and the percentage of offenders that re-offend in Peterborough is higher than the England and Wales average rates.
- Our Integrated Offender Management Scheme, which targets a cohort of offenders identified as being the most prolific and at high risk of re-offending, has seen **significant and sustained reductions in crime** for those offenders who form part of the scheme.
- The **Prevention and Enforcement Service** was established in 2016, the team is one of the first in the country to bring together Council, Police and Fire Service staff into one integrated, centrally managed team. The service undertakes a range of prevention and enforcement activities including civil enforcement of parking issues, enforcement against environmental crime, housing enforcement anti-social behaviour, fire safety and road safety. In addition to this, the service also includes police officers and PCSOs who work across the city.
- The numbers of people killed or seriously injured on our roads **continues to reduce year on year**, and at a higher rate than the national average.
- There has been a **continued reduction in anti-social behaviour** over the last year, with 353 fewer incidents recorded than the previous 12 months. We have been using the new anti-social behaviour powers that are available to us and this year and have issued a number of criminal behaviour orders to perpetrators of anti-social behaviour. This has resulted in significant reductions in anti-social behaviour in a number of communities across the city where families were being targeted.
- We continue to **respond quickly and effectively to unauthorised traveller encampments**. Between April and December 2016, the Partnership have dealt with 53 unauthorised encampments on local authority land. We have robustly enforced all available legislation to resolve these issues on 30 occasions. The Prevention and Enforcement Service have worked closely with businesses who have had unauthorised encampments on their land by providing support and guidance on

evictions. We have also sought to install defence measures at various locations across the city, in an attempt to prevent further unauthorised encampments.

- We have undertaken **widespread training on the Prevent programme** which supports staff to identify individuals who may be at risk of radicalisation and gives information on where to report any concerns. There has been widespread training across the City Council and the Police and almost all educational establishments in the city have had some kind of Prevent training.
- **Restorative justice is being used in Peterborough to help tackle conflict** in the city and provides an opportunity for victims to have their say. For the victim, restorative justice can help to provide a sense of closure, enabling them to move on. For the offender, restorative justice provides an opportunity for them to face the consequences of their actions and recognise the impact it has had upon others. Emphasis has been placed on restorative justice being ‘victim-led’ and it being available to victims at every stage of their journey. From April to December 2016, there were over 1,800 restorative reparations in Peterborough, which include face to face conferences, community resolutions and letters of apology from the offender to the victim.
- The Partnership and licensed premises take part in the NightSafe Pubwatch scheme where information is freely shared in relation to problematic offenders who are known to cause trouble in the night time economy and exclusions are enforced. Currently 118 individuals are excluded from NightSafe registered premises in Peterborough. Exclusions are pro-actively enforced and have been highly effective in preventing and deterring alcohol related harm. Whether it’s a formal warning letter or absolute exclusion, **at least 98% of those excluded do not come to the Police's attention again**.
- An **alcohol diversion scheme** has been developed in conjunction with drug and alcohol treatment provider, Aspire. Following an alcohol related arrest, a conditional caution is put in place whereby the offender is offered one to one support, medical prescribing, and detoxification as well as structured group work, structured and peer led activities and counselling.

# The Community Safety Landscape in Peterborough

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## **Changing Population**

The population of Peterborough is projected to increase by 9% over the next 10 years and the 65+ age group is projected to grow by 10.9% by 2021. Whilst England has experienced a 7% increase in 0-14 year age group, Peterborough has seen a 22% increase in this category. The 15-29 age group in the city has experienced a 6% increase with the city as a whole experiencing a much faster than average growth of the 45+ age groups.

As well as greater volume, the changing demographics will pose new challenges. Older people represent a significant proportion of vulnerable people in society and ageing population may lead to an increase in vulnerable adult related crime such as adult abuse, fraud, rogue trading and distraction burglary. Older people also commit crime – whilst still low overall, the percentage of older people committing crime has increased over recent years with the most common crime type violence against the person (domestic assaults).

The increased level of inward migration to Peterborough over the last 10 years, has resulted in a cultural change in the city. Outside the White British population, ‘Asian or Asian British’ and ‘White Other’ populations form the largest communities (12% and 11% respectively). Peterborough has the second highest proportion of the population who cannot speak English or cannot speak English well of local authorities in the East of England (4.86% of the population).

## **Selective Licensing**

The Housing Act 2004 has given local authorities the power to introduce selective licensing of privately rented properties to improve conditions for tenants and the local community, if there is a high level of privately rented housing stock in the area and one or more criteria are met.

In 2016, a selective licensing scheme began in Peterborough within 22 Lower Super Output Areas (geographical areas with an average of 1,500 residents) in the Central, North, East, Park, Fletton, Bretton North, Stanground Central, Walton and Orton Longueville areas. The scheme is proposed to cover the potential 22,000 properties in the areas, representing 4.8% of the city's geographic area and will initially last for five years. Through Selective Licensing, the quality, management and safety of all private rented properties in the designated areas of the city will improve.

## **Police and Crime Commissioner**

In 2016 a new Police and Crime Commissioner was elected for Cambridgeshire and Peterborough. A new Police and Crime Plan has been published in draft for the period 2017-20, setting out the Commissioner’s vision for policing and community safety across Cambridgeshire. The Commissioner’s priorities are:

- Victims and witnesses are placed at the heart of the criminal justice system and have access to clear pathways of support
- Offenders are brought to justice and are less likely to reoffend
- Communities have confidence in how we respond to their needs
- We deliver improved outcomes and savings through innovation and collaboration.

These priorities have been reflected in this plan, the links between the two plans are outlined in Appendix 2.

## **Prevention and Enforcement Service**

The Prevention and Enforcement Service (PES) came into effect on the 1 April 2016 and builds upon the work of the Safer Peterborough Partnership (SPP) in tackling crime, community safety and quality of life issues. The PES brings together officers from a range of public sector organisations into a single service led by a joint management structure.

The PES is hosted by Peterborough City Council and is made up of staff and resources from the Council, Police, Fire and Rescue Service and Prison.

The PES is a Community Safety Accredited Scheme which will allow all front officers to access to a range of powers to tackle anti-social behaviour and quality of life issues such as:

- Issuing fixed penalty notices for fly-posting, graffiti, dog fouling, littering, etc;
- Powers to deal with begging;
- Powers to stop cycles; and
- Powers to remove abandoned vehicles.

This builds on the powers the council and the police already have in tackling quality of life issues across the city but provides a single joined up service that can jointly address routine and priority issues affecting Peterborough.

## **Devolution**

Council and Local Enterprise Partnership leaders across Cambridgeshire and Peterborough have approved a devolution deal that will deliver £770 million of new funding for local infrastructure projects and to build housing.

The devolution deal includes significant benefits for the communities of Cambridgeshire and Peterborough including:

- Investment in a Peterborough University with degree-awarding powers.
- Devolved skills and apprenticeship budget – to give more opportunities to young people.
- Working with Government to secure a Peterborough Enterprise Zone – attracting investment from business leading to more and better quality jobs for residents.
- Working with Government on the continued regeneration of Peterborough City Centre.

## **Changes to Policing**

The Crime and Policing Bill, which is likely to receive Royal Assent in 2017, aims to build on the police reform carried out through the introduction of Police and Crime Commissioners, the strengthening of the Independent Police Complaints Commission and establishment of the College of Policing.

The Bill comprises nine parts, one of the key areas for consideration is the Emergency Services Collaboration which introduces a new duty on the police, fire and rescue and ambulance emergency services to collaborate, where doing so would improve efficiency or effectiveness. It also enables Police and Crime Commissioners to take on the functions and duties of Fire and Rescue Authorities and to delegate police and fire to a single Chief Officer for police and fire.

## PRIORITIES FOR 2017 - 2020

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The approach agreed by the Safer Peterborough Partnership for this plan is to adopt a small number of priorities which our assessment process has identified as having a high risk of harm to communities in Peterborough. This section covers in more detail how we will work together to tackle these issues, support victims and reduce offending.

The Safer Peterborough Partnership has established four priorities which have been identified as key delivery areas and which the Partnership places high importance on providing effective, innovative and improving services. The priorities are:

- Offender Management
- Domestic Abuse and Sexual Violence
- Building Resilient Communities

In addition, the Partnership has identified two further areas which are recognised as significant cross-cutting themes across the partnership landscape. These cross-cutting issues already feature in thematic plans and the Partnership recognise that a more collective approach will have a more significant impact and bring about lasting change. The cross cutting themes are:

- Substance Misuse
- Mental Health

The section below describes how the Safer Peterborough Partnership will tackle these priority areas over the coming three years, it also describes how each theme will be performance managed to ensure the Partnership can accurately measure progress.

## PRIORITY 1: OFFENDER MANAGEMENT

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### Key Outcome

To reduce the number of offenders in Peterborough and the number of offences they commit, with a specific focus on those most prolific offenders and young offenders.

### Why is it a priority?

Offenders are amongst the most socially excluded in society and often have complex and deep-rooted health and social problems, such as substance misuse, mental health, homelessness and financial problems. Understanding and addressing these underlying issues in a co-ordinated way plays a key role in reducing crime and breaking the cycle of offending behaviour from one generation to the next.

Offender management has undergone a significant transition under the Government's Transforming Rehabilitation programme, with delivery of Probation services now split between the public and private sector. The public sector National Probation Service is tasked with protecting the public from high risk offenders and manages the majority of sexual offenders and those sentenced to twelve months or more in custody for the most serious violent offences. BeNCH Community Rehabilitation Company (CRC) manages the majority of the community sentences and short sentence prisoners. Domestic violence perpetrators, women, young adults and prolific acquisitive crime features heavily in their caseload, meaning the CRC manages the cases with a great deal of dynamic risk. A more integrated working model with the new Community Rehabilitation Company and the National Probation Service is developing and this will be a key area of work for the partnership over the coming 12 months.

Information on re-offending in Peterborough shows that re-offending is increasing and the percentage of offenders that re-offend in Peterborough is higher than the England and Wales average rates. However, whilst re-offending rates are increasing, the actual number of re-offenders is reducing, indicating that this smaller group of offenders are more prolific.

For young people, identifying problems early is key as they are statistically more likely than adults to re-offend. There are also changes being proposed in the way that the youth justice system operates, the local impact of this is as yet unknown but the recent review by Government recommends that education is put at the heart of the youth justice system. Offenders would be supported in smaller, local secure schools where they can benefit from the skills needed to get on in life after release.

### What we plan to do

The Partnership will formulate and implement a strategy to reduce re-offending by adult and young offenders. The strategy will ensure that re-offending is considered in all contexts and will be closely linked to our strategies on substance misuse, homelessness, mental health and domestic abuse.

The Youth Offending Service will work with partners to identify those young people who are committing the most offences, and engage them in effective activity and rehabilitation to reduce their re-offending. There are a number of areas for development over the coming 12 months, including:

- Developing and extending early help services - the service continues to make an offer to young people either to prevent them becoming involved in offending or to keep them out of the criminal justice system if they have committed a low level offence for the first time. Over the next 12 months we will be developing a more integrated approach to working with adolescents and a targeted youth support service is now being developed in the city.
- Working with victims and Restorative Justice - there has been some very positive work undertaken in developing both service links to and support for victims of crime and Restorative Justice. We

will continue to develop more restorative approaches over the next 12 months.

- Developing a systemic approach to working with families - the Youth Offending Service have always maintained a good level of engagement with young people and their families, however we want to expand the degree of parental involvement in both planning and delivery.
- Improving the service response to recidivism, particularly higher risk young people - we will put in place extra additional training and support to improve rates of recidivism.
- Tackling resettlement issues, particularly those linked to education, training or employment - a system of early planning in cases where custody has been given to ensure more effective resettlement outcomes is now fully in place.
- The Integrated Offender Management programme continues to support some of the most problematic offenders in Peterborough. The scheme allows local and partner agencies to come together to ensure that the offenders, whose crimes cause most damage and harm locally, are managed in a co-ordinated way. Over the next 12 months, we will consider expanding the remit of the scheme beyond serious acquisitive crime offenders. Proposals being considered by the group include adopting offenders on a risk based approach, which means more offenders will benefit from the success of the management of the scheme, leading to reductions in offending.

In addition to our established multi-agency work with partners in areas such as IOM and safeguarding, and support for initiatives such as Conditional Cautions, BeNCH CRC has commissioned the services of specialist agencies including Ormiston Families, St Giles Trust and the Dawn Project to support resettlement and rehabilitation of service users in custodial and community settings.

Priorities for the year ahead include:

- Supporting a more joined-up approach to improving resettlement opportunities for short sentence prisoners, with particular focus on the issues of homelessness and unemployment. We will continue to develop our Through the Gate services to ensure those leaving custody have the right level of support and reoffending is minimised.
- Development of a strategy for better understanding and addressing the distinct needs of our young adult service users.
- Continuing to expand our Rehabilitation Activity Requirement (RAR) provision in conjunction with our operational delivery partners; whose offer includes a suite of programmes and structured support and community integration that can be used to deliver a holistic approach to rehabilitation, tailored to the needs of individual service users. Our focus for the coming year is to work with partners to promote the use of Restorative Justice as a key element of our RAR delivery model.

## How we will measure success

Reducing the number of people who become victims of crime

Reduce the number of first time entrants into the criminal justice system

Increase the number of offenders participating in restorative interventions

Reduction in the number of proven offences for offenders managed through the Integrated Offender Management programme

## PRIORITY 2: DOMESTIC ABUSE AND SEXUAL VIOLENCE

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### Key Outcome

To prevent domestic abuse and sexual violence and reduce the associated harm, ensuring all victims of domestic abuse and sexual violence have access to the right help and support and that services are available to address their needs.

### Why is it a priority?

Demand on domestic abuse and sexual violence services continues to rise, particularly as vulnerable families struggle to cope with the financial and emotional pressures of unemployment, reduced household income and increased financial hardship.

There is still an unknown volume of hidden, unreported domestic abuse. Nationally it is estimated that only 16% of domestic abuse is reported to the Police, we know that awareness of domestic abuse reporting for the public needs to be improved, particularly amongst minority ethnic groups and male victims.

Although there are positive developments at a national and local level with regards to the successful prosecution of more domestic abuse and sexual violence offenders, the rate of attrition between the volume of incidents reported to the police and the volume of cases being brought before the courts by the CPS is of concern.

The government's programme of welfare reform is having an impact on families' budgets and this could be inadvertently causing financial abuse. Universal Credit, when fully introduced to include families in November 2017, is currently planned to be paid monthly and as a single payment to the 'head of the household'. This could lead to an increased need to bargain and negotiate within the household, decreasing one partner's financial autonomy and independence.

### What we plan to do

Domestic abuse and sexual violence services in Peterborough are well established and are currently delivered by Specialist Abuse Services Peterborough, a service commissioned by Peterborough City Council. An action plan is monitored and delivered through the Domestic Abuse and Sexual Violence Strategic Board which reports to the Safer Peterborough Partnership.

There are a number of priorities which include:

- Intervening earlier to prevent domestic abuse and sexual violence from happening and challenging the attitudes and behaviours which foster it and intervene as early as possible to prevent it.
- Providing support to victims and their families where violence occurs.
- Taking action to reduce the risk to victims of these crimes and to ensure that perpetrators are brought to justice.

Over the next 12 months we will prioritise a number of areas of work in support of these priorities.

- We will ensure that domestic abuse and sexual violence services are able to respond to increasing demand for services.
- We will support in the development of a countywide partnership response to reduce the harm, risks and costs of domestic abuse, child abuse (including child sexual exploitation), serious sexual offences, trafficking and modern day slavery' which keeps victims safe from future victimisation.

- Enhance community engagement and awareness of domestic abuse and sexual violence support services to include the lesbian, gay, bi-sexual and transgender community with the aim of increasing the number of victims accessing support and reporting incidents to the Police.
- Develop a local offer to meet the needs of children and young people who are, or at risk of becoming, perpetrators and/or victims of domestic abuse and sexual violence, to improve specialist support services.
- There is a need to work towards increasing referrals from mental health care settings, ensuring all mental health professionals are providing their service users with the opportunity to access domestic abuse and sexual violence support services.
- Review and monitor the implementation of the recommendations from Domestic Homicide Reviews and hold partners to account for their actions.

### **How we will measure success**

Performance indicators for this area of work will be developed in line with the countywide partnership focusing on domestic abuse and sexual violence, once this Board is established from April 2017. We will ensure we monitor performance data in line with the guidance from the National Institute of Clinical Excellence, taking into account the national focus on Violence Against Women and Girls.

## PRIORITY 3: BUILDING COMMUNITY RESILIENCE

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### Key Outcome

To strengthen the resilience of our communities by ensuring that those who commit hate crime and other acts which break down the fabric of our communities, do not succeed.

### Why is it a priority?

Communities cohesion builds strong and safe communities. In its simplest form, community cohesion is about people from different backgrounds getting on with each other, people contributing to how their community runs and people in the community having a sense of belonging.

Peterborough continues to benefit from its reputation as a tolerant and welcoming place, but tensions can develop in communities that undergo rapid demographic change and these must be effectively managed. The current economic and political climate has the potential to exacerbate community tensions, drive up hate crime and raise the level of fear in our communities. Nationally, support for extreme right wing views is becoming more visible and acceptable, particularly around emotive issues such as the EU refugee crisis, Brexit and fears about ISIS. Online and remote radicalisation makes those in more isolated communities vulnerable, with limited access to alternative narratives.

Issues such as hate crime and extremism can undermine a community's resilience, whilst both these issues have been assessed as a comparatively low risk and threat to our communities, since Brexit we know that the risk has increased. Hate crime and extremism are separate but linked issues in terms of identifying and responding effectively to vulnerability, discrimination and radicalisation in our communities. We recognise that crime motivated by hostility, or a particular prejudice towards an individual's personal characteristic or perceived characteristic, is particularly corrosive in relation to victims and communities. This type of act can leave people feeling vulnerable and can impact negatively on many aspects of their lives, including their self-confidence and health, as well as contributing to feelings of isolation.

The UK faces a severe and continuing threat from terrorism, however there is no intelligence to suggest an attack in Cambridgeshire is imminent and the risk of radicalisation is assessed as low within the city. The Safer Peterborough Partnership works with partners across Cambridgeshire to review the Counter Terrorism Local Plan and ensure that all identified risks are addressed.

### What we plan to do

#### Tackling Extremism

Prevent is one of the four strands of CONTEST, the UK strategy for countering terrorism. It is aimed at working closely with individuals who are likely to adopt extremist views, and work in partnership with other agencies and our communities to identify individuals who may need our support.

The Safer Peterborough Partnership, along with other key partners, will develop an annual counter terrorism local plan to mitigate identified risks around terrorism and radicalisation. We are also able to provide intervention and support for those who are identified at risk of radicalisation and extremism.

A process called 'Channel' has been developed to support people at risk of being drawn towards terrorism and violent extremism. Peterborough City Council, Cambridgeshire Police and other partners, including Probation, health agencies, community organisations and individuals within local communities work together to support vulnerable individuals who are prone to radicalisation. A range of options are available including mentoring, welfare support and access to key services. The Partnership will continue to support this process ensuring that people who are risk of radicalisation are appropriately referred to Channel.

## Hate Crime

We will work together to strengthen the resilience of our communities, we recognise that community cohesion is driven by people making an effort to support one another in their communities and neighbourhoods. Hate crime poses a direct threat to achieving this and we will continue to ensure that we make it clear to perpetrators that their behaviour is unacceptable and will not be tolerated. There are a number of key priorities in our hate crime strategy which we will focus on over the next 12 months, these include:

- Increasing the confidence of hate crime victims to report hate incidents to the police and third parties.
- Work with community and voluntary organisations to develop more effective approaches to understanding, preventing and tackling hate crimes and incidents in our communities.
- Taking effective action against perpetrators, challenging the attitudes of offenders in relation to hate crime and engaging more perpetrators in reparation type activities.

## **How we will measure success**

Increasing the number of hate crimes and hate incidents reported

Increasing the proportion of Police detections for hate crime offences

Increase the number of hate incidents reported to third party reporting centres, including through the online portal, True Vision

## CROSS CUTTING THEME 1: SUBSTANCE MISUSE

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### Key Outcome

To reduce the number of people who experience crime and anti-social behaviour as a result of alcohol and drug misuse, whilst providing effective treatment and rehabilitation to those who have alcohol and drug problems.

### Why is it a priority?

Some people experience multiple problems which have a cumulative impact on their ability to make positive life choices and avoid criminal, anti-social behaviour or other behaviour that has a negative impact on others. The themes of domestic abuse, mental health and drug and alcohol problems in particular are recurrent themes and we can establish that substance use is a common feature in criminality and family breakdown. This in turn can lead to inter-generational cycles of behaviours such as abuse, drug use and offending.

Substance misuse impacts across many areas of community safety and drug dependency remains a significant contributory factor to a number of crime and disorder types. Drug misuse and crimes such as burglary and robbery are closely linked and anti-social behaviour can also be related to alcohol and drug misuse. We know that violent crime such as assault and domestic violence and abuse often involve alcohol. A recent night time economy review has shown that between January to August 2016 at least 56% of city centre violent crime is attributable to alcohol.

### What we plan to do

We will continue to provide services for people who want help to stop their misuse of alcohol and drugs, and to divert into treatment programmes those who commit crime to support their alcohol and drug misuse. We will take strong enforcement action against alcohol and drug-related crime, and work together to tackle the things that can cause alcohol and drug misuse.

The long term objectives of our substance misuse intervention system partnership are to:

- Increase the number of people free from drug and alcohol dependence (and substitute medication) and in sustained recovery.
- Improve the health and wellbeing of people with substance misuse issues.
- Reduce harm experienced by individuals, families and the community arising from problematic substance misuse.
- Reduce crime experienced by individuals, families and the community associated with problematic substance misuse.
- Prevent future demand on health, criminal justice and treatment services.

We have a detailed substance misuse action plan which reflects the three key themes underpinning our approach to tackling substance misuse, each section of the action plan contains detailed actions and dates for completion. There are a number of areas of focus over the coming 12 months which include:

- Develop public awareness campaigns to promote awareness of alcohol and drug related harm.
- Support the development of substance misuse education, awareness and access to help in schools.
- Develop targeted awareness raising with higher risk groups and communities.
- Develop awareness and skills regarding the use of new psychoactive substances.
- Develop work with individuals resistant to engagement in treatment services.

- Ensure effective and appropriate care for substance misusers who suffer with mental health problems.
- Ensure there are effective pathways in the criminal justice system for people misusing substances.
- Improve the use of information gathered for patients with assault related injuries in Peterborough City Hospital's Emergency Department, to improve the safety of licensed premises and to safeguard staff and customers.

### **How we will measure success**

Increase the number of people successfully completing drug and alcohol treatment programmes, whilst reducing the proportion who re-present to services

Reduce the number of alcohol-related admissions to hospital

Reduce alcohol and drug related crime

## CROSS CUTTING THEME 2: MENTAL HEALTH

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### **Key Outcome**

To identify the challenges and the impact of mental health on the successful delivery of community safety.

### **Why is it a priority?**

Mental health is a theme impacting all areas of delivery across the Safer Peterborough Partnership. The impact of mental health on community safety is recognised as important but has been difficult to impact upon, made more complex because data is not always routinely collected and accessible.

Mental ill health is the largest cause of disability in the UK, representing 23% of the burden of illness. At least one in four people will experience a mental health problem at some point in their life and one in six adults has a mental health problem at any one time.

The information drawn from a recent Joint Strategic Needs Assessment on Mental Health suggests that Peterborough faces potential challenges with promoting mental health and preventing mental illness. Many of the recognised risk factors for poor mental health are found at a higher rate in the Peterborough Unitary Authority area compared with England, East of England and Cambridgeshire. These risk factors include higher rates of socio-economic deprivation, children in care, violent crime, some types of drug misuse, homelessness, relationship breakdown, lone parent households and household overcrowding compared with East of England and most England averages.

High levels of crime, undermine mental wellbeing. Violent crime is linked to mental health problems including depression, anxiety and post-traumatic stress disorder, suicide, and misuse of drugs and alcohol. A strong negative relationship has been found between rates of violent crime in an area and the mental wellbeing of residents living there.

### **What we plan to do**

The Peterborough Health and Wellbeing Board is responsible for promoting integrated working to support health and wellbeing in Peterborough, including mental health, and will take the lead in this area of work.

The focus of Safer Peterborough's work around mental health will be on identifying and understanding how mental health impacts on community safety. This will include mapping mental health provision and pathways in the context of community safety. Once this is understood, the Partnership will identify how they can work with the Peterborough Health and Wellbeing Board to reduce the impact of mental health on community safety, both in terms of offenders' mental health and understanding more about how we can ensure people with mental health problems are less likely to become victims of crime.

## **GETTING INVOLVED**

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The Safer Peterborough Partnership are committed to reducing crime and improving quality of life and every agency involved in the Partnership wants to make Peterborough a safer place. However, we cannot do this alone. We know that people working together in their communities are helping to prevent crime and many of the achievements set out in this strategy have happened because local people have been actively engaged in tackling crime and disorder.

There are lots of ways you can get involved to make Peterborough safer and below is some information about how you can get involved.

### **Neighbourhood Watch**

Neighbourhood Watch is about local communities working together and with the police to help make their neighbourhood safer. Neighbourhood Watch schemes can help reduce crime in local areas, so they are a great way to help you protect yourself, your family and friends and home. Visit the website [Neighbourhood Watch](#).

### **Salvation Army's Good Neighbour Scheme**

Today, older people live longer and are also encouraged to live independently in their own homes. The Salvation Army's Good Neighbour Scheme volunteers support the elderly to live life in all its fullness by promoting independent living, tackling isolation, promoting a healthier lifestyle, giving a voice in things that affect them and helping to build confidence. To volunteer, visit the website [here](#).

### **Victim Support Volunteers**

The Police have new team of Police Support Volunteers, the volunteers are fully trained and focus on crime prevention, examples of the work they conduct includes house to house enquiries, CCTV collection, victim support visits, and offering crime prevention advice. For more information, contact [kerry.grice@cambs.pnn.police.uk](mailto:kerry.grice@cambs.pnn.police.uk).

### **Victims' Hub**

If you or someone you know has been affected by crime, the Victim and Witness Hub can give you the support needed to enable you to cope and recover from your experiences. Victim and Witness Hub Community Volunteers provide emotional support for victims of crime. To find out more, visit the [website](#).

### **Police Cadets**

Cambridgeshire Constabulary runs a Volunteer Police Cadet scheme which aims to strengthen the voice of younger people in policing as well as steering those at risk of criminality away from a life of crime. The scheme encourages a spirit of adventure and good citizenship and can count towards formal qualifications and evidencing voluntary work for the Princes Trust/Duke of Edinburgh Award schemes. Find out more information [here](#).

### **Do-It**

For information on other volunteering opportunities, visit the Do-It website [here](#)

## Appendix 1 - Link to the Cambridgeshire Police and Crime Commissioner's Plan

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The table below shows how the Safer Peterborough Partnership Plan reflects the priorities of the Police and Crime Commissioner.

| Police and Crime Plan 2017-2020  | How are the PCP priorities reflected in the Safer Peterborough Partnership Plan 2017-2020   |
|--|---|
| <b>Victims – safeguarding the vulnerable</b><br><u>Aim:</u> deliver a victim first approach<br><u>Shared Outcomes:</u> victims and witnesses are placed at the heart of the criminal justice system and have access to clear pathways of support | Safeguarding the vulnerable is a theme running through the SPP Plan. Reducing the number of people who become victims of crime is a key priority, the SPP have also prioritised a number of high risk victim groups including <b>domestic abuse, sexual violence and hate crime victims</b> . |
| <b>Offenders – attacking criminality</b><br><u>Aim:</u> reduce re-offending<br><u>Shared Outcomes:</u> offenders are brought to justice and are less likely to reoffend  | <b>Offender management</b> is a priority in the SPP plan and bringing more offenders to justice, using traditional and restorative solutions are priorities within the plan. Reducing re-offending is a key area of focus.  |
| <b>Communities – preventing crime, reassuring the public</b><br><u>Aim:</u> support safer and stronger communities<br><u>Shared Outcomes:</u> communities have confidence in how we respond to their needs                                       | <b>Building Resilient Communities</b> is a priority in the SPP Plan, our focus is on reducing hate crime and tackling violent extremism which can undermine the fabric of our communities.  |
| <b>Transformation – achieving best use of resources</b><br><u>Aim:</u> ensure value for money for tax payers now and in the future<br><u>Shared Outcomes:</u> we deliver improves outcomes and savings through innovation and collaboration      | Collaboration between agencies is at the heart of the SPP plan, the priorities are owned by a variety of partners where we co-deliver key areas of work which impact on community safety.   |

## Appendix B - Operational Prevention and Enforcement Service Priorities

| PES Outcome 1 - Improve local confidence levels  | Measure  |
|--|--|
|  | <b>The Police are dealing with things that matter in my community</b>  |
|  | <b><i>Central</i></b>  |
|  | <b><i>Northern</i></b>   |
|  | <b><i>Southern</i></b>   |
|  | <b><i>Total</i></b>  |
|  | <b>The Police and Council Working Together - Police and Council are dealing with ASB and crime issues that matter in this area</b> |
|  | <b><i>Central</i></b>  |
|  | <b><i>Northern</i></b>   |
|  | <b><i>Southern</i></b>   |
|  | <b><i>Total</i></b>  |
|  | <b>Have you seen a change in the service provided by the Police in the last 6 months?</b>  |
|  | <b><i>Central</i></b>  |
|  | <b><i>Northern</i></b>   |
|  | <b><i>Southern</i></b>   |
|  | <b><i>Total</i></b>  |
|  |  |
| PES Outcome 2 - Reduce overall crime levels  | Measure  |
|  | <b>Number of offences in the All Crime category</b>  |
|  | <b><i>Central</i></b>  |
|  | <b><i>Northern</i></b>   |
|  | <b><i>Southern</i></b>   |
|  | <b><i>Total</i></b>  |
|  |  |
| PES Outcome 3 - Ensure the PES team are dealing with incidents effectively and efficiently | Measure  |
|  | <b>Number of appointments on PES queue - % of which booked</b>   |
|  | <b><i>Central</i></b>  |
|  | <b><i>Northern</i></b>   |
|  | <b><i>Southern</i></b>   |
|  | <b><i>Total</i></b>  |

|   |   |
|---|---|
| <b>PES Outcome 4 - To ensure all victims of hate crimes are satisfied with the service provided to them</b> | <b>Measure</b>  |
|   | <b>Numbers of hate crimes and incidents reported</b>  |
|   | <b><i>Central</i></b>                                 |
|   | <b><i>Northern</i></b>                                |
|   | <b><i>Southern</i></b>                                |
|   | <b><i>Total</i></b>                                   |
|   | <b>Ease of Contact (Peterborough as a whole)</b>      |
|   | <b>Police Action (Peterborough as a whole)</b>        |
|   | <b>Follow Up (Peterborough as a whole)</b>            |
|   | <b>Treatment (Peterborough as a whole)</b>            |
| <b>PES Outcome 5 - To reduce anti-social behaviour</b>  | <b>Measure</b>  |
|   | <b>Number of complaints of ASB made to the police</b> |
|   | <b><i>Central</i></b>                                 |
|   | <b><i>Northern</i></b>                                |
|   | <b><i>Southern</i></b>                                |
|   | <b><i>Total</i></b>                                   |
|   | <b>Number of GAP letters issued</b>                   |
|   | <b><i>Central</i></b>                                 |
|   | <b><i>Northern</i></b>                                |
|   | <b><i>Southern</i></b>                                |
|   | <b><i>Total</i></b>                                   |
| <b>PES Outcome 6 - Reduce the number of deliberate and accidental fires</b>                                 | <b>Measure</b>  |
|   | <b>Number of deliberate fires</b>                     |
|   | <b><i>Central</i></b>                                 |
|   | <b><i>Northern</i></b>                                |
|   | <b><i>Southern</i></b>                                |
|   | <b><i>Total</i></b>                                   |
|   | <b>Number of accidental fires</b>                     |
|   | <b><i>Central</i></b>                                 |
|   | <b><i>Northern</i></b>                                |
|   | <b><i>Southern</i></b>                                |
|   | <b><i>Total</i></b>                                   |

|  |  |
|--|--|
| <b>PES Outcome 7 - To undertake enforcement activity against those who break the law</b>   | <b>Measure</b>   |
|  | Number of enforcement activities undertaken by the PES, including use of FPNs, PCNs, ASB legislation, dispersal orders |
|  | <i>Central</i>   |
|  | <i>Northern</i>  |
|  | <i>Southern</i>  |
| <b>PES Outcome 8 -To ensure private landlords provide good quality and safe housing</b>  | <b>Measure</b>   |
|  | Identifying and removing Cat 1 and Cat 2 hazards   |
|  | <i>Central</i>   |
|  | <i>Northern</i>  |
|  | <i>Southern</i>  |
|  | <b>Total</b>   |
|  | Number of licenses issued  |
|  | <i>Central</i>   |
|  | <i>Northern</i>  |
|  | <i>Southern</i>  |
| <b>PES Outcome 9 - To ensure where travellers move onto land in Peterborough, the Traveller Policy is followed, including health and welfare checks and the process for civil and/or Police enforcement activity is undertaken within set timescales</b> | <b>Total</b>   |
|  | Prosecutions and notices issued  |
|  | <i>Central</i>   |
|  | <i>Northern</i>  |
| <b>Narrative only</b>  | <b>Total</b>   |
|  |  |

## **Appendix C - Public Consultation - Have your say on Peterborough's community safety priorities**

The Safer Peterborough Partnership is a multi-agency strategic group with a duty to reduce crime, disorder, anti-social behaviour, substance misuse and reoffending.

The Community Safety Partnership is made up of the council; police; National Probation Service; Bedfordshire, Northamptonshire and Cambridgeshire Community Rehabilitation Company (CRC); Cambridgeshire Fire and Rescue Service and Cambridgeshire and Peterborough Clinical Commissioning Group; and other agencies with a vested interest in making the city safer.

We would like to understand what priorities you think should be set for the partnership and the city as a whole, as well as the most important issues for you in your local area.

To help with this, the Safer Peterborough Partnership have undertaken an assessment to understand which crime and disorder types are causing the most harm in the city and these areas will become priorities for the Partnership. The assessment helps us to understand not only what is happening and where, but what may be causing the problems and the best way to tackle them.

We would be very grateful if you could take a few moments to answer some questions to help us understand what concerns you the most and what areas you feel we should be focussing on. The strategic assessment and the findings of this public consultation will then used to produce the partnership's Community Safety Partnership Plan.

The closing date for the consultation is 31st January 2017.

1.     Gender

M/F

2.     Age

Under 18

18 – 24

25 – 34

35 – 44

45 – 54

55 – 64

65+

3.     Disability - Y/N

4.     Ethnicity

White

Mixed/multiple ethnic groups

Asian or Asian British

Black/African/Caribbean/Black British

Other ethnic group - please state

5.     What nationality are you?

6.     What is your postcode?

7.     In what capacity are you responding to this consultation?

I live in Peterborough  
I work in Peterborough  
I study in Peterborough  
I have another connection to Peterborough

8. Please tell us how concerned you are about:

(Very concerned, concerned, not very concerned, not concerned)

Anti-social behaviour  
Alcohol and drug misuses  
Arson  
Begging  
Burglary  
Cold calling (at door and by phone)  
Child sexual exploitation  
Environmental crime (fly-tipping, fly-posting, graffiti)  
Fraud (including online)  
Hate Crime  
Motor vehicle crime  
Road safety issues (such as speeding, mini-motorbikes, drink driving)  
Robbery  
Violent crime  
Other (please specify)

9. How would you rate the level of anti-social behaviour in Peterborough?

(High, low, none)

10. Are you worried about being a victim of crime?

(Very concerned, concerned, not very concerned, not concerned)

11. Are you worried about your personal safety when going out in the city centre in the

(a) day?

(b) evening?

(Very concerned, concerned, not very concerned, not concerned)

12. Are you worried about your personal safety when going out in your local area in the

(a) day?

(b) evening?

(Very concerned, concerned, not very concerned, not concerned)

13. Overall, do you think people from different backgrounds get on together in your neighbourhood?

(Yes, No, Don't Know)

14. Please tell us any other comments you would like to make.

## **Safer Peterborough Partnership Strategic Assessment 2016**

### **Introduction**

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As part of the development of the Community Safety Partnership's statutory plan, they are required to set their priorities based upon the evidence presented in their local strategic assessment. To address the issues that really matter, it is important to understand not only what is happening and where, but what may be causing the problems and the best way to tackle them.

2016/17 is the last year of the Safer Peterborough Partnership (SPP) Plan, which will end 31 March 2017. This strategic assessment recommends the priorities for the next three year cycle – 2017-2020.

The strategic assessment is designed to enable the SPP to be more responsive to communities by developing a better understanding of local crime and disorder issues. With finite partnership resources, this assessment enables the SPP to prioritise appropriately and allocate resources in the most effective way, ensuring that the partnership embraces an intelligence led and responsive approach to business planning.

### **Methodology**

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The Strategic Assessment has been developed using data, analysis and professional expertise across a broad range of community safety themes. The Cambridgeshire Constabulary Strategic Assessment, which uses a risk based approach to identify priorities, was also used to inform this document.

Each theme has been researched and analysed using data taken from police and partner systems, online resources such as the Census and information from theme leads and practitioners from across the partnership. This has allowed for an assessment of all issues and puts more emphasis on the risk of harm, rather than volume of incidence, in understanding the level of threat and risk of particular issues.

This Strategic Assessment includes an analysis of the partnership's current priorities, together with analysis on new and emerging trends which the partnership may wish to consider prioritising.

## **Recommendations**

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Taking into consideration the evidence presented in this assessment, the Safer Peterborough Partnership should consider the adoption of the following priorities:

- ***Offender Management with a focus on Youth Offending, Integrated Offender Management and addressing the intelligence gap on Foreign National Offenders***
- ***Domestic Abuse and Sexual Violence***
- ***Hate Crime and Preventing Violent Extremism***

Key cross cutting issues for prioritisation are:

- ***Substance Misuse***
- ***Mental Health***

Once the review of governance arrangements for ***Child Sexual Exploitation and Missing*** is complete, the partnership should decide how it wishes to prioritise this area of work.

There are a number of other areas of work which the Partnership has a statutory responsibility but are considered as standard risk. It is important that the Partnership continues to work proactively in these areas, to ensure that we are continuing to meet our statutory responsibilities and should not be excluded from partnership response.

The Prevention and Enforcement Service is the delivery arm of the Safer Peterborough Partnership and will have the responsibility for prevention, investigation, enforcement of those lower level issues which impact on the quality of life of people living and working in Peterborough.

Trends around these lower level issues will continue to be monitored and can be escalated to the Partnership for multi-agency response. This approach allows the partnership to be dynamic and responsive, whilst retaining the strategic focus on those key issues that present the greatest risk of harm.

Therefore it is recommended that the following existing priorities are discharged and are dealt with as business as usual, delivered by the Prevention and Enforcement Service, in conjunction with other key partners:

- Serious Acquisitive Crime
- Anti-Social Behaviour
- Road Safety

# The Community Safety Landscape

This section contains provides an overview of the people, place and organisational landscape that the partnership operates within.

## People and Place

### Changing Population

The population of Peterborough is projected to increase by 9% over the next 10 years and the 65+ age group is projected to grow by 10.9% by 2021. Whilst England has experienced a 7% increase in 0-14 year age group, Peterborough has seen a 22% increase in this category. The 15-29 age group in the city has experienced a 6% increase with the city as a whole experiencing a much faster than average growth of the 45+ age groups<sup>1</sup>.

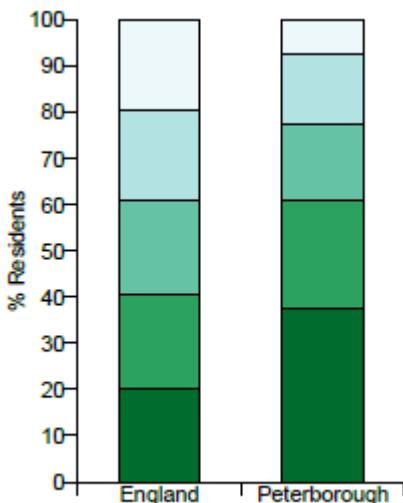
To house this rising population, the proposed new housing stock for Peterborough is planned to be 23,907 between 2015 -2036<sup>2</sup>. Of the proposed new stock it is estimated that 55% (620 homes per year) will required to be affordable housing.

As well as greater volume, the changing demographics will pose new challenges. Older people represent a significant proportion of vulnerable people in society and ageing population may lead to an increase in vulnerable adult related crime such as adult abuse, fraud, rogue trading and distraction burglary. Older people also commit crime – whilst still low overall, the percentage of older people committing crime has increased over recent years with the most common crime type violence against the person (domestic assaults)<sup>3</sup>.

The increased level of inward migration to Peterborough over the last 10 years, has resulted in a cultural change in the city. Outside the White British population, 'Asian or Asian British' and 'White Other' populations form the largest communities (12% and 11% respectively). Peterborough has the second highest proportion of the population who cannot speak English or cannot speak English well of local authorities in the East of England (4.86% of the population).

### Deprivation

The graph below shows differences in deprivation in Peterborough based on a national comparison of the Index of Multiple Deprivation 2015, compared to the England average. The darkest coloured bars show the highest level of deprivation. The graph shows that Peterborough has a much higher percentage of people living in the most deprived areas than the national average.



<sup>1</sup> ONS mid-year population estimates 2015

<sup>2</sup> Peterborough Local Plan, Jan 2016

<sup>3</sup> Cambridgeshire Constabulary Strategic Assessment Update, October 2016

Whilst deprivation alone does not cause people to commit crimes, there are associations between social and economic disadvantage and rates of offending and anti-social behaviour.

The physical and social characteristics of neighbourhoods such as deprivation, housing density, vandalism, and vacant housing, also impact on fear of crime. These may portray a greater risk of crime therefore increasing fear<sup>4</sup>.

### Selective Licensing

The Housing Act 2004 has given local authorities the power to introduce selective licensing of privately rented properties to improve conditions for tenants and the local community, if there is a high level of privately rented housing stock in the area and one or more of the following criteria are met:

- a) The area is suffering from low housing demand
- b) The area is experiencing a significant and persistent problem caused by anti-social behaviour
- c) The area is suffering from poor property conditions
- d) The area has high levels of migration
- e) The area has high levels of deprivation
- f) The area has high levels of crime

In 2016, a selective licensing scheme began in Peterborough within 22 Lower Super Output Areas (geographical areas with an average of 1,500 residents) in the Central, North, East, Park, Fletton, Bretton North, Stanground Central, Walton and Orton Longueville areas. The scheme is proposed to cover the potential 22,000 properties in the areas, representing 4.8% of the city's geographic area and will initially last for five years<sup>5</sup>. By introducing Selective Licensing, it is hoped that the quality, management and safety of all private rented properties in the designated areas will improve.

### **Other Key Changes**

We find ourselves in the midst of widespread restructuring and change across the public sector, creating a fluid service picture. There is significant potential for more integrated working across agencies and across geographic borders and the increased reliance on strong and effective partnerships is likely to become more and more important.

### Police and Crime Commissioner

In 2016 a new Police and Crime Commissioner was elected for Cambridgeshire and Peterborough. A new Police and Crime Plan has been published in draft for the period 2017-20, setting out the Commissioner's vision for policing and community safety across Cambridgeshire, the priorities are:

- Victims and witnesses are placed at the heart of the criminal justice system and have access to clear pathways of support
- Offenders are brought to justice and are less likely to reoffend
- Communities have confidence in how we respond to their needs
- We deliver improved outcomes and savings through innovation and collaboration.

### Prevention and Enforcement Service

The Prevention and Enforcement Service (PES) came into effect on the 1 April 2016 and builds upon the work of the Safer Peterborough Partnership (SPP) in tackling crime, community safety and quality of life issues. The PES brings together officers from a range of public sector organisations into a single service led by a joint management structure.

Organisations that form the PES agree to work together in a collaborative, co-operative manner but retain their own statutory functions, responsibilities and internal governance.

The work of the PES are driven by the priorities set out in the SPP Plan, the PES should be seen as the operational arm of the SPP.

<sup>4</sup> Estimating the costs of child poverty Author Donald Hirsch, JRF adviser October 2008 [www.jrf.org.uk](http://www.jrf.org.uk) Joseph Rowntree Foundation

<sup>5</sup> Diverse Ethnic Communities Joint Strategic Needs Assessment for Peterborough, 2016

The PES is hosted by Peterborough City Council and is made up of staff and resources from the Council, Police, Fire and Rescue Service and Prison.

The PES is a Community Safety Accredited Scheme which will allow all front officers to access to a range of powers to tackle anti-social behaviour and quality of life issues such as:

- Issuing fixed penalty notices for fly-posting, graffiti, dog fouling, littering, etc;
- Powers to deal with begging;
- Powers to stop cycles; and
- Powers to remove abandoned vehicles.

This builds on the powers the council and the police already have in tackling quality of life issues across the city but provides a single joined up service that can jointly address routine and priority issues affecting Peterborough.

#### Devolution

Building on the original government devolution deal, council and Local Enterprise Partnership leaders are now proposing a devolution deal for Cambridgeshire and Peterborough and have agreed to put it out to public consultation.

The proposal to Government to form a Combined Authority for Cambridgeshire and Peterborough is being submitted to Government, the bid to Government includes:

- Investment in a Peterborough University with degree-awarding powers.
- Devolved skills and apprenticeship budget – to give more opportunities to young people.
- Working with Government to secure a Peterborough Enterprise Zone – attracting investment from business leading to more and better quality jobs for residents.
- Working with Government on the continued regeneration of Peterborough City Centre.

#### Cambridgeshire Constabulary – HMIC

The Crime and Policing Bill, which is likely to receive Royal Assent by the end of 2016, aims to build on the police reform carried out through the introduction of Police and Crime Commissioners, the strengthening of the Independent Police Complaints Commission and establishment of the College of Policing.

The Bill comprises nine parts, one of the key areas for consideration is the Emergency Services Collaboration which introduces a new duty on the police, fire and rescue and ambulance emergency services to collaborate, where doing so would improve efficiency or effectiveness. It also enables Police and Crime Commissioners to take on the functions and duties of Fire and Rescue Authorities and to delegate police and fire to a single Chief Officer for police and fire.

A recent inspection by HMIC assessed Cambridgeshire Constabulary as requiring improvement in respect of the efficiency with which it keeps people safe and reduces crime. The inspection found that the force recognises the need to improve understanding of demand on services and is already taking appropriate action. The force is good at using resources to meet demand and works well with other forces and partner organisations to improve efficiency and make savings. However, overall the inspection found the force needs to do more to fully understand demand and to plan for demand in the future. The force is already taking the right steps to address these issues. In last year's efficiency inspection, Cambridgeshire Constabulary was judged to be good.

#### Crime and Incident Data

Police data remains the most consistent source of information in the community safety environment. A focus on the integrity of police data has been ongoing over recent years which has led to an increase across a whole range of crime types.

Nationally, the police recorded 4.6 million offences in the year ending June 2016, an increase of 7% compared with the five previous years. Of the 44 forces, 38 (which included Cambridgeshire) showed an obvious annual increase, which was largely driven by rises in recording of violence against the person and sexual offences. These increases need to be seen in the context of the renewed focus on the quality

of crime recording by the police which is thought to have led to improved compliance with the National Crime Recording Standard, leading to the recording of a greater proportion of crimes that come to the attention of the police. As a result, trends will not always reflect changing levels of criminal activity<sup>6</sup>.

Despite this, examining crime data is a crucial part of any Strategic Assessment and provides the Partnership with guidance when choosing their priorities and is included throughout this document.

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<sup>6</sup> Crime Survey for England and Wales, year ending June 2016

## Existing Priorities

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The Partnership identified a number of priorities in its Safer Peterborough Partnership Plan 2013-2016, an analysis of these priorities is below.

### Priority 1: Addressing victim based crime by reducing reoffending and protecting our residents and visitors from harm

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#### Victim Based Crime

##### **Scale of the Issue**

Victim based crime is a category of crime which includes offences where there is a specific, identifiable victim<sup>7</sup>. It therefore does not include offences 'against society' such as drug or public order offences.

Over the last 12 months<sup>8</sup>, there has been an increase in crime in Peterborough by 15.5% (n=2,492). This has largely been driven by increases in victim based crime but particularly violent crime, which has increased by 27.5% (n=1,015). Nationally violent crime has seen an annual rise of approximately 24%.

Police crime figures around violent crime are particularly hard to interpret. At first sight, they appear to show substantial and worrying increases in a wide range of violent crimes<sup>9</sup>. However, process improvements in the wake of the renewed focus on the quality of crime recording and an increase in the proportion of violent crimes reported to the police are thought to be largely responsible for the apparent growth in violence. This is further endorsed by findings from the Crime Survey for England and Wales (CSEW), which shows no significant change in levels of violence compared with the previous survey year.

Theft offences have increased by 12.6% increase (n=946) over the last year, whilst an increasing trend, this increase is not as marked as that seen in violent offences. The increase has been mainly driven by an increase in vehicle crime offences, which has also been noted nationally. There were 520 more theft from vehicle offences than the previous 12 months. Interestingly, dwelling burglary, which has been a priority for the Partnership for a number of years, has reduced, with 105 less offences than the previous year.

When compared to a group of statistical neighbours, Peterborough continues to show much higher levels of victim based crime. It is currently placed 15<sup>th</sup> out of 15 statistically similar areas, recording 15.5 crimes per 1000 population, compared to the group average of 12.5 crimes per 1000 population<sup>10</sup>.

**Recommendation:** it is recommended that victim based crime is discharged as a priority as it is an extremely wide ranging crime type. The partnership is likely to have a more significant impact if it focuses on a cross-cutting theme such as offender management, success in this area will ultimately lead to reductions in victim based crime. Levels of victim based crime should however continue to be monitored through the bi-monthly performance reports scrutinised by the Safer Peterborough Partnership Board.

#### Offender Management

Offender management has undergone a significant transition under the Government's Transforming

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<sup>7</sup> Offences include All Violence against the person, All Sexual Offences, All Theft offences, All Robbery, All Criminal Damage and Arson

<sup>8</sup> 1<sup>st</sup> November 2015 to 31<sup>st</sup> October 2016

<sup>9</sup> Violent crime covers a range of offences from minor assaults, harassment and abuse that may not result in any physical harm to the victim, to incidents of wounding and murder.

<sup>10</sup> iQuanta data, August 2016

Rehabilitation programme, with delivery of Probation services now split between the public and private sector.

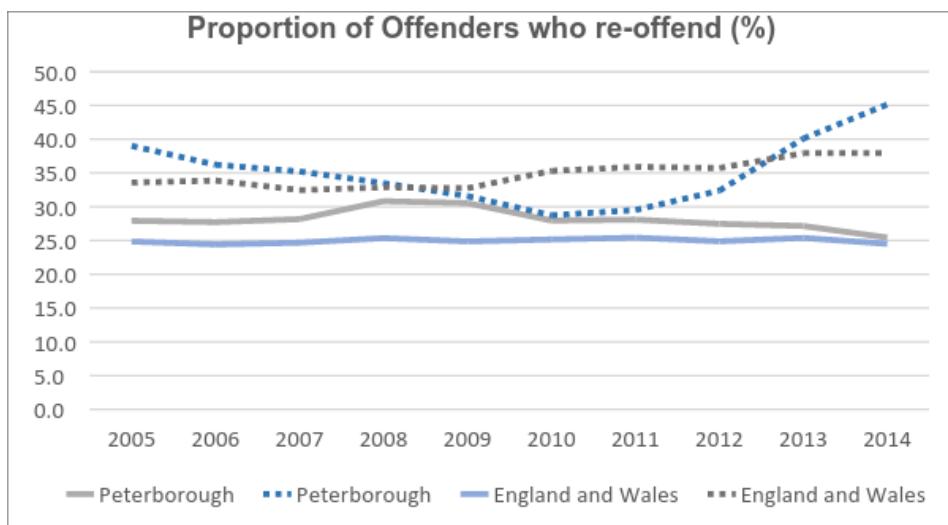
The BeNCH Community Rehabilitation Company (CRC) provides services aimed at rehabilitating medium to low risk offenders given community sentences by the Courts and short sentence prisoners. The new public sector National Probation Service is tasked with protecting the public from the most high risk offenders.

### **Scale of the Issue**

#### Re-Offending

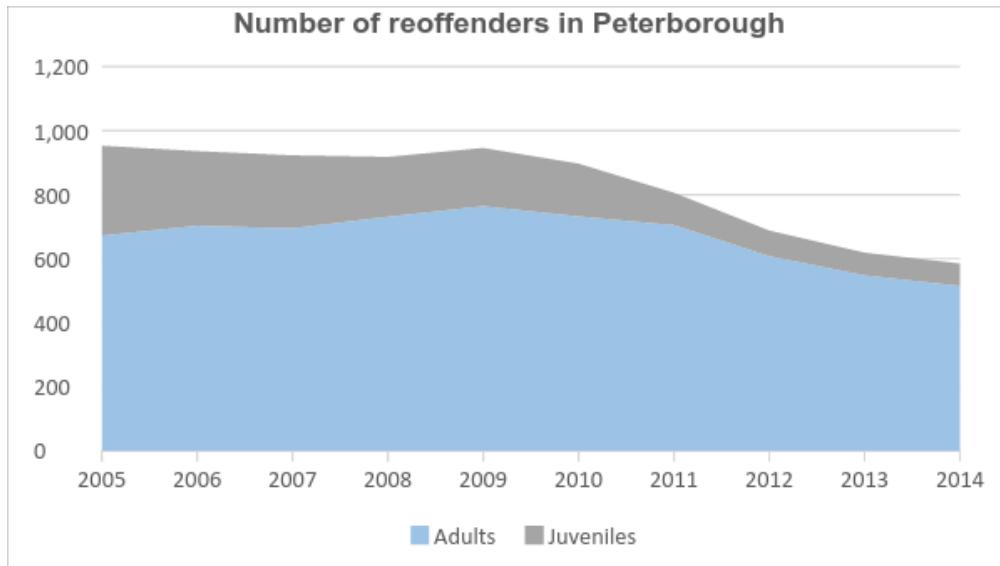
Offenders are amongst the most socially excluded in society and often have complex and deep-rooted health and social problems, such as substance misuse, mental health, homelessness and debt, family and financial problems. Understanding and addressing these underlying issues in a co-ordinated way plays a key role in reducing crime in the long term and breaking the cycle of offending behaviour from one generation to the next.

The most recent data on re-offending is supplied by the Ministry of Justice for the period January to December 2014<sup>11</sup>. The graph below shows Peterborough re-offending rates by adult (26%) and juvenile (45%), compared to the England and Wales average. The percentage of offenders that re-offend in Peterborough is higher than the England and Wales rates. Young people are more likely to re-offend than adults but youth re-offending accounts for only 11% of all re-offences committed.



Whilst reoffending rates are increasing, the numbers of reoffenders (both adult and juvenile) is reducing, as shown by the graph below.

<sup>11</sup> Proven Reoffending for adult and juvenile offenders who were released from custody, received a non-custodial conviction at court, or received a caution in the period January to December 2014



#### Offenders managed through Probation and the CRC

The first set of statistics based on proven reoffending for adult offenders being managed in the community by Community Rehabilitation Companies (CRCs), and by the National Probation Service (NPS), will be published in October 2017. This is the measure against which CRCs will be assessed for the payment by results element of the Transforming Rehabilitation reforms. To address this interim gap in knowledge, the Ministry of Justice has provided interim proven re-offending statistics until final results for these cohorts become available.

The data is only available at CRC level, which covers Bedfordshire, Cambridgeshire, Northamptonshire and Hertfordshire, this is illustrated in the table below.

|  | Number of offenders in the eligible cohort | Number of offenders in the measurable cohort | Number of reoffenders | Number of re-offences | Proportion of offenders who reoffend (%) | Average number of re-offences per re-offender |
|--|--|--|-----------------------|-----------------------|--|---|
| Bedfordshire, Northamptonshire, Cambridgeshire & Hertfordshire | 1,315                                      | 1,269  | 406                   | 1,649                 | 32.0                                     | 4.06  |

The average scores show that, in all but two cases (London CRC and South Yorkshire CRC), each CRC is managing offenders that are less likely to re-offend compared to the baseline year of 2011.

BeNCH CRC are migrating from national case management systems, moving forward the new system will have predicted re-offending built in that can be used to track the impact of interventions.

#### Integrated Offender Management

The Integrated Offender Management (IOM) programme continues to support some of the most problematic offenders in Peterborough. The scheme allows local and partner agencies to come together to ensure that the offenders, whose crimes cause most damage and harm locally, are managed in a co-ordinated way.

Performance of the scheme is measured through a national Home Office system called ID-IOM. There have been significant issues with this system over the last 12 months around the integrity of the data and so performance reporting to the partnership has not been possible, however these issues have now been resolved.

The performance data for the last 12 months shows that of the 82 individuals who were assessed as part of the scheme, there was a reduction in the number of proven offences from 4.02 offences per offender

before they were adopted onto the scheme, to 0.88 offences per offender, following removal from the scheme. This has led to a reduction in the cost of crime linked to this offending cohort, from £976,956 to £132,323.

There is still more work to do to understand the integrity of the performance data but initial findings show the service is effective in reducing the offending of some of the most prolific acquisitive crime offenders.

### Young Offenders

Peterborough's Youth Offending Team is a multi-agency partnership with the Council, Police, Probation and health services in accordance with the Crime and Disorder Act 1988.

The aim of the team is to help prevent young people aged 10-17 from offending, by providing a number of statutory services to young offenders, families, courts, victims and the people of Peterborough.

The Partnership currently monitor the number of young people who are first time entrants into the criminal justice system. The table below shows the first time entrants (FTE) rate for Peterborough per 100,000 of the 10-17 population, together with the national and statistical neighbour average.

| Year    | Peterborough | Statistical Neighbour | England |
|---------|--------------|-----------------------|---------|
| 2012/13 | 606          | 640                   | 532     |
| 2013/14 | 361          | 543                   | 431     |
| 2014/15 | 460          | 489                   | 405     |

The number of first time entrants decreased by 8, from 566 during January 2015 to December 2015 to 558 during April 2015 to March 2015. The statistical neighbour and national averages decreased at comparable rates, by 6 and 12 respectively. Despite the small decrease in the FTE rate for Peterborough the variance percentage remains positive resulting in a red RAG rating.

### Foreign National Offenders<sup>12</sup>

One of the priority themes emerging from the Police Strategic Assessment is the impact of foreign national offenders on offending rates. 17% of people arrested and detained in custody in Cambridgeshire over the last three years are foreign nationals which is disproportionate to the demography of the county. According to the 2011 census, the population of foreign nationals living in Cambridgeshire was 11.1% which represented a 63% increase over a decade.

In Cambridgeshire Foreign Nationals are responsible for a higher than proportionate percentage for offences including, assault, drunk and disorderly, possession of a bladed article, theft and driving whilst under the influence of alcohol or drugs.

Whilst this headline information provides a useful insight into offending, the Census is now five years out of date and so does not provide a reliable indicator of current population levels. Another consideration is that in Peterborough, the majority of migration has come from people from Eastern Europe, with the majority of working age, particularly in the 20-39 age group. When examining this age range only, it could provide a different picture of offending in terms of the proportionality of the nationality of offenders.

### ***Challenges and opportunities that could impact delivery***

- The current Safer Peterborough Partnership Plan does not currently monitor any performance measures for adult offending. This was an issue prior to the transition to the CRC which has become more challenging to resolve across two different service providers and where there is a lack of clarity around data sharing.
- There are gaps understanding the profile of offending across Cambridgeshire. These data gaps will be partly addressed by a Cambridgeshire wide offender profile which has been commissioned, with particular emphasis given to drivers (e.g. drug use, exploitation) and trends behind offenders in the emerging themes of hate crime, vehicle crime, robbery and theft from person. The analysis will give consideration to any influences from the cross-cutting themes identified through the Police Strategic Assessment, such as Foreign National Offenders, Mental

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<sup>12</sup> Cambridgeshire Constabulary Strategic Assessment Update, October 2016

Health and organised crime, and the extent of offender vulnerability and how many offenders could also be considered as victims.

- The youth justice system is currently under review by government with a national 'stocktake' exercise recently completed. Published in February 2016, Charlie Taylor's interim report, 'Review of the Youth Justice System', recommends that young offenders should serve their sentences in schools rather than youth prisons. The report found that since 2006/07 the number of children in custody has declined by 64 per cent to its lowest recorded level, but of those children who remain in custody almost two thirds re-offend within a year of release. There is widespread recognition of the need to address this.

The review recommends that education is put at the heart of the youth justice system with offenders supported in smaller, local secure schools where they can benefit from behavioural expertise, therapies, and the skills needed to get on in life after release.

- The Cambridgeshire Reducing Re-Offending Group is currently considering expanding the remit of the Integrated Offender Management cohort beyond serious acquisitive crime offenders. Proposals being considered by the group include adopting offenders on a risk based approach, which has begun with the inclusion of MAPPA<sup>13</sup> offenders into the cohort. There is also scope to adopt domestic abuse and other offenders.

If the scheme can replicate some of the success it has seen with serious acquisitive crime offenders, this will be a positive step forward.

**Recommendation:** A more integrated working model with the new Community Rehabilitation Company and the National Probation Service is developing and there remain a number of issues that need to be resolved, including performance and evaluation. In addition, the uncertainty of the future of the Youth Offending Service, further to the national review, remains unclear whilst the shape that the reforms will take is unknown. It is therefore recommended that the Partnership continue to prioritise re-offending. The Partnership should consider the inclusion of foreign national offenders as a priority, but may first wish to consider commissioning work to understand the extent of the problem.

A further consideration is the statutory requirement on the Partnership to formulate and implement a strategy to reduce re-offending by adult and young offenders. Until now, this duty has been discharged through the Safer Peterborough Partnership Plan and service specific delivery plans around, for example, youth offending. The Partnership may wish to consider a separate strategy which covers reoffending more holistically to ensure that reoffending is considered in all contexts and should be closely linked to our strategies on substance misuse, homelessness and domestic abuse.

## Domestic Abuse and Sexual Violence

### Scale of the Issue

Domestic abuse offences in Peterborough have risen by 26.3% (n=433) over the last 12 months. In 2015, a report by Her Majesty's Inspector of Constabularies (HMIC) detailed the improvements in the police response to domestic abuse that had taken place across England and Wales. It concluded that recent increases in the number of domestic abuse-related crimes were due, in part, to police forces improving their recording of domestic abuse incidents as crimes and to forces actively encouraging victims to come forward to report these crimes.

Data from the Crime Survey for England and Wales to the year ending March 2015 showed that women, and especially younger women, were 10 times more likely to be victims of domestic abuse than other demographic groups, for example, 12.6% of women aged 16 to 19 were victims in the last year. In comparison, 6.1% of all adults were victims of domestic abuse for the same time period.

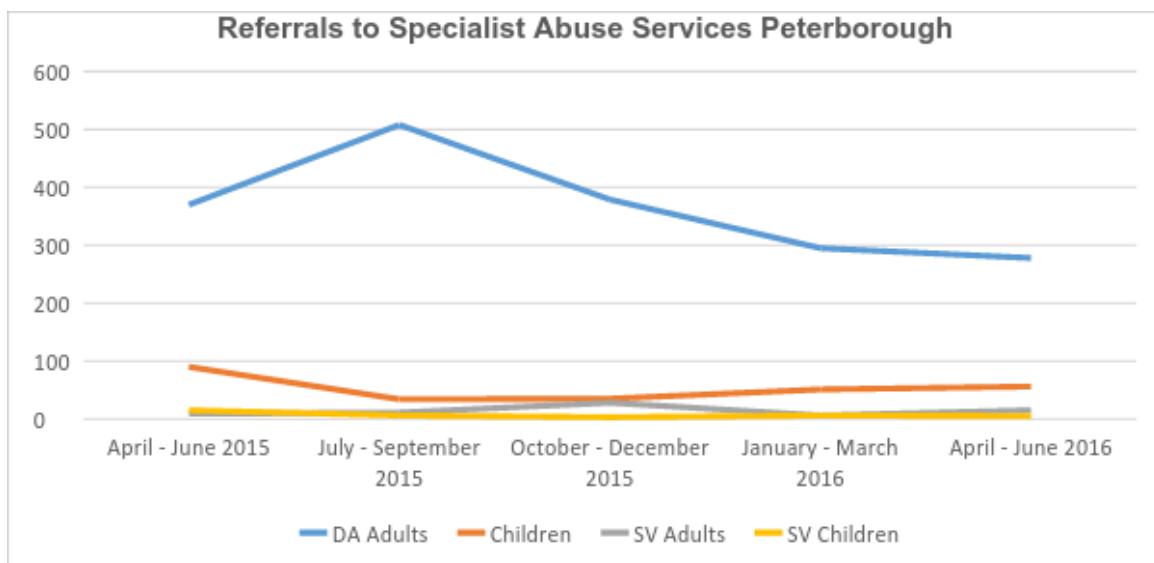
<sup>13</sup> Multi-agency public protection arrangements are in place to ensure the successful management of violent and sexual offenders

There is still an unknown volume of hidden, unreported domestic abuse. Nationally it is estimated that only 16% of domestic abuse is reported to the Police. According to the Crime Survey for England and Wales domestic abuse rates nationally are levelling off, however the survey caps repeat incidents at 5 – removing this cap shows that domestic abuse is up 70% since 2009 which is largely violence against women. The rise however is attributed to the number of incidents, not the number of victims, showing that the level of repeat victimisation is a considerable risk<sup>14</sup>.

Similarly with sexual offences, it is not thought that police recorded crime data currently provides a reliable indication of trends in sexual offences. The increase over the last 12 months (+6.1%, n=25 offences) are believed to have resulted from both an improvement in the recording of sexual offences and an increased willingness of victims to come forward and report these crimes to the police. This is further endorsed by the most recent estimates from the self-completion questionnaire module in the Crime Survey for England and Wales which showed the numbers of those who had been victims of sexual assault had not significantly changed year on year.

In Peterborough there is a range of commissioned services for victims and perpetrators of domestic abuse and sexual violence that provide support from universal services and prevention through to crisis support and criminal justice interventions.

Data on referrals to the Specialist Abuse Services Peterborough service looks to show a decreasing trend in adult referrals over the last six months, however this is mainly due to a higher than average number of referrals between July to September 2015



### **Review of Domestic Abuse Service Provision**

In October 2016, the Government announced a set of priorities for domestic abuse services in response to locally driven change and service reform, ensuring that all local partners are involved to ensure that victims of domestic abuse receive the support they need when they need it.

This followed a Home Office review in 2015 of domestic abuse service provision which found that services struggle to meet the needs of some victims of domestic abuse, namely those (i) with complex needs, (ii) from isolated and/or marginalised communities or (iii) from a BME background.

The Cambridgeshire and Peterborough Violence Against Women and Girls (VAWG) Needs Assessment<sup>15</sup> was commissioned by the Office of the Police and Crime Commissioner in response to the Government's 'End Violence against Women and Girls' 2016 Strategy. An action plan has been developed, which broadly follows the priorities outlined by the Government. This piece of work is being led by the Cambridgeshire and Peterborough Domestic Abuse and Sexual Violence Partnership.

<sup>14</sup> Cambridgeshire Constabulary Strategic Assessment Update, October 2016

<sup>15</sup> Cambridgeshire County Council and commissioned by the Office of the Police and Crime Commissioner in response to the Government's 'End Violence against Women and Girls' 2016 Strategy

Early reports from the Needs Assessment suggests that domestic abuse reporting across Cambridgeshire as a whole is not growing as fast as nationally (19% growth since 2007 compared to 48% nationally). In addition it found that awareness of domestic abuse reporting for the public could be improved and there is disparity in reporting amongst minority ethnic groups. Domestic homicides in Cambridgeshire appear to involve slightly older people (40+) than the traditional risk cohort and work is being done to assess how this correlates with demand from different age groups.

There are a number of initial findings from the Needs Assessment:

- The data capture process informing the assessment shows significant increases in demand for many different domestic abuse services, including Multi-Agency Risk Assessment Conferences (MARAC), domestic abuse outreach provision, as well as community based, voluntary sector-led domestic abuse interventions. However, although there has been a marked and significant increase in the reporting of sexual violence to the police, the trend in increased reporting of domestic abuse to the Constabulary has not kept pace with the national trend, or the with the increase seen across relevant local services.
- Although there are positive developments at a national and local level with regards to the successful prosecution of more VAWG offenders, the rate of attrition between the volume of VAWG incidents reported to the police and the volume of cases being brought before the courts by the CPS is of concern. This factor is also highly suggestive that Cambridgeshire and Peterborough need to further develop and promote social justice outcomes to better support victims and survivors of VAWG.
- There is an emerging trend developing across Cambridgeshire and Peterborough with regards to the frequency, and volume of domestic homicides occurring across the county. There have been six domestic homicide reviews initiated in the county since 2012. Four of these have been within the last 18 months.
- Data on male victims of VAWG-type issues suggests low levels of disclosure and reporting in comparison with the most recent Crime Survey for England and Wales data. This is also true of reporting from 'minority groups' (LGBT, people with disabilities and BME), which suggests low levels of disclosure and reporting in comparison with expected levels of engagement.

### ***Challenges and opportunities that could impact delivery***

- A countywide board for domestic abuse, sexual violence, substance misuse and sexual health is currently being considered which will ensure an integrated and co-ordinated approach to these issues.
- A tender is currently being evaluated which will consider physically bringing together a number of sexual assault services into one hub, this will include Police, Peterborough City Council, Cambridgeshire County Council, Sexual Assault Referral Centre and Rape Crisis. This will allow for an improved service for victims and it is hoped will lead to better outcomes and less attrition.
- The government's programme of Welfare Reform is having an impact on families' budgets and this could be inadvertently causing financial abuse. Universal Credit, when fully introduced to include families in November 2017, is currently planned to be paid monthly and as a single payment to the 'head of the household'. This could lead to an increased need to bargain and negotiate within the household, decreasing one partner's financial autonomy and independence.

The Benefit Cap, which was introduced in autumn 2016, caps a limit on the total amount of certain benefits claimants can get if they are of working age. The benefit cap affected around 450 families in Peterborough, with families losing on average £75 a week, creating further financial strain on families.

In 2017, further reforms will see the support and family element of child tax credits reduced.

### ***Recommendation:***

Demand on domestic abuse and sexual violence services continues to rise, particularly as vulnerable families struggle to cope with the financial and emotional pressures of unemployment, reduced household income and increased indebtedness. The findings of the Needs Assessment around reporting rates, particularly with regard to minority groups and rates of attrition provide further evidence for the need to prioritise this area of work. The Partnership should therefore continue to prioritise domestic abuse and sexual violence.

The Partnership may wish to consider how it prioritises Domestic Abuse for the coming three years, given the Needs Assessment recommends the strategic oversight of local VAWG responses is provided through the Cambridgeshire and Peterborough Domestic Abuse and Sexual Violence Partnership. An independent review of governance structures is due to be commissioned so the Partnership may wish to wait until this review is completed before making a final decision.

## **Substance Misuse**

### ***Scale of the Issue***

#### **Drugs**

Findings from the Crime Survey for England and Wales<sup>16</sup> show around 1 in 12 (8.4%) adults aged 16 to 59 had taken a drug in the last year. This level of drug use was similar to the 2014/15 survey (8.6%), but is statistically significantly lower than a decade ago (10.5% in the 2005/06 survey). Around 1 in 5 (18.0%) young adults aged 16 to 24 had taken a drug in the last year. This proportion is more than double that of the wider age group.

Prevalence of opiate and crack use in Peterborough is higher than the national average and remains a costly burden on society. It is estimated that we have 1,291<sup>17</sup> opiates/crack cocaine users in Peterborough, however every user not in treatment is estimated to commit crime costing society £26k per year. A typical addict spends around £1,400 per month on drugs: 2.5 times the average mortgage.

#### **Treatment**

The new substance misuse service, CGL Aspire, went live on 1<sup>st</sup> April 2016. The new service provides integrated drug and alcohol services for adults and young people in Peterborough, offering a single point of contact for individuals who have a substance misuse issue.

When engaged in treatment, people use less illegal drugs, commit less crime, improve their health, and manage their lives better – which also benefits the community. Preventing early drop out and keeping people in treatment long enough to benefit contributes to these improved outcomes and are priorities for the partnership. As people progress through treatment, the benefits to them, their families and the community start to accrue.

Peterborough's penetration rate for drug treatment is significantly above the national average (65.1% v 51.6%) suggesting the current treatment system works well in engaging drug users. There is no equivalent data for alcohol. However, a rudimentary calculation using the estimated prevalence of high risk drinking (n=2,768) then it appears approximately 12% of these people are engaged in structured alcohol treatment. This suggests there is a significant number of high risk drinkers who are not engaged with treatment services<sup>18</sup>.

Data for 2014/15 showed 0.3% of people in Peterborough would wait for over three weeks for drug treatment. This is one of the lowest proportions in the Eastern region suggesting good access to drug treatment services in Peterborough

<sup>16</sup> Drug Misuse: Findings from the 2015/16 Crime Survey for England and Wales

<sup>17</sup> Estimated prevalence of opiate and/or crack cocaine users per 1,000 population aged 15-64 for 2011/12, <http://fingertips.phe.org.uk/topic/drugs-and-alcohol>

<sup>18</sup> NDTMS DOMES report Q1 2016/17

The percentage of opiate drug users that left drug treatment successfully<sup>19</sup>, who did not represent to treatment within six months in Peterborough in 2015 was 5.4%, for non-opiate users it was 29.2%. For alcohol the successful completion rate is 41.6% compared to a national average of 39.5%. This indicates a slight deterioration in successful treatments for opiate and non-opiate users and both rates are lower than comparator local authorities. This may be linked to the transition to the new treatment provider in April 2016.

A higher than average number of people in drug treatment in Peterborough have parental responsibility for one or more child.

Peterborough has an improving rate of concurrent contact with mental health services and substance misuse services for alcohol misuse and for drug misuse in the eastern region. Given the research on high rates of mental health problems amongst people who misuse drugs and alcohol this is an encouraging picture.

#### New psychoactive substances (NPS)

The rise in use of New Psychoactive Substances (NPS) has caused concern across the country, more so the ability to respond to this issue as some of the substances are legal. Intelligence gathering has been key to understanding the scale of the problem locally. The latest available published data (September 2016) shows that in Peterborough the number of young people (aged 14-15) assessed as using NPS by specialist services in the previous year was less than five. This equated to 1% of the work of the young people's service. It should be noted that national data indicates an average of only 6%, so this data would suggest that NPS is not being seen in specialist young people substance misuse services.

Similarly, published data on adults in treatment who used NPS also shows less than five new presentations in the period. However, unpublished data for 2016-17 to date shows 16 adults have presented to local treatment services with NPS issues. Use of other drugs support intelligence that Ecstasy and other drugs associated with clubs and the dance scene are more popular. Nationally, the picture is slightly different, with three times the proportion (33% compared to 11%) of non-opiate using individuals who were using NPS within the cohort of users of club-related drugs. However, nationally only 1,500 people fell into this category. This may indicate that specialist drug treatment service data may not be the right place to look for users of NPS.

Extrapolations of the data taken from the Crime Survey for England and Wales suggests that in Peterborough we might expect to have between 700 – 800 NPS users, the majority of whom will be aged under 25. They are more likely to be young men, using other drugs and alcohol in the context of the night time economy.

Leaders of adult and children's services, criminal justice agencies (with the exception of the prison) and the police are not seeing evidence of recreational use of NPS on a significant scale.

However, there are two further considerations for further investigation:

- It is possible that NPS harm incidents are misinterpreted. For example, a person may be believed to be drunk or mentally unwell when an adverse reaction to NPS is in fact being seen.
- Linked to this, Ambulance Service and A&E colleagues may have further information to assist the local picture. Developing this knowledge could be included under the work to strengthen data sharing between these agencies and the Safer Peterborough Partnership, proposed under the Local Alcohol Action Area bid.

What is clear is that in Peterborough local soft and hard data on NPS should be monitored and partners should work together to ensure appropriate interventions are in place.

#### Drug Related Deaths

The National Crime Agency reports that UK drug related deaths are at an all time high with heroin and morphine a contributing factor in the majority of cases and this has been reflected in Peterborough. Between 2013-2015 there were 31 drug related deaths in Peterborough, or 5.3 per 100,000 population,

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<sup>19</sup><http://fingertips.phe.org.uk/search/drug#page/0/gid/1/pat/6/par/E12000006/ati/102/are/E06000031/iid/91117/age/182/sex/4>

this is higher than the national average of 3.9 deaths per 100,000 population.

#### Alcohol Related Crime

From a 2014/15 baseline Peterborough has experienced a 19.6% increase in violence against the person offences, almost all of this increase can be linked to violence without injury offences. Current crime data shows a 34.1% increase of all violent crime within Peterborough city centre, with 21.6% being alcohol related. A night time economy review has shown that between January to August 2016 at least 56% of city centre violent crime is attributable to the NTE.

#### **What we have achieved**

The Constabulary, in partnership with key agencies, have demand strategies for both substance misuse and alcohol, some of the key outcomes delivered over the last 12 months include:

- Development of the Integrated Recovery Offender Programme in Peterborough to support frequent attendees in Police custody with intervention support.
- Improved partnership working with CPFT (Mental Health) and Substance Misuse Services to review good practice and “what works” to strengthen the pathways for Dual Diagnosis.
- Development of a joint Harm Reduction Forum to strengthen the sharing of harm reduction initiatives countywide and commence development of a joint action plan.
- Work has been undertaken with partners to develop internal and external alcohol awareness campaigns including ‘Dry January’, ‘Know your limits’, units and glass size.
- Partnership working with local businesses to support their understanding of their responsibility to train their staff and the consequences of irresponsible alcohol sales, which lead to vulnerable people becoming victims of crime or involved in the act of a violent crime.
- Operation Themis is a dedicated policing operation committed to the night time economy. It consists of a police team deployed in the town centre each Friday and Saturday night between 2200 – 0600 hours. Operation Themis officers receive clear tasking and briefing prior to deployment and are expected to deal with alcohol harm issues, vulnerability and violent crime.
- The Police and licensed premises take part in the NightSafe Pubwatch scheme where information is freely shared in relation to problematic night time economy offenders. Currently 118 individuals are excluded from NightSafe registered premises. Exclusions are proactively enforced and have been highly effective in preventing and deterring alcohol harm. Whether a formal warning letter or absolute exclusion, at least 98% of those excluded do not come to the attention of the scheme again.

#### **Challenges and opportunities that could impact delivery**

- Over the last decade, in around half of all violent incidents, the victim believed the offender to be under the influence of alcohol at the time of the offence, a proportion that increases in incidents between strangers, in the evening and at night, at weekends and in public places. Part of the Government's response to this is the development of Local Alcohol Action Areas Programme Phase 2. Peterborough has applied for support under this programme and awaits a decision on whether it has been successful.
- Data sharing between the partnership and the NHS in terms of alcohol related admissions to Accident and Emergency has been mixed. The value of this information is critical to understanding the true extent of alcohol related violent crime and this should be addressed.
- The impacts of the austerity measures and Welfare Reform are still unfolding. The current economic climate means that drinkers are choosing to drink more at home and this presents some real challenges about how to influence their behaviour to prevent alcohol related violence and disorder.

**Recommendation:** The prevalence of drug and alcohol issues is inextricably linked to the complex interplay of health, social and economic factors affecting the city. Substance misuse impacts across many areas of community safety and drug dependency remains a significant contributory factor to acquisitive and some violent crimes and for this reason should remain a priority for the Partnership.

A clear association exists between mental illness and drug and alcohol dependence. Mental health is a recommended priority later in this document. The Partnership may wish to consider whether it prioritises mental health and substance misuse as inter-linked cross-cutting themes.

## Road Safety

### Scale of the Issue

Road traffic collisions can have a devastating impact not only for the people directly involved, but also for their families, friends and wider community. On average, every day during 2014 in the UK almost 5 people were killed and a further 60 seriously injured in reported road traffic accidents.

In addition, there is a significant financial cost associated with road traffic accidents. The table below details the average costs per road traffic casualty and accident. Based on this information from the Department for Transport we can estimate that the costs associated with all accidents on Peterborough roads in 2014 was £33.4 million.

| Accident/casualty type     | Cost per casualty | Cost per accident |
|----------------------------|-------------------|-------------------|
| Fatal                      | 1,742,988         | 1,953,783         |
| Serious                    | 195,863           | 223,870           |
| Slight                     | 15,099            | 23,544            |
| Average for all severities | 52,529            | 74,280            |
| Damage only                | -                 | 2,096             |

Around 95% of all road traffic collisions involve human behaviour as a contributory factor. To reduce the number of accidents on Peterborough roads there is a need to influence attitude and change the behaviour of road users on our network, through education, publicity, training and enforcement.

In 2015 there were 65 people killed or seriously injured (KSI) on Peterborough's roads (75 the previous year) and 721 slight injuries (599 previous year). This equates to a year on year reduction in KSIs by 13% which is far higher than the national reduction in KSIs of 3% (comparing 2015 to 2014). Although casualties across the Peterborough area are falling, Peterborough is still in the bottom quartile when compared to other authorities. The data suggests Peterborough residents are at greater risk of being involved in a road traffic collision, as shown in the table below<sup>20</sup>.

|               | KSI | Slight | Total       |
|---------------|-----|--------|-------------|
| Peterborough  | 4.2 | 33.4   | <b>37.5</b> |
| Great Britain | 4.9 | 33.9   | <b>38.9</b> |

Of those killed or seriously injured, 3 were young people, 8 were pedestrians and 10 were cyclists. Whilst this downward trend is encouraging, preliminary figures for the first six months of 2016 show numbers are unlikely to remain as low as in 2015. For the first six months of 2016, there have been 37 KSIs.

### Current progress

The Cambridgeshire and Peterborough Road Safety Partnership's (CPRSP) vision is to prevent all road deaths across Cambridgeshire and Peterborough and to significantly reduce the severity of injuries and subsequent costs and social impacts from road traffic collisions.

The Road Safety Service is responsible for delivering a programme of work to reduce and prevent casualties. Data is kept under review and activities are developed and adapted as required. Key themes of work include:

- **Children and Young People**

The CPRSP has a target to reduce the number of children killed and seriously injured on the roads by 40% by 2020.

Work in primary and secondary schools is targeted in areas where children are more at risk of being involved in accidents. Activities include Junior Road Safety Officer Scheme, Pedestrian Training, Scooter Training, Theatre in Education, Be Safe Be Seen campaign and workshops delivered in partnership with Peterborough United that combine sustainable active travel with road safety messages.

<sup>20</sup> Comparison to national data 2014 casualties per 100 million vehicle Km

- **Young Driver**

Reducing the number of young drivers injured on our roads is a key theme for the CPRSP. During 2014 Various activities delivered by the CPRSP to this age group include:

- Drive to Arrive which is a series of workshops delivered in schools/colleges by various partner agencies.
- A pilot of a large scale young driver event at Huntingdon Race Course which brought together both private and public sector organisations who have an interest in reducing road traffic casualties. The event covered all aspects of driving from choosing an instructor to what happens if it all goes wrong.
- Theatre in Education covering drink and drug driving messages. This was not only delivered in schools but also other organisations with large numbers of young people, including the RAF.
- Modified Crash Car, a Ford Focus ST which simulates a crash and which attends various schools/colleges and events across the area.

- **Motorcyclists**

Motorcyclists are 30 times more likely to be killed or seriously injured in crashes than car drivers. Injuries to motorcyclists are out of proportion with their presence on UK roads. Motorcyclists are around 1% of traffic, however during 2014 they accounted for 17% of all KSIs on Peterborough Roads.

Activities delivered during the year include:

- Bike Safe, a training programme delivered by advanced police motorcyclists.
- Pit stop and dealership days.
- Attending the National Motorcycle News Show at East of England Showground.
- Various publicity campaigns which link with national campaigns including 'Think Bike Think Biker' which is aimed at car drivers.

In Peterborough there has also been an increase in the number of riders aged 16 – 19 years injured on mopeds. 'Scooter' days are delivered at Peterborough Regional College which combines skills tests, assessed rides with information about the need for correct equipment. Scooters are also tested to see if they have been de-restricted.

**Recommendation:** The number of those killed or seriously injured on our roads is decreasing. Road safety education, training and publicity is a statutory duty of the local authority and Peterborough City Council continues to deliver programmes to promote safer use of the roads. The Cambridgeshire and Peterborough Road Safety Partnership provide overall governance of all road safety issues in Peterborough and in order to simplify the reporting process, it is recommended that they retain sovereignty for oversight of road safety across Peterborough and Cambridgeshire.

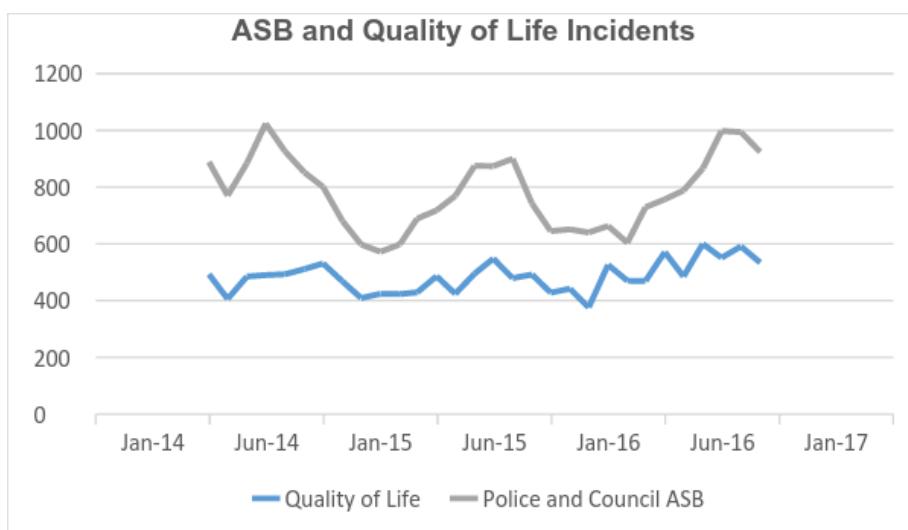
It is therefore recommended that Road Safety is not adopted as a priority by the partnership.

## Priority 2: Tackling Anti-Social Behaviour and Improving Quality of Life

Anti-Social Behaviour (ASB) are incidents that may still be crimes in law, such as littering or dog fouling, but are not of a level of severity that would result in the recording of a notifiable offence.

There were 8,822 incidents of ASB in Peterborough which were recorded by the police over the last year<sup>21</sup>, a decrease of 4% compared with the previous year. This is broadly in line with a national reduction in ASB by 6%.

In 2014, the Partnership created a new measure called 'quality of life' which was an attempt to measure ASB more broadly than just those incidents reported to the Police. Quality of life incidents include graffiti, littering, noise complaints, primary fires, needle finds, planning enforcement activity, plus a number of other indicators. The graph below shows the trend in ASB reported to both the Police and the Council and the number of quality of life incidents.



Anti-social behaviour in all its forms is a very visible sign of disorder in our communities and is closely linked to perceptions of safety, satisfaction with the local area as a place to live, and confidence in local services. Despite reductions in the numbers of incidents reported to the police, anti-social behaviour and quality of life issues remains a concern to local residents.

The Anti-Social Behaviour, Crime and Policing Act was introduced in 2014 which streamlined the 19 ASB tools into 6 faster and more effective powers and abolished Anti-Social Behaviour Orders (ASBOs). The ASBO has been replaced by the Criminal Behaviour Order (CBO), which unlike the ASBO, can contain a positive requirement imposed by the court to address an individual's behaviour.

Under the Crime and Disorder Act, the Partnership has a statutory duty to tackle anti-social behaviour and the Partnership's multi-agency ASB Case Review Group provides the primary mechanism for prevention, response and enforcement.

### ***Challenges and opportunities that could impact delivery***

- A Police survey which asks people how they think the Police and the Council are dealing with crime and ASB issues that matter in their area shows that, over the last 12 months, 64% of people tended to agree with this statement. The introduction of the Prevention and Enforcement Service will have a significant impact on the way the public view both partnership working and the ability of the police and council to effectively deal with how anti-social behaviour is identified and managed. Part of the remit of the service is on training more staff to be able to deal with ASB cases, and there is also an acknowledgment that prevention of ASB will be prioritised alongside

<sup>21</sup> October 2015 – September 2016

statutory enforcement functions.

- There is good evidence of working with partners to achieve shared goals. The multi-agency case review group is working well to address ASB cases with a high and medium risk. This model has been replicated recently to address the issue of street life in the City Centre, with a particular focus on those who are persistent rough sleepers, street drinkers or beggars.
- There is however currently no single multi-agency strategy that defines our approach to address anti-social behaviour, and this should be a priority for the Prevention and Enforcement Service.
- Future funding for the eCins, the ASB case management tool, is a potential area of risk for the Partnership. The current contract is due to expire in June 2017. eCins is currently used to manage ASB cases along with street sex workers, street life and other quality of life issues and allows visible case management, across agencies.
- The identification of repeat victims of ASB continues to present challenges for the partnership. It must develop robust methods of capturing the details of victims at the time of reporting and ensuring the risk assessment methodologies are used to identify those at greatest risk.
- Currently formal referral pathways and arrangements for joint working are limited, which means that opportunities to address some of the underlying causes of anti-social behaviour may be missed. The introduction of the Targeted Youth Service may provide opportunities for addressing this and joint working between the two services, including analysis of workflows, should be considered.
- There is a gap in putting robust exit strategies in place following enforcement activity, at both a community and individual level, so that changes in behaviour are sustainable.
- National research identifies that individuals with physical disabilities and those with mental health issues are more likely to be victims of ASB. This national picture is anecdotally reflected locally where individuals are referred to the ASB management group.

**Recommendation:** ASB should be discharged as a priority for the Safer Peterborough Partnership, despite the scale of the issue, the trend in incidents is reducing. The processes in place for dealing with high risk ASB cases is well embedded across the partnership and there are a number of examples of excellent joint working. In addition, the focus of the newly created Prevention and Enforcement Service will allow for ASB to be dealt with in a more holistic manner.

ASB is linked to a wide range of other issues including hate crime, the Night Time Economy, problem drug and alcohol use, mental health, family issues and housing and a single strategy should be developed that looks to address these issues in a universal way.

## Priority 3: Building Stronger and More Supportive Communities

### Community Cohesion and Population Change

Community cohesion and integration has risen higher up the political agenda in recent months following Brexit, with policy makers more alert to the high levels of segregation in parts of the country, as well as inequality both between and within ethnic groups. A study by the Public Exchange Policy Think Tank<sup>22</sup> shows that Peterborough is ranked 143 out of 160 cities for integration (1 being the most integrated). The report found that integration tends to be higher in the suburbs and satellites of major cities. The report found a lack of integration associated with places with large shares of Pakistani Muslims as well as recent arrivals from Eastern Europe and deprived households.

#### **Scale of the Issue**

##### Hate Crime

A key measure of cohesion in our communities is the presence of hate crime. The latest national figures relating to hate crime show a year on year increase of 19% with over three-quarters recorded as race hate crimes.

In Peterborough there have been 366 hate crimes reported to the Police over the last 12 months which represents an increase of 25%. There are a number of factors linked to this increase and as discussed previously in this document, the Constabulary's drive to improve their recording compliance, especially for violence against the person and public order offences, is likely to have made a significant impact on this increasing trend. In addition, a greater awareness of hate crime, and improved willingness of victims to come forward, is also likely to be a factor.

An examination of levels of hate crime (specifically racially or religiously aggravated offences) around the EU Referendum in June 2016 shows a sharp increase in the number of racially or religiously aggravated offences recorded by the police following the EU Referendum. The number of racially or religiously aggravated offences recorded by the police in July 2016 was almost 50% higher than in July 2015.

Figures have now stabilised to the level of the previous year, however there has been a steady year on year rise in hate crime across Cambridgeshire since July 2012 with hate crime significantly higher in the 12 months to August 2016 than at the year-end position and at the same time the prosecution possible outcome rate has failed to improve (25.8% v baseline 28.2%)<sup>23</sup>.

True Vision is the online reporting facility developed by Government so that hate crimes can be reported online, if victims do not want to report directly to the police. Between 2015/15 there were 44 incidents reported through True Vision for the whole of the Constabulary area, a 29% increase on the previous year.

#### **What we have achieved**

The Hate Crime Action Plan sets out the Government's programme of actions to tackle hate crime until May 2020. The plan prioritises a number of issues including increasing reporting, improving support for hate crime victims and improving data to build our understanding of hate crime. Our local Hate Crime Action Plan echoes this approach and has prioritised a number of issues:

- Increase the number of hate incidents and crimes being reported to the police, third parties and through True Vision.
- Increase victim's confidence in reporting methods, reduce repeat victimisation and the impact of hate crime.
- Increase the proportion of police investigations resulting in detection and perpetrators engaged in reparation type activities

<sup>22</sup> <https://policyexchange.org.uk/publication/integration-index/> The report uses data from the 2011 census of England & Wales and focuses solely on places (towns, cities, London boroughs) with populations over 20,000 with ethnic minority populations (defined as all non-white British) of over 15 per cent

<sup>23</sup> Cambridgeshire Constabulary Strategic Assessment Update, October 2016

- Build stronger and more supportive communities.

The Hate Crime Officer (funded through the Partnership and employed by Cross Keys Homes) has now been in post for 12 months. Cross Keys Homes track outcomes for both communities and for victims, an example of some interventions is below:

| <b>Communities</b>   | <b>Victims</b>   |
|--|--|
| Promotion of Hate Crime Awareness and reporting: there is established contact with community groups both through events (Celebrating Diversity Day, Aiming High Day, International Friendship Day, Hate Crime Awareness Week) and through direct work. | Victim who is transgender was supported to report to the police and felt that they had a positive experience which they then shared with their friends.                                    |
| Established links with 12 community groups/agencies ranging from Little Miracles, charity for parents with children who have disabilities to ICash, LGBTQ drop in. Gained trust of agencies and their service users and improved confidence.           | Victim targeted due to their race was unhappy with police response, police and Hate Crime Officer took action and prevented bad press. The person is now becoming a Hate Crime Ambassador. |
| Improved confidence in the police – supporting agencies and service users to report to the police (especially with agencies such as G4S). Victims sharing their experience within their community.   | Transgender student feeling unsupported at school, that staff did not respect their identity. Work completed with school and CSC, and student able to remain in school.                    |
| Known point of contact for agencies and service users e.g. access into City College who have invited the Hate Crime Officer to work with them following work with Day Opportunities.   | Asylum seekers targeted on a bus, very Fearful of the police and did not want to report. Supported to report, joint work between G4S, Hate Crime Officer and Police.                       |
| Communication material – now have a set of communication material for SPP that is current and supports events, that can be used by the partnership.  | Overall nine cases have required intervention by the Hate Crime Officer to support reporting and access to services.   |

### ***Challenges and opportunities that could impact delivery***

- There is a national and local recognition of underreporting of hate crime and the use of True Vision needs further promotion.
- Social media has changed where hate crime happens and provides a new way to reach a victim in their own home. In addition, campaigns of prejudice and harassment often now have online as well as offline dimensions to them. This forms part of an increase in digital crime. Whether there is enough digital expertise to investigate these digital crime scenes is a key question for the Partnership.

**Recommendation:** Whilst population change and community cohesion are important priorities for Peterborough, the area where there is the most significant risk of harm is hate crime. Hate Crime should therefore continue to be a priority for the Partnership and should fall under a new priority of 'Hate Crime and Preventing Violent Extremism'.

### **Prevent**

The UK faces a severe and continuing threat from terrorism. The Government is taking security measures to keep people safe, but action at a local level is also essential to stop people becoming, or supporting, terrorists or violent extremists. Partners have a statutory duty to co-ordinate local delivery of Prevent, the prevention element of the national Counter Terrorism Strategy, CONTEST.

The main delivery mechanism of Prevent is through the Channel Programme which focuses on providing

support at an early stage to people who are identified as being vulnerable to being drawn into terrorism.

The programme uses a multi-agency approach to protect vulnerable people by:

- Identifying individuals at risk
- Assessing the nature and extent of that risk
- Developing the most appropriate support plan for the individuals concerned

Channel is well established locally with a single Cambridgeshire and Peterborough board, chaired by the Head of Youth Offending from Peterborough.

A significant increase in referrals into Channel from across Cambridgeshire and Peterborough has been seen over the first eleven months of the year compared to the same period last year, rising from twenty one cases to thirty nine. Of those, seven were offered an intervention compared to one in 2015. Cases were referred from a variety of sources but came mainly from schools, the police and the Probation Service.

Peterborough referrals accounted for 56.5% of the total cases which came to the countywide panel. The concerns expressed in referrals vary widely, ranging from comments made in school, viewing inappropriate websites, engaging in debates and discussions on websites and include expressed wishes to travel. A number of the cases include significant mental health concerns, learning difficulties or neuro-developmental issues.

Considering Peterborough referrals between January and the end of November 2016, 86% were rejected while 14% (3 cases) were offered an intervention. One was a youth and two were adults. In contrast in 2015, 95% of cases were rejected. Only one intervention was offered in 2015.

The extensive programme of WRAP (Working to Raise Awareness of Prevent) training is being delivered locally with no additional resources and this may not be sustainable. Increased awareness is also starting to generate increased levels of referrals, which is the desired outcome, but will need to be monitored to ensure capacity is there to deal with the additional demand effectively.

The increase in the number of referrals to the Channel panel indicates an improved awareness in the local area of the importance of Prevent and that the Prevent Action Plan is having an impact. There has also been a reduction in the number of cases rejected by the panel which suggests a better understanding of the type of cases which need to be referred. However the relatively small number and type of cases receiving an intervention reflects the local counter terrorism profile's view that the risk and threat of terrorism in Peterborough remains low.

The newly formed Cambridgeshire Partnership Prevent Delivery Board now meets on a quarterly basis and has strategic oversight for Prevent. The purpose of the group is:

- To take action, in partnership, to prevent people from being drawn into terrorism and reduce the risks of radicalisation within Cambridgeshire.
- To ensure that the statutory Counter Terrorism and Security Act 2015 'PREVENT' requirements are met by all partners within Cambridgeshire.
- To inform, monitor and respond to recommendations arising from the bi-annual Counter Terrorism Local Profile. (CTLP)
- To inform, and share with partners across Cambridgeshire, emerging trends, threats and community tensions relevant to the PREVENT agenda.

#### ***Recommendation:***

The current economic and political climate is exacerbating community tensions, driving up hate crime (which can be an indicator of radicalisation) and raising the level of fear in our communities. Support for extreme right wing views is becoming more visible and acceptable, particularly around emotive issues such as the EU refugee crisis, Brexit and fears about ISIS. Online and remote radicalisation makes those in more isolated communities vulnerable, with limited access to alternative narratives.

For these reasons it is recommended that the Partnership continue to prioritise Hate Crime and Prevent. It is recommended that the name of this priority is changed to 'Hate Crime and Preventing Violent Extremism'.

## **Priority 4: Supporting High Risk and Vulnerable Victims**

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### **Child Sexual Exploitation and Missing from home**

#### ***Scale of the Issue***

##### **Child Sexual Exploitation**

Child sexual exploitation (CSE) offences continues to rise in line with increasing professional and public awareness of these types of offences. The number of offences with a CSE marker increased by 76.5% year on year and offences with a child abuse marker by 18.4%<sup>24</sup>. Since the introduction of the Child Sexual Abuse marker in April 2016 there have been 39 crimes raised.

Performance data from April 2016 shows that the police and education services continue to make the majority of referrals from a CSE perspective. Cases are predominately female and aged 13-17. Partners have produced a comprehensive list of those young people that are deemed to be at risk of CSE across services and have divided this list into those who are vulnerable and those 'at risk', which has enabled a better targeting of resources.

There are currently<sup>25</sup> 35 young people who have a risk of child sexual exploitation identified and who are open to Children's Social Care. Whilst it is the case that identified victims of this type of exploitation have been overwhelmingly young women nationally, the service continue to highlight to practitioners the need to be alert to the potential for young males to also be exploited in this way.

##### **Missing**

There has been a considerable drive to improve the reporting of missing children and young people over recent years, which also makes comparing current rates of reported missing with rates missing in previous years unreliable. The frequency of missing incidents does vary over the year and generally fewer incidents are reported during winter months.

In 2016/17 thus far there have been 319 episodes of missing from home or care. 219 individual children have gone missing. In the majority of episodes children have returned to their home or placement within 24 hours. In most cases children have only had 1 incident of missing (176).

More males have gone missing compared with females. Most of the missing children were White British and the majority of missing children are aged between 14 -16. 20 of the young people who have had missing episodes are flagged as at risk of CSE.

#### ***What we have achieved***

In March 2016 an Operational Group was established to provide a multi- agency forum to co-ordinate the identification, monitoring and review of all high risks cases of missing and cases where CSE is a risk factor within Peterborough. It is an information sharing forum and provides intelligence on the profile of offending within the locality, evaluates any links between those young people missing from education and those vulnerable to going missing or CSE and is alert to any young people coming to the attention of the Channel Panel where other vulnerability factors are present.

Young people who have been identified as being at potential risk from child sexual exploitation have a risk assessment completed with them, which is used to inform planning to help to keep them safe.

The most recent audit (completed in September 2016) of the effectiveness of the use of the risk assessment was encouraging, in that in the great majority of cases (80%), the auditor found that the risk assessment appropriately included the voice of the young person, information from parents and carers and including positive and protective factors associated with the young person. The latter is important in ensuring engagement with young people. Audits are regularly undertaken and these areas for improvement will continue to be reviewed.

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<sup>24</sup> Data for Cambridgeshire as a whole.

<sup>25</sup> October 2016

Risk assessments for young people who go missing are completed and used in a similar way. Where the missing risk is associated with potential involvement in offending or other issues, the individual plan developed for the young person will be different from plans put in place to safeguard young people from child sexual exploitation but the process is essentially similar.

All agencies have had access to training through the Peterborough Safeguarding Children Board. In addition, Chelsea's Choice, a play which highlights the issue of child sexual exploitation, was re-run in schools in Peterborough in September and the session for parents was well attended.

***Recommendation:***

Statutory guidance identifies the Local Safeguarding Children Board (LSCB) as having the lead role in co-ordinating and ensuring the effectiveness of the work of their members in tackling child sexual exploitation. The guidance also says that Community Safety Partnerships have an important role to play and that links between the two 'can be used to ensure a common understanding of the nature of the problem, local priorities and how different agencies will cooperate to address it'. In addition, Ofsted consider strong governance arrangements between the respective boards of the LSCB, CSP and H&WB as being indicative of a holistic approach to CSE being taken; with links to related strategies such as those covering gangs, domestic abuse, licencing and Personal, Social and Health Education (PSHE) in Schools.

In the light of this guidance, the Partnership should consider how it prioritises CSE and Missing to ensure that the issue retains significance for the Partnership, without duplicating the work of other statutory boards.

## Emerging Issues

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The analysis and scanning process which formed part of this Strategic Assessment, identified one cross-cutting theme which the Partnership may wish to consider for prioritisation.

### Mental Health

Mental health is a theme impacting all areas of delivery across the Safer Peterborough Partnership. The impact of mental health on community safety is recognised as important but has been difficult to impact upon, made more complex because data is not always routinely collected and accessible.

Mental ill health is the largest cause of disability in the UK, representing 23% of the burden of illness. At least one in four people will experience a mental health problem at some point in their life and one in six adults has a mental health problem at any one time.

This is reflected by an estimate of over 28,000 adults living with a common mental health disorder (CMD) in the Peterborough and Borderline area and a predicted rise in prevalence of 8.2% by 2030. In 2014/15, over 11,000 referrals were made to secondary care (specialist) mental health services for adults in the Borderline and Peterborough system.

The information drawn from a recent Joint Strategic Needs Assessment on Mental Health<sup>26</sup> suggests that Peterborough faces potential challenges with promoting mental health and preventing mental illness. Many of the recognised risk factors for poor mental health are found at a higher rate in the Peterborough Unitary Authority area compared with England, East of England and Cambridgeshire. These risk factors include higher rates of socio-economic deprivation, children in care, violent crime, some types of drug misuse, homelessness, relationship breakdown, lone parent households and household overcrowding compared with East of England and most England averages.

High levels of crime, undermine mental wellbeing. Violent crime is linked to mental health problems including depression, anxiety and post-traumatic stress disorder, suicide, and misuse of drugs and alcohol. A strong negative relationship has been found between rates of violent crime in an area and the mental wellbeing of residents living there.

Recent work by the Constabulary suggests that 14% of total incidents had a mental health marker across Cambridgeshire<sup>27</sup>.

The Mental Health Crisis Care Concordat is a national agreement between services and agencies involved in the care and support of people in crisis. It sets out how organisations will work together better to make sure that people get the help they need when they are having a mental health crisis.

The Concordat focuses on four main areas:

- Access to support before crisis point – making sure people with mental health problems can get help 24 hours a day and that when they ask for help, they are taken seriously.
- Urgent and emergency access to crisis care – making sure that a mental health crisis is treated with the same urgency as a physical health emergency.
- Quality of treatment and care when in crisis – making sure that people are treated with dignity and respect, in a therapeutic environment.
- Recovery and staying well – preventing future crises by making sure people are referred to appropriate services.
- Although the Crisis Care Concordat focuses on the responses to acute mental health crises, it also includes a section on prevention and intervention

In accordance with the Crisis Care Concordat, the adoption of a partnership approach with key agencies

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<sup>26</sup> Mental Health & Mental Illness of Adults of Working Age Joint Strategic Needs Assessment 2015/16

<sup>27</sup> Cambridgeshire Constabulary Strategic Assessment Update, October 2016

is essential in developing the right capacity and capability to respond to mental health issues in an effective, efficient and legitimate way.

***Recommendation:***

It is recommended that mental health is adopted as a key cross cutting theme. Investigation of the impact of mental health on crime and disorder, including building a stronger data picture around vulnerability and complex needs for both victims and offenders is required to understand how the needs of victims and offenders with mental ill health are impacting on community safety.

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