

ADULTS AND COMMUNITIES SCRUTINY COMMITTEE	AGENDA ITEM No. 7
14 NOVEMBER 2017	PUBLIC REPORT

Report of:	Adrian Chapman, Service Director, Communities and Safety	
Cabinet Member(s) responsible:	Cllr Irene Walsh, Cabinet Member for Communities	
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REPORT ON VICTIM BASED CRIME IN PETERBOROUGH

R E C O M M E N D A T I O N S	
FROM: Adrian Chapman, Service Director, Communities and Safety	Deadline date: n/a
<p>It is recommended that Adults and Communities Scrutiny Committee:</p> <ol style="list-style-type: none"> 1. Endorse the approach taken by the Safer Peterborough Partnership to reduce victim based crime in Peterborough. 2. Agree to scrutinise the Safer Peterborough Partnership’s Reducing Re-Offending Strategy at a future meeting. 	

1. ORIGIN OF REPORT

1.1 The Adults and Communities Scrutiny Committee, in its capacity as the Crime and Disorder Scrutiny Committee, requested regular reports on the crime and quality of life issues that are having a significant impact on the people of Peterborough.

2. PURPOSE AND REASON FOR REPORT

2.1 To allow the Committee, in their role as the Crime and Disorder Scrutiny Committee, to understand the extent of victim based crime (including domestic abuse) occurring in Peterborough and the interventions that are in place to reduce offending.

2.2 This report is for the Adults and Communities Scrutiny Committee, sitting as the Crime and Disorder Scrutiny Committee to consider under its Terms of Reference No 2.2 Functions determined by Statute: To review and scrutinise crime and disorder matters, including acting as the Council’s crime and disorder committee in accordance with Sections 19 of the Police and Justice Act 2006

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

Is this a Major Policy Item/Statutory Plan?	NO	If yes, date for Cabinet meeting	
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4. BACKGROUND AND KEY ISSUES

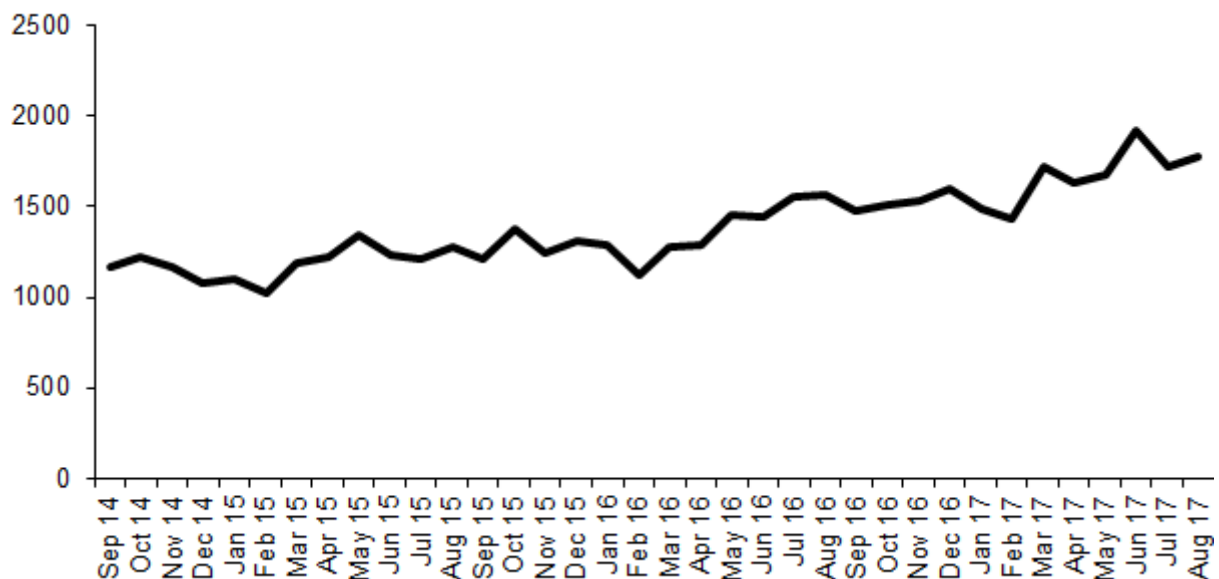
4.1 Victim Based Crime

Victim based crime is a category of crime which includes offences where there is a specific, identifiable victim. Offences include:

- Violence against the person
- Sexual Offences
- Theft offences,
- Robbery
- Criminal Damage
- Arson.

It therefore does not include offences 'against society' such as drug or public order offences.

4.2 The graph below shows the trend for victim based crime levels in Peterborough since 2014.



4.3 Over the last 12 months (1st October 2016 - 30th September 2017), there were 19,781 victim based crimes recorded in Peterborough, which is an increase of 20.6% (or n=3,378) when compared to the previous year. This has largely been driven by increases in violent crime, which has increased by 30.7% (or 1,404). Nationally violent crime has seen an annual rise of approximately 24%.

4.4 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 crime. 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 the levels of violence compared with the previous survey year.

4.5 A significant proportion of violent crime can be linked to domestic abuse; in the last year domestic abuse accounted for almost 14% of total victim based crime. Peterborough has notably the highest rates of domestic abuse incidents within Cambridgeshire, there were 2,750 domestic abuse offences in Peterborough between 1st October 2016 and 30th September 2017, an increase of 35.2% compared to the previous year.

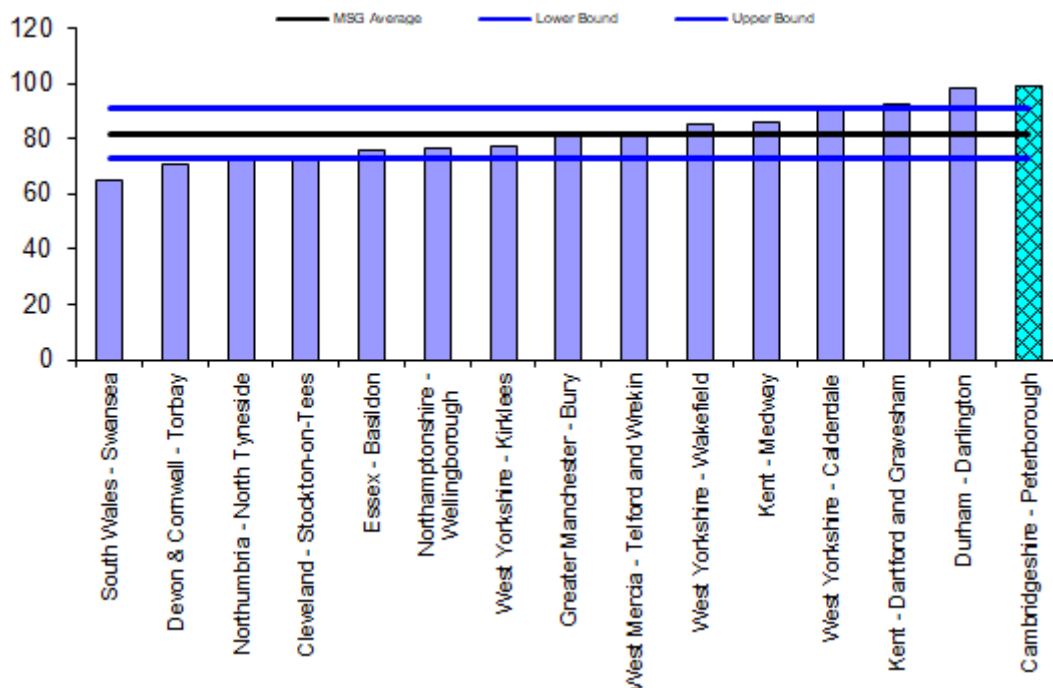
4.6 The recently produced Violence Against Women and Girls Needs Assessment outlines the extent of domestic abuse occurring across Peterborough and Cambridgeshire. This is available to members of the committee on request. The findings of the Needs Assessment will be taken forward by the new Violence Against Women and Girls Strategy 2017-2021 for Cambridgeshire and Peterborough.

4.7 Domestic abuse is a high risk / harm / cost issue which impacts all communities, individuals and agencies across Cambridgeshire. The most recent data (Cambridgeshire Violence Against Women and Girls (VAWG) Needs Assessment, 2017) shows that:

- There were 12,300 police recorded incidents of domestic abuse in 2015/16, with 80% of victims being female. Investigating domestic abuse crimes is now the force’s single largest workload
- There were 7,900 VAWG-related crimes recorded by the Constabulary in the same year
- Around 20% of all reported incidents of domestic abuse feature a male victim
- One in ten Year 10 girls report that they have been put under pressure to have sex or do sexual things with a previous or current boyfriend
- Around 50% of children’s social care caseloads across the county reflect some form of domestic / sexual abuse element
- An estimated 80% of domestic abuse and sexual violence crimes are never reported.

4.8 In terms of other crime types which impact on overall victim based crime, theft offences have increased by 15.5% (n=1,315) over the last year in Peterborough to a total of 9,825. This increase has been driven by an increase in shoplifting offences, which has also been noted nationally. There were 517 more shoplifting offences than the previous 12 months in Peterborough. Dwelling burglary, which also forms part of the ‘theft’ category has increased, albeit at a much lower rate, increasing by 1% compared to the previous year.

4.9 It is possible to compare Peterborough to a group of statistical neighbours, which are other areas of the country which are demographically similar to Peterborough and include places like Wellingborough, Swansea, Wakefield, Bury and Darlington. Peterborough continues to show higher levels of victim based crime when compared to the average for the group and is currently placed 15th out of 15 statistically similar areas, recording 98.8 crimes per 1000 population, compared to the group average of 81.4 crimes per 1000 population¹. This is illustrated in the graph below.



4.10 Interventions to address victim based crime

There are a number of interventions in place, across the partnership, to reduce victim based crime. This includes projects run by the Youth Offending Team, HMP Peterborough, Probation and the Community Rehabilitation Company (BeNCH). Below is a snapshot of two of those schemes which are working well, however resources only allow the schemes to manage around 150 offenders

collectively as the work is so intensive. These schemes are:

- Integrated Offender Management Scheme (IOM)
- Integrated Recovery Offender Programme (IROP)

4.11 The IOM Scheme

Integrated Offender Management (IOM) brings a cross-agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together. The scheme in Peterborough is currently managing 79 offenders who have committed offences such as burglary, robbery, theft from vehicles, possession of drug offences, theft and shoplifting.

4.12 The Home Office has a method of measuring the scheme which looks at the cost of crime that individuals place on society before they enter the scheme, whilst they are on the scheme and once they have been discharged from the scheme. The latest local data is illustrated in the table below and shows positive results for those who are managed by the scheme.

Area	Total cost of crime before and during the scheme	Total cost of crime after de-selection from the scheme	Percentage cost reduction
Peterborough	£1,811,374	£447,221	75.31%
Cambridgeshire (including Peterborough)	£4,369,656	£757,025	82.68%

4.13 Information from offenders on the scheme reveals that their offending behaviour is often driven by a lack of secure accommodation. Once offenders are released from prison a lack of suitable housing can mean that they sleep rough or sofa surf, both of which may mean associating with other drug users. In addition, a number of offenders have been placed in temporary accommodation out of the area which has major complications for those who have to dispense prescriptions to address their substance misuse, as they can't make the necessary arrangements in time.

4.14 Another issue which is often highlighted by offenders is in relation to their attitudes, thinking and behaviour which plays a major part in their reoffending. Cognitive skills programmes aim to replace negative and ingrained thinking patterns with thoughts that promote positive behaviour choices. These programmes aim to assist offenders in becoming more reflective and considerate of others in their response to potential problems and more open-minded, reasoned and deliberate in their thinking. Access to interventions to address this, such as counselling, is very limited, with long waiting lists and whilst offenders wait, the cycle of offending continues.

4.15 IROP

IROP is an intensive support programme for those in the criminal justice system who are repeat offenders (low level crime, such as shoplifting) as a result of their substance misuse (drug and alcohol) problems. CGL Aspire (Peterborough's drug and alcohol treatment service) provide an intensive support model with the aim of empowering individuals to address their often complex needs, in order to maximise engagement in treatment and challenge offending behaviour. IROP provides support to offenders to get into education, training and employment, as well as providing stable accommodation and finance, benefit and debt advice.

4.16 This form of intensive casework, as demonstrated in the IOM scheme, has shown similar positive results in breaking the cycle of offending. Data for June 2017 shows reduced Police custody costs from £102,440 to £36,192 for those offenders managed by the scheme. This only relates to costs of each individual being in custody and does not include wider costs of crime so the impact is potentially even more significant.

4.17 Other Schemes

There are a number of other interventions on offer in Peterborough which impacts significantly on victim based crime and those who perpetrate these offences. The Youth Offending Service and a number of other organisations adopt restorative approaches to dealing with offenders, which brings those harmed by crime or conflict and those responsible for the harm into communication, enabling everyone affected by a particular incident to play a part in repairing the harm and finding a positive way forward.

4.18 Interventions to specifically address victims of domestic abuse

The outcomes of the Needs Assessment will now inform development of a new Cambridgeshire and Peterborough wide Strategy & Action Plan, expected to be signed off by the Partnership Board in November 2017. The strategy will reflect national and local priorities.

4.19 The aim of the strategy and supporting action plan is to 'reduce the harms associated with Violence Against Women & Girls (VAWG) to prevent these crimes from occurring in our communities'.

4.20 To achieve this aim, the Domestic Abuse and Sexual Violence Partnership will work, according to the national serious / organised crime strategy, to:

- Prevent people from becoming perpetrators and victims of VAWG
- Protect victims and their families, whether or not they choose to report crimes to the police
- Pursue perpetrators through the criminal justice system and ensure that they face the consequences of their actions
- Prepare and support victims to recover from the impacts of violence and abuse.

4.21 This vision is supported by three countywide priority areas (2017-21) established through the needs assessment and strategy development processes, where we want to make a significant impact through the partnership. These priorities are:

- To develop a specialist countywide, outreach provision (beyond July 2018) which is community-based and accessible to all (this includes requests for service from internal and external partners)
- To develop a countywide, multi-agency domestic abuse unit to facilitate a 'single point of entry' to local specialist services, and to rationalise existing provision and pathways
- To ensure that accessible awareness-raising and community development / resilience-building resources and activities are developed and supported, especially those targeting specific demographics, such as young people and children, those from A8 communities (especially Lithuania), those from Black Minority Ethnic and Refugee (BMER) or Lesbian, Gay, Bisexual, Trans and Queer (LGBTQ) communities, older people, and those with disabilities.

4.22 Work already commenced at a County level to address these areas of need are:

- Commissioning a countywide outreach service (until July 2018 only) via the Department for Communities and Local Government (DCLG) grant award
- Developing a common accommodation-based approach to tackling domestic abuse across Cambridgeshire and Peterborough via Domestic Abuse Housing Alliance (DAHA) accreditation, via the DCLG grant award
- Providing community-based trauma therapy for young people aged 13-19 via a Home Office grant award (2017 – 2020) for VAWG transformation
- Providing schools, special schools, Pupil Referral Units, Further Education and Higher Education colleges with awareness and support services via CCC, PCC, Centre 33, YMCA, SexUality, and other partners
- Developing community-based projects to address the needs of young people who use violence and abuse in their relationships with Youth Offending Service, Ormiston Families, and YMCA
- Developing community-based awareness and prevention projects to address the needs of young victims / those at risk of victimisation in partnership with CCC, PCC, and YMCA
- Providing extra dedicated resource at the Victim and Witness Hub (including the provision of Community Psychiatric Nurses) to support victims of VAWG

- Developing a single, countywide Independent Domestic Violence Advisory Service and Multi-Agency Risk Assessment Conference (MARAC) process.

4.23 Our approach moving forwards

The Safer Peterborough Partnership has an officer who is currently working with partners to produce a Reducing Re-Offending Strategy, which is a statutory requirement for every community safety partnership. The strategy will outline the partnership's approach to reducing re-offending, and therefore victim based crime.

4.24 Recorded crime and the cost of crime to victims and communities is increasing and this is unacceptable. This strategy will focus on how collaborative working can be enhanced, thereby ensuring we each target our finite resources to their maximum effect. The Safer Peterborough Partnership recognises that further reductions in crime can only be achieved via integrating our work to manage offenders in a way which gives them the best opportunity to abandon criminality and help their communities by leading law abiding lives.

4.25 Peterborough City Council stakeholders will continue to work closely with regional partners and colleagues to ensure that local needs and resources are acknowledged and resources allocated onto domestic abuse / violence against women and girls.

5. **CONSULTATION**

5.1 There is no requirement for formal consultation in relation to this matter, however this issue has been discussed at length by the Safer Peterborough Partnership Board and will be discussed again at the meeting in November.

6. **ANTICIPATED OUTCOMES OR IMPACT**

6.1 It is anticipated that the Reducing Re-Offending Strategy will form part of a multi-agency response to reduce victim based crime.

7. **REASON FOR THE RECOMMENDATION**

7.1 That the committee endorse the approach being taken by the Safer Peterborough Partnership in their efforts to reduce victim based crime and for the committee to agree to scrutinise the Reducing Re-Offending Strategy at a future committee meeting.

8. **ALTERNATIVE OPTIONS CONSIDERED**

8.1 No alternative options have been considered at this stage.

9. **IMPLICATIONS**

Financial Implications

9.1 None.

Legal Implications

9.2 None.

Equalities Implications

9.3 The Council has a duty to provide appropriate services to vulnerable groups, as established by the Equality Act 2010. Most relevant to the provision of outreach services are duties to provide for:

- Women
- Those with disabilities
- Age

- Ethnicities
- Sexuality.

The recent (2017) VAWG needs assessment has shown that the above groups constitute the greatest cohorts of need across the county.

Rural Implications

9.4 There are no specific rural implications.

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 None.

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