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For each main theme, the document will include:-

- Current evidence of need
- Key CSP/Pan Cheshire initiatives and commissioning
- Challenges to delivery
- Recommendations / intelligence gaps to be filled

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## Introduction & Purpose

This is the first Pan Cheshire Crime and Disorder Strategic Assessment. The Transforming Community Safety (TCS) Programme recognises that each of the four community safety partnerships (CSPs) who are commissioned, in part, by the Police and Crime Commissioner (PCC) for Cheshire, share common strategic areas.

By producing a single strategic assessment, the PCC, local authority leaders and CSPs can further understand key issues/threats and have a consistent evidence base to inform commissioning and activity. This is also supported by developing a consistent set of performance information, representing each CSP.

Continually dwindling and differing resources, both financially and professionally, have necessitated a review of how community safety partnerships work, sharing of best practice and how to deploy our resources where they are most effective.

As this is the first year of the assessment, it also captures the needs of the sub-region with regard to working together beyond the TCS project.

It is not the purpose of this assessment to provide a commentary regarding performance on all crime / incident types, or replace local operational analysis. It is not a police document and should not be confused with police strategic assessments produced within the national intelligence model.

**Priority areas:** Following an interim assessment in 2014 and discussions with partners, the strategic assessment has

focused on current shared priorities across pan Cheshire and other areas identified for further overview, namely:

- Reducing the impact of drug and alcohol misuse on our communities
- Re-offending
- Anti-social behaviour
- Protecting vulnerable people against violence, harm and victimisation (including domestic abuse, sexual violence, hate crime and child sexual exploitation)
- New Psychoactive Substances (NPS)
- Road safety

For each main theme, the document will include:-

- Current evidence of need (data trends, national/local intelligence)
- Current key CSP/Pan Cheshire initiatives and commissioning
- Challenges to delivery
- Recommendations (including identified intelligence gaps)

Contributors to this document are:

- *Cheshire Fire & Rescue Service*
- *Warrington Community Safety Partnership*
- *Halton Community Safety Partnership*
- *Cheshire West & Chester Community Safety Partnership*
- *Cheshire East Community Safety Partnership*
- *Cheshire Constabulary*
- *Transforming Community Safety Programme office and project leads*
- *Local authority research and intelligence, public health and children services*

## Executive Summary

### Commitment

There is leadership commitment through the TCS programme, Community Safety Chairs and PCC's office for the development of a Pan Cheshire Community Safety Needs Assessment (CSNA).

### The Assessment

The purpose is to provide a more consistent and collective understanding of the key issues/threats that we are facing to support joint activities and commissioning.

Whilst immediate cash savings may not always be realised, working together brings about consistency and focus on where best value can be delivered and reduce duplication of effort.

### Community Safety Landscape

Our population continues to grow and as with many places across the UK, we have an ageing population. Our communities range from affluent areas to those falling within the 20% most deprived in the country.

Local evidence suggests a link with deprivation and crime. Continuing austerity is likely to impact on our communities and affect other key determinants such as employment, health and wellbeing.

Crime and anti-social behaviour rates have been on a positive downward trend for several years and overall, we compare relatively well with other similar police forces and community safety partnerships.

More recently there have been significant organisational changes, which include the establishment of the new Community Rehabilitation Company (CRC) to manage low level offending and Cheshire Constabulary is working within a new operating model.

### Key findings

*Note: refer to each chapter for detailed findings and recommendations*

CSPs across Cheshire share many priorities, with some minor variations due to the geographical and cultural differences within each area. These similarities enable cross boundary working. Examples include the development of the Pan Cheshire Child Sexual Exploitation Strategy, the work of the Transforming Community Safety (TCS) subgroups and road safety initiatives.

Recommendations within the CSNA support the development of joint strategies (e.g. Domestic Abuse, Hate Crime) and continuation of Pan Cheshire working/activity (where possible).

**Early integrated support** should remain a priority. Community safety teams are integral to both the Troubled Families (TF) programme and the Complex Dependencies project (CDP), which will work alongside each other. The CDP is expected to work with 10,000 families across Cheshire. The second phase of the TF programme has extended criteria to those affected by domestic abuse.

## Executive Summary

**Anti- social behaviour (ASB)** continues to reduce across each local authority area, but remains the highest demand in terms of call service after crime incidents for the police and a key issue for all CSPs to address. ASB features as part of the CDP programme, but there are also opportunities to:

- Explore how we can better respond to ASB that does not have a regulatory/statutory response;
- Develop better data sharing/linking systems with Housing Associations;
- Review and ensure there are no gaps for identifying vulnerable persons or where people do not reach statutory thresholds (e.g. mental health services).

**Activity to reduce Re-offending** has seen many changes with the introduction of the Community Rehabilitation Company (CRC) from April this year. Outcomes are awaited following the review of performance measures with Greater Manchester and the current review of the Navigate Scheme (which manages priority and prolific offenders- PPO).

CSPs continue to have a statutory duty for re-offending and all partners need to prioritise those offenders causing most harm to the community that we live in.

**Domestic abuse & sexual violence** has seen an increase in the number of offences, although this could be related to people feeling more confident with reporting incidents to the Police. Recommendations include;

- Continued commissioning of Independent Domestic Violence Advocates (IDVAs) within hospitals

- Abuse affecting older people has been identified as a gap with a recommendation to commission a review of the current picture.
- Need to ensure financial sustainability of services.
- Reconfirm the pathway process with general practitioners (GPs) as referrals are considered to be significantly low.
- Ensure we have appropriate interventions to support 16 and 17 year olds who harm others in their intimate relationships.
- Address demand pressures, such as current waiting lists for perpetrator programmes.

**Protecting the most vulnerable** - The new policing model has seen the formation of the Public Protection Directorate – dealing with the most vulnerable members of the community. Protecting the vulnerable is a priority across all community safety areas.

Cheshire Fire & Rescue Service (CFRS) enrich household data received from the NHS with a variety of risk weightings to visit 25,000 people per year. These people, who are mainly elderly people who live alone, are at heightened risk of fire and as mortality data shows are also at risk of excess winter mortality, falls and loneliness. CFRS are working closely with health partners to explore opportunities to collaborate and deliver services differently to reduce risks to this group.

Police data remains the most consistent source of information in the community safety environment (Domestic Abuse, Hate Crime, and ASB). As such, it is important to encourage reporting to address the current under reporting in areas such as Hate Crime and Domestic Abuse.

## Executive Summary

**Global conflict** continues in the world, which increases the violent extremism and the national terrorist threat. A new statutory duty which came into force July 2015 requires local authorities and other public bodies to have systems in place to prevent extremist radicalisation taking place within their domain.

**Reducing the impact of alcohol related harm** - as with many towns and cities, alcohol misuse continues to remain a key priority and has been a priority for a number of years for each CSP, featuring as a Health & Wellbeing priority.

National, regional and local evidence indicates that Accident & Emergency (A&E) assault data is important to making our licensing authorities more effective, providing a better evidence base and outcomes for improved and safer night time economies for all to enjoy. Recommendations include the implementation where possible, across the Cheshire 'footprint' of:

- Minimum Unit Price – continued engagement with Merseyside.
- A&E data recording and sharing that meets the standards of Cheshire West, consistent alcohol qualifiers and specifically the 'Cardiff model' / Licensing requirements.
- Late night levy's / voluntary agreement schemes ('Ipswich model').

**Reducing the impact of drug related harm** - drugs remain a key issue and 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 effects of such substances have been seen in children/young people and our priority and prolific offender cohorts. The National Prison Service has

recently raised concerns with regard to the number of deaths suspected to be attributable to NPS use. There are opportunities to join up our shared understanding and responses across Cheshire.

**Technology** provides new opportunities for criminality, but it also provides us with better and faster communication links with our citizens through mechanisms such as Facebook and Twitter – reaching potentially larger number of people. Malicious communications is an area we need to explore further and how it is impacting on our communities.

**Road Safety** has remained a local priority for Cheshire East, who have higher numbers of those killed and serious injured when compared to other authorities. Recommendations focus on capacity and capability to undertake statistical analysis of road collision / casualty data and solutions to share qualitative incident data.

**Future Pan Cheshire Needs Assessment:** The next key step will be to determine the future of such an assessment, potentially commissioning specific themed assessment on areas we know little about.

**Community Safety Assessments and analytical support:** A common underlying theme across many CSPs is the need for greater local intelligence support, from access to data, ability to overlay datasets for geographical mapping, to research and analysis. This is considered a high priority with a recommendation that a review be undertaken to explore need and current capacity. Better, joined up intelligence is crucial to responding to issues around licensing to local organised crime.

# Chapter 1:

## The Community Safety Landscape

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This chapter provides an overview of the people, place and commissioning landscape

## The Community Safety Landscape

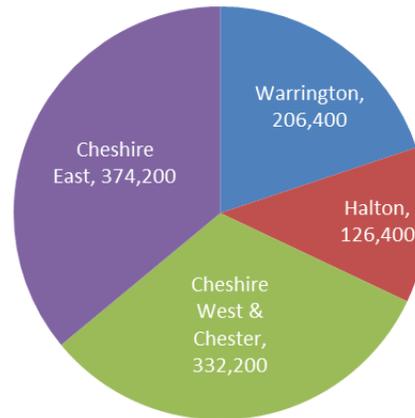
### People and place

Cheshire has a population of just over one million (1,039,200)<sup>1</sup> Between the Census in 2001 and 2011, there was a 4.39% growth in population, representing 44,264 people. This was below the England and Wales increase of 7%.

Projections from 2012 to 2022<sup>2</sup>, show a growth rate of 4% for Cheshire, representing approximately 41,000 people. This also remains below the projected growth rate for England at 7% to 2022. Projected growth is more prevalent in Warrington (8%) and Cheshire East (4%). For all localities within Cheshire, the most significant increase is in the age group 65+, with an even higher expected increase in the 90+ population. Whilst those aged 0-18 remains relatively steady across Cheshire, Warrington is anticipating a 7% projected increase in this age group by 2022.

While the growth in the over 65 population in Cheshire is not as pronounced as some other areas of the country, it still presents the most significant challenge for all local authorities in relation to the provision of effective public services. Ageing population

**Population make up**  
ONS, Mid 2014 population estimates)



features as a priority for Health and Wellbeing Boards. There are over 205,000 people aged over 65 - nearly 20% of the total population. Nearly 53,000 of these are over 80 with Cheshire East and Cheshire West and Chester having the highest proportion.

Compared with the England and Wales average, Cheshire is not especially ethnically diverse, with 6% not classified as White British. However there are a number of other ethnic groups that make up the population of the area, notably:

White Other (21,321); White Irish (6,589); Asian/British Asian (16,011) and Mixed/multiple ethnicity (10,423). Warrington and Cheshire East have a slightly higher proportion of Black & Minority Ethnic (BME) communities.

The 2011 census showed that over the past decade the Eastern Europe population has grown.

To view full Cheshire Census profile, view new releases 14 using the following link: [select here](#)

<sup>1</sup> ONS mid 2014 population estimates

<sup>2</sup> ONS 2012 Subnational population projection tool SNPP  
Cheshire Fire & Rescue 2014-15 PESTELO Analysis

## The Community Safety Landscape

### People & Place continued...

Cheshire also attracts a seasonal population of tourists, mostly affecting the rural areas of Cheshire and Chester City, also home to Chester Racecourse, which can attract 30,000 visitors during the summer season. In the last weekend of August, Daresbury welcomes over 50,000 music fans to the Creamfields festival.

CWaC, Cheshire East and Warrington are university student locations. The three authorities also feature in the top places to live in the North West.

Cheshire may be viewed stereotypically as an affluent, largely rural (and flat) landscape; the reality is somewhat more complex, with one local authority falling within the 20% most deprived in the country.

The 2015 Indices of Deprivation was released at the end of September 2015 and local analysis of the findings will now be taking place. However, the headline ranks are shown below.

	Local Authority 2015 <sup>3</sup> rank (2010 rank)
0 – most deprived	Halton – 27 <sup>th</sup> (27 <sup>th</sup> )
163 - mid	Warrington 147 <sup>th</sup> (153 <sup>rd</sup> )
	Cheshire West – 163 <sup>rd</sup> (171 <sup>st</sup> )
326 – least deprived	Cheshire East – 223 <sup>rd</sup> ( 226 <sup>th</sup> )

Crime and ASB for 2014/15 showed that Halton had significantly higher rates (slightly above the England & Wales average), indicating a link between deprivation and crime. Crime and ASB data across all the CSPs demonstrate higher rates in the more deprived areas.

Deprivation alone does not cause people to commit crimes. However, 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 to visitors and resident’s thereby increasing fear<sup>4</sup>.

<sup>3</sup> Indices of Deprivation 2015 (File 10), rank of average score

<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

## The Community Safety Landscape

### Commissioning landscape

#### Cheshire Police & Crime Commissioner (PCC)

In 2011, John Dwyer was elected the first Police and Crime Commissioner for Cheshire. In early 2015, he refreshed his PCC Crime plan for the period 2014-16, setting out his vision for policing and community safety across Cheshire, namely to:-

- Enhance frontline policing to enable the Constabulary to prevent and further drive down crime.
- Protect Cheshire's communities from harm.
- Support victims and witnesses of crime and take a robust stance in tackling those who continue to re-offend.
- Continue to build on the strong partnership between the police and the communities of Cheshire.
- Ensure the delivery of an efficient and effective police service. This will include building on the use of innovative technology to deliver better services to the communities of Cheshire.

#### Victim Services Commissioning

Victim Support was awarded a new contract for victim support services until the end of November 2015. The service also manages the Restorative Justice Process. After November 2015, The PCC's office has commissioned Cheshire Constabulary to create an integrated victim service, building on services that are currently in place.

See Appendix 1 for commissioning relating to victims.

#### Locality based commissioning

Each Local Authority undertakes their own commissioning activity - for example, drug and alcohol treatment services and specific youth diversionary activity to prevent anti-social behavior.

There are opportunities to develop shared commissioning and this has been achieved in some areas such as Domestic Abuse in the commissioning of a single Rape & Sexual Assault Aftercare Service.

To join up any current local commissioning and identify opportunities, there needs to be a timetable and plan developed. The alcohol work stream has shown that Drug & Alcohol Action Teams are at differing stages of the commissioning cycle, with some having recently renewed contracts.

## The Community Safety Landscape

### Key Structural changes

During 2015, there have been significant structural and organisational changes, which have impacted on the community safety environment and ways of working. These impacts are yet to be fully realised, as major changes have a settling in period. The key changes include:

**Community Rehabilitation Company (CRC).** Cheshire & Greater Manchester CRC were chosen as the organisation to manage low level offending (70% of offender caseload) following the reorganisation of the Probation Trust in 2014-15. The impacts on offender management and our partner interactions will develop as the company settles in to the new remit.

**Cheshire Constabulary** is in the implementation phase of a new operating model following a complete review of current service delivery. The outcome will deliver significant savings whilst enhancing frontline and neighbourhood policing. Cheshire Police are one of the few forces to still be recruiting new officers and this restructure will increase frontline numbers. The impacts of austerity cannot guarantee that this will be sustained or continued.

The force structure has seen the creation of 8 Local Policing Units (LPUs), each will be made up of a number of beats. .

•Warrington •Widnes •Runcorn •Chester •Crewe •Ellesmere Port •Macclesfield •Northwich

Response and proactive policing will be coordinated across Cheshire and protective services will be enhanced by the setting

up of the new Public Protection Directorate & Major Crime Directorate.

**Sub-regional working** model - the potential impacts are not yet fully understood

For a wider view of changes affecting the community safety environment, see the PESTELO analysis at Appendix 2. (Political, Economic, Social, Technological, Legislative, Environmental & Organisational analysis).

## Chapter 2:

# Overall Crime in Cheshire

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This chapter takes a brief look at crime rates in Cheshire and the national picture

## Overall Crime

**National data** - recorded crime in the year ending March 2015 increased by 3% possibly as a result of improved compliance in national recording standards.

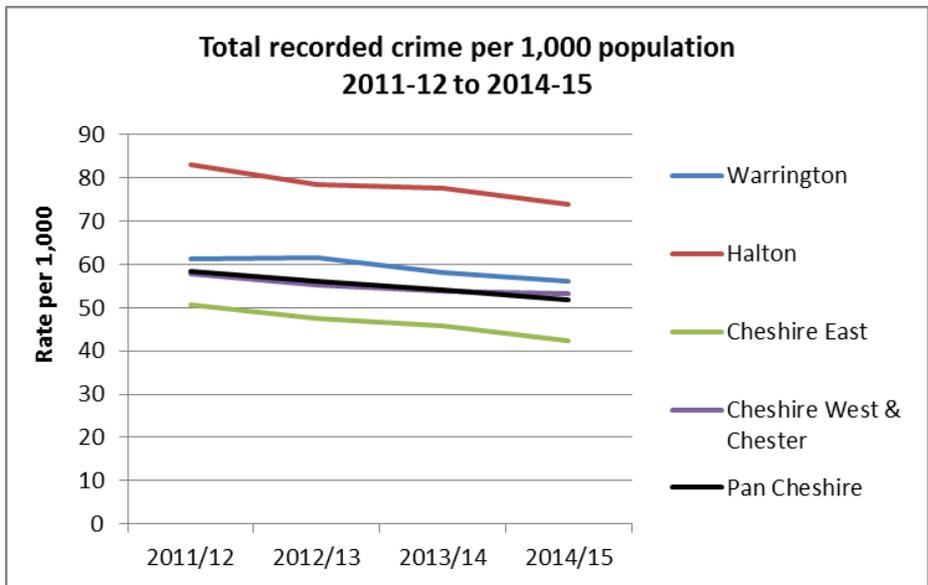
Latest results from the Crime survey for England and Wales (CSEW) shows that for the offences it covered (incidents against households and resident adults aged 16 and over) there was a 7% decrease compared with the previous year survey, the lowest estimate since CSEW began in 1981. However, most individual crime types did not see a significant fall, the only major category to see a reduction was theft.

**Local data** - crime in Cheshire has been steadily reducing over the past four years and is 11% lower than in 2011/12 and - 4% lower than for the same period last year<sup>5</sup>.

Appendix 3 provides an overview of performance trends, showing changes in key recorded crime measures. It also provides a comparison for each CSP area with their most similar groups (MSG)<sup>6</sup> where this data is available.

<sup>5</sup> All crime indicators have been sourced from Cheshire Constabulary performance console – NPU control charts.

<sup>6</sup> MSG data sourced from [www.police.uk](http://www.police.uk)



Similar to the national picture (up 23%), Cheshire has seen an increase in Violence against the person (12%) higher changes in Cheshire West & Chester (CWaC) and Warrington, although Halton has the highest rate per 1,000. Nationally, improved compliance with recording standards is thought to have particularly affected this crime category, rather than a rise in violence.

In line with national trends, locally recorded rape crimes have increased from 291 (2013/14) to 429 (2014/15), representing a 47% increase - the highest of which was seen in Cheshire East. However, it must be noted that Cheshire itself has the 2<sup>nd</sup> lowest reporting rate of 8 'most similar' forces.

# Chapter 3:

## Anti-social behaviour

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This chapter looks specifically at Anti-Social Behaviour and includes references to associated issues such as homelessness, housing associations and deliberate fires

Supports the Police & Crime Commissioner 2014/2016 priority to:

- Protect Cheshire's communities from harm

## Anti-social behaviour (ASB)

The Home Office definition of ASB is “any aggressive, intimidating or destructive activity that damages or destroys another person’s quality of life”. Crucially and possibly unique to ASB, there are two elements within this definition: the anti-social act, and its impact on a persons’ quality of life. If the person is vulnerable, their quality of life could be damaged by a relatively minor aggressive, intimidating or destructive act. Unlike criminal offences ASB is as much defined by its impact on the victim as the act itself, and this requires a different approach to its management

### Current evidence of need

**National data:** In the year ending March 15, around 2 million incidents of ASB incidents were recorded by the police, a decrease of 8% on the previous year. Results from the Crime Survey for England and Wales<sup>7</sup> (CSEW) showed that:

- 28% (28% Cheshire) of adults indicated that they had personally experienced or witnessed at least one of the ASB problems asked about in their local area in the previous year, which has not changed from the previous year. This included 10% (9% Cheshire) of adults who experienced or witnessed alcohol related anti-social behaviour.
- 11% of adults perceived there to be a high level of ASB in their local area (a 1% point decrease from the previous year).

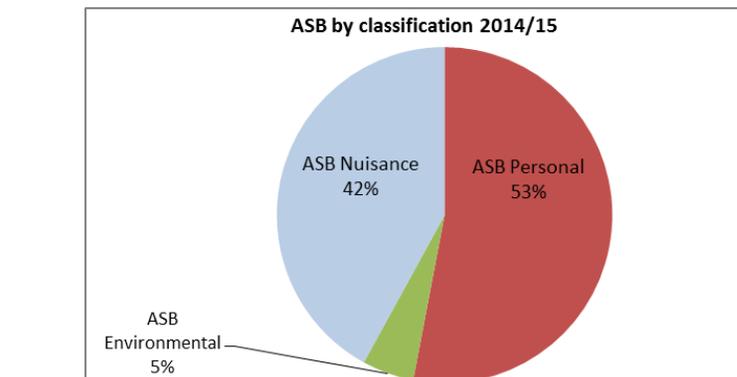
<sup>7</sup> <http://www.ons.gov.uk/ons/rel/crime-stats/crime-statistics/year-ending-march-2015/stb-crime-march-2015.html#tab-Anti-social-behaviour>

- The top 3 issues were litter/rubbish lying around (28.8%), people using or dealing drugs (24.85) and people being drunk or rowdy in public places (18.3%).

**Local data:** Overall, ASB continues to reduce, which is reflected across all local authority areas. Halton continues to have a higher rate per 1,000 population, but has seen a higher percentage change when comparing with the previous year. Criminal damage also follows this pattern. ASB remains the highest volume demand for the police after crime.

For the year ending March 2015, the rate per 1,000 population for England and Wales was 34.83<sup>8</sup>. For Cheshire the rate was 32.48. Both are reductions in the previous year.

There are 3 police categories of ASB. The graph below shows the Cheshire breakdown against each. For comparison, nationally the breakdowns were 6% environmental, 27% personal and 67% nuisance. **Due to recording practices, they are not considered fully reliable measures.**



<sup>8</sup> E&W rate calculated using mid 2014 population for England and Wales

## Anti-Social Behaviour (ASB)

Environmental ASB<sup>9</sup> was slightly higher in CWaC at 6.6 per 1,000 population and this was the same for fly tipping incidents, which was almost double the other local authority areas<sup>10</sup>.

Seasonality, over the last three year period is shown in the table below. ASB<sup>11</sup> reported incidents based on reports being made in the same month occurred. Red are the higher levels dark green lowest:

Month	CE			CWaC			Halton			Wgton		
April	1089	1199	1059	1086	1286	1113	586	661	585	792	818	757
May	1368	1259	1095	1330	1237	1067	649	594	565	881	798	703
June	1248	1295	1163	1317	1280	1297	594	676	608	876	847	771
July	1319	1563	1320	1327	1539	1413	648	795	643	833	927	854
Aug	1419	1294	1183	1368	1415	1220	652	765	539	836	868	744
Sept	1302	1045	1099	1246	1186	1199	588	637	595	776	700	758
Oct	1255	1085	1032	1345	1055	1186	801	591	596	787	717	736
Nov	1054	976	899	1175	1053	1013	575	547	504	701	756	616
Dec	986	920	855	904	925	763	483	433	429	615	652	593
Jan	1070	853	829	1237	924	709	627	446	379	680	561	567
Feb	1036	897	766	1052	892	860	480	462	415	620	631	590
Mar	1093	1104	988	1134	1079	951	555	554	458	735	736	713

The most prominent high volume Lower Super output areas for 2014/15 were Warrington town centre (SOA: E01033300) n1260 incidents and Chester area (E01018326) n1425 incidents. The third highest SOA was Crewe East n517.

**Housing Associations** - there are over 30 registered social landlords (RSLs) across Cheshire. ASB data from the main RSLs has not been included in this assessment, but this data provides a wider picture of ASB.

**Alcohol** - the approximate frequency of alcohol involvement is 16.6% (6577 incidents) for 2014/15. The role of alcohol in isolation, as a causal factor, is however not clear. Due to recording practice, the alcohol qualifier acts as a guide.

**Homelessness and Rough Sleepers** - has been raised as key issues within CWaC and Warrington. The estimated count of rough sleepers Autumn 2014 was 23 an increase of 6 from the previous year<sup>12</sup> - the highest in CE (12), CWaC (5), Warrington (5), Halton (1). There were 322 households accepted as being homeless and in priority need during 2014/15<sup>13</sup>.

No of households accepted as being homeless and in priority need (Rate per 1,000)		
	2014/15	2013/14
CE	104 (0.64)	104 (0.64)
CWaC	90 (0.63)	65 (0.46)
H	42 (0.77)	50 (0.93)
W	86 (0.98)	113 (1.30)

<sup>9</sup> Cheshire Police data, there are limitations due to recording practices

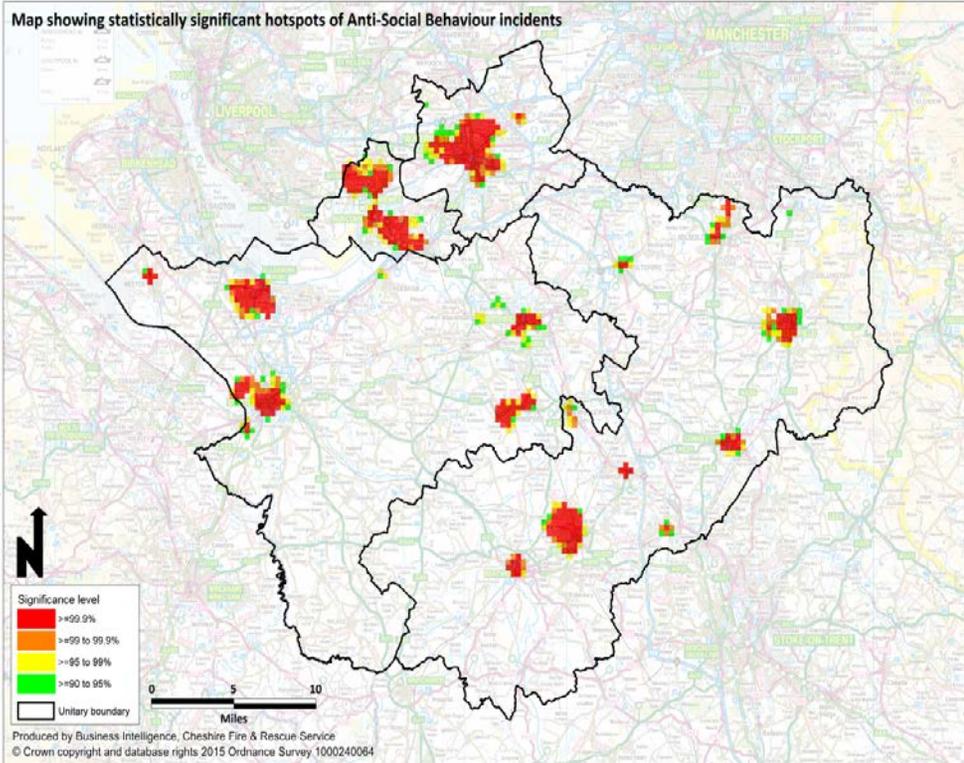
<sup>10</sup> DEFRA: Flytipping incidents and actions taken by local authorities 2013/14

<sup>11</sup> All police data sourced from Cheshire Constabulary performance console

<sup>12</sup> <https://www.gov.uk/government/statistics/rough-sleeping-in-england-autumn-2014>

<sup>13</sup> Homelessness statistics, Table 784

## Anti-Social Behaviour (ASB)

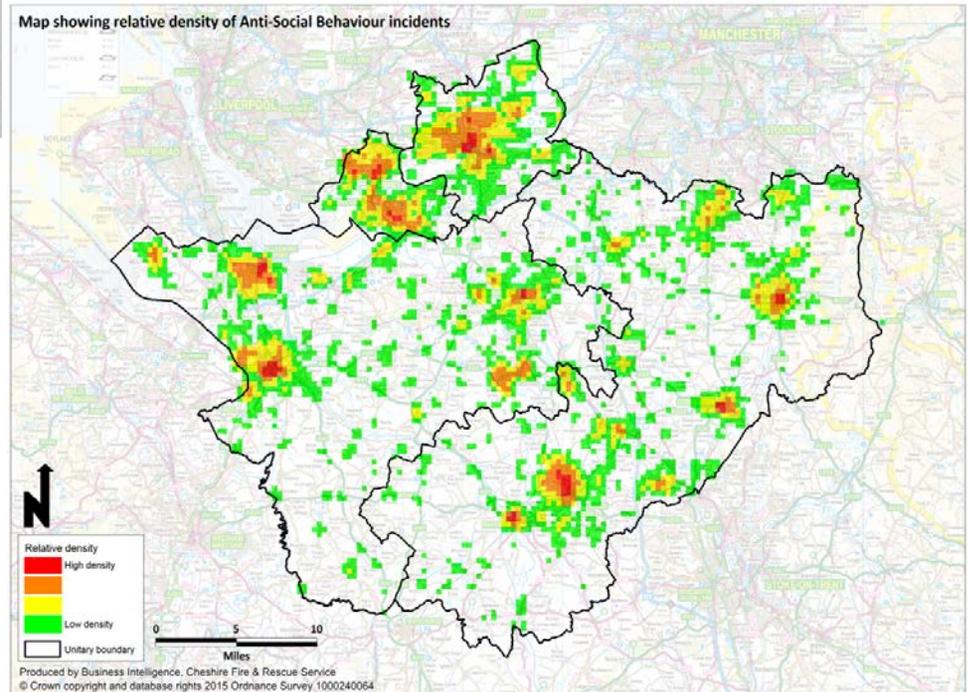


The map (above) shows the hotspots of anti-social behaviour that are considered to be statistically significant. The red clusters show the 99.9% significance level, illustrating that incidents are unusually high in these areas compared to the rest of the sub-region.

This highlights large clusters in Warrington, Widnes, Runcorn, Ellesmere Port, Chester and Crewe though most areas of population contain significant clusters of anti-social behaviour of different sizes.

The map (below), using the same data, shows the relative density of anti-social behaviour incidents. Though this highlights some areas that are not considered statistically significant it allows for a better understanding of the spread of incidents and the areas of highest density at a much more local level. This allows for the identification of specific areas of concern, such as town centres.

**Deliberate Fires** – Halton has the slightly highest rate per 1,000. For Pan Cheshire, the highest ward by volume was Ellesmere Port town (n81), followed by Bewsey & Whitecross (n43), which are among ASB hotspots. The highest ward in CE was Crewe East (n17) closely followed by Crewe Central (n15) and South (n14). In Halton the highest ward was Norton South (n25), Grange (n23), Riverside (n22).



## Anti-Social Behaviour (ASB)

### Key Partnership initiatives/commissioning

- Complex dependencies programme will see ASB feature as part of the Integrated Early Support. Every child that is dealt with for an ABC or ABD is first triaged by the Early Support Access Team. This is a multi -agency front door. This ensures that we are clear about which other agencies may be involved.
- CDP will also be looking at the customer journey for ASB victims.
- Pan Cheshire Anti-social behaviour strategic group set up.
- Housing – intelligence. Example Liverpool.
- Development of a standard protocol for the Cheshire region that will for the delegation of the ASB tools and powers to new partners not currently able to access them.
- Data sharing agreements revisited for the Community Trigger in conjunction with the governance work stream.
- Standardisation of delivery of ASB processes across the sub region
- Standard delivery of the new tools and powers
- Working with the PCC's office to deliver the victims services toolkit.
- Local area problem solving groups, which is consistent across the sub region and includes key partners, action is agreed case by case.

### Challenges

- ASB is not an official statistic and is therefore not subject to quality levels, so should be interpreted with caution.
- There is a gap in terms of what to measure, as ASB remains a key indicator, but the breakdowns of category Environment,

Personal and Nuisance do not lend themselves to reliable analysis.

- Capturing the wider picture of ASB through incidents reported to housing associations.
- Witness process for court action - limited process for ASB witnesses. Services need to be mapped with clearly identified referral and support process.
- Differences in resources in place in different parts of the sub region mean that there is no standard model for addressing ASB
- There is no universal approach to addressing ASB unless it falls under regulatory services e.g. fly tipping or litter for which there is an immediate, evidential statutory response. The vast majority of ASB reported to the police is subjective and based on the complainant/s perspective of the issues or situations they encounter.
- With regard to mental health – the statutory threshold is too high and misses the low level mental health issues which contribute to a large proportion of ASB.

### Recommendations

1. Continue the work of the pan Cheshire strategic ASB group.
2. Continue with local area problem solving groups.
3. Explore Housing ASB data onto police systems. Example from Liverpool. The scope of the strategic assessment has not incorporated ASB reporting to Housing Associations.
4. Ensure all partner agencies have appropriate mechanisms for providing intelligence to the police system and vulnerability assessment process.
5. Review the ASB witness process for court action.
6. Explore areas of best practice models for addressing ASB and look at consistency of resource across each partnership in relation to need.
7. Review the mental health referral process.

# Chapter 4:

## Reducing Re-offending

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This chapter looks at re-offending and priority and prolific offenders programme (NAVIGATE)

Supports the Police & Crime Commissioner 2014/2016 priority to:

- Protect Cheshire's communities from harm;
- Support victims and witnesses of crime and take a robust stance in tackling those who continue to re-offend

## Reducing Reoffending

### Current evidence of need

The national reoffending rate was last published in 2012, which showed that with the exception of Warrington CSP, re-offending rates were slightly above predicted. Although the Ministry of Justice confirmed these results were not statistically significant.

Local Delivery Unit (LDU)	Cohort Size	Actual re-offending rate *	Predicted re-offending rate *	% difference from baseline
Cheshire West	2855	9.04%	8.69%	+3.98%
Cheshire East	2555	7.71%	7.80%	-1.19%
Halton	1527	8.51%	8.09%	+5.22%
Warrington	1840	7.99%	8.47%	-5.73%

*\*Averaged over four consecutive quarters*

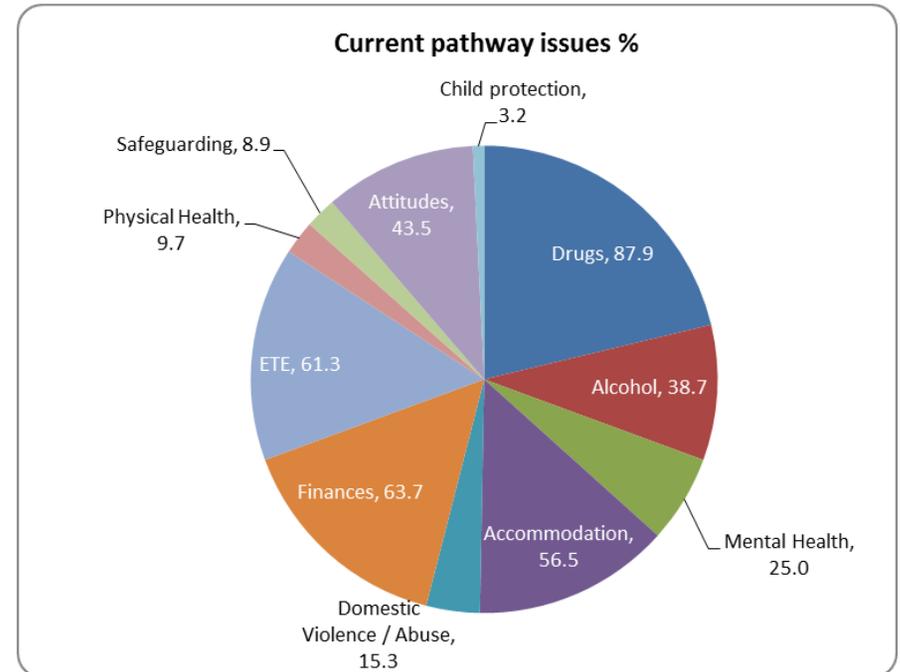
### Prolific and Priority Offending (PPO)

300 prolific and priority offenders are being managed across 4 IOM cohorts. The cohort of IOM changes during the year and so to present a stable and unified picture, the following data relates to those members of the cohort who were on the scheme in April 2014 and remained on the scheme without a break until March 2015.

There were 124 classified as a stable 'core' cohort, which were predominately male.

Drugs, finances, employment, education & training and accommodation were identified as the main criminological needs. Alcohol was a high criminological need within Warrington, but this was much lower for Halton.

Criminogenic needs can be particularly associated with certain types of crime. For example, heroin and crack use is particularly associated with some types of acquisitive offending such as shoplifting, and binge drinking of alcohol is particularly associated with violence<sup>14</sup>.

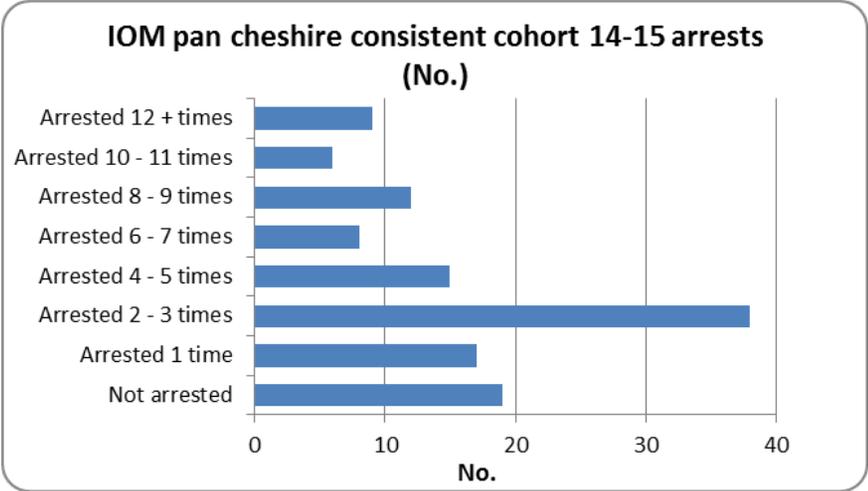


<sup>14</sup> Ministry of justice, Transforming rehabilitation 2013, [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/243718/evidence-reduce-reoffending.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/243718/evidence-reduce-reoffending.pdf)

## Reducing Reoffending

The core cohort was subject to 105 arrests (note: a number were arrested for more than one offence). This averaged 0.85 arrests per core cohort member.

**Arrest rates for each CSP:**  
 Cheshire West – 0.79  
 Cheshire East – 0.76  
 Warrington – 1.00  
 Halton – 1.00



**The main types of re-offence** (in order of the highest first) - Theft, Shoplifting and Breach of Bail/Conditions. The top two re-offence types for each CSP is shown below.<sup>15</sup>

Cheshire East	Halton	Warrington	Cheshire West
<ul style="list-style-type: none"> <li>• Theft</li> <li>• Assault</li> </ul>	<ul style="list-style-type: none"> <li>• Shoplifting</li> <li>• Breach of conditions</li> </ul>	<ul style="list-style-type: none"> <li>• Theft</li> <li>• Burglary/Burglary in a dwelling / Other</li> </ul>	<ul style="list-style-type: none"> <li>• Shoplifting</li> <li>• Burglary other than in a dwelling</li> </ul>

<sup>15</sup> (Raw data sourced from IOM Cheshire Constabulary.  
 Note: slight under count in overall data, but does not affect top themes)

The impact of IOM has seen a significant reduction in the risk of harm for ‘offences committed’ with no increase to the community on the financial cost of offending.

**Real life case study** ‘A’s offending increased towards the end of last year - committing theft and shoplifting offences. At this time ‘A’ was of no fixed abode and was using drugs (amphetamines) every day.

Since being signed onto the navigate scheme at the beginning of February ‘A’ has been supported by a range of partners to address their offending behaviour. Since coming onto the scheme, one offence has been committed (theft of bikes – recovered and returned to the owners by navigate staff) but overall has engaged well.

‘A’ has drastically reduced their drug use with support from CRI pathways. ‘A’ has been supported into their own flat through a local housing association following referral from Navigate. ‘A’ attends all probation and CRI pathways appointments and has completed an intensive work programme with Cheshire training. ‘A’ is currently proactively looking for regular employment.

## Reducing Reoffending

### Key partnership initiatives/commissioning

- Pan Cheshire Reoffending strategic group established
- This group is working on mental health provision for offenders specifically around mental health triage model, widening access to restorative justice, working with partners to deliver effective accommodation pathways.
- “Through the Gate” in 2014/15 a new partnership initiative which has been developing holistic release packages (from prison) designed to provide the best possible chance for offenders to successfully re integrate into the Community and sustainable employment opportunities for offenders. Offenders are now being referred onto these schemes.
- All Navigate teams have a youth cohort. One area is looking at a preventative youth cohort - this is under one year operation and will be evaluated.
- Navigate is currently under review across Cheshire, a force Strategy is in the process of being written and a re-launch of the model will eventually be completed

### Challenges

- Transforming rehabilitation – settling into new arrangements and partner working.
- Performance reporting with regard to the IOM cohort has always remained a challenge. New reoffending performance metrics are currently being established. Cheshire is working with Greater Manchester colleagues on this – a data set will be agreed for both areas.
- Navigate Teams have noticed that substance abusers have changed their drug of choice and whilst 12 months ago they would have used skunk cannabis or cocaine, there has been

a significant shift towards New Phys coactive Substances (NPS).

- A current gap in provision is around services for male perpetrators of Domestic Abuse who are not in relationships.
- In terms of gateway restrictions the lack of appropriate housing for IOM cohort members has always been and remains the biggest barrier to rehabilitation for these individuals as over 90% have drug and/or alcohol problems.

### Recommendations

1. Continue with the Reducing reoffending work stream and await implementation of the new performance management framework.
2. Consolidate local /pan Cheshire activity on how to respond to the changing profile of substance abuse.
3. Address the gap identified around service provision for male perpetrators.

## Chapter 5:

# Protecting people from harm, victimisation and vulnerability

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This chapter takes a look at vulnerability definitions/characteristics, gives a brief overview of the complex dependencies programme (CPD).

There is a more in-depth section for Domestic Abuse and Sexual Offences.

Sections also include hate crime and brief overviews of children & young people, organised crime and counter terrorism  
The section on children and young people incorporates headline statistics, child sexual exploitation and youth offending with recommendations/activity group under children & young people

Supports the Police & Crime Commissioner 2014/2016 priority to:

- Protect Cheshire's communities from harm

## Protecting people from harm, victimisation and vulnerability

### Defining vulnerability for Pan Cheshire

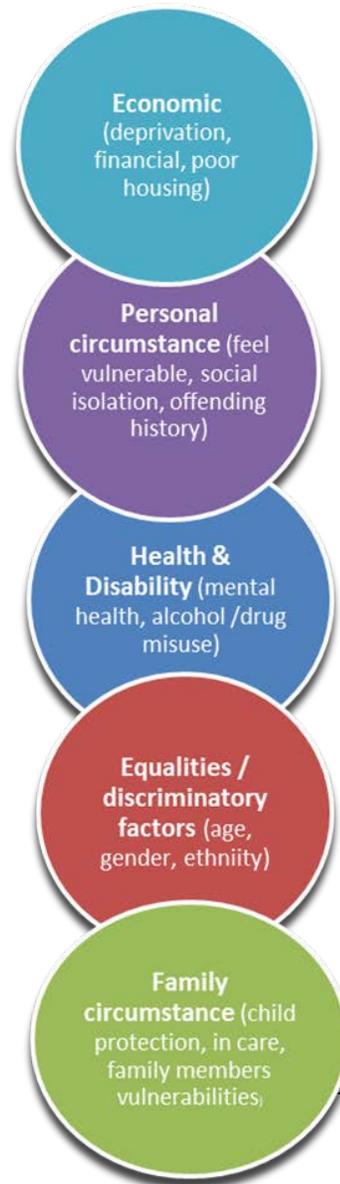
Vulnerability can mean different things to partner organisations. For example, for Cheshire Fire and Rescue service, those aged over 65 years are most at risk from fire and other broader health issues associated with winter months. To address this, CFRS are in discussion with CCGs to expand traditional home fire safety visits to intervene with some key health issues.

In terms of crime and anti-social behavior, there are broader characteristics. Cheshire Constabulary's Public Protection Directorate have three main categories to their Vulnerable person assessment (VPA) system forms; children, vulnerable adults and domestic violence. Each are graded at different stages and referred to appropriate agencies.

The EU Directive on victim's right provides that children are always presumed vulnerable.

Cheshire Constabulary associate 3 main factors with the greatest harm/impact related to ASB:

a. **Personal vulnerability** - where a person's individual or group characteristics, identity or status amplify the impact of ASB;



b. **Situational vulnerability** - where the impact is amplified by some aspect of the context in which it occurs, for instance socially or economically stressed neighbourhoods and

c. **Incidental vulnerability** - this includes repeat victimisation and incidents that are perceived to be personally targeted

*The factors shown in the diagram (left), show some characteristics that have been used by Leicestershire CSP to develop a vulnerability assessment for ASB victims. Some headline data for pan Cheshire is shown below.*

- Halton is the 27<sup>th</sup> most deprived local authority in the country.
- 54,480 residents claiming key out of work benefits.
- 4,666 Domestic Abuse incidents.
- Almost 130,000 households in Cheshire contain one person living alone - nearly 30% of all households in the county<sup>16</sup>.
- Combined with age related factors around 13% of homes contain a person aged over-65 living alone, with Cheshire East having the highest proportion and one of the highest rates in the country.
- 188,919 aged 0-15.
- 5.9% BME community.
- Estimated 5-7% Lesbian, Gay, Bisexual population<sup>8</sup>
- 1,385 children in care

<sup>16</sup> Cheshire Fire & Rescue, PESTELO Analysis 2014-15

**Protecting people from harm, victimisation and vulnerability**

**Statutory Responsibilities – adult safeguarding**

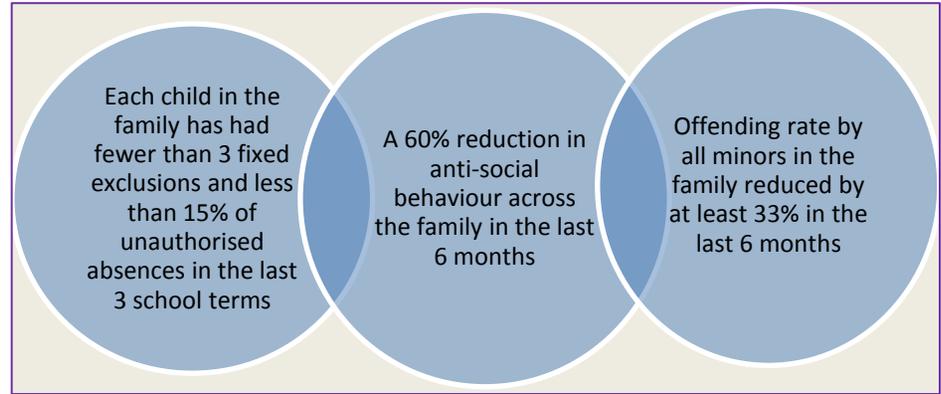
**Local Safeguarding Adults Boards (LSAB)** - In April 2015, LSAB's are now on a statutory footing following the Care Act 2015. The purpose of the boards is to provide strategic multi agency leadership to ensure that adults in Cheshire are appropriately safeguarded. Boards work with CSPs on joint protocol, information sharing protocols and mechanisms for working together on cross-cutting issues in such areas as Domestic Abuse, Sexual Exploitation, Human Trafficking, and Mate & Hate Crime. This way of working will 'add value' to the performance of all the partnerships and reduce duplication of effort.

**Troubled families & Complex Dependencies Programme (CDP)**

The Government's Troubled families agenda commenced in 2012. Within the first three years, Cheshire has worked with 1,830 families. Phase 2 (from 2015) sees the expansion of the criteria to areas such as domestic violence. The phase 2 targets represent 6,150 families across Cheshire. The table below shows the summary across Cheshire.

Local Authority	Phase 1 (2012 – 2015)	Phase 2 2015 - 2020
Warrington	345 <input checked="" type="checkbox"/> <b>92% positive outcomes</b>	1,180
Halton	375 <input checked="" type="checkbox"/> <b>100% positive outcomes</b>	1,290
Cheshire East	585 <input checked="" type="checkbox"/> <b>100% positive outcomes</b>	1,950
Cheshire West & Chester	525 <input checked="" type="checkbox"/> <b>100% positive outcomes</b>	1,730

CSP's continue to work closely with the Complex Families team to ensure improved use of police information and joint working with front line police staff. In the Phase 1 criteria, all authorities reported over 90% achieving the required crime/ASB and education result measures, namely:



The Complex Dependencies Programme (CDP) has been set up from 2015 following a successful £5m bid for Government funding through the national Transformation Challenge Award scheme. In summary, CDP looks at both preventative work to help children, families and vulnerable adults to avoid reaching crisis, and providing crisis management for those that have. There are an estimated 36,000 individuals and 10,000 families affected by complex dependencies<sup>17</sup>.

The Programme will build on what is already in place across Pan-Cheshire to establish a new, integrated, joined up model across agencies and services. CSPs continue to play a key role.

<sup>17</sup> Complex Dependencies bid submission

## Protecting people from harm, victimisation and vulnerability

The programme has agreed to split its work across five key priority areas in order to deliver the vision. These are:

- Integrated Front Door (a one point contact and assessment process).
- Locality Case Management.
- Joint Commissioning.
- Benefits Realisation and Performance Management.
- Workforce Development, Communications and Engagement

### What will success look like?

- Better outcomes for children, individuals and families affected by these complex dependencies.
- The model being an exemplar that can be adopted in other areas across the country.
- Reduced costs for agencies and services.
- The estimated savings over five years across agencies of £93.4m are achieved and exceeded.

Over time, success of the early integrated support model will be evidenced throughout a number of community safety areas.

## Protecting people from harm, victimisation and vulnerability

### Domestic Abuse (DA)

Definition: Any incident or pattern of incidents controlling, coerce or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality. This can encompass but not limited to the following types of abuse: psychological, physical, sexual, emotional and financial<sup>18</sup>

### Current evidence of need

7% of all women aged between 16 and 59 in the UK have suffered from domestic abuse<sup>19</sup>. Based on the current population this would equate to 20,602 women across Cheshire.

3 out of 10 Troubled Families experienced domestic violence or abuse on entry to the programme (29%), which is believed to be an underestimate.

Locally, women comprise the majority of victims (on average 82%) and men the majority of offenders (average 85%), which reflects the national picture that females form the majority of victims and male the perpetrators. This pattern is replicated across all local authority areas, although Cheshire West observed a slightly higher proportion of male victims.

An average high risk DA case over a year will cost £20,000<sup>20</sup>. Based on current level of high risk cases (1476), this equates to

just over £29m. This does not account for the human and emotional costs to the individual. The cost of a domestic homicide is estimated by the Home Office at over £1m: a total of £1,097,330 for each death.

Nationally, DA is occurring amongst our young people. Safelives found that 67% of teenagers who are supported by Independent Domestic Violence Advocates (IDVAs) are experiencing strangulation, rape, broken bones and stalking. 26% of teenagers affected by DA self-harm and 22% of teenagers affected by DA are pregnant<sup>21</sup>.

In 2014, 50% of the youth offending caseload involved the young person as a perpetrator or victim of DA with the vast majority being victims. 83% of young people in the sample had experienced DA, but received no tailored intervention<sup>22</sup>.

Analysis of factors/background reasons affecting children at initial case conferences (which indicates need at the top end of the spectrum) shows that domestic violence continues to be the number one factor adversely impacting children's safety and wellbeing. Family relationship problems, alcohol, mental health and drugs are also cited frequently. Some of these children are disadvantaged by experiencing more than one of these factors simultaneously.

<sup>18</sup> Home Office, 2013

<sup>19</sup> British Crime Survey

<sup>20</sup> Walby, S. (2009) The Cost of Domestic Violence, Lancaster University.

<sup>21</sup> CAADA (2012) A place of greater safety, Bristol

<sup>22</sup> A domestic violence audit conducted by Cheshire West, Halton and Warrington Youth Offending Service during 2014.

**Protecting People from harm, victimisation and vulnerability**

**Police data<sup>23</sup>**

Cheshire police recorded 4,666 incidents in 2014/15, a 14% increase on 2013/14. Although not substantiated, this increase is believed in part to reflect the priority to address under reporting and that victims feel more comfortable in reporting incidents.

Runcorn and Widnes (pre restructure police neighbourhood boundary) saw the highest volume. Within each CSP, the highest volume Neighbourhood Policing Unit (NPU) was Runcorn, Warrington Central, Crewe and Ellesmere Port.

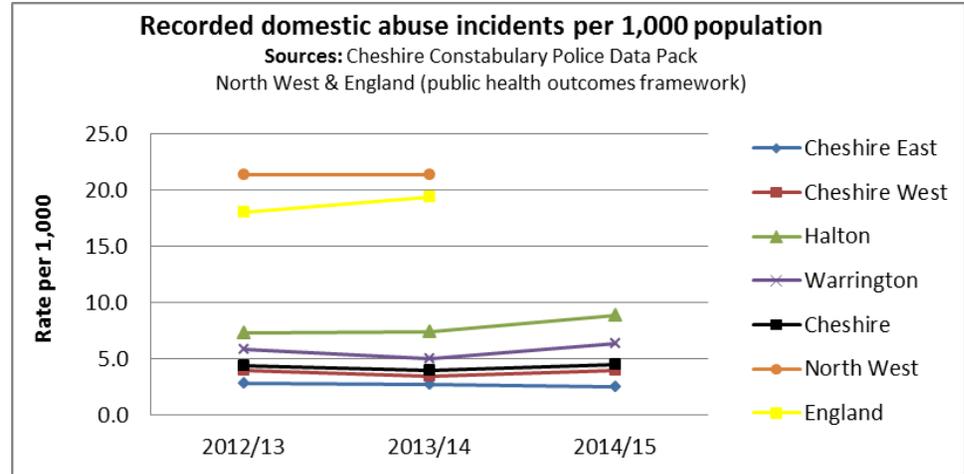
**Key headlines from police data:**

DAI affected by alcohol	1,347 (29%)
DAI affected by drugs	332 (7%)
Female Victims	3,212
Male Victims	673
Same sex victims	25
Serial perpetrators (2 or more unconnected DA victims abused over a 3 year rolling programme)	424

**3% victims and 4% perpetrators are identified as being of non-White British origin** but data is missing for ethnicity in some 40% of victim and perpetrator profiles – the same across all Local authorities.

Only **25** incidents involved a same sex relationship, which has risen by a quarter since the previous year (20 incidents) which may signify improved identification of victimisation in relationships.

<sup>23</sup> Sourced from 2014/15 police Domestic Abuse Data Pack



Police data indicates that generally, summer was the peak period over the last two years for Cheshire as a whole. With August being the peak for 2014/15 and July the previous year. Peak months were also observed around November.

Across all local authorities repeat victimisation has reduced between 5% and 8% when comparing 2014/15 with 2013/14.

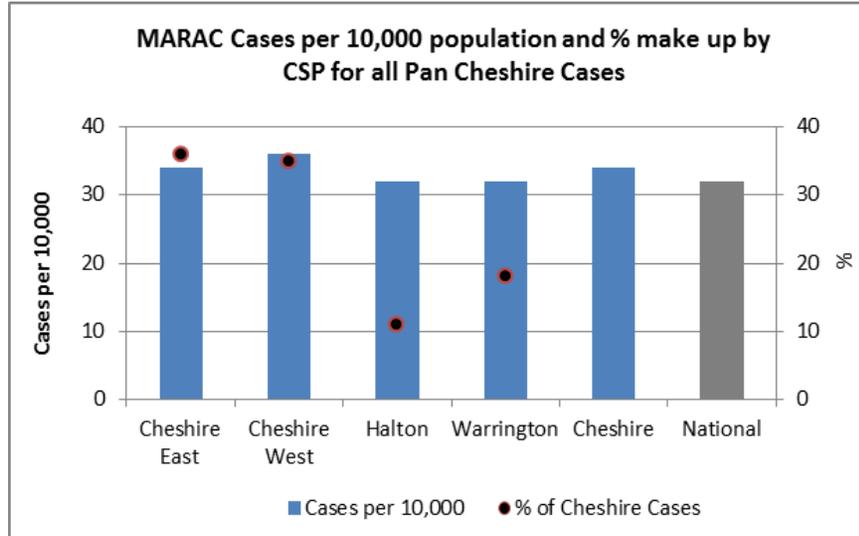
**Risk Categories:**

- 620 classified by the police as high risk. Although there were 799 police referrals to the Multi Agency Risk Assessment Conference (MARAC)
- 1,225 medium risk and 2,559 standard risk.
- The percentage increase from 2013/14 to 2014/15 of those 'not stated' rose significantly.

**Protecting People from harm, victimisation and vulnerability**

**MARAC data (high risk cases) - 2014/15<sup>24</sup>**

- 1,476 cases discussed
- The graph opposite shows the case rate per 10,000 population and the % breakdown of cases by each CSP.
- Savelifes recommends 1730 cases. All CSPs are below their recommended levels.
- 3.2% of cases involved male victims.
- There were 1910 'children in households'.



**Independent Domestic Violence Advocates (IDVAs)** are commissioned triage services based within communities and hospitals across the county. There has been a welcomed increase in reporting from hospitals following commissioning of IDVAs. The number of referrals to DA services is shown below.<sup>25</sup>

2014/15	Cheshire East	Cheshire West	Halton	Warrington
Hospital Based IDVAs <sup>26</sup>	158	311		85*

<sup>24</sup> MARAC online reporting tool.

<sup>25</sup> Not comparable data (Warrington hospital IDVA commenced August 14)

<sup>26</sup> DA 2015/16 Qtr 1 report

**2014 Real life case study – domestic abuse**

A patient was admitted to the labour ward following an injury to her stomach while she was pregnant and the midwife identified domestic abuse. The Hospital IDVA made a further assessment, referred the case to a multi-agency risk assessment conference (MARAC) via the police and provided initial safety planning advice.

The community IDVA service provided a letter of support to the local authority housing and highlighted that the client was too scared to return to her property as the perpetrator was still living there. The Housing Officer issued the perpetrator with an injunction not to enter to the street/house.

New accommodation was then offered to the client and the IDVA advised on improving the safety of child contact arrangements with the perpetrator. The client feels safe and happy in her new property.

## Protecting People from harm, victimisation and vulnerability

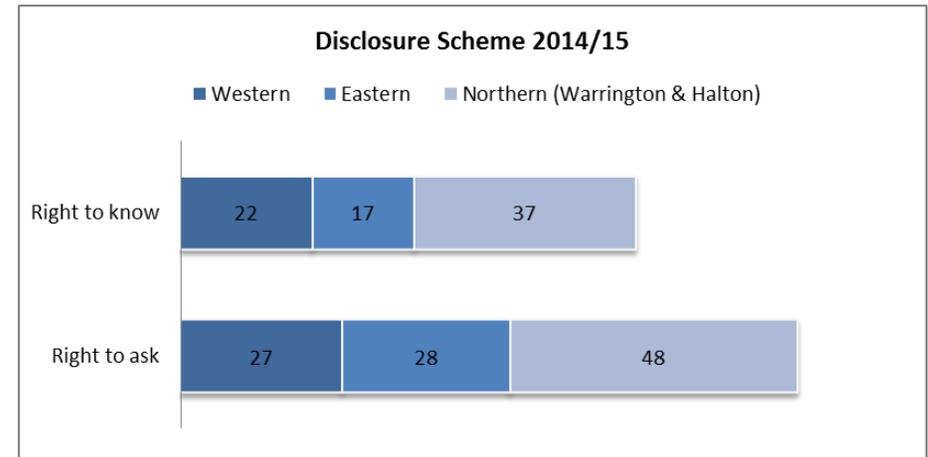
### Domestic Abuse (DA) – an overview from Trauma & Injury Intelligence Group (TIIG)<sup>27</sup>

Access to TIIG Emergency Department (ED) data has been developed throughout pan Cheshire. Data quality and consistency in recording practices has not been confirmed – headline data should be viewed with caution. For the period October 2013 to September 2014 Leighton & Macclesfield and April 2014 to March 2015 for Chester and Warrington (including Halton minor injuries) there were:

623 assaults in the home attendances reported by Cheshire ED departments (Countess of Chester – 96, Warrington - 282, Leighton (Crewe) - 226 , Macclesfield – 19).

### Disclosure scheme:

The power by which potential victims may ask or may be proactively informed by Police about risks posed by people known to them. In 2014/15 there were 103 right to ask and 76 right to know.



<sup>27</sup> Liverpool John Moores Trauma Injury Information Group

**Protecting People from harm, victimisation and vulnerability**

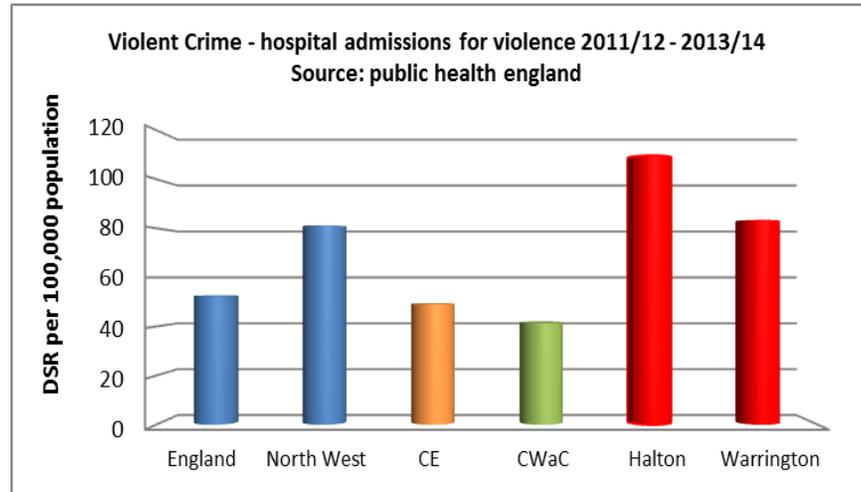
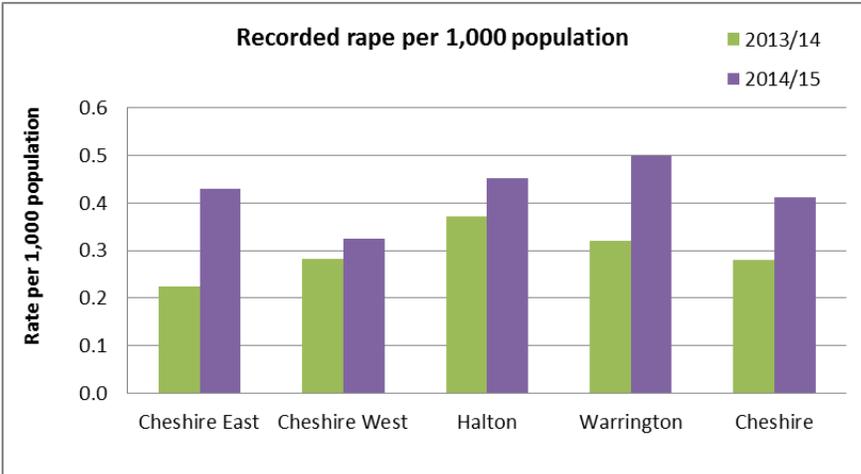
**Sexual Violence**

**National data:** around 10,000 women are sexually assaulted and 2,000 raped every week. It is estimated that as few as 11% report to the police<sup>28</sup>. Police recorded total sexual offences rose by 37% with the numbers of rapes (29,265) and other sexual offences (58,954) being at the highest level ever recorded since the introduction of the National Crime Recording Standard (NCRS) in 2002/03. As well as improvements in recording, this is also thought to reflect a greater willingness of victims to come forward to report such crimes.

**Local data:** recorded rape crimes have increased from 291 (2013/14) to 429 (2014/15), representing a 47% increase - the highest of which was seen in Cheshire East. However, it must be noted that Cheshire itself has the 2<sup>nd</sup> lowest reporting rate of 8 ‘most similar’ forces.

Public Health England data shows that Warrington and Halton had the worst rates of violent crime (incl. sexual violence) hospital admissions when compared to the England value. Trends are reducing. Warrington and Halton were higher than the Cheshire Force average for violence and sexual offences for the year ending March 2015. All local authority areas were ‘normal’ when compared to their most similar groups.<sup>29</sup>

**Rape and Sexual Abuse Support Centre (RASASC) Referrals 2014/15 –**  
 There were **921** referrals in total - **Cheshire East** – 272 (30%), **CWaC** – 234 (25%), **Halton** -160 (17%), **Warrington** – 255 (28%). Most were perpetrated by a family member, former or current partner or spouse (i.e. constituted a form of domestic abuse), followed by ‘acquaintance’. 90% clients were female, 19% were aged 13 to 17. Higher numbers were shown in Crewe, Macclesfield, Chester and Northwich<sup>30</sup>.



<sup>28</sup> Data self-reported from the British Crime Survey

<sup>29</sup> [www.police.co.uk](http://www.police.co.uk)

<sup>30</sup> RASAC local authority performance scorecard. Geographical breakdowns (lower than authority level) only available in Cheshire East and Cheshire West & Chester.

## Protecting people from harm, victimisation and vulnerability

### Key partnership initiatives / commissioning

- New Cheshire Policing Model - formation of the Public Protection Directorate.
- PCC funded Young Person's Advocate currently employed in Warrington to work with 12 – 17 year olds living with DA or experiencing teenage intimate relationships.
- Troubled families extended criteria to include domestic abuse and the £5m complex dependencies project.
- IDVA commissioning across all hospitals – increasing referrals.
- Sub regional group in place.
- Sub regional performance data set agreed – reports from Q1 2015/16.
- Services for victims of sexual violence are commissioned at sub-regional level and include a Sexual Assault referral service and joint commissioning of the Rape & Sexual Abuse Support Centre.
- **Operation Encompass** – goes live in Autumn 2015. This is a joint initiative between Police, Pan Cheshire Local Authorities and the Complex Dependency Team. The objective is to deliver early notification to the near 500 Cheshire schools of any domestic incident where the household has children aged 4-18, by 9am on the next school day. This knowledge allows for the provision of immediate early support through silent or overt approach, dependent on the needs or wishes of the child. Encompass has been running in 4 areas of the county on a pilot basis.

**Case study...** 'Identifying Abuse in Relationships' delivered to students in one local authority area in Sixth Forms and Colleges. This has now been extended to Year 9 students and 1,100 have been reached this year.

**90%** of young people report that they are definitely more confident about asking for help for themselves or others as a result.

- Actively engaging and encouraging communities to report and building upon the success of IDVAs will lead to **increase reporting/referrals and subsequent demand on services**.
- Budgetary pressures may see reduction in services commissioned.
- DA affecting older people is an issue known to exist but hard to quantify.
- Low General Practitioner (GP) referrals (e.g Warrington 1 referral out of 26 practices)
- Waiting lists for voluntary perpetrator programmes.
- There is a gap in provision for standard to medium risk voluntary perpetrator provision for those with or without children and for high risk voluntary perpetrator provision for those without children

### Recommendations

1. Commission a review of DA affecting older people –intelligence, causal factors, service mapping and impacts of ageing population.
2. There is a need for specialist DA interventions for young people (16 – 17 year olds) who harm others in their intimate relationships.
3. Undertake the independent review of Perpetrator Programmes across Cheshire to identify best practice.
4. Improve data recording to encourage reduction of the 40% 'not stated' with regard to ethnicity in police incidents.
5. Opportunities to develop a pan Cheshire Domestic Abuse Strategy.
6. Continue the work of the regional group to develop common standards of communications and best practice.
7. Ensure sustainability of services in light of budgetary pressures
8. Ensuring the referral pathway re-communicated to GP's.

## Protecting People from harm, victimisation and vulnerability

### Mental Health

#### Current evidence of need

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Mental health is part of the wider public health agenda, but impacts on community safety, with evidence in Cheshire West of persons perpetrating /experiencing levels of crime and ASB, who don't reach statutory definitions or thresholds and are therefore left more vulnerable. The evidence of this across other local authority areas is unconfirmed.

In 2014/15, there were 7,975 police incidents where mental health was flagged as a qualifying factor.

The suicide rate 2011/13 shows that across Cheshire, rates are similar to that of England and the North West<sup>31</sup>. The suicide rate is higher for males, which follows the national picture.

During the twelve months from May 2014 to April 2015 there were 28 incidents of individuals threatening to jump from the Jubilee Bridge in Runcorn. No individuals actually jumped and there were no resulting fatalities.

The financial impact on the North West economy following the closure of the bridge for one hour is estimated at £600 000.

The 2013 audit of Section 136 Mental Health Act (MHA) incidents in 2012 found that the profile of persons involved in those incidents was as follows;

- 75 % were aged 18-55 years;
- 70% were male
- 95% White European
- 65% Unemployed
- 75% not in a relationship
- 25 % subject to a Care Plan (CPA)
- 50% Not Open to services
- 15 % Engaging with alcohol services
- 20% Engaging with drugs services
- 55 % were under the influence of alcohol and or drugs
- 70 % of the arrests were made Out of hours
- 30 % of all those arrested were detained under the MHA following assessment, the remainder were returned home.

Arrests under Section 136 (S136) of the Mental Health Act increased by 25% across the Cheshire area between 2012 and 2013. Across all local authority areas, £750,000 is the cost to public services, namely Cheshire Police, NWAS, social services and the NHS for 443 arrests<sup>32</sup>. This is based on an average £2,500 when taken to police custody, £1,500 if taken to an alternative place of safety.

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<sup>31</sup> Public Health outcomes framework, June 2015

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<sup>32</sup> 2012 Section 136 mental health audit

## Protecting People from harm, victimisation and vulnerability

### Key initiatives/partnership activity

Operation Emblem was put into place to respond to the need identified, enabling nurse practitioners to attend 'potential Section 136' incidents with police. A 4 day service provision across Halton and Warrington commenced from the 7<sup>th</sup> December 2013; this was extended to 7 day provision from 1<sup>st</sup> May 2014.

**Outcome evidence:** During the period December 13 to December 14, the number of Section 136 arrests has fallen to 91, a 62% reduction compared to 2013, Halton having the largest reduction of 75%. Whilst the team was on duty, they maintained a constant 90% reduction rate through their direct intervention at 104 incidents by making only 10 arrests.

The number of arrests taken to police custody as a place of safety reduced by 70 %, far exceeding the Crisis Care Concordat directive of achieving a 50 % reduction by 2015/2016 from 2012/13 figures.

- Street Triage (Operation Emblem) – a full evaluation by the Clinical Commissioning Group is imminent.

### Challenges

- Mainstream commissioning of Operation Emblem.
- Low level mental health where there is currently no service response and its impact on community safety.

### Recommendations

1. Awaiting outcome of the review of Operation Emblem
2. Continue to support the Street Triage Operation Emblem.
3. Identify if there are gaps in relation to mental health and overall vulnerability which may not be addressed by complex dependencies project.
4. Review learning from CWaC initiative of filling the gap for those with mental health issues who do not qualify for services.

## Protecting People from harm, victimisation and vulnerability

### Modern Day Slavery

**Definition:** Encompasses slavery, servitude, forced and compulsory labour and human trafficking. Traffickers and slave drivers coerce, deceive and force individuals against their will into a life of abuse, servitude and inhumane treatment.<sup>33</sup>

It is the fastest growing means by which people are enslaved, the fastest growing international crime and one of the largest sources of income for organised crime. In response, the UK Government published a Modern Slavery Strategy in 2014.

#### National data

The Salvation Army estimates that 300,000 people are trafficked within the EU every year. Children are also victims of this distressing crime, with many being brought into the UK for sexual exploitation, domestic servitude, benefit fraud, cannabis farming, street begging, theft and shoplifting.

The most common exploitation type recorded for potential victims exploited as an adult was sexual exploitation. The most prominent exploitation type recorded for potential victims first exploited as a minor, where known, was labour trafficking. Particular countries that feature more frequently (country of origin) were Nigeria, Albania and Vietnam. For adults - Albania, Nigeria and Romania and for minors Albania, Vietnam, UK and Slovakia.

National Referral Mechanism (NRM) statistics representing **potential** victims, showed that referrals had increased by 34% from the previous year representing 2,340 potential. Of the 2,340 referrals, 61% women, 39% men and <2% transgender.

<sup>33</sup> The United Nations Convention against Transnational Organised Crime (Palermo Protocol):

#### Local data

Specific locality, victim and offender profiles are police restricted. However, over a 3 year period, the North West accounted for 6.7% of referrals (adults) to The Salvation Army, compared with the South East which accounted for 34.2%. Of the NRM statistics referred to above, **5 were referred from Cheshire Police - 1 female and 1 male adult / 3 male minors**.

#### Key partnership initiatives/commissioning

- Formation of the Public Protection Directorate – overseeing investigations that involve some of the most vulnerable
- All local authorities are now members of the Cheshire Anti-Slavery network, which is part of a national initiative.

#### Challenges

- A 'hidden' crime type
- Survivors of modern-day slavery are being abandoned and at risk of being re-trafficked. Those officially categorised as victims are offered a safe house and support for a minimum period of "reflection" of 45 days, but there is no obligation to monitor outcomes for people once they leave safe houses<sup>34</sup>.

#### Recommendations

1. Continue with and develop multi agency public protection arrangements.
2. Continued membership of the Anti-slavery network.

<sup>34</sup> Human trafficking foundation

## Protecting People from harm, victimisation and vulnerability

### Children & Young people

**Statutory responsibility** - Each local authority has a Local Safeguarding Childrens Board (LSCB). Childrens safeguarding crosses a number of community safety issues such as Domestic Abuse, youth offending and child sexual exploitation.

#### Key statistics - national

For the year ending September 2014, the Crime Survey for England & Wales (CSEW) estimated that 721,000 crimes<sup>1</sup> were experienced by **children aged 10 to 15**. Of this number:

- (375,000) 52% were categorised as violent crimes;
- Most of the remaining crimes were thefts of personal property (304,000) 42%
- Incidents of criminal damage to personal property experienced by children were less common (42,000; 6% of all crimes)
- The proportions of violent, personal property theft and criminal damage crimes experienced by children aged 10 to 15 are similar to the previous year (54%, 39% and 7% respectively)

Children and young people with experience of care are significantly over represented in the criminal justice system. In a survey of 15-18 year olds in young offender institutions, a third of boys and 61% of girls said they had spent time in local authority care. This is despite less than 1% of all children in England being in care. Looked after children aged between 10 and 17 years are more than five times as likely to be convicted

or subject to a final warning or reprimand than other children<sup>35</sup>. A national review is due to report early 2016.

#### Key statistics – local

- Admissions to hospital for injuries in children aged 0-14 are significantly higher than the England value<sup>36</sup>.
- The numbers of looked after children remain below the North West and England Averages.
- Halton has higher rates of children in care

#### Number of children on child protection plans (rate per 10,000)<sup>38</sup>

	March 2013	March 2014	March 2015
W	156 (35.5)	170 (38.4)	233 (51.5)
H	78 (27.7)	164 (58.7)	241 (85.4)
CE	160 (21.4)	203 (27.1)	312 (41.6)
CWaC	212 (32.1)	172 (26.1)	246 (37.2)

#### Number of children in care (Looked after children) (rate per 10,000)<sup>37</sup>

W	225 (52)	232 (53)	300 (67)
H	145 (52)	210 (75)	230 (81)
CE	375 (50)	335 (44)	355 (48)
CWaC	385 (58)	435 (66)	500 (75)
England			- (60)

#### Number of children in need (rate per 10,000)<sup>38</sup>

W	1042 (236.5)	1066 (240.8)	1053 (236.9)
H	1002 (355.3)	1146 (410.0)	1289 (456.6)
CE	1901 (254.3)	1250 (2116)	2176 (289.9)
CWaC	1939 (293.9)	2076 (314.5)	2147 (324.5)

<sup>35</sup> <http://www.prisonreformtrust.org.uk/PressPolicy/News/vw/1/ItemID/266>

<sup>36</sup> Child Health Profiles 2015

<sup>37</sup> SFR34\_2015\_LA\_tables and local input

<sup>38</sup> SFR41\_2015 and local input

## Protecting People from harm, victimisation and vulnerability

### Child Sexual Exploitation

It is not possible to say exactly how many young people are victims of child sexual exploitation (CSE) for a number of reasons. It is described as a 'hidden' form of abuse which leaves victims confused, frightened and reluctant to make any disclosures. Some young people are not even aware they are experiencing abuse as the perpetrator has manipulated them into believing they are in a loving relationship, or that they are dependent on their abuser for protection.<sup>39</sup>

**National data:** There is clear evidence that children who go missing are at a higher risk of CSE and the prevalence of CSE is difficult to ascertain with any accuracy due to:

- Low levels of reporting by young people
- Variable levels of awareness & confusion around definition
- Inadequate intelligence gathering & information sharing
- Inconsistent recording

In 2014/15, Barnardo's services worked with over 3,000 children exploited or at-risk children in the UK

#### Local data:

The CSE Pan Cheshire Strategy cited that between April 2012 and March 2013 there were 158 children or young people in Cheshire that were identified as being at risk of or being sexually exploited.

Location and person profiling remains police restricted.

There is a published Pan Cheshire CSE Strategy in place.

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<sup>39</sup> Sharp, N., 2011; Cockbain, E. and Brayley, H., 2012; Child Exploitation and Online Protection Centre (CEOP), 2011).

## Protecting People from harm, victimisation and vulnerability

### Youth offending

There are two Youth Offending Services across Cheshire – a combined service representing Cheshire West, Halton and Warrington (CWHWYOS) which came into existence on 1<sup>st</sup> October 2012 and one service for Cheshire East.

#### National: First Time Entrants (FTEs)

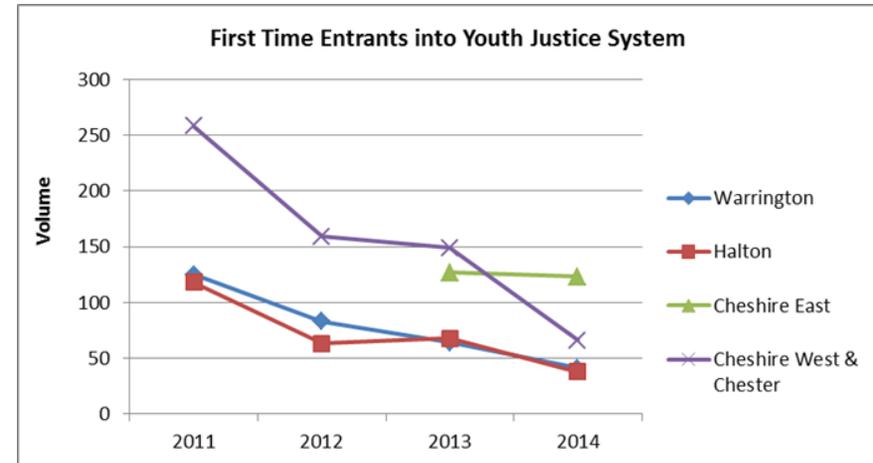
Official data for this indicator comes from the Police National Computer. The latest figures available are for the 12 months ending December 2014.

Area	No. of FTE's (Jan - Dec 14)	Rate of FTE's (per 100,000 aged 10-17 Population)
CWaC	56	191
Halton	39	329
Warrington	33	169
CE	127*	376* (*Sept 2013 – Sept 2014)
Regional	2,559	392
National	20,062	409

#### Local: First Time Entrants

The CWHWYOS monitor locally the number of FTEs from information received from Police and Court notifications. The latest figures available are for the 12 months ending March 2015.

Area	No. of FTE's (Apr 14 – Mar 15)
CWaC	42
Halton	39
Warrington	34
CE	-



#### National: Reducing Reoffending

Official data for youth re-offending measure is sourced from the Police National Computer. The latest 12 month re-offending information for the **1st July 2012 to 30th June 2013** cohort is presented below. The cohort consists of all young people who received a pre-court or court disposal or were released from custody in that date range.

Area	Binary Rate	Frequency Rate
CWHWYOS	30.4%	0.85
CE	*29.6%	*0.81 (*April 2012 – March 2013)
Regional	36.5%	1.26
National	38.4%	1.1

## Protecting People from harm, victimisation and vulnerability

### Local: Reducing Reoffending

The CWHWYOS build and monitor a local cohort of young people which consists of all young people who received a pre-court or court disposal or were released from custody. However the cohort is built using a more recent data period and monitored at Local Authority Area. The latest local 12 month re-offending information for the **1st April 2013 to 31<sup>st</sup> March 2014** cohort is presented below.

Area	Binary Rate	Frequency Rate
CWaC	26.9%	0.8
Halton	31.2%	1.1
Warrington	32.9%	1.1
CE	32.8%	0.8

### **Local data - overview:**

#### CWHWYOS

- CWHWYOS have reported a year on year reduction in First Time Entrants (FTE) into the Youth Justice System.
- The latest 12 months track<sup>40</sup> shows that of the 291 cases on the YOS cohort, 87 have re-offended, committing 278 offences. Of the 49 Children in Care (CiC) cases, 26 have re-offended, committing 122 offences.

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<sup>40</sup> CWHWYOS 12 month performance tracker

- For FTE's, in line with overall offending behaviour, the offence types of criminal damage and sexual offences have seen the greatest increase. The rate of offences per offender remains static compared to 2013/14 at 2 offences per offender.

#### Cheshire East<sup>41</sup>

- In Cheshire East there are 33,726 young people aged 10 to 17. Of those 191 entered the criminal justice system in 2014/2015. This represents 0.53% - a reduction of 0.04% from 2013/2014 data.
- In terms of reoffending the rate has reduced each year since 2012. In 2013/2014 the rate of offending per young person was at 0.84 and in 2014/2015 it was 0.81 representing 32.8% and 29.6% respectively.

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<sup>41</sup> Cheshire East Community safety partnership/YOS

## Protecting People from harm, victimisation and vulnerability

### Key partnership activity/commissioning

- Cheshire Fire and Rescue Service play a key role in youth programmes such as Prince's Trust, Respect and On the Streets.
- Childrens and contribution of the CSP to Local Safeguarding boards
- Pan Cheshire CSE Strategic Group established, published strategy with CSE dataset being monitored. These should feed into local strategic groups and CSPS to monitor trends, inform and initiate responses. [View strategy.](#)
- The formation of Cheshire Constabulary's new Public Protection Unit
- Troubled families and £5m Complex Dependencies Project
- A joint Cheshire West, Halton and Warrington youth offending service.
- Diversionary activity for young people forms part of current commissioning outcomes for both Warrington and Halton.
- Young people being detained overnight in Police custody are reviewed on a quarterly basis by the Pan-Cheshire Youth Detention Meeting which commenced this year.
- Both Cheshire East YOS and CWHW YOS work together on many operational issues. These practical arrangements at operational level prove highly beneficial, particularly on criminal justice matters such as multi agency public protection arrangements (MAPPAs), courts, restorative justice, work with partners such as DIVERT and transitions for 18 year olds suffering from issues such as poor mental health, CSE.

### Challenges

- A pan Cheshire collective performance reporting, with separate Youth Offending Services.

### Recommendations

1. Continue with diversionary activity where appropriate.
2. Explore how to evaluate the impact of such activity.
3. Link key indicators in the Child Sexual Exploitation performance framework to local Community Safety Partnerships.
4. Explore further the provision of YOS performance data that represents the sub region so that it is consistent (opportunity through the complex dependencies performance framework).

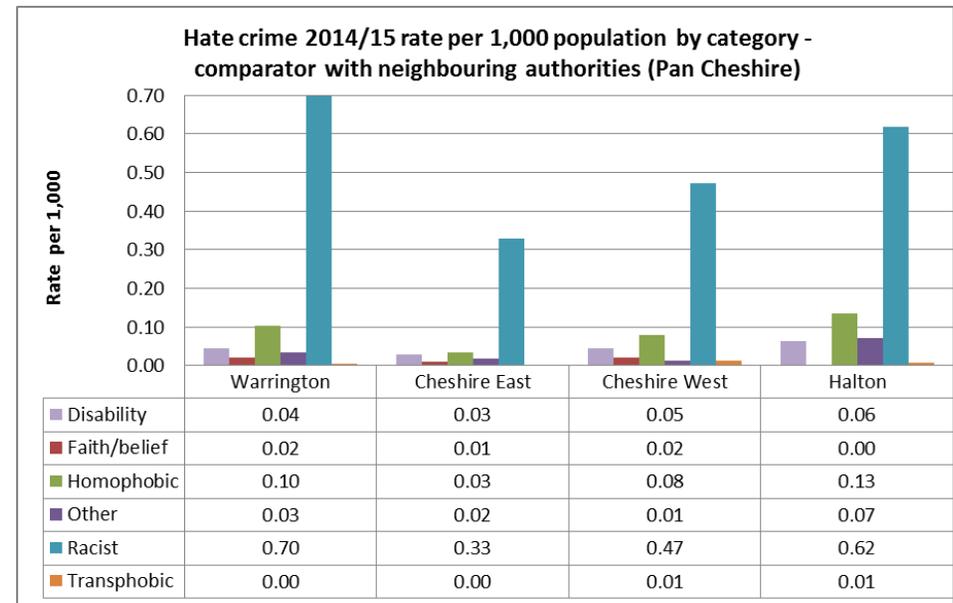
## Protecting People from harm, victimisation and vulnerability

### Hate Crime

Definition: Hate crime is any criminal offence which is perceived either by the victim or any other person to be motivated by hostility and prejudice based on a person's disability, gender-identity, race, religion or belief, or sexual orientation.

In 2014/15 there were 699 hate crimes recorded by Cheshire Constabulary, compared with 697 in 2013/14. The chart on the right shows that Warrington and Halton have the highest rates. It is well documented that many people do not report hate crime, so encouraging confidence in reporting incidents is a key aim and in part, considered as a factor in the increase of incidents.

About 77% of hate crimes are racially or religiously motivated about 13% homophobic/transgender motivation and 6% disability. As with the national trend race hate crime is the highest category.



TYPE OF HATE CRIME	CE	CWaC	Halton	Warrington	Cheshire
Disability	11	15	8	9	43
Faith/belief (lack of)	4	7		4	15
Homophobic	13	26	17	21	77
Other	7	4	9	7	27
Racist	123	157	78	144	502
Transphobic	1	4	1	1	7
Not Yet Classified		1			1
<b>TOTAL</b>	<b>159</b>	<b>214</b>	<b>113</b>	<b>186</b>	<b>672</b>

## Protecting People from harm, victimisation and vulnerability

### Immigration patterns

Pan Cheshire continues to attract a steady flow of incoming migrant workers. The number of migrants entering the UK and registering for a National Insurance Number (NINo) in 2014 was 5291 (5014 in 2013)<sup>42</sup>.

have comprised the majority of migrants coming into Cheshire, in addition to communities from India and Ireland<sup>43</sup>.

National Insurance registration data, shows that in 2011-12 the highest number of migrants entering Cheshire were Portuguese (1,200), followed by Poland (1,070), Ireland (1,000) and Slovakia (540).

### Key partnership initiatives/commissioning

- Local authority groups and partnerships
- Introduction of Hate crime scrutiny panels - multi agency meetings looking at the reporting of hate crime. Ongoing training for front line officers/staff.
- Third party reporting centres and training for staff to assist victims/witnesses to submit a report to the police.
- Key priority for Cheshire Constabulary

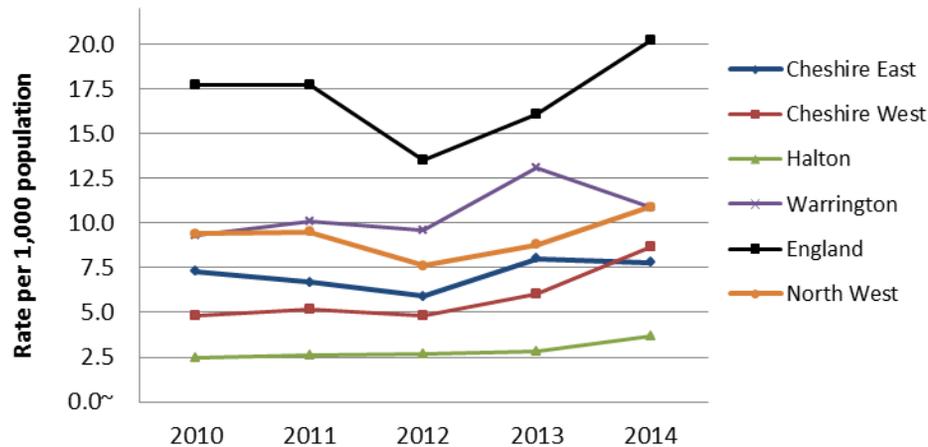
### Challenges

- National and local recognition of underreporting.

### Recommendations

1. There is also an opportunity to look at hate crime reporting – potential regular data pack that can be produced for each local authority.
2. Potential to explore joint strategies (pan Cheshire)

**Migrant National Insurance Number (NINo) registrations**  
Rate per 1,000 (16-64) population



As with a number of areas across the country, Pan Cheshire has seen and continues to have a net increase in migration over the past decade, although the number of migrants settling in the area had dropped since the onset of the financial crisis. Historically, Polish and other Eastern European nationalities

<sup>42</sup> Office for National Statistics (ONS) Migration indicators tool, Latest Year Available: 2014

<sup>43</sup> Cheshire Fire & Rescue PESTLE 2013-14

## Protecting People from harm, victimisation and vulnerability

**The following makes reference to other areas of vulnerability that have not been fully explored within the scope of this needs assessment, but is important to reference.**

### Malicious communications – horizon scan

Technological advances provide new opportunities for criminality and anti-social behaviour. 2014/15 saw 3,712 incidents of Malicious / Nuisance Communications reported to Cheshire Constabulary.

Nationally, helplines and women's refuge charities have reported a dramatic rise in the use of spyware apps to eavesdrop on the victims of domestic violence via their mobiles and other electronic devices. The software is being routinely used to exert psychological pressure or harass, allowing controlling or potentially violent perpetrators to conform their victims over their movements. In failed relationships email accounts being hacked to send abusive messages to a spouse's friend or employer. A study in 2014 by the Digital Trust which helps victims of online stalking found that more than 50% of abusive partners used spyware or some other form of electronic surveillance to stalk their victims.

**Recommendation:** There is gap in the picture of online communications, stalking and harassment and it is recommended that consideration be given to a separate analysis to explore these themes further or becomes a key feature in the next assessment.

### Vulnerable people and house fires

As part of their statutory duty to undertake community fire-safety activity Cheshire Fire & Rescue Service target over 25,000, at-risk households to delivery Home Safety Assessments each year. This includes referrals from partner agencies and a unique, risk-analysis and data-driven product that uses over 200,000 personal records shared with the Service by the NHS to prioritise delivery at a household level. By overlaying a variety of demographic and response weightings over the source data allows the service to target individuals across urban and rural environments and identify those most at risk from fire. This has led to Cheshire delivering more HSAs per head of population to over-65s than any other Fire & Rescue Service in England and serves as an opportunity to refer the householders onto other agencies, such as Age UK who can help to address wider needs.

## Organised Crime Groups

**Definition:** Organised crime can be defined as serious crime planned, coordinated and conducted by people working together on a continuing basis. Their motivation is often, but not always, financial gain. Organised criminals working together for a particular criminal activity or activities are called an organised crime group (OCG).

### Current evidence of need

**National data:** Serious Organised Crime (SOC) is considered a threat to National Security but also has an impact on our communities. It is estimated that SOC costs the United Kingdom a minimum of £24 billion each year.

It is estimated that there are approximately 5,800 OCGs. Regional hotspots include: South East, North West and the West Midlands<sup>44</sup>. To view the latest national picture [select here](#).

**Local data:** Organised crime groups (OCGs) exist within Cheshire as within many other town and cities. There are no significant differences in the numbers of OCGs across local authority areas. There are also a number of OCGs domiciled in other counties who have an impact in Cheshire.

Evidence suggests the main business of the majority of organised crime is the distribution of drugs and in some cases production (cannabis).

Local intelligence from Trading Standards Colleagues shows links with the sale of illegal and illicit alcohol and tobacco.

Detailed profile of the local picture, offenders, activity and locations are police restricted.

### Key partnership initiatives/commissioning

- Partnerships are responding to the OCGs through a number of multi-agency groups. Disruption is vital and intelligence across the partnership is essential to informing operations.

### Recommendations

- Continued and improved intelligence sharing across partners to provide a full picture of local organised crime groups.
- Ensure CSPS have the analytical capability and ability to bring intelligence together.

<sup>44</sup> National Strategic Assessment of Serious and Organised crime 2015.

## Counter Terrorism

### Current evidence of need

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On the 29<sup>th</sup> August 2014, the prime minister announced that the Joint Terrorism Analysis Centre has raised the UK National Threat level to SEVERE: an attack is highly likely. The threat to the UK from international terrorism has increased and has been driven by developments in Syria and Iraq, escalated in part, by UK nationals who have travelled from the UK and Europe to Syria and the impacts as these individuals return home.

Events in Tunisia continue to demonstrate the threat of terrorism.

Cheshire, despite not having the iconic terrorist targets of cities like London and Manchester, has however, been the subject of historical attacks in Warrington, thus, although no cause for alarm, a threat always remains. There appears to be no greater risk to Pan Cheshire than anywhere else.

Hate crime is already a priority for most CSPS and it is important that CSPs tackles right wing extremism locally as well as supporting the national terror threat.

The current local picture and profiling with regards to counter terrorism remains restricted information.

### Key partnership initiatives/commissioning

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- Local Channel Panels
- A new statutory duty on public bodies came into force early July 2015, requiring local authorities, prisons, NHS trusts, schools, universities and further education institutions to prevent extremist radicalisation taking place within their domain. Local councils will be required to make checks on the use of its public buildings, its internet filters and any unregulated out of school settings; schools' duty of care includes safeguarding their pupils and staff from the risk of being drawn into terrorism; prison chaplaincies will need to assess longevity and knowledge of faith while management may need to provide theological, motivational and behavioural interventions and Universities will need to ensure external speakers provide presentations in advance and guarantee of an opposing viewpoint in the discussion or provide monitoring of the event.

### Challenges

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The success of the 'channel' programme will be very much dependent on the co-operation and co-ordinated activity of partners.

### Recommendations

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1. Continually develop multi agency working and implementation of new legal requirements.

# Chapter 6:

## Reducing the impact of substance misuse on our communities

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This chapter looks at alcohol and drugs. It includes both public health and crime data

Supports the Police & Crime Commissioner 2014/2016 priority to:

- Protect Cheshire's communities from harm

## Reducing the Impact of substance misuse on our communities

Substance misuse is an underlying issue that can lead to vulnerability and or criminal/anti-social behaviour. Community Safety, Public Health and Police are working together to reduce the impacts of alcohol related harm on communities and individuals, both health and community safety related impacts (for example hospital related admissions, violent incidents, anti-social behaviour, prevalence of liver disease etc.). The aim is to reduce the cost to the public sector and business of dealing with the consequences of this harm.

Alcohol related harm is a key health and wellbeing priority across Cheshire.

### Alcohol

#### Current evidence of need

The cost of alcohol to Cheshire services is £416.69m with £111.99m being the costs relating to crime across the 4 authorities. The cost per head equates to £402 in Cheshire compared to £402 against the national average.

#### Public health data

**DAAT Treatment** - there are 1977 in treatment, across local authority areas shown below.

<sup>43</sup>	2011/12	2012/13	2013/14	2014/15
W	2.73 (564)	3.43 (708)	2.52 (521)	3.39 (700)
CWaC	-	2.9 (774)	2.4 (627)	1.8 (484)
H	3.00 (293)	4.47 (437)	4.82 (471)	3.41 (335)
CE	-	1.40 (525)	1.35 (506)	1.23 (458)

Across Pan Cheshire, alcohol specific hospital admission rates are maintaining. There are local authority areas with admission rates worse than the England Average such as Warrington and Halton. Cheshire East had better rates for male admissions when compared to England.

<sup>45</sup>	CE	CWaC	H	W	NW	England
<b>Alcohol specific hospital admissions U18</b>						
2008/09 – 2010/11	88.2 ●	71.3 ●	119.4 ●	71.3 ●	94.9	56.9
2009/10 – 2011/12	80.5 ●	68.1 ●	94.7 ●	56.1 ●	85.5	52.2
2010/11 – 2012/13	64.8 ●	54.4 ●	73.5 ●	52.3 ●	71.9	44.9
2011/12 – 2013/14	57.8 ●	41.9 ●	60.5 ●	59.7 ●	60.4	40.1
<b>Alcohol specific hospital admissions - persons</b>						
2010/11	350 ●	382 ●	634 ●	543 ●	546	364
2011/12	346 ●	389 ●	688 ●	566 ●	559	377
2012/13	346 ●	370 ●	648 ●	527 ●	547	365
2013/14	375 ●	375 ●	672 ●	500 ●	559	374

**Under 18** alcohol specific admissions have been reducing, both Cheshire West and Warrington had reduced to similar levels when compared to England, but for the latest year Warrington has seen a slight rise in rates. Generally, rates are similar or better when compared to the North West. For the period 2011/12 – 2013/14 the rates of young people under 18 who are admitted to hospital because they have a condition wholly related to alcohol such as alcohol overdose has lowered across all authorities.

<sup>45</sup> DAAT - Local Authority Public Health teams / Admissions - Local Authority Alcohol Profiles, June 2015.

Comparison to England rate: ● = worse ● = similar ● = better

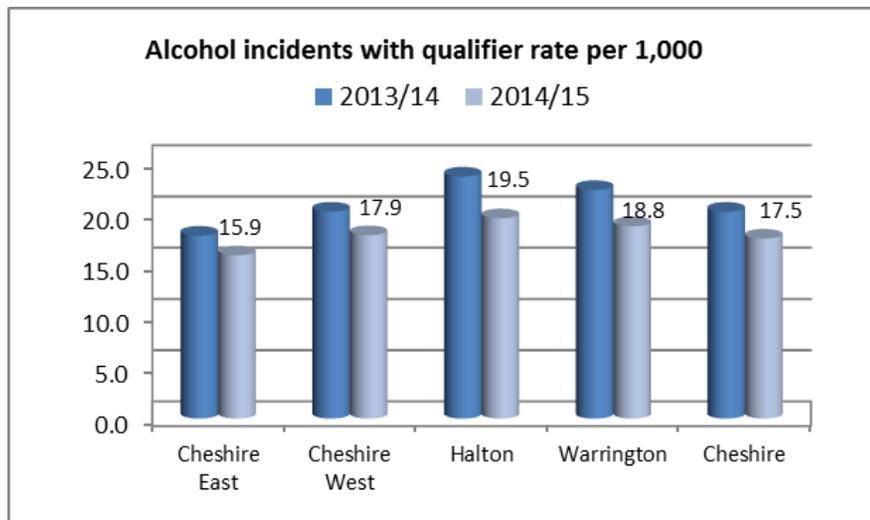
## Reducing the Impact of substance misuse on our communities

### Community Safety

**National data:** In 2013/14, 53% (704,000) of total violent incidents involving adults (1,327,000) were alcohol related. Estimates suggest that approximately 1,000 per 100,000 people will be a victim of alcohol-related crime each year<sup>46</sup>.

During 2012/13 almost half (49%) of victims believed that their offender(s) was/were under the influence of alcohol during the incident (ONS, 2014).

**Local data:** There were **18,237** police incidents flagged with an alcohol qualifier, compared to 19,325 the previous year. Although these figures are guides and may require significant scrutiny due to recording practices. Rates are broadly similar across the four local authorities.



<sup>46</sup> (Institute of Alcohol Studies, 2013).

The main night time economies in terms of the busiest licensed premises within each CSP are Chester, Warrington town centre, Crewe. Halton has a slightly smaller night time economy (NTE) when compared to other pan Cheshire authorities. During race season the NTE in Chester peaks when up to 30,000 people can attend race meetings – presenting additional challenges.

2014/15 overall anti- social behaviour incidents were significantly higher in Chester and Warrington Town centre – see Anti-Social Behaviour Section. During 14/15, 6,577 ASB incidents were flagged with an alcohol qualifier. Bridge Street, the busiest NTE in Warrington, was repeatedly the top spot for concerns for safety demand across Cheshire<sup>47</sup>

### Association with domestic abuse

During 14/15, 29% of domestic abuse incidents were affected by alcohol.

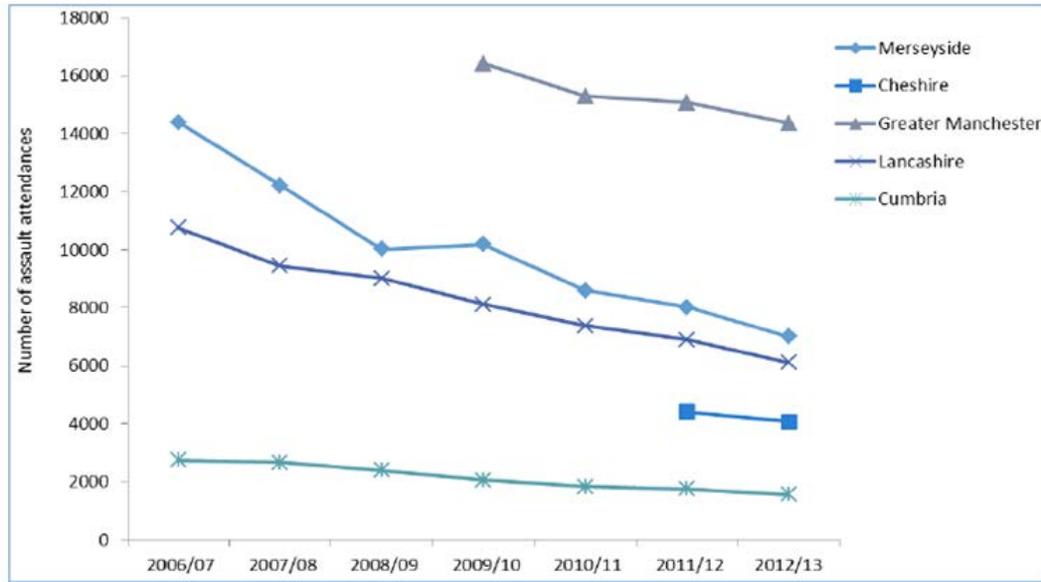
### Association with dwelling fires

Cheshire Fire and Rescue (CFRS) data for 14/15 show that **18%** of primary fires were flagged as suspected to be under the influence of alcohol and drugs. Whilst the numbers were small, the main household type was lone persons under pensionable age.

<sup>47</sup> Threat assessment, 2014

## Reducing the Impact of substance misuse on our communities

### An overview from TIIG



Number of Assault Attendances to EDs across North West of England between 2006—2013

Research published by Cardiff University in March 2014 identified the number of violence related A&E attendances has decreased by 12% across England & Wales.

Liverpool John Moores Trauma Injury Information Group (TIIG) have looked at the same data in the context of the North West and recorded broadly similar declines. However, whether this position has continued is unconfirmed.

Access to TIIG Emergency Department (ED) data has been developed throughout pan Cheshire. Data quality and consistency in recording practices has not been confirmed and at present there are likely to be inconsistencies – **headline data should be viewed with caution.**

### Case study - tackling the night time

**economy...**The introduction of the Cardiff Model in Chester's Countess of Chester A&E department and the Blacon Custody Suite in 2014 has already demonstrated the usefulness of the information that can be collected.

Over four months the information gathered demonstrated a particular problem with one city centre nightclub. Of the individuals involved in incidents just over 25% reported that they had drunk the most in this club. In relation to incidents in Northgate Street, 45 of the individuals involved in 73 incidents had had their last drink at the club. Of 25 incidents reported within a premises, 10 were in the same club.

The evidence has allowed the Police to approach the Club's management and, using the robust evidence base, work with them to improve the situation. The door policy has been strengthened (breathalysers are now used) and the serving of people who are already drunk has been tightened up. The results from the last quarter of the year are not available, but it is hoped that they will demonstrate a reduction in incidents associated with the Club, thus reducing demands on the Police, NW Ambulance Service and A&E.

## Reducing the Impact of substance misuse on our communities

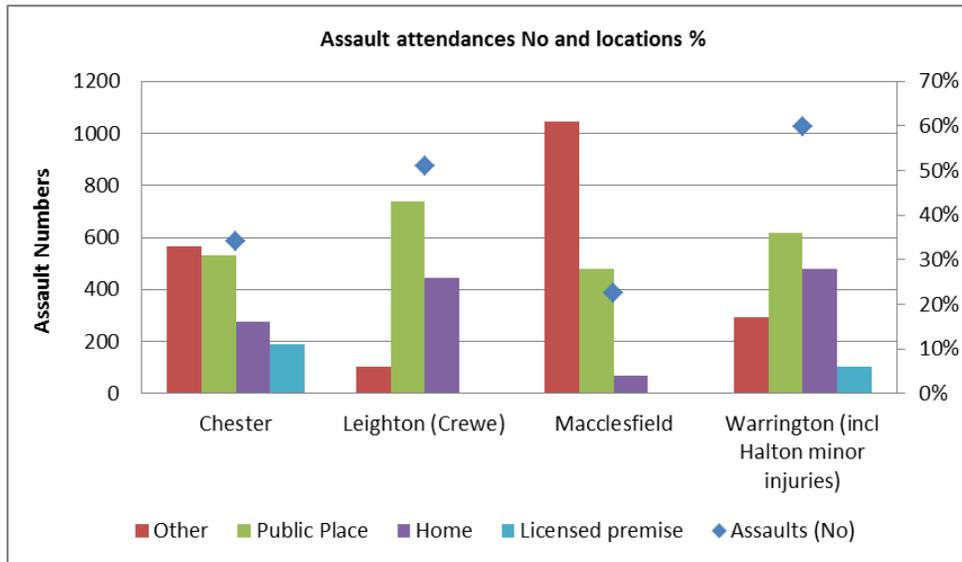
The graph opposite provides a TIIG analysis for Pan Cheshire hospitals for the period October 13 to September 14 for Leighton and Macclesfield and April 2014 to March 2015 for the Countess of Chester and Warrington.



A recent publication by TIIG on the use of A&E data in the Licensing Process April 2011 to March 2014 has further evidenced the need for A&E data to support the licensing function<sup>48</sup>.

**The Cardiff Model** - based on a project implemented in Cardiff. The aim of the model is to tackle alcohol related harm and provide an intelligence base for licensing enforcement agencies. In addition to day/time of assaults, the model is based upon asking additional questions 'where did you have your last drink' and 'where did you drink the most'. The questions are asked at Emergency Departments and custody suites and combined to present meaningful analysis.

With the exception of Alder Hey all Merseyside and the Countess of Chester EDs specifically ask for last drink locations. In Pan Cheshire, if implementing the model, authorities are at different stages and therefore analysis at Pan Cheshire level is not appropriate at this time.



<sup>48</sup> TIIG Cheshire & Merseyside – use of accident emergency data in the licensing process 2011 to 2014.

## Reducing the Impact of substance misuse on our communities

### Key partnership initiatives / commissioning

- ArcAngel is the joint approach to tackling alcohol-related crime between Cheshire Police and a range of other agencies.
- Street pastors: trained volunteers who generally patrol the NTE to engage with people on the streets **to care** for them, **listen** to them and **help** them. They work together with other partners to make communities safer. There are a number of Street Pastor schemes across Cheshire - Chester, Nantwich, Middlewich and Congleton. Street Pastor initiative is being explored in Warrington.
- Pan Cheshire Alcohol Harm Reduction Strategic Group.
- Strong local partnerships in place and Local arrangements to make better use of A&E assault data.
- There are a number of alcohol related commissioned research activity across Pan Cheshire, which include Warrington commissioning Mickledore to research the full impact of the NTE, the Halton alcohol inquiry and Cheshire West alcohol research.

### Challenges

- Nothing is currently commissioned across the sub-region.
- Local authorities are at different cycles of DAAT commissioning.
- Implementation of the Cardiff model and consistency of hospital assault / alcohol data across the sub region.
- Although CWaC have been operating this model, currently there is a gap in local data and concern over data quality.

- Cheap drink promotions, early hours opening.
- Lack of consistent and informative data sets 'analytical' tools.

### Recommendations

Current objective of the Pan Cheshire Reducing Alcohol Related Harm is a consistent approach and implementation where possible of the following, across the Cheshire 'footprint':

1. Minimum Unit Price – continued engagement with Merseyside.
2. A&E data recording and sharing that meets the standards of Cheshire West, consistent alcohol qualifiers and specifically the 'Cardiff model' / Licensing requirements.
3. Relating to recommendation 2, there is an urgent need to address the current concerns over reliable A&E/Cardiff Model data for all local authorities (this includes CWaC).
4. Late night levy's / voluntary agreement schemes ('Ipswich model')
5. Referral pathways
6. School based interventions – (Education/early intervention)
7. Alcohol communications
8. Learning from individually commissioned research.
9. Encourage full membership of the Pan Cheshire sub group to deliver consistencies and share best practice across the sub-region.

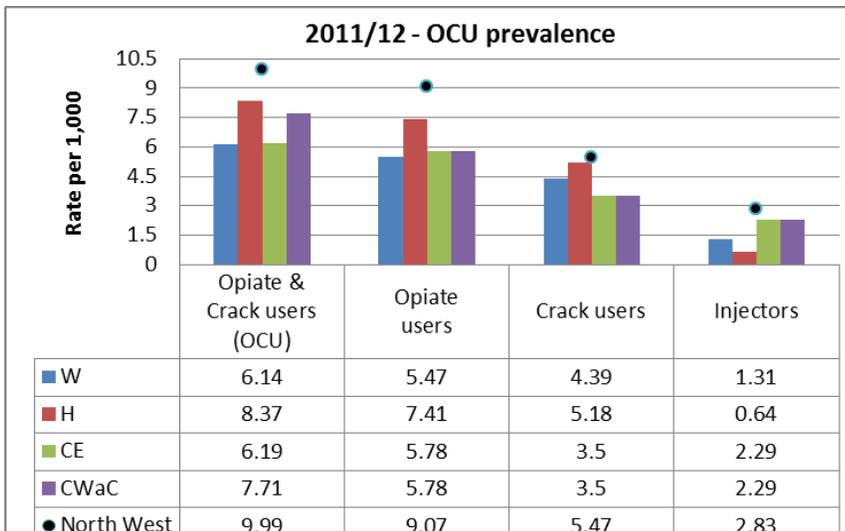
## Reducing the Impact of substance misuse on our communities

### Drugs & Other substances

#### Current evidence of need

According to the Crime Survey for England and Wales, 2013/14, an estimated 8.8% of adults (aged 16-59) used an illicit drug in the last year. The proportion almost doubled when looking at the 16-24 age group (18.9%). As in previous years, cannabis was the most commonly used type of drug used (6.6% of adults), followed by powder cocaine (2.4%) and ecstasy/MDMA (1.6%).

Statistically significant change in levels of drug use between 2012/13 and 2013/14 was LSD and Ketamine. The increase in powdered cocaine use, was statistically significant from 1996, but not from 2012/13.



Locally, the latest official estimates<sup>49</sup> suggest that there are 4,638 opiate and crack users (OCUs), comprising an estimated 3,962 opiate users and 2602 crack users. There are no official estimates for non-opiate drug users.

March 2013				March 2014				March 2015 <sup>50</sup>			
W	H	CE	CW	W	H	CE	CW	W	H	CE	CW
<b>Numbers recorded as being in effective treatment (rate per 1,000 population)</b>											
629	625	-	1237	614	712	866	1155	677	658	815	1046
3.05	6.39			2.97	7.29			3.28	6.71		3.9
<b>OCU users starting new treatment in the last 12 months that can be fully reported and completed or were retained for 12 weeks or more (No)</b>											
123	89	-	198	118	94	58	222	84	36	72	169
	0.91				0.96						
<b>YP (&lt;18) who received substance misuse treatment in the year (No.)</b>											
n/a	39	-	Na	77	64		47	73	122		42
	1.39				2.27				4.32		0.63
<b>Opiate users reporting successful completion of treatment (%)</b>											
11.3	8.6	-	10.6	6.1	12.2	8.8	7	15.4	10.9	7	8.0
<b>Non option users reporting successful completion of treatment (%)</b>											
24.9	46.8	-	45.5	39.2	57.7	82.9	42.0	49.2	54.0	81.1	45.4

Treatment referrals						
Category of referral	W	H	CE	CWAC	North West	England & Wales
Self-referrals	64%	52%		62%	43%	42%
Criminal justice	20%	18%		6%	24%	21%
Arrest/DIP	0%	0%		6%	7%	9%
GP's	3%	13%		7%	5%	7%

<sup>49</sup> Liverpool John Moores 2011/12 prevalence estimates (CW/CWac represent 'Cheshire County' data)

<sup>50</sup> Sourced: Public Health teams: NDTMS Treatment map summary. View with caution as data may not be directly comparable/same time frame.

## Reducing the Impact of substance misuse on our communities

### New Psychoactive Substances (NPS)

Nationally, the number of fatalities has risen dramatically in recent years, as has the number of hospital presentations for conditions associated with these drugs<sup>51</sup> (England & Wales only) and has recently been linked to prison deaths.

<b>Fatalities from Legal Highs</b>	2011-12	2012 -13	2013 -14
Incidents per year	12	28	97
<b>Hospital presentations Legal Highs</b>	2011-12	2012 -13	2013 -14
Incidents per year	406	988	1600

Figures obtained from the Centre for Social Justice showed that nationally there were 3,652 police incidents involving NPS in 2014, amounting to a 169% increase. Rural areas showed some of the largest surges. Within Cheshire, the number of incidents involving NPS have increased year on year<sup>52</sup>.

<b>Police Service</b>	2010	2011	2012	2013	2014
Cheshire	3	3	13	26	63
Greater Manchester	5	1	6	29	104
Lancashire	8	12	31	117	347
Merseyside	-	3	10	20	25

The use of NPS is also a serious community concern and recent reports cite concern with usage within prisons. A social media campaign set up by a mother of a teenage boy who had taken a legal high called to ban the sales of these products from a

<sup>51</sup> The Times August 5<sup>th</sup> 2014

<sup>52</sup><http://www.centreforsocialjustice.org.uk/UserStorage/pdf/Press%20Releases%202015/CSJ-press-release---legal-highs---16-04-15.pdf>

particular premise in Crewe. Thousands of people locally supported the campaign showing a growing concern.

Local intelligence from CSPs and Trading Standards North West has highlighted the use of laughing gas/nitrous oxide and capsules being littered. Many local authorities in the North West report an increase in complaints of shops/individuals selling this substance to children. Often it is sold in canisters that would suggest the purpose is for home baking but teenagers are buying these quite obviously with the intention of inhalation.

### Drug offences

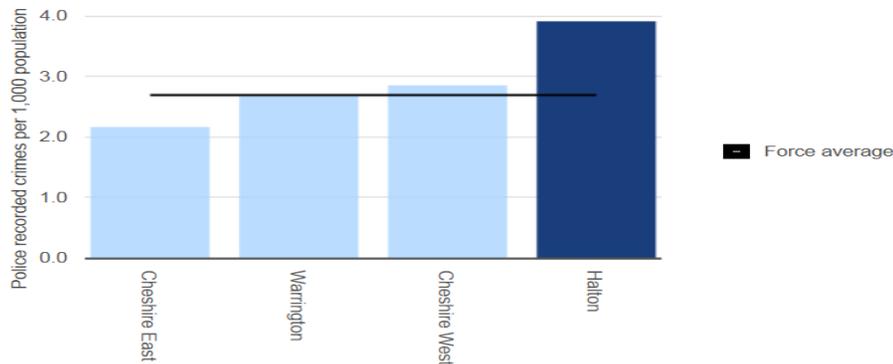
In 2014/15 there were 2,640 Drug Offences – 523 (20%) related to Drug Trafficking and 2,117 (80%) drug possession. *Note that intelligence-led police activity can impact upon the levels of recorded drug possession crime. Figures are therefore not necessarily a reliable indicator of overall patterns of drug use.*

**Drug possession offences:** In the period March – February 2015 the main primary arrests for drug offences by type was possession of class A, followed by possession of class B. The top 10 arrest types across Cheshire are shown below.

<b>Primary Arrests</b>	<b>Percentage</b>
Possession of class A	24%
Possession with intent to supply class A	19%
Possession of class B	16%
Possession with intent to supply class B	14%
Concerned in the supplying of class A	7%
Conspire to supply a class A	5%
Production of class B	4%
concerned in the production of class B	2%
Concerned in the supplying of class B	2%
Supplying class A	2%

## Reducing the Impact of substance misuse on our communities

For the year ending March 15, Cheshire had the lowest drug offence rate (2.7 per 1,000 population), than the North West (3.1). Cheshire is placed 3<sup>rd</sup> when compared to the 5 police forces in the North West Area<sup>53</sup>. Within Cheshire, the drug offence rate is higher in Halton (see graph below). For the year ending March 15, Halton and Cheshire West have higher than average rates when compared to their MSG<sup>54</sup>. Warrington was normal for the group and Cheshire East lower than the average.



The number of Cannabis farms being uncovered has leapt sharply across the UK. Within Cheshire, the size of the cannabis grows being uncovered have been significant. Cannabis farms have been discovered in large towns such as Warrington, Macclesfield and Northwich, but also in rural areas like Tarvin indicating the **problem is not confined to the major cities**.

<sup>53</sup> Crime ending March 2015, Police force data tables:  
<http://www.ons.gov.uk/ons/publications/re-reference-tables.html?edition=tcM%3A77-373428>

<sup>54</sup> <http://www.police.uk/cheshire/N049>

### Key partnership initiatives / commissioning

- Test on arrest led by Cheshire Police.
- ASB Strategic group - a key feature in tackling the use of NPS will be the use of the ASB tools and powers and work is ongoing to ensure that we share good practice.
- NPS - continued local activity to inform the intelligence picture. CWaC are leading on the introduction of a Public Space Protection Order which will prevent their use in public and have commissioned work to look at the impact on health.
- Local DAAT activity

### Challenges

- NPS - Legislation is currently going through a statutory process (to be introduced in 2016) and that is to control the supply and use of NPS/legal highs. In addition to local shops/vendors, online availability represents a threat.
- Pan Cheshire Commissioning - local authorities are at different cycles of DAAT commissioning.
- Local reports of challenges with regard to the ageing population of historic Opiate users (e.g Heroin) who are still in treatment, some reluctant to move through to a successful outcome/exit.
- Managing prison releases into the community to ensure all those requiring Community Substance Treatment Services do so successfully to prevent reoffending and promote recovery.

### Recommendations

1. Continue local activity for evidence gathering NPS and share best practice in terms of use of ASB tools and powers.
2. Continued work to address barriers of moving on for historic opiate users and promote successful treatment services for those being released from prison.

# Chapter 7:

## Road safety

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This chapter looks at key headline data for road safety across Cheshire

Supports the Police & Crime Commissioner 2014/2016 priority to:

- Protect Cheshire's communities from harm

## Road Safety

### Current evidence of need

In 2014 there were 34 deaths on the road (28 the previous year) and 514 serious injuries (433 previous year), resulting in 548 Killed and Serious Injured (KSI). Despite the increase, figures remain lower than in 2010, 2011<sup>55</sup>. Nationally, there has also been a slight rise when comparing 2014 with 2013.

There have been 29 children KSI during 2014 (34 during 2013):<sup>56</sup>:

- Halton - 2012 (10), 2013 (3), 2014 (4)
- Warrington - 2012 (8), 2013 (5), 2014 (9)
- Cheshire East - 2012 (13), 2013 (13), 2014 (7)
- Cheshire West & Chester - 2012 (13), 2013 (14), 2014 (9)

All KSI road traffic collisions are subject to significant variations, therefore trends are shown in the graph below. Whilst overall trends have been decreasing, casualties remain unacceptably high and need to be tackled in a combined effort. Road safety is a current community safety priority for Cheshire East Council.

A profile of drivers during 2014<sup>57</sup> found that males accounted for 76% of Road Traffic Collisions (RTC's). The overall highest age group was 17-24 year olds, this was the same for females, but for males the highest age group was 45-54 years.

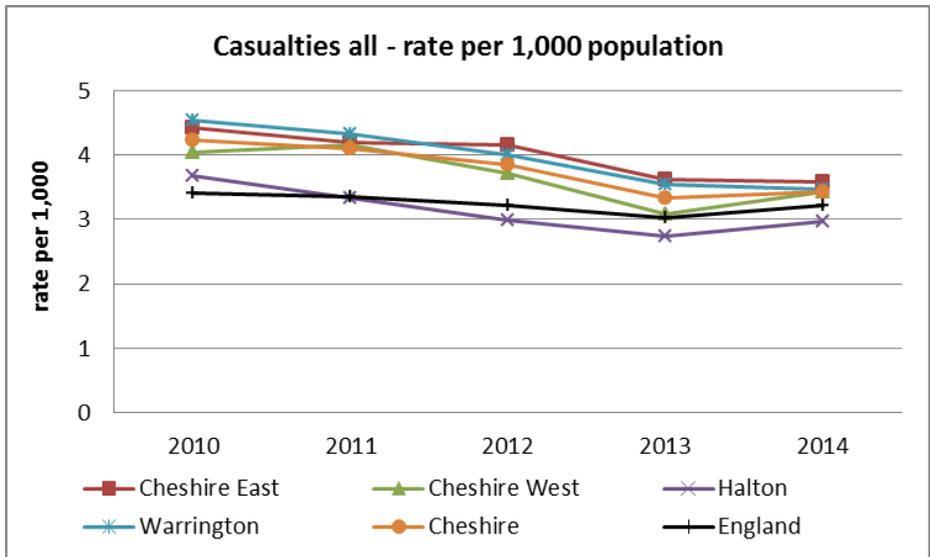
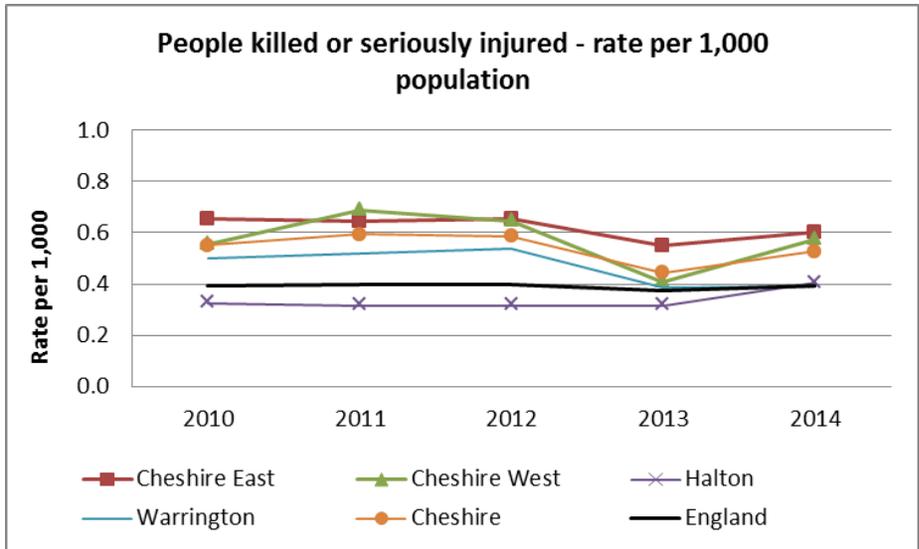
Key repeats roads (non-motorway)

- A49 – 25 KSI's, (1 fatal, 24 serious)
- A54 – 18 KSI's (2 fatal, 16 serious)
- A534 – 17 KSI's (2 fatal, 15 serious)

<sup>55</sup> Department for Transport, STATS19

<sup>56</sup> DoT Table RAS30058 Child KSI

<sup>57</sup> Cheshire Constabulary Corporate Research and Analysis March 2015 Road Traffic Collision Analysis 2014



## Road Safety

Cheshire Fire & Rescue Service attended 354 road traffic collisions in 2014/15 of which 106 involved the extrication of a person.

### Partnership activity/commissioning

- Road safety education, training and publicity is a statutory duty of the local authorities. Each of the Cheshire councils deliver programmes to promote safer use of the roads through the local authority road safety teams, with the exception of Cheshire East who commission Cheshire Fire & Rescue Service as the lead agency.
- The Cheshire Road Safety Partnership was disbanded in recent years as a result of the removal of Area Based Grants for Road Safety. This was replaced by the Cheshire Road Safety Group (CRSG) although this has been largely based on a speed and red light camera enforcement model. [www.cheshireroadsafetygroup.org](http://www.cheshireroadsafetygroup.org). The group is currently reviewing its broader role in co-ordinating road safety activity for the pan Cheshire area.
- Local roads safety partnerships exist in differing forms based on the geographical areas of Police organisational structures.

### Challenges

- National targets for road casualty reduction no longer exist and local authority targets (if applied) have been established based on local priorities. There are currently no casualty reduction targets for pan-Cheshire to focus partnership activity and identify cross border issues.

- The CRSG has recognised a need for collision / casualty data analysis to provide intelligence to the Cheshire ETP group and local partnerships structures. CRSG is investigating options for undertaking this function.
- Collision / casualty data sharing is an area of concern for local authorities with plain language descriptions having to be removed due to Cheshire Police concerns about data protection of personal information

### Recommendations

- Investigate capacity and capability that may exist in each of the partner agencies to undertake statistical analysis of road collision / casualty data.
- Identify if data analysis can be undertaken as a resource contribution to partnership ethos of CRSG.
- Investigate and identify solutions to be able to share qualitative data recorded for each reported road traffic collision incident.

## Chapter 8:

# Meeting public expectations & working together

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This chapter looks at current consultation activity and also covers pan Cheshire working

Supports the Police & Crime Commissioner 2014/2016 priority to:

- Continue to build on the strong partnership between the police and the communities of Cheshire

## Meeting public expectations and working together

### Meeting public expectations

#### Consultation

From a local authority perspective, there is a gap in evidence of overall public thoughts and perceptions as no Place Surveys have taken place in recent years to provide any meaningful update on public opinion of crime & disorder within the local authority areas.

Cheshire Constabulary commission quarterly public perception surveys and The Police and Crime Commissioner has an obligation to consult with the public regarding what their main police priority is in their local area. The responses were analysed and the top ten priorities are ranked in order below:-

1	Road Policing/Road Safety	14.7%
2	Visibility	13.3%
3	Antisocial behaviour	12%
4	Drugs	10.4%
5	Parking	4.6%
6	Young People	4%
7	Burglary	3.8%
8	Alcohol	3.5%
9	Crime & Crime Prevention Advice	2.9%
10	Accessibility	1.4%

Need to explore how best to capture public perception at a CSP level, which is consistent across Cheshire. Possible opportunity for police perception surveys to be broken down into CSP areas.

#### Pan Cheshire working

A strategic need in terms of Pan Cheshire working has been highlighted as the commitment to working this way. Capacity to contribute and deliver at this level can be affected by local need and priorities; this is made worse as authorities are affected by reducing resources and professional capacity.

Work is underway to confirm data sharing agreements for quarterly provision of crime and ASB data that can be analysed at ward/beat level, with geographical coding to enable mapping alongside other partner data sources, by putting this in place all local authorities will have consistent intelligence stream.

A separate report is being provided about the way forward with regards to consistent local priority setting and the regional assessment, which includes options for a ranking matrix, better use of 'iQuanta' / benchmarking information.

Further recommendations for community safety have included:

- Website linking all CSPS, key strategies together.
- Possible commissioning timetable of pan Cheshire and local commissioning arrangements.
- Opportunities for us to look at data and intelligence streams across the authorities (work has commenced in Cheshire Constabulary to explore data streams to each CSP).
- Review current intelligence resource across each CSP.