

Appendix A

Crime and Community Safety

Joint intelligence report

Executive Summary

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T h i s r e p o r t

This report has been prepared by Knowsley Council’s Policy, Impact and Intelligence Team (PII) in consultation with intelligence analysts and officers from organisations within the Knowsley Intelligence Network.

The purpose of this report is to set out current understanding of issues relating to Crime and Community Safety in Knowsley, based on analysis of the latest available quantitative data. It also provides an assessment of the current strengths and areas for development for Community Safety Partnership (CSP) working, derived from an assessment of a substantial range of qualitative data generated via the CSP’s recent work.

The report is intended to inform the development of an interim Safer Knowsley Plan 2015-16, in addition to informing future iterations of the wider Strategy for Knowsley, which sets out the Partnership’s high level priorities and strategic direction.

This report is also one of a series of themed *Joint Intelligence Reports* that form the Joint Strategic Needs Assessment that help Knowsley’s Health and Well Being Board meet its statutory duty to determine strategic priorities to inform the Health and Well Being Strategy for Knowsley.

C o n t r i b u t o r s

The majority of this report is based on evidence and analysis from the following organisations:

- Knowsley Council
- Merseyside Police
- Merseyside Community Rehabilitation Company (formerly Merseyside Probation)
- Merseyside Fire and Rescue Service
- Knowsley Youth Offending Service

C o n t a c t s

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F u r t h e r i n f o r m a t i o n

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EXECUTIVE SUMMARY

What are the most critical Community Safety challenges facing Knowsley?

Many of Knowsley's Community Safety priorities do not change from year to year as they follow long terms trends. The CSP may, however, need to re-focus the priorities in response to:

- Emerging or changing trends in crime and ASB
- Emerging changes to the external environment at national and local level (policy, legislation, social, technological etc)
- The impact of previous interventions
- Learning gained through the delivery of existing priorities

Through the strategic assessment process, consultation with local residents and feedback from partners, Knowsley's Community Safety Partnership (CSP) have identified the following as the most critical challenges for partner's to address in the forthcoming financial year 2015-16:

Supporting vulnerable victims, particularly victims of domestic abuse, hate crime and victims of serious anti-social behaviour (ASB);

Reduced offending is resulting in fewer residents of Knowsley becoming victims of crime. Overall crime reductions have resulted in **6400 fewer victims of crime** in 2014/15 compared to 2007/08. However domestic abuse, domestic violence and hate crimes are historically under-reported, with national research showing that it takes more than 30 incidents for a victim to report a case.

Domestic Abuse:

- National evidence suggests that almost a third of women and a fifth of men have experienced domestic abuse since the age of 16 (Flatley, 2013). If these estimates were applied locally, about **15,000 women and 8,000 men** have experienced domestic abuse in Knowsley.
- Recent analysis shows that there were **3523** police recorded incidents of Domestic Abuse in Knowsley between November 2013 and October 2014. **1520 of these were repeat incidents** involving the same victim. This represents a **4% rise in reported incidents in Knowsley** during the period, and a corresponding **3% rise in the number of repeat victims**.
- Previous analysis has shown areas of the Borough that have significantly higher rates of recorded incidents of domestic violence than the rest, with five wards out of 21 accounting for 37% of all incidents. (Northwood, Kirkby Central, Whitefield, Page Moss, Stockbridge)

- Knowsley operates a Multi Agency Risk Assessment Conference (MARAC) to support those victims of domestic abuse judged to be at high risk. Analysis of Knowsley's MARAC Cohort shows the current rate of 40 MARAC cases per 10,000 female population is significantly higher than Most Similar Group (37 per 10,000) and National average (30 per 10,000)
- Analysis shows that Knowsley's current MARAC cohort is made up of predominantly severe and complex cases which have proven resistant to previous attempts at multi agency support and intervention (which have proven successful interventions in a majority of other cases).

Hate Crime

- **The number of cases of reported hate crime has risen year on year since 2006.** Latest available data shows that in **2013/14 there were 271 recorded incidents compared to 262 in 2012/13 (increase of 3%) with a repeat incident rate of 25%**
- Racist incidents predominate (72% of all reported incidents), although a rise in disability hate incidents has been seen over the last two years. (16% of all incidents in 2013/14)
- Victim analysis indicates that workers from BRM backgrounds working in convenience stores, takeaways and petrol stations are most at risk, with **32% of incidents at business premises, often within ASB 'hot-spot' areas.**

Anti Social Behaviour (ASB)

- Despite significant reductions in police recorded incidents of ASB, evidence of resident's perceptions suggests ASB remains a key concern of Knowsley residents.
- Surveys suggest that on average more people believed ASB had got worse (28%) rather than improved (17%) over the last year, but the majority felt it had stayed the same (55%).
- When asked what residents perceived to be their biggest issues associated with crime and ASB, the majority (67%) of people cited 'gangs of youths / youth disorder' as the biggest problem in their area compared to other types of crime such as drugs, violence or guns which averaged around 3-5% each.

The exploitation of children and young people

Child Exploitation (CE), including Child Sexual Exploitation (CSE) is a key theme for partnership development. The CSP recognises that identification and prevention of child exploitation is an emerging threat of significance, and currently not enough is known about this area to fully understand the scale of the challenge. Initial analysis, however, shows that:

- Knowsley has high scores on a number of indicators associated with high vulnerability to child exploitation including being in the **most at risk 10% of local authorities in terms of:**

- levels of deprivation
- rate of care homes
- missing persons
- substance abuse treatment and
- persistent school absence.
- It is also in the top 50% for its rate of mental health admissions.

Evidence from a recent peer review of Knowsley's approach to tackling Gang and Youth Violence suggests an emerging threat concerning **exploitation of young people, previously unknown to services, by organised criminal groups to commit drug dealing and firearms offences, often outside of the Borough.**

Work to better understand and address this priority is being taken forward in partnership with Knowsley's Safeguarding Children Board which has the strategic lead for developing Knowsley's response to Child Sexual Exploitation.

Serious and Organised Crime

Serious and Organised Crime presents a significant national threat due to links to drug trafficking, fraud, firearms offences and other forms of serious violence. In recognition of the relatively high levels of organised crime perceived to be present in the Borough, a problem profile was developed by the CSP as early as 2009 to understand the nature and prevalence of organised crime in Knowsley. This profile established the key characteristics of Organised Criminal Groups in Knowsley which included:

- **Involvement in the supply and dealing of drugs (predominantly cannabis)** in their communities but also with other areas which is known to be the source of disputes and tensions with other groups within Knowsley and with neighbouring areas of Liverpool
- **Access to firearms and from intelligence reports a willingness to use them** to assist them in their criminality
- No fear in the use of violence to resolve disputes/tensions with many of the known members or associates
- **Offending includes not only supply of drugs (and any associated violence) but burglary, robbery, HGV theft and vehicle crime** to supplement their lifestyle
- Offending occurs in Knowsley, **cross border** into Liverpool North in particular and **also on a regional, national and international scale**
- Groups are territorial and many located in some of the key **'hot spot' locations** for crime and ASB throughout North Huyton and Kirkby
- Organised Criminal Groups often have **large number of members and associates** which will involve younger members committing "lower level offending" to help maintain groups' control and influence in areas

- Recent evidence suggests an **emerging threat concerning exploitation of young people, previously unknown to services, by organised criminal groups to commit drug dealing and firearms offences, often outside of the Borough.**

The changing nature of the threat posed by Serious and Organised Crime in Knowsley and the links to child exploitation (CE) suggests exploring **the relationship between child exploitation and serious organised crime** in the Borough should become a key priority for the CSP to explore in further detail.

Supporting offenders to change their behaviour

National research has shown that a small percentage of offenders commit a high proportion of crime. In Knowsley tackling those offenders who are both most prolific as well as those who commit more serious offences is key to sustaining the overall reductions in crime seen in Knowsley over recent years. Key data relating to offending behaviour includes:

- A **significant proportion of young offenders** are responsible for the majority of crime committed in Knowsley, much higher than regional and national averages.
- The under 19 cohort of offenders in Knowsley accounted for approximately **28% of all crime. 30% of all violent offenders, 40% of all robbery and 30% of drug offenders were under 19 years old.**
- A snapshot analysis of the Youth Offending Service's caseload showed a **high proportion of family dysfunction, domestic violence and serious family illness** including significant loss / bereavement as key factors underpinning offending behaviour.
- **80% of the cohort analysed used cannabis, whilst 75% showed special educational needs including speech and language difficulties.**
- For **adult offenders** subject to statutory supervision there is a significant element **(30.6%) assessed as having very high need / risk associated with reoffending.** A significant element are **associated with gangs and gun crime**, with evidence suggesting that those classed as Prolific and Priority offenders **make up a higher proportion of and are younger** than regional and national averages.
- There is evidence of an **increase in drugs** as a factor in offending, **heavy use of cannabis** being particularly significant.
- **Alcohol** remains highly significant within the Knowsley adult cohort with 23.3% scoring for alcohol need. Alcohol scores being significantly higher in relation to Highest Risk 'Tier 4' offenders 32.1%, DV perpetrators 55.6% and Drug users 37.3%.
- **Domestic Violence** is another key feature of the cohort of adult offenders, with high risk associated with Attitudes and Behaviour (67.6%) in addition to Alcohol (55.6%) and Relationships (45.6%)¹

¹ The recent changes to Probation including the introduction of the Community Rehabilitation Company means future analysis with need to reflect the split between high and low risk cohorts. This data is in the process of development. .

Despite these figures, Knowsley has had significant success in reducing reoffending through the development of the partnership's 'tiered approach' to offender management which combines prevention, early intervention and enforcement. This approach is described in detail in the 'what works' section of the full strategic assessment. Performance in relation to Knowsley's current statutory caseload shows:

- Knowsley has a current adult binary reoffending rate of 24.5%, the lowest rate of reoffending on Merseyside
- A current juvenile binary reoffending rate of 36.7%, the lowest rate of juvenile reoffending on Merseyside
- The number of **First Time Entrants to the Criminal Justice System has reduced by 77%** between 2009 and 2013. This reduction is underpinned by Knowsley Youth Offending Service's successful implementation of triage to divert young offenders from the criminal justice system.
- Significant reductions in final warnings and reprimands through the use of out of court disposals, and a **17% reduction in the number of young people in custody** in the last year.

The number of victims of crime in Knowsley can be further reduced by supporting offenders to change their behaviour. Knowsley CSP recognises the need to ensure the positive work to support offenders. However successful initiatives such as Integrated Offender Management (IOM) and the 'Life Change Programme' could be placed under threat due to the significant change to the offender management landscape brought about by the Government's Transforming Rehabilitation programme.

What is the scale of the challenge, and who is most affected by issues of Community Safety in Knowsley?

Overall prevalence of crime

In the past Knowsley suffered from a comparatively high level of crime although this has reduced significantly (by approximately 38%) since 2007. The borough has also suffered a small number of high profile crimes which, together with historically high crime rates, has created some negative perceptions regarding crime and community safety in Knowsley. More detailed analysis on crime and anti-social behaviour trends is explored further on in this report, however some headline statistics include:

- Crime has fallen year-on-year in Knowsley since 2007/08.
- The overall reduction between 2007-08 and 2013-14 is 38%, however annual reductions have started to level off in recent years.

- Police reported incidents of Anti Social Behaviour (ASB) have followed a similar trajectory, with an overall reduction of 57% between 2007-08 and 2013-14.
- Crime has decreased by 2% across Knowsley in the last 12 months; however there have been some slight increases in 'all crime' in some areas of the Borough for the first time since 2007-08.
- Violent crime and sexual crime have increased comparatively over the last 12 months.
- Analysis shows the increase in violence reflects changes to recording practices both within Merseyside Police and across England and Wales in response to national criticism of official recorded crime statistics.
- The cause of the increase in sexual offences is difficult to disentangle from the effects of high profile national cases such as operation Yewtree and other high profile national cases.
- Theft offences remain the highest 'crime type' in the Borough in terms of volume.
- "Possession of Cannabis" remains the highest single offence category in Knowsley.

Who is most affected?

Issues relating to Community Safety affect everybody who visits, works or lives in Knowsley, however there are certain demographic factors which can increase the risk of becoming a victim of crime locally. Broadly speaking, deprivation is a key factor, with certain parts of Knowsley experiencing higher crime than others. Age and certain associated lifestyle characteristics which lead to engagement in risk tasking behaviour are also key factors which increase likelihood of becoming either a victim or perpetrator of crime.

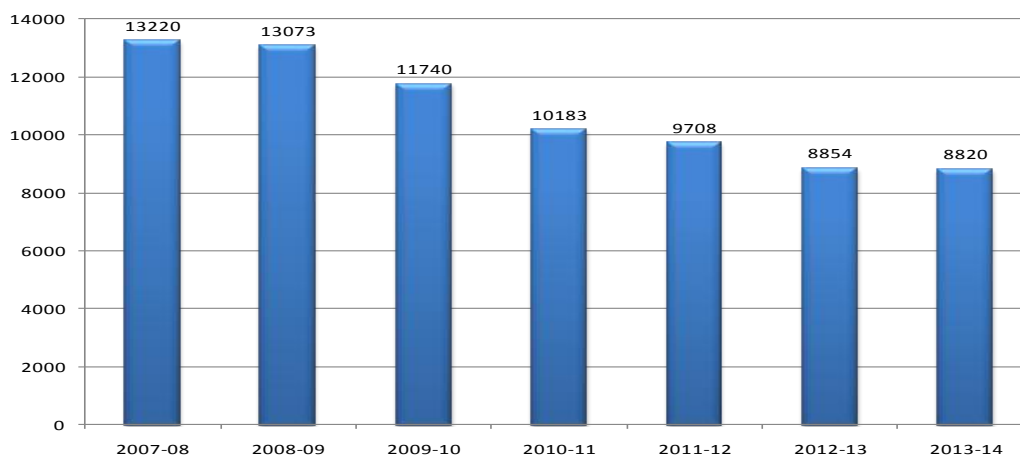
- In Knowsley, **children and young people** have been identified as a key cohort with **teenagers being more likely to be vulnerable to exploitation, both as victims and offenders**; female teenagers are especially vulnerable to child sexual exploitation, with **those who go missing from school, home or care also experiencing higher risks** of becoming victims of crime.
- A high proportion of both perpetrators and victims of serious crime locally are young people. There is evidence of young people who have progressed from anti social behaviour to become involved in serious crime through the use or distribution of drugs, predominantly cannabis, often presenting safeguarding issues to both themselves and members of their immediate family.
- As stated above, domestic violence and abuse has previously been identified as a priority in Knowsley and in 2014 the CSP commissioned a health led needs assessment and conducted a scrutiny review of CSP arrangements in place to tackle DV.
- Recent data shows both **high prevalence of domestic abuse and a recent increase in domestic related offences** (which may be attributed to increases in reporting which has been encouraged locally). Age and gender are significant factors in domestic abuse, with a significant proportion of the predominantly female victims aged between 26-35 years old.

- With regard to other population groups, the number of **reported incidents of hate related crime have increased year on year** since 2006, and whilst racist incidents predominate in Knowsley the last 2 years have also seen an increase in disability related hate crime.
- **Members of families with complex needs including mental health, substance and alcohol misuse and domestic violence** are a specific population group at high risk of becoming involved in crime and ASB, either as perpetrators or victims, predominantly as a result of associations and lifestyle characteristics.

Are issues improving or getting worse?

Crime has been decreasing since 2007/08; however those **decreases have been reducing in volume.**

'All crime' in Knowsley 2007-2014



Although there have been significant reductions in overall crime levels, **there remain areas of the Borough where crime and ASB have remained persistent and evidence suggests the gap has not narrowed to the same extent in these 'hot spot'**

Key priorities such as Domestic Violence and Youth Offending have shown significant improvement in performance over all. However **the cohorts that remain are often more complex and further improvement is becoming more difficult to achieve.**

There have been increases in **violence and sexual offences** over the last year. However analysis has shown that a significant proportion of the increases in violence are as a result of changes to Home Office counting rules. The causes of increases in sexual crime are difficult to disentangle from the impact of high profile national cases such as Operation Yewtree and

the subsequent increased levels of reporting of sexual offences seen nationally over the last 2 years.

Despite the overall fall in ‘actual’ crime figures, results from tracker surveys, recording the perceptions of residents, do not necessarily reflect the significant reductions achieved over recent years. When surveyed, on average more people think crime has got worse than improved in Knowsley, although the majority think it has stayed about the same. The impact of local, national and social media upon local perceptions of crime and community safety means **narrowing the perception gap presents a significant challenge.**

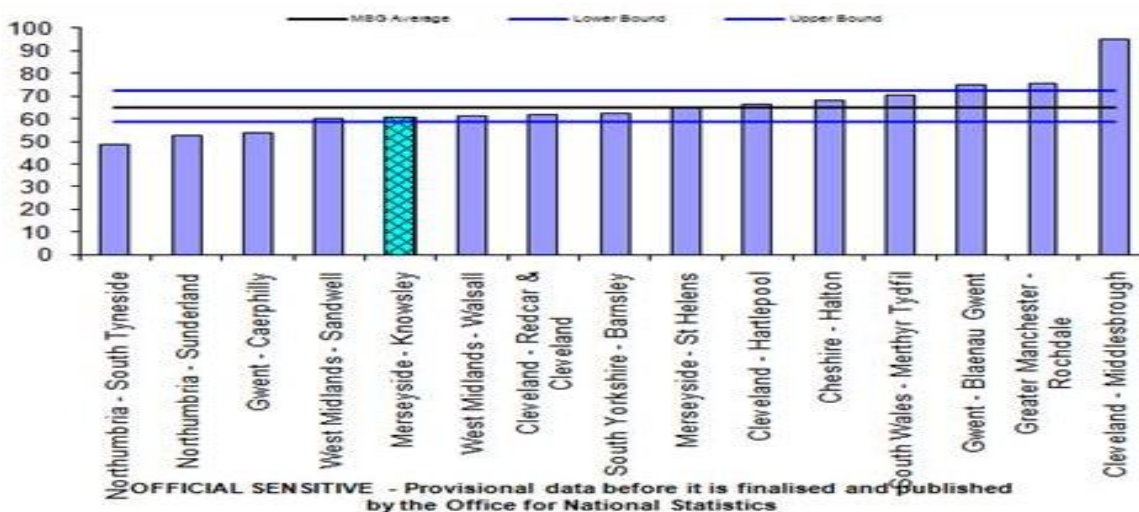
How do we compare with national and regional averages, and statistical neighbours?

Comparison data for crime is available through the Home Office iQuanta system, which allows for comparison both with Knowsley’s national ‘Most Similar Group’ (the iQuanta ‘MSG’ are our nearest statistical neighbours) and with other CSP areas such as those within the Liverpool City Region.

The chart (over leaf) shows how Knowsley compares when looking at ‘all crime’ offences during the period 01st October 2013 to 30th Sept 2014. The data is based on the number of offences per 1,000 and compares the Borough with iQuanta most similar group (MSG) of local CSPs.

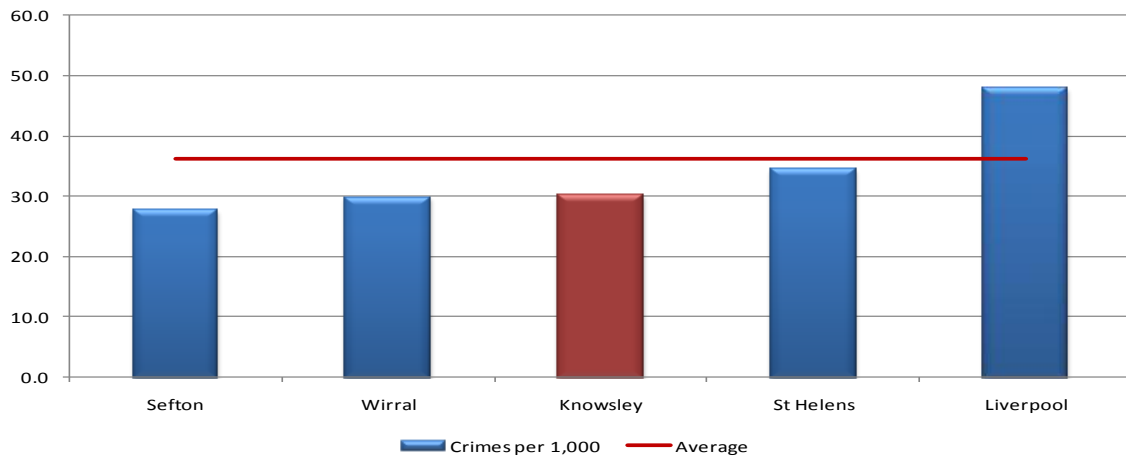
The average for ‘Knowsley’s MSG’ is just over 65.06 crimes per 1,000 residents and Knowsley is well below this level with 60.9 crimes per 1,000 residents. Tracking long term trends has shown that **whilst Knowsley has improved its MSG average over this period, most other MSG areas have got worse.** (The MSG average has gone from 61.9 to 65.06 crimes per 1000 population since April 2014).

Iquanta MSG comparison ‘all crime rate per 1000 popn’ Oct 2013 - April 2014



For the last 6 months of last year, Knowsley was also below the Merseyside Force Average of 36 crimes per 1,000 population, and was one of only 2 areas in Merseyside to record a reduction in crime in financial year 2013-14.

Regional comparison 'all crime rate per 1000 popn' October 2013 – April 2014



How are things expected to change over the next few years?

As previously stated, Knowsley has seen a general slowing in the rate of crime reduction over the last few years, whilst the majority of regional and MSG comparator groups have shown increases in crime in 2013-14.

It is anticipated that these general trends will continue into the medium term future, particularly as reductions in overall funding available to partners continues to impact on the ability of the CSP to address both existing and emerging priorities. Maintaining the current levels of crime and ASB in Knowsley may represent relative success for the partnership over the course of the next financial year.

Changes to policy and delivery landscape

A number of significant changes to the wider policy and delivery landscape have emerged over recent years. Amongst these the most important are:

Reductions in front line policing and reductions in available partner resource to tackle wider community safety issues

Partners continue to face significant reductions in funding which is forcing them to change the way that they support the community. So far, this had led to significant staffing reductions on the front line and in the back office for all partners, and a rationalisation of front facing buildings such as fire stations and police stations which are subject to current consultation with the Council and Knowsley's communities. Such huge change means that

the working relationship between partners is being constantly revisited to ensure that priority issues are appropriately addressed with the limited resources available.

Developments in National and Regional Policy

2014 has seen the developing strategic agenda of the Police and Crime Commissioner (PCC) and the establishment of a 'Strategic Community Safety Partnership' for Merseyside.

A number of strategy documents produced in collaboration with the Merseyside Criminal Justice Board indicate the focus and future priorities of **the Police and Crime Commissioner regarding the commissioning of victim' services**. They also signify the intent of the PCC to develop a regional response to strategic issues which are also local priorities. These are likely to have implications for the shape of the future partnership model in Knowsley.

At the same time the establishment of the National Crime Agency and publication of the 'Strategic Policing Requirement' as part of the *Police Reform and Social Responsibility Act 2011* signals the potential for tension between increased centralism from Government around national priorities, and increased localism via Police and Crime Commissioners' local priorities. Going forward this may create a different set of pressures on each of the CSP responsible authorities.

Transforming Rehabilitation and Probation Service Reform

Partnership working on reducing reoffending faces a new challenge in 2015 as the Government's Transforming Rehabilitation agenda comes into effect. In Knowsley, the transition is currently taking place to the new operating model and new working relationships are already being established between the CSP and the new Merseyside Community Rehabilitation Company to capitalise on the opportunities and manage the risks this transformation presents. It remains to be seen how increased competition and payment by results will impact upon the existing CSP delivery arrangements such as IOM, reoffending performance and overall crime trends both in Knowsley, the rest of the City Region and England and Wales.

Introduction of the Anti-Social Behaviour, Policing and Crime Act 2014

The Anti-Social Behaviour, Crime and Policing Act 2014 represents a key change to the existing community safety policy landscape. The Act introduces reforms to the enforcement powers currently available to partners to tackle anti-social behaviour. It also introduces the 'Community Trigger,' a tool to enable victims and communities to request a review of their case where they are dissatisfied with the response. The changes to ASB tools and powers necessitate a review of Knowsley's current approach to tackling ASB which is a priority area to be worked through in 2015-16.

The extent to which these changes will impact upon the prevalence of crime and ASB locally remain to be seen, however they all have implications for the design and delivery of a CSP delivery model which is fit for purpose to respond to changes in a flexible and responsive manner.

How good is the available intelligence, and where are the gaps in our knowledge?

Analysis of crime statistics and long term trends

For long term trend analysis at Borough-wide level this assessment utilises the Home Office iQuanta system which provides access to provisional approved data prior to publication as part of the ONS statistical release. The main data source for both local crime and ASB analysis comes from Merseyside police recorded crime data sourced directly from the police intelligence team within the Knowsley Basic Command Unit (BCU).

Despite national debate surrounding the validity of police recorded crime statistics, independent audits of Merseyside Police Data in the summer of 2014 confirmed a significant improvement in the recording of crime data. Overall trends of crime reduction in Knowsley mirror those seen within the Crime Survey for England and Wales which is independent from police recorded data. This provides a level of reassurance as to the validity and veracity of local police recorded crime data.

Current gaps in available data and intelligence, which are often national as opposed to local include, but are not limited to, the following areas:

- **The scale of under-reporting of crime in relation to vulnerable victims**, particularly hate related crime and Anti Social Behaviour
- Victim profiling, effectiveness of services to support victims and victim satisfaction **for those victims below 'high risk' thresholds** receiving a premium service
- **Impact measures to assess performance of local offender management and support arrangements** (outside of traditional reoffending rate measures)
- **Intelligence to support understanding of the scale of the challenge presented by child exploitation (CE), child sexual exploitation (CSE)** and the links to serious and organised crime

Use of Qualitative and Quantitative intelligence

Whilst previous Strategic Assessments have relied primarily upon police recorded data to examine trends in crime, this year's strategic assessment has also conducted a review of qualitative evidence in an attempt to provide a broader assessment of the CSP's strengths

and areas for development against the backdrop of the changes to the community landscape highlighted in the previous section.

This evidence has taken the form of outputs from recent CSP peer reviews, case studies in relation to new and emerging areas of practice and engagement with front line services to understand their views on the strengths and areas for improvement of the current CSP delivery model.

This qualitative data has been combined with the intelligence derived from community engagement and more traditional statistical analysis of long and short term crime trends to provide a more holistic approach to determining the strategic priorities of the CSP for the coming year.