



Bedford Borough Community Safety Partnership

working together to make communities safer

Strategic Assessment

September 2017

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Introduction

Bedford Borough Community Safety Partnership

Bedford Borough Community Safety Partnership is a joint partnership between Bedford Borough Council, Bedfordshire Police, Bedfordshire Fire and Rescue Service, The National Probation Service, BeNCH Community Rehabilitation Company and Bedfordshire Clinical Commissioning Group who work together to tackle crime and anti-social behaviour that affect our communities. These agencies have a duty to come together and work with other groups, organisations and agencies to prevent crime and disorder. The CSP was formed in response to the Crime and Disorder Act 1998 as a statutory requirement.

The quality of life for those who live, work or visit Bedford Borough depends on many organisations: the Council, Police, Fire and Rescue and healthcare organisations, as well as Parish and Town Councils, businesses, voluntary organisations, tenants and residents associations, community, race and faith groups, individual residents, workers and visitors. Tens of thousands of people have an impact on what it feels like to live and work in Bedford Borough.

The Bedford Borough Partnership (local strategic group) has developed a Sustainable Communities Strategy¹ with the following goals:

- **Thriving** – A stronger local economy, delivering higher level of sustainable growth and employment for the benefit of the Borough’s existing and future residents.
- **Greener** – A high quality natural and built environment which is valued and enjoyed by all, which encourages biodiversity and supports the development of a low carbon community, including local businesses, capable of adapting to the impacts of climate change.
- **Aspiring** – A Borough where all the Borough’s children and young people are able to lead safe, healthy and happy lives, and provide opportunities to develop their self-esteem, maximise their life chances and realise their full potential.
- **Healthy** – A Borough where everybody has access to high-quality health and social care services when they need them and the help they need to lead healthy and independent lives.
- **Safer** – A Borough where people live safer lives.

¹ Sustainable Communities Strategy:
www.bedfordboroughpartnership.org.uk/assets/BPP002_09_sustainable_community_strategy_v3_FINAL_web2.pdf

- **Growing** – A Borough where the supply of quality housing and transport is capable of supporting the needs and aspirations of the Borough’s population both now and in the future.
- **Inclusive** – A Borough where all people feel part of the wider community and are proud to celebrate its rich cultural diversity, where inequalities are reduced and all people are able to participate in the sporting, artistic and civic life of the Borough.

Purpose

This crime and disorder Strategic Assessment is prepared on behalf of the Bedford Borough Community Safety Partnership (CSP) to inform strategic planning and commissioning processes, to ensure that community safety considerations form an integral part of the delivery of statutory services within the CSP. Full statutory requirements can be found in Section 17 Crime and Disorder Act (Formulation and Implementation of Strategy) Regulations (2007)².

The crime and disorder Strategic Assessment is part of an intelligence process that is used to help tackle crime and disorder and to improve community safety. It is produced annually by the Analyst within the Borough’s Community Safety Team, with contributions from across the partnership. It is reviewed quarterly through the CSP Safer Thematic Group and by regular assessments that monitor CSP activities. It has detailed analysis that explores key and emerging problems and consultations with community groups.

The aim of the crime and disorder strategic assessment is to identify key crime, disorder and anti-social behaviour issues that affect Bedford Borough. It considers what needs to be achieved to help improve community safety, including how the community can feel assured and confident that their concerns and fears are being addressed. Analysis is focused on a victim, offender and location (VOL) approach to ensure a clear picture of the problem is developed.

Methodology

To ensure the production of a concise and targeted document, a scanning matrix is employed to identify the most significant demands faced by the CSP. To achieve this, a number of partnership scanning workshops took place during May 2017 where each CSP partner agency was given the opportunity to contribute organisational demands and professional judgement of a broad range of issues. The comparison of organisational demands in this way provides an evidence based approach, which includes experiences, concerns and local knowledge.

² <http://www.crimereduction.homeoffice.gov.uk/legislation26.htm>

PESTELO

Political

Brexit

Almost a year after the EU referendum took place, official exit talks started on the 19th June 2017. The UK will officially leave the EU on the 29th March 2019. Many decisions will need to be made before that date and a provisional deadline for talks to conclude is October 2018, this allows the necessary time for the European parliament to ratify a deal. Whilst Bedford did not experience the significant spikes in hate crime that were reported nationally, the partnership must be prepared to respond to issues as they may arise.

Economic

Growth & Deficit Reduction

Since the BREXIT vote the government has shelved its planned deficit reduction strategy but it is clear that cuts in funding to public services will continue. The Office for Budget Responsibility forecasts (published in November 2016³) provides an economic outlook over the next few years. This Forecast suggests that the economy will grow more slowly than had been expected with GDP growth in 2017 revised down from 2.2% to 1.4%.

Inflation is forecast to peak to 2.6% and unemployment to rise slightly to 5.5% during 2018. Subdued earning growth and higher levels of inflation mean that real income growth in 2017 will stall.

It is clear that interest rates will not remain at these low levels indefinitely and increases are likely in the mid-term. These rises may place additional pressure on some households, particularly those which are highly indebted and have little flexibility to respond to higher debt service levels.

Unemployment

While unemployment levels in Bedford Borough, as measured by Jobseeker's Allowance (JSA) claimants, have halved since the beginning of 2013, aspects of the unemployment situation in the Borough continue to be of concern. People who are not in employment are more likely to engage in criminal and anti-social behaviour.

Long-term unemployment is also a concern, with over 40% of JSA claimants in the Borough having been unemployed for more than a year⁴, and many people being long-term claimants of other out-of-work benefits.

An estimated 4,840 children were being raised in households claiming out-of-work benefits in May 2015⁵.

³ [Office for Budget Responsibility – fiscal outlook](#) - Nov 2017

⁴ Department for Work and Pensions – July 2017

⁵ DWP, Children living in benefit claimant households May 2015, published July 2016.

Social

Population Increase

Bedford Borough's population is growing rapidly and growth is forecast to continue at a level which places the Borough among the fastest growing authorities in England. The population is projected to rise from 168,800 in 2016 to at least 178,500 by 2021 and 188,100 by 2026, in part due to high levels of in-migration, including international migration. This increase will place major demands on public services.

An Ageing Population

Bedford Borough's population is ageing. While the overall population is forecast to rise by 11.4% between 2016 and 2026, the 65+ population is forecast to increase by 29.8% and the 85+ population by 42.2%. The proportion of older people is generally higher in the rural area, but the two wards with the highest proportion of residents aged 65+ are Brickhill and Putnoe in Bedford.

Fear of crime is greatest amongst older people, even though they are less likely to be victims of crime. As society ages and the number of older people rises, overall levels of fear of crime may also increase.

Older people are being encouraged and supported to live in their own homes for longer, and not to move into nursing or residential care. The number of very elderly people living in their own homes will increase significantly over the next decade. This raises the concern that they could become victims of those crimes, such as distraction burglaries, to which older people are more vulnerable and are targeted.

Economic Migration

Bedford Borough is experiencing continued high levels of international migration, adding to the existing diverse ethnic composition of the Borough. Much of this migration is economic, with migrants attracted by the relative strength of the UK economy. New migrants are arriving from many different parts of the world, including large-scale immigration from the EU, Africa, Asia and the Middle East.

Between Apr 2016 to Mar 2017, 2,756 National Insurance (NI) Numbers were issued to non-UK nationals living Bedford Borough, 86.5% of which were from the European Union. This represents a slight reduction of 68 on the previous year⁶.

While most migrants are of working age and benefit the economy, they also place additional demands on public services which need to cope with the high overall population growth that the Borough is experiencing.

There may also be differences in cultural norms and practices between the migrants' countries of origin and the UK which require education and enforcement; examples might include street drinking, drink driving, and refuse disposal.

⁶ [DWP, NINo Registrations](#), 2016.

Housing Costs and Availability

Home ownership and home rental costs have both increased significantly in the Borough since 2001, in line with national trends. While house prices dipped during and after the 2008-09 recessions, they started to climb again in 2013 and this continued in 2015. The Borough's median house price: earnings ratio in 2013 was 7.1 which, combined with high deposit requirements, presents major problems of affordability.

While the combination of government programmes such as *Help to Buy*, which is targeted at first time buyers, and record low interest rates have improved access to housing, affordability is a major issue, particularly for first time buyers. Concern has also been expressed about the ability of homeowners who have borrowed heavily to service those mortgages when interest rates rise.

- The number of private rentals in the Borough rose by 4,000 between 2001 and 2011 and from 10% of all households to 16%. It has undoubtedly grown further since 2011.

High housing costs, high demand, and limited supply are all contributing to greater overcrowding. This can include unlicensed houses in multiple occupation (HMOs) and exploitation of, particularly, new migrants and younger adults. Overcrowding has negative impacts not only on the residents but on neighbours and neighbourhoods.

Deprivation

The Department for Communities and Local Government has published the 2015 Indices of Deprivation⁷ which update the 2010 Indices. These indicate that overall deprivation levels in the Borough are still in the mid-range of all English local authorities, though there has been some deterioration in the Borough's deprivation levels since 2010.

The average figures masks some significant deprivation in the urban area, with 5 areas⁸ in parts of Castle, Cauldwell, Harpur and Kingsbrook wards being among the 10% most deprived areas in England on the Index of Multiple Deprivation (IMD).

- A total of 14 areas are now within the 0-20% most deprived nationally compared to 11 in 2010.
- Average deprivation levels have also increased since 2010 in several wards including Cauldwell, Goldington, Kingsbrook and Queens Park.

All of the 22 areas which were within the 0-30% most deprived areas nationally in 2010 were still within this deprivation level in 2015 and the majority became more deprived, suggesting that deprivation is deeply entrenched in many parts of the Borough.

⁷ Department for Communities and Local Government, The English Indices of Deprivation 2015. Note that deprivation is measured on a relative (not absolute) basis, with England divided into 32,844 areas and the deprivation scores ranked and then divided into deciles of deprivation (0-10, 10-20...90-100%) where 0-10% is the most deprived.

⁸ The geography used for the Indices of Deprivation is the Lower Super Output Area (LSOA). There are 103 LSOAs in Bedford Borough, with average populations of 1,600.

Welfare Changes

A number of changes have been made to welfare benefits, and further proposed changes have been announced in recent Budget statements. The impacts are widespread and will see some benefits cut, others frozen and, in some cases, changes in eligibility rules will mean some people no longer qualify for the benefit. While these changes are being accompanied by greater employment and training support, the concern is that loss of benefit income will cause some people to resort to crime to fill the income gap.

Specific changes include:

- Universal Credit (UC) is being rolled out to all Jobcentres and local authorities. UC will replace a range of existing benefits including JSA, Income Support and Housing Benefit. As of July 2017, 1873 people within the Borough were in receipt of the new credit. UC is paid directly to a nominated householder; people not experienced in budgeting may mismanage their UC and get into debt. There have already been reports of increasing rent arrears in pilot areas.
- The July 2015 Budget proposed a number of further changes to welfare payments, including freezing of most working age benefits for 4 years, 18-24 year olds no longer being eligible for housing benefit from April 2017. From November 2016 the benefit cap has further reduced to 257.69 per week for a single person living outside London.

Homelessness

The increase in those defined as homeless has seen significant increase nationally with significant increases occurring in Bedford. Homelessness has a number of layers with Rough Sleepers very tightly defined as in/on bedding in the open air and does not include those residing in shelters or simply could not be found when the count took place. Within the homeless population of Bedford there are challenges around alcohol & substance abuse, mental health, economic migrants who are unemployed and have no recourse to public funds and the various individual difficulties which led to someone sleeping on the street. The challenge for the partnership will be to minimise the impact of those individuals upon the settled community whilst working alongside agencies supporting these individuals into a more positive lifestyle.

Community Engagement

Within the additional statutory duties emerging from legislation around Child Sexual Exploitation (CSE), Prevention of radicalisation (Prevent), Female Genital Mutilation (FGM) there is an expectation that we are engaged with our communities and identifying risks to vulnerable persons to safeguarding agencies. As a partnership we should recognise the common risks and overlaps in vulnerability within in these areas.

The benefits of effective engagement will enhance our ability to deliver our statutory duties and also deal more effectively with issues like domestic abuse which can be hidden in hard to reach communities.

Technological

Social Media

Social media has become a significant facet of human relationships, particularly for young people. There are significant opportunities to engage with residents if we understand which medium to utilise for different demographic groups within Bedford Borough. The more coordinated media campaigns around Domestic Abuse, Hate Crime and CSE have demonstrated significant improvements in partnership working. To continue to be effective partners will need to be ready to respond to the changing habits within different demographic groups.

Within this growing area of human interaction there are significant and growing threats to vulnerable persons. Online grooming is a reality not just relevant to young persons. We are increasingly seeing dating sites and social media used to identify potential victims and build what the victim believes to be a genuine relationship, leading to them putting themselves at greater risk when meeting the predatory offenders for the first time.

Bedford 2020

In an effort to meet a substantial resource deficit Bedford Borough Council are seeking to sustain and improve the services provided to residents by shifting to a more technologically streamlined way of working. Internally, Agile Working will allow staff to be more flexible in how they work and offer opportunities to work at locations out within the community. Externally, a better use of technology will create effective, transparent pathways for the public to access services they require. The development of the service will also consider the differing levels of acceptance of technological solutions. For the CSP members there will be very significant opportunities to reduce costs and introduce innovation by working together to support the communities within Bedford Borough.

An increase in online public sector service delivery may have an impact on some vulnerable groups. A reduction in face to face contact could result in their ability to access services in the local area.

Environmental

Fly-tipping

Another challenge that has nationally seen a huge increase in public money spent in clearing up. Whilst fly-tipping could be viewed as a minor offence it features high on the list of quality of life issues when our residents are consulted. Whatever improvement to crime and disorder we make as a partnership, fly-tipped rubbish is seen as a visual cue for urban decay and neglect. Whilst the Local Authority have the lead responsibility, significant progress is possible with a shared plan to reduce this growing urban blight and increase public confidence in partner agencies.

Cycling

Whilst this could be considered as a road traffic issue it is significant that the first use of a Public Space Protection Order (PSPO) in the borough was to deal with the anti-social behaviour element of cycling in the pedestrian area of the town. It is again another issue raised when we consult with residents not as a road traffic issue but one of personal safety. The challenge for the partnership is

to put effective measures in place to ensure the safe use of pedal cycles but still encourage residents to utilise greener options for personal transport.

Legal

Homelessness Reduction Act

The act received royal assent in April 2017. The Act places a new duty on local authorities to help prevent the homelessness of all families and single people, regardless of priority need, who are eligible for assistance and threatened with homelessness. The additional responsibilities towards various stands of homelessness could have a significant impact on the local authority in terms of additional costs and resources.

Counter Extremism Bill

The proposed legislation which underpins the review of the Home Office Counter Extremism Strategy makes clear the local authority's responsibilities and provides additional statutory powers to carry out those duties. There is a significant emphasis on the development of community cohesion plan to engage closer with communities, supporting and empowering those who would challenge extremism. There are significant implications from the CSP, who are likely to deliver a substantial piece of this work.

Mental Health Crisis Care Concordat - February 2014

Whilst not legislation, the agreement between Chief Police Offers to reduce the number of persons in mental health crisis who are detained in police cells under Section 136 of the Mental Health Act is significant. The aim is to reduce those detained in police cells and early indications are that this has already reduced by half and is expected to fall substantially further. A local response has been the development of the Bedfordshire Street Triage initiative. This small unit of Police, Mental Health and Ambulance Services responds to mental health crisis incidents, sharing information to provide more effective care to clients. After only two months of operation over a third of the cases involved drugs or alcohol, highlighting the complex needs of many in mental health crisis.

Organisational

Public Sector Budget Reductions

Many of the partners within Bedford Borough CSP are facing significant resourcing challenges over the next twelve months and beyond. The reduction in the numbers of Police Community Support Officers earlier in 2016 has left a significant gap in community policing. Emerging from this has been a strong model for joint working dealing with some long term ASB related problems in local housing estates and also Operation Highgate, a joint enforcement operation. The model emerging offers opportunities for making the best use of partner operation and supporting the delivery of each other's performance objectives whilst reducing crime and disorder.

The challenge for the CSP is for partners to create internal organisational development which meet the demands of reduced funding whilst using the opportunities that shared resources can provide.

Executive Summary

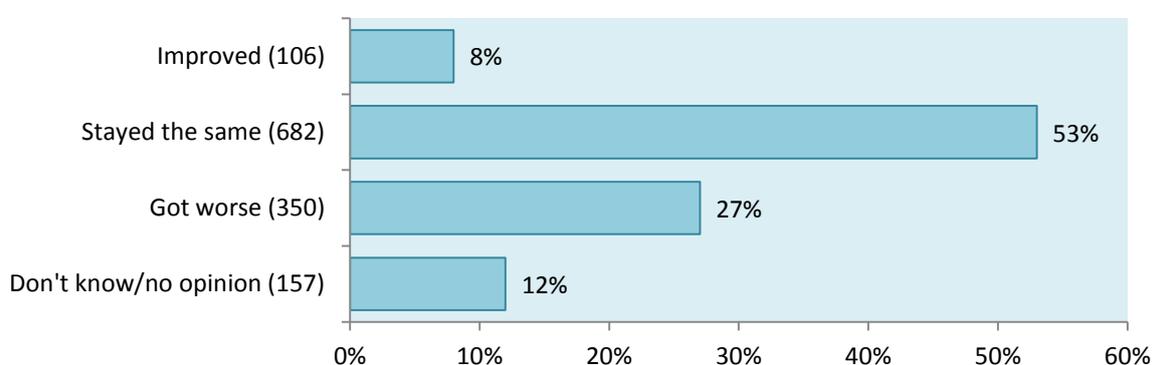
In the 12 months (Apr 2016 – Mar 2017), Bedfordshire Police recorded a total of 11,459 offences. This is an increase of 5.4% (587 offences) on the previous year. In a period where the partnership has identified a number of key crime areas as under reported, this increase should not be perceived as negative. Latest figure produced by the ONS for Crime in England and Wales shows that the police recorded nearly 5million offences in the year ending Mar 2017; this represents an annual rise of 10%. Most of this increase can be attributed to improved crime recording practices and processes leading to a greater proportion of offences being recorded. Increased awareness and confidence in those services to support victims may well have also contributed to the rise.

Type	2013-14	2014-15	% Change	2015-16	% Change	2016-17	Change	% Change	Target
All Crime	8976	10663	18.8	10872	2	11459	587	5.4	Monitor
Serious Acquisitive Crime	1409	1587	12.6	1436	-9.5	1845	409	28.5	Reduce
<i>Robbery</i>	86	142	65.1	119	-16.2	135	16	13.4	Reduce
<i>House Burglary</i>	499	610	22.2	483	-20.8	523	40	8.3	Reduce
<i>Theft of Motor Vehicle</i>	175	144	-17.7	141	-2.1	186	45	31.9	Reduce
<i>Theft from Motor Vehicle</i>	649	691	6.5	693	0.3	1002	309	44.6	Reduce
Other Burglary	551	492	-10.7	483	-1.8	525	42	8.7	Monitor
Theft from Person	118	118	0	98	-16.9	135	37	37.8	Monitor
DA Crimes & Incidents	2491	3062	22.9%	3213	4.9%	3175	-38	-1.2%	Increase
DA Repeat Rate	36.50%	35.10%		36.20%		36.80%	0.60%		Reduce
Serious Sexual Offences	125	241	92.8	278	15.4	229	-49	-17.6	Increase
Hate Crime	147	203	38.1	219	7.8	208	-11	-5.0	Increase
Anti-Social Behaviour	5198	5929	14.1	6063	2.3	6353	290	4.8	Reduce
<i>Nuisance</i>	4359	4940	13.3	5250	6.3	5669	419	8.0	Monitor
<i>Personal</i>	540	643	19.1	504	-21.6	371	-133	-26.4	Monitor
<i>Environmental</i>	299	346	15.7	309	-10.7	316	7	2.3	Monitor
<i>Begging & Vagrancy</i>	119	138	16	126	-8.7	195	69	54.8	Reduce
<i>Street Drinking</i>	191	209	9.4	132	-36.8	207	75	56.8	Reduce
Criminal Damage	1323	1374	3.9	1468	6.8	1325	-143	-9.7	Monitor
Serious Violent Crime	34	36	5.9	53	47.2	78	25	47.2	Monitor
Less Serious Violence	2098	2950	40.6	2962	0.4	2851	-111	-3.7	Monitor

Community Consultation

In a recent CSP Community Consultation exercise⁹ involving over 1,300 responses, the greatest proportion of residents (61%) identified that crime and anti-social behaviour in the Borough had 'Stayed the same' or 'Improved', this is a reduction on the results of the previous year (72%), 27% identifying that it had got worse with an increase from the previous year (19%). 12% replied with no opinion or don't know.

"Thinking about your local area, 15-20 mins walk from where you live, how has crime and anti-social behaviour changed over the past year?"



When asked **"What makes your area a safe place?"** the most common responses related to the people in their local community. 25.6% mentioned the good relationship with their neighbours and a further 20.7% talked about good integration or 'community spirit'.

When asked **"What makes your area an unsafe place?"** a much wider range of concerns were raised. The highest concerns were around the lack or reduction in visible authority (16.5%); others were worried about drugs issues in their local area (12.4%) or speeding on the roads (12.1%).

⁹ [Community Safety Partnership Consultation](#) - 2016

This crime and disorder Strategic Assessment has reviewed performance from the past 12 months (April 2016 to March 2017) and building on the work that contributed to the 2017-20 Plan, has identified those issues that are likely to cause the CSP the greatest demand. An evidence based approach has been taken to identify the issues that are emerging as those which cause the greatest harm to our communities.

These demand areas have been reduced to three emerging themes:

- Domestic Abuse
- Anti-social behaviour (ASB) with a focus on:
 - Hate Crime
 - Street Drinking, Begging and Rough Sleeping issues in the Town Centre area of Bedford
 - Rental Hubs
- Crime Associated to Vulnerable Groups:
 - Protecting Vulnerable Adults
 - Protecting Vulnerable Children and Young People

Furthermore, four cross cutting common threads are identified:

- Drugs and Alcohol Misuse
- Mental Health
- Repeat offending
- Young People Known to the Criminal Justice System

General Context

Geographically, Bedford is predominantly a rural Borough covering 476 sq km and comprising the county town of Bedford, the adjacent urban area of Kempston, and 45 rural parishes. However, the population is concentrated in the urban area, with almost two-thirds (63%) living in Bedford and Kempston.

The Borough has a population of 168,800 (2016) which has grown by approximately 14.3% since 2001. Much of that growth has occurred in the rural parishes bordering the urban area where there are several major residential developments underway, including the large new community of Wixams.

- There were an estimated 72,900 households in the Borough in June 2017

The Borough's population is expected to grow significantly to more than 178,500 by 2021. Longer term, the population is projected to rise to 209,600 in 2039. Between June 2012 and June 2014 the Borough was among the 10% fastest growing of all local authorities in England¹⁰. A recent study has identified the need for 6,000 new homes between 2014 and 2021¹¹, which would have additional effect ONS projections.

Much of that population growth will be among older age groups, including the very elderly. Between 2016 and 2023, the population aged 65+ is predicted to rise by 16%, and the population aged 85 by 26%.

Ethnicity	2001	2011	2001/2011 Change	
			Number	%
White British	80.8%	71.5%	-6879	-5.6%
Other White*	6.2%	9.1%	5067	55.1%
Mixed	2.0%	3.5%	2463	84.3%
Asian/Asian British	8.2%	11.4%	5861	48.6%
Black/Black British	2.6%	3.9%	2356	61.3%
Arab**/Other	0.3%	0.7%	686	160.7%
All groups	147,925	157,497	9,554	6.60%

Sources: ONS, 2001, 2011 Census.

*Includes White Irish, White Other and Gypsy/Irish Traveller

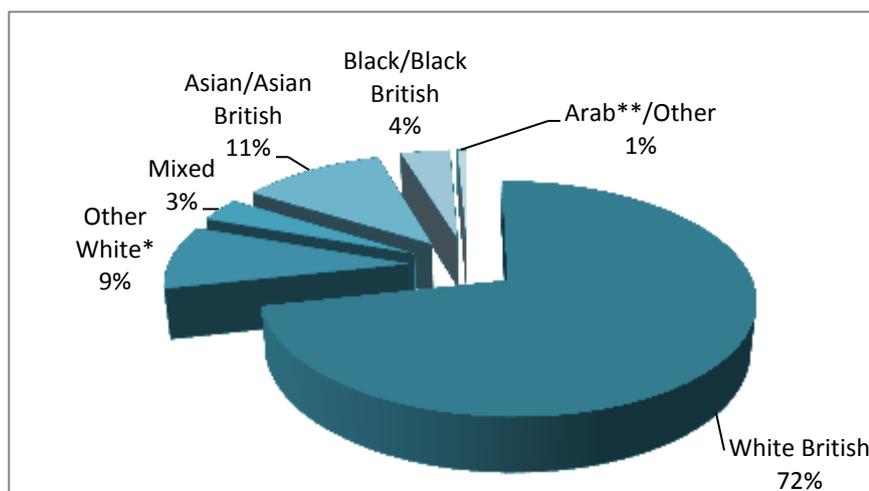
** Arab was not identified separately in 2001 Census

Borough has an ethnically diverse population. The 2011 Census reported that 28.5% of the population was from BME (Black and Minority Ethnic) groups (non-'White British') compared to 20.2% nationally.

¹⁰ ONS, 2012-2014 Mid-Year Population Estimates and Subnational Population Projections.

¹¹ The [Objectively Assessed Housing Need](#) study, conducted as part of the Borough's Strategic Housing Market Assessment and will be used as a basis for the Borough's updated Local Plan, currently in preparation.

The BME population increased by 16,400, between 2001 and 2011. More than 1 in 6 residents (17.6%) was born outside the UK.



The BME population is concentrated in the urban areas of Bedford and Kempston, with particularly large communities in Queens Park (75%) and Cauldwell (59%) wards. The proportion of BME residents is highest among younger age groups.

In 4,170 households no adult has English as a main language, and in a further 600 households only a child has English as a main language. These households are particularly concentrated in Castle, Cauldwell, Harpur, Kingsbrook and Queens Park wards.

While overall deprivation levels in the Borough are in the mid-range of all English local authorities, there are pockets of significant deprivation in the urban area, with 5 areas in parts of Castle, Cauldwell, Harpur and Kingsbrook wards among the 10% most deprived areas in England¹². A further 9 areas in Bedford and Kempston are among the 10-20% most deprived areas in England.

Income deprivation and Education, Skills and Training deprivation are particular concerns in the Borough. More than 18% of children are raised in income deprived households, and this rises to over 40% in the most deprived areas of the Borough.

Unemployment, as measured by those claiming Jobseeker's Allowance (JSA), was 1,250 or 1.2% of the 16-64 population in July 2017, a reduction from the previous year at 1.6% (Aug 2016). This exceeded the national average (1.1%) and was significantly above the East of England (0.8%). Unemployment in the Borough has declined significantly from the high of 4,363 (4.3%) reached in February 2013.

In 2011, 66.7% of Borough households were owner occupiers, which was above the national average of 64.2%. However, in keeping with national trends, home ownership levels have declined since 2001 (72.4%), with the private rental market growing significantly from 12% of households in 2001 to 17% in 2011, an increase of 5,000 households

¹² Department for Communities and Local Government, the English Indices of Deprivation 2015.

Review of 2016 Recommendations, Considerations and Information Gaps

The following table gives an update on those areas identified within last year's assessment; updates of progress are accurate as of July 2017. A number of areas are still to be developed in the 2017-20 Plan and will therefore carry over into this year's assessment.

No	Priority Area	Recommendations	Progress	RAG
R1	Domestic Abuse	The Partnership will need to consider targeted work to reach those areas of the community where increases in reporting are not being recorded	The creation of the Countywide DA Forum and the development of the 2017 programme for '16 days of Action' allow the partnership to reach communities through established local networks.	A
R2	Anti-Social Behaviour	Explore enforcement opportunities where large groups of nuisance vehicles may be identified away from the highway, during weekends and holidays	Operation Derby has been running in the North of County since spring 2017 with a focus on identifying, disrupting and pursuing organised groups of Adults committing ASB in the Borough	G
R3	Anti-Social Behaviour	Broaden the use of SafetyNet with the CTAG membership to allow more effective information sharing and tasking	A programme for upgrade to SafetyNet 2 and training of key professionals has been agreed and will commence in the Autumn of 2017	A
R4	Begging/Vagrancy	Encourage information sharing between the local policing team and those agencies that engage with rough sleepers	TOR and ISA have been agreed and signed by all agencies that regularly engage with rough sleepers, that are being supported by the SHMAG	G
R5	Rough Sleepers	The partnership should consider developing a single priority that includes Street Drinking, Begging and Rough Sleeping	Strategic framework for tackling issues of Street Drinking and associated behaviours of Begging and rough sleeping was agreed by CSP in March 2017	G
R6	Serious Sexual Offences	The partnership should review the content, style and timing of communications to engage better with male victims	The 2017 '16 Days Of Action' delivered in Nov – Dec 2017 will include issues affecting male victims.	A
R7	Serious Sexual Offences	The partnership should develop targeted work with young people (under 25 years) around consent	The CSP has yet to identify a strategic lead for this work	R

R8	Cyber Crime	The partnership should recognise the vulnerabilities around online dating and look for opportunities to raise awareness of the risks	Serious Sexual Offences forms part of the 2017-20 'Protecting Vulnerable Adults' plan and looks to identify high risk groups.	A
R9	Hate Crime	Partnership communications should be coordinated after any significant events, to reduce the likelihood of retaliation and to raise awareness of support	A task and finish group has been set up between the Community Safety Team in the Borough, Community Cohesion Team in the Police and the Council of Faith to develop this process	A
R10	Hate Crime	The partnership should seek opportunities to raise awareness of those motivational factors that are currently under represented	The Pan Beds Hate Crime Partnership has focused work the area of Disability hate crime over the last 12 months, increases in this area have been recorded	G
R11	Location Based Summary	The partnership should develop a priority based upon the geographic areas most affected by the impacts of Street Drinking, Begging and Rough Sleeping	A number of key pieces of work in the 2017-20 relate to this area within the ASB plan. The area has been identified as the hotspot in the framework to tackle Street Drinking and as an area that may be suitable for a new PSPO.	G
R12	Vulnerable Victims	The partnership should look to develop as a single priority area around reducing the risk of priority crimes in vulnerable groups	The 2017-20 plan includes a priority 'Crime associated to vulnerable groups' this plan looks at both Adults and Young People	G
No	Priority Area	Considerations		
C1	Domestic Abuse	The partnership should be made aware of the new Emerald Team and monitor DA performance measures post Oct 2016 accordingly	Members of the Emerald team are attending both the DA Operational Group and Forum, where any questions or concerns around police recorded DA data are raised.	G
C2	Rough Sleepers	The partnership should be aware that the removal of the 'Help for the Single Homeless' within Bedford from April 2016 may have an impact on local charities and partners that work with rough sleepers	Funding secured through a DCLG application for a rough sleeper outreach service launched across four Local Authorities, including Bedford, in June 2017. Funding if for 2 years and will aim to reduce and prevent homelessness in the Borough	G

C3	Serious Sexual Offences	The partnership should monitor recent and non-recent offences separately to understand the difference between under-reporting and offending	Performance reporting for Serious Sexual Offences will be separated into Current (0-48hrs), Recent (3-365 days) and Non-Recent (>1 year) for the 2017/18 year.	G
C4	Hate Crime	The partnership should monitor the timetable for BREXIT and consider proactive partnership communications at key points that are most likely to provoke an increase in offending	A daily monitoring process of hate crime is coordinated within the police to allow early identification of any changes in reporting or offending patterns.	A
C5	Vulnerable Victims	Due to the large number of victims of DA and ASB these should remain as priority areas	Anti-Social Behaviour and Domestic Abuse remain as standalone priority areas in the new 2017-20 plan	G
C6	Mental Health	Information from the Street Triage team could be a valuable inclusion to the priority area around Street Drinkers, Begging and Rough Sleepers	Representation from Mental Health professionals are currently attending the SHMAG to offer updates and support to nominated vulnerable persons. Work is ongoing to develop a relationship between the MHST and the case management group.	A
C7	Children and Young People Known to CJS	More work needs to be done to explore the reasons for higher reoffending rates in Bedford Borough, both in terms of the national and local picture	Partnership work is underway to look at the changing behaviour of young persons within police suspect data and those that are formally known to the criminal justice system.	A
C8	Children and Young People Known to CJS	A review of suspect details of undetected crimes may offer additional information to develop the picture of youth offending in the Borough	This work sits within the 2017-20 plan - 'Protecting Vulnerable Young People' and in the 'Exploitation of Young People' chapter of this year's report.	A
No	Priority Area	Information Gaps		
I1	Anti-Social Behaviour	Look to further develop data collected in SafetyNet and the Borough's APP system to build a better picture of ASB victims, particularly around vulnerabilities	A review of the Borough's ASB recording will take place in late 2017 after SafetyNet 2 is made available to partners, to facilitate information sharing.	A

12	Street Drinking	It is not possible to ascertain what proportion Street Drinkers are dependent drinkers that may have complex needs as opposed to those that see drinking in public places as a lifestyle choice.	Information that is being collected through the SHMAG and the new Rough Sleeper outreach service will allow partners to assess the relationships between alcohol, complex needs and homelessness. A wider process is being developed to deal with those individuals that persistently decline support and are proven to be causing harm or distress to others in the local community A Countywide evaluation of Serious Sexual Offences has commenced drawing on Bedford and Central Beds CSP analytical resources that will look to understand the picture of reporting within the Borough Whilst the use of NPS within the Prison community remains a concern the recent legislation changes appear to have led to a reduction in availability in the local area.	A
13	Begging/Vagrancy	Due to a lack of named persons within police incident data it is not possible to ascertain what proportion of those seen begging in the town centre are homeless.		A
14	Rough Sleepers	Current data sets mean that It is not possible to know which factors may have contributed directly to the service user's homelessness and which may be an outcome of being homeless.		A
15	Serious Sexual Offences	Current data sets mean that it is not possible to assess whether some ethnic groups area at a greater risk of being a victim or less likely to report offences		A
16	Drug Misuse	No local data about the use of effects of New Psychoactive Substances (NPS) was available at the time of this report		-

Emerging Themes

Domestic Abuse

The UK government defines domestic abuse as:

“Any incident or pattern of incidents of controlling, coercive, 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. The abuse can encompass, but is not limited to psychological, physical, sexual, financial, and/or emotional.”

This definition includes so called ‘honour’ based violence, female genital mutilation (FGM) and forced marriage, and is clear that victims are not confined to one gender or ethnic group.

Domestic abuse is widely acknowledged as being under reported which affects the reliability and interpretation of data. Research shows that whilst female victims are likely to suffer more violent and repeated abuse, male victims are less likely to report the domestic abuse that they are suffering.

National

- ONS estimates that 7.7% of women and 4.4% of men experienced Domestic Abuse in the year ending Mar 16; this is a reduction on the previous year’s report for both genders.¹³
- The same report suggests that 26.3% of women and 14.4% of men have experiences some form of Domestic Abuse since the age of 16.
- Domestic abuse-related crimes recorded by the police accounted for approximately 1 in 10 of all crimes. The majority of domestic abuse (78%) consisted of Violence against the person.
- Estimates based on those interviewed in the CSEW during the year ending Mar 2015 showed that 4 in 5 victims (79%) of partner abuse¹⁴ did not report the abuse to the police.

Local

In the period April 2016 – March 2017 Bedfordshire Police recorded 3175 Domestic Abuse incidents in Bedford Borough, an average of more than 61 incidents a week. This is a slight reduction of 38 incidents (-1.2%) on the previous year. 38.4% of Domestic Abuse incidents were recorded as Domestic Abuse crimes, 1218 in total for the year; this is a reduction of 9.4% (126 offences) from the previous year.

- 7.5% of all Domestic Abuse crime and incidents recorded in the 12 months were scored as high risk; this is a reduction from the previous year of 10.5%.
- 70.1% of all Domestic Abuse crimes and incidents recorded in the 12 months were scored as medium risk; this is an increase on the previous year of 68.8%
- 36.8% of reported Domestic Abuse for the period identified repeat victims; this is a slight increase from the previous year’s figure of 36.2%

Levels of reporting in domestic abuse crimes have been steadily increasing since 2013, with a 59.2% increase between Apr 2013 and Mar 2016. The need to increase the number of domestic abuse

¹³ ONS – [Domestic Abuse in England and Wales: Year Ending Mar 2016](#)

¹⁴ Partner abuse is defined as any non-physical abuse, threats, forced sexual assault or stalking where the perpetrator is a partner or ex-partner.

reports was identified in the 2014-17 CSP plan and so this pattern can be considered positive. It may indicate that there are increasing levels of confidence in the services that support victims.

Levels of DA reporting in the most recent year, Apr 2016-Mar 2017, saw a reduction of 1.2%. Whilst this figure is not statistically significant it is not in line with predictions in previous assessments. It is not currently possible to assess if the recent reduction in DA reporting is of concern.

Recommendation: Information on new referrals within agencies that support victims of DA in the Borough should be used to compare to levels of reporting within Police data

Bedford Borough Council DA Strategy

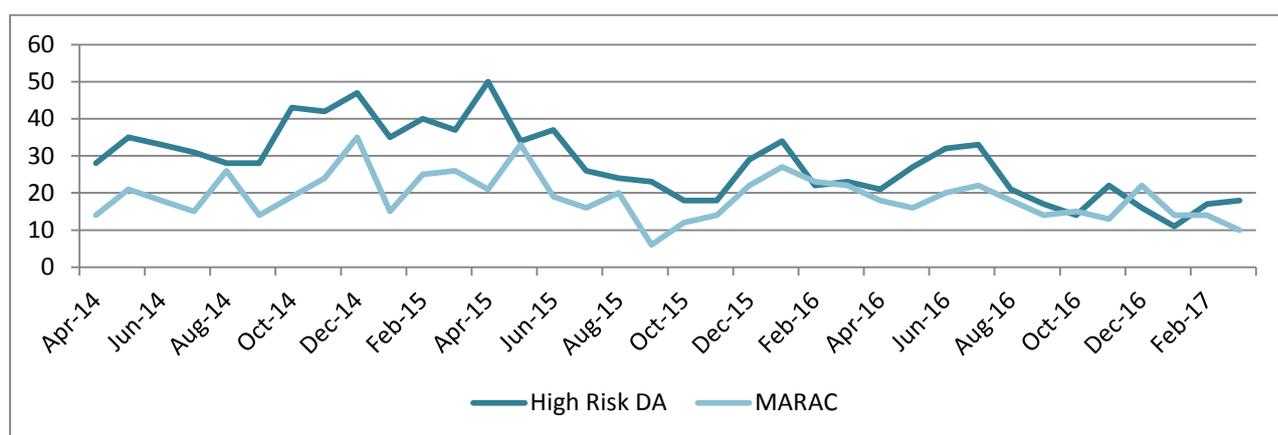
A new strategy to 'Tackle the Cause and Effects of Domestic Abuse'¹⁵ was agreed in June 2017, since then more work has taken place to identify strategic and operational leads within the organisation and develop an action plan for the Borough with contributions from both statutory and third sector organisations.

Recommendation: the CSP should support the development of the new Borough action plan and align key strategic aims and tasks within the 2017-20 plans accordingly.

Multi-Agency Risk Assessment Conference (MARAC)

Within Bedford Borough, MARAC meetings take place monthly. The meetings are supported by approximately 20 agencies that share information and agree safety plans to reduce the risk of harm to the most high risk victims of domestic abuse. Referrals are made within 6 weeks of the most recent incident and by use of the DASH Risk Indicator Checklist (RIC). Those victims that receive a score of 14+ on the DASH assessment are considered to be high risk. MARAC referrals can also be made on the basis of professional judgement for those victims that score below 14 points.

Between Apr 2016 and Mar 2017, 196 cases were discussed; this is a reduction of 22.5% (57 cases) on the previous year and 61 below the level recommended by Safe Lives.



The number of cases heard at each MARAC roughly follows the pattern of reporting in High Risk DA to the police. Whilst the overall numbers of crimes and incidents that are recorded as High Risk have

¹⁵ Bedford Borough Council Strategy to Tackle the Causes and Effects of Domestic Abuse 2017-20

reduced over the last three years; higher numbers can be seen in the summer months and around Christmas, which follows a season pattern that is well documented.

The long term reduction in High Risk DA is particularly positive and supports the CSPA long term aim to encourage victims to seek support at an earlier stage rather than waiting until the risk escalates.

The reduction in MARAC referrals is of concern and data for the early part of the 17-18 performance year shows a continuation of this pattern.

Bedford MARAC	2013-14	2014-15	2015-16	2016-17	Safe Lives Target	Most similar force	National
Cases Heard	245	252	253	196	260		
Repeats	106 (42.3%)	101 (40.1%)	97 (38.3%)	51(26%)	28%-40%	26%	25%
Children Affected	337	372	303	289			
Police Referrals	126 (51.4%)	138 (54.8%)	139 (54.9%)	110(56.1%)	60%-75%	72%	64%
BME Referrals	45 (18.4%)	39 (15.5%)	33 (13.0%)	38(19.4%)	30%	12%	15%
Male Victims	6 (2.4%)	3 (1.2%)	3 (1.2%)	5(2.6%)	4%-10%	5%	4.7%
Victims aged 16-17	-	2 (0.8%)	5 (1.9%)	5(2.6%)		1.9%	1.7%

- There has been a significant reduction in the levels of referrals in the last year; this is in contradiction to a steady increase in the period between 2013 – 2016
- The proportion of cases referred by the Police has increased to 56.1% but the actual number of referrals made by the police over the 12 months reduced by 29 cases.
- There has been a reduction in the number of repeat cases to 26 % which is now in line with both the most similar force and national figure.
- The proportions of cases from the BME community, male victims and victims aged between 16-17 years all increased.

Independent Domestic Violence Advisers (IDVA)

The IDVA service provides specialist short-term crisis intervention and safety planning for the highest risk victims of domestic abuse. IDVAs receive accredited training which provides them with a full knowledge of both criminal and civil court processes, interventions and proceedings in order to support clients at court if needed. This is a Shared Service for Bedford Borough and Central Bedfordshire.

Due to a change in service provider during the first quarter of the year, data is only available for the months July 2016 – Mar 2017.

The IDVA service within Bedford Borough received 151 referrals in the 9 month period Jul 16 – Mar 17; this is an average of 16.8 per month and is a reduction compared to the previous year's average of 18.4 per month.

The number of cases that were repeat MARAC referrals reduced from 5 per month in 2015-16 to 4.1 per month in the 9 months that data was available.

Whilst it is not possible to do an accurate comparison of the 2016-17 year, the data that is available suggests that there has been a reduction in the caseload of the service. This may well be linked to the reduction in cases that were heard by the MARAC in the same period.

Consideration: Data from the IDVA service should be monitored alongside that of MARAC referrals and Police High Risk data over the next year to develop an understanding of the future demands on these services.

Bedford Hospital IDVA

As of May 2017 an additional IDVA service has been available at Bedford Hospital. The role has been funded for 12 months through a successful 'Better Care Fund' application.

Created through partnership working between BDAP, Bedford Borough Council, Victim Support and Bedford Hospital; the dedicated IDVA offers a 'drop in' service directly within the hospital. Patients can access advice and support, the IDVA also provides support to hospital staff enabling them to seek advice in relation to specific patient cases.

Early indications are positive; with 9 referrals into the MARAC system in the first 3 months, professional opinion within the MARAC service suggests that many of these may not have chosen to access support through the police or other existing pathways.

Project RELAY

Project RELAY is an initiative that runs in partnership with the Police, the Early Help team in Children's Services and local schools. The scheme was launched in the Borough in September 2015.

The scheme recognises the huge impact that DA has on young people. National guidance suggests that over two thirds of victims of serious domestic abuse have children and that as many as 1 in every 6 children in the UK is affected by DA. Within the Boroughs own MARAC process, 303 children were affected by the highest risk cases of DA in the period.

The scheme operates by information being passed on, in a relay, from the Police force to the Early Help team and then onto the nominated 'Relay' representative at the local school. For children aged under 5 years this information is sent to the appropriate Health Visitor. For young people aged between 16-18 information will be shared with the safeguarding lead at the college.

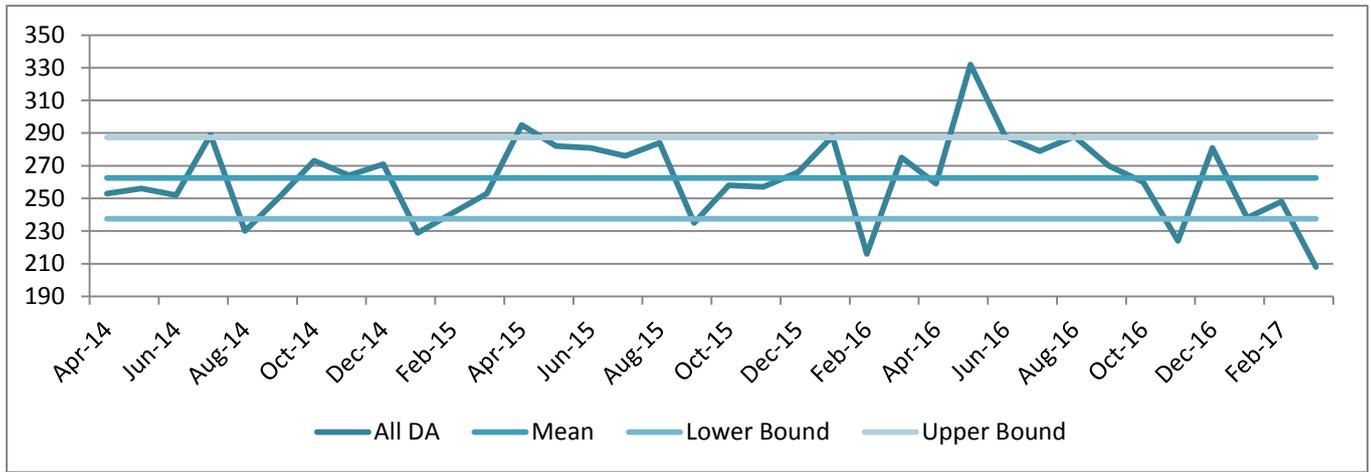
45 Bedford Borough Schools completed an evaluation of the scheme in May 2016.

- 30 schools felt that the scheme was 'Very Beneficial', none felt that it was 'Not at all Beneficial'
- 25 schools said the scheme was 'Very Useful' in enabling better support for vulnerable students, none said that it was 'Not at all Useful'
- 17 schools stated that the scheme was 'Very Useful' in offering better support to parents.

Temporal

There appears to be some seasonal pattern to recorded offences, with slightly higher levels in the warmer summer months and around Christmas. Data for the last 12 months has recorded some noticeable fluctuations with a significant peak in reporting in June 2016.

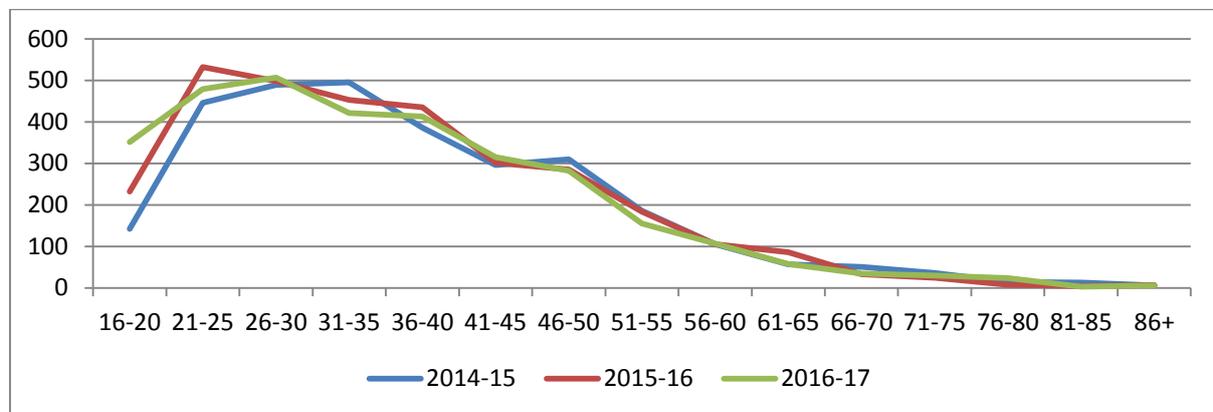
Levels of DA reporting are higher at the weekends (Saturday and Sunday) with an average of 10.4 per day, compared to 8.1 per day between Monday and Friday



Victims

According to all DA crimes and Incidents reported to the Police between Apr 2016 and Mar 2017, 78% of victims were female, this is a slight increase from the previous year. Both the rate and overall number of male victims has reduced slightly in the last year which is change in the pattern of the previous three performance year. National Crime Survey data suggests that the levels of underreporting amongst male victims is considerably higher than female victims.

Gender	2013-14	% Total	2014-15	% Total	2015-16	% Total	2016-17	% Total	Change	% Change
Males	473	18.2%	602	19.8%	716	22.5%	702	22%	-14	-2%
Females	2120	81.8%	2434	80.2%	2463	77.5%	2483	78%	+20	+0.8%



- The average age of a victim, where known, was 35.5 years this is a slight reduction the previous year (36yrs).
- The greatest proportion of victims (15%) were aged 21-25 years. (26-30 years in 2015-16) and (31-35yrs in 2014-15).
- The age groups that recorded the fastest rate of increase were; 76-80yrs, 200% (+16) and 16-20 yrs, 51.5% (+119).
- 114 victims were aged between 16-17yrs at the time of the offence, this is a significant increase from the previous year of 32.

Ethnicity	2013-14	2014-15	% Total	2015-16	% Total	2016-17	% Total
White – North European	1934	2256	74.3	2361	74.2	2392	75.1
White – South European	33	36	1.2	36	1.1	32	1.0
Asian	348	457	15.0	456	14.3	439	13.8
Black	269	280	9.2	319	10.0	311	9.8
Chinese	6	5	0.2	9	0.2	7	0.2
Arabic/African	4	3	0.1	9	0.2	4	0.1
Total	2594	3037	100	3182	100	3185	100

The greatest proportion of victims are white North European (75.1%) followed by Asian (13.8%) and black (9.8%). These figures are broadly consistent with the previous two years. The proportion of BME victims was 24.9% a slight reduction from the previous year. There is an under representation of BME victims when compared to the 2011 Census data for the Borough that reported 28.5% of the Borough’s population being from a BME group, with the exception of black victims (According to the 2011 Census data only 4% of the Borough’s population are black).

BME Victims	2013-14	2014-15	2015-16	2016-17
16-35yrs	24.4%	24.2%	26.2%	24.6%
36-50yrs	24.7%	26.3%	24.1%	28.9%
51yrs +	22.4%	21.9%	21.6%	17.9%

When both Age and Ethnicity are looked at together it is clear that levels of reporting in BME Victims are less in the older age groups.

Recommendation - The partnership will need to consider targeted work to reach those areas of the community where levels of reporting are reducing.

High Risk Domestic Abuse

Victims that score 14+ on the DASH Risk Indicator Checklist (RIC) are considered to be High Risk. Between Apr 2016 and Mar 2017 7.5% (239) of all Domestic Abuse crimes and incidents reported to the police were deemed to be High Risk, this is a reduction from the previous year’s figure of 10.5%. The demographic of this group differs to that of the overall victim group.

- 95% of High Risk Victims are Female
- 80.8% of High Risk Victims are White
- High Risk Victims are younger – the average age is 3 years less than the overall victim group
- High Risk victims are more likely to be unemployed, 24.3% compared to 22.5% in the overall group.
- High Risk Victims are more likely to be targeted by an Ex-partner, 63.3% compared to 43% in the overall group.
- 61.9% of all High Risk victims were recorded as a repeat victim in the 12 months
- Offenders of High Risk DA are more likely to be under the influence of alcohol, 20.3% compared to 18.02% in the overall group.
- 97.5% of High Risk Offenders are male, compared to 80.1% in the overall group

Offenders

According to all DA crimes and Incidents reported to the Police between Apr 2015 and Mar 2016, 80% of offenders were male, this is a continued reduction from the last 2 performance years.

Gender	2013-14	% Total	2014-15	% Total	2015-16	% Total	2016-17	% Total
Males	2166	82.5%	2457	80.6%	2570	80.0%	2478	80.1%
Females	461	17.5%	590	19.4%	641	20.0%	616	19.9%

- The average age of an offender, where known, was 34.4 years this is a slight reduction the previous year (35yrs) and a continued reduction from 37 years in 2013-14.
- The greatest proportion of offenders (18.2%) were aged 26-30 years, this is consistent with the previous 3 years.
- The age group that recorded the most significant increases were 16-20 years (+99).
- 98 offenders were aged under 18yrs at the time of the offence, this is a significant increase from the previous year of 45 and a continued increase from just 3 in 2013-14.

Ethnicity	2013-14	% Total	2014-15	% Total	2015-16	% Total	2016-17	% Total
White – North European	1799	68.5	2031	66.6	2134	66.4	2095	67.8
White – South European	35	1.3	43	1.4	31	1.0	43	1.4
Asian	437	16.6	500	16.4	548	17.1	503	16.3
Black	348	13.2	460	15.1	494	15.4	439	14.2
Chinese	2	0.1	7	0.2	3	0.1	7	0.2
Arabic/African	6	0.2	7	0.2	3	0.1	5	0.2
Total	2627	100	3048	100	3213	100	3092	100

Location

In the period Apr 2016 – Mar 2017, 79.5% of all recorded DA was recorded in Urban Wards of the Borough. This is a slight reduction on the previous year's figure of 81.5%.

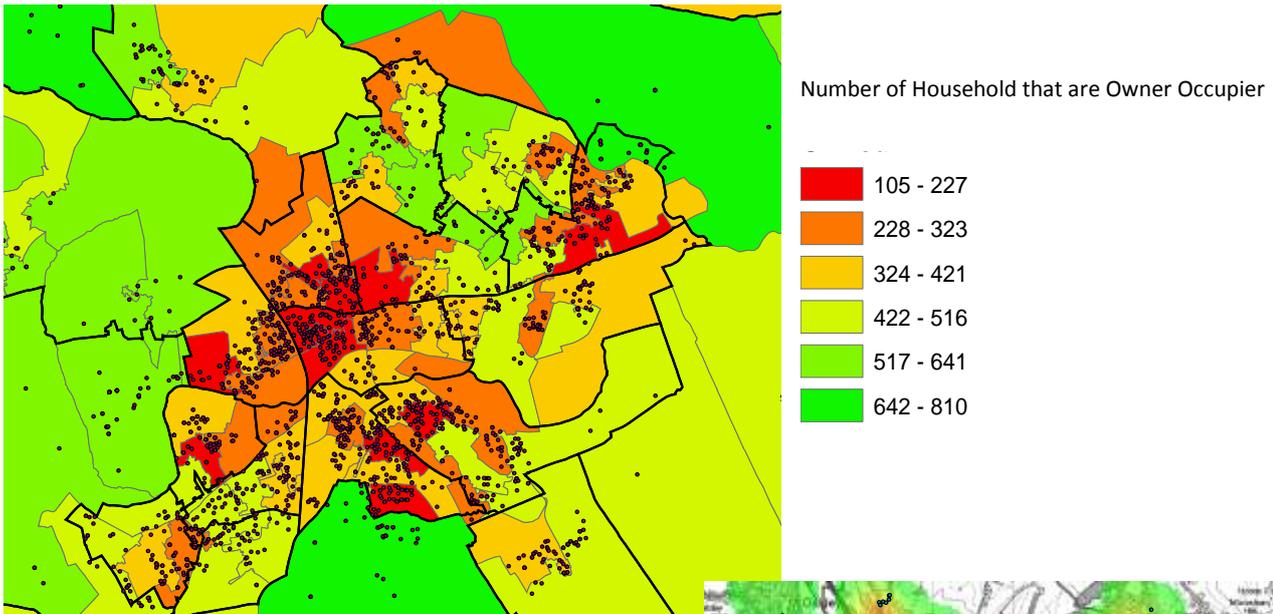
- The rate of recorded Domestic Abuse in the Urban Wards of Bedford Borough is equivalent to 55 per 1,000 households. This ranges from 88 per 1,000 in Cauldwell to 21 per 1,000 in Putnoe
- The rate of recorded Domestic Abuse in the rural wards is equivalent to 24 per 1,000 households. This ranges from 28 per 1,000 in Eastcotts, to 10 per 1,000 in Oakley.

Top 5 Wards by numbers	Total	% Total
Cauldwell	350	11.2%
Castle	343	11.0%
Kingsbrook	295	9.4%
Harpur	246	7.8%
Goldington	228	7.7%
Other Wards	1665	53.2%
Total	3175	

The top five urban wards contribute 46.8% of all reported DA within the Borough. This is a reduction from last year's figure of 59.6%.

Four of these wards include areas identified in the 2015 Index of Multiple Deprivation as being amongst the 10% most deprived in England. (Castle, Cauldwell, Kingsbrook and Hapur)

There appears to be a strong relationship between high levels of DA reporting and high numbers of households that rent their home. The map below shows 2011 Census data for Housing Tenure overlaid with 2016-17 recorded DA.

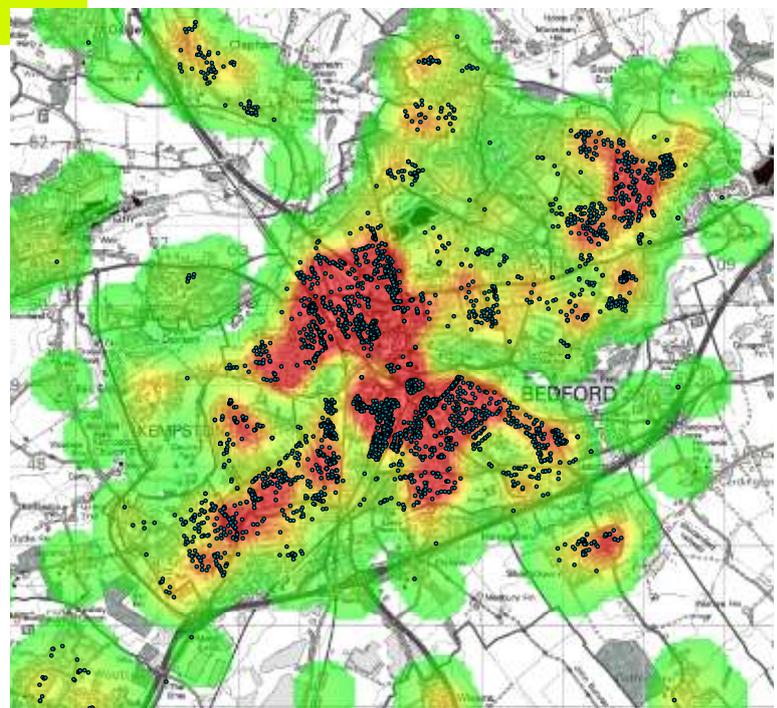


Transient Renters within MOSAIC data appear to be greatest risk of Domestic Abuse.

The map shows hotspot analysis of all recorded Domestic abuse in 2016-17 overlaid with the locations of those households defined as 'Transient Renter' in MOSAIC data.

Characteristics of this group include:

- Age 18-25 years
- Low length of residence
- Low cost housing
- Private Renters



Recommendation: Better use of MOSAIC data when developing communications strategies around Domestic Abuse

Anti-Social Behaviour

Anti-social behaviour is defined in the Crime and Disorder Act (1998) as: 'Acting in a manner that caused or was likely to cause harassment, alarm or distress to one or more persons not of the same household as the perpetrator.'

A more appropriate definition of anti-social behaviour for the purposes of incident recording is provided by the Housing Act (1996): 'Engaging in or threatening to engage in conduct causing or likely to cause a nuisance or annoyance to persons engaged in lawful activities'.

From the year ending March 2012, a new set of three simplified categories for ASB were introduced.

- **'Personal'** is designed to identify incidents that are deliberately targeted at a particular individual or specific group or aimed at having an impact on a particular individual or specific group rather than the community at large;
- **'Nuisance'** captures those incidents where an individual or group causes trouble, annoyance, inconvenience, offence or suffering to people in the local community in general rather than being deliberately targeted at specific individuals or groups; and
- **'Environmental'** deals with the interface between people and places. It includes incidents and inconsiderate actions which have an impact on the surroundings including the natural, built and social environments. This category is about encouraging reasonable behaviour whilst managing and protecting various environments so that people can enjoy their own private spaces as well as shared or public spaces.

National

The Anti-social Behaviour, Crime and Policing Act 2014 brought significant changes to the way local authorities can respond to antisocial behaviour (ASB), introducing new tools and powers to replace existing provisions, including the introduction of ASB case reviews, also known as the 'community trigger'.

Results from the Crime Survey for England and Wales 2016 suggest that 29% of the population have experienced ASB in their local area; this is an increase of 1% on the figure recorded in the 2015.

Area of greatest concern were rubbish and litter with 30% stating it was a very/fairly big problem, people using or dealing drugs at 22% and people being drunk and rowdy in public places at 16%.

However what is understood by the term ASB can be confusing. Often the boundaries between crime and disorder are not clear to the victim. It is likely someone can experience an ASB incident without necessarily believing that it is part of a problem in their area, if it is an isolated occurrence, for example. The frequency or number of incidents and the seriousness of a problem will vary from person to person.

Local

In the period Apr 2015 to Mar 2016, Bedfordshire Police received 6356 reported incidents of ASB. This compares to 6063 incidents in the same period in the previous year, an increase of 4.8% (293 Incidents).

- 89.2% of all incidents reported in the year can be attributed to Nuisance ASB; this is an increase of 8% (419 incidents) on the previous year.
- Reports of Personal ASB reduced by 26.4% (133 incidents) on the previous year, with reductions in medium and standard risk cases.
- Environmental ASB increased slightly by 2.3% (7 incidents) on the previous year.

In the same period the Bedford Borough Council dedicated ASB Office saw a 46.4% increase in cases, from 224 in 2015/16 to 328 in 2016/17. This increase is a continuation from the previous year and appears to be a result of the removal of the collocated Police Priority ASB team from Borough Hall, as part of an overall reduction of PCSOs within the force.

ASB - Final Class	2014-15	2015-16	15-16 change	14-15 %total	2016-17	16-17 change	16-17 %total
<i>Nuisance</i>	4940	5250	310	86.6	5669	491	89.2
<i>Personal</i>	643	504	-139	8.3	371	-133	5.8
<i>High Risk</i>	8	6	-2	0.1	7	1	0.1
<i>Medium Risk</i>	65	31	-34	0.5	21	-10	0.3
<i>Standard Risk</i>	463	345	-118	5.7	142	-203	2.2
<i>No Risk</i>	107	122	15	2	201	79	3.2
<i>Environmental</i>	346	309	-37	5.1	316	7	5
Total	5929	6063	2.2% (134)		6356	4.8% (293)	

Within the 3 broad categories ASB can be subdivided into more meaningful classifications that give details about the nature of the event. Each incident is allocated the classification that best describes the event but it must be accepted that on occasions more than one issue may be present. It is therefore down to the call handler to allocate the most applicable class to each incident.

Over the 12 months incidents were divided into 45 classifications, the table below shows the top 5 recorded in the period. These 5 classifications account for nearly 80% of all ASB in the Borough.

ASB by Initial Class (Top 5)	2014-15	2015-16	2016-17	16-17 change	16-17 %total
Rowdy or Inconsiderate Behaviour	2598	2954	3234	280	50.9
Vehicle Nuisance or Inappropriate Use	705	900	829	-71	13
Abandoned Vehicle (not stolen)	507	421	548	127	8.6
Nuisance Neighbour	482	358	244	-114	3.8
Street Drinking	208	133	207	74	3.3
All Other ASB Classifications	1429	1257	1294	37	20.4
TOTAL	5929	6023	6356		

ASB Qualifiers

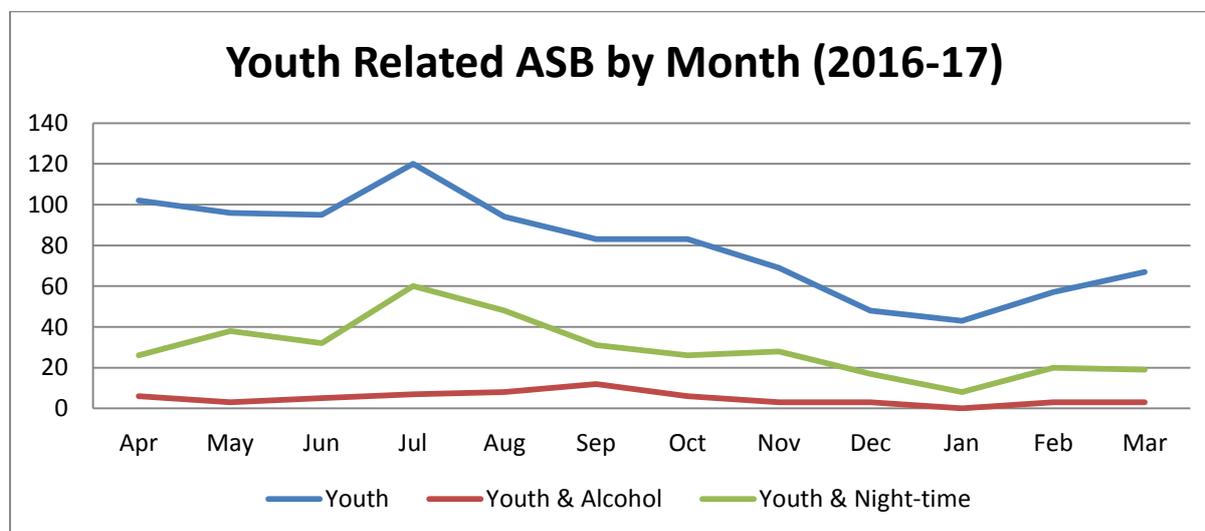
A number of markers are attached to the incident to give further details about the individuals involved. More than one marker can be applied to an incident.

Qualifiers	2014-15	2015-16	15-16 change	15-16 %total	2016-17	16-17 change	16-17 %total
All ASB	5929	6063	2.2% (134)		6356	4.8% (290)	
Youth Related	675	1170	73.3% (495)	19.3	957	-18.2% (-213)	15.1
Alcohol Related	826	841	1.8% (15)	13.9	946	12.5% (105)	14.9
Youth & Alcohol	55	69	25.5% (14)	1.1	59	-14.5% (-10)	0.9
Drugs Related	66	156	136.4% (90)	2.6	162	3.8% (6)	2.5
Youth & Drugs	15	50	233.3% (50)	0.8	49	-2% (-1)	0.8
Mental Health	43	114	165.1% (70)	1.9	124	8.8% (10)	2

Youth Related ASB

- 15.1% of ASB incidents have a marker that indicates the event is Youth Related, 957 in the period.

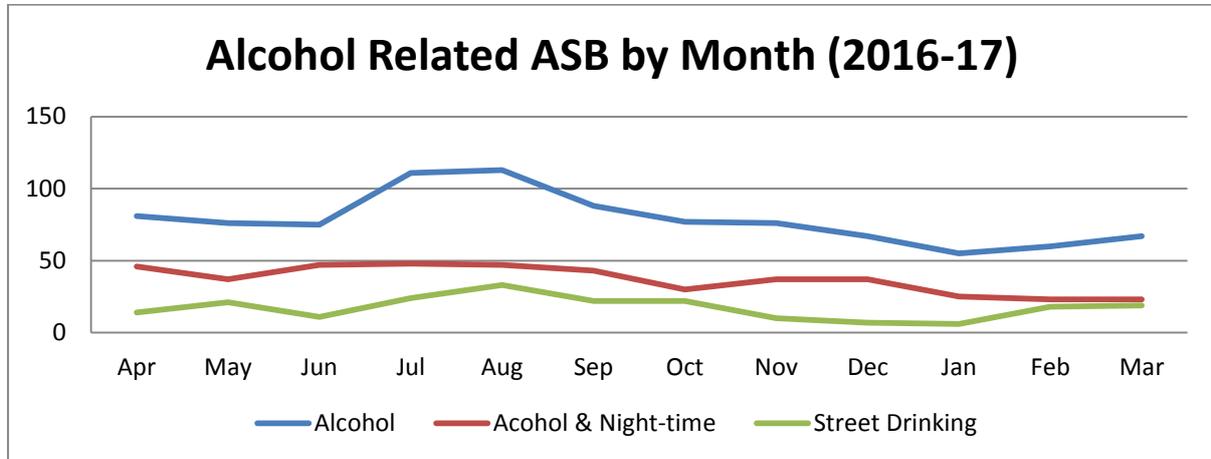
This marker indicates that there is evidence to suggest that young people are involved in the incidents; it does not therefore mean that the remaining 84.9% of ASB is committed by adults.



Youth ASB is concentrated in the summer months with the highest levels of reporting in July, this pattern is consistent with previous year's assessments. Peak times for Youth ASB are throughout the week between 16:00 – 23:00. The three top wards for Youth ASB are; Castle (161), Goldington (111) and Cauldwell (83). There has been a noticeable increase in the youth ASB in the Town Centre area of Castle Ward.

Alcohol Related ASB

- 14.9% of ASB incidents have a marker that indicates the event was Alcohol Related, 946 for the period. This represents an increase of 12.5% (105 incidents) from the previous year.

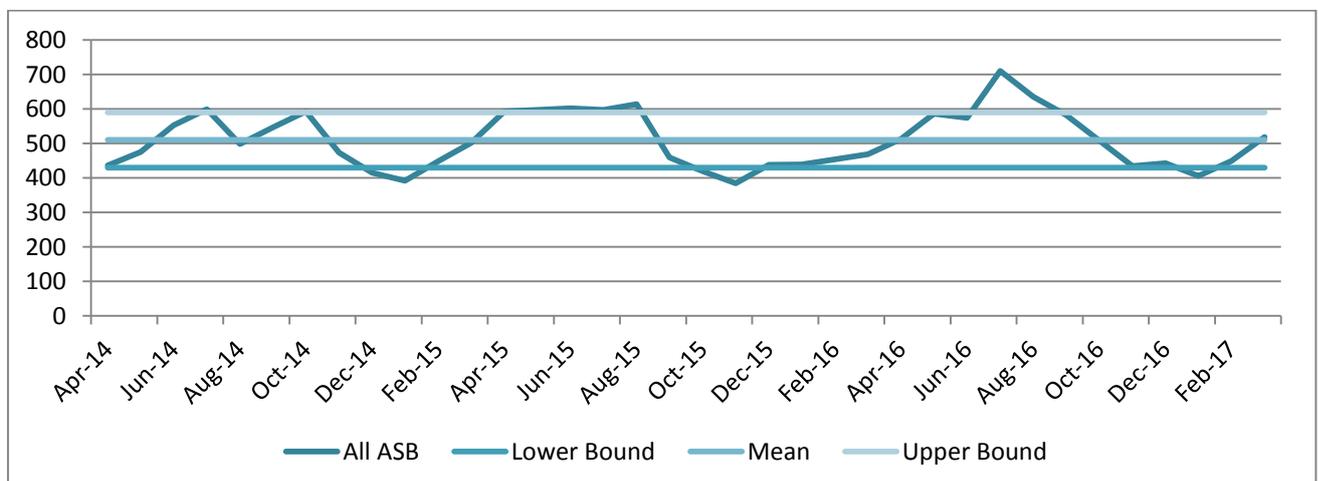


Levels of Alcohol related ASB were noticeably higher in the summer months, with a peak in July and August. 46.8% of Alcohol related ASB was night-time (start time between 21:00 – 05:59) this is reduction from the previous year’s level of 51.4%. The number of recorded incidents of Street Drinking increase from 133 in 2015-16 to 207 in 2016-17. Peak times are Friday to Sunday between 21:00 – 04:00. The three top wards for Alcohol related ASB were Castle (482), Harpur (105) and Cauldwell (101). These area are consistent with lasts year’s assessment.

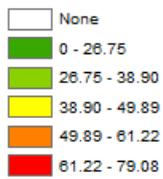
- 162 incidents have a marker that indicates that Drugs are relevant to the incident; this is an increase from the previous year’s figure of 156.
- 124 incidents have a marker that indicates that Mental Health is relevant to the incident; this is an increase from the previous year’s figure of 114.

Temporal

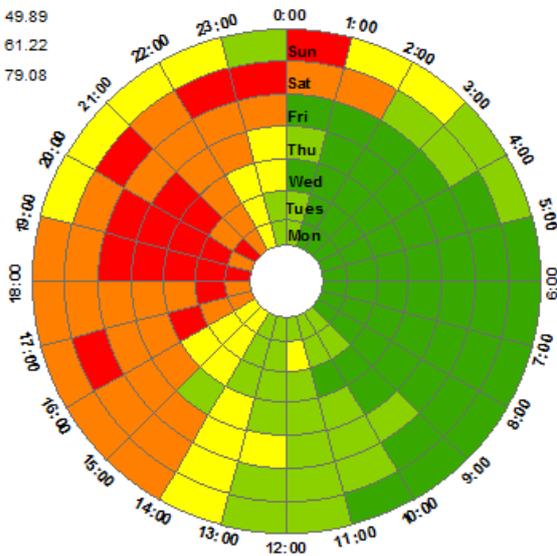
Reporting tends to follow a distinctive pattern with increased reporting through the lighter and warmer months, and around school holidays. This pattern is consistent with analysis undertaken in previous assessments; data for July 2017 appears to be significantly higher than previous summers.



Legend



All ASB 2016-17



The data clock analyses ASB incidents by the date and time details for each incident. It shows a clear pattern of ASB reporting through the week.

In the week there are high levels of reporting from 16:00 each day; these remain consistently high through to 22:00.

At the weekend levels of reporting are higher from 14:00. The peak extends through to the early hours of the morning on both Friday and Saturday night.

This pattern is consistent with previous year’s assessments.

- 2614 Incidents, 39.8% of all reported ASB, had a start time between 16:00 – 21:59
- 2006 incidents, 31.6% of ASB incidents, were reported on a Saturday or Sunday
- 2250 Incidents, 35.4% of ASB incidents, had a start time between 21:00 – 05:59

Location

83.1% (5279 incidents) of all ASB reported to the Police in the period Apr 16 – Mar 17, took place in urban wards of the Borough; this is an increase from the previous year’s figure of 81.6%.

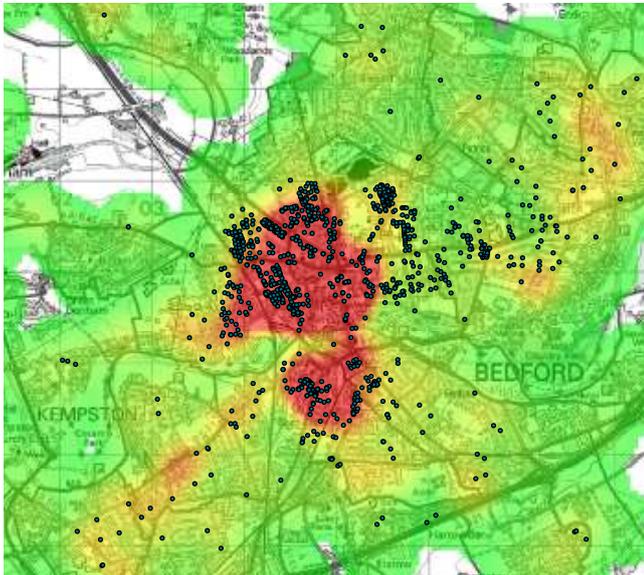
Castle ward, which includes Bedford Town Centre, accounts for 24% of all ASB, this is an increase from last year’s figure of 19.9% and an additional 322 incidents. Collectively the top five wards contributed more than half of all the ASB incidents received by the police in the year. These five areas are consistent with previous assessments.

ASB by Ward (top 5)	2015-16	% Total	2016-17	Change	% Total
Castle Ward	1205	19.9%	1527	322	24%
Cauldwell Ward	567	9.4%	669	102	10.5%
Harpur Ward	537	8.9%	623	86	9.8%
Goldington Ward	370	6.1%	363	-7	5.7%
Kingsbrook Ward	360	5.9%	322	-38	5.1%
Total	3039	50.1%	3504	465	55.1%

Four of these wards include areas identified in the 2015 Index of Multiple Deprivation as being amongst the 10% most deprived in England. (Castle, Cauldwell, Kingsbrook and Hapur)

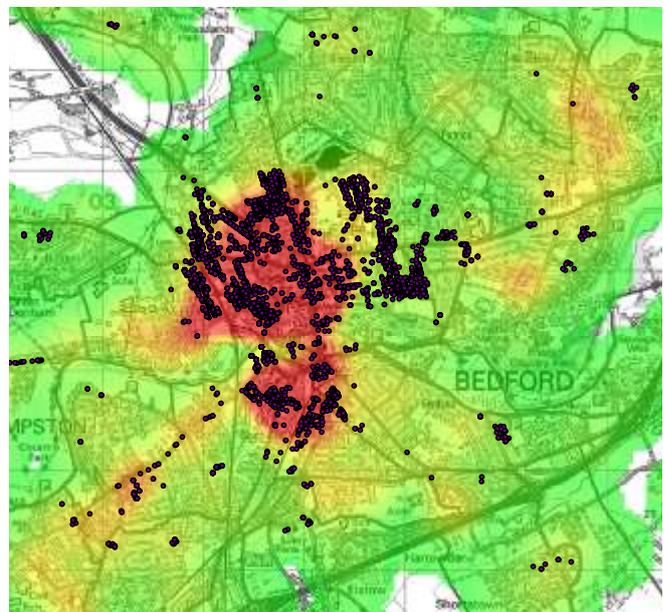
Tenure

Map showing Hotspot analysis of all recorded ABS in 2016-17 overlaid with the locations of HMOs recorded in the Boroughs APP system.



There appears to be a strong relationship between high levels of reported ASB, high numbers of HMOs and Mosaic Rental Hubs

Map showing hotspot analysis of all ASB in 2016-17 overlaid with locations of MOSAIC rental Hubs



Characteristics of Rental Hubs area:

- Aged 18-35yrs
- Private Renting
- Converted Flats
- High Use of Smartphones

Recommendation: Developing relationships with Private Landlord to tenants to address housing issues that may be contributing towards high levels of ASB

Victims

Data from Bedfordshire Police does not contain information relating specifically to the victim of ASB but rather provides some basic information relating to the person who has reported the incident.

Data from the 2016 CSEW suggested that 30% of Bedfordshire respondents had experienced or witnessed ASB in their local area; this is slightly higher than the overall figure for England and Wales of 29%. Areas where Bedfordshire scored higher than the national picture were; people using of dealing drugs at 25%, teenagers hanging around at 18% and perceived high levels of ASB at 11%.

CSP Consultation Data

A CSP Consultation exercise covering all areas of Crime and ASB was conducted in the summer of 2016; this offers more detail about local areas of concern.

- 63% of the 1277 respondents selected drug dealing and using in their top 10 concerns.

The same survey recorded 27% (348) who felt that levels of Crime and ASB in their local area (15-20 min walk from their home) has got worse in the previous 12 months.

Within this group there was a slight over representation of females (59.2% compared to 52.2% in the total survey group) and those ages between 35 and 44 years (25.1% compared to 18.5% in the total survey group).

Recommendation: The data within the consultation should be looked at in detail at a local level to inform and develop local problem solving.

Force Control Room – Recording Standards Review

An evaluation of how Bedfordshire Police records Anti-Social Behaviour is currently underway. The aim is to improve the levels of accuracy within the force's incident data.

Consideration: Changes in the standards of recording in ASB may provide additional analytical capabilities that should be explored for early identification and problem solving but may also impact on overall number that will impact on performance reporting

Street Drinking

A street drinker is defined as a person who drinks heavily in public places and has been involved in alcohol related crime or ASB. They may appear unable or unwilling to stop or control their own behaviour.

The effects of street drinking can be costly in different ways. It causes distress to members of the public; it is bad for business and can be a significant demand on public services.

The impacts on the local community can be significant with callers regularly reporting being intimidated by the drinker's behaviour, being noisy, abusive and on occasions threatening when asked to move away.

There is an environmental impact too due to the large amounts of litter that are generated by the issue in the form of empty cans and bottles and more distressingly by the drinkers urinating and defecating in the area.

PCC guidance produced in Nov 2016¹⁶ suggests that street drinkers are likely to be:

- Living alone, marginally housed or homeless (often in part due to their levels of drinking)
- Unemployed and living on benefits
- Seek the company of other heavy drinkers
- Spending a large proportion of their income on cheap and strong alcohol

Poor mental health is regularly associated with dependant drinkers, as is drug use. Drinkers will often be victims themselves with studies identifying high levels of domestic abuse, as well as physical violence. Their daily dependence on alcohol may also make them more vulnerable to exploitation.

Alcohol Concern studies suggests that a change resistant drinker may cost around £35,000 per annum in health, criminal justice and anti-social behaviour costs.

Local

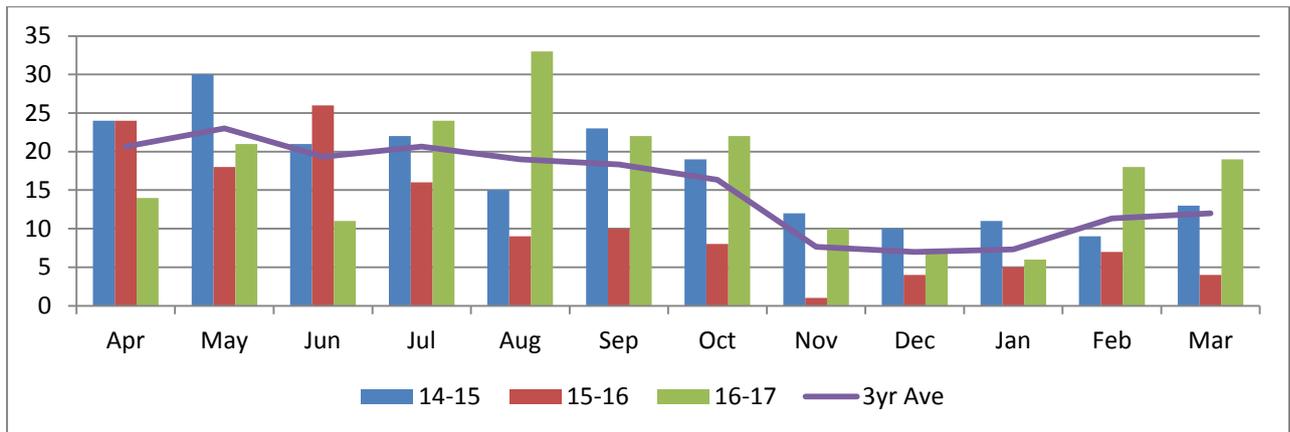
Street Drinking is a defined category recorded within the Anti-Social Behaviour data set which relates to individuals consuming alcohol in public places.

In the period Apr 2016 to Mar 2017, 207 incidents of street drinking were reported to the police. This is an increase of 56.8% (75) on the previous year's figure of 132.

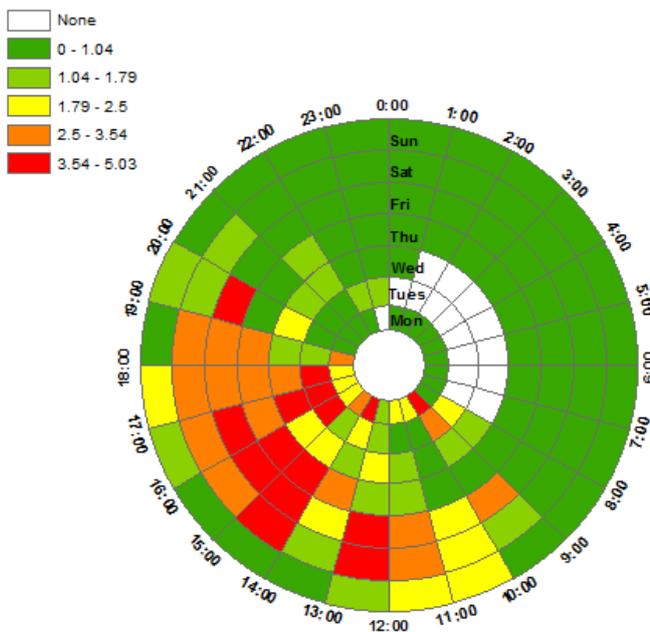
Street drinking accounted for 3.3% of all recorded ASB in the Borough during 2016/17; this was the fifth highest category of ASB recorded in the year.

¹⁶ [Tackling Street Drinking 2016](#)

Temporal



The 3 year average shows that levels are consistently high between April and September. This pattern is consistent with previous assessment. Significantly high levels in Aug 2017 coincide with the launch of Op Highgate which was designed to tackle the issues of Street Drinking and Begging. This has inevitably raised awareness of the issue and may have resulted in higher levels of reporting.



Levels of reporting are consistently high on Mon – Sat, between 09:00 – 19:00.

This pattern may be heavily influenced by the opening hours of the businesses in the affected areas. 22% of complaints relating to Street Drinking came from commercial property.

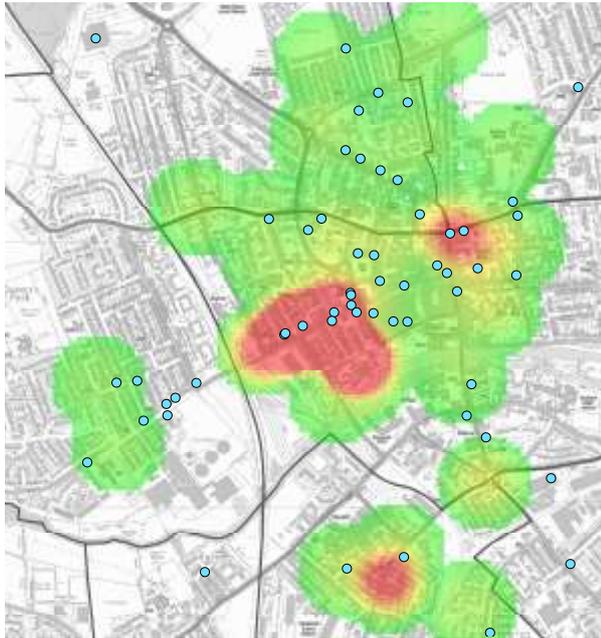
It should be considered that Street Drinking is likely to be present on Sundays and at other times when businesses are less likely to be affected.

Location

202 of the 207 incidents of Street Drinking reported to the police in the 12 months took place in the urban wards of the town.

- 75.8% (157) of all reported incidents came from the Castle ward, an increase from the previous year's figure of 65.2%
- 6.8% from Harpur ward, a reduction on the previous year's figure of 18.2%
- 10.6% (22 incidents) were reported in Cauldwell, this is an area that has not previously recorded high levels.

Street Drinking hotspot map overlaid with locations of Off-Licences



The overall area where street drinking is recorded shows a strong geographic correlation to those premises that have an Off-Licence which allows them to sell alcohol.

The most significant hotspot appear to be in the Midland Road area, where there are currently 10 premises with an Off Licence

Consideration: The partnership should look to develop initiatives that discourage the selling of high strength and single cans within those areas that are frequented by street drinkers

Victims

No specific details about the victim are recorded within the police incident data. It is however possible to understand some details about the victims from the incident logs.

- 22% (46) of calls came from a business, most frequently reporting issues with drinkers behaviour being intimidating towards customers of staff.

Looking at the callers address it is possible to identify repeat victims. In the 12 month period there were 12 locations that recorded more than one call relating to Street drinking.

- 39.1% of all recorded Street Drinking in the period was reported from just five individual addresses, four of which are in the Midland Road area. This gives a clear indication of the concentrated nature of the issue.

CSP Consultation data

High levels of concerns around the impact of Alcohol and the effects of street drinking were recorded in the responses to a number of questions in the survey.

- 68% (489) felt that levels of Crime and ASB in their local were linked to alcohol. This compared to 64% for drugs, 61% for youths and 22% for mental health problems.
- When asked 'What makes your local area an unsafe place?' more than half (54%) specifically mentioned street Drinking
- Out of a list of 26 crime and disorder issues respondents were invited to select their top 10 concerns, 500 (39%) selected street drinking, 7th out of 26.

A final open question invited respondents to tell the CSP anything else about Crime or ASB for the Borough as a whole. Of the 426 that chose to give a comment, the second most frequent complaint related to that of street drinking.

The evaluation of this consultation clearly identifies the high level of awareness and concern around street drinking. More importantly it shows that the impacts of street drinking are far wider than those that live in the hotspot area.

Offenders

Whilst street drinkers are described as offenders it must be recognised that they are often victims of crimes themselves. Street drinkers are likely to have complex needs such as severe alcohol dependencies and histories of serious physical or mental health problems.¹⁷

Only very basic details about those involved in this issue can be obtained from Police incident data:

- 57 incidents mentioned one or more female drinkers, most typically a single female with a group of males; only 5 incidents recorded only female drinkers. Where known the proportion of female drinkers was 12%
- 175 incidents mentioned male drinkers, with an average of 3 per call.
- 27 calls gave no indication of the drinker's gender.
- Where numbers were given, the average size of the group was 4; the largest group was 20.
- 143 callers gave some indication of the ethnicity or nationality of those witnessed drinking;

Where a description of ethnicity was given, 83.2% were described as white; this is a reduction from last year's figure of 85%. Within this group 118 drinkers (30.2%) were described as being Eastern European (39 as Polish and 23 as Romanian) this is more than double last year's figure of 11.4%. Eastern European drinkers appear to drink in larger groups and are predominantly male

- 13.6% of calls mentioned a drinker described as being black; this is an increase on the previous year's figure of 11.3% and appears to be geographically focused around the Sovereigns Quay area of Bedford.
- 3.2% of calls mentioned a drinker described as being Asian; this is similar to last year's figure of 3.8%

Other areas of ASB were also mentioned within those incidents with an initial class of street drinking which give an indication of the overall into other ASB areas.

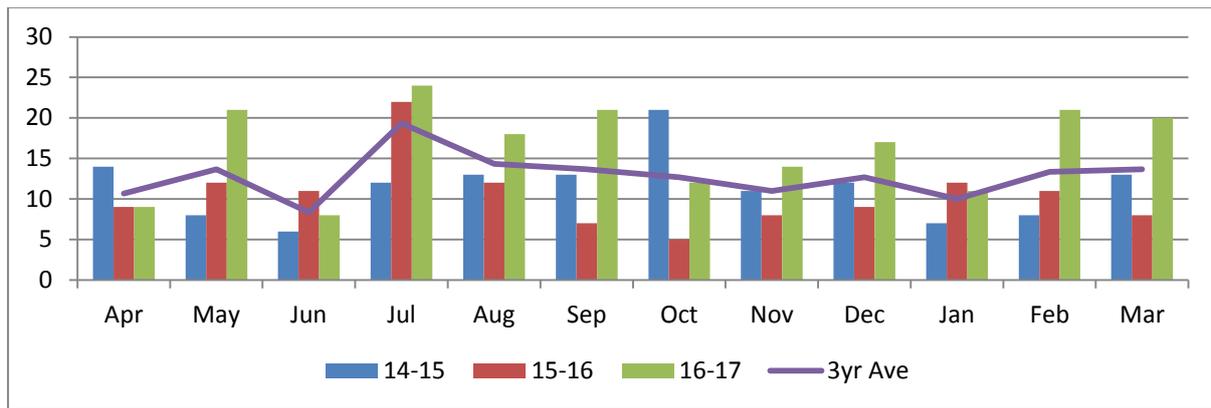
- 19 calls mention that those street drinking were also witnessed urinating in a public place
- 15 calls referenced potential drug activity with street drinking
- 8 calls mentioned that the street drinker was also begging
- 5 calls suggested that under 18s may have been involved in the incident
- 4 calls mentioned that the person drinking was also homeless

¹⁷ [Tackling Street Drinking](#) Nov 2016

Begging and Vagrancy

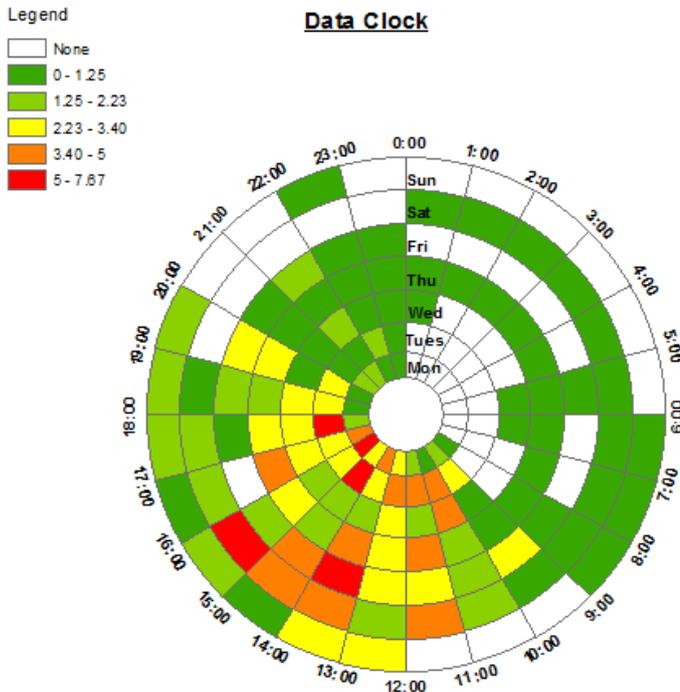
According to Home Office guidance¹⁸ Begging can fall into two main areas; **aggressive begging**, actively approaching people for money or begging in a way that causes harassment fear or alarm, and **passive begging**, sitting in doorways but not actually asking for money.

In the period Apr 2015 – Mar 2016, 195 incidents were recorded as Begging and Vagrancy. This is an increase of 54.8% on the previous year’s figure of 126. An additional 27 incidents that were not specifically recorded as Begging and Vagrancy mention begging in the details of the log.



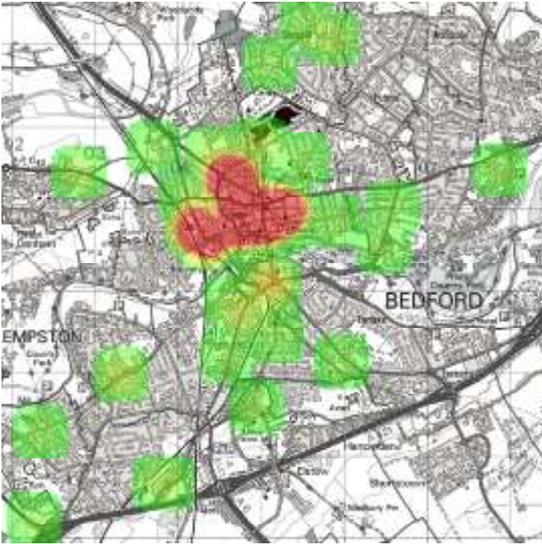
Temporal

Looking at ASB data relating to Begging and Vagrancy over the last three years there does not appear to be a seasonal pattern to levels of reporting.



Reported incidents of Begging are highest on Mon – Sat between 10:00 and 18:00. This pattern is consistent with those times when most shops and businesses are open which generate the highest footfall in area.

¹⁸ [Defining and measuring anti-social behaviour](#) - 2004



8.2% of all reported incidents took place in urban wards of the Borough.

68.2% of all incidents were reported in Castle ward, which includes the town centre and Midland Road.

17.9% of incidents were reported in Harpur ward.

The map show a single large hotspot that spreads across both wards centred on the town centre.

When looked at more closely the main hotspot is focused on a number of locations within the town.

There is a strong relationship between the areas that are frequented reported for begging and vagrancy issues and those areas with high levels volumes of Street Drinking

Begging Hotspot map overlaid with Street Drinking data



Victims

No specific details about the victim are recorded within the police incident data. It is however possible to understand some details about the victims from the incident logs.

- 33.2% (74) of calls relating to Begging & Vagrancy came from a member of the public.
- 62.8% (140) of calls relating to Begging & Vagrancy came from a professional or a member of staff at a local business.
- 33.3% (69) callers stated that they were asked for money and that the behaviour of the person begging was intimidating or aggressive.

Typically these calls relate to beggars that are sitting directly outside or near to the entrance of a business. The callers suggest that this is intimidating to customers and staff. Business owners clearly feel that the presence of people begging near their premise is damaging to their business.

Offenders

The term offender may not in all circumstances be correct for this category. Whilst many calls relating to Begging and Vagrancy do record behaviour that is causing harm or distress to others, callers often express a concern for the welfare of the individual who may be sleeping in a doorway or obstructing access to a premise but not committing any recognisable behaviour of Begging or ASB.

Callers report two main patterns of behaviour. Those who sit outside shops, public transport stations or cash point machines and ask passers-by for money, those individuals seen begging are often described as being homeless (sitting with blankets and sleeping bags) and scruffily dressed. The second method of begging focuses on car parks at larger retail outlets/supermarkets and even knocking on resident's doors to ask for money for a specific reason; run out of petrol or needs money for food for a child.

- 29 incidents (14%) have a marker to suggest that the person begging is under the influence of Alcohol, this may suggest a link to Street Drinking.
- 50 incidents (24.2%) describe the person begging as homeless. This may be down to the person's physical description; sitting with sleeping bags and blankets, it may also be because the person begging actually tells the victim that they are homeless. In either case this can only be taken as an indication of the housing status as it is well documented that some of those who choose to partake in begging do so as a lifestyle choice rather than a necessity.
- On 66 occasions (31.9%) a name or names have been provided by the caller potentially identifying the person who is either begging or homeless.

In total 24 named persons were identified in the 12 months. Named individuals appear to be linked to the high frequency locations identified earlier in the chapter suggesting that people have fixed locations for begging which makes them more recognisable by the local businesses in the area. It also gives some evidence of the persistent behaviour of this group.

Street drinking & Homelessness Multi Agency Group (SHMAG)

As of April 2017 a number of key agencies from both the public and third sector have been working together in Bedford to offer a case management approach to those individuals that have been identified as causing high levels of harm to themselves and others.

Individuals are identified with in the cohort of those who are regularly rough sleeping, begging and street drinking in the hotspot area.

Agencies look to share information and profession judgement about individuals to identify specific actions and engagement opportunities. The aim is to reduce the risk of harm to individuals and at the same time the impact on affected communities and the demands on public services.

Early indications are that the group can collectively encourage an individual towards a more positive pathway.

Consideration: A wider process will need to be developed to address those individuals that consistently refuse to engage with support services or persistently commit anti-social behaviour

Exploitation of Adults

Abuse and exploitation of adults at risk can take many forms within our society. The definition of an 'adult at risk' is a person aged 18 or over, whose exposure to harm through abuse or exploitation may be increased by their personal circumstances. Their personal characteristics and life circumstances may include, but are not limited to:

- Age
- Physical or mental disabilities
- Special educational needs
- Substance misuse
- Isolation or loneliness
- Living conditions
- Finances

Modern Slavery and Human Trafficking (MSHT)

Modern Slavery is the term used within the UK and is defined within the Modern Slavery Act 2015. The Act categorises offences of Slavery, Servitude and Forced or Compulsory Labour and Human Trafficking.

These crimes include holding a person in a position of slavery, servitude forced or compulsory labour, or facilitating their travel with the intention of exploiting them soon after.

Although human trafficking often involves an international cross-border element, it is also possible to be a victim of modern slavery within your own country. It is possible to be a victim even if consent has been given to be moved.

Children cannot give consent to being exploited therefore the element of coercion or deception does not need to be present to prove an offence

There are several broad categories of exploitation linked to human trafficking, including:

- Sexual exploitation
- Forced labour
- Domestic servitude
- Organ harvesting
- Child related crimes such as CSE
- Forced marriage and illegal adoption

National

The true scale of MSHT within the UK is unknown¹⁹. According to Home Office estimates, there are approximately 13,000 victims of human trafficking in the UK. In 2016 there were 3,805 potential victims submitted to the National Referral Mechanism, a 17% increase on 2015 figures.

Yearly increases are also recorded in the National Referral Mechanism

Reporting showed potential victims of trafficking from 108 countries, with Albanian, UK and Vietnamese nationals being the most commonly reported nationalities. Labour exploitation was the most common type of exploitation recorded.

¹⁹ [NCA – Strategic Assessment of serious and organised crime](#) - 2017

- British and Romanian are the most prevalent offender nationalities in the UK
- Non-British offenders are likely to target victims whom they share national, ethnic or linguistic ties. British offenders have a more diverse victim base.
- MSHT crime groups in the UK tend to be small with limited hierarchies
- Groups pursue diverse criminal interests alongside MSHT to maximise profits
- Offenders use online recruitment methods to identify victims.

Local

Levels of reporting in the area of Modern Slavery and Human Trafficking are low within both Bedfordshire as a county and Bedford Borough. It is therefore not possible to offer any form of evaluation of recent offences of how this might compare to previous years.

The National Referral Mechanism NRM is the framework for identifying victims of Human Trafficking in a given area. Data for Bedfordshire gives some details around the nationality and gender of victims (Yarlswood Immigration centre is located in the County and so many referrals recorded by the force may relate to victims exploited and recovered elsewhere).

- Three quarters of those victims that have been identified are female, almost half being Chinese or Nigerian.
- Where males are recorded 80% are Romanian, Sudanese and Vietnamese

Once Yarlswood data has been removed the majority of Bedfordshire victims are foreign nationals with high proportions of Romanians.

- The greatest proportion of female victims are 30-39 years, males appear younger at 20-29 years.

Over the period, 170 intelligence submissions about Modern Slavery and Human Trafficking were reported to the Police; this figure relates to Bedfordshire as a county and is currently not available at a CSP level. In the same period the Force recorded 19 Offences and supported 17 victims

- Five offences relating to Modern Slavery and Human Trafficking were recorded in Bedford, 11 were reported in Luton and one in Central Bedfordshire

Three of the five offences were non-recent (took place more than 1 year before they were reported), this suggests

Consideration: Intelligence submissions should be obtained at a CSP level and monitored through the CSP Safer Thematic Group.

Cuckooing

This is a particular method of exploitation that sits within County Lines drug dealing. London gang members travel between the urban and county locations on a regular basis to transfer drugs and cash. They tend to use local properties, generally belonging to a vulnerable person, as a base for their activities. This is often acquired by force or coercion referred to as 'cuckooing'²⁰ typically this will involve the home of a drug user, who is supplied with drugs to initiate the relationship.

Other key areas of vulnerabilities linked to cuckooing include, adults with mental health problems, those with physical health problems, those recently released from custody and the elderly

²⁰ [NCA – County Lines Gang Violence, Exploitation & Drug Supply](#) 2016

Debt bondage is a common and widespread theme, as the user falls into the debt the gang takes over their property. In some instances this has resulted in homelessness as the victim is forced from their home in fear of violence from gang members.

Local

In the period between November 2016 and July 2017, 46 vulnerable locations have been identified within Bedfordshire, 35 in Bedford Borough, eight in Luton and three in Central Bedfordshire. On average three or four addresses will have been active at any one time.

Flats in the town centre of Bedford appear to be most vulnerable, with three quarters of identified addresses being in this area. It is not yet known if this pattern is a true reflection of the County picture or a gap in reporting.

A recent evaluation of 28 victims or potential victims that have been identified in Bedfordshire gives some indication into the local picture.

- 71% were female
- The age range is 18 – 64 years, the average age for males is 55 and for females is 37.
- 50% of victims are known to have Mental Health issues.
- The entire cohort are believed to be drug users
- At least 39% are also believed to have alcohol issues.
- 46% of victims have links to the sex industry.
- 46% of victims initially declined offences to the police when they were approached, due to a fear of repercussions.

Effective partnership working has resulted in a number of positive outcomes for identified victims:

- 7 have been moved out of Bedfordshire by partners
- 21 locations have been subject to closure either by planned police action or by a victim voluntarily handing the property back to the landlord.

More than half of those offenders that have been identified are under 21; they are often LAC in their home authority. For some their young age makes it possible they are themselves victims of exploitation, and may be forced to commit violent acts by others.

- Offenders are transient, regularly moving location to avoid detection.
- Offenders are thought to originate from gang in London.
- Young males and females are brought into the area to conduct drug dealing.

Information Gap: more work is needed to understand whether Bedford has disproportionately high level of County Lines activity or there is undetected activity in Luton and Central Bedfordshire

Recommendation: Improved methods for information sharing between partners at the early stages of concern and identification

Serious Sexual Offences

It is acknowledged that any sexual offence will be a traumatic experience for victims. For the purpose of this report all local levels data relates to those offences in the 'serious sexual offences' group: rape, attempted rape, sexual assaults and sexual activity with a child. Some national level figures and trends may relate to a wider definition of 'sexual offences'.

National

It is difficult to obtain reliable information on the volume of sexual offences as it is known that a high proportion of offences are not reported to the police and changes in recorded figures may reflect changes in reporting or recording rates rather than actual victimisation.

Police recorded crime figures showed an increase of 12% in all sexual offences for the year ending December 2016 compared with the previous year (up from 103,292 to 116,012). Sexual offences have reached the highest volume recorded since the introduction of the National Crime Recording Standard (NCRS) in April 2002. The rate of year-on-year increases, however, has slowed over recent quarters, and the latest increase is considerably less than that seen between the 2014 and 2015 calendar years (29%).

- Police recorded rape increased by 13% compared to the previous year
- Other sexual offences increased by 12% compared to the previous year
- Offences that directly relate to children contributed just over one-third (36%) of the total increases in sexual offences recorded by the police.

Overall, the increases are believed to have resulted from both an improvement in the recording of sexual offences by the police and an increased willingness of victims to come forward and report these crimes to the police, and hence we feel these data do not currently provide a reliable indication of trends in sexual offences.

The significant increase post 2014 may be in part explained by a number of driving factors

An HMIC report (making the victim count) 2014 suggested that sexual offences have been substantially under reported (by 26% nationally). This led to forces reviewing their recording standards in this area.

High profile coverage of sexual offences and the police response to non-recent offending (those that took place more than 12 months before being recorded by the police) for example Operation Yewtree which began in 2012 are also likely to have had an effect on the confidence in victims to report offences of this nature.

More recent allegations by former footballers of historical child sexual offences are likely to have an ongoing influence on victims' willingness to come forward.

Local

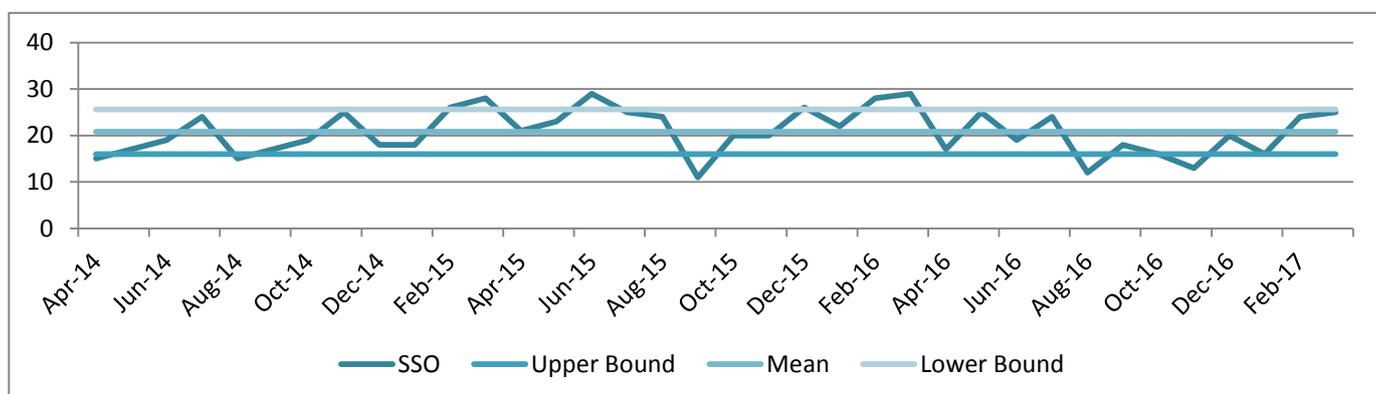
In the year Apr 2016 – Mar 2017, 229 offences were reported, a reduction of 49 (-17.6%) from the same period in the previous year.

	2013-14	2014-15	2015-16	2016-17
Recorded SSO	125	241	278	229
Change		116	37	-49
% Change		92.8%	15.4%	-17.6%

Whilst the numbers of reported offences each month are low, levels of reporting have shown consistent increases over the previous four performance years, with the most significant increases recorded between 2013 and 2015. This pattern has been mirrored by national reporting levels.

Data for the most recent year is a concern as it does not follow the national picture which saw a 12% increase in recording of Sexual Offences in the 12 months ending Dec 2016. Data provided by Bedfordshire Police in the other two CSP areas is similar to that of Bedford; with a 12.6% reduction recorded in Central Bedfordshire and a 13.9% reduction recorded in Luton. An investigation into the recent reduction on reported offences in this group is underway and will be reported back to the local CSPs and Bedfordshire Police on its completion.

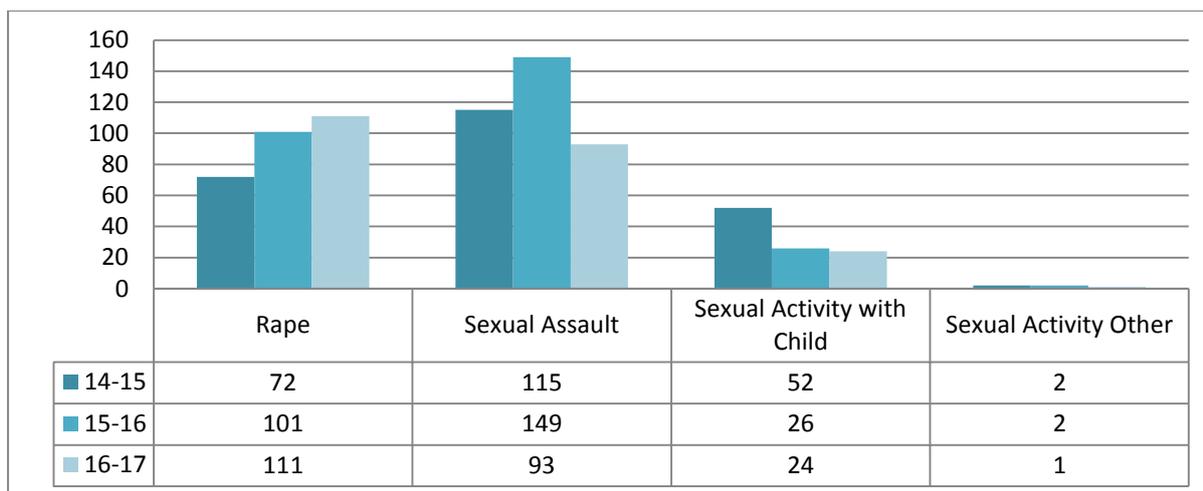
Levels of reporting were significantly low in both August and November 2016.



Reporting of Non recent Offences

In the period between Apr 2016 and Mar 2017, 34.5% of all recorded offences were non recent (took place more than 1 year prior to being reported to the police) The proportions of non recent offences have risen steadily over the last five performance years, which is in line with national reporting levels.

Recording Gap	2014-15	% Total	2015-16	% Total	% Change	2016-17	% Total	% Change
Current (0-2 days)	85	35.2%	114	41%	34.1%	81	35.4%	-28.9%
Recent (2 - 365 days)	111	46.1%	97	34.9%	-12.6%	87	8%	-10.3%
Non-Recent (>1 yr.)	45	18.7%	67	24.1%	48.9%	61	26.6%	-8.9%
Total	241	100%	278	100%	15.4%	229	100%	-17.6%
% Non-Recent	18.7%		24.1%			26.6%		



Whilst the overall reporting of Serious Sexual Offences have reduced by 17.6%, one offence category in the group saw an increase in reporting. The number of rape offences recorded in the 12 months increased by 10 offences (9.9%). This is broadly in line with the national picture where a 12% increase was reported in the 12 months ending Dec 2016. Levels of reporting of Sexual Assaults reduced by 56 offences (37.6%).

Information Gap : more work is needed to understand the significant reduction in recorded offences of sexual assault in the last performance year

The table below gives some further breakdown of rape reported to the police over the last three performance years. Whilst there has been a continued increase in non-recent offences, with an additional 13 offences in the last 12 months, levels of reporting in the Current category (those offences reported within 2 days of the committed date) have reduced by 33.3%.

Rape	2014-15	2015-16	% Change	2016-17	% Change
Current	28	39	39.3	26	-33.3
Recent	31	38	22.6	48	26.3
Non-Recent	13	24	84.6	37	54.2
Male	7	11	57.1	14	27.3
Female	65	90	38.5	97	7.8
Under 13	13	16	23.1	18	12.5
Under 16	6	12	100	11	-8.3
Over 16	53	73	37.7	82	12.3
Total	72	101	40.3	111	9.9

Sexual Abuse Referral Centre (SARC)

During the 12 month period there were 243 referrals into the Bedfordshire SARC, of which 142 resulted in an examination taking place. Due to a handover in service provider data for the 2015/16 year is currently unavailable.

Consideration: SARC referral data should be monitored alongside SSO reporting levels to better understand the routes that victims may take outside of the Criminal Justice Route.

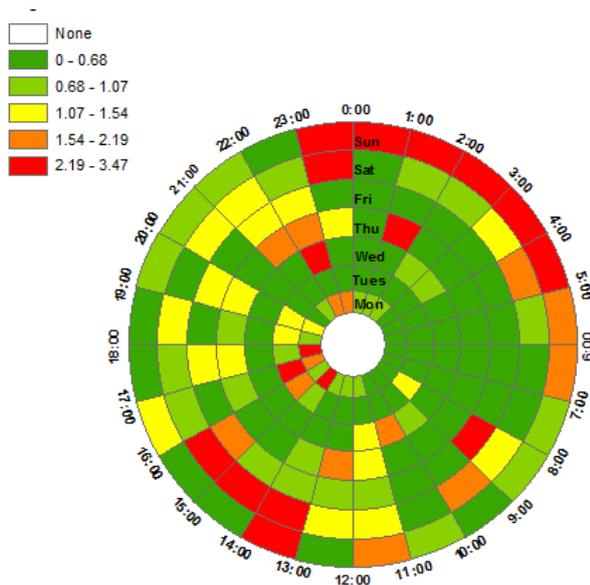
Temporal

There is no clear seasonal pattern in the levels of Sexual Offences.

Due to the high proportions number of historic offences reported, the details about times and days are likely to be less accurate than for other crime types.

By removing all non-recent offences (those reported more than 1 year after the committed date) from the dataset, a more realistic evaluation can be made

All Current and Recent SSO Offences



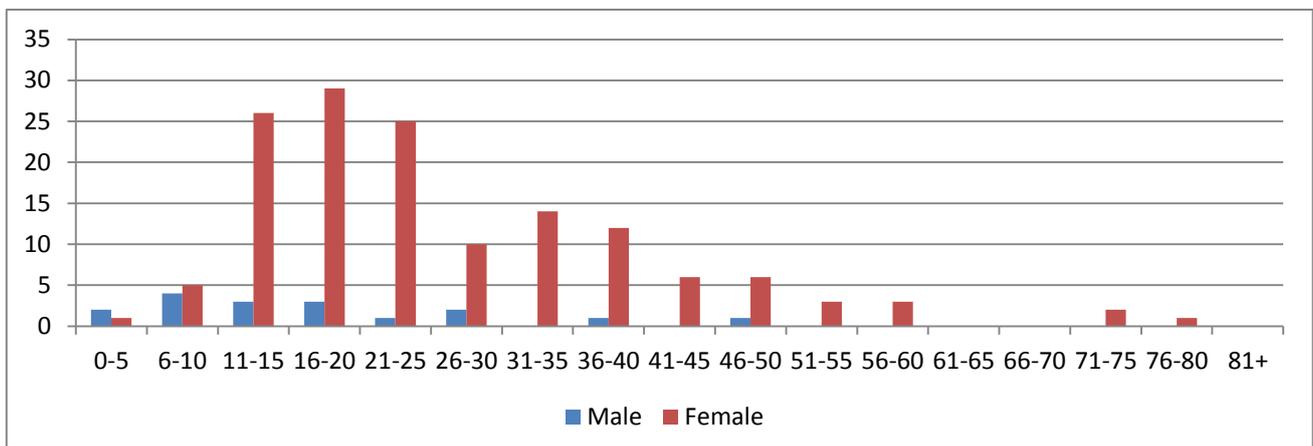
Generally serious sexual offences take place throughout the week.

Higher levels of offences take place at the weekend (Saturday night through to Sunday morning) 23:00 – 05:00. Offences are also high on a Saturday and Sunday afternoon 13:00 – 16:00.

Victims

85.2% of victims are female; this is a continued reduction from the previous three performance years. Proportions of male victims have been slowly increasing over the last three years, from 12% in 2013-14 to 14.8% in the most recent year.

To give a fair reflection of the victim's age, non-recent cases have been removed.



- The greatest proportions of victims (20.3%) are aged between 16-20 years, this is consistent with the last two performance years. The average age of a victim was 26yrs.
- When gender is taken into consideration male victims tend to be younger, with the greatest proportion being aged 6-10 yrs. More than half (56.3%) of male victims were under 18 at the time of the offence.

It seems that adult males are less likely to come forward and report sexual offences. This is supported by national evidence that suggests that only 3.9% of males feel confident enough to report an offence to the police²¹

- 35.4% of victims were aged under 18 years at the time of the offence, this is an increase from the previous year's figure of 27.4%
- The age group that has seen the largest increase in reporting are 11-15 years (+4)

Where stated, 82.3% of victims are white, 7.5% are Asian, and 7.5% are black. Whilst the proportion of both Asian and Black victims has increase in the last year there is still an over representation of White victims, and an under representation of Asian victims, compared to the Borough's Population.

- 77.7% of victims knew the offender prior to the offence taking place; this is an increase on the previous year's figure of 69.4%.
- 68.9% of victims of Serious Sexual Offences were assessed as Vulnerable, an increase from last year's figure of 63.4%
- 29.8% of recorded crimes had a marker suggesting that alcohol was an aggravating factor to the offence.
- 33.5% of victims were or had been in a relationship with or were related to the offender, this is an increase in the previous year's figure of 28.5%.

Safe Lives Insights IDVA national dataset for 2013-14 suggest that 88% of high risk victims of domestic abuse experience multiple forms of abuse, including physical and sexual abuse.

According to CAADA (2012) data, 19% of teenage victims of domestic abuse experience sexual abuse.

Offenders

Where known 96.1% of offenders were male, this compares to 97.5% in the previous year.

To give a fair reflection of the offender's age, non-recent cases have been removed.

- The greatest proportion of offender (12.6%) were aged 16-20 years, this is consistent with last year's data.
- The average age of an offender was 33.5 years.
- 15.6% of offenders were under 18 years at the time of the offence; this is an increase from the previous year's figure of 13.9%. More than half of these offenders (13) were under the legal age of consent themselves at the time of the offence.

²¹ [Silent Suffering](#) – Supporting the Male Survivors of Sexual Assault - 2015

In the period 18 offences recorded that the age of both the offender and victims were under 18 years at the time of the offence. This represents 7.8% of all offences in the year.

The ethnicity of offenders is as described by the victim and is not known in all cases.

Where known 65.5% of offenders are described as white, this is a slight increase from the previous year's figure of 65%. 15% were Asian and 14.2% were black. When compared to the Borough's ethnic profile there are an over representation of both black and Asian offenders.

- For 22.3% of offences the offender and victims were strangers at the time of the offence.

Location

- 55.5 % of all serious sexual offences took place in a dwelling (premise type), this is a reduction from the previous year's figure of 58.3%.
- 14.4% of all serious sexual offences took place outside in the open, i.e. a street, park or are of open space, this is consistent with the previous year's figure of 14.4%

Hotspot maps have been produced using only recent offences (those reported in the same year as the offence took place) to allow for an accurate assessment of current offending patterns.

Serious Sexual Offences are spread throughout the urban wards of the Borough.



There are two significantly large hotspots. The first centred on Castle ward (Town Centre and Midland Road area) extending to the north into Harpur and to the west into Queens Park. There are two smaller clusters over Kempston and Cauldwell. These are consistent with the last 2 years of assessments.



If those offences that were recorded in a dwelling are removed then a more concentrated hotspot remains centred over the Town Centre, Midland Road area of Castle Ward and the Tavistock Street area of Harpur ward.

A second smaller hotspot remains over the Bunyan Road area.

Hate Crime

In Bedfordshire we use the Home Office and Association of Chief Police Officers' definitions of hate crimes and hate incidents:

- **Hate Crime:** any incident which constitutes a criminal offence that is perceived by the victim, or any other person, as being motivated by prejudice or hate.
- **Hate Incident:** any incident that may or may not constitute a criminal offence that is perceived by the victim, or any other person, as being motivated by prejudice or hate.

Hate crime and incidents are motivated by hate of a personal characteristic or perception:

- Disability – this also includes people with learning disabilities and/or mental and emotional distress
- Gender identity
- Race/ethnicity
- Religion or belief - this also includes places of worship
- Sexual orientation

Hate crime and incidents can take many forms including:

- **Physical attacks** – such as a physical assault, on the victim or his/her family or carer, damage to property or pets, offensive graffiti and arson
- **Threat of attack** – including offensive letter, abusive or obscene telephone calls, groups hanging around to intimidate and unfounded malicious complaints
- **Verbal abuse or insults** – offensive leaflets and posters, abusive gestures, dumping of rubbish outside of homes or through letterboxes and bullying at school or the workplace.

National

In 2015/16 (year ending March 2016), there were 62,518 hate crimes recorded by the police²², an increase of 19% compared with the 52,528 hate crimes recorded in 2014/15.

Motivation Strand	2014-15	% Total	2015-16	% Total	% Change
Race	42930	82%	49419	79%	15.10%
Sexual Orientation	5597	11%	7194	12%	28.50%
Religion	3254	6%	4400	7%	32.20%
Disability	2508	5%	2508	5%	44.70%
Transgender	605	1%	858	1%	41.80%

It is possible for one hate crime offence to have more than one motivating factor which is why the above numbers sum to more than 52,528 and 100 per cent. There were increases in offences recorded for all five of the monitored hate crime strands between 2014/15 and 2015/16.

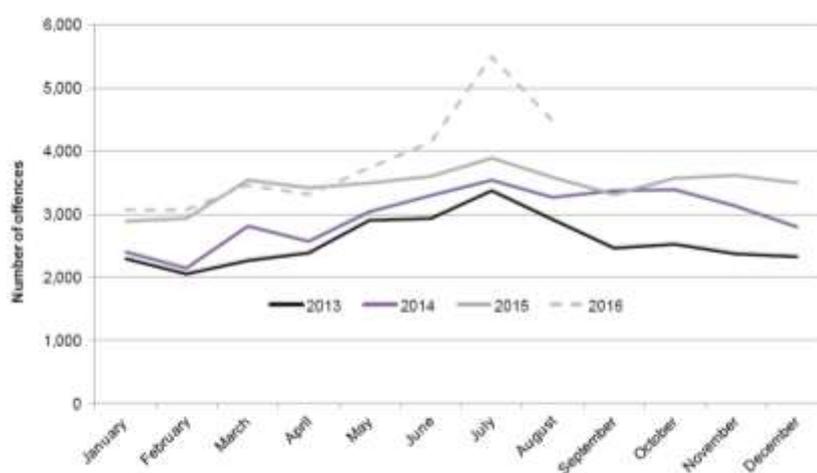
²² [Hate Crime, England and Wales, 2015/16](#)

EU Referendum

On Thursday 23 June 2016, the EU referendum took place and the people of the United Kingdom voted to leave the European Union. Following this result, information released by the National Police Chiefs' Council (NPCC), which covers Northern Ireland as well as England and Wales, showed that there had been an increase in the level of reported and recorded hate crime²³. Between the 16th and 30th June 2016 a 42% increase in the reporting of hate crime was recorded nationally.

Levels of reporting for racially or religiously aggravated offences recorded between January and May 2016 followed a similar pattern to previous years; July 2016 was 41% higher than July 2015. This sharp increase is replicated in non-racially or religiously aggravated equivalent offences.

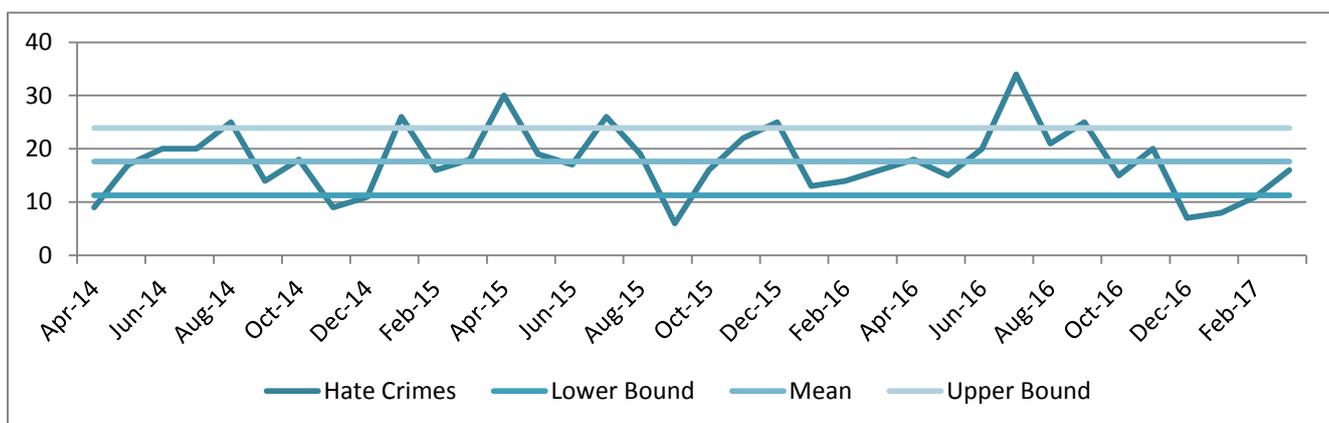
Number of racially or religiously aggravated offences in England and Wales, 2013 to 2016



Source: Police Recorded Crime, Home Office

Local

In the period Apr 2016 – Mar 2017, 210 Hate Crimes were recorded. This represents a 5.8% reduction on the previous year's figure of 223. Whilst the reduction is not statistically significant it is of interest in a year that saw a 5.1% increase in Bedfordshire as a whole and includes a noticeable increase in reporting in July 2016 which mirrors the national picture around the EU referendum.



²³ [NPCC Hate Crime understanding diversity – July 2016](#)

Only 8 offences reported in the 12 month period related to a non-recent event (took place in the year prior to the report being made). The number of these offences has reduced over the three years suggesting that victims are choosing to come forward sooner.

Within the overall Hate crime data, reports can be subdivided by the motivation factor or factors involved in the event.

The proportions of recording within the motivation strands recorded over the 12 months very much mirror the national picture with the exception of two strands.

Disability hate crime, which saw a 77.8% increase on the last year and now represents 7.6% of all hate crime in the Borough; above the national figure of 5%. Raising awareness of Disability Hate Crime has been a key objective for the CSP over the last 12 months and therefore this increase should be seen as positive.

Aggravating Factor	14-15	%Total	15-16	Change	%Total	16-17	% Total	National
Racial	169	83.25	186	17	83.41	165	78.6%	79%
Religion	11	5.42	7	-4	3.14	10	4.8%	12%
Sexual Orientation	18	8.87	20	2	8.97	20	9.5%	7%
Disability	7	3.45	9	2	4.04	16	7.6%	5%
Gender	2	0.99	1	-1	0.45	1	0.5%	
Transgender	4	1.97	9	5	4.04	2	1.0%	1%
Other	0	0.00	1	1	0.45	0		
Total Crimes	203		223			210		

Religious hate crime appears to be under represented with just 10 offences recorded in the 12 months, this represents just 4.8% of all Hate Crime in the Borough which is considerably lower than the national figure of 12%.

Recommendation: More work needs to be focused around raising awareness of the difference between race and religious hate crime

Third Party Reporting Centres

Bedfordshire Police have been working with local organisations and charities to build a network of third party reporting centres for victims of hate crime.

Countywide 12 centres are now operational with training provided to front line staff. The aim is to offer victims an alternative to traditional reporting option with confidential support being provided by organisations that are familiar to them. Two centres are based in Bedford, at Citizens Advice and Mind BLMK.

Information Gap: information on the current use of third party reporting centres in Bedford as a proportion of reported crimes and incidents

Recommendation: Consider CSP initiative to increase awareness and use of third party reporting centres within the Borough

Temporal

There appears to be no seasonal pattern to hate crime offences. Levels of reporting are spread equally through the week and weekend with no noticeable peaks.

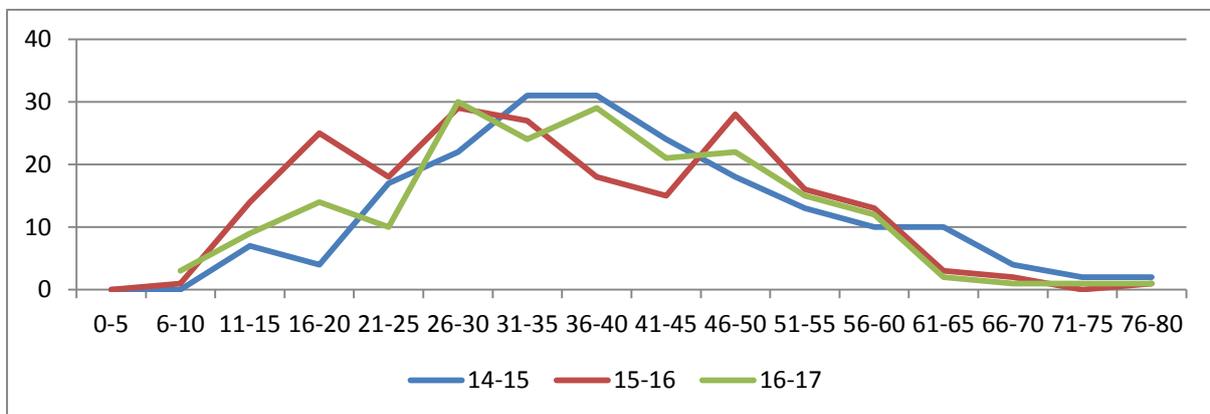
Hate crime in Bedford has no predictable pattern and appears to be most commonly between strangers in town centres or busy places. The numbers of repeat victims are low, with just 15 cases in the 12 months.

The greatest proportion of recorded offences (34.8%) were for ‘fear harm or distress’ suggesting that most of the hate crime that is experienced in the Borough relates to verbal disputes. 22.8% of offences reported in the 12 months were for violence against the person, this is a slight increase from the previous year of 19.3%.

Victims

Where stated, 54.7% (111) of victims of hate crime in the period were male. This is an increase on the previous year’s figure of 50.5%. Reporting from male victims has remained consistent with the previous year, but the number of female victims has reduced by 15.6%.

- The greatest proportions of victims are aged between 26-30 years.
- 7.2% of victims were aged under 18 years at the time of the offence, this is a reduction from the previous year’s figure of 12.4%
- The age group that has seen the largest increase in reporting are 36-40 years, (+11 offences).



48.3% of victims were white; an increase from the previous year’s figure of 45.6%.

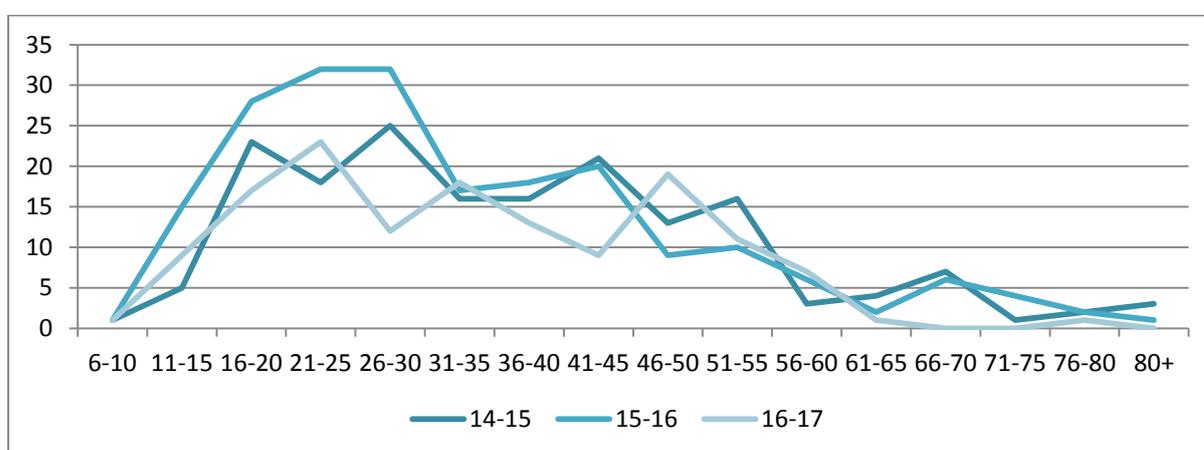
Ethnicity	14-15	%Total	15-16	%Total	16-17	% Total	Change
White British	49	24.14	48	21.52	44	21.9%	-4
White Other	39	19.21	55	24.66	53	26.4%	-2
Asian	71	34.98	58	26.01	62	30.8%	4
Black	43	21.18	58	26.01	40	19.9%	-18
Chinese	0	0.00	2	0.90	1	0.5%	-1
Arab	1	0.49	2	0.90	1	0.5%	-1

Offenders

For nearly one third (32.9%) of hate crime recorded in the period, no suspect details were provided. This means that the offender details may be less reliable than in previous years. Whilst it is not possible to give an evaluation of those missing suspects it support the premise that hate crime in Bedford Borough is often committed by strangers.

Where stated 73.9% of Offenders of hate crime in the period were described as male, this is a slight reduction on the previous year's figure of 75.4%.

- Where known the greatest proportion (16.3%) of offenders were aged 21-25, the average age of an offender was 34.2 yrs.
- 14.2% of offenders were described as being under 18 years at the time of the offence; this is consistent with the previous year's figure.



A breakdown of ethnicity of offender, where known, shows that 78.5% of offenders were white; this is a continued increase from the previous year's figure of 76.9%. The proportion of Asian offenders reduced to 10.4%. The number of black offender increased slightly to 11.1%, this is still an over representation compared the Borough's profile.

Ethnicity	14-15	%Total	15-16	%Total	16-17	% Total
White	123	69.9%	156	76.9%	113	78.5%
Asian	21	11.9%	25	12.3%	15	10.4%
Black	30	17.1%	22	10.8%	16	11.1%
Chinese						
Arab	2	1.1%				
Unknown	35		37		22	
Total	211	100	240	100	166	

Location

83.9% of hate crime took place in the urban wards of the Borough.

Ward Name - Top 5	Count	% Total
Castle	46	22.4
Cauldwell	27	13.2
Harpur	15	7.3
Kingsbrook	14	6.8
Kempston Central and East	13	6.3
Other Wards	89	43.9
Total	205	100

The top five wards for levels of reporting are all urban, collectively they account for 56% of all Hate Crime in the Borough.

Highest levels are in Castle Ward 22.4%, which includes Bedford town centre.

- 44.3% of all hate crime took place public streets or open spaces.
- 12.4% took place in a shop, café or office.
- 5.7% took place at a medical centre, care home or school.
- 3.8% took place in car parks.
- 2.4% took place in a licensed premise.
- 23.3% of all reported Hate Crime took place in a residential dwelling.

With less than a quarter of offences being recorded in a dwelling, the geographic distribution is much more about where people meet or are likely to interact than where the victim or offender live.

There appears to be no direct correlation between the locations where hate crime takes place and those areas where minority communities live. This suggests that that hate crime in the Borough is less likely to be targeted against an individual but more about a situation that escalates as a result of a chance encounter.

Cyber Crime

For the purposes of this report and its intention to be used in the Policing sector, the Home Office (2013) definition will be used.

Cyber-enabled crimes are traditional crimes that are increased in their scale or reach by the use of computers, computer networks or other ICT. Unlike cyber-dependent crimes, they can still be committed without the use of ICT. Such as:

- Fraud (including mass-marketing frauds, 'phishing' e-mails and other scams, online banking and e-commerce frauds);
- Theft (including theft of personal information and identification-related data);
- Harassment;
- Sexual offending against children (including grooming, and the possession, creation and/or distribution of sexual imagery).

Cyber-dependent crimes are offences that can only be committed by using a computer, computer networks, or other form of ICT. These acts include the spread of viruses and other malicious software, hacking, and distributed denial of service (DDoS) attacks, i.e. the flooding of internet servers to take down network infrastructure or websites. Cyber-dependent crimes are primarily acts directed against computers or network resources, although there may be secondary outcomes from the attacks, such as fraud. Cyber-dependent crimes are sometimes referred to as 'pure' cyber-crime. In the UK, cyber-dependent crimes are those laid out in the Computer Misuse Act 1990.

Motivations for cyber-crime

Cyber-crime can be highly lucrative, with lower risk, higher rewards and a lesser chance of detection than traditional crime types.

The motives behind cyber-crime do not differ too much from traditional crime, that being:

- Crimes committed for monetary purposes (e.g. hacking a company database to steal information that can be sold to third parties)
- Crimes committed due to emotional reasons (e.g. cyber-stalking)
- Crimes driven by sexual impulses (e.g. paedophiles)
- Politically motivated crimes (e.g. cyber-terrorists)
- Crimes that are less dangerous in nature such as sharing copyrighted movies, software by individuals.

National

The response is through a tiered approach incorporating individual forces, regional units and the National Crime Agency (NCA) with its National Cyber-Crime Unit and CEOP, which deals with on-line exploitation of children.

The NCA and Action Fraud produce assessments of national trends which continue to indicate widespread impact on individuals through largely cyber-enabled offending like harassment and on individuals and companies through denial of service and compromising personal information.

New questions relating to fraud and computer misuse were added to the CSEW in October 2015.

- Respondents aged 16 and over experienced an estimated 3.8 million incidents of fraud, with just over half of these (51%, 1.9 million incidents) being cyber related.
- In addition were a further 2 million computer misuse incidents, 68% of these were virus related and 32% unauthorised access to personal information.

Emerging Threat in Online Dating

A recent study by the NCA has identified a significant increase in serious sexual assaults carried out by a stranger that have been initiated through online dating.

The 2016 report found that there had been a six-fold increase in these offences from 2009 – 2014, from 33 offences in 2009 to 184 in 2014.

- 85% of victims were female
- 42% of victims were aged 20-29
- In 43% of cases the first meeting took place within one week of the initial online contact
- More than half of victims had engaged in communications of a sexual nature with the offender prior to the offence taking place

The report identifies that the very nature of these offences may lead to barriers in reporting. The victim may feel their willingness to engage in sexual conversations with the offender online, or agreeing to meet at their residence on the first date, somehow makes the sexual assault that follows their fault.

Online Grooming

Online grooming relates to the use of digital technologies to build an emotional connection to a person to gain their trust for the purposes of abuse or exploitation.

Many victims do not recognise that they are being groomed or that what has happened to them is abuse. Groomers may use social media sites, instant messaging app or online gaming platforms to connect with young people. They spend time learning about the person's interests from their online profiles to build a relationship. Groomers will look for information that suggests that the person has low self-esteem or is vulnerable.

This area of Cyber Enable crimes has strong overlaps in two key areas of risk;

- Child Sexual Exploitation
- Radicalisation

Elderly Victims

National evidence suggests that the elderly may be particularly vulnerable to Cyber-Crime, particularly where the motivation is for financial gain.

Age UK's report – Only the tip of the iceberg²⁴, suggest that 'Older people may be especially at risk due to social isolation, cognitive impairment or bereavement'. The same report raises concerns about the recent changes to private pensions allowing the over 55s to access all their pension savings as cash. This may encourage scammers to target the age group even more.

The survey undertaken by Age UK found that 53% of older people (65+) believe that they have been targeted by fraudsters. Of those that gave further details; 70% had lost money.

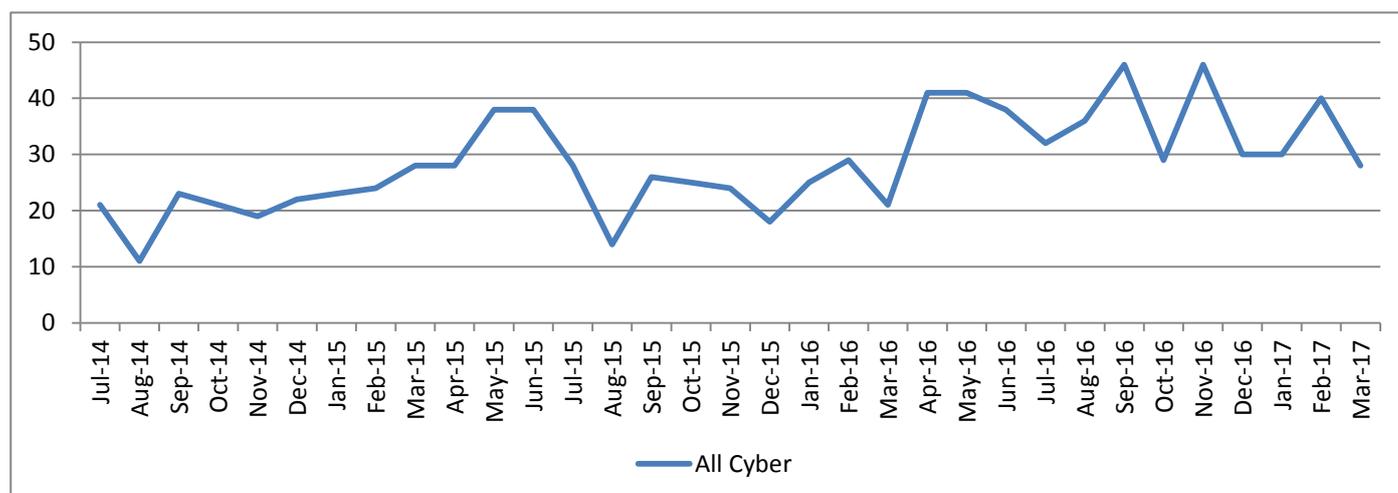
OFT research included in the report suggested that the financial loss to elderly victims (55+) was likely to be twice as much per scam as for younger age groups. For older people living on a fixed income, with no ability to build new savings, this loss would have a significant impact.

Local

A problem profile into cyber-crime undertaken by Bedfordshire police in 2014 made the judgment that cyber enabled crimes in Bedfordshire are committed due to:

- Emotional reasons
- Sexual motivation
- For financial gain

Bedfordshire Police apply a number of markers to both recorded crimes and incidents relating to Cyber-Crime. These were introduced in June 2014. In the period Apr 16 – Mar 17, 437 Cyber-Crime markers were added to Police Crimes and Incidents, an increase of 39.2% on the previous year's figure of 314. (the increase was 250% for victims aged under 18 years)



²⁴ Age UK – [Only the tip of the iceberg: Fraud again older people](#) - April 2015

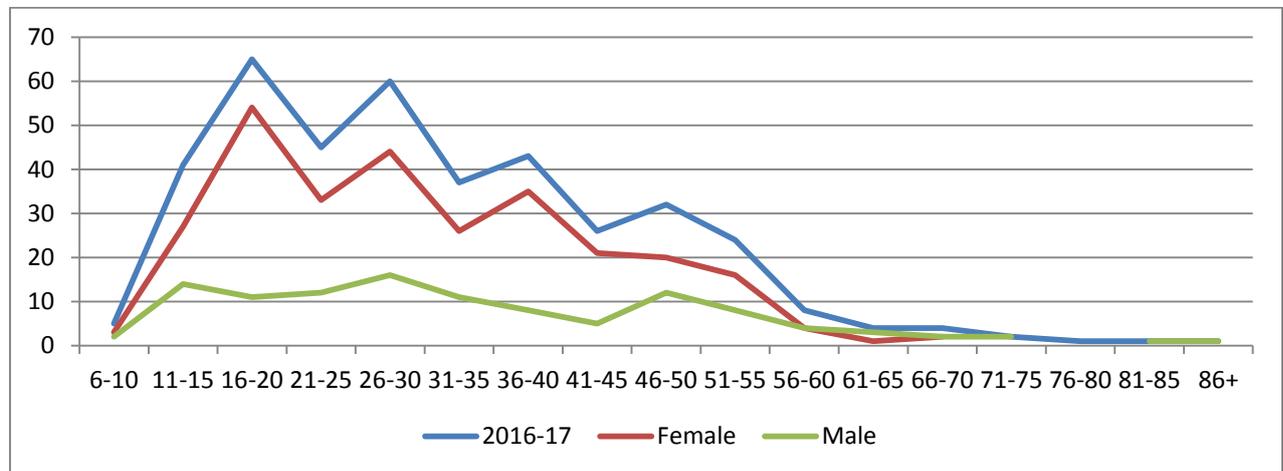
Offence Category	2015-16	% Total	U18	2016-17	% Total	U 18
Malicious Communications	131	41.72	11	179	41.0	40
Stalking/Harassment	107	34.08	4	103	23.6	6
Domestic Dispute	21	6.69		48	11.0	2
Non Counting Fraud	9	2.87		42	9.6	
VAP	4	1.27	2	15	3.4	8
Sexual Offences	7	2.23	3	13	3.0	11
Public Order	3	0.96		11	2.5	1
Blackmail	13	4.14		9	2.1	1
Other	19	6.05		17	3.9	1
Total	314	100	20	437	100	70

The top three offence categories recorded in the period were; Malicious Communications, Stalking and Harassment and Domestic Disputes, these are consistent with the previous year's assessment.

70 recorded offences (16%) related to victims that had an age of under 18 years. In this group the top three categories were; Malicious Communications, Sexual Offences and Violence against the Person.

Victims

Where known 71.4% of victims were female; this figure was similar (72.9%) in the group of victims aged under 18 years.



Where known the greatest proportion of females victims are aged between 16 – 20 years, the average age is 30.5yrs. The age of male victims is older with the greatest proportion being 26-20 years with an average age of 34.8

- Where known 82.5% of victims were White, 14.2% were Asian and 3.3% were Black, there appears to be an underrepresentation of Black victims when compared to the Borough's Ethnic profile
- Victims aged under 18 years had higher proportions of white victims (85.7%) and Black victims (6.3%) but less Asian victims (7.9%)

Exploitation of Young People

Over the last 3 years much of the Partnership's work around the exploitation of young people has focused on the issues around Child Sexual Exploitation. Whilst this work will and should continue it is necessary to look wider than this and consider other ways that young people may be being drawn into areas of criminality either as a victim, as offenders or as is often the case both.

Exploitation is often a hidden activity that will require proactive action from a range of partners to identify.

Safeguarding of vulnerable young people will be the primary objective but other partners that can offer support in terms of disruption and prevention should not be ignored.

Changes in the use of technology such as cloud storage have transformed the nature of exploitation and enabled global contact between offenders and victims²⁵ Social Media is used in a variety of ways by offenders to entice victims and is often a precursor to committing a contact offence. The rise in use of social media, particularly those used by young people, has increased the opportunities for offenders to cultivate meetings.

One third of internet users are under the age of 18²⁶, with 12-15 year olds now spending over 20 hours a week online.

Recommendation: the CSP should look to develop a communications plan that focuses on the risks of online exploitation across all areas of criminality

Child Sexual Exploitation

Child sexual exploitation (CSE) is a hugely distressing form of sexual, emotional and physical abuse of children and young people. In February 2017 the government update the statutory definition following a consultation which concluded that the previous version was 'unclear and out of date'.

"Child sexual exploitation is a form of child sexual abuse. It occurs where an individual or group takes advantage of an imbalance of power to coerce, manipulate or deceive a child or young person under the age of 18 into sexual activity (a) in exchange for something the victim needs or wants, and/or (b) for the financial advantage or increased status of the perpetrator or facilitator.

"The victim may have been sexually exploited even if the sexual activity appears consensual. Child sexual exploitation does not always involve physical contact; it can also occur through the use of technology."

Children or young people may be tricked into believing they are in a loving, consensual relationship. They might be invited to parties and given drugs and alcohol. They may also be groomed online. Some children and young people are trafficked into or within the UK for the purpose of sexual exploitation. Sexual exploitation can also happen to young people in gangs.

²⁵ [NCA – Strategic Assessment of serious and organised crime](#) - 2017

²⁶ [Growing Up Digital](#) 2017

National

There were 37,778 recorded sexual offences against under 16 year olds in 2015-16. A 23% increase on the previous year.

It is likely that improved recording of sexual offences by the police, a stronger awareness amongst key partners to identify issues and increased willingness of victims to come forward have all contributed to the rise.

Many of the children and young people involved in CSE still do not perceive themselves to be victims of a crime.

Research published by NSPCC suggests that child sexual abuse costs the UK economy more than £3.bn every year. The charity found the costs to the labour market through victims' lost productivity could be as much as £2.7bn, while healthcare may cost as much £182m, due to victims' emotional and health issues.²⁷

NSPCC Key Facts

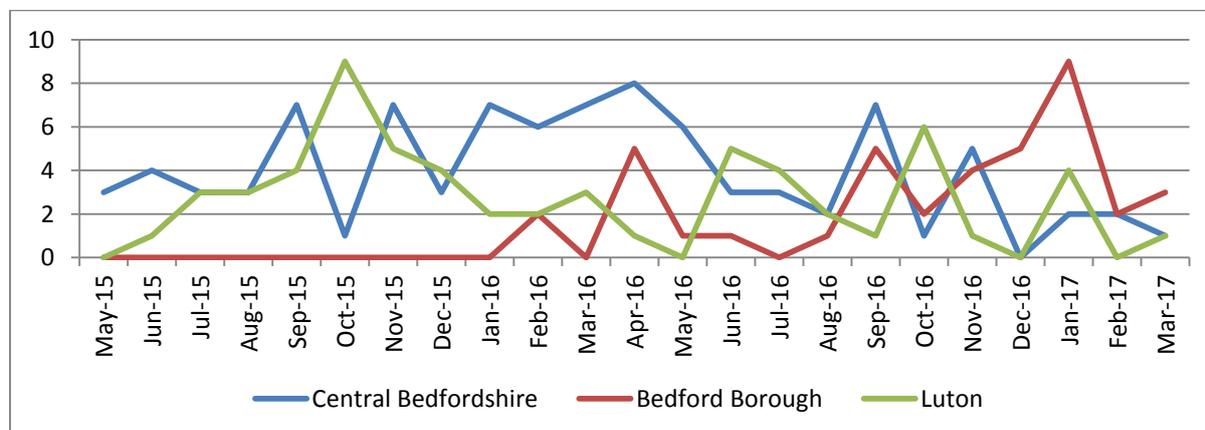
- 14% of contacts (over 8,000) to the NSPCC's helpline in the last year were concerns about sexual abuse
- Over 2,100 counselling sessions with young people in 2016-17, who talked with Childline online, were about CSE

Local Picture

It is important to remember that CSE is not a single definable offence. Many of the criminal offences that are linked to CSE fall within the category of Serious Sexual Offences (SSO).

In the period April 2016 to March 2017, 33.9% of victims of all Serious Sexual Offences recorded in the Borough were aged under 18 at the time of the offence, this is a continued increase from the previous year's figure of 29%.

- 38 intelligence submissions relating to CSE were made by partners in the Borough; this is a significant increase from the previous year where only 2 were recorded.



²⁷ [NSPCC Estimating the cost of Child Sexual Abuse in the UK](#)

The Bedfordshire CSE Co-ordinator suggest that levels of Intelligence submission in the Borough have increased considerably as a result of a series of workshops that have been held for professionals across the partnership.

Consideration: A sustainable programme of training should be developed that addresses the overall approach to exploitation of vulnerable persons to maintain high levels of awareness within a workforce with high turnover

Bedfordshire Police Strategic Assessment 2017

A number of key points were identified across Bedfordshire as part of the most recent assessment conducted by the police covering the two calendar years from 2014-16

- Mental Health issues were identified in 28% of victims, it is not clear if these issues were present before exploitation took place or are as a result of exploitation
- LAC are most at risk of becoming victims of CSE
- Persistent absenteeism from school is a key indicator of CSE, data from Autumn and Spring terms in 2014/15 suggested that Bedford had a rate of 3.7% compared to a regional average of 3.6%

Operation County Lines

Whilst there is no official definition²⁸, typical county lines activity involves gang (usually made up of young males) from a large urban area travelling to a smaller location (such as a county or coastal town) to sell class A drugs, specifically crack cocaine and heroin. The majority of these gangs function with a degree of affiliation and loyalty. They may challenge an existing group from the local area, which can often lead to incidents of violence.

Common Themes and Characteristics

Gangs will often consist of larger groups, only a small number of members will be present in each location at any given time. Gang members may be rotate between county locations to evade detections

- Gang members are generally in their late teens to mid-twenties.
- Gangs from London are predominately Black British or Afro Caribbean, intelligence I suggests that gangs in the Liverpool and Manchester area are White British or European males, gang members from Birmingham tended to be Asian.
- Gang members are often known to law enforcement in the areas from where they originate and often have reputations for violence and links to weapons including firearms.
- County line gang members are often associates to an urban street gang linked to their home Borough

²⁸ [NCA County Lines Gang Violence, Exploitation & Drug Supply](#) - 2016

Victims

Children (under 18) are recruited by gangs to courier drugs and money to the county location, the most common method of travel is by train.

- Male children are most commonly exploited. The ages range from 12-18 years, with 15-16 being the most common age range.
- Children from poor backgrounds engaging with offending behaviour, facing difficulties at home or in the care of social services are amongst those most vulnerable to gangs
- They will often be listed as missing or have poor school attendance

Key risks to children include violence and intimidation, falling into class A drug use and in some cases links to Child Sexual Exploitation.

Local

Whilst there is no publishable data for Bedford at the time of writing this report, there is strong intelligence and professional judgment that suggests that county lines are active in the Bedford area.

Groups of youths that have previously been known to local agencies for predominantly ASB issues are now being linked to more organised criminal activity and in some cases incidence of violence.

The picture around the exploitation of vulnerable adults for 'cuckooing' in Bedford is currently more developed (and is covered in the Exploitation of Adults chapter in this report) this further supports the likelihood that young people in Bedford had been and are at risk of exploitation by this method.

Information Gap: Work that is currently being undertaken to develop knowledge of Youth OCGs in the Borough needs to be shared with partners to allow a full understanding of the current and future threats

Recommendation: Better relationships between schools need to be developed to allow early identification of those that may be at risk of exploitation

ONS Crime Severity Score

Introduction

The Office for National Statistics (ONS) has been developing a weighted measure of crimes recorded by the police, the “Crime Severity Score”. Existing official statistics on police recorded crime data are presented as counts of the number of offences or as a rate of offences recorded per head of population, broken into broad offence categories. However, even within a broad category, the counts take no account of the different levels of severity of the crimes within a category, or the demands these will place on partnership agencies.

This new measure of crime aims to address this by taking into account both the volume and the severity of offences, by weighing offences differently. The term ‘Severity’ encompasses both the level of harm that an offences causes to society and the resources that are required. The Severity score is intended to complement existing data, supporting analytical products that can understand the demands on services across the CSP and at a local level.

Local

By applying the weighted measured for each recorded offence it is possible to access reported crime by both volume and severity.

HMIC Crime Description	Crime Count	Rank by Count	Severity Score	Rank by Severity
Arson	65	18	15934.66	13
Bicycle Theft	450	10	7200.76	19
Burglary - Non Dwelling	528	8	61836.25	7
Burglary Dwelling	504	9	224285.07	3
Criminal Damage	1325	4	8822.42	17
Homicide	1	20	7978.79	18
Miscellaneous Crimes Against Society	96	16	10963.45	15
Other Sexual Offences	148	12	76809.67	5
Other Theft	1184	6	49043.15	9
Possession of Drugs	348	11	1319.03	20
Possession of Weapons	79	17	10539.11	16
Public Order	657	7	20829.63	11
Rape	111	15	359723.38	2
Robbery	136	13	101417.94	4
Shoplifting	1350	2	17512.90	12
Theft from the Person	134	14	11475.22	14
Trafficking of Drugs	58	19	28813.06	10
Vehicle Offences	1350	3	57908.80	8
Violence with Injury	1230	5	361482.89	1
Violence without Injury	1697	1	63478.71	6

In the period Apr 2016 to March 2017, 11459 crimes were recorded in Bedford Borough. These can be broken down into a number of crime groups as defined by the HMIC. The appropriate severity score can be applied to each recorded offence within the group to give an overall value and can be ranked accordingly. This can then be compared to the traditional ranking by volume.

Red cells indicate those offence groups that have been ranked in the top 5 and amber cells indicate those groups in ranks 6-10. Only 1 crime group appears in the top 5 by both volume and severity 'Violence without Injury', ranked 1st under both measures. More interestingly are those offences that are ranked in the top 5 by severity and yet do not appear in the top 10 by volume; Rape, Robbery and Other Sexual Offences.

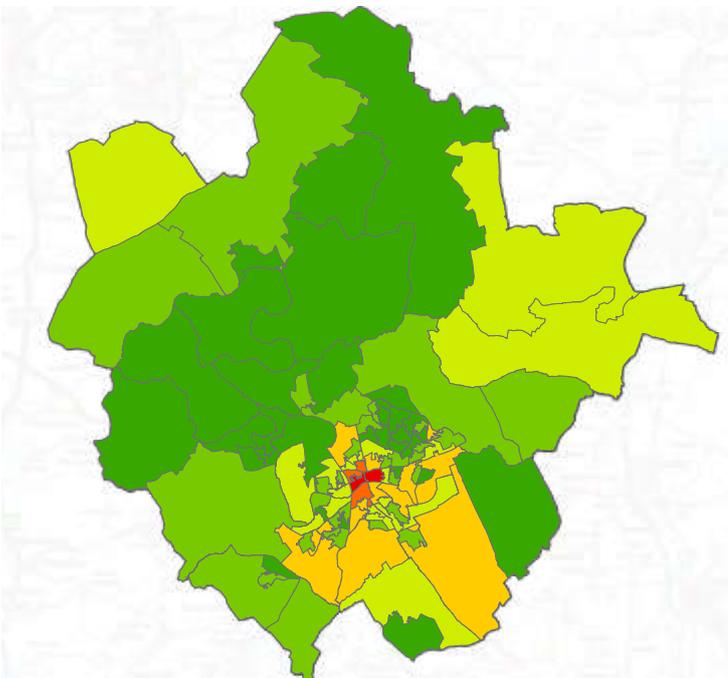
It is the identification of these 'High Harm' but 'Low Volume' offences that demonstrate the possible applications of the tool.

Consideration: Existing CSP targets that are based upon volume increase or reduction should be replaced with measures that are based around the change in severity over time.

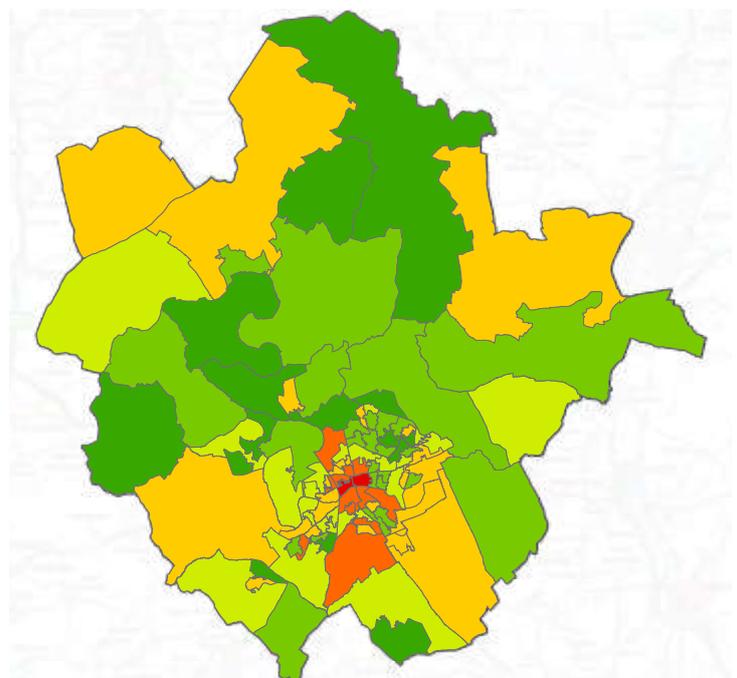
Location

The same tool can be used to assess crime severity by geographic location, whilst the top 2 LSOA are the same for volume and harm, E01017469 Bedford Town Centre and E01017466 Midland Road, there is a distinctly different pattern in the area of medium to high Severity.

Crime Volume by LSOA



Crime Severity by LSOA



Recommendation: Levels of Severity should be considered alongside volume to allow the identification of High Harm, Low Volume areas

Common Threads

A number of cross cutting themes have been identified that relate to one of more of the local community safety priorities.

These are:

- Drug and Alcohol Misuse
- Mental Health
- Re-Offending
- Children and Young People known to the Criminal Justice System

Drug Misuse

The problem of illicit drug use has been one of the key concerns for society during the past 30 years. Many communities across England have experienced the debilitating effects of people using the most destructive substances, heroin and crack cocaine. The more obvious ones include crime, drug litter, the spread of blood-borne viruses, and drug-related deaths, whilst the less visible consequences include the significant negative impacts on children and families of drug and alcohol users.

National evidence suggests that illicit drug use is falling.

- In 2015/16, 8.4% of the population in England and Wales aged 16-59 had taken an illicit drug in the last year²⁹. This represents a small reduction from last year of 8.6%, but a significant reduction from a decade ago (10.5% in the 2005/06 survey)
 - Cannabis was the most commonly used drug, with 6.5% of adults (16-59yrs) having used it in the last year.
- The prevalence of drug use amongst 11 to 15 year old in England declined between 2001 and 2010, since then the decline has slowed.

Whilst the proportions of the population using illicit drugs are reducing, admissions to hospital and deaths relating to drug misuse continue to increase.

- In 2015/16, there were 8,621 admissions with a primary diagnosis of drug related, mental health and behavioural disorders. This is a 6% increase from 2014/15 and 11% higher than in 2005/06.
 - 75% of admissions were for males
 - 33% of patients were aged between 25 and 34 years
- Deaths relating to drug misuse are at their highest level since records began in 1993. In 2015 there were 2,479 registered deaths related to drug misuse, an increase of 10% on 2014 and 48% higher than in 2005.
 - 74% of registered deaths were for males
 - 60% of registered deaths were for people aged between 30 and 49 years.

²⁹ [Statistic on drug misuse – England 2017](#) NHS Digital

Between 1993 and 2000 there was an increase in the proportion of adults (16-64) reporting signs of dependence in the past year. Since then, the overall level of signs of dependence has remained stable.

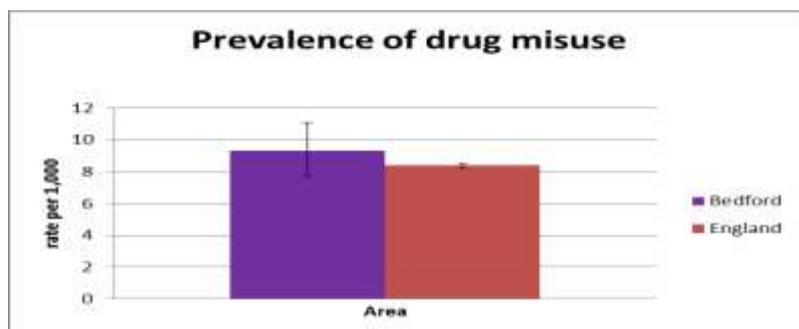
- Drug dependence decreases with age, 11.8% of men aged 16 to 24 showed signs of drug dependence
- 4.3% of men and 1.9% of women aged over 16 years have signs of dependence

Less than 1 in 100 (0.7%) of adults (16 to 59 year olds) had used an NPS in the last year. Around one in 40 (2.6%) of young adults (16 to 24 year olds) took an NPS in the last year. Both figures are similar to estimates for 2014/15.

Local

Bedford Borough’s rate of drug misuse is 9.3 per 1,000 of population, slightly above that of the rate for England. This difference is considered to be due to the geographical nature of Bedford Borough - Bedford Borough is a more densely populated urban area and it is well documented that urban areas attract a higher level of drug misuse activity than more rural areas.

Estimated drug misuse prevalence in Bedford Borough 2011/12



- It is estimated that 58.5% of people in Bedford that are dependent on opiates and/or crack cocaine are in treatment. This is higher than the national estimate of 50.8%³⁰

Treatment Group	Number of people in effective treatment - Bedford			Number of Successful Completions		
	2014/15	2015/16	2016/17	2014/15	2015/16	2016/17
Opiate	519	556	548		38	40
Non-Opiate	35	31	74		11	20
Alcohol & Non-Opiate	74	75	104		19	29

DOMES Report – 2016/17

³⁰ Diagnostics Outcomes Monitoring Executive Summary – Q4 2016/17

Over the last 12 months the overall number of those in effective treatment in Bedford has increased for both non-Opiate and Alcohol and Non-Opiate. The actual number of successful completions in all three treatment groups increase.

The relationship between problem drug use and crime is complex. Even so, all the evidence indicates that problem drug users are responsible for a large percentage of acquisitive crime, such as shoplifting and burglary. As a direct consequence of the crime they commit, these problem drug users are highly likely to end up in contact with the criminal justice system at some point.

- 52.2 % of adults identified with substance misuse within the Criminal Justice System successfully engaged with treatment, compared to a national rate of 29.8%

Alcohol Misuse

Alcohol plays an important part in the cultural life of this country, with large numbers employed in production, retail and hospitality industry. Pubs, bars and clubs contribute to community and family life and also generate revenue to the economy. However, alcohol is a regulated product; its misuse can contribute to crime and anti-social behaviour, preventable illness and early death.

- There were an estimated 1.1 million alcohol related admissions (broad measure) to hospitals in England in 2015/16³¹, this is a 4% increase on the previous year.
- In 2015 there were 6,813 deaths which were related to the consumption of alcohol. This is 1.4% of all deaths, similar to that of 2014 but is an increase of 10% on 2005.
- 65% of all alcohol related deaths were male
- 65% of all alcohol related deaths were for alcoholic liver disease.

Binge drinking (consuming more than double the recognised lower-risk daily limits over a short period of time) in the UK accounts for approximately half of all alcohol consumed. The problem of excess drinking has primarily developed for the following reasons:

- Cheap alcohol is readily available which has led to a change in behaviour, with increasing numbers of people drinking excessively at home. This includes people drinking before they go on a night out.
- There is still a lack of knowledge and understanding about what constitutes safe or harmful drinking and the impact that exceeding the safe drinking levels has on individuals' health.
- There has not been enough challenge to the individuals that drink and cause harm to others, or to businesses that tolerate excess drinking and, in some instances, encourage this behaviour (HM Government, 2012).

Nationally, alcohol related crime and disorder is estimated to cost £8 - £13 billion (NHS Confederation 2010). Nationally, there are 1 million incidents of violent crime, over 100,000 incidents of domestic abuse relating to alcohol and 600 deaths from drink driving.

³¹ [Statistic on Alcohol – England 2017](#) NHS Digital

Local

Harmful drinking represents the most hazardous use of alcohol by which damage to the drinker's health is likely.

One possible outcome of harmful drinking is alcohol dependence where the person has a strong desire to consume alcohol and finds it difficult to control their drinking.

- The number of people in Bedford Borough who are alcohol dependent is expected to rise over the next 5 years, from 5,905 people in 2015 to 6,120 in 2020.

	2015	2016	2017	2018	2020	2025
Males	4246	4289	4324	4350	4411	4507
Females	1660	1666	1683	1696	1709	1749
Total	5905	5956	6007	6046	6120	6256

Number of people aged 18-64 years predicted to have alcohol dependence in Bedford Borough

Source: table developed using PANSI, 2015

The data in the table above is based on a survey of the household population and is therefore likely to under-represent the number of dependent adults, as they are more likely to be homeless or in an institutional setting. In addition, problem drinkers who do live in private households may be less available, able or willing to participate in surveys (PANSI, 2015).

- In 2015/16 there were 2046.8 alcohol related hospital admissions per 100,000 in Bedford, an increase of 11.29% on 2014/15, but below that of both the regional and national average.

In the last 12 months the overall numbers individuals in Bedford either entering or completing treatment for alcohol increased.

Treatment Group	Number in Effective Treatment		Number of Successful Completions		% of successful Completions		
	2015/16	2016/17	2015/16	2016/17	2015/16	2016/17	National
Alcohol	145	284	59	137	40.70%	48.20%	39.50%

DOMES Report - 2016/17

Change Resistant Drinkers

Whilst the overall measure for those entering and completing treatment for alcohol issues in Bedford are positive there is increasing evidence of a small cohort of individuals who are not engaging effectively with these services.

Information taken from Op Highgate, the North Urban Community Policing team's response to ASB issues in the town centre, identified 23 nominals of interest, 16 of which were identified as Street Drinkers.

There is currently no dedicated outreach service within the Borough for substance misuse, whilst many third sector agencies and the new Rough Sleeper Partnership do promote and encourage their clients to access these service.

National evidence³² suggests that street drinkers are unlikely to self-refer and will need considerable levels of sustained support to encourage them to accept support.

Consideration: the partnership should look for opportunities to increase engagement with dependent drinkers to encourage access to treatment services

Mental Health

1 in 4 people in the UK will experience mental health problems each year (Mind UK). This figure covers a wide range of conditions, including more common diagnosis such as depression and anxiety and less common diagnoses such as bipolar disorder and schizophrenia. For some conditions this may a contained period of time and for other a long lasting impact.

In 2013-14 over 1.7 million adults accessed NHS services for severe or enduring mental health problems. In 2013-14, 947,640 people were referred into Improving Access to Psychological Therapies (IAPT) services for common mental health problems such as depression and anxiety disorders.

Despite an increase in people accessing treatment, around a third of all people with a mental health problem have sought no professional help at all³³.

- Women aged between 16 and 24 are almost three times more likely (at 26%) to experience a common mental health problem than males of the same age (9%).

Mental Health and Victims

People with severe mental illnesses are three times more likely to be victims of crime than the general population.³⁴ The study interviewed 361 people with severe mental illness and compared the results to a control group within a national crimes survey.

- 40% of patients included in the study had been a victim of crime in the preceding year compared with 14% of the control group.
- People with severe mental illness were five times more likely to experience assault and three times more likely to be a victim of household crimes and criminal damage.
- Women in the group were more at risk of domestic abuse and sexual violence.

Many people who experience mental health problems do not seek help. The fear of being stigmatised, or concerns about being locked up may be a barrier. The levels of crisis care often mean that when people ask for help it is not always available.

³² [Tackling Street Drinking – PCC guidance on best practice](#) Nov 16

³³ [Mental Health Foundation](#) 2016

³⁴ [Institute of Psychiatry, Psychology & Neuroscience \(IoPPN\) – Feb 2015](#)

Mental Health Care in Prisons

According to the Prisons Reform Trust³⁵ there is strong evidence of a greater prevalence of mental health issues in the UK prison population.

- 49% of female and 23% of male prisoners assessed by MOJ study were suffering from anxiety and depression, this compares to 19% for women and 12% for men in the general UK population
- 26% of women and 16% of men said that they had received treatment for a mental health need in the year before custody
- 25% of women and 15% of men in prison reported symptom indicative of psychosis, the rate amongst the general population is just 4%

Local

Bedfordshire Police estimate that approximately 20% of all police work is related to mental health. This is in line with national police estimates and for Bedfordshire this equates to over 3000 incidents a year. This is an incredibly broad categorisation and could include people that have been victimised, people who have committed crime, or people who have needed police support during a mental health crisis. This could also include a broad range of issues including dementia, Autism Spectrum Condition and learning disabilities.

Mental health has been identified as a significant factor in almost every chapter within this year's assessment;

- The use of Mental Health markers in Police recorded ASB incidents continue to increase by a further 8.8% in the last performance year.
- Half of those victims that have been identified as at risk from 'cuckooing' are known to have mental health issues.
- An initial evaluation of cases being managed through the SHMAG group suggest strong links between poor mental health and those regularly rough sleeping, street drinking and begging in Bedford.

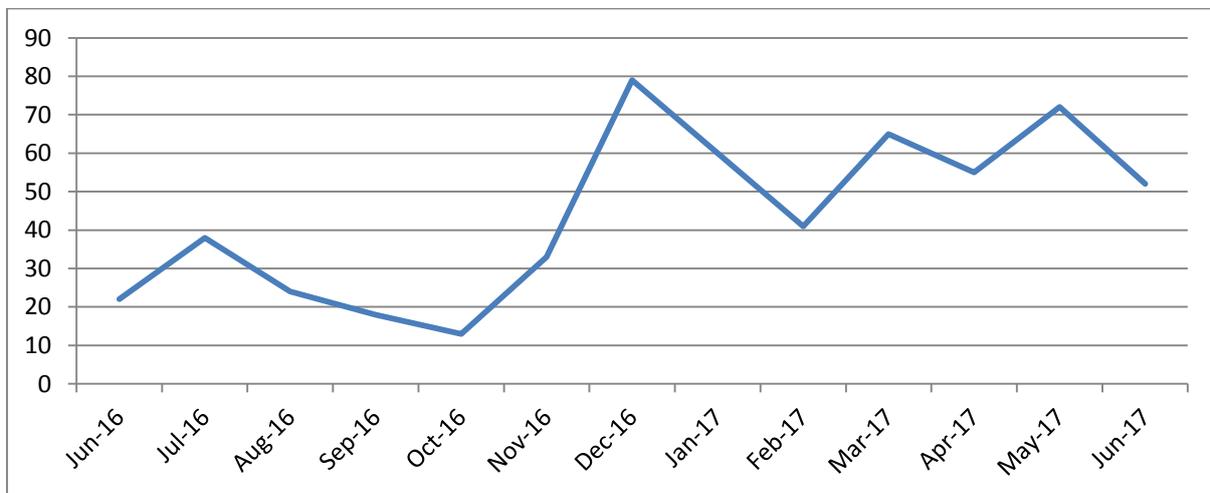
Mental Health Street Triage

The Mental Health Street Triage (MHST) project is a new initiative that sees police and mental health services work together to ensure people get appropriate care when called to a person in distress.

The overarching aim is to provide a better mental health service. This is achieved by offering a more effective, joined up support for those in mental health crisis. Mental health professionals provide on the spot advice to police officers who are dealing with people with possible mental health problems. This advice can include an opinion on a person's condition, or appropriate information sharing about a person's health history. The aim is, where possible, to help police officers make appropriate decisions, based on a clear understanding of the background to these situations. This should lead to people receiving appropriate care more quickly, leading to better outcomes and a reduction in the use of section 136.

³⁵ [Mental Health Care in Prisons](#) - 2017

The service in Bedfordshire has been running since the 28th May 2016, in the period to the end of June 2017, 574 incidents were attended where the location or the home address were within Bedford Borough.



- 58% of all those supported by the service were Male
- People aged over 65 were more likely to be female (56.5%)
- Were known the greatest proportion of individuals were aged 26-35 (24.4%)
- 6.5% (36) were aged under 18 years, with a similar amount of males (19) and females (17)
- Where known the greatest proportion were described as white (81.9%) with 29.1% being British and 47.9% being European.
- 8.5% of those supported by the service were described as Black and 8% as Asian

Outcomes

For 18.8% of those supported by the service no further action was required, a further 4.2% remained at home with friends or family as a result of the visit. Only 30 individuals (5.1%) declined any support from services.

- 16.9% were referred to the Community Mental Health Trust CMHT
- 13.6% were referred to their GP
- Less than a fifth (18.8%) needed to be taken to A+E
- A Section 136 detention was only necessary on 20 occasions (3.3% of incidents)

Drug and Alcohol Issues

High number of those individual being supported by the service are assessed as being under the influence of alcohol or drugs at the time of the incident, 23.7% of the 574 incidents within the Borough. 11 referrals were made to drug and alcohol services by the MHST team.

- The greatest proportion, 62.4% were for alcohol, 23.3% for drugs and 14.3% for both.
- A greater proportion were male, 64.7%, less were under 18 years, 3%
- A greater proportion (6.6%) declined further services, but less (2.2%) resulted in S136

Re-Offending

The Home Office estimates that 0.5% of offenders commit 10% of offences; in addition 10% of offenders commit 50% of offences³⁶.

The cost of imprisoning an offender for a year is estimated at £41,000 with each re-offender estimated to cost £200,000. To ensure a reduction in crime, prevent offenders reoffending, and see efficiency savings, the CSP needs to work fully with the Integrated Offender Management (IOM) programme. By offering individuals the opportunity to stop offending the CSP is in a position to improve the quality of living for both the offenders and the community at large. Furthermore, the continued implementation of the IOM scheme in the past twelve months has contributed to improvements in the offending patterns of some of the most serious offenders in Bedford Borough. However, other less serious repeat offenders who fall outside the selection criteria for IOM continue to present demands on CSP resources, in particular those individuals who repeatedly commit ASB.

Integrated Offender Management (IOM)

The Integrated Offender Management (IOM) approach aims to provide a framework for partners to manage and support those offenders at highest risk of reoffending. IOM aims to reduce re-offending and increase social inclusion of service users and their families, by working with identified service users to challenge behaviour and address the underlying issues that lead to reoffending. This will be achieved by assessing individual need and supporting access and engagement with services across the pathway to prevent reoffending.

NATIONAL KEY PRINCIPLES OF INTEGRATED OFFENDER MANAGEMENT

- | | |
|--|---|
| ➤ All partners manage offenders together | ➤ To deliver a local response to local problems |
| ➤ All offenders potentially in scope | ➤ Facing up to their responsibility or facing the consequences. |
| ➤ Best use made of existing programmes and governance arrangements | ➤ To achieve long term desistance from crime |

The Integrated Offender Management Team continued to manage 223 offenders throughout Bedfordshire in 2016/17 (an increase of 9.3%), new referrals are considered monthly.

As of year-end Mar 2017:

- 80 (36%) cases reside in Bedford Borough, and increase of 12 on the previous year.
 - 36 within the Burglary Dwelling Cohort, and 34 within the Domestic Abuse cohort.
- 45% of referrals in the year came from the police.

³⁶ Home Office PPO Mini website

- The number of offences committed within the overall Bedfordshire cohort reduced by 51% in the year, from 806 in 2015/16 to just 394 in 2016/17.
- The number of re-offenders recorded in the year was 94 (42% of the overall cohort), compared to the previous year's figure of 154 this represents a 39% reduction.

132 individuals are managed within the Burglary Dwelling cohort across Bedfordshire. The number of offences committed within this reduced by 54% and the number of reoffenders by 50% when compared to the previous year.

88 individuals are managed within the Domestic Abuse cohort across Bedfordshire. The number of offences committed within this reduced by 48% and the number of reoffenders by 37% when compared to the previous year.

Cohort Development

IOM continues to respond the changing priorities within the partnership.

Work is underway to review the current cohorts and look to develop new areas of work to support those priority crimes that fall within the area of 'Crimes Associated with Vulnerable Groups'.

Recommendation: the partnership should recognise the significant reductions in reoffending within the existing cohorts and support the further development of IOM in new priority areas

Children and Young People Known to the Criminal Justice System

The Criminal Justice system with regard to children and young people under the age of 18 is different to the adult system and is structured to address the needs of children and young people. 10 is the age of criminal responsibility. Those aged between 10 and under 18 at risk of offending or reoffending are dealt with by a range of criminal justice agencies and other partners. The 1989 Crime and Disorder Act made provision for a multi-agency Youth Offending Service in each area whose responsibility under statute is to prevent the offending and reoffending of children and young people. The YOS is responsible for delivering youth justice services in its area.

The Youth Justice Board (YJB) oversees the work of each individual YOS from a central Government perspective. Locally each YOS is governed by a YOS Management Board made up of senior representatives from the statutory partners (Police; Local Authority; Health and Probation); other relevant agencies are co-opted on to the Board.

The three National Indicators for each YOS relate to:

- The number of First Time Entrants in each area
- The Number of Custodial sentences
- Re-offending

Each YOS also has a range of performance indicators agreed with strategic partners and the Management Board.

National

From a National perspective the overall number of young people known to the Criminal Justice system has continued to reduce in the year ending March 2016. Reductions have been seen in the number entering the system for the first time (First Time Entrants, FTEs), as well as reductions in those receiving disposals, including those receiving custodial sentences.

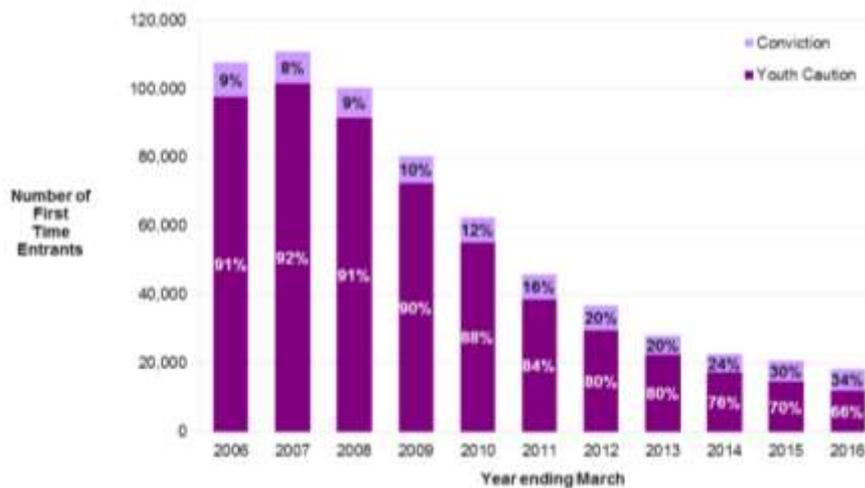
Compared to the year ending March 2006, there are now 83% fewer young people who were FTEs, 81% fewer young people who received a youth caution or court conviction and 66% fewer young people (under 18) in the average custodial population³⁷.

The number of proven offences has been decreasing; it has fallen by 9% from the year ending March 2015 and by 74% since the year ending March 2006. Over the ten year period the number of proven offences has fallen for all offence types, but not at an equal rate.

- The most common offence types committed by young people were: violence against the person VAP (26%); theft and handling offences (14%); and criminal damage (12%)
- The proportion of VAP offences has increased by 8% between March 2006 and March 2016
- The proportion of drug offences has increased by 4% between March 2006 and March 2016
- The proportion of motoring offences reduced by 8% in the same period

³⁷ [Youth Justice Statistics](#) 2015/16 England and Wales

National Trends in first time entrants, years ending Mar 2006 – Mar 2016



The number of young people that are sentenced has continued to fall, by 10% to 27,900 in the year ending March 2016 and by 71% since the year ending March 2006. Of that overall group 6% (1,700) young people were sentenced to immediate custody.

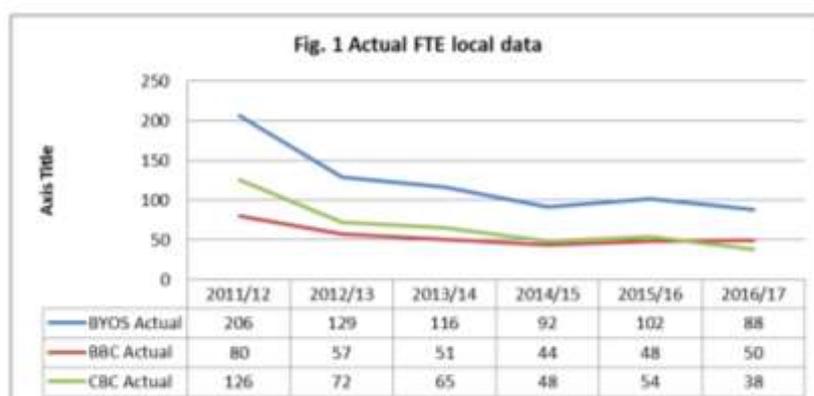
Whilst the overall number of young people in custody continues to fall the average custodial sentence length for young people sentenced for indictable (most serious) offences has increase from 11.4 months in 2006 to 14.8 months in 2015 and 16.1 months in the year ending March 2016.

The average number of young people detained for some offence groups has also increase in the last year; notably for drugs offences, sexual and violent offences

- The proportion of young people in custody for VAP, robbery and sexual offences have increased from 52% in the year ending March 2011 to 68% in the year ending March 2016

Local

Over the long term the local picture very much reflects that of the national, with the overall numbers of young people known to the criminal justice system reducing over the period.



Over the six year period ending March 2017, there are now 37.5% fewer young people who were FTEs.

Actual numbers are small, with just 50 FTEs recorded in the most recent year, a slight increase from the last year but significant when compared the to 29.6% reduction recorded in Central Bedfordshire.

Most recent data provided by the Youth Justice Board (YJB) shows that as a County the Bedfordshire Youth Offending Service (BYOS) continues to outperform at both a regional and national level.

For the year September 2016 the BYOS rate per 100,000 was 221, compared to 269 for the South East and 334 at a National level, irrespective of the poor outturn recorded in 2015/16.

		Bedfordshire Trend Data						Latest Data Set			
National Indicators	Performance Requirement	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	BYOS	Family	South East	National
								Latest Data set: Oct 15 – Sep 16			
First Time Entrants (PNC Data) (Actual)	Reduction	234	137	122	104	112	U/A	90	1665	3676	16330
Rate Per 100,000		563	355	298	255	274	U/A	221	280	269	334

Whilst the overall numbers of young people in the Criminal Justice system continue to reduce, the proportions that reoffend are increasing.

		Bedfordshire Trend Data					Latest Data Set			
National Indicators	Performance Requirement	2011/12	2012/13	2013/14	2014/15	2015/16	BYOS	Family	South East	National
							Latest Data set: Apr 14 – Mar 15			
Re-Offending (PNC Data) Binary	Reduction	29.90%	35.70%	38.80%	39.2%	U/A	39.2%	33.3%	35.0%	37.7%

Nationally around 42,000 juvenile offenders were cautioned, convicted or released from custody between April 2013 and March 2014, around 16,000 of them committed a re-offence. This represents a reoffending rate of 38%, an increase of 1.9% from the previous year.

- BYOS had a reoffending rate of 38.8%, up 3.1% from the previous year
- BBC had a reoffending rate of 50%, and increase of 6.6% on the previous year

Appendix 1 – Summary of Recommendations

The following have been identified within the main body of this report and highlighted as areas of opportunity for future partnership work. They have been broken down into three key areas; Recommendations, Considerations and Information Gaps.

They will be taken forward in to the revised CSP Plan for 2017-2020 and incorporated into existing CSP processes or within new Action Plans. An update of progress will be included in next year's assessment.

No	Priority Area	Page	Recommendations
R1	Domestic Abuse	21	Information on new referrals within agencies that support victims of DA in the Borough should be used to compare to levels of reporting within Police data.
R2	Domestic Abuse	21	The CSP should support the development of the new Borough action plan and align key strategic aims and tasks within the 2017-20 plans accordingly.
R3	Domestic Abuse	24	The partnership will need to consider targeted work to reach those areas of the community where levels of reporting are reducing.
R4	Domestic Abuse	27	Better use of MOSAIC data when developing communications strategies around Domestic Abuse.
R5	Anti-Social Behaviour	33	Developing relationships with Private Landlord to tenants to address housing issues that may be contributing towards high levels of ASB.
R6	Anti-Social Behaviour	34	The data within the consultation should be looked at in detail at a local level to inform and develop local problem solving.
R7	Cuckooing	44	Improved methods for information sharing between partners at the early stages of concern and identification.
R8	Hate Crime	54	More work needs to be focused around raising awareness of the difference between race and religious hate crime.
R9	Hate Crime	54	Consider CSP initiative to increase awareness and use of third party reporting centres within the Borough.
R10	Exploitation of Young People	62	The CSP should look to develop a communications plan that focuses on the risks of online exploitation across all areas of criminality.
R11	County Lines	65	Better relationships between schools need to be developed to allow early identification of those that may be at risk of exploitation.
R12	ONS Crime Severity Score	67	Levels of Severity should be considered alongside volume to allow for the identification of high harm, low volume areas.
R13	Re-Offending	76	The partnership should recognise the significant reductions in reoffending within the existing cohorts and support the further development of IOM in new priority areas
No	Priority Area	Page	Considerations
C1	Domestic Abuse	22	Data from the IDVA service should be monitored alongside that of MARAC referrals and Police High Risk data over the next year to develop an understanding of the future demands on these services.
C2	Anti-Social Behaviour	34	Changes in the standards of recording in ASB may provide additional analytical capabilities that should be explored for early identification and problem solving but may also impact on overall number that will impact on performance reporting.

C3	Street Drinking	37	The partnership should look to develop initiatives that discourage the selling of high strength and single cans within those areas that are frequented by street drinkers.
C4	Begging & Vagrancy	41	A wider process will need to be developed to address those individuals that consistently refuse to engage with support services or persistently commit anti-social behaviour.
C5	Modern Day Slavery & Human Trafficking	43	Intelligence submissions should be obtained at a CSP level and monitored through the CSP Safer Thematic Group.
C6	Child Sexual Exploitation	63	A sustainable programme of training should be developed that addresses the overall approach to exploitation of vulnerable persons to maintain high levels of awareness within a workforce with high turnover.
C7	ONS Crime Severity Score	67	Existing CSP targets that are based upon volume increase or reduction should be replaced with measures that are based around the change of severity over time.
C8	Alcohol Misuse	72	The partnership should look for opportunities to increase engagement with dependent drinkers to encourage access to treatment services
No	Priority Area	Page	Information Gaps
I1	Cuckooing	44	More work is needed to understand whether Bedford has disproportionately high level of 'County Lines' activity or there is undetected activity in Luton and Central Bedfordshire.
I2	Serious Sexual Offences	47	More work is needed to understand the significant reduction in recorded offences of sexual assault in the last performance year.
I3	Serious Sexual Offences	47	SARC referral data should be monitored alongside SSO reporting levels to better understand the routes that victims may take outside of the Criminal Justice Route.
I4	Hate Crime	54	Information on the current use of third party reporting centres in Bedford as a proportion of reported crimes and incidents.
I5	County Lines	65	Work that is currently being undertaken to develop knowledge of Youth OCGs in the Borough needs to be shared with partners to allow a full understanding of the current and future threats.

Glossary of Terms

ACRONYM	DESCRIPTION
ASB	Anti-Social Behaviour
ASBMG	Anti-Social Behaviour Management Group
BID	Business Improvement District
BME	Black and Minority Ethnic
CCG	Clinical Commissioning Group
CCTV	Closed Circuit Television
CEOP	Child Exploitation and Online Protection
CPS	Crown Prosecution Service
CRC	Community Rehabilitation Companies
CSE	Child Sexual Exploitation
CSP	Community Safety Partnership
DASH	Domestic Abuse Stalking & Harassment
DHR	Domestic Homicide Review
DSR	Directly Standardised Rate
ELFT	East London NHS Foundation Trust
FGM	Female Genital Mutilation

FPN	Fixed Penalty Notice
FTE	First Time Entrants
HBV	Honour Based Violence
HMIC	Her Majesty's Inspectorate of Constabulary
HMO	House in Multiple Occupation
IDVA	Independent Domestic Violence Advisers
IOM	Integrated Offender Management
IMD	Index of Multiple Deprivation
ISVA	Independent Sexual Violence Advisors
JSA	Job Seekers Allowance
LCJB	Local Criminal Justice Board
LSCB	Local Safeguarding Children Board
LSOA	Lower Super Output Area
MARAC	Multi Agency Risk Assessment Conference
MDS	Modern Day Slavery
MHST	Mental Health Street Triage
MSG	Most Similar Group
NCA	National Crime Agency

NCRS	National Crime Recording Standards
NPS	National Probation Service
NRM	National Referral Mechanism
NSPCC	National Society for the prevention of Cruelty to Children
NWG	National Working Group
OCG	Organised Crime Groups
ONS	Office for National Statistics
PCC	Police and Crime Commissioner
SAC	Serious Acquisitive Crime
SARC	Sexual Abuse Referral Centre
SHMAG	Street drinker and Homeless Multi Agency Group
SSO	Serious Sexual Offences
UC	Universal Credit
VS	Victim Support
WRAP	Workshop to Raise Awareness of Prevent
YJB	Youth Justice Board
YOS	Youth Offending Service

Appendix 3 – Risk Assessment Matrix

Bedford Borough CSP - MoRiLE Thematic Model - 2017 (v1)																		
Thematic Area	Harm							Likelihood				Risk	Organisational Position					
	Individual Score	Community Score	Public Expectation score	Environmental Score	Financial Score	Organisation Score	Org Economic Score	Total Harm Score	Frequency Score	Volume Score	Confidence Score		Total Likelihood score	Capacity Score	Capability Score	Total OP Score	OP Calculation	OP Grading
Domestic Abuse	8	4	1	0	16	4	16	49	2	2	2	6	294	3	2	5	1	294
Anti-Social Behaviour	4	8	4	1	8	1	4	30	2	2	2	6	180	3	1	4	1	180
Begging Vagrancy and Street Drinking	8	16	4	2	8	1	4	43	2	0.5	3	5.5	236.5	2	1	3	0.75	177.375
Exploitation - Adults	8	8	1	0	4	2	4	27	1.5	0.5	3	5	135	2	2	4	1	135
Serious Sexual Offences	8	4	1	0	8	1	4	26	2	1	2	5	130	3	2	5	1	130
Cyber Crime	4	4	4	0	4	1	2	19	2	1	3	6	114	2	2	4	1	114
Exploitation - Young People	8	8	4	0	4	2	4	30	1.5	0.5	3	5	150	1	1	2	0.75	112.5
Hate Crime	4	4	2	0	4	2	4	20	2	1	2	5	100	2	1	3	0.75	75
Organised Crime Groups	4	4	2	0	8	1	4	23	1.5	0.5	2	4	92	2	1	3	0.75	69
Violent Crime - Young People	4	4	2	0	4	1	2	17	1.5	0.5	2	4	68	3	1	4	1	68
Radicalisation	8	8	4	0	4	2	4	30	1.5	0.25	2	3.75	112.5	0	1	1	0.6	67.5
Youth Offending (0-17)	2	4	4	1	4	1	2	18	2	1	2	5	90	2	1	3	0.75	67.5
Arson and Deliberate Fires	16	4	2	4	4	1	1	32	2	0.5	0.5	3	96	0	0	0	0.6	57.6
Criminal Damage	1	2	2	2	1	1	1	10	2	1.5	2	5.5	55	3	1	4	1	55
Terrorism	32	32	16	1	2	4	2	89	0.25	0.25	0.5	1	89	1	0	1	0.6	53.4
Violent Crime - Adults	8	2	2	0	2	1	2	17	2	1	1	4	68	2	0	2	0.75	51
Envirocrime (flytipping)	1	2	1	2	4	1	4	15	2	1	1	4	60	2	1	3	0.75	45
Vehicle Crimes	1	1	1	0	2	1	2	8	2	1.5	1	4.5	36	3	1	4	1	36
Burglary Dwelling	4	2	2	0	2	1	2	13	2	1	0.5	3.5	45.5	2	1	3	0.75	34.125
Robbery	4	2	2	0	2	1	2	13	2	0.5	0.5	3	39	2	1	3	0.75	29.25
Distraction Burglary	4	4	2	0	2	1	2	15	1.5	0.5	1	3	45	1	0	1	0.6	27
Theft of Pedal Cycles	1	1	1	0	1	0	0	4	2	1	2	5	20	3	1	4	1	20