

STRATEGIC NEEDS ASSESSMENT: MANAGING OFFENDERS; PREVENTING OFFENDING – 2016

VERSION: FINAL – FULL REPORT
JUNE 2017



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EXECUTIVE SUMMARY

The Strategic Needs Assessment: Managing Offenders; Preventing Offending aims to:

- Provide a system-wide strategic view of the scale and needs of those vulnerable to offending and already known to be offending
- Inform system wide delivery groups around key needs, service gaps and overlaps providing an overview of potential options and their evidence base
- Enable next steps for the system-wide delivery group including:
 - Prioritisation
 - Further focused work around potential system-based options with stakeholder and service user engagement
 - Generation of partnership and delivery plans

This document is based on the Joint Strategic Needs Assessment (JSNA) approach acting as a shared evidence base for all authorities responsible for community safety in Cambridgeshire and Peterborough. It informs commissioning decisions.

This report builds on the existing knowledge and work Cambridgeshire Research Group has produced on behalf of the Office of the Police and Crime Commissioner. It continues to use the same approach and has oversight from the key responsible authorities.

It will look not just at the previous trend, but also possible future demand and the factors that may influence it. This means the likelihood of an individual becoming an offender, according to existing data. It will attempt to estimate not just the scale of offenders in each part of the system but also the scale of the needs. Data recording and access issues make this aim aspirational and this document will also examine where gaps in information are hindering this work.

FINDINGS

The current understanding of offender needs is either based on national evidence or from a criminal justice organisational perspective, it is not offender focused. In order to commission services to reduce or prevent offending a deeper understanding is required, in particular what works, how services are accessed and the impact of the criminal justice system itself.

The volume of people vulnerable to offending in Cambridgeshire & Peterborough of all ages is unknown at this time and remains difficult to estimate as there are many reasons and triggers that make an individual vulnerable to offending. International research is beginning to piece together those risk factors that increase the likelihood but this data is not routinely captured and monitored locally nor at this time are there any plans to. Prevention of offending interventions therefore may not be targeting the most at risk and there is little system-wide co-ordination of all agencies.

Needs of young offenders known to YOS are comparable to adults with regard to ETE, Mental Health and Substance Misuse.

There are clear themes in relation to needs of both Juvenile and adult offenders coming from the data; these include Mental Health, Housing, Education, Training & Employment and Drug and Alcohol issues.

85% of young offenders exhibit a thinking and behaviour need

NUMBERS IN CONTACT WITH THE CRIMINAL JUSTICE SYSTEM IN CAMBRIDGESHIRE AND PETERBOROUGH

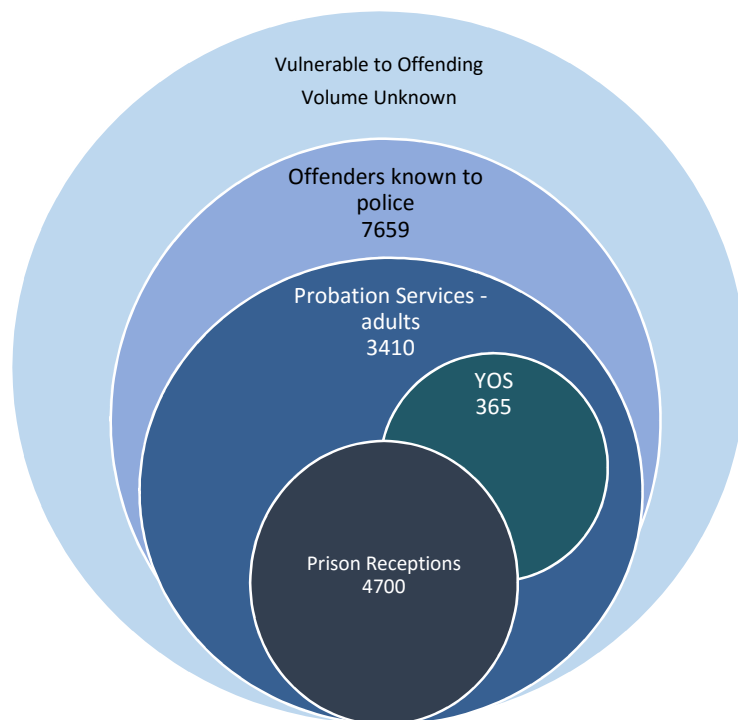
According to the Home Office Research Study 275, 'Crime and Justice in England & Wales 2003' estimates that "just over four in ten (41 %) of ten to sixty-five year olds living in private households in England & Wales had self-reported committing at least one of twenty core offences in their life-time". There is no prevalence data for the number of adults in the general population committing each year. Applying the 41% to the 10-65 year ages of the population of Cambridgeshire and Peterborough indicates that 241,776 people might have committed an offence in their lifetime. Given the nature of self-reporting for the original survey, this is likely to include a proportion of very low level offences. This volume obviously do not all come into contact with the criminal justice system.

This report brings together a variety of data sources to understand the volume of people, not just the number of encounters with the criminal justice system in Cambridgeshire and Peterborough. This has not been possible for all agencies. In 2016 there were 7659 unique offenders known to Cambridgeshire Constabulary (this does not include those defined solely as suspects), of these, 6035 reside in Cambridgeshire and Peterborough. There were 3775 managed by a probation service (including NPS, CRC and YOS). There is likely to be a number of offenders known both to police and the probation services. At this time the data did not allow a calculation of the overlap.

Understanding the demand for services currently can lead to improvements in the future. However, it should be noted that any policy changes introduced (e.g. community sentences or restorative practices) will affect 'where' within the system offenders show up.

For the snap shot of offenders known to criminal justice services in 2016 the picture looks like this:

Figure 1: Number of Offenders in contact with a range of services in 2016



* Persons that has committed an offence is data recorded in the Police Nominals database in 2016

* Probation services data is provided by BeNCH CRC and NPS, identifying individuals on probation at 6th February 2017. All individuals sentenced now received at least 1 year of probation.

* Young Offenders data were provided by Peterborough Unitary Authority and Cambridgeshire County Council covering the caseload of the whole of 2016

* Prison receptions for the year of 2016 were provided by Sodexo at HMP Peterborough. This includes individuals not resident in Cambridgeshire and Peterborough. A prison reception is each time a person starts a new sentence. This includes prison recalls where an offender in the community breaches the terms of their licence and is recalled to prison. At any one time Peterborough prison has approximately 1200 prisoners.

Service improvements are currently carried out in an incremental way as people present or are fed into a specific service e.g. probation may notice that there is an employment need for men aged 20 – 30 amongst its clients so ‘tack’ this on to their existing service. There is no commissioning of systematic employment support for men aged 20 – 30 where-ever they may be in the system. Underlying needs of offenders on the whole remain the same and preventing offending or reducing re-offending are dependent on tackling these needs. Given the complexity of offender’s needs a coordinated cross-system commissioning approach may realise the objective of reducing re-offending.

VULNERABLE TO OFFENDING

It is unclear from local data how much of the total population may be vulnerable to offending. There are a number of models for predicting who is likely to become an offender. Many of these are based on looking at risk factors or early experiences and calculating correlations. Research based on early childhood experiences that is beginning to get traction in the UK is the Adverse Childhood Experiences (ACE¹) project. This research with adults looks at a number of negative experiences (directly experienced e.g. abuse or within the household e.g. parent incarcerated) and calculates the likelihood of becoming an offender based on the number of these experiences. This research found that 44% of adults have experienced one of these ACE. 9% had experienced four or more, which increases the likelihood of being a violent offender 10 times compared the general population. But locally we do not have sufficient data to know how many people here have experienced four or more ACE during childhood.

Examination of local social care data did not create a comparable dataset. Although within this report the levels of some of the ACEs were available through social care data, in order to predict what the scale of vulnerable to offending locally a large scale piece of work would be needed.

The criminal Justice System in the main uses previous conviction history to predict further offending behaviour. This limited perspective relies heavily on known offending behaviour data and court convictions and does not provide enough perspective on future or preventing offending.

DEMOGRAPHICS

This section will try to bring together the key findings of the demographic profiles of the cohorts from agencies.

OFFENDERS KNOWN TO THE POLICE

Due to the nature of using data from a number of agencies, this report defines an offender in the following ways; Offenders known to the police – an individual who has received a formal charge from the constabulary, NPS, YOS, CRC cohort – an individual convicted of an offence and managed by one of those agencies.

¹ Ford K, Butler, Hughes, Quigg, Bellis M (2016) Available at; <http://www.cph.org.uk/publication/adverse-childhood-experiences-aces-in-hertfordshire-luton-and-northamptonshire/>

Females within the CJS have a different offender profile with violent crime (40%) and acquisitive crime (33%) most prevalent. Particularly high levels of needs are seen with drug issues (39%) and finance issues (37%).

Gender: Females account for approximately 20% of offenders known to the police and YOS offenders, this drops to 14% within the CRC cohort and 4% of the NPS cohort.

Whilst females account for 50% of the general population their rate of offending is not as high as males. However, the needs displayed and type of offending by females is significantly different from males such as higher levels of acquisitive crime among women than men.

As HMP Peterborough receives female offenders from across England the proportion of females is slightly higher (29%) than the other cohorts. However it should be noted that they are not all released into Cambridgeshire.

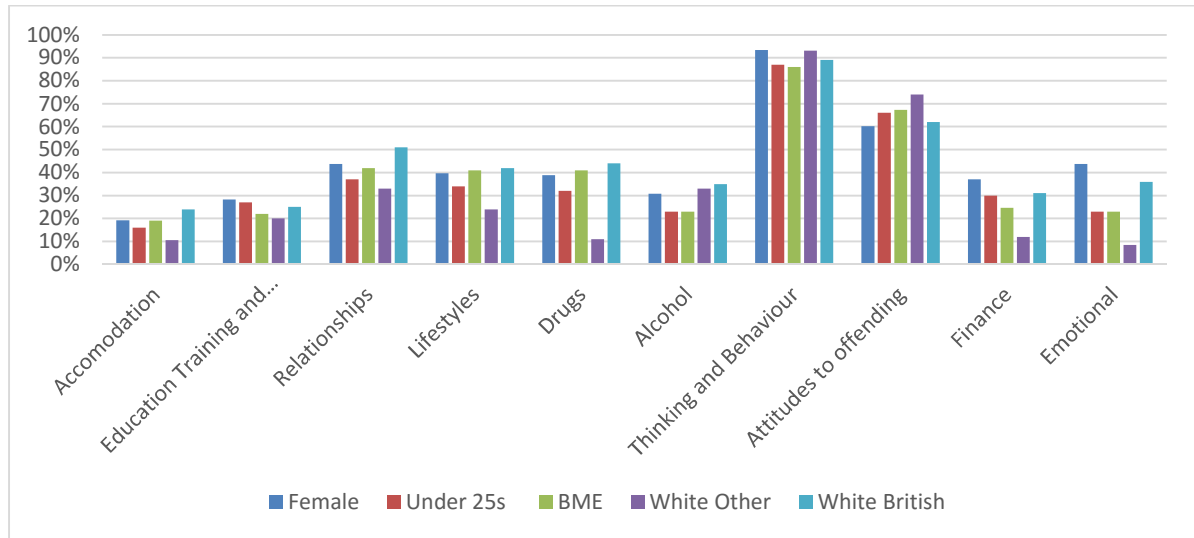
Age of offenders: Young adults and children show higher levels of offending. They also have a different needs profile from other offender sub groups. 27% of Young offenders have a need for Education, Training and Employment compared to 24% on average. Offending behaviour tails off after 35 years of age. However, it is worth noting that offence type does tend to vary by age groups and that early onset of offending is linked of length of criminal career.

Almost 50% of offenders are 24 or under

Ethnicity: data is not always complete, different agencies record it slightly differently and therefore direct comparison is hard. Each geographic area will also have a slightly different demographic makeup and therefore caution must be taken when comparing ethnic make-up of cohorts against each other and against the general population;

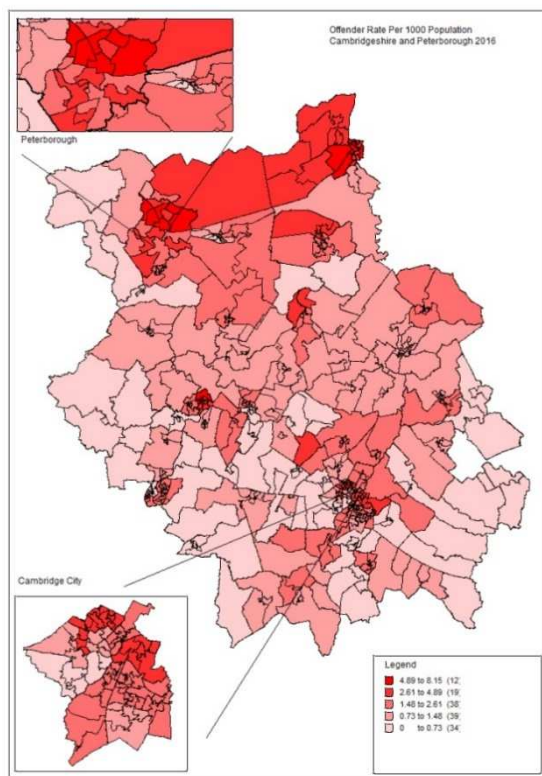
- White British accounted for the highest proportion of each cohort ranging from 59% of Offenders (4486) to 76% of NPS Cohort (952).
- White Other accounted for the second highest within the YOS with 18% (65) and 15% of CRC cohorts (315).

Figure 2 - offender sub-group needs



The graph above displays the key offender subgroups and highlights the prevalence of each assessed need among them. Whilst it is clear that all subgroups have a high need for thinking & behaviour and attitudes to offending there are a variety of differences. It is important to understand that 'offenders' are not a homogenous group and that within this population services need to be responsive.

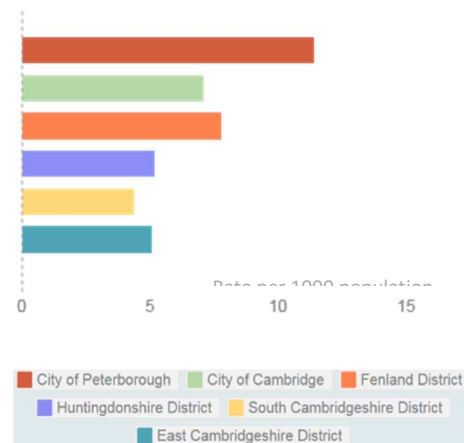
Figure 3: Rate per 1000 population of offenders known to the police by resident LSOA 2016



Geography:

- In terms of volume of offenders, Peterborough accounts for the largest proportion of each cohort, from Police offenders, YOS, CRC and NPS (Between 26% - NPS to 52% - YOS of each cohort).
- Taking into account population by using rate per 1000 resident population highlights parts of Peterborough, Cambridge City, Wisbech and Huntingdon as having a higher rate. These tend to be the most urban areas within the County.

Figure 4: Offender rate per 1000 population per district



General findings

Trends – Overall the number of offenders within the police and YOS cohorts are decreasing over the last five years. Anecdotally, the overall caseloads are reportedly more complex, with poor mental health, entrenched problems that are harder to tackle and complex family dynamics all featuring. Unfortunately in-depth examination of this is beyond the scope of this document but is highly recommended as a next step. Due to the changes to probation services (Transforming Rehabilitation) data was not available for CRC and NPS to analyse a trend over time.

- The rate of decline in offender numbers over 5 years was not universal across the districts. With Fenland showing the fastest rate of decline from 1267 to 767 (40% decrease) and South Cambridgeshire the slowest from 917 to 671 (27% decrease).
- Variations between years, shows that the decline has not been steady each year and there has been a slowing of the rate of decline in more recent years.
- It is hard to predict the rate of change going forward, factors that are likely to affect it are; the rate of growth of the population locally (Cambridgeshire is still one of the fastest authorities for population growth), economic stability, levels of relative deprivation and poverty, national policy and law changes.

Actual crime rates as reported through the Crime Survey for England and Wales are falling nationally too, although police recorded crime did increase, it is believed that the majority of the increase is in response to improvements in recording practices.²

THE NEEDS OF OFFENDERS

This section focuses on five key needs pathways that can be linked to an offender's behaviour³. Housing, drugs and alcohol, education, training and employment (ETE) and mental health. These needs were highlighted as areas of concern by front line staff as being of particular importance and are vital to address in order to support an offender to desistance. Other needs pathways such as Finance, Relationships, Attitudes and Emotional pathways have been assessed at Youth and Probation level with relevant offenders. These are explored later on in the report.⁴

Offenders often display or are assessed as having more than one need, frequently these are interdependent such as lack of employment and financial problems. It is important to understand that addressing more than one need and thinking of each person holistically is far more likely to have an impact on reducing re-offending than seeing these needs as separate issues.

The table below shows the number of needs offenders were assessed as having that are linked to offending behaviour. The data reveals that 94% of those assessed had two or more needs. This overlapping of needs is further explored in the main document.

² ONS. (2017). *Crime in England and Wales: year ending Dec 2016*. Available: <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingdec2016>. Last accessed

³ It should be noted that all data displayed in this section relates to those assessed and regardless of where they were released to.

⁴ Data in this section relates to individuals within YOS (Youth Offender Service), CRC (Community Rehabilitation Company), NPS (National Probation Service) and Prisons.

Table 1: CRC cohort; number of offenders by number of needs linked to offending

Number of Needs assessed as linked to behaviour	Number of Adult Offenders
1	87
2	325
3	286
4	224
5	201
6	161
7	101
8 – 10	129

As with all of the data regarding offender needs, this report refers to the number and proportion of ‘those assessed’ within each cohort. This is not the total cohort population as not all undergo a full assessment. This is a limitation of the data and will sometimes lead to smaller numbers referred within the charts than the total numbers in the system.

ACCOMMODATION

Housing or shelter makes up one of our key needs along with air, food, water, clothing and warmth according to Maslow’s hierarchy of needs. Without housing we are reduced to a struggle to survive and in this modern day and age, without an address access to jobs and services can be extremely limited. Whilst appropriate housing may be an issue for a large number of offenders it is known that for some it can actually lead to criminal behaviour.⁵ Housing issues can result in criminal behaviour but conversely entering the criminal justice system can be the cause of housing issues. Suitable accommodation is potentially crucial to providing an individual with a stable and reliable lifestyle. Time in prison however can cause a person to lose their home and homelessness can lead to re-offending.⁶ A pattern of offending can contribute to problems finding suitable accommodation.

⁵ Maslow. (1943). *A Theory of Human Motivation*.

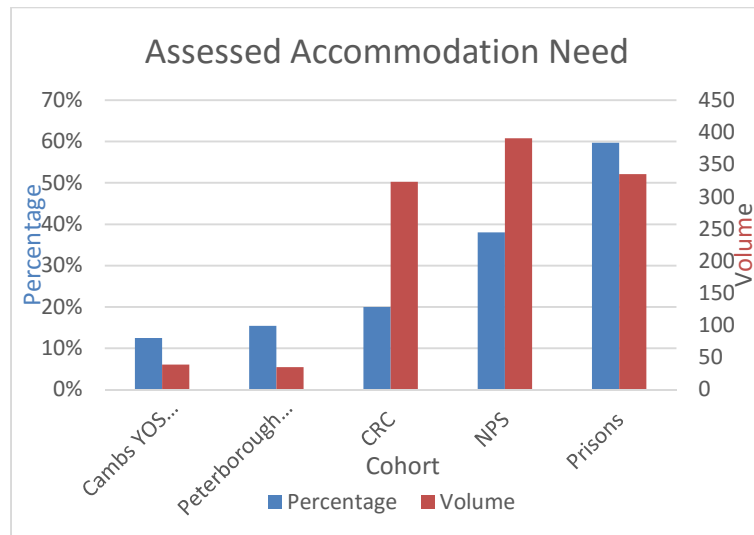
http://s3.amazonaws.com/academia.edu.documents/34195256/A_Theory_of_Human_Motivation_-_Abraham_H_Maslow_-_Psychological_Review_Vol_50_No_4_July_1943.pdf?AWSAccessKeyId=AKIAIWOWYYGZ2Y53UL3A&Expires=149.

⁶ Kimmet Edgar, Andreas Aresti, Neil Cornish. (2012). *OUT FOR GOOD: taking responsibility for resettlement*. Available: <http://www.prisonreformtrust.org.uk/Portals/0/Documents/OutforGood.pdf>

Needs across System

Housing needs are prevalent across all offender sub-groups within the criminal justice system. The following chart shows the level of need across different need groups. 4

Figure 5: Accommodation need identified by cohort



Homeless offenders entering prison have a high reconviction rate within one year with 79% reconvicted compared with 47% who have

YOS data is separated into Cambridgeshire 2015 and Peterborough 2016 because the assessment criteria changed in Cambridgeshire in 2016. In order to keep the methodology the same for both datasets different years were analysed. It should also be noted that all YOS assessment data regarding the various needs shown is taken from an annual dataset compared with the other Cohorts which display a snapshot of the caseload at a particular time. Furthermore YOS assessments grade the need from 1-4 with 3 and 4 showing a clear link to criminal behaviour. Only individuals showing scores of 3 and 4 are displayed within this section. A more comprehensive analysis will follow in the main report.

The needs across the system for accommodation grow from 14% with Young Offenders to a high of almost 60% within the prison population. Prisoners show the highest need in terms of volume, this potentially highlights that Prison could be the cause of housing related issues. This in turn could lead to an increase in re-offending and therefore more time spent within the criminal justice system.

Local Services

District/City councils are responsible for developing and implementing strategies on housing for the local population. As a result services can differ among the 5 districts and 1 unitary authority (Peterborough)⁷. Offenders and those at risk of offending are among the highest priority need. These housing services are assessed independently of the criminal justice system. There are however services available within prisons such as the 'through the gate services' provided by St Giles Trust to provide advice and support with regard to obtaining and maintaining accommodation.

*Housing Policy:
An offender, just as anyone else must apply for social housing, after which they will be placed into one of 4 bands, A; Urgent Need, B; High Need, C; Medium Need and D;*

⁷ For the purposes of this report the use of the word districts will include Peterborough Unitary Authority

Case study A: Male Integrated Offender Managed Drug user.

Offender A served a 7 year sentence for a large number of serious acquisitive crimes. IOM visited in prison where he completed a homeless declaration and assumed he would be put in a hostel on release. This was not the case. IOM officers accompanied him to his appointment on release. Despite viewing and accepting an offered property 1 day after release, the landlord decided not to house him. In the meantime he stayed with a friend – despite concerns of being around drugs. He attended all his appointments & remained tagged and was supported trying to secure accommodation. He had ‘sofa surfed’ for 10 days immediately after release. A re-offence with older associates led back to prison less than a month after being released.

All of the districts except Peterborough who are part of Peterborough Homes partnership are part of the Cambridge Sub-Regional Choice Based Lettings (CBL) scheme⁸. This scheme is a method of letting social housing. CBL allows landlords to advertise their available homes. The scheme is designed to give greater flexibility and choice to individuals looking for a home.

An offender would need to register as anyone else does and will be scored in the same way as any other individual. For example if they leave prison with no accommodation then they are likely to be placed in band A – urgent need. When a property becomes available an assessment will be made as to who is the most suitable for the particular property. Generally, the successful customer will be the person who has been in the highest housing needs band for the longest period.⁹

This means an offender could be made to wait for suitable accommodation. The impact of this can mean an offender is provided emergency accommodation in a hostel if available.

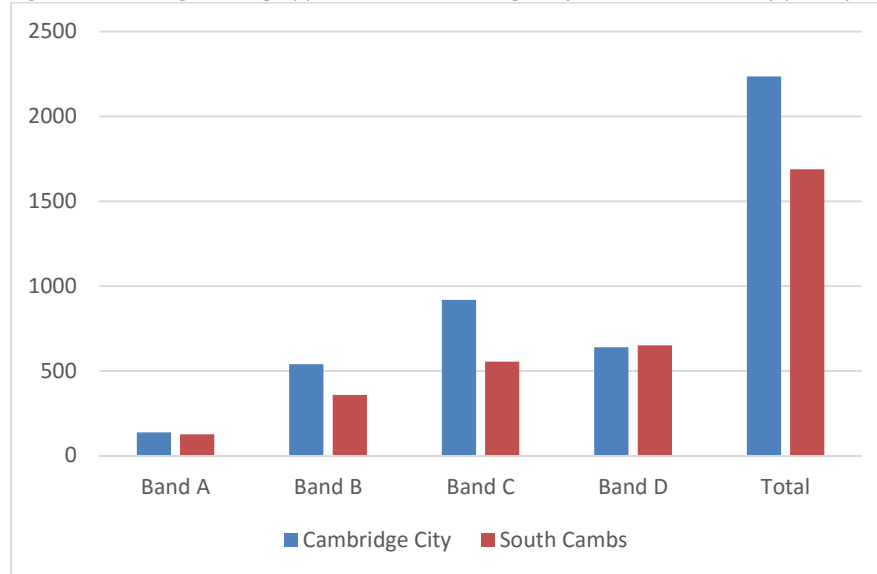
Alternatively they may choose to stay with friends or family or even sleep rough. This can be a particular issue for those on short sentences or those returning to prison within a short period after their release.¹⁰

Mapping housing services locally has been very difficult, as has been getting reliable up-to-date data on the number of offenders suitably housed, on a waiting list, considered to be ‘intentionally homeless’. Data is presented overleaf for the available areas, it shows the number of applicants still awaiting housing by band as of March (Cambridge City) and May 2017 (South Cambridgeshire).

⁸ South Cambridgeshire. (2017). *Lettings Policy Document*. Available: <https://www.scambs.gov.uk/sites/default/files/documents/Lettings%20Policy.pdf>

⁹ South Cambridgeshire. (2017). *Cambridge Sub-regional Choice Based Lettings Scheme Guide*. Available: <http://scambs.moderngov.co.uk/documents/s16299/CBL%20Summary%20Scheme%20Guide%20-%20Consultation%20Copy.pdf>.

Figure 6 - Showing Housing Applications in Cambridge City and South Cambs by priority banding. Band A = urgent need.



There is considerable demand for housing currently in Cambridge City and South Cambs.

Gaps

- The demand for urgent need housing outstrips supply for all groups not just offenders.
- The “revolving door” of homelessness, short-term sentences and reoffending can be difficult to support with stable accommodation
- There is no dedicated co-ordination of services for offenders across the system
- Obtaining offender specific information within housing data has not been possible and potentially highlights a gap within service mapping.

Future Focus

- Access to housing cannot be resolved by the criminal justice system and will need collaboration across many authorities and partners.
- A clearer picture of the available housing in each area is needed, highlighting system gaps and policies
- Options appraisal of the impact of different housing models (such as Housing First or stepped models) on individual and system outcomes, and their suitability for Cambridgeshire and Peterborough.
- Support that is designed to meet this client group.

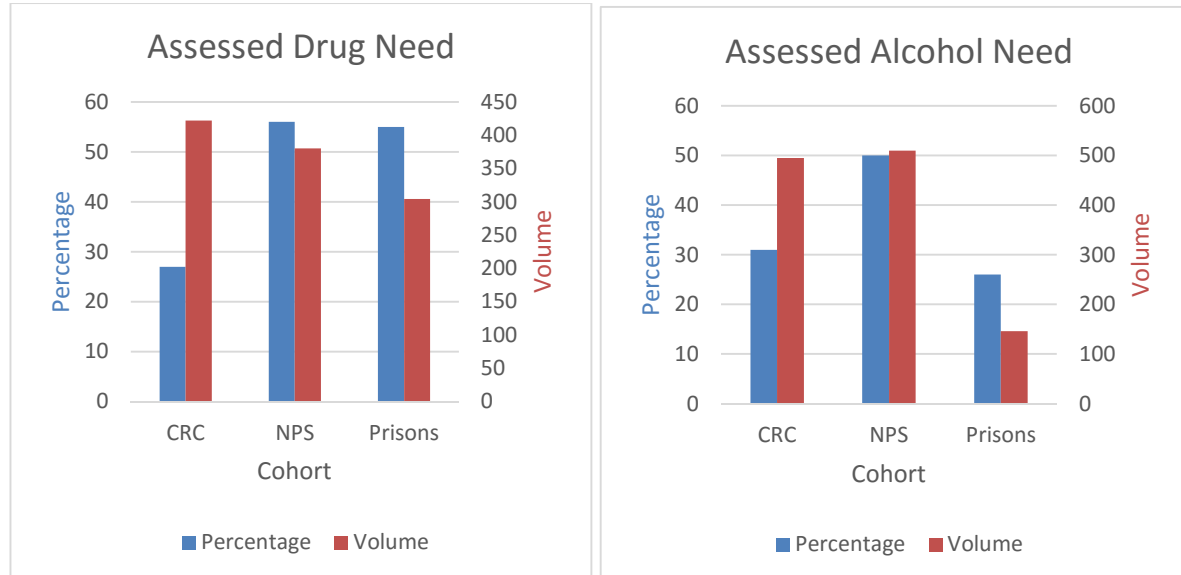
DRUGS & ALCOHOL

There is a significant relationship between substance misuse and the criminal justice system. Drug or alcohol addiction may fuel or exacerbate criminal activity, for example through theft to meet the cost of purchasing supplies. Addiction and use of drugs drives significant organised crime to meet peoples demand to purchase illegal drugs.

Needs across System

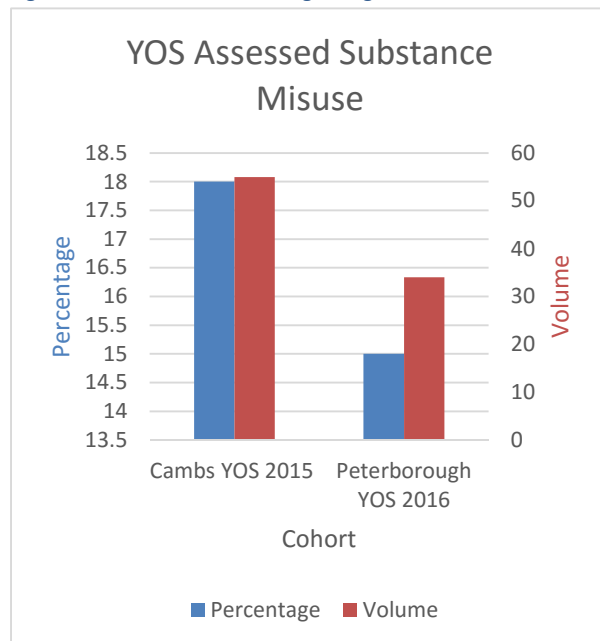
Drug and alcohol needs are also prevalent, particularly at the higher risk end of the system (NPS and prisons).

Figure 7: Drug & Alcohol need identified by cohort



11

Figure 8 substance misuse among Young offenders



The need for services related to substance misuse are lowest among the YOS cohort, as expected. The need increases with the level of risk associated with the offender groups. The highest drug need is among the NPS Cohort. The Prison cohort is also particularly high and concerning considering the assumption that prisoners should not be able to acquire illicit substances in prison.

The NPS Cohort exhibits the highest level of alcohol need linked to behaviour with 1 in 2 individuals assessed identified. 54% of those with an alcohol need also showed a drug need (168) within the CRC Cohort. Among the NPS 274 individuals were identified as having a dual diagnosis of both an alcohol and a drug need. This means 66% of those with an alcohol need also had a drug need within the NPS.

There is an increased risk of mortality among offenders with relation to drug and alcohol related deaths. This is particularly prevalent among offenders recently released from prison which then tapers off the more time goes

¹¹ Drug and Alcohol need measured by YOS is combined and is displayed as substance misuse. Therefore we are not able to describe the specific drug or alcohol need within substance misuse.

by. As access to drug treatment appears to have a protective effect, ensuring rapid and effective pick-up between prison and community drug treatment may reduce the likelihood of drug related death.¹²

Local Services

1 in 3 young people managed by Youth Offender Service are referred to the substance misuse team

Source: Drug and Alcohol JSNA 2015

Community based services are commissioned by Cambridgeshire County Council and the Police and Crime Commissioner; and prison based services by NHS England. The Cambridgeshire community based service is delivered by Inclusion, an NHS led service; drugs and alcohol comprise of two different contracts.

In Peterborough, community substance misuse treatment is commissioned by Peterborough City Council. This is divided into drug and alcohol services. Drug services are delivered by Aspire (part of CRI) and alcohol services by Drinksense.¹³ Substance misuse services for young offenders are also available, in Cambridgeshire they are delivered by CASUS and in Peterborough they are delivered by POW (Possibilities, Opportunities, Without taking risk).

In December 2015, in Cambridgeshire the Criminal Justice Intervention Team had 149 clients on its caseload with the majority in structured treatment. This number seems to suggest that many alcohol or drug misusers are not accessing services. Among our CRC Cohort alone there are 422 with a drug need linked to offending and 495 with an alcohol need linked to offending. 168 of these offenders have both alcohol and drug issues linked to their offending.

Gaps

- Data suggests there are still high numbers of offenders that would benefit from addressing substance misuse issues
- Whether this need is met is unclear. This could be due to a lack of system-level information on services users

Future Focus

- Improve the data collection, monitoring and sharing in order to better understand;
 - Service needs,
 - Barriers to access
 - And overlaps with housing, mental health
- Work with partners and client group when redesigning and procuring prevention and harm reduction pathway for offenders and those vulnerable to offending

¹² Revolving Doors. (2017). *Rebalancing Act*. Available: <http://www.revolving-doors.org.uk/file/2050/download?token=m-t2NRKC>.

¹³ Shirley Magilton. (2014). *Pathways for Offenders and those at risk of offending in Cambridgeshire*, , September

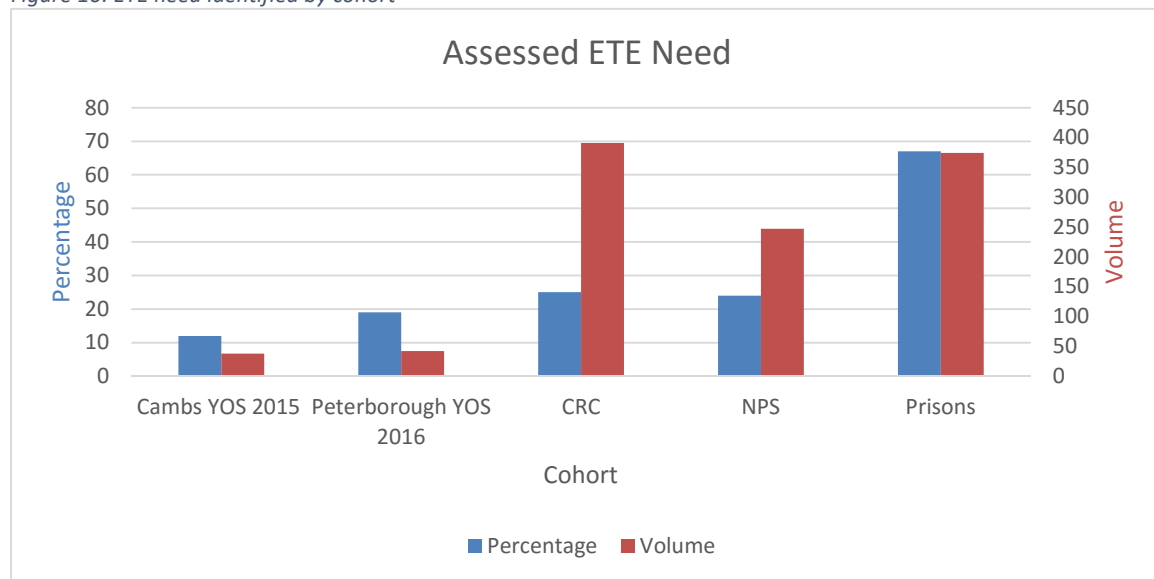
EDUCATION TRAINING & EMPLOYMENT (ETE)

Education, Training and Employment (ETE) can provide a sense of self and identity and give individuals something to lose which can increase desistance. Education and employment programs have been shown to have a good benefit to cost ratios both for juvenile and adult offenders, as well as in the community and in prison.¹⁴ Many offenders have a poor educational and/or employment background and those that did not have a job prior to custody, had been receiving benefits or did not have any qualifications were found to be more likely to re-offend¹⁵.

Needs across Services

Young Offenders, CRC Cohort and the NPS Cohort show a comparable rate of educational needs being linked to their offending. The rates contrast with our prisoner cohort where 67% of prisoners assessed have an ETE need linked to their offending (Figure 8). There may be additional educational or employment needs e.g. ability to read or write, that have not been linked to offending, this affects whether or not an individual is referred to services and is not captured in Figure 8. In addition, those on short sentences in prison are unable to access education/employment services due to the nature of their sentence, potentially adding to the “revolving door”. A deeper examination of underlying need is included later in the report.

Figure 10: ETE need identified by cohort



¹⁴ WSIPP Cost Benefit Analysis Summary Juvenile: <http://www.wsipp.wa.gov/BenefitCost?topicId=1> Adult: <http://www.wsipp.wa.gov/BenefitCost?topicId=2> What Works Crime Reduction: Education and skills training programmes in correctional facilities <http://whatworks.college.police.uk/toolkit/Pages/Intervention.aspx?InterventionID=42>

¹⁵ HM Inspectorate of Prisons, HM Inspectorate of Probation and Ofsted. (2014). *Resettlement provision for adult offenders: Accommodation and education, training and employment*. Available: <https://www.justiceinspectorates.gov.uk/cjji/wp-content/uploads/sites/2/2014/09/Resettlement-thematic-for-print-Sept-2014.pdf>.

Local Services

Education services are provided by a combination of BeNCH CRC and Sodexo prison services at HMP Peterborough. These services include educational programmes to improve English and Maths among prisoners. There are also services available to help Prisoners and ex-offenders find work, these include workshops to improve CV writing workshops, I.T skills.

At HMP Peterborough there are various academies available to offenders to teach various different skills. These include vocational courses such as industrial cleaning, hair and beauty, manufacturing, painting and decorating and gardening. Length of courses and waiting lists, time already served all affect the reality of offenders successfully completing courses and thereby outcomes for individuals. It is unclear how educational programmes link to and from prison.

Gaps:

- Clear mapping of those accessing ETE programs across the CJS and how individuals transition training between settings and across the county
- Short sentence offenders who are most likely to re-offend are most excluded.
- A criminal conviction acts as a barrier in future employment opportunities

Future Focus

- Further work is required to establish what sort of education and training is required across the system and how this links in with local economic drivers.
- Options appraisal of effective educational and employment programs for offenders.
- Further work with public and private sector employers around open recruitment.

MENTAL HEALTH

A large percentage of individuals in touch with the criminal justice system have mental health issues with some estimates as high as 70% of individuals (Together)¹⁶. Mental health issues can contribute to offending but conversely the criminal justice system can lead to or exacerbate mental health issues.

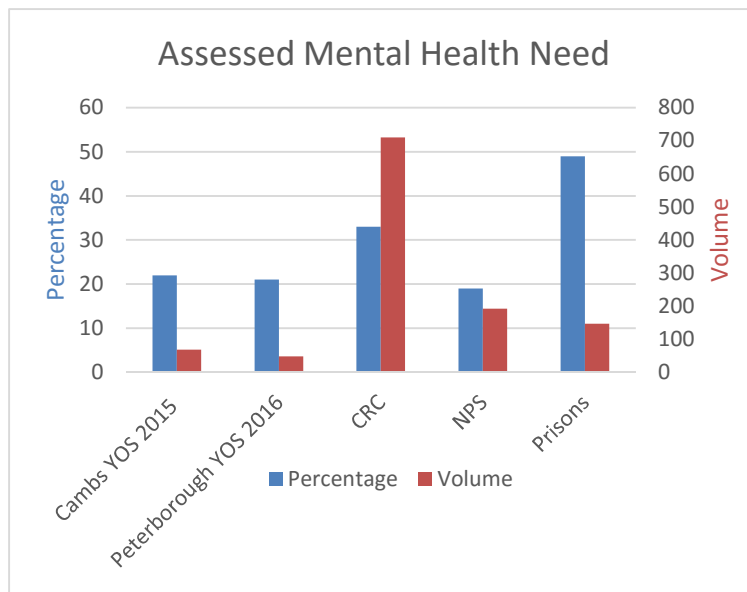
Needs across system

Mental health issues are most prevalent in terms of volume among those assessed within the NPS (192) and CRC Cohort (710). The highest percentage of any one cohort is among prisoners with 49% but it has a small sample size meaning the volume is low 147. Not addressing mental health issues can have severe consequences such as self-harm and suicide. Across England and Wales 113 prisoners committed suicide in 2016, equivalent to one every three days.¹⁷

¹⁶ Together UK. (2017). *Criminal Justice Services*. Available: <http://www.together-uk.org/our-mental-health-services/criminal-justice-mental-health/>.

¹⁷ Ministry of Justice. (2016). *Safety in Custody Statistics Bulletin, England and Wales, Deaths in prison custody to March 2017, Assaults and Self-Harm to December 2016*. Available:

Figure 11: Mental Health need identified by cohort



Local Services

The Crisis Care Concordat are carrying out a detailed service mapping of mental health services in Cambridgeshire and Peterborough, including 3rd sector services, which will identify gaps and overlaps of services, and has therefore not been duplicated in this strategic needs assessment. There is also ongoing work assessing frequent mental health attenders across the system including A&E and police custody which will further inform service need.

Briefly, mental health care services in

Cambridgeshire and Peterborough are mainly provided by the Cambridgeshire and Peterborough NHS Foundation Trust. These services include mental health nurses as part of Integrated Offender Management (IOM), mental health nurses contributing to assessments in Court, mental health Inreach to Cambridgeshire prisons, the Liaison and Diversion service (LaDs) and a new Personality Disorder Pathway for the National Probation Service in Cambridgeshire. Since March 2016, there has been an Integrated Mental Health Team (IMHT) within the Police Force Control Room (FCR), offering advice and support to officers across the force and staff in public contact when dealing with calls for services that involve a person with mental health issues

Liaison and Diversion services recorded an average of 88 clients engaging per month between April 2016 and Jan 2017. Using this figure would give an indication of around 1064 clients being engaged with the service per year. Given the prevalence of mental health issues these are all potentially significant in raising chances of desistance directly and indirectly.¹⁸

Gaps:

- High percentage and volume of individuals in contact with the CJS have a mental health issue
- Likely to overlap with other issues such as drug and alcohol misuse, homelessness adding complexity to cases
- Current system has limited capacity across the whole population, including offenders

Future Focus:

- Comprehensive service mapping of mental health services to include offender aspects
- Work with partners around understanding and addressing frequent attenders across the system
- Further work with partners to help those with complex needs such as mental health, substance misuse and homelessness.

¹⁸ Cambridgeshire County Council. (2014) A 'SNAPSHOT' OF PATHWAYS FOR OFFENDERS AND THOSE AT RISK OF OFFENDING IN CAMBRIDGESHIRE.

INTRODUCTION

This strategic needs assessment analyses the needs of ‘offending’ population in order for both the needs of offenders and the demand for services, now and in the future to be determined.

This document is based on the JSNA approach and acts as an overarching primary evidence base, or bigger picture, for all authorities responsible for community safety in Cambridgeshire and Peterborough. It can be used to inform commissioning arrangements.

How does that translate into policing?

The Police Reform and Social Responsibility Act 2011, which abolished police authorities, places a responsibility on the Police and Crime Commissioners to reduce crime and disorder across the area in partnership with responsible authorities.

A multi-agency assessment of the health and wider social needs of victims of crime and offenders who live in Cambridgeshire and Peterborough was first carried out in 2012 and provided an evidence base for commissioning services.

Cambridgeshire and Peterborough Partnership approach

This report builds on the existing knowledge and work Cambridgeshire Research Group has produced on behalf of the Office of the Police and Crime Commissioner. It continues to use the same approach and has oversight from the key responsible authorities.

What will the assessment look at?

This assessment is the first full update on offenders since the original research in 2012. It will look not just at the previous trend, but also possible future demand and the factors that may influence it. Put more simply the likelihood of someone becoming an offender, according to existing data. It will attempt to estimate not just the scale of offenders in each part of the system but also scale of needs. Data recording and access issues make this aim aspirational and this document will also examine where gaps in information are hindering this work.

The approach

Local data has been examined, analysed and contextualised. Where there is an absence of local data the research team have referred and relied upon national data to inform the results. Since the last report was produced the Reforming Rehabilitation Act has transformed local delivery of probation services. Offender management is now broken into two services; the national Probation Service and the local Community Rehabilitation Company led service. For Cambridgeshire & Peterborough that is delivered by Sodexo as part of the BeNCH area (Bedfordshire, Northamptonshire, Cambridgeshire and Hertfordshire).

The document is broken down by those at risk of offending and the cohort (Police offenders, YOS, CRC, NPS and prison) specific analysis. There is clearly the possibility of overlaps, i.e. an individual may be known to the police and have gone through the criminal justice system and served a prison sentence. But each dataset is supplied separately without identifiers. The full methodology and data list are included within the appendices.

Structure of document

The report has collated, analysed and presented the data in a variety of ways. In order to navigate the document the following sections have been compiled.

1. **Executive Summary** - Provides key findings across several areas of offender needs.
2. **Introduction** - Provides a brief description of the scope of the work.
3. **Section 1: Offender Trends in Cambridgeshire & Peterborough** - This section provides a breakdown and analysis of offenders by organisation. For Cambridgeshire Constabulary and the Youth Offending Teams the data examines all known offenders recorded in 2016. For National Probation Service (NPS), BeNCH CRC and Peterborough Prison the data is a cross-sectional snapshot Taken in 2017 (see methodology for exact dates).
4. **Section 2: Summary of Cohorts data** – Summary charts by organisation cohorts
5. **Section 3: Needs of Offenders** – This section draws together data across all cohorts (where available) and supplementary data to examine several key need areas of offenders.
6. **Section 4: Offender Subgroups** – Analysis revealed that offenders are not a homogenous group, using some basic demographic grouping comparisons were made between a selection of subgroups in order to better understand the data.
7. **Section 5: Forecasting** – Whilst this is not a prediction or a forecast of exact numbers of offenders in Cambridgeshire & Peterborough in the future, this section examines past trends and discusses some key issues that are likely to affect the level of demand from offenders in the future.
8. **Appendices** – A methodology and selection of data tables for reference are included.

SECTION 1: OFFENDER TRENDS IN CAMBRIDGESHIRE AND PETERBOROUGH

1.1 THOSE AT RISK OF OFFENDING

Whilst a large proportion of this document focuses on those already offending and in contact with the criminal justice system, there was a requirement to examine who is meant by 'at risk of offending' with two aims;

1. To understand risk factors in order to reduce/ prevent offending occurring
2. To understand what future demand might look like in terms of both numbers and need.

These are ambitious aims as there is not much readily available evidence and there is significant ground within the academic literature about predicting offending behaviour that needs to be covered. Being selective with our approach in this document mean that we will focus on one method, particularly used in public health, which is to examine associated risk factors and express the likelihood of offending of the unexposed population to those exposed to those risk factors. Whilst this does not provide a prediction of each person's likelihood to offend it creates a raft of indicators that help policy makers choose which parts of a population it might target with an intervention.

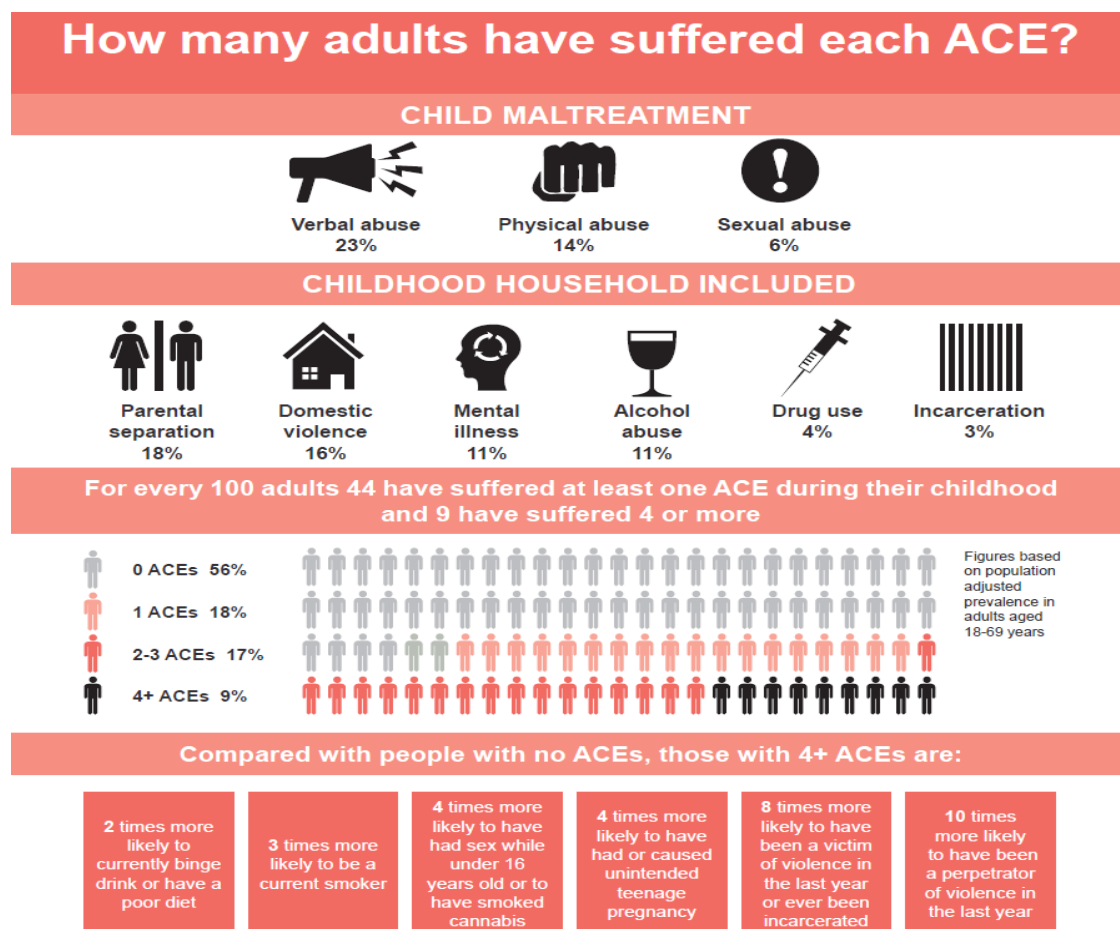
As a starting point national and international evidence was reviewed in order to gauge the scale of this group exposed to various risk factors. In particular the growing body of evidence looking at how early childhood experiences influence the life course of individuals. Known as Adverse Childhood Experiences (ACE) research first conducted in the USA found that adults with poorer health outcomes and / or higher rates of offending also reported more negative childhood experiences compared to the general population. Results of these studies have since been replicated in the UK.

Prevalence estimates of lifetime offending

Numbers of those at risk of offending are not routinely published and examining local data without the context of national prevalence is difficult. National data based on the Home Office Research Study 275, 'Crime and Justice in England & Wales 2003' estimates that "just over four in ten (41 %) of ten to sixty-five year olds living in private households in England & Wales had self-reported committing at least one of twenty core offences in their life-time". The research does not include prevalence data for the number of adults in the general population committing each year. Applying the 41% to the 10-65 year ages of the population of Cambridgeshire and Peterborough indicates that 241,776 people might have committed an offence in their lifetime. Given the nature of self-reporting for the original survey, this is likely to include a proportion of very low level offences. This volume obviously do not all come into contact with the criminal justice system each year and some will offend and never come into contact with the criminal justice system. Just as not all victims will come into contact with the criminal justice system.

Prevalence estimates of ACE

Figure 12: Example of ACE prevalence – Combined Luton, Hertfordshire & Northamptonshire: Public Health Institute



Source: <http://www.cph.org.uk/publication/adverse-childhood-experiences-aces-in-hertfordshire-luton-and-northamptonshire/>

A regional study examining ACE, concluded that those who experienced four or more ACEs are more likely than those who have experienced none to be both offenders **and** victims as shown in the figure above. Therefore when considering the needs of the Cambridgeshire and Peterborough population there needs to be an awareness of the impact of the compounding of risk factors together; with any forecasting model having the ability to take this into account.

Cambridgeshire & Peterborough

Local research examining the prevalence of ACEs in Cambridgeshire and Peterborough has not been conducted. So it is difficult to ascertain the exact number of children who have experienced four or more ACEs.

Local data is not collected in a way that enables an exact replica of the research or direct comparison of the prevalence numbers for each ACE. However, examining a snapshot of open social care cases in Cambridgeshire provided the following key findings. Due to the way data is recorded the figures provided do not show compounding of issues, just those noted, therefore you cannot simply add up the percentages in order to gauge the total number of children.

Table 2: Proportion of open cases known to social care where identified need recorded.

In need Issue	Social Care Open Cases	
	Cambridgeshire County Council	Peterborough City Council
Number where neglect of abuse noted (N1)	55%	78%
Domestic abuse/violence (and)	13%	13%
Parental alcohol misuse	5%	15%
Sexual abuse specified	5%	15%*
Mental Illness	4%	7%
Parental separation	Not recorded	Not recorded
Drug abuse	Not recorded	Not recorded
Incarceration	Not recorded	Not recorded

*Peterborough City Council data did not have sexual abuse as a single category. This figure represents physical or sexual abuse hence the higher proportion

The Research Group could not find local data pertaining to how many children had experienced the incarceration of a parent (Wales ACE study found 5%¹⁹ and 7% nationally²⁰) if applied to the current population the number of children and young people in Cambridgeshire & Peterborough to have experienced this are in the range of 8,000 to 11,000.

When offending starts

The length of criminal career has been shown to be strongly associated with age at onset of offending. The younger an individual is when they commit their first offence the higher the likelihood of offending for longer²¹. Therefore in terms of prevention and early intervention having the right information shared between partners at the right time provides greater chance of an intervention successfully mitigating the risk of offending.

There are a further three aspects to a criminal career; a person committing two or more offences within their lifetime. These are as follows:

- Prolific / Non prolific: The rate at which someone offends;
- Persistence: The length of time (often in years) over which someone will continue to offend;
- Desistence: The point at which the offending behaviour conclusively ends.

There are extensive studies, including the BeNCH Area Offenders Study, February 2014, which can be examined for more detailed explanations on these other aspects.

¹⁹[http://www2.nphs.wales.nhs.uk:8080/PRIDDocs.nsf/7c21215d6d0c613e80256f490030c05a/d488a3852491bc1d80257f370038919e/\\$FILE/ACE%20Report%20FINAL%20%28E%29.pdf](http://www2.nphs.wales.nhs.uk:8080/PRIDDocs.nsf/7c21215d6d0c613e80256f490030c05a/d488a3852491bc1d80257f370038919e/$FILE/ACE%20Report%20FINAL%20%28E%29.pdf)

²⁰ Shaw, 1992 Prisoners Children: What are the issues “7% of children will see a parent imprisoned during their school years the figure now is likely to be substantially higher due to increased prison populations.”

²¹ Home Office Research Study 299. Criminal careers up to age 50 and life success up to age 48: new findings from the Cambridge Study in Delinquent Development.

Triggers to offending

Not all offending commences in childhood, there are a number of factors that are associated with the likelihood of offending. Whilst this research is not specifically looking at these it is worth understanding that propensity to offend is not static during a lifetime and that changes to an individual's circumstances will affect the likelihood they may offend. Factors are not limited to be include;

- Homelessness
- Inequality
- Being a victim of crime
- Addiction

Reducing the risk of offending

Other local authority areas within the UK are using the evidence from ACE research to form strategies or action plans to break the cycle. In particular looking at early identification and intervention. Whilst this is of course core work for social care, examining all the ACEs and applying a 'Think Family' approach might address more of the issues children experience in a wider context within a safeguarding model.

1. Resilience

In psychological terms resilience can be defined as an individual's ability to successfully adapt to life tasks in the face of social disadvantage or highly adverse conditions such as trauma, tragedy or threats. Resilience is not a trait that people either have or do not have. It involves behaviors, thoughts and actions that can be learned and developed in anyone. Many studies show that the primary factor in resilience is having caring and supportive relationships within and outside the family. Relationships that create love and trust, provide role models and offer encouragement and reassurance help bolster a person's resilience.

It is therefore understandable that individuals with a number of ACEs, particularly where they have negatively impacted the support and love received within the family often display lower resilience i.e. struggle to adapt and cope with further stressors in their life. Increasing an individual's resilience has the potential to reduce the impact of negative early childhood experiences.

2. Diversion

For a subset of the cohort that are deemed 'likely to offend' simple diversion away from peers and risk taking behaviour during their most vulnerable time can be effective. It should be noted that over a number of years of reduction in public resources has reduced some of these diversionary activities. Alongside this though they may need support to increase their aspirations and education to enable them to pursue employment.

3. Tackling inequality

Crime and offending are often part of a wider picture of inequality. National evidence has raised concerns that "suggest that these inequalities and divisions are persisting. And they appear to be worsening in some more isolated communities where segregation, deprivation and social exclusion are combining in a downward spiral with a growth in regressive religious and cultural ideologies. A widening in inequality is likely to result in an increase in offending²²". Whilst reducing inequalities has been shown to have a positive impact on some aspects of offending²³.

²² The Casey Review: A review into opportunity and integration 2016

²³ BENCH AREA OFFENDERS STUDY VERSION 2.3 FEBRUARY 2014

<http://cambridgeshireinsight.org.uk/community-safety/bespoke-analyses/bench-study-offenders>

1.2 OFFENDERS KNOWN TO CAMBRIDGESHIRE CONSTABULARY

This section will analyse data provided by Cambridgeshire Constabulary on persons linked to crimes otherwise recorded as offenders.

SCOPE OF DATA

This section of the needs assessment uses information as recorded in the 'Nominals' database held by Cambridgeshire Constabulary extracted for the calendar years of 2012 to 2016. This database consists of people that have been linked to a crime as the offender by the police and are people who have been convicted, cautioned or recently arrested. As with many routine datasets, there are data quality problems in terms of completeness, accuracy and reliability that can affect the interpretation of analyses. Data is recorded on offences (crimes) but using the unique person identifier it has been possible, with some loss of accuracy, to describe this at a person level. Loss of accuracy is particularly marked at the geographical level since people may genuinely have had more than one address during the year, or not have given a correct address or postcode at the time of the offence. In addition, incompleteness and data entry error confounds interpretation further. For the analyses that follow, the first postcode has been used or, if that is not available, the first available etc. The recording of the person's age can also vary, because this is self-reported. The analysis that follows is therefore pragmatic and should be viewed in that light – as developing a 'picture' of an offender profile rather than an accurate and detailed analysis of offenders in Cambridgeshire and Peterborough.

Offenders in Cambridgeshire and Peterborough

This report brings together a variety of data sources to understand the volume of people, not just the number of encounters with the criminal justice system in Cambridgeshire and Peterborough. This has not been possible for all agencies.

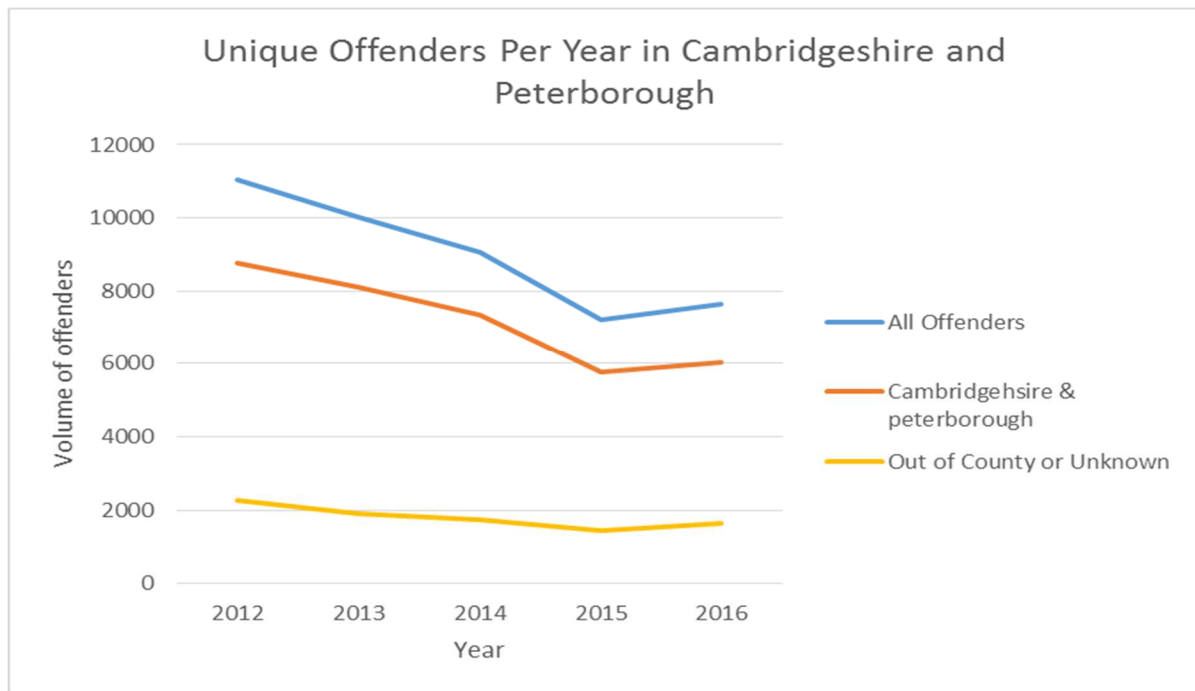
In 2012 (calendar year) around 11,029 people were recorded on the Nominals database²⁴ in association with 15,519 offences. Of these 11,029 people, there was sufficient geographical information on 8,755 people to connect them directly with Cambridgeshire and Peterborough. Some of the remainder had addresses outside of Cambridgeshire, no fixed abode or there was insufficient address information provided on where they lived.

In 2013 there was a decrease of unique offenders to 10,025 with 8,122 directly linked with Cambridgeshire and Peterborough. 2014 saw a further decrease to 9070 with 7340 directly linked to Cambridgeshire and Peterborough. In 2015 there was the most significant drop yet to only 5777 directly linked offenders with a figure of 7210 offenders overall. However, 2016 saw the trend reverse with an increase in both directly linked offenders to 6035 and to 7659 for total offenders.

Over a 5 year period between 2012 and 2016 there were a total of 37,854 unique offenders associated with 123,070 offences. This figure includes 5,251 offenders that have been recorded as unknown and 2,929 that are registered as 'out of county' offenders. 29,674 offenders are directly linked to Cambridgeshire and Peterborough. This figure is lower than the average yearly figure because an offender could offend in each of the 5 years and be recorded in each year of the database but appear only once when the 5 years are collated into a single unique offender database.

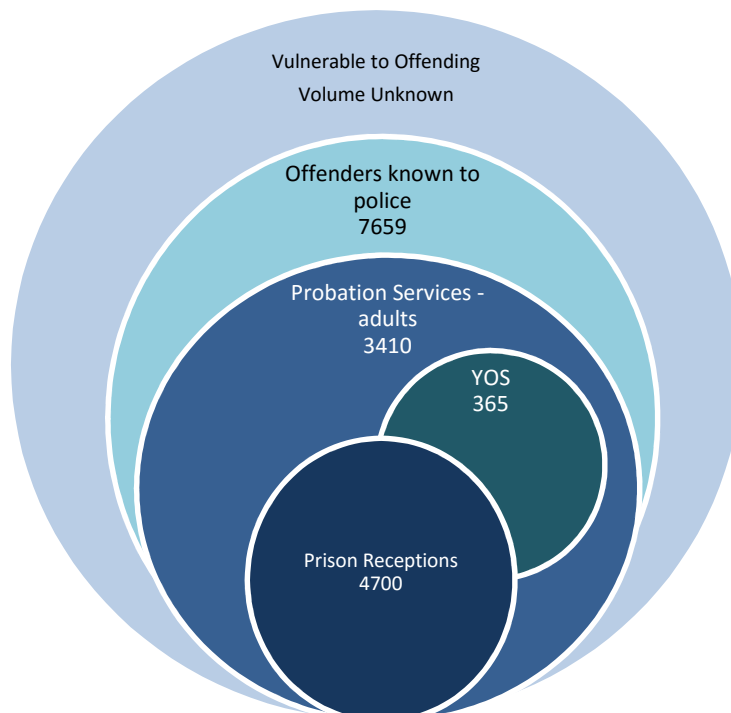
²⁴ Data extracted from Crimefile

Figure 13: Unique offenders recorded per year by Cambridgeshire Constabulary



In 2016 there were 3775 unique individuals managed by a probation service (including NPS, CRC and YOS). There is likely to be a number of offenders known both to police and the probation services. At this time the data did not allow a calculation of the overlap.

Figure 14: Number of offenders in contact with the criminal justice system



* Persons that has committed an offence is data recorded in the Police Nominals database in 2016

* Probation services data is provided by BeNCH CRC and NPS, identifying individuals on probation at 6th February 2017. All individuals sentenced now received at least 1 year of probation.

* Young Offenders data were provided by Peterborough Unitary Authority and Cambridgeshire County Council covering the caseload of the whole of 2016

* Prison receptions for the year of 2016 were provided by Sodexo at HMP Peterborough. This includes individuals not resident in Cambridgeshire and Peterborough. A prison reception is each time a person starts a new sentence. This includes prison recalls where an offender in the community breaches the terms of their licence and is recalled to prison. At any one time Peterborough prison has approximately 1200 prisoners.

DEMOGRAPHIC PROFILE OF POLICE OFFENDER COHORT

For the purpose of analysing the demographic profile we have used the unique offenders across the 5 years.

- Nearly 80 % of offenders were male; this varied by district from 76 % in South Cambridgeshire and Cambridge City to 79 % in East Cambridgeshire and Peterborough
- Over a quarter of offenders are between the ages of 18 and 24 and 16 % are 17 years of age and under. This varied by district from 30 % of offenders aged 18 to 24 in Cambridge City to 25 % in East Cambridgeshire and Fenland.
- A further 14% of offenders are between the ages of 25 and 29.
- In Cambridgeshire and Peterborough, 63 % of offenders were White British / Irish but this varied from 75% in East Cambridgeshire, Huntingdonshire and South Cambridgeshire to 63 % in Fenland and 53 % in Peterborough. This is markedly lower than in the general population where 90 % are White British / Irish²⁵. It should be noted

Females within the CJS have a different offender profile with violent crime (40%) and acquisitive crime (33%) most prevalent. Particularly high levels of needs are seen with drug issues (39%) and finance issues (37%).

Table 3: Rate of offenders per 1000 population by district of residence

Year	Constabulary	Cambridge City	East Cambs	Fenland	Huntingdon-shire	Peterborough	South Cambridgeshire
2012	10.8	11.5	7.3	13.2	8.3	16.7	6.1
2013	9.9	11.6	6.2	11.2	7.3	15.4	5.7
2014	8.8	10.0	5.6	11.2	6.3	13.7	5.1
2015	6.9	7.1	4.2	8.8	5.8	10.6	4.0
2016	7.1	7.1	5.1	7.8	5.2	11.4	4.4

The table above shows the rate of offenders per 1,000 population in Cambridgeshire and Peterborough using the unique offenders directly linked to Cambridgeshire and Peterborough.

Compared to Cambridgeshire and Peterborough as a whole, the rate of offenders per 1,000 population is highest in Peterborough followed by Fenland across all 5 years shown. Cambridge City has a broadly comparable rate to Fenland but the remaining 3 districts of East Cambridgeshire, Huntingdonshire and South Cambridgeshire have a significantly lower rate per 1,000 population. The overall trend across all districts has seen a decrease in the rate from a high point in 2012 to the lowest point across all districts (excluding Fenland and Huntingdonshire) in 2015 before seeing an increase in 2016 as shown in the graph below.

²⁵ Source: Office for National Statistics; 2011 Census: Key Statistics and Quick Statistics for local authorities in the United Kingdom

Figure 15; Showing offender rate per 1000 population in 2016

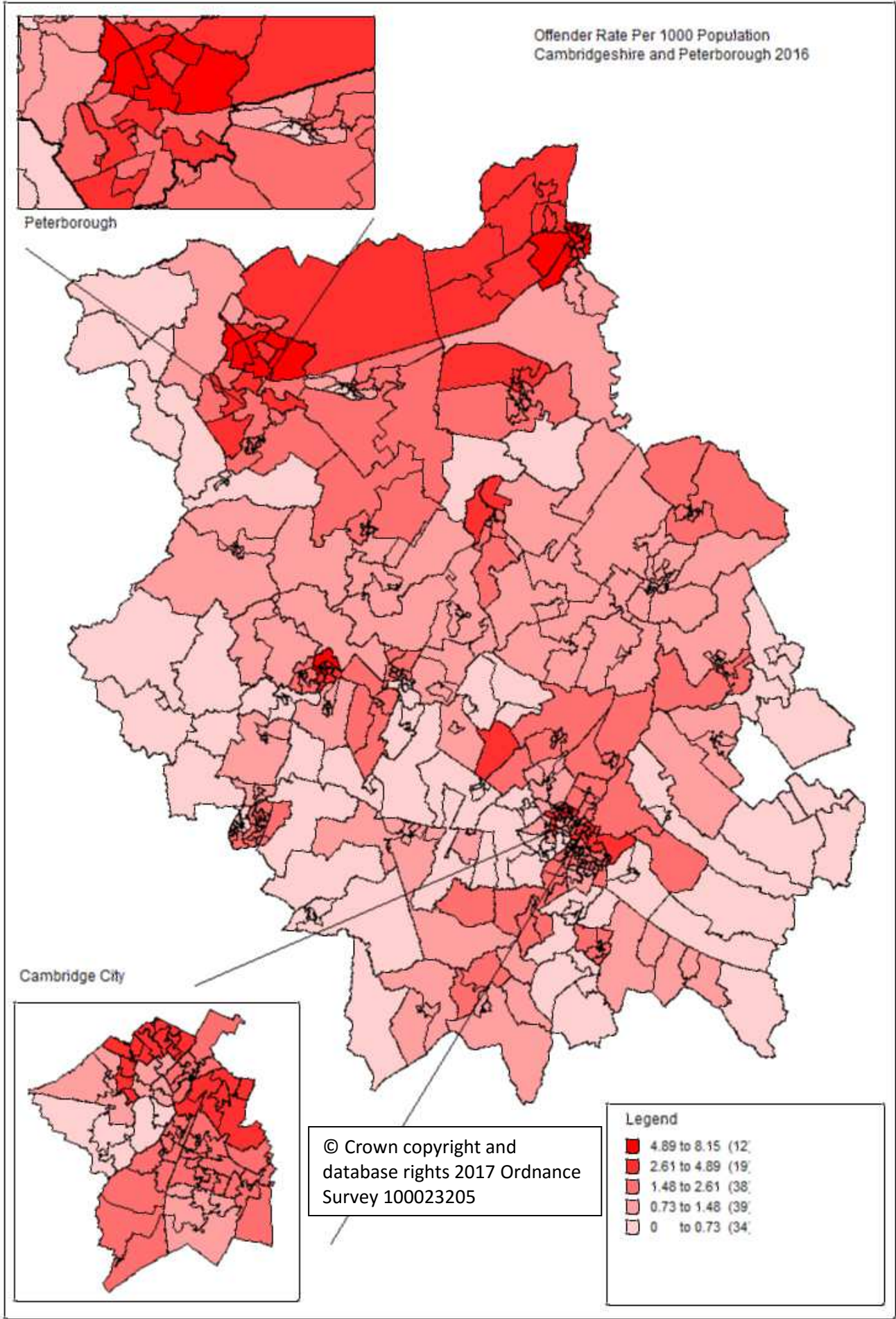
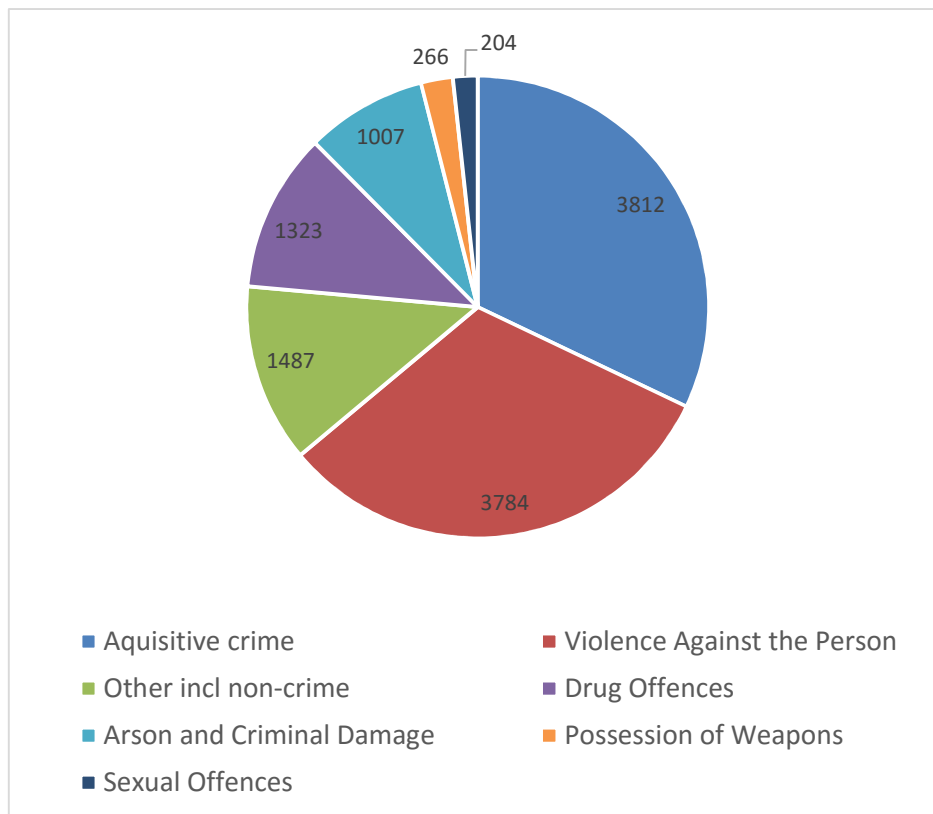
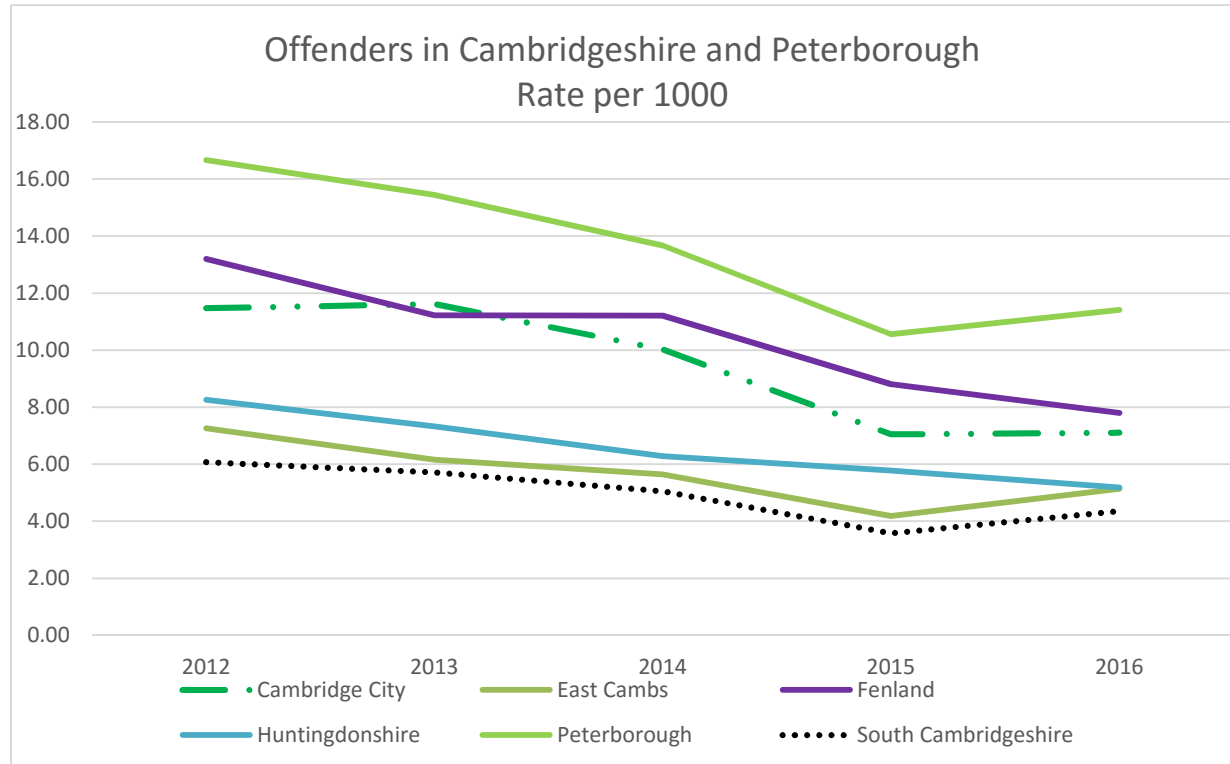


Figure 16: Offender rate per 1000 population, by district of residence



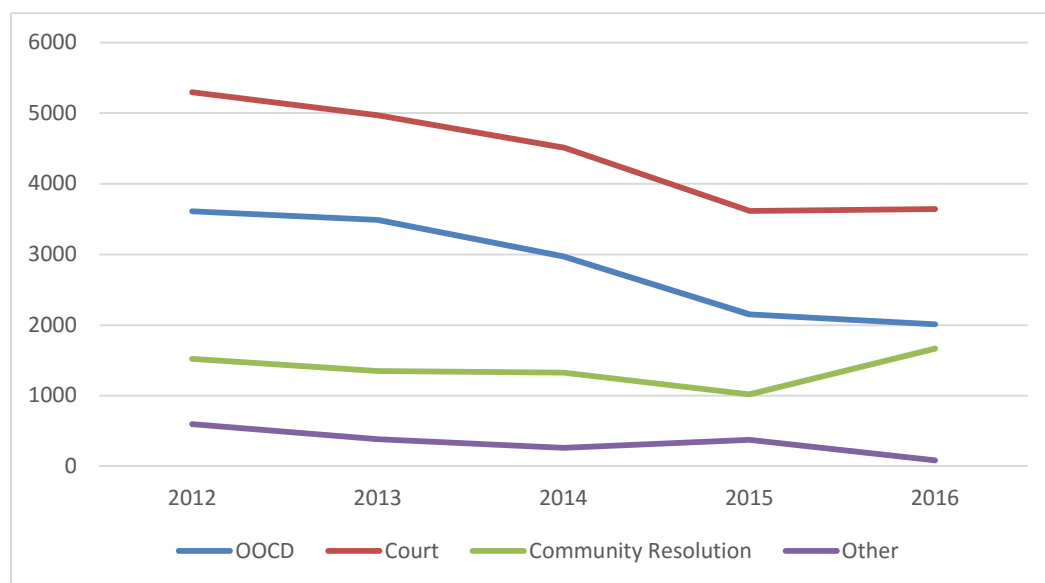
In 2016 the 7,659 unique offenders were associated with 11,883 crimes. A snapshot of these offences shows that the majority of crimes were; acquisitive crime - 32 % and violent crime – 32 %. Whilst public order or miscellaneous offences against society made up 13 % and drug offences made up 11 %.

Figure 17: Proportion of offences by offence type for 2016

WHAT HAPPENS NEXT FOR POLICE OFFENDERS - DISPOSAL

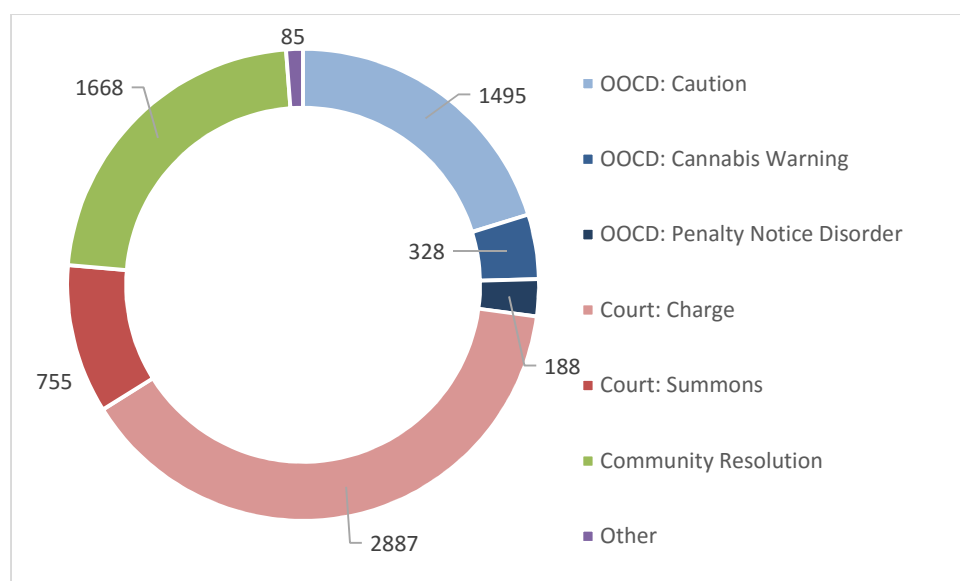
There are a wide variety of disposals available to the Police and the Criminal Prosecution Service, including an out of court disposal (OOC). The image below shows the distribution of various disposals given to Offenders in Cambridgeshire by the Police in 2016. The information was provided by Cambridgeshire police from the Police recorded crime offender dataset.

Figure 18: Showing trend in police recorded disposals for all offenders by year



As the number of offenders declines so too do the absolute number of disposals, within that however it can be seen from the figure above that there was an increase in the number of community resolutions between 2015 and 2016. The figure below breaks down the disposals categories above to provide greater detail for the most recent year.

Figure 19: Showing 2016 disposals



1.3 JUVENILE OFFENDER COHORT

OVERVIEW

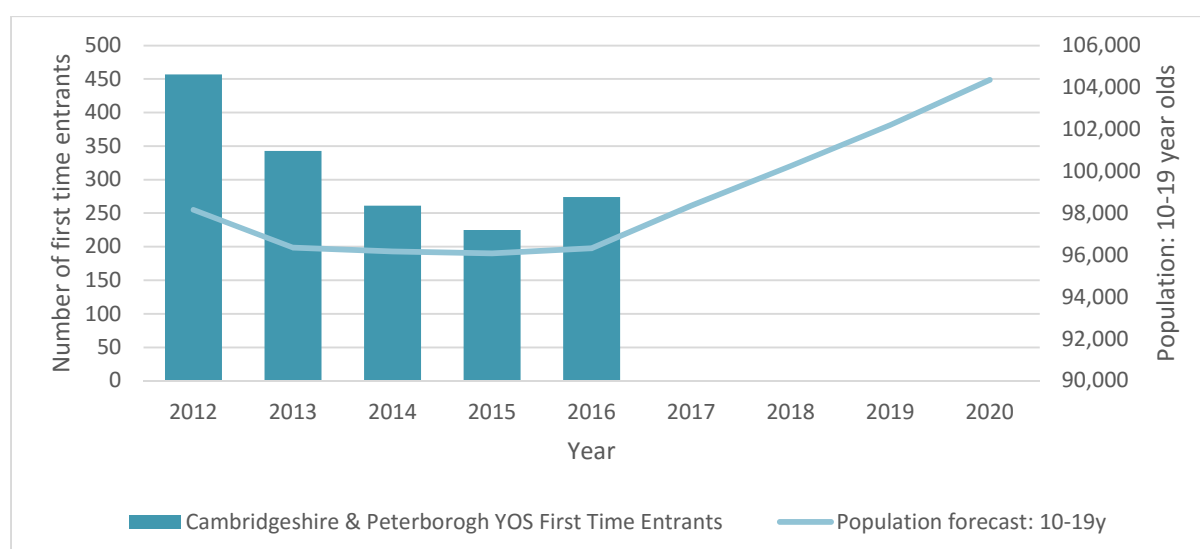
This section draws upon data from both Cambridgeshire and Peterborough YOS and aims to pull together the scale of the numbers of young people in contact with the criminal justice system and identify strategic issues relating to the needs of young offenders.

YOUTH OFFENDING SERVICE

Much research has previously been conducted on risks for offending in young people. It has been previously noted that the risk factors for youth offending have a considerable overlap with the risk factors for other negative outcomes in adolescence including substance misuse, mental ill-health, low educational attainment and young parenthood. So generally, those interventions that are most effective with young people happen early on in their lives and address a broad range of behaviours not just offending. These schemes also produce a range of other benefits for the young person; not just to prevent re-offending.

This report contains analysis on young offenders known to both Cambridgeshire and Peterborough Youth Offending Services (YOS). The overview shown below shows that over the last five years the number of first time entrants (FTE) is reducing. This correlates with the national long term trend in declining rates of young offenders. Measured nationally in 2015/16 there has been an 83% reduction in FTEs since 2006.²⁶ It should be noted that this report considers the more recent five year trend and therefore at this time it has not been possible to determine if the rate of decline over either period are consistent. In terms of future demand currently the population is forecast to increase (6%) between 2017 and 2020 in the 10-19 year old age group. It is uncertain at this time how that will affect the volume of first time entrants. Further the population change between 2013 and 2016 remained relatively stable, but the FTE figures did continue to decline over that period.

Figure 20: Trend in volume of first time entrants Cambridgeshire and Peterborough, compared with population forecast for 10-19 year olds.



²⁶ YJS. (2016). *Youth Justice Statistics*. Available: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/585897/youth-justice-statistics-2015-2016.pdf

The table below provides the same data in the chart above but broken down by the separate YOS'.

Table 4: Breakdown by authority for first time entrants to YOS

Year	Cambridgeshire		Peterborough	
	Number	Rate per 1000 population ²⁷	Number	Rate per 1000 population ²⁸
2012	327	4.4	130	5.6
2013	231	3.1	112	4.9
2014	190	2.6	71	3.0
2015	108	1.5	117	5.0
2016	194	2.7	80	3.4

National Comparator

The table on the following page shows national figures per 100,000 population between 2012 and 2015. The data when divided by 100 (to see as a per 1000 population rate) shows a higher rate of first time entrants nationally and regionally than in Cambridgeshire. The long term downward trend is reflected nationally as well as locally.

Table 5; First time entrants to the Youth Justice System aged 10 - 17 (per 100,000) (from 2012/13 to 2014/15) for England & All English regions

Area	First time entrants to Youth Justice system		
	ratio per 100,000 / 1000		
	2012/13	2013/14	2014/15
East of England	516 / 5.16	439 / 4.39	394 / 3.94
East Midlands	609	451	420
London	545	429	429
North East	695	510	482
North West	545	426	378
South East	469	402	330
South West	564	449	415
West Midlands	470	413	408
Yorkshire and Humberside	515	477	453
England	532 / 5.32	436 / 4.36	402 / 4.02

Source: Department for Education²⁹

²⁷ CRG 2013 population based estimates and forecasts 10-19 year olds

²⁸ CRG 2015 population based estimates and forecasts 10-19 year olds

²⁹ http://lginform.local.gov.uk/reports/lgastandard?mod-metric=123&mod-period=1&mod-area=E92000001&mod-group=AllRegions_England&mod-type=namedComparisonGroup&modify-report=Apply

Profile of First Time Entrants (FTEs) in Cambridge and Peterborough between 2012 and 2016.

Using data provided by the Youth Offending Service (YOS) in both Cambridgeshire and Peterborough City Council we have put together the following FTE profile over the 5 year period of 2012-2016.

Table 6: Profile of all FTEs between 2012 and 2016 for Cambridgeshire and Peterborough³⁰

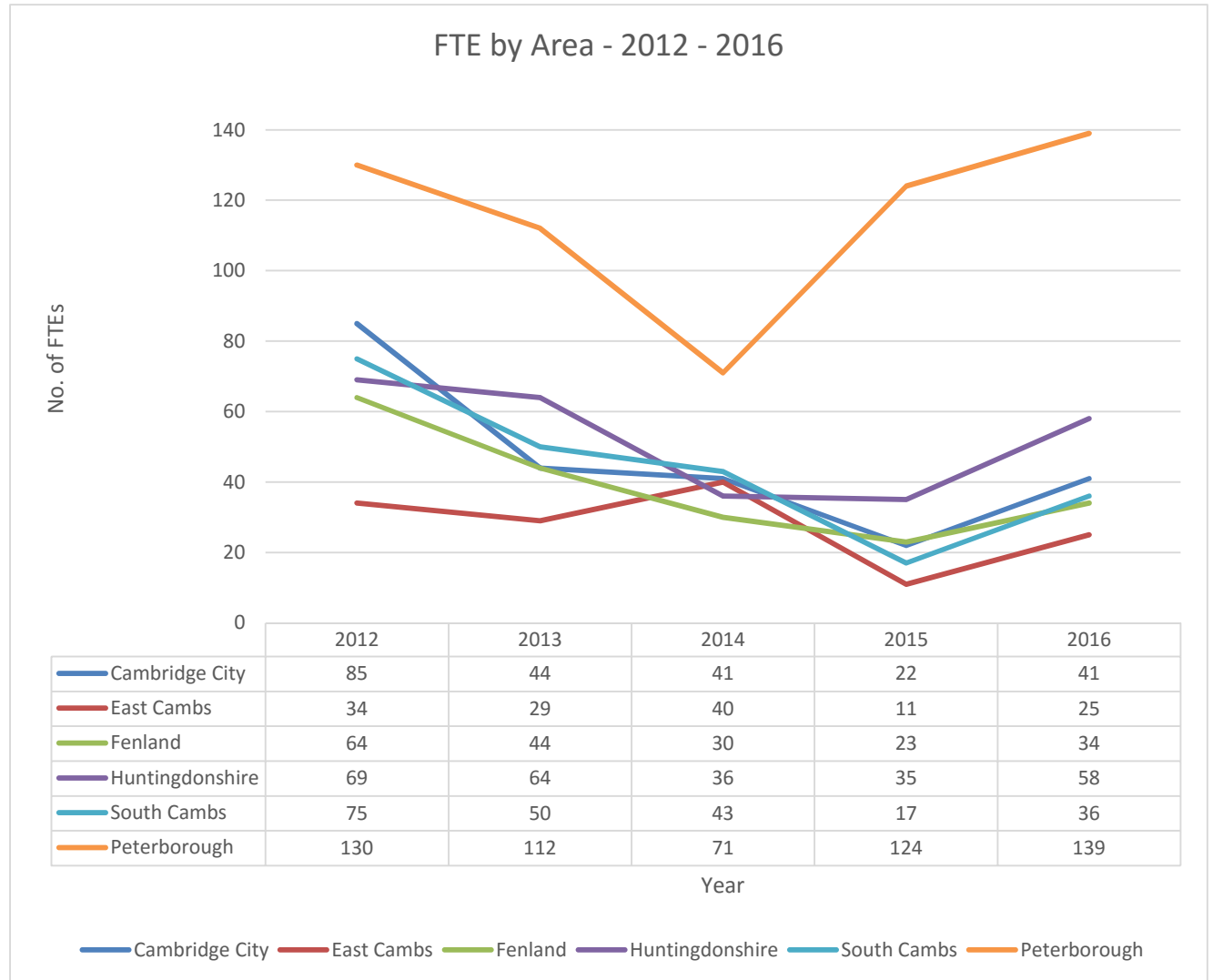
2012-2016 FTEs Cambridgeshire and Peterborough							
		Peterborough		Cambridgeshire		Total	
Gender	Female	24%	140	25%	262	25%	402
	Male	76%	436	75%	789	75%	1225
Age	10		<5		<5	0%	5
	11	2%	12	2%	25	2%	37
	12	6%	36	4%	43	5%	79
	13	10%	59	11%	114	11%	173
	14	12%	69	16%	170	15%	239
	15	21%	122	22%	226	21%	348
	16	27%	153	23%	246	25%	399
	17	21%	121	21%	225	21%	346
Ethnicity	White	49%	247	75%	790	67%	1037
	White Other	18%	94	15%	153	16%	247
	BAME	20%	101	9%	93	12%	194
	Unknown	13%	67	1%	13	5%	80
Offence Type	Acquisitive crime	28%	162	28%	292	28%	454
	Violence	34%	198	31%	324	32%	522
	Other offences	5%	29	2%	26	3%	55
	Criminal damage	8%	44	9%	95	9%	139
	Breach of Order	6%	33	4%	43	5%	76
	Drug offences	9%	53	18%	185	15%	238
	Sexual offence	3%	18	4%	40	4%	58
	Motoring offence	6%	35	4%	38	4%	73
	Fraud and Forgery		<5	1%	8	1%	12
Outcome	Youth Rehabilitation Order	8%	44	1%	7	4%	51
	Reprimand	17%	93	6%	49	10%	142
	Final Warning	6%	35	6%	47	6%	82
	Final Warning + Programme		<5	3%	21	2%	21
	Referral Order	24%	132	19%	155	21%	287
	Conditional Caution	21%	114	21%	176	21%	290
	Fine	4%	22	3%	22	3%	44
	Absolute Discharge		<5	1%	5	0%	5

³⁰ Basic demographic profile by district will be included in appendix

Juvenile Offender Cohort

	Compensation Order		<5		<5		<5
	Conditional Discharge	4%	21	3%	21	3%	42
	Detention + Training Order (Custody)	2%	11	0%	3	1%	14
	Penalty Points		<5		<5		<5
	Youth Caution	1%	<5	38%	312	23%	316
	Reparation Order		<5		<5		<5
	Section 90-92		<5		<5		<5
	Youth restorative disposal	12%	66		<5	5%	66
	Community Resolution	1%	7		<5	1%	7
Gravity	0	4%	23		<5	1%	23
	1		<5	1%	10	1%	13
	2	13%	74	31%	326	25%	400
	3	55%	315	52%	543	53%	858
	4	13%	72	7%	71	9%	143
	5	4%	22	4%	46	4%	68
	6	10%	56	4%	44	6%	100
	7	1%	8	0%	5	1%	13
	8		<5	1%	6	1%	9

Figure 21: Trend over time for FTEs by district; 2012-2016



The key points from the profile are;

- 75 % of first time entrants are male with 25 % female in both Cambridgeshire and Peterborough.
- Nearly 69 % of first time entrants in Peterborough are between 15-17 years of age compared with 67 % in Cambridgeshire.
- The most common types of offence for first time offenders are violent and acquisitive offences making up 62 % of total offences in Peterborough and just under 60 % in Cambridgeshire.
- The ethnicity of first time entrants between Cambridgeshire and Peterborough differs with 48.5 % being White British in Peterborough compared to 66.5 % of first time entrants in Cambridgeshire.
- Conversely Peterborough has a higher percentage of BAME (Black and Minority Ethnic) first time entrants with almost 20 % compared with Cambridgeshire having just under 12.5 % BAME.
- It should be noted that the ethnic makeup of each district varies significantly.

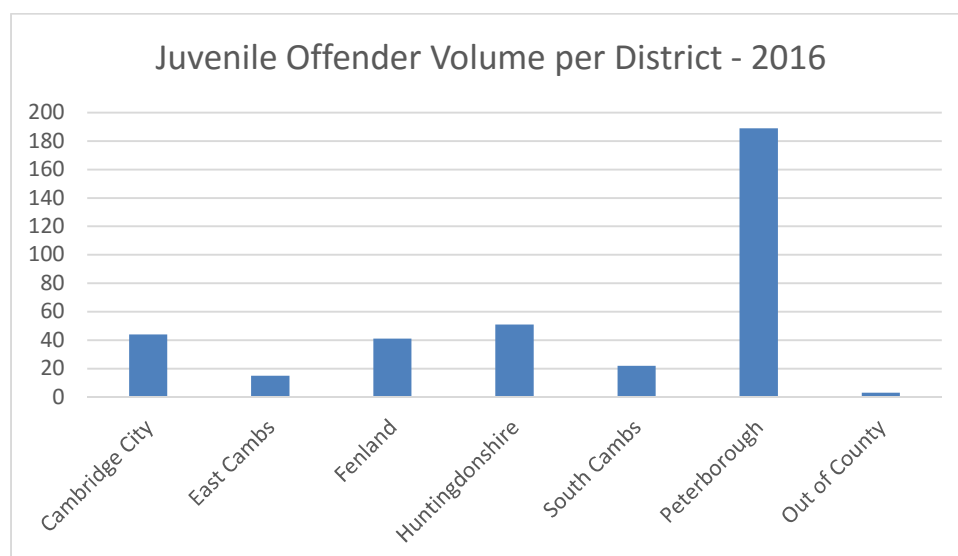
The profile of young offenders in Cambridgeshire and Peterborough

Using data provided by the Youth Offending Services (YOS) of Cambridgeshire County Council and Peterborough City Council we have put together the following profile of caseloads for 2016. This data will include repeat offenders (i.e. not just FTEs as in the table above).

Table 7: Profile of young offenders on the youth offending service - case outcomes in 2016.

		Peterborough		Cambridgeshire		Total	
Gender	Female	25%	48	14%	25	20%	73
	Male	75%	141	86%	151	80%	292
Age	10		<5		<5		<5
	11		<5		<5		<5
	12		<5		<5		<5
	13	9%	16	6%	10	7%	26
	14	7%	13	11%	20	9%	33
	15	13%	25	14%	25	14%	50
	16	24%	45	29%	51	26%	96
	17	29%	54	36%	63	32%	117
	18	16%	30	2%	<5	9%	34
Ethnicity	White	52%	98	72%	126	62%	224
	White Other	19%	36	17%	30	18%	66
	BAME	18%	33	11%	20	15%	53
	Not stated	11%	21	0%	<5	6%	21
Offence Type	Acquisitive crime	20%	38	22%	38	21%	76
	Criminal damage	9%	17	6%	10	7%	27
	Drug offences	13%	25	6%	11	10%	36
	Fraud and Forgery		<5		<5		<5
	Motoring offence	7%	13	10%	17	8%	30
	Other		<5	3%	6	3%	10
	Public Order Offence	7%	13	6%	10	6%	23
	Sexual Offence	3%	5		<5	2%	9
	Violence against the person	38%	72	44%	78	41%	150
Outcome	Youth Rehabilitation Order	16%	20	20%	36	18%	56
	Referral Order	38%	49	59%	104	50%	153
	Conditional Caution	22%	29		<5	10%	29
	Fine	9%	11	9%	16	9%	27
	Conditional Discharge	5%	6	9%	16	7%	22
	Youth Caution	5%	7		<5	2%	7
	Community Resolution	5%	6		<5	2%	6
	Custody		<5		<5	2%	5

Figure 22: Volume of Juvenile offenders per district in 2016



The key points from the profile are as follows;

- 80 % (292) of young offenders were male and 20 % (73) female, nationally females accounted for 18 % of young people who received a caution or conviction compared with 82 % for males;
- Almost 60 % (213) of young offenders were aged between 16 and 17 years old
- 61.5 % (224) of the young offenders were white, 16 % were white other (66) and 14.5 % were of another ethnic group (53).
- A notable difference is visible between Peterborough and Cambridgeshire with 52 % of Peterborough's young offenders being White compared with 71.5 % of Cambridgeshire's young offenders.
- The most common crime type committed by young people were violent crimes. These made up over 60 % (150) of all offences committed by young people.

Table 8: Offence type trend over time among young offenders

	Acquisitive	Criminal Damage	Drug Offence	Motoring Offence	Other	Public Order Offence	Violence Against the Person
2012	133	42	51	27	25	54	152
2013	129	26	53	27	21	21	117
2014	105	27	27	19	14	23	94
2015	86	27	34	27	10	22	111
2016	76	27	36	30	10	23	150

- A contrast in crime type between Cambridgeshire and Peterborough is most evident in the number of drug offences committed. In Peterborough over 13 % of offences (25) were drug offences compared with just over 6 % (11) in Cambridgeshire.
- The most frequent outcome given is a referral order in both Cambridgeshire and Peterborough. Just over 50 % (153) of all outcomes were referral orders.
- There is a disparity in outcomes in Cambridgeshire and Peterborough with 59% of youth offenders dealt with via a referral order in Cambridgeshire compared with just 38% in Peterborough.
- Peterborough uses a wider variety of options with 8 different outcomes for young offenders compared with 5 different outcomes in Cambridgeshire.

YOUTH OFFENDER NEEDS

Young Offenders are assessed when they come into contact with Youth Offending services in Cambridgeshire and Peterborough. Until this year Cambridgeshire and Peterborough had the same assessment method where a youth offender would be asked a series of questions and scored on their answers. The categories in the figure below are scored on a sliding scale between 0 and 4. 0 is no link to criminal behaviour and 4 indicates the particular category can be directly linked to their offending.

Datasets have been split into Peterborough YOS and Cambridgeshire YOS in order to be able to directly compare asset score assessments from as recently as possible. Cambridgeshire recently moved away from asset scoring their young offenders in 2016 hence having to compare Cambridgeshire 2015 to Peterborough 2016.

85% of young offenders exhibit a thinking and behaviour need

Figures 21 and 22 shows the total score of each youth offender (each offender can score a maximum of 48).

The two datasets below show broadly similar results across the young offenders assessed in both Cambridgeshire and Peterborough. The highest scoring need linked to criminal behaviour is thinking and behaviour, the makeup of this need is mainly scored with 2 and 3. These scores indicate there are many whose thinking and behaviour are leading to potential criminality. The next highest asset scores are lifestyle and family arrangement. The makeup of lifestyle scores shows the majority are scored a 1 or a 2 meaning their lifestyles are not directly causing their criminal behaviour. An example of a score of 3 and 4 can relate to a group of friends that the offending usually takes place with.

Family arrangement scores are split relatively even among the 4 scales with the majority scored a 1 or a 2. There are however a significant number of youth offenders scored a 3 showing issues in the family that are leading to criminal behaviour. For example there might be an older sibling actively encouraging criminal behaviour from the youth offender.

Another need which features prominently is Education Training and Employment (ETE). As with other needs the majority are scored 1 and 2 meaning there is no direct link. It could however be that a youth offender is scoring poorly at school and this could lead to a low self-esteem which in turn could lead to offending. The link is not direct but it can influence a young person's behaviour. Scores of 3 and 4 indicate that the youth offender

commits all their offences on the school premises for example or that they consider school to be a waste of time because their offences might pay more.³¹

Figure 23: Asset Score for assessed Young Offenders Cambridgeshire 2015

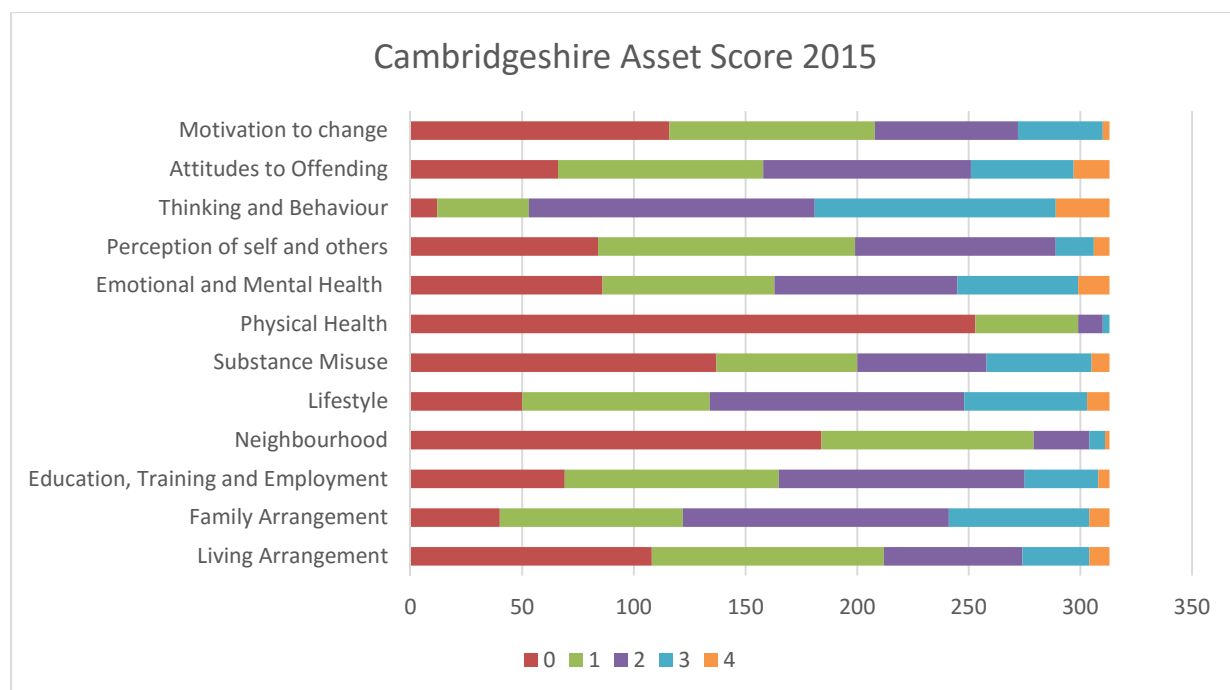
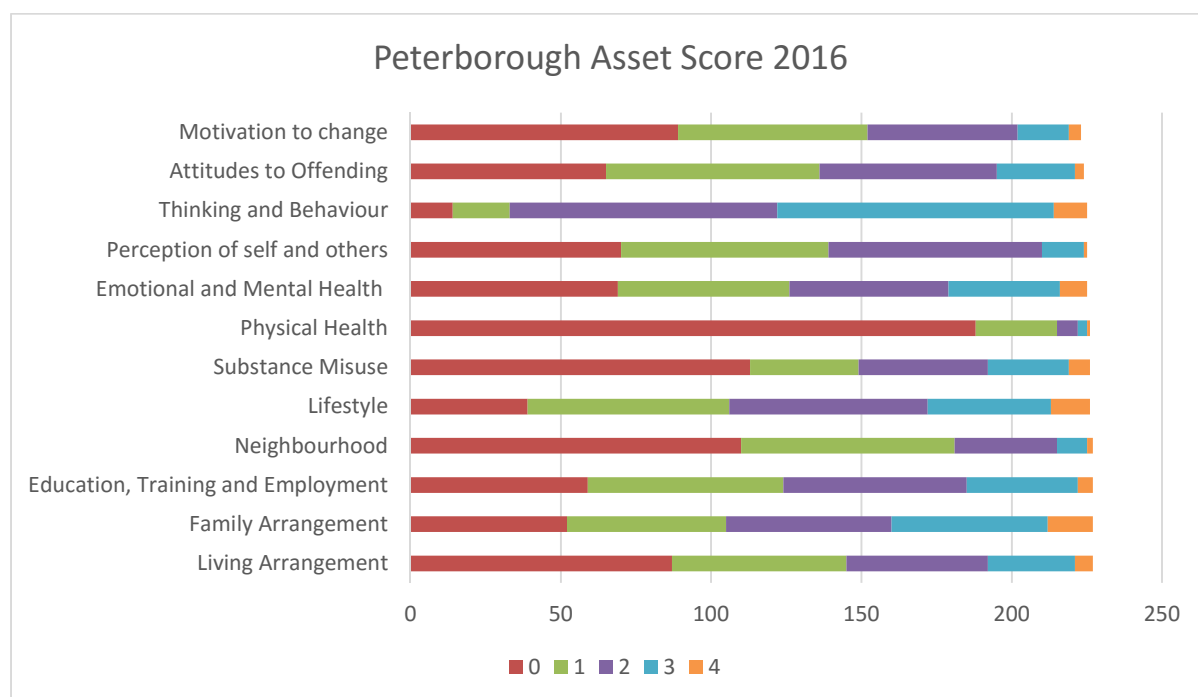


Figure 24: Asset score for assessed Young Offenders Peterborough 2016



³¹ Asset Core Profile Guidance

1.4 CRC COHORT

Analysis of Community Rehabilitation Company (CRC) clients in Cambridgeshire and Peterborough

ANALYSIS OF ADULT OFFENDERS MANAGED BY THE LOCAL CRC

Whilst there are no 'typical offenders' it is possible to identify some key groups within the offending population. This section of the needs assessment considers adult offenders in Cambridgeshire and Peterborough managed by the Bedfordshire, Northamptonshire and Cambridgeshire (BeNCH) CRC which is run by Sodexo.

Offenders are managed for a number of reasons:

- They have been convicted of a crime and the court has given them a community sentence. A community sentence is a punishment that is carried out within the community and can include the offender having to do unpaid work, take a training course to address an aspect of their behaviour or perhaps have some restrictions on them such as a curfew.
- An offender has been released from prison 'on licence'. Being on licence means that they are serving part of their sentence in the community and are subject to certain terms and conditions which if breached would mean that they would have to return to prison.

The information in the following section is based on data from the Offender Assessment System (OASys) database and is based upon the details of clients who were on the caseload of the CRC in February 2017, a total of 2162 people.

Each offender supervised by the CRC is subject an assessment of the risk they pose to others and themselves, this also includes contributing factors to their offending. The Offender Assessment System (OASys) provides an assessment against eight criminogenic need factors and an additional two contributing factors to offending. The criminogenic needs are identified where the offender manager states that the need is directly linked to offending behaviour. These are featured in the analysis.

Note on Key findings:

Any comparisons with the last analysis on offenders must take into consideration that an 'additional' group – i.e. those sentenced to less than 12 months were not within the previous cohort and any differences might be explained purely by that difference. In the absence of a complete explanation of changes over time caution should be taken with any comparison.

General demography

- 86% of offenders are male; - a reduction of 4% from the previous offender needs assessment in 2013.
- 24% (500) are 25 or under;
- 60% are White British;

Significant variations amongst Peterborough and the Cambridgeshire districts are outlined below, however differences between districts will be impacted by the local demographic profile:

- Peterborough and Fenland have significantly less White British offenders than other districts with 51% and 58% compared with 71% in Huntingdonshire and 72% in East Cambs. There are more White Other Offenders in Fenland and Peterborough than other districts with 28% and 21% compared with 7% in Cambridge and 6% in East Cambs.

- Peterborough and Cambridge City have the most diverse set of offenders with a higher proportion of mixed ethnicity, Asian or Asian British and White Other than other districts.
- It is worth noting the population demographic in order to more accurately compare the offender demographic in each district. The full ethnicity breakdown can be seen in Appendix 2, table 46.
- For example Peterborough's population demographic is also the most diverse with 82.5 % White British, 2.3 % Black or Black British and 11.7 % Asian or Asian British.
- East Cambs and Cambridge City have a larger proportion of female offenders than other districts with 16% compared with the next highest percentage of 14% in Fenland and lows of 12% in South Cambs and Huntingdonshire.

There is a significant gap in the data for many offenders with almost 25% of offenders not having any geographic data assigned to them.

Figure 25 –Rate of Offenders under CRC Supervision per 1000 Population

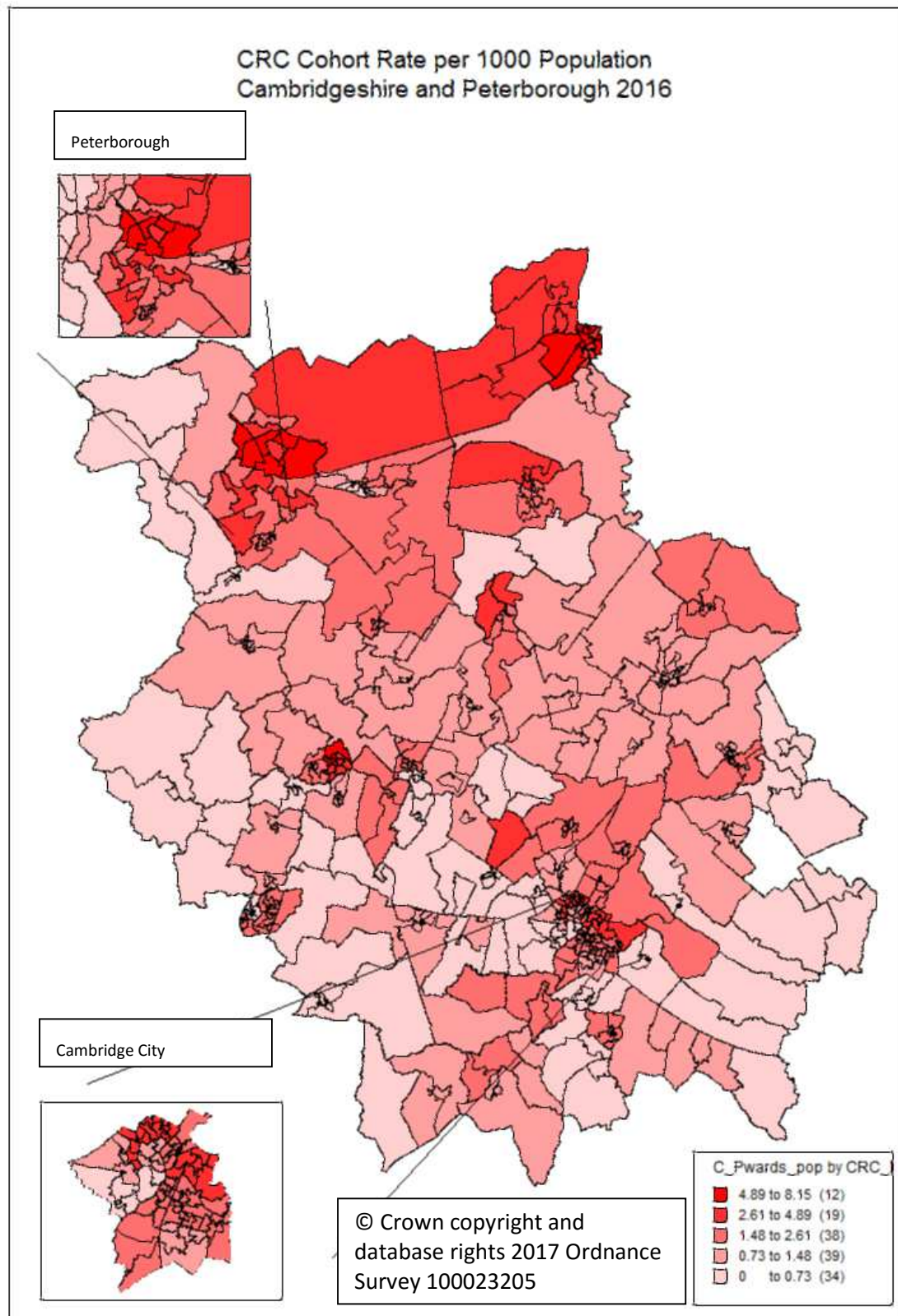


Figure 26 ; Proportion of white offenders relative to proportion of white general population

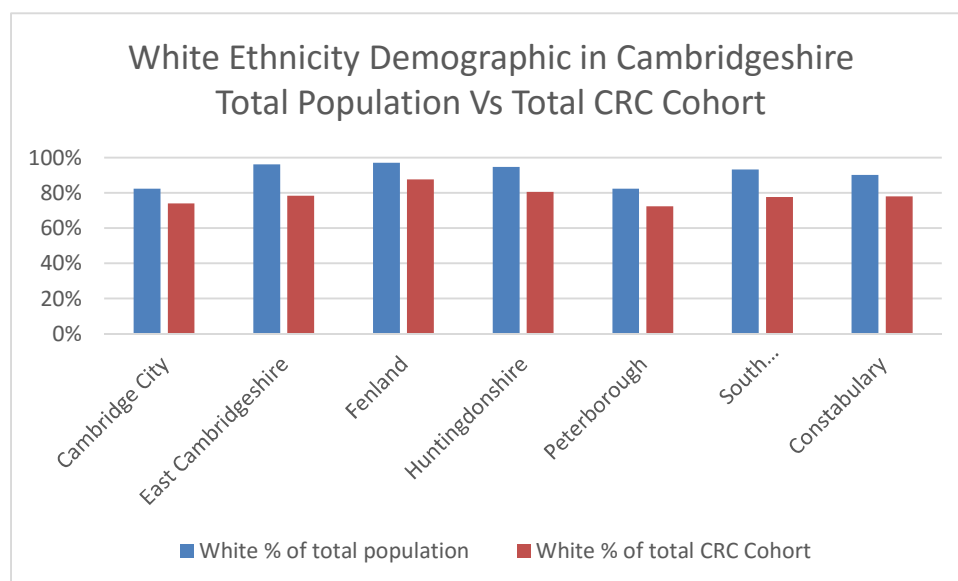
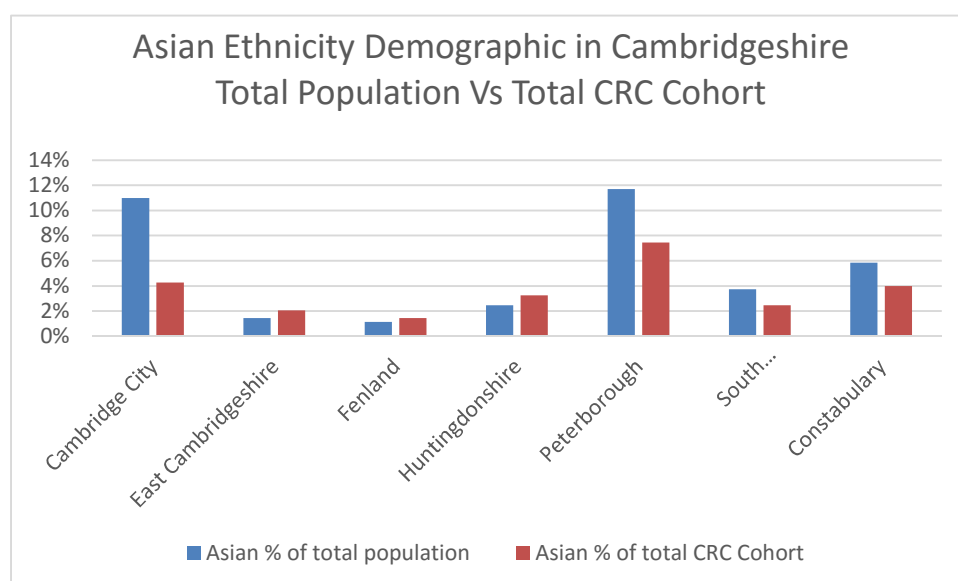


Figure 27; Proportion of Asian offenders relative to proportion of Asian general population



The above images display the Asian and White ethnic makeup in both the CRC Cohort alongside the total Asian and white population so that the makeup of ethnicity among offenders is not viewed in isolation. For example the percentage of offenders in Peterborough that are Asian (7.6%) seems disproportionately high in comparison to other districts when in actual fact the amount of offenders that are Asian in Peterborough is disproportionately low in comparison with the total Asian population in Peterborough (12%).

Table 9; Profile summary of CRC Cohort

		Cambridgeshire	Cambridge City	East Cambridgeshire	Fenland	Huntingdonshire	South Cambridgeshire	Peterborough	No Geographic Data
	Number of Offenders	1766	257	97	275	278	162	697	396
Gender	Male	86%	84%	84%	86%	88%	88%	87%	87%
	Female	14%	16%	16%	14%	12%	12%	13%	13%
Age	Under 21	10%	13%	7%	11%	9%	9%	9%	6%
	22-25	14%	16%	12%	15%	16%	14%	12%	14%
	26-30	20%	22%	16%	18%	18%	18%	21%	21%
	31-35	18%	14%	14%	17%	17%	13%	21%	19%
	36-40	13%	13%	15%	12%	13%	14%	13%	15%
	41-50	18%	15%	23%	19%	18%	25%	17%	17%
	51-60	6%	6%	10%	6%	8%	4%	6%	5%
	61 or older								
Ethnicity	Not known								
	White British	60%	65%	71%	58%	72%	68%	51%	70%
	White: Other inc Irish	16%	7%	6%	28%	8%	8%	21%	12%
	Black or Black British	4%	7%						
	Mixed	2%							
	Asian or Asian British	5%						7%	
	Other inc Gypsy or Irish traveller	1%							
Status	Refusal and Unknown	12%	11%	16%	10%	12%	14%	12%	8%
	Community Order	70%	74%	80%	73%	70%	75%	65%	45%
	Post release	16%	16%	12%	15%	17%	12%	18%	33%
	Pre-release	11%	7%	5%	11%	12%	10%	13%	15%
Tier	Terminated								8%
	1= Low risk	41%	32%	39%	49%	42%	42%	42%	27%
	2	59%	68%	61%	51%	58%	58%	58%	73%
OGSR	Low <25	29%	19%	36%	32%	30%	28%	29%	19%
	Medium 25-40	12%	16%	24%	19%	20%	23%	17%	11%
	High 41-79	42%	51%	33%	41%	40%	38%	42%	51%
	Very High 80+	5%	11%	7%	7%	7%	7%		
	Blank						6%		
Crime Type	Acquisitive	25%	27%	24%	23%	22%	25%	26%	37%
	Drugs	9%	11%	7%	8%	10%	7%	8%	7%
	Motoring	15%	5%	12%	21%	14%	11%	18%	6%
	Other	16%	19%	13%	12%	19%	16%	16%	16%
	Robbery								
	Sexual								
	Violence	35%	37%	42%	36%	35%	40%	30%	34%
Pathways	Accommodation	17%	20%	9%	13%	16%	16%	18%	37%

Education Training and Employment	23%	21%	19%	25%	16%	20%	27%	33%
Relationships	42%	43%	42%	38%	41%	43%	44%	61%
Lifestyles	33%	37%	32%	28%	30%	30%	36%	60%
Drugs	22%	29%	17%	16%	21%	21%	23%	47%
Alcohol	29%	28%	28%	29%	29%	28%	29%	42%
Thinking and Behaviour	88%	84%	92%	91%	87%	85%	90%	91%
Attitudes to offending	64%	62%	63%	70%	54%	61%	67%	63%
Finance	23%	29%	17%	16%	22%	21%	26%	46%
Emotional	28%	35%	27%	27%	26%	30%	26%	37%

Tier of offenders

The 'tier' of the offenders is an indication of the level of seriousness of their offending behaviour.

Table 10: Explanation of the tiered approach to offender management

Tier	Offender Profile
1	<ul style="list-style-type: none"> • Medium or low risk of harm cases • Low likelihood of re-offending cases • Low intervention cases requiring monitoring of risk factors only • Compliant offenders who are reasonably well motivated to complete the sentence • Cases in which punishment is or has become the main objective
2	<ul style="list-style-type: none"> • Rehabilitation cases in which the focus of work is on the offender's situation • Rehabilitation cases with less complex intervention plans • Rehabilitation cases where the main change work has been completed • Reasonably motivated, reasonably compliant offenders • Medium or low risk of harm • Resettlement/re-integration cases where practical help is the intervention approach

Adapted from the NOMS offender management model

All BeNCH CRC offenders are rated as Tier 1 or 2 offenders because of the restructure in probation services in 2015. Local CRC's now only manage Tier 1 or Tier 2 offenders as the more serious risk offenders are managed by the National Probation Service.

Offender Group Reconviction Scale (OGRS3)

The Offender Group Reconviction Scale (OGRS 3rd version) is a predictor of re-offending based on static risks such as age, gender and criminal history. The scale has been used for some time by probation services to assess how likely offenders are to re-offend. Within our sample 47 % (1766) of the offenders had a high or very high rating on the scale. This contrasts with the previous needs assessment when only 20 % were deemed a high or very high risk of re-offending. This could be because the cohort has changed from more serious

offenders to lower risk offenders who are more likely to repeat offend with less serious offences.

Offending Pathways

The data in this section is from OASys that identifies and classifies offending related needs, such as accommodation and poor literacy. Tackling these specific needs can reduce the probability of re-offending. There are ten 'pathways' assessed within OASys which help to identify these specific offending related factors;

The pathways are listed below from most common to least common among the CRC caseload that we have geographical data for in Cambridgeshire and Peterborough as a whole:

- Thinking and Behaviour (89 %):** this section assesses the offender's application of reasoning, especially to social problems. Research indicates that offenders tend not to think things through, plan or consider consequences of their behaviour and do not see things from other people's perspectives. Those with a number of such 'cognitive deficits' will be more likely to re-offend.
- **Attitudes (64 %):** this section considers the offender's attitude towards their offending and towards supervision. A growing body of research demonstrates that pro-criminal attitudes are predictive of reconviction. Addressing attitudes can reduce the likelihood of reconviction.
- **Relationships (46 %):** - this section assesses whether the offender's satisfaction with their relationships and their stability relate to their offending behaviour.
- **Lifestyle and Associates (38 %):** - this section examines aspects of the offender's current lifestyle. A clear link exists between how offenders spend their time, with whom they mix and likelihood of reconviction.
- **Alcohol Misuse (31 %):** this section considers whether alcohol misuse is a significant factor in previous or current offending. This is often linked with risk of harm.
- **Emotional Wellbeing (30 %):** this section examines the extent to which emotional problems interfere with the offender's functioning or create risk of harm to themselves or others. Mental health problems such as anxiety and depression relate to offending for certain groups.
- **Financial Management and Income (28 %):** this section deals with income, which directly relates to reoffending. It looks at how income is managed and the general ability to cope.
- **Drug Misuse (27 %):** this section identifies the extent and type of drug misuse and its effects on an offender's life. Research consistently links misuse of drugs with re-offending.
- **Education, Training and Employability (25 %):** research demonstrates that offenders are generally less well educated and trained than other groups in society. They are more likely to be unemployed, have a poor history of employment and express a dislike to the work ethic.
- **Accommodation (20 %):** this section looks at whether accommodation is available, the quality of accommodation and whether the location encourages reoffending or creates a risk of harm.

The 2016 CRC offender pathways reflects a difference from the Probation Service offender pathways results seen in the last Offender Needs Assessment in 2013. In general the issues experienced by CRC clients that have led to offending across the 10 key categories are less prevalent than the total probation cohort analysed in 2013. For example in 2013 we reported in the Victim and Offender Joint Strategic Needs Assessment that 43%

of offenders supervised had issues related to alcohol misuse that could be linked to their behaviour. In 2016 the same assessment shows a reduction of 11% to only 31% of offenders having alcohol related issues that lead to offending. Reductions can also be seen in the following categories; Relationships, Lifestyles and Associates, Emotional Wellbeing, Financial Management and Income, Drug Misuse, Accommodation and Education, Training and Employability. The most notable reduction was in Lifestyles and Associates from 62% in 2013 to 38% in 2016.

Two pathways to offending rose in prevalence among offenders. Thinking and Behaviour, previously 82% in 2013 rose to 89% in 2016 and Attitudes to Offending rose from 53% to 64%.

This drop in needs across the CRC pool of offenders could be explained by the change in probation services in 2015 and the tier of offenders managed by each service.

Offenders are assigned Tiers based on their risk to the public by the National Probation Service when they are sentenced in court. Tier 1 is the lowest risk to the public and Tier 4 is the highest risk. The current cohort managed under the BeNCH CRC are Tier 1 and Tier 2 offenders and now include offenders given sentences under 12 months including suspended sentences and community orders. Prior to 2015 the Probation service managed Tier 2 and 3 offenders with Tier 4 offenders managed by the National Probation Service.

This change has meant the CRC's manage a lower risk offender than the previous Probation service. This could account for the general reduction of need present in the offender pathways assessment.

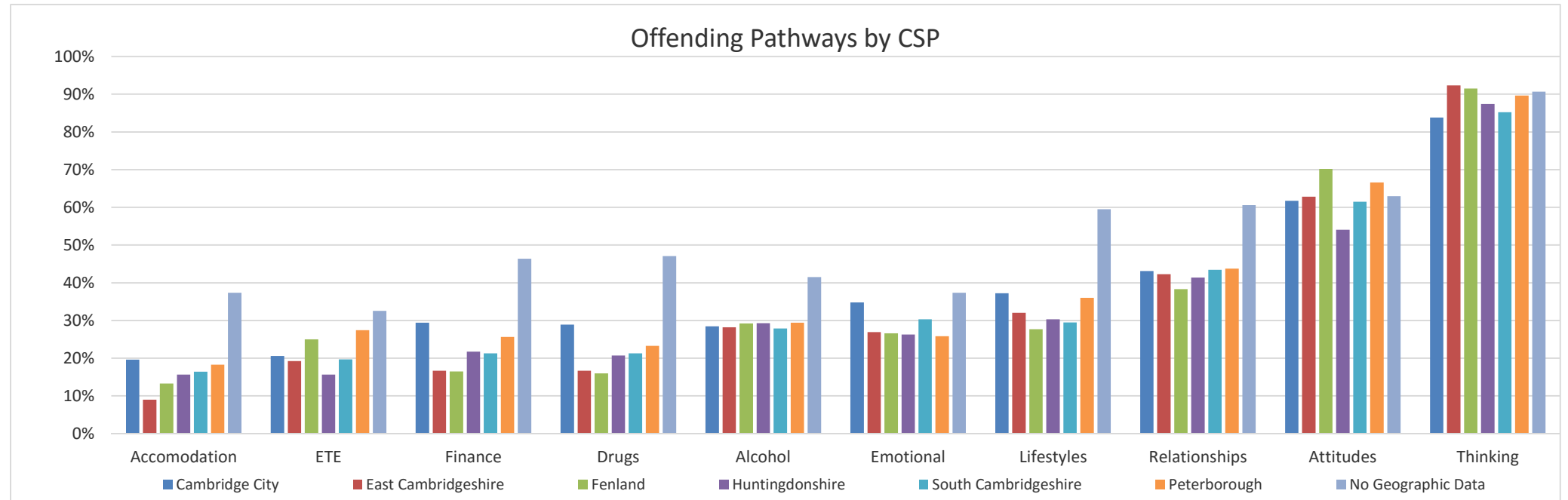
There are still however some considerable variances in profile between the different council districts in Cambridgeshire and Peterborough. Cambridge City as a whole has a different profile to other community safety partnerships with generally higher proportions of issues, particularly drug, accommodation and financial issues.

Accommodation and financial issues could be attributed to local house prices. Cambridge ranks as the 4th most expensive place to live in the UK as measured by Lloyd's bank in terms of house prices versus earnings. The average house in Cambridge costs 10.3 times average earnings³². This could affect both an individual's ability to find and the council's ability to provide accommodation.

With regard to the higher levels of drug misuse, this could be attributed to the presence of a substantial 'street-life' community within the city. The variation between each of the community safety partnerships are shown graphically overleaf in Figure 26.

³² Lloyds Bank. (2017). *Home affordability in cities at its worst since 2008*. Available: <http://www.lloydsbankinggroup.com/globalassets/documents/media/press-releases/lloyds-bank/2017/250217-affordable-cities.pdf>. Last accessed 31/07/2017.

Figure 28: Needs linked to criminal behaviour among CRC Cohort per district



		Cambridge City	East Cambridgeshire	Fenland	Huntingdonshire	South Cambridgeshire	Peterborough	No Geographic Data
	Total OASYS assessments completed	204	78	188	198	122	503	289
Pathways	Accommodation	40	7	25	31	20	92	108
	Education Training and Employment	42	15	47	31	24	138	94
	Relationships	88	33	72	82	53	220	175
	Lifestyles	76	25	52	60	36	181	172
	Drugs	59	13	30	41	26	117	136
	Alcohol	58	22	55	58	34	148	120
	Thinking and Behaviour	171	72	172	173	104	451	262
	Attitudes to offending	126	49	132	107	75	335	182

	Finance	60	13	31	43	26	129	134
	Emotional	71	21	50	52	37	130	108

Further analysis was carried out of the variation of the need pathways depending on the age / sex / ethnicity of CRC probation clients.

Table 11; OASys Need Level linked to behaviour among sub-groups

Pathways	Women	Under 25s	BAME	White Other	White British
Total OASys assessments completed	185	294	150	190	800
Accommodation	16%	12%	16%	11%	19%
Education Training and Employment	26%	24%	24%	24%	22%
Relationships	43%	34%	37%	28%	48%
Lifestyles	32%	30%	34%	22%	36%
Drugs	19%	21%	23%	7%	27%
Alcohol	28%	20%	21%	30%	32%
Thinking and Behaviour	94%	86%	87%	93%	87%
Attitudes to offending	61%	65%	67%	75%	61%
Finance	34%	20%	25%	13%	26%
Emotional	42%	20%	20%	8%	35%

The main findings were;

- Women generally have a high level of need linked to offending - in particular 1 in 3 women have a financial issue that is linked to their offending (higher than any other sub group), 42 % of women have an emotional pathway and 42 % have a relationship pathway.
- The youngest cohort of offenders, 21 and under had a lower level of need than most sub groups, particularly in relation to accommodation, this could be because many still live in the parental home.
- Analysis of individual ethnicities proved inconclusive.
- Out of County offenders generally have a higher need than most other subgroups of offenders, particularly accommodation needs (37 %), finance (46 %), drugs (47 %) and alcohol (41 %).

To trigger an offending pathway as described above, an offender must meet a certain threshold in each category when assessed by the CRC. For example an offender can have issues with reading and writing but not trigger the threshold for their offending to be linked to education, training and employment issues. There may be an educational, training and employment need but it is not addressed because it is not thought to be linked to the person's offending.

For this reason we have also analysed individual questions within the OASys's assessment to see where offenders have issues which might not necessarily trigger any intervention. This is shown overleaf.

Table 12; OASys questions by offender subgroup

		All	Females	Under 25s	BAME	White Other	White British
Question							
No fixed abode		895	133	238	126	116	811
	No Problem	88%	89%	83%	82%	91%	82%
	Significant problems	12%	11%	17%	18%	9%	18%
Unemployed		893	108	238	130	115	798
	No	47%	31%	42%	37%	63%	42%
	Not available for work	16%	19%	9%	13%	8%	17%
	Yes	37%	50%	48%	52%	28%	39%
Reading problems		1293	185	171	150	190	1017
	Yes	8%	5%	19%	9%	6%	10%
Writing problems		1293	185	171	150	190	1017
	Yes	8%	4%	19%	9%	5%	10%
Learning difficulties		811	128	217	114	103	742
	No Problem	92%	95%	88%	95%	95%	91%
	Some Problems	7%	5%	10%	5%	5%	8%
	Significant Problems	0%	0%	2%	0%	0%	1%
Current drug		520	62	164	86	36	555
	No Problem	76%	69%	87%	73%	83%	74%
	Significant Problems	24%	44%	15%	37%	20%	34%
Binge drinking excessively		889	134	235	128	116	805
	No Problem	61%	60%	65%	73%	48%	61%
	Some problems	20%	16%	22%	13%	32%	19%
	Significant Problems	18%	25%	13%	13%	20%	21%
Self-harm, attempted suicide, suicidal thoughts		909	135	241	133	118	819
	No Problem	73%	56%	78%	80%	92%	68%
	Significant problems	36%	44%	22%	24%	9%	32%
Impulsivity		908	135	241	133	118	819
	No Problems	33%	39%	33%	31%	33%	31%
	Some Problems	50%	45%	50%	49%	55%	49%
	Significant Problems	17%	16%	17%	20%	12%	21%
Aggressive Behaviour		871	135	230	119	114	792
	No Problems	42%	64%	43%	37%	41%	41%
	Some Problems	38%	24%	41%	43%	42%	40%
	Significant Problems	17%	12%	16%	20%	17%	19%

The results show that despite high numbers of certain issues being highlighted, it does not always correlate with the pathways results. For example 52 % of White Other have “some” or “significant” problems with binge drinking excessively compared with 30 % of White Others having an alcohol related issue that is linked to their offending. Another example is 17 % of under 25s have significant problems with accommodation but only 12 % trigger the threshold for an accommodation pathway.

These examples highlight how certain issues may be present within our offender cohort that are not being addressed because they are not directly linked to their offending. The problems could persist over a long period of time but will not be addressed if the threshold is not triggered in the OASys assessment. This is an area where the needs of offenders could be more effectively addressed.

Offence Type

Table 13: Offence type by offender sub group.

NOMS Offence Cat	All offenders	Females	Under 25s	BAME	White Other	White British
Acquisitive	27%	40%	25%	18%	28%	28%
Drugs	8%	9%	11%	13%	3%	8%
Motoring	13%	11%	13%	12%	27%	11%
Other	16%	16%	15%	19%	10%	17%
Robbery	0%	0%	1%	1%	0%	0%
Sexual	0%	0%	1%	0%	0%	0%
Violence	34%	24%	35%	36%	32%	36%
<i>Grand Total</i>	<i>2162</i>	<i>291</i>	<i>500</i>	<i>234</i>	<i>351</i>	<i>1338</i>

The results above show a marked difference in offence type between the different sub groups of offenders. Females as expected differs the most. For example acquisitive crime accounts for 40 % of offences among female CRC offenders compared to less than 30 % in all other offender sub groups. Another example are drug offences – among the White Other cohort only 3 % have committed a drug offence compared with 13 % of the Black, Asian and Minority Ethnic group. The common theme among all sub groups are the high numbers of acquisitive offences and violence offences. Across all subgroups of BeNCH CRC offenders these are the two most prevalent offence types.

Pathways – Offence Type

The tables shows (overleaf) the need pathway by the type of offence committed by the CRC offender. Acquisitive and Violent crime has been chosen as the two key offence types to focus on. This is useful for tackling those particular crimes as specific services could be better resourced to reduce re-offending in those areas.

Key findings:

- 59% of offenders committing acquisitive crime have a financial need pathway with women in particular (64%) having a need compared with 14% of offenders committing violent offences
- Similarly acquisitive crime offenders are more likely to have a ETE need (47%) than those offenders committing violent offences (12%).
- Alcohol pathways linked to offending are higher among violent offenders with 44% of the CRC Cohort displaying the pathway compared with 21% of offenders committing acquisitive crimes.
- Drug pathways are more prevalent (39%) among offenders committing acquisitive crimes than offenders committing violent offences (17%).

Table 14: Need Pathways for Offenders committing acquisitive offences

	Total		Men		Women	
Total OASYs assessments completed	392		302		90	
Accommodation	81	21%	70	23%	11	12%
Education Training and Employment	186	47%	143	47%	43	48%
Relationships	230	59%	172	57%	58	64%
Lifestyles	204	52%	165	55%	39	43%
Drugs	151	39%	123	41%	28	31%
Alcohol	81	21%	71	24%	10	11%
Thinking and Behaviour	343	88%	261	86%	82	91%
Attitudes to offending	273	70%	219	73%	54	60%
Finance	230	59%	172	57%	58	64%
Emotional	97	25%	65	22%	32	36%

Table 15: Need Pathways for Offenders committing violent offences

	Total		Men		Women	
Total OASYs assessments completed	595		537		57	
Accommodation	167	28%	146	27%	21	37%
Education Training and Employment	72	12%	68	13%	4	7%
Relationships	402	68%	364	68%	38	67%
Lifestyles	182	31%	165	31%	17	30%
Drugs	100	17%	95	18%	5	9%
Alcohol	262	44%	228	42%	34	60%
Thinking and Behaviour	542	91%	487	91%	55	96%
Attitudes to offending	350	59%	321	60%	29	51%
Finance	83	14%	77	14%	6	11%
Emotional	220	37%	181	34%	39	68%

Those who re-offend

For analysis purposes a snap-shot was taken of those within the probation caseload who had re-offended; with the definition of re-offending matching that used by the Ministry of Justice for proven re-offending. The local proven re-offending data measures the reoffending of all offenders on the probation caseload. This includes offenders on licence and serving court orders.³³

The key points from the analysis of adult re-offending are:

- In total 52% of re-offenders are White British – down from 60% among total CRC Cohort
- 8% are White Other – down from 16% of general CRC Caseload.
- A marked difference is in Peterborough where 68% of re-offenders are White British compared with 51% of offenders in the Peterborough general CRC caseload.
- In Fenland there is a reduction in ‘White Other’ offenders from the general CRC caseload from 28% to 25%.
- The most common re-offence generally appeared to be acquisitive crime with 36% across Cambridgeshire. This is an increase from 25% among the general CRC cohort committing acquisitive crimes.
- Acquisitive crime was often the most common crime across the districts. The exceptions are Cambridge City and South Cambs where violent offences are more prevalent with 40% of re-offences being violent crime in Cambridge and 28% in South Cambs.
- When comparing pathways between re-offenders and the general caseload, re-offenders generally have a higher criminogenic need level across all pathways as shown in figure 27. For example 43% of re-offenders have a drug need and 39% have an alcohol need compared with 27% and 31% among the general caseload.
- As with the general caseload finance and accommodation need was particularly prevalent among re-offenders residing in Cambridge City with 49% having a finance need and 33% having an accommodation need. This is an increase from 28% and 20% among the general CRC caseload.
- The drug pathway is also highest in Cambridge in comparison to other districts with 47% of re-offenders indicating the need. The next highest is Huntingdonshire with 41% of re-offenders showing a drug need.

³³ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/611175/guide-to-proven-reoffending-statistics-apr17.pdf

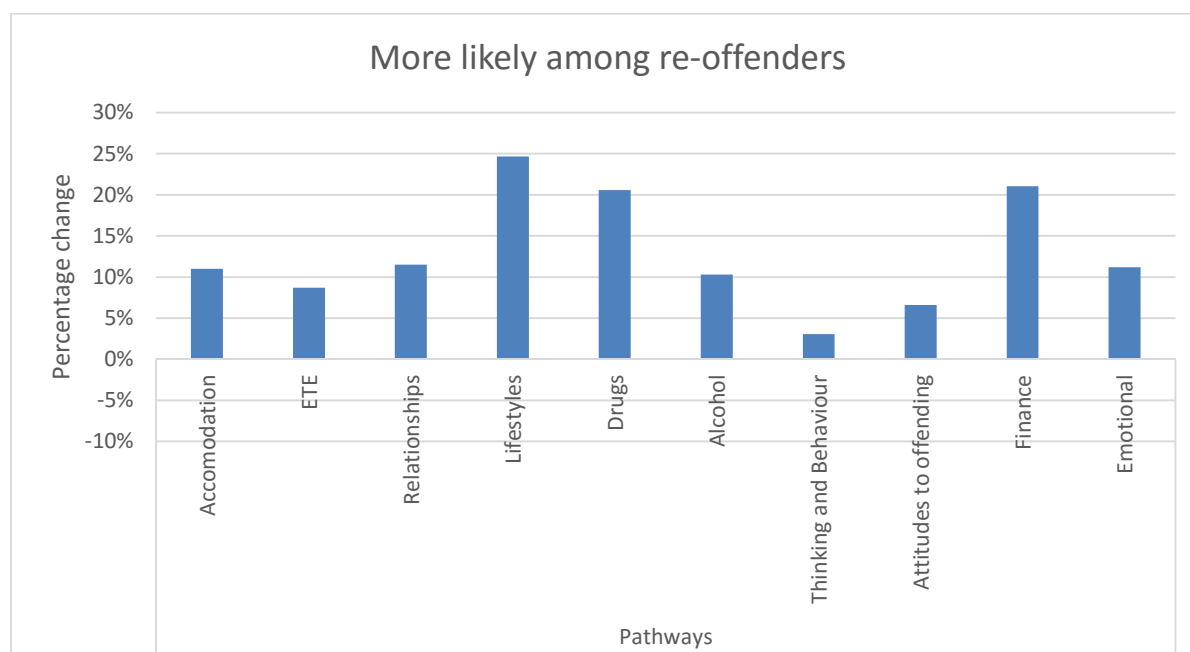
Table 16 – Profile summary among re-offenders within CRC Cohort ³⁴

		Cambridgeshire	Cambridge City	East Cambridgeshire	Fenland	Huntingdonshire	South Cambridgeshire	Peterborough	No Geographic Data
Number of Offenders per District		766	107	20	76	78	47	238	210
Gender	Male	88%	91%	80%	88%	86%	91%	87%	87%
	Female	13%	13%	20%	12%	14%	9%	13%	13%
Age Group	21 or under	7%	14%	0%	12%	5%	9%	9%	7%
	22-25	10%	16%	15%	20%	15%	15%	11%	16%
	26-30	18%	23%	15%	14%	24%	28%	29%	21%
	31-35	14%	13%	35%	20%	18%	13%	21%	20%
	36-40	10%	14%	25%	9%	14%	19%	11%	17%
	41-50	12%	17%	10%	20%	17%	15%	15%	15%
	51-60	2%	1%	0%	5%	6%	2%	3%	2%
Ethnicity	61 or older	1%	2%	0%	0%	0%	0%	1%	0%
	White British	52%	70%	80%	67%	82%	79%	68%	78%
	White: Irish	1%	0%	0%	1%	0%	4%	2%	1%
	White: Other	8%	4%	5%	25%	6%	2%	13%	9%
	Mixed: White & Black Caribbean	1%	4%	0%	0%	0%	0%	1%	2%
	Mixed: White & Black African	0%	0%	0%	0%	0%	2%	0%	0%
	Mixed: White & Asian	0%	0%	0%	0%	0%	0%	0%	0%
	Mixed: Other	0%	2%	0%	0%	0%	0%	0%	1%
	Asian or Asian British: Indian	0%	1%	0%	0%	1%	0%	0%	0%
	Asian or Asian British: Pakistani	2%	0%	0%	0%	1%	0%	5%	0%
	Asian or Asian British: Bangladeshi	1%	3%	0%	1%	0%	0%	0%	0%
	Asian or Asian British: Other	0%	1%	0%	0%	1%	0%	0%	0%
	Black or Black British: Caribbean	1%	3%	0%	0%	0%	2%	3%	1%
	Black or Black British: African	1%	5%	0%	0%	4%	0%	1%	1%
	Black or Black British: Other	1%	2%	5%	0%	0%	0%	1%	0%
	Other Ethnic Group	1%	2%	5%	3%	0%	2%	1%	1%
	Unknown	4%	5%	5%	3%	4%	9%	6%	3%
Offence Type	Acquisitive	36%	34%	35%	33%	24%	26%	36%	43%
	Drugs	6%	10%	15%	4%	9%	4%	6%	3%
	Motoring	10%	4%	5%	25%	10%	15%	11%	6%
	Other	16%	11%	15%	12%	22%	28%	17%	15%
	Robbery	0%	0%	0%	0%	0%	0%	0%	0%

³⁴ Figures have been rounded to nearest whole number.

	Sexual	0%	1%	5%	0%	0%	0%	0%	0%
	Violence	31%	40%	25%	26%	33%	28%	29%	32%
	(blank)	0%	0%	0%	0%	1%	0%	0%	0%
Re-offences	1	51%	53%	35%	58%	58%	62%	53%	40%
	2	23%	20%	35%	25%	21%	19%	23%	24%
	3	12%	12%	20%	11%	13%	9%	11%	14%
	4	7%	8%	5%	7%	5%	9%	5%	9%
	5 or more	14%	15%	10%	7%	9%	11%	12%	21%
Tier	1	28%	21%	21%	30%	39%	28%	28%	32%
	2	73%	79%	70%	61%	72%	72%	69%	80%
OGSR	Low	15%	13%	15%	16%	17%	21%	15%	15%
	Medium	11%	10%	10%	14%	15%	17%	10%	10%
	High	51%	56%	55%	53%	49%	43%	53%	47%
	Very High	23%	21%	20%	17%	19%	19%	22%	29%
	Unknown	7%	8%	0%	4%	6%	11%	6%	9%
Pathways	Accommodation	28%	33%	<5%	18%	24%	18%	23%	40%
	ETE	32%	31%	25%	22%	15%	35%	31%	43%
	Relationships	54%	52%	60%	45%	53%	55%	51%	61%
	Lifestyles	58%	56%	55%	47%	48%	45%	57%	70%
	Drugs	43%	47%	30%	22%	41%	28%	38%	57%
	Alcohol	39%	35%	40%	36%	45%	35%	38%	43%
	Thinking and Behaviour	91%	83%	90%	89%	92%	85%	95%	94%
	Attitudes to offending	70%	68%	75%	64%	67%	73%	72%	72%
	Finance	44%	49%	30%	33%	30%	30%	44%	57%
	Emotional	39%	40%	45%	40%	32%	33%	38%	43%

Figure 29 – Increased likelihood of criminogenic need among re-offenders



CRC re-offenders are 21% more likely to have a financial need associated with their offending behaviour than those in the general CRC Cohort.

The above figure shows the increased prevalence of need type among those offenders that have committed more than once offence. Finance and Lifestyle needs are the need that increase the most among re-offenders with 25% and 21% more likely. This may be because these particular needs reflect a situation that is entrenched in the offender's life outside of prison.

1.5 NATIONAL PROBATION SERVICE

Analysis of National Probation Service (NPS) clients in Cambridgeshire and Peterborough.

ANALYSIS OF ADULT OFFENDERS MANAGED BY THE NPS

This section of the needs assessment focuses on adult offenders that are managed by the National Probation Service. The NPS is a statutory criminal justice service that supervises high risk offenders released into the community. The NPS was set up in conjunction with the creation of CRC's in 2014 before coming operational in 2015.

The NPS has a variety of responsibilities that include;

- preparing pre-sentence reports for courts, to help them select the most appropriate sentence
- managing approved premises for offenders with a residence requirement on their sentence
- assessing offenders in prison to prepare them for release on licence to the community, when they will come under our supervision
- helping all offenders serving sentences in the community to meet the requirements ordered by the courts
- communicating with and prioritising the wellbeing of victims of serious sexual and violent offences, when the offender has received a prison sentence of 12 months or more, or is detained as a mental health patient³⁵

This section analyses OASys data as with the CRC Cohort. The data provided details the clients supervised by the NPS in Cambridgeshire as of February 2017.

As with the CRC Cohort NPS Clients are assessed using the OASys tool. The Offender Assessment System (OASys) provides an assessment against eight criminogenic need factors and an additional two contributing factors to offending.

Note on Key Findings:

Any comparisons with the last analysis on offenders within probation services must take into consideration that this particular cohort are the most high risk offenders that have committed the most serious offences. Less high risk offenders that have committed less serious crimes are now included within the CRC Cohort. In the absence of a complete explanation of changes over time caution should be taken with any comparison.

General demography

- 96% of NPS Clients are male
- 75% are White British with 10% White Other
- Two largest age groups are 31-35 and 41-50 with 17%

Significant variations amongst Peterborough and the Cambridgeshire districts are outlined below, however differences between districts will be impacted by the local demographic profile:

³⁵ <https://www.gov.uk/government/organisations/national-probation-service/about>

- Peterborough and East Cambs have a contrasting ethnicity of offenders. 71% of offenders in Peterborough are White British compared with 90% in East Cambs
- As with the CRC Cohort the most diverse set of offenders belong to Cambridge City and Peterborough with higher proportions of Black, Asian and Minority Ethnic.
- It is worth noting the population demographic in order to more accurately compare the offender demographic in each district. This can be viewed in Appendix 2, Table 43.
- For example Peterborough's population is more diverse than other districts with 82.5% of the total population being White British.

Table 17; Profile summary of NPS Cohort

		Constabulary	Cambridge	East Cambs	Fenland	Hunts	South Cambs	Peterborough	Out of County	No Geographic Data
Number of Offenders Per District	Number of Offenders	1448	85	39	90	140	60	331	372	283
Gender	Male	96%	99%	95%	97%	96%	97%	95%	98%	94%
	Female	4%	1%	5%	3%	4%	3%	5%	2%	6%
Age Group	21 and under	7%	8%	8%	1%	7%	8%	8%	7%	6%
	22-25	14%	16%	8%	18%	12%	13%	14%	11%	15%
	26-30	15%	18%	18%	17%	14%	18%	13%	14%	13%
	31-35	17%	15%	18%	16%	19%	25%	16%	15%	18%
	36-40	10%	7%	10%	8%	10%	3%	14%	10%	10%
	41-50	17%	14%	15%	16%	18%	17%	16%	18%	17%
	51-60	15%	16%	10%	20%	11%	13%	15%	15%	12%
	61 or older	7%	5%	13%	6%	9%	2%	5%	10%	5%
	Not known	0%	0%	0%	0%	0%	0%	0%	0%	4%
Ethnicity	White British	75%	77%	90%	76%	87%	75%	71%	80%	73%
	White: Other inc Irish	10%	7%	5%	16%	4%	10%	9%	8%	13%
	Black or Black British	4%	6%	0%	2%	3%	5%	6%	4%	4%
	Mixed	1%	2%	0%	0%	1%	3%	2%	1%	2%
	Asian or Asian British	4%	5%	0%	0%	2%	0%	8%	4%	2%
	Other, Gypsy or Irish traveller	2%	0%	3%	7%	1%	5%	4%	3%	2%
	Refusal and Unknown	0%	2%	3%	0%	1%	2%	0%	1%	2%
Order Category	Community Order	20%	31%	44%	28%	20%	40%	24%	11%	13%
	Post release	28%	47%	21%	41%	36%	37%	37%	19%	17%
	Pre-release	53%	22%	36%	31%	44%	23%	38%	70%	71%
	Terminated	0%	0%	0%	0%	0%	0%	0%	0%	0%
OGSR 3	Low <25	27%	35%	41%	43%	46%	37%	30%	48%	27%
	Medium 25-40	11%	8%	21%	14%	15%	13%	14%	14%	10%
	High 41-79	32%	38%	18%	30%	31%	35%	42%	30%	37%
	Very High 80+	11%	19%	21%	6%	6%	15%	10%	7%	15%
	Blank	18%	0%	13%	0%	0%	0%	0%	0%	0%
Offence category	Acquisitive	6%	8%	13%	8%	1%	3%	7%	3%	8%
	Drugs	2%	7%	3%	1%	0%	3%	2%	1%	1%

	Motoring	3%	2%	8%	7%	3%	3%	2%	2%	1%
	Other	10%	8%	15%	6%	4%	7%	15%	7%	11%
	Robbery	8%	12%	3%	7%	4%	7%	8%	5%	12%
	Sexual	30%	34%	26%	32%	49%	30%	23%	35%	31%
	Violence	41%	28%	33%	40%	39%	47%	43%	46%	35%
	Blank	0%	0%	0%	0%	0%	0%	0%	0%	0%
Pathways	Accommodation	38%	39%	33%	17%	29%	26%	42%	36%	46%
	ETE	24%	27%	19%	23%	20%	22%	23%	21%	31%
	Finance	36%	37%	22%	35%	20%	30%	33%	32%	51%
	Relationships	69%	79%	56%	64%	72%	57%	69%	71%	69%
	Lifestyles	79%	79%	70%	70%	78%	52%	81%	79%	86%
	Drugs	56%	56%	63%	54%	54%	76%	36%	54%	42%
	Alcohol	50%	56%	44%	36%	51%	50%	48%	51%	53%
	Emotional	47%	49%	41%	42%	44%	59%	44%	50%	48%
	Thinking and Behaviour	97%	94%	100%	97%	93%	94%	97%	96%	99%
	Attitudes to offending	71%	71%	37%	65%	64%	63%	75%	68%	78%
Disability	Yes	31%	41%	41%	31%	30%	33%	36%	27%	27%
	No	68%	56%	56%	69%	70%	65%	64%	73%	70%
	Unknown	1%	2%	3%	0%	0%	2%	0%	1%	2%
Mental Health	Yes	15%	18%	13%	14%	13%	10%	20%	12%	15%

The data in this section is from OASys that identifies and classifies offending related needs, such as accommodation and poor literacy. Tackling these specific needs can reduce the probability of re-offending. There are ten 'pathways' assessed within OASys which help to identify these specific offending related factors;

As with the CRC Cohort the pathways are listed below from most common to least common among the NPS caseload that we have geographical data for in Cambridgeshire and Peterborough as a whole:

Thinking and Behaviour (97 %): this section assesses the offender's application of reasoning, especially to social problems. Research indicates that offenders tend not to think things through, plan or consider consequences of their behaviour and do not see things from other people's perspectives. Those with a number of such 'cognitive deficits' will be more likely to re-offend.

- **Attitudes (71 %):** this section considers the offender's attitude towards their offending and towards supervision. A growing body of research demonstrates that pro-criminal attitudes are predictive of reconviction. Addressing attitudes can reduce the likelihood of reconviction.

- **Lifestyle and Associates (79 %):** - this section examines aspects of the offender's current lifestyle. A clear link exists between how offenders spend their time, with whom they mix and likelihood of reconviction.

- **Relationships (69 %):** - this section assesses whether the offender's satisfaction with their relationships and their stability relate to their offending behaviour.

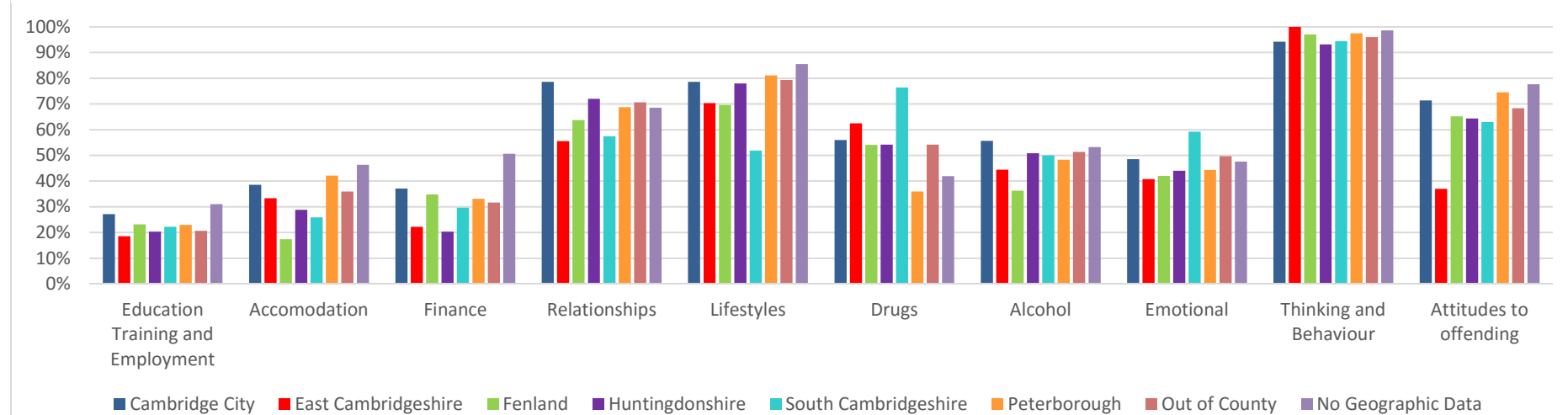
- **Drug Misuse (56 %):** this section identifies the extent and type of drug misuse and its effects on an offender's life. Research consistently links misuse of drugs with re-offending.
- **Alcohol Misuse (50 %):** this section considers whether alcohol misuse is a significant factor in previous or current offending. This is often linked with risk of harm.
- **Emotional Wellbeing (47 %):** this section examines the extent to which emotional problems interfere with the offender's functioning or create risk of harm to themselves or others. Mental health problems such as anxiety and depression relate to offending for certain groups.
- **Accommodation (38 %):** this section looks at whether accommodation is available, the quality of accommodation and whether the location encourages reoffending or creates a risk of harm.
- **Financial Management and Income (36 %):** this section deals with income, which directly relates to reoffending. It looks at how income is managed and the general ability to cope.
- **Education, Training and Employability (24 %):** research demonstrates that offenders are generally less well educated and trained than other groups in society. They are more likely to be unemployed, have a poor history of employment and express a dislike to the work ethic.

The prevalence of need pathway differs from the CRC Cohort. The key differences are;

- The general level of need is far higher among the NPS Cohort across all the need pathways
- Lifestyles and associates among NPS Clients is 79% compared with 33% among CRC Clients
- The drug pathway among NPS Clients is considerably more prevalent appearing as the 5th most common need (56%) compared with the 9th most common among CRC Cohort (22%).
- Need levels vary amongst the cohorts, for NPS clients the smallest proportion was 24% (for ETE) compared to 16% (for accommodation) in CRC cohort. This indicates an overall higher level for the NPS cohort.

The explanation for this can largely be put down to the seriousness of offence among the NPS Clients. They are more high risk and so are likely to have led more chaotic lives with greater exposure to exacerbating factors in their lives prior to offending. The level of need by each community safety partnership is shown overleaf.

Figure 30: National Probation Service (NPS Cohort - Needs)



	Cambridge City	East Cambridgeshire	Fenland	Huntingdonshire	South Cambridgeshire	Peterborough	Out of County	No Geographic Data
Total OASys assessments completed	70	27	69	118	54	275	300	229
Accommodation	27	9	12	34	14	116	108	106
Education Training and Employment	19	5	16	24	12	63	62	71
Finance	26	6	24	24	16	91	95	116
Relationships	55	15	44	85	31	189	212	157
Lifestyles	55	19	48	92	28	223	238	196
Drugs	28	10	20	39	26	99	103	96
Alcohol	39	12	25	60	27	133	154	122
Emotional	34	11	29	52	32	122	149	109
Thinking and Behaviour	66	27	67	110	51	268	288	226
Attitudes to offending	50	10	45	76	34	205	205	178

Pathways Offence Type

The tables below show the prevalence of need by the type of offence committed by the NPS Cohort. As with the CRC Cohort we have included violent and acquisitive crime but also displayed is sexual crime as it is the more prevalent among NPS Clients. These tables have not been separated by gender due to the lack of female clients monitored by the NPS.

Table 18; Needs assessed as being linked to criminal behaviour among offenders that have committed a sexual offence

Pathways for Sexual Crime Offenders

Total OASYS assessments completed		302
Accommodation	112	37%
Education Training and Employment	52	17%
Finance	34	11%
Relationships	255	84%
Lifestyles	237	78%
Drugs	32	20%
Alcohol	84	28%
Emotional	136	45%
Thinking and Behaviour	289	96%
Attitudes to offending	199	66%

- Relationships needs score highly among offenders that commit sexual crimes.
- Drugs and alcohol play less of a role with offenders that commit sexual offences
- Relatively low prevalence of need associated with criminal behaviour compared to other offender groups.

Table 19; Needs assessed as being linked to criminal behaviour among offenders that have committed a violent offence

Pathways for Violent Offenders

Total OASYS assessments completed		433
Accommodation	157	57%
Education Training and Employment	90	26%
Finance	164	38%
Relationships	287	66%
Lifestyles	323	75%
Drugs	200	59%
Alcohol	273	63%
Emotional	218	50%
Thinking and Behaviour	423	98%
Attitudes to offending	307	71%

- Alcohol and drug need is prevalent among violent offenders. We know that alcohol is linked to over 40% of all violent crimes so this is expected.
- The accommodation need linked to criminal behaviour is relatively high in comparison with other offender groups with over half presenting a need (57%).

Table 20; Needs assessed as being linked to criminal behaviour among offenders that have committed an acquisitive offence

Pathways for Acquisitive Crime Offenders

Total OASYS assessments completed		60
Accommodation	30	50%
Education Training and Employment	28	47%
Finance	50	83%
Relationships	42	70%
Lifestyles	53	88%
Drugs	39	65%
Alcohol	35	58%
Emotional	34	57%
Thinking and Behaviour	60	100%
Attitudes to offending	50	83%

- The level of need for drugs is high.
- This may explain the very high prevalence of finance need exhibited by NPS Clients.
- ETE need is relatively high too in comparison with violent and sexual crime offenders.
- Worth noting a smaller pool of offenders among NPS Cohort committing acquisitive crimes.

1.6 PRISONS

This section will explore the current status of prisons nationally and locally and provide an overview of the issues that prisoners face.

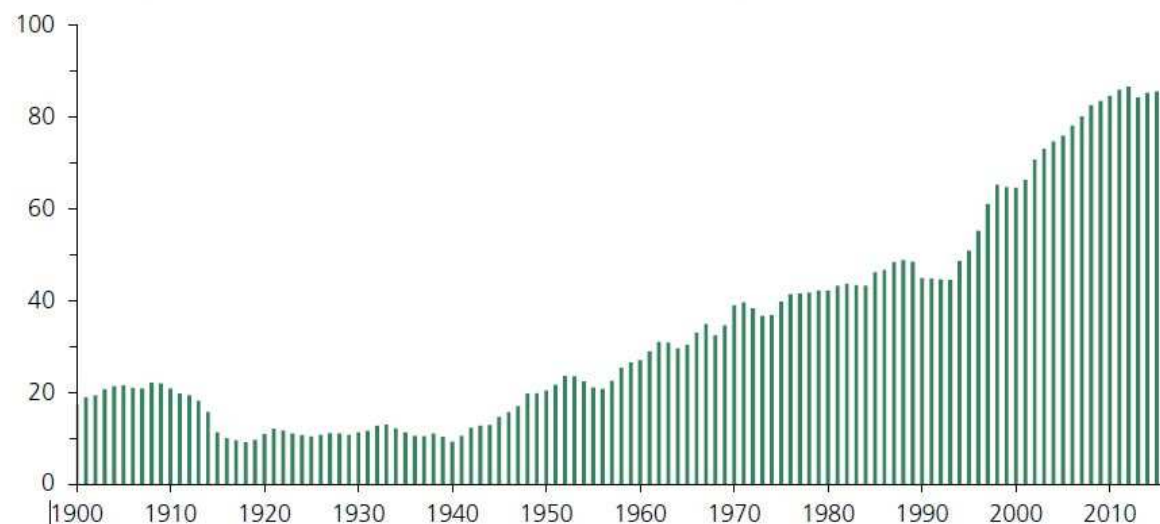
National Data

The year ending December 2016 saw the national prison population at 84,874 according to MOJ statistics with an operational capacity of 86,288. It is worth noting that the population can fluctuate from month to month with the constant admittance and release of prisoners. In terms of the demographic male prisoners account for 95% of the prison population.

There is a general underlying trend of an increasing number of people held in prison. The prison population of England & Wales rose by about 90% between 1990 and 2016, an average rise of 3.5% per annum. This contrasts with the total population of the UK rising by 13% in this time, less than 1% per annum.³⁶

Figure 31; Historical prison population in England and Wales

Prison population in England & Wales, 1900-2016 (000s)



Source: MoJ, *Offender Management Statistics Quarterly October-December 2013*, 24 April 2014;

MoJ, *Offender Management Statistics Quarterly*, various dates

Notes: Estimates for total males/females

³⁶

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/articles/overviewoftheukpopulation/mar2017>

Cambridgeshire and Peterborough Prisons Overview

There are three prisons in the area: Peterborough, Littlehey and Whitemoor, each with a distinct purpose and population.

- Peterborough Prison is a category B prison for male prisoners and a multi-functional prison for female prisoners. As of March 2017 there were 1280 prisoners in total. This is made up of roughly 1/3 women and 2/3 male according to the latest HMP surveys conducted in 2014 and 2015.
- Littlehey Prison is a category C prison for adult men. The category C element of the prison focuses on the treatment and rehabilitation of sex offenders and 70 % of the population are from this group. As of March 2017 there were 1217 males housed at the prison³⁷.
- Whitemoor Prison is a maximum security prison housing category A and B prisoners. It includes a Dangerous and Severe Personality Disorder (DPSD) Unit. As of March 2017 there were 429 men housed at the prison.

As well as the three prisons in the area, some Cambridgeshire and Peterborough offenders are accommodated in Bedford prison.

Prison Receptions

Prison populations are obtained by taking a snapshot of a prison population in any one moment. This does not accurately reflect the amount of people that pass through a prison over a period of time. Peterborough prison has a consistent population of around 1200-1300 prisoners but this does not reflect the total amount of prisoners moving through the system in one year. At HMP Peterborough 4700 prisoners are received through the gates each year. Within the 4700 prisoners there may be repeat offenders who have served more than one sentence in a calendar year. This reflects the short length of sentence served by many prisoners and potentially the failure to curb offending behaviour. Our dataset does not allow to monitor how many repeat offenders there are moving through the prison system each year.

³⁷ Monthly Prison Bulletin, Ministry of Justice, 2017

Local Prison Demography

The following figures are all obtained from the HMP Survey of each prison.

Table 21: Age Demographic of Cambridgeshire prison populations

Age Groups	Peterborough 16-27 Feb 2015		Peterborough 16-27 June 2014		Littlehey 2-13 March 2015		Whitemoor 13-24 Jan 2014		Total number of prisoners	
	Men		Women		Men		Men		All	
Under 21	31	5%	25	7%	<5		<5		56	2%
21-29	264	39%	97	28%	246	21%	146	32%	753	28%
30-39	208	31%	109	32%	254	21%	145	32%	716	27%
40-49	114	17%	76	22%	290	24%	107	23%	587	22%
50-59	40	6%	28	8%	206	17%	44	10%	318	12%
60-69	8	1%	7	2%	125	10%	17	4%	157	6%
70 +	8	1%	<5		79	7%	<5		89	3%
Total	673		345*		1200*		460		2676	

*Totals may not add up due to rounding

- A noticeable change from the previous Offender needs assessment in 2013 is the reduction of youth offenders at HMP Littlehey. This is because all youth offenders were moved out of the prison and replaced by Category C Sex Offenders.³⁸
- The largest prison population is Littlehey with 1200 prisoners.
- 55 % of the prison population are aged 21-39.

There has been an increase in prisoners aged over 60 from just over 4 % in 2013 to 9 %. This is largely the result of the increased amount of older offenders being housed in Littlehey³⁹.

³⁸ <https://www.justiceinspectorates.gov.uk/hmiprison/wp-content/uploads/sites/4/2015/07/Littlehey-web-2015.pdf>

³⁹ Ibid

Table 22: Prison Population – Ethnicity

	Peterborough 16-27 Feb 2015		Peterborough 16-27 June 2014		Littlehey 2-13 March 2015		Whitemoor 13-24 Jan 2014		Total	
	Men		Women		Men		Men		All	
BAME	140	21%	69	19%	297	25%	140	31%	803	30%
White British	462	70%	265	75%	815	69%	170	38%	1720	63%
White Other	61	9%	20	6%	72	6%	58	13%	199	7%

Source: HMP Surveys

The majority of prisoners are White British with 63 % across the county's prisons. This figure includes Littlehey and Whitemoor which house prisoners from across the country.

To look more accurately at Cambridgeshire and Peterborough's prison population ethnicity the Peterborough Prison Survey is more useful as the majority of prisoners reside in Cambridgeshire. White British make up the largest ethnic group (462 males and 265 females). After this, the largest single group is White Other (61 males and 20 females) followed by Black or Black British (Caribbean) (36 male and 10 female).

The prison surveys do not contain detailed information on nationality but they do state if a prisoner is a British national or a foreign national. In Peterborough prison, 85 % are British nationals and 15 % are foreign nationals. This is the same in both the female facility and the male. This is consistent with national data (according to Bromley Briefings) where "foreign nationals make up 12 % of the prison population in England and Wales".⁴⁰

Sentences

There are variations in the sentence length being served by prisoners in each of the prisons. In Whitemoor and Littlehey Prison, prisoners tend to serve longer and more indeterminate sentences than Peterborough prison. This is because Whitemoor houses high risk inmates and Littlehey accommodates sexual offenders. Both tend to carry longer sentences that includes more life sentences.

We have two different data sources to show sentence length at HMP Peterborough. The first looks at a snapshot in time of the current prisoners and their sentence lengths. This is shown below.

⁴⁰<http://www.prisonreformtrust.org.uk/Portals/0/Documents/Bromley%20Briefings/summer%202016%20briefing.pdf>

Table 23: Snapshot of gender breakdown and sentence length at HMP Peterborough

Peterborough Prison						
Sentence	Men		Women		Total	
Unsentenced	160	23.8%	84	24.5%	244	25%
Less than 6 months	60	8.9%	51	14.9%	111	11%
6 months to less than 12 months	40	5.9%	21	6.1%	61	6%
12 months to less than 2 years	82	12.2%	43	12.5%	125	13%
2 years to less than 4 years	152	22.5%	57	16.6%	209	21%
4 years to less than 10 years	135	20.1%	48	14.0%	183	19%
10 years and over (not life)	25	3.7%	8	2.3%	33	3%
ISPP (indeterminate sentence for public protection)	10	1.5%	24	9.0%	34	3%
Life	9	2.8%	7	2.0%	16	2%

- Data obtained through HMP Prison Survey (snapshot)

The data above shows when the surveys were conducted, sentences at HMP Peterborough are far lower on average than other local prisons with 30 % of the surveyed prisoners serving sentences of less than 2 years. This is followed by 2 to less than 4 years (21 %).

The second dataset we have is provided by Sodexo at HMP Peterborough and shows the annual proportion of sentences at the prison. This shows a broadly similar picture to the snapshot data above.

Table 24 –Sentence length breakdown among prisoners at HMP Peterborough in 2016

	Male				Female				Total	
	Adult		Youth		Adult		Youth			
Remand / Unsentenced	176	20%	22	39%	80	24%	16	30%	294	22%
< or = to 6 Months	73	8%	5	9%	55	17%	6	11%	139	11%
> 6 Months < 12 Months	58	7%	6	11%	25	8%	<5	8%	94	7%
12 Months < 2 Years	87	10%	5	9%	33	10%	8	15%	133	10%
2 Years < 4 Years	150	17%	9	16%	57	17%	9	16%	224	17%
4 Years or More	136	16%	<5		60	18%	6	11%	203	15%
Life & IPP	32	4%	<5		24	7%	<5		58	4%
Detainee	<5		<5		<5		<5		<5	
Recall	166	19%	7	12%	25	7%	<5		200	15%
Total Population	875	100%	56	100%	328	100%	54	100%	1313	

*Data obtained from Sodexo at HMP Peterborough (annual figures)

Table 25: Discharge area from HMP Peterborough in 2016

Discharged to (from HMP Peterborough)				
Released to	Female	% of total released	Male	% of total released
Cambridgeshire	13	3%	92	14%
Huntingdon	<5	0%	29	5%
Peterborough	28	7%	159	25%

*Data obtained from Sodexo at HMP Peterborough (annual figures)

Overall needs of prison population

Offenders that have been sentenced to prison time are not a homogenous group although often are referred to as if they were. Whilst this needs assessment is not able to drill down into the data and is reliant on the published needs assessments and inspections, it should be noted that the 'prison population' fluctuate with incarceration and release all the time and are part of the wider community as well.

Health needs of the national prison population

The UK's prison population is diverse and has a multitude of health needs that differ greatly from the general population. There is a considerably higher prevalence of certain issues, primarily substance misuse and mental health issues⁴¹. This section summarizes some of the key health issues among the national prison population. The information is taken largely from the Bromley Briefings (the prison fact-file published by The Prisons Reform Trust).

In recent years there has been a growing awareness that people in contact with the criminal justice system face significant health inequalities, including multiple and complex health and social care needs. Poor individual health and social inequalities are associated and interlinked with an increased propensity to offend. Good health is also seen to contribute to social cohesion and therefore poor health adding to problems of social exclusion may increase the risk of continued offending.⁴² Concerns over the health needs of the general prison population has intensified as prisons have become increasingly overcrowded and understaffed⁴³. The impact on the prison system has meant that many prisoners are potentially less able to access services that could maintain or improve their health and wellbeing⁴⁴.

One indicator of concern is the number of deaths in prison. In the 12 months leading to March 2016 there were a record 290 deaths in prison in England and Wales, over a third of these were self-inflicted. Self-inflicted deaths among 18-24 year olds have been steadily rising from 63 between September 2012 and September 2013, to 87 from September 2013 to September 2014.⁴⁵

Death in prisoners is just one factor in the mortality rates of offenders. Outside of prison the mortality rate is far higher among community offenders and ex-offenders in comparison with the general population and

⁴¹ Prisons and Probation Ombudsman (2016) Prisoner mental health, London: PPO

⁴² <http://www.revolving-doors.org.uk/file/2050/download?token=m-t2NRKC>

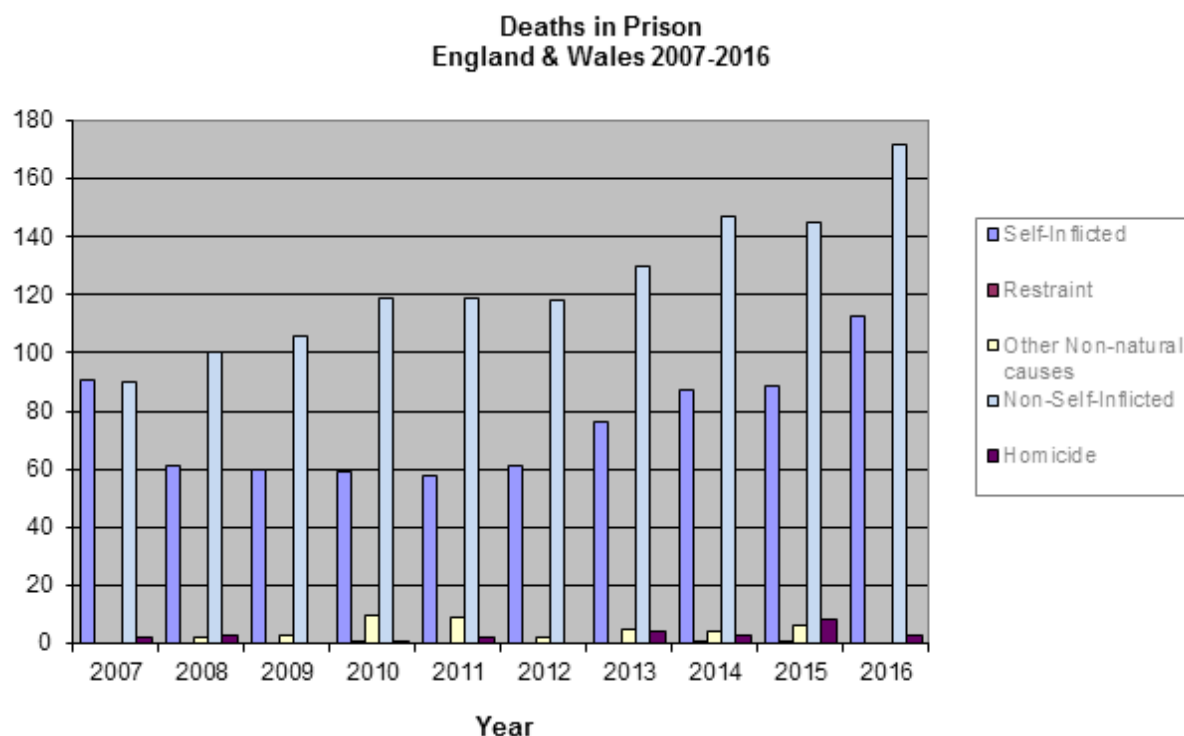
⁴³ Prison Reform Trust – Prison: The Facts – Bromley Briefings Summer 2016

⁴⁴ Ibid.

⁴⁵ Self-inflicted Deaths in NOMS' Custody Amongst 18–24 Year Olds

prisoners. Prisoners have a mortality rate 50% higher than the general population with ex-prisoners and community offenders having 2 to over 3 times the mortality rate of the general population.⁴⁶

Figure 32 – Deaths in Prison Trend - National



Source: ⁴⁷

Two further indicators of a lack of care are self-harm incidents and violence in the form of serious assaults. Self-harm incidents have seen a rise of 91% between 2005 and 2015 in prisons across England and Wales⁴⁸ and violence in the form of serious assaults have more than doubled in the last three years⁴⁹.

Entering the prison system may potentially exacerbate health issues or be brought on by spending time in a prison environment. Colman et al conducted a longitudinal study that followed male adolescents for a number of years, their study found that men that display conduct disorder (commit crime) go on to experience multiple social, economic and mental health difficulties (anxiety, depression and alcohol misuse) compared to the general population.⁵⁰

This suggests that rather than break the pattern of offending, prison may potentially have a detrimental effect on health therefore potentially raising the risk of a person re-offending in future.

⁴⁶ <http://www.revolving-doors.org.uk/file/2050/download?token=m-t2NRKC>

⁴⁷ <http://www.inquest.org.uk/statistics/deaths-in-prison>

⁴⁸ Prison Population Statistics – House of Commons Briefing Paper – 4th July 2016

⁴⁹ Ibid.

⁵⁰ Colman I, Murray J, Abbott RA et al. Outcomes of conduct problems in adolescence: 40 year follow-up of national cohort. BMJ 2009;338:a2981.

Drug and Alcohol Misuse

New psycho active substances (NPS), also known as “legal highs” are synthetic drugs that are designed to replicate the effect of other substances. All psychoactive substances are now however either under the control of the Misuse of Drugs Act 1971 or subject to the Psychoactive Substances Act 2016 (PS Act). The most commonly known substance is probably Mephedrone.⁵¹

These substances are increasingly prevalent in prisons are “having a dramatic and destabilising effect”. “The number of incidents where NPS drugs were found in prisons in England and Wales has jumped from 136 in 2011 to 4,261 in 2015”⁵².

Offenders are entering prison with drug misuse problems. Over 40% of women reported that they had a problem with drugs on arrival in prison compared with over a quarter of men (27%)⁵³.

According to the Bromley Briefings prisoners are also developing drug misuse problems in prison. One tenth of women have reported having developed a problem with prescription medication meant for others while in prison compared with 6% for men.

The result of this is a greater likelihood of a released prisoners dying due to drug misuse shortly after release. This effect does taper off over time. This is especially prevalent among female offenders.⁵⁴

Alcohol misuse is also problematic in prisons according to the Bromley Briefings. 30% of women are reported to say they have a problem with alcohol upon entering prison compared with 16% of men. This pairs with the belief of 38% of prisoners that alcohol was their biggest problem. This is reflected in the daily consumption rate of 20 units on average for both male and female prisoners who reported themselves as drinking⁵⁵.

According to the Bromley Briefings there are services available to prisoners to combat their drug and alcohol problems but often they are not well publicised or deemed not very effective. 58% of people surveyed in the Bromley Briefings said they had been offered support for their alcohol problems in prison but only 22% found this support ‘very helpful’.

Mental Health

Mental ill health encompass a wide variety of issues from low level anxiety to severe psychosis. This range of issues requires different levels of mental health care provision, for example, counselling services, group therapy, mental health nurses, psychiatric teams and more.

According to the Bromley Briefings mental ill-health issues are a problem for many offenders in the prison system but determining their prevalence is difficult. This is because many individuals can be cautious about disclosing mental health information. ONS data shows that mental health issues are most prevalent in prisons

⁵¹ New Psychoactive Substances (NPS) resource pack – Drug misuse and Dependency 02/08/2016. Home Office.

⁵² Ibid.

⁵³ Ibid.

⁵⁴ <http://www.revolving-doors.org.uk/file/2050/download?token=m-t2NRKC>

⁵⁵ Prison Reform Trust – Prison: The Facts – Bromley Briefings Summer 2016

with psychotic disorders, depression, anxiety and personality disorders more commonly identified compared with probation services and the general population.⁵⁶

The Bromley Briefings surveys tell us that as with drug and alcohol problems, many offenders enter prison with mental health issues as well as developing them in prison.

In the year prior to custody 26% of women and 16% of men said they had received treatment for a mental health problem. As well as this, 25% of women and 15% of men in prison reported symptoms indicative of psychosis. This compares to the rate among the general public of only 4%. According to the National Offender Management Service anxiety and depression are also commonplace in prison with 49% of women reporting these as relevant issues⁵⁷.

One symptom of mental health issues is the self-inflicted death rate among prisoners. Over 10 times as many prisoners commit suicide compared to the general population. In 2015 the numbers of suicides in prison was 120 per 100,000 people compared to 10.8 per 100,000 people in the general population⁵⁸. The situation has continued to get worse with 119 self-inflicted deaths in 2016, 29 more than the previous year.⁵⁹

Services are available to prisoners but potentially prisoners are not able to access them. For example a Prison and Probation Ombudsman investigation in 2016 found that nearly one in five diagnosed with a mental health problem received no care from a mental health professional in prison.

The investigation also found that many prisons had gaps in primary mental health care, in particular, an absence of counselling services⁶⁰.

Other issues

Physical and Mental Disabilities

Disability and mobility needs are serious and widespread across the prison population in comparison with the general population. Prisoners with disabilities face greater challenges than ordinary prisoners due to the lack of provision for their needs.

The number of prisoners with disabilities is significant. 36% of prisoners are estimated to have a physical or mental disability compared with 19% of the general population. Physical disabilities make up 11%, with 18% having a mental disability and 7% having both⁶¹. The prison reform trust estimates that 20-30% of prisoners also have a learning disability compared with around 8% of the general population.⁶²

⁵⁶ <http://www.ons.gov.uk/ons/rel/psychiatric-morbidity/psychiatric-morbidity-among-prisoners/psychiatric-morbidity-among-prisoners--summary-report/psychiatric-morbidity---among-prisoners--summary-report.pdf> , <http://content.digital.nhs.uk/catalogue/PUB21748> & <http://www.tandfonline.com/doi/full/10.1080/14789949.2012.704640>

⁵⁷ NOMS – Better Outcomes for Women Offenders

⁵⁸ Bromley Briefings – Autumn 2016 Factfile

⁵⁹ <http://www.bbc.co.uk/news/uk-38756409>

⁶⁰ Prisons and Probation Ombudsman (2016) Prisoner mental health, London: PPO

⁶¹ Bromley Briefings – Autumn 2016 Factfile

⁶² <http://www.prisonreformtrust.org.uk/uploads/documents/noknl.pdf>

Having a disability has an adverse effect on the emotional and mental health of prisoners. 7 in 10 disabled prisoners report having a mental or emotional health issue compared with a quarter of people without a disability⁶³.

The Care Act 2014⁶⁴ stipulates that local authorities have a duty to meet the health needs of people that reach the threshold for care and are in prisons or probation hostels in their area. This includes making reasonable adjustments to ensure that people with disabilities have full and equal access to the services and facilities available in prison for example education and vocational training, access to the library, gym, exercise and association.

This should ensure that prisoners with disabilities have their needs met but a survey conducted by HM Chief Inspector of Prisons found that more than two fifths (44 %) of prisoners with a disability said they had been victimized by staff and a fifth said they were threatened or intimidated by staff⁶⁵.

Health

Health services for prisoners is of a reasonably good standard within prisons according to inspectors. The issue according to the Bromley Briefings is the ease of accessing these health services. Frequent issues are late or missed appointments due to prison staff shortages, cancelled external health appointments, and inpatient therapeutic support being cut short. A survey of prisoners reported that only 28% of men and 27% of women said it was easy to see a doctor.⁶⁶

The health of prisoners is relatively worse than that of the general population. For example 4 times as many people in prisons smoke than in the general population, 7 in 10 women are reportedly taking medication compared with 48% of men and end of life care is not universally good in prisons. For example the average age of a prisoner dying of natural causes in prison is 56 compared with the UK average life expectancy among males of 79.1.⁶⁷

Local Prisoner Needs

The following cross sectional data has been provided by the Ministry of Justice as of 30 September 2016. It shows the criminogenic need of prisoners that have been OASys assessed from all the prisons in the area that may house offenders from Cambridgeshire. It is worth noting that not all prisoners not deemed a high risk will not have been assessed. This could then skew the data toward more high risk offenders and so should be viewed as an indicator of need only.

⁶³ HM Chief Inspector of Prisons (2016) Annual Report 2015–16, London: The Stationery Office

⁶⁴ <http://www.legislation.gov.uk/ukpga/2014/23/contents/enacted>

⁶⁵ HM Chief Inspector of Prisons (2016) Annual Report 2015–16, London: The Stationery Office

⁶⁶ Ibid

⁶⁷

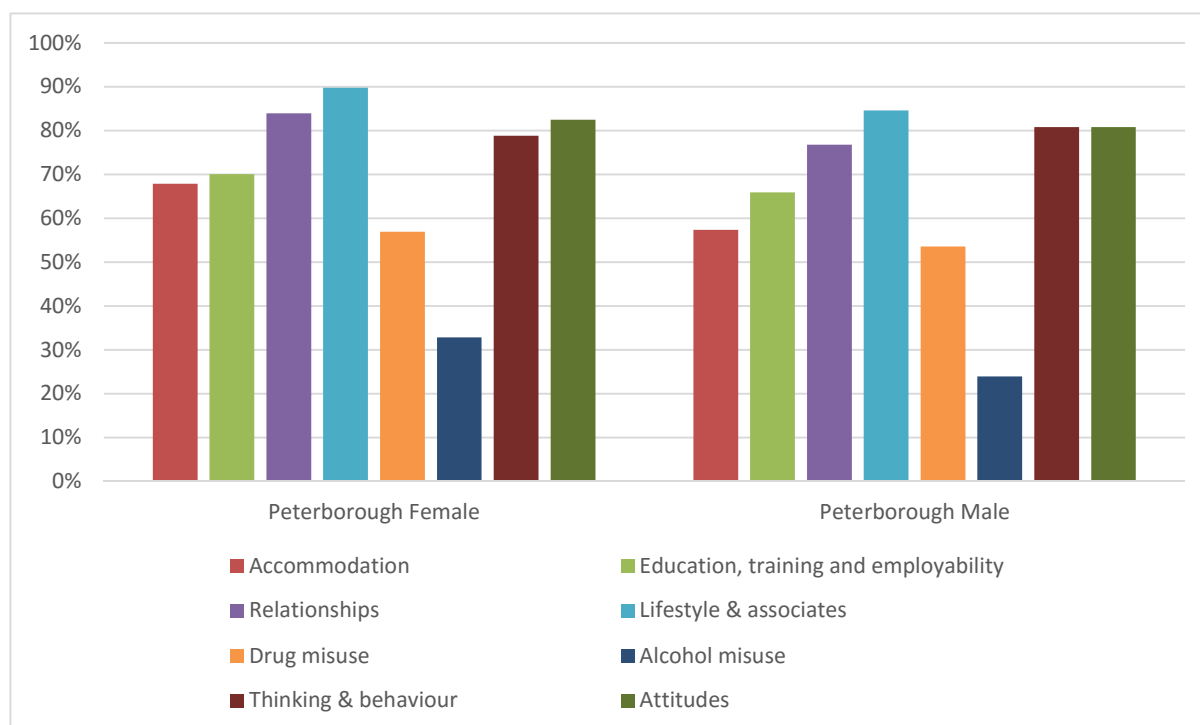
<https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/lifeexpectancies/bulletins/nationallifetablesunitedkingdom/2015-09-23#main-points>

Table 26: OASys need pathways among Cambridgeshire prison populations

Establishment	All establishments	Bedford	Littlehey	Peterborough Female	Peterborough Male	Whitemoor
Operational Capacity as of July 2017	2840	316	1220	360	480	464
Total N with OASys data	2149	194	1050	137	422	346
Accommodation	53%	63%	52%	68%	57%	39%
Education, training and employability	54%	74%	40%	70%	66%	66%
Relationships	74%	73%	78%	84%	77%	57%
Lifestyle & associates	80%	88%	71%	90%	85%	91%
Drug misuse	34%	59%	18%	57%	54%	39%
Alcohol misuse	15%	25%	10%	33%	24%	5%
Thinking & behaviour	81%	77%	83%	79%	81%	80%
Attitudes	80%	86%	75%	82%	81%	87%

Source: ONS – Freedom of Information Request.

Figure 33; OASys assessed needs among HMP Peterborough population



Source: ONS – Freedom of Information Request.

The above graph shows the needs of prisoners who have been OASys assessed at Peterborough Prison. The graph shows that Females have a high score for both relationships and lifestyles and associates indicating they

The problems show that prisoners are entering prison with a variety of issues. Prison therefore could be an opportunity to address these issues and hopefully lead more stable and law abiding lives upon release from prison.

may be unduly influenced by other people in their lives and this can lead to offending.

The following data is from surveys conducted with prisoners in HMP assessments conducted at the last prison inspection 15-27th Feb 2015 for men and 16-27th June 2014 for women. Prisoners were asked a series of questions regarding their needs and any issues they might have. The table below shows the problems on arrival that prisoners state they have upon entry to Peterborough prison. It is worth noting the surveys do not question every prisoner.

Table 27; Issues on arrival for prisoners at HMP Peterborough

Problems on arrival - derived from HMP inspection survey				
	Men		Women	
Loss of property	23	14%	15	10%
Housing issues	50	31%	37	25%
Contacting employers	10	6%	<5	
Childcare	<5		9	6%
Money issues	39	24%	34	23%
Depression or suicidal	39	24%	48	32%
Mental health	43	27%	46	31%
Physical health	19	12%	31	21%
Feeling unsafe	12	8%	6	4%
Drugs	44	28%	65	44%
Alcohol	27	17%	39	27%

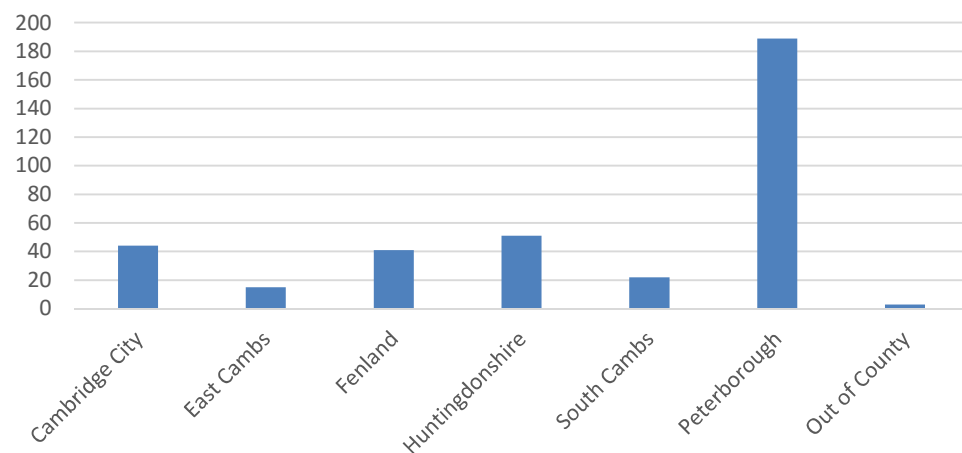
Key points:

- Women generally state to have a higher level of issues upon entering prison
- 44% of women state they have an issue with drugs upon arrival at HMP Peterborough
- 32% and 31% of women state they have mental health issues or feel depressed or suicidal thoughts upon entering prison
- 31% of men declare they have housing issues upon entering HMP Peterborough with 14% claiming they have lost their property as a result of being put in prison.

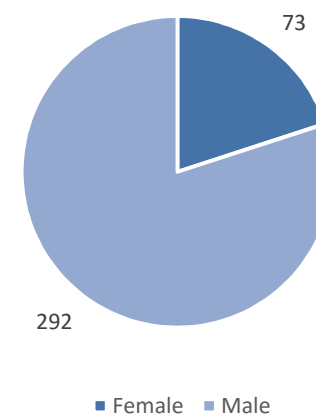
SECTION 2: SUMMARY OF COHORTS DATA

Youth Offending Service Cohort Demographics

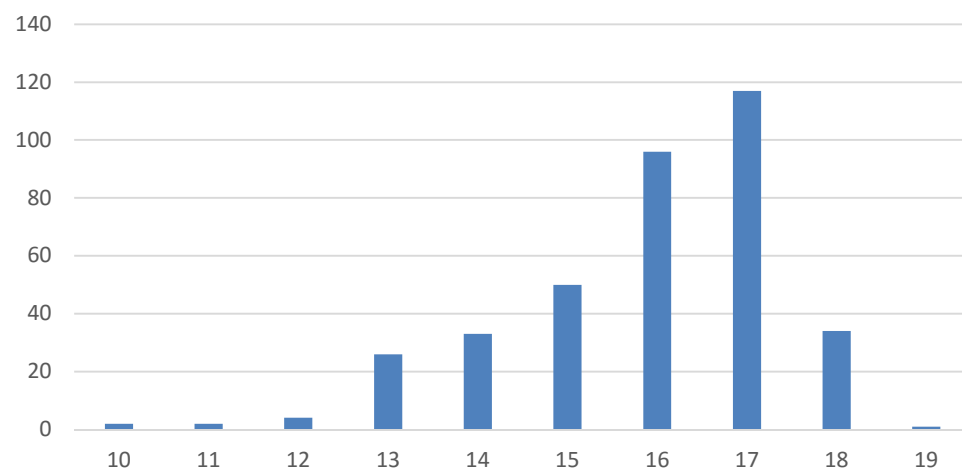
YOS Cohort - People per District - 2016



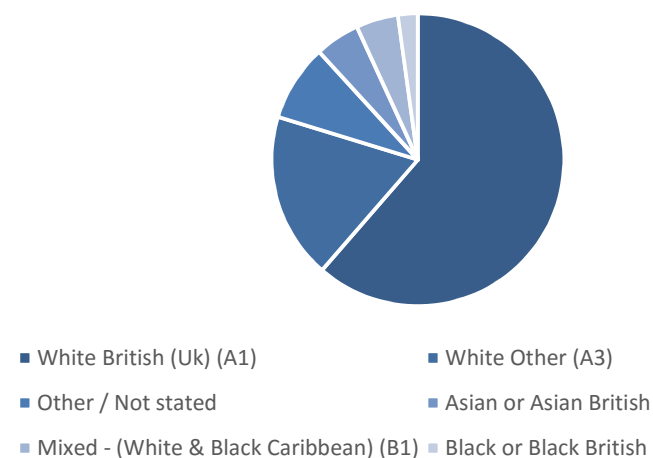
Youth Offender Profile - Gender 2016



Youth Offender Profile - Age (2016)

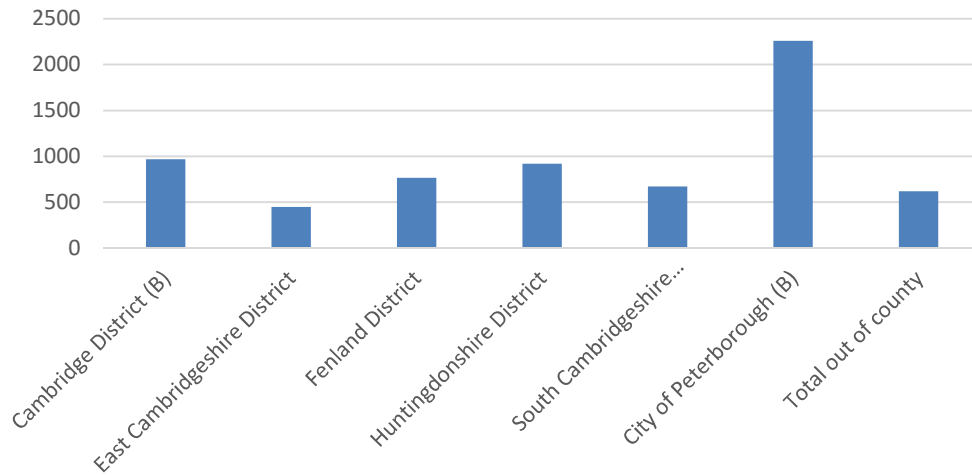


Youth Offender Profile - Ethnicity 2016

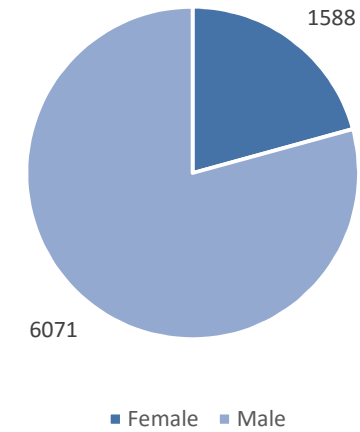


Offenders known to police Cohort Demographics

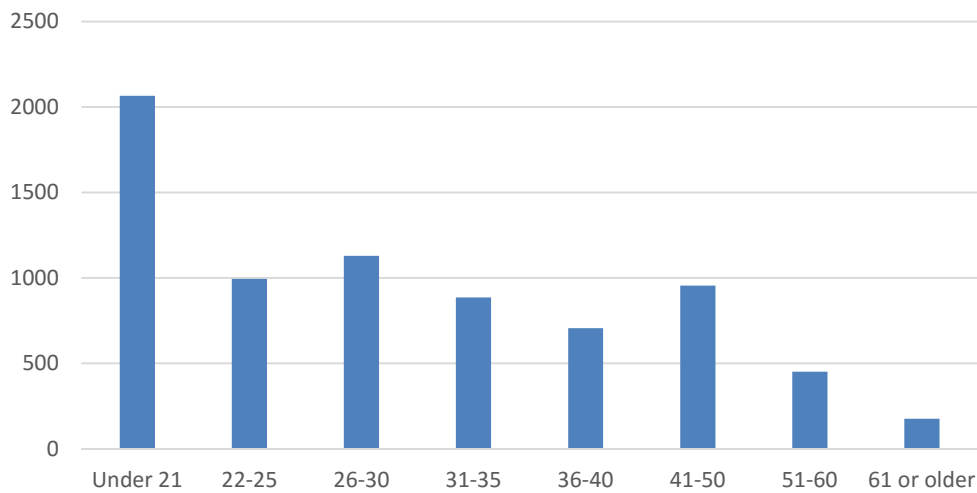
Offenders Profile - People Per District - 2016



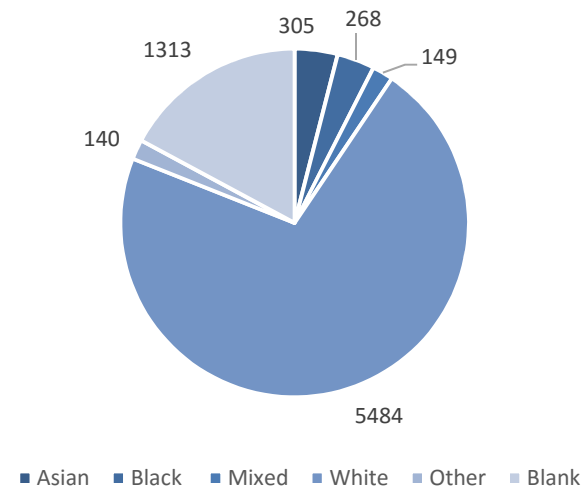
Offender Profile -Gender



Police Offender Cohort: Age Profile

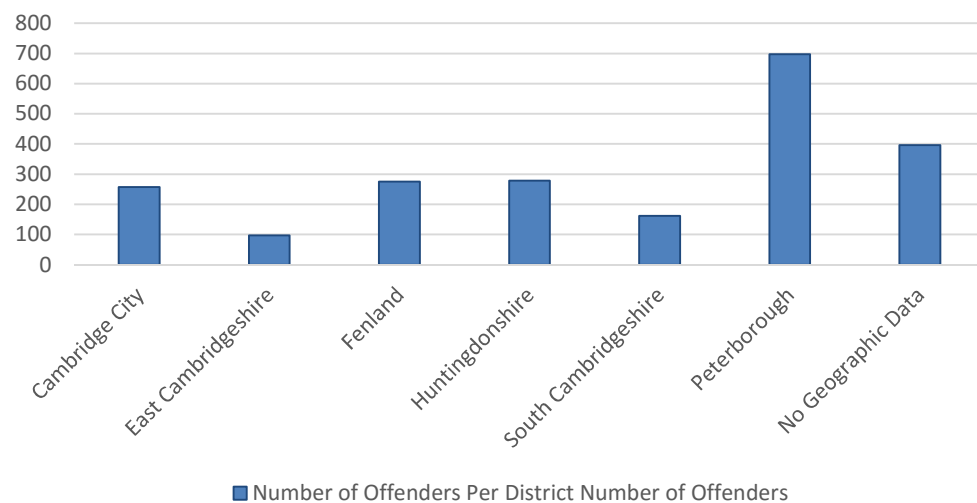
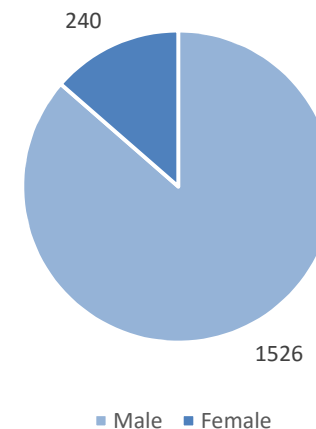


Offender Profile - Ethnicity 2016

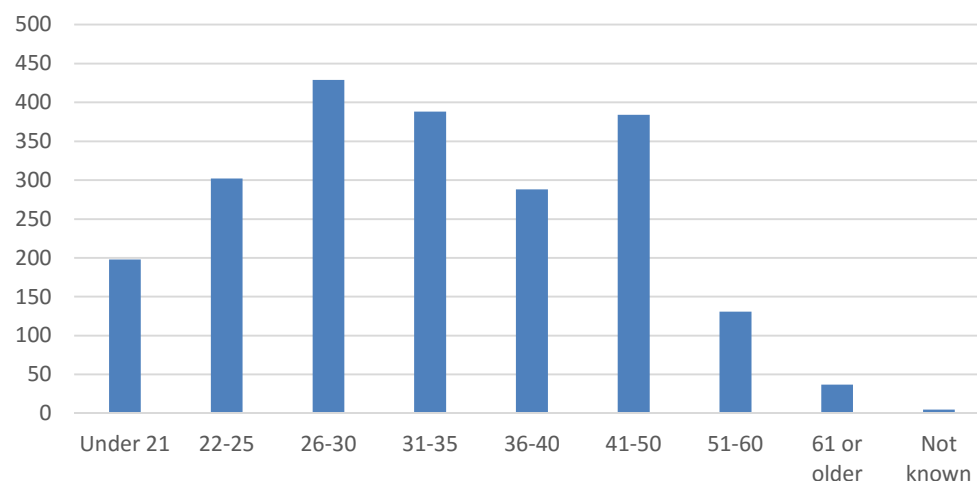


Community Rehabilitation Company (CRC) Cohort Demographics

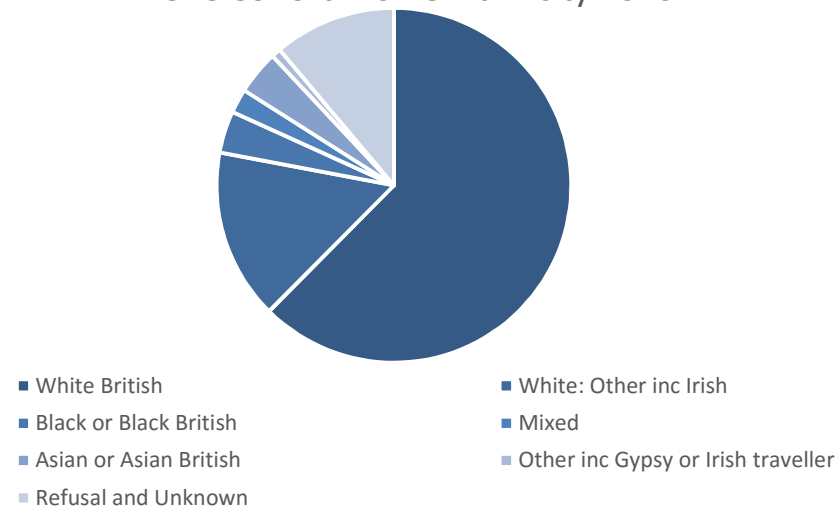
CRC Cohort Profile - People per District 2016

CRC Cohort 2016
profile - Gender

CRC Cohort Profile - Age 2016

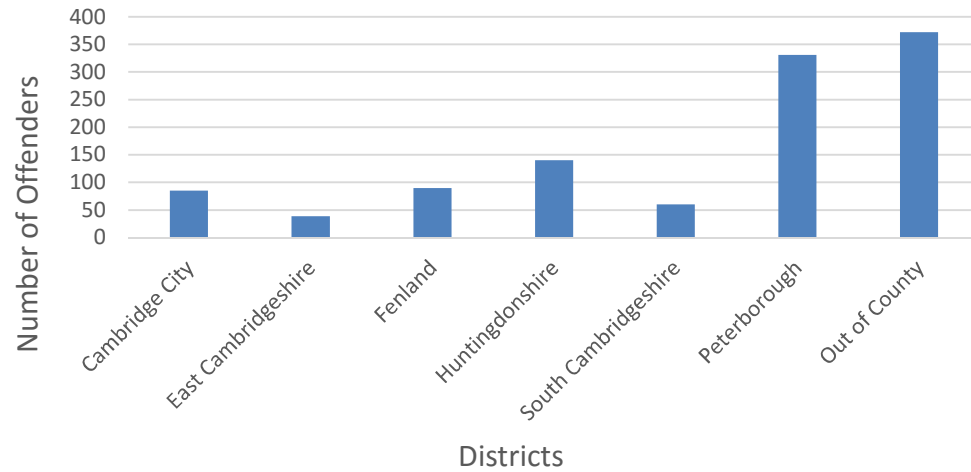


CRC Cohort Profile: Ethnicity 2016

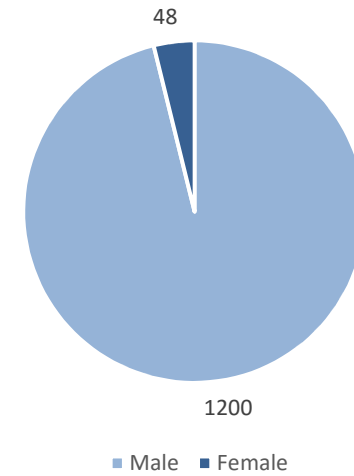


National Probation Service (NPS) Cohort Demographics

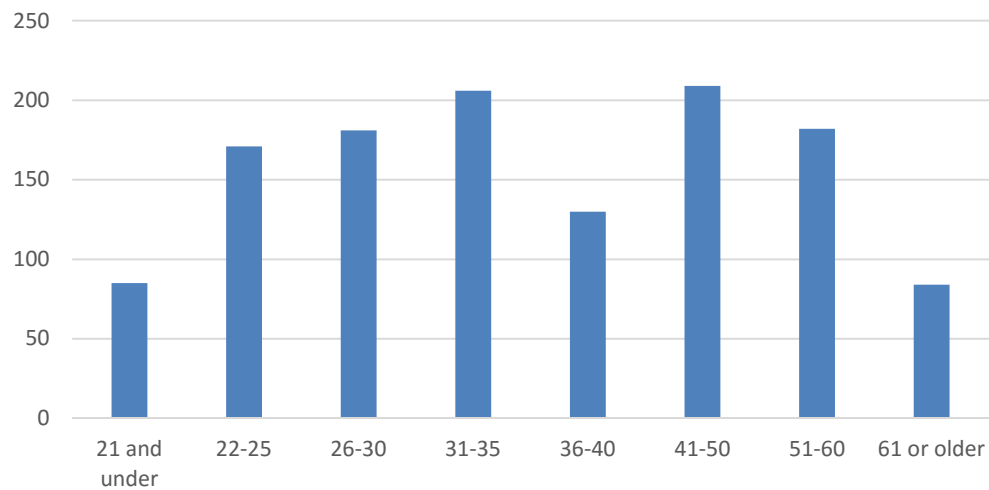
NPS Cohort Profile - District



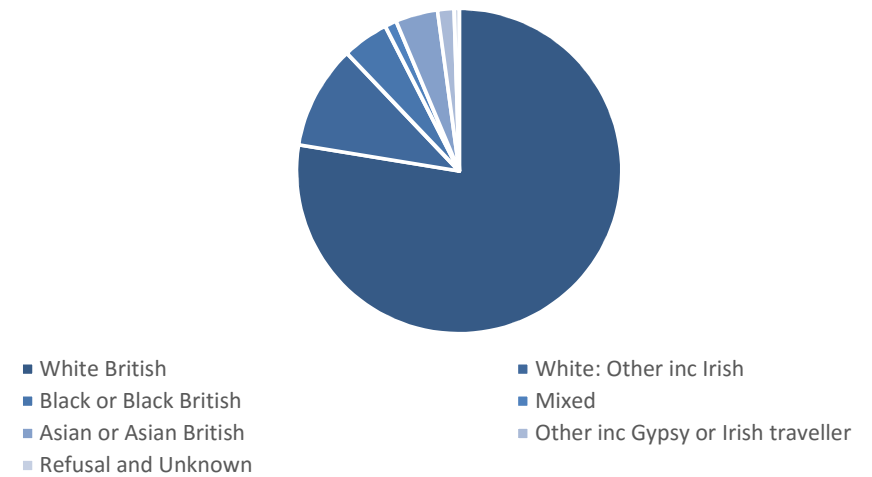
NPS Cohort Profile: Gender 2016

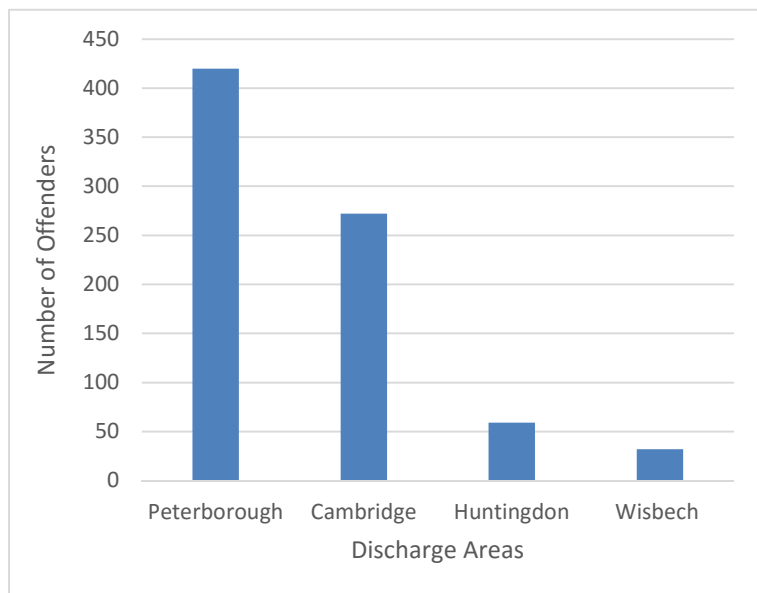


NPS Cohort Profile: Age 2016

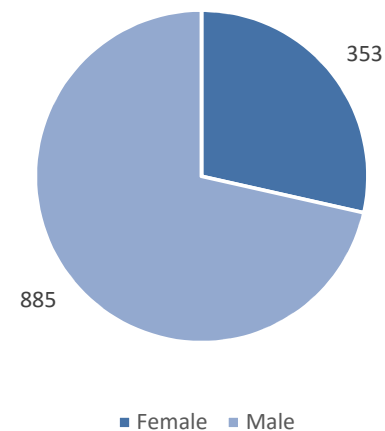
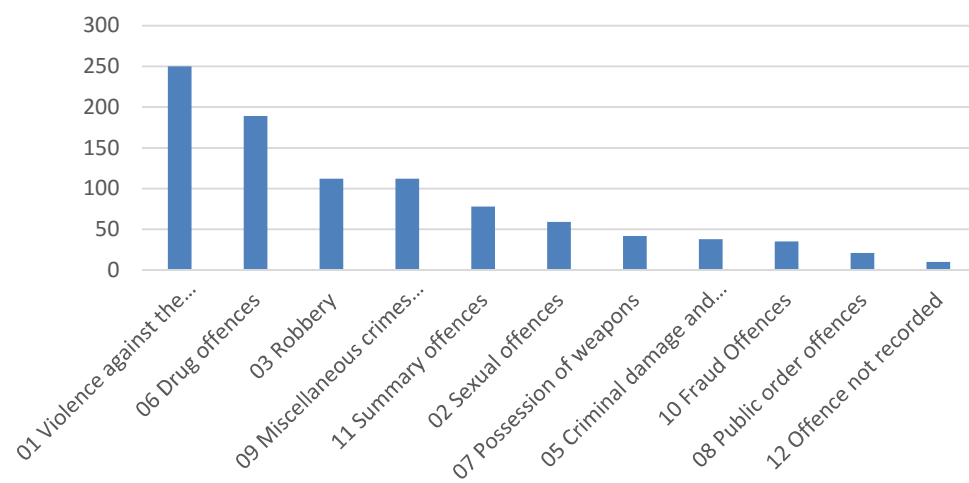
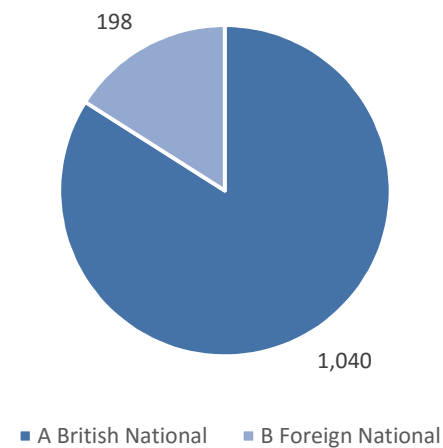


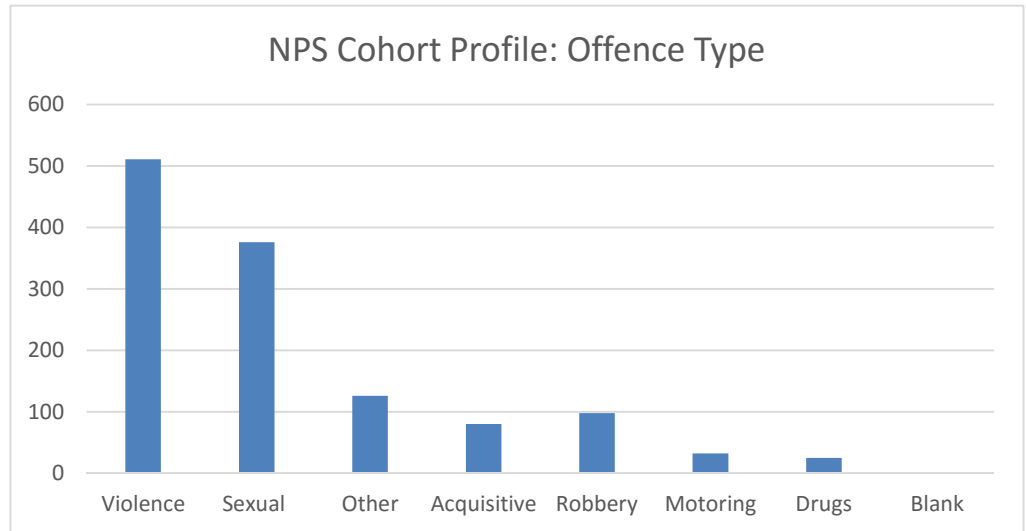
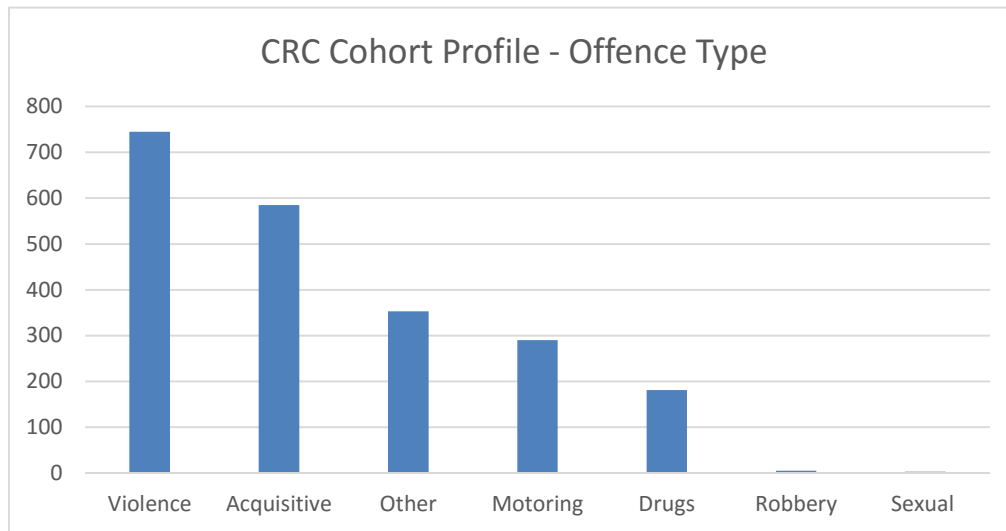
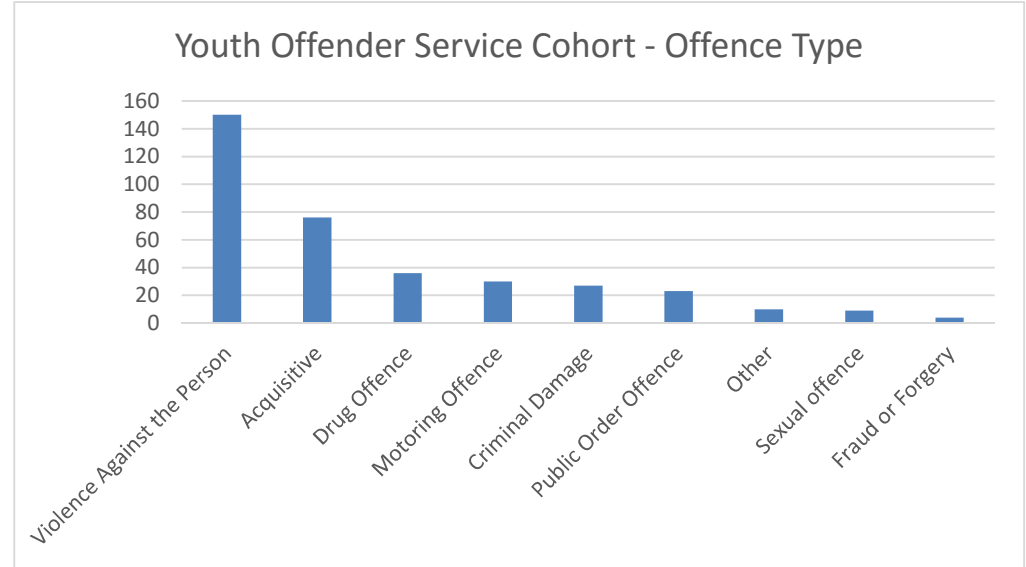
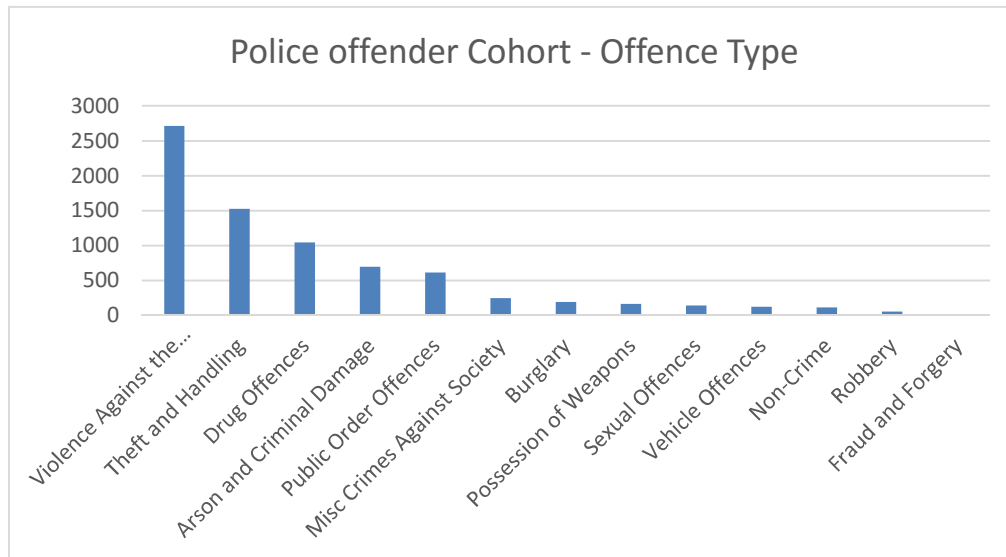
NPS Cohort Profile: Ethnicity 2016



HMP Peterborough Prison Demographics

Peterborough prison houses males and females inmates. It receives females from around the region so the proportion is not reflective of the number of offences women commit in comparison with men.

Peterborough Prison Profile - Gender 2016**Peterborough Prison Profile - Offence Type 2016****Peterborough Prison Profile - Nationality 2016**

Type of offences committed by cohort

SECTION 3: NEEDS OF OFFENDERS

This section focuses on five key needs pathways that can be linked to an offender's behaviour⁶⁸. Housing, drugs and alcohol, education, training and employment (ETE) and mental health. These needs were highlighted as areas of concern by front line staff as being of particular importance and are vital to address in order to support an offender to desistance. Other needs pathways such as Finance, Relationships, Attitudes and Emotional pathways have been assessed at Youth and Probation level with relevant offenders. These are explored later on in the report.⁶⁹

Offenders often display or are assessed as having more than one need, frequently these are interdependent such as lack of employment and financial problems. It is important to understand that addressing more than one need and thinking of each person holistically is far more likely to have an impact on reducing re-offending than seeing these needs as separate issues. Further some individuals having complex or entrenched needs that will require longer term support in order to show a sustained improvement.

Not all the cohort data available to the Research Team provided detail of needs, therefore this section includes national evidence and local data where appropriate. The findings from this report are for strategic planning and commissioning and it is important to remember that individuals will not always 'follow the pattern' from research papers.

The table below shows the number of needs offenders were assessed as having that are linked to offending behaviour. The data reveals that 94% of those assessed had two or more needs. This overlapping of needs is further explored in the main document.

Table 28: CRC cohort; number of offenders by number of needs linked to offending

Number of Needs assessed as linked to behaviour	Number of Adult Offenders
1	87
2	325
3	286
4	224
5	201
6	161
7	101
8 - 10	129

94% of those assessed had two or more needs

As with all of the data regarding offender needs, this report refers to the number and proportion of 'those assessed' within each cohort. This is not the total cohort population as not everyone has undergone a full assessment. This is a limitation of the data and will sometimes lead to smaller numbers referred within the charts than the total numbers in the system.

⁶⁸ It should be noted that all data displayed in this section relates to those assessed and regardless of where they were released to.

⁶⁹ Data in this section relates to individuals within YOS (Youth Offender Service), CRC (Community Rehabilitation Company), NPS (National Probation Service) and Prisons.

3.1. NEEDS: SUBSTANCE MISUSE

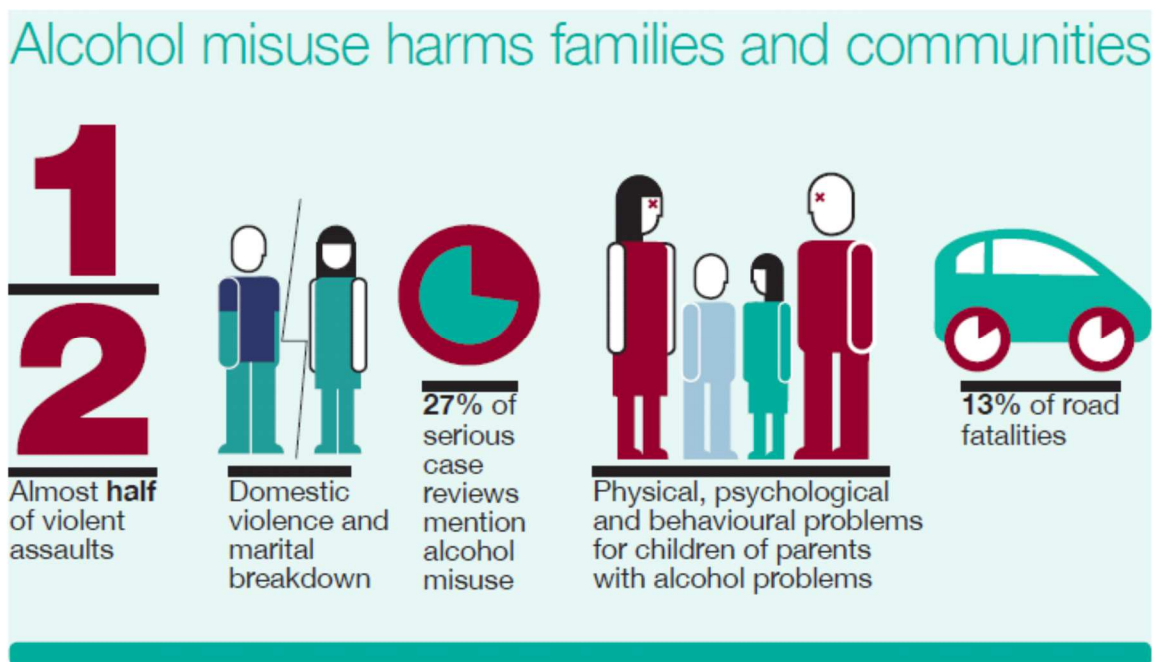
DATA NOTE: It should be noted that all data displayed in this section relates to those individuals that have been assessed as either as part of a OASys assessment or have self-declared information regarding their needs. The data present in this section has been extracted in different ways. The CRC and NPS data are snapshots of the cohorts from the caseload at one particular moment. The YOS data is based on annual statistics. Prison data is a mix of the two. All the data is also regardless of where individuals are released to.

OVERVIEW

There is a significant link between substance misuse and the criminal justice system. Drug or alcohol addiction may fuel or exacerbate criminal activity, for example through theft to meet the cost of purchasing supplies or drunken behaviour leading to violence. Nationally it is estimated the alcohol- related crime costs the economy £11 billion per annum while the total annual cost of drug addiction costs £15.4 billion per annum.⁷⁰

Drug users are estimated to be responsible for between a third and a half of acquisitive crime. According to the 2013/14 Crime Survey for England, 53% of violent incidents were alcohol-related. Alcohol and drug misuse related offences are associated with driving with excess alcohol, assault or criminal damage and partner abuse.

Figure 34: Alcohol harms for families and communities



Source: *Drugs and Alcohol JSNA, Cambridgeshire 2015*⁷¹

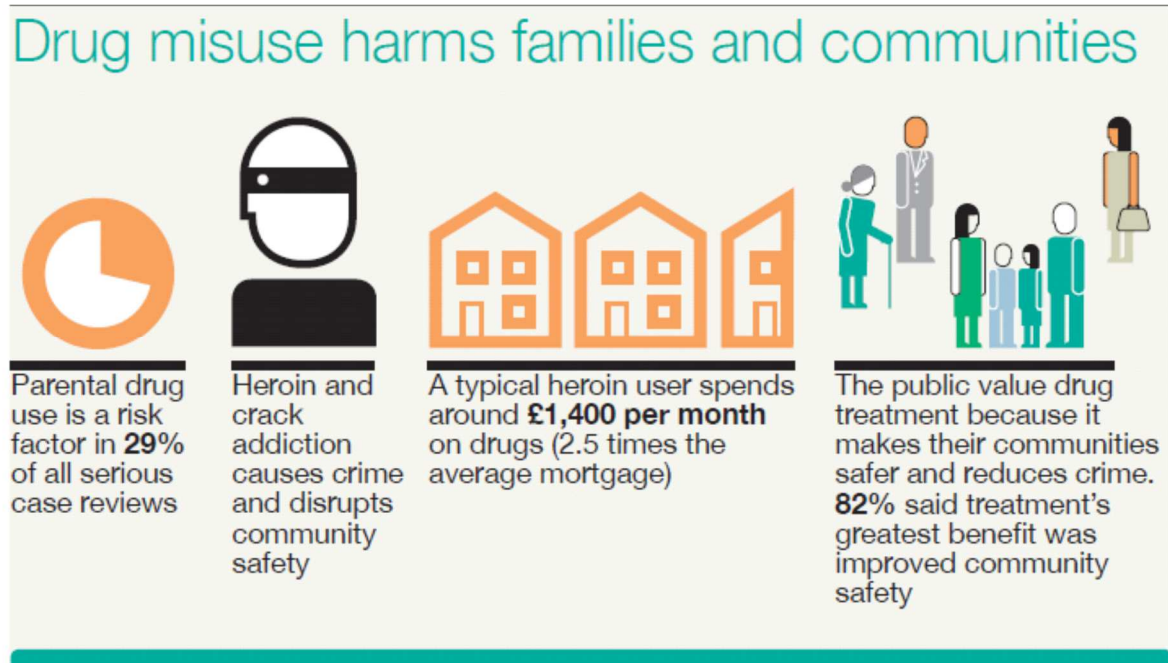
Substance misuse is known to be particularly prevalent amongst the prison population. HM Chief Inspectorate Annual Report for 2014-15 surveyed samples from 49 adult prisons found that on arrival at prison 41% of women and 28% of men had problems with drugs and for alcohol the figures were 30% and 19%. The rates for

⁷⁰ <http://cambridgeshireinsight.org.uk/JSNA/Drugs-and-Alcohol-2015>

⁷¹ iBid

Cambridgeshire and Peterborough prisons are similar. 44 % of women report having issues with drugs upon entering prison and 27 % with alcohol. Among men 28 % reports as having issues with drugs and 17 % with alcohol.

Figure 35: Drug misuse harms for families and communities



Source: *Drugs and Alcohol JSNA, Cambridgeshire 2015* ⁷²

Treatment is available for illegal drug misuse and alcohol misuse. Most treatments were a result of self-referrals which suggests that many more potential users could be being missed at an early intervention stage. Adding to this, only 7 % of drug treatments in Cambridgeshire and Peterborough are completed showing how great a challenge tackling drug misuse is.

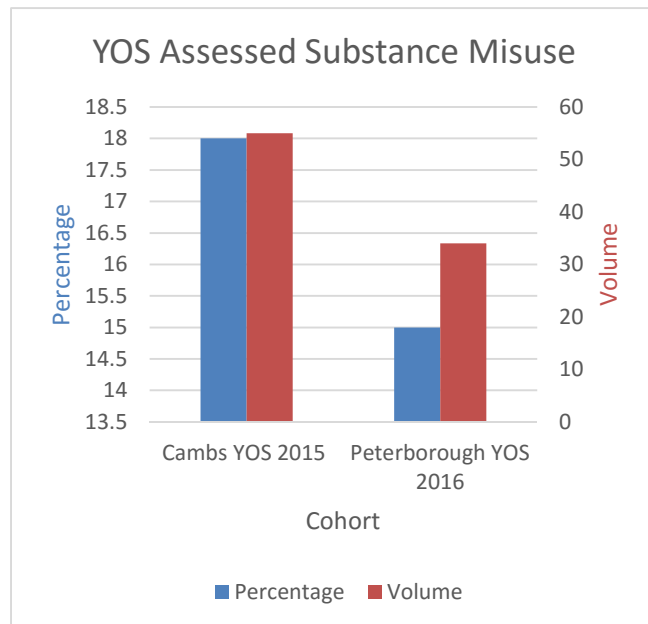
In December 2015, the Criminal Justice Intervention Team (Inclusion) had 149 Cambridgeshire clients, with the majority in structured treatment. However, among our CRC Cohort alone there are 422 with a drug need linked to offending and 495 with an alcohol need linked to offending, 168 of these offenders have both alcohol and drug issues linked to their offending. This may suggest that many are not accessing specialist services.

⁷² Ibid

* Cambridgeshire

JUVENILE OFFENDERS

Figure 36: Substance Misuse numbers & proportions within YOS cohorts



Among youth offenders 14% exhibit a drug or alcohol need that might lead to criminal behaviour. Despite showing the lowest level of need among the offender sub groups it is an issue which could become worse over time if not dealt with properly and could lead to further offending in future.

Further data collected presented by the Drug and Alcohol JSNA published in 2015 indicates a higher level of need among youth offenders than the data collected as part of this offender needs assessment.

As part of a review (2015) into the provision of specialist substance misuse treatment in Cambridgeshire YOS and CASUS the following data was captured:

- 1/3 of young people working with the YOS between Jan and June 2015 (62) were referred to the substance team.
- 41 required Tier 3 (specialist substance misuse) treatment
- 10 required Tier 2 (targeted) treatment
- 11 required no further action.⁷³

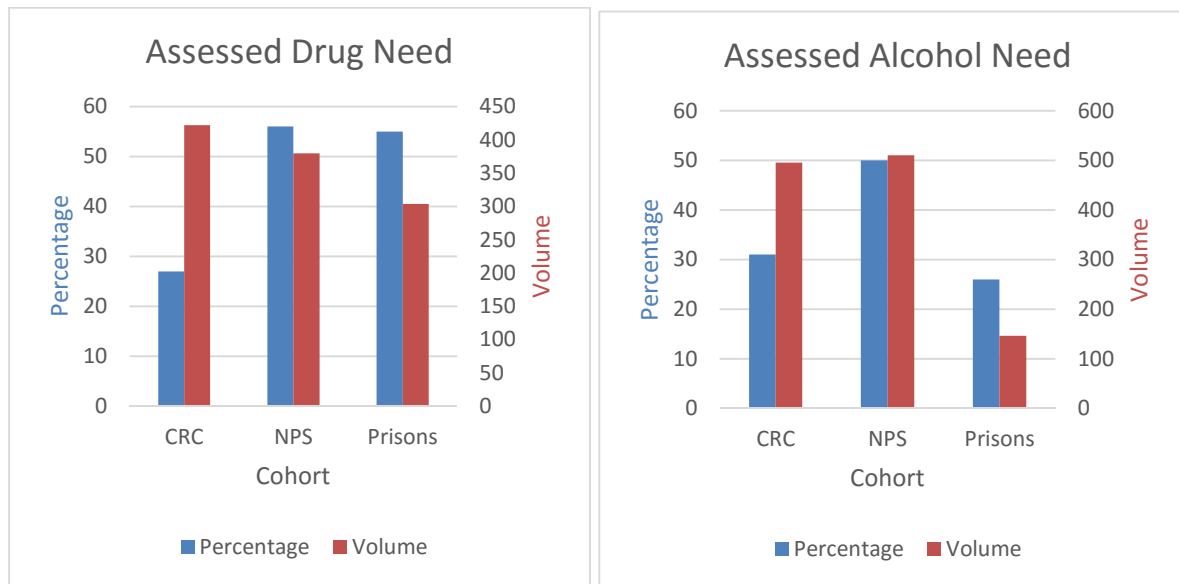
The disparity in the data is not immediately explainable but factors could include differences in data collection and management and/or changes in the cohort itself.

ADULT OFFENDERS

Among those assessed within the CRC Cohort there are similar levels of drug and alcohol need (27% and 31% respectively). This assessment determines that alcohol and drug misuse is a significant factor in previous or current offending and is often linked with the risk of harm posed. The NPS Cohort showed a high level of need linked to their offending behaviour in comparison to the CRC Cohort with 56% (drug) and 50% (alcohol) of those assessed exhibiting a need.

⁷³ <http://cambridgeshireinsight.org.uk/JSNA/Drugs-and-Alcohol-2015>

Figure 37: Substance Misuse numbers & proportions within adult offender cohorts



Prisoners at HMP Peterborough have similar levels of drug issues to the NPS Cohort but a lower level of alcohol issues 26%. Both these levels of need do not state that the issues begin in prison but they are evident in prisoners serving their sentences. The higher prevalence of drug issues could be explained by the nationally reported level of drug smuggling into prisons in recent years, particularly in lower security prisons.⁷⁴ Prisoners are potentially being introduced to drugs within the prison and developing a need within the system as opposed to it being tackled as part of their rehabilitation.

Within the OASys assessment for CRC and NPS Cohorts there are a range of questions relating to an offender's drug and alcohol habits. Questions asked in the OASys assessment included the following;

- Binge drinking or excessive use of alcohol in last 6 months?
- Frequency and level of alcohol misuse in the past?
- Violent behaviour related to alcohol use at any time
- Drugs ever misused (in custody and community)?
- Ever injected drugs?
- Level of use of main drug?

Table 29: Binge or excesses drinking in last 6 months within CRC and NPS cohorts

		CRC cohort		NPS cohort	
Binge drinking excessively					
	No Problem	61%	(542)	78%	799
	Some problems	20%	(178)	12%	121
	Significant Problems	18%	(160)	10%	104
Total number assessed			889		1024

⁷⁴ <http://www.bbc.co.uk/newsbeat/article/38956679/is-it-harder-to-smuggle-drugs-into-high-security-prisons>

38% (338) of CRC cohort and 22% (225) of the NPS offenders responded that they either have “some or significant problems” with binge drinking. This is the number at any one time that exhibit this need. The number over a year is unclear but it does show a health need for at least a third of the assessed cohort. The NPS Cohort had a lower level of binge drinking excessively. This might be because they are being held in a higher security prison or are under much closer supervision in the community.

LOCAL SERVICES

There are a variety of different services available to those with drug and alcohol needs in the criminal justice system. These services are managed and commissioned by a combination of the Cambridgeshire County Council, Peterborough City Council, Police and Crime Commissioner and NHS England.

Drug and Alcohol community based support services were historically managed and commissioned by the Drug and Alcohol Action Team (DAAT) in Cambridgeshire. In Peterborough these services were commissioned by Peterborough City Council and are split into two and run by Aspire (Drug misuse) and Drinksense (alcohol misuse).⁷⁵ Going forward a joint commissioning unit across Cambridgeshire and Peterborough based within the Public Health team will be responsible for this work. In Cambridgeshire the main contractor is an NHS led service called Inclusion. Inclusion offers support in custody suites, courts, in Prison and following release from prison. Inclusion is a coordinated service that aims to bring together a range of agencies including the Police, Courts, Prison services, Probation services, treatment providers, government departments and the DAAT team.⁷⁶

Peterborough has recently commissioned a further service to tackle re-offending amongst adult and young offenders with substance misuse (drug and alcohol) problems who are frequent attenders at Police Custody Suites. These offenders are committing ‘lower level’ crimes that do not result in custodial sentences nor requirements to be under the supervision of criminal justice agencies. The aim is an intensive support model to reduce the re-offending of frequent attenders to Police Custody by providing intensive case management support, maximising engagement in supportive interventions that reduce chaotic substance misuse and challenge offending behaviour. IROP will focus on the specific support needs of this group of offenders and will provide access to wraparound intensive support packages tailored to individual support needs.⁷⁷

The Cambridgeshire County Council Youth Offending (YOS) Substance Misuse Team delivers substance misuse interventions to young people (10-18 years). The Team delivers Tier 3 (for those with higher misuse issues) interventions and advises YOS Officers on their delivery of Tier 1 and 2 interventions (less complex clients). Individuals that require higher level Tier 3 interventions and complex cases are referred to the Cambridgeshire Child and Adolescent Substance Use Service (CASUS), which is part of the Cambridgeshire and Peterborough Foundation Trust. Further services are available to youth offenders. POW (Possibilities, Opportunities, Without Taking Risk) deliver services in Peterborough.

Prison based services are led by NHS England, they are responsible for providing prisoners for the same level of health care as any patient would receive outside of the prison system. This service includes Prison Inreach teams that will visit individuals inside the prison in an effort to combat their drug and alcohol issues. For

⁷⁵ Pathways for Offenders and those at risk of offending in Cambridgeshire, Shirley Magilton, September 2014

⁷⁶ <http://www.inclusion-cambridgeshire.org.uk/our-services/criminal-justice/>

⁷⁷ Peterborough Police and Crime Commissioner Innovation Fund 16th March 2016 -Integrated Offender Recovery Programme

example prison healthcare workers or CARAT workers (Counselling, Assessment, Referral, Advice and Throughcare) guide and encourage offenders through their treatment plans and are supportive during drug interventions. For those who misuse substances that are identified within the prison setting, there is a requirement for those working within the prisons to notify the local START team of clients prior to release. The key concerns are that prisons are only required to inform START of the release of prisoners who misuse opiates and that there is a need to increase engagement and with prisoners prior to release and improving the general level of communication.

Data from the National Drug Treatment Monitoring System (NDTMS) reports that 52% of the caseload in Cambridgeshire (75 clients) in 2015 accessed the service on a voluntary basis following release from prison.⁷⁸

Table 30; Substance use of clients accessing Criminal Justice Intervention Team (December 2015).

Substance use of clients	Number of clients on caseload in month	Number of clients on caseload in month also in structured treatment
Opiates	123	117 (95%)
Non-opiates, alcohol, alcohol and non-opiate, no main drug	20	18 (90%)
Alcohol	6	6 (100%)

Source: NDTMS.⁷⁹

In addition there are schemes that focus upon those with complex needs which often includes substance misuse. There is the Integrated Offender Management team where the most problematic offenders are identified and jointly managed by partner agencies working together with the aim of reducing re-offending or for those that continue to offend a speedy court process. The Chronically Excluded Adult Service caters for particularly chaotic high need individuals, with a high proportion having links to the criminal justice system. This has evaluated well and found to be cost-effective, demonstrating a fall in arrests and contact with the criminal justice system post intervention. Liaison and Diversion Services are now in place ensuring that those with mental health problems have appropriate support on discharge from prison.⁸⁰

Offenders can be referred to these services from a variety of sources. It could be a referral from a conditional caution, a court order, from probation services at assessment stage or offenders can also self-refer to participate in schemes to address their needs.⁸¹

Offenders referred by conditional caution via the Offender Hub are at the very least mandated to attend an assessment of their drug or alcohol need in order to avoid the court. These offenders are only mandated to be assessed with treatment remaining voluntary. If the offender does not attend the minimum requirement than they will be summoned to court and processed. The anecdotal evidence available so far suggests that this model of disposal can have a positive impact on the rehabilitation of offenders. The Offender hub evaluation is ongoing and will be available in May 2018.

⁷⁸ <http://cambridgeshireinsight.org.uk/JSNA/Drugs-and-Alcohol-2015>

⁷⁹ CAMBRIDGESHIRE DRUG AND ALCOHOL JOINT STRATEGIC NEEDS ASSESSMENT 2016

⁸⁰ <http://cambridgeshireinsight.org.uk/JSNA/Drugs-and-Alcohol-2015>

⁸¹ Cambridgeshire DAAT Adult Drug Treatment Needs Assessment 2010/11

Summary: Drug and Alcohol needs are prevalent across the system, in particular at the high risk end of the criminal justice system (National Probation Service and Prisons). As a result the need for drug and alcohol services generally increases as an offender becomes more entrenched in the criminal justice system. Youth offenders exhibit the lowest need for such services and NPS and Prison cohorts need the greatest amount of care and assistance to tackle their issues. The following graphs display the level of need across the system that is deemed directly linked to criminal behaviour. It is worth noting that the data obtained for each sub group of offenders was obtained in different ways so the data should be used as an indicator of need.

Gap analysis: There is a large need for drug and alcohol related services among those individuals that come into contact with the Criminal Justice System, and this is related to their offending behaviour.

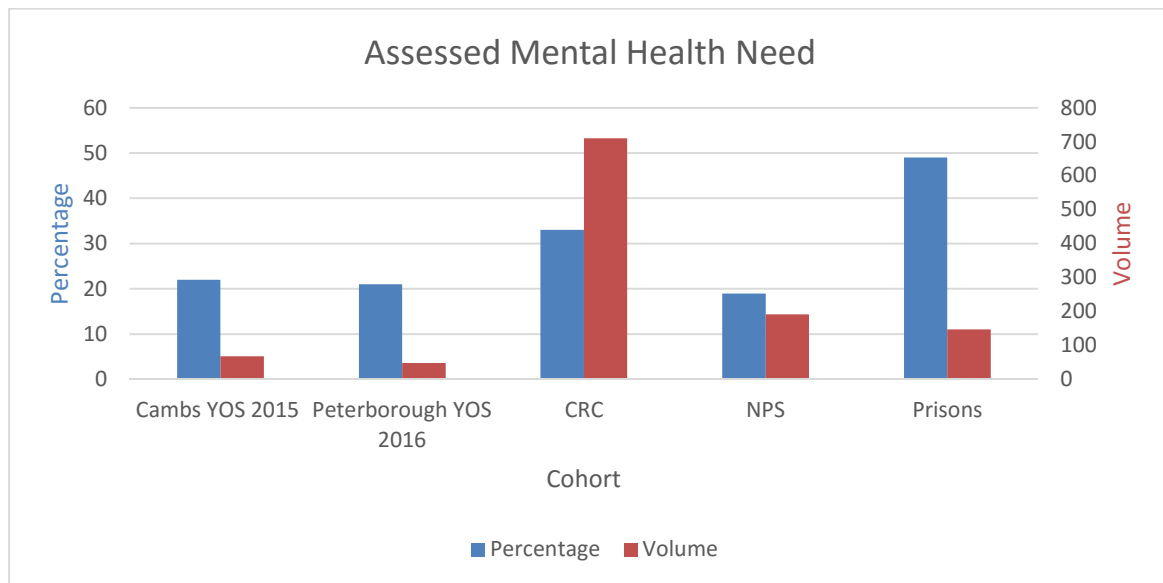
This is not reflected in the number of individuals being referred from criminal justice. It is unclear whether any of these individuals are receiving support through self-referring to the system or whether they aren't receiving support either due to a lack of willingness to engage or difficulties accessing the service.

3.2 NEEDS: MENTAL HEALTH

OVERVIEW

Mental health plays a large factor in offending. A recent study published by the prison reform trust revealed that nationally, indicators of mental health issues are more commonly seen among prisoners than the general population. For example 46% of women and 21% of men in prison have attempted suicide at some point, compared to just 6% of the general population. Furthermore, 25% of women and 15% of men in prison have symptoms indicative of psychosis, compared to 4% of the general population.⁸² It should be noted that the majority of crimes are not committed by people with mental health problems and this section does not aim to sensationalise the role of mental health with crime.

⁸² <http://www.prisonreformtrust.org.uk/PressPolicy/News/vw/1/ItemID/435>

JUVENILE AND ADULT OFFENDERS
Figure 38: Mental health need identified by cohort

In Cambridgeshire and Peterborough the OASys assessment data (standardised assessment system used by probation services) from both the CRC and NPS Cohort and our prison population display a range of issues linked to offending.

Key findings:

- The NPS cohort and young offenders display the lowest percentages of any of the cohorts. For the purposes of this report, the causes of differences between the cohorts is not in scope.
- The CRC Cohort were assessed as having a significant volume and percentage of need (710 and 33% respectively).
- Prison data derived from HMP Peterborough Inspection report surveys highlight a significant percentage (48%) declaring themselves to have a mental ill-health issue. The scope of the survey is limited in terms of volume so the data can only be taken to be an indicator. Nevertheless it highlights individuals who recognise themselves as having a mental health issue, there may be more prisoners with issues that they are not aware or not able to self-declare.
- Liaison and Diversion services recorded an average of 88 clients engaging per month between April 2016 and Jan 2017. Using the average figure per month over a year would give an indication of around 1064 clients being engaged with the service per year.
- The data revealed that nearly half (44%) of female offenders in the CRC cohort (the highest for any offender subgroup) were assessed through OASys as having a significant problem with 'self-harm, attempted suicide or suicidal thoughts'.

It is unclear from the data why these difference exist between the cohorts. Further analysis of this was not in scope for this report as the Crisis Care Concordat is currently conducting a detailed service mapping.

LOCAL SERVICES

Mental health services locally are provided predominantly by the NHS Cambridgeshire and Peterborough Foundation Trust (CPFT) with a number of other support services available through charities and other co-

ordinated services. Within the CPFT there are various services to target different mental health issues and different people. For example there is a prison in reach team for HMP Peterborough as well as the Liaison and Diversion Service (Lads) which aim to divert individuals with mental health issues at the point they enter the criminal justice system. Staff from CPFT's Liaison and Diversion Service work with people who enter the criminal justice system, providing assessments for vulnerabilities such as mental ill-health or learning disabilities.

They can also offer support with other issues such as housing problems and financial concerns and signpost them to services run by CPFT or a range of partner organisations such as Cambridgeshire Police, local authorities and third sector organisations.

Lads aims to assess people at the earliest possible opportunity, when they first come into contact with the criminal justice system, this means they can receive help in a more timely fashion and prevent any issues from getting worse. Without this support, their vulnerability may not be recognised or adequately addressed until they are in crisis or, in some cases, have entered the prison system. Their overall aim is to help people break the cycle of their behaviour or prevent them reaching crisis point by helping them access appropriate services as quickly as possible.⁸³

There are mental health in-reach teams that work with prisoners who have enduring and complex mental health issues as well as challenging personality disorders.⁸⁴

As well as in in-reach teams prisoners are also supported by Integrated Offender Management teams (IOM) to help plan for a prisoners release so they can continue to access mental health services in the community.⁸⁵ Referrals can be made by anyone concerned about an individual. Self-referrals are also possible as described in the alcohol and drugs section above.

Summary: Mental health needs are prevalent across the criminal justice system, particularly in prisons with almost 50% of those assessed exhibiting a mental health need related to their criminal behaviour. The proportion of youth offenders showing a mental health need is lower indicating that mental health issues become more entrenched as offenders reach adulthood and become more involved with the criminal justice system. Therefore it is possible that if mental health issues are addressed early on in a criminal career offenders may desist from offending. The previous graphs display the level of need across the system that is deemed directly linked to criminal behaviour. It is worth noting that the data obtained for each sub group of offenders was obtained in different ways so the data should be used as an indicator of need.

Gap analysis: Mental health services have not been comprehensively analysed as there is a concurrent report being written by the Crisis Care Concordat solely on mental health services in Cambridgeshire and Peterborough. Nonetheless it is still an important determinant in criminal behaviour and so deserves mention in this report.

⁸³ <http://www.cpft.nhs.uk/services/liaison-and-diversion-service.htm>

⁸⁴ <http://www.cpft.nhs.uk/services/Prison%20In%20Reach%20-%20HMP-YOI%20Peterborough>

⁸⁵ <http://www.cpft.nhs.uk/services/integrated-offender-management.htm>

3.3 NEEDS: ACCOMMODATION

DATA NOTE: Offenders serving very short sentences will not undergo an assessment and so could skew the data either way if they were included.

OVERVIEW

Research carried out by the Centre of Housing Policy at York University on behalf of the Joseph Rowntree Foundation in 1996 concluded that ex-prisoners were more likely to re-offend if they did not find satisfactory accommodation on release. Evidence at that time suggested that the general level of housing assistance prisoners received was ‘inadequate.’⁸⁶

It is not just a lack of accommodation that can have an effect on the behaviour of individuals. The type, quality and locations are also important. This variety of factors within an accommodation context can affect the behaviour of potential offenders. There can be anti-social risks with certain accommodation that could affect the individual’s relationships with friends, family, cohabitees, neighbours or visitors for example. There can be anti-social risks associated with specific locations for example if there are offending opportunities nearby.

Some crimes can be directly linked to accommodation such as vagrancy, illegal occupation of premises, travelling, begging and consumption of alcohol (if the individual has no accommodation and consumes alcohol in a public place). There are also indirectly related crimes; an individual may live in an area of high crime and by association become involved in crime such as drug dealing or theft.

Our assessment of the housing need of offenders is derived from our OASys data. In OASys, accommodation needs include ‘no fixed abode’, ‘transient’ or ‘unsuitable’ accommodation, lack of ‘permanent’ accommodation and ‘unsuitable location’ (meaning close to criminal associates or potential victims).⁸⁷ This is a range of quite different situations that offenders may face.

Case Study B: Female Integrated Offender Managed drug user with numerous offences, and associates.

Offender B had been living at home or staying at friends in the past. Her main need was her own housing as she felt this would remove some of the pressures from being at home. She often ended up leaving and staying with other people who were drug users. She felt this was what then lead her to re-offend. She completed a housing application and got a bidding number. She started bidding on properties and 2 months later got her own place. Since then she has been removed from the IOM scheme as she has not reoffended.

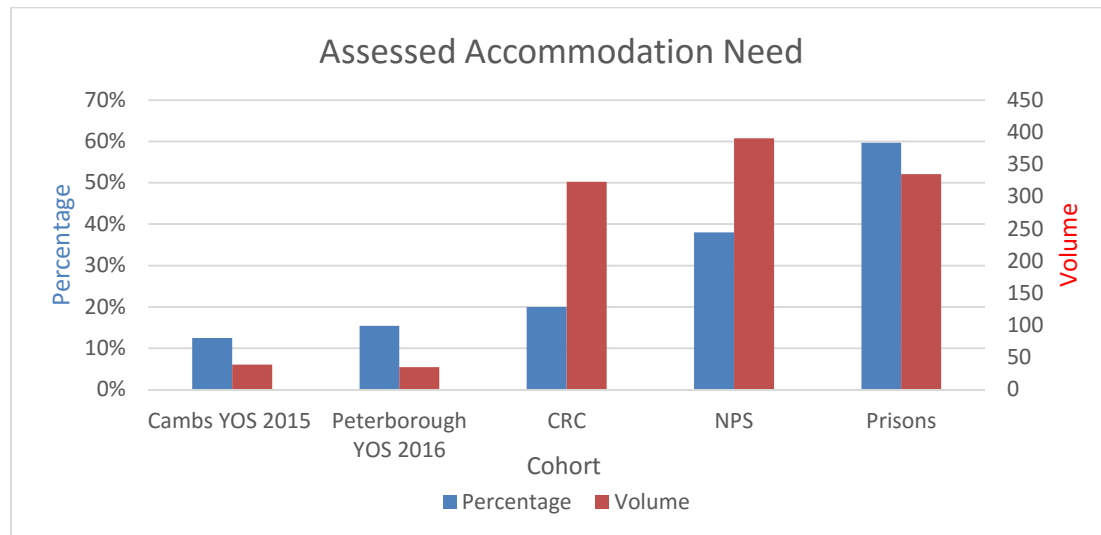
⁸⁶ <http://researchbriefings.files.parliament.uk/documents/SN02989/SN02989.pdf>

⁸⁷ https://www.crimeandjustice.org.uk/sites/crimeandjustice.org.uk/files/Accommodation_and_offending.pdf

Juvenile and Adult Offender

In Cambridgeshire and Peterborough among the CRC Cohort ‘accommodation’ is identified as a need with 16.5% of offenders exhibiting the need. Among re-offenders however the percentage climbs to 28% of offenders exhibiting an accommodation need.

Table 31; Accommodation need identified by cohort



Homeless offenders entering prison have a high reconviction rate within one year with 79% reconvicted compared with 47% who have accommodation⁶

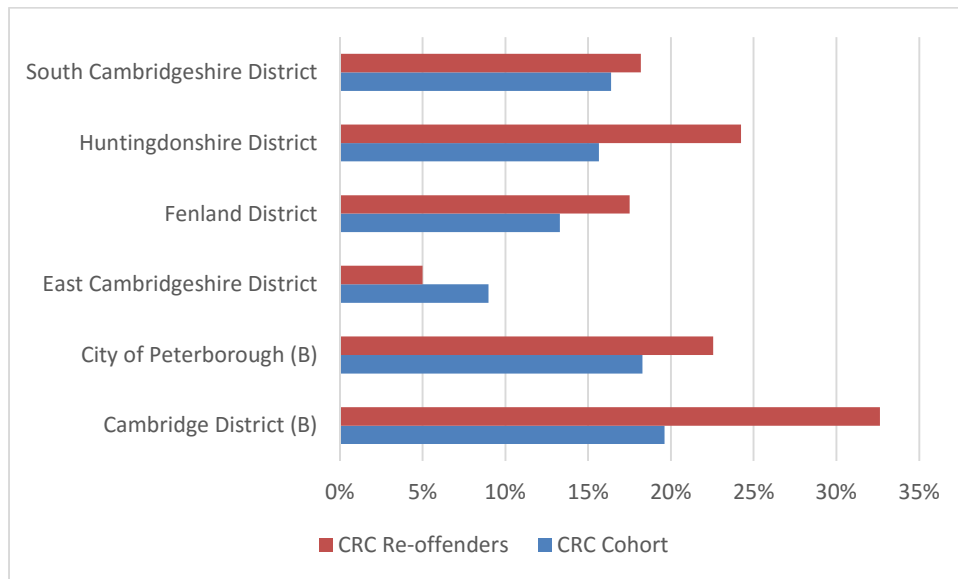
The reason for this increase between all offenders and repeat offenders may be that first time offenders are able to return to their original home whereas repeat offenders may not be able to. Under the Localism Act 2011 local authorities have more discretion with their statutory requirement to house the homeless and vulnerable ex-offenders. For example local authorities can exclude individuals with a history of antisocial behaviour from obtaining social housing⁸⁸. The same may apply within a family situation whereby a family no longer wish to house a family member who is repeatedly offending.

Assessing the pathway by district in the CRC Cohort for ‘all offenders’ and ‘repeat offenders’ showed Cambridge City (20% and 33%) has the highest rate of offenders with an accommodation pathway compared with the general percentage across the constabulary (17% and 28%). This as previously mentioned could be related to the higher cost of housing (rent and house prices) in Cambridge City.⁸⁹

⁸⁸ <http://researchbriefings.files.parliament.uk/documents/SN02989/SN02989.pdf>

⁸⁹ http://s3-eu-west-1.amazonaws.com/pub.housing.org.uk/Home_Truths_2017_East_of_England.pdf

Figure 39: Table accommodation need among CRC Cohort and CRC Re-Offenders



Over a third (38%) of the assessed NPS Cohort have been identified as having issues related to accommodation that can be linked to their criminal behaviour. NPS individuals by default have committed more serious offences which may mean they lead more chaotic lifestyles prior to their latest offence. Similarly to repeat CRC offenders the more prolific and more serious offenders are less likely to have stable housing to return to.

Among the local prison population which includes Bedford prison and the higher security prisons of Whitemoor and Littlehey there is a far higher prevalence of accommodation need with an average of 53% of offenders identified as having an accommodation need. More specifically for Cambridgeshire, 57% of male and 63% of women prisoners at Peterborough prison have been identified as having an accommodation pathway need.

The highest accommodation need identified among the sub groups of offenders is prisoners at HMP Peterborough with 60% (335) of the 559 assessed prisoners showing an accommodation need. The reason for this might be that prisoners are by default serving a custodial sentence (unless on remand) and so potentially have no home to go back to or have committed their offences because of a lack of stability with regard to housing. Offenders generally tend to lead more complicated and unorganised lives than the general population. Not having a consistent home can cause issues with health, employment and relationships.

LOCAL SERVICES

In Cambridgeshire and Peterborough the 5 district councils of South Cambridgeshire, Cambridge City, East Cambridgeshire, Huntingdonshire, Fenland and the Unitary Authority of Peterborough are responsible for their individual housing strategies. South Cambridgeshire and Cambridge City are the only remaining districts with their own social housing stock. Huntingdonshire, Fenland, East Cambridgeshire and Peterborough have passed their social housing stock to housing association partners known as the stock landlords.⁹⁰

These districts / authority have a statutory responsibility to provide homes for the most vulnerable and socially excluded members of society. This includes ex-offenders and those at risk of offending.

*Housing Policy-
An offender, just as anyone
else must apply for social
housing, after which they
will be placed into one of 4
bands, A; Urgent Need, B;
High Need, C; Medium Need
and D; Adequately Housed*

Assessments of housing needs are based on an applicant's current housing circumstances. Assessments will be completed by housing officers of each particular authority. Eligible and qualifying applicants will be placed in one of the following four bands in date order. Applicants placed in Band A will have the highest assessed need, band D the lowest.⁹¹

Further consideration is taken with regard to High Risk of Serious Harm Offenders (HROSH). These are offenders whose offence, behaviours / actions and intents suggest that they might pose a serious risk of harm to others in the community. In these circumstances a multi-agency public protection arrangement (MAPPA) is put in place to ensure that stable appropriate accommodation is in place to manage the particular offender. MAPPA brings together police, probation, prisons and local housing authorities. The aim is for the relevant agencies and organisations to work together to ensure the needs of the HROSH offenders are met and addressed properly.

Current Provision

South Cambridgeshire and Cambridge City have their own social housing compared with the other districts that passed their housing stock to housing partners / associations. In total there are 81 housing providers that authorities work with in the area. East Cambridgeshire, Fenland, Huntingdonshire and Peterborough rely on Private Registered Providers (PRPs) formerly known as housing associations.

Nationally provision has changed from Local Authority owned housing to PRPs. Local authority social stock nationally is now at roughly 40% with PRPs and other public sector dwellings making up the remainder.

Locally the situation is displayed below;

⁹⁰ <http://cambridgeshireinsight.org.uk/housing/housing-providers>

⁹¹ <https://www.scambs.gov.uk/sites/default/files/documents/Lettings%20Policy.pdf>

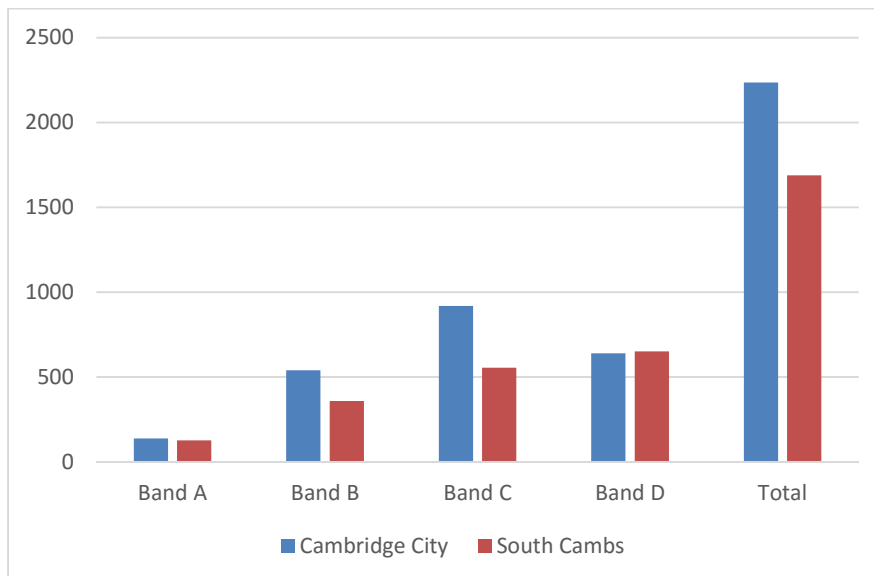
Table 32; Current provision of total social dwellings in Cambridgeshire and Peterborough

	Local Authority (incl. owned by other LAs)	Private Registered Provider	Other public sector	Total	Population	Rate per 1000
Cambridge	6,920	4,890	100	11,910	136,240.00	87.4
East Cambs	10	5,200	120	5,330	87,170	61.1
Fenland	0	5,560	10	5,570	98,340	56.6
Huntingdonshire	0	9,600	120	9,720	177,770	54.7
South Cambs	5,250	3,480	150	8,880	153,890	57.7
Peterborough	10	15,740	520	16,270	198,130	82.1
Total	12,190	44,470	1,020	57,680	851,540	

This means an offender could be made to wait for suitable accommodation. The impact of this can mean an offender is provided emergency accommodation in a hostel if available. Alternatively they may choose to stay with friends or family or even sleep rough. This can be a particular issue for those on short sentences or those returning to prison within a short period after their release.⁹²

Mapping housing services locally has been very difficult, as has been getting reliable up-to-date data on the number of offenders suitably housed, on a waiting list, considered to be 'intentionally homeless'. Data is presented overleaf for the available areas, it shows the number of applicants still awaiting housing by band as of March (Cambridge City) and May 2017 (South Cambridgeshire).

Figure 40 - Showing Housing Applications in Cambridge City and South Cambs by priority banding. Band A = urgent need



Summary: The previous graph display the level of need across the system that is deemed directly linked to criminal behaviour. It is worth noting that the data obtained for each sub group of offenders was obtained in different ways so the data should be used as an indicator of need. The level of need is significant and grows as offenders become more entrenched within the criminal justice system. The percentage of young offenders (10%) with an accommodation need is relatively low in comparison with CRC Cohort (20%) and NPS Cohort (38%) indicating that if accommodation was provided at an early stage, criminal behaviour could potentially be curbed before it becomes a long term issue leading to more serious offences being committed.

Gap analysis: The full extent of housing demand and capacity for offenders is unclear. Part of the issue is the way that social housing is owned / managed through housing associations. The known demand is only representative of the general population through waiting lists in districts where social housing has not been passed over to housing associations (Cambridge and South Cambs). There is no data available through social housing providers relating to the numbers of offenders that require accommodation. There is however a large demand evident for housing with a range of 10% of young offenders, up to 60% of assessed adult prisoners having an accommodation need linked to their criminal behaviour. The total volume assessed as having an accommodation need is over 1000 potentially highlighting a large gap in the specific provision of accommodation for offenders.

3.4 NEEDS: EDUCATION, TRAINING AND EMPLOYMENT (ETE)

OVERVIEW

Issues related to education, training and employability can be a barrier to a stable offending free lifestyle. Not being able to find suitable employment or purpose through education or training can potentially lead to a life of crime for an individual. As well as being affected by the local and national employment situation ex-offenders can face many barriers to entry to education and training and employment. The main barrier is an ex-offenders criminal record. Another barrier may be that they may not have suitable access to the internet in order to make applications.⁹³

A survey conducted by the Ministry of Justice among prisoners found that 59% claimed to have regularly played truant at school and two-fifths said they had been permanently excluded or expelled. Only one third of prisoners claim they had been employed in the four weeks before entering custody.⁹⁴ The combination of not being in employment, receiving benefits and having no qualifications has been linked to a higher rate of re-offending. 68% of prisoners agree that having a job would help them to stop re-offending.⁹⁵ Crucially though

⁹³ <https://www.justiceinspectorates.gov.uk/cjji/wp-content/uploads/sites/2/2014/09/Resettlement-thematic-for-print-Sept-2014.pdf>

⁹⁴ 19 Ministry of Justice (2012) *Prisoners' childhood and family backgrounds: Results from the Surveying Prisoner Crime*

Reduction (SPCR) longitudinal cohort study of prisoners.

⁹⁵ Ministry of Justice (2012) *The pre-custody employment, training and education status of newly sentenced prisoner.*

Results from the Surveying Prisoner Crime Reduction (SPCR) longitudinal cohort study of prisoners.

almost half said they needed assistance with seeking new employment and two fifths required help with improving their work skills and education.

A report on resettlement provisions for adult offenders reported that too few prisons are providing training or advice that can actually lead to tangible job opportunities in the community. There are good examples of nationwide employers who actively engage with ex-offenders such as Hilton Hotels, Timpsons and Greggs as well as local employers such as Nana Mexico in Cambridge but these opportunities are limited to small numbers.⁹⁶

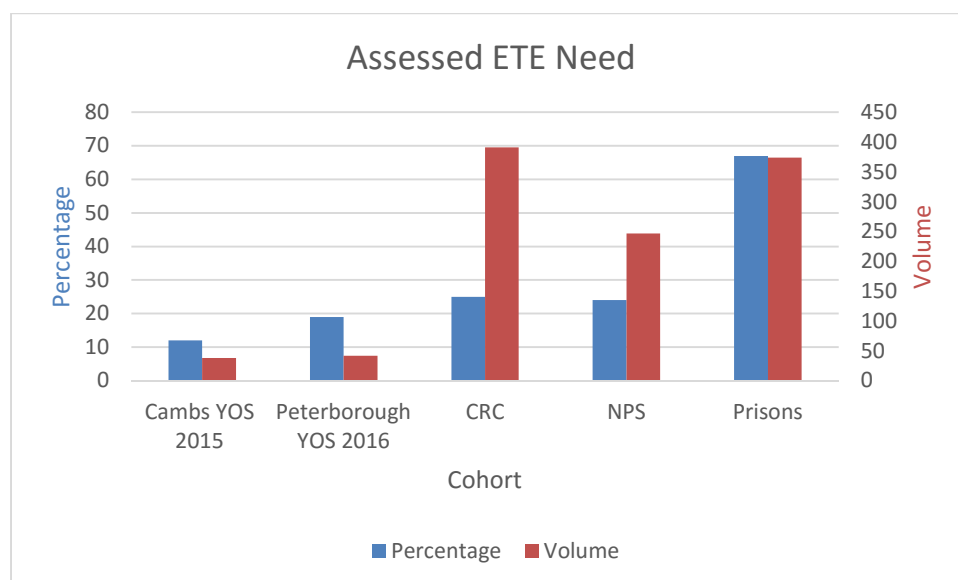
JUVENILE AND ADULT OFFENDERS

Among our prisoner population assessed in Peterborough prison 66% of men and 70% of women have been assessed through OASys as having an ETE pathway. This compares with 23% of our total CRC Cohort and 32% of our CRC Cohort that have re-offended. Among the NPS Cohort the level of ETE need is 24%. This disparity between the ETE need of our prisoners and our NPS and CRC Cohort follows a similar pattern to those individuals with an accommodation pathway. The reason for this disparity between YOS, CRC, and NPS with Prisons is unclear but highlights a strong demand for ETE services among prisoners in HMP Peterborough.

It is likely that Juvenile offenders are in contact with education and therefore do not score highly for need. What this data does not provide an indication of is how many are likely to achieve good educational outcomes. There is likely to be a need for additional support for these young people that is not evidence here.

Those who have ‘aged’ through the criminal justice system into a prison sentence quite possibly have already ‘fallen’ through education and meaningful employment and therefore now require service intervention that will address those needs alongside any other immediate needs, such as alcohol or drug misuse.

Figure 41: ETE need identified by cohort



Among our prisoner population assessed in Peterborough prison 66% of men and 70% of women have been assessed through OASys as having an ETE pathway need. This compares with 23% of our total CRC Cohort and 32% of our CRC Cohort that have re-offended. Among the NPS Cohort the level of ETE need is 24%. This disparity between the ETE need of our prisoners and our NPS and CRC Cohort follows a similar pattern to those

⁹⁶ <https://www.justiceinspectors.gov.uk/cji/wp-content/uploads/sites/2/2014/09/Resettlement-thematic-for-print-Sept-2014.pdf>

individuals with an accommodation pathway. The reason for this disparity between YOS, CRC, and NPS with Prisons is unclear but highlights a strong demand for ETE services among prisoners in HMP Peterborough.

As well as a summary score indicating whether ETE needs link to criminal behaviour, the OASys assessment also displays whether those assessed have reading and writing issues. These issues do not necessarily link the offenders to criminal behaviour but does indicate a need. The following graphs show the volume of individuals within the CRC and NPS that have reading, writing and learning difficulties.

Figure 42 - Number of CRC Cohort with Reading, Writing or Learning Difficulties

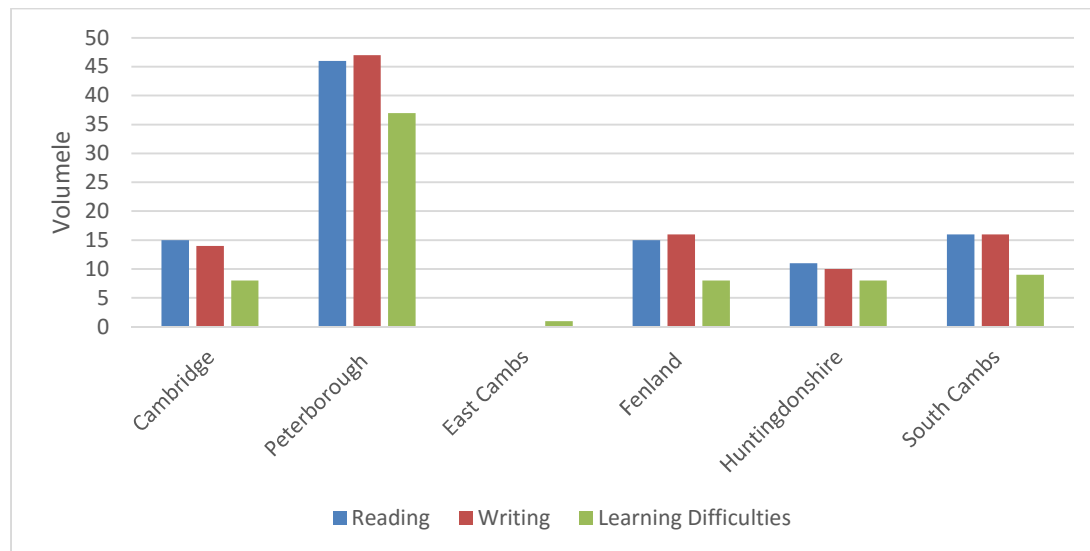
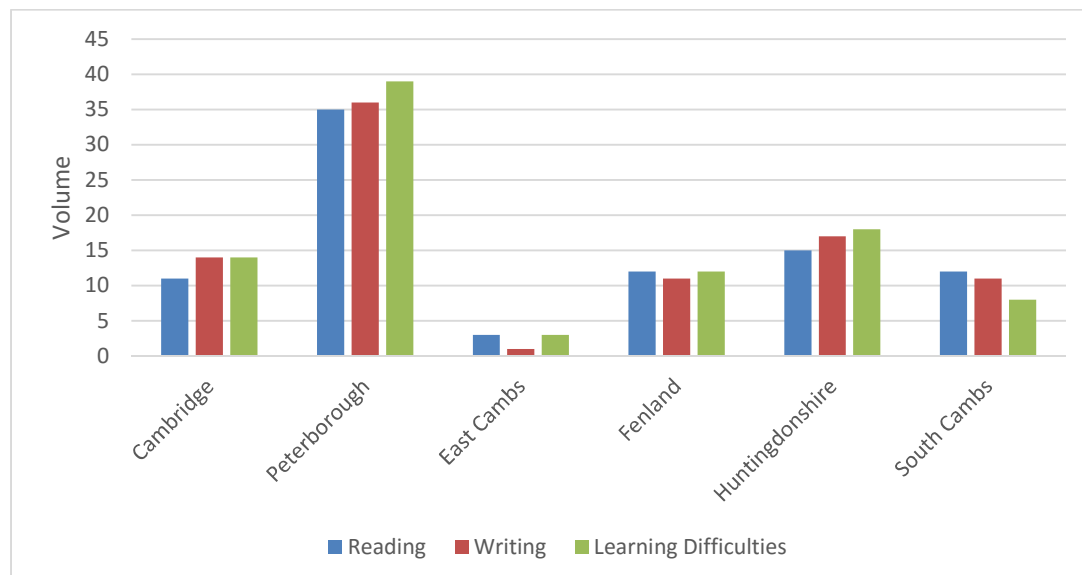


Figure 43 - NPS Cohort with Reading, Writing or Learning Difficulties



LOCAL SERVICES

Education services are provided by a combination of BeNCH CRC and Sodexo prison services at HMP Peterborough. These services include programmes to improve English and Maths among prisoners. There are also services available to help Prisoners and ex-offenders find work, these include workshops to improve CV

writing workshops, I.T skills. At HMP Peterborough there are various academies available to offenders to teach various different skills. These include;

- Industrial Cleaning with health and safety certification and qualifications,
- Hair and Beauty training providing an accredited training programme
- Manufacturing where services are contracted with local businesses to manufacture, assemble and package items
- Breaking the Cycle – A restorative justice partnership with the Police and Big Issue to refurbish abandoned bikes
- Painting and Decorating – prisoners are given skills to enable them to work on the maintenance of the prison
- Gardening where prisoners are trained in grounds work and gardening and assist with the upkeep of the prison.⁹⁷

Length of courses and waiting lists, time already served all affect the reality of offenders successfully completing courses and thereby outcomes for individuals. With 17% of sentences served being under a year it is probable that this is not enough time to enrol and complete a course that can substantially reduce the risk of re-offending.

Summary: The previous graph (Figure 39) displays the level of need across the system that is deemed directly linked to criminal behaviour. It is worth noting that the data obtained for each sub group of offenders was obtained in different ways so the data should be used as an indicator of need. The data obtained indicates there are high numbers of offenders exhibiting an ETE need. 24% of the CRC Cohort and 25% of NPS Cohort could potentially desist from crime if their need was met and they were able to gain meaningful employment.

Gap analysis: Locally we have no grasp of the amount of people accessing ETE support services within prisons or probation. This contrasts with high numbers of people being assessed as having an ETE need so there may be many offenders who are not having this need addressed. It is known that there are programmes available to provide ETE for offenders through prison and probation services but the numbers enrolled on these programmes are unclear as is the process when offenders are moving through the system from prison to probation for example.

⁹⁷ <http://www.justice.gov.uk/contacts/prison-finder/peterborough/regime>

3.5 NEEDS: FINANCE

Offenders are a particularly vulnerable group within society who are more likely to face financial issues than the general population. Offenders may have financial problems when entering prison which can be exacerbated during their sentence. A social exclusion report has stated that a lack of financial support and debt is a key factor in high re-offending rates. According to this report⁹⁸; reducing re-offending (2002) 10% of households have difficult or multiple debts compared with 48% of prisoners who have a history of debt. Prisoners are also far more likely to be in receipt of benefits with 72% compared with 13.7% of the working age population. A finance need can be the root cause of offending for some. For example financial issues could lead to accommodation issues, relationship issues, mental health issues and drug or alcohol issues (as a coping mechanism). These are all considered pathways in their own right but can be the result of rising debt or a job loss. It is clear that ensuring offenders and those vulnerable to offending have enough lawfully obtained money to live on to prevent them from offending or re-offending is vital.

There is financial support available for many people but there can be considerable barriers to access them, delays or insufficient support. For example a prisoner when released is entitled to apply for a discharge grant of £46 (£37 for those under the age of 25). The first issue is that a prisoner must apply for this grant which could be problematic for those less literate. Secondly there can be delays in receiving the money which could mean it comes too late to be of use. And thirdly the amount was set in 1995 meaning that due to inflation £46 is worth significantly less today than when it was when first introduced. According to the Bank of England £46 in 1995 is equivalent to £81.15 today.⁹⁹ This means in real terms the discharge grant has decreased by 43%. There are also many prisoners who are ineligible for the grant. Those that have been released from remand, fine defaulters and those serving sentences of less than 15 days will not receive the grant. These individuals do not necessarily have a lower level of financial need but are not deemed suitable to receive the grant. This means many people are leaving prison without any financial support.¹⁰⁰

Financial support systems such as jobseekers allowance have time issues as well. Due to it being paid in arrears and preceded by 3 waiting days this can mean that claimants only get their first payment 17 days after first applying. This delay is significant as an offender may feel the need to offend in this time to provide for themselves. This small delay could therefore have a large effect on re-offending.

JUVENILE AND ADULT OFFENDERS

Need among the cohorts is ranged from 23% of offenders in prison to 36% within the NPS. Again it is worth noting that the low volume of prisoners is the result of small numbers taking part with the HMP Inspectorate

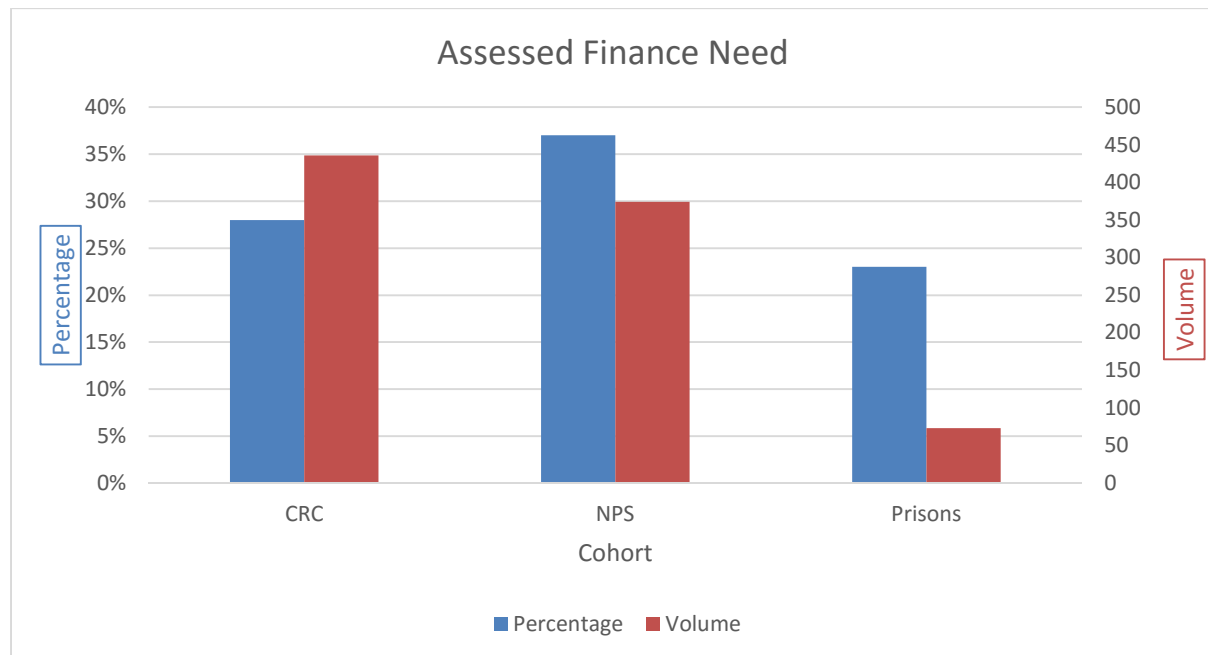
⁹⁸ Social Exclusion Unit. (2002). *Reducing Re-offending by ex prisoners*. Available: <http://www.i-hop.org.uk/ci/fattach/get/59/0/session/L2F2LzEvdGltZS8xNDYzOTk2MzMzL3NpZC9aWGtJZ2NSbQ==/filename/Reducing+re-offending+by+ex-prisoners.pdf>.

⁹⁹ <http://www.bankofengland.co.uk/education/Pages/resources/inflationtools/calculator/default.aspx>

¹⁰⁰ Prison Reform Trust. (2011). *Prison Reform Trust response to 'Local Support to replace Community Care*. Available: <http://www.prisonreformtrust.org.uk/Portals/0/Documents/PRT%20Community%20Care%20Grants%20and%20Crisis%20Loans.pdf>.

Survey at HMP Peterborough. The volume totals almost 900 across the three cohorts with a financial need linked to criminal behaviour.

Figure 44; Assessed Financial Need among offenders



LOCAL SERVICES

Local councils recently became responsible for supporting with those in severe financial hardship. Each council has a discretionary fund so it will depend on both the individual's circumstances and the council's guidelines, procedures and budget on how much financial support they receive.

Further funding is available in the form of a budgeting loan from central government. These loans are available to pay for essentials like rent, furniture, clothes or hire purchase debts. These loans are interest free so the individual does not have to pay back more than they have borrowed. These loans are only eligible for those that have been receipt of an income-related benefit for at least 26 weeks.

There are limited local services available through BeNCH CRC, NPS and HMP Peterborough. For example;

- BeNCH CRC run courses designed to tackle finance issues by providing a personal financial need assessment to determine bespoke plan of support. There are also support services that aim to help offenders fill out forms and apply for grants that they are entitled to.
- BeNCH CRC commissions St Giles trust to prepare a pre-release plan with individuals to manage their resettlement. This will include all aspects of need which can include financial support too.
- Sodexo at HMP Peterborough also run their own mentoring and support services which cover finance and debt advice as well.

Ultimately though the responsibility of financial support and stability lies with central government. Factors such as the economy providing well paid stable jobs are beyond the control of local government and commissioned services from the local partner agencies can only go so far to providing financial support. The prisoners discharge again is a national prison initiative and is not funded or administered by local authorities.

The department for work and pensions (DWP) take ownership of jobseekers allowance and other benefits such

as housing benefit although this is administered by the local authorities. Local authorities pay initially for housing benefit and then claim back from central government each year. This particular area has an overlap with accommodation services.

Summary: Financial issues can be a catalyst to other issues such as accommodation, substance misuse and mental ill-health. As shown in figure 43 a significant proportion of offenders have a financial need linked to their criminal behaviour. Between 28% (CRC) and 37% (NPS) of assessed offenders managed by probation services as well as 23% of assessed offenders currently in prison exhibit this need. This totals around 900 offenders in Cambridgeshire and Peterborough. Obtaining a legitimate source of finance can increase the chance of an offender desisting from crime. However, current provision by the DWP treats offenders the same as anyone else with regard to benefit payments or JSA despite the increased difficulties offenders can face. It also neglects to recognise the risk and the added cost to society of re-offending.

Gap analysis: There are large numbers of offenders with a financial need. There are local services available to provide support and advice but it is unclear whether offenders are using them or are even aware of them. There is a lack of data in this area which needs further exploration.

SECTION 4: OFFENDER SUBGROUPS

To fully understand what services might be needed for offenders it is important to appreciate that offenders are not a homogenous group and that a variety of factors will influence needs and offending behaviour. This report has examined the data and includes four important sub groups; female offenders, offenders under 18-25 years of age, BAME offenders and out of county offenders.

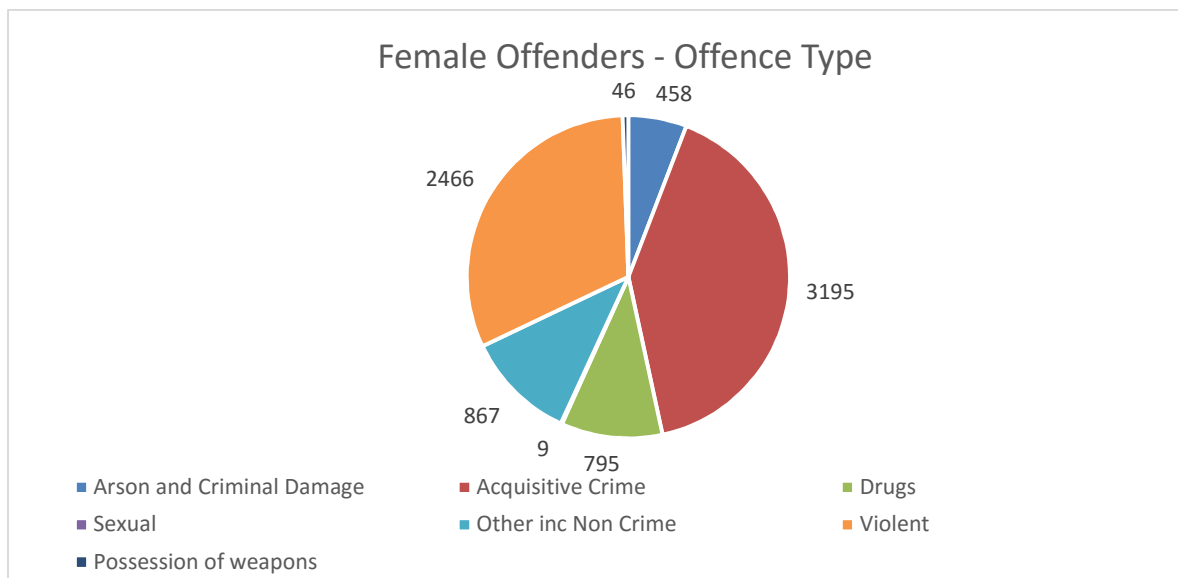
4.1 OFFENDER SUBGROUPS: FEMALE OFFENDERS

Analysis of the data revealed that female offenders show a different trend to offences committed and pattern of needs. For this section the analysis was

OFFENDING BEHAVIOUR

Females show a marked difference in certain offending types. Theft and Handling is significantly more prevalent within the female subset of offenders than the overall pool of offenders. 40 % of offences committed by our female offenders are theft and handling offences. This is followed by violence against the person (31 %) and drug offences (10 %).

Figure 45: Female Offender Profile - Offending Type as recorded by Cambridgeshire Constabulary

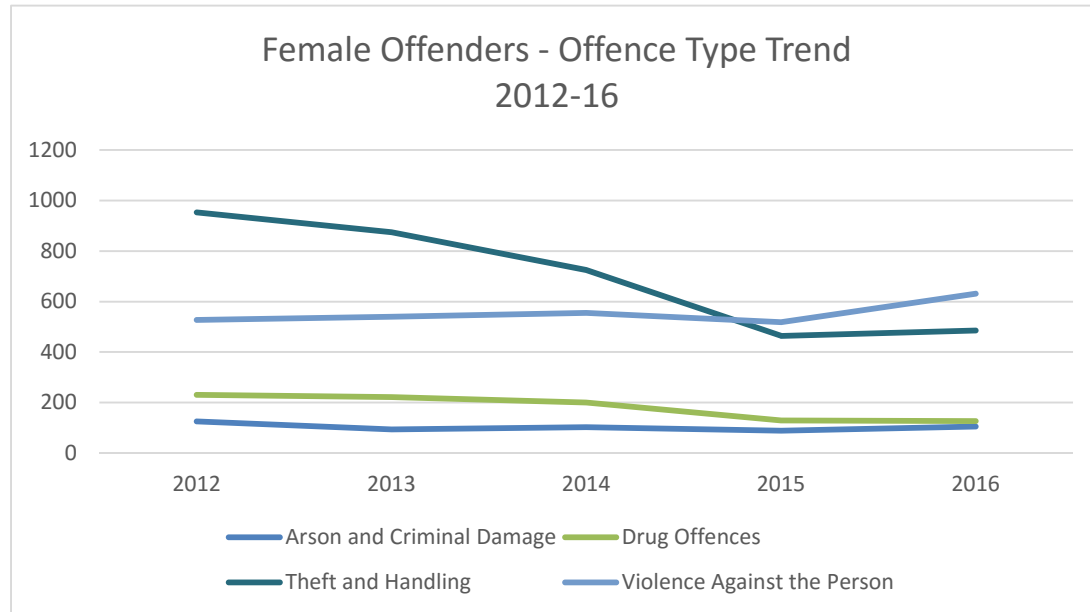


The trend over 5 years (shown above) displays how the 4 most common offences among female offenders have largely remained consistent. Theft and Handling however, has seen a change with a sizeable reduction in the amount of offences committed. As a proportion of total offences among women Theft and Handling has reduced from 45 % in 2012 to 31 % in 2016.

This is significant because theft and handling no longer is the most common offence type among female offenders. Violence against the person is now more frequent among females than theft and handling. This counters the long standing trend that most offences committed by females are acquisitive. Research conducted by Fawcett that suggested the reason for a high count of theft offences among women could be because of the need to provide for children. This theory could have been supported by the national statistic

that two thirds of women were mothers living with their children before they came into prison with one third having a child under the age of five¹⁰¹.

Figure 46: Female Offenders - Changes over time for in police recorded offences



As well as a reduction in acquisitive crime among women, there has been an increase in violence against the person offences over the five year period. The proportion has risen from 25 % of all offences to 31 %. This is the result of a 20 % increase from 527 offences in 2012 to 631 in 2016. The largest increase occurred in 2015 with a 20 % year on year rise in violent crime among women.

This correlates with the national and local trends among men and women. Nationally the trend for police recorded violent crime began to rise in 2014 with a 22 % rise the latest year. The local trend among men and women is much the same with an increase in violence against the person starting in 2014 and continuing into 2016.

According to the Office for National Statistics (ONS) the reason for this trend in rising violent crime has been attributed to improvements made to recording practices for example in cases of domestic abuse and increased coverage, for example, the inclusion of two additional offences in the harassment category.¹⁰²

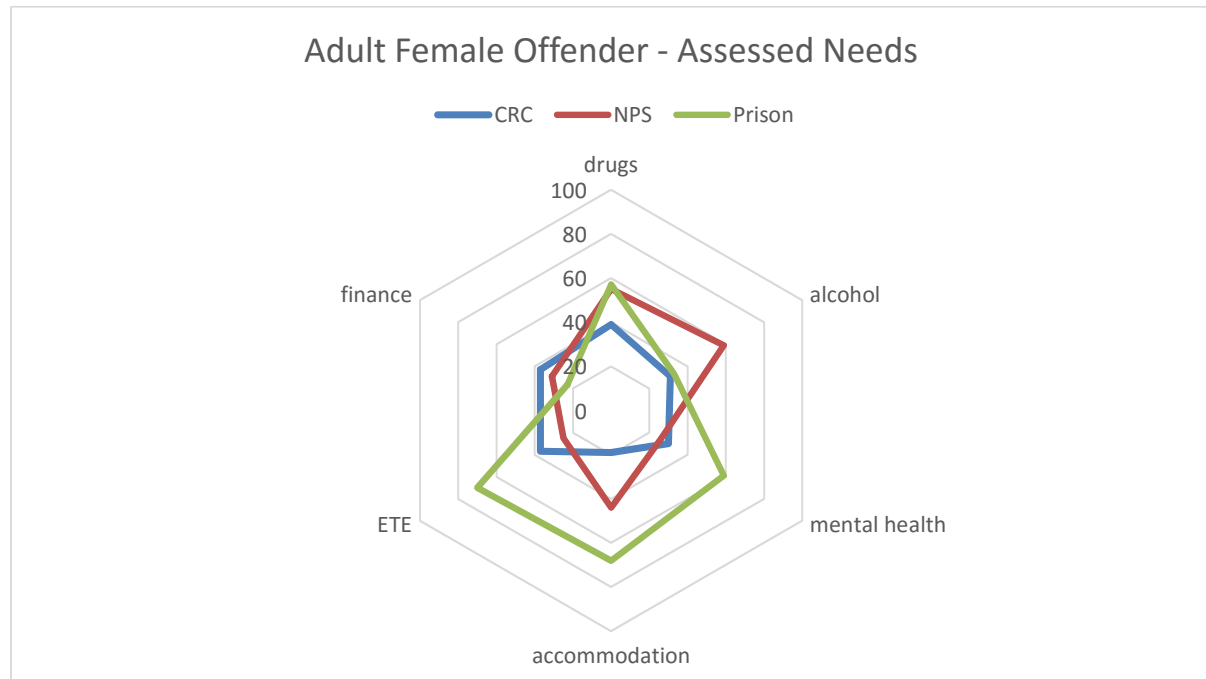
These larger national trends could apply to Cambridgeshire as a whole and to our female offenders resulting in the rise in violence against the person in the most recent years.

¹⁰¹ The Corston Report, Home Office, March 2007

¹⁰²

<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingsept2016#latest-violent-crime-figures-continue-to-present-a-complex-picture>

NEEDS OF SUBGROUP

Figure 47: Summary chart of assessed needs by cohort – Female Offenders¹⁰³**Substance Misuse:**

- The drug need among women is visibly higher than the alcohol need. In the three most serious cohorts, CRC, NPS and Prisons over 50% of women display issues with drugs.
- The highest volume of women with an alcohol need or a drug need occurs within the CRC Cohort.
- Within the YOS Cohort there are very low numbers committing offences and only a small percentage of females exhibit either an alcohol or a drug need.

Mental Health:

- The percentage of mental health need across the cohorts is relatively even (between 25% and 32%) with the exception of females in prison (59%).
- Once again the largest volume of need is evident in the CRC Cohort.
- Self-harm and suicide are particularly high for female offenders in the CRC cohort
- The mental health need among the YOS cohort is significantly higher than other need categories.

Accommodation:

- A high percentage (68%) and volume (93) of females assessed within prison show a significant level of need for accommodation.
- Women under NPS supervision also exhibit a high accommodation need but the volume is low as reflected by the overall female NPS Cohort.
- Almost 20% of female young offenders are assessed to have an accommodation need. This is high if assumed that most young people still reside in the parental home.

Education, Training & Employment:

- ETE needs are most prevalent among females (70%) in prison with a high volume (96) to support the data.
- The CRC Cohort has a high volume of females (135) with an ETE need. This accounts for over 30% of the female CRC Cohort.
- 15% of the female YOS cohort have an ETE need. This is high when considering that many of the female YOS Cohort may still be in education

¹⁰³ The chart did not allow the inclusion of YOS data.

4.2 OFFENDERS AGED 18-25

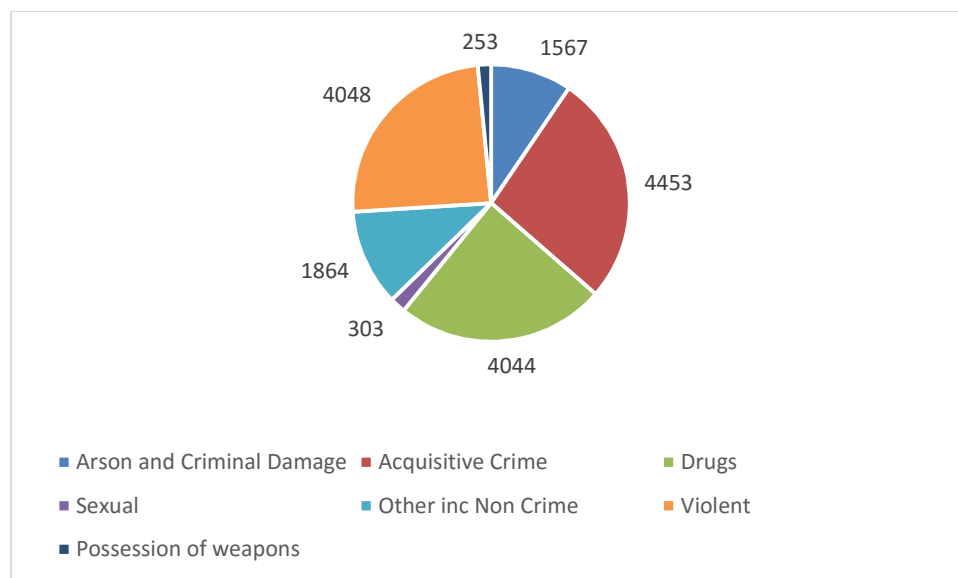
DATA NOTE: This section analysis those offenders aged between 18-25 years of age where data is available from CRC and NPS. YOS data is collected slightly differently and therefore analysed separately (see section 2). The following data is not as able to show such a range of need across the criminal justice system due to limitations within the datasets.

The 18-25 age group has been added to the offender sub groups because they are considered a group that have a good chance of desisting from their criminal behaviour if targeted effectively.

OFFENDING BEHAVIOUR

As with the overall crime trends among our unique offenders the under 25 age bracket largely offend in three main offence types of Theft and Handling (23 %), Drug offences (24 %) and Violence against the person (24 %) with a notable number of Arson and Criminal damage (9 %) offences too.

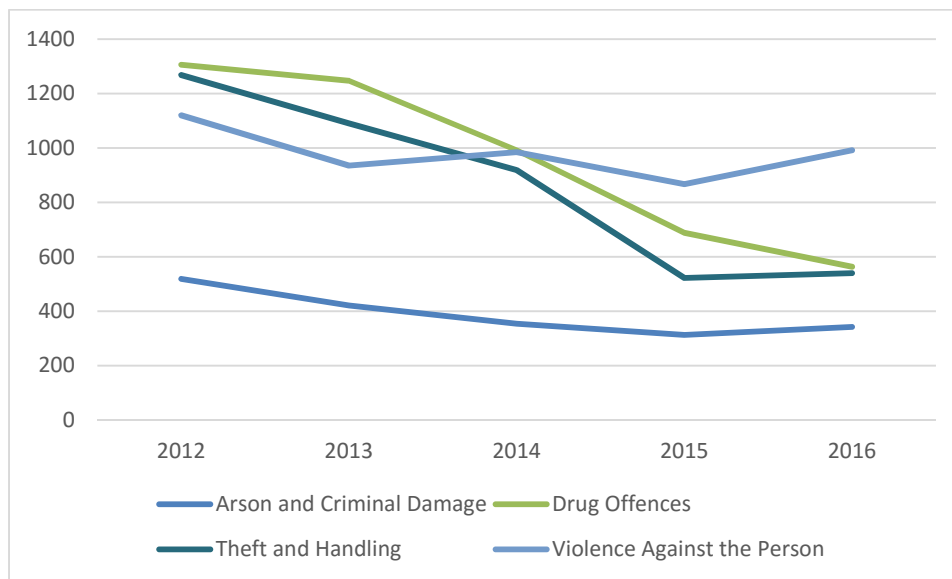
Figure 48: Under 25's Profile - Offence Type



Of the four offence types, drug offences has consistently reduced year on year. This contrasts with Arson & Criminal damage and Theft and Handling which have seen a steady reduction from 2012 to 2015 before an increase in 2016. Theft and handling among the 18- 25 age bracket has reduced by over 50 % in the period with Arson and Criminal damage also falling by almost 34 %.

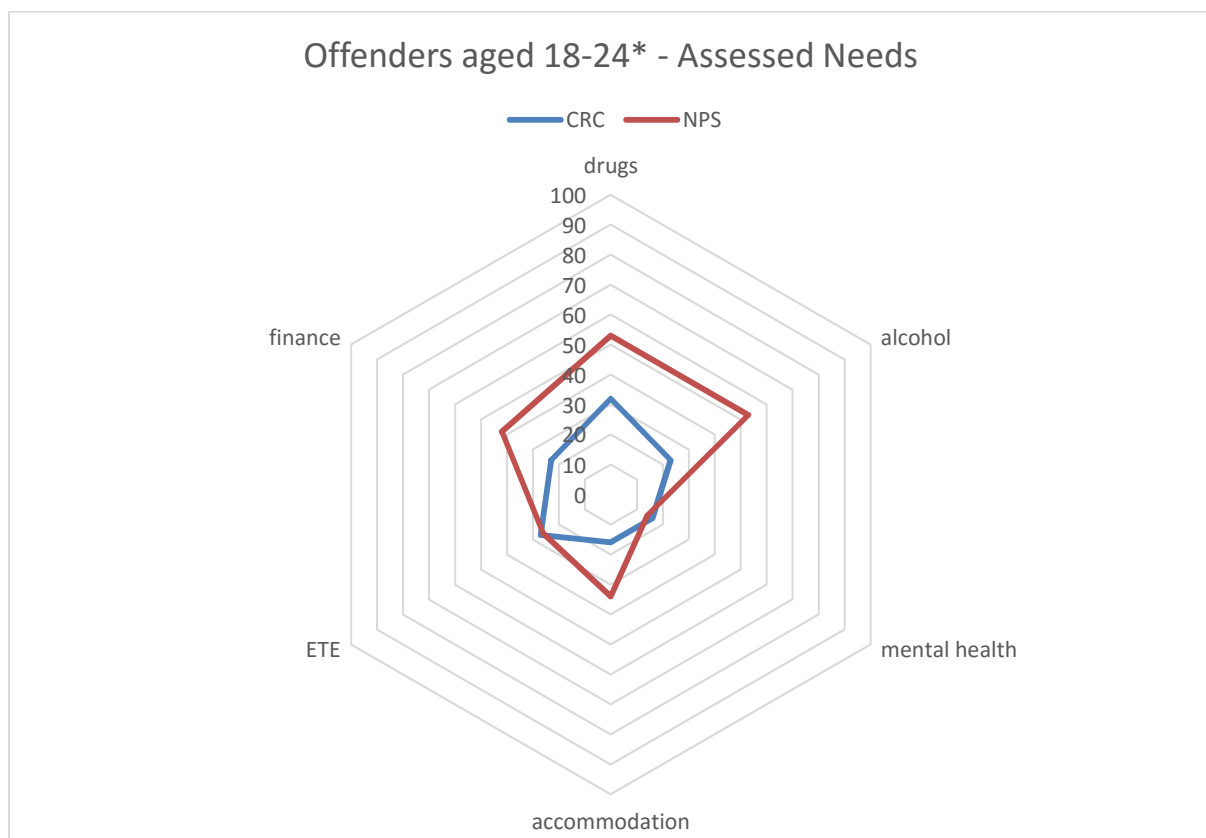
Violence against the person has a less identifiable trend with rises and falls during the 5 year period but does correlate with the national and local crime trends with an increase into 2016. Despite this, over the entire five year period, the number of Violence against the Person offences among our offenders have fallen by over 10 %. This rise from 2015 to 2016 is reflective of the national crime trend as a whole which saw a rise of 22 % in violent crime against the person.

Figure 49: Offenders under age of 25 - Offence Type



NEEDS OF SUBGROUP

Figure 50: Summary chart of assessed needs by cohort – 18-24 year old Offenders



<p>Substance Misuse:</p> <ul style="list-style-type: none"> • The percentage increase from CRC offender to NPS offender is consistent across both drug and alcohol needs. As the level of offender becomes more high risk the prevalence of drug and alcohol need also appears to grow. • The percentage of under 25's under NPS supervision is very high (over 50%). This suggests that serious offences are influenced by drugs and alcohol among the under 25's. 	<p>Mental Health:</p> <ul style="list-style-type: none"> • With mental health needs we see the opposite effect to drugs and alcohol among the under 25s. • Mental health need is low compared to other offender sub groups.
<p>Accommodation:</p> <ul style="list-style-type: none"> • The volume of under 25s with an accommodation need is consistent across the CRC and NPS. • The percentage differs significantly though. NPS managed individuals have a greater need (34%) compared with CRC individuals (16%). • Cambridgeshire & Peterborough YOS data highlights that between 12% and 15% have an accommodation need. Similar to CRC cohort level. 	<p>Education, training & Employment:</p> <ul style="list-style-type: none"> • The volume is comparable among the under 25s within CRC and NPS Cohort. • CRC and NPS are comparable with around 25% of under 25's under their supervision displaying an ETE need. • There is a higher volume of under 25's among the CRC Cohort with an ETE need. • The percentage of under 25s within the CRC cohort having an ETE need is comparatively low compared to the average.
<p>Financial:</p> <ul style="list-style-type: none"> • The percentage of 18-25 year old NPS clients with finance issues is high (42%) in comparison with the average prevalence of 37% among NPS clients. • Could indicate that lower level offences are not driven by financial need. 	

4.3 BLACK, ASIAN AND OTHER MINORITY ETHNIC GROUPS (BAME)

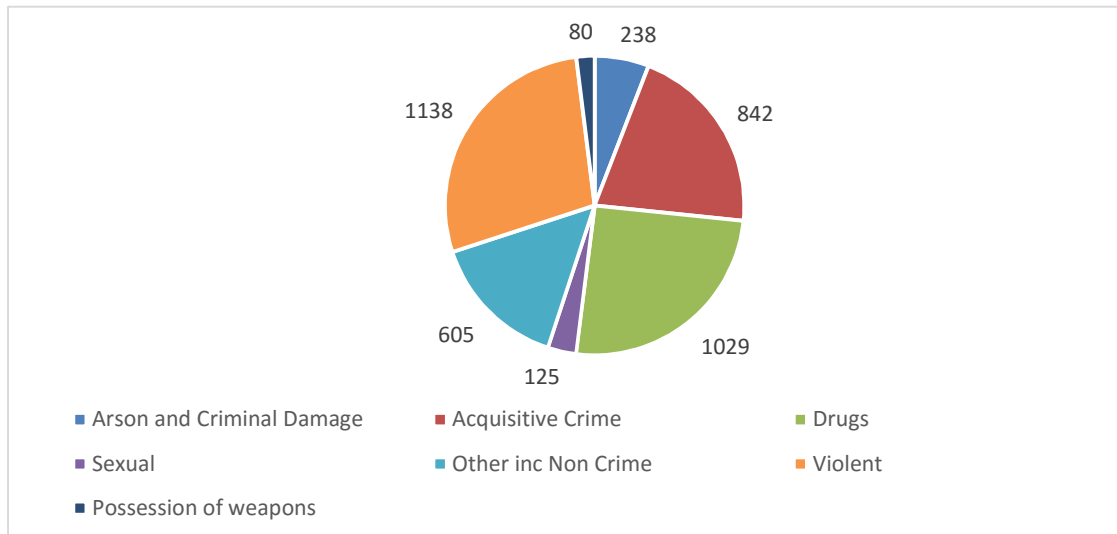
OFFENDING BEHAVIOUR

Black and Asian Minority ethnic offenders covers many different ethnicities and nationalities ranging from Black African to Asian Pakistani. The reason for grouping these ethnicities is the lack of numbers in Cambridgeshire in any one group to analyse any one group. Offenders falling into these subgroups tend to reside in the more urban areas such as Cambridge City and Peterborough.

The most notable point is the lower prevalence of theft and handling offences which made up just 18% of all crimes compared with other sub groups of offending.

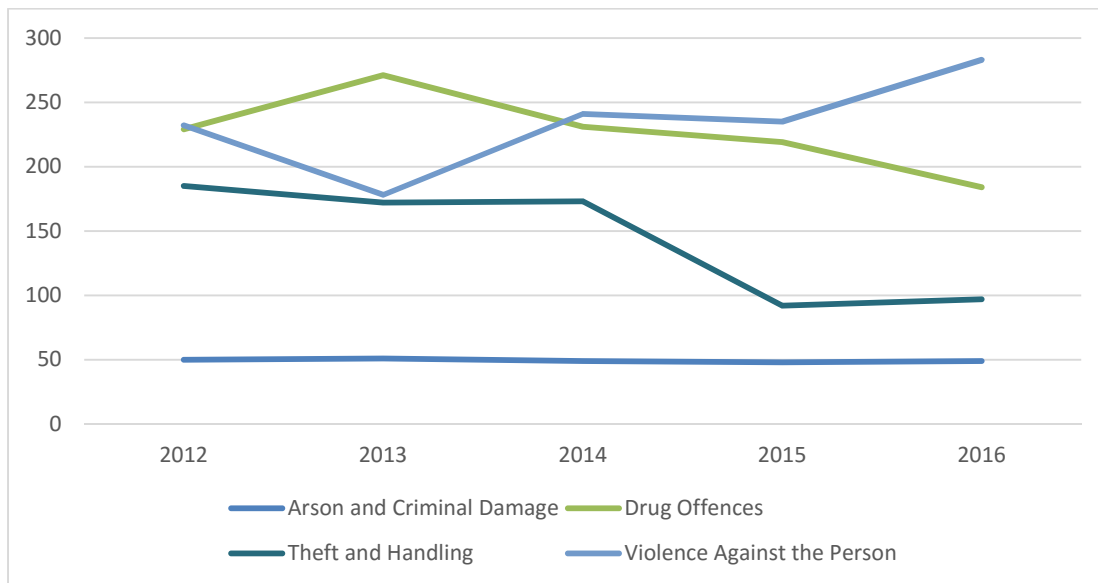
The challenge here is analysing the BAME group as a whole. Within this group there can be significant cultural differences.

Figure 51 - BAME Offenders - Offence Type



The 4 most common offence types are again arson and criminal damage, drug offences, theft and handling and violence against the person as shown below.

Figure 52 - Black and Minority Ethnic Offenders - Offence Type Trend 2012-16

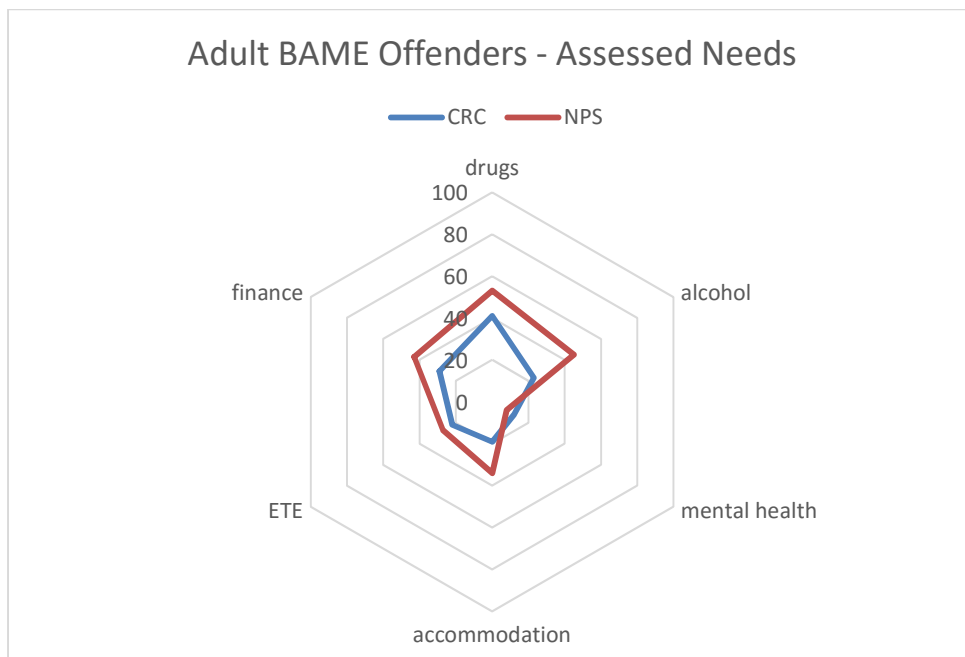


The graph above shows variation of trends across the 5 year period. Violence against the person offences are the most notable change over 5 years with two reductions in the five year period before ultimately concluding almost 22 % higher in 2016 than in 2012. This correlates with the national crime trend for violence against the person which saw a 22 % rise from 2015 to 2016.

The next three most prominent offence types have fallen or remained the same over the period, with theft and handling reducing from 20 % of all offences committed by our BAME offenders in 2012 to 12 % in 2016. Again this reflects the national trend where the number of theft related offences has halved from 2003 to 2016 according to police recorded crime displayed by the ONS.¹⁰⁴

NEEDS OF SUBGROUP

Figure 53: Summary chart of assessed needs by cohort – BAME Offenders



¹⁰⁴

<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwales/bulletintables>

<p>Substance Misuse:</p> <ul style="list-style-type: none"> • A high percentage (41%) of BAME Offenders compared with the average (27%) within the CRC cohort have a drug need linked to their criminal behaviour. • This differs to the Alcohol need within the CRC cohort where just 23% display the need compared to the 31% of the total offenders within CRC having an alcohol need. • Within the NPS Cohort there is a significant percentage of BAME offenders with drug (53%) and alcohol (45%) needs but slightly less than the average of 56% for drugs and 51% for alcohol. • These differences highlight that among BAME offenders, drugs are more prevalent than with the average offender among the CRC cohort and therefore among offenders who are committing less serious crimes whereas the alcohol need is below average. • This could be explained by cultural differences, alcohol might be less commonly consumed among BAME individuals in comparison with drug misuse. 	<p>Mental Health:</p> <ul style="list-style-type: none"> • Low mental health issue prevalence in both CRC and NPS Cohort (12% & 8%) compared with average rate of 33% and 19%. • Higher percentage in CRC cohort than NPS. • Generally suggestion that mental health issues are not main driver of criminal behaviour among BAME offenders.
<p>Accommodation:</p> <ul style="list-style-type: none"> • The percentage of BAME offenders with an accommodation need is slightly below the average range of 20-38% across CRC and NPS. • As expected a much higher percentage of the NPS cohort exhibit an accommodation need than CRC. • The level of need is still significant among our subgroups. 	<p>Education, training & Employment:</p> <ul style="list-style-type: none"> • ETE need is broadly similar to the average rate of 25% (CRC) and 24% (NPS) among offenders • The volume of offenders however is low due to the low number of BAME offenders within Cambridgeshire.
<p>Finance:</p> <ul style="list-style-type: none"> • Finance needs are comparable with the average rate of a finance need among all assessed offenders. • The prevalence of financial need is higher among NPS clients potentially highlighting that financial need can potentially lead to more serious offences being committed. 	

4.4 WHITE OTHER

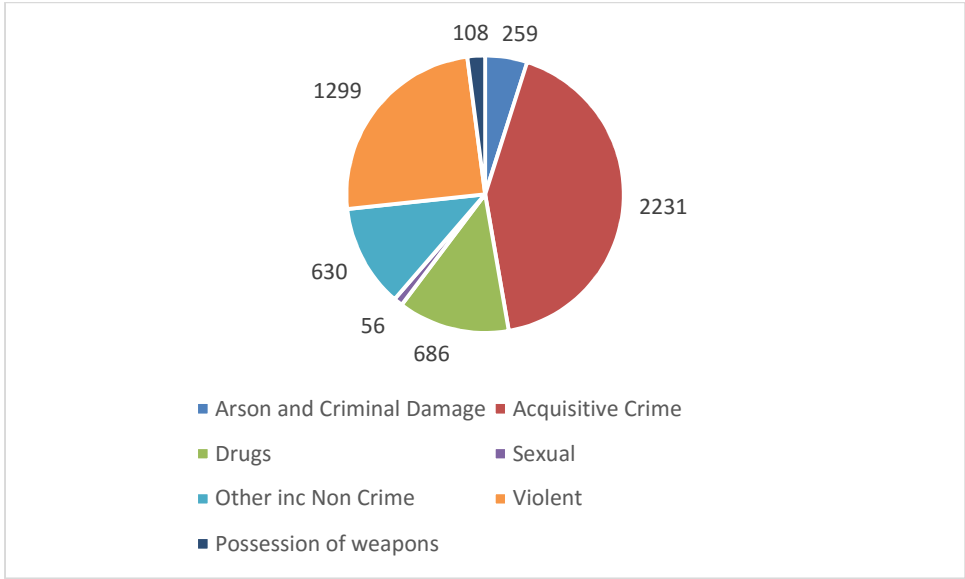
“White Other” is the second largest ethnicity group after White British. We know that Cambridgeshire and Peterborough is resident to a significant amount of Eastern Europeans as well as other European nationalities. It should be cautioned that the makeup of most migrants tends to be young and male. Our data shows that the bulk of offenders in this subgroup are young males and so should be interpreted within this context.

OFFENDING BEHAVIOUR

The graph below shows the most common offence types committed by our White Other offenders is Theft and Handling. This accounts for 40 % of offences committed over the period. Violence against the person accounts for 25 % of offences which is in line with other sub groups. Drug offences still make up the third most common offence type among White Other offenders but it is significantly lower than our other sub groups at 13 %.

Again the difference in offence type could be explained by differences in culture.

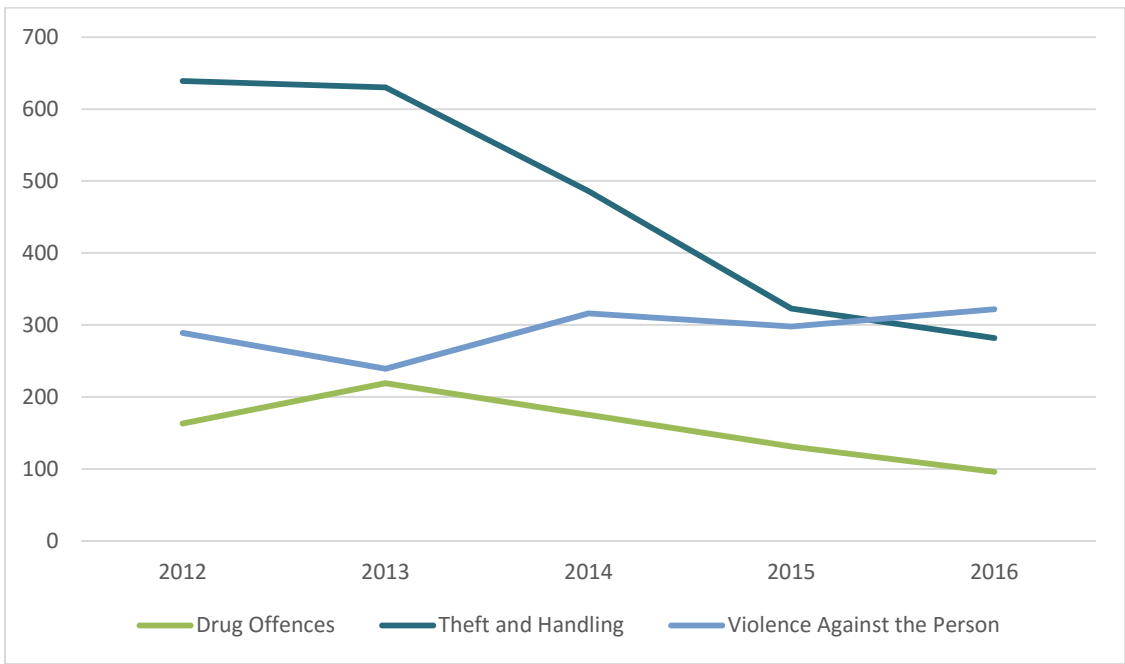
Figure 54: White Others Profile - Offence Type



The number of offenders committing drug offences have fallen to under 100 across the constabulary, meaning a reduction of over 40 % from 2012 to 2016.

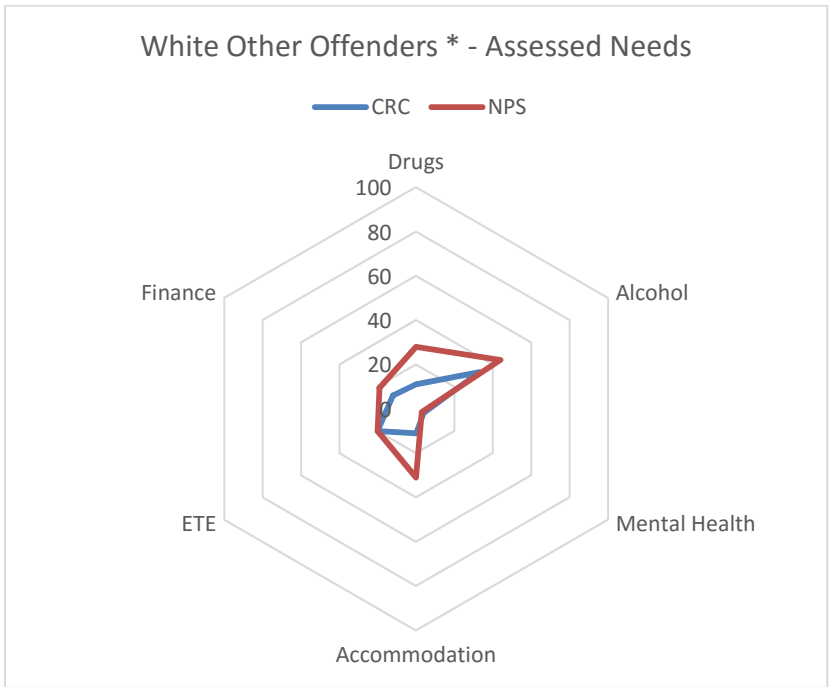
The rate of offences for theft and handling reduced significantly from 2012 to 2016 by over 50 %. This could potentially reflect the police’s ability to bring offenders to justice. This contrasts with the violence against the person which saw a rise of over 10 % from 2012 to 2016. This rise has meant that in the last two years, 2015 and 2016, violence against the person has accounted for more offences among White Others than Theft and Handling offences with 34 % in 2016 compared with 30 % for theft and handling. The reason for this change is unclear among White Other offenders but it does reflect the national crime trend

Figure 55: White Other Offenders - Offence Type Trend



NEEDS OF SUBGROUP

Figure 56: Summary chart of assessed needs by cohort – ‘White Other’ Offenders



<p>Substance Misuse:</p> <ul style="list-style-type: none"> Alcohol need among White Others is above the average range of 23% (CRC) and 38% (NPS). It has previously been stated that this might reflect cultural differences, this report has no evidence for the difference. The percentage of White Other offenders with an alcohol need is higher among NPS clients than CRC clients. Drug needs are relatively low among CRC Clients with just 11% exhibiting a need. 	<p>Mental Health:</p> <ul style="list-style-type: none"> Mental health needs are low in both volume and numbers within the White Other sub group of offenders compared with the average probation client. The reason for this is unclear but may lie in cultural differences.
<p>Accommodation:</p> <ul style="list-style-type: none"> Numbers needing accommodation are reasonably low among White Others The NPS Cohort displays a larger percentage, this could be explained by more serious offences being committed resulting in longer prison sentences which could affect accommodation arrangements. 	<p>Education, training & Employment:</p> <ul style="list-style-type: none"> Compared with the average figures of 25% (CRC) and 24% (ETE) ETE needs are lower among White Other offenders. Many white other individuals are economic migrants undertaking unskilled jobs. Therefore ETE will tend not to affect this demographic as highly as others.
<p>Finance:</p> <ul style="list-style-type: none"> Finance need is low compared to the CRC and NPS average of 25% and 35%. Potentially this is because White Others tend to reside in the UK in order to work so may have less financial difficulties than other sub groups of offenders. The volume is low in both the CRC and the NPS with only 37 in total exhibiting this need. 	

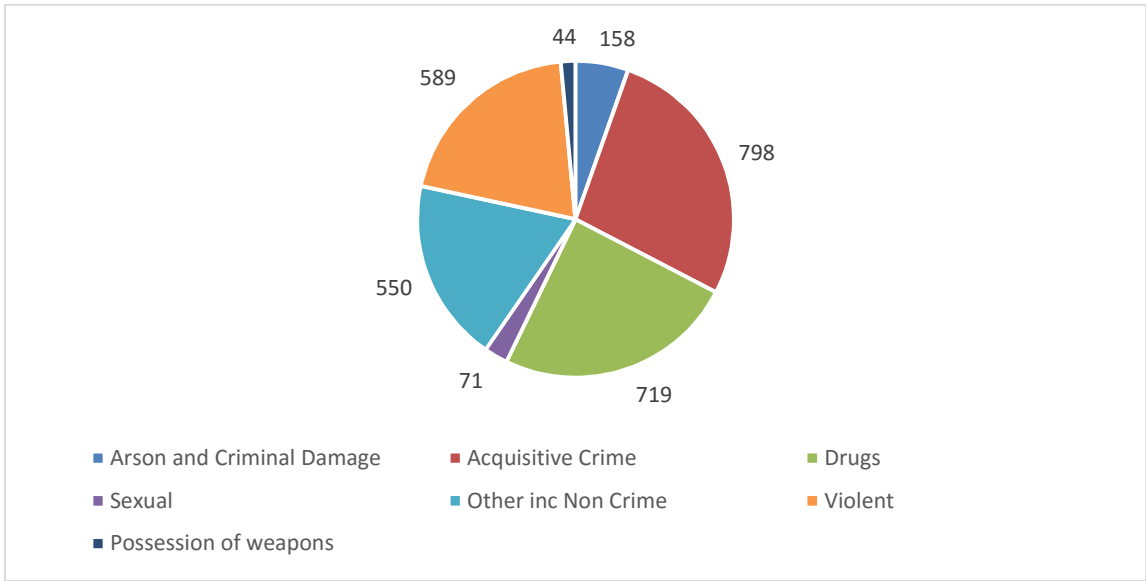
4.5 OUT OF COUNTY OFFENDERS

Out of County offenders are people that have given their home address as outside of Cambridgeshire & Peterborough, where they are arrested for the offence they have committed.

OFFENDING BEHAVIOUR

Drug offences are the most frequent offence committed by out of county offenders with 25 % of offences. This is followed by Theft and Handling with 23 % and Violence against the Person with 20%. Arson and Criminal damage do not feature as highly among out of County Offenders as other sub groups. Public order offences total 7 % of offences among Out of County Offenders. This is higher than most other sub groups with the exception of BAME.

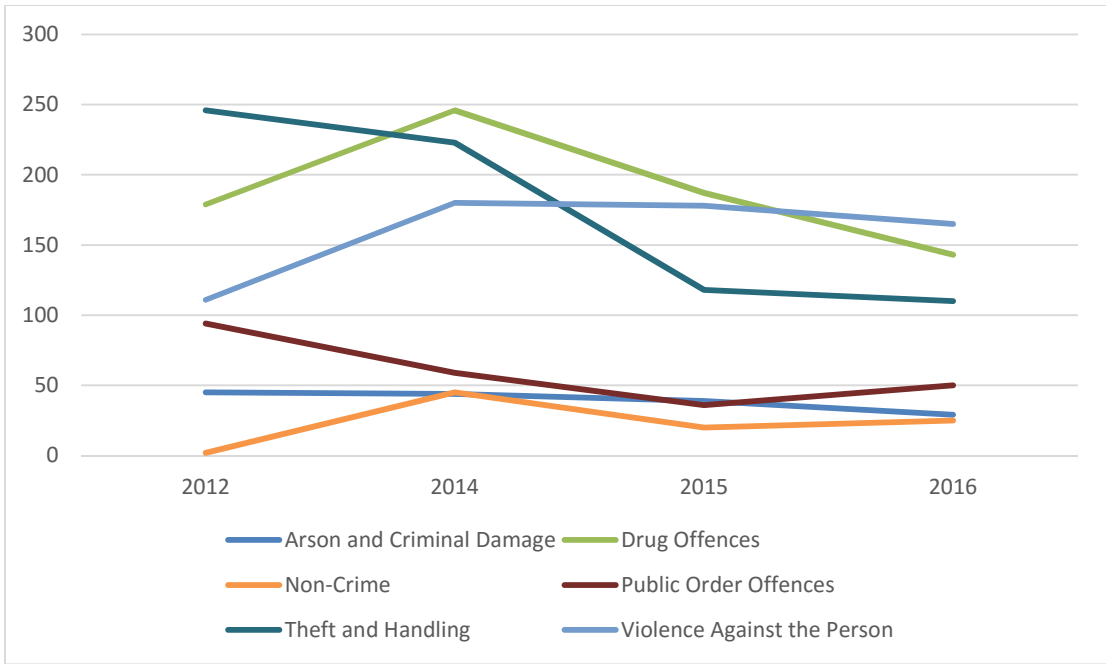
Figure 57 - Out of County Offenders - Offence Type



The following graph shows a variety of trends among the most common offence types for Out of County Offenders.

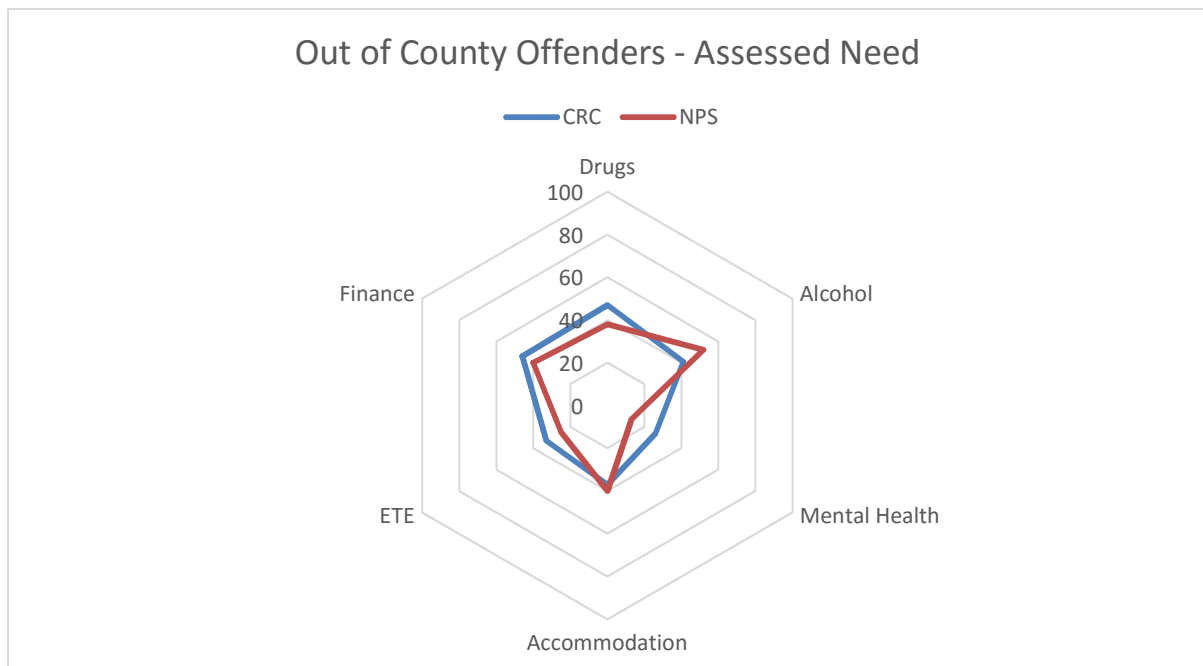
- Violence against the person has risen significantly from 111 offences in 2012 to 165 in 2016 representing an increase of almost 50 %, it is unlikely this increase can be attributed purely to improvements in recording practices.
- Conversely Theft and Handling among Out of County Offenders has reduced by over 50 % from 246 in 2012 to 110 offences in 2016.
- Public order offences have also reduced by a similar rate from 94 in 2012 to 50 in 2016 meaning a reduction of 46 %.

Figure 58 - Out of County Offenders - Offence Type Trend



NEEDS OF SUBGROUP

Figure 59: Summary chart of assessed needs by cohort Out of County Offenders

**Substance Misuse:**

- Out of County offenders have a higher prevalence of drug need than the average offender with 47% identified compared with 27% on average among CRC clients. Among the NPS cohort the opposite is true with 38% assessed as having a drug need compared with 58% on average.
- 47% of those assessed among the CRC Cohort have an alcohol need. This is higher than the average (31%). The NPS Cohort is in line with the average level of alcohol need with 52% compared with 50%.

Mental Health:

- Mental health needs are above average for the NPS Cohort of Out of county offenders with 19% compared to the average of 13% within the cohort. This contrasts with the CRC cohort which has a lower prevalence (26%) than average rate of 33% within the cohort.

Accommodation:

- 40% of both the CRC and NPS Cohort are assessed as having an accommodation need compared with 28% of the CRC Cohort and 38% of the NPS Cohort on average.

Education, training & Employment:

- The prevalence of ETE need among out of county offenders within the CRC cohort (33%) is above the average figure of 24%. Among the NPS Cohort the prevalence is in line with the average level seen of 25%.

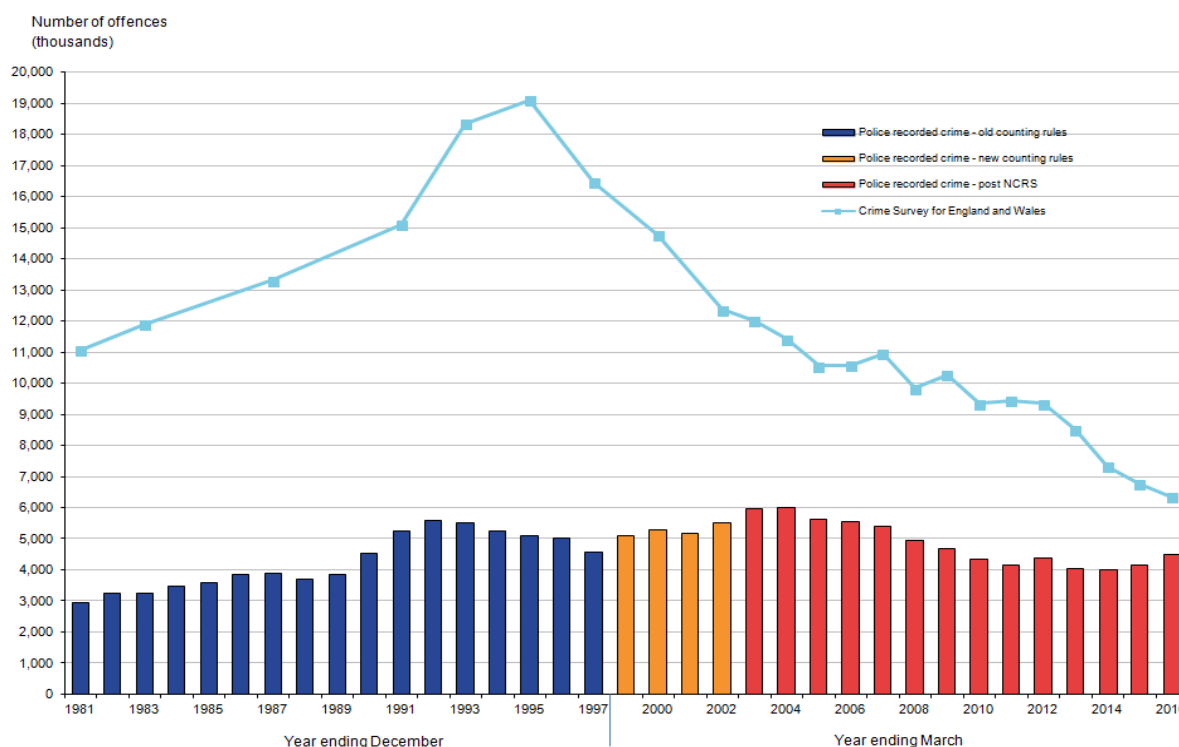
SECTION 5: FORECASTING

UNDERSTANDING HISTORIC TRENDS

Crime is measured in two ways by the Office for National Statistics (ONS). The most accurate measure according to the ONS is the Crime Survey for England and Wales (CSEW), the second measure is police recorded crime. The CSEW is deemed more accurate because people tend to be more honest of their experiences in a face to face anonymised survey compared with relying solely on crime that the police record or detect. The accuracy of police recorded crime has improved over time. As a result of various reviews of police forces, crime recording procedures have undergone many changes in the past 2 decades which has increased the amount of police recorded crime. Each dataset has its limitations and therefore are often analysed simultaneously.

The two different datasets show a comparable trend of decline over the last 10 years with some key differences. In the past 3 years (as shown in the diagram below) police recorded crime has risen, this contrasts with the crime survey figures which show a consistent decline in recent years. The reason for this difference can be explained by the way police record crime. In more recent years for example, violent crime has risen significantly. The reason is most likely a combination of an improvement in recording procedures and an increase in violent crime.

Figure 60: Trends in Crime Survey for England and Wales and police recorded crime, year ending Dec 1981 to Mar 2016¹⁰⁵



¹⁰⁵ Source: Crime Survey for England and Wales, Office for National Statistics / Police recorded crime, Home Office

Cambridgeshire and Peterborough

Analysis of crime over a 10 year period - 2007-2016

In this section of the needs assessment, crime figures over a 10 year period in Cambridgeshire and Peterborough from 2007-2016 have been collated and analysed to assess whether there is any visible trend. Crime as a definition does not include domestic abuse incidents and antisocial behaviour incidents.¹⁰⁶

This report will present data at both a constabulary level and Cambridgeshire and Peterborough level. District level data will predominately appear within the appendix unless highlighted within the report in order to enhance understanding of particular findings.

To gain perspective on the data from CADET it was necessary to obtain national figures with which to compare the data against. The best way to do this for the purpose of displaying crime rates taking into account population size was to use a crime rate per 1000 population.

This ensures that higher population figures do not give a false impression of crime in that particular area. For example Fenland and South Cambridgeshire have similar crime totals but South Cambridgeshire has a significantly higher population than Fenland. This results in a much lower crime rate per 1000 population in South Cambridgeshire than Fenland and therefore crime rates per 1000 provides a better understanding of crime relative to each district.

To calculate the 'per 1000 rate' local population information was obtained from the Office for National Statistics (ONS) from 2007-15 and from Cambridge Research Group (CRG) for 2016. The choice to use the ONS dataset for the first 9 years was because it was the most consistent, the change in dataset for 2016 was due to the ONS not having published the latest figures at the time of writing.

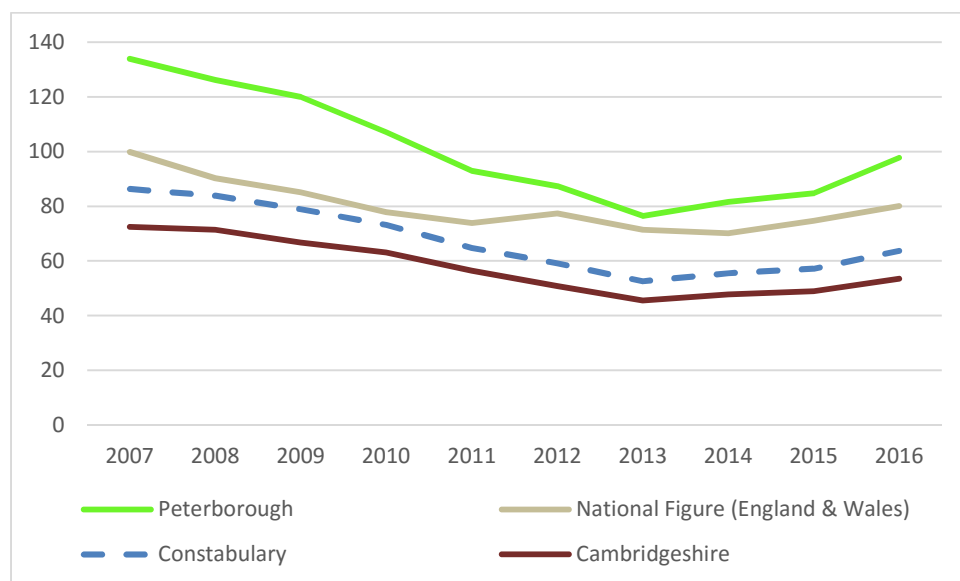
Overview of Crime

Police recorded crime has fallen over 10 years, nationally and locally. However, it should be noted that whilst the overall trend shows a reduction, there have been recent increases. In particular;

- Total crime figures per 1000 population across the constabulary have shown a steady decline from 2007 to the lowest levels in 2013, dropping from 86 per 1000 in 2007 to 52 per 1000 in 2013, a decline of nearly 40%.
- Between 2014 and 2016 crime rate per 1000 rose (from 55.5 in 2014 to 63.8 crimes per 1000 people across the constabulary in 2016). An increase of over 5%.
- This steady decline to 2013 and gradual rise in 2014 continuing through to 2016 is broadly reflective across all districts in Cambridgeshire and Peterborough.

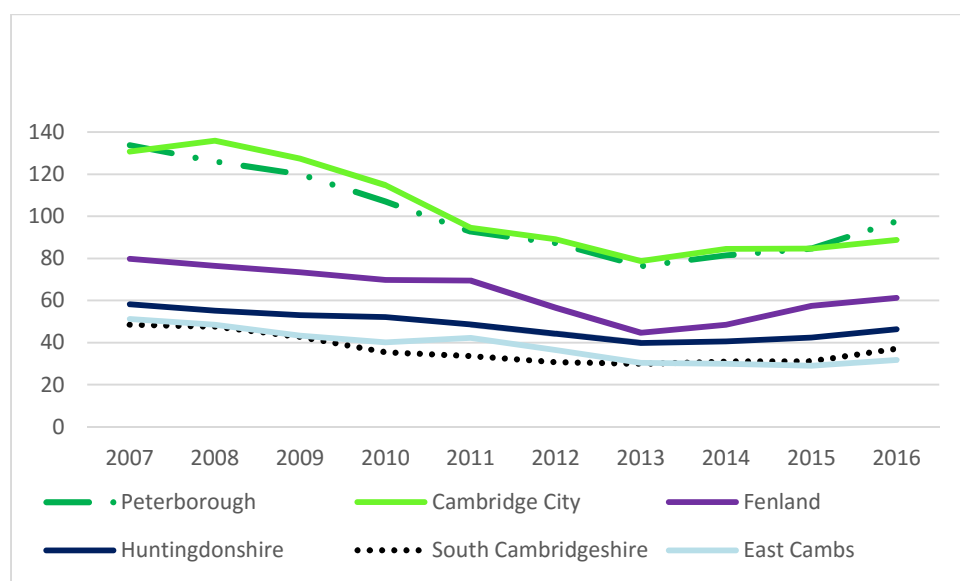
¹⁰⁶ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/602799/count-general-apr-2017.pdf

Figure 61 - Showing Trend in Recorded Crime Rate per 1000 population: Local vs National



Source: Cambridgeshire Research Group

Figure 62 - Trend in Recorded Crime Rate per 1000 population: Districts



Source: Cambridgeshire Research Group

The underlying trend in national police recorded crime showed a decline from 2007 until 2014 before rising in 2015 and 2016. Nationally, the crime rate per 1000 declined by almost 20% compared with Cambridgeshire and Peterborough seeing a decline of 26%.

Crime as measured through the Crime Survey for England and Wales displayed a different trend. Crime has not risen in recent years as police recorded crime indicates. The latest CSEW shows 6.1 million incidents of crime experienced by people aged 16 in the year ending December 2016. This represents a 5% decrease from 6.4 million the previous year. This year on year decline is reflective of the wider trend of decline seen in the CSEW data as shown in Figure 58.

It is likely that increases in police recorded crime in 2015 and 2016 are due to a combination of factors, such as;

- It is known that violent offences are more prone to subjective judgement about whether to record. Therefore, action taken by police forces to generally improve their compliance with the national crime recording standards (NCRS) is likely to have resulted in an increase in the number of offences recorded.
- An increase in the reporting of domestic abuse and subsequent recording of these offences by the police. A recent HMIC inspection expressed concerns about the police response to domestic abuse but noted the majority of Police and Crime Commissioners (PCC) were now showing a strong commitment to tackling it. The report noted just under half of PCCs had made a commitment to increase the reporting of this type of offence. It is thought that this renewed focus may have led to more victims coming forward and allegations treated more sensitively.

Crime Type Specific Trends: Violence, Sexual and Theft Offences

Violence against the person

Violent crime covers a wide range of offences including minor assaults (such as pushing and shoving), harassment and abuse (that result in no physical harm), through to wounding and homicide. The trend in recorded violent crime across the constabulary has seen a gradual decline followed by a steady rise into 2016. The constabulary trend closely matches the national trend throughout the 10 year period.

There are a variety of possible explanations for these rises locally and nationally, these include;

- Changes to recording practices; - The [Crime-recording: making the victim count](#) report, published by Her Majesty's Inspectorate of Constabulary (HMIC) on 18 November 2014, found that "violence against the person" offences had the highest under-recording rates across police forces in England and Wales. This highlights the room for improvement in regard to recording of violent offences and the impetus given to local police forces.
- The inclusion of harassment in violent offences for example "Disclosure of private sexual photographs and films (including on the internet) with the intent to cause distress or anxiety" and "Sending letters (including emails) with intent to cause distress or anxiety"; the latter is thought to account for 97% of these newly added offences seen nationally.
- The inclusion of modern slavery as an offence within Violence without Injury¹⁰⁷
- A genuine increase in violent crime

¹⁰⁷<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingdec2016#latest-violent-crime-figures-continue-to-present-a-complex-picture>

Geographic Breakdown

Figure 63 - Trend in Recorded Violent Crime rate per 1000 population

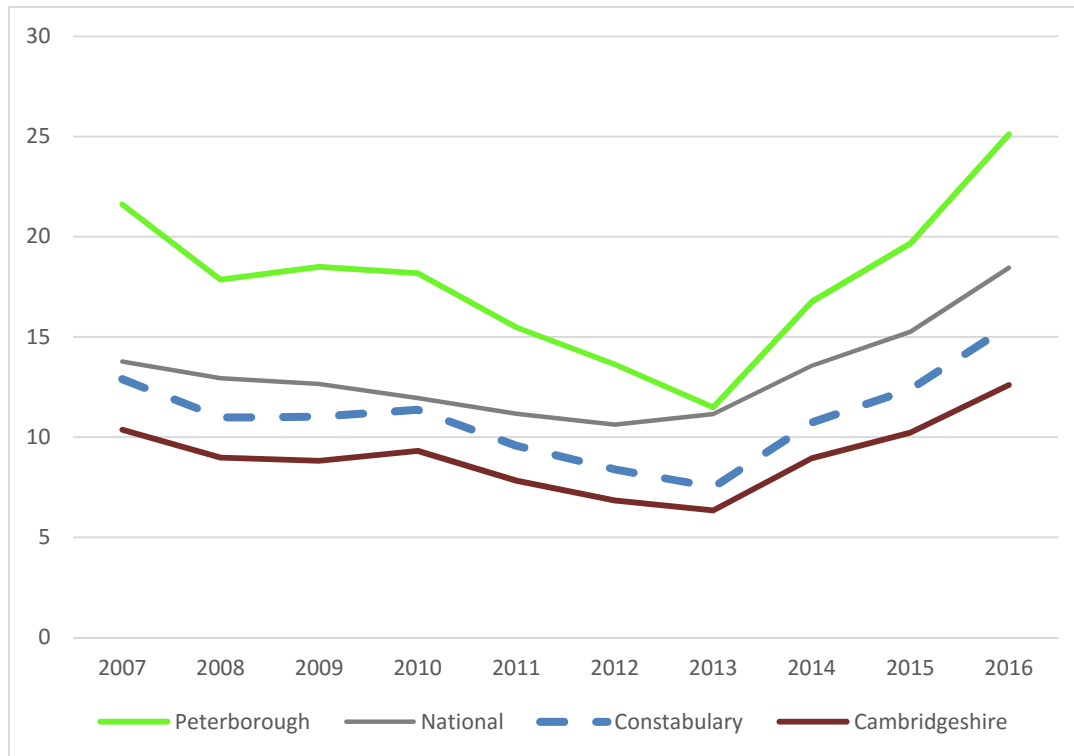
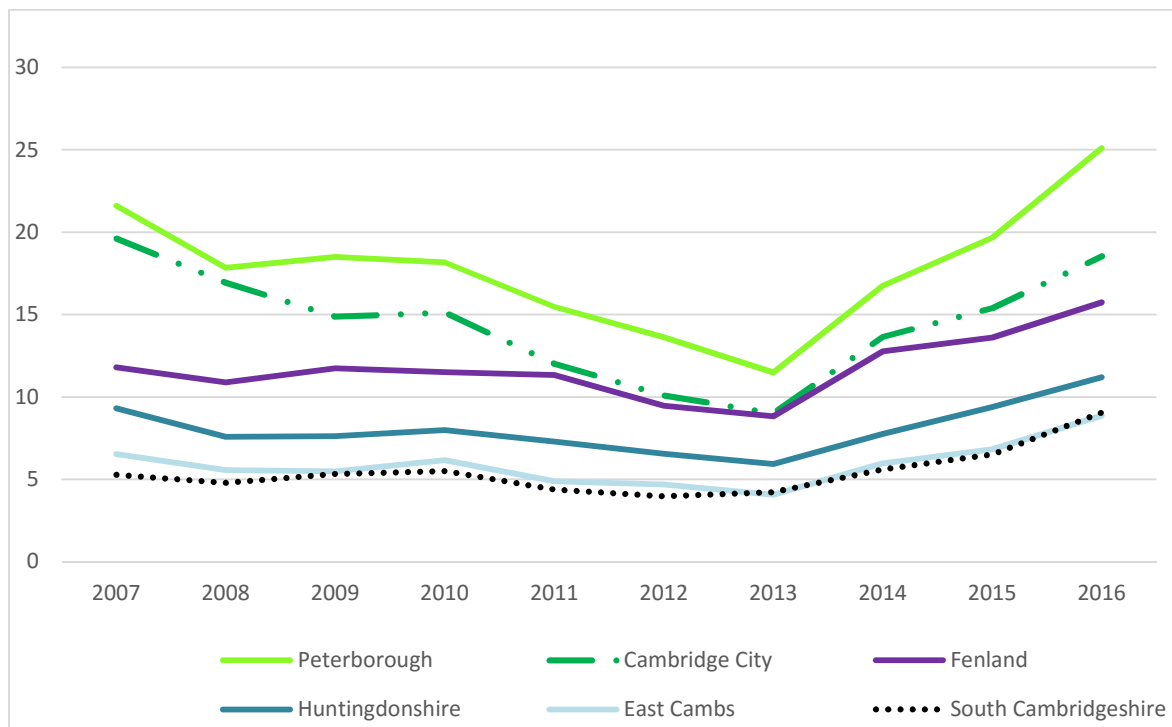


Figure 64- Violent Crime rate per 1000 population: Districts



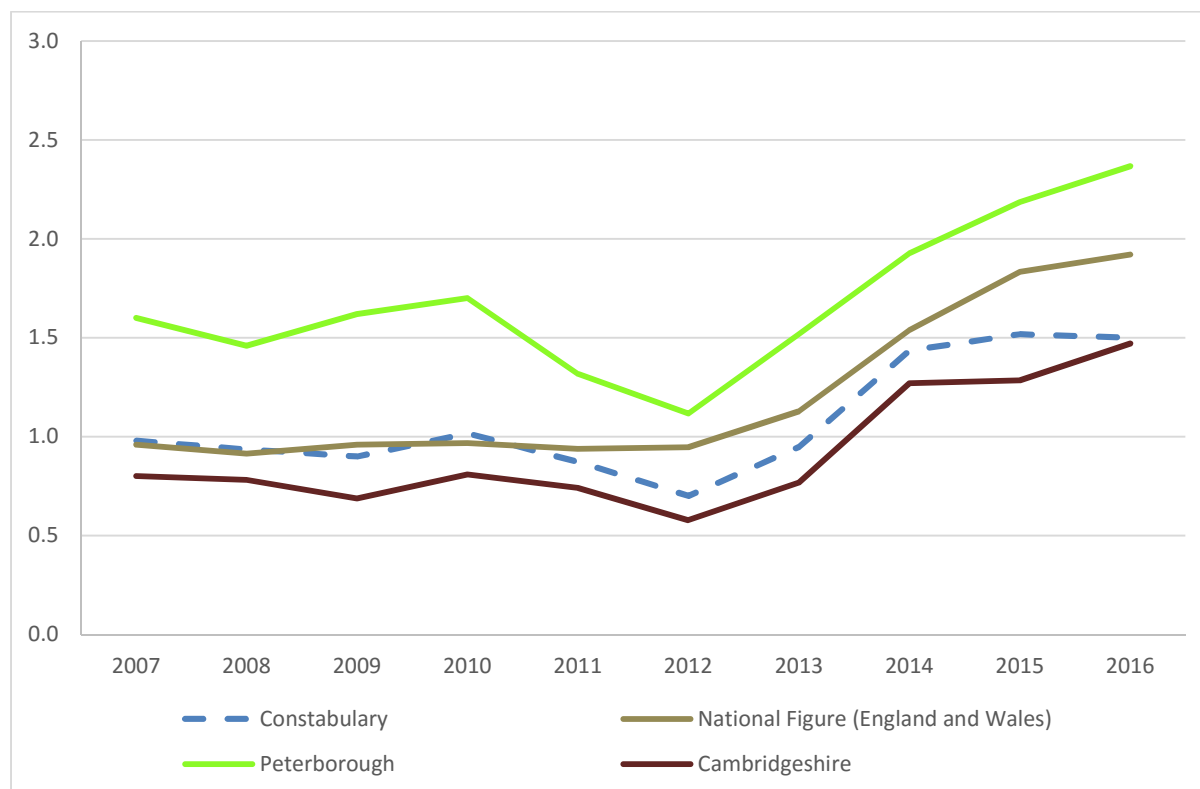
All districts have a similar trend line starting with a steady decline before a sharp rise over the past 2-3 years.

Sexual Offences

The trend in sexual offences recorded in the 10 year period from 2007 to 2016 displays an overall increase in offences, the most substantial increases were recorded post 2012. This local trends reflects the national trend where there was an increase of 12% in the number of sexual offences recorded by the police in the latest year compared with the previous year (up to 116,012). The volume of offences and rate per 1000 population remain low and it is believed to still be substantially under-reported.

This reason for this rise can also potentially be explained by the recommendations made in previously mentioned report, 'Making the Victim Count' (2014). This coupled with the continued exposure of high profile historical sexual abuse cases is also believed to contribute to a rise in recorded sexual offences as more victims are willing to come forward.¹⁰⁸

Figure 65 - Trend in Recorded Crime Rate for Sexual Offences per 1000 population - Local vs National



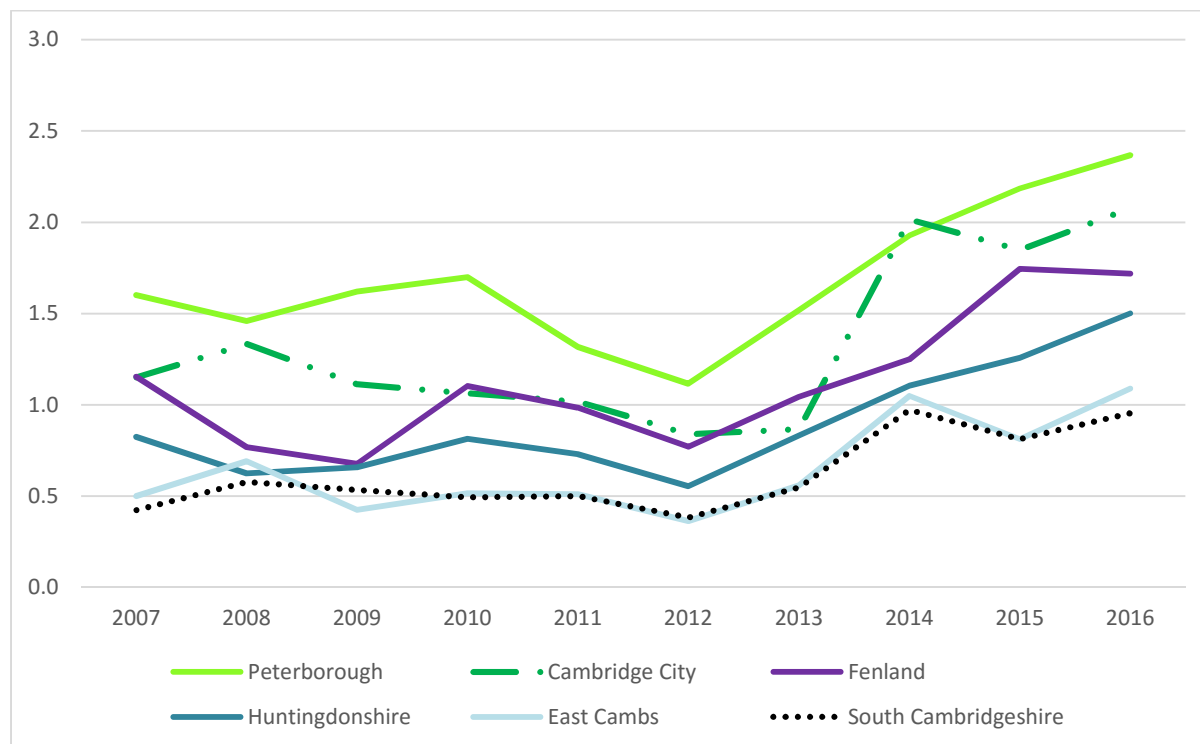
Increases in police recorded sexual offences are considered positive steps to increased engagement and confidence by victims. Increased contact with victims should enable greater access to services. However, it should be noted that there may be genuine increases reflected in the data.

¹⁰⁸ <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingdec2016#crime-survey-for-england-and-wales-sexual-offences-unchanged-and-rise-in-police-recorded-offences-slowng>

Geographic breakdown

The underlying trend across all but one district shows that sexual offences are rising per 1000 population. The exception is Fenland where the level of sexual offences recorded in 2016 reduced.

Figure 66 - Trend in recorded crime rate for Sexual Offences per 1000 population: Districts



Theft Offences

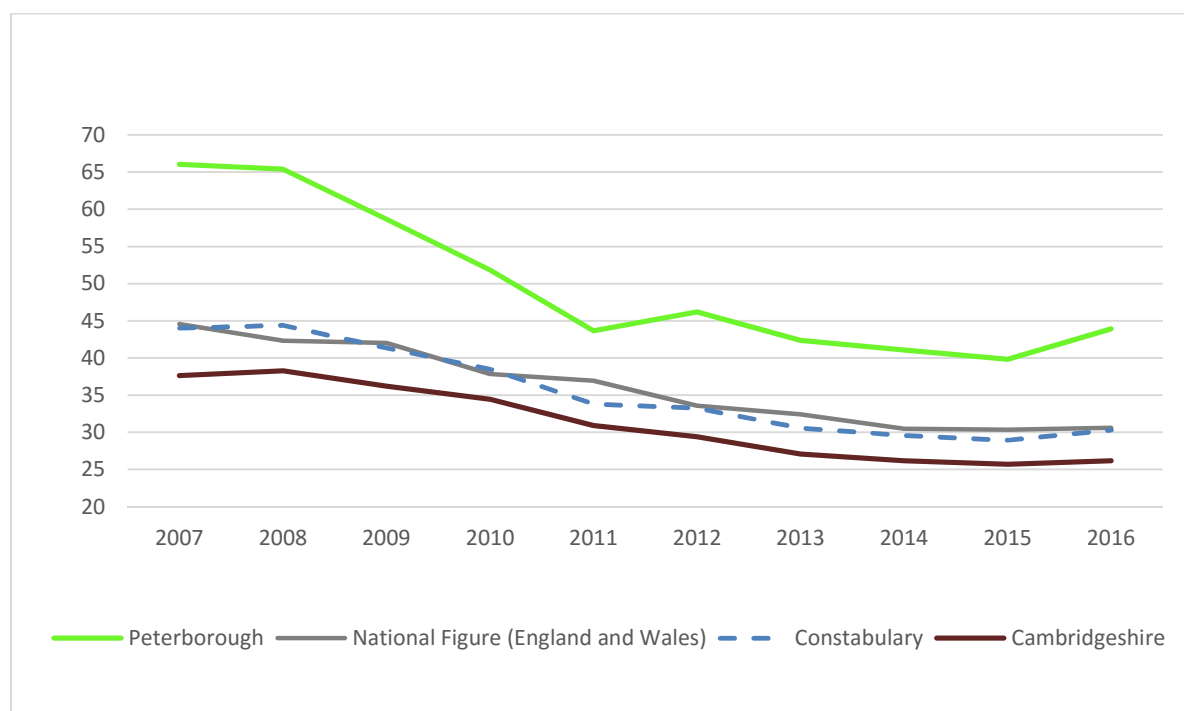
The theft offence category of police recorded crime covers a range of acquisitive crimes including burglary, vehicle offences (principally theft of and theft from a motor vehicle), theft from the person, as well as theft of unattended items. Nationally there has been a 4% increase in theft offences over the past year. Increases were seen across all theft categories, but were most marked in vehicle offences (up 8%, from 361,296 to 389,371) and shoplifting (up 8%, from 332,891 to 358,235). Both of these offence categories have seen rising numbers of offences recorded over the last 2 to 3 years, though these latest increases were larger than any other year-on-year increases seen during this period.

The underlying trend though (shown below) is theft offences have fallen consistently across the constabulary as whole and within each district (see overleaf) over the 10 year period. The recent upturn in Cambridgeshire and Peterborough matches that of the national trend but is relatively small measured against the overall decrease.

There are a range of factors that might lie behind the rise in some categories of theft. As observed in other

categories of recorded crime, trends may have been influenced by improvements in recording practice by the police. Other factors could be increased reporting by victims and a genuine rise in levels of crime.¹⁰⁹

Figure 67 - Showing trend in recorded crime rate for Theft offences per 1000 population



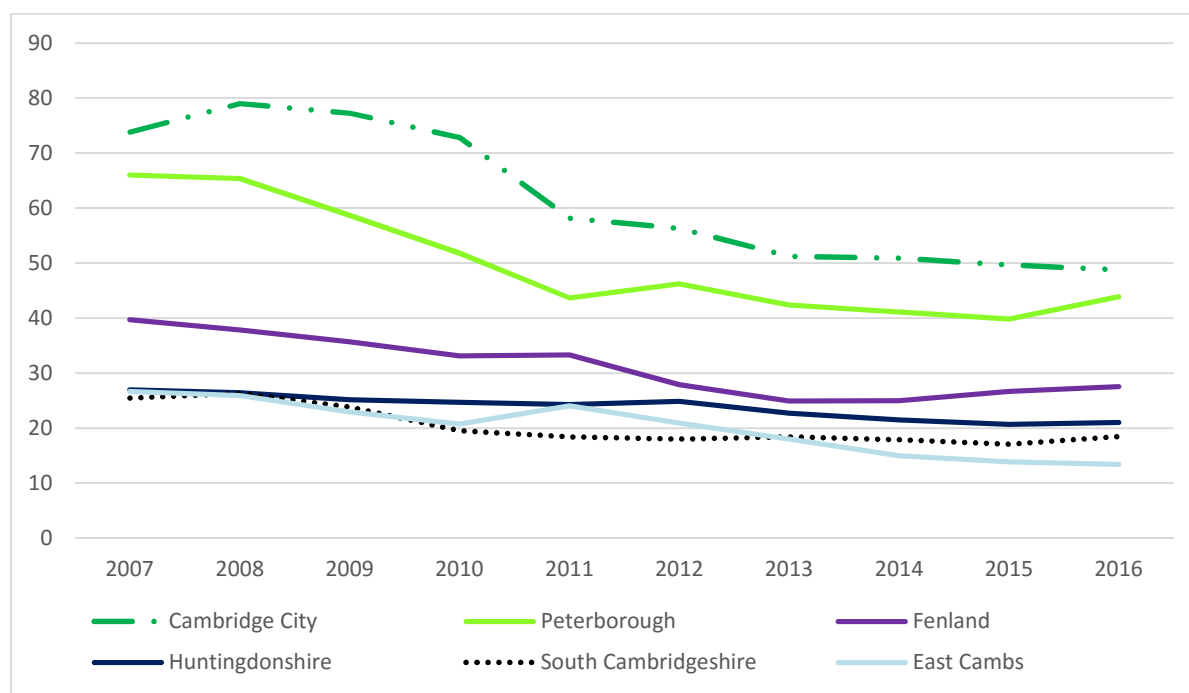
Geographic Breakdown

In recent years the Constabulary as a whole has seen a marginal increase in the rate of theft offences per 1000 population. This is reflected in Fenland, Huntingdonshire, Peterborough and South Cambridgeshire displaying a small increase. This contrasts with Cambridge City and East Cambridgeshire where the rate per 1000 population has continued to decline as shown below.

¹⁰⁹

<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingdec2016#do-the-rises-in-theft-offences-recorded-by-the-police-reflect-a-genuine-rise-in-crime>

Figure 68 - Trend in Theft Offences rate per 1000 population across the districts



Fraud Offences.

Nationally, fraud has increased significantly between 2007 and 2016. The graph below shows that in 2011 there is a sudden increase of over 5.5 times in the volume of fraud being committed. The explanation for the sudden increase in 2011 has been put down to two major factors, these being

1. The introduction of cases referred to the National Fraud Intelligence Bureau (NFIB) by Cifas (a not-for-profit company working to protect businesses, charities, public bodies and individuals from financial crime).¹¹⁰
2. The inclusion of fraud offences referred to NFIB by Financial Fraud Action UK (a collection of financial services that combats financial fraud in the UK).

Locally, the data is difficult to be sure that it captures all offences. However, the data from the police recorded crime shows a reduction in the levels of traditional fraud offences. It must be noted that fraud figures from CIFAS and Action Fraud are not included.

¹¹⁰ https://www.cifas.org.uk/about_us

Figure 69 – Trend in recorded Fraud volume nationally and locally

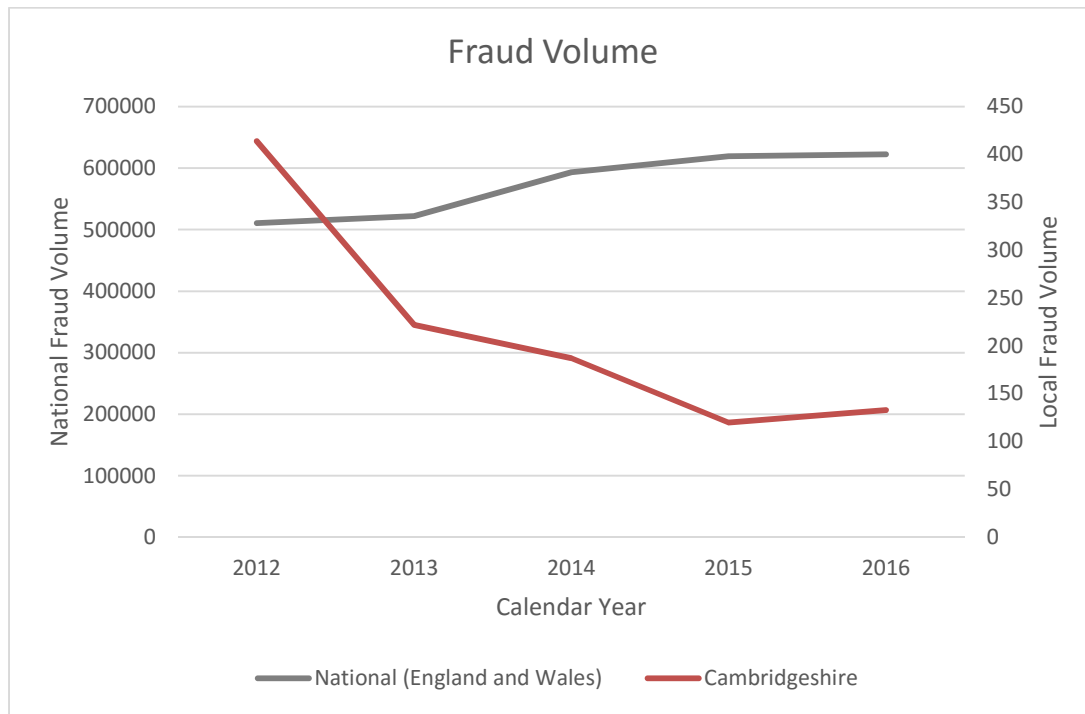


Table 33 - Showing volume of fraud in Cambridgeshire

District		Cambridge District (B)	City of Peterborough (B)	East Cambridgeshire District	Fenland District	Huntingdonshire District	South Cambridgeshire District	Unknown	Cambridgeshire Total
2014		28	35	8	16	42	28	1	122
2015		33	15	3	8	25	18	1	87
2016		21	58	10	13	38	26	0	108
3 year average		21	58	10	13	38	26	0	108

FUTURE DEMAND

Trying to predict or forecast future levels of offending is extremely difficult. This section of the report will highlight a few changes that are likely to impact the future demand placed on services by offending levels.

IMPACT OF POLICY AND RECORDING CHANGES

Over time policy changes, organisational structures redesign and procedures evolve. A number of these will have impacted the trends in crime, and reporting to police, offending patterns and how rehabilitation is managed. This document is not going to try and describe all those changes. However, it should be noted that these will impact future trends of crime and offending. Some are relatively small changes that might be easy to see in the data, others will need monitoring but are unlikely to be immediately obvious.

- **Police recording**

Trying to project future trends in crime, in order to assess demand for services, is complex with a variety of factors. In terms of real increases the national CSEW indicates a levelling off in terms of total crime. These high-level figures somewhat mask subtle changes in offending. National evidence points to increases in some crime types (such as violent offences) and decreases in others (e.g. theft). These patterns are mostly mirrored locally, with certain issues facing some communities and not others.

Further future changes in recording of police crime will affect police figures, which are used locally to monitor crime rates as the CSEW is not available at a county and district levels. In particular burglary from the 1st April 2017 will under-go a significant change in recording from **burglary dwelling** and **burglary non-dwelling** to **burglary - residential** and **burglary – business and community**. This will see dwellings, sheds for example to move from non-dwelling to burglary residential. But the categories are unlikely to be directly comparable.

- **Crime trends**

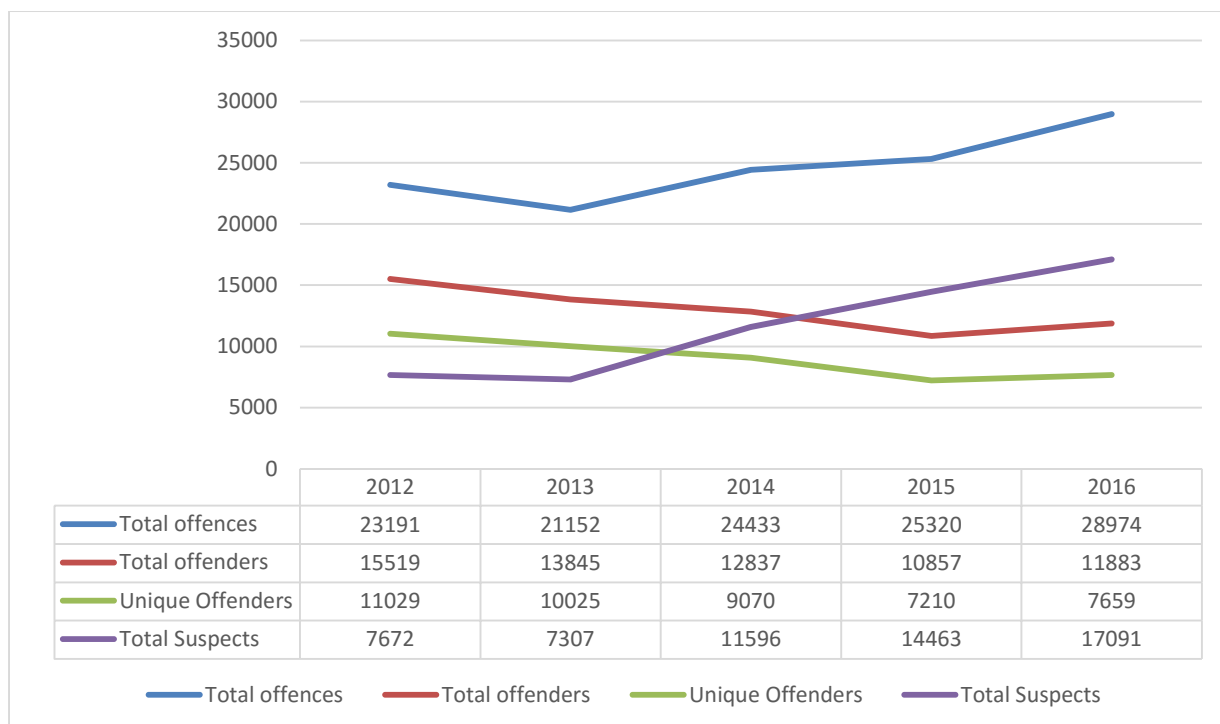
Currently violent crime is rising as is online fraud (including scams). The nature of offending has been changing over recent years from some of the more traditional crime types. This has been driven by innovations in technology, and it should be remembered that online crime can, and is, perpetrated on Cambridgeshire and Peterborough residents by offenders all over the world. This report has focused on the needs of offenders local to the force area to enable greater commissioning of services to tackle local offending.

TOTAL OFFENCES VS OFFENDERS

The following graph shows the following trends;

- Total offences recorded by the Police from 2012 to 2016. This trend line includes recorded offences committed by suspects and offenders.
- All offenders displays the total amount of offenders recorded having committed an offence each year. This figure will include offenders more than once if they commit more than one offence in a year.
- Unique offenders displays individual offenders only regardless of how many offences they commit in each year.

Figure 70: Medium term trend of number of offenders recorded by Cambridgeshire Constabulary



Key points:

- Total offenders and unique offenders are decreasing as Suspects and Total Offences rise.
- The relationship between suspects and offenders has reversed. Previously there were more offenders than suspects in 2012 compared with the present situation where there are more suspects than offenders.
- This suggests more offences are being recorded but suspects are not being converted to offenders. The reason for this could be process changes in recording suspects. Offenders are confirmed based on evidence rather than a suspect which is not evidentially substantiated.

- **Transforming rehabilitation**

In 2015 CRC's were created to manage the low to medium risk of serious harm offenders, this was previously managed by the Cambridgeshire and Peterborough Probation Trust. The change was introduced by the government to be able to outsource the supervision and management of offenders but also to include short term offenders who have served less than 12 months.

A separate public trust, the National Probation Service (NPS) was set up to manage and supervise the more high risk of serious harm offenders.

- **Sentencing impacts on offender flow through the system**

The flow chart overleaf displays the disposal numbers of offenders passing through the criminal justice system in Cambridgeshire from offence to prison. It describes the flow through the criminal justice system to the best of the available data is able. Changes to how and which offences are dealt with out of court would for example would impact how offenders 'move through' the system.

Data has been obtained from Cambridge Constabulary Nominals Database, the Office for National Statistics for Cambridge and Peterborough Crown Court figures and Sodexo at HMP Peterborough.

The starting point is a figure of 54,325 from police recorded crime. Suspects are then sought and if there is sufficient evidence they will be charged at which point they become an offender. Depending on the seriousness of the offence and offender may be dealt with by giving them an out of court disposal (OCD).

If the offence is deemed too serious for an OCD than an offender will either be summoned to appear at a Magistrate or Crown court. The decision as to which court to be summoned to again depend on the nature of the offence.

The more serious offences are passed on to the Crown Court, either for sentencing after the defendant has been found guilty in a magistrates' court, or for full trial with a judge and jury. The majority are dealt with entirely at magistrate's court.

There were a total of 3679 out of court disposals in 2016

Magistrates deal with three kinds of cases:

- Summary offences. These are less serious cases, such as motoring offences and minor assaults, where the defendant is not usually entitled to trial by jury. They are generally disposed of in magistrates' courts.
- Either-way offences. As the name implies, these can be dealt with either by magistrates or before a judge and jury at the Crown Court. Such offences include theft and handling stolen goods. A defendant can insist on their right to trial in the Crown Court. Magistrates can also decide that a case is so serious that it should be dealt with in the Crown Court – which can impose tougher sentences if the defendant is found guilty.
- Indictable-only offences, such as murder, manslaughter, rape and robbery. These must be heard at a Crown Court.¹¹¹

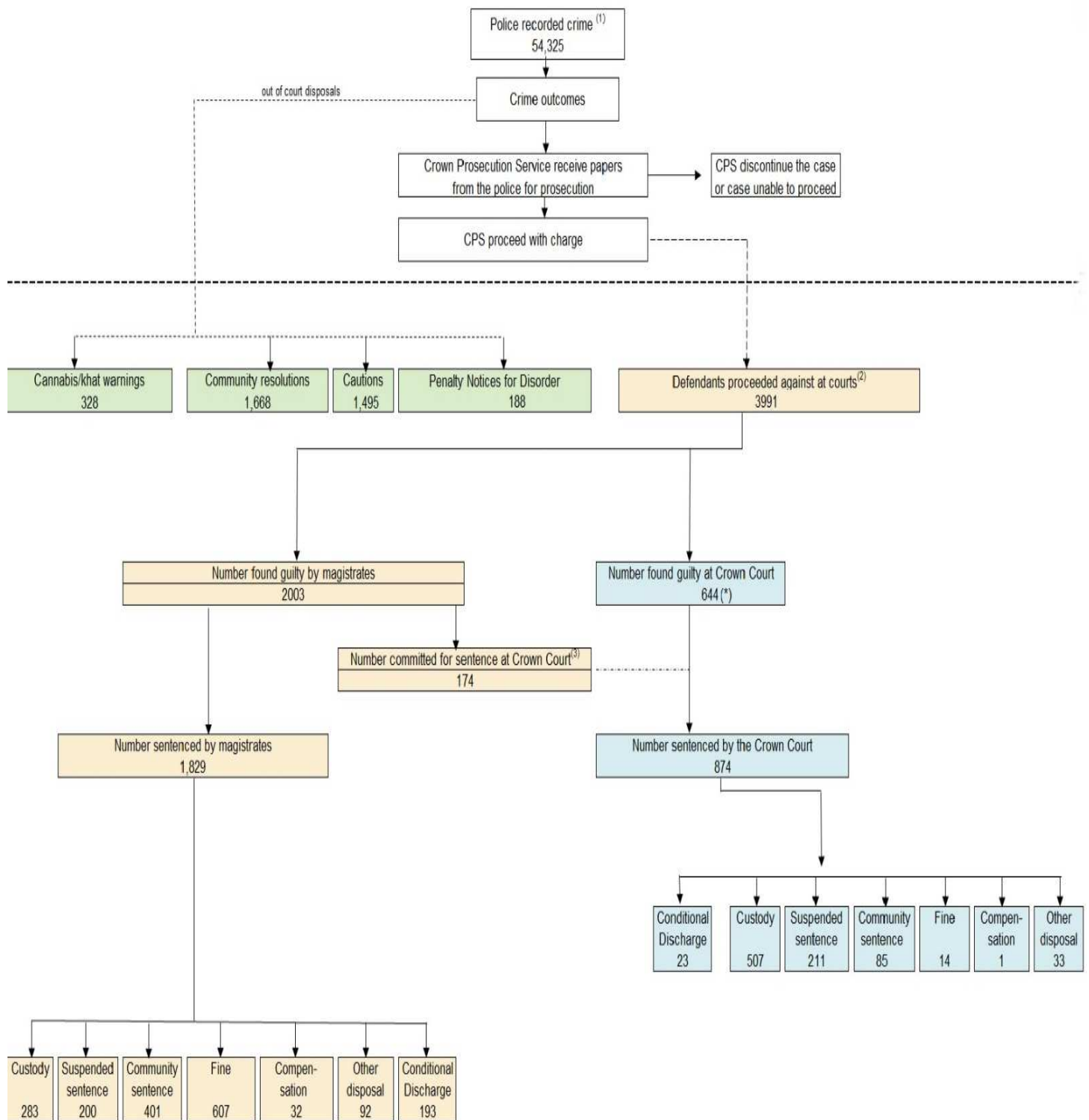
Compared to 3991 offences prosecuted through court

If found guilty an offender can be sentenced to custody or to serve their sentence in the community.

* It should be mentioned that using three different datasets to construct the flowchart has meant that there could be data reliability issues and the flow chart should be considered an indicator only. For example the prison receptions are higher than the number sentenced to custody. This could be because offenders from other districts in the region have been placed in HMP Peterborough.

¹¹¹ <https://www.judiciary.gov.uk/you-and-the-judiciary/going-to-court/magistrates-court/>

Cambridgeshire and Peterborough - Flow through the Criminal Justice System, Year ending December 2016



IMPACT OF DEMOGRAPHIC CHANGES

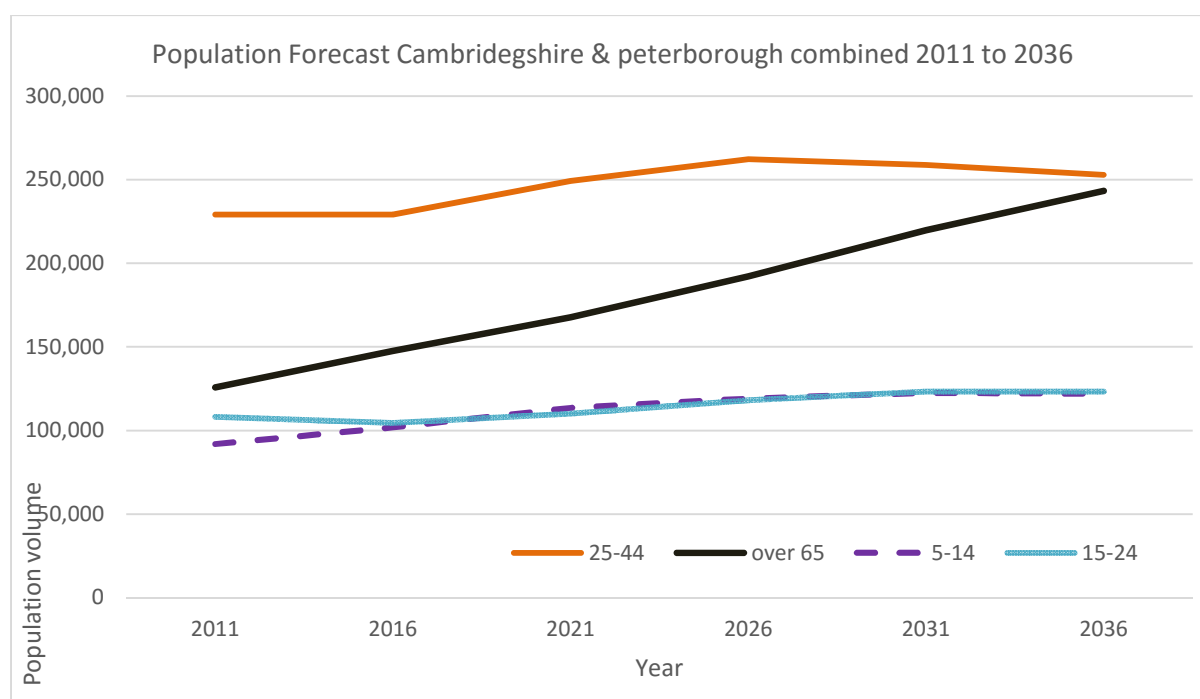
The following highlights demographic changes that might impact the future trends in offending. It is not exhaustive.

- **Population Change**

Cambridgeshire and Peterborough are fast growing areas with forecast large increases in population.¹¹² In fact it is forecast that the total population will increase by 23% between 2016 and 2036, from 809,780 to 1,044,030 people. Increases in the number of people does not automatically mean more crime as across the force area there have been declines in some crime types over recent years even with an increasing population. However, these increases are likely to affect demand for all public services.

The forecast increases in population are not considered uniform across all age groups. In order to demonstrate the differences the chart below has been included. It highlights 3 age groups; 15-24, 25-44 and those over 65. It can be seen that the age groups where offending is likely to be highest are not forecast to increase at the same rate as those over 65. In fact over the same period the forecast is that 15-24 year olds will increase by 18%, 25-44 year olds by 10% and those aged over 65 years by 65%.

Figure 71: Population Forecast – Cambridgeshire Research group selected age groups



- **National policy**

The exit of the UK from the European Union is still fraught with uncertainty. At this stage it is extremely difficult to make predictions about the impact it might have. However, based on the available evidence since the referendum itself in June 2016 there has been a marked and sustained increase in hate crime. The impact of the changes in benefits has drawn much criticism for increasing the number of households living in poverty and particularly disadvantaging vulnerable people such as those with disabilities and children. Pockets of inequality are likely to drive up crime in specific hotspot areas.

¹¹² Cambridgeshire Research group <http://cambridgeshireinsight.org.uk/populationanddemographics>

APPENDICES

APPENDIX 1: METHODOLOGY

Selected Methodology

CRIME TRENDS

This section uses information recorded by Cambridgeshire Constabulary in the 'CADET' database. The database consists of all crime types but for the purpose of this needs assessment the extraction was limited to total crime, violent crime, theft crime and sexual crime.

The data has been separated into each district within Cambridgeshire and Peterborough as well as showing overall constabulary figures.

Due to the direct extraction of the data it is not possible to quality assure it but it can be assumed that the accuracy of the data is reliable. To gain perspective on the data from CADET it was necessary to obtain national figures with which to compare the data against. The best way to do this for the purpose of displaying crime rates taking into account population size was to use a crime rate per 1000 people.

This ensures that higher population figures do not give a false impression of crime in that particular area. For example Fenland and South Cambridgeshire have similar crime totals but South Cambridgeshire has a significantly higher population than Fenland. This results in a much lower crime rate per 1000 people in South Cambridgeshire than Fenland and therefore crime rates per 1000 gives a better picture of crime in each area.

To calculate the 'per 1000 rate' local population information was obtained from the Office for National Statistics (ONS) from 2007-15 and from Cambridge Research Group (CRG) for 2016. The choice to use the ONS dataset for the first 9 years was because it was the most consistent, the change in dataset for 2016 was due to the ONS not having published the latest figures

POLICE OFFENDERS

This section of the needs assessment uses information as recorded in the 'Nominals' database held by Cambridgeshire Constabulary extracted for the calendar years of 2012 to 2016. This database consists of people that have been linked to a crime as the offender by the police and are people who have been convicted, cautioned or recently arrested. As with many routine datasets, there are data quality problems in terms of completeness, accuracy and reliability that can affect the interpretation of analyses. Data is recorded on offences (crimes) but using the unique person identifier it has been possible, with some loss of accuracy, to describe this at a person level. Loss of accuracy is particularly marked at the geographical level since people may genuinely have had more than one address during the year, or not have given a correct address or postcode at the time of the offence. In addition, incompleteness and data entry error confounds interpretation further. For the analyses that follow, the first postcode has been used or, if that is not available, the first available etc. The recording of the person's age can also vary, because this is self-reported. The analysis that follows is therefore pragmatic and should be viewed in that light – as developing a 'picture' of an offender profile rather than an accurate and detailed analysis of offenders in Cambridgeshire and Peterborough.

APPENDIX 2: POLICE OFFENDER – ADDITIONAL TABLES

Table 34: Police Offender Disposals 2012-2016

Disposal	2012	2013	2014	2015	2016
Adult Caution	1423	1245	1366	1044	1004
Adult Conditional Caution	131	171	149	191	298
Cannabis Warning	1116	1067	749	448	328
Charge	4602	3964	3573	2769	2887
Community Resolution	1521	1350	1327	1017	1668
PND - Penalty Notice Disorder	938	779	478	274	188
Summons	696	1006	937	845	755
Youth Caution	<5	199	183	127	137
Youth Conditional Caution	<5	26	47	68	56
Other	600	385	261	374	85

Table 35: Police Unique offenders – Number of offences recorded by type

Offence Type - Unique Offenders					
Offence Type	2012	2013	2014	2015	2016
Arson and Criminal Damage	871	750	668	645	697
Burglary	316	304	237	223	193
Drug Offences	2326	2275	1907	1333	1048
Fraud and Forgery					
Misc Crimes Against Society	248	326	249	245	250
Non-Crime	9	159	175	125	117
Possession of Weapons	119	133	116	132	169
Public Order Offences	899	646	574	442	615
Robbery	82	73	74	97	59
Sexual Offences	148	182	192	176	143
Theft and Handling	2843	2554	2146	1380	1528
Vehicle Offences	208	166	125	89	128
Violence Against the Person	2682	2422	2607	2323	2712

Table 36; offence type and percentage change between 2012-2016

Offence Type - Total Offences (including repeat offenders)											
Offence Type	2012	2013		2014		2015		2016		% change 2012-2016	2012-2016 Total
Number unique offenders	11029	10025	-9%	9070	-10%	7210	-21%	7659	6%	-31%	37854
Ratio between Offenders and Offences	1.41	1.38	-2%	1.42	2%	1.51	6%	1.55	3%	10%	
Arson and Criminal Damage	1221	1037	-15%	907	-13%	916	1%	1007	10%	-18%	5088
Burglary	699	605	-13%	579	-4%	523	-10%	461	-12%	-34%	2867
Drug Offences	2774	2656	-4%	2215	-17%	1603	-28%	1323	-17%	-52%	10571
Fraud and Forgery	414	222	-46%	187	-16%	120	-36%	133	11%	-68%	1076
Misc Crimes Against Society	357	434	22%	347	-20%	346	0%	371	7%	4%	1855
Non-Crime	10	25	150%	35	40%	31	-11%	32	3%	220%	133
Possession of Weapons	200	185	-8%	167	-10%	215	29%	266	24%	33%	1033
Public Order Offences	1256	893	-29%	868	-3%	664	-24%	954	44%	-24%	4635
Robbery	143	137	-4%	141	3%	191	35%	105	-45%	-27%	717
Sexual Offences	176	247	40%	292	18%	236	-19%	204	-14%	16%	1155
Theft and Handling	4208	3883	-8%	3397	-13%	2454	-28%	2870	17%	-32%	16812
Vehicle Offences	474	368	-22%	250	-32%	228	-9%	376	65%	-21%	1696
Violence Against the Person	3587	3153	-12%	3452	9%	3330	-4%	3784	14%	5%	17306
Total	15519	13845	-11%	12837	-7%	10857	-15%	11886	9%	-23%	64944

Table 37; Ethnicity of unique offenders from 2012 to 2016

Unique Offenders in 5 year period 2012-2016							
Ethnicity	Cambridge	Peterborough	East Cambridgeshire	Fenland	Huntingdonshire	South Cambridgeshire	Grand Total
Asian or Asian British	188	763	21	21	94	53	1140
Black or Black British	223	315	19	40	74	60	731

Chinese or Other Ethnic Group / Declined / Third Party Report / Did Not Understand	153	270	54	93	92	95	757
Mixed	151	198	13	35	33	55	485
White - Other	513	2113	148	797	332	135	4038
White British / Irish	3081	5489	1541	2739	3569	2399	18818
Grand Total	4309	9148	1796	3725	4194	2797	25969

Table 38; Rthnicity percentages among general and offender population

		Cambridge City	East Cambridgeshire	Fenland	Huntingdonshire	Peterborough	South Cambridgeshire	County
Asian	% of total population	11%	1%	1%	2%	12%	4%	6%
	% of total offenders	4%	1%	0%	2%	7%	2%	4%
Black	% of total population	2%	1%	1%	1%	2%	1%	1%
	% of total offenders	5%	1%	1%	2%	3%	2%	2%
Mixed	% of total population	3%	1%	1%	1%	3%	2%	2%
	% of total offenders	3%	1%	1%	1%	2%	2%	2%
White	% of total population	83%	96%	97%	95%	83%	93%	90%
	% of total offenders	74%	82%	81%	82%	65%	79%	77%
Other	% of total population	2%	0%	0%	0%	1%	0%	1%
	% of total offenders	3%	3%	2%	2%	3%	3%	3%

Table 39; Table showing count and percentage of offenders by age group 2012-2016

Age of Unique Offenders 2012-2016												
	2012	%	2013	%	2014	%	2015	%	2016	%	% change over 5 years	2012-2016
<18	1697	19%	1405	17%	1198	16%	1041	18%	1182	20%	-30%	5563
18-24	3391	39%	3123	38%	2681	37%	1927	33%	1851	31%	-45%	10857
25-29	1648	19%	1560	19%	1407	19%	1144	20%	1160	19%	-30%	5700
30-44	2922	33%	2748	34%	2525	34%	2111	37%	2231	37%	-24%	10435
45-64	1152	13%	1062	13%	1110	15%	872	15%	1039	17%	-10%	4545
65+	114	1%	97	1%	119	2%	88	2%	127	2%	11%	494
Age not known	105	1%	30	0%	29	0%	27	0%	69	1%	-34%	112
Total	11029		10025		9069		7210		7659		-31%	

Table 40; Unique Offender count by district 2012-16

Districts	2012	2013	2014	2015	2016	2012-2016
Cambridge District (B)	1436	1472	1288	923	968	4862
City of Peterborough (B)	3105	2909	2604	2048	2260	10444
East Cambridgeshire District	618	529	489	365	448	2055
Fenland District	1267	1085	1095	874	767	4341
Huntingdonshire District	1412	1261	1090	1011	921	4772
South Cambridgeshire District	917	866	774	556	671	3200
Sub total	8755	8122	7340	5777	6035	29674
Total out of county	843	38	926	711	620	2929
Unknown	1431	1865	804	722	1004	5251
Total	11029	10025	9070	7210	7659	37854

Table 41; count of offenders by district and gender between 2012-2016

Unique Offenders 2012-16			
	Female	Male	Total
Cambridge District (B)	1124	3738	4862
	23%	77%	
City of Peterborough (B)	2173	8271	10444
	21%	79%	
East Cambridgeshire District	418	1637	2055
	20%	80%	
Fenland District	935	3406	4341
	22%	78%	
Huntingdonshire District	1070	3702	4772
	22%	78%	
South Cambridgeshire District	758	2442	3200
	24%	76%	
Grand Total	6478	23196	29674
	22%	78%	

Table 42; Ethnic makeup of Cambridgeshire and Peterborough population

	Asian	Black	Mixed	White	Other	Total
	% of total	% of total	% of total	% of total	% of total	
Cambridge City	11.0%	1.7%	3.2%	82.5%	1.6%	123,867
East Cambridgeshire	1.4%	0.6%	1.4%	96.2%	0.3%	83,818
Fenland	1.1%	0.5%	0.9%	97.2%	0.2%	95,262
Huntingdonshire	2.5%	1.0%	1.5%	94.8%	0.3%	169,508
Peterborough	11.7%	2.3%	2.7%	82.5%	0.8%	183,631
South Cambridgeshire	3.7%	0.9%	1.7%	93.3%	0.4%	148,755
Constabulary	5.9%	1.3%	2.0%	90.3%	0.6%	804,841

Source: CADET

APPENDIX 3: YOUTH OFFENDING SERVICE ADDITIONAL TABLES

Table 43; Table showing First Time Entrants per district between 2012-16

	Cambridge City	East Cambs	Fenland	Huntingdonshire	South Cambs	Peterborough
2012	85	34	64	69	75	130
2013	44	29	44	64	50	112
2014	41	40	30	36	43	71
2015	22	11	23	35	17	124
2016	41	25	34	58	36	139

Table 44; Tables of ethnicity of First Time Entrants among Young Offender Cohort

Peterborough FTE Ethnicity					Cambridgeshire FTE Ethnicity				
	White British	White Other	BAME	Unknown		White British	White Other	BAME	Unknown
2012	60	25	26	18	2012	266	27	28	5
2013	51	19	22	20	2013	182	29	16	<5
2014	39	13	13	6	2014	113	60	16	<5
2015	55	23	31	8	2015	80	16	9	<5
2016	42	14	9	15	2016	149	21	24	<5
Total	247	94	101	67	Total	790	153	93	13

Table 45; Table of offence type associated with offenders in Peterborough between 2012-2016

Peterborough FTE Offence Type									
Offence Type	Acquisitive Crime	Violence	Other Offences	Criminal Damage	Public Order	Drug Offences	Sexual Offences	Motoring Offences	Fraud and Forgery
2012	40	42	8	7	15	10	4	3	<5
2013	36	31	10	5	<5	11	6	8	0
2014	19	29	<5	8	<5	<5	<5	<5	<5
2015	21	44	<5	8	<5	8	<5	13	0
2016	22	21	<5	9	<5	8	4	9	<5

Table 46; Table of offence type associated with offenders in Cambridgeshire between 2012-2016

Cambridgeshire FTE Offence Type									
Offence Type	Acquisitive Crime	Violence	Other Offences	Criminal Damage	Public Order	Drug Offences	Sexual Offences	Motoring Offences	Fraud and Forgery
2012	100	94	<5	24	16	65	10	13	0
2013	80	48	<5	18	6	55	9	<5	6
2014	47	55	<5	18	<5	44	9	6	0
2015	21	43	<5	15	7	7	5	5	<5
2016	37	84	9	20	10	14	6	10	0

Table 47; Age of all young offenders in Peterborough between 2012-2016

Age of Young Offenders in Peterborough									
Age	10	11	12	13	14	15	16	17	18
2012		<5	<5	10	13	34	66	86	24
2013			5	15	10	23	36	61	48
2014			<5	10	15	15	30	38	25
2015		<5	<5	8	20	28	38	41	29
2016	<5	<5	<5	16	13	25	45	54	30

Table 48; age of all young offenders in Cambridgeshire between 2012-2016

Age of Young Offenders in Cambridgeshire								
Age	11	12	13	14	15	16	17	18
2012	<5	<5	14	32	40	76	81	12
2013		<5	11	22	37	50	78	8
2014		5	6	19	36	45	64	5
2015		<5	7	18	31	38	52	5
2016	<5	<5	10	20	25	51	63	<5

Table 49; Table showing Ethnicity among all young offenders between 2012-2016 for Cambridgeshire and Peterborough

Peterborough					Cambridgeshire				
	White	White Other	BAME	Unknown		White	White Other	BAME	Unknown
2012	126	41	44	29	2012	198	36	21	<5
2013	104	33	36	26	2013	171	17	19	0
2014	80	21	27	11	2014	134	23	23	0
2015	81	33	44	12	2015	119	19	17	0
2016	98	37	33	21	2016	126	29	21	0

Table 50; Gender count among all young offenders in Peterborough and Cambridgeshire between 2012 and 2016

Peterborough			Cambridgeshire		
Gender	Female	Male	Gender	Female	Male
2012	54	186	2012	42	215
2013	44	155	2013	39	168
2014	24	115	2014	36	144
2015	26	144	2015	22	133
2016	48	141	2016	25	151

Table 51; Asset Score for young offenders in Cambridgeshire 2015

Cambridgeshire Asset Score 2015												
Score	Living Arrangement	Family Arrangement	Education, Training and Employment	Neighbourhood	Lifestyle	Substance Misuse	Physical Health	Emotional and Mental Health	Perception of self and others	Thinking and Behaviour	Attitudes to Offending	Motivation to change
0	121	63	87	167	59	150	264	91	94	16	80	120
1	81	80	94	94	94	61	36	81	103	35	103	94
2	68	92	79	36	87	59	9	79	94	123	87	66
3	35	60	47	12	55	32	<5	49	18	122	34	25
4	9	19	7	5	18	11	<5	12	<5	16	7	5

Table 52; Asset score for young offenders in Cambridgeshire 2016

Peterborough Asset Score 2016												
Score	Living Arrangement	Family Arrangement	Education, Training and Employment	Neighbourhood	Lifestyle	Substance Misuse	Physical Health	Emotional and Mental Health	Perception of self and others	Thinking and Behaviour	Attitudes to Offending	Motivation to change
Unknown								<5	<5	<5	<5	<5
0	87	52	59	110	39	113	188	69	70	14	65	89
1	58	53	65	71	67	36	27	57	69	19	71	63
2	47	55	61	34	66	43	7	53	71	89	59	50
3	29	52	37	10	41	27	<5	37	14	92	26	17
4	6	15	5	<5	13	7	<5	9	<5	11	<5	<5

APPENDIX 4: CRC OFFENDERS ADDITIONAL TABLES

Table 53; Offence types committed by different sub groups of CRC Offender*

NOMS Offence Cat	All		Females		Under 25s		BAME		White Other		White British	
Acquisitive	585	27%	116	40%	124	25%	43	18%	100	28%	375	28%
Drugs	181	8%	25	9%	57	11%	31	13%	10	3%	113	8%
Motoring	290	13%	32	11%	65	13%	29	12%	94	27%	142	11%
Other	353	16%	46	16%	74	15%	45	19%	34	10%	224	17%
Robbery	5	0%	0	0%	<5	1%	<5	1%	0	0%	<5	0%
Sexual	<5	0%	<5	0%	<5	1%	0	0%	0	0%	<5	0%
Violence	745	34%	71	24%	173	35%	84	36%	113	32%	480	36%
Grand Total	2160		290		500		235		350		1340	

Table 54; Ethnicity of CRC Cohort relative to total population per district

	Asian		Black		Mixed		White		Other	
	% of total population	% of total CRC Cohort	% of total population	% of total CRC Cohort	% of total population	% of total CRC Cohort	% of total population	% of total CRC Cohort	% of total population	% of total CRC Cohort
Cambridge City	11%	4%	2%	7%	3%	5%	83%	74%	2%	0%
East Cambridgeshire	1%	2%	1%	1%	1%	0%	96%	78.5%	0%	2%
Fenland	1%	1.5%	1%	0%	1%	0%	97%	88%	0%	0%
Huntingdonshire	2%	3%	1%	2.5%	1%	2%	95%	81%	0%	0%
Peterborough	12%	7.5%	2%	5%	3%	2%	83%	72%	1%	1%
South Cambridgeshire	4%	2.5%	1%	4%	2%	1%	93%	78%	0%	1%
Constabulary	6%	4%	1%	4%	2%	2%	90%	78%	1%	1%

APPENDIX 5: NPS OFFENDERS ADDITIONAL TABLES

Table 55; Count of OASys Need Assessment pathways for NPS Cohort Feb 2017

		Constabulary	Cambridgeshire	Cambridge City	East Cambridgeshire	Fenland	Huntingdonshire	South Cambridgeshire	Peterborough	Out of County	No Geographic Data
Number of Offenders Per District	Number of Offenders	1248	414	85	39	90	140	60	331	372	283
Gender	Male	1200	401	84	37	87	135	58	315	363	266
	Female	48	13	1	2	3	5	2	16	9	17
	Age										
Age Group	21 and under	85	26	7	3	1	10	5	26	25	18
	22-25	171	58	14	3	16	17	8	46	40	43
	26-30	181	67	15	7	15	19	11	44	53	36
	31-35	206	76	13	7	14	27	15	53	54	50
	36-40	130	33	6	4	7	14	2	45	37	29
	41-50	209	67	12	6	14	25	10	52	68	48
	51-60	182	60	14	4	18	16	8	48	57	33
	61 or older	84	27	4	5	5	12	1	17	38	14
	Not known	0	0								12
	Ethnicity										
Ethnicity	White British	941	335	65	35	68	122	45	234	297	208
	White: Other inc Irish	125	34	6	2	14	6	6	31	28	38
	Black or Black British	56	14	5	0	2	4	3	20	15	11
	Mixed	14	5	2	0	0	1	2	7	2	5
	Asian or Asian British	51	7	4	0	0	3	0	26	14	6
	Other inc Gypsy or Irish traveller	20	11	0	1	6	1	3	12	12	7
	Refusal and Unknown	6	5	2	1	0	1	1	0	4	5
Order Category	Community Order	246	120	26	17	25	28	24	81	40	36
	Post release	346	157	40	8	37	50	22	124	72	47
	Pre-release	656	137	19	14	28	62	14	126	260	200
	Terminated			0	0	0	0	0	0		
	OGSR										
OGSR 3	Low <25	341	171	30	16	39	64	22	98	179	76

	Medium 25-40	138	57	7	8	13	21	8	46	53	29
	High 41-79	400	131	32	7	27	44	21	138	110	105
	Very High 80+	139	46	16	8	5	8	9	32	27	43
	Blank	227	5	0	5						
Offence category	Acquisitive	80	23	7	5	7	2	2	24	11	24
	Drugs	25	10	6	1	1	0	2	6	5	4
	Motoring	32	17	2	3	6	4	2	7	8	4
	Other	126	28	7	6	5	6	4	49	26	31
	Robbery	98	26	10	1	6	5	4	27	18	34
	Sexual	376	154	29	10	29	68	18	75	132	87
	Violence	511	156	24	13	36	55	28	143	172	99
	Blank	0	0	0	0	0	0	0	0	0	0
	Total OASYS assessments completed	1021	338	70	27	69	118	54	275	300	229
Pathways	Accommodation	391	96	27	9	12	34	14	116	108	106
	Education Training and Employment	247	76	19	5	16	24	12	63	62	71
	Finance	372	96	26	6	24	24	16	91	95	116
	Relationships	700	230	55	15	44	85	31	189	212	157
	Lifestyles	804	242	55	19	48	92	28	223	238	196
	Drugs	380	123	28	10	20	39	26	99	103	96
	Alcohol	510	163	39	12	25	60	27	133	154	122
	Emotional	484	158	34	11	29	52	32	122	149	109
	Thinking and Behaviour	990	321	66	27	67	110	51	268	288	226
	Attitudes to offending	727	215	50	10	45	76	34	205	205	178
	Disability										
Disability	Yes	390	141	35	16	28	42	20	118	99	77
	No	845	269	48	22	62	98	39	213	271	199
	Unknown	12	4	2	1	0	0	1	0	2	7
Mental Health	Yes	192	57	15	5	13	18	6	65	46	42

APPENDIX 6: PRISON ADDITIONAL TABLES

Table 56; Sentence length summary among prisoners at HMP Peterborough

Outcome	Total Adult		Total Youth		Total	
	Number	Percentage	Number	Percentage		
Remand / Unsentedenced	256	21%	38	35%	294	22%
< or = to 6 Months	128	11%	11	10%	139	11%
> 6 Months < 12 Months	83	7%	10	9%	94	7%
12 Months < 2 Years	120	10%	13	12%	133	10%
2 Years < 4 Years	207	17%	18	16%	224	17%
4 Years or More	196	16%	8	7%	203	15%
Life & IPP	56	5%	<5		58	4%
Detainee	0	0%	0	0%	0	0%
Recall	191	16%	10	9%	200	15%
Total cohort	1203	100%	115*	100%	1313	

Table 57; OASys data for prisoners at HMP Peterborough

Establishment	Peterborough Female	Peterborough Male
Total N with OASys data	137	422
Accommodation	68%	57%
Education, training and employability	70%	66%
Relationships	84%	77%
Lifestyle & associates	90%	85%
Drug misuse	57%	54%
Alcohol misuse	33%	24%
Thinking & behaviour	79%	81%
Attitudes	82%	81%

Table 58; - Alcohol and drug need among prisoners surveyed in Cambridgeshire

Prison	Drugs		Alcohol		Date of Inspection
Yes	No		Yes		No
HMP and YOI Peterborough (women)	44% (65)	56% (83)	27% (39)	73% (108)	July 2014
HMP Peterborough (men)	28% (44)	72% (113)	17% (27)	83% (129)	February 2015
HMP Littlehey	13% (27)	87% (183)	12% (25)	88% (185)	March 2015
HMP Whitemoor	10% (14)	90% (127)	10% (14)	90% (125)	January 2014

APPENDIX 7 CRIME TRENDS

Table 59; Volume of offences between 2007 and 2016 within the districts, constabulary and England and Wales

	Constabulary	Cambridge City	East Cambs	Fenland	Huntingdonshire	Peterborough	South Cambridgeshire	Cambridgeshire	National (England and Wales)
2007	66,158	15,101	4095	7394	9600	23096	6872	43,062	5428000
2008	65,122	15,786	3932	7158	9186	22206	6854	42,916	4950000
2009	61,966	14,868	3573	6931	8870	21481	6243	40,485	4703000
2010	57,294	13,806	3346	6636	8792	19457	5257	37,837	4338000
2011	52,250	11,607	3558	6635	8275	17134	5041	35,116	4151000
2012	48,188	11,156	3102	5427	7566	16273	4661	31,915	4380000
2013	43,237	9,971	2608	4328	6856	14404	4545	28,833	4064000
2014	46,130	10,871	2602	4745	7057	15537	4777	30,593	4028000
2015	48,077	11,092	2539	5699	7416	16437	4852	31,640	4326000
2016	54,325	12,089	2765	6028	8257	19358	5726	34,967	4673000

Table 60; Offence rate per 1000 population between 2007 and 2016 in districts, constabulary and England and Wales

Offence rate per 1000 population									
	Constabulary	Cambridge City	East Cambs	Fenland	Huntingdonshire	Peterborough	South Cambridgeshire	Cambridgeshire	National Figure (England & Wales)
2007	86.3	130.8	51.2	79.8	58.3	133.9	48.6	72.5	99.8
2008	83.8	135.9	48.5	76.4	55.2	126.2	47.7	71.4	90.3
2009	78.9	127.3	43.4	73.4	53.1	120.0	42.9	66.8	85.1
2010	73.3	114.8	40.2	69.8	52.2	107.1	35.6	63.1	77.9
2011	64.8	94.6	42.2	69.5	48.7	92.9	33.6	56.4	73.9
2012	59.2	89.1	36.5	56.5	44.2	87.3	30.9	50.8	77.4
2013	52.6	78.7	30.4	44.7	39.9	76.5	30.0	45.6	71.4
2014	55.6	84.6	30.0	48.6	40.7	81.6	31.2	47.8	70.2
2015	57.2	84.7	29.1	57.5	42.4	84.7	31.3	48.9	74.7
2016	63.8	88.7	31.7	61.3	46.5	97.7	37.2	53.5	80.1

VIOLENCE AGAINST PERSON

Table 61; Volume of violence against the person offences from 2007 to 2016 by geographical area

Violence Against the Person									
	Total	Cambridge City	East Cambs	Fenland	Huntingdonshire	Peterborough	South Cambridgeshire	Cambridgeshire	National (England and Wales)
2007	9,888	2,265	522	1,094	1,535	3,726	746	6,162	748,779
2008	8,529	1,968	450	1,020	1,260	3,142	689	5,387	709,008
2009	8,658	1,737	451	1,108	1,273	3,311	778	5,347	699,011
2010	8,889	1,820	514	1,094	1,344	3,302	815	5,587	665,486
2011	7,718	1,475	411	1,082	1,240	2,853	657	4,865	626,720
2012	6,831	1,263	399	908	1,119	2,540	602	4,291	601,141
2013	6,173	1,141	350	853	1,021	2,164	642	4,007	634,625
2014	8,918	1,755	517	1,248	1,347	3,190	859	5,726	778,061
2015	10,437	2,015	595	1,350	1,642	3,814	1,010	6,612	882,921
2016	13,234	2,527	773	1,549	1,989	4,975	1,397	8,235	1,075,511

Table 62; Rate of Violence against the Person per 1000 population between 2007 and 2016 by geographical area

Violence Against the Person – Rate per 1000 population									
	Constabulary	Cambridge City	East Cambs	Fenland	Huntingdonshire	Peterborough	South Cambridgeshire	Cambridgeshire	National (England and Wales)
2007	12.9	19.6	6.5	11.8	9.3	21.6	5.3	10.4	13.8
2008	11.0	16.9	5.6	10.9	7.6	17.8	4.8	9.0	12.9
2009	11.0	14.9	5.5	11.7	7.6	18.5	5.3	8.8	12.7
2010	11.4	15.1	6.2	11.5	8.0	18.2	5.5	9.3	11.9
2011	9.6	12.0	4.9	11.3	7.3	15.5	4.4	7.8	11.2
2012	8.4	10.1	4.7	9.5	6.5	13.6	4.0	6.8	10.6
2013	7.5	9.0	4.1	8.8	5.9	11.5	4.2	6.3	11.1
2014	10.7	13.7	6.0	12.8	7.8	16.7	5.6	8.9	13.6
2015	12.4	15.4	6.8	13.6	9.4	19.7	6.5	10.2	15.3
2016	15.5	18.5	8.9	15.8	11.2	25.1	9.1	12.6	18.4

SEXUAL VIOLENCE

Table 63: Volume of sexual offences from 2007 to 2016 by geographical area

All Sexual Offences									
	Total	Cambridge City	East Cambs	Fenland	Huntingdonshire	Peterborough	South Cambridgeshire	Cambridgeshire	National (England and Wales)
2007	752	133	40	107	136	276	60	476	52,166
2008	727	155	56	72	104	257	83	470	50,185
2009	707	130	35	64	110	290	78	417	53006
2010	795	128	43	105	137	309	73	486	53940
2011	704	125	43	94	124	243	75	461	52760
2012	572	105	31	74	95	208	58	363	53599
2013	780	110	48	101	143	286	83	485	64232
2014	1,193	259	91	122	192	367	149	813	88330
2015	1,278	242	71	173	220	424	126	832	106098
2016	1,278	283	95	169	267	469	147	961	112021

Table 64: Rate of sexual offences per 1000 population from 2007 to 2016 by geographical area

Sexual Offences - Rate per 1000 population									
	Constabulary	Cambridge City	East Cambs	Fenland	Huntingdonshire	Peterborough	South Cambridgeshire	Cambridgeshire	National Figure (England and Wales)
2007	1.0	1.2	0.5	1.2	0.8	1.6	0.4	0.8	1.0
2008	0.9	1.3	0.9	0.8	0.6	1.5	0.6	0.8	0.9
2009	0.9	1.1	0.4	0.7	0.7	1.6	0.5	0.7	1.0
2010	1.0	1.1	0.5	1.1	0.8	1.7	0.5	0.8	1.0
2011	0.9	1.0	0.5	1.0	0.7	1.3	0.5	0.7	0.9
2012	0.7	0.8	0.4	0.8	0.6	1.1	0.4	0.6	1.0
2013	0.9	0.9	0.6	1.0	0.8	1.5	0.6	0.8	1.1
2014	1.4	2.0	1.1	1.3	1.1	1.9	1.0	1.3	1.5
2015	1.5	1.9	0.8	1.7	1.3	2.2	0.8	1.3	1.8
2016	1.5	2.1	1.1	1.7	1.5	2.4	1.0	1.5	1.9

THEFT OFFENCES

Table 65; Volume of theft offences from 2007 to 2016 by geographical area

All Theft Offences									
	Total	Cambridge City	East Cambs	Fenland	Huntingdonshire	Peterborough	South Cambridgeshire	Cambridgeshire	National (England and Wales)
2007	33,764	8,523	2,132	3,680	4,439	11,386	3,604	22,378	2422728
2008	34,505	9,176	2,098	3,545	4,396	11,510	3,780	22,995	2321580
2009	32,463	9,020	1,890	3,369	4,205	10,504	3,475	21,959	2321580
2010	30,100	8,759	1,726	3,151	4,157	9,421	2,886	20,679	2107446
2011	27,285	7,140	2,025	3,180	4,125	8,054	2,761	19,231	2074779
2012	27,090	7,046	1,777	2,676	4,253	8,613	2,724	18,476	1900944
2013	25,123	6,488	1,547	2,413	3,904	7,979	2,788	17,140	1845169
2014	24,583	6,540	1,299	2,443	3,730	7,826	2,744	16,756	1750513
2015	24,351	6,502	1,211	2,647	3,619	7,722	2,647	16,626	1758113
2016	25,821	6,647	1,166	2,711	3,742	8,701	2,845	17,111	1784598

Table 66; Rate of theft offences per 1000 population from 2007 to 2016 by geographical area

Theft Offences - Rate per 1000 population									
	Constabulary	Cambridge City	East Cambs	Fenland	Huntingdonshire	Peterborough	South Cambridgeshire	Cambridgeshire	National Figure (England and Wales)
2007	44.0	73.8	26.7	39.7	26.9	66.0	25.5	37.7	44.6
2008	44.4	79.0	25.9	37.9	26.4	65.4	26.3	38.3	42.3
2009	41.3	77.3	23.0	35.7	25.2	58.7	23.9	36.2	42.0
2010	38.5	72.9	20.7	33.1	24.7	51.8	19.5	34.5	37.8
2011	33.8	58.2	24.0	33.3	24.3	43.7	18.4	30.9	36.9
2012	33.3	56.3	20.9	27.9	24.9	46.2	18.0	29.4	33.6
2013	30.6	51.2	18.0	24.9	22.7	42.4	18.4	27.1	32.4
2014	29.6	50.9	15.0	25.0	21.5	41.1	17.9	26.2	30.5
2015	29.0	49.7	13.9	26.7	20.7	39.8	17.1	25.7	30.4
2016	30.3	48.8	13.4	27.6	21.1	43.9	18.5	26.2	30.6