

# COMMUNITY SAFETY STRATEGIC ASSESSMENT: VIOLENCE – WEAPONS AND VULNERABILITY

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JULY 2017



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## CONTENTS

Contents.....	3
Introduction .....	4
Executive summary .....	5
Priority Analysis: Violence.....	7
Overview .....	7
Use of Weapons.....	13
Reporting .....	13
Local Concerns .....	13
Prevention and Tackling violence and use of weapons .....	15
Performance Monitoring .....	16
Priority 1: Violence.....	17
Priority 2: Domestic Abuse .....	20
Priority 3: Reducing Antisocial Behaviour within Vulnerable Groups .....	21

## INTRODUCTION

The purpose of the quarterly strategic assessment process is to provide the Cambridge Community Safety Partnership (CC CSP) with an understanding of the crime, anti-social behaviour, and substance misuse issues affecting the City. This will enable the partnership to take action that is driven by clear evidence.

### DOCUMENT SCHEDULE

The partnership has a continuous assessment process that allows for strategic planning throughout the year. Whilst each document will provide an overview of the partnership's performance during the year, the aim of each document will be to gain a better understanding of key issues in the district. The continuous assessment consists of 4 parts:

Document	Key theme	Analysis & Writing	Presentation
1	Violence within vulnerable groups	June and July	July 2017
2	ASB within vulnerable groups	July to September	October 2017
3	End of Year Review/Horizon Scanning	October to December	February 2018
4	Domestic Abuse	January to March	April 2018

### DOCUMENT STRUCTURE

This strategic assessment document is set out in three main chapters:

- **Key Findings and Recommendations** – this section provides an executive summary of the key analytical findings and recommendations. This section also highlights any major developments that may affect activity and possible ways of working.
- **Priority Analysis** – this section provides an assessment of the district's main problems, illustrating it in terms of where and when most problems occur, the people and communities that are most vulnerable and where possible, who is responsible.
- **Performance Monitoring** – this section provides an overview of available data relating to the three current priorities.

This document and previous assessments can be downloaded from:

<http://www.cambridgeshireinsight.org.uk/community-safety/CSP/cambscity>

### ADDITIONAL RESOURCES

The interactive community safety atlas provides some of the main crime and disorder issues at ward level. The atlas allows the user to review the data directly on the map or in a chart.

The victim and offender pyramid is an interactive profile that presents data by age group, gender and district.

Both the above can be accessed here:

<http://www.cambridgeshireinsight.org.uk/interactive-maps/crime>

### KEY FINDINGS

Police recorded violence has increased in the last year in Cambridge City. The majority of this increase is in the violence without injury category. This extends the increase beyond the expected impact of improved recording. Data from police and health agencies confirm that there have in fact been increases in violence and the use of knife or bladed weapons.

Data indicates that the carrying and use of knives is on the increase nationally and locally. Reviewing the police recorded data and the Addenbrooke's A&E assault data reveals low volume but persistent increases.

- Addenbrooke's assault data shows that knife crime has risen steadily from 8 recorded incidents in 2014 to 34 in 2015, 40 in 2016 and 24 in the first 5 months of 2017.
- Of particular concern is the carriage of weapons among young people. Young people are more likely to carry weapons but also more likely to be the victim. Of the 44 incidents recorded by Addenbrooke's in 2016/17 involving the use of a knife 29 victims were under the age of 30 accounting for 65%. In Q1 of this financial year 9 of the 12 victims involved in assault were under the age of 30.
- Figures suggest that violence including the use or possession of a weapon is increasing in Cambridge City. This reflects the national picture which saw a 14% increase in offences involving a knife or sharp instrument, compared with the previous year. The ONS states "while it is difficult to be certain what has driven this rise, as these figures can be influenced by a wide range of factors, the available evidence suggests improvements in recording practices, as well as an actual rise in knife crime, are both likely to have contributed."<sup>1</sup>

The data currently available has not provided a completely clear reason for the increases locally. A number of areas could be playing a part in this increase;

1. Overall improved recording has encouraged greater reporting
2. Overlaps between violent crime and domestic abuse
3. Involvement from drug gangs – particularly the overlap with 'county lines' i.e. cross border offender groups

The recent fatal stabbing, whilst rare in Cambridge, does reveal all too clearly the potential risks associated with violence involving weapons. Further conversations across partners are needed to explore these issues further.

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<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingdec2016#police-recorded-offences-involving-weapons-rise>

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## RECOMMENDATIONS

Tackling knife crime and rises in violence should be considered a priority for the partnership for this financial year.

It is recommended that further investigation is undertaken in particular;

1. Closer working with the Youth Offending Service (YOS) and locality teams to investigate the County Lines issues
2. Engagement with secondary schools to understand violence and weapons in schools and with young people
3. Deeper discussion about possible programmes that would prevent young people becoming 'attracted' to carrying knife either through idolisation or fear of crime that could be run locally.
4. Closer working with another partnership that has successfully reduced violence associated with gangs or 'groups' such as the County Lines.

## PRIORITY ANALYSIS: VIOLENCE

This quarter the document will focus on Violence, in particular an examination of local and national data on the use of weapons (knives/bladed instruments).

### OVERVIEW

Locally, anecdotal concern has been raised by partner agencies about a potential rise in knife crime. So far the evidence locally has not provided a consistent picture and therefore general understanding is on what the pattern and problems remains uncertain.

This report will examine the available evidence and highlight the current gaps in knowledge that might be hindering an appropriate response to the issues. It will draw on national data in order to provide the clearest possible picture.

### NATIONAL PICTURE - POLICE RECORDED OFFENCES USING A WEAPON

Some police recorded offences (violence against the person, robbery and sexual offences) can be broken down as to whether a weapon was used or not.

Across England and Wales in the year ending December 2016 police recorded a 14% increase in violent offences such as assault with injury and assault with intent to cause serious harm, robbery, threats to kill, rape and sexual assault that involve the use of a knife or sharp instrument, compared with the previous year. In the latest year 32,448 offences involving a knife or sharp instrument were used compared with the previous year (28,427). This recent increase counters the general downward trend with a decline seen between 2011 and 2014.

Most of the offences for which data is collected on the use of weapons has seen an increase. In terms of volume “assault with injury and assault with intent to cause serious harm” has seen the largest increase rising from 14,783 to 16,747, an increase of 1,964 (13%). The largest percentage increase was seen in “threats to kill” rising from 2,039 to 2,606, an increase of 567 (28%).

The rise in the use of weapons is seen nationwide with the majority of police forces (33 of the 44) recording a rise in offences using knives or other sharp instruments in comparison to the previous year. However it must be noted that a large percentage (28%) of the increase has come from the London Metropolitan Police force.

It is difficult to ascertain why this might be and could be the result of a wide range of factors. However, the available evidence analysed by the ONS suggests that improvements made to recording practices as well as a genuine rise of knife crime, are likely to be the most influential factors.<sup>2</sup>

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<sup>2</sup> ONS. (2017). *Crime in England and Wales: year ending Dec 2016*. Available: <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingdec2016#police-recorded-offences-involving-weapons-rise>.

## TRENDS OVER TIME

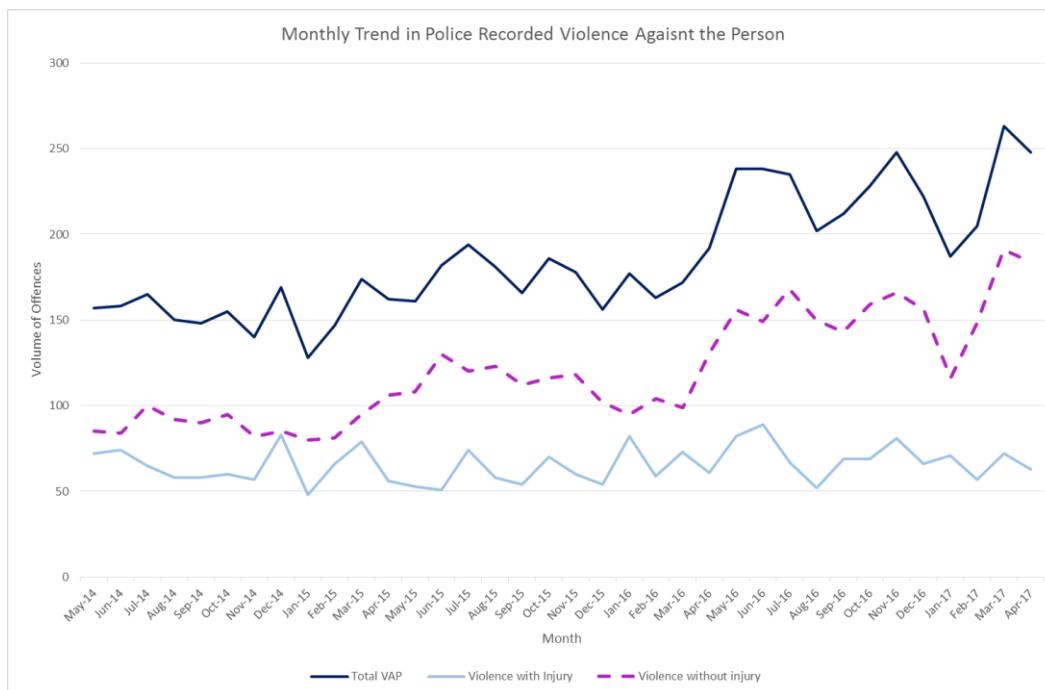
There have been further increases in violence against the person as recorded by the police between 2015/16 and 2016/17. Violence with Injury increased by 12% and violence without injury by 38% over the same period. National data from the Crime Survey for England and Wales shows that between 2015 and 2016 there were non-significant increases of 5% and 3% for violence with and without injury respectively<sup>3</sup>. The changes in Cambridge City are therefore not in line with national trends.

Table 1: Three year annual trend of violence against the person recorded by the constabulary - Cambridgeshire

Financial Year	Total VAP	Violence with Injury	Violence without injury	Homicide
2014/15	1,820	784	1,034	2
2015/16	2,078	744	1,333	1
2016/17	2,670	836	1,833	1

Whilst the volume of violence fluctuates per month, Figure 1 below shows a sustained and substantial rise in recorded violence without injury. The pattern for violence with injury is more subtle with the trend line appearing flatter (i.e. fewer and smaller peaks and troughs) but with no sign of reducing.

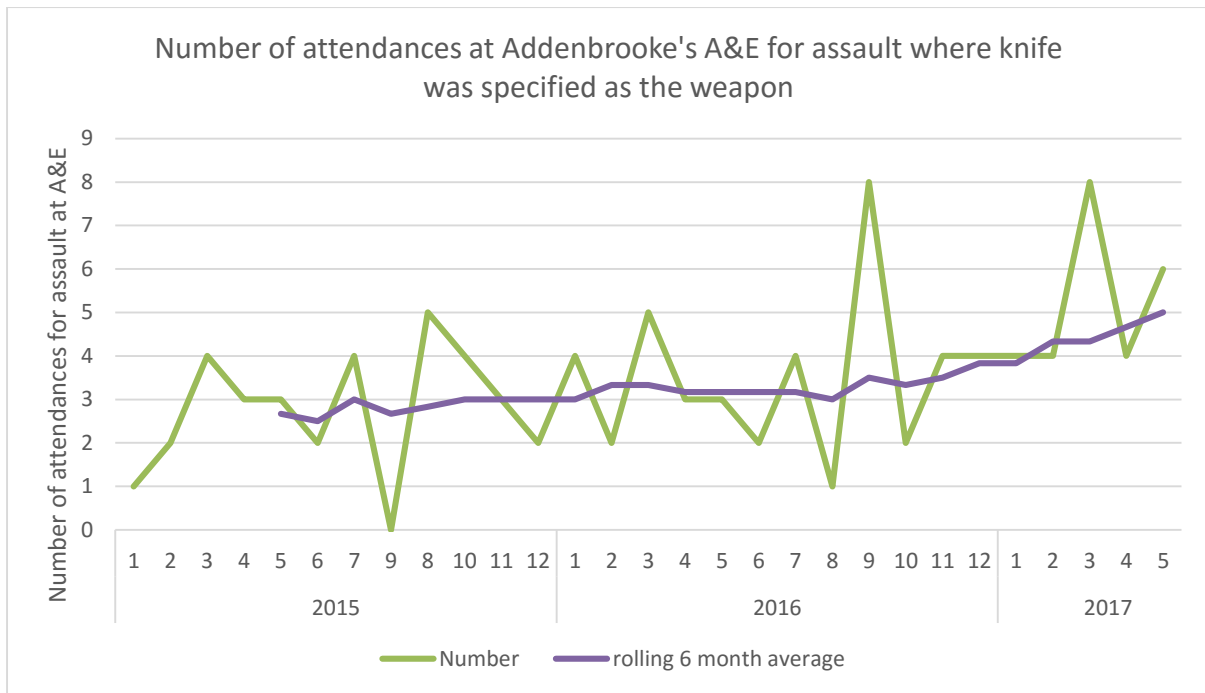
Figure 1: Monthly long term trend of violence against the person recorded by the constabulary - Cambridgeshire



<sup>3</sup> <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/previousReleases>



Figure 2: Trend between January 2015 and June 2017 for attendances at Addenbrooke's A&E for assault involving a knife

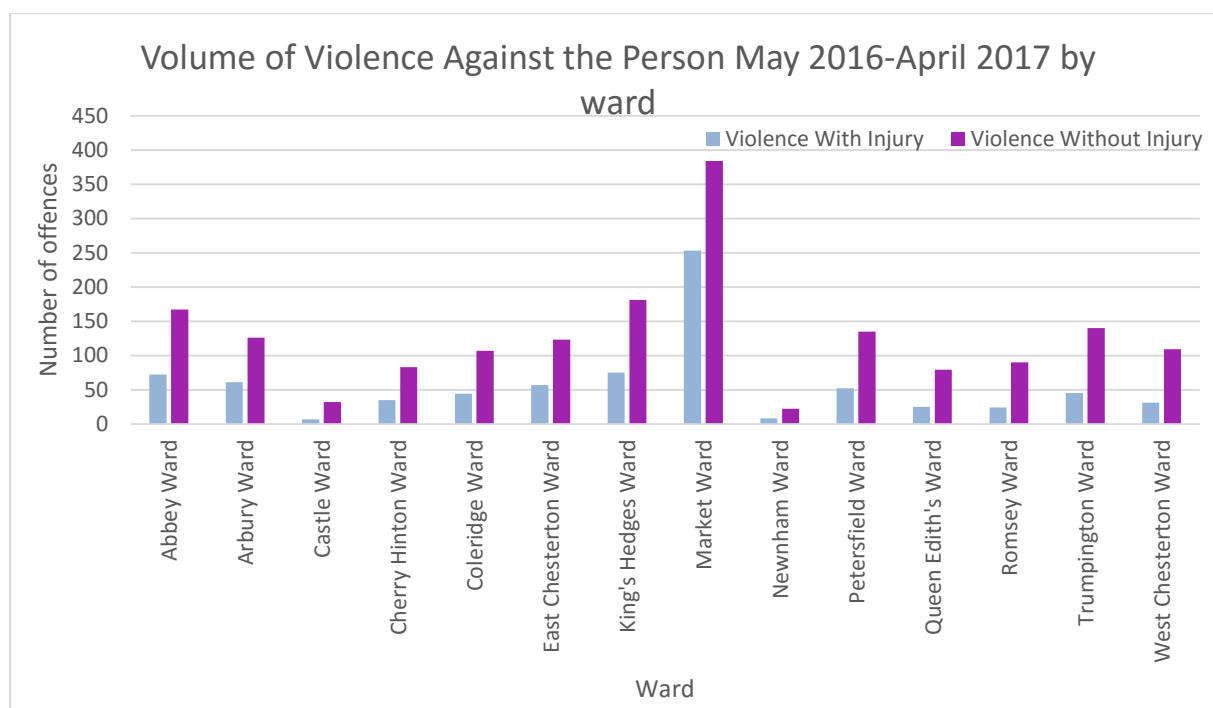


## GEOGRAPHIC PATTERNS OF VIOLENCE

The top three wards for the highest volume of recorded violence, both with and without injury, were Market, King's Hedges and Abbey. Given the volume of footfall in the Market ward, analysis as rate of offences per 1000 population has not been included.

Within wards some lower super output areas show high levels of violence, as seen in Figure 3 overleaf.

Figure 3: Ward breakdown of violence against the person: May 2016-April 2017



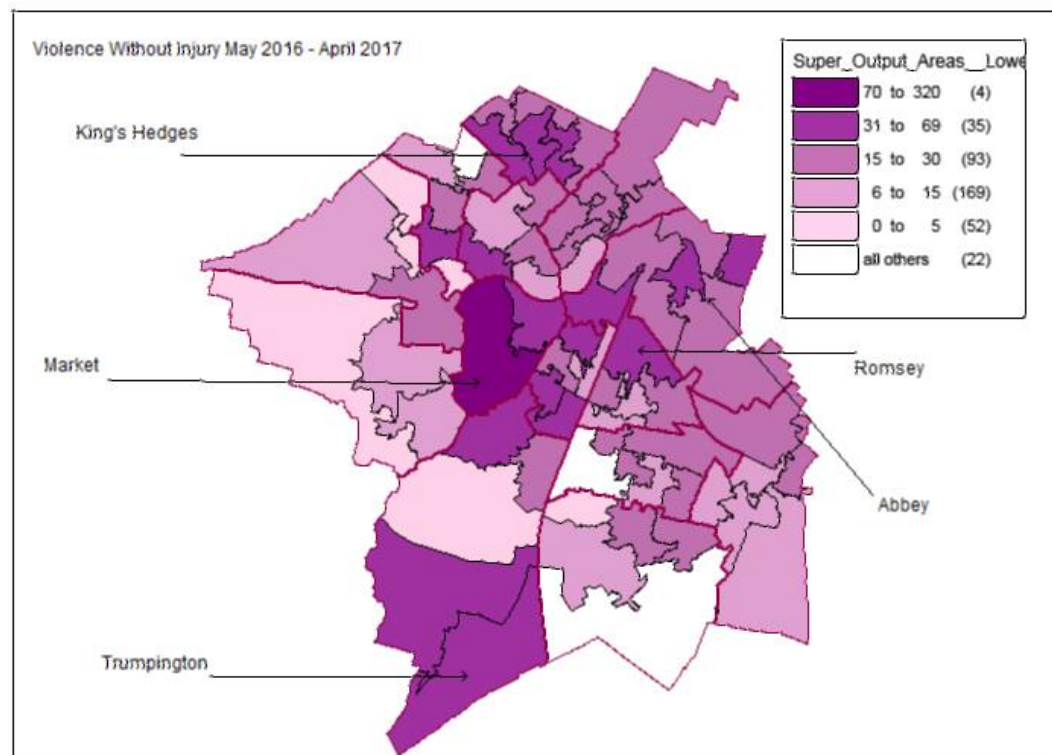
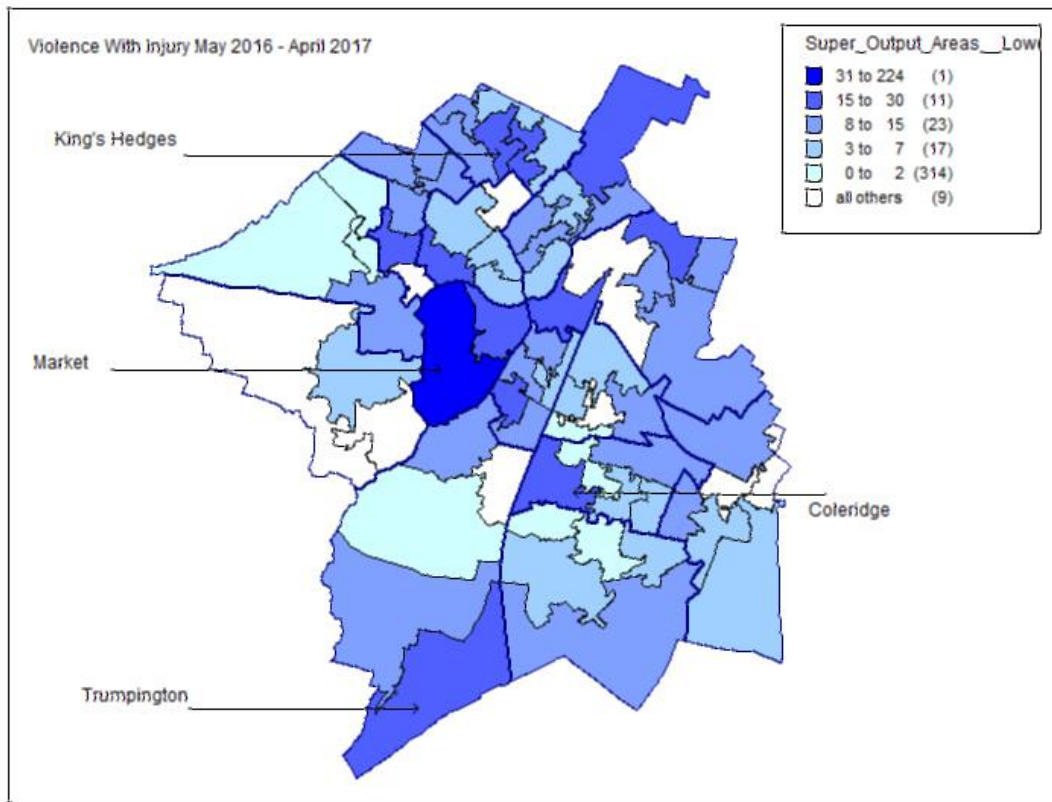
Analysis of the types of location that violent crime occurs in was hampered by recording issues, such as missing data, with 60% unknown and then residential at 17% of violence against the person.

Cleansing the data may not have provided any further insight and would have been resource intensive so was deemed to not provide enough value. Table 2: Neighbourhood areas change in total violent crime

Table 3: Table reviewing short term trend in total violence by neighbourhood policing area

Neighbourhood Policing Area	2015/16	2016/17	% change
Total North City	626	791	26%
Total West City	59	74	25%
Total City Centre Area (Market Ward)	565	663	17%
Total South City	352	469	33%
Total East City	497	690	39%

Figure 4: Geographic pattern of offence location by LSOA for Violence with and without injury: May 2016-April 2017

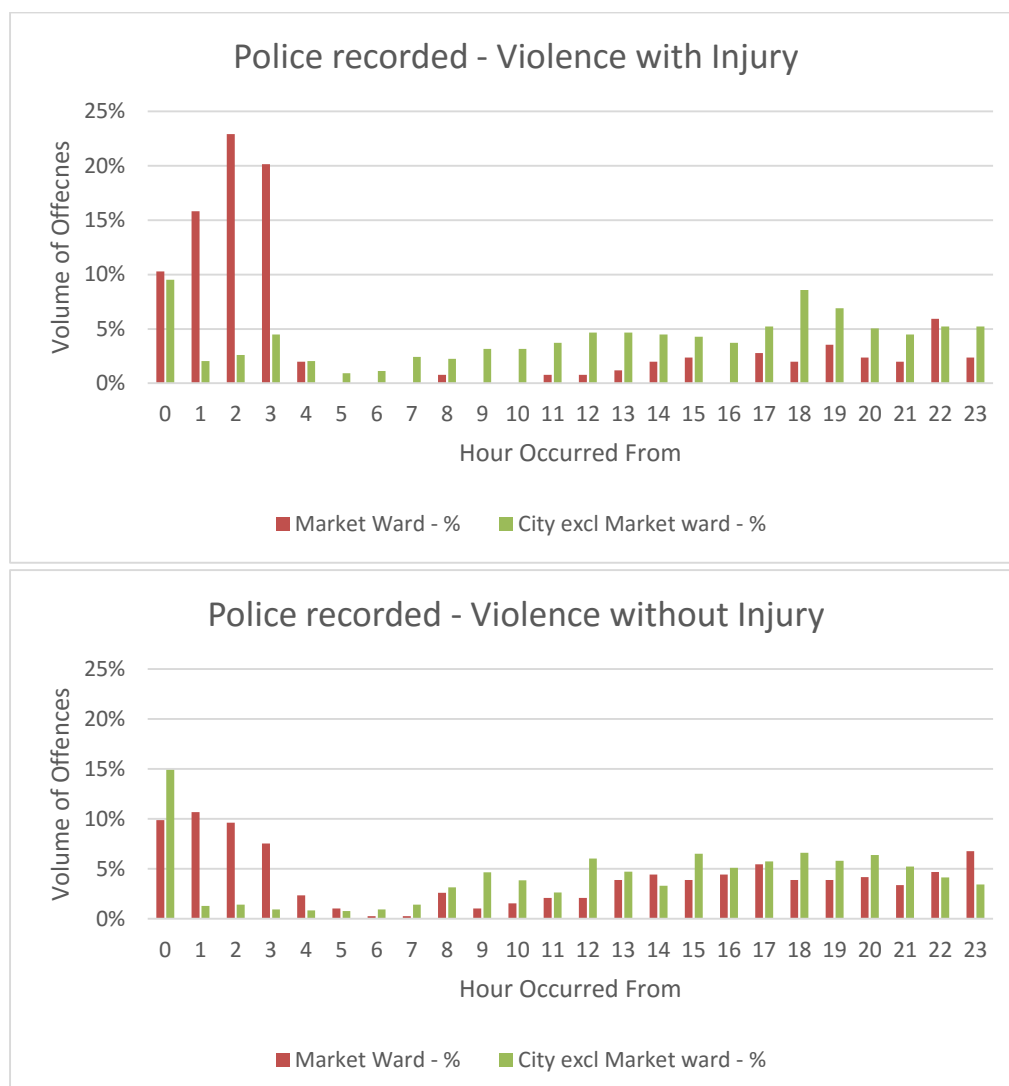


## TIME OF VIOLENCE

Violent crime is influenced by a number of factors. Commonly alcohol, the night-time economy, domestic abuse, gang violence and disputes are often cited. In Cambridge City the Partnership has long tackled night-time economy violence and disorder in the city centre. But to gain an understanding of violence it is sometimes helpful to try and identify other patterns. Therefore the following section extract the Market Ward and analysed it separately.

The peak in Market Ward for both violence with and without injury was during the middle of the night supporting previous findings that the night-time economy is still impacting the level of violent crime in Cambridge City. However, the pattern for the rest of the City shows that there are actual peaks in violence with injury between five and seven pm. Occurrences of violence without injury are more evenly spread throughout the day<sup>4</sup>.

Figure 5: Hour occurred from for violence against the person – Cambridge City police recorded crime



<sup>4</sup> The peak between 12 and 1 am may in fact be exaggerated due to recording issues where a fair proportion of crime occurred at exactly 00:00

## USE OF WEAPONS

Understanding the use and possession of weapons is difficult to unpick from the routine data sources available. Police recorded crime data would indicate that overall there has been a small but sustained increase in the proportion of crimes where a weapon was involved. The overall volume of offences is very low for Cambridge City.

*Table 4: Police recorded crime relating to weapons*

Financial Year	Total Crime	Possession of weapons	Weapon involved	Weapons involved %
2014/15	10,969	33	114	1%
2015/16	11,096	68	198	2%
2016/17	12,838	100	225	2%

## REPORTING

The Home Office have recently changed their guidance to show that in all cases where possession of a knife or offensive weapon occurs within a school, a crime will be recorded by the police rather than purely being dealt under school policies and procedures which was previously the case. The historic method of dealing with incidents of weapons in schools made it difficult to know the true extent of the problem as the police may not always have been made aware.

Schools should report to the police, all cases where pupils are found to have knives in their possession to ensure that any offences are investigated fully. The Partnership could look to raise awareness in schools and make sure that there is a clear link between problem solving groups and schools.

## LOCAL CONCERNS

The locality team felt that weapons are not forming a large proportion of their caseload currently, however there is acknowledgement that some young people do carry knives and PEPSY are currently working in a preventative way as opposed to reactive way. We will continue to include that as part of any work we do either individually or group work with young people at risk of violent offending or risk taking.

Work carried out by the locality team two years ago in the north of the city focused on a group of young people that were carrying knives. These people have aged through the system not and are young adults, it is believed that the conflict has died done. This may be in part due to a minority of those known currently serving time in prison.

There has been some intelligence shared between agencies that following a disclosure from a young person that a group of vulnerable young people are being used as drug runners where violence is being used against them if 'their quota is not met'.

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## POSSESSION AND USE OF WEAPONS AMONGST CHILDREN AND YOUNG PEOPLE

The Health-Related Behaviour Survey, developed by the Schools Health Education Unit, is designed for young people of primary and secondary school age. Within the questionnaire are specific questions on the use or carriage of weapons.

According to the 2016 survey 5% of children in South Cambridgeshire and Cambridge City had been threatened with a weapon in the past month for at least a year. This compares with 5% in Cambridgeshire as a whole. In 2014 Cambridge City respondents showed that 3% experienced such a threat representing a 2% increase from 2014 to 2016.

In 2014, 7% of pupils responded that they are 'fairly sure' or 'certain' they have friends who carry weapons for protection when going out. This slightly higher than the 6% shown in the wider sample of Cambridgeshire. This question was not asked in the 2016 questionnaire.

The Partnership has shown a commitment to supporting the work of the Local Safeguarding Children's Board by focussing on early intervention and awareness raising around alternatives to gang association. The Partnership should look to raise the profile of the vulnerabilities associated with gang related violence and the possession of weapons amongst local agencies as well as highlight alternatives to this amongst those on the cusp of this type of activity.

The Partnership should review their relationship with schools in order to contribute to the prevention of the possession of weapons in schools and to try and put in place suitable intervention.

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## WORKING WITH SCHOOLS

Developing the relationship between the Partnership and schools could provide a number of benefits including; tackling weapon-related incidents, anti-social behaviour & wider safety issues and understanding emerging issues coming through the community.<sup>5</sup> In working together, schools will be helped to identify, challenge and support pupils most at risk of causing harm and offending through benefiting from the professional expertise that partners can bring.

Similarly, this greater working with schools will mean that partners will be better able to identify and support children and young people who feel threatened by crime and anti-social behaviour through prevention and early intervention. This will also provide the opportunity to develop relationships with young people and talk about local crime issues, including if there are problems around gang culture, youth offending, weapon carrying or risks from violent extremism.

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<sup>5</sup> <https://bso.bradford.gov.uk/Schools/CMSPage.aspx?mid=3424>

## PREVENTION AND TACKLING VIOLENCE AND USE OF WEAPONS







Cambridge City is not the only area where these concerns and increasing have been recorded. Therefore the Partnership should consider what has worked elsewhere and using the experience and expertise of other partnerships going forward. Further there may be several appropriate actions for the Partnership to take, these are likely to be under the headings of prevention, safeguarding and enforcement.

- Prevention of escalation and new vulnerable people being drawn into associated violence is a key area where the Partnership should focus its attention.
- Safeguarding – where individuals are identified of being at risk or already exploited will need a multi-agency approach with relevant partners (e.g. police, housing, social care).
- Enforcement – Where action can be taken to disrupt an offender or safeguard an individual in a multi-agency approach.

Below are listed some examples of practice from elsewhere that however, it should be noted that at the time of writing the team has been unable to find robust evidence of which programmes are most effective and value for money. This is an area the Partnership should discuss in more detail.

- Safer Schools Partnerships – e.g. Islington
- Mentoring schemes – E.g. Chance UK
- Growing against gangs and violence programme – e.g. Metropolitan Police
- National schemes such as; Youth Offending team, Troubled Families scheme

## PERFORMANCE MONITORING

Target	Current performance	% difference to the three year average (Count difference)
<b>Tackling violence among vulnerable groups</b>		
Violence against the person		+42% (147)
Presentations for assault at A&E		+7% (11)
Ambulance call-outs for assault		+10% (4)
<b>Tackling anti-social behaviour among vulnerable groups</b>		
ASB police recorded incidents		+10% (72)
<b>Tackling domestic abuse</b>		
Domestic Abuse Incidents <sup>6</sup>		+12% (35)
Domestic Abuse Crimes		+44% (58)

Key:



Below the previous year and below the three year average



Above the previous year but below the three year average



Above the three year average

<sup>6</sup> Due to substantial under-reporting of domestic abuse, increases in reporting and recording by the police are the current objective, therefore these recent increases are marked as a positive change



## PRIORITY 1: VIOLENCE

### TREND

#### 1.1 Police recorded crime against the person (VAP)

Data was not available for June of Q1 of 2017/18 so comparisons were made against the same months in the previous year 2016/17.

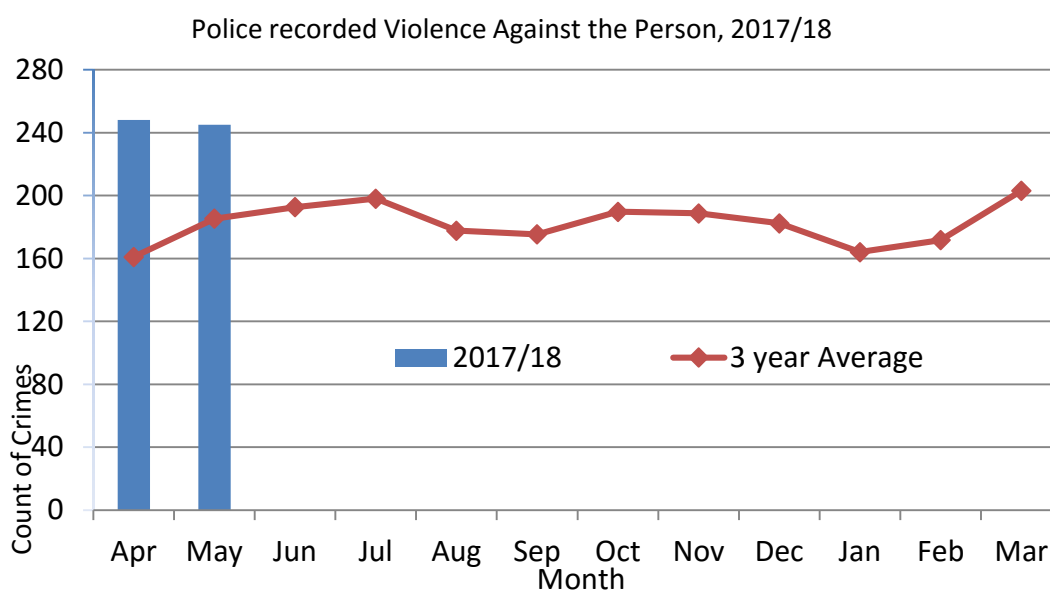
- In April and May 2017/18 there was an increase of 63 on the same period of 2016/17. This is an increase from 430 to 493.
- April 2017 was significantly higher than the 3 year average for April with 248 offences recorded compared to 161 for the 3 year average. This is an increase of 54%.
- May 2017 recorded an increase of 32%, from previous year and compared with the 3 year average.
- Table 5 displays the change compared with the same period in the quarter the previous year, red indicates an increases.

Table 5: Violence with and without injury offences as recorded by Cambridgeshire Constabulary

Crime type	2017/18				2016/17 Q1 (Apr-Jun) Total
	Apr-June	Jul-Sep	Oct-Dec	Jan-Mar	
Violence without injury	351				436
Violence with injury	141				232

\*Data only covers April and May due to data availability. Comparison made against same period for 16/17.

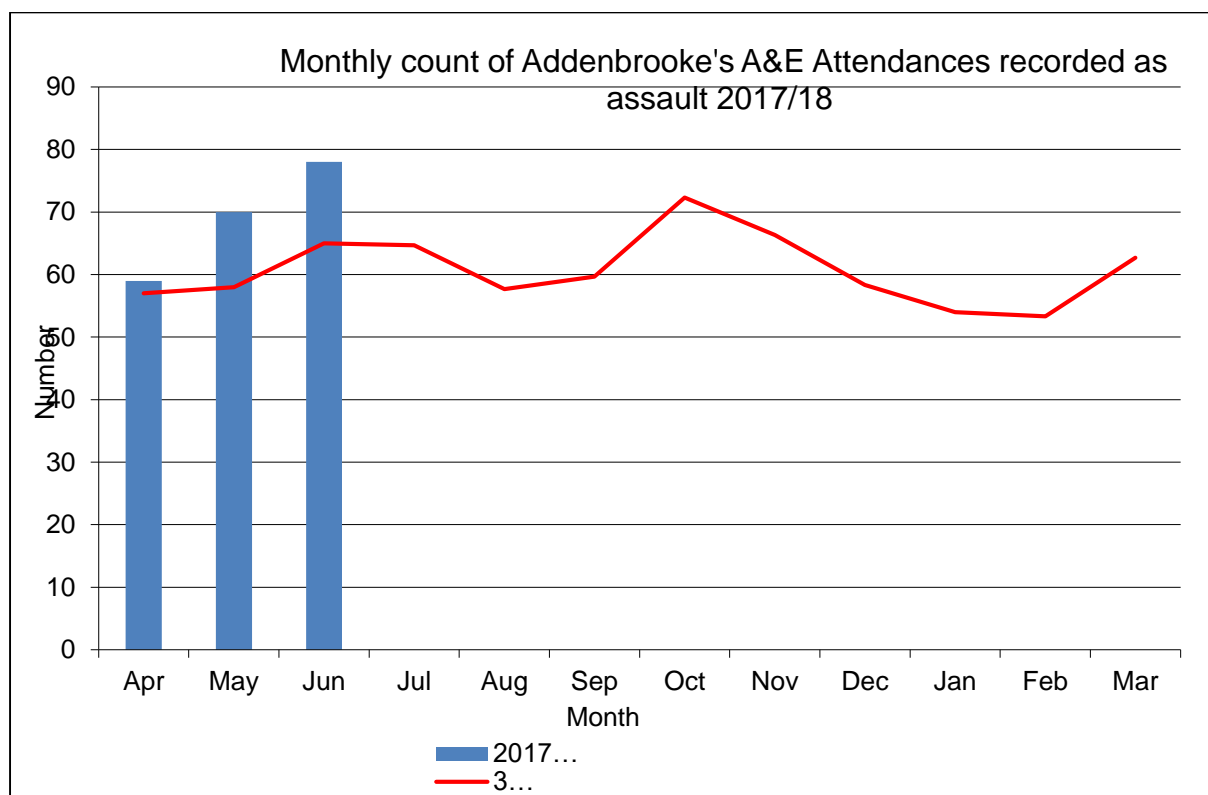
Figure 6: Police recorded violence against the person in Cambridge City, 2017/18



Addenbrooke’s data on attendances to A&E for assault related injuries can only be summarised based on the total number of cases recorded by the hospital, irrespective of the location where assaults took place and therefore represent assaults occurring in a wider area than just Cambridge City.

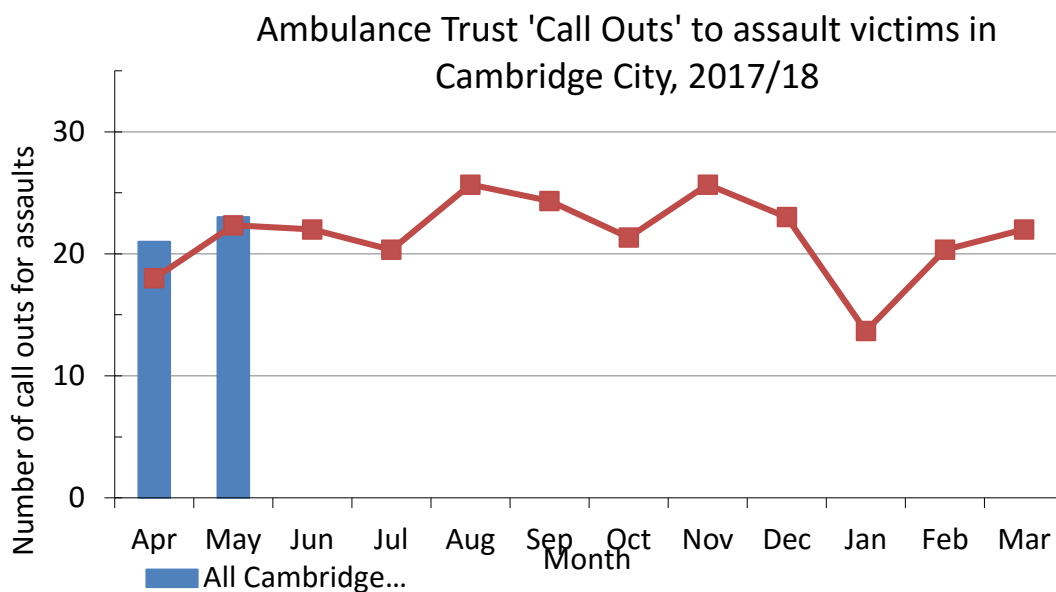
In April the number of attendances to Addenbrooke’s A&E for assault was 59 which is higher than April of the previous year (44). There was a steady increase throughout Q1 with each month seeing an increase in the numbers attending. 70 were recorded in May and 78 in June. This follows the same pattern of increases as seen in Q1 for 2016/17.

Table 6; Count of Addenbrooke’s A&E attendances recorded as assault 2017 /18



The data from the ambulance trust for Ambulance Call outs for assaults in Cambridge City was only available for April and May 17/18. In April there were 21 call outs which is slightly higher than the 3 year average for April. In May there were 23 callouts which correlates with the three year average for May of 22.

Figure 7; Ambulance call outs to assaults in Cambridge City, 2017/18



#### EMERGING ISSUES/ CONCERNS

Please see main section of the report.

Figures suggest that violence including the use or possession of a weapon is increasing in Cambridge City. This reflects the national picture which saw a 14% increase in offences involving a knife or sharp instrument, compared with the previous year. The ONS states “while it is difficult to be certain what has driven this rise, as these figures can be influenced by a wide range of factors, the available evidence suggests improvements in recording practices, as well as an actual rise in knife crime, are both likely to have contributed.”<sup>7</sup>

Addenbrooke’s assault data shows that knife crime has risen steadily from 8 recorded incidents in 2014 to 34 in 2015, 40 in 2016 and 24 in the first 5 months of 2017.

Of particular concern is the carriage of weapons among young people. Young people are more likely to carry weapons but also more likely to be the victim. Of the 44 incidents recorded by Addenbrooke’s in 2016/17 involving the use of a knife 29 victims were under the age of 30 accounting for 65%. In Q1 of this financial year 9 of the 12 victims involved in assault were under the age of 30.

One issue not present in data is the fatal stabbing that occurred in June. Cambridge City has not had a fatal stabbing in a number of years. This single incident can be seen as an anomaly with regard to fatal stabbings but the increase in knife crime should not be disregarded in relation to the incident.

<sup>7</sup>

<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingdec2016#police-recorded-offences-involving-weapons-rise>

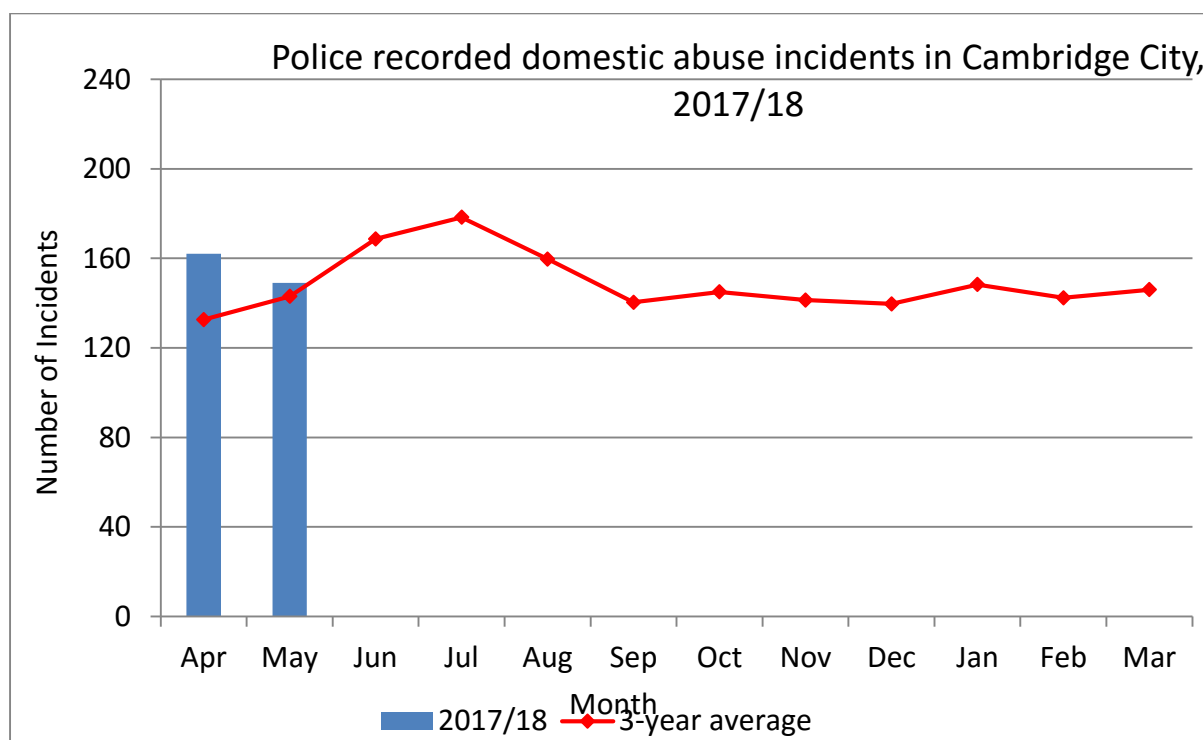
## PRIORITY 2: DOMESTIC ABUSE

### TREND

For the months April and May of Q1 2017/18 there were 311 domestic abuse incidents recorded by the police. This is 41 more incidents than the same period last year (270 incidents), or almost 15% higher. April has a higher number of incidents than the three year average while May is broadly in line with the 3 year average for that month (see figure 8 below).

The current aim continues to focus on increasing reporting as domestic abuse continues to be substantially under-reported, so more victims can access support.

Figure 8; Police recorded domestic abuse incidents in Cambridge City, 2017/18\*



### EMERGING ISSUES/ CONCERNS

Seasonality for domestic abuse suggests that an increase in demand may be seen over the summer months.

**PRIORITY 3: REDUCING ANTISOCIAL BEHAVIOUR WITHIN VULNERABLE GROUPS**

**TREND**

Trend in police recorded ASB as follows;

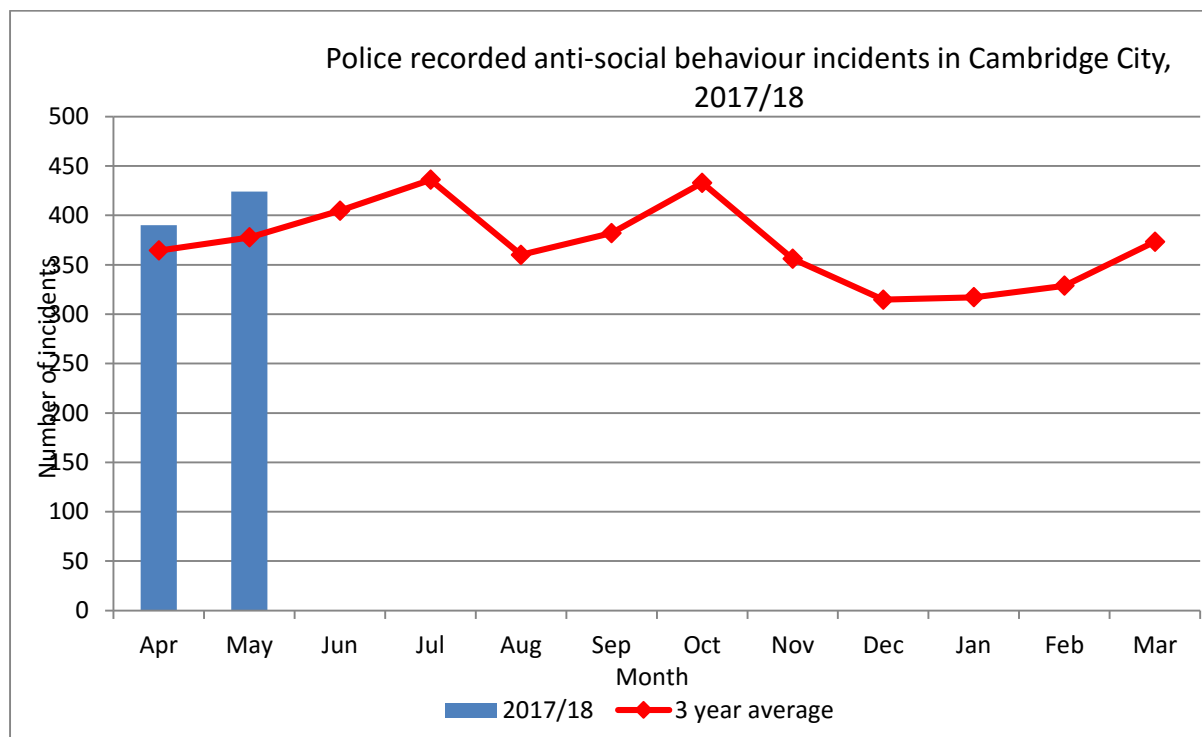
Prior to addressing Q1 2017/18 an update is required for Q4 2016/17 due to data availability issues in the last report.

- Total ASB including at least one keyword increased significantly from 130 incidents in Q3 to 263 incidents in Q4, an increase of 102%.
- Incidents containing selected key words (begging and homelessness) also increased from 72 in Q3 to 171 in Q4 or 137%.

**Q1 2017/18**

The volume of incidents in April and May of Q1 2017/18 numbered 390 and 424, totalling 814. In the same period the previous year 664 incidents were recorded showing an increase of 150 or an increase of 22.5%. April and May both had more recorded incidents than the three year average for the same periods as shown in the figure below.

*Figure 9; Police recorded anti-social behaviour incidents in Cambridge City, 2017/18 \**



**Street life**

*The volume of ASB incidents that contained any of the 5 keywords<sup>8</sup> in the **extended city centre area** was 16% higher in Q1 of this financial year compared to the same period of last year. The monthly count for all three months had significantly higher volumes of incidents within this financial year*

<sup>8</sup> The keywords include homeless, abusive language, drunk, begging, and alcohol

compared with the previous. There were 108 ASB incidents which contained either the words 'begging' or 'homeless' which was an increase of 46 or 74% on the same period in the previous financial year 16/17.

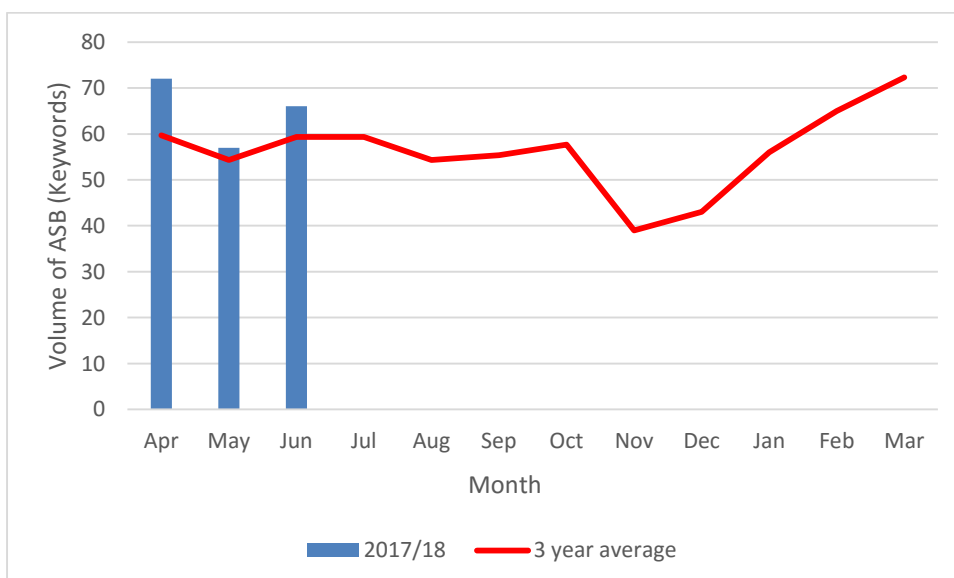
Table 7; Quarterly breakdown of ASB in 'Extended City Centre Area' for 2017/18

2017/18	All ASB	Begging and homeless		All keywords	
		begging homeless	proportion of total	All keywords	proportion of total
q1	404	108	27%	195	48%
q2					
q3					
q4*					
<b>Total YTD</b>					

<sup>1</sup> The keywords include homeless, abusive language, drunk, begging, and alcohol

Within the financial year to date, there have been 404 ASB incidents in the extended city centre area of which 195 included one of the 5 keywords. The proportion that those incidents with one of the keywords make up for overall ASB has increased from the same period in the previous financial year 16/17. In the previous year 46% of the total contained a keyword, in Q1 of this year the proportion was marginally higher at 48%. The number of incidents where a keyword is present has increased from 167 in Q1 of 16/17 to 195 in Q1 17/18.

Table 8; Monthly recorded ASB containing the keywords\*\* within the 'extended city centre area':



## EMERGING ISSUES/ CONCERNS

ASB incidents on the whole are above the three year average for Q1. In particular ASB incidents involving the keywords “homeless” or “begging” have increased significantly.

ASB incidents involving any of the keywords and homelessness in particular have increased in Q1 17/18 (195) compared to Q1 of the previous financial year (167). Conversely following on from Q4 of 2016/17 the number of ASB incidents containing keywords has decreased from 263 in Q4 of 2016/17.

Focusing solely on ASB incidents with “homeless” and “begging” keywords the data shows a similar trend. In Q1 of 2017/18 there were 108 recorded incidents involving begging or homelessness compared with 67 in Q1 of 2016/17. This is an increase of 51, or 90% on the three year average for Q1 (57). Again though Q1 of 2017/18 sees a sizeable decrease from Q4 of 2016/17 from 171. This is a decrease of 37%. This potentially highlights that homelessness and begging is more of an issue in the winter months but there is a long term upward trend in homelessness and begging.

Figure 10; Monthly recorded ASB containing the keywords "homeless" or "begging" within the 'extended city centre area':

