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## 10 Community safety

### 10.1 Introduction

Community safety is related to actual and perceived levels of crime and the fear of crime in a local area. It is affected by a variety of issues, some of which are defined in Box 1, and can have significant impacts on the health and wellbeing of victims, families, witnesses and perpetrators.

Crime-related incidents, together with specific influences on community safety as outlined in Box 1, are explored in this section for Hackney and the City of London.

#### *Box 1: Definitions used in this section*

Alcohol-related incidents – these are related to occurrences in which the consumption of alcohol is thought to have played a role. Data are presented in this section on alcohol-related London Ambulance Service attendances.

Anti-social behaviour (ASB) - the Crime and Disorder Act 1998 defines ASB as: *'acting in a manner that caused or was likely to cause harassment, alarm or distress to one or more persons not of the same household as (the defendant)'*. [1]

Domestic violence - the cross-government definition is as follows: [2] *'any incident or pattern of incidents of controlling, coercive, threatening behaviour, violence or abuse between those aged 16 or over who are, or have been, intimate partners or family members regardless of gender or sexuality.'* The abuse can encompass, but is not limited to, the following types of abuse:

- psychological
- physical
- sexual
- financial
- emotional.

Gangs – these involve groups of individuals involved in criminal or anti-social behaviour.

Intimate partner violence (IPV) – this involves any behaviour within an intimate relationship that causes physical, psychological or sexual harm to those in the relationship. [3] While it is acknowledged that women can be violent in relationships and that violence can occur in same-sex relationships, IPV involving a male perpetrator is recognised as one of the most common forms of violence against women. [3]

Violence against Women and Girls (VAWG) – this is defined by the United Nations as *'any action of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life.'*

## 10.2 Key facts about community safety in Hackney and the City of London

- The overall level of crime and anti-social behaviour in Hackney is slightly higher than the London average, but overall there has been a decrease in the level of crime in recent years.
- The City of London's crime levels are generally low but there has been an increase in the number of victim-based violence offences in recent years.
- There has been a significant increase in the number of ambulance calls to alcohol-related incidents in Hackney and the City of London since 2001/02, which may be linked to the growth of licensed premises.
- Domestic violence is estimated to cost Hackney and the City of London £98.2m<sup>1</sup> and is likely to be significantly under-reported.
- The Integrated Gangs Unit is working with 150 violent gang members in Hackney; the core age of those involved in gangs in Hackney is 15-19 years.

## 10.3 Health and wellbeing impacts

Experience of crime impacts on the mental and physical health of victims, families and those witnessing or participating in criminal and anti-social behaviour. Fear of crime may also lead to negative impacts on an individual's health and wellbeing and may be a barrier to individuals engaging in health improving activities, including outdoor activities (such as walking and cycling). [4]

Conversely, perpetrators of crime are often exposed to a range of health risks which may increase their likelihood of committing a crime. For example, crime and anti-social behaviour are often associated with drug and alcohol misuse, which is commonly linked to mental health issues. The 'Mental health and substance misuse' JSNA chapter identifies the strong link between crime and substance misuse, with estimates indicating that a third or a half of all acquisitive crimes (such as burglary) are committed by offenders who use heroin, cocaine or crack cocaine; and half of all violent incidents are alcohol-related.

A survey of adult prisoners in England and Wales (sentenced to four year or less) conducted in 2005 and 2006 reported that: [5]

- 61% were identified as likely to have a personality disorder
- 10% had a psychotic disorder
- a third reported significant symptoms of anxiety or depression
- 21% reported feeling that they needed help or support with their mental health condition
- levels of psychosis, anxiety and depression, self-harm and suicidal attempts were considerably higher among female prisoners than males.

Youth crime and gang involvement can also have a detrimental impact on the wellbeing on those involved and it is likely that the link between gang membership and poor mental health works both ways. [6]

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<sup>1</sup> Figure adapted from Walby (2009) [14].

Domestic violence, and other forms of violence against women and girls (VAWG) can be a factor in the development of depression, anxiety and other mental disorders, while at the same time those with mental health problems are more likely to be involved in domestic violence (either as a victim or perpetrator). [7] Other health impacts of VAWG include sleep disturbance, self-harm, eating disorders, substance misuse and suicide. [8]

## 10.4 Number of people affected locally

### 10.4.1 Incidents of crime

Table 1 shows the Public Health Outcomes Framework (PHOF) indicators that are related to incidents of crime for Hackney and the City of London. The relatively higher rate of offences per 1,000 population for the City reflects the fact that these indicators only include *residents* in the population denominator, while incidents may be committed or experienced by the large number of *visitors* to the City during the working week especially.

Table 1: PHOF incidents of crime indicators for Hackney and the City of London

Indicator (reporting period)	Hackney	City of London
1.04 Rate of 10-17 year olds receiving their first reprimand, warning or conviction per 100,000 population (2014)	456	*
1.11 Domestic abuse incidents recorded by the police, crude rate per 1,000 population (2014/15)	21.6 <sup>^</sup>	19.2
1.12ii Crude rate of violence against the person offences per 1,000 population (2015/16)	25.9	100.4
1.12iii Rate of sexual offences based on police recorded crime data per 1,000 population (2015/16)	2.1	10.7
1.13i % of offenders who re-offend from a rolling 12 month cohort (2013)	27.8%	15%
1.13ii Average number of re-offences committed per offender from a rolling 12 month cohort (2013)	0.84	0.98

Source: Public Health Outcomes Framework

Notes: \* value cannot be calculated as number of cases is too small. ^ value is based on police area level (each London borough has the same rate, taken from the Metropolitan Police data - the City of London rate is taken from the City of London Police data so is different).

Table 2 reports data from the Metropolitan Police and shows that the total number of recorded offences in Hackney in 2015/16 was 27,209, with the most common being theft (10,564), followed by violence against the person (8,465 offences).

Table 2: Number of offences in Hackney (2015/16)

Offences	2015/16
<b>Total crimes</b>	27,209
Theft and handling (total)	(10,564)
• person	2,231
• pedal cycles	1,289
<b>Violence against the person (total)</b>	(8,465)
• homicide	4
<b>Burglary (total)</b>	(2,577)
• residential	1,428
• non-residential	1,149
<b>Robbery (total)</b>	(999)
• person	925
• business	74
<b>Sexual offences (total)</b>	(648)
• rape	215
• other sexual offences	435
<b>Domestic crime</b>	2,595
<b>Motor vehicle crime</b>	2,142
<b>Drug related crime</b>	1,411
<b>Gun crime</b>	82
<b>Racist and religious hate crime (total)</b>	(583)
• anti-Semitic crime	92
• Islamophobic crime	46
<b>Homophobic crime</b>	106

Source: Metropolitan Police (March 2016)

Note: Crime data is extracted from the crime reporting information system every month, as small changes can be made to figures to reflect developments in investigations

The City of London has its own police force, and crime levels are generally low, with a total of 5,227 offences reported in 2015/16 (see Table 3). Violent crime and theft were among the most common offences.

Given the relatively high rates of cycling in Hackney and the City of London (see the 'Transport and travel section' of this JSNA chapter), it is perhaps not surprising that there were a significant number of incidents of bicycle theft in both areas in 2015/16. Pedal cycle theft has also been identified as a strategic priority within Hackney's Community Safety Partnership Assessment. [9]

Table 3: Crime summary data for the City of London (2015/16)

Offences	2015/16
<b>Total crimes</b>	5,227
<b>Victim-based crime (total)</b>	(4,365)
<b>Victim-based violence (total)</b>	(906)
<ul style="list-style-type: none"> <li>• homicide</li> <li>• violence with injury</li> <li>• violence without injury</li> <li>• rape</li> <li>• other sexual offences</li> </ul>	<p style="text-align: right;">2</p> <p style="text-align: right;">396</p> <p style="text-align: right;">415</p> <p style="text-align: right;">24</p> <p style="text-align: right;">69</p>
<b>Victim-based acquisitive crime</b>	(3,194)
<ul style="list-style-type: none"> <li>• robbery of business property</li> <li>• robbery of personal property</li> <li>• burglary in a dwelling</li> <li>• burglary – non dwelling</li> <li>• vehicles offences</li> <li>• theft from the person</li> <li>• bicycle theft</li> <li>• shoplifting</li> <li>• all other theft offences</li> </ul>	<p style="text-align: right;">2</p> <p style="text-align: right;">40</p> <p style="text-align: right;">7</p> <p style="text-align: right;">225</p> <p style="text-align: right;">109</p> <p style="text-align: right;">424</p> <p style="text-align: right;">275</p> <p style="text-align: right;">680</p> <p style="text-align: right;">1,432</p>
<b>Arson &amp; criminal damage (total)</b>	(265)
<b>Victim-based crime (total)</b>	(4,365)
<b>Crimes against society (total)</b>	(862)
<ul style="list-style-type: none"> <li>• drug offences</li> <li>• possession of weapon offences</li> <li>• public order offences</li> <li>• miscellaneous crime against society</li> </ul>	<p style="text-align: right;">390</p> <p style="text-align: right;">34</p> <p style="text-align: right;">265</p> <p style="text-align: right;">173</p>

Source: City of London Police

In terms of perceptions of crime, Hackney Council conducted a resident survey in 2016, which found that 16% of respondents felt Hackney is now safer than five years ago. Just 5% thought the area had become less safe over this period. [10]

In the 2015 City of London *customer insight survey*, the vast majority of respondents (91%) said they felt either 'quite safe' or 'very safe' living, working or visiting the City. Most residents (84%) said they are 'not worried at all' or 'a little worried' about crime in the City. [11]

#### 10.4.2 Anti-social behaviour

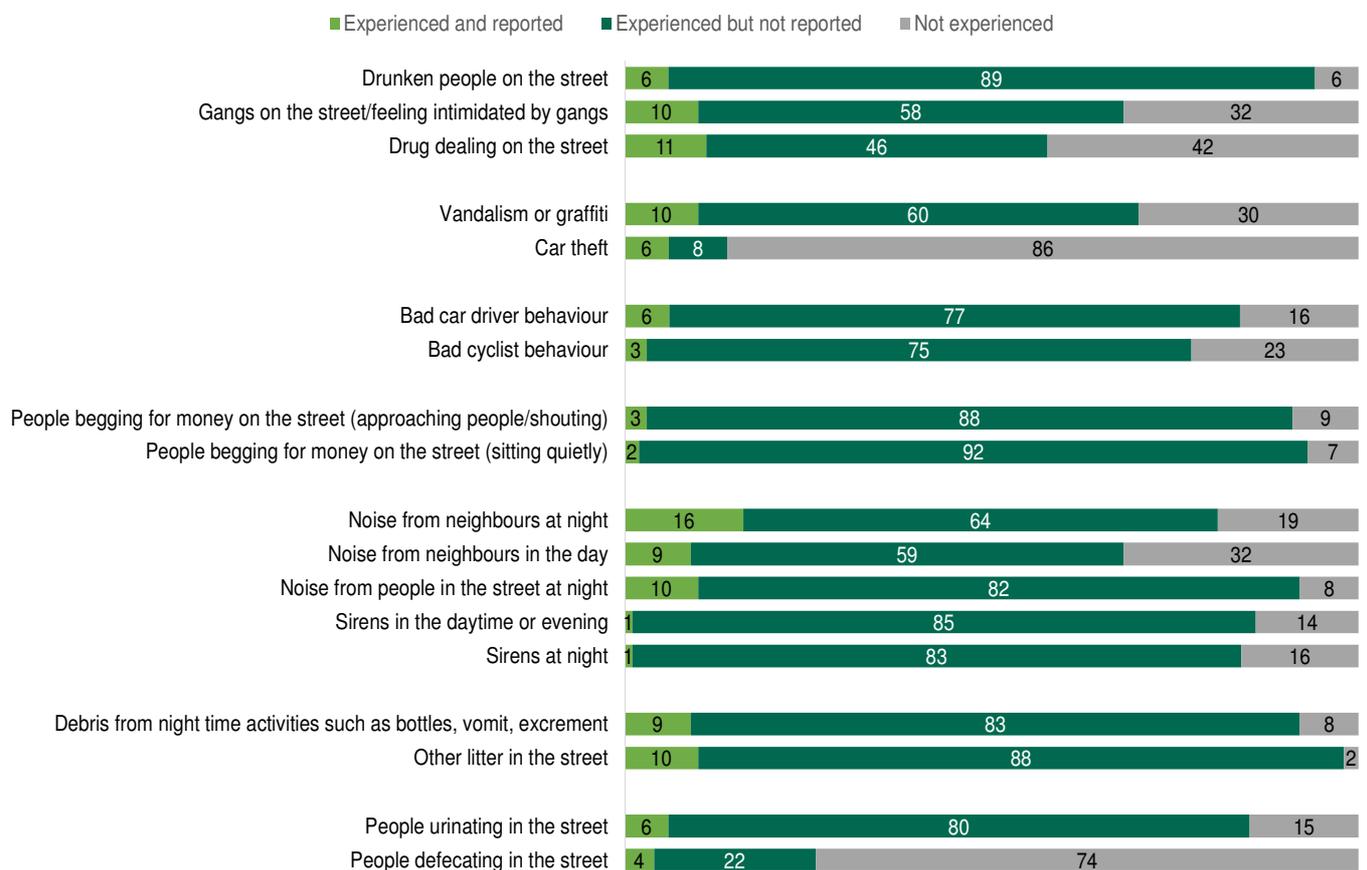
According to the PHOF, in 2014/15, there were 22 complaints about noise per 1,000 population across Hackney and the City combined.

In 2015/16, approximately two fifths (41%) of all reported anti-social behaviour (ASB) complaints in Hackney related to noise and nuisance neighbour incidents. Hackney Council's ASB and Noise Team handles an average of 8,600 cases related to noise each year. [12]

The City Community Multi-Agency Risk Assessment Conference (CCM) was formed in February 2016. It is a multi-agency forum that examines high risk cases of crime and anti-social behaviour. Between February 2016 and June 2016, the CCM examined 30 cases.

In 2016, Hackney Council's e-panel was used to consult residents on their experiences with ASB and their views on how best to manage it. Figure 1 shows the types of ASB experienced and reported according to this survey. Night-time economy debris and litter were found to be of most concern, along with poor car driving, aggressive begging and drug dealers/gangs. The survey findings also indicate that the majority of ASB incidents that are experienced are not reported. [13]

Figure 1: % of residents who experience and report ASB in Hackney (2015)



Source: Hackney Matters ASB Survey

Note: Data based on a sample of 383 respondents

### 10.4.3 Alcohol and crime-related ambulance and hospital attendances

The PHOF shows that, across Hackney and the City combined, there were 57 emergency hospital admissions for violence per 100,000 population per year in the pooled three-year period 2012/13-2014/15.

A total of 2,328 alcohol-related incidents in Hackney and 1,037 in the City of London were attended by the London Ambulance Service in 2015/16.

### 10.4.4 Domestic violence and abuse

In total, domestic violence and abuse are estimated to cost Hackney and the City of London at least £98.2m per year. [14] These figures are likely to be under-estimates as they do not include costs related to all forms of gender based violence, nor do they include all long-term effect costs (such as the impact on children). Neither do these cost estimates factor in the relatively high levels of local deprivation, mental ill health and substance misuse, all of which increase the risk (and therefore the local costs) of domestic violence (see Section 10.5.3).

Hackney has a high prevalence of domestic violence, however estimates suggest that only a very small proportion of domestic abuse incidents are reported to the police (Figure 2).

Figure 2: Estimated vs. recorded domestic violence and abuse in Hackney and the City of London



Source: Crime Survey for England and Wales 2014/15 (Appendix tables - focus on violent crime and sexual offences); Public Health Outcome Framework; Metropolitan Police (June 2014-15). Analysis by City and Hackney Public Health Intelligence Team.

Note: Numbers have been rounded to the nearest 100

Hackney Council's VAWG Strategy reports similar levels of recorded domestic crime – 2,606 such offences in 2015/16 in Hackney. [15] More recent data show a slight increase to 2,701 (based on data covering November 2015 to October 2016).

Hackney Council's Domestic Violence and Abuse Team received 822 referrals in 2015/16 and 506 cases were referred to the Multi-Agency Risk Assessment Conference (MARAC), i.e. were considered to be at high risk (of murder or serious harm) - this is 25% higher than the expected level of referrals.<sup>2</sup> [15] [16] In 2015/16, the City of London reviewed 15 MARAC cases, which was slightly less than the 22 cases in 2014/15.

In 2015/16, Hackney Council's Children and Young People's Service recorded 1,253 referrals that were related to domestic violence - approximately 11% of all referrals. In this same year, the service carried out 1,046 assessments where domestic violence was found to be a factor, representing 29% of all assessments completed. [15]

#### **10.4.5 Youth crime and gang involvement**

It is impossible to say with any certainty how many young people in Hackney and the City of London are involved in gang-related activity, but it is likely to be a very small proportion. A study in Waltham Forest suggested that 4% of children and young people in that borough are adversely affected by gangs. [19]

Between 2013/14 and 2014/15, there were three 'gang flagged' murders and six attempted murders in Hackney. The Community Safety Partnership Plan 2016-2018 suggests that gang-related crime is likely to be under-reported to authorities. [12]

Hackney's Integrated Gangs Unit focuses on (approximately) the top 150 most violent gang offenders (see Section 10.8). [17]

### **10.5 Inequalities**

There follows below a description of the key inequalities for the main topics covered by this section, where data are available.

#### **10.5.1 Crime and anti-social behaviour**

Research suggests that people with disabilities are at a higher risk of being victims of violence than non-disabled people, with the risk increasing for people with mental health illnesses. [18] [19]

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<sup>2</sup> Domestic abuse charity SafeLives estimate that more than 100,000 people in the UK are at high and imminent risk of being murdered or seriously injured as a result of domestic abuse. The estimate for Hackney is 400, based on the expected level of 40 cases per 10,000 of the adult female population. [41]

Table 4 shows that, based on data from the *Crime Survey for England and Wales* (CSEW), a higher proportion of women than men worry about violent crime (16% compared to 7% of men).

Table 4 also reveals that Black, Asian and Minority Ethnic (BAME) groups are more likely to worry about violent crime and becoming a victim of crime compared to White British people. In addition, BAME groups are more likely to be actual victims of crime.

*Table 4: % of people who worry about violent crime, believe that they will be a victim of crime in the next 12 months and who have been a victim of crime (year ending March 2016)*

Ethnic group	% worry about violent crime	% perceived likelihood of being a victim of crime	% victim of crime
<b>White (total)</b>	(9%)	(18%)	(14.7%)
• English/Welsh/Scottish/Northern Irish/British	9%	18%	14.6%
• Irish	11%	20%	17.3%
• Gypsy, Traveller or Irish Traveller	-	-	-
• Any other White background	17%	21%	16.4%
<b>Mixed/Multiple (total)</b>	(8%)	(21%)	(21.4%)
• White and Black Caribbean	-	18%	20.5%
• White and Black African	-	-	-
• White and Asian	-	21%	16.1%
• Any other Mixed background	-	26%	25.9%
<b>Asian/Asian British (total)</b>	(28%)	(27%)	(18.2%)
• Indian	32%	27%	17.7%
• Pakistani	24%	30%	22.5%
• Bangladeshi	-	31%	15.2%
• Chinese	-	16%	16.4%
• Any other Asian background	32%	26%	15.3%
<b>Black/Black British (total)</b>	(30%)	(26%)	(18.6%)
• African	33%	25%	18.5%
• Caribbean	21%	28%	15.8%
• Any other Black/Black British background	-	28%	30.9%
<b>Other ethnic group (total)</b>	(24%)	(27%)	(17%)
• Arab	-	30%	10%
• Any other ethnic group	-	25%	21.2%

Source: Crime Survey for England and Wales

Notes: “-“ indicates that data are not reported because the unweighted base is fewer than 50

## 10.5.2 Alcohol-related ambulance attendances

Based on 2015/16 data for both Hackney and City of London (where gender has been recorded), males account for two thirds (66%) of alcohol-related attendances reported by the London Ambulance Service. The data also show that, where age has been recorded, just under a quarter of these attendances are for people under 25 years (22%), while 25-34 year olds make up almost 30%.

Table 5 shows that, in 2015/16, almost one fifth (19%) of all alcohol-related incidents recorded by the London Ambulance Service were in the Hoxton East and Shoreditch ward. This area contains just over a fifth (23%) of all licensed premises allowed to sell alcohol in Hackney.

*Table 5: Number of 'supply of alcohol' premises and number of alcohol-related incidents by wards in Hackney (2015/16)*

Wards	Number of alcohol-related incidents (% of total)	Number of 'supply of alcohol' premises (% of total)
Hoxton East and Shoreditch	432 (18.6%)	267 (22.8%)
Dalston	157 (6.8%)	84 (7.2%)
Hackney Central	144 (6.2%)	60 (5.1%)
Stoke Newington	143 (6.2%)	97 (8.3%)
Hoxton West	132 (5.7%)	51 (4.4%)
London Fields	130 (5.6%)	99 (8.4%)
Homerton	120 (5.2%)	51 (4.4%)
Victoria	115 (5.0%)	27 (2.3%)
Springfield	110 (4.7%)	22 (1.9%)
Woodberry Down	96 (4.1%)	17 (1.5%)
Haggerston	95 (4.1%)	67 (5.7%)
Shacklewell	85 (3.7%)	57 (4.9%)
Clissold	84 (3.6%)	51 (4.4%)
Hackney Downs	83 (3.6%)	32 (2.7%)
Lea Bridge	76 (3.3%)	46 (3.9%)
King's Park	68 (2.9%)	21 (1.8%)
Hackney Wick	64 (2.8%)	35 (3.0%)
Cazenove	55 (2.4%)	29 (2.5%)
De Beauvoir	49 (2.1%)	27 (2.3%)
Brownswood	48 (2.1%)	24 (2.0%)
Stamford Hill West	35 (1.5%)	8 (0.7%)

Source: Hackney Council Licensing Service and London Ambulance Service (accessed via SafeStats)

### 10.5.3 Domestic violence and abuse

While domestic violence and abuse can affect anyone, regardless of their characteristics or circumstances, there are known risk factors associated with a greater likelihood of experiencing or perpetrating domestic violence, such as a history of mental ill-health, unemployment and poverty. [20] Research also suggests that intimate partner violence, for women in particular, could be associated with social housing tenure, low household income, poor educational attainment and living in a deprived areas. [21] Hackney is the 11th most deprived local authority overall in England (see the 'Living standards' section, of this JSNA chapter), which suggests that local residents are at greater risk of experiencing domestic violence or becoming a perpetrator. [22]

Both men and women can experience domestic violence, however women are more likely than men to be victims of high risk or severe domestic abuse. [23] The CSEW (March 2015) estimated that 27% of women and 13% of men aged 16 to 59 have experienced intimate violence (including both domestic abuse and intimate partner violence) in their lifetimes, with 8% of women and 4% of men having experienced intimate violence in the past year. [24] Applying these figures to local population numbers would indicate that 7,400 women and 4,000 men in Hackney and the City of London have experienced intimate violence in the last year. [24]

A small minority (4%) of Hackney MARAC cases involved a male victim in 2015/16, which is in line with the SafeLives estimate of 4.8%. The data also show that three quarters (73%) of referrals where ethnicity was recorded involved BAME victims.<sup>3</sup> When compared to Hackney's resident population, the data suggest that White British residents are under-represented in the MARAC caseload. In addition, just over 3% of victims in MARAC cases have a disability, which is less than the number predicted by SafeLives (almost 9%), while fewer than 2% of victims consider themselves to be either lesbian, gay, bisexual and/or transgender (similar to the SaveLives expected prevalence of just under 2%).

The CSEW suggests that almost 25% of gay and lesbian people and 33% of bisexual people have experienced intimate partner violence in their lifetime (compared with 17% of heterosexual people). The figures increase to 28% (gay and lesbian) and 37% (bisexual) for any type of domestic abuse, compared to 20% of heterosexual people.

There is also evidence to suggest that disabled people have an increased risk of being a victim of domestic violence. [19]

### 10.5.4 Youth crime and gang involvement

The Hackney Community Partnership Plan 2016-2018 indicates that the core age of those involved in gangs in Hackney tends to be between 15 and 19 years, however there have been reports of children as young as 10 becoming involved. [12] The

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<sup>3</sup> Out of 506 Hackney MARAC cases, the ethnicity of 40 victims is unknown. BAME figure includes all ethnicities other than White British

ages of the 150 violent gang members that the Integrated Gangs Unit is working with (see Section 10.8) are generally between 19 and 24 years. [17]

In general, gang membership is predominately made up of boys and young men, with very few girls or young women involved. [25] While females are less likely than males to be gang members, they may have secondary roles in gangs, including carrying/hiding weapons and drugs, as well as performing sexual acts. [25] Sexual exploitation is not uncommon within a gang setting and it can be used as a tool by gang members, such as for retaliation against other gangs. [26]

There is evidence to suggest that females are committing some of the violent crimes associated with gangs, however it is acknowledged that more research is needed in this area. [27] [26]

In general, the higher representation of gang members from Black/Black British groups is considered to reflect the over-representation of these communities in deprived areas. [25] Young Black men are also over-represented in the criminal justice system. [28]

## 10.6 Comparisons with other areas and over time

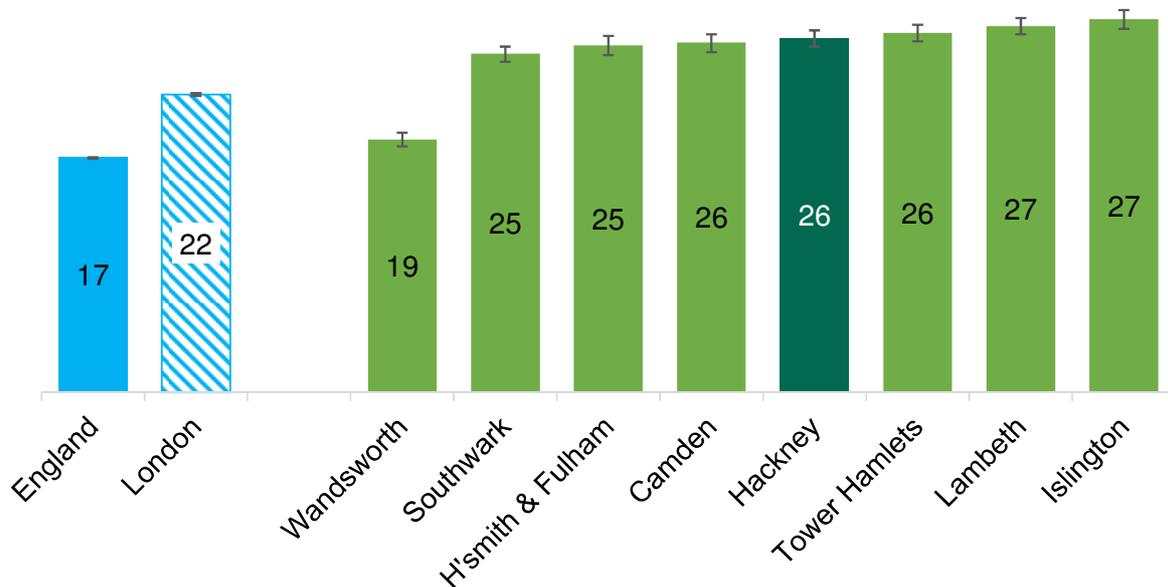
This sub-section compares local data in Hackney and the City with other similar areas on a number of key indicators related to community safety. Where available, data are also reported on trends over time.

### 10.6.1 Incidents of crime

Figure 3 shows that while Hackney's rate of violence against the person offences is higher than the average for England and London, it is similar to most of its statistical peer boroughs. The City of London (not shown on the chart) has a much higher recorded rate, at 100 per 1,000 population (as mentioned earlier, this is due to the denominator including the small resident population only, while the numerator includes all offences committed locally).

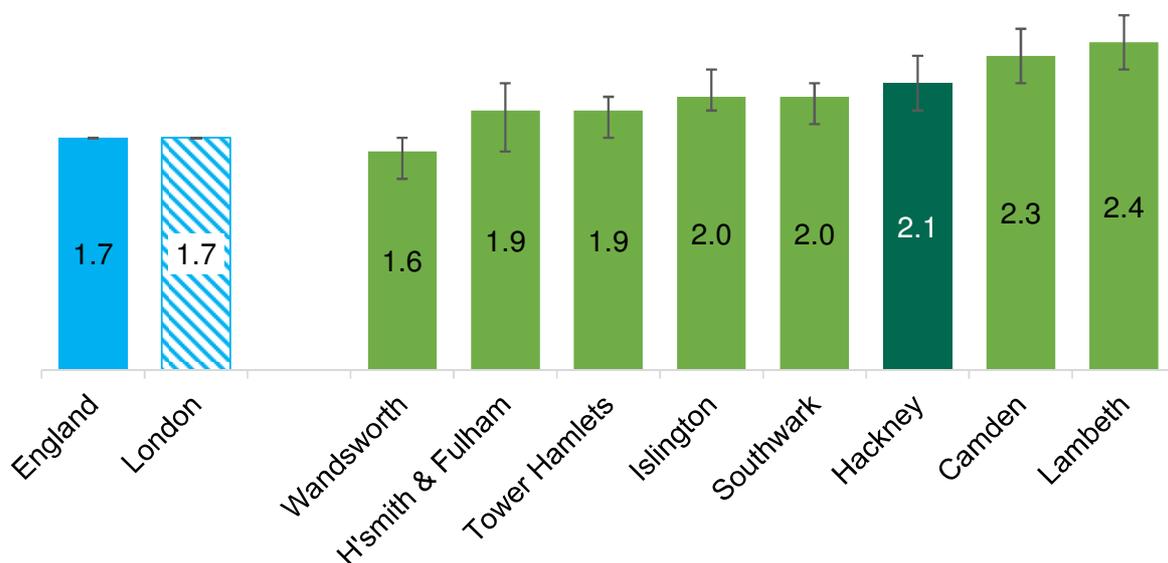
Figure 4 shows similar patterns for sexual offences. The City of London rate (again, not shown in the chart) is 10.7 per 1,000.

Figure 3: Crude rate of violence against the person offences per 1,000 population (2015/16)



Source: Public Health Outcomes Framework

Figure 4: Crude rate of sexual offences per 1,000 population (2015/16)



Source: Public Health Outcome Framework

Hackney has similar rates of first time offenders, and percentage of offenders who re-offend, to most of its statistical peers.<sup>4</sup> There is significant statistical uncertainty

<sup>4</sup> Hackney's statistical peers are local authorities with a similar demographic make up to Hackney, used for the purpose of comparisons. Hackney's statistical peers are the 'Cosmopolitan Inner London' group: Camden, Hackney, Hammersmith and Fulham, Islington, Lambeth, Southwark, Tower Hamlets and Wandsworth.

around these estimates for the City due to the relatively small numbers involved. More detail is available on the PHOF website.<sup>5</sup>

While there has been a slight increase in 2015/16 compared to 2014/15 figures (Table 6), the total number of recorded offences reduced in Hackney by 35% between 2002/03 and 2014/15 - equating to more than 13,000 fewer victims of crime. This is a larger reduction than the 13% reduction reported by the Metropolitan Police Service for London as a whole. [12]

Table 6 shows that, in Hackney, there has been increase in particular types of offences between 2014/15 and 2015/16, including a 12% increase in the number of violence against the person offences, a 15% increase in drug-related offences and a 16% increase in sexual offences. Also, while the numbers are small, recorded homophobic and Islamophobic offences have increased proportionately over this period. These increases may be linked to improved reporting processes as well as a greater willingness of victims to come forward. [24]

*Table 6: Number of crimes in Hackney, by type of offence (2014/15 - 2015/16)*

Number of offences	2014/15	2015/16	% change
Total crimes	25,705	27,209	+5.9%
Violence against the person	7,596	8,474	+11.6%
Sexual offences	557	648	+16.3%
Robbery	993	1,000	+0.7%
Burglary	2,517	2,580	+2.5%
Theft and handling	10,385	10,564	+1.7%
Fraud and forgery	28	28	0%
Criminal damage	1,955	2,030	+3.8%
Drug related crime	1,224	1,411	+15.3%
Gun crime	76	82	+7.9%
Motor vehicle crime	2,192	2,142	-2.3%
Domestic crime	2,483	2,595	+4.5%
Racist and religious hate crime	535	583	+9.0%
Homophobic crime	82	106	+29.3%
Anti-Semitic crime	116	92	-20.7%
Islamophobic crime	30	46	+53.3%

Source: Metropolitan Police

As shown in Table 7, the total number of recorded offences in the City reduced by 1.7% for the year 2015/2016. However, there was a substantial increase in victim based violence offences over this period, with rape and other sexual offences increasing by 50% and 60% respectively. The City of London Police and Corporation have been working to raise awareness and encourage people to report these crimes, so part of this increase could be accounted for by positive reporting changes. The number of public order offences also increased quite substantially over this period.

<sup>5</sup> <http://www.phoutcomes.info/public-health-outcomes-framework#gid/1000041>

The biggest absolute increase in offences is in relation to shoplifting, with 98 more cases in 2015/16 than the previous year in the City. Work is currently underway to raise public awareness of this and encourage people to keep their belongings safe.

In the victim based acquisitive crime category, as a result of the work carried out by the City of London Police and Corporation in 2014/15 and 2015/16, bicycle theft continued to reduce, with 100 fewer cases of theft compared with the year before.

Table 7: Number of crimes in the City, by type of offence (2014/15 – 2015/16)

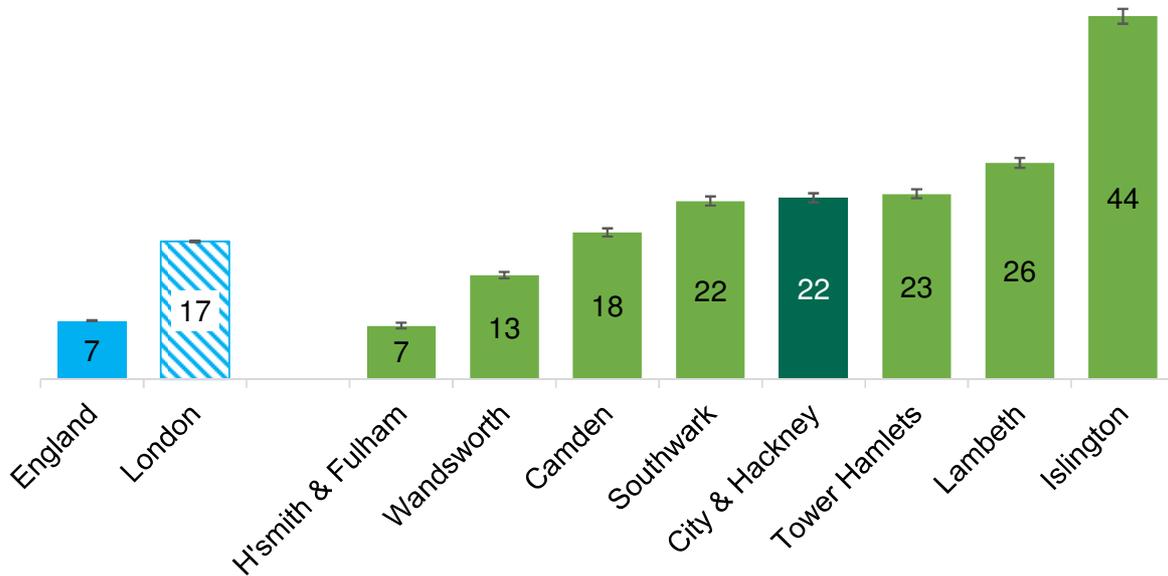
Offences	2014/15	2015/16	% change
<b>Total crimes</b>	5,317	5,227	-1.7%
<b>Victim-based crime (total)</b>	(4,492)	(4,365)	-2.8%
<b>Victim-based violence (total)</b>	(750)	(906)	+20.8%
• homicide	1	2	+100%
• violence with injury	342	396	+15.8%
• violence without injury	348	415	+19.3%
• rape	16	24	+50.0%
• other sexual offences	43	69	+60.5%
<b>Victim-based acquisitive crime</b>	(3,535)	(3,194)	-9.6%
• robbery of business property	5	2	-60.0%
• robbery of personal property	33	40	+21.2%
• burglary in a dwelling	26	7	-73.1%
• burglary – non dwelling	202	225	+11.4%
• vehicles offences	196	109	-44.4%
• theft from the person	384	424	+10.4%
• bicycle theft	375	275	-26.7%
• shoplifting	582	680	+16.8%
• all other theft offences	1,732	1,432	-17.3%
<b>Arson and criminal damage (total)</b>	(207)	(265)	+28.0%
<b>Crimes against society (total)</b>	(826)	(862)	+4.4%
• drug offences	414	390	-5.8%
• procession of weapon offences	28	34	+21.4%
• public order offences	210	265	+26.2%
• misc. crime against society	174	173	-0.6%

Source: City of London Police

### 10.6.2 Anti-social behaviour

The rate of complaints about noise in Hackney and the City combined is higher than both the England and London average, and in the middle of its statistical peers (Figure 5). Camden, Wandsworth and Hammersmith and Fulham have lower rates, while Islington's rate is double that of City and Hackney combined.

Figure 5: Rate of complaints per year per local authority about noise per 100,000 population (2014/15)

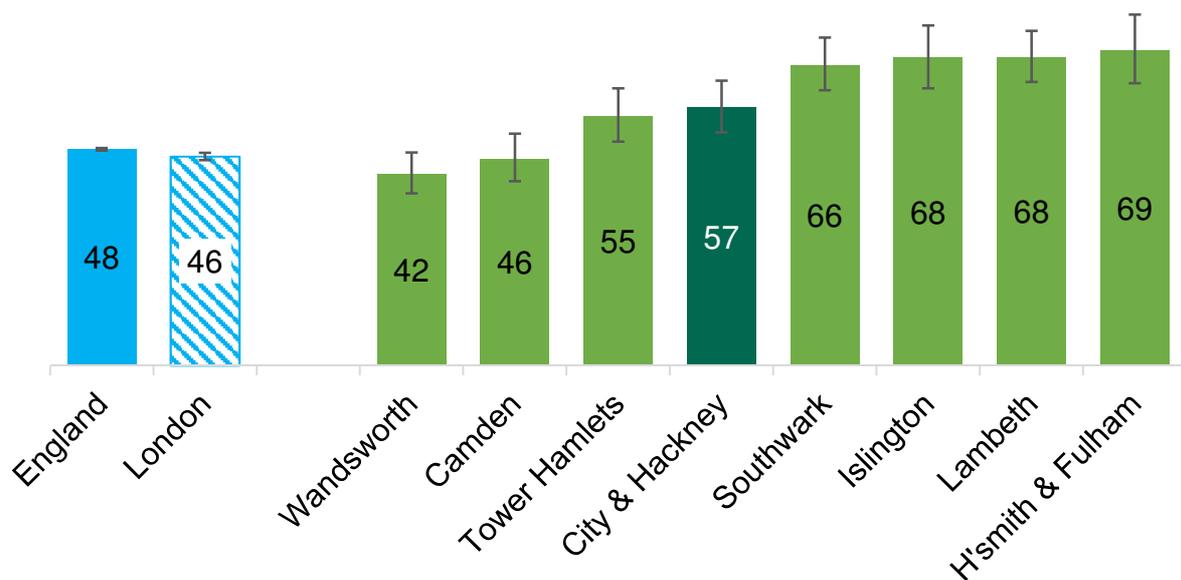


Source: Public Health Outcomes Framework

### 10.6.3 Alcohol and crime-related ambulance and hospital attendances

Figure 6 shows the rate of emergency hospital admissions for violence in the City of London and Hackney combined. While the local rate is higher than both the England and London average, it is similar to most of Hackney's statistical peers.

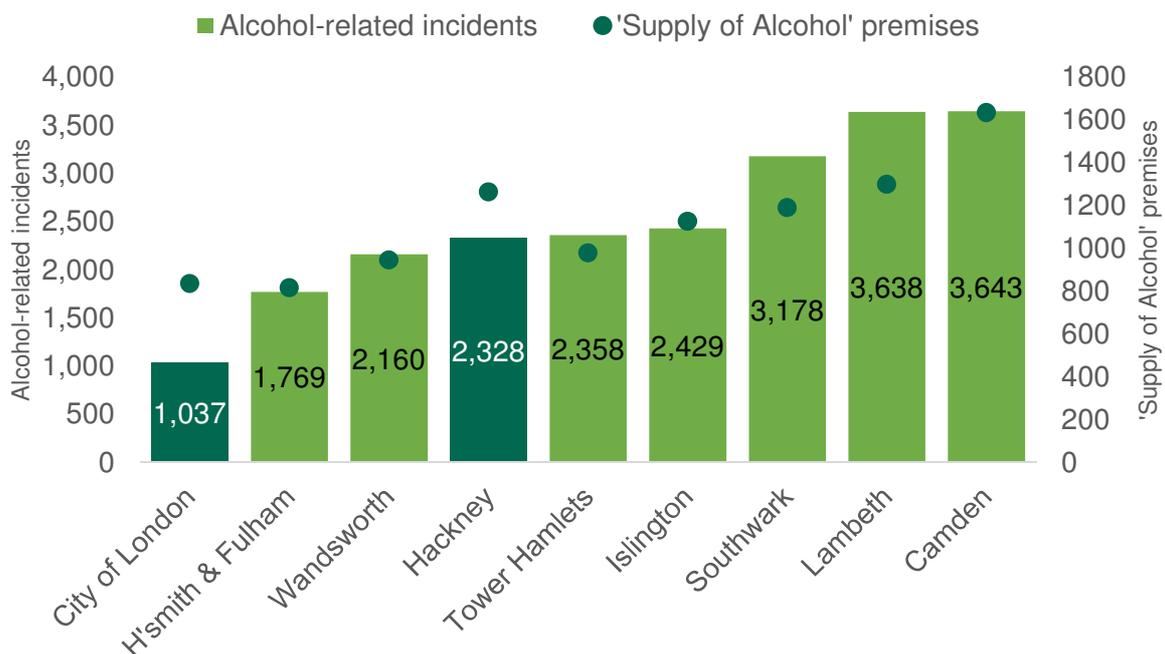
Figure 6: Age-standardised rate of emergency hospital admissions for violence per 100,000 population (2012/13 – 2014/15)



Source: Public Health Outcomes Framework

Figure 7 shows the number of alcohol-related incidents attended by the London Ambulance Service in Hackney, the City of London and Hackney's statistical peer boroughs. It also shows the number of 'supply of alcohol' premises in each area. In 2015/16, the City of London had the lowest number of alcohol-related ambulance attendances of all of these local authority areas. This is likely due to its smaller geographical area and residential population size, as well as having fewer licensed premises than most of the other boroughs (with the exception of Hammersmith and Fulham).

*Figure 7: Number of alcohol-related incidents attended by the London Ambulance Service and number of 'supply of alcohol' premises (2015/16)*

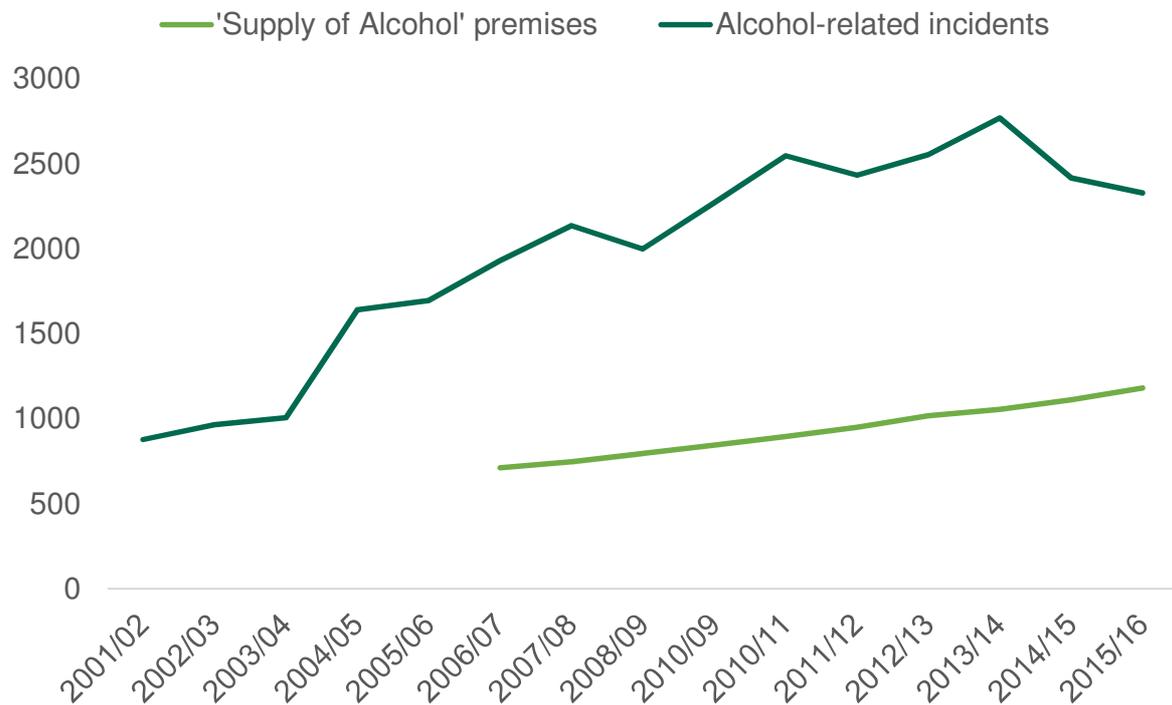


Source: London Ambulance Service, Home Office

Figure 8 shows that the number of alcohol-related incidents attended by the London Ambulance Service has increased significantly in recent years in Hackney, as the number of licensed premises has grown. Since 2006/7, the number of licensed premises allowed to sell alcohol increased by 66%, while the number of alcohol-related incidents increased by 21% over this same time period. This correlates with information from the local Community Safety Partnership Plan, which identifies that alcohol-related crime, in addition to street-based crime (such as theft, robbery and violence), occurs in areas with higher concentrations of licensed premises. [12] Other factors that may have contributed to the upward trend in alcohol-related incidents include improved data recording, local population growth and increasing affordability of alcohol. [29]

Detailed annual trend data are not available on the number of City of London licensed premises allowed to sell alcohol, but the data that are available show a 22% increase between 2007/08 and 2015/16 (684 compared to 835). [30] [31] During this same period, there has been a 26% increase in the number of alcohol-related incidents attended by the London Ambulance Service in the City.

Figure 8: Number of 'supply of alcohol' premises and the number of alcohol-related incidents in Hackney (2001/2 - 2015/16)



Source: Hackney Council Licensing Service and London Ambulance Service (via Safestats)

#### 10.6.4 Domestic violence and abuse

As previously mentioned, the PHOF indicator for domestic abuse is reported at a police area level, so each London borough has the same recorded rate.

Table 8 shows recent trends in the number of recorded domestic crime offences in Hackney and each of its statistical peer boroughs. There has been a 3% increase in the number of such offences in Hackney over the period shown, which is lower than most of the other boroughs.

Table 8: Number of recorded domestic crime offences

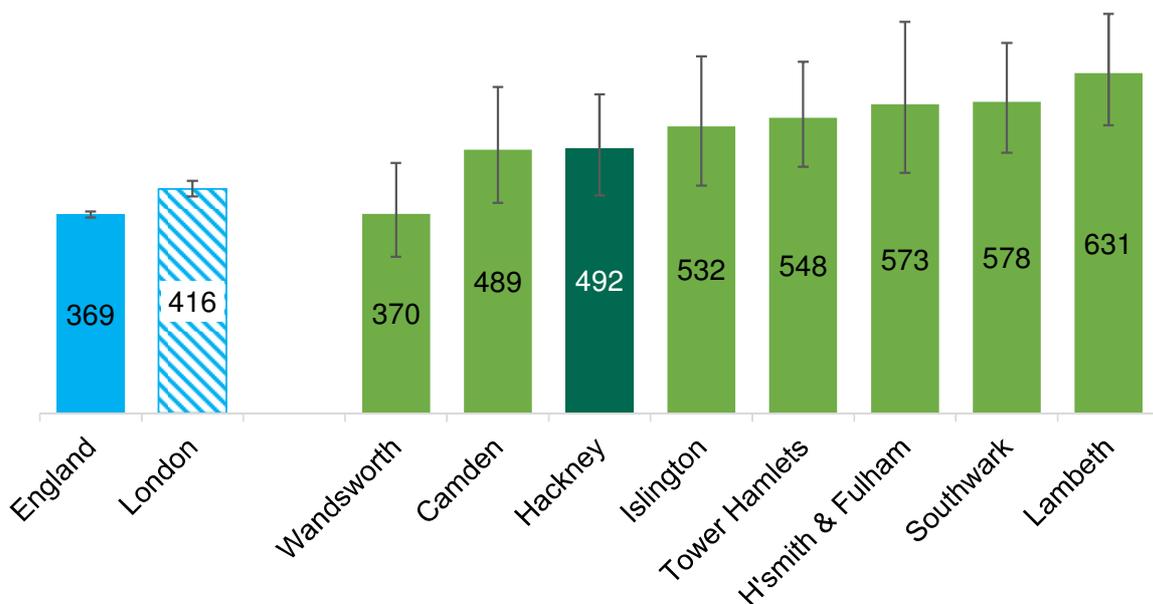
Domestic Crime	November 2015 to October 2016	November 2014 to October 2015	% change
Hammersmith & Fulham	1,567	1,503	+4.3%
Camden	1,673	1,679	-0.4%
Wandsworth	2,171	2,176	-0.2%
Islington	2,292	2,117	+8.3%
<b>Hackney</b>	<b>2,701</b>	<b>2,626</b>	<b>+2.9%</b>
Southwark	2,886	2,761	+4.5%
Tower Hamlets	3,116	2,828	+10.2%

Source: Metropolitan Police

### 10.6.5 Youth crime and gang involvement

As illustrated in Figure 9 the rate of 10 - 17 year olds receiving their first reprimand, warning or conviction in Hackney is similar to its statistical peers and London as a whole, but higher than the England average. Due to the small numbers, the rate for the City of London cannot be reported.

Figure 9: Rate of 10-17 year olds receiving their first reprimand, warning or conviction per 100,000 population (2015)



Source: Public Health Outcomes Framework  
 Note: No data available for the City of London

## 10.7 Evidence and best practice

This sub-section describes evidence-based recommendations and good practice for addressing anti-social behaviour, domestic violence and abuse, and youth crime involving gangs.

### 10.7.1 Anti-social behaviour

There is evidence to suggest that family based interventions, which are designed to tackle issues such as ASB, have positive outcomes. A 2012 report highlighted the following key features of an effective family intervention: [32]

1. a dedicated worker, dedicated to a family
2. practical 'hands on' support
3. a persistent, assertive and challenging approach
4. considering the family as a whole – gathering the intelligence
5. common purpose and agreed action.

In line with these principles, the Troubled Families programme was first launched in England in 2012, providing targeted interventions for families with multiple problems - including crime, anti-social behaviour, mental health problems, domestic abuse and unemployment. The programme is funded by central government and delivered by local authorities.

### 10.7.2 Domestic violence and abuse

NICE has published guidance on addressing domestic violence and abuse, making a number of recommendations covering the following: [33]

- planning of services based on need
- local multi-agency partnerships
- integrated commissioning
- appropriate environments and training to encourage disclosure
- information sharing protocols
- tailored help to access support
- specialist services for children and young people, and women who need treatment for mental health problems
- advice, advocacy and support as part of a comprehensive referral pathway
- interventions for perpetrators
- training and continuing professional development for all health and social care staff.

The Identification and Referral to Improve Safety (IRIS) service was established in England in 2007 in response to evidence showing a high prevalence of domestic violence among women attending GP surgeries. The programme trains primary health care professionals to identify domestic violence and creates a mechanism for women to be referred to specialist domestic violence services. The findings of a 2011 randomised controlled study provides a strong evidence base for the effectiveness of IRIS and have helped to reduce uncertainty about the benefit of training and support interventions in primary care settings for domestic violence. [34]

Women who attended one of the intervention practices were 22 times more likely than those attending control practices (whose staff had not undergone specific training) to have a discussion with their clinician about a referral to an advocate. This resulted in them being six times more likely to be referred to an advocate. Women attending intervention practices were three times more likely than those attending control practices to have a recorded identification of domestic violence and abuse in their medical record.

A report published by SafeLives in 2016 suggests that co-locating Independent Domestic Abuse Advisors (IDVAs) within a hospital setting could significantly improve health and wellbeing outcomes for victims of domestic abuse. [35] This report showed that when compared to community domestic abuse services, hospital IDVAs were more likely to engage with victims who disclose high levels of complex or multiple needs related to mental health and substance misuse. In addition, the report highlighted that victims who engaged with hospital IDVAs tended to access support at an earlier point (having experienced abuse for an average of 30 months, compared to an average of 36 months for victims engaged with a community service).

### 10.7.3 Youth crime and gang involvement

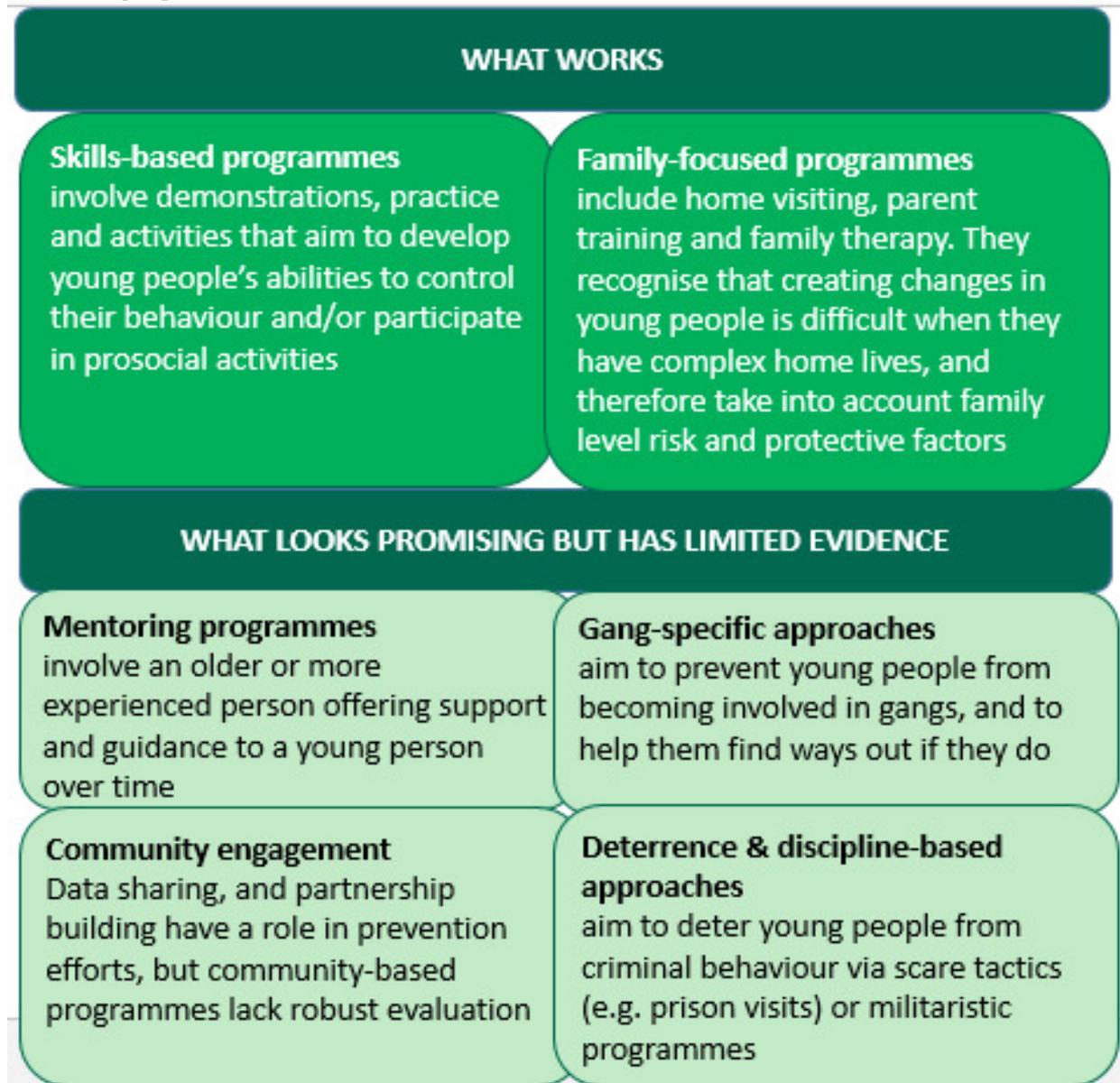
In 2015, the Home Office published 'Preventing youth violence and gang involvement: practical advice for schools and colleges', which identified the following interventions and techniques to be effective in preventing violence in general: [36]

- mentoring
- anti-bullying programmes
- improving social skills
- involving parents
- cognitive behavioural therapy.

In 2015, the Early Intervention Foundation published a rapid review of effective interventions to prevent gang involvement, youth violence and crime. [37] This review found that, while there are a range of interventions aimed at preventing young people from becoming involved in gangs, the evidence as to whether they are effective remains unclear. The review also revealed that the majority of the evidence is from outside the UK (mainly from the USA). Box 2 provides a summary of the key findings of this review.

For a case study related to the Hackney Integrated Gangs Unit, please see Hackney Council's Community Partnership Plan [12]

*Box 2: Key findings of literature review on preventing gang involvement and youth violence [37]*



Source: Adapted from Early Intervention Foundation

## 10.8 Services and support available locally

Table 9 describes a range of services and support available in Hackney and the City to improve community safety for residents and visitors. These services have been categorised into one or more of the following types of intervention:

- prevention
- identification and early intervention
- treatment, care and support.

Table 9: Community safety related services and support available in Hackney and the City of London

Service/intervention description	Intervention type		
	Prevention	Identification and early intervention	Treatment care and support
<b>Addressing crime and anti-social behaviour</b>			
<p><b>Metropolitan Police safer neighbourhoods teams</b> These teams focus on specific needs of neighbourhood areas in partnership with communities, local authorities and other local organisations. [38]</p>	Yes	Yes	No
<p><b>Hackney community safety wardens</b> Community safety warden patrol across Hackney 24 hours a day, in high visibility uniforms. They aim to address issues affecting the community, including, crime, anti-social behaviour and environmental issues</p>	Yes	Yes	No
<p><b>Hackney Community Resilience Partnership</b> This partnership aims to help build resilient communities, so residents, voluntary sector and businesses (working with statutory services) are better able to take action themselves and support each other to prevent crime, disorder and extremist activity.</p>	Yes	Yes	No
<p><b>Neighbourhood Watch</b> The aim of Neighbourhood Watch is to bring neighbours together to create strong, friendly, active communities where crime and ASB are less likely to happen</p>	Yes	Yes	Yes
<p><b>Hackney Probation Service (London Community Rehabilitation Company)</b> This service works with offenders with the aim of reducing re-offending. It also aims to enforce community sentences, provide innovative services, manage risk and influence positive change in offenders' behaviour. [39]</p>	No	No	Yes
<p><b>Hackney Anti-Social Behaviour Action Panels (ASBAPs)</b> ASBAPs oversee high level, complex cases of ASB that require a multi-agency response. Monthly panels are attended by a range of organisations to look at problems, people and places that generate ASB issues.</p>	No	Yes	Yes
<p><b>Hackney Troubled Families</b> The Hackney Troubled Families programme offers targeted support to families to help them address a range of issues, such as offending and anti-social behaviours. (For more detail on this programme, please see the 'Children and young people' JSNA chapter)</p>	No	No	Yes
<p><b>City Community Multi-Agency Risk Assessment Conference (CCM)</b> The CCM is a multi-agency forum which examines high risk cases of crime and anti-social behaviour, with the aim of reducing risk.</p>	No	No	Yes

Service/intervention description	Intervention type		
	Prevention	Identification and early intervention	Treatment care and support
<b>Alcohol related incidents</b>			
<p><b>Licencing Enforcement Operational Group, London Borough Hackney</b></p> <p><b>City of London Licensing Liaison Partnership Group</b></p> <p>(For details of local licensing interventions to address alcohol-related incidents, please see the 'Places and spaces' section of this JSNA chapter and the 'Alcohol' section of the 'Lifestyles and behaviours' chapter.)</p>	Yes	Yes	No
<b>Domestic violence and abuse</b>			
<p><b>City of London Police Public Protection Unit</b></p> <p>This Unit provides advice to victims of domestic violence and abuse, including safety planning. Victims can be signposted/referred onto other agencies for support. Basic advice about civil remedies, missing persons, child protection, child sexual abuse, hate crime, honour based violence, forced marriages, children protection and sex offenders can be provided.</p>	No	No	Yes
<p><b>Hackney Council's Domestic Abuse Intervention Service (DAIS) Team</b></p> <p>The DAIS provides advice and support, as well as intervening to help reduce risk with the aim of protecting victims of domestic abuse from harm. The primary purpose of the service is to: [40]</p> <ul style="list-style-type: none"> <li>• reduce and manage risk through partnership working with relevant agencies, engaging with victims and, as needed, perpetrators</li> <li>• provide advice and support around welfare benefits, housing and other services and advocating on behalf of victims' rights</li> <li>• provide information on legal remedies and supporting victims through the civil and criminal justice systems.</li> </ul>	Yes	Yes	Yes
<p><b>The Haven Whitechapel Service</b></p> <p>This is a service for those who have been raped or sexually assaulted (whether or not the assault has been reported to the police). Offers a confidential service with a dedicated team of specially trained NHS doctors, nurses and other healthcare professionals including counsellors and psychologists. It offers forensic examinations and full aftercare services for women, children and men.</p>	No	No	Yes

Service/intervention description	Intervention type		
	Prevention	Identification and early intervention	Treatment care and support
<p><b>Multi-Agency Risk Assessment Conferences (MARACs)</b></p> <p>There is a MARAC in both Hackney and the City of London. MARACs are regular local meetings where information about high risk domestic abuse victims (those at risk of murder or serious harm) is shared between local agencies. By bringing all agencies together at a MARAC, and ensuring that whenever possible the voice of the victim is represented by an Independent Domestic Violence Advocate (IDVA), a risk focused, co-ordinated safety plan can be drawn up to support the victim.</p>	No	No	Yes
<p><b>City and Hackney IRIS Service</b></p> <p>This is an evidence-based programme that aims to improve the primary health care response to domestic violence and abuse through training support, plus a referral function to specialist services as needed (see section 10.7.2).</p>	No	Yes	Yes
<p><b>Refuge provision</b></p> <p>Hackney council currently funds two refuge provisions – a generic service and a specialist service for South and South East Asian and Muslim women (and their children) who are fleeing from or are at risk of domestic violence.</p>	No	No	Yes
<b>Youth crime and gang involvement</b>			
<p><b>Integrated Gangs Unit (IGU)</b></p> <p>The IGU is a partnership team that aims to tackle the root causes of gang crime. Led by Hackney Council but co-funded and co-located, the IGU has dedicated research and analysis resources and staff embedded from the Metropolitan Police, Probation Service, Department for Work and Pensions, Safer London Foundation, Young Hackney, and Hackney Community Safety team.</p>	Yes	Yes	Yes
<p><b>Young People's Substance Misuse service</b></p> <p>This service aims to reduce the harm caused by substance misuse to young people in Hackney, their families and the wider community (including involvement with crime). The service delivers both prevention and complex clinical work for young people (those aged under 25) who misuse drugs or alcohol, or whose parents or guardians do, alongside support for other professionals.</p>	Yes	Yes	Yes

Service/intervention description	Intervention type		
	Prevention	Identification and early intervention	Treatment care and support
<p><b>Young Hackney</b> A universal and targeted resource that delivers services for children and young people aged 6 -19 years (up to 25 years for disabled young people), through a network of youth hubs, playgrounds and commissioned services. The central purpose is to have a positive impact on young people's development and transition into adulthood, by intervening early to address adolescent risk and developing positive social behaviours.</p>	Yes	Yes	Yes
<p><b>Youth justice and youth offending</b> This is a 'restorative justice' embedded approach within Hackney's Children and Young People Service and Young Hackney, covering the responsibilities and duties under the Crime and Disorder Act 1998 and subsequent legislation, providing dedicated and speciality support to young offenders. Restorative justice involves bringing those harmed by crime or conflict and those responsible for the harm into communication, enabling affected individuals to help repair the harm and finding a positive way forward.</p>	No	Yes	Yes

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