



Strategic Assessment 2019

Contents

Introduction.....	4
Priority areas / categories for consideration.....	5
Crime / Community Safety Summaries.....	6
Serious Violence.....	6
Serious Organised Crime Groups.....	7
Drugs.....	7
Child Criminal Exploitation (CCE).....	7
Domestic Abuse	8
Stalking or Harassment.....	10
Sexual Offences and Rape.....	11
Child Sexual Exploitation	13
Modern Slavery.....	14
Hate crime	15
Reoffending.....	16
Road Safety	18
Rural Crime	20
Influencer Summaries.....	22
Mental Health.....	22
Substance Misuse.....	24
Cyber-Crime and Digital Safety	26
Victim Needs Assessment	28
Introduction.....	28
What has happened since the last assessment?.....	28
Strategic Context.....	28
Crime Data	29
The Victims Voice.....	30
Conclusion.....	32
Public Priorities.....	33
Acronyms.....	38
References.....	39
Domestic Abuse References.....	39
Serious Violence References.....	40
Hate Crime References.....	40
Stalking and Harassment References	41
Sexual Offences and Rape References	41

Child Sexual Exploitation References..... 41
Modern Slavery References 42
Reoffending References 42
Road Safety References 42
Rural Crime References..... 42
Mental Health References 42
Substance Misuse References 43
Cyber Crime References..... 44
Public Priorities References 44

Introduction

This evidence base has been developed in collaboration with local partner agencies. It aims to highlight the main issues, risks and threats that are likely to impact upon the crime and community safety environment in Cumbria from 2020 onwards.

This document will be used to identify future work streams for the Safer Cumbria partnership and inform local planning and decision-making. It will also provide briefings for prospective Police & Crime Commissioner candidates and the subsequent Police and Crime Plan, as well as support the local commissioning process.

This document is not a review of performance, although analysis of data from various sources is used, but brings together information that is already in existence from a wide range of partner agencies and takes into consideration the national landscape. For a more in-depth understanding of localised issues, this document should be read alongside the [Joint Crime and Community Safety Strategic Assessment \(CCSSA\) for Cumbria 2018-19](#). It should be noted that some of the figures presented within this document may not exactly match the figures within the CCSSA as the assessment provides a snapshot in time and does not reflect more recent data updates.

Whilst compiling this document it became evident that there are a number of “influencers” such as mental ill health, substance misuse and cyber-crime that have a significant impact on crime, community safety and health issues. These influencers have therefore been allocated a dedicated section and key links have been outlined.

The document also includes a Victim Needs Assessment and a summary of Public Priorities.

The main objectives of this document are to:

- Identify the issues that are likely to have an impact upon delivery of the wider crime and community safety environment over the next four years;
- Develop an understanding of the impact and extent of victimisation and offending in Cumbria;
- Identify gaps in victim service provision;
- Review public perception and feelings of safety in relation to crime and community safety.

Priority areas / categories for consideration

Crime / Community Safety Areas	Link to summaries
Serious Violence	Link to Serious Violence summary
Domestic Abuse	Link to Domestic Abuse summary
Stalking or Harassment	Link to Stalking or Harassment summary
Sexual Offences and Rape	Link to Sexual Offences and Rape summary
Child Sexual Exploitation	Link to Child Sexual Exploitation summary
Modern Slavery	Link to Modern Slavery summary
Hate Crime	Link to Hate Crime summary
Reoffending	Link to Reoffending summary
Road Safety	Link to Road Safety summary
Rural Crime	Link to Rural Crime summary
Influencers	Link to summaries
Mental health	Link to Mental Health summary
Substance misuse	Link to Substance Misuse summary
Cyber Crime and Digital Safety	Link to Cyber Crime and Digital Safety summary
Victim Needs Assessment	Link to Victim Needs Assessment
Public Priorities	Link to Public Priorities

Crime / Community Safety Summaries

Serious Violence

[Link to categories for consideration](#)

Headline Information
<ul style="list-style-type: none">➤ A new legal duty to be introduced on public bodies in England to tackle violence.➤ In 2018/19 there was a 53% increase in recorded violence in Cumbria (from 9,284 offences to 14,242). Several indicators confirm much of the increase is due to improved crime recording.➤ Over the last couple of years there has been an increase in Organised Crime Groups (OCGs) out of Force area.➤ The majority of active OCGs are involved in drug trafficking and supply.➤ In 2018, on average 56% of violence was alcohol related.➤ In 2018, offenders of violence were predominately male (74%) and in their 20s and 30s. 45% of victims of violence were female.➤ In 2018, crime records showed that 9% of violent crime offences were influenced by the victim offender, or both, suffering from mental illness.➤ Child criminal exploitation is a growing issue where gangs target vulnerable children to get them to carry out criminal activity.➤ Influencers such as drugs, alcohol and cyber crime.

On 14th July 2019, the Government announced it will introduce new legal duties on public services to work together to prevent and tackle serious violence. This forms part of its new 'public health' approach' to tackling violent crime. This announcement comes amid concerns of rising violence in the UK.

The Government is proposing to introduce both a brand new legal duty and amendments to existing legal duties, which will require local public services to work together to prevent and tackle serious violence. The list of public service providers to collaborate and plan to prevent and reduce serious violence is to be consulted on but the Government has stipulated that the public health duty will cover the police, local councils, local health bodies such as the NHS Trust, education representatives and youth offending services. They will be required to share data, intelligence and knowledge to understand and address the root causes of serious violence including knife crime. It will also allow them to target their interventions to prevent and stop violence altogether.

"Violence" is a broad term that covers a wide variety of offences. The true picture of violent crime is complex both nationally and locally. At the end of 2018/19, the number of recorded violent crime in Cumbria rose significantly (from 9,284 offences in 2017/18 s to 14,242: +53%). However, several indicators confirm much of the increase is due to improved crime recording standards and quality assurance processes. This is supported by the Crime Survey for England and Wales (CSEW), which reports nationally little change in the numbers of people reporting being a victim of violent crime, by HMICFRS and other associated health data.

Of concern is the increase in the more serious violent crime that causes serious injury, which is not likely to be affected by improved recording. Cumbria Police Force Strategic Assessment 2018/19 identifies 'assault with intent to cause serious harm', and 'malicious wounding: wounding or inflicting grievous bodily harm' (although small numbers) have been on an upward trend over past years (rising from 119 offences in 2017/18 to 211 in 2018/19: +77.3%). Some of this is likely to be linked to drug supply and organised crime which preys on vulnerable people in our communities who are often the same high consumers of other partner services.

Serious Organised Crime Groups

There has been a significant increase in Organised Crime Group (OCG) related violence from urban street gangs infiltrating Cumbria using the county lines tactic over the last couple of years. At the end of 2018/19, there were 61 identified OCGs, of which 17 were classed as “active”. Historically the majority of OCGs in Cumbria comprised of nominals of Cumbrian origin and with strong familial or social links. In contrast, just under half of the OCGs targeting all three territorial policing areas, to the most serious extent, now originate from out of Force area and display the characteristics of “urban street gangs” working “county lines”, conducting “cuckooing”¹ techniques. From a violence perspective;

- Sexual and physical violence is a regular feature.
- The threat of firearms retribution is regularly present, though to date this has only resulted in the recovery of imitation firearms as opposed to actual live firearms.
- The level of violence against local individuals includes injuries from common assault to grievous bodily harm level.
- Blackmailing and kidnapping investigations have become more apparent – generally relating to threats made by the urban street gangs to local dealers who owe them money.

Over the last year, intelligence also shows that the use of youths to courier drugs into the county has become more apparent. OCGs are essentially a business who perceive this as cheap labour, easy to exploit and easy to replace. A priority for Cumbria is to identify and support vulnerable people and recognise the locations at risk of being repeatedly targeted by multiple county lines OCGs, including the identification of any local children being exploited.

Drugs

In the UK demand for all common drug types remains high. Exploitation through drug trafficking – including county lines is widespread, with gangs from cities such as London, Birmingham, Manchester and Liverpool operating across England, Wales and Scotland. Cumbria Police Force Strategic Assessment identifies a growing trend over several years involving out of county OCGs impacting on the drug supply markets in Cumbria. The majority of active OCGs are involved in drug trafficking and supply of the most prevalent commodities being Heroin and Crack Cocaine; most groups are involved in the supply of more than one drug type.

Child Criminal Exploitation (CCE)

Child criminal exploitation takes a variety of different forms. It can include children being forced and coerced into moving drugs across the county, launder money, forced to shoplift, or pick pocket or to threaten young people. Recently child criminal exploitation has become strongly associated with ‘county lines’. Organised criminal networks as described earlier are exploiting young people and vulnerable groups to distribute drugs. This may involve the child having to ‘plug’ or ‘stuff’ packages within their own bodies. The young person is then trafficked by the criminal group to the end market place. The vulnerabilities of these young people may be exacerbated by risk factors in an individual's background, including poor educational attainment, poverty or mental health problems.

There is currently no statutory definition of child criminal exploitation and as such no confirmed data available, nationally and locally. Although some guidance does exist the lack of consistent definition means that responses are variable across different services. As a result it is recognised nationally that too many children are falling through the gaps in support.

¹ Cuckooing is a form of crime in which drug dealers take over the home of a vulnerable person in order to use it as a base for drug dealing.

Domestic Abuse

[Link to categories for consideration](#)

Headline Information
<ul style="list-style-type: none">➤ 7,954 incidents 2018-19 (+9.6% increase); 16% of all violent crime within Cumbria (+3.0 percentage points).➤ 666 victims; 245 repeat victims in September 2019; 614 referrals to Victim Support 2018-19; Under reporting likely; 146 DA child referrals to Safeguarding Hub in June 2019 (15.2% of all referrals).➤ Criminal justice concerns: Reduction in positive outcomes; increase in NFAs as victim does not support case.➤ Influencers such as substance misuse and mental ill health.

Domestic abuse is often a hidden crime and is recognised nationally to be significantly under-reported. The full extent of domestic abuse remains unclear but the Crime Survey for England and Wales (CSEW) offers the best data available. An estimated 2.0 million adults aged 16 to 59 years experienced domestic abuse in the year ending March 2018: 7.9% women (1.3 million) and 4.2% men (695,000). Applied to Cumbria's population, this could be an estimated 19,997 women and 10,332 men.

The CSEW indicated no significant change in the prevalence of domestic abuse experienced in 2018/19 when compared with the previous year. In contrast, the total number of domestic abuse related offences recorded nationally by the police have increased (+22% to 732,444 at the end of 2018/19). This rising trend reflects improvements in the recording of domestic abuse as well as an increase in the willingness of victims to come forward.

Levels of violent crime with a domestic violence flag have increased at a similar rate to that of all violent crime. Although numbers of serious domestic violence assaults are low, they are showing an increasing trend.

Incident and crime rates involving repeat victims remains consistent in Cumbria (45% and 41% respectively); almost half of all domestic abuse offences involve a repeat perpetrator.

Of concern is that around 42% of domestic abuse incidents each year in Cumbria have a child present. On average, there are 320 domestic abuse incidents every month in Cumbria to which a child has been exposed. Evidence suggests exposure to domestic abuse can have a significant impact on a child as they reach adulthood with poorer educational outcomes and higher levels of mental health problems. Domestic abuse is associated with depression, anxiety, post-traumatic stress disorder and substance abuse in the general population; evidence indicates that increasing severity of domestic violence is related to poorer mental health.

Domestic abuse combined with substance misuse and mental ill health are recognised nationally as a "trigger trio" that increases the risk of harm to adults and children in families; the impact of the trigger trio is recognised by Safer Cumbria partner organisations.

While domestic abuse crime is increasing, the number of arrests and positive outcomes are not increasing at a similar rate. It is of concern that levels of positive outcomes for victims are reducing significantly, when consistently almost half of all domestic abuse offences involve a repeat victim. Police data indicate that the number of domestic abuse crimes finalised with "victim does not support - evidential difficulty" outcomes has increased from 46% in 2017/18 to 52% in 2018/19. There are a number of potential causes for this, for example, there may

be less evidence to support a prosecution when a victim feels confident to report at an earlier stage. It may also suggest that there might be missed opportunities for early intervention in some cases.

In July 2019, the National Rural Crime Network launched the results of an 18-month intensive research project on domestic abuse in rural areas. "Captive and Controlled" paints a disturbing picture of domestic abuse in rural Britain with hidden victims – isolated, unsupported and unprotected – who are being failed by the system, services and those around them. Domestic abuse victims are half as likely to report their abuse to others, and experience abuse for significantly longer. Among the ten key conclusions: domestic abuse lasts, on average, 25% longer in most rural areas; close knit rural communities facilitate abuse, and support services are scarce – less available, less visible and less effective. The findings could have significant implications for Cumbria, where 53% of residents live in rural areas, compared to 17% nationally.

The new Domestic Abuse Commissioner will play an important role in monitoring the provision of services for victims of domestic abuse, including those in rural communities. This role will be supported by The Domestic Abuse Bill, currently in development, which sets out the Government's plans to tackle this issue. This bill will introduce a legal requirement for councils to provide support in safe and secure accommodation to survivors and their children. Local authorities will also have a duty to work with other councils to tailor domestic abuse services to the specific needs of local residents, including targeted support for BAME, LGBT+ and traveller survivors. In addition, there are revised and increasing expectations from national government about local authorities' responsibilities for domestic abuse contained within the National Statement of Expectations on Violence Against Women and Girls.

In addition to the considerable impact on victims and their families, domestic abuse results in a significant amount of resources being committed to addressing its impact by a wide range of organisations and services. Ensuring that Cumbria's residents are healthy and safe is a priority within Cumbria's Council Plan 2018-22 with domestic abuse a priority area of concern within the Joint Strategic Needs Assessment Overview of Needs in Cumbria, September 2019; this is supported by the Local Government Association. Tackling domestic abuse has been identified as a priority for Cumbrian residents through the Police and Crime priorities survey and is included as a priority within the Police and Crime Plan.

Stalking or Harassment

[Link to categories for consideration](#)

Headline Information
<ul style="list-style-type: none">➤ In 2018/19 there was a significant increase in stalking and harassment offences when compared to 2017/18 (+238%).➤ Domestic abuse flagged crimes relating to stalking and harassment rose by 159% to 1,167 offences.➤ It is forecast that stalking and harassment offences will continue to rise over the next four years, with these crimes forming 16% of all crime reported by 2022/23.➤ It is expected the demand from online stalking and harassment will increase.➤ Influencers such as cyber crime.

Stalking or Harassment are very damaging crimes that pervade all sections of society. These offences shatter lives and if not responded to appropriately, they can have devastating consequences.

Stalking or Harassment are recurring crimes of persistence that sometimes involve unrelenting behaviour by the perpetrator. Harassment can include verbal abuse, online bullying and unwanted phone calls. Stalking is characterised by a perpetrator's fixation or obsession and may escalate to other crimes, such as assault or murder. They can both cause the victim chronic fear of violence and as a result, often cause psychological / social damage to the victim and their families. This causes the victim to experience the situation in its totality and feel like they cannot escape, resulting in them changing their daily routines to feel safer.

A 2015 survey of 353 self-reported stalking victims by the National Centre for Cyberstalking Research identified 45% of victims with symptoms of post-traumatic stress disorder and 51% with symptoms of moderate to severe anxiety. In a 2017 survey of 321 self-reported stalking victims by the UK charity Network for Surviving Stalking, 31% of victims had taken sick leave from work because of their experiences and 25% were forced to move home. A further study in 2017 by the Suzy Lamplugh Trust found that in 358 homicides of women in the UK, 71% involved a past or current intimate relationship. The study also found that stalking was present in 94% of these cases and 74% of these women had presented at A&E in the 12 months prior to their death.

At the end of 2018/19, Cumbria Police recorded a 238% increase in stalking and harassment offences when compared to 2017/18. In addition, domestic abuse flagged crimes relating to stalking and harassment rose by 159% to 1,167. The main reason for the increase is changes in recording practices. It is believed that these crimes were under-recorded in Cumbria and the current crime recording levels reflect the situation more accurately. This mirrors the national picture. The Constabulary has also invested a lot of time and resources in raising awareness of offences that involve patterns of behaviour like stalking and harassment, such as local awareness campaigns and officer training.

Cumbria's Police Force Management Statement 2019 forecasts that reports of Stalking or Harassment offences are likely to rise significantly over the next four years, with these crimes forming 16% of all crime reported by 2022/23. As the use of social media grows, it is expected that demand from online stalking and harassment will increase.

Sexual Offences and Rape

[Link to categories for consideration](#)

Headline Information
<ul style="list-style-type: none">➤ In line with national trends, the levels of sexual crime in Cumbria have increased significantly over recent years, in both rape and sexual offences.➤ In 2018/19 the number of sexual offences rose by 25.8% when compared with the previous year (from 1,325 to 1,667 offences).➤ Rape offences also rose during the same period from 413 to 526 offences (27.4%).➤ It is forecast that the number of reported sexual offences and rape will continue to rise during 2019/20 (by 17% and 29% respectively).➤ The majority of sexual crime has a child victim, except in recent rape offences which have predominately adult victims.➤ Both nationally and locally, there has been an increase in victim withdrawal in cases of rape.➤ Influencers such as mental ill health, cyber crime and substance misuse.

Since 2012/13, sexual offences and rape have dramatically increased in England and Wales. It is recognised nationally that this rise is likely due to better reporting practices by the police and an increasing willingness of victims to come forward.

Cumbria Police continues to identify serious sexual crime as a Control Strategy priority and significant area of vulnerability. In line with national trends, the reports of sexual crime in Cumbria have also increased significantly over recent years, in both rape and sexual offences. In 2018/19, there were 1,667 reported sexual offences, a 25.8% increase on the previous year (1,325). Predictions suggest this will rise to 1,923 for the period 2019/20, a percentage increase of 17%. Rape offences rose by 27.4% in 2018/19 when compared to 2017/18 (from 413 to 526 offences). It is forecast this will rise by 29% by the end of 2019/20 (a total of 667 offences).

In all sexual offences, both recent and non-recent, there are more child victims than adults (except in recent rape offences). In other sexual offences, 75% of victims are children. This category includes sexting and online offences where both victim and suspect are children. Over recent years there has been an increasing trend in self-generated indecent images, also called youth produced sexual imagery or more commonly referred to as 'sexting'. The NSPCC explains sexting as "when someone shares sexual, naked or semi-naked images or videos of themselves or others, or sends sexually explicit messages." In order to combat and prevent this type of offending and protect children and young people, education of children and young people through a multi-agency partnership approach can be the only viable solution.

Cumbria Police Force Strategic Assessment recognises that advances in technology relating to encryption and other anonymisation, live streaming apps and mobile technology, along with the cultural norms around sexting and self-generated images will also put children and young people at increasing risk of child sexual abuse and exploitation.

Although nationally more victims are reporting rape and sexual assault to the police, the drop in conviction rates and the number of victims withdrawing their allegation is of concern. The Crown Prosecution Service (CPS) annual Violence Against Women and Girl Strategy report highlights the growing gap between the number of rapes recorded and the number of cases going to court. The CPS are working with partners and stakeholders on the cross Government Review into the criminal justice response to rape and sexual offences, with recommendations expected in Spring 2020. The London Rape Review published July 2019 found victim / survivor withdrawal was the most common form of attrition in the sample of cases assessed

(58%), followed by no further action by police (29%) due to lack of evidence. The findings show that the reason for withdrawal are often complex and inter-related and that it is not as simple as victims not co-operating or supporting the investigation or prosecution. It was clear that: a lack of confidence in the criminal justice service; a lack of accessible high quality, timely information and specialist support; being scrutinised and not being treated with dignity and respect; all contributed to a high attrition rate. Further research published by the Victims' Commissioner in August 2019 into the reasons why victims of rape and sexual violence withdraw from the criminal justice without seeking justice, also corroborates the stark findings of The London Rape Review.

In Cumbria, the positive outcome rates for sexual offences are lower than for other crime types. In relation to rape offences, Cumbria Police has commissioned a Sexual Offences Problem Profile, which will seek to make recommendations to reduce victim withdrawal in cases of rape.

Child Sexual Exploitation

[Link to categories for consideration](#)

Headline Information	
➤	It is forecast that by 2019/20 there will be 602 child sexual exploitation related crimes recorded in Cumbria (an increase of 9.5% when compared with 2017/18).
➤	By 2022/23, it is expected that this will rise to around 760 reported crimes.
➤	In 2018/19 there were 151 cyber enabled CSE crimes in Cumbria. It is forecast that there will be 327 possible recorded crimes at the end of 2019/20, an increase of 116%.
➤	Influencers such as cyber crime.

Child sexual abuse and exploitation can cause devastating and long lasting consequences for victims and their families. Combatting these crimes is one of the highest priorities for the National Crime Agency (NCA) and is recognised as an issue facing all local authorities and statutory organisations.

In March 2015, HM Government released 'Tackling Child Sexual Exploitation'. The report sets out a range of measures aimed at preventing child sexual exploitation through improved joint working and information sharing, better protection of vulnerable children, stopping offenders and supporting victims and survivors.

Nationally, changes have been made to police recording practices so that offences where children have been sexually abused or exploited can be captured. For the year ending March 2019, the police flagged 60,685 crimes as involving child sexual abuse and 13,133 as involving child sexual exploitation in England and Wales.

Cumbria Police Force Management Statement forecasts that the recording of child sexual exploitation related crime will increase over the next four years. It is expected that by 2019/20 there will be 602 child sexual exploitation related crimes (an increase of 9.5% when compared with 2017/18) then around 50 extra crimes recorded and investigated every year by 2022/23 (forecasting around 760 crimes).

Cumbria Police Child Sexual Exploitation Problem (CSE) Profile identifies that the majority of CSE in Cumbria is perpetrated by lone, British male offenders in the 18 to 25 age group, with the vast majority of females in their mid to late teens. The majority of offending is contact sexual abuse, including those involving inappropriate relationships, and the majority of contact child sexual abuse victims have multiple vulnerabilities, a range of complex issues and risk factors. Online CSE has fewer victims than contact offences and the victim profile is slightly younger, with much fewer vulnerability and risk factors involved. The majority of cases involve a lone offender and a single victim.

In 2018/19, Cumbria Police recorded 151 cyber enabled CSE crimes. It is forecast that there will be 327 possible recorded crimes at the end of 2019/20, an increase of 116%.

Headline Information
<ul style="list-style-type: none">➤ In 2018/19 there were 223 intelligence reports in relation to potential modern slavery submitted to Cumbria Police.➤ In 2018/19 labour exploitation was the most common type of exploitation reported in Cumbria.➤ 21 potential victims referred to the National Referral Mechanism (NRM).➤ 9 referrals (42.8%) were children at the time of referral.➤ Influencers such as drugs.

In 2018, there were 6,994 referrals of potential victims of human trafficking to the National Referral Mechanism (a framework for identifying victims and ensuring they receive appropriate care), this represents a 36% increase on the 2017 total. UK nationals were the highest referred nationality for the second year in the row, the majority of whom are children, identified as being involved in county lines criminality, at the time of referral. Perpetrators target a wide range of vulnerabilities to recruit adults and children into exploitation.

Evidence of Modern Slavery and Human Trafficking criminality and vulnerability continues to increase in Cumbria and reflects the national picture. There were 21 potential victims of modern slavery referred to the National Referral Mechanism (NRM) by Cumbria Police in 2018, an increase of 2 (10%) when compared to 2017 figures. Of the 21 victims referred in 2018, 9 were children, an increase of 5 referrals when compared to 2017 (44%). The demand over the next four years is forecast to increase as knowledge of this area of vulnerability grows. It is also recognised that human trafficking offences will become more prevalent in Cumbria due to child criminal exploitation through county lines.

In 2018/19, there were 223 intelligence reports submitted to Cumbria Police in relation to potential modern slavery. 37% of these (82) were regarding Labour Exploitation, which is the most common type of exploitation in Cumbria.

As modern slavery is now beginning to be recognised and awareness amongst police, partner agencies and the public improves, collaborative working amongst partner agencies is essential to help uncover criminal activity, and identify and safeguard victims. To drive this forward, Safer Cumbria in 2018 employed a Modern Slavery and Human Trafficking Coordinator to develop a multi-agency partnership approach to tackling this heinous crime.

Hate crime

[Link to categories for consideration](#)

Headline Information
<ul style="list-style-type: none">➤ Can be influenced by: social media campaigns; elections; terrorist incidents; EU Exit.➤ 750 individual hate crimes in 2018/19; majority racist (38%) and lifestyle related (23%).➤ Under reporting likely; long lasting impact on victims including fear, physical and mental effects➤ 84.3% national conviction rate 2018/19; growing national gap between reported hate crimes and volume sent to CPS for prosecution.➤ Other influencers such as mental ill health and alcohol.

Hate crimes can be particularly devastating to individuals as they are being targeted for a fundamental part of who they are, for example their race, religion, disability or sexual orientation. These hate crimes often have a wider impact on communities which share that particular characteristic, spreading fear and undermining people's sense of safety and security. The effects of hate crime on victims are far reaching; victims report that the physical and mental effects of hate crime may last for a long time after the incident itself. Some people changed how they lived their lives after an attack, because of fear. Help and support is required to help victims of hate crime rebuild their lives.

Nationally, the number of recorded hate crimes are affected by events such as elections, terrorist incidents, and campaigns targeting a number of individuals. The increase in hate crime since the 2016 European Union (EU) Referendum has also been well documented. For the most part, Cumbria's spikes in hate crime reflect the national picture.

Over the last three years, Cumbria Police has seen significant spikes in recorded hate crime, predominately around racial and religious abuse when significant events have occurred locally and nationally. At the end of 2018/19, there was an increase of 332 crimes when compared to the previous year; more awareness around hate crime has resulted in an increased confidence to report incidents as well as changes to recording practices. This upward trend in hate crime reporting is expected to increase steadily in the future, and there is expected to be a rise in reporting levels on the approach to, and at the point of, the EU exit.

The Government's plan to tackle hate crime sets out clearly that the lead for this issue must come from the local level involving professionals, the voluntary sector and communities working together to deal with local issues and priorities to prevent hate crime happening in the first place, increase reporting and victims' access to support, and to improve the operational response to hate crimes. Local Government, as public authorities, have responsibilities under the Public Sector Equality Duty to eliminate discrimination, harassment and victimisation, and foster good relations between those who share a relevant protected characteristic and those who do not share it. Hate crime is identified as an area of concern in Cumbria within the Joint Strategic Needs Assessment Overview of Needs in Cumbria, September 2019.

Reoffending

[Link to categories for consideration](#)

Headline Information
<ul style="list-style-type: none">➤ The proportion of re-offences across both adult and juvenile offenders (32.3%) is higher than the proportion in both the North West (29.0%) and England and Wales (29.4%).➤ The average number of re-offences per adult and juvenile re-offender (4.2 re-offences) is also higher than in the North West (3.8) and England and Wales (4.1).➤ The Government launched a Female Offenders Strategy in June 2018 to improve outcomes for female offenders and to make society safer by tackling the underlying causes of offending. The strategy focuses on partnership working, with a joined up approach across Government at a national level and between agencies and services at a local level to deliver a holistic response.➤ Safer Cumbria has a significant role to play in Integrated Offender Management (IOM).➤ Influencers such as substance misuse and mental ill health.

In Cumbria, one third of Cumbria's adult and juvenile offenders (32.3%) went on to re-offend between October 2016 and October 2017. This is a higher proportion than in the North West (29.0%) and England and Wales (29.4%). The average number of re-offences per adult and juvenile re-offender (4.2 re-offences) is also higher than in the North West (3.8) and England and Wales (4.1). This has a negative impact on Cumbria communities. This highlights the need to strengthen offender access to pathways to reduce the likelihood of further offending (including, accommodation, offending behaviour programmes, substance misuse treatment and mental health services).

To reduce crime and make a difference to victims, it is important to consider the underlying causes of offending and reoffending. Many offenders are amongst the most vulnerable people in society and their vulnerabilities can often contribute to their offending behaviours or how they engage and respond to interventions. Nationally, there is much focus on the vulnerabilities of female offenders as they can be amongst the most vulnerable of all, in both the prevalence and complexity of their needs. Many experience chaotic lifestyles involving substance misuse, mental health problems, homelessness, and offending behaviour – these are often the product of a life of abuse and trauma. National data indicates almost 60% of female offenders have experienced domestic abuse.

Female offenders commit less serious offences than male offenders and often pose a low or medium risk of serious harm to the public. Yet the reoffending rate amongst female offenders released from prison is higher than male offenders, particularly following short sentences (70.7% and 62.9% respectively). This can have a significant impact on families and children. An estimated 24-31% of female offenders have dependent children and only 1 in 4 imprisoned mothers reported that their children lived with their partner during their imprisonment, compared with around 9 in 10 imprisoned fathers.

The Government has set out its commitment to deliver a new programme of work for female offenders in a Female Offender Strategy, published June 2018. The strategy is driven by three priorities: early intervention, an emphasis on community-based solutions, and an aim to make custody as effective and decent as possible for those women who do have to be there. It also sets out a framework to ensure a joined-up approach across Government at a national level and between services at a local level, including the third sector.

The North West National Probation Delivery Plan supports the implementation of the Ministry of Justice (MOJ) Female Offender Strategy. This includes improving awareness of the specific

issues that impact on sentencing proposals, with a view to reducing short-term sentences for women.

The Integrated Offender Management (IOM) scheme was introduced in 2008 by the MOJ. A key principle of the scheme is for local partnerships to use a multi-agency response to tackle together the offenders identified as being of most concern locally, targeting the main causes and tailoring responses based on joint-decision making, drawing upon local resources. The IOM helps to improve the quality of life in communities by reducing the negative impact of crime and offending. It also reduces the number of people who become victims of crime, and helps to improve the public's confidence in the criminal justice system.

Nationally, there is a continued drive to focus resources on the areas of greatest threat, risk and harm - violent offenders, in particularly domestic violence perpetrators and MAPPA violent offenders.

Headline Information
<ul style="list-style-type: none">➤ In 2018, there were 1,681 reported road casualties in Cumbria of which 343 people were killed and serious injury (KSIs).➤ Cumbria has a higher rate of KSIs per 1,000 population (0.7) when compared with the national average (0.5).➤ Influencers such as substance misuse

In 2018, there were 1,681 reported road casualties in Cumbria compared to 1,770 in 2017 (a reduction of 89). There was a slightly higher number of people killed and seriously injured (KSIs) on the roads (343 compared to 321: +22). Cumbria has a higher rate of KSIs per 1,000 population when compared to the national average (0.7 and 0.5 respectively).

The effects of every death or serious injury on the roads are devastating, for the bereaved, for families and loved ones, and for those who support the seriously injured, some of who may have long-term life changing injuries.

In Cumbria, there are the Cumbria Road Safety Partnership (CRSP) and The Collision Reduction and Safer Highways (CRASH) group, both of which work in partnership to reduce the number of road casualties in Cumbria. CRSP has a road safety plan for 2019/22 that outlines where the partnership will focus its resources. The plan identifies the five most common behavioural causation factors resulting in fatality or serious injury amongst all road users in Cumbria:

- Speeding/driving too fast for the road conditions.
- Drink/drug/fatigue driving.
- Not wearing seatbelts.
- Distraction.
- Poor use of road (tailgating, poor overtaking, etc.)

The plan centres on combatting the above behaviours and providing specific education programs to the following groups:

- Young Novice drivers.
- All motorcyclists, young cyclists and pedestrians.
- Drivers who are 70+.

The CRASH group provides a tactical multi-agency forum where cross- business responses are discussed to problem solve and respond to emerging threats and collision trends.

Over the past year, the Department of Transport (DfT) has announced a host of road safety measures. These include the £100 million Safer Roads Fund, improving safety on the 50 most dangerous roads in England, of which £9,427,940 has been allocated to Cumbria; the Cycling and Walking Safety Review and the £480,000 of funding to the RAC Foundation for a new Road Collision Investigation Project, etc. As well as announcing many new measures and initiatives, the DfT has also published a road safety statement that includes a two-year action plan: 'The Road Safety Statement 2019 A Lifetime of Road Safety – Moving Britain Ahead'. The majority of the work over the next two years focus on the Department's four priority road users – Young Road Users, Rural Road Users, Motorcyclists and Older, Vulnerable Road Users. There are also several actions for safer vehicles, safer speed and safer infrastructure.

The Government states that it will continue to lead the way in improving road safety but this is a major national issue, which also demands close coordination and team-work across government agencies, local government, enforcement authorities and a host of other public and private bodies, as well as the public as road users. The DfT is accordingly, bringing together the efforts of local highway authorities as holders of the statutory duty for road safety and those who share the common aspiration to reduce road casualties, including emergency services and road safety charities. It is recognised that agencies need to work together if we are to achieve safer roads.

Headline Information
<ul style="list-style-type: none">➤ Cumbria is one of the largest geographical countries in England, most of which is predominately rural in nature (54%).➤ Over the last 18 months a number of key documents have been published that aim to support rural communities.➤ Based on the NFU Mutual claims statistics, the cost of rural crime in Cumbria in 2018 rose by 57% when compared to the previous year, from £459,308 to £721,223, this ranking Cumbria as one of the 30 counties most affected by rural crime in 2018.

Cumbria is one of the largest geographical countries in England, most of which is predominately rural in nature - 54% of Cumbria's residents live in rural areas compared to 18% nationally (Cumbria Joint Strategic Needs Assessment, Cumbria Intelligence Observatory). There is only one city and five major towns and in addition, it contains the country's largest national park – Lake District (885 square miles) – as well as having a 150 mile coastline. The topography and rurality of Cumbria presents a number of policing challenges.

In 2013, Cumbria Police conducted a strategic assessment to identify the key rural crime issues in the county. Farm and agricultural crime was identified, along with wildlife crime and rural community crime. The latter relating to a whole host of different types of crime such as acquisitive crime and anti-social behaviour. The impact of these on victims and communities can be greater in rural areas, as can the feelings of vulnerability and isolation which can be heightened, as there may be fewer local amenities and support services.

Other challenges include the under reporting of domestic abuse by victims in rural areas (which can be hidden by the isolation and remoteness of the rural landscape, as described earlier). Ensuring the safety of all road users, as Cumbria has a significant rural road network, and dealing with a significant influx of visitors to the county each year, which can increase police calls for service.

To support this, Cumbria Police has a number of specialist officers and Police Community Support Officers (PCSOs) across the force that are trained in some of the more complex areas of rural and wildlife crime. There is a team of Wildlife, Rural and Environmental Crime Police Officers and PCSOs and a dedicated Rural Police Support Volunteer. Cumbria Police also has a Neighbourhood Structure that includes six Local Focus Hubs across the county – two in North Cumbria, two in West Cumbria and two in South Cumbria. The hubs allow different agencies – police, councils, housing, fire and more to come together, in the heart of their community, and work side by side to address local issues. The Local Hubs are supported by six Local Focus Facebook groups, which offer the public the opportunity to liaise directly with a number of agencies in one place.

Over the last 18 months, a number of key documents have been published that aim to support rural areas. What is evident is that each document strongly collaborates and interconnects with another, thus providing a unified national approach. It is clear that the police cannot implement this approach alone and that partners must work together to help improve the lives of rural communities and bring offenders to justice.

On 18th July 2018, the National Police Chief Council (NPCC) published its Rural Affairs Strategy: 'Strengthening Safe and Prosperous Communities 2018/21, providing a breakdown

of the different types of rural crime following consultation with a range of rural stakeholders, including police forces. Each priority will have a national policing lead:

- Farm machinery, plant and vehicle theft.
- Livestock offences.
- Fuel theft.
- Equine crime.
- Poaching (mirrored in wildlife crime strategy also).
- Fly-tipping.

The Rural Affairs Strategy also acknowledges the key to securing safer rural communities is by tackling organised criminality. Organised Crime Groups (OCGs) target and exploit rural communities across a range of crime types as highlighted previously. OCGs perceive rural communities as soft targets and feel they can go about their criminality undetected.

Alongside the Rural Affairs Strategy, the NPCC also published its 'Wildlife Crime Policy Strategy 2018/21'. Wildlife plays a key part in farming and supporting the economy as well as providing people with tremendous sense of personal well-being and fulfilment from their wildlife encounters. Wildlife crime takes place in rural and suburban environments as well as in rural areas. It is important to recognise that wildlife and rural crime and associated anti-social behaviour has an adverse impact not only on the natural environment but also heritage assets found across the UK.

The result of the National Rural Crime Survey were last published in 2018. This was the largest survey of rural residents and businesses to be ever undertaken, engaging with a total of 20,252 people and businesses across England, Wales and Northern Ireland. 400 people who said they live in Cumbria took part in the survey.

In conclusion, the results raise important concerns with regards rural policing. They demonstrate that rural communities are being left behind far and above their urban counterparts. Residents feel angry and frustrated as the impact of rural crime is being overlooked. Policy makers and operational leaders need to look beyond the picture postcard view portrayed in many rural settings as there are unique and serious challenges that need to be addressed, not least the hidden vulnerability that is now so well understood in urban areas.

Every year, the National Farmers Union (NFU) gather their claims statistics to provide a detailed picture of the financial and social impact of rural crime. Their latest report – 'Fighting the Rise in Countryside Crime, Rural Crime Report 2019' shows that for the second year in succession, rural crime has risen dramatically. In 2018 rural crime cost the UK £49.9m. Compared to the cost in 2017, this is an increase of 12%, or around £5.4m. It means that in the last two years the cost of crime has increased by more than £10m. Based on the NFU Mutual claims statistics, the cost of rural crime in Cumbria in 2018 rose by 57% when compared to the previous year, from £459,308 to £721,223, this ranking Cumbria as one of the 30 counties most affected by rural crime in 2018.

Influencer Summaries

Mental Health

[Link to categories for consideration](#)

Headline Information
<ul style="list-style-type: none">➤ Estimated 1 in 4 adults with a diagnosable health problem in any given year.➤ Suicide levels higher in Cumbria than in the North West and England.➤ Number of persons detained under the Mental Health Act has increased.➤ Increase in incidents with a mental health qualifier in 2018/19 (+6.1%; +304).➤ 10% of domestic abuse incidents in Cumbria 2017/18 with a mental health qualifier.➤ People with mental health problems more like to be victims of violence.➤ Increased prevalence for serious mental health conditions in the offender population.

Mental health problems are widespread, at times disabling, yet often hidden. It is estimated that one in four adults experiences at least one diagnosable mental health problem in any given year, and this can affect people in all walks of life. Mental health problems represent the largest single cause of disability in the UK with an estimated cost to the economy of £105 billion a year.

Back in 2014, the Adult Psychiatric Morbidity Survey highlighted that in Cumbria 70,770 people aged 16 and over were believed to have a common mental health disorder, of which only 1 in 3 people were in treatment. The Cumbria Police Force Management Statement (2019) has recently identified that the number of persons with mental health issues who come to the attention of the police, either as a victim, suspect, person in need of support or in crisis is steadily increasing.

In Cumbria there has been a steady increase in the requirement for police emergency response to people in crisis due to mental health issues. There has also been an increase in the number of persons detained under section 136 of the Mental Health Act. This increase is predicated to continue over the next few years. This may suggest that people are not being managed effectively within the community and controlled approaches to prevent escalation to crisis are not necessarily effective. This is supported by HMICFRS in its national inspection, 'Policing and Mental Health – Picking up the Pieces'.

Office for National Statistics data show that suicide levels are higher in Cumbria (12.4 per 100,000 population, age-standardised) than in the North West (10.4) and England (9.6). Some estimates put the amount of police time spent dealing with those with mental ill health issues at between 20% and 40%. Not all incidents will relate to offences and offending, many will involve police participation in a mental health crisis or emergency where there has been no offence.

However, mental ill health does contribute to offence levels. The number of incidents with a mental health qualifier has increased significantly over recent years and shows a growth in 2018/19 of +6.1% (from 4,945 to 5,249). Incidents continue to increase across the county and this reflects the national picture. It is predicted that this rise will continue over the next few years. One in 10 (10%) domestic abuse offences in Cumbria in the 12 months to October 2018 were labelled as having a mental health contributory factor, 5% being the offender, 3.5% the victim and 1.5% being both parties involved. It is anticipated that these levels could be higher. The relationship between domestic abuse and mental health is two directional; research suggests that women experiencing abuse are at a greater risk of mental health conditions, and that having a mental health condition leaves people more vulnerable to abuse.

Mental ill health combined with domestic abuse and substance misuse are recognised nationally as a “trigger trio” that increases the risk of harm to adults and children in families.

There is considered to be an increased prevalence for serious mental health conditions in the offender population: 14% of female and 7% of male prisoners experienced a psychotic disorder in the last year, a substantial increase compared to the prevalence within the general population (0.7% for both females and males); 51% of female and 33% of male prisoners suffer from depression, compared to 13% of females and 8.6% of males in the general population; half of all female prisoners (50%) and nearly two thirds of male prisoners (64%) have a diagnosed personality disorder compared to 14% of females and 13.2% of males in the general population.

However, people with mental health problems are more likely to be victims of violence than those without mental health problems. A survey carried out in 2013 amongst people with severe mental health problems found that nearly half (45%) had been victims of crime in the previous year, one in five had experience a violent assault, they were five times more likely to be a victim of assault and any crime than people without mental health problems, women with severe mental health problems were ten times more likely to experience assault than those without mental health problems. Cumbria Constabulary’s Rape Pathway Analysis 2019 highlighted that mental health was the most frequently recorded vulnerability, representing 51% of total vulnerabilities.

The NHS Mental Health Implementation plan sets out the importance of partner organisations including the voluntary, community and social enterprise sector working together to address mental health problems. In addition, the Five Year Forward View for Mental Health recommends that the Ministry of Justice, Home Office, Department of Health, NHS England and PHE should work together to develop a complete health and justice pathway to deliver integrated health and justice interventions in the least restrictive setting, appropriate to the crime which has been committed.

Headline Information
<ul style="list-style-type: none">➤ Under 18s alcohol-specific hospital admissions worse than England & the North West➤ 168 alcohol specific deaths in 2015-17 (all ages).➤ 2,498 alcohol specific hospital admissions (all ages) 2017/18.➤ Drug poisoning deaths in Cumbria in 2016-18 higher than the North West and England.➤ 11.5% of all crimes alcohol related in 2018/19.➤ 2,679 alcohol related violence against the person offences and 153 alcohol related sexual offences in 2018/19.➤ 24% of all violent crime has a drugs marker 2017/18.➤ 1,002 drugs offences in 2018/19.

As highlighted previously the demand for all common drug types remains high in the UK. Exploitation through drug trafficking – including county lines is widespread, with gangs from cities such as London, Birmingham and Liverpool operating across England, Wales and Scotland. Cumbria Police Force Strategic Assessment identified a growing trend over several years involving out of county Organised Crime Groups (OCGs) impacting on the drug supply markets in Cumbria. The majority of active OCGs are involved in drug trafficking and supply of the most prevalent commodities being Heroin and Crack Cocaine; most groups are involved in the supply of more than one drug type.

One fifth of male sentenced prisoners (21%) and one quarter of female sentenced prisoners (26%) were opiate users in the previous 12 months, compared to 0.2% across the general population. Estimates put harmful or hazardous drinking for male sentenced prisoners at 63% compared to 30.8% in the general male population, and for female sentenced prisoners 39% compared to 15.2% in the general female population. Substance use among sentenced prisoners is substantially higher than among the wider population.

Although the rate for drug offences in Cumbria in 2018/19 (2.0 per 1,000 population) is lower than the national (England and Wales) rate of 2.6 per 1,000 drug and alcohol misuse has a substantial impact on health. Data show that for Cumbria hospital admission episodes for alcohol-specific conditions in people aged under 18 years in 2015/16-2017/18 (57.8 per 100,000) is worse than England (32.9) and the North West (47.6). Cumbria saw 168 alcohol specific deaths in 2015-17 (all ages) and 2,498 alcohol specific hospital admissions (all ages) 2017/18. The rate of drug poisoning deaths in Cumbria in 2016-18 (10.7 per 100,000 age-standardised rate) is higher than both the North West (9.1) and England (6.7).

Alcohol and drugs have an impact on crime. Alcohol related crime accounted for over one in ten recorded crimes in Cumbria in 2018/19 (11.5%; 4,225). In 2018/19, 2,679 alcohol related violence against the person offences and 153 alcohol related sexual offences were recorded. One in four (25%) of the recent rapes against adult females had been tagged with alcohol being a factor – this increases to 43% when offences with a DV marker are removed. The Constabulary's Violence Strategic Analysis Overview 2018 shows that on average over half (56%) of violence is alcohol related. However, this increases substantially when examining the peak period around the evening/early hours of the weekend; with on average 81% of violence having an alcohol influence.

The overview also shows that one quarter (24%) of all violent crime has a drugs marker – similar levels to previous 12 months – this is consistent in violence with and without injury. Drug dealing is the concern voiced most frequently in the Police Public Consultation Survey

carried out in both 2018 and 2019. There were 1,002 reported drug offences (trafficking and possession) in Cumbria in 2018/19. Substance misuse combined with domestic abuse and mental ill health are recognised nationally as a “trigger trio” that increases the risk of harm to adults and children in families.

The Government’s Drug Strategy 2017 sets out the expectations for action from a wide range of partners, including those in education, health, safeguarding, criminal justice, housing and employment to reduce the use of illicit substances and improve addiction recovery. Cumbria County Council has public health responsibilities for meeting drug and alcohol treatment and care needs of the population through commissioning services with the public health grant and working in partnership with other agencies. In total 2,636 people received treatment from Unity Drug and Alcohol Service in 2018/19 (new referrals and existing clients); 331 under 18 year olds were referred to Cumbria County Council’s Health and Wellbeing Team for drug / alcohol misuse.

The negative impact of drug and alcohol misuse on the health and wellbeing of Cumbria’s communities is recognised within Cumbria’s Joint Public Health Strategy 2019-2029; tackling drug use and unsafe alcohol consumption is a priority for immediate focus.

Headline Information
<ul style="list-style-type: none">➤ Steady rise in the use of the cyber marker in crime recording in Cumbria.➤ Majority in Cumbria relates to harassment, indecent images and sexual offences against children.➤ 44% of sexual offences with a child victim have a cyber-marker.➤ 162 cyber-dependent crimes in Cumbria in 2018/19.➤ 3,077 crimes reported to Action Fraud in 2018/19 (79% cyber-enabled).

Nationally the threat from cyber-crime to the UK continues to rise in scale and complexity, affecting essential services, businesses and private individuals alike. Cyber-crime costs the UK billions of pounds, causes untold damage, and threatens national security. There are two types of cyber-crime: cyber dependent crimes and cyber enabled crimes. Cyber dependent crimes are offences that can only be committed via a computer, computer network or other form of information and communication technology. Cyber enabled crimes are traditional crimes that can be increased in their scale or reach by the use of ICT, but unlike cyber dependant crimes, they can be committed without it.

Cyber-crime is not a separate legal offence and does not form part of the Home Office notifiable offence list. Instead such offences are recorded using a cyber marker within the crime categories to which they relate based on the nature of the offence.

The CSEW reports that there has been much increased focus on cyber-threats following several recent high-profile cyber-attacks and security breaches on national institutions, such as the WannaCry global ransomware attack in May 2017, which struck the National Health Service, and more locally the 2017 attack on Copeland Borough Council. In Cumbria, there has been a steady rise in the use of the cyber marker in crime recording over the past 3 years. While there have been organisations in Cumbria affected by these global attacks, the majority of cyber crime in Cumbria is made up of harassment, indecent images and sexual offences against children, where crimes are committed online or have an element of internet/social media involvement. The Cumbria Police Force Strategic Assessment identifies the largest increase has been within violence with injury – harassment and stalking offences. Indecent images of children offences and sexual activity involving children offences, which include the sexting and self-generated images offences, also make up a large proportion of crime with a cyber marker.

The Force Strategic Assessment identifies that in the current 12 month period 44% of sexual offences with a child victim have a cyber-marker which is a significant increase on the previous 12 month period where the proportion was 31%. This will be in part due to improved use of the marker but also reflects the level of use of the internet, smart devices and social media by young people. When looking at the other sexual offences recorded within 12 months in more detail for the 18 month period to April 2018, the majority of the CSE marked crimes are in the groups “Sexual activity involving a child under 16” and “Sexual activity involving child under 13” which make up 75% of the total. 64% of the crimes in these two groups had the cyber-crime marker against them which would suggest many of these offences had been instigated via online messages/social media.

Data released by Action Fraud shows that during 2018/19, Action Fraud recorded 162 cyber dependent crimes in Cumbria – 16% of reports were from businesses and 84% from

individuals. The top cyber dependent crime was categorised as 'hacking' (of social media and email), of which there were 68 reports. In relation to Fraud, a total of 3,077 crimes were reported to Action Fraud during 2018/19. 50% of reports were from businesses and 50% from individuals. 79% of the fraud was categorised as cyber enabled.

The National Cyber Security Strategy 2016-2021 identifies the need to tackle cyber-crime, and acknowledges securing the national cyberspace will require a collective effort. Public sector organisations, private sector organisations (especially Communications Service Providers), international organisations and individuals have a duty to safeguard the assets that they hold and share intelligence to combat cyber-crime.

Victim Needs Assessment

[Link to categories for consideration](#)

Introduction

This Victims Needs Assessment builds on previous work conducted by the Office of the Police and Crime Commissioner (OPCC) to identify gaps in victim service provision and emerging themes, and provide an evidence base for future commissioning.

What has happened since the last assessment?

Since the previous Victim Needs Assessment and in line with the Police & Crime Commissioners (PCC) commitment to keep victims safe, and at the heart of the criminal justice system, examples of further support and services available to victims is provided below:

- Safer Cumbria has developed and implemented a Quality Assessment Framework to measure compliance around the Victims' Code of Practice across criminal justice agencies. The partnership has conducted three audits and has used the findings to drive improvements across the criminal justice system, for example providing better opportunities for victims to make a victim personal statement. Safer Cumbria is recognised nationally as a trailblazer in measuring compliance against the Victims' Code. In the Victims Strategy, the Ministry of Justice (MOJ) recognised the partnership as an example of 'best practice'.
- The OPCC has worked with the County Council to develop a single gateway to a range of support for victims of all types of crime and antisocial behaviour. This builds on a significant piece of work during the previous year to integrate the independent domestic abuse and sexual violence advisory services. The service has the philosophy of providing the 'right service, first time' to a victim to avoid them having to contact multiple agencies and to have to repeat their story, which victims have told us is one of the most frustrating parts of seeking support following a crime. The commissioned service brings together for the first time, under one contract, emotional and practical support and advocacy for all types of crime, including specialist services for domestic abuse and sexual violence.
- Safer Cumbria has funded the role of a Modern Slavery, Human Trafficking Coordinator to raise awareness and bring together partner agencies to identify pathways and support for victims of modern slavery and human trafficking.
- The OPCC, Cumbria County Council, the local Children's Safeguarding Hub and schools have funded Operation Encompass, which provides early reporting to schools of any domestic abuse incidents that occurs outside of school hours and might have an impact on a child attending school the following day.

Strategic Context

Since the last Victims Needs Assessment in 2015/16, nationally there has been many legislative changes. On the 10th September 2019, the Government launched its Victims Strategy. The strategy is the first cross-government approach to supporting victims in their journey through the justice system.

The strategy highlights the ways in which crime is evolving:

“Technology has become an enabler for criminality, leading to new crimes such as upskirting, and a rise in other offences such as stalking. Fraud and cyber offences now account for nearly half of all crime in England and Wales. More victims are coming forward to report crimes that have traditionally been under-reported and seek support.”

It states that the support offered to victims must keep pace with these changes and that ***‘no-one should feel that they cannot report a crime, or that their voice won’t be heard. No-one should have to deal with the trauma of crime alone.’***

The strategy puts forward a comprehensive suite of measures that will support even more victims to speak up by giving them the certainty they will be:

- understood;
- protected; and
- supported through their journey, regardless of their circumstances or background.

One of the key aspects of the strategy is to revise the Victims’ Code to ensure the entitlements better reflect the needs of victims, the changing nature of crime and hold agencies to account for compliance with the Code through improved reporting, monitoring and transparency.

The Police & Crime Commissioner plays a crucial role in ensuring that victims are appropriately supported and that they receive their entitlements under the Victims’ Code. In 2017, in partnership with Safer Cumbria, a Quality Assessment Framework was developed to ensure victims and witnesses receive the services and support they need from the criminal justice system, and improve compliance against the Victims’ Code of Practice.

During the next three years there will be a number of key developments, which will change the landscape in respect of victim services further. This includes, the implementation of the key measures in the Victims Strategy, although much of the detail will be decided by a series of consultations, such as the possibility of a Victims’ Bill, which will offer the opportunity for a national debate on the rights and entitlements of victims. The new Victims’ Commissioner will drive improvements for victims and will also focus on the introduction of the Domestic Abuse Bill.

“I want to use my influence and experience to make stronger recommendations and help to deliver much needed essential reforms.”
(Dame Vera Baird, Victims’ Commissioner)

In addition, crimes such as cyber-crime, online grooming and bullying, hate crime and modern-day human slavery are all rising issues of concern. There is increasing pressure on policy makers and service providers to find appropriate means of supporting the victims of these crimes.

Crime Data

There has been a rise in recorded crime in Cumbria. The Office of National Statistics (ONS) findings with regards changes in reporting and recording practices need to be taken into account when considering local data. HMICFRS has awarded Cumbria Police with an ‘outstanding’ grading following a Crime Data Integrity Inspection earlier this year.

From April 2018 to March 2019, Cumbria Police recorded 31,364 victim-based crimes, an increase of 6,330 (25.3%) when compared to the previous year (25,034 crimes). During the same period, incidents of antisocial behaviour reduced by 19.4% from 11,250 to 9,063 incidents (-2,187). A breakdown by crime type is provided below:

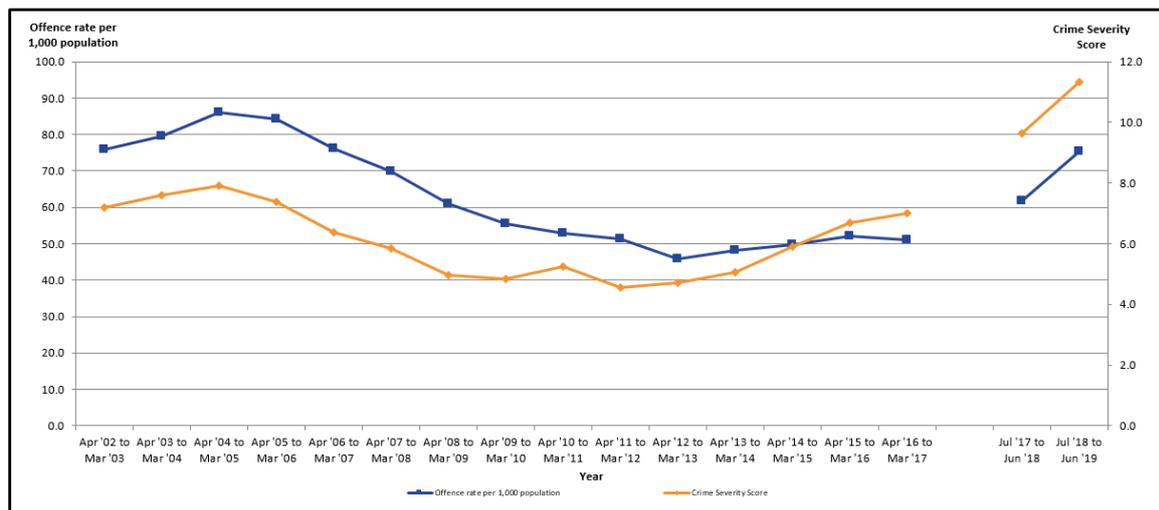
- Violence against the person offences rose by 53.4% from 9,284 to 14,242 (+4,958).
- Sexual offences increased by 25.8%, from 1,325 to 1,667 (+342).
- Robbery offences rose from 95 to 142 offences (+49.5%).
- Theft offences increased by 6.1%, from 9,200 to 9,758 (+558 crimes).
- Criminal damage and arson rose by 8.7%, from 5,133 to 5,580 (+447).
- Public order offences increased by 88.1%, from 1,751 to 3,294 (+1,543).

- Hate crime increased by 79.4%, from 418 to 750 (+332).
- Domestic Abuse incidents rose by 9.6%, from 7,261 to 7,954 (+693).

The Joint Crime and Community Safety Strategic Assessment for Cumbria (CCSSA) 2018/19 provides a more in depth breakdown of the types of crimes occurring across the districts in Cumbria.

As has been reported nationally, the nature and scale of demand facing the police service is changing. Whilst many traditional crime types have seen a decrease in the number of offences reported, there has at the same time been an increase in more serious and complex crime. To try and measure this shift in demand, the ONS has created a Crime Severity Score Data Tool, which gives more severe offence categories a higher weighting than less severe ones. This is calculated for each offence type published within the police recorded crime series and is based on sentencing information.

The chart overleaf is taken from the ONS Crime Severity Tool and illustrates that recorded crime has increased significantly in Cumbria (largely due to changes in crime recording), as well as the severity of the offences being reported.



The Victims Voice

Consultation has been carried out with service-users and providers of victim services to identify any emerging issues in relation to their experience of the criminal justice system and support services.

❖ Poor and inadequate communication

As part of OPCC contract management arrangement, the Victims' Advocate conducts observations of service delivery and dip sampling of cases, and meets directly with victims. Recent findings show that a key issue for victim is overall communication. Feedback indicates improvements are required around:

- The timeliness of information provided to victims throughout their journey.
- The quality of information.
- How the information is communicated.
- A clearer understanding of how the criminal justice system works and of the support services available.
- Referrals to support services should only occur with the victim's consent.

The impact of this can leave the victim unsure as to the progress of their case, can leave them despondent, unable to move on from the crime and feel afraid. One service provider highlighted the frustration of the victim being **“left in the dark.”**

The last Quality Assessment Framework Audit also identified this as an issue, as well as poor communication between agencies. It was apparent that there was a lack of consistency as to who updated victims and there were occasions when the data provided by agencies did not correlate. This could lead to victims ‘falling through the net’ and being misinformed.

When victims receive regular updates it can have a profound impact on their experience of the criminal justice system. One victim stated, **“she received regular updates from her investigating officer and felt well supported throughout. She was able to ask questions and feel reassured that she was believed.”**

❖ Evidence to progress case

Victims raised concerns and disappointment around No Further Action decisions (NFA) made by the Police and Crown Prosecution Service (CPS). Victims expressed a feeling of being ‘let down’ by the system and questioned the level of evidence required to proceed to prosecution.

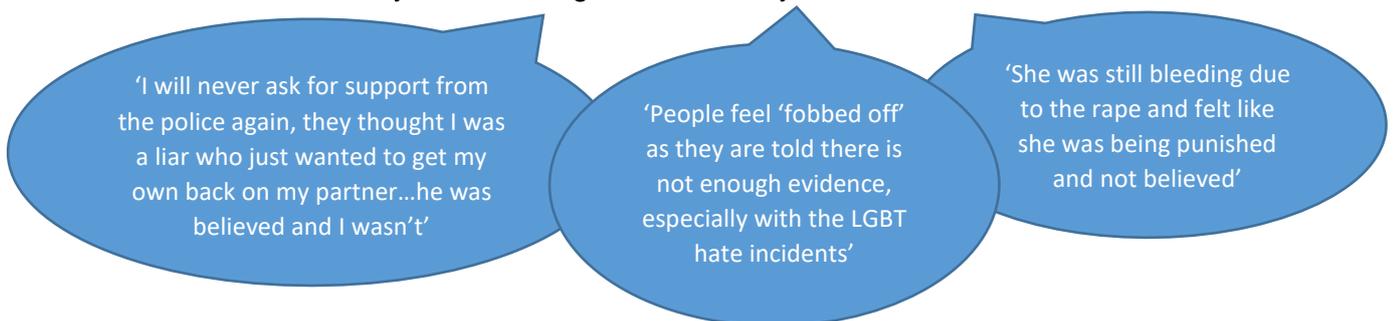
❖ Considering all the evidence

In relation to domestic abuse victims, service providers have identified that a reoccurring theme experienced by victims is that the full history around their circumstances is not considered and taken into account when determining a decision as to how their case progresses. For example, a decision was made to NFA a rape case without taking into consideration that the victim had a history of domestic abuse with the perpetrator. This has also been experienced and expressed as a concern by victims of hate crime. For example, consideration has not always been given to previous incidents reported to the police.

In relation to sexual violence, concerns have been raised by support services regarding the amount of NFA decisions being made, and the time taken to reach this decision.

❖ Victims feel they are not being taken seriously

Victims sometimes feel they are not being taken seriously:



❖ Victim Personal Statements (VPS)

Whilst work is ongoing to improve the victims experience around VPS, the following issues have been identified through the Quality Assessment Framework and service providers:

- When appropriate, some victims are not always offered the chance to make a VPS.
- The process for enabling the victim to read their statement in court could be improved.
- The purpose of a VPS and how it can/maybe used needs to be communicated clearly to victims.

❖ Sentencing guidelines

The Victims and Witnesses Consultation Group has raised issues regarding methods of disposal and sentencing guidelines and feel the level of sentencing available to magistrates and crown courts is sometimes poor. It is felt that the needs of victims are secondary to those of the perpetrator.

❖ Managing the expectations of victims

A supporting factor for victims is around managing their expectations. Service providers require a greater understanding of the criminal justice process and the specialist support services available to victims. In addition, the complexity of evidence gathering and the time taken to investigate cases fully needs to be clearly explained to victims who often feel **“like a cog”** or **“stuck in the system”**. This would improve the experience of the victim through their criminal justice journey and beyond.

❖ Targeted interventions

The feedback received from victims who had engaged in targeted interventions was generally positive. The comments below help to highlight the importance of commissioned services.

‘Put simply, I wouldn’t be here now without a safe place to have gone to, a person who knew what I had gone through, and a whole range of programmes to help me to control my future’

Women Community Matters

‘The change all started with Step-Up...I handle things so much better. I have the faith to know that other people out there can help. In know I am not alone.’

Step-Up Programme

‘All participants thought the course so far was beneficial as there is “nothing else out there like it”. One couple shared the fact that they had sought help previously “but due to cost could not afford to take it up”

Turning the Spotlight

‘I’m glad he gave me answers and was made to answer for it, instead of sitting in a cell’

‘I will feel better going around town now and I won’t feel scared if I see him’

Remedi

Conclusion

The Safer Cumbria Quality Assessment Framework will ensure that the entitlements of victims under the Victims’ Code of Practice are monitored and any issues identified across all criminal justice agencies are addressed.

The direct contact, dip sampling and observation processes used as part of the OPCC contract management will also monitor and address any issues identified in services commissioned to support victims.

These processes will be helpful in supporting the future co-commissioning of services for victims.

Public Priorities

[Link to categories for consideration](#)

Headline Information	
➤	Following consultation with the public, the top local concern in Cumbria is drug dealing / taking, followed by antisocial behaviour and then antisocial driving behaviour.
➤	The consequences of drug and alcohol misuse is also a real concern to local communities in Cumbria (related violence and crime).

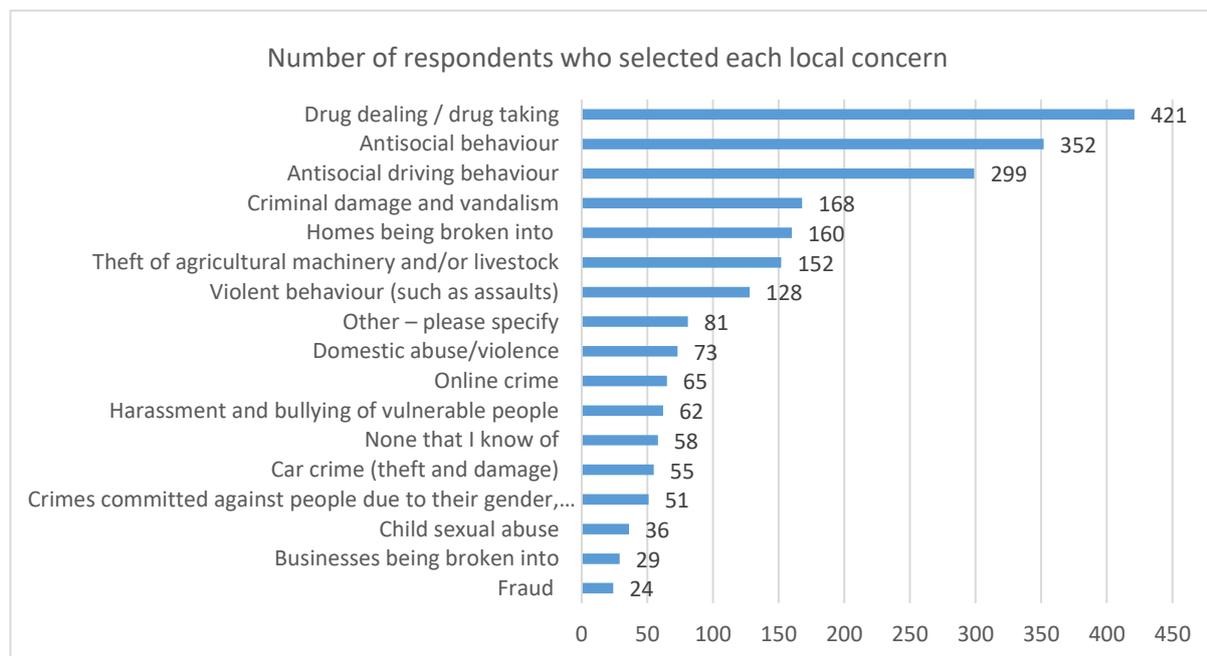
Each year, the Office of the Police and Crime Commissioner (OPCC) and Cumbria Police carry out a joint public consultation survey. The survey is made available online, and is also distributed directly to:

- All members of the Constabulary's Citizen Panel.
- All district and county councillors.
- All parish councils.
- Independent Advisory Group members.
- Churches Together.

In 2019, 842 people completed the survey. The demographics of those who responded reflect the wider population of Cumbria. The top local concerns raised by respondents were:

- Drug dealing / taking.
- Antisocial behaviour.
- Antisocial driving behaviour.

The top three concerns also mirror those identified in 2018, albeit in a different order – drug taking, antisocial driving behaviour and antisocial behaviour.



The key findings of the 2018 survey are presented in the CCSSA.

The table overleaf shows the top three concerns by district:

Allerdale	Barrow-in-Furness	Carlisle	Copeland	Eden	South Lakeland
Drug dealing / drug taking	Drug dealing / drug taking	Antisocial behaviour	Drug dealing / drug taking	Theft of agricultural machinery and/or livestock	Drug dealing / drug taking
Antisocial behaviour	Antisocial behaviour	Drug dealing / drug taking	Antisocial behaviour	Drug dealing / drug taking	Antisocial behaviour
Antisocial driving behaviour	Antisocial driving behaviour				

Throughout the year, the Police & Crime Commissioner holds a number of public surgeries across the county, providing an opportunity for people to raise any issues and share their views on community safety and policing in Cumbria. At these events members of the public are also asked to select, from a pre-defined list, the top three issues that concern them the most in their neighbourhood. So far, 240 people have taken part in the survey.

Overall, drug and alcohol related violence and crime was identified as the top concern (70.4%: 169 people), followed by road safety such as speeding and careless driving (49.1%: 118) and then sexual assault involving adults and children (46.2%: 111).

- **Drugs**

It is clear from recent public consultation that the dealing/taking of drugs and the consequences of drug activity is a real concern to local communities in Cumbria. The complexity and pervasiveness of drug misuse and the harm it causes means that no one can tackle it alone. This includes crime committed to fuel drug dependence; organised criminality, violence and exploitation as well as the significant psychological and health risks associated with drugs. Therefore, partnership working from the statutory, voluntary and community sector and others with an interest is essential. As highlighted earlier under the serious violence category, there is a growing trend in OCG activity impacting on the drug market in Cumbria.

The Government published in July 2017 a cross cutting and ambitious Drug Strategy that sets out clear expectations for action at all levels through a collaborative and partnership-based approach from a wide range of partners, including those in education, health, safeguarding, criminal justice, housing and employment.

- **Antisocial Behaviour**

Although police recorded data show the number of antisocial behaviour incidents are falling, members of the public still perceive this to be an area of concern. At the end of 2018/19, the number of recorded antisocial behaviour incidents fell by 19.4% from 11,250 to 9,063 incidents (-2,187), this equates to 18 incidents per 1,000 population. There was also a decrease in recorded youth antisocial behaviour from 3,418 to 2,359 (-1,059: 31.0%). This mirrors national trends.

Interestingly, a recent survey conducted by Cumbria Police found that 22% of those responding to the survey said they had experienced a crime or incident in the last 12 months that they did not report. 16.2% said they had not reported antisocial behaviour.

In April 2019, the former Victim's Commissioner, Baroness Newlove, published a national report ('Antisocial Behaviour: Living a Nightmare') which said victims are being repeatedly targeted and left to "suffer in silence". The feedback from victims is that, all too often, "they feel they are being persistently targeted by their perpetrators, and yet persistently ignored by those with the power to prevent and intervene". Antisocial behaviour can have an impact on victims' mental health, their ability to hold down employment and place strain on family relationships. The report also highlighted how the mechanism known as the "community trigger", which allows victims to require agencies to review the response to the anti-social behaviour they reported, was "largely unknown". In Cumbria, there has not been a community trigger activated to date.

Police, local authorities and housing providers all have responsibility to tackle antisocial behaviour by working together to help victims.

- **Antisocial Driving Behaviour**

Antisocial driving can be described as the use of a vehicle in an antisocial manner such as speeding, inconsiderate parking, phone use whilst driving, etc. This type of activity can put other road users in danger, put the safety of the public at risk and have a significant impact on local communities.

There has been a long term concern amongst local communities around antisocial behaviour, usually drivers speeding and road safety in general. This has been conveyed to the Police & Crime Commissioner at many of his local surgeries (which are held on a regular basis in various locations across Cumbria), through correspondence, telephone calls and local council meetings.

In addition, both the 2018 and 2019 OPCC and Cumbria Police joint annual consultation survey, found that eight in ten respondents (82.4% and 82.0% respectively) perceived antisocial driving to be a problem in their local area.

To reassure the public that this is a key priority, the OPCC and Cumbria Police, together with partners agencies, have developed a Safer Driving campaign to help educate and raise awareness of road safety in general and the consequences associated with antisocial driving. Some of the themes covered throughout 2019 have included: No Mobile When Mobile, Dangers of Drug/Drink Driving and Speeding.

In Cumbria, there is the Cumbria Road Safety Partnership (CRSP) and The Collision Reduction and Safer Highways (CRASH) group. CRSP has a road safety plan for 2019/22, which outlines what the partnership will deliver in order to achieve causality reduction. The CRASH group provides a tactical multi-agency forum where cross-business responses are discussed to problem solve and respond to emerging threats and collision trends.

It is important the OPCC continues to engage with CRSP and CRASH in order to gain further assurance that antisocial driving behaviour is being addressed across Cumbria.

- **Sexual Assault**

This is highlighted earlier under the sexual offences and rape category.

- **Quality of Service & Policing Issues (QSPIs)**

The OPCC receives a number of telephone calls and emails from members of the public who wish to raise issues or dissatisfaction about the policing service they have experienced. These are regarded as quality of service and policing issues (QSPIs). A system has been developed within the OPCC to acknowledge, log and monitor the resolution of the issues raised. Once a QSPI is logged, it is then allocated appropriately. Predominately, the majority of issues are passed through the Chief Constable's Office and then assigned to the appropriate Neighbourhood Policing Area or department to deal with. Regular contact between the OPCC and the Chief Constable's Office takes place to ensure that matters are progressed in a timely manner.

In 2018/19, the OPCC received 413 QSPIs from members of the public, an increase of 46.5% when compared to 2017/18 (282). The majority of the issues raised in 2018/19 (38.2%: 158) were in relation to the general level of policing service received followed by Appleby Horse Fair (33.1%: 137).

The concerns logged within the general level of policing service category indicate individuals were unhappy with the level of policing service they have received, and/or the outcome following an investigation. The OPCC has identified that a large number of these concerns are due to a lack of communication or updates received from the Police during an investigation. To address this, further training and advice has been provided to those officers involved and relevant procedures re-issued as a reminder to teams where appropriate.

In 2018/19 the Commissioner received an unusually high number of complaints from the community in respect of the Appleby Horse Fair. To address this, the Commissioner held public surgeries in Kirkby Stephen and Kirkby Lonsdale and raised the concerns directly with the Chief Constable and the Multi-agency Strategic Co-ordination Group (MASCG). The Commissioner also requested a formal review of the policing operation specifically focusing on the period in the lead up to the fair. Both the feedback from the public and the policing review were used to improve the coordination of the Appleby Fair in 2019.

Transport issues is another area of concern raised and covers a range of issues such as speeding; general driving; damage to vehicles; parking; abandoned vehicles and cyclists on pavements. In 2018/19, 15.7%: 65 QSPIs fell into this category. The main concerns highlighted were speeding vehicles and dangerous driving. This information enables the local policing teams to gather as much information/intelligence directly from members of the public which feed into future policing plans and patrol strategies for that area. Community speed watch groups have also been set up in some areas following intervention from the OPCC.

Other concerns raised by the public include the Council Tax precept (10.0%) and antisocial behaviour (5.0%).

- **The Cumbria Youth Commission (CYC)**

In 2017, the Police & Crime Commissioner established the Cumbria Youth Commission (CYC), which provides a platform for young people aged 14 to 25 years to shape the future of policing and crime prevention in Cumbria, working in partnership with the OPCC and Cumbria Police. The CYC is made up of a diverse range of young people with different backgrounds and life experiences.

The CYC has identified four key priorities they will focus on during 2019/20:

1. Abuse
2. Mental Health

3. Hate Crime
4. Drug and Alcohol Abuse

To help establish the views of young people in respect of the above and identify key issues, the CYC members have delivered 19 consultation events across Cumbria, targeting educational facilities, youth groups and other youth organisations – gathering views from over 500 young people so far. Next, the CYC will carry out in-depth consultations with minority groups and larger educational establishments. This will result in 1500 responses from young people across Cumbria. The findings will be presented at a conference in February 2020, with key recommendations, to an audience of decision-makers and officials from the OPCC, the Police, partner agencies and other organisations that have been involved in this project.

Acronyms

A&E	Accident and Emergency
BAME	Black, Asian and Minority Ethnic
CCC / Cumbria CC	Cumbria County Council
CCE	Child Criminal Exploitation
CCSSA	Crime and Community Safety Strategic Assessment
CPS	Crown Prosecution Service
CRASH	Collision Reduction and Safer Highways
CRSP	Cumbria Road Safety Partnership
CSE	Child Sexual Exploitation
CSEW	Crime Survey for England and Wales
CYC	Cumbria Youth Commission
DfT	Department For Transport
DV	Domestic Violence
HMICFRS	Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services
IOM	Integrated Offender Management
LGBT+	Lesbian, Gay, Bisexual, Transgender/Transsexual plus
MAPPA	Multi-Agency Public Protection Arrangements
MOJ	Ministry of Justice
NCA	National Crime Agency
NFA	No Further Action
NFU	National Farmers Union
NPS	National Probation Service
NRM	National Referral Mechanism
NSPCC	National Society for the Prevention of Cruelty to Children
OCG	Organised Crime Group
ONS	Office of National Statistics
OPCC	Office of the Police and Crime Commissioner
PCC	Police and Crime Commissioner
UK	United Kingdom

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