Safer Plymouth: a strategic assessment of threat, risk and harm 2022/23

Introduction

Safer Plymouth is the Community Safety Partnership for Plymouth. We are made up of six statutory organisations (referred to as responsible authorities), working alongside a wide range of other agencies to protect our local community from crime and to help people feel safer. The responsible authorities are Plymouth City Council, Devon and Cornwall Police, Devon and Somerset Fire and Rescue Service, National Probation Service and NHS Devon.

Achieving safer communities depends on everyone working together to find local solutions to local problems. Safer Plymouth has a responsibility to do all that it can to reduce crime and disorder including domestic abuse and sexual violence, anti-social behaviour, problem use of drugs and alcohol and re-offending. Safer Plymouth provides leadership, support and co-ordination of the work of all the partners in the local area by

- Producing an annual strategic assessment to identify community safety priorities and setting objective
- Developing a three year Partnership Plan, refreshed annually, to ensure activities to address the community safety priorities are co-ordinated
- Monitoring delivery against objectives and driving good performance by targeting resources to deliver efficient and effective outcomes for communities
- Developing a communication plan to raise the profile of Safer Plymouth, its purpose, priorities and achievements

Safer Plymouth reports to the Health and Wellbeing Board to ensure strong links between community safety issues and health and wellbeing issues, allowing the Safer Plymouth Board to lead on community safety issues, and quality assure activity.

Taking a public health approach, Safer Plymouth acknowledges the multiple and complex influences on community safety issues including environmental and social factors and familial and peer influences. The partnership looks beyond criminal justice responses to whole system approaches that prioritise prevention and give focus to reducing and mitigating risk factors and building protective factors. Safer Plymouth is also informed by, and aligned to, the work of the Trauma Informed Network for Plymouth. It recognises that trauma is an important determinant of people's experiences and promotes compassionate responses that are person-centred and collaborative.

As part of the development of statutory partnership plans, Community Safety Partnerships (CSPs) – known locally as Safer Plymouth, are required to set their priorities based upon the findings from the evidence presented in their local Strategic Crime Assessments. The Partnership Plan for Safer Plymouth is contained within the overarching Plymouth Plan, which sets out the direction of travel for the long term future of the city until 2034, specifically:-

 "work towards delivering strong and safe communities and good quality neighbourhoods by delivering a partnership approach to:
Tackle crime and disorder that causes the most harm and affects those most at risk
Reducing opportunities for crime and the fear of crime by requiring all new development to incorporate good design principles"

This document is intended to inform the development of the community safety element of the Plan.

Acknowledgments

Attendees and number of scoring contributions for each workshop

Workshop	No. of Attendees	No. of Scoring Assessments	Partners involved in Scoring
Safer Families	14	8	NSPCC, Plymouth City Council, Public Health, Zone and Devon and Cornwall Police
ASB	22	12	Plymouth Community Homes, Zone, Devon & Cornwall Police, Plymouth City Council, Plymouth Community Homes, Devon and Somerset Fire and Rescue Service, Environmental Health and Sovereign Housing
Hate Crime	17	11	Plymouth Community Homes, Devon & Cornwall Police, Shekinah, Devon Racial Equality Council, Plymouth City Council, Plymouth University, Trevi and Victim Support
Drug & Alcohol Harm	12	6	Plymouth City Council, Devon & Cornwall Police, Harbour and Pause Plymouth and the Zone
DASV	25	12	Trevi, Devon & Cornwall Police, Plymouth City Council, Ahimsa, Plymouth University, Plymouth Domestic Abuse Service, Adult Safeguarding, Office of the Police and Crime Commissioner, First Light, NSPCC
Modern Slavery	9	5	Devon & Cornwall Police, Plymouth City Council, Integrated Care Board and the Zone
Serious Violence	11	4	Devon & Cornwall Police, Plymouth City Council, Public Health and Adult Safeguarding

Plymouth: an overview

Plymouth is Britain's Ocean city with ambitious plans to be one of Europe's most vibrant water front cities. Plymouth is one of the largest cities on the south coast and the fifteenth largest city in England. With a travel-to-work area bringing in over 100,000 people, a tourist industry drawing in more than 5 million visitors, and approximately 26,000 students, the city is a significant economic and cultural centre which also enjoys a thriving evening and night time economy.

Plymouth is also a city that has significant deprivation. More than 46,000 city residents live in the most (10%) deprived areas in England. Inequalities occur both geographically across the city, and within and across communities, with disadvantaged and marginalised populations most severely affected. These communities experience multiple social and economic issues, such as lower incomes, higher unemployment rates, poorer health and housing conditions and higher rates of crime and disorder.

About the area: key statistics[1]

People	**Current population is estimated to be around 264,700** and projected to **increase to around 274,300** by 2034		**22%** are aged **under 19** 23% across England **8%** are aged **20 to 24** 6% across England **18%** are aged **65 and over** 18% across England 7% **BAME** (not White British) 20% across England
Vulnerable groups	**12% of people** live in one of the **10% most deprived LSOAs** in England **19% of children** are living in poverty 19% across England	**Housing**	**5%** of households **lack central heating** 3% across England **13,500** households in **fuel poverty** (12%)
Education & skills	**5%** of people **aged 16-64** have **no qualifications** 8% across Great Britain	**Economy**	**79%** of people aged 16-64 are **economically active** 78% across Great Britain
Health & wellbeing	**Healthy life expectancy at birth is 60.7 for males and 59.4 for females** 63.4 for males and 63.8 for females nationally	**Access & transport**	**28%** of households **do not have a car** 26% across England

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[1] Data from the Office for National Statistics (2020) and Plymouth Report (2018/19)

QUICK FACTS: PLYMOUTH RECORDED CRIME

Reporting period is the 12 months to 31 March 2022

Key Facts

22,525 crimes / 85.94 crimes per 1,000 resident population;
Rate of crime remains below average for Most Similar Group (MSG, 107.67);
This is an increase of 7.9% from the previous 12 month period (20,869 crimes)
The Universal Dataset provided by Devon and Cornwall Police shows 7,100 Anti-Social Behaviour incidents recorded, this is a 21.4% decrease on the number recorded in 2020/21 (9,031)
(Source: iQuanta unless stated)

Trends
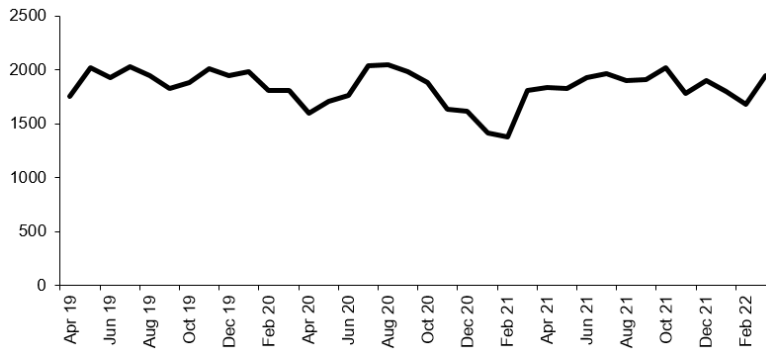
A decreasing trend in overall crime between July 2020 and February 2021 came to an end at the beginning of 2021/22. Though levels in 2021/22 are higher, the trend is steady throughout the year. (Source: iQuanta)

Seasonality
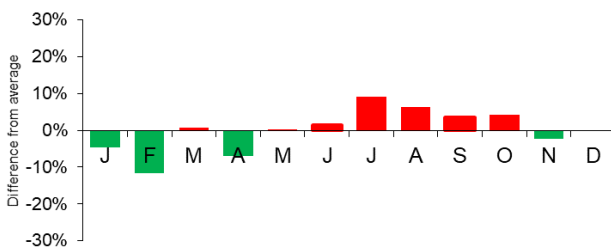
There is a light seasonal pattern of crime in Plymouth, with spring and summer months having higher numbers of recorded crime. There are also smaller peaks seen in October and March. Seasonal trend is based on a three year average. (Source: Universal dataset, Devon and Cornwall Police)

Crimes
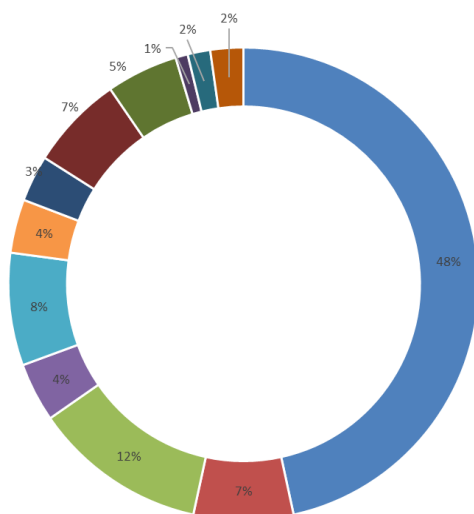
The chart shows the breakdown of crime by type for April 2021 to March 2022.

Violence 48%

Criminal damage 12%

Public order 8%

Theft 7%

Drugs related 7%

Sexual offences 5%

Neighbourhood	Number of crimes	Rate per 1000 population
City Centre	3280	443.7
Stonehouse	2455	245.1
Mutley	814	236.6
Morice Town	543	183.6
Devonport	1185	156.7

In 2021/22 the rate of crime is highest in the City Centre neighbourhood. The neighbourhoods with the lowest rate of crime are Colebrook & Newnham, Goosewell and Elburton & Dunstone.
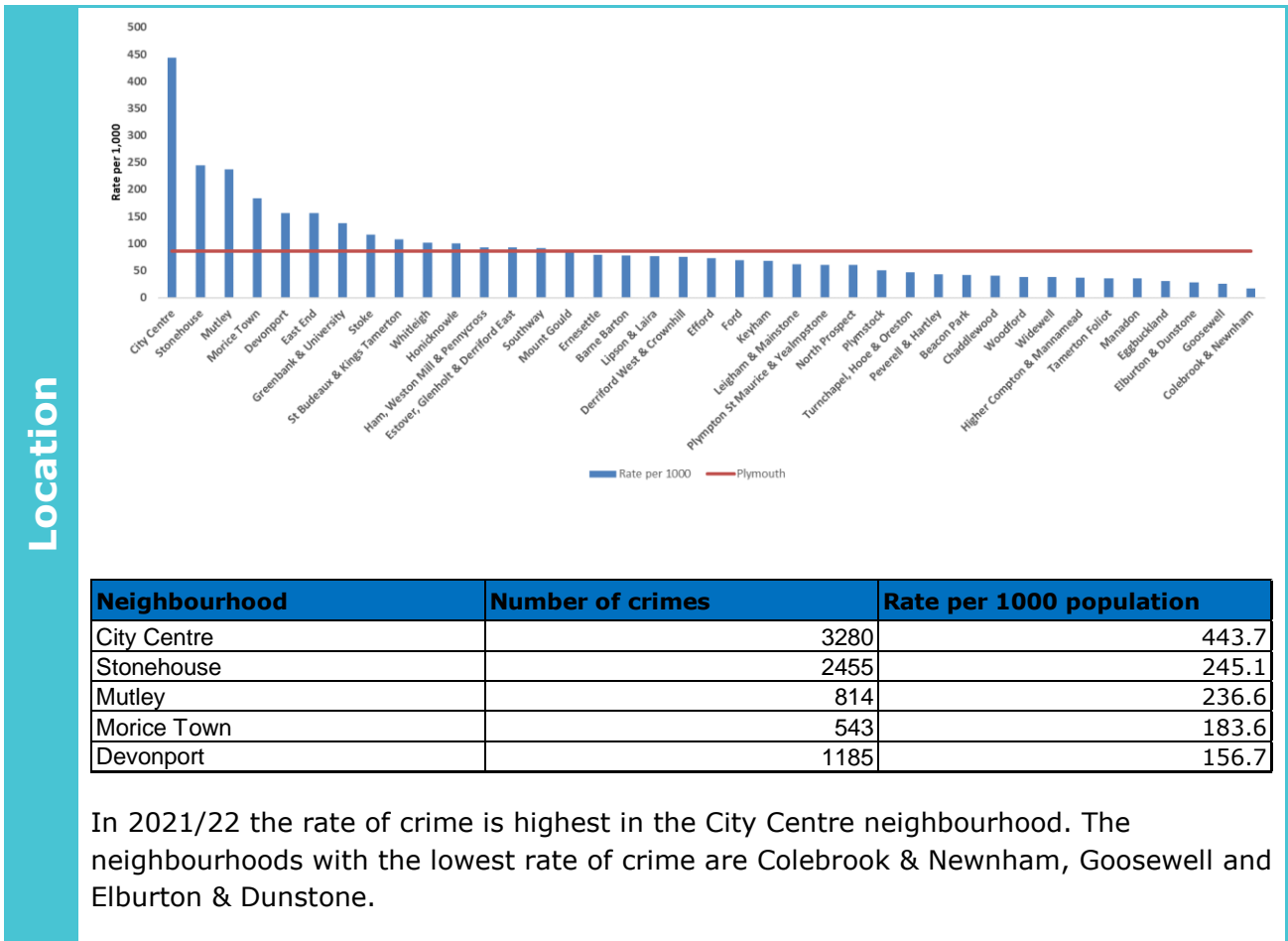
Crime trends

Overall recorded crime in Plymouth increased by 7.9% or 1,656 crimes in the 12 month period to end March 2022 compared with the same period the previous year. This follows on from a 9% decrease reported in last year's strategic crime assessment.This increase in crime may have been affected by the impacts of COVID-19 and the associated lockdowns in the previous years.

Plymouth has a comparatively low crime rate for a city of its type and is placed first in its most similar family group of 15 partnerships* (where first is lowest). Plymouth's crime rate is 85.9 crimes per 1,000 population compared to an average of 107.67 for the iQuanta group of similar areas within which it sits.

As well as having the lowest overall crime rate, Plymouth also has the lowest rates for residential burglary, theft other, shoplifting, theft from vehicle and public order offences. Plymouth does not benchmark as well for violence with injury (14th), other sexual offences (14th) and possession of drugs (15th).

The biggest percentage increases are in other sexual offences, which increased by 35.8% (+233), this is followed by a 24.4% increase in violence with injury (+729) and 16.7% in violence without injury (+599). Eight other crime/ incidents types increased in 2021/22, these are; public order, robbery, rape, non crime domestic incidents, theft other, hate crime, criminal damage and shoplifting.

The biggest reductions were in business burglary, which reduced by 37.6% (-118), this is followed by a 23.6% drop in residential burglary (-111), a 21.4% drop in anti-

social behaviour (-1,931) and 21.3% drop in theft of a vehicle (-54). Reductions were also recorded in trafficking and possession of drugs, theft from a vehicle and domestic abuse crimes.

*Community Safety Partnerships in iQuanta group are; Ipswich, Stevenage, Coventry, Lincoln, Gateshead, Kirklees, Northampton, Luton, Derby, Sheffield, Leeds, Cardiff, Salford and Bolton.

Overall crime 2019-2022

The table below provides a summary of all crime types in the city (where 1st is lowest).

	2019/20	2020/21	2021/22	% Change	Rank within MSP group of 15 areas
All Crime	22,960	20,869	22,525	7.9%	1st
Burglary residential	647	471	360	-23.6%	1st
Burglary business and community	497	314	196	-37.6%	2nd
Robbery	238	179	202	12.8%	5th
Theft other	1,659	1,228	1,326	8.0%	1st
Shoplifting	1,468	861	875	1.6%	1st
Theft from motor vehicle	711	340	300	-11.8%	1st
Theft of motor vehicle	367	253	199	-21.3%	2nd
ASB	8,126	9,031	7,100	-21.4%	N/A
Criminal damage	2,782	2,454	2,605	6.2%	8th
Public order	1,602	1,639	1,858	13.4%	1st
Rape	398	405	450	11.1%	11th
Other sexual offences	614	651	884	35.8%	14th
Domestic abuse crimes	4,882	4,956	4,884	-1.5%	N/A
Domestic abuse non-crime incidents	2,051	2,020	2,212	9.5%	N/A
Possession of drugs	809	1,059	973	-8.1%	15th
Trafficking of drugs	185	309	256	-17.2%	6th
Violence with injury	3,525	2,982	3,711	24.4%	14th
Violence without injury	3,818	3,588	4,187	16.7%	6th
Hate crime	570	548	587	7.1%	N/A

Risks

Crime and other community safety issues have been considered under broad themes using the MoRiLE methodology to undertake a review of strategic threat, risk and harm. More information on the MoRiLE tool and methodology can be found in Appendix A. A full MoRiLE analysis was undertaken in September 2022 using a series of workshops and scoring assessments. Risks have been categorised as High, Medium and Standard.

High Level Risks

These should be prioritised by Safer Plymouth and all of its partners, and feature strongly in local strategies and plans.

- Domestic abuse
- Rape & sexual assault
- Problem drug use
- Drug-related deaths
- Modern slavery[2]
- Violence with injury
- Violence without injury
- Rape - victim under 18
- Other sexual offences - victim under 18
- No. of current sexual offences committed by someone under 18

Medium Level Risks

It is important that Safer Plymouth continues to be proactive in these areas; working together to manage the risks, address identified problems and prevent new problems developing.

- Domestic homicide
- Other sexual offences
- Alcohol misuse
- Alcohol-related hospital admissions
- Alcohol-related crime
- Hate crime (overall)
- ASB (overall)
- Homicides
- County lines/dangerous drug networks
- Trafficking Class A drugs
- Trafficking other drugs
- Possession of weapons
- Robbery
- Make/possess/distribute indecent images of a child
- Missing children

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[2] There is currently work being undertaken within Safer Plymouth to raise further awareness within this area, in line with national focus

Standard Level Risks

These risks are being managed as "business as usual" and/or not placing much additional demand on services. These should be monitored to ensure they continue to be managed well.

- Possession of drugs
- Burglary
- Thefts – shoplifting, thefts of and from motor vehicles, other thefts
- Public order offences
- Criminal damage and arson
- Cybercrime/fraud[3]

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[3] Cyber-dependent and fraud has decreased by 10% and 17%, respectively, over the past year. Multi-agency work is currently being undertaken in Plymouth within these areas and it remains a priority of Safer Plymouth.

Key Areas of Focus

The next section reports on some of these risks in greater detail, providing an overview of MoRiLE scoring as well as qualitative intelligence obtained through the MoRiLE workshops that will assist Safer Plymouth in its decision making.

Please note when looking at overall threat, risk and harm assessment grading, this has been calculated using a further breakdown of the four areas on a scoring matrix which has been moderated to the scores seen below and may be reflected in the final threat, risk and harm overall grading.

Domestic Abuse and Sexual Violence

Domestic Abuse & Sexual Violence	Impact & Harm	Likelihood	Confidence	Organisational Position	Threat, Risk and Harm Assessment
Domestic homicide*					**Medium**
Domestic abuse					**High**
Rape & sexual assault					**High**
Other sexual offences					**Medium**

Key Statistics

* This assessment includes domestic homicide AND domestic-abuse related suicide. When assessing impact and harm, the victim is recognised in domestic homicide as including family and friends, whereas in domestic-abuse related suicides, this would usually be assessed based on the individual victim. We have completed a combined assessment and therefore impact and harm has been measured as per domestic homicide.

- During the timeframe of this assessment, Plymouth has initiated 2 suicide-related Domestic Homicide Reviews and 1 Domestic Homicide Review relating to the Keyham shootings (child to parent homicide)
- The volume of domestic abuse related crimes decreased in 2021/22 by 1.5% (-72). Domestic abuse related non-crime incidents increased, by 9.5% (+192)**
- There were 450 reported crimes of rape, an 11.1% increase from 2020/21, and 13.1% increase on 2021/22. This is less of an increase than Peninsula comparator areas**
- The number of 'Other sexual assaults' recorded in 2021/22 is 35.8% higher than in 2020/21, an increase of 233 crimes** this is similar to Peninsula comparator areas
- Youth Justice Service Data shows 71 domestic abuse related offences within their caseload
- Plymouth Domestic Abuse Service had 2953 referrals in 2021/22, a decrease of 16% on the previous year
- Data from the Plymouth Sexual Assault Referral Centre (SARC) shows 192 referrals during 2021/22
- First Light therapeutic service had 120 children and young person referrals and 466 adult referrals 2021/22

**based on the Universal Dataset provided by Devon and Cornwall Police.

Impact	• **Victim/subject** - The risks of harm are broadly substantial, but particularly severe psychologically for victims; individuals may require specific treatment involving partner organisations. Victims

may also require hospitalisation and face significant financial losses, where there is a notable impact on the local community.

- High risk DASH (domestic abuse, stalking & harassment and Honour Based Abuse) risk assessments have remained around the same number as the previous year, however standard risk has decreased significantly and medium risk therefore increased significantly. It is not clear why this but it is suggested by the Police that it could be a training issue with "risk grading".

- More efforts are being made for evidence led prosecutions where cases can be taken forward without the explicit support of a victim, due to 45% of domestic abuse cases not being proceeded with as people feel unable to support prosecution due to financial impacts, children, isolation etc.

- Felt increased focus is needed on behaviour change programmes for perpetrators. The Office for Police and Crime Commissioner (OPCC) are leading work to develop a perpetrator strategy focusing on behaviour change.

- Perpetrator programmes allow better management of risk to multiple victims and children. There has been an increase in self-referrals to perpetrator programmes.

- Domestic Violence Protection Orders (DVPO) have been used to support victims and allow breaks from contact, positively impacting victims.

- Stalking and harassment identified as a major risk factor for victims, however there has been a slight increase in this offence in this last year which is believed to be due to a general increased awareness and understanding in this area.

- Need to raise more awareness of coercive control and more support to victims of this.

- Police are introducing new domestic abuse unit – Operation Moonstone to provide a better service to victims and better risk assessments coupled with dedicated investigation team.

- Hospital assault data shows 20% of incidents are recorded in the home, this number may not be a true reflection as disparity between number of crimes and number of hospital attendances could be impacted by injuries not deemed serious enough to attend hospital or concerns about hospital delays following COVID-19.

- MARAC (Multi Agency Risk Assessment Conference) data is showing some increase in referrals, with a significant increase in repeat perpetrators and victims. It was highlighted more analysis of MARAC data is needed to link into multi agency response strategies.

- Adult Safeguarding referrals for domestic abuse where adult victims meet the care act definition have decreased from 143 females and 25 males to 126 females and 21 males between 2020 and 2021.

- Victims, including family members and children, are often subject to long-term risks of harm, particularly in relation to domestic homicides.

- Some people do not report that they are the victim of rape and sexual assault – therefore these cases are not captured in data recorded by the Police and support agencies. Some victims of rape and sexual assault do not seek help from services and may therefore not be receiving support for their trauma.

Likelihood	• Significant increase in reporting of rape and sexual offences despite the lack of positive changes in conviction rate. • Need to work in partnership to understand issues around attrition rate and why people disengage from prosecution/investigation. • Increase in other sexual offences by 35% may in part reflect an increase in reporting. • Increased awareness and reporting of offences have increased engagement of the public with many forms of domestic abuse and sexual violence crimes. • SARC (Sexual Assault Referral Centre) data of 192 referrals 2021/22 may not be fully representative as some Plymouth residents visited other SARCs in the Peninsula and some of those seen at the Plymouth SARC were from other areas of the Peninsula. • First Light stated that demand for therapeutic support outstrips supply across Devon and Cornwall with 12 weeks waits for adult referrals. They are working with OPCC working to increase capacity. • Increasing number of transgender people coming forward to support services. • There is an increase in reporting to third party services rather than the Police, First Light and SARC have seen increase of self-reports.
Organisational response	• Domestic abuse enquiries by Police have increased by 10%, more Claire's Law disclosure requests have been made and more coming through partner agencies to police helping to safeguard individuals at risk of a repeat perpetrators. • **Regional priority** to tackle effectively with moderate levels of public expectation. Domestic homicides are understandably of high priority and public interest • **Costs to respond** are recognised as long-term for all agencies and are managed within existing organisations. Domestic Homicide Reviews require significant multi-agency involvement and costs are absorbed into these agencies without specific funding identified. • **Capacity** – limited issues were raised in workshops however issues exist in capacity with addressing rape & sexual assault crimes. Gaps were identified in dedicated knowledge and services for children and young people who are victims of domestic abuse. Concerns raised around capacity for multi-agency involvement in Domestic Homicide Reviews due to the significant increase in cases over the last year. • Recognised there are gaps around providing support to both victims and perpetrators of domestic abuse. This is largely due to large case numbers and limited funds to resource support services. • **Capability** – trauma informed practice has maintained online training and input presence, heavily utilised by multiple agencies in the city. Bystander training has been successfully delivered to multiple agencies and bystander "train the trainer" has also been delivered to number. Minimal lack of skills identified among agencies, but continuing management of the issues, however it is acknowledged that better support to both victims and perpetrators could be provided.

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	• **Mitigating Factors** – a trauma informed approach continues to be delivered by support services in the city. This year has seen strong focus and investment on reducing domestic abuse including the Violence against Women and Girls Commission dedicated to addressing ending male violence. There is also Operation Moonstone a new dedicated domestic abuse unit within Devon and Cornwall Police to offer a better service to victims and a dedicated investigation team. Domestic abuse and sexual violence are current priority areas for Safer Plymouth. The new Changing Futures programme is working to better understand those who experience multiple disadvantages and create change at individual, service and system level.
Knowledge gaps	• **Moderate-High confidence** in the intelligence assessment • **Gaps identified** – Increase in reporting of offences may be in part due to increased reporting and investigation from the Police, which could temper the increase in figures of offences. • There may need to be further DASH risk assessment training within the police to ensure correct risk grading. • Perpetrator behaviour change programmes need to implemented further to identify how to target people who cause domestic abuse. • Depending on the time of incident, there may be a disparity between the number of incidents and those requiring hospital treatment, along with access to services during/following COVID-19.
Recommendation	• Recommended as a priority Safer Plymouth area, focus on domestic abuse, rape and other sexual offences. • Partnership work with the media to raise confidence and awareness of Police and other services. • Consideration of perpetrator interventions and programmes, to better respond and increase engagement with services. • Early intervention as an effective means to prevent perpetration of domestic abuse and sexual violence.

Alcohol and Drug Related Harm

Alcohol and Drug Related Harm	Impact & Harm	Likelihood	Confidence	Organisational Position	Threat, Risk and Harm Assessment
Problem drinkers					**Medium**
Alcohol-related hospital admissions					**Medium**
Alcohol-related crime					**Medium**
Problem drug use					**High**
Possession of drugs					**Standard**
Drug-related deaths*					**High**

Key Statistics

* When assessing impact and harm, the victim is recognised in drug-related deaths as including family and friends.

- In 2021/22, 4,678 crimes were recorded where alcohol was flagged as a contributing factor. This is a 43.0% increase on the 3,280 recorded in 2020/21 and an increase of 36.5% on the 3,427 recorded in 2019/20**
- Total trafficking of non class A drugs increased by 8%, driven entirely by suspects 18 and over
- An estimated 3,484 people are alcohol-dependent within Plymouth*
- From 2017-2019, alcohol-specific mortality in Plymouth was lower than England, whilst alcohol-related mortality was higher than England*
- The number of possession of drugs cases has decreased by 9%, from 1104 to 1005 over the last year
- Whilst the number of possession of drugs in suspects under 18 increased by 19% those in suspects over 18 decreased by a larger quantity of 116 (-11%)
- Total trafficking of Class A drugs has decreased by 29%, decreasing both for suspects over 18 (-29%) and under 18 (-13%)
- From 2018-2020, there were 69 drug misuse deaths within Plymouth*
- From 2020-2021, there were 160 hospital admissions for drug poisoning*
- There were 1,446 adults in drug treatment within Plymouth, during 2020-2021, of which 68% were male and 32% female*
- It is estimated that 41% of crack, 47% of opiate and/or crack users, and 40% of opiate users are not currently in treatment*

based on data from the National Drug Treatment Monitoring System (NDTMS)
**based on the Universal Dataset provided by Devon and Cornwall Police.*

Impact	• **Victim/subject** – The physical risks are extremely high including chronic health implications and the need for medical and sometimes specialist treatment/interventions. Can include severe psychological, financial and community harms, depending on the type of alcohol/drug-related issue. Problematic drug use can also carry a risk of the loss of individual lives, where the community impacts are long-lasting, both to those directly affected and the wider community. • Wider economic and social pressures within the system increase the potential risk on young people who are residing within the

	family home – for example could there be more drinking "to cope with social/economic pressures".
	• Concerns impact on young people turning to drug related crime to earn money due to economic pressures within the home and community.
	• Current economic climate providing potential drivers for increased vulnerability to drugs and increased profit-seeking from drug dealers (incentives of offers, quality reduction).
	• Increasing ease of access to social media as a channel to drug involvement.
	• Large numbers of drug users not currently accessing treatment, this may be down to waits of around 6 weeks for services.
	• Identified more young people using alcohol and cannabis – this has increased over lockdown with some as young as 10/11 years.
	• Some young people using alcohol to deal with emotional stress which is increasing their vulnerability.
Likelihood	• Increase in alcohol-related crime is part of an overall trend, in line with changes in lifestyles, e.g. structural unemployment, lockdowns, and the re-opening of night-time economy after COVID-19 restrictions.
	• Anticipation of shifts within drug/alcohol markets (e.g. night-time economy, online drug purchase and lack of accountability).
	• Street drinking has generally gone down in all areas – there is a question as to why this has reduced, for example due to relocation of drinking to other spaces such as the home.
	• Concern that the 29% reduction in class A drug trafficking is a surprising drop, even accounting for extenuating circumstances (COVID-19 lockdowns).
	• Different reporting/data collection may have influenced the data, reduction in proactive measures can lower the crime figure as it may not be identified.
	• External factors can heavily influence figures and prevalence, including activity and coverage of political and policing events.
	• Potential for multiple instances of crime involving the same individuals therefore dominating crime data.
Organisational response	• **Local-regional priority** to tackle effectively with moderate levels of public expectation. Events can generate wider media coverage outside of Plymouth, given the more general concern in the UK around mental health.
	• **Costs to respond** are longer-term but currently being managed within existing organisations, this may change as we enter a time of escalating economic turmoil which may also increase drug/alcohol misuse. Capacity is currently being cited as more of an issue than financial issues due to national struggle to recruit qualified staff into drug and alcohol treatment/support services.
	• Wider costs are high when looking at drug/alcohol related crimes, hospital admissions and treatment, loss of money to families, financial impacts of early deaths and long term illness related to drug/alcohol use.
	• **Capacity** – issues exist around alcohol-related crime, barriers exist in resourcing, as per national trends, rather than financial. Limited issues in resourcing to deal with drug possession, but issues exist in capacity to respond to problematic drug use and drug-related deaths.

	• Hospitals/doctors and emergency medical services are struggling with capacity following COVID-19 pressures and increase use of services leading to delays in dealing with health issues/emergencies related to drug and alcohol use**,** this may lead to an increase in drug/alcohol related deaths. • **Capability** – in workshops scoring cited, minimal lack of skills but continuing management of the issues. Low increases in young people referrals may lead to requiring further resourcing in the future. Regarding drug use, good capability in general except for in tackling problem drug use, where a lack of skills has been identified. Concern around the large number of users not currently in treatment and their causes – acknowledgement of capacity limitations and longer waiting lists, as well as recreational dependency. • **Mitigating factors** - Trauma-informed practices becoming more prominent, expanding the reach of services and allowing more people to access them. Changing Futures programme to ensure greater reach across criminal justice system and join up with domestic abuse and sexual violence services creating a whole system approach, to better understand those who experience multiple disadvantage and create change at individual, service and system level.
Knowledge gaps	• **Moderate confidence** in the intelligence assessment • **Gaps identified** – data from the NDTMS does not exist for alcohol use from 2020 onwards; current statistics are not reflective of the present issue. A deeper understanding needed of people who are not engaged with current services. Reflection needed on the impact of drug and alcohol harm on under-represented communities. Further understanding of social media and drug dealing.
Recommendation	• Drug and alcohol services recommended to be a priority area especially around concerns that the current economic climate will cause an increase in drug and alcohol use and the number of people requiring services going forward.

Hate Crime

Hate Crime	Impact & Harm	Likelihood	Confidence	Organisational Position	Threat, Risk and Harm Assessment
Overall hate crime					**Medium**

Key Statistics
• There has been an overall 5% increase on reported hate crimes since the previous year, with 623 hate crimes recorded in 2021/22   • In terms of volume, the largest number of hate crimes are associated with race, with 346 crimes in 2021/22, however this is a 9% decrease compared to the previous year   • There has been an 86% increase in sexual orientation related hate crime, with 134 crimes in 2021/22   • There has been 12% increase in disablist hate crime, with 65 crimes in 2021/22   • There has been 47% increase in religious hate crime, with 28 crimes in 2021/22   • There has been a 50% decrease in transgender hate crime, with 12 crimes in 2021/22

Impact	• **Victim/subject** – a large majority of risks to victims are psychological and to the community, where there may be need for additional assistance from local GPs and a short-medium term impact on a small proportion of the community. Loss of earnings can result from physical/psychological impact upon victims. • Can create fear and safety concerns in communities as well as make people feel unwanted. • There is also potential for additional economic/financial harms to occur if targeted at businesses and property. • Concerns raised over increased risk and harm to the community without relevant support in place for refugees, asylum seekers and migrants in Plymouth. • Religious hate crimes have been more focused on criminal damage, harassment, and malicious communications – increasing following lockdowns in the previous years. • Given the nature of hate crime, the issue of inequalities – particularly for marginalised groups – is of significant interest, both for the victims and for Plymouth. • Multiple agencies have been working with Ukrainian refugees to help with cohesion in the city, there has been no reported hate crime towards Ukrainian or Russian people in the city.
Likelihood	• Transgender-related hate crime is currently small in number, although it was predicted by several partners that it is likely to increase over the coming year. • Anticipation of an increasing chance of incidents considering wider social, economic, and political pressures on people's lives. • A previous drop-off in cases during 2019/20 due to COVID-19, as fewer people were in contact with one another.
Organisational response	• **Regional/national priority** to tackle effectively with a moderate-high public interest, particularly if more severe hate crimes are committed. • **Costs to respond** are medium-long term but managed within the existing organisations there may be hidden costs around the psychological harm it can cause and treatment/support for this. • **Capacity** – limited issues in resourcing to deal with most forms of hate crime, but issues exist in capacity to respond to racial related hate crime. Third party reporting tool has helped with capacity. Concerns raised around enough support/services/infrastructure to support an increased number of refugees, asylum seekers and migrants. Are resources being used to reach out/target the right people as reporting is still low. • **Capability** – minimal lack of skills but continuing management of the issues. Certain limitations exist in addressing specific needs of hate crime victims, which may require external signposting and better engagement. • **Mitigating factors** - some organisations do not have specifically-trained staff to support people with certain disabilities, but are able to access external support. The Violence against Women and Girls commission was set up to raise awareness of gender-related hate crime within the city. Third party reporting tool has been utilised within partner organisations such as the University. Hate crime is a current priority area for Safer Plymouth.

Knowledge gaps	**Moderate confidence** in the intelligence assessment. Crime figures alone may not represent levels of hate crime within Plymouth as some people may not report. **Gaps identified** – concern around under-reporting, deeper understanding of hate crime related trauma. Some concerns that the MoRiLE scoring process does not capture all concerns but this was negated by a comment and feedback section for additional information.
Recommendation	- There is potential for more diverse community representatives and greater attention within public services, e.g. diverse communities' teams, to effectively address different forms of hate crime. - There is an identified need to support schools around discrimination and anti-racism.

Modern Slavery

Modern Slavery	Impact & Harm	Likelihood	Confidence	Organisational Position	Threat, Risk and Harm Assessment
Modern Slavery	🟨	🟩	🟥	🟩	**High**

Key Statistics
- The volume of modern slavery crimes recorded has decreased 24% with 13 crimes recorded.   - The NRM (National Referral Mechanism) referrals have increased by 9% with 25 referrals in total

Impact	**Victim/subject** – whilst the impacts of modern slavery vary between individuals, the risk of harm is broadly substantial; there is a risk of long term psychological/physical impact requiring additional support, alongside significant financial harms. - The impacts are significant, both directly and indirectly; modern slavery can feed into other areas of exploitation, e.g. drugs and sexual exploitation. - Concern current economic crisis in the country may increase incidents of modern slavery as people exploit others for labour at less cost. - Hidden issue currently due to low reporting and lack of community awareness. - Victims less likely to report through fear of immigration status, loss of finance/support or criminalisation.
Likelihood	- There is currently not enough known about modern slavery in the city to confidently determine the likelihood, given challenges in the reporting and identification of victims. - Wider financial/economic impacts may contribute towards the exacerbation of modern slavery cases.
Organisational response	*Note: the capacity for organisational response cannot be accurately determined as the likelihood and scope of the issue is largely unknown* **National/regional and local priority** to deal effectively as also linked with people trafficking into the UK.

	• **Costs to respond** are long term but determined as manageable within the provisions of existing organisations, however as extent of issue in Plymouth is largely unknown this may not be adequate. • **Capacity** – significant intelligence gaps means capacity to respond to modern slavery in the city is largely unknown. • **Capability** – there is a minimal lack of skills in dealing with modern slavery, but with continued management of the issue. Modern slavery multi-agency approach has been picked up by Safer Plymouth to increase capability of all agencies in order to identify/act and prevent. Significant intelligence gaps means capability to respond to modern slavery in the city is largely unknown.
Knowledge gaps	• **Very low confidence** in the intelligence assessment • **Gaps identified** – due to resourcing and demand, extent of the problem is largely not known – there is a significant need for more intelligence (beyond crime data) around modern day slavery. This has recently been moved to Safer Communities theme group of Safer Plymouth, to recognise modern slavery as a priority area of focus for the city, as reflected in our risk score.
Recommendation	• Intelligence gathering within the area of modern slavery to be increased amongst all agencies in order to identify true picture and to enable better response in the city. • Look at how best to align and organise resources when looking at the anti-slavery partnership and best placed representation for this. • Community awareness raising to coincide with realignment of the topic within Safer Plymouth. Online resources to be utilised and shared.

Anti-Social Behaviour

Anti-Social Behaviour	Impact & Harm	Likelihood	Confidence	Organisational Position	Threat, Risk and Harm Assessment
ASB overall					**Medium**
Key Statistics					

- The overall number of Anti-Social Behaviour incidents recorded dropped in all areas of ASB within Plymouth in 2021/22, with an aggregate decrease by 23%, from 9,031 cases to 6960 cases
- Breakdown of elements contained within ASB police figures –
  ASB – Rowdy/nuisance neighbours – 37% decrease on the previous year
  ASB – Rowdy/inconsiderate behaviour – 18% decrease on the previous year
  ASB – Vehicle – 30% decrease on the previous year
  Street drinking (No ASB) – 30% decrease on the previous year
  ASB – Street drinking with rowdy/nuisance behaviour – 22% decrease on the previous year
- The most common sub category of ASB continues to be rowdy/inconsiderate behaviour, which represents 65.5% of all ASB and is most prevalent in the City Centre, Stonehouse, Greenbank & University and Devonport neighbourhoods

- The second most common type of ASB is rowdy/nuisance behaviour, which represents 18.4% of all ASB and is most prevalent in the neighbourhoods of Stonehouse, Greenbank & University and Honicknowle

Impact	**Victim/subject/community** – whilst the general impact was perceived to be moderate, it was recognised that there was a risk of psychological and community harm, rather than physical or financial harm. Overall, anti-social behaviour can impact on the mental and psychological health of individuals over time, with mid-term impacts on large parts of the community. - The negative impacts of anti-social behaviour are exacerbated for some groups and communities, e.g. a greater risk to those with mental health issues where they are currently struggling to access help. - There are also a strong, reinforcing interactions between anti-social behaviour and other forms of crime/social issues, such as domestic abuse and substance misuse. - There is a risk that relocation of group drinking away from public spaces to the home could lead to increases in the number of issues for neighbours. - Changes in way people are reporting, no longer deal with one off incidents as believed people are seeking advice online and tackling the problem first hand in the first instance before reporting. - Fire service working with police to help tackle vehicle related ASB.
Likelihood	- Concerns police figures may not reflect true extent of the issue and that some ASB is unreported to police, however may be being reported to partner agencies and being dealt with by them. - Acknowledgement of a shift in location of alcohol consumption over the COVID-19 period, with a link between drinking in the home and the night-time economy. - There has been a large increase in Anti-Social Behaviour Case Review applications following ASB pledge within the city.
Organisational response	**Local-Regional Priority** to tackle effectively with a high public interest; all ASB has been identified as both a Safer Plymouth priority and a priority by the Office for Police and Crime Commissioner. **Costs to respond** are medium-long term but managed within the existing organisations. Prevention methods and intervention methods must be implemented by organisations to aim at de-escalating ASB, this can be costly. **Capacity** – limited issues in resourcing to deal with most forms of ASB. Resourcing issues exist in addressing vehicle ASB, but these have a limited impact on management of the issue. More effective partnership is required for the management and intervention of ASB case reviews. **Capability** – broadly sufficient capability, with some lack of skills in the management of street drinking with rowdy or nuisance behaviour and vehicle ASB. Pressure on non-trained staff to provide mental health support to those affected. Recognition some processes need improvement to join up better with partner agencies.

	• **Mitigating factors** – following the ASB Pledge in the city, in partnership with Resolve and championed by the Office for Police and Crime Commissioner there has been more community awareness around the ASB Case Review process which is being utilised more often. Various organisations have also signed to support the pledge. Excellent partnership working is recognised in Plymouth as providing a good multi-agency response to ASB in the city Bystander training has been delivered to multiple agencies across the city including "train the trainer" sessions to maintain this training within the city. Changing Futures programme to ensure greater reach across criminal justice system and join up with domestic abuse and sexual violence services creating a whole system approach, to better understand those who experience multiple disadvantage and create change at individual, service and system level.
Knowledge gaps	• **Moderate confidence** in the intelligence assessment. • **Gaps Identified** – there are multiple channels for reporting, creating challenges in providing a clear assessment of ASB in Plymouth and accounting for hidden demand. Furthermore, consistency in reporting is required in the data collection
Recommendation	• Enhance focus on early prevention and prevention as a more effective means to tackling anti-social behaviour, e.g. work with teenagers. • There is a need to examine the interlink between different public services, for example in waste collection and garden maintenance. • Better channels for reporting anti-social behaviour are required to provide confidence to people who wish to report incidents. • This remains a priority area for Safer Plymouth.

Serious Violence

Serious Violence	Impact & Harm	Likelihood	Confidence	Organisational Position	Threat, Risk and Harm Assessment
Homicides*	Red	Green	Green	Amber	**Medium**
Violence with injury	Amber	Red	Amber	Amber	**High**
Violence without injury	Amber	Red	Amber	Amber	**High**
County lines/dangerous drug networks	Red	Amber	Amber	Amber	**Medium**
Trafficking Class A drugs	Amber	Amber	Green	Green	**Medium**
Trafficking other drugs	Amber	Amber	Amber	Green	**Medium**
Possession of weapons	Amber	Red	Amber	Green	**Medium**
Robbery	Amber	Amber	Green	Green	**Medium**

Key Statistics

* When assessing impact and harm, the victim is recognised in homicide as including family and friends.

• There has been an increase in all categories of violence offences, including a significant increase in the number of homicides from 1 to 7 (600%) this is recognised to have been a direct impact of the Keyham shootings

- Numbers of violence with injury offences have increased from 1750 to 2467 (41%)
- Number of violent incidents with or without injury in the night time economy have risen from 461 to 980 (113%)
- Reported crimes of robbery has increased by 13%
- Crimes of possession of weapons have increased overall by 15% (from 332 to 381), with the most significant increase being possession of firearm offences, which have risen from 20 to 38 (90%)
- There were 190 reported crimes of possession of article with blade or point
- Crimes of violence without injury and violence with injury, where the victim is under 18, have both increased by 12% and 27% respectively
- Crimes of violence without injury and violence with injury, where the perpetrator is under 18, have both increased by 23% and 28% respectively
- Crimes of violence with injury, where the victim is aged 18-25, has increased by 48%
- Crimes of violence with injury, where the perpetrator is aged 18-25, has increased by 26%
- Crimes of violence without injury, where the victim or perpetrator are aged 18-25, have not changed or have marginally decreased
- Total number of suspects of trafficking of class A drugs has decreased by 29%
- Total number of suspects of trafficking of other class drugs has increased by 8% - driven entirely by suspects aged 18 and over

Impact	**Overall impact** – the impact from serious violence is substantial, with a risk of long-term harm on victims. The damage to psychological health and the community are notable, where local hospitals may be required to assist. Particularly for drug-related serious violence, the financial impacts can be severe – victims may face significant economic hardship with unstable financial stability. - The significant increase in homicides is evident but not necessarily reflective of a spike in violence and has been substantially increased by the Keyham shootings. - County lines and cuckooing (where homes of vulnerable people are taken over by criminals) can intersect with forms of serious violence and exploitation, significantly perpetuating its impact. - It is felt the current economic crisis may impact on drug trafficking, where quality of drugs may be reduced, costs of drug may be higher and concerns more people may become involved in county lines as a source of income.
Likelihood	- Many forms of violence influenced by the easing of COVID-19 lockdown, with general appreciation that 2021 saw a drop in crimes recorded. - Some incidents will not result in hospitalisation or be reported to the Police, affecting the accuracy of data and intelligence – this confidence will vary depending on the type of case (e.g. more explicit crimes are more likely to be reported). - Overall trends are contextual and depend on type and time of crime – evening and night-time economy culture has been affected significantly over the past year. - Significant increase in injuries of victims aged 18-25 may be reflective of loosening of COVID-19 lockdowns. - Under 18 age groups are more representative of older teenagers (and therefore similar to adults).

Organisational response	• **Local-national priority** to tackle effectively with a high public interest, depending upon the crime type; homicides are of very high public and national interest, with possession of weapons, robbery, and violence without injury as more moderate/local interests. • **Costs to respond** are medium-long term but managed within the existing organisations. • **Capacity** – limited issues in resourcing to deal with most forms of serious violence, with sufficient capacity within existing organisations to address robbery crimes. • **Capability** – Minimal lack of skills but continuing management of the issues, with organisations well-equipped to tackle many types of serious violence. The recording of incidents at school has scope for improvement, given increases in domestic abuse cases involving young people. • **Mitigating factors** – in line with national guidance, the serious violence agenda is receiving significant focus moving forward. Project Gemstone/Moonstone reflects the increasing attention and resourcing from Police to address broader violence. Public health approach to serious violence prevention is creating a working strategy for the city to tackle this crime type.
Knowledge gaps	• **Moderate confidence** in the intelligence assessment. Certain types of violence, e.g. the trafficking of Class A drugs and robbery can be more accurately determined, with a very high level of intelligence confidence. • **Gaps Identified** – operations targeting specific crime groups can significantly influence figures over a short period of time, particularly for drug-related crime. There are further limitations in recording of incidents in certain settings, e.g. at school or at home towards parental figures. There may be under reporting around violence associated with county lines.
Recommendation	• A consideration of the public perception of serious violence, reflected through media, communications, and community voice • Supportive services for victims requires greater attention • This is a priority area for Safer Plymouth.

Safer Families

Safer Families	Impact & Harm	Likelihood	Confidence	Organisational Position	Threat, Risk and Harm Assessment
Rape - victim under 18	🟥	🟧	🟧	🟧	**High**
Other sexual offences - victim under 18	🟥	🟧	🟧	🟧	**High**
No. of current sexual offences committed by someone under 18	🟧	🟧	🟧	🟥	**High**
Make/possess/distribute indecent images of a child	🟧	🟥	🟥	🟧	**Medium**
Missing children	🟩	🟥	🟧	🟩	**Medium**
Key Statistics					

- Rape of under 18s (at time of reporting) increased by 23%, from 77 offences in 2020/2021 to 95 offences in 2021/2022
- Other sexual offences with U18s increased by 25%, from 320 in 2020/2021 to 401 in 2021/2022
- Child sexual abuse reported by adults decreased by 1%
- Sexual Offences by U18s increased by 12%
- Make/show/possess indecent images of a child decreased by 8% (suspect U18 - 11% and over 18 - 18%)
- Missing episodes of children U18 has increased by 8%, from 809 in 2020/2021 to 872 in 2021/2022
- The child sexual abuse centre for expertise states 15% of girls and 5% of boys will experience child sexual abuse before the age of 16

Impact	**Victim/Subject** – the impacts are substantial, with an especially severe impact upon the psychological health of victims; external assistance may be required to support those who are affected. The impact on missing children is more moderate, albeit still significant, depending upon the individual scenario. With the prevalence of online abuse in school settings, the risks and consequential harms can be particularly pervasive. As a 'hidden', underreported area, many victims do not disclose (or minimise disclosure) – the impact upon these victims can be especially long-lasting and severe. Survivors of child sexual abuse are subject to significant harms, including additional risks of other issues – they are disproportionately over represented as homeless, accessing mental health treatment, and engaged with drug and alcohol services. - Peer on peer sexual offences - often involving sharing of images. Children who are unable to consent to what they are doing due to their age. - Acknowledged regarding the distribution of indecent images, social media and online technology contributing as significant drivers for the creation and viewing of content (and associated risks). - Issues around children sharing self-generated images is a real threat – often coerced – increases appear not to be reflected in the data – reporting through NSPCC has risen significantly during lockdown – up to 30% increase – might reflect where these incidents are being reported to. - Data shows only 36% of 13 to 14 year olds would contact a helpline, but then there's been a threefold increase in those that are in contact with helplines around sexual abuse. Potentially a large amount of young people not accessing help. - Impact of reporting – in community, fear of what that looks like amongst peers. - Anecdotally seeing and hearing that children once no longer in education or employment don't generate an income so parents can't afford to keep them – puts them at risk, living in Airbnb properties and various other places putting at risk, nowhere to go and some turning to self-generated images to create an income.

Likelihood	• Data broadly experienced a dip in cases during the past two years, with the potential for influence through different recording of data and changing awareness. • Regarding missing episodes – around 20 young people make up 420 episodes of missing children, representing around half of the cases. • There is a strong prevalence of peer-to-peer abuse and harmful behaviour that is reported to third parties rather than the Police, impacting on the intelligence confidence.
Organisational response	• **Regional-national priority** to tackle effectively with a moderate-high public interest. Rape and other sexual offences are of high public interest. • **Costs to respond** are medium-long term, with concern over resourcing within missing children crimes – additional resources may be required from suitable external agencies. • **Capacity** – limited issues in resourcing to deal with many forms of crime, with issues existing in tackling rape and other sexual offences. Local resources are sometimes stretched, with slow responses for historic cases, where the scale and nature of priority of cases can provide additional challenges. • **Capability** – minimal lack of skills but continuing management of the issues. No in-house support provided, but working closely with other agencies. Certain agencies are not equipped to deal with peer-to-peer offences, especially when focused online. • **Mitigating factors** – in line with national guidance, domestic and sexual abuse within young people is receiving significant focus moving forwards. Changing Futures programme to ensure greater reach across criminal justice system and join up with domestic abuse and sexual violence system creating a whole system approach, to better understand those who experience multiple disadvantage and create change at individual, service and system level.
Knowledge gaps	• **Low to medium confidence** in the intelligence assessment, with uncertainty driven largely by unknowns within social media and distribution of indecent images. • **Gaps identified** – an understanding of data around vulnerable individuals at risk of being harmed and of causing harm, in line with government CSA prevention strategy. A clearer picture of support services needed, particularly for young people, with confidence/ease of reporting identifies as barriers to engaging with the system. Other gaps include the overlap with other issues, such as those economically at risk or dependents.
Recommendation	• Independent Sexual Violence Advisor (ISVA) training may be beneficial to domestic abuse workers, given the overlap of resources. • A greater attention towards peer-to-peer offending is required, in reporting and training. • Understanding the gaps in providing effective support to young people, families and communities is necessary to ensure a strong preventative approach. • This is a priority area for Safer Plymouth.

Emerging Issues for Safer Plymouth

Modern Slavery	The MoRiLE process and drafting of the Strategic Crime Assessment has identified a need to record and collate further intelligence in relation to Modern Day Slavery and how it affects the city. There are currently knowledge gaps and a need for better partnership working in order to protect vulnerable people from becoming the victims of modern day slavery and to help those currently being subjected to modern day slavery. This is currently a hidden issue within the city due to low reporting, lack of community awareness, lack of intelligence and victims who do not report due to a multitude of challenges including immigration status and fear of reprisal. Modern Slavery has been moved to a different thematic area within Safer Plymouth and work is starting to identify the extent of the issue within the city in order to develop an appropriate multi-agency response.
Honour Based Abuse	The Violence Against Women and Girls Commission for Plymouth highlighted Honour Based Abuse as an area requiring further inquiry. Honour Based Abuse crimes are defined by the police and Crown Prosecution Service as: an incident or crime involving violence, threats of violence, intimidation, coercion or abuse (including psychological, physical, sexual, financial or emotional abuse) which has or may have been committed to protect or defend the honour of an individual, family and/or community for alleged or perceived breaches of the family and/or community's code of behaviour. We know that certain communities are more at risk of Honour Based Abuse. An inquiry has been initiated to develop a shared understanding of these issues and to develop recommendations for system level responses for prevention, early intervention and response.
Online Harms	There has been work completed in this last year focusing on knowledge and extent of online harms as a partnership and how it affects the people of Plymouth. This work is ongoing as the online world is continuously changing and will be incorporated into and considered in each theme of work within the city.

Appendix A: Understanding threat, risk and harm

The MoRiLE model

Community Safety Partnerships have a duty to prepare an annual strategic crime assessment identifying priorities in the local area. MoRiLE (Management of Risk in Law Enforcement) is one part of this process which informs the strategic crime assessment through assessing the threat, risk and harm of different crime types.

MoRiLE is a tried and tested approach that uses a simple matrix to enable partnerships to assess and score a range of strategic issues in a structured and consistent way. The scoring matrix considers

- *Impacts* on the victim, local community and environment
- *Likelihood* how often it happens, how much and whether it is improving or declining
- *Organisational position* risk to partnership reputation if not addressed, external factors such as political and public expectations and the effectiveness of local responses

It also helps partners to identify key risk areas and gaps in knowledge and consider how they respond to, and mitigate risk.

Some of the benefits of MoRiLE are that it

- Provides a consistent approach that helps to avoid bias
- Uses a common language in relation to threat, risk and harm
- Is easy to understand and use
- Provides a transparent and informed decision-making process
- Allows partners to assess a range of different thematic issues alongside each other

Broadly speaking, the levels of risk have the following implications for the partnership

Threat, risk and harm rating	What this means for the partnership
High	• Should be recognised by Safer Plymouth and partners as a priority, and this needs to be clearly evidenced in all relevant strategies and delivery plans • May demand additional resources and funding to address • Review existing strategy and service provision – identify where we can improve/enhance/increase existing response framework to reduce the risk • Ensure that the risk is understood across the partnership and that partners are proactively taking action to reduce the risk • Set targets to evidence improvement in key areas
Medium	• Ensure that there is a clear strategy in place and adequate service provision to respond • Continue to maintain/support/improve existing response framework in place to reduce/control the risk • Ensure that the risk is understood across the partnership and that partners are proactively taking action to reduce/control the risk. Seek to influence other relevant strategies • Continue to monitor the level of risk against moderate improvement targets, and respond appropriately if adverse trends are identified
Standard	• Ensure that there is adequate service provision in place to respond • Maintain/support existing response framework in place to control the risk • Ensure that the risk is understood across the partnership and that partner actions do not increase the risk • Continue to monitor the level of risk and respond appropriately if adverse trends are identified