

Community Safety Plan

2019 - 2022



Reading's Community Safety Partnership



Our Mission

We will continue to make Reading a safer place for those who live, work and visit here through a reduction in crime and disorder.

We will do this by:

- **Focusing on early intervention within those communities most at risk**
- **Protecting those most vulnerable to crime or risk of exploitation**
- **Focusing on tackling the greatest harm.**

Foreword

It gives us great pleasure in introducing Reading's eighth Community Safety Strategy and the sixth three-year rolling plan. The CSP comprises of statutory agencies, including Reading Borough Council, Thames Valley Police, the National Probation Service, the Community Rehabilitation Company, Royal Berkshire Fire and Rescue Service and Public Health. These agencies have joined forces to tackle crime, anti-social behaviour and the fear of crime, working together with partners such as the Crown Prosecution Service, housing providers and voluntary and community organisations. In Reading, the CSP is merged with the Drug and Alcohol Action Team (DAAT), enabling streamlined enforcement and treatment options offering people the help they need.

No one agency can tackle crime, or fear of crime, by working alone, particularly in the current economic climate. In Reading, we believe that crime, disorder, anti-social behaviour and the fear of crime can only be tackled through partnership working. We also know we can only succeed in making our vision of a Safer Reading a reality if we work with, and listen to, the diverse neighbourhoods and people of Reading. Our approach goes beyond enforcement, with a strong focus on prevention and the wider determinants of crime.

The CSP is required to produce a Strategic Assessment, which is reviewed annually. This analyses activity and performance information and is used to identify key issues and priorities concerning crime, anti-social behaviour and fear of crime. Through consultation and listening to local communities and Safer Neighbourhood Forums (SNF), we are able to hear first hand their concerns and what action they would like to happen in order to improve the quality of their neighbourhood. These concerns, together with the lessons learned, the success and good practice from previous strategies, have also fed into the latest strategic assessment, ensuring that Reading's residents influence the priorities we have identified.

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All of these elements taken together have informed this Plan, which sets out the CSP's strategy aims until 2022, to ensure that Reading is a safer place to live, work and spend leisure time.

This plan will take account of changing needs set against challenging budgets, and the Strategic Assessment will be reviewed and revised throughout the lifetime of this plan. We will build on the relationship with Thames Valley's Police and Crime Commissioner to ensure that we work together for the benefit of Reading.

The priorities set are a real challenge for us all, but we recognise how important they are for the well-being of all of our residents and visitors.

We hope that you will join us in rising to the challenge of continuing to make Reading a safer place for all.

CLLr Sophia James

Superintendent Stan Gilmour

Local Context

Reading Borough Council and the Local Police Area (LPA) have coterminous boundaries. It is a populous town in the heart of the Thames Valley, 41 miles from London. It has a compact, densely populated geographical boundary, surrounded on all sides by rural Berkshire and Oxfordshire. Reading has a population of approximately 163,075, residing in 66,000 households.¹ The Urban Area centred on Reading extends beyond the borough boundaries into West Berkshire and Wokingham, and has a total population of more than 275,000 people.² The town has a diverse population, with about 35% of the population made up of residents from a non- white background.³

Reading has a strong economy and remains in a comparatively robust position to cope with the recent economic down turn. In 2017, the Reading area was ranked second in the *Good Growth for Cities* index for the second year running, based on indicators considered key to economic success and wellbeing (including employment, health, income and skills).⁴ Similarly, Centre for Cities ranked Reading as one of most productive cities in both the UK and Europe, and ranked second behind London for the number of businesses per capita in its *Cities Outlook 2018*.⁵

The University of Reading is one of the leading universities in the United Kingdom and attracts students from both the United Kingdom and abroad. In 2018, the university's enrolment was compiled of 17,000 students from over 150 different countries.⁶

Despite the strong economy there are still areas of deprivation, and areas of high crime. The 2015 *Index of Multiple Deprivation* reports there are ten Lower Super Output Areas (LSOAs) in Reading within the worst 20% nationally; two of which are within the most deprived 10%.⁷ Just over one in six children in Reading live in a household below the poverty line, with the highest concentration of these living in South or West Reading⁸.

The recent Joint Strategic Needs Assessment (2016/19) identified a number of pressures that impact on crime and disorder, or will in the future, which include:

¹ For population, see Office for National Statistics, *Mid-year estimates 2017*. For households, see Department for Communities and Local Government, *2014-based household projections*.

² Living Reading, *Cultural Place, Business Space, Living Base - The Case for Reading*, accessed 8th October 2018, <https://livingreading.co.uk/invest/the-case-for-investing-in-reading>

³ Office for National Statistics, *2011 Census: Aggregate Data (England and Wales)* (2011).

⁴ PwC and Demos, *Good Growth for Cities 2017*.

⁵ Centre for Cities, *Cities Outlook 2018*.

⁶ University of Reading, *About Us*, <http://goo.gl/H3cfqX>, accessed 03/08/2018.

⁷ Department for Communities and Local Government, *Index of Multiple Deprivation 2015*. Super Output Areas (SOAs) are a set of geographical areas developed following the 2001 census. Lower Layer Super Output Areas (LSOAs) typically contain 4 to 6 OAs with a population of around 1500.

⁸ Reading Borough Council, *Poverty Needs Analysis* (2017).

- An increase in presenting mental health issues in the adult population.
- 7% of young people presenting as Not in Education, Employment or Training (NEET). This is higher than both the national average (6%) and regional average (5.5%).

Bridging the gap between deprived and affluent areas in Reading is a priority for many local organisations. While the CSP is not designed to tackle this issue in particular, it can ensure community safety concerns for all parts of the Borough are addressed so that all residents regard Reading as a safe place to live.

Partnership working that makes a difference

Our experience is that working together, engaging and involving local people is the only way to realise our vision of a safer Reading. This plan re-enforces and builds on this success.

2019 Strategic Assessment

The 2018-19 Reading Community Safety Partnership (CSP) strategic assessment detailed changes in the levels and patterns of crime and disorder since the last strategic assessment in 2015. It also highlighted the community's concerns surrounding crime and disorder and identified emerging trends.

This Strategic Assessment identified a number of areas of concern for the CSP. As part of the assessment it compared these concerns to the Threat, Harm and Residual Risk measures below:

Threat	The scope and intensity of the demands which the CSP believes it faces.
Harm	The cost to society from these demands not being managed.
Residual Risk	The residual risk that remains after the CSP plan to mitigate the threat. This will require management through flexibility in the strategies adopted by the delivery groups.

Descriptions of Threat, Harm and Risk

Whilst these deductions are subjective, it gives an indication of how the CSP has identified its priorities. Many of those areas that are not priorities will continue as part of the partnerships *business as normal* process.

Area		Threat	Harm	Risk	Priority
Acquisitive Crime	Burglary				No
	Cycle Theft				No
	Shoplifting				No
	Theft from a Vehicle				No
	Theft of a Vehicle				No
All Acquisitive Crime					Monitor
Drug Related Crime					Yes
Anti-Social Behaviour					Yes
Violent Crime	Sexual Offences				No
	Violence (other)				Yes
All Violence					No
Domestic Abuse					Monitor
Exploitation	Adult				Yes
	Modern Slavery				Yes
Hate Crime					No
Unauthorised Encampments					No

Partnership Priorities

Following the analysis of crime in Reading, in comparison to Threat, Harm and Risk, the new priorities identified for the Community Safety Partnership are:

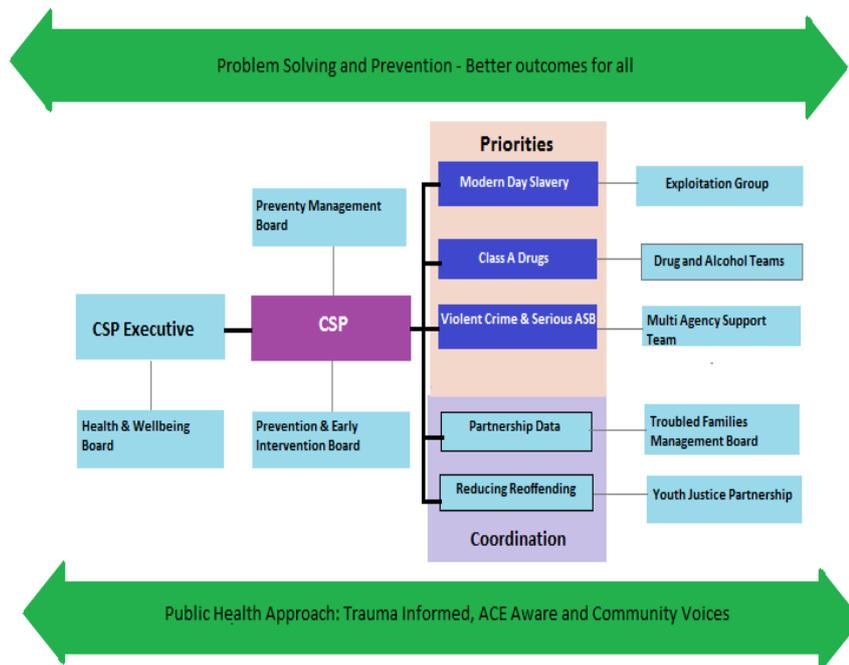
1. **Exploitation** (Incorporating both Adult Exploitation and Modern Slavery)
2. **Violent Crime and Serious Anti-Social Behaviour** (Incorporating increasing violence against the person, knife possession and high level anti-social behaviour that have significant impact on communities)
3. **Class A Drugs** (Incorporating drug visibility, drugs dealers from within and outside Reading, and drug related anti-social behaviour).

The leading theme throughout all three priorities is drugs, which overlaps with criminal exploitation, anti-social behaviour and violent crime.

In addition to these priorities the CSP will continue to monitor acquisitive crime and domestic abuse.

Partnership Delivery Structure

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Community Safety Partnership Delivery Structure

The above diagram shows the governance structure of the Community Safety Partnership and its sub-groups, with two key areas to help coordinate the work of the CSP.

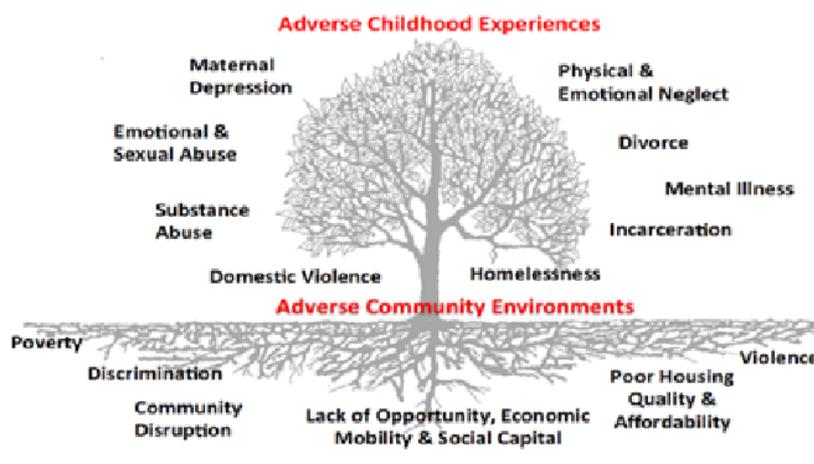
The coordination groups will ensure:

- The CSP makes better use of the wider partnership data to inform its decision making.
- The CSP will ensure a Reading owned Reducing Reoffending strategy supports the work of the delivery group

The Partnership will embed problem solving into all of its work ensuring that this has a focus on early intervention and prevention. All of the plans will be assessed against the Four “Ps”:

- Prevent
- Prepare
- Pursue
- Protect

The Partnership will promote and work to a Public Health approach ensuring the plans and work are Trauma informed and provide intervention that impact on Adverse Childhood Experiences and Adverse Community Environments, (ACE) that are known to be drivers for offending associated with the priority areas identified by the CSP.



Partnership Priorities

Exploitation (Modern Slavery)

The Modern Slavery Act 2015 established a duty on specified authorities to notify the National Crime Agency if they became aware of a suspected victim of Modern Slavery. The Government has recently commissioned a review of the Act, in order to ensure legislation efficiently tackles the issue. However, there is unlikely to be any significant changes in the near future.

Modern Slavery (MS) and exploitation was identified as a priority for the first time in Reading's last three year plan. Much of work of the last plan evolved around training to raise awareness of the MS and exploitation including identifying victim. The CSP also ensured support mechanism for victims who may or may not wish to engage in the National Referral Mechanism were in place.

MS includes human trafficking, sexual exploitation, criminal exploitation, domestic servitude, organ harvesting and forced labour. Victims can either be trafficked into the UK or are of British origin, and the crimes they are subject to have a huge impact on the individual.

Some of the areas identified as concern for Reading include;

Vulnerable Adult Exploitation (Property)

There are a number of vulnerable adults being exploited through Cuckooing. The term vulnerable adult reflects our understanding of why some people are targeted by groups, especially groups linked to drug dealing. The vulnerability manifests itself in one or more of the following key areas: mental health, alcohol misuse and drug misuse. These individuals are being exploited through the occupation of their property by both local and 'cross border' drug dealers and drug users. There appear to be several common characteristics:

- Drugs supplied to individuals allowing them to use their property (debt

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- bondage)
- Force and intimidated into allowing them to use the property (coercion)
- Being exploited by more than one individual, address and persons names are passed between groups
- Address often come to light due to reports of associated anti-social behaviour
- Approximately 70% of victims are male

Adult exploitation through intimidation

Most victims of criminal exploitation or ‘forced criminality’ (including drug running) are linked to criminal activity and very few are now due to drug related debt. This is now the highest form of exploitation in Reading and Thames Valley, and is more identifiable because of growing ASB.

Labour Exploitation

There is growing yet unsubstantiated intelligence to suggest some businesses might be exploiting workers who have no legal rights to work in the UK or who have expired visas. Common areas for labour exploitation are construction industries, car washes, cleaning companies, restaurants, leaflet distributors and manual labourers for landscaping and driveways.

Local Data

Modern Slavery is most likely to affect the street community and other marginalised and vulnerable sections of society, particularly as they are the least likely to report abuses. The potential harm to these vulnerable communities is understandably huge, especially since a key feature of modern slavery involves the individual being immersed in a very controlling environment with little or no contact to their friends, family or the authorities.

Thames Valley Police

A regional overview provided by Thames Valley Police at the time of the strategic assessment, reports the following data for Thames Valley:⁹

- Of the 76 referrals received across the Thames Valley, 51 were male victims and 25 were female.
- The age range of victims is 2-62.
- There are currently at least 27 live police Modern Slavery operations across the South East, focused primarily on labour and sexual exploitation.
- The most common offender and victim nationalities are British, Romanian and Chinese.
- Far more NRM referrals for British nationals have been made in the Thames Valley area than for other force areas in the region. The vast majority of these are linked to County Lines.
- During periods of improved weather, there will likely be an increase in

⁹ Thames Valley Police, *Modern Slavery Quarterly Infographic*, April 2018.

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clandestine entrants. Migrants entering the UK in this way are particularly vulnerable to exploitation.

The 76 referrals Thames Valley received for this three-month period highlights the prominence of the issue, especially as many cases remain undiscovered due to the nature of the crime.

Reading's proximity to London, status as a significant transport hub, and thriving night-time economy makes MS prevalence more likely. Thames Valley Police also captured Reading-specific data for the same period outlined above, which reports:¹⁰

- Of the 14 victims referred, 9 were male and 5 were female.
- Of the 14 victims, 8 were connected to criminal exploitation, 3 were connected to sexual exploitation, and 3 were connected to forced labour.
- The nationalities of victims in Reading were British, Sudanese, Chinese, Malaysian, Jamaican, Zimbabwean, and Eritrean.
- The age range of victims was 15-50.

Those data also made recommendation that should be considered as part of any future action plan; these were:

- Improve the intelligence picture on victims and suspects involved in labour exploitation, particularly within food processing/manufacture and the construction industry;
- and ensure that NRM submissions are of good quality and contain sufficient information for the Modern Slavery Human Trafficking Unit.

Outcomes from the last plan

Reading was one of two pilot Independent Trauma Advisor (ITA) services. It had been recognised that police activities during investigations of MS left a plethora of difficulties for victims.

The CSP support the OPCC funded project that ran across two years. During this period 145 identified or potential victims were referred to and/or assessed by the ITA service, and a total of 59 victims of MS engaged with and received significant longer-term support from the ITA workers.

During these two years there was a significant increase in the number of victims identified and referred to the services. In this second year of operation the ITA services had a greater number of referrals for men in particular, which is partly related to the growth in the number of victims of forced labour who have been identified. There was also some correlation between identified cases of cuckooing, and the growing awareness of and response to drug exploitation.

¹⁰ Thames Valley Police, *Modern Slavery Quarterly Infographic*, April 2018.

For the period January 2017 to June 2018, the support service submitted 66 intelligence reports to the Police, which highlighted the growing number of males being trafficked, surpassing the number of female victims of trafficking. They identified the following types of exploitation cases for the same period:

- Modern Slavery - 17 (Forced labour: 13, Domestic Servitude: 4)
- Sexual - 22
- Financial - 15
- Criminal - 21
- Other (including Cuckooing) - 20

The victims involved in the cases above came from a number of areas across Reading.

Twenty-five of the cases above involved adult exploitation connected to drugs and/or County Lines. Given this prevalence there will need to be cross over between the CSP's Class A drug plan and the Exploitation plan.

The work also highlighted seven cases that were dealt with as an immigration issue by authorities rather than as exploitation. This is an area that will need to be further developed within the new plan going forward.

Violent Crime and serious Anti-Social Behaviour

Over the course of the previous strategy Reading saw an increase in violent crime, with significant increases in 2018. Whilst some of this increase can be accounted for by a change in recording following the introduction of a Thames Valley Police violent crime plan in November 2017, it is widely accepted that this does not account for all of the increase.

Reading has had relatively low levels of violence when compared to its Most Similar Group (MSG); however Reading is beginning to see increases at a faster rate than our MSG and its comparative performance worsening.

There was some evidence that younger people are increasingly becoming involved in violent crime both as victims and perpetrators.

Crime Type	2017		2018		Percentage Change	
	8 - 25	26+	8-25	26+	8-25	26+
Assault occasioning actual	155	317	225	381	45%	20%

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bodily harm						
Assault on a constable	8	19	23	13	187%	-31%
Common Assault	153	425	284	542	85%	27%

Violence Against the Person data 1st April - 31 October year to date comparison

One of the most striking findings in the National Serious Violence Strategy, about the rise in serious violence since 2014 is that it has not been limited to the main metropolitan areas. These patterns may at least be partly due to the phenomenon of county lines in which drug-selling gangs from the major urban areas, like London, Birmingham and Liverpool - possibly driven by excess supply - have sought to exploit markets in other towns and areas.

Alongside this increase in violence Reading has seen a number of more serious anti-social behaviour disturbances by groups of young people. These have been linked to key events such as Halloween and Bonfire Night. The strategic assessment did not identify what the main drivers are for this increase. There has not been any significant increase in violence or ASB associated with the Night Time Economy (NTE).

There is a need to carry out further analysis of the causes of the increases of violence, especially the increase in that associated with young people.

There have been similar concerns in the rise in violence affecting young people both nationally and across Thames Valley. The Home Office launched the Serious Violence Strategy in April 2018.

The youth violence element of the strategy focused on wider partnership non-enforcement responses, at a prevention and early intervention stage and was supported by the Early Intervention Youth Fund (EIYF). The CSP worked to support a Thames-Valley-wide successful bid by the Office of the Police and Crime Commissioner (OPCC).

In year one of this plan the CSP will embed initiatives funded by the EIYF into its Violent Crime action plan adding to the successes of the Multi-Agency Support Team, working with the OPCC and the Integrated Data Hub to understand “what works” and identify how success might be maintained at the end of the funding and beyond. The One Reading Prevention and Early Intervention Board will help maintain focus and oversight.

Class A Drugs and associated Anti-Social Behaviour

In the final year of the Community Safety Plan 2016-19, the partnership made the “visible impact of Class A drug misuse” a priority. This was in acknowledgement both the growing levels of work being carried out by partners to tackle the threat of “County Lines” and the rising levels of concerns raised by communities and businesses directly impacted by the

outcome of open drug markets and misuse.

Between 2017 and 2018 drug offences in Reading increased by around 34%, with Reading now having above average levels per 1,000 population than both Thames Valley and our Most Similar Group (MSG).

The results of a survey conducted by Reading Borough Council and the various Safer Neighbourhood Forums at the end of 2017 showed that drugs and drug misuse one of the top two priorities in six of the nine areas.

The strategic assessment identified that the number of individuals presenting with crack cocaine problems national (not being used alongside opiates) increased by 23% (2,980 to 3,657) between 2015/16 and 2016/17. The increase over this period was seen in nearly all age groups.

Nationally it is suggested this increase in misuses is, at least in part being driven by aggressive marketing by dealers, with users reporting that dealer are offering free samples of crack cocaine alongside heroin or 3 for 2 deals. Crack is now more widely available than in the past with a ready supply of dealers and a quick delivery service. It has also been suggested that it is being marketed more effectively to new users as 'smokable cocaine' and more 'user-friendly'. This is leading to more young people using crack as a "first drug of choice", with it being considered not as dirty as heroin. This may also be leading to a 'hidden cohort' of crack users who were not engaging in treatment and therefore much less visible with crack use beginning to become more acceptable, even fashionable among groups who would not previously have taken it. This included professionals, students and clubbers. In one area with a large university student population, there was a view that dealers were successfully infiltrating these groups.¹¹

There is a need to understand the demand side for Reading and how the marketing of crack might be influencing new markets.

The local picture

During the 2017-18 there were 955 people in treatment for substance misuse, just under 80% of which (763) were drug users. As shown below, the types of substances clients seek help for have not changed significantly since 2015, with opiate addiction remaining the highest form.

	April 15 - March 16	April 16 - March 17	April 17- March 18	CHANGE
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¹¹ Increase in crack cocaine use inquiry, Home Office, March 2019

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Opiate	595	616	595	0%
Non-opiate only	52	73	77	48%
Non-opiate and alcohol	87	96	91	5%
Alcohol Only	144	166	192	33%
Total	878	951	955	9%
Total (Excluding Alcohol)	734	785	763	4%

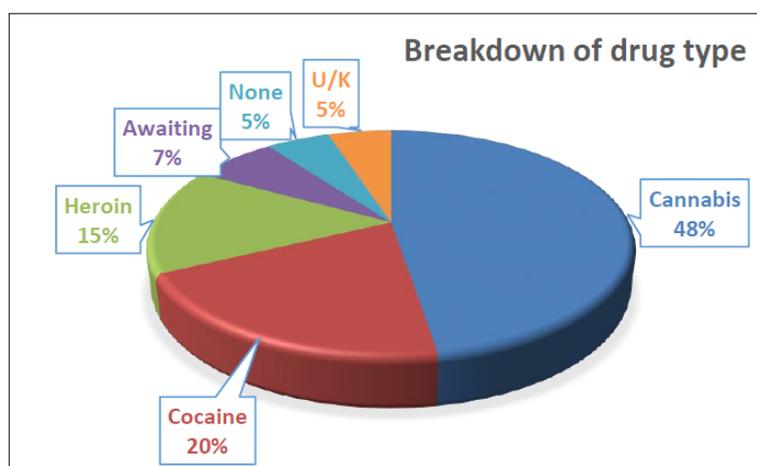
The recent update from Public Health England estimated number of opiate and crack users (OCUs), in Reading 2011/12-2014/15.¹²

	2011/12	2012/13	2013/14	2014/15	CHANGE	Rate per 1000 population (Reading)	Rate per 1000 population (England)
OCU	1260	1243	1157	1332	6%	12.04	8.57
Opiate	1111	1156	1022	1157	4%	10.45	7.33
Crack	758	716	814	881	16%	7.97	5.21

National Drug Treatment Monitoring System (NDTMS)

The largest change is amongst those users using crack cocaine, which reflects the national picture as set out above. For a small Borough, the levels of drugs users are significantly higher than the English average.

Alongside the impact this is having on communities identified above there is the impact on overall crime in Reading. Public Health England (PHE) estimated the number and type of offences being committed by those in the treatment services in Reading.



As might be expected around half were linked to shoplifting. PHE also estimate that around 15,000 offences could be prevented by treatment services each year.

The effectiveness of drug treatment is significant; however it does not seem to reflect the growing risk of crack cocaine, with numbers in treatment predominantly opiate users. Locally, Thames Valley Police drug offences

¹² Public Health England, *Opiate and crack use prevalence estimates (May 2018 update)*, accessed 28/08/18.

data identify that crack cocaine makes up the largest of the Class A offence types.

Need to understand how services can reduce demand for non-opiate Class A drugs.

Outcomes from the last plan

Much of the activity resulting from the last delivery group was focused on the visible impact of drugs, including open street dealing and begging. A number of disruption and enforcement operations have been run by the police. Alongside this a coordinated approach to the Town Centre street population to user every agency contact reinforced treatment and support options, with enforcement being used only where there was no engagement in services.

This has been effective in ensuring the visible signs of Class A drug misuse have been reduced. This has clear some space for more strategic and upstream work focusing on both supply and demand.

Coordination

Integrated Offender Management

We know that working in partnership to prevent reoffending works. The Partnership will develop a new Reducing Re-offending Strategy that reflects the CSP's priorities whilst acknowledging the current structures and cohort within the IOM system.

Partnership data

Collectively the Partnership holds significant data that if harnessed and used correctly will provide opportunities not only to make more effective and efficient use of our resources, but also to better understand how we might intervene earlier so as to reduce risk and impact as well as reduce demand. The Partnership acknowledges the work of Troubled Families in taking a lead in Reading to bring much of this information together and will work to make better use of this and other information hubs.

Other Governance Areas

Domestic Abuse

A new Domestic abuse strategy is being developed and led by Reading Borough Council. The CSP will continue to have oversight of this strategy, and assist in its delivery where necessary.

Prevent (radical extremism)

The CSP acknowledges that the governance of “Prevent” is essential; it will therefore continue to act as the strategic governance board for the Prevent Management Group.

It will, through the Prevent Management Group oversee any changes in roles and responsibilities and ensure that an effective and proportionate plan is in place to deliver the Prevent duty.

The Partnership acknowledges the risks identified in the Strategic Assessment linked to Brexit and the threat of Right Wing extremism.

Youth Justice

A new Youth Justice Plan (YJP) is being developed. The CSP will continue to act as the strategic governance board for the Local Youth Justice Board, contribute towards the development of the plan and monitoring its implementation. The CSP will look to the YJP to support the delivery of the priorities set out in this plan, where these impact on young people.

Acquisitive Crime

The Strategic Assessment identified that some areas of acquisitive crime have been rising during the period of the 2016-19 Plan. More “traditional” crime has not gone away. The CSP will continue to monitor these crime types and support cross partnership measures to reduce them.

Community Safety Fund

The CSP receives funding directly from the OPCC, to support the delivery of this Plan, the reduction and prevention of crime and disorder and to support the Police and Crime Plan.

The current breakdown of spend for 2019 - 20 and the priorities this support are set out below.

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Project / Service	Amount funded	CSP Priority	OPCC Priority
Young People Drug Treatment Service	£35,363	Class A Drugs Violent Crime / Serious ASB	Reducing reoffending Serious Organised Crime
Drug Treatment Service	£253,610	Class A Drugs	Reducing reoffending Serious Organised Crime Police Ethics and reform
Youth Offending Service	£88,338	Violent Crime / Serious ASB	Reducing reoffending Prevention and Early Intervention Vulnerability Police ethics and Reform
ASB	£80,503	Violent Crime / Serious ASB Exploitation	Reducing reoffending Serious Organised Crime Police Ethics and reform

Police and Crime plan (PCP)

The Community Safety Partnership and the Police and Crime Commissioner have a duty to have regard to each other's plans. The CSP invites a representative from the OPCC as a standing member of its Executive Group. During the development of the strategic assessment it consulted with the OPCC through its representative on the Executive Group.

The Partnership has taken account of the priorities set out in the Police and Crime Plan 2017-21, whilst acknowledging not all priorities within a Thames Valley Wide Plan can be reflected in the local Plan for Reading. The table below shows how Reading's Priorities reflects those of the PCC.

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CSP Priority	PCP Overarching Priority	PCP Sub-priority
Class A Drugs	<p>Vulnerability</p> <p>Reducing Reoffending</p> <p>Serious Organised Crime</p>	<p>Mental Health</p> <p>Gangs and Knife Crime</p> <p>Domestic Violence Perpetrators</p> <p>Substance Abuse</p> <p>Offender Management</p> <p>Exploitation of vulnerable people</p>
Violent Crime and Serious ASB	<p>Prevention and Early Intervention</p> <p>Reducing Reoffending</p> <p>Police Ethics and reform</p>	<p>Peer on peer abuse</p> <p>Gangs and Knife Crime</p> <p>Interacting with young people</p>
Exploitation	Serious Organised Crime	Exploitation of vulnerable people