

Bolton

Serious Violent Crime
Needs Assessment

2023



Contents

CHAPTER 1 - Introduction	4
A National Priority	5
The Serious Violence Strategy	5
The Serious Violence Duty	5
Domestic Abuse Act 2021	5
Tackling Violence Against Women and Girls Strategy	6
The Greater Manchester Violence Reduction Unit (GM VRU)	6
Chapter 1 – Summary	7
CHAPTER 2 – A Public Health Approach	8
Public Health: Opportunities for Prevention	10
Chapter 2 – Summary	13
CHAPTER 3 – Scope & Methodology	15
A Local Understanding – Strategic Needs Assessment (SNA)	16
The Serious Violence Strategy	16
Defining Serious Violent Crime	17
Chapter 4 - The Local Picture	19
Bolton – Demographics	20
Recorded Crime	23
Level 1 - The Greater Manchester Context	23
Level 3 - Total Crime – MLSOA – GMCA Tableau Base	24
Level 1 -Total Crimes – Raw Counts	25
Violence within Bolton	27
Incident Data	44
Crime Severity	47
Town Centre	50
Offenders	58
Victims of Crime	63
Greater Manchester Fire and Rescue Service (GMFRS) – Deliberate Fires	65
Health Data	68
Accident and Emergency Injury Attendances (AED)	71
NHS Violence Dashboard	74
Serious Violent Crime Index (SVCI)	74
Chapter 4 - Summary	78
Chapter 5 – The Local Picture: The Community Voice	86
Serious Violence - The Lived Experience	86
GMCA – Police and Crime Residents Survey	86
Big Up Bolton	86
Community Safety Partnership Consultation	87
Young People	91
The Youth Endowment Fund Survey	91
Community Safety Partnership Consultation – Young People	92
Bolton Youth Council – Focus Group	98
Chapter 5 - Summary	100
Chapter 6 - Serious Violence – Pregnancy and Early Years	103
Early Life Exposure to Violence	104
Domestic Abuse in Pregnancy and Early Years	104
Adverse Childhood Experiences (ACEs)	105
Adverse Childhood Experiences (ACEs) – Bolton Prevalence Study	106
Chapter 6 - Summary	111
Chapter 7 - Serious Violence – Children and Young People	113
Young People Demographics	113
Child First Approach	118
What is Youth Violence?	119
Juvenile Offenders	119
GMP Juvenile Offenders	120
Stalking and harassment	123
Victims of crime	124
IYSS Profile	126
The Voice of Young People	130
Risk and Protective Factors – Children and Young People	130
The #Beewell Programme	131
Youth Violence - Impact of Social-Media	132
‘Fixing Neverland’	135

Targeted Early Help	136
Education	140
Anti-Social Behaviour	149
Street Games	152
A Community-led Approach to Violence Reduction	154
Weapons – Young People	155
Knife Crime	156
Navigator Project	158
Chapter 7 - Summary	161
Chapter 8 - Serious Violence – Adulthood	168
GMP Adult Offenders	171
Adult Victims of Crime	174
Drugs	176
Drug-related Homicides (DRH)	176
Drugs Offences – Location Breakdown across Greater Manchester	178
County Lines	179
Weapons	181
Weapon Offenders	182
Victims of Weapon Offences	183
Gender Based Violence	183
Domestic Abuse	185
Domestic Violence Volumes	186
Domestic Homicide Reviews (DHR's)	187
Honour Based Violence	189
Stalking and Harassment	190
Hate Crime	191
Football Violence	194
Probation	198
Prisons	203
Modern-Day Slavery	206
Chapter 8 - Summary	208
Chapter 9 – Recommendations	215
Contributors	221
Appendices	223
Appendix 1	223
Appendix 2 – Supporting Families Outcomes Framework	224
Appendix 4 – ACE – Plan on a Page	225



CHAPTER 1 - Introduction

Serious violence can devastate the lives of individuals, families, and communities. It creates divisions, instils fear across generations and is extremely costly to society. The effects of violence are far reaching and can have a long-lasting negative impact on a persons' physical, mental, and social health. It is a major public health issue which affects millions of people across England every year.

There is no single reason to explain why one person is more vulnerable to involvement in violence than the next. Relationships, the community in which a person lives, societal factors or adverse childhood experiences (ACE) can all affect an individuals' risks of involvement in violence. It is a multi-faceted issue and understanding which factors can make someone more vulnerable to violence, whether that be as a victim or as a perpetrator, is key to tackling and preventing serious violence in our communities.

Violence is preventable, not inevitable. It should never be seen as 'normal' and is simply not acceptable in our society.

Bolton's Community Safety Partnership (CSP) is committed to creating a safe and secure environment for its residents.

We are committed to preventing and reducing serious violence by tackling the drivers of serious violence within our borough, preventing it before it occurs through a joined-up, early intervention approach amongst our partners which puts the community at the heart of what we do. It is imperative to understand the complex nature of serious violent crime within our jurisdiction and develop effective strategies to address it. This Serious Violent Crime Needs Assessment aims to provide a comprehensive overview of the current landscape, identify key challenges, and highlight areas that require immediate attention and targeted interventions.

In Bolton, our commitment to tackle serious violence isn't starting from scratch. A lot of good work is ongoing across the borough and forms a solid basis for the partnership to continue its drive to tackle serious violence within our communities.

A National Priority

The Serious Violence Strategy¹

Tackling violent crime is not only a priority locally, but nationally. In 2018 the Home Office published its Serious Violence Strategy (updated in June 2020) in response to increases in knife crime, gun crime and homicide across England. The strategy called for local partners to work together across different sectors including the police, local authorities, health services and the voluntary sector to adopt a multi-agency approach to reduce serious violence in their area.

The Serious Violence Duty²

It is within this context that as part of the Government's broad approach to tackle and reduce serious violence, the Serious Violence Duty came into effect on 31st January 2023.

The Duty covers requirements set out in the Police, Crime and Sentencing Act 2022 (Chapter 1, Part 2) and requires Specified Authorities within a local government area to work together to prevent and reduce serious violence.

In addition to the Serious Violence Duty Section 17 of the 1998 Crime and Disorder Act⁴ has also been amended to make preventing and reducing serious violence a statutory requirement for Community Safety Partnerships (CSP).

Domestic Abuse Act 2021⁵

Published in 2021 the Domestic Abuse Act provides a legal definition of 'Domestic Abuse'. It allows for wider recognition in relation to domestic abuse related crimes as well as recognition around victims, survivors, and perpetrators; and aims to ensure that victims have the confidence to come forward and report their experiences, safe in the knowledge that the state will do everything it can, both to support them and their children, and pursue the abuser.

- Designed to promote awareness of domestic abuse,
- Protect and support victims and their families,
- Transform the justice process to prioritise victim safety and provide an effective response to perpetrators,
- Drive consistency and better performance in the response to domestic abuse across all local areas, agencies and sectors.

¹ [Home Office – Serious Violence Strategy, April 2018 \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

² [Serious Violence Duty - GOV.UK \(www.gov.uk\)](https://www.gov.uk)

³ [Police, Crime, Sentencing and Courts Act 2022 \(legislation.gov.uk\)](https://legislation.gov.uk)

⁴ [Crime and Disorder Act 1998 \(legislation.gov.uk\)](https://legislation.gov.uk)

⁵ [Domestic Abuse Act 2021 \(legislation.gov.uk\)](https://legislation.gov.uk)

Tackling Violence Against Women and Girls Strategy⁶

The term 'violence against women and girls' refers to acts of violence or abuse that we know disproportionately affect women and girls. The Strategy sets out the actions the Government will take to increase support for survivors, bring perpetrators to justice, and, ultimately, reduce the prevalence of violence against women and girls.

It aims to ensure that victims and survivors can be confident they will get the support they deserve, that perpetrators face justice, frontline professionals are supported to work effectively together, and, most importantly, that there is a relentless focus on preventing these crimes from happening in the first place.

To Note: Crimes and behaviour covered by the term 'violence against women and girls' includes rape and other sexual offences, domestic abuse, stalking, 'honour'-based abuse (including female genital mutilation forced marriage, and 'honour' killings), as well as many others, including offences committed online. While the term 'violence against women and girls' is used throughout the government Strategy, this refers to all victims of any of these offences.

The national focus to tackle all forms of serious violence aligns with the local commitment in Bolton to tackle the issues that matter most to our communities. To address those issues that impact disproportionately on some of our most vulnerable people and communities. It is for this reason that tackling serious violence is a priority for the Community Safety Partnership.

The Greater Manchester Violence Reduction Unit (GM VRU)

Established in 2019 as part of the Governments drive to tackle crime and make communities safer, the Greater Manchester VRU⁷ is a team of subject leads - including health, police and criminal justice, local government, education, the voluntary, community and social enterprise (VCSE) Sector and other key partners – providing a multi-agency public health approach to understanding the root causes of serious violence and a co-ordinated strategic response to help drive it down across the region. A core function of the VRU is to offer leadership and, working with all relevant agencies operating locally, strategic coordination of the local response to serious violence.

In July 2020, the VRU launched its Serious Violence Action Plan⁸, which sets out how Greater Manchester will continue to tackle the underlying causes of violent crime through a combination of early intervention, education and prevention, alongside police enforcement action. Work is now ongoing to refresh the action plan and develop a serious violence strategy for Greater Manchester – a ten-year plan to govern violence reduction across Greater Manchester, which will feed into a refreshed violence reduction delivery plan (replacing the existing 2020 action plan).

The Be Safe Partnership (Community Safety Partnership - CSP) has worked closely with the GM VRU in the production of this Serious Violence Needs Assessment for Bolton; and it is with alignment to the national and regional approach to tackling serious violence that the local profile and response strategy has been developed.

⁶ [Tackling violence against women and girls strategy - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/tackling-violence-against-women-and-girls-strategy)

⁷ [Homepage - Greater Manchester Violence Reduction Unit \(gmvruc.co.uk\)](https://gmvruc.co.uk/)

⁸ GM Serious Violence Action Plan: [gm_serious_violence_reduction_plan_final_amends_final.pdf \(greatermanchester-ca.gov.uk\)](https://www.greatermanchester-ca.gov.uk/media/1000/gm_serious_violence_reduction_plan_final_amends_final.pdf)

Chapter 1 – Summary

We are committed to preventing and reducing serious violence by tackling the drivers of serious violence within our borough, preventing it before it occurs through a joined-up, early intervention approach amongst our partners which puts the community at the heart of what we do. It is imperative to understand the complex nature of serious violent crime within our jurisdiction and develop effective strategies to address it. This Serious Violent Crime Needs Assessment aims to provide a comprehensive overview of the current landscape, identify key challenges, and highlight areas that require immediate attention and targeted interventions.

Tackling violent crime is not only a priority locally, but nationally. In 2018 the Home Office published its Serious Violence Strategy (updated in June 2020) in response to increases in knife crime, gun crime and homicide across England. The strategy called for local partners to work together across different sectors including the police, local authorities, health services and the voluntary sector to adopt a multi-agency approach to reduce serious violence in their area.

The Duty covers requirements set out in the Police, Crime and Sentencing Act 2022⁹ (Chapter 1, Part 2) and requires Specified Authorities within a local government area to work together to prevent and reduce serious violence.

Published in 2021 the Domestic Abuse Act provides a legal definition of ‘Domestic Abuse’. It allows for wider recognition in relation to domestic abuse related crimes as well as recognition around victims, survivors, and perpetrators; and aims to ensure that victims have the confidence to come forward and report their experiences, safe in the knowledge that the state will do everything it can, both to support them and their children, and pursue the abuser.

The term ‘violence against women and girls’ refers to acts of violence or abuse that we know disproportionately affect women and girls. The Strategy sets out the actions the Government will take to increase support for survivors, bring perpetrators to justice, and, ultimately, reduce the prevalence of violence against women and girls.

Established in 2019 as part of the Governments drive to tackle crime and make communities safer, the Greater Manchester VRU¹⁰ is a team of subject leads - including health, police and criminal justice, local government, education, the voluntary, community and social enterprise (VCSE) Sector and other key partners – providing a multi-agency public health approach to understanding the root causes of serious violence and a co-ordinated strategic response to help drive it down across the region. A core function of the VRU is to offer leadership and, working with all relevant agencies operating locally, strategic coordination of the local response to serious violence.

The Be Safe Partnership (Community Safety Partnership - CSP) has worked closely with the GM VRU in the production of this Serious Violence Needs Assessment for Bolton; and it is with alignment to the national and regional approach to tackling serious violence that the local profile and response strategy has been developed

⁹ [Police, Crime, Sentencing and Courts Act 2022 \(legislation.gov.uk\)](https://legislation.gov.uk)

¹⁰ [Homepage - Greater Manchester Violence Reduction Unit \(gmvruc.co.uk\)](https://gmvruc.co.uk)



CHAPTER 2 – A Public Health Approach

Serious violence is a multi-faceted issue. No one agency can resolve this issue alone and no one agency's data can provide enough intelligence (Bellis et al., 2012¹¹).

An effective response to serious violence requires a joined up, evidence-led approach which brings agencies together at a local level to consider the nature and underlying causes of the problem in order to target an effective preventative approach. Taking this approach to address serious violent crime recognises that violence is not just a criminal justice issue but also a public health concern that has a significant impact on individuals, families, communities, and society as a whole. This approach to violence prevention seeks to improve the health and safety of all individuals by addressing underlying risk factors that increase the likelihood that an individual will become a victim or a perpetrator of violence.

The World Health Organisation (WHO) defines a public health approach to reducing violence as one that:

'Seeks to improve the health and safety of all individuals by addressing underlying risk factors that increase the likelihood that an individual will become a victim or a perpetrator of violence'.

By definition, a public health approach aims to provide the maximum benefit for the largest number of people. Programmes for the primary prevention of violence based on the public health approach are designed to expose a broad segment of a population to prevention measures and to reduce and prevent violence at a population-level¹².

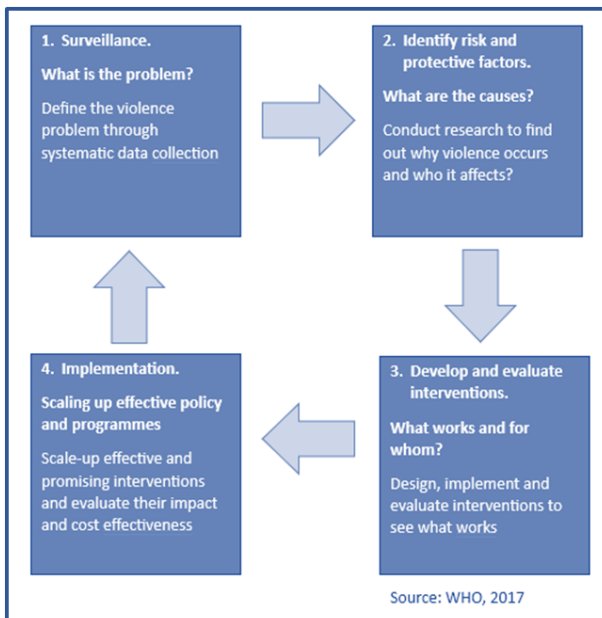
A public health approach is all about prevention. Just as it is better to vaccinate against a disease than it is to treat the disease, it is better to prevent violence happening in the first place than to react once it has occurred.

A Public Health approach can be identified by 4 key steps:

1. Defining and monitoring the problem.
2. Identifying the cause of the problem, the factors that increase or decrease the risks of violence, and the factors that could be modified through interventions.
3. Designing, implementing, and evaluating interventions to find out what works.
4. Implementing and prioritising effective interventions on a wider scale, while continuing to monitor their efforts, impact, and cost effectiveness (WHO, VPA).

The World Health Organisation (WHO) have summarised the Public Health approach in the below diagram:

Figure 1: Public Health approach



¹¹ [Violence-prevention.pdf \(publishing.service.gov.uk\)](#)

¹² [Violence Prevention Alliance Approach \(who.int\)](#)

Here are some key aspects of the public health approach to serious violent crime:

1. **Understanding Risk Factors:** Public health research examines the risk factors associated with violent crime, including individual, family, community, and societal factors. These risk factors can include poverty, inequality, social exclusion, substance abuse, mental health problems, exposure to violence, family dysfunction, and community disorganization. By understanding these factors, interventions can be designed to target and address them effectively.
2. **Prevention and Intervention:** The public health approach emphasises prevention rather than just response. It focuses on identifying and implementing evidence-based strategies to prevent violence before it occurs. This includes interventions such as early childhood programs, school-based initiatives, community engagement, social support services, and targeted interventions for high-risk individuals. These efforts aim to interrupt the cycle of violence and promote healthy development and behaviours.
3. **Trauma-Informed Care:** Recognizing that violence often causes significant physical, psychological, and emotional trauma, the public health approach promotes trauma-informed care and support for individuals affected by violence. This involves providing access to counselling, mental health services, and victim support programs to address the immediate and long-term consequences of violence.
4. **Data Collection and Surveillance:** Public health agencies collect and analyse data on violent crime to identify trends, patterns, and high-risk areas or populations. This data-driven approach helps inform policy decisions, resource allocation, and the development of targeted interventions. Surveillance systems help track and monitor violence, enabling early detection and response.
5. **Multi-Sector Collaboration:** The public health approach recognizes that addressing serious violent crime requires collaboration across multiple sectors, including law enforcement, healthcare, education, social services, and community organisations. By bringing together diverse stakeholders, resources, and expertise, a comprehensive and coordinated response can be developed to prevent violence and support those affected.
6. **Health Promotion and Education:** Public health efforts aim to promote healthy behaviours, social norms, and attitudes that reject violence. Health promotion campaigns, community education programs, and awareness initiatives raise public consciousness about the consequences of violence and encourage positive alternatives to resolve conflicts.
7. **Policy and Advocacy:** The public health approach involves advocating for evidence-based policies and legislation that address the root causes of violence, promote social equity, and enhance community safety. This can include policies related to gun control, substance abuse prevention, education reform, poverty reduction, and access to mental health services.

Public Health: Opportunities for Prevention

An effective public health approach involves interventions that address risk and protective factors in individuals, families, communities, and populations to reduce violence at a community and/or population.

Conaglen and Gallimore (2014¹³) describe violence prevention interventions as operating on various levels (primary, secondary, or tertiary) and define interventions to address violence as universal, selected or indicated.

The Three Steps to Prevention:

- **Primary prevention** – to prevent violence before it occurs. To tackle the conditions which allow violence to develop and breed. Primary prevention of conditions for violence should be our main objective.
- **Secondary prevention** – early intervention to stop things getting worse if prevention hasn't been possible.
- **Tertiary prevention** – responding to violence once it has occurred and looking to find ways to help people move away from a life of violence. To intervene once the violence problem is evident and causing harm, and ensuring those affected by violence get the support they need.

Types of intervention to address violence:

- **Universal** – aimed at the general population.
- **Targeted selected** – targeted at those more at risk.
- **Targeted indicated** – targeted at those who use violence.

¹³ [VIOLENCE PREVENTION & REDUCTION \(scotphn.net\)](http://scotphn.net)

By adopting a public health lens, serious violent crime can be understood within a broader context of social determinants, risk factors, prevention, and population health. This approach aims to create safer, healthier communities by addressing the underlying factors that contribute to violence and promoting well-being for all individuals.

The Social Ecological Model

In line with a **Social Ecological Model**, the public health approach recognises that when preventing violence, you need to look at the needs and assets of the whole population. This enables us to get a better understanding as to why some population groups are at greater risk of violence than others and most importantly how we can mitigate against it.

The Ecological Framework views interpersonal violence as the outcome of interaction among many factors at four levels—the individual, the relationship, the community, and the societal. By looking at the four levels of the social ecology model and considering the risk and protective factors at each of those levels, we are able to consider the complex interplay between the different levels, and better understand the range of factors that put people at risk of violence or protect them from experiencing or perpetrating violence.

- **Individual** – At the individual level personal history or biological factors can affect the likelihood of becoming a victim or perpetrator of violence. These factors may include age, education, income, psychological or personality disorder, a history of abuse, behaving aggressively or substance misuse. Prevention strategies at this level promote attitudes, beliefs and behaviours that prevent violence involvement.
- **Relationship** – Personal relationships such as family, friends, intimate partner, and peers may influence the likelihood of becoming a victim or perpetrator of violence. A persons' closest social circle may influence their behaviour and contribute to their experiences.
- **Community** – The community contexts in which social relationships occur influence the likelihood of someone's involvement in violence, either as a victim or perpetrator. For example, schools, neighbourhoods, places of work are all influential factors in violence. Prevention strategies at the community level would focus on improvements around the physical and social environment in these settings, and addressing other conditions that give rise to violence in communities.
- **Societal** – Societal factors help create a climate in which violence is either encouraged or inhibited. These factors include social and cultural norms that support violence as an acceptable way to resolve conflicts. Other large societal factors include health, education, and social policies that help to maintain economic or social inequalities between groups in society. The availability of weapons, and social and cultural norms such as those around male dominance over women, parental dominance over children and cultural norms that endorse violence as an acceptable method to resolve conflicts, are all influential factors at this level.

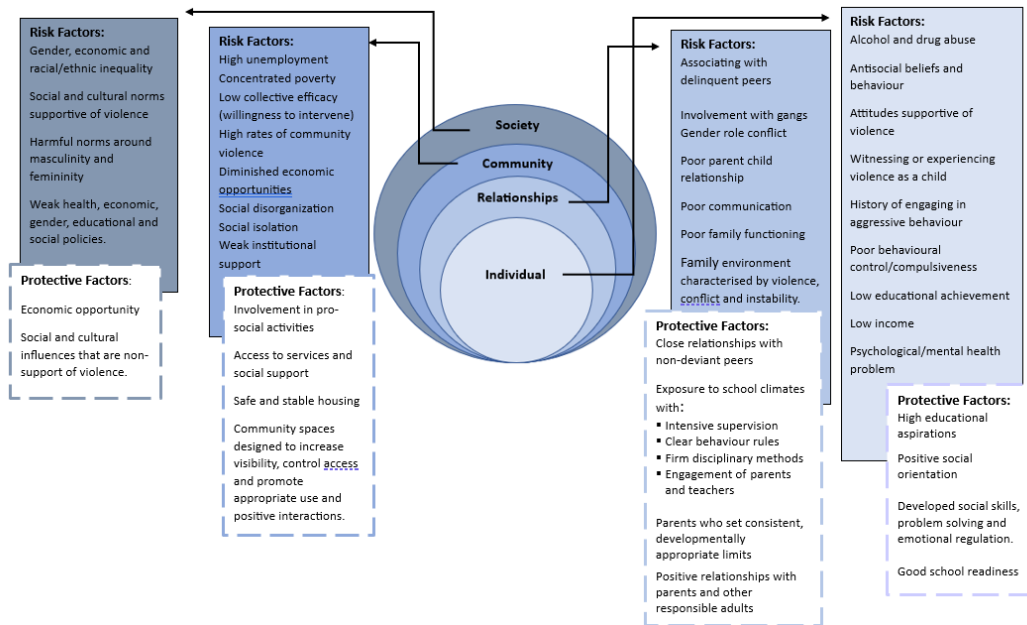
Risk and Protective Factors

In order to effectively implement a public health approach to serious violence, we must understand the factors that put people at risk or protect them from violence. The public health approach works by seeking to understand what causes violence and then responding with interventions to prevent or reduce violence at the population level, informed by the best available evidence. It is based on the theory that people exposed to risk factors may be more likely to experience violence; meanwhile, protective factors can help buffer people from violence.

- **Risk Factors:** are those which can usually predict an increased likelihood of violence. For example, communities with high levels of unemployment may be at higher risk of experiencing increased levels of violence.
- **Protective Factors:** are factors that reduce the likelihood of violence. For example, communities with low levels of unemployment may be at less risk of experiencing high levels of violence.

Risk factors are thought to have a cumulative effect, the more risk factors an individual has the greater the likelihood of them being involved in violence. Research also suggests some risk factors may be age specific with their importance changing over time. Risk and protective factors can interplay in a variety of ways, but it should be noted that they are not necessarily direct causes in themselves.

Figure 2: Risk and Protective Factors for Serious Violence.

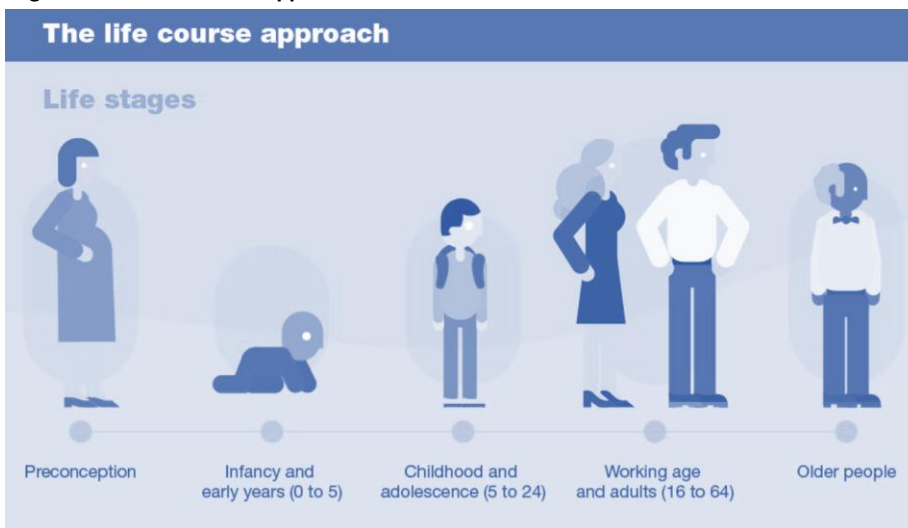


The Life Course Approach

The Life Course theory suggests that each stage in life influences the next, and together the social, economic, and physical environments in which we live have a profound influence on our likelihood of involvement in violence either as a victim or perpetrator. An individual can be the victim of violence, witnesses to violence or perpetrators of violence. Any one of these can lead to being the subject of another.... and so, the cycle perpetuates.

It is important that we understand how violence impacts on each stage of the lifecycle so we can build on the evidence of what works to break the cycle. Interventions to prevent and reduce violence need to take account of health and social needs at all stages of the life course, including pregnancy, infancy, childhood, adolescence, adulthood, and older age.

Figure 3: The Life Course Approach.



Adopting the life course approach means identifying key opportunities for minimising risk factors and enhancing protective factors through evidence-based interventions at key life stages, from preconception to early years and adolescence, working age, and into older age (Health Matters, 2019¹⁴).

Interventions

- Establish a comprehensive system for collecting and analysing data on serious violent crimes, including demographic information, locations, and circumstances.

¹⁴ [Health Matters: Prevention - A Life Course Approach - UK Health Security Agency \(blog.gov.uk\)](https://www.blog.gov.uk/2019/07/16/health-matters-prevention-a-life-course-approach-uk-health-security-agency)

- Conduct research to identify the risk factors and root causes of serious violent crimes, such as poverty, inequality, substance abuse, family dysfunction, and community disintegration.
- Based on the data and risk factor analysis, design evidence-based, targeted interventions that address the specific needs of high-risk individuals and communities.
- Develop programs and initiatives that focus on prevention, early intervention, and support for at-risk populations.
- Engage local communities, stakeholders, and residents in the design and implementation of violence prevention strategies. Encourage community ownership of initiatives.
- Raise public awareness about the consequences of violence and promote conflict resolution and non-violent communication skills through education and campaigns.
- Ensure accessible and affordable mental health and substance abuse treatment services for individuals at risk of violent behaviour. Implement trauma-informed care approaches to address the psychological impact of violence.
- Implement violence prevention programs in schools that teach conflict resolution, social-emotional skills, and positive peer interactions. Establish school-based counselling services for students in need.
- Develop youth programs and activities that provide alternatives to violence and gang involvement, including sports, arts, and mentoring opportunities.
- Implement community Policing strategies that build trust between law enforcement and communities, focusing on problem-solving and crime prevention rather than just arrests.
- Increase access to social services, including housing, employment assistance, and childcare, to address the social determinants of crime.
- Continuously evaluate the effectiveness of violence prevention programs and adjust strategies based on data and outcomes. Share best practices and lessons learned with other regions.
- Encourage collaboration among various government agencies, nonprofits, healthcare providers, and law enforcement to ensure a coordinated response to violence prevention.
- Advocate for policy changes that address the structural determinants of violence, such as poverty, education, and healthcare disparities.

Chapter 2 – Summary

Serious violence is a multi-faceted issue. No one agency can resolve this issue alone and no one agency's data can provide enough intelligence (Bellis et al., 2012¹⁵). The World Health Organisation (WHO) defines a public health approach to reducing violence as one that:

'Seeks to improve the health and safety of all individuals by addressing underlying risk factors that increase the likelihood that an individual will become a victim or a perpetrator of violence'.

A public health approach is all about prevention. Just as it is better to vaccinate against a disease than it is to treat the disease, it is better to prevent violence happening in the first place than to react once it has occurred. By adopting a public health lens, serious violent crime can be understood within a broader context of social determinants, risk factors, prevention, and population health. This approach aims to create safer, healthier communities by addressing the underlying factors that contribute to violence and promoting well-being for all individuals.

In line with a Social Ecological Model, the public health approach recognises that when preventing violence, you need to look at the needs and assets of the whole population. This enables us to get a better understanding as to why some population groups are at greater risk of violence than others and most importantly how we can mitigate against it.

The Ecological Framework views interpersonal violence as the outcome of interaction among many factors at four levels—the individual, the relationship, the community, and the societal. By looking at the four levels of the social ecology model and considering the risk and protective factors at each of those levels, we are able to consider the complex interplay between the different levels, and better understand the range of factors that put people at risk of violence or protect them from experiencing or perpetrating violence.

To effectively implement a public health approach to serious violence, we must understand the factors that put people at risk or protect them from violence. The public health approach works by seeking to understand what causes violence and then responding with interventions to prevent or reduce violence at the population level, informed by the best available evidence.

¹⁵ [Violence-prevention.pdf \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/61421/violence-prevention.pdf)

It is based on the theory that people exposed to risk factors may be more likely to experience violence; meanwhile, protective factors can help buffer people from violence.

The Life Course theory suggests that each stage in life influences the next, and together the social, economic, and physical environments in which we live have a profound influence on our likelihood of involvement in violence either as a victim or perpetrator. Children & young people can be victims of violence, witnesses to violence or perpetrators of violence. Any one of these can lead to being the subject of another.... and so, the cycle perpetuates.

It is important that we understand how violence impacts on each stage of the lifecycle so we can build on the evidence of what works to break the cycle. Interventions to prevent and reduce violence need to take account of health and social needs at all stages of the life course, including pregnancy, infancy, childhood, adolescence, adulthood, and older age.



CHAPTER 3 – Scope & Methodology

A Local Understanding – Strategic Needs Assessment (SNA)

To effectively tackle serious violence, it is important to understand the current picture of violence across our communities. This Strategic Needs Assessment (SNA) will serve as a vital tool in understanding the underlying factors contributing to serious violent crime in Bolton. Taking an evidence-based approach to provide a greater understanding of established and emerging serious violence trends across the borough. It will consider available data to ask why violence occurs, the impact of that violence on our communities, the circumstances that increase or decrease the risk for violence and crucially which communities and groups are most at risk. By conducting a thorough analysis of available data, engaging with key stakeholders, and considering the experiences and perspectives of those affected, we can gain valuable insights into the root causes, patterns, and dynamics of such crimes.

The assessment adopts a holistic public health approach, recognising that serious violent crime is influenced by various interconnected factors. It will explore social, economic, and cultural aspects, as well as factors specific to Bolton, such as geographical location, demographics, and community dynamics. By understanding these nuances, we can develop tailored strategies that address the unique challenges faced by our area.

Moreover, this needs assessment is designed to inform a response that is proactive rather than reactive. By identifying emerging trends, potential hotspots, and vulnerable groups, we can shape evidence-based interventions to prevent and mitigate serious violent crime. Collaboration among local authorities, criminal justice agencies, community organisations, and relevant stakeholders is crucial to ensure a coordinated response and maximize the impact of our efforts.

It is through the production of this detailed local profile that the partnership will identify the types of interventions that are needed locally, formulating, and prioritising bespoke actions to prevent and reduce serious violence going forward.

The Serious Violence Strategy.

By implementing evidence-based strategies, strengthening partnerships, and empowering communities, we can work towards creating an environment where every individual feels safe, supported, and free from the threat of violence.

This Serious Violent Crime Needs Assessment is a crucial step towards building a safer, more inclusive, and resilient community in Bolton. It is our collective responsibility to address this issue, and by doing so, we can foster a society where everyone can thrive and live without fear.

SNA: Methodology

Data and intelligence to produce this Strategic Needs Assessment (SNA), has been collated and analysed from a range of different sources to provide a comprehensive picture of serious violence across Bolton. This includes, but is not limited to, crime data, anonymised probation profiles, health data, youth justice information and learning from existing studies around risk and protective factors.

Valuable insight has also been invited from colleagues, key stakeholders and those working alongside Boltons communities to tap into a wealth of organisational intelligence and experience; coupled with valuable insight from targeted consultation and conversation with the residents of Bolton to hear about real life experiences and perceptions of serious violence. A real focus has been given to children and young people throughout the needs assessment which recognises their vulnerabilities and distinct needs in any approach to prevent and reduce serious violence.

The needs assessment has provided a greater understanding of the current and long-term issues relating to serious violence in Bolton, and a 'thank you' should be extended to CSP key partners for the collaborative approach taken to information, intelligence and knowledge sharing which has informed this local profile:

- Greater Manchester Police
- Greater Manchester Probation Service
- Bolton Council
- Greater Manchester Fire & Rescue Service
- Integrated Care Board
- Greater Manchester Violence Reduction Unit (VRU)
- New Bury Community-led Project
- Oasis GM Navigator
- The Salford foundation
- Most importantly, the Community of Bolton.

Defining Serious Violent Crime

The World Health Organisation (WHO)¹⁶ defines violence as – "the intentional use of physical force or power, threatened or actual, against oneself, another person, or against a group or community, that either results in or has a high likelihood of resulting in injury, death, psychological harm, maldevelopment, or deprivation."

There is no set definition of serious violence. The Home Office Serious Violence Strategy was published in response to rises in certain types of public space violent crime and as such has a focus on crime of particular concern including homicide, violence against the person which may include knife crime and gun crime, and areas of criminality where serious violence or its threat is inherent, such as in county lines drug dealing.

It is important that Boltons SNA reflects the national priorities but also the prevalence and perspectives of the different types of serious violent crimes on a local level.

The Police Crime Sentencing & Courts Act (PCSC) does not define serious violence for the purposes of the Duty. In determining what amounts to serious violence, the specified authorities must consider the following factors listed in Section 13 (6) of the PCSC Act:

- the maximum penalty which could be imposed for any offence involved in the violence.
- the impact of the violence on any victim.
- the prevalence of the violence in the area, and
- the impact of the violence on the community in the area.

It provides that, for the purposes of the Duty, violence includes domestic abuse, sexual offences, violence against property and threats of violence but does not include terrorism. This does not mean that specified authorities will be compelled to act on these crime types specifically linked to the Duty alone, but instead that they should consider whether violence of these kinds amounts to serious violence in their area, in accordance with the factors set out above.

In-line with the Greater Manchester VRU approach to addressing Serious Violence we are interested in the interplay between different types of violence in our communities, and the importance of recognising the strong interconnections with domestic abuse and violence, as well as public space violence.

For this analysis, the scope for serious violence, as agreed by CSP partners locally, will include:

- Violence without injury
- Violence with injury
- Possession of weapons offence
- Drug based offences.
- Public Order offences
- Rape
- Other sexual offences
- Stalking and harassment
- Robbery of personal property
- Robbery of business property

Public Order Offences

On initial examination it may not seem appropriate to include this crime code in any violent crime analysis. However, when the Home Office sub codes are analysed a significant proportion of these offences relate to violent behaviour and they comprise a significant percentage of all reported crime.

Table 1: Public Order Offences March 22 – March 23

Source: GMP Cognos Data

Public Order Offences	Count	%
Affray	138	2.7
Breach of a criminal behaviour order	131	2.5
Breach of an Order	223	4.3
Causing intentional harassment, alarm, or distress	2855	55.1
Committing or conspiring to commit, an act outraging public decency	28	0.5
Failure to comply with Notification Order	50	1.0
Fear or provocation of violence	937	18.1
Harassment, alarm, or distress	630	12.2
Racially or religiously aggravated fear or provocation of violence	51	1.0
Racially or religiously aggravated intentional harassment or alarm or distress	294	5.7

¹⁶ [Violence Prevention Alliance Approach \(who.int\)](https://www.violencepreventionalliance.org.uk/who-int)

Violent disorder	65	1.3
Grand Total	5182	

Although there are significantly fewer crimes classified as miscellaneous crimes against society, 57% of these relate to violent offences ranging from, threats to destroy property (which is mentioned in the PCSC guidance), dangerous driving, intimidation, and harassment. Based on this, the decision has been made to include these crime types as components of serious crime for the purpose of this assessment.

Miscellaneous crimes against society

This category shows all other police-recorded crimes against society (i.e., where there is no direct victim) which do not fit into any other category. Although it could be argued that some of these crime types constitute a violent crime against society in general. However, based on a brief analysis of these crimes, although there were some categories that could fit our definition it was decided not to include these within the analysis as the counts were low.

Table 2: Miscellaneous Crimes against society March 22 – March 23

Source: GMP Cognos Data

Type	Count
Threats to destroy or damage property	278
Take/ make / distribute indecent photographs or pseudo- photographs, of children	148
Aiding, abetting, causing, or permitting dangerous driving	117
Intimidation a juror or witness or person assisting in investigation of offence	30
Intimidation or intending to intimidate a witness	20
Possession of an indecent or pseudo indecent photo of a child	16
Attempting to Pervert the Course of Public Justice	14
Harming or threatening to harm a witness, juror or person assisting in in investigation	4
Using a false drug prescription or a copy of a false drug prescription	4
Possession of extreme pornographic image	3



[Chapter 4 - The Local Picture](#)

[Bolton – Demographics](#)

The total population of Bolton is estimated to be 295,962¹⁷. The third largest local authority area in Greater Manchester. This represents an extra 19,200 people, or roughly a 7% increase since 2011 (2011 Census), which is in-line with the Greater Manchester increase and just below the England & Wales figure of 6%.

In 2021, Bolton was home to around 15.1 people per football pitch-sized piece of land, compared with 14.1 in 2011: making it amongst the top 30% most densely populated local authority areas at the last census.

Gender:

Of the 296,000 people living in Bolton at the time of the last Census; 150,100 of these were female and 145,900 were male. Certain crimes can disproportionately affect one gender over the other, manifest themselves in different ways, and demand targeted solutions. Studies are consistent in finding that males commit most of the serious violence and research has also shown that males are more likely to carry a weapon (Office for National Statistics, 2018c and McVie, 2010).

This needs assessment will look to further understand the prevalence of serious violence in terms of gender in our borough, informing an evidence-led response to the problem through carefully designed interventions.

Age

At the time of the last Census (2021) 71,444 of Boltons population or 24% were aged under 18; and 224,487 or 76% were aged 18+.

Bolton continues to have an aging population, as does the rest of the country. There have been significant increases in the retirement aged population aged 65+ who have increased by 20% in the past ten years. There were about 42,500 people aged 65 and over living in Bolton in 2011; in 2021 this had gone up to 50,800, a difference of 8,300.

Within that group there were increases in those aged 85+ due to increases in life expectancy (5,300 to 5,800; a difference of 500 extra people). However, the larger increases could be seen in those aged 70-84 – the post war ‘baby boomer’ generation, who increased by around one third between 2011-21.

Another significant increase is the number of children aged 5-14 in the past decade. This is a result of increasing birth rates in the late 2000s, leading to a relatively large number of school age children now residing in the borough. There are now around 41,200 children aged 5-14, an increase of 20% from ten years ago. We have a high young population that reduces substantially for 18–24-year-olds as young people leave the area for university and/or work.

Mid 2020 population estimates illustrate that Bolton has a higher proportion of younger people aged 0-19 than what is observed nationally. Bolton has a lower proportion of working age population (16-64), than what is seen on average in England.

According to estimates, between 2021 and 2026 the number of Older Teens is expected to increase by 1,869 people. The number of individuals in Secondary School and Older Working are projected to increase in number. The largest population increase is expected in the over 75 group (Older Retirement).

Looking further ahead to 2031 estimated projections show that the over 65 population will show a considerable increase in Bolton, rising by almost 8,000 within the Early Post Retirement (65-74) and Older Retirement (75+) age brackets.

In general, over the next 20 years Bolton will see a rise in the number of residents aged 65 and over; whilst other broad age groups are set to remain relatively stable, Bolton will see a growth in the number of people exceeding the current age of retirement (Bolton, JSNA).

Compared to sub-regional & national estimates, Bolton has considerably more children aged 0-14 and marginally fewer older people, especially those aged 85+. However, Bolton for the most part closely follows trends in broad age groups for both Greater Manchester and England & Wales.

¹⁷ Census 2021, ONS [Build a custom area profile - Census 2021, ONS](#)

Understanding the age profile across the borough and in relation to violent incidents is important from a violence prevention perspective. The ONS reports that when considering victimisation rates for adults (18+), younger people aged 18 to 24 years (3%) and 25 to 34 years (2.9%) were more likely to be victims than older people (those aged 65 and over).

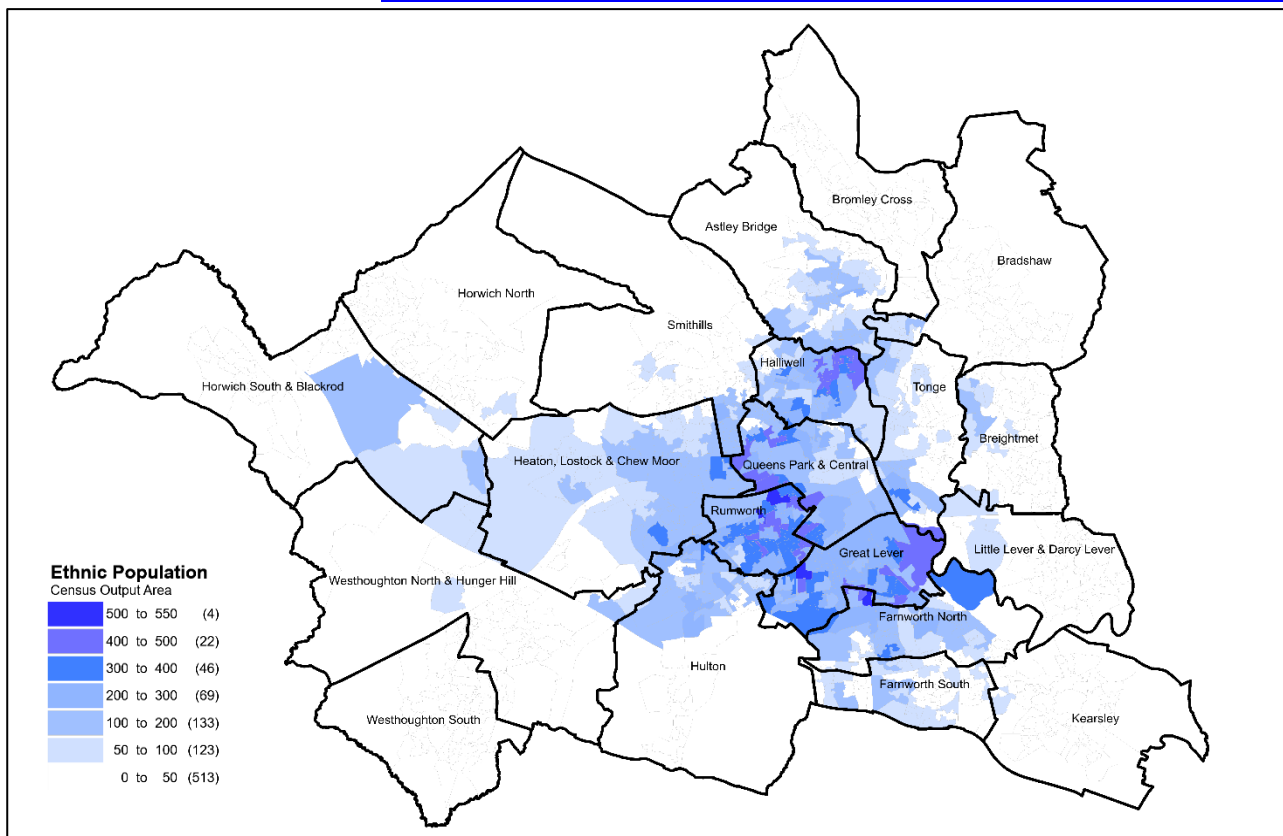
Ethnicity

Bolton has a richly diverse community. In 2021, 20.1% of Bolton residents identified their ethnic group within the "Asian, Asian British or Asian Welsh" category, up from 14.0% in 2011. 71.9% of people in Bolton identified their ethnic group within the "White" category (compared with 81.9% in 2011), while 3.8% identified their ethnic group within the "Black, Black British, Black Welsh, Caribbean or African" category (compared with 1.7% the previous decade). The percentage of people who identified their ethnic group within the "Mixed or Multiple" category increased from 1.8% in 2011 to 2.2% in 2021.

Map 1 below displays the geographical distribution of the ethnic population¹⁸ within Bolton by Census Output areas. There is a clear concentration within the central wards, with Great Lever and Rumworth having the highest proportions.

Map 1 – Ethnic population by Output area Bolton

Date Source: 2021 Census – Custom table - <https://api.beta.ons.gov.uk/v1/datasets/create/filter-outputs/52d79a5e-4a82-484c-b1ac-65a2b4cecbf9>



The first set of small population tables based on ethnicity is now available from the 2021 Census and is shown in the table 3 below. Bolton has a significant Somali, Kurdish, Polish and Romanian populations.

Table 3: Small Scale populations by ethnicity – Bolton

Source: Nomis - [Small Population - 2021 Census - Nomis - Official Census and Labour Market Statistics \(nomisweb.co.uk\)](https://nomisweb.co.uk)

Age	Somali	Romanian	Kurdish	Polish	Filipino	Afghan	Sri Lankan	Turkish
Aged 4 years and under	220	86	118	84	8	133	41	23
Aged 5 to 9 years	273	53	184	120	10	126	49	11
Aged 10 to 14 years	249	39	116	139	20	127	47	22
Aged 15 to 19 years	281	84	56	108	22	73	23	19
Aged 20 to 24 years	201	42	42	99	18	46	9	17
Aged 25 to 29 years	100	75	58	154	26	73	6	15
Aged 30 to 34 years	113	101	107	221	41	82	30	19
Aged 35 to 39 years	103	103	134	273	22	80	38	32
Aged 40 to 44 years	71	39	120	194	22	44	40	34

¹⁸ Bangladeshi, Chinese, Indian, Pakistani, African, Caribbean, Mixed, Arab, and Other groups.

Aged 45 to 49 years	67	28	66	126	34	36	18	39
Aged 50 to 54 years	76	16	19	74	36	20	10	9
Aged 55 to 59 years	52	16	7	56	18	8	10	11
Aged 60 to 64 years	26	6	8	39	14	6	6	5
Aged 65 to 69 years	11	4	2	28	8	6	5	2
Aged 70 to 74 years	3	2	0	13	4	6	7	0
Aged 75 to 79 years	3	0	1	4	1	0	2	1
Aged 80 to 84 years	3	1	1	3	0	0	1	0
Aged 85 years and over	0	0	0	10	0	0	1	0
Total	1852	695	1039	1745	304	866	343	259

Crime and deprivation can be linked to certain communities and areas and may require different bespoke interventions, as some of the new and emerging communities within Bolton will have different customs and social norms.

Deprivation

Bolton is ranked the 34th most deprived local authority area in the country (IMD 2019), with 42 of Boltons neighbourhoods (LSOAs) ranking within the 10% most deprived areas in the country (2021 Census). There have been few changes regarding our most deprived neighbourhoods and deprivation remains at its greatest in the wards of Halliwell, Crompton, Brightmet, Great Lever, Rumworth and Farnworth with pockets outside the town centre identifying Johnson Fold and Washacre.

In the UK, there is a well-established link between crime and deprivation. Numerous studies and research have consistently shown a correlation between higher levels of crime and areas with higher levels of deprivation; with the ONS reporting that those living in the most deprived areas of England were more likely to be victims of violence with injury than those living in the least deprived areas (1.2%, compared with 0.5%); they were also more likely to be victims of stranger violence (2.2%, compared with 0.2%).

The link between crime and deprivation can be understood through the social disorganisation theory. According to this theory, areas with high levels of deprivation, such as poverty, unemployment, low education levels, and social instability, have weakened social structures and a lack of informal social control mechanisms. This can create an environment conducive to criminal behaviour. Areas with higher levels of deprivation often experience a concentration of disadvantage, where multiple social and economic challenges intersect. This concentration of disadvantage can contribute to a range of social problems, including higher crime rates.

Deprivation can create economic motivations for criminal behaviour. High levels of poverty and limited access to legitimate economic opportunities may push individuals toward illegal activities as a means of survival or to obtain resources. Deprivation can also lead to social exclusion and marginalisation, where individuals and communities feel disconnected from mainstream society. This sense of exclusion can contribute to feelings of frustration, hopelessness, and alienation, which can increase the likelihood of engaging in criminal behaviour.

Deprived areas often face higher rates of drug and substance abuse. Substance abuse can fuel criminal activity, such as drug trafficking, theft, and violence, leading to an increase in crime rates in these areas. Deprivation can significantly impact young people. Limited opportunities, lack of positive role models, and exposure to violence and criminal behaviour within their communities can increase the likelihood of youth involvement in crime.

Crime tends to be spatially concentrated in areas of high deprivation. These areas, commonly referred to as "crime hotspots," experience higher rates of various types of crime, including theft, robbery, violence, and drug-related offences.

It is important to note that while there is a clear link between crime and deprivation, not all individuals living in deprived areas engage in criminal behaviour, and not all crimes are committed in deprived areas. Additionally, causality is complex, and the relationship between crime and deprivation is influenced by a variety of factors. Effective crime prevention and community development strategies often involve addressing the underlying causes of deprivation, such as improving educational opportunities, creating employment prospects, and providing social support services in deprived areas.

There is extensive research into the importance of identifying the risk and protective factors associated with violence at a local level to identify those communities most effectively at increased risk of violence. It is therefore ever more important for us to consider violence prevention in the context of our communities and demographics as a town, to implement an effective public health approach.

Recorded Crime

There are various sources of data available in terms of analysing crime levels within the borough. Essentially, they all come from a single reporting source of Greater Manchester Police. For nearly three years now, GMP's Police Works software has been a significant obstacle to this process, but the recent decision in March to move to a different system offers an opportunity to make significant improvements.

Many different factors contribute to crime and disorder challenges in Bolton, many of which are built into the physical and social structure of the town. Differences in local level population structures and deprivation are a significant determinant of crime levels and different areas have different tolerance to crime and anti-social behaviour.

To understand this at a local level, data within the assessment relating to crime will be available from different sources and at different geographical levels.

- Level 1 – The Borough Level – The Greater Manchester context. Source: Office of National Statistic (ONS)
- Level 2 – Ward and Middle Layer Super Output Areas (MLSOA): Source: GMP via GMCA Tableau.
- Level 3 – Lower-Level Super Output Areas (LSOA): Source: GMP.
- Level 4 – 200m hexagonal grids. Source: Derived from GMP data.
- Level 5 – Six figure grid coordinates. Source: GMP raw data counts.

It is important to understand the differences within these datasets, that the counts may vary, when auditing adjustments have been made. Available data may be at different chronologies and based on differing definitions of violent crime.

The level 5 crime-based data set that have been used in this assessment are listed below.

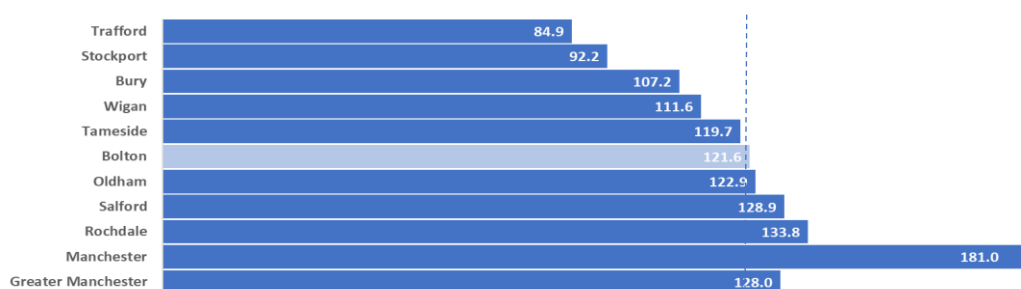
- Total crime counts April 22 – March 23 – 39,107 records.
- Offender counts April 22 – March 23 – 22,308 records
- Victim counts April 22 – March 23 – 30,297 records.
- Incident data April 22 – March 23 – 8,248 records.

Level 1 - The Greater Manchester Context

Total recorded crime in Bolton as measured by the ONS at the year ending December 2022 was 36,010 a 27.4% rise from the previous year's figure of 28,250. As a major component of these crimes 40.7% related to violence against the person, 25.3% to theft offences, 14% to public order offences and 9% to criminal damage. Graph 1 below displays these offences as a rate per 1,000 population. Bolton is just below the Greater Manchester average at 121.6 per 1,000 population.

Graph 1. Total recorded crime Greater Manchester (excluding fraud) year ending December 2022 per 1000/household.

Source: ONS Police Recorded Crime (2023)

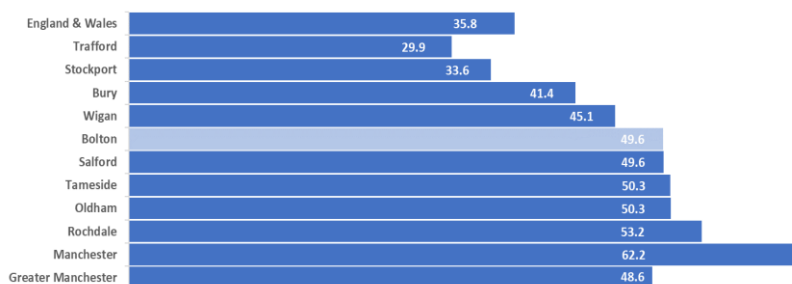


Violence against the person (VAP)

Bolton stands above the national average in all forms of violence and faces significant inequalities at a lower level, reflecting the deprivation and demographics within the area. There were 14,672 violence against the person (VAP) offences for the year ending December 2022 a rise of 5.2% from the previous year, giving a rate of 49.6 per 1,000 population (Graph 2). This is significantly higher than the national rate of 35.8 per 1,000 population. Within the VAP subgroup of crimes violence with injury increased by 6.2% and stalking and harassment by 15% from the previous year.

Graph 2: Violence against the person, Greater Manchester year ending December 2022, per 1,000 population/household.

Source: ONS Police Recorded Crime (2023)

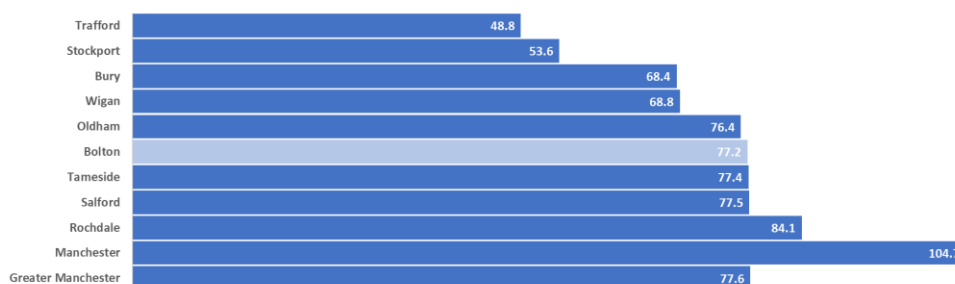


Wider Definition

Bolton have adopted a wider definition of violent offences than that of violence against the person by the ONS. This includes sexual offences, robbery, drugs offences, possession of weapons, public order offences and stalking and harassment. We accept that some offences within these categories may not be appropriate (particularly some of the public order offences), but overall, it does provide a more detailed picture. Graph 3 below displays the rate per 1,000 population when these offences have been included. At a rate of 77.2 per 1,000 this is significantly higher than the rate when only VAP is measured (49.6)

Graph 3. All violent offences year ending December 2022 per 1,000 population/household.

Source: ONS Police Recorded Crime (2023)



Violence against the person = homicide, death or serious injury by driving, violence without injury, violence with injury, stalking and harassment

Level 3 - Total Crime – MLSOA – GMCA Tableau Base

Table 4 displays total recorded crime in Bolton sourced from the VRU which rose from 29,103¹⁹ offences in 20/21 to 36,870 in 21/22. This represents a rise of 26.7% over the time period. Although this rise may seem significant GMP were placed in special measures by HMIC in December 2020 as inspectors had expressed concerns that GMP had failed to report approximately one fifth of crimes reported in Greater Manchester. Significant changes have been made by the force, led by the new Chief Constable Stephen Watson, who set out a plan in June 2021 to improve the force. This culminated in the force being taken out of special measures in October 2022.

Table 4: All crime and violent crime for Bolton by MSAO 20/212 – 21/22²⁰.

Source: GMCA Tableau -VRU Dashboard

MSOA	2020 - 2021		2021 - 2021	
	All Crimes	Violent Crimes	All Crimes	Violent crimes
Astley Bridge & Waters Meeting	1035	314	1020	353
Blackrod & Butterwick Fields	310	135	386	180
Brightmet North	1161	557	1396	658
Brightmet South & Darcy Lever	1148	400	1539	575
Bromley Cross & Bradshaw	388	109	493	151
Burnden & Great Lever	1933	688	2742	1106
Central Bolton	2929	953	4088	1260
Daubhill & Fernhill Gate	978	375	1138	379
Doffcocker & Moss Bank	614	281	814	358
Dunscar & Egerton	263	76	342	110
Eagley & Sharples	496	129	556	201
Farnworth North	841	310	1040	446
Farnworth South	1344	500	2257	833
Gilnow & Victory	1250	477	1349	522

¹⁹ Source: GMCA Tableau – VRU Dashboard

²⁰ [Greater Manchester VRU Dashboard: VRU Dashboard Home - Tableau Server \(ghtableau.nhs.uk\)](https://tableau.nhs.uk/)

Hall ' th' Wood	1141	556	1232	570
Halliwell & Brownlow Fold	1047	442	1241	539
Harper Green	954	444	1221	540
Harwood	347	145	570	227
Heaton & Deane	673	274	851	343
Highfield & New Bury	1097	489	1281	543
Horwich East	433	186	664	263
Horwich North	649	261	889	410
Horwich South & Middlebrook	588	164	760	235
Kearsley & Stoneclough	752	281	966	418
Lever Edge	719	323	889	403
Little Lever	620	258	774	309
Lostock & Ladybridge	437	159	414	176
Over Hulton	400	137	464	161
Rumworth North	904	386	974	423
Rumworth South	639	263	689	302
Smithills	426	159	591	223
Tonge	1016	377	1223	468
Westhoughton Daisy Hill	315	116	388	149
Westhoughton East	494	186	578	228
Westhoughton West	756	323	1038	422
(blank)	6	1	13	7
Grand Total	29103	11234	36870	14491

Central Bolton accounted for 10.1% of all recorded crime in 20/21 which rose slightly to 11.1% in 21/22. Burden and Great level accounted for the second highest reported crime levels at 6.6% in 20/21 rising to 7.4% in 21/22. However, caution should be shown when analysing crime data for Bolton at MSOA level as the Burden and Great Lever MSOA is the location of Scholey Street Police station and a significant number of crimes are recorded at this location. Brightmet and Farnworth South also display significantly higher crime levels, with Gilnow, Halliwell and Harper Green having levels above the borough average. Westhoughton, Dunsar and Sharples display the lowest levels of reported crime within the borough.

In terms of violent crime 11,234 (table 5 below) crimes were reported in 20/21, this accounted for 38.6% of all reported crime. This rose to 14,491 a 28.9% increase between the two years and a similar proportion of total crime at 39.3%.

Table 5: Total and Violent crime counts 2020/21 – 2021/22 with change.

Source: GMCA Tableau -VRU Dashboard

	20/21	21/22	Change
Total Crime	29,103	36,870	26.7%
Violent Crime	11,234	14,491	28.9%
Violent Crime % of total Crime	38.6%	39.3%	

Level 1 -Total Crimes – Raw Counts

In order to generate crime counts at ward level the GMP raw data has been used sourced directly from the Cognos system. This represents the unaudited data set and caveats are required whilst using the data. The benefits of using the raw data allow us to accurately provide a figure for 22/23. Table 6 below displays the component types of this data set, and it is clear several crime related incidents are also included in this data. The decision was taken to not remove these crimes from the data set.

Table 6: Crime Component types

Source: GMP Cognos raw crime counts

Type	Count of Crime Final Classification
Crime	36,492
Crime Related Incident	2,545
Non-Crime Incident	147
Grand Total	39,184

Table 7 below displays total crime for Bolton during the financial year 22/23 with a total of 39,153²¹ crimes recorded. Depending on which audit measure you select this is an increase in total crime of 6.2% between 21/22 and 22/23. However, if non crime incidents and crime related incidents were removed, we would report little change in the levels of crime over the two years. We need to be aware of the impact of comparing raw unaudited data with published information. Table 7 below provides total crime counts by the boroughs new ward boundaries as of May 2023.

²¹ The crime total reported for 22/23 represents raw unaudited crime counts directly sourced from live GMP data. No audit or cleansing has been applied to this data set, so the figures should be viewed with caution. The counts also include Crime related incidents.

Table 7: Total crime by components by Bolton Wards.

Source: GMP Cognos data 22/23 – Ward boundaries attached via MapInfo.

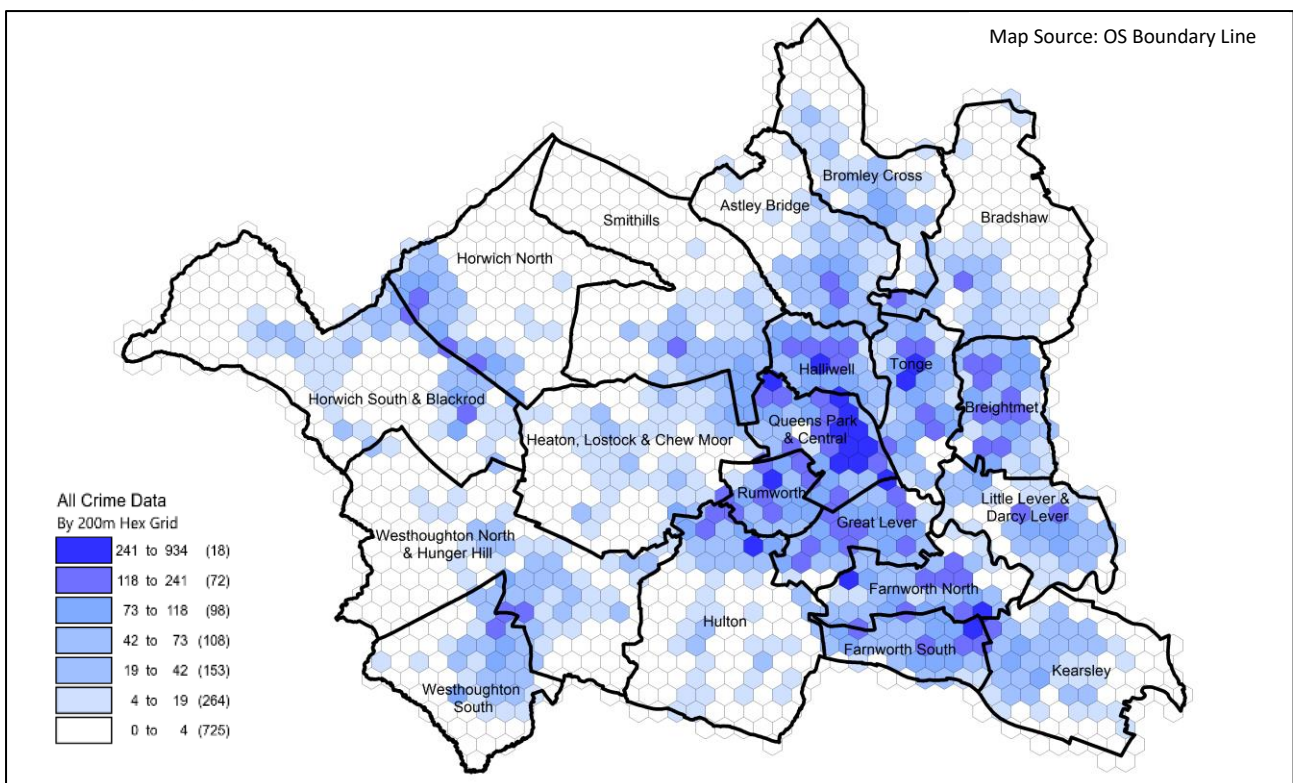
Wards	All other theft offences	Bicycle theft	Business and community burglary	Criminal damage and arson offences	Death injury by unlawful driving	Fraud	Miscellaneous crimes against society	Other sexual offences	Possession of drugs	Possession of weapon offences	Public order offences	Rape	Residential burglary	Robbery of business property	Robbery of personal property	Shoplifting	Stalking and harassment	Theft from the person	Trafficking of drugs	Vehicle offences	Violence with injury	Violence without injury	(blank)	Grand Total	Rank
Queens Park & Central	614	39	142	435	1	50	100	124	127	98	839	63	123	8	115	424	495	148	77	256	608	796	388	6075	1
Great Lever	145	6	27	230	2	22	65	85	56	28	385	63	93	3	27	133	445	16	33	163	237	398	246	2911	2
Brightmet	138	5	22	295		26	55	44	21	32	431	29	125	3	8	85	580	17	31	115	221	389	171	2846	3
Tonge with the Haugh	153	10	26	275		19	44	37	27	25	345	31	128	1	17	106	512	14	31	168	244	362	173	2750	4
Farnworth North	153	10	20	230		27	61	72	21	20	303	45	100		20	20	463	17	23	129	252	393	157	2537	5
Farnworth South	143	5	21	193		20	65	55	24	26	343	21	91	8	27	123	420	13	29	91	206	385	143	2453	6
Halliwell	164	9	34	186		15	59	33	29	29	308	11	85	6	37	105	399	12	31	183	199	273	173	2380	7
Rumworth	144	6	20	133		26	36	18	48	24	236	15	83	2	31	49	296	19	78	136	159	278	130	1968	8
Hulton	113	1	8	152	1	17	20	21	18	14	231	16	96	3	7	71	260	5	16	100	116	198	119	1603	9
Horwich North	114	4	20	142	1	13	29	20	21	12	225	14	82	2	17	23	276	10	8	73	162	220	108	1597	10
Astley Bridge	146	3	8	149		18	32	31	21	15	160	18	67	3	13	16	249	2	15	126	118	165	116	1492	11
Little Lever & Darcy Lever	63	5	6	160		18	33	21	7	23	240	18	60	1	11	31	262	3	17	55	128	198	101	1461	12
Smithills	85	5	13	99		10	24	24	14	15	160	15	83		7	4	278	2	25	138	127	204	98	1430	13
Westthoughton South	61	4	8	120		10	27	16	6	12	187	18	65	2	6	56	280	5	9	51	127	181	103	1354	14
Horwich South & Blackrod	117	2	19	98		15	29	23	13	12	156	8	39	2	8	154	158	9	12	95	95	151	98	1313	15
Kearsley	98	4	7	113		17	37	28	11	11	136	13	60	3	8	21	243	6	17	76	109	148	80	1246	16
Westthoughton North & Hunger Hill	77	3	14	66	1	6	21	20	7	7	147	13	73	2	7	74	146	4	4	74	84	146	75	1072	17
Heaton, Lostock & Chew Moor	65	2	12	68		10	15	43	10	5	125	7	70		5	3	156	6	5	99	74	109	74	963	18
Bradshaw	129		5	69		14	18	26	7	8	118	7	33		6	3	158		10	78	59	112	68	928	19
Bromley Cross	54	1	14	71		6	24	13	14	7	92	6	39		6	8	118		5	63	68	93	70	772	20
Grand Total	2776	124	446	3284	6	359	794	754	502	423	5167	430	1595	49	383	1509	6194	308	476	2269	3388	5199	2691	39153	

Queens Park and Central ward displays the highest crime rate representing 15.5% of all reported crime within the borough. The top six wards in terms of reported crime (30%) account for 50% of all reported crime within the borough. Whilst the bottom 6 wards account for only 17% of all crimes.

Map 2 below displays total crime in Bolton as a hotspot map based on 200m hexagonal grids. The Town centre area is clearly visible within Queens Park and Central Ward as is the location of the Police station located in the northeast of Great Lever ward. Crimes linked to Royal Bolton Hospital are also clearly visible within the Farnworth North Ward.

Map 2: Hotspot of Total Crime Bolton Division (Excluding Fraud) by Ward April 2022 – March 2023

Date Source: GMP Cognos data



Violence within Bolton

The following section of the report looks at the components of violent crime within Bolton, focusing on a more micro level analysis. Where subsets of the recorded crimes are significant a more detailed analysis is undertaken focusing on any geographical patterns that may appear in the data. In terms of crime coding, the GMP data provides a binary description for all crimes. The crime tree level 4 assessment provides a general description of the offence and further detail is provided by the Home Office offence level classification. For example, the crime tree level 4 description may provide an offence code relating to the possession of a weapon, the Home Office classification then provides the detail, whether the offence relates to threatening someone with a blade, or possessing a firearm, or ammunition and independent codes are used to confirm the location of the offence.

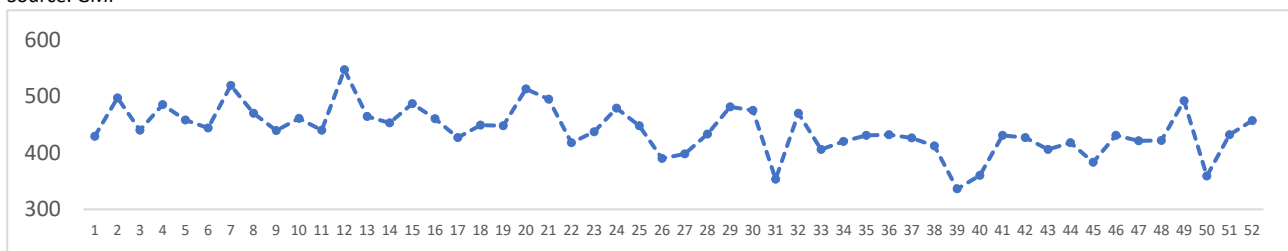
The GMP dataset also provides a text string-based crime MO description field which provides a detailed narrative of the recorded offence. The information contained within this field although often difficult to analyse given its free text-based structure offers detailed insight into the mechanics of the crime. For example, using the same crime example as above relating to possession of an offensive weapon, when we analyse the MO field, we find that a percentage of those offences also relate to knife crime, but have been coded to relate to an offensive weapon.

Violent Crime

23,244 violent crimes were reported within Bolton in 22/23. Graph 4 below displays these as counts by week over the last financial year. The volume remains stable, peaking in July with a low over the Christmas period. This represents 60% of all recorded crime over that period. Table 8 below displays the crime types based on the SVC NA definition of violent crime within Bolton for 22/23. Stalking and harassment at 26% represents over a quarter of all reported offences. Public order offences accounts for 22% and typically comprise harassment and distress, affray, and racially motivated crimes.

Graph 4: Violent crime by week

Source: GMP



Violence without injury accounts for 22%, with the more severe crime of violence with injury accounting for 14%. As criminal damage and arson are recorded in a single crime category under crime tree level 4, we have used the Home Office sub code²² which allows us to break the figures down to arson only offences, and this has been linked to any criminal damage offences that endanger life.

Table 8: Violent crime in Bolton 22/23

Source: GMP Cognos raw crime counts

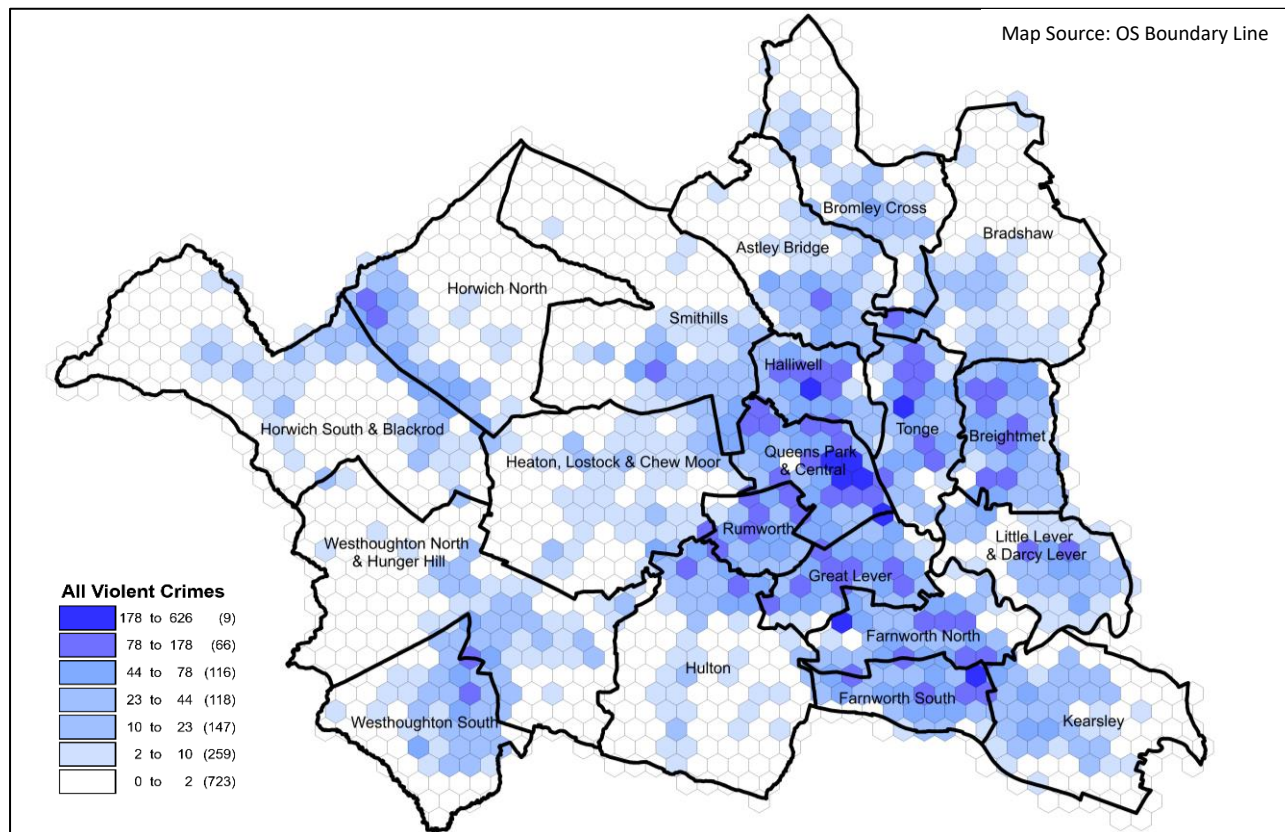
Crime Type (Crime Tree Level 4)	Count	%
Death or serious injury caused by unlawful driving	6	0.03
Other sexual offences	755	3.25
Arson & criminal damage endangering life	227	0.98
Possession of weapon offences	423	1.82
Public order offences	5182	22.29
Rape	431	1.85
Robbery of business property	49	0.21
Robbery of personal property	383	1.65
Stalking and harassment	6205	26.70
Trafficking of drugs	479	2.06
Possession of Drugs	501	2.16
Violence with injury	3397	14.61
Violence without injury	5206	22.40
Grand Total	23244	

Map 3 below displays the hotspots relating to violent crime within Bolton. It is useful to compare this map with map 2 above that depicts all crime. Similar hotspots do occur which is to be expected given the volume of these offences. Violent offences are clustered around town centre locations, the Hospital, and the Police Stations. There are also significantly more offences in the central wards that tend to be more deprived and have very mixed populations.

²² Arson endangering life, arson not endangering life, criminal damage endangering life, criminal damage to a business endangering life, criminal damage to a residence endangering life and criminal damage to a vehicle endangering life.

Map 3: Violent Crime by Ward April 2022 – March 2023

Date Source: GMP Cognos data



Stalking and Harassment

This type of crime includes actions of abuse, harassment, and intimidation such as: verbal abuse; physical attacks; being stalked followed or loitered around; threats of harm; distribution of misinformation; character assassination, inappropriate emails letters, phone calls and communications on social media; sexual harassment or sexual assault; and other threatening behaviours, including malicious communications such as poison pen letters, indecent or grossly offensive emails or graphic pictures that aim to cause distress or anxiety. Map 4 displays the geographical locations.

People being targeted often report chronic stress and anxiety, periods of low mood and depression. In some cases, victims can experience symptoms associated with trauma and post-traumatic stress disorder. It's not uncommon for victims to become so fearful they don't feel safe leaving their home.

26% of all serious violent crime within Bolton is classified as stalking and harassment. Table 9 below displays the Home Office offence level classification codes for this offence for 22/23. Over 40% of this type of offence relates to malicious communication and is a significant issue within the borough.

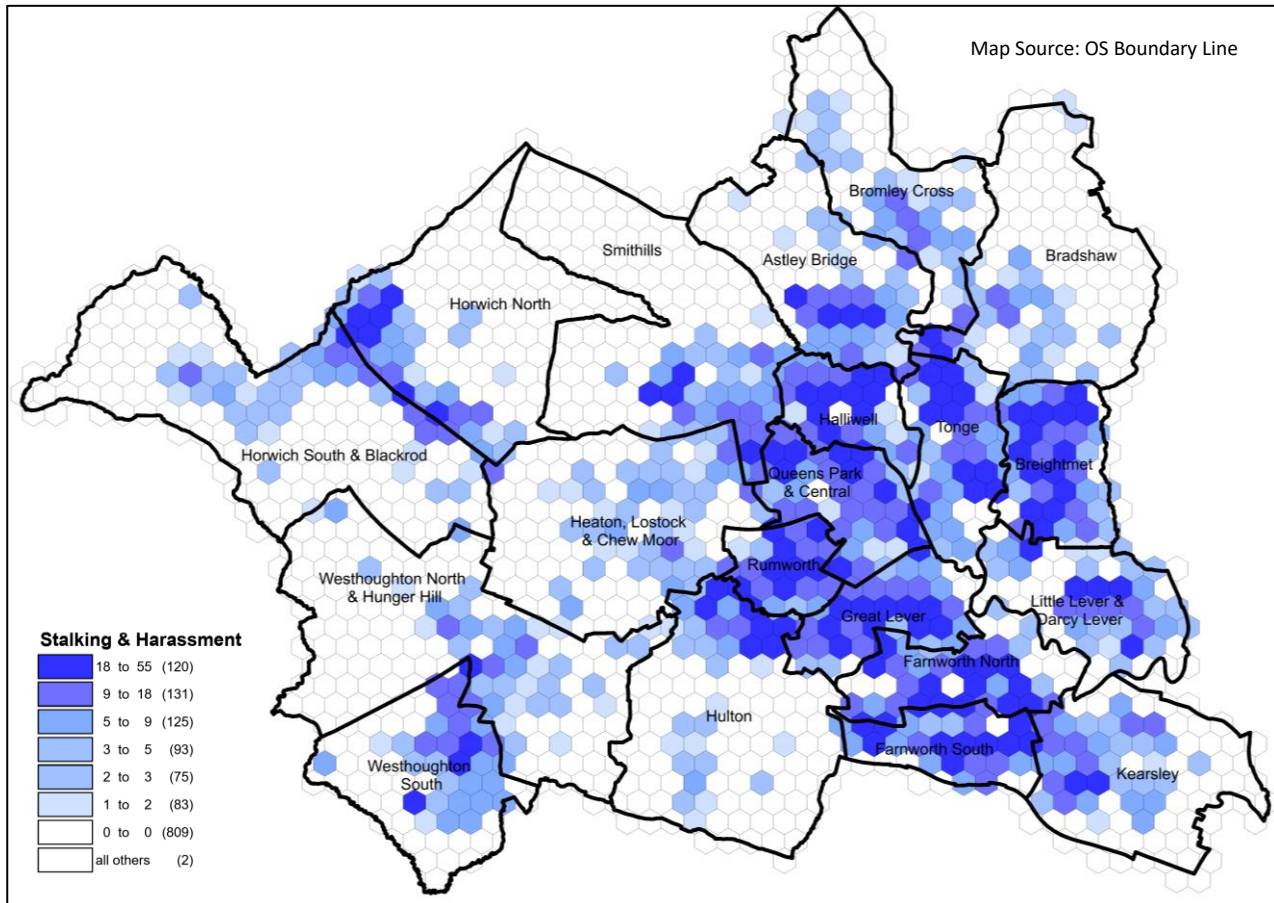
Table 9: Stalking and Harassment Offences 22/23

Source: GMP Cognos raw crime counts

Crime Type (HO Offence Level)	Count	%
Breach of a restraining order	110	1.8
Breach of conditions of injunction against harassment	13	0.2
Disclose or threats to disclose private sexual photographs	51	0.8
Engage in controlling/coercive behaviour in an intimate / family relationship.	380	6.1
Harassment	1657	26.7
Harassment etc. of a person in his home	26	0.4
Pursue a course of conduct in breach of S1 (1) which amounts to stalking	343	5.5
Putting people in fear of violence	309	5.0
Racially or Religiously Aggravated Stalking with fear of violence	14	0.2
Racially or religiously aggravated Stalking without violence	50	0.8
Sending letters etc with intent to cause distress or anxiety (Malicious Communication)	2495	40.2
Stalking involving fear of violence	227	3.7
Stalking involving serious alarm/distress	530	8.5
Grand Total	6205	100.0

Map 4: Stalking & Harassment April 2022 – March 2023

Date Source: GMP Cognos data



Malicious Communications

Malicious communication is a subset of stalking and harassment offences and is where someone sends a letter or any other form of communication that is indecent or grossly offensive, threatening, or contains information which is false or believed to be false. The purpose for sending it is to cause distress or anxiety to the person it is sent to. 40% of all stalking and harassment crimes within Bolton relate to malicious communications and these tend to be online in nature. A subset of the MO field²³ has been analysed (approximately 50% of the records) and Table 10 below displays the type of malicious communications for this offence. At almost 30% the most common type is via a text from a mobile phone. All the major social media platforms are also represented with this type of communication.

33% of all malicious communication offences are domestic violence (DV) related, whilst only 4% are linked to a hate crime. 33% also fall into the category of cyber bullying. In terms of crime outcomes 56% of these offences have a suspect identified, but the victims do not support prosecution or there is insufficient evidence for a conviction.

Table 10: Malicious Communications by type.

Source: GMP Cognos raw crime counts

Communication Type	Count	%
Digo	2	0.09
emails	55	2.59
Facebook	250	11.79
Facebook Messenger	50	2.36
Image	60	2.83
Instagram	56	2.64
Letter	55	2.59
Phone Call	420	19.80
Snapchat	142	5.28
Text	600	28.29
Threats	160	7.54

²³ The term "modus operandi" is a Latin term that describes an individual or group's habitual way of operating, which represents a discernible pattern. The MO field within the GMP dataset provides a detailed description of the crime.

Tik Tok	45	2.12
Verbal	150	7.07
Voice Mail	15	0.71
WhatsApp	36	1.70
Xbox	45	2.12
You Tube	10	0.47
Grand Total	2141	

Sexual Offences

Sexual offences account for 5% of serious violent crime reported in Bolton during 22/23. This represents a total of 1,186. 431 (36%) related to rape and the remainder to less serious sexual offences. Table 11 below displays the detailed Home Office classifications.

Table 11: Sexual Offences – Home Office Classifications

Source: GMP Cognos raw crime counts

Offence - Home Office Classification	Count	%	U/13	U/16	Child	Adult/F	Adult/M
Abuse of position of trust	3	0.25					
Administering a substance with intent	8	0.67					
Arrange / facilitate sexual activity with a child	4	0.34			4		
Assault of a female child under 13 by penetration	13	1.10	13				
Assault on a female by penetration	39	3.29				39	
Assault on a male by penetration	7	0.59					7
Assault on a male child under 13 by penetration	3	0.25	3				
Attempted rape of a female aged 16 or over	14	1.18				14	
Attempted rape of a female aged under 16	3	0.25		3			
Attempted rape of a male aged under 16	1	0.08		1			
Cause or incite the sexual exploitation of a child	3	0.25			3		
Causing a child under 13 to watch a sexual act	6	0.51	6				
Causing a child under 16 to watch a sexual act	14	1.18		14			
Engage in sexual activity without consent	2	0.17				2	
Inciting a child under 13 in sexual activity	32	2.70	32				
Inciting a child under 16 in sexual activity	44	3.71		44			
Inciting a person with a mental disorder in sexual activity	1	0.08					
Engage in sexual communication with a child	45	3.79			45		
Engaging in sexual activity in the presence of a child	4	0.34			4		
Exposure	60	5.06					
Intercourse with an animal	2	0.17					
Meeting a child following sexual grooming etc	5	0.42			5		
Rape of a female aged 16 or over	268	22.60				268	
Rape of a female aged under 16	77	6.49		77			
Rape of a female child under 13 by a male	22	1.85	22				
Rape of a male aged 16 or over	25	2.11					25
Rape of a male aged under 16	8	0.67		8			
Rape of a male child under 13 by a male	13	1.10	13				
Sexual activity with a child under 13	4	0.34	4				
Sexual activity with a child under 16	33	2.78		33			
Sexual assault of a child under 13	99	8.35	99				
Sexual assault on a female	263	22.18				263	
Sexual assault on a male	51	4.30				51	51
Voyeurism	13	1.10					
Grand Total	1186		192	180	61	637	83

71% of sexual offences were committed against female victims, but the figures are likely to be higher as some offences do not supply the sex of the victim. 16% of victims were under 13 years of age with 15% being 13 – 16. Therefore, a significant number of victims were female under the age of 16. In terms of the most serious sexual offences there were 431 rapes reported. 4.2% of these related to attempted rapes and in total there were 48 (11.1%) male victims.

Sexual Offences by Ward

Table 12 below displays the number of other sexual offences and rapes by ward. Queens Park and Central ward has the highest combined rate with almost 16% of all offences concentrated in this location. This is comprised of 15% relating the other sexual offences and 14% relating to rape. These are mainly driven by the nighttime economy.

Table 12: Sexual offences by Ward

Source: GMP Cognos raw crime counts

Ward	Other sex. off	%	Rape	%	Total	%
Astley Bridge	31	4.11	18	4.18	49	4.14
Bradshaw	26	3.45	7	1.62	33	2.78
Brightmet	44	5.84	29	6.73	73	6.16
Bromley Cross	13	1.72	6	1.39	19	1.60
Farnworth North	72	9.55	45	10.44	117	9.87
Farnworth South	55	7.29	21	4.87	76	6.41
Great Lever	85	11.27	63	14.62	148	12.49
Halliwell	33	4.38	11	2.55	44	3.71
Heaton, Lostock & Chew Moor	43	5.70	7	1.62	50	4.22
Horwich North	20	2.65	14	3.25	34	2.87
Horwich South & Blackrod	23	3.05	8	1.86	31	2.62
Hulton	21	2.79	16	3.71	37	3.12
Kearsley	28	3.71	13	3.02	41	3.46
Little Lever & Darcy Lever	21	2.79	18	4.18	39	3.29
Queens Park & Central	124	16.45	63	14.62	187	15.78
Rumworth	18	2.39	15	3.48	33	2.78
Smithills	24	3.18	15	3.48	39	3.29
Tonge with the Haulgh	37	4.91	31	7.19	68	5.74
Westhoughton North & Hunger Hill	20	2.65	13	3.02	33	2.78
Westhoughton South	16	2.12	18	4.18	34	2.87
Grand Total	754		431		1185	

It is worth examining the total number of rape offences as Great Lever displays the same level as within the town centre. We would expect the town centre area with the concentration of nighttime economy premises to generate the largest counts of sexual offences. Table 13 below displays the Home Office detailed crime definitions and Great Lever accounts for more child rapes than generated by the town centre.

Table 13: Sexual offences (Rapes) Great Lever and Queens Park and Central

Source: GMP Cognos raw crime counts

Rapes	Great Lever	Queens Park & Central
Attempted rape of a female aged 16 or over	1	
Rape of a female aged 16 or over	36	45
Rape of a female aged under 16	17	8
Rape of a female child under 13 by a male	6	5
Rape of a male aged 16 or over	2	4
Rape of a male child under 13 by a male	1	1
Grand Total	63	63

Sexual Offences – Hotspots

Map 5 below displays the hotspots relating to sexual offences based on a 200m grid. Four co-terminus areas are highlighted within the town centre area covering Bradshawgate/Churchgate and are generated by offences linked to the nighttime economy.²⁴ Farnworth town centre is also a secondary hotspot, and this can also be linked with the nighttime economy. Bolton Royal Hospital also features with 37 offences recorded there over the time period. Table 14 below displays the major hotspot locations.

²⁴ Please see the town centre chapter for further details

Map 5: Sexual offences hotspot location 200m hex grid

Data Source: GMP Cognos

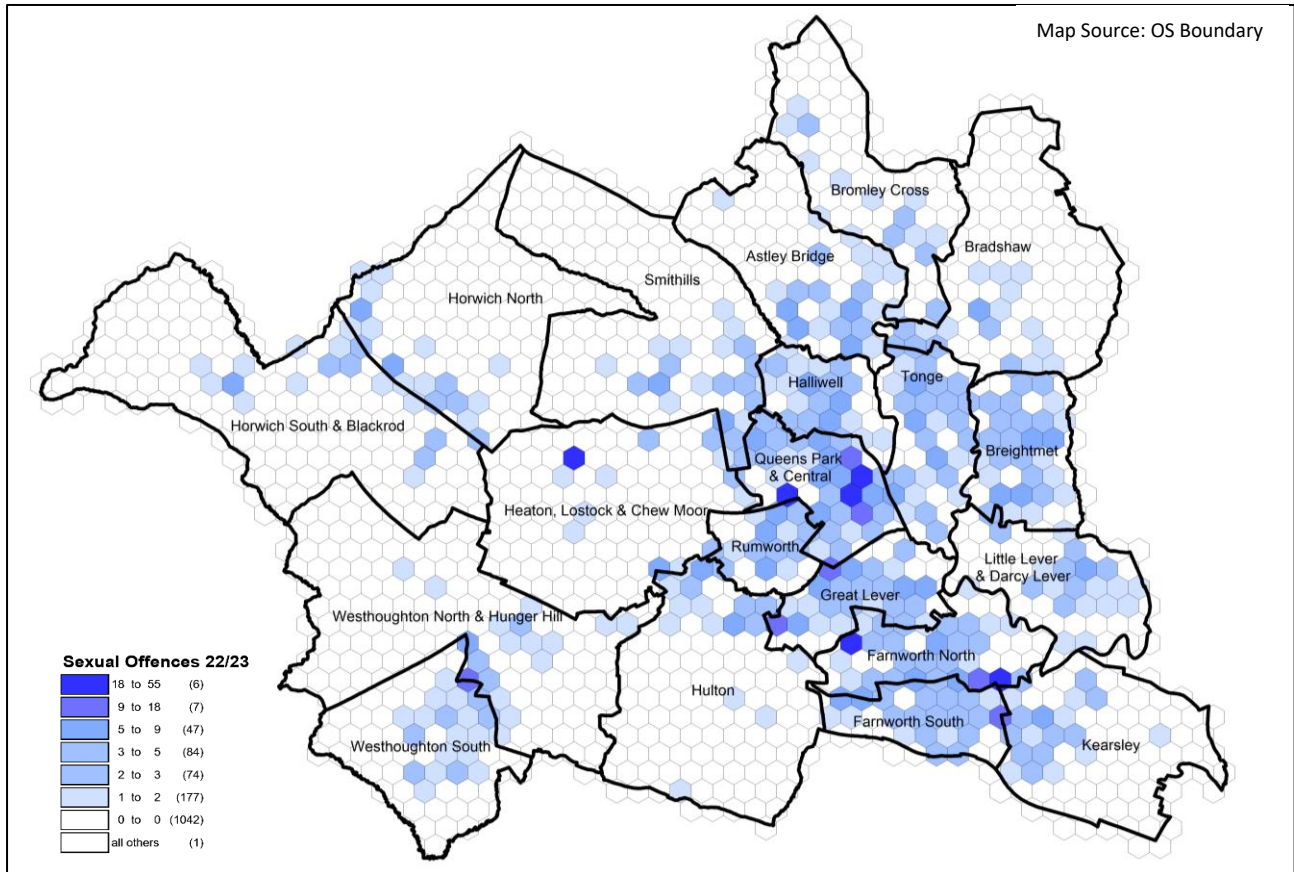


Table 14: Sexual offences hotspot locations

Source: 200M Hex grid counts generated from GMP Cognos data

Location	Hex No	Count
Royal Bolton Hospital	0050-0034	37
Farnworth Town Centre	0057-0036	19
Farnworth Town Centre	0056-0036	11
Westhoughton Town Centre	0032-0036	12
Bradshawgate/Deansgate	0051-0025	32
Mawdsley St/Great Moor Street	0050-0026	18
Newport St/Interchange	0051-0027	15
Queens Park	0047-0026	19
Operation Dunham	0037-0024	29

Violence without Injury (VWOI)

Violence without injury offences account for 22.3% of all violent crime reported in Bolton in 22/23. The offences range from cruelty and neglect of children to false imprisonment, threats to kill, assault on a constable, modern day slavery²⁵ and common assault. Most of these offences within Bolton relate to common assault with over 83% recorded as such. Table 15 below displays the violence without injury offences for 22/23.

Table 15: Violence without Injury offences

Source: GMP Cognos raw crime counts

Violence without injury	Count	%
Abduction of a child	7	0.13
Administering drugs or using instruments to procure abortion	1	0.02
Arrange or facilitate travel of another person with a view to exploitation	10	0.19
Assault on a constable	147	2.82
Assault or assault by beating on an emergency worker (except a constable)	33	0.63
Common assault and battery	4301	82.62
Cruelty to and neglect of children	195	3.75

²⁵ See modern day slavery chapter for further details.

Engage in controlling/coercive behaviour in an intimate / family relationship.	56	1.08
False imprisonment	24	0.46
Forced Marriage Offences	2	0.04
Hold person in slavery or servitude	20	0.38
Kidnapping	20	0.38
Racially or religiously aggravated common assault or beating	64	1.23
Require person to perform forced or compulsory labour	16	0.31
Resisting or wilfully obstructing a designated or accredited person in	9	0.17
Threats to Kill	301	5.78
Total	5206	

Common Assault

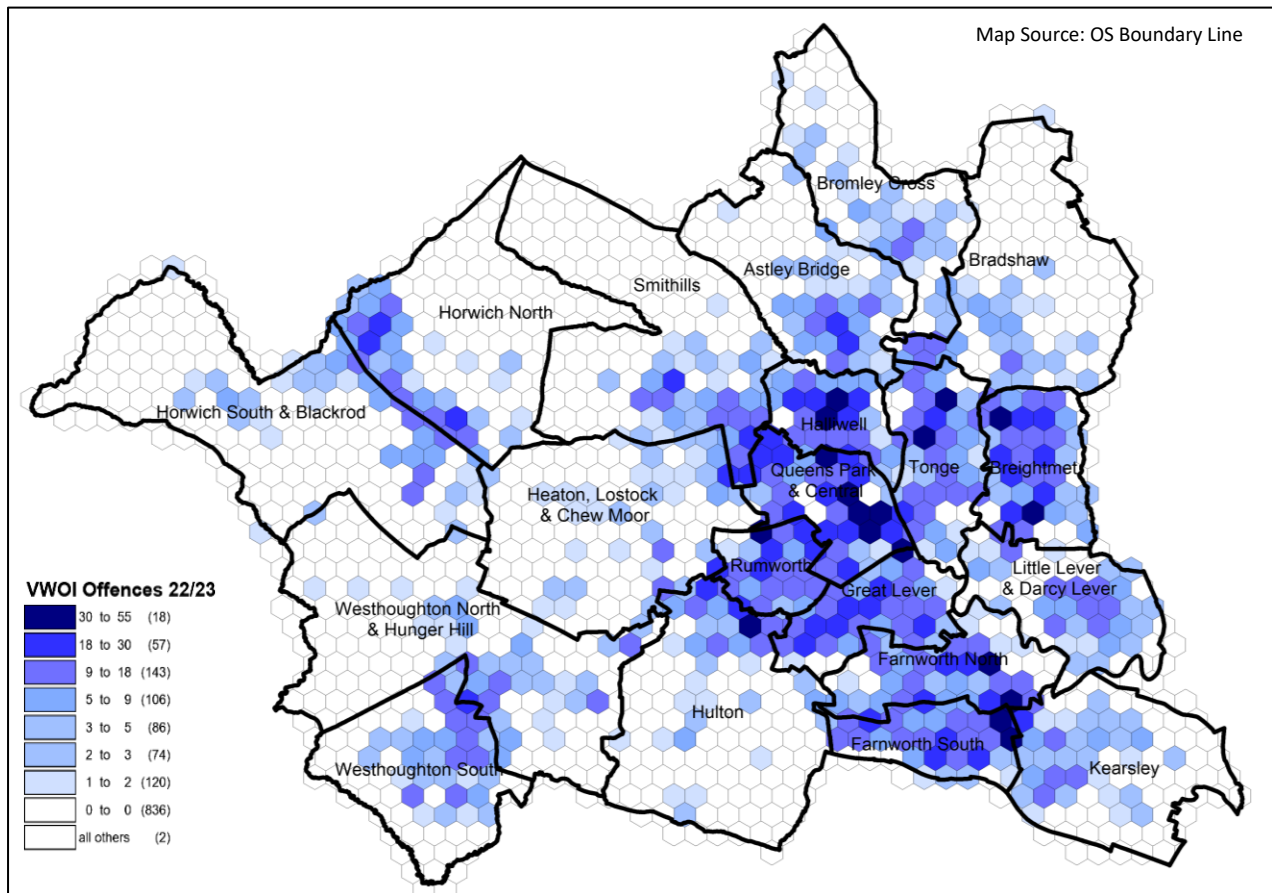
Common assault is when a person inflicts violence on someone else or makes them think they are going to be attacked - it does not have to involve physical violence. Threatening words or a raised fist is enough for the crime to have been committed provided the victim thinks they are about to be attacked.

Just over 60% of all VWOI offences had a suspect identified but there was insufficient evidence, or the victim did not support prosecution. 7% of all offences had outcomes in terms of a charge, some sort of diversionary activity or a youth or adult caution. 37% of all violence without injury offences are domestic abuse related. A small proportion (2.3%) are racially or religiously motivated and a more serious sentence tariff would be associated to those. Only a very small proportion (less than one percent) are related to child sexual exploitation.

Map 6 below displays the geographical clusters of violence without injury offences for 22/23. Bolton and Farnworth town centres display hotspots, and this will be associated with activity within the nighttime economy. Residential hotspot clusters are also apparent in Brownlow Fold bordered by Halliwell Road. Tonge Moor Road bounded by Sowcroft Street in the south to Crompton Way in the north. In terms of ward distribution of the crime it is most prevalent in Great Lever.

Map 6: Violence without injury 22/23

Data Source: GMP Cognos



Violence with Injury (VWI)

VWI offences in Bolton accounted for 14.6% of all serious violent crime recorded. Over 70% of all VWI offences were assaults occasioning actual bodily harm (ABH), with 12%, the more serious grievous bodily harm (GBH). Table 16 below displays the offence counts in the VWI crime classification for 22/23. VWI being a more severe crime is 34% less common than VWOI. A slightly smaller amount of the more severe crimes are domestic abuse related.

Table 16: Violence with injury 22/23

Source: GMP Cognos raw crime counts

Violence with injury	Count	%
Administering poison to endanger life	35	1.03
Assault occasioning actual bodily harm	2459	72.39
Other	8	0.24
Attempted murder	6	0.18
Care workers ill-treat /wilfully neglect an individual	4	0.12
Cause GBH with intent to resist/prevent arrest	3	0.09
Cause serious injury by careless / inconsiderate driving	4	0.12
Causing danger to road-users	68	2.00
Malicious Wounding: - wounding or inflicting grievous bodily harm	93	2.74
Non-fatal strangulation and suffocation	136	4.00
Owner or person in charge allowing dog to be dangerously out of control	146	4.30
Racially or Religiously Aggravated assault occasioning actual bodily harm	19	0.56
Wounding with intent to do grievous bodily harm	416	12.25
Grand Total	3397	

Grievous Bodily Harm (GBH) and Actual Bodily Harm (ABH)

GBH refers to more serious injuries, often involving severe harm or permanent damage. It can include injuries such as broken bones, deep cuts, serious internal injuries, disfigurement, or injuries that lead to long-term health consequences.

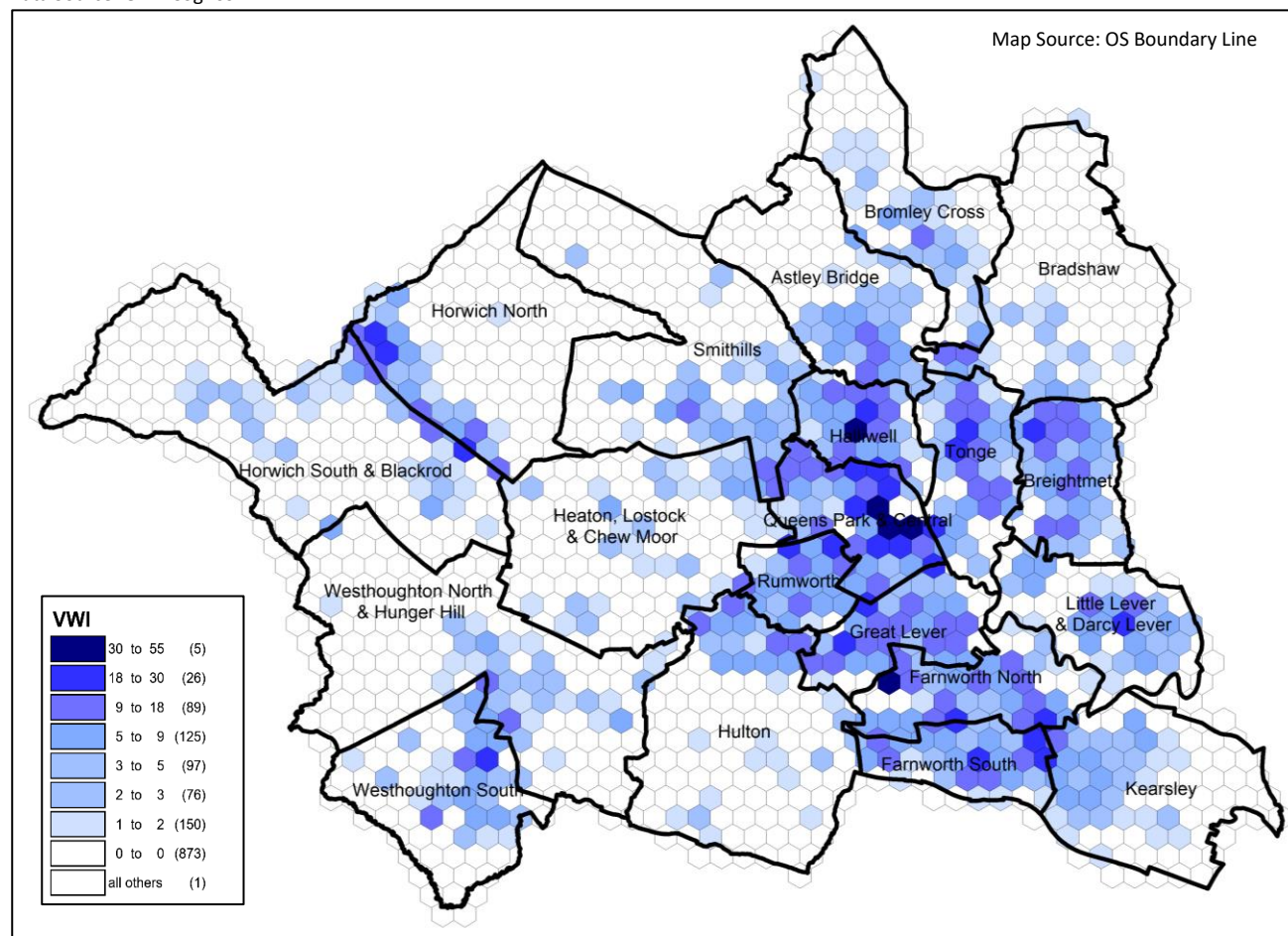
Causing grievous bodily harm is considered a more serious offence than causing actual bodily harm. An offence involving intent under section 18 is the most serious. The same offence committed without intent under section 20 is deemed less serious in terms of sentencing.

ABH refers to less severe injuries that still cause harm, pain, or injury to the victim. It includes injuries that are not as serious as those classified as GBH. This might include bruises, scratches, minor cuts, and other injuries that do not have long-term consequences. While ABH is considered a lesser offence compared to GBH, it is still a criminal offence and can result in legal consequences.

Map 7 below display the geographic location by ward of all the incidences of VWI. There is a more centralised pattern of VWI across the borough, with concentration within Bolton and Farnworth town centres, linked to the nighttime economy. For this more serious type of offence there is also a significant concentration at Royal Bolton Hospital which primarily relates to assaults on staff by patients.

Map 7: Violence with injury 22/23

Data Source: GMP Cognos

**Public Order Offences**

Public order offences range from low-level crimes such as threatening behaviour to serious offences such as affray. The offences usually relate to the use of, or threat of violence or harassment towards someone else, in a public place. 22.3% of all violent crime offences in Bolton relate to public order. Table 17 below displays all public order offences for 22/23.

55% of public order offences relate to causing intentional harassment alarm and distress²⁶, with a further 18% relating to fear or provocation of violence. A small proportion of these are racially or religiously aggravated. Map 8 below displays the geographic location of these offences based on a 200m grid. Most of these offences fall within Bolton and Farnworth town centres. Hotspots are also evident at Royal Bolton Hospital and Scholey Street Police station.

Table 17: Public Order Offences 22/23

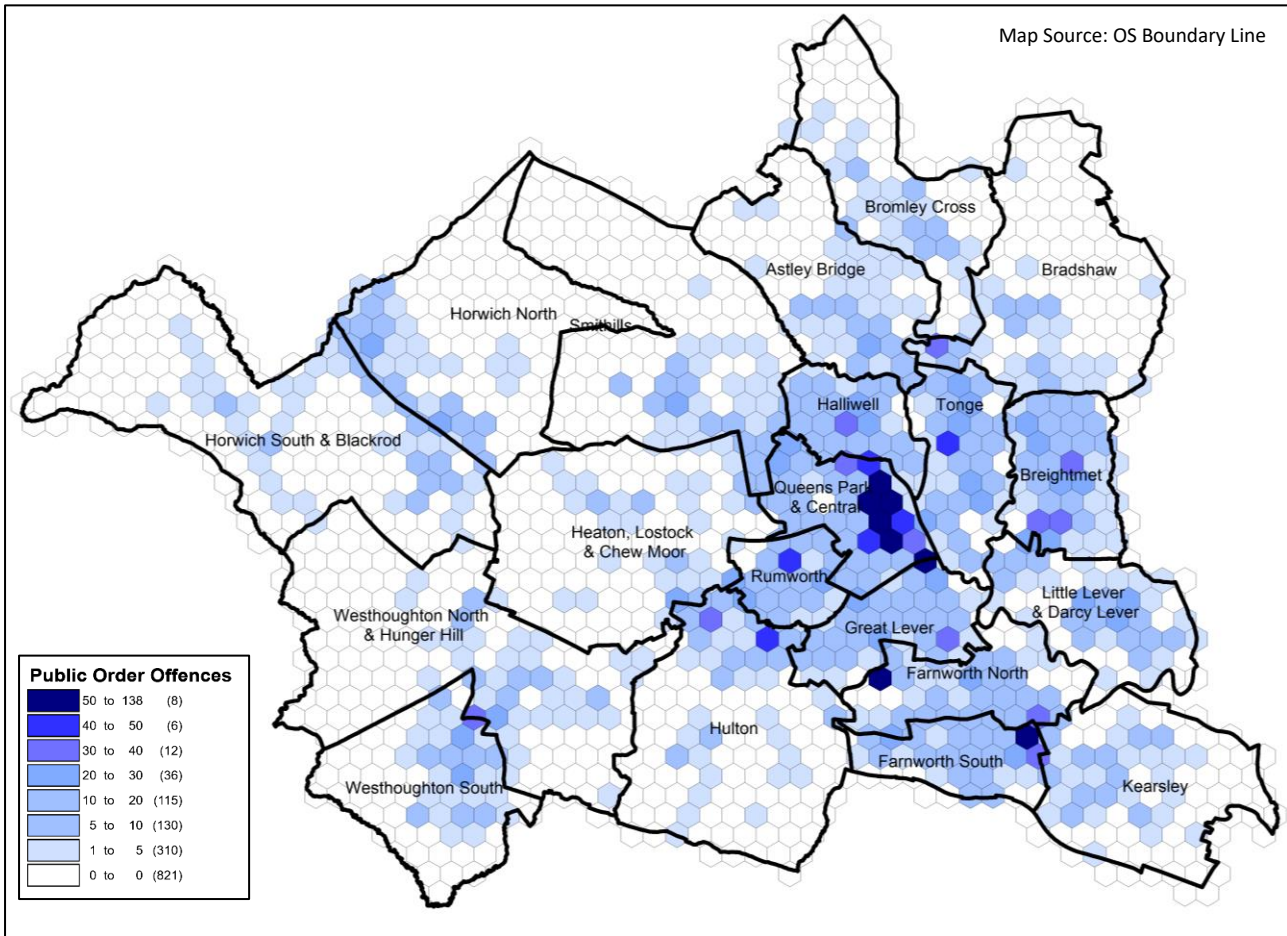
Source: GMP Cognos raw crime counts

Public Order Offences	Count	%
Affray	138	2.66
Breach of an order	131	2.53
Causing intentional harassment, alarm, or distress	2855	55.09
Committing or conspiring to commit, an act outraging public decency	28	0.54
Other	3	0.06
Failure to comply with Notification Order	50	0.96
Fear or provocation of violence	937	18.08
Harassment, alarm, or distress	630	12.16
Racially or religiously aggravated fear or provocation of violence	51	0.98
Racially or religiously aggravated harassment or alarm or distress - words or writing	36	0.69
Racially or religiously aggravated intentional harassment or alarm or distress - words or writing	258	4.98
Violent disorder	65	1.25
Total	5182	

²⁶ It is an aggravated form of the offence of harassment, alarm or distress under section 5 of the Public Order Act 1986.

Map 8: Public Order Offences

Data Source: GMP Cognos



Robbery

The definition as set out in legislation is as follows: “A person is guilty of robbery if they steal and immediately before or at the time of doing so, and in order to do so, they use force on any person or puts or seeks to put any person of being then and there subjected to force”. This can include a street mugging or robbery of a shop, business, or security vehicle. Due to the violent nature of robbery, it is treated as being more serious violent crime and can be associated with a high sentencing tariff.

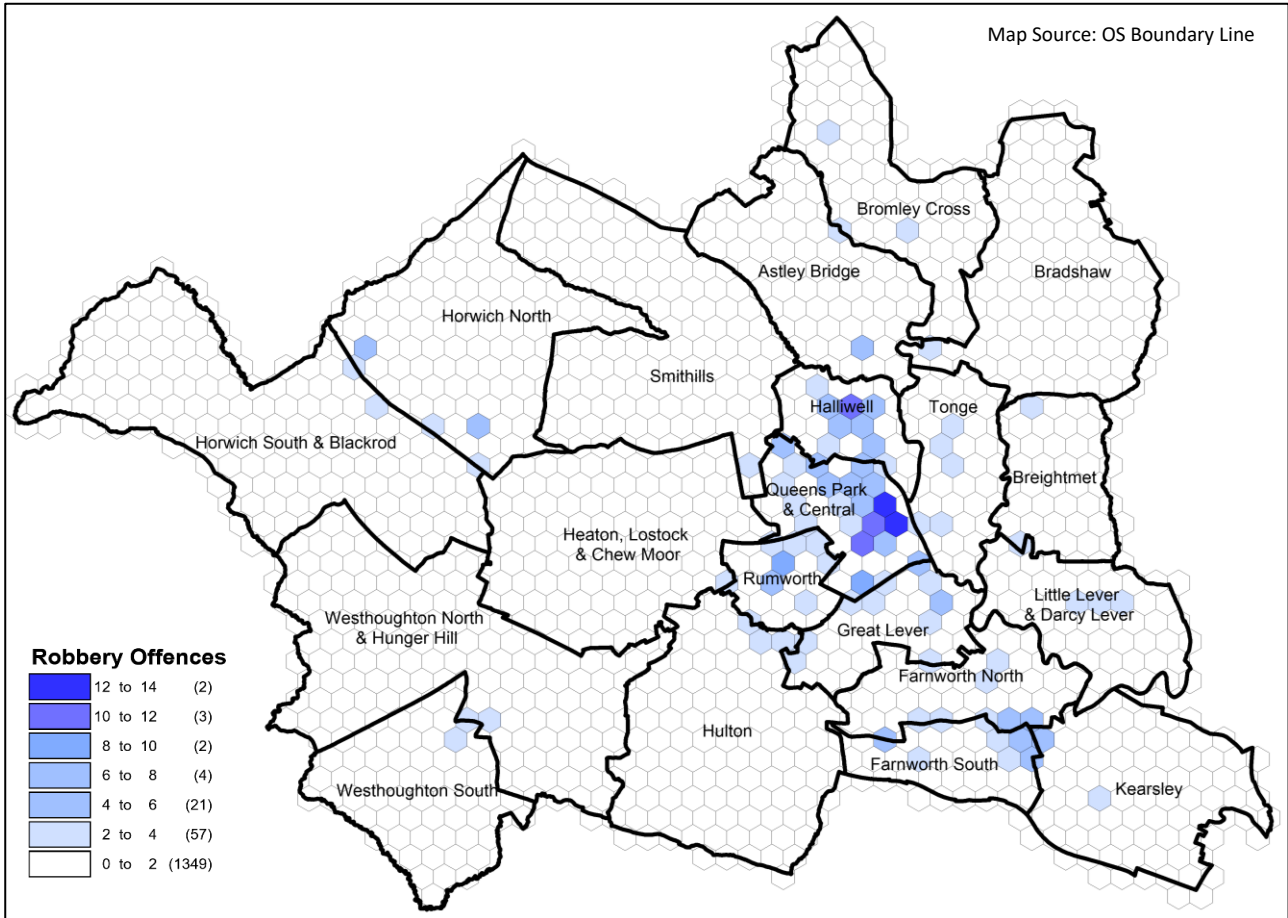
Robbery offences accounted for 1.8% of all violent crimes reported, with a total of 432 offences reported. This was split between 11% relating to robbery of business property and 89% relating to robbery of personal property. All of these offences involve violence, an analysis of the MO field tells us that at least 38% of these offences involved direct threats with a bladed weapon²⁷. This has implications for knife offences that are reported within the Borough as a significant amount will be reported as a robbery.

The map below clearly displays the hotspot for these offences are within the town centre and central Halliwell. A detailed analysis of the town centre hot spot is available later in this report.

²⁷ Knife – 68. Machete – 16, Screwdriver - 3

Map 9: Robbery Offences

Data Source: GMP Cognos



Drug Offences - Possession

980 drug related offences were reported, with 51% relating to possession. Table 18 below displays the drug type found in the offender’s possession and the more detailed data has been harvested from the MO field. Most of the possession offences relate to Cannabis at 70.5%. In total 24% related to class A narcotics, 70% for class B and just over 1% of class C. A small percentage related to possessing a psychoactive substance with intent to supply relating to nitrous oxide.

In terms of outcomes for possession offences 28% of these are dealt with via the restorative justice route, with 24% of offenders either charged or being given a conditional caution. A further 22% of possession offences where the suspect has been identified, have insufficient evidence or it is not within the public interest to pursue.

The map below displays the location of these offences, and they are significantly skewed toward the town centre linked with locations relating to the nighttime economy. As to be expected the Police Station is also a hotspot as drugs are often found when an offender is being searched at that location.

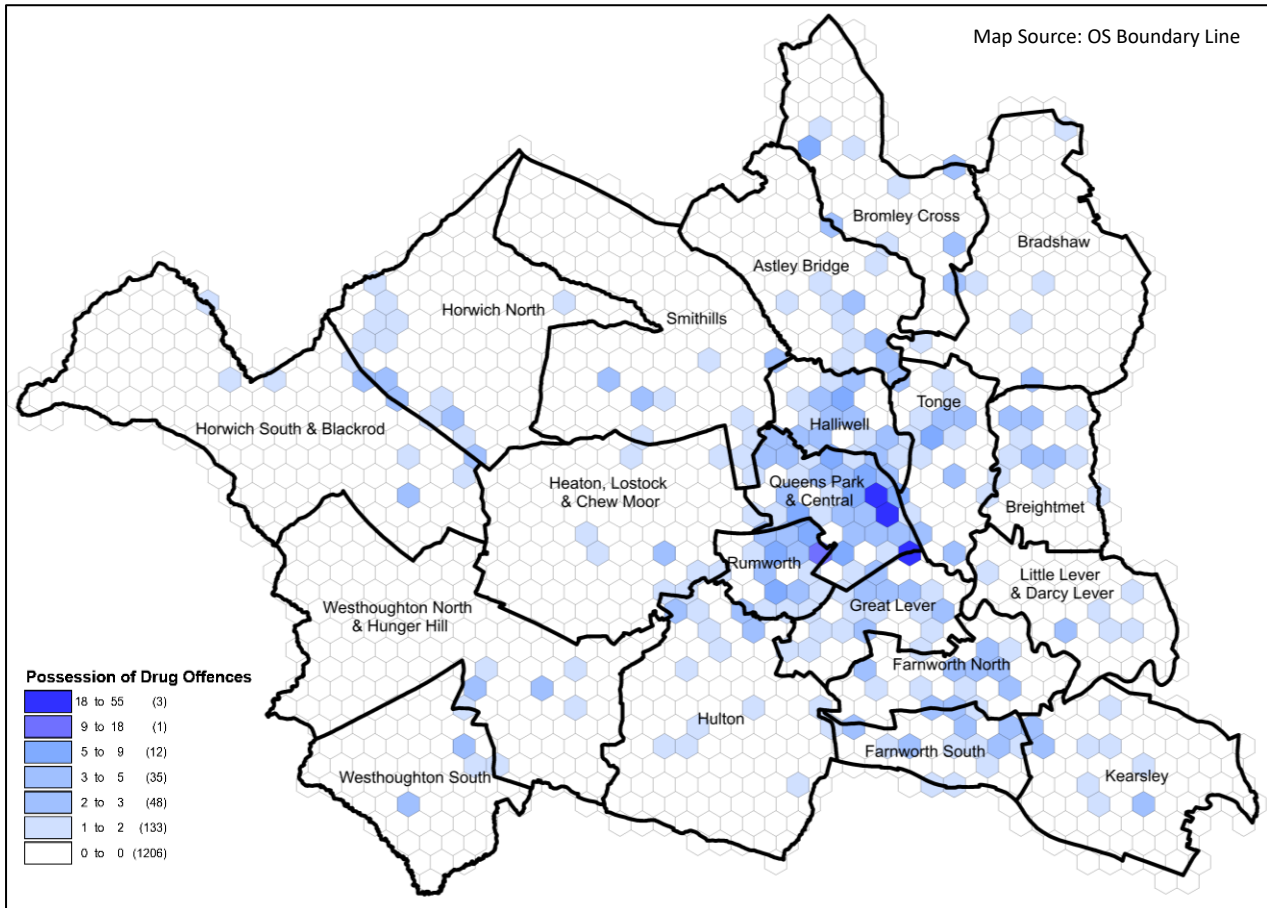
Table 18: Drug Possession Offences by drug type 22/23

Source: GMP Cognos raw crime counts

Drug Type	Count	%
Amphetamine	15	3.28
Cannabis	322	70.46
Cocaine	81	17.72
Crack	3	0.66
Fentanyl	1	0.22
Heroin	11	2.41
Ketamine	3	0.66
Khat	5	1.09
Methadone	1	0.22
No2	9	1.97
pregabalin	5	1.09
Zopiclone	1	0.22
Grand Total	457	

Map 10: Drug Possession Offences

Source: GMP Cognos



Drug Offences – Trafficking

There is significant, and often deadly, competition between rival organised crime groups at all stages of drugs production and supply. Organised crime groups involved in drug trafficking are typically also involved in a range of criminal activity, and the profits from illegal drugs are used to fund other forms of criminal operations, including buying illegal firearms and financing terrorism.

Crime associated with drug trafficking is very often violent, with direct links to the criminal use of firearms and gang feud knife attacks, and traffickers frequently exploit young and vulnerable people. Cannabis gangs are notorious for the trafficking and exploitation of Vietnamese children and other vulnerable people to carry out live-in work in dangerous cannabis factories. These themes are explored later in this assessment under modern day slavery and county lines.

The table below displays the offences relating to the trafficking of controlled drugs and is broken down by possession with the intent to supply, production and unlawful importation. Based on a total of 478 offences, 51% related to the unlawful importation of narcotics, with 30% of offences relating to an intent to supply.

Of interest is the relatively high figures relating to the importation of Khat into Bolton. Khat is used mostly in Northeast Africa, and the Arabian Peninsula and by expatriate communities from these regions. Khat is a leafy green plant containing two main stimulant drugs which speed up your mind and body. Their main effects are similar to, but less powerful than, amphetamine.

Table 19: Drug Trafficking Offences 22/23

Source: GMP Cognos raw crime counts

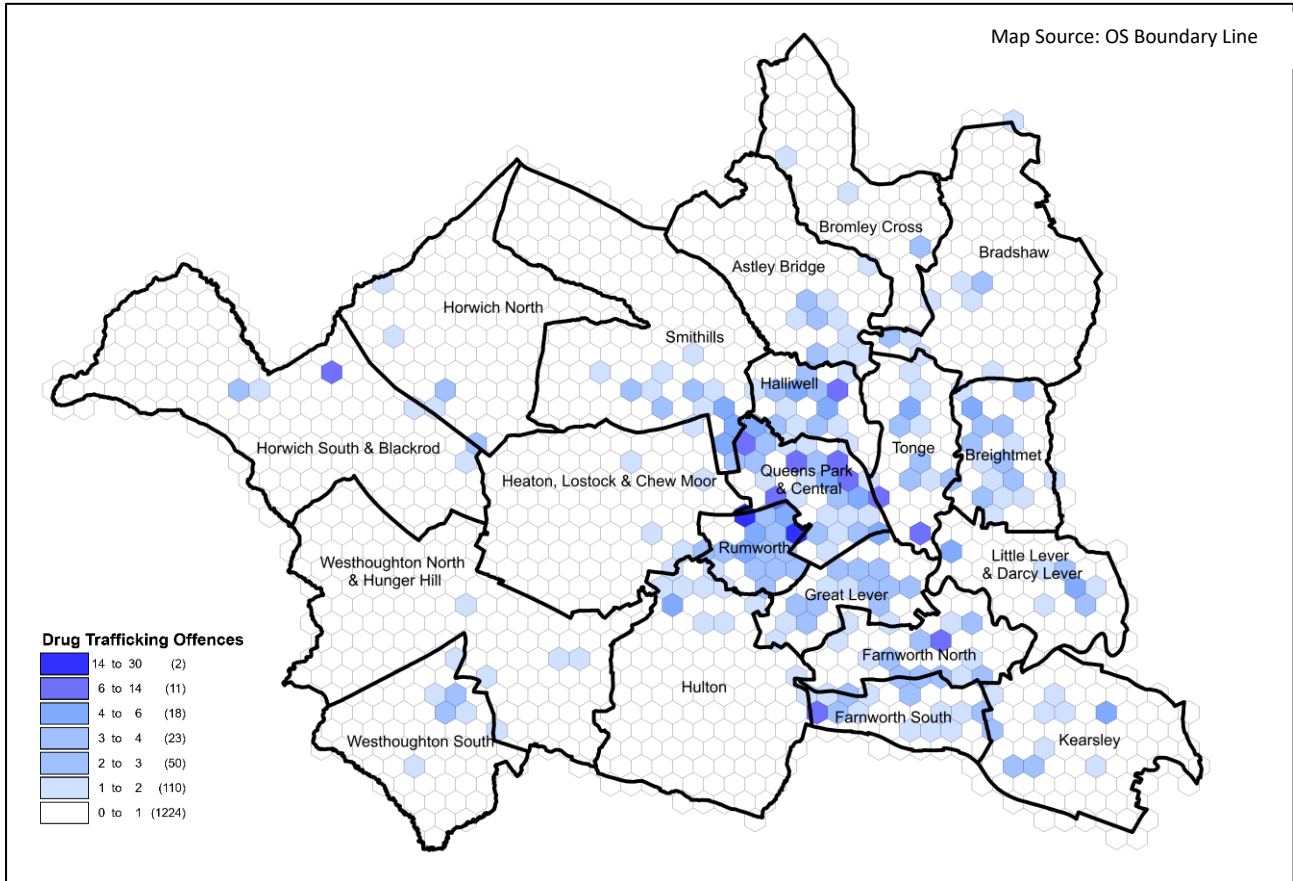
Offence	Count	%
Concerned in the fraudulent evasion of a prohibition on the importation of a controlled drug - khat	70	14.6
Possession of a controlled drug with intent to supply - Class A	81	16.9
Possession of a controlled drug with intent to supply - Class B	60	12.6
Possession of a controlled drug with intent to supply - Class C	4	0.8
Production of a cannabis plant	57	11.9
Production or being concerned in production of a controlled drug	10	2.1
Supplying or offering to supply a controlled drug	20	4.2

Unlawful importation of a drug controlled under the Misuse of Drugs Act 1971 - Class A	5	1.0
Unlawful importation of a drug controlled under the Misuse of Drugs Act 1971 - Class B	122	25.5
Unlawful importation of a drug controlled under the Misuse of Drugs Act 1971 - Class C	40	8.4
Unlawful importation of a drug controlled under the Misuse of Drugs Act 1971 - Unknown class	9	1.9
	478	

The map below displays the geographical concentration of the offences, they are based very much within the central wards of the borough with Rumworth being the dominant location with pockets of offences within the town centre.

Map 11: Drug Trafficking Offences

Source: GMP Cognos



In terms of offenders, 50% of the cohort are white British, with 18% of offenders from an Asian heritage. In terms of the Khat offences the offender nationality is Algerian, not a country normally associated with Khat usage, but may be being brought into Bolton to supply a particular community.

Weapon Offences

Illegally carrying or using a weapon in violence – typically a knife or a gun – has the potential to cause significant harm to victims and the community. It is perhaps unsurprising that the strongest indicator that a violent incident will result in hospital treatment is the presence of a weapon (Brennan et al, 2010); and by removing weapons from violent encounters, we would greatly decrease the burden of violent harm.

Research suggests the decision to carry a weapon is driven by factors at many levels: individual factors like having a history of violence, interpersonal factors like peer offending and community factors like neighbourhood disorder. Each of these levels exert their own influence on the decision to carry a weapon (Brennan, 2019)²⁸.

Serious violent incidents involving a weapon are without doubt factors which cause the public significant concern. The media is a major source of influencing perceptions of serious violence. Increased coverage in the national and local news following an incident of knife crime, particularly involving a young person, could contribute to a sense of fear amongst communities and perceptions of spiralling rates of violence.

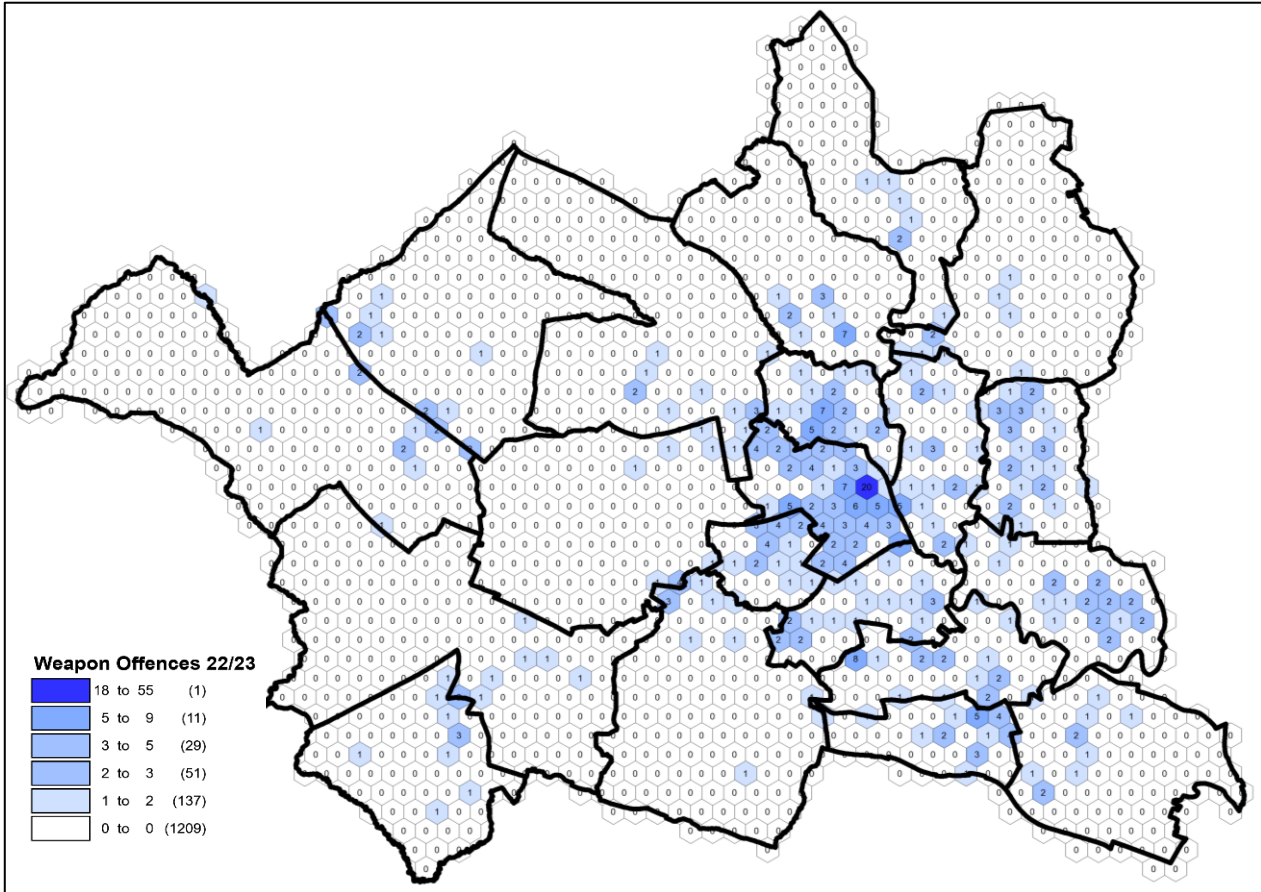
²⁸ [Weapon-carrying and the Reduction of Violent Harm | The British Journal of Criminology | Oxford Academic \(oup.com\)](https://www.oxfordjournals.org/doi/10.1093/bjc/axz011)

In total there were 423 weapons offences reported in 22/23 within Bolton. 361 (85%) related to knife and other weapons offences with the remainder being firearm based. Map 12 below displays the geographic distribution of these offences by ward at a 200m grid. Significant hotspots for these offences fall within the town centre and the wider ward (Queens Park and Central). Areas of concern are also Bolton Royal Hospital, Farnworth town centre and Halliwell and Brightmet wards.

Map 12 displays these weapon offences by a smaller 50m grid based on the town centre boundary. There are distinct hotspots at the Churchgate/Bradshaw gate junction and generally in the location of nighttime economy-based businesses.

Map 12: Weapon Offences 22/23

Source: GMP Cognos Data



Knife Crime in Bolton

Knife crime relates to crimes involving knives or other bladed or pointed articles. This definition reflects how the relevant laws in England and Wales are worded. The carrying and use of a bladed weapon is prohibited in a variety of contexts and there are specific knives that are prescribed for ownership, sale and/or carrying in public. In addition, the use of a weapon in a violent incident may be an aggravating factor in sentencing. Hence, knife crime incorporates crimes involving articles other than knives. The definition of bladed or pointed articles includes, for example, razors, swords, axes, bayonets, forks, needles, arrows, and broken glass bottles. Some bladed or pointed articles will be in their original manufactured form, while others may be modified (for example, a screwdriver with a sharpened tip) or improvised (such as a piece of wood with a nail driven through it).

Knife crime, as defined here, broadly relates to two kinds of behaviour. The first relates to people owning or possessing knives when doing so is illegal. This may be because their ownership is specifically banned, such as certain (de facto or 'made') offensive weapons, or because they are illegal in certain contexts, mainly being possessed in public without good reason. These are so-called State or Regina crimes and do not involve a victim. The second behaviour relates to the use of a knife in the commission of another offence, so-called 'knife-involved offences. Typically, this relates to violence or threats against the person, theft, burglary, or criminal damage.

The table below displays the weapon offences committed in Bolton during 22/23 with the firearm related crimes removed. In total there were 361 offences, with 97 (26%) relating to having an article with a blade or point in a public place.

Table 20: Reported Knife and Weapon Crime in Bolton 22/23

Source: GMP Cognos data

Knife and Weapon Offences	Count	%
Having an article with a blade or point in a public place	97	26.87
Having an article with a blade or point on school/further education premises	9	2.49
Possessing or distributing prohibited weapons designed for discharge of noxious substances	2	0.55
Possession of an offensive weapon in a private place	20	5.54
Possession of offensive weapon without lawful authority or reasonable excuse	76	21.05
Threaten a person with an article in a private place	10	2.77
Threaten a person with an offensive weapon/substance in a private place	11	3.05
Threaten with a blade or sharply pointed article in a public place	74	20.50
Threaten with a blade or sharply pointed article on school/further education premises	1	0.28
Threaten with an offensive weapon in a public place	60	16.62
Threaten with an offensive weapon on school/further education premises	1	0.28
Grand Total	361	

To accurately define all the knife related offences, we need to look at the details of some of these crimes via an analysis of the MO field. The analysis of the crime types of possession of an offensive weapon without lawful authority or reasonable excuse and to threaten with an offensive weapon in a public place is shown below in table 21.

Table 21. Possession of an offensive weapon and to threaten with an offensive weapon. MO weapon type analysis.²⁹

Source: GMP Cognos data derived from the MO field.

Weapon	Count	%
Axe	3	2.21
Baseball Bat	14	10.29
Baton\Cosh	3	2.21
Bottle	8	5.88
Brick	3	2.21
Cricket Bat	1	0.74
Fire Extinguisher	1	0.74
Hammer	15	11.03
Knife	14	10.29
Knuckle Duster	4	2.94
Machete	6	4.41
Metal Bar\Crow Bra	8	5.88
Other	3	2.21
Pole	2	1.47
Screwdriver	5	3.68
Shot Gun\Gun	3	2.21
Spade	4	2.94
Unknown	39	28.68
Grand Total	136	

Based on the definition above 36 (26%) offences from the Home Office crime sub types fall within the definition; the remainder would be categorised as general weapon offences. We can therefore use these figures to provide a good approximation of all the knife offences within Bolton for 22/23. Based on this brief analysis it suggests that 261 crimes were committed during 22/23 that were related to a person with a blade or pointed article within the borough.

Knife crime – Other factors

The scale of knife crime is likely to be wider than the figures above suggest. We know from the recorded crime data set that 38% of all reported robberies involve a direct threat from a bladed weapon. This is however, based on the recorded crime data that provides no detail of the offender or age, merely a report of the crime. Knives are also commonly used in other offence types. The table below displays the result of an analysis of the MO field looking for key words that appertain to knife crime. Although a rather simplistic technique it does highlight other crimes that have a knife element in their MO.

²⁹ Note 28% of incidents did not provide enough detail within the MO field to accurately define the weapon type.

Table 21a: Reported crime that mention bladed article or weapons within the MO that are not categorised as weapon offences.

Source: GMP Offenders data - Juvenile

	Knife	Knives	Machete	Screwdriver	Weapon	Blade	Razor	Total
Violence with Injury	70	10	14	13	44	33	4	188
Robberies	66	1	16	3				86
Violence without Injury	93	9	5	3	38	4		152
Public Order	86	15	21	1	133	7	1	264
Stalking and Harassment	55	15	12	1	18	2	1	104
All crime	523	62	81	21	192	93	7	979

In terms of generating some simple statistics, based on the above analysis it would suggest that that knife crime could equate to approximately 1,340 offences over the year, approximately 3.6 offences per day.

Firearms Offences

Overall, there is a decreasing trend across Greater Manchester. Bolton continues to record low numbers of confirmed firearms discharges year on year. During the most recent calendar year, one confirmed discharge was recorded on the District. This is on a par with the previous two years, which also recorded one discharge each. Bolton is one of the two least impacted Districts, along with Stockport.

Covid restrictions were assessed, as part of the Firearms Discharges Review (April 2021), to have had little to no visible impact on the increasing trend of firearms discharges witnessed across the Force during the Covid pandemic. This was predominantly driven by drugs related disputes within the CoM North and Salford districts. Although Bolton is not a key threat district in terms of firearms discharges, it is difficult to make predictions about the future within this area of criminality. Recorded volumes of offences are low and motivations for confirmed firearms discharges are predominantly driven by disputes (typically drugs related), rather than any pattern of seasonality etc.

There has been one confirmed discharge recorded in Bolton during 2022. This occurred on 19th November 2022. There are no victims linked to the offence committed during the current period (2022). The two offenders linked to the discharge are both white males in their 50s, one of which is a member of an active OCG, though both males were members of the same family.

Intelligence Gaps: There are previous intelligence gaps around the identification of the drivers for firearms discharges within the district over the last three years. Just one of the discharges during this period has had an intelligence collection plan in place, however all three discharges were MoRiLE scored.

Although firearms discharges are rare there have been 66 firearm offences reported during 22/23. 42% of these relating to possession of a firearm with the intent to cause fear of violence. A further 15% of these offences related to carrying a firearm in a public place. The table below displays the full offence counts.

Table 22: Firearms Offences

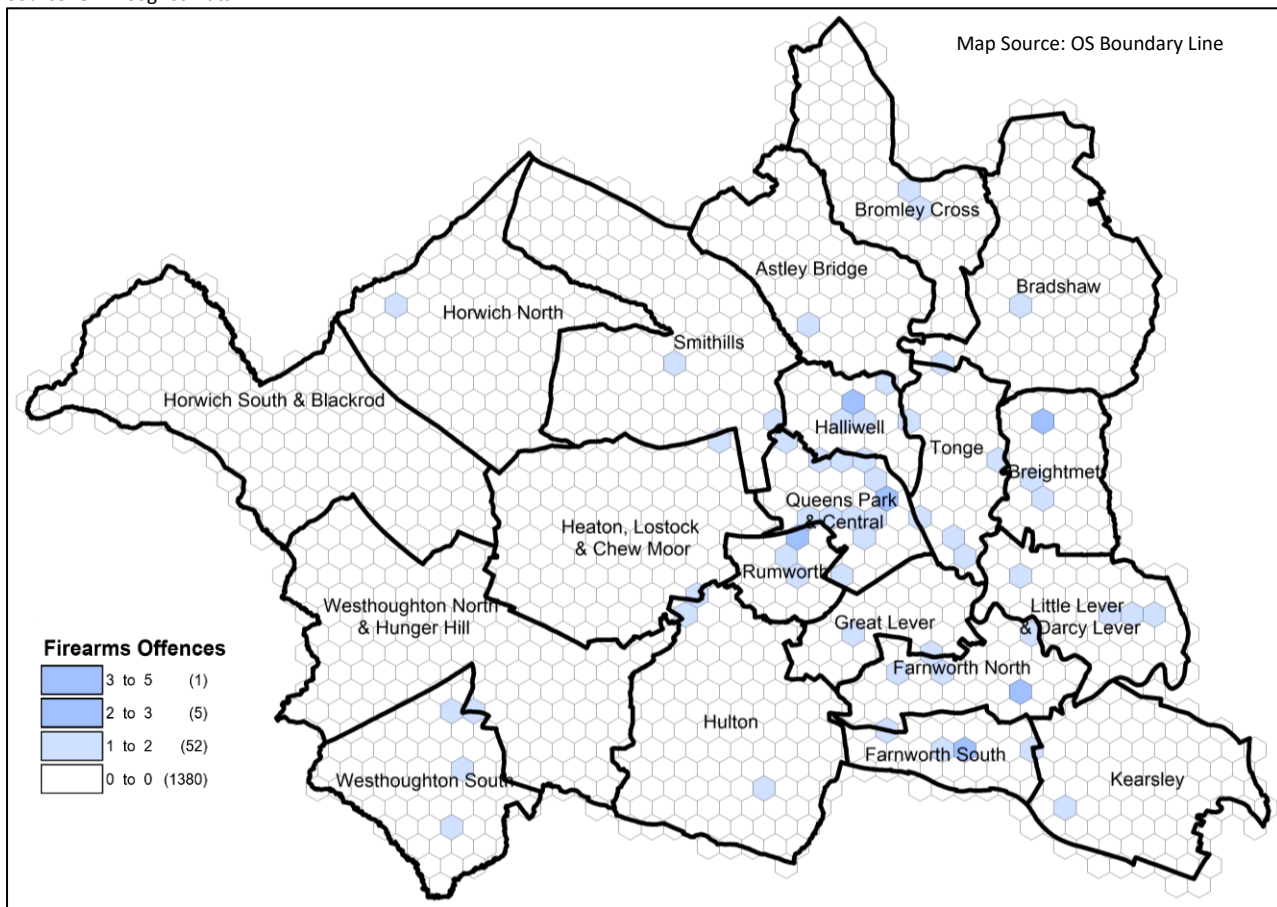
Source: GMP Cognos data

Firearms Offences	Count	%
Carrying a loaded or unloaded or imitation firearm or air weapon in public place.	10	15.15
Carrying loaded firearm or any other firearm	2	3.03
Import prohibited weapons / ammunition with intent to evade a prohibition / restriction	13	19.70
Possessing etc. firearms or ammunition without firearm certificate	6	9.09
Possessing firearm or imitation firearm with intent to cause fear of violence	28	42.42
Possessing or distributing prohibited weapons designed for discharge of noxious substances etc	2	3.03
Possessing or distributing prohibited weapons or ammunition	2	3.03
Remove prohibited weapons / ammunition from their place of importation	1	1.52
Possessing or distributing prohibited weapons or ammunition	2	3.03
Total	66	

There is a concentration of these offence types within the town centre area and the wider ward of Queens Park and Central. Outside the central area of the borough there is very little geographical concentration of these crimes.

Map 13: Firearm Offences 22/23

Source: GMP Cognos Data



Domestic Abuse

27.4% of all serious violent crime reported within Bolton are domestic abuse related. Table 23 below displays all the violent crime offences that have a DV marker attached. 50% of these crimes relate to violence either with or without injury and 38% to stalking and harassment. At 145 the number of reported rapes that are DV related accounts for 33% of the total within the borough.

Table 23: DV related violent crime.

Source: GMP Data

DV related crimes	Count	%
Other sexual offences	74	1.18
Possession of drugs	8	0.13
Possession of weapon offences	22	0.35
Public order offences	472	7.50
Rape	145	2.30
Robbery of personal property	15	0.24
Stalking and harassment	2429	38.59
Trafficking of drugs	2	0.03
Violence with injury	1168	18.55
Violence without injury	1960	31.14
Total	6295	

In terms of the more detailed Home Office classification, the table below displays all crimes with a DV marker, with reports over 100. Common assault accounts for 27% of all offences, with ABH at 14.7%. Therefore, a significant percentage of violence within the borough takes place in a domestic situation. The council response to the requirements of the Domestic Abuse Bill 2021 and the new safe accommodation requirements is working towards to increasing the protective factors available for this cohort of people. A detailed needs assessment was published last year and should be read in conjunction this document.

Table 24: DV related violent crime Home Office classification crime levels greater than 100.

Source: GMP Data

Home Office Classification - GMP DV Marker	Count	%
Common assault and battery	1715	27.24
Assault occasioning actual bodily harm	923	14.66
Sending letters etc with intent to cause distress or anxiety	827	13.14
Stalking involving serious alarm/distress	430	6.83
Engage in controlling/coercive behaviour in an intimate / family relationship.	413	6.56
Causing intentional harassment, alarm, or distress	316	5.02
Pursue a course of conduct in breach of S1 (1) which amounts to stalking	292	4.64
Stalking involving fear of violence	192	3.05
Harassment	164	2.61
Threats to Kill	134	2.13
Rape of a female aged 16 or over	133	2.11
Non-fatal strangulation and suffocation	115	1.83

Incident Data

GMP incident data is also a useful source of information and can help provide more granular details at neighbourhood level, table 25 below displays the reported incidents in Bolton for the financial year 22/23. A large proportion of calls received by police do not directly concern crime or antisocial behaviour. 25.2% of incidents in 2022/23 related to calls involving concerns about welfare, safety, or missing persons and transport related issues. 21% of all the incidents reported in 22/23 after initial investigation then became a reported crime and will therefore appear in the crime data.

Table 25. Reported Incidents 22/23- Bolton division.

Source: GMP Incident

Incident	Inc Total	%	Crimed	%	% of Inc Tot
A01/4 - Alarm	4	0.0			
C01 - Violent / Public Order	1670	20.2	601	33.7	36.0
C03 - Burglary	85	1.0	3	0.2	3.5
C04 - Robbery / Theft from Person	15	0.2	10	0.6	66.7
C06 - Criminal damage	214	2.6	144	8.1	67.3
C07 - Vehicle crime	140	1.7	46	2.6	32.9
C08 - Firearms offences	10	0.1	1	0.1	10.0
C13 - Other crime (inc. Shoplifting & Theft of pedal cycle)	346	4.2	209	11.7	60.4
C20 - Rape	4	0.0		0.0	0.0
C21 - Sexual / Indecency (Not Rape)	24	0.3	12	0.7	50.0
D01 - Antisocial Behaviour	1962	23.8	381	21.4	19.4
D04 - ASB-Communications	526	6.4	140	7.9	26.6
D05 - ASB-DOM	421	5.1	11	0.6	2.6
D06 - Hate Incident	63	0.8	31	1.7	49.2
G12 - Suspicious circumstances - (Opening Code)	264	3.2	36	2.0	13.6
G15 - Public Safety / Welfare	845	10.2	91	5.1	10.8
Other - Complaints against Police	9	0.1		0.0	0.0
Other - Contact Record / Message / Information	137	1.7	16	0.9	11.7
Other - Lost / Found Property / Person	9	0.1		0.0	0.0
Other - Missing Person	3	0.0		0.0	0.0
Other - Wanted Persons / Bail	4	0.0	1	0.1	25.0
P01 - Police Generated or Resourced Activity	235	2.8	3	0.2	1.3
T01 - Transport related Offences/Incidents	1240	15.0	45	2.5	3.6
Grand Total	8247	100.0	1781	100.0	

In terms of a focus on violent crime 36% of all incident reports relating to violent public order end up being recorded as a crime and only 19% of all anti-social behaviour incidents become crimed. This leaves a significant number of incidents that are violent in nature that never become a crime but have been reported by a member of the public who were concerned enough to report the issue. As perception of violent crime is also a significant driver in this analysis it is prudent to look at these incidents in more detailed.

A simple analysis of this data reveals that many of these un crimed violent incidents relate to threats, harassment, domestic issues, general anti-social behaviours. A significant proportion of these events may be low level in nature, but a full analysis will help to generate a much more accurate picture particularly at the micro level, and areas of high incident reports tends to correlate with areas of higher reported crime.

Geographical Perspective

Table 26 below displays reported violence related incident data for Bolton division for financial year 22/23, with crimed incidents removed. The town central ward of Queens Park and Central displays the highest incident counts. Tonge with the Haulgh displays the second highest counts.

When compared with reported crime data Tonge with the Haulgh ward has the second highest number of incidents but is fourth in terms of reported crime. Bradshaw which is the nineteenth ward in terms of reported crime is in sixteenth place in terms of incidents with a particularly high concentration of anti-social behaviour. There is clearly a difference in the concentration of reported violent crime offences and those reported as incidents.

From a tolerance perspective, Hope et al (2003)³⁰ suggest that there is a greater propensity to report offences such as ASB in more affluent communities, leading to a greater number of calls per incident in such areas. There is a growing bank of evidence that this is the case, and our research also supports this assertion.

A change tolerance or variable tolerance across different sectors of the community might be a significant cause of the apparent increase in ASB in recent years. Against this background, it is somewhat sweeping to suggest that young people are responsible for ASB and the recent perceived increases. Young people are invariably seen as the main perpetrators of ASB. There is however a significant body of evidence which suggests young people are as likely if not more likely to be victims of ASB than other age groups.

Table: 26 Reported violent incidents codes 22/23 Bolton Division with crimed incidents removed.

Source: GMP Incident data

Wards	C01 - Violent / Public Order	C04 - Robbery / Theft from Person	C08 - Firearms offences	C20 - Rape	C21 - Sexual / Indecency (Not Rape)	D01 - Antisocial Behaviour	D04 - ASB-Communications	D05 - ASB-DOM	D06 - Hate Incident	Grand Total	Rank
Queens Park & Central	183			2	1	213	73	52	4	528	1
Tonge with the Haulgh	96		1		1	144	31	43	2	318	2
Breightmet	94		1		2	126	22	36	1	282	3
Great Lever	89	1	1		1	103	34	23	3	255	4
Farnworth South	71	1	1		1	97	31	23	1	226	5
Farnworth North	70	1	1			76	27	24	4	203	6
Halliwell	65	2				81	18	26	4	196	7
Rumworth	56					81	20	20	3	180	8
Little Lever & Darcy Lever	41				1	86	16	13	2	159	9
Horwich North	55				1	63	9	22	1	151	10
Hulton	40		1			75	14	18	3	151	11
Astley Bridge	20					71	10	14		115	12
Smithills	42			1		42	15	15		115	13
Westhoughton South	33			1		50	11	12	1	108	14
Kearsley	25		2			39	18	22		106	15
Bradshaw	11		1			69	7	9		97	16
Horwich South & Blackrod	21				1	41	13	11	1	88	17
Heaton, Lostock & Chew Moor	15				1	54	2	7	1	80	18
Westhoughton North & Hunger Hill	23				2	30	9	11		75	19
Bromley Cross	16					30	3	9		58	20
Grand Total	1066	5	9	4	12	1572	383	410	31	3492	

Chronology

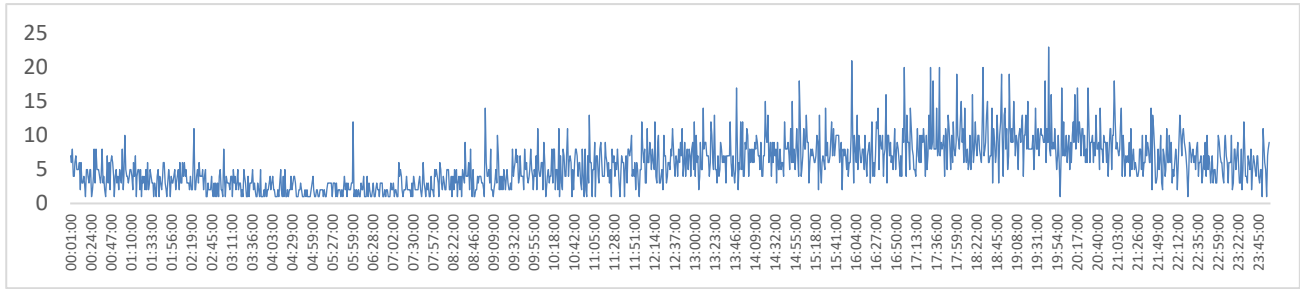
In terms of the chronology of reported incidents the graph below displays the 24-hour timeframe. Incidents are consistently reported during the day and tend to begin to peak at 16:00 (possibly linked with school closures times) rising to a high at 20:00. These then begin to fall to a low at 04:00 in the morning.

Graph 5: Incident by time reported.

Source: GMP Incident data

³⁰ [09627250308553540.pdf \(crimeandjustice.org.uk\)](https://www.crimeandjustice.org.uk/09627250308553540.pdf)

Most incidents (23%) are assigned for local tasking, with 11% requiring an immediate response and a further 12% being



defined as a priority. 65% are defined as a public emergency in terms of the call source description but only half of them requiring an immediate or priority response.

Table 27: Incident grade and call source description

Source: GMP Incident data

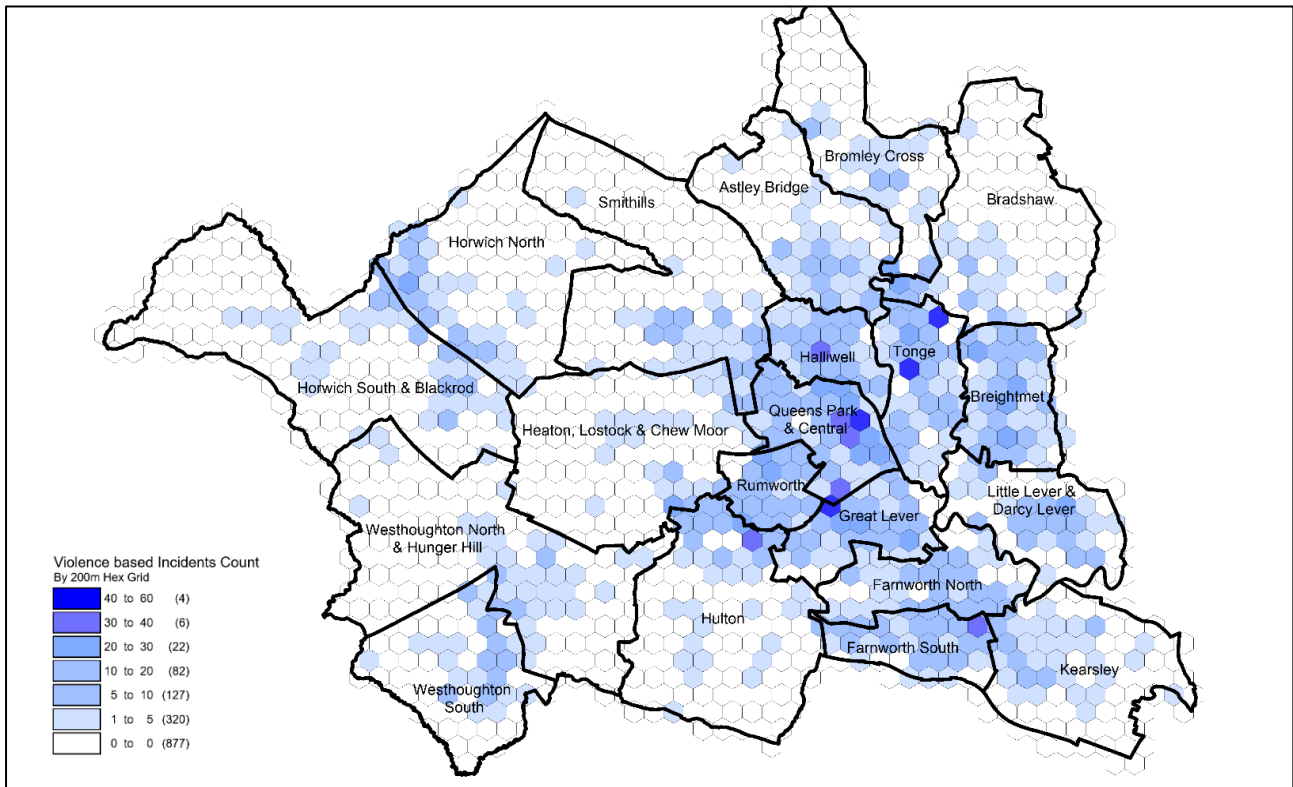
Incident Grade Description	Count	%	Incident Call Source Description	Count	%
Advice	1	0.01	Ambulance	10	0.12
Central Crime	1782	21.61	Email	948	11.50
Central Other	274	3.32	Fire	9	0.11
Central Resolution	398	4.83	Incident Exchange	1	0.01
Immediate	941	11.41	ECHO Alarm External Interface	1	0.01
Local Schedule	611	7.41	Internal Call	22	0.27
Local Tasking	2339	28.36	Live Chat	231	2.80
Police Admin	172	2.09	Public Emergency	5322	64.53
Police Dispatch	727	8.82	Public Non-Emergency	1692	20.52
Priority	1002	12.15	Radio Non-Emergency	11	0.13
Grand Total	8247		Grand Total	8247	

Hotspots

Map 14 below displays the geographical hotspots of violent incidents and ASB for 22/23 within Bolton based on 200m hexagonal grids. Bolton town centre is the main hotspot, with other areas of note:

Map 14: Hotspot of violence-based incidents and ASB Bolton Division by Ward April 2022 – March 2023

Source: GMP Incident data



- Heywood Park/Roxalina street
- Bus Station/Frederick Street Farnworth

- Tonge Moor Road/Union Road
- Firwood School
- Brownlow Way/Tennyson Street - Halliwell
- Longfield Road – Playing Fields - Hulton

Crime Severity

A crime severity score or harm index is designed to reflect the relative harm of offending, rather than how many crimes there are. Under the system, murder is given the top weighting, while cannabis possession has the lowest weighting per offence. The weighting for each offence is calculated by analysing sentencing data - the tougher the sentence imposed for a particular crime, the greater the weight for that offence. Once a weight has been calculated for each offence, it is multiplied by the number of incidents. That total is then divided by the population for the area in question to give the Crime Severity Score. There are currently two methods to determine severity.

- The Cambridge Harm Index
- ONS crime severity score

The Cambridge Crime Harm Index (CHI)

A crime harm index is a measurement of crime rates in which crimes are weighted based on how much "harm" they cause. The simplest and most common method of measuring an area's crime rate is to count the number of crimes. In this case, one minor crime for example shoplifting counts for the same as a single very serious violent crime. Leading criminologists have argued in favour of creating a weighted measurement. Lawrence W. Sherman and two other researchers wrote in 2016 that "All crimes are not created equal. Counting them as if they are fosters distortion of risk assessments, resource allocation, and accountability."³¹

Most crime harm indices use prison sentencing policies to decide what the "harm score" of an offence should be. The harm score of an offence is the default length of the prison sentence that an offender would receive if the crime was committed by a single offender.

The Cambridge Crime Harm Index³² was unveiled in 2016 and updated in 2021. It was developed by Lawrence W. Sherman, Peter Neyroud and Eleanor Neyroud. It uses sentencing guidelines of England and Wales. This approach has led to the proposition of a "Harm Index" to measure how harmful different crimes are in proportion to the others. This approach adds a larger weight to more harmful crimes (e.g., murder, rape, and grievous bodily harm with intent), distinguishing them from less harmful types of crime (e.g., minor thefts, criminal damage and common assault). Practically, adoption of a harm index can allow targeting of the highest-harm places, the most harmful offenders, the most harmed victims, and can assist in identifying victim-offenders. Experimentally, use of a harm index can add an additional dimension to the usual measures of success or failure, by considering harm prevented as well as reductions in prevalence or frequency. For the police, creation of harm index could allow them to invest scarce resources in proportion to the harm of each offence type.

Violent Crime in Bolton – Harm Index

All violent crimes committed in Bolton were analysed and a score was given to each crime based on type and its corresponding Home Office code. These scores are weighted and taken directly from the current CHI³³ published by Cambridge University.

Typically, the most severe violent crimes relate to murder, rape, and violence with injury (wounding with intent). These crimes have a sentencing tariff of 5 years to life imprisonment and have CHI scores range from 1000 for violence with injury up to 3500 for murder. Assaults, robbery, stalking, harassment, possession of weapons and certain types of violent disorder tend to score between 100 to 1000 on the index and typically have a sentencing tariff of 5 years³⁴.

Lower-level crime types such as violence without injury, attempted offences and lower-level harassment and threats tend to be crimes without intent and score lower on the scale. The sentencing tariff for these offences can be up to a year in custody, but the majority will relate to lower-level tariffs such as community orders or a fine.

The table below displays the CHI applied to all recorded violent crimes in Bolton for the financial year 22/23. 83% of these crimes fall within the lowest severity rating. 4.1% of violent crimes against the person have the most severe classification.

³¹ [OP-POLI160003 171..183 \(squarespace.com\)](https://www.squarespace.com)

³² [The Cambridge Crime Harm Index \(CCHI\) | Institute of Criminology](https://www.crim.cam.ac.uk/system/files/documents/cchi2020data.xls)

³³ <https://www.crim.cam.ac.uk/system/files/documents/cchi2020data.xls>

³⁴ Note: Some crimes that fall within this section of the index do have significantly higher sentencing tariffs.

Table 28: Cambridge Crime Harm Index. Violent crime in Bolton Financial year 22/23

Source: Cambridge CHI

Cambridge Harm Index Score	Count of Crimes	Percentage
1 - 10	18712	83.4
11 - 50	509	2.3
51 - 100	662	3.0
101 - 200	326	1.5
201 - 1000	1287	5.7
1001 - 2000	794	3.5
2001 - 3000	131	0.6
3000 +	4	0.0
	22425	

ONS Crime Severity Score

The Office for National Statistics (ONS) has developed a weighted measure of crimes recorded by the police, the “Crime Severity Score”. Existing official statistics on police recorded crime data are presented as counts of the number of offences or as a rate of offences recorded per head of population, broken into broad offence categories. This new measure of crime aims to address this by considering both the volume and the severity of offences, by weighting offences differently. By “severity”, we are intending to reflect the relative harm of an offence to society and the likely demands on the police, given that the police resource requirements are likely to be greater for offences that are more serious and therefore weighted more highly.

We can also use ONS crime severity scores³⁵ (CSS) to track changes over time. The violence definition is slightly different³⁶, but it is useful as it provides contextual data across Greater Manchester and a more significant time series.

The table below displays the CSS across the conurbation and as of 21/22 Bolton is second only to Manchester with a score of 8.1, significantly higher than comparable areas. This would suggest that Bolton does have an issue with an increasing severity of violent crimes against the person.

Timeline data is available from the ONS from 2003 up to 2022. This is shown in graph 6 below. There was a steady drop in the severity of violent crimes from 2004 to 2013, then a significant rise until 2019. 20/21 saw a marked drop with the effect of the Covid 19 Pandemic and can be attributed to the multiple lock downs during this period. In 2022 the index is at its highest. Bolton is not alone, and this pattern is replicated across Greater Manchester but at a slightly less severity.

Table 29: ONS Crime severity scores by Greater Manchester District.

Source: ONS crime severity scores

Offence group	CSP	Apr '15 to Mar '16	Apr '16 to Mar '17	Apr '17 to Mar '18	Apr '18 to Mar '19	Apr '19 to Mar '20	Apr '20 to Mar '21	Apr '21 to Mar '22
VATP	Bolton	3.4	4.1	5.8	5.9	4.6	5.4	8.1
VATP	Bury	2.9	3.8	4.9	5.2	3.8	4.4	6.3
VATP	Manchester	5.8	6.4	12.4	8.2	6.0	6.5	9.3
VATP	Oldham	4.3	4.5	5.9	5.8	4.5	5.3	7.6
VATP	Rochdale	4.4	5.0	5.7	6.2	4.8	5.8	7.7
VATP	Salford	3.3	3.7	5.8	6.7	5.1	6.4	7.5
VATP	Stockport	2.6	2.8	3.4	3.5	2.9	4.2	5.2
VATP	Tameside	3.0	4.2	5.2	6.9	5.2	6.1	7.6
VATP	Trafford	1.9	2.2	2.9	3.6	2.6	2.9	4.0
VATP	Wigan	3.0	3.6	4.0	4.3	3.3	4.4	6.0

Graph 6: ONS Crime severity scores 2003 – 2022 Bolton CSP

Source: ONS



³⁵ [Crime Severity Score \(Experimental Statistics\) - Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk/crime-severity-score-experimental-statistics)

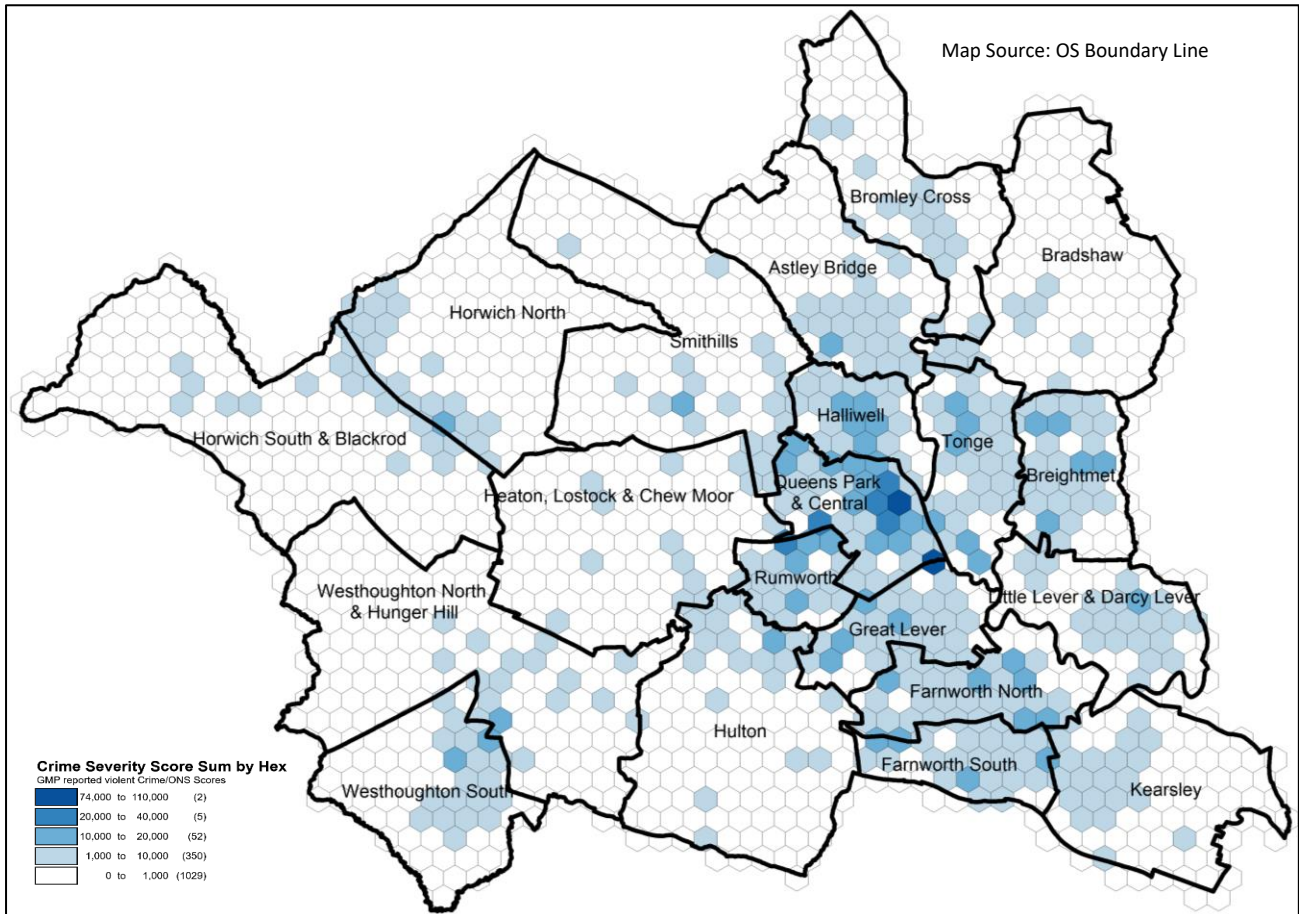
³⁶ Violent crime definition based on violence against the person

The Geographical Element of Crime Severity

It is possible to look at crime severity as measured by the ONS index at a lower level. Using a method that simply sums the severity score by hex grid, the pattern across the borough can be analysed. Map 15 below displays this within a hex grid for Bolton with the wards shown. Reported violent crime severity is the highest at a hex grid that contains Scholey Street Police Station. Over three hundred violent crimes were reported in 22/23 at this location. Fourteen reports of rape of a female aged under 16 were at this location and this crime has a high severity score of 2,555. Twenty incidences of rape of a female aged over 16 were also reported at this location and this has a severity tariff of 1,825. Obviously, these crimes did not take place at this location, but the nature of reporting is often skewed towards Police Stations.

Map 15: Crime Severity by Hex Grid and Ward

Data Source: GMP Cognos data



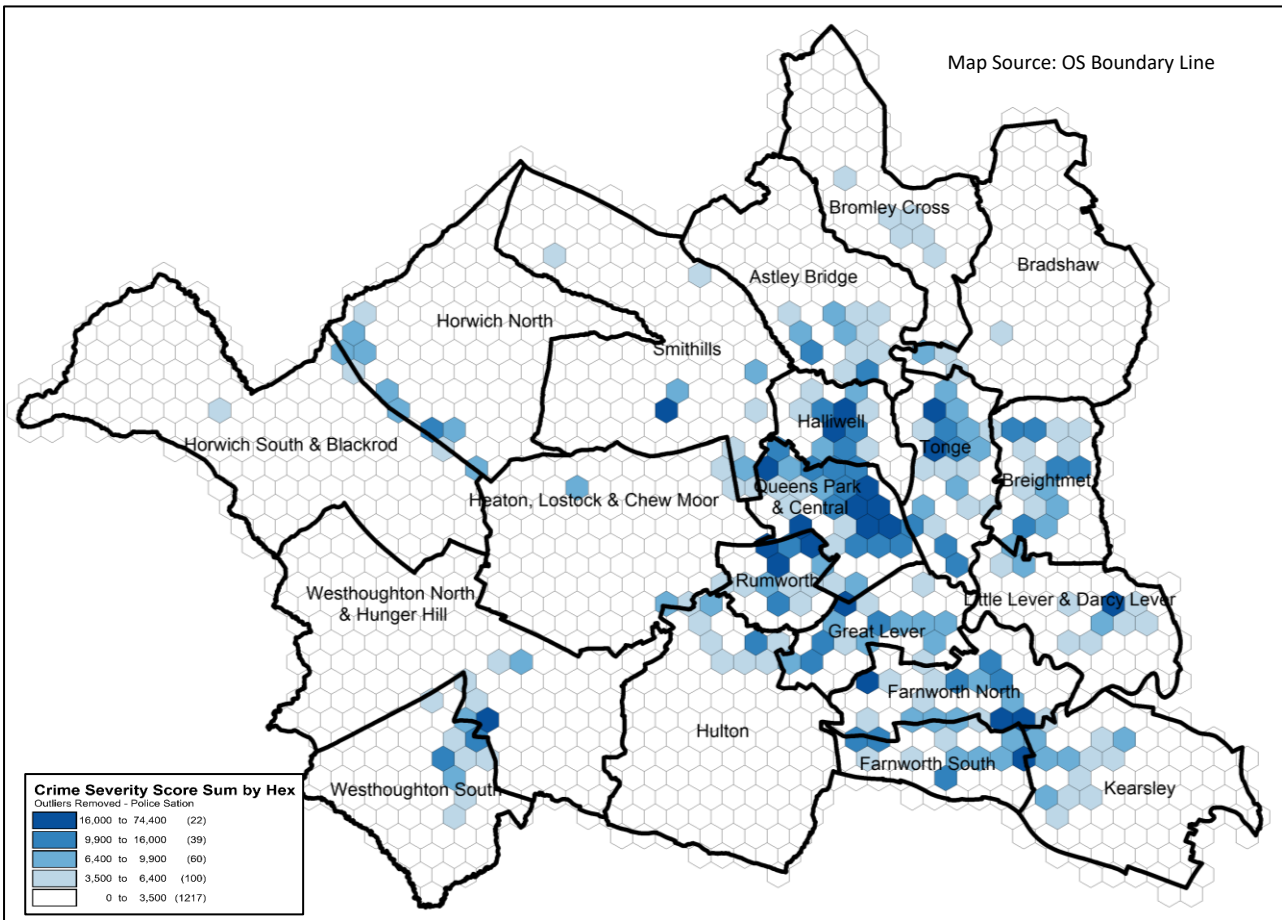
display the same analysis with the Police Station outlier data removed. There is a clear concentration of more serious violent crime offences that occurred within Bolton town centre. Other locations of prominence are Farnworth and Westhoughton town centres and Royal Bolton Hospital. Residential areas of note include central Tonge, northern Rumworth and central Halliwell.

Town Centre

In terms of the town centre, seventy-one offences were recorded with a crime severity score above 1,000 which is significant as these are within the top 10% of the most serious crimes. Of these offences the most prevalent were crimes related to wounding with intent to do grievous bodily harm. This equated to 63% of the most serious crimes and to 0.3% of total violent crimes reported in the town centre. Although the most severe violent crimes within the town centre are thankfully small, their impact and cost on the criminal justice system can be significant.

Map 16: Crime Severity by Hex grid and Ward – Outliers removed (Police Station).

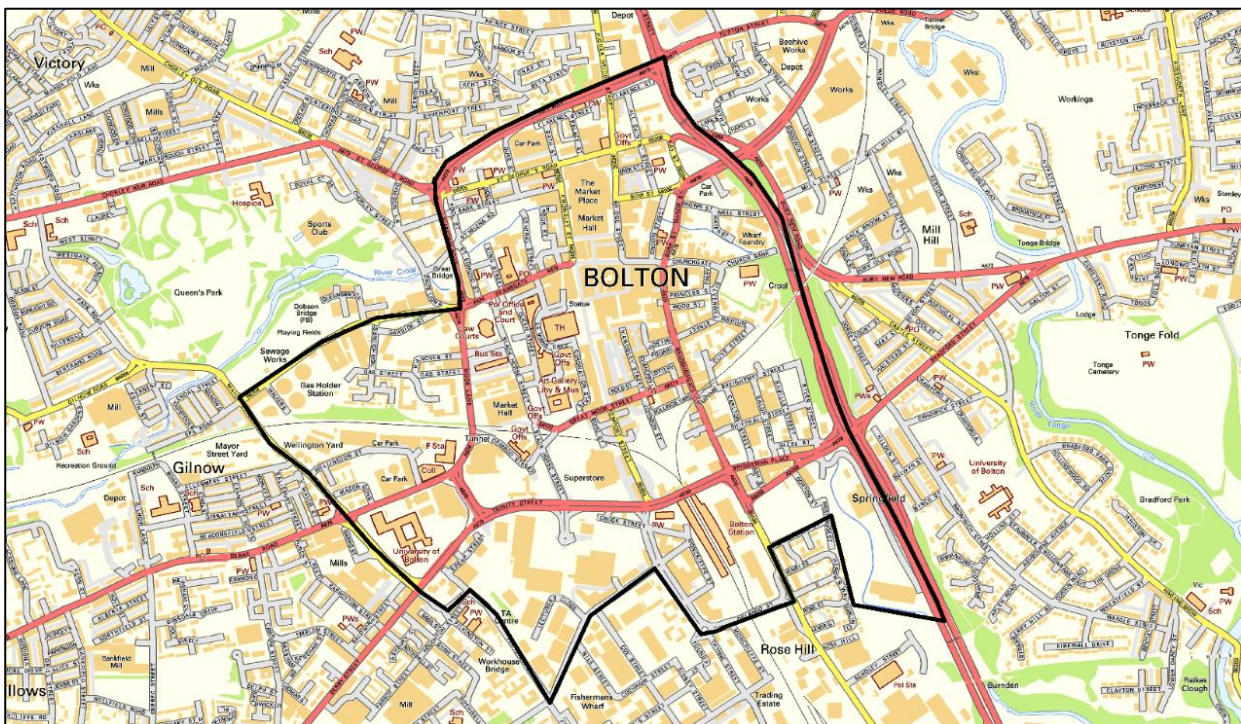
Data Source: GMP Cognos data



Town Centre

The town centre boundary is shown below in map 17 and includes the central core of the town, the University to the southwest and Trinity retail park to the southern boundary.

Map 17: Town Centre boundary



Demography

Population and household data is available from the 2021 Census at Output Area (OA) level. Table 30 below displays the current town centre boundary with the corresponding OA overlayed. Those shown in grey represent areas that fall completely within the boundary. Those in blue truncate the boundary. A very simple estimation technique has been used to approximate population figures for the area. The table below displays the estimate of the blue areas that fall within the boundary, and this has been used as a multiplier for the calculation.

Table 30: Town Centre boundary

Source: 2021 Census data Custom Tables - <https://api.beta.ons.gov.uk/v1/datasets/create/filter-outputs/bd704c24-5464-4d3d-bbf5-5aeef2ce6e>

OA	% Area	Total Pop	Est Pop	HH	Est HH
E00024400	40	305	122	136	54
E00024407	20	528	106	204	41
E00024416	100	199	199	115	115
E00024438	10	300	30	165	17
E00024440	100	268	268	147	147
E00024441	40	237	95	141	56
E00024537	20	369	74	86	17
E00024540	40	501	200	144	58
E00024574	100	256	256	131	131
E00024575	20	337	67	100	20
E00171673	90	284	256	162	146
E00171674	100	224	224	120	120
E00171682	25	252	63	104	26
E00171692	50	515	258	127	64
E00171693	40	398	159	106	42
E00181463	100	121	121	78	78
E00181470	100	219	219	86	86
E00181481	100	316	316	219	219
E00181491	100	149	149	100	100
E00181499	75	136	102	55	41
	1270	5914	3283	2526	1578

Based on this technique the estimated population based on the 2021 census for the town centre is 3,283 residents. 14% are under the age of 15 and the dominate age of residents is 16 – 34 years old, at 42% of the population. In terms of the total borough, the population of the town centre represent 1.1% of all residents. For households this equates to 1,578, giving an average household size of just below 2. This would suggest that there are a significant numbers of single person households within the area. The census tables relating to this concurs, with 852 household (54%) being single person.

In terms of tenure, it is estimated that 1,045 households live in purpose-built blocks of flat. This equates to 66% of all households within the town centre. 192 households live in terrace properties within the town centre area, and this equates to 12% of all households.

Town Centre Crime

3,371 crimes were reported within the town centre in 22/23, this represents just over 9.8% of all crimes within Bolton. Table 31 below displays this based of the reported component types.

Table 31: Crime Component Types – Town Centre

Source: GMAP raw crime data

Type	Count of Crime Final Classification
Crime	3371
Crime Related Incident	191
Non-Crime Incident	16
Grand Total	3578

56% (1,931) of all offences committed within the town centre falls within our definition of serious violent crime and this is shown in the table below. At a borough level 63% of all crime reported is violent in nature so the town centre represents a hot spot for these events. Public order offences represent the highest volumes of crime at 16% this is followed by violence with injury at 13.7%. 6% of all crimes reported were DV related, 3.4% were associated with a hate crime and 0.3% related to child sexual exploitation.

Table 32: Total reported crime Bolton Town Centre 22/23

Source: GMP Cognos data

Crime Type	Count	%	Violent Crimes	Severity
All other theft offences	364	10.78		87
Bicycle theft	30	0.89		9
Business and community burglary	111	3.29		564
Criminal damage and arson offences	194	5.74		200
Fraud	32	0.95		123
Miscellaneous crimes against society	53	1.57		100
Other sexual offences	83	2.46	83	1500
Possession of drugs	84	2.49	84	5
Possession of weapon offences	61	1.81	61	182
Public order offences	546	16.16	546	182
Rape	26	0.77	26	3258
Residential burglary	33	0.98		564
Robbery of business property	8	0.24	8	994
Robbery of personal property	66	1.95	66	994
Shoplifting	396	11.72		13
Stalking and harassment	159	4.71	159	252
Theft from the person	121	3.58		87
Trafficking of drugs	29	0.86	29	667
Vehicle offences	111	3.29		9
Violence with injury	407	12.05	407	2555
Violence without injury	464	13.74	464	13
Grand Total	3378		1931	

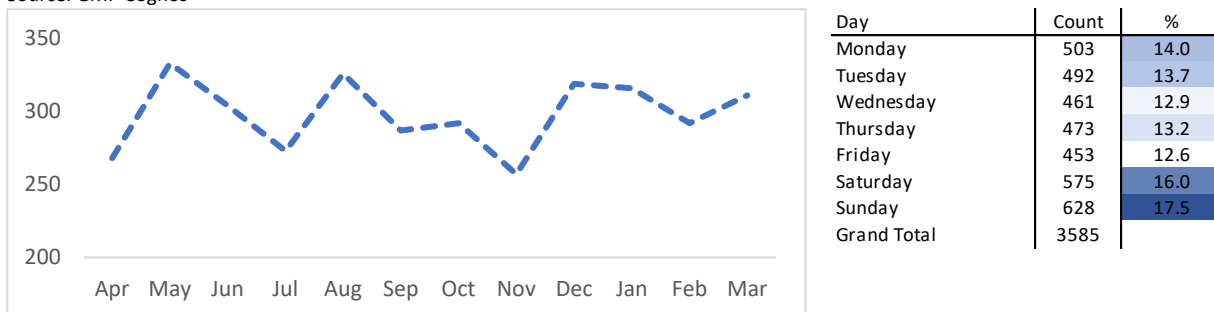
In terms of crime severity (CSS) as measured by the ONS, 17% of all crimes reported within the town centre display a CSS in the highest quartile and in terms of the borough they form the largest concentration of severe crime types.

Chronology

Graph 7 below displays the count of crimes for 22/23 within the town centre by month. The number of reported crimes ranges between 257 as a low point in November 22 to a high of 333 in May 22. Sunday (mornings) is the peak time for reported crime generated by issues from the nighttime economy.

Graph 7: Reported crimes by month and days of the week

Source: GMP Cognos



Crime Location

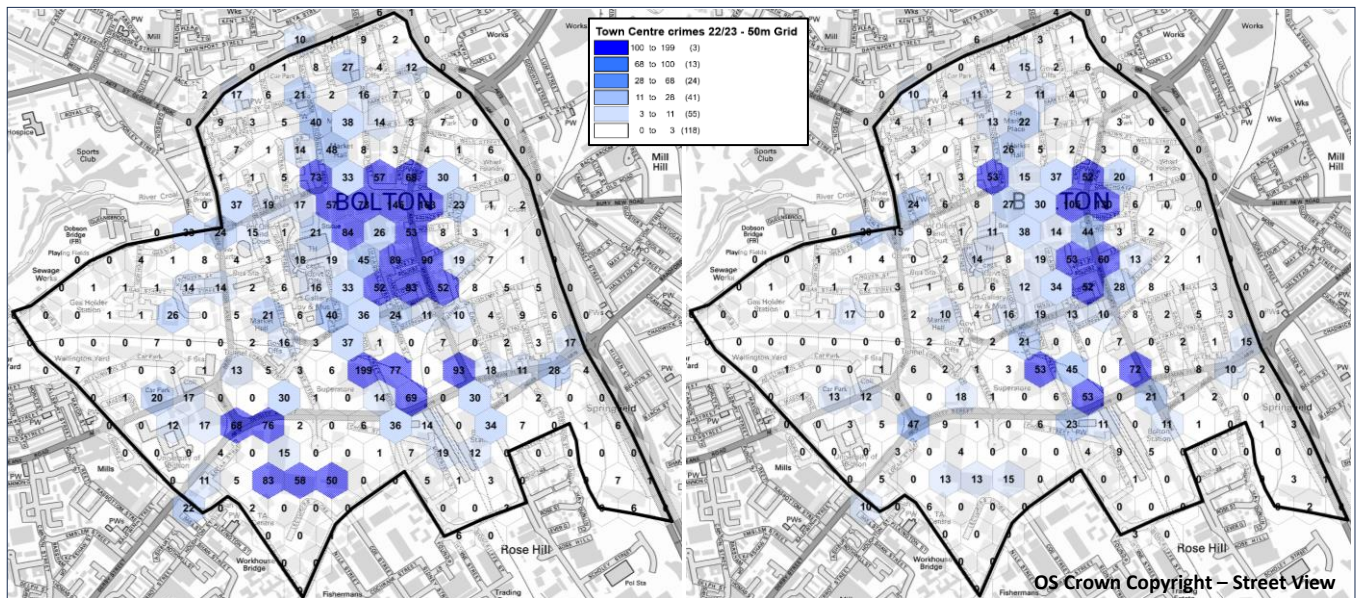
Map 17 below displays the reported crime locations within the town centre for 22/23 based on all violent crime. In terms of all crime, the shopping centre, retail parks, transport locations and areas associated with the nighttime economy feature as hotspots. In terms of violent crimes, they tend to be clustered around the areas of the nighttime economy at Bradshawgate, Churchgate and Nelson Square.

Map 17: Town Centre hotspot locations by 50m hex grid

Source: GMP Cognos data

All Crime

Violent Crime



In terms of Morrisons there were 177 crimes reported over the time period. 67% of these related to theft offences or shoplifting, 13% related to public order offences and the remainder relating to numerous other offences ranging from violence without injury to vehicle offences and fraud.

The Bradshawgate/Deansgate hotspot relates to 210 crimes. 67% of these are serious violent crimes, with 16% of these being violence with injury occasioning actual bodily harm and generally relate to altercation where someone is either punched or kicked.

Table 33 displays the detailed crime locations that have been reported in the data and represents the current hotspot within the town centre. 37% of the location are licenced premises, with Morrisons supermarket, the Bus Station and Home Bargains displaying the highest counts.

Table 33: Hot Spot crime location within Bolton Town Centre 22/23

Source: GMP Cognos data

Count of Offences	Location
177	Morrisons
76	Home Bargains
64	Bus Station
55	McDonalds
45	The Alma Inn
36	Derby Street
29	Level Night Club
29	Marks & Spencer Plc
29	Baboogys Night Club
25	The Venue Bar
25	Balmoral Inn
23	Iceland Foods
22	The Old Three Crowns
22	The Spinning Mule
21	Poundland
18	WH Smith, 5 -7, Victoria Square
17	Bolton Sixth Form College

Sexual Offences

Table 34 below displays the sexual offences recorded within the town centre in 22/23 with the corresponding crime severity score shown. At over 45%, sexual assaults on females are the most common crime. An analysis of the MO field for these crimes suggests that most of these crimes relate to inappropriate touching of a sexual nature and a large percentage of these crimes occur in or around premises associated with the nighttime economy.

Table 34: Sexual offences within Bolton Town Centre 22/23

Source: GMP Cognos data

Crime Type	Count	%	CSS
Administering a substance with intent	3	2.8	780
Assault on a female by penetration	3	2.8	1059
Causing or inciting a child under 13 to engage in sexual activity	1	0.9	1059
Causing or inciting a child under 16 to engage in sexual activity	2	1.9	769
Engage in sexual communication with a child	3	2.8	316
Exposure	8	7.4	47
Meeting a female child following sexual grooming	1	0.9	316
Rape of a female aged 16 or over	22	20.4	3,285
Rape of a female aged under 16	3	2.8	3,285
Rape of a male aged 16 or over	1	0.9	3,285
Sexual assault on a female	49	45.4	673
Sexual assault on a male	9	8.3	673
Sexual assault on a male child under 13	1	0.9	909
Voyeurism	2	1.9	47
Grand Total	108		

On average in 22/23 there were 9 serious sexual offences per month within the town centre. This ranged from a high of 17 offences in January 23 to a low of 6 in October 22. There were 25 rapes linked to the town centre in 22/23, in most cases the victim was over 16 years old and female. 18% of these incidents occurred on licenced premises within the town centre. 15% of the incidents occurred within the town centre within secluded alleyways just off Bradshawgate.

Public Order Offences

40% of all public order offences with the town centre were related to causing intentional harassment, alarm and distress. These types of crimes are typical of people being aggressive and using abusive language. A significant proportion of these crimes were located at the Bus Station, Morrison Supermarket and McDonald restaurant on Knowsley Street.

Based on an analysis of the location field, 40% of all public order offences take place in retail outlets, this includes banks in the definition. Food establishments within the town centre account for 12%, whilst public order offences within licenced premises account for 20%.

Table 35: Public Order

Source: GMP Cognos data

Crime	Count	%
Affray	27	4.9
Breach of a criminal behaviour order	24	4.4
Breach of a Sexual Harm Prevention Order	1	0.2
Breach of non-molestation order	5	0.9
Causing intentional harassment, alarm, or distress	219	40.1
Committing or conspiring to commit, an act outraging public decency	2	0.4
Communicating false information alleging presence of bomb	1	0.2
Fear or provocation of violence	91	16.7
Harassment, alarm, or distress	111	20.3
Racially or religiously aggravated fear or provocation of violence	14	2.6
Racially or religiously aggravated harassment or alarm or distress - words or writing	9	1.6
Racially or religiously aggravated intentional harassment or alarm or distress - words or writing	36	6.6
Violent disorder	6	1.1
Grand Total	546	

Weapon Offences

61 weapon offences were reported within the town centre in 22/23. Of these 34% related to having an article with a blade in a public place and 28% of possessing an offensive weapon without lawful authority. These weapons ranged from broken bottles, baseball bats and metal bars. Weapon offences within the town centre accounted for 14% across all those recorded within the borough during 2022/23.

Table 36: Weapons Offences Bolton Town Centre 22/23

Source: GMP Cognos data

Weapon Offences	Crime	%
Carrying a loaded or unloaded or imitation firearm or air weapon in public place.	1	1.6
Having an article with a blade or point in a public place	21	34.4
Possessing etc. firearms or ammunition without firearm certificate	1	1.6
Possessing firearm or imitation firearm with intent to cause fear of violence	5	8.2
Possession of offensive weapon without lawful authority or reasonable excuse	17	27.9
Threaten a person with an article in a private place	1	1.6

Threaten with a blade or sharply pointed article in a public place	8	13.1
Threaten with an offensive weapon in a public place	7	11.5
Grand Total	61	

Robbery

66 offences of robbery of personal property were reported within the town centre and 8 robberies of business property. Robbery of personal property in the town centre accounts for 17% of the borough total with robbery of a business accounting for 16%.

17.5% of robberies within the town centre took place with a direct threat of a knife and may suggest that the possession figures underestimate the number of individuals carrying a knife within the town centre. In terms of items stolen this related to money and 27% of the robberies related to the victim's mobile phone.

Violence with Injury (VWI)

Borough wide there were 3,397 violence with injury offences 12% of those took take place within the town centre (407). 2,459 assaults causing actual bodily harm (ABH) were reported in 22/23 boroughwide, 12% of these took place within the town centre. Table 37 below displays the crime type that make up VWI, with ABH and GBH dominating.

Table 37: Violence with Injury Offences Bolton Town Centre 22/2

Source: GMP Cognos data

Violence with Injury	Count	%
Administering poison to endanger life	2	0.5
Administering poison with intent to injure or annoy	14	3.4
Assault occasioning actual bodily harm	298	73.2
Cause GBH with intent to resist/prevent arrest	1	0.2
Causing danger to road-users	3	0.7
Ill treatment or neglect of a person lacking capacity	1	0.2
Malicious Wounding: - wounding or inflicting grievous bodily harm	16	3.9
Non-fatal strangulation and suffocation	7	1.7
Owner or person in charge allowing dog to be dangerously out of control	5	1.2
Racially or Religiously Aggravated assault occasioning actual bodily harm	2	0.5
Use of noxious substances or things to cause harm and intimidate	1	0.2
Wounding with intent to do grievous bodily harm	56	13.8
Wounding with intent to resist/prevent arrest	1	0.2
Grand Total	407	

Violence in the Bolton Town Centre Evening Economy

The consumption of alcohol can play a major role in violence within the evening economy; with the potential for excessive alcohol intake making an individual more susceptible to violence as either a perpetrator or victim:

Drugs and alcohol can impair judgement, decrease inhibitions, and increase aggression. When individuals consume excessive amounts of alcohol or consume drugs, they may be more likely to engage in aggressive behaviour, including verbal or physical confrontations. The presence of alcohol in the evening economy can contribute to an increased number of incidents such as fights, assaults, and public disorder. These incidents can occur within bars, clubs or spill out on to the streets, impacting the safety of other town centre users.

Some drugs, such as stimulants like cocaine or amphetamines, can contribute to heightened aggression and violent behaviour. These substances can increase irritability, paranoia and decrease inhibitions, making individuals more prone to aggressive actions. Intoxicated individuals can more easily become targets when their visible vulnerability places them at increased risk of victimisation. They may be less able to defend themselves or make sound decisions to keep themselves safe.

In crowded town centre venues, such as bars or clubs, the combination of alcohol consumption, noise and limited personal space can lead to heightened emotions and a higher potential for conflicts and violence.

'Pre-drinking', also known as 'pre-loading', refers to the consumption of alcohol ahead of a night out. 'Pre-drinking' can lead to higher levels of intoxication by the time individuals arrive for a night out, increasing the risk of violence due to greater alcohol consumption. Alcohol related violence in the evening economy can place a significant burden on venue staff and emergency services responding to incidents of violence, diverting resources from other areas of the borough.

Bolton has a vibrant night-time economy which attracts visitors from across the borough and beyond. While this can bring various benefits such as increased economic activity it can present several challenges, placing higher demands on emergency services due to alcohol related incidents.

Operation Overspill and Operation Lioness

Launched in May 2022, Operation Overspill sees Greater Manchester Police working alongside Bolton Council to manage issues within Bolton town centres night-time economy. Operation Lioness runs simultaneously in the town centre with a focus on keeping women and girls safe.

In the first 5 months of 2022 there were as many robberies in the town centre as in the entirety of 2021 (41). Between January and June 2022 there were 49 robberies in the Town Centre, 18 directly linked to the Nighttime economy. 25% of these were on Bradshawgate. The Offender was nearly always described as male, and 33% were described as groups of offenders. The victims came from all areas and had been using the Town Centre legitimately for a night out.

High visibility policing is provided between the hours of 2300-0700. 2 officers are designated to patrol the back streets in high vis and plain clothes, identifying possible victims or offenders and challenging those exploiting the town centre. They focus on combating predatory behaviour and safeguarding anyone who is particularly vulnerable.

The council CCTV van is directed to disrupt congregating groups and the use of a Public Space Protection Order to issue on the spot fines for people inhaling nitrous oxide assists officers in making the town centre uncomfortable for those intent on causing problems. High vis weapon sweeps, ensuring safety around taxis and targeting problematic premises with support from licensing and environmental services, and drawing on the district teams to provide extra resilience from 0400 (a peak time for males congregating in groups and a time when people are often vulnerable through intoxication).

A strong partnership approach is key, with support from licensing, the Town Centre Manager, CCTV and Regulatory Services ensuring effective follow up to issues identified during the course of an evening.

RESULTS:

- A reduction in robberies.
- First 6 months (prior to Op Overspill) - 49 robberies (18 NTE)
- Second 6 months - 18 robberies (3 NTE)
- Public order reduced by 30%
- Assault with injury reduced by 30%
- Rape reduced by 28%
- Spiking reduced by 66%
- Theft from person reduced by 50%
- Possession of drugs increased 75% (due to stop and search)
- Possession of weapons increased by 75% (due to stop and search)

Grievous Bodily Harm (GBH) and Actual Bodily Harm (ABH) in the Nighttime Economy

Table 38 below displays ABH, GBH, malicious wounding and other serious violent offences linked to licensed premises within the town centre³⁷. No distinction can be made in the data between section 18 and 20 offence types³⁸. A total of 103 offences are shown in the town centre area for 22/23. The premises display a mix between traditional Public Houses, Night Clubs and Casinos. Of those crimes where a detail location is available 73% relate to ABH and 10% for GBH.

Table 38: GBH, ABH and Malicious Wounding within town centre licensed premises 22/2

Source: GMP Cognos data

Venue	Count	%	ABH	GBH	Mal W	Mal W Intent	Other
Baboogys Night club	10	9.7	7	2		2	1
Balmoral Inn	8	7.8	8				0
Brass Cat	2	1.9	2				0
Central Conservative Club	5	4.9	2	3		3	0
Central Grosvenor Casino	2	1.9	2				0
Courtneys	2	1.9	1		1		0
Elephant and Castle	2	1.9	1	1		1	0
Hogarth's	2	1.9	1				1
Kahiki Hideout	3	2.9	2		1		0
Level Night Club	8	7.8	6	1		1	1

³⁷ Note: Not all offences have a detailed location attached to the crime record.

³⁸ In UK law a Section 18 is the most serious form which can be committed. As a result, it can carry serious consequences. A section 18 assault may include: Planning an attack on another person. Selecting weapons or adapting an object to be used as a weapon.

Lux Lounge	1	1.0					1
Mojos	5	4.9	4				1
Pop world	6	5.8	5		1		0
Roc Night Club	7	6.8	6		1		0
Shots Bar	5	4.9	1	2	1	2	1
Square Lounge	2	1.9	1	1		1	0
Stanley Casino	1	1.0	1				0
Star and Garter	1	1.0	1				0
The Alma Inn	10	9.7	5	1	2	1	2
The Bank	1	1.0	1				0
The Bar	1	1.0	1				0
The Spinning Mule	3	2.9	1				2
The Swan	1	1.0	1				0
The Venue Bar	11	10.7	9		2		0
Three Old Crowns	4	3.9	3	1		1	0
Grand Total	103		72	10	9	12	103

As part of the broader strategy to manage issues within the night-time economy, work is ongoing to consider the introduction of a night-time levy which would see a small charge, set by Government, for businesses licensed to sell alcohol between the hours of 3am – 6am. The funds raised would be used to support the partnership response to issues within the night-time economy. A public consultation will inform the decision which will consider both the potential benefits and draw backs/challenges of such an approach.

Violence Without Injury

Boroughwide there were 5,206 violence with injury offences 9% of those took place within the town centre (464). 88% of these offences related to common assault and battery³⁹. 4% of common assault within the town centre related to attacks on a Police Constable.

Table 39: Violence without injury

Source: GMP Cognos data

Violence without injury	Count	%
Assault on a constable	4	0.86
Assault or assault by beating on a constable	19	4.09
Assault or assault by beating on a emergency worker (except a constable)	1	0.22
Common assault and battery	407	87.72
Cruelty to and neglect of children	2	0.43
False imprisonment	1	0.22
Hold person in slavery or servitude	1	0.22
Kidnapping	3	0.65
Racially or Religiously aggravated common assault or beating	13	2.80
Require person to perform forced or compulsory labour	2	0.43
Threats to Kill	11	2.37
Grand Total	464	

Drugs Offences

It is widely recognised that drugs can have a significant influence on serious violence as excessive consumption can impair an individuals' judgement, decision making abilities and impulse control. It can also make an individual more vulnerable to becoming a victim of violence.

84 possession of drug offences occurred within the town centre; this is 17% of all offences across the borough. 32% of all these offences related to class A drugs predominantly cocaine. 53% related to class B drugs, predominantly cannabis.

Trafficking of drugs was less common with only 29 offences recorded within the town centre, representing only 6% of those type of offences borough wide.

It is important to note that while drugs and alcohol can contribute to violent behaviour, the majority of individuals who use drugs or consume alcohol, do not engage in violent behaviour. Factors such as individual predispositions, social environment and underlying mental health conditions also play a role in determining a person's propensity to violence.

³⁹ Common assault is when a person inflicts violence on someone else or makes them think they are going to be attacked, it does not have to involve physical violence. Threatening words or a raised fist is enough for the crime to have been committed provided the victim thinks they are about to be attacked.

Safer Street Fund

Bolton CSP has been awarded £348,820 from the Home Office Safer Streets Funding. The funding which runs for 18-months across the 2023/24 and 2024/25 financial years, will enable targeted work in the town centre areas focused on tackling antisocial behaviour, neighbourhood crime, and violence against women and girls. Planned work includes:

- An enhanced enforcement offer, with additional GMP officers allocated to the town centre NTE with a remit on areas of vulnerability for violence against women and girls (VAWG), and back streets/poorly lit areas.
- A street-based youth outreach offer, which focuses on youth ASB hot spots to engage young people and divert them into positive activities where possible.
- A highly visible uniformed public guardianship initiative through the provision of Community Engagement & Reassurance Officers in the daytime and Travel Ambassadors in the evening. Although with separate and distinct remits, both roles will provide a highly visible reassurance presence for the public, with close links to town centre agencies (Police, CCTV, Licensing), ensuring a joined-up approach.
- A Safe Haven for those people who find themselves in potentially vulnerable situations on a weekend evening, with St Johns Ambulance staff working closely with town centre partners to provide first aid and care to those who need it.
- A targeted training and marketing strategy will ensure clear, consistent messaging of existing town centre safety campaigns, and valuable training for town centre stakeholders around safety issues.

Town Centre Developments

In terms of predicted housing supply within the town centre the total number of units expected to be built based on current permissions/ allocations (Including expired permissions such as Trinity Gateway (In the case of Trinity Gateway another application has been submitted which is awaiting decision)) is 2,278. The total number of units expected if we exclude allocated sites and those with expired permission is 2,042.

The total number of units expected to be built in the next 5 years is 828. The biggest sites (highest number of units) we are expecting completions on in the next 5 years are Moor Lane Bus Station (the old bus station), Land east of Central Street (Central Street, Car Park) and Globeworks. Once you go further into the future than 5 years it becomes harder to predict what will happen.

A unit is a dwelling (which could be either an apartment or a house). Out of the 828 units we expect to be built in the town centre in the next 5 years 210 are houses and 617 are apartments (adds up to 827 not 828 due to figures being rounded).

Given we normally expect around 2.5 people per new dwelling you could assume that, very roughly, the town centre population will increase by around 2000 people once all units built in the next 5 years are inhabited (this is a very rough estimation and is likely to be lower given that 74% of the units are going to be apartments and may be more conducive with single occupancy). It's likely that it may take a little while after a unit is constructed before it is inhabited.

Given the current household estimate for the town centre as of 2021 is 1,578 an increase of 828 household would equate to a 47% increase in households within the town centre in 5 years raising the total population to 5,353. In the longer term if we see all development on all the allocated sites, we could see an increase of 2,042 households which would relate to a 130% increase in the number of households within the town centre. It is worth noting that the planning boundary for the town centre is the one in use in the Core Strategy and is slightly larger than the one used to define the centre for the purpose of this assessment.

Offenders

It is difficult to provide an average profile of an offender in Bolton, as criminal behaviour and characteristics can vary widely among individuals. However, current statistics and research suggest there are certain factors that can apply.

In Bolton, most offenders are male. Men tend to be overrepresented in various criminal activities, including violent crimes, property offences, and drug-related offences. However, it's important to note that female offenders also exist, albeit in smaller numbers.

The age range of offenders Bolton can vary widely, but certain age groups are more likely to engage in criminal behaviour. Young adults, particularly those between the ages of 16 and 25, are often overrepresented in criminal statistics. However, people of all ages can become involved in criminal activity.

Criminal behaviour is not limited to any specific socioeconomic group, as offenders come from various backgrounds. However, studies have shown that individuals from disadvantaged backgrounds, experiencing poverty, lack of educational opportunities, or unemployment, may have an increased risk of engaging in criminal activities.

Many offenders in Bolton have prior criminal records. Repeat offenders, who have been involved in criminal activities in the past, are not uncommon. Some individuals may become trapped in a cycle of criminal behaviour due to various factors, such as substance abuse, lack of rehabilitation, or limited opportunities for reintegration into society.

Substance abuse and addiction are often associated with criminal behaviour. Many offenders have a history of drug or alcohol misuse, and substance abuse can contribute to the commission of crimes, such as drug offences, theft, or violence.

There is a significant correlation between mental health problems and criminal behaviour. Some offenders in Bolton may have mental health conditions, such as personality disorders, depression, or substance-induced psychosis. However, it's important to note that most individuals with mental health issues are not involved in criminal activity.

Crimes

Of the initial 39,037 crimes reported in Bolton during the financial year 22/23, 36,492 were crimed, 2,692 were either a crime related incident or a non-crime incident leaving a total of 36,492 crimes. Offenders have been linked to 22,878 crimes. However, some of the data is incomplete so we can only utilise data from 22,523 offenders for this analysis. Using these figures, it is clear that a known offender is linked to 62.6% of all reported crime. Table 41 displays the offender count by crime type and displays this as a percentage of total reported crime, in terms of known offenders, the largest volume is for stalking and harassment at 22% with 81% of all those reported crimes with a known offender associated to it.

The lowest rate of offending by crime relates to vehicle offences were only 18.2% of crimes have a linked offender. In terms of serious violent crime, the rate of suspect to a crime is particularly high 80% of violence with injury crimes have a suspect identified.

Multiple Offenders

Many of the individuals linked to crimes are multiple offenders, out of the 22,878 crimes identified with an offender there are 11,090 unique individuals. Table 39 below displays the top 500 most prolific offender and their contributions to total recorded crime.

Table 40: Offender counts by total reported crime.

Source: GMP Offender data set

Cohort	Count of Offender	Offences	% Of offenders	% Of crimes
Top 100	100	1,992	0.9	8.7
Top 200	200	3,264	1.8	14.3
Top 300	300	3,921	2.7	17.1
Top 400	400	4,624	3.6	20.2
Top 500	500	5,235	4.5	22.9

Less than 1% of offenders were responsible for 8.7% of crimes in 22/23. The top 500 known offenders within the borough were responsible for almost 23% of crimes. Conversely 59% of known offenders were responsible for 285 of crimes where an offender had been identified.

Table 41: Offender counts by total reported crime (Multiple Offenders).

Source: GMP Offender data set

Crimes	Offender counts	%	All reported crimes	% of crime type with a known offender
All other theft offences	665	3.0	2,776	23.96
Bicycle theft	22	0.1	127	17.32
Business and community burglary	115	0.5	446	25.78
Criminal damage and arson offences	1,348	6.0	3,286	41.02
Death or serious injury caused by unlawful driving	12	0.1	12	100.00
Fraud	224	1.0	359	62.40
Other sexual offences	527	2.3	755	69.80
Possession of drugs	519	2.3	519	100.00
Possession of weapon offences	389	1.7	423	91.96
Public order offences	3,166	14.1	5,182	61.10
Rape	324	1.4	431	75.17
Residential burglary	476	2.1	1,595	29.84
Robbery of business property	20	0.1	49	40.82
Robbery of personal property	221	1.0	383	57.70
Shoplifting	767	3.4	1,509	50.83
Stalking and harassment	5,013	22.3	6,205	80.79
Theft from the person	93	0.4	309	30.10
Trafficking of drugs	314	1.4	479	65.55
Vehicle offences	472	2.1	2,270	20.79
Violence with injury	2,721	12.1	3,397	80.10
Violence without injury	4,523	20.1	5,206	86.88
Grand Total	22,523		36,490	

Offender Profile

72% of all offenders are male and are likely to be aged between 30 and 39 years old. Offending tends to increase with age up to this cohort and then drop steeply when individuals reach 40 years plus. 21% of offenders are 19-year-old or below.

Table 42: Offender counts by total reported crime (Multiple Offenders).

Source: GMP Offender data set

Age Band	Count	%
0-9	139	0.61
10-19	4,724	20.65
20-29	5,178	22.63
30-39	6,430	28.11
40-49	3,647	15.94
50-59	1,910	8.35
60-69	558	2.44
70-79	220	0.96
80-89	62	0.27
90-100	9	0.04
Grand Total	22878	

In terms of ethnicity 61% of offenders identify as White British. 12.7% of offenders are from a minority ethnic group, with those of Pakistani origin being dominant at almost 4%. Those who identify as from a Black background account for 3.3% of offenders.

Table 43: Offender counts by ethnicity.

Source: GMP Offender data set

Ethnicity	Count	%
Asian - Any Other Asian Background	443	2.12
Asian - Bangladeshi	18	0.09
Asian - Indian	271	1.30
Asian - Pakistani	811	3.88
Black - African	448	2.14
Black - Any Other Black Background	254	1.21
Black - Caribbean	84	0.40
Mixed - Any Other Mixed Background	63	0.30
Mixed - White and Asian	57	0.27
Mixed - White and Black African	28	0.13
Mixed - White and Black Caribbean	69	0.33
Not Provided	3,770	18.03
Not Stated	1,205	5.76
Other - Any Other Ethnic Group	122	0.58
Other - Chinese	3	0.01
White - Any Other White Background	417	1.99
White - British	12,785	61.15
White - Irish	59	0.28
Total	20,907	

Outcomes

Table 44 below displays the offender outcomes for the crimes, 10.8% of offenders were charged with an offence and in total 21.8% of offenders had an outcome whether that was a caution, restorative justice, or a summons for an offence. Most of crime outcomes (68%) related to insufficient evidence available to charge an individual or that the victim does not support.

Table 44: Offender outcomes.

Source: GMP Offender data set

Outcome	Count	%
Caution/Cannabis Warning	280	1.2
Charge/Charged Alternative Offence	2,476	10.8
Decision Pending	1,734	7.6
Diversionary, Educational, Intervention complete	85	0.4
Eliminated	84	0.4
Further Invest Not in Public Interest	602	2.6
Investigation Complete - No Suspect Identified	11	0.0

Locate Trace	351	1.5
Missing Value	799	3.5
Issue with named Suspect	125	0.5
Not In Public Interest	23	0.1
Outcome 20 - Referred to Other Agency	73	0.3
Prosecution Not in Public Interest	81	0.4
Prosecution Time Limit Expired	65	0.3
Refer To PNC	138	0.6
Restorative Justice	303	1.3
Summons	36	0.2
Insufficient Evidence/Victim Does not Support	15,577	68.1
Other	35	0.2
Grand Total	22,878	

Serious Violent Crime Offenders

Of the 22,523 crimes identified with a suspect 18,341 (82%) relate to our definition of serious violent crime. This equates to 9,715 unique offenders which represents 87% of all known offenders during 22/23. Table 45 displays the count of serious violent crime. Stalking with harassment is the most common crime type at just over 27%, followed by violence without injury at 24%.

Table 45: Reported Serious violent crime 22/23.

Source: GMP Offender data set

Serious violent crimes	Count	%
Death or serious injury caused by unlawful driving	12	0.07
Other sexual offences	527	2.87
Possession of drugs	519	2.83
Possession of weapon offences	389	2.12
Public order offences	3,166	17.26
Rape	324	1.77
Robbery of business property	20	0.11
Robbery of personal property	221	1.20
Stalking and harassment	5,013	27.33
Trafficking of drugs	314	1.71
Violence with injury	2,721	14.84
Violence without injury	4,523	24.66
Grand Total	18,341	

The table below displays the multiple crime incidents by offenders for 22/23. 60% of serious violent crime offenders only committed one crime in that period and this equated to 31% of all reported violent offences. To put this into context 90% of known offenders were responsible for committing 67% of crime, based on them committing 3 crimes or less. A core group of less than 1% of offenders were also responsible for committing 7.4% of crimes.

Table 46: Person A, Person B prolific serious violent crime offending.

Source: GMP Offender data set

Count of Offences	Count of Nom/Per Number (Unique Individual)	% Of offenders	Crimes Committed	% Of Crimes
1	5848	60.2	5,848	31.5
2	2098	21.6	4,196	22.6
3	803	8.3	2,409	13.0
4	390	4.0	1,560	8.4
5	201	2.1	1,005	5.4
6	124	1.3	744	4.0
7	65	0.7	455	2.5
8	45	0.5	360	1.9
9	41	0.4	369	2.0
10	24	0.2	240	1.3
10 plus	77	0.8	1,383	7.4

Prolific Offenders

Seventy-seven individuals over the course of the last financial year have been suspects more than ten times for a serious violent crime. Two individuals have been suspects over forty times within the last year and can be said to be prolific serious violent crime offenders, and it is clear that these individuals are leading chaotic lifestyles influenced by drug misuse. Much of their offending (50%) relates to offences relating to stalking and harassment. Table 47 displays the reported offences for the two named offenders.

Table 47: Person A, Person B prolific serious violent crime offending.

Source: GMP Offender data set

Crimes	Count
Assault occasioning actual bodily harm	8
Assault on a constable	2
Assault or assault by beating on a constable	3
Assault or assault by beating on an emergency worker (except a constable)	1
Cause GBH with intent to resist/prevent arrest	1
Causing intentional harassment, alarm or distress	10
Common assault and battery	16
Fear or provocation of violence	4
Harassment	2
Harassment etc. of a person in his home	1
Harassment, alarm or distress	7
Having possession of a controlled drug - Amphetamine	1
Having possession of a controlled drug - cannabis	1
Having possession of a controlled drug - Class A - Other	1
Having possession of a controlled drug - Class B - Other	1
Putting people in fear of violence	1
Racially or religiously aggravated common assault or beating	3
Racially or religiously aggravated harassment or alarm or distress - words or writing	2
Racially or religiously aggravated intentional harassment or alarm or distress - words or writing	9
Racially or religiously aggravated Stalking without violence	1
Rape of a female aged 16 or over	1
Sending letters etc with intent to cause distress or anxiety	2
Stalking involving serious alarm/distress	3
Threats to destroy or damage property	1
Threats to Kill	6
Violent disorder	1
Grand Total	89

Domestic Abuse Offenders

Although domestic abuse is classified as a violent crime, some of the component crimes that are shown with a DV marker attached would not fall within our definition of serious violent crime. Table 48 below displays these crimes highlighted in blue. Fraud, theft, burglary, criminal damage, and vehicle offences can all have a domestic violence element and for this reason we are including them in our definition of serious violent crime.

Table 48: Domestic abuse crime marker – Non serious violent crimes.

Source: GMP Offender data set

Offence	Count	%
All other theft offences	156	2.11
Bicycle theft	2	0.03
Business and community burglary	1	0.01
Criminal damage and arson offences	398	5.37
Fraud	65	0.88
Miscellaneous crimes against society	108	1.46
Other sexual offences	67	0.90
Possession of drugs	11	0.15
Possession of weapon offences	25	0.34
Public order offences	520	7.02
Rape	142	1.92
Residential burglary	66	0.89
Robbery of personal property	13	0.18
Stalking and harassment	2,503	33.78
Theft from the person	38	0.51
Trafficking of drugs	2	0.03
Vehicle offences	39	0.53
Violence with injury	1,199	16.18
Violence without injury	2,055	27.73

32% of all offenders (7,410) have committed a domestic abuse related crime and this equates to 40% of offenders when compared against the violent offending cohort.

Grand Total | 7,410 |

Victims of Crime

Based on the GMP victim's dataset for 22/23, 83% of reported crimes (29,069) had a victim attached. A small proportion of crimes had multiple victims (0.2%). Table 49 below displays the victim count in context of the number of crimes, known offenders, and the ratio of offenders to victims. Note there may be a slight mismatch as data for victims and offenders is drawn from a slightly different source and some of the crime types of the victim data sets are missing or blank.

It is debatable whether there is really a victimless crime but this can be defined as an illegal act that typically either directly involves only the perpetrator or occurs between consenting adults. Because it is consensual in nature, whether there involves a victim is a matter of debate.

In this context the table below would suggest that drug possession, trafficking offences, shoplifting and robbery of business properties are victimless crimes, purely by the ratio of offenders to victims. In reality some of these crime types do have a victim, but this may be a corporate identity or the individual themselves as in possession of drugs.

Table 49: Victims of crime, reported crime levels and known offenders.

Source: GMP Victims data set

Crime	Victim Count	%	Reported Crimes	Offenders	Offenders/Victims
All other theft offences	1,895	6.52	2,776	665	35.09
Bicycle theft	116	0.40	127	22	18.97
Business and community burglary	134	0.46	446	115	85.82
Criminal damage and arson offences	2,508	8.63	3,286	1,348	53.75
Death injury caused by unlawful driving	6	0.02	12	12	200.00
Fraud	290	1.00	359	224	77.24
Other sexual offences	691	2.38	755	527	76.27
Possession of drugs	1	0.00	519	519	51900.00
Possession of weapon offences	163	0.56	423	389	259.51
Public order offences	4,037	13.89	5,182	3,166	78.42
Rape	427	1.47	431	324	75.88
Residential burglary	1,486	5.11	1,595	476	32.03
Robbery of business property	11	0.04	49	20	181.82
Robbery of personal property	366	1.26	383	221	60.38
Shoplifting	41	0.14	1509	767	1870.73
Stalking and harassment	6,006	20.66	6205	5,013	83.47
Theft from the person	302	1.04	309	93	30.79
Trafficking of drugs	2	0.01	479	314	15700.00
Vehicle offences	2,082	7.16	2,270	472	22.67
Violence with injury	3,250	11.18	3,397	2,721	83.72
Violence without injury	4,892	16.83	5,206	4,523	92.46
Grand Total	29,069				

Victim Demographics

51% of all victims are male and 53% identified as White British. In terms of ethnicity 4% of victims were from a Pakistani heritage with 12.2% of victims coming from an ethnic minority group. The age profile between victim and offenders is very similar apart from more offenders are defined as White British (61%) than victims of crime (53%). Table 50 below displays the victim cohort by age in the context of offender's age. Victims of crime tend to be between 20 -49 years old with most victims in the 30 – 39-year-old age group.

When comparing age cohorts of victims and offenders it is clear to see that young people (10 -19) are more likely to be an offender⁴⁰ (21%) than they are to be a victim (14%). This is also evident in the 20-29 and 30-39 age cohorts. As an individual's age increases, they are more likely to a victim of crime rather than an offender. 13% of individuals within the 50 – 59-year-old cohort have been a victim of crime, whilst only 8% have offended.

Table 50: Age cohort of victims in the context of offenders.

Source: GMP Offender data set

Age Cohort	Count	%	Offenders	% of Offenders
0-9	541	1.79	139	0.61
10-19	4,145	13.68	4,724	20.65
20-29	5,985	19.76	5,178	22.63
30-39	7,500	24.76	6,430	28.11
40-49	5,325	17.58	3,647	15.94

⁴⁰ As a percentage of the separate cohorts (Victim and Offenders)

50-59	3,802	12.55	1,910	8.35
60-69	1,800	5.94	558	2.44
70-79	850	2.81	220	0.96
80-89	289	0.95	62	0.27
90 Plus	58	0.19	9	0.04
Grand Total	30295		22878	

Serious Violent crime victims

Of the 29,069 victims identified for 22/23, 20,213 (69%) were victims of a violent offence. Almost 30% of this cohort were a victim of a stalking and harassment offences, which ranged from sending letters with the intent to cause distress and anxiety (38%) to general harassment (27%) and putting people in the fear of violence. Table 51 below displays the crime tree level four definition.

Table 51: Victims of a violent offence

Source: GMP Offender data set

Crime (Tree Level 4)	Count	%
Death or serious injury caused by unlawful driving	6	0.03
Other sexual offences	691	3.42
Possession of drugs	1	0.00
Possession of weapon offences	163	0.81
Public order offences	4,037	19.97
Rape	427	2.11
Robbery of business property	11	0.05
Robbery of personal property	366	1.81
Stalking and harassment	6,006	29.71
Violence with injury	3,250	16.08
Violence without injury	4,892	24.20
Grand Total	20,213	

Domestic Violence victims

Of the 29,069 victims identified during 22/23, 7,230 (25%) were victims of domestic abuse. 34% of domestic abuse victims related to stalking and harassment offences and 27% to violence without injury. 6% were juvenile victims of domestic violence and typically were victims of common assault, ABH and cruelty and neglect as shown in table 52 below. Of this cohort 65% were females and abuse tended to focus on children 10 years old and above with 25% of juvenile victims being 17-year-old.

6,783 adult victims of domestic violence were identified within the dataset. A larger proportion of the adult cohort were female (75%) and the dominant age group for the victims was 28 - 37 years old. In terms of ethnicity 57% of victims identified as White British and 10% were from a minority ethnic group, dominated by victims of a Pakistani origin.

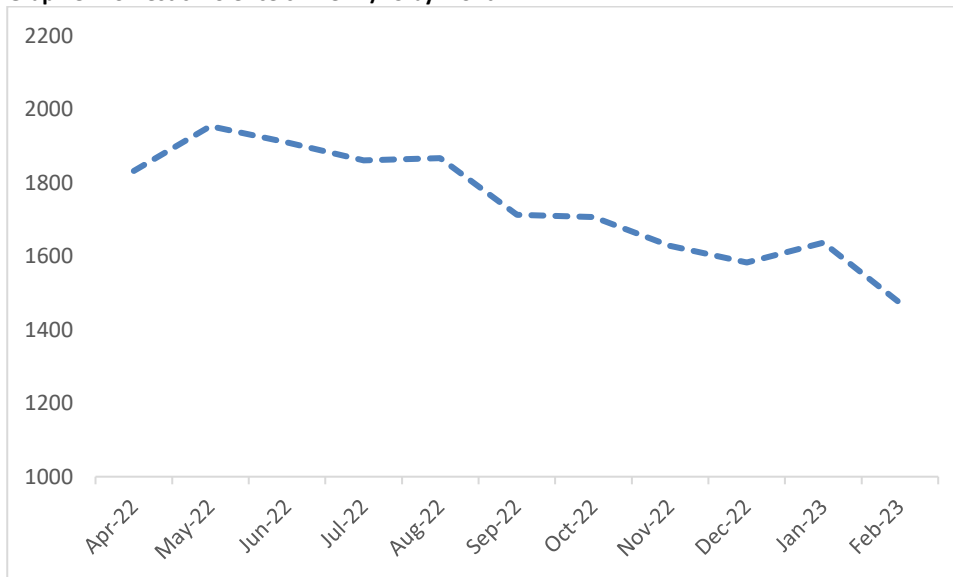
Table 52: Juvenile and Adult victims of Domestic violence by crime type.

Source: GMP Offender data set

Crimes	Adult	% Adult	Juvenile	% Juvenile	Grand	% Total
All other theft offences	179	2.68	4	0.90	183	2.57
Bicycle theft	2	0.03			2	0.03
Business and community burglary	2	0.03			2	0.03
Criminal damage and arson offences	395	5.92	3	0.68	398	5.60
Fraud	63	0.94			63	0.89
Other sexual offences	52	0.78	10	2.26	62	0.87
Possession of weapon offences	10	0.15	6	1.36	16	0.22
Public order offences	427	6.40	11	2.49	438	6.16
Rape	132	1.98	9	2.04	141	1.98
Residential burglary	63	0.94			63	0.89
Robbery of personal property	13	0.19	1	0.23	14	0.20
Stalking and harassment	2363	35.42	107	24.21	2470	34.73
Theft from the person	31	0.46			31	0.44
Vehicle offences	44	0.66			44	0.62
Violence with injury	1078	16.16	87	19.68	1165	16.38
Violence without injury	1722	25.81	201	45.48	1923	27.04
Grand Total	6671		442		7113	

Focusing on the offender data for domestic abuse that was covered in a previous chapter there were 7,410 offenders linked to domestic violence offences. The data above show that there were 7,113 victims, which suggest some offenders commit multiple offences. Graph 8 below shows the number of domestic violence crime reported in 22/23, from a peak of 1954 in May 22 this has fallen steadily to a low in of 147 in February representing a 19% reduction from April 22.

Graph 8: Domestic violence crime 22/23 by month



Greater Manchester Fire and Rescue Service (GMFRS) – Deliberate Fires

A deliberate fire refers to a fire that has been intentionally set by a person with the intention of causing damage or harm. These fires are also commonly known as arson. Arson can pose serious threats to property, life, and the environment. In the Bolton context, deliberate fires can be categorised into different types based on their motives or the targets involved.

- **Property Fires:** Arson attacks on residential or commercial buildings, including homes, businesses, warehouses, or industrial premises.
- **Vehicle Fires:** Intentionally setting fire to automobiles, including cars, motorcycles, or public transportation vehicles.
- **Wildfires:** Deliberately starting fires in forests, grasslands, or other outdoor areas, which can rapidly spread and cause extensive damage to natural habitats.
- **Arson for Fraud:** Setting fire to a property or vehicle to fraudulently claim insurance or financial benefits.
- **Hate Crimes:** Fires set because of prejudice or targeted at individuals or groups due to their race, religion, or other personal characteristics.

There is a correlation between deliberate fires and levels of anti-social behaviour in Bolton. Anti-social behaviour refers to actions that cause harm, distress, or nuisance to individuals or communities. Arson, which involves deliberately setting fires, is considered a form of anti-social behaviour.

Deliberate fires can be a manifestation of anti-social behaviour for various reasons. In some cases, individuals may engage in arson as a means of expressing frustration, seeking attention, or causing harm to others. It can also be a form of vandalism or a way to exert control over a particular area or property.

High levels of anti-social behaviour within a community can contribute to an increased risk of deliberate fires. Areas with higher rates of anti-social behaviour, such as incidents of vandalism, harassment, or property damage, may also experience more cases of arson.

Deliberate fires and the link between Serious Violent Crime

Research studies and reports have suggested some connections between deliberate fires and serious violent crime, although the relationship is complex and multi-faceted.

- **Overlapping Factors:** Deliberate fires and serious violent crime can share common underlying factors, such as socio-economic deprivation, substance abuse issues, or social disorganisation. These factors can contribute to an environment where both types of offences are more likely to occur.

- **Criminal Networks:** In some cases, deliberate fires can be associated with organised criminal networks involved in various illegal activities, including serious violent crime. These networks may use arson as a means to further their criminal interests, intimidate rivals, or exert control over certain areas.
- **Revenge and Retaliation:** Deliberate fires can sometimes be motivated by revenge or retaliation. If serious violent crime is involved, arson may be used as a form of retribution against individuals, property, or specific communities.
- **Symbolic Actions:** Arson can also be employed as a symbolic act or as a means of sending messages or threats. In certain instances, serious violent crime and deliberate fires may be intertwined as part of larger criminal activities or conflicts.
- **Geographic Associations:** Some research has explored spatial associations between deliberate fires and serious violent crime. Certain areas with higher levels of one type of offence may also exhibit higher levels of the other, indicating a potential geographic link.

Fire Types

A primary fire refers to a fire incident that requires an immediate and significant GMFRS response. These incidents usually involve a significant risk to life, property, or the environment. Examples of primary fires include large-scale building fires, wildfires, industrial fires, or fires in high-rise buildings. Primary fires often require a substantial deployment of firefighting resources, including multiple fire engines, specialised equipment, and personnel.

A secondary fire refers to a fire incident that is of lesser severity or lower risk compared to a primary fire. These incidents are typically smaller in scale and may not pose an immediate threat to life or property. Secondary fires can include smaller building fires, car fires, rubbish fires, or incidents where the fire has been extinguished or contained by the time the fire and rescue services arrive. Although secondary fires are generally less severe, they still require attention and response from the fire service to ensure public safety.

Geographical Perspective

Based on the data supplied by Greater Manchester Fire and Rescue Service (GMFRS) there have been 5,056 deliberate fires reported in Bolton between 2017/22. The numbers have been static over the years with a high of 952 reported in 2018, with a low of 729 reported in 2021 (coinciding with Covid lockdowns). Of these 18% are classified as primary fires.

In terms of a ward-based perspective Farnworth South displays the highest number at 10%, followed by Queens Park and Central at 9.8%. Rumworth and Farnworth North both displays a figure of 8.9%.

Table 53: Deliberate Fire by Ward in Bolton 2017 – 2022 with Fly tipping

Source: GMFRS & Bolton MBC

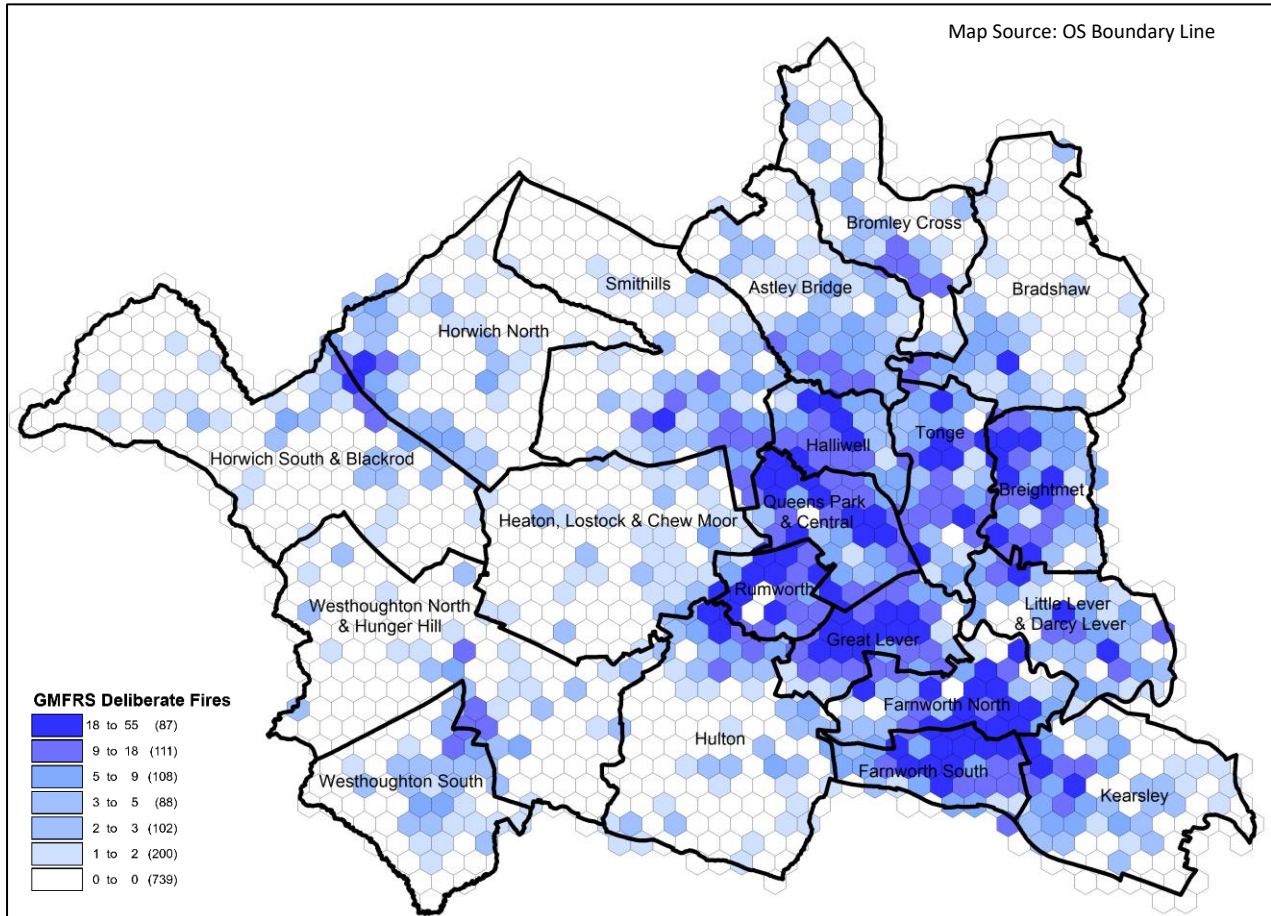
Ward Name	Deliberate Fires 2017/22	%	Fly Tipping 2022	%
Astley Bridge	181	3.5	292	3.5
Bradshaw	123	2.4	70	0.8
Brightmet	386	7.5	150	1.8
Bromley Cross	102	2	92	1.1
Farnworth North	460	8.9	508	6.1
Farnworth South	514	10	450	5.4
Great Lever	455	8.8	392	4.7
Halliwell	294	5.7	1208	14.6
Heaton, Lostock & Chew Moor	67	1.3	194	2.3
Horwich North	159	3.1	300	3.6
Horwich South & Blackrod	92	1.8	195	2.4
Hulton	175	3.4	200	2.4
Kearsley	219	4.2	250	3.0
Little Lever & Darcy Lever	231	4.5	68	0.8
Queens Park & Central	507	9.8	1508	18.2
Rumworth	461	8.9	968	11.7
Smithills	208	4	378	4.6
Tonge with the Haulgh	348	6.7	552	6.7
Westhoughton North & Hunger Hill	98	1.9	264	3.2
Westhoughton South	81	1.6	256	3.1
Total	5161		8295	
Correlation Coefficient	0.61023804			

64% of all deliberate fires over the time period relate to lose refuge, domestic or commercial bins. Fly tipping data has been added to the analysis and there is a strong positive correlation between the two variables of 0.6, suggesting there is a link between increased levels of fly tipping and deliberate fires.

It is clear from the map shown below that within the hotspot wards there are also low-level areas that display very high concentrations of deliberate fires. These are focused across the two Farnworth wards, to the north of Queens Park and in central Halliwell, Brightmet and Tonge.

Map 18: Deliberate fire in Bolton at a micro level

Source: GMFRS



Deliberate fires and Offending Behaviour

There is evidence to suggest a link between offending behaviour and setting deliberate fires. Research studies have observed certain patterns and risk factors associated with individuals who engage in arson or deliberate fire-setting:

- **Antisocial Behaviour:** Individuals with a history of antisocial behaviour, such as aggression, vandalism, property damage, or other forms of criminal activity, are more likely to engage in deliberate fire-setting. The act of intentionally setting fires can be seen as an extension of their antisocial tendencies.
- **Pyromania:** Pyromania is a specific psychiatric disorder characterized by an intense fascination with fire, an impulse to set fires, and a sense of relief or pleasure from doing so. People diagnosed with pyromania often have a history of other antisocial or conduct disorders.
- **Criminal Motives:** Deliberate fire-setting can be motivated by various criminal intents. Some individuals may set fires for financial gain, such as insurance fraud, while others may use arson as a means of revenge, intimidation, or exerting control over others.
- **Mental Health Issues:** There can be a correlation between certain mental health disorders, such as conduct disorder, oppositional defiant disorder, or personality disorders, and fire-setting behaviour. These disorders may contribute to impulsive or destructive tendencies, increasing the likelihood of engaging in arson.
- **Substance Abuse:** Substance abuse, particularly involving alcohol or drugs, is often associated with an increased risk of fire-setting behaviour. Impaired judgment, disinhibition, or altered mental states resulting from substance abuse can contribute to individuals acting on fire-setting impulses.

It's important to note that not everyone who engages in offending behaviour will set deliberate fires, and not all individuals who set deliberate fires have a history of other criminal offences. However, these identified risk factors can help professionals in assessing potential offenders and developing appropriate intervention strategies.

As discussed above, the setting of deliberate fires can in some cases be a precursor to more serious offending. Research from the Home Office indicated that most people convicted of deliberate fire setting are in the 10 -25-year-old age group peaking at 16. As many offenders for this crime are not apprehended it would suggest that educational campaigns with a close focus on school age children would be the most appropriate intervention for this issue.

Health Data

Historically, tackling violence has been seen as a police issue, with our understanding around the extent of violence relying primarily on criminal justice data. There is increasing recognition however that police action should not be the only response to violence and is not the most effective in isolation.

Many violent incidents are likely to go un-reported to the police. In some cases, injuries from a violent incident may be serious enough for a victim to seek medical help - attending an accident and emergency department, calling for an ambulance or even requiring hospital admission.

When studying data held within the health system, we are able to get a more informed picture of the extent of violent crime within our communities.

Northwest Ambulance Service (NWAS)

Nationally the number of incidents ambulances responded to grew from 8.4 million in 2018–19 to 8.9 million in 2021–22, an increase of 6%. A&E attendances have increased by 13% in the last ten years, from 21.5 million (2011–12) to 24.3 million (2021–22). Alongside this, there has been a sharp increase in demand for emergency (999), with the number of calls to ambulance control rooms increasing by 20% since 2018.

According to the latest data from the NHS, the most common types of 999 calls received by the ambulance service are related to medical emergencies. In 2020, medical emergencies accounted for over 75% of all 999 calls received by the ambulance service. These types of calls included cardiac arrests, strokes, and difficulty in breathing.

Other common reasons for 999 calls to the ambulance service included falls, road traffic accidents, and injuries from violence. Falls accounted for around 10% of all 999 calls, while road traffic accidents and injuries from violence accounted for around 3% each. The COVID-19 pandemic has also had an impact on the types of 999 calls received by the ambulance service. In 2020, there was a significant increase in the number of calls related to COVID-19, including suspected cases, and confirmed cases with worsening symptoms.

NWAS based in Bolton - the trust provides services to almost 7 million people in Greater Manchester, Cheshire, Merseyside, Lancashire, Cumbria, and the North-western fringes of the High Peak district of Derbyshire (covering the towns of Glossop and Hadfield) in an area of 5,500 square miles (14,000 km²). NWAS provides emergency ambulance response via the 999 system, as well as operating the NHS 111 advice service for Northwest England.

NWAS – Violent Crime data

Data from NWAS relating to serious violence incidents is available from January 2019 to July 2022 by date and time with the age group and the chief complaint. The incident location of the victim is provided as an LSOA code. Table 54 below displays the counts by complaint type. Over 83% relates to assault (which could be of a sexual nature), with a further 15% relating to penetrating trauma. Of the 320 reported relating to penetrating trauma, 6% relate to gunshot wounds.

Table 54: NWAS Violence data Bolton Jan 19 – July 22

Source: NWAS data via GMCA Tableau

Complaint	Chief Complaint	%
Assault/Sexual Assault	1702	83.47
Clinical Concern Cat 3	1	0.05
Clinical Hub Triage - Cat 3	7	0.34
Clinical Hub Triage - Cat 4	1	0.05
Overdose/Poisoning (Ingestion)	1	0.05
Override for MDC	2	0.10
Psychiatric/Suicide Attempt	3	0.15
Stab/Gunshot/Penetrating Trauma	320	15.69
Unknown Complaint	2	0.10
Grand Total	2039	

The chart below displays the timeline of violent crime events from January 2019 to July 2022. A sharp decline was seen in 2019 and this began to rise to a high in August 2020. The rates began to steadily fall, linked to the first Covid lockdown in July 2020.

Graph 9: NWS Violent crime events Jan 19 – Jul 22



Demographics

61% of the victims of serious violent crime were aged 26 plus, with 17% between the ages of 18 and 25. Victims between 0 -17 accounted for 6%. 66% of the victims were male and it suggests that the coding used for assault/sexual assault relates more to the assault element.

Ward

The table below is based on pre-May 2023 ward boundaries displaying incident counts by hour. Great Lever ward accounts for 18.4% of events, with Halliwell accounting for 13.2%. Farnworth, Crompton and Brightmet also display rates significantly above the borough average. The peak times for these incidents in terms of the borough is between 9pm – 1am. Significantly, the peak time for events within Great Lever between 3am – 5am and will be linked to issues within the night-time economy as the town centre is in Great Laver ward.

LSOA

At a lower-level map 19 displays the violent incidents at LSOA level with the current ward boundaries. There is a clear concentration within the town centre wards of Queens Park and Central and the two Farnworth wards that straddle the town centre. As violence is often associated with these areas this is to be expected. Hotspot location within eastern Tonge and southern Halliwell wards suggest there are some significant issues within these areas, that warrant further investigation.

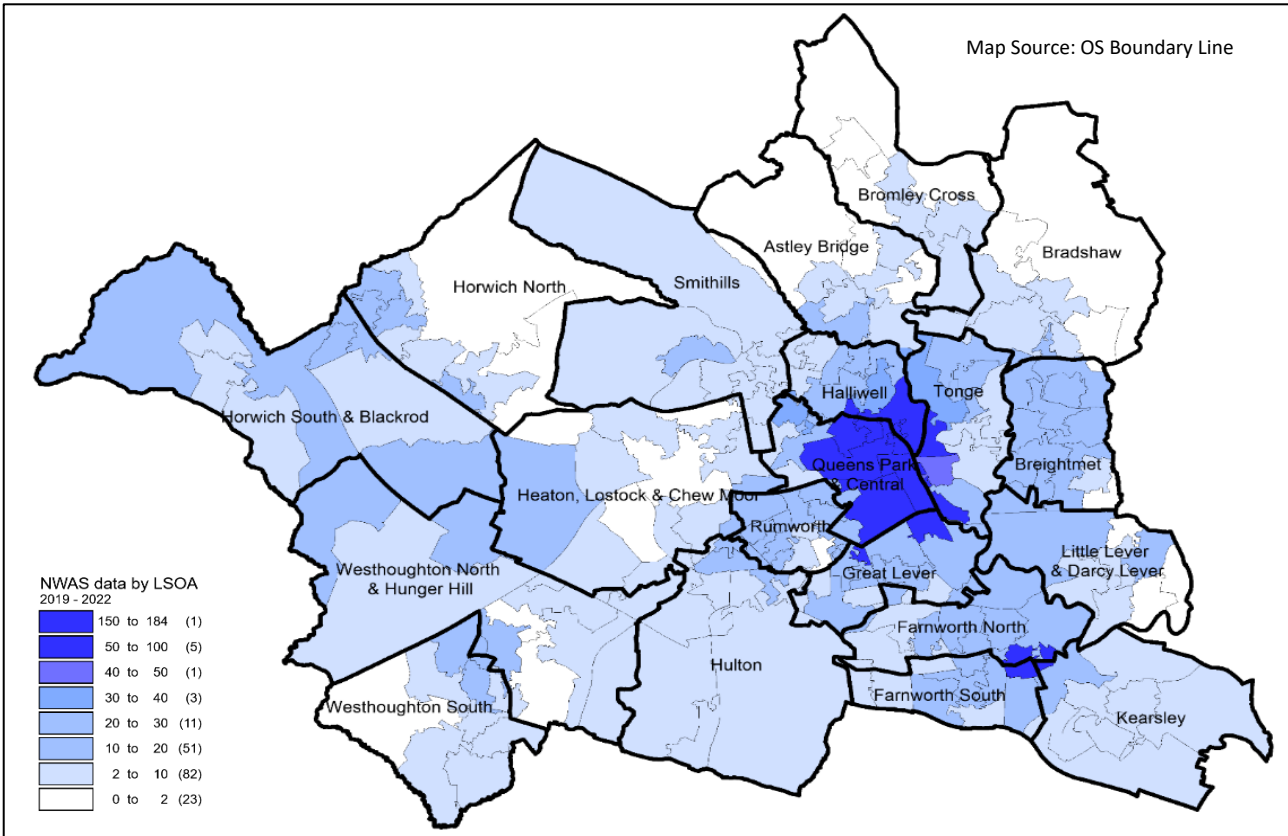
Table 55: NWS Violent Crime data by Wards (Pre-May 2023) by time of incident.

Source: NWS data via GMCA Tableau

Ward	Time																							Tot	
	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22		23
Astley Bridge	2	3		2	4	2	2	1	1	1		1			1	1		2	2	3		1	6	3	38
Bradshaw	3	3		1	1			1				1			1	2	4	2	3	4	1	2	3	2	34
Brightmet	6	9	3	5	4		1	1	1	4	4	6	4	5	3	4	6	6	6	9	11	7	13	13	131
Bromley Cross		2				1	1	1						2		3	1	4	3	1				1	20
Crompton	12	10	6	5	5	3	3	4	5	3	1	4	3	5	3	7	8	4	14	5	7	5	8	11	141
Farnworth	8	8	11	11	4	1	10	6	3	3	4	4	6	6	6	6	13	8	13	14	11	14	11	9	190
Great Lever	16	21	16	45	49	30	13	4	5	3	7	10	5	8	11	14	10	11	13	24	17	17	11	16	376
Halliwell	9	17	13	8	9	7	5	4	7	4	5	6	10	7	11	15	11	12	21	11	20	16	17	23	268
Harper Green	4	2	4	3	2	4			2	2	4	1		4		1	3	5	4	4	4	5	3	6	67
Heaton and Lostock	4	1	1		1	2		1	2		3	2		2				1	1	2	3		2	2	30
Horwich and Blackrod	8	6	5	2	1	1	3	1	1	2	2	2	1	1	3			2	3	4	2	6	5	8	69
Horwich North East	2	11	1	1	2		1			1		2		1	1	3	2	1	5	6	2	2	8	4	56
Hulton	4	5	2	3	7	3	2	1		1	1		2	4	4	4		1	4	6	5	5	3	10	77
Kearsley	5	5	3	4	3	1		1	2	2			1	3		2	3	3	4	6	5	5	8	5	71
Little Lever and Darcy Lever	2	3	2		1	2		4		1			2				3	3	2	2	2	5	3	4	41
Rumworth	5	6	6		6	2	1	2	1	4	2	4	2	5	7	7	9	6	7	9	9	5	4	6	115
Smithills	7	3		4	2	2	2	1	1	1		2	3	4	3	2	4	1	3	3	3	5	6	4	66
Tonge with the Haulgh	9	13	5	9	10	2	2	3	4	3	2	1	3	8	3	2	10	6	9	8	7	11	9	8	147
West.H North and Chew Moor	2	1	1	6	2		1		1	1			1	1	2	5		4	3	1	4	3	3	3	45
Westhoughton South	3	7	2	3	3	5	1	2			2	2	2	1	1	2			1	5	2	7	2	4	57
Grand Total	111	136	81	112	116	68	48	38	36	36	37	48	45	67	60	80	87	82	121	127	115	121	125	142	

Map 19: NWS Violent Crime data by LOSA and Wards by time of incident.

Source: NWS data via GMCA Tableau



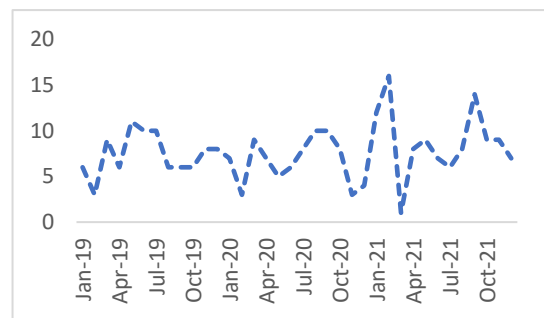
Penetrating Trauma

Data is available based on the Advanced Medical Priority Dispatch System (AMPDS) relating to penetrating trauma which relates to stab and gunshot wounds. Table 56 below displays the incidents between Jan 19 to July 22, 320 incidents occurred. On average there were 7.6 incidents per month with a peak of 16 in February 21 and low of 3 in November. 20.6% of all the incidents related to gunshot wounds (19).

Table 56: AMPDS Penetrating Trauma

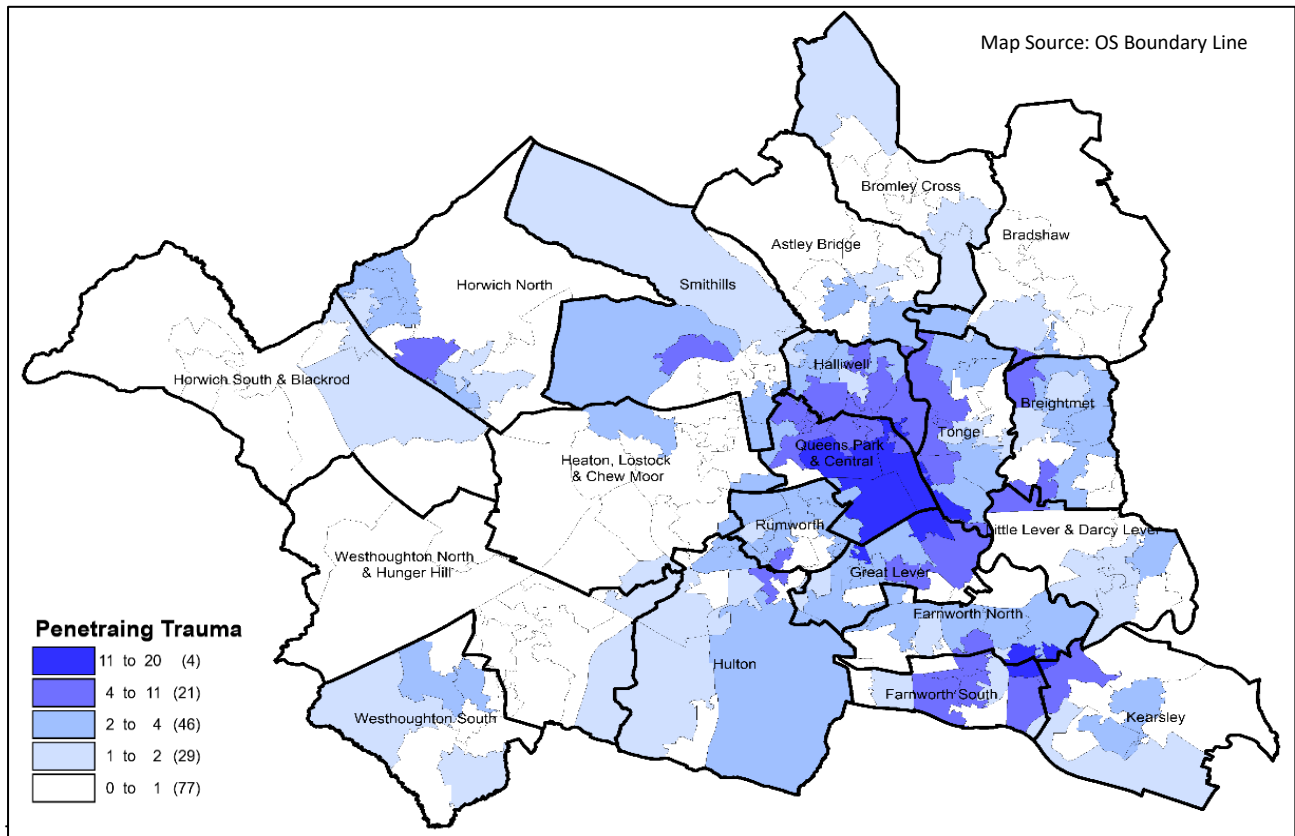
Source: NWS data via GMCA Tableau

AMPDS	Count
Arrest post Gunshot	1
Arrest with Penetrating trauma	11
Central Gunshot Wounds	14
Central Penetrating Trauma Wounds	218
Central wounds - Impaled currently	1
Known Single Peripheral Gunshot Wound	1
Known Single Peripheral Stab Wound	4
Known Single Peripheral wound - Penetrating Trauma	1
Multiple Stab Wounds	10
Not Alert post Gunshot	4
Not Alert post Penetrating trauma	1
Not Alert post Stabbing	28
Serious Haemorrhage - Stabbing	10
Stabbing - Multiple Patients	1
Stabbing with Unknown Status	11
Unconscious post Stabbing	3
Unconscious with Penetrating trauma	1
Grand Total	320



Map 20: Penetrating Trauma by incident location.

Source: NWS data via GMCA Tableau



Although we are unable to ascertain the exact location where the incident took place from the data it relates to the area where the ambulance picked up the casualty. The largest percent of incidents took place within Queens Park and Central ward, resided in Great Lever Ward, Farnworth town centre and in the south of Halliwell. Outlying locations included Johnson Fold and New Bury.

System update

A new data collection system for NWS was implemented in July 22, and a fresh look at the data found that the impact of the new system was already being felt from April 22. As a result, LJMU have also updated April-June retrospectively too. As a result of the change, detailed AMPDS data is no longer available as a new coding system is now being used.

Since this initial analysis was undertaken data is available, although in a different format, up to June 23 in terms of serious violent incidents. The data for the financial year 22/23 relates to 400 incidents. To put this into context the total amount of violence with injury offences⁴¹ recorded in 22/23 within Bolton was 3,397, the number of NWS incidents equates to only 12% of these crimes. It is also not possible to determine whether any of the NWS incidents have been reported as a crime, so it is likely using these two data sets that the actual level of violent crime in the borough is higher than the reported crime figures.

Accident and Emergency Injury Attendances (AED)

Data is available relating to all attendances at Greater Manchester AED's plus GM residents attending out of area via the Trauma and Injury Intelligence Group based at Liverpool University. During 2022/23 there were a total of 18,956 visits to AED by Bolton residents. Most of these visits related to other accidents (32%) closely followed by falls (21%). 92% of all presentations were at Royal Bolton Hospital, 2.2% at Salford Royal and 1.59% at Chorley & South Ribble Hospital.

⁴¹ These are the most serious violent crime and a significant percentage of these would require hospital treatment.

Table 57: Presentation at AED’s by Bolton residents 22/23

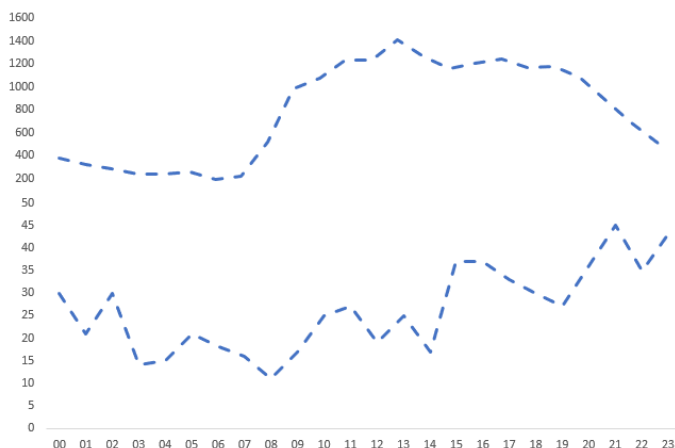
Presentation Type	Count	%
Assault	628	3.31
Deliberate self-harm	167	0.88
Firework injury	3	0.02
Other accident	6226	32.84
Other accident: Bite/Sting	756	3.99
Other accident: Body/Limb Injury	532	2.81
Other accident: Burn/Scald	580	3.06
Other accident: Burn/Scald - Non fire	1	0.01
Other accident: Drowning/Immersion	2	0.01
Other accident: Electrical	1	0.01
Other accident: Fall	4099	21.62
Other accident: Head Injury	2673	14.10
Other accident: Ingestion	1	0.01
Other accident: Overdose/Poisoning	891	4.70
Other accident: Stab/Knife	5	0.03
Other accident: Wound/Cut	1642	8.66
Road traffic accident	408	2.15
Sports injury	341	1.80
Total	18956	100.00

Most of all AED attendances were in the age group of 0 – 19 (31%) and in this group 0-4 years was the highest at just over 10%. AED attendances tends to fall relating to age. Slightly more males attended. Of those individuals who gave an ethnicity 64% of all attendances were by people who classed themselves as White British. Pakistanis were the largest ethnic group attending at 5%. Peak time for attendance at AED was between 11:00am – 19:00pm and the quietest times being between 01:00am – 06:00am.

Over 93% of all attendances were self-referrals, with just over 1% by the emergency services. 47% of all patients were discharged and did not require any follow up treatment, 17% required follow up treatment from their GP. Only 15% of patients were admitted to hospital for further treatment. In terms of detailed presentations just over 6% of all patients presented with either superficial injury or open wound of the head.

General presentations tended to peak between 9:00 – 19:00 hours, whilst those for assault saw a distinct peak between 21:00 – 23:00 hours.

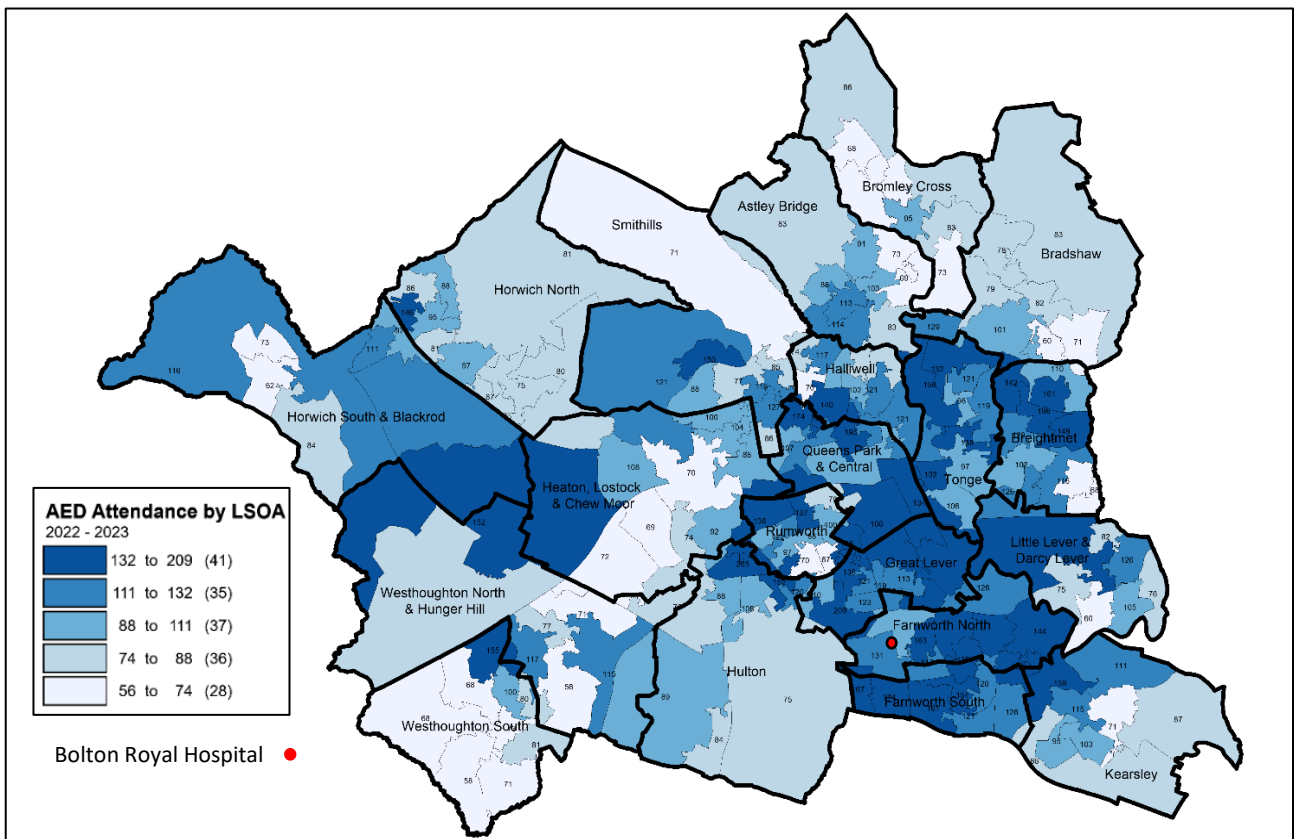
Graph 10: Presentation at AED’s by Bolton residents 22/23- General and Assaults



Map 20 displays the home location by LLSOA of those attending either Bolton Royal AED or another location for treatment. There is a clear concentration in Great Lever, and both the Farnworth wards. However, this may be a factor of the geographic proximity of these areas to the location of Royal Bolton Hospital.

Map 20: Home location by LSOA of Bolton residents attending AED.

Source: AED via GMCA Tableau site



Assaults

Map 21 below shows the home location by LLSOA of residents who have attended AED because of an assault. There are significant hotspots in central Bolton, centred to the north of Queens Park and the north of Brightmet. Both Farnworth wards also display above average levels for the borough.

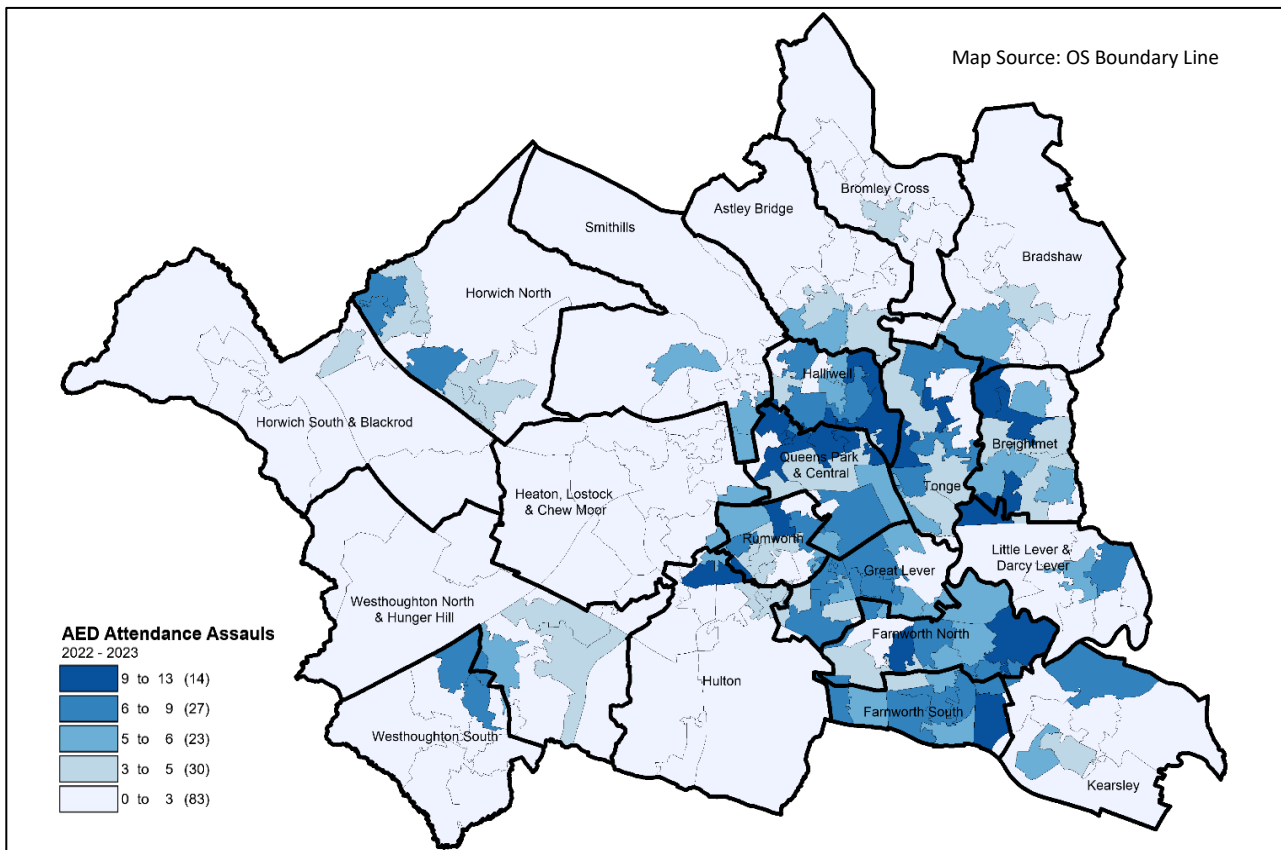
Of the 628 individuals who attended an AED in 2022/23 relating to an assault 50% were discharged and did not require any follow up treatment indicating that the injury was relatively minor. 17% were discharged with follow up treatment to be provided by a GP. Just over 5% were admitted to the Hospital or referred to the fracture clinic indicating a more serious injury. Data is available relating to incident location, but it is not very comprehensive. 47% of all assaults takes place in the home. No data is available to indicate if any of these assaults relates to domestic violence, but research tells us that most of these offences take place in the home. However, on closure examination of the 298 assaults that take place at home 62% of them relates to males.

An analysis of the incident location highlights that at least 4% of all the assaults occur outside the borough and the patient have attended an AED in their home locality.

Although incomplete the data also provides details of the assault as described by the patient. 45% described their assault as relating to being punched or kicked, 10% as weapons being used with 2% being attacked with a knife and 1% being assaulted sexually. Of these 5% were DV related.

Map 21: Home location by LSOA of Bolton residents attending AED for Assaults

Source: AED via GMCA Tableau site



NHS Violence Dashboard

The new NHS violence dashboard has been recently released in beta format and is now available via the GMCA Tableau site⁴². This provides assaults data via the 111 and 999 numbers and categorises the data by sharp object assaults and sexual violence. The data can also be filtered by age, crime decile, income, and sex. Part of the recommendation of this report will be to access this data at a lower level for further analysis.

Serious Violent Crime Index (SVCI)

The concept of a SVCI comes from a variety of sources and can be linked back to the Vulnerable Localities Index⁴³ which was designed to help identify residential neighbourhoods that could benefit from prioritised attention from local agencies. The methodology for the SVCI also borrows a significant component from the Index of Multiple Deprivation (IMD)⁴⁴ which is a unique measure of relative deprivation at a local area. The IMD is based on seven domains which includes a crime domain that provides 10% of the index in terms of weight. The crime domain is comprised of four variables, violence, burglary, theft, and criminal damage. Violent crimes were given the highest weighting within the IMD crime domain (9.8%), and the most current index was released in 2019. The base data for the crime domain was sourced from reported crime counts between 2016- 2018.

Given that multiple violence-based data sets have been analysed during this needs assessment it provides a current and up to date picture of violence within the borough based on various indicators. Much of this data is current and based on the 22/23 financial year. Although the 2019 IMD is a useful tool, the crime domain does not only reflect violence it also focusses on burglary, theft, and criminal damage. To get a more detailed geographical picture of the prevalence of violent crime across the borough the SVCI has been created, which provides the benefits of a focused violent crime data set at a more current timeframe.

⁴² [DRAFT Violence - NHS Data: NHS Violence Dashboard - Tableau Server \(gmtableau.nhs.uk\)](#)

⁴³ [\(PDF\) Vulnerable Localities Index \(researchgate.net\)](#)

⁴⁴ [English indices of deprivation - GOV.UK \(www.gov.uk\)](#)

SVCI Components

The table below displays the component data sets that make up the index. The data represents information from Health, Fire, the Local Authority and Greater Manchester Police all aggregated to Lower-Level Super Output Area.

Table 58: SVCI Components

Source: SVC Datasets

Data Set	Source	Timeframe	Counts	Area
Accident and Emergency Attendance by LSOA	TIIG	22/23	633	LLSOA
Crimes with a Domestic Violence Marker	GMP	22/23	7,308	LLSOA
Deliberate Fires – Primary and Secondary	GMFRS	22/23	784	LLSOA
Crimes with a Hate Crime Marker	GMP	22/23	1,099	LLSOA
Violent incident Reports	GMP	22/23	3,491	LLSOA
Northwest Ambulance Service – Assaults	NWAS	22/23	572	LLSOA
ONS Crime Severity Scores Applied to GMP Data	ONS/GMP	22/23	23,239	LLSOA
GMP Serious Violent Crime Data	GMP	22/23	23,239	LLSOA
GMP Total reported Crime	GMP	22/23	39,048	LLSOA
Licensed Premises Count	LA	22/23	714	LLSOA

The initial index is not designed to be static but provide an opportunity to monitor and evaluate intervention relating to serious violent crime. It will also be possible to add further components to the index as they become available. The addition of Probation data and victims of violent crime is already being looked at.

Methodology

- **Data Collection:** Gather relevant data on serious violent crimes at LLSOA for Bolton.
- **Calculate Z-Scores:** Calculate the z-scores for LLSOA'S serious violent crime rate. The z-score measures how far each region's crime rate deviates from the mean crime rate and is calculated using the formula: $z = (x - \mu) / \sigma$, where x is the value, μ is the mean, and σ is the standard deviation.
- **Standardize the Data:** Standardize the z-scores obtained in the previous step to ensure they are on a consistent scale.
- **Aggregation:** Combine the weighted z-scores for each region to generate an overall serious violent crime index. This can be done by calculating a weighted average of the standardized z-scores.
- **Interpretation:** Analyse the resulting serious violent crime index. Higher values indicate regions with a relatively higher level of serious violent crime compared to others, while lower values indicate regions with a relatively lower level.

Serious Violent Crime – Index

Table 59 below displays the output from the SCVI against LLSOA for Bolton. Only the top 20 areas are shown. 65 LLSOA's in Bolton display a score which is above average for the borough. This represents 37.2% in terms of the boroughs area and represent a total population of 119,051 which equates to 40.2% of the borough population living in areas of above average levels of serious violent crime.

The top 20 areas in terms of the SVCI index represent 11.2% of the borough and relate to a population of 39,770, 13.4% of the population.

Table 59: Serious Violent Crime Index with composite Z scores

Source: SVCI

LSOA	Accident and Emerger AED Z Score	Domestic Violence DV Z Scores	D.Fires DF Z Score	Hate Crimes Hate Z Scores	Incident Incident Z Score	NWAS NWAS Z Score	ONS Crime Severity Severity Z Score	SVC SVC Z Score	Total Crimes T.Crimes Z Score	Licensed Premises LIC P Z Scores	Z scores	Comp Z Scores
E01004817	5 0.35	164 4.26	10 0.98	59 6.57	122 5.15	48 8.09	199685 11.05	1261 8.78	2039 8.24	43 6.83	60.31	6.03
E01004848	7 1.08	93 1.80	24 4.04	54 5.94	128 5.46	26 4.03	70953 3.48	719 4.57	1536 5.96	29 4.38	40.73	4.07
E01033217	3 -0.38	87 1.59	21 3.39	26 2.40	106 4.34	16 2.18	52691 2.41	607 3.70	1085 3.91	35 5.43	28.98	2.90
E01004859	7 1.08	116 2.59	9 0.76	20 1.64	71 2.58	23 3.47	35291 1.39	446 2.45	719 2.26	18 2.45	20.67	2.07
E01033220	12 2.91	112 2.46	12 1.42	15 1.01	57 1.87	12 1.44	35244 1.38	336 1.59	684 2.10	14 1.75	17.92	1.79
E01004823	13 3.27	93 1.80	9 0.76	25 2.27	48 1.42	14 1.81	26212 0.85	319 1.46	490 1.22	7 0.52	15.38	1.54
E01004801	9 1.81	116 2.59	12 1.42	25 2.27	52 1.62	5 0.15	20802 0.54	357 1.75	492 1.23	0 -0.71	12.68	1.27
E01004927	4 -0.01	160 4.12	8 0.54	15 1.01	60 2.02	11 1.26	24443 0.75	357 1.75	536 1.43	1 -0.53	12.34	1.23
E01004929	7 1.08	90 1.69	16 2.29	10 0.37	105 4.29	4 -0.03	21446 0.57	261 1.01	401 0.82	3 -0.18	11.92	1.19
E01004869	11 2.54	76 1.21	12 1.42	6 -0.13	27 0.36	11 1.26	18738 0.41	195 0.50	446 1.02	13 1.57	10.15	1.02
E01004936	8 1.45	51 0.34	5 -0.11	14 0.88	28 0.41	7 0.52	23955 0.72	240 0.84	367 0.66	20 2.80	8.51	0.85
E01004794	9 1.81	101 2.07	9 0.76	15 1.01	28 0.41	6 0.34	20571 0.52	249 0.91	358 0.62	3 -0.18	8.27	0.83
E01004812	2 -0.74	80 1.34	13 1.64	7 -0.01	40 1.01	9 0.89	21940 0.60	268 1.06	547 1.48	7 0.52	7.80	0.78
E01004857	5 0.35	80 1.34	13 1.64	9 0.25	44 1.21	5 0.15	23722 0.71	245 0.88	375 0.70	7 0.52	7.76	0.78
E01004880	2 -0.74	47 0.20	13 1.64	36 3.66	28 0.41	-0.77	29388 1.04	309 1.38	467 1.12	1 -0.53	7.40	0.74
E01004866	6 0.72	58 0.58	8 0.54	17 1.26	45 1.26	11 1.26	15303 0.21	233 0.79	348 0.58	5 0.17	7.37	0.74
E01004811	8 1.45	60 0.65	16 2.29	12 0.63	42 1.11	5 0.15	11975 0.02	201 0.54	318 0.44	4 -0.01	7.28	0.73
E01004850	12 2.91	67 0.89	10 0.98	3 -0.51	33 0.66	6 0.34	26821 0.89	182 0.39	311 0.41	1 -0.53	6.43	0.64
E01004839	9 1.81	76 1.21	5 -0.11	9 0.25	52 1.62	7 0.52	12537 0.05	242 0.86	394 0.79	0 -0.71	6.28	0.63
E01004838	5 0.35	45 0.13	9 0.76	19 1.51	34 0.71	7 0.52	17045 0.31	203 0.56	335 0.52	9 0.87	6.25	0.62

Correlation Coefficients

A significant part of this needs assessment is to try and understand or identify causal links between demographic characteristics and the volume of serious violent crime. Using the index values, it is possible to correlate this against several variables. In terms of total population numbers there is only a weak correlation of 0.37 between population size in an area and serious violent crime. Another hypothesis put forward was the link between levels of serious violent crime and the distribution of the borough's juvenile population (0 – 19year olds). This returned a lower r value of 0.30 suggesting only a weak link between the levels of serious violent crime and the geographical distribution of 0 – 19year olds.

In terms of ethnicity there is no link between the concentration of Boltons ethnic population and the levels of serious violent crime with an r value of 0.05. Although the timelines do not match there is a moderate to strong negative correlation between deprivation in the borough as measured by the Index of Multiple Deprivation 2019⁴⁵ and levels of serious violent crime with a reported r vale of -0.6. This negative value is a product of the IMDs ranking system whereby the most deprived area is scored one, so there is not a negative relationship between theses variables, but a positive one. Higher levels of deprivation are liked to higher levels of serious violent crime.

Table 60: Correlation Coefficients.

Source: SVCI

	Source	R value	Strength
Total Population	2021 Census via Nomis	0.37	Weak
Juvenile Population	2021 Census via Nomis	0.30	Weak
Ethnic Population	2021 Census via Nomis	0.05	None
Index of Multiple Deprivation 2019	IMD 2019 - ONS	-0.6	Moderate/Strong

As to be expected there is a very strong correlation between the levels of hate crime and the location of the borough ethnic population displaying a r value of 0.88.

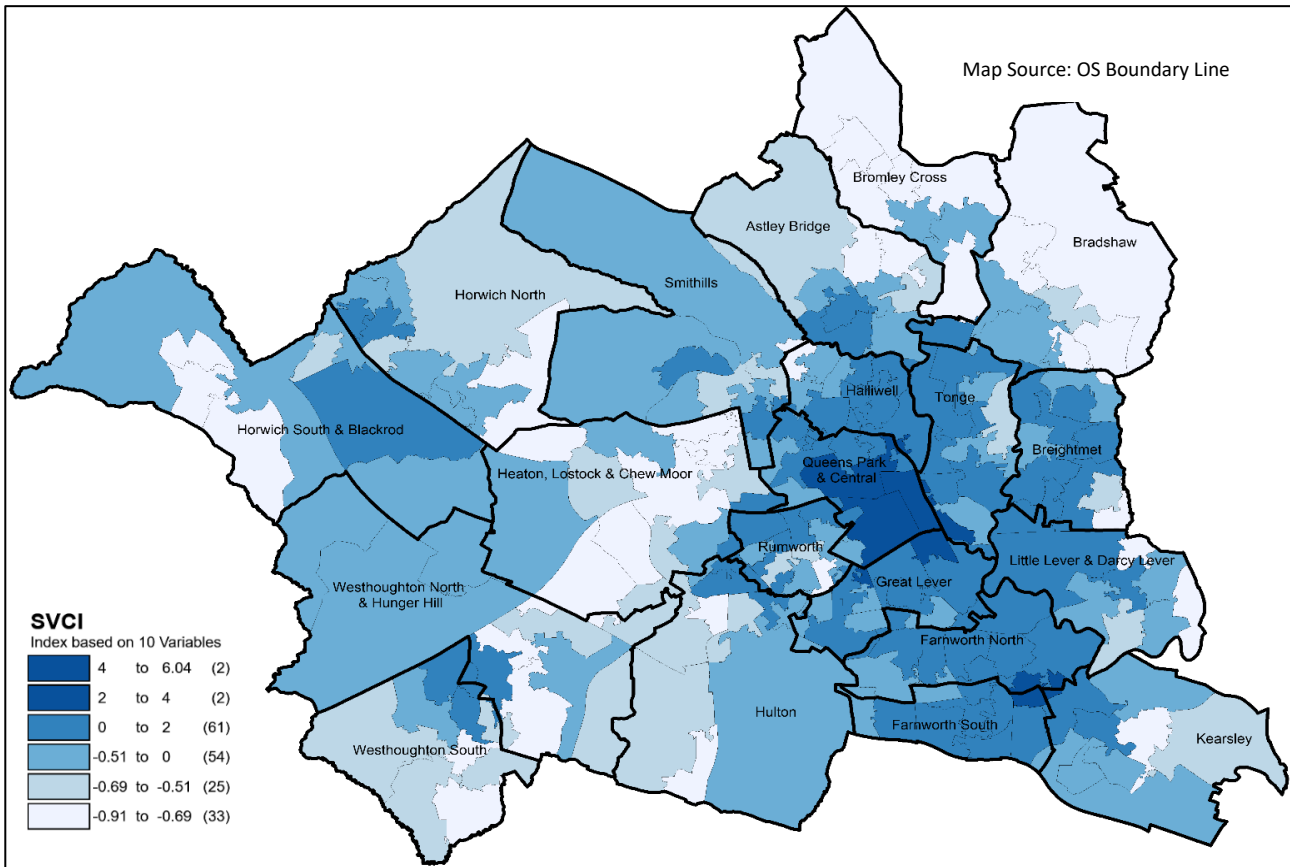
⁴⁵ Note the IMD was published in 2019 and is based on 173 LLSOA. The 2021 Census is based on an updated geometry of 177 LLSOA.

Geographical Factors

Map 22 below displays the SVCI for Bolton based on a full LLSOA analysis. The Town Centre area comprising of three co terminus areas displays the highest index counts.

Map 22: SVCI - Bolton by LLSOA

Data Source: GMP Cognos data



This is also exaggerated by the location of Scholey Street Police Station in the south of one of the areas. Farnworth town centre also scores highly on the index. As a significant proportion of serious violence in Bolton is generated because of the town centre economy, this is to be expected. Violent crimes within the town centre also tend to have a higher severity rate as measured by the ONS index. The town centre LLSOA that encompasses Bradshawgate to the north and Scholey Police station to the south has severity rating 70% higher than other areas.

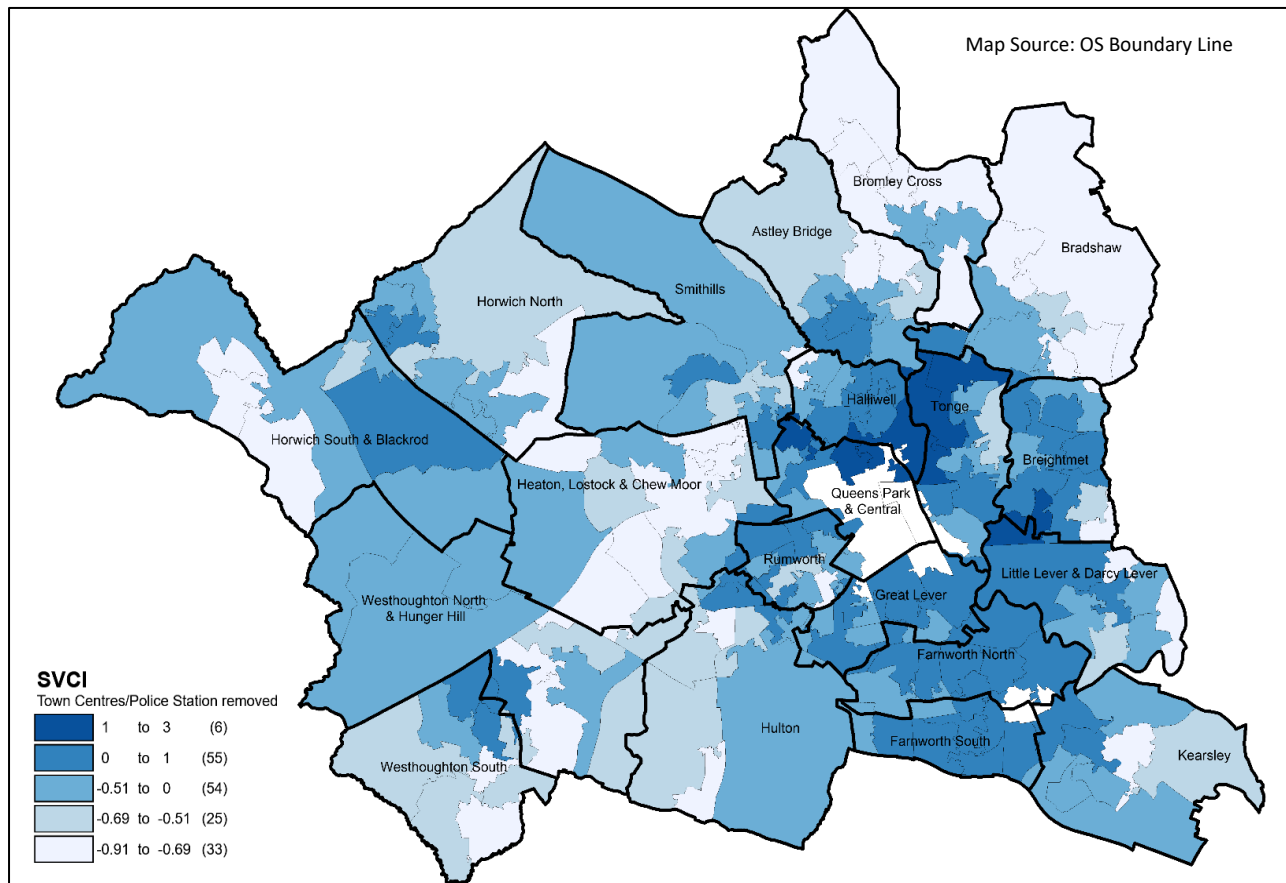
Outliers

Map 23 below is based on the same SVCI dataset but with the Town Centre and Police Station outliers removed. This enables a much better view of the areas that would often be hidden in a standard analysis. Five distinct areas are highlighted when we take this new view of the analysis. An area just to the north of the town centre in the School Hill, Prince Street area and Chorley Road, Oxford Grove.

There is also a significant area to the eastern side of Halliwell ward and western and north Tonge. The area covering Leverhulme park and Newhouse playing field to the south of Brightmet is also an area of interest with a higher-than-average level of violence-based incidents and significant levels of deliberate fires.

Map 23: SVCI – Bolton by LLSOA with Town Centre and Police Station outlier removed.

Data Source: GMP Cognos data



Chapter 4 - Summary

Total Crime

Total recorded crime in Bolton as measured by the ONS at the year ending December 2022 was 36,010 a 27.4% rise from the previous year's figure of 28,250. As a major component of these crimes 40.7% related to violence against the person. Bolton stands above the national average in all forms of violence and faces significant inequalities at a lower level, reflecting the deprivation and demographics within the area. Bolton have adopted a wider definition of violent offences than that of violence against the person by the ONS. This includes sexual offences, robbery, drugs offences, possession of weapons and public order offences.

Dependent on the source, reported crime figures can vary, data sourced from the VRU reports that crime rose from 29,103 offences in 20/21 to 36,870 in 21/22, (a slightly higher figure than the ONS) This represents a rise of 26.7% over the period. Although this rise may seem significant GMP were placed in special measures by HMIC in December 2020 as inspectors had expressed concerns that GMP had failed to report approximately one fifth of crimes reported in Greater Manchester. Significant changes have been made by the force led by the new Chief Constable Stephen Watson who set out a plan in June 2021 to improve the force. This culminated in the force being taken out of special measures in October 2022

Central Bolton accounted for 10.1% of all recorded crime in 20/21 which rose slightly to 11.1% in 21/22. Burden and Great level accounted for the second highest reported crime levels at 6.6% in 20/21 rising to 7.4% in 21/22. However, caution should be shown when analysing crime data for Bolton at MSOA level as the Burden and Great Lever MSOA is the location of Scholey Street Police station and a significant number of crimes are recorded at this location.

Utilising GMP's unaudited crime data direct from the Cognos system, total crime in Bolton during 22/23 was 39,153. Depending on which audit measure you select this is an increase in total crime of 6.2% between 21/22 and 22/23.

However, if non crime incidents and crime related incidents were removed, we would report little change in the levels of crime over the last two years. We need to be aware of the impact of comparing raw unaudited data with published information.

Queens Park and Central ward displays the highest crime rate representing 15.5% of all reported crime within the Borough. The top six wards in terms of reported crime account for 50% of all reported crime within the borough. Whilst the bottom 6 wards account for only 17% of all crimes.

Violent Crime

23,244 violent crimes were reported within Bolton in 22/23. This represents 59 or 63% of all recorded crime over that period, depending on which base measure you use (with or without non crime incidents and crime related incidents). Stalking and harassment at 26% represents over a quarter of all reported offences. Public order offences accounts for 22% and typically comprise harassment and distress, affray, and racially motivated crimes.

Violence without injury accounts for 22% with the more severe crime of violence with injury accounting for 14%. As criminal damage and arson are recorded in a single crime category under crime tree level 4, we have used the Home Office sub code which allows us to break the figures down to arson only offences, and this has been linked to any criminal damage offences that endanger life.

Stalking and Harassment

26% of all serious violent crime within Bolton is classified as stalking and harassment. Over 40% of this type of offence relates to malicious communication and is a significant issue within the borough. 33% of all malicious communication offences are domestic violence (DV) related, whilst only 4% are linked to a hate crime. 33% also fall into the category of cyber bullying. In terms of crime outcomes 56% of these offences have a suspect identified, but the victims do not support prosecution or there is insufficient evidence for a conviction.

Sexual Offences

Sexual offences account for 5% of serious violent crime reported in Bolton. This represents a total of 1,186. 431 (36%) related to rape and the remainder to less serious sexual offences. 71% of sexual offences were committed against female victims, but the figures are likely to be higher as some offences do not supply the sex of the victim. 16% of victims were under 13 years of age with 15% being 13 – 16. In terms of the most serious sexual offences there were 431 rapes reported. 4.2% of these related to attempted rapes and in total there were 48 (11.1%) male victims.

Violence without injury

Violence without injury offences account for 22.3% of all violent crime. The offences range from cruelty and neglect of children to false imprisonment, threats to kill, assault on a constable, modern day slavery and common assault. Most of these offences within Bolton relate to common assault with over 83% recorded as such. Just over 60% of all VWOI offences had a suspect identified but there was insufficient evidence, or the victim did not support prosecution. 7% of all offences had an outcome in terms of a charge, some sort of diversionary activity or a youth or adult caution. 37% of all violence without injury offences are domestic abuse related. A small proportion (2.3%) are racially or religiously motivated and a more serious sentence tariff would be associated to those. Only a very small proportion (less than one percent) are related to child sexual exploitation.

Violence with injury

Violence with injury offences in Bolton accounted for 14.6% of all serious violent crime recorded. Over 70% of all VWI offences were assaults occasioning actual bodily harm (ABH), with 12%, the more serious grievous bodily harm (GBH). VWI being a more severe crime is 34% less common than VWOI. A slightly smaller amount of these more severe crimes is domestic abuse related.

Public Order

Public order offences range from low-level crimes such as threatening behaviour to serious offences such as affray. The offences usually relate to the use of, or threat of violence or harassment towards someone else, in a public place. 22.3% of all violent crime offences relate to public order. 55% of public order offences relate to causing intentional harassment alarm and distress, with a further 18% relating to fear or provocation of violence. A small proportion of these are racially or religiously aggravated. Most of these offences fall within Bolton and Farnworth town centres. Hotspots are also evident at Royal Bolton Hospital and Scholey Street Police station.

Robbery

Robbery offences accounted for 1.8% (432) of all violent crimes. This was split between 11% relating to robbery of business property and 89% relating to robbery of personal property. By definition, all of these offences involve violence, an analysis of the MO field tells us that at least 38% of these offences involved direct threats with a bladed weapon. This has implications for knife offences that are reported within the Borough as a significant amount will be reported as a robbery.

Drugs

980 drug related offences were reported, with 51% relating to possession. Most of the possession offences relate to Cannabis at 70.5%. In total 24% related to class A narcotics, 70% for class B and just over 1% of class C. A small percentage related to possessing a psychoactive substance with intent to supply relating to nitrous oxide. The location of these offences is significantly skewed toward the town centre linked with locations relating to the nighttime economy. As to be expected, the Police Station is also a hotspot as drugs are often found when an offender is being searched at that location.

Trafficking of controlled drugs is broken down by possession with the intent to supply, production and unlawful importation. 51% of all offences relate to the unlawful importation of narcotics, with 30% of offences relating to an intent to supply.

Of interest is the relatively high figures relating to the importation of Khat into Bolton. Khat is used mostly in Northeast Africa, and the Arabian Peninsula and by expatriate communities from these regions. Khat is a leafy green plant containing two main stimulant drugs which speed up your mind and body. Their main effects are similar to, but less powerful than, amphetamine.

Weapons

423 weapons offences reported. 361 (85%) related to knife and other weapons offences with the remainder being firearm based. Significant hotspots for these offences fall within the town centre and the wider ward (Queens Park and Central). Areas of concern are also Bolton Royal Hospital, Farnworth town centre and Halliwell and Brightmet wards.

Further investigation of the general weapons coding for crimes revealed that a certain number of crimes where a knife was present were included within this general category. Based on this brief analysis it suggests that 261 crimes were committed that were related to a person with a blade or pointed article within the borough. If we then include the figure of robbery offences where we know a knife was present (164), this rises to 425.

Although firearms discharges are rare in Bolton there have been 66 firearm offences reported during 22/23. 42% of these relating to possession of a firearm with the intent to cause fear of violence. A further 15% of these offences related to carrying a firearm in a public place.

The scale of knife crime is likely to be wider than the figures above suggest. We know from the recorded crime data set that 38% of all reported robberies involve a direct threat from a bladed weapon. This is however, based on the recorded crime data that provides no detail of the offender or age, merely a report of the crime. Knives are also commonly used in other offence types. The table below displays the result of an analysis of the MO field looking for key words that appertain to knife crime. Although a rather simplistic technique it does highlight other crimes that have a knife element in their MO.

In terms of generating some simple statistics, based on the above analysis it would suggest that that knife crime could equate to approximately 1,340 offences over the year, approximately 3.6 offences per day.

A large proportion of calls received by police do not directly concern crime or antisocial behaviour. 25.2% of incidents in 2022/23 related to calls involving concerns about welfare, safety, or missing persons and transport related issues. 21% of all the incidents reported in 22/23 after initial investigation then became a reported crime and will therefore appear in the crime data.

Domestic Abuse

27.4% of all serious violent crime reported within Bolton is domestic abuse related. 50% of these crimes relate to violence either with or without injury and 38% to stalking and harassment. At 145 the number of reported rapes that are DV related accounts for 33% of the total within the borough.

In terms of the more detailed Home Office classification common assault accounts for 27% of all offences, with ABH at 14.7%. Therefore, a significant percentage of violence within the borough takes place in a domestic situation. The council response to the requirements of the Domestic Abuse Bill 2021 and the new safe accommodation requirements is working towards to increasing the protective factors available for this cohort of people. A detailed needs assessment was published last year and should be read in conjunction this this document.

Incidents

In terms of a focus on violent crime 36% of all incident reports relating to violent public order end up being recorded as a crime and only 19% of all anti-social behaviour incidents become crimed. This leaves a significant number of incidents that are violent in nature that never become a crime but have been reported by a member of the public who were concerned enough to report the issue. As perception of violent crime is also a significant driver in this analysis it is prudent to look at these incidents in more detail.

When compared with reported crime data Tonge with the Haulgh ward has the second highest number of incidents but is fourth in terms of reported crime. Bradshaw which is the nineteenth ward in terms of reported crime is in sixteenth place in terms of incidents with a particularly high concentration of anti-social behaviour. There is clearly a difference in the concentration of reported violent crime offences and those reported as incidents.

From a tolerance perspective, Hope et al (2003) suggest that there is a greater propensity to report offences such as ASB in more affluent communities, leading to a greater number of calls per incident in such areas. There is a growing bank of evidence that this is the case, and our research also supports this assertion.

A change tolerance or variable tolerance across different sectors of the community might be a significant cause of the apparent increase in ASB in recent years. Against this background, it is somewhat sweeping to suggest that young people are responsible for ASB and the recent perceived increases. Young people are invariably seen as the main perpetrators of ASB. There is however a significant body of evidence which suggests young people are as likely if not more likely to be victims of ASB than other age groups.

In terms of the chronology Incidents are consistently reported during the day and tend to begin to peak at 16:00 (possibly linked with school closures times) rising to a high at 20:00. These then begin to fall to a low at 04:00 in the morning.

Crime Severity

Crime harm and severity models are useful in terms of quantifying the harm a crime can cause on an individual and a community. Typically, the most severe violent crimes relate to murder, rape, and violence with injury (wounding with intent). These crimes have a sentencing tariff of 5 years to life imprisonment and have CHI scores range from 1000 for violence with injury up to 3500 for murder. Assaults, robbery, stalking, harassment, possession of weapons and certain types of violent disorder tend to score between 100 to a 1000 on the index and typically have a sentencing tariff of 5 years.

Lower-level crime types such as violence without injury, attempted offences and lower-level harassment and threats tend to be crimes without intent and score lower on the scale. The sentencing tariff for these offences can be up to a year in custody, but the majority will relate to lower-level tariffs such as community orders or a fine.

Based on the Cambridge model 83% of all violent crimes within Bolton falls within the lowest severity rating, this equates to 18,712 crimes. Thankfully severe crime is rare, and 929 crimes have a rating of 1000 or above, only 4 crimes were reported at the highest rating of 3,000. In total 4.1% of violent crimes against the person have the most severe classification.

The ONS crime severity model is based on a violence against the person dataset (so not the full definition we are using for the assessment). Boltons CSS score has steadily risen for 3.4 to 8.1 between 2015-22. The borough is only second to Manchester in terms of crime severity, measured on this scale.

In terms of the town centre 71 offences were recorded with a crime severity score above 1,000 which is significant as these are within the top 10% of the most serious crimes. Of these offences the most prevalent were crimes related to wounding with intent to do grievous bodily harm. This equated to 63% of the most serious crimes and to 0.3% of total violent crimes reported in the town centre. Although the most severe violent crimes within the town centre are thankfully small, their impact and cost on the criminal justice system can be significant.

Town Centre

The estimated population based on the 2021 census for the town centre is 3,283 residents. 14% are under the age of 15 and the dominate age of residents is 16 – 34 years old, at 42% of the population. In terms of the total borough, the population of the town centre represent 1.1% of all residents. For household this equate to 1,578, giving an average household size of just below 2. This would suggest that there are a significant numbers of single person households within the area. The census tables relating to this concurs, with 852 household (54%) being single person.

In terms of tenure, it is estimated that 1,045 households live in purpose-built blocks of flat. This equates to 66% of all households within the town centre. 192 households live in terrace properties within the town centre area, and this equates to 12% of all households.

3,136 crimes were reported within the town centre in 22/23, this represents just over 10% of all crimes within Bolton. 62% (1,967) of all offences committed within the town centre falls within our definition of serious violent crime. At a borough level 59% of all crime reported is violent in nature so the town centre represents a hot spot for these events. Public order offences represent the highest volumes of crime at 16%. In terms of the violence definition used in this assessment 65% of all crimes within the town centre can be described as having a violent element. 6% of all crimes reported were DV related, 3.4% were associated with a hate crime and 0.3% related to child sexual exploitation.

There are three distinct hotspots within the town centre in terms of overall crime. These are to the north of Bradshaw Gate at the junction with Church Gate and one at Morrisons to the south of the town centre.

In terms of Morrisons there were 177 crimes reported. 67% of these related to theft offences or shoplifting, 13% related to public order offences and the remainder relating to numerous other offences ranging from violence without injury to vehicle offences and fraud.

The Bradshawgate/Deansgate hotspot relates to 210 crimes. 67% of these are serious violent crimes, with 16% of these being violence with injury occasioning actual bodily harm and generally relate to altercation where someone is either punched or kicked. 37% of the location are licenced premises, with Morrisons Supermarket the Bus Station and Home Bargains displaying the highest counts.

In terms of sexual offences at over 45%, sexual assaults on females are the most common crime within the town centre. An analysis of the MO field for these crimes suggests that most of these crimes relate to inappropriate touching of a sexual nature and a large percentage of these crimes occur in or around premises associated with the nighttime economy.

On average there were 9 serious sexual offences per month within the town centre. This ranged from a high of 17 offences in January 23 to a low of 6 in October 22. There were 25 rapes linked to the town centre in 22/23, in most cases the victim was over 16 years old and female. 18% of these incidents occurred on licenced premises within the town centre. 15% of the incidents occurred within the town centre within secluded alleyways just off Bradshawgate.

Many of the sexual assaults particularly within the town although potentially fuelled by alcohol and drug misuse can have also be driven by the culture of toxic masculinity. Intervention at early stages in school can help to embed a culture of healthy masculinity and this linked with positive role models for young men, may help to reduce some of the current issues seen within the nighttime economy.

40% of all public order offences with the town centre were related to causing intentional harassment alarm and distress. These types of crimes are typical of people being aggressive and using abusive language. A significant proportion of these crimes were located at the Bus Station, Morrison Supermarket and McDonald restaurant on Knowsley Street.

Based on an analysis of the location field, 40% of all public order offences take place in retail outlets, this includes banks in the definition. Food establishments within the town centre account for 12%, whilst public order offences within licenced premises account for 20%.

61 weapon offences were reported within the town centre. Of these 34% related to having an article with a blade in a public place and 28% of possessing an offensive weapon without lawful authority. These weapons ranged from broken bottles, baseball bats and metal bars. Weapon offences within the town centre accounted for 14% across all those recorded within the borough during 2022/23.

66 offences of robbery of personal property were reported within the town centre and 8 robberies of business property. Robbery of personal property in the town centre accounts for 17% of the borough total with robbery of business accounting for 16%.

17.5% of robberies within the town centre took place with a direct threat of a knife and may suggest that the possession figures underestimate the number of individuals carrying a knife within the town centre. In terms of items stolen this related to money and 27% of the robberies related to the victim's mobile phone

Borough wide there were 3,397 violence with injury offences 12% of those took take place within the town centre. 2,459 assaults causing actual bodily harm (ABH) were reported in 22/23 borough wide, 12% of these took place within the town centre.

A total of 103 ABH, GBH malicious wounding and other serious violent offences are shown in the town centre. The location of these crimes displays a mix between traditional Public Houses, Night Clubs and Casinos. Of those crimes where a detail location is available 73% relate to ABH and 10% for GBH.

Borough wide there were 5,206 violence with injury offences 9% of those took place within the town centre (464). 88% of these offences related to common assault and battery. 4% of common assault within the town centre related to attacks on a Police Constable.

84 possession of drug offences occurred within the town centre; this is 17% of all offences across the borough. 32% of all these offences related to class A drugs predominantly cocaine. 53% related to class B drugs, predominantly cannabis.

Trafficking of drugs was less common with only 29 offences recorded within the town centre, representing only 6% of those type of offences borough wide.

Bolton CSP has been awarded £348,820 from the Home Office Safer Streets Funding. The funding which runs for 18-months across the 2023/24 and 2024/25 financial years, will enable targeted work in the town centre areas focused on tackling antisocial behaviour, neighbourhood crime, and violence against women and girls.

Town Centre Developments

In terms of predicted housing supply within the town centre the total number of units expected to be built based on current permissions is 2,278. The total number of units expected if we exclude allocated sites and those with expired permission is 2,042.

The total number of units expected to be built in the next 5 years is 828, 210 are houses and 617 are apartments. Given the current household estimate for the town centre as of 2021 is 1,578 an increase of 828 household would equate to a 47% increase in households within the town centre in 5 years raising the total population to 5,353. In the longer term if we see all development on all the allocated sites, we could see an increase of 2,042 households which would relate to a 130% increase in the number of households within the town centre. It is worth noting that the planning boundary for the town centre is the one in use in the Core Strategy and is slightly larger than the one used to define the centre for the purpose of this assessment.

AED

During 2022/23 there were a total of 18,956 visits to AED by Bolton residents. Most of these visits related to other accidents (32%) closely followed by falls (21%). 92% of all presentation were at Royal Bolton Hospital, 2.2% at Salford Royal and 1.59% at Chorley & South Ribble Hospital.

Of the 628 individuals who attended an AED in 2022/23 relating to an assault 50% were discharged and did not require any follow up treatment indicating that the injury was relatively minor.

Unfortunately, there is no way to directly match up NWS patient with those at AED, we do know however that 93% of patients were self-referrals, so they were unlikely to have travelled to the AED via ambulance. Similarly, with the NWS data the AED records suggest that the levels of violent crime in the borough are higher than the reported crime figures. As 50% were discharged as they presented with minor injuries the suggestion is that some of these crimes may have gone unreported as they were less severe.

NWS

A significant number of violent crimes are dealt with by NWS with a small proportion of these relating to penetrating trauma (6%). The peak time for these events is between 9pm to 1am and they tend to cluster around the areas of the nighttime economy with hotspots within Bolton and Farnworth town centres. There are also clusters of hotspots outside the town centre areas within Farnworth, Johnson Fold, Tonge and Halliwell. 66% of the victims were male based on the wider definition adopted, and this rose to 78% relating to penetrating trauma injuries. 61% of all victims were aged 26 or older, and this fell to 46% relating to penetrating trauma, suggesting a younger cohort involved in knife crime.

GMFRS

There have been 5,056 deliberate fires reported in Bolton between 2017/22. The numbers have been static over the years with a high of 952 reported in 2018, with a low of 729 reported in 2021 (coinciding with Covid lockdowns). Of these 18% are classified as primary fires.

In terms of a ward-based perspective Farnworth South displays the highest number at 10%, followed by Queens Park and Central at 9.8%. Rumworth and Farnworth North both displays a figure of 8.9%.

64% of all deliberate fires over the time period relate to lose refuge, domestic or commercial bins. Fly tipping data has been added to the analysis and there is a strong positive correlation between the two variables of 0.6, suggesting there is a link between increased levels of fly tipping and deliberate fires.

Offenders

Out of the 36,492 reported crimes. Offenders have been linked to 22,878 crimes. However, some of the data is incomplete so we can only utilise data from 22,523 offenders for this analysis. Using these figures is clear that a known offender is linked to 62.6% of all reported crime. Table 1 opposite displays the offender count by crime type and displays this as a percentage of total reported crime. In terms of known offenders, the largest volume is for stalking and harassment at 22% with 81% of all those reported crimes with a known offender associated to it.

Many of the individuals linked to crimes are multiple offenders, out of the 22,878 crimes identified with an offender there are 11,090 unique individuals.

Less than 1% of offenders were responsible for 8.7% of crimes in 22/23. The top 500 known offenders within the borough were responsible for almost 23% of crimes. In terms of ethnicity 61% of offenders identify as White British. 12.7% of offenders are from a minority ethnic group, with those of Pakistani origin being dominant at almost 4%. Those who identify from a black background account for 3.3% of offenders.

Seventy-seven individuals over the course of the last financial year have been suspects more than ten times for a serious violent crime. Two individuals have been suspects over forty times within the last year and can be said to be prolific serious violent crime offenders. It is clear that these individuals are leading chaotic lifestyles influenced by drug misuse. Much of their offending (50%) relates to offences relating to stalking and harassment.

Victims

Based on the GMP victim's dataset for 22/23, 83% of reported crimes (29,069) had a victim attached. A small proportion of crimes had multiple victims (0.2%). 51% of all victims are male and 53% identified as white British. In terms of ethnicity 4% of victims were from a Pakistani heritage with 12.2% of victims coming from an ethnic minority group. The age profile between victim and offenders is very similar apart from more offenders are defined as white British (61%) than victims of crime (53%). Table 2 below displays the victim cohort by age in the context of offender's age. Victims of crime tend to be between 20 -49 years old with most victims in the 30 – 39-year-old age group.

When comparing age cohorts of victims and offenders it is clear to see that young people (10 -19) are more likely to be an offender (21%) than they are to be a victim (14%). This is also evident in the 20-29 and 30-39 age cohorts. As an individual's age increases, they are more likely to be a victim of crime rather than an offender. 13% of individuals within the 50 – 59-year-old cohort have been a victim of crime, whilst only 8% have offended.

Of the 29,069 victims identified for 22/23, 20,213 (69%) were victims of a violent offence. Almost 30% of this cohort were a victim of a stalking and harassment offences which ranged from sending letters with the intent to cause distress and anxiety (38%) to general harassment (27%) and putting people in the fear of violence. Table 3 below displays the crime tree level four definition.

Serious Violent Crime Index (SVCI)

The concept of a SVCI comes from a variety of sources and can be linked back to the Vulnerable Localities Index which was designed to help identify residential neighbourhoods that could benefit from prioritised attention from local agencies. The methodology for the SVCI also borrows a significant component from the Index of Multiple Deprivation (IMD) which is a unique measure of relative deprivation at a local area. 10 data sets were used to compile the index and these were applied to Lower-Level Super Output Areas (LLSOA). 65 LLSOA's in Bolton display a score which is above average for the borough. This represents 37.2% in terms of the borough's area and represent a total population of 119,051 which equates to 40.2% of the borough population living in areas of above average levels of serious violent crime.

A significant part of this needs assessment is to try and understand or identify causal links between demographic characteristics and the volume of serious violent crime. Using the index values, it is possible to correlate this against several variables. In terms of total population numbers there is only a weak correlation of 0.37 between population size in an area and serious violent crime. Another hypothesis put forward was the link between levels of serious violent crime and the distribution of the borough's juvenile population (0 – 19year olds). This returned a lower r value of 0.30 suggesting only a weak link between the levels of serious violent crime and the geographical distribution of 0 – 19year olds.

In terms of ethnicity there is no link between the concentration of Bolton's ethnic population and the levels of serious violent crime with an r value of 0.05. Although the timelines do not match there is a moderate to strong negative correlation between deprivation in the borough as measured by the Index of Multiple Deprivation 2019 and levels of serious violent crime with a reported r value of -0.6. This negative value is a product of the IMD's ranking system whereby the most deprived area is scored one, so there is not a negative relationship between these variables, but a positive one. Higher levels of deprivation are linked to higher levels of serious violent crime.

Key Findings

- Violent crime in Bolton is significant at 59% of all reported crime.

- Stalking and harassment crimes are the major contributor to violent crime within Bolton at 26% of the total. Of these 40% relate to malicious commination which is where someone sends a letter or any other form of communication that is indecent or grossly offensive, threatening, or contains information which is false or believed to be false. The purpose for sending it is to cause distress or anxiety to the person it is sent to. 33% of these crimes are DV related and a further 33% relate to cyber bullying.
- Violent offences are clustered around town centre locations, the Hospital, and the main Police Station. There are also significantly more offences in the central wards that tend to be more deprived and have very mixed populations.
- Sexual offences are predominantly committed against females, with just over 10% relating to male victims and 31% of the victims being 16 or under. In terms of the most serious sexual offences these were committed in the town centre ward, with comparatively the same number of offences within Great Lever that were skewed to juvenile victims. In terms of hotspot location these were royal Bolton Hospital, Bolton and Farnworth town centres and the Newport street interchange.

Chapter 5 – The Local Picture: The Community Voice

Serious Violence - The Lived Experience

It is important that the experience and perceptions of Boltons communities were considered as part of this needs assessment development, drawing on local people to inform the picture of serious violence in Bolton. The needs assessment strived to reflect on both national consultation findings but also, and most importantly, local community conversation.

GMCA – Police and Crime Residents Survey⁴⁶

In Greater Manchester the ambition is for residents to have a strong connection with their local community, and to live in safe sustainable neighbourhoods that are reflective and responsive to their needs. In 2019/20, the Deputy Mayor of Greater Manchester commissioned an ongoing quarterly independent survey of nearly 13,000 Greater Manchester residents per year. The survey provides valuable local insight about how residents feel about where they live.

In the year ending June 2023:

- **85%** of Bolton residents reported to **feel safe**⁴⁷ in their local area, with **14%** reporting to **feel unsafe**⁴⁸

When asked why respondents reported to feel unsafe in their local area:

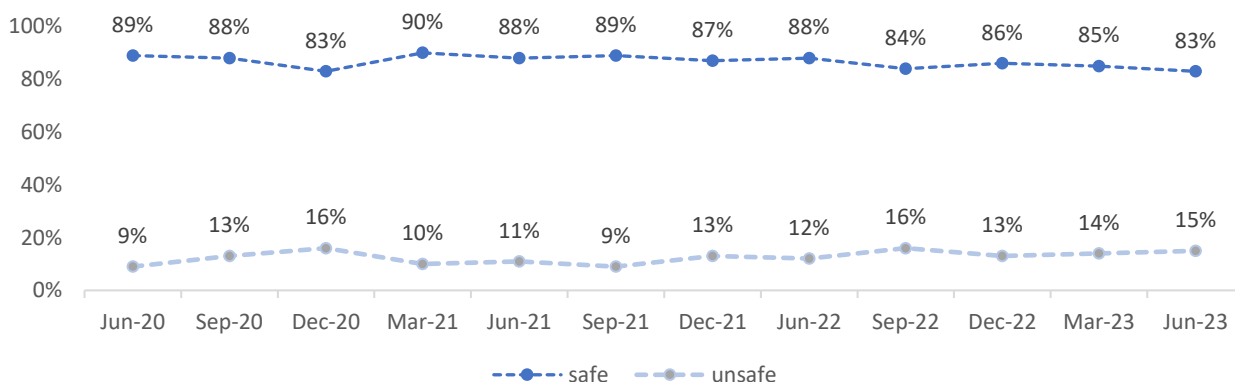
- 21% of residents noted that it was because they were aware of crime or antisocial behaviour in the local area, while only 2% of respondents reported to feel unsafe as a result of them having been a victim of crime or antisocial behaviour themselves.
- Residents appeared to feel slightly less safe when moving away from their local area with a lesser 68% of respondents reporting to feel safe when out and about in Bolton, away from their local area.
- 23% of residents reported to feel unsafe when outside of their local area, and 5% reported that they don't leave their local area.
- 90% of respondents reported to feel safe at their place of study, and 92% reported to feel safe at their place of work.

When asked specifically whether they had changed their behaviour or taken any action because of feeling unsafe:

- 2% of people reported to not have changed their behaviour/taken any action,
- 4% of respondents reported to have improved their home or vehicle security, and
- 20% of residents noted specific changes to their behaviour when they do go out including for example changing travel routes and avoiding certain areas, avoiding groups or certain types of people and trying not to go out alone.
- 7% of residents reported not going out as much or going out less in an evening because they feel unsafe.

Graph 11: How Safe do you feel in your local area.

Source: GMCA Police and Residents survey



Big Up Bolton

Throughout 2021/22 a series of stakeholder focus groups were held as part of the wider 'This is Bolton Campaign'. The campaign looked at what residents, visitors and stakeholders love about Bolton with the aim of developing a brand to celebrate our borough. The theme of crime/safety was occurring within several of the focus group discussions, and the need to get the environment right for improved perceptions and feelings of safety through better situational crime prevention, particularly in the town centres and greenspace areas.

⁴⁶ [Workbook: 230104 GMS Shared Commitment - Resilient Safe Vibrant Communities - January 2023 \(gmtableau.nhs.uk\)](#)

⁴⁷ Feeling safe = either "very safe" or fairly safe"

⁴⁸ Feel unsafe = either "very unsafe" or fairly unsafe"

Community Safety Partnership Consultation

Previous regional and local surveys have given us valuable insights into feelings of safety within Bolton however as part of this needs assessment development, it was important to dig a little deeper into the perceptions and experiences in our town around violent crime specifically.

Between 12th July and 3rd September, the Council ran a public consultation, seeking to engage residents and stakeholders in Bolton in sharing their reflections on Serious Violent Crime. During that period a comprehensive communication plan was implemented to raise awareness of the consultation across the borough. Social media was heavily utilised throughout the period to share key messages about the consultation and supporting documentation was made available on the Council’s webpage. Information was also cascaded to key networks and neighbourhood-based officers, ensuring key messages reached communities.

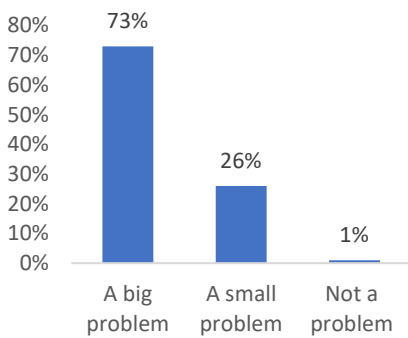
Participants were surveyed using a questionnaire tool made up of open and closed questions, over a period of 7 weeks, providing stakeholders with the opportunity to reflect and share their thoughts on crime within the borough of Bolton. The questionnaire was made available both digitally and offline, with the questionnaire being accessible on the council’s consultation web page, as well as in hard copy format, on request.

A total of 130 residents and stakeholders took part in the survey, outlining their reflections of serious violent crime. 92% of responses live in the Bolton borough. 47% work in the borough and 14% study or have children that access education in the borough. 2% are visitors to the borough. Most responses came from Bolton North (23%) and Bolton West (22%).

Nearly three-quarters (73%) of respondents felt the level of crime in Bolton was a big problem. Over one-quarter (27%) stated it was a small problem or not a problem at all.

Graph 12: How much of a problem do you think serious violent crime is in Bolton.

Source: GMCA Police and Residents survey



Level of Concern on People Carrying Weapons:

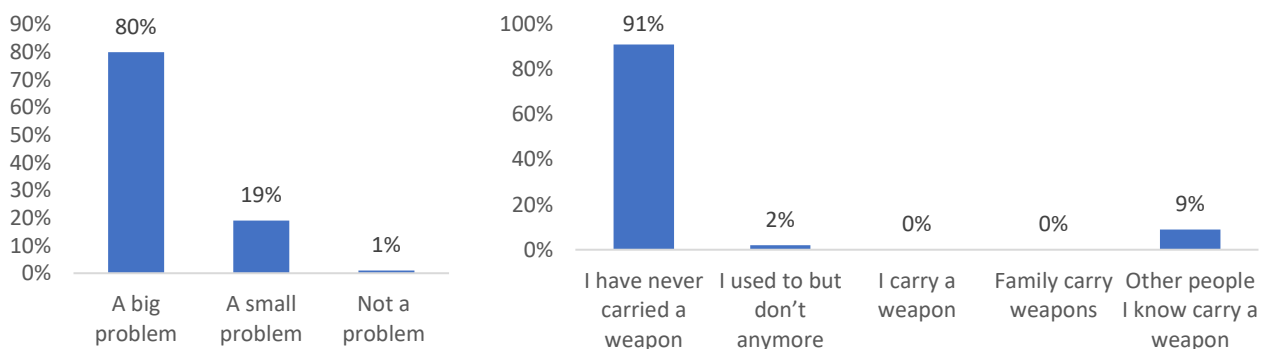
When asked specifically if there was a problem with people carrying knives or other weapons 80% thought this was a big problem, with one-fifth (20%) stating it was a small problem or not a problem at all.

When asked if they have ever carried a knife or weapon, none of those surveyed carried a weapon, however 2% stated they use to and 9% know other people that do. Of the total responses received, 91% have never carried a knife or weapon themselves.

It appears that peoples’ perception of the issue around knives and weapons is generally not in-line with their personal experiences, and therefore influenced by other external factors.

Graph 13: How much of a problem is people carrying knives and other weapons. Do you or anyone else carry a weapon?

Source: GMCA Police and Residents survey



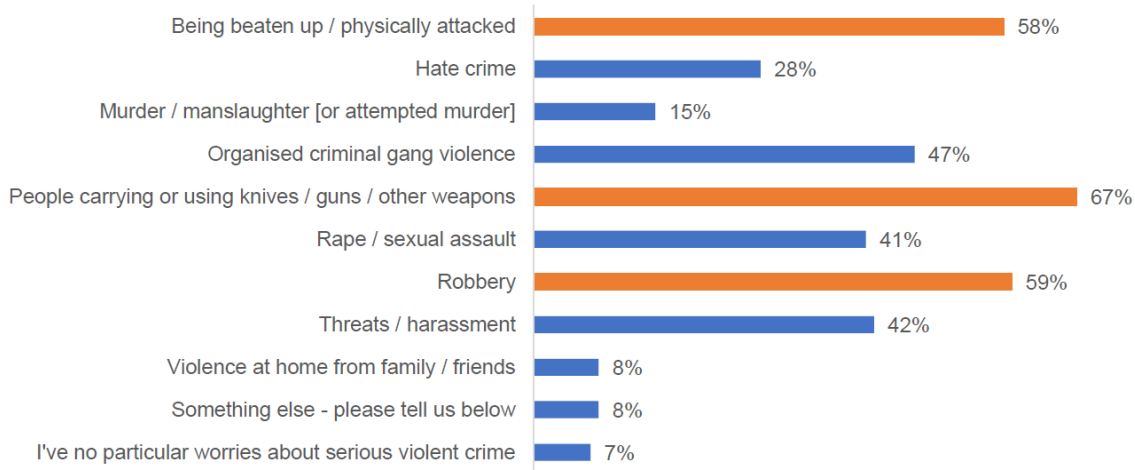
Types of Crime that People are Concerned About:

When asked, what crimes are a concern for stakeholders in Bolton, 130 respondents provided their reflections. Asked to choose from a selection of answers, the top three crimes residents and stakeholders were most concerned by are ‘people carrying weapons’ (67%), ‘robbery’ (59%), and ‘being physically attacked’ (58%). Areas of least concern are, ‘violence at home’ (8%), ‘murder’ (15%), and ‘hate crime’ (28%).

*It should be noted that both this consultation and that with young people showed parallels with concerns about being physically attacked.

Graph 14: Whilst all serious violent crimes are concerning, are there any you particularly worry about?

Source: GMCA Police and Residents survey



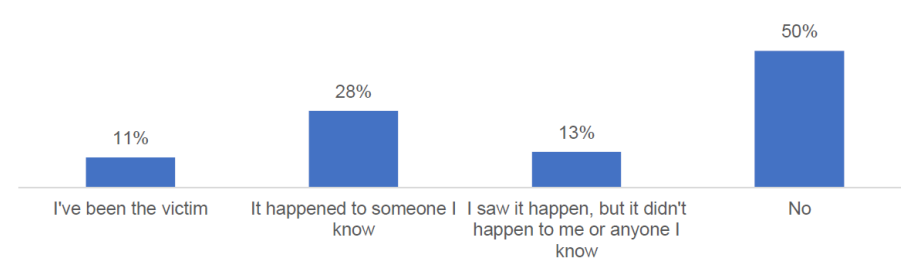
9 comments were also received which highlighted further concerns; these are categorised into 3 key themes. Substance misuse is an overwhelming concern for most stakeholders commenting. However, several comments also reflected concern over abduction/trafficking, as well as a concern for others impacted by crime in the borough.

Victims

Those taking part in the consultation were asked if they or someone they know had been a victim of serious violent crime in Bolton within the last 5 years. 129 responses were received, with respondents able to choose multiple answers. Half (50%) stated they had not had any personal experiences with serious violent crime, however 11% stated that they had been a victim. Just under one-quarter (28%) stated that they knew someone else that had experienced serious violent crime, and 13% stated they had witnessed a violent crime.

Graph 15: In the last 5 years, have you or anyone you know been a victim of violent crime in Bolton?

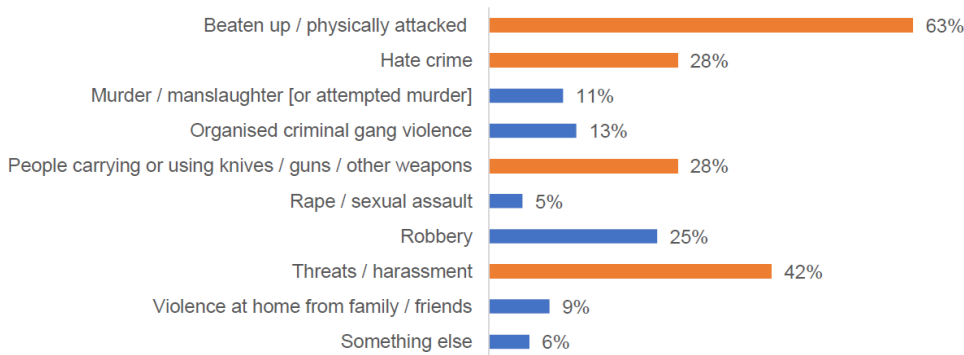
Source: GMCA Police and Residents survey



Of the 67 respondents experiencing or witnessing crime, 64 individuals went on to comment on the types of serious violent crime they had experience of. The 3 most commented experiences included ‘being physically attacked’ (63%), experiencing or witnessing ‘threats/harassment’ (42%), and being a victim of or witnessing a hate crime (28%) and experiencing weapon-based crime (28%).

Graph 16: Which serious violent crimes were involved?

Source: GMCA Police and Residents survey



Of the 6% that stated something else, answers were predominantly drug associated, “groups of young men dealing and taking drugs any time of the day”, and abduction, “kidnapped/abducted from outside our home”.

*Note, the top responses are consistent with the experiences of young people, as highlighted in the youth consultation report (see later).

Reporting

Two-thirds (66%) of respondents stated they reported the incident to the police. 30% did not report the crime at all. 8% reported the incident to their landlord or social housing provider, and 5% reported to a healthcare professional, Council services, as well as Crimestoppers. 2% reported the crime to someone else, “Cafcass/Solicitors/IDVA/Fort Alice/Endeavour”.

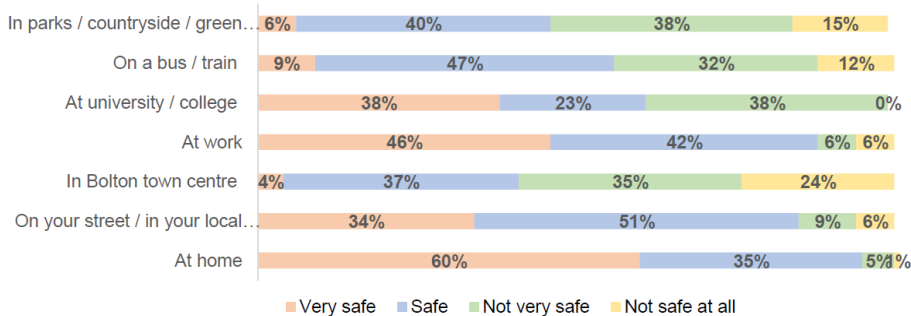
When asked why they didn’t report the crime, 10 respondents stated that someone else reported it. 4 respondents stated that they didn’t want to get involved and 2 people stated they weren’t sure who to report it to. Of the 6 respondents who choose another option, comments tended to reflect a lack in confidence and resources in the criminal justice system, “no point as the court system takes forever to deal with anything if it even makes it that far and then nobody gets any form of punishment anyway” and “my perception is that ultimately the police either aren't interested or are too busy to respond to many reported crimes”.

Feelings of Safety

Residents and stakeholders were asked about their feelings of safety during the day in various locations in and around the borough. An average of 99 responses were received, with 95% feeling a positive degree of safety at their home address. 88% felt safe at their place of work, and 85% feeling safe on their street or in their local area. Areas where respondents feel less safe are in Bolton Town Centre (59%) and in parks and green spaces (53%).

Graph 17: How safe do you feel in the daytime / When its light?

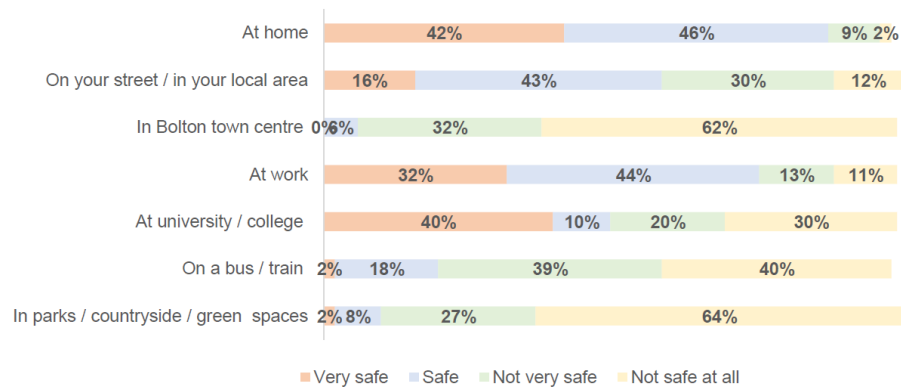
Source: GMCA Police and Residents survey



Respondents were asked about their feelings of safety at night in various locations in and around the borough. An average of 96 responses were received, with 88% of residents feeling safe at their home address. 76% felt safe in their work setting and 59% felt safe on their street/local area. Areas where residents and stakeholders feel less safe are in Bolton Town Centre (94%), parks/green spaces (91%) and on public transport (79%). This is consistent with the feelings of environmental safety outlined by young people.

Graph 18: How safe do you feel in the daytime / When its light?

Source: GMCA Police and Residents survey



When asked why they don't feel safe, 110 comments were received which could be categorised into 9 themes:

Table 61: Why don't you feel safe.

Source: GMCA Police and Residents survey

Theme	Total comments received
Substance misuse/Homelessness	35
Types of people	33
Resources, including police	29
Locations	22
Vulnerability of protected groups	17
Too much crime and antisocial behaviour	15
Physical attacks, including carrying weapons	13
Enforcement and reporting	12
Media	10

18% of comments were received which referenced drug and alcohol fuelled serious violent crime, as well as the level of homelessness within the borough. Comments were primarily focused on town centre locations. 17% highlight the types of people and groups that respondents feel are perpetrators of serious violent crime, including comments about young people. 15 highlighted the lack of resources in hotspot areas, particularly in relation to lack of lighting in dark areas and the significant shortage of police presence. 11% focused on crime within areas of the town, the focus primarily being safety in Bolton Town Centre

9% highlighted the vulnerability of those with protected characteristics. There was particular concern around gender-based violence to women and girls, as well as concern by older residents that found their age to put them at risk of being a victim of crime. 8% of respondents referred to there being too much crime in the area, including anti-social behaviour, which perpetuates the feeling of being unsafe. 7% reflected a concern about being physically attacked, robbed, as well as perpetrators carrying weapons. 6% commented around the theme of enforcement and reporting, particularly the lack of faith that prosecutions will take place. 5% commented highlighting the role the media has in drawing people's attention to crime and raising the profile of crime in a particular area.

What the partnership could do to help cut down serious violent crime and keep people safe

Respondents were asked to reflect on measures that would help them feel safer in Bolton. 117 comments were received, which are categorised into 9 key themes:

Table 62: What the partnership can do.

Source: GMCA Police and Residents survey

Theme	Total comments received
Enforcement, reporting and greater police presence	96
Better community engagement and partnerships	28
Greater investment in resources	19
Education and early intervention	17
Tackling drug, alcohol and homelessness	13
Environment/pride in place	8

Overwhelmingly, a considerable number of respondents (56%) referenced the need to have better enforcement and reporting structures in place. Most comments focused specifically on greater engagement from Greater Manchester Police, as well as frustration in the lack of on street police presence. 15% referenced the need for greater investment into community activities and improving partnerships across key agencies and the voluntary sector. 10% called for greater investment into resources, specifically CCTV and lighting infrastructures. Some comments referred to knife amnesty collections, as well as implementing late night drinking legislation.

9% of respondents thought that further information should be provided, educating the borough on what serious violent crime is, how to identify it and how to keep yourself safe. Early intervention methods were seen as a preventative measure in reducing serious violent crime in Bolton. 7% of responses focused specifically on tackling challenges associated with alcohol and substance misuse. In addition, some comments called for greater intervention to be invested into tackling homelessness and begging.

4% called for improvements within specific geographical areas, increasing a sense of pride in place, this included Bolton Town Centre. However, it should be noted that other comments reflecting the Town Centre have been captured in key themes above, including the call for greater police presence, as well as addressing drug, alcohol, and homelessness related concerns. Other comments tended to focus on equalities, including supporting the socio-economic duty.

Residents and stakeholders were asked if they wanted to make any further comments that the Council and its partners could take on board for consideration. 43 comments were received which were themed into the following categories.

Table 63: What the partnership can do – further comments.

Source: GMCA Police and Residents survey

Theme	Total comments received
Police and enforcement measures	18
Too much crime and change is needed	11
Engagement, intervention & partnerships	10
Locations	6
Gang crime	5

In terms of Police and enforcement measures comments tended to focus on the role of the police and on tougher enforcement measures that could be implemented as part of the review process. 22% stated that there is too much crime, change is needed. 20% suggested that better engagement, interventions, and partnership working is required. Several comments referenced specific locations across the borough with crime related problems and small proportion of people referred to gang related crime.

Young People

It is important that an effective needs assessment reflects the voices and lived experiences of the whole community. The perceptions and insights of young people can sometimes be overlooked, and so drawing on both existing consultation results and recent community conversations, the needs assessment includes a distinct and separate focus for young people ensuring their views are heard alongside those of adults.

The Youth Endowment Fund Survey

Combining a survey of 2,025 children and young people with a view of national statistics, the Youth Endowment Fund (YEF) commissioned a report to explore the ways in which violence – and fear of violence – is shaping Childrens lives (The Children, Violence and Vulnerability Report, 2022⁴⁹).

When asking children about their experiences of violence, they defined youth violence as:

'...the use of force or threat of force against another person or people, for example punching someone, threatening someone with a weapon, or mugging someone. This also includes sexual assault, which is when somebody intentionally touches someone in a sexual way without their consent', YEF 2022.

Key Findings:

- 14% of teenage children had been a victim of violence in the previous 12 months.
- 39% of teenagers had been a victim or witness of violence in the previous 12 months.
- 55% of teens said they'd seen real life acts of violence on social media in the previous 12 months. 24% said they'd seen children carrying, promoting, or using weapons.
- 65% of teens said they'd changed their behaviour to keep themselves safe from violence in the last 12 months.
- 14% has been absent from school out of fear. A further 14% said it caused them to lose concentration, because of worry. 16% avoided going to a social event, and 2% even said that their fear had led them to carrying a weapon.

⁴⁹ [Children, violence and vulnerability 2022 - Youth Endowment Fund](#)

- 26% want to see changes to policing (such as more patrols) to address violence alongside more youth clubs and activities (15%) and drug and alcohol services (10%).

The YEF asked young people how they want adults to address serious violence:

- The most common responses mentioned policing (26%) – children wanted more visible patrols to tackle the problems in their communities.
- They also said they want to see more activities for young people (15%)
- and better drug and alcohol support services (10%).

Young People - Feelings of Safety in Bolton

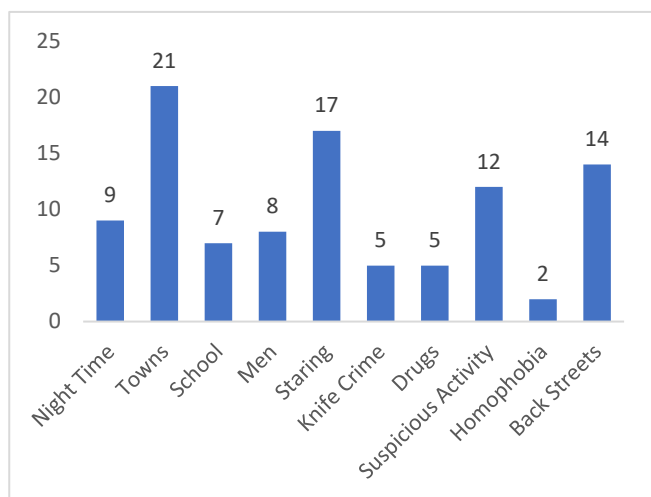
In 2021 Bolton Youth Voice undertook a peer led consultation with young people from across the borough. They encouraged a conversation about feelings of safety amongst their peers, and valuable insight was collated around what safety means to young people in Bolton.

Feelings of Safety in Bolton

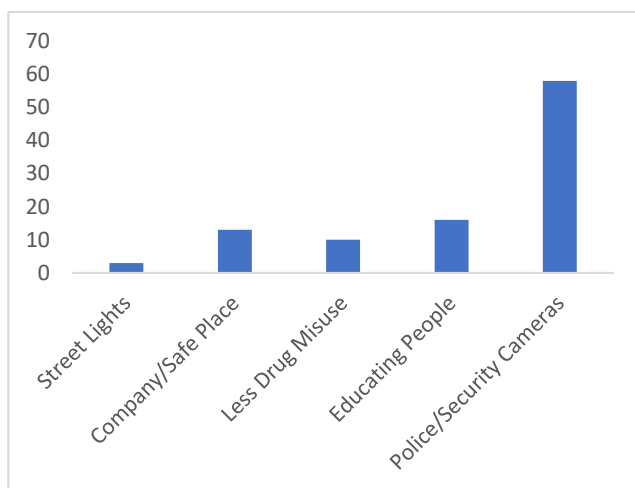
When asked about whether they feel safe in Bolton, 56% of respondents said they didn't feel safe in Bolton. 23% reported to feel safe, 13% sometimes feeling safe and 8% other.

Graph 19: What makes you feel unsafe within Bolton.

Source: YEF



What would make you feel safer within Bolton.



The young person's consultation highlighted key themes around knife crime and violence, gender-based abuse and toxic masculinity.

Community Safety Partnership Consultation – Young People

In Spring 2023, young people across the borough were surveyed, asking what their priorities were for Bolton in 2023/2024; crime was highlighted as the top 3rd most popular answer. To ascertain why crime is important to young people and ensure their reflections fed back into the serious violence strategy, it was felt that further engagement was needed to take place with this stakeholder group. The partnership wanted to find out more about their perceptions and experiences of serious violence, drawing further on some of the key themes highlighted within the previous community conversations. We wanted to hear about what young people's perception and experiences are of violence, what they think the extent of violent crime is in Bolton, how it impacts them personally and what they think would have the most impact in tackling it.

Between 5th June and 21st July, the Council ran a public consultation, seeking to engage young people aged between 10 – 18 years (up to 24 years for those with a Special Educational Needs Disorder), in sharing their reflections on Serious Violent Crime. During that period a comprehensive communication plan was implemented to raise awareness of the consultation across the borough, with a strong emphasis on engaging children in educational settings. Engagement was also undertaken with youth organisations, including the Youth Participation & Engagement Network. Supporting documentation was made accessible on the school's Extranet site and council's consultation webpages, and social media was heavily utilised throughout the period to share key messages about the consultation.

Participants were surveyed using a questionnaire tool made up of open and closed questions, over a period of 6 weeks, providing young people with the opportunity to reflect and share their thoughts on crime within the borough of Bolton.

The questionnaire was made available both digitally and offline, with the questionnaire being accessible on the council's consultation web page, as well as in hard copy format, on request.

Participants were surveyed using a questionnaire tool made up of open and closed questions, over a period of 6 weeks, providing young people with the opportunity to reflect and share their thoughts on crime within the borough of Bolton. The questionnaire was made available both digitally and offline, with the questionnaire being accessible on the council's consultation web page, as well as in hard copy format, on request.

A total of 761 young people took part in the survey, outlining their reflections of serious violent crime. In addition, Blackrod Parish Council discussed the survey questions with 6 children, who collectively fed back their reflections. When asked about connection to Bolton, out of the 756 responses received to this question, 94% of young people live in the Bolton borough. 5% visit the borough to access education. 1% are visitors to the borough.

Serious Violent Crime and Carrying Knives and Weapons

Over 40% of those young people who responded thought serious violent crime was a problem in Bolton, with 45% saying it was a small problem. When asked if there was a problem with people carrying knives or other weapons 55% thought this was a big problem with less than 5% suggesting this was not a problem.

Table 64: How much of a problem is serious violent crime in Bolton and people carrying knives and other weapons.

Source: Community Safety Consultation

How much of a problem is	Big	%	Small	%	Not	%	No opinion
Serious violent crime in Bolton?	315	41.39	348	45.73	37	4.86	54
People carrying knives & other weapons?	422	55.45	236	31.01	35	4.60	52

When asked if they have ever carried a knife or weapon 29% of the cohort admitted that they carry a weapon or are aware of other people in the friendship or family groups who do. Of the total cohort 82% have never carried a knife or weapon personally themselves.

Table 65: Do you / does anyone you know carry a knife or another weapon?

Source: Community Safety Consultation

Weapons	Count	%
I've never carried a weapon	611	82
I used to but don't anymore	28	4
I carry a weapon	21	3
I know other young people who carry a weapon	104	14
Family carry weapons	12	2
Other people I know carry weapons	76	10

Perceptions of Crime

When asked what crimes do you worry about or perceive to be prevalent within Bolton, 54% of young people worried about being beaten up, whilst 41% worried about people carrying knives and other weapons.

Table 66: We know that all serious violent crimes are horrible, but are there any that you particularly worry about?

Source: Community Safety Consultation

Crimes	Count	%
Being beaten up / physically attacked	402	54
Hate crime	257	34
Murder / manslaughter [or attempted murder]	341	46
Organised criminal gang violence	212	28
People carrying or using knives / guns / other weapons	306	41
Rape / sexual assault	387	52
Robbery	249	33
Threats / harassment	247	37
Violence at home from family / friends	149	20
I've no particular worries about violent crime	124	17

Outside of being beaten up which can range from violence without injury offences of common assault to violence with injury offences of occasioning actual bodily harm, the more severe (yet least common) offences of rape and murder also feature highly with score of 52% and 46% respectively. Given the cohort of the survey and the recent homicide in Bolton in May 2021 and the subsequent court case in January 2022 this may explain why the perception relating to this crime is high within Bolton as it has been widely reported in the media.⁹ comments were also received which highlighted further concerns, these were categorised into 2 key themes; being abducted and being attacked.

Victim of Serious Violent Crime

Young people were asked if they or someone they know had been a victim of serious violent crime in Bolton within the last 5 years. 752 responses were received, with respondents able to choose multiple answers.

When asked if they had been a victim of serious violent crime there was a marked difference from the perceptual figures. 58% of the sample had not been, with only 10% indicating they had been a victim of violent crime. In total 361 respondents indicated that they had been a victim, knew someone that had or had been a witness to a violent crime.

Table 65: In the last five years, have you/anyone you know been the victim of serious violent crime?

Source: Community Safety Consultation

Response	Count	%
Yes, it happened to me	73	10
Yes, it happened to someone I know	190	25
I saw it happen, but it didn't happen to me or anyone I know	98	13
No	437	58

Of the 361 individuals their experiences related to 644 crimes that are shown in the table below. The most common offence being physically attacked, followed by robbery offences. The response for murder at 43 respondents does seem high but may be relate to responses from a particular school where a serious violent crime victim was a pupil.

Table 66: Which serious violent crimes were involved?

Source: Community Safety Consultation

Crimes	Count	%
Beaten up / physically attacked	173	57
Hate crime	66	22
Murder / manslaughter [or attempted murder]	43	14
Organised criminal gang violence	39	13
People carrying or using knives / guns / other weapons	64	21
Rape / sexual assault	56	18
Robbery	62	20
Threats / harassment	98	32
Violence at home from family / friends	28	9
Something else - please tell us below	15	5

21 young people (2.7%) responded that they had been a victim but also knew another victim and 25 individuals (3.3%) knew someone it had happened to and had been a witness of the event. Of the 5% that stated something else, answers ranged from attacks to property “attacking vehicle threatening someone” to online and digital abuse “Someone threatened to kill me over text though it is being sorted now”.

Crime Reporting

Table 67 below displays the responses to question nine which asked if you were a victim of crime who did you report it to? Significantly, 43% of those young people who were a victim, knew a victim or were a witness of a crime reported it to no one. 28% did report the crime to the Police.

Table 67: Who did you report the crime to?

Source: Community Safety Consultation

Agency	Count	%
Teacher	21	7
Parent / guardian	84	27
Someone from Bolton Council	6	2
Another adult	31	10
Police	88	28
Crimestoppers	6	2
Someone else - please tell us below	14	5
No-one	132	43

When young people were asked why they didn't report the crime, 37% stated that they didn't want to get involved. 12 comments were received that stated:

- Other witnesses / adults were present at the time.
- One of my neighbours reported it
- Another adult witnessed it and spoke to me about it.
- Others reported it to a bus operator, a therapist, and other close friends.

16 comments were received that highlighted another reason. These were themed into 6 key areas:

- Not thinking the crime was serious enough to report: "it was a small robbery on things in my dad's car" and "not too serious to be honest".
- Wanting to deal with the crime independently: "I would get them back" and "planned to sort it myself".
- Not wanting to disclose: "because I'm not a snitch".
- Not having the time to report: "couldn't be bothered".
- Scared of retaliation: "SCARED OF BEING ATTACKS"
- Lack of information: "I only heard about it, didn't know anyone personally involved".

Significantly 11% of young people didn't know who to tell and suggest that some sort of educational campaign in schools could be useful.

Table 68: Why didn't you report the crime?

Source: Community Safety Consultation

Reason	Count	%
Too scared	15	11
Someone else reported it	45	34
Didn't want to get involved	48	37
Didn't know who to tell	15	11
Didn't think anyone would believe me	7	5
Didn't want to tell on / accuse someone	11	8
Thought I'd get the blame	12	9
Another reason	25	19

Feelings of Safety

Young people were asked about their feelings of safety during the day in various location in and around the borough. 97% of young people felt safe⁵⁰ at the home address and 84% felt safe in their street or local area.

Table 69: How safe do you feel during the daytime?

Source: Community Safety Consultation

Location	Very safe	Safe	Not very safe	Not safe at all	No opinion
At home	78	19	2	1	1
Your street / local area	31	53	13	2	10
In Bolton town centre	6	37	41	12	3
At school / college / university	25	56	12	3	3
On a bus / train	10	45	33	7	5
In parks / countryside / green spaces	14	46	28	8	4

In contrast 53% of young people felt unsafe⁵¹ within the town centre during the day, with 40% feeling unsafe on a bus or a train.

When asked how their feelings of safety changed after dark there was a significant shift in perceptions. Only 56% felt safe in their local area a fall from 84% during the day. In terms of the town centre 80% of young people felt unsafe a rise from 50% during the day. The largest change related to feelings of safety in parks and green spaces. During the day 36% felt unsafe and this more than doubled to 74% of young people after dark.

Table 70: How safe do you feel after dark?

Source: Community Safety Consultation

Location	Very safe	Safe	Not very safe	Not safe at all	No opinion
At home	66	28	4	10	1
Your street / local area	16	40	28	14	2
In Bolton town centre	4	12	30	50	4
At school / college / university	16	45	17	8	14

⁵⁰ Safe = Very safe and safe

⁵¹ Unsafe = Not very safe and not safe at all

On a bus / train	6	19	38	30	6
In parks / countryside / green spaces	6	16	33	41	4

The young people were asked to outline why they don't feel safe in the Bolton borough and 486 responses were received. These comments were categorised into 13 key themes:

Table 71: Themes

Source: Community Safety Consultation

Theme	Total comments received
Have experienced / risk of experiencing being attacked (inc. ASB)	180
Types of people you might experience	140
Feeling unsafe at night	104
Locations	72
Drugs & Alcohol	41
Feelings	18
Gender based violence/Hate crime	17
Media	14
Too much crime	13
Lack of resources	13
Educational settings	9
Transport	7
Feel safe	5

How can we make things better?

Young people were asked how we could make things better in terms of violent crime within Bolton. Just over half of those who answered the survey provided a response (325). Out of this sub sample 233 made comments that we could utilise in the analysis. The overwhelming response (35%) was comments relating to increasing the number of Police and having more patrols particularly at night. Just over 13% of young people suggested that better CCTV particularly outside of the town centre may help.

Almost 9% of young people made suggestions relating to knife crime stating that we should make it more difficult for people to carry them. This was also borne out as 7% of young people suggested that there should be harsher sentencing for violent crime offender, which may be a deterrent. However, my personal favourite response to how we should tackle serious violent crime in borough came from one individual who suggested "we should open a bigger Carrs Pastie shop in the town centre".

Table 72: How can we make things better?

Source: Community Safety Consultation

Comments	Count	%
Access to Mental Health Services	2	0.4
Better education in schools	7	3.0
Better security	2	0.9
Better security on public transport	1	0.4
CCTV	31	13.3
Clean Dirty Street	2	0.9
Close pubs early	1	0.4
Drugs	9	3.9
Harsher Sentencing	17	7.3
I don't know	29	12.4
Impact on knife crime	20	8.6
Listen to young people	2	0.9
Mental health support	2	0.9
More Police patrols	79	33.9
More Prisons	1	0.4
More Security	7	3.0
More streetlights	16	6.9
Poverty	1	0.4
Stop and Search	4	1.7
Stop Immigration	1	0.4
Grand Total	233	

Cohort Demographics

50% of respondents were female, with 46% males and 4% who identify in another way. 53% of young people were between the ages of 10-13, 45% were 14 -16 years old and 2% between 17 -24 years old.

72% defined themselves as white British in terms of ethnicity. 8% were of Asian origin and 7% defined themselves as Black. In total 21% were from a minority ethnic group.

528 respondents provided their postcode details, and these are shown in the map below. There is clear concentration of respondents to the north of the borough with a particularly good response in the Brightmet ward, likely to be respondents from St Catherines Academy.

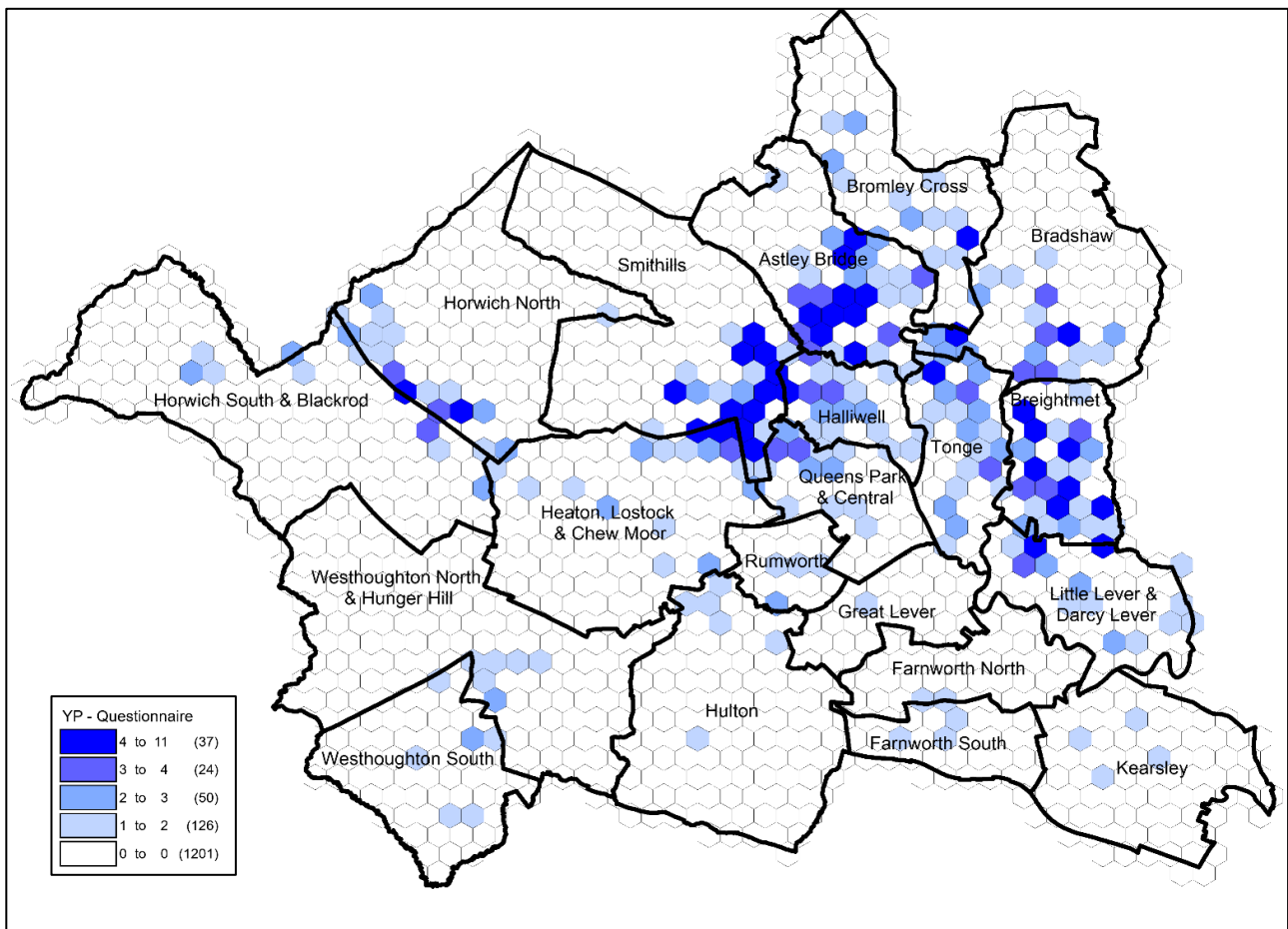
Summary

Young people in Bolton generally thought that serious violent crime was a problem, with 55% agreeing that carrying knives and other weapons was an issue. 29% of young people had carried a knife or weapon or known someone who had. Over 50% of the cohort admitted that they were worried about being beaten up in Bolton and were concerned that an attacker may be carrying a knife. For various reasons a large proportion of those who had been a victim of violent crime had not reported it.

Perception of safety varied between the day and night with most young people feeling safer in their local area during the day. However over 50% admitted they felt unsafe within the town centre sometimes during the day. After dark more young people admitted to not feeling as safe in their local area. This was most evident within the town centre where a significantly larger number of young people felt unsafe after dark.

Map 24: Home local of young people who responded to the survey (who provided their postcode)

Source: Young Peoples Survey BMBC



A copy of the full consultation report can be made available on request.

Bolton Youth Council – Focus Group

Bolton Youth Council is a diverse group of young people aged 13-19 years old, who are actively involved in making decisions in the borough of Bolton. They work with lots of different services, groups, and organisations to make sure that young people are able to shape and influence decisions that concern their lives.

As part of the community voice work and focus to ensure the perceptions and experiences of young people are reflected within the work to tackle serious violence, a focus group was held with the Youth Council to reflect on the findings of the boroughwide young person's consultation, and to delve a little deeper into some of the comments received through the online survey.

Discussion focused on two key areas:

- feelings of safety and how this can be improved for young people; and
- how we can ensure we continue the conversation with young people around serious violence.

Feelings of Safety:

- The impact of the physical space featured strongly, with comments and suggestions for improvements reflecting those received in the wider consultation:
- Improved lighting, particularly in areas where there may not be a lot of natural surveillance – alleyways, pathways, car parks...
- A more visible presence by responsible adults in key areas (Police, security personnel., cctv.) was deemed very important to the young people in their feelings of safety.
- Areas of the town centre were highlighted as feeling unsafe to the young people, examples included the outskirts of town such as the area around the market and the college which has “little greenery” and “doesn't look very nice”. The skate park and the Vaults toilets were named as locations that make the young people feel apprehensive with groups stood about vaping making them feel overwhelmed. The road outside Bolton Lads and Girls Club (Spa Rd) and the road near the train station were also highlighted as town centre locations where the young people don't feel safe, particularly at night.
- In contrast Bolton Interchange was given as an example of a place that feels safe to young people, with a highly visible security presence, CCTV and well lit. Places of health care and those with a high footfall (shops) were also highlighted as feeling safe including the library or Market Place.

Pride in Place:

- The importance of keeping the environment free from litter, graffiti etc was highlighted as important to feelings of safety.

Place of Safety Schemes:

- Public transport was highlighted as an area the young people feel unsafe. Suggestions were made around ways a young person may discretely alert the driver that they feel unsafe. “A safety button to discretely press for example?”.
- A scheme to replicate ‘Ask for Angela’ – a place of safety where young people can go to if they feel unsafe – shops, takeaways etc where staff are briefed to discretely assist them.
- We need more safe spaces where young people can hang out for free.

Measuring feelings of safety:

- The importance of understanding and monitoring how safe young people feel was highlighted for future work. A suggestion was raised around development of an APP which allows young people to report feeling unsafe on the spot, (For monitoring purposes, not as an alternative to 999/101). This would allow authorities to better map feelings of safety geographically; and respond appropriately.

Education/awareness raising:

- The young people highlighted a need for them to be better informed about ongoing work and initiatives around crime and disorder. Ensuring any messages are better targeted to reach young people. Examples given include work/support around the homeless, how to report (Crimestoppers - Fearless campaign), information on vaping (IF you're going to do it, how to do it safely) - Working with young people to develop these campaigns.

- Young people feel that sometimes the way messages are relayed around crime and disorder actually creates fear. Although important messages, young people could assist agencies to develop more appropriate ways they can be delivered.
- The young people highlighted a number of measures they personally take when they feel unsafe (“take a different route”, “remove headphones”, “phone a loved one”...); all simple steps that could be shared with other young people as part of a wider safety campaign.

Continuing the Conversation:

Word of Mouth:

- “Just talking about it really helps”. The Youth Council is an ideal focus group for agencies to bring issues to young people and invite their feedback. The group welcomed the opportunity to assist in the further development of the serious violence work and strategy, including the design of the young person section of the strategy.
- There is opportunity to further extend this dialogue by the young people taking and sharing messages back to their respective schools. This in itself very much extending the reach of the partnership, with messages being delivered from a young persons’ perspective.

‘You said, we did’:

- The importance of feeding back to the young people about how their suggestions have been taken forward was highlighted as key to creating ongoing, effective dialogue.

Leading Research, Driving Change

All too often young people are not heard and are not seen as co-producers of social action and change to create safer communities. The ‘Leading Research, Driving Change Report’ (Peer Action Collective) draws on the insights of 4,600 young people aged 10-20, from-peer led research, to reveal 8 areas where young people want support to make their communities safer and fairer:

1. **‘We want you to deal with the small stuff’.** Young people want to see us stop ignoring ‘low level’ bullying and homophobic, racist and sexist remarks online or in-person.
2. **‘More youth friendly spaces would contribute to how safe we feel’.** Having access to appropriate physical spaces contributed to how safe young people feel. Young people need more places to go where they are not competing for space and are supported by adults that they trust.
3. **‘Schools need to feel like safe spaces and should help prevent violence’.** Young people want their education system to help build a more tolerant society and prevent violence early on.
4. **‘Mental health support should be easy to access’.** Young people need access to mental health services that are responsive and offer early intervention.
5. **‘Young people should feel safe on social media’.** Young people want to feel safe and protected online, especially on social media. They want to know that they can report inappropriate content and it will be managed appropriately and quickly.
6. **‘We need you to consider the inequalities and lived experiences of young people to find solutions to youth violence’.** Young peoples’ identities shape the way they experience youth violence and inequalities and must be recognised when working to reduce it.
7. **‘Young people should be partners in developing solutions to change’.** Engagement needs to be genuine with a commitment to implementing change.

Chapter 5 - Summary

GMCA Police and Crime Survey

The GMCA Police and crime survey found that 85% of Bolton residents reported to feel safe in their local area, with 14% reporting to feel unsafe. When asked why they felt unsafe, 21% of residents noted that it was because they were aware of crime or antisocial behaviour in the local area, while only 2% of respondents reported to feel unsafe as a result of them having been a victim of crime or antisocial behaviour themselves.

Throughout 2021/22 a series of stakeholder focus groups were held as part of the wider 'This is Bolton Campaign'. The campaign looked at what residents, visitors and stakeholders love about Bolton with the aim of developing a brand to celebrate our borough.

The theme of crime/safety was occurring within several of the focus group discussions, and the need to get the environment right for improved perceptions and feelings of safety through better situational crime prevention, particularly in the town centres and greenspace areas.

Bolton residents' reflection on Violent crime

Between 12th July and 3rd September, the Council ran a public consultation, seeking to engage residents and stakeholders in Bolton in sharing their reflections on Serious Violent Crime. Nearly three-quarters (73%) of respondents felt the level of crime in Bolton was a big problem. Over one-quarter (27%) stated it was a small problem or not a problem at all.

When asked specifically if there was a problem with people carrying knives or other weapons 80% thought this was a big problem, with one-fifth (20%) stating it was a small problem or not a problem at all. When asked if they have ever carried a knife or weapon, none of those surveyed carried a weapon, however 2% stated they use to and 9% know other people that do. Of the total responses received, 91% have never carried a knife or weapon themselves.

It appears that peoples' perception of the issue around knives and weapons is generally not in-line with their personal experiences, and therefore influenced by other external factors. When asked, what crimes are a concern for stakeholders in Bolton, 130 respondents provided their reflections. Asked to choose from a selection of answers, the top three crimes residents and stakeholders were most concerned by are '*people carrying weapons*' (67%), '*robbery*' (59%), and '*being physically attacked*' (58%). Areas of least concern are, '*violence at home*' (8%), '*murder*' (15%), and '*hate crime*' (28%).

Those taking part in the consultation were asked if they or someone they know had been a victim of serious violent crime in Bolton within the last 5 years. 50% stated they had not had any personal experiences, however 11% stated that they had been a victim. Just under one-quarter (28%) stated that they knew someone else that had experienced serious violent crime, and 13% stated they had witnessed a violent crime.

Of those experiencing or witnessing crime they went on to comment on the types of serious violent crime they had experience of. The three most commented experiences included '*being physically attacked*' (63%), experiencing or witnessing '*threats/harassment*' (42%), and being a victim of or witnessing a hate crime (28%) and experiencing weapon-based crime (28%).

Residents and stakeholders were asked about their feelings of safety during the day in various locations in and around the borough. 95% felt a positive degree of safety at their home address. 88% felt safe at their place of work, and 85% feeling safe on their street or in their local area. Areas where respondents feel less safe are in Bolton Town Centre (59%) and in parks and green spaces (53%).

When asked about their feelings of safety at night, 88% of residents feeling safe at their home address. 76% felt safe in their work setting and 59% felt safe on their street/local area. Areas where residents and stakeholders feel less safe are in Bolton Town Centre (94%), parks/green spaces (91%) and on public transport (79%). This is consistent with the feelings of environmental safety outlined by young people.

Youth Endowment Fund

Combining a survey of 2,025 children and young people with a view of national statistics, the Youth Endowment Fund (YEF) commissioned a report to explore the ways in which violence – and fear of violence – is shaping Childrens lives. The survey found that 14% of teenage children had been a victim of violence in the previous 12 months. 55% of teens said they'd seen real life acts of violence on social media in the previous 12 months. 24% said they'd seen children carrying, promoting, or using weapons.

Community Safety Partnership Consultation – Young People

In Spring 2023, young people across the borough were surveyed, asking what their priorities were for Bolton in 2023/2024; crime was highlighted as the top 3rd most popular answer. To ascertain why crime is important to young people and ensure their reflections fed back into the serious violence strategy, it was felt that further engagement was needed to take place with this stakeholder group. The partnership wanted to find out more about their perceptions and experiences of serious violence, drawing further on some of the key themes highlighted within the previous community conversations. Between 5th June and 21st July, the Council ran a public consultation, seeking to engage young people aged between 10 – 18 years (up to 24 years for those with a Special Educational Needs Disorder). A total of 761 young people took part in the survey, outlining their reflections of serious violent crime.

Over 40% of those young people who responded thought serious violent crime was a problem in Bolton, with 45% saying it was a small problem. When asked if there was a problem with people carrying knives or other weapons 55% thought this was a big problem with less than 5% suggesting this was not a problem. When asked if they have ever carried a knife or weapon 29% of the cohort admitted that they carry a weapon or are aware of other people in the friendship or family groups who do. Of the total cohort 82% have never carried a knife or weapon personally themselves.

When asked what crimes you worry about or perceive to be prevalent within Bolton, 54% of young people worried about being beaten up, whilst 41% worried about people carrying knives and other weapons. When asked if they had been a victim of serious violent crime there was a marked difference from the perceptual figures. 58% of the sample had not been, with only 10% indicating they had been a victim of violent crime. In total 361 respondents indicated that they had been a victim, knew someone that had or had been a witness to a violent crime.

Young people were asked about their feelings of safety during the day in various location in and around the borough. 97% of young people felt safe at the home address and 84% felt safe in their street or local area. When asked how their feelings of safety changed after dark there was a significant shift in perceptions. Only 56% felt safe in their local area a fall from 84% during the day. In terms of the town centre 80% of young people felt unsafe a rise from 50% during the day. The largest change related to feelings of safety in parks and green spaces. During the day 36% felt unsafe and this more than doubled to 74% of young people after dark

Young people were asked how we could make thing better in terms of violent crime within Bolton. The overwhelming response (35%) was comments relating to increasing the number of Police and having more patrols particularly at night. Just over 13% of young people suggested that better CCTV particularly outside of the town centre may help.

Bolton Youth Council – Focus Group

Bolton Youth Council is a diverse group of young people aged 13-19 years old, who are actively involved in making decisions in the borough of Bolton. They work with lots of different services, groups, and organisations to make sure that young people can shape and influence decisions that concern their lives. In terms of feeling of safety feedback from the group suggested that the impact of the physical space featured strongly, with comments and suggestions for improvements reflecting those received in the wider consultation. This related to improved lighting, particularly in areas where there may not be a lot of natural surveillance – alleyways, pathways, car parks. A more visible presence by responsible adults in key areas was deemed very important to the young people in their feelings of safety.

Areas of the town centre were highlighted as feeling unsafe to the young people, examples included the outskirts of town such as the area around the market and the college which has “little greenery” and “doesn’t look very nice”. The skate park and the Vaults toilets were named as locations that make the young people feel apprehensive with groups stood about vaping making them feel overwhelmed. The road outside Bolton Lads and Girls Club (Spa Rd) and the road near the train station were also highlighted as town centre locations where the young people don’t feel safe, particularly at night.

In contrast Bolton Interchange was given as an example of a place that feels safe to young people, with a highly visible security presence, CCTV and well lit. Places of health care and those with a high footfall (shops) were also highlighted as feeling safe including the library or Market Place.

Public transport was highlighted as an area the young people feel unsafe. Suggestions were made around ways a young person may discretely alert the driver that they feel unsafe. “A safety button to discretely press for example?”.

The young people also highlighted a need for them to be better informed about ongoing work and initiatives around crime and disorder. Ensuring any messages are better targeted to reach young people. Examples given include work/support around the homeless, how to report (Crimestoppers - Fearless campaign), information on vaping (IF you’re going to do it, how to do it safely) - Working with young people to develop these campaigns.

Peer Action Collective

The ‘Leading Research, Driving Change Report’ (Peer Action Collective) draws on the insights of 4,600 young people aged 10-20), from-peer led research, to reveal 8 areas where young people want support to make their communities safer and fairer.

- We want you to deal with the small stuff’.
- ‘More youth friendly spaces would contribute to how safe we feel’.
- ‘Schools need to feel like safe spaces and should help prevent violence’.
- ‘Mental health support should be easy to access.
- ‘Young people should feel safe on social media’.
- ‘We need you to consider the inequalities and lived experiences of young people to find solutions to youth violence’.
- ‘Young people should be partners in developing solutions to change’.



 Nationwide


Knife Angel
Bolton



Chapter 6 - Serious Violence – Pregnancy and Early Years

According to Public Health England, the foundation for virtually every aspect of human development, including physical, intellectual and emotional are established in early childhood. Pregnancy and the first year are critical stages in child development, providing the essential foundations for all future learning, behaviour and health.

Studies show a direct correlation between a baby's early environment and their mental, physical & emotional health in later life. The first 1001 days from conception to age 2 is a crucial period in the life course of a developing child (Government, 2021).

Evidence demonstrates the importance of sensitive and responsive parenting on the development of the baby's brain in promoting secure attachment and the foundations for early development. Both positive and negative prenatal and postnatal experiences can have a significant effect on the socio-emotional and cognitive development of a child and on the course of health and development over a lifetime.

Early Life Exposure to Violence

Every child will respond differently to trauma, however early childhood stress, including exposure to violence, can have long term negative mental and physiological consequences which can cause lasting changes to a developing brain. It can have an impact on an individuals' resilience and ability to cope in their later life.

Young children are least able to avoid or resist violence, least able to comprehend what is happening and least able to seek the protection of others (Santos Pais, 2018⁵²).

Boltons Supporting Families Framework recognises that good early years' development improves children's life chances. The framework recognises the importance of these earliest years for achieving the best possible start in life, with good early years development a headline outcome for Bolton. Support for families may begin before a child is born and expectant or new parents who require additional support may be suitable for early help. Providing guidance for parents and developmental support for babies and young children is essential for delivering strong health and educational outcomes for children, ensuring they have a positive start in their early years.

Preventing and addressing early life exposure to violence requires a multi-agency approach involving parents, caregivers, school, communities, and policy makers. Providing a safe and nurturing environment for children and offering the right support at the right time for those experiencing violence can all contribute to breaking the cycle of violence and promoting healthier outcomes for children.

Domestic Abuse in Pregnancy and Early Years.

For many women, domestic abuse begins in pregnancy or when they have very small children, while for others it escalates in terms of frequency and severity of violence. Abusers will often increase their controlling and emotionally abusive behaviours during this time, and there is also a higher risk of physical violence. In some cases, physical violence stops during pregnancy as the abuser may make a conscious effort not to hurt the developing baby. However, it is important to remember that this does not necessarily indicate that abuse itself has stopped, simply the physical manifestation of it. In such cases it is likely that violence will start again once the baby is born (Women's Aid, 2019)⁵³.

Prevalence Studies report (Women's Aid, 2019):

- 20-30% of pregnant women report incidents of physical violence at the hands of a partner/ex-partner during pregnancy,
- Around 36% of women experience verbal abuse during pregnancy,
- 14% report very severe or life-threatening violence,
- 20% of pregnant women are subjected to sexual violence.

Abuse during pregnancy can put both the mother and unborn child in danger - It increases the risk of miscarriage, infection, premature birth and injury or death to the baby. It can also cause emotional and mental health problems, such as stress and anxiety, which can affect the development of the baby.

⁵² Every Childhood Matters, 2018 - [Violence prevention must start in early childhood - Bernard van Leer Foundation](#)

⁵³ [Supporting women and babies after domestic abuse.pdf \(womensaid.org.uk\)](#)

Effects of Domestic Abuse on women and babies during pregnancy:**For women:**

- Physical health can be affected, because of physical injury, or the risk of worsening existing health problems.
- Stress and mental health difficulties can be triggered or worsened.
- Abuse can impact on women's self-concept as parents; and challenge their confidence in their parenting competence and their ability to love and protect their child.
- Domestic abuse can also impact women's image of the baby, impacting on bonding.
- Where reproductive control has been exerted, this can impact severely on women's wellbeing, and on their bonding with the family.

For babies:

- Risk of physical injury and death
- The stress of domestic abuse can raise cortisol levels, impacting neural development and emotional wellbeing.
- This may have a long-term impact on babies' development and can sensitise them to difficulties managing their own stress once they are born, and as they grow and develop.
- It is important to remember that many babies and children recover well, and that the neurodevelopment account is only a partial explanation.

Source: Women's Aid, 2019

Early identification of the associated risks and intervening early can reduce the potential for these factors escalating into more serious concerns and affecting the parent-child relationship. Addressing domestic abuse during pregnancy is crucial to ensuring the safety and wellbeing of both the mother and unborn child. Healthcare providers play a crucial role in identifying and supporting pregnant women who may be experiencing abuse. They can offer a safe space for disclosure, provide resource for help, and connect women with appropriate support services. Additionally, raising awareness about domestic abuse, encouraging open conversation, and providing education on healthy relationships can prevent such violence and support those in need.

In line with the Life Course Model, when we consider violence reduction and prevention, we should consider the stage from pregnancy right through the life course. 'Preconception to age 2' provides a unique opportunity for professional involvement because it is the time when parents are often the most receptive to behaviour change interventions and where the evidence suggests it is most effective (Government 2021)⁵⁴.

It is important that parents and primary caregivers get the right support to be able to give their child the best possible start in life.

Adverse Childhood Experiences (ACEs)

Exposure to violence in childhood is what is termed an adverse childhood experience (ACE). An adverse childhood experience refers to a traumatic or stressful event that occurs during childhood or adolescence. ACEs are negative experiences that can have a profound and long-lasting impact on a person's physical, emotional, and mental well-being. The concept of ACEs originated from a landmark study conducted by the Centres for Disease Control and Prevention (CDC) and Kaiser Permanente in the 1990s, which examined the relationship between childhood trauma and adult health outcomes. ACEs can involve direct and indirect abuse.:

Direct abuse includes:

- **Physical abuse:** The experience of physical violence or harm inflicted by a parent, caregiver, or another person.
- **Sexual abuse:** Involves any form of unwanted sexual contact or activity imposed on a child by an adult or older individual.
- **Emotional abuse:** Refers to chronic patterns of emotional mistreatment, such as humiliation, belittlement, rejection, or constant criticism.
- **Neglect:** The failure of a parent or caregiver to provide the basic physical, emotional, or educational needs of a child, including neglect of supervision, nutrition, healthcare, or education.

⁵⁴ [Early years high impact area 1: Supporting the transition to parenthood - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/early-years-high-impact-area-1-supporting-the-transition-to-parenthood)

Indirect abuse includes:

1. **Household dysfunction:** Encompasses a range of adverse circumstances within the family environment, such as parental substance abuse, mental illness, domestic violence, separation or divorce, or incarceration of a family member.

The effects of childhood adversity can become neurologically and biologically embedded during critical periods of child development, potentially leading to later physical and mental health problems, ACEs have been shown to be associated with a wide range of negative life course harms including:

1. **Physical health problems:** ACEs are associated with an increased risk of chronic diseases, such as heart disease, diabetes, obesity, and autoimmune disorders.
2. **Mental health issues:** ACEs can contribute to the development of mental health disorders, including depression, anxiety, post-traumatic stress disorder (PTSD), and substance abuse.
3. **Social and behavioural difficulties:** Individuals with ACEs may experience difficulties in forming and maintaining healthy relationships, have lower educational attainment, engage in risky behaviours (e.g., substance abuse, self-harm, violence), and have challenges in employment and financial stability.
4. **Inter-generational impact:** ACEs can have a cascading effect across generations, as individuals who have experienced trauma may be more likely to repeat patterns of abuse, neglect, or dysfunction in their own families.

Exposure to childhood adversity does not predestine children to poor outcomes. Recognising and addressing ACEs is crucial for promoting the well-being of children and breaking the cycle of inter-generational trauma. Early intervention, trauma-informed care, supportive environments, access to mental health services, and community support systems play a vital role in mitigating the long-term impact of ACEs and promoting resilience and healing.

Adverse Childhood Experiences (ACEs) – Bolton Prevalence Study

In 2021, the Childhood Adversity and Health and Wellbeing during Covid-19 study was undertaken to understand the impact of ACEs on the health and wellbeing of adults in Bolton. It explored:

- The prevalence of ACEs in Bolton Local Authority.
- Relationships between ACEs and health and wellbeing.
- Resilience factors that may offer protection against the harmful impacts of ACEs.

A stratified sampling approach was utilised to interview residents of Bolton aged 18 years and over. Surveys were conducted by telephone and online by a professional market research company (DJS Research) between 15th December 2020 and 25th March 2021. In total 1,895 residents participated in the study, with 87.5% (n=1,658) completing a telephone survey and 12.5% (n=237) completing the survey online.

Exposure to ACEs

To measure exposure to ACEs before the age of 18, questions covering 9 ACEs were included in the questionnaire (Table 73) Responses to these questions were then scored to calculate a person's ACE count (range 0 to 9) - the number of different types of ACEs they experienced. The ACE score was then classified into four ACE count categories.

- No ACE
- One ACE
- Two or three ACEs
- Four or more ACE's

Table 73: Exposure to ACE's

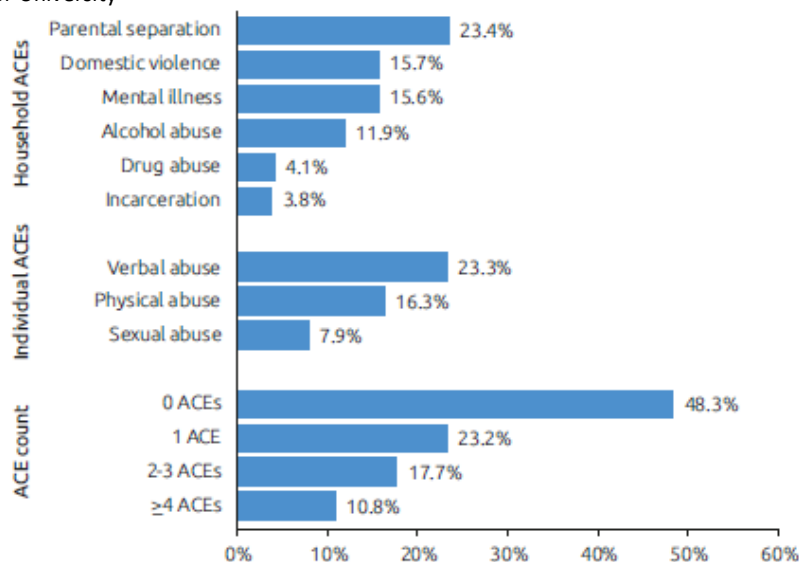
Source: Bangor University

ACE	All ACE questions were preceded by the statement “While you were growing up, before the age of 18...” (response options)	Response indicating ACE
Physical abuse	How often did a parent or adult in your home ever hit, beat, kick, or physically hurt you in any way? This does not include gentle smacking for punishment. (never; once; more than once; prefer not to say)	Once or more than once
Verbal abuse	How often did a parent or adult in your home ever swear at you, insult you, or put you down? (never; once; more than once; prefer not to say)	More than once
Sexual abuse	Did an adult or someone at least five years older than you sexually abuse you by touching you or making you undertake any sexual activity with them? (yes; no; prefer not to say)	Yes
Parental separation	Were your parents ever separated or divorced? (yes; no; prefer not to say)	Yes
Domestic violence	How often did your parents or adults in your home ever slap, hit, kick, punch, or beat each other up? (never; once; more than once; prefer not to say)	Once or more than once
Mental illness	Did you live with anyone who was depressed, mentally ill or suicidal? (yes; no; prefer not to say)	Yes
alcohol abuse	Did you live with anyone who was a problem drinker or alcoholic? (yes; no; prefer not to say)	Yes
Drug abuse	Did you live with anyone who used illegal street drugs or abused prescription medications? (yes; no; prefer not to say)	Yes
Incarceration	Did you live with anyone who served time or was sentenced to serve time in a prison or young offenders' institution? (yes; no; prefer not to say)	Yes

Just over half (51.7%) of Bolton residents aged 18yrs and over reported exposure to at least 1 ACE, with approximately one in ten (10.8%) reporting exposure to 4 or more ACEs. The graph below displays these values.

Graph 19: Weighted prevalence of individual ACEs and ACE count in the Bolton population (18+yrs)

Source: Bangor University



*Figures weighted to mid-2019 Bolton population estimates.

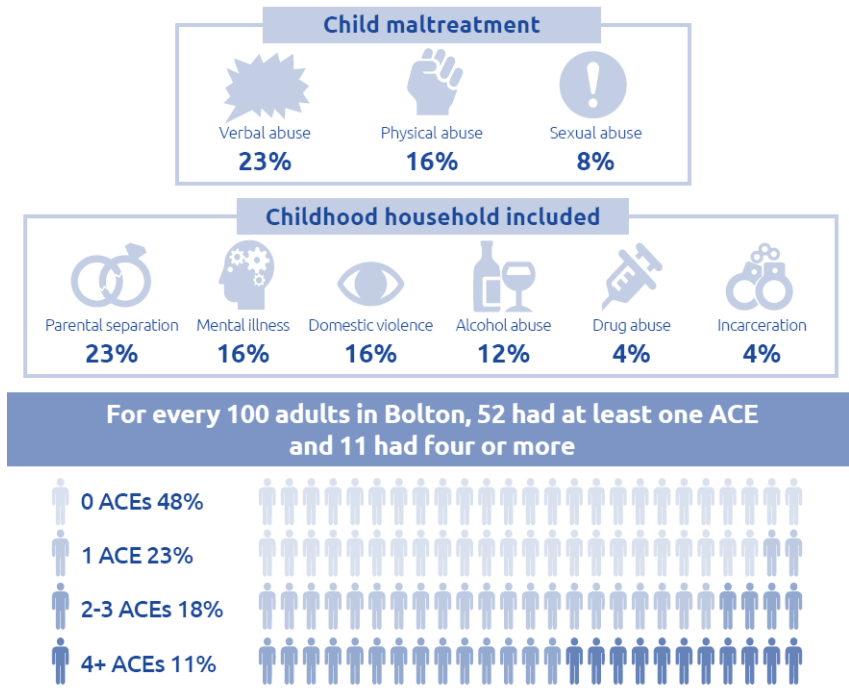
6% of adults reported violence victimisation⁵⁵ and those with 4 or more ACE's were 7.9 times more likely to report victimisation than those with no ACE's. 4% reported violence perpetration⁵⁶ and those with four or more ACE's were 4.7 times more likely to report it.

⁵⁵ Violence Victimization: Participants were asked if they had been hit by an adult on the past 12 months.

⁵⁶ Violence Perpetration: Participants were asked if they had hit another person, for any reason including to defend themselves, in the last 12 months.

Graph 20: How many adults in Bolton have suffered each ACE.

Source: Bangor University



The more ACEs individuals reported, the more likely they were to report harms including illicit drug use, involvement in violence, and poor mental and physical health.

Past Year Violence Involvement

Compared with people with no ACEs, those with 4+ ACEs were 8 times more likely to have been a victim of violence over the last year and 5 times more likely to have been a perpetrator of violence in the last year. This shown in graph 21 below.

Graph 21: Proportion of adults reporting past year violence involvement by ACE counts.

Source: Bangor University



*Weighted data; AOR = adjusted odds ratio; *P<0.05, **P<0.001.

ACEs and Resilience Resources

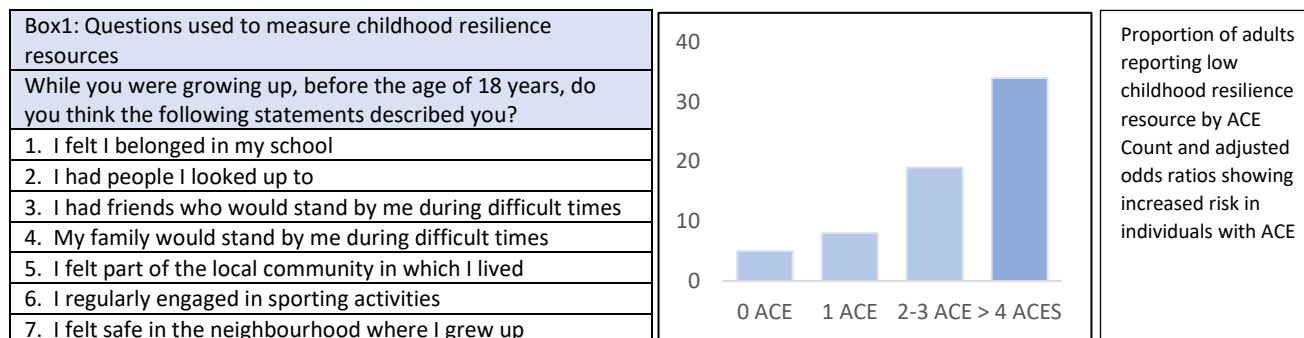
Research shows that resilience resources (e.g., trusted relationships) in both childhood and adulthood can play an important role in mitigating the harms associated with ACEs.

Childhood Resilience

To measure childhood resilience, participants were asked to respond yes or no to a series of 7 measures. Those with 4 or less “Yes” responses, were classed as having low childhood resilience.

Table 74: Childhood resilience resources

Source: Bangor University



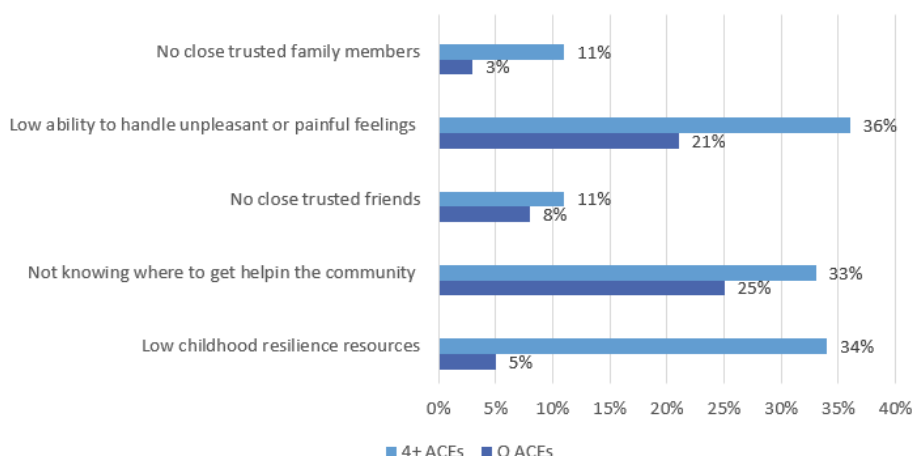
11% of adults reported low childhood resilience resources. Those with 4+ ACEs were 11.7 times more likely to report low childhood resilience than those with 0 ACEs.

ACEs and Current Resilience Resources

Participants were asked to answer a series of questions which measured their current resilient resources. This study found strong relationships between the resilience resources measured and ACEs, with increased ACE exposure associated with lower levels of resilience. The below graph shows the proportion of adults with low current resilience resources with 0 ACEs compared to 4+ ACEs:

Graph 22: Individuals with ACEs reported lower resilience resources:

Source: Bangor University



Research has shown that an individual’s resilience - their ability to cope - can circumvent the negative outcomes associated with ACE exposure. The study highlights the importance of developing resilience in populations, and how the promotion of resilience factors, such as those outlined here, can offer some protection against the harmful impact of ACEs.

In childhood, having secure adult relationships and the promotion of safe and nurturing environments ... help lessen the risk of poor health and wellbeing outcomes for individuals exposed to them (Ford et al, 2021).

The findings from this study can enable the development of a shared understanding across agencies as to how ACEs can affect individuals across the life course. It can inform discussion around work to prevent ACEs in future generations, in responding to individuals who have been affected by them and in building resilience amongst Bolton’s population. For a copy of the full report visit [PHW ACEs in Bolton report FINAL.pdf \(bangor.ac.uk\)](https://www.bangor.ac.uk/bolton-report-aces)

Bolton’s ACE’s and trauma informed strategy development

Through our engagement with key partners and residents we have developed a system-wide strategic vision and outcomes framework for the borough to guide our local programmes of work:

Vision: To create an ACE aware and trauma responsive, ensuring a strength based and community asset approach to building local resilience

Outcomes:

1. Raise awareness and understanding of ACEs and the impact long term impact on health and wellbeing outcomes, across communities, partners, and organisations.
2. Embed ACE/trauma informed approaches into relevant organisational policies, strategies, and commissioning plans.
3. Provide workforce training and development opportunities to respond appropriately to ACEs.
4. Support children, young people, and families to prevent and mitigate against the harmful impact of ACEs.
5. Involve local communities to develop and shape ACE/trauma informed responses capturing the voice of people with lived experience.

See Appendix for a copy of Boltons ACE Strategic Framework.

ACE/trauma informed programmes of work

There are several ACE/trauma informed programmes of work in progress:

Sector led approaches.

Through our ACE/Trauma informed programme we want to take a systems and cultural change approach so local partners, organisations and communities understand the process of embedding trauma informed approaches within their respective settings. We want to create the conditions for collaborative learning, identify developmental needs and develop a consistent language within and across partners, communities, and groups in Bolton.

Through a ‘test and learn’ methodology we want to implement and evaluate ACE/Trauma informed approaches and concepts, apply these to different sectors, using the evidence of impact to scale up across organisations. The initial programme is focussed on education and the voluntary and community sector. The evaluation and learning will be used to apply and inform other sector led approaches including health and community safety.

Education settings

A 12-month pilot initiative is currently being undertaken with a local secondary school and feeder primary schools to develop and embed a trauma informed whole setting approach. A specialist provider has been commissioned to work with the identified school, to instil a shared understanding of the impact of ACEs and trauma upon children’s learning, social and emotional development. Through a change management process, the school community will become skilled and confident in identifying the signs and symptoms of trauma and being able to respond through trauma informed, policies, procedures, and practices with a strong focus on building resilience.

The pilot initiative will be subject to ongoing monitoring and evaluation. Learning and resources will be shared to support, and upscale networks of local schools to deliver system-wide trauma-informed approaches and to self-assess what it means to be trauma-informed.

VCSE sector

A specialist provider has been commissioned to scope, lead, deliver and evaluate a trauma informed communities of practice project, focusing on the VCSE sector. Working with Bolton CVS and 30 VCSE organisations, the vision is to develop Trauma Informed Communities and organisations where understanding the impact of ACE’s and trauma is central to the values and operating framework of the sector. This in turn will help inform communities to help co-create communications, and a toolkit which can be used widely across the sector. This work has begun in partnership with Bolton CVS and will be developed over the period of February 2023 with a final report being delivered in March 2024.

Workforce development

During 2023 a specialist provider was commissioned to conduct a Training Needs Analysis (TNA) exercise across the local workforce. The purpose of this TNA is to determine the extent and efficacy of training in relation to ACEs, trauma informed practice and resilience building across Bolton.

The final report is being used to inform the design and delivery of a large-scale training programme that results in a local workforce that is equipped with the skills and confidence to recognise and respond to ACEs and childhood adversity as an integral part of their role.

Chapter 6 - Summary

Early Life Exposure to violence

Studies show a direct correlation between a baby's early environment and their mental, physical & emotional health in later life. The first 1001 days from conception to age 2 is a crucial period in the life course of a developing child (Government, 2021).

Evidence demonstrates the importance of sensitive and responsive parenting on the development of the baby's brain in promoting secure attachment and the foundations for early development. Both positive and negative prenatal and postnatal experiences can have a significant effect on the socio-emotional and cognitive development of a child and on the course of health and development over a lifetime.

Bolton's Supporting Families Framework recognises that good early years' development improves children's life chances. The framework recognises the importance of these earliest years for achieving the best possible start in life, with good early years development a headline outcome for Bolton. Support for families may begin before a child is born and expectant or new parents who require additional support may be suitable for early help. Providing guidance for parents and developmental support for babies and young children is essential for delivering strong health and educational outcomes for children, ensuring they have a positive start in their early years.

Domestic abuse in pregnancy and early years

For many women, domestic abuse begins in pregnancy or when they have very small children, while for others it escalates in terms of frequency and severity of violence. Abusers will often increase their controlling and emotionally abusive behaviours during this time, and there is also a higher risk of physical violence. 20-30% of pregnant women report incidents of physical violence at the hands of a partner/ex-partner during pregnancy. Abuse during pregnancy can put both the mother and unborn child in danger - It increases the risk of miscarriage, infection, premature birth and injury or death to the baby. It can also cause emotional and mental health problems, such as stress and anxiety, which can affect the development of the baby.

Early identification of the associated risks and intervening early can reduce the potential for these factors escalating into more serious concerns and affecting the parent-child relationship. Addressing domestic abuse during pregnancy is crucial to ensuring the safety and wellbeing of both the mother and unborn child. Healthcare providers play a crucial role in identifying and supporting pregnant women who may be experiencing abuse.

Adverse Childhood Experiences (ACE)

Exposure to violence in childhood is what is termed an adverse childhood experience (ACE). An adverse childhood experience refers to a traumatic or stressful event that occurs during childhood or adolescence. ACEs are negative experiences that can have a profound and long-lasting impact on a person's physical, emotional, and mental well-being. Direct abuse includes, physical, sexual, emotional and neglect. Indirect abuse relating to household dysfunction, encompasses a range of adverse circumstances within the family environment, such as parental substance abuse, mental illness, domestic violence, separation or divorce, or incarceration of a family member.

Exposure to childhood adversity does not predestine children to poor outcomes. Recognising and addressing ACEs is crucial for promoting the well-being of children and breaking the cycle of inter-generational trauma. Early intervention, trauma-informed care, supportive environments, access to mental health services, and community support systems play a vital role in mitigating the long-term impact of ACEs and promoting resilience and healing.

In 2021, the Childhood Adversity and Health and Wellbeing during Covid-19 study was undertaken to understand the impact of ACEs on the health and wellbeing of adults in Bolton. It explored:

- The prevalence of ACEs in Bolton Local Authority.
- Relationships between ACEs and health and wellbeing.
- Resilience factors that may offer protection against the harmful impacts of ACEs.

A stratified sampling approach was utilised to interview residents of Bolton aged 18 years and over. Surveys were conducted by telephone and online by a professional market research company (DJS Research) between 15th December 2020 and 25th March 2021. In total 1,895 residents participated in the study, with 87.5% (n=1,658) completing a telephone survey and 12.5% (n=237) completing the survey online.

Just over half (51.7%) of Bolton residents aged 18yrs and over reported exposure to at least 1 ACE, with approximately one in ten (10.8%) reporting exposure to 4 or more ACEs. The graph below displays these values. 6% of adults reported violence victimisation and those with 4 or more ACE's were 7.9 times more likely to report victimisation than those with no ACE's. 4% reported violence perpetration and those with four or more ACE's were 4.7 times more likely to report it. The more ACEs individuals reported, the more likely they were to report harms including illicit drug use, involvement in violence, and poor mental and physical health.

Participants were asked to answer a series of questions which measured their current resilient resources. These related to having no close family members, or trusted friends, not knowing where to get help within the community and a low ability to handle their feelings. The study found strong relationships between the resilience resources measured and ACEs, with increased ACE exposure associated with lower levels of resilience. The below table shows the proportion of adults with low current resilience resources with 0 ACEs compared to 4+ ACEs.

Research has shown that an individual's resilience - their ability to cope - can circumvent the negative outcomes associated with ACE exposure. The study highlights the importance of developing resilience in populations, and how the promotion of resilience factors, such as those outlined here, can offer some protection against the harmful impact of ACEs.

Trauma informed strategy

Through our engagement with key partners and residents we have developed a system-wide strategic vision and outcomes framework for the borough to guide our local programmes of work. This will help to raise the awareness and understanding of ACE's, embed ACE/trauma informed approaches into relevant organisational policies, strategies, and commissioning plans. Provide workforce training and development opportunities and support young people, and families to prevent and mitigate against the harmful impact of ACEs. Central to this we will involve local communities to develop and shape ACE/trauma informed responses capturing the voice of people with lived experience.

Sector Led approaches.

There are several ACE/trauma informed programmes of work in progress, including sector led approaches that take a systems and cultural change approach so local partners, organisations and communities understand the process of embedding trauma informed approaches within their respective settings. Through a 'test and learn' methodology we want to implement and evaluate ACE/Trauma informed approaches and concepts, apply these to different sectors, using the evidence of impact to scale up across organisations. The initial programme is focussed on education and the voluntary and community sector. The evaluation and learning will be used to apply and inform other sector lead approaches including health and community safety.

Education settings

A 12-month pilot initiative is currently being undertaken with a local secondary school and feeder primary schools to develop and embed a trauma informed whole setting approach. A specialist provider has been commissioned to work with the identified school, to instil a shared understanding of the impact of ACEs and trauma upon children's learning, social and emotional development. Through a change management process, the school community will become skilled and confident in identifying the signs and symptoms of trauma and being able to respond through trauma informed, policies, procedures, and practices with a strong focus on building resilience.

The pilot initiative will be subject to ongoing monitoring and evaluation. Learning and resources will be shared to support, and upscale networks of local schools deliver a system-wide trauma-informed approaches and to self-assess what it means to be trauma-informed.

VCSE

A specialist provider has been commissioned to scope, lead, deliver and evaluate a trauma informed communities of practice project, focusing on the VCSE sector. Working with Bolton CVS and 30 VCSE organisations, the vision is to develop Trauma Informed Communities and organisations where understanding the impact of ACE's and trauma is central to the values and operating framework of the sector. This in turn will help inform communities to help co-create communications, and a toolkit which can be used widely across the sector. This work has begun in partnership with Bolton CVS and will be developed over the period of February 2023 with a final report being delivered in March 2024

Workforce development

During 2023 a specialist provider was commissioned to conduct a Training Needs Analysis (TNA) exercise across the local workforce. The purpose of this TNA is to determine the extent and efficacy of training in relation to ACEs, trauma informed practice and resilience building across Bolton.

Chapter 7 - Serious Violence – Children and Young People

Our ambition for Bolton is that ‘Our Children get the best possible start in life, so that they have every chance to succeed and be happy’, Bolton Vision 2030. This means a life free from abuse, protection from exploitation and from being drawn into gang activity and serious violence.

We want Bolton to be a place that all children have the best possible start in life, so they begin school ready to learn, thrive and be healthy and happy. We want our children to be educated in good schools and early years provision and ensure they feel a sense of belonging in their journey throughout education, helping them to achieve their maximum potential in life, having access to further education, training, and work.

Young People Demographics

Bolton has a resident population of 295,690 as measured by the 2021 Census. 25.3% (74,887) of residents were 18 or under in April 2021. Nationally the average for 0 – 18-year-old is 20.7% of the total population in Bolton this is 24.2% indicating that Bolton does have a younger population profile. Nationally 29.2% (17.3 million) of the population are under 25years of age, this is at 32% within Bolton.

Table: 75 Age Cohorts – Bolton

Source: 2021 Census- General tables

Age	Female	Male	Grand Total	%
Aged 15 years and under	31016	32658	63674	21.51
Aged 16 to 18 years	5319	5894	11213	3.79
Aged 19 to 24 years	9602	10176	19778	6.68
Aged 25 to 29 years	9283	8485	17768	6.00
Aged 30 to 34 years	10763	9279	20042	6.77
Aged 35 to 39 years	10314	9628	19942	6.74
Aged 40 to 44 years	9253	9255	18508	6.25
Aged 45 to 49 years	9338	9433	18771	6.34
Aged 50 to 54 years	10017	10106	20123	6.80
Aged 55 to 59 years	9701	9510	19211	6.49
Aged 60 to 64 years	8129	8081	16210	5.48
Aged 65 years and over	27321	23401	50722	17.14
Grand Total	150056	145906	295962	

Age by Ethnicity

The table below displays age by ethnicity up to 18 years old. 55% of children 18 or under are White British. The largest ethnic group is those of Pakistani heritage at 15.2%. Groups from Asian⁵⁷ heritages comprise 27.8% of the 18 and under population. Children from the Black community comprise 6.6% of the 18 and under population. With children from mixed origins accounting for 5% of the population.

Table: 76 Age Cohorts – Bolton

Source: 2021 Census- Table – RM032

Ethnicity	0-4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	Total	%
Bangladeshi	69	19	20	22	20	14	14	19	31	32	31	25	27	35	19	397	0.53
Chinese	54	17	18	20	19	21	14	17	22	10	21	11	15	14	10	283	0.38
Indian	1799	380	450	427	373	412	385	418	407	417	391	434	370	398	407	7468	9.97
Other Asian	376	68	107	71	57	68	67	64	66	62	52	39	63	38	53	1251	1.67
Pakistani	3056	544	535	589	687	620	645	641	635	647	570	559	620	597	496	11441	15.28
African	895	217	214	234	252	228	228	200	234	199	214	216	198	240	160	3929	5.25
Caribbean	9	3	2	0	0	2	4	1	3	4	5	2	4	5	2	46	0.06
Other Black	368	57	48	48	40	34	43	75	44	38	61	30	45	14	46	991	1.32
Other Mixed	252	39	41	40	41	43	42	41	47	32	16	28	26	23	17	728	0.97
White Asian	408	82	96	84	83	86	89	84	60	82	56	72	53	62	47	1444	1.93
White, Black African	210	52	44	53	33	40	43	40	32	42	47	20	27	19	22	724	0.97
White, Black Caribb	224	68	36	32	64	46	19	42	52	35	82	44	53	30	22	849	1.13
Other ethnic group	301	100	93	78	88	86	58	81	73	55	62	42	47	50	44	1258	1.68
Arab	193	42	38	68	30	28	43	33	29	32	24	39	39	22	30	690	0.92
White	9656	2038	2207	2204	2334	2419	2403	2363	2362	2362	2275	2327	2190	2254	1943	41337	55.20
Gypsy or Irish Travel	124	6	4	4	1	10	5	8	4	5	14	2	43	2	0	232	0.31
Irish	14	0	1	2	4	4	5	5	3	1	2	4	1	4	3	53	0.07
Other White	421	99	76	88	87	104	101	113	90	73	89	65	76	85	86	1653	2.21
Roma	28	6	4	5	7	5	10	9	8	3	8	6	4	7	5	115	0.15
Grand Total	18457	3837	4034	4069	4220	4270	4218	4254	4202	4131	4020	3965	3901	3899	3412	74889	

⁵⁷ Bangladeshi, Chinese, Indian, and Pakistani.

In terms of the ethnic population (including Gypsy, Roma, and other ethnic groups) this accounts for 31,156 residents 18 years or younger. This is 41% of the age cohort with 20,840 (27.8%) of Asian heritage, 4,966 (6.3%) of Black origin⁵⁸ and 3,745 (5%) from a mixed heritage⁵⁹

Population Ethnicity by Cohort

The table below displays the ethnic profile of the total population as of April 2021 with a direct comparison of those residents 18 years old or younger. Although the total White population of the borough is 68.8% the ethnic profile is different in the younger age group. 55.2% of residents 18 or under are white, 13.5% less than in the global population. Residents of Pakistani heritage are overrepresented in the under 18 population by 5.9%, with those of African heritage by 2.1%.

Table 77: Ethnicity by total population and age group

Source: 2021 Census

Ethnic group	Count (Total Pop)	%	% 18 or Under	▲
Bangladeshi	985	0.33	0.53	0.20
Chinese	1123	0.38	0.38	0.00
Indian	26238	8.87	9.97	1.11
Pakistani	27897	9.43	15.28	5.85
Asian	3353	1.13	1.67	0.54
African	9299	3.14	5.25	2.10
Caribbean	603	0.20	0.06	-0.14
Other Black	1336	0.45	1.32	0.87
White and Asian	2338	0.79	1.93	1.14
White and Black African	1242	0.42	0.97	0.55
White and Black Caribbean	1737	0.59	1.13	0.55
Other Mixed or Multiple ethnic groups	1326	0.45	0.97	0.52
English, Welsh, Scottish, Northern Irish or British	203,486	68.75	55.20	-13.56
White: Irish	1430	0.48	0.07	-0.41
Gypsy or Irish Traveller	519	0.18	0.31	0.13
Roma	373	0.13	0.15	0.03
Other White	7133	2.41	2.21	-0.20
Other ethnic group: Arab	1812	0.61	0.92	0.31
Other ethnic group: Any other ethnic group	3730	1.26	1.67	0.41

National Identity

Someone's national identity is a self-determined assessment of their own identity, it could be the country or countries where they feel they belong or think of as home. It is not dependent on ethnic group or citizenship. National identity refers to a specific kind of collective feeling, i.e., a self-image or an understanding. As such, it can become part of peoples' personal identities (their "sense of belonging"). It is therefore useful to look at this in the context of young people's ethnic origins. Although the Boroughs ethnic profile is increasing, how do these young people see themselves in terms of the more nuanced term of national identity?

The table below displays the figures for national identity based on the 2021 Census data. 65% of young people subscribe to the notion of a British only identity which when put in the context that 55% of young people define themselves as White, it suggests a stronger sense of belonging to a place (UK, Greater Manchester, Bolton). Only 11% of the cohort defined themselves as non-UK identity only. It lends credence to the fact that although your ethnic origin is something to be proud of it is also important to have a sense of belonging to the place that you live, and this is borne out by these figures.

⁵⁸ African, Caribbean, or Other Black.

⁵⁹ White and Asian, White, and Black African, White and Black Caribbean, Other Mixed or Multiple ethnic groups.

Table 78: National IdentitySource :2021 Census Custom Table - <https://api.beta.ons.gov.uk/v1/datasets/create/filter-outputs/73424a27-8175-422a-bb21-be3bb2f5ec5c>

Age	British only identity	English and British only identity	English only identity	Non-UK identity only	UK identity and non-UK identity	Grand Total
0	2427	529	253	264	66	3542
1	2619	487	243	317	57	3731
2	2447	522	226	342	60	3605
3	2429	618	212	367	55	3688
4	2586	587	266	380	68	3893
5	2503	579	257	426	74	3840
6	2570	634	309	469	49	4035
7	2657	589	282	476	58	4069
8	2738	600	324	492	61	4220
9	2740	640	322	496	66	4270
10	2685	586	335	536	68	4216
11	2763	577	347	498	51	4249
12	2708	572	342	513	62	4199
13	2648	569	376	463	69	4130
14	2593	543	367	459	53	4020
15	2574	550	365	417	47	3964
16	2493	505	320	512	66	3903
17	2455	566	344	472	54	3902
18	2182	447	289	419	67	3413
Total	48817	10700	5779	8318	1151	74889
%	65.19	14.29	7.72	11.11	1.54	

General Health

The Census also asked about a person's assessment of the general state of their health from very good to very bad. This assessment is not based on a person's health over any specified period. Parents were also asked about the general health of their children, and this can be broken down by age group.

Table 79: General Health by ageSource :2021 Census Custom Table - <https://api.beta.ons.gov.uk/v1/datasets/create/filter-outputs/16db00d4-48a3-498f-94e5-23290eed8c2d>

Age	Bad or very bad health	Fair health	Bad/Fair	%	Very good or good health	Grand Total
Aged 1 year	18	55	73	1.96	3658	3731
Aged 2 years	23	69	92	2.55	3513	3605
Aged 3 years	18	83	101	2.74	3584	3685
Aged 4 years	20	57	77	1.98	3816	3893
Aged 5 years	29	85	114	2.97	3726	3840
Aged 6 years	24	80	104	2.58	3931	4035
Aged 7 years	37	76	113	2.78	3956	4069
Aged 8 years	31	100	131	3.10	4089	4220
Aged 9 years	28	101	129	3.02	4141	4270
Aged 10 years	23	93	116	2.75	4101	4217
Aged 11 years	25	118	143	3.37	4106	4249
Aged 12 years	25	125	150	3.57	4048	4198
Aged 13 years	23	109	132	3.19	4000	4132
Aged 14 years	32	110	142	3.53	3878	4020
Aged 15 years	32	142	174	4.39	3790	3964
Aged 16 years	58	147	205	5.25	3697	3902
Aged 17 years	40	164	204	5.23	3694	3898
Aged 18 years	42	171	213	6.24	3201	3414
Total	528	1885	2413		68929	71342

96% of young people 18 or under reported their general health to be very good, with 3.4% of residents stating that the general health was bad or fair. In the 18 and under cohort general health seemed to be linked to age, with older children reporting bad or fair levels of general health.

Disability

People who assessed their day-to-day activities as limited by long-term physical or mental health conditions or illnesses are considered disabled. This definition of a disabled person meets the harmonised standard for measuring disability and is in line with the Equality Act (2010). The table below displays this by age cohort for young people. 6.6% of all young people in Bolton have a disability and this also tends to increase in number with the age of the child.

Table 80: Disability by ageSource:2021 Census Custom table - <https://api.beta.ons.gov.uk/v1/datasets/create/filter-outputs/217f37ac-67a1-431f-b0c0-5dc288f7b743>

Age	Disabled under the Equality Act	%	Not disabled under the Equality Act	Grand Total
Aged 1 year	55	1.47	3676	3731
Aged 2 years	101	2.80	3504	3605
Aged 3 years	163	4.42	3523	3686
Aged 4 years	153	3.93	3740	3893
Aged 5 years	207	5.39	3633	3840
Aged 6 years	227	5.63	3808	4035
Aged 7 years	258	6.34	3811	4069
Aged 8 years	264	6.26	3956	4220
Aged 9 years	296	6.93	3974	4270
Aged 10 years	273	6.47	3944	4217
Aged 11 years	298	7.01	3951	4249
Aged 12 years	338	8.05	3861	4199
Aged 13 years	307	7.43	3824	4131
Aged 14 years	305	7.59	3715	4020
Aged 15 years	376	9.48	3589	3965
Aged 16 years	390	9.99	3512	3902
Aged 17 years	353	9.06	3545	3898
Aged 18 years	335	9.81	3081	3416
Total	4699		66647	71346

It is also possible to look at disability by ethnic group and the table below displays this by broad categories. Disabilities is the highest in the White population with 8.1% of children under 18. Children of Asian and Black heritage have 3.7% and 3.5% respectively in their cohorts. Those of mixed heritage display a higher figure for the cohort of 6.7% and although the Travelling and Roma communities are small, they display a figure of just over 6%.

Table 81: Disability by age and Ethnic GroupSource:2021 Census Custom table - <https://api.beta.ons.gov.uk/v1/datasets/create/filter-outputs/538676cb-0992-48f4-8e4d-50a0d73dc5ab>

Age	Asian Heritage	Black	Mixed	Other	Arab	White	Travel/Roma	Irish	Other White
0	21	1	1	0	0	18	0	0	1
1	12	2	3	0	0	37	0	0	1
2	22	3	9	0	1	68	0	0	0
3	21	6	10	4	1	108	11	0	2
4	29	9	13	2	0	100	0	0	0
5	41	14	17	6	3	122	0	0	3
6	38	12	17	4	2	148	0	0	6
7	55	14	17	4	2	164	0	0	2
8	44	12	16	8	1	179	0	0	3
9	61	8	13	3	2	206	1	1	3
10	33	11	14	5	0	204	1	1	4
11	40	8	18	3	1	223	3	0	1
12	47	14	8	4	1	258	0	1	4
13	47	11	16	5	1	223	1	0	1
14	42	11	9	2	1	234	2	1	4
15	62	6	15	4	2	281	0	0	3
16	55	19	28	5	0	274	0	1	6
17	51	9	15	2	3	266	1	0	6
18	59	5	11	1	2	250	1	0	3
Total	780	175	250	62	23	3363	21	5	53
Total Pop	20840	4966	3745	1258	690	41337	347	53	1653
% Total Pop	3.74	3.52	6.68	4.93	3.33	8.14	6.05	9.43	3.21

Religion

The 2021 Census asked what religion people connect or identify with (their religious affiliation), whether they practise or have belief in it. This question was voluntary and includes people who identified with one of 8 tick-box response options, including "No religion", alongside those who chose not to answer this question. The table below displays the religion of the 0 -18-year-old cohort (as answered by their parents). At 34% identifying as a Christian was the most dominate repose, closely followed by being a Muslim at 31%. Significantly 27% said they had no religion.

Therefore, if we look at religion across the cohort and remove those who have no religious belief, 48% of young people defined themselves as Christian and significantly 42% identify as Muslims.

Table 82: Religion by Age

Source: 2021 Census Custom table - <https://api.beta.ons.gov.uk/v1/datasets/create/filter-outputs/56b02de5-62d9-4e74-a205-f03b113aeb4c>

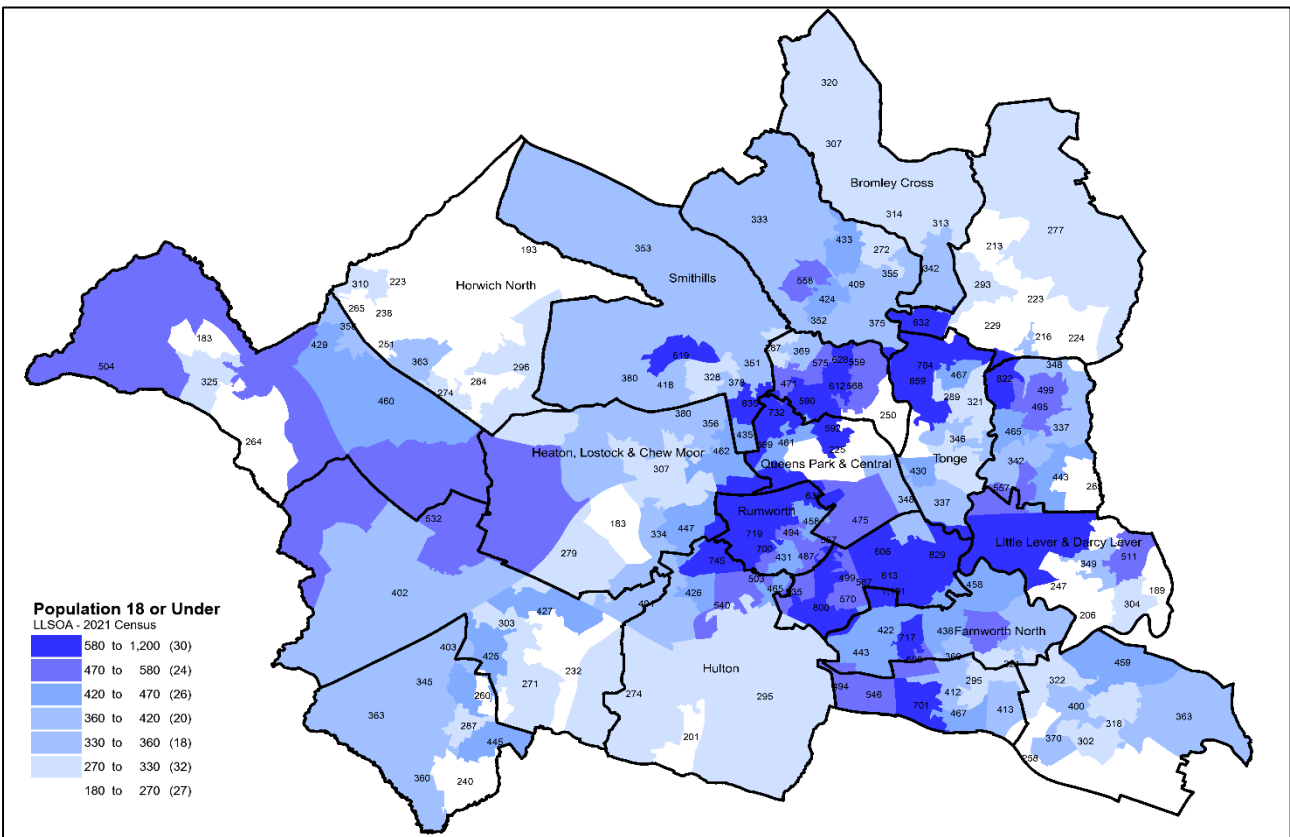
Age	Buddhist	Christian	Hindu	Jewish	Muslim	No religion	Not answered	Other religion	Sikh	Total
0	5	814	48	0	1251	1186	232	4	0	3540
1	4	945	42	0	1325	1198	210	4	3	3731
2	1	997	46	1	1237	1134	172	9	2	3599
3	4	1124	64	0	1163	1135	192	3	0	3685
4	5	1271	55	0	1262	1088	205	4	4	3894
5	3	1308	71	0	1202	1060	187	4	6	3841
6	6	1459	67	0	1243	1065	185	8	3	4036
7	4	1443	76	0	1304	1026	203	7	6	4069
8	3	1522	65	1	1313	1115	192	4	5	4220
9	4	1623	55	0	1271	1118	183	11	5	4270
10	3	1608	59	1	1306	1047	187	4	0	4215
11	4	1686	61	1	1275	1031	181	9	0	4248
12	6	1657	69	1	1232	1024	197	11	2	4199
13	5	1515	69	0	1256	1086	192	7	3	4133
14	5	1601	38	2	1125	1046	198	4	1	4020
15	2	1471	62	1	1144	1092	185	6	1	3964
16	3	1487	60	2	1141	1034	170	5	0	3902
17	6	1355	55	1	1153	1118	194	12	4	3898
18	0	1158	69	0	996	1015	159	7	6	3410
Total	73	26044	1131	11	23199	20618	3624	123	51	74874
%	0.10	34.78	1.51	0.01	30.98	27.54	4.84	0.16	0.07	

Location

Map 25 below displays the location of residents 18 or under by LLSOA and electoral ward. Great Lever has the highest concentration of young people within the borough. One central LLSOA in the ward centred on Green street has a population of 1,191, which is significant given the average for the borough is 427.

Map 25: Population 18 or under Bolton

Source: 2021 Census Custom table - <https://api.beta.ons.gov.uk/v1/datasets/create/filter-outputs/a941c805-a647-4d06-89d1-e80b6bfa>



Rumworth and Tonge north also have significant clusters of young people, so to, does the north of Queens Park ward and southern Halliwell. There are also distinct cluster in Johnson Fold and the New Bury area of Farnworth South.

Small Scale Populations

An initial set of small-scale population data has been released by the ONS and it is shown in the table below. Violent crime although common amongst most communities can have a cultural dimension and for any interventions to be effective this must be considered. It is also important to look at the age dimension within these communities, and it is clear to see from the table below that many of these populations are significantly skewed towards the 0 – 24-age cohort. This is most notable with the Somali and Afghan populations.

Table 83: Small scale population

Source: Nomis - [Small Population - 2021 Census - Nomis - Official Census and Labour Market Statistics \(nomisweb.co.uk\)](https://nomisweb.co.uk)

Age	Somali	Romanian	Kurdish	Polish	Filipino	Afghan	Sri Lankan	Turkish
Aged 4 years and under	220	86	118	84	8	133	41	23
Aged 5 to 9 years	273	53	184	120	10	126	49	11
Aged 10 to 14 years	249	39	116	139	20	127	47	22
Aged 15 to 19 years	281	84	56	108	22	73	23	19
Aged 20 to 24 years	201	42	42	99	18	46	9	17
Aged 25 to 29 years	100	75	58	154	26	73	6	15
Aged 30 to 34 years	113	101	107	221	41	82	30	19
Aged 35 to 39 years	103	103	134	273	22	80	38	32
Aged 40 to 44 years	71	39	120	194	22	44	40	34
Aged 45 to 49 years	67	28	66	126	34	36	18	39
Aged 50 to 54 years	76	16	19	74	36	20	10	9
Aged 55 to 59 years	52	16	7	56	18	8	10	11
Aged 60 to 64 years	26	6	8	39	14	6	6	5
Aged 65 to 69 years	11	4	2	28	8	6	5	2
Aged 70 to 74 years	3	2	0	13	4	6	7	0
Aged 75 to 79 years	3	0	1	4	1	0	2	1
Aged 80 to 84 years	3	1	1	3	0	0	1	0
Aged 85 years and over	0	0	0	10	0	0	1	0
Total	1852	695	1039	1745	304	866	343	259
Total Aged 0 -24	1224	304	516	550	78	505	169	92
% of total age group	66.09	43.74	49.66	31.52	25.66	58.31	49.27	35.52

Free School Meals

The table below displays the number of pupils in the different educational settings within Bolton that are eligible for free school meals in 22/23. In total 25.4% of all pupils are eligible. In terms of ethnicity of pupils this breaks down to 54.8% being White British, 40% from an ethnic background, with 11.5% of Pakistani heritage and 11% black.

Table 84: Free School Meals⁶⁰

Source: Gov.uk – Custom Tables Education Statistics

Grouping	FSM	Total Pupils	% of Pupils
State-funded nursery	2	291	2.47
State-funded primary	7448	30336	25.71
State-funded secondary	5730	21813	27.72
State-funded special school	380	855	44.44
Total	13560	53295	

Child First Approach.

A Child First approach recognises that children are different to adults. That they have different needs and vulnerabilities, and they should not be treated in the same way. For this reason, this strategic need assessment considers serious youth violence separately to adults.

The four tenants of a Child First Approach:

1. Prioritise the best interests of children and recognising their needs, capacities, rights and potential. All work is child-focused, developmentally informed, acknowledges structural barriers and meets responsibilities towards children.
2. Promote children's individual strengths and capacities to develop their pro-social identity for sustainable desistance, leading to safer communities and fewer victims. All work is constructive and future-focused,

⁶⁰ <https://explore-education-statistics.service.gov.uk/data-tables/school-pupils-and-their-characteristics/2022-23?subjectId=ff662bbe-6114-4366-a647-08db5b647393#filtersForm-indicators>

built on supportive relationships that empower children to fulfil their potential and make positive contributions to society.

3. Encourage children’s active participation, engagement, and wider social inclusion. All work is a meaningful collaboration with children and their carers.
4. Promote a childhood removed from the justice system, using pre-emptive prevention, diversion and minimal intervention. All work minimises criminogenic stigma from contact with the system.

What is Youth Violence?

Youth violence is understood as violence either against or committed by a child or adolescent. It can have a devastating impact on young victims, their families and communities and can have serious and lasting effects on a young person's physical, mental, and social health. There are various definitions of youth violence, but the thing they all highlight as key is the age of those involved and the severity of the offence.

Youth violence is the intentional use of physical force or power to threaten or harm others. It can include fighting, bullying, threats with weapons, and gang-related violence. A young person can be involved with youth violence as a victim, offender, or witness. Serious Youth Violence can be defined as 'any offence of most serious violence or weapon enabled crime, where the victim is aged 1-19', i.e., murder, manslaughter, rape, wounding with intent and causing grievous bodily harm '.

For the purposes of this needs assessment, we have considered:

- The perception and experiences of young people in Bolton in relation to violence
- The involvement of young people in violence as both a victim and perpetrator
- Child Criminal exploitation including County Lines
- Risk and Protective factors for young people

Juvenile Offenders

When it comes to the profile of a juvenile offender in Bolton, certain characteristics and risk factors have been observed. It's important to remember that everyone is unique, and not all juvenile offenders fit this profile. However, here are some common factors associated with juvenile offenders:

1. **Age:** Juvenile offenders are individuals who are under the age of 18 and have committed an offense. Within this age group, most juvenile offenders tend to be older adolescents, typically between the ages of 15 and 17.
2. **Gender:** Male juveniles are more likely to be involved in criminal activities compared to their female counterparts. However, it's important to note that there are also female juvenile offenders, although they generally represent a smaller proportion.
3. **Socioeconomic background:** Juvenile offenders can come from various socioeconomic backgrounds. However, research suggests that a significant number of juvenile offenders may come from disadvantaged backgrounds, with factors such as poverty, family instability, low parental involvement, and lack of educational opportunities increasing the risk of delinquency.
4. **School attendance and educational attainment:** Juvenile offenders often face challenges related to education. They may have a history of poor school attendance, academic struggles, and low educational attainment. Difficulties in school can contribute to a sense of disconnection, frustration, and an increased likelihood of engaging in delinquent behaviour.
5. **Peer influence:** Peer relationships play a crucial role in the lives of juvenile offenders. Some juveniles may be influenced by peers involved in delinquent activities, seeking acceptance, or engaging in risk-taking behaviour due to peer pressure.
6. **Substance abuse:** Substance abuse is a significant risk factor associated with juvenile offending. Some juvenile offenders may have a history of drug or alcohol misuse, and substance abuse can contribute to their involvement in criminal activities.
7. **Family factors:** Family dynamics and factors within the household can influence a juvenile's likelihood of engaging in delinquent behaviour. These factors can include a history of family conflict, parental substance abuse, neglect or abuse, parental criminality, or lack of parental supervision and support.

GMP Juvenile Offenders

4,244 offences were recorded in 22/23 relating to offences committed by juveniles⁶¹ where a suspect had been identified. This related to 3,454 crimes as it is common that multiple suspects are identified for each unique crime. This equates to 19% of all crimes across all age groups where an offender had been identified. A total of 2,006 unique offenders have been identified within this dataset. 39% (787) were multiple offenders, with 44 young people representing 2.2% of the cohort committing 10 crimes or more within the year.

Table 85: Juvenile offenders

Source: GMP Offender data set

Age	Count	%
5 or Under	9	0.21
6	7	0.16
7	31	0.73
8	32	0.75
9	35	0.82
10	80	1.89
11	155	3.65
12	323	7.61
13	583	13.74
14	655	15.43
15	657	15.48
16	536	12.63
17	575	13.55
18	565	13.31
Grand Total	4244	

70% of all juvenile offenders where a sex was provided were male and 28% female. It is possible to identify ethnicity of 67% of the sample. In terms of ethnicity 65% of offenders self-identified as white British. The most prominent ethnic group was those of Pakistani heritage at 2.7%, closely followed by Black African at 2.5%. The figures show a slightly different picture when using the Police defined ethnicity data. 5.5% were identified as Asian (higher than the self-defined figures) and 5.5% were identified as Black.

Table 86: Juvenile offenders – Ethnicity Self Defined and Police Defined

Source: GMP Offender data set

Ethnic Origin - Self Defined	Count	%	Police Defined Ethnicity	Count	%
Asian - Any Other Asian Background	58	1.56	Asian	212	5.49
Asian - Indian	9	0.24	Black	212	5.49
Asian - Pakistani	99	2.66	Chinese, Japanese, or South Asian	4	0.10
Black - African	94	2.53	Middle Eastern	19	0.49
Black - Any Other Black Background	67	1.80	not recorded/not known	961	24.90
Black - Caribbean	20	0.54	White - North European	2419	62.68
Mixed - Any Other Mixed Background	22	0.59	White - South European	32	0.83
Mixed - White and Asian	19	0.51	Grand Total	3859	
Mixed - White and Black African	1	0.03			
Mixed - White and Black Caribbean	12	0.32			
Not Provided	586	15.77			
Not Stated	256	6.89			
Other - Any Other Ethnic Group	15	0.40			
White - Any Other White Background	44	1.18			
White - British	2407	64.79			
White - Irish	6	0.16			
Total	3715				

Crimes

Table x below displays all crimes committed by juvenile in the last year where a suspect has been identified. At 19.7% violence without injury was the most common crime followed by stalking and harassment at 16.9%. Public order offences and criminal damage were also prevalent.

Table 86: Juvenile offenders – Crimes committed.

Source: GMP Offender data set

Crimes	Count	%
All other theft offences	94	2.25

⁶¹ Defined for this analysis as 18 or under.

Bicycle theft	9	0.22
Business and community burglary	45	1.08
Criminal damage and arson offences	365	8.75
Fraud	23	0.55
Miscellaneous crimes against society	188	4.51
Other sexual offences	202	4.84
Possession of drugs	106	2.54
Possession of weapon offences	96	2.30
Public order offences	488	11.70
Rape	76	1.82
Residential burglary	106	2.54
Robbery of business property	1	0.02
Robbery of personal property	95	2.28
Shoplifting	79	1.89
Stalking and harassment	704	16.87
Theft from the person	12	0.29
Trafficking of drugs	45	1.08
Vehicle offences	130	3.12
Violence with injury	488	11.70
Violence without injury	820	19.65
Grand Total	4172	

Juvenile Offender – Violent Crime

3,121 offences where a suspect had been identified related to violent crime. This equated to 2,601 violent crimes committed by 1,603 offenders as it is common that multiple suspects are identified for each unique crime. At 74% of the total crimes recorded based on an identified juvenile suspect this is significant. Table 87 below displays all the violent crimes committed based on the wider definition of the Home Office classification. 23% of crimes recorded relate to common assault and battery, at further 11.8% to assault causing actual bodily harm. Malicious communication also is common at 9% of all crimes.

Prolific Offenders

44 individuals have been responsible for 723 crimes. Therefore 2.3% of young people have been responsible for 21%⁶² of all recorded crime with a suspect identified. To put that in context 97.8% of offenders are responsible for 79% of crimes.

In terms of violent crimes 20 offenders have been responsible for 310 crimes. Therefore 1.2% of juvenile violent crime offenders have been responsible for 12% of all violent crimes recorded with a suspected identified. This is significant as it seems that committing violent crime as a juvenile is more widespread across the population than all crime.

Although not relevant to the analysis in anyway the table below displays the top 10 forenames of juvenile offenders within Bolton and is added to this assessment merely because we can.

Table 87: Juvenile offenders by top 10 forename

Source: GMP Offender data set

Forename	Count	%
Joshua	90	0.21
Harley	84	0.20
Brandon	66	0.16
Lewis	64	0.15
Thomas	54	0.13
Jayden	52	0.12
Daniel	50	0.12
Mason	47	0.11
Jack	46	0.11
Jordan	45	0.11

⁶² Based on unique crimes – 3,454 rather than the number of offenders 4,244

Table 88: Juvenile offenders – Crimes committed – HO Classification

Source: GMP Offender data set

Crime	Count	%
Affray	22	0.70
Assault occasioning actual bodily harm	370	11.86
Assault of a female child under 13 by penetration	4	0.13
Assault by penetration	18	0.58
Assault on a constable/Emergency worker	48	1.54
Attempted murder	3	0.10
Breach of order	2	0.06
Carrying a loaded or unloaded or imitation firearm or air weapon in public place.	1	0.03
Carrying loaded firearm or any other firearm	2	0.06
Cause GBH with intent to resist/prevent arrest	2	0.06
Cause or incite the sexual exploitation of a child - Child under 13	1	0.03
Causing a child to watch a sexual act	10	0.32
Causing a person to engage in sexual activity without consent - Male person	1	0.03
Causing danger to road-users	2	0.06
Causing intentional harassment, alarm, or distress	242	7.75
Causing or inciting a child to engage in sexual activity	15	0.48
Common assault and battery	730	23.39
Cruelty to and neglect of children	1	0.03
Disclose or threats to disclose private sexual photographs / film with intent to cause distress	10	0.32
Engage in controlling/coercive behaviour in an intimate / family relationship.	17	0.54
Engage in sexual communication with a child	6	0.19
Exposure	7	0.22
Fear or provocation of violence	108	3.46
Harassment, alarm, or distress	259	8.30
Having an article with a blade or point in a public place	24	0.77
Having possession of a controlled drug	104	3.33
Hold person in slavery or servitude/Kidnapping	2	0.06
Import prohibited weapons / ammunition with intent to evade a prohibition / restriction	3	0.10
Malicious Wounding: - wounding or inflicting grievous bodily harm	13	0.42
Meeting a female child following sexual grooming etc.	1	0.03
Non-fatal strangulation and suffocation	12	0.38
Owner or person in charge allowing dog to be dangerously out of control	4	0.13
Possess a psychoactive substance with intent to supply	1	0.03
Possessing firearm or imitation firearm with intent to cause fear of violence	5	0.16
Possessing or distributing prohibited weapons or ammunition	1	0.03
Possession of a controlled drug with intent to supply	42	1.35
Possession of an offensive weapon in a private place	6	0.19
Possession of offensive weapon without lawful authority or reasonable excuse	18	0.58
Production of a cannabis plant	2	0.06
Pursue a course of conduct in breach of S1 (1) which amounts to stalking	11	0.35
Putting people in fear of violence	97	3.11
Racially or Religiously Aggravated assault occasioning actual bodily harm	54	1.73
Rape of a female aged 16 or over	18	0.58
Rape of a female aged under 16	39	1.25
Rape of a female child under 13 by a male	13	0.42
Rape of a male child	5	0.16
Robbery - personal	88	2.82
Sending letters etc with intent to cause distress or anxiety	286	9.16
Sexual activity with a child under 13	3	0.10
Sexual activity with a child under 16	71	2.27
Sexual assault of a child	32	1.03
Sexual assault on a female	51	1.63
Sexual assault on a male	11	0.35
Stalking involving fear of violence	45	1.44
Threaten a person with offensive weapon	35	1.12
Threats to Kill	29	0.93
Unlawful importation of a drug controlled under the Misuse of Drugs Act 1971 - Class B	2	0.06
Violent disorder	19	0.61
Voyeurism	7	0.22
Wounding with intent to do grievous bodily harm	82	2.63
Total	3121	

Outcomes

In terms of outcomes for juvenile violent crime offenders 48% of crimes where a suspect has been identified the victim does not support prosecution. A further 20% of crimes had insufficient evidence to proceed.

Table 89: Juvenile offenders – Outcomes

Source: GMP Offender data set

Outcome	Count	%
Adult Caution	14	0.45
Cannabis Warning	2	0.06
Charge	97	3.11
Decision Pending	336	10.77
Diversionary, Educational, Intervention complete. Further action not in public interest	33	1.06
Eliminated	11	0.35
Evidential Difficulties Victim Based - No Suspect Identified	4	0.13
Further Invest Not in Public Interest	117	3.75
Investigation Complete - No Suspect Identified	5	0.16
Locate Trace	86	2.76
Missing Value	79	2.53
Named Suspect U10 Yrs	48	1.54
Outcome 20 - Referred to Other Agency	12	0.38
Prosecution Not in Public Interest	18	0.58
Prosecution Time Limit Expired	4	0.13
Refer To Pnc	20	0.64
Restorative Justice	74	2.37
Summons	4	0.13
Suspect Identified-Insufficient Evidence CPS	625	20.03
Suspect Identified-Victim Does not Support	1509	48.35
Youth Caution	23	0.74
Grand Total	3121	

Adult/Juvenile Serious Violent Crime Comparisons

Table 90 below displays the counts of serious violent crimes where there is a juvenile as a suspect. At 26% violence without injury is the most common crime, followed by stalking and harassment at 22%. The table also shows a comparison against adult serious violent crime offenders. Violence without injury, other sexual offences, robbery of personal property, possession of weapons are prevalent in the juvenile cohort. Stalking and harassment and public order offences tend to be more prevalent in the adult offender cohort.

Table 90: Juvenile serious crime offenders

Source: GMP Offender data set

Crimes	Juvenile	% Juvenile	Adult	% of Adult	Difference
Other sexual offences	201	6.44	314	2.21	4.23
Robbery of personal property	95	3.04	110	0.77	2.27
Possession of weapon offences	96	3.08	271	1.91	1.17
Violence without injury	820	26.28	3629	25.52	0.76
Rape	76	2.44	247	1.74	0.70
Possession of drugs	106	3.40	419	2.95	0.45
Violence with injury	488	15.64	2165	15.23	0.42
Death or serious injury caused by unlawful driving	0	0.00	11	0.08	-0.08
Robbery of business property	1	0.03	20	0.14	-0.11
Trafficking of drugs	45	1.44	291	2.05	-0.60
Public order offences	488	15.64	2512	17.67	-2.02
Stalking and harassment	704	22.56	4231	29.75	-7.19
Grand Total	3120		14220		
					More prevalent within the juvenile cohort of offenders
					More prevalent within the adult cohort of offenders

Stalking and harassment

The table below displays a comparison between adult and juvenile offenders for the specific Home Office codes that comprise stalking and harassment offences. General harassment offences are more common in the juvenile population by a factor of more than 10%. These tend to relate to offence MO shown below.

- *Group of offenders attend shop banging on window with a stick, offenders then return and enter shop running round the island then running out, they return 4 times causing annoyance to a/p.*

- *My son has been receiving threats from a child at school, but other children have also been attacked by this said child, so I'm extremely concerned.*
- *He keeps harassing me and the police have tried contacting me, but I was scared to pick up and my mental health has gone worse.*

A brief analysis of the MO field does highlight that many of the generic harassment offences are in fact social media and digitally based, so this would therefore suggest it is a much more significant issue within the juvenile population.

Table 91: Juvenile serious crime offender, stalking and harassment – compared with the adult cohort.

Source: GMP Offender data set

Stalking and harassment	Juvenile	%	Adult	%	Diff
Harassment	232	32.95	899	21.25	11.71
Putting people in fear of violence	97	13.78	174	4.11	9.67
Sending letters with intent to cause distress anxiety	286	40.63	1537	36.33	4.30
Disclose or threats to disclose sexual photographs	10	1.42	37	0.87	0.55
Racially/Religiously Agg. Stalking with fear of violence	1	0.14	4	0.09	0.05
Harassment etc. of a person in his home	2	0.28	15	0.35	-0.07
Racially or Rel aggravated Stalking without violence	4	0.57	29	0.69	-0.12
Breach of conditions of injunction against harassment			15	0.35	-0.35
Stalking involving fear of violence	19	2.70	218	5.15	-2.45
Breach of a restraining order	1	0.14	119	2.81	-2.67
Breach of S1 (1) which amounts to stalking	11	1.56	326	7.71	-6.14
Engage in controlling/coercive behaviour	15	2.13	379	8.96	-6.83
Stalking involving serious alarm/distress	26	3.69	479	11.32	-7.63
Total	704		4231		
		More prevalent within the juvenile cohort of offenders			
		More prevalent within the adult cohort of offenders			

Victims of crime

4,237 crimes were reported in 22/23 that had a young person (or multiple young people) attached as a victim. 97% of these crimes had an accurate crime value and can be used in the analysis, they related to 3,029 unique young people, with 706 (23%) being a victim multiple times within the year. The table below displays the age cohort of these victims up to 18 years old. The prominent age group was 14- 15 years old, with 23% as a victim. 53% of these victims were female.

Table 92: Victims of crime- Young People

Source: GMP Victims dataset

Age	Count	%
0	27	0.64
1	18	0.42
2	29	0.68
3	31	0.73
4	43	1.01
5	45	1.06
6	77	1.82
7	88	2.08
8	72	1.70
9	105	2.48
10	154	3.63
11	241	5.69
12	391	9.23
13	526	12.41
14	516	12.18
15	498	11.75
16	425	10.03
17	449	10.60
18	502	11.85
Total	4237	

Crimes

In terms of total crimes 4,237 had a victim attached and a small proportion of these had some missing values. 25% were victims of violence without injury, 19% of stalking and harassment and 17% of violence with injury. Table 93 below displays the total juvenile crimes based on the crime tree level 4 definition. In terms of a comparison with the adult

victim cohort violence with injury is only 15%. It seems that violence with injury is a most significant crime relating to juveniles.

Table 93: Young People – crime victim type

Source: GMP Victims dataset

Crimes	Count	%
All other theft offences	129	3.04
Bicycle theft	33	0.78
Criminal damage and arson offences	47	1.11
Fraud	7	0.17
Miscellaneous crimes against society	59	1.39
Other sexual offences	442	10.43
Possession of weapon offences	45	1.06
Public order offences	406	9.58
Rape	160	3.78
Residential burglary	22	0.52
Robbery of business property	2	0.05
Robbery of personal property	78	1.84
Stalking and harassment	827	19.52
Theft from the person	29	0.68
Vehicle offences	26	0.61
Violence with injury	734	17.32
Violence without injury	1067	25.18
Missing Value	124	2.93
Total	4237	

Victims of violent crimes

3,761 crimes with a victim attached related to violence. This equate to 91% of all young people who were involved in a violent offence. Table 94 below displays the crime type relating to juvenile victims based on the more detailed Home Office classification. 21.5% of victims were involved in common assault. 11% were a victim of malicious communication. 6% were a victim of sexual assault, and 5% were victims of cruelty and neglect with these crimes relating to 120 children under 10 and 71, from 13 – 18.

Table 94: Young People – crime victim type

Source: GMP Victims dataset

Crime	Count	%
Abduction	6	0.16
Abuse of position of trust	3	0.08
Administering a substance with intent	5	0.13
Arrange / facilitate the rape / assault by penetration of a child under 13	2	0.05
Arranging or facilitating the sexual exploitation of a child	7	0.19
Attempted murder	2	0.05
Attempted rape	4	0.11
Breach of non-molestation order	1	0.03
Care workers ill-treat /wilfully neglect an individual	1	0.03
Cause or Allow a Child or Vulnerable Adult to Suffer Serious Physical Harm	1	0.03
Causing a child to watch a sexual act	18	0.48
Causing danger to road-users	1	0.03
Causing intentional harassment, alarm, or distress	243	6.46
Causing or inciting a child to engage in sexual activity	69	1.83
Committing or conspiring to commit, an act outraging public decency	1	0.03
Common assault and battery	807	21.46
Cruelty to and neglect of children	192	5.11
Disclose or threats to disclose private sexual photographs / film with intent to cause distress	8	0.21
Engage in controlling/coercive behaviour in an intimate / family relationship.	28	0.74
Engage in sexual communication with a child	26	0.69
Engaging in sexual activity in the presence of a child	3	0.08
Excise, infibulate, aid, abet, counsel	1	0.03
Exposure	15	0.40
False imprisonment	2	0.05
Fear or provocation of violence	112	2.98
Forced Marriage Offences	1	0.03
Harassment	222	5.90

Having an article with a blade or point in a public place	2	0.05
Hold person in slavery or servitude	10	0.27
Kidnapping	7	0.19
Malicious Wounding: - wounding or inflicting grievous bodily harm	15	0.40
Meeting a female child following sexual grooming etc.	4	0.11
Non-fatal strangulation and suffocation	15	0.40
Owner or person in charge allowing dog to be dangerously out of control in any place	34	0.90
Pursue a course of conduct in breach of S1 (1) which amounts to stalking	13	0.35
Putting people in fear of violence	89	2.37
Racially or Religiously Aggravated	61	1.62
Rape	156	4.15
Require person to perform forced or compulsory labour	9	0.24
Robbery	77	2.05
Sending letters etc with intent to cause distress or anxiety	417	11.09
Sexual activity with a child	21	0.56
Sexual assault	223	5.93
Stalking involving fear of violence	22	0.58
Stalking involving serious alarm/distress	36	0.96
Threaten a person with a weapon	45	1.20
Threats to Kill	18	0.48
Violent disorder	1	0.03
Voyeurism	8	0.21
Wounding with intent to do grievous bodily harm	92	2.45
Grand Total	3761	

17% of juvenile victims of violent crime had a domestic abuse element, with 4% relating to sexual exploitation. In terms of victim outcomes 34% of victims where a suspect had been identified did not support taking the case forward. 18% of crimes with a suspect identified went no further due to insufficient evidence.

IYSS Profile

The Complex Safeguarding and Youth Justice Team is a multi-agency team made up of representatives of the Police, the Probation Service, Social Services, Education, and the Health Service. They carry out a comprehensive assessment of young offenders to find out the reasons for their offending behaviour and decide the level of risk of their reoffending. This enables the Complex Safeguarding and Youth Justice Team to identify suitable programmes to deal with the offending behaviour, with the aim of preventing further offending.

Data provided by the Youth Justice Service (YJS) for 22/23 identified 122 Individual cases based on the IYSS data set for young people who have been involved in a serious violent crime⁶³. The largest percentage of the sample were 16 years old with 70% being in the age range of 16 – 18 years old. 80% of the clients were male with 0.8% defining themselves as transgender. Table 95 below displays the cohort by ethnicity. The largest proportion of YJS clients define themselves as White British and the largest ethnic group were clients of a Pakistani heritage.

The table also displays the ethnic make up of the whole population of residents under 24 years old within the borough based on the 2021 Census. Utilising this data, it is possible to see if any group is under or overrepresented in the YJS case load. At 64% the White British cohort is overrepresented in the sample by 8%. Clients of Black origin are also overrepresented in the data by 2.5%. Significantly, clients of Indian origin are underrepresented by 9% in terms of YJS clients.

Table 95: IYSS Cohort – Ethnicity

Source: IYSS Data and 2021 Census data

Ethnicity	Count	%	% under 24 Pop	Difference	Representation
Asian or Asian British - Indian	1	0.82	9.9	-9.08	Under
Asian or Asian British - Other Asian	1	0.82	1.53	-0.71	Under
Asian or Asian British - Pakistani	8	6.56	14.6	-8.04	Under
Black or Black British - African	7	5.74	5.16	0.58	Over
Black or Black British - Other Black	3	2.46	1.12	1.34	Over
Mixed - Other Mixed	6	4.92	0.86	4.06	Over
Mixed - White and Asian	3	2.46	1.74	0.72	Over
Mixed - White and Black Caribbean	2	1.64	1.09	0.55	Over
Other Ethnic Group - Any Other	3	2.46	1.64	0.82	Over
White - British	79	64.75	56.48	8.27	Over
White - Other White	4	3.28	2.32	0.96	Over

⁶³ Crime types as defined on the IYSS system. Arson, Breach of statutory order, death or injury by driving, drugs, other offences, public order/racially aggravated, robbery, sexual offences, and violence against the person.

Unknown	5	4.10		
Total	122			

The table below displays the offences relating to the sampled YJS clients. As the data set is based on those in service for 22/23 as expected it shows the highest crime values. It is significant to note that many of these clients have offending histories going back to 2016. Although these clients were sampled based on serious violent crimes, much of their previous offending behaviour relates to offences of a non-violent nature. Based on all reported crimes 27% relate to serious violence offences since 2016 and 50% of 20/23.

Table 96: IYSS Cohort – Offences by year

Source: IYSS Data

YJB Offence Category	2016	2017	2018	2019	2020	2021	2022	2023	Total
Arson			2			1	1		4
Breach Of Bail				7	15	2	33	5	62
Breach Of Conditional Discharge						2			2
Breach Of Statutory Order			1	1	3	12	18	4	39
Criminal Damage	1	4		8	2	6	23	3	47
Death Or Injury By Dangerous Driving						1			1
Domestic Burglary		1			2	3	13		19
Drugs				1		7	17	4	29
Fraud And Forgery						2	6		8
Motoring Offences				2	3	17	28		50
Non-Domestic Burglary	1		1		2	3	7		14
Other				2		1	10	3	16
Public Order				14	2	6	12	10	44
Racially Aggravated					9	4	2		15
Robbery					7	2	12		21
Sexual Offences		1	1	11	12	5	9		39
Theft And Handling Stolen Goods		1			6	20	39	2	68
Vehicle Theft / Unauthorised Taking		3	3	1	14	13	57	1	92
Violence Against The Person		7	1	15	15	44	87	22	191
Grand Total	2	17	9	62	92	151	374	54	761

ETE status

In terms of education, training, and employment the table below displays the details for the cohort. 30% of all clients are still at school, with 23% at an alternative provision. Almost 15% of the sample are not in education, training, or employment.

Table 97: ETE

Source: IYSS Data

ETE	Count	%
Apprenticeships	3	
At School	40	30.77
At School Alternative Provision	31	23.85
Custodial institution (juvenile offender)	2	1.54
DTO Training Unit (Post 16)	4	3.08
Employed (Working FT/PT)	6	4.62
ESF funded provision	2	1.54
In Further Education (College/University)	16	12.31
Not in ETE	19	14.62
Specialist Training Programme (External Provider)	3	2.31
Withdrawn from School by Parents/Carers	4	3.08
Grand Total	130	

Asset plus

Asset Plus is a comprehensive end-to-end assessment and planning framework for use with children and young people across England and Wales by the Complex Safeguarding and Youth Justice Service (YJS) and the secure estate. It aims to identify strengths, needs, risks and issues and to facilitate the planning of appropriate interventions for young people who have offended or are at risk of offending, both in community and custody.

55 individuals from the serious violence cohort of offenders had an Asset Plus stage assessment. 49% of clients had 1 to 2 assessments within the data and 11% had more than 10, with one individual (Person A) having 29 assessments between 07/18 and 02/23. Young people will have multiple assessment as they move through the service, the analysis below is based on the most current group reconviction scale and risk of harm scores.

Risk

Risk assessment analyses the static and dynamic risk factors relating to reconviction and risk of serious harm. It is a continuous and evolving process. The criminal justice system has defined risk as:

- The risk of reconviction – the probability that an individual will further offend and be convicted of that offence.
- The risk of serious harm – the probability that a future offence will be one of “serious harm”.

The OASys risk assessment tool defines “serious harm” as: “an event which is life threatening and/or traumatic and from which recovery, whether physical or psychological, can be expected to be “difficult or impossible”.

Risk of serious harm has two important dimensions:

- the relative likelihood that an offence will occur and
- the relative impact or harm of the offence

What exactly might happen, to what or whom, under what circumstances, and why. Some crimes (e.g., shoplifting) have relatively little impact or harm but, statistically, are the most common. Others (e.g., homicide) are rare but cause immeasurable harm.

What exactly might happen, to what or whom, under what circumstances, and why. Some crimes (e.g., shoplifting) have relatively little impact or harm but, statistically, are the most common. Others (e.g., homicide) are rare but cause immeasurable harm.

Young people will have multiple assessment as they move through the service, the analysis below is based on the most current group reconviction scale and risk of harm scores.

Young Offender Group Reconviction Scale (YOGRS)⁶⁴

YOGRS is the youth justice system specific version of the Offender Group Reconviction Scale (OGRS). OGRS estimates the probability that offenders with a given history of offending will be re-sanctioned for any recordable offence within two years of sentence, or release if sentenced to custody.

In the youth justice system (YJS), the term sanction is used to refer to convictions and out of court disposals (OCD). Whilst the calculation cannot be defined as absolute for an individual young person, it provides a percentage calculation of reconviction in comparison to a similar cohort.

YOGRS is to be applied to any young person who has received a substantive outcome and requires assessment. It will not be applicable for a young person subject to bail or remand with no previous offending, or for prevention cases, including those who have only received triage outcomes.

The table below displays the YOGRS score for the YJS serious violent crime offenders in 22/23. 55 individuals have the asset scores available. 36% represent a medium risk of re offending with 3.6% a high risk.

Table 98: Young Offender Group Reconviction Scale (YOGRS)

Source: IYSS Data

Score	Level	Count	%
0 - 43%	Low	33	60.00
44 - 76%	Medium	20	36.36
11 - 100%	High	2	3.64
Total		55	

Risk of Serious Harm (ROSH)

Risk assessment analyses the static and dynamic risk factors relating to reconviction and risk of serious harm. It is a continuous and evolving process. The criminal justice system has defined risk as: The risk of reconviction – the probability that an individual will further offend and be convicted of that offence. The risk of serious harm – the probability that a future offence will be one of “serious harm”. The OASys risk assessment tool defines “serious harm” as: “an event which is life threatening and/or traumatic and from which recovery, whether physical or psychological, can be expected to be “difficult or impossible”.

⁶⁴ [FR8445 YOGRS and AssetPlus fact sheet.pdf \(whatdotheyknow.com\)](#)

Risk of serious harm has two important dimensions. The relative likelihood that an offence will occur and the relative impact or harm of the offence. What exactly might happen, to what or whom, under what circumstances, and why. Some crimes (e.g., shoplifting) have relatively little impact or harm but, statistically, are the most common. Others (e.g., homicide) are rare but cause immeasurable harm.

Low risk - There is no evidence at present to indicate any likelihood of future harmful behaviour. This would be the appropriate response if you have answered 'No' to the question 'Are there indications that the young person will engage in future behaviour that will cause serious harm to others?' in section 3.

Medium risk - Some risk identified but the offender is unlikely to cause serious harm unless circumstances change. Relevant issues can be addressed as part of the normal supervision process.

High risk - Risk of harm identified. The potential event could happen at any time and the impact would be serious. Action should be taken soon, and the case will need additional supervision and monitoring (e.g., supervision by middle/senior management, local registration). There may be some hesitation about identifying a young person as high risk because of the practical implications this will have (e.g., s/he will require a more intensive level of supervision). In such cases, it is important that decisions are discussed and shared within teams, not left entirely to individual members of staff.

Very high risk - Imminent risk of harm identified. The young person will commit the behaviour in question as soon as the opportunity arises, and the impact would be serious. Immediate multi-agency action is likely to be required.

The table below displays the ROH harm scores based on the YJS violent crime offenders for 22/23. 43% pose a medium risk, with 32% a high risk and 5% very high.

Table 99: Risk of Serious Harm (ROSH)

Source: IYSS Data

ROSH	Count	
Low	10	18.18
Medium	24	43.64
High	18	32.73
Very High	3	5.45
Grand Total	55	

Risk Profile

What is useful about these two scores is that it allows a detailed profile of young offenders as the Asset data provides a rich amount of information about everyone. By examining the differing risk elements, we can provide a generic profile of those more at risk of reoffending and causing serious harm in terms of violent crime. By identifying the trigger factors this should help with interventions to reduce reoffending and serious risk.

The table below highlights a selection of the risk factors and concerns based on the violent crime cohort at varying levels of risk. The difference column highlights what factors have more impact on offending behaviour.

Table 100: Asset Plus Risks by high and medium scores

Source: IYSS Data

Concerns Asset Plus	High/Very High	%	Low/Medium	%	% Difference
Concerns about Parenting	14	66.67	17	51.52	15.15
Concerns about Accommodation	14	66.67	19	57.58	9.09
Concerns about Behaviour	19	90.48	19	57.58	32.90
Concerns Relations to Others	14	66.67	14	42.42	24.24
Concerns Significant Relationships	13	61.90	20	60.61	1.30
Concerns Speech Language Communication	20	95.24	25	75.76	19.48
Concerns Mental Health	20	95.24	26	78.79	16.45
Concerns Substance Misuse	19	90.48	24	72.73	17.75
Concerns Lifestyle	16	76.19	17	51.52	24.68
Concerns Learning And ETE	13	61.90	11	33.33	28.57
Concerns Risk To Others	21	100.00	32	96.97	3.03
Concerns Safety Wellbeing	21	100.00	32	96.97	3.03
Vulnerable to Criminal Exploitation	14	66.67	16	48.48	18.18
Parental Carer Health or Mental Health	10	47.62	12	36.36	11.26
Concerns Family Behaviour	11	52.38	14	42.42	9.96
Concerns Offence Justification	10	47.62	10	30.30	17.32
Local Offending Patterns	9	42.86	11	33.33	9.52
Concerns Local Issues	10	47.62	15	45.45	2.16
Concerns ETE Other	9	42.86	3	9.09	33.77
	21		33		

A significant risk in offending relates to education, training, and employment, with those offenders being more at risk. Offenders with speech language and communication difficulties are also more at risk and this is also linked to poor mental and substance misuse. The current relationships that an offender has also seem too significant and that linked to poor parenting can significantly increase risk. There also seems to be an issue with offence justification, suggesting that if an offender can except his behaviour is incompatible with societal norms it will help with their offending behaviour.

This insight is extremely useful when looking to design and implement intervention in this arena. Focusing on mental health and employment and training and providing intervention that materially impact on lifestyle and wellbeing for both the parent and child should prove effective.

Asset plus

Person A

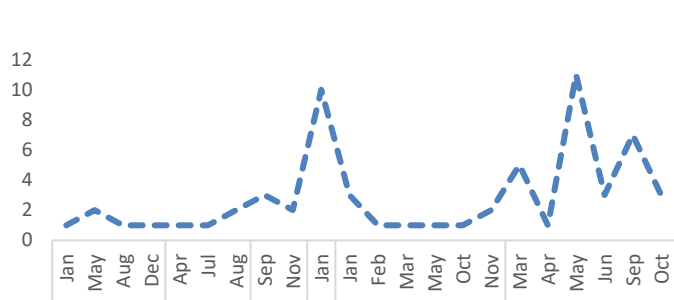
It is important to put into context the offending history of those on the YJS cohort. The analysis is based on a sampled cohort of those offenders who have committed a serious violence-based offences in the financial year 22/23. Although they have been highlighted for this analysis, much of their offending may not be violence related.

The table below displays the offending history for Person A and the timeline of incidents. 52% of the offending behaviour relates to motoring based offences with 57% of these relating to TWOC. Only 11% of Person A’s offending relates to serious violent crimes. However, what is of interest is the escalation of the violent crime severity over time, with the initial offences relating to assault then graduating to GBH and wounding with intent. Although only based on a single case it would suggest there is a link between the frequency of crimes with the severity of violent crimes.

Table 101: Offending history and timeline – Person A

Source: IYYS Data

Crimes	Count
Breach Of Bail	8
Breach Of Statutory Order	6
Criminal Damage	2
Domestic Burglary	4
Motoring Offences	14
Theft And Handling Stolen Goods	3
Vehicle Theft / Unauthorised Taking	19
Violence Against The Person	7
Total	63



It is also important to note that Person A’s background is also a significant factor. The child has been in both private and LA controlled residential units. There is also significant mental health and substance misuse concerns linked to wellbeing and risk to others. This is apparent in the intensive scaled approached that has been adopted relating to intervention and is born out in the consistently high risk of serious harm (RoSH) score and the increasing offender group reconviction scale (YOGRS). The young person’s offending behaviour may be linked to the life chances that they have had and multiple ACE’s are represented in the child history.

The Voice of Young People

Central to a Child First approach is the importance of listening to young people to understand and see the whole child. Collaborating with them to encourage meaningful engagement to capture a child’s insight of violence from their lived experience. To develop an effective approach, we have to understand how young people become involved in cycles of violence and what makes them feel unsafe.

Risk and Protective Factors – Children and Young People

Numerous individual, relationship, community, and societal factors interact to increase a young persons’ risk of being involved in violence. We know that a small number of children are involved in most of the youth crime and violence. These children, especially those who’re most likely to continue their involvement in crime as adults, often have a lot of risk factors present in their lives (YEF, 2020 ¹).

Source: The Childrens Commissioner

Risk factors associated with youth violence and gang involvement:

Family Level Risk

- Children living in a household with parental substance misuse
- Children living in a household experiencing neglect
- Children living in a household experiencing domestic violence (directly or indirectly)
- Children living in a household with a resident family member convicted for an offence

Children living in a household with housing instability

Personal Risk

Children with poor mental health

Children experiencing substance misuse

Children who have experienced instances of going missing

Children who have been victims of, or who are at risk of, sexual exploitation

Children who have been victims of, or who are at risk of, criminal exploitation

Schooling

Children outside of mainstream school

The report concluded that analysis of risk factors can make a very large difference to identifying individuals for interventions. Where risk factors for involvement are not reviewed at a local authority level, there is potential for missed opportunity to identify some of the most at-risk children and ensure appropriate services are in place to prevent harm. Adequate understanding of these issues is essential to develop strategies to combat violence and commission appropriate services to meet the needs of at-risk-children.

The #Beewell Programme

#Beewell is a programme co-created with young people in Greater Manchester that aims to measure the wellbeing of young people through an annual survey of secondary school pupils (years 9 and 10) from across the region.

Young peoples' mental health and wellbeing can be influenced by multiple drivers, including their health and routines, hobbies and entertainment, relationships, school environment and society, and how they feel about their future⁶⁵. #BeeWell aims to measure the wellbeing of young people and by finding the right ways to support young people, embed long-term improvements in wellbeing.

The #BeeWell survey is divided into two sections:

Domains	Drivers
1 Meaning, Purpose, and Control	1 Health and Routines
2 Understanding Yourself	2 Hobbies and Entertainment
3 Emotions	3 Relationships
	4 School
	5 Environment and Society
	6 Future

Launched in 2021, the survey is completed annually in the autumn term, with two groups of young people:

1. A 'longitudinal' group being followed up year-on-year as they progress from Year 8 (2021) to Year 10 (2023)
2. A 'snapshot' group, which involves administering surveys to each Year 10 group in a given school year.

In 2022, 34,208 pupils completed the survey across Greater Manchester and results are available at a local Authority Neighbourhood level.

Bullying

Young people were questioned on a number of wellbeing measures including relationships and social support. This included questions around the frequency with which young people experience different types of bullying. *e.g.*, 'How often do you get physically bullied at school? By this we mean getting hit, pushed around, threatened, or having belongings stolen.'

Possible scores for this measure range from 3 to 12, with higher scores indicating higher levels of bullying. The below table 103 outlines the responses from pupils in Bolton Secondary Schools.

Table 103: The Frequency with which pupils experience different types of bullying (Bolton)

Source: #Beewell Survey, 2022.

LA	Neighbourhood	Number	Mean	RAG
Overall	Greater Manchester	29,092	4.1	N/A
Bolton	Brightmet & Little Lever	506	4.33	Red
Bolton	Chorley Roads	366	4.04	Yellow
Bolton	Central & Great Lever	230	4.14	Yellow
Bolton	Crompton & Halliwell	287	3.88	Green
Bolton	Farnworth & Kearsley	441	4.34	Red
Bolton	Horwich	200	4.22	Yellow
Bolton	Rumworth	455	3.98	Yellow
Bolton	Turton	357	4.15	Yellow
Bolton	Westhoughton	91	4.26	Yellow

⁶⁵ [#BeeWell Neighbourhood Data Hive \(uomseed.com\)](https://uomseed.com/#BeeWellNeighbourhoodDataHive)

(Note: The aggregated scores are for individual neighbourhoods, not individual schools. Each neighbourhood contains, on average, 2-3 schools. Also, some young people live in one neighbourhood but attend school in another. For these reasons, the data presented cannot be used to ascertain scores for any individual school. Where less than 100 responses are noted, care should be taken when interpreting their results).

It must be noted that ‘bullying’ is just one factor in a young persons’ relationships and social support. The measure of overall wellbeing needs to consider a range of different risk and protective factors, each of which can have an influence over a young person’s mental health. For the full report please visit [#BeeWell Neighbourhood Data Hive \(uomseed.com\)](#)

Feelings of Safety

Young people aged 10 to 18 (or 19 to 24 with Special Educational Needs or Disabilities) were asked about their feelings of safety during the day in various locations in and around the borough. 81% of young people reported to feeling safe⁶⁶ at school/college/university during the day in Bolton.

Youth Violence - Impact of Social-Media.

Social media plays a central role in the lives of young people in Bolton and across the UK, with the majority of teenagers having access to smart phones and tablets to access online content. A concern raised by local stakeholders is the influence of social media and the potential for it to act as a catalyst and trigger for incidents of youth violence in Bolton.

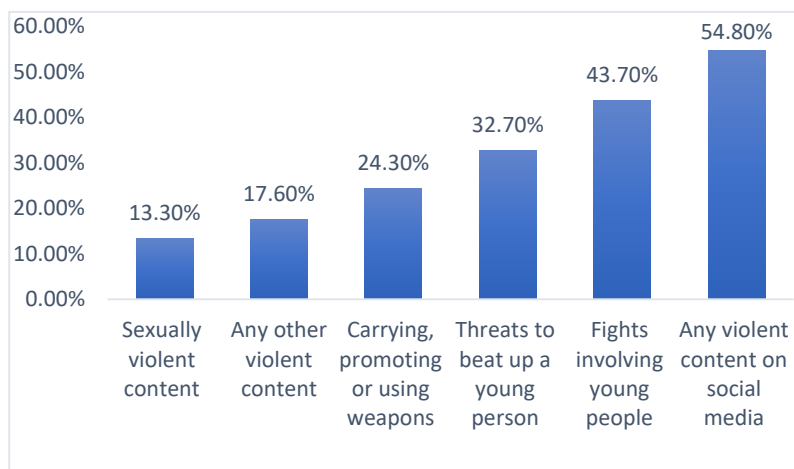
Of note, in the peer led consultation conducted in Bolton “**online pressures**” were sighted as one of the reasons for young people feeling unsafe.

The YEF Survey (2022) looked specifically at this topic and more than half (55%) of children told the charity that they’d come across violent content on social media, with one in five (20%) saying they’d seen content that was gang-related and almost a quarter (24%) having seen material that involved weapons. Those who had been involved in acts of violence were much more likely to consider social media to be a major driver. 62% of teenage children who reported committing an act of violence in the last 12 months thought social media played a major role in why children commit violence.

The virtual, free for all space which is commonly hidden from adults, provides unprecedented opportunity for young people to view and share material which displays and incites violence in real life. It can often go under the radar of responsible adults and organisations which removes the potential to respond and challenge the behaviour.

Graph 23: Violent content seen online (13–17-year-olds viewing violent content on social media in the previous 12 months)

Source: Youth Endowment Fund – Children, Violence and Vulnerability, 2022)



The Childrens Commissioner gives a very clear view on the need to protect children from online harms with a recent report on this issue⁶⁷ providing new evidence on the link between being exposed to this content and children’s harmful sexual behaviour, trauma which many children take into adulthood.

The #BeeWell Survey (2022⁶⁸)

In 2022, as part of a wider wellbeing study, the #BeeWell Survey asked secondary school students from across Greater Manchester (years 9 and 10) how many hours they spend using social media (e.g., TikTok, Instagram, Snapchat) on a normal weekday during term time. Table 104 shows the feedback from pupils in Bolton secondary schools.

⁶⁶ Safe = very safe and safe.

⁶⁷ [Evidence on pornography's influence on harmful sexual behaviour among children | Children's Commissioner for England \(childrenscommissioner.gov.uk\)](#)

⁶⁸ [#BeeWell Neighbourhood Data Hive \(uomseed.com\)](#)

Possible scores for this measure range from 0 to 8, with higher scores indicating higher number of hours per day spent on social media use.

Table 104: Social Media Use reported by Secondary School pupils in Bolton (2022)

Source: Beewell Survey, 2022

What steps should we take	No of responses	Mean	RAG
Greater Manchester	29,545	4.65	
Brightmet & Little Lever	514	4.94	Red
Chorley Roads	377	4.24	Green
Central & Great Lever	225	4.13	
Crompton & Halliwell	288	4.27	
Farnworth & Kearsley	449	4.77	Red
Horwich	202	4.36	Yellow
Rumworth	472	4.14	Green
Turton	357	4.38	
Westhoughton	94	4.3	Yellow

(Note: The aggregated scores are for individual neighbourhoods, not individual schools. Each neighbourhood contains, on average, 2-3 schools. Also, some young people live in one neighbourhood but attend school in another. For these reasons, the data presented cannot be used to ascertain scores for any individual school. Where less than 100 responses are noted, care should be taken when interpreting their results).

Interestingly, data from the Childrens Commissioners Study (2023) of 3,593 children in England shows that sites like TikTok were considered by more children to have a net harmful effect (26%) than other platforms like YouTube (6%). This could relate to the type of content children are exposed to on these sites, and the algorithms they use to generate and share content with users of the site.

In Bolton, funding has been invested into Bolton Together to roll out the national [The things I wish my parents had known...Young people's advice on talking to your child about online sexual harassment | Children's Commissioner for England \(childrenscommissioner.gov.uk\)](https://www.childrenscommissioner.gov.uk) - a campaign that has been informed by young adults who were the first generation to grow up with smart phones.

Social Media Malicious Communications

In terms of known offenders, it is possible to look at the malicious communication subset of stalking and harassment which tends to be coded as sending letters etc with intent to cause distress and anxiety. An analysis of the crime MO fields indicates that this coding is used to capture offences relating to social media and text-based harassment. Table x below displays the stalking and harassment subset where an offender has been identified. Of the 4,892 offenders identified for this crime type 15% are juvenile. As a percentage of crimes based on the juvenile and adult cohort, 39% of all stalking and harassment incidents with a juvenile suspect relate to social media.

Table 105: Malicious communications juvenile and adult

Source: GMP Offender data

Stalking and Harassment Crime sub type - Juvenile/Adult	Juv	%	Adult	%	Juv % of Total	Adult % of Total
Disclose threats to disclose sexual photographs	10	1.36	31	0.75	0.20	0.63
Engage in controlling/coercive behaviour	22	2.99	341	8.21	0.45	6.97
Harassment	266	36.14	948	22.81	5.44	19.38
Harassment etc. of a person in his home	1	0.14	12	0.29	0.02	0.25
Pursue a course of conduct in breach of S1	10	1.36	354	8.52	0.20	7.24
Putting people in fear of violence	90	12.23	172	4.14	1.84	3.52
Racially or Religiously Aggravated Stalking	1	0.14	4	0.10	0.02	0.08
Racially or religiously aggravated Stalking without violence	11	1.49	29	0.70	0.22	0.59
Sending letters etc with intent to cause distress or anxiety	287	38.99	1586	38.16	5.87	32.42
Stalking involving fear of violence	17	2.31	211	5.08	0.35	4.31
Stalking involving serious alarm/distress	21	2.85	468	11.26	0.43	9.57
Grand Total	736		4156		4892	4892

Previous analysis in this document focused specifically on stalking and harassment crimes based on the reported crime dataset. Unfortunately, that does not provide the age cohort. However, it is useful to look at the analysis from that section again. Table 106 below displays an analysis of the MO (which provides a detailed description of the crime). Although harassment via text messages is the most common all the major social media platforms are mentioned, and the suggestion is there could be a link between these and the amount of time particularly young people spend on the internet.

Table 106: Malicious communication types by platform

Source: GMP Cognos data all crimes MO field analysis

Communication Type	Count	%
Digo	2	0.09
emails	55	2.59
Facebook	250	11.79
Facebook Messenger	50	2.36
Image	60	2.83
Instagram	56	2.64
Letter	55	2.59
Phone Call	420	19.80
Snapchat	142	5.28
Text	600	28.29
Threats	160	7.54
Tik Tok	45	2.12
Verbal	150	7.07
Voice Mail	15	0.71
WhatsApp	36	1.70
Xbox	45	2.12
You Tube	10	0.47
Grand Total	2141	

Social Media – Interventions

Addressing the misuse of social media platforms by young people requires a multifaceted approach involving education, communication, parental involvement, and platform regulations. Here are some steps that can be taken to help mitigate the issue:

- **Digital Literacy Education:** Incorporate digital literacy education into school curricula. Teach young people about critical thinking, online etiquette, privacy settings, and the potential consequences of their online actions.
- **Parental Guidance:** Encourage parents to be actively involved in their children's online activities. Parents should learn about various social media platforms, set appropriate guidelines, and maintain an open line of communication with their children about their online experiences.
- **Awareness Campaigns:** Launch awareness campaigns highlighting the potential dangers of misusing social media platforms. These campaigns could target both young people and their parents to raise awareness about cyberbullying, online predators, misinformation, and the importance of responsible online behaviour.
- **Mental Health Support:** Provide resources for young people to understand the impact of excessive social media use on mental health. Encourage open discussions about the potential negative effects of comparing oneself to curated online personas and promote healthy offline activities.
- **Platform Regulations:** Advocate for stronger regulations on social media platforms. Encourage platforms to enforce age restrictions and improve algorithms that promote harmful content. Stricter enforcement of community guidelines and quick response to reports of misuse can help create safer online environments.
- **Privacy Settings:** Teach young people about the importance of privacy settings and how to control who can see their content. Help them understand the risks of sharing personal information online.
- **Empower Bystanders:** Educate young people about the importance of standing up against cyberbullying and other forms of online abuse. Encourage them to report inappropriate behaviour and support those who are being targeted.
- **Positive Role Models:** Highlight positive role models who use social media platforms responsibly and for productive purposes. Showcase individuals who contribute to their communities, share informative content, or promote positive messages.
- **Limit Screen Time:** Encourage healthy screen time habits by setting limits on the amount of time young people spend on social media. Excessive use can lead to addiction, sleep disturbances, and reduced offline interactions.
- **Promote Offline Activities:** Emphasize the value of offline activities such as sports, arts, hobbies, and spending quality time with family and friends. This can help reduce the dependence on social media for validation and entertainment.
- **Collaboration with Tech Companies:** Advocate for collaboration between educators, parents, mental health professionals, and social media companies to create tools and features that encourage responsible usage and discourage misuse.

- **Peer-to-Peer Education:** Establish peer-led programs where older, responsible students' mentor younger ones about safe and responsible social media usage. This can create a more relatable and effective learning environment.

'Fixing Neverland'⁶⁹

'Fixing Neverland', is the final study in a project commissioned by the Dawes Trust in which Crest Advisory were tasked to run a multi-year programme of work examining the underlying causes and drivers of serious violence. It made a number of observations which can inform our local level learning.

There is a collective blindspot around the relationship between social media and serious youth violence:

- Understanding of the relationship between social media and serious violence is narrowly restricted to research on urban gangs, with little focus on the wider population.
- Agencies responsible for safeguarding, child protection and violence reduction have not set clear guidelines for how professionals such as teachers or social workers should engage with social media as a cause of violence within either prevention or disruption.
- The legal and regulatory environment for the use of social media by children is not fit for purpose. Social media platforms fail to protect children from exposure to violent content and harmful patterns of use.

When vulnerable young people repeatedly participate in potentially harmful online spaces it creates the conditions which can cause involvement in serious youth violence:

- Social media content can drive violence. Young people are routinely exposed to videos of violent acts and adverts for weapons which they would not be legally able to buy.
- Children with known vulnerabilities are more susceptible to accepting arguments for violence, yet their social media lives attract little scrutiny.
- Social media can amplify conflict and accelerate its route towards violence. Large audiences of apathetic online bystanders can create a 'point of no return' for young people.

The sheer scale and rapid pace of development of social media defy attempts by adults to protect children from serious violence:

- The range of apps and constant technological innovation make it difficult to create hard and fast rules which apply to all social media platforms.
- Parents, carers, practitioners and social media companies do not pay close enough attention to the use of social media by children and frequently fail to consider the impact that it may be having.
- Responsibility for regulating social media spaces is distributed across a number of different agencies increasing the complexity of online safeguarding.

The report made a series of recommendations which criticised current measures around online safeguarding and highlighted concerns around the regulation of social media space which lies across a number of different agencies. Many of the recommendations are aimed at government and regulators however some merit consideration on a local level.

Key recommendations included in the 'Fixing Neverland Report':

Prevention:

- Roll out 'online active bystander' training for children, delivered through personal, social, health and economic (PSHE) lessons, from key stage 3 (years 7 - 9).
- Set up 'digital safer schools teams' led by police officers to deter children from harmful uses of social media.
- Launch a public information campaign offering advice on healthy and unhealthy patterns of social media use and helping to establish new social norms.
- Update 'Working Together to Safeguard Children' guidance with social media use included as a risk factor and advice for professionals such as social workers on how to engage young people through social media.

Disruption:

- Make age verification compulsory for social media companies through a standardised national system, so that it is harder for children to view harmful material.
- Introduce online conflict resolution training for people who work with children, co-ordinated by local safeguarding children's partnerships, with annual figures published.
- Encourage investment in 'behavioural nudges' where social media companies use artificial intelligence to identify, slow down and prevent access to harmful material and interactions. Measures could include 'soft

⁶⁹ [Fixing Neverland - Final Report \(usrfiles.com\)](https://www.usrfiles.com/FixingNeverland-FinalReport)

blocking' groups and individuals, increasing 'lag' time between messages and removing privileges from users who incite conflict.

Regulation (relating to the Online Safety Bill):

- Introduce a 'five-star' rating scale for social media platforms to indicate how safe they are for children. Compiled by the communications watchdog, OFCOM, it would help parents and carers make informed decisions.
- Establish an 'OFCOM alerts' mechanism so parents, carers and practitioners can be warned about threats on social media platforms from systemic failures or individual security breaches.
- Classify as 'harmful content' material shared in end-to-end encrypted messages involving a child and subject it to regulation by OFCOM.
- Expand serious case reviews into the death of, or serious harm caused to, a child so reviewers routinely examine the use of a victim's social media accounts, with technology firms required to provide access.

Targeted Early Help

Early Help is a 'Whole Family' approach and is everyone's responsibility. The key to delivering successful Early Help is a strong partnership that recognises the importance and value of offering help at the earliest opportunity, as needs arise, for children, young people and their families. Through the support of the Early Help Assessment, help is provided as need is identified, and this can be at any point in a child's life, meaning children, young people and families are supported holistically at the right time, in the right place and by the right person. Early Help could be required for any reason including health, education, attendance, parenting, emotional well-being and many more. Early Help is a way of bringing agencies together to work with children and their families when they need extra support and can be delivered from a wide range of services depending on what is needed; services already working with the family might offer additional help or requests for support could be made to specialist and targeted services.

Early Help is for children of all ages up to age 19yrs (25yrs SEND). Parents (or a child themselves if they are old enough) can ask for Early Help, or a worker that is already involved with a family may suggest that Early Help support might be needed.

In Bolton, every person working with or engaging with children and families, regardless of organisation, status or position, has a responsibility to support the delivery of Early Help and support the family to access appropriate services to enable positive parenting. The Bolton Framework for Action outlines how local practitioners work together to safeguard and promote the welfare of children in our area. It sets out the thresholds that all partners will apply when working with children and their parents. Without cross sector shared responsibility whether public, private, voluntary or community, there is a risk of missing an opportunity to get help to children and families quickly and not addressing need at the earliest point.

Targeted Early Help can have a significant impact on reducing serious violent crime by addressing underlying risk factors, intervening at an early stage, and providing support to individuals and communities. Early Help programs can identify individuals, particularly young people, who are at risk of involvement in serious violent crime. By identifying and addressing risk factors such as exposure to violence, involvement in gangs, educational underachievement, family dysfunction, or substance abuse, Early Help can intervene and provide support at a crucial stage to prevent the escalation of criminal behaviour.

Early Help approaches offer holistic support to individuals at risk and their families. This support can include access to mental health services, educational support, parenting programs, employment opportunities, and mentoring. By addressing multiple needs and providing tailored support, Early Help can mitigate the risk factors that contribute to serious violent crime.

Early Help interventions should always seek to utilise a strength-based approach, focusing not only on risk factors but also on building protective factors and highlighting strengths, that help individuals resist involvement in serious violent crime. These protective factors may include positive relationships, resilience, problem-solving skills, self-esteem, and a sense of belonging. By strengthening these protective factors, Early Help interventions promote healthier choices and reduce the likelihood of engagement in violent behaviour.

Prevention and Early Help programs work closely with communities affected by serious violent crime, building trust and engaging community members in the prevention efforts. By involving local organisations, community leaders, and residents, these programs empower communities to take an active role in addressing the root causes of violence, fostering a sense of ownership and collective responsibility.

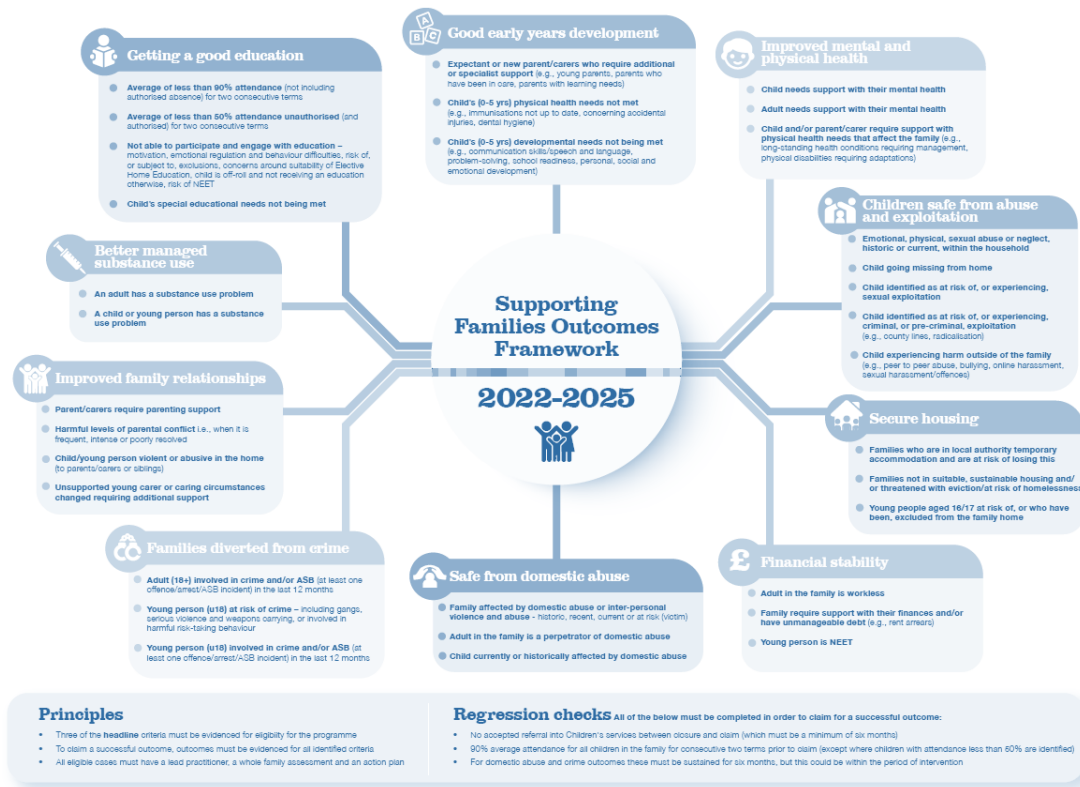
Supported by Working Together to Safeguard Children (2018), effective Early Help requires collaboration among various agencies, including social care services, education, law enforcement, healthcare providers, and community organisations. By working together, these agencies can share information, coordinate interventions, and provide a comprehensive response to individuals at risk of serious violent crime. A multi-agency approach ensures that vulnerable individuals receive the support they need.

The impact of Early Help interventions extends beyond immediate crime reduction. By intervening at an early stage and addressing the underlying factors contributing to serious violent crime, early interventions can have long-term effects on individuals, families, and communities. They can break the cycle of violence, improve life outcomes, and create safer and more resilient communities.

Bolton’s Local Authority Targeted Early Help Service provides a targeted whole family approach, working with families using a strength-based approach to empower them to achieve the best outcomes they can. The service, alongside partners, delivers the Supporting Families Programme underpinned the outcomes framework which sets out 10 headline criteria (and 33 sub criteria) based on family needs. The programme promotes whole family working, and sets out the principles of one worker, one family and one plan. Families presenting with 3 or more criteria, would be eligible to be included as part of the programme. All outcomes must be evidenced for all identified criteria for an outcome to be considered successful.

Families who do not present with 3 or more criteria are still eligible for Targeted Early Help Service support and should still receive Early Help support from partners.

Figure 4: Supporting Families Outcome Framework



Evaluation and ongoing monitoring of Early Help programs are crucial to assess their effectiveness and make necessary adjustments. By continuously learning from experiences and adapting strategies, these programs can enhance their impact in reducing serious violent crime and improving the well-being of individuals and communities. It is important to note that a targeted Early Help program should be implemented alongside other preventive measures, community-based initiatives, and law enforcement efforts to comprehensively address serious violent crime.

Open Early Help - Cases

Data is available relating to early help cases open from 1st January 2023 to 31st July 2023. 53% of these cases were open prior to that date with some open in October 2021. This provides data from internal teams only where crime or domestic abuse has been identified as a factor within the assessment. 185 assessments were provided relating to 78 families. On average the family contained 2.3 children with a family count of children ranging from 6 to a single child. Table 107 below displays the age of children within the families with the largest cohort being 11 – 15 years old.

Table 107: Early help cohort Jan – Jul 23 where crime or domestic abuse is a factor.

Source: Early Help Module – Liquid Logic

Age	Count	%
UB	1	0.54
0 - 5	37	20.00
6 - 10	50	27.03
11 - 15	72	38.92
16 - 17	25	13.51
	185	

Chronology

34% of all the identified early help episodes selected are still live and open. This does relate to the majority that were opened in 2023. On average an early help was open for 200 days (approximately 6.5 months) This figure is slightly skewed with 16 episodes being open for 300 days or more (10 months).

Referral criteria

Early intervention also targets threats to a child's development which are strongly associated with adverse outcomes during adolescence and adulthood: child maltreatment, substance misuse, risky sexual behaviour, mental health, crime, housing, and finance. In most circumstances a referral is made based on multiple issues within the family. Table 108 below displays the referral criteria for the families on the early help cohort across ten areas of concern. In terms of serious violent crime 75% had issues of domestic violence with 27% indicating they had issues relating to crime as either a perpetrator or a victim. On average each family presented with four issues.

Table 108: Early help referral criteria.

Source: Early Help Module – Liquid Logic

	Education	Early Years	Mental Health	Substance Misuse	Family Relationships	Child Abuse Exploitation	Crime	Domestic Abuse	Housing	Finance
Yes	117	35	155	26	155	71	50	140	35	43
No	68	150	30	159	30	114	135	45	150	142
Total	185	185	185	185	185	185	185	185	185	185
%	63.2	18.9	83.8	14.1	83.8	38.4	27.0	75.7	18.9	23.2

72% of the sample who indicated that domestic abuse was an issue also indicated that general crime was not. This does seem counter intuitive given that any form of abuse is a crime, and it may suggest that this kind of behaviour is being normalised within some families. 24% of the sample indicated via the referral criteria that crime was an issue, but this was not linked to domestic abuse, and somewhat surprisingly only 2.7% indicated that crime and domestic abuse were an issue within the family.

Geography

In terms of geographic location for open early helps the western team had the most referrals, with those in the north being significantly fewer. This is shown in table 109 below.

Table 109: Early Help's by team

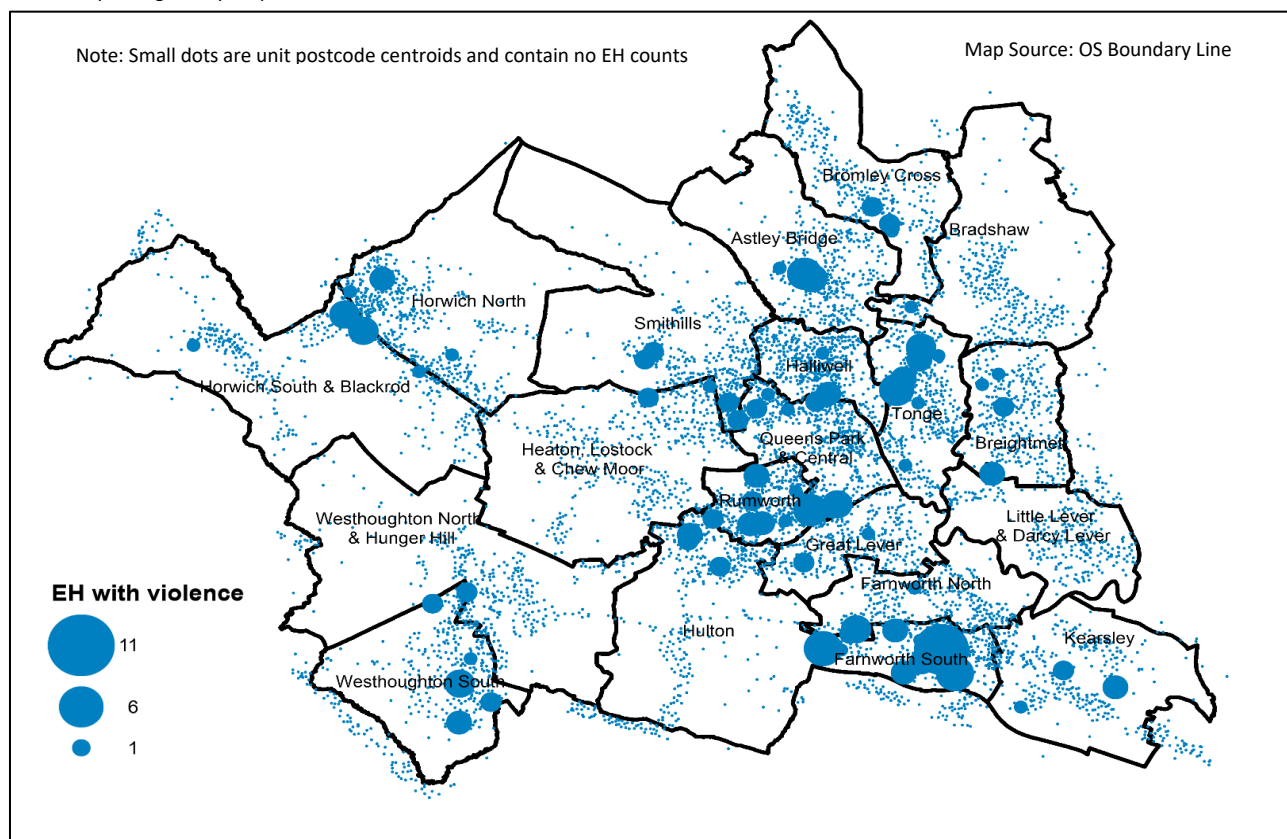
Source: Early Help Module – Liquid Logic

Team	Count	%
EH Neighbourhood Team North	47	25.41
EH Neighbourhood Team South	59	31.89
EH Neighbourhood Team west	78	42.16
Total	185	

Map 26 below displays the location of all the unit postcodes within Bolton. It also highlights those areas with open or closed early helps with a violence element between 1st January 23 to 31st July 23. In terms of wards Farnworth South displays the highest counts with a particular concentration to the centre of the ward. In terms of wards Farnworth South displays the highest counts with a particular concentration to the centre of the ward. Rumworth ward also displays a significant concentration of cases with notable hotspots within Halliwell and Tonge wards.

Map 26: Location of open and closed early helps by unit post code.

source: Liquid Logic Early Help dataset



There is a strong correlation to areas of high reported violent crime (once town centre incidents have been removed) particularly to that of domestic abuse.

Crime

With the data sets available it is possible to link the early help data to crime reports provided by GMP. 25 young people within the early help dataset are linked to a crime(s) report, and over the sample period this accounts for 74 crimes. The most dominate crime type is violence without injury and this accounts for 20% of the crimes.

Table 110 below displays the anonymised children who have had an open early help, with their offending behaviour before, during and after intervention. There are certain caveats to bear in mind when using this data particularly relating to the different timelines of intervention and the main referral criteria. Ideally a more balanced timeline should be used with a more detailed analysis of offending once the case has been closed, with a focus on the intervention type.

Table 110: Children who have had an open early help with crime counts before, during and after intervention.

Source: Liquid Logic Early Help and GMP reported crime.

Child	Crimes	Before				Open	During								Closed	After		
Child A	2					01/08/2022	1	1							06/04/2023			
Child B	1	1				26/04/2023									28/07/2023			
Child C	2					17/01/2023	1	1										
Child D	5	1				24/05/2023	1	1	1	1								
Child E	4	1	1	1	1	11/05/2023												
Child F	3					30/07/2022	1	1							08/02/2023	1		
Child G	3					04/10/2022	1	1	1						26/04/2023			
Child H	3					31/10/2022									18/01/2023	1	1	1
Child I	1	1	1			12/07/2023												
Child J	5	1				24/10/2022	1	1							16/06/2023	1	1	
Child K	1					24/10/2022	1								16/06/2023			
Child L	2	1				20/06/2023	1								04/07/2023			
Child M	5	1	1	1	1	25/11/2022	1								14/07/2023			
Child N	2					04/10/2022	1	1							08/08/2023			
Child O	4	2				27/02/2023	2											
Child P	3					01/12/2022									10/03/2023	1	1	1
Child Q	1					01/08/2022	1								06/04/2023			
Child R	9	1	1			08/10/2022	1	1	1	1	1	1	1	1	23/05/2023			

Child S	4	1			07/10/2022	1						03/03/2023	1	1
Child T	3	1	1		07/10/2022							03/03/2023	1	
Child U	2				24/03/2023	1	1							
Child V	1	1			30/05/2022							30/01/2023		
Child W	8	1			29/09/2022	1	1	1	1	1	1	21/04/2023	1	
Total	74		23							39				12
Percent			31.08							52.70				16.22

Key

Violence without injury		Theft	
Stalking and harassment		Miscellaneous crimes against society	
Public order offences		Possession of weapon offences	
Violence with injury		Vehicle Offences	
Criminal Damage and Arson		Shoplifting	

31% of all the reported offending occurred before the early help was opened, this increased to 52% whilst the cases were live and then fell to 16% after the cases where closed.⁷⁰ Although only a limited analysis and based on early help cases with a violence element it does suggest that the process is having an impact particularly on juvenile violence.

Education

Education, attainment, and schools themselves play an essential role in the journeys of young people, particularly those already vulnerable to violence and exploitation. School exclusion is a well-documented risk factor for children becoming involved in criminal activity, including serious violence. With children dropping off the radar at schools having an increase susceptibility to gang involvement and violence. Low educational achievement, alongside low commitment to school and school failure are well evidenced risk factors for violence. Whereas good school readiness, engagement with education and academic achievement are identified protective factors against involvement in violence (EIF, 2022, WHO 2022-26).

The YEF national Study (2022) reported that a large proportion of children and young people are absent from school because of their concerns about violence:

- 14% had been absent from school in the last 12 months because they felt they would be unsafe.
- 14% also said they struggled to concentrate in lessons due to worries about violence.
- A quarter (27%) of victims said they had skipped school due to safety concerns.

Suspension and Permanent Exclusion

Research suggests that there is a correlation between school exclusion and an increased likelihood of engaging in violent behaviour in the UK. While exclusion itself may not directly cause violent behaviour, several factors associated with exclusion can contribute to an elevated risk.

Some of the key factors linking school exclusion and violent behaviour include:

Disruption of Education: Excluded students miss out on important educational opportunities, which can lead to lower academic attainment and decreased prospects. This educational disruption can contribute to frustration and disengagement, potentially increasing the likelihood of engaging in negative behaviours, including violence.

Lack of Socialisation and Support: Excluded students are often isolated from their peers and lose access to supportive relationships with teachers and other school staff. This lack of socialisation and support can lead to feelings of alienation and rejection, which may manifest in aggressive or violent behaviours as a way of seeking attention or asserting control.

Negative Peer Influence: Students who are excluded may find themselves spending more time with peers who are also engaging in risky or antisocial behaviours. This increased exposure to negative peer influence can contribute to the adoption of violent behaviours as a means of fitting in or gaining acceptance within these peer groups.

Limited Access to Resources: Excluded students may face challenges in accessing resources such as mental health support, counselling, and positive extracurricular activities. Without these resources, they may struggle to manage their emotions and develop effective coping strategies, potentially leading to violent outbursts.

⁷⁰ Ideally a more statistically robust sampling framework would be used for this type of analysis. However, given the data available it does provide some insight into the impact of the early help process particularly relating to offending. No assumptions have been made relating to the intervention type and an analysis of this would provide some useful follow up work.

Cycle of Disadvantage: Exclusion can contribute to a cycle of disadvantage, where students who have been excluded are more likely to face difficulties in finding stable employment, housing, and forming positive relationships in the future. This cycle of disadvantage can create an environment in which individuals feel marginalized and may resort to violence as a response to their circumstances.

It's important to approach this issue with nuance and recognise that not all excluded students will engage in violent behaviour. Many factors, including family support, personal resilience, access to mental health services, and community engagement, can mitigate the potential negative outcomes associated with exclusion.

A suspension is where a pupil is temporarily removed from the school and may be suspended for one or more fixed periods (up to a maximum of 45 school days in a single academic year). A suspension does not have to be for a continuous period it may be used to provide a clear signal of what is unacceptable behaviour as part of the school's behaviour policy and show a pupil that their current behaviour is putting them at risk of permanent exclusion.

A permanent exclusion is when a pupil is no longer allowed to attend a school (unless the pupil is reinstated). The decision to exclude a pupil permanently should only be taken in response to a serious breach or persistent breaches of the school's behaviour policy; and were allowing the pupil to remain in school would seriously harm the education or welfare of the pupils or staff in the school.

In terms of Bolton looking at data between 2014 to 2022 the average days missed by a suspension across all school types is 4.9 with a pupil on average being suspended 2.2 times.

Table 111: School suspension days missed and average number.

Source: Gov.uk⁷¹

School type	Average number of suspensions	Average days missed due to suspension
Special	2.04	4.67
State-funded primary	2.21	3.73
State-funded secondary	2.24	5.03
Grand Total	2.16	4.48

The table below displays the suspensions and exclusions for 20/21 to 21/22 by reason for exclusion across all school types. 7.7% of all permanent exclusions relate to students with offensive weapons, with 2.2% suspended for the same issue. In total 57% of all students permanently excluding have been for a violence-based issue.⁷² This fall slightly to 53% for the suspended cohort.

The figure for violence-based exclusion is possibly much higher as 40% of the permanently excluded and suspended cohort have had issues with persistent disruption which is a very generic term, and their behaviour may have been violence related.

Table 112: Number and percentage of permanent exclusions and suspensions and those pupils receiving one or more suspension by reason for exclusion. Includes multiple reasons for exclusion from 2020/21.

Source: Gov.uk⁷³

Permanent Exclusion	2020/21				2021/22				Total 20/21 - 21/22	%
	Total	State secondary	State primary	Special	Total	State secondary	State primary	Special		
Physical pupils	12	11	1	0	18	14	4	0	30	16.5
Physical adult	9	7	2	0	12	8	4	0	21	11.5
Verbal pupil	3	1	2	0	5	4	1	0	8	4.4
Verbal adult	10	7	3	0	11	10	1	0	21	11.5
Racist abuse	0	0	0	0	1	1	0	0	1	0.5
Sexual misconduct	0	0	0	0	3	3	0	0	3	1.6
Drug alcohol	4	4	0	0	2	2	0	0	6	3.3
Damage	0	0	0	0	4	1	3	0	4	2.2

⁷¹ [Browse our open data, Data catalogue – Explore education statistics – GOV.UK \(explore-education-statistics.service.gov.uk\)](#)

⁷² Physical violence defined as an exclusion reason is linked to violence without injury. Exclusion relating to verbal issues are linked to harassment offences. Media and technology are linked to abuse of social media which can be linked to harassment type offences.

⁷³ [Browse our open data, Data catalogue – Explore education statistics – GOV.UK \(explore-education-statistics.service.gov.uk\)](#)

Persistent disruptive	31	29	2	0	42	36	6	0	73	40.1
Offensive weapon	7	7	0	0	7	7	0	0	14	7.7
Public health	1	1	0	0	0	0	0	0	1	0.5
Total	77	67	10	0	105	86	19	0	182	
Suspension										
Physical pupils	558	443	93	22	709	575	106	28	1267	15.0
Physical adult	171	52	100	19	252	100	128	24	423	5.0
Verbal pupil	142	106	29	7	191	161	27	3	333	3.9
Verbal adult	613	553	53	7	938	866	63	9	1551	18.3
Bullying	35	34	1	0	32	27	4	1	67	0.8
Racist abuse	42	26	12	4	50	40	6	4	92	1.1
Sexual misconduct	23	17	6	0	48	36	10	2	71	0.8
Drug alcohol	166	143	2	21	215	178	1	36	381	4.5
Damage	99	61	21	17	148	105	27	16	247	2.9
Theft	10	10	0	0	38	36	2	0	48	0.6
Persistent disruptive	1230	1048	150	32	2265	2046	169	50	3495	41.3
Abuse sex gender	9	8	1	0	15	14	0	1	24	0.3
Media technology	48	42	6	0	59	56	2	1	107	1.3
Offensive weapon	101	96	3	2	89	84	4	1	190	2.2
Public health	145	128	5	12	12	10	2	0	157	1.9
Total	3392	2767	482	143	5061	4334	551	176	8453	

Based on the schools, pupils, and their characteristic data⁷⁴ the number of pupils in Bolton schools was 55,270 in 22/23 based on a 142 location. However, as the exclusion data above is based on 21/22 data its prudent to use those figures which equate to 54,746 schools based on 141 locations. Therefore, this gives an suspension rate (based on the total number, so including multiple) of 15.4% and an exclusion rate of 0.3% based on all pupils.

According to the Childrens Commissioner Report – ‘Still Not Safe’⁷⁵, exclusion or attending alternative provision (AP) is associated with children’s susceptibility to gang violence, with gang associated children 5 times more likely to have had a permanent exclusion in the previous year, and 6 times more likely to currently be in AP than other children assessed by children’s services.

Early Help Excluded Cohort

Associated with the early help information discussed early on the in the chapter is data relating to school exclusions sourced from the One system. Of the 185 children from 78 families, 43 children have been excluded either for a fixed period or permanently. Table 113 below displays the reason for exclusion. Of these exclusions 60% have been a result of violent behaviour, with 38% relating to persistent disruptive behaviour. On average this is 7 exclusion per child. The average age of an excluded child is 13 years old.

Table 113: Reason for exclusion

Source: School Exclusion One

Issue	Count	%
Bullying	4	1.26
Damage	3	0.94
Drug and alcohol related	7	2.20
Misuse of social media	1	0.31
Other	1	0.31
Persistent disruptive behaviour	124	38.99
Physical assault against a pupil	64	20.13
Physical assault against an adult	23	7.23
Racist abuse	2	0.63
Sexual misconduct	1	0.31
Transgress of Covid-19 measures	1	0.31
Use/threat of offensive weapon	4	1.26
Verbal abuse/threat behaviour adult	68	21.38
Verbal abuse/threat behaviour pupil	15	4.72
Grand Total	318	

Table 114: Exclusion Type

Source: School Exclusion One

Type	Count	%
Fixed Period	63	19.81
Permanent	14	4.40
Suspension	241	75.79
Grand Total	318	

⁷⁴ <https://explore-education-statistics.service.gov.uk/data-tables/school-pupils-and-their-characteristics/2022-23?subjectId=6f21a19c-7bd1-4d70-a63d-08db5b647393>

⁷⁵ [cco-still-not-safe.pdf \(childrenscommissioner.gov.uk\)](https://www.childrenscommissioner.gov.uk/wp-content/uploads/2022/07/cco-still-not-safe.pdf)

The average length of a fixed term exclusion is 1.8 days, with 50% of those exclusion being for a single day or less. Of the 242 incidences of suspensions, these are on average for 1.9 days conversely 46% of these tend to be for two days or more.

Therefore, in the context of exclusions across the whole school population those known to the early help system have a far greater number who have been excluded and there is a correlation between those excluded pupils and the need for early help services.

To add some context to this, 117 children (63%) of the sample cohort had educational issues as part of the initial early help referral. We can ascertain from the exclusion data that 43 (36%) of these children had an exclusion or suspension issue that most likely would have been flagged by the early help assessment. Most of the cohorts' issues around education related to nonattendance at school.

Efforts to address the link between school exclusion and violent behaviour should focus on preventive measures, early intervention, providing alternative education options for excluded students, and ensuring that support systems are in place to address the underlying reasons for exclusion. Additionally, a holistic approach that considers the social, economic, and psychological factors involved is crucial in developing effective strategies to support at-risk students and reduce the risk of violent behaviour.

IYSS Cohort Exclusion.

In terms of exclusion 95 young people, 77% of the cohort had been either suspended, or permanently excluded at some point in their educational journey. 29 pupils (23%) had been excluded in 22/23. This is significantly higher than pupils within the general population. 50% of these pupils had multiple events during their educational journey and 16 pupils (17%) had multiple episodes in 22/23.

It is clear from the analysis of exclusions that more young people present with these issues as they travel along the intervention continuum. Exclusions are more common in the early help cohort which may be linked to some of the evidence around nonattendance. This increases significantly within the YJS cohort and as such can be highlighted as a risk factor relating to progression to violent behaviour and offending.

Children and Young People: Protective Projects

Prevention through PROSECUTION, INTERVENTION, EDUCATION AND DIVERSION (PIED PROJECT).

The PIED Project has been running in Bolton since Feb 2022

A PIED coordinator based in the Youth Justice and Complex Safeguarding Team, provides daily management of the PIED process. The officer provides a supportive role for schools providing targeted advice around safeguarding concerns; and a vital link with support services to address a young persons'/family need.

Aim:

The aim of the project is to identify and offer support to children and young people who are regularly involved in or on the fringes of offending but not arrested, or whom have had crimes closed, leading to them having no access to referral pathways and their needs remaining unmet.

PIED is a consent-based model which identifies young people who have been named in police incidents but are deemed 'invisible' by other partner support services.

(Young people are classed as 'invisible' if they are identifiable on the police operational systems but not already working with partner support agencies).

Implementation:

Data is generated from the daily Cognos report of young people identified on the police system as potentially suitable for referral for additional support. This list is shared with the PIED Coordinator who reviews and triages the names for those individuals not currently visible to any other support services and therefore considered suitable for PIED referral. If a child is identified as already visible to services (and therefore not suitable for PIED), then an update is provided to the lead agency on the premise that the current response is considered adequate or that the support package may need reassessment?

A weekly PIED meeting is made up of key services including Youth Justice and Complex Safeguarding, GMP, Community Safety, and a range of other commissioned services that offer targeted support for young people in Bolton including 1message, New Bury Community Based Project, the Salford Foundation, universal youth provision... amongst others. The panel performs an assessment of the young person's needs and collectively decides the most suitable lead agency/package of support. One to one support will be offered and may include for example, a referral for targeted intervention, mentoring support, or youth worker engagement.

Cohort Numbers

A total of 3,934 serious violent offences relating to 1,860 offenders have been triaged since the project's inception. Most of these referrals (25%) related to violence without injury offences, 15% were stalking and harassment, with a further 10% relating to public order offences. Off these 20% (788) have been referred to the Pied panel. This has related to 338 direct agency referrals.

Recommendation

Pied

The Pied programme went live in Bolton February 2002. This was very much a test and learning exercise while we built the data collection framework and the processes. The initial stages of the process concentrated on building the referral framework and this was done in consultation with GMP, Community Safety and the Complex Safeguarding and Youth Justice Service. Although we can access from Feb 2022 in is prudent to base this analysis on data from Nov 2022 as the process became more embedded as we employed Pied co-ordinator in Nov 2022. This had a significant impact on the program, particularly on the referral routes and the professionalism of project deliver.

Young People and violent crimes

The table below displays the reported crimes that were provided on a weekly basis to the PIED team. The data comes directly from GMP and is based on any juvenile who commits a violence-based offence. A first glance the crime types do seem wider than the current violence definition, but these are provided based on a sift of the current Police systems. This data is then triaged via a variety of professionals utilising various systems.

- IYSS – Youth Justice system
- Liquid Logic – Social care system.

25% of crime reported to the project related to violence without injury, 10.8% to the more serious violence with injury and 10.5% to stalking and harassment. A large component of the crimes that comprise stalking and harassment are malicious communication, and this tends to cover a lot of social media-based offences.

Table 111: All reported juvenile violent crime Feb 22 – Sept 23

Source: GMP – Pied Dash

Crime Type	Count	
All other theft offences	82	2.18
Bicycle theft	6	0.16
Business and community burglary	33	0.88
Criminal damage and arson offences	373	9.90
Fraud	6	0.16
Miscellaneous crimes against society	210	5.57
Other sexual offences	181	4.80
Possession of drugs	86	2.28
Possession of weapon offences	84	2.23
Public order offences	398	10.56
Rape	63	1.67
Residential burglary	58	1.54
Robbery of business property	2	0.05
Robbery of personal property	66	1.75
Shoplifting	60	1.59
Stalking and harassment	559	14.83
Theft from the person	6	0.16
Trafficking of drugs	37	0.98
Vehicle offences	91	2.41
Violence with injury	410	10.88
Violence without injury	958	25.42
Total	3769	

Invisible Juveniles

Pied's aim is to intervene early with young people who commit violent crimes who are currently not known to the wider system. The idea being that this initial intervention can help to stop escalation in behaviour particularly relating to violent crime. Table 2 below displays the age group of juveniles who have committed a violent crime within the time period. At 18% young people aged 15 are the most common on the cohort and offenders generally increase with age.

Table 112: Young person by age Feb 22 – Sept 23

Source: GMP – Pied Dash

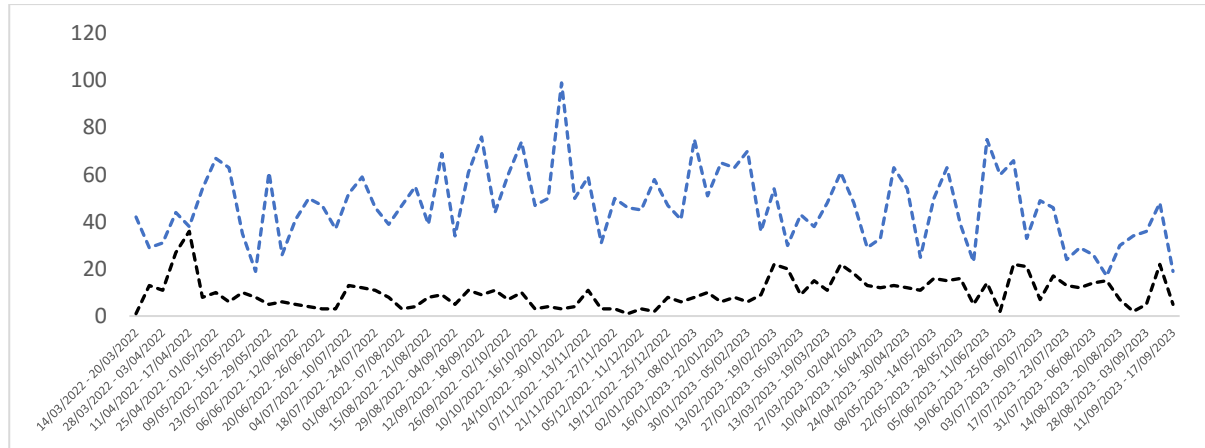
Age	Count	%
4	2	0.05
5	7	0.18
6	4	0.10
7	40	1.02
8	31	0.79
9	40	1.02
10	88	2.24
11	157	3.99
12	291	7.40
13	582	14.81
14	688	17.51
15	726	18.47
16	638	16.23
17	636	16.18
Total	3930	

Referrals and Triage

Graph 24 below displays the counts of juvenile offenders by week and the associated triaged Pied referrals from the process. You can clearly see that at the start of the project a significant number of juveniles were initially referred to the project and this was a factor relating to the initial mechanics of the process. Once this had been refined there was a steady referral rate to the project at about 10-15% of all juvenile crimes.

Graph 24: Juvenile violent crime and triage counts

Source: GMP



Ethnicity

The table below displays the ethnicity of juvenile violent crime offenders. 60% of the cohort were White British with 2.4% from a Pakistani background. The data widely mirrors the ethnicity cohort for the age group.

Table 113: Juvenile violent crime and triage counts

Source: GMP – Pied Dash

Ethnicity - Self defined	Count	%
Asian - Any Other Asian Background	40	1.16
Asian - Indian	8	0.23
Asian - Pakistani	83	2.40
Black - African	77	2.23
Black - Any Other Black Background	72	2.08
Black - Caribbean	28	0.81
Mixed - Any Other Mixed Background	16	0.46
Mixed - White and Asian	16	0.46
Mixed - White and Black African	1	0.03
Mixed - White and Black Caribbean	8	0.23
Not Provided	772	22.35
Not Stated	200	5.79
Other - Any Other Ethnic Group	18	0.52
White - Any Other White Background	37	1.07
White - British	2071	59.96
White - Irish	7	0.20
Total	3454	

Outcomes

The table below displays the outcome of the reported offences. 29.5% of crimes have a suspect identified, but the victim does not support prosecution which often suggest that the crimes are low level in nature. Due t the currency of the data 21% of the crimes are still at a locate trace phase of the investigation and almost 20% are at decision pending stages.

Table 114: Juvenile violent crime outcomes

Source: GMP – Pied Dash

Outcome	Count	%
Charge (1A)	34	0.86
Charged Alternative Offence (1C)	4	0.10
Decision Pending (98)	759	19.30
Diversinary, Educational, Intervention complete.	15	0.38
Eliminated (99A)	8	0.20
Evidential Difficulties Victim Based - No Suspect Identified (14)	1	0.03
Further Invest Not in Public Interest (Pol) (21)	125	3.18
Investigation Complete - No Suspect Identified (18)	6	0.15

Locate Trace (15E)	829	21.08
Missing Value	447	11.37
Named Suspect U10 Yrs (11)	70	1.78
Not In Public Interest (Cps) (9)	5	0.13
Offender Has Died (5)	1	0.03
Outcome 20 - Referred to Other Agency (96)	8	0.20
Prosecution Not in Public Interest (Pol) (10)	57	1.45
Prosecution Time Limit Expired (17)	4	0.10
Refer To Pnc (15D)	23	0.58
Restorative Justice 1 (8A)	16	0.41
Rj - Other Formal Scheme (8D)	6	0.15
Suspect Identified-Insufficient Evidence CPS (15A)	1	0.03
Suspect Identified-Insufficient Evidence Police (15B)	335	8.52
Suspect Identified-Insufficient Other (15C)	9	0.23
Suspect Identified-Victim Does not Support (16)	1158	29.45
Youth Caution (2A)	6	0.15
Youth Caution Alternative Offence (2C)	1	0.03
Youth Conditional Caution (2B)	4	0.10
Grand Total	3932	

Referral Pathways

We are adding to our referral pathways for the project constantly and the list below displays the current options. In terms of gaps, we have identified an issue with the inappropriate sharing of sexual content on social media and there does seem a need to develop some specific interventions to combat this.

- Remedi
- Salford Foundation
- 1 Message
- Fortalice
- 360
- Navigator
- Early Help
- Youth Justice
- Schools
- Turnaround
- Targeted Youth Support
- Team Around the School

Pied Referrals

Of the 3,935, juvenile violent crimes reported since Feb 2022, 788 (20.3%) after the initial triage process were referred to the Pied panel. Of these 338 (43%) were discussed and then referred to a support organisation.

Offending – All triage cases

To quantify offending within the Pied cohort crime counts have been generated utilising the NOM or PER reference that is attached to a crime record. These codes are unique to an individual, but there are some issues in that some individuals have both a NOM and PER reference within the data set, but these counts are low and should not affect the outcome of the analysis.

In terms of the 643 individuals which can be identified on the pied cohort 51% of them have only committed a single offence. This cohort does include those who via triage have been referred to Pied, but once the cases had been discussed it was deemed, they were not significant enough to warrant a referral.

This is significant because it is that offence that they have been referred to Pied for. It does suggest that the reconviction rate of those referred to Pied is very low and the project is having an impact. There are obvious caveats in terms of the time frames, in that some of these individuals may have only just been referred to the project. So, we would expect the figure to lower, but it is still a significant impact. Also, this simple analysis is simply look at the whole cohort without putting it in the context of referral dates.

Triaged cases that became Pied referrals

When we examine triaged case that have become a pied referral 38% of these individuals have only committed a single crime, which is lower than in the full cohort but also suggest that the project is having a significant impact. In terms of multiple offenders there is also some evidence that the project is also having an impact. If we look at offending based on the specific referral date, for some individuals we can see an impact.

Table 115 below displays the offending history of person A⁷⁶. Their Pied referral date was 07/06/23. They had 7 offences before that date and currently they have had only 1 offence since their referral to 1 message. This also needs to be put into the context that the single offence was only 10 days after the referral and its possible that 1 message had not contacted the individual before then. As with any project there are also example of where the intervention has not been effective.

Table 115: Juvenile violent crime and triage counts

Source: GMP

Name	Ref type	PIED Start date	GMP ID	Crime Number	Crime Date	Crime Classification
A.N.Other	One Message	07/06/2023	PER/0000000000000000	CRI/00000/000000/00	24/03/2022	Stalking and harassment
A.N.Other	One Message	07/06/2023	PER/0000000000000000	CRI/00000/000000/00	17/01/2023	Stalking and harassment
A.N.Other	One Message	07/06/2023	PER/0000000000000000	CRI/00000/000000/00	18/01/2023	Stalking and harassment
A.N.Other	One Message	07/06/2023	PER/0000000000000000	CRI/00000/000000/00	31/01/2023	Stalking and harassment
A.N.Other	One Message	07/06/2023	PER/0000000000000000	CRI/00000/000000/00	31/01/2023	Stalking and harassment
A.N.Other	One Message	07/06/2023	PER/0000000000000000	CRI/00000/000000/00	06/06/2023	Stalking and harassment
A.N.Other	One Message	07/06/2023	PER/0000000000000000	CRI/00000/000000/00	06/06/2023	Stalking and harassment
A.N.Other	One Message	07/06/2023	PER/0000000000000000	CRI/00000/000000/00	17/07/2023	Stalking and harassment

Conclusion

Although this is a very brief analysis of the impact of Pied it would suggest that the project is having a significant impact on re offending rate across the cohort. Further work is required to help understand what the most effective interventions are, and a more detailed analysis based on referral time frame is required.

As part of the evaluation, we also began collating data about qualitative feedback to interventions, this needs to be built on so we can better understand the wider impacts of the project. It is also very clear that there are some significant gaps in our provision particular around education and support programme relating to sharing sexualised images on social media.

Bolton Steer Project – Salford Foundation

The Steer project has been running in Bolton since 2020, providing one to one mentoring for young people aged 10-17 at risk of serious youth violence and child criminal exploitation. Using specifically designed interventions and positive activities, the intervention aims to 'steer' young people down a legitimate path helping to improve resilience, motivation and reduce risk taking behaviours.

The mentors support each young people to create a plan and set goals, helping them to improve pro-social skills and develop coping mechanisms. The main intervention used is motivational interviewing to enable young people to understand and change their behaviours and attitudes. Core intervention sessions look at goal setting, safety mapping, peer relationships, behaviour, attitudes, criminal exploitation, and knife crime. Additional interventions which have been guided in part by knowledge of localised risk factors gained since the project's inception have covered: cannabis use; money and dealing; peer influence; the realities of prison; general drug use; aggression & anger management; the effects of drugs on the teenage brain. The interventions include films which have been made with local ex-offenders, specifically for the STEER project that run alongside other training, interventions and positive activities that are relevant for that specific young person.

The predominant measure of 'distance travelled' is completed using an action plan at the start of a young person's journey on the project and completed again at the end, measuring aspects on 'thoughts and feelings' such as motivation, respect, resilience, responsibility, and aspirations, as well as 'life skills' such as problem solving, achieving goals, minimising risk-taking behaviours, satisfaction with life and improving education/training/employment.

Since its inception, a total of 140 young people have engaged with the project (up until April 2023). For the 2022/23 year: 48 young people have engaged with the Steer project this year, with 14 having successfully completed the programme. Out of those 14 young people:

86% identified improvements in positive interests.

79% identified improvements in their motivation.

71% identified improvements in their level of respect.

79% identified improvements in their resilience.

64% identified improvements in taking responsibility for their actions.

71% identified improvements in their goal setting.

57% recognised they felt more supported.

71% identified improvements in their ability to problem solve.

86% identified improvements in identifying their goals and finding ways to achieve them.

79% reported minimising their risk-taking behaviours.

71% felt their satisfaction with life had improved.

86% identified improvements in their education, employment, or training.

See Appendix A for Steer full year end reports (2021/22 and 2022/23).

Bolton Steer Project – Salford Foundation

H engaged on the project for 9 months during which time he reengaged with education and maintained a focus of playing football.

H was referred to by school as a non-engager and at risk of permanent exclusion from school. H found it difficult to regulate his emotions and he couldn't build relationships with peers or adults due to moving schools several times and his outside peer group making poor choices which led H to get into trouble. H had a history of displaying challenging and aggressive behaviour at home and at school.

A large focus of the mentoring sessions I have had with H have been around anger management, decision making and how to be a role model for his younger brother.

After a few weeks of anger management sessions with H I did notice that this reflected in his behaviour both in school and outside. I quickly managed to build a trusting and professional relationship with H which allowed him to talk openly about his potential transition back to mainstream school. Another key area of focus was H's attitude and behaviours whilst he is at school, as he stated that he didn't get along with the teaching staff from his previous school, so we spoke about his future choices and how he had the potential to start a new chapter and a fresh start by going back to mainstream if he chose to do so.

H's footballing talent was exceptional for his age and I was told by school staff that with the right attitude and positivity he could potentially become scouted by a local team, his coach however didn't think at the time he was in the right frame of mind to ask the scout to come along and watch him train as he was known to the police for antisocial behaviour and upsetting his local neighbourhood. I spoke to H around this concept, and he agreed to try and get his head down and stay out of trouble. We also spoke about how he is a role model for his younger siblings and how they copy his behaviour, so it is important he sets a good example to them.

H has been at his new school since October, and he is continuing to do well and attend every week. He is doing well in football, and I was told he is now coaching primary school children to obtain his BTEC PE qualification to hopefully go on to study sport at college. This is something that his previous school though he would never be able to do, let alone be coaching primary school children so this just shows a great deal of maturity and development in H's behaviour. He is now on track to obtain all his GCSEs from nine subjects. H's relationship with his mum and younger sibling has also improved dramatically and H seems a lot calmer in himself.

Anti-Social Behaviour

It is also worth looking at the concentration of Anti-social behaviour (ASB) in isolation to the other violent related incidents because research tells us that these incidents are more likely to involve juveniles. There is a link between ASB and violent crime, although it is important to understand that not all individuals who engage in anti-social behaviour will progress to committing violent crimes.

ASB refers to actions that are disruptive, harmful, or violate social norms. It can include behaviours such as aggression, bullying, vandalism, theft, substance abuse, and disregard for the rights and well-being of others. Antisocial behaviour can manifest in various forms and degrees of severity.

Antisocial behaviour can be seen as a precursor or risk factor for more serious criminal activity, including violent crime. Research suggests that individuals who consistently engage in antisocial behaviours are more likely to exhibit aggressive tendencies and have an increased risk of progressing to violent acts. There is evidence to suggest that certain forms of anti-social behaviour during childhood and adolescence can serve as early warning signs for future involvement in violent crime. Behaviours such as persistent aggression, cruelty to animals, chronic bullying, and a lack of empathy or remorse are indicators that an individual may be at a higher risk for engaging in violent behaviour.

The link between ASB and violent crime is influenced by a combination of individual and environmental factors. Individual factors may include personality traits, impulsivity, poor self-control, and a history of violence or abuse. Environmental factors can encompass family dysfunction, socioeconomic disadvantage, exposure to violence, peer influence, and neighbourhood characteristics.

It is important to note that the relationship between antisocial behaviour and violent crime is complex and multifaceted. Not all individuals who engage in ASB will progress to committing violent crimes, as there are various factors that can influence an individual's trajectory. Protective factors such as positive social support, access to resources, and intervention programs can mitigate the risk of violence.

Recognising the link between ASB and violent crime underscores the importance of early intervention and prevention efforts. Addressing antisocial behaviour at an early stage, providing appropriate support and interventions, promoting positive socialisation, and offering alternatives to violence can help reduce the likelihood of individuals progressing to violent criminal behaviour.

Out of a total of 8,247 incidents reported in 22/23, 1,572 (19%) are recoded as ASB. This then equates to 45% when we look at ASB as a component of violence related incidents. An analysis of the Mo field indicates that a significant proportion of these incidents involve young people. A sample of the reports are shown below.

- Informant states there are 5-6 young males trying to get into the communal area. They have got a rope which they are using to climb in to top of the building.
- Caller says a group of 10-15 youths aged around 12 years some in MUFC are outside his house and at kicking balls and throwing stones at his door this is a regular occurrence with the youths.
- There are approx. 10-15 youths gathered in the carpark.
- There is a group of 10/12 males. they are smoking cannabis and making a lot of noise. Informant is too scared to tell them to leave. they haven't approached informant's address. all males. this has happened every day for the last few days. no disturbance ongoing. some black males and Asian males, all wearing tracksuits, approx. 18/25yrs

ASB in Bolton

Many individuals feel harassed and intimidated by the presence of groups of youths within their local area. Despite often being described as 'low-level crime', existing evidence suggests ASB can result in a range of negative emotional, behavioural, social, health and financial impacts. These include negative mental health effects, avoidance behaviours and decreased economic productivity.

The recent study published by the Home Office (March 23)⁷⁷ Anti-social behaviour: impacts on individual and local communities found that Emotional impacts were widespread and varied by and within each ASB type, with 93% of participants experiencing at least one, such as anger or loss of confidence. Annoyance was the most common emotional impact experienced, at 56%.

Behavioural impacts were also common, with 66% changing their behaviour or experiencing behavioural changes in at least one way. Avoidance behaviours, such as avoiding certain places, were most common and were found across ASB types.

There were also impacts on personal networks, communities, and institutions, for example more than a quarter of survey participants (27%) stated that their experience of ASB caused a decline in their levels of trust in others/their community. While ASB had negative community impacts, there were ways in which working together to tackle ASB could offset these impacts and, in some cases, unite people. For example, sharing information via social media apps to overcome this common goal united people.

Impacts were perceived to be interlinked. For example, emotional impacts could lead to behavioural changes, whether actively or involuntary taken, which then had knock-on effects on individuals' interactions with their personal networks and more widely, the community.

It is recognised that certain groups of young people are proportionately more likely to commit certain types of ASB but it is dangerous to root policy and interventions on such sweeping assertions. In the best case it can often lead to poorly thought out and ineffective responses, with little significant impact on the real problem. At worst, it can lead to the gradual alienation of a significant group of society, who feel that they are 'always being picked on'.

⁷⁷ [Anti-social behaviour: impacts on individuals and local communities - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/research-data-and-analysis/publications/anti-social-behaviour-impacts-on-individuals-and-local-communities)

The key to dealing with the issue, as with any effective community safety activity, is to clearly identify the problem: is it ASB, whatever that may be; or noise nuisance; or fly tipping; or neighbour disputes or even gangs of rowdy young people? Once the type of problem has been identified, it needs to be analysed in greater detail, perhaps from a problem-solving perspective, considering features which might be driving it, for example, location, offenders and victims. The key then is to ensure that policy and interventions in response target the actual problem and that progress is monitored and evaluated on an ongoing basis. Not all young people cause nuisance; not all young people are rowdy and intimidating. Many feel just as victimised as those members of the community who report such offences, if not more so. It is important to recognise that and to target ASB responses on clearly defined problems. In that way, we can all benefit from a reduction in ASB, including young people.

Implications

Concrete insights, such as the above, help to build a case for the value of tackling ASB in Bolton. With nearly all survey participants who had experienced or witnessed ASB having been impacted by it in some way, there is a clear need for policies which help to minimise these impacts. Considerations for future policy design are outlined below.

- Support offered to those who have suffered from the emotional impacts of ASB needs to be flexible, recognising the range of emotional impacts experienced.
- A one-size-fits-all approach to support is unlikely to adequately address the different types of emotional impacts and varying depths of impacts. For example, support for an individual experiencing feeling of anger is unlikely to be appropriate for someone suffering from panic attacks.
- Interventions to offset the need for avoidance behaviours should be a priority. These behaviours were found regardless of ASB type.
- Communities should have input into community-level support interventions. Communities are aware of the types of ASB that occur within their area and have often already proactively come up with their own strategies to offset ASB and its impacts.
- The quantitative data produced from this research could be used to baseline the impact of future interventions on the prevalence of different impacts of ASB.
- Youth diversion activities should be targeted towards areas of need.

Sports Intervention

The uptake of sport can play a role in reducing violent crime rates in the Bolton through various mechanisms. Channelling Engaging in sports provides an outlet for individuals to channel their energy and aggression in a positive and constructive manner. Physical activities and team sports offer a way to release pent-up emotions and frustrations, potentially reducing the likelihood of engaging in violent behaviour.

Sports activities often involve teamwork, cooperation, and interaction with peers and mentors. Participating in sports fosters the development of positive relationships, social connections, and a sense of belonging, which can reduce feelings of isolation and marginalization associated with involvement in crime. Participation in sports allows individuals to develop physical, technical, and cognitive skills. Learning and mastering these skills can boost self-confidence, self-esteem, and a sense of personal accomplishment, empowering individuals and reducing their inclination towards criminal behaviour.

Sports provide opportunities for individuals to interact with coaches, trainers, and mentors who can serve as positive role models. These figures can offer guidance, support, and mentorship, helping individuals develop pro-social values, discipline, and life skills that deter them from engaging in criminal activities. Sports-based crime prevention programs specifically designed to target at-risk individuals or communities have been implemented successfully in various parts of the UK. These programs combine sports activities with educational components, mentoring, and other supportive interventions to address underlying risk factors and promote positive behaviour change.

Sports can serve as a platform for community engagement, bringing together people from diverse backgrounds and fostering social integration. By promoting a sense of community pride, cohesion, and collective identity, sports activities can help strengthen communities and reduce the risk of crime.

Sport-based diversionary programs aim to divert young people away from criminal activities by offering alternative activities and opportunities. These programs provide structured sports activities, mentorship, education, and vocational training to help steer young people away from antisocial behaviour and crime.

It is important to note that the impact of sports on reducing violent crime rates is not guaranteed or immediate. The effectiveness of sport-based interventions depends on various factors, such as program design, access to resources, community support, and sustained participation. Integration with other social interventions and addressing broader societal issues related to inequality, poverty, and social exclusion are also crucial for achieving lasting crime reduction.

Bronson (2019) estimates the relationship between sports participation and two broad categories of crime – property crimes and violent crimes- in 323 local authorities in England between 2012 and 2015. The objective is to assess whether participation in sporting activities influences regional crime rates. Furthermore, the impact of socioeconomic conditions on crime rates are estimated.

The findings suggest sport participation is associated with reduction in both property and violent crime rates across English local authorities between 2012 and 2015. However, sports participation has a stronger effect on violent crimes compared with property crimes. The results show a 10% increase in sports participation is associated with a fall in violent crimes of 0.97 and 1.56% while a 10% increase in sports participation is associated with a fall in property crimes of approximately 0.65%.

Street Games

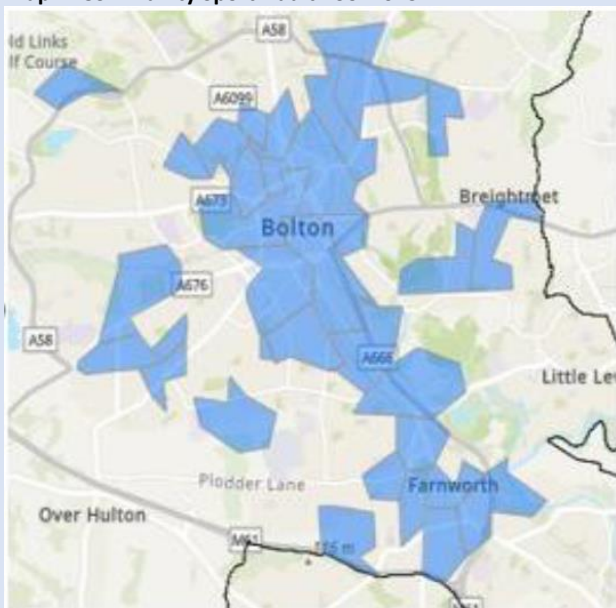
Bolton Council Community Safety Partnership commissioned StreetGames to co-ordinate and deliver Boltons summer violence prevention programme across a potential eight 'hot spot' areas as identified through the Greater Manchester Serious Youth Violence Reduction dashboard and the Greater Manchester Community Sport Analysis Tool (CSAT Dashboard 2023). Funding to deliver the programme was initially £25,000 for a six-week summer holiday period, this was increased to c.£38,000 to accommodate additional provision for vulnerable young people across the areas of focus.

The programme is in its second year of delivery building upon the 2022 partnership.

StreetGames utilized insight from the CSAT Dashboard to identify eight priority communities where both deprivation and incidents of violent crime are elevated (GMP, NWS, TIIG). Three locations were discounted because there was either no existing provision to build upon, delivery organisations in the area had no additional capacity, or they could only provide short term diversionary activities that did not build into a year-round offer.

StreetGames proposed to focus on 4-5 areas and provide a range of sport and physical activity-based interventions to contribute to a reduction in, and suppression of, serious youth violence in crime 'hotspots' in specific localities in Bolton.

Map 1 -Community Sport Audit Tool 2023



Map 2 -Delivery locations of summer engagement



Map 1 -GM Priority lower super output areas (LSOA) indicated in blue represent Indices of multiple deprivation (IMD) 1 or 2 combined with 3 or more indicators of crime (top 20%) as detailed on the CSAT Dashboard 202

Map 2 - The delivery locations of the summer engagement are set within the priority LSOA's. The Bolton intervention delivery locations are;

- North - Halliwell and Brownlow Fold (1)
- Central - Gilnow and Victory (2)
- East – Brightmet (2) North – Waggon Road & South and Great Lever at Leverhulme Park
- South – Harper Green (1), Farnworth, Highfield and New Bury (2)

Delivery organisations:

Bolton Wanderers in the Community (BWitC) - Harper Green and Brightmet Football, mentoring, leadership opportunities

New Bury Boxing Club – New Bury & Highfield Boxing, life skills, food and nutrition, mentoring support.

Elite Community Hub CIC – Halliwell and Brownlow Fold, Boxing, life skills, food and nutrition, mentoring support

Bolton Solidarity Community Association (BSCA) - Gilnow and Victory Football, multisport wider family support

Bolton Lads and Girls Club Multi activity sport and sports plus offer – Gilnow & Victory /Central

1 Message – a support service that offers 121 mentoring, group talks/workshops themed around local needs. These worked across the areas where there was greatest need and connection.

Across the summer period (21st July – 3rd September 2023) 295 vulnerable young people engaged in a wide range of sport and physical activity, in their local community, on their doorstep within 10mins of where they live for most participants. Across the provision there were 923 visits or attendances at sessions, and these took place across a range of venues, including parks and green spaces, youth and community centres, community and school based multi-use games areas/astro-pitches, and a community boxing club.

Key themes that emerged over 2022/23 from the monitoring and evaluation completed with the delivery partners around the positive benefits and need for the programme in Bolton have been summarised below:

- Activities provided give vulnerable young people a safe place to be, off the streets with positive activities to take part in or be a part of.
- Give young people a structure, routine, and something to look forward to.
- Build positive relationships with other young people and the coaches/instructors and volunteers delivering the sessions.
- Free sessions significantly reduce the financial barrier to participation and engagement.
- 100% of the providers articulated that the sessions were needed in the areas and without the funding the scale and scope, the provision we delivered would not have been able to be done.
- Organisations highlighted they have met lots of new young people and new delivery partners, which has led to a better understanding and connection with young people in terms of what they do, what they offer, where they are and how to connect with them.
- Engagement in the programme has been really good. Projects have reached more ethnic minority young people with operating the Saturday session as mosque in the week limits the opportunity to take part.
- Young people have shown a real sense of belonging in the club.
- Young people at risk of CCE have opened up and asked for support.
- Daytime summer offer has enabled projects engage with more young people at a different time of day.
- Reaching the most challenging and vulnerable young people, supporting them and providing positive role models in the coaches.

Local people said;

- could see a change in behaviour of some young people in the area.
- the sessions had made a difference.
- it was noticeable that there were less youths 'hanging around'.
- with others attributing the sessions helping to bring the community together.

2023 Summer Project: Storyboard – <https://arcg.is/0qaPXv0>

2023 Summer Project: The Youth Voice - <https://youtu.be/MEG5W8-KH6M>

Sports Based Interventions - Recommendations

A series of recommendations came out of the Summer Suppression work, commissioned by Street Games. Some of the learning can be taken into future commissioning of sporting-based interventions:

- Work with and commission local trusted community sports-based organisations that know and already serve their community in primary and secondary level intervention work.
- Where possible have the opportunity for the young person to transition into weekly activities that are on their doorstep offered outside of the summer provision
- Look to build year-round offers in those communities that don't have anything due to lack of assets or organisations to deliver a year-round offer in their locality that has equal challenges.
- Continue to work with delivery partners to link summer provision to wider Bolton Community Safety Partnership funding opportunities.
- Build on existing partnerships where there are strong alliances and partnerships in operation across VCF and statutory services to continue to build trust and enhanced quality of provision that can be sustained.
- Continue to work with the HAF team to ensure there is no duplication of provision and there is clear links to access HAF and the summer engagement project for vulnerable young people, particularly those in transition from Year 6 – Year 7 and those aged 12-16 years.

A Community-led Approach to Violence Reduction

The Greater Manchester Violence Reduction Unit provided funding to several boroughs across Greater Manchester, including Bolton, to codesign and develop a community alliance which will take forward work to tackle serious violence at a community level. The New Bury Community Alliance was launched in 2021 as a collaboration of VCSE organisations including Bolton Wanderers in the Community, Elite Boxing, Great Lever and Farnworth Voice and Wave Adventure amongst others.

The project priorities:

1. **Family Work:** Projects that engage and support both young people and their parents/carers/families, holistically, connecting with additional support where necessary.
2. **Youth Work** - Focusing on both open access provision providing safe spaces for young people as well as targeted interventions.
3. **Community Sports based interventions.**
4. **Mentoring Programmes:** Providing positive role models for young people and families at risk or vulnerable to serious youth violence and criminal exploitation.

In the first year of funding, the project engaged with 592 young people under 25yrs, 242 over 25yrs and supported the establishment of 3 new community groups including boxing, community gardening open spaces work and an asset-based parenting group.

New Bury Community Alliance – Year 2

Priority 1 - Family Work.

Projects that engage and support both young people and their parents/carers/families, holistically, connecting with additional support where necessary

Priority 2 - Youth Work.

Focusing on both open access provision providing safe spaces for young people as well as targeted interventions.

Priority 3 - Community Sports Interventions.

Consistent, free, high-quality sports provisions, delivered in community time and delivered locally.

Priority 4 - Mentoring and Positive Role Models.

Mentoring programmes providing positive role models for young people and families at risk or vulnerable to serious youth violence and criminal exploitation.

Activities:

- Twice weekly football sessions
- Twice weekly boxing sessions
- Bike mechanic workshops
- Mentor programme in primary schools
- Mentoring in local high school
- Girl youth work group
- Community-drop in
- Community events
- Radio play workshops

Organisations Commissioned:

Bolton Wanderers in the community
 Elite Community Hub C.I.C
 New Bury Boxing
 Great Lever and Farnworth Voice
 Wave Adventure
 1Message

In the first 6 months of year 2:

Total number of individuals engaged: **765**

Total number of engagements: **3.171**

Case Study #1 – Simons Story ([18 Bolton Community Spotlight: Simon's Story - YouTube](#))**Case Study #2 - Bolton Wanders in the Community – Primary and Secondary level Mentoring:**

Young person, DB, has been attending BWitC's weekly football session on a Wednesday since the sessions started last year. DB is home-schooled and has really struggled to make new friends at the session, and struggles with confidence and self-belief. DB has been supported by the coaches at the session, and they have helped him to work on his frustration, while taking the lead on sessions to support his confidence. DB signed up to the partnership's HAF provision, where coaches were able to work with DB more closely, including working on some of his academic work (see image, right). It soon became apparent that DB was unable to read and write, but was supported by BWitC coach, Sohail, to work on his education. In turn, this increased DB's confidence and resilience. At the end of HAF, DB attended the group trip to outdoor education centre, The Anderton Centre, and really pushed himself to step out of his comfort zone.

DB's mother contacted Sohail to thank him for his work with DB and asked if there is a way for him to keep the contact up with BWitC. As a result of this, BWitC VRU Mentor Ryan, met with DB and is planning to mentor him from September. BWitC look forward to continuing to work with DB through the weekly football sessions and 1-to-1 mentoring.

Case Study #3 (New Bury Community Alliance) - Great Lever & Farnworth Voice Girls Group

One child who has special needs was not accepted into other groups, so her mother called the staff at the session to see if she could join. She has been attending for a few months now and has grown in confidence and ability, doing certain tasks her mother thought she would never complete. She arrives each week happy and confident and joins in every activity the group do. She fills in the work sheets every week and makes various arts and crafts. She loves doing hair and makeup on the model dolls, and she aspires to be a beauty and hair artist when she is older. A few weeks ago, she learned how to skate with the volunteers.

1Message – Secondary and Tertiary Level Mentoring:

Associate Deputy Headteacher, Rebecca O'Donnell, said:

"We have been fortunate to work with 1Message this term. Both staff and students were motivated by the relevance of the input and students were keen to attend including those who were not already selected. We are looking forward to working with 1Message again in September to allow students time to reflect and learn from real life experiences."

Weapons – Young People

The issue of weapon use amongst young people is a complex and multi-faceted one. In some cases, young individuals may engage in the use of weapons for self-defence or protection where they feel unsafe or threatened, to be respected or because of peer pressure. Sadly, violence involving weapons has a devastating impact on young victims, their friends, family, and the wider community. Factors such as socio-economic conditions, access to knives, exposure to violence and inadequate guidance and supervision can contribute to the problem. Only a very small number of young people ever have or will, carry a weapon however for those few that do, their chances of becoming involved in a violent incident increase's. The circumstance which leads a young person to carry a weapon are fluid and complex and to identify what works to prevent young people carrying and using weapons, it is useful to understand what drives a young person to pick up a weapon in the first place.

In 2022, from a survey of over 2000 teenagers across the UK (YEF, 2022):

- 2% said they'd carried a weapon.
- Of those that said they were in a gang 42% said they had carried a weapon and over half said someone they knew well had carried a weapon.
- 24.3% said they had seen violent content on social media featuring weapons being carried, used or promoted.

- Around 2% told us they had carried a knife, screwdriver or other weapon to protect themselves or make themselves feel safe.

In Bolton, a survey of 761 young people aged 10 to 18 (or 19 to 24 with Special Educational Needs or Disabilities) asked respondents if they thought there was a problem with people carrying knives or other weapons. 55% thought this was a big problem with less than 5% suggesting this was not a problem.

Table 116: How much of a problem is serious violent crime in Bolton and people carrying knives and other weapons.

How much of a problem is	Big	%	Small	%	Not	%	No opinion
Serious violent crime in Bolton?	315	41.39	348	45.73	37	4.86	54
People carrying knives & other weapons?	422	55.45	236	31.01	35	4.60	52

When asked if they have ever carried a knife or weapon 29% of the cohort admitted that they carry a weapon or are aware of other people in the friendship or family groups who do. Of the total cohort 82% have never carried a knife or weapon personally themselves.

Table 117: Do you / does anyone you know carry a knife or another weapon?

Weapons	Count	%
I've never carried a weapon	611	82
I used to but don't anymore	28	4
I carry a weapon	21	3
I know other young people who carry a weapon	104	14
Family carry weapons	12	2
Other people I know carry weapons	76	10

Knife Crime

Knife crime has a significant impact on young people, both as victims and perpetrators, with far reaching consequences:

Physical harm and fatalities: The most immediate and severe impact of knife crime in young people is physical injury or death. Knife related incidents can cause severe wounds, disabilities, or even result in fatalities, leaving lasting physical and emotional scars on the victims and their families.

Fear and anxiety: Knife crime (*or perception of*) creates a climate of fear and anxiety among young people, affecting their overall sense of safety and well-being. Constant fear of becoming a victim or witnessing violence can lead to stress, anxiety, and feelings of vulnerability, impacting their mental health and ability to focus on education and personal development.

Disrupted education: Knife crime can disrupt a young person's education and schooling. Violence in and around schools can lead to temporary or permanent exclusion and students may skip school to avoid the potential risks. This can result in decreased educational attainment, limited future opportunities and increased social exclusion.

Cycle of violence: Young' people involved in knife crime as perpetrators can become trapped in a cycle of violence. Factors such as peer pressure, gang involvement or a sense of protection can contribute to the escalation of violence. Engaging in criminal behaviour increases the risk of further violence, arrest or criminal justice intervention.

Emotional and psychological impact: Young' people exposed to knife crime, whether as victims or witnesses, often experience emotional and psychological trauma.

Community and societal factors: Knife crime impacts not only the individuals involved but also the wider community and society. Communities with high rates of knife crime may experience breakdown of trust, increased social tensions and a sense of insecurity.

Knife Crime – A Local Context

According to a report by the Greater Manchester VRU, there have been significant reductions in hospital admissions due to assault by a sharp object, and homicides involving a knife across Greater Manchester. A total of 3,265 weapons have been taken off the streets of Greater Manchester since April 2022, with 168 fewer recorded knife crime offences in the 12 months to January 2023 - a reduction of 3.8%, when compared to the previous year.

In 2022, there were fewer than 90 hospital admissions due to assault by a sharp object among victims aged under 25, this is down by 17% compared to 2021, and down by 26% compared to the year pre-covid. A significant decrease in homicides is also noted, down by 27% compared to 2021, and knife enabled homicides, down by 19% compared to 2021.

The table below displays the possession of weapon offences for juvenile offenders. 36% of offenders used a weapon in a threatening way with 28% of these being in a public place. 60% of offenders were guilty of possessing a weapon and 9% of these related to an educational premises. 6 individuals were also identified as being repeat offenders.

Table 118: Juvenile (18 and under) Offenders Weapon Offences

Source: GMP Offenders data - Juvenile

Weapon Offences	Count	%
Carrying a loaded or unloaded or imitation firearm or air weapon in public place.	1	1.04
Carrying loaded firearm or any other firearm	2	2.08
Having an article with a blade or point in a public place	16	16.67
Having an article with a blade or point on school/further education premises	9	9.38
Import prohibited weapons / ammunition with intent to evade a prohibition / restriction	3	3.13
Possessing firearm or imitation firearm with intent to cause fear of violence	5	5.21
Possessing or distributing prohibited weapons or ammunition	1	1.04
Possession of an offensive weapon in a private place	6	6.25
Possession of offensive weapon without lawful authority or reasonable excuse	18	18.75
Threaten a person with an article in a private place	1	1.04
Threaten a person with an offensive weapon/substance in a private place	5	5.21
Threaten with a blade or sharply pointed article in a public place	14	14.58
Threaten with a blade or sharply pointed article on school/further education premises	1	1.04
Threaten with an offensive weapon in a public place	13	13.54
Threaten with an offensive weapon on school/further education premises	1	1.04
Total	96	

The table below displays known weapon offenders by age. Offending increases with age.

Table 119: Juvenile (18 and under) Offenders Weapon Offences - Age

Source: GMP Offenders data - Juvenile

Age	Count	%
7	1	1.04
8	2	2.08
11	6	6.25
12	4	4.17
13	8	8.33
14	10	10.42
15	17	17.71
16	10	10.42
17	14	14.58
18	24	25.00
Total	96	

Knife crime – Other factors

The scale of juvenile knife crime is likely to be wider than the figures above suggest. We know from the recorded crime data set that 38% of all reported robberies involve a direct threat from a bladed weapon. This is however, based on the recorded crime data that provides no detail of the offender or age, merely a report of the crime. The offender data set tells us that 96 juveniles have been suspected of robbery offences within the borough. So, a proportion of those offences would also count toward the knife crime levels within the borough. Knives are also commonly used in other offence types. The table below displays the result of an analysis of the MO field looking for key words that appertain to knife crime. Although a rather simplistic technique it does highlight other crimes that have a knife element in their MO. Given that juveniles are responsible for 19% of all violent crime within the borough a significant proportion of these offences below would relate to them.

Table 120: Reported crime that mention bladed article or weapons within the MO that are not categorised as weapon offences.

Source: GMP Offenders data - Juvenile

	Knife	Knives	Machete	Screwdriver	Weapon	Blade	Razor	Total
Violence with Injury	70	10	14	13	44	33	4	188
Robberies	66	1	16	3				86
Violence without Injury	93	9	5	3	38	4		152
Public Order	86	15	21	1	133	7	1	264
Stalking and Harassment	55	15	12	1	18	2	1	104
All crime	523	62	81	21	192	93	7	979

In terms of generating some simple statistics, based on the above analysis it would suggest that that juvenile knife crime could equate to approximately 282⁷⁸ offences over the year, approximately one crime every other day.

Navigator Project

Navigator programmes have a strong focus to preventing knife crime; with available studies suggesting that navigator interventions could have a high impact (YEF Toolkit). The programme works with young people aged 10-25, to help them to cope and recover from an experience of violence and assist with access to local support networks to prevent the potential of further violence.

Being a victim of violence is strongly associated with future involvement in violence. Providing support in the aftermath of an incident could protect vulnerable children from the vicious cycle. Children may also trust navigators more than other agencies so be more open to engaging with services, with the tailored service plans which often include more than one service and extend support to families, more effective than engaging a young person in a single intervention.

Bolton Navigator Project

The Navigator Project is a Youth Led Violence Reduction project commissioned by Greater Manchester Combined Authority (GMCA) Violence Reduction Unit and is being delivered by Oasis Charity.

The project is open to young people aged 10-25 years old that live or attend school in Greater Manchester that are impacted by youth violence. The Navigators work with the young person to enabling them to recover following an incident, creating their own bespoke support plan and identifying local support networks, community groups and services that can support them long term to achieve their goals.

This data summary focuses on some of the key data highlights for young people referred into the project that live in the Bolton area or were referred following attendance at Royal Bolton Hospital.

From July 2022 – 31ST March 2023:

- A total of 79 young people were referred into the project by Royal Bolton Hospital, between July 22 – March 23. (74 of these young people were Bolton residents).
- A further 5 young people who live in Bolton were referred through the community referral pathway and 1 via RMCH.
- The majority of young people referred to the project were males, with an average of 79% of referrals.
- On average, 77% of referrals were made for young people involved in incidents not involving a weapon.

Let's End the Hurt – GMP Schools Input

Greater Manchester Police Safer Schools Officers continue to deliver schools inputs around knife crime and weapons aimed at year 6 primary school children. It was decided this input was required prior to their leaving for year 7 at secondary school as it was identified that a lot of young children fell into the belief that a weapon would protect them. It was found that the transition from primary to secondary school created a lot of anxiety amongst young children and through a lack of understanding some were making poor choices in relation to safeguarding.

By addressing this and offering learning and increased awareness of support and problem solving, it is felt the officers can plant an early warning system. This is then added to in the early stages of year 7 with a more in depth look at consequences of carrying a weapon for yourself or others as a means of defence.

⁷⁸ Juvenile weapon offences 96, estimated knife offences 979, 19% = 186.

Taking forward A Child First Approach

On completion of this strategic needs assessment, the Community Safety Partnership (CSP) in discussion with colleagues from the Childrens Safeguarding Partnership, Youth Justice Board and wider specified authorities will draw from the learnings of the assessment to design and inform the local delivery plan, which will include a separate and distinct focus on children and young people. The response will involve a participation and co-production approach with young people to ensure their voice and lived experiences are reflected in the process, and learning will be drawn from evidence of what works including the YEF Toolkit (<https://youthendowmentfund.org.uk/toolkit/>) and YJB Resource Hub (<https://yjresourcehub.uk/>).

Juveniles and Young Adults Offenders (25 and under)

5,642 violent crimes are linked to a known offender aged 25 or under. Of this cohort there are 2,972 unique offenders in this age group, and they represent 27% of all known violent offenders. The table below highlights the violent crime type for this age group comparing it with all known offenders. Although the cohort crime types mirror the full cohort in terms of volume (Public Order, Stalking and violence with/without injury), there are some subtle differences. Sexual, possession (drugs and weapons) offences are more prevalent in the younger age group. There are also less stalking and public order offences within the under 25 cohort.

Table 121: Juvenile and Young Adult Offenders violent offences in context of all known offenders

Source: GMP Offenders data – Offender

Crimes	Count =<25	% =<25	% >26	Difference
Other sexual offences	275	4.90	2.06	2.84
Possession of drugs	262	4.60	2.25	2.35
Possession of weapon offences	158	2.80	1.79	1.01
Public order offences	814	14.40	18.70	-4.30
Rape	139	2.50	1.57	0.93
Robbery of business property	1	0.01	0.17	-0.16
Robbery of personal property	131	2.30	0.63	1.67
Stalking and harassment	1384	24.50	30.38	-5.88
Trafficking of drugs	149	2.60	1.60	1.00
Violence with injury	878	15.60	15.19	0.41
Violence without injury	1451	25.70	25.65	0.05
Total	5642			

In terms of offence volumes this increases with age. Those aged over 20 are responsible for 47% of the crimes, with the teenage cohort responsible for 46%.

In terms of ethnicity the under 25 cohort it is shown in the table below in the context of all known offenders. There is a slight overrepresentation of ethnic groups within the cohort except for Bangladeshi and Indians.

Table 122: Juvenile and Young Adult Offenders violent offences by ethnicity

Source: GMP Offenders data - Offender

Ethnicity	Count	%	% of all Offenders	Difference
Asian - Any Other Asian Background	157	2.33	2.12	0.21
Asian - Bangladeshi	1	0.01	0.09	-0.08
Asian - Indian	55	0.82	1.3	-0.48
Asian - Pakistani	273	4.06	3.88	0.18
Black - African	238	3.54	2.14	1.40
Black - Any Other Black Background	108	1.60	1.21	0.39
Black - Caribbean	30	0.45	0.4	0.05
Mixed - Any Other Mixed Background	43	0.64	0.3	0.34
Mixed - White and Asian	36	0.53	0.27	0.26
Mixed - White and Black African	4	0.06	0.13	-0.07
Mixed - White and Black Caribbean	26	0.39	0.33	0.06
Not Provided	1165	17.31	18.03	-0.72
Not Stated	412	6.12	5.76	0.36
Other - Any Other Ethnic Group	51	0.76	0.58	0.18
Other - Chinese	1	0.01	0.01	0.00
White - Any Other White Background	119	1.77	1.99	-0.22
White - British	3998	59.41	61.5	-2.09
White - Irish	13	0.19	0.28	-0.09
Total	6730			

Victims

6,368 violent crimes are directly linked to a victim in 22/23 for juveniles and young people under 25. Of this cohort there were 4,384 unique victims during the year. 8 individuals had been a victim of 10 or more crimes during the year.

The table below displays the violent crime victims 25 and under in the context of victims 26 and above. Young people are more likely to be a victim of a sexual offence, including rape and violence with or without injury. They are less likely to be victims of a public order offences or stalking and harassment.

Table 123: Juvenile and Young Adult Victim violent offences by ethnicity

Source: GMP Offenders data - Offender

Crimes	Count =<25	% =<25	% >26	Difference
Other sexual offences	508	7.98	1.36	6.62
Possession of weapon offences	64	1.01	0.73	0.27
Public order offences	807	12.67	23.96	-11.29
Rape	242	3.80	1.37	2.43
Robbery of business property	2	0.03	0.07	-0.04
Robbery of personal property	144	2.26	1.65	0.61
Stalking and harassment	1707	26.81	31.89	-5.08
Violence with injury	1191	18.71	15.28	3.43
Violence without injury	1702	26.73	23.67	3.07
Total	6367			

In terms of ethnicity there is a similar balance as with that of offenders with individuals of Pakistani origin representing 4.1% in the victim cohort and 4.1% in the offender cohort.

Chapter 7 - Summary

Bolton has a resident population of 295,690, 25.3% (74,887) of residents were 18 or under. Nationally the average for 0 – 18-year-old is 20.7% of the total population, in Bolton this is 24.2% indicating that Bolton does have a younger population profile. Nationally 29.2% (17.3 million) of the population are under 25 years of age, this is at 32% within Bolton.

55% of children 18 or under are white British. The largest ethnic group is those of Pakistani heritage at 15.2%. Groups from Asian heritages comprise 27.8% of the 18 and under population. Children from the Black community comprise 6.6% of the 18 and under population. With children from mixed origins accounting for 5% of the population.

In terms of the ethnic population (including Gypsy, Roma, and other ethnic groups) this accounts for 31,156 residents 18 years or younger. This is 41% of the age cohort with 20,840 (27.8%) of Asian heritage, 4,966 (6.3%) are of Black origin and 3,745 (5%) from a mixed heritage.

Although the total white population of the borough is 68.8% the ethnic profile is different in the younger age group. 55.2% of residents 18 or under are white, 13.5% less than in the global population. Residents of Pakistani heritage are overrepresented in the under 18 population by 5.9%, with those of African heritage by 2.1%.

65% of young people subscribe to the notion of a British only identity which when put in the context that 55% of young people define themselves as white, it suggests a stronger sense of belonging to a place (UK, Greater Manchester, Bolton). Only 11% of the cohort defined themselves as non-UK identity only. It lends credence to the fact that although your ethnic origin is something to be proud of it is also important to have a sense of belonging to the place that you live, and this is borne out by these figures.

In terms of disability as measured by the Equality Act (2010). 6.6% of all young people in Bolton have a disability and this also tends to increase in number with the age of the child. Disabilities is the highest in the white population at 8.1%. Children of Asian and Black heritage have 3.7% and 3.5% respectively in their cohorts. Those of mixed heritage display a higher figure for the cohort of 6.7% and although the Travelling and Roma communities are small, they display a figure of just over 6%.

In terms of religion 34% identify as a Christian, closely followed by being a Muslim at 31%. Significantly 27% said they had no religion.

Lever has the highest concentration of young people within the borough. One central LLSOA in the Ward centred on Green street has a population of 1,191, which is significant given the average for the borough is 427. Rumworth and Tonge north also have significant clusters of young people, so to, does the north of Queens Park ward and southern Halliwell. There are also distinct cluster in Johnson Fold and the New Bury area of Farnworth South.

A Child First approach recognises that children are different to adults. That they have different needs and vulnerabilities, and they should not be treated in the same way. For this reason, this strategic need assessment considers serious youth violence separately to adults.

Youth violence is understood as violence either against or committed by a child or adolescent. It can have a devastating impact on young victims, their families and communities and can have serious and lasting effects on a young person's physical, mental, and social health. There are various definitions of youth violence, but the thing they all highlight as key is the age of those involved and the severity of the offence.

Offences

4,244 offences were recorded in 22/23 relating to offences committed by juveniles where a suspect had been identified. This related to 3,454 crimes as it is common that multiple suspects are identified for each unique crime. This equates to 19% of all crimes across all age groups where an offender had been identified. A total of 2,006 unique offenders have been identified within this dataset. 39% (787) were multiple offenders, with 44 young people representing 2.2% of the cohort committing 10 crimes or more within the year.

Juvenile Offenders

70% of all juvenile offenders where a sex was provided were male and 28% female. It is possible to identify ethnicity of 67% of the sample. In terms of ethnicity 65% of offenders self-identified as white British. The most prominent ethnic group was those of Pakistani heritage at 2.7%, closely followed by Black African at 2.5%. The figures show a slightly different picture when using the Police defined ethnicity data. 5.5% were identified as Asian (higher than the self-defined figures) and 5.5% were identified as Black.

3,121 offences where a suspect had been identified related to our definition of violent crime. This related to 2,601 violent crimes committed by 1,603 offenders as it is common that multiple suspects are identified for each unique crime. At 74% of the total crimes recorded based on an identified juvenile suspect this is significant. Table x below displays all the violent crimes committed based on the wider definition of the Home Office classification. 23% of crimes recorded relate to common assault and battery, at further 11.8% to assault causing actual bodily harm. Malicious communication also is common at 9% of all crimes.

44 individuals have been responsible for 723 crimes. Therefore 2.3% of young people have been responsible for 21% of all recorded crime with a suspect identified. To put that in context 97.8% of offenders are responsible for 79% of crimes.

In terms of violent crimes 20 offenders have been responsible for 310 crimes. Therefore 1.2% of juvenile violent crime offenders have been responsible for 12% of all violent crimes recorded with a suspected identified. This is significant as it seems that committing violent crime as a juvenile is more widespread across the population than all crime.

Victims

4,237 crimes were reported in 22/23 that had a young person (or multiple young people) attached as a victim. 97% of these crimes had an accurate crime value and can be used in the analysis, they related to 3,029 unique young people, with 706 (23%) being a victim multiple times within the year. The prominent age group was 14- 15 years old, with 23% as a victim. 53% of these victims were female.

In terms of total crimes 4,237 had a victim attached and a small proportion of these had some missing values. 25% were victims of violence without injury, 19% of stalking and harassment and 17% of violence with injury. In terms of a comparison with the adult victim cohort violence with injury is only 15%. It seems that violence with injury is a most significant crime relating to juveniles.

3,761 crimes with a victim attached related to violence. This equate to 91% of all young people who were involved in a violent offence. Table x below displays the crime type relating to juvenile victims based on the more detailed Home Office classification. 21.5% of victims were involved in common assault. 11% were a victim of malicious communication. 6% were a victim of sexual assault, and 5% were victims of cruelty and neglect with these crimes relating to 120 children under 10 and 71, from 13 – 18.

17% of juvenile victims of violent crime had a domestic abuse element, with 4% relating to sexual exploitation. In terms of victim outcomes 34% of victims where a suspect had been identified did not support taking the case forward. 18% of crimes with a suspect identified went no further due to insufficient evidence.

IYSS

Data provided by the Youth Justice Service (YJS) for 22/23 identified 122 Individual cases based on the IYSS data set for young people who have been involved in a serious violent crime. The largest percentage of the sample were 16 years old with 70% being in the age range of 16 – 18 years old. 80% of the clients were male with 0.8% defining themselves as transgender. The largest proportion of YJS clients define themselves as White British and the largest ethnic group were clients of a Pakistani heritage.

At 64% the White British cohort is overrepresented in the sample by 8%. Clients of Black origin are also overrepresented in the data by 2.5%. Significantly, clients of Indian origin are underrepresented by 9% in terms of YJS clients.

It is significant to note that many of these clients have offending histories going back to 2016. Although these clients were sampled based on serious violent crimes, much of their previous offending behaviour relates to offences of a non-violent nature. Based on all reported crimes 27% relate to serious violence offences since 2016 and 50% of 20/23.

In terms of education, training, and employment the table below displays the details for the cohort. 30% of all clients are still at school, with 23% at an alternative provision. Almost 15% of the sample are not in education, training, or employment.

55 individuals from the serious violence cohort of offenders had an Asset Plus stage assessment. 49% of clients had 1 to 2 assessments within the data and 11% had more than 10, with one individual (Person A) having 29 assessments between 07/18 and 02/23.

YOGRS is the youth justice system specific version of the Offender Group Reconviction Scale (OGRS). OGRS estimates the probability that offenders with a given history of offending will be resanctioned for any recordable offence within two years of sentence, or release if sentenced to custody. 55 individuals have the asset scores available. 36% represent a medium risk of re offending with 3.6% a high risk.

In terms of risk of harm 43% pose a medium risk, with 32% a high risk and 5% very high risk.

What is useful about these two scores is that it allows a detailed profile of young offenders as the Asset data provides a rich amount of information about everyone. By examining the differing risk elements, we can provide a generic profile of those more at risk of reoffending and causing serious harm in terms of violent crime. By identifying the trigger factors this should help with interventions to reduce reoffending and serious risk.

A significant risk in offending relates to education, training, and employment, with those offenders being more at risk. Offenders with speech language and communication difficulties are also more at risk and this is also linked to poor mental and substance misuse. The current relationships that an offender has also seem too significant and that linked to poor parenting can significantly increase risk. There also seems to be an issue with offence justification, suggesting that if an offender can except his behaviour is incompatible with societal norms it will help with their offending behaviour.

This insight is extremely useful when looking to design and implement intervention in this arena. Focusing on mental health and employment and training and providing intervention that materially impact on lifestyle and wellbeing for both the parent and child should prove effective.

The Childrens Commissioner (2021) looked closely at the work Local authorities are doing across the UK to understand the ‘at-risk population’ in their areas. The report concluded that analysis of risk factors can make a very large difference to identifying individuals for interventions. Where risk factors for involvement are not reviewed at a local authority level, there is potential for missed opportunity to identify some of the most at-risk children and ensure appropriate services are in place to prevent harm. Adequate understanding of these issues is essential to develop strategies to combat violence and commission appropriate services to meet the needs of at-risk-children.

Suspension and Exclusion

In terms of Bolton looking at data between 2014 to 2022 the average days missed by a suspension across all school types is 4.9 with a pupil on average being suspended 2.2 times

7.7% of all permanent exclusions relate to students with offensive weapons, with 2.2% suspended for the same issue. In total 57% of all students permanently excluding have been for a violence-based issue. This fall slightly to 53% for the suspended cohort.

The figure for violence-based exclusion is possibly much higher as 40% of the permanently excluded and suspended cohort have had issues with persistent disruption which is a very generic term, and their behaviour may have been violence related.

According to the Childrens Commissioner Report – ‘Still Not Safe’ exclusion or attending alternative provision (AP) is associated with children’s susceptibility to gang violence, with gang associated children 5 times more likely to have had a permanent exclusion in the previous year, and 6 times more likely to currently be in AP than other children assessed by children’s services.

Beewell Programme

#Beewell is a programme co-created with young people in Greater Manchester that aims to measure the wellbeing of young people through an annual survey of secondary school pupils (years 9 and 10) from across the region.

Young people aged 10 to 18 (or 19 to 24 with Special Educational Needs or Disabilities) were asked about their feelings of safety during the day in various location in and around the borough. 81% of young people reported to feeling safe at school/college/university during the day in Bolton. In contrast, 40% of young people reported to feel unsafe at school/college/university during the day in Bolton.

Social Media

Social media plays a central role in the lives of young people in Bolton and across the UK, with the majority of teenagers having access to smart phones and tablets to access online content. A concern raised by local stakeholders is the influence of social media and the potential for it to act as a catalyst and trigger for incidents of youth violence in Bolton.

In terms of known offenders, it is possible to look at the malicious communication subset of stalking and harassment which relates significantly to offences based on social media. Of the 4,892 offenders identified for this crime type 15% are juvenile. As a percentage of crimes based on the juvenile and adult cohort, 39% of all stalking and harassment incidents with a juvenile suspect relate to social media.

Fixing Neverland

'Fixing Neverland', is the final study in a project commissioned by the Dawes Trust in which Crest Advisory were tasked to run a multi-year programme of work examining the underlying causes and drivers of serious violence. It made several observations which can inform our local level learning. There is a collective blind spot around the relationship between social media and serious youth violence. When vulnerable young people repeatedly participate in potentially harmful online spaces it creates the conditions which can cause involvement in serious youth violence. The sheer scale and rapid pace of development of social media defy attempts by adults to protect children from serious violence.

The report made a series of recommendations which criticised current measures around online safeguarding and highlighted concerns around the regulation of social media space which lies across a number of different agencies. Many of the recommendations are aimed at government and regulators however some merit consideration on a local level.

Targeted Early Help

Early Help is an approach, not a provision and is everyone's responsibility. All services in Bolton are signed up to the Early Help process. Early Help is a way of bringing agencies together to work with children and their families when they need extra support. It ensures support is provided as need is identified, and this can be at any point in a child's life, meaning children, young people and families are supported holistically at the right time, as soon as a problem is identified.

Data is available relating to early help cases open from 1st January 2023 to 31st July 2023. 53% of these cases were open prior to that date with some open in October 2021. This provides data from internal teams only where crime or domestic abuse has been identified as a factor within the assessment. 185 assessments were provided relating to 78 families. On average the family contained 2.3 children with a family count of children ranging from 6 to a single child.

34% of all the identified early help episodes selected are still live and open. This does relate to the majority that were opened in 2023. On average an early help was open for 200 days (approximately 6.5 months). This figure is slightly skewed with 16 episodes being open for 300 days or more (10 months).

Early intervention also targets threats to a child's development which are strongly associated with adverse outcomes during adolescence and adulthood: child maltreatment, substance misuse, risky sexual behaviour, mental health, crime, housing, and finance. In most circumstances a referral is made based on multiple issues within the family. In terms of referral criteria for the families on the early help cohort across ten areas of concern domestic violence accounted for 75%, with 27% indicating they had issues relating to crime as either a perpetrator or a victim. On average each family presented with four issues.

72% of the sample who indicated that domestic abuse was an issue also indicated that general crime was not. This does seem counter intuitive given that any form of abuse is a crime, and it may suggest that this kind of behaviour is being normalised within some families. 24% of the sample indicated via the referral criteria that crime was an issue, but this was not linked to domestic abuse, and somewhat surprisingly only 2.7% indicated that crime and domestic abuse were an issue within the family.

In terms of wards Farnworth South displays the highest counts with a particular concentration to the centre of the ward. Rumworth ward also displays a significant concentration of cases with notable hotspots within Halliwell and Tonge wards.

Associated with the early help information is data relating to school exclusions sourced from the One system. Of the 185 children from 78 families, 43 children have been excluded either for a fixed period or permanently. Table x below displays the reason for exclusion. Of these exclusions 60% have been a result of violent behaviour, with 38% relating to persistent disruptive behaviour. On average this is 7 exclusion per child. The average age of an excluded child is 13 years old. The average length of a fixed term exclusion is 1.8 days, with 50% of those exclusion being for a single day or less. Of the 242 incidences of suspensions, these are on average for 1.9 days conversely 46% of these tend to be for two days or more.

To add some context to this, 117 children (63%) of the sample cohort had educational issues as part of the initial early help referral. We can ascertain from the exclusion data that 43 (36%) of these children had an exclusion or suspension issue that most likely would have been flagged by the early help assessment. Most of the cohorts' issues around education related to nonattendance at school.

31% of all the reported offending occurred before the early help was opened, this increased to 52% whilst the cases were live and then fell to 16% after the cases were closed. Although only a limited analysis and based on early help cases with a violence element it does suggest that the process is having an impact particularly on juvenile violence.

PIED

The aim of the project is to identify and offer support to children and young people who are regularly involved in or on the fringes of offending but not arrested, or whom have had crimes closed, leading to them having no access to referral pathways and their needs remaining unmet.

PIED is a consent-based model which identifies young people who have been named in police incidents but are deemed 'invisible' by other partner support services.

A total of 3,934 serious violent offences relating to 1,860 offenders have been triaged since the project's inception. Most of these referrals (25%) related to violence without injury offences, 15% were stalking and harassment, with a further 10% relating to public order offences. Of these 20% (788) have been referred to the Pied panel. This has related to 338 direct agency referrals.

Salford Foundation

The Steer project has been running in Bolton since 2020, providing one to one mentoring for young people aged 10-17 at risk of serious youth violence and child criminal exploitation. Using specifically designed interventions and positive activities, the intervention aims to 'steer' young people down a legitimate path helping to improve resilience, motivation and reduce risk taking behaviours. Since its inception, a total of 140 young people have engaged with the project (up until April 2023).

ASB

Many individuals feel harassed and intimidated by the presence of groups of youths within their local area. Despite often being described as 'low-level crime', existing evidence suggests ASB can result in a range of negative emotional, behavioural, social, health and financial impacts. These include negative mental health effects, avoidance behaviours and decreased economic productivity.

The recent study published by the Home Office (March 23) Anti-social behaviour: impacts on individual and local communities found that Emotional impacts were widespread and varied by and within each ASB type, with 93% of participants experiencing at least one, such as anger or loss of confidence. Annoyance was the most common emotional impact experienced, at 56%.

Behavioural impacts were also common, with 66% changing their behaviour or experiencing behavioural changes in at least one way. Avoidance behaviours, such as avoiding certain places, were most common and were found across ASB types.

Out of a total of 8,247 incidents reported in 22/23, 1,572 (19%) are recoded as ASB. This then equates to 45% when we look at ASB as a component of violence related incidents. An analysis of the Mo field indicates that a significant proportion of these incidents involve young people.

Sports Intervention

It is important to note that the impact of sports on reducing violent crime rates is not guaranteed or immediate. The effectiveness of sport-based interventions depends on various factors, such as program design, access to resources, community support, and sustained participation. Integration with other social interventions and addressing broader societal issues related to inequality, poverty, and social exclusion are also crucial for achieving lasting crime reduction.

The findings of a recent report (2019) suggest sport participation is associated with reduction in both property and violent crime rates across English local authorities between 2012 and 2015. However, sports participation has a stronger effect on violent crimes compared with property crimes. The results show a 10% increase in sports participation is associated with a fall in violent crimes of 0.97 and 1.56% while a 10% increase in sports participation is associated with a fall in property crimes of approximately 0.65%.

The key themes that emerged from the monitoring and evaluation around the delivery of the StreetGame summer intervention were that activities provided give vulnerable young people a safe place to be, off the streets with positive activities to take part in or be a part of. They provide young people a structure, routine, and something to look forward too and help to build positive relationships with other young people and the coaches/instructors and volunteers delivering the sessions. Free sessions significantly reduce the financial barrier to participation and engagement. 100% of the providers articulated that the sessions were needed in the areas and without the funding the scale and scope, the provision we delivered would not have been able to be done.

Community led approach.

The Greater Manchester Violence Reduction Unit provided funding to several boroughs across Greater Manchester, including Bolton, to codesign and develop a community alliance which will take forward work to tackle serious violence at a community level. The New Bury Community Alliance was launched in 2021 as a collaboration of VCSE organisations including Bolton Wanderers in the Community, Elite Boxing, Great Lever and Farnworth Voice and Wave Adventure amongst others.

Their priorities are family work, projects that engage and support both young people and their parents/carers/families, holistically, connecting with additional support where necessary. Youth work that focuses on both open access provision providing safe spaces for young people as well as targeted interventions. Community Sports based interventions and mentoring programmes that provide positive role models for young people and families at risk or vulnerable to serious youth violence and criminal exploitation.

In the first year of funding, the project engaged with 592 young people under 25yrs, 242 over 25yrs and supported the establishment of 3 new community groups including boxing, community gardening open spaces work and an asset-based parenting group.

Weapons

The issue of weapon use amongst young people is a complex and multi-faceted one. In some cases, young individuals may engage in the use of weapons for self-defence or protection where they feel unsafe or threatened, to be respected or as a result of peer pressure.

In 2022, from a survey of over 2000 teenagers across the UK (YEF, 2022) found that 2% said they carried a weapon, of those that said they were in a gang 42% said they had carried a weapon and over half said someone they knew well had carried a weapon. 24.3% said they had seen violent content on social media featuring weapons being carried, used or promoted.

In Bolton, a survey of 761 young people aged 10 to 18 (or 19 to 24 with Special Educational Needs or Disabilities) asked respondents if they thought there was a problem with people carrying knives or other weapons. 55% thought this was a big problem with less than 5% suggesting this was not a problem. When asked if they have ever carried a knife or weapon 29% of the cohort admitted that they carry a weapon or are aware of other people in the friendship or family groups who do. Of the total cohort 82% have never carried a knife or weapon personally themselves.

According to a report by the Greater Manchester VRU, there have been significant reductions in hospital admissions due to assault by a sharp object, and homicides involving a knife across Greater Manchester. A total of 3,265 weapons have been taken off the streets of Greater Manchester since April 2022, with 168 fewer recorded knife crime offences in the 12 months to January 2023 - a reduction of 3.8%, when compared to the previous year.

In 2022, there were fewer than 90 hospital admissions due to assault by a sharp object among victims aged under 25, this is down by 17% compared to 2021, and down by 26% compared to the year pre-covid. A significant decrease in homicides is also noted, down by 27% compared to 2021, and knife enabled homicides, down by 19% compared to 2021.

36% of offenders used a weapon in a threatening way with 28% of these being in a public place. 60% of offenders were guilty of possessing a weapon and 9% of these related to an educational premises. 6 individuals were also identified as being repeat offenders.

The scale of juvenile knife crime is likely to be wider than the figures above suggest. We know from the recorded crime data set that 38% of all reported robberies involve a direct threat from a bladed weapon. This is however, based on the recorded crime data that provides no detail of the offender or age, merely a report of the crime. The offender data set tells us that 96 juveniles have been suspected of robbery offences within the borough. So, a proportion of those offences would also count toward the knife crime levels within the borough. Knives are also commonly used in other offence types. An analysis of the MO field looking for key words that appertain to knife crime indicated that knives were mentioned in approximately 979 offence types. Given that juveniles are responsible for 19% of all violent crime within the borough a significant proportion of these offences below would relate to them.

In terms of generating some simple statistics, based on the above analysis it would suggest that that juvenile knife crime could equate to approximately 282 offences over the year, approximately one crime every other day.

Juveniles and Young Adults Offenders (25 and under)

5,642 violent crimes are linked to a known offender aged 25 or under. Of this cohort there are 2,972 unique offenders in this age group, and they represent 27% of all known violent offenders. Although the cohort crime types mirror the full cohort in terms of volume (Public Order, Stalking and violence with/without injury), there are some suitable differences. Sexual, possession (drugs and weapons) offences are more prevalent in the younger age group. There are also less stalking and public order offences within the under 25 cohort.

6,368 violent crimes are directly linked to a victim in 22/23 for juveniles and young people under 25. Of this cohort there were 4,384 unique victims during the year. 8 individuals had been a victim of 10 or more crimes during the year. Young people are more likely to be a victim of a sexual offence, including rape and violence with or without injury. They are less likely to be victims of a public order offences or stalking and harassment.

Navigator

The Navigator Project is a Youth Led Violence Reduction project commissioned by Greater Manchester Combined Authority (GMCA) Violence Reduction Unit and is being delivered by Oasis Charity.

The project is open to young people aged 10-25 years old that live or attend school in Greater Manchester that are impacted by youth violence. The Navigators work with the young person to enabling them to recover following an incident, creating their own bespoke support plan, and identifying local support networks, community groups and services that can support them long term to achieve their goals.

A total of 79 young people were referred into the project by Royal Bolton Hospital, between July 22 – March 23. (74 of these young people were Bolton residents). A further 5 young people who live in Bolton were referred through the community referral pathway and 1 via RMCH. Most young people referred to the project were males, with an average of 79% of referrals. On average, 77% of referrals were made for young people involved in incidents not involving a weapon. The most common age group for young people that were referred into the project was 14-15 years old.



involved?

There are several ways to get involved and be a part of the legacy and messages that will inspire because of the movement.

Become an Anti-Walker Champion
As part of the campaign we're looking for champions. The British Legion Centre has selected the 'Anti-Walker Champion' for the area.

How do you challenge the way that people experience walking and what it means to them? Share your ideas with us.

Join the QR code to find out how to become an Anti-Walker Champion.

For a ribbon
We're looking for people who want to be part of the movement. Join the walking group.

Chapter 8 - Serious Violence – Adulthood

Violence can affect us all regardless of age. The lifecycle model attempts to relate the place where an individual is during their life with the kind of issues they are facing and the individual protective factors in place to help them face these issues, as well as the potential impact if they fail to cope successfully.

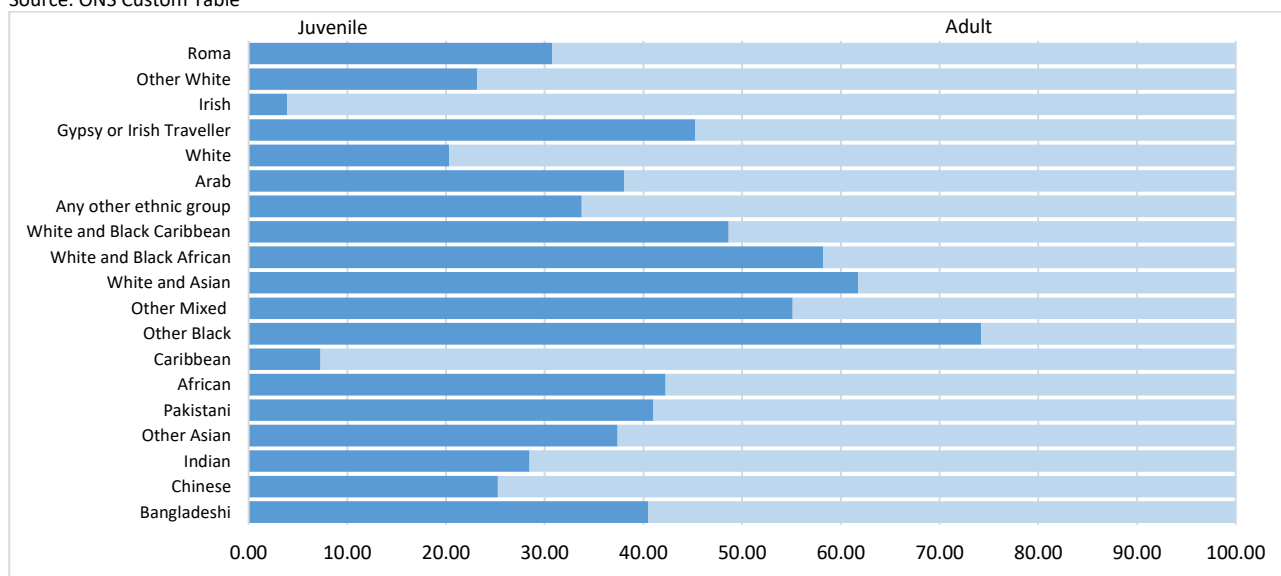
This chapter will further explore factors of serious violence which impacts into adulthood beyond the early years’ life cycle. It will explore serious violence that largely impacts adults but to which some children and young people are undoubtedly affected, and which is influenced by the early life factors.

Demography

The total adult population of Bolton (19 or over) is 221,069, this represents 74.7% of all residents. In terms of age cohorts this is stable across the groups 19 – 64 years, with 9.1% of the adult population aged 50 – 54 and 9.9% aged 19 -24. Although a larger cohort, the 65+ group accounts for 22.9% of the population. The table below displays the juvenile adult split across the ethnicity cohorts, displaying the distinctive differences in the population structure based on ethnicity.

Graph 26: Bolton Population by age cohort and ethnicity – Percentages

Source: ONS Custom Table



The table below displays the population cohorts based on ethnicity for Bolton and provides percentage figures by age group and ethnicity. In terms of the 19+ population there is very little variance in cohort proportions. What is of interest is the high proportions in the various ethnic groups in the 15 and under populations.

Table 124: Bolton Population by age cohort and ethnicity – Percentages

Source: ONS Custom Table <https://api.beta.ons.gov.uk/v1/datasets/create/filter-outputs/660dc0a7-a930-48ed-a230-b6a0f281bfca>

Ethnicity	Under 15	16 to 18	19 to 24	25 to 29	30 to 34	35 to 39	40 to 44	45 to 49	50 to 54	55 to 59	60 to 64	65+
Bangladeshi	32.3%	8.2%	9.9%	6.6%	6.8%	9.1%	8.4%	7.5%	3.8%	1.8%	2.1%	3.4%
Chinese	21.8%	3.5%	6.2%	3.5%	9.6%	9.5%	9.4%	9.7%	5.9%	7.3%	4.7%	9.0%
Indian	24.0%	4.5%	7.6%	6.7%	8.0%	8.6%	7.9%	7.0%	6.0%	4.7%	5.0%	10.0%
Other Asian	32.8%	4.6%	5.7%	6.1%	9.2%	10.3%	11.0%	6.6%	4.5%	3.0%	2.3%	4.0%
Pakistani	34.9%	6.1%	9.1%	7.1%	8.1%	8.3%	7.9%	5.7%	4.2%	2.5%	2.3%	3.8%
African	35.8%	6.5%	10.3%	6.2%	6.4%	8.6%	8.4%	6.8%	4.7%	3.2%	1.6%	1.6%
Caribbean	5.5%	1.8%	5.8%	7.3%	7.1%	4.5%	6.8%	6.1%	11.8%	14.9%	7.9%	20.5%
Other Black	66.3%	7.9%	5.4%	2.2%	2.2%	2.4%	2.8%	1.7%	2.5%	4.3%	0.8%	1.5%
Other Mixed or Multiple	50.1%	5.0%	6.7%	6.5%	6.0%	6.0%	4.2%	4.2%	2.6%	3.0%	1.6%	4.2%
White and Asian	54.8%	6.9%	8.5%	7.9%	5.9%	4.6%	2.4%	2.5%	2.5%	1.9%	1.0%	1.0%
White and Black African	52.7%	5.5%	8.3%	5.2%	5.2%	5.6%	3.3%	3.2%	3.1%	4.4%	1.5%	1.9%
White and Black Caribbean	42.6%	6.0%	10.7%	7.7%	6.3%	7.0%	4.0%	3.0%	3.4%	3.9%	2.1%	3.2%
Any other ethnic group	29.9%	3.8%	7.8%	7.6%	9.4%	11.4%	9.2%	7.1%	4.2%	3.1%	2.4%	3.9%
Arab	33.0%	5.0%	7.6%	7.3%	11.8%	6.9%	10.8%	5.7%	4.3%	2.9%	2.3%	2.3%
White	17.2%	3.1%	6.0%	5.6%	6.2%	5.9%	5.5%	6.4%	7.7%	7.8%	6.5%	22.2%
Gypsy or Irish Traveller	36.6%	8.7%	15.1%	3.1%	3.5%	9.9%	1.5%	8.7%	3.3%	2.7%	2.5%	4.4%
Irish	3.3%	0.6%	2.6%	3.3%	3.9%	4.2%	5.0%	8.3%	7.1%	7.9%	8.0%	45.9%
Other White	19.7%	3.5%	7.6%	9.3%	12.6%	12.4%	9.5%	7.2%	5.1%	4.6%	3.3%	5.2%
Roma	26.5%	4.3%	9.9%	10.7%	10.2%	11.5%	8.3%	5.9%	5.3%	3.7%	1.1%	2.7%
Grand Total	21.5%	3.8%	6.7%	6.0%	6.8%	6.7%	6.3%	6.3%	6.8%	6.5%	5.5%	17.1%

National Identity

Someone's national identity is a self-determined assessment of their own identity, it could be the country or countries where they feel they belong or think of as home. It is not dependent on ethnic group or citizenship. National identity refers to a specific kind of collective feeling, i.e., a self-image or an understanding. As such, it can become part of peoples' personal identities, too (their "sense of belonging"). It is therefore useful to look at this in the context of people's ethnic origins. Although the Boroughs ethnic profile is increasing, how do residents see themselves in terms of the more nuanced term of national identity?

The table below displays the figures for national identity based on the adult population of Bolton. Only 10.9% of the adult population identify with a non-UK or dual national identity. When 21.7% of the adult population is from an ethnic or mixed background.

Table 125: National Identity – Adult Population

Source: ONS Custom Table - <https://api.beta.ons.gov.uk/v1/datasets/create/filter-outputs/75f8f854-e85c-49a7-b4a9-e2fc9ea7bbe>

Age	British only identity	English and British only identity	English only identity	Non-UK identity only	UK identity and non-UK identity	Grand Total
Aged 19 to 24 years	12206	2970	1767	2478	247	19778
Aged 25 to 29 years	10303	3013	1719	2367	256	17768
Aged 30 to 34 years	11249	3389	1874	3068	325	20043
Aged 35 to 39 years	11667	2758	2026	3000	352	19941
Aged 40 to 44 years	11144	2292	1994	2604	335	18506
Aged 45 to 49 years	11455	2460	2521	1881	282	18771
Aged 50 to 54 years	12163	2815	3336	1357	226	20123
Aged 55 to 59 years	11116	2811	3821	1013	208	19211
Aged 60 to 64 years	9156	2349	3596	695	194	16210
Aged 65 years and over	25579	7747	14892	1335	408	50725
Grand Total	174855	43301	43325	28116	3988	295962
	59.08	14.63	14.64	9.50	1.35	
				Non-UK	10.85	

Health

The Census also asked about a person's assessment of the general state of their health from very good to very bad. This assessment is not based on a person's health over any specified period. The table below displays general health by age cohort. In general adults within Bolton reported good health from between 19 – 44 years.

Table 126: General Health – Adult Population -

Source: ONS Custom Table - <https://api.beta.ons.gov.uk/v1/datasets/create/filter-outputs/6dd83c00-1084-415f-ae3-8ab9753b5893>

Adult Age Groups	Bad or very bad	%	Fair	%	Very good or good	%	Grand Total
Aged 19 to 24 years	377	1.91	1332	6.73	18069	91.36	19778
Aged 25 to 29 years	407	2.29	1345	7.57	16016	90.14	17768
Aged 30 to 34 years	589	2.94	1747	8.72	17706	88.34	20042
Aged 35 to 39 years	804	4.03	1968	9.87	17170	86.10	19942
Aged 40 to 44 years	929	5.02	2292	12.38	15287	82.60	18508
Aged 45 to 49 years	1266	6.74	2757	14.69	14748	78.57	18771
Aged 50 to 54 years	1597	7.94	3208	15.94	15318	76.12	20123
Aged 55 to 59 years	1841	9.58	3464	18.03	13906	72.39	19211
Aged 60 to 64 years	1979	12.21	3467	21.39	10764	66.40	16210
Aged 65 years+	7862	15.50	15396	30.35	27464	54.15	50722
Total	18197		38905		238861		295963

Disability

People who assessed their day-to-day activities as limited by long-term physical or mental health conditions or illnesses are considered disabled. This definition of a disabled person meets the harmonised standard for measuring disability and is in line with the Equality Act (2010). The table below displays disability within the adult population. 22.1% of all adults in Bolton have a disability and this also tends to increase with age. There is a clear link between vulnerability and crime.

Table 127: Disability – Adult Population -

Source: ONS Custom Table - <https://api.beta.ons.gov.uk/v1/datasets/create/filter-outputs/6f49d93b-d519-4f15-9bde-c70bb4cab0bf>

Age	Disabled under the Equality Act	%	Not disabled under the Equality Act	Grand Total
Aged 19 to 24 years	2399	1.09	17379	19778
Aged 25 to 29 years	2203	1.00	15565	17768
Aged 30 to 34 years	2533	1.15	17509	20042
Aged 35 to 39 years	2721	1.23	17221	19942

Aged 40 to 44 years	2841	1.29	15667	18508
Aged 45 to 49 years	3546	1.60	15224	18770
Aged 50 to 54 years	4238	1.92	15885	20123
Aged 55 to 59 years	4550	2.06	14661	19211
Aged 60 to 64 years	4578	2.07	11633	16211
Aged 65 years and over	19247	8.71	31475	50722
Total	48856	22.10	242365	221075

GMP Adult Offenders

For this analysis adult offenders are identified as 19 and above. 18,065 individuals are associated with being a suspect of a crime(s) and this represents 9,026 unique offenders relating to 16,448 crimes. 81% of all offences relate to adults across all age cohorts. 35% of all offenders are in the age group 29-38 and this is the most dominate cohort.

Table 128: Adult offenders by age

Source: GMP Offender data set

Age Group	Count	%
19-28	4837	26.78
29-38	6403	35.45
39-48	3782	20.94
49-58	2106	11.66
59-68	632	3.50
69-78	225	1.25
79-88	63	0.35
89-98	16	0.09
Total	18064	

72% of all adult offenders were male and 27% female. It is possible to identify ethnicity of 77% of the sample. In terms of ethnicity 57% of offenders self-identified as White British. The most prominent ethnic group was those of Pakistani heritage at 3.8%, closely followed by Black African at 2.2%. The figures show a slightly different picture when using the Police defined ethnicity data. 9.4% were identified as Asian (higher than the self-defined figures) and 4.8% were identified as Black.

Table 129: Adult offenders – Ethnicity Self Defined and Police Defined

Source: GMP Offender data set

Self-defined Ethnicity	Count	%	Police Defined	Count	%
Asian - Any Other Asian Background	356	2.13	Asian	1595	9.38
Asian - Bangladeshi	15	0.09	Black	808	4.75
Asian - Indian	229	1.37	Chinese, Japanese Southeast Asian	37	0.22
Asian - Pakistani	642	3.84	Middle Eastern	219	1.29
Black - African	371	2.22	not recorded/not known	2286	13.45
Black - Any Other Black Background	156	0.93	White - North European	11838	69.64
Black - Caribbean	65	0.39	White - South European	217	1.28
Mixed - Any Other Mixed Background	51	0.31	Total	17,000	
Mixed - White and Asian	30	0.18			
Mixed - White and Black African	22	0.13			
Mixed - White and Black Caribbean	59	0.35			
Not Provided	3752	22.47			
Not Stated	802	4.80			
Other - Any Other Ethnic Group	124	0.74			
Other - Chinese	2	0.01			
White - Any Other White Background	373	2.23			
White - British	9594	57.45			
White - Irish	58	0.35			
Total	16701				

Table 126 below displays all crimes committed by adults in the last year where a suspect has been identified. At 23.4% stalking and harassment was the most common crime followed by violence without injury at 20%, violence with injury at 12%, with public order offences and criminal damage also prevalent.

Table 130: Adult Offenders – Crimes committed.

Source: GMP Offender data set

Crimes	Count	
All other theft offences	560	3.10
Bicycle theft	16	0.09
Business and community burglary	83	0.46
Criminal damage and arson offences	987	5.46
Death or serious injury caused by unlawful driving	11	0.06
Fraud	188	1.04
Miscellaneous crimes against society	406	2.25
Other sexual offences	314	1.74
Possession of drugs	419	2.32
Possession of weapon offences	271	1.50
Public order offences	2512	13.91
Rape	247	1.37
Residential burglary	303	1.68
Robbery of business property	20	0.11
Robbery of personal property	110	0.61
Shoplifting	646	3.58
Stalking and harassment	4231	23.42
Theft from the person	72	0.40
Trafficking of drugs	291	1.61
Vehicle offences	302	1.67
Violence with injury	2165	11.98
Violence without injury	3629	20.09
Missing Value	282	1.56
Total	18065	

Adult Offender – Violent Crime

In terms of violent crime, 14,207 individuals are associated with being a suspect of a crime(s) and this represents 7,774 unique offenders relating to 13,035 crimes. At 79% of all violent crimes this is significant. Based on the wider definition of the Home Office classification, 19.9% of crimes recorded relate to common assault and battery, a further 11.1% to assault causing actual bodily harm. Malicious communication is also common at 10.8% of all crimes.

Prolific Offenders

64 individuals have been responsible for 844 crimes. Therefore 0.8% of adults have been responsible for 5.9% of all recorded crime with a suspect identified. To put that in context, 99.2% of offenders are responsible for 94% of crimes. In terms of violent crimes 20 offenders have been responsible for 379 crimes. Therefore 0.2% of adult violent crime offenders have been responsible for 2.7% of all violent crimes recorded with a suspected identified.

Outcomes

In terms of outcomes for adult violent offenders, 43% of crimes where a suspect has been identified the victim does not support prosecution. A further 21% of crimes had insufficient evidence to proceed. This is shown in the table below.

Table 131: Adult violent crime outcomes

Source: GMP Offender data set

Crimes	Count	%
Adult Caution	240	1.69
Cannabis Warning	9	0.06
Charge	1365	9.61
Decision Pending	1434	10.09
Diversionsary, Educational, Intervention complete.	26	0.18
Eliminated	32	0.23
Other	17	0.12
Further Invest Not in Public Interest	266	1.87
Locate Trace	427	3.01
Missing Value	524	3.69
Not In Public Interest	18	0.13
Offender Has Died	5	0.04
Outcome 20 - Referred to Other Agency	36	0.25
Prosecution Not in Public Interest	29	0.20
Prosecution Time Limit Expired	37	0.26
Refer To Pnc	150	1.06
Restorative Justice	270	1.90
Summons	17	0.12

Suspect Identified-Insufficient Evidence CPS	270	1.90
Suspect Identified-Insufficient Evidence Police	3093	21.77
Suspect Identified-Victim Does not Support	6165	43.39
Total	14209	

The table below highlights the reported crime types with a positive outcome (Charged, RJ, Caution etc) against the volumes of these crimes committed by adults and gives an indication of the outcomes based on crime types. 57% of possession of drug offences have a positive outcome and only 6.5% rape offences have. However, in the case of rape offences, in 25% of these the victim does not support, 18% have insufficient evidence for either the Police or CPS to support and 30% are still awaiting a decision.

Table 132: Violent crimes with a positive charged outcome⁷⁹

Source: GMP Offender data set

Crimes	Count	All Crimes	% with an outcome
Other sexual offences	31	314	9.87
Possession of drugs	241	419	57.52
Possession of weapon offences	91	271	33.58
Public order offences	281	2512	11.19
Rape	16	247	6.48
Robbery of business property	13	20	65.00
Robbery of personal property	12	110	10.91
Stalking and harassment	317	4231	7.49
Trafficking of drugs	51	291	17.53
Violence with injury	278	2165	12.84
Violence without injury	377	3629	10.39
Total	1708	14209	

Outcomes by Crime Type

Table 129 below displays the full outcomes by offenders by crime type. At first glance this table may seem complicated but in essence it is very simple and helps to provide a visual depiction of all the reported outcomes for offenders. The percentage figures indicate the outcomes reported for each crime type. We can see quite clearly from the table that restorative justice outcomes are most common in drug possession offences and tend to relate to cannabis, very few other offences have this outcome type. In terms of the victim not supporting, this is more common in public order, stalking and violence with/without offences, which range from 42 – 50% of those crimes.

Caution does need to be used with this data as significant numbers of offences are still coded as ‘decision pending’ and this is high for drug trafficking offences that may require significant evidential time to bring to a formal charge. There is also a high proportion of sexual assaults (27%) and rape offences (29%) that still do not have a formal outcome, and this also may relate to the larger evidential burden placed on these crime types.

In terms of formal charges this is high for robbery of business locations (although the number of these crimes are low). Possession offences relating to drugs and weapons also have high charge rates at 22.9% and 28.4% respectively.

Evidential difficulties are also highlighted in the table particularly relating to the Police and the CPS with possession of weapon offences being the highest at 28%. Issues also seem to be with public order and violence with or without injury offences.

⁷⁹ Category contains, Adult Caution, Adult Caution Alternative Offence, Adult Conditional Caution, Adult Conditional Caution Alternative Offence. Cannabis Warning, Charged Alternative Offence, Charged. Note: Does not include decision pending.

Table 133: Violent crimes by percentage of outcome types.

Source: GMP Offender data set

Row Labels	Other sexual offences	Possession of drugs	Possession of weapon offences	Public order offences	Rape	Robbery of business property	Robbery of personal property	Stalking and harassment	Trafficking of drugs	Violence with injury	Violence without injury
Adult Caution (3A)		0.2%		0.2%				0.1%		0.2%	0.5%
Adult Caution Alternative Offence (3C)										0.1%	
Adult Conditional Caution (3B)		4.8%	1.9%	0.9%				0.4%	0.3%	0.5%	0.7%
Adult Conditional Caution Alternative Offence (3D)			0.4%						0.7%	0.1%	
Cannabis Warning (7A)		1.7%							0.7%		
Charge (1A)	9.3%	22.9%	28.4%	7.6%	5.7%	55.0%	7.3%	4.4%	14.1%	6.6%	7.3%
Charged Alternative Offence (1C)	0.6%	0.5%	2.2%	1.5%	0.8%	10.0%	3.6%	2.3%	1.7%	4.8%	1.3%
Decision Pending (98)	27.3%	13.8%	10.8%	5.6%	29.6%	15.0%	23.6%	8.2%	48.1%	12.4%	7.3%
Diversionary, Educational, Intervention complete.		0.7%	0.7%					0.1%		0.2%	0.3%
Eliminated (99A)	0.6%		1.5%		3.2%		2.7%	0.1%	1.0%	0.2%	0.1%
Evidential Difficulties Victim Based - Filed Pending Forensics (99B)		0.7%							0.3%	0.0%	0.0%
Further Invest Not in Public Interest (Pol) (21)	1.3%	10.0%	2.6%	3.4%			0.0%	1.1%	1.0%	0.9%	1.5%
Locate Trace (15E)	8.7%	0.2%	1.5%	2.4%	8.5%	5.0%	6.4%	4.6%	2.7%	2.4%	1.4%
Missing Value	5.8%	2.6%	6.3%	2.9%	6.1%	5.0%	8.2%	3.8%	8.6%	3.6%	3.3%
Named Suspect Too Ill (12)					0.4%						0.1%
Named Susp-Vict Dead/Too Ill (13)											
Neighbourhood Resolution Panel (8C)		0.2%									
Not In Public Interest (Cps) (9)										0.4%	0.3%
Offender Has Died (5)				0.1%							
Outcome 20 - Referred to Other Agency (96)	1.0%			0.3%				0.5%			0.1%
Penalty Notice For Disorder (6)											0.0%
Prosecution Not in Public Interest (Pol) (10)	0.6%	1.0%		0.3%					0.7%	0.1%	0.3%
Prosecution Time Limit Expired (17)				0.2%				0.1%		0.1%	0.8%
Refer To Pnc (15D)	0.3%		1.5%	0.6%	0.8%			1.8%	0.3%	0.8%	0.9%
Restorative Justice 1 (8A)		1.0%		0.4%						0.1%	0.2%
Restorative Justice 2 (8B)				0.2%							0.1%
Rj - Other Formal Scheme (8D)		24.1%									0.2%
Summons (1B)		1.4%	0.4%	0.1%						0.2%	
Summoned Alternative Offence (1D)				0.1%							
Suspect Identified-Insufficient Evidence CPS (15A)	1.3%	0.2%	2.2%	1.3%	1.2%		3.6%	2.6%	1.4%	2.1%	1.7%
Suspect Identified-Insufficient Evidence Police (15B)	18.6%	13.6%	28.0%	25.8%	16.6%	10.0%	19.1%	19.8%	17.9%	21.1%	21.4%
Suspect Identified-Insufficient Other (15C)	0.3%	0.2%	0.4%	0.4%	1.6%		0.9%	0.6%	0.3%	0.3%	0.2%
Suspect Identified-Victim Does not Support (16)	23.8%		11.2%	45.4%	25.5%		24.5%	49.3%		42.4%	50.2%

Adult Victims of Crime

26,055 crimes in 22/23 have an adult victim attached and this relates to 17,531 unique victims. 4,490 (25%) individuals have been a victim of crime more than once, with 67 individuals (0.4%) being a victim of crime more than 10 times. The most common age group of a crime victims is 29 – 38 years old at 29%, and this correlates with the offender data shown above.

Table 134: Adult crime victims by age cohort.

Source: GMP Offender data set

Age Cohort	Count	%
19-28	5709	21.91
29-38	7612	29.21
39-48	5449	20.91
49-58	4030	15.47
59-68	1937	7.43
69-78	912	3.50
79-88	330	1.27

89-98	72	0.28
99-108	2	0.01
109-119	4	0.02
Total	26057	

Adult Violent Crime Victims

16,083, crimes associated with victims are violent in nature, this represents 44% of crimes associated to a victim. The table below highlights the victim crime types. 32% of all victims experienced stalking and harassment and 22% were victims of a public order offence. Violence with and without injury was also a common victim crime type at 15 and 23% respectively.

Table 135: Adult violent crime victims.

Source: GMP Offender data set

Crimes	Count	%
Other sexual offences	249	1.55
Possession of drugs	1	0.01
Possession of weapon offences	118	0.73
Public order offences	3631	22.58
Rape	267	1.66
Robbery of business property	9	0.06
Robbery of personal property	288	1.79
Stalking and harassment	5179	32.20
Violence with injury	2516	15.64
Violence without injury	3825	23.78
Total	16083	

Adult Victims of Stalking and Harassment

At 32% a major component of violent crimes in terms of victims is stalking and harassment. The table below displays the Home Office detailed codes for this offence. 38% of this crime type relates to malicious communication, involving sending letters with the intent to cause distress or anxiety. The majority of these relate to online or digital offences. Significantly 44.5% of these stalking and harassment offences are domestic abuse related.

Table 136: Adult Violent crime victims – Stalking and harassment.

Source: GMP Offender data set

Stalking and Harassment	Count	%
Breach of a restraining order	44	0.85
Breach of conditions of injunction against harassment	3	0.06
Disclose or threats to disclose private sexual photographs / film with intent to cause distress	41	0.79
Engage in controlling/coercive behaviour in an intimate / family relationship.	358	6.91
Harassment	1426	27.53
Harassment etc. of a person in his home	20	0.39
Pursue a course of conduct in breach of S1 (1) which amounts to stalking	329	6.35
Putting people in fear of violence	210	4.05
Racially or Religiously Aggravated Stalking with fear of violence	12	0.23
Racially or religiously aggravated Stalking without violence	47	0.91
Sending letters etc with intent to cause distress or anxiety	1974	38.12
Stalking involving fear of violence	209	4.04
Stalking involving serious alarm/distress	506	9.77
Total	5179	

Victims of Domestic Abuse

In terms of violent crimes relating to victims, 35% have a DV marker attached to the crime, and this is significant. 14% relate to stalking and harassment and 16% to violence with or without injury. The DV related crimes are shown in the table below.

Table 137: Adult Violent crime victims – Stalking and harassment.

Source: GMP Offender data set

Crime Type	DV related offence			Total
	N	Y	% DV	
Other sexual offences	200	49	0.30	249
Possession of drugs	1		0.00	1
Possession of weapon offences	109	9	0.06	118
Public order offences	3206	425	2.64	3631
Rape	142	125	0.78	267
Robbery of business property	9		0.00	9

Robbery of personal property	275	13	0.08	288
Stalking and harassment	2866	2313	14.38	5179
Violence with injury	1465	1051	6.53	2516
Violence without injury	2135	1690	10.51	3825
Total	10408	5675	35.29	16083

Drugs

The illegal drugs market is a cross-theme issue which fuels further criminality, often contributing to activities like drug trafficking or cuckooing involving the recruitment of vulnerable victims, money laundering and addiction driven crimes. Heightened levels of violence associated with the illegal drugs trade can destabilize communities and perpetuate a cycle of poverty and addiction for those involved.

According to the GMP Drugs Market Profile (FIB, 2023) there has been a significant increase of 52% in drugs offences across Greater Manchester between the last two financial years with the GM increase much higher than the national average figure.

Table 138: Count of possession and trafficking offences

Source: GMP Drugs Market Profile, FIB 2023

	2021/22	2022/23	Total	Change
Possession Offences	4,391	6,559	10,950	49%
Trafficking Offences	2,643	4,167	6,810	58%
Total	7,034	10,726	17,760	52%

Overall crime increased by only 6% in 2022/23 while both possession and trafficking offences have increased significantly, suggesting drugs is a significant criminal motivator⁸⁰. There was a huge increase in stop and searches between 2021/22- 2022/23 with a 200% increase which continues to rise. This increase in activity is likely to have contributed to the increasing number of recorded drug offences and is in-line with GMPs Plan on a Page for more proactive policing and increase in operational activity.

Offender Summary:

Dealers⁸¹

86% male (where gender is recorded)

- Average age is 30.
- Asian, Black, and 'other' ethnicity offenders are over-represented.
- 31% were linked to multiple trafficking offences.

Users⁸²

- 90% male (where gender is recorded).
- Average age is 28.
- Asian offenders were slightly over-represented, and Black and 'other' ethnicity offenders were slightly over-represented.
- 32% were linked to multiple possession offences.
- The majority are unemployed (where occupation as recorded). The second highest category was school children.

Drug-related Homicides (DRH)

Drug-related homicides refer to homicides where the victim or charged suspect was under the influence of illegal drugs, the victim or charged suspect is a known illegal drug user or the victim or charged suspect is a known illegal drug dealer⁸³.

Table 139: Drug count and total homicides across Greater Manchester.

Source: GMP, FIB Drugs Market Profile 2023.

	2021-22	2022-23	Total
Drug related homicides	29	19	48
Total homicides	55	35	90
Proportion	53%	54%	53%

Source: GMP, FIB Drugs Market Profile 2023.

⁸⁰ GMP Drugs Market Profile, FIB 2023.

⁸¹ Dealers includes offenders connected to trafficking offences.

⁸² Users includes offenders connected to possession offences.

⁸³ Note: Whether an individual is classed as an illegal drug user/dealer is based on whether they have been charged with the offence. Intelligence Gap: It is important to note that it is likely more homicides were drug related but the known drug user/dealer was not charged.

In 2021-22 Salford (6) and Bolton (5) had the highest number of drug related homicides across GM. These significantly dropped in 2022-23 where there were no DRHs recorded in Bolton and only one in Salford.

It is important to note that crime spiked in 2021-22 as a result of being post lockdown, and so the data from 2022-23 will likely provide a realistic idea of what data for drug-related homicides may tend to look like in GM. The 19 drug-related homicides in 2022-23 does not necessarily show a decrease in violent crimes/homicides but rather a return to pre-lockdown data.

The GMP Drugs Market Profile (FIB, 2023) outlined that across Greater Manchester:

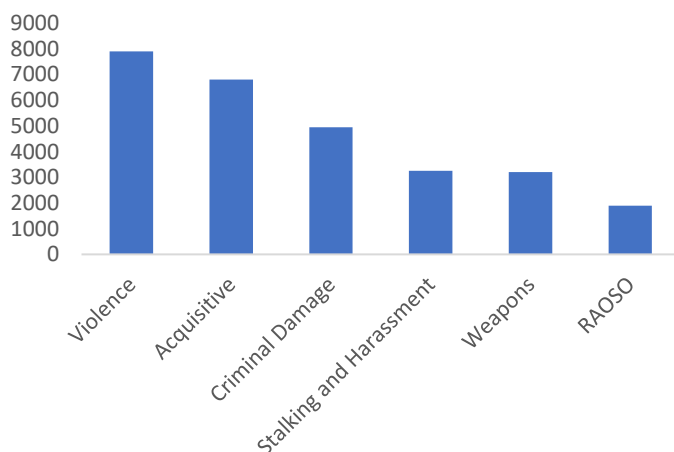
- Men and more likely to be victims (89%) and suspects (89%) of DRH.
- The majority of victim (75%) and suspects (73%) in DRH are of White ethnicity, in line with the population of GM being mostly white (76%).
- The number of Black victims and suspects are overrepresented (12%) compared to the GM population (6% of Black ethnicity).
- Asian victims (2%) and suspects (6%) are underrepresented in drug related homicides across Greater Manchester, despite the Asian population being the second highest ethnicity (14%).
- It is thought that drug deals lead to homicides. This is evidenced by the fact that more victims were under the influence of drugs and were also known drug users; and more suspects were known drug dealers.

Drugs Offenders and other Criminality

Of the 14,105 possession or trafficking offences across Greater Manchester, 74% (10,232) have been linked to other criminality. The association between the illegal drug trade and violence is well documented and so it is perhaps unsurprising that the most common 'other criminality' committed by drug offenders across GM are other violent offences.

Graph 27: Counts of other offences committed by drug offenders.

Source: GMP, FIB Drugs Market Profile 2023



Data suggests that involvement in drugs means an offender is much more likely to commit violent offences regardless of age. 52% of drug offenders under 18 have also committed violent offences, similar to the 55% of all possession or trafficking offenders that have been linked to violent crimes. Of note, of the drug offenders also linked to knife crimes, 24% were under 18 which is a much higher proportion than under 18s drug offenders overall (12% of all drug offenders were under 18), (See GMP Drugs Market Profile, FIB 2023). The FIB report concludes that young people who commit drug offences may be more likely to carry or use knives. It may be a weapon of choice for young drug offenders.

The Local Picture

A detailed analysis of the possession and trafficking offences is found in chapter 4 (The Local Picture). In terms of adult offenders there were 710 reported offences where a suspect had been identified. 59% of these related to possession offences. The table below displays these offences with 69% relating to possession of Class B drugs. In terms of trafficking offences 58% relate to class B, but with a significantly higher amount of class A trafficking offences than with possession.

Table 140: Drug Possession and Trafficking Offences - Adults.

Source: GMP

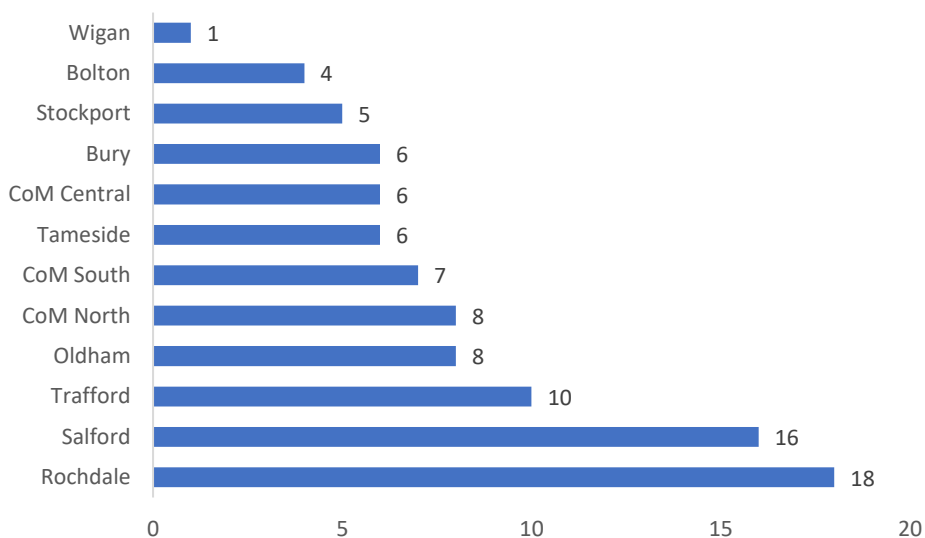
Drug Class	Possession		Trafficking	
	Count	%	Count	%
Having possession of a controlled drug - Class A - Other	109	26.01	126	43.30
Having possession of a controlled drug - Class B - Other	289	68.97	157	53.95
Having possession of a controlled drug - Class C - Other	12	2.86	7	2.41
Having possession of a controlled drug - Class unspecified	8	1.91	1	0.34
Total	419		291	

Firearms

There are 227 identified county lines across Greater Manchester, 95 of which have a firearms warning marker.

Graph 28: The number of County Lines in each district with a firearms warning marker⁸⁴

Source: GMP, FIB Drugs Market Profile 2023



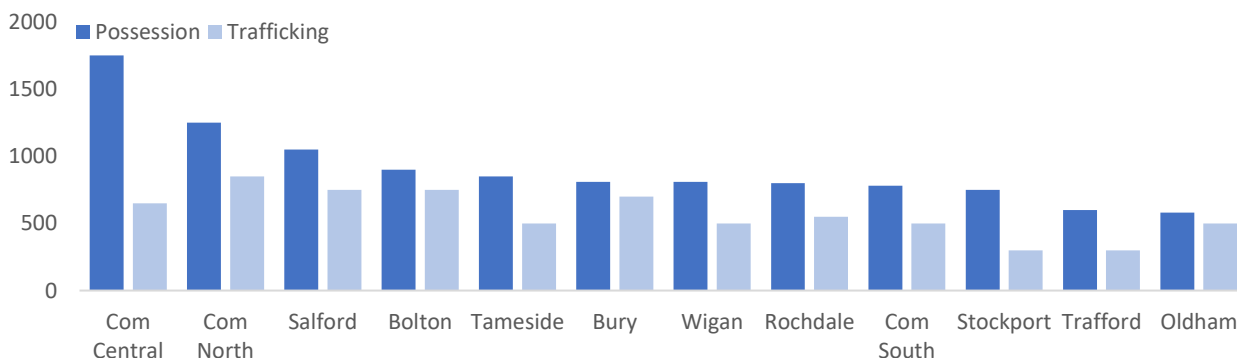
Intelligence suggests that many of the firearm’s discharges that occur within GM are as a result of tensions or disputes between rival gangs, some of which are related to drugs (GMP Drugs Market Profile, 2023). 20% of the firearms discharges in GM in 2021-22 were drug related. In 2022-23 there were only 25 discharges recorded however a much higher proportion were recorded as drugs related (52%).

Drugs Offences – Location Breakdown across Greater Manchester

The drug market is widespread across Greater Manchester. The chart below shows the count of possession and trafficking offences by district.

Graph 29 Count of drug offences (possession and trafficking) by district

Source: GMP, FIB Drugs Market Profile 2023



⁸⁴ Firearms marker is paired with drugs line if intelligence or other sources indicates one or more individuals connected to the line that has access to or involvement with firearms.

Bolton features in the top 5 beats for both possession and trafficking offences, across Greater Manchester:

Table 141: Possession and Trafficking Offences by District

Source: GMP, FIB Drugs Market

Beat	District	Possession Count	Beat	District	Trafficking
A2H1, Piccadilly Gardens	CoM Central	379	N1G1, East	Bury	87
N1G1, East	Bury	239	K1U1, Rumworth	Bolton	86
A2C1, St Anns	CoM Central	173	A2H1, Piccadilly Gardens	CoM Central	83
N1F1, Moorside	Bury	159	K1S1, Halliwell	Bolton	81
K1T1, Bolton Town Centre	Bolton	140	N1F1, Moorside	Bury	75

County Lines

There is a clear link between drug misuse, criminal exploitation, and serious violence; with the association to drug misuse highlighted as a key risk for gang exploitation⁸⁵. The increasing level of violence associated with illegal substances in the UK was highlighted in Dame Carol Black's landmark review of drugs (2020). The report noted a large driver of the violence within the UK being the expansion of the county lines model.

County lines refers to a form of criminal activity in which drug gangs from urban areas expand their operations into smaller towns and rural areas, typically crossing county boundaries. It involves the trafficking and distribution of illegal drugs, primarily heroin and crack cocaine, from urban centres to suburban and rural locations.

The term "county lines" originated from the phone lines used by these criminal networks to establish and maintain their drug supply chains.

Violence at street level is often linked to this drugs supply, with these gangs' using coercion, intimidation, violence (including sexual violence) and weapons.

The gangs typically exploit vulnerable individuals, often young people, to transport drugs and cash between the urban hubs and the destination areas. These individuals, known as "runners" or "mules," are often coerced, groomed, or manipulated into carrying out these activities.

According to the NCA, approximately 20% of people identified as being involved in county lines are children, with the average age of children involved in county lines drug dealing being 15.8 years old. It is suggested that there is an increased shift towards children being exploited however only 23% (52) of the 227 identified internal lines across GM are known to exploit children. This is likely however to be unrepresentative of the actual number of children involved (FIB, 2023).

While it is important to remember that all children can fall victim to criminal exploitation, research shows that on the whole gang members are highly vulnerable children with a range of factors increasing their risk of being drawn into this world. They often don't see themselves as victims or realise they have been groomed to get involved in criminality.

Cuckooing is a form of criminal exploitation which involves criminals taking over the home of a vulnerable person in order to establish a base to sell and distribute their drugs, storing drugs or money, typically as part of a county lines operation. Of the 227 identified internal lines in GM, 29 (13%) have cuckooing victims. This however is thought an underrepresentation of cuckooed victims (GMP Drugs Market Profile, FIB 2023).

Key characteristics and aspects of county lines include:

Exploitation of Vulnerable Individuals: County lines operations heavily rely on the exploitation of vulnerable individuals, particularly young people. The gangs may target those who are experiencing difficulties, such as poverty, homelessness, or substance abuse issues, as they are more susceptible to manipulation and coercion.

Drug Trafficking Networks: Organised criminal gangs establish and control the drug trafficking networks involved in county lines operations. They oversee the sourcing, transportation, and distribution of drugs from the urban areas to the destination locations. These networks often exhibit hierarchical structures, with leaders coordinating the activities and runners carrying out the drug movement.

Violence and Exploitative Tactics: County lines operations are associated with high levels of violence and exploitation. Gang members may employ threats, intimidation, and physical violence to control their runners and establish dominance over the drug market in the destination areas. This can result in an increase in local violence and the exploitation of vulnerable individuals at both ends of the drug supply chain.

Criminal Activity Diversification: County lines gangs often engage in other criminal activities alongside drug trafficking, such as human trafficking, money laundering, and weapon possession. These criminal networks aim to maximize their profits and expand their influence in the targeted areas.

⁸⁵ [cco-still-not-safe.pdf \(childrenscommissioner.gov.uk\)](#)

Impact on Local Communities: County lines operations can have significant negative effects on the communities where they operate. This includes increased drug-related crime, violence, community tensions, and the exploitation and vulnerability of young people involved in the drug trade.

County Lines – The local picture

Bolton currently has 20 identified internal county lines⁸⁶, which originate in and impact on Bolton. This is 7.4% of all county lines operating across Greater Manchester (270 lines). 2021 Census data indicates that Bolton district accounts for 10% of the Greater Manchester population, meaning they are underrepresented. In addition to the identified lines, there are 32 potential lines suspected to be operating in Bolton but requiring further corroboration through intelligence or phone work.

Bolton also has one external line (that originates in Bolton and impacts on another force). This accounts for 1.6% of GMP’s external line, although 30% of external lines have not been attributed to a district. This is due to no GMP nominals being identified in the impacted force, though local users referring to the dealers or those involved only as “Mancs” or “Mancsies”. In some cases, softer Liverpoolian accents have been mistaken in other force areas for a Mancunian accent.

Graph 30: Identified, Potential & External County Lines – Greater Manchester

Source: GMP

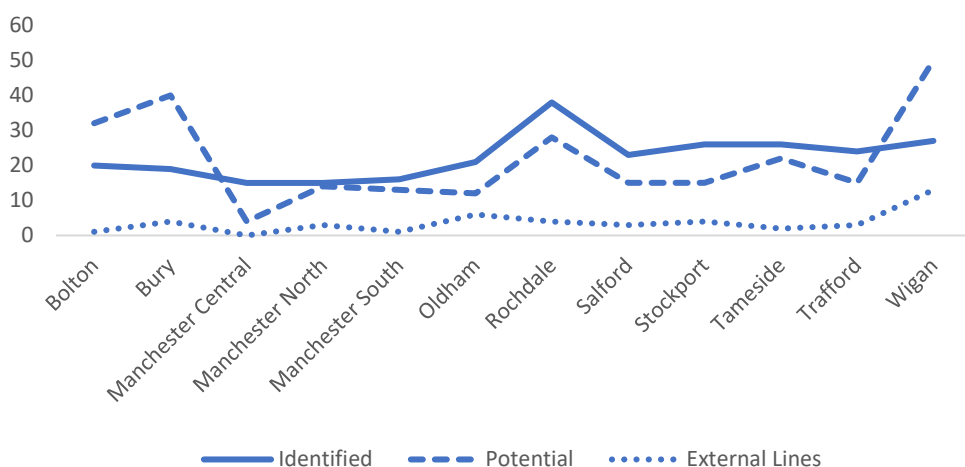


Table 137 below left shows the areas impacted on within the Bolton District, alongside the externally impacted force. The table contains identified lines only. Common local areas cited in potential lines also include Little Lever and Farnworth, though locations are unknown in two-thirds of potential lines.

Table 142: Internal/External Lines Bolton

Source: GMP

Locality	Count
Deane	5
Bolton Town Centre	3
Farnworth	2
Brightmet	1
Bromley Cross	1
Kearsley	1
Queens Park	1
Not Specified	6
Total	20
External Impacted Force	Count
Humberside	1

Current Identified Internal County Lines Originating from Bolton (Correct on 03/06/2023)

⁸⁶ *County lines are identified through intelligence scanning and are subsequently assessed for corroboration. As a result, the number of identified lines is dependent on the intelligence received and it is likely that there are more county lines in Greater Manchester than those currently known to police. Identified lines are classified as such following receipt of three pieces of intelligence on the brand name, line number, controller or exploited subject (as per the upload criteria for PND). Potential lines are often single strand intelligence that doesn’t yet meet these criteria, however there is suggestion of a county lines level operation.

The intelligence picture in Bolton is good in comparison to other districts across Greater Manchester, with a fair understanding of drug lines and organised crime groups. The top areas cited in intelligence are Farnworth, Horwich and Kearsley, though this is not reflected in the identified lines and location information is missing in a high proportion of intelligence.

Drug lines currently MoRiLE⁸⁷ scored in Bolton are those that are linked to organised crime groups (4), the highest with a score of 132. This relates to a group of Somalian males who are involved in the supply of class A drugs and are known to run several different branded drug lines.

Drugs are believed to be sourced from Bolton and dealt in Humberside. In 2021, Op Malawi (Humberside) disrupted this group however recent intelligence suggests that the group are active again. Bolton based nominals involved remain unknown, though intelligence suggests that the line originates in the Bolton area.

While Bolton has a consistently low count of impacting OCGs, the district ranks highly for violence and drug offences (FIB, 2023).

Addressing county lines requires a multi-faceted approach involving criminal agencies, local authorities, and community organisations. Efforts are focused on disrupting the networks, safeguarding vulnerable individuals, providing support and exit routes for those involved, and raising awareness within communities to prevent exploitation and reduce demand for drugs.

GMP Schools Inputs – County Lines

As part of the early intervention approach to preventing county lines involvement in Bolton, Greater Manchester Police have delivered school inputs to speak to young people about the risk of involvement or recruitment into County Lines. Inputs are offered to all secondary schools across Bolton regardless of any intelligence or belief that anyone is actively involved in criminal activity.

The sessions take the form of a talk and a video to highlight the methodology used by adult criminals as well as the reason they are targeting juveniles. The session looks at the different stages of the process and how as individuals they can safeguard themselves as well as protect others without putting themselves at risk. These sessions run across all year groups and have also recently been targeted towards parents as well, giving them an insight into potential warning signs as well as areas they can turn to for support and advice if worried about their child. GMP have utilised resources from FEARLESS.ORG as well as using the GMP TRAPPED campaign to ensure a consistent message.

Weapons

Illegally carrying or using a weapon in violence – typically a knife or a gun – has the potential to cause significant harm to victims and the community. It is perhaps unsurprising that the strongest indicator that a violent incident will result in hospital treatment is the presence of a weapon (Brennan et al, 2010); and by removing weapons from violent encounters, we would greatly decrease the burden of violent harm.

Research suggests the decision to carry a weapon is driven by factors at many levels: individual factors like having a history of violence, interpersonal factors like peer offending and community factors like neighbourhood disorder. Each of these levels exert their own influence on the decision to carry a weapon (Brennan, 2019)⁸⁸.

Serious violent incidents involving a weapon are without doubt factors which cause the public significant concern. The media is a major source of influencing perceptions of serious violence. Increased coverage in the national and local news following an incident of knife crime, particularly involving a young person, could contribute to a sense of fear amongst communities and perceptions of spiralling rates of violence.

⁸⁷ MoRiLE (Management of Risk in Law Enforcement) methodology assesses impact, physical, psychological, and financial harm to individuals, the community, public expectation, and environmental impact – likelihood, confidence and organisational position, taking account of an organisation's capacity and capability to address the threat.

⁸⁸ [Weapon-carrying and the Reduction of Violent Harm | The British Journal of Criminology | Oxford Academic \(oup.com\)](#)

Weapon Offenders

In total there were 271 weapons offences where an adult suspect had been identified within Bolton, this equated to 73% of all offences across the full age cohort. 223 (82%) related to knife and other weapons offences with the remainder being firearm based. The table below displays the details. In total, over the juvenile and adult cohort, 267 offenders were linked to a weapon offence and this represents 82% of all weapon offences recorded.

Table 143: Adult Possession of Weapon Offences 22/23

Source: GMP Cognos Data

Weapon Offences	Count	%
Having an article with a blade or point in a public place	72	26.57
Having an article with a blade or point on school/further education premises	1	0.37
Threaten a person with an article in a private place	8	2.95
Threaten with a blade or sharply pointed article in a public place	27	9.96
Possession of an offensive weapon in a private place	18	6.64
Possession of offensive weapon without lawful authority or reasonable excuse	62	22.88
Threaten a person with an offensive weapon/substance in a private place	6	2.21
Threaten with an offensive weapon in a public place	29	10.70
Carrying a loaded or unloaded or imitation firearm or air weapon in public place.	5	1.85
Import prohibited weapons / ammunition with intent to evade a prohibition / restriction	7	2.58
Possessing etc. firearms or ammunition without firearm certificate	10	3.69
Possessing firearm or imitation firearm with intent to cause fear of violence	20	7.38
Possessing or distributing prohibited weapons or ammunition	3	1.11
Possessing or distributing prohibited weapons designed for discharge of noxious substances etc	3	1.11
Total	271	

Of the 271 offences with an offender, there are 253 unique individuals with 19 repeat adult offenders. In terms of the age range of offenders the dominate cohort is 19-23 years old and this is shown in the table below.

Table 144: Adult Weapon Offenders by age 22/23

Source: GMP Cognos Data

Age	Count	%
19-23	52	19.19
24-28	36	13.28
29-33	41	15.13
34-38	47	17.34
39-43	26	9.59
44-48	25	9.23
49-53	17	6.27
54-58	14	5.17
59-63	7	2.58
64-68	3	1.11
79-83	1	0.37
84-88	2	0.74
Total	271	

Knife Crime in Bolton

The table 138 above displays the offences that specifically mention knife crime in dark blue. These account for 108 offences and represent 39% of all weapon offences. We know from the analysis previously within the report (Chapter 4 – The Local Picture, Knife crime other factors, page 35) that a significant number of other offences have a knife crime element, particularly violence with injury and robbery offences. Based on that analysis it suggested that crimes coded against a specific knife crime category significantly underestimate the issue within the borough. It would suggest that total knife crime figure is at least 50% higher than those reported as they are categorised as other crimes. Also, given the dominate adult cohort is 19 -23 years, it seems that knife crime is a particular issue in the under 25 population of the borough.

Victims of Weapon Offences

Of the total 164 individuals derived from the victim's data relating to weapons offences, 72% were adult victims of weapon-based offences. 105 of this cohort (89%) were threatened by a person with an offensive weapon or knife. The data also includes possession offences relating to victims, this is unusual so in these circumstances we are only reporting on those who have been threatened by a weapon.

The table below displays the age cohort of victims, and this is more common in the 32- 43-year-old age cohorts. In comparison with offenders, it seems that victims tend to be older suggesting there is an age dimension to this offence with younger offenders threatening older victims.

Table 145: Adult Weapon Victims by age 22/23

Source: GMP Cognos Data

Age	Count	%
19-23	14	11.86
24-28	11	9.32
29-33	16	13.56
34-38	22	18.64
39-43	23	19.49
44-48	10	8.47
49-53	12	10.17
54-58	3	2.54
59-63	6	5.08
64-68	1	0.85
Total	118	

Gender Based Violence

Gender-based violence covers a spectrum of violence and abuse, committed primarily but not exclusively against women and girls by men and boys.

Violence against women and girls (VAWG) is an umbrella term used to cover a wide range of abuses against women and girls such as domestic abuse, domestic homicide, sexual assault, abuse experienced as a child, female genital mutilation (FGM), forced marriage and harassment in work and public life. While men and boys also suffer from many of these forms of abuse, they disproportionately affect women.

VAWG takes place every day across every society. These experiences are sometimes hidden and are not limited to physical violence. They include abusive treatment such as coercive and controlling behaviour or exploitation. Violence against women and girls can have profound long-term effects on survivors and their loved ones.

Toxic Masculinity

Toxic masculinity refers to a cultural concept or set of attitudes and behaviours associated with traditional stereotypes of masculinity that can have harmful effects on individuals and society. It is important to note that toxic masculinity does not imply that all aspects of masculinity are inherently negative or harmful. Instead, it highlights certain behaviours and attitudes that can be detrimental to men themselves and to those around them. Key characteristics of toxic masculinity may include:

- **Suppression of emotions:** Men are often socialised to hide their emotions, especially vulnerability or fear, which can lead to emotional repression and difficulty in expressing their feelings in a healthy way.
- **Aggression and dominance:** Toxic masculinity can encourage aggressive behaviour and a focus on dominance and power, which can lead to violence, bullying, and an unhealthy need to control others.
- **Homophobia and sexism:** Toxic masculinity often perpetuates homophobia and sexism, as men are expected to conform to rigid gender roles and are sometimes taught to devalue or discriminate against those who do not fit those roles.
- **Avoidance of "feminine" traits:** Men may be discouraged from exhibiting qualities or interests traditionally associated with femininity, such as empathy, nurturing, or artistic pursuits, which can limit their personal growth and well-being.

- Pressure to conform: Men may feel pressured to conform to societal expectations of masculinity, even if it goes against their own natural inclinations or desires, leading to feelings of inadequacy and distress.
- Objectification of women: Toxic masculinity can contribute to the objectification of women, viewing them primarily as objects of sexual desire rather than as equals with their own thoughts, feelings, and agency.

It's important to understand that toxic masculinity is a social construct and not an inherent characteristic of being male. It is a product of cultural norms and expectations that can be harmful to individuals and society.

According to the VAWG Data Dashboard (gov.uk⁸⁹):

- 6.9% of women (3% males) aged 16 and over, were victims of domestic abuse in England and Wales (year ending March 2022)
- 3.3% of women (1.2% males) aged 16 and over, were victims of sexual assault in England and Wales (year ending March 2022)
- 4.9% of women (2.5% males) aged 16 and over, were victims of stalking in England and Wales (year ending March 2022)
- 24.8% of women (16.5% males) aged 18 to 74 experienced abuse before the age of 16, in England and Wales (year ending March 2022).
- 2,887 cases of honour-based-abuse (HBA) related offences were recorded by the police in the last year, in England and Wales (year ending March 2022). This includes 68 cases of forced genital mutilation, 117 forced marriages and 2,336 other honour-based abuse.
- 1,194 sexual exploitation referrals for females over 18 years (92 referrals for males) to the National Referral Mechanism, in the United Kingdom (year ending December 2018)

Violence Against Women and Girls – A Local Context

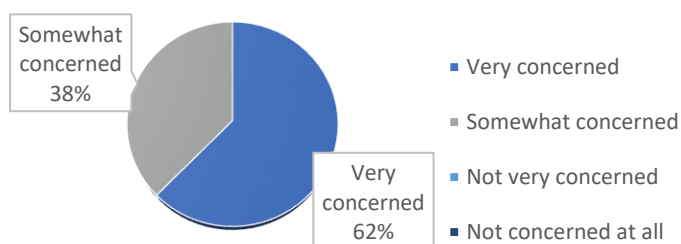
Violence against women and girls is not an issue unique to Bolton. It is estimated to affect around one in three women and girls around the World (Action Aid), with women and girls experiencing violence and discrimination in every society, simply because of their gender.

The perception of violence against women and girls has evolved over time with various movements and high-profile cases increasing the spotlight on the issue. Influenced by various factors such as societal changes, advocacy efforts and increased awareness it is now widely recognised as an issue that affects across all societies and which requires collective action.

When asked, stakeholders from within the Community Safety Partnership highlighted ongoing concern for this issue:

Graph 31: How concerned do you feel about violence perpetrated specifically towards women and girls in Bolton?

Source: CSS



⁸⁹ vawg.gss-data.org.uk

- “I am always concerned about violence to women and girls but not sure if more concerned about Bolton or just in general” (Bolton, CSP Stakeholder)
- “I have concerns about an increase in some interactions between children which are proving to be unhealthy relationships and attitudes”, (Bolton, CSP Stakeholder)
- “I think it is a massive issue across the country. Personally, I don't feel safe walking about on my own round the Bolton area when it starts to get dark”, (Bolton, CSP Stakeholder)

Victims of VAWG in Bolton

8,976 women and girls were victims of a violent crime⁹⁰ in 22/23 but this just relates to GMP victim data, the actual amount is likely to be significantly higher. This is 30% of all known crime victims in the GMP dataset. The table below displays the crime types, with 43% relating to stalking and harassment, followed by 28% relating to violence without injury.

Table 146: VAWG victims by crime type

Source: GMP Victims data

Crimes	Count	%
Death or serious injury caused by unlawful driving	2	0.02
Other sexual offences	527	5.87
Rape	377	4.20
Robbery of business property	1	0.01
Robbery of personal property	76	0.85
Stalking and harassment	3895	43.39
Violence with injury	1511	16.83
Violence without injury	2587	28.82
Total	8976	

The table below displays the VAWG victims by age group, the most vulnerable age for this type of crime is between 20 – 39 years old and it is also prevalent in the 10 -19 year old age group. In terms of these crimes 47% of them are linked to domestic abuse. In terms of other sexual offences and rape against women and girls, 21% of these were domestic violence related.

Table 142: VAWG victims by age

Source: GMP Victims data

Age	Count	%
0-9	220	2.45
10-19	1694	18.87
20-29	2117	23.59
30-39	2332	25.98
40-49	1393	15.52
50-59	800	8.91
60-69	282	3.14
70-79	91	1.01
80-89	37	0.41
90-99	3	0.03
100-110	1	0.01
Total	8976	

Domestic Abuse

Domestic abuse is defined as any incident or pattern of incidents of controlling, coercive, threatening behaviour, violence, or abuse between those aged 16 or over who are, or have been, intimate partners or family members regardless of gender or sexuality. The abuse can encompass, but is not limited to psychological, physical, sexual, financial, and emotional abuse.

The Domestic Abuse Act 2021 defines behaviour as abusive if it consists of any of the following:

- physical or sexual abuse.
- violent or threatening behaviour.
- controlling or coercive behaviour.

⁹⁰ Violent crime defined as rape, sexual assault, robbery, stalking and harassment, violence with or without injury.

- economic abuse.
- psychological, emotional, or other abuse.

Economic abuse means any behaviour that has a substantial adverse effect on the ability to:

- acquire, use, or maintain money or other property, or
- obtain goods or services.

In Bolton, working in partnership through the Domestic Abuse and Violence Partnership Board, there is a firm commitment to strengthen and increase efforts to reduce the levels of domestic abuse, and ensure that the right help is available at the right time.

Work is ongoing to further raise awareness around domestic abuse and at the same time equip frontline professionals and providers of services with the necessary skills and training to offer the most effective level of support for our victims, their children, and their families.

Domestic Abuse and Violence Strategy and Business Plan

Bolton has had cross-agency Domestic Abuse and Violence strategies and business plans in place for many years, and in line with the Domestic Abuse Act 2021, have recently developed the Domestic Abuse Support in Safe Accommodation Strategy for 2022-25. Plans are underway for development of a business plan for this as well as developing the Whole Systems Domestic Abuse Strategy for Bolton.

To learn more about the extent and nature of domestic abuse in Bolton, please refer to the Domestic Abuse Needs Assessment.

Domestic Violence Volumes

The GMP dataset provides a domestic violence marker for all crimes. Any crime that has a DV element is highlighted with this. The table below displays the total and violent crimes with a count of the DV markers. Within the total crime dataset 18.7% of all crime has a domestic element and this rises to 27.4% of crimes that are defined as violent within this assessment.

Table 147: Crime with a Domestic Violence Marker

Source: GMP

DV Related	All Violent Crime	%	All Crime	%
N	16681		31791	
Y	6295	27.40	7316	18.71
Total	22976		39184	

The table below displays all crimes based on a count of the DV marker. Stalking and harassment within each dataset has a significant number of crimes that are DV related with 33.2% and 38/6% respectively. Violence with/without injury also features significantly.

Table 148: Crimes by type with a Domestic Violence Marker

Source: GMP

Crimes with a DV marker	All Crimes	%	Violent Crimes	%
All other theft offences	181	2.47		
Bicycle theft	2	0.03		
Business and community burglary	2	0.03		
Criminal damage and arson offences	393	5.37		
Fraud	65	0.89		
Miscellaneous crimes against society	114	1.56		
Other sexual offences	74	1.01	74	1.18
Possession of drugs	8	0.11	8	0.13
Possession of weapon offences	22	0.30	22	0.35
Public order offences	472	6.45	472	7.50
Rape	145	1.98	145	2.30
Residential burglary	64	0.87		0.00
Robbery of personal property	15	0.21	15	0.24
Stalking and harassment	2429	33.20	2429	38.59
Theft from the person	32	0.44		
Trafficking of drugs	2	0.03	2	0.03
Vehicle offences	43	0.59		
Violence with injury	1168	15.97	1168	18.55
Violence without injury	1960	26.79	1960	31.14

Missing value	125	1.71	
Total	7316		6295

The significant numbers of DV related stalking and harassment crimes does suggest that the inclusion of this data within the assessment was pertinent as it is a significant issue which impacts of the lives of residents within Bolton.

Victims of Domestic Violence

Of the 30,295 victims identified within the dataset, 23.8% (7,231) have been a victim of domestic violence. 73.5% of these victims are female and 26% male, which suggest that DV does have a significant impact on male victims also. The largest cohort of victims (26%) fall between the ages of 34 – 43years. Of these victims 4,539 are unique, with 34% being repeat victims. 126 of these (2.7%) have been victims 5 times or more within the year. In terms of location, Halliwell, Brightmet North, Rumworth and New Bury feature as hotspots.

Domestic Homicide Reviews (DHR's)

A DHR is a multi-agency review aimed at learning lessons from the way agencies and individuals worked together in cases where someone has died in circumstances of Domestic Abuse. These reviews are conducted on a statutory footing under Section 9 of the Domestic Violence, Crime and Victims Act (2004). They are not “fault finding” exercises, that is the function of the Criminal and Coroners Courts. DHRs will try to ensure that agencies understand what happened that led to the death and identify where responses to the situation could be improved.

DHRs do not seek to lay blame but will consider what happened and what could have been done differently. They will also recommend actions to improve responses to Domestic Abuse situations in the future.

The statutory criteria states that a DHR must be held when a person aged 16 dies through violence, abuse, or neglect by a relative, or someone they have had an intimate personal relationship with, or who was member of the same household, with a view to identifying the lessons to be learnt from the death. In some cases, a DHR must be held in cases where the death is a result of self-inflicted injuries, in circumstances where there are concerns around domestic abuse or violence, or coercion and control in the relationship.

How are DHRs conducted:

An Independent Review Panel is set up, chaired by an experienced individual. The panel is configured to bring relevant expertise in relation to the circumstances of the case.

Experienced and senior officers from each organisation involved in the case are appointed to review their records, interview staff and prepare a report including an action plan to address any learning. The reports are submitted to the Review Panel who will consider what happened, what lessons are to be learned and oversee the writing of an Overview Report and Executive Summary.

The Chair/Review Panel make every effort to include the family, friends, and wider support networks in the review process to ensure that the perspective of the victim is fully articulated in the narrative.

After the Overview Report has been Quality Assured by the Home Office, the review is published.

Learning from DHRs:

These are the key learning themes from Bolton's recent DHRs;

- Domestic abuse is consistently under-reported, practitioners should always assume it is likely to be more frequent than reported.
- When supporting victims, we need to do more multi-agency partnership working including internal coordination within individual agencies and improved information sharing.
- We need to rethink how we keep children safe. We need to empower our staff to know that they can make a difference even in family situations where they are faced with aggression.
- We should not overlook the needs of parents who are suffering domestic violence and abuse where there are concurrent safeguarding children and domestic abuse and violence concerns.
- When child contact is granted, we need to understand that the abuser may be continuing to perpetrate abuse or coercion through the children by undermining the non-abusing parent, overwhelming them whilst being alert to the impact of a child's well-being in cases where parents are in bitter dispute over custody or access.
- Victims of domestic abuse can be reluctant to report incidents or be truthful about the identity of the alleged perpetrator, because they are worried that their children may be removed.
- Kindness by vulnerable people is potentially open to exploitation by adults whose behaviour may pose a range of risks to children.
- For high-risk MARAC cases, there is limited evidence of the use of Early Help assessments for children, and where these are in place often there is no reference to domestic abuse.

- Early Help is not being routinely considered or used as a tool to assess DAV impact on children and deliver a co-ordinated early help offer to them and their parents.
- We need to raise awareness of family, friends and colleagues about risk factors and indicators, and coercion and control in relation to domestic abuse and violence.
- We need to stop domestic abusers from being invisible to our services and we need to manage them more effectively. By focussing on the current abusive behaviour, we often ignore/ fail to check and consider the abuser’s potential history of violence and we are therefore unable to correctly identify the threat that the abuser poses. Where there are no convictions for DAV, further probing is still necessary to identify risks posed by the abuser.
- We need to consider both the victim’s and the abuser’s prior domestic violence and abuse history, including violence and abuse in earlier relationships, when assessing risk and making referrals. Too often we focus only on the here and now of the situations presented instead of applying a more holistic approach.
- We need to recognise victims’ status as an abused person and not allow this to be obscured by any particular lifestyle or culture of violence and substance misuse.
- We need to understand that domestic abusers are most violent when their victim tries to end a violent relationship or seeks help.
- We need to be alert to the potential continuing vulnerability of victims of domestic violence and abuse after they have left abusive relationships and form new relationships.
- When working with individuals with deteriorating mental health issues who pose a risk to themselves and others, we should not rely upon self-reporting of their criminal history which may be inaccurate or incomplete.
- We need to recognise that, as victims may be overwhelmed with life events when being referred or sign-posted between agencies, this may lead to them disengaging and to need extra support to help them in transition between services. So the use of more assertive attempts to reach out, including contact with partner agencies who are in contact with the service user may be needed to keep them engaged.
- There is a lack of understanding of the impact of ACEs and trauma on behaviour, and how to respond with a Trauma Informed Approach.
- The intersection of safeguarding processes and domestic abuse processes needs to be seamless.
- Domestic abuse services considering their offer to male victims should recognise that narratives of masculinity, along with shame and embarrassment regarding gender role expectations means that male victims of DAV are under-represented in reporting to DAV support services.
- Male victims of DAV can encounter barriers to reporting and receiving support and help, therefore we need to increase professional and public awareness of services and ensure they are supported as part of a whole system approach.
- We should avoid the false assumption that DAV does not affect older people and recognise that it can be manifested in different ways to those in other age groups.
- We should be aware that information can exist within the social network of victims of DAV which is often not recognised as indications of DAV and not reported or shared with professionals.

Table 149: DHR 2011 – 2012

Source: DHR Coordinator

Period	No. of DHRs	No. of victims	Male	Female	Intimate Partner Homicide	Familial Homicide	Other
April 2011 to March 2012							
April 2012 to March 2013	2	2	0	2	1	1	0
April 2013 to March 2014							
April 2014 to March 2015	2	3	1	2	1	1	0
April 2015 to March 2016							
April 2016 to March 2017							
April 2017 to March 2018	1	1	0	1	1	0	0
April 2018 to March 2019	1	1	0	1	1	0	0
April 2019 to March 2020	2	2	1	1	2	0	0
April 2020 to March 2021							
April 2021 to March 2022	1	0	0	1	0	0	1 suicide

Honour Based Violence

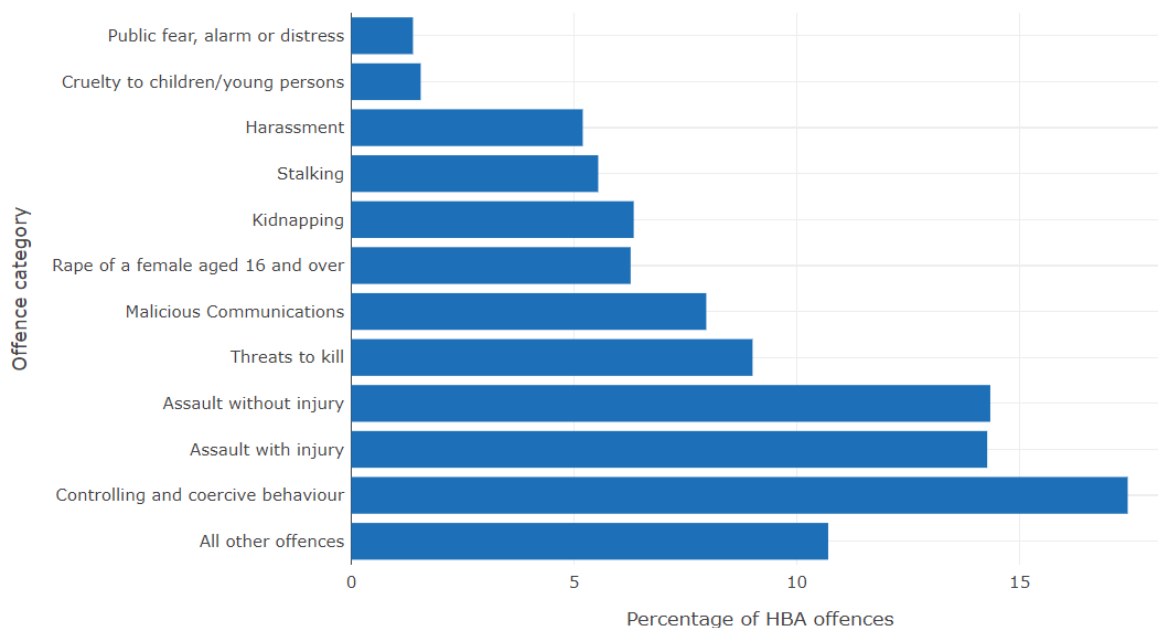
Honour-based violence (HBV) refers to a range of harmful practices perpetrated against individuals, primarily women and girls, in order to protect or defend the perceived reputation, honour, or cultural norms of a family or community. While it is important to note that HBV is not exclusive to any particular community or religion, it has been observed to occur within certain communities within Greater Manchester.

1. **Forced Marriage:** Forced marriage involves compelling someone to marry against their will, often with threats or coercion. It affects individuals from various communities, including but not limited to South Asian (e.g., Pakistani, Indian, Bangladeshi), Middle Eastern, and North African communities. However, forced marriages can occur within any community.
2. **Female Genital Mutilation (FGM):** FGM involves the partial or total removal of external female genitalia for non-medical reasons. While FGM is not exclusively linked to honour-based violence, it is a harmful practice associated with certain communities originating from countries in Africa, the Middle East, and Asia. These communities include but are not limited to Somali, Sudanese, Egyptian, and Nigerian.
3. **"Honour" Killings:** "Honour" killings are homicides committed against individuals, often women, who are perceived to have brought shame or dishonour to their family or community. These crimes can occur in various communities, including South Asian, Middle Eastern, and North African communities. It is important to note that such crimes are not condoned by any religion or culture.
4. **Forced Abortion or Infanticide:** In some cases, women or girls who become pregnant outside of marriage may face pressure to undergo forced abortion or may be subjected to infanticide, where newborns are killed. This practice can be found in communities where premarital sex is stigmatized, irrespective of cultural or religious background.
5. **Honour-based Violence against LGBTQ+ Individuals:** Honour-based violence can also target individuals who challenge traditional gender and sexual norms, particularly within communities where there may be strict adherence to traditional values. LGBTQ+ individuals from various cultural and religious backgrounds may face abuse, violence, and ostracism due to their sexual orientation or gender identity.

It is crucial to emphasize that HBV is not representative of the beliefs or practices of an entire community or religion. Most individuals within these communities strongly condemn such acts and work actively to prevent and address honour-based violence.

Figure 5: The proportion of 'Honour Based' Abuse (HBA) offences by offence category, England and Wales

Source: ONS, year ending March 2022



In the year ending March 2022, there were 2,887 HBA-related offences recorded by the police in England and Wales. This was an increase of 6 per cent compared with the year ending March 2021 (when there were 2,725 offences).

Addressing honour-based violence requires collaborative efforts involving criminal justice agencies, social services, education, community organisations, and affected communities themselves. Fostering dialogue, challenging harmful cultural practices, providing support services, and implementing effective legislation is required to eradicate honour-based violence and ensure the safety, rights, and well-being of all individuals, regardless of their cultural or religious background.

Stalking and Harassment

Stalking and harassment is when someone repeatedly behaves in a way that makes you feel scared, distressed or threatened. Stalking and harassment are classed as offences under the Protection from Harassment Act 1997.

Harassment

Harassment is behaviour intended to cause a person alarm or distress. This can include repeated attempts of unwanted communication and contact of a victim in a manner that could be expected to cause distress or fear in any reasonable person. Harassment of an individual can also occur when a person is harassing others connected with the individual, knowing that this behaviour will affect their victim as well as the other people that the person appears to be targeting their actions towards. This is known as 'stalking by proxy'.

Common harassment incidents include:

- texts, voicemails, letters or emails
- comments or threat
- standing outside someone's house or driving past it.
- Harassment involving putting people in fear of violence is a more serious offence. It involves two or more harassment incidents that leave the victim fearing that violence will be used against them.

Sexual Harassment

Sexual harassment is unlawful, as a form of discrimination, under the Equality Act 2010. The Act says it's sexual harassment if the unwanted behaviour violates your dignity or creates an intimidating, hostile, degrading, humiliating or offensive environment (this includes the digital environment, online).

Some examples of sexual harassment could include:

- sexual comments, jokes or gestures
- unwanted sexual communications, like emails, texts, DMs
- sharing sexual photos or videos
- pressuring you to do sexual things or offering you something in exchange for sex.

Stalking

Stalking can take many forms and can be defined as persistent and unwanted attention that makes you feel pestered and harassed. It includes behaviour that happens two or more times, directed at or towards you by another person, which causes you to feel alarmed or distressed or to fear violence might be used against you.

Following a person, watching, or spying on them or forcing contact with the victim through any means, including social media. The effect of such behaviour is to curtail a victim's freedom, leaving them feeling that they constantly must be careful. In many cases, the conduct might appear innocent (if it were to be taken in isolation), but when carried out repeatedly and amounting to a course of conduct, it may then cause significant alarm, harassment, or distress to the victim.

Stalking may include:

- regularly following someone
- repeatedly going uninvited to their home
- checking someone's internet use, email or other electronic communication.
- hanging around somewhere they know the person often visits.
- interfering with their property
- watching or spying on someone
- identity theft (signing-up to services, buying things in someone's name).

Stalking and Harassment

People being targeted through this type of abuse, harassment and intimidation often report chronic stress and anxiety, periods of low mood and depression. In some cases, victims can experience symptoms associated with trauma and post-traumatic stress disorder. It's not uncommon for victims to become so fearful they don't feel safe leaving their home.

26% of all serious violent crime within Bolton is classified as stalking and harassment. Table 151 below displays the Home Office offence level classification⁹¹ codes for this offence for 22/23. Over 40% of this type of offence relates to malicious communication⁹² and is a significant issue within the borough.

Table 150: Stalking and Harassment Offences 22/23

Source: GMP Cognos raw crime counts

Crime Type (HO Offence Level)	Count	%
Breach of a restraining order	110	1.8
Breach of conditions of injunction against harassment	13	0.2
Disclose or threats to disclose private sexual photographs / film with intent to cause distress	51	0.8
Engage in controlling/coercive behaviour in an intimate / family relationship.	380	6.1
Harassment	1657	26.7
Harassment etc. of a person in his home	26	0.4
Pursue a course of conduct in breach of S1 (1) which amounts to stalking	343	5.5
Putting people in fear of violence	309	5.0
Racially or Religiously Aggravated Stalking with fear of violence	14	0.2
Racially or religiously aggravated Stalking without violence	50	0.8
Sending letters etc with intent to cause distress or anxiety (Malicious Communication)	2495	40.2
Stalking involving fear of violence	227	3.7
Stalking involving serious alarm/distress	530	8.5
Grand Total	6205	100.0

Hate Crime

Hate crimes have a profound and often lasting impact on victims in Bolton. These crimes are motivated by prejudice, bias, or hatred based on the victim's race, religion, ethnicity, sexual orientation, gender identity, disability, or other protected characteristics. The impact of a hate crime on a victim can have emotional and psychological impacts. Victims often experience heightened levels of fear and anxiety, both in the immediate aftermath and as a long-term effect. It is not uncommon that victims can suffer from trauma, including symptoms of post-traumatic stress disorder (PTSD).

Hate crimes can erode a person's self-esteem and self-worth, leading to feelings of inferiority. Victims may blame themselves for the incident or feel shame about their identity. They may also sustain physical injuries, ranging from minor to severe. These injuries can require medical treatment and may have long-term physical consequences.

Victims may withdraw from social activities and relationships due to fear of further victimisation or discrimination and isolation can contribute to a sense of loneliness and alienation. They may alter their daily routines or behaviours to avoid areas or situations where they feel unsafe. This can limit their access to education, employment, and other essential services.

Some victims may be hesitant to report hate crimes due to fear of retaliation or lack of trust in the criminal justice system. The process of reporting and seeking justice can be stressful and retraumatising for victims. The effects of a hate crime can persist long after the incident. Victims may continue to experience emotional distress, anxiety, and other symptoms.

It's important to recognize that the impact of hate crimes is not limited to the individual victim but can also affect communities and society. Hate crimes can create a climate of fear and tension, erode social cohesion, and undermine the values of equality and inclusivity.

The Local Picture

1,038 hate crimes were reported during 22/23 in Bolton. These are shown in the table below, 83% of these related to either a public order offence, stalking and harassment or violence with injury. 79% of all reported hate crimes could be defined as having a serious violence element. Based on the GMP hate crime marker, only 4% of these crimes are domestic violence based. Just over 5.5% are relating to online offences⁹³. Unfortunately, the GMP offenders' data does not include a hate crime marker, so it is not possible to profile offenders.

Table 151: Hate crimes.

Source: Hate crime Dash (data from GMP)

Hate Crime types	Count	%

⁹¹ The Home Office Crime Classification provides a more detail description of the crime sub types based on the Crime Tree level 4 definition.

⁹² Malicious communication can mean by letter, e-mail, or social media posts.

⁹³See social media section.

All other theft offences	13	1.33
Business and community burglary	2	0.20
Criminal damage and arson offences	53	5.42
Miscellaneous crimes against society	15	1.54
Other sexual offences	3	0.31
Possession of weapon offences	8	0.82
Public order offences	461	47.19
Rape	1	0.10
Residential burglary	4	0.41
Robbery of personal property	11	1.13
Shoplifting	3	0.31
Stalking and harassment	224	22.93
Theft from the person	1	0.10
Vehicle offences	3	0.31
Violence with injury	51	5.22
Violence without injury	124	12.69
Grand Total	977	100.00

An analysis of the Home Office codes provides a more detailed view of the component crime types that comprise hate crime. These are displayed in the table below. Based on the nuances of crime coding, some of the incidents directly reference the racial or religious element of the offence while others just reference the crime. At 45% racially or religiously aggravated harassment is the most common crime type and based on the crime codes this is either done verbally, online or in writing. 172 offences (17%) relate to more serious offences of assault, with 112 of these relating to common assault.

Table 152: Hate Crime Home Office sub-codes

Source: Hate crime Dash (data from GMP)

Home Office sub codes - Hate Crime	Count	%
Other	8	0.82
Burglary	6	0.61
Fear or provocation of violence	20	2.05
Assault occasioning actual bodily harm	20	2.05
Racially or Religiously Aggravated assault occasioning actual bodily harm	16	1.64
Racially or religiously aggravated common assault or beating	65	6.65
Common assault and battery	47	4.81
Racially or religiously Aggravated Criminal Damage	13	1.33
Criminal damage	40	4.09
Racially or religiously aggravated fear or provocation of violence	53	5.42
Racially or religiously aggravated harassment or alarm or distress - words or writing	284	29.07
Harassment	69	7.06
Causing intentional harassment, alarm, or distress	96	9.83
Racially or Religiously Aggravated Stalking with fear of violence	10	1.02
Racially or religiously aggravated Stalking without violence	38	3.89
Stalking involving serious alarm/distress	7	0.72
Racially or Religiously Aggravated wounding or grievous bodily harm	1	0.10
Rape of a female aged 16 or over	1	0.10
Robbery - personal	11	1.13
Sending letters etc with intent to cause distress or anxiety	96	9.83
Sexual assault on a female	1	0.10
Sexual assault on a male	1	0.10
Theft	18	1.84
Threaten with a blade or sharply pointed article in a public place	8	0.82
Threats/ Fear of Violence	31	3.17
Wounding with intent to do grievous bodily harm	14	1.43
Grand Total	977	

Table 154 below displays reported hate crime by strand. 85% of all reported hate crime relates to race, colour or ethnic origin. 8% of reported hate crimes relate to sexuality or sexual origin, with just over 1% relating to transgender issues.

Table 154: Hate crime by reporting strands.

Source: Hate crime Dash (data from GMP)

Strand	Count	%
Disability	40	3.9

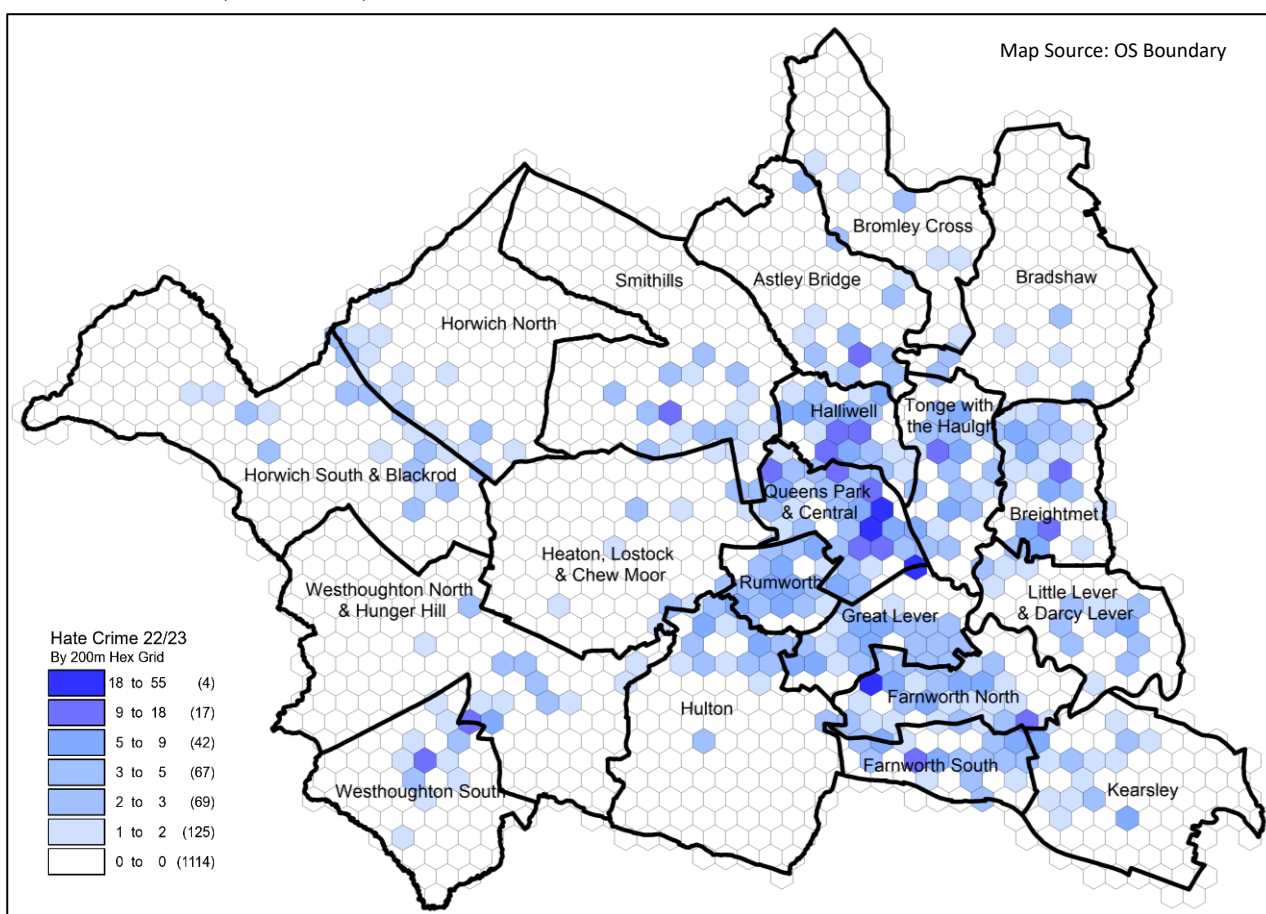
Race, Colour or Ethnic Origin	884	85.7
Religion, Faith, or Belief	5	0.5
Sexuality or Sexual Orientation	91	8.8
Transgender Identity	11	1.1
Grand Total	1031	

Geographic concentration

Map 27 below displays the reported hate crime by ward for financial year 22/23 based on a 200m hexagonal grids. Distinct hotspots are visible within the town centre at the police station and the hospital. Outside these locations central Halliwell, Tonge and Farnworth have hotspots. There is also a strong correlation between levels of ethnicity and hate crime reports. This is also borne out in the data for Greater Manchester, with areas such as Salford, Wigan and Tameside who have less reported hate crime as they have significantly different population make ups than Bolton.

Map 27: Hate Crime Bolton Division by Ward April 2022 – March 2023

Source: Hate crime Dash (data from GMP)



Hate Crime Outcomes.

A very small proportion of hate crime offences (2.7%) were charged, with 8% awaiting a decision. 645 of these crimes (62%) had insufficient evidence, no suspect identified, or the victim did not support, or it was deemed not within the public’s interest to pursue.

Table 153: Hate Crime Outcomes

Source: Hate crime Dash (data from GMP)

Outcome	Count	%
Charge	28	2.70
Decision Pending	89	8.57
Other	13	1.25
Evidential Difficulties Victim Based - No Suspect Identified	112	10.79
Further Invest Not in Public Interest	14	1.35

Investigation Complete - No Suspect Identified	239	23.03
Locate Trace	62	5.97
Missing Value	193	18.59
Named Suspect U10 Yrs	3	0.29
Restorative Justice	6	0.58
Suspect Identified-Insufficient Evidence	97	9.34
Suspect Identified-Victim Does not Support	183	17.63
Grand Total	1038	

Football Violence

The link between football and serious violent crime is a complex and multifaceted issue that has been the subject of research and analysis. It is important to note that the vast majority of football fans do not engage in serious violent crime, and football itself is not inherently associated with criminal behaviour. However, certain factors have been identified that can contribute to the association between football and serious violent crime:

Hooliganism: Historically, football hooliganism refers to organized violence and disorderly behaviour involving rival groups of fans. Hooliganism has been associated with serious violent incidents, including clashes between rival fan groups, vandalism, assault, and public disorder.

Rivalries and Group Identity: Football rivalries can create an "us versus them" mentality, where intense emotions and rivalries between fans can escalate into violence. These rivalries, combined with group identity and a sense of loyalty to a particular team, can contribute to a higher likelihood of confrontations and violent incidents.

Alcohol and Substance Abuse: Alcohol and substance abuse can exacerbate aggressive behaviour and impair judgment, increasing the likelihood of violent incidents during football matches or related events.

Social Dynamics and Peer Influence: Within certain fan cultures, social dynamics and peer influence can contribute to the normalization of violence and antisocial behaviour. Some individuals may seek validation or acceptance from their peers by engaging in aggressive or violent acts during football-related events.

Crowd Psychology: The presence of large crowds in football matches can create an atmosphere of heightened emotions, excitement, and, in some cases, tension. This can lead to a diffusion of responsibility and a loss of individual self-control, increasing the potential for violent behaviour.

Perceived Injustices and Provocation: Perceived injustices, rivalries, or provocative actions between fans or toward players, such as derogatory chants or gestures, can escalate tensions and contribute to violent incidents.

Policing and Security Measures: The effectiveness of policing and security measures in and around football matches can impact the occurrence and escalation of violence. Inadequate crowd control measures, poor planning, or clashes between fans and law enforcement can contribute to violent confrontations.

It is important to emphasize that efforts have been made by football authorities, clubs, the Police and other agencies to address these issues and promote safety and a positive fan experience. Improved stadium security, stricter regulations, collaborative initiatives between fan groups, education programs, and targeted policing have contributed to reducing the occurrence of serious violent incidents related to football.

However, it is crucial to recognise that the association between football and serious violent crime is not a definitive characteristic of the sport itself. Most football fans engage in peaceful and enjoyable experiences, and the actions of a small minority should not overshadow the positive aspects of the game and its fan culture.

Football violence can take many forms ranging from pre-planned disorder, hate crime, criminal damage and carrying concealed weapons. Often an effective way of reducing violence and disorder at ground is to apply a banning order. These are civil orders which aim to stop known hooligans causing trouble at and around football matches, both home and abroad. They are usually imposed by the court after someone has been convicted of a football related offence. They can be used to ban an individual from attending football matches both home and abroad for a period of between two and 10 years. Precise conditions can also be imposed on a case-by-case basis.

Football Banning Orders

Table 156 below displays the banning orders relating to Bolton Wanderers from 2015 - 2022. In total across three divisions 211 banning orders have been successfully applied for. This has increased by over 59% since the 2015 Championship season.

Table 154: Football Banning orders 2015 - 2022

Source: Home Office Football Banning Orders Statistics⁹⁴

League/Team	2015	2016	2017	2018	2019	2020	2021	2022	Total
Championship									

⁹⁴ [Football-related arrests and banning orders, England and Wales: 2021 to 2022 season - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/football-related-arrests-and-banning-orders-england-and-wales-2021-to-2022-season)

Bolton Wanderers	18	20		17	12				67
League One									
Bolton Wanderers			18			33		46	97
League Two									
Bolton Wanderers							47		47
Grand Total	18	20	18	17	12	33	47	46	211

The table below displays the number of banning orders by club for teams in the immediate area. Bolton Wanderers has the fourth highest number of banning orders in the region and the teams above are in the Premier League and so they would therefore attract significantly more supporters. This suggests that there is a significant ‘hardcore’ element of fans that support Bolton, and those who have received orders form a significantly largest percentage of the support base than with the Premier league teams.

Table 155: Banning Orders by Club

Source: Home Office Football Banning Orders Statistics

Team	Year								Total
	15	16	17	18	19	20	21	22	
Liverpool	53	49	44	35	27	32	44	38	322
Burnley	54	48	39	41	38	34	17	30	301
Manchester United	49	38	49	42	35	21	19	24	277
Bolton Wanderers	18	20	18	17	12	33	47	46	211
Port Vale	17	19	11	19	48	42	29	8	193
Manchester City	35	27	18	16	12	16	22	35	181
Tranmere Rovers	6	13	15	28	23	19	13	13	130
Blackburn Rovers	29	25	13	9	13	13	10	6	118
Crewe Alexandra	11	17	11	11	23	17	16	6	112
Huddersfield Town	34	18	9	11	12	11	10	6	111
Stockport County	16	12	5		1	6	22	23	85
Blackpool	6	15	14	11	8	10	9	5	78
Oldham Athletic	10	11	6	9	7	10	5	7	65
Bury	7	6	7	6	9	4	4		43
Macclesfield Town	4	6	4	2	4	7	9	6	42
Wigan Athletic	7	5	2	4	4	5	3	5	35
Rochdale	8	6	2	1	1	1	2	2	23
Morecambe	2	3	2	2				1	10
Accrington Stanley				1	1	2	3	3	10
Salford City						2	2	2	6
FC United of Manchester	1					1	1	1	4
Altrincham			1	1	1				3
Grand Total	367	338	270	266	279	286	287	267	2360

Age

Table 158 below displays the number of banning orders by age. Over 50% of supporter who received a banning order were aged 18 – 34 years old and the number of banning orders fell with age.

Table 156: Banning Orders by Age Group

Source: Home Office Football Banning Orders Statistics

Year	league	Club	Gender	Age	Orders				
						10-17	18-34	35-49	50-64
01-Aug-19	Championship	Bolton Wanderers	Male	18 to 34	10		10		
01-Aug-19	Championship	Bolton Wanderers	Male	35 to 49	2			2	
01-Aug-20	League One	Bolton Wanderers	Male	10 to 17	5	5			
01-Aug-20	League One	Bolton Wanderers	Male	18 to 34	17		17		
01-Aug-20	League One	Bolton Wanderers	Male	35 to 49	9			9	
01-Aug-20	League One	Bolton Wanderers	Male	50 to 64	2				2
01-Aug-21	League Two	Bolton Wanderers	Male	10 to 17	11	11			
01-Aug-21	League Two	Bolton Wanderers	Male	18 to 34	23		23		
01-Aug-21	League Two	Bolton Wanderers	Male	35 to 49	11			11	
01-Aug-21	League Two	Bolton Wanderers	Male	50 to 64	2				2
28-Jul-22	League One	Bolton Wanderers	Male	10 to 17	11	11			
28-Jul-22	League One	Bolton Wanderers	Male	18 to 34	23		23		

28-Jul-22	League One	Bolton Wanderers	Male	35 to 49	10			10	
28-Jul-22	League One	Bolton Wanderers	Male	50 to 64	2				2
					138	27	73	32	6
					%	19.6	52.9	23.2	4.35

Football Related Offences

Bolton Wanderer Stadium is in Police Beat K2K3 Horwich South. An analysis was undertaken based on crimes reported in K2K3 relating to football violence.⁹⁵ The two tables below represent the generic and Home Office crime reports for 22/23 relating to football violence.⁹⁶ Public order offences account for 42% of all crimes, closely followed by violence without injury. When examined using the more detail crimes codes, 32% related to common assault and battery with 10% relating to causing harm and distress.

Table 157: Football Related Offences

Source: GMP Cognos crime data

Football Related Offences	Count	%	Football related HO Sub Codes	Count	%
Public order offences	12	42.86	Affray	4	14.29
Violence with injury	5	17.86	Assault occasioning actual bodily harm	5	17.86
Violence without injury	11	39.29	Assault or assault by beating on a constable	2	7.14
Grand Total	28		Causing intentional harassment, alarm, or distress	3	10.71
			Common assault and battery	9	32.14
			Harassment, alarm, or distress	1	3.57
			Racially or religiously aggravated intentional harassment	2	7.14
			Violent disorder	2	7.14
			Grand Total	28	

Football violence is not only isolated to the immediate area of the ground on match day. A

recent derby game between Wigan and Bolton on the 19th of August 2023 saw public order offences with at least fifty fans involved as violence erupted in the centre of Westhoughton. Police were called 4.30pm as they received calls regarding a large-scale disturbance on Market Street in Westhoughton, which is the main shopping street in the town.

A Section 34 Dispersal Order⁹⁷, under the Anti-Social Behaviour & Policing Act 2014, was issued, to ensure the group - of up to 50 people - left the area and could not return to Westhoughton for 48 hours.

Paramedics from Northwest Ambulance Service attended, and a man was taken to hospital for treatment to injuries, not believed to be life-threatening or life changing. Two men were arrested on suspicion of violent disorder and have since been released on bail pending further enquiries.

Violence relating to football can also spill out into other area. At a recent match between Bolton and Blackpool in February 2020 public order offences were committed at the Ardwick public house in Blackpool. Three men were sentenced for their involvement, with one also having been previously sentenced for a separate incident in December 2019 at the fixture between Bolton and Shrewsbury Town.

Football Arrest

The table below displays the arrests by club for 21/22 by various offence types. Out of the 114 clubs listed within the data, Bolton is in 26th place nationally (to use a football analogy). The final percentage column looks at arrest as a proportion of ground capacity. It is of interest to note that using this method it tends to be the grounds with a lower capacity that have a higher number of arrests per spectator (apart from Manchester City). This would suggest that violence at football grounds tends to be more common in the lower divisions.

Table 158: Football-related arrests by club supported and offence type, England and Wales 2021/22 season.

Source:

⁹⁵ It is possible that other football related crimes took place outside this location, but the analysis has been contained to this area, due to issue with data volume.

⁹⁶ Data was filtered based on a double pass of a keyword search (Football, Wanderers, Marcon, Stadium) linked with an address-based search to identify crimes that related to football linked to an examination of the MO field.

⁹⁷The order, granted under section 34 of the Anti-Social Behaviour, Crime and Policing Act 2014, gives officers the power to disperse anyone for the purpose of or reducing the likelihood of members of the public in the locality being harassed, alarmed, distressed or the occurrence of crime and disorder.

Season		Total	Violent disorder	Public disorder	Throwing missiles	Racist and indecent chanting	Pitch incursion	Alcohol offences	Ticket touting	Possession of an offensive weapon	Possession of pyrotechnics	Breach of banning order	Criminal Damage	Capacity	%
2021/22	Bristol Rovers	27	4	18	0	0	2	0	0	0	2	0	1	11,000	0.2455
2021/22	Millwall	49	11	25	3	0	4	3	0	0	0	2	1	20,146	0.2432
2021/22	Queens Park Rangers	43	5	19	1	0	17	0	0	0	1	0	0	18,439	0.2332
2021/22	Gillingham	26	14	5	0	0	6	1	0	0	0	0	0	11,582	0.2245
2021/22	Plymouth Argyle	37	4	26	0	0	3	2	0	0	2	0	0	17,000	0.2176
2021/22	Swindon Town	33	21	8	1	0	2	0	0	0	1	0	0	15,547	0.2123
2021/22	Leicester City	59	13	31	2	0	1	5	0	0	4	0	3	32,500	0.1815
2021/22	Burnley	35	2	10	18	2	1	2	0	0	0	0	0	21,944	0.1595
2021/22	West Ham United	95	30	40	7	0	12	5	0	0	0	0	1	62,500	0.1520
2021/22	Blackpool	26	3	9	6	0	1	5	0	1	1	0	0	17,338	0.1500
2021/22	Everton	58	5	12	10	3	13	2	0	0	12	0	1	40,394	0.1436
2021/22	Manchester City	76	15	19	9	1	14	6	0	0	11	1	0	60,000	0.1267
2021/22	Middlesbrough	41	5	17	1	0	5	9	0	0	4	0	0	33,746	0.1215
2021/22	Leeds United	44	11	14	5	0	4	7	0	0	2	0	1	37,068	0.1187
2021/22	Bristol City	32	2	10	6	2	2	3	0	1	5	0	1	27,000	0.1185
2021/22	Birmingham City	34	9	11	0	0	4	6	0	0	3	0	1	29,409	0.1156
2021/22	Sheffield Wednesday	40	5	22	0	0	6	5	0	0	2	0	0	34,835	0.1148
2021/22	Huddersfield Town	28	8	10	0	0	3	5	0	0	2	0	0	24,500	0.1143
2021/22	Nottingham Forest	33	5	9	2	0	5	6	0	0	5	0	1	30,455	0.1084
2021/22	Wigan Athletic	27	7	13	1	0	2	0	0	0	4	0	0	25,138	0.1074
2021/22	Crystal Palace	27	14	6	1	0	2	2	0	0	2	0	0	25,486	0.1059
2021/22	Chelsea	41	10	13	3	0	4	7	0	0	2	0	2	40,341	0.1016
2021/22	Coventry City	33	7	11	1	0	8	3	0	0	2	1	0	32,609	0.1012
2021/22	Bolton Wanderers	28	4	11	2	0	4	5	0	0	1	0	1	28,723	0.0975
2021/22	Manchester United	72	14	26	5	0	12	9	0	0	4	2	0	74,310	0.0969
2021/22	Stoke City	29	7	6	4	0	3	2	0	0	6	0	1	30,089	0.0964
2021/22	Sheffield United	30	5	11	2	0	7	3	0	0	0	2	0	32,050	0.0936
2021/22	Southampton	29	4	6	5	0	11	1	0	0	2	0	0	32,000	0.0906
2021/22	Derby County	28	6	7	1	0	5	2	0	0	6	0	1	33,597	0.0833
2021/22	Liverpool	48	12	16	3	1	7	1	4	0	4	0	0	61,000	0.0787
2021/22	Tottenham Hotspur	45	13	18	3	0	5	3	0	0	2	1	0	62,850	0.0716
2021/22	Arsenal	41	7	10	6	1	7	2	0	0	8	0	0	60,361	0.0679
2021/22	Aston Villa	27	12	4	0	0	2	6	0	0	1	0	2	42,000	0.0643
2021/22	Newcastle United	25	2	6	2	0	2	8	0	0	3	0	2	53,305	0.0469

Intervention

Countering football violence involves a combination of tactics and strategies aimed at preventing and addressing violence in and around football matches. The goal is to ensure the safety of fans, players, and the general public while promoting a positive and enjoyable sporting experience. Although many of the recommendation below may already be in place it is worth re iterating them for the purpose of this assessment.

- Enhance stadium security by increasing the number of trained security personnel, using surveillance cameras, and implementing strict access control measures. Conduct thorough searches of fans entering the stadium to prevent prohibited items from being brought in.
- Work closely with the local Police to coordinate security efforts inside and outside stadiums. Share intelligence on potential troublemakers and coordinate responses to incidents.
- Develop fan education programs that promote positive fan behaviour, respect for rival supporters, and adherence to stadium rules. Establish fan liaison officers to facilitate communication between fans, clubs, and authorities.
- Limit or ban the sale of alcohol in and around stadiums on match days. Encourage responsible drinking behaviour among fans.

- Enforce strict penalties for individuals involved in violent behaviour, including stadium bans and legal action. Use video surveillance to identify and prosecute perpetrators.
- Design stadiums with safety in mind, including proper crowd management systems, seating arrangements, and exit routes. Install barriers and fencing to prevent pitch invasions.
- Separate rival fan groups within stadiums to minimise confrontations and reduce the risk of violence. Designate specific areas for home and away supporters.
- Implement early warning systems to detect potential violence, such as monitoring social media for threats and gathering intelligence on known troublemakers.
- Restrict travel and ticket access for fans with a history of violence. Collaborate with other clubs and authorities to share information on problematic fans.
- Utilise community policing strategies to build trust and positive relationships between law enforcement and fans. Engage with fan groups to discuss concerns and potential solutions.
- Encourage fan engagement through official fan clubs and forums, giving supporters a sense of ownership and pride in their team. Promote diversity and inclusion within fan communities.
- Launch public awareness campaigns against violence in football, emphasising the negative consequences of hooliganism. Use club players and officials as role models to denounce violence.

Probation

The Probation Services play a crucial role in addressing serious violent crime offending in Greater Manchester. As a key component of the criminal justice system, probation services work with individuals who have been convicted of serious violent crimes, providing supervision, support, and rehabilitation. Their impact on reducing reoffending and promoting public safety is significant.

Risk Assessment and Management: Probation services conduct thorough risk assessments to understand the individual's risk factors, criminogenic needs, and likelihood of reoffending. This assessment helps inform appropriate supervision and intervention strategies to manage the risks posed by individuals convicted of serious violent crimes. By identifying and addressing specific factors associated with violent behaviour, probation officers can work towards reducing the likelihood of future offences.

Offender Rehabilitation: Probation services aim to rehabilitate individuals by providing targeted interventions and support. They collaborate with other agencies, such as mental health services, substance abuse treatment programs, and employment agencies, to address the underlying causes of serious violent crime. Through counselling, therapy, educational programs, and skill-building initiatives, probation officers help offenders develop the necessary tools to reintegrate into society and lead law-abiding lives.

Compliance Monitoring: Probation officers closely monitor offenders' compliance with court-imposed conditions, such as curfews, restraining orders, and attendance at rehabilitative programs. Regular contact and supervision allow officers to detect any potential risks or signs of reoffending promptly. By holding individuals accountable for their actions and ensuring compliance with court orders, probation services contribute to public safety and the prevention of further serious violent crimes.

Supportive Services: Probation services provide a range of supportive services to offenders, recognizing that successful reintegration requires addressing various social and practical needs. This may include assistance with housing, employment, substance abuse treatment, mental health support, and access to educational opportunities. By addressing these underlying factors, probation officers aim to reduce the likelihood of reoffending and support individuals in building stable, pro-social lives.

Collaboration and Multi-Agency Approach: Probation services work in collaboration with other criminal justice agencies, community organizations, and stakeholders to enhance the effectiveness of interventions. By fostering strong partnerships, sharing information, and coordinating efforts, probation officers can ensure a comprehensive approach to addressing serious violent crime. This collaboration extends to victim support services, ensuring that the needs and rights of victims are considered throughout the process.

Evaluation and Research: Probation services actively engage in evaluating and researching effective practices to reduce serious violent crime offending. By staying informed about emerging evidence-based approaches, probation officers can continually enhance their strategies and interventions. This commitment to evidence-based practice strengthens the overall impact of probation services on reducing serious violent crime.

While probation services play a vital role, it is important to recognise that addressing serious violent crime requires a holistic approach involving collaboration among various stakeholders, including criminal justice agencies, community organisations, and policymakers. By working together, sharing expertise, and investing in preventative measures, Greater Manchester can strive towards reducing serious violent crime, promoting rehabilitation, and ensuring the safety and well-being of communities.

Bolton – Probation Cohort

As of 25/04/2023 541 individuals were on the Bolton Probation caseload for violent crime offences. Table 161 below displays the counts across the GM areas, displaying Bolton’s probation cohort for violent offenders as the second highest of the outlying boroughs.

Table 159: Probation client’s violent offences as of 25/04/2023

Source: Probation Service Offender location data

	16 – 17	18 – 21	22 - 25	26 -35	Over 35	Total
Bolton	1	31	40	209	260	541
Bury & Rochdale	0	44	71	268	400	783
Manchester North	0	82	121	213	315	731
Manchester South	0	57	63	272	373	765
Oldham	0	18	41	150	221	430
Salford	0	45	40	185	252	522
Stockport & Trafford	0	21	54	217	330	623
Tameside	1	25	33	147	193	399
Wigan	0	31	50	206	265	552

Offences

Offences relating to the violent offenders Probation cohort are shown below in table 162. 45% of all convictions relate to malicious wounding. Of these offences 22% relate to assaults occasioning actual bodily harm. Only 44% of these offences were committed during 22/23. 45% were committed between 2019 and 2021. The remaining 10% between 1996 and 2018.

The average tariff for malicious wounding offences (when life sentences and indeterminate detention for public protection are removed⁹⁸) is 20 months. In terms of sentence type, 31% were suspended, 41% related to sentences under the Offender Rehabilitation Act⁹⁹(ORA) with or without post sentence supervision (PSS).

Table 160: Probation client’s violent offences conviction type

Source: Probation Service Offender location data

Crime Type	Count	%
Malicious wounding and other like offence	248	45.84%
Common and other types of assault	122	22.55%
Wounding and other acts endangering life	61	11.28%
Murder	46	8.50%
Manslaughter	13	2.40%
Firearms offences	10	1.85%
Aggravated burglary in a dwelling (including attempts)	8	1.48%
Kidnapping	7	1.29%
Assault on Police Officer	6	1.11%
Attempted Murder	5	0.92%
Threats, conspiracy, or incitement to murder	3	0.55%
Cruelty to or neglect of children - Indictable	3	0.55%
Cruelty to or neglect of children	3	0.55%
Blackmail	2	0.37%
Perverting the course of justice	2	0.37%
Child abduction	1	0.18%
Firearms Act 1968 and other Firearms Act	1	0.18%
Grand Total	541	100.00%

Offender Profile

⁹⁸ 10 convictions, 2 Life imprisonment, 7 Indeterminate Public Protection, 1 Extended Sentence.

⁹⁹ Under the ORA, adults serving prison sentences of less than 12 months, for an offence committed after 1 February 2015, will be released on licence after serving one half of their sentence in prison and will serve the remaining period in the community.

92% of all offenders were male with the dominate age group being over 35 years old. 13% of the cohort were under 22 years of age dominated by males (Table 163). 85% of all offenders were UK nationals, 2.2% were asylum seekers or those with leave to remain. Just over 1% were of East European origin, with Hungry being the predominate country. Table 164 below displays the ethnicity of the cohort. 7% were from an Asian background, with the majority being of Pakistani origin. In total 16% of the cohort were from a non-white ethnic group.

Table 161: Age by Sex

Source: Probation Service Offender location data

	Male	Female	Total	%
16-17 yrs	1	0	1	0.18
18-21 yrs	29	2	31	5.73
22-25 yrs	34	6	40	7.39
26-35 yrs	196	13	209	38.63
Over 35 yrs	239	21	260	48.06
Total	499	42	541	

Table 162. Offender Ethnicity

Source: Probation Service Offender location data

	Count	%
White	422	78.00
Black or Black British: African	12	2.22
Black or Black British: Caribbean	7	1.29
Black or Black British: Other	6	1.11
Mixed: Other	7	1.29
Mixed: White and Asian	3	0.55
Mixed: White and Black Caribbean	10	1.85
Other Ethnic Group	9	1.66
White: Irish	1	0.18
White: Other	12	2.22
White: British/English/Welsh/Scottish/Northern Irish	422	78.00
White: Gypsy, Irish Traveller, Romany	2	0.37
Grand Total	541	

Of those where data is available, 41% had a disability. The definition of disability is complex and many of the cohort have multiple needs. Of the 41% identified (222 individuals) 76% identified with a particular mental health need. Learning difficulties (8.5%), Dyslexia (2.3%) and Autism were also prevalent issues within the cohort. A small percentage of the cohort defined themselves as Gay/Lesbian or Bisexual (1.1%).

In terms of employment status 26% were in part time of full-time employment at the time of their conviction. 62% were either on benefits or unavailable for work. In terms of housing status 11.6% defined themselves as homeless or sleeping rough. 37% of the cohort were in either social or private rented accommodation.

Offender Location

Offender location is only available by postcode districts. There is some overlap across local authority boundaries and districts BL0, BL8 & BL9 are co-terminus with Bury Local Authority. Table 165 below displays the counts by district.

Table 163: Offender location by Postcode District

Source: Probation Service Offender location data

Postcode District	Count	%	PC District	Count	Area	LA
BL0	12	1.97	M40	142	Miles Platting/New Moston	Manchester
BL1	125	20.56	M9	129	Harpurhey/Blackley	Manchester
BL2	96	15.79	BL1	125	Central Bolton	Bolton
BL3	101	16.61	M14	113	Rusholme/Whalley Range	Manchester
BL4	72	11.84	M30	112	Eccles	Salford
BL5	24	3.95	M16	112	Old Trafford/Moss Side	Manchester
BL6	28	4.61	BL9	111	Central Bury	Bury
					Woodhouse	
BL7	6	0.99	M22	109	Park/Northenden	Manchester
BL8	33	5.43	OL8	107	Fitton Hill	Oldham
BL9	111	18.26	WN7	106	Leigh	Wigan
Total	608		BL3	101	Great Lever/Little Lever	Bolton

Most offenders are in postcode district BL1, which covers Queens Park and Central ward, Halliwell, Rumworth and Tonge. Postcode districts BL2 and BL3 also figure highly within the counts and cover Brightmet, Great Lever, Farnworth North, and Little Lever. Table 165 also displays the top eleven postcode districts in terms of violent crime offenders known to Probation across the conurbation. Manchester features five locations and Bolton features two areas, whilst other districts in Greater Manchester are not present or have a single area.

Offender Assessment System (OASys)

The Offender Assessment System (OASys) was developed jointly by the National Probation Service (NPS) and the Prison Service. It is a tool used by assessors in both Probation and Prisons to help them assess the likelihood of reconviction, risk of serious harm and offending related needs, also known as 'criminogenic' factors. This is then used to plan what should be done to reduce the likelihood of reoffending and to manage the risk of serious harm posed by the offender.

OASys is periodically reviewed to ensure that, completed by a trained assessor, it is reliable. This includes checks that the predictive scores, which provide the assessor with an indication of the % likelihood of general reconviction as well as violent reconviction, within 12 and 24 months, remain accurate.

What factors affect reoffending?

Certain static factors predict how likely it is that a group of offenders will reoffend. These include age and gender. So, all other things being equal, based on research, a group of 18-year-old males will contain more reoffenders than a group of 30-year-old females.

In addition to these static factors, certain dynamic factors predict whether it is more or less likely that an individual will reoffend. A dynamic factor is a factor which can improve or deteriorate over time, and which is linked to reoffending. So, all other things being equal, in a group of 18-year-old males with otherwise identical backgrounds, those who have an alcohol problem and are homeless would, on average, be more likely to reoffend than the others in the group.

Some of these dynamic factors are acute. This means that they may be prone to rapid fluctuation and can lead to rapid changes in offending. For example, a rapid change to an 18-year-old offender's peer group would be likely to affect their involvement in crime, for better or worse.

Some of these dynamic and acute dynamic factors may be related to risk of serious harm. This is likely to be a matter for the professional judgement of the offender manager depending on their analysis of what drives the offender's behaviour. So, for example two offenders might each stop taking medication for their mental health condition, with highly increased aggression in one but no discernible impact in another.

OASys provides 3 predictive scores which the assessor uses to inform their assessments. These are Offender Group Reconviction Scale (OGRS), OASys Violence Predictor (OVP) and OASys General Predictor (OGP). These predictors are generated by algorithms, based on offender information that the assessor identifies and enters into OASys. None of these scales is validated as a predictor of sexual reoffending, for which a separate Risk Matrix 2000 should be used.

OASys Violence Predictor (OVP)

OASys Violence Predictor provides the assessor with the probability of proven violent-type re-offending within 12 and 24 months. It consists of several items on risk, including the number of violent and non-violent sanctions that the offender has recorded but excludes any sexually violent offences. Table 166 below displays the OVP scores based on those Bolton offenders convicted of a violent offence.

Table 164. OASys Violence Predictor

Source: Probations Service OASys data

Risk of Reconviction	Male	Male %	Female	Female %	Total	Total %
Low	138	27.7%	22	52.4%	160	29.6
Medium	141	28.3%	12	28.6%	153	28.3
High	48	9.6%	0	0.0%	48	8.9
Very High	8	1.6%	0	0.0%	8	1.5
Not Found	142	28.5%	2	4.8%	144	26.6
No Record	22	4.4%	6	14.3%	28	5.2
Total	499		42		541	

29% of all offenders had a low reconviction score, with over 50% of the female cohort in the lower decile. 28% were in the medium decile and the percentage levels were very similar between the sexes. 10.4% of all offenders were in the high or very high decile in terms of reconviction and this was exclusively males. Numerically this relate to 56 males who statistically are likely to be reconvicted across the cohort.

Criminogenic Needs

There are eight criminogenic needs measuring factors linked to offending behaviour which are assessed using OASys; accommodation, employability, relationships, lifestyle, drug misuse, alcohol misuse, thinking & behaviour, and attitudes; and three additional ‘responsivity measures’ that are used to aid practitioners in how an offender may respond to support. The three responsivity measures are: learning disability and challenges, mental health conditions and an indicator of low maturity levels.

Nationally¹⁰⁰ lifestyle and associates (or lifestyle) need was the most prevalent in both custody (87%) and community (66%). This OASys section includes issues such as reckless and risk-taking behaviour, being influenced by criminal peers, and having lifestyle, associates or conducting in activities that encourage offending.

The table below displays the criminogenic needs for the Bolton Probation cohort. Obviously, offenders will have multiple needs, but in terms of the Bolton cohort thinking and behaviours effect over 70% of the cohort. These relate to interpersonal skills, impulsivity, temper control, problem recognition, problem solving, awareness of consequences, understands others’ views, thinking and behaviour linked to offending behaviour.

Table 165: Criminogenic Needs

Source: Probations Service OASys data

Need	Yes	No	No Rec	%
Criminogenic Needs Accommodation	224	171	146	41.4
Criminogenic Needs Edu, Training & Employability	134	262	145	24.8
Criminogenic Needs Financial Management	163	232	146	30.1
Criminogenic Needs Relationships	313	82	146	57.9
Criminogenic Needs Lifestyle & Associates	314	81	146	58.0
Criminogenic Needs Drug Misuse	222	173	146	41.0
Criminogenic Needs Alcohol Misuse	247	148	146	45.7
Criminogenic Needs Emotional Wellbeing	249	146	146	46.0
Criminogenic Needs Thinking & Behaviour	389	7	145	71.9
Criminogenic Needs Attitudes	318	78	145	58.8
	541			

Lifestyle needs relating to activities that encourage offending, influenced by criminal peers, recklessness/risk taking behaviour and associates linked to offending behaviour also figure highly within the cohort at 58%.

Crime Linkage

1.3% of the cohort have a known link with organised crime and may be linked with known OCG members. None of the cohort within Bolton are linked to knife crime. There is also a very small percentage of offenders linked to stalking. However, a significant proportion of the cohort (48%) are linked to being a domestic violence perpetrator.

Generic Offender Profile

Violent crime offenders within Bolton are more likely to be male aged over 35 and are likely to have a conviction for malicious wounding. The average sentence length is approximately 20 months with most offenders sentenced under the Offender Rehabilitation Act¹⁰¹(ORA), with or without post sentence supervision (PSS).

¹⁰⁰ [Identified needs of offenders in custody and the community from the Offender Assessment System, 30 June 2021 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/identified-needs-of-offenders-in-custody-and-the-community-from-the-offender-assessment-system)

¹⁰¹ Under the ORA, adults serving prison sentences of less than 12 months, for an offence committed after 1 February 2015, will be released on licence after serving one half of their sentence in prison and will serve the remaining period in the community.

Mental health issues in various forms are very common within the cohort (77%). A significant number (62%) were either on benefits or unavailable for work 11.6% defined as homeless or sleeping rough. Offenders were also more likely to be in social or private rented accommodation.

In terms of ethnicity most of the cohort (85%) were UK nationals with 16% of the cohort from a non-white ethnic group. The home location of offender's centres around the inner deprived wards of Bolton and in a Greater Manchester context of outlying boroughs there is a concentration within Bolton. In terms of reconviction, just over 10% of Boltons cohort are at a high or very high risk. At 48% also half the cohort are linked to domestic violence in some way.

In terms of criminogenic needs over 70% of offenders have thinking and behavioural issues relating to interpersonal skills, impulsivity, temper control, problem recognition, problem solving, awareness of consequences, understands others' views, thinking and behaviour linked to offending behaviour.

Prisons

Nationally as of Oct 2023 the total prison population was 88,225, split between 84,604 males and 3,621 females. This represents a 7% increase from 12 months ago. The current useable operational capacity of the prison estate is 88,667 with an operating margin of only 1,340. The table below displays the immediate custodial sentence by offence group nationally from June 22 – June 23. In terms of the prison population, violence against the person offences account for 31% followed by sexual offences at 19%. There has also been a 10% increase in prisoners who have committed a sexual offence in the last year and a 17% increase in public order offences.

Table 166: Prison population under an immediate custodial sentence by offence group.

Source: Gov.uk

	Jun-22	Sep-22	Dec-22	Mar-23	Jun-23	% of Offence Type	% change June 22 to 23
Total Males and Females	66457	66071	67003	69095	69747		4.95%
Violence against the person	20366	20341	20590	21582	21919	31.43	7.63%
Sexual offences	12455	12536	12745	13493	13788	19.77	10.70%
Robbery	5922	5809	5806	6048	6122	8.78	3.38%
Theft Offences	6078	6163	6218	6620	6568	9.42	8.06%
Criminal damage and arson	1068	1034	1037	1075	1067	1.53	0.00%
Drug offences	10775	10399	10855	11512	11723	16.81	8.80%
Possession of weapons	2305	2334	2369	2506	2465	3.53	6.94%
Public order offences	1225	1282	1328	1450	1441	2.07	17.63%
Miscellaneous crimes	2301	2173	2312	2396	2230	3.20	-3.09%
Fraud Offences	651	595	614	605	590	0.85	-9.37%
Summary Non-Motoring	2761	2897	2682	1285	1265	1.81	-54.18%
Summary motoring	359	341	287	283	289	0.41	-19.50%
Offence not recorded	191	167	160	240	280	0.40	46.60%

In total 82% of the prison cohort in June 2023 have been convicted of a violent offence. The table below displays the age profile of prisoners in the last year. 33% of the prison population is aged between 30 -39 years old.

Table 167: Prison population by type of custody, age.

Source: Gov.uk

	Jun-22	Sep-22	Dec-22	Mar-23	Jun-23	% of Age	% change June 22 to 23
Males and Females	80659	81309	81806	84372	85851		6.44%
15-17	333	338	322	335	326	0.38	-2.10%
18-20	3240	3153	3153	3229	3299	3.84	1.82%
21-24	8169	8135	8019	8235	8258	9.62	1.09%
25-29	13132	13108	13067	13387	13332	15.53	1.52%
30-39	26446	26706	26848	27830	28524	33.23	7.86%
40-49	15504	15884	16175	16778	17174	20.00	10.77%
50-59	8479	8528	8655	8878	9081	10.58	7.10%
60-69	3602	3682	3732	3824	3954	4.61	9.77%
70 and over	1754	1775	1835	1876	1903	2.22	8.50%

Northwest Prison Population

The table below outlines the prison population in the northwest by prison category. Forest Bank has the largest capacity and is a feeder prison for Bolton courts, with approximately 60% of its inmates from Bolton. Manchester Prison (Formerly Strangeways) is the only category A prison within the Northwest region.

Table 147: Prison population Northwest.

Source: Gov.uk

Name	Area	Category ¹⁰²	British Nationals	Foreign Nationals	Nationality not recorded	Total Population
Forest Bank	Salford	B	1,280	187	1	1,468
Lancaster Farms	Lancaster	C	544	11	0	555
Manchester	Manchester	A	643	67	0	710
Risley	Warrington	C	837	177	0	1,014
Styal	Styal	Female	366	34	1	401
Buckley Hall	Rochdale	C	452	11	0	463
Wymott	Leyland	C	1,128	49	0	1,177
Hindley	Wigan	C	571	27	0	598
Garth	Leyland	B	752	59	0	811
Thorn Cross	Warrington	D	420	4	0	424
Preston	Preston	B	604	69	5	678
Kirkham	Preston	D	622	5	0	627
Altcourse	Liverpool	B	1,054	100	7	1,161
Liverpool	Liverpool	B	792	52	4	848

¹⁰² Category A - These are high security prisons. They house male prisoners who, if they were to escape, pose the most threat to the public, the police or national security.

Category B - These prisons are either local or training prisons. Local prisons house prisoners that are taken directly from court in the local area (sentenced or on remand), and training prisons hold long-term and high-security prisoners.

Category C - These prisons are training and resettlement prisons; most prisoners are located in a category C. They provide prisoners with the opportunity to develop their own skills so they can find work and resettle back into the community on release.

Category D - open prisons

These prisons have minimal security and allow eligible prisoners to spend most of their day away from the prison on licence to carry out work, education or for other resettlement purposes. Open prisons only house prisoners that have been risk-assessed and deemed suitable for open conditions.

Violence in Prison

In the 12 months to December 2022, there were 301 deaths in prison custody, a decrease of 19% from 371 deaths the previous 12 months. Of these, 74 deaths were self-inflicted, a 16% decrease from the 88 self-inflicted deaths in the previous 12 months. In the most recent quarter there were 78 deaths, a 7% decrease from 84 deaths in the previous quarter.

There were 54,761 self-harm incidents in the 12 months to September 2022, up 5% from the previous 12 months, comprising increases of 1% in male establishments and 18% in female establishments. Over the same period, the rate of self-harm incidents per 1,000 prisoners, which takes account of the increase in the prison population between this and the previous year, decreased by 1% in male establishments but increased by 16% in female establishments. In the most recent quarter, there were 15,230 self-harm incidents, up 17% on the previous quarter, comprising increases of 8% in male establishments and 42% in female establishments.

There were 11,069 individuals who self-harmed in the 12 months to September 2022, down 0.6% from the previous 12 month period. The number of self-harm incidents per individual increased from 4.7 in the 12 months to September 2021 to 4.9 in the 12 months to September 2022.

There were 20,872 assault incidents in the 12 months to September 2022, up 11% from the 12 months to September 2021. In the most recent quarter, assaults were up 5% to 5,590 incidents.

There were 7,356 assaults on staff in the 12 months to September 2022, almost unchanged from the 12 months to September 2021 (0.3% decrease). In the latest quarter the number of assaults on staff increased by 7% to 1,900 incidents.

In the 12 months to September 2022, there were 2,341 serious assault incidents, an increase of 21% from the previous 12 months. Serious prisoner-on-prisoner assaults increased by 29% to 1,660, and serious assaults on staff increased 6% to 721 in the 12 months to September 2022. The summarised data is shown in the table below.

Table 168: Prison Assaults 2018 - 2022.

Source: Gov.uk

	2018	2019	2020	2021	2022
Assault incidents per 1,000 prisoners	395	368	251	248	255
Serious assaults	3,746	3,599	2,190	1,989	2,341
Serious assault incidents per 1,000 prisoners	48	46	29	27	30
Prisoner-on-prisoner assaults	22,291	20,616	12,542	11,901	13,312
Prisoner-on-prisoner assaults per 1,000 prisoners	283	263	164	159	172
Serious prisoner-on-prisoner assaults	2,891	2,817	1,563	1,345	1,703
Serious prisoner-on-prisoner assaults per 1,000 prisoners	37	36	20	18	22
Assaults on Staff	9,197	8,575	6,915	6,955	6,572
Assaults on staff per 1,000 prisoners	117	109	90	93	85
Serious assaults on staff	921	835	658	671	675
Serious assaults on staff per 1,000 prisoners	12	11	9	9	9

Violence in Prisons – Northwest picture

The table below displays the assault data for prisons within the Northwest region as a percentage of the resident population by year. The assault data is a combination of assaults and serious assaults by prisoner on prisoner and prisoners on staff.

Table 169: Prison Assaults 2015 – 2022 by year as a percentage of total population Northwest Prisons.

Source: Gov.uk

	2015	2016	2017	2018	2019	2020	2021	2022
Altcourse	35.66	42.29	36.26	38.16	36.18	31.87	26.44	26.44
Buckley Hall	11.66	18.57	29.59	22.68	12.96	10.15	14.90	12.96
Forest Bank	26.70	44.48	52.86	62.94	56.20	48.09	41.96	46.87
Garth	24.58	34.11	47.49	38.80	35.95	20.40	26.42	25.75
Kirkham		1.44	1.75	2.07	2.23	1.12	1.91	1.75
Lancaster Farms	18.20	23.96	25.95	29.73	49.37	20.18	13.87	23.24
Liverpool	19.58	32.43	39.15	31.96	35.14	15.33	17.10	17.45
Manchester	39.58	46.06	41.13	48.45	51.13	24.79	20.14	33.66
Preston	35.69	36.73	38.94	35.25	45.72	31.27	32.89	34.66
Risley	11.34	16.57	21.79	27.71	43.69	23.27	16.67	14.10
Styal	28.43	34.66	33.42	39.65	37.16	39.15	49.38	70.07
Thorn Cross		1.18		1.18	1.42	2.36	1.89	0.94
Wymott	7.05	11.30	13.93	13.51	15.04	6.88	3.57	7.05

In general, there has been a fall in assaults which rose between 2015 – 2019 and then began to fall up to 2022 (except for Styal Prison). There is also a correlation of assault based on prison category, with higher rates in the category A and B prisons.

Modern-Day Slavery

Modern-day slavery, also known as human trafficking, is a crime that affects individuals across the globe, including within the UK, Greater Manchester and Bolton. It involves the exploitation of people for forced labour, sexual exploitation, domestic servitude, or other forms of coercion.

Forced labour is one of the most prevalent forms of modern-day slavery. Victims are coerced or deceived into working under exploitative conditions, often in industries such as agriculture, construction, hospitality, manufacturing, and domestic work. They may be subjected to long working hours, inadequate pay, physical abuse, and restricted movement.

Victims of sexual exploitation are forced or coerced into engaging in commercial sex acts against their will. They may be subjected to physical and sexual abuse, threats, and manipulation. This form of modern-day slavery often affects vulnerable individuals, including women, children, and migrants. Traffickers may use deception, grooming, or violence to control their victims.

Domestic servitude involves individuals being trapped in situations of forced labour within private households. Victims may be made to work long hours, with limited or no pay, and endure physical and emotional abuse. Domestic servitude can include duties such as cleaning, childcare, and cooking. Victims may be isolated, preventing them from seeking help or support.

Some victims of modern-day slavery are coerced into engaging in criminal activities, such as drug cultivation, pickpocketing, or begging. Traffickers exploit their vulnerabilities, often targeting individuals with limited language skills, immigration status issues, or those who are homeless. Victims may face threats of violence or harm to themselves or their families if they refuse to participate in these criminal acts.

Children are particularly vulnerable to modern-day slavery. They may be trafficked for various forms of exploitation, including forced labour, sexual exploitation, or as child soldiers. Children can be targeted within the UK or trafficked from abroad. They often face physical and psychological abuse, are denied access to education, and are stripped of their rights to a normal childhood.

The impact of modern-day slavery offences is devastating for individuals and society. Victims suffer severe physical and psychological trauma, loss of freedom, and exploitation of their human rights. Modern-day slavery undermines social cohesion, perpetuates inequality, and poses significant challenges to criminal justice agencies, support services, and communities.

Legislation, such as the Modern Slavery Act 2015, has been introduced to strengthen criminal justice responses and enhance support for victims. Efforts focus on prevention, identification, prosecution of perpetrators, and the provision of support and protection for victims.

Raising awareness, improving victim identification, enhancing training for frontline professionals, and increasing international cooperation are essential in addressing modern-day slavery offences in the UK. By working together, society can strive to eradicate this abhorrent crime, protect the vulnerable, and ensure that all individuals are treated with dignity and respect.

Bolton

Bolton continues to record some of the highest numbers of modern-day slavery offences year on year behind Oldham and the Manchester districts, with an increasing trend being evident since 2017. This is in line with what is expected, with the overarching Force trend evidencing a more reliable gradually increasing trend. During the most recent calendar year Bolton has recorded 50 offences, 25% increase on the 40 recorded the previous year. This is in contrast with the slight decrease apparent at a Force level during the most recent year (a 2.8% decrease of 15 offences to 532, compared to the previous year).

Increasing numbers across the Force have been driven by improvements in submissions to the National Referral Mechanism (NRM) and a duty to notify (DTN). The force trend continues an overall increase despite the slight decrease last year, and it is anticipated that Bolton will continue its increasing trend. In 2022, Bolton was one of five districts in GMP that recorded an increase in modern slavery offences, against the overall force trend.

OCG Activity

With regards to any further patterns in reporting, offences of this nature are predominantly driven by OCG related activity, rather than any pattern of seasonality etc. Intelligence within Bolton throughout 2022 was primarily regarding criminal exploitation (31%) followed by child criminal exploitation (27%) and sexual exploitation (23%). Overall Bolton accounted for 11% of force intelligence on Modern Slavery, second only to Wigan (14%).

Offences

Over the past 12 months Bolton has recorded 25 modern day slavery offences. These evenly split across the three main offences, which each accounting for eight offences (32%). These are:

- Arrange or facilitate travel of another person with a view to exploitation – ten offences (42.8% increase, three offences increase on seven recorded in 2021)
- Hold person in slavery or servitude – 22 offences (175% increase, a 14 offence increase on the eight recorded in 2021)
- Require person to perform forced or compulsory labour – 11 offences (38.9% decrease, seven offences decrease on the 18 offences recorded in 2021)

In 2021, there was one offence recorded for kidnapping or false imprisonment with intention of arranging travel with a view to exploitation, and one offence relating to a slavery and trafficking risk or prevention order. There were no such offences recorded in 2022.

The updated data for 22/23 is also available and table 168 below displays the counts. There were 46 recorded offences across the three crime types. 43% of crimes related to holding a person in slavery or servitude and the majority of these related to the drugs market via County Lines. An analysis of the MO field within the data provides significantly more detail about these crimes. Across the three modern day slavery crime types 43% related to County Line operations in some extent or another. Sexual exploitation also had significant values relating largely to Hungarian females.

Table 170: Modern Day Slavery Offences.

Source: GMP Cognos data

Offence Type	County Lines	Forced Labour	Sexual Exploitation	Cannabis Farm	CCE	Unknown	Total	%
Forced or compulsory labour	11	2	2	1			16	34.78
Hold person in slavery or servitude	7	3	3	3	3	1	20	43.48
Facilitate travel - exploitation	2	1	1		1	5	10	21.74
Total	20	6	6	4	4	6	46	
%	43.48	13.04	13.04	8.70	8.70	13.04		

Themes

The predominant theme running through these offences is being forced to deal/ deliver drugs (county lines), with sexual exploitation and other forms of criminal exploitation featuring less frequently. As would be expected, delays in reporting the crime are apparent. This is a feature in around a fifth of crimes for 2022, with delays ranging from around a month and extending up to four years. As well as instances where rape or sexual offences have occurred, there are references to some violence because of the involvement in exploitation such as victims who have been forced to sell drugs being stabbed or losing an eye due to ammonia being thrown on them. Threats of violence are mentioned in some offences, particularly where forced labour or cannabis grows are involved.

The nature of this type of criminality does not lend itself to temporal or seasonal analysis, it is a serious crime often extending over a protracted period. In many instances the location refers to the police station in Great Level East (K1D2 accounts for 40% of offence locations in 2022). Other top beats after this were Rumworth (K1U1) and Halliwell (K1S1), which accounted for 12% and 10% respectively. The only repeat specific location related to two victims who were subject to the same offences over the same period. This simply refers to where the victim has been taken to, the offence location is often unknown. Whilst most cases are allocated to the CoM North (as per force policy), the use of a fair allocation policy has been recommended to assist with better understanding the relative contribution made by each district.

Victims

During 2022 victims of modern-day slavery recorded within the Bolton district (total 45) were predominantly males (60% / 27 victims) between the ages of 16 to 24 years old (56% / 15 victims). Female victims featured in almost two fifth of cases (18 victim) and again were more likely to be between 16 and 24 years old (eight victims). 84% (38) victims had their ethnicity recorded (either self or police defined). Two thirds of victims identified as white and whilst Asian (16% / 7), Black (9% / 4) and Other (4% / 2) made up the other ethnicities. There was only one repeat victim recorded in 2022, a Romanian female aged 17.

Whilst males appear to be overrepresented in the victim data (they account for 49.2% of the population in Bolton in 2021), ethnicity appears to be roughly in line with local demographics. Bolton continues to have a slightly lower average proportion of the population who identify their ethnic group within the “White” category (71.9% compared to 74.4% across England and Wales in 2021).

In the victim data, White victims were overrepresented, as were Black victims (9% in the victim data vs 3.8% within the population). The exploitation of both age and other vulnerability factors (such as immigrants, both legal and illegal) is apparent within offences in Bolton.

Offenders

There were 30 linked offenders within Bolton district, 18 (60%) of which were male, almost half of which were between 25 to 34 (eight), slightly older than the most common age bracket of the victims. It is likely that this is evidence of a level of control that is exerted over younger victims. Females accounted for 40% of offenders (12), half of which were 25 to 34. Of the offenders who self-identified or had their ethnicity defined by police (70% / 21) two thirds were White (14), Three offenders were Asian, three were Black and one self-defined as Other.

There were three repeat offenders in 2022 who each committed two offences. One male offender was the “boyfriend” and exploiter of the repeat victim. The two other offenders were linked to the trafficking of a mother and child from Hungary to the UK for the purposes of forced prostitution. During this time the mother of the child also prostituted their child on behalf of the facilitator. A third of offenders (10) were linked to Hungarian females being recruited by Facebook and trafficked to the UK for the purposes of forced prostitution.

Whilst males appear to be overrepresented in the offender data (they account for 49.2% of the population in Bolton in 2021), ethnicity appears to be roughly in line with local demographics. Bolton continues to have a slightly lower average proportion of the population who identify their ethnic group within the “White” category (71.9% compared to 74.4% across England and Wales in 2021). In the offender data, White offenders were overrepresented, as were Black offenders (14% in the offender data vs 3.8% within the population), however the offender figures were small and 30% of offenders did not have any recorded ethnicity data recorded. The exploitation of both age and other vulnerability factors (such as immigrants, both legal and illegal) is apparent within offences in Bolton and has been exploited by the offenders to gain leverage over victims.

Chapter 8 - Summary

The total adult population of Bolton (19 or over) is 221,069, this represents 74.7% of all residents. In terms of age cohorts this is stable across the groups 19 – 64, with 9.1% of the adult population aged 50 – 54 and 9.9% aged 19 -24. Although a larger cohort the 65 plus group accounts for 22.9% of the population. In terms of national identity only 10.9% of the adult population identify with a non-UK or dual national identity. When 21.7% of the adult population is from an ethnic or mixed background. In terms of health adults within Bolton reported good health from between 19 – 44 years. 22.1% of all adults in Bolton have a disability and this also tends to increase with age. There is a clear link between vulnerability and crime.

Offenders

18,065 individuals are associated with being a suspect of a crime(s) and this represents 9,026 unique offenders relating to 16,448 crimes. This represents 81% of all offences that relate to adults across all age cohorts. 35% of all offenders are in the age group 29-38 and this is the most dominate cohort.

72% of all adult offenders were male and 27% female. It is possible to identify ethnicity of 77% of the sample. In terms of ethnicity 57% of offenders self-identified as white British. The most prominent ethnic group was those of Pakistani heritage at 3.8%, closely followed by Black African at 2.2%. The figures show a slightly different picture when using the Police defined ethnicity data. 9.4% were identified as Asian (higher than the self-defined figures) and 4.8% were identified as Black.

All Crime

At 23.4% stalking and harassment was the most common crime followed by violence without injury at 20%, violence with injury at 12% and public order offences and criminal damage were also prevalent.

In terms of violent crime, 14,207 individuals are associated with being a suspect of a crime(s) and this represents 7,774 unique offenders relating to 13,035 crimes. At 79% of all violent crimes this is significant. Based on the wider definition of the Home Office classification, 19.9% of crimes recorded relate to common assault and battery, a further 11.1% to assault causing actual bodily harm. Malicious communication also is common at 10.8% of all crimes.

Violent Crime

In terms of violent crime, 14,207 individuals are associated with being a suspect of a crime(s) and this represents 7,774 unique offenders relating to 13,035 crimes. At 79% of all violent crimes this is significant. Based on the wider definition of the Home Office classification, 19.9% of crimes recorded relate to common assault and battery, a further 11.1% to assault causing actual bodily harm. Malicious communication also is common at 10.8% of all crimes.

57% of possession of drug offences have a positive outcome and only 6.5% rape offences have. However, in the case of rape offences 25% of these the victim does not support, 18% have insufficient evidence for either the Police or CPS to support and 30% are still awaiting a decision. Restorative justice outcomes are most common in drug possession offences and tend to relate to cannabis, very few other offences have this outcome type. In terms of the victim not supporting, this is more common in public order, stalking and violence with/without offences, which range from 42 – 50% of those crimes.

Victims

26,055 crimes in 22/23 have an adult victim attached and this relates to 17,531 unique victims. 4,490 (25%) individuals have been a victim of crime more than once, with 67 individuals (0.4%) being a victim of crime more than 10 times. The most common age group of a crime victims is 29 – 38 years old at 29% and this correlates with the offender data.

16,083, crimes associated with victims are violent in nature, this represents 44% of crimes associated to a victim. 32% of all victims experienced stalking and harassment and 22% were victims of a public order offence. Violence with and without injury was also a common victim crime type at 15 and 23% respectively.

At 32% a major component of violent crimes in terms of victims is stalking and harassment. 38% of this crime type relates to malicious communication, involving sending letters with the intent to cause distress or anxiety. The majority of these relate to online or digital offences. Significantly 44.5% of these stalking and harassment offences are domestic abuse related.

In terms of violent crimes relating to victims 35% have a DV marker attached to the crime, and this is significant. 14% relate to stalking and harassment and 16% to violence with or without injury.

Drugs

According to the GMP Drugs Market Profile (FIB, 2023) there has been a significant increase of 52% in drugs offences across Greater Manchester between the last two financial years with the GM increase much higher than the national average figure.

Overall crime increased by only 6% in 2022/23 while both possession and trafficking offences have increased significantly, suggesting drugs is a significant criminal motivator. There was a huge increase in stop and searches between 2021/22- 2022/23 with a 200% increase which continues to rise. This increase in activity is likely to have contributed to the increasing number of recorded drug offences and is in-line with GMPs Plan on a Page for more proactive policing and increase in operational activity.

Of the 14,105 possession or trafficking offences across Greater Manchester, 74% (10,232) have been linked to other criminality. The association between the illegal drug trade and violence is well documented and so it is perhaps unsurprising that the most common 'other criminality' committed by drug offenders across GM are other violent offences.

Data suggests that involvement in drugs means an offender is much more likely to commit violent offences regardless of age. 52% of drug offenders under 18 have also committed violent offences, similar to the 55% of all possession or trafficking offenders that have been linked to violent crimes. Of note, of the drug offenders also linked to knife crimes, 24% were under 18 which is a much higher proportion than under 18s drug offenders overall (12% of all drug offenders were under 18), (See GMP Drugs Market Profile, FIB 2023). The FIB report concludes that young people who commit drug offences may be more likely to carry or use knives. It may be a weapon of choice for young drug offenders.

A detailed analysis of the possession and trafficking offences is found in chapter 4 (The local picture). In terms of adult offenders there were 710 reported offences where a suspect had been identified. 59% related to possession offences with 69% of these relating to possession of Class B drugs. In terms of trafficking offences 58% relate to class B, but with a significantly higher amount of class A trafficking offences than with possession.

Firearms

There are 227 identified county lines across Greater Manchester, 95 of which have a firearms warning marker. Intelligence suggests that many of the firearm's discharges that occur within GM are as a result of tensions or disputes between rival gangs, some of which are related to drugs (GMP Drugs Market Profile, 2023). 20% of the firearms discharges in GM in 2021-22 were drug related. In 2022-23 there were only 25 discharges recorded however a much higher proportion were recorded as drugs related (52%).

County Lines

There is a clear link between drug misuse, criminal exploitation, and serious violence; with the association to drug misuse highlighted as a key risk for gang exploitation. The increasing level of violence associated with illegal substances in the UK was highlighted in Dame Carol Black's landmark review of drugs (2020). The report noted a large driver of the violence within the UK being the expansion of the county lines model.

According to the NCA, approximately 20% of people identified as being involved in county lines are children, with the average age of children involved in county lines drug dealing being 15.8 years old. It is suggested that there is an increased shift towards children being exploited however only 23% (52) of the 227 identified internal lines across GM are known to exploit children. This is likely however to be unrepresentative of the actual number of children involved (FIB, 2023).

Bolton currently has 20 identified internal county lines, which originate in and impact on Bolton. This is 7.4% of all county lines operating across Greater Manchester (270 lines). 2021 Census data indicates that Bolton district accounts for 10% of the Greater Manchester population, meaning they are underrepresented. In addition to the identified lines, there are 32 potential lines suspected to be operating in Bolton but requiring further corroboration through intelligence or phone work.

Bolton also has one external line (that originates in Bolton and impacts on another force). This accounts for 1.6% of GMP's external lines, although 30% of external lines have not been attributed to a district. This is due to no GMP nominals being identified in the impacted force, though local users referring to the dealers or those involved only as "Mancs" or "Mancsies". In some cases, softer Liverpoolian accents have been mistaken in other force areas for a Mancunian accent.

Drug lines currently MoRiLE scored in Bolton are those that are linked to organised crime groups (4), the highest with a score of 132. This relates to a group of Somalian males who are involved in the supply of class A drugs and are known to run several different branded drug lines.

Drugs are believed to be sourced from Bolton and dealt in Humberside. In 2021, Op Malawi (Humberside) disrupted this group however recent intelligence suggests that the group are active again. Bolton based nominals involved remain unknown, though intelligence suggests that the line originates in the Bolton area.

As part of the early intervention approach to preventing county lines involvement in Bolton, Greater Manchester Police have been delivered school inputs to speak to young people about the risk of involvement or recruitment into County Lines. Inputs are offered to all secondary schools across Bolton regardless of any intelligence or belief that anyone is actively involved in criminal activity.

Weapon Offenders

In total there were 271 weapons offences where an adult suspect had been identified within Bolton, this equated to 73% of all offences across the full age cohort. 223 (82%) related to knife and other weapons offences with the remainder being firearm based. In total, over the juvenile and adult cohort 267 offenders were linked to a weapon offence and this represents 82% of all weapon offences recorded. Of the 271 offences with an offender, there are 253 unique individuals with 19 repeat adult offenders. In terms of the age range of offenders the dominate cohort is 19-23 years old.

Knife Crime

Adult knife crime accounts for 108 offences and represent 39% of all weapon offences. We know from the analysis previously within the report (Chapter 4 – The Local Picture. Knife crime other factors, page 35) that a significant number of other offences have a knife crime element, particularly violence with injury and robbery offences. Based on that analysis it suggests that crimes coded against a specific knife crime category significantly underestimate the issue within the borough. It would suggest that the total knife crime figure is at least 50% higher than those reported as they are

categorised as other crimes. Also, given the dominant adult cohort is 19 -23 years, it seems that knife crime is a particular issue in the under 25 population of the borough.

Victims of Weapon Offences

Of the total 164 individuals derived from the victim's data relating to weapons offences, 72% were adult victims of weapon-based offences. 105 of this cohort (89%) were threatened by a person with an offensive weapon or knife. The data also includes possession offences relating to victims, this is unusual so in these circumstances we are only reporting on those who have been threatened by a weapon.

Gender Based Violence

Violence against women and girls (VAWG) is an umbrella term used to cover a wide range of abuses against women and girls such as domestic abuse, domestic homicide, sexual assault, abuse experienced as a child, female genital mutilation (FGM), forced marriage and harassment in work and public life. While men and boys also suffer from many of these forms of abuse, they disproportionately affect women.

VAWG takes place every day across every society. These experiences are sometimes hidden and are not limited to physical violence. They include abusive treatment such as coercive and controlling behaviour or exploitation. Violence against women and girls can have profound long-term effects on survivors and their loved ones.

8,976 women and girls were victims of a violent crime in 22/23 but this just relates to GMP victim data, the actual amount is likely to be significantly higher. This is 30% of all known crime victims in the GMP dataset. The table below displays the crime types, with 43% relating to stalking and harassment, followed by 28% relating to violence without injury. The most vulnerable age for this type of crime is between 20 – 39 and it is also prevalent in the 10 -19 year old age group. In terms of these crimes 47% of them are linked to domestic abuse. In terms of other sexual offences and rape against women and girls, 21% of these were domestic violence related.

Domestic Abuse

Bolton has had cross-agency Domestic Abuse and Violence strategies and business plans in place for many years, and in line with the Domestic Abuse Act 2021, have recently developed the Domestic Abuse Support in Safe Accommodation Strategy for 2022-25. Plans are underway for development of a business plan for this as well as developing the Whole Systems Domestic Abuse Strategy for Bolton.

The GMP dataset provides a domestic violence marker for all crimes. Any crime that has a DV element is highlighted with this. With the total crime dataset, 18.7% of all crime has a domestic element and this rises to 27.4% of crimes that are defined as violent within this assessment. Stalking and harassment within each dataset has a significant number of crimes that are DV related with 33.2% and 38/6% respectively. Violence with/without injury also features significantly.

Of the 30,295 victims identified within the dataset, 23.8% (7,231) have been a victim of domestic violence. 73.5% of these victims are female and 26% male, which suggest that DV does have a significant impact on male victims also. The largest cohort of victims (26%) fall between the ages of 34 – 43. Of these victims 4,539 are unique, with 34% being repeat victims. 126 of these (2.7%) have been victims 5 times or more within the year. In terms of location, Halliwell, Brightmet North, Rumworth and New Bury feature as hotspots.

Prisons

Nationally as of Oct 2023, the total prison population was 88,225, split between 84,604 males and 3,621 females. This represents a 7% increase from 12 months ago. The current useable operational capacity of the prison estate is 88,667 with an operating margin of only 1,340. The table below displays the immediate custodial sentence by offence group nationally from June 22 – June 23. In terms of the prison population violence against the person offences account for 31% followed by sexual offences at 19%. There has also been a 10% increase in prisoners who have committed a sexual offence in the last year and a 17% increase in public order offences.

In the 12 months to December 2022, there were 301 deaths in prison custody, a decrease of 19% from 371 deaths the previous 12 months. Of these, 74 deaths were self-inflicted, a 16% decrease from the 88 self-inflicted deaths in the previous 12 months. In the most recent quarter there were 78 deaths, a 7% decrease from 84 deaths in the previous quarter.

Domestic Homicide Reviews (DHR)

A DHR is a multi-agency review aimed at learning lessons from the way agencies and individuals worked together in cases where someone has died in circumstances of Domestic Abuse. These reviews are conducted on a statutory footing under Section 9 of the Domestic Violence, Crime and Victims Act (2004). They are not "fault finding" exercises, that is the function of the Criminal and Coroners Courts. DHRs will try to ensure that agencies understand what happened that led to the death and identify where responses to the situation could be improved.

Honour Based Violence

Honour-based violence (HBV) refers to a range of harmful practices perpetrated against individuals, primarily women and girls, in order to protect or defend the perceived reputation, honour, or cultural norms of a family or community. While it is important to note that HBV is not exclusive to any particular community or religion, it has been observed to occur within certain communities within Greater Manchester.

In the year ending March 2022, there were 2,887 HBA-related offences recorded by the police in England and Wales. This was an increase of 6% compared with the year ending March 2021 (when there were 2,725 offences).

Stalking and Harassment

Harassment is behaviour intended to cause a person alarm or distress. This can include repeated attempts of unwanted communication and contact of a victim in a manner that could be expected to cause distress or fear in any reasonable person. Harassment of an individual can also occur when a person is harassing others connected with the individual, knowing that this behaviour will affect their victim as well as the other people that the person appears to be targeting their actions towards. This is known as 'stalking by proxy'.

Stalking can take many forms and can be defined as persistent and unwanted attention that makes you feel pestered and harassed. It includes behaviour that happens two or more times, directed at or towards you by another person, which causes you to feel alarmed or distressed or to fear violence might be used against you.

Hate Crime

Hate crimes have a profound and often lasting impact on victims in Bolton. These crimes are motivated by prejudice, bias, or hatred based on the victim's race, religion, ethnicity, sexual orientation, gender identity, disability, or other protected characteristics. The impact of a hate crime on a victim can have emotional and psychological impacts. Victims often experience heightened levels of fear and anxiety, both in the immediate aftermath and as a long-term effect. It is not uncommon that victims can suffer from trauma, including symptoms of post-traumatic stress disorder (PTSD).

1,038 hate crimes were reported during 22/23 in Bolton. 83% of these related to either a public order offence, stalking and harassment or violence with injury. 79% of all reported hate crimes could be defined as having a serious violence element. Based on the GMP hate crime marker only 4% of these crimes are domestic violence based. Just over 5.5% are relating to online offences. Unfortunately, the GMP offenders' data does not include a hate crime marker, so it is not possible to profile offenders.

Distinct hotspots are visible within the town centre at the police station and the hospital. Outside these locations central Halliwell, Tonge and Farnworth have hotspots. There is also a strong correlation between levels of ethnicity and hate crime reports. This is also borne out in the data for Greater Manchester, with areas such as Salford, Wigan and Tameside who have less reported hate crime as they have significantly different population make ups that Bolton.

Football Violence

Football violence can take many forms ranging from pre-planned disorder, hate crime, criminal damage and carrying concealed weapons. Often an effective way of reducing violence and disorder at grounds is to apply a banning order. These are civil orders which aim to stop known hooligans causing trouble at and around football matches, both home and abroad. They are usually imposed by the court after someone has been convicted of a football related offence. They can be used to ban an individual from attending football matches both home and abroad for a period of between two and 10 years. Precise conditions can also be imposed on a case-by-case basis.

Banning orders relating to Bolton Wanderers from 2015 - 2022 across three divisions amounted to 211 orders. This has increased by over 59% since the 2015 Championship season.

Bolton Wanderers has the fourth highest number of banning orders in the region and the teams above are in the Premier League. They would therefore attract significantly more supporters. This suggests that there is a significant 'hardcore' element of fans that support Bolton, and those who have received orders form a significantly largest percentage of the support base than with the Premier league teams. Over 50% of supporter who received a banning order were aged 18 – 34 years old and the number of banning orders fell with age.

Football violence is not only isolated to the immediate area of the ground on match day. A recent derby game between Wigan and Bolton on the 19th of August 2023 saw public order offences with at least fifty fans involved as violence erupted in the centre of Westhoughton. Police were called 4.30pm as they received calls regarding a large-scale disturbance on Market Street in Westhoughton, which is the main shopping street in the town.

Probation

The Probation Services play a crucial role in addressing serious violent crime offending in Greater Manchester. As a key component of the criminal justice system, probation services work with individuals who have been convicted of serious violent crimes, providing supervision, support, and rehabilitation. Their impact on reducing reoffending and promoting public safety is significant.

As of 25/04/2023 541 individuals were on the Bolton Probation caseload for violent crime offences. Bolton's probation cohort for violent offenders is the second highest of the outlying boroughs. Offences relating to the violent offenders Probation cohort indicate that 45% of all convictions relate to malicious wounding. Of these offences 22% relate to assaults occasioning actual bodily harm. Only 44% of these offences were committed during 22/23. 45% were committed between 2019 and 2021. The remaining 10% between 1996 and 2018.

The average tariff for malicious wounding offences when life sentences and indeterminate detention for public protection are removed is 20 months. In terms of sentence type 31% were suspended. 41% related to sentences under the Offender Rehabilitation Act (ORA) with or without post sentence supervision (PSS).

92% of all offenders were male with the dominate age group being over 35 years old. 13% of the cohort were under 22 years of age dominated by males. 85% of all offenders were UK nationals, 2.2% were asylum seekers or those with leave to remain. Just over 1% were of East European origin, with Hungry being the predominate country. In terms of ethnicity of the cohort, 7% were from an Asian background, with the majority being of Pakistani origin. In total 16% of the cohort were from a non-white ethnic group.

The Offender Assessment System (OASys) was developed jointly by the National Probation Service (NPS) and the Prison Service. It is a tool used by assessors in both Probation and Prisons to help them assess the likelihood of reconviction, risk of serious harm and offending related needs, also known as 'criminogenic' factors. This is then used to plan what should be done to reduce the likelihood of reoffending and to manage the risk of serious harm posed by the offender. OASys provides 3 predictive scores which the assessor uses to inform their assessments. These are Offender Group Reconviction Scale (OGRS), OASys Violence Predictor (OVP) and OASys General Predictor (OGP). These predictors are generated by algorithms, based on offender information that the assessor identifies and enters into OASys. None of these scales is validated as a predictor of sexual reoffending, for which a separate Risk Matrix 2000 should be used.

29% of all offenders had a low reconviction score, with over 50% of the female cohort in the lower decile. 28% were in the medium decile and the percentage levels were very similar between the sexes. 10.4% of all offenders were in the high or very high decile in terms of reconviction and this was exclusively males. Numerically this relate to 56 males who statistically are likely to be reconvicted across the cohort.

There are eight criminogenic needs measuring factors linked to offending behaviour which are assessed using OASys; accommodation, employability, relationships, lifestyle, drug misuse, alcohol misuse, thinking & behaviour, and attitudes, and three additional 'responsivity measures' that are used to aid practitioners in how an offender may respond to support. The three responsivity measures are: learning disability and challenges, mental health conditions and an indicator of low maturity levels.

Obviously, offenders will have multiple needs, but in terms of the Bolton cohort thinking and behaviours effect over 70% of the cohort. These relate to Interpersonal skills, impulsivity, temper control, problem recognition, problem solving, awareness of consequences, understands others' views, thinking and behaviour linked to offending behaviour.

Offender Profile

Violent crime offenders within Bolton are more likely to be male aged over 35 and are likely to have a conviction for malicious wounding. The average sentence length is approximately 20 months with most offenders sentenced under the Offender Rehabilitation Act (ORA) with or without post sentence supervision (PSS).

Mental health issues in various forms are very common within the cohort (77%). A significant number (62%) were either on benefits or unavailable for work 11.6% defined as homeless or sleeping rough. Offender were also more likely to be in social or private rented accommodation.

In terms of ethnicity most of the cohort (85%) were UK nationals with 16% of the cohort from a non-white ethnic group. The home location of offender's centres around the inner deprived wards of Bolton and in a Greater Manchester context of outlying boroughs there is a concentration within Bolton. In terms of reconviction just over 10% of Boltions cohort are at a high or very high risk. At 48% also half the cohort are linked to domestic violence in some way.

In terms of criminogenic needs over 70% of offenders have thinking and behavioural issues relating to Interpersonal skills, impulsivity, temper control, problem recognition, problem solving, awareness of consequences, understands others' views, thinking and behaviour linked to offending behaviour.

Modern Day Slavery

Modern-day slavery, also known as human trafficking, is a crime that affects individuals across the globe, including within the UK, Greater Manchester and Bolton. It involves the exploitation of people for forced labour, sexual exploitation, domestic servitude, or other forms of coercion.

Forced labour is one of the most prevalent forms of modern-day slavery. Victims are coerced or deceived into working under exploitative conditions, often in industries such as agriculture, construction, hospitality, manufacturing, and domestic work. They may be subjected to long working hours, inadequate pay, physical abuse, and restricted movement.

Victims of sexual exploitation are forced or coerced into engaging in commercial sex acts against their will. They may be subjected to physical and sexual abuse, threats, and manipulation. This form of modern-day slavery often affects vulnerable individuals, including women, children, and migrants. Traffickers may use deception, grooming, or violence to control their victims.

Domestic servitude involves individuals being trapped in situations of forced labour within private households. Victims may be made to work long hours, with limited or no pay, and endure physical and emotional abuse. Domestic servitude can include duties such as cleaning, childcare, and cooking. Victims may be isolated, preventing them from seeking help or support.

Bolton continues to record some of the highest numbers of modern-day slavery offences year on year behind Oldham and the Manchester districts, with an increasing trend being evident since 2017. This is in line with what is expected, with the overarching Force trend evidencing a more reliable gradually increasing trend. During the most recent calendar year Bolton has recorded 50 offences, 25% increase on the 40 recorded the previous year. This is in contrast with the slight decrease apparent at a Force level during the most recent year (a 2.8% decrease of 15 offences to 532, compared to the previous year).

With regards to any further patterns in reporting, offences of this nature are predominantly driven by OCG related activity, rather than any pattern of seasonality etc. Intelligence within Bolton throughout 2022 was primarily regarding criminal exploitation (31%) followed by child criminal exploitation (27%) and sexual exploitation (23%). Overall Bolton accounted for 11% of force intelligence on Modern Slavery, second only to Wigan (14%).

Locally there were 46 recorded offences across the three crime types. 43% of crimes related to holding a person in slavery or servitude and the majority of these related to the drugs market via County Lines. An analysis of the MO field within the data provides significantly more detail about these crimes. Across the three modern day slavery crime types 43% related to County Line operations in some extent or another. Sexual exploitation also had significant values relating largely to Hungarian females.

During 2022 victims of modern-day slavery recorded within the Bolton district (total 45) were predominantly males (60% / 27 victims) between the ages of 16 to 24 years old (56% / 15 victims). Female victims featured in almost two fifth of cases (18 victim) and again were more likely to be between 16 and 24 years old (eight victims). 84% (38) victims had their ethnicity recorded (either self or police defined). Two thirds of victims identified as white and whilst Asian (16% / 7), Black (9% / 4) and Other (4% / 2) made up the other ethnicities. There was only one repeat victim recorded in 2022, a Romanian female aged 17.

There were 30 linked offenders within Bolton district, 18 (60%) of which were male, almost half of which were between 25 to 34 (eight), slightly older than the most common age bracket of the victims. It is likely that this evidence of a level of control that is exerted over younger victims. Females accounted for 40% of offenders (12), half of which were 25 to 34. Of the offenders who self-identified or had their ethnicity defined by police (70% / 21) two thirds were White (14). Three offenders were Asian, three were Black and one self-defined as Other.



Chapter 9 – Recommendations

The below recommendations are based on the findings and conclusions from within this Strategic Needs Assessment document. They are evidence-based suggestions, not intended as an exhaustive list of violence reduction and preventative activities; but developed to inform the Serious Violence Strategy for Bolton.

The Local Picture	
Places and Spaces	<p>In Bolton there is a clear concentration of the most severe violent offences within Bolton Town Centre, with 71 offences recorded with a crime severity rating within the top 10% of the most severe crimes. Other locations of prominence include Farnworth and Westhoughton Town centres and the hospital. Significantly more offences are noted in the central wards that tend to be more deprived and have very mixed populations. Residential areas of note include central Tonge, northern Rumworth and central Halliwell, (see chapter 4).</p> <ul style="list-style-type: none"> • It is recommended that these areas should be considered as a priority for future focus. <p>Town Centre Hot Spot</p> <ul style="list-style-type: none"> • 3 distinct hot spots have been identified within the town centre which should be a priority for targeted activity: These are to the north of Bradshawgate at the junction with Churchgate and one at Morrisons. • A successful safer streets funding application will allow targeted interventions within the town centre evening economy corridor including an enhanced prevention and enforcement offer and targeted situational crime prevention measures. Resource should be directed to the areas of highest risk including the 3 hot spot areas above. Consider a full environmental crime audit by GMP Crime Reduction Specialist in planning situational crime prevention measures. • The number of sexual assaults within the town centre is significant, and many of these involve inappropriate language and touching of a physical nature. A town centre strategy should include a focus on VAWG and directed communications around this agenda, (see later) • It is recommended to continue to monitor, review and safeguard high harm locations, as well as expand the knowledge of partners around these locations through data analysis and engagement to target actions effectively.
People (Victims/offenders) - Risk and Protective Factors	<p>Focussing on serious violence highlights a number of demographic characteristics that are over-represented in the people who are involved in violence, as perpetrators but particularly also as victims.</p> <ul style="list-style-type: none"> • Inequality and disproportionality are repeatedly highlighted as risk factors for involvement with violence, including deprivation, age, gender... Often communities and cohorts are disproportionately impacted by multiple different risk factors. Further focus is required to fully understand the interplay between these groups and identities; and to explore opportunity to develop strategies which links efforts across departments/agencies to mitigate these individual risk factors. Working toward a collaborative approach in order to achieve a more impactful change. <p>Boltons ACE study revealed that compared with people with no ACEs, those with 4+ ACEs were:</p> <ul style="list-style-type: none"> - 8 times more likely to have been a victim of violence over the last year, - 5 times more likely to have been a perpetrator of violence in the last year. <ul style="list-style-type: none"> • There should be a local commitment to a trauma-responsive and ACE-informed system-wide response to serious violence – with key links within the response strategy to the local ACEs and Trauma Informed Strategy and Outcomes framework. <p>Children and Young People (see chapter 7)</p> <p>A detailed profile of young violent offenders has revealed a higher risk in reoffending relating to a number of risk factors: Those not in Education, Training or Employment, offenders with speech, language and communication difficulties</p>

	<p>with links to poor mental health and substance misuse. The current relationship an offender has, linked to poor parenting, were also revealed as significant risk factors.</p> <ul style="list-style-type: none"> • There should be a separate and distinct focus on children and young people in work to prevent and reduce serious violence, recognising their different needs and vulnerabilities, (as also directed by the Youth Justice Board). • It is recommended to prioritise support for activity and interventions that seek to work with those people identified as at a higher risk of involvement with violence (or repeat involvement) through their risk and protective factors, to ensure the right help at the right time to those who need it. <p>Education (see chapter 7) Although no causal link has been found between school exclusion and violence involvement, school readiness, good educational engagement and academic achievement is well recognised as protective factors for violence. In Bolton, there is a key link between exclusion and violent behaviour.</p> <ul style="list-style-type: none"> • Close working with schools, colleges and other alternative provisions around work to prevent and reduce violence within both the educational setting and wider community is important and should remain a focus within a SV response strategy. • Efforts to address the links between school exclusion and violent behaviour should focus on preventative measures, early intervention and ensuring that support systems are in place to address underlying reasons for exclusions. <p>Sports-Based Provision:</p> <ul style="list-style-type: none"> • The value of community sports provision in providing an alternative to becoming involved in nuisance and violent behaviour is well documented. A series of recommendations were made following the 2022/23 summer provision which warrant consideration in future commissioning of sports provision.
Crime Types	<p>It is recommended that a focus is given within the serious violence response strategy to the below violent crime types:</p> <ul style="list-style-type: none"> • Stalking and Harassment, • Gender-based Violence, • Domestic Abuse, • Public Place Serious Violence, • Knife Crime. <p>Stalking and Harassment Stalking and harassment crimes are the major contributor to violent crime within Bolton at 26% of the total. Of these 40% relate to malicious communication. 33% of all malicious communications are DV related and a further 33% relate to cyber bullying (See chapter 4). Many of the stalking and harassment offences committed by juveniles are social media and digitally based. Of the juvenile victims of a violent offence, 11% were a victim of malicious communication. (See Chapter 7).</p> <ul style="list-style-type: none"> • Action around stalking and harassment should include a focus on social media and online abuse, particularly by juveniles (see below). • A focus should also be given to the circumstances surrounding the DA related stalking and harassment reports to inform an evidence-led response <p>Social Media/ Online Abuse:</p> <ul style="list-style-type: none"> • The increasing impact of social media on the lives of young people within Bolton and specifically their involvement in violence requires further focus to develop a greater understanding across partners; and inform an evidence-led response. This has been an area raised by local stakeholders as requiring further investigation. • PIED has highlighted a gap in provision around education and support programmes available relating to sharing sexualised images on social media. It is recommended that this is an area for further focus. • There should be a focus on social media and online abuse to protect children and young people that considers a <u>co-production approach</u> to look at steps to protect them from harm where professionals, parents and caregivers can, AND empowers

	<p>them to protect themselves and each other where we cannot. Consider more guidance and training for parents, carers and professionals working with children and young people on this agenda.</p> <ul style="list-style-type: none"> • Expanding research makes links between the development of attitudes and behaviours with young people learning and communicating via online platforms. It is proposed that we need to increase opportunities for young people to express themselves (and receive alternative opinions) about issues such as gender-based issues, relationships and identity to help young people to articulate their emotions and experiences in space that offer psychological safe spaces. • Funding has been invested into Bolton Together to roll out the national The things I wish my parents had known...Young people's advice on talking to your child about online sexual harassment Children's Commissioner for England (childrenscommissioner.gov.uk) - a campaign that has been informed by young adults who were the first generation to grow up with smart phones. Consideration should be given to any learning that can be taken from the Bolton Together Report (Due December 2023). • Work is ongoing locally around the boroughwide coordinated and inclusive adolescent public health offer for 0-19, which includes discussion around some broad themes including modernised sex and relationship education, language and communication and online activity. Work around SV needs to closely align to this related work stream to ensure consistency in messaging and approach. • The Fixing Neverland report made a series of recommendations which criticised current measures around online safeguarding and highlighted concerns around the regulation of social media space which lies across a number of different agencies. Many of the recommendations are aimed at government and regulators however some merit consideration on a local level.
	<p>Domestic Abuse 27.4% of all serious violence reported in Bolton is domestic abuse related (see chapter 8). 50% of DV crimes relate to violence either with or without injury and 38% to stalking and harassment. 33% of the total rapes reported across the borough are DV related.</p> <ul style="list-style-type: none"> • A detailed needs assessment was published for Bolton last year and should be read in conjunction with this document. • Learning should be taken from DHR reviews in Boltons to inform across the SV Response Strategy.
	<p>Knife Crime In 2022/23 out of the 361 weapon related offences, 97 (26%) related to having an article with a blade or point in a public place. However, the scale of knife crime is likely to be wider than this figure suggests - based on a closer look at other crimes that have a knife element in their MO, knife crime could actually equate to approximately 1,340 offences over the year, approximately 3.6 offences per day (see chapter 4).</p> <ul style="list-style-type: none"> • The Serious Violence Duty outlines three key success measures for the prevention and reduction of serious violence as: a reduction in hospital admissions for assaults with a knife or sharp object; a reduction in knife and sharp object enabled serious violence recorded by the police; and homicides recorded by the police. Consideration should be given to as a measure of success locally. • It is recommended that GMP adopt a marker system like that of domestic violence and child sexual exploitation to indicate where there is a knife crime element across all reported crime types.
	<p>Public Place Serious Violence 22.3% of all violent crimes in Bolton relate to public order (See chapter 4).</p> <ul style="list-style-type: none"> • Most violent offences fall within Bolton and Farnworth town centres (hotspots also highlighted at RBH and Scholey St police station) – locations also highlighted as having higher concentrations of the most serious violence offences according to the Cambridge Harm index, and where residents have raised perceptions and

	<p>fear of crime. As recommended earlier, these locations require a future focus in work to tackle serious violence.</p> <ul style="list-style-type: none"> • The Serious Violence Duty requires specified authorities should include a focus on serious youth violence in public spaces. <p>Sexual Offences</p> <p>Sexual offences account for 5% of serious violent offences in Bolton (22/23) – 36% of which relate to rape, and the remainder to less serious sexual offences, (See chapter 4).</p> <p>Sexual offences are predominantly committed against females, with just over 10% relating to male victims and 31% of the victims being 16 or under. In terms of the most serious sexual offences these were committed in the town centre ward, with comparatively the same number of offences within Great Lever that were skewed to juvenile victims. In terms of hotspot locations these were RBH, Bolton and Farnworth town centres and the Newport Street interchange.</p> <ul style="list-style-type: none"> • Of note, Great Lever accounted for the same number of rapes as Queens Park & Central ward (which includes Boltons largest evening economy town centre), with a higher number of rapes of a female under 16. • It is recommended that a town centre ‘strategy’ should include a focus on gender-based violence - 45% of sexual offences are assaults on females, with most crime involving the inappropriate touching of a sexual nature and a large percentage occurring in or around premises associated with the evening economy. <p>Gender Based Violence</p> <p>43% of all VAWG offences relate to stalking and harassment (which involve a pattern of unwanted and unwarranted behaviour by someone towards another person).</p> <ul style="list-style-type: none"> • The number of sexual assaults within the town centre is significant and many of these involve language and touching of a physical nature which could be driven by the culture of toxic masculinity. The response strategy should include targeted messages/action around this agenda, which includes a focus on the evening economy/town centre. • Local stakeholders highlighted a need for officers to fully understand the local support offer around gender-based violence (not just DAV), and a required knowledge and confidence in signposting victims. Consider mapping the current support offer in Bolton and development of an online information hub detailing the support available and how to access. • A highly visible zero tolerance to misogyny across the partnership is required to show a unified approach. Consider guidance for officers around VAWG and acceptable behaviour. How to access support, report and signpost. • Professionals highlighted a need to empower staff at all levels with knowledge and a confident voice to challenge. Consider a mapping exercise of the current training available across the partnership and across GM on this agenda (to identify gaps and/or for promotion across the partnership). • Stakeholders highlighted an opportunity to promote better awareness amongst the business community around the VAWG agenda. Consider an opportunity for education/awareness raising for wider stakeholders particularly in the evening economy or those working in a community context. • Young people have highlighted violence against women and girls as a priority for them and as an area which needs further resource and focus. Consider a mapping exercise of the current support offer/educational resources available in educational establishments and youth settings around this agenda. Including consideration of training requirements for staff. • Consider a co-production approach with women and girls to any approach/strategy developed around VAWG and in monitoring effectiveness/impact of existing interventions and approaches. • Consider an exercise to invite feedback from local schools on what support they need around this agenda for both staff and pupils. Note: New government
--	----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

	<p>guidance on Keeping Children Safe in education 2023 includes guidance on peer to peer sexual harassment and violence.</p> <ul style="list-style-type: none"> • Schools have a duty to share materials in relation to the Relationship & Sexual Health Education (RSHE) curriculum with parents, and consultation with parents should be taking place when developing or reviewing a written policy for RSHE. Schools should ensure that policy meets the needs of pupils and parents and reflects the community they serve. NOTE: A national review of RSHE in schools is underway looking at the statutory guidance which will be reviewed and updated as necessary. • Good practice review – Can learning be drawn from a GM or national perspective around this agenda in terms of education and training? • Aim to change cultural attitudes by challenging harmful stereotypes about gender and sexuality and promoting a culture of respect and consent whilst encouraging people to speak out against sexual harassment and assault. • Consider an approach which encourages responsible media reporting to avoid sensationalizing sexual crimes, which can perpetuate harmful stereotypes. • Adopt the GM #IsThisOk? campaign locally. Develop a communications plan for local roll out to maximise reach amongst different communities, particularly those identified as most affected by SV. •
--	-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

Community Voice	
Community Empowerment	<ul style="list-style-type: none"> • Positive results have been achieved through the New Bury community alliance - Continue to work with the Greater Manchester VRU and local VCSE sector to support and promote a community-led approach to violence reduction. • In-line with a public health approach and that taken at a regional level, the value of lived experience and a strong community voice should continue to be recognised in understanding the drivers and solutions to violence on a community level. There should be continued recognition in the valuable input of those affected by violence in how services work with them. The community should also inform the local approach and act as a source of intelligence for helping to identify where activity is needed and what solutions will help address threats and hotspots of violence. Of note, the GM VRU Strategy commits that GMP will work with community-led programmes to ensure the voice of the community informs the work of neighbourhood policing teams and acts as a source of intelligence to identify and address threats of violence. • Local community conversations have demonstrated the strength of the media influence, and how perceived levels of crime and violence impact on feelings of safety. Importance should be given to continually seeking the views of communities in how safe they feel, feeding back to our communities on delivery against commitments within the strategy and work to prevent and reduce SV. • Engage local communities, stakeholders, and residents in the design and implementation of violence prevention strategies. Encourage community ownership of initiatives and empower residents to improve the safety of public places. Consider the role of community alliances in this area. • It is recommended a targeted media plan is developed to sit alongside the Serious Violence Strategy which aims to ensure an informed, balanced approach to reporting around violence and safety. An approach which promotes positive news stories highlighting reductions and successful projects/prosecutions and ensuring the community is informed and involved in work to prevent and reduce serious violence at a local level. Residents wish to be kept informed on this work area.

A Lifecycle Approach	
	<ul style="list-style-type: none"> • When considering violence prevention and reduction a Lifecycle Approach should be adopted which includes a focus from pregnancy right through the life course. A whole family approach which recognises the value of early years intervention and aligns closely with related policy areas including Boltons Early Help Strategy (See chapter 6) • Preconception to age 2 provides a unique opportunity for professional involvement at a time when parents are often the most receptive. It is important to maximise opportunity during prenatal and early years contact to offer practical help and support for families to address risk factors and vulnerabilities including mental health, addictions and spotting the potential signs of DAV. • In line with a public health approach, preventative programs and initiatives to reduce violence should focus on prevention, early intervention, and support for at-risk populations. Evidence-based, targeted interventions should be based on the data and risk factor analysis, addressing the specific needs of high-risk individuals and communities. • A whole family approach should be adopted when working with perpetrators and victims of serious violence to ensure support for the families of those affected by serious violence.

Partnerships for Change	
Partnerships and Data	<ul style="list-style-type: none"> • Clear links need to be made in the Serious Violence Strategy and delivery plan to closely aligned work areas and strategies to avoid duplication and ensure clear, consistent messaging e.g., DAV, VAWG, Early Help, DHR learning... • An opportunity lies in developing the partnership with prisons and youth custody authorities to improve information sharing and intelligence gathering, facilitating better support in the rehabilitation of those people who have committed violent offences and are in custody (as recommended in Serious Violence Duty). • Navigator Project – The community pathway is not well accessed by Bolton Services currently and is an area for future focus. • Consideration should be given to adopting a Data Walk approach for further roll out under the violence prevention agenda. • In line with regional guidance, it is recommended that a Theory of Change approach is adopted in the strategy development process. • Learning in terms of what works to prevent and reduce youth violent crime should be drawn from evidence included in the YEF Toolkit (https://youthendowmentfund.org.uk/toolkit/) and YJB Resource Hub (https://yjresourcehub.uk/). • There needs to be a continued focus on evaluation across the partnership to determine the ongoing effectiveness of commissioned interventions. Adoption of the EMMIE framework for evaluation should be considered.

Contributors

The Serious Violence Needs Assessment was written and developed using the contributions from several different partner agencies. We would like to extend thanks to the individuals below for their direct involvement in the needs assessment development:

David Hashdi – Community Safety Services, Bolton Council
 Chloe Poole – Community Safety Services, Bolton Council
 Rebecca Albrow – Consultation & Engagement Team, Bolton Council
 Ciara Steele – Young Person’s Participation and Engagement Manager, Bolton Council
 Insp Nick Bonson – Greater Manchester Police
 Ch. Inspector Justine Topping – Greater Manchester Police
 Supt. Stephanie Parker - Greater Manchester Police

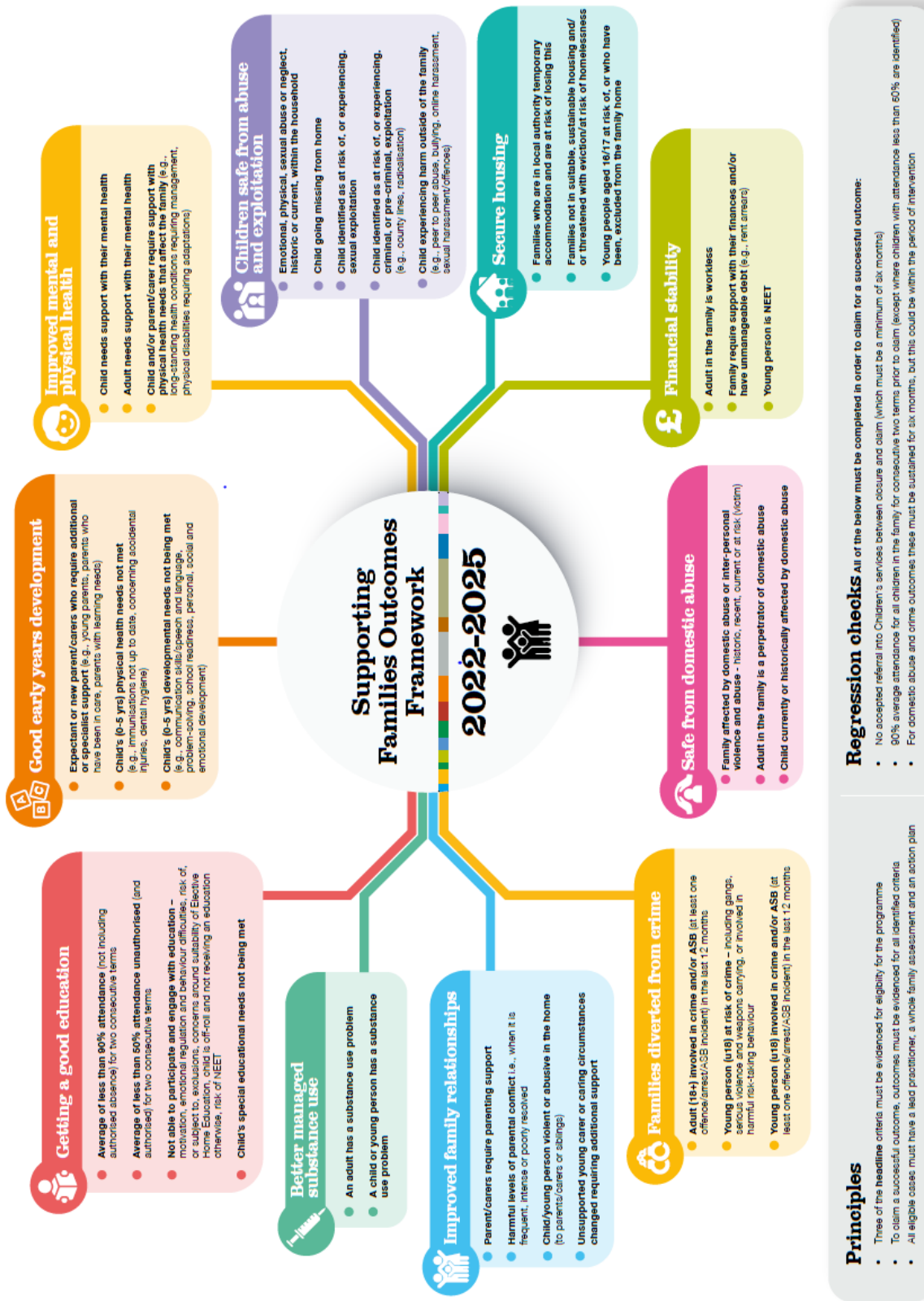
PCSO Mark Flannery - Greater Manchester Police
Imran Khan – Childrens Services, Bolton Council
Gail Churchill – Probation Service
Mark Simon – Probation Service
Arron McCarthy – Youth Justice Service (YJS), Bolton Council
Tony Kenyon – Community Safety Services, Bolton Council
Nicola Murphy – Targeted Early Help, Bolton Council
Patricia Clyne – Licensing Department, Bolton Council
Michelle Hilton – Town Centre Manager, Bolton Council
John Nuttall – Highways Department, Bolton Council
Pozz Lonsdale – Street Games
Jack Ward – Salford Foundation
Alex Byrne – OSO, Greater Manchester Police
Carlo Schroder – Community Safety Manager, Bolton Council
Rafael Martinez – Head of Community Safety Services, Bolton Council
Louis Richards – GMCA
Chantelle Nice – New Bury Community Alliance, Bolton CVS
Samina Khan – Community Safety Services, Bolton Council
Hannah Barton – Oasis GM Navigator
Suzanne Gilman – Public Health
Anne-Marie Carr – Public Health
Shona Roscoe – Complex Safeguarding and Youth Justice Services
Yvonne Murray – Targeted Early Help, Bolton Council
Ali Hart – Children’s Services, Bolton Council
Jill Smallwood – Fortalice
Gill Caldwell - Endeavour
JP Helliwell - Fire Service
Greater Manchester Violence Reduction Unit
Paul Langton – ICB
Dr Jennifer Germain – TIIG Project
Shan Wilkinson – Public Health
Thomas Godley – Planning Department, Bolton Council
Andrew Chalmers – Principal Development Officer
Andrew Bailey – Community Safety Services, Bolton Council
Bernie Brown – Director of Childrens Services, Bolton Council
Rachael Tanner – Director of Adults Services, Bolton Council

Appendices

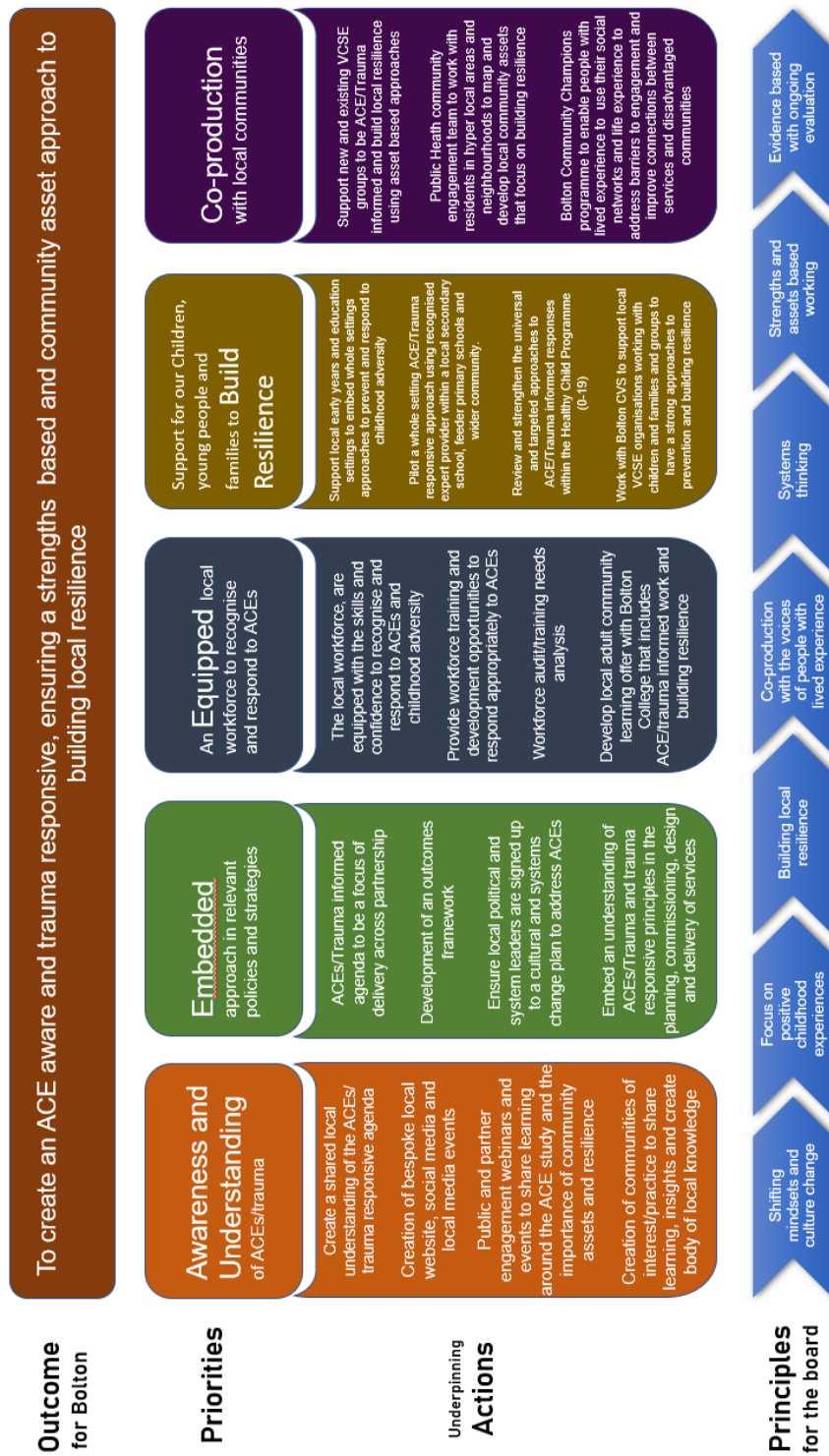
Appendix 1

HO Offence	Count	%
Common assault and battery	4174	21.40
Assault occasioning actual bodily harm	2293	11.76
Sending letters etc with intent to cause distress or anxiety	2138	10.96
Causing intentional harassment, alarm, or distress	1806	9.26
Harassment	1344	6.89
Fear or provocation of violence	648	3.32
Stalking involving serious alarm/distress	575	2.95
Engage in controlling/coercive behaviour in an intimate / family relationship.	500	2.56
Wounding with intent to do grievous bodily harm	405	2.08
Pursue a course of conduct in breach of S1 (1) which amounts to stalking	393	2.01
Harassment, alarm or distress	349	1.79
Threats to Kill	320	1.64
Putting people in fear of violence	312	1.60
Cruelty to and neglect of children	265	1.36
Stalking involving fear of violence	265	1.36
Rape of a female aged 16 or over	246	1.26
Robbery - personal	236	1.21
Threats to destroy or damage property	209	1.07
Sexual assault on a female	205	1.05
Racially or religiously aggravated intentional harassment or alarm or distress	202	1.04
Take/ make / distribute indecent photographs or pseudo- photographs, of children	147	0.75
Assault or assault by beating on a constable	147	0.75
Non-fatal strangulation and suffocation	145	0.74
Affray	138	0.71
Breach of a restraining order	131	0.67
Aiding, abetting, causing, or permitting dangerous driving	101	0.52
Owner or person in charge allowing dog to be dangerously out of control	100	0.51
Violent disorder	93	0.48
Breach of non-molestation order	80	0.41
Rape of a female aged under 16	67	0.34
Malicious Wounding: - wounding or inflicting grievous bodily harm	67	0.34
Sexual assault of a female child under 13	55	0.28
Failure to comply with Notification Order	55	0.28
Disclose or threats to disclose private sexual photographs	53	0.27

Appendix 2 – Supporting Families Outcomes Framework



Appendix 4 – ACE – Plan on a Page



A

A Child First Approach · 165
 Accident and Emergency · 2, 74, 77
 ACE's · 109, 110, 111, 113, 114, 115, 116
 Actual Bodily Harm · 31, 57
 Adult Caution · 127, 177, 178
 Adult Offenders · 3, 165, 176
 Adulthood · 3, 174
 Adverse Childhood Experiences · 2, 108, 109, 114
 Afghan · 17, 122
 Anti-Social Behaviour · 155
 ASB · 43, 44, 45, 58, 84, 99, 155, 156, 157, 171
 Asset plus · 132, 135

B

Banning order · 201, 219
 Beewell · 3, 136, 137, 169
 Bolton Royal Hospital · 29, 38, 83
 Bolton Vision 2030 · 117
 Bolton Youth Council · 2, 101, 105
 Bradshawgate · 29, 30, 52, 53, 54, 80, 85
 Bullying · 136, 147

C

Cannabis Warning · 61, 127, 177, 178
 CCTV · 59, 94, 100, 102, 105
 Child criminal exploitation · 171, 214, 222
 Child First Approach · 2, 123
 Christian · 120, 121, 167
 Churchgate · 29, 38, 52
 Cognos · 23
 Common Assault · 30
 Community led approach · 172
 county lines · 185, 187
 County Lines · 3, 123, 183, 185, 186, 214, 222
 Covid restrictions · 41
 Crime Severity · 2, 46, 47, 48, 49, 77, 84
 Criminogenic Needs · 208, 209
 Crowd Psychology · 201

D

Deansgate · 30, 53, 85
 Deprivation · 19
 Disability · 119, 120, 175, 199
 Domestic Abuse · 2, 3, 4, 6, 42, 63, 83, 84, 107, 143, 181, 191, 193, 218
 Domestic Homicide Reviews · 3, 193, 218
 Domestic servitude · 213, 221
 Domestic Violence · 65, 77, 191, 192, 193, 218

Drug Trafficking Networks · 185
 Drugs · 3, 25, 37, 55, 58, 82, 99, 100, 127, 132, 181, 182, 183, 184, 185, 187, 216, 217

E

Early Help · 3, 141, 142, 143, 144, 147, 152, 170, 193, 228, 229
 Ecological Framework · 9, 12
 ETE · 132, 134
 Exclusion · 145, 146, 147, 148, 169

F

Family factors · 124
 Farnworth South · 21, 22, 28, 44, 68, 87, 122, 143, 167, 170
 Female Genital Mutilation · 195
 Filipino · 17, 122
 Firearms · 3, 40, 41, 43, 44, 183, 206
 Fixing Neverland' · 3, 139, 170
 Football Banning Orders · 201, 202
 Football Violence · 200
 Forced Abortion or Infanticide · 195
 Forced labour · 213, 221
 Forced Marriage · 194
 Forest Bank · 211, 212
 Fortalice · 152, 229
 Free School Meals · 123

G

Gender Based Violence · 3, 189, 218, 226
 General Health · 119, 175
 GMCA · 2, 19, 21, 22, 70, 71, 72, 73, 75, 76, 77, 89, 90, 91, 92, 93, 94, 104, 173, 228
 Greater Manchester Fire and Rescue Service · 2, 67, 68
 Grievous Bodily Harm · 31, 57

H

Halliwell · 19, 21, 22, 28, 30, 34, 38, 44, 46, 49, 68, 71, 73, 80, 83, 87, 122, 136, 138, 143, 167, 170, 193, 199, 207, 214, 218, 219
 Harm Index · 46, 47
 Hate Crime · 3, 77, 198, 199, 200, 219
 HMIC · 21, 81
 Home Office · 4, 6, 14, 24, 25, 27, 28, 40, 42, 47, 58, 70, 82, 84, 86, 126, 128, 130, 156, 168, 171, 177, 180, 193, 197, 199, 201, 202, 216
 Honour" Killings · 195
 Honour-based Violence · 195
 Hooliganism · 200
 Household dysfunction · 109

I

IMD 2019 · 18, 79
 Incident Data · 2, 43
 Inter-generational · 109
 Inter-generational impact · 109
 IYSS · 3, 131, 132, 133, 134, 148, 150, 168

J

Johnson Fold · 19, 73, 87, 122, 167
 Juvenile Offenders · 2, 124, 168

K

Knife crime · 39, 40, 162, 163, 188, 217
 Kurdish · 17, 122

L

Liquid Logic · 142, 143, 144, 150
 LLSOA · 75, 76, 77, 78, 79, 80, 81, 88, 121, 167

M

Malicious communication · 26, 126, 138, 168, 177, 197, 216
 Malicious Communications · 26, 27, 138
 MARAC · 193
 Mental health · 100, 103, 106, 109, 210, 221
 Miscellaneous crimes against society · 15, 52, 63, 125, 129, 144, 150, 192, 198
 MO field · 24, 26, 34, 35, 39, 40, 54, 82, 83, 85, 128, 138, 163, 172, 202, 214, 222
 Modern Slavery Act 2015 · 213
 Modern-Day Slavery · 3, 213
 MoRiLE · 41, 187, 217
 Multi-Agency Approach · 205
 Muslim · 120, 121, 167

N

National Identity · 118, 119, 175
 National Referral Mechanism · 189, 213
 Navigator · 3, 14, 152, 164, 173, 228
 New Bury · 14, 21, 73, 122, 160, 167, 172, 193, 218, 228
 NHS violence dashboard · 77
 Nighttime economy · 28, 29, 30, 32, 35, 38, 52, 54, 58, 83, 85, 87
 Nitrous oxide · 35, 83
 NWSA · 70, 71, 72, 73, 74, 77, 86, 87

O

OASys · 133, 207, 208, 209, 220
 OCG · 41, 209, 213, 214, 222
 Offender Rehabilitation · 205, 206, 209, 220, 221
 Online pressures · 137

P

Peer Action Collective · 103, 105, 106
 Penetrating Trauma · 70, 72, 73
 Permanent exclusion · 146, 147, 162, 169
 Pied · 149, 150, 151, 152, 153, 154, 171
 PIED · 150, 153, 171
 PoliceWorks · 19
 Polish · 17, 122
 Possession · 14, 15, 24, 25, 35, 36, 39, 42, 52, 55, 60, 62, 63, 64, 65, 66, 125, 127, 128, 130, 144, 150, 163, 165, 166, 178, 180, 181, 183, 184, 188, 192, 198, 210
 Pregnancy · 10, 12, 107, 108, 114
 Primary prevention · 8
 Prisons · 3, 100, 208, 210, 212, 218, 220
 Probation Service · 205, 228
 Prolific Offenders · 62, 126, 177
 public health approach · 5, 6, 7, 8, 9, 12, 13, 19
 Public Order Offences · 14, 33, 54
 Pyromania · 69

Q

Queens Park and Central · 23, 28, 38, 41, 43, 68, 71, 73, 82, 83, 87, 207

R

rape · 5, 27, 28, 47, 48, 82, 84, 97, 123, 130, 166, 173, 178, 190, 191, 214, 216, 218, 225
 Referral Pathways · 152
 Remedi · 152
 Risk and Protective Factors · 3, 9, 10
 Risk of Serious Harm · 133, 134, 208, 220
 Robbery · 14, 24, 34, 35, 42, 43, 44, 52, 55, 60, 62, 63, 64, 65, 66, 82, 86, 97, 98, 125, 127, 128, 130, 131, 132, 150, 165, 166, 178, 180, 181, 190, 192, 198, 199, 210, 230
 Romanian · 17, 122, 215, 222
 Rumworth · 17, 19, 21, 28, 37, 44, 49, 68, 87, 122, 136, 138, 143, 167, 170, 193, 207, 214, 218

S

Safer Street Fund · 58
 Salford Foundation · 152, 171, 228
 School attendance · 124
 SCVI · 78

Secondary prevention · 8
 Serious Violent Crime – Index · 78
 Sexual abuse · 109
 Sexual Harassment · 196
 Sexual Offences · 27, 28, 54, 82, 132
 sexual origin · 199
 sexuality · 199
 Small Scale Populations · 122
 Social Dynamics · 201
 Social Ecological Model · 9, 12
 Social Media · 137, 138, 139, 169
 Socioeconomic background · 124
 Somali · 17, 122, 195
 Sports Intervention · 157, 171
 Sri Lankan · 17, 122
 Stalking and harassment · 2, 14, 24, 42, 52, 60, 62, 64, 65,
 66, 82, 88, 125, 128, 130, 144, 150, 153, 165, 166, 178,
 180, 181, 190, 192, 196, 198, 218
 Stalking and Harassment · 3, 25, 40, 138, 164, 180, 196, 197
 Substance abuse · 19, 124
 Suspension · 145, 147, 169

T

Tertiary prevention · 8
 The Greater Manchester Violence Reduction Unit · 2, 5, 160,
 172
 The Life Course Approach · 10
 The World Health Organisation · 7, 12, 14
 Town Centre · 2, 29, 30, 49, 50, 51, 52, 53, 54, 55, 59, 80, 81,
 85, 86, 92, 93, 94, 104, 184, 186, 228
 Toxic Masculinity · 58

Trafficking · 25, 36, 37, 42, 52, 58, 60, 62, 64, 83, 86, 125,
 128, 150, 165, 178, 181, 183, 184, 185, 192
 Training Needs Analysis · 114, 116
 transgender · 199
 Trauma informed · 113, 115
 Trauma-Informed Care · 8
 Turkish · 17, 122
 Turnaround · 152

V

VAWG · 3, 58, 189, 190, 191, 218
 VCSE · 5, 6, 113, 114, 116, 160, 172
 Violence against the Person · 20
 Violence with Injury · 31, 40, 55, 164
 Violence Without Injury · 57
 Vulnerable Individuals · 185

Y

Young Offender Group Reconviction Scale · 133
 Youth Endowment Fund · 2, 95, 104, 137

Z

Z-Scores · 78