

Cumulative Impact Policy Zones – Southampton

01/01/2020 - 31/12/2022

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Introduction

In 2009, Southampton City Council introduced the Cumulative Impact Policy (CIP) zones within their Statement of Licensing. There is a requirement to review the licensing policy every five years and the CIP policy every three years and this report supports the most recent review of the CIP zones.

The Licensing Authority in the previous review (prepandemic) believed that three areas are suffering from Cumulative Impact and are designated as 'Zone 1 – Bedford Place', 'Zone 2 – Above Bar' and 'Zone 4 – Bevois Valley'. Zone 3 and 5 are not currently stress areas.

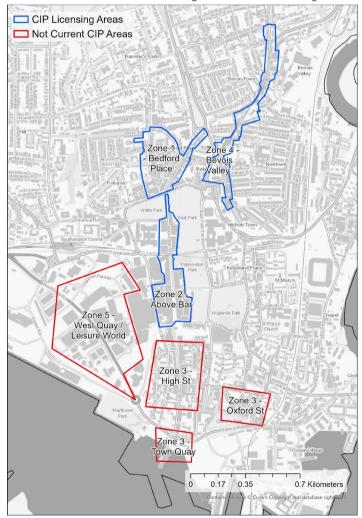
The district has a 24-hour, mixed use city centre surrounded by a vast geographical spread of residential areas. Operationally this imposes significant demands upon emergency services and the wider partnership.

The successful and vibrant Night Time Economy (NTE) in Southampton attracts tourists, local residents and students to the various licensed venues.

Policing the NTE places a heavy demand on limited resources. Hampshire & Isle of Wight Constabulary continue to work in partnership to reduce alcohol related crime and disorder and reduce the wider demand on policing and public health.

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Figure 1: CIP Licensing Areas





Hypotheses

There has been an indication that the designated stress areas may need adjusting due to increases or decreases in offending. The following two hypotheses will be tested to determine if this should be the case.

<u>Hypothesis 1:</u> 'Zone 4 – Bevois Valley' has seen a reduction in NTE offences and is no longer required to be a CIP zone.

<u>Hypothesis 2:</u> 'Zone 3 – Oxford Street' has had an increase in NTE offences and so should become a designated zone.

Methodology and Data Gaps

The offences included for analysis have a start date from 1 January 2020 to 31 December 2022 to assess the volume of offences in each zone but also as a proportion of NTE offences for the district as a whole.

Crime Types

- Violence with Injury
- Violence without Injury
- Rape and Other Sexual Offences

- Possession of Drugs
- Possession of Weapons Offences
- Public Order Offences

Certain public order offences have been excluded as they only relate to breach of orders for example SHPOs, CBOs or notification orders, none of which had NTE flags on. The offence types included may differ slightly from the previous review report as it listed broad categories so a direct comparison of crime volumes between previous years cannot be made. However, a comparison between the proportions of offences occurring in the zones out of the district total allows stress areas to be highlighted.

Due to crime data integrity (CDI) issues, a manual review of addresses has been undertaken to improve the understanding of offences linked to the NTE. Venues such as pubs, bars, clubs etc. linked as the occurrence address have had a flag added if the offence took place between 18:00 and 05:59. Whilst there is still issues with data quality even with this method, it has highlighted further offences which should have had the NTE flag on RMS. All offences with the flag originally on the crime record have remained the same.

District Overview

Table 1 provides a breakdown of offences across the three year period by crime type. Due to the impact of the pandemic it is difficult to analyse the differences between the years. However, Figure 2 shows the breakdown by month for 2021 and 2022 in order to show the differences between periods where there were no restrictions on social gathering or venues opening.

Table 1: Southampton District Offences by Crime Type and Yea											
Crime Type	2020	2021	2022								
Violence with Injury	3,661	3,884	4,189								
Violence without Injury	7,697	9,271	9,459								
Rape	330	353	377								
Other Sexual Offences	503	655	708								
Possession of Drugs	914	867	864								
Possession of Weapons Offences	368	433	472								
Public Order Offences	2,947	3,929	3,852								
Total	16,420	19,392	19,921								

Figure 2 shows a decrease in all months from July in 2022 when compared to 2021 apart from November which saw a 1.2% increase. The greatest decreases were seen in September (-13.4%), December (-12.6%) and October (-8.8%).



Figure 2: Total District Crime by Month (2021 and 2022)



Table 2: Southampton District Offences by Crime Type and Sector in 2022 Control East Crimo Tuno North Wort

Table 2 shows all crimes	Crime Type	Central	East	North	West
within the district, broken	Violence with Injury	36%	19%	18%	28%
down by sector. Central has	Violence without Injury	25%	23%	22%	30%
the highest proportion of	Rape	38%	19%	17%	26%
crime, followed by the West.	Other Sexual Offences	35%	18%	18%	29%
Central also has the largest	Possession of Drugs	43%	13%	16%	28%
proportion of all crime types	Possession of Weapons Offences	39%	18%	18%	25%
except violence without	Public Order Offences	31%	18%	21%	30%
injury which is highest in the	Total	30%	20%	20%	29%

NTE Offence Overview

West.

Table 3 shows the breakdown of NTE offences identified through the flag on RMS. There were 1,302 offences in 2022.

Violence with injury accounts for 40% of offences, followed by violence without injury at 30% and public order at 16%.

Table 3: Offences with a NTE Flag on RMS by Crime Type and Year

Crime Type	2020	2021	2022
Violence with Injury	197	398	521
Violence without Injury	118	269	394
Rape	10	24	19
Other Sexual Offences	27	57	96
Possession of Drugs	11	14	36
Possession of Weapons Offences	9	17	30
Public Order Offences	51	146	206
Total	423	925	1,302

Table 4: NTE Offences (Venue Review and RMS) by Crime Type and Year

	/ - /		
Crime Type	2020	2021	2022
Violence with Injury	233	447	555
Violence without Injury	160	315	461
Rape	10	24	21
Other Sexual Offences	29	69	101
Possession of Drugs	14	17	41
Possession of Weapons Offences	11	17	31
Public Order Offences	66	170	221
Total	523	1,059	1,431

After the manual review of address details, the number of NTE offences increased to 1,431 in 2022. This is shown in Table 4.

NTE offences made up 7.2% of all district crime in 2022. This increases to 14.3% for other sexual offences and 13.2% for violence with injury.



Comparing 2021 and 2022, there were 35% more NTE offences in 2022, however, the impact of social restrictions due to the pandemic will account for this. When looking after restrictions were removed, in 2022 there were 28% more offences in July when compared to 2021 but all following months saw a decrease. The largest decreases were seen in August and December (both -33%) and also September (-30%).

When looking at NTE offences only, Southampton Central sector has 79% of offences. This increases for certain offence types such rape and weapons as possession (90%)and decreases for public order (63%).

Table 5. NTL Offences by Chine Type and Sector in 202											
Crime Type	Central	East	North	West							
Violence with Injury	80%	5%	5%	10%							
Violence without Injury	80%	3%	5%	11%							
Rape	90%	0%	5%	5%							
Other Sexual Offences	89%	2%	3%	6%							
Possession of Drugs	83%	0%	2%	15%							
Possession of Weapons Offences	90%	0%	0%	10%							
Public Order Offences	63%	7%	10%	20%							
Total	79%	4%	6%	12%							

Table 5: NTE Offences by Crime Type and Sector in 2022

Table 6: Temporal Analysis of NTE Offences in 2022

1														
Day/Time	17	18	19	20	21	22	23	00	01	02	03	04	05	Total
Monday-Tuesday	0	2	10	6	8	10	11	6	3	4	4	8	0	72
Tuesday-Wednesday	0	2	9	8	7	10	9	14	7	11	8	3	2	90
Wednesday-Thursday	3	1	9	6	9	10	17	11	21	11	7	0	3	108
Thursday-Friday	1	1	8	8	15	16	10	15	10	11	11	7	4	117
Friday-Saturday	1	8	12	11	27	27	56	57	64	59	41	16	8	387
Saturday-Sunday	4	10	14	18	32	54	79	68	71	90	50	22	13	525
Sunday-Monday	2	6	15	6	15	15	8	10	6	8	13	1	1	106
Total	11	30	77	63	113	142	190	181	182	194	134	57	31	1,405

Table 5 shows the temporal analysis of NTE offences in 2022 by day and time. The table shows offences peak between 02:00-02:59 on Sunday, followed by 23:00-23:59 on Saturday. The hour from 02:00 has the highest volume of NTE offences across the week, followed by 23:00. Offence volumes increase from 21:00 and then drop off significantly from 04:00. The majority of offences are concentrated around Friday and Saturday nights with the latter seeing the highest volume. There is a slight increase on Wednesday compared to other weekdays which may be linked to students as the universities often have social nights on this day.

CIP Zones

The CIP zones within the city centre represent 1.7% of the district area (0.87 km²) but in 2022, 10% of crime. The proportion increases for some crime types with 17% of other sexual offences for the district and 15% of drug possession within the zones in 2022. Violence without injury and rape have lower percentages within the zones with 8% and 7% respectively in 2022.

Table 7: Percentage of Crim	ne within CII	P Zones by	Crime Type
Crime Type	2020	2021	2022
Violence with Injury	9%	13%	14%
Violence without Injury	5%	6%	8%
Rape	5%	5%	7%
Other Sexual Offences	10%	13%	17%
Possession of Drugs	6%	8%	15%
Possession of Weapons Offences	10%	9%	10%
Public Order Offences	9%	10%	11%
Total	7%	9%	10%



Crime Type	2020	2021	2022								
Violence with Injury	52%	67%	65%								
Violence without Injury	53%	61%	67%								
Rape	20%	13%	48%								
Other Sexual Offences	72%	75%	73%								
Possession of Drugs	36%	65%	78%								
Possession of Weapons Offences	64%	59%	58%								
Public Order Offences	52%	49%	47%								
Total	52%	61%	64%								

The zones contain a much higher proportion of NTE crime within the district with 61% (650) in 2021 and 64% (911) in 2022. This increased to 75% of other sexual offences in 2021 and 78% of drugs possession in 2022. 13% of rape offences linked to the NTE were within the zones in 2021 and 48% in 2022.

Zone 1 – Bedford Place

This zone is located in the main NTE hub in the city and has the highest volume of offences out of all CIP areas. It represents 0.2% of the district area (0.11km^2) . Across the three years, the zone had the highest proportion of NTE offences in 2022 at 25% (15% in 2020 and 27% in 2021).

Excluding 2020, there were more sexual offences linked to the NTE in Zone 1 than there were in areas not within a stress area (39% in 2021 compared to 25% not in a zone; 30% in 2022 and 27% not in a zone).

In 2022, 32% of NTE weapons possession offences were in Zone 1 and 42% were not within any CIP area. There were also 37% of NTE drugs possession offences in the zone compared to 22% not within an area.

The proportion of each crime type linked to the NTE has decreased within this zone with violence with injury decreasing from 29% in 2021 to 26% in 2022. See Appendix 1 and 2 for more detail.

Saturday night had the highest volume of offences (152, 44%), followed by Friday (98, 28%). 58% (202) of offences occurred between 00:00-02:59.

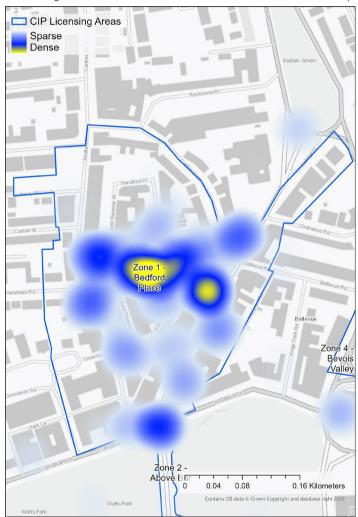


Figure 3: Zone 1 - Bedford Place with NTE Heat Map

Table 9: Temporal Analysis of NTE Offences in Zone 1 in 2022

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Day/Time	17	18	19	20	21	22	23	00	01	02	03	04	05	Total
Monday-Tuesday	0	0	2	0	0	2	2	4	0	2	0	0	0	12
Tuesday-Wednesday	0	0	0	0	1	1	4	10	3	7	2	1	0	29
Wednesday-Thursday	0	0	2	0	0	1	5	2	3	4	2	0	0	19
Thursday-Friday	0	0	0	1	3	1	2	1	6	2	4	1	0	21
Friday-Saturday	0	0	1	1	4	3	11	9	24	22	15	1	7	98
Saturday-Sunday	1	2	0	0	10	9	18	34	27	36	11	3	1	152
Sunday-Monday	0	0	2	0	0	1	2	0	2	4	6	1	0	18
Total	1	2	7	2	18	18	44	60	65	77	40	7	8	349



Zone 2 – Above Bar

This zone covers the main commercial street in the district but the northern end has NTE venues in the Guildhall Square area. The area is a very similar size to Zone 1, making up 0.2% of the district (0.11km^2) .

Zone 2 has the highest volume of offences after Zone 1 (Bedford Place). In 2020, 17% of NTE offences were within the zone, followed by 17% in 2021 and 21% in 2022.

In 2022, there were more drugs possession offences linked to the NTE in Zone 2 than in areas not within a zone in the district (27% compared to 22% not in a zone). In 2021, it had 29% of weapons possession offences compared to 6% in Zone 1.

The proportion of NTE offences within Zone 2 has increased from 2021 to 2022 (17% to 21%). Whereas, this decreased in Zone 1 (27% to 25%).

Weapons possession offences had a higher proportion in 2021 at 29% which reduced to 19% in 2022. Other sexual offences have also increased (14% in 2020, 23% in 2021 and 26% in 2022). See Appendix 1 and 2 for more detail.

Saturday night has the highest volume of offences (140, 48%), followed by Friday (82, 28%). Offences are more spread across the evening than in Zone 1 from 22:00 to 04:59 with peaks at 01:00 and 02:00.

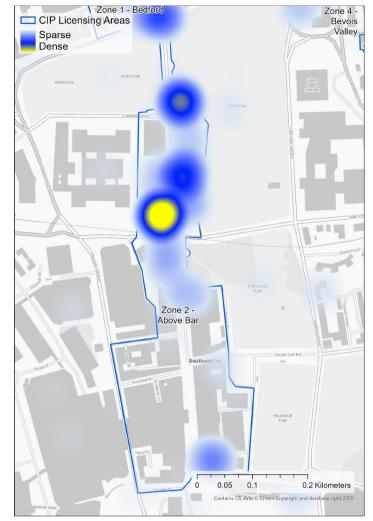


Figure 4: Zone 2 - Above Bar with NTE Heat Map

Table 10: Temporal Analysis of NTE Offences in Zone 2 in 2022

Day/Time	17	18	19	20	21	22	23	00	01	02	03	04	05	Total
Monday-Tuesday	0	2	0	0	1	2	1	0	1	0	3	5	0	15
Tuesday-Wednesday	0	0	1	1	0	1	2	1	0	0	3	0	1	10
Wednesday-Thursday	2	0	0	0	0	3	1	1	8	1	0	0	0	16
Thursday-Friday	0	0	2	1	2	1	1	2	1	3	1	1	0	15
Friday-Saturday	0	2	6	4	1	5	11	10	15	17	7	4	0	82
Saturday-Sunday	2	3	5	4	5	10	17	5	21	31	18	10	9	140
Sunday-Monday	0	0	0	0	2	2	2	2	3	1	3	0	0	15
Total	4	7	14	10	11	24	35	21	49	53	35	20	10	293



Zone 3 - High St / Oxford St / Town Quay

Zone 3 (Figure 5) is split into three different areas, the High Street, Oxford Street and Town Quay. These three areas have differing volumes of offences.

Oxford Street has the highest number of offences, equating to 5% of NTE offences in 2021 and 6% in 2022. In 2020, Oxford Street has much lower volumes with only 2% of NTE offences.

High Street had a higher proportion in 2020 (6%), but this has dropped off over the three year period to 4% in 2021 and 2% in 2022.

Town Quay has the lowest volume of offences with 1% in 2020, no NTE offences in 2021 and only 5 offences (0%) in 2022.

All three areas within Zone 3 had no weapons offences in 2022 and only 4 offences over the previous two years.

This zone makes up a larger proportion of violence without injury offences across all three years (10% in 2020, 11% in 2021 and 10% in 2022) compared to other offence types. See Appendix 1 and 2 for more detail.

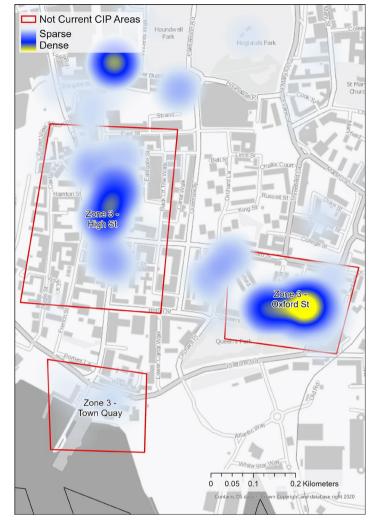


Figure 5: Zone 3 with NTE Heat Map

Offences within zone three peak between 23:00-23:59 on Saturday with 22 out of the 24 offences occurring in the Oxford Street zone. There are several incidents with multiple offences linked to them due to multiple victims. The majority 58% were violence without injury offences. Saturday has the majority of offences (56%), followed by Friday (25%). 61% of offences occurred between 23:00-01:59.

Table 11: Temporal Analysis of NTE Offences in Zone 3 in 2022

Day/Time	17	18	19	20	21	22	23	00	01	02	03	04	05	Total
Monday-Tuesday	0	0	2	1	1	0	0	1	0	0	0	0	0	5
Tuesday-Wednesday	0	0	1	2	0	0	0	0	0	0	1	0	0	4
Wednesday-Thursday	0	0	0	0	0	1	0	1	0	0	0	0	0	2
Thursday-Friday	1	0	0	0	1	1	0	1	2	0	0	0	0	6
Friday-Saturday	0	0	0	0	1	2	7	9	5	1	3	2	0	30
Saturday-Sunday	0	2	1	1	2	7	24	7	13	8	2	0	0	67
Sunday-Monday	1	1	0	0	0	0	0	3	0	0	0	0	0	5
Total	2	3	4	4	5	11	31	22	20	9	6	2	0	119



Zone 4 – Bevois Valley

Figure 6 shows Zone 4 located in Bevois Valley. In the previous review, Zone 4 had comparable levels of violence to Zones 1 and 2.

It is a smaller zone than Zone 1 and 2 at 0.09km² (0.2% of the district). It had 6% of district NTE offences in 2020 and 2022 and 2% in 2021. In 2022, Zone 1 represented 25% of NTE crimes which is over four times more than in Zone 4.

The zone had 4% (7) of public order NTE offences in 2021 which is more than that in Zone 3 – Oxford Street but the volumes are low. In 2022, Zone 4 had 14% (3) of NTE rape offences and 11% (11) of other sexual offences but again, the volumes are very low.

In 2022, Zone 4 had more offences than Zone 3 - Oxford Street but less in 2021 (2% compared to 5%). However, the zone covers a larger area and the majority of offences in this zone are located in St Mary's Road area (see Figure 6).

Friday has the most offences (35%) in Zone 4, followed by Saturday (29%). Friday between 00:00-00:59 has the most offences. Overall, volumes are low and there are no offences prior to 19:00.

Figure 6: Zone 4 - Bevois Valley with NTE Heat Map



Table 12: T	emporal Analysis	of NTE Offences	in Zone 4 in 2022
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Day/Time	17	18	19	20	21	22	23	00	01	02	03	04	05	Total
Monday-Tuesday	0	0	0	1	0	0	0	0	0	0	0	0	0	1
Tuesday-Wednesday	0	0	0	0	1	2	2	0	3	2	0	1	0	11
Wednesday-Thursday	1	0	0	0	1	0	2	3	3	1	3	0	0	14
Thursday-Friday	0	0	0	0	0	0	2	1	0	0	1	0	0	4
Friday-Saturday	0	0	0	0	0	1	0	5	9	5	6	4	1	31
Saturday-Sunday	0	0	1	4	0	0	4	0	2	5	6	3	1	26
Sunday-Monday	0	0	0	0	0	0	0	1	0	1	0	0	0	2
Total	1	0	1	5	2	3	10	10	17	14	16	8	2	89



Zone 5 – West Quay

Figure 7 shows offences in Zone 5 which has the lowest number of offences. It represents 0.6% of the district (0.32km^2) and is the largest zone. It represented 6% of NTE offences in 2020 but has decreased with 2% in 2021 and 3% in 2022.

There are very few offences in this zone so temporal analysis is limited. All eight offences at 23:00 on Wednesday are linked to one incident. With that excluded, Saturday has the most offences and across all days, 02:00-02:59 has the most offences in an hour period.

In 2021, 12% (2) of NTE drug possession offences were in this zone but this reduced to 2% in 2022. There were less offences in this zone in both 2021 and 2022 than in Zone 4.

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Table 13: Temporal Analysis of NTE Offences in Zone 5 in 2022

Day/Time	17	18	19	20	21	22	23	00	01	02	03	04	05	Total
Monday-Tuesday	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Tuesday-Wednesday	0	0	0	0	1	0	0	0	0	0	1	0	0	2
Wednesday-Thursday	0	0	0	0	1	2	8	0	0	1	0	0	0	12
Thursday-Friday	0	0	0	0	1	1	0	0	0	2	0	2	0	6
Friday-Saturday	0	0	0	0	0	1	0	2	0	2	2	0	0	7
Saturday-Sunday	0	0	0	1	0	0	2	1	0	3	3	2	0	12
Sunday-Monday	0	1	1	0	0	0	0	0	0	2	1	0	0	5
Total	0	1	1	1	3	4	10	3	0	10	7	4	0	44

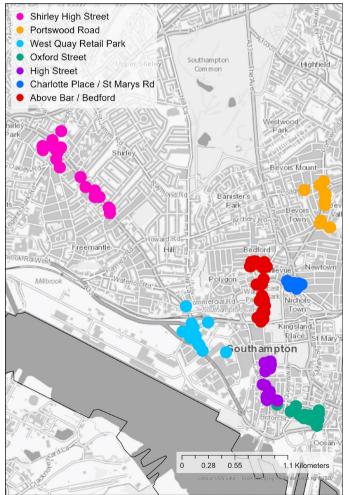


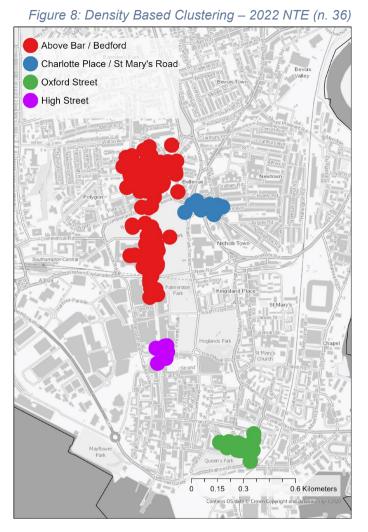
Density Based Clustering

An alternative mapping method was used to identify clusters of offences based on density rather than mapping them to areas already identified. Figure 10 shows where these are located. This method created clusters using 2022 NTE offence data by highlighting areas with 36 or more offences where the offences are no more than 100m apart. The areas highlighted (Figure 8) are:

- Above Bar / Bedford some of the offences in the fall outside of Zone 2 but the majority are within the CIP stress area.
- High Street partly within Zone 2 also with some • offences just outside the zone.
- Oxford Street entirely within Zone 3.
- Charlotte Place / St Mary's Road falls partly within Zone 4 but some offences remain outside of the area.

Figure 9: Density Based Clustering – 2022 NTE (n. 24)





Another map (Figure 9) was created which shows areas with 24 or more NTE offences in 2022 with no defined distance between the offences. This has highlighted some clusters around Shirley High Street, Portswood Road and West Quay as well as the areas highlighted in the previous map.

However, these clusters are much larger areas with fewer offences. The density of NTE venues is not as high as in the areas highlighted with 36 or more offences.

The Portswood Road cluster had 41 offences which are spread apart, whereas the Oxford Street cluster in Figure 9 has 81 offences. The Above Bar / Bedford cluster has 457 offences. Shirley High Street has 60 offences over a 1km stretch.



Key Findings and Recommendations

Looking at data from 2020 to 2022, Zone 1 and Zone 2 have seen a significant proportion of district NTE crime. For some crime types such as weapons offences, Zone 1 has seen more offences within the small geographical area than within the rest of the district as a whole.

Both hypotheses have been proven by looking at the NTE offences over the last three years:

- Zone 4 Bevois Valley has seen a reduction in offences compared to the last review and it is recommended that it should no longer be a designated stress area in its entirety. The proportion of NTE offences for the district is very low.
- Zone 3 Oxford Street has seen an increase in NTE offences over the three year period. Although the proportion of all NTE offences is still very low, the density based clustering has highlighted that there were 36 or more offences in 2022 within a small geographical area.

Density based clustering for 2022 data has also highlighted a concentration of offences around Charlotte Place and St Mary's Road that falls partly outside Zone 4. This small geographic area should be monitored for a further increase in offending and potentially creating a new CIP area. From the analysis and data within the report, it is recommended that the Cumulative Impact Policy areas should cover:

- Zone 1 Bedford Place
- Zone 2 Above Bar
- Zone 3 Oxford Street
- Charlotte Place and St Mary's Road

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Appendices

Note: Larger images can be found as an attachment to this report (Appendix 3).

Crime Type	No Zone	Zone 1	Zone 2	Zone 3 - High St	Zone 3 - Oxford St	Zone 3 - Town Quay	Zone 4	Zone 5	Total
Violence with Injury	113 (48%)	34 (15%)	43 (18%)	7 (3%)	4 (2%)	3 (1%)	18 (8%)	11 (5%)	447
Violence without Injury	76 (48%)	28 (18%)	28 (18%)	13 (8%)	3 (2%)	1 (1%)	5 (3%)	6 (4%)	315
Rape	8 (80%)	0 (0%)	0 (0%)	1 (10%)	0 (0%)	0 (0%)	0 (0%)	1 (10%)	24
Other Sexual Offences	8 (28%)	4 (14%)	4 (14%)	4 (14%)	0 (0%)	1 (3%)	2 (7%)	6 (21%)	69
Possession of Drugs	9 (64%)	1 (7%)	1 (7%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	3 (21%)	17
Weapons Offences	4 (36%)	3 (27%)	0 (0%)	1 (9%)	0 (0%)	0 (0%)	1 (9%)	2 (18%)	17
Public Order	32 (48%)	7 (11%)	15 (23%)	5 (8%)	2 (3%)	1 (2%)	3 (5%)	1 (2%)	170
Total	250 (48%)	77 (15%)	91 (17%)	31 (6%)	9 (2%)	6 (1%)	29 (6%)	30 (6%)	1,059

Appendix 1: NTE Offences by Zone and Crime Type in 2021

Appendix 2: NTE Offences by Zone and Crime Type in 2022

Crime Type	No Zone	Zone 1	Zone 2	Zone 3 - High St	Zone 3 - Oxford St	Zone 3 - Town Quay	Zone 4	Zone 5	Total
Violence with Injury	192 (35%)	143 (26%)	119 (21%)	12 (2%)	34 (6%)	0 (0%)	37 (7%)	18 (3%)	555
Violence without Injury	151 (33%)	110 (24%)	111 (24%)	13 (3%)	34 (7%)	1 (0%)	27 (6%)	14 (3%)	461
Rape	11 (52%)	1 (5%)	3 (14%)	2 (10%)	0 (0%)	0 (0%)	3 (14%)	1 (5%)	21
Other Sexual Offences	27 (27%)	30 (30%)	26 (26%)	1 (1%)	3 (3%)	0 (0%)	11 (11%)	3 (3%)	101
Possession of Drugs	9 (22%)	15 (37%)	11 (27%)	0 (0%)	1 (2%)	0 (0%)	4 (10%)	1 (2%)	41
Weapons Offences	13 (42%)	10 (32%)	6 (19%)	0 (0%)	0 (0%)	0 (0%)	2 (6%)	0 (0%)	31
Public Order	117 (53%)	44 (20%)	22 (10%)	6 (3%)	11 (5%)	4 (2%)	8 (4%)	9 (4%)	221
Total	520 (36%)	353 (25%)	298 (21%)	34 (2%)	83 (6%)	5 (0%)	92 (6%)	46 (3%)	1,431

