

# **Southampton Safe City Strategic Assessment 2018/19**



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## 1. Key Messages and Priorities

### 1.1 Crime

- In 2018/19, the police recorded crime rate in Southampton was 126 crimes per 1,000 population, significantly higher than the national average, third highest amongst statistical neighbours and an increase of 1% from 2017/18. In comparison, crime in Hampshire and Portsmouth fell by 0.4% and 7.9% respectively, although nationally it increased by 5.7%.
- The relatively flat trend in crime rates in Southampton over the last two years is mirrored by findings from the Crime Survey for England and Wales which show that overall levels of crime in England and Wales have remained broadly stable over the same period, with no statistically significant changes.
- A crime severity score is an estimate of the harm caused by crime. Despite the small increase in the number of crimes in Southampton in 2018/19 there was a 1.0% decrease in the total crime severity score for the city. This indicates a slightly less severe mix of crimes in 2018/19 than in 2017/18.
- The crime groups with the worst severity scores in Southampton in 2018/19 were violence with injury, rape and residential burglary. These are the offences which could be said to cause the most 'harm' in Southampton.
- The crime types with notable increases in Southampton from 2017/18 to 2018/19 were violent crime (7.6%), residential burglary (7.5%), domestic violent offences (15%) and serious knife crime (17.2%). The crime types with notable percentage decreases were non-residential burglary (-20.7%), vehicle offences (-10.7%) and anti-social behaviour (-32%).
- Over a third (36%) of offences with an identified suspect or offender were committed by a young person aged between 9 to 24 years old. Offenders of this age group are particularly over-represented in robbery; arson; possession of weapons offences and vehicle offences.
- The more deprived areas of Southampton experience significantly higher rates of crime and anti-social behaviour. Areas of the city which are in the most deprived 20% of areas in England experienced more than four times the rate of crimes in the least deprived 20% areas in 2018/19.
- A simple score was calculated to inform overall crime priority setting. Based on the score the top four crime priorities for the Partnership are:
  - Violent crime, particularly violence without injury
  - Residential burglary

- Sexual offences particularly rape
- Domestic crimes including domestic violent crime

## 1.2 Residents' Views

- More than 50% of respondents to the 2019 Community Safety Survey thought that the level of crime had increased in their local area in the last 12 months, a figure which increased to 66% of respondents who live in the most deprived 20% of areas.
- 40% of survey respondents said that they feel safe in their local area after dark. However only 27% feel safe in the city centre after dark.
- Commonly mentioned reasons for feeling unsafe were a lack of police presence; groups hanging around the street; levels of crime; public drinking; and homeless people and beggars.
- Of respondents to the survey who had experienced at least one crime in the last year, 40.6% did not report at least one incident. Of those who did not report an incident, 49% said it was because they did not feel reporting it would make any difference.
- 60% of respondents either agreed or tended to agree that their local area is a place where people from different backgrounds get on well together.
- The top 5 community safety issues which people identified in their local area were
  - Rubbish or litter lying around
  - People using or dealing drugs
  - Vandalism, graffiti
  - Begging in the streets
  - Rough sleeping
- The top 5 community safety issues which showed the biggest percentage point increases from the 2017 Community Safety Survey (more respondents thought they were big issues in 2019) were:
  - Knife crime
  - Arson
  - Sexual assaults
  - Youth crime
  - Physical assaults

### 1.3 Risk Factors

- The population of 9 to 24 year olds in Southampton is forecast to grow by 5.4% by 2025. Young people can be at disproportionately high risk of becoming both victims and offenders so other things being equal this population growth is likely to lead to an increase in levels of offending in the city.
- Children who live in poverty are on average more likely to be involved in crime, and income inequality is also positively associated with crime. Although the percentage of children in low income families in Southampton has fallen in recent years it remains high relative to comparator areas and also varies within the city. There is good evidence to show the importance of tackling childhood socioeconomic inequalities through access to public services, housing and education as well as local and social environments.
- The likelihood of a young person offending also increases, on average, with other negative risk factors such as family conflict and living in a household with adults experiencing alcohol and drug use problems. Southampton has high rates of some of these negative risk factors compared to similar areas, including relatively high levels of high risk domestic abuse cases and alcohol-specific hospital admissions.

## 2. Background to the Strategic Assessment

### 2.1 Aims

The Southampton Safe City Partnership co-ordinates multi-agency action to improve lives and foster stronger communities by reducing crime, anti-social behaviour, alcohol misuse and supply, and the use and harm caused by drugs throughout the city. Partners include the five statutory authorities; Hampshire Constabulary, Southampton City Council, Hampshire Fire and Rescue, Probation Services and Southampton Clinical Commissioning Group (CCG). In addition, there are representatives from the Youth Offending Service (YOS), Southampton Voluntary Services (SVS) and the Integrated Commissioning Unit (ICU).

In 2017, the Southampton Safe City Partnership agreed a three year strategy to be delivered by April 2020; the strategy is reviewed annually and was last reviewed in March 2019. A core element of this strategy is the continuous assessment of progress against the objectives set and, in line with legislative requirements,<sup>1</sup> to undertake a strategic assessment each year. The Southampton Safe City Strategic Assessment is a public document, which seeks to provide direction for the Southampton Safe City Partnership. It provides an overview of the current and future crime, disorder and community safety issues affecting Southampton and, as such, it will inform the partnership of any requirements to increase focus or to add developing issues that may lead to a change of focus for the Safe City Strategy and local delivery plans.

The purpose of the Strategic Assessment is to assist the Safe City Partnership to revise the Safe City Strategy and as such, it includes the following:

- An analysis of the levels of crime and disorder and substance misuse in the city
- Changes in those levels and why these changes have occurred
- Views of local people living and working in the area in relation to crime and disorder and substance misuse
- Identification of gaps in knowledge which need to be addressed
- Recommendations for matters which should be prioritised.

The 2018/19 Strategic Assessment will provide the evidence base to inform the new Safe City Strategy which will run from March 2020.

<sup>1</sup> HMSO (2007) *Section 7 of the Crime & Disorder Regulations 2007*; Statutory Instrument (SI) Number 1830. [Online] Available from: [http://www.legislation.gov.uk/uksi/2007/1830/pdfs/uksi\\_20071830\\_en.pdf](http://www.legislation.gov.uk/uksi/2007/1830/pdfs/uksi_20071830_en.pdf)

## 2.2 Methodology and Structure of the Assessment

In order to bring a coordinated evidence based approach to Strategic Assessment in Southampton, it was agreed that a *single needs assessment* will be developed for the city, building on the Joint Strategic Needs Assessment (JSNA) model. This provides a single view of ‘needs’ in the city, where appropriate analytical methods and statistics are used to turn data into intelligence to provide the platform to ensure decisions and strategic intent are based on the best available evidence. This is an online resource and is intended to be a ‘one-stop shop’ for city intelligence. The Safe City Partnership agreed that the Safe City Strategic Assessment would form part of this approach from 2014/15 onwards. The final assessment can be accessed online alongside a data compendium, which contains a raft of data in the form of tables, and charts upon which the conclusions in this report are based. The online version of the assessment can be accessed at: <https://data.southampton.gov.uk/community-safety/>.

Responsibility for producing the Strategic Assessment continues to sit with the Intelligence and Strategic Analysis team at Southampton City Council, formed to bring a co-ordinated evidence based approach across the Council. The final assessment will be used to inform the new Safe City Strategy, which will be agreed by the Partnership and presented to full Council for approval in March 2020. Although the Strategic Assessment was managed and edited by the Intelligence and Strategic Analysis team, data has been obtained from a wide variety of sources in order to complete a robust assessment.

In line with the *single assessment* model, clear standards for data collection and analysis have been set for the Safe City Strategic Assessment. Wherever possible the following data has been collected, analysed and presented in this report and the [data compendium](#):

- Benchmarking of the most current data to ascertain how Southampton compares with England and the city’s statistical neighbours.
- Time trend data to ascertain if the situation is improving or deteriorating.
- Deep dive analysis to more fully understand the issues within the city; analysis by sub-local authority geography, area based deprivation, profiling of victims/offenders etc.

The assessment has been structured to provide an overview of crime and disorder across Southampton. Recorded crime is covered as well as an assessment of the crime distribution across the city by electoral ward and deprivation quintile. It considers victim and offender profiles (including youth offending and reoffending) and explores some of the wider issues that impact upon both groups. The assessment then covers some of the more significant community safety issues identified for Southampton in more detail. The views of people living and working in Southampton and their perceptions of crime were captured in the 2019 Southampton Community Safety Survey, the results of which are summarised in this report. Key messages for the Partnership to note are summarised at the end of each chapter.

For the first time the strategic assessment includes estimates of the harm associated with each crime type. A scoring matrix has also been constructed which is used to identify the crime priorities for the city.

## 2.3 Information Sources and Caveats

This strategic assessment has taken information from a range of data sources. These include Hampshire Constabulary; Office of the Police and Crime Commissioner for Hampshire and Isle of Wight; Southampton City Council; Southampton Youth Offending Service; Ministry of Justice; Department for Education; Office for National Statistics; Public Health England; the Home Office; and Crime Survey for England and Wales (CSEW). Data used to inform the assessment has been drawn from published data sources and derived from live datasets. Whilst every effort has been made to ensure accuracy, due to the ongoing nature of Police investigations, figures may be subject to change and inconsistencies may exist between published and live data.

Reference to '2018/19', or 'this year' refers to the financial year – 1<sup>st</sup> April 2018 to 31<sup>st</sup> March 2019, and 'last year' or 'previous year' refers to the financial year 2017/18, unless stated otherwise. Where data is available, comparisons have been made with England and the iQuanta comparator group of:

- Eastbourne
- Plymouth
- Derby
- Portsmouth
- Gloucester
- Slough
- Hounslow
- Bristol
- Reading
- Luton
- Northampton
- Cardiff
- Leeds
- Newcastle upon Tyne

In some instances, a different comparator group may have been used if this was deemed more appropriate to the indicator/issue. Where rates have been calculated, the ONS Mid-Year Population Estimates have been used unless otherwise stated. 95% confidence intervals have been calculated for rates wherever possible in an attempt to account for natural variation and to robustly evaluate if any differences and changes found are statistically significant. A full list of data sources and caveats are provided for each indicator in the metadata section of the online data compendium.

A crime severity score has been calculated to provide an estimate of the relative level of harm caused by each crime type. This score gives more severe offence categories a higher weight than less severe ones using crime sentencing weights calculated by ONS using data from the Ministry of Justice.<sup>2</sup> For each crime type the crime severity score is calculated as:

Sum [(Severity weight \* Number of offences) / (Area) mid-year population estimate]

<sup>2</sup><https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeseverityscoreexperimentalstatistics>

Crime outcomes have also been presented, both in detail and as an overall percentage of crimes with formal action taken. Crimes with formal action taken are those for which: an offender was either charged or summonsed, or received a caution or warning or penalty notice; there was a community resolution; or the offence was taken into consideration. The length of time it takes police forces to assign an outcome varies by both offence type and the type of outcome. In England and Wales for the year ending March 2019 an overall median of 9 days was taken from the date the crime was recorded to assign the outcome. Sexual offences take the longest time to assign an outcome with a median of 77 days. Over two thirds of outcomes in England and Wales in 2019 (70%) were assigned within 30 days.<sup>3</sup>

The level of formal action taken will consequently depend on how soon data are extracted from police systems after the end of a particular reporting period and this should be borne in mind when making comparisons between different data sources. Southampton City Council received crime data from Hampshire Constabulary for the period April 2018 to March 2019 which was extracted from the recording system in the first week of June 2019, around two months after the end of the reporting period. Consequently the majority of final outcomes will have been assigned in the data. In contrast Home Office police recorded crime data are received by the Home Office on a monthly basis from forces and for this reason will not have such a high level of final outcomes.

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<sup>3</sup> Home Office. 2019. Crime outcomes in England and Wales: year ending March 2019.

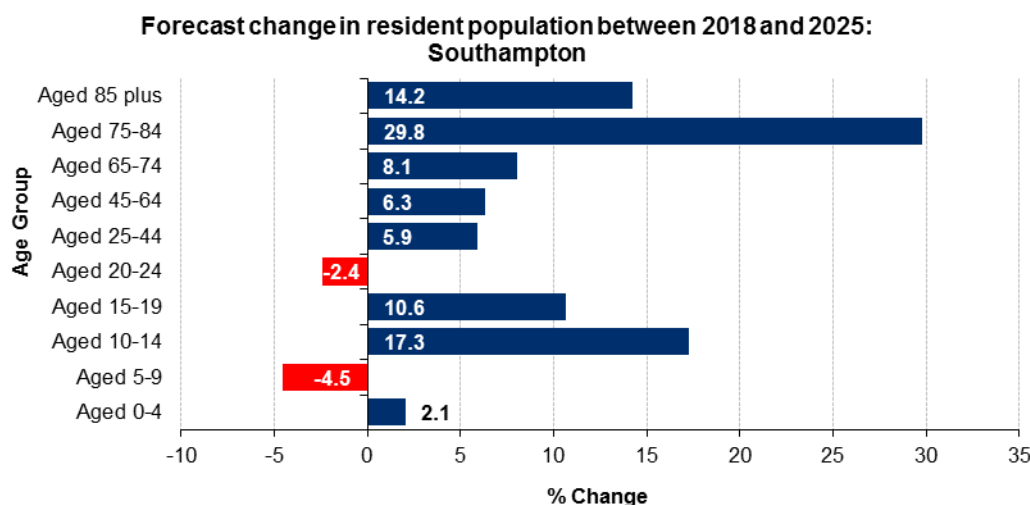


### 3 Context

Southampton is on the south coast of England and is the largest city in Hampshire. It is a diverse city with a population of 256,459 comprising 106,237 dwellings, 63,464 children and young people aged (0-19 years)<sup>4</sup>, 53,000 residents who are not white British<sup>5</sup> and approximately 43,000 students.<sup>6</sup> As the table and chart in figure 3.1 illustrates, the population of Southampton is predicted to rise by nearly 6.5% by 2025,<sup>4</sup> with particularly large increases in the 10-19 and 75 plus age groups.

Figure 3.1: Forecast change in resident population 2018-2025

Age Group	2018	2025	Change	% change
Aged 0-4	15,698	16,020	322	2.1
Aged 5-9	15,178	14,491	-687	-4.5
Aged 10-14	12,501	14,663	2,162	17.3
Aged 15-19	20,087	22,223	2,136	10.6
Aged 20-24	30,457	29,717	-740	-2.4
Aged 25-44	74,047	78,415	4,368	5.9
Aged 45-64	53,213	56,572	3,359	6.3
Aged 65-74	18,562	20,057	1,495	8.1
Aged 75-84	11,344	14,725	3,381	29.8
Aged 85 plus	5,370	6,135	765	14.2
Total	256,459	273,020	16,561	6.5



Source: Hampshire County Council's 2018-based Southampton Small Area Population Forecasts

Since 2004, economic migration from Eastern Europe has contributed to the development and sustainability of many business activities, thereby bringing in greater richness and diversity to city life. Strong community relations over many decades have contributed to maintaining cohesiveness. Long-term international migration up to the end of June 2018 shows that Southampton has more international incomers than leavers (5,913 compared to 3,755). There is also a high level of internal

<sup>4</sup> Hampshire County Council – Small Area Population Forecasts 2018 to 2025

<sup>5</sup> ONS 2011 Census

<sup>6</sup> Higher Education Statistics Agency (HESA)



migration, with 17,712 people arriving and 20,523 leaving over the same period.<sup>7</sup> Based on results from the 2011 Census, Southampton now has residents from at least 55 different ethnicities who between them speak 149 different languages.<sup>8</sup> 12% of the population do not have English as a main language; 80% of these can speak good English, 17% cannot speak it well and 3% cannot speak English at all.

Figures for 2017/18 show that the average per pupil Attainment 8 score<sup>9</sup> at age 16 in Southampton is 43.5, which is lower than the South East and England averages (47.8 and 46.7 respectively). In 2017/18 the percentage of pupils in Southampton achieving a grade 9-5 pass in English and Maths was 35.8%, which is lower than the average for both the South East (46.2%) and England (39.9%).<sup>10</sup>

Unemployment in Southampton has fallen in recent years, similar to the national trend. In 2017/18, unemployment was estimated to be 4.6% in Southampton, a reduction from 5.1% in 2016/17 and similar to the national average (4.3%), although higher than the average for the South East (3.4%).<sup>11</sup> The proportion of working age population, aged 16-64, who are claiming Jobseeker's Allowance (JSA) and Universal Credit and are required to seek work and be available for work (claimant count) in March 2019, was 2.9% or 5,080 people compared with 1.7% in the South East and 2.6% in England.<sup>12</sup>

Whilst the city has achieved significant growth in the last few years in line with the region, the city's characteristics relating to poverty and deprivation present challenges more in common with other urban areas across the country with high levels of deprivation. The Index of Multiple Deprivation 2019 (IMD 2019) ranks Southampton as the 55<sup>th</sup> most deprived local authority (out of 317) in the country, based on the average deprivation rank of its neighbourhoods. Southampton has 19 Lower Super Output Areas within the 10% most deprived in England, and over 45% of its population (117k people) now live in areas classified within the 30% most deprived nationally (see figure 3.2).<sup>13</sup>

<sup>7</sup> ONS Migration ending June 2018 (online)

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/migrationwithintheuk/datasets/internalmigrationlaandregionmovesandbysexandsingleyearofagetotals> [accessed 20/08/2019]

<sup>8</sup> Southampton City Council (2019) Children's Data Team

<sup>9</sup> Attainment 8 is the student's average achievement across eight subjects which include English and Maths, three English Baccalaureate subjects (sciences, computer science, geography, history and languages) and three subjects from a pre-approved list

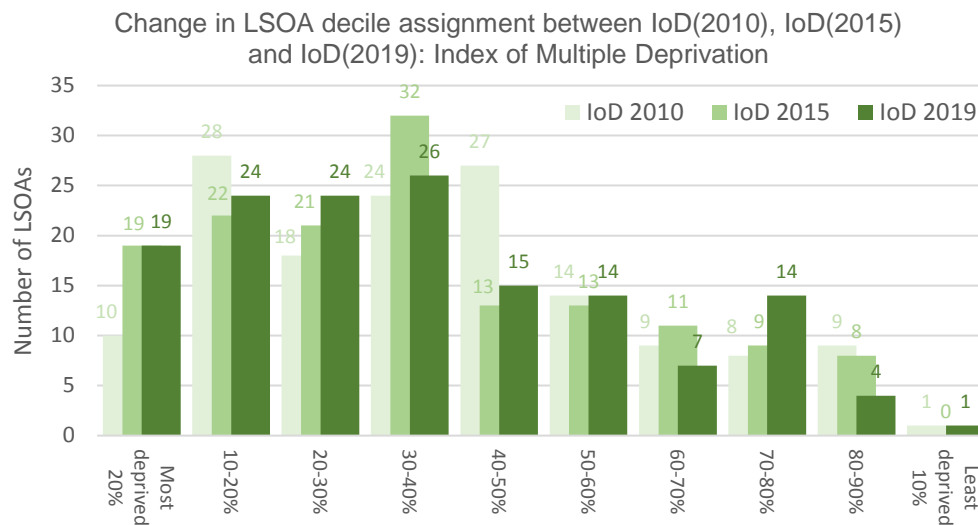
<sup>10</sup> Department for Education provisional LA tables: <https://www.gov.uk/government/statistics/gcse-and-equivalent-results-2017-to-2018-provisional>

<sup>11</sup> ILO unemployment rate – ONS Annual Population Survey: <https://www.nomis.co.uk>

<sup>12</sup> Nomis - counts the number of people claiming JSA and Universal Credit who are out of work

<sup>13</sup> Index of Multiple Deprivation (IMD) 2019 MHCLG

Figure 3.2:



The impact of poor health and premature mortality are significant in Southampton. Southampton consistently has a significantly higher premature mortality rate than England and the South East. In the 2015-17 period, Southampton had a premature mortality rate (DSR) of 387 per 100,000 population, compared to 332 per 100,000 population for England. In 2015-2017 life expectancy in Southampton was 78.3 years for males and 82.4 years for females which is lower than the England averages of 79.6 and 83.1 respectively and represents a decline compared to 2014-2016.<sup>14</sup> There has also been a decline in healthy life expectancy in Southampton over the same time period, particularly for females, while there was little change at England level. The over 65s population is projected to increase by 16% by 2025 and the ageing population will have an increasing impact on demand for health and social care services in the city. Poor lifestyles also continue to hold back health improvement in Southampton, with smoking prevalence, childhood obesity (in Year 6) and alcohol-related hospital admissions in particular, being significantly higher than the national average. This is all influenced and compounded by poor living circumstances - the wider determinants of health - which are lowering life chances. Inequalities in health and wellbeing outcomes are clear in the city and there is evidence that this inequality gap is widening.

<sup>14</sup> Public Health Outcomes Framework <https://fingertips.phe.org.uk/profile/public-health-outcomes-framework>

## 4. Overview of Crime in Southampton

This section provides an overview of crime in Southampton, using recorded crime figures to make comparisons with similar Community Safety Partnerships around the country and nationally, to examine how crime rates have changed in recent years and to provide a picture of crime distribution and inequalities within the city. Offender and victim profiles are presented, along with youth offending and the current perceptions of crime among people living and working in the city.

As reported in the 2015/16 Safe City Strategic Assessment, an inspection by Her Majesty's Inspectorate of Constabulary (HMIC) identified a number of failings by police forces nationally in how crimes are recorded, and estimated that Hampshire Constabulary was under recording reported local crime by 40%.<sup>15</sup> As a result, the force took immediate action to improve crime data integrity and this has led to an increase in the incidence of recorded crime since the report was published in 2014. However, the 2018 Hampshire Crime Data Integrity inspection estimates that 8.7% of reported crimes in Hampshire remain unrecorded.<sup>16</sup>

Improvements to recording processes and practices by the police have made substantial contributions to rises in recorded crime over the last five years, an effect which is thought to have been most pronounced in the relatively less harmful types of violent crime.<sup>17</sup> However, the level and speed of recording improvement has varied across police forces and as such apparent differences in crime between comparable forces across the country may reflect a number of factors in addition to genuine variation in crime levels. These include variation in reporting by victims and variation in recording practice.

In this section, two different data sources are used for national data: the Crime Survey for England and Wales (CSEW); and police recorded crime data. The CSEW reports crime experienced by adults aged 16 and over identified through interviews. It includes crimes that were not reported to the police but excludes crimes against commercial or public sector bodies, tourists or those living in communal establishments (such as care homes, student halls of residence and prisons). Also as the CSEW is a victim survey it excludes so called "victimless" crimes such as drug possession. The police recorded crime figures are notifiable offences that have been reported to and recorded by the police. While these figures include those living in communal establishments and victimless crimes, they do not include the crimes that do not come to the attention of the police. Therefore the CSEW may not show similar trends to police recorded data.<sup>17</sup>

<sup>15</sup> HMIC. 2014. Crime data integrity: inspection of Hampshire Constabulary.  
<https://www.justiceinspectorates.gov.uk/hmicfrs/wp-content/uploads/crime-data-integrity-hampshire-2014.pdf> [accessed October 2019]

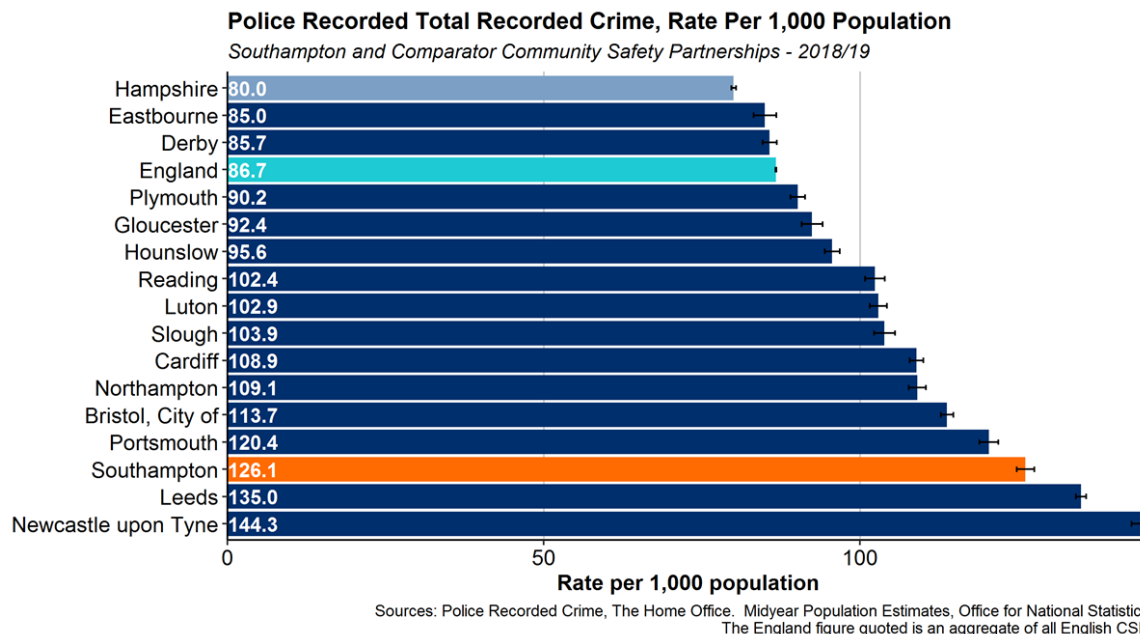
<sup>16</sup> <https://www.justiceinspectorates.gov.uk/hmicfrs/publications/hampshire-constabulary-crime-data-integrity-inspection-2018/> [accessed 21/8/19]

<sup>17</sup> Office for National Statistics (2019) Crime in England and Wales: year ending March 2019:  
<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingmarch2019> [accessed 21/8/19]

## 4.1 Recorded Crime

In 2018/19, the recorded crime rate in Southampton was 126 crimes per 1,000 population, significantly higher than the national average (87 per 1,000 population), and the third highest rate in Southampton's comparator group of similar Community Safety Partnerships (figure 4.1).

Figure 4.1:



Crime in Southampton has been increasing steadily since 2013/14 (figure 4.2a), partly due to the changes in recording of crime outlined above. However, the rate of increase has slowed down in recent years. Between 2017/18 and 2018/19 there was a 1% increase in police recorded crime in Southampton to give 31,890 recorded crimes during the last year. This compares with declines of 7.9% and 0.4% in Portsmouth and Hampshire respectively, and a rise of 5.7% in England.

Despite the small increase in the number of crimes in Southampton in 2018/19 there was a 1.0% decrease in crime severity score (figure 4.2b). Crime severity score is an estimate of the harm caused by crime (see chapter 2 for further details). A decrease in severity score indicates a slightly less severe mix of crimes in 2018/19 than in 2017/18 and comes after four consecutive years of increase.

Figure 4.2a:

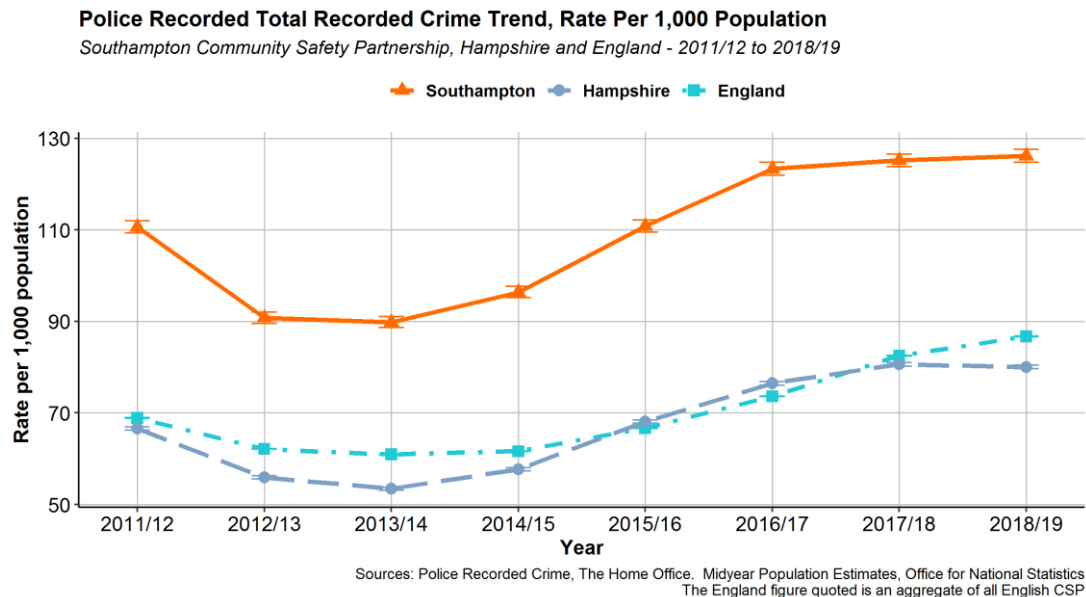
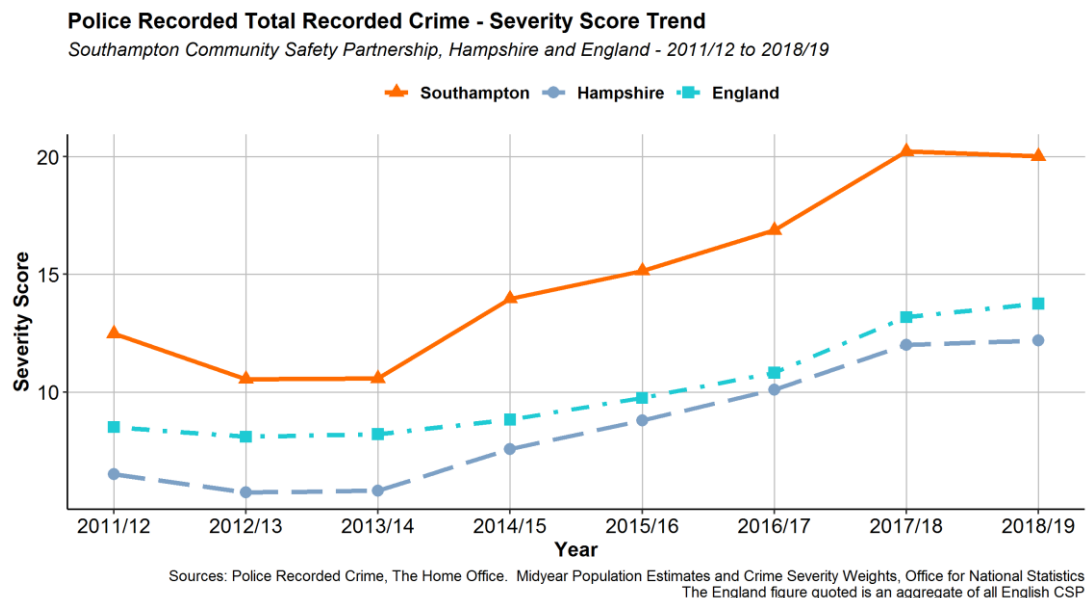


Figure 4.2b:



Nationally 46 of 293 English Community Safety Partnerships showed a decrease in the volume of crime recorded during 2018/19 compared to 2017/18. Six Community Safety Partnerships experienced a decrease which was similar to or greater than that of Portsmouth, while 100 English Community Safety Partnerships experienced increases in total recorded crime of more than 10%.

The relatively flat trend in crime in Southampton in 2018/19 is mirrored by findings from the CSEW which show that overall levels of crime in England and Wales have remained broadly stable in the last two years, with no statistically significant changes.<sup>17</sup>

Figure 4.3: Police Recorded Crime in Southampton by Selected Offence Type

Indicator	2017/18 count	2018/19 count	Percentage change 2017/18 to 2018/19 count	Percentage change 2017/18 to 2018/19 crime severity score	iQuanta position
Total crime*	31,589	31,890	1.0%	-1.0%	3
Most serious violence*	253	199	-21.3%	-23.5%	7
Violent crime*	10,300	11,079	7.6%	-5.4%	3
Violence with injury*	4,224	4,186	-0.9%	-8.4%	2
Violence without injury*	4,709	4,900	4.1%	20.3%	1
Burglary residential*	1,740	1,871	7.5%	6.6%	3
Burglary non-residential*	828	657	-20.7%	-17.9%	5
Robbery*	405	425	4.9%	4.8%	7
Vehicle offences*	2,596	2,319	-10.7%	-15.9%	11
Sexual offences*	1,035	1,039	0.4%	-3.6%	3
Sexual offences - rape*	401	382	-4.7%	-4.5%	2
Sexual offences - other*	634	657	3.6%	-1.0%	4
Possession of weapons offences*	328	381	16.2%	63.1%	1
Possession of bladed implement*	179	177	-1.1%	-1.3%	3
Weapon used bladed implement**		676			
Arson*	110	175	59.1%	51.3%	3
Malicious communications*	968	1,239	28.0%	27.8%	3
Modern slavery*	17	30	76.5%	76.2%	7
Cruelty to children/young persons*	97	180	85.6%	85.2%	2
Stalking and harassment*	1,361	1,989	46.1%	59.5%	6
Blackmail*	49	81	65.3%	65.0%	3
Drug offences*	664	719	8.3%	-0.2%	13
Hate crime**	707	738	4.4%		
Domestic violent crime**	3,031	3,486	15.0%		
Crimes with domestic flag**	3,797	4,293	13.1%		
Violent crime with public place flag**	4,013	4,033	0.5%		
Anti-social behaviour**	11,419	7,765	-32.0%		
Serious knife crime**	250	293	17.2%		
Alcohol affected crime**	2,492	2,647	6.2%		
Drug affected crime**		707			

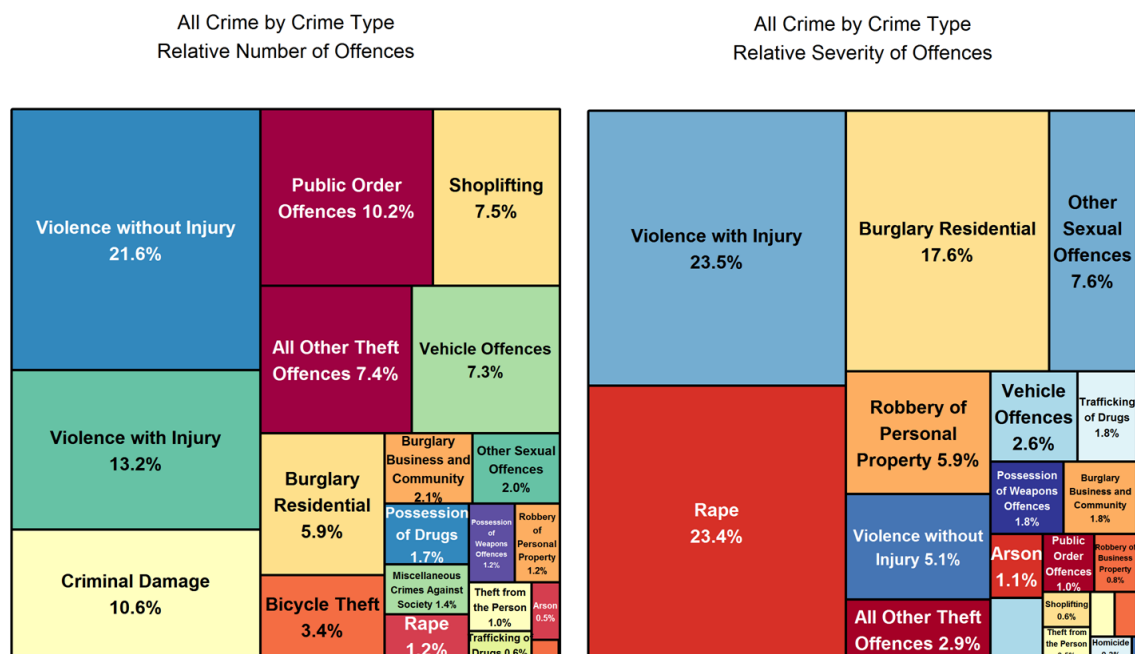
Figure 4.3 illustrates the changes in reported crime by key offence types and gives the percentage change since last year (red shows a rise), and the position amongst the comparator group (1 is worst). It should be noted that police recorded crime statistics are affected by changes in police activity as well as recording practices, and that an increase in weapon offences often tallies with proactive policing. Among the main crime categories, there have been notable increases in violent crime, including domestic violent crime and serious knife crime, and residential burglary. The overall 7.6% increase in violent crime has been driven by increases in violence without injury crimes, which include



cruelty to children/young persons and modern slavery. As noted above, the effect of recording improvements by the police is thought to have been most pronounced in the relatively less harmful types of violent crime, but there have also been changes in the coverage of stalking and harassment offences and in the rules governing the recording of these offences, so trends need to be interpreted with caution.<sup>17</sup> There have also been big increases in arson and blackmail in Southampton. Year on year declines in crime count of more than 10% are shown in most serious violence, non-residential burglary and vehicle offences. There has also been a decline of 32% in anti-social behaviour offences.

Among the key crime categories, changes in crime severity have generally been more favourable than the change in crime count; that is severity has increased more slowly, or declined more rapidly. For example the severity of violence with injury crimes has decreased by 8.4% from 2017/18 to 2018/19 while the crime count decreased by only 0.9%. In fact, in the case of all violent crime, the severity score has reduced by 5.4%, despite the crime count increasing by 7.6%; this indicates that although the number of recorded offences has increased this year, the severity of these offences has reduced significantly, likely because of the recording rule changes noted above. However, in some cases severity has increased more rapidly than crime count: the volume of offences for possession of weapons increased by 16.2% from 2017/18 to 2018/19, but the increase in the total severity score of these offences was much greater at 63.1%. Similarly, the number of violence without injury offences increased by 4.1% in 2018/19, yet there was a much greater increase in the crime severity score (20.3%).

Figure 4.4:



Source: Hampshire Constabulary

Figure 4.4 shows the relative mix of crime types in Southampton in 2018/19 by both crime count and severity. The most commonly occurring crime types are, in descending order, violence without injury, violence with injury and criminal damage. However, the offence types with the greatest total severity

scores are violence with injury, rape and residential burglary. These are the offences which could be said to cause the most 'harm' in Southampton.

### *Crime Prioritisation*

A simple score was calculated to inform crime priority setting in the city. This is based on a combination of the rankings for the different crime types in: crime frequency; crime severity score; the proportion of crimes with formal action taken; the year on year percentage increase in crime; and relative position of Southampton among its group of comparator Community Safety Partnerships. The prioritisation matrix with contributing metrics is given in figure 4.5. Where values were unavailable an average rank was assumed. Based on the score the top four crime priorities for the Partnership are, in order

- Violent crime, particularly violence without injury
- Residential burglary
- Sexual offences particularly rape
- Domestic crimes including domestic violent crime



Figure 4.5: Crime Prioritisation Matrix

Indicator	2018/19 count	2018/19 crime severity score	Formal action taken %	Percentage change 2017/18 to 2018/19 count	iQuanta position	Overall priority rank
Total crime*	31,890	20.0	13.0	1.0%	3	3
Most serious violence*	199	1.7	21.1	-21.3%	7	29
Violent crime*	11,079	5.8	13.7	7.6%	3	1
Violence with injury*	4,186	4.7	16.9	-0.9%	2	7
Violence without injury*	4,900	0.8	11.7	4.1%	1	6
Burglary residential*	1,871	3.6	4.0	7.5%	3	2
Burglary non-residential*	657	0.4	6.4	-20.7%	5	27
Robbery*	425	1.3	7.9	4.9%	7	22
Vehicle offences*	2,319	0.5	2.1	-10.7%	11	19
Sexual offences*	1,039	6.2	3.2	0.4%	3	4
Sexual offences - rape*	382	4.6	0.8	-4.7%	2	9
Sexual offences - other*	657	1.5	4.6	3.6%	4	17
Possession of weapons offences*	381	0.4	36.7	16.2%	1	22
Possession of bladed implement*	177	0.0	41.6	-1.1%	3	30
Weapon used bladed implement**	676	1.3	20.6			24
Arson*	175	0.2	10.9	59.1%	3	19
Malicious communications*	1,239	0.1	5.1	28.0%	3	10
Modern slavery*	30	0.1	0.0	76.5%	7	21
Cruelty to children/young persons*	180	0.1	8.6	85.6%	2	15
Stalking and harassment*	1,989	0.2	9.9	46.1%	6	15
Blackmail*	81	0.3	4.8	65.3%	3	13
Drug offences*	719	0.4	65.7	8.3%	13	28
Hate crime**	738	0.2	20.9	4.4%		26
Domestic violent crime**	3,486	1.6	13.7	15.0%		7
Crimes with domestic flag**	4,293	3.5	14.1	13.1%		5
Violent crime with public place flag**	4,033	2.7	19.2	0.5%		11
Anti-social behaviour**	7,765		6.9	-32.0%		11
Serious knife crime**	293			17.2%		18
Alcohol affected crime**	2,647	1.7	28.4	6.2%		13
Drug affected crime**	707	0.5	39.2			25

\* The Home Office. Office for National Statistics. Crime in England and Wales, Year Ending March 2019

\*\* Hampshire Constabulary

## 4.2 Crime Reporting

Nationally there is a consistent discrepancy between the volume of police recorded crime and crime estimates derived from the Crime Survey for England and Wales (CSEW). The CSEW asks respondents whether incidents were reported, or otherwise came to the attention of the police. Results from the survey indicate that of all CSEW comparable crimes only 41% were reported to the Police in the year ending March 2019.<sup>17</sup> If similar rates apply in Southampton, then more than 45,000 similar crimes may have gone unreported in 2018/19. Findings from the CSEW also reveal that, nationally, there are significant differences in reporting rates between different types of crime and that this varies over time.

Differences in the trends of CSEW and police recorded crime consequently reflect the proportion of crime experienced by the public that goes unreported. However, they also reflect changes in police priorities and recording practices, variation in the CSEW sample and differences in the time period covered between the two sources. Reporting rates vary widely by the type of offence and are lowest for offences such as vandalism and highest for offences such as theft of a vehicle. This can reflect the victim's perceived seriousness of the offence and practical considerations such as the necessity of obtaining a crime reference number to validate an insurance claim.

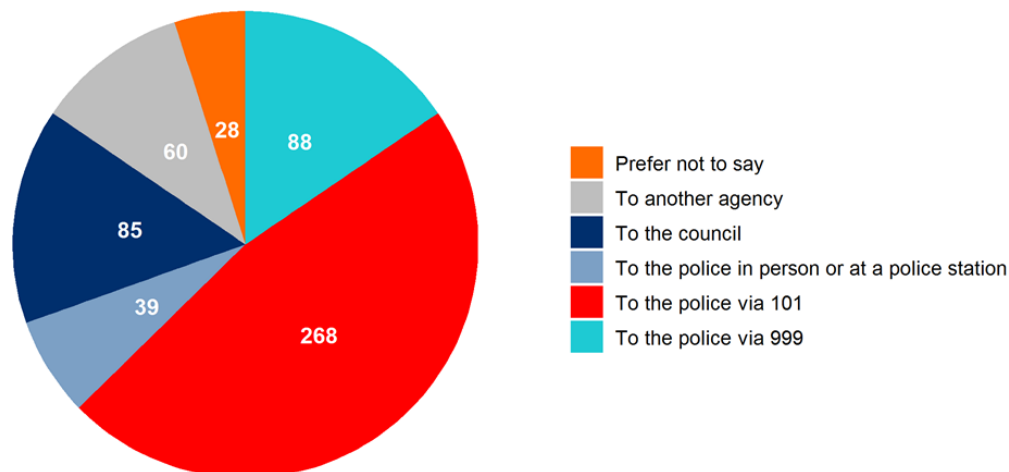
In the Southampton Community Safety Survey 2019, respondents were asked if they had been a victim of crime or anti-social behaviour in the last 12 months, and whether the crime was reported to the police or not. Of the 669 respondents to the survey who had been a victim of crime(s) or antisocial behaviour in Southampton in the previous 12 months, 278 (40.6%) did not report at least one incident. The greatest proportion of unreported incidents were for verbal assault (64%), harassment (55%), sexual assault (50%) and antisocial behaviour (42%).

Of the 59.4% of respondents who did report incidents, just under half reported to the police via 101 (figure 4.6). Around 15% reported incidents to the police via 999, while 15% reported incidents to the council.

Figure 4.6:

**Responses to: 'If you reported the incidents(s), how did you do this?'**

Southampton 2018/19

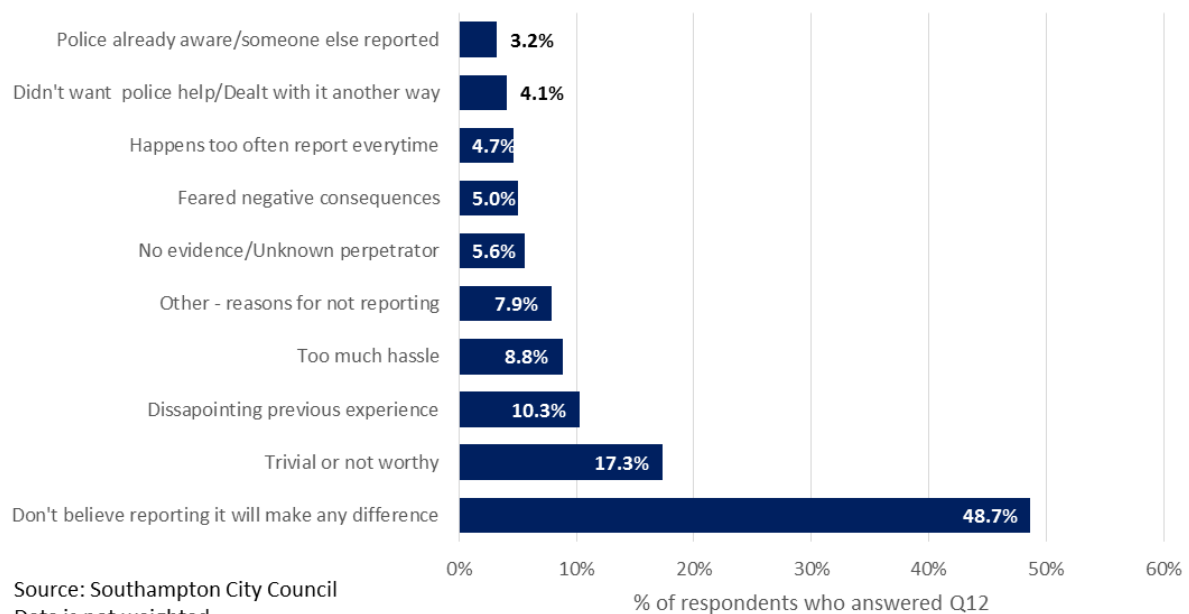


Source: Southampton City Council  
Data is not weighted

Figure 4.7:

**Responses to "If you didn't report the incident(s), why did you not report it?"**

Southampton 2018/19



Source: Southampton City Council  
Data is not weighted

Of those who did not report an incident, 49% said it was because they did not feel reporting it would make any difference as the police would not take any action. 17% said it was because the incident was trivial and the police had more serious crimes to investigate. 10% said they did not report the incident

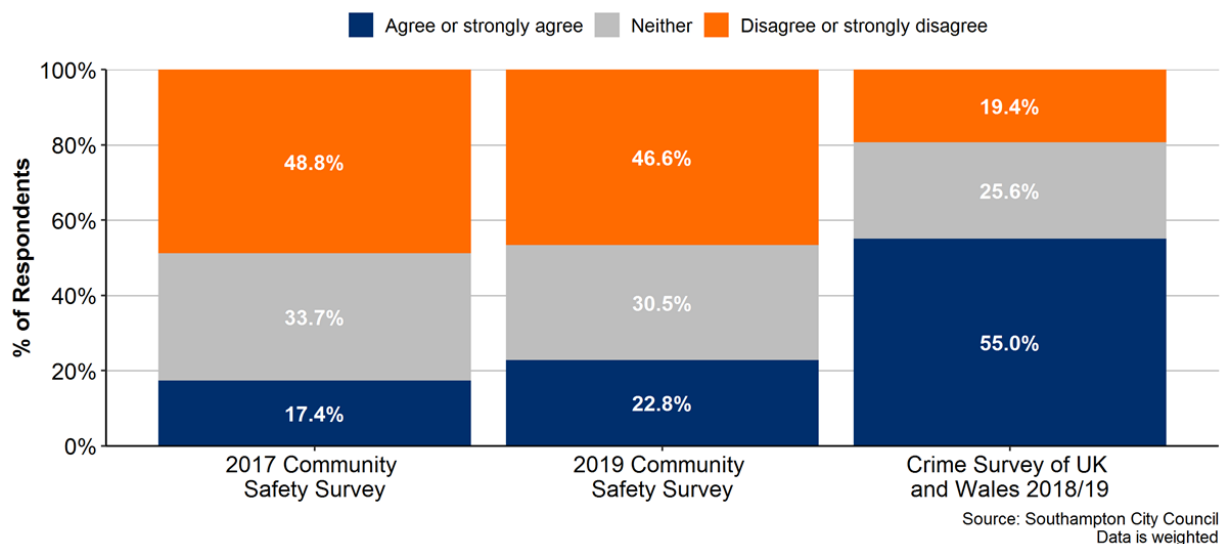
because of a disappointing previous experience, while 9% mentioned that it was too much hassle. Of those saying it was too much hassle, long 101 call waiting times were frequently mentioned as an obstacle. See figure 4.7 for a full breakdown of reasons for not reporting incidents.

In the 2019 CSEW the main reasons why respondents did not report incidents to the police were that the police could not do anything (34%); they regarded an incident as too trivial or not worth reporting (30%); or considered that the police would not have bothered or not have been interested (22%).<sup>17</sup>

Figure 4.8:

**Responses to: 'To what extent would you agree or disagree that the police and other local public services are successfully dealing with crime and anti-social behaviour in your local area?'**

Southampton 2018/19



Less than a quarter (22.8%) of respondents to the Southampton Community Safety Survey 2019 agree that the police and other local public services are successfully dealing with crime and anti-social behaviour in the local area. However, this is a small increase compared to the 2017 Community Safety Survey when 17.4% agreed that the police and local authority were successfully dealing with crime and antisocial behaviour (figure 4.8). In comparison, national data from the 2019 CSEW shows that 55% of respondents agreed that the police and local council are dealing with the anti-social behaviour and crime issues that matter in the local area. This much higher proportion will reflect to some extent the contrasting designs of CSEW and the Southampton Community Safety Survey. See section 5 of this report for further information and results from the 2019 Southampton Community Safety Survey.

It is important that incidents are reported to the police so that victims can access appropriate support, both to reduce any harm resulting to the victim from that crime and to prevent repeat victimisation. In addition, accurate crime records provide vital information, allowing crime problems in local force areas to be identified and assisting in effective resource allocation.

## 4.3 Offenders

### 4.3.1 Offender Profiling

Around 8,318 suspects or offenders<sup>18</sup> were identified from police systems for offences that occurred in Southampton during 2018/19. These offenders were responsible for 15,129 of the 31,890 crimes committed in the city during the period (47.4%). Using this data, we are able to profile suspects and offenders in the city, although it should be emphasised that this only relates to identified suspects or offenders, who may have different characteristics to those who were not caught or who committed offences that were not recorded.

Figure 4.9 shows the number of offenders by the number of crimes they were responsible for in 2018/19. The majority of known offenders (65%) committed only one offence per year, although we are not able to identify how many of these were first time offenders. This is lower than the proportion recorded for 2016/17 (69%). Data from the Ministry of Justice shows that approximately 24% of offenders cautioned or convicted in 2018/19 were first time entrants to the criminal justice system.<sup>19</sup> This suggests that as well as looking at persistent and prolific offenders, we should also consider those offenders locally with a long term but low-level criminal career. However, despite offenders committing a single offence making up the majority, they account for only 32.5% of recorded crime where an offender was identified (15.4% of total crime). Those committing two or more offences were responsible for the majority (67.5%) of recorded crime with an identified suspect or offender in 2018/19. This is an increase from the 62.4% recorded in 2016/17 and suggests either that reoffending is a growing problem, or that reoffenders are more likely to be identified than single offenders.

Figure 4.9: Number of offences committed by known suspects or offenders in 2018/19

No. of All Crime Offences Committed	No. of All Crime Offences Committed	% of All Crime Offences Committed	No. of All Crime Offenders	% of All Crime Offenders
1	5,392	32.5	5,392	64.8
2	2,772	16.7	1,386	16.7
3-4	3,055	18.4	918	11.0
5+	5,388	32.4	622	7.5

The most prolific suspects or offenders were identified for 5 or more offences (622 individuals). Collectively, these individuals make up 7.5% of identified offenders but were responsible for 5,388 crimes; that is 32.4% of recorded crime where a suspect or offender was identified (15.3% of total crime).

<sup>18</sup> With valid age and sex

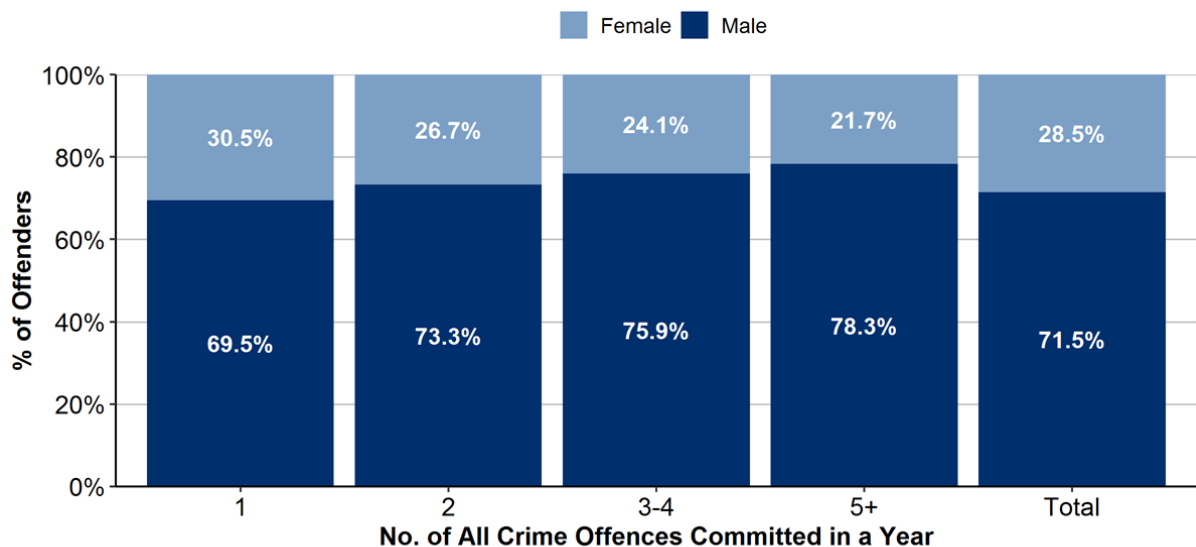
<sup>19</sup> Ministry of Justice. Criminal Justice System statistics quarterly: March 2019. Overview table Q6.2. Available from: <https://www.gov.uk/government/statistics/criminal-justice-system-statistics-quarterly-march-2019> [accessed September 2019]

In 2018/19, just under three quarters of offenders were male (71.5%) and a little over a quarter female (28.5%), which is very similar to previous assessments. The proportion of males increases among more prolific offenders with 78.3% of offenders committing five or more offences being male (figure 4.10). Again this is a similar proportion to previous assessments.

Figure 4.10:

**Gender Profile of Offenders by Number of Offences - All Crime**

Southampton 2018/19



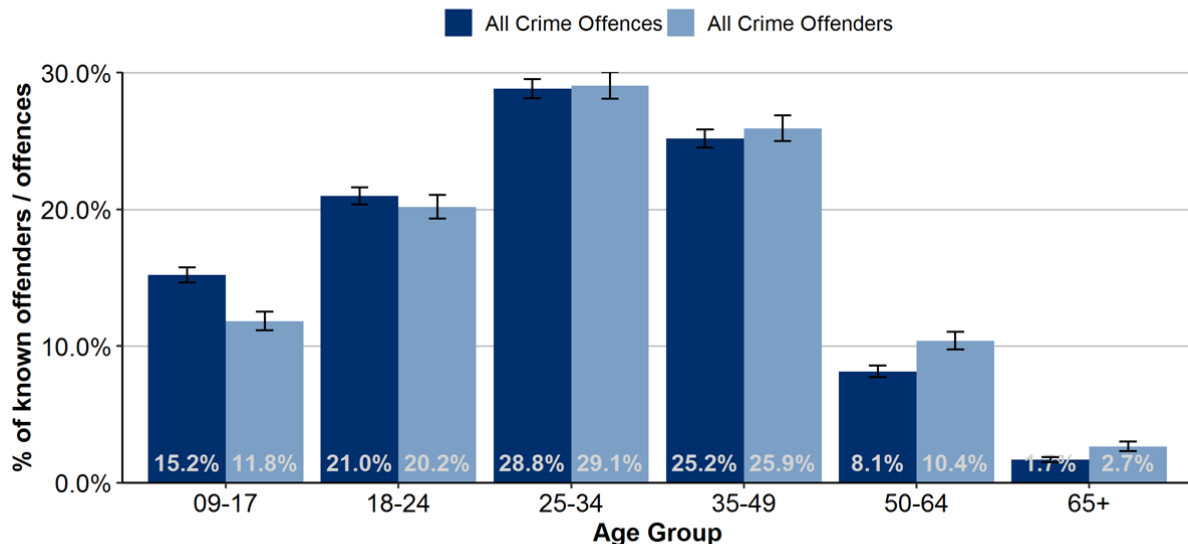
Source: Hampshire Constabulary

Just under one third (32.0%) of all known suspects or offenders are aged under 25, a similar figure to the assessment of 2016/17. The proportion of known offenders aged under 18 has decreased to 11.8% compared to 12.1% in 2016/17, but this age group is now responsible for a greater proportion of offences, 15.2% compared to 13.9% in 2016/17 (figure 4.11). In contrast, those aged 50+ are on average less likely to be repeat offenders compared to their younger peers. For example 50-64 year olds represent 10.4% of all known crime offenders, but committed only 8.1% of the crime of this group.

Figure 4.11:

### Age Profile of Offenders - All Crime

Southampton 2018/19



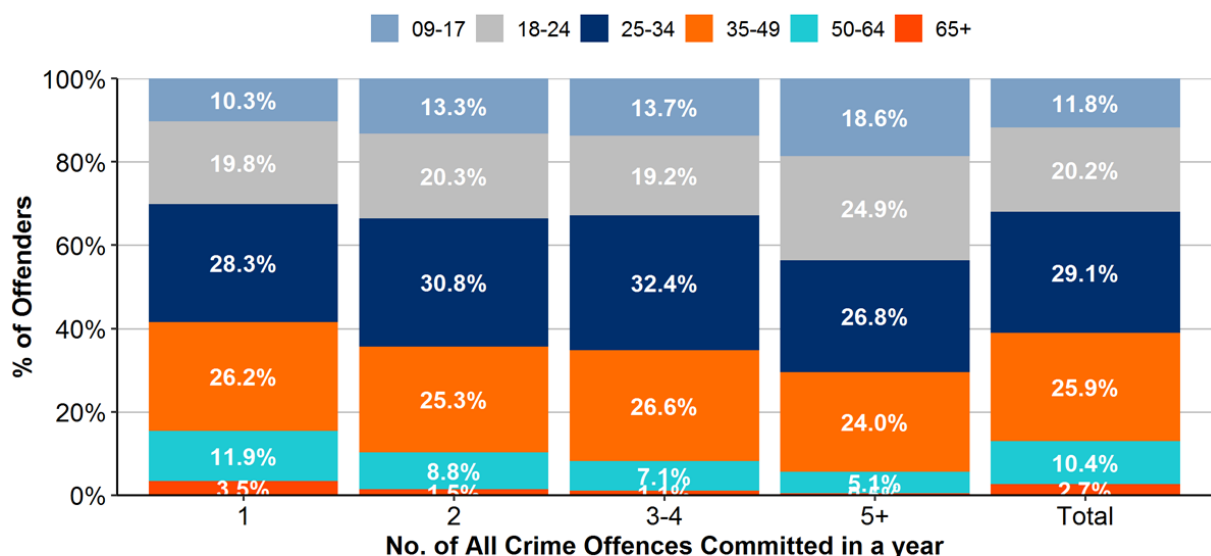
Source: Hampshire Constabulary

Figure 4.12 also illustrates how the age profile of the known prolific offenders is skewed towards the younger age groups. 43.6% of those identified as committing five or more offences during 2018/19 were aged under 24.

Figure 4.12:

### Age Profile of Offenders by Number of Offences Committed - All Crime

Southampton 2018/19

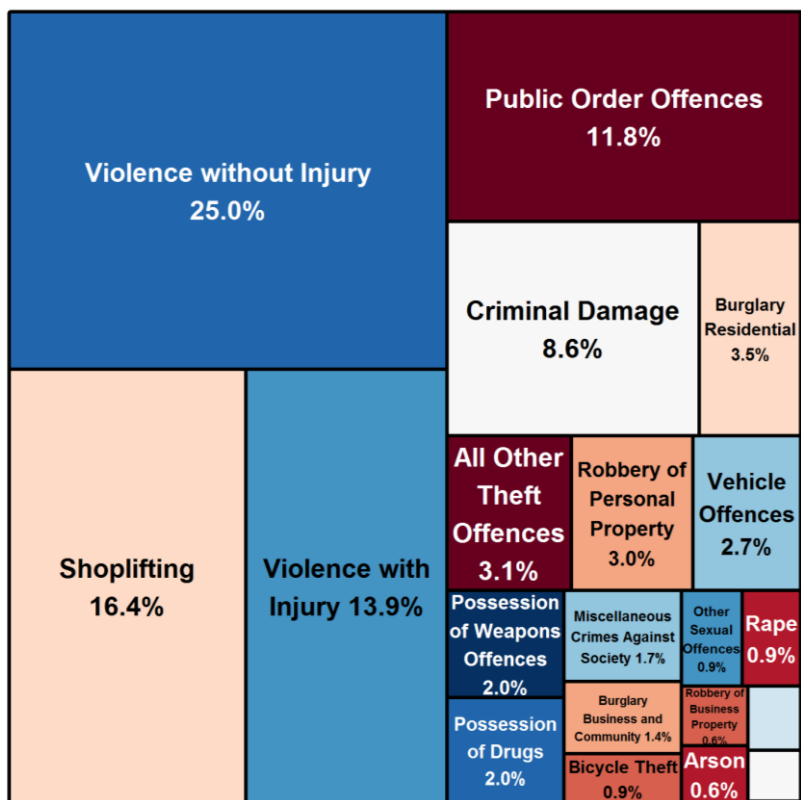


Source: Hampshire Constabulary



Figure 4.13 shows the relative number of offence types committed by the most prolific offenders (5+ offences). Violence without injury is the most frequently occurring offence type (25.0%), followed by shoplifting (16.4%) and violence with injury (13.9%).

Figure 4.13: Crime Mix of Most Frequently Identified (5+) Suspects and Offenders, Southampton 2018/19



Source: Hampshire Constabulary

### 4.3.2 Reoffending

Evidence illustrates that as a group, offenders (or those at risk of offending) frequently suffer from multiple and complex issues which can impact on offending behaviour, including mental and physical health problems, learning difficulties, substance misuse, homelessness and have an increased risk of premature mortality.<sup>20</sup> Therefore, adult reoffending is an important issue to tackle for multiple reasons, as well as being a priority in its own right. However, caution is required when interpreting reoffending data as it does not account for differences/changes in the case-mix of offenders either over time or between areas.

Figure 4.14 shows the proportion of adult offenders who are proven to have reoffended for Southampton and its comparator Community Safety Partnerships. This relates to offenders who were

<sup>20</sup> Revolving Doors Agency, PCA and PHE (2013) *Balancing Act: Addressing health inequalities among people in contact with the criminal justice system*. Available from: <http://www.revolving-doors.org.uk/why-were-here/health-justice/balancing-act> [accessed September 2019]



released from custody, received a caution, reprimand, warning or a non-custodial conviction at court between October 2016 and September 2017 and were proven to have reoffended within one year of follow-up. Southampton has a reoffending rate of 33.0% which is significantly higher than the England and Wales average of 28.7%. Southampton also has a higher than average number of previous offences per offender at 24.8 compared to 19.7 for England, the fifth highest amongst its comparators.

Figure 4.14:

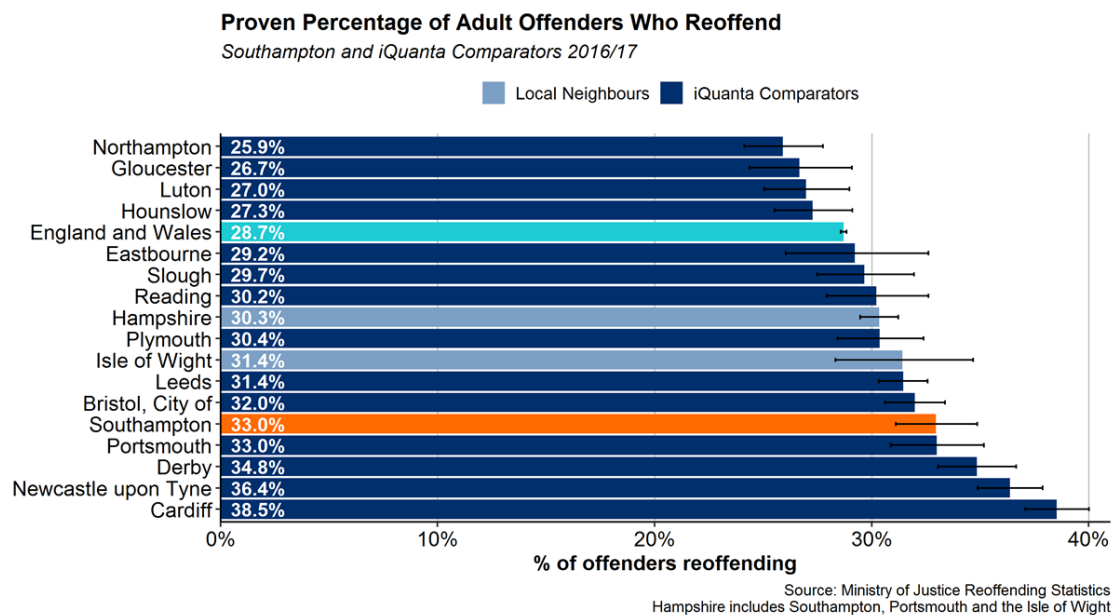


Figure 4.15 shows the trend in proven reoffending for Southampton, Hampshire and England. A method change in 2014/15 means that the trend after this time should not be compared with earlier years. However, the figure shows that for Southampton there has been a year on year increase of 3.1% percentage points in the proportion of adults who reoffend from 2015/16 to 2016/17, while the corresponding change in England and Wales was 0.1%. The average number of reoffences per offender in Southampton also increased from 3.9 in 2015/16 to 4.3 in 2016/17. Although the England and Wales average also increased over the same period, this increase was slightly smaller, from 3.9 to 4.1 reoffences per offender.

Figure 4.15:

**Percentage of Adult Offenders Who Reoffend - Trend**

Southampton Community Safety Partnership, Hampshire and England 2018/19

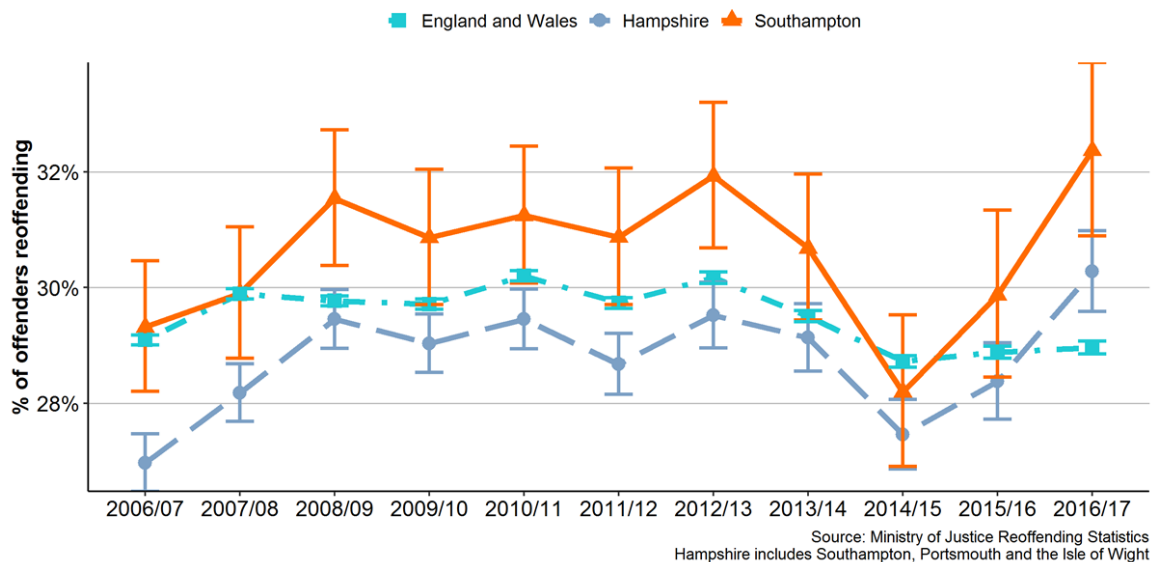
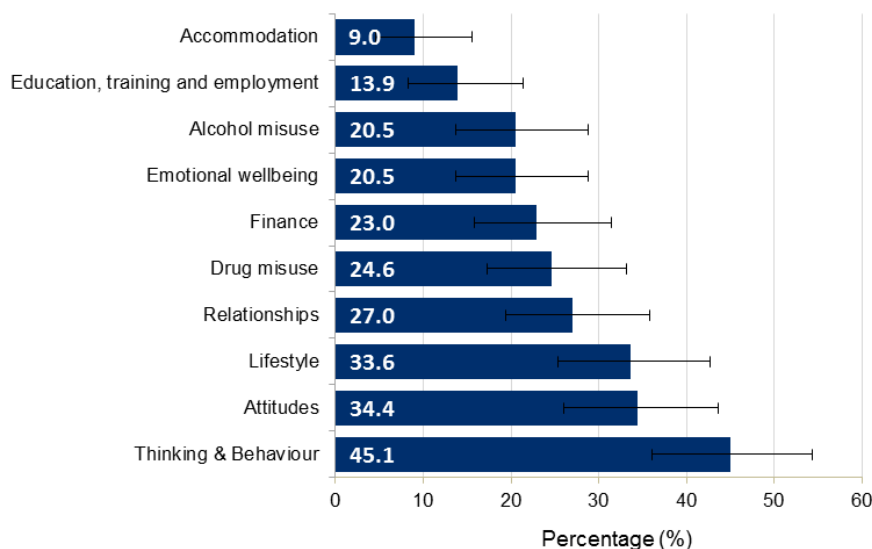


Figure 4.16:

**CRC offenders by criminogenic need - Southampton residents: 2018**



Source: Hampshire & Isle of Wight Community Rehabilitation Company, from OPCC InterACT  
Relates to offenders having assessments in period 1/1/2018-31/12/2018

In order to understand offending behaviour (to reduce reoffending), probation services complete Offender Assessment System assessments for offenders which link into the seven pathways to offending. This provides an indication about whether a particular issue is thought to be linked to offending behaviour (a criminogenic need). Figure 4.16 shows the criminogenic needs identified for the 122 Community Rehabilitation Company supervised offenders in Southampton who had assessments in 2018. The most prevalent criminogenic need is 'thinking and behaviour' which was

identified as an issue in 45.1% of offenders. Alcohol and drug misuse were identified as needs in around one fifth and one quarter of offenders respectively.

At termination of supervision, 4% of 461 Community Rehabilitation Company offenders with a known accommodation status were homeless (n=23), with a further 1% (n=5) in transient short term accommodation. Homeless offenders are more likely to commit further crimes upon release from supervision and there is a continued need for probation services and Southampton City Council to work together to maximise successful outcomes with respect to housing.

## 4.4 Victims

A victim is defined as a person who has suffered harm, which was directly caused by criminal conduct. The harm suffered may be physical, mental or emotional harm, or economic loss. A victim may also be a close relative of a person whose death was directly caused by criminal conduct.

CSEW has shown that nationally 14.9% of adults were a victim of crime in 2018/19. Following a method change in the handling of repeat victimisation in the CSEW, these data are not comparable with data published before 2019. The latest CSEW estimate is 6.4 million incidents of crime (excluding fraud and computer misuse) in England and Wales in the year ending March 2019, similar to the previous year. Conversely the number of victims reporting crimes to the police increased year on year by 2.3%. Although CSEW only reports crime experienced by adults aged 16 and over and has various other exclusions, this suggests that a greater proportion of crime is being reported to the police than in previous years.<sup>17</sup> The victim data for Southampton is not directly comparable with CSEW data as it relates to police recorded crime.

### 4.4.1 Victims in Southampton

Excluding businesses and the state there were around 18,000 individual victims of crimes in Southampton during 2018/19 who were involved in 24,000 of the crimes committed in the city (75%). This is similar to the 18,000 individuals (23,000 crimes) identified in 2016/17. Using the 2018/19 data, we are able to profile victims in the city, although it should be emphasised that this only relates to known victims who reported crimes to the police, who may have different characteristics to those who chose not to.

Figure 4.17 below shows the number of victims by the number of offences they experienced in 2018/19. The majority of known victims (82%) experienced only one crime over the course of the year and these account for 62% of offences where victim details have been recorded. 12% of known victims experienced two crimes over the course of the year and 6.5% of victims experienced three crimes or more.

Figure 4.17: Number of offences experienced by known individual victims in 2018/19 (excluding businesses and the state)

No. of All Crime Offences Experienced	No. of All Crime Offences Experienced	% of All Crime Offences Experienced	No. of All Crime Victims	% of All Crime Victims
1	14,805	61.6	14,805	81.8
2	4,220	17.6	2,110	11.7
3-4	2,842	11.8	866	4.8
5+	2,164	9.0	319	1.8

\* Total of 31,890 crimes recorded in 2018/19

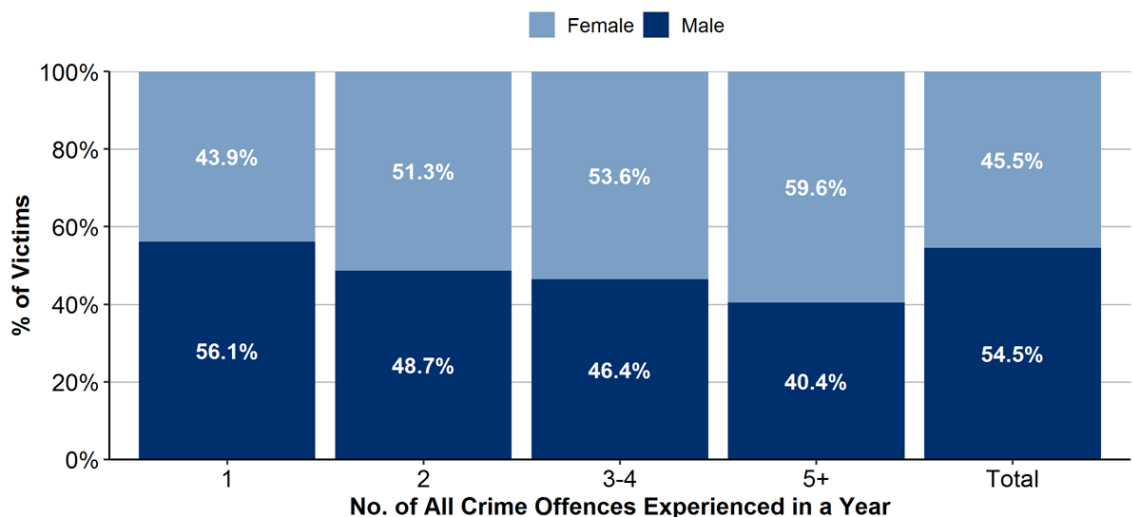
A small group of individuals (1.8%, 319 individuals) experienced five or more crimes. This is an increase on 1.2% (223 individuals) in 2016/17. Collectively these individuals experienced 2,164 crimes, equivalent to 9.0% of recorded crime where an individual victim was recorded.

A little over half of recorded crime victims were male (54.5%) and slightly under half were female (45.4%). The proportion of females increases for repeat victimisation: 60% of victims experiencing five or more offences over the course of the year were female (figure 4.18).

Figure 4.18:

**Gender Profile of Victims by Number of Offences - All Crime**

Southampton 2018/19



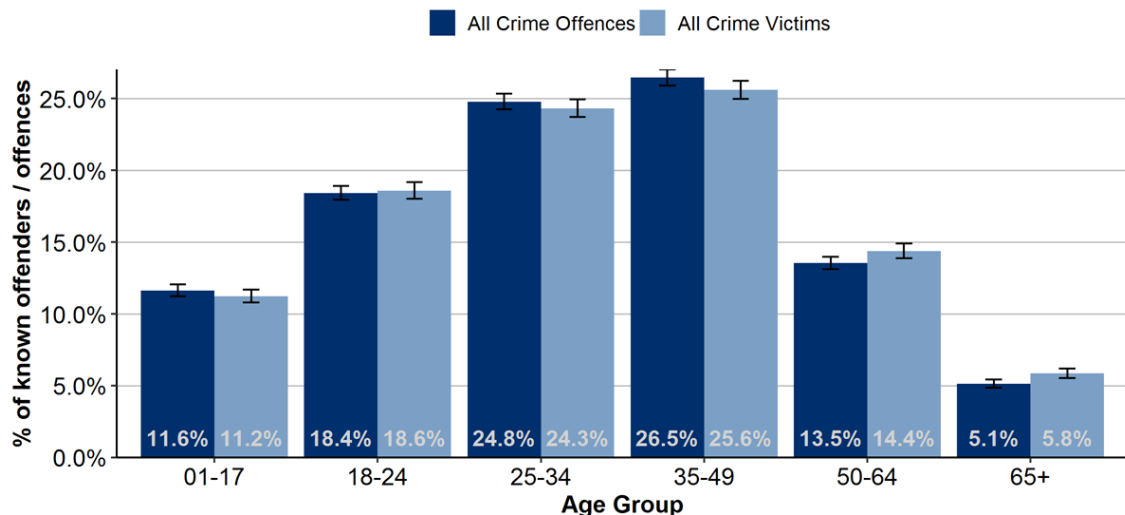
Source: Hampshire Constabulary

Around half of victims were aged between 25 and 49 years old, with a fairly even split between those aged 25-34 and those aged 35-49. 11% of victims were aged under 18 and 5.8% aged over 65. The age profile for victims and for offences experienced is similar (see figure 4.19).

Figure 4.19:

**Age Profile of Victims - All Crime**

Southampton 2018/19



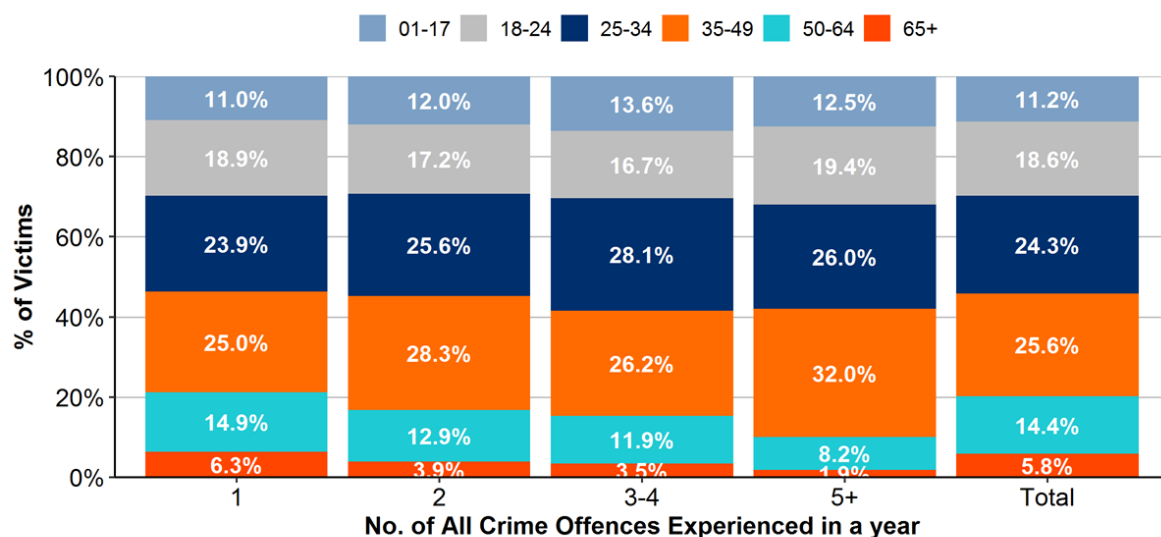
Source: Hampshire Constabulary

Figure 4.20 illustrates how the age profile of the victims varies by the number of offences experienced. The proportion of victims aged 35-49 increases from 25.0% to 32.0% for those experiencing 5 or more crimes in the year, indicating that repeat victimisation is higher in this age group.

Figure 4.20:

**Age Profile of Victims by Number of Offences Experienced - All Crime**

Southampton 2018/19

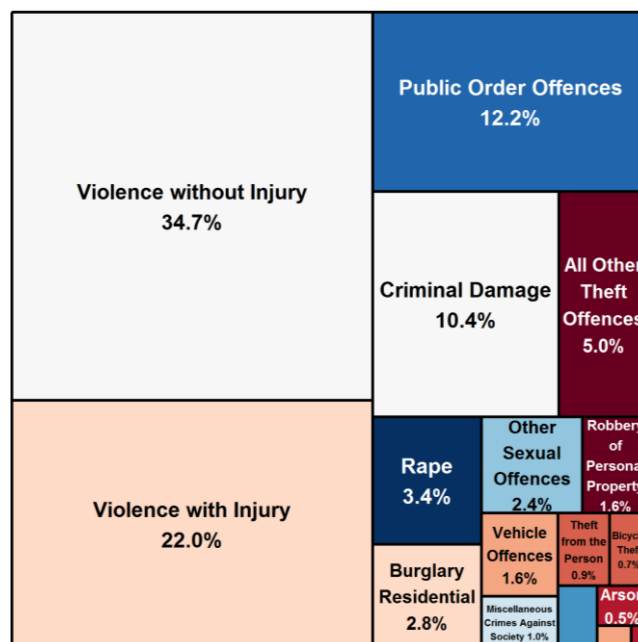


Source: Hampshire Constabulary

Figure 4.21 shows the relative number of offence types experienced by the most frequent victims. Violence without injury is the most frequently occurring offence type (34.7%), followed by violence

with injury (22.0%) and public order offences (12.2%). 39% of offences experienced by the most frequent victims (5+ offences) were domestic in nature.

Figure 4.21: Crime Mix Experienced by Most Frequent (5+) Victims



Source: Hampshire Constabulary

#### 4.4.2 Repeat Victimisation

For those who do become a victim of crime, the experience can be traumatic, and the impact of repeat victimisation can be devastating. Some households, individuals and businesses are especially vulnerable to crime. This may be linked to risk factors such as a lack of proper security in the home or business, being isolated, engaging in risky behaviours, alcohol abuse, or being located close to higher concentrations of likely offenders. The vast majority of individuals and businesses do not become victims of crime but those who are victimised consistently face the highest risk of being victimised again.<sup>21</sup>

Where known, in Southampton approximately 18.2% of all victims in 2018/19 experienced more than one crime over the course of the year which is higher than in previous assessments (16.4% in 2016/17, 15% in 2015/16 and 12% in 2014/15). On average 8% of all victims had previously been a victim of the same category of offence (8% in 2016/17, 7% in 2015/16 and 5% in 2014/15). The highest proportion of victims of repeat crimes of the same type were observed in crimes of a violent nature, rape, criminal damage and public order offences (figure 4.22).The percentage of victims who experienced rape more than once has declined from 11.1% in 2016/17 to 9.2% in 2018/19.

<sup>21</sup> Weisel D L, Centre for Problem-Oriented Policing (2005) *Analysing Repeat Victimisation: Tool Guide No. 4* [http://www.popcenter.org/tools/repeat\\_victimization](http://www.popcenter.org/tools/repeat_victimization) [accessed September 2019]



Figure 4.22:

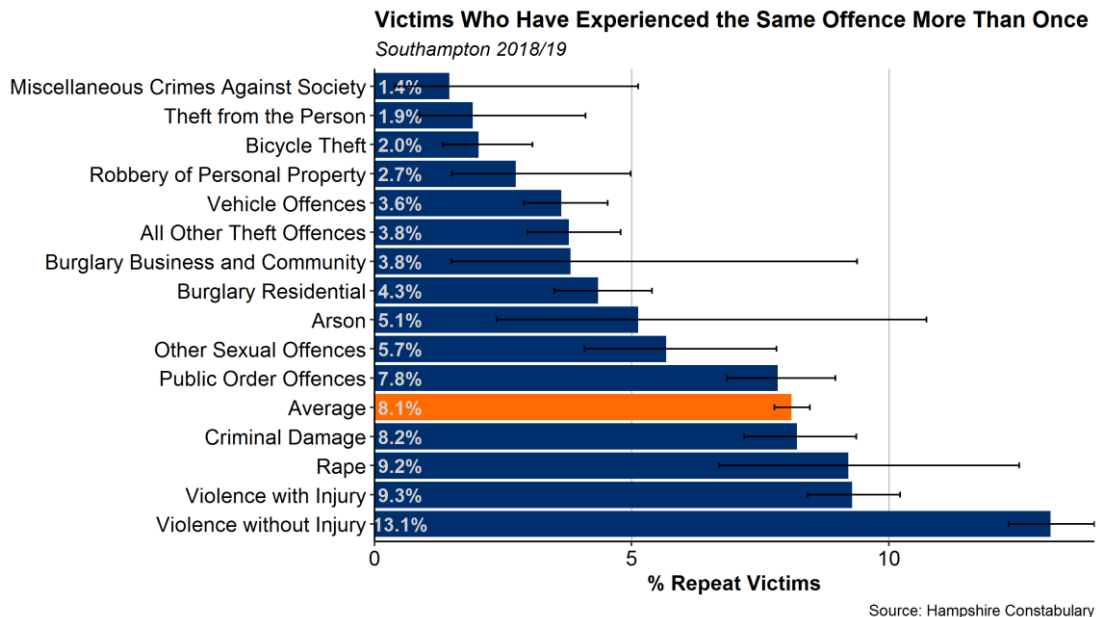
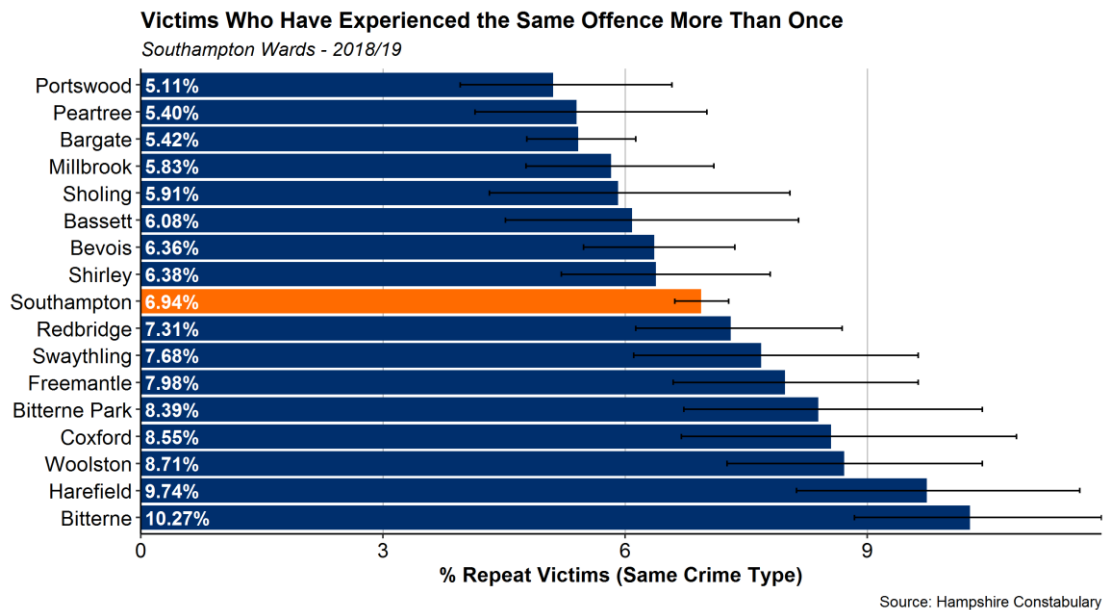


Figure 4.23:



Analysis of the location of offences suffered by repeat victims of the same crime type shows that a significantly higher proportion of these offences occur in Harefield and Bitterne wards when compared to the average for Southampton. Bargate ward has a significantly lower proportion of those who repeatedly experience the same crime type (figure 4.23) but also has the highest rate of police recorded crime in Southampton, indicating that the types of crime that occur in Bargate are not carried out by repeat offenders. This is because the transient nature of Bargate makes repeat victimisation less likely: victims are likely to have commuted there for work, shopping or the Night Time Economy and are less likely to live there compared to other wards.

## 4.5 Crime Distribution, Deprivation and Inequalities

Research linking deprived neighbourhoods and higher levels of crime has been well documented. Poverty alone does not cause criminal behaviour or victimisation. However, poverty generates material, personal and social conditions that mean that people living in poorer neighbourhoods are generally more likely to be the victims and/or the perpetrators of crime. Likelihood of teenage or adult offending has been found to be substantially increased among children who grow up poor and studies have consistently found strong links between poverty and violent crimes.<sup>22</sup>

### 4.5.1 Crime Distribution

The crime rate per 1,000 resident population varies considerably by electoral ward with the wards of Bevois and Bargate recording the highest rate of offences per resident head of population, significantly higher than the city average (figure 4.24). These central wards have large shopping areas and high numbers of night time economy venues which are associated with some crime types. Total recorded crime increased by 3.2% in Bargate in 2018/19 compared to 2017/18 (an increase of 210 offences), but there was a decrease in total recorded crime of 5.6% (198 offences) in Bevois.

It should be noted that the very high reported crime rates in the city centre are influenced by the use of resident population in the denominator of the crime rate calculation. The 'transient' population (i.e. people who migrate into these areas on a daily basis for work or leisure) will not be reflected in the calculated figure, but will impact on the number of reported crimes.

The distribution of crime by electoral ward varies by crime type, as illustrated by the tartan rug shown in figure 4.25. Red indicates that the recorded crime rate is higher than the city average, whilst green indicates it is lower; the darker shades of each colour indicate that the rate is statistically significantly different to the average. It should be noted that the tartan rug reflects the location where the offence took place, rather than where the victim or offender comes from. Bargate and Bevois have high rates across the majority of crime types, whilst domestic crimes, violence without injury and criminal damage appear more prevalent in areas of high deprivation. The reasons for the distribution for other individual crimes are examined in more detail later in the assessment.

<sup>22</sup> McAra, L., and McVie, S. and Mellon, M. (2015) 'Poverty Matters' Scottish Justice Matters, November, Available online: <https://tinyurl.com/pt229wm> Accessed on 4/9/17



Figure 4.24:

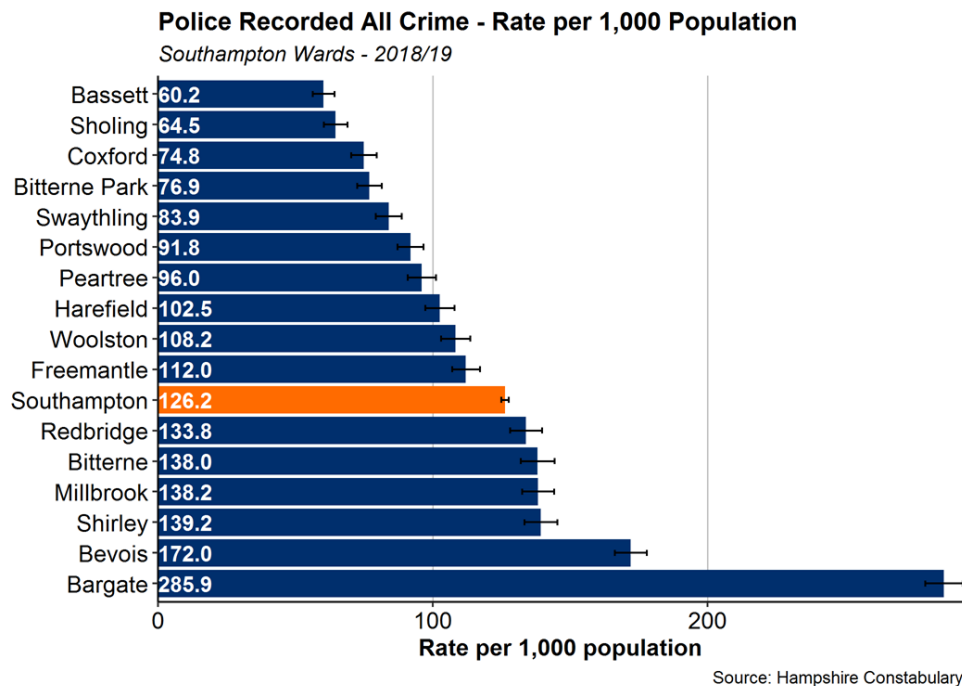


Figure 4.25: Police recorded crime in Southampton and Wards 2018/19

Key: Difference to Southampton and England average

Significantly worse  
Worse but not significantly  
Significantly better  
Better but not significantly

Police recorded crime 2018/19	Per 1,000 resident population																	
	All Crime	Domestic Flagged Crime	Hate Crime	Alcohol Affected Crime	Drug Affected Crime	Anti-Social Behaviour	Violence Against the Person	Most Serious Violence	Violent Crime in Public Places	Violence with Injury	Violence without Injury	Stalking and Harassment	Serious Sexual Offences	Rape	Robbery	Theft Offences	Burglary Residential	Criminal Damage and Arson
Southampton	126.2	17.0	2.9	10.5	2.8	30.8	43.9	0.8	16.0	16.6	27.2	7.8	3.4	1.5	1.7	43.6	7.4	14.1
Bargate	285.9	18.0	8.0	27.5	6.9	88.5	77.7	1.5	47.0	34.2	43.5	7.1	6.7	2.0	6.3	129.5	7.8	21.6
Bassett	60.2	6.6	1.7	2.8	0.7	11.5	19.1	0.3	5.2	6.8	12.3	3.8	1.2	0.6	0.4	24.5	8.6	6.3
Bevois	172.0	21.4	5.7	23.0	3.8	41.5	71.7	1.9	30.9	30.5	41.1	8.7	4.4	2.4	2.9	48.0	7.1	15.8
Bitterne	138.0	27.8	1.7	11.1	3.6	31.5	56.1	0.8	13.7	20.8	35.3	12.8	3.2	1.2	1.2	33.9	6.4	20.9
Bitterne Park	76.9	14.8	2.1	7.2	1.6	14.5	29.8	0.3	8.8	11.1	18.7	6.2	3.2	1.2	0.7	23.5	6.3	8.8
Coxford	74.8	13.7	1.7	4.1	1.2	26.1	27.6	0.3	7.2	9.8	17.7	6.2	2.4	0.8	1.1	21.8	5.6	11.6
Freemantle	112.0	15.8	2.9	10.4	3.1	21.5	39.3	0.8	10.3	14.7	24.6	8.0	2.4	1.5	0.9	35.6	8.5	12.3
Harefield	102.5	17.9	1.3	6.3	1.9	25.7	40.1	0.6	12.0	14.3	25.7	9.0	2.7	1.1	1.0	29.3	7.3	15.6
Millbrook	138.2	18.9	3.3	7.4	2.7	28.7	42.7	0.8	13.9	15.5	27.1	8.9	3.2	1.5	1.3	54.0	10.9	16.0
Peartree	96.0	15.6	2.0	6.6	1.3	19.5	34.6	0.7	10.5	10.5	24.1	7.2	1.9	1.0	1.6	31.8	5.5	10.9
Portswood	91.8	9.9	2.3	7.8	3.0	12.2	26.7	0.3	10.1	9.7	17.0	4.8	2.4	1.2	1.1	39.2	9.9	9.9
Redbridge	133.8	23.3	1.6	9.0	2.1	34.9	51.4	0.6	13.9	16.6	34.8	10.7	3.2	1.5	1.5	38.3	7.1	20.0
Shirley	139.2	16.7	3.6	11.9	3.6	31.5	46.4	0.9	17.7	16.0	30.4	7.1	3.4	1.5	1.7	52.4	9.9	14.4
Sholing	64.5	11.2	1.1	5.1	1.5	14.3	23.4	0.5	6.5	9.1	14.2	5.3	1.7	0.8	0.4	20.9	5.8	8.2
Swaythling	83.9	12.5	2.2	4.7	1.9	17.5	30.6	0.5	8.5	11.1	19.5	7.2	2.9	1.5	0.5	23.5	4.6	11.9
Woolston	108.2	24.7	1.6	7.1	2.5	31.8	48.0	0.9	12.7	17.2	30.9	10.9	2.5	1.3	0.9	25.0	6.2	14.8

The changes in Police recorded crime between 2017/18 and 2018/19 at ward level are illustrated in the tartan rug in figure 4.26. Red indicates an increase, while green indicates a decrease. Some caution is required when interpreting these changes as they can be based on small numbers. For this reason, the tartan rug not only shows the percentage change in recorded crime, but also the change in the

actual number of crimes recorded (figures shown in brackets) to aid interpretation. Changes to individual crime types are explored in more detail in specific chapters later in the assessment, but are included here to illustrate not only the overall changes in levels of specific crimes, but how these changes can vary significantly across the city. For example, with no exception it can be seen that antisocial behaviour has reduced across the city, while violent crime, domestic crime and residential burglary have increased in the majority of wards.

Figure 4.26: Change in police recorded crime by type in Southampton and Wards 2017/18 - 2018/19

Key: Percentage change from 2017/18

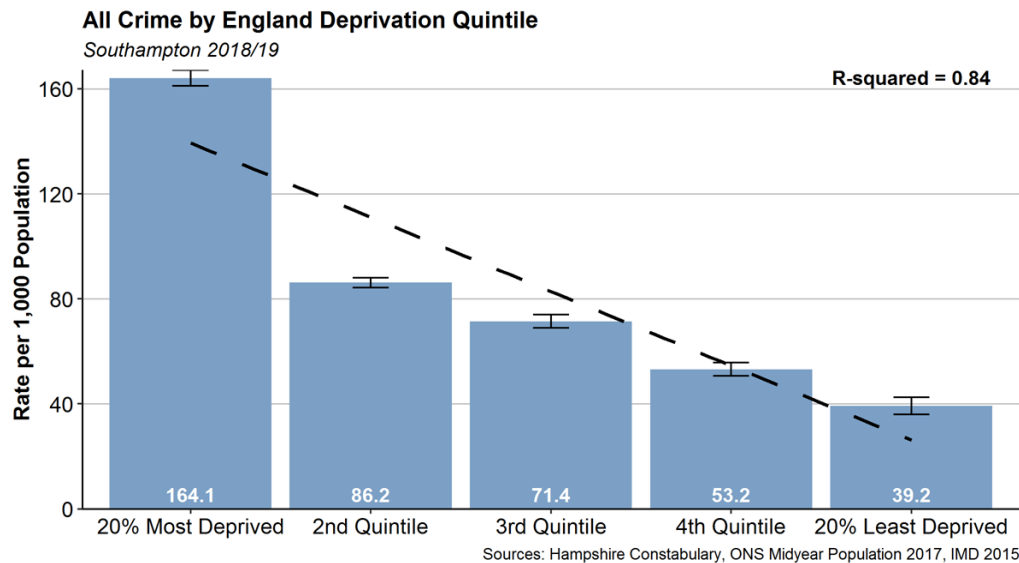
Increase  
Decrease

Recorded Crimes in 2018/19	% change in number of incidents - 2017/18 to 2018/19															
	Total recorded crime	Alcohol Affected Crime	Violence against the Person	Violence with injury	Violence without injury	Serious Sexual Offences	Anti-social Behaviour	Hate Crime	Robbery	Vehicle offences	Theft of a motor vehicle	Theft from a motor vehicle	Drug offences	Domestic Violence	Domestic flagged crimes	Non-Residential Burglary
Southampton	1.1% (344)	6.2% (155)	7.7% (790)	-1.3% (-55)	14.1% (848)	1.7% (14)	-32.0% (-3654)	4.4% (31)	3.6% (15)	-10.8% (-280)	33.0% (175)	-4.7% (-63)	8.5% (56)	15.0% (455)	13.1% (496)	-21.1% (-175)
Bargate	3.2% (210)	5.8% (36)	5.3% (94)	3.8% (30)	6.7% (65)	5.3% (8)	-29.0% (-867)	1.1% (2)	26.9% (32)	16.3% (39)	95.5% (42)	9.0% (13)	-3.7% (-6)	1.4% (5)	2.9% (12)	19.1% (35)
Bassett	1.2% (11)	-14.3% (-7)	5.2% (14)	-6.5% (-7)	12.3% (20)	-21.7% (-5)	-39.8% (-113)	150.0% (15)	-14.3% (-1)	8.1% (7)	0.0% (0)	17.0% (8)	27.3% (3)	-12.6% (-12)	-10.8% (-12)	-40.0% (-8)
Bevois	-5.6% (-198)	-3.9% (-18)	-0.7% (-10)	-6.2% (-39)	4.0% (31)	-14.0% (-14)	-28.9% (-329)	15.8% (15)	-29.6% (-24)	-23.6% (-62)	25.6% (11)	-17.5% (-27)	10.8% (12)	13.7% (43)	14.9% (54)	-47.3% (-43)
Bitterne	11.5% (205)	32.2% (39)	15.9% (111)	3.8% (11)	24.4% (100)	-22.0% (-13)	-17.9% (-99)	-26.5% (-9)	50.0% (6)	-3.7% (-5)	80.0% (20)	-17.9% (-15)	-15.1% (-8)	18.9% (50)	14.6% (51)	-16.0% (-4)
Bitterne Park	2.7% (30)	8.2% (8)	8.7% (35)	-11.4% (-21)	25.8% (56)	38.2% (13)	-27.6% (-81)	66.7% (12)	42.9% (3)	-16.0% (-19)	7.4% (2)	-7.8% (-5)	-29.2% (-7)	5.9% (10)	5.4% (11)	-50.0% (-25)
Coxford	-14.1% (-171)	-3.4% (-2)	12.0% (41)	12.3% (15)	11.8% (26)	26.9% (7)	-41.5% (-257)	-11.5% (-3)	6.7% (1)	-38.6% (-68)	-20.9% (-9)	-4.8% (-3)	-25.0% (-3)	35.7% (40)	28.2% (42)	-40.0% (-10)
Freemantle	7.5% (132)	23.9% (34)	10.8% (65)	4.6% (11)	14.9% (54)	-2.4% (-1)	-19.6% (-89)	4.3% (2)	-37.5% (-9)	-1.2% (-2)	51.4% (19)	-2.1% (-2)	-3.9% (-3)	27.6% (50)	21.3% (47)	28.1% (9)
Harefield	8.1% (107)	15.8% (12)	15.7% (76)	5.8% (11)	22.1% (65)	0.0% (0)	-35.1% (-194)	-56.1% (-23)	100.0% (7)	-4.8% (-6)	60.7% (17)	-7.9% (-5)	46.2% (6)	24.1% (39)	14.2% (31)	-55.0% (-11)
Millbrook	3.9% (81)	-5.6% (-7)	5.0% (32)	5.6% (13)	4.6% (19)	-3.8% (-2)	-34.0% (-233)	36.8% (14)	31.3% (5)	-14.5% (-34)	17.0% (9)	-9.2% (-11)	-3.0% (-1)	15.5% (32)	10.3% (28)	-44.6% (-29)
Pear-tree	-6.3% (-93)	-28.0% (-37)	1.4% (7)	-25.2% (-51)	20.6% (59)	-10.0% (-3)	-36.3% (-159)	-20.0% (-7)	9.5% (2)	-14.5% (-18)	24.1% (7)	1.9% (1)	56.3% (9)	21.3% (30)	16.1% (31)	-28.3% (-17)
Portsmouth	2.0% (29)	37.4% (34)	19.9% (71)	1.3% (2)	34.0% (69)	-2.6% (-1)	-47.9% (-180)	32.1% (9)	-5.6% (-1)	-17.0% (-29)	8.0% (2)	-10.9% (-11)	55.2% (16)	15.5% (18)	5.3% (8)	5.7% (2)
Redbridge	3.8% (76)	53.8% (49)	16.8% (115)	5.3% (13)	23.2% (102)	16.3% (7)	-47.2% (-487)	25.0% (5)	14.3% (3)	7.2% (16)	82.9% (34)	32.2% (29)	29.2% (7)	27.2% (62)	23.9% (70)	-38.1% (-16)
Shirley	1.1% (22)	11.2% (18)	3.4% (23)	-1.2% (-3)	6.0% (26)	30.8% (12)	-30.8% (-211)	45.9% (17)	-13.3% (-4)	-10.2% (-18)	-9.8% (-4)	7.1% (6)	20.0% (6)	0.5% (1)	9.6% (22)	-29.4% (-20)
Sholing	-3.8% (-35)	25.0% (14)	-3.3% (-11)	-12.6% (-18)	3.7% (7)	-32.4% (-11)	-7.5% (-16)	50.0% (5)	-25.0% (-2)	-33.6% (-42)	42.1% (8)	-31.3% (-21)	71.4% (10)	-1.7% (-2)	2.7% (4)	-52.0% (-13)
Swaythling	-2.3% (-29)	-25.0% (-23)	9.5% (39)	1.2% (2)	14.9% (37)	43.3% (13)	-29.6% (-108)	28.0% (7)	-36.4% (-4)	-7.7% (-7)	54.5% (12)	-19.6% (-9)	6.7% (2)	6.5% (9)	5.8% (10)	-24.4% (-10)
Woolston	-2.9% (-49)	0.9% (1)	11.2% (73)	-7.9% (-22)	25.7% (95)	-7.5% (-3)	-33.2% (-238)	-52.0% (-26)	75.0% (6)	-24.3% (-27)	19.2% (5)	-14.3% (-7)	63.6% (14)	34.4% (78)	30.2% (86)	-32.6% (-15)

## 4.5.2 Deprivation

The more deprived areas of Southampton experience significantly higher rates of crime and anti-social behaviour. Areas of the city which are in the most deprived 20% of areas in England experienced 164 recorded crimes per 1,000 resident population in 2018/19. This is more than four times the rate of 39 crimes per 1,000 resident population for those living in areas in the least deprived 20% in England (see figure 4.27).

Figure 4.27:



Southampton has some of the most deprived lower super output areas (LSOAs) in the country, with parts of the wards of Bevois, Bargate, Bitterne, Harefield, Millbrook, Redbridge, Shirley and Woolston ranked amongst the 10% most deprived in England based on the 2019 Index of Multiple Deprivation.<sup>23</sup> However, Southampton also has areas of low deprivation which are among the 20% least deprived in the country. These are often adjacent to far more deprived neighbourhoods (figure 4.28). Analysis has shown that the level of income inequality is positively associated with various crime types.<sup>24,25,26</sup> Figure 4.29 is a map of all police recorded crime in Southampton in 2018/19 and comparison with the map of figure 4.28 further highlights the positive association between crime and deprivation.

The Index of Multiple Deprivation (2019) indicates that Southampton has maintained its relative level of deprivation in recent years. The city has improved by one rank in the local authority rankings based on the average rank of LSOAs (out of 317 local authorities) and declined by six ranks in the local authority rankings based on the average score of LSOAs. Of the 148 LSOAs in Southampton, 30 have moved into a more deprived decile and Southampton continues to have 19 LSOAs within the 10% most deprived in England (although these are not exactly the same LSOAs which were in the most deprived decile in 2015). One LSOA is now in the 10% of least deprived LSOAs nationally (previously zero).

<sup>23</sup> Ministry of Housing, Communities and Local Government. 2019. English Indices of Deprivation. <https://www.gov.uk/government/statistics/english-indices-of-deprivation-2019> [accessed November 2019]

<sup>24</sup> Income Inequality and Crime: A Review and Explanation of the Time– series Evidence. Available from: <https://www.equalitytrust.org.uk> [accessed September 2019]

<sup>25</sup> Whitworth, A. 2012. Inequality and Crime across England: A Multilevel Modelling Approach. Available from: <https://doi.org/10.1017/S1474746411000388> [accessed September 2019]

<sup>26</sup> The Economist. 2018. The stark relationship between income inequality and crime. Available from: <https://www.economist.com> [accessed September 2019]



Figure 4.28: Southampton Index of Multiple Deprivation by LSOA – IMD 2019

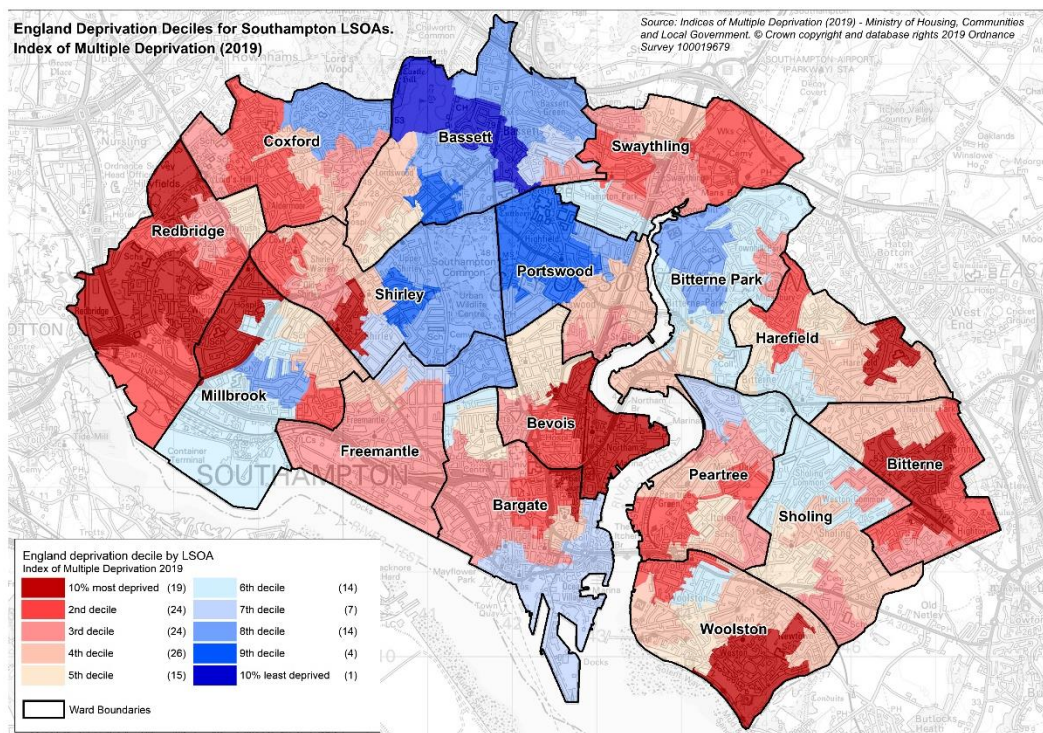
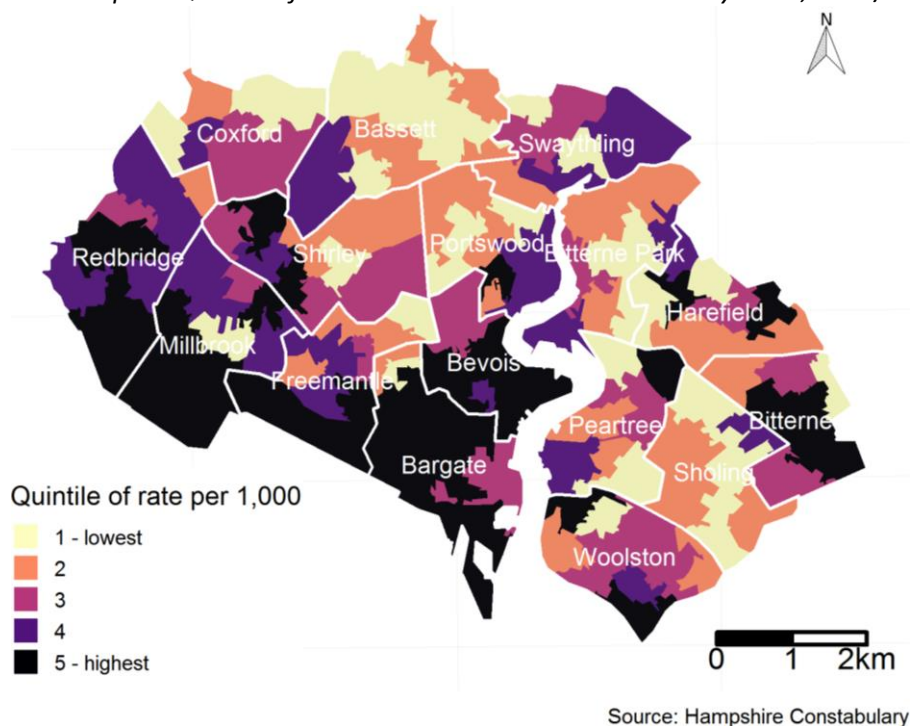


Figure 4.29: Southampton Quintile of Total Police Recorded Crime Rate by LSOA, 2018/19



#### 4.6 Points for the Partnership to Note

- The increasing trend in recorded crime in the city appears to be slowing (1% in 2018/19). However, Southampton still has the third highest recorded crime rate amongst comparator areas. The Partnership should continue to support initiatives which focus on mitigating the risk factors for crime; crime reduction; and community engagement in Southampton.
- Based on the crime prioritisation scoring exercise, the top four crime priorities for the city are violent crime, particularly violence without injury; residential burglary; sexual offences, particularly rape; and domestic crimes including domestic violent crime. These should be considered alongside issues identified by residents and known risk factors/drivers of crime.
- Hampshire Constabulary should continue to ensure that Crime Data Integrity remains a priority, applying the Home Office Counting Rules consistently, identifying training requirements and conducting internal audits to enable a robust analysis of changing crime patterns and trends going forward.
- The Partnership should continue to work to understand the extent of unreported crime in Southampton and take action to address any barriers to reporting incidents, particularly among the most vulnerable.
- The Partnership need to continue to work together to ensure housing and employment opportunities and outcomes for offenders are as good as possible, with support prioritised for those offenders most at risk of reoffending.

## 4.7 Young People at Risk and Youth Offending

Southampton has a relatively young age profile, with more children aged 0-14 (44,121) than people aged 65+ (33,508). The child population in Southampton has grown by nearly three times the national average in the last decade, with the 0-14 population forecast to grow by a further 4.1% by 2025.<sup>27</sup> There is a wealth of research which indicates that young people can be at disproportionately high risk of becoming both victims and offenders, so interventions during this period can be crucial. Across England, reoffending among youth offenders remains high with over a third of children reoffending within 12 months of release from secure institutions. Young adults are more likely to be proven reoffenders than adults, indicating that once young people are in a cycle of crime it can be hard to escape.

### 4.7.1 Vulnerable Young People

The events of early years (including pregnancy) have lifelong effects on many aspects of health and wellbeing including educational attainment and economic status<sup>28</sup> and there is a wide variety of evidence to show that children who live in poverty are more likely to be involved in crime as young adults. Income inequality is also positively associated with crime.<sup>29,30</sup> A recent study found a positive association between conviction for a violent offence and relative parental income levels from birth to age 15 across the entire income spectrum, with lowest parental incomes having the greatest increase in risk.<sup>31</sup> This emphasises the importance of tackling socioeconomic inequalities during childhood in terms of access to public services, housing and education as well as local and social environments.<sup>32,33</sup>

Although the percentage of children in low income families in Southampton has fallen in recent years it remains high relative to comparator areas (figure 4.1.1) and also varies within the city.

<sup>27</sup> ONS. 2018. Population estimates for the UK, England and Wales, Scotland and Northern Ireland: mid-2018. <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/bulletins/annual-midyearpopulationestimates/mid2018> [accessed September 2019]

<sup>28</sup> Fair Society, Healthy Lives. The Marmot Review. 2010. <http://www.instituteofhealthequity.org/resources-reports/fair-society-healthy-lives-the-marmot-review/fair-society-healthy-lives-full-report-pdf.pdf> [accessed October 2019]

<sup>29</sup> Daly, M. 2016. Killing the competition: Economic inequality and homicide. Piscataway, NJ, US: Transaction Publishers.

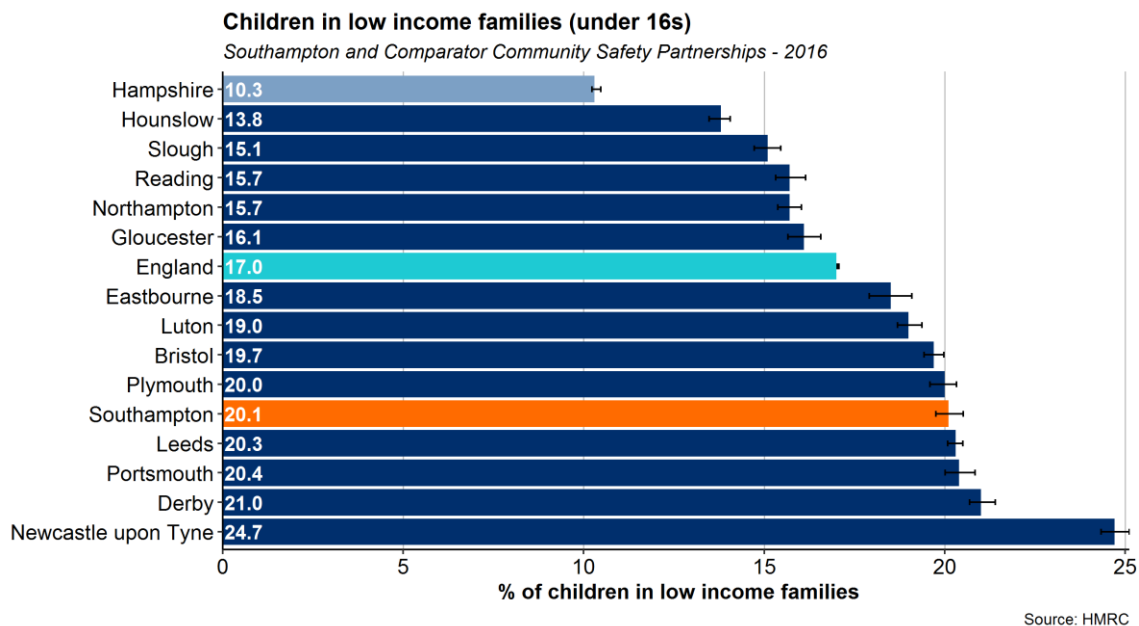
<sup>30</sup> Gutierrez Rufrancos, H. et al. 2013. Income Inequality and Crime: A Review and Explanation of the Time-series Evidence. Sociology and Criminology Volume 1 Issue 1.

<sup>31</sup> Mok, Pearl L H et al. 2018. Family income inequalities and trajectories through childhood and self-harm and violence in young adults: a population-based, nested case-control study. The Lancet Public Health, Volume 3, Issue 10, e498 - e507 [https://doi.org/10.1016/S2468-2667\(18\)30164-6](https://doi.org/10.1016/S2468-2667(18)30164-6)

<sup>32</sup> LocalGov. 2018. Poverty can lead to self-harm and violent crime. <https://www.localgov.co.uk/Poverty-can-lead-to-self-harm-and-violent-crime-study-shows/46176> [accessed September 2019]

<sup>33</sup> Public Health England. 2019. Collaborative approaches to preventing offending and re-offending in children (CAPRICORN). <https://www.gov.uk/government/publications/preventing-offending-and-re-offending-by-children> [accessed October 2019]

Figure 4.1.1:



The likelihood of a young person offending increases with negative risk factors such as family conflict and poor attendance and exclusion from school.<sup>34</sup> Almost a quarter of children in England who said they had carried a knife in the previous year had been expelled or suspended from school, compared with only 3% of children who had not carried a knife.<sup>35</sup> Part-time timetables also have an impact on offending; the provision of part-time timetables in alternative educational provision is identified as a very serious failing in the 2019 Home Affairs Select Committee report on serious youth violence.<sup>36</sup> Certain vulnerabilities, individually or combined, increase a child's risk of exclusion. These include: special educational needs; poverty; low attainment; being from certain minority ethnic groups; being bullied; poor relationships with teachers; life trauma and challenges in home life.<sup>37</sup>

While it's difficult to prove a causal relationship, education attainment levels may have some relationship to likelihood to engage in criminality. It has been suggested that higher earning potential from higher education attainments, a reduction in a young person's time availability and increased patience and risk aversion are possible factors, which may help to explain the relationship between education and crime.<sup>38</sup>

<sup>34</sup> Hawkins, J. D. et al. 2000. Predictors of youth violence. Juvenile Justice Bulletin, US Department of Justice. <https://www.ncjrs.gov/pdffiles1/ojdp/179065.pdf> [accessed October 2019]

<sup>35</sup> Ministry of Justice. 2018. Examining the educational background of young knife possession offenders.

<sup>36</sup> Commons Select Committee. 2019. Serious youth violence. <https://publications.parliament.uk/pa/cm201719/cmselect/cmhaff/1016/101602.htm> [accessed November 2019] (paragraph 169)

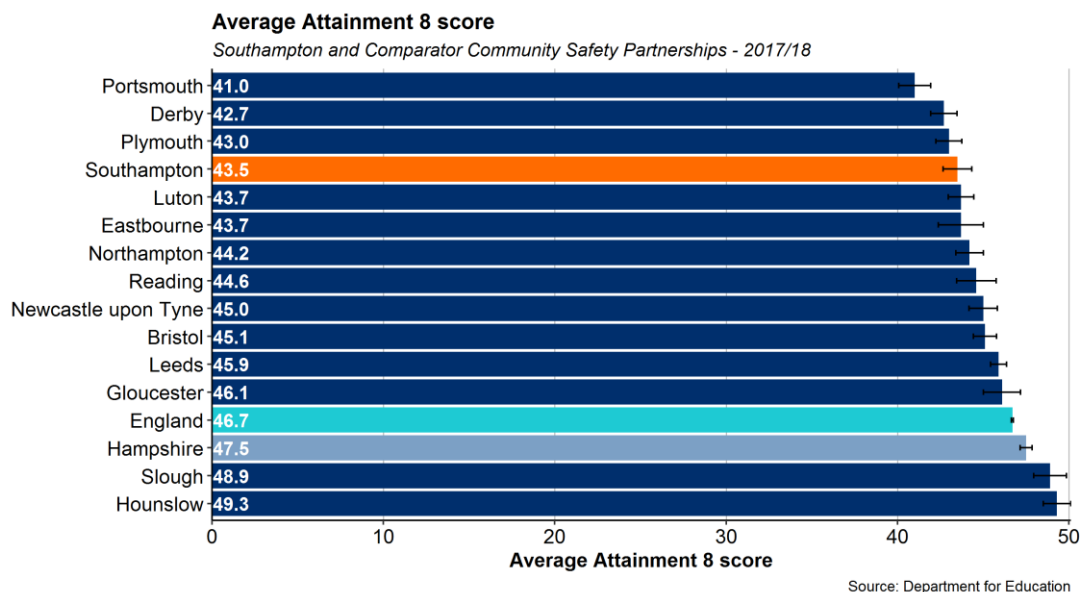
<sup>37</sup> Department for Education. 2019. School exclusion: a literature review on the continued disproportionate exclusion of certain children. [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/800028/Timpson\\_review\\_of\\_school\\_exclusion\\_literature\\_review.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/800028/Timpson_review_of_school_exclusion_literature_review.pdf) [accessed November 2019]

<sup>38</sup> Machin, S et al. 2011. The crime reducing effect of education. The Economic Journal, 121 (552) pp 463-484



Attainment 8 is part of the new secondary accountability system implemented from 2016 which measures a student's average grade across eight subjects. A school's Attainment 8 score is the average of all of its students' scores. Students do not have to take 8 subjects, but they score zero for any unfilled slots.<sup>39</sup> Figure 4.1.2 shows that in 2017/18 Southampton scored below most of its comparator areas in Attainment 8.

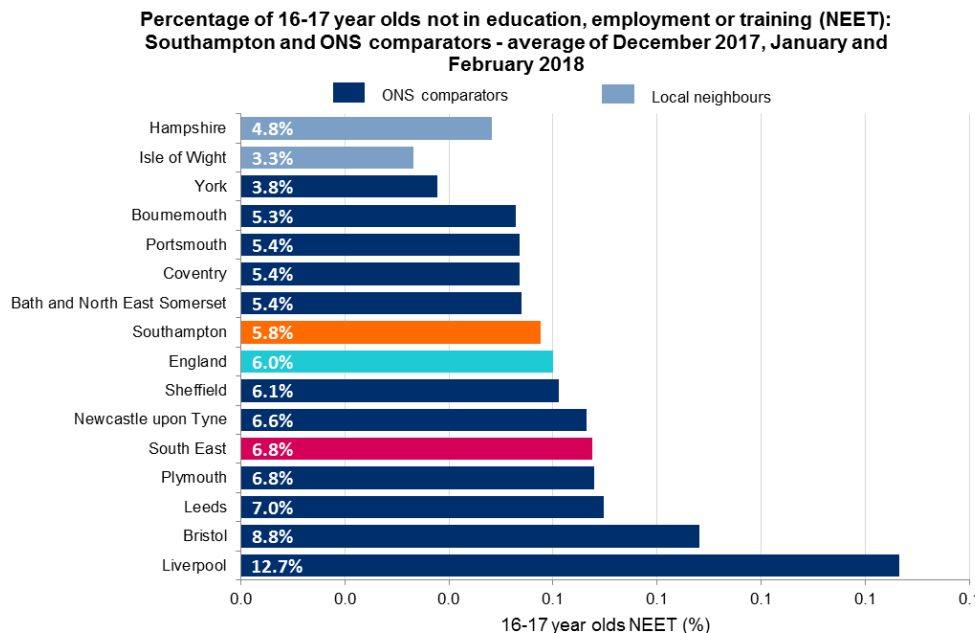
Figure 4.1.2:



A young person is classified as NEET if they are aged between 16 and 17 and not in education, employment or training. Information on the number and proportion of young people NEET in each local area is collected by and maintained by local authorities. The way NEET is measured has changed recently and now only includes 16-17 year olds (previously 16-18 year olds) and includes known NEET and 'unknowns' together. Previously 'unknowns' were not accounted for which may have depressed the true number of NEETs in an area. Figures using the new methodology show that 5.8% of 16 and 17 years olds in Southampton were NEET (including 'unknowns') in 2017/18. This is lower than the England average of 6% (see figure 4.1.3).

<sup>39</sup> AQA, Attainment 8, [Online]: <https://tinyurl.com/ybd4a8t4> [accessed September 2019]

Figure 4.1.3:



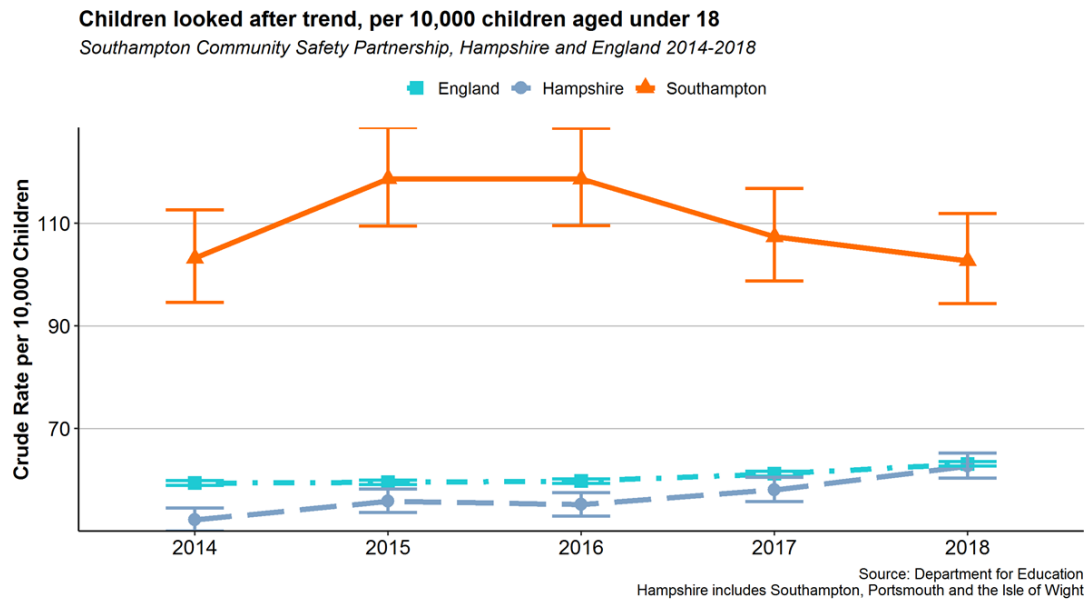
In Southampton in 2017/18 there were 137 (3.1%) people aged 16-17 who were known to be NEET and approximately 122 (2.7%) whose activity was unknown. In the South East 2.2% of 16-17 year olds were known to be NEET and 4.6% were unknown, while in England 2.7% were NEET and 3.3% were unknown.

Mental health issues can affect many areas of a young person's life, including their ability to have good relationships with their family and friends and engage with education and other life opportunities. Taking risks and challenging authority can be part of adolescent development, but serious violent behaviour in this age group is less common and may be linked to long-term negative outcomes.

The percentage of children with social, emotional and mental health needs in Southampton in 2018 was 3.88% and has increased steadily each year from 2015 when the percentage was 3.4%. The rate is significantly higher than the national rate of 2.4%. Hospital admission rates for self-harm amongst 15-19 year olds are also significantly higher in Southampton at 1,038 per 100,000 population, compared to the national average of 648.6 over the same period.<sup>40</sup>

<sup>40</sup> PHE (2019) *Children's and Young People's Mental Health and Wellbeing Fingertips Tool*. Available from: <http://fingertips.phe.org.uk/profile-group/mental-health/profile/cypmh> [accessed September 2019]

Figure 4.1.4:



Looked after children (LAC) in England are five times more likely to offend than all children.<sup>41</sup> In the year ending March 2018, 4% of children aged 10 years or over who were looked after for at least 12 months were convicted or subject to youth cautions or youth conditional cautions.<sup>42</sup> Southampton has a LAC rate of 102.7 per 10,000 children aged under 18 which, although highest among its statistical neighbours, has reduced since 2016 (figure 4.1.4).

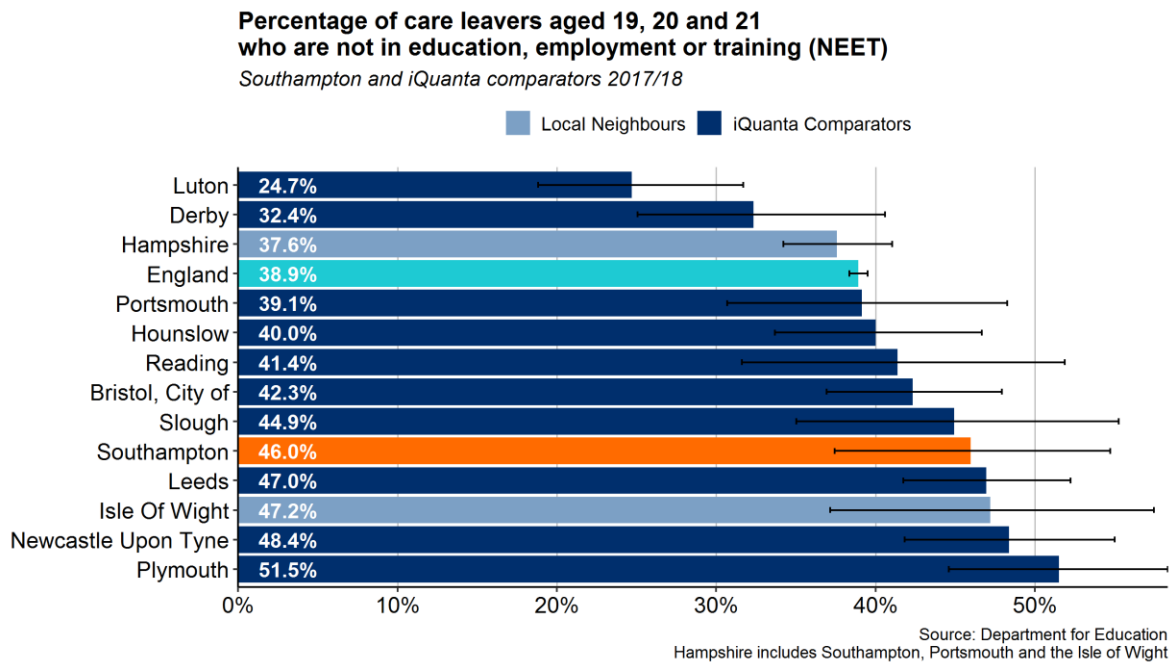
Children and young people who enter care at a later stage tend to have poorer outcomes to those who enter at a younger age. Older entrants have generally been exposed to more challenging childhood experiences for longer, while the younger cohort generally has longer to settle and recover. It is the older cohort which often experiences a more unsettled care experience, and which at times can struggle to engage with foster carers, experience more frequent movement of placement, or placement outside of the city. Their placement stability is of equal importance to that of younger children but is harder to achieve.

Figure 4.1.5 gives the percentage of care leavers who are NEET. Although this is not directly comparable with figure 4.1.3 because of the different age range, it indicates the higher proportion of NEET among care leavers and Southampton's relatively poor performance compared to iQuanta comparators.

<sup>41</sup> Criminal Justice System Statistics Quarterly. <https://www.gov.uk/government/statistics/criminal-justice-system-statistics-quarterly-december-2017> [accessed September 2019]

<sup>42</sup> Department for Education. 2018. Children looked after in England (including adoption), year ending 31 March 2018. <https://www.gov.uk/government/statistics/children-looked-after-in-england-including-adoption-2017-to-2018> [accessed September 2019]

Figure 4.1.5.



The 2019-20 YOS Youth Justice Strategic Plan Review identifies offending outcomes among LAC as an area for action and notes that offending by LAC in Southampton continues to be below the national average (13<sup>th</sup> best in the country). The focus of intervention has now shifted to earlier years and children who are at risk of exploitation and/or open to children in need or child protection planning are now a priority.<sup>43</sup>

Families Matter is the local name given to the national Troubled Families Programme which works with families experiencing multiple and complex problems and sometimes causing problems for others. The core approach is to provide intensive support to 'turn around' families that are believed to cost public services the most. Southampton's troubled families outcome framework 2018-2020 has six strands which are: to reduce incidents of crime and antisocial behaviour; to improve school attendance and reduce exclusions; to reduce risks for children, support parents' capacity to care and ensure all children have the best start in life; to support those at risk from financial exclusion; to give support to families affected by violence against women and girls; and to integrate services to provide effective support to parents and children with a range of health problems. Southampton is currently working with 2,374 families under the programme and had achieved target outcomes in 765 of these by September 2019.

<sup>43</sup> Southampton Youth Offending Service (2019) SYOS YJ Strategic Plan Review.

## 4.7.2 Youth Offending Trends and Benchmarking

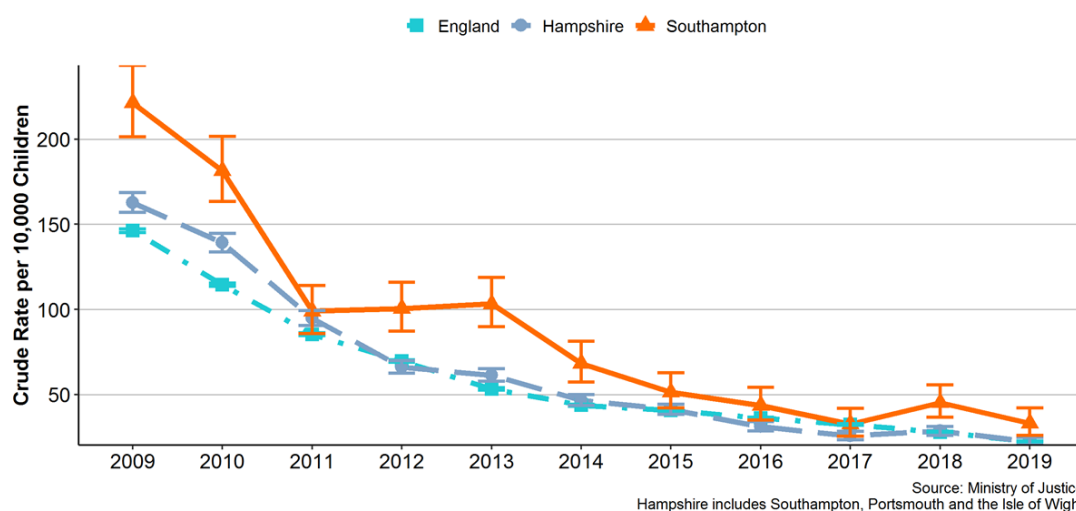
### First-time Entrants

The rate of first-time entrants (FTEs) to the youth justice system in Southampton has fallen since 2018 and is similar to the recent historical low of 2017 (figure 4.1.6). England and Hampshire FTE rates have also fallen over the same period and Southampton has statistically higher rates of FTE than these areas, although lower than Portsmouth (figure 4.1.7).

Figure 4.1.6:

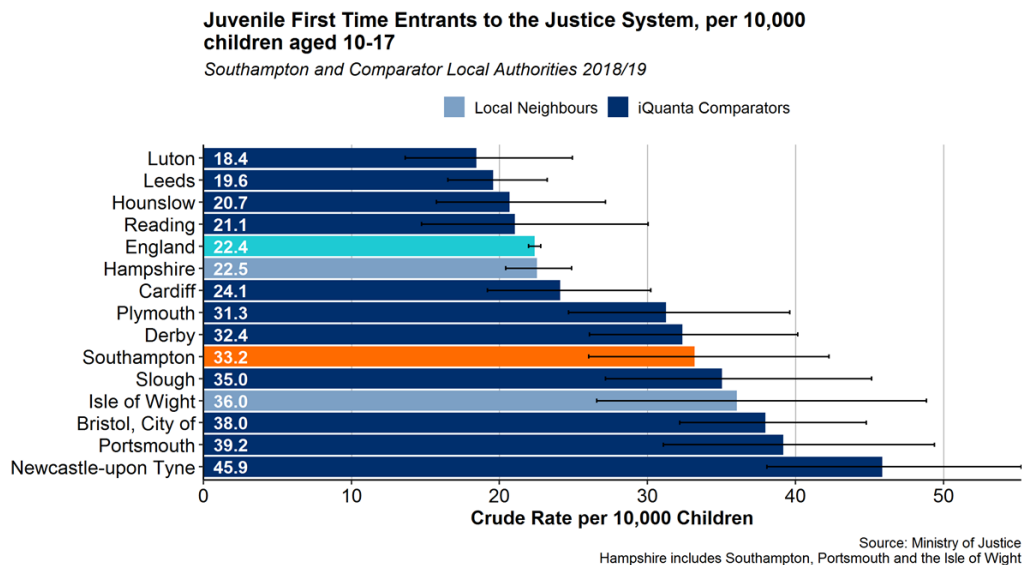
#### First Time Juvenile Entrants to the Justice System trend, per 10,000 children aged 10-17

Southampton Community Safety Partnership, Hampshire and England 2009-2019



The success of the Joint Decision Making Panel has been key to reducing rates of FTEs, as has the Youth Offending Service's (YOS) alignment locally within the Early Help Service which gives support to families in the early years of a child's life or as family problems begin to develop. The YOS Youth Justice Strategic Plan Review notes that the service are implementing a series of measures to continue the reduction in FTEs which includes an ongoing focus on restorative justice and early help for those at risk.<sup>43</sup>

Figure 4.1.7:



It should be noted that the recently published 2018/19 inspection of youth offending services report indicates that FTE as a performance measure is flawed as it reflects local police and Crown Prosecution Service (CPS) practice more than YOS performance. A low FTE score does not necessarily reflect a high quality YOS.<sup>44</sup>

### Youth Offenders in Custody

Similar to the FTE rate, the youth offender custody rate has also reduced year on year to 0.47 per 1,000 youth population in 2018/2019. This compares to a rate of 0.89 in 2017/18 and represents a decrease in youth custodial sentences from 17 in 2017/18 to 9 in 2018/19. Serious youth violence locally continues to have a negative impact on the custody rate, however the Southampton youth custody rate is now statistically similar to the England rate of 0.31 per 1,000 population. YOS continue to work in partnership with the West Hampshire Youth Bench to identify and implement alternative approaches to youth custody where appropriate.

### Youth Reoffending

Youth reoffending in Southampton is currently 39.3%, similar to the England and Wales average of 39.2% (figure 4.1.8). Although Southampton is in the top half of comparator areas for juvenile re-offending rates, it is in the lower half for the average number of re-offences per reoffender which has seen a decrease from last year (figures 4.1.9 and 4.1.10).

<sup>44</sup> Her Majesty's Inspectorate of Probation. 2019. Annual report: inspection of youth offending services (2018-2019). <https://www.justiceinspectorates.gov.uk/hmiprobation/inspections/youthannualreport/> [accessed October 2019]

Figure 4.1.8:

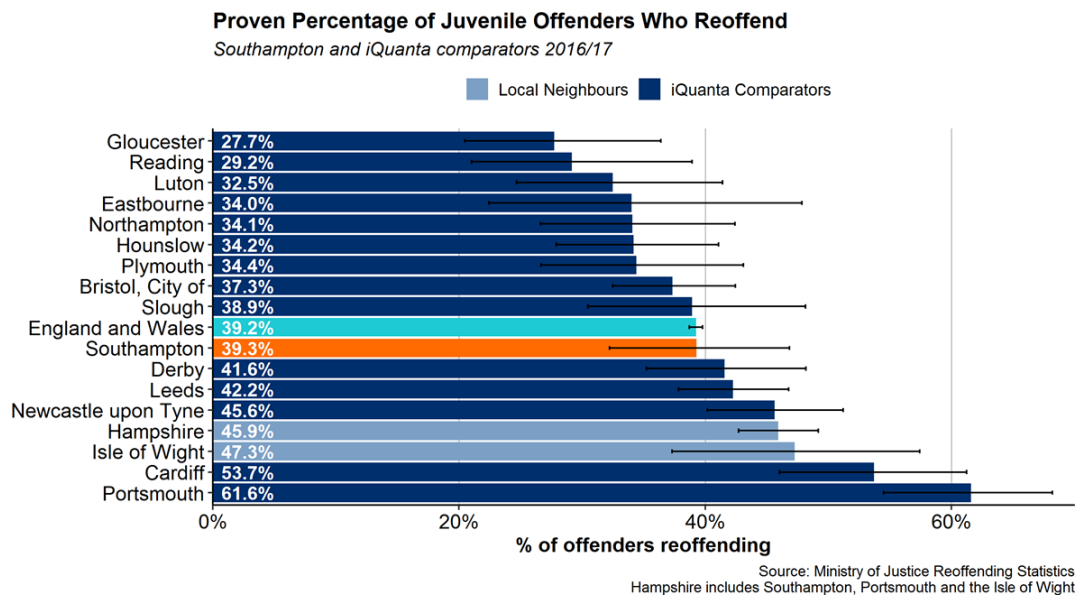


Figure 4.1.9:

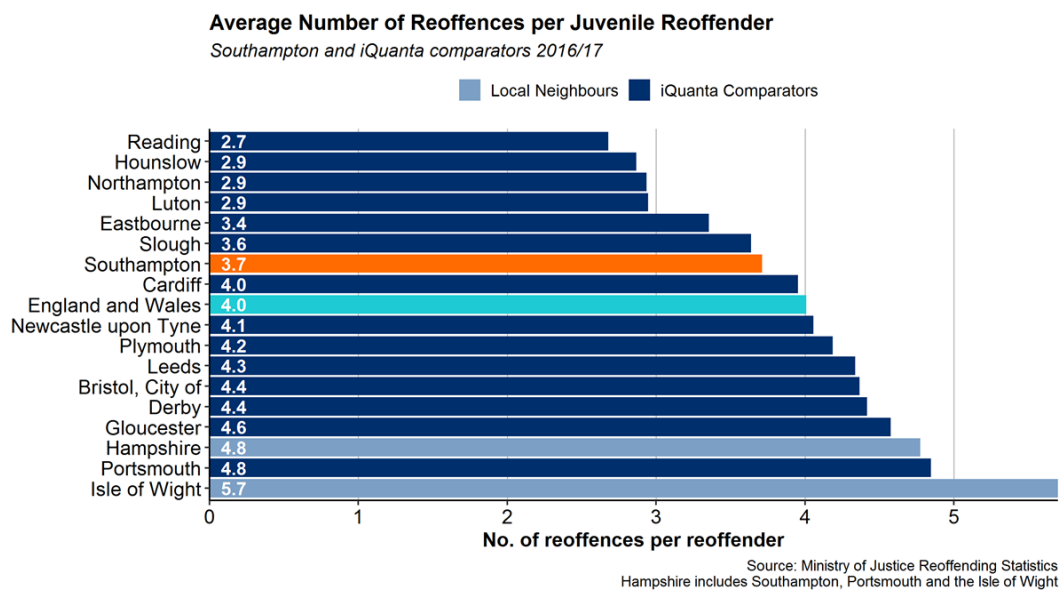
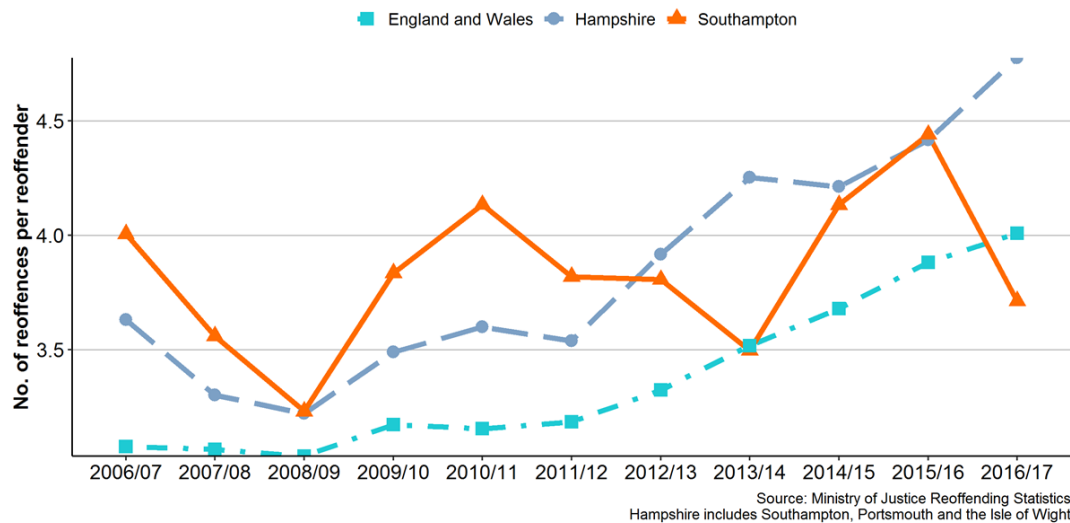




Figure 4.1.10:

**Average Number of Reoffences per Juvenile Reoffender Trend**

Southampton Community Safety Partnership, Hampshire and England 2018/19

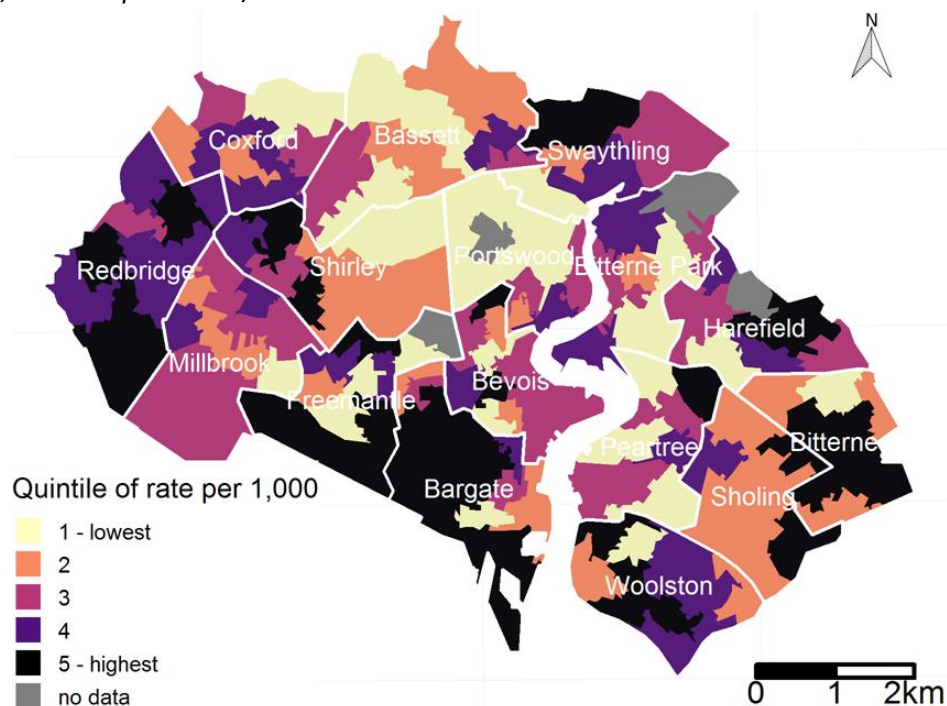


The reoffending data is based on a cohort of offenders whose number has declined rapidly over the last three years for which data is available. The cohort size has fallen by 43 in the last year alone, a 20% reduction. The absolute number of reoffenders has also fallen from 100 to 66 over the same period and the Southampton trend in reoffences per reoffender seen in figure 4.1.10 appears to be subject to increasing variation year to year as it is based on smaller numbers.

### 4.7.3 Crime Analysis

Hampshire Constabulary data show that the majority of crimes committed by identified suspects or offenders aged 9-17 in 2018/19 were in the Redbridge, Bargate and Bitterne wards of the city (figure 4.1.11). Southampton YOS note that young people do not tend to 'travel' to offend so are likely to commit crimes in the areas where they live. However, different crime types have a slightly different geographical pattern. Crimes committed by young people with a bladed implement are most prevalent in Bargate, Swaythling, Woolston and Redbridge. These wards all had eight or more police recorded bladed implement crimes with identified youth offenders in 2018/19. In contrast domestic flagged crimes committed by young people have their highest rates in Woolston, Bitterne and Redbridge.

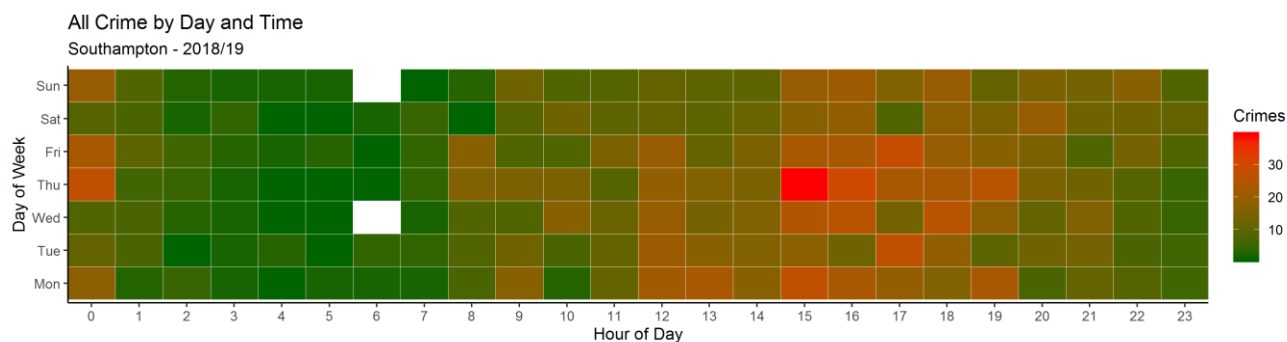
Figure 4.1.11: Distribution of All Police Recorded Crimes with 9-17 Year Old Identified Suspects or Offenders, Southampton 2018/19



Source: Hampshire Constabulary

Most police recorded youth crimes tend to be committed between 3pm and 5pm on a weekday, in contrast to the pattern of adult offences which are most numerous in the evenings and at weekends (figure 4.1.13).

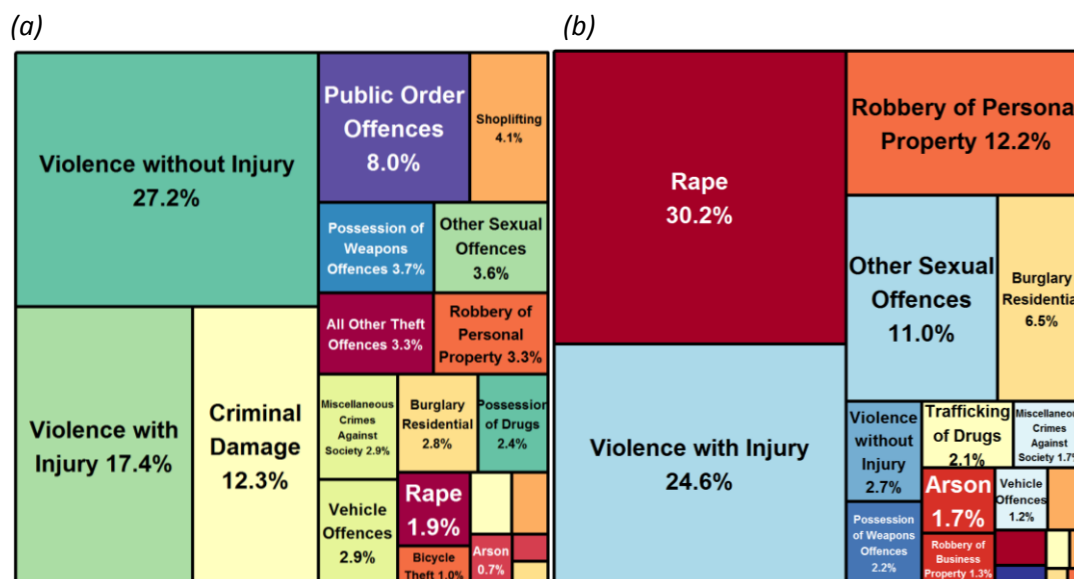
Figure 4.1.13: Day and Time of All Crimes Committed by 9-17 Year Olds in Southampton 2018/19



Uses crime start time  
Source: Hampshire Constabulary

Where the victim/offender relationship is known, victims of youth crime tend to be acquaintances (25.8% of victims), followed by strangers (20%) and family members (12.1%). The most frequently committed crime type is violence without injury (27.2% of crimes), followed by violence with injury (17.4% of crimes). However, the crime types with the greatest severity score are rape and violence with injury (figure 4.1.14).

Figure 4.1.14: Relative volume (a) and severity (b) of all crimes committed by identified suspects or offenders aged 9-17 year old in Southampton 2018/19



Source: Hampshire Constabulary

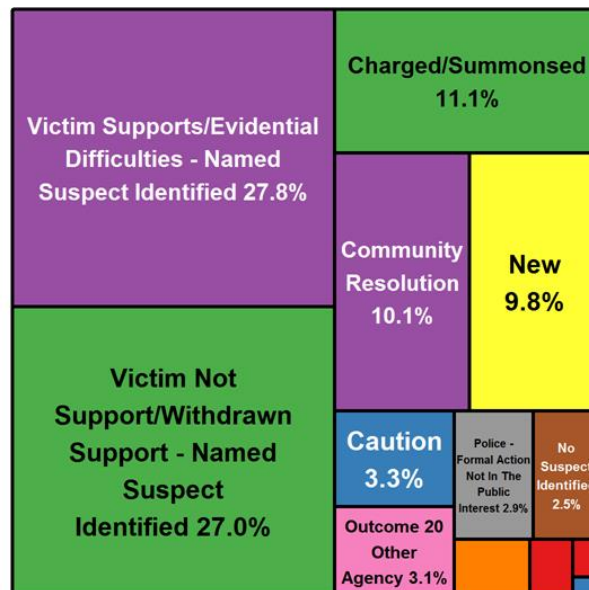
Many of the crimes shown in figure 4.1.14 do not result in formal action (figure 4.1.15) and so do not come to the attention of the YOS. For example none of the rape offences shown in figure 4.1.14 resulted in formal action. Minor offences with a formal outcome are also not brought to the attention of YOS where it is felt that the formal outcome is sufficient to prevent further offending.

In 2018/19 4.7% of the 2,009 crimes committed by young people were known to involve a bladed implement; 6.8% used a non-bladed implement while 52.9% of offences did not involve a weapon of any kind.

### Youth Community Resolution

In Southampton, the Youth Community Resolution (YCR) is used to deal with low level crime which is uncontested and not in the public interest to prosecute. It can involve a focus on offenders communicating with the people they have harmed and making amends directly to them rather than being punished by the state. Young people can be referred into the local Early Help provision where intervention will be dependent upon assessed need. This ensures that they get the support and supervision that they require. This pathway is currently being reviewed following publication of new Youth Justice National Standards. In 2018/19, 10.1% of offences with 9-17 year old suspects or offenders had a community resolution outcome (figure 4.1.15). This compares to 2.8% of offences which are committed by all offenders.

Figure 4.1.15: Latest Outcome of All Crimes Committed by 9-17 Year Olds in Southampton 2018/19



Source: Hampshire Constabulary

### Needs of Young Offenders

95% of young people (117 out of 123) found appropriate accommodation after finishing interventions with YOS in 2018/19. The YOS attribute this high percentage to good joint working with partners in the city including housing and the development of effective partnership agreements, such as the local Resettlement Agreement, which provides greater assurances that young people are not released from custody to inappropriate accommodation.

Education, training and employment provision for young people finishing interventions was 60% in 2018/19. The YOS are working closely with education colleagues to improve outcomes. Action has already been taken to improve outcomes of young people at risk of being NEET at the end of intervention by ensuring that data is shared with Education Service colleagues prior to young people finishing in an attempt to bolster planning and encourage engagement with the provision on offer.

In the Overview chapter lack of suitable accommodation and education, training and employment are raised as issues among adult offenders, which highlights the importance of addressing these issues at this stage of young offender's lives.

#### 4.7.4 Points for the Partnership to Note

- 36% of crimes had an identified suspect or offender aged 9 to 24 years old in Southampton in 2018/19. The 9 to 24 years old Southampton population is forecast to grow by 5.4% by 2025. With all other things remaining equal this is likely to lead to an increase in levels of offending.
- In order to reduce offending there is good evidence to show the importance of tackling childhood socioeconomic inequalities through access to public services, housing and education as well as local and social environments. Southampton currently has high levels of child poverty and inequality across the city.
- NEET figures for looked after children are poor in comparison to the general population. Opportunities for this cohort should be examined and enriched.
- Many of the young suspects or offenders identified in police crime data do not come to the attention of YOS, either because the offence is minor or because a formal outcome was not achieved.
- Some children and young people are given part time school timetables which has an impact on opportunity for offending and should be monitored. The YOS should work with schools and other partner organisations to improve attendance and educational attainment amongst those who offend and those who are at risk of offending.
- The YOS should continue to work to ensure that young people leaving custody are able to take up appropriate accommodation.
- The recently completed Health Needs Assessment provides an oversight of the needs of the YOS cohort and how best to address these and impact upon offending behaviour.
- When published, the HMIP Report of the SYOS - following inspection in 2019 - will provide a template of actions required to develop local service delivery and will form the basis of a post Inspection Improvement Plan.

## 5. Perceptions of Crime

The Southampton Community Safety Survey was carried out by Southampton City Council in July 2019 to elicit the views of people living, studying and working in the city on community safety issues. The survey was conducted online and through targeted community engagement. A total of 2,075 responses were received. It should be noted that due to the self-selecting nature of an online survey participants may have more interest in community safety issues than the general population, and possibly different views. Therefore, these results are not comparable with the results of the Southampton City Survey which is undertaken in alternate years and uses random sampling, or the Crime Survey for England and Wales which is also based on a random sample. Due to the nature of the Community Safety Survey questions, some percentages may not sum to 100%. Not every respondent answered every question and so the reported percentages for each question only relate to the number of people who answered that question.

In this chapter, comparisons are made with the Southampton 2015 and 2017 Community Safety Surveys which ran from August to September in 2015 and 2017 respectively. These surveys used a similar methodology to the 2019 survey.

Table 5.1 shows the characteristics of those who responded to the 2019 Community Safety Survey and a comparison to the Southampton population as a whole. The table shows that proportionally more women and adults aged 35-74 completed the survey than the general Southampton population, and that men and those aged under 35 are under-represented among survey respondents. Ethnic minority groups are also under-represented, particularly Asian or Asian British, although the survey achieved a reasonable sample of 63 responses from this group. Ethnicity is not known for 110 respondents so the comparison to the City's overall ethnic make-up in table 5.1 is a guide only. The Index of Multiple Deprivation (IMD) quintile is not known for 573 respondents but table 5.1 indicates that there is some under-representation of residents from the most deprived quintile.

Survey weights were calculated to enable the reporting of results which reflect the Southampton population by age and sex, and to facilitate the comparison between survey years.



Table 5.1: Characteristics of 2019 Southampton Community Safety Survey respondents and comparison to Southampton residents\*

Characteristic	Detail	Survey Count	Southampton	Survey (excl. unknowns)	% Representation
Gender	Male	805	51.1%	39.8%	78%
	Female	1,210	48.9%	59.9%	122%
	Transgender or identify as other	6		0.3%	
	Prefer not to say / Unknown	54			
Age	Under 18	109	20.1%	5.4%	27%
	18-24	110	16.7%	5.4%	33%
	25-34	297	17.2%	14.7%	86%
	35-44	294	12.3%	14.6%	118%
	45-54	325	11.0%	16.1%	146%
	55-64	434	9.4%	21.5%	228%
	65-74	352	7.2%	17.4%	242%
	75 and over	99	6.1%	4.9%	77%
	Prefer not to say / Unknown	55			
Ethnicity	White	1,830	85.9%	93.1%	108%
	Asian or Asian British	63	8.4%	3.2%	38%
	Mixed or multiple ethnic groups	28	2.4%	1.4%	59%
	Black, African, Caribbean or Black British	23	2.1%	1.2%	55%
	Any other ethnic group	21	1.1%	1.1%	93%
	Prefer not to say / Unknown	110			
IMD 2015 - England quintiles	20% Most deprived	287	27.1%	19.1%	71%
	2nd quintile	527	37.3%	35.1%	94%
	3rd quintile	288	17.1%	19.2%	112%
	4th quintile	279	12.6%	18.6%	147%
	20% least deprived	121	5.9%	8.1%	138%
	Prefer not to say / Unknown	573			

\*Representation is calculated as (survey percentage/Southampton population percentage). A representation value above 100 indicates that the survey had a higher proportion of respondents in that category than in the Southampton general population, and vice versa

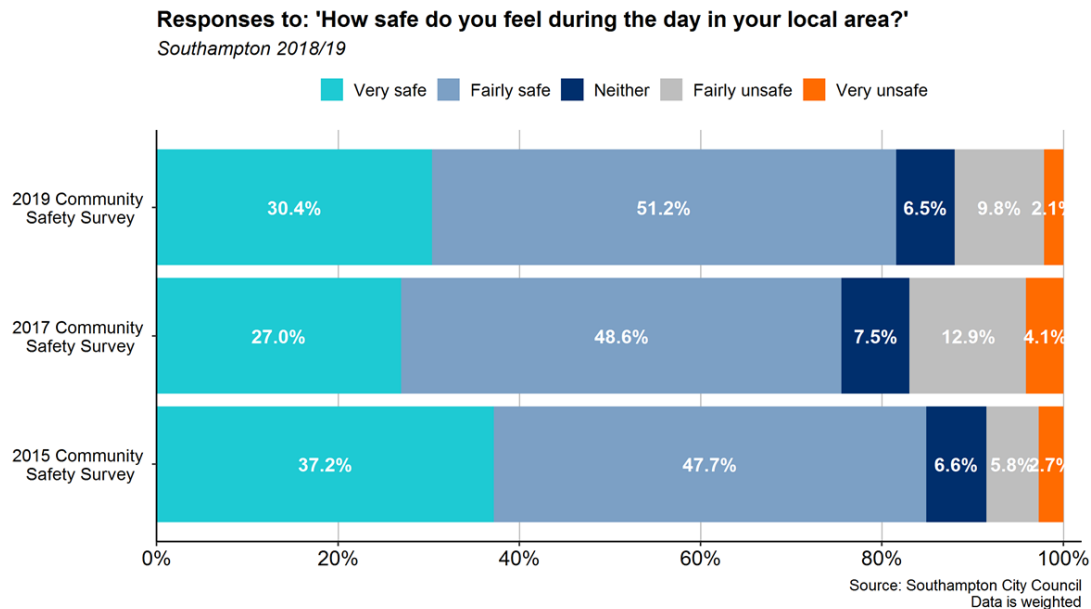
## 5.1. Views on Safety

Survey respondents were asked about their overall feeling of safety in their local area within Southampton. In 2019, 82% of respondents felt either fairly safe or very safe during the day. This is an improvement compared with 76% in 2017 but a small decrease from 86% in 2015 (figure 5.1). After dark, 40% felt safe or fairly safe in their local area. This is a decline from 42% of respondents in 2017



and 52% of respondents in 2015. Local Government Association (LGA) data shows that nationally 94% of people feel safe outside in their local area during the day, while 76% feel safe after dark.<sup>45</sup>

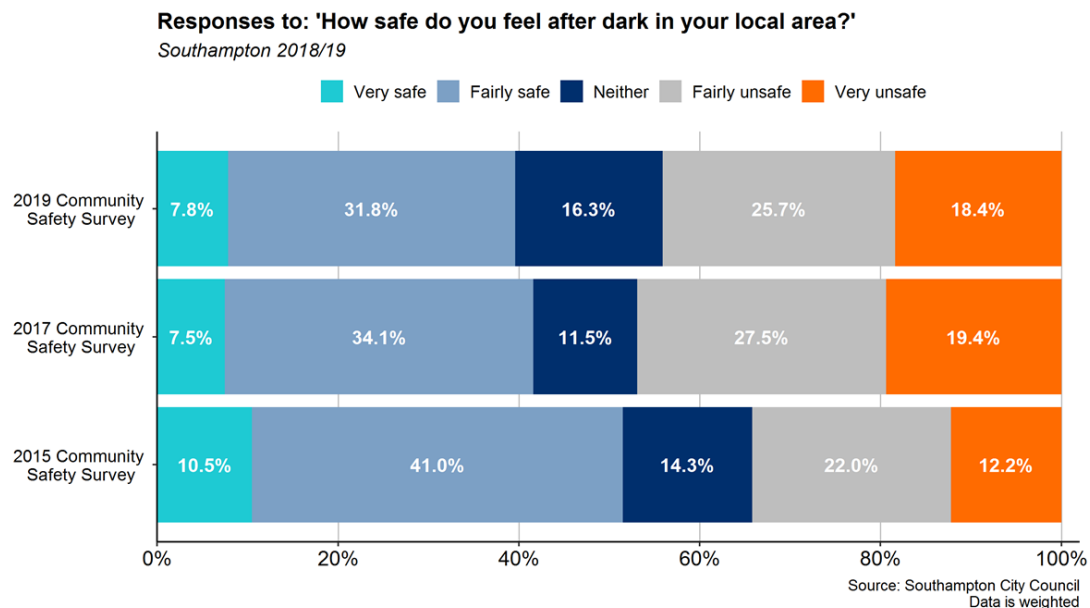
Figure 5.1:



In 2019 12% of respondents reported feeling unsafe in their local area during the day. This is lower than 17% who felt unsafe during the day in the 2017 survey, but greater than the 9% who felt unsafe during the day in 2015. After dark 44% of respondents reported feeling unsafe in 2019, similar to 47% in 2017 but higher than 34% in 2015.

<sup>45</sup> Local Government Association. 2019. Polling on resident satisfaction with councils: June 2019.  
<https://www.local.gov.uk/polling-resident-satisfaction-councils-june-2019> [accessed October 2019]

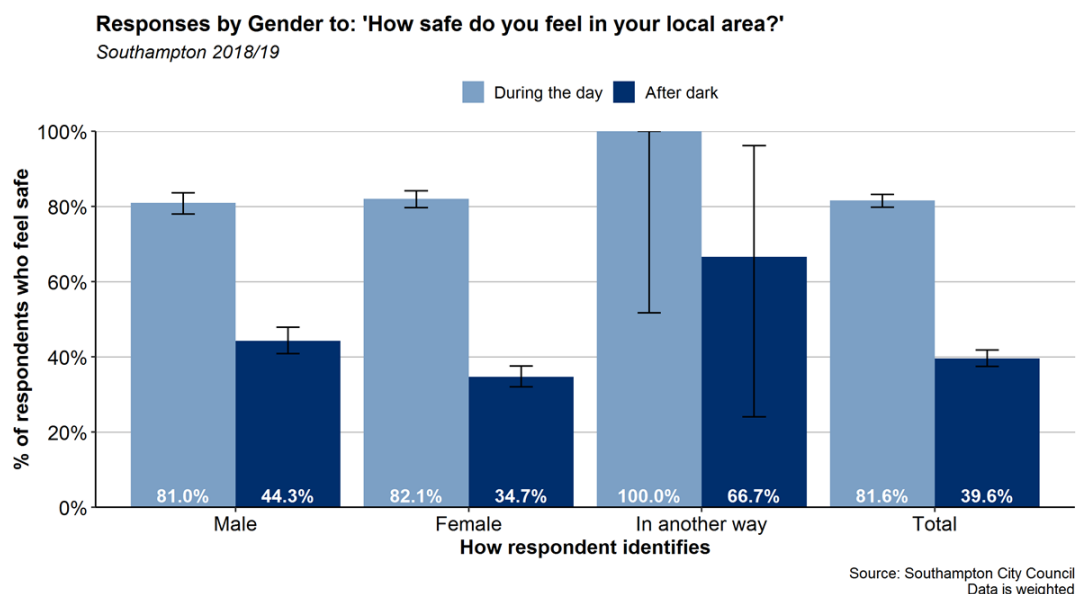
Figure 5.2:



Generally the 2019 survey responses to feeling safe represent an improvement from the picture in 2017 and a deterioration from the picture in 2015. However, there has been a consistent steady reduction in the percentage of people feeling safe in the city after dark from 2015 to 2019.

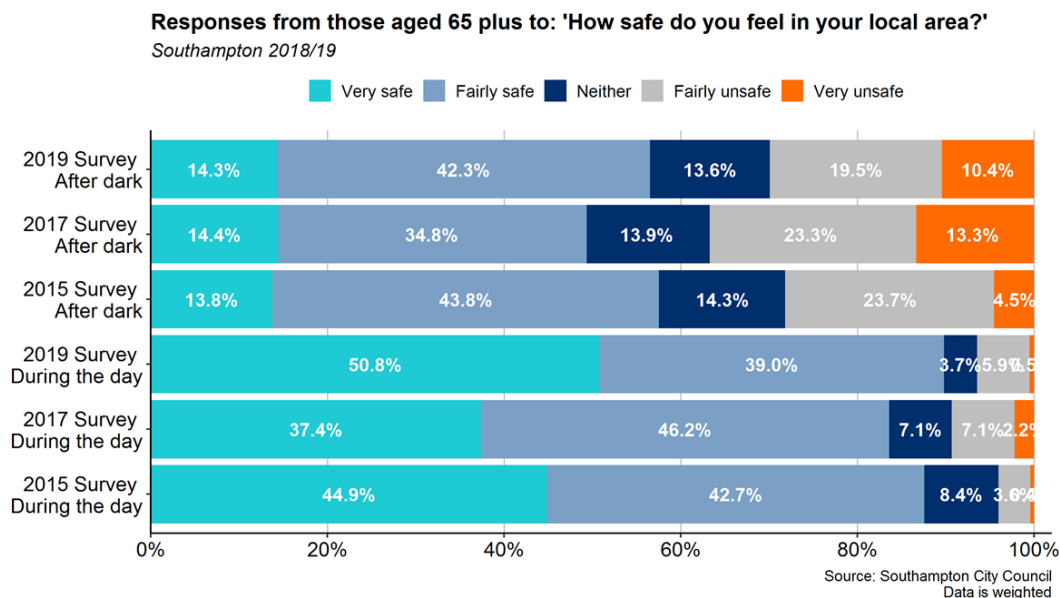
Men and women feel similarly safe during the day, but females are significantly less likely to feel safe after dark (figure 5.3). Of male respondents, 81% reported feeling safe during the day in their local area, compared to 82% of females. However, only 35% of women reported feeling safe in their local area after dark, compared to 44% of men.

Figure 5.3:



Looking at those aged 65 and over, the percentage feeling either very safe or fairly safe after dark in their local area fell from 58% in 2015 to 49% in 2017, but has increased to 57% in 2019. The percentage who reported feeling safe during the day in 2019 is similar to 2015, at 90% (figure 5.4).

Figure 5.4:



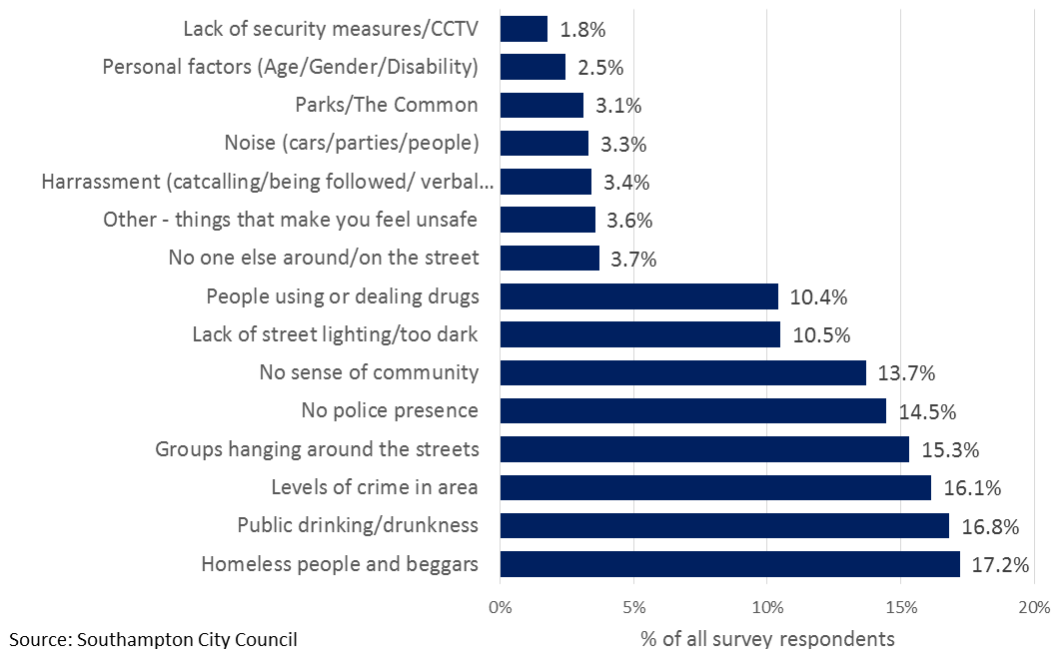
In 2019, 77% of 18 to 24 year olds reported feeling safe during the day in their local area and 29% reported feeling safe after dark. This represents an improvement from the daytime picture in 2017 when 64% felt safe during the day, but a decline from the 39% of 18-24 year olds who reported feeling safe in their local area after dark in 2017.

The 2019 survey asked respondents how safe they felt in the city centre. Of the respondents to the question, 78% felt fairly or very safe in the city centre during the day (80% males and 77% females). This compares favourably with 66% who reported they felt safe in the city centre during the day in 2017 and 73% who reported they felt safe in 2015. However only 27% of respondents (35% males and 20% females) reported feeling safe in the city centre after dark, fewer than in the 2015 survey (33%) and similar to the 2017 survey (26%).

Respondents who said they felt unsafe were asked an open-ended question about their main reason for feeling unsafe; 63% of all survey respondents answered this question. The most frequently mentioned reason for feeling unsafe was homeless people and beggars (mentioned by 17.2% of all survey respondents), followed by public drinking and drunkenness (16.8% of respondents) and the levels of crime in the local area (16.1% of respondents). Other common but less frequently cited reasons for feeling unsafe concerned a lack of sense of community and police presence, and groups hanging around the streets (figure 5.5).

Figure 5.5:

Responses to "If you feel unsafe, what makes you feel unsafe?"  
Southampton 2018/19



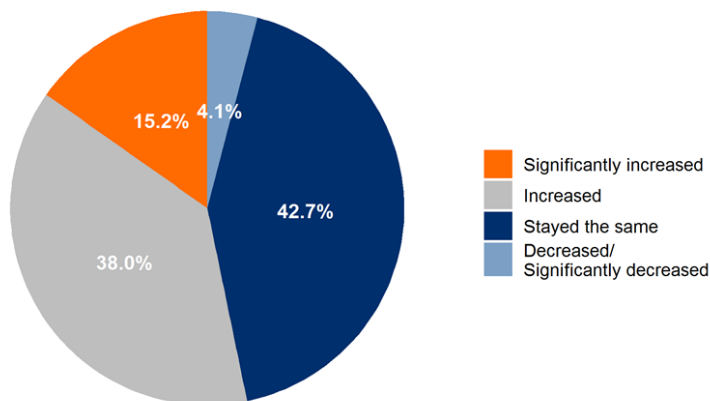
## 5.2. Perceptions of Crime Levels

Respondents were asked about their perceptions of the level of crime in their local area. Only 4% believed that crime levels had decreased, whilst 38% felt they had increased and 15% believed they had increased significantly, similar percentages to the 2017 survey. Around 43% believed that crime levels in their local area had remained the same (figure 5.6). Therefore, the majority of respondents felt that crime had increased in the last 12 months.

Figure 5.6:

Responses to: 'Do you think the level of crime in your local area has increased, decreased or stayed the same in the last 12 months?'

Southampton 2018/19



Source: Southampton City Council  
Data is weighted

### 5.3. Reported Community Safety Issues

Residents were asked about the extent to which they felt various problems were an issue in Southampton. Figure 5.7 illustrates the issues that respondents think cause the biggest problems including:

- Rubbish or litter lying around (69% think a big or fairly big issue)
- People using or dealing drugs (59%)
- Vandalism and graffiti (57%)
- Begging in the streets (55%)
- Rough sleeping (54%)

Figure 5.7:

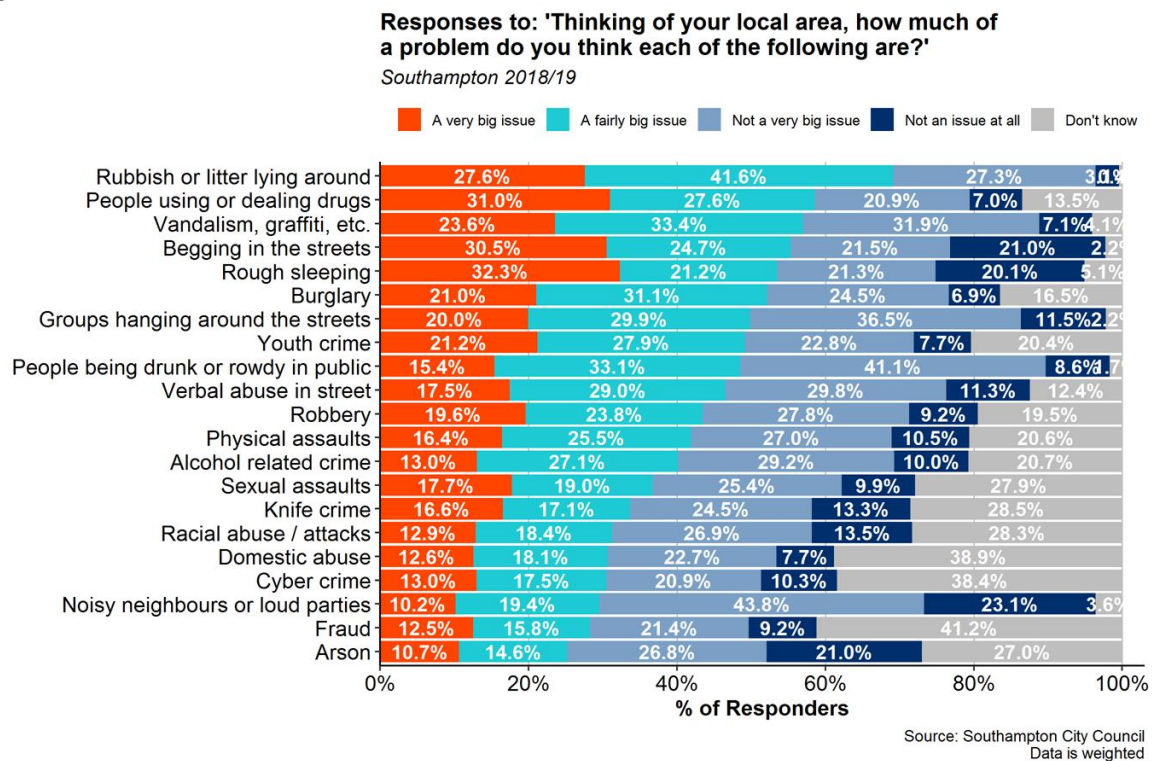


Figure 5.8:

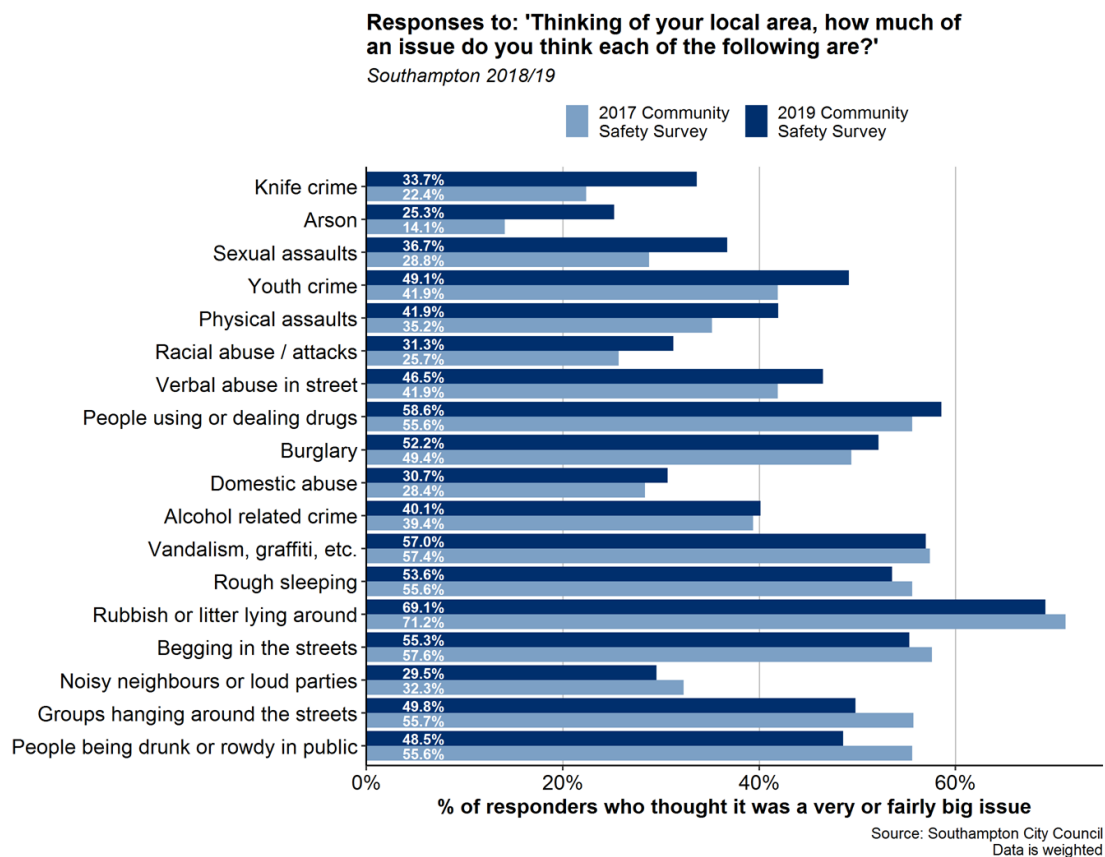


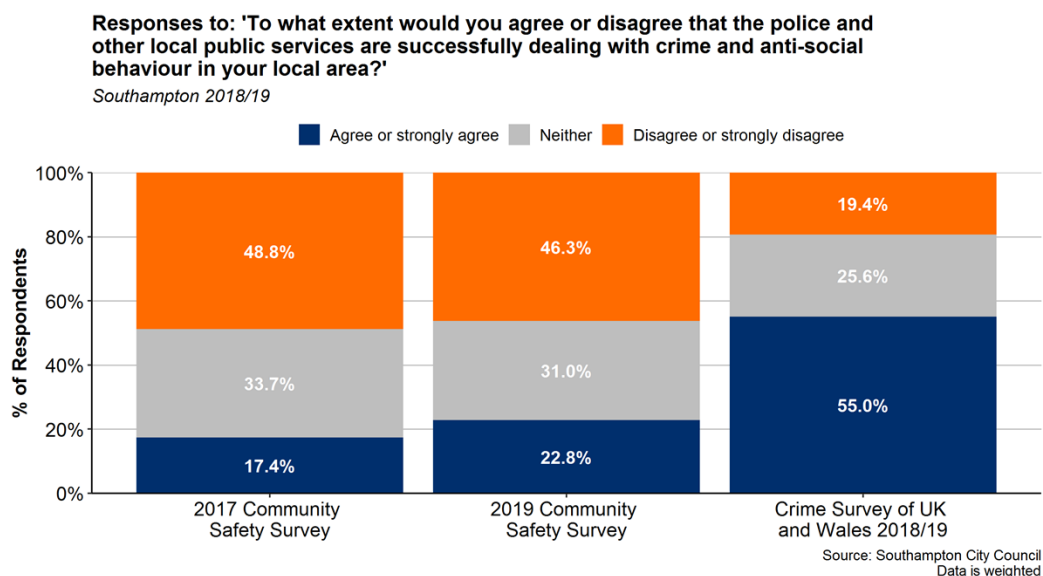


Figure 5.8 compares the 2019 and 2017 surveys by the percentage of respondents who considered each issue to be either a big or fairly big problem. The chart is ordered by percentage point difference between 2019 and 2017. There have been large increases in those considering knife crime and arson to be big issues, with 11.3% and 11.2% increases respectively. Sexual assaults, youth crime and physical assaults have also seen large percentage point increases in the percentage of respondents who consider them to be big issues. Rubbish or litter lying around is still the most frequently reported big issue, but the percentage of respondents identifying this issue has declined in the 2019 survey compared to the 2017 survey by 2.1% (figure 5.8).

#### 5.4. Success with Dealing with Crime

Only 23% of respondents to the Southampton Community Safety Survey 2019 agreed that the police and other local public services were successfully dealing with crime and anti-social behaviour in the local area. This is an increase from 17% in the 2017 survey but lower than the figure from the 2015 survey when nearly 35% agreed that the Police and local authority were successfully dealing with crime and antisocial behaviour. In the 2019 Crime Survey for England and Wales 55% of respondents agreed that the police and local council were dealing with the anti-social behaviour and crime issues that matter in the local area (figure 5.9).

Figure 5.9:



#### 5.5. Victims of Crime

Survey respondents were asked if they had been a victim of crime or anti-social behaviour in the last 12 months, and if so, how many times they had been a victim. Of the people who responded to both questions, 66% said they had not been a victim of crime and 34% said that they had been a victim (figure 5.10). This is an improvement from the 2017 survey when 43% of respondents said that they



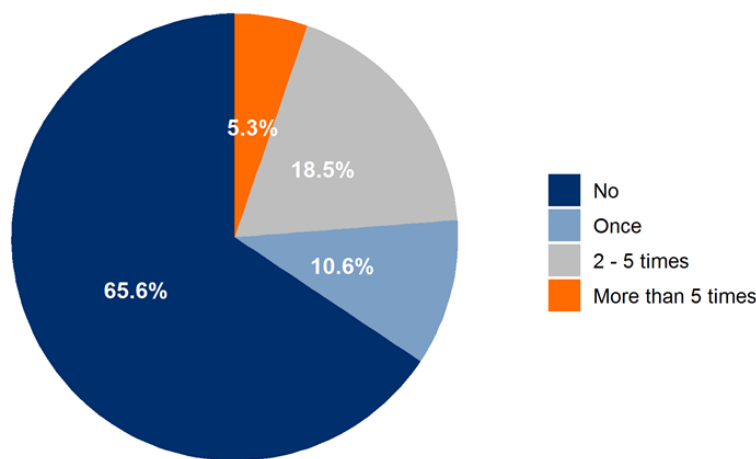
had been a victim of crime in the last 12 months, but slightly worse than the figure of 33% from the 2015 survey.

In the 2019 Crime Survey for England and Wales 14.9% of respondents said they had been a victim of crime at least once in the last 12 months. This demonstrates that the Community Safety Survey is likely to be somewhat biased as a higher proportion of its respondents have experienced crime than the general population and this will have an impact on the nature of their responses.

Figure 5.10:

**Responses to: 'Have you been a victim of crime or anti-social behaviour in the last 12 months? If yes, how many times has this happened in the last 12 months?'**

Southampton 2018/19



Source: Southampton City Council  
Data is not weighted

Those people who answered that they had been a victim of crime were prompted to identify the offence type(s) which best described the incident(s). In response to this question the most frequently occurring offence type was antisocial behaviour (371 respondents), followed by verbal assault and damage to property (287 and 166 respondents respectively) (figure 5.11).

Overall 56% of the total number of incidents mentioned by respondents were reported either to the police, Southampton City Council or another agency. Some crime types are more likely to be reported than others. Only 32% of verbal assaults, 43% of harassment and 50% of sexual assaults and domestic abuse offences were reported, compared to 90% of vehicle thefts and 82% of arson (figure 5.12).

Figure 5.11:

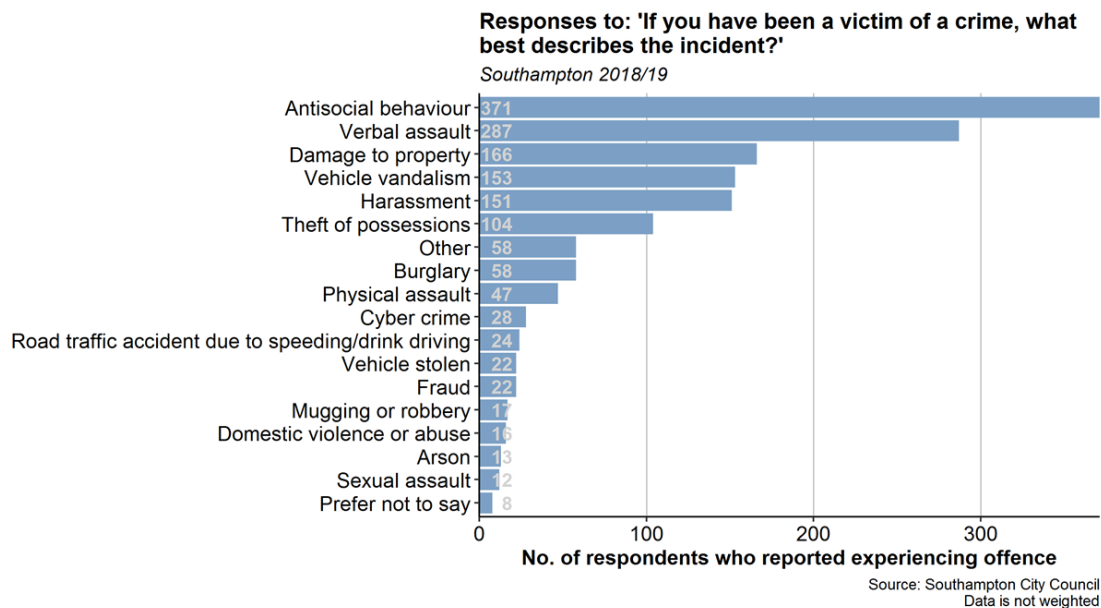
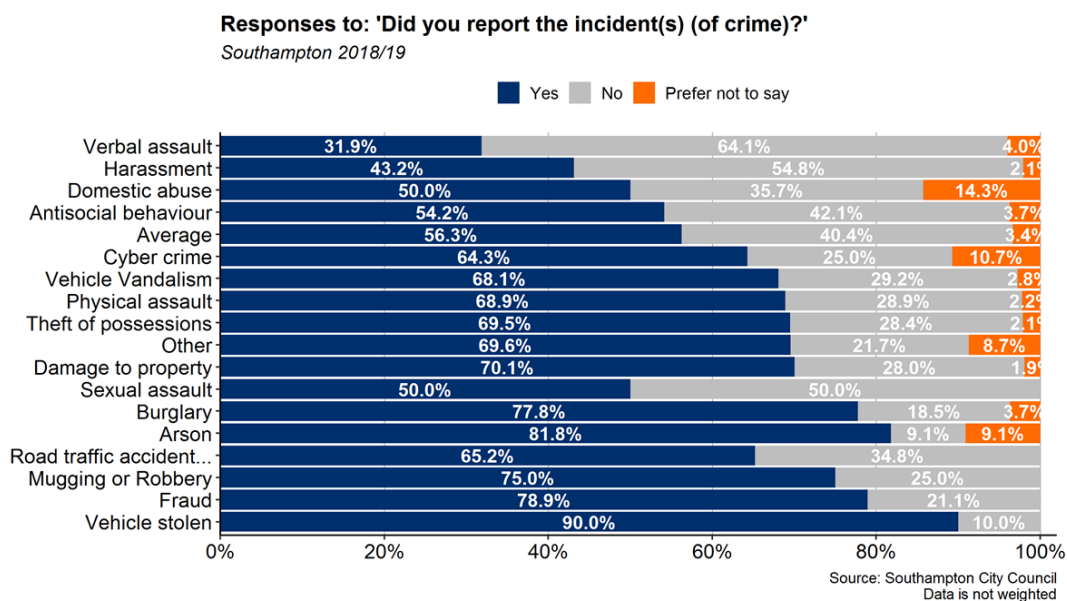


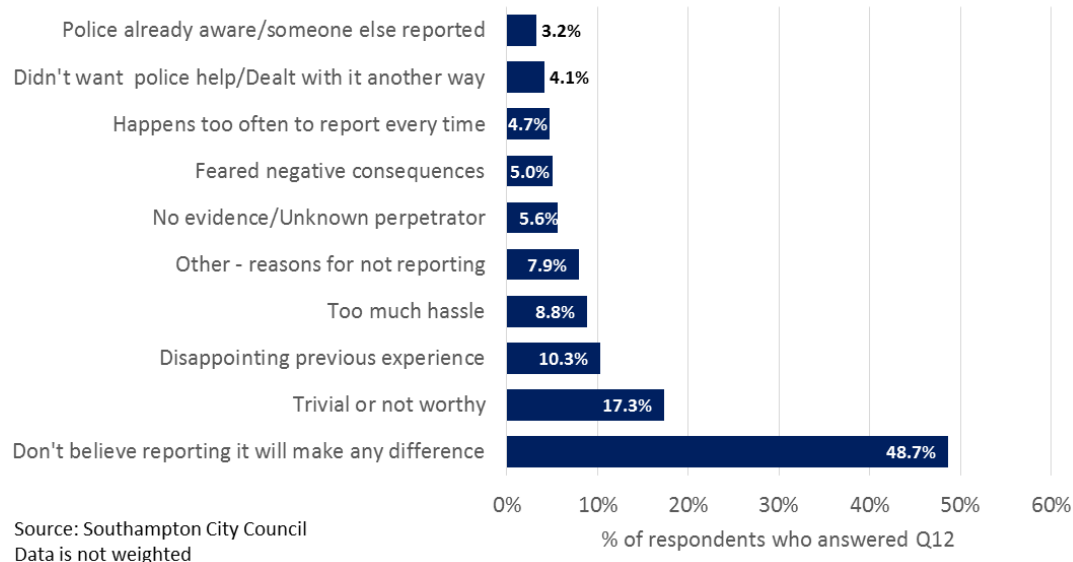
Figure 5.12:



Of those who did not report any incident, 48% said it was because they did not believe that reporting would make any difference, while 17% thought the incident too trivial to report. However, 10% did not report because of a disappointing previous experience, while 9% felt that it would be too much hassle (figure 5.13).

Figure 5.13:

Responses to "If you didn't report the incident(s), why did you not report it?"  
Southampton 2018/19



In the 2019 Crime Survey for England and Wales the main reasons respondents did not report incidents to the police were that the police could not do anything (34%); they regarded an incident as too trivial or not worth reporting (30%); or considered that the police would not have bothered or not have been interested (22%).

## 5.6. Points for the Partnership to Note

- Respondents to the Community Safety Survey continue to feel that the police and other local public services are not dealing successfully with crime, and are not feeling safe after dark in their local area. These perceptions are consistent with the small increase in police recorded crime in the last year in Southampton.
- The most commonly mentioned reasons for feeling unsafe included homeless people and beggars; public drinking; levels of crime; groups hanging around; and lack of police presence. Those feeling particularly less safe included females and 18-24 year olds.
- The Partnership should consider residents' low perceptions of safety and how best to address this.
- Just over half of the total number of incidents experienced by Survey respondents were reported either to the police, Southampton City Council or another agency. The most commonly cited reason for not reporting an incident was that the respondent did not feel it would make a difference.

## 6. Key Themes

### 6.1 Violence Against the Person

Violent crime covers a range of offence types from minor assaults, such as pushing and shoving that result in no physical harm, to murder. It includes offences where the victim was threatened with violence whether or not there is any injury. A change in Home Office counting rules in 2018/19 in relation to types of violence without injury (harassment, malicious communication and stalking) means that these are now counted as discrete offences and trends should be interpreted with caution.

#### 6.1.1 Trends and Benchmarking

##### *Rates of Recorded Violent Crime*

In a continuation of the recent national trend, the number of police recorded violent crimes increased over the past year to over 1.5 million crimes. Some of this increase is thought to result from improved recording practices but it is likely that rises in the most serious categories reflect genuine rises in violent crime.<sup>46</sup> The Crime Survey for England and Wales (CSEW) estimates that there were 1.3 million incidents of violence experienced by adults aged 16 and over in the latest survey year ending March 2019. This figure has not changed significantly compared with last year and continues the relatively stable trend seen over the last five years. Although CSEW includes offences not reported to the police, and provides a good picture of the overall trend in violent crime, police recorded crime figures cover a wider range of offences than the CSEW and provide a better measure of higher-harm but less common types of violence.

Southampton has a relatively high recorded rate of violent crime at 43.8 recorded crimes per 1,000 population in 2018/19 (figure 6.1.1). As with in all years since 2011/12 this is significantly higher than the England rate (27.4 in 2018/19) and places Southampton third highest among its group of most similar community safety partnerships, and 19<sup>th</sup> highest of community safety partnerships in England.<sup>47</sup> The rate of violent crime recorded in Southampton is not significantly different from that recorded in its local comparator city of Portsmouth, which has the second highest recorded rate of 44.6 recorded crimes per 1,000 population. Similarly, Southampton is also placed third highest amongst its most similar group of community safety partnerships in terms of the severity of the violent crime experienced.

<sup>46</sup> Crime in England and Wales: year ending March 2019 (Office for National statistics) [Online] Available from <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingmarch2019> [accessed September 2019]

<sup>47</sup> Of 293 community safety partnerships in England

Figure 6.1.1:

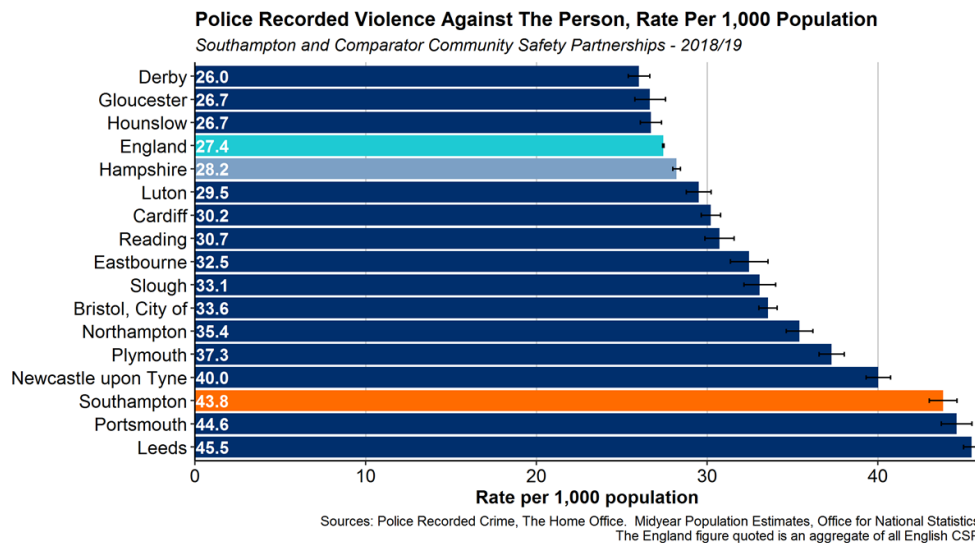


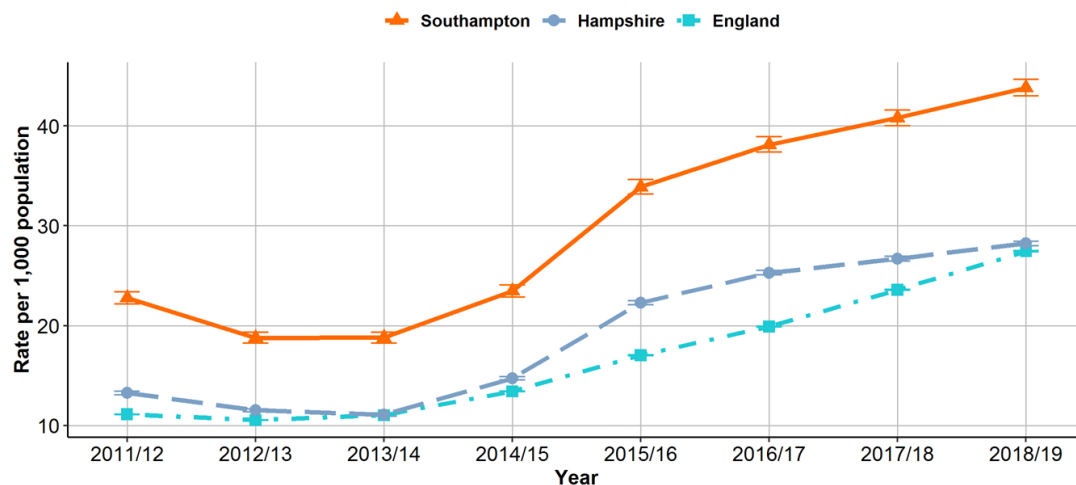
Figure 6.1.2 shows the trend in overall recorded violent crime in the city. This illustrates that in the period prior to 2013/14 there was a reduction in the number of violent crimes in Southampton. The Neighbourhood Policing Team attributed this in large part to licencing working with pubs and clubs to target crime and disorder and the impact of the recession on customer numbers for the Night Time Economy (NTE).<sup>48</sup> Although the past five years have seen a dramatic increase in the number of crimes, the 7.6% increase from 2017/18 to 2018/19 has been driven by increases in violence without injury and stalking and harassment crimes (which include malicious communications). There have been changes in the coverage of stalking and harassment offences and in the rules governing the recording of these offences – harassment and stalking are now recorded as separate offences - so trends need to be interpreted with caution.<sup>46</sup>

<sup>48</sup> Hampshire Constabulary (2017) Force Strategic Assessment 2017

Figure 6.1.2:

**Police Recorded Violence Against The Person Trend, Rate Per 1,000 Population**

Southampton Community Safety Partnership, Hampshire and England - 2011/12 to 2018/19



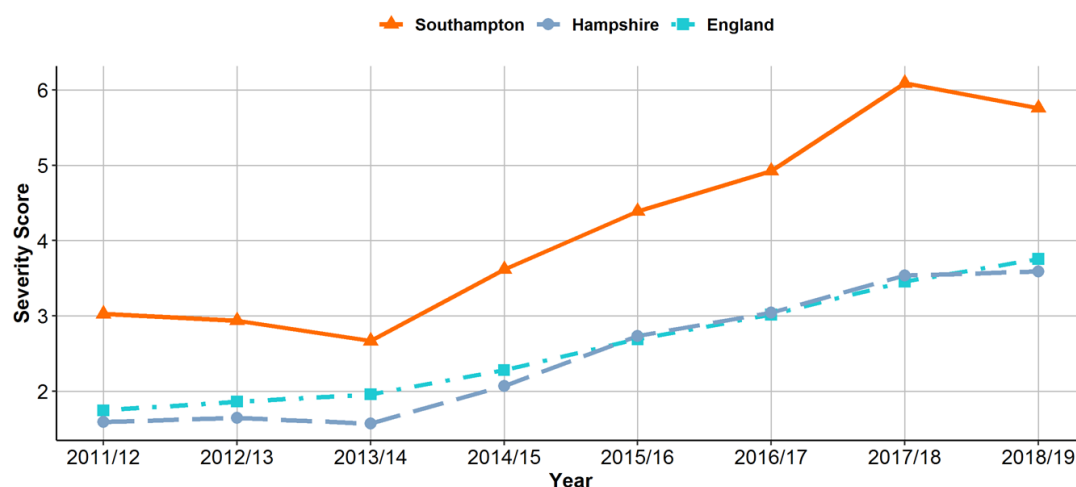
Sources: Police Recorded Crime, The Home Office. Midyear Population Estimates, Office for National Statistics  
The England figure quoted is an aggregate of all English CSP

Southampton has significantly higher rates than the national average for police recorded violence with injury (16.6 crimes per 1,000 population) and police recorded violence without injury (19.4 crimes per 1,000 population). This places Southampton second and first respectively amongst its group of most similar community safety partnerships. Between 2017/18 and 2018/19, the number of violence without injury crimes increased by 4.1% and the number of violence with injury crimes decreased by 0.9%. The change in mix of these crime types is responsible for the 5.4% decrease in violent crime severity in Southampton in 2018/19 after four years of increase (figure 6.1.3), despite the increase in violent crime offences overall.

Figure 6.1.3:

**Police Recorded Violence Against The Person - Severity Score Trend**

Southampton Community Safety Partnership, Hampshire and England - 2011/12 to 2018/19



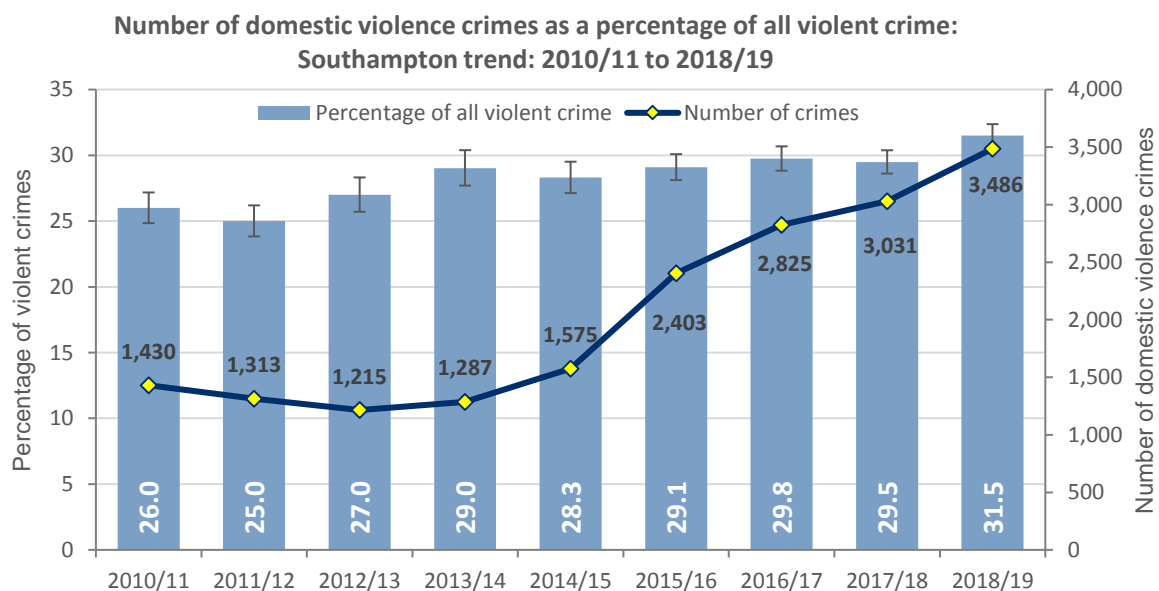
Sources: Police Recorded Crime, The Home Office. Midyear Population Estimates and Crime Severity Weights, Office for National Statistics  
The England figure quoted is an aggregate of all English CSP



## Domestic Abuse

Another possible factor underlying the rise in police recorded violent crime is an increase in the reporting and recording of domestic abuse (figure 6.1.4). Since April 2015, crimes should be “flagged” as being domestic abuse-related by the police if the offence meets the government definition of domestic violence and abuse.<sup>46</sup> Nationally over one third of violence against the person offences are flagged as being domestic abuse-related,<sup>46</sup> the greatest proportion of any crime type. This pattern is mirrored locally where the percentage of violent crimes identified as domestic is currently 31.5%, with the number of offences in this category increasing by 15% in 2018/19 compared to the previous year. Further analysis on domestic violence and abuse can be found in section 6.2.

Figure 6.1.4:



Source: Hampshire Constabulary

Included in the rise in domestic abuse-related crimes are offences of controlling or coercive behaviour in an intimate or family relationship. This became a new criminal offence as part of the Serious Crime Act 2015 and came into force on 29 December 2015. Of 43 police forces in England for which data were available, 17,069 offences of coercive control were recorded in the year ending March 2019 while 9,101 coercive control offences were recorded in the previous year. This increase is likely to be because of police forces increasing their use of the new law over the last year.<sup>46</sup> There were 91 police recorded coercive control crimes in Southampton in 2018/19 (data are not available to SCC for calculation of the rate of increase).

### Most Serious Violence

Most Serious Violence (MSV) incorporates homicide and selected violence against the person offences where there was an intent to inflict grievous bodily harm. Figures reported here use the iQuanta definition of MSV.

There were 199 MSV offences in Southampton in 2018/19, a year on year decline of 21.3% in terms of crime count, and a decline of 23.5% in terms of crime severity score. Southampton is seventh highest among its comparator group for this offence type (figure 6.1.5) and second highest in Hampshire, after Portsmouth. Until 2015/16 Southampton had an MSV crime rate which was not significantly different to that of England (figure 6.1.6). However, despite the decline in the number of crimes in the last year, the overall recent trend appears to be one of increase (figure 6.1.6).

Figure 6.1.5:

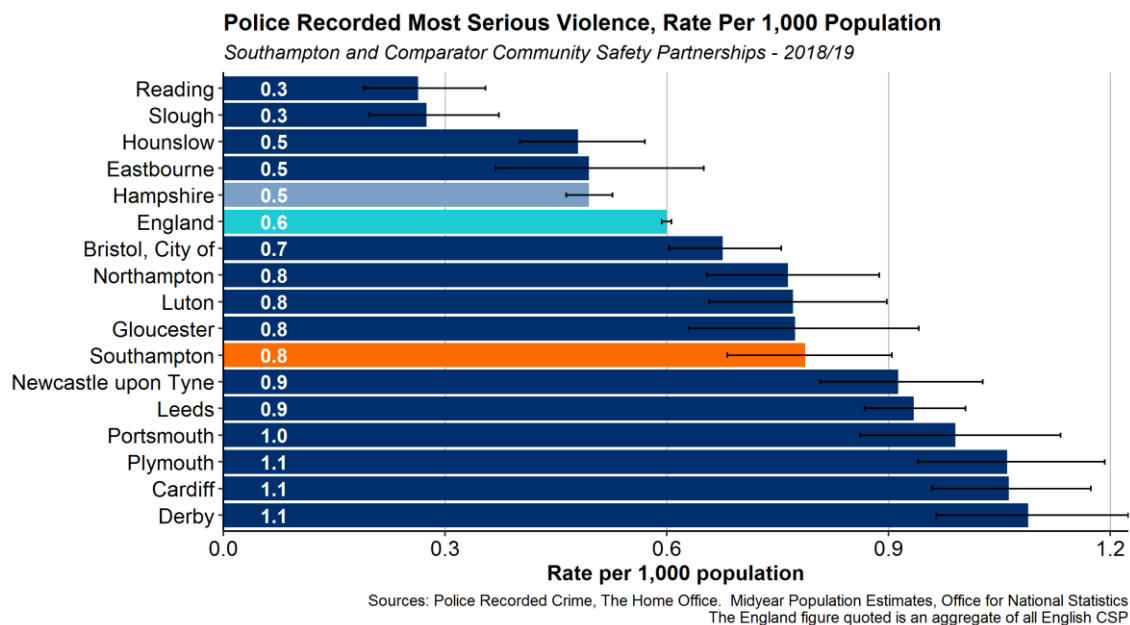
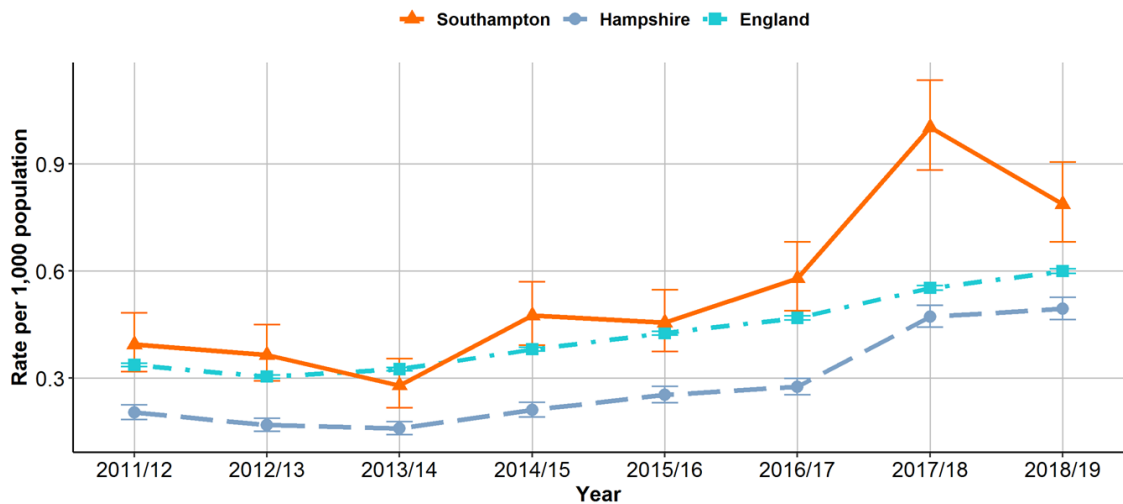


Figure 6.1.6:

**Police Recorded Most Serious Violence Trend, Rate Per 1,000 Population**

Southampton Community Safety Partnership, Hampshire and England - 2011/12 to 2018/19

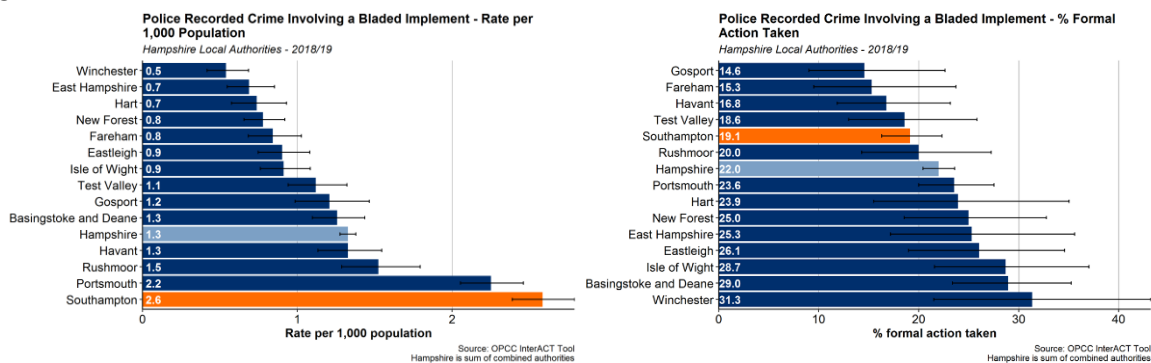


Sources: Police Recorded Crime, The Home Office. Midyear Population Estimates, Office for National Statistics  
The England figure quoted is an aggregate of all English CSP

*Crimes Involving a Bladed Implement*

There were 676 crimes involving the use of a bladed implement in Southampton in 2018/19, including 7 crimes for possession of a bladed implement on school premises. Southampton has the highest rate of crimes involving a bladed implement among Hampshire districts, at 2.6 crimes per 1,000 resident population, and is below the Hampshire average in terms of the percentage of crimes involving a bladed implement against which formal action is taken (figure 6.1.7).

Figure 6.1.7:



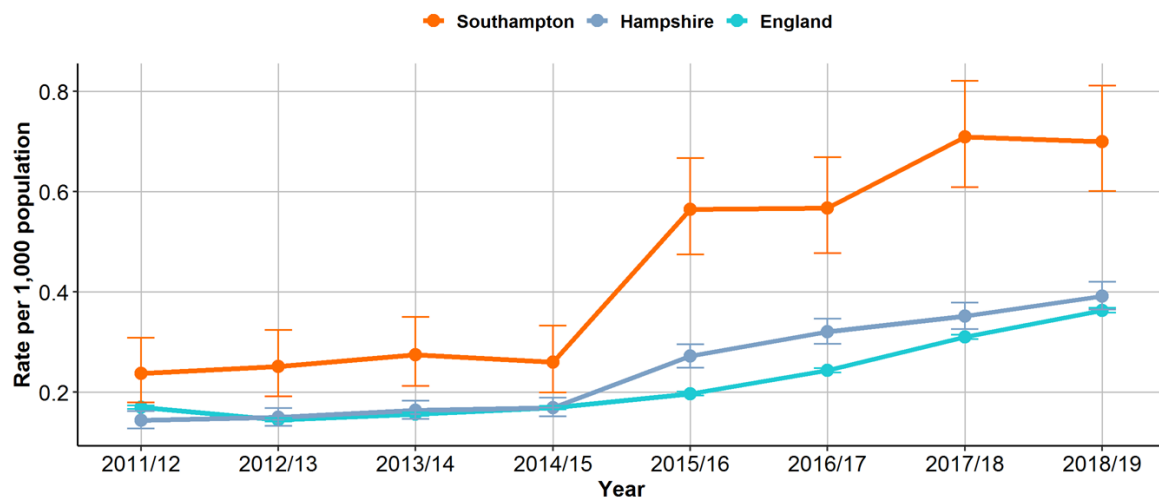
There was a small year on year decline of 1.1% in the number of recorded crimes for possession of an article with a blade or point (figure 6.1.8). However, this follows a large increase from 2014/15 to 2015/16 and a further increase from 2016/17 to 2017/18. The number of crimes remains relatively small at 177. It should be noted that possession of weapons offences are only recorded if the weapon

has not been used during the commission of another notifiable offence.<sup>49</sup> An emerging trend which contributes to this crime type is the interception of offensive weapons ordered over the internet during the postal delivery process.

Figure 6.1.8:

**Police Recorded Possession Of Article With Blade Or Point Trend, Rate Per 1,000 Population**

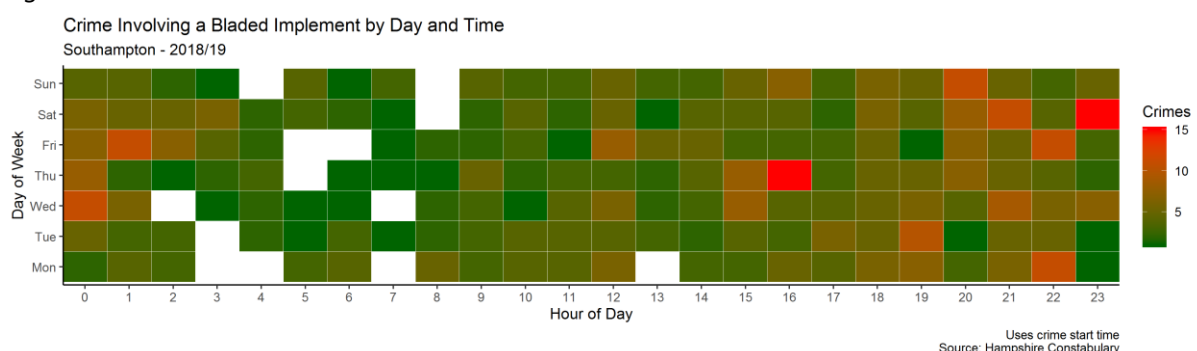
Southampton Community Safety Partnership, Hampshire and England - 2011/12 to 2018/19



Sources: Police Recorded Crime, The Home Office. Midyear Population Estimates, Office for National Statistics  
The England figure quoted is an aggregate of all English CSP

Thursday and Saturday appear to be peak days for crimes involving a bladed implement in Southampton, with peak times in the period 9pm to 2am (figure 6.1.9). However within each day and hour crime numbers are fairly small and this pattern may be subject to some variation.

Figure 6.1.9:



<sup>49</sup> Home Office Counting Rules for Recorded Crime: Possession of Weapons. 2019.  
[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/822476/count-weapons-jul-2019.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/822476/count-weapons-jul-2019.pdf) [accessed October 2019]

## Crimes Involving a Gun

There were 48 crimes involving the use of a gun in Southampton in 2018/19. Southampton has the highest number of firearm occurrences and offender residences in the southeast region and also the highest proportion of firearms possession intelligence within Hampshire Constabulary.<sup>50</sup> These levels are attributed in the Forces Strategic Assessment to three offending groups operating in the city who have links to Organised Crime Groups (OCGs) which are both involved in firearms and connected to firearm theft suspects across the region.

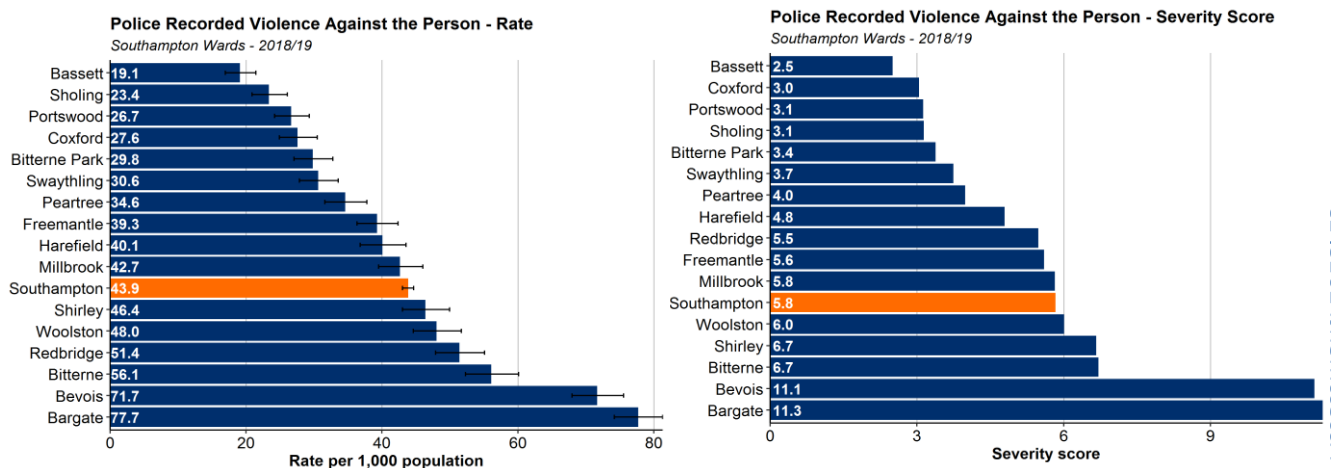
## Other Violent Crime

There were two homicides in Southampton in 2018/19 compared to five in 2017/18, three in 2016/17 and fewer than five in each year over the period 2007-2015.

### 6.1.2 Sub-City Analysis

In 2018/19, police recorded violent crime per 1,000 resident population was significantly higher compared to the Southampton average in Redbridge, Bitterne, Bevois and Bargate. Crime severity was greatest in Shirley, Bitterne, Bevois and Bargate (figure 6.1.10). Violent crime and MSV are associated with Night Time Economy (NTE) activities and Bevois and Bargate wards stand out in terms of both crime rate and severity score.

Figure 6.1.10:

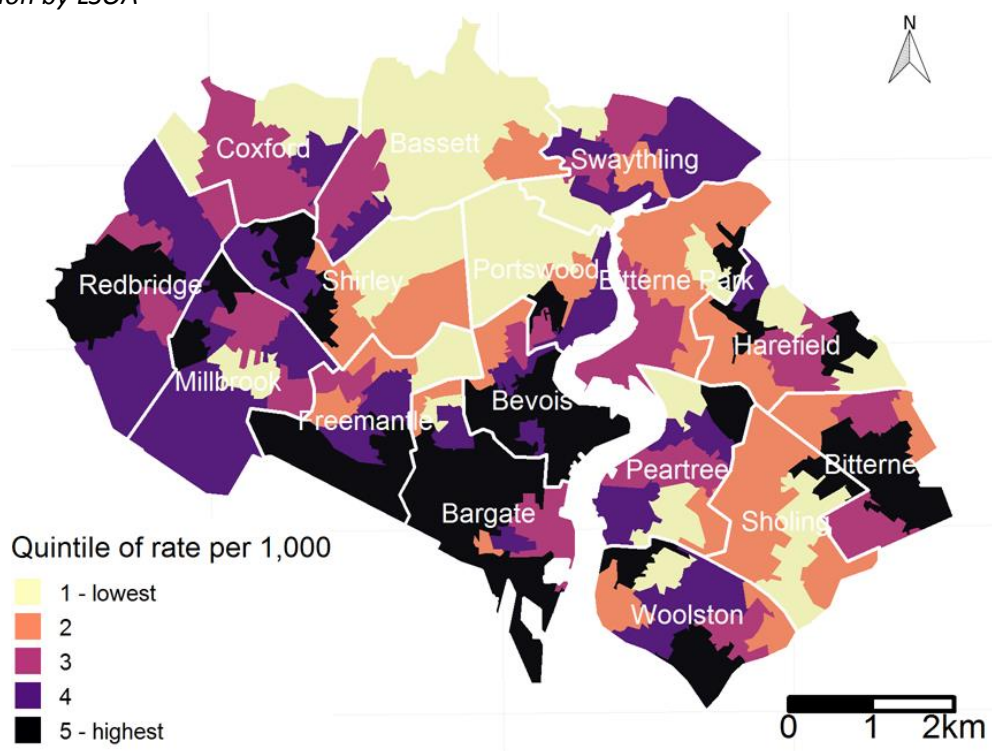


Source: Hampshire Constabulary

A more nuanced picture of the distribution of violent crime in Southampton comes from an analysis by LSOA within ward. Figure 6.1.11 shows quintiles of violent crime rate by LSOA with ward boundaries superimposed. The map clearly highlights pockets of relatively high violent crime rates within Woolston, Shirley, Freemantle, Millbrook and Harefield wards, in addition to the wards noted above.

<sup>50</sup> Hampshire Constabulary Strategic Assessment 2019.

Figure 6.1.11: Police Recorded Violence Against the Person – Quintile of Crime Rate per 1,000 Population by LSOA



Source: Hampshire Constabulary

While the rate of recorded violent crime per 1,000 residents in Southampton increased overall between 2017/18 and 2018/19 by 7.6%, the increase was most marked in the wards of Portwood (19.9% increase); Redbridge (16.8% increase); and Bitterne (15.9% increase) (see section 4).

Most serious violence was highest in Bargate and Bevois.

### 6.1.3 Victims and Perpetrators

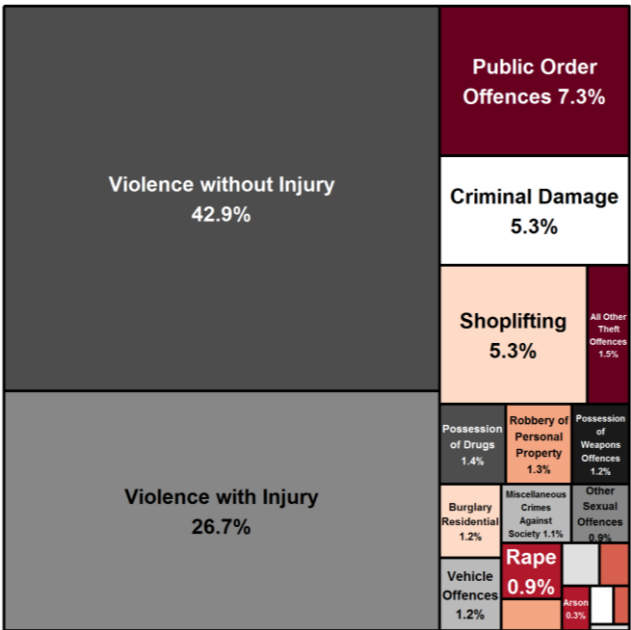
Where the gender was known, 52.2% of violence against the person victims in Southampton in 2018/19 were male. The most common age group for victims was 25 to 34 years (26.1%), with 16.9% of victims aged under 18. Victims aged 35-49 years old were slightly more likely to be repeat victims compared to other age groups and 21.5% of victims of this age group experienced more than one instance of violence against the person in the recording year. Across all age groups 19.7% of victims experienced more than one instance of violence against the person in the year and around 35% of repeat victims experienced domestic flagged violent crime.

In 2018/19, 67.5% of more than 5,000 known Southampton violence against the person offenders were male. The 25-34 age group had the highest proportion of offenders (29.9%), with 11.1% of offenders aged under 18.



Repeat violence against the person offenders made up 31% of all violence against the person offenders (1,618 out of a total 5,286 known suspects or offenders) but were responsible for 56% of offences of this type. Repeat offenders are often linked to other types of criminality. Of all offences committed by known violence against the person offenders in Southampton in 2018/19, around 30%, or 3,600, were crimes of another type (figure 6.1.12). Most of these other offences were public order offences (7.3% of all offences committed by violence against the person offenders), criminal damage or shoplifting (both 5.3%). A smaller proportion were possession of weapons offences (1.2%), rape and other sexual offences (both 0.9%).

Figure 6.1.12: All Crime Types Committed by Known Violence Against the Person Offenders in Southampton 2018/19



Source: Hampshire Constabulary

### Crimes Involving a Bladed Implement

Offenders aged 9-17 make up 20.4% of known bladed implement offenders but were responsible for 27.8% of crimes involving a bladed implement in Southampton in 2018/19 (figure 6.1.13). The 25-34 year old age group was responsible for the second highest proportion of crimes involving a bladed implement by age (25.5%). Repeat offenders were more likely to be male and 80.4% of offenders were male overall. Around 21% of offenders committed more than one offence involving a bladed implement, but most offenders (72.5%) also committed further crimes which did not involve a bladed implement. Figure 6.1.14 shows the wide variety of crime types committed by bladed implement offenders in Southampton in 2018/19: 20.5% of crimes were violence without injury, while a further 16.7% were violence with injury and 9.9% were shoplifting.

Figure 6.1.13:

**Age Profile of Offenders - Crime Involving a Bladed Implement**

Southampton 2018/19

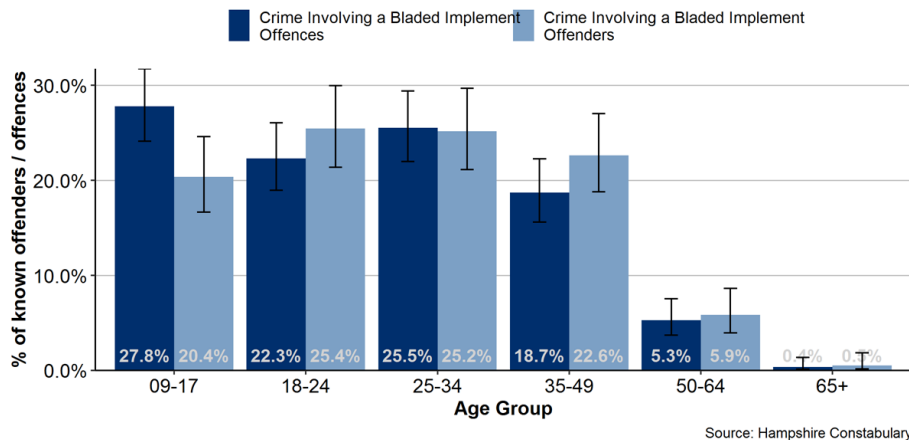
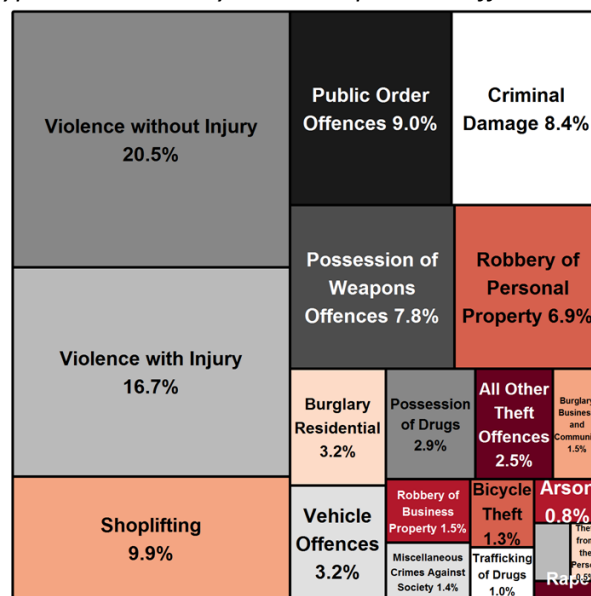


Figure 6.1.14: All Crime Types Committed by Bladed Implement Offenders in Southampton in 18/19



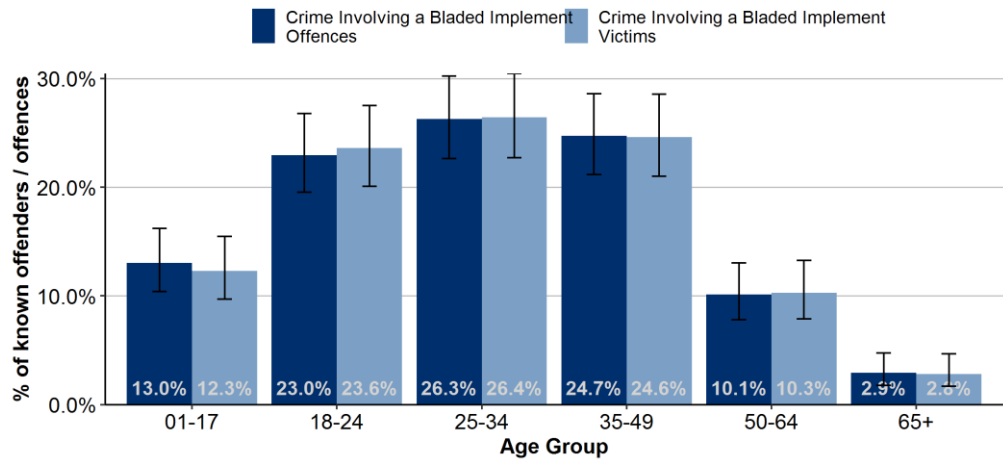
Source: Hampshire Constabulary

Victims of crime involving a bladed implement in Southampton in 2018/19 were most likely to be aged 25-34 (26.4%) and 35-49 (24.6%) (figure 6.1.15). The majority of victims were male (70.6%) and there were few repeat victims: around 96% of victims reported only one crime of this type in the recording year. In 32% of crimes the offender was not known to the victim, but in other cases was most commonly either an acquaintance, partner or family member (figure 6.1.16).

Figure 6.1.15:

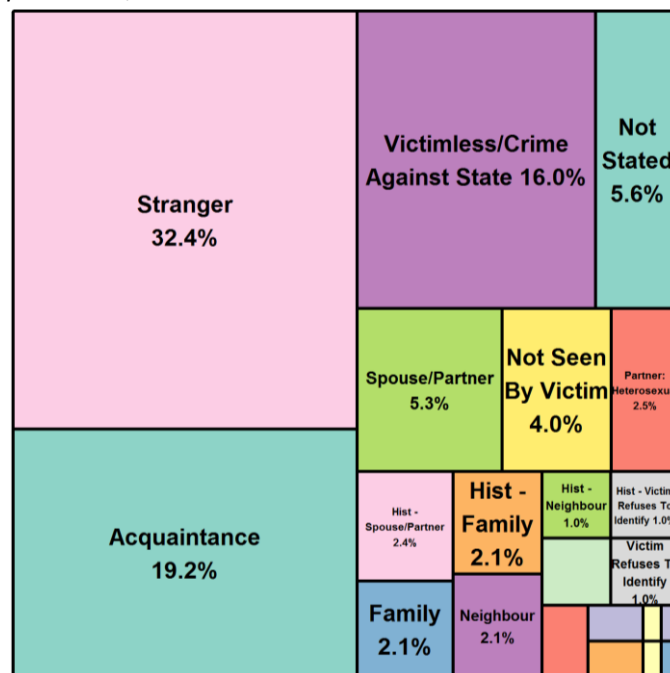
**Age Profile of Victims - Crime Involving a Bladed Implement**

Southampton 2018/19



Source: Hampshire Constabulary

Figure 6.1.16: Offender/Victim Relationship for Known Victims of Crimes Involving a Bladed Implement – Southampton 2018/19



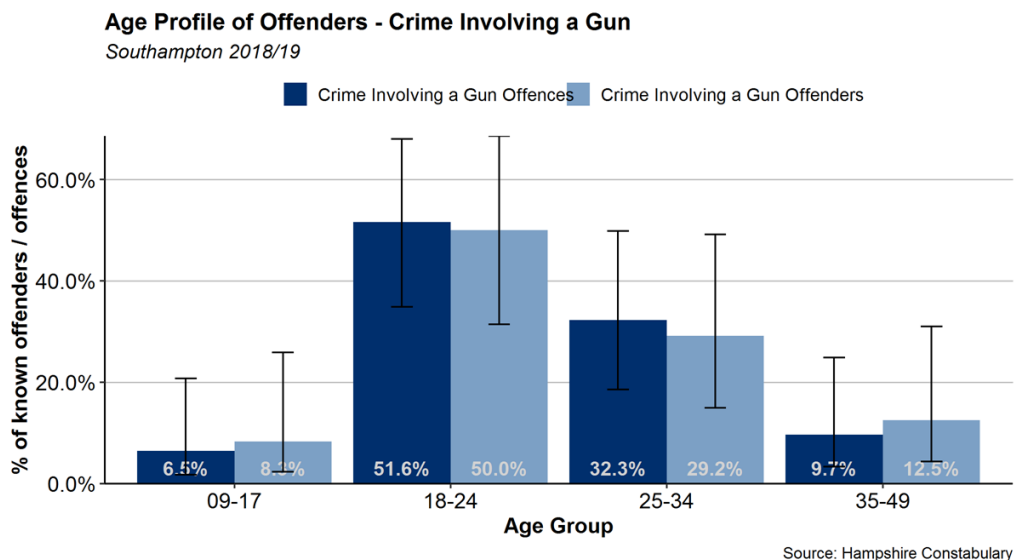
Source: Hampshire Constabulary

**Crimes Involving a Gun**

Numbers are small but most crimes involving a gun were committed by offenders aged 18-24 in Southampton in 2018/19 (figure 6.1.17). These offences have a young age profile in general as no known offender was aged over 49. 88% of offenders were male but only 54% of victims were male. 23% of victims were aged under eighteen and 35% were aged 35-49. All offenders of crime involving

a gun also committed other crimes in the year which did not involve a gun; including violence with injury, trafficking of drugs and residential burglary.

Figure 6.1.17:



#### 6.1.4 Points for the Partnership to Note

- Violent crime has been identified as a priority crime type for the Partnership (see 'Overview' chapter 4). Perpetrators of this crime type tend to have a young age profile and therefore early intervention should be a focus of Partnership work to reduce violent crime.
- Knife enabled crime is higher in Southampton than in other Hampshire districts but Southampton has a relatively low rate of formal police action against offenders compared to other districts. Knife crime should be a particular focus for early intervention.
- The Partnership should continue to carefully monitor data from a range of sources and triangulate with Police data, in order to better understand the true nature and trends in violent crime in Southampton and develop prevention, intelligence and enforcement plans to tackle emerging crime patterns.
- Southampton City Council and YOS should continue to work with schools on a variety of weapon awareness projects aimed at both staff and young people.

## 6.2 Crime Reporting Domestic and Sexual Abuse (DSA) and Sexual Offences

Sexual offences include rape, sexual assault and unlawful sexual activity against adults and children, sexual grooming and indecent exposure.<sup>51</sup> The Government definition states that Domestic and Sexual Abuse (DSA) refers to any incident 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.<sup>52</sup> The abuse can include, but is not limited to, psychological, physical, sexual, financial or emotional abuse. Due to the link between the two areas they have been included in one chapter for this report.

Obtaining a comprehensive picture of the extent of DSA nationally and locally remains a challenge as DSA is a hidden crime with very high levels of under-reporting. The Crime Survey for England and Wales (CSEW) found that only 17% of partner abuse in 2017/18 was reported to the Police,<sup>53</sup> while SafeLives (national charity) suggests that on average, a victim experiences 50 incidents of DSA and lives with it for more than 2 years before getting help.<sup>54</sup> Statistics on the extent and nature of DSA have been hampered in the past by the fact that DSA is not a single crime type but rather potentially multiple crime types within a domestic or intimate relationship. The 2015 Serious Crime Act made controlling or coercive behaviour in an intimate family relationship an offence, so this behaviour can now be prosecuted in its own right, and in January 2019 the government published a draft Domestic Abuse Bill. This proposes legislation to help tackle domestic abuse crime, including extending the definition to include economic abuse, together with measures to promote awareness, protect and support victims and transform the justice response.<sup>55</sup>

Domestic abuse is a complex crime which can affect anyone, and has enduring effects. The total cost of domestic abuse in England and Wales for 2016/17 has been estimated as £66 billion, of which the greatest proportion (£47 billion) is the value of the physical and emotional harm which is caused.<sup>56</sup>

<sup>51</sup> ONS (2017) *Overview of violent crime and sexual offences* Available from: <https://tinyurl.com/ya9rzydp> [accessed September 2019]

<sup>52</sup> Home Office. Domestic abuse: how to get help. <https://www.gov.uk/guidance/domestic-abuse-how-to-get-help> [accessed September 2019]

<sup>53</sup> ONS (2018) Domestic abuse: findings from the Crime Survey for England and Wales: year ending March 2018. <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/domesticabusefindingsfromthecrimesurveyforenglandandwales/yearendingmarch2018> [accessed September 2019]

<sup>54</sup> Safe Lives. How long do people live with domestic abuse, and when do they get help to stop it? <http://www.safelives.org.uk/policy-evidence/about-domestic-abuse/how-long-do-people-live-domestic-abuse-and-when-do-they-get> [accessed September 2019]

<sup>55</sup> Home Office and Ministry of Justice. 2019. Domestic Abuse Bill. <https://www.gov.uk/government/collections/domestic-abuse-bill> [accessed October 2019]

<sup>56</sup> Home Office. 2019. The economic and social costs of domestic abuse. <https://www.gov.uk/government/publications/the-economic-and-social-costs-of-domestic-abuse> [accessed November 2019]

## 6.2.1 Trends and Benchmarking

### Sexual Offences

Southampton continues to have a significantly higher police recorded rate of sexual offences per 1,000 resident population than England and in 2018/19 recorded the third highest rate in its group of fifteen most similar comparator Community Safety Partnerships (CSPs), with a rate of 4.1 offences recorded per 1,000 population. This is significantly higher than most other CSPs in the group, with the exception of Newcastle upon Tyne and Northampton (figure 6.2.1).

Figure 6.2.1:

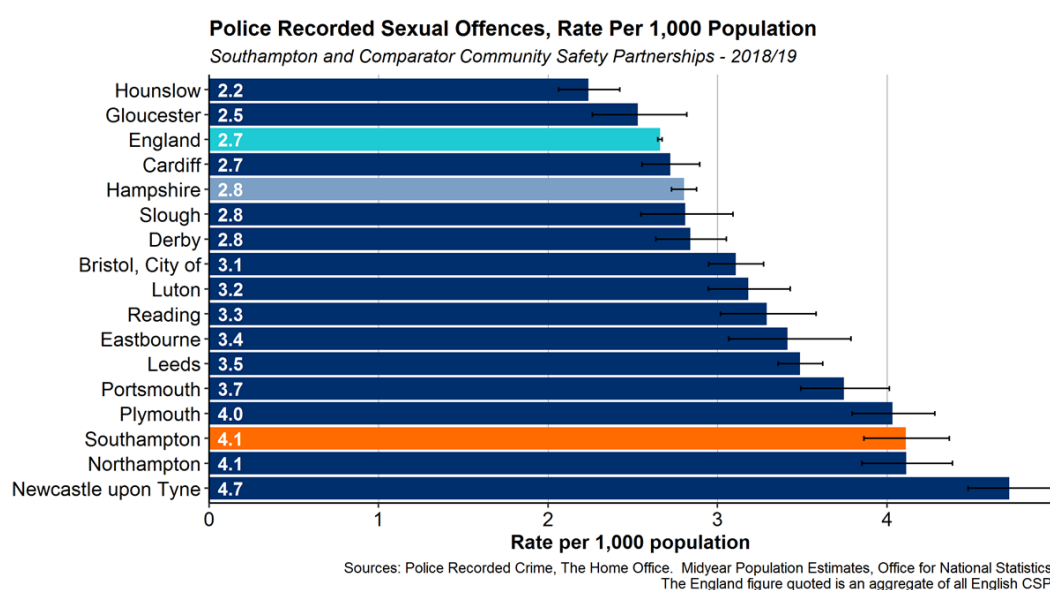
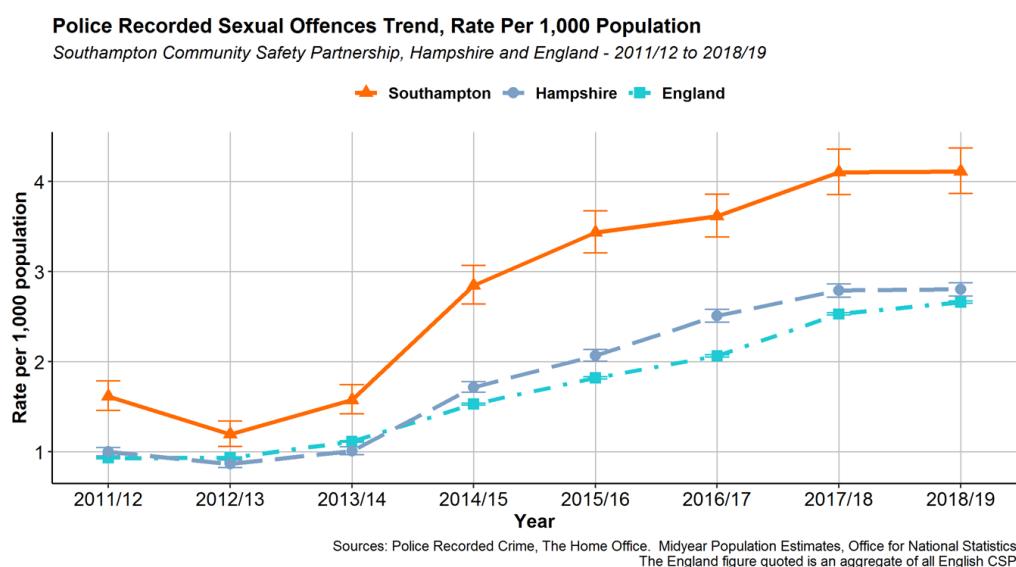


Figure 6.2.2:





In 2018/19, 382 rapes were recorded by police in the city which represents a fall of 4.7% compared to 2017/18. Other sexual offences increased by 3.6% over the same period to give a small increase in sexual offences overall of 0.4%. This compares favourably to the 5.9% increase in the number of sexual offences recorded by the police in England and represents a flattening out of the upward trend in the number of offences seen over the previous five years (figure 6.2.2). However, the CSEW notes that given the different factors affecting the reporting and recording of these offences, police figures do not provide a reliable measure of current trends. Improvements in police recording practices and an increased willingness of victims to come forward and report sexual offences to the police are both thought to have contributed to increases in recent years.<sup>57</sup>

25% of sexual offences recorded by the police nationally in the year ending March 2019 were non-recent (offences that took place more than 12 months before being recorded by the police). While non-recent offences remain an important contributor to the latest national rise in sexual offences, the rise was due mainly to increases in recent offences (those that took place within 12 months of being recorded by the police). This is similar to the picture in Southampton where there was a year on year decline in non-recent rape offences of 14%, compared to an increase in recent rape offences of 4%. There was also a year on year 8% decline in non-recent other serious sexual offences, compared to an increase in recent other serious sexual offences of 9%.

### *Domestic Crimes*

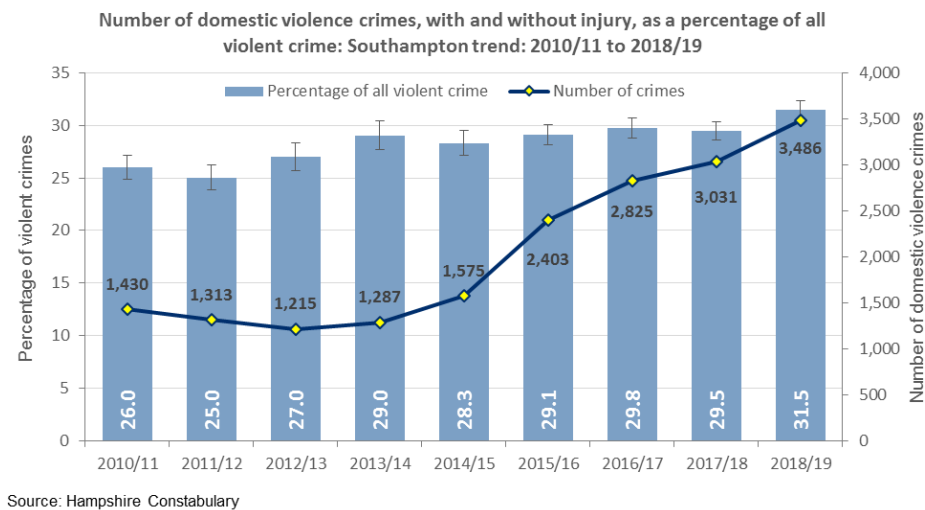
In Southampton domestic flagged crime currently accounts for 13.5% of all recorded crime, and has increased by 13.1% compared to the same period last year. A change in Home Office counting rules in 2018/19 means that harassment, malicious communications and stalking are now recorded as discrete offences and this has contributed to some of the increase, as has an increase in counter allegations.<sup>58</sup> According to the CSEW there was no change in the proportion of adult victims of domestic abuse in the year ending March 2019 (6.3%).

<sup>57</sup> ONS. Crime in England and Wales: year ending March 2019.

<https://www.ons.gov.uk/releases/crimeinenglandandwalesyearendingmarch2019> [accessed September 2019]

<sup>58</sup> Hampshire & IOW Constabulary Force Strategic Assessment 2018/19

Figure 6.2.3:



Police recorded domestic violent crimes are those that have been flagged as domestic and classified with a Home Office code that falls within violence against the person (homicide, violence with injury or violence without injury). Figure 6.2.3 shows that in Southampton police recorded domestic violent crimes have increased by 15% between 2017/18 and 2018/19. The percentage of violent crimes that are domestic related was 31.5% in 2018/19, a two percentage point increase from 2017/18. The increase in domestic violent crime should be seen in the context of an increase in violent crime overall but also in the increased propensity of victims to report offences. 6% of domestic flagged crimes reported in Southampton in 2018/19 were non-recent.

Figure 6.2.4 shows the percentage of domestic violence offences which had formal action taken against the offender in Hampshire districts in 2018/19. Southampton is similar to the Hampshire average with 12.5% of domestic violence offences having formal action taken. For all districts the percentage is low and reflects to some extent the difficulties facing victims as well as evidential issues. Victims did not support further action in 46.6% of reported domestic violence crimes in Southampton in 2018/19, while evidential difficulties were encountered in a further 29% of occurrences. Most domestic flagged crimes were committed by a current spouse or partner or former spouse or partner. A significant proportion is also committed by other family members (figure 6.2.5).

Figure 6.2.4:

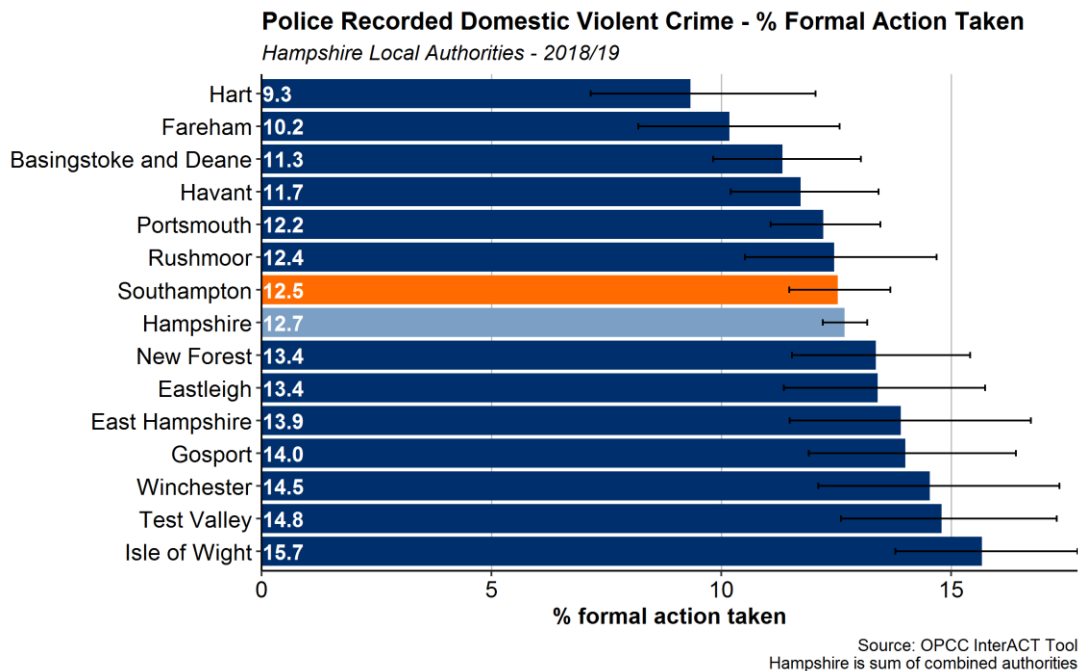
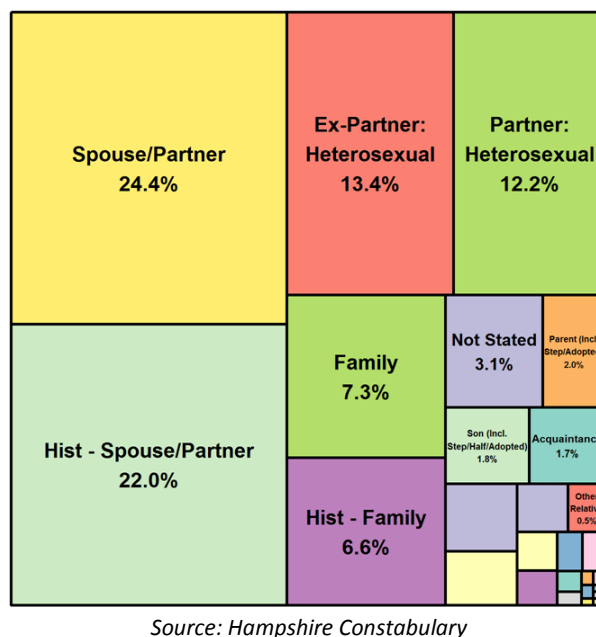


Figure 6.2.5: Police recorded domestic flagged offences by type of family relationship, Southampton 2018/19



The recent HMICFRS inspection of crime recording in Hampshire Constabulary found that, of 340 audited crimes related to domestic abuse, the force had recorded 292 (86%). It notes that the under-

recording of crimes related to domestic abuse, and the failure to provide safeguarding and a satisfactory service to some of these victims is an area for improvement.<sup>59</sup>

One third of Hampshire Constabulary's DA crimes involve a repeat victim, that is, a victim of a repeat DA crime within 365 days of the original crime. The 2019 Forces Strategic Assessment notes that it is important to distinguish between a repeat victim who has reported historical crimes, and a repeat victim who has experienced further DA after reporting the original offence,<sup>58</sup> as they require different follow up. Of 3,019 known victims of police recorded DA offences in Southampton in 2018/19, 835 reported a further DA offence more than 30 days after the original offence was reported. 125 of these 835 repeat victims were assessed at the time of the first reported offence as being 'high risk'. On the face of it this may suggest a problem with high risk intervention but could also suggest an implementation of safety plans by victims of ongoing abuse.

### *High Risk Domestic Abuse*

In June 2016, Southampton's MARAC (High Risk Domestic Abuse Cases) was incorporated into the MASH, the Multi-Agency Safeguarding Hub. MASH serves as a front door for referrals about children with a safeguarding concern and this has significantly streamlined and improved risk assessment of vulnerable children. In June 2016, MASH introduced a daily response to all High Risk Domestic Abuse (HRDA) cases. The multi-agency daily HRDA meeting discusses the risks, vulnerabilities and protective factors for the whole family, with a view to developing a plan of safety for victims and children while holding perpetrators to account.

Overall, there has been a steady trend in the number of HRDA cases in the time since its inception in 2016, though there is a large variation in the number of cases from month to month which to some extent reflects MASH team capacity (figure 6.2.6). Southampton HRDA has the highest rate of high risk domestic abuse cases per 10,000 population in its comparator group of similar local authorities (figure 6.2.7).

<sup>59</sup> HMICFRS. 2018. Hampshire Constabulary - Crime Data Integrity inspection 2018.  
<https://www.justiceinspectorates.gov.uk/hmicfrs/publications/hampshire-constabulary-crime-data-integrity-inspection-2018/> [accessed October 2019]

Figure 6.2.6:

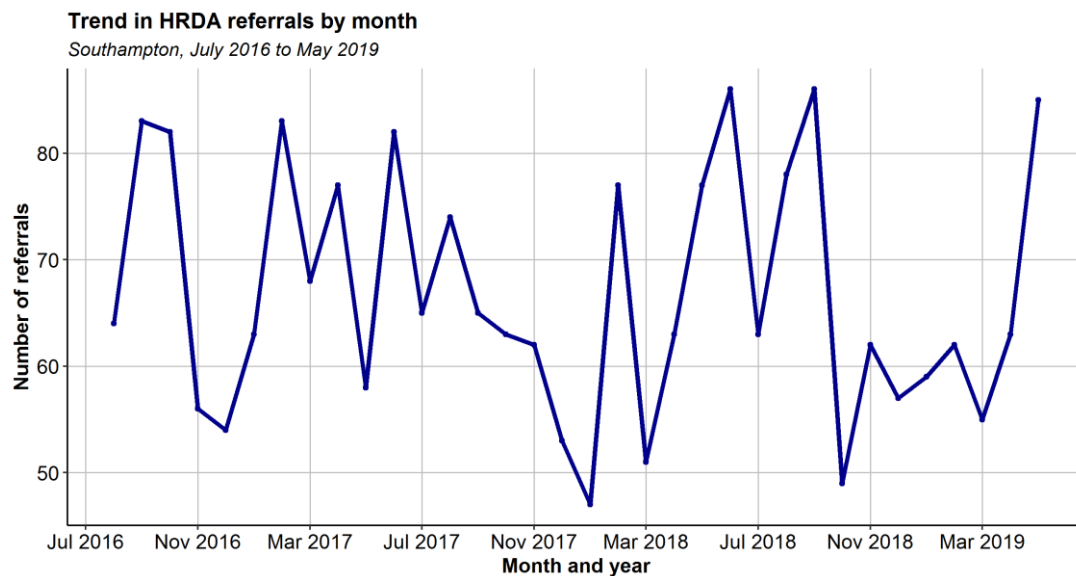
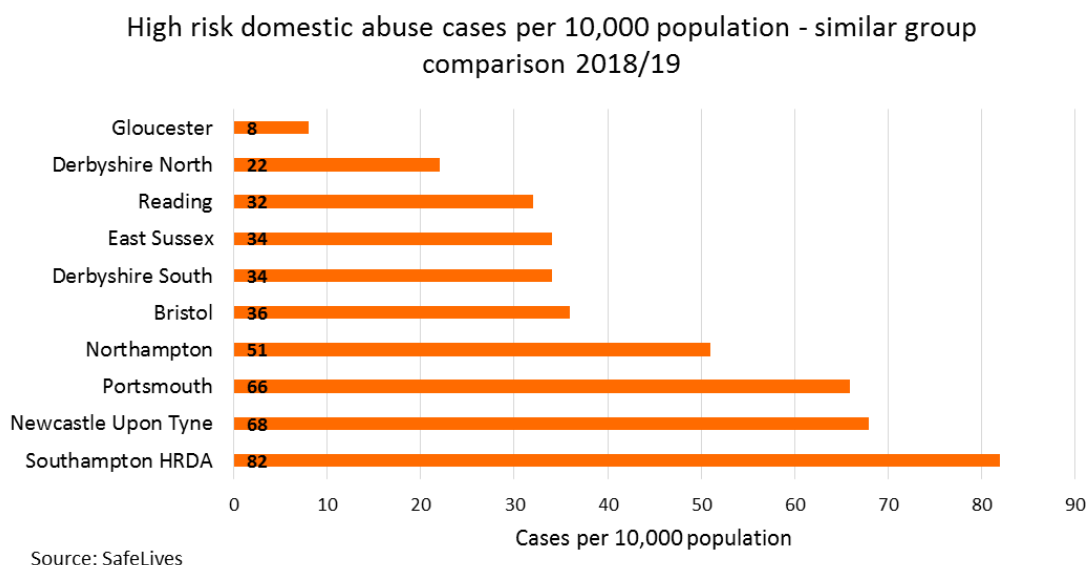


Figure 6.2.7:

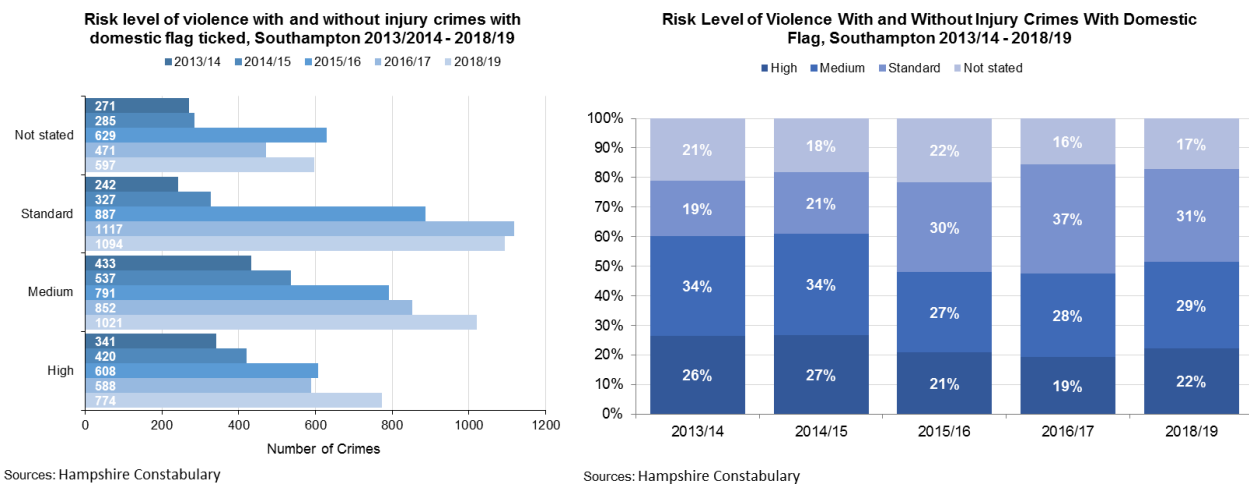


High risk DSA cases are referred to the Council's Independent Domestic Violence Advocates (IDVA). The main purpose of the IDVA is to address the safety of victims at high risk of harm from intimate partners, ex-partners or family members to secure their safety and the safety of their children. Serving as a victim's primary point of contact, IDVAs normally work with their clients from the point of crisis to assess the level of risk, discuss the range of suitable options and develop safety plans.<sup>60</sup> IDVAs usually only work with those cases assessed as high risk and take the majority of high risk cases following the HRDA.

<sup>60</sup> Safe Lives (2014) *National definition of IDVA work*. <https://tinyurl.com/yblez5qg> [accessed October 2019]

During 2018/19, there were 515 referrals to IDVA, a slight decrease from 530 referrals in 2017/18. However referrals to IDVA from HRDA were capped as far as possible to 8 cases per week from September to March 2019 due to staffing issues and this is likely to account for the decline. Of the 515 referrals, 85% successfully engaged with IDVA in 2018/19, an increase from 77% in 2017/18. This increase has coincided with the development of HRDA and IDVA contact attempts within 24 hours of referral to HRDA, but is also due to IDVA ability to manage sometimes hard to reach clients. Of cases closed for which data is available and where clients were contactable, 88% of clients were feeling either very safe or fairly safe at closure (n=129).<sup>61</sup>

Figure 6.2.8:



On attending a domestic violence incident, the police risk assess each case as a high, medium or standard risk on site using the DASH risk assessment tool. Figure 6.2.8 shows the number and proportion of domestic violence crimes by risk level for the last five years for which data is available to SCC (excluding 2017/18). Over the last year the proportion of the cases which are high risk has increased compared to 2016/17, as has the overall number, with numbers of medium cases also increasing. This could be due to a combination of factors including improved recording and confidence in reporting. However, it should be noted that the data presented here only represent those crimes that were related to a violent offence and therefore only a proportion of the total DSA crime. This also explains the difference to volume of cases seen by HRDA. It should be noted that 28% of HRDA referrals in 2018/19 did not come from the police, so police recorded crime data does not reflect the full extent of high risk domestic abuse in the city.

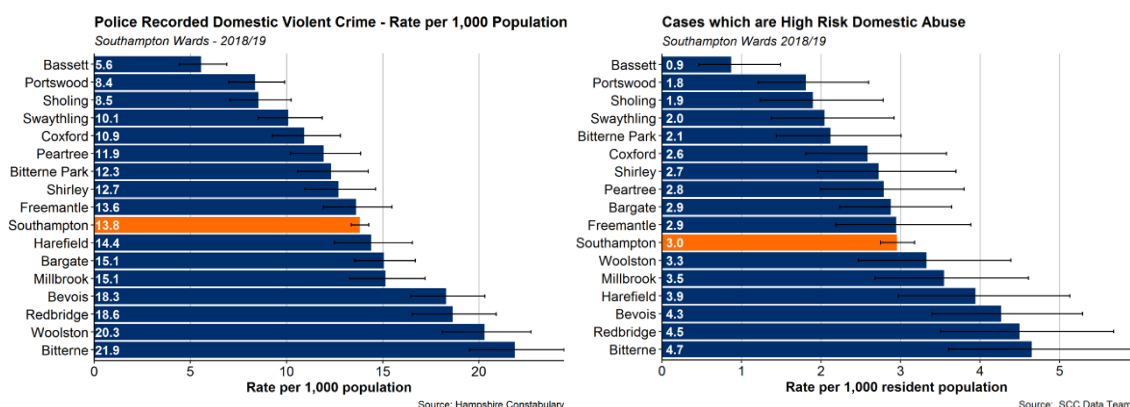
<sup>61</sup> Southampton City Council. 2019. High Risk Domestic Abuse Performance Report 2018/19



## 6.2.2 Sub-City Analysis

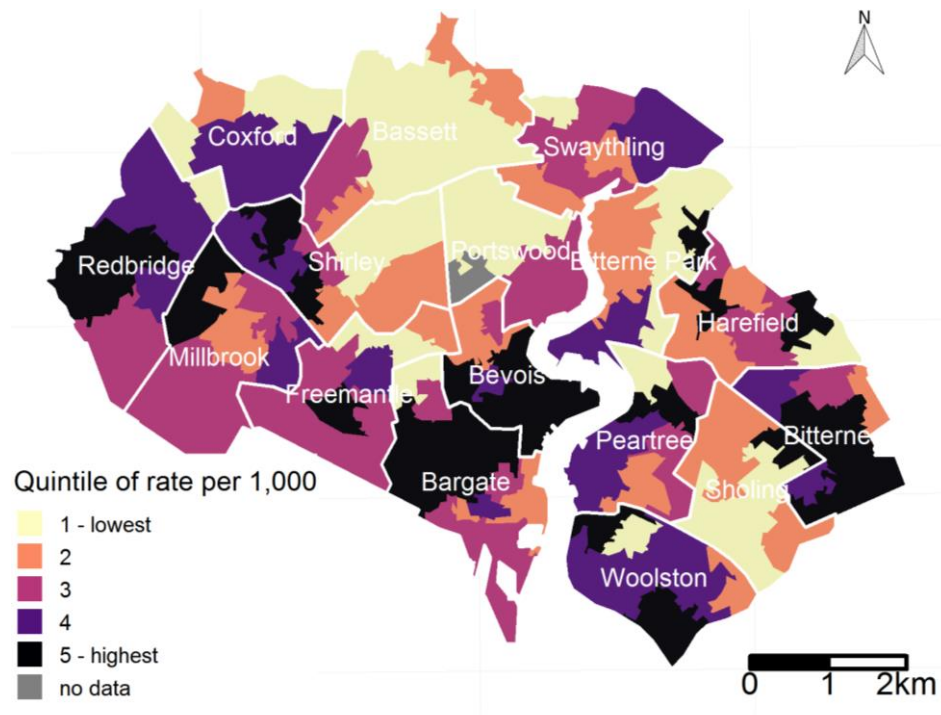
Figure 6.2.9 below shows a ward level comparison of two different sources of DSA. The chart on the left gives the rate of police recorded domestic violent crimes that have been classified with a Home Office code that falls within violence against the person (for example homicide, violence with injury and violence without injury). The chart on the right is HRDA data which could include types of abuse which were not violent. Despite this the charts show similarities between the reporting of DSA with above average rates in Bevois, Redbridge, Woolston, Harefield, Millbrook and Bitterne in both data sources.

Figure 6.2.9:



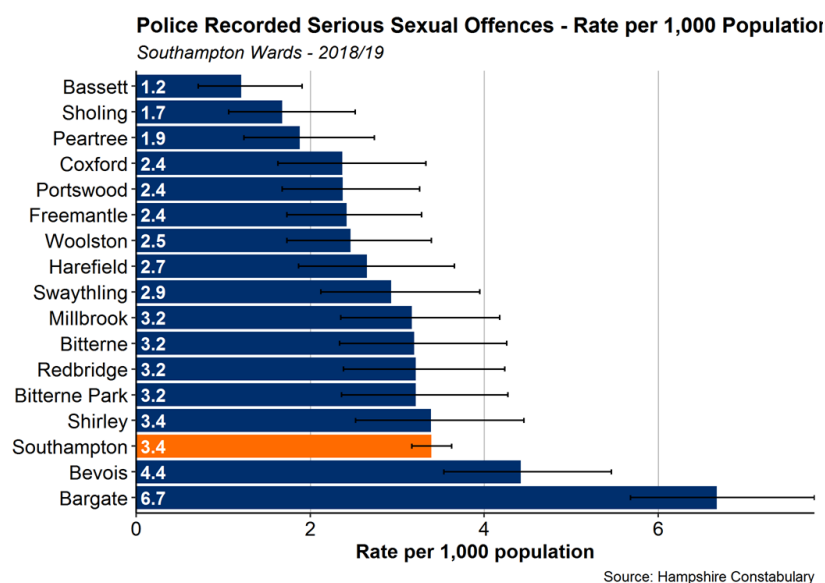
The picture for all crime with a domestic flag is similar. In addition to the wards noted above, there are pockets with high rates of domestic flagged crime in Shirley, Peartree, Bitterne Park and Freemantle (figure 6.2.10).

Figure 6.2.10: Domestic flagged crime by quintile of rate per 1,000 resident population, Southampton 2018/19



The rate of police recorded sexual offences also varies substantially across the city. Similar to last year, Bargate ward recorded the highest rate of serious sexual offences at 6.7 per 1,000 resident population, which is significantly higher than the average for the city as a whole (figure 6.2.11). This is likely to be linked to the high concentration of night time economy venues located in this area.

Figure 6.2.11:



### 6.2.3 Offenders and Victims

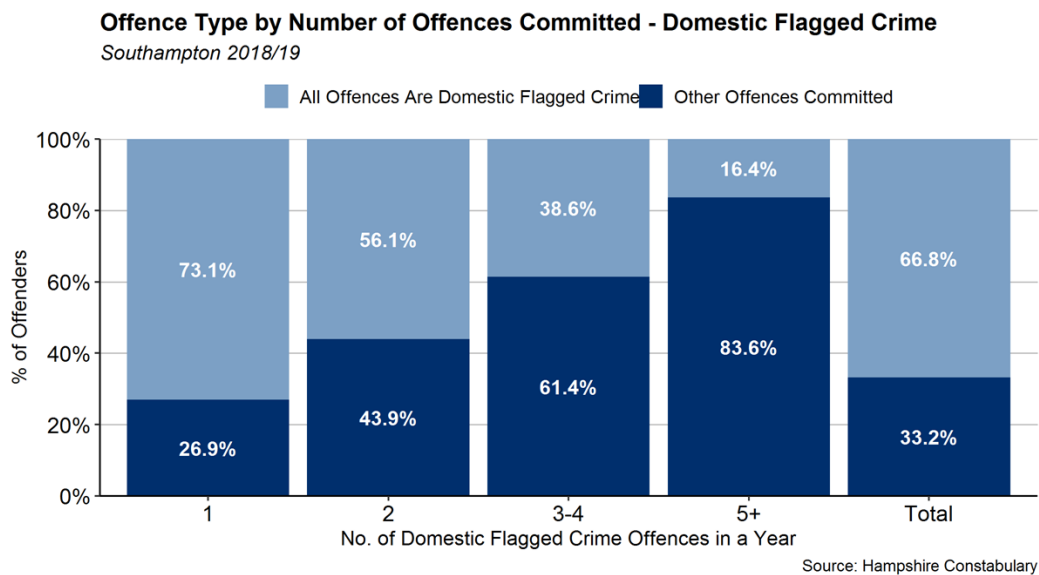
In 2018/19 there were a total of 2,717 offenders identified as having committed a DSA offence. This includes all crimes that have been flagged as domestic in the Hampshire Constabulary record management system. Typical domestic flagged crime types include violence with injury, violence without injury, rape and other sexual offences. Figure 6.2.12 shows the number of offenders by the number of crimes they were responsible for in 2018/19. The majority of known offenders (75.2%) committed only one offence in the year, although we are not currently able to identify how many of these were first time offenders. Around 1 in 4 (24.8%) offenders were identified for more than one offence in the recording year (it is unknown how many would be repeat offenders over a longer period of time). However, this cohort were responsible for almost half (48%) of all domestic flagged crime in the year. Of those committing a repeat DVA offence, the majority (16.1%) committed two offences. 61 (2.2%) offenders committed five or more offences and were between them responsible for 406 (10.4%) domestic flagged crimes.

Figure 6.2.12: Number of offences committed by known offenders in 2018/19

No. of Domestic Flagged Crime Offences Committed	No. of Domestic Flagged Crime Offences Committed	% of Domestic Flagged Crime Offences Committed	No. of Domestic Flagged Crime Offenders	% of Domestic Flagged Crime Offenders
1	2,043	52.4	2,043	75.2
2	874	22.4	437	16.1
3-4	579	14.8	176	6.5
5+	406	10.4	61	2.2
Total	3,902	100.0	2,717	100.0

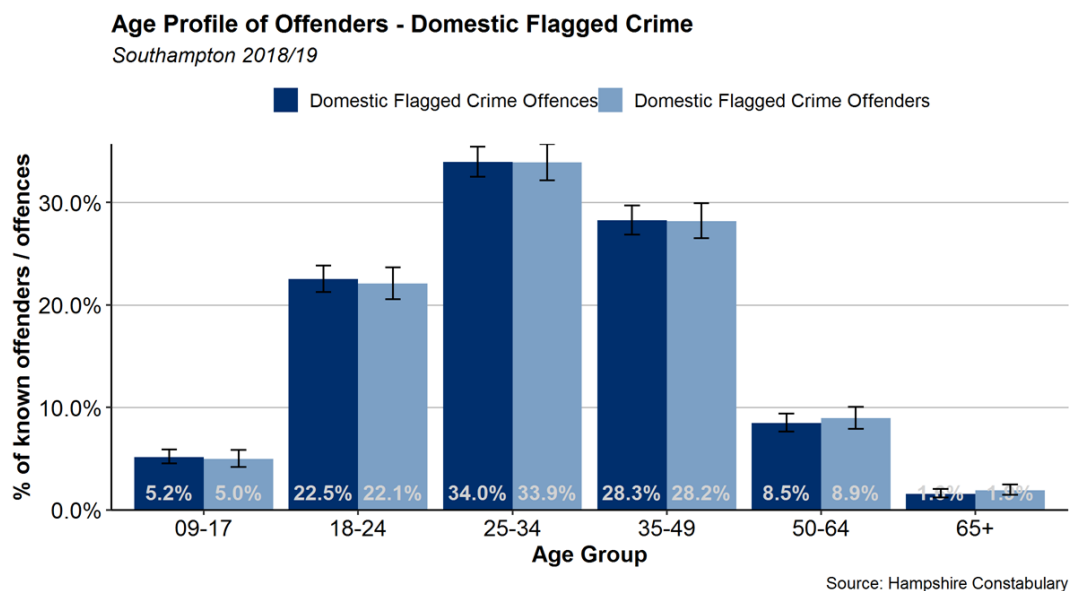
Those who committed five or more domestic flagged crimes in a year are also much more likely to have committed other offence types in addition to domestic offences (figure 6.2.13). Figure 6.2.13 shows that 83.6% of offenders who committed five or more domestic flagged crimes in Southampton in 2018/19 committed other crimes as well. In contrast only 26.9% of those who committed one domestic flagged crime also committed a crime of another type.

Figure 6.2.13:



The data on DSA from Hampshire Constabulary shows that, for records with available data, the victims are typically female (67.8%) and aged 25-34 (32.3%). Conversely those who offend are typically male (69.9%) and aged 25-34 (33.9%, figure 6.2.14).

Figure 6.2.14:

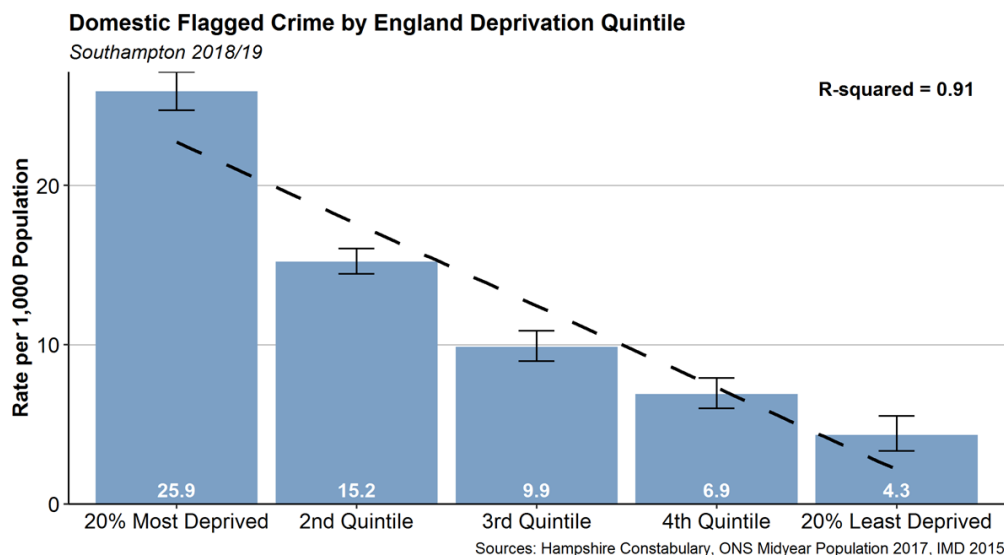


The HRDA data shows a similar age profile to the police data, with the majority of victims in the 25-34 age group (36%). However, although 72% of HRDA cases are referred from the police, a higher proportion of females is seen through HRDA (92%). Looking at those who were referred to HRDA via organisations other than the police, the same proportion was aged 25-34 years and 95% were female. To obtain a more complete picture of DSA in Southampton further investigation is required into the

types of abuse which are reported at different access points. For example, it may be that incidents of DSA which are violent are more likely to have the police as the first point of contact, while incidents of DSA which are financial or coercive may be more likely to have a different first point of contact. Currently it is not possible to use the HRDA data to identify the types of abuse that are occurring.

Geodemographic (MOSAIC) profiling of victim's addresses conducted by the police reveals that they are often part of indebted families or are part of a childless couple living in areas of deprivation. They often live in low rise estates and are either renting or have bought council properties. They may struggle with employment and income is often topped up by benefits. It should be noted that this only relates to victims who report the offence to the police; those victims who do not report to the Police for a variety of reasons may represent a very different demographic.<sup>62</sup> In addition, analysis of domestic flagged crime data shows a strong link with deprivation, with a significantly higher rate of recorded crimes in the most deprived areas of the city compared to the least deprived areas; 25.9 crimes per 1,000 resident population compared to 4.3 crimes per 1,000 resident population (figure 6.2.15).

Figure 6.2.15:



IDVA demographic data indicates that of the clients that engaged with the service during 2018/2019, 62% were under the age of 35 years and 27% were members of BME communities, compared to 21.5% in the overall Southampton population. As with other sources of data, the majority (97%) were female and at least 85% were heterosexual. 20% of clients identified themselves as having a disability, of whom 64% had mental health concerns.

Many children and young people are exposed to domestic violence and abuse at home and are denied a safe and stable home environment. More than half of adults who were abused as children

<sup>62</sup> Southampton City Council (2016) Safe City Strategic Assessment 2015/16

experience domestic abuse in later life,<sup>63</sup> whilst the single biggest predictor for children becoming either perpetrators or victims of domestic abuse as an adult is whether they grew up in a home with domestic violence.<sup>64</sup>

The impact of domestic violence and abuse on very young children is often underestimated and the impact on school age children could affect their ability to achieve.<sup>65</sup> Since its inception 56% of HRDA cases have involved children and young people (June 2016 to April 2019), while in the five year period from April 2014 to March 2019, 40% of children who had a single needs assessment completed by Southampton City Council had domestic violence mentioned as a factor. The average age of these children was 7 years old and 49% were female. 69% were in the ethnic group White British, which is somewhat lower than the overall population of Southampton (78% White British).

#### 6.2.4 Interventions and Service Provision

Domestic abuse is an area of strategic focus for Hampshire Constabulary and it has implemented a raft of measures in this area: <sup>58</sup>

- Since late 2018 Constabulary Offender Management has begun to manage perpetrators of domestic abuse who are under probation. This is a proactive approach to identify offenders and deploy early intervention and management of these individuals before any harm is committed.
- A change in policy was implemented in late 2017 to make better use of powers of arrest and thereby remove a domestic abuse offender from the scene in order to address immediate risk. This contributed to an increase in the arrest rate from 30% in 2016/17 to 49% in 2017/18. The arrest rate has since fallen a little but this may be linked to the change in recording of stalking/harassment and malicious communications.
- The public protection notice (PPN1) form was introduced in summer 2017. This is a single risk-assessment form that replaced various other referral and risk-assessments where DA victim safety is involved. A key element of the PPN1 is the Voice of the Child and this has been an area of Constabulary focus during 2018/19 through schemes like 'Bobby Buddies' in which a police officer shares a knitted bear with a child going through a distressing experience, to help the child feel more comfortable talking to police. Information on a child's school is included on the PPN1 form with the aim of ensuring that appropriate school staff are made aware at the earliest stage so that they may provide relevant and tailored support to young people.

<sup>63</sup> ONS. 2017. *People who were abused as children are more likely to be abused as an adult*. <https://visual.ons.gov.uk/people-who-were-abused-as-children-are-more-likely-to-be-abused-as-an-adult/> [accessed October 2019]

<sup>64</sup> UNICEF (2006) *Behind Closed Doors: The impact of domestic violence on children*. <https://www.unicef.org/media/files/BehindClosedDoors.pdf> [accessed October 2019]

<sup>65</sup> Mrs Dorothy Byrne & Brian Taylor (2007) Children at risk from domestic violence and their educational attainment: perspectives of education welfare officers, social workers and teachers, *Child Care in Practice*, 13:3, 185-201, doi: [10.1080/13575270701353465](https://doi.org/10.1080/13575270701353465).



- Hampshire Constabulary has been involved in the national “DA best practice framework” which has been approved for national roll-out by the National Criminal Justice Board (NCJB) after improved performance was seen in the three sites where the framework was tested.
- Domestic Violence Protection Orders (DVPOs) and Domestic Violence Protection Notices were adopted by the Constabulary in 2016 as a method to safeguard victims of Domestic Abuse when evidence to charge is not met.
- 3,500 officers and staff of Hampshire Constabulary received Domestic Abuse Matters training in 2018 to promote identification of abusive patterns of behaviour, particularly in the absence of physical violence. The force has invested further in bespoke training to enable a cohort of people to become Domestic Abuse Champions and currently has 450 Champions.

In addition an on-line application facility for Clare’s Law (the Domestic Abuse Disclosure Scheme) has recently been introduced. This law allows people to find out if their partner has an abusive or violent past and the online application facility is expected to increase awareness and uptake of this. Hampshire Constabulary reports a 33% increase in ‘Right to Ask’ applications and an increase of 23% in ‘Right to Know’ applications under Clare’s Law in 2018/19.<sup>58</sup>

Aurora New Dawn through Lottery Funding continue to work closely with Hampshire Constabulary to support victims of Domestic Abuse and enhance police officers’ knowledge and understanding. In December 2018 this project began work in Southampton; the team have access to policing across all sites; undertake floor walking, team briefings, victim contact and joint patrols.

A multi-agency tasking and coordination (MATAC) approach focuses on repeat and/or dangerous perpetrators and what actions agencies can take to increase accountability of the offender. MATAC was piloted in Southampton from August 2018 to January 2019 and is currently being evaluated by the Constabulary.

Since November 2015 Southampton City Council has been commissioning Domestic Abuse and Sexual Violence Services for early intervention and prevention and refuge provision. Services are commissioned:

- To provide early intervention and prevention services to the victims of domestic abuse and sexual violence, with the aim of providing a co-ordinated community and voluntary sector response that focuses on prevention and early intervention.
- To provide refuge services to the victims of domestic abuse and sexual violence who are residents of Southampton, and provide a resource to the National Refuge service when there are vacancies.

PIPPA is the multi-agency DSA helpline in Southampton, for members of the public (since June 2016) and professionals whom are seeking advice and support directly, or on behalf of their clients. It helps those who risk assess and provide referral and support routes for those experiencing DSA, and also does support working with those experiencing DSA. The volume of referrals from PIPPA to other

organisations has increased by almost 100% in the last year, from 256 in 2017/18 to 506 in 2018/19. Over the same period the number of contacts to PIPPA has increased by 44% to 2,248. The PIPPA line was opened to members of the public at the same time HRDA was implemented in 2016 and this, coupled with increased PIPPA publicity, are thought to have contributed to the increase. In 2018/19, 50% of referrals were assessed as below high risk, indicating that PIPPA is attracting referrals at an earlier point in the abuse.

A comprehensive picture of other local service provision related to DSA and its prevention is provided by the recent SCC Domestic Violence Needs Assessment.<sup>66</sup>

### 6.2.5 Points for the Partnership to Note

- Rape and DSA should remain priority offence types for the Partnership.
- Domestic violence continues to be a driver of violent crime in the city. It accounts for almost a third of violent crime and rose by 15% year on year.
- Safeguarding for victims at all risk levels, including low and medium risk, should be an area of early intervention to reduce repeat harm and escalation.
- 25% of domestic offenders are responsible for almost 50% of domestic offences. Interventions to address repeat offending at all risk levels would contribute to reduced harm and escalation. Specific recommendations in this respect have been made as part of the recent SCC DV needs assessment.<sup>66</sup>
- The Partnership should investigate the possibility of creating a single dataset to fully assess repeat victimisation (and repeat perpetrators) to understand if interventions are resulting in a cessation of DSA. The Partnership need to work to encourage and enable the sharing of datasets across agencies to achieve this.
- High and increasing demands on DSA services in the city coupled with the level of repeat victimisation highlight that unmet need may be an issue in terms of prevention and intervention services.
- The Partnership should continue to support children who are victims of DSA.

<sup>66</sup> Grove, G. 2019. Domestic Violence Needs Assessment. Southampton City Council.  
[https://data.southampton.gov.uk/Images/Domestic-abuse-needs-assessment-2019\\_tcm71-418401.pdf](https://data.southampton.gov.uk/Images/Domestic-abuse-needs-assessment-2019_tcm71-418401.pdf) [accessed November 2019]

## 6.3 Alcohol and Drug Use

### 6.3.1 Alcohol - Trends and Benchmarking

Most people who drink alcohol do so in moderation. Any associated harms can be minimised by drinking within governmental lower risk guidelines. Drinking more than the guidelines poses a threat to the health and wellbeing of not only the consumer but also to their friends, family, communities and wider society through problems such as crime, anti-social behaviour and loss of productivity. Alcohol consumption is also directly linked to a range of health issues such as high blood pressure, mental ill-health, accidental injury, violence, liver disease and sexually transmitted infection.<sup>67</sup>

#### *Crime Affected by Alcohol*

The consumption of alcohol is related to criminal activity because its effects on the mind and body are more likely to induce antisocial behaviour, leading to criminal acts. It reduces self-control, which leads to an increased likelihood of committing a violent crime, and is addictive, which may lead offenders to commit acquisitive crimes in order to fund their addiction. Each year alcohol is associated with one million crimes in the UK.<sup>68</sup>

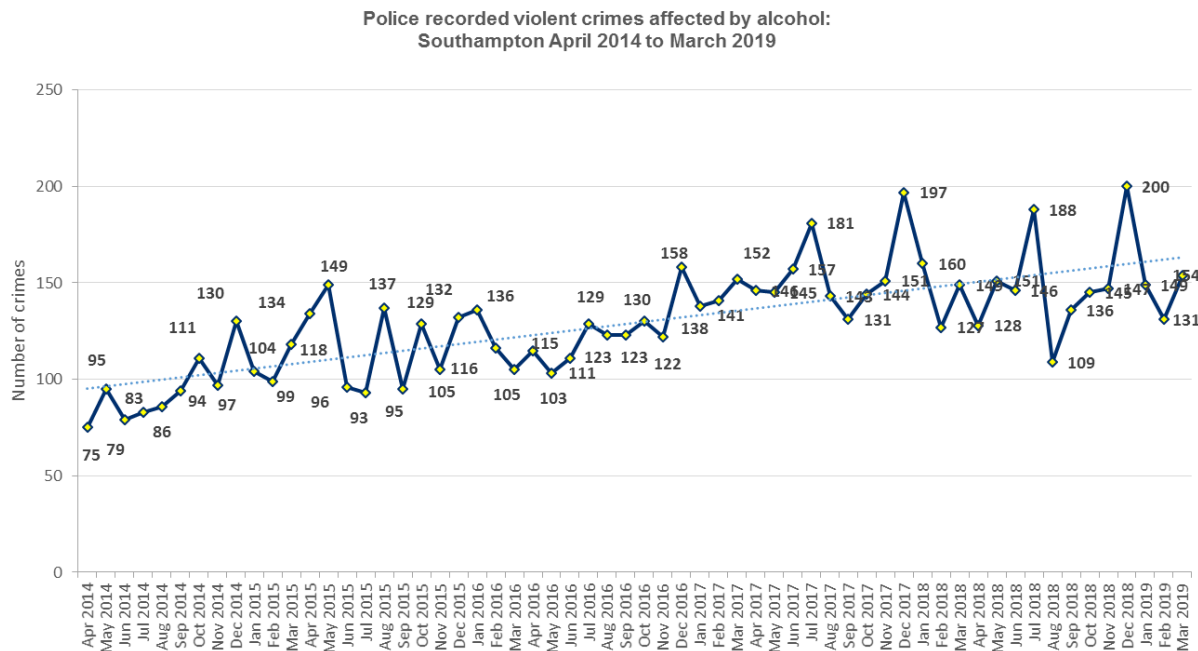
In April 2017 it became mandatory for police to record whether a crime was affected by alcohol, that is, where the effects of alcohol consumption on the offender or victim were perceived by any person to be an aggravating factor. In 2018/19 there were 2,647 crimes which were recorded as affected by alcohol in Southampton (including offences affected by both alcohol and drugs), an increase of 6.2% from 2017/18 and a rate of 10.5 offences per thousand population. The police recorded 1,784 incidents of alcohol related violent crime in Southampton over the course of 2018/19, a 2.6% decrease from 2017/18. Figure 6.3.1 Illustrates the monthly trend in alcohol related violent crime from April 2014 to March 2019.<sup>69</sup> There is significant variation from month to month, with peaks in July and December. Although the underlying trend over the whole period is increasing, there are signs of a levelling off in the last two years.

<sup>67</sup> Royal College of Nursing, *Effects of Alcohol Misuse*:  
<https://www.rcn.org.uk/clinical-topics/public-health/alcohol/effects-of-alcohol-misuse> [accessed September 2019]

<sup>68</sup> Institute for Alcohol Studies, *Crime and Social Impacts*. Available from: <http://www.ias.org.uk/Alcohol-knowledge-centre/Crime-and-social-impacts.aspx> [accessed September 2019]

<sup>69</sup> Please note that the number of monthly recorded offences may differ from published annual figures due to the monthly crimes not being updated to include any subsequent reclassifications that may have occurred.

Figure 6.3.1:



Source: Police Recorded Crime as reported by Hampshire Constabulary, Intelligence, Tasking and Development

### Alcohol - Health and Mortality

Alcohol use has health and social consequences at an individual, family and wider community level. Alcohol consumption is a contributing factor to hospital admissions and deaths from a diverse range of conditions. Alcohol contributes wholly or partially to around 200 health conditions leading to hospital admission, due either to acute alcohol intoxication or to the toxic effect of alcohol over time. These conditions include cancers, cardiovascular conditions, depression and liver disease.<sup>70</sup> An estimated one in five patients in the UK hospital system use alcohol harmfully, and one in 10 are alcohol-dependent.<sup>71</sup>

There were a total of 2,362 admissions to hospital as a result of alcohol-specific causes for Southampton residents in 2017/18 (the most recent data available). This gives a rate which is significantly higher than the national average and all comparators except Liverpool (figure 6.3.2). Although the admission rate remained fairly stable between 2011/12 and 2014/15, there was a 13.7% increase between 2014/15 and 2015/16. Conversely the rate for England has remained relatively stable in the last three years and therefore the Southampton difference from the national average has widened from plus 12% in 2008/09 to plus 103% in 2017/18, more than double the national rate (figure 6.3.3). It should be noted that variations in clinical coding practice between areas and over

<sup>70</sup> NHS England & PHE. 2019. Health Matters: tobacco and alcohol CQUIN <https://tinyurl.com/ybsu42nd> [accessed October 2019]

<sup>71</sup> Roberts, E., Morse, R., Epstein, S., Hotopf, M., Leon, D., and Drummond, C. 2019. The prevalence of wholly attributable alcohol conditions in the United Kingdom hospital system: a systematic review, meta-analysis and meta-regression. *Addiction*, 114: 1726–1737. <https://doi.org/10.1111/add.14642> [accessed October 2019]

time will influence the number of admissions to hospital which are recorded under particular diagnostic codes.

Figure 6.3.2:

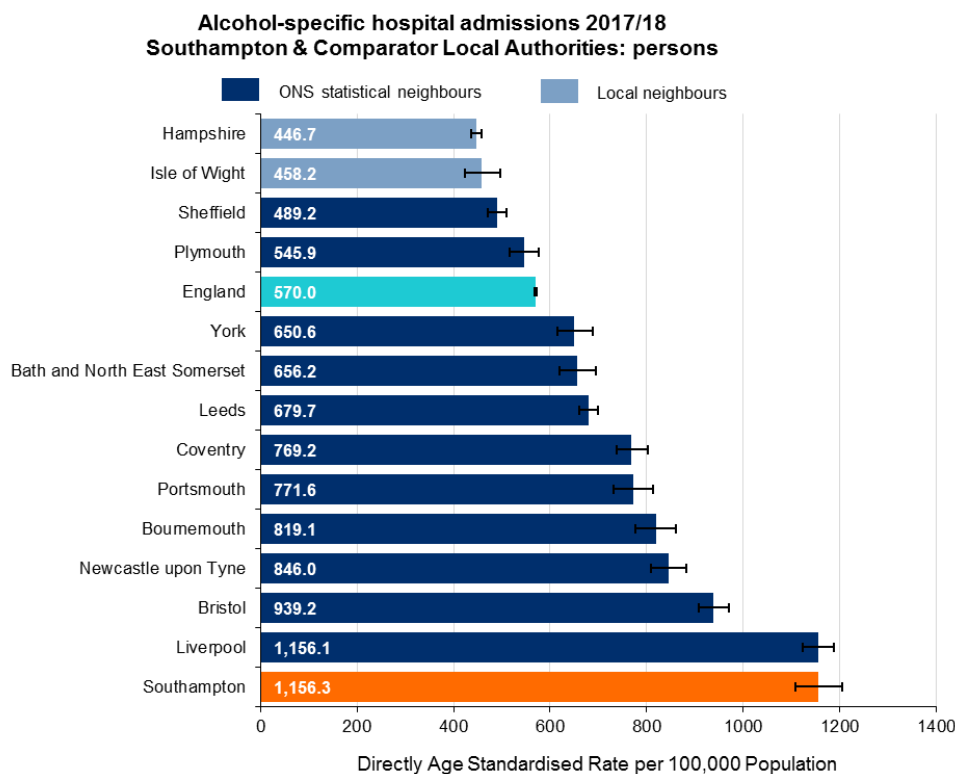
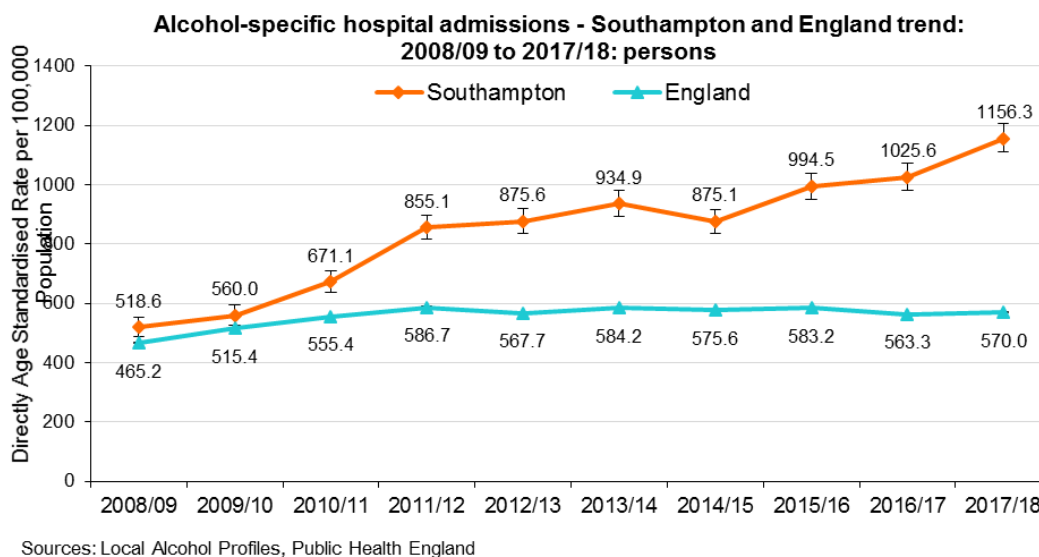


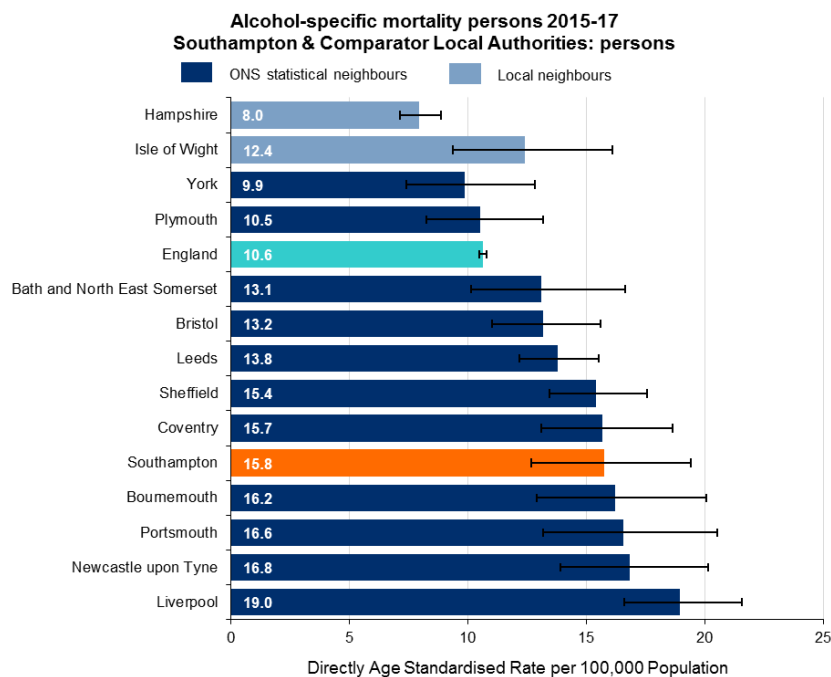
Figure 6.3.3:



Alcohol-specific mortality represents deaths from conditions where alcohol is causally implicated in all cases of the condition, for example alcohol-induced behavioural disorders and alcohol-related liver cirrhosis. In the three year period from 2015 to 2017, 90 people in Southampton died as a direct result

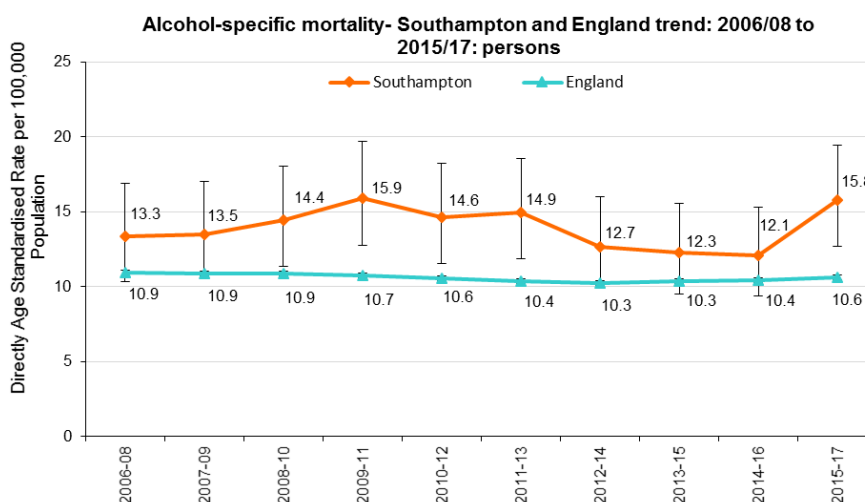
of alcohol misuse. This gives an alcohol-specific mortality rate of 15.8 deaths per 100,000 population (figure 6.3.4), the fifth highest rate amongst the city's comparator areas and statistically higher than the national average of 10.6 deaths per 100,000. Figure 6.3.5 shows the trend in alcohol-specific mortality for Southampton and England. There was an increase in Southampton rate in the last year, although wide confidence intervals mean the difference is not statistically significant.

Figure 6.3.4:



Sources: Local Alcohol Profiles, Public Health England

Figure 6.3.5:



Sources: Local Alcohol Profiles, Public Health England



### Alcohol Use Disorder Treatment

Modelled estimates suggest that over 30,000 Southampton residents are likely to drink alcohol at increased risk and over 10,000 more are at higher risk of physical and mental health harm. More men and women are admitted to hospital due to conditions directly related to alcohol than the national average. Over 10% of the Southampton General Emergency Department workload is related to alcohol. In addition, a snapshot of all the patients on the acute medical ward on a Monday morning revealed that 18% were drinking at levels associated with hazardous or harmful alcohol use.<sup>72</sup>

Estimates for the period 2017-18 suggest that around 4,000 adults in Southampton are dependent drinkers, a rate of 2.00 adults per 100 of the adult population.<sup>73</sup> There were 415 adults in specialist alcohol use disorder services in Southampton in 2018/19, an increase of 34% compared to 2017/18. Conversely there has been a year-on-year decrease in the numbers in treatment nationally since 2014/15.<sup>74</sup>

After experiencing a dip in the numbers of people with Alcohol Use Disorders (AUD) accessing treatment and support, which reached a low in 2015, Southampton's Community Substance Use Disorder Services (SUDS) continue to experience an increase the numbers of people accessing support. This increase is, in part, due to the development of InReach provision from Community SUDS into University Hospital Southampton (UHS) to engage people identified as having an AUD by the Alcohol Care Team (ACT-UHS), the specialist alcohol nurse service.

Data provided by the National Drug Treatment Monitoring Service (NDTMS) evidences a reduction of 'unmet need' (numbers in treatment as a proportion of estimated prevalence of people with dependent use of alcohol) from 88.5% in 2016/17 to 84.3% in 2018/19. In comparison, national unmet need has increased from 81.9% in 2016/17 to 82.6% in 2018/19.

The proportion of people successfully completing treatment for AUD, whilst still disappointing in comparison with national averages, also increased in 2018/19 to 34% compared to 26% in 2017/18 (table 6.3.1). This improvement is more significant when set against the increased numbers accessing treatment. In 2018/19, Southampton engaged 105 more people and helped 8% more of them to successfully complete treatment.

<sup>72</sup> Southampton City Council (2017) Southampton - Alcohol Strategy 2017-2020.

[https://www.southampton.gov.uk/images/alcohol-strategy\\_tcm63-391993.pdf](https://www.southampton.gov.uk/images/alcohol-strategy_tcm63-391993.pdf) [accessed October 2019]

<sup>73</sup> PHE. 2019. Alcohol dependence prevalence in England. <https://www.gov.uk/government/publications/alcohol-dependence-prevalence-in-england> [accessed November 2019]

<sup>74</sup> PHE. 2019. Local Alcohol Profiles for England. <https://fingertips.phe.org.uk/profile/local-alcohol-profiles> [accessed October 2019]

Table 6.3.1 Treatments and Completions for Alcohol Use Disorder, Southampton 2016/17-2018/19

	2016-17	2017-18	2018-19
Number in treatment	279	310	415
Completions	95	82	143
% completions of all in treatment	34%	26%	34%
% completions of all in treatment (National average)	40%	40%	39%

Locally, 17% of all adults in alcohol treatment live with children (either their own children or otherwise). This represents an important safeguarding issue and there may be hidden population(s) of alcohol-dependent parents. Through the Alcohol Strategy for 2017-2020, Southampton City Council is committed to design, commission and deliver evidence based alcohol services to meet the needs of the local population, working across community, hospital and criminal justice settings. It is also seeking to include alcohol service users of all ages, carers and people in recovery in local planning, commissioning and service redesign.<sup>72</sup>

### 6.3.2 Alcohol - Sub-City Analysis

In 2018/19, police recorded rates of violent crime affected by alcohol were significantly higher in the central wards of Bargate and Bevois (figures 6.3.6 and 6.3.7). This is likely to be because these wards are strongly associated with the city's night time economy. Ten Southampton wards saw an increase in crime affected by alcohol in 2018/19 compared with 2017/18, with the largest increases in Redbridge (53.8%) and Portswood (37.4%).

Figure 6.3.6:

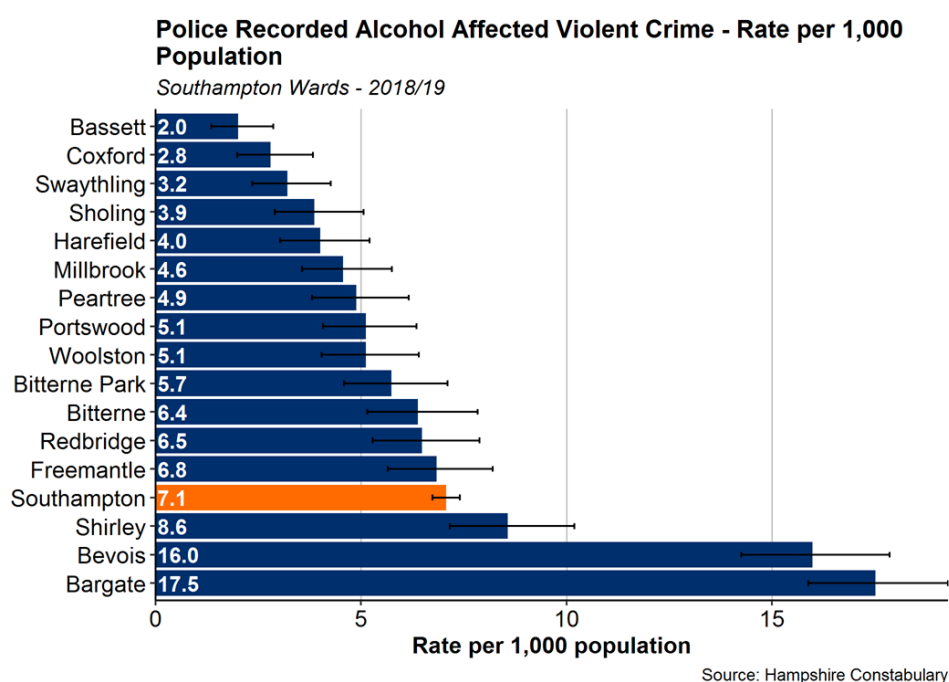
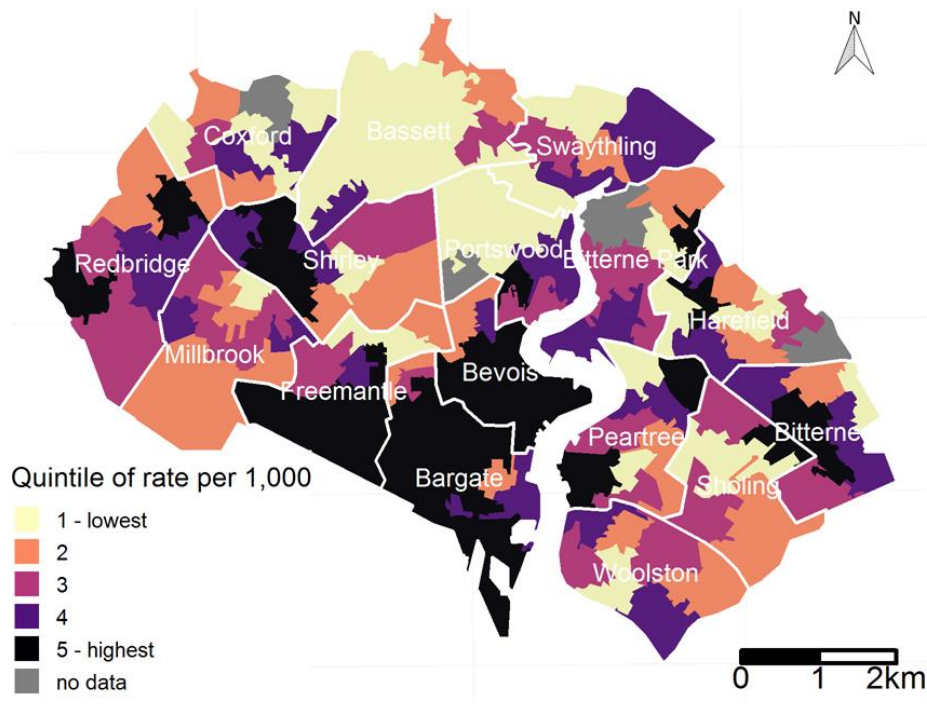


Figure 6.3.7: Distribution of alcohol affected violent crime by LSOA, Southampton 2018/19

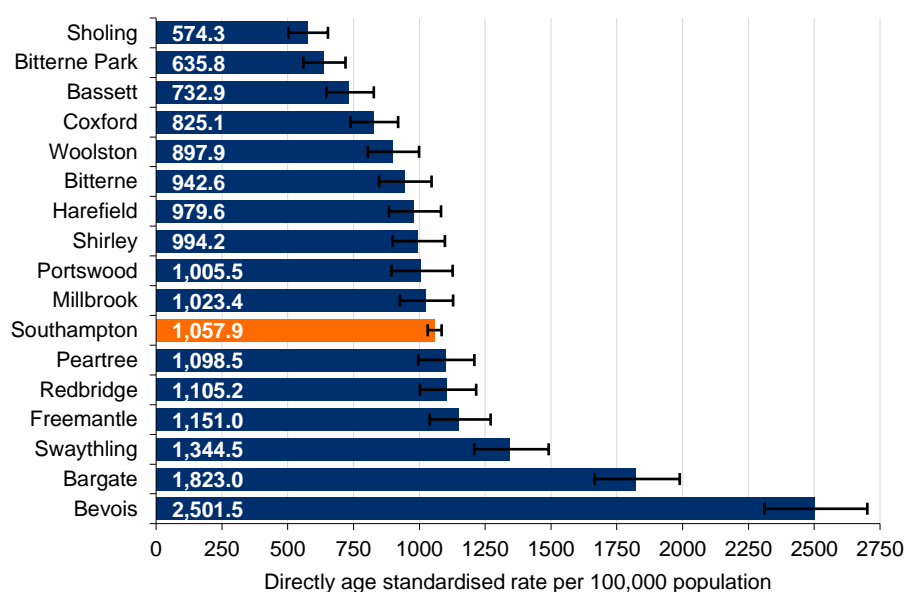


Source: Hampshire Constabulary

The two wards with the highest rates (Bargate and Bevois) and the three wards with the lowest rates of alcohol affected violent crime (Bassett, Swaythling and Coxford) are also the wards with the highest and lowest rates for alcohol affected domestic violent crime.

Figure 6.3.8:

**Alcohol-specific hospital admissions - Southampton  
wards - 2015/16 to 2017/18 (pooled)**

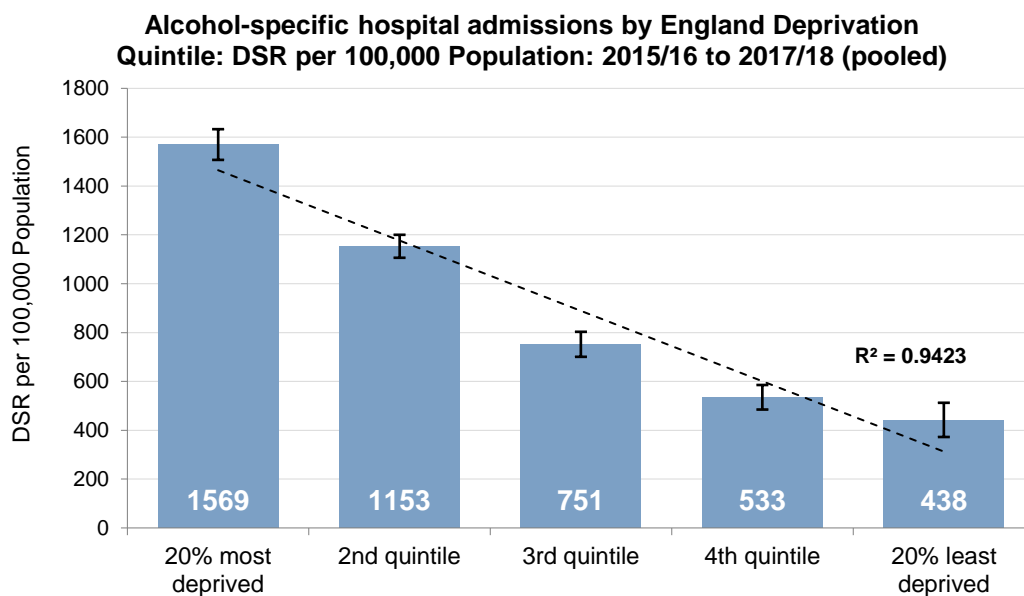


Sources: Hospital Episode Statistics, Mid Year Population Estimates (Office for National Statistics)

High rates of alcohol-specific hospital admissions continue to be observed from Bevois, Bargate, Swaythling, and Freemantle wards. Bevois and Bargate have a significantly higher rate than all other wards in Southampton over the three year period from 2015/16 to 2017/18 (figure 6.3.8).

Recent data suggests that those with the highest incomes are most likely to drink frequently and above the recommended limits.<sup>75</sup> However, the negative health effects of alcohol consumption are observed more among the unemployed and those on lower incomes in routine or manual occupations.<sup>76,77</sup> This effect can be seen locally in the strong relationship between alcohol-specific admissions to hospital and deprivation levels in Southampton (figure 6.3.9).

Figure 6.3.9:



Source: Hospital Episode Statistics and ONS mid-year population estimates

### 6.3.3 Alcohol – Users, Victims and Perpetrators

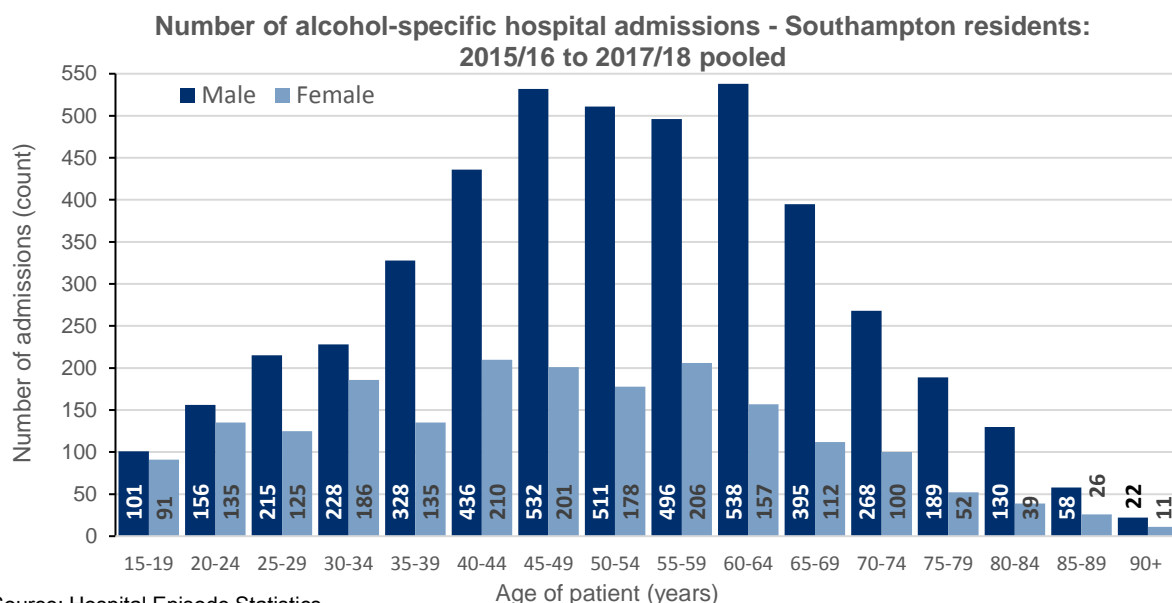
Men are more likely to be admitted to hospital for alcohol-specific conditions and make up 70% of admissions. The peak age range for admission is from the mid-40s to the mid-60s (figure 6.3.10).

<sup>75</sup> NHS Digital. 2018. Health Survey for England 2017. <https://digital.nhs.uk/data-and-information/publications/statistical/health-survey-for-england/2017> [accessed October 2019]

<sup>76</sup> Erskine S. et al 2010. Socioeconomic deprivation, urban-rural location and alcohol-related mortality in England and Wales. BMC Public Health, 10: 99, <https://doi.org/10.1186/1471-2458-10-99>

<sup>77</sup> Alcohol Change UK. 2015. Understanding the alcohol harm paradox. <https://alcoholchange.org.uk/publication/understanding-the-alcohol-harm-paradox> [accessed October 2019]

Figure 6.3.10:



63.7% of all people accessing structured treatment for 'alcohol only' in 2017/18 were male and 81.9% identified their ethnicity as 'White British'. In the same period, 18.5% of people commencing a new treatment journey reported having a behavioural or emotional disability.

Similar to the hospital admissions data, perpetrators of alcohol-affected crime in Southampton in 2018/19 were most likely to be male (76%) but have a slightly younger age profile as most are aged 25-49 (62%). Victims were also more likely to be male (52%) and aged 25-49 (59%).

### 6.3.4 Alcohol - Other Considerations

#### *The Night Time Economy*

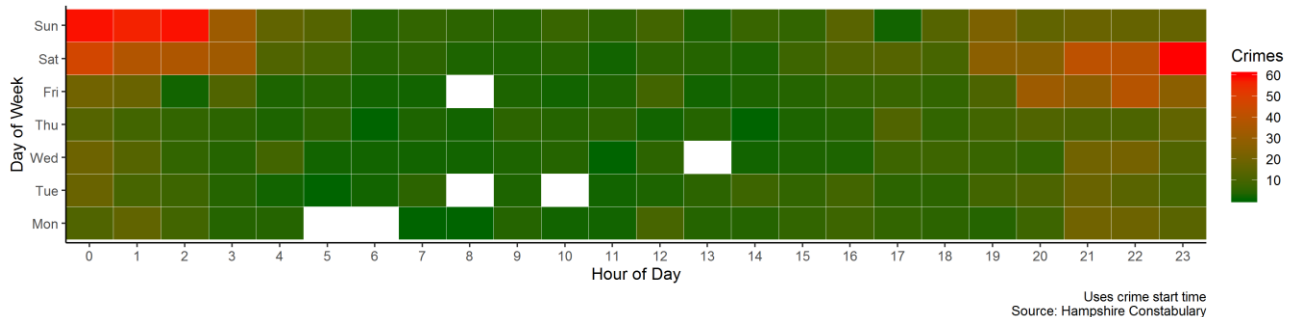
The Night Time Economy (NTE) has many positives for Southampton. It also remains a priority for the city due to continued offending within the city centre that is linked to alcohol consumption and can have significant police resource implications. The NTE policing response is flexible depending on the assessed level of risk. In general the majority of alcohol affected violent crime offences take place between Friday evening and the early hours of Sunday, although the number of offences will vary from week to week (figure 6.3.11).

Pre-loading, the consumption of alcohol, often spirits, at home prior to or whilst walking to a night out at licensed premises, is difficult to quantify, but is acknowledged by the licensed businesses and the regulatory authorities as a significant contributor to the risks faced by individuals engaging with the night time economy. The alcohol is sourced from off-licensed premises, where its relatively low price is a significant factor. People who pre-load are more likely to binge drink, and are at greater risk of being involved in fights or accidents, developing alcohol poisoning or being a victim of crime. People

pre-load for many different reasons, including to drink underage; to save money on a night out; or to get drunk.

Figure 6.3.11:

Alcohol Affected Violent Crime by Day and Time  
Southampton - 2018/19



There is evidence of an association between the density of outlets licensed to sell alcoholic beverages and the occurrence of alcohol-related crime and social disorder.<sup>78</sup> Nationally, there has been a rapid increase in the capacity of licensed premises in city centres. The introduction of Cumulative Impact Policies (CIP) was intended to reduce the level of crime and social disorder occurring in the night time economy. CIPs prevent the proliferation of licensed premises concentrating in any one area by refusing applications to set up licensed businesses selling alcoholic goods in close proximity to one another.

In May 2009 a CIP was applied to three discrete areas of Southampton, namely Above Bar, London Road/Bedford Place and Bevois Valley. The effect of the CIP is that additional licensed premises or significant variations of operating hours are unlikely to be permitted, unless the applicant can demonstrate to Southampton City Council, as Licensing Authority, that the intended changes will not have an adverse impact on the area.

The Anti-Social Behaviour, Crime and Policing Act 2014 gives the Council the power to create Public Space Protection Orders (PSPOs) to control street drinking and begging within the city. These orders allow for further control of activities carried out in a public place, which have a detrimental effect on the quality of life of those living and working within the local area. Begging and/or street drinking can also make the people engaged in these activities vulnerable.

<sup>78</sup> Fone D, Morgan J, Fry R, et al. 2016. Change in alcohol outlet density and alcohol-related harm to population health (CHALICE): a comprehensive record-linked database study in Wales. <https://www.ncbi.nlm.nih.gov/books/NBK350758/> [accessed October 2019]



### *Late Night Levy*

On 17 September 2014 Southampton City Council approved the introduction of a Late Night Levy, which came into force on 1st April 2015. This is an annual charge paid by licensed premises selling alcohol between 00:01 and 06:00 hours, as a contribution towards the cost of late-night policing, anti-social behaviour and street cleansing. In 2017/18 the monies raised by the levy were distributed, amongst others, to taxi marshals; Southampton Street Pastors; street cleaning; and CCTV.<sup>79</sup>

### *Southampton Street Pastors*

Street Pastors, a group of trained volunteers from local churches, work in partnership with other partners in the night-time economy, schools and communities to make Southampton safer. In particular they help people who are vulnerable, drunk or injured. From January to March 2019 the Street Pastors assisted 57 drunk or distressed people; cleared away 816 bottles and 85 instances of broken glass; and gave out 526 hot drinks. Street Pastors also engage with homeless people or those begging, and have referred a number of homeless people to the Street Homeless Prevention Team.

## **6.3.5 Drug Use - Trends and Benchmarking**

### *Drug-related crime*

The connection between illegal drug use and crime is reflected in several different types of crime which include: the illegal possession, use, or sale of controlled substances; crimes committed to get money to buy drugs; crimes committed while under the influence of drugs; and organised criminal activities such as money laundering to support of the drug trade.

The Police recorded 719 drug offences in Southampton in 2018/19, a rise of 8.3% compared to the previous year. This represents a rate of nearly three offences per 1,000 resident population; significantly higher than the England rate but third lowest among Southampton's group of comparator Community Safe Partnerships (figure 6.3.12).

Police recorded drug offences in Southampton have generally mirrored the national trend although fell sharply over two consecutive years from 2014 to 2016 (figure 6.3.13). This markedly reduced the difference between the Southampton and England offence rates. Since 2015/16 there have been no significant year on year changes in Southampton's rate of police recorded drug offences. However, the number of drug offences recorded by the police is heavily dependent on police activities and priorities and changes over time may reflect changes in the policing of drug crime, rather than real changes in its incidence.<sup>80</sup>

<sup>79</sup> <https://www.southampton.gov.uk/business-licensing/licensing/licensing-act-2003/late-night-levy.aspx>

<sup>80</sup> ONS. 2019. Crime in England and Wales QMI.

<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/methodologies/crimeinenglandandwalesqmi> [accessed October 2019]

Figure 6.3.12:

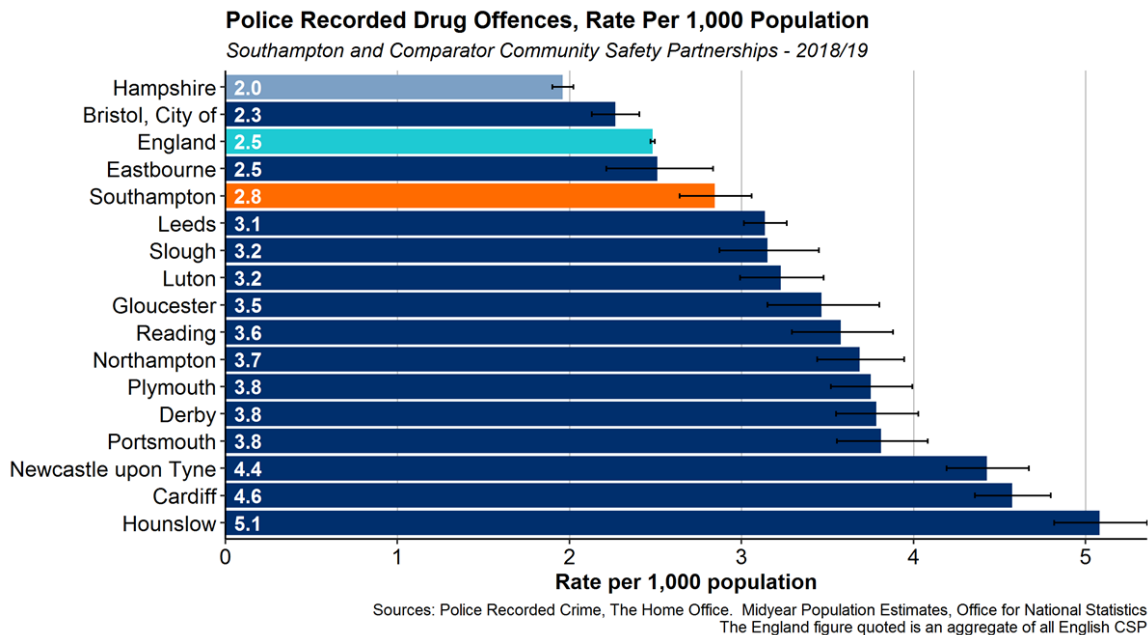
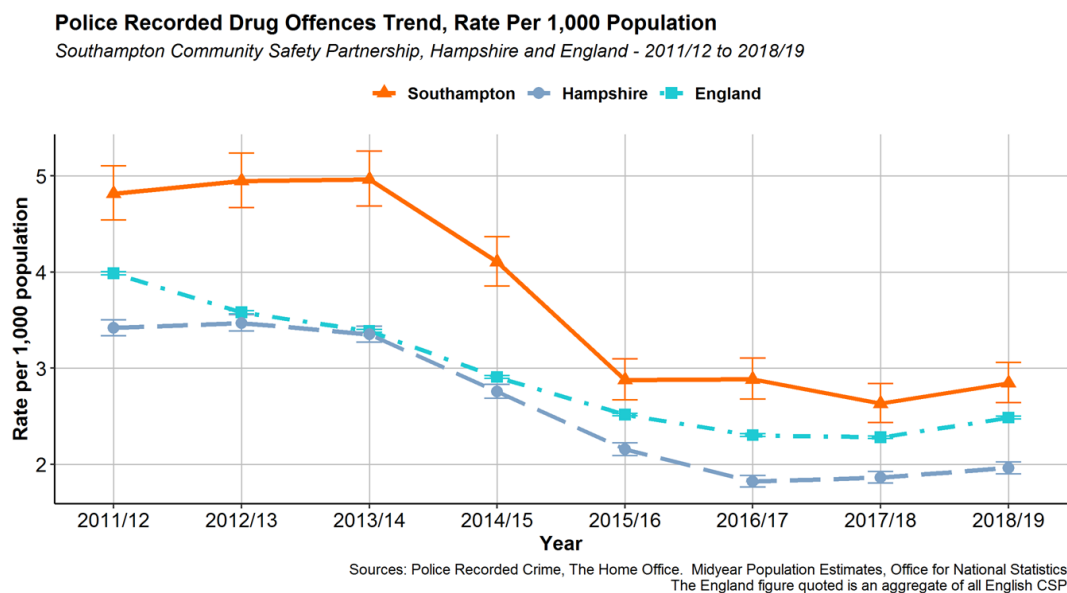


Figure 6.3.13:



The data is unlikely to capture all crimes that are committed in relation to drugs, for example: where individuals are not under the influence of, or in possession of drugs; where the offender is unknown; or where such crimes go unreported entirely (e.g. dealers assaulting users or runners). Many of the incidents referred to in the Hampshire Constabulary Strategic Assessment are received as intelligence rather than reports of crime, because the victims are often reluctant to formalise complaints. The 2018/19 Assessment notes that across Hampshire the number of intelligence logs regarding drug-related harm increased in the year, while the number of reported incidents decreased.<sup>81</sup> Although

<sup>81</sup> Hampshire & IOW Constabulary Force Strategic Assessment 2018/19

Southampton has the highest number of drug-related harm incidents of any Hampshire district, the quality of intelligence here is low, so the violence cannot be attributed to a specific county line or local network.<sup>81</sup> Drug related harm is associated with knife crime and violence. Across Hampshire a knife is used in 60% of most serious violence (MSV) incidents which are linked to drug supply, but in only 16% of MSV incidents overall.<sup>81</sup>

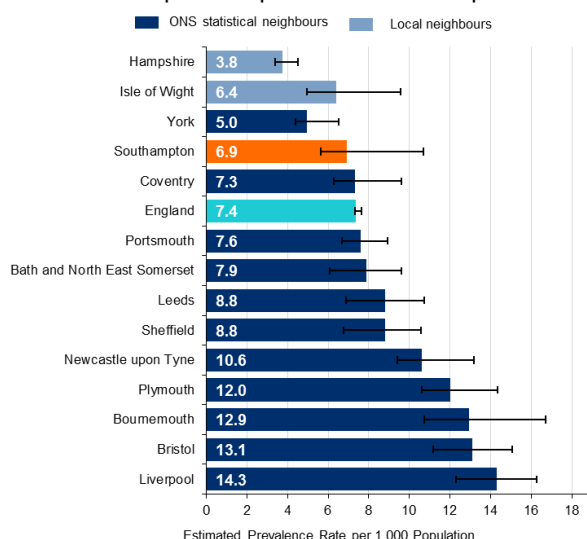
The Southampton Community Safety Survey (2019) examined perceptions of community safety issues among Southampton residents. Despite the fall in the police recorded drug offence rate in recent years, 59% of respondents to the survey identified 'people using or dealing drugs' to be a fairly or very big issue in their local area, an increase from 56% in the 2017 survey. As an issue of concern it is ranked second highest in terms of the proportion of residents who consider it at least a fairly big issue.

### Drug Use

The term 'OCU' refers to use of opiates and/or crack cocaine. Although many opiate and/or crack users also use other drugs, it is very difficult to identify exclusive users of OCU from the available data sources. National estimates of drug use from 2016/17 (the most recent available) show that Southampton is among the lowest ranked of its comparator areas for OCU use, with a slightly lower rate than England. Its relative position with respect to opiate use without crack is similar. Crack use is estimated to be above the England average with a rate that is among the highest of comparator areas (figure 6.3.14). However all of these estimates are quite imprecise and have wide confidence intervals.

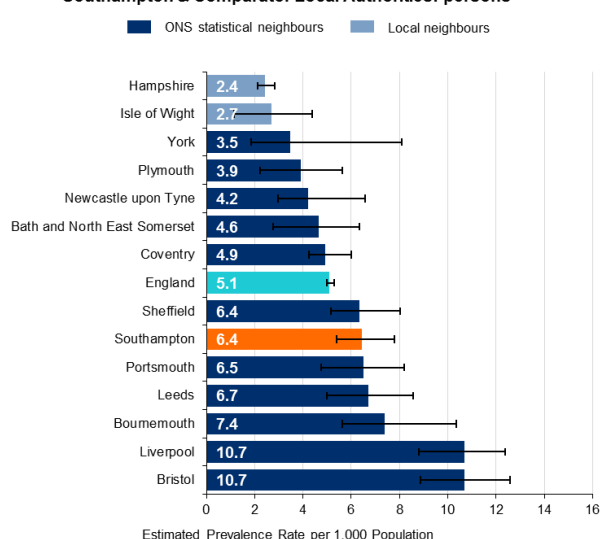
Figure 6.3.14:

Estimates of the prevalence of opiate use 2016/17  
Southampton & Comparator Local Authorities: persons



Source: Public Health England

Estimates of the prevalence of crack use 2016/17  
Southampton & Comparator Local Authorities: persons

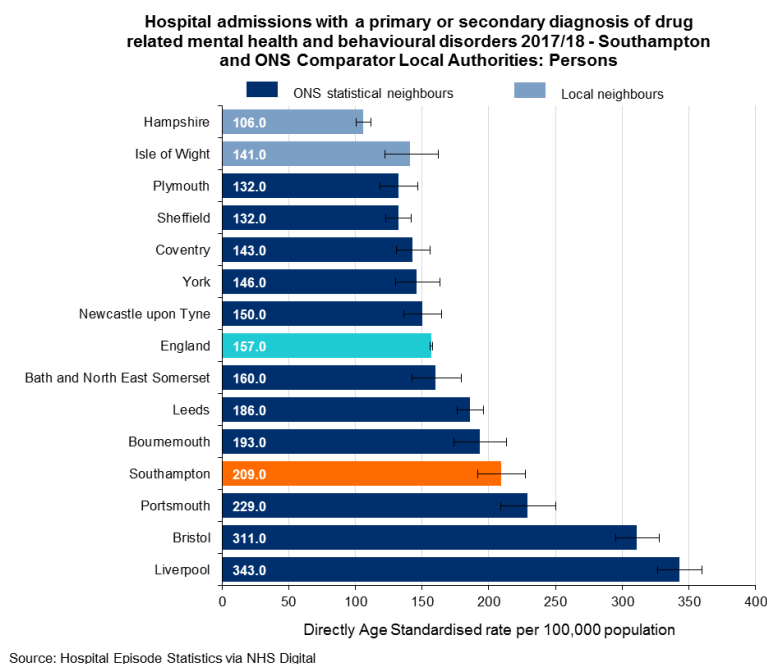


Source: Public Health England

## Drug Use - Health

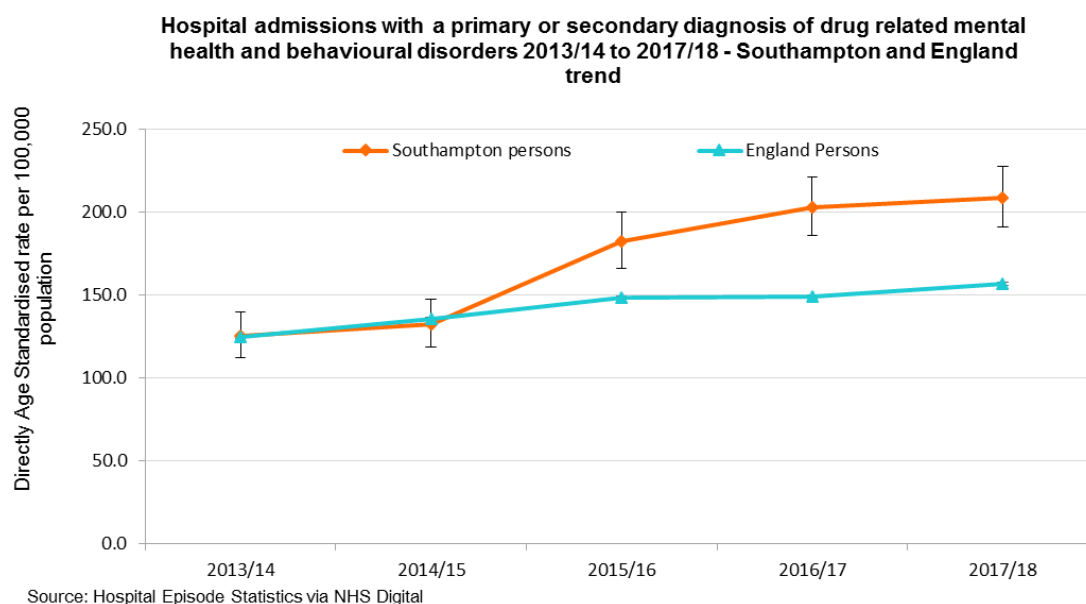
There were a total of 550 hospital admissions with a primary or secondary diagnosis of drug related mental health and behavioural disorders among Southampton residents in 2017/18, a rate of 209 admissions per 100,000 resident population. This is significantly higher than the national rate observed over the same time period of 157 admissions per 100,000 resident population (figure 6.3.15).

Figure 6.3.15:



Southampton's admission rate has been significantly higher than the national rate since 2015/16 after being previously statistically similar (figure 6.3.16). This may reflect increased incidence or a change in one or more of: hospital presentations; admitting practice; diagnostic categories; or clinical coding.

Figure 6.3.16:



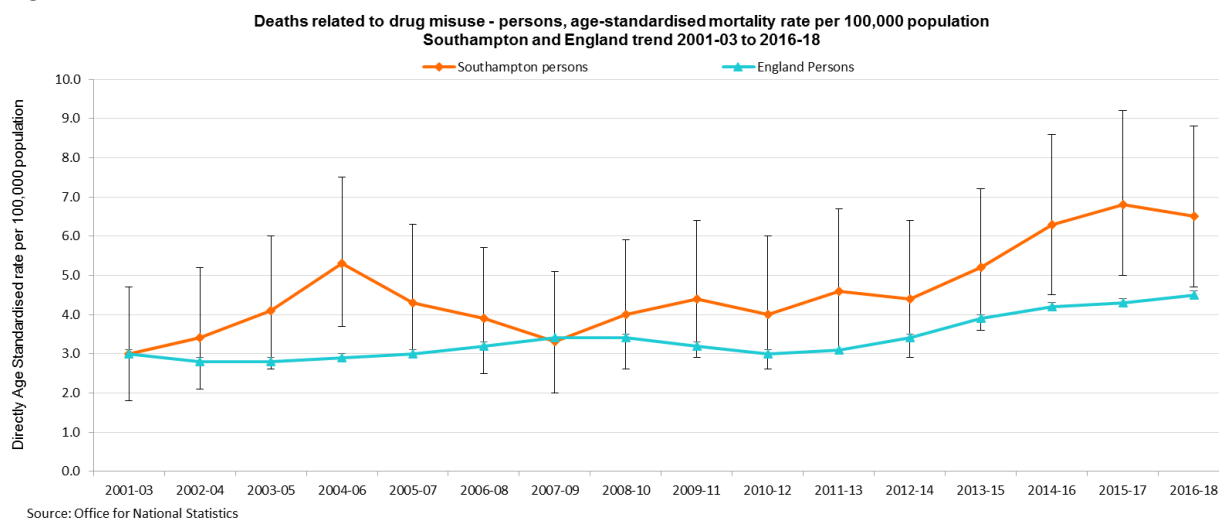
### Drug Related Deaths

Southampton reviews all drug-related deaths annually for strategic themes, to complement the serious incident review process that is completed by provider services in real time. The most recent data available is for 2016-18 and shows that Southampton continues to have significantly higher rates of drug-related deaths than England (figure 6.3.17). Southampton City Council has an action plan to reduce drug-related deaths. It is based on local data, the experience of local services, new national guidance on reducing drug related deaths, the local drugs strategy and the national drugs strategy. There are 14 areas for action. Initial priorities for action are:

- Ensuring proactive approaches to risk management
- Intervening following non-fatal overdoses
- Dual diagnosis - improving the recording of comorbidity; encouraging co-ordination of psychiatric care services and support improved access for people who use drugs to mental health care services.

Southampton City Council are also a member of a collaborative project with Public Health England and local authorities across the South East to share good practice in reducing drug-related deaths.

Figure 6.3.17:



Southampton's drug strategy has highlighted work to reduce the incidence of drug related deaths as a priority and it is working with Public Health England, regionally and nationally to understand the issues and trends more fully and identify an evidence based approach.

#### Drug Use Disorder Treatment

Southampton's Substance Use Disorder Services (SUDS) continue to intervene with those presenting to treatment to reduce harm and promote recovery. Southampton SUDS collect data on four categories of problematic drugs: opiate; non-opiate; alcohol; and alcohol and non-opiate combined. Of the 1,265 people who engaged with structured treatment in 2017/18, 700 (55%) people accessed treatment to address opiate drug use.

SUDS has been successful in increasing the numbers of people accessing structured treatment for both Opiate and Non-opiate use disorders (table 6.3.2). Successful completions are poor in comparison to Local Outcome Comparators.

Table 6.3.2: Southampton Substance Use Disorder Service Treatment Statistics 2016/17 to 2018/19

	2016-17		2017-18		2018-19	
	Opiate	Non-opiate	Opiate	Non-opiate	Opiate	Non-opiate
Number in treatment	738	262	700	253	732	352
Successful Completions	47	81	45	85	34	106
% completions of all in treatment	6%	31%	6%	34%	5%	30%
% completions of all in treatment (LOC* average)					5%	36%

\*Local Outcome Comparator

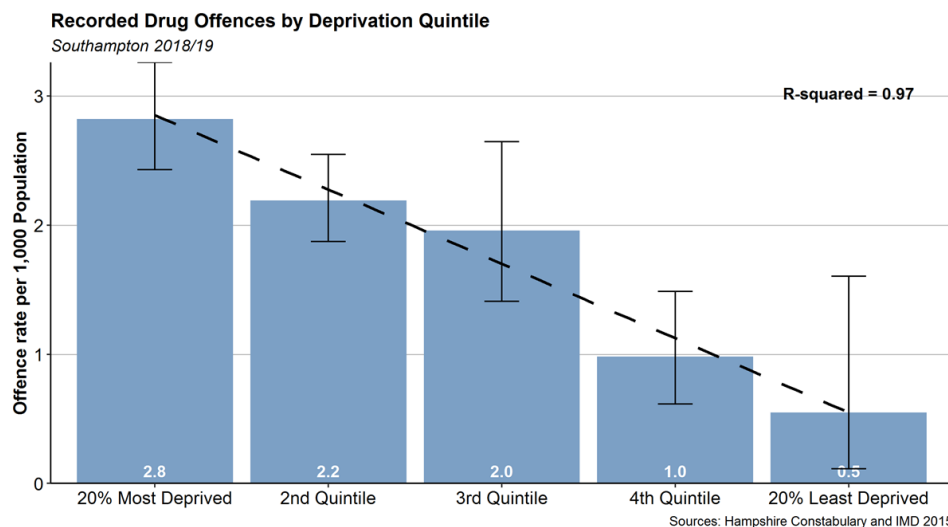


### 6.3.6 Drug Use - Sub-City Analysis

There are strong links between poverty, deprivation, inequalities and problem drug use, but these relationships are complex. Both crime and drugs are associated with wider factors such as fragile family bonds, psychological discomfort, low job opportunities and few community resources. Deprivation increases the propensity to use drugs.<sup>82</sup> Adverse childhood experiences are more common for children in poverty and are associated with adult drug and alcohol misuse.<sup>83</sup>

In 2018/19, there were higher rates of recorded drug offences in the more deprived areas of Southampton (figure 6.3.19) and significantly higher rates of drug offending in the wards of Bevois, Bargate and Freemantle (figure 6.3.20). These three wards also had the highest rates of recorded drug offences in 2017/18, although Bargate and Freemantle have seen a small reduction in number of offences year on year (section 4).

Figure 6.3.19:



Over the 2015/16 to 2017/18 period the central ward of Bevois had a significantly higher age standardised rate of hospital admissions for drug-related mental health and behavioural disorders than the average for Southampton (figure 6.3.21). This type of hospital admission is strongly linked to deprivation, with those living in the 20% most deprived areas having a rate of 366.2 per 100,000 population, compared with 57.4 per 100,000 population in the 20% least deprived areas (figure 6.3.22).

<sup>82</sup> Shaw, A et al. 2007. Drugs and Poverty: A literature review.  
<http://www.dldocs.stir.ac.uk/documents/drugpovertylitrev.pdf> [accessed October 2019]

<sup>83</sup> Bellis, M. et al. 2014. National household survey of adverse childhood experiences and their relationship with resilience to health-harming behaviors in England. <http://www.biomedcentral.com/1741-7015/12/72> [accessed October 2019]

Figure 6.3.20:

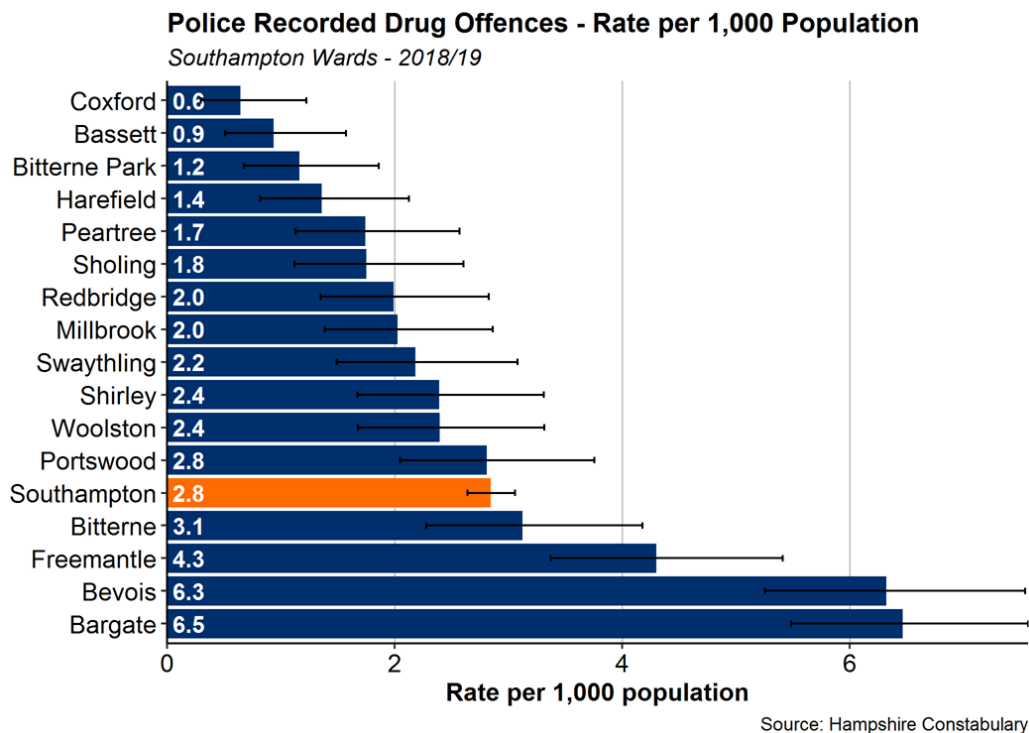


Figure 6.3.21:

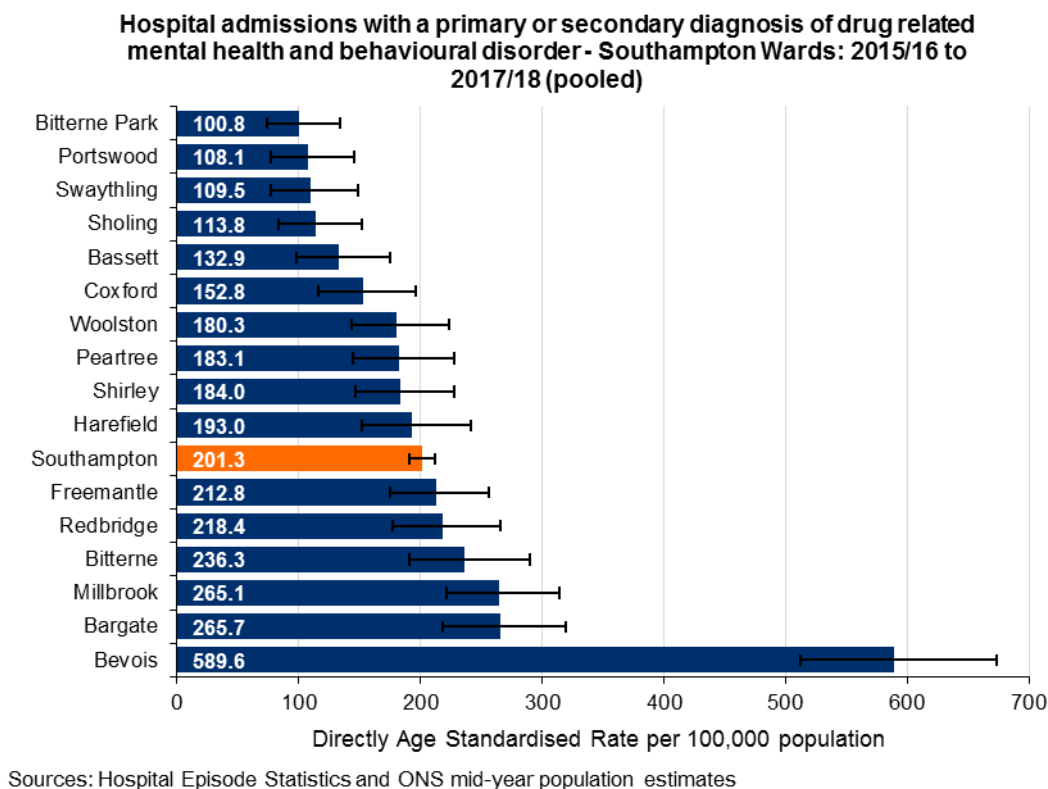
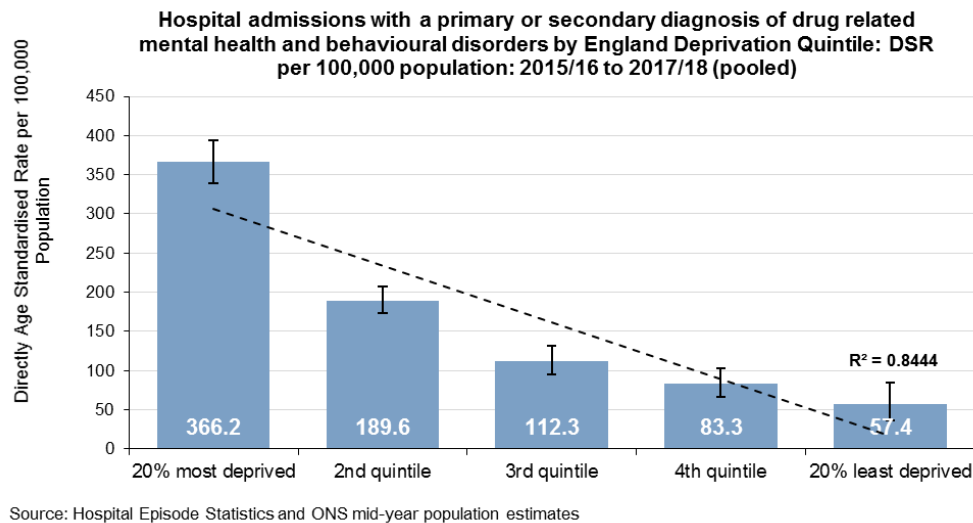


Figure 6.3.22:



A smaller number of Southampton residents were admitted to hospital with a primary diagnosis of poisoning by illicit drugs in the period from 2015/16 to 2017/18, giving a rate of 52.6 admissions per 100,000 resident population, significantly higher than the national average of 31 per 100,000 population. Again the central ward of Bevois experiences a significantly higher hospital admissions rate for poisoning by illicit drugs than the city as a whole (figure 6.3.23). The admission rate is also linked to deprivation (figure 6.3.24).

Figure 6.3.23:

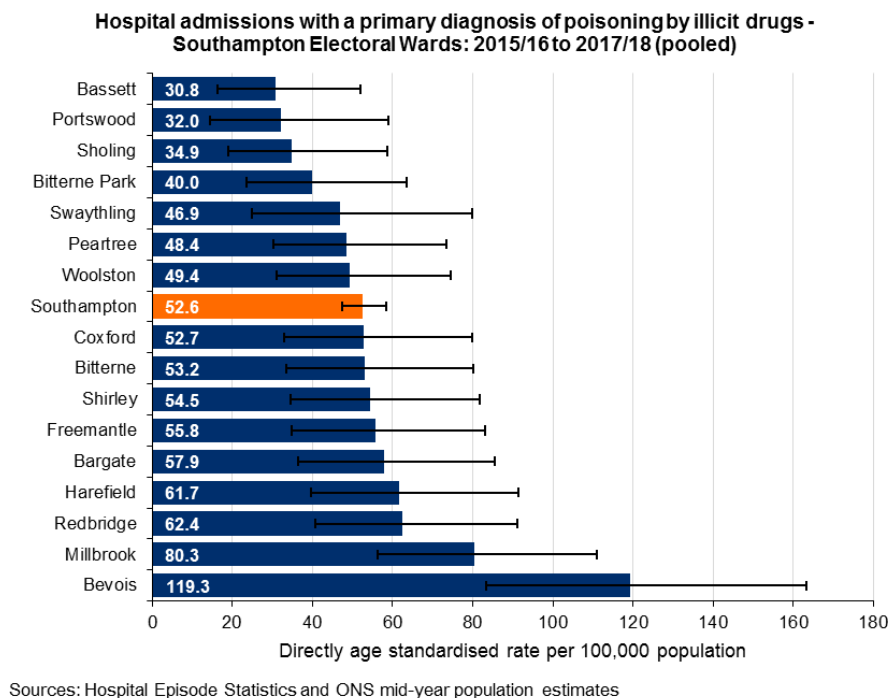
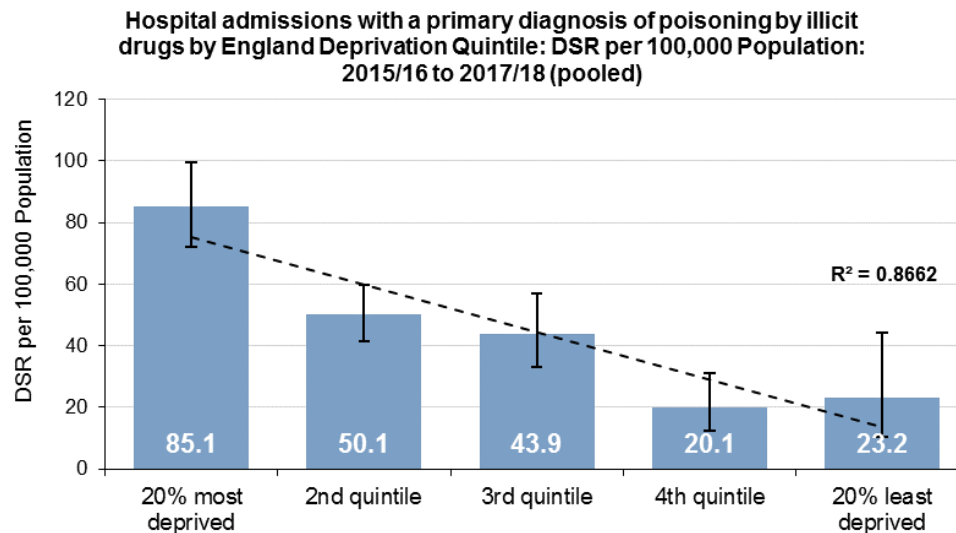


Figure 6.3.24:



Sources: Hospital Episode Statistics and ONS mid-year population estimates

### 6.3.7 Drug Use – Users, Offenders and Victims of Crime

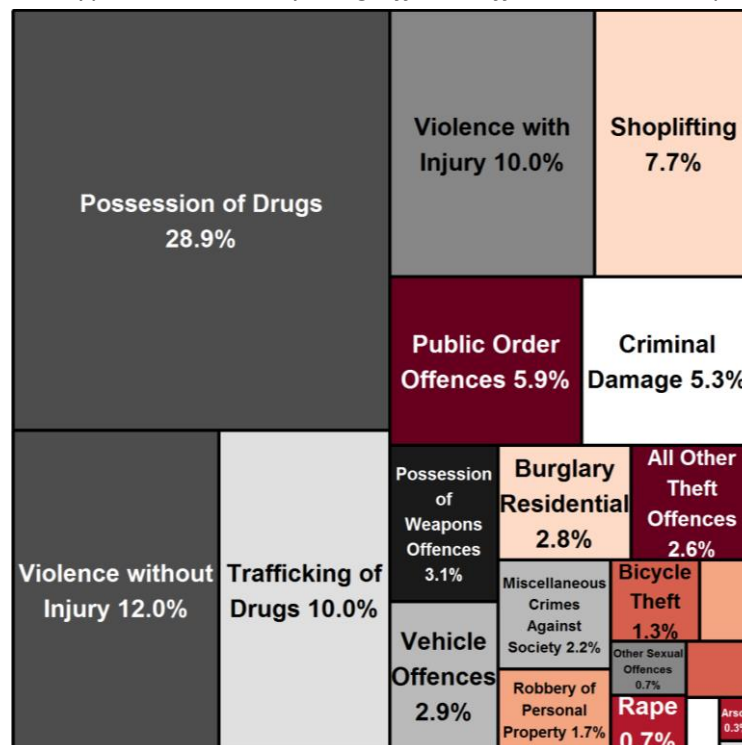
The estimated drug use dataset<sup>84</sup> includes a limited amount of demographic data about OCU and opiate users. This shows that the majority of OCU users (47%) and opiate users (64%) are aged between 35 and 64. A 2008 study of older drug users in the North West of England found that they all had high levels of ill health brought on by drug use including circulatory problems, respiratory problems, diabetes, hepatitis, weight loss and malnutrition. They were also likely to be suffering from loneliness and social isolation having severed ties with friends and family because of their drug use.<sup>85</sup>

Most police recorded drug offences with identified suspects or offenders in Southampton in 2018/19 were committed by 18-34 year olds, who were responsible for 67% of drug offences. Most offenders were male (85%). Of all crimes committed by drug offenders in the year, 28.9% were for possession of drugs and 10% were for trafficking of drugs. Violence with and without injury crimes also make up a significant proportion of other offences committed by this group (figure 6.3.25).

<sup>84</sup> PHE. 2019. Opiate and crack cocaine use: prevalence estimates by local area. <https://www.gov.uk/government/publications/opiate-and-crack-cocaine-use-prevalence-estimates-for-local-populations> [accessed October 2019]

<sup>85</sup> Roe, B., Beynon, C., Pickering, L., and Duffy, P. (2010) 'Experiences of drug use and ageing: health, quality of life, relationship and service implications', *Journal of Advanced Nursing*, Volume 66, Issue 9, Available Online: <http://onlinelibrary.wiley.com/doi/10.1111/j.1365-2648.2010.05378.x/pdf> (Accessed on 4/10/2017).

Figure 6.3.25: All Crime Types Committed by Drug Offence Offenders, Southampton 2018/19

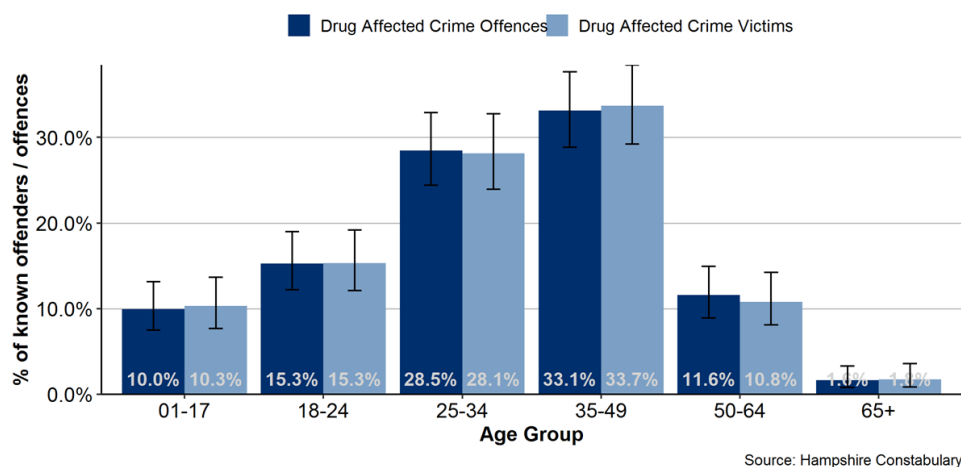


Source: Hampshire Constabulary

Police recorded drug offences are frequently victimless crimes in that there is not an immediately identifiable victim or victims (although there will still be people who experience harm). For other offence types which are recorded as being affected by drugs, victims were most likely to be aged 35-49 years old (figure 6.3.26). 51.8% of victims were female and most were victims of violence with and without injury crimes.

Figure 6.3.26:

**Age Profile of Victims - Drug Affected Crime**  
Southampton 2018/19



Source: Hampshire Constabulary

### 6.3.8 Drug Use - Other Considerations

#### *New Psychoactive Drugs (NPS)*

New Psychoactive Drugs (NPS) are drugs which were designed to replicate the effects of illegal substances like cannabis, cocaine and ecstasy whilst remaining legal. They first appeared in the UK around 2008/09.<sup>86</sup>

The Crime Survey for England and Wales (CSEW) reports that the use of NPS in England and Wales remains low compared to the prevalence of well-established drugs such as cannabis, powder cocaine and ecstasy. Around 0.5 per cent of adults aged 16 to 59 had used NPS in the 2018/19 survey year, similar to the 2017/18 and 2016/17 surveys (both 0.4%) but a decrease from the 2014/15 survey (0.9%). Half of all NPS users were aged 16 to 24 and 1.4 per cent of individuals aged 16 to 24 had used NPS in the last year. Adults aged 16 to 59 who had used other illicit drugs were more likely to have used NPS in the last year than those who had not (4.2% compared with 0.1%), while those who had visited a nightclub or disco on four or more occasions in the last month were more likely to have used NPS in the last year compared with those who had not visited such places (5.4% compared with 0.2%).<sup>87</sup>

### 6.3.9 Points for the Partnership to Note

- The Partnership should continue to monitor data across agencies in order to estimate the full extent of harm caused by alcohol and drug misuse
- The recent rise in drug-related deaths (DRD) continues to be a cause for concern. The Partnership should continue to monitor this trend and work with partners to identify an evidence based approach to reduce the incidence of DRD in the city.
- Despite the fall in the police recorded drug offence rate in recent years, the majority of respondents (59%) to the community safety survey identified 'people using or dealing drugs' to be a fairly or very big issue in the city; the second highest in terms of problems raised. The Partnership should seek to better understand these concerns and also work to improve intelligence on drug-related violence in the city which is recognised as needing improvement.
- The Partnership to recognise the impact of drug related high harm violence and its effect on young people, families, the vulnerable and open spaces.
- The Partnership should consider the forthcoming release of the independent annual report of the Director of Public Health which focuses on drug-related harm, with recommendations for local and national action.

<sup>86</sup> DrugWise. 2019. New psychoactive substances. <https://www.drugwise.org.uk/new-psychoactive-substances/> [accessed October 2019]

<sup>87</sup> Home Office. 2019. Drug Misuse: Findings from the 2018/19 Crime Survey for England and Wales. <https://www.gov.uk/government/statistics/drug-misuse-findings-from-the-2018-to-2019-csew> [accessed October 2019]



## 6.4 Hate Crime

Southampton is home to people from over 55 different countries who between them speak 153 different languages. In the 2011 Census, 77.7% of residents recorded their ethnicity as white-British, which is a decrease of 11% from 2001. The biggest change has been in the 'Other White' population (which includes migrants from Europe) which has increased in last 10 years by over 200% (from 5,519 to 17,461). As with anywhere with such a diverse range of communities, there is a possibility of hate crimes; where people experience harassment, victimisation, intimidation or abuse because of their race, faith, religion, disability or because they are lesbian, gay, bisexual or transgender.

The National Police Chiefs' Council (NPCC) and the Crown Prosecution Service (CPS) have agreed a common definition of hate crime as *'any criminal offence which is perceived by the victim or any other person, to be motivated by hostility or prejudice based on a person's race or perceived race; religion or perceived religion; sexual orientation or perceived sexual orientation; disability or perceived disability and any crime motivated by hostility or prejudice against a person who is transgender or perceived to be transgender.'*

'Hate crime' entered into British law with the Crime and Disorder Act 1998. When originally passed, the law only referred to discrimination on the grounds of race and religion. However, the Criminal Justice Act 2003 expanded the definition to include sexual orientation, disability and transgender identity. Police forces in England and Wales can class five types of hate crime within the offence categories of assault with injury; assault without injury; harassment; public order offences; and other criminal damage.

### 6.4.1 Trends and Benchmarking

Hate crimes are a subset of notifiable offences that are recorded by the police and made up less than two per cent of crimes based on England and Wales recorded crime figures for 2018/19. For Southampton the percentage was also 2%.

A total of 738 incidents of hate crime in Southampton were recorded by the Police in 2018/19. This represents an increase of 4.4% on the 707 hate crimes in 2017/18 and a 28.6% increase from 574 reported hate crimes in 2016/17. In comparison the most recent Home Office report on Hate Crime<sup>88</sup> shows a 10% increase in England and Wales over the period 2017/18 to 2018/19 which is the lowest percentage increase in these offences nationally since 2013/14, when there was a five per cent rise.

In 2018/19, the majority of hate crimes nationally were race hate crimes (76%); 14% were sexual orientation related; 8% were religious hate crimes; 8% were disability related; and 2% were transgender hate crimes. The percentages sum to more than 100% as it is possible for a hate crime

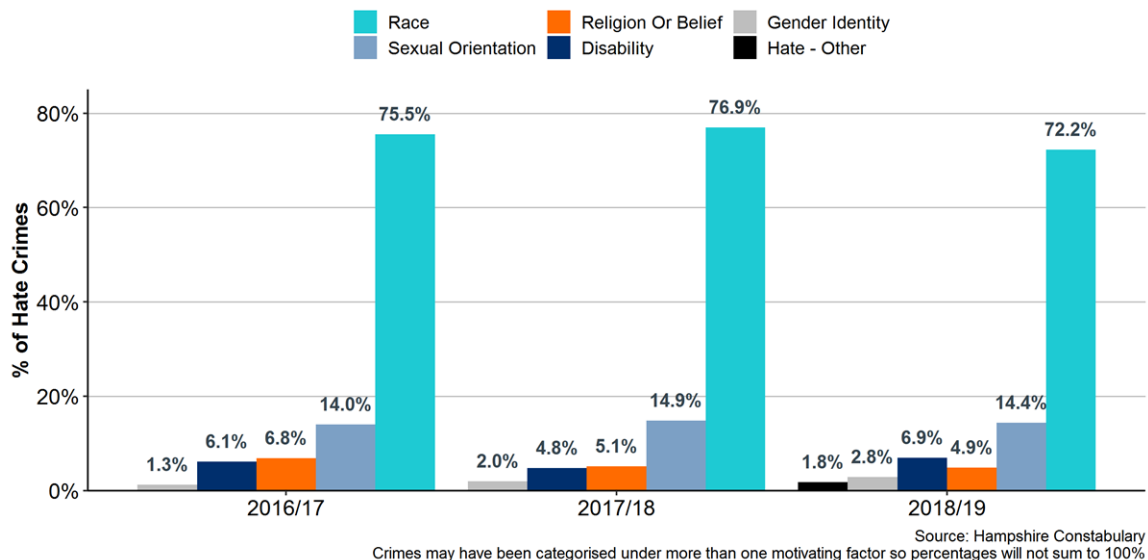
<sup>88</sup> Home Office. 2019. Hate Crime, England and Wales, 2018 to 2019. <https://www.gov.uk/government/statistics/hate-crime-england-and-wales-2018-to-2019> [accessed October 2019]

offence to have more than one motivating factor. Figure 6.4.1 shows that the distribution of these five hate crime strands in Southampton is similar to that of England and Wales, with race related occurrences accounting for 72.2% of the total hate crime offences, and has remained broadly consistent over the last three years.

Figure 6.4.1:

**Reported Hate Crime in Southampton by Motivating Factor Category**

Southampton 2018/19



Nationally, hate crime recorded by the police has increased across all five of the monitored hate crime strands between 2017/18 and 2018/19, with the transgender and sexual orientation strands seeing the largest percentage increases (37% and 25% respectively). In Southampton the strands with the largest year on year increases were disability and transgender (gender identity) which both saw increases of 50%, although these strands still have low numbers of crimes overall. The number of crimes in the religion and sexual orientation strands did not change in Southampton from 2017/18 to 2018/19, while race hate crimes decreased by 2%.

The majority of hate crimes in Southampton are recorded as public order offences (57%) or violence without injury (25%). In most crimes (49.5%) the offender was a stranger to the victim, although in other cases was an acquaintance (19.1% of crimes) or a neighbour/former neighbour (10.7%).

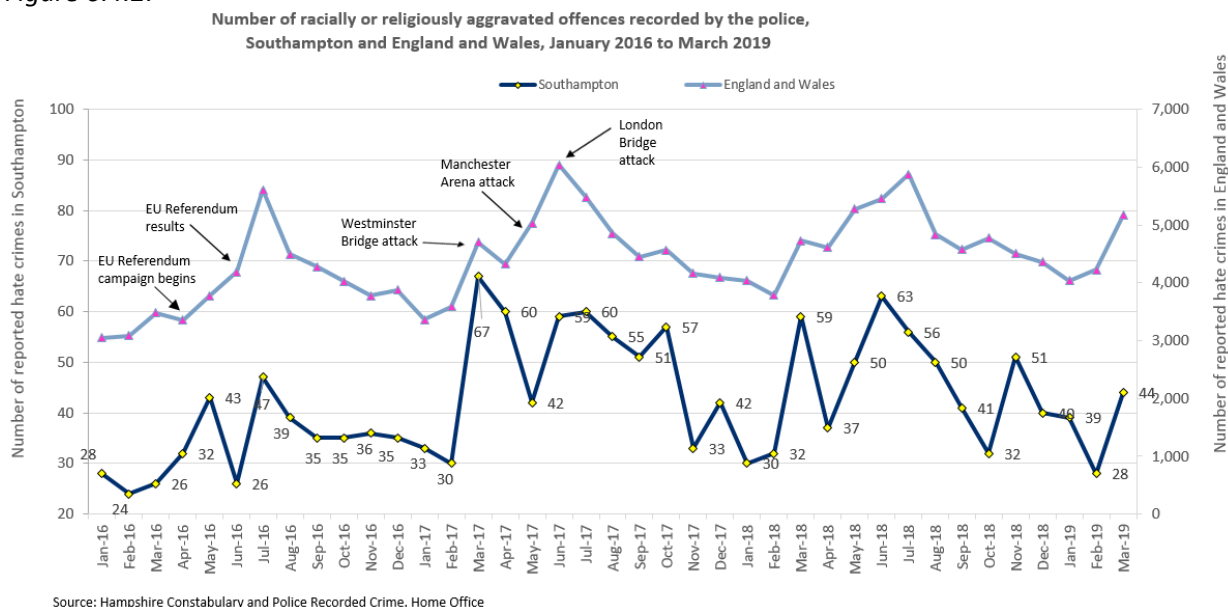
The increases in recorded hate crimes seen over the last five years are thought to have been driven by improvements in crime recording by the police following the HMIC review in 2014.<sup>89</sup> It is also thought that growing awareness of hate crime is likely to have led to improved identification of such offences. Although these improvements are thought to be the main drivers for the increases there have been short-term genuine rises in hate crime following certain events

<sup>89</sup> HMIC. 2014. Crime data integrity: inspection of Hampshire Constabulary.

<https://www.justiceinspectorates.gov.uk/hmicfrs/wp-content/uploads/crime-data-integrity-hampshire-2014.pdf> [accessed October 2019]

such as the EU Referendum in June 2016 and the terrorist attacks in 2017 (figure 6.4.2). Part of the increase over the last year may reflect a real rise in hate crimes recorded by the police.<sup>88</sup>

Figure 6.4.2:



In contrast, the Crime Survey for England and Wales (CSEW), which is unaffected by changes in recording practice, shows a fall in hate crime over the last decade.<sup>90</sup> According to the CSEW, the estimated number of hate crime incidents experienced by adults aged 16 and over fell from 307,000 in the combined 2007/08 and 2008/09 surveys to 184,000 in the combined 2015/16, 2016/17 and 2017/18 surveys, a fall of 40 per cent.<sup>91</sup> However, due to the combined survey years the CSEW is not able to identify changes in hate crime over shorter term periods, and the most recently published estimates do not cover 2018/19. It is estimated that almost half of CSEW hate crime offences are brought to police attention, compared with 40% of CSEW crime overall.<sup>92</sup>

#### 6.4.2 Sub-City Analysis

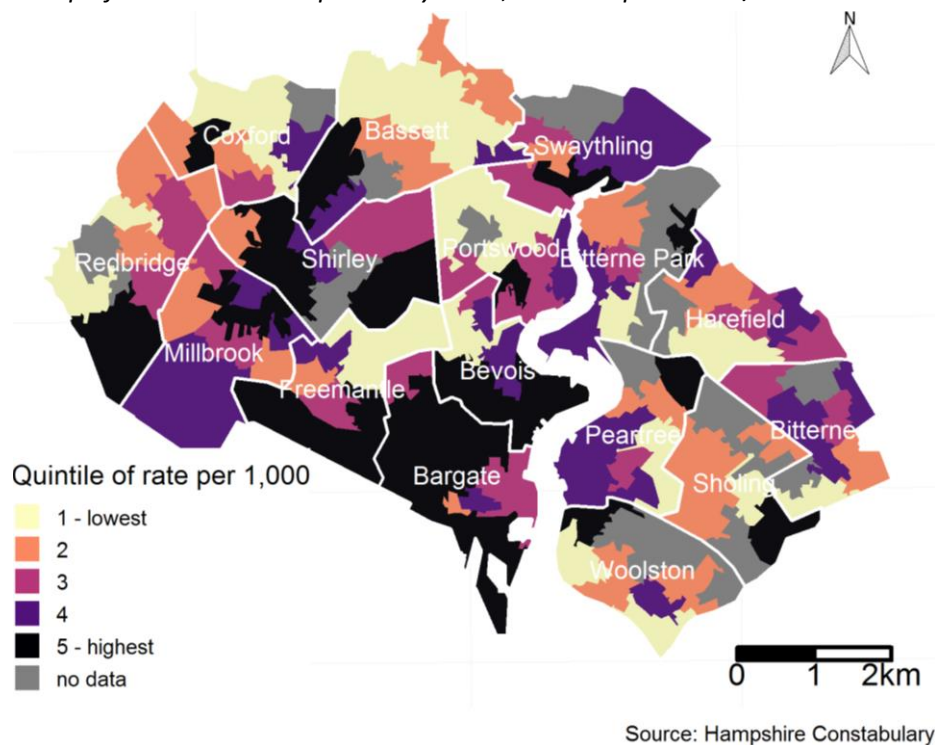
Hate crime and the hate crime sub-types are not distributed evenly between wards. Figure 6.4.3 shows the overall distribution of hate crime in Southampton in 2018/19.

<sup>90</sup> Office for National Statistics (2019) Crime in England and Wales: year ending March 2019: <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingmarch2019> [accessed October 2019]

<sup>91</sup> Home Office. 2018. Hate Crime, England and Wales, 2017/18. <https://www.gov.uk/government/statistics/hate-crime-england-and-wales-2017-to-2018> [accessed November 2019]

<sup>92</sup> Home Office. 2018. Hate crime: a thematic review of the current evidence. <https://www.gov.uk/government/publications/hate-crime-action-plan-2016> [accessed October 2019]

Figure 6.4.3: Map of hate crime rate quintile by LSOA, Southampton 2018/19



Some wards have a higher percentage share of hate crimes types. In 2018/19, the highest share of the city's reported hate crime with motivating factors recorded occurred in Bargate ward (26%). This is the ward associated with the city centre, the public transport hub and the night time economy (along with Bevois). Looking at the percentage share of each hate crime recorded motivating factor by ward, Bargate had the highest numbers by ward of hate crimes with a:

- race related motivating factor – 136 reported hate crimes,
- sexual orientation related motivating factor – 26 reported hate crimes,
- disability related motivating factor – 11 reported hate crimes,
- gender identity related motivating factor – 10 reported hate crimes

The wards with the highest numbers of reported hate crimes with a religion or belief related motivating factor were Bargate and Bevois at 12 reported hate crimes each. Bevois also had the second highest count of reported race and sexual orientation related hate crime, at 77 and 15 reported hate crimes respectively.

The ward with the highest increase of recorded hate crime offences from 2017/18 to 2018/19 was Bassett, more than doubling from 10 to 25 recorded hate crimes. Bitterne Park and Sholing wards saw an increase in reports of 67% and 50% respectively. Conversely Herefield and Woolston both saw decreases in hate crime reports, of 56% and 52% respectively (see ward level summary for police recorded crime in chapter 4).

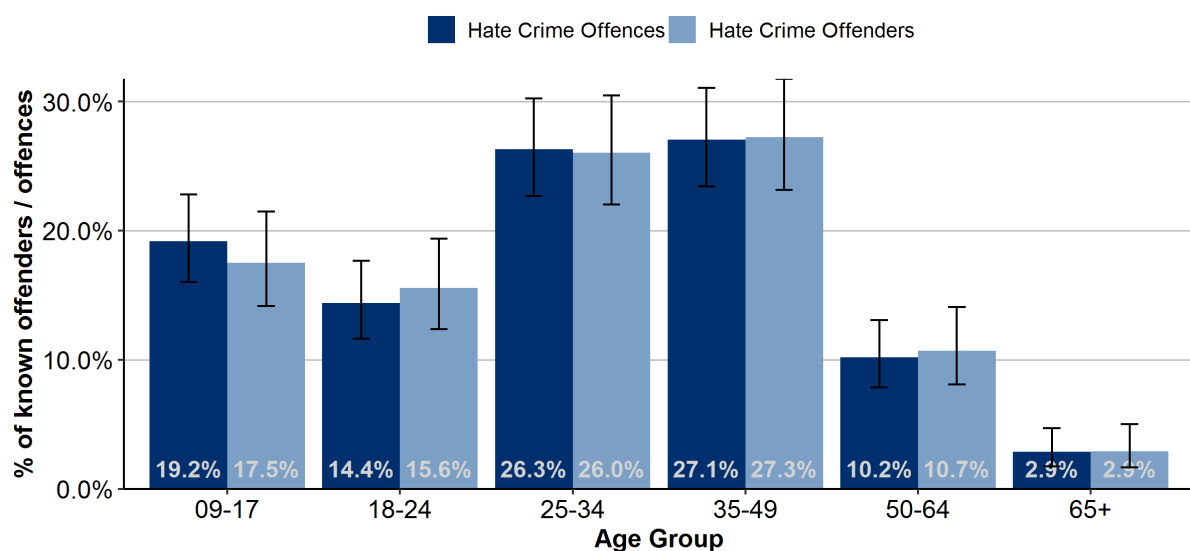
## 6.4.2 Victims and Perpetrators

Known hate crime offenders in Southampton in 2018/19 were more likely to be male (71%) and aged 25-49 years old (figure 6.4.4). Most offenders were White (61%), with 5.6% Black and 6.6% Asian. Offender ethnicity was not known for 26.8% of identified offenders. Most known hate crime offenders committed only one hate crime offence in the year (345 offenders) but half of these offenders also committed other crimes which did not have the hate crime flag applied. Figure 6.4.5 shows all offence types committed by hate crime offenders in Southampton in 2018/19.

Figure 6.4.4:

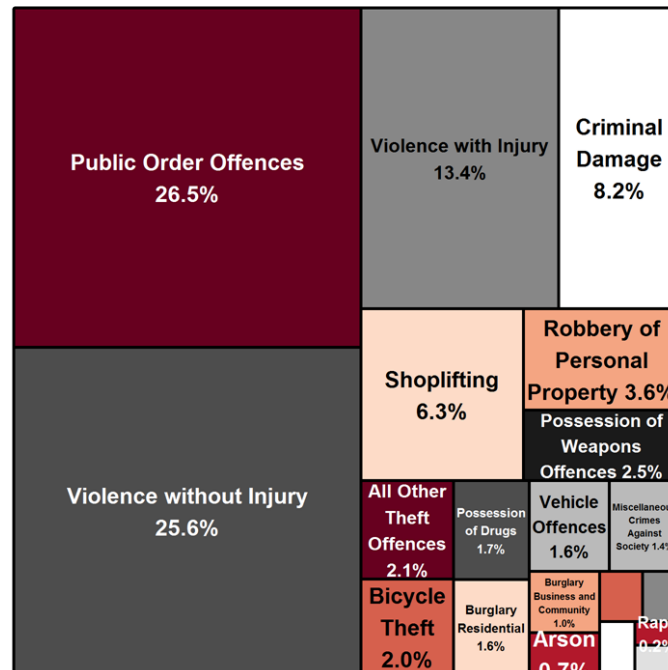
### Age Profile of Offenders - Hate Crime

Southampton 2018/19



Source: Hampshire Constabulary

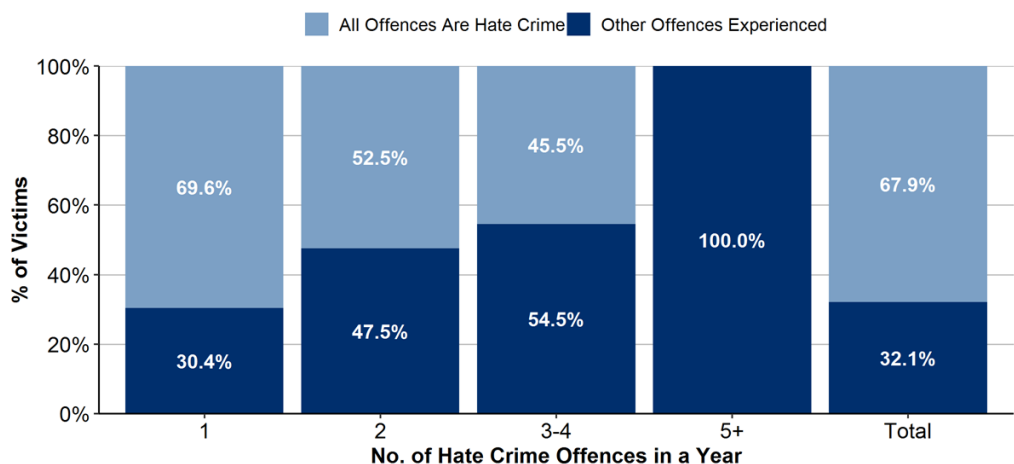
Figure 6.4.5: All crime types committed by known hate crime offenders in Southampton in 2018/19



Victims of hate crime in Southampton in 2018/19 were also more likely to be aged 25-49 (63% of victims) and male (62%). Victims were disproportionately from ethnic minorities: 12% of victims were Black; 19% were Asian; and 2.7% were Arabic. Victim ethnicity was not known for 25.3% of identified victims. Most victims (540) reported only one recorded hate crime in 2018/19 but there were 52 repeat victims. Victims of repeat hate crime are more likely to experience other crime types: 47.5% of victims who experienced 2 hate crimes in 2018/19 also experienced other crimes which did not have the hate crime flag applied (figure 6.4.6).

Figure 6.4.6:

**Percentage of Hate Crime Victims Also Experiencing Other Offence Types**  
Southampton 2018/19



Source: Hampshire Constabulary



### 6.4.3 Other Considerations

The Safe City Partnership has focused on hate crime in light of the EU referendum result and concerns about the increase in unreported crimes. Southampton's Pledge Against Hate was launched in October 2016. The Southampton Connect group, a forum of leaders from some of the city's major organisations, have put their names to the city's pledge against hate.<sup>93</sup>

The pan-Hampshire multi-agency Hate Crime Working Group continues to tackle hate crime in the area and representatives from the local Force are in attendance. The group aims to raise awareness and better understand the nature of hate incidents and to ensure an appropriate response to individuals and the wider community. In Southampton, the importance of public confidence, strong liaison and interaction with minority groups has been raised as key to effective policing of this type of crime.

A community owned and led hate crime third party reporting (TPR) centres network has been built to better inform the public about hate crime, guide them to services that support victims and encourage the further reporting of such incidents. The network currently has 31 members including statutory partners such as Southampton City Council (SCC), the NHS and CCG. The centres are safe places where members of the public can speak about hate crime, seek victim advice and guidance and/or report hate crime. In 2018, with joint funding from SCC and the OPCC, a part time hate crime network co-ordinator was employed by the lead community group 'SPECTRUM' with the aim to further increase the membership of the network and promote its work much more widely across the city.

Hampshire Constabulary has this year invested in a team of 'Community Cohesion' officers, with a dedicated officer for Southampton. The role includes working with internal and external partners to assist with developing and delivering local Community Cohesion plans.

The 'Helping Victims of Hate Crime' app was launched by Hampshire Constabulary in 2013. It is designed to give people more information in one place about hate crimes and hate incidents and to encourage people to come forward and report them. It also gives information about how to report anonymously and to the third party website, True Vision. Since its launch, and up to end of 2018, the app has been downloaded approximately 6,500 times. In addition a new bespoke hate crime app for Hampshire & the IOW is currently being jointly developed by the Southampton hate crime TPR network and the Hampshire Office of the Police and Crime Commissioner (OPCC) to provide further relevant information for victims and to encourage the reporting of incidents.

The Hampshire Constabulary Community Tension Desk coordinates information from intelligence, Special Branch, regional counter terrorist units, social media, Neighbourhood Policing Teams and the local authority to monitor and report on current tension levels. A weekly summary is produced and

<sup>93</sup> <https://www.southampton.gov.uk/news/article.aspx?id=tcm:63-388489> [accessed October 2019]

circulated in order to provide information about current threats to Hampshire in relation to community tension and public order.

Hampshire Constabulary are committed to investigating all hate crimes and incidents, supporting victims and bringing the offenders to justice. Hate crime e-learning is mandatory for all Hampshire Constabulary staff as part of their continuing professional development. The force also has specially trained staff, such as Lesbian and Gay Liaison Officers (LAGLOs) and Disability champions, who have an extra understanding in their area of expertise. The work of local LAGLOs has been identified as particularly strong in supporting the gay community in Southampton.

#### **6.4.4 Points for the Partnership to Note**

- Recorded hate crime offences in Southampton continue to increase, albeit at a lower rate than previously. To some extent, this may be as a result of improved reporting and recording, with CSEW data over the last decade indicating that the incidence of hate crime has fallen nationally. Nonetheless, hate crime trends and profiles should continue to be carefully monitored and understood, particularly in the run up to BREXIT.
- The Partnership should continue to focus on community engagement, especially with vulnerable groups/communities, to encourage reporting of hate crimes.

## 6.5 Emerging Themes

For most crime types, national surveys and police recording help provide estimates to allow the partnership to understand gaps between reported and actual levels of offending and victimisation. With the following issues, there is less understanding around the true extent of offending and therefore greater risk of hidden harm.

### 6.5.1 Fraud

Police recorded data on fraud incorporates fraud offences collated by the National Fraud Intelligence Bureau (NFIB) from three reporting bodies: Action Fraud, Cifas and UK Finance. Action Fraud is public facing while Cifas and UK Finance are industry bodies. Incidents of fraud referred to the NFIB therefore include reports from businesses and other organisations and generally reflect only the more serious cases which are thought by the victim to be worth reporting. Another view of fraud is given by the Crime Survey for England and Wales (CSEW) which suggests that fewer than one in six incidents of fraud (15%) are reported by the victim either to the police or to Action Fraud.<sup>94</sup> Consequently the CSEW provides the best measure of fraud offences directly experienced by individuals in England and Wales as it covers a broad range of fraud offences, including attempts, as well as incidents not reported to the authorities.

For the year ending March 2019 CSEW estimated that the number of fraud incidents in England and Wales (3.8 million) increased by 17% from the previous survey year. The increase was driven mainly by a 15% increase in “bank and credit account fraud” (to 2.6 million offences), with smaller volume increases in “consumer and retail fraud” (to 1.0 million offences) and “other fraud” (to 154,000 offences) contributing to the rise. Over the same period there was a 9% increase in the total number of fraud offences referred to the NFIB (693,418 offences) compared with the previous year (638,358 offences).<sup>94</sup>

In Hampshire, 14,776 fraud crimes were reported to Action Fraud in 2018/19, an increase of 13.3%.<sup>95</sup> Over this period most fraud of individuals in Hampshire related to online shopping and auctions (25% of individual fraud), followed by other advance fee fraud (21%) and computer software service fraud (13%). Total victim losses, including those to businesses, were £28.9 million. As noted above it is estimated that less than 15% of fraud is reported to the police or Action Fraud so these figures are likely to be great underestimates of the true extent of this crime type.

82% of fraud in Hampshire in 2018/19 was cyber-enabled.<sup>95</sup> Victims are most frequently aged 45-54 and 66-75, with males aged 45-54 being disproportionately affected by online shopping/auction fraud and people aged 66-75 reporting high levels of computer software service fraud.<sup>96</sup>

<sup>94</sup> ONS. 2019. Crime in England and Wales: year ending March 2019.

<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingmarch2019> [accessed November 2019]

<sup>95</sup> Action Fraud. 2019. Hampshire Fraud Profile. <https://actionfraud.police.uk/data> [accessed November 2019]

<sup>96</sup> Hampshire & IOW Constabulary. 2019. Force Strategic Assessment 2018/19.

The Hampshire Constabulary Strategic Assessment notes that there has been a recent upward trend in dating fraud and it is anticipated that this fraud type will continue to increase as it is facilitated by online delivery.<sup>96</sup>

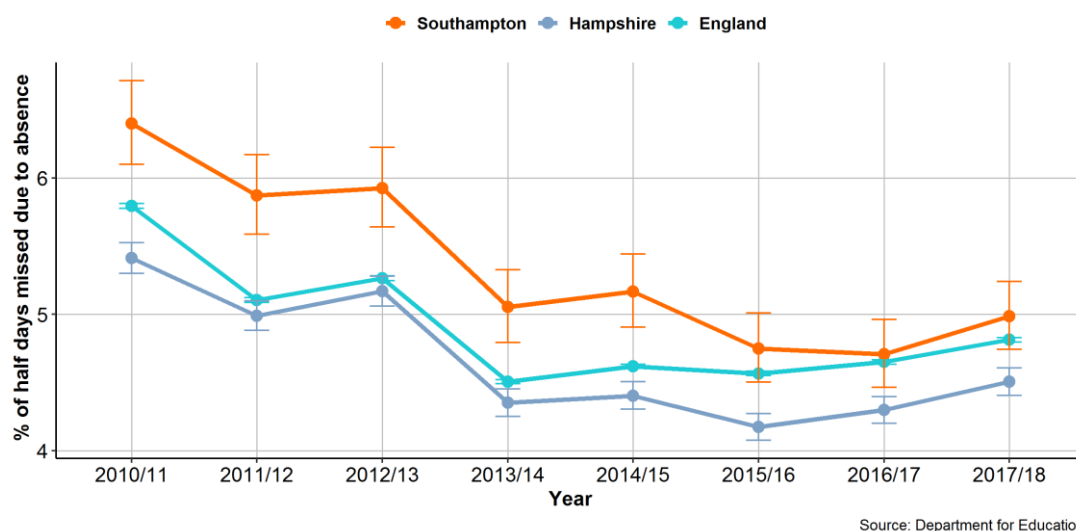
## 6.5.2 Children at Risk of Exploitation

Periods of time when children go missing are an area of concern as they are times of increased vulnerability and potential exposure to exploitation. Children who are absent from school are also a concern for the same reasons. Pupil absence has been an area of recent improvement for Southampton and it is now not significantly different from the England average (figure 6.5.1).

Figure 6.5.1:

### Pupil Absence Trend

Southampton Community Safety Partnership, Hampshire and England - 2010/11 to 2017/18



The Hampshire Constabulary Forces Strategic Assessment notes that, based on reported data, children in care go missing more frequently than other children, although are missing for shorter periods of time on average.<sup>96</sup> Southampton has a relatively high rate of looked after children among its comparator areas (chapter 4.7). However, the increased missing frequency of looked after children is at least partly due to more robust reporting of absence for this group.<sup>96</sup> Portsmouth has the greatest number of missing children of any district in Hampshire.

Portsmouth and Southampton are key risk areas for child criminal exploitation (CCE). The exploitation of juveniles by transient drugs networks, predominantly as drug runners, has been increasing in Hampshire and in the period March 2018 to February 2019, 16% of 627 known or suspected transient drug dealers were juveniles. There has also been an increase in the number of most serious violence crimes involving children, with Portsmouth and Southampton particular areas of concern.<sup>96</sup>

95% of children flagged by the Constabulary as at risk of CCE are male. MSV victims are also far more likely to be male.<sup>96</sup>

### 6.5.3 Modern Slavery and Human Trafficking

Human trafficking is the movement of a person from one place to another into conditions of exploitation; using deception, coercion, the abuse of power or the abuse of someone's vulnerability. Modern Day Slavery (MDS) is the exploitation that then happens when said individual/s arrive at their intended location. MDS encompasses slavery, servitude, forced and compulsory labour and human trafficking. According to the International Labour Organisation around 40 million people around the world were victims of modern slavery in 2016.<sup>97</sup> The most robust estimate to date of the scale of modern slavery in the UK was produced by the Home Office in 2014, which suggested that there were between 10,000 and 13,000 potential victims of modern slavery in 2013.<sup>98</sup> The average unit cost of a modern slavery crime, £328,720, is higher than the unit cost of any other crime type apart from homicide.<sup>99</sup>

Traffickers and slave masters will use whatever means they have at their disposal to coerce, deceive and force individuals into a life of abuse, servitude and inhumane treatment. Victims are not always forced to come to the UK. Many victims from the European Economic Area report their first contact with a trafficker began with an offer of an apparently legitimate job and so they travel willingly to the UK.

The Modern Slavery Act received royal assent in March 2015. The act consolidated and simplified all existing previous legislation in this area and granted new powers to law enforcement. It increased protection for survivors and strengthened sentencing powers against offenders. It also established the first Independent Anti-Slavery Commissioner and placed responsibilities upon large businesses to play their part in eliminating slavery from global supply chains.<sup>100</sup>

The National Referral Mechanism (NRM) is the UK's identification and support system for victims of modern slavery. In 2018, there were 6,985 potential victims referred to the NRM (a 36% increase from 2017), of whom 45% (3,128) were exploited as children.<sup>101</sup>

In the year to March 2019 police in England and Wales recorded 5,059 modern slavery offences, a 49% increase on the previous year.<sup>101</sup> Southampton had 30 police recorded modern slavery crimes in

<sup>97</sup> International Labour Organization. 2017. Global Estimates of Modern Slavery.

[http://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/publication/wcms\\_575540.pdf](http://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/publication/wcms_575540.pdf) [accessed November 2019]

<sup>98</sup> Home Office. 2014. Modern Slavery: an application of multiple systems estimation.

<https://www.gov.uk/government/publications/modern-slavery-an-application-of-multiple-systems-estimation>

<sup>99</sup> Home Office. 2018. The Economic and Social Costs of Modern Slavery. <https://www.gov.uk/government/publications/the-economic-and-social-costs-of-modern-slavery>

[accessed November 2019]

<sup>100</sup> Home Office (2014) *Collection: Modern Slavery Act 2015* [Online] Available from:

<https://www.gov.uk/government/collections/modern-slavery-bill> [accessed November 2019]

<sup>101</sup> HM Government. 2019. Annual Report on Modern Slavery. <https://www.gov.uk/government/publications/2019-uk-annual-report-on-modern-slavery> [accessed November 2019]

2018/19, an increase of 76% from 2017/18 and the seventh highest rate among its comparator group of community safety partnerships (figure 6.5.2). The rate of recorded modern slavery crimes in Southampton has increased more quickly than either Hampshire or England and, although numbers are small, Southampton's rate is now significantly higher than that of Hampshire (figure 6.5.3). None of the modern slavery crimes in Southampton in 2018/19 resulted in formal action against offenders.

Figure 6.5.2:

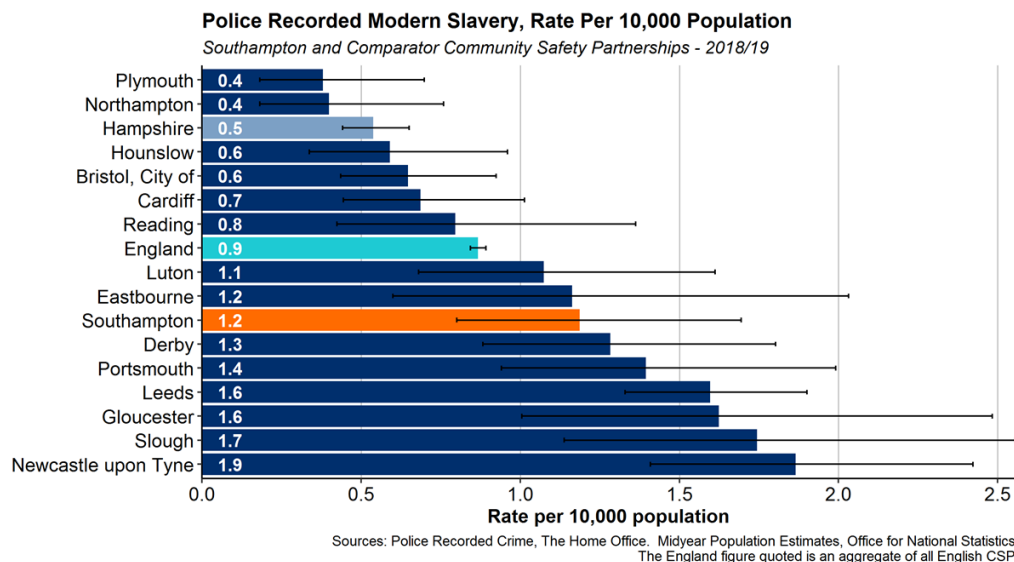
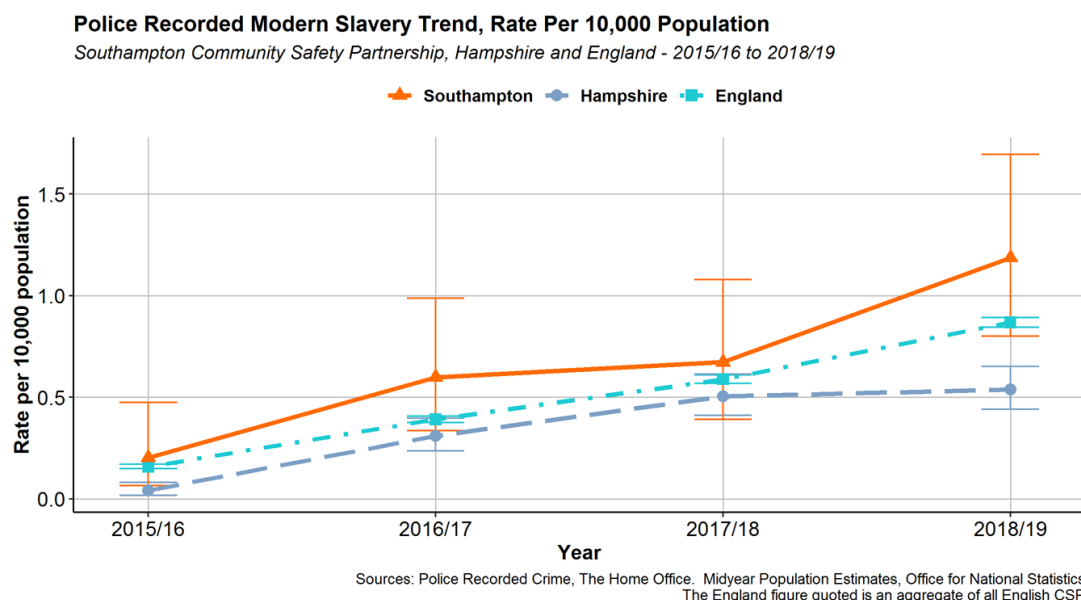


Figure 6.5.3:



Where known, 69% of victims of modern slavery in Southampton in 2018/19 were male which is consistent with the pattern across Hampshire.<sup>96</sup> The male bias in victims is thought mainly to be attributed to increases in child criminal exploitation in respect of county lines and previous knowledge



that forced labour is predominantly male orientated.<sup>96</sup> 35% of modern slavery victims were aged under 18, with 55% aged under 25. 21% of victims were known to be Asian.

Ten offenders of modern slavery offences in Southampton in 2018/19 were identified from Constabulary data. 80% of these offenders were aged 25-49, 80% were male and 60% were of non-white or unknown ethnicity.

#### 6.5.4 Countering Terrorism

Since 4<sup>th</sup> November 2019 the UK threat level from international terrorism has been substantial, meaning that an attack is likely.<sup>102</sup> Prior to this (from September 2017) the threat level had been severe, a higher threat level used to indicate that an attack is highly likely.

Islamist terrorism is the foremost terrorist threat to the UK and extreme right-wing terrorism is a growing threat. Northern Ireland related terrorism also remains a serious threat, particularly in Northern Ireland itself.<sup>103</sup>

Most future terrorist plots in the UK will employ simple methods that can be developed with ease and at speed.<sup>103</sup> The Hampshire Constabulary Strategic Assessment notes that there is a continuing trend towards low sophistication attacks which can occur spontaneously and are difficult to detect, prevent and disrupt. These types of attacks are highly accessible to potential terrorists due to weapons such as knives and vehicles being easy to acquire.<sup>96</sup> Terrorists also still have the intent to mount complex, potentially more destructive attacks, while the availability of encrypted online communications allows them to disguise their plans better.<sup>103</sup>

Prevent is one of the four strands of CONTEST, the UK strategy for countering terrorism. Its overarching aim is to safeguard and support those vulnerable to radicalisation, to stop them from becoming terrorists or supporting terrorism.<sup>103</sup>

Southampton City Council is responsible for delivering Prevent locally. The Prevent Working Group, established in 2016 includes a range of partners from across the city (including both partners with a statutory Prevent responsibility and other non-statutory organisations). The Working Group is responsible for developing and monitoring an action plan to deliver Prevent in the city and reduce the risks of radicalisation. The Southampton Prevent Working Group works closely with neighbouring authorities in Hampshire, Portsmouth and the Isle of Wight to ensure a joined up regional approach.

Community cohesion remains a strength for Southampton, and the Council and its partners continue to work closely with local communities to support Prevent and reduce the risks of radicalisation. The Prevent working group receives regular reports from the Council's Community Engagement Officer who delivers training to, gathers information from, and maintains close contact with, local community

<sup>102</sup> MI5. Threat levels. <https://www.mi5.gov.uk/threat-levels> [accessed November 2019]

<sup>103</sup> HM Government. 2018. CONTEST: The United Kingdom's Strategy for Countering Terrorism. <https://www.gov.uk/government/publications/counter-terrorism-strategy-contest-2018> [accessed November 2019]

groups. Furthermore, the working group seeks to reduce the risk of individuals in the city being radicalised through training, effective safeguarding and close support for the Channel Panel, and regularly provides reports to the Safe City Partnership.

Southampton City Council has a Prevent website, which provides links to information and training, including a Southampton-specific Prevent e-learning course developed by the Prevent working group.

#### **6.5.5 Points for the Partnership to Note**

- The Partnership should monitor the increasing trend in police recorded modern slavery in Southampton.
- The Partnership should continue to work to improve intelligence on crime types where there are considerable gaps in understanding including fraud, MET children and modern slavery.
- The effective disruption of drug networks/groups will reduce the threat, risk and harm posed to vulnerable children in the city.

## 6.6 Residential Burglary

### 6.6.1 Trends and Benchmarking

The rate of residential burglary in Southampton in 2018/19 was 7.4 crimes per 1,000 population, which is significantly higher than the national average and third highest among Southampton's group of similar Community Safety Partnerships (figure 6.6.1). Since 2017/18 the offence classification of residential burglary has included burglaries of sheds and garages, while the previous classification of domestic burglary excluded burglaries from these outbuildings. The reclassification resulted in a large step change in the rate of offences in 2017/18 in Southampton, Hampshire and England (figure 6.6.2). However, in Southampton there has been a further increase of 7% in the number of offences from 2017/18 to 2018/19 which is due to a genuine increase in recorded crime of this type. In Hampshire and England there were decreases in recorded residential burglary over the same period.

Figure 6.6.1:

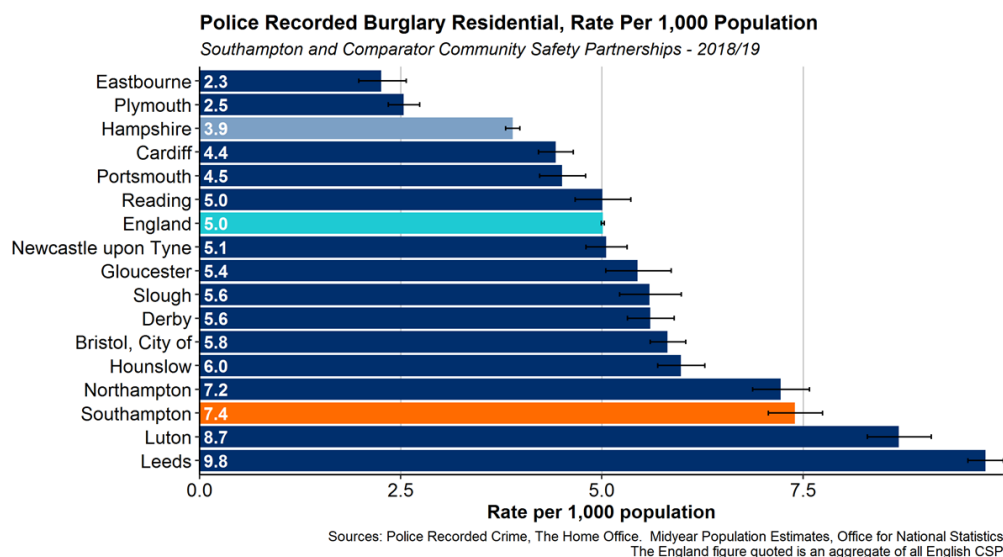
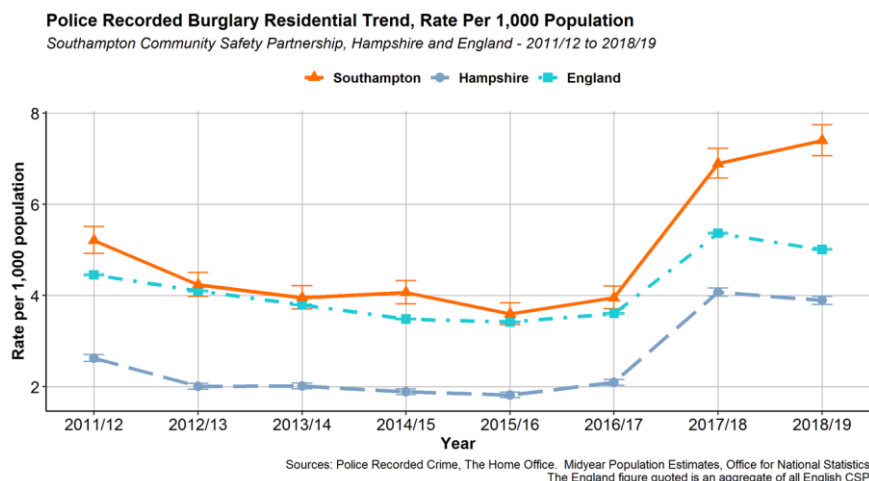
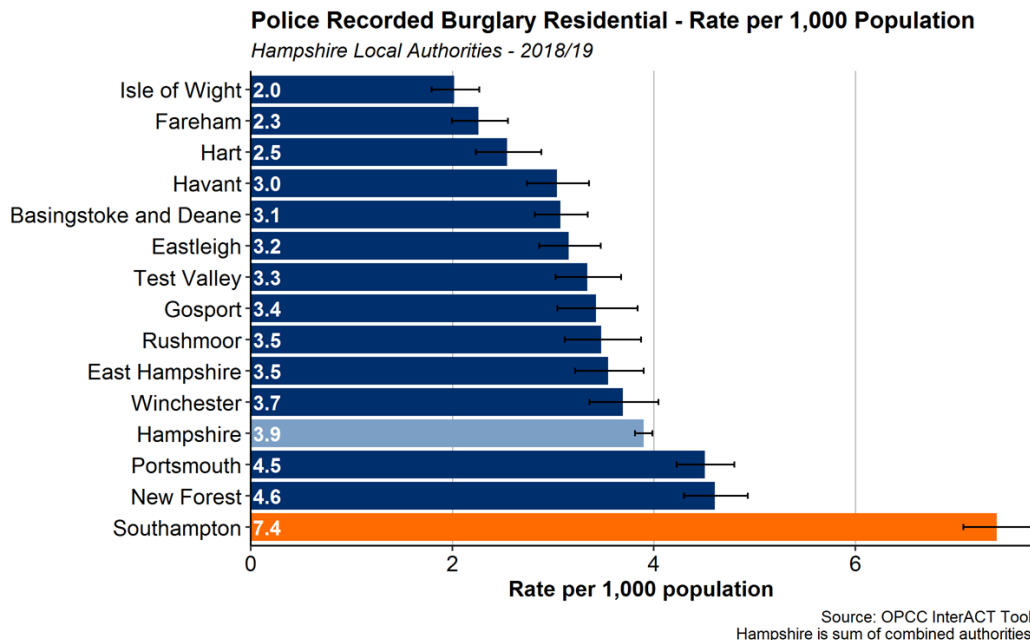


Figure 6.6.2



Southampton has a much higher rate of residential burglary than any other district in Hampshire, more than one and a half times the rate of New Forest district with the second highest rate, and more than three times the rate of the Isle of Wight (figure 6.6.3)

Figure 6.6.3



The Hampshire & IOW Constabulary Force Strategic Assessment 2019 notes that the current trends within residential burglary seen across the force are the taking of high value bicycles, jewellery, vehicles and firearms.<sup>104</sup> Across Districts key safes have become a target for means of entry to properties.

In Southampton in 2018/19 only 4.0% of recorded residential burglary crimes achieved an outcome where formal action was taken against an offender. This is set against a picture of low rates of formal action for this crime type across Hampshire, a picture which has worsened considerably since last year. Low rates of formal action are a concern for the force, contributed to by lack of resources and delays in the processing of forensic evidence. This has left perpetrators at large to commit more offences.<sup>104</sup>

The low rate of formal action taken is particularly concerning given the large volume of offences and their relative severity score (section 4). There were 1,871 police recorded residential burglaries in Southampton in 2018/19 and a formal action taken rate of 4% indicates that nearly 1,800 of these offences did not result in any action against offenders.

Residential burglary did not form part of the 2018/19 Hampshire Constabulary Control Strategy which identified the following as priorities for the force: children at risk; modern day slavery and human

<sup>104</sup> Hampshire Constabulary Strategic Assessment 2019

trafficking; drug related harm; child and domestic abuse; serious sexual offences; and fraud and terrorism. The 2019/20 Control Strategy also does not feature residential burglary.<sup>104</sup>

## 6.6.2 Sub-City Analysis

Figure 6.6.4 shows the residential burglary rate in Southampton in 2018/19 by electoral ward. Millbrook, Shirley and Portswood wards have the highest rates of residential burglary in the city, while Swaythling and Peartree have the lowest. Eleven of the sixteen electoral wards in the city experienced an increase in residential burglary between 2017/18 and 2018/19. The most notable increase was in Millbrook ward which increased from 6.8 crimes per 1,000 population to 10.9 crimes per 1,000 population, a statistically significant increase which gives it the highest rate in Southampton. There were also year on year increases of more than 60% in number of residential burglaries in Sholing and Harefield. The largest decrease was seen in Redbridge, which previously had one of the highest rates of residential burglary in Southampton.

Figure 6.6.5 is a map of the rate of residential burglary by Southampton LSOA in 2018/19. The Hampshire & IOW Constabulary Force Strategic Assessment 2018/19 notes Portswood and Bargate as burglary hotspots within Hampshire.<sup>104</sup> These areas are highlighted by figure 6.6.5 which also shows high rates of residential burglary in adjacent areas of Shirley and Bassett. Unlike most crime types the rate of residential burglary in Southampton tends to decrease with increasing deprivation (figure 6.6.6).

Figure 6.6.4:

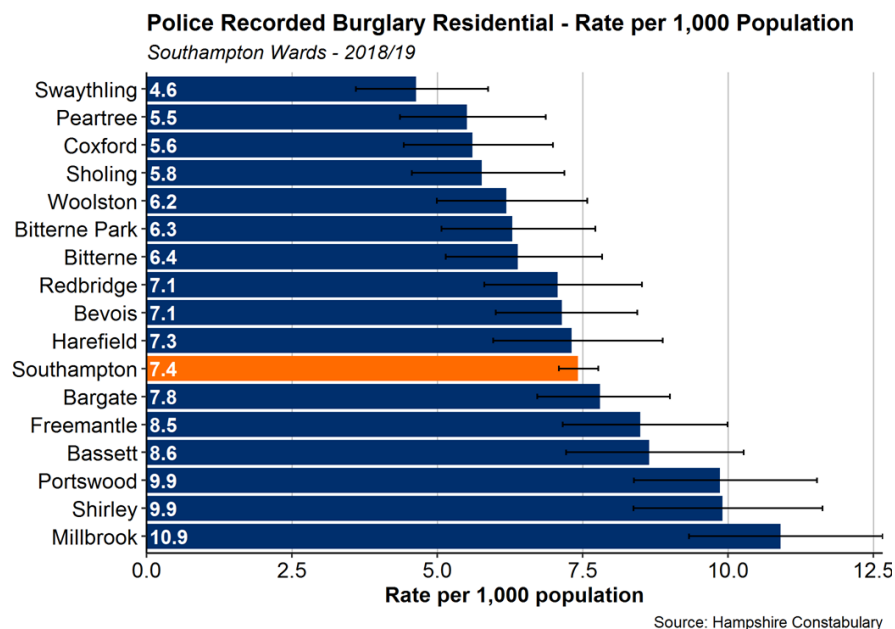


Figure 6.6.5: Police Recorded Residential Burglary Rate by Quintile, Southampton LSOA 2018/19

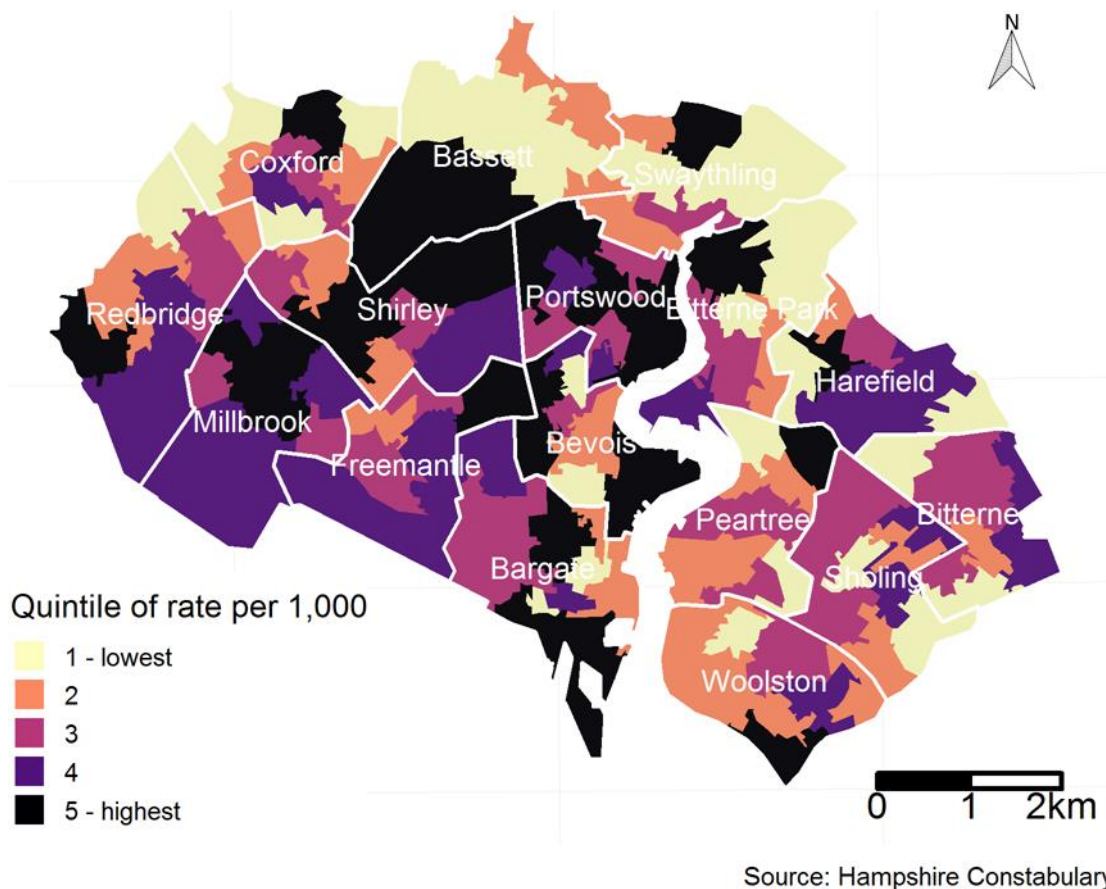
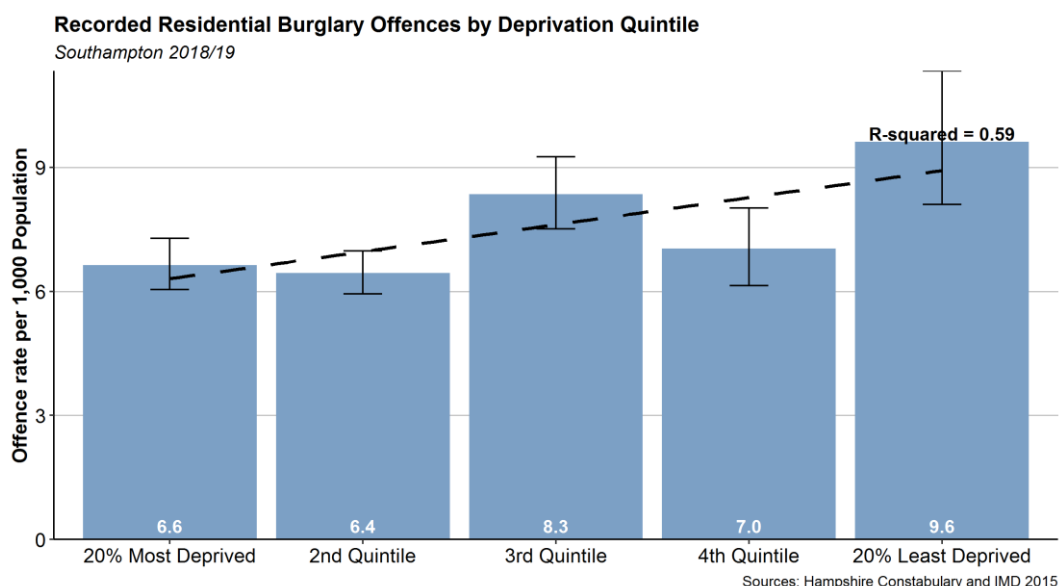


Figure 6.6.6:



There are approximately 43,000 students living in Southampton and student areas continue to be of concern in the city due to their relatively high proportion of multi-occupancy houses. Despite the year on year decline in residential burglary rates in Portswood, student houses remain a key risk for

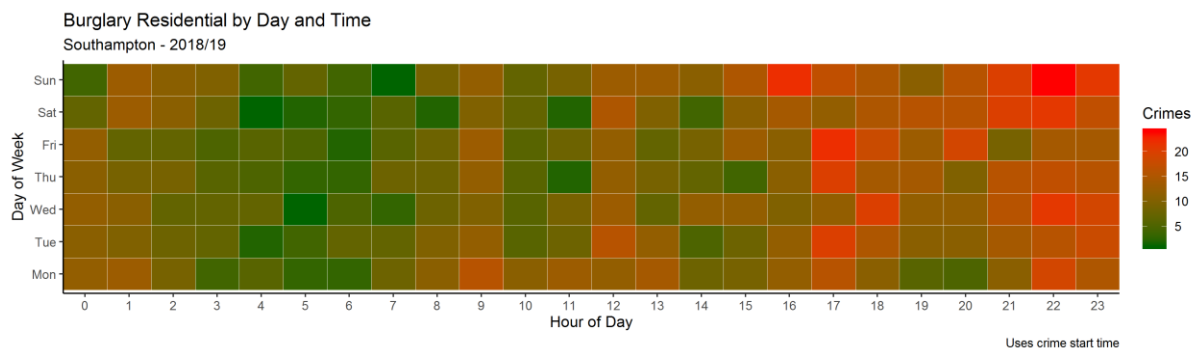


Southampton. Student properties offer multiple, high value items which are easily accessible due to lack of basic security. To offenders this presents a relatively straightforward way of achieving high financial gain. Parts of Shirley and Bassett are also student areas so more susceptible to burglaries and there was a series of burglaries here in September 2018 which was twice as many as any other month.

### 6.6.3 Victims and Perpetrators

Where the gender was known, 55.8% of residential burglary victims were male. The most common age group for those being burgled was aged 35 to 49 years (30.0%), with 14.9% of residential burglary victims aged 65 years and over. Residential burglary victims aged 25-34 years old were more likely to be burgled more than once compared to any other age group but only 6.0% of residential burglaries for this age group were repeat burglaries. Residential burglaries in Southampton in 2018/19 were most likely to occur in the evening and after dark (figure 6.6.7).

Figure 6.6.7:

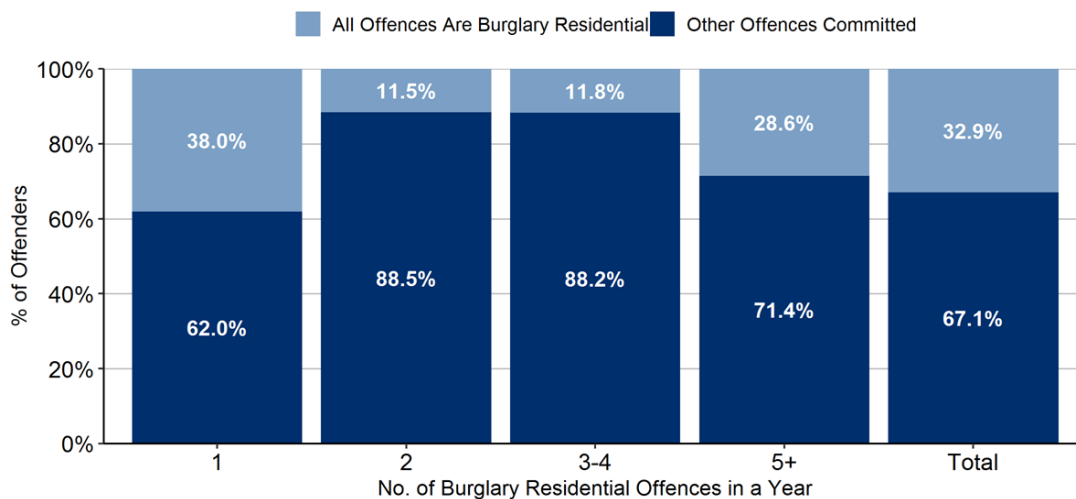


In 2018/19, 86.5% of 234 known Southampton residential burglary offenders were male. The average age for an offender was 31 years and the 18-24 age group had the highest number of offenders (31.2%). Just under half of the offenders (45.2%) were males aged under 25 years and 21.4% were aged under 18. Tackling repeat offenders remains a high priority for the force: re-offenders were together responsible for 31.1% of burglaries with arrested suspects in Hampshire 2018/19 (406 of 1306).<sup>104</sup>

Repeat offenders are also often linked to other types of criminality. For example figure 6.6.8 shows that 88.5% of offenders who committed two residential burglary offences in Southampton in 2018/19 also committed other types of offence. Common themes are drug offences, assault, theft and criminal damage, and many have warning markers for domestic and/or other violence, and possession of weapons.<sup>104</sup> Of all offences committed by known residential burglary offenders in Southampton in 2018/19, only 26.6% were residential burglary offences (figure 6.6.9). Most other offences committed by these offenders were violence either with or without injury (21%); shoplifting (8.7%); and vehicle offences (7.2%). A smaller proportion were rape (0.4%) and trafficking of drugs (0.8%).

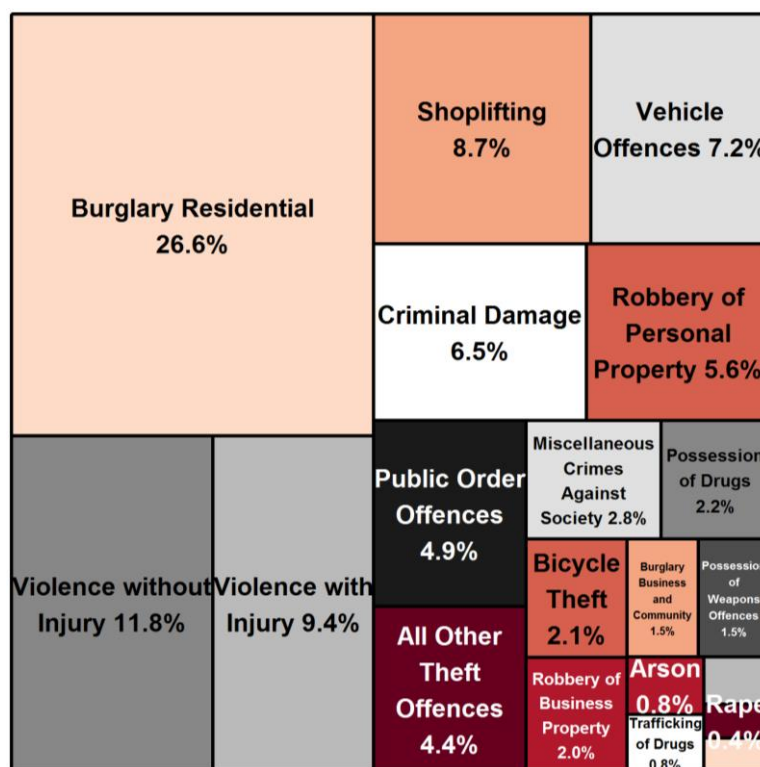
Figure 6.6.8:

**Offence Type by Number of Offences Committed - Burglary Residential**  
Southampton 2018/19



Source: Hampshire Constabulary

Figure 6.6.9: All Crime Types Committed by Known Residential Burglary Offenders in Southampton 2018/19



Source: Hampshire Constabulary

#### 6.6.4 Points for the Partnership to Note

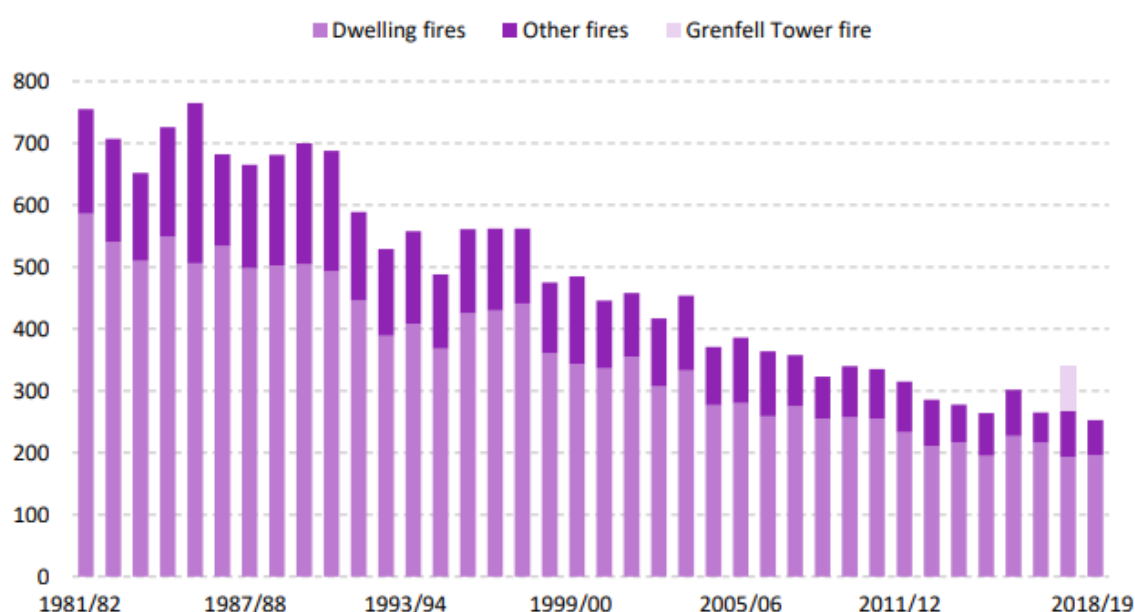
- Residential burglary has been identified as a priority crime type for the Partnership (see 'Overview' chapter 4).
- Although residential burglary does not appear on the Hampshire Constabulary Control Strategy, it is an increasing source of concern in Southampton which has become an outlier for this type of offence within Hampshire. Southampton has the third highest rate of residential burglary among similar CSPs and rates continue to rise, while formal action taken rates are low.
- The Partnership should seek to understand the changing geography of residential burglary in Southampton with a view to targeting prevention work in key neighbourhoods.
- Increasing the current low level of formal action taken against residential burglary offenders is likely to have a multiplier effect on number of crimes as it would reduce repeat offending of both residential burglary and other crime types.

## 6.7 Fire Safety

During 2018/19 there were 253 fire-related fatalities across England<sup>105</sup>, which is a 25% decrease from the previous year. Fire related fatalities across England have been on a long term downward trend since the 1980s but have recently levelled out (figure 6.7.1).

As well as posing a threat to life, deliberate fires are costly, with damage to property, business interruption and inconvenience meaning that The Association of British Insurers state that they pay out £1bn in fire related crimes each year<sup>106</sup>.

Figure 6.7.1: Trend in the total number of fire-related fatalities across England: 1981/82 to 2018/19



This chapter considers accidental fires, deliberate fires and arson in Southampton. Deliberate fires are those where a fire is started deliberately but not necessarily with malicious intent. Arson is a crime and is defined as the intention to destroy or damage property without lawful excuse by fire or to endanger life by fire. Arson will always be a deliberate fire but not all deliberate fires will be arson.

### 6.7.1 Trends and Benchmarking

The total number of fires in Southampton has increased for each of the last two years. There was an increase of 11% from 2017/18 to 2018/19 and an increase of 17% from 2016/17 to 2017/18 (Table 6.7.1). The number of deliberate fires has remained broadly the same and accidental fires have increased by 48% over the two year period 2016/17 to 2018/19.

<sup>105</sup> Home Office – Fire and rescue incidence statistics: England (2019), [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/823920/fire-and-rescue-incident-mar19-hosb1419.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/823920/fire-and-rescue-incident-mar19-hosb1419.pdf) - Accessed 12/09/2019

<sup>106</sup> Arson Prevention Forum (2014) Arson: a call to action, <https://tinyurl.com/y7msxagk> - Accessed 12/09/2019

Table 6.7.1: Number of deliberate and accidental fires in Southampton 2014/15 to 2018/19

Southampton fires			
Year	Deliberate fires	Accidental fires	Total fires
2014/15	289	295	584
2015/16	249	297	546
2016/17	259	265	524
2017/18	304	308	612
2018/19	289	393	682

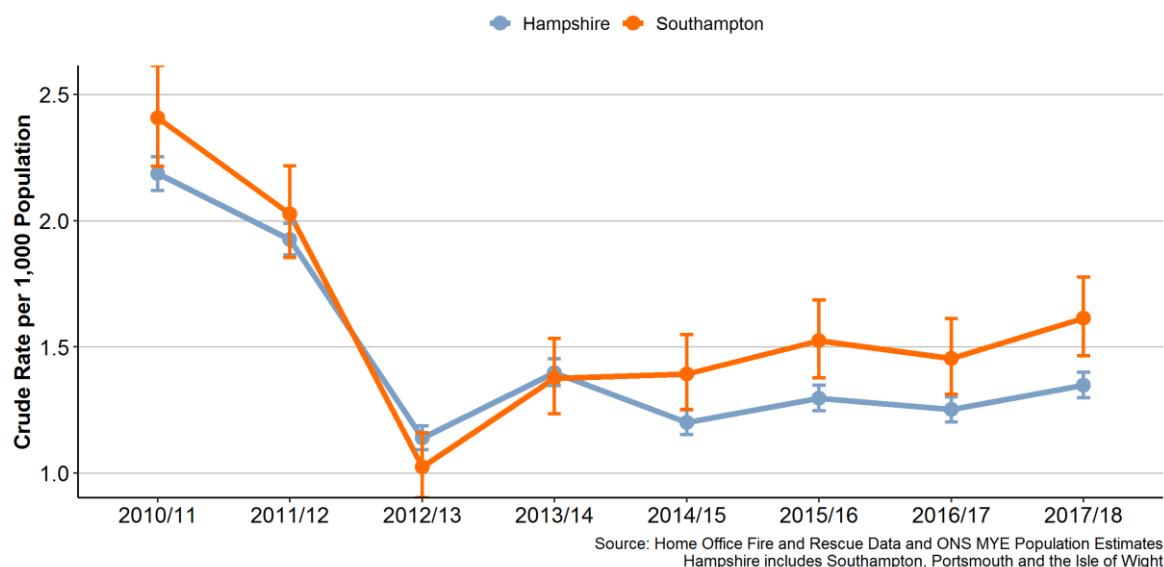
Source: Hampshire Fire and Rescue Service, sum of individual ward totals

Figure 6.7.2 shows that there has been an overall increase in the rate of incidents attended by Fire and Rescue Services in Southampton since 2012/13, with an increase from 1 attendance per 1,000 population to 1.6 attendances in 2017/18. Hampshire also experienced an increase in the rate of incidents attended over the same period, although the rate of increase here was more gradual.

Figure 6.7.2:

**Fire Incidents attended by the Fire and Rescue Service trend, Rate per 1,000 population**

Southampton Community Safety Partnership and Hampshire 2018/19



There were 161 dwelling fires in Southampton in 2018/19. Table 6.7.2 shows the number of incidents by property type across the city. Over half (56.5%) of dwelling fires occurred in flats and a third (34.2%) occurred in houses including bungalows. This contrasts with the available housing stock in Southampton which is 60% houses including bungalows, and 40% flats, maisonettes or apartments.<sup>107</sup> National data also show an increased likelihood of fires in flats compared to houses, but this is not

<sup>107</sup> ONS. 2011. Census table KS401EW - Dwellings, household spaces and accommodation type.

statistically significant.<sup>108</sup> Further work is required in Southampton better to understand the causes of increased fire frequency in flats in the city.

Table 6.7.2: Number of dwelling fires by property type

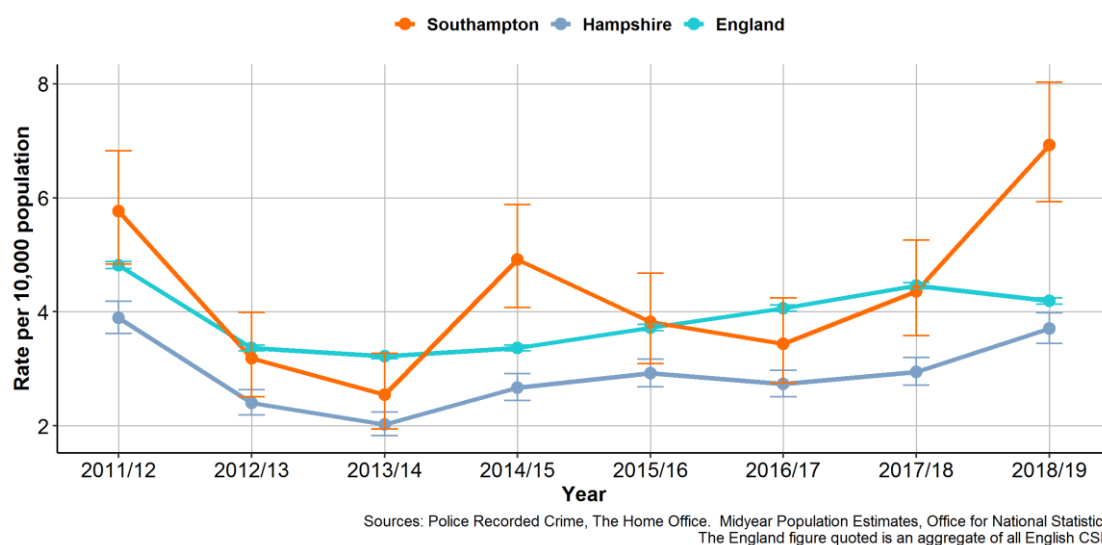
Property Type	Accidental Fires	Deliberate Fires	Total
House	46	9	55
Flat up to 2 Storeys	41	9	50
Flat 3-9 Storeys	32	4	36
Flat 10+ Storeys	5	0	5
HMO	11	2	13
Sheltered Housing	1	1	2

Police recorded crime data show that Southampton experienced a large increase in arson offences in 2018/19. The 2018/19 Southampton arson rate is now significantly higher than the arson rates of both England and Hampshire: 1.7 times the England rate; and 1.9 times the Hampshire rate (figure 6.7.3).

Figure 6.7.3:

**Police Recorded Arson Trend, Rate Per 10,000 Population**

Southampton Community Safety Partnership, Hampshire and England - 2011/12 to 2018/19



There were no fire related fatalities in Southampton during 2018/19. However there were 25 casualties, of which 17 were from fires that were caused accidentally. Eight casualties were a result of cooking activities, and four were caused by faulty equipment or a faulty fuel supply. Eight of the casualties had injuries that appeared 'slight'; four of the casualties were given first aid at the scene; and one person had injuries that appeared 'serious'. The nature or severity of the injuries of the remaining 12 casualties is unknown.

<sup>108</sup> Ministry of Housing, Communities and Local Government. 2018. English Housing Survey: fire and fire safety, 2016-17. <https://www.gov.uk/government/collections/english-housing-survey> [accessed November 2019]



Primary fires are generally more serious fires which meet at least one of the following conditions: any fire that occurred in a (non-derelict) building, vehicle or (some) outdoor structures; any fire involving fatalities, casualties or rescues; any fire attended by five or more pumping appliances.<sup>109</sup> There were 171 primary fires recorded as deliberate in Southampton during 2018-19. This represents one third of all the primary fires recorded in Southampton for the same period.

The Hampshire Arson Task Force (ATF), a partnership initiative between Hampshire Constabulary and the Hampshire Fire and Rescue Service, was established in 2007. The ATF is an intelligence-led unit, delivering tactical advice and specialist support to help both organisations to combat arson offences across the Hampshire area including in Southampton. The ATF works in collaboration with the police to investigate suspicious fires and undertakes reviews of linked occurrences to plan a strategic response. It also investigates non-suspicious fires to identify trends in causes, feeding back to trading standards, manufacturers and other stakeholders with the aim of making the community safer.

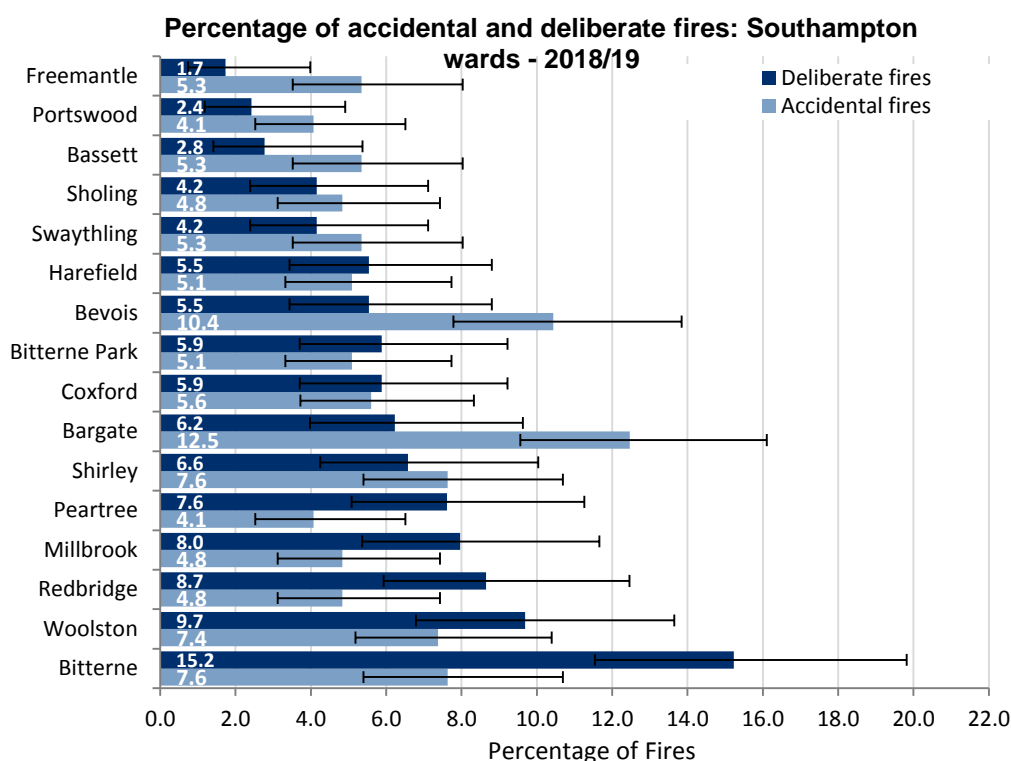
The fire service is currently using Safe & Well visits as a fire prevention service. Visits are prioritised by age group from 65 years onwards. There were 907 Safe & Well visits in Southampton in 2018/19.

<sup>109</sup> Home Office. 2019. Fire statistics definitions. <https://www.gov.uk/government/statistical-data-sets/fire-statistics-guidance> [accessed November 2019]

## 6.7.2 Sub-City Analysis

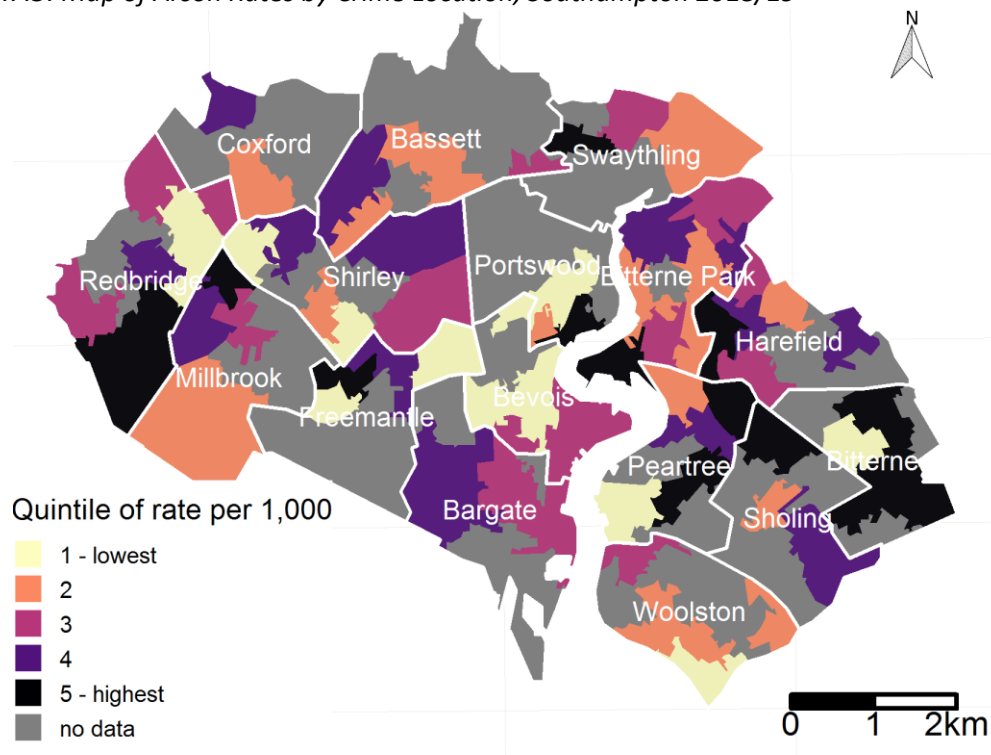
Figure 6.7.4 shows the percentage of Southampton’s accidental and deliberate fires that occurred in each Ward. The Ward with the highest percentage of accidental fires was Bargate; the majority of these fires occurred outdoors and in flats. The highest percentage of deliberate fires occurred in Bitterne (15.2% of the Southampton total), which is a change from 2017/18 when the highest percentage of deliberate fires occurred in Redbridge and Coxford.

Figure 6.7.4:



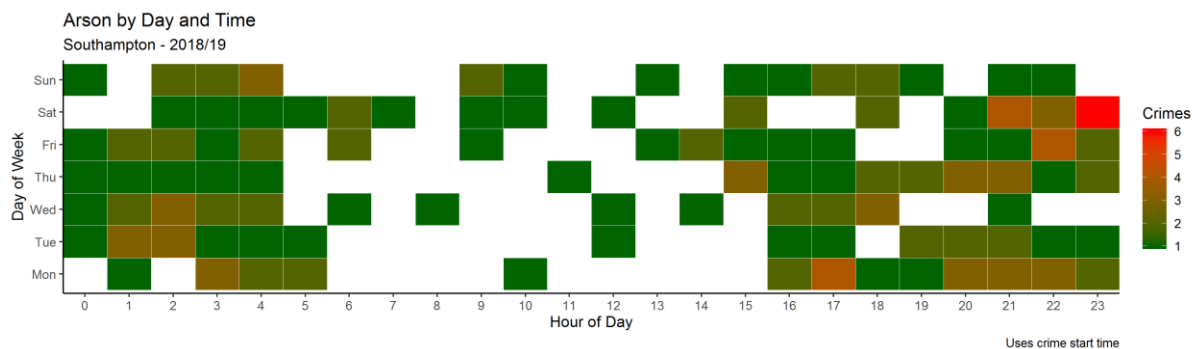
Sub city analysis of arson at neighbourhood level (LSOA) shows that there are clusters of neighbourhoods with high rates of arson in Redbridge, Bitterne and Peartree/Sholing. Redbridge and Bitterne are two of the most deprived areas in the city (figure 6.7.5). There are also other neighbourhoods in the city which have high rates of arson although these are not as clustered. Temporal analysis of arson crimes shows that the highest number of incidents occurred on a Saturday at 23:00 (figure 6.7.6).

Figure 6.7.5: Map of Arson Rates by Crime Location, Southampton 2018/19



Source: Hampshire Constabulary

Figure 6.7.6: Temporal Analysis of Arson Crimes, Southampton 2018/19



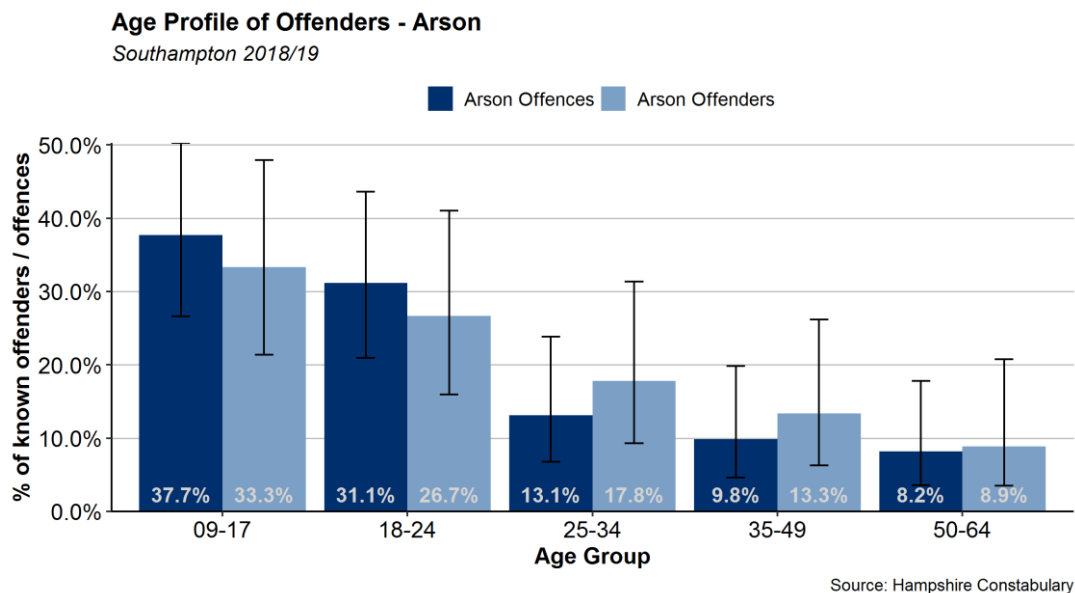
Source: Hampshire Constabulary

### 6.7.3 Victims and Perpetrators

A breakdown of accidental fires shows that a large proportion of fires (28 incidents) occur in areas mainly made up of educated young people who are privately renting, suggesting that students and young city workers are most susceptible to an accidental dwelling fire. The next group most likely to be susceptible to these fires are urban renters of social housing facing an array of challenges (19 incidents) followed by elderly people reliant on support to meet financial or practical needs (15 incidents).

Profiling of arson offenders shows that 80% of known arson offenders in Southampton in 2018/19 were male, and one third were aged between 9 and 17 years (33.3%) (figure 6.7.7). The majority of victims were also male (53.7%). The highest proportion of victims was aged 35-49 years (39.8%), with a further 25% aged 50-64.

Figure 6.7.7:



#### 6.7.4 Points for the Partnership to Note

- The number of accidental fires in the city has increased in the last two years. The Partnership should continue to monitor this trend and seek to better understand its drivers and at risk groups
- Dwelling fires appear to disproportionately affect those living in flats in the city as well as young people who are privately renting and those in social housing. Extension of initiatives to raise awareness of fire prevention amongst these groups may help to reduce the number of accidental fires in the city
- There has been a large year on year increase in arson offences. More than 60% of police recorded arson crimes with an identified suspect or offender were committed by under 25 year olds
- Further work is required better to understand the causes of increased fire frequency in flats in the city

## 6.8 Road Safety

Road traffic collisions (RTCs) are a major cause of preventable death and morbidity, particularly in younger age groups. A large proportion of road traffic collisions are preventable and can be avoided through improved education, awareness, road infrastructure and vehicle safety.<sup>110</sup>

All RTCs involving human death or personal injury occurring on a public highway and notified to the police within 30 days of occurrence are recorded using the STATS19 accident reporting form. There is no obligation or legal reason to report all personal injury collisions to the police, although the data is the best measure of collisions and casualties available. Some collision types are also more likely to be underreported than others, for example pedal cyclist collisions with pedestrians. In addition, information on damage-only accidents with no human casualties, or accidents on private roads or carparks, are not included in the STATS19 dataset. The Department for Transport (DfT) estimate that around 670,000 people are injured to some degree in road traffic collisions each year.<sup>111</sup> However, only around 187,000 casualties are reported to Police and recorded in STATS19.

Data presented in this section of the assessment relates to road traffic collisions (RTCs) occurring within the Southampton boundary rather than all collisions involving Southampton residents.

### 6.8.1 Trends and Benchmarking (Collisions and Casualties)

In 2016 around 50% of police forces changed their reporting systems, resulting in improved recording accuracy of injury severity. This led to an increase in the number of recorded serious injuries and affects trend comparisons with previous years. Although Hampshire Constabulary has not undergone this change, benchmarking against national and comparator forces is now less meaningful. In line with DfT guidance on this issue comparisons with other local authorities have therefore not been made using the following injury severity sub-divisions: 'killed or seriously injured'; 'serious'; and 'slight'<sup>112</sup>.

The amount of traffic on the roads needs to be taken into account when comparing road casualty numbers. The reported road casualty rate per billion vehicle miles uses the total number of miles driven on the network where the casualties occurred to adjust for differences in the amount of traffic. In 2018, Southampton had 875 casualties per billion vehicle miles travelled on its roads. This was higher than the national rate and highest among Southampton's comparator Local Authorities (figure 6.8.1).

<sup>110</sup> Department for Transport. Strategic Framework for Road Safety. 2011.  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/8146/strategicframework.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/8146/strategicframework.pdf) [accessed 04/10/2019]

<sup>111</sup> Department for Transport. Reported Road Casualties Great Britain. 2015.  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/568484/rrcgb-2015.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/568484/rrcgb-2015.pdf) [accessed 04/10/2019]

<sup>112</sup> Department for Transport. Reported road casualties in Great Britain: main results 2018. 2018.  
[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/820562/Reported\\_road\\_casualties\\_-\\_Main\\_Results\\_2018.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/820562/Reported_road_casualties_-_Main_Results_2018.pdf) [accessed 08/10/2019]

Figure 6.8.1:

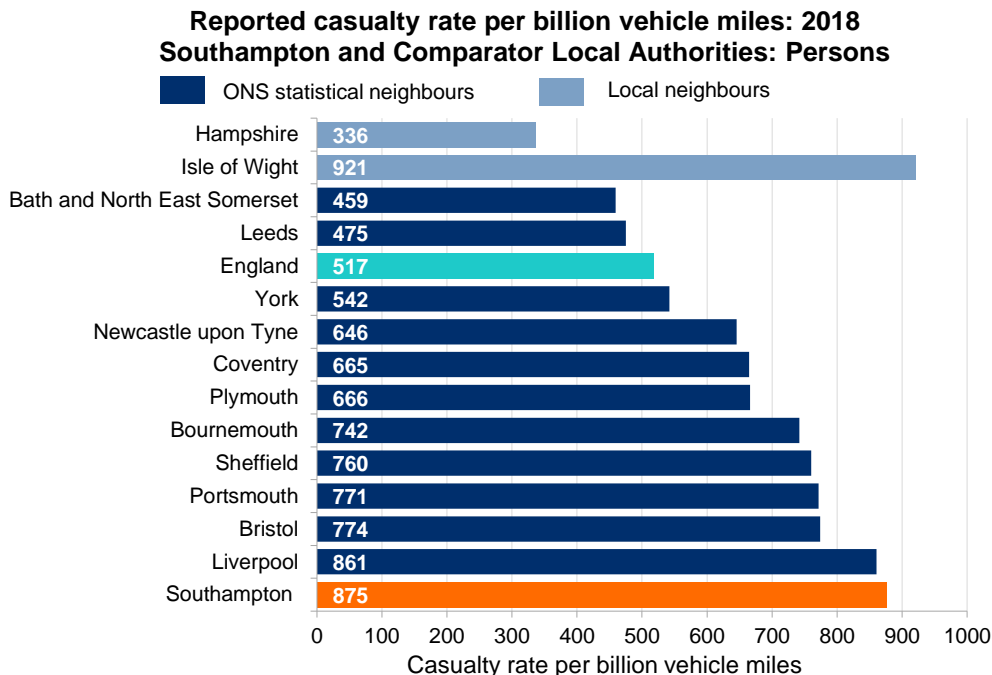
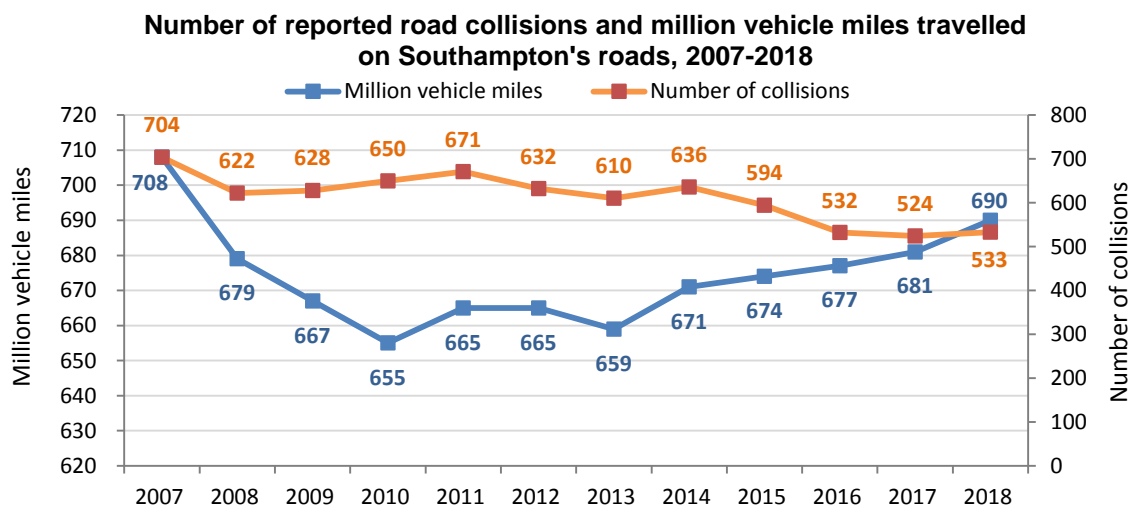


Figure 6.8.2:



Source DfT STATS19 and DfT Traffic Counts Local Authority profile.

Note: This analysis is based on the standard STATS19 dataset supplied by the Police. This dataset includes all road collisions where human death or personal injury has occurred on the Highway and has been notified to the police within 30 days of occurrence, and in which one or more vehicles have been involved. The data relates to accidents occurring within the Southampton City boundary.

Data from the 50 automatic traffic count points monitored by the DfT for the Southampton City area show that traffic on major roads in the city has increased since 2013<sup>113</sup> (figure 6.8.2). A higher volume of traffic generally increases the likelihood of collisions. However, figure 6.8.20 also shows that

<sup>113</sup> Department for Transport. Traffic Counts Local Authority profile. 2018. <https://roadtraffic.dft.gov.uk/local-authorities/137> [accessed 04/10/2019]

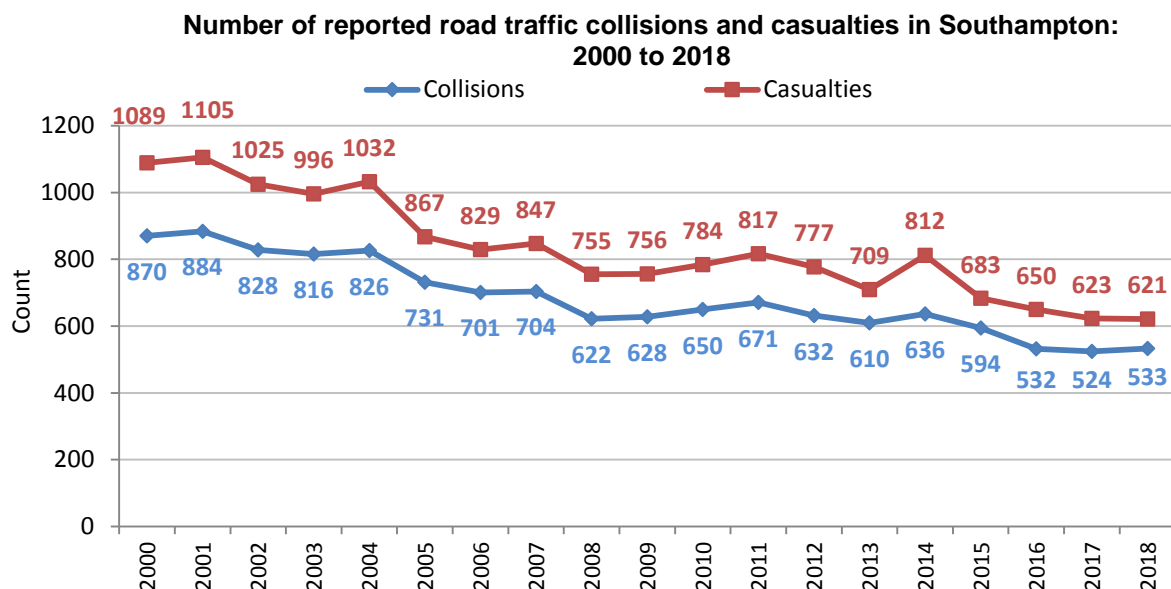


reported road injury collisions in Southampton reduced from 2013 to 2017 and only increased again slightly from 2017 to 2018.

Figure 6.8.3 shows the trend in the number of road collisions occurring within the city alongside the number of people injured between 2000 and 2018. Over this period:

- The number of collisions fell from 870 in 2000 to 533 in 2018, a reduction of 39%
- The number of casualties fell from 1089 in 2000 to 621 in 2018, a reduction of 43%

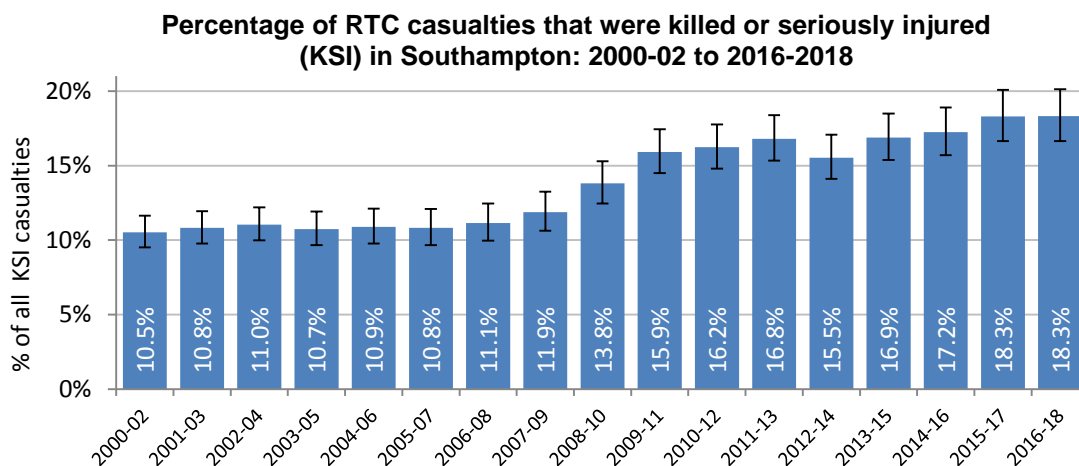
Figure 6.8.3:



Note: This analysis is based on the standard STATS19 dataset supplied by the Police. This dataset includes all road collisions where human death or personal injury has occurred on the Highway and has been notified to the police within 30 days of occurrence, and in which one or more vehicles have been involved. The data relates to accidents occurring within the Southampton City boundary.

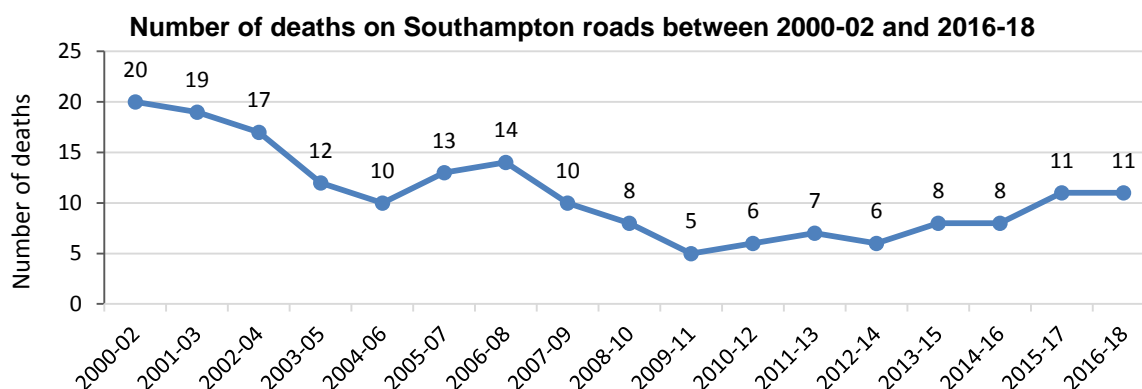
Despite the decrease in casualty numbers, the percentage of casualties killed or seriously injured (KSI) on Southampton roads has increased over time, with 18.3% of casualties KSI in 2016-18 compared to 10.5% in 2000-02 (figure 6.8.4). The majority of KSI casualties were seriously injured, with very few deaths recorded on Southampton roads in recent years. The number of deaths from RTCs has gradually fallen over time from 20 fatalities in 2000-02 to 11 fatalities in 2016-18 (figure 6.8.5). Both the number of deaths and proportion of casualties that were KSI has not changed between 2015-17 and 2016-18.

Figure 6.8.4:



Note: This analysis is based on the standard STATS19 dataset supplied by the Police. This dataset includes all road collisions where human death or personal injury has occurred on the Highway and has been notified to the police within 30 days of occurrence, and in which one or more vehicles have been involved. The data relates to accidents occurring within the Southampton City boundary.

Figure 6.8.5:



Note: This analysis is based on the standard STATS19 dataset supplied by the Police. This dataset includes all road collisions where human death or personal injury has occurred on the Highway and has been notified to the police within 30 days of occurrence, and in which one or more vehicles have been involved. The data relates to accidents occurring within the Southampton City boundary.

## 6.8.2 Casualties

In 2018, 621 people were recorded as being injured in road collisions on Southampton's roads. This represents a 0.3% decrease on 2017, a 4% decrease on 2016 and a 9% decrease on 2015. Figure 6.8.6 shows all casualties by priority groups and figure 6.8.7 shows KSI casualties by the same priority groups. These defined groups or similar are used in road collision analysis.<sup>114</sup> Some casualties will appear in more than one group so the percentages will not sum to 100%. Young persons (25%) and non-motorised users (NMU) (37%) are the groups that had the greatest proportion of casualties across priority road user groups during 2016-18 (figure 6.8.6). Young persons

<sup>114</sup> Department for Transport. The Road Safety Statement 2019: A Lifetime of Road Safety. 2019. [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/817695/road-safety-statement-2019.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/817695/road-safety-statement-2019.pdf) [accessed 09/10/2019]

(27%) and NMU (54%) also had the greatest proportion of KSI casualties in the same period, along with pedestrians (30%) (figure 6.8.7).

Figure 6.8.6: All casualties in Southampton road collisions by priority group, 2016-2018

Year	2016		2017		2018		2016-2018	
All Casualties	Number	(%)	Number	(%)	Number	(%)	Number	(%)
Young person (16-24)	154	24%	163	26%	159	26%	476	25%
Pedal cyclist (incl. pillion)	118	18%	124	20%	115	19%	357	19%
Powered-Two-Wheeler	82	13%	78	13%	111	18%	271	14%
Non-motorised user*	230	35%	245	39%	227	37%	702	37%
Older person (60+)	86	13%	67	11%	59	10%	212	11%
Child (0-15)	71	11%	73	12%	72	12%	216	11%
Pedestrian	111	17%	121	19%	111	18%	343	18%
Occupational**	42	6%	44	7%	39	6%	125	7%
<b>Total Casualties</b>	<b>650</b>	<b>100%</b>	<b>623</b>	<b>100%</b>	<b>621</b>	<b>100%</b>	<b>1,894</b>	<b>100%</b>

Figure 6.8.7: KSI casualties in Southampton road collisions by priority group, 2016-2018

Year	2016		2017		2018		2016-2018	
KSI Casualties	Number	(%)	Number	(%)	Number	(%)	Number	(%)
Young person (16-24)	29	24%	31	28%	35	31%	95	27%
Pedal cyclist (incl. pillion)	27	22%	32	29%	27	24%	86	25%
Powered-Two-Wheeler	31	26%	20	18%	39	34%	90	26%
Non-motorised user*	65	54%	68	61%	56	49%	189	54%
Older person (60+)	22	18%	14	13%	15	13%	51	15%
Child (0-15)	12	10%	10	9%	15	13%	37	11%
Pedestrian	38	31%	36	32%	29	25%	103	30%
Occupational**	6	5%	3	3%	8	7%	17	5%
<b>Total KSI Casualties</b>	<b>121</b>	<b>100%</b>	<b>112</b>	<b>100%</b>	<b>114</b>	<b>100%</b>	<b>347</b>	<b>100%</b>

\*Non-motorised user - Casualties who are a pedestrian, pedal cyclist or mobility scooter user

\*\*Occupational - casualties were in a collisions involving a driver/rider recorded as driving for work or driving a goods vehicle (bus, taxi, minibus, agricultural vehicle, goods vehicle, van)

The ageing process brings changes to health and physical ability which can affect a driver's confidence and reaction times. All drivers must renew their licence when they reach the age of 70, and every three years after that. Casualties in those aged 70 and over accounted for only 5% of total casualties during 2016-18 but must be set against the tendency of older drivers to cover fewer miles than other age groups. .

Within the casualty dataset a considerable proportion of casualties and KSI casualties are younger adults: almost 40% of all reported road casualties in 2016-18 were aged between 16-30 years. During the same period almost half (49%) of KSI casualties among cyclists were aged 21-35; half of KSI PTW (Powered-Two-Wheelers) riders/pillions were aged between 16-25 years (50%); and one in four (25%) pedestrian KSI casualties were aged under 16 years.

Pedal cycles, pedestrians and motorcycles (PTWs) are classified as vulnerable road user groups and are more likely to sustain an injury if involved in a collision.<sup>115</sup> During 2016-18 vulnerable road users accounted for 80% of KSI casualties. Individually cyclists accounted for 25% of KSI casualties, pedestrians 30% and PTW 26% (figure 6.8.7). Males accounted for 74% of KSI casualties among vulnerable road user groups outlined above. Separately males account for 89% of PTW rider/pillion casualties, 76% of cyclist casualties and 59% of pedestrian KSI casualties, which is in line with national trends.<sup>116</sup>

Figure 6.8.8:<sup>117</sup>

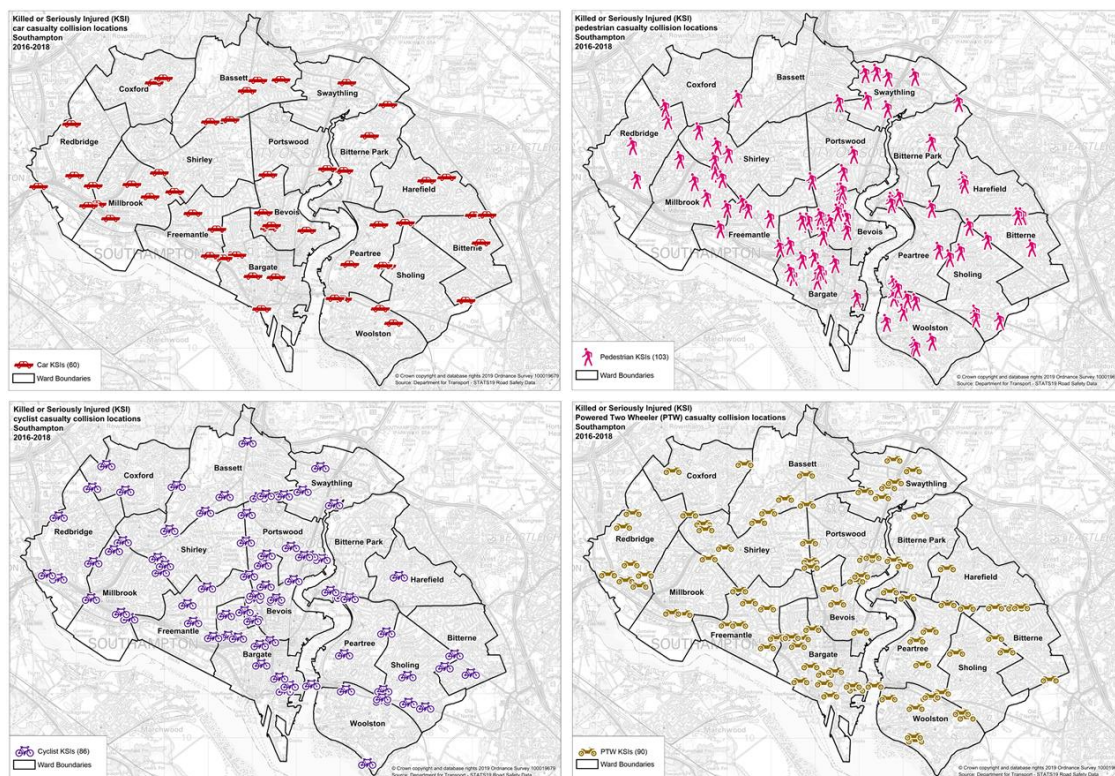


Figure 6.8.8 shows the spatial distribution of KSI casualty collisions across the city for different road user groups during 2016-18. There are clusters of KSI casualties in the city centre for pedestrians, cyclists and PTW riders/pillions; 29% of pedestrian, 28% of cyclist and 17% of PTW KSI casualty collisions occurred in Bargate and Bevois wards.

Analysis of casualties' home address deprivation scores shows that 40% of all KSI casualties are resident in the 2<sup>nd</sup> deprivation quintile (figure 6.8.9). Similar patterns are also found among pedestrian

<sup>115</sup> Department for Transport. 2018. Road Casualties in Great Britain: 2017 annual report.

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/744077/reported-road-casualties-annual-report-2017.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/744077/reported-road-casualties-annual-report-2017.pdf) [accessed 07/10/2019]

<sup>116</sup> Department for Transport. 2018. Reported Road Casualties in Great Britain: 2017 Annual report.

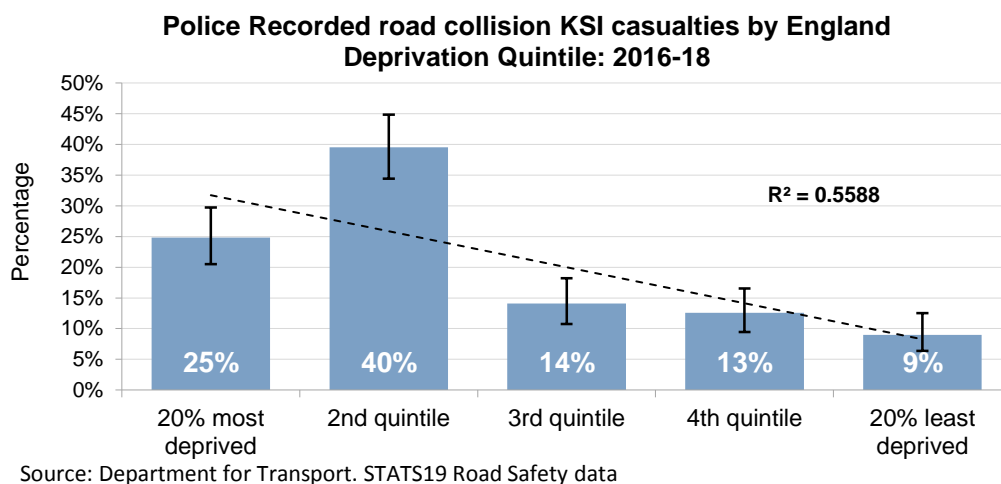
[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/755698/rrcgb-2017.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/755698/rrcgb-2017.pdf) [accessed 07/10/2019]

<sup>117</sup> Full sized map can be found in the [appendix](#)



and cyclist KSI casualties, with 40% and 42% of casualties also resident in the second deprivation quintile respectively.

Figure 6.8.9:



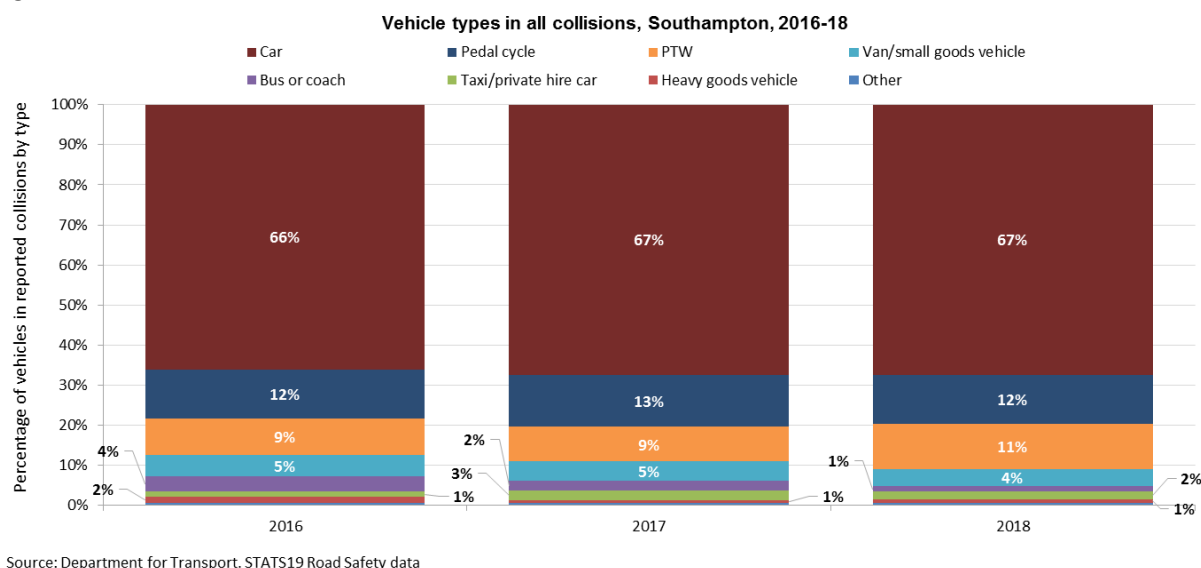
### 6.8.3 Vehicles

In 2016-18, over 2,900 vehicles were involved in collisions on Southampton roads. Cars (67%) are the most common vehicle involved in all injury collisions, followed by cyclists (13%) and PTWs (10%) (figure 6.8.10) with very little variation across the three year period (figure 6.8.11). Despite cars being the most common vehicle involved in injury collisions, only 17% of KSI casualties are car occupants, with the greatest proportion of KSI casualties seen among vulnerable road user groups (section 6.8.2).

Figure 6.8.10: Vehicle types involved in all injury collisions, Southampton 2016-18

Vehicle type	2016		2017		2018		2016-18	
	%	Number	%	Number	%	Number	%	Number
Minibus	0%	1	0%	0	0%	0	0%	1
Other	0%	4	0%	4	1%	6	0%	14
Heavy goods vehicle	2%	16	1%	7	1%	8	1%	31
Taxi/private hire car	1%	12	3%	24	2%	19	2%	55
Bus or coach	4%	38	2%	22	1%	13	3%	73
Van/small goods vehicle	5%	51	5%	46	4%	41	5%	138
PTW	9%	88	9%	82	11%	111	10%	281
Pedal cycle	12%	120	13%	124	12%	121	13%	365
Car	66%	642	67%	640	67%	662	67%	1944

Figure 6.8.11:



## 6.8.4 Contributory Factors

The DfT publishes contributory factor data on reported road collisions where a police officer attended the scene. It is important to note that it may be difficult for a police officer attending the scene after an accident has occurred to identify certain factors that may have contributed to a cause of an accident. Recording of contributory factors are subjective and will vary depending on an officer’s experience. The contributory factors are therefore different in nature from the remainder of the STATS19 data which is based on the reporting of factual information. This should be kept in mind when interpreting the data.<sup>7</sup> Officers can select up to six contributory factors from a possible 78 contributory factors across nine categories.<sup>118</sup>

Figure 6.8.12 shows the top 5 contributory factors and the number of occurrences. The top contributory factor during 2013-2018 was that the driver/rider failed to look properly. There has been some fluctuation in the numbers for different contributory factors over the period, but overall numbers are small and caveats around collection of contributory factor data makes it difficult to draw firm conclusions.

<sup>118</sup> Accident Statistics STATS19 reporting form. 2011.  
[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/230590/stats19.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/230590/stats19.pdf)  
 [accessed 08/10/2019]



Figure 6.8.12: Collision contributory factors, Southampton 2013-2018

Year	Contributory factors				
	Driver/Rider failed to look properly	Driver/Rider failed to judge other person's path or speed	Poor turn or manoeuvre	Driver/Rider careless, reckless or in a hurry	Pedestrian failed to look properly
2013	208	101	62	55	59
2014	216	102	57	60	59
2015	208	119	58	76	57
2016	213	102	54	60	45
2017	204	86	47	57	55
2018	184	86	49	46	36

Further analysis of the 2016-18 collisions data shows that, of the 1589 road collisions reported over the period in Southampton, 10% occurred between 17:00 and 17:59; this was the peak hour for collisions. The second highest number of collisions took place between 15:00 and 15:59 (8% of collisions). Unsurprisingly, of the 335 KSI collisions in Southampton, the peak hour for KSI collisions was also between 17:00 and 17:59 (12%), followed by 15:00 to 15:59 (10% of recorded KSI collisions).

In terms of location, over half (56%) of collisions that occurred were on unclassified roads (not classed as 'A' roads, 'B' roads or motorway). 55% of all collisions occurred at a 'give way' and 17% occurred at traffic lights. The majority of collisions occurred in daylight (69%), when the road surface was dry (89%) and when there was fine weather conditions with no high winds (89%).

#### 6.8.5 Points for the Partnership to Note

- The number of collisions has fallen by 39% from 2000 to 2018, while the number of casualties has fallen by 43% over the same period. The proportion of casualties killed or seriously injured (KSI) has risen slightly over time, although has been stable over the last two years.
- Vulnerable road users, such as pedal cycles, pedestrians and motorcycles, accounted for 80% of KSI casualties during 2016-18.
- Over a quarter (27%) of all reported KSI casualties in 2016-18 were individuals aged from 16 to 24, to some extent because they are more likely to be vulnerable road users.
- A more detailed sociodemographic and geographical analysis of persons involved in collisions will help to inform targeted prevention awareness.

## 6.8.6 Appendix 1

