

Southampton Safe City Strategic Assessment 2016/17



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1. Executive summary

The Southampton Safe City Partnership co-ordinates multi-agency action on community safety 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. It is a legislative requirement for the Partnership to undertake a Strategic Assessment each year. This is a public document, which provides an overview of current and future crime, disorder and community safety issues affecting Southampton and makes recommendations to enable the Partnership to focus the Safe City Strategy and local delivery plans. The 2016/17 Strategic Assessment will provide the evidence base to inform the refresh of the Safe City Strategy in March 2018.

The Strategic Assessment is structured to provide an overview of crime and disorder across Southampton, as well as highlighting significant community safety issues identified for the city in more detail. Some of the key points raised in this year's assessment are summarised below:

Recorded crime key points:

- Hampshire Constabulary recorded a 13.3% increase in recorded crime in 2016/17, compared to a 10% increase recorded nationally and a 19% increase recorded in 2015/16. Previous increases in crime in 2014/15 and 2015/16 are likely to have been driven by changes in recording and reporting practices by Hampshire Constabulary following the publication of the HMIC Inquiry findings in November 2014. However, changes to crime data integrity have now been in place for over 2 years, suggesting data from 2016/17 should be comparable with 2015/16. Therefore, the recorded rise in crime this year is likely to reflect, at least in part, a true increase in crime levels.
- This conclusion is reinforced by a rise in calls for service, and resident perceptions are that crime levels have increased in the last year. Although there is likely to have been an increase in crime in the city, Hampshire & IOW Constabulary attribute some of this to improved confidence and reporting by victims, and an increase in reporting of historical offences (especially serious sexual assaults). The increasing crime levels are set against both a reduction in resource and the increasing demand from high risk priority areas.
- Crime has risen in all the offence types discussed in the Strategic Assessment apart from theft of a motor vehicle and threats to kill. Swaythling was the only ward that saw a decrease in crime (1.1%) between 2015/16 and 2016/17 with the largest increases in crime seen in Freemantle (27%) Bassett (24%) and Bitterne (23%).
- Approximately half of the wards in the city experienced an increase in dwelling burglaries between 2015/16 and 2016/17. The most notable increase was in Bassett ward which increased from 6.4 crimes per 1,000 households to 13.4 crimes per 1,000 households; a statistically significant increase. The police have arrested one individual who was charged with 16 burglaries in the area during 2016/17, so recorded crime levels in this area are now expected to fall.

- Non-domestic burglary has continued to rise, with a 16% increase recorded in 2016/17; Southampton continues to have the highest rate amongst its comparator areas. Sheds continue to be targets, accounting for 31% of burglaries in 2016/17.
- There has been a 4% increase overall in the number of recorded anti-social behaviour offences in 2016/17, in contrast to the 15% reduction recorded in the previous 12 months. In addition, anti-social behaviour continues to be raised as a priority for neighbourhood policing teams across the city and incorporates the main concerns highlighted in the 2017 community safety residents survey (for a breakdown of the issues highlighted in the survey, see page 7). Particular concerns raised as priorities for the neighbourhood policing teams relate to youth nuisance, motorbike nuisance, street drinking and street begging. There have been a number of initiatives over the past year aimed at reducing ASB with a focus on youth engagement and diversion.
- A total of 567 incidents of hate crime were recorded by Police in Southampton in 2016/17; an increase of just over 15% on the previous year, although this is less than the national average of 29%. The majority of hate crimes in Southampton were race hate crimes (74%), 14% were sexual orientation related, 8% were religious hate crimes, 7% of hate crimes were disability related and 1% were transgender hate crimes. Increases in hate crime reporting appear to correlate with major nationally reported news events, with levels increasing (both nationally and locally) around the time of the EU Referendum and the Westminster Bridge terror attack. The pan-Hampshire Multi-Agency Hate Crime Working Group continues to tackle hate crime in the area; 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.
- The recent increase in recorded sexual offences has continued in 2016/17, with the number of rapes increasing by 6% and other sexual offences by 58%. This rise is not unique to Southampton, with increases recorded both nationally and across Hampshire & IOW, although the city does have the second highest rate amongst comparator areas. ONS attribute this increase to both an improvement in the recording of sexual offences by police and media publicity on high profile cases. The positive publicity of the dedicated police operations set up to investigate these, is likely to have an ongoing influence on victims' willingness to come forward to report both recent and non-recent offences. Indeed, reporting of non-recent offences has increased from 43% in 2015/16 to 57% in 2016/17.
- The number of recorded violent offences in Southampton continued to rise (by 14.4%) in 2016/17, and rates are still higher than all comparator areas except Portsmouth. Rates of violent crime continue to be highest in the city centre, where the night time economy continues to act as a driver for these offences. Alcohol-related violent crime continued to rise overall in 2016/17 and there was a rise in the number of assault presentations to the Emergency Department. There was a slight decrease in the number of clients visiting the ICE Bus per night in the last 12 months, although this is likely to be because the ICE bus was operational on fewer nights. A possible factor underlying some of the rise is a continued increase in the reporting and recording of domestic abuse.
- Recording of high risk domestic abuse cases in the city has changed in the last 12 months, with the introduction of High Risk Domestic Abuse (HRDA) meetings being used in many instances in place of MARAC. Therefore, MARAC data is no longer comparable to other areas, meaning

benchmarking has not been possible in this assessment. Nonetheless, analysis of police data has shown that violent crimes flagged as domestic have increased by 18% in the last 12 months to 2,825 recorded offences. In contrast, the number of arrests for domestic violence continued to fall in 2016/17 to 787, with the proportion charged (34%) now at its lowest point since 2012/13. Overall, since 2010/11, the number of domestic violence crimes has increased by 98% whilst the number of arrests has fallen by 42%. Following comments in the HMIC's PEEL (police effectiveness, efficiency and legitimacy) assessment, Hampshire Constabulary plan to improve their response by taking positive actions to increase arrest rates with greater scrutiny of cases where no arrest is made and reviewing the quality of domestic abuse risk assessments.

- Knife crime continues to rise in Southampton, rising by 15% in 2016/17 (following a 42% increase in the previous year). Southampton accounts for one quarter of all reported knife crime in Hampshire (528 occurrences); more than any other District. Approximately 40% of all violence against the person crimes involve a knife are domestic offences. Southampton also has a higher than average number of habitual knife carriers (HKC) and 68% of HKCs in Southampton are linked to drugs. The reasons for the increase in knife crime are still unclear as this type of offence is less likely to be influenced by changes to recording practice than other serious violent crime. Further analysis is required to fully understand the rise in knife crime in Southampton.
- Recorded drug offences in Southampton in 2016/17 are similar to last year. However, there has been a 63% increase in drug-related violence (DRV). A police review of DRV in Southampton highlighted an increase in associated knife crime in these police districts in the same period. The review showed a reduction in knife or bladed implement related DRV intelligence but an increase in reported occurrences and an increase in the numbers of victims being wounded, indicating a genuine increase in risk in the seriousness of DRV. DRV intelligence coverage for Southampton is recognised as needing improvement and Hampshire Constabulary is committed to increasing intelligence in the city in 2017/18. Through the Southampton Drugs Strategy, the Safe City Partnership have committed to reducing violent crime affected by drugs and are reviewing the whole systems approach to organised crime groups to ensure that these are as effective and streamlined as possible.

What do residents say?

The Southampton Community Safety survey was carried out in August and September 2017 to capture the views of people living and working in the city about various community safety issues. The majority of people responding to the Southampton Community Safety survey in 2017 felt crime had increased or significantly increased in the last 12 months (54%), this is higher than the levels reported in 2015 (25%). Only 3% felt that it had decreased. Problems relating to anti-social behaviour continue to be perceived as the biggest issues for Southampton residents.

Respondents were asked to compare how safe they felt now and 3 years ago. In 2017, 76% felt safe during the day, falling to 42% after dark. This is lower than 3 years ago where 87% of respondents felt safe during the day, falling to 56% after dark; this suggests residents perceive the city to be less safe now compared to 3 years ago. Analysis of the Local Government Association (LGA) data shows that,

nationally, 78% of people feel safe in their local area after dark and 94% felt safe during the day, which is higher than the levels reported by Southampton residents. However, some of this difference may be explained by the self-selecting survey design, as people who have been personally impacted by crime or related issues may be more likely to complete a survey of this type.

Residents were asked about the extent to which they felt various problems were an issue in Southampton, the issues that respondents think are the 'very big issues' are:

- Begging in the street (36%)
- Rough sleeping (33%)
- Rubbish or litter lying around (33%)
- People using or dealing drugs (31%)
- Groups hanging around the streets (26%)

Approximately, 17.4% of residents agreed that police and other local public services are successfully dealing with crime in the city. This is significantly lower than the 61% reported in the Crime Survey for England and Wales. To some extent may be explained by survey methodological differences. Nonetheless, it is also somewhat lower than the 30.2% reported in the 2015 community safety survey, which used a similar self-selecting survey design.

Offenders and victims

Offenders committing two or more offences in year were responsible for over 31% of crime in the city in 2016/17, illustrating the importance of reducing reoffending. The impact of very high frequency offenders has increased considerably in the last year, with those committing 15 or more offences in year rising from 24 in 2015/16 to 44 in 2016/17. The national data suggests that Southampton has a reoffending rate similar to the national average and a higher than average number of previous offences per offender.

Outcomes for young offenders in respect of first time entrants and those in custody continue to improve in Southampton; these are still higher than the national average but not significantly so. Hampshire Youth Offending Service (YOS) and Her Majesty's Courts and Tribunal Service (HMCTS) have introduced a deferred sentence strategy, with a view to a planned deferment of sentencing for young people at risk of custody in order to ensure all avenues of support and intervention have been tried. Youth reoffending rates in the latest review period have remained the same, following a period of sustained improvement. This is likely to be as a result of the success of the Youth Offending Service (YOS) in reducing the number of young offenders dramatically, leaving a cohort with multiple and much more complex needs, requiring more specialist interventions.

There were over 18,000 victims of crime identified in Southampton in 2016/17, with the majority (84%) experiencing only a single crime in year. However, a small group of individuals experienced five or more crimes in year; these made up 1.2% of victims but accounted for nearly 5% of all crime. The most common offence experienced by this group were violent crime and criminal damage. Just under

half of violence with injury crimes (46%) experienced by multiple repeat victims were flagged as domestic, compared to 31% of violence with injury offences overall.

Around 7.5% offences were identified as involving a vulnerable victim in 2016/17; this is a large decrease on the 28.5% recorded in 2015/16. The crime most often experienced by is rape (around 1 in 4 victims are identified as vulnerable) and violent offences (11% of victims of violence without injury and 12% of victims of violence with injury crimes were identified as vulnerable) and lowest for theft, burglary and vehicle offences.

Drivers of crime and anti-social behaviour

Deprivation and inequalities between wards and residents in Southampton are significant and continue to increase the likelihood of victimisation or becoming an offender. Particular challenges face the Partnership around how best to address issues around the growing young population; a group who typically experience disproportionate victimisation. In addition, key outcomes for children and young people in Southampton continue to be poorer than the national average; many of which are risk factors for youth offending.

Alcohol and substance misuse remain linked to criminality and victimisation in the city, not to mention their associated harms to health. Efforts continue to provide support to offenders who enter the criminal justice system and individuals who wish to have support, but there remains a large group of people who are at risk of harm of victimisation. Despite the reduction in the overall drug offence rate, drug-related violence (DRV) continues to be an issue in Southampton, rising over 60% in 2016/17. In addition, the most recent data available for drug related deaths (DRD) for the period 2014-16 shows that Southampton now has significantly higher rates of DRD than England, a rate of 6.2 per 100,000 population in Southampton compared to 4.2 in England.

Domestic and Sexual Abuse (DSA) continues to be a significant issue and driver of demand in Southampton, contributing to the rise in both violent and sexual offences over the last year. In June 2016, Southampton's MARAC (High Risk Domestic Abuse Cases) was incorporated into the MASH, the Multi-Agency Safeguarding Hub. In June 2016, MASH introduced a daily response to all High Risk Domestic Abuse (HRDA) cases, (previously HRDA cases were heard at the two weekly MARAC meetings). Previous Safe City reports have included data on the number of MARAC cases discussed compared to other similar areas but due to the introduction of HRDA, a direct comparison with other areas who do not have the same system would not be appropriate. As an indication as to how the MARAC case load has changed, in 2015/16 a total of 720 cases were heard by MARAC compared to just 99 cases during 2016/17 ; the HRDA process began in June 2016. For the first 12 months that HRDA was operational (Q2 2016/17 to Q1 2017/18), 853 cases were seen by HRDA.

Although reoffending rates are decreasing, the average number of offences per offender continues to rise to 17 in 2016/17, suggesting it is the same offenders who are persistently reoffending over time, helping to drive high crime rates.

Summary of successes and priorities

The Strategic Assessment highlights a number of successes in 2016/17. These include:

- Outcomes for young offenders in respect of first time entrants and those in custody continue to improve in Southampton, whilst youth reoffending rates remain stable.
- Theft of a motor vehicle has reduced by 26% since 2015/16. Nationally all vehicle crime has fallen substantially since 2002/03, this fall has been largely attributed to improvements to vehicle security.
- Rates of looked after children in Southampton are now decreasing for the first time since 2012.
- There has been a large decrease in vulnerable victims Hampshire Constabulary have been working to reduce vulnerability, e.g. cases of repeat missing people who are vulnerable that used to go missing regularly have been reduced significantly through successful partnership working.
- Over the last three years, there has been a decrease in the number of antisocial behaviour complaints to Housing Services, with the number of new or reopened antisocial behaviour cases dropping from a little over 1,500 per year in 2013/14 to just under 1,200 in 2016/17. The success of the independent Mediation Assessment Service means that the majority of cases are being resolved without the need for further action by housing.
- Southampton has good retention rates for drug and alcohol treatment compared to national rates.
- There has been a reduction in both the number of road collisions and the number of road casualties.
- During 2016/17, 80% of the Council's Independent Domestic Violence Advocates (IDVA) clients reported the abuse had ended by the time the work of they had completed services provided by IDVA.

However, there continue to be a number of challenges for the Partnership, which the Safe City Strategy and local delivery plans should focus on:

- Evidence suggests that overall crime levels are increasing in the city, whilst residents are also reporting feeling less safe. This is set against both a reduction in resource and the increasing demand from high risk priority areas. Although issues with Crime Data Integrity have largely been resolved in Hampshire, there continues to be challenges to the Partnership in benchmarking performance as comparator forces are all on a different journey with regards to CDI. There are also challenges in fully understanding changing crime patterns over time, particularly with regards to historical reporting of cases. CDI must remain high on the agenda for Hampshire Constabulary, and the Partnership must work to build a picture of the true level of offending and victimisation in Southampton in order to prioritise effectively.
- Unreported crime is an issue within the city with 41% of people responding to the Southampton Community Safety Survey saying that they did not report an incident to the police or any other agency The Partnership should continue to work to understand the extent of unreported crime

within Southampton and take action to address any barriers to reporting incidents; particularly for the most vulnerable victims of crime.

- Alcohol and substance misuse continue to be linked to criminality and victimisation in the city. Of particular concern are the raising levels of DRV and DRD in Southampton. Hampshire Constabulary should concentrate on improving the drugs intelligence picture for the city, whilst the Partnership should continue to monitor outcomes against the new alcohol and drugs strategies, particularly in light of the recent reductions in funding for substance misuse services.
- Domestic and Sexual Abuse (DSA) continues to be a significant issue and driver of demand in Southampton and should continue to be a priority for the Partnership. Hampshire Constabulary should investigate the falling rate of arrests and charges for domestic violent crime in light of the continued increase in recorded domestic violent crime. The High Risk Domestic Abuse (HRDA) dataset should be amended to include information on the type of abuse experienced to make sure that the partnership is gaining as much information on high risk cases as possible. The Partnership should continue to monitor trend data from the relatively new HRDA service to better understand DSA trends in the city; in particular the possibility of benchmarking this data should be investigated. In addition, further intelligence is still required to fully assess repeat victimisation and offending, particularly at the standard and medium risk levels to understand if early intervention at these levels is effective.
- The number of recorded rapes and other serious sexual offences in Southampton continue to rise, driven in part by increases in reporting of non-recent and domestic offences. Although the rate of increase has slowed, the Partnership should continue to support multi-agency efforts to improve intelligence on sexual offences to understand the true extent of this often unreported crime.
- Outcomes for young offenders are improving. Nonetheless, the Partnership must continue to work to understand pathways into criminality for first time entrants and identify suitable interventions to divert young people from entering the criminal justice system to drive further performance improvements in line with national and comparator areas. Improving education and economic outcomes for young people at risk of offending should continue to be a priority in order to break the cycle of youth offending in the city.
- Non-domestic burglary has continued to rise in Southampton in 2016/17. This is expected to reduce in the coming year as burglaries from sheds and garages have been re-classified as 'domestic'. Nonetheless, the Partnership should continue to work with residents and the business community in order to halt the recent rises in this type of offence in Southampton.
- Anti-social behaviour continues to be highlighted as an issue for Southampton residents. In particular, residents are increasingly concerned about issues relating to alcohol, drugs and begging in the streets. Rough sleepers and street beggars are an issue in the city; there has been an increasing trend in rough sleeper counts and the proportion of residents reporting street begging as a problem has increased by 21% points since 2015. The Partnership should continue to monitor numbers of rough sleepers and activity to address street begging in the city.
- Similar to the national picture, hate crime reporting in Southampton has risen in the last year in conjunction with related major news events such as the EU referendum results and the

Westminster bridge attack. The Partnership should continue to work to build a profile of hate crime in the city, and monitor reporting.

- The impact of certain high impact crime types in Southampton is still unclear. More needs to be known about the hidden harms caused by issues such as missing, exploited and trafficked (MET) children, modern slavery, Female Genital Mutilation (FGM), forced marriages and extremism (PREVENT). Challenges exist for the Partnership in understanding the true extent and victimisation levels from these issues and confirming whether sufficient support and intervention measures are in place.

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 2014, the Southampton Safe City Partnership agreed a three year strategy to be delivered by April 2017; the strategy is reviewed annually and was last refreshed in March 2017. A core element of this strategy is the continuous assessment of progress against the objectives set and, in line with legislative requirements,¹ 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 2016/17 Strategic Assessment will provide the evidence base to inform the refresh of the Safe City Strategy in March 2018.

¹ HMSO (2007) *Section 7 of the Crime & Disorder Regulations 2007*; Statutory Instrument (SI) Number 1830. [Online]
Available from: http://www.legislation.gov.uk/ukxi/2007/1830/pdfs/ukxi_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 2016/17 Safe City Strategic Assessment continues in this mould, refreshing and building on last year's assessment. 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:

<http://www.publichealth.southampton.gov.uk/safe-city>.

Responsibility for producing the Strategic Assessment continues to sit with the Intelligence and Strategic Analysis team at Southampton City Council, formed to bring co-ordinated evidence based approach across the Council. The final assessment will be used to refresh the Safe City Strategy, which will be agreed by the Partnership and presented to full Council for approval in March 2018. Although the Strategic Assessment was managed and edited by the Intelligence and Strategic Analysis team, all partners were required to contribute both data and intelligence in order to complete a robust assessment. Hampshire Constabulary, Hampshire Fire and Rescue Service, Probation Services, the Integrated Commissioning Unit (ICU) and various Southampton City Council services (including Regulatory Services, the Youth Offending Service, Public Health, Adult's and Children's Safeguarding, Housing Services and Families Matter) have all contributed data and intelligence which has been instrumental in constructing this 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.

Similar to last year, the assessment has been structured to provide an overview of crime and disorder across Southampton. Recorded and estimated crime are 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 including existing or new measures put in place to address

these. The views of people living and working in Southampton and their perceptions of crime were captured in the 2017 Southampton Community Safety Survey; the results of which are summarised in section 4.6 and throughout the report where relevant. Recommendations are made in the body of the text and recapped at the end of each topic. In addition, progress against last year's recommendations are summarised in a table at the end of each section.

2.3 Information Sources and Caveats

The strategic assessment has taken information from a range of data sources from a range of partners. In addition to those mentioned above, data has been taken from the Ministry of Justice, the Multi Agency Safeguarding Hub (MASH), the Local Authority Information Tool (LAIT), the Office of National Statistics (ONS), the South Central & West Commissioning Support Unit, the Home Office, the Crime Survey of England & Wales (CSEW), and NHS Digital. 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 '2016/17', or 'this year' refers to the financial year – 1st April 2016 to 31st March 2017, and 'last year' or 'previous year' refers to the financial year 2015/16, unless stated otherwise. Where data is available, comparisons have been made with England and the iQuanta comparator group of:

- | | |
|-------------------|-------------------|
| • Brighton & Hove | • Luton |
| • Bristol | • Northampton |
| • Cardiff | • Reading |
| • Derby | • Sheffield |
| • Eastbourne | • Slough |
| • Hillingdon | • Southend-on-Sea |
| • Hounslow | • Watford |

In addition, the Safe City Partnership have agreed that comparisons will continue to be made with Portsmouth despite no longer being part of Southampton's most similar group. In some instances, a different comparator has 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](#).

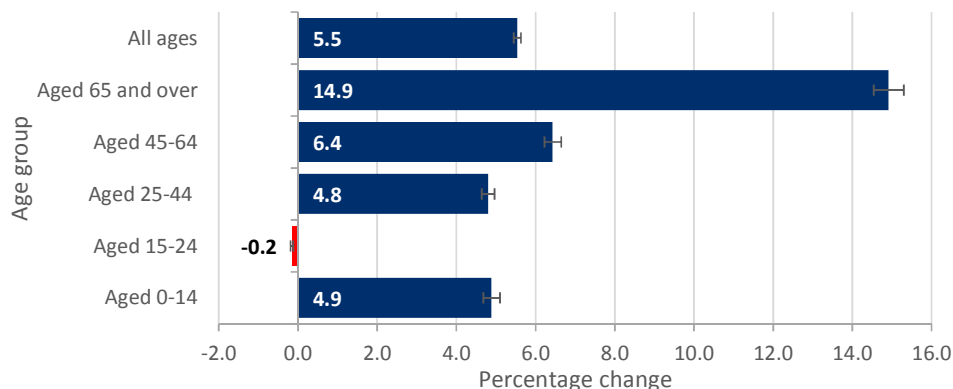
3. Context

Southampton is on the south coast of England and is the largest city in Hampshire. It is a diverse city with a population of 254,275 comprising 104,951 households, 60,083 children and young people aged (0-19 years), 53,000 residents who are not white British and approximately 43,000 students.²³⁴ As the table and chart in figure 3.1.1 illustrates, the population of Southampton is predicted to rise by nearly 5.5% by 2023,⁵ with the over 65s and under 15s populations projected to increase by approximately 15% and 5% respectively.

Figure 3.1.1:

Southampton	2016	2023	Change	% change
Aged 0-14	42,483	44,559	2,076	4.9%
Aged 15-24	50,471	50,394	-77	-0.2%
Aged 25-44	72,550	76,032	3,482	4.8%
Aged 45-64	51,738	55,065	3,327	6.4%
Aged 65 and over	34,318	39,436	5,118	14.9%
All ages	251,562	265,488	13,926	5.5%

Forecast change in Southampton's resident population
between 2016 and 2023:



Source: Hampshire County Council 2016-based 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 2016 shows that Southampton has more international incomers than leavers (5,456 compared to 1,875). There is also a high level of internal

² ONS 2016 Mid-Year Population Estimates

³ ONS 2011 Census

⁴ Higher Education Statistics Agency (HESA)

⁵ Hampshire County Council – Small Area Population Forecasts 2016 to 2023

migration, with 16,210 people arriving and 16,493 leaving over the same period.⁶ Based on results from the 2011 Census, Southampton now has residents from over 55 different countries who between them speak 153 different languages.⁷ 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.

In 2016, the Department for Education changed the way in which Key stage 4 pupils get their final exam results. The new system uses Progress 8, which measures pupils progress across 8 subjects, (between the ages 11 and 16) and Attainment 8 which is the students' average achievement across these eight subjects. Subjects include English and Maths, 3 other English Baccalaureate subjects (sciences, computer science, geography, history and languages) and 3 other subjects from a pre-approved list. More information is available from the Department for Education.⁸ Provisional figures for 2016/17 show that the average Attainment 8 score per pupil in Southampton is 44.0 (rank 114 out of 151 Local Authorities), which is lower than the South East average (47.2), although similar to England (44.2). As part of these new measures, pupils will be entered into reformed GCSE exams, which are measured, on grades 9 to 1 (where one is the worst). One of the new measures is the percentage of pupils who achieved a 9 to 5 pass in English and Maths. In 2016/17 (provisional), the percentage of pupils in Southampton achieving a grade 9-5 pass in English and Maths were, 33.5%, which is lower than the average for both the South East (45.4%) and England (39.1%).

Unemployment in Southampton has fallen over the last few years following similar national trends. In Southampton 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 August 2017, was 2.0% or 3,395 people compared with 1.2% in the South East and 1.9% in England.⁹

Whilst the city has achieved significant growth in the last few years in line with the affluent south, 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 2015 (IMD 2015) illustrates how Southampton has become relatively and absolutely more deprived since 2010. Based on average deprivation score, Southampton is now ranked 67th (where 1 is the most deprived) out of 326 local authorities, compared to its previous position of 81st in 2010. Southampton

⁶ ONS Migration ending June 2016 (online)

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/migrationwithintheuk/datasets/localareamigrationindicatorsunitedkingdom> [accessed 17/11/2017]

⁷ Southampton City Council (2015) Children's Data Team

⁸ The Department for Education – Progress 8 and attainment 8 (online)

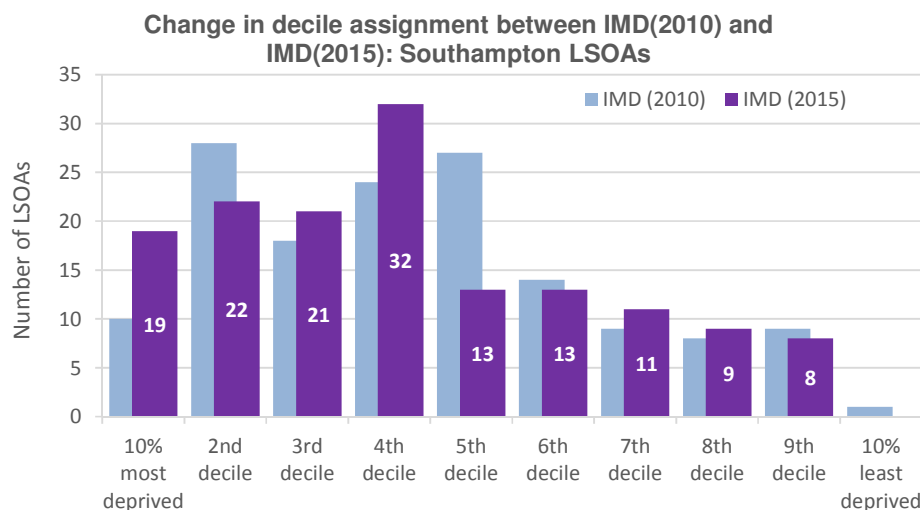
<https://www.gov.uk/government/publications/progress-8-school-performance-measure>

⁹ Nomis (experimental) - counts the number of people claiming JSA and Universal Credit who are out of work

now has 19 Lower Super Output Areas (previously 10) within the 10% most deprived in England and zero in the 10% least deprived (previously 1) as figure 3.1.2 below shows.¹⁰

The impact of poor health and premature mortality are significant in Southampton. Although mortality rates are falling and more people are living longer, mortality rates are still significantly higher than the national average; particularly for men. Life expectancy in Southampton is 78.3 years for males and 82.9 years for females compared to the England averages of 79.5 and 83.1 respectively (2013-15). In addition, although people are living longer, it is often with multiple long-term conditions and an extended period of poor health and/or disability. The over 65s population is projected to increase by 15% by 2023; this 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 (wider determinants) such as deprivation, which are lowering life chances. Inequalities in health and wellbeing outcomes are evident in the city and there is no evidence that this inequality gap is narrowing.

Figure 3.1.2:



Source: DCLG. Note: IMD (2010) data is based on PHE rebased figures for 2011 LSOA

Changes to the welfare system are really beginning to take effect in Southampton. The Centre for Regional Economic and Social Research (CRESR) estimated that working age adults in the city will lose approximately £350 per year.¹¹ This is the total cost if shared evenly across the whole working age population (not just claimants of the benefit). Therefore, it does not represent the average or actual

¹⁰ Index of Multiple Deprivation (MD) 2015 communities and Local Government

¹¹ CRESR (Mar 2016) The uneven impact of welfare reform: The financial losses to people and places

impact to those directly affected by each of the reforms, which is likely to be worse. In practice, the direct impact of the welfare reforms is not shared equally; they impact hardest on some of our most deprived households, with some households affected by several changes. The impact of an individual reform can vary significantly depending on the composition, tenure and circumstance of the household. This compounds disadvantage and poverty, and may ultimately impact upon the levels of crime and antisocial behaviour experienced in the city in the future.

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 amongst people living and working in the city.

As reported in the 2015/16 Safe City Strategic Assessment, an inspection of Forces 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 were under recording local crime by 26%; higher than the national figure. 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. Prior to the report being published, officers tended to use their discretion to record per incident, not per victim. For example, if one offender entered a tent at a music festival and stole four items belonging to four people, this may have been recorded as one crime, as only one investigation would ensue. This would now be recorded as four crimes - one for each victim. As reported in the 2015/16 Safe City Strategic Assessment, the effect of this for Southampton has been an overall increase of 8% in recorded crime 2014/15 and 19% 2015/16 because 2015/16 is the first full year Hampshire Constabulary have used the new recording practice, compared to only 6 months of the previous year (Hampshire Constabulary began to implement changes following the HMIC audit prior to report publication in October 2014). For this current year, it would be expected that crime rates would plateau due to the new reporting becoming routine.

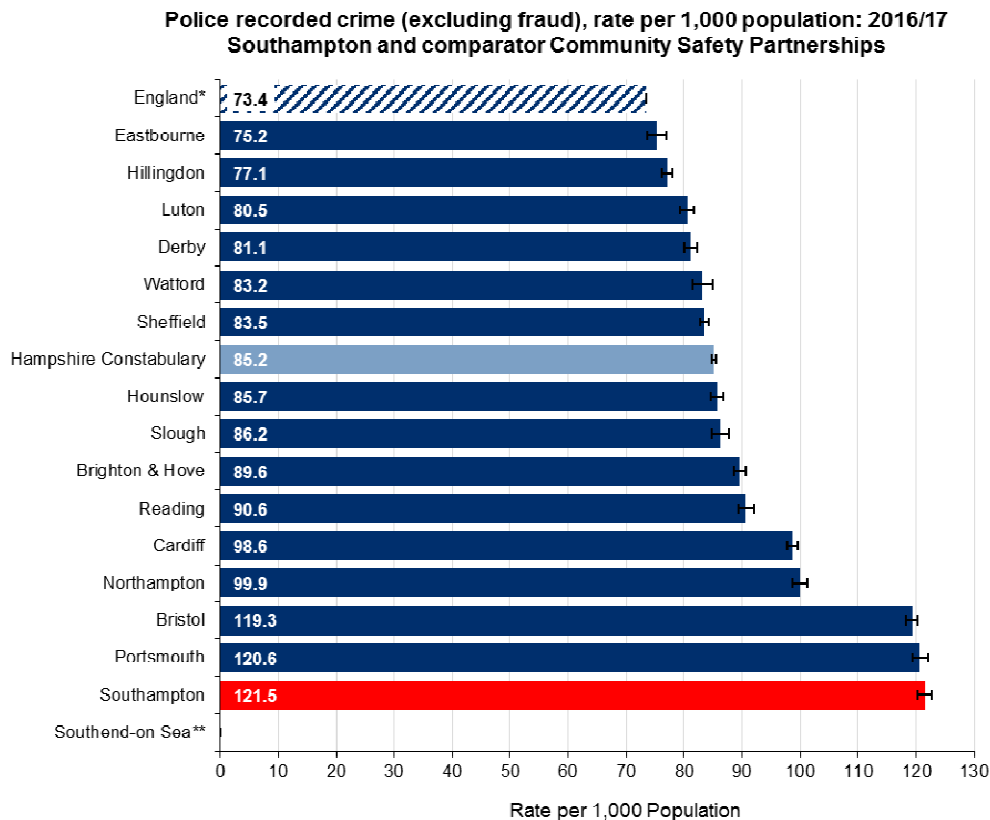
In this section, two different data sources are used for national data, the Crime Survey for England and Wales (CSEW) and police recorded crime data. The CSEW reports crime experienced by adults aged 16 and over identified through interviews, it includes crimes that were not reported to the police but 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. Whereas the figures do included those living in communal establishments and victimless crimes, it does not include the crimes that do not come to the attention of the police. Therefore the CSEW may not show similar trends to the police recorded data.¹²

¹² Office for National Statistics (2017) Crime in England and Wales: Year Ending March 2017. [Online]: <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingmar2017#what-is-happening-to-trends-in-crime> Accessed on 26/7/2017

4.1 Recorded Crime

In 2016/17, the recorded crime rate in Southampton was 121 crimes per 1,000 population, significantly higher than the national average (73 per 1,000 population), and the highest rate amongst Southampton's comparator group of fifteen similar Community Safety Partnerships (see figure 4.1.1). Appendix B shows how Southampton compares to its comparator CSPs by crime type.

Figure 4.1.1:



Sources: Police Recorded Crime, The Home Office, Mid-Year Population Estimates, The Office for National Statistics

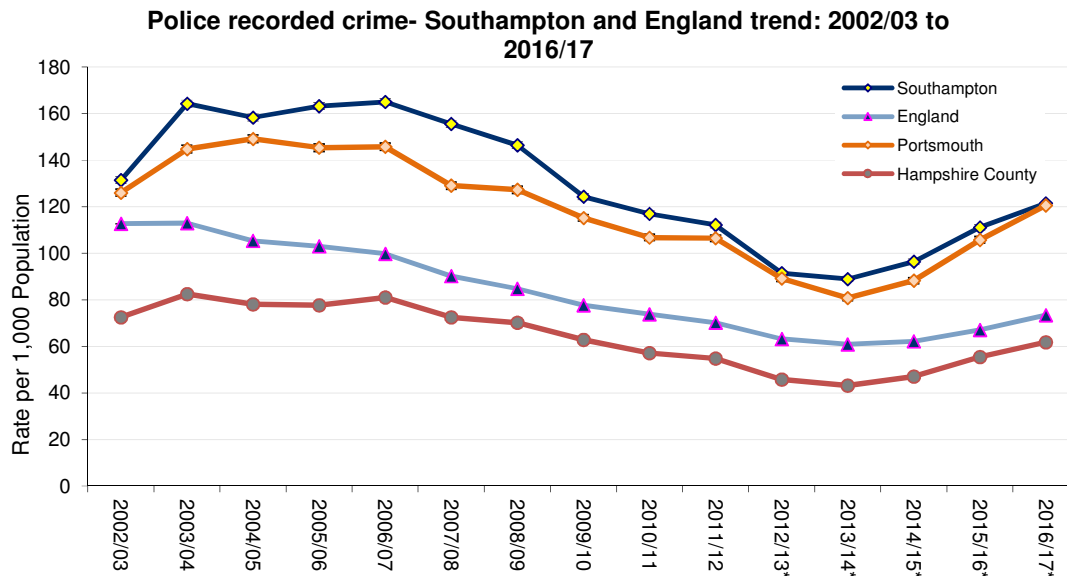
* The England figure quoted is an aggregate of all English CSP

** Data not available

Crime in Southampton has been increasing steadily since 2013/14 (Figure 4.1.2), partly due to the changes to the reporting of crime discussed in previous Strategic Assessments and outlined above. Between 2015/16 and 2016/17 there has been a 13.3% increase in police recorded crimes in Southampton with almost 31,000 crimes reported during the last year. This mirrors rises of 17.2% and 13.2% in Portsmouth and the Hampshire Constabulary area respectively, and a rise of 10% in police recorded crime reported nationally over the same time period. With all the comparator areas, the percentage increase between 2015/16 and 2016/17 is lower than the percentage increase that

occurred between 2014/15 and 2015/16, possibly due to the changes in reporting having a larger impact during the first year they were introduced.

Figure 4.1.2:



Sources: Police Recorded Crime, The Home Office. Mid Year Population Estimates, The Office for National Statistics

Nationally all forces except Cumbria and North Yorkshire showed an increase in the volume of crime recorded during 2016/17 compared to 2015/16. In their annual report, looking at crime in England and Wales during 2016/17, ONS stress that these increases need to be seen in the context of the focus on the quality of crime recording by the police in recent years as well as genuine increase in some crime types.

In contrast the CSEW has shown a national decrease in crime of 7% from the previous year's survey which continues the significant crime reductions reported by the CSEW since 2013.¹³ As the CSEW does not include those living in communal establishments and Southampton has two universities housing students in Student Halls of Residence, the CSEW results may not be representative of what is happening in Southampton.

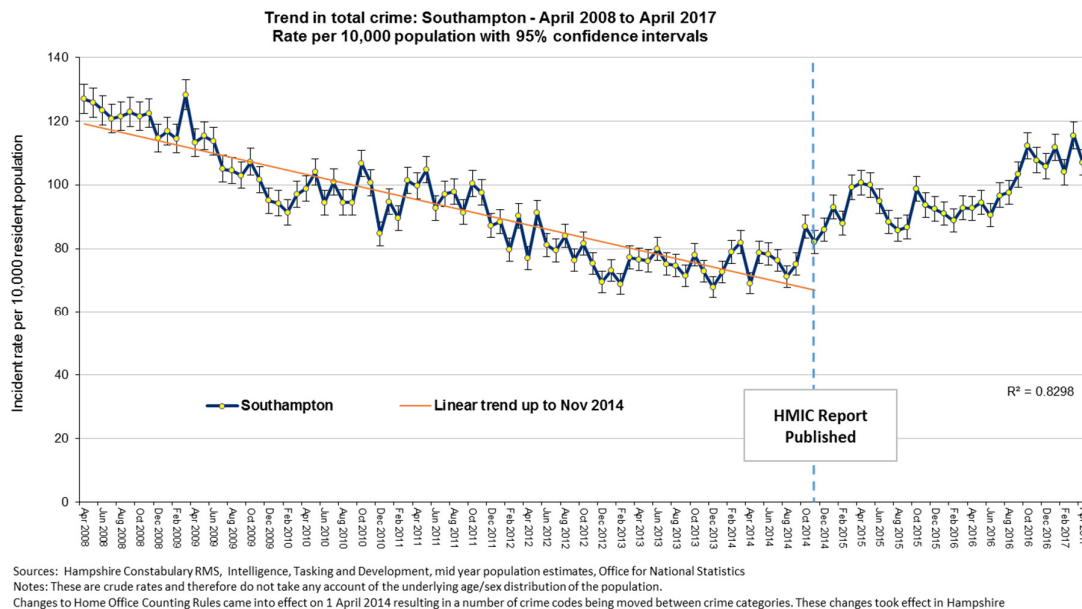
The Constabulary have continued to push for reporting accuracy throughout the year. However, given that changes to crime recording practices have been in place for both 2015/16 and 2016/17, crime data integrity is unlikely to account for all of the increase in crime reported this year. Indeed,

¹³ Office for National Statistics (2017) Crime in England and Wales: Year Ending March 2017. [Online]: <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingmar2017#what-is-happening-to-trends-in-crime> Accessed on 26/7/2017

Hampshire Constabulary report that there has been a rise in calls for service; 999 calls are up 6.7% over the previous year's figures, whilst the volume of 101 calls has risen by 1.3% over the same period. This would indicate that there has been an increase in crime levels in Southampton between 2015/16 and 2016/17. Hampshire & IOW Constabulary note that these increasing crime levels are set against both a reduction in resource and the increasing demand from high risk priority areas. However, they also attribute the rise in some crimes (e.g. serious sexual assaults) to improved confidence in reporting by victims.¹⁴

Figure 4.1.3 illustrates how crime reporting increased since the release of the HMIC report, providing evidence that application of the Home Office Counting Rules (HOCR) has led to a rise in recorded crime in Southampton in the latter stages of 2014/15. The 2015/16 Strategic Assessment reported that monthly figures since October 2015 until August 2016 indicated the changes in data recording had been implemented and that the trend data was beginning to stabilise. However, the chart shows another sharp increase between June and October 2016 leading to an overall annual increase.

Figure 4.1.3:



During this time period (June 2016 to October 2016), theft of a vehicle, theft from a vehicle, vehicle interference and theft of cycles all increased by over 50%. Previous years have seen a spike between September and October for the same crimes, possibly linked to new and returning students coming into Southampton.

¹⁴ Hampshire and IOW Constabulary (2017) *Hampshire & IOW Constabulary Force Strategic Assessment 2016/17*

Clearly, additional caution is still required when interpreting recorded crime figures. Although it is likely that improvements in compliance with the National Crime Recording Standard (NCRS) have led to increases in the number of crimes recorded by the Police, it is not possible to easily quantify the scale of these changes, or assess how this effect varies between different Police Forces across the country as each are on a different journey with regards to Crime Data Integrity (CDI). Apparent differences between comparable Forces across the country may reflect a number of factors including variations in reporting by victims, genuine changes in the crime levels and variations in recording practices (including the speed at which recommendations to improve CDI have been implemented).

Figure 4.1.4 illustrates the changes in reported crime by type of offence showing, the percentage change since last year (red shows a rise), the position amongst the iQuanta comparator group (1 is worst) and whether there is a significant difference to the England average (red indicates significantly worse). The rise in recorded crime in Southampton appears to be driven by increases in all types of crime, with the exception of theft of a motor vehicle and threats to kill.

Figure 4.1.4:

Offence Type	Hampshire Constabulary		Percentage change 2015/16 to 2016/17	iQuanta Position (of 15 similar CSP)	Sig diff to England
	2015/16	2016/17			
Total crime*	27,261	30,883	13.3%	1	Y
Violent crime*	8,340	9,544	14.4%	2	Y
Violence with injury*	3,622	3,924	8.3%	2	Y
Violence without injury*	4,718	5,620	19.1%	2	Y
Burglary Dwelling*	885	989	11.8%	9	Y
Burglary Non Dwelling*	1,727	1,999	15.7%	1	Y
Robbery*	250	327	30.8%	8	Y
Theft of a motor vehicle**	599	444	-25.9%	N/A	N/A
Theft from a motor vehicle**	1,268	1,482	16.9%	N/A	N/A
Serious sexual offences - rape**	302	320	6.0%	N/A	N/A
Serious sexual offences - other**	371	585	57.7%	N/A	N/A
Hate Crime**	492	567	15.2%	N/A	N/A
Domestic Violent Crime**	2,403	2,825	17.6%	N/A	N/A
Crimes with domestic flag**	3,086	3,511	13.8%	N/A	N/A
Violent Crime with public place flag**	3,331	3,579	7.4%	N/A	N/A
Anti-Social Behaviour**	10,653	11,039	3.6%	N/A	N/A
Serious Knife Crime**	169	194	14.8%	N/A	N/A
Gun Crime**	13	20	53.8%	N/A	N/A
Alcohol affected crime**	2,164	2,303	6.4%	N/A	N/A
Drug Related Violence**	62	101	62.9%	N/A	N/A
Threats to kill**	130	116	-10.8%	N/A	N/A
Missing persons**	831	1,087	30.8%	N/A	N/A
Missing persons occurrences**	1,394	1,729	24.0%	N/A	N/A

*The Home Office. The Office for National Statistics. Crime in England and Wales, Year Ending March 2017

** Hampshire Constabulary data provided April 2017

One of the largest increases has been in serious sexual offences; there was also an increase in these crimes nationally and across Hampshire & IOW. ONS attribute this increase to both an improvement

in the recording of sexual offences by police and an increased willingness of victims to come forward so an increase in these crimes should not necessarily be viewed negatively.¹⁵ Also in the Domestic and Sexual Abuse (DSA) chapter, there is evidence that historical DSA crimes are being reported so this may also be a factor. For further information, see section 5.9.

Between 2015/16 and 2016/17 there was a 63% increase in drug related violence. In their Strategic Assessment for 2016/17, Hampshire & IOW Constabulary recognise that following increases in risk from drug related crime in other parts of the force area, focus and resources have moved away from Southampton, the 2016/17 increase in gun crime has led Hampshire Constabulary to renew focus on Southampton during 2017/18. The force recommends that intelligence on the situation in Southampton should be area of improvement in 2017/18. See 5.5 for further information.

Gun crime has increased by 54% although it should be noted that in numbers this is an increase of seven crimes. Hampshire & IOW Constabulary report that gun crime in their area is not an area of concern when compared to national figures. Southampton is ranked worse amongst comparator areas for non-dwelling burglaries. This is most likely to be due to the high number of shed burglaries that occur in the city.

Update on 2015/16 Recommendations

Recommendation	2015/16 Update
Hampshire Constabulary should continue to ensure that Crime Data Integrity remains high on their agenda for the coming year, 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.	Regular messaging continues to be circulated by the Force lead. Processes are in place to monitor CDI and ensure that individual training and development needs are being addressed as they are identified.
Hampshire Constabulary is currently conducting a review into the recent decrease in performance in the area of Crime Data Integrity. Crime types and geographical areas most affected and of particular concern should be identified to establish a clearer picture of how recent changes in CDI have affected recorded crime figures for Southampton district.	Review progressing well, with regular HMIC style dip samples, monitoring and scrutiny continuing. Specific analysis relating to the Southampton district not known to be currently underway.

Recommendations

- Hampshire Constabulary should continue to ensure that Crime Data Integrity remains high on their agenda for the coming year, 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.

¹⁵ Office for National Statistics (2017) Crime in England and Wales: Year Ending March 2017. [Online]: <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingmar2017#what-is-happening-to-trends-in-crime> Accessed on 26/7/2017

4.2 Crime Reporting

Nationally there is a consistent discrepancy between the volume of Police recorded crime and that estimated using the results of the Crime Survey for England and Wales (CSEW). The CSEW provides a measure of the level of crime committed against the population resident in households in England and Wales, whereas recorded crime is a measure of those crimes reported to the Police and subsequently recorded. Comparisons between these two data sources become particularly important during periods when changes have been made to Police recording of crime.

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 (please see Appendix C), only 40% were reported to the Police in the year ending March 2017.¹⁶ If similar rates apply in Southampton, then as many as 20,865 crimes of this type may have gone unreported in 2016/17. Findings from the CSEW also reveal that, nationally, there are significant differences in reporting rates between different types of crime and variability over time.

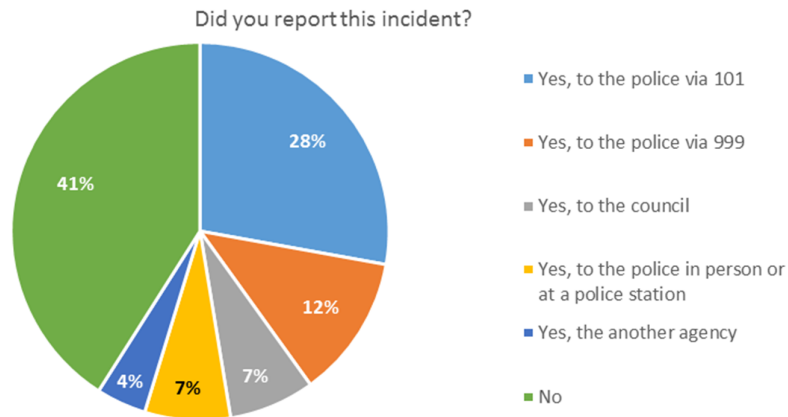
Discrepancy between the trends in the CSEW and Police recorded crime may reflect a proportion of crime experienced by the public that goes unreported. However, this shortfall may also reflect changes in Police priorities and recording practices, variation within the CSEW sample and differences in the 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 may 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 2017, 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 (see figure 4.2.1). Of the 327 respondents to the survey who had been a victim of crime or antisocial behaviour in Southampton in the previous 12 months, 134 (41%) did not report the incident to the Police. The majority of these unreported incidents were antisocial behaviour (approximately 45%), verbal assault (35%) and damage to property (20%) or vehicle vandalism (18%).

¹⁶ ONS (2017) *Statistical Bulletin: Crime in England and Wales, year ending June 2017* [Online] Available from: <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/june2017>

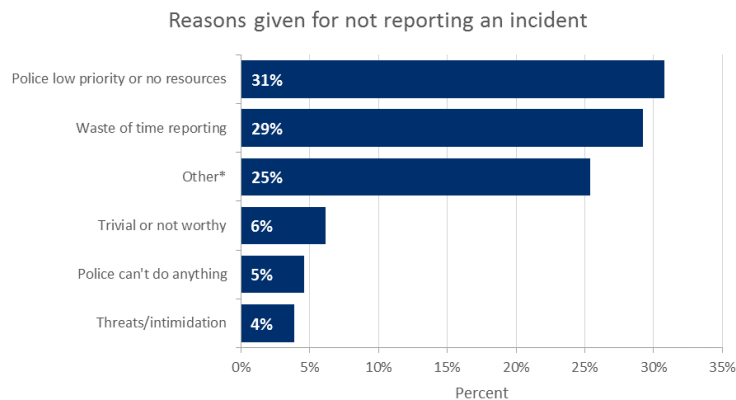
Figure 4.2.1:



Source: Southampton Community Safety Survey 2017

Of those who did not report the incident, 60% said that it was because they felt it was a waste of time reporting it (29%) or because they felt it was a low police priority / the police had a lack of resources to respond (31%). See figure 4.2.2 for a full breakdown of reasons for not reporting. Nationally, results from the Crime Survey for England and Wales (CSEW), 2017 showed that 40% Percentage of CSEW incidents reported to the police. In the 2017, CSEW, the main reasons why respondents did not report the incident to the police were; the incident being regarded as too trivial or not worth reporting (32%), the police could have done nothing (31%) and the police would not have bothered or not have been interested (18%) or the incident was private or had been dealt with themselves (18%).¹⁷

Figure 4.2.2:



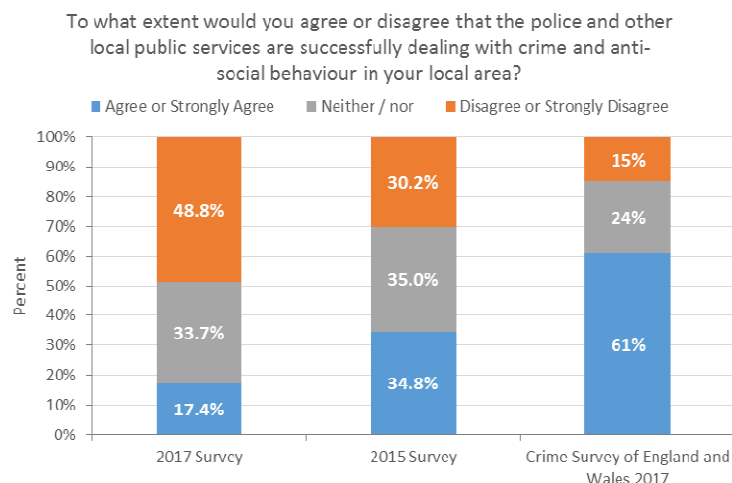
Source: Southampton Community Safety Survey 2017
* Other includes: Not reporting neighbours, Police know about it, others have reported it or unknown perpetrator

¹⁷ Crime Survey for England and Wales (online)

<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/adhocs/007750reasonsfornotreportingcrimetothepolice2016to2017crimesurveyforenglandandwales> Accessed 20/11/2017

Only 17.4% of respondents to the Southampton Community Safety Survey 2017 agreed that the Police and local public services are successfully dealing with crime and anti-social behaviour in the local area. This is a drop on previously reported figures; in the 2015 survey, nearly 35% agreed that the Police and local authority are successfully dealing with crime and antisocial behaviour and in the 2017 CSEW 61% 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 (see figure 4.2.3). See section 4.6 of this report for further information and results from the 2017 Southampton Community Safety Survey.

Figure 4.2.3:



Source: Southampton Community Safety Survey 2017

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.

Update on 2015/16 recommendations

Recommendation	Current Position
The Partnership should continue to work to understand the extent of unreported crime within Southampton and take action to address any barriers to reporting incidents; particularly for the most vulnerable victims of crime.	Being progressed through community engagement. Good example is hate crime reporting where 14 third party reporting centres have been established in the City.

Recommendations

- The Partnership should continue to work to understand the extent of unreported crime within Southampton and take action to address any barriers to reporting incidents; particularly for the most vulnerable victims of crime.

4.3 Offenders

4.3.1 Offender Profiling

Around 7,876 offenders were identified from Police systems as having been prosecuted for offences that occurred in Southampton during 2016/17; these offenders were responsible for 14,350 of the 30,883 crimes committed in the city during the period (46.5%). Using this data, we are able to profile offenders in the city, although it should be emphasised that this only relates to known offenders who were caught for their offences (47% of total recorded crime), who may have different characteristics to those who were not caught or who committed offences that were not recorded.

Figure 4.3.1 shows the number of offenders by the number of crimes they were responsible for in 2016/17. The majority of known offenders (69%) committed only one offence per year, although we are not currently able to identify how many of these were first time offenders. This is similar to the proportion recorded for the previous year (71%). Data from the Ministry of Justice suggests that approximately 11.8% of offenders convicted in 2015 were first time entrants to the criminal justice system. 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 only account for 37.7% of recorded crime where an offender was identified (17.5% of total crime). Those committing two or more offences were responsible for the majority (62.4%) of recorded crime in the city in 2016/17; this is an increase from the 58.3% recorded in 2015/16, suggesting that reoffending is a growing problem.

Figure 4.3.1: Number of offences committed by known offenders in 2016/17

Number of offences committed in year	Number of offenders	% of offenders	No. crimes responsible for	% of crime responsible for (where an offender is identified)	% of ALL crime responsible for *
1	5,403	68.6%	5,403	37.7%	17.5%
2	1,240	15.7%	2,480	17.3%	8.0%
3 or 4	754	9.6%	2,523	17.6%	8.2%
5 to 9	365	4.6%	2,294	16.0%	7.4%
10 to 14	70	0.9%	802	5.6%	2.6%
15 or more	44	0.6%	848	5.9%	2.7%
Total	7,876	100.0%	14,350		46.5%

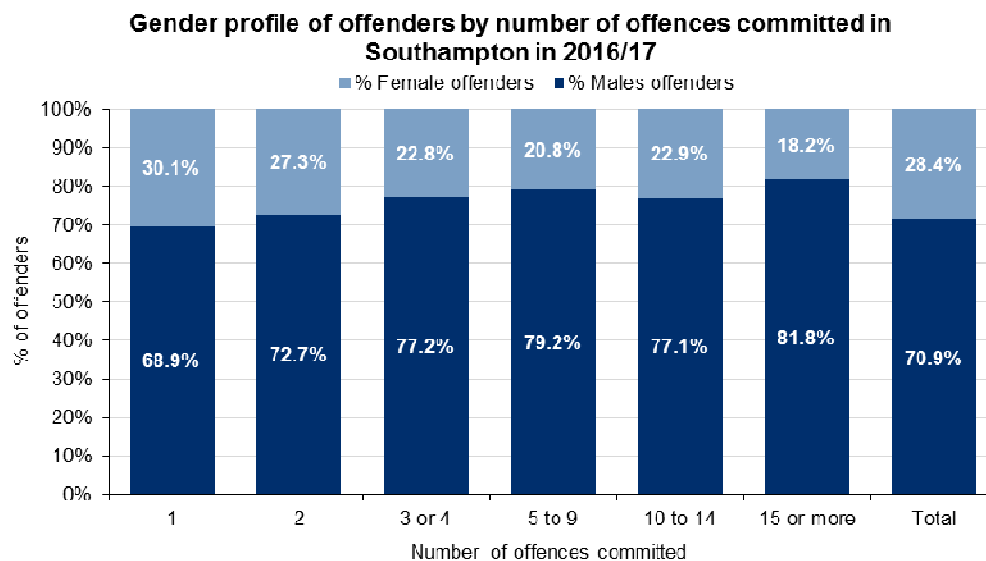
* Total of 30,883 crimes recorded in 2016/17

The most prolific offenders committed 15 or more offences (44 individuals). Collectively, these individuals made up 0.6% of identified offenders but were responsible for 848 crimes; 5.9% of recorded crime where an offender was identified (2.7% of total crime). There were 19 offenders who committed over 20 offences in 2016/17, with the most prolific committing 37 offences (mostly shoplifting).

The impact of very high frequency offenders, those committing 15 or more offences, has increased considerably in 2016/17, in terms of both offender numbers which have almost doubled (from 24 to 44) and the number of crimes committed by this group. However, the 2015/16 Strategic Assessment reported a 50% decrease in this group so it is prone to large fluctuations. The number of crimes committed by these high frequency offenders has risen from 429 crimes in 2015/16 to 848 crime in 2016/17; an increase of nearly 98%. Once again this is the opposite to what was reported last year (a 60% drop). In 2015/16, the highest number of offences committed by any one individual was 25, whilst in 2016/17 there were 4 offenders who committed over 25 offences.

In 2016/17, just under three quarters of offenders were male (70.9%) and a little over a quarter female (28.4%) where gender was recorded; this is a slight fall in the proportion of males and a slight rise in females compared to the previous year (71.4% and 28.0% respectively in 2015/16). As in previous years, the proportion of males increases for the more prolific offenders; 81.8% of offenders committing 15 or more offences were male (see figure 4.3.2 below). Nonetheless, the proportion of offenders that were female has increased in 2016/17 amongst the most prolific offenders (10 to 14 and 15 or more).

Figure 4.3.2:



Sources: Hampshire Constabulary. Please note that figures may not add up to 100% as gender was not recorded for all offenders (approx. 0.4%)

Just under half of all offenders are aged between 18 and 34 (47.6%) with more offenders aged 25-34 (28.1%) than those aged 18-24 (19.5%); a similar profile of offenders than that seen in the previous year. The percentage of offenders aged between 18 and 24 has decreased by 1.8 percentage points. The 2016/17, 12.1% of offenders were aged under 18 and 2.6% aged over 65. The age profile for offenders and for offences committed is similar (see figure 4.3.3).

Figure 4.3.3:

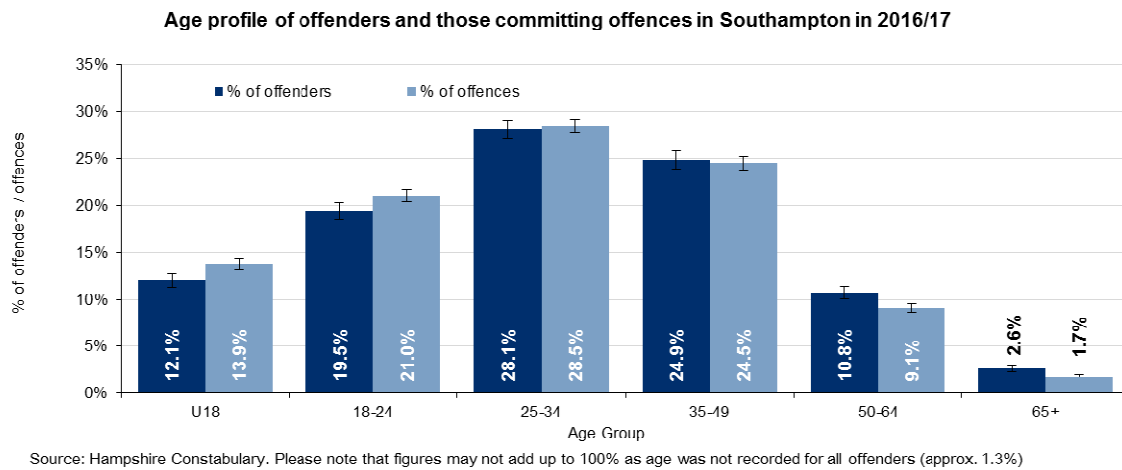
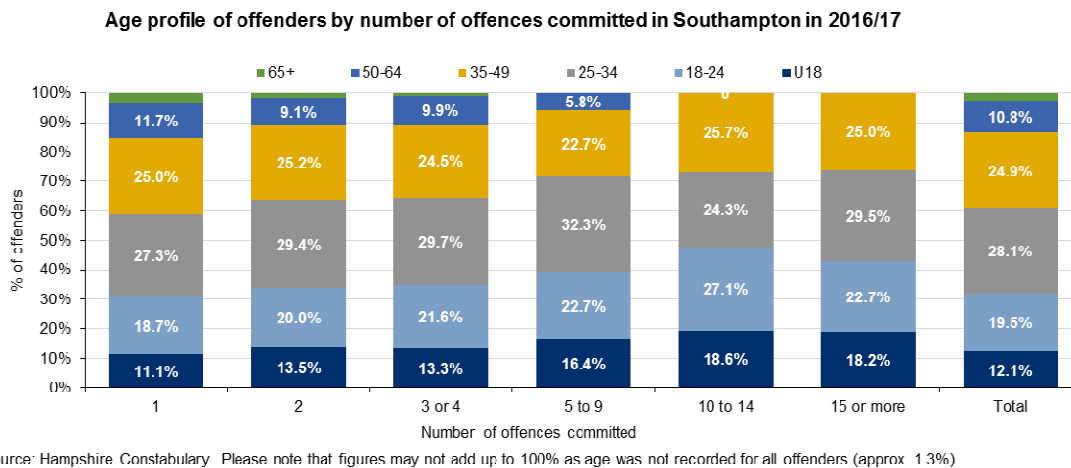


Figure 4.3.4 illustrates how the age profile of the more prolific offenders is skewed towards the younger age groups; 45.7% of offender committing 10 to 14 offences and 40.9% of offenders committing 15 or more offences during 2016/17 were aged under 24. However, the latter is almost a 10 percentage point decrease from the previous year.

Figure 4.3.4:



Analysis of the 44 most prolific offenders has revealed that:

- All have committed 15 or more offences during the year
- 36 (82%) are male; 8 (18%) are female
- Eight are under the age of 18 and are dealt with as young offenders; the majority of offences were violence without injury or public order offences

- The most common offence amongst adults in this group remains theft. Of the 44 adults, 40 had a theft offence recorded in the last twelve months; accounting for 370 crimes (approx. 44% of offences committed by these prolific offenders)
- The most common theft offence was shoplifting. This offence was committed by 32 of the 44 adults; accounting for 203 crimes (77% of all theft offences).
- The next most common theft offence was vehicle offences. This offence was committed by 16 offenders; accounting for 52 crimes (14% of all theft offences).
- Nine individuals had been charged with a possession of drugs offence. The majority of offences committed by these individuals were theft related, which may be linked to the funding of drug use.
- Other offences committed by this group include violence (234 offences; 102 with injury and 132 without injury), criminal damage (52 offences) and public order offences (98 offences). There has been an increase in the number of violent offences committed by this group compared to last year.

4.3.1 Offenders Supervised in the Community

As part of the Transforming Rehabilitation (TR) agenda, Probation Services have undergone considerable change and restructuring in the last few years. On 1st June 2014, Southampton offenders were transferred from the Hampshire Probation Trust to one of two new organisations; the National Probation Service (NPS) or the local Community Rehabilitation Company (CRC), run in Southampton by Purple Futures. The NPS supervises offenders who pose a high risk of harm to the public and Multi-Agency Public Protection Arrangement (MAPPA) offenders on their release from prison, or upon receipt of a community order. The CRC supervises offenders who pose a low risk or medium risk of harm to the public. The TR agenda also stipulated that all offenders who have served a custodial sentence of one day or more should have a minimum of 12 months supervision upon release from prison. This will mean that there are a far greater number of individuals under supervision, including those sentenced for more minor offences and a number who are first time entrants to the criminal justice system.

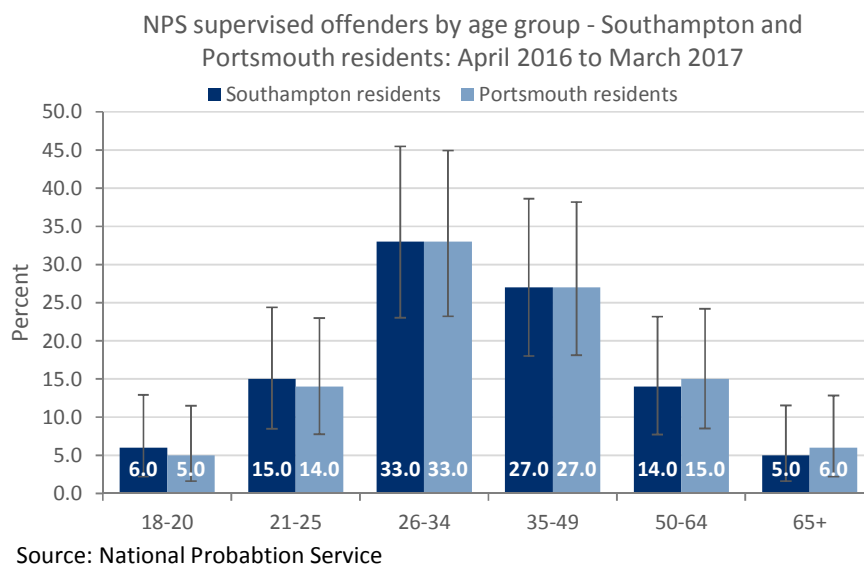
Following the organisational split, the focus within the Southampton, Portsmouth and Isle of Wight Local Delivery Unit has been to:

- Maintain and improve effective risk management, minimising the risk of serious harm to children and adults. This includes ensuring there are robust links with other public protection bodies and forums (e.g. Strategic MAPPA Board, Local Safeguarding Boards etc.).
- Reduce re-offending for offenders under supervision through commissioning interventions from Hampshire & Isle of Wight Community Rehabilitation Company and working with a range of external agencies / partners.
- Stabilise the organisations following the transforming rehabilitation programme including implementation of new national policies and processes.

Data from both the NPS and CRC is now required to get a full picture of offenders supervised in the community. However, similar to last year, obtaining comparable datasets from these two organisations remains a challenge for the Partnership. The data received from the NPS and CRC is based on two differing methodologies, which makes combining the data impossible and makes comparisons difficult. Nonetheless, despite these issues, the data received is regarded by the respective Probation Services as representative of their overall caseloads and so has been presented below.

Of those supervised by the CRC, 83% were male and 17% female. For NPS supervised offenders an even greater proportion are males (95%) compared to females (5%). This is a smaller proportion of women than in the offender population as a whole (28%), which may suggest that more female offenders are committing lower level crimes that do not result in prison or community sentences. Figure 4.3.5 shows that the majority of supervised offenders are in the 26-34 age group for NPS supervised offenders, slightly older than the general offending population for which we have details. This is consistent with data from the previous year. A similar age breakdown for CRC offenders is not currently available.

Figure 4.3.5:



Offences relating to violence were the most common reason for supervision for both NPS (35%) and CRC (34%) offenders. For CRC supervisions, 12% were theft related, 11% for drug offences and 9% for public order offences. For NPS supervisions, 19% were for sexual offences, 13% were for a theft related offence and 2% were for drug offences. These figures are very similar to those recorded for supervised offenders during the previous two years.

4.3.2 Re-Offending

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.¹⁸ Therefore, adult reoffending is an important issue to tackle for multiple reasons, as well as being a priority in its own right.

The overall impact of the work of Probation Services was previously measured via a reducing reoffending indicator. However, the changes to Probation Services has meant that this has ceased to be collected locally and has been replaced by a revised performance framework (implemented in April 2015). Data is now available at the Constabulary level for CRC and division level for the NPS. The Hampshire and IOW data for CRC shows that for the final proven reoffending results for the October to December 2015 cohort, 41% of offenders reoffended with an average of 4.7 re-offences per reoffender. NPS data for South West and South Central shows that for the same cohort 35% of offenders re-offend with an average of 4.1 re-offences per offender. However, data continues to be reported by the Ministry of Justice, which enables us to see the overall trend in proven reoffending in Southampton.

Figure 4.3.5:

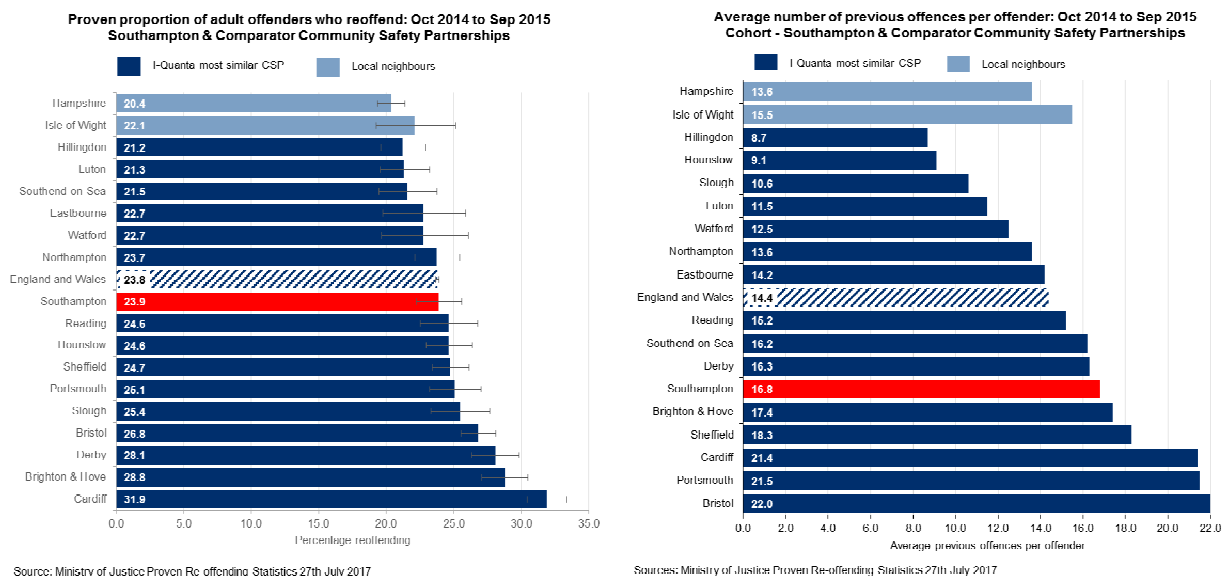


Figure 4.3.5 shows the proportion of adult offenders who are proven to have reoffended for Southampton and its iQuanta statistical neighbours. This relates to offenders who were released from

¹⁸ Revolving Doors Agency, PCA and PHE (2013) *Balancing Act: Addressing health inequalities among people in contact with the criminal justice system*. [Online] Available from: <http://www.revolving-doors.org.uk/documents/balancing-act/>

custody, received a caution, reprimand, warning or a non-custodial conviction at court between October 2014 and September 2015 and were proven to have reoffended within a one year follow-up. Southampton has a reoffending rate of 23.9% that is similar to the national average (23.8%) and just over half the rate reported for Hampshire and IOW by the CRC. However, Southampton had a higher than average number of previous offences per offender at 16.8 compared to 14.4 for England; this is the sixth highest amongst its comparator areas.

Figure 4.3.6:

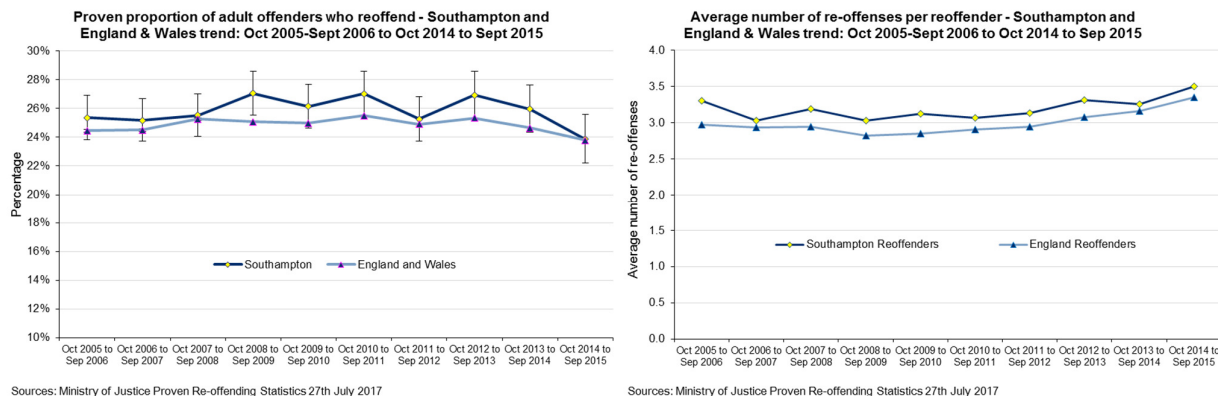
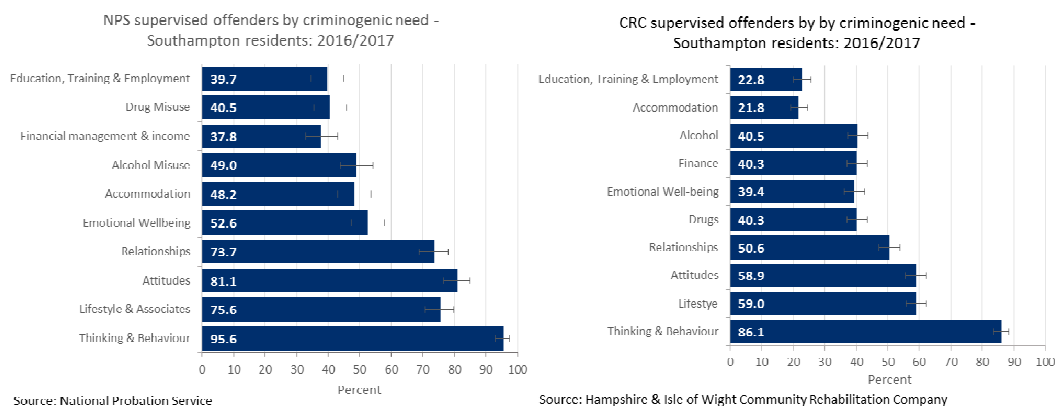


Figure 4.3.6 shows the trend in proven reoffending and the average number of previous offences per offender for Southampton and England. There has been a fall in the proportion proven to reoffend for the second consecutive year, with reoffending now at the lowest point over the recording period. Although this a positive sign that reoffending is falling, the change is not yet statistically significant; in fact, there have been no real significant changes over the period studied as a whole, suggesting the reoffending rate has remained fairly constant over the last decade (fluctuating between 23-27%). The average number of previous offences per offender has increased during 2016/17 after recording the first reduction in three years during 2015/16. This suggests that it is the same offenders who are persistently reoffending over time. Caution is required when interpreting this data, as it does not account for differences/changes in the case-mix of offenders either over time or between areas.

Figure 4.3.7:



In order to understand offending behaviour (to reduce reoffending), Probation Services complete Offender Assessment System (OASys) 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 4.3.7 shows the criminogenic needs identified for both NPS and CRC supervised offenders, each of which is summarised below.

Alcohol and Drug Misuse

Alcohol misuse was a need for 49% of NPS supervised offenders (a reduction of 4% from last year) and 40% of CRC supervised offenders (equal to last year). Drug misuse was a need for 40% of offenders supervised by both services, which is a similar level to the previous year. Southampton Drug and Alcohol Services have a long history of joint working with Probation Services:

- Liaising and information sharing (with permission) for people in treatment who also receive supervision and interventions from the Probation Services.
- Providing interventions for people on Drug Rehabilitation Requirement (DRR) Court Orders. Work continues to scrutinise and improve assessment processes to ensure work is completed quickly, effectively and safely.
- Formal joint working with Probation, substance misuse services and the Police through the Integrated Offender Management Service.
- Work with the prison service to ensure continuity of care for those going to or leaving prison.

The Partnership continue to work collaboratively to respond to the challenges presented by ongoing changes in needs and risks presented by this cohort and the ongoing changes to the finding and provision of services by both the substance misuse services and the Probation Services, to ensure the effective rehabilitation and reintegration of offenders with a history of substance misuse linked to offending behaviour.

Accommodation

At termination of supervision, offenders are assessed as to whether they are in settled and suitable accommodation. 86.4% of CRC supervised offenders and 85.2% of NPS supervised offenders were in settled and suitable accommodation at termination in 2016/17; meaning that between 13.6% and 14.8% of offenders were not in settled accommodation. This is a slight increase on the figures recorded for the NPS from previous year whereas the CRC has remained the same. This is concerning as it has been found that prisoners who were homeless before entering custody were much more likely to be reconvicted upon release compared to those who were not homeless (79% compared to 47% reconvicted within one year).¹⁹ This is a particular issue for NPS supervised offenders, where just under 50% were identified to have a criminogenic need linked to accommodation. There is a continued need

¹⁹ Revolving Doors Agency, PCA and PHE (2013) *Balancing Act: Addressing health inequalities among people in contact with the criminal justice system*. [Online] Available from: <http://www.revolving-doors.org.uk/documents/balancing-act/>

for the NPS and Southampton City Council to work together to improve outcomes with respect to housing. This is particularly relevant to offenders residing in Approved Premises following release from custody. These are typically the offenders with the most potential to cause significant harm to the public, and therefore, accommodation issues are critical in order to effectively manage risk and reduce re-offending.

Education, Training and Employment

Education, training and employability is also a key issue for offenders in Southampton and is one of the most significant factors in reducing reoffending. This was found to be a criminogenic need for 39.7% of NPS and 22.8% of CRC offenders, whilst at termination, 77.8 % of CRC supervised offenders (an increase of almost 10% from the previous year) and 43.2% of NPS supervised offenders (a slight decrease from last year) were in employment. The risk and needs profile for NPS offenders is significantly different to CRC offenders and accessing employment opportunities is likely to be more challenging. This year's increase for those supervised by the CRC follows a decrease reported last year, suggesting that the numbers in employment are prone to fluctuation and should be monitored closely. For those supervised by NPS the percentage in employment has continued to fall suggesting that this issue may be becoming even more problematic. Through the Southampton and Portsmouth City Deal, programme funding was negotiated to provide employment support for residents who are long term unemployed and have complex needs. The programme started delivery in June 2016 and runs until September 2018; so far 8% of participants have an offending background. Moreover, the devolution prospectus for the Solent area includes a priority around negotiating further funds to integrate employment with Health and Social Care.

Relationships

In 2016/17, 73.7% and 50.6% of NPS and CRC supervised offenders respectively were found to have issues with relationships linked to their offending behaviour, similar to 2015/16. This type of need relates to domestic and sexual abuse (DSA), developing and sustaining appropriate relationships, management of social networks, and parenting responsibilities. Hampshire CRC provide a nationally accredited offending behaviour programme (Building Better Relationships) to address DSA and NPS staff also deliver a one-to-one intervention for those deemed unsuitable for the accredited programme.

Mental Health

In 2016/17, 52.6% of NPS and 39.4% of CRC supervised offenders had emotional wellbeing linked to their offending behaviour. This is significantly higher for NPS offenders reflecting the diverse mental health needs of this group. These offenders often suffer from multiple, complex problems, which can be severe when taken together. Individuals experiencing such problems account for much of the 'repeat business' in the criminal justice system, yet they often fall between the gaps in services because their individual problems do not meet specific service thresholds (such as those of secondary

mental health).²⁰ This reflects the experience reported by some NPS practitioners who have reported difficulties in accessing local mental health services, particularly around personality disorders and counselling / psychotherapeutic interventions. The NPS has commissioned a Personality Disordered Offenders project, although the scope of this work is limited to a small cohort of offenders with complex needs consisting of emotional and interpersonal difficulties.²¹

Offender Views

Feedback from the National Probation Service Offender Survey 2016 in respect of Southampton, Portsmouth and Isle of Wight Local Delivery Unit (LDU) shows that:

- In respect of offender feedback Southampton Portsmouth & IOW is a high performing LDU, with the highest percentage of positive surveys in the South West/ South Central Division at 92%
- 90% of people under supervision agreed that their Probation Officer had set out clearly what they needed to achieve under supervision.
- 85% agreed that working with their Probation Officer had given them more skills to solve problems.
- 84% agreed they knew more about the kind of things that make them more likely to offend.
- 86% stated that since working with their Probation Officer they thought more about how what they do or say affects other people.

Update on 2015/16 Recommendations

Recommendation	Current Position
The Partnership should continue to work with the National Probation Service and Purple Futures (CRC) as the Transforming Rehabilitation Programme comes to a conclusion to ensure a stable transition of Probation Services to meet new national policies and processes.	Separation of CRC and NPS is complete. There is work underway in HMPPS (Her Majesty's Prison and Probation Service) /MOJ (Ministry of Justice) to look at maximising a whole systems approach between the NPS (National Probation Service) and the CRC (Community Rehabilitation Company).
The Partnership should ensure that there are appropriate referral routes in place to programmes for perpetrators of domestic abuse.	Currently the DV programme is only available to NPS, CRC and CAFCASS (Children and Family Court Advisory and Support Service). As capacity develops in 2018/19, the CRC plans to review options for a wider cohort to access the programme.

²⁰ Centre for Mental Health (2012) *Briefing 45: Probation and Mental Health*

²¹ NHS England (2015) *The Offender Personality Disorder Pathway Strategy 2015* [Online] Available from <https://www.england.nhs.uk/commissioning/wp-content/uploads/sites/12/2016/02/opd-strategy-nov-15.pdf>

The National Probation Service and Southampton City Council should develop a closer working relationship to ensure the involvement of services such as Families Matter particularly with regards to managing the 'relationship' criminogenic needs of offenders.	Not currently in progress.
The Partnership need to continue to work together to ensure housing and employment opportunities and outcomes for offenders are improved, with support prioritised for those offenders most at risk of reoffending.	Housing not currently involved in any work of this nature although the CRC is working closely with OPCC (Office of the Police and Crime Commissioner) and the Society of Saint James.
Partnership working is required to address the current issues in data reporting from the Probation Services. Close working between the NPS and CRC is needed to ensure robust and uniform local reporting mechanisms and methodologies are developed; particularly with regards to local measures of reoffending by index offence to ensure accurate monitoring and effective timely actions can be taken. In addition, more information is needed on successful intervention completion rates and their impact on reoffending.	NPS and CRC now hold separate data sets. The CRC will receive its first results on reoffending cohort 1 in Autumn 2017 and will report relevant findings to SCP.
The CCG and Probation Services should work together to ensure offenders have adequate access to local mental health services, particularly around personality disorders and counselling / psychotherapeutic interventions.	Early work is underway to work with the OPCC's office and commissioners.

Recommendations

- The National Probation Service and Southampton City Council should develop a closer working relationship to ensure the involvement of services such as Families Matter particularly with regards to managing the 'relationship' criminogenic needs of offenders.
- The Partnership need to continue to work together to ensure housing and employment opportunities and outcomes for offenders are improved, with support prioritised for those offenders most at risk of reoffending.

4.4 Young People at Risk and Youth Offending

Southampton has a relatively young age profile, with more children aged 0-14 (42,896) than people aged 65+ (33,239). The child population in Southampton has grown by nearly three times the national average in the last decade, with the 0-14s population forecast to grow by a further 4.9% by 2022. 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 amongst youth offenders remains high with over a third of children reoffending within 12 months of release from secure institutions. The risks of young adults re-offending are higher than the risks amongst older people, indicating that once young people are in a cycle of crime it can be hard to escape.

Many young offenders have experienced complicated and chaotic lives, for example in England less than 1% of children are in care but looked after children make up 33% of boys and 61% of girls in custody.²²

4.4.1 Vulnerable Young People

The likelihood of a young person offending increases when a young person faces a combination of negative risk factors such as being known to social services, poor attendance and exclusion from school. Whilst 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.²³

Attainment 8 are 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.²⁴ In 2017 English and Maths were graded on a 1-9 scale with 9 being the highest score, GCSEs which were graded on the previous A*-G system were mapped to the same score and all results were included in the average score in figure 4.4.5. Due to changes in recording of this measure,

²² Beyond Youth Custody (2017) Youth Justice Facts and Figures. [Online]:

<http://www.beyondyouthcustody.net/about/facts-and-stats/> (Accessed on 20th June 2017)

²³ Machin, S et al (2011) The crime reducing effect of education. The Economic Journal, 121 (552) pp 463-484

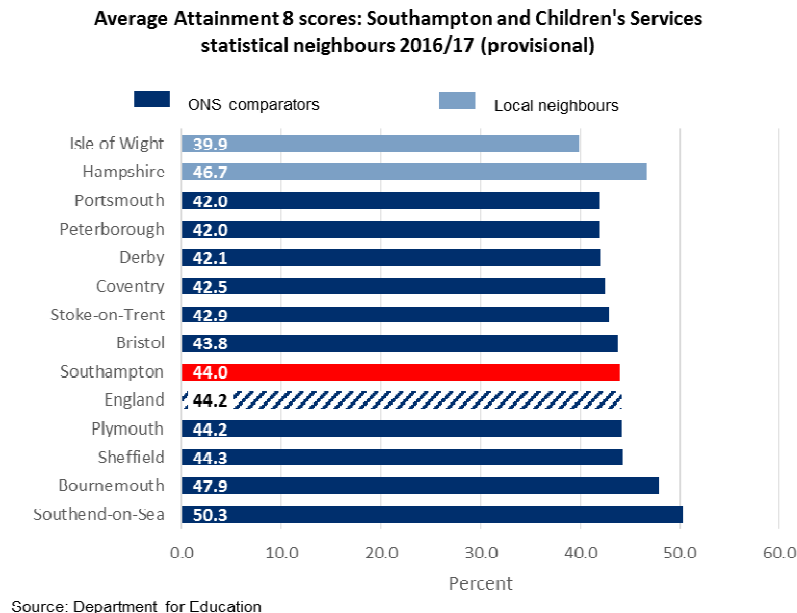
Youth Justice Board (2005) Role of risk and protective factors. [Online] Available from:

<http://yjbpublications.justice.gov.uk>

²⁴ AQA, Attainment 8, [Online]: <https://tinyurl.com/ybd4a8t4> Accessed on 25/10/2017

2016/17 data is not comparable against 2015/16 data. Figure 4.4.1 shows that Southampton has scored below England but higher than most of the comparator areas.

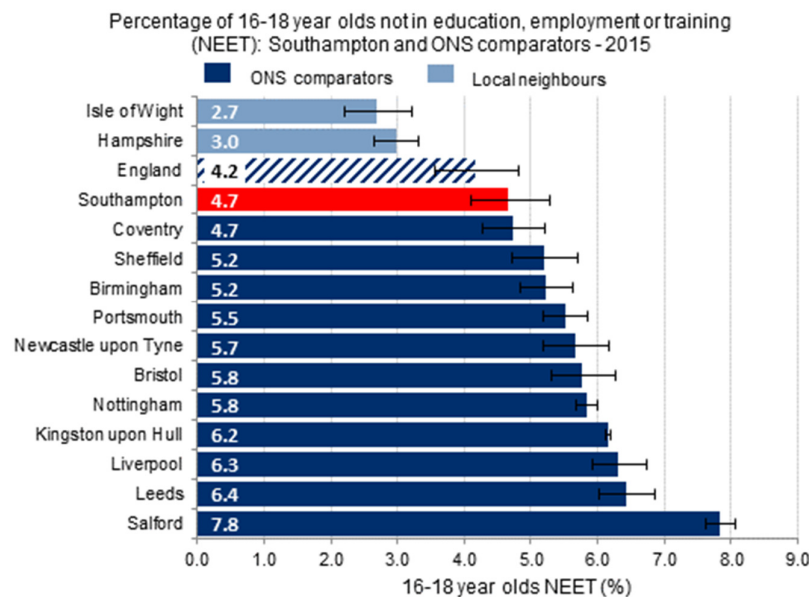
Figure 4.4.1:



The recording of NEET has now changed to include those whose status is unknown meaning that a comparison with previous years is not possible. A young person is classified as NEET if they are aged between 16 and 18 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; it now only includes 16-17 year olds and includes the NEET and 'unknowns' together. This was in an attempt to capture a truer picture of all of the young people classified as NEET; previously 'unknowns' were not accounted for which may have depressed the true number of NEETs in an area. The old methodology included all 16-18 year olds not in Education, Employment or Training, and showed those people who are NEET and unknown separately.

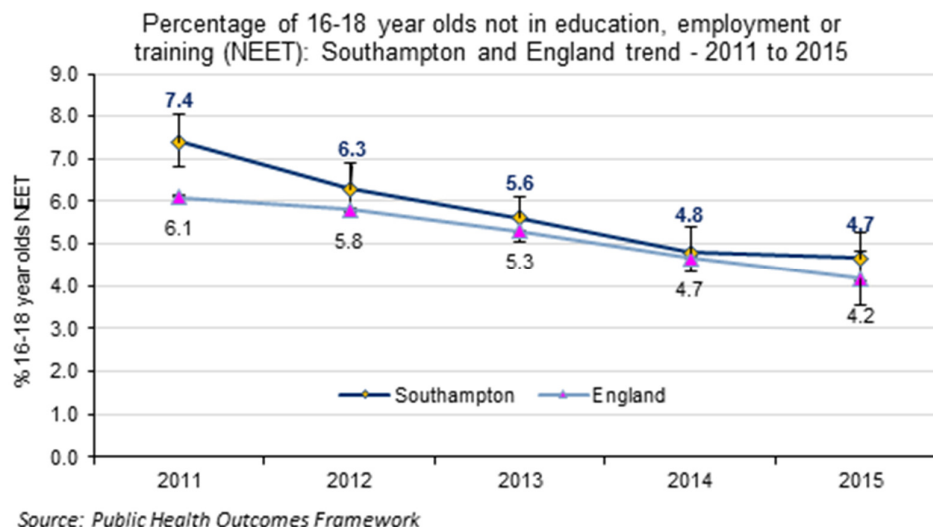
Provisional figures using the new methodology show that 7.6% of 16 and 17 years olds in Southampton were NEET (including 'unknowns') in 2016/17. This is higher than the England average of 6%, although at this time no additional data is available at local authority level to benchmark against. It is necessary to go back to 2005 to get benchmarkable data; this was collated using the old methodology so is not comparable with the latest 2016/17 data, but has been included for benchmarking purposes (see figure 4.4.2).

Figure 4.4.2:



In Southampton in 2015 there were 320 (4.7%) people aged 16-18 who were NEET and approximately 590 (8.7%) who were unknown. In the South East 3.9% of 16-18 year olds were NEET and 10.1% were unknown and in England 4.2% were NEET and 8.4% were unknown. Figure 4.4.3 illustrates how the trend in the proportion of NEET has reduced from 7.4% in 2011 to 4.7% in 2015; a 2.7% point reduction, compared to a 1.9% point reduction for England over the same period.

Figure 4.4.3:



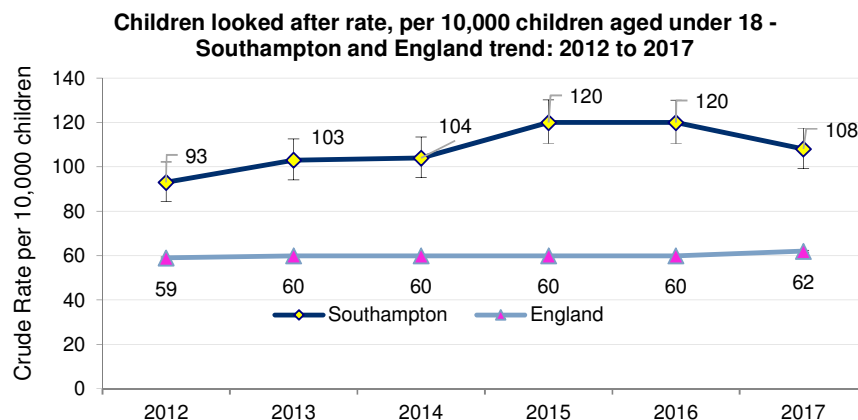
Mental health issues can affect many areas of a young person's life, including their ability to have good relationships with their family and friends and engage with education and other life opportunities.

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. It is estimated that 6% of young people in Southampton aged 5 to 16 years have a 'conduct disorder', which includes extreme aggressive, destructive and deceitful behaviour.²⁵

The proportion of children with social, emotional and mental health needs in Southampton in 2016 was 3.7% an increase from 2015 (3.4%) and higher than the national rate (2.4%). Hospital admission rates for self-harm amongst 15-19 year olds were also significantly higher in Southampton at 852.9 per 100,000 population, compared to the national average of 648.8 over the same period.²⁶

A survey which was carried out by Head Start amongst young people aged 11-16 in Southampton during 2015/16 focused on experiences of bullying. Although the sample size was relatively small, only 150 school pupils, the survey did offer insights into the type and nature of bullying. Amongst respondents, 73% reported that they had been bullied and 92% had witnessed bullying. When asked where the bullying had taken place, 91% of respondents said at school and 33% reported bullying online showing that those being bullied are being so in multiple ways. The impact of the bullying is worrying with 30% reporting that they have self-harmed as a result of bullying and 18% having considered taking their own life.

Figure 4.4.4:



Sources: Local Authority Interactive Tool

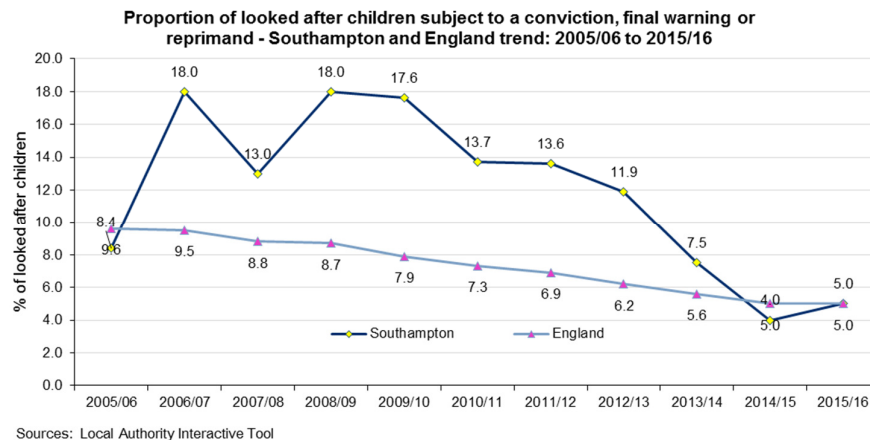
Looked after children (LAC) are more than twice as likely to be drawn into the criminal justice system compared to the general population; 7.3% compared to 3% of all children and young people. A survey conducted in 2011 of those in young offender institutions revealed that over a quarter of young men and over half of young women have spent some time in local authority care.

²⁵ Green et al (2005) *Mental Health of Children and Young People in Britain*. [Online] Available from <http://www.hscic.gov.uk/pubs/mentalhealth04>

²⁶ PHE (2016) *Children's and Young People's Mental Health and Wellbeing Fingertips Tool* [Online] Available from: <http://fingertips.phe.org.uk/profile-group/mental-health/profile/cypmh>

Southampton has a LAC rate of 108 per 10,000 children aged under 18; which although still highest amongst the statistical neighbours, it has reduced for the first time since 2012 (see figure 4.4.5). The percentage of looked after children subject to a conviction, final warning or reprimand is currently only available up until 2015/16 but it does show an increase for the first time since 2008/09.

Figure 4.4.5:



Southampton City Council are safely and slowly reducing the rate of LAC within the city, however reduction of numbers of LAC can only be undertaken in a measured and controlled manner, with clear prioritisation and oversight on safeguarding.

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

The outcomes for children that become looked after are poorer than the general population, and this can be exacerbated if the turnaround time to ensure safe resettlement is long. The YOS Youth Justice Strategic Report (2017) has again raised offending rates among LAC as an area, which needs to be monitored and have identified the following actions for improvement:

- Work collaboratively with Pathways, Looked After Children's Team and Virtual School Head to improve offending and re-offending outcomes for LAC in Southampton.
- Increase the use of restorative interventions with LAC.

- Continue to prioritise LAC at joint decision making panel and additionally, their needs are reflected in the Reducing Offending Action Plan where appropriate.

Families Matter is the local name given to the national Troubled Families Programme; it works with families experiencing multiple and complex problems and sometimes causing problems for others. This programme, which is funded by government through a payment-by-results scheme, aims to provide intensive support to families with multiple and complex needs. Its primary aim is to transform the way in which services work with families.

The core approach is to provide intensive support to 'turn around' families that are believed to cost public services the most. The initial phase of the programme focused on reducing poor attendance and exclusions from school, youth offending and worklessness. These themes continue with additional strands for 'Children Who Need Help', 'Domestic Abuse' and 'Health'. Worklessness has expanded to include families at risk of financial exclusion.

Southampton has agreed to work with and turnaround up to 2,230 families under the programme by 2020. To date (Sept 17), of the 1,346 families worked with so far, 28% have been turned around, with evidence of success against all six strands and/or securing and sustaining employment for 6 months. The service is about to embark on a new phase, as integration of 0-19 Prevention and Early Help Services, with Solent NHS Trust is achieved. This will ensure duplication is reduced, resources are targeted more intelligently and partnership working achieves stronger and longer lasting outcomes for families.

Closer working with housing has supported rapid and effective responses for families affected by the Benefits Cap and introduction of Universal Credit; attendance at Community Tasking and Co-ordination Groups will enable Police teams to identify at risk families who would benefit from support and opportunities to intervene and divert young people aged 0-19 from the criminal justice system. Direct referral pathways to Families Matter have been established for Police and Housing and these will be promoted more robustly into 2018.

4.4.2 Youth Offending Trends and Benchmarking

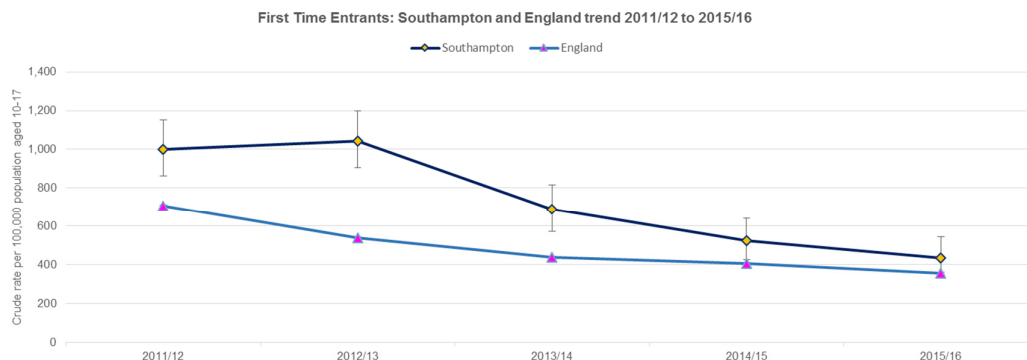
First-time Entrants

First-time entrants (FTEs) to the youth justice system in Southampton have fallen for the fourth year running, although the rate of the decrease is slowing. The decrease in FTEs in England is decreasing at a slower rate meaning the gap between the two is narrowing figure 4.4.6. Figure 4.4.7 below shows that although Southampton is still higher than the England average, it is no longer statistically different.

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

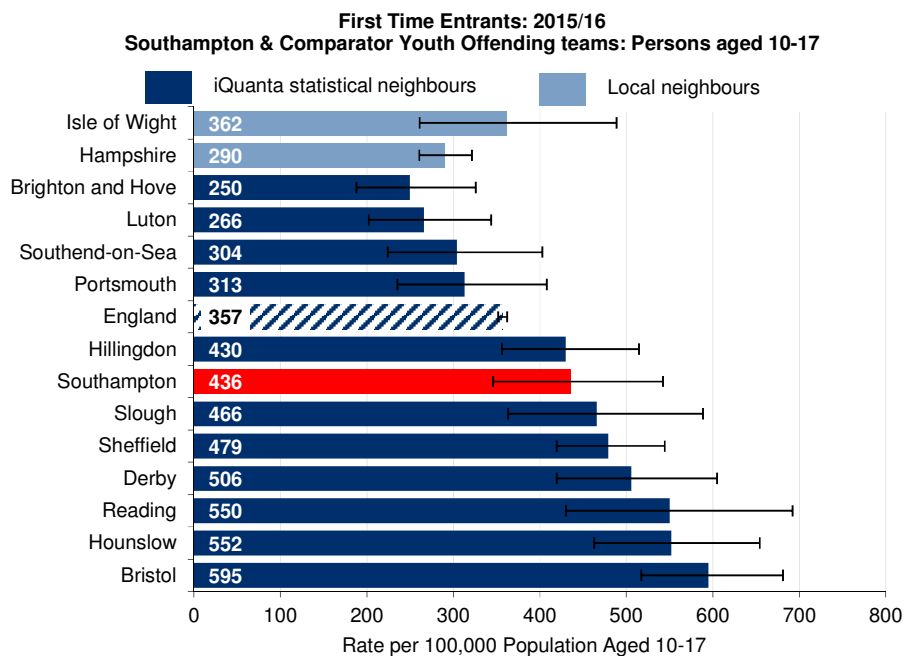
families in the early years of a child's life or as family problems begin to develop. The YOS Youth Justice Strategic Report (2017) ²⁷ notes that the service are implementing a series of measures to continue the reduction in FTEs which includes an ongoing focus on restorative justice and early help for those at risk.

Figure 4.4.6:



Source: Youth Justice Management Information System

Figure 4.4.7:



Source: Youth Justice Management Information System

²⁷ Southampton Youth Offending Service (2017) YOS Youth Justice Strategic Report.

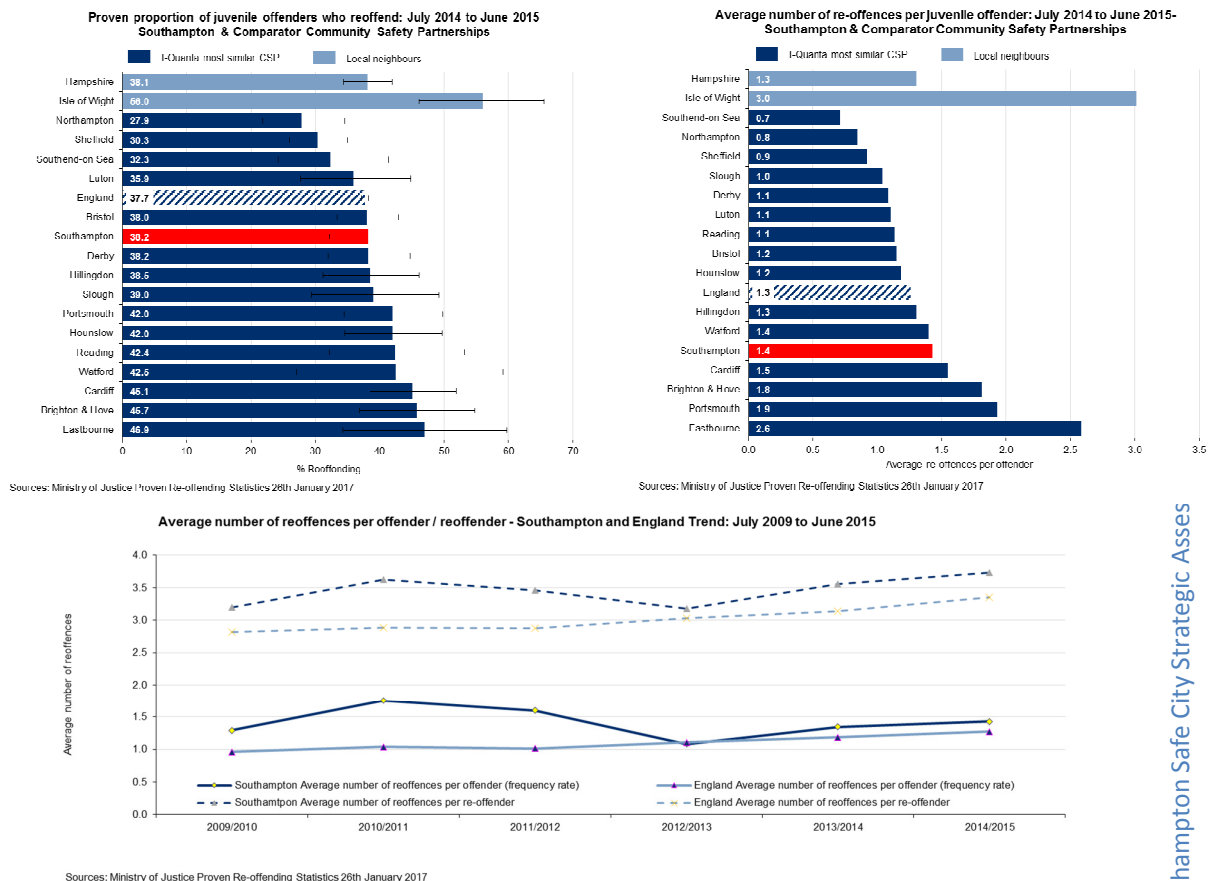
Youth Offenders in Custody

Similar to rates of FTEs, rates of youth offenders in custody are reducing, with a rate of 0.49 per 1,000 population but remain high compared to a national rate of 0.36 per 1,000 population. In order to address the high custody rates, the YOS in partnership with the local Youth Bench, Hampshire YOS and HMCTS (Her Majesty's Courts and Tribunal Service), have introduced a deferred sentence strategy, with a view to a planned deferment of sentencing for young people at risk of custody in order to ensure all avenues of support and intervention have been tried. It is too early (and too few cases have been sentenced within the framework) to give any meaningful feedback as to the success of the strategy thus far, but this will continue to be utilised for all appropriate sentencing events.

Youth Reoffending

Youth reoffending in Southampton is currently 38.2%, above the national average of 37.7% but not significantly so. Figure 4.4.8 shows the proportion of reoffenders who reoffend and the average number of re-offences per juvenile offender. Figure 4.4.8 also shows that the number of offences are going up amongst all offenders and reoffenders.

Figure 4.4.8:



Although Southampton has one of the lowest juvenile re-offending rates amongst its comparator areas, it is amongst the highest for the average number of re-offences per reoffender, which has seen an increase from last year. However, it should be noted that in real terms, the number of reoffenders has fallen from 115 to 96 over the same period. The reoffending data is based on a cohort of offenders, which, due to the successful work of the YOS, has rapidly decreased over the last three years; the cohort size fell by 53 in the last year alone, which is almost a 17% reduction compared to a 40% between 2014/15 and 2015/16.²⁸ Those offenders remaining in the system / cohort have multiple and much more complex needs, requiring more specialist interventions, which is why the average number of re-offences is high.

The YOS predict that the re-offending increases seen over the past three years will continue if action is not taken. In order to address these rates of re-offending, going forward the YOS will focus on:

- More robust integrated, child friendly planning.
- Development of peer audit practices within the team to develop staff understanding of effective assessment.
- Develop innovative working practices to ensure that the service has capacity to meet the challenges and opportunities of a leaner service, an increased Out of Court cohort and a smaller cohort of more complex young people subject to statutory Court Orders.
- Review of the Priority Young Person Strategy.
- Development of a multi-agency, whole city Restorative Practice approach to working with children who offend or are at risk of offending

In addition, it should be noted that the methodology employed by the Youth Justice Board (YJB) for measuring re-offending rates in children will be changing at the end of 2017 to a 3-monthly, rather than a 12 monthly review period. As a consequence, the YJB anticipates to see increased re-offending rates across the country, and greater local quarterly fluctuations. The Safer City Partnership and the YOS will monitor the figures and impact in the coming months, before the next strategic assessment is due to ensure any significant changes are addressed promptly.

4.4.3 Sub-City Analysis

Due to the small numbers involved in the size of the sample collected by the YOS it is not possible to break down the data to ward level. The data is available for the postcode district which shows that the majority of young offenders live in the areas covered by the postcode area SO19 (which includes the wards of Peartree, Woolston, Sholing and Bitterne) and SO16 (which includes Redbridge, Coxford and Bassett). These postcode areas do cover larger geographical areas than other postcode areas in Southampton but they also cover some of the most deprived areas of the city. The YOS note that

²⁸ Based on the latest published Ministry of Justice proven re-offending data

young people do not tend to 'travel' to offend so are likely to commit crimes in the areas where they live.

4.4.4 Victims and Perpetrators

The Southampton Youth Offending Service has continued to use the Live Tracking tool to monitor re-offending in real-time. Performance was measured on those young people identified as having an outcome date between April 2016 to March 2017 and then looking at any re-offending over the following year.

Within this cohort of 164 young people, 67 (59 male and 8 female) re-offended; a re-offending rate of 40.9% which is higher than the proven reoffending data published by the Ministry of Justice. The two figures will never correlate as the proven published data from the Ministry of Justice reflects a different cohort group from 3 years ago. The Live Tracking tool primarily is not meant to accurately measure re-offending rates, but rather to predict potential rates and gain an understanding of the profile of young offenders worked with by the Youth Offending Service.

The Priority Young People (PYP) is a programme managed by the YOS; it mainly works with young people with 5 or more convictions in a rolling 12 month period and/or at least 4 arrests in a month, over a 12 month period. Priority is given to those being involved in serious youth crime which includes; serious violence, weapons or being involved in the supply of drugs. The Safe City Strategic Assessment for 2015/16 included comparisons between PYP cohorts but this is no longer possible due to a change in reporting. However, 2016/17 saw a reduction in the number in the cohort due to change in selection methods and a focus on the most prolific/high risk young people and data should be available for comparison in the future.

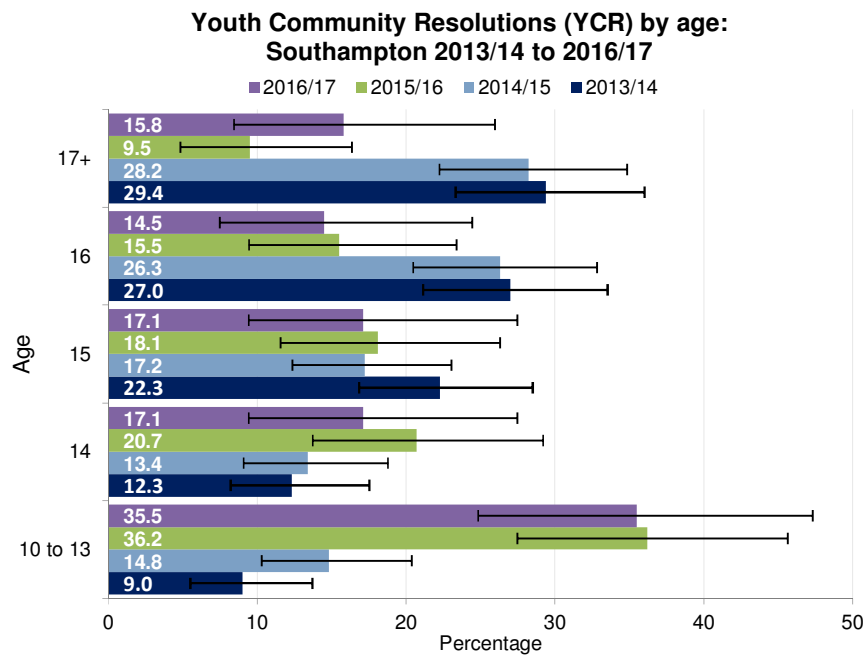
Youth Community Resolution

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 are also now routinely referred into the local Early Help scheme where provision is dependent upon assessed need. This ensures that they get the support and supervision that they require. During 2016/17 there were 76 YCRs in Southampton, a 44% reduction from 2015/16 with those receiving a YCR having a similar demographic makeup to those in the offending tracker cohort; being mainly from a white ethnic group and male, although with a slightly younger age profile with the 14 year old and 15 year old age groups being the largest (see figure 4.4.9).

It is believed the reduction has been due to two reasons. Firstly, revisions made to the Out of Court/Joint Decision making processes mean other interventions, such as Youth Cautions and Youth Conditional Cautions are often utilised in addition or instead of YCRs. Secondly, the complexity of need of young people eligible for an Out of Court disposal is also high and this impacts on the decisions

made about intervention suitability. In 2016/17, the majority of offenders that received a YCR had committed an offence relating to assault (32%), followed by criminal damage (29%) and then theft (17%). Between April 2013 and March 2016 YCRs were given to 331 young people and the reoffending rate was 21.7%, significantly lower than re-offending rates generally. This reduction is attributed to both the success of the YCR and because re-offending is typically lower for the types of crime that receive YCRs.

Figure 4.4.9:



Needs of Young Offenders

The suitability of accommodation for young offenders at the end of YOS interventions has improved slightly with 97% of young people finding appropriate accommodation after finishing interventions with YOS in 2016/17 compared to 96% in 2015/16. 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 has reduced by 5.7% over the past year from 62.9% to 68.6%, with the reduction being greater amongst school aged children (7.2%) compared to over 16s (4.1%). 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. In addition, the YOS team report that young people tend to target people known to them; this could be peers or family. In addition, significant numbers of young people who offend have themselves been victim of crime.

Service User Perspectives

During the course of 2016-17 young people undertook HMIP Viewpoint Questionnaires and attended "Have Your Say" meetings with the YOS Management Team in order to provide their perspective on service delivery. The responses were largely positive with 92% of children saying YOS made them realise change was possible, 89% of children felt they were less likely to offend and 100% of children felt the service given by YOS was good.

Ending Gang and Youth Violence Peer Review

The Southampton Safe City Partnership and Hampshire Constabulary were successful in applying for a Home Office Ending Gang and Youth Violence Team Peer Review in 2015. The Peer Review took place in the final week of February 2016 and had two objectives:

1. Support the development of an informed, evidenced-based view of how Southampton is doing in terms of delivering on its serious youth crime prevention ambitions and priorities.
2. Identify practical actions to further improve outcomes and partnership working.

The Home Office review team interviewed 108 stakeholders, carried out over 55 interviews and scrutinised documentary evidence. The overriding position of the review team was that there is no evidence of a current street gangs issue in Southampton. Rather, Southampton has organised crime gang links from elsewhere exploiting those with existing vulnerabilities. The key driver is the drugs market with associated risk taking behaviour by young Southampton residents. The Peer Review feedback highlighted a significant number of strengths, and some areas of exceptional local practice. These included:

- Police Tactical Planning Meeting Plus arrangements
- Community mobilisation in response to the Derby Road documentary by Channel 4
- The development of a single strategic assessment
- Housing and Neighbourhoods Junior Warden scheme
- YOS offending behaviour programme
- Housing Association work with local universities to inform practice
- YOS Arts Award project

- Wheatsheaf Trust engagement and pre-employment work with young offenders
- Regeneration and skills and development work contributing to a major reduction in young people not in education, employment or training (NEET)

The team also made a series of high level recommendations regarding serious youth crime prevention work in the city:

- Ensure the views of 'least heard' young people are at the core of the Partnership response; then agree a common language to define the problem and then the vision.
- Maximise resource by pooling budgets and proposed devolution powers.
- Enter into a Knowledge Transfer Partnership with the local universities to maximise analysis and shared learning
- Develop a community engagement strategy to include faith, business and community.
- Mapping and evaluation of interventions available to statutory and non-statutory young people.
- Engage with the current national review of Youth Justice to understand likely policy developments and the impact on the local response to youth crime and prevention.

The Peer Review report was published in April 2016 and will be reviewed by the end of 2017/18. The Southampton Serious Youth Crime Prevention Plan will be reviewed in light of the recommendations and presented for endorsement by the YOS Management Board and Safe City Partnership.

Update on 2015/16 Recommendations

Recommendation	Current Position
Some key outcomes for children and young people in Southampton continue to be poorer than the national average; many of which are risk factors for youth offending. Improving education and economic outcomes for young people who are at risk of offending should continue to be a key priority in order to break the cycle of youth offending in the city.	The YOS is developing stronger partnerships with Wheatsheaf, City Deal and the Prince's Trust to ensure that young people who are NEET (Not in Education, Employment or Training) are given pathways to new opportunities. Educational outcomes for young offenders are being audited and the YOS are working hard to ensure that assessments appropriately address educational attainment, and working with other agencies, including schools and FE to ensure young people have access to a full programme of activity. The YOS are developing work with the SEND (Special Educational Needs and Disabilities) team and the Educational Psychology team to better understand young people's needs.
Outcomes for children in respect of first time entrants and custody are improving. However, these areas should continue to be an area of focus for the Partnership in order to drive further performance improvement in line with national and comparator areas.	Whilst the continuing downward trend of first time entrants is reflective of a national trend, Southampton's performance in relation to comparator authorities indicates a successful local approach. This approach includes early help in diverting children in the first instance, multi-agency working, partnerships with Police and others and a robust joint decision making panel ensuring interventions are targeted effectively. Pressures on custody settings nationally present unique challenges, including reduced access to ETE (education, training and employment), health and pastoral support due to staffing reductions.

The Partnership should continue to monitor and prioritise reoffending rates for young people given the slight rise in the latest period; focusing on those young people with the most complex needs.	Re-offending rates for young people who have had the benefit of out of court disposals are lower than those who have been sentenced at court. Work is underway to better understand the complex histories of young people who offend; this includes multi-agency case reviews, practice audits and a new management focus on multi-agency working.
The Partnership should continue to focus on outcomes for priority groups, such as looked after children.	LAC conviction rates are equitable with the national average and lower than the regional average, which is a positive trend, albeit for a relatively small cohort of children. A Hampshire LAC Offending Protocol has ensured that there is stronger collaborative working with neighbouring local authorities to ensure that LAC children are supported in a way that is appropriate to their level of need.
There is a need for the Partnership to develop a more detailed understanding of the speech, language and communication needs of our young people, including for those for whom English is not their first language, in order to remove any barriers to engagement with the Youth Offending Team.	The SEND Inspection 2017 highlighted the training that the YOS had received as an example of good practice. Some young people for whom English is a second language fed back that they were not asked what language they would prefer interventions to be delivered in and so staff now routinely fill in a speech, language and communication screening as part of their Asset+ assessments.
The Partnership should review and implement the recommendations from the 2016 Home Office Ending Gang and Youth Violence Team Peer Review.	An action plan, due to be reviewed in 2017, will define gang-related activity and hone interventions and responses in this area. Work is underway to improve links with the Metropolitan Police Operational Group to ensure County Lines (national crime pathways) activity is aligned.
Southampton City Council and partners should strongly consider conducting a new Pupil Survey to refresh understanding and evaluate changes to young people's experience with regards to a range of risk factors for youth offending and victimisation.	Service user engagement and feedback have been identified as a key area for development and a review of current processes is being undertaken. Opportunities for a consultation project in partnership with Solent University are also currently being scoped.

Recommendations

- The YOS should work with schools and other partner organisations to improve education attainment amongst those who offend and those who are at risk of offending.
- The YOS should continue to work to ensure that all young people leaving custody go into appropriate accommodation.
- The YOS to reduce re-offending by extending the benefits of diversion and out of court disposals for young adults.
- The Partnership should continue to monitor and prioritise reoffending rates for young people given the slight rise in the latest period; focusing on those young people with the most complex needs.

- The YOS to deliver the reducing re-offending action plan, reviewed quarterly at YOS Management Board meetings, to improve offending and re-offending outcomes for Looked After Children in Southampton.
- Outcomes for children in respect of first time entrants and custody are improving. However, these areas should continue to be an area of focus for the Partnership in order to drive further performance improvement in line with national and comparator areas.

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.

A recent study in Scotland found a strong association between deprivation and neighbourhoods (mostly in urban settings) with high concentrations of crime and unemployment as well as poorer health and educational outcomes.²⁹ The study also linked poverty with chronic victimisation, as those who are victimised multiple times tend to be concentrated in areas characterised by low educational attainment and poor health. Another study which looked at a large cohort of young people in Edinburgh showed that children living in poverty are over-represented amongst juvenile violent offenders, with girls from low socio-economic backgrounds being at significantly greater risk of engaging in violence. Even when risk factors such as poor family attachment and substance misuse were taken into consideration, it was still shown that young people who are growing up in communities with high levels of deprivation, were significantly more likely to engage in violence.³⁰

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; both are significantly higher than the city average. These central wards have large shopping areas and high numbers of night time economy venues and these may be associated with some crime types. When considering trends, crime rates in both wards have increased in 2016/17 although not significantly.

It should be noted that the very high reported crime rates in the city centre would be 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. When workday population is used, in an attempt to correct for the city centre effect, Bitterne and Woolston have the highest rate of offences per 1,000 population. Bevois and Bargate are still amongst the higher rates

²⁹ 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

³⁰ McAra, L., and McVie, S. (2015) 'The Reproduction of Poverty' *Scottish Justice Matters*, November, Available online: <https://tinyurl.com/pt229wm> Accessed on 4/9/2017

recorded, but no longer occupy the top two slots, dropping to fourth and sixth position respectively. Figure 4.5.1 shows the ward level crime rates for both methodologies.

Figure 4.5.1:

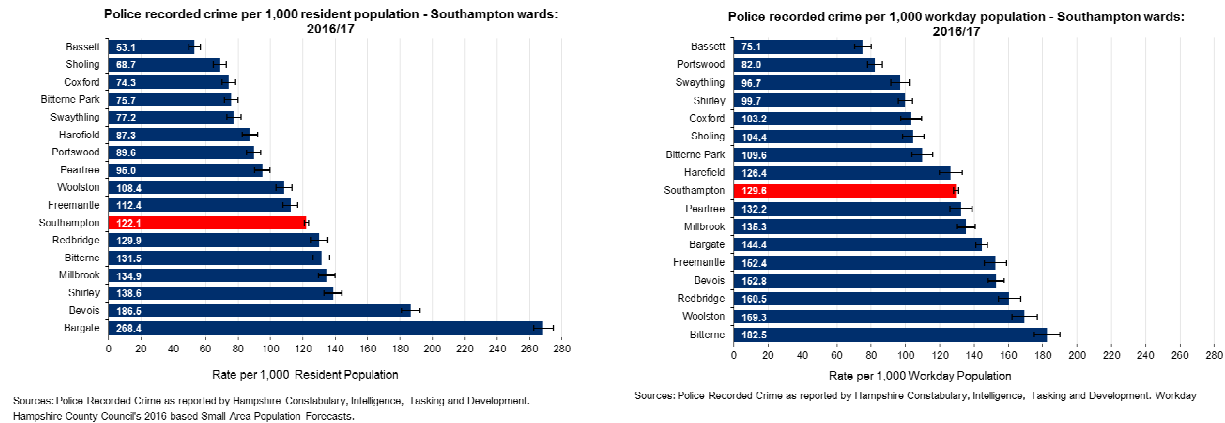


Figure 4.5.2:

Ward summary - Police Recorded Crime: Southampton and Wards 2016/17

Key: Difference to Southampton average

Significantly worse (Red)
Worse but not significantly (Light Red)
Significantly better (Green)
Better but not significantly (Light Green)

Recorded Crimes in 2016/17	Per 1,000 resident population																			
	Total recorded crime	All crime flagged as affected by alcohol	Violent crime	Violence with injury	Violence without injury	Violent crime in a public place	Violent crime affected by alcohol	Violent crime affected by alcohol and flagged as domestic	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	High Risk Domestic Abuse	Non Domestic Burglary
Southampton	122.1	9.2	40.0	15.6	22.1	14.2	6.4	2.6	3.6	43.9	2.3	1.3	7.7	1.8	5.9	2.8	11.2	13.0	3.2	7.9
Bargate	268.4	25.9	65.6	32.6	33.0	39.7	16.1	4.2	5.6	94.9	7.1	3.4	8.5	1.4	7.1	9.6	12.9	15.1	2.6	13.1
Bassett	53.1	2.3	14.3	5.6	8.7	3.7	2.0	0.8	1.5	12.8	1.0	*	4.2	0.9	3.4	0.8	5.1	6.0	1.4	8.6
Bevois	186.5	24.4	71.0	31.9	39.2	35.3	18.0	4.6	5.3	62.9	4.7	3.2	10.8	2.2	8.6	5.3	16.0	17.9	4.1	8.3
Bitterne	131.5	6.7	52.8	19.7	33.2	14.7	5.6	3.6	3.3	43.9	1.2	1.2	6.0	2.1	4.0	2.2	19.2	21.3	5.1	3.9
Bitterne Park	75.7	4.6	21.7	9.5	12.1	6.1	3.6	2.8	1.4	19.4	0.9	0.6	8.1	1.1	7.0	1.5	10.2	12.2	2.1	9.6
Coxford	74.3	3.2	23.8	8.8	15.0	5.1	2.6	1.5	3.7	35.7	*	*	6.0	1.6	4.3	0.7	9.2	11.1	2.4	5.9
Freemantle	112.4	8.5	33.1	11.5	21.5	8.2	5.8	2.2	2.6	28.7	1.8	0.9	8.5	1.8	6.7	4.8	9.0	10.2	2.6	11.1
Harefield	87.3	5.7	30.5	12.9	17.6	8.7	4.4	2.5	2.9	33.2	1.6	0.8	5.2	2.1	3.2	1.0	10.8	13.0	4.3	3.2
Millbrook	134.9	8.1	36.3	15.0	21.3	12.5	5.5	2.3	3.0	50.0	2.0	1.3	10.3	1.7	8.6	1.7	10.5	13.0	3.9	9.9
Peartree	95.0	5.0	29.9	12.0	17.9	8.9	3.8	2.0	2.9	32.0	1.2	1.9	7.3	2.7	4.6	1.0	10.5	11.7	3.3	7.1
Portsmouth	89.6	7.0	24.3	9.6	14.7	8.8	4.2	1.9	2.2	29.0	1.9	0.9	6.2	1.0	5.2	2.4	7.6	9.2	2.8	7.8
Redbridge	129.9	8.4	47.0	18.1	28.8	15.6	5.8	3.2	4.1	67.2	1.2	0.8	7.3	1.7	5.6	2.6	15.2	10.9	4.6	7.5
Shirley	138.6	7.5	36.8	16.1	20.7	15.4	5.0	2.3	4.2	44.2	3.7	1.5	11.3	1.7	9.7	1.9	10.1	12.7	3.0	9.5
Sholing	68.7	4.1	22.9	8.5	14.3	6.6	3.0	1.5	2.2	21.4	*	0.9	7.3	2.0	5.3	1.1	7.6	8.8	2.3	3.7
Swaythling	77.2	4.3	26.1	8.3	17.8	6.3	2.7	1.8	2.3	29.8	2.0	0.7	6.9	1.8	5.1	1.6	9.7	10.8	3.2	5.2
Woolston	108.4	6.7	37.6	14.0	23.6	10.3	4.8	2.3	3.7	59.8	1.5	0.8	6.6	2.6	4.0	1.8	12.8	15.3	3.7	8.6
Repeat noise complaints (%)																				
Southampton																				
Bargate																				
Bassett																				
Bevois																				
Bitterne																				
Bitterne Park																				
Coxford																				
Freemantle																				
Harefield																				
Millbrook																				
Peartree																				
Portsmouth																				
Redbridge																				
Shirley																				
Sholing																				
Swaythling																				
Woolston																				

* Suppressed due to small numbers

The distribution of crime by electoral ward varies by crime type, as illustrated by the tartan rug shown in figure 4.5.2. 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 necessarily where the victim or offender comes from. Bargate and Bevois have high rates across the majority of crime types, whilst crimes related to anti-social behaviour and domestic violence and abuse are strongly correlated to areas of high deprivation. Unsurprisingly,

crime flagged as affected by alcohol is high in wards where the night time economy is located. The reasons for the distribution for other individual crimes are examined in more detail later in the assessment.

Figure 4.5.3:

Key: Percentage change from 2015/16

■ Increase
■ Decrease

	% change in number of incidents - 2015/16 to 2016/17																			
Recorded Crimes in 2016/17	Total recorded crime	All crime flagged as affected by alcohol	Violent crime	Violence with injury	Violence without injury	Serious sexual offences - total	Serious sexual offences - Rape	Serious sexual offences - other	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 Domestic Burglary	Domestic Burglary	Noise complaints
Southampton	13.1% (3560)	6.4% (139)	15.0% (1235)	8.3% (302)	20.2% (934)	34.5% (232)	6.0% (18)	57.7% (214)	3.6% (386)	15.2% (75)	30.3% (76)	3.2% (59)	25.9% (155)	16.9% (214)	0.9% (6)	17.6% (422)	6.0% (186)	15.5% (269)	12.0% (106)	7.6% (188)
Bargate	14.6% (792)	12.2% (65)	11.3% (154)	8.3% (58)	14.4% (96)	19.4% (21)	9.1% (3)	24% (18)	19.8% (362)	48.2% (53)	52.9% (27)	37.1% (53)	0% (53)	48.2% (53)	6.7% (14)	21.1% (52)	20.8% (60)	10.2% (28)	40.2% (51)	12.7% (46)
Bassett	23.8% (161)	16.1% (5)	24.2% (44)	29.0% (20)	21.2% (24)	9.5% (2)	57.1% (4)	42.9% (6)	22.4% (37)	7.1% (1)	100.0% (4)	13.6% (8)	12.5% (2)	23.3% (10)	160.0% (8)	35.6% (8)	19.0% (21)	75.3% (58)	120% (42)	23.8% (19)
Bevois	8.5% (274)	1.7% (8)	3.4% (44)	6.8% (44)	13.5% (88)	30.3% (23)	36.1% (13)	25.0% (10)	2.2% (26)	27.1% (19)	25.0% (12)	20.0% (34)	36.7% (11)	16.4% (23)	6.5% (7)	18.4% (47)	8.4% (26)	33.1% (39)	11.3% (16)	8.9% (26)
Bitterne	23.4% (359)	10.2% (11)	41.7% (224)	36.1% (75)	45.3% (149)	50.0% (16)	23.1% (3)	68.4% (13)	4.5% (30)	0% (0)	41.7% (5)	20.9% (23)	34.8% (16)	10.9% (7)	19.2% (5)	40.8% (80)	18.1% (47)	34.9% (30)	41.0% (16)	11.7% (21)
Bitterne Park	3.6% (38)	15.8% (9)	2.6% (8)	2.1% (3)	6.7% (11)	42.9% (15)	61.1% (11)	23.5% (4)	15.2% (50)	0% (0)	12.5% (1)	28.6% (26)	42.9% (12)	60.3% (38)	4.5% (1)	26.7% (31)	34.3% (22)	36.3% (37)	33.3% (14)	2.0% (2)
Coxford	8.3% (80)	26.2% (16)	0.3% (1)	2.4% (3)	1.9% (4)	33.3% (13)	6.7% (1)	50.0% (12)	13.9% (81)	76.7% (23)	50.0% (3)	23.6% (26)	37.8% (14)	16.4% (12)	41.2% (7)	9.8% (14)	9.2% (16)	102.4% (42)	38.5% (10)	6.9% (7)
Freemantle	27.4% (394)	17.8% (21)	24.5% (106)	14.6% (24)	30.6% (82)	34.4% (11)	30.0% (6)	141.7% (17)	3.5% (132)	25.0% (6)	40.0% (3)	35.3% (45)	6.5% (28)	53.5% (73)	8.2% (8)	5.0% (2)	5.1% (5)	63.6% (21)	6.9% (3)	4.7% (5)
Harefield	7.6% (87)	20.9% (14)	20.4% (73)	20.5% (31)	20.3% (42)	7.9% (3)	5.3% (1)	21.1% (4)	7.6% (33)	53.3% (8)	50.0% (4)	28.8% (30)	21.6% (8)	32.8% (22)	22.2% (4)	10.1% (14)	2.2% (4)	40.8% (31)	4.0% (2)	20.9% (24)
Millbrook	16.8% (312)	8.3% (10)	17.9% (89)	32.2% (59)	9.6% (30)	37.1% (13)	40.0% (6)	35.0% (7)	19.6% (132)	15.8% (6)	16.7% (3)	37.2% (45)	50.9% (28)	110.6% (73)	22.9% (8)	1.2% (2)	2.3% (5)	15.1% (21)	5.3% (3)	3.4% (5)
Peartree	7.5% (97)	11.0% (9)	6.6% (27)	8.0% (13)	5.6% (14)	121.1% (23)	45.5% (5)	225% (18)	9.5% (49)	50.0% (6)	40.0% (8)	1.8% (2)	53.8% (14)	19.3% (16)	30.0% (6)	0% (0)	14.4% (29)	40.5% (30)	23.7% (9)	10.5% (13)
Portswood	16.1% (186)	19.5% (17)	26.9% (77)	12.5% (16)	38.6% (61)	57.1% (12)	36.4% (4)	80% (8)	2.4% (10)	163.6% (18)	55.6% (163.6)	3.1% (3)	6.3% (1)	2.5% (2)	50.0% (12)	50.0% (38)	32.7% (34)	1.7% (2)	0% (0)	17.5% (28)
Redbridge	18.3% (313)	23.6% (25)	20.9% (126)	12.4% (31)	26.9% (95)	61.5% (24)	0% (24)	120.0% (109)	9.4% (7)	26.9% (2)	20.0% (73)	39.0% (60)	69.0% (13)	13.0% (60)	2.5% (1)	17.9% (36)	41.7% (121)	33.0% (29)	15.9% (7)	78.4% (152)
Shirley	9.4% (178)	7.4% (9)	6.2% (32)	6.2% (14)	6.1% (18)	80.0% (28)	58.3% (7)	91.3% (21)	0.2% (1)	12.0% (6)	20.7% (6)	41.7% (50)	39.0% (16)	83.5% (66)	21.7% (5)	11.0% (15)	10.5% (18)	3.4% (5)	41.0% (16)	2.4% (3)
Sholing	6.3% (58)	23.4% (11)	11.3% (33)	6.2% (8)	25.3% (41)	14.8% (4)	0% (0)	25% (4)	7.3% (24)	80.0% (12)	85.7% (6)	15.7% (14)	12.0% (3)	17.2% (11)	0% (0)	10.2% (10)	3.1% (4)	8.8% (5)	22.9% (8)	16.3% (14)
Swaythling	1.1% (12)	1.6% (1)	14.5% (48)	4.0% (5)	25.7% (53)	47.8% (11)	0% (0)	100% (11)	0.5% (2)	38.1% (8)	100.0% (5)	9.9% (11)	10.3% (3)	9.8% (8)	26.3% (5)	16.4% (20)	1.9% (3)	5.6% (4)	28.6% (12)	9.9% (10)
Woolston	12.4% (186)	11.8% (11)	24.8% (116)	5.3% (11)	40.1% (105)	46.2% (18)	5.3% (1)	95% (19)	19.9% (154)	8.0% (2)	116.7% (7)	25.9% (36)	31.7% (19)	21.5% (17)	3.4% (1)	37.5% (54)	30.8% (56)	13.1% (20)	11.6% (5)	54.6% (77)

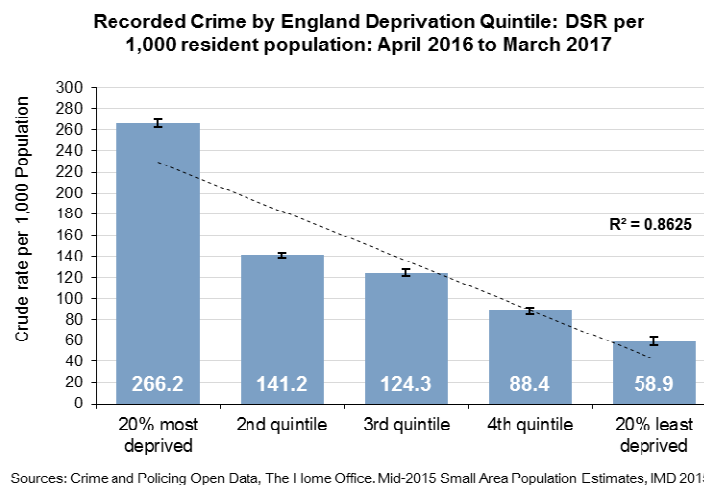
The changes in Police recorded crime between 2015/16 and 2016/17 at ward level are illustrated in the tartan rug in figure 4.5.3; red indicates an increase, whilst green indicates a decrease. Some caution is required when interpreting these changes, as they can be based on small numbers and may not necessarily be statistically significant. 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 it is 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 a few exceptions it can be seen that thefts of a motor vehicle have reduced across the city, whilst violent crime and serious sexual offences have increased in the majority of Southampton's

wards. In contrast, changes in vehicle offences and burglary varies substantially by ward; as previously stated, the reasons for this are explored later in the assessment.

4.5.2 Deprivation

The more deprived areas of Southampton experience significantly higher rates of crime and anti-social behaviour. The areas in the city amongst the 20% most deprived nationally record rates of 266 crimes per 1,000 resident population compared with a rate of 59 crimes per 1,000 resident population for those living in areas amongst the least deprived 20% in England (see figure 4.5.4).

Figure 4.5.4:

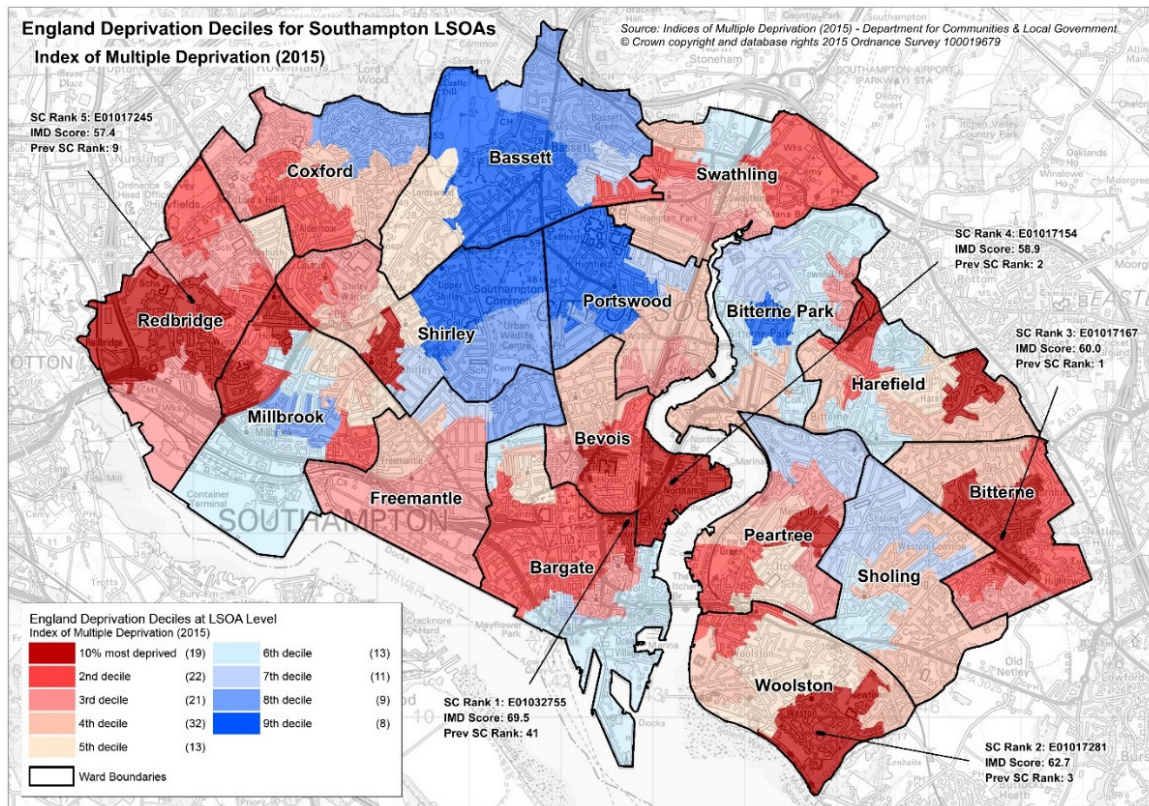


Southampton has some of the most deprived lower super output areas (LSOAs) in the country, with parts of the wards of Bevois, Bargate, Bitterne, Harefield, Millbrook, Peartree, Redbridge, Shirley and Woolston ranked amongst the 10% most deprived in England. However, Southampton also has areas of low deprivation, amongst the 20% least deprived in the country and these are often adjacent to far more deprived neighbourhoods (see map in figure 4.5.5). The importance of feelings and perceptions of relative poverty has been shown to be a factor in engendering feelings of discord and violence.³¹

The Index of Multiple Deprivation (2015) indicates that Southampton has become relatively more deprived in recent years (see section 3), which exacerbates this problem. The city has fallen in the local authority rankings on the basis of both average rank of LSOAs and average score of LSOAs. Of the 148 LSOAs in Southampton, 51 have moved into a more deprived decile and Southampton now has 19 LSOAs (previously 10) within the 10% most deprived in England and zero in the 10% least deprived (previously 1).

³¹ Joseph Rowntree Foundation (2014) *Reducing poverty in the UK: A collection of evidence reviews*. [Online] Available from: <https://www.jrf.org.uk/report/reducing-poverty-uk-collection-evidence-reviews>

Figure 4.5.5:



The Southampton Families Matter (FM) programme works with families experiencing problems in some of the most deprived parts of the city, providing intensive support to families with multiple and complex needs. Families Matter has been working collaboratively with Community Safety and Neighbourhood Policing to resource an improved offer via Community Tasking & Co-ordinating Groups. This will allow families of concern to be identified and supported by Families Matter following direct referrals from the Police and community safety staff. Further work has been undertaken with Youth Offending Services to develop the Joint Decision Making Panel, providing Families Matter support to families of young people identified as appropriate for diversion.

Update on 2015/16 Recommendations

Recommendation	Current Position
The Partnership should continue to support initiatives, which focus on crime reduction and community engagement in the more deprived areas of Southampton.	Complete and ongoing. Safer Neighbourhood teams engage regularly with communities, share intelligence and focus their resources on keeping people safe as well as crime reduction.
The Partnership should maintain the three publicly agreed 'Community Priorities' in all neighbourhoods to target issues (crime and anti-social behaviour) that most significantly impact communities and continue to actively engage with the public to identify and respond to issues raised.	Complete and ongoing. The three community priorities are managed through a number of methods including beat surgeries and survey monkey.

Recommendations

- The Partnership should continue to support initiatives, which focus on crime reduction and community engagement in the more deprived areas of Southampton.
- The Partnership should continue to maintain the three publicly agreed 'Community Priorities' in all neighbourhoods to target issues (crime and anti-social behaviour) that most significantly impact communities and continue to actively engage with the public to identify and respond to issues raised.

4.6 Perceptions of Crime

The Southampton Community Safety survey was carried out in August and September 2017 to get the views of people living, studying and working in the city on community safety issues. The survey carried out by Southampton City Council, was conducted through an online survey, and targeted community engagement; a total of 836 responses were received. It should be noted that due to the self-selecting nature of an online survey, there may be a skew towards those with more of a view on, or interest in community safety issues. Therefore, these results are not comparable with the results of the city survey, which were reported in last year's assessment. This should also be taken into account when making comparisons with the Crime Survey for England and Wales. Due to the nature of the 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 specific question.

In this chapter, comparisons are made with the Southampton Community Safety Survey 2015, which ran the end of August through to mid-September 2015. The 2015 survey is used for comparison as it used a similar methodology to the 2017 survey; it was conducted online and was promoted through various Partnership member communication channels, including social media. Survey respondents were also asked to compare their views to 3 years ago to better understand changing perceptions.

Figure 4.6.1: Characteristics between survey respondents and Southampton residents

Characteristic	Detail	Southampton	Survey	% point difference
Gender	Male	51.1%	39.4%	-11.7%
	Female	48.9%	60.5%	11.5%
	Transgender or identify as other		0.1%	
Age	Under 18	19.6%	0.4%	-19.3%
	18-24	17.4%	3.1%	-14.3%
	25-34	17.1%	13.1%	-4.0%
	35-44	12.5%	19.8%	7.3%
	45-54	11.3%	18.4%	7.1%
	55-64	9.0%	22.7%	13.7%
	65 and over	13.1%	22.5%	9.4%
Ethnicity	White	85.9%	94.6%	8.7%
	Asian or Asian British	8.4%	2.7%	-5.6%
	Mixed or multiple ethnic groups	2.4%	1.0%	-1.3%
	Black, African, Caribbean or Black British	2.1%	0.8%	-1.4%
	Any other ethnic group	1.1%	0.8%	-0.4%
IMD 2015 - England quintiles	20% Most deprived	26.9%	26.0%	-0.9%
	2nd quintile	37.2%	34.6%	-2.6%
	3rd quintile	17.3%	14.7%	-2.7%
	4th quintile	13.0%	15.2%	2.2%
	20% least deprived	5.6%	9.5%	4.0%

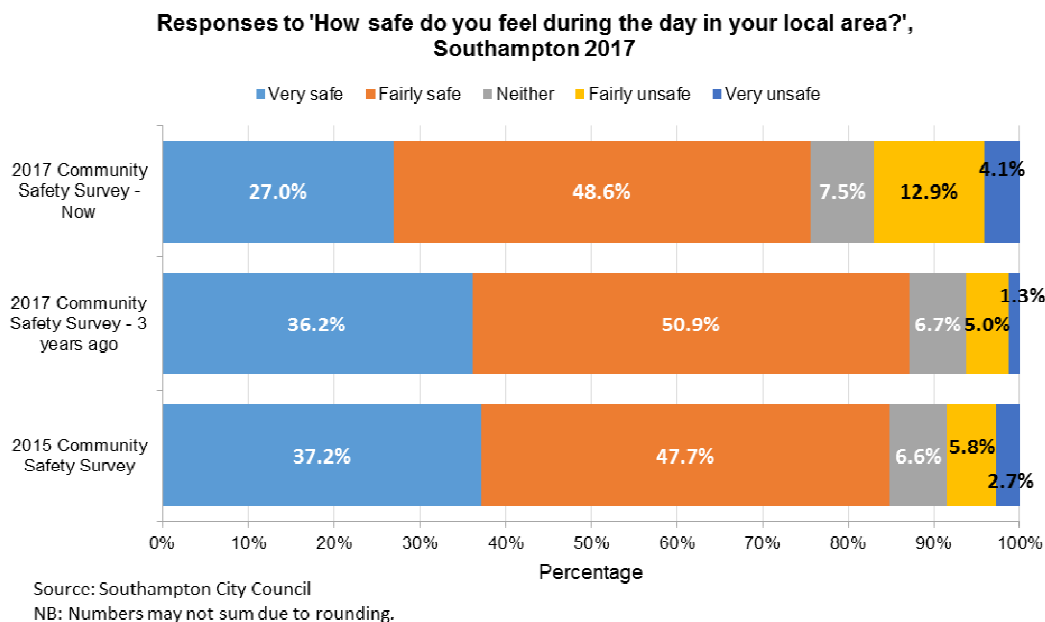
Figure 4.6.1 shows the characteristics between those people who responded to the 2017 Community Safety survey compared to the Southampton population as a whole. The table shows that more

women and people aged over 65 completed the survey compared to the overall population of Southampton. Therefore, men and the younger age groups are under-represented in the survey. Ethnic minority groups although a number of people did not fully complete the demographic questions (or 'preferred not to say') and so we cannot be certain of these comparisons. Nevertheless, this should be taken into account when interpreting the survey results.

4.6.1 Views on Safety

The respondents were asked about their overall feeling of safety in their local area within Southampton; In the 2017 Community Safety Survey, respondents were asked to compare how safe they felt now and 3 years ago; In 2017, 76% felt safe during the day, compared with 87% who felt safe during the day three years ago. In the 2015, Community Safety Survey 85% felt safe during the day. After dark, 42% felt safe, in 2017, compared with 56% three years ago and 52% in the 2015 Community Safety survey. Analysis of the Local government Association (LGA) data shows that, nationally, 78% of people feel safe in their local area after dark and 94% felt safe during the day.³²

Figure 4.6.2:



When looking at how unsafe people felt in their local area, during the day 17% of respondents to the question, in 2017, felt unsafe. Compared with only 6% saying they felt this three years ago and 9% in the 2015 Community Safety Survey. After dark, 46% of respondents felt unsafe, in 2017, compared with 30% saying they felt this three years ago, whilst 34.5% reported feeling unsafe after dark in the

³² Local Government Association (2017) Polling on resident satisfaction with councils Polling on resident satisfaction with councils [Online]: <https://tinyurl.com/ya3qbqm5> Accessed 07/11/2017

2015 survey. Therefore, this suggests that there appears to be a reduction in the proportion of people feeling safe in the city both during the day and after dark over the last three years.

Figure 4.6.3:

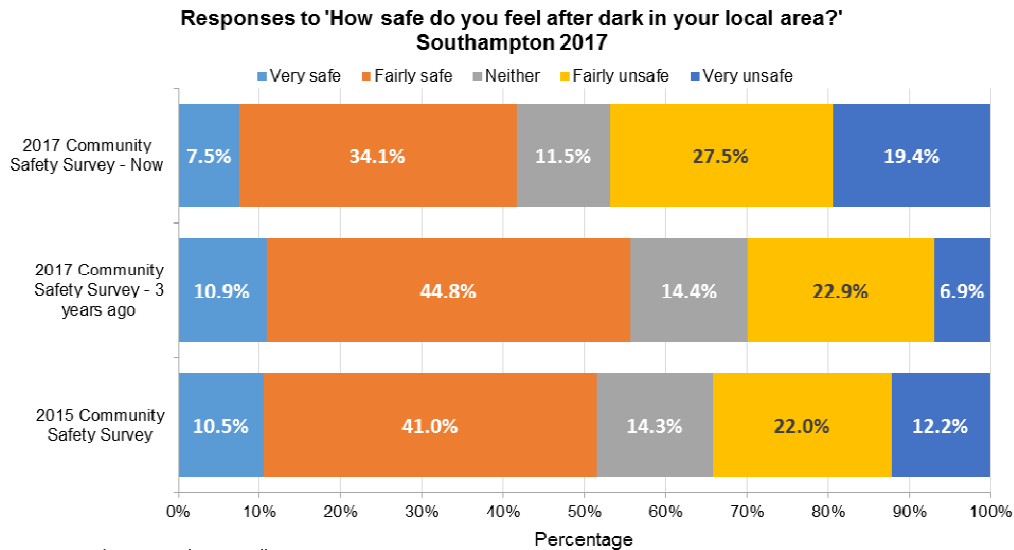
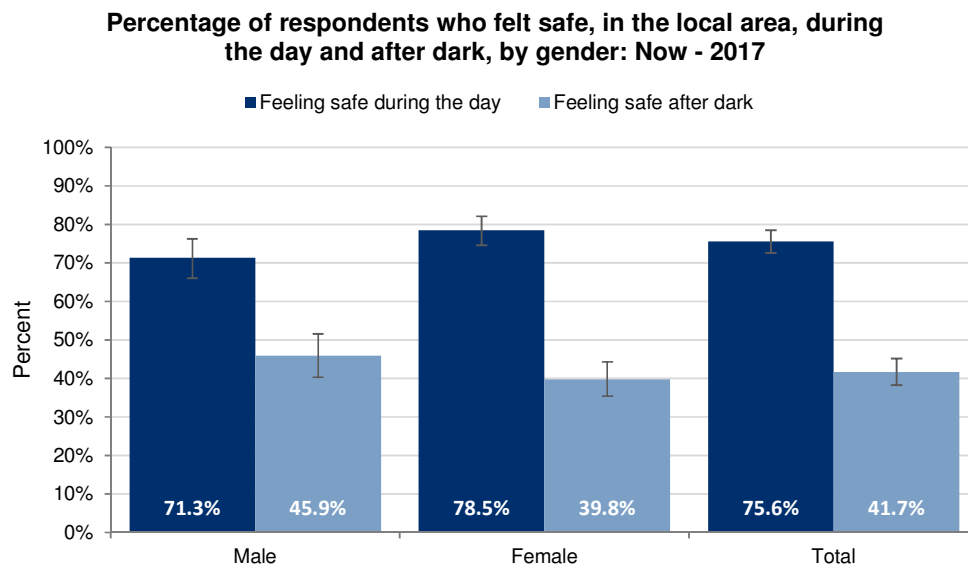


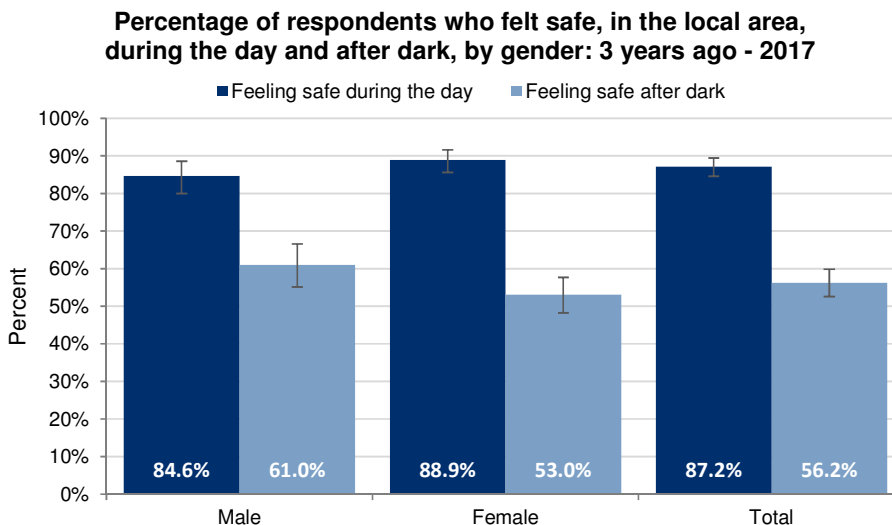
Figure 4.6.4:



Although 71% of male respondents feel safe during the day, only 46% feel safe after dark. Among females 79% feel safe during the day, but after dark only 40% of females feel safe (see figure 4.6.4).

When asked how they felt three years ago, 85% of males and 89% of females felt 'very' or 'fairly safe' during the day. After dark, 61% of males and 53% of females felt safe (see figure 4.6.5).

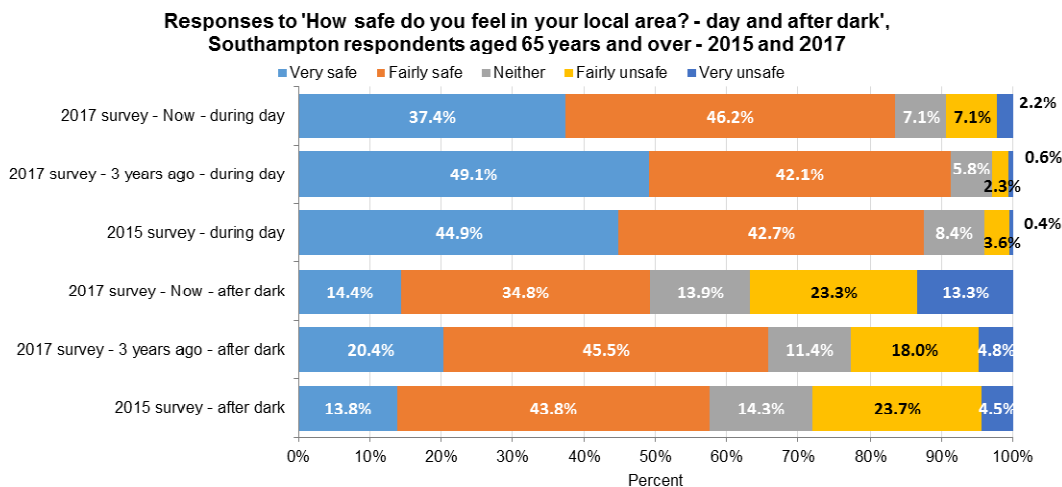
Figure 4.6.5:



Source: Southampton City Council

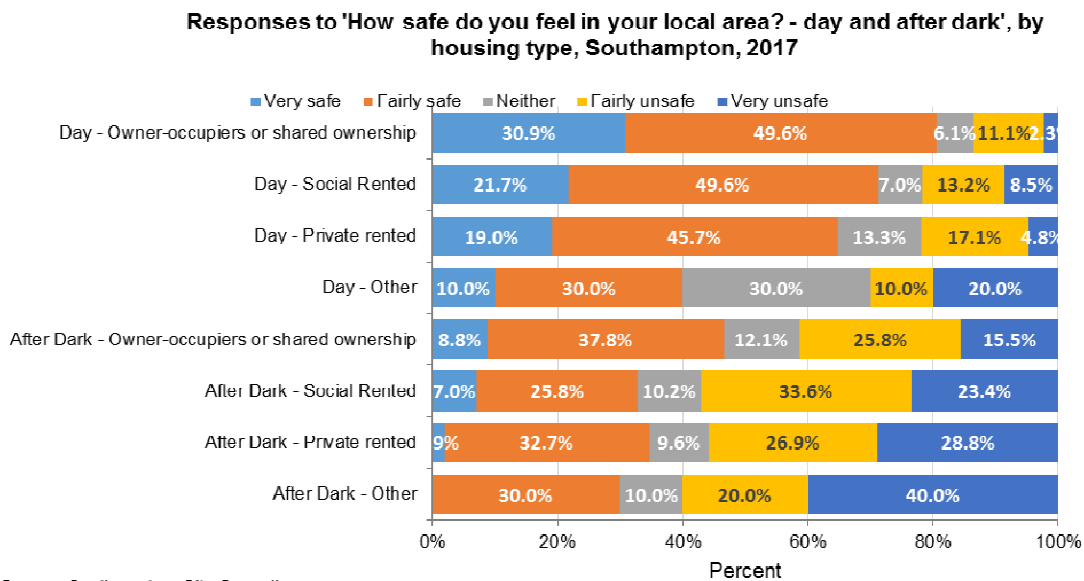
Looking at those people aged 65 and over, who answered this question, 84% feel 'very' or 'fairly safe' during the day, but this falls to 49% feeling safe after dark. In the 2015 survey, 58% of people aged over 65 felt safe after dark. Just 4% of over 65s feel unsafe during the day and 28% feel unsafe after dark (see figure 4.6.6). In 2017, 64% of 18 to 24 year olds feel safe during the day and only 39% of the same age group feel safe after dark.

Figure 4.6.6:



Source: Southampton City Council
NB: Numbers may not sum due to rounding

Figure 4.6.7:



81% of respondents who are owner-occupiers or those with shared ownership, felt safe during the day compared with 47%, who felt safe in their local area after dark. 41% of owner-occupiers or shared ownership respondents felt unsafe after dark (see figure 4.6.6). Compared with 90% of owner-occupiers or shared ownership respondents three years ago who felt safe during the day and 26% who felt unsafe after dark.

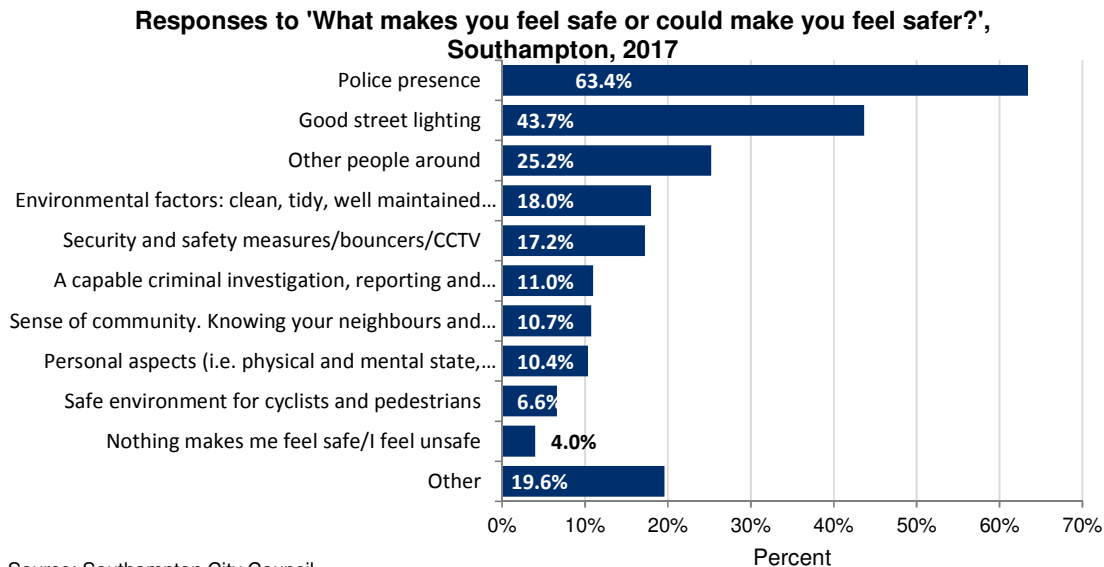
The 2017 survey asked respondents how safe they felt in the city centre. Of the respondents to the question, 66% (66% males and 67% females) felt fairly or very safe in the city centre during the day now compared with 83% (82% males and 85% females) saying they felt safe three years ago. In the 2015 survey, 73% reported feeling safe in the city centre during the day.

In the city centre after the dark, the picture is very much reversed. Only 26% of respondents (30% males and 23% females) felt safe after dark compared with 44% three years ago (49% males and 42% females), whilst 33% reported feeling safe in the city centre in the 2015 survey.

Overall, 61% of respondents felt unsafe after dark in the city centre, (55% males and 65% females) compared with 38% (31% males and 42% females) three years ago. In the 2015 survey, 48.6% of respondents (51% females and 45% males) felt unsafe after dark in the city centre. This is a large increase in the proportion who feel unsafe in the city centre at night.

Respondents were asked an open-ended question about what would make them feel safe or could make them feel safer in the 2017 survey; 63% said an increased police presence and 44% said good street lighting (see figure 4.6.8).

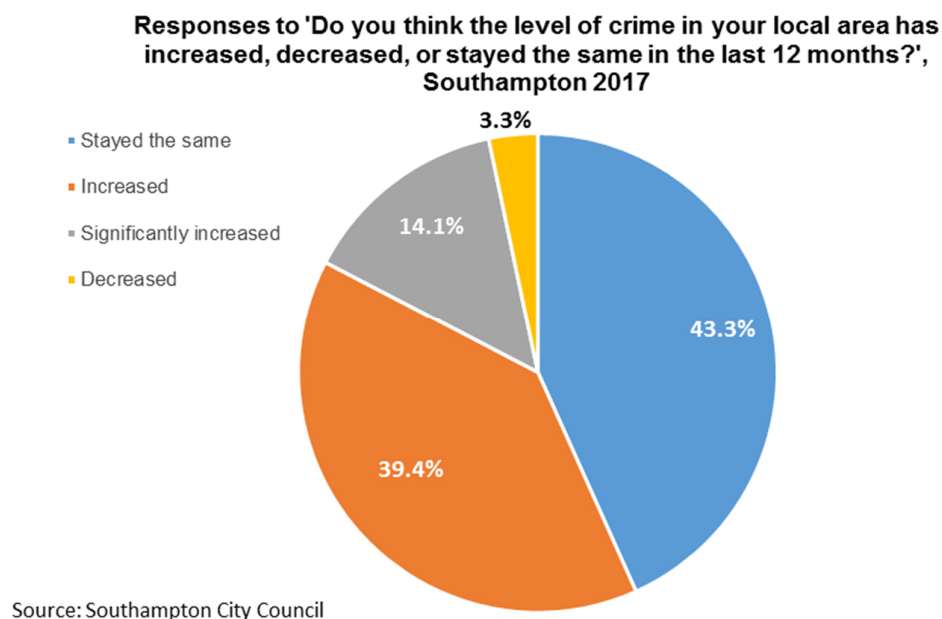
Figure 4.6.8:



4.6.2 Perceptions of Crime Levels

Respondents were also asked about their perceptions of the level of crime in their local area. Only 3% believed that crime levels have decreased, whilst 39% felt it had increased and 14% believed it had increased significantly. Around 43% believed that crime levels in their local area had remained the same (see figure 4.6.9).

Figure 4.6.9:



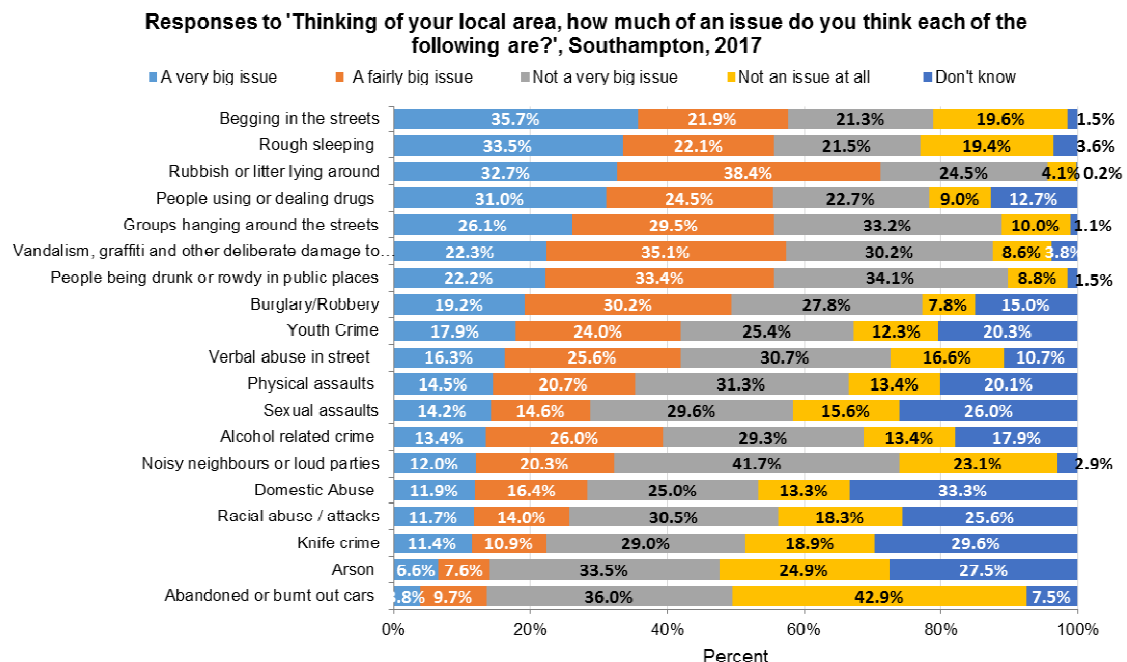
In the previous Southampton Community Safety Survey (2015), 68.5% felt the level of crime had stayed the same, 6.6% thought it had decreased and 19.6% thought it had increased and 4.9% significantly increased. In the National Crime Survey for England and Wales (2017) respondents were asked if they thought crime was 'a very big' or 'quite a big' problem, with 83.5% reporting that they felt crime was 'quite' or 'a very big problem'.³³

4.6.3 Reported Community Safety Issues

Residents were asked of the extent to which they felt various problems were an issue in Southampton. Figure 4.6.10 illustrates the issues that respondents think cause the biggest problems including;

- Begging in the street (36%)
- Rough sleeping (33%)
- Rubbish or litter lying around (33%)
- People using or dealing drugs (31%)
- Groups hanging around the streets (26%)

Figure 4.6.10:



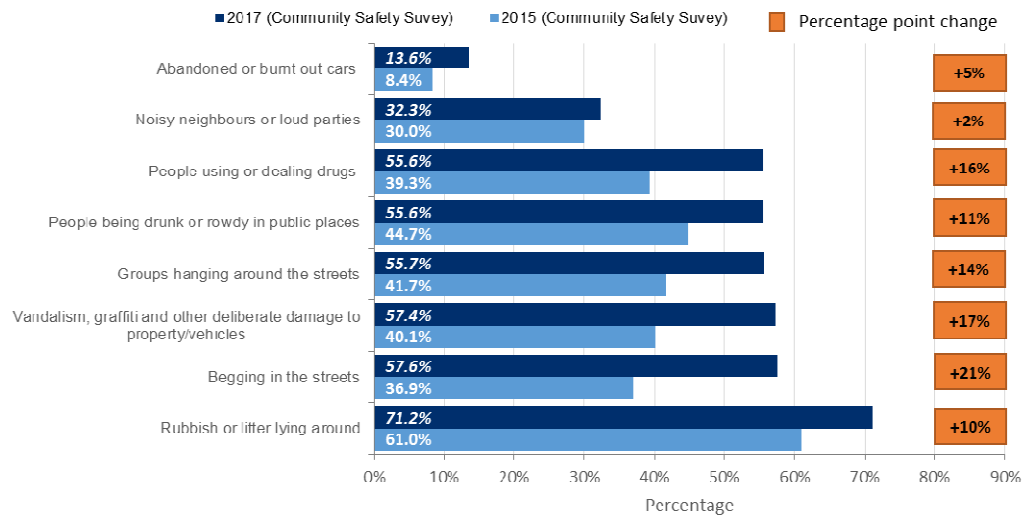
³³ Crime Survey for England and Wales (CSEW): 2017 [online]

<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/june2017> (accessed 13/11/2017)

Figure 4.6.11 shows the difference between the biggest issues in the 2015 survey and the 2017 survey. Begging in the streets has increased from 37% to 58% between 2015 and 2017.

Figure 4.6.11:

Responding 'a very big or fairly big problem' to issue areas in 'Thinking of your local area, how much of an issue do you think each of the following are?', Southampton, 2015 and 2017

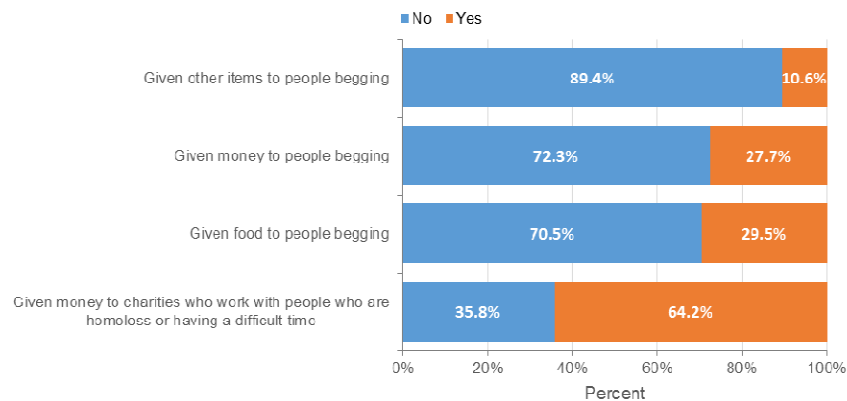


Source: Southampton City Council

Overall, 58% of respondents reported begging in the streets as being 'a very big' or 'fairly big' issue. Looking at respondents who were asked if they had interacted with people who are begging, around 43% reported giving food or money or another item to people begging, whilst 64% reported giving money to charities who help the homeless or those having a difficult time (see figure 4.6.12).

Figure 4.6.12:

Responses to question asking 'In the last 12 months have you...given food, money or other items to people begging or given money to charity?' Southampton, 2017

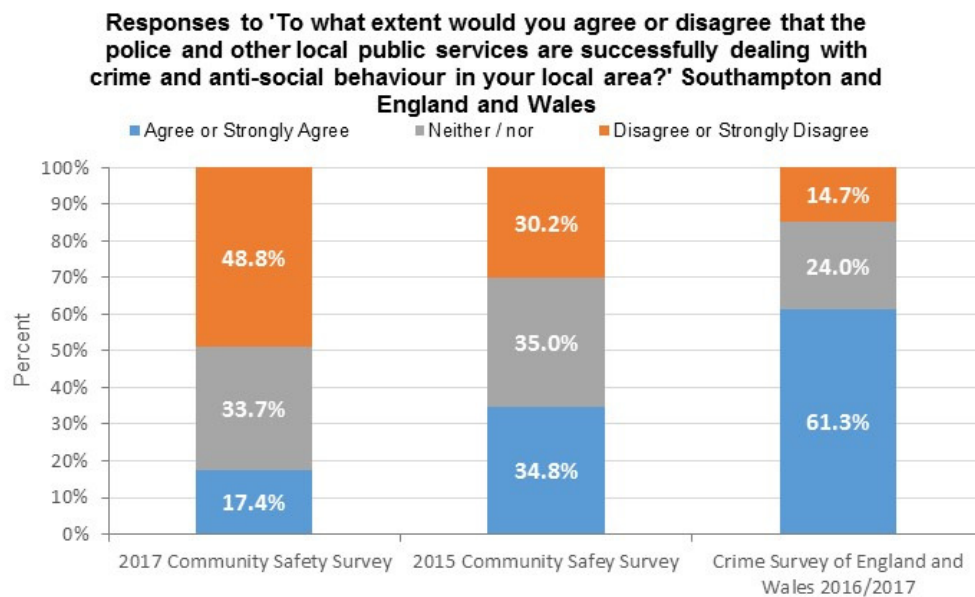


Source: Southampton City Council

4.6.4 Success with Dealing with Crime

Only 17% of respondents to the Southampton Community Safety Survey 2017 agreed that the Police and local public services are successfully dealing with crime and anti-social behaviour in the local area. This is a drop on previously reported figures; in the 2015 survey, nearly 35% agreed that the Police and local authority are successfully dealing with crime and antisocial behaviour and in the 2017 CSEW 61% 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 (see figure 4.6.13).

Figure 4.6.13:



Source: Southampton City Council

4.6.5 Victims of Crime

In the Southampton Community Safety Survey 2017, respondents were asked if they had been a victim of crime or anti-social behaviour in the last 12 months. Of the people who responded to the question, 57% said they had not been a victim of crime and 43% said that they had been a victim. In the 2015, Community Safety Survey 67% said they had not been a victim of crime and 33% said they had been a victim of crime. In the National Crime Survey of England and Wales (2017), 13.9% said they had been a victim of crime, once or more and 86.1% had not been a victim (see figure 4.6.14 and 4.6.15).

Figure 4.6.14:

2017 Community Safety Survey responses to 'Have you been a victim of crime or anti-social behaviour in Southampton in the last 12 months?' Southampton, 2017

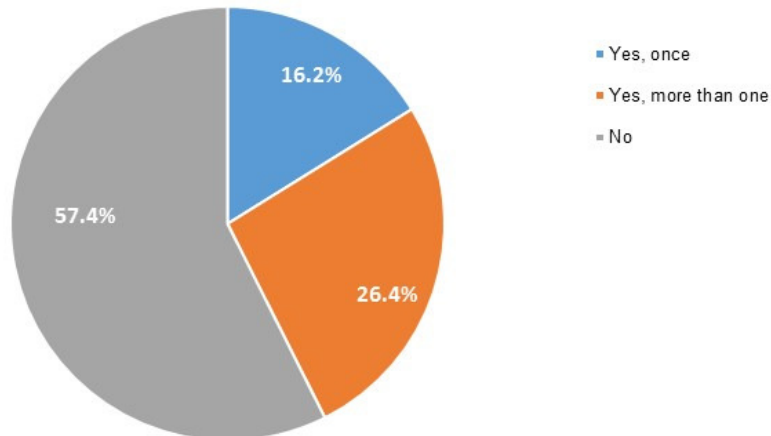
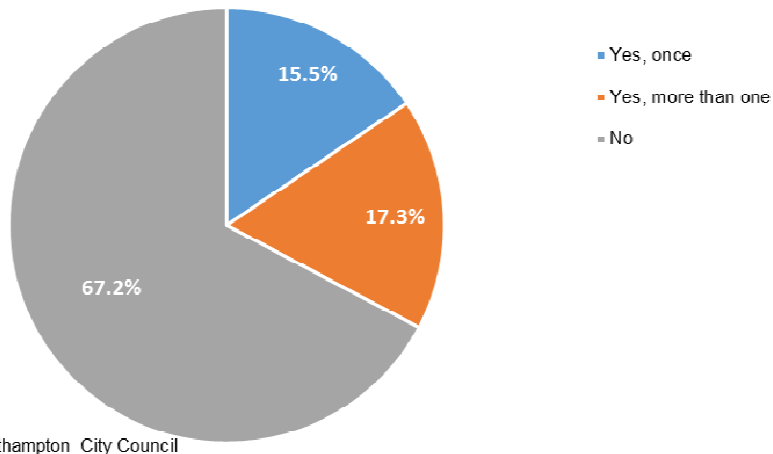


Figure 4.6.15:

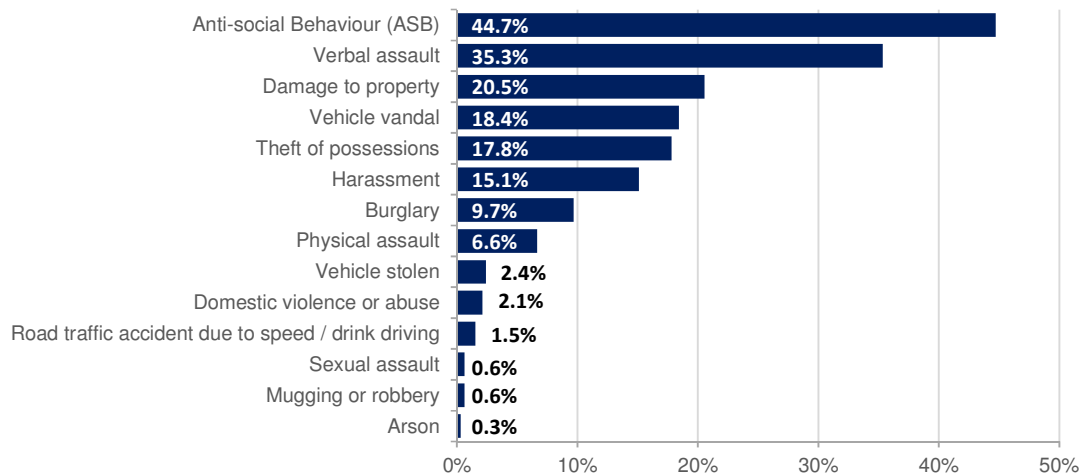
2015 Community Safety Survey responses to 'Have you been a victim of crime or anti-social behaviour in Southampton in the last 12 months?' Southampton, 2015



Those people who answered yes to the question were then asked what best described the most recent incident; 45% felt they had been a victim of Anti-social Behaviour (ABS) and 35% were a victim of verbal assault (see figure 4.6.16).

Figure 4.6.16:

Responses to 'If you have been a victim of crime, what best describes the most recent incident?', Southampton 2017

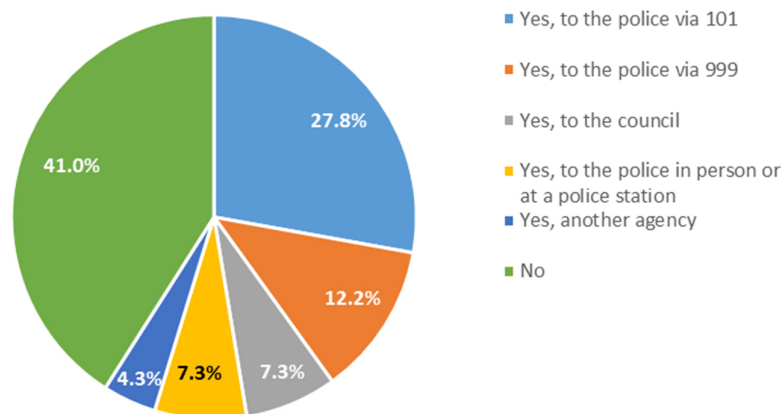


Source: Southampton City Council

When asked if they reported the incident/s, 59% of respondents said they had reported the incident to either the police, Southampton City Council or another agency, whilst 41% said they had not (see figure 4.6.17).

Figure 4.6.17:

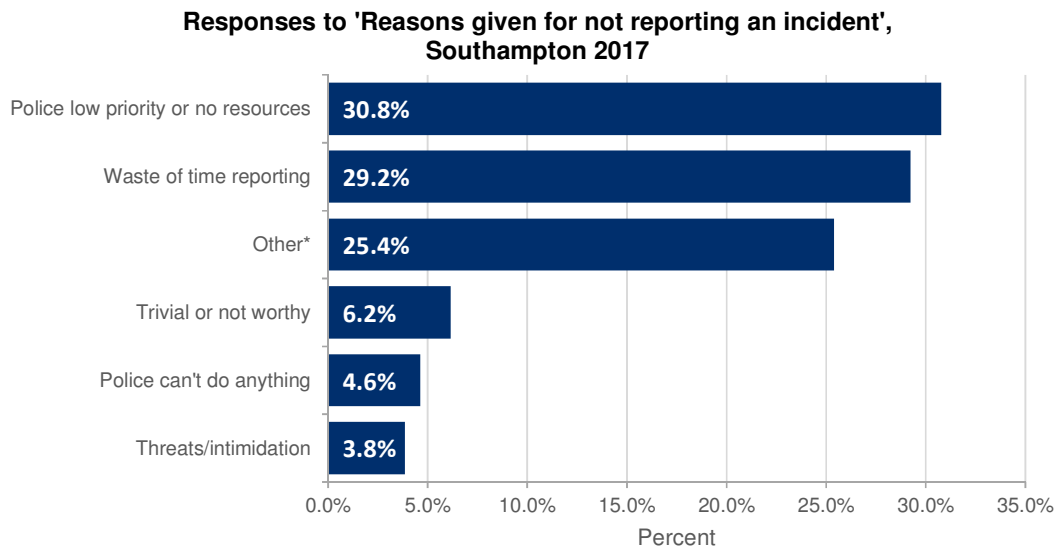
Responses to 'Did you report this incident? (of crime), Southampton 2017



Source: Southampton City Council

Of those who did not report the incident, 60% said that it was because the respondents thought it was a waste of time reporting it (29%) or it was a low priority/no resources (31%) (see figure 4.6.18).

Figure 4.6.18:



Source: Southampton Community Safety Survey 2017

* Other includes: Not reporting neighbours, Police know about it, others have reported it or unknown perpetrator

In the 2017 CSEW, the main reasons why respondents did not report the incident to the police were; the incident being regarded as too trivial or not worth reporting (32%), the police could have done nothing (31%) and the police would not have bothered or not have been interested (18%) or the incident was private or had been dealt with themselves (18%).³⁴

³⁴ Crime Survey for England and Wales (online)

<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/adhocs/007750reasonsfornotreportingcrimetothepolice2016to2017crimesurveyforenglandandwales> Accessed 20/11/2017

4.7 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.

The Code of Practice for Victims of Crime, first introduced in 2006, sets out a minimum standard of service that victims can expect. It has been revised in October 2015³⁵ as part of the Government's wider strategy to ensure that victims are at the very centre of the criminal justice system. The revised Code outlines three groups of victims who are at most in need and will be able to access enhanced support. These are victims of the most serious crime (including bereaved relatives), persistently targeted victims and vulnerable or intimidated victims. The Victim's Commissioner (VC) was first appointed in 2012, alongside the election of Police and Crime Commissioners. The VC's role is to promote the interests of victims and witnesses, encourage good practice in the treatment of victims and witnesses and to keep under review the operation of the Code of Practice for Victims. The VC has recently begun a review of independent advocacy to build a model for 'Victims' Law' that guarantees victim's legal 'rights' within the criminal justice system. An interim report will be published early in 2018.³⁶

The Crime Survey for England and Wales (CSEW) has shown that nationally the likelihood of being a victim of crime has fallen from around 40 in 100 adults in 1995 to 24 in 100 adults in 2007 to 14 in 100 adults in 2017. The latest CSEW estimate is 5.8 million incidents of crime in England and Wales in the year ending June 2017, a 9% reduction compared with the previous year. (Note. This does not yet include fraud and computer misuse offences). Conversely the number of victims reporting crimes to the police has seen year-on-year increases - 5% on the year ending June 2015. This indicates more crime is being reported to the Police than previous years although, of those people surveyed, less crime is being experienced, both reported and unreported. However, it should be noted that the CSEW only reports crime experienced by adults aged 16, 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.³⁷ The victim data for Southampton is not directly comparable with national figures as the dataset is derived differently.

³⁵ Ministry of Justice (2015) *The Code of Practice for Victims of Crime*,
https://www.cps.gov.uk/legal/assets/uploads/files/OD_000049.pdf

³⁶ Victims' Commissioner's Office (2017) *'Victims' Commissioner calls for new Victims' Law'*
<https://victimscommissioner.org.uk/victims-commissioner-calls-for-new-victims-law/>

³⁷ Office for National Statistics (2017) *"Crime in England and Wales: year ending June 2017"*
<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/june2017>

4.7.1 Victims in Southampton

Around 18,000 individuals were identified from Police systems as having been victims of crimes, which occurred in Southampton during 2016/17; these victims were involved in 22,952 of the crimes committed in the city during the period (74.3%). This is an increase on the 16,200 individuals (20,304 crimes) identified in 2015/16. Using the 2016/17 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 choose not to.

Figure 4.7.1 below shows the number of victims by the number of offences they experienced in 2016/17. The majority of known victims (84%) experienced only one crime over the course of the year and these account for 66% of offences where victim details have been recorded. 11% of known victims have experienced two crimes over the course of the year and just over 5% of victims have experienced three crimes or more.

Figure 4.7.1: Number of offences experienced by known victims in 2016/17

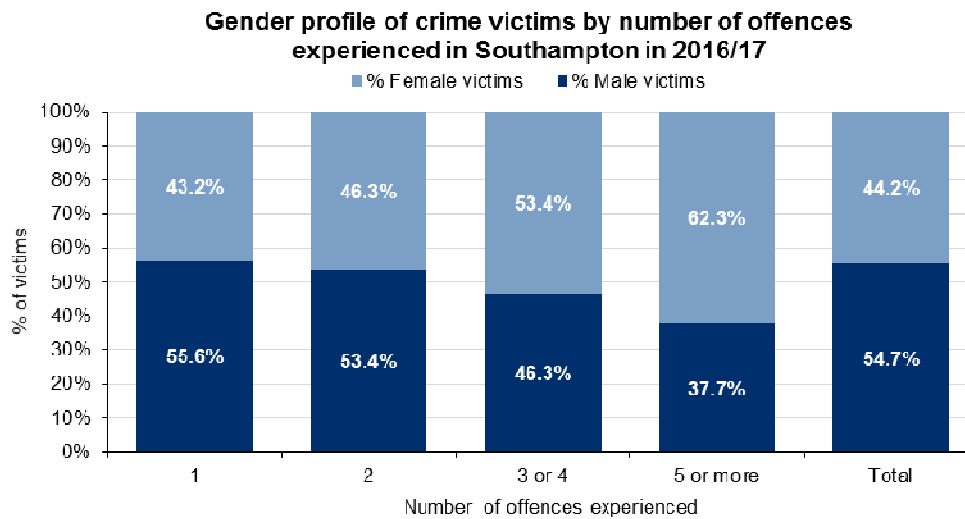
Number of offences experienced by victims 2016/17	Number of victims	% of victims	No. crimes experienced	% of crime experienced	% of ALL crime reported *
1	15,062	83.6%	15,062	65.6%	48.8%
2	1,978	11.0%	3,956	17.2%	12.8%
3 or 4	749	4.2%	2,470	10.8%	8.0%
5 or more	223	1.2%	1,464	6.4%	4.7%
Total	18,012	100.0%	22,952		74.3%

* Total of 30,883 crimes recorded in 2016/17

A small group of individuals (1.2%) experienced five or more crimes (223 individuals); this is an increase on the 0.9% (154 individuals) in the previous year. Collectively, these individuals made up 1.2% of recorded victims but experienced nearly 1,500 crimes; 6.4% of recorded crime where a victim was recorded (4.7% of total crime).

In 2016/17, a little over half of recorded crime victims were male (54.7%) and slightly under half were female (44.2%). The proportion of females increased for repeat victimisation; 62% of victims experiencing five or more offences over the course of the year were female (see figure 4.7.2).

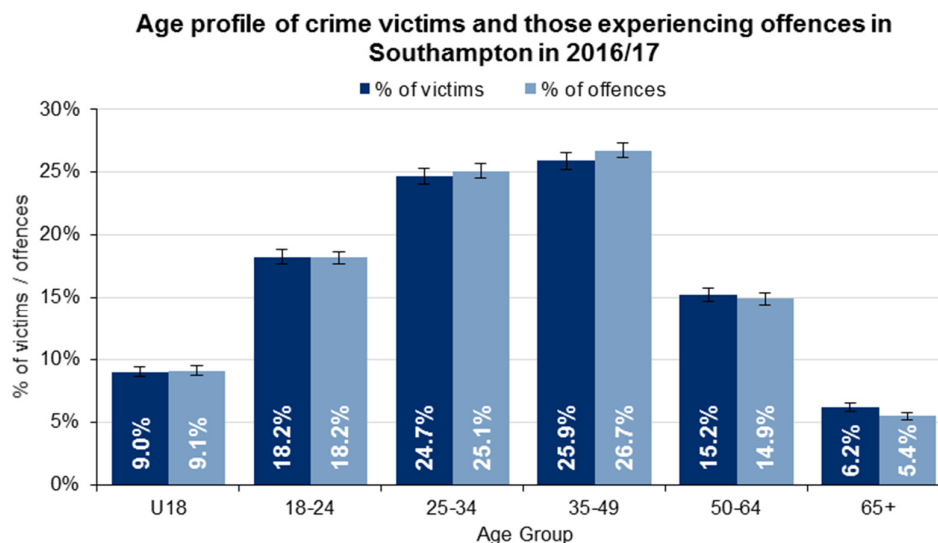
Figure 4.7.2:



Source: Hampshire Constabulary. Please note that figures may not add up to 100% as gender was not recorded for all victims (approx. 1.1%)

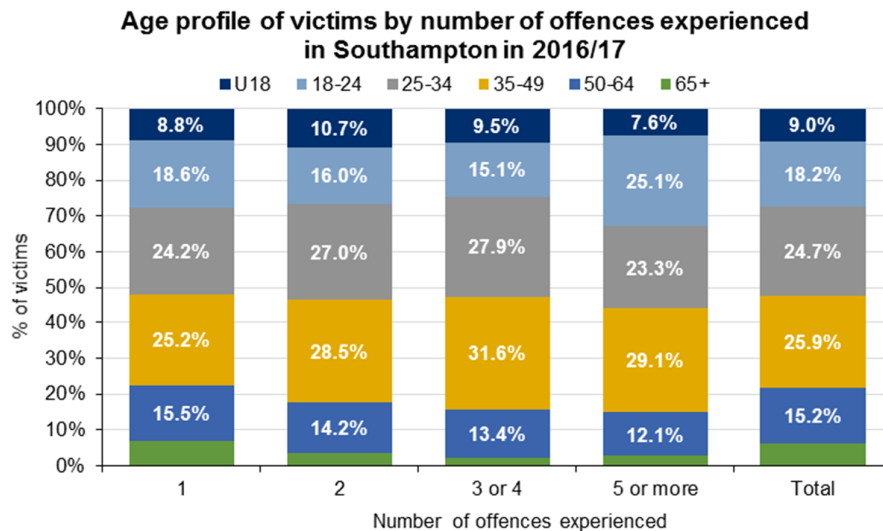
Over half of victims were aged between 25 and 49 years old (50.5%) with a fairly even split between those aged 25-34 and those aged 35-49. 9% of victims are aged under 18 and 6.2% aged over 65. The age profile for victims and for offences experienced committed is similar (see figure 4.7.3). Figure 4.7.4 illustrates how the age profile of the victims varies by the number of offences experienced; the proportion of victims aged 18-24 increased from 18.2% to 25.1% for those experiencing 5 or more crimes in the year, suggesting repeat victimisation is higher in this age group.

Figure 4.7.3:



Source: Hampshire Constabulary. Please note that figures may not add up to 100% as age was not recorded for all victims (approx. 0.8%)

Figure 4.7.4:



Source: Hampshire Constabulary. Please note that figures may not add up to 100% as age was not recorded for all victims (approx. 0.8%)

Analysis of victims who have experienced five or more crimes over the course of the year revealed:

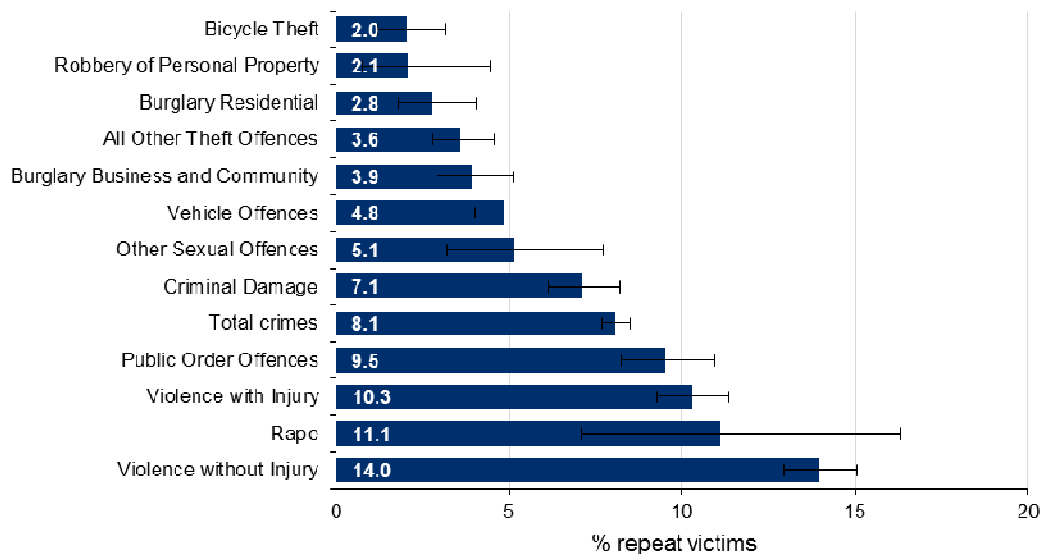
- 223 victims experienced more than five offences over the course of 2016/17 and this group experienced a total of 1,464 crimes over the time period.
- 84 (38%) were male; 139 (65%) were female.
- 17 were under the age of 18 and 6 were over the age of 65.
- The most common offences experienced by all those experiencing 5 or more crimes were violent crime and criminal damage. 144 victims in this group experienced a violent offence (either violence without injury or violence with injury) recorded in the last twelve months; accounting for 314 crimes (over half of total offences experienced by this group of victims – 55%).
- The most common offence type was violence without injury. This offence was experienced by 185 of the 223 victims; accounting for 483 crimes. 187 (39%) of these offences experienced by repeat victims were flagged as domestic. 30% of all offences experienced in this group was flagged as domestic - last year this percentage was 31%
- The next most common offence was violence with injury. This offence was experienced by 145 of this group of victims; accounting for 327 crimes. Just under half of these crimes (46%) experienced by multiple repeat victims were flagged as domestic compared to 31% of violence with injury offences overall.
- Other offences experienced by this group of people experiencing high levels of repeat victimisation include public order offences (173 offences) and criminal damage (149 offences).

4.7.2 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.³⁸

Figure 4.7.5:

Percentage of victims who have experienced the same offence more than once: Southampton - 2016/17



Source: Hampshire Constabulary

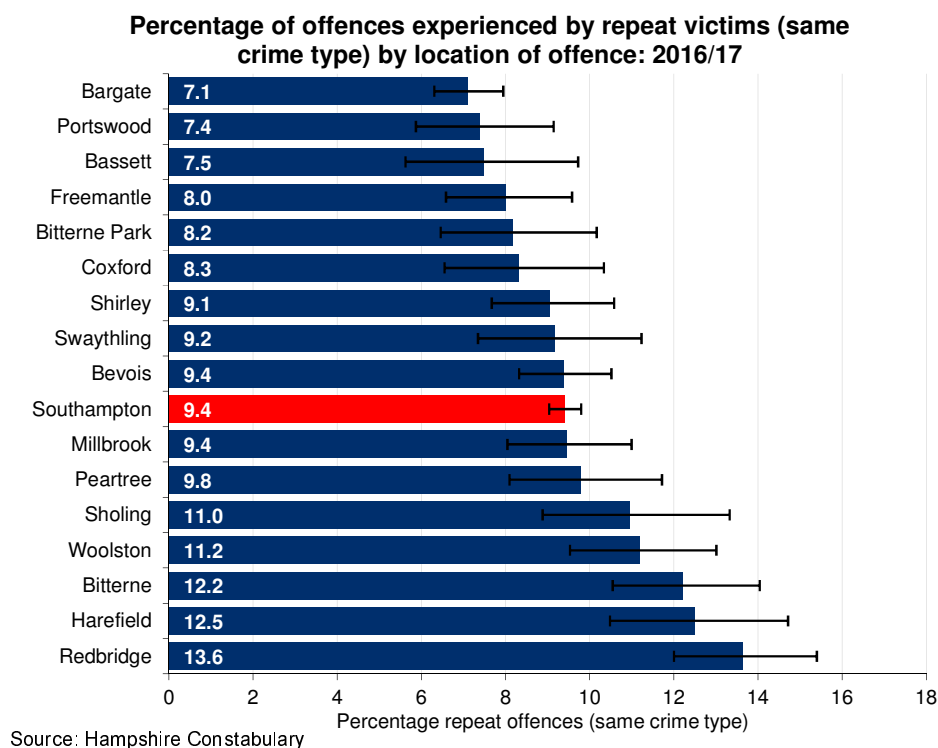
Where known, in Southampton approximately 16.4% of victims in 2016/17 experienced more than one crime over the course of the year (15% in 2015/16 and 12% in 2014/15), and 8% had previously been a victim of the same category of offence (7% in 2015/16 and 5% in 2014/15). Both these percentages have increased year-on-year. 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 (see figure 4.7.5). The percentage of victims who have experienced rape more than once has increased from 2.8% in 2015/16 to 11.1% in 2016/17. Reporting by Hampshire Constabulary and

³⁸ Weisel D L, Centre for Problem-Oriented Policing (2005) *Analysing Repeat Victimisation: Tool Guide No. 4* [Online] http://www.popcenter.org/tools/repeat_victimization

Domestic and Sexual Abuse services in Southampton have pointed to an increase in the reporting of historical crimes, which may be why there is a large increase in rape victims.

Analysis of the location of offences suffered by repeat victims shows that a significantly higher proportion of these offences occur in Redbridge, Harefield and Bitterne wards when compared to the average for Southampton. Bargate ward has a significantly lower proportion of offences committed against those who are repeatedly victimised (see figure 4.7.6). The ward of Bargate has the highest rate of police recorded crime in Southampton suggesting that the types of crime that occur in Bargate are not carried out by repeat offenders. This is because of the transient nature of Bargate, making repeat victimisation less likely, victims are unlikely to live in Bargate – they have just commuted there for, work, shopping or the Night Time Economy.

Figure 4.7.6:



The increased focus on persistently targeted victims through the Victim's Code of Practice should further help with the identification of, and support provision to, these victims. However, the Partnership should continue to consider what mechanisms are in place to identify those who may be repeatedly targeted, particularly around issues, which may go unreported to the Police (e.g. anti-social behaviour and hate crime), and what support is offered to help reduce future victimisation.

4.7.3 Vulnerable and Intimidated Victims

Another group identified in The Code of Practice for Victims of Crime as being in need of enhanced support is vulnerable and intimidated victims. A vulnerable victim is defined as anyone who is (a) under 18 years of age at the time of the offence, or (b) likely to have the quality of their evidence affected by mental disorders, significant impairments of intelligence and social function or physical disability or disorder. An intimidated victim is a case in which the service provider considers that the quality of their evidence will be affected because of their fear or distress about testifying in court.

Hampshire Constabulary uses the Association of Chief Police Officers (ACPO) guidance³⁹ to define a vulnerable adult as:

“Any person aged 18 years or over who is or may be in need of community care services by reason of mental, physical, or learning disability, age or illness AND is or may be unable to take care of him or herself or unable to protect him or herself against significant harm or exploitation.”

Key risk factors identified locally include mental health, young people, substance misuse and risk within elderly populations.

Protecting vulnerable people is a stated priority for Hampshire Constabulary, and a recent HMIC review found that this commitment is translating into operational reality.⁴⁰ The Constabulary was reorganised in 2015 and has worked to place protecting vulnerable people at the core of their new structure. Several departments, which protect vulnerable people, have been put in place including a Central Referral Unit (CRU) that receives, assesses and allocates for action (to Police or partner agencies) all reports concerning vulnerable people and MASH.⁴¹

The victim in around 1,726 incidents in 2016/17 was identified as vulnerable, approximately 7.5% of all offences where the victim details were recorded. This is a large decrease on 2015/16, where the victims in 4,600 incidents involving identified vulnerable victims (28.5% of all offences), Hampshire Constabulary have been working to reduce vulnerability, e.g. some repeat missing people who are vulnerable that used to go missing regularly have been reduced significantly though successful partnership working. When profiling victims across crime categories, the percentage of those victims identified as vulnerable varies. The highest breakdown of vulnerable victims by crime category were

³⁹ACPO (2012) *Guidance on Safeguarding and Investigating the Abuse of Vulnerable Adults*

The Association of Chief Police Officers (ACPO) is now the National Police Chiefs' Council (NPCC)

[Online] <http://library.college.police.uk/docs/acpo/vulnerable-adults-2012.pdf>

⁴⁰ HMIC (2015) PEEL: Police effectiveness 2015 (Vulnerability) – An inspection of Hampshire Constabulary

[Online] <https://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/police-effectiveness-vulnerability-2015-hampshire.pdf>

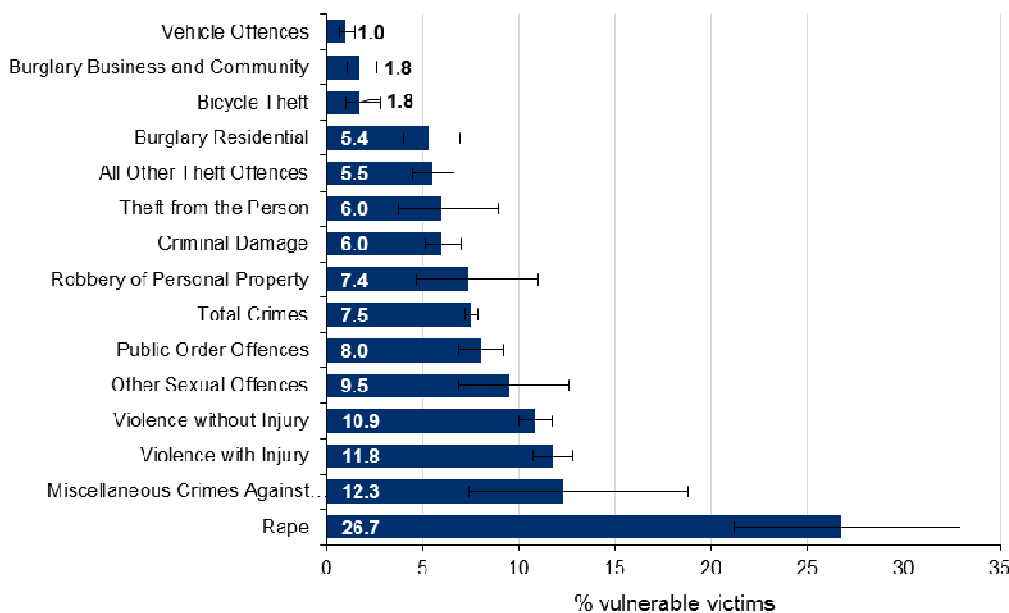
⁴¹ Hampshire Constabulary (2016) Hampshire Constabulary Force Strategic Assessment

recorded for rape (around 1 in 4 victims are identified as vulnerable) and violent offences (11% of victims of violence without injury and 12% of victims of violence with injury crimes were identified as vulnerable) and lowest for theft, burglary and vehicle offences (see figure 4.7.7). Unfortunately, no national data is available to benchmark against. However a HMIC review found that the proportion of crime recorded which involves a vulnerable victim varies considerably between forces, with reported values ranging from 0.03% to 34.3%. This may reflect variable reporting levels as there is currently no standard methodology for reporting vulnerable victims. In addition, forces define vulnerability in different ways.

Particular challenges may exist around providing support to those with mental health conditions, as studies indicate higher prevalence of mental health issues among the homeless, victims of domestic violence and abuse, offenders and children of offenders. Research also indicates people with mental health problems experienced higher rates of crime and were considerably more likely to be a victim of crime than the general population.⁴²

Figure 4.7.7:

Percentage of offences for victims identified as vulnerable by crime type: Southampton - 2016/17



Source: Hampshire Constabulary

⁴² Victim Support (2014) *At Risk, Yet Dismissed: The Criminal victimisation of people with mental health problems*

Following concerns raised by HMIC, Hampshire Constabulary has conducted a review of how it responds to victims of domestic abuse, many of whom will be vulnerable. The review found that risk assessments were occasionally being completed over the telephone without an officer seeing the victim in person. This practice has now stopped and all domestic abuse victims see someone with neighbourhood teams visiting all medium risk victims.

However, the Police have put operations in place to help protect people (especially the elderly and otherwise vulnerable) against doorstep crime, scams and fraud. Hampshire Constabulary are doing 'train the carer' initiatives so that hard to reach potential victims can be spoken to by the people who look after them, to enable them to spot signs of suspicious activity and better understanding what might be happening. Other initiatives have ensured that awareness is raised with agencies and businesses so that incidents of potential child sexual exploitation can be identified.

Update on 2015/16 Recommendations

Recommendation	Current Position
Following recent increases in the number of victims identified as vulnerable, the Constabulary should continue to identify and consistently record vulnerable victims. Trends should be monitored to better understand the true level and nature of vulnerable victims in the city.	Ongoing. The identification and recording of vulnerable victims is currently being scrutinised through the crime data integrity HMIC-style inspections. A whole range of vulnerabilities are monitored and trends identified which inform Public Information, Education and Relations (PIER) plans and operations.
The Partnership should continue to work to ensure the most vulnerable victims of crime are confident in reporting incidents, and identify whether there is under-reporting within this group and, if so, work to understand and remove any barriers.	The SSO Improvement Plan seeks to expand the approach to obtaining and responding to SSO Victim Voice. Work to date has included linking in with force-wide Victim Engagement strategy work. An initial exercise has been held with a focus group of CIS'ters members and the potential to access a 'proxy' victim voice (via ISVAs, STOs, Witness Support services etc) is under discussion with the relevant organisations and the Office of the Police and Crime Commissioner. Specific crime prevention and communications work is underway in Southampton with regard to sex workers in the Bevois Valley and analysis has been commissioned to better understand any specific issues relating to rape crimes in Southampton. The Western SSO Reduction Group is supporting Solent and Southampton University in their adoption of the 'Ask for Angela' campaign. http://www.bbc.co.uk/news/uk-37855009
Following concerns raised by HMIC and an internal review, Hampshire Constabulary should review how it responds to victims of domestic abuse, to ensure those who are most vulnerable are appropriately safeguarded from future harm.	All issues relating to DA now discussed through the DA Silver Group.

Recommendations

- Despite recent decreases in the number of victims identified as vulnerable, the Constabulary should continue to identify and consistently record vulnerable victims to ensure the continuing decrease.
- The Partnership should investigate the increase in repeat victimisations for rape and to identify vulnerable victims.
- The Partnership should continue to work to ensure the most vulnerable victims of crime are confident in reporting incidents, and identify whether there is under-reporting within this group and, if so, work to understand and remove any barriers.

5. Significant Community Safety Issues

This section explores key community safety issues for the city in more detail. These reflect the priorities highlighted by Hampshire Constabulary, Southampton City Council, and the Southampton Safe City Partnership or pose a significant threat to the community.

5.1 Acquisitive Offences

Acquisitive crime is defined as an offence where the offender derives material gain from the crime, examples include, shoplifting, burglary, theft, and robbery. Serious Acquisitive Crime (SAC) is domestic burglary, theft of a motor vehicle, theft from a motor vehicle and robbery.⁴³ During 2016/17, acquisitive crime (both serious and other) accounted for 40% of all crime in Southampton; this is a 10% reduction from 2015/16. Although crime has increased overall in Southampton over the last year, there has been a decrease in theft of a motor vehicle, bicycle theft and theft from the person, which accounts for the decrease in acquisitive crime. The different types of acquisitive crime are explored below.

There are several fueling factors to acquisitive crime. Serious acquisitive crime is often committed to fund drug habits, offences can be committed quickly and offer high financial gain to fund a criminal lifestyle and there is an accessible market for quick disposal of stolen property. Criminogenic families and a lack of family intervention can also be seen as a contributing factor; many of the offenders have family members who are also known offenders, or do not enforce school attendance or encourage them to find gainful employment. Lack of education and employment opportunities in turn encourage them to find alternative ways of funding their lifestyle through crime.

The different types of acquisitive crime are explored in more detail in the sections below.

5.1.1 Dwelling Burglary

Trends and Benchmarking

The rate of dwelling burglary in Southampton in 2016/17 was 9.8 crimes per 1,000 households, which is significantly higher than the national average (see figure 5.1.1).

Figure 5.1.2 shows the trend in domestic burglaries since 2002/03; it should be noted that this is based on a rate per 1,000 resident population, as dwellings data was not available for the entire period, although this should not affect the overall trend. Domestic burglaries reached a high of 6.0 per 1,000

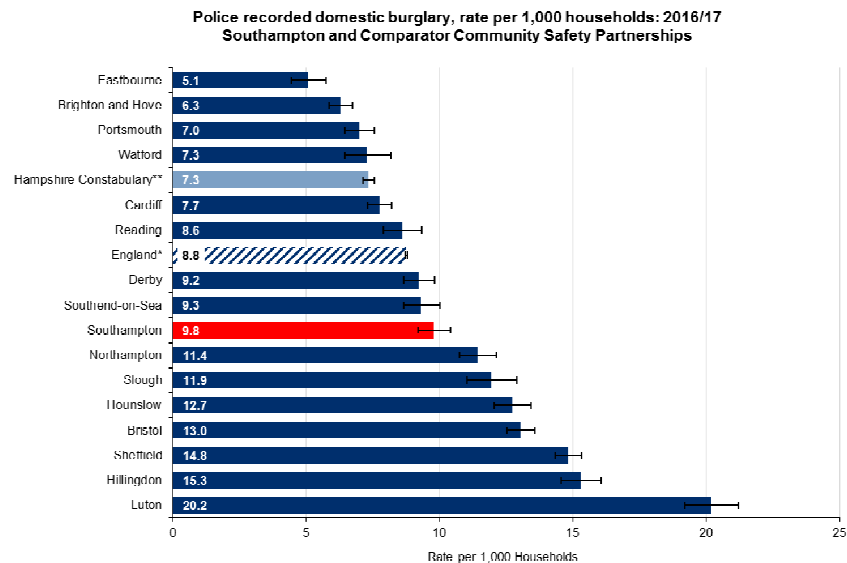
⁴³ West Yorkshire Police (2016) 'Serious Acquisitive Crime' [Online]:

https://www.westyorkshire-pcc.gov.uk/media/104119/item_4_sac_report_for_com_12-07.pdf

Accessed 11/09/2017

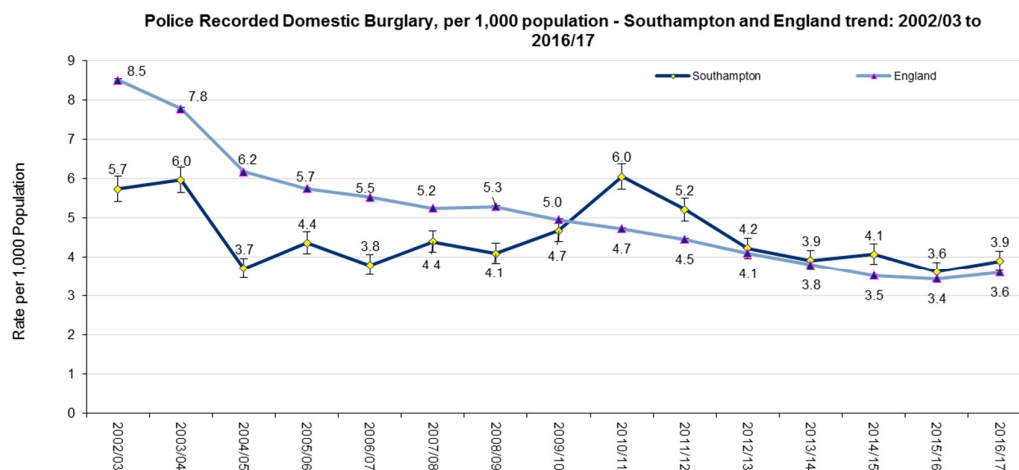
population in 2010/11, and then reduced significantly to a low of 3.6 per 1,000 population in 2015/16. The rate increased slightly in the last year, although this was in line with national figures for England and Wales and was not statistically significant.

Figure 5.1.1:



Sources: Police Recorded Crime, The Home Office, Household projections for England & Wales, 2012-based, Department for Communities and Local Government * The England figure quoted is an aggregate of all English CSPs

Figure 5.1.2:



Sources: Police Recorded Crime, The Home Office, Mid Year Population Estimates, The Office for National Statistics
* The England figure quoted is an aggregate of all English CSPs

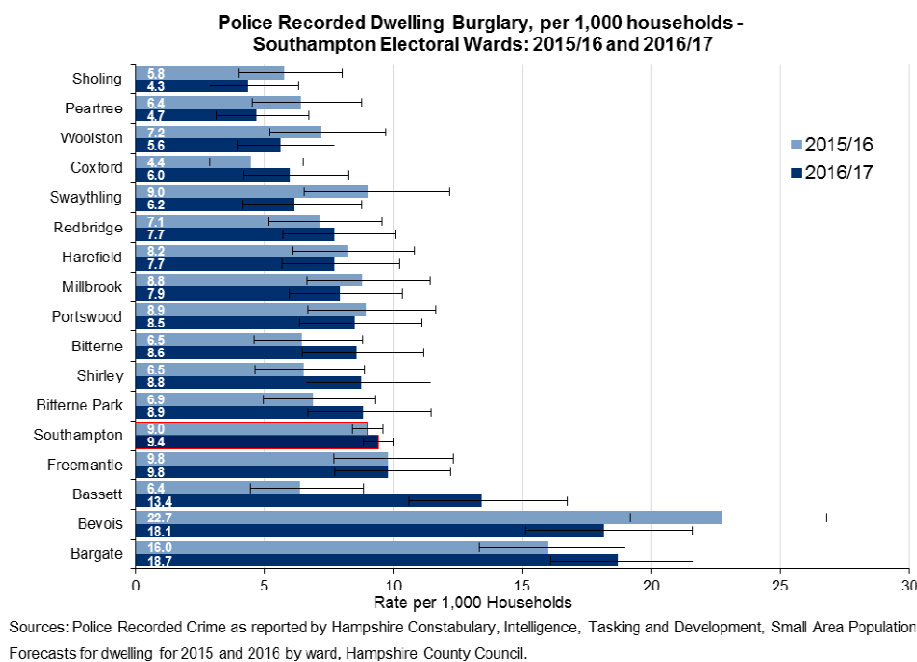
The Hampshire & IOW Constabulary Force Strategic Assessment 2016/17 reports that Southampton is the district with the largest proportion of burglary dwelling offences in the area (24%), followed by Portsmouth (15%). Offenders commonly have links to illegal drugs use and also commit other types of acquisitive crime. Across the force area burglaries linked to high value gold have increased, but still

account for a very small proportion of dwelling burglary offences. This year Hampshire Constabulary have run a community education campaign, advising members of the public about how to prevent theft of high value Gold. Car key burglaries have also increased and Southampton is the worst affected district, recording approximately one third of the total.

Sub-City Analysis

Figure 5.1.3 shows the dwelling burglary rate by electoral ward. Bargate and Bevois wards continue to have the highest rates of dwelling burglary in the city, whilst Sholing, Peartree and Woolston have the lowest. Approximately half of the wards in the city experienced an increase in this crime type between 2015/16 and 2016/17. The most notable increase was in Basset ward which increased from 6.4 crimes per 1,000 households to 13.4 crimes per 1,000 households; a statistically significant increase. The police have arrested one individual who was charged with 16 burglaries in the area during 2016/17. The largest decrease was seen in Bargate, although it continues to have the highest rate in Southampton.

Figure 5.1.3:



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 second consecutive drop in rates in Portswood, student houses remain a key risk for Southampton with the Polygon and Bevois Valley areas of Southampton highlighting dwelling burglaries as a priority. Student properties offer multiple, high value items, which are easily accessible due to lack of basic

security. This provides high financial gain to offenders and this seasonal issue greatly affects commission rates in the district.

To help tackle this issue, Hampshire Constabulary run Operation Studious annually. This involves early engagement with the first year students at the fresher's event, dedicated patrols around student accommodation to check for insecurities, giving advice and the stopping checking of any suspicious persons. They are also arranged for any period when there is a peak in offences. There is a further round of Police engagement with regards to security prior to the end of the first year, when a high proportion of students will leave halls of residents to go into rented multi-occupancy premises.

Despite heavy investment into the provision of security and crime prevention advice to students, there are still far too many examples where this has not been followed and this section of the population remains a risk for the city.

Victims and Perpetrators

Where the gender was known, 54% of domestic burglary victims were male. The most common age group for those being burgled were aged 35 to 49 years (24%), with 12% of domestic burglary victims aged 65 years and over. Domestic burglary victims aged 35-49 years old were more likely to be burgled more than once compared to any other age group and around a quarter of domestic burglaries for this age group were repeat burglaries. The most noticeable difference by age and gender were for those aged 25-34 years, where for female victims, 1 in 4 (26%) domestic burglary offences were repeat offences compared to 1 in 6 (17%) domestic burglary offences happening to male victims in the age group. Unsurprisingly dwelling burglaries are most likely to occur during the week when most people are at work rather than the weekend.

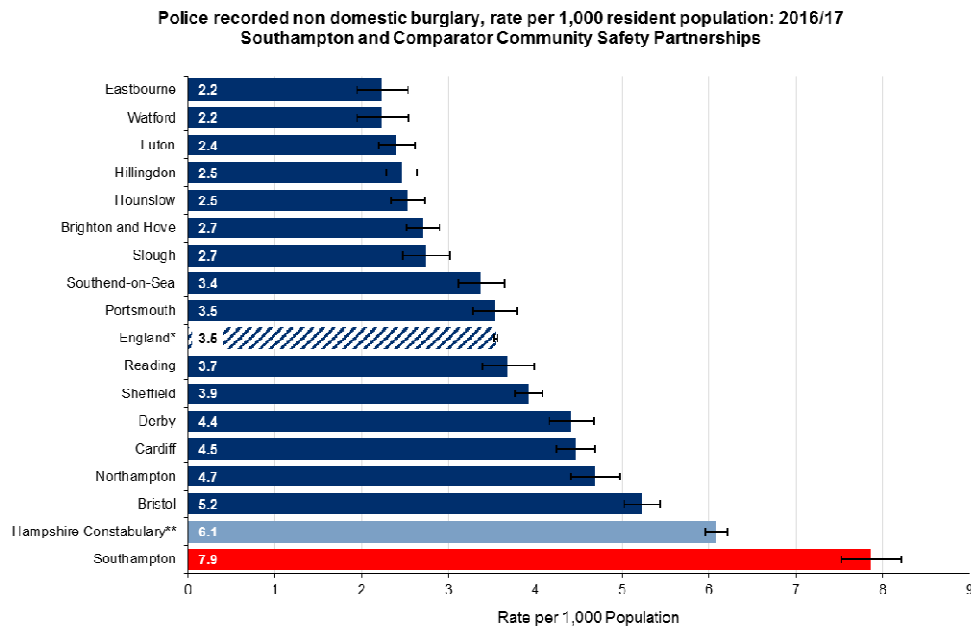
In 2016/17, 84% of dwelling burglary offenders were male. The average age for an offender was 31 years and the 18-24 and 35-49 age groups had equally the highest number of dwelling burglary offenders. Just under 1 in 3 offenders (30%) were males aged under 25 years and 11% were juvenile offenders. Analysis from the Hampshire & IOW Constabulary would suggest that repeat offenders have posed an increasing risk, reporting double the number of repeat offenders from the previous reporting year. Across the police force area there has been a 13% decrease in the number of offences committed by an out of force offender.

5.1.2 Non-dwelling burglary

Trends and benchmarking

The rate of non-dwelling burglary in Southampton in 2016/17 was almost 8 crimes per 1,000 resident population. This is significantly higher than the national average, and for three consecutive years Southampton has had the highest rate of non-dwelling burglary amongst its group of fifteen similar community safety partnerships (see figure 5.1.4 below).

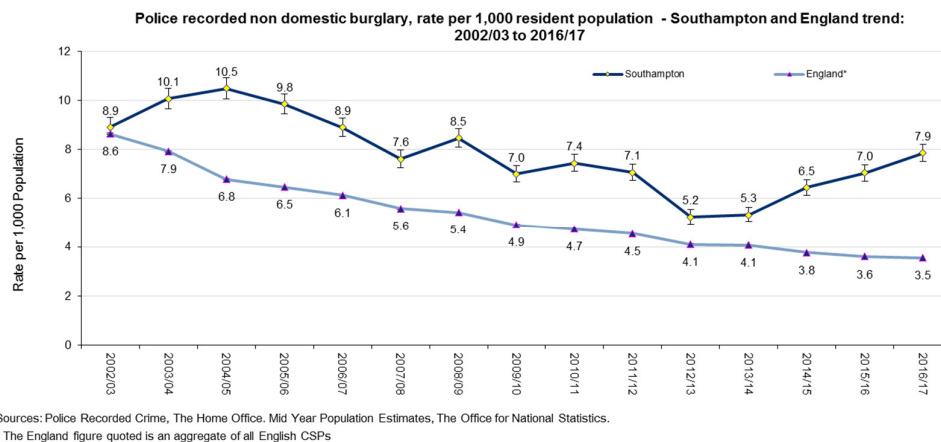
Figure 5.1.4:



Sources: Police Recorded Crime, The Home Office, Mid-Year Population Estimates, The Office for National Statistics
* The England figure quoted is an aggregate of all English CSPs

Figure 5.1.5 shows that there has been a 16% increase in crimes of this nature in 2016/17 compared to the previous year; the fourth year for which there has been an increase. In contrast, these crimes have been steadily decreasing nationally since 2002/03.

Figure 5.1.5:



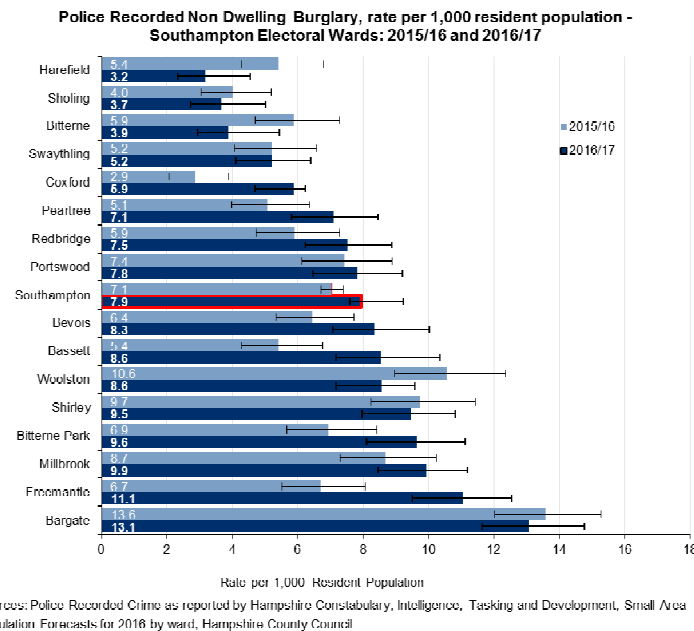
Sources: Police Recorded Crime, The Home Office, Mid Year Population Estimates, The Office for National Statistics.
* The England figure quoted is an aggregate of all English CSPs

The Hampshire & IOW Constabulary Force Strategic Assessment 2016/17 reports that across Hampshire there has been a 10.7% increase in non-dwelling burglary. Of these, 31% were burglaries from sheds; from the 1st April 2017 sheds and garages have been classed as domestic burglaries rather than non-domestic burglaries so rates of non-domestic burglaries may be set to reduce over the next year. In contrast, domestic burglaries might be expected to increase in the coming year.

Sub-City Analysis

At ward level, Bargate, Freemantle and Millbrook had the highest rates of non-dwelling burglary in 2016/17. In the last year, significant increases have occurred in Coxford (an increase of 42 incidents, representing a rise of 102%), Bassett and Freemantle wards, as above this increase may have been due to one individual. It should be noted that at ward level these figures are prone to some fluctuation year on year; in 2015/16 Shirley saw a significant increase but has seen a decrease over 2016/17.

Figure 5.1.6:



Eleven per cent of non-domestic burglary offences were repeat burglaries. The percentage of repeat non-domestic burglary offences ranged between wards from 18% in Freemantle to 5% in Swaythling, whilst Redbridge had the highest *number* of repeat non-dwelling burglary offences. Bargate, with the highest number of non-residential properties, was unsurprisingly the area with the highest number of non-dwelling burglary offences where an offenders details had be recorded. Commercial and Police CCTV coverage is more widespread in this ward and this may contribute to the provision of evidence where identifying offenders and supporting prosecution.

Victims and Perpetrators

Sixty-four per cent of non-domestic burglary victims were male and a third were aged 35-49 years old; 21% of non-domestic burglary victims were male and aged 35-49 years old. The majority of offenders were male (96%) and 30% were aged 25-34 years old; the age group with the highest frequency of offenders. 17% of offenders of non-domestic burglary are aged 10-17, juveniles make up a smaller proportion of those who commit domestic burglary offenders (11%). In comparison, across Hampshire

and the IOW 25% of the non-dwelling burglary offenders were aged under 18 (compared to 11% of dwelling burglary offenders) and 39% were re-offenders (compared to 65% of dwelling burglaries offenders).

Southampton remains most vulnerable to commercial breaks, including cigarette breaks, safe, high value shop breaks, high value vehicles and heavy plant. A number of organised crime groups have been impacting upon the district. These are typically composed of offenders who are older 'career criminal' males who have previous for similar offences. Established family and friend networks make it difficult to effectively disrupt or infiltrate these groups.

There is a large group of offenders that exist in the local community and it appears little deters them. Incarceration is not a deterrent. OCG Studland (Organised Crime Group) has been around for many years with conducting many operations for crime types ranging from drug dealing and dwelling burglary, to high value commercial burglaries including cigarette breaks and motor vehicle theft. Many of the subjects are Southampton's most prolific offenders. There is a core central membership within the group and criminality occurs on an ad-hoc basis using stolen vehicles. Their offending is unlikely to stop despite periods of imprisonment and frequent arrests.

Serious acquisitive crime is committed to fund drug habits. Offences can be committed quickly and offer high financial gain to fund a criminal lifestyle. There is an accessible market for quick disposal of stolen property. Criminogenic families and a lack of family intervention can also be seen as a contributing factor; many of the offenders have family members who are also known offenders, or do not enforce school attendance or encourage them to find gainful employment. Lack of education and employment opportunities in turn encourage them to find alternative ways of funding their lifestyle through crime.

Hampshire Constabulary have allocated a dedicated investigation team to pursue potential suspects and to identify investigative opportunities such as forensics, property, CCTV and intelligence development. The Constabulary is continuing to work in partnership with Southampton Businesses Against Crime (SOBAC), Solent University and other City Centre contacts to identify vulnerable premises and offer support and advice.

5.1.3 Robbery

Trends and Benchmarking

Robbery is an offence in which force, or the threat of force, is used either during or immediately prior to a theft or attempted theft. Police recorded robberies cover a wide range of offences from armed bank robberies to mugging for mobile phones or small amounts of money. Robbery is a relatively low volume offence, accounting for around 1% of all Police recorded crime both nationally and within Southampton in 2016/17. The latest figures show that nationally, Police recorded robberies rose for a

second consecutive year after decreasing since 2006/07. In Southampton the rate of robberies per 1,000 population has increased by 30% between 2015/16 and 2016/17 (see figure 5.1.7).

Figure 5.1.7:

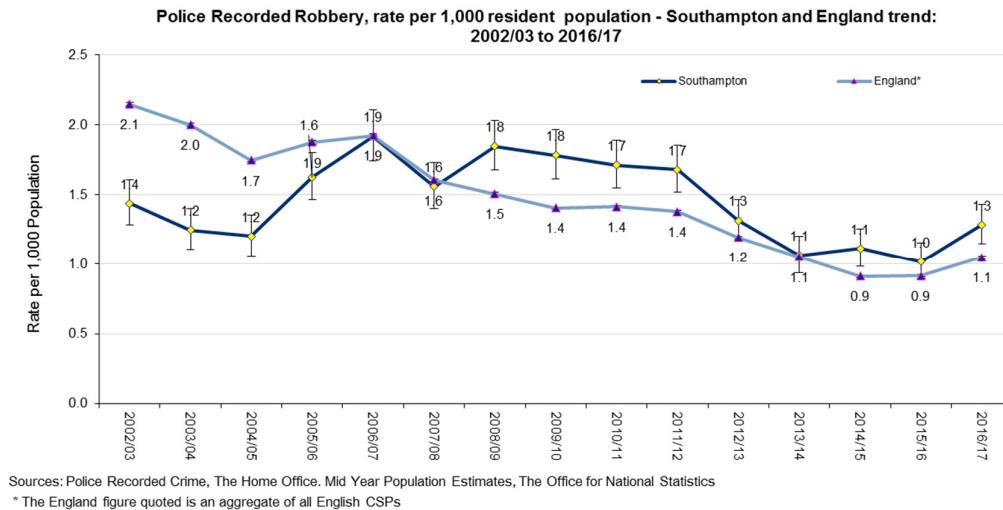
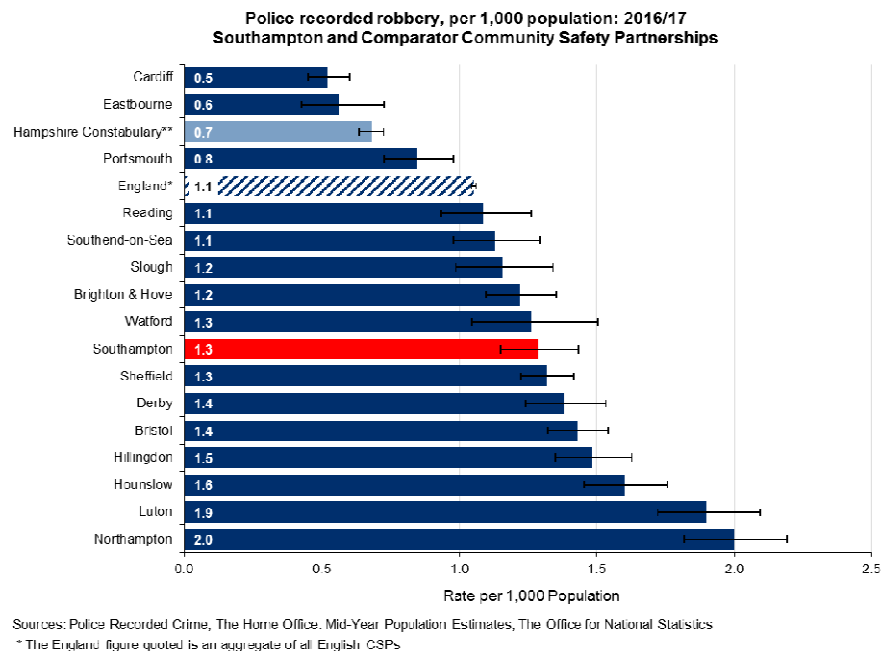


Figure 5.1.8 illustrates how Southampton experienced a significantly higher rate of robbery per 1,000 resident population than the national average in 2016/17, although it is about mid-way amongst its comparator group.

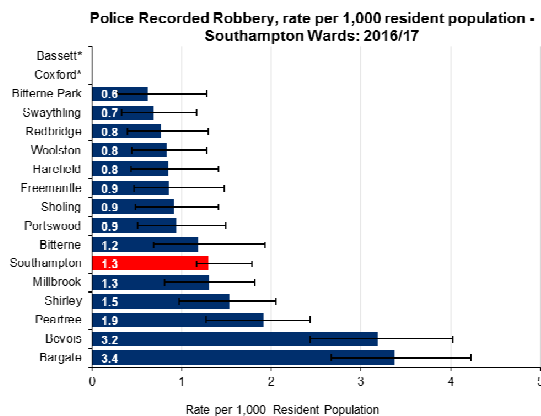
Figure 5.1.8:



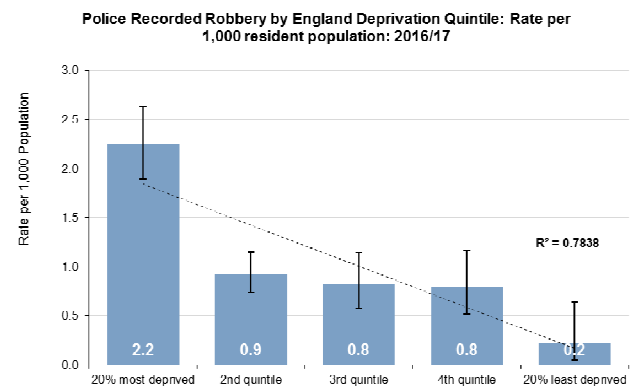
Sub-City Analysis

Within the city, the central wards of Bargate and Bevois experienced the highest robbery rates, although the wards of Swaythling and Woolston have the largest increases from 2015/16. Robbery is the only acquisitive crime with a strong correlation with deprivation, as robberies are significantly higher in the most deprived areas of the city compared to the least deprived areas.

Figure 5.1.9:



Sources: Police Recorded Crime as reported by Hampshire Constabulary, Intelligence, Tasking and Development, Small Area Population Forecasts for 2016 by ward, Hampshire County Council.
*Suppressed due to low numbers



Sources: Crime and Policing Open Data, The Home Office from data.police.uk, Office for National Statistics, Mid-2016 Population Estimates for Lower Layer Super Output Areas by IMD 2015

Victims and Perpetrators

The majority, (81%) of the victims of robbery of personal property are male and over half (52%) are aged under 25 years old. A total of 43% of personal robberies occurred in areas with many night time economy venues (Bargate and Bevois), with 44% of those robberies occurring on a Saturday or Sunday. In 2016/17, 83% of robbery offenders were male and over half of the offenders identified were aged 25-34 years. For 21% of offenders, a single offence was their only known offence in 2016/17, whilst 56 personal robbery offenders (48%) had carried out 5 or more offences of any type in 2016/17.

5.1.4 Vehicle Crime

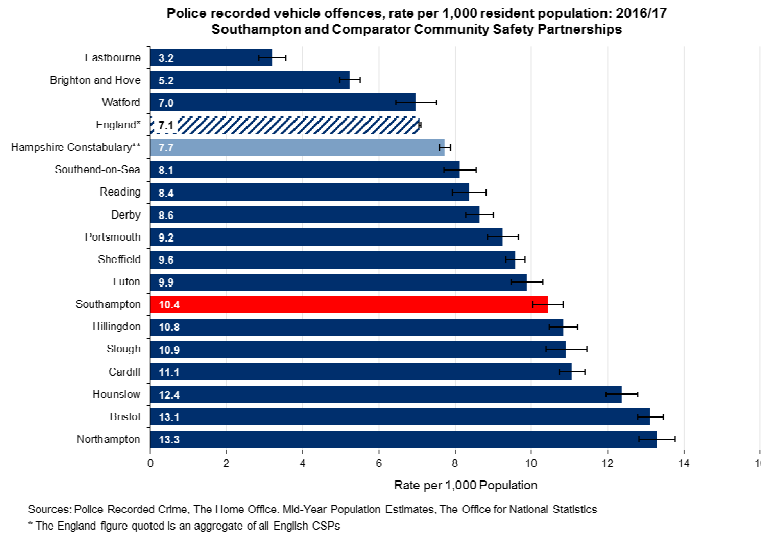
Trends and Benchmarking

The overall rate of vehicle crime in Southampton is approximately 10.4 offences per 1,000 resident population. This is significantly higher than the national rate (7.1), although similar to many of its similar community safety partnerships (see figure 5.1.10).

Nationally, vehicle crime has fallen substantially since 2002/03, this fall has been largely attributed to improvements to vehicle security. In the past two years vehicle crime in England has risen by 15% although still a long way from the 2002/03 levels. This recent increase may in part be caused by a rise

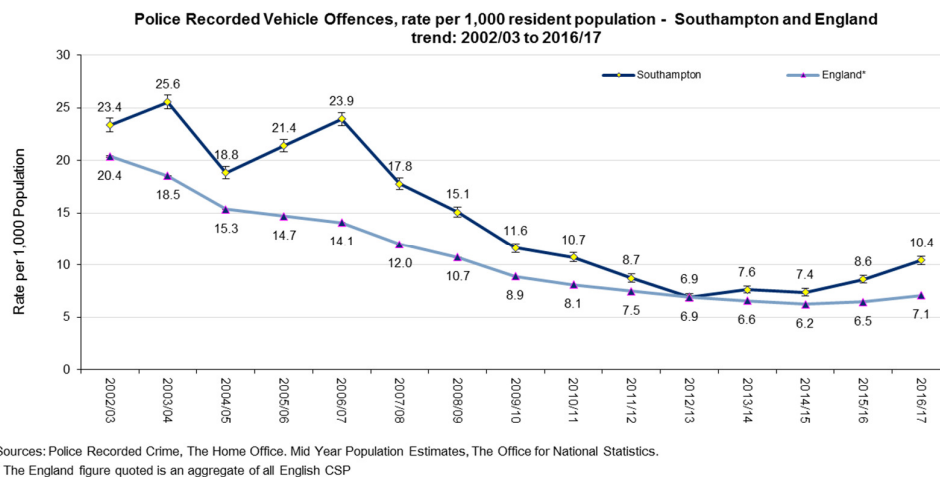
in thefts of motorbikes and scooters; these vehicles typically do not have immobilisers and may be easier for offenders to target.⁴⁴

Figure 5.1.10:



Data from 2015/16 Crime Survey for England and Wales (the most recent available for this dataset) shows nationally the majority of all vehicle related thefts occurred when the vehicle doors were not locked, suggesting that more awareness is needed about locking car doors.

Figure 5.1.11:



⁴⁴ ONS (2017) 'Overview of vehicle-related theft: England and Wales' [Online]:

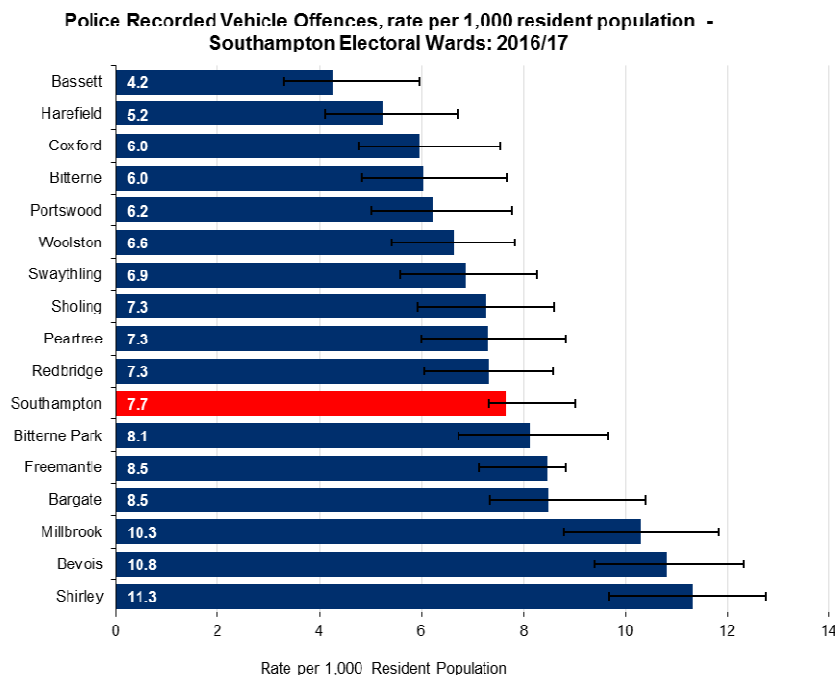
<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/overviewofvehiclerelatedtheft/2017-07-20> Accessed 12/09/2017

National patterns are mirrored locally with vehicle crime rising for the third consecutive year (see figure 5.1.11). More detailed analysis shows that *theft of a motor vehicle* has reduced by 26%, despite a rise in car key theft reported by Hampshire Constabulary. However, the increase in *theft from a motor vehicle* has resulted in an increase in overall vehicle crime.

Sub-City Analysis

Within Southampton, vehicle offences are significantly worse than the Southampton average in the wards of Shirley, Bevois and Millbrook (see figure 5.1.12). All of these wards have the highest rates of *theft from a motor vehicle* in Southampton, although Peartree is the only ward with significantly higher rates of *theft of a motor vehicle*. Vehicle crime has been identified as a priority within Bevois, with residents being sent vulnerable vehicle letters, alerting the owner to the risk of leaving valuables where they can be seen. Hampshire Constabulary have been also working with SCC Parking Enforcement who send the Police the details of cars that have valuables on display and they follow it up with a letter. In the ward of Millbrook, older models of vehicles were being targeted for the purpose of joy-riding. In response to the increased theft of vehicles, additional night time police patrols were authorised and this has resulted in an immediate reduction in such offenses.

Figure 5.1.12:



Sources: Police Recorded Crime as reported by Hampshire Constabulary, Intelligence, Tasking and Development, Mid Year Population Estimates for 2016, The Office for National Statistics

Victims and Perpetrators

The majority of the victims of vehicle offences were aged 35-49 years (32%) and 69% of victims of vehicle offences were male. It may be that for many car-owning couples, males are more likely to register as the main owner for a car or more likely to report a crime involving their vehicle. Fifteen per cent of victims of vehicle offences were also victims of another offence (of any crime type) during 2016/17 and a third were repeat victims of vehicle offences. The majority of known vehicle offence offenders were male (91%). Over half of the offenders identified were aged under 25 years and 20% were identified as juvenile offenders making it one of the most common crimes among juvenile offenders.

Overall offenders of acquisitive crime are younger than for other crimes with 46% aged under 25 and 72% aged under 35. Compared to offenders of all crimes, 32% are aged under 25 and 60% are aged under 35. The Hampshire and IOW Strategic Assessment notes that suspects for vehicle offences are often career criminals who live in the same locality as the offences and are linked to various acquisitive crime types.

Update on 2015/16 Recommendations

Recommendation	Current Position
The Partnership should continue to collect intelligence on the criminal activity of foreign force acquisitive nominals, handlers of stolen property and cross border travelling criminals impacting within Southampton. This should be used to develop plans to tackle emerging crime patterns.	Complete and ongoing. Intelligence continues to be shared at TPM (tactical planning meetings) and TPM plus (tactical planning meetings with additional partners) for ongoing action. Information about Foreign National offenders is collated and discussed at the Force Tactical Coordinating Group meeting in cases where the intelligence indicates a particular risk.
Work should continue to be undertaken to identify non-domestic (commercial) burglary hot spots in the city, coupled with predictive analytics works to identify burglary offenders. Continued partnership working including the involvement of the business community is vital in order to halt recent rises in this type of offence.	Complete and ongoing. Operation Turbulent implemented. Intelligence continues to be shared at TPM and TPM plus (see above) for ongoing action. Southampton Go! has been invited to refer issues to the SCP for discussion.

Recommendations

- The Partnership should continue to work to identify non-domestic (commercial) burglary hot spots in the city, coupled with predictive analytics works to identify burglary offenders. Continued partnership working including the involvement of the business community is vital in order to halt recent rises in this type of offence.
- The Partnership should work to raise awareness of the importance of locking vehicles in order to reduce vehicle offences.

- The Partnership to prioritise the targeting of repeat acquisitive crime offenders to reduce commission of burglary and vehicle crime.
- Hampshire Constabulary to undertake analysis of burglary dwelling in association with hot spot analysis for drug related harm to identify opportunities for crime prevention and partnership working.
- There should be a focus on dwelling burglaries during 2017/18 as the re-classification of sheds and garages mean that these are likely to rise over the next year. Members of the partnership should work together to inform residents about the risk of burglaries from garages and sheds and advise on what can be done to prevent them.

5.2 Anti-Social Behaviour

Anti-social behaviour (ASB) covers a range of behaviours, from environmental issues like littering, fly tipping and dog mess through to personal nuisance such as neighbour disputes, noise nuisance and criminal damage. On occasion, it includes criminal offences such as harassment and criminal damage. There is no one dataset, which comprehensively summarises anti-social behaviour; data is not always collected or is poorly recorded and it is not subject to the same quality checks, definitions and codes that govern crime records. Therefore, analysing experience and perceptions of ASB can be difficult.

5.2.1 Police Data

The largest and most comprehensive dataset is the Police recorded anti-social behaviour, although the type of ASB is no longer collected. Recorded levels of ASB in Southampton have increased over the past year, with an increase of nearly 4% in 2016/17 compared with 2015/16, a rate of approximately 44 incidents of ASB per 1,000 resident population. This is in contrast the national picture where recorded incidents of ASB fell by 1% compared with the previous year.⁴⁵ The Southampton Community Safety survey which was carried out in August and September 2017 found that 45% of respondents had been a victim of ASB during the past 12 months. Of these people, 47% reported it to the police, 16% reported it to another agency and 38% did not report it at all. Although this is based on a small sample of the population, this demonstrates that it is unlikely that the numbers reported by the police represent the full picture of ASB in the city.

There have been a number of initiatives over the past year aimed at reducing ASB with a focus on youth engagement and diversion. Examples include Driving Futures, Hampshire Police Cop Car project; a 10-week challenge, which sees 11-16-year-olds facing difficulties in the normal school system, work as part of a team and build their confidence. The project brings students together with the Police, Royal Navy, teaching and support staff to offer children who are currently unable to attend regular schools, the chance to grow in confidence, learn new skills and engage with the Police in a positive manner. Hampshire Constabulary has also linked with local radio station Unity 101 and local schools to run competitions and events.

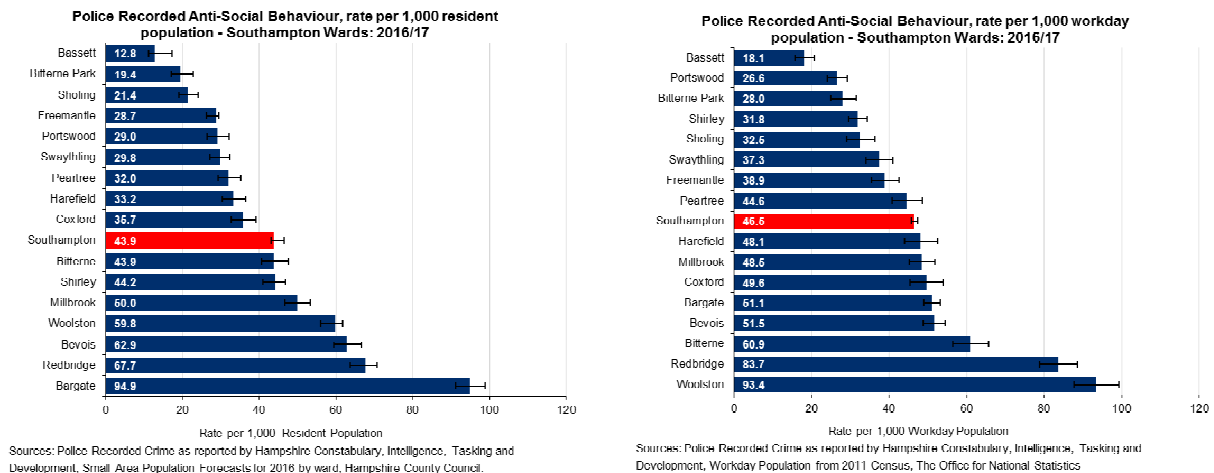
Hampshire Constabulary has a good working relationship with the Police Cadets, using them for engagement at events such as the Common People Festival, leafleting various crime initiatives and also involving them in street surveys to collect data for community priority setting. The Cadets, as well as Junior Police Community Support Officers (PCSOs) and Junior Wardens, are invaluable for role modelling within their peer group.

Recorded rates of ASB are highest in the central ward of Bargate, but rates significantly higher than the city average were also reported in the Redbridge, Bevois (another central ward) and Woolston

⁴⁵ ONS (2017) Statistical Bulletin - *Crime in England & Wales: Year Ending March 2017*

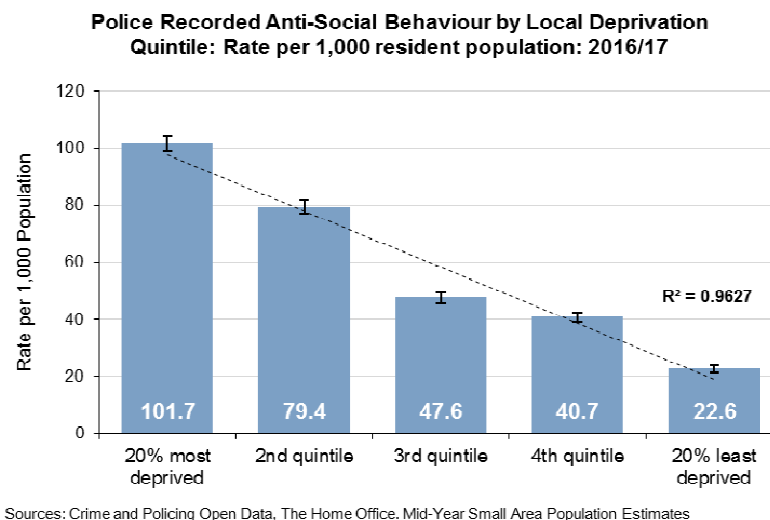
wards (see figure 5.2.1). When the population is corrected to allow for transient movement into the city centre, the four wards mentioned above remain significantly higher than the Southampton average but the areas of Woolston and Redbridge have the highest rates. In addition, Bitterne joins the group of wards with significantly higher rates of ASB than the city as a whole when the workday population is used as the denominator.

Figure 5.2.1:



Recorded ASB appears to be strongly linked to deprivation, with the most deprived areas experiencing significantly higher rates of recorded ASB (101.7 per 1,000 population) compared to the least deprived (22.6 per 1,000 population); as illustrated in figure 5.2.2.

Figure 5.2.2:



ASB has been raised as a priority for Neighbourhood Policing Teams across the city of Southampton within the past year. A Public Space Protection Order (PSPO) was introduced in April 2016, which enables Hampshire Constabulary to take action against people who are involved in persistent begging or street drinking in the city centre and four other zones within Southampton. The Business Improvement District (BID) have become associate members of the Safe City Partnership to support work in common areas of interest and it is anticipated that the BID will take the lead on the street begging campaign in the future.

Southampton City Council has continued a campaign encouraging residents and visitors to give their charitable donations to homeless charities in the city rather than directly to people who are begging. The campaign is supported by the Safe City Partnership and aims to raise awareness around street begging and to help provide a longer-term solution by helping vulnerable people off the streets and into accommodation and support services.

In the wards of Bevois and Bitterne, ASB has been listed as a priority following reports of general youth related nuisance and bikes / mopeds racing around local area. The Police are actively encouraging the reporting of incidents in this area and patrols and prevention work will continue to be carried out. They have also launched a 'Business Watch' Scheme in the area to help assist addressing ASB issues in the area, Business Watch members report incidents to the police so they can take the appropriate action. Business Watch members also give the police information that we can use to make the area safer. In the ward of Bargate, street drinking has been listed as an ASB priority. Another ASB priority for the city centre is the problem of begging and associated problems involving drugs and alcohol. Members of the public have been reminded not give money directly to people who are begging but to give money to charities instead.

Over the past year there have been many reports of ASB and youths loitering around the area of Cavell Place in Weston, especially on the bench/seating area provided. The reports have mentioned littering, swearing, shouting and underage drinking. The Police have been in close communication with other partner agencies regarding this issue to attempt to resolve or at least tackle the problem, they have been involved in specific meetings dedicated to this topic, as well covering house to house and asking residents to complete surveys. Removal of the bench as well as CCTV has been discussed. Police issuing orders has also been discussed, however due to limited resources and unknown identifications this has not been possible.

Members of the Community in Shirley and Freemantle have raised concerns about the level of Youth ASB in the St James' Park area. The issues of drinking and begging in the Shirley Precinct/High Street areas have also been raised.

5.2.2 Resident Views

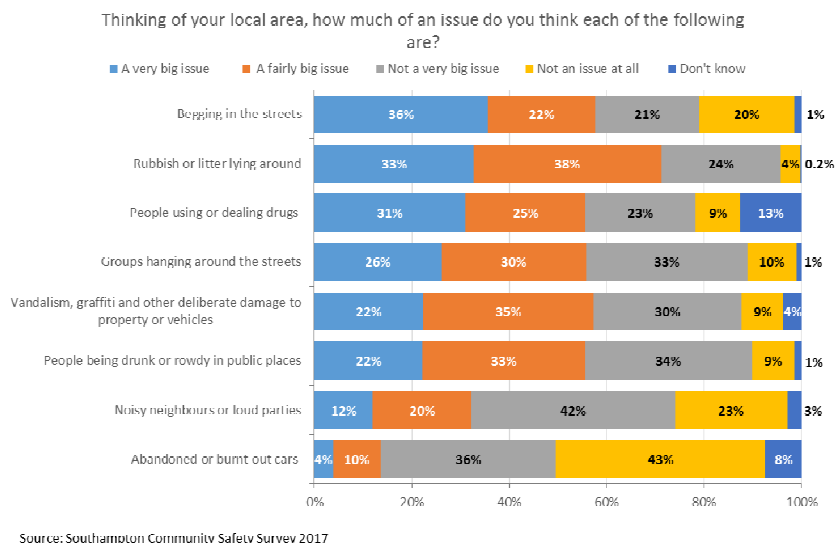
The 2017 Southampton Community Safety Survey asked about respondent's experience of ASB in the city. Residents were asked to what extent they felt that various problems are an issue in Southampton. The table in figure 5.2.3 and figure 5.2.4 show the most frequently mentioned issues.

Figure 5.2.3 Table of perceived community safety issues by residents: 2017

Issue	% Residents reporting as very big / fairly big issue (2017)	Percentage point change from 2015
Rubbish or litter lying around	71%	+10%
People being drunk or rowdy in public places	56%	+11%
Groups hanging around the streets	56%	+14%
People using or dealing drugs	56%	+16%
Vandalism, graffiti, arson and other deliberate damage to property or vehicles	57%	+17%
Begging in the streets	58%	+21%
Noisy neighbours or loud parties	32%	+3%
Abandoned or burnt out cars	14%	+5%

Higher proportions of people perceived issues as being fairly big or very big compared to 2015, with the largest increases being in begging in the street (+21 pts), vandalism, graffiti, arson and other deliberate damage to property or vehicles (+17 pts) and people using or dealing drugs (+16 pts). The full results from the 2017 community safety survey can be seen in section 4.6.

Figure 5.2.4



5.2.3 Anti-Social Behaviour Reported to Housing Services

Housing Services manages approximately 17,000 council tenancies and leasehold properties across the city, accounting for 20% of the properties in Southampton. Many of these are in the most deprived neighbourhoods. Whilst Southampton City Council is not responsible for the ASB of its tenants, it does have responsibility as the landlord for managing its effects.

Housing Services have robust policies and procedures to deal with antisocial behaviour and these have been developed with the involvement of tenants living in council accommodation and have been inspected by the Tenants Inspectors, and through the Tenant Scrutiny Panel.

The objective behind the Housing Service's work in this area is to resolve antisocial behaviour and not to have to take action to evict individuals or families. Eviction can place a financial burden on other services that the council has to deliver (homelessness, looked after children and adult services), so it is preferable that the situation is resolved by Housing Services, keeping people in their homes but living without causing a nuisance to their neighbours.

Over the last three years, there has been a decrease in the number of antisocial behaviour complaints, with the number of new or reopened antisocial behaviour cases dropping from and a little over 1,500 per year in 2013/14 to just under 1,200 in 2016/17. In relation to the number of tenancies that the council has and the number of antisocial behaviour, cases that are dealt with, the number of notices served and the resulting number of evictions is very low and this dropped further in 2016/17.

Figure 5.2.5: Southampton City Council Housing Services Anti-Social Behaviour Reports

	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17
No. of new/reopened ASB cases	1,820	1,463	1,510	1,400	1,287	1,164
Rate of open ASB cases per 1,000 Council tenancies	Data not available			13.5	8.9	9.0
Percentage of residents satisfied with how ASB has been dealt with	64%	78%	65%	75%	63%	76%
Evictions	3	12	3	4	1	0
Injunctions	2	1	3	0	0	1
Mediation Assessment Referrals	418	463	466	448	389	366
Demoted Tenancies	0	2	0	0	0	0

The success of the independent Mediation Assessment Service continues with the majority of cases being resolved by them without the need for further action by housing. The immediacy by which this resolves one to one neighbour disputes has been recognised nationally as best practice. Resident satisfaction with how antisocial behaviour has been resolved remains consistent ranging between 63% and 76% over the past three years.

In common with other social landlords noise was the most recorded type of ASB in 2016/17, featuring in 31% of cases, followed by verbal abuse and harassment in 11% of cases and ASB related to communal areas in 11% of cases.

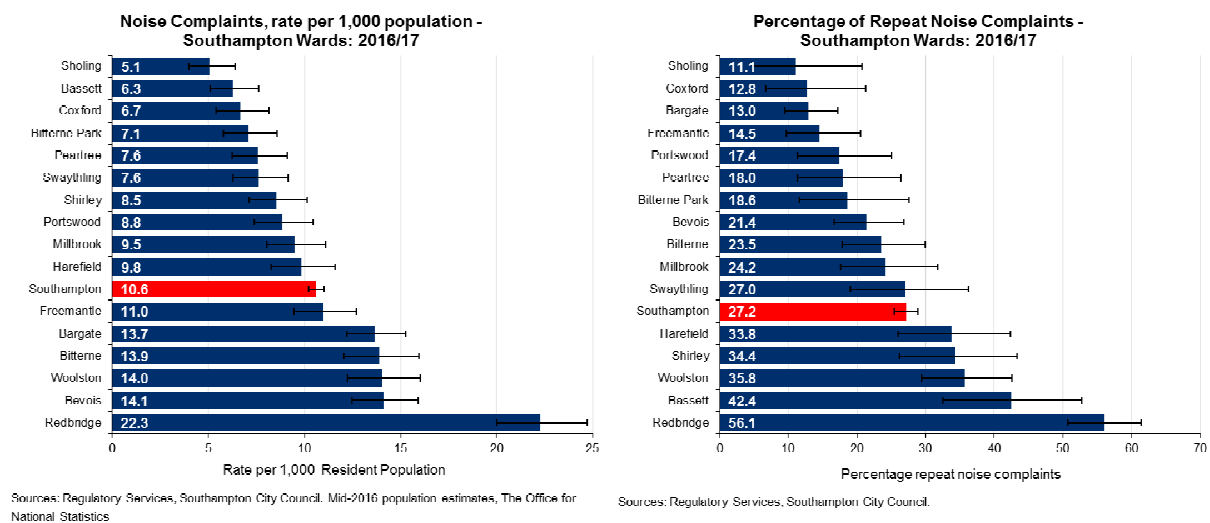
5.2.4 Noise Complaints

Southampton City Council's Regulatory Services received over 2,600 noise complaints in 2016/17. Nearly three quarters of these (72.5%) related to domestic noise (see figure 5.2.6). This is a 7.6% increase from 2015/16.

Figure 5.2.6: Reports of noise nuisance to Southampton Regulatory Services 2016/17

Noise complaint type	Number of complaints	Percentage of total
Domestic music / TV	1,263	47.4
Domestic non music	526	19.7
Barking dogs	241	9.0
Other animals	174	6.5
Other	139	5.2
Construction	120	4.5
Alarms including vehicles	74	2.8
Commercial amplified sound	65	2.4
Plant and machinery	30	1.1
Transport	19	0.7
Street	16	0.6
Total	2,667	

Figure 5.2.7:



Wards with significantly higher rates of noise complaints than the city average were Redbridge, Bevois Woolston, Bitterne, and Bargate, which includes some of the most deprived wards in the city (see figure 5.2.7). Across Southampton, 27% of complaints were repeats. One address was responsible for 43% of all noise complaints in Redbridge, which is also 5.5% of Southampton's total noise complaints. Complaints about this address included 50 complaints about shouting.

Update on 2015/16 Recommendations

Recommendation	Current Position
The Partnership should ensure that antisocial behaviour continues to be recognised and responded to by the Police and partners with a strategic plan to effect long term change in communities where recurring rates are high.	Complete and ongoing. ASB continues to be measured and monitored. Including the 'Business Watch' Scheme in the area to help assist addressing ASB issues. Also specific meetings dedicated to ASB and asking residents to complete surveys.
The three publically agreed 'Community Priorities' in all neighbourhoods should be maintained and continue to target issues (crime and anti-social behaviour) that most significantly impact communities.	Ongoing. The three community priorities in each area are managed through a number of methods including beat surgeries and survey monkey. https://www.police.uk/hampshire/
The Partnership should continue to take action on the issue of street begging; particularly enforcement action within the established PSPOs. All agencies should also take action to improve awareness and education.	Working group set up to manage street begging and homelessness. Regular updates provided to SCP by Insp Mel Golding. Inputs on education through the business sector provided to the Southampton Go! meeting by Mitch Sanders (SCC) and Supt Ali Heydari (Police).

Recommendations

- The Partnership should continue to ensure that antisocial behaviour continues to be recognised and responded to by the Police and partners with a strategic plan to effect long term change in communities where recurring rates are high.
- The three publically agreed 'Community Priorities' in all neighbourhoods should be maintained and continue to target issues (crime and anti-social behaviour) that most significantly impact communities. Police survey data should be shared with the partnership to inform priority setting and the strategic assessment.
- Street begging continues to be an issue in the city (21% point increase in the proportion of people thinking this was an issue in 2017 compared with 2015). The Partnership should continue to take action on this issue; particularly around enforcement where possible, and in improving awareness and education.

5.3 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 and enriching range of communities, there is a possibility of hate crimes - whereby 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.

The Crime Survey England and Wales (using data from the 2011/12 and 2012/13 surveys) found that victims of hate crime reported that they were more emotionally affected more often by the incident (68%) compared with victims of crime overall (37%), and the impact of hate crime on victims was more severe.

5.3.1 Trends and benchmarking

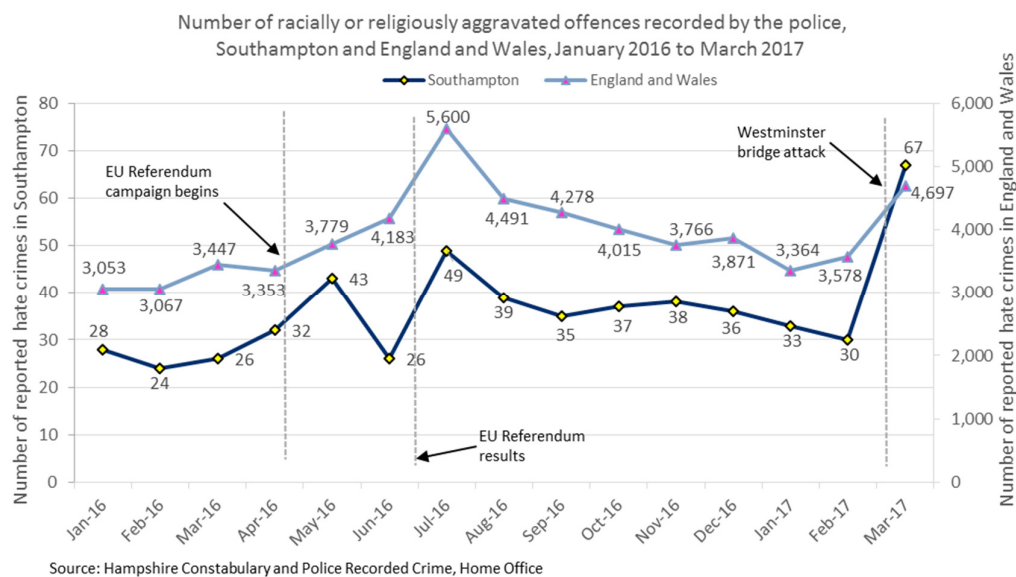
A total of 574 incidents of hate crime in Southampton were recorded by the Police in 2016/17. This represents an increase of over 15% on the 492 hate crimes in 2015/16 and 30% increase from 441 reported hate crimes in 2014/15. In comparison, the most recent Home Office report on Hate Crime,⁴⁶ showed a 29% increase nationally over the same period. In 2016/17, the majority of hate crimes nationally were race hate crimes (78%), 11% were sexual orientation related, 7% were religious hate

⁴⁶ Home Office (2017), *Hate Crime, England and Wales, 2016/17*,
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/652136/hate-crime-1617-hosb1717.pdf

crimes, 7% of hate crimes were disability related and 2% were transgender hate crimes. The percentages sum to more than 100% as it is possible for a hate crime offence to have more than one motivating factor. Nationally, hate crime recorded by the police have increased across all five of the monitored hate crime strands between 2015/16 and 2016/17; this is likely to be because of a greater awareness of hate crime and improved willingness of victims to come forward. Comparing the number of hate crimes recorded by the police (42,236 in 2012/13) with the number reported in crime surveys (278,000 per year 2011/12 -2012/13) suggests that hate crimes are underreported.⁴⁷

Hates crimes could be increasing as well as victims' confidence to report it and Police perception to categorise incidents as hate crimes.⁴⁸ Nationally, there was an increase in recorded hate crime around the time of the EU referendum, the number of racially or religiously aggravated offences in England and Wales recorded by the police in July 2016 was 41% higher than the number recorded in July 2015. This was the biggest national year-on-year increase in recorded hate crime for any month since January 2013. Smaller national rises in hates crime in the past have been linked with preceding major news events.

Figure 5.3.1:



It is suggested, that at times of related major news events, victims and witnesses might be more aware that crimes might be racially or religiously motivated, more confident in reporting the incident to the police and the police themselves might be more sensitive to racial and religious motivation recording

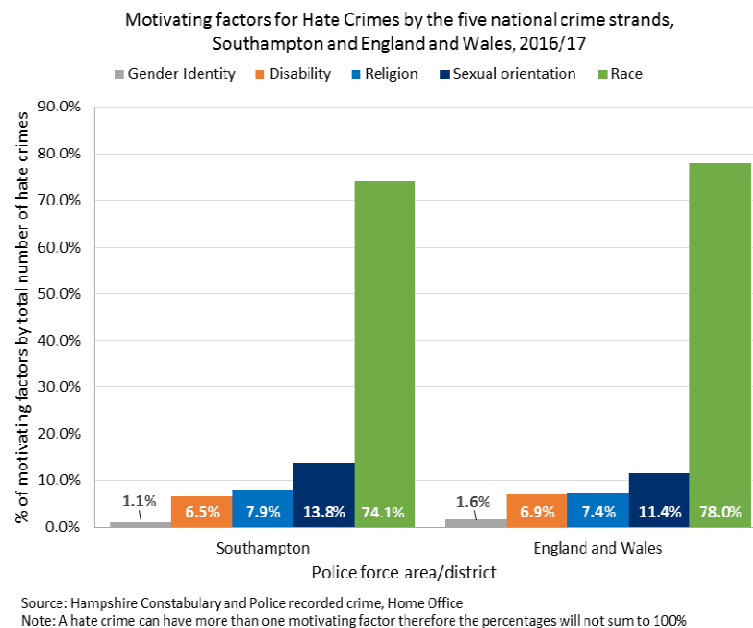
⁴⁷ Home Office, Office for National Statistics and Ministry of Justice (2013), An overview of hate crime in England and Wales

⁴⁸ Home Office, Hate Crime, England and Wales, 2015/16 and Hate Crime, England and Wales, 2016/17

more crimes as hate crimes.⁴⁹ Analysis of national rise in hate crime co-occurring alongside EU referendum exemplifies how the magnitude of increases/decreases are linked with victim's reporting confidence and Police sensitivity. Figure 5.3.1 illustrates how Southampton and national trends of reported hate crime are linked with key events.

Hampshire Constabulary have also reported on peaks in force-wide reported hate crime corresponding with national and international terror. Qualitative information gathered by Hampshire Police have identified a shift in the nature of incidents away from the commonly reported derogatory words aimed at Asian and black ethnicities, to an increase in phrases such as, 'go back to your own country' aimed at a range of ethnicities and nationalities such as Polish and other Eastern Europeans. It is anticipated by Hampshire Constabulary that hate crime will continue to increase at a national level due to ongoing threats from terrorism, migration crises, and the UK leaving the European Union. However, hate crime remains significantly under-reported and so the true picture is unlikely to be accurately captured.

Figure 5.3.2:



Hate crimes are a subset of notifiable offences that are recorded by the police and make up less than two per cent of such crimes, based on national police recorded crime figures for 2016/17. For Southampton the percentage was also 2%. Figure 5.3.2 shows that the distribution of five centrally monitored motivating factors for hate crimes in Southampton is not dissimilar compared to that of

⁴⁹ Home Office, Hate Crime, England and Wales, 2016/17

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/652136/hate-crime-1617-hosb1717.pdf

Hampshire or England and Wales. The categories in the chart below use the nationally comparable percentages for the five centrally monitored motivating factors. The figures stated are a percentage of the crimes and these do not sum to 100% as a hate crime could have more than one motivating factor.

5.3.2 Sub-City Analysis

The 'Helping Victims of Hate Crime' app was launched by Hampshire Constabulary in 2013. It is designed to give people more information in one handy 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 organisation, True Vision. Since its launch, the app has been downloaded approximately 6,000 times and there has been an increase in reporting.

The proportion of hate crime by category remains consistent with national and local trends, with race related occurrences accounting for 74% of the total hate crime offences. Race related occurrences have also driven the overall year on year increase, recording an additional 352 crimes, an increase of 32%. The majority of hate crimes in Hampshire & IOW Constabulary are recorded as Public Order offences (61%) or Violence without injury (21%). In relation to overall hate crime, almost half (48%) relate to Public Order offences where Race was the defining issue. There were 197 repeat victims; almost half of these reporting race related hate crime.

Hate crime and the hate crime sub-types are not distributed evenly between wards. Some wards have a higher percentage share of hate crimes types. The figures below use percentages of the number of motivating factors recorded. In 2016/17, the highest share of the city's reported hate crime by motivating factors recorded occurred in Bargate ward (29%). 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;

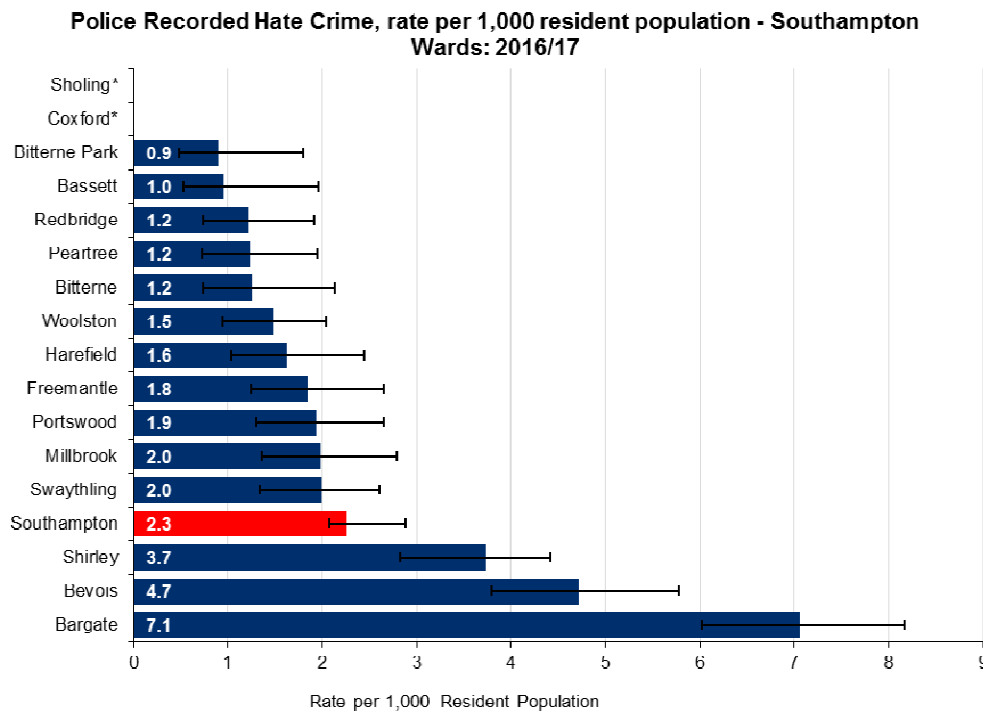
- race related motivating factor – 122 reported hate crimes,
- sexual orientation related motivating factor – 23 reported hate crimes,
- faith/religion related motivating factor – 16 reported hate crimes,
- gender identity related motivating factor – 3 reported hate crimes

The ward with the highest numbers of reported hate crimes with disability related motivating factor was Millbrook – 8 reported hate crimes, whilst the highest numbers of reported hate crimes with a motivating factor of honour based violence (HBV) occurred in Bevois – 9 reported hate crimes. Bevois also had the second highest count of reported faith/religion related hate crime - 14 reported hate crimes.

The ward with the highest increase of recorded hate crime offences was Portswood, more than doubling from 11 to 29 recorded hate crimes. Harefield and Peartree wards saw an increase in reports of 53% and 50%, respectively. Conversely, Coxford and Sholing both saw a decrease in hate crimes reports of 77% and 73% respectively (see ward level summary for Police Recorded Crime in chapter

4.1). Using the ward resident population, between 2015/16 and 2016/17 the rate of recorded hate had a statistically significant increase for Portswood and a statistically significant decrease for Coxford. For the remaining wards, there were increases and decreases for the rate of hate crime offences per 1,000 resident population between years for the other wards, however none of which were statistically significant.

Figure 5.3.3:



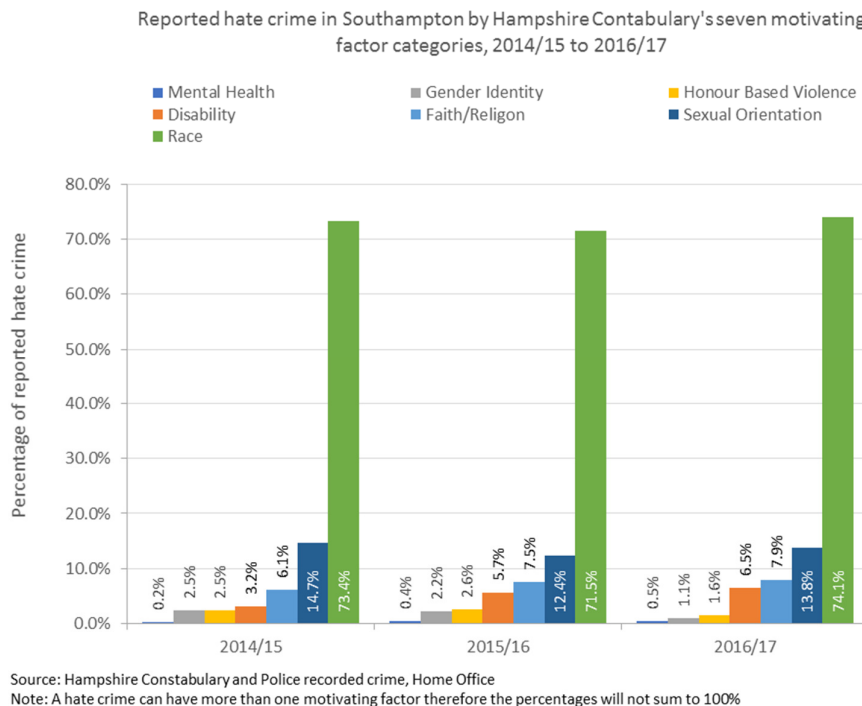
Sources: Police Recorded Crime as reported by Hampshire Constabulary, Intelligence, Tasking and Development, Mid Year Population Estimates for 2016, The Office for National Statistics

* Suppressed due to low numbers

5.3.3 Victims and Perpetrators

As mentioned previously, the local number of record hate crimes has increased year on year. However, looking at the chart below (figure 5.3.4), the proportion by type for the larger groups; race, sexual orientation, faith and religion has remained similar between years, consistent with national and force-wide trends (figure 5.3.2). Please note Hampshire Constabulary use seven hate crime strands to categorise motivating factors; honour based violence and mental health are in addition to the five centrally monitored strands show in figure 5.3.2. The percentages in figure 5.3.2 and 5.3.4 do not change as they are as a percentage of the number of offences, each motivating factor type can occur only once for each hate crime, however a hate crime can have more than one type, because of this the percentages do not sum to 100%.

Figure 5.3.4:



In Southampton, between 2015/16 and 2016/17 recorded hate crimes increased by 15%. Within this the number of recorded race-related hate crimes increased 19%, sexual orientation related hate crimes increased by 28% and faith and religion by 22%. Locally and force-wide, hate crime related to sexual orientation, transphobic and disability is recorded in very small numbers.

5.3.4 Other Considerations

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. In addition anyone can report hate crime online and there are now 15 reporting centres in the city where members of the public can speak to someone about hate crime and report it.

A Community Cohesion Desk has been established which 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 circulated in order to provide information about current threats to Hampshire in relation to community tension and public order.

The Safe City Partnership has focused on hate crime in light of the EU referendum result concerns about the increase in unreported crimes. Southampton's Pledge Against Hate was launched in October this year to coincide with National Hate Crime Awareness Week. 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.

Hampshire Constabulary are committed to investigating all hate crimes and incidents, supporting victims and bringing the offenders to justice. The Force 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 our gay community in Southampton.

The 'Helping Victims of Hate Crime' app was launched by Hampshire Constabulary in 2013. It is designed to give people more information in one handy 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 organisation, True Vision. Since its launch, the app has been downloaded approximately 3,000 times and there has been an increase in reporting.

Recent changes in policing process mean that Neighbourhood Policing Teams have taken responsibility for investigating Hate Crime incidents. The most recent Victim Satisfaction surveys (independently completed with victims of hate crime) suggest that levels of satisfaction in how the Police have dealt with their cases is very high. This data, when compared to levels of satisfaction for other crimes is very favourable; burglary satisfaction levels are around 85%, vehicle crime around 72% and violent crime around 78%.

Update on 2015/16 Recommendations

Recommendation	Current Position
Southampton City Council and the Police continue to have a leading role in monitoring and reporting hate crime; data from across the Partnership should continue to be brought together and analysed to help inform the profile of hate crime in the city particularly after the results of the EU referendum.	Monitoring is taking place through Southampton CONNECT and the Safe City Partnership.
The under-reporting of hate crime incidents makes assessing the true picture difficult. The Partnership should develop community engagement networks to ensure victims of hate crime have the confidence to report incidents.	Ahmed Sasso (Police) is working with partners to develop third party reporting centres. 15 centres set up so far in diverse locations.
The Partnership should work together to identify victims and premises within Southampton that are vulnerable to hate crime, or those who are linked to perpetrators of these crimes.	Data is regularly monitored to identify repeat victims and places of interest. Victims' Code requirements being met regarding the additional entitlements available to repeat victims of crime.

Recommendations

- Data from across the Partnership should continue to be brought together and analysed to help inform the profile of hate crime in the city and trends, particularly in the run up to BREXIT and in light of national extremist attacks.
- The Partnership should continue focussing on community engagement, especially with vulnerable groups/communities, to reduce under-reporting and through improved processes reduce under-recording.
- Hampshire Constabulary should continue to work with partners to develop third party reporting centres.
- The Partnership should work with people working in the Night Time Economy (taxi drivers, door people etc.) to make sure they are aware of hate crimes and how to report them.⁵⁰

⁵⁰ Action Against Hate, The UK Government's plan for tackling hate crime (July 2016) [http://report-it.org.uk/files/action_against_hate - uk government s plan to tackle hate crime 2016.pdf](http://report-it.org.uk/files/action_against_hate_-_uk_government_s_plan_to_tackle_hate_crime_2016.pdf)

5.4 Violence Against the Person

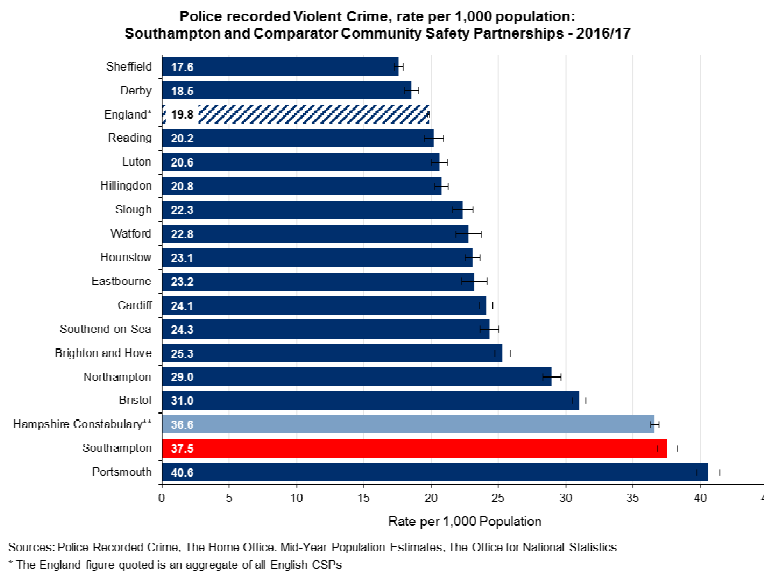
Police recorded violent crime figures includes wounding and assault (including attempted incidents). Violent crime covers a range of offence types from minor assaults, such as pushing and shoving that result in no physical harm, to murder. It includes offences where the victim was threatened with violence whether or not there is any injury.

5.4.1 Trends and Benchmarking

Rates of Recorded Violent Crime

Continuing the national trend seen in recent years, the volume of violence against the person offences being dealt with by the police increased over the past year with 1.1 million incidents reported to the police during 2016/17. Most of this volume increase was thought to result from improved recording practices but it is likely that rises in the most serious categories reflect genuine rises in violent crime.⁵¹ The Crime Survey for England and Wales (CSEW) estimated that there were 1.2 million incidents of violence experienced by adults aged 16 and over in the latest survey year ending June 2017; no change from the previous survey year. Police recorded crime figures cover a wider range of offences than the CSEW, including homicide, death by dangerous driving, threats, stalking and harassment, while the CSEW includes offences not reported to the police. Around 20% of the rise in police recorded violence against the person in the last year is in categories not covered by the CSEW.

Figure 5.4.1:

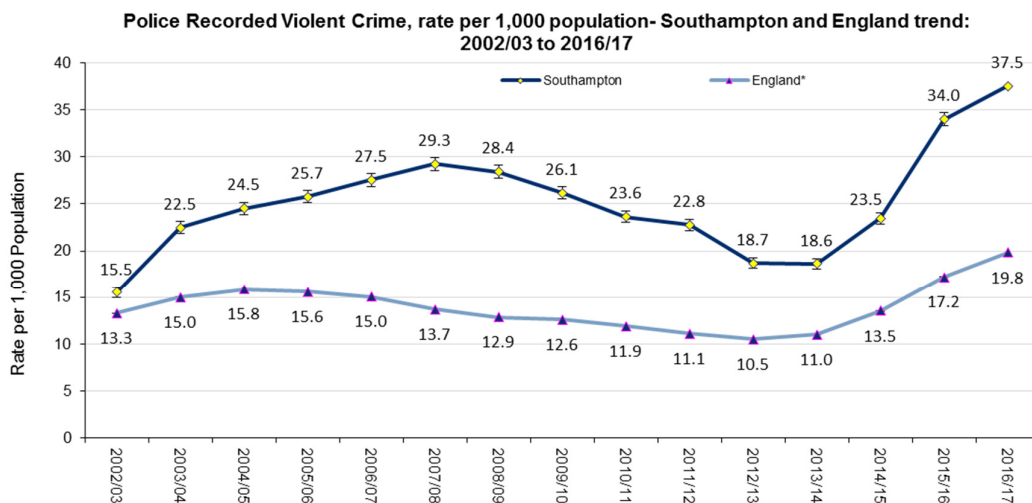


⁵¹ Crime in England and Wales: year ending June 2017 (Office for National statistics) [Online] Available from <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/june2017>

Southampton continues to have a relatively high recorded rate of violent crime, with a rate of 38 recorded crimes per 1,000 population in 2016/17 (see figure 5.4.1). Similar to 2015/16, this is significantly higher than the national rate (19.8) and places Southampton second amongst its group of most similar community safety partnerships. The rate of violent crime recorded in Southampton is not significantly different from that recorded in its local comparator, Portsmouth, which has the highest recorded rate of 40.6 recorded crimes per 1,000 population.

Southampton also has significantly higher rates than the national average for Police Recorded Violence with Injury (15 crimes per 1,000 population) and Police Recorded Violence without Injury (22 crimes per 1,000 population) and places Southampton second amongst its group of most similar community safety partnerships for both indicators. In Southampton, between 2015/16 and 2016/17, the number of Police Recorded Violence without Injury has increased by 19% and number of Police Recorded Violence with Injury has increased significantly by 8%.

Figure 5.4.2:



Sources: Police Recorded Crime, Home Office. Mid Year Population Estimates, Office for National Statistics

* The England figure quoted is an aggregate of all English CSPs

Figure 5.4.2 shows the trend in overall recorded violent crime in the city. This illustrates that in the period prior to 2013/14, there had been a marked reduction in the number of violent crimes in Southampton. The Neighbourhood Policing Team attributes 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).⁵² However, in the past three years all sectors in the city have seen a dramatic increase in the number of violent crimes. In the last year there has been, a 14.4% increase in

⁵² Hampshire Constabulary (2017) Force Strategic Assessment 2017

the number of violent crime, an 8.3% increase in violence with injury and a 19.1% increase in violence without injury.

Action taken by Hampshire Constabulary to improve Crime Reporting Standard compliance is likely to have accounted for the increase in recorded violent offences between 2013/14 and 2015/16. However, with these actions now in place, it is likely that the increase recorded between 2015/16 and 2016/17 is real. The Accident and Emergency data supports this – there was a 3% increase in the number of assault presentations in the last year. This is compared to a 23% reduction in previous years, suggesting that violent crime may be increasing in the city. In comparison, latest CSEW estimates showed that nationally there has been no significant change from the previous survey year (there was a 4% decrease but this was not statistically significant).⁵³

Domestic Abuse

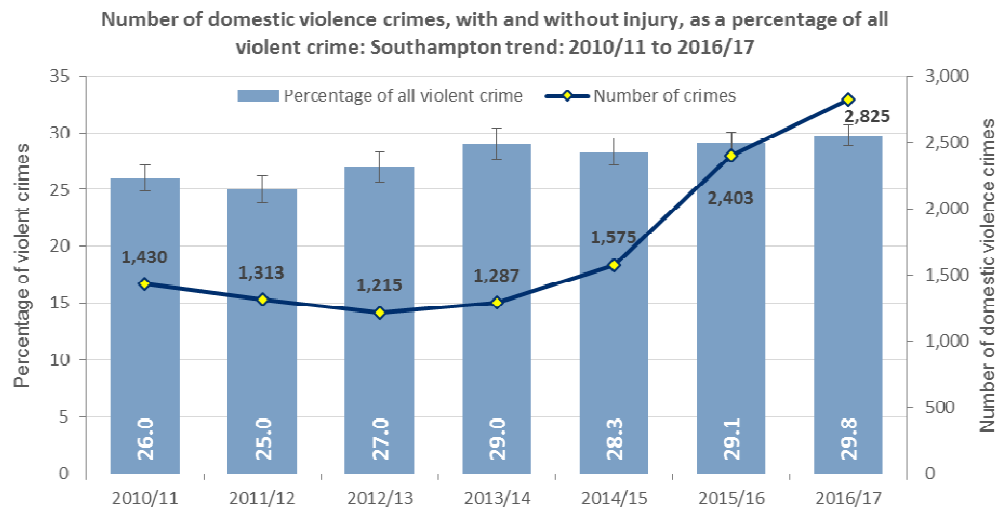
Another possible factor underlying the rise in Police recorded violent crime is an increase in the reporting and recording of domestic abuse (see figure 5.4.3). An HMIC progress report on the Police response to domestic abuse concluded that recent drives to improve the reporting and recording of domestic abuse have resulted in an increase in the number of domestic abuse-related crimes.⁵⁴ Data analysis from the Home Office indicates that violence against the person offences are most likely to be flagged as domestic, with 32% of these offences flagged as domestic-abuse related nationally.⁵⁵ This pattern is mirrored locally where the percentage of violent crimes identified as domestic has held fairly steady at between 28.3% and 29.8% over the past three years, but the number of offences in this category has increased dramatically; by approximately 18% in 2016/17 compared to the previous year. Further analysis on domestic violence and abuse can be found in section 5.10.

⁵³ Crime in England and Wales: year ending June 2017 (Office for National statistics) [Online] Available from <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/june2017>

⁵⁴ Her Majesty's Inspectorate of Constabulary (2015) Increasingly everyone's business: A progress report on the police response to domestic abuse [Online] Available from <http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/increasingly-everyones-business-domestic-abuse-progress-report.pdf>

⁵⁵ Crime in England and Wales: year ending June 2017 (Office for National statistics) [Online] Available from <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/june2017>

Figure 5.4.3:



Source: Hampshire Constabulary

Violence Against the Person Involving Knives

There has also been a 15% increase in violence against the person crimes involving knives in Southampton compared to a 20% rise nationally and 14% across the Hampshire force area. Southampton accounts for one quarter of all reported knife crime in Hampshire (528 occurrences); more than any other District. Portsmouth records the second highest number of knife crimes (391). There has also been an approximate 16% increase in possession of bladed weapon offences. A police review of drug related violence (DRV) in Southampton and Portsmouth highlighted an increase in associated knife crime in these police districts in the same period. The review showed a reduction in knife or bladed implement related DRV intelligence but an increase in reported occurrences; an increase in the numbers of victims being wounded, indicating a genuine increase in risk. Almost all of those involved are active drug users or runners engaged in robbing transient lines and are either carrying knives to commit robberies, being stabbed in retaliation or both.⁵⁶

Southampton and Portsmouth record the highest levels of knife crime locally and approximately 40% of all violence against the person crimes involving a knife are domestic offences. Southampton also records higher than average numbers of habitual knife carriers (HKC) and 68% of HKCs in Southampton are linked to drugs. These are persons who are shown to be the accused on two or more offences of possession of a knife, bladed article or offensive weapon in the last two years. These identified repeat offenders are generally young (aged between 13 and 25 years), male and are also linked to acquisitive crime (17%) and less than 5% linked to sex offences. The reasons for this increase are unclear as this

⁵⁶ Hampshire Constabulary (2017) Force Strategic Assessment 2017

type of offence is less likely to be influenced by changes to recording practice than other serious violent crime⁵⁷. Further analysis is required to fully understand the rise in knife crime in Southampton.

Southampton City Council are currently formalising a working group to develop joint initiatives, including communications, for and to schools associated with weapons awareness.

The work involved will include; delivery of a joint presentation to the Schools Leadership Education Forum in the autumn term covering:

- Background to the issue and local context
- Perceptions, underreporting and appropriate responses
- The framework behind this aspect of partnership working with schools

The aim behind this work is to:

- Ensure schools are involved in and part of decision making post charging/Joint Decision Making
- Deliver a joint workshop to Designated Safeguarding Leads
- Offer a training programme for Year 9
- Share Police communication with schools through SCC's internal communications
- Conduct a census to look at reported/unreported incidents
- Work with schools to identify links into Neighbourhood Police Teams and local Families Matter Teams
- Review recent high level incidents as an opportunity for learning, including examples of good practice (within the working group).

Offer development opportunities to SCCs Junior Wardens and Police Cadets on this issue

Other Violent Crime

Numbers of homicides in Southampton have remained below 5 each year since 2007. The Hampshire Constabulary reports that of the 36 homicides across Hampshire in the last five years, 10% have been identified as a domestic homicides. A strategic assessment of homicide offences in Hampshire over the previous five years identifies mental health, murder, suicides and links with vulnerability and found at that time over a third of homicides in Southampton are against victims living in supported or sheltered housing.

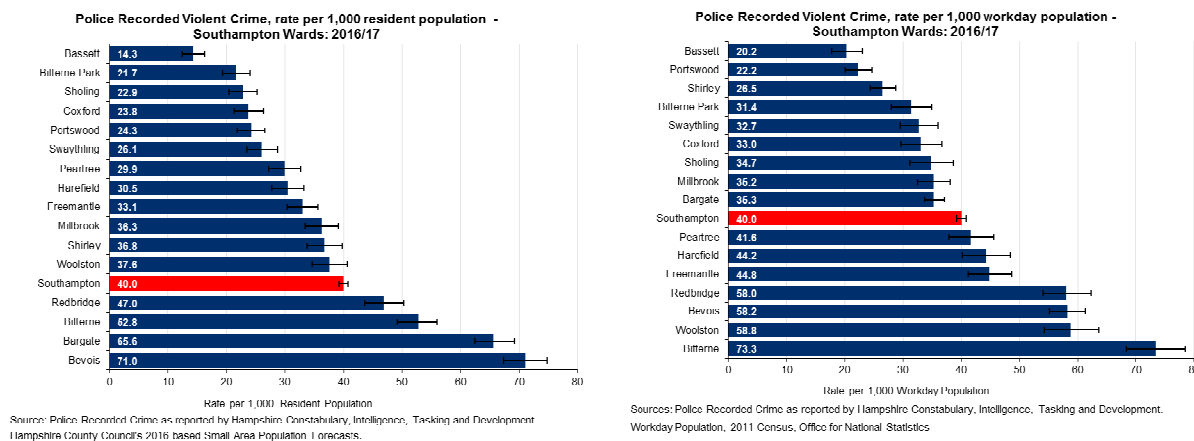
⁵⁷ ONS (2017) Focus on Violent Crime and Sexual Offences: Year ending March 2016 [Online] Available from: <http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/compendium/focusonviolentcrimeandsexualoffences/yearendingmarch2016>

5.4.2 Local Data

Police recorded violent crime by ward can be difficult to measure; converting the number of violent crimes by ward into a rate helps make comparisons between wards, however taking into account the NTE population (which has a clear link to violent crimes) is not easy. Therefore, rates have been calculated for both the work-day and resident populations (see figure 5.4.4).

In 2016/17, police recorded violent crime per 1,000 work day population was significantly higher compared to Southampton average in Bitterne, Woolston, Bevois, Redbridge and Freemantle wards. Bevois, Bitterne and Redbridge were also significantly higher compared to Southampton average for police recorded violent crime per 1,000 resident population. Bargate was also significantly higher compared to the Southampton average when using the rate per resident population but wasn't significantly higher when using the rate per work day population.

Figure 5.4.4:



Whilst the rate of recorded violent crime per 1,000 residents in Southampton increased significantly between 2015/16 and 2016/17 by 12%, the increase was most marked in the wards of Bitterne (41.7% increase), and Portsmouth (26.9% increase, see figure 4.5.3 in section 4.5 for full tartan rug). Bitterne ward includes the Thornhill estate area and Portsmouth includes St Denys, both 'pockets of deprivation' Portsmouth is also a student area, which may also have a bearing on the crimes occurring in these areas.

These are "Disclosure of private sexual photographs and films with the intent to cause distress or anxiety" and "Sending letters with the intent to cause distress or anxiety"; their inclusion has led to a 90% increase in harassment offences in 2015/16 compared to the previous year.⁵⁸ It is recognised that

⁵⁸ Office for National Statistics (2016) Crime in England and Wales: year ending March 2016 [Online] Available from

violent offences are more susceptible to subjective judgements where a decision is taken as to whether a crime will be recorded or not. A data integrity drive by Hampshire Constabulary has resulted in improved accuracy in reporting of violence against the person offences.

Although Bitterne, Portswood, and Freemantle wards have experienced a significant increase in the volume of violent crime in the last year, Bargate and Bevois wards continue to have the highest recorded crime rates in the city (see figure 4.5.2 in section 4.5). The night time economy in Southampton continues to act as a driver for these offences in the city centre. Indeed, figures from the local Emergency Department, which are analysed by Southampton City Council's Community Safety Team, show an increase of assault presentations in relation to the night time economy of 3% in 2016/17 compared to the previous year. We cannot be certain whether this represents an increase in assaults, an increase in A&E use, and/or hospital recording practices.

Update on 2015/16 Recommendations

Recommendation	Current Position
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.	This is an ongoing piece of work, which includes looking at data from a variety of sources e.g. data collected by the YOS is shared at the YOS Board and police data shared in this forum.
Further research should be undertaken by the Partnership in relation to vulnerable and repeat victims of violent crime, in order to identify and mitigate risk; particularly victims of domestic abuse (see section 5.9 for further DVA recommendations).	Hampshire Constabulary now have a vulnerability matrix, which is being reviewed. This matrix lists a number of people each month who are the most vulnerable in terms of repeat victims and perpetrators. This is closely aligned to a review of how they manage their riskiest offenders under Integrated Offender Management arrangements.
The Partnership needs to better understand the reasons for the rise in knife crime in the city. A focused review of the increase in knife crime in Hampshire has been commissioned by the Force Policy Group in 2016/17; this should be used to identify key intelligence threats such as habitual knife carriers for targeting.	In progress. A Force strategic assessment was commissioned and produced confirming a rise in knife crime in the city however, the assessment stopped short of giving a definitive reason for the rise. The YOS are working closely with schools on a variety of weapon awareness projects aimed at both staff and young people.

<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingmar2016#interpreting-trends-in-violent-crime>

Recommendations

- 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.
- Based on the findings from the Force Strategic Assessment on knife crime, the Partnership should formulate an action plan to tackle increasing levels of knife crime in the city.
- 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.

5.5 Alcohol and Substance Misuse

The links between drug and alcohol misuse and crime are complex. However, substance misuse and dependency effects can have a societal impact, with some people who use substances problematically having links to criminal activity and a high number of offences committed whilst the offender is under the influence of alcohol.

For a significant number of people, drug and alcohol consumption is a major cause of ill health. Drug and alcohol dependency is a complex health disorder with social causes and consequences. People who use drugs can be at risk of a wide range of different health problems, including lung, liver, heart disease, blood borne viruses and mental health problems. There are strong links between drugs, antisocial behaviour, crime and disorder and the exploitation of vulnerable people.⁵⁹

5.5.1 Alcohol - Trends and Benchmarking

Most people enjoy alcohol responsibly and in moderation. Any associated harms can be minimised by drinking within governmental lower risk guidelines. Alcohol consumption can have a positive effect on the wellbeing of adults, especially where this encourages sociability and community building.⁶⁰

The misuse of alcohol poses a threat to the health and wellbeing of not only the individual drinker 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.⁶¹

Crime Affected by Alcohol

Although the link between alcohol abuse and crime is a complex one, it is acknowledged by Police nationally that alcohol does have a significant role in criminal activity, because its effects on the mind and body are thought to be more likely to induce antisocial behaviour, leading to criminal acts. For most offences, alcohol may affect the perpetrator. It reduces self-control, which may lead to an

⁵⁹ Southampton City Council (2017) *Southampton Drugs Strategy 2017-2020*, [Online] Available from: http://www.southampton.gov.uk/Images/Drug-strategy-2017-2020_tcm63-394492.pdf Accessed on 31/10/17

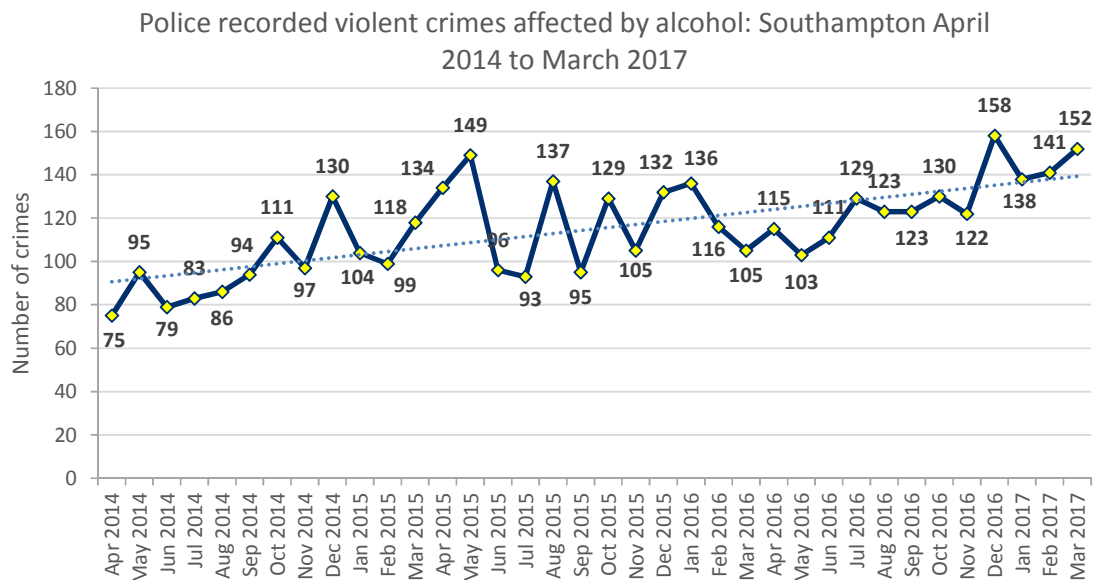
⁶⁰ Peele et al. (1999) *Psychosocial Benefits of Moderate Alcohol Consumption*. Life Process Program [Online] Available from: <https://tinyurl.com/yak64gmp>

⁶¹ Faculty of Public Health (2008) *Alcohol & Public Health – Position Statement* [Online] Available from: http://www.fph.org.uk/uploads/ps_alcohol.pdf

increased likelihood of committing a violent crime; it is addictive, which may lead offenders to commit acquisitive crimes in order to fund their habit.⁶²

In Southampton just over 2,300 offences were recorded by the police as being affected by alcohol in 2016/17; a rate of approximately nine offences per 1,000 population. These are crimes where the Police have applied a 'substance used: affected by alcohol' flag to the crime. The police recorded 1,545 incidents of alcohol related violent crime in Southampton over the course of 2016/17; an 8.3% increase on the previous year. Figure 5.6.1 illustrates the monthly trend in alcohol related violent crime from April 2014 to July 2017.⁶³ Although there is significant variation from month to month, the underlying trend over the whole period studied appears to be an increasing one although the rate of increase has slowed over the past two years (8.3% increase in 2016/17 compared to 21.9% increase in 2015/16).

Figure 5.5.1:



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

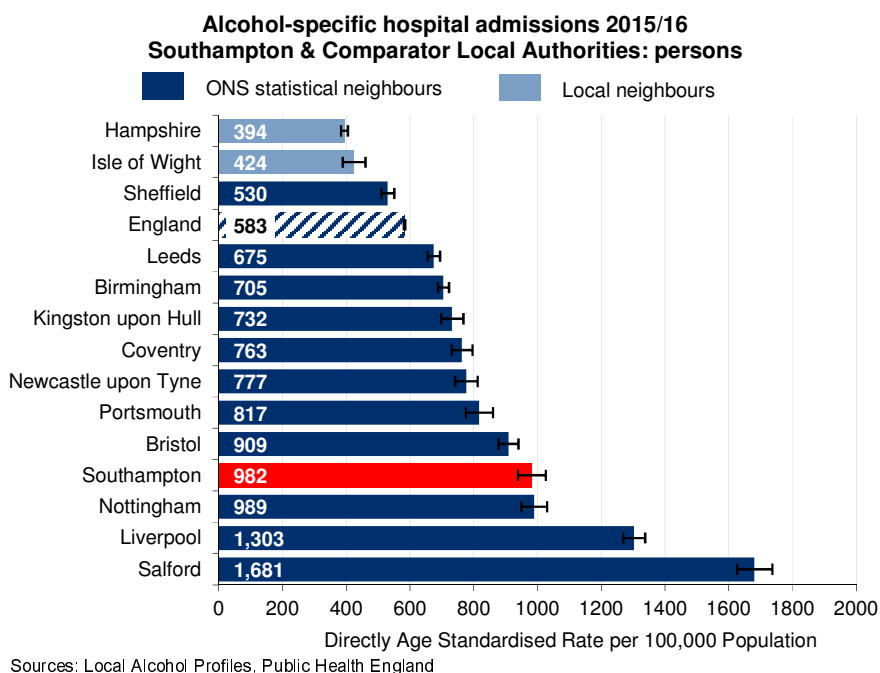
⁶² Institute for Alcohol Studies, *Crime and Social Impacts – UK alcohol-related crime statistics*. [Online]
Available from: <http://www.ias.org.uk/Alcohol-knowledge-centre/Crime-and-social-impacts/Factsheets/UK-alcohol-related-crime-statistics.aspx>

⁶³ 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.

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. Nationally, annual alcohol misuse is estimated to cost the NHS about £3.5 billion a year and cost £7 billion through unemployment and sickness.⁶⁴ Alcohol misuse 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 misuse over time. These conditions include cancers, cardiovascular conditions, depression and liver disease.⁶⁵

Figure 5.5.2:

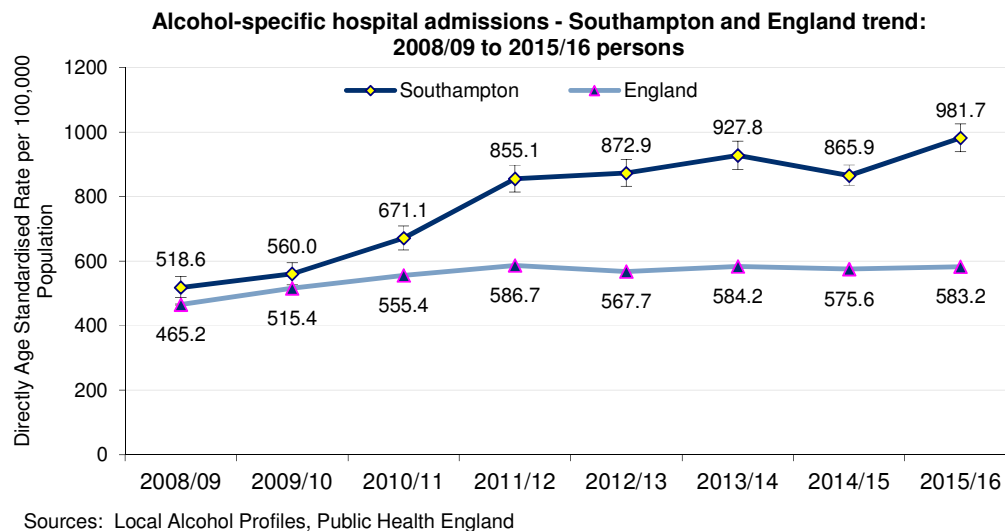


There were a total of 2,092 admissions to hospital as a result of alcohol-specific causes for Southampton residents in 2015/16 (the most recent data available). This is significantly higher than the national average (see figure 5.5.2), although similar to many of the city's comparators. Although the admission rate remained fairly stable between 2011/12 and 2014/15, there was a statistically significant 13.4% increase in 2015/16; in comparison, the rate for England has remained relatively stable for the last three years (see figure 5.5.3).

⁶⁴ Southampton City Council (2017) *Southampton – Alcohol Strategy 2017-2020*

⁶⁵ NHS England (2017) Health Matters: preventing ill health from alcohol and tobacco use [Online]: <https://tinyurl.com/ybsu42nd> Accessed on 15/11/2017

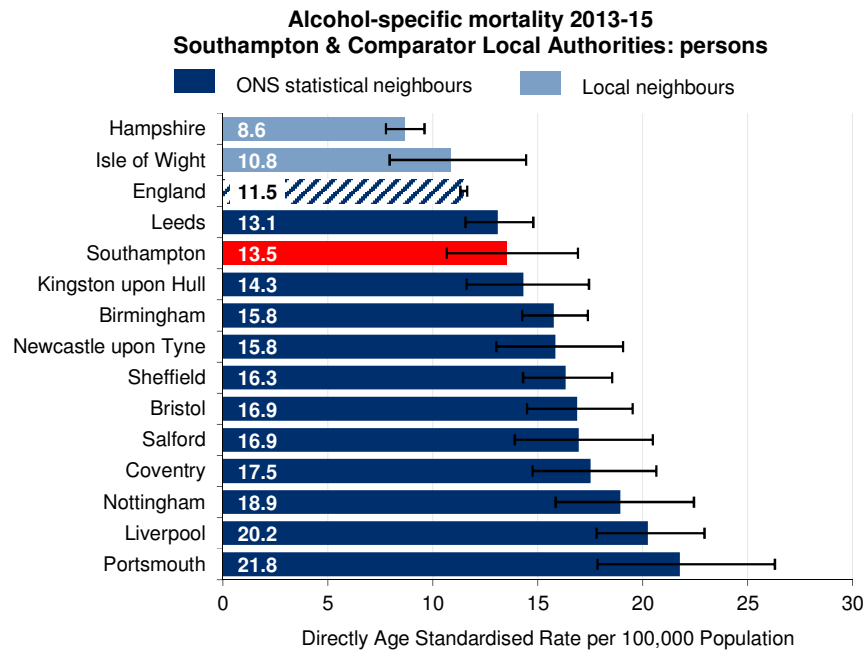
Figure 5.5.3:



Figures from the Southampton Emergency Department (ED), which are analysed by Southampton City Council's Community Safety Team, show an increase in assault presentations in relation to the night time economy of 3% in 2016/17 compared to the previous year. It is not possible to be certain whether this represents an increase in assaults, an increase in ED use, and/or changes in hospital recording practices. During the same time there was a 14% increase in violent crime in the city, so it may be that the two are linked.

The assaults examined are those occurring in Southampton, which occurred between 6pm and 9am. There were 165 assaults recorded in the SO14 postcode sector, with an estimated 110 related directly to the night time economy. Alcohol was a factor in just under 40% of the recorded assault cases (156 qualifying assaults in 2016/17). The busiest night is Friday night / Saturday morning; accounting for 19% (78) of all recorded assaults, with the busiest time period being between midnight and 2am accounting for 24% (102) of all assaults. Overall, between 2015/16 and 2016/17 there has been a decrease in assault victims between midnight and 2am, and from 3am to 5am, but there were increases in attendance earlier in the evening and early in the morning (6am-9am). This would need to be monitored to see if it is an ongoing trend. Of the victims, 57% (239) were male and 18% of those were aged between 18 and 24 years old, which is a reduction from 42% last year. Of the females attending the emergency department, 33% (29) of the female victims were assaulted by a partner / spouse or ex-partner.

Figure 5.5.4:



Sources: Local Alcohol Profiles, Public Health England

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 2013 to 2015, 78 people in Southampton died as a direct result of alcohol misuse. This resulted in an alcohol-specific mortality rate of 13.5 deaths per 100,000 population (see figure 5.5.4). This is one of the lowest rates amongst the city's comparator areas, although still slightly higher than the national average of 11.5 deaths per 100,000. Alcohol-specific mortality has remained fairly stable since 2006.

Alcohol Treatment

Modelled estimates suggest that over 30,000 Southampton residents are likely to drink alcohol at increasing 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 in Southampton. 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.⁶⁶

There were 281 adults in structured treatment for their alcohol concern in 2016/17, compared to 335 in 2015/16; a decrease of 19%. This decrease is reflected in national trends, Southampton Drug and

⁶⁶ Southampton City Council (2016) *Alcohol Needs Assessment*. Public Health Team, Southampton City Council

Alcohol Recovery partnership is tasked with increasing the numbers of people, with an alcohol concern accessing treatment and since July 2017, they have been piloting an In Reach programme in University Hospital Southampton. Initial data shows an increase in numbers accessing community treatment. The most recent Diagnostic and Outcomes Monitoring Executive Summary (DOMES) for 2016/17, shows successful completion of treatment services of 30.5% compared to the national average of 34.1%. This is similar to the 30.1% who successfully completed treatment in 2015/16. More positively, only 3.0% of clients presented to services in the 6 months following discharge in 2016/17 (3.1% in previous year), compared to the national average of 8.5%.

In July 2017, the funding for substance misuse services reduced by approximately 14%, reflecting reductions in the public health grant. The partnership, providing treatment and support to people concerned by their or someone else's drug or alcohol use, found this efficiency saving by combining clinical interventions with care coordination. Services have worked to minimise the impact on frontline services but there have been some reductions; it is hoped that the positives of pulling the system together will outweigh the negatives of the reductions to front line staff. The partnership will need to monitor the impact of this over the next year.

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.⁶⁷

Drug and alcohol treatment centres in Southampton are seeing fewer new people (less than 20% for alcohol), presenting for treatment with children aged under 18 than the national average, except for non-opiates, which is higher than the national average. Southampton has higher than the national average rates for those who were retained in treatment at 12 weeks or completed treatment, for those receiving treatment for opiates, non-opiates and alcohol and non-opiates, although this is not available for alcohol. In Southampton, people receiving treatment for alcohol, no one waited more than three weeks to start their first intervention.

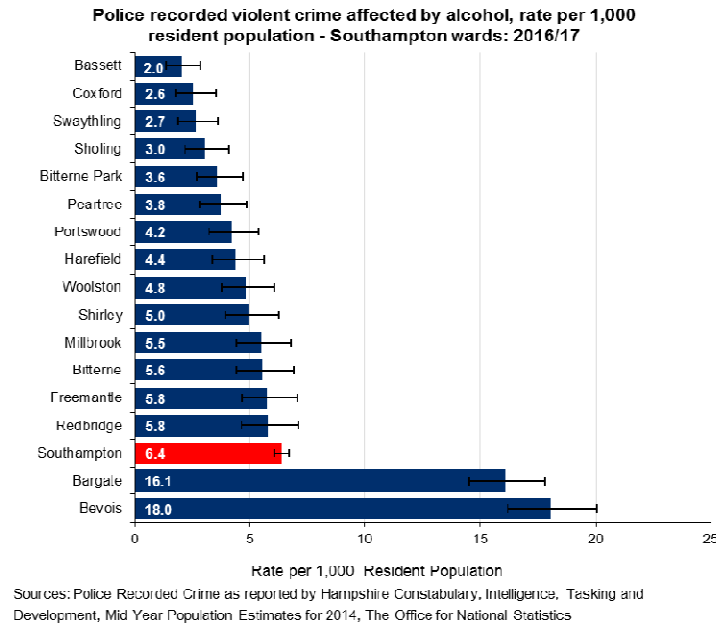
5.5.2 Alcohol Sub-City Analysis

Recorded rates of crime affected by alcohol are significantly higher in the central wards of Bargate and Bevois (see figure 5.5.5). This is likely to be because these wards are strongly associated with the city's night time economy. Several studies of crime and disorder in city centres have observed a direct relationship between the density of night time outlets licensed to sell alcohol and the prevalence of

⁶⁷ Southampton City Council (2017) *Southampton Alcohol Strategy 2017-2020*.

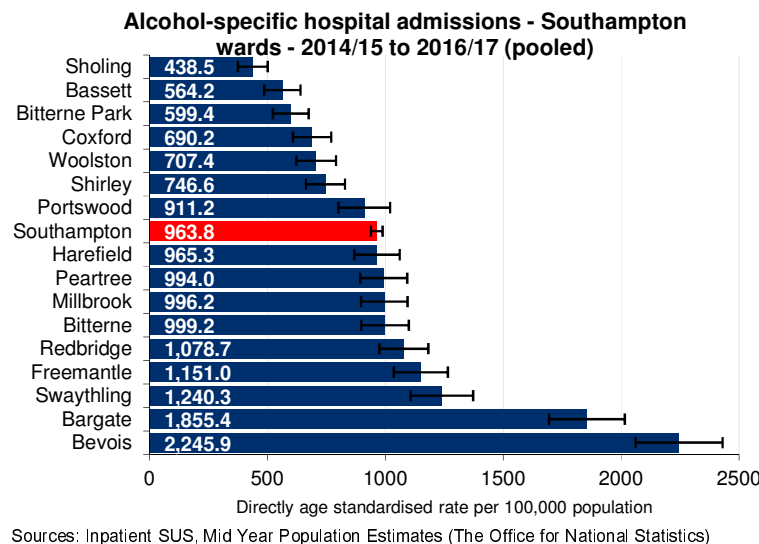
criminal activity, especially violent crimes. All but four of Southampton's wards saw an increase in crime affected by alcohol over the past year with the largest increases seen in the wards of Redbridge (23.6%) and Sholing (23.4%), more information at ward level can be found in section 4.5.1.

Figure 5.5.5:



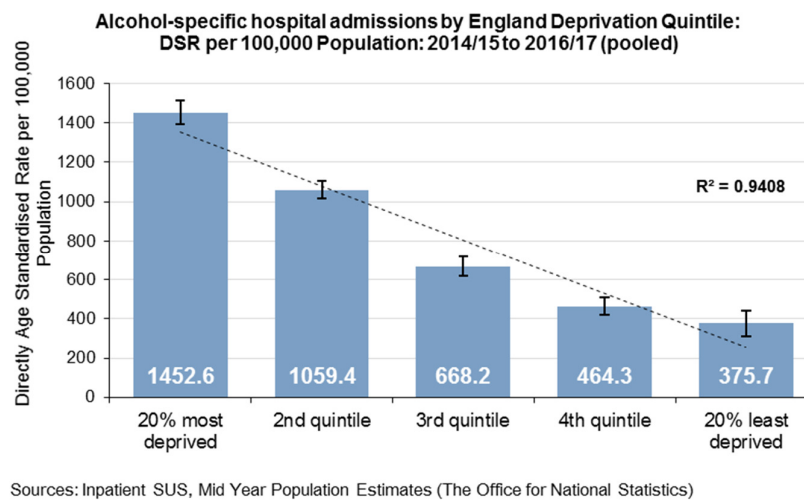
Within Southampton, high rates of alcohol-specific hospital admissions continue to be observed in Bevois, Bargate, Swaythling, and Freemantle wards, with Bevois and Bargate being significantly higher than all the other wards in Southampton over the three year period from 2014/15 to 2016/17 (see figure 5.5.6).

Figure 5.5.6:



In Southampton 58% of adults report drinking alcohol in the previous week and 70% try to limit their alcohol intake as a way to stay healthy. Among employed people, recent data suggests that those with the highest incomes, working in senior professional and managerial roles, are most likely to drink frequently and above the recommended limits during the week. However, the negative health effects of alcohol consumption are observed more among the unemployed and those on lower incomes in routine or manual occupations.⁶⁸ These groups are disproportionately more likely to experience the impacts of alcohol-related crime, more likely to suffer the impact of alcohol-related health conditions and more likely to die from a condition caused by alcohol consumption. This effect can be seen locally in the strong relationship between alcohol-specific admissions to hospital and deprivation levels in Southampton (see figure 5.5.7).

Figure 5.5.7:



The Southampton Alcohol Strategy 2017-20 outlines a multiagency approach to reducing the harm from alcohol. For example, it includes public campaigns, expanding the preventative and treatment role of the NHS and continuing licensing and enforcement.⁶⁹

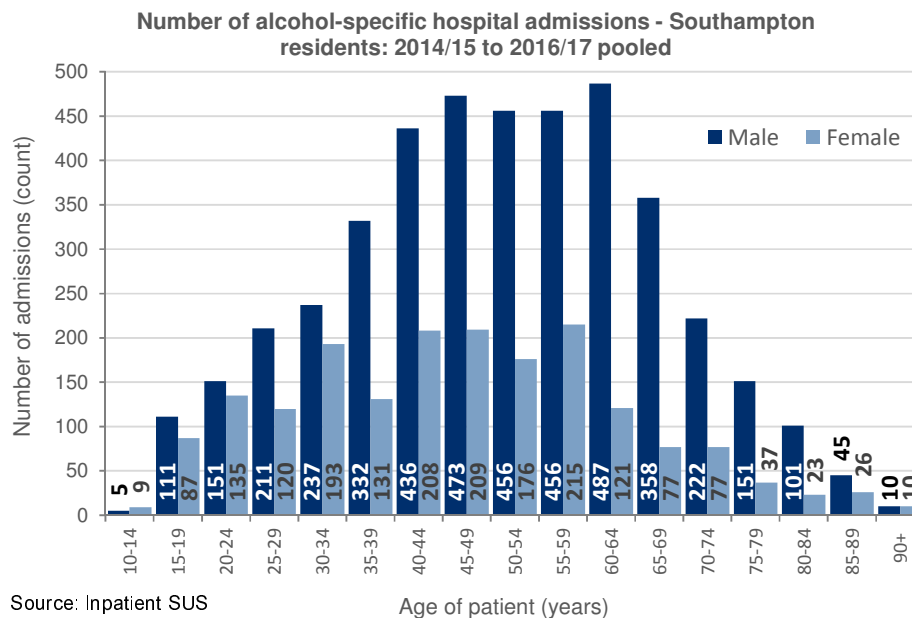
⁶⁸ Institute for Alcohol Studies, *Socio-Economic Groups – UK alcohol-related crime statistics*. [Online] Available from: <http://www.ias.org.uk/Alcohol-knowledge-centre/Socioeconomic-groups.aspx>

⁶⁹ Southampton City Council (2017) *Southampton - Alcohol Strategy 2017-2020*, Available online: https://www.southampton.gov.uk/images/alcohol-strategy_tcm63-391993.pdf (Accessed 03/11/2017)

5.5.3 Alcohol - Victims and Perpetrators

Men are more likely to be admitted to hospital for alcohol-specific conditions, with 70% of admissions being men. The peak age range for admission is between the mid-40s and mid-60s (see figure 5.5.8).

Figure 5.5.8:



Looking at new presentations to alcohol treatment in 2016/17 the gender balance is equal with 55% of new presentations being male. Among those new presentations, 82% listed their ethnicity as White-British and 8% stated having a behaviour or emotional disability (although 40% did not state if they did or did not have a disability so, this may be higher).

5.5.4 Alcohol - Other Considerations

The Night Time Economy

The Night Time Economy (NTE) remains a priority for Southampton due to the continued offending within the city centre that is linked to alcohol consumption and has huge resource implications. A profile created in May 2015 highlights that the majority of these offences take place between the early hours of Friday morning and the early hours of Sunday. The report also identified a peak on Tuesday night into Wednesday mornings and was linked to premises promoting venues for student events. The trade report this has largely dropped off due to 'the curse of the 9s', this refers to the £9,000 plus fees students now have and that both University of Southampton and Southampton Solent University make all lectures start at 9am.

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, accidents or developing alcohol poisoning. People pre-load for many different reasons, including to drink underage, to save money on a night out or just to get drunk.

Work continues to combat off-licensed premises found to be selling high-strength imported beer at less than the statutory minimum (duty plus VAT). It is often illegally imported, and its consumption has consequences in terms of both behaviour and health. Premises have been taken to review for such activity.

There is evidence that suggests a correlation between the density of outlets licensed to sell alcoholic beverages and the occurrence of alcohol-related crime and social disorder. 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.

From May 2007 Southampton became a Drinking Control Area under Designated Public Place Orders (DPPO). These were introduced to help the Police deal with the problem of anti-social drinking in the public space. DPPOs make it easier for local authorities to designate places where restrictions on public drinking apply and can be used in areas that have experienced alcohol-related disorder or nuisance.

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. Southampton City Council has carried out a public consultation, which showed strong support for the introduction of the PSPOs. Five localities were identified, the City Centre, Bitterne, Portswood, Shirley and Woolston, and were formally established as PSPO areas on 29th April 2016.

Late Night Levy

On 17 September 2014, after consultation, 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. The council retains 30% of the net income with the remainder given to Hampshire Constabulary and the Crime Commissioner, who has promised to devote all of the income generated to improving the safety of people using the city's night time economy.

In 2016/17, the Late Night Levy raised £116,343, from which £4,753 were deducted in expenses. A total of £115,529 was allocated by the Hampshire Police and Crime Commissioner and Southampton City Council towards the costs of Southampton Street Pastors, taxi marshals, the ICE Bus, street cleansing, CCTV and Best Bar None (BBN). This included spending the small underspend from the previous year. BBN is a national scheme with the purpose of improving management of licensed premises. It has previously been held in Southampton but there was a break of a few years until last year when 24 premises were accredited; this year there has seen a 20% increase in applications. The awards will be announced in January 2018 and Southampton City Council has committed £6,000 of funding from the late night levy to support BBN the following year as well.

Southampton In Case of Emergency (ICE) Bus & Street Pastors

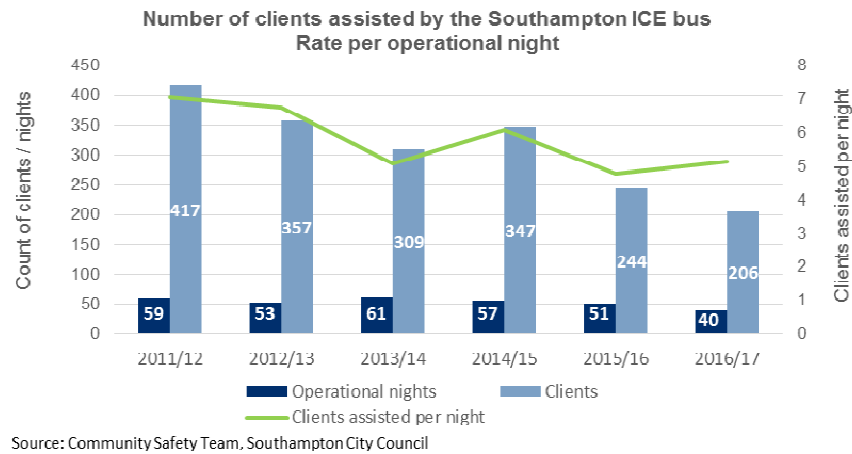
The ICE Bus provides welfare support and medical care in the city centre on a Saturday night from 10pm to 4am. The ICE Bus is owned and run by Southampton City Council in conjunction with South Central Ambulance Service. The Ambulance Service provides an Emergency Care Practitioner (ECP) who delivers medical interventions on site. Southampton City Council provides a team leader, driver and welfare worker who listen, provide advice and support to clients in need. There are three main aims of the ICE bus. They are:

- To ensure the safety and wellbeing of visitors to the city centre at night.
- To relieve the pressure of the emergency services during peak times, specifically the Ambulance and Police Services.
- To reduce the number of assault presentations to the Emergency Department at night.

The ICE bus was operational for 40 nights over 2016/17 and dealt with 206 clients; an average of approximately five clients per night that the bus was operational. This is a slight reduction from 2015/16 when the bus was operational for 51 nights seeing a total of 244 clients; this is the second consecutive year there has been a decrease in operational nights and clients (see figure 5.5.9). The ICE bus end of year report attributes the decline in users to two main reasons; firstly the reduction in deployment as the ICE bus has not been deployed some nights, usually mid-month Saturday's as these are deemed 'quiet'; secondly changes to the night time economy, feedback from licenced premises

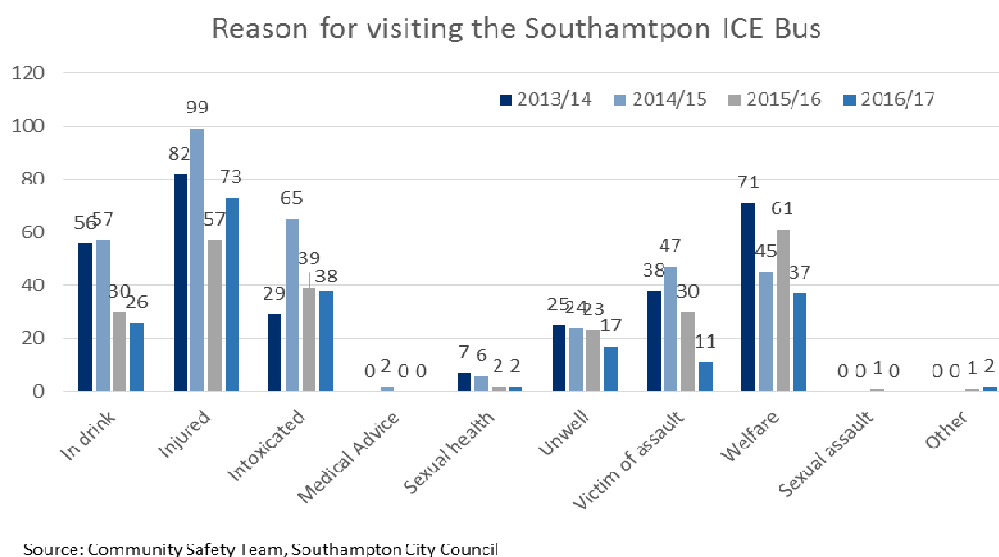
and those who work in the night time economy have noticed that people are no longer coming into the city every weekend, they are only coming in for a 'main' event, usually around payday weekends.

Figure 5.5.9:



Similar to previous years, the busiest time for clients attending the bus is between midnight and 2am, with 50% of clients visiting during this time in 2016/17. Although there was an overall decrease in the number of people visiting the ICE bus in 2016/17, there was an increase in those attending between 12am-2am and 2am-4am; the reduction was only in those attending between 10pm-12am. September and October were the busiest months due to the ICE bus being deployed more to cover the student fresher's events. Outside of the fresher's events, December was the busiest month so Southampton City Council should consider extending the ICE bus service during this time.

Figure 5.5.10:



Of the clients visiting the bus, 56% (115) were male and 43% (89) were female. Of those who used the ICE bus in 2016/17, 35% were injured and 31% were in drink (a term meaning that the person has been drinking but is not intoxicated) or intoxicated (unresponsive). See figure 5.5.10 for more information.

Street Pastors, a group of trained volunteers from local churches, work in partnership with door staff, the ICE bus, paramedics, Police, and taxi marshals. Street Pastors provide a non-confrontational and supportive service helping people who are vulnerable, drunk or injured. In 2016/17 the Street Pastors responded to 116 calls for help (via the radio from the night time economy eg. Door staff, police or CCTV), a slight decrease from the 127 calls for help during 2015/16. They gave face-to-face assistance to 243 people who were too drunk to look after themselves, which is an increase from last year (201 people in 2015/16). Of these, 95 (39.1%) were lone individuals, separated from friends. They calmed 66 aggressive situations and cleaned up 46 people who had vomited on themselves; taxi drivers are more likely to take an individual home after they have been cleaned up. They also gave out 300 pairs of flip-flops. Street Pastors cleaned up broken glass and removed bottles and glasses from pavements to prevent injury. Street Pastors also engage with homeless people or those begging, and have referred an increasing number of homeless people to the Street Homeless Prevention Team.

2016/17 was the first full year that the Street Pastors have had patrols in Millbrook. They put out patrols from 6.30pm to 9.45pm three Saturday evenings every four week period (28 patrols), engaging members of the public and patrolling the parks, retail outlets and estates. They recorded 162 significant conversations with young people and over 491 conversations with adults. Within Millbrook the Street Pastors calmed 5 situations where members of the public were becoming aggressive, and helped 3 distressed and upset people.

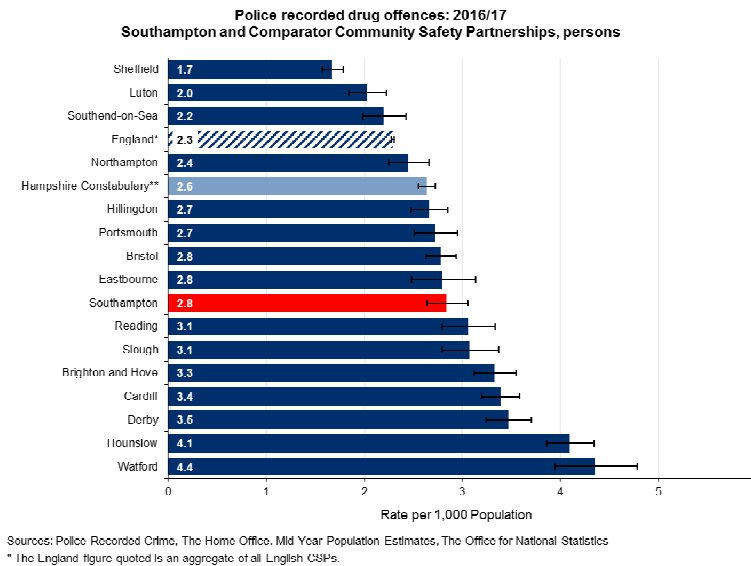
5.5.6 Substance Misuse - Trends and benchmarking

Drug-related Crime

Research has highlighted the link between drug misuse and crime levels; a study conducted by the Home Office showed that the peak of the 'heroin epidemic' in the mid-1990s correlated with the peak levels of crime, suggesting that the reducing level of opiate use since then, has contributed to the reduction in crime over the last decade. It is known that drug treatment in the community can reduce offending, and the longer offenders are in treatment, the better the outcomes. However, the relationship between drug misuse and offending is a complex one and can extend beyond acquisitive offending to fund drug misuse.

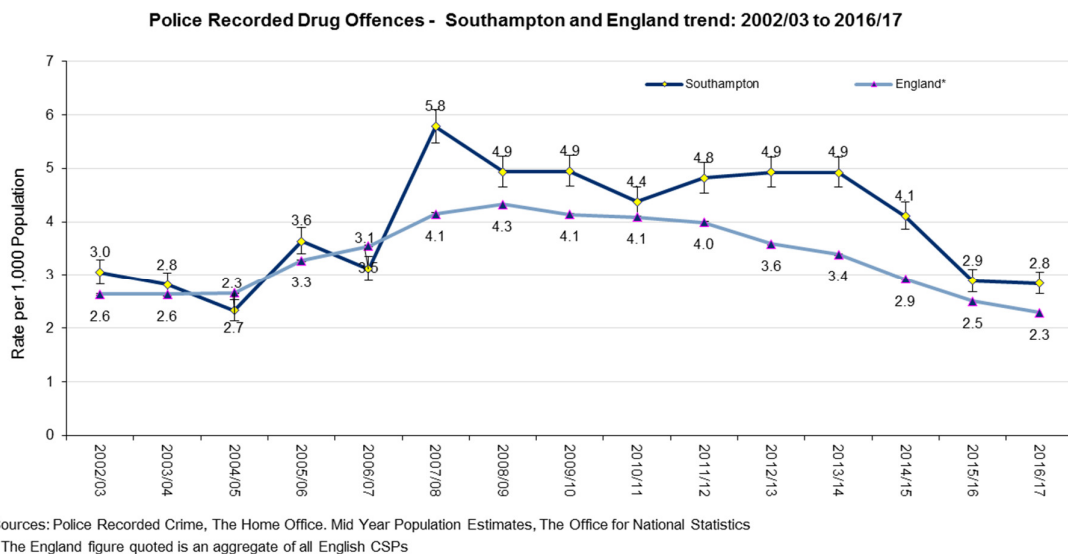
The Police recorded a total of 722 drug offences in Southampton in 2016/17, a rise of 2% on the previous year. This represents a rate of nearly three offences per 1,000 resident population; significantly higher than the rate recorded nationally (see figure 5.5.11).

Figure 5.5.11:



Police recorded drug offences in Southampton have generally mirrored national trends, increasing steadily from 2004/05 to a peak in 2007/08. They then remained fairly consistent at around 1,100 offences per year until 2014/15 when rates fell significantly; faster than the national average. Despite an increase in the number of drug offences in 2016/17, the rate per 1,000 population remained similar to the previous year. In comparison the rate for England continued to decline in 2016/17 resulting in a widening gap (see figure 5.5.12).

Figure 5.5.12:



However, the number of drug offences recorded by the Police is heavily dependent on Police activities and priorities; changes over time may reflect changes in the policing of drug crime, rather than real changes in its incidence.⁷⁰ 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 with 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 Police Strategic Summary are received as intelligence rather than reports of crime, because the victims are often reluctant to formalise complaints.

The Southampton Community Safety Survey (2017) examined perceptions of drug use being a problem. Despite the fall in the police recorded drug offence rate in recent years, 56% of respondents identified 'people using or dealing drugs' to be a fairly or very big issue in their local area, making it one of the largest areas of concern. It may be the case that the reduction is in high level crime which is not necessarily seen by the public, whilst low level crime involving drugs such as visible drug use, is still an issue.

Despite the reduction in the overall drug offence rate, drug-related violence (DRV) continues to be an issue in Southampton, rising over 60% in 2016/17. The Hampshire Constabulary Strategic Assessment notes that DRV intelligence coverage for Southampton, on the whole, is recognised as needing improvement and Hampshire Constabulary is committed to increasing intelligence in the city. Through the Southampton Drugs Strategy, the Safe City Partnership have committed to reducing violent crime affected by drugs by reviewing the whole systems approach to organised crime groups to ensure that these are as effective and streamlined as possible. The partnership is also committed to reducing levels of violence and drug related harm by running targeted and intelligence led multiagency operations, to tackle drug related violence and knife crime through police led operations.

Operation Fortress as a dedicated unit for Southampton came to an end towards the end of 2014, with the Fortress principles being mainstreamed into policing practices across the county. Hampshire Constabulary now has a new working group, which met in November 2017, led by Hampshire Constabulary and bringing together a range of stakeholders, which aims to tackle a range of issues caused by drug offences, with a wider focus than violence alone, with multi agency activity being structured around reducing demand, reducing supply through enforcement and preventing harm.

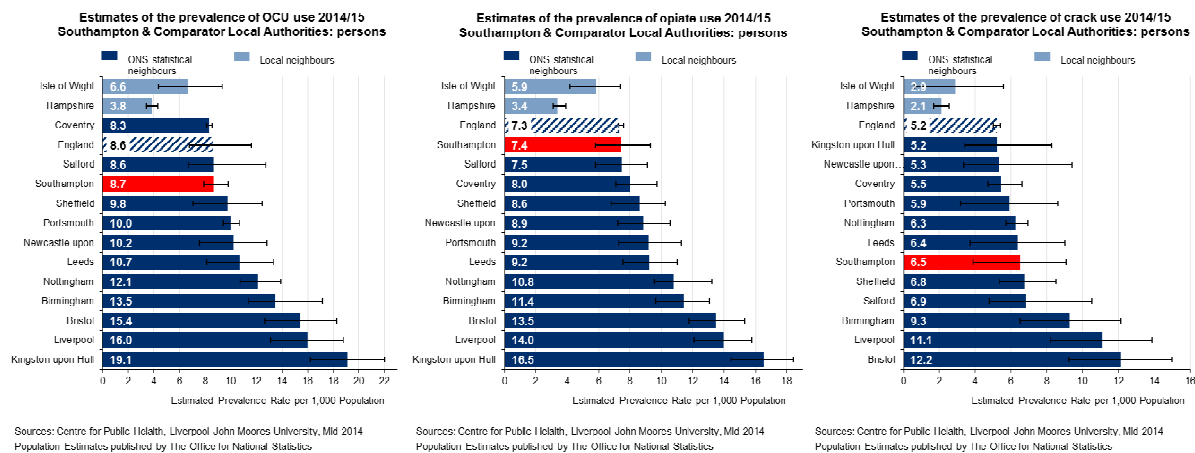
Drug Use

The term 'OCU' refers to use of opiates and/or crack cocaine, it does not include the use of cocaine in a powder form, amphetamine, ecstasy or cannabis. 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 2014/15 (the most recent available), show that Southampton is

⁷⁰ ONS (2015) *Statistical bulletin: Crime in England & Wales, Year Ending March 2015*.

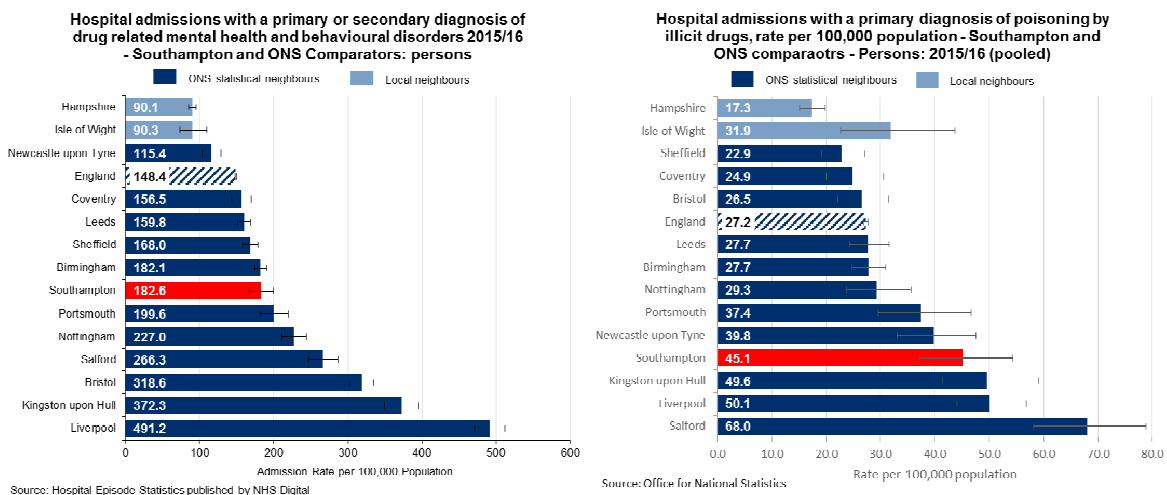
amongst the lowest ranked for OCU use, but is still above the rate for England. The estimate of opiate use without crack is similar, it is the lowest amongst comparator areas but above the England average. Although estimated rates of crack use in Southampton are lower than the estimated rates for the use of OCU and opiates, crack use is estimated to be above the England average and amongst the highest for comparator areas (see figure 5.5.13). However, the crack use estimate in particular is imprecise. The confidence intervals show it may be as low as 666 or as high as 1,559.

Figure 5.5.13:



Drug Use - Health

Figure 5.5.14:



There were a total of 488 hospital admissions with a primary or secondary diagnosis of drug related mental health and behavioural disorders amongst Southampton residents in 2015/16, a rate of 182.6 admissions per 100,000 resident population. This is significantly higher than the national rate

observed over the same time period of 148.4 admissions per 100,000 resident population (see figure 5.5.14). These admission rates represent a 38% increase since 2014/15. This may reflect increased incidence, a change in hospital presentations, admitting practice, diagnostic categories and/or coding.

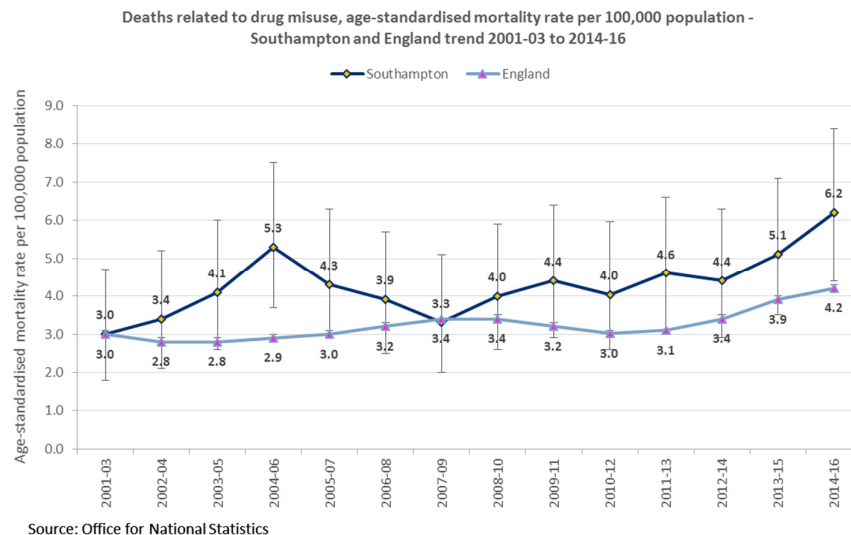
Drug Related Deaths

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 2014-16 and shows that Southampton now has significantly higher rates of drug-related deaths than England. The rates for Southampton show a continuing upward trend since 2007-09. 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 5.5.15:



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.

Substance Misuse Treatment

Southampton's Substance Misuse Services (SMS) continue to intervene with those presenting to treatment to reduce harm and promote recovery. As previously mentioned, in July 2017 the funding for substance misuse services reduced by approximately 14%, reflecting reductions in the public health grant.

The alcohol and drug treatments centres in Southampton collect data on four categories of problematic substances, opiate, non-opiate, alcohol and alcohol and non-opiate combined. Of the 1279 people who engaged with structured treatment in 2016/17, 742 people accessed treatment to address opiate drug use. Drug and alcohol treatment centres in Southampton are seeing fewer new people (less than 20% for each problematic substance), presenting for treatment with children aged under 18 than the national averages, except for non-opiates, which is higher than the national average. Figure 5.5.16 shows that Southampton has equal to or higher than the national average rates for those who were retained in treatment at 12 weeks or completed treatment, for those receiving treatment for opiates, non-opiates and alcohol and non-opiates. In Southampton, no one waiting for treatment for the three problematic substances waited over three weeks to start their first intervention.

Figure 5.5.16: Percentage of clients in effective treatment 2016/17

Addiction	Southampton	National
Alcohol and non-opiate only	89.5%	87.6%
Non-opiate only	96.4%	86.6%
Opiate	94.6%	94.8%

5.5.7 Substance Misuse - 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 does not directly cause addiction, instead it increases the propensity to misuse.⁷¹ Adverse Childhood Experiences are more common for children in poverty and is associated with adult drug and alcohol misuse.

There are higher rates of recorded drug offences in the more deprived areas of Southampton (see figure 5.5.17) and significantly higher rates of drug offending were seen in the wards of Bevois, Bargate

⁷¹ Shaw, A et al. (2007) *Drugs and Poverty: A literature review*. [Online] Available from: www.sdf.org.uk/index.php/download_file/view/271/167/

and Freemantle (see figure 5.5.18). These three wards also had the highest rates of recorded drug offences during 2015/16, although each of these wards have seen reductions following a number of operations carried out by Hampshire constabulary (See figure 4.5.2 for further information).

Figure 5.5.17:

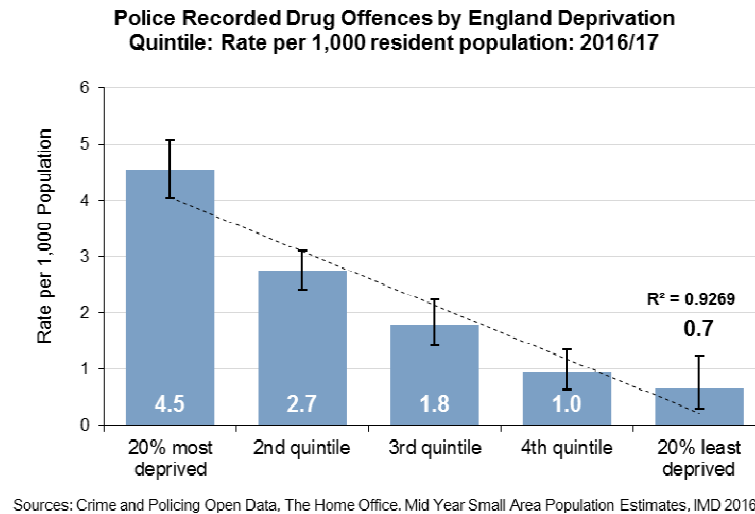
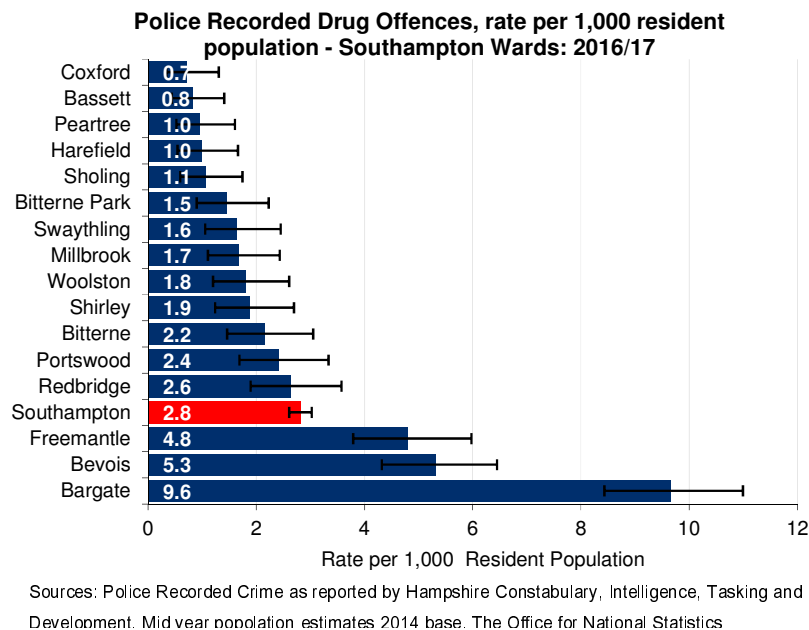


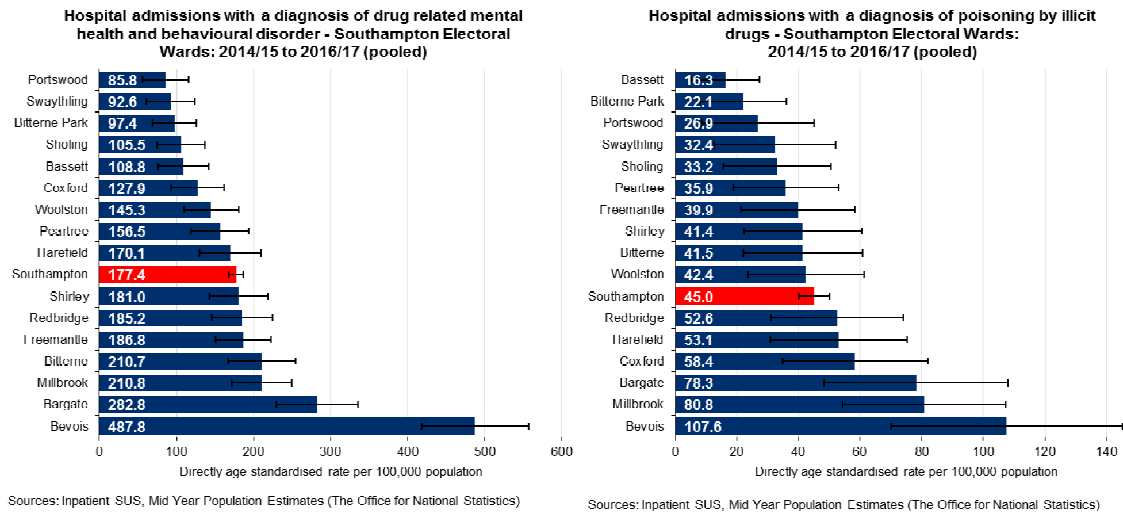
Figure 5.6.18:



Similar to drug offences data, over the 2014/15 to 2016/17 (pooled) period, the central wards of Bargate and Bevois have a significantly higher age standardised rate of hospital admissions for substance misuse than the average for Southampton (see figure 5.5.19). Unsurprisingly, this type of

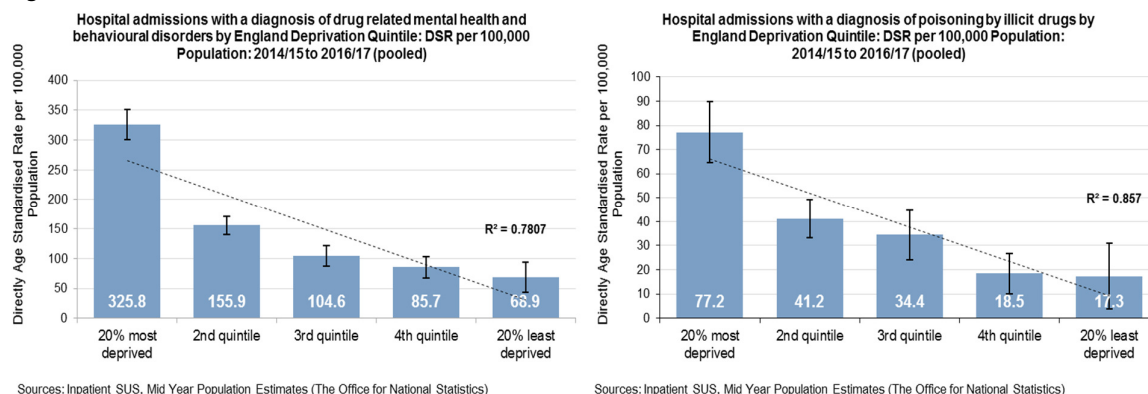
hospital admission is strongly linked to deprivation, with those living in the 20% most deprived areas having a rate of 325.8 per 100,000 population, compared with 60.9 per 100,000 population in the 20% least deprived areas (see figure 5.5.19).

Figure 5.5.19:



A smaller number (355) of Southampton residents were admitted to hospital with a primary diagnosis of poisoning by illicit drugs in 2016/17. This represents a rate 45 admissions per 100,000 resident population; significantly higher than the national average (see figure 5.5.19). Again the central Southampton wards of Bargate and Bevois experience significantly higher hospital admissions rate for poisoning by illicit drugs than the city as a whole, as does the Millbrook, and the admission rate is also linked to deprivation (see figure 5.5.20).

Figure 5.5.20:



5.5.8 Substance Misuse - Victims and Perpetrators

The estimated drug use dataset 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.⁷²

The Hampshire Constabulary Strategic Assessment reports that the average profile of those linked to transient supply of drugs into Southampton tend to be young men, between 17 and 23, of African-Caribbean heritage, and living in or with heavy ties to the London area. They are organised by, and typically at significant risk from, drug dealers from London and across the country. Nationally, 35% of reporting forces also identified a Somali gang footprint in their force area. Historically Southampton has mapped networks with ties to Somali gangs in London, however the presence of known Somali networks has reduced recently and currently there is only one confirmed Somali network operating in Southampton. This network has been recently linked to the use of young vulnerable females to traffic drugs to and from London, with the suggestion this may extend to other counties. Hampshire Constabulary have identified this as a potential gap in their understanding of how many networks of Somali origin they have operating around the Southampton and Hampshire area and what risks they pose to vulnerable children and adults.

Although females are being stopped on suspicion of county lines activity, the numbers are very small. This may highlight an intelligence gap in Hampshire, as nationally there is evidence that drug networks utilise females in the transportation and supply of crack and heroin, as they are less likely to be subject of police attention.

5.5.9 Substance misuse - Other Considerations

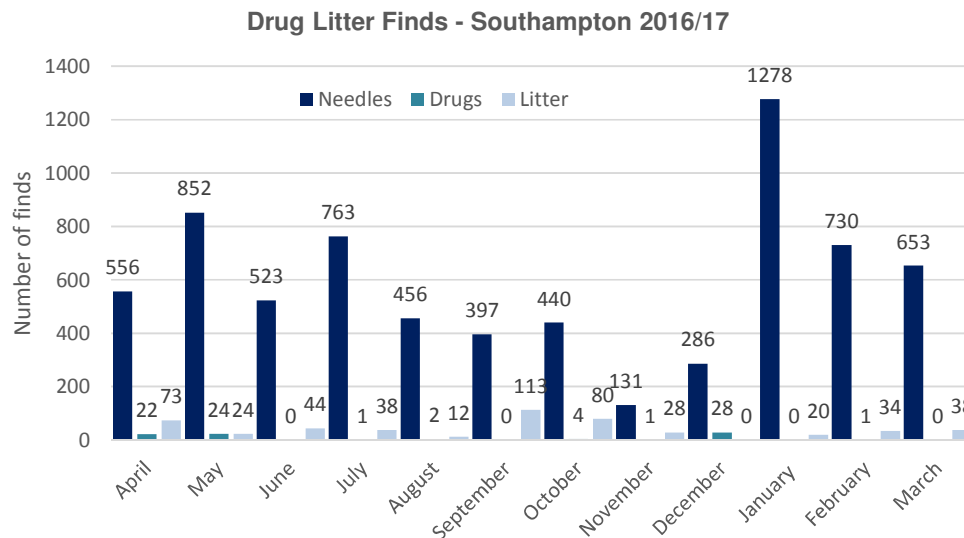
Drug Litter

The Community Safety team at SCC have reported monthly drug litter reports since February 2016 including information from Parks, Street Cleansing and Open Spaces teams, NHW, Housing, Environmental Health, Community Safety and the Trees Team. The report aims to establish 'hotspot' areas within the city in order to discuss problems and potential solutions at the CTCG (Community Tasking Coordination Group). The report is also sent to the needle exchange service. It is difficult to quantify whether this means that more people are injecting drugs in public spaces as some of the

⁷² 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).

needle finds include boxes of unopened, sterile needles often left behind when people are moved on from sleeping in certain areas.

Figure 5.5.21:



Source: Southampton City Council

Southampton City Council's Drug Health Needs Assessment (HNA) reports that levels of public concern around drug related litter are understandably high. Southampton City Council's Drug Strategy for 2017-2020 has highlighted that SCC should consider providing alternatives to public injecting in the form of Safer Injecting Facilities (SIF) and other methods, including Heroin Assisted therapy (HAT) in order to reduce drug related litter. Southampton City Council has convened a Scrutiny Inquiry Panel specifically to look at drug litter. The panel has heard a presentation from the Needle Exchange Programme (NEx) which seeks to reduce the harm to individuals and communities and the incidence of drug related litter (DRL) in the city by:

- Providing Sterile Injecting Equipment
- Receiving and disposing of used equipment
- Providing harm reducing advice and information
- Providing other harm reduction equipment (e.g. condoms)

It is estimated that just over half the people who inject drugs return used equipment, although this estimate does not include equipment to pharmacies or hostels so will probably be higher). NEx have found that it is the most chaotic and vulnerable people who are using drugs and disposing equipment in the community. The panel is continuing to hear evidence and will report later in 2018.

New Psychoactive Substances (NPS)

New Psychoactive Substances (NPS) are defined as ‘psychoactive drugs, newly available in the UK, which are not prohibited by the United Nations Conventions but which may pose a public health threat comparable to that posed by substances listed in these conventions.’ NPS are designed to replicate the effect of illegal substances. They first appeared in the UK around 2008/09 and interest in, and probable use of, these drugs has increased. They can be sub-divided roughly into the following:⁷³

- Synthetic cannabinoids; these drugs mimic cannabis and are traded under names such as SPICE, Clockwork Orange, Black Mamba and Exodus Damnation. They are not related to the cannabis plant except that the chemicals which are blended into the base plant matter act on the brain in a similar way to cannabis. This drug is considered particularly harmful as it, in the main, mimics the effects of Tetrahydrocannabinol (THC), the principal psychoactive constituent of cannabis without the protective effects of Cannabidiol (CBD).
- Stimulant type drugs; these drugs mimic substances such as amphetamine, cocaine and ecstasy and include BZP, mephedrone, MPDV, NRG-1, Benzo Fury, MDAI and ethylphenidate.
- ‘Downer’/tranquilliser-type drugs; these drugs mimic tranquilliser or anti-anxiety drugs from the benzodiazepine family such as Etizolam, Pyrazolam and Flubromazepam.
- Hallucinogenic drugs; these drugs mimic substances like LSD and include 25i-NBOMe, Bromo-Dragonfly and the more ketamine-like methoxetamine.

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, cocaine and ecstasy. In England and Wales, the use of NPS has statistically significantly decreased in the last year, mainly driven by a decrease in use among men. Some of this decrease may have occurred due to a change in the law regarding NPS, which came into effect in 2016/17. Prior to the change some NPS were previously legal to supply if they were not already controlled under the Misuse of Drugs Act 1971, but under the Psychoactive Substances Act 2016, which commenced on 26 May 2016, all are now illegal to supply, produce and import.

Despite the change in law recent evidence suggests that there may be particularly high prevalence of NPS use in prison settings and among the homeless community. These individuals would not be captured in the sample population of the CSEW, which may mean that the survey underestimates the overall prevalence of NPS across the population.⁷⁴ Locally the focus on NPS at a force level has reduced but officers are very much aware of NPS and enforce when they come across it.

⁷³ DrugScope (2015) *Not for human consumption: an updated and amended status report on new psychoactive substances (NPS) and ‘club drugs’ in the UK.*

⁷⁴ Home Office (2017) *Drug Misuse: Findings from the 2016/17 Crime Survey for England and Wales*, [Online] Available at: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/642738/drug-misuse-2017-hosb1117.pdf Accessed on 03/10/17.

Update on 2015/16 Recommendations

Recommendation	Current Position
The Partnership should continue to monitor data across agencies in order to estimate the full extent of harm caused by alcohol and substance misuse; including encouraging the use of alcohol flags on crime records where possible to better understand the links with DVA and sexual offences for example.	Each crime report on RMS (police crime recording system) gives officers the option to select alcohol as a contributory factor in the offence taking place. Specific monitoring of these flags is not currently known to be taking place. The drugs and alcohol strategies each contain measures for monitoring. This data is being compiled into “dashboards” for reference and reporting. The first iterations of the dashboards are due to be ready by December 2017.
The Partnership should work with the Health and Wellbeing Board to develop and implement an Alcohol Strategy and a Drugs Strategy in the coming year, based on evidence and findings from strategic and health needs assessments; key outcome measures should be identified and monitored to track ongoing progress.	Both now complete and monitoring processes underway. http://www.southampton.gov.uk/Images/Drug-strategy-2017-2020_tcm63-394492.pdf http://www.southampton.gov.uk/Images/Alcohol-strategy_tcm63-391993.pdf
Successful drug intervention programmes should continue to remain a priority, with estimates suggesting that every pound spent on drug treatment, saves society £2.50. Providing effective interventions for problematic substance misusers will help reduce the risk of harm people may encounter from lifestyles, which help support their addiction.	Drug and alcohol treatment programmes and interventions remain a priority for both Public Health Southampton and the Integrated Commissioning Unit (ICU). The Southampton Drug and Alcohol Partnership (SDARP) continues to work jointly to provide effective drug treatment and to support service users of all ages to change their lifestyles. Successful completions have proved variable in the last reporting period but are currently starting to improve. Recent changes to the structure of SDARP, as well as performance measures will be monitored closely by commissioners and reported to the Safe City Partnership as required.
The Partnership should continue to effectively co-ordinate the street level engagement with offenders and upstream enforcement through Operation Fortify to reduce the supply of drugs in the city.	Complete and ongoing. The Fortress Operation Group is now the enforcement arm of the Drugs Strategy. The Drugs Strategy will provide focus for partners. Implementation is being led by a new working group, which met in November 2017.
The Partnership should work together to develop further intelligence on the use and supply of New Psychoactive Substances (NPS) in the city to better understand the crime threat and risks to health. It is recommended that the Partnership build upon the Hampshire Constabulary plan to develop a multi-agency plan with clear responsibilities for the range of organisations involved.	Ongoing. NPS will feature in the Drugs Strategy where relevant based on level of risk, threat and harm.

<p>The recent rise in drug-related deaths (DRD) is a cause for concern. The Partnership should continue to monitor this trend and work to better understand the underlying causes in order to reduce the incidence of DRD in the city.</p>	<p>The rate of drug-related deaths continues to be monitored annually as part of the local Drugs Strategy. While rates in Southampton have increased slightly, the increase is not statistically significant.</p> <p>Numbers are still small and some fluctuation is to be expected, albeit each death is a loss.</p> <p>The rate of DRDs in Southampton is similar to the rate across England and in like authorities.</p> <p>SCC are writing a DRD action plan. This is based on local data, the experience of local services, new national guidance on reducing drug related deaths, the local drugs strategy and the new national drugs strategy.</p>
<p>Intelligence on drug litter should continue to be collected and monitored to identify trends and hot-spots. Joined up working is required between the Community Safety Team, Environmental Health, Parks and Street Cleansing & Police to reduce drug litter.</p>	<p>Ongoing. Drug litter to be the subject of a council Scrutiny Enquiry.</p>

Recommendations

- The Partnership should continue to monitor data across agencies in order to estimate the full extent of harm caused by alcohol and substance misuse; Hampshire Constabulary to encourage and monitor the use of alcohol flags on crime records where possible to improve data integrity and to better understand the link between alcohol and specific crime types.
- Health and Wellbeing Board to continue to lead the implementation of the Alcohol Strategy, with annual progress reports provided to the Partnership; raising significant risks sooner.
- Drug-related violence (DRV) continues to be an issue for the city, with a 60% rise in 2016/17. DRV intelligence coverage for Southampton is recognised as needing improvement, so Hampshire Constabulary should work with partners to increase intelligence of the current drug market in the city.
- The recent rise in drug-related deaths (DRD) continues to be a cause for concern. The Partnership should continue to monitor this trend (to better understand the underlying causes) and update the Partnership on plans to reduce the incidence of DRD in the city.
- The Safe City partnership should continue to monitor the implementation of the Drugs Strategy and to receive annual updates. This is to ensure any difficulties encountered can be escalated more quickly.
- Intelligence on drug litter should continue to be collected and monitored to identify trends, hot-spots and reduce drug litter; the findings and recommendations from the Drug Litter Scrutiny Enquiry should be reported to the Partnership.
- The Partnership should carefully monitor alcohol and drug related offences and admissions to hospital to better understand any issues resulting from the reduction in funding and subsequent redesign of substance misuse services in the city.
- The partnership will need to monitor the impact of the reduction in funding for substance misuse services over the next year.

5.6 Cyber-Crime

Organised crime has been quick to take advantage of the opportunities offered by the Internet, particularly the growth in e-commerce and online banking. The key identified threats in Hampshire are cyber enabled child abuse and cyber enabled blackmail.

Cyber-crime is divided into two categories, these are:

- Cyber-dependent crimes; those that require the use of computers and other digital devices. The devices are both the tool for committing the crime and the target of the crime. These crimes include the spread of viruses or other malware, hacking and distributed denial of service (DDoS) attacks.
- Cyber-enabled crimes; those, which can be committed without digital devices but are changed by the use of ICT in terms of scale, reach and speed. A wide range of crimes can be cyber-enabled and many cross into high risk areas such as cyber-enabled child abuse, revenge porn, fraud against the vulnerable, radicalisation, blackmail including sextortion, harassment and serious and organised crime.

Data quality issues make it problematic to accurately assess the risk presented across the Southampton area. There were 684 recorded crimes with a Cyber flag during 2015/16 but unfortunately this data is not available for 2016/17. The use of this indicator is inconsistent with low compliance rates, so this is likely to be a significant underestimate of the true number of cyber-crime offences. The Hampshire & IOW Constabulary Strategic Assessment reports that cyber dependent crime is increasing in Hampshire, with these crimes rising by 17% in 2016/17. The victims of these crimes tend to be individuals (85.3%), Hampshire's most common victim age profile is 50-69 years, compared to the national picture where 40-49 is the most frequently targeted demographic. This may be due to Hampshire's aging demographic or under reporting amongst younger people. The Hampshire & IOW Constabulary have identified the main threats to Hampshire residents and business for cyber dependent crime as being:

- Hacking – Personal, Social Media and Email. This crime type is often enabled by malware and Computer Software Fraudsters also commit this offence as a technique to carry out their crime. The most common type of offence involves offenders hacking into email accounts, and sending emails to all contacts, and/or using them as a gateway to find access details to other accounts (such as PayPal).
- Computer virus/malware/spyware: Malware is a significant enabler of other cyber-crimes, namely denial of service attacks and hacking. Malware is also used by criminals to obtain credential/payment information to facilitate further fraud offences. The vast majority of reporting within this category relates to Ransomware, where the computer is 'locked' and a 'ransom' demanded for the release.

Reporting and recording of Cyber Enabled Crime has continued to improve in Hampshire, partly due to an improvement in the understanding of Cyber Crime among frontline officers and the work of specialist groups targeting this type of crime. The majority of Cyber Enabled offences related to 'blackmail' (87%). Southampton, Portsmouth and the IOW accounted for 44% of the forces reported Sextortion - when a person threatens to distribute another person's private and sensitive material if you provide them with something, usually images of a sexual nature, sexual favours, or money.

Consistent with the national picture, online Child Sexual Exploitation (CSE) has increased by 18% in Hampshire in 2016 when compared to 2015, with the most prominent districts for online CSE incidents being Southampton, Havant and the IOW. The international and borderless nature of online child abuse means that referrals can be received where the victim is in Hampshire but the suspect can be in any other part of the world, making investigations into these types of offences problematic.

There has been a continued trend of young people taking sexual images of themselves and sharing them with peer groups. Where the subject of the image is under 18, offences are being committed by the person taking and sending the image, and the recipient, who then also commits an offence by sending them on. This can result in a significant number of children within a peer group committing offences without realising the implications. In such cases, official guidelines are followed to ensure victims are not criminalised.

Focusing on high risk areas, the most recent data available shows that the Internet Child Abuse Team (ICAT) have reviewed or investigated 176 referrals from The National Crime Agency's Child Exploitation and Online Protection Centre (CEOP) and other forces during 2016 compared to 217 in 2015. In addition, ICAT have investigated 129 Global Unique Identifiers (GUIDs) using the Child Protection System (CPS) in 2016 compared to 75 in 2015.

Update on 2015/16 Recommendations

Recommendation	Current Position
Hampshire Constabulary should continue efforts to improve the quality of the data collected regarding cyber-crime via a greater consistency in the use of cyber flags, or the introduction of new, mandatory mechanisms for recording this information, in order to better understand cyber-crime levels and trends in Southampton.	There is a flag within RMS to capture cyber / digital related offences, however there is still an amount of inconsistency in the way in which it is used. Currently, it is felt that the best way to flag these crimes is via Action Fraud - the national reporting centre for fraud and cyber/ digital crime although there are some issues around calls for service where it is the force's responsibility to make Action Fraud aware. Under-reporting of this type of crime is felt to be a more significant barrier than flagging those crimes that are reported.
Hampshire Constabulary should establish the current cultural benchmark around understanding and investigation of cyber-crime offences through an internal staff survey; this should help to identify areas to target for further officer training.	Not currently an internal consultation priority for the Force. Officer knowledge remains low and consequently it is felt that training needs to concentrate on identifying evidential opportunities. A specialist unit is currently being created to provide specialist advice and assist mainstream investigations.

Further and more detailed analysis of crimes investigated by the ICAT should be conducted throughout the year to fully understand the reasons underlying the steep increase in the number of investigations in the past year.	<p>The 75% increase in referrals from NCA CEOP (The National Crime Agency's Child Exploitation and Online Protection Centre) is due to:</p> <ol style="list-style-type: none"> 1) The extra work on referrals from the US (National Centre for Missing & Exploited Children – NCMEC). 2) NCA CEOP taking on OP Locate to identify those who share indecent images of children. Under this operation, each force has agreed to target a specific number of people. 3) The general significant uplift in use of the Internet and offending on-line. 4) All Regional Organised Crime Units now having on-line presence targeting offenders.
Organised sextortion should be considered an emerging risk within the area that requires close attention in order to enable early identification of victims. The Force should work to improve engagement with residents around reporting sextortion to improve victim confidence and enhance understanding of this issue.	<p>Hampshire Constabulary ran a communications campaign to increase public awareness of sextortion, specifically among young men aged 17-23; a vulnerable victim group identified by police analysis. In November 2016, campaign messages with the hashtag #sextortion made 238,000 impressions on Twitter, our radio advert was listened to by 27,737 unique users and a media release generated positive national and local news coverage. Victim call back surveys in 2017 identified 11 victims who gave positive feedback. Advice for victims is available to read and download on the Force website:</p> <p>https://www.hampshire.police.uk/news/campaigns/sextortion</p>
Hampshire Constabulary should continue to invest in the Child Abuse Image Database, the High Tech Crime Unit and supporting infrastructure.	Investment is being monitored and reviewed.

Recommendations

- Hampshire Constabulary should continue efforts to improve the quality of the data collected regarding cyber-crime via a greater consistency in the use of cyber flags, in order to better understand cyber-crime levels and trends in Southampton.
- The Partnership should work to understand the extent of unreported cyber-crime within Southampton and take action to address any barriers to reporting incidents.
- Hampshire Constabulary should consider conducting further analysis to establish the true extent of online CSE in Hampshire and understand why Southampton, Havant and the IOW are outliers.
- Hampshire Constabulary to conduct further analysis in 2017/18 to understand the current picture and monthly variances in reporting of Cyber Enabled Crime, and compare these to national and regional trends.
- Officer knowledge of cyber-crime remains low and so Hampshire Constabulary should identify appropriate mechanisms for officer training; potentially using the recently created specialist unit to provide specialist advice and assist mainstream investigations.

- The Force should continue to work to raise awareness and reporting of sextortion to improve victim confidence and further enhance understanding of this issue.
- Hampshire Constabulary to work to improve reporting of this type of crime as under-reporting is felt to be a more significant barrier than flagging those crimes that are reported.

5.7 Fire Safety

It is well known that fires are dangerous, in England in 2015/16 there were 303 fatalities, mainly due to burns or being overcome by gas or smoke.⁷⁵ As well as being dangerous, deliberate fires are also costly with the damage to property, business interruption and inconvenience meaning that The Association of British Insurers state that they pay out of £1bn in fire related crimes each year⁷⁶. There are also social implications of deliberate fires, with people on the lowest incomes suffering rates of arson 31 times higher than other groups, whilst they are 16 times more likely to die as a result of a fire.⁷⁷ In addition, seeing properties and vehicles damaged by arson can increase a fear of crime in a community. These fires and smaller fires, such as those in rubbish bins, can lead to people losing pride and respect in their local area, which in turn can put people off moving into an area.⁷⁸

This section 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.

5.7.1 Trends and Benchmarking

The overall number of fires in Southampton reduced between 2014/15 and 2015/16 and reduced again (although by a smaller margin) between 2015/16 and 2016/17 (see figure 5.7.1). National data illustrates how the number of fires fluctuates between years (see figure 5.7.2). Fire data is prone to fluctuation, with the number of fires reducing if there is a wet summer or a cold winter.

Figure 5.7.1: Deliberate and accidental fires in Southampton

Southampton Fires			
Year	Deliberate Fires	Accidental Fires	Total Fires
2014/15	289	295	584
2015/16	249	297	546
2016/17	259	265	524

In Southampton, the number of accidental fires have reduced by 11% between 2015/16 and 2016/17, whilst the number of deliberate fires have increased by 4% over the same period. The number of accidental and deliberate fires are both lower than they were in 2014/15.

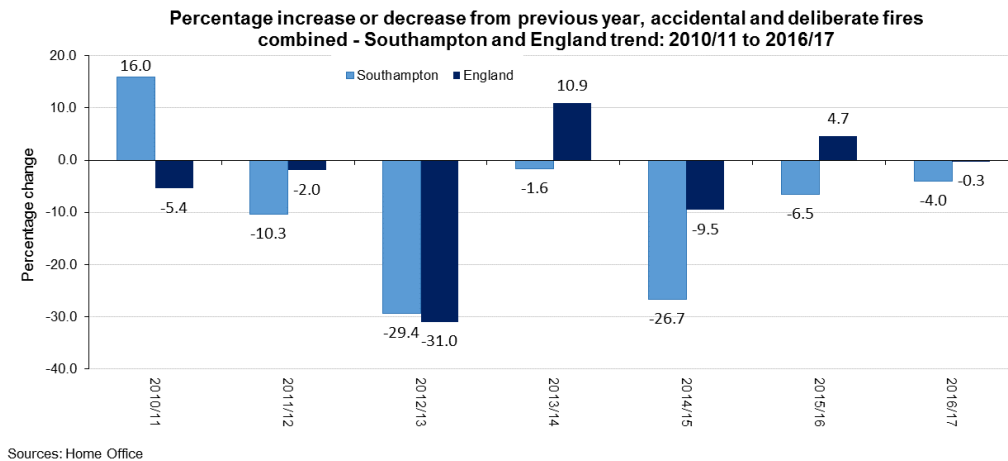
⁷⁵ Home Office (2017), Fire Statistics Data Tables. [Online]: <https://tinyurl.com/yal74qbo>

⁷⁶ Arson Prevention Forum (2014) Arson: a call to action, [Online]: <https://tinyurl.com/y7msxagk>

⁷⁷ Home office (1999), Safer Communities: Towards Effective Arson Control, [Online]: <https://tinyurl.com/ybu7wp5p>

⁷⁸ Essex County Fire and Rescue Service (2011) Arson Reduction Strategy, [Online]: <https://tinyurl.com/yapjk27>

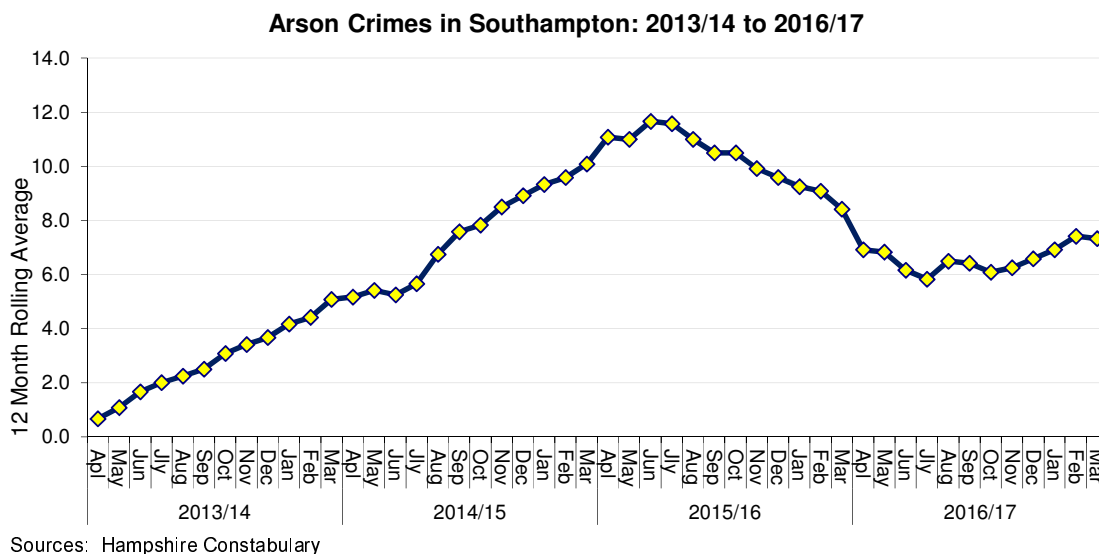
Figure 5.7.2:



There were 30 casualties resulting from fires in Southampton in 2016/17, an increase from the 5 casualties that occurred during 2015/16. Ten of the 2016/17 casualties had injuries that appeared 'slight', five of the casualties were given first aid at the scene, and four people had injuries that appeared 'serious'. The nature or severity of the injuries of the remaining 11 casualties is unknown. There was one fire related fatality in Southampton in 2016/17 compared to no fatalities during 2015/16 or 2014/15.

Figure 5.7.3, illustrates how the number of arson fires increased steadily in Southampton during 2013/14 and 2014/15, before reducing in 2015/16. The numbers have remained fairly consistent during 2016/17, this decrease may be due to the arrest of prolific offenders.

Figure 5.7.3:

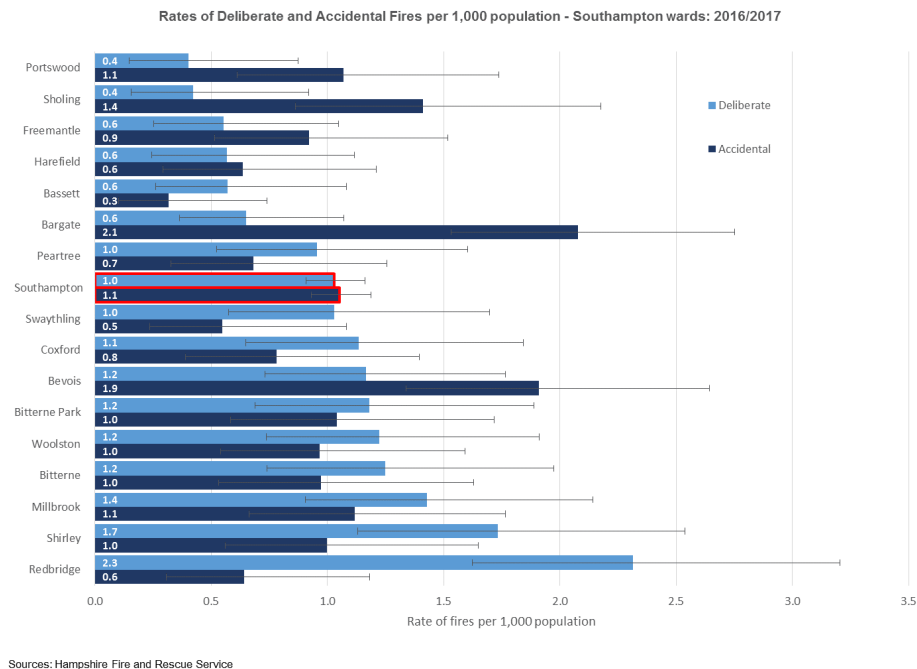


The Hampshire Arson Task Force (ATF), a partnership initiative between Hampshire Constabulary and the Hampshire Fire and Rescue Service, was established in 2007. The ATF is an intelligence-led unit, delivering tactical advice and specialist support to help both organisations to combat arson offences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

5.7.2 Sub-City Analysis

Figure 5.7.4 shows the percentage of accidental and deliberate fires that occurred in each ward. The ward with the highest rate of accidental fires was Bargate; the majority of these occurred in non-residential buildings and outdoors. Similar to last year, the highest rate of deliberate fires occurred in Redbridge, with the majority of these occurring outdoors. This is perhaps unsurprising as Redbridge is one of the most deprived wards in Southampton, and national evidence shows that people from lower income households are more likely to be victims of fires.

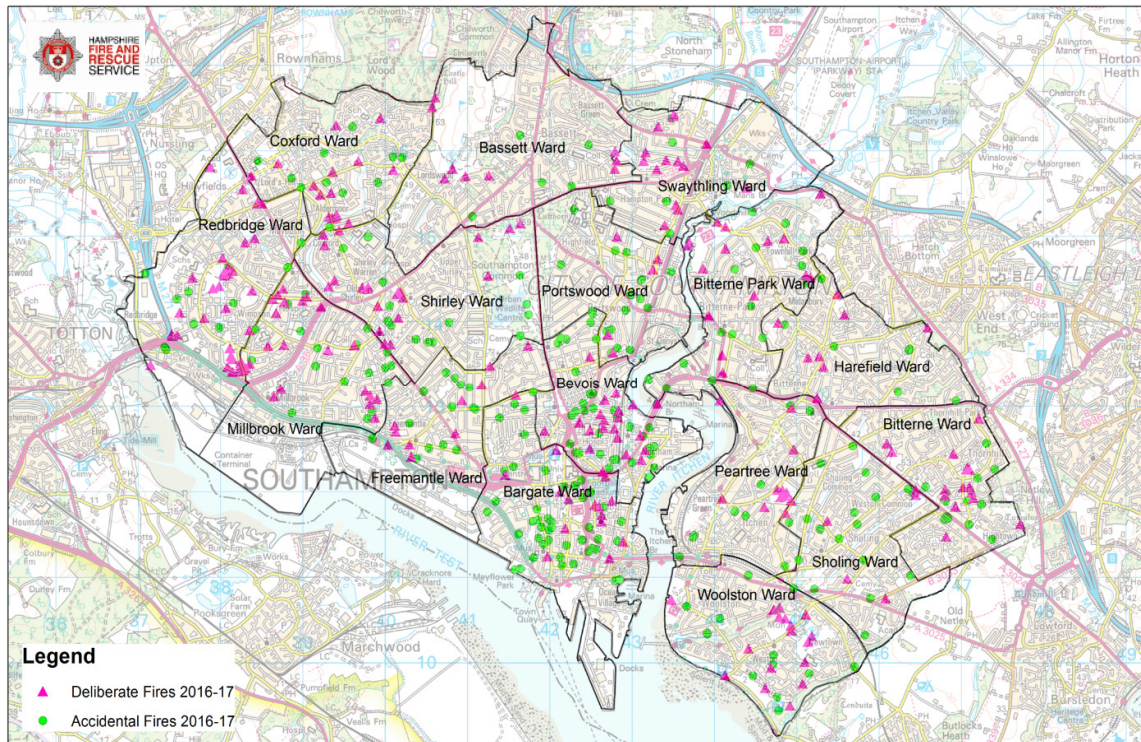
Figure 5.7.4:



The map in Figure 5.7.5 shows the location of deliberate and accidental fires in Southampton. There are clusters of deliberate fires in the Green Park area and the area around Millbrook roundabout where there are fast food restaurants and areas of green grass. There are also clusters of deliberate

fires around the Varsity recreation ground in Peartree Ward and Mayfield Park in Woolston Ward, suggesting that more focus should be on these areas for fire prevention.

Figure 5.7.5: Maps of accidental and Deliberate Fires in Southampton in 2016/17



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5.7.3 Victims and Perpetrators

A breakdown of accidental fires shows that the majority (40 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 (25 incidents) followed by elderly people reliant on support to meet financial or practical needs.

Looking at the 30 casualties that occurred during 2016/17, 26 of those were caused accidentally and 11 of those were caused by faulty equipment or a faulty fuel supply. The one fatality that occurred during this period was started by candles. The fire service are currently using Safe & Well visits as a fire prevention service. Visits are prioritised by age group from 65 years onwards and in 2016/17 there were 707 Safe & Well visits in the city.

Similar to last year, the majority of deliberate fires occurred outdoors (61% in 2016/17 compared to 55.8% in 2015/16). Of these, the majority were caused by people deliberately setting fire to loose

refuge, people setting fire to small refuse/rubbish containers (including wheelie bins) and deliberate fires started in playgrounds (not including equipment) or recreational areas. Road vehicle fires accounted for 43% of all deliberate fires, with the majority of these targeting motorcycles. Motorbikes and scooters are more at risk of theft than cars as they typically do not have immobilisers and may be easier for offenders to target⁷⁹ and is discussed further in the Acquisitive Offences (section 5.1).

5.7.4 Other considerations

Following the Grenfell Fire disaster Southampton City Council (SCC) has written to every tenant living in a council owned high-rise tower block and held meetings with tenants about fire safety. Investigations by SCC has ensured that none of the council's high-rise residential tower blocks contained the same Aluminium Composite Material (ACM) that was used on Grenfell Tower. SCC has also carried out an initial review of its evacuation advice, taking into account advice from Hampshire Fire and Rescue Service, as well as a review of its own fire risk assessments. Following this review, the advice given to residents remains unchanged; residents should evacuate the building if the fire is in their or their neighbours flat. Otherwise, the advice is to 'stay put' and wait for assistance from the Fire Service.

On the 20th of June 2017, the SCC announced a rolling programme to install sprinkler systems in all of its tower blocks. Work was first started on Albion Towers, Sturminster House and Shirley Towers, with Canberra Towers, Millbrook Towers and Redbridge Towers shortly after. The programme for the remaining blocks will be confirmed in due course.

SCC has a strong track record of working with Hampshire Fire and Rescue Service on a regular basis, which has included collaboration on major projects. These include:

- Familiarisation visits for fire crews to flats in tower blocks
- Taking advice and guidance on the prioritisation of the sprinkler installation programme
- Training for current and new members of the fire service for dealing with fires in tower blocks
- Joint work on a referral system for vulnerable persons who may present a fire risk, such as hoarders.
- Fire safety events that have taken place outside tower blocks, providing a visual reassurance for all concerned residents.

⁷⁹ ONS (2017) 'Overview of vehicle-related theft: England and Wales' [Online]:
<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/overviewofvehiclerelatedtheft/2017-07-20> Accessed 12/09/2017

Update on 2015/16 Recommendations

Recommendation	Current Position
Hampshire Fire and Rescue Service should work with the NHS, South Central Ambulance Service (SCAS), Public Health, clinical commissioning groups and other medical authorities in designing, targeting and monitoring the effectiveness of the health projects it is involved in.	Hightown Fire Station has completed an 'A Better Me' course - currently no further courses have been commissioned. All frontline fire appliances now carry Immediate Emergency Care (IEC) including defibrillators, oxygen and Entonox.
The Partnership should continue to work to build community resilience, working closely to assist communities and local businesses with pre-planning and education. This will empower local people and reduce the dangers of large emergencies such as the extreme weather seen in 2013/14.	This area is for development and part of HFRS's group plan. Following the Grenfell Towers incident, all available resources are currently being targeted at high rise initiatives.
Over 1 in 5 accidental dwelling fires occur in self-contained sheltered housing. The Partnership should monitor this trend and consider targeting prevention work on individuals at risk in these settings.	HFRS's Knowledge Management team will provide these statistics for future monitoring.
The Partnership should continue to monitor data across the fire sector in order to make informed decisions and understand the needs of the community. Further analysis is still needed to review trends over time.	Knowledge Management provides a group profile on all activities and incidents within the group on a yearly basis. This document also provides detailed analysis and identifies trends.

Recommendations

- Hampshire Fire and Rescue Service should raise awareness and monitor fires amongst educated young people who are privately renting.
- The Partnership should review the numbers of fires that occur in playgrounds/recreational areas and occur in small refuse/rubbish containers, working to prioritise if necessary.
- The Partnership should continue to work to build community resilience, working closely to assist communities and local businesses with pre-planning and education. This will empower local people and reduce the dangers of large emergencies such as the extreme weather seen in 2013/14.
- The Partnership should continue to work to make fire safety improvements in council owned high-rise tower blocks, training fire service personnel in dealing with tower block fires and advising tower block residents on best practice in the event of fire.

5.8 Road Safety

Road traffic collisions (RTCs) are a major cause of preventable death and morbidity, particularly in younger age groups. The vast majority of road traffic collisions are preventable and can be avoided through improved education, awareness, road infrastructure and vehicle safety.⁸⁰

All road traffic collisions (RTCs) involving human death or personal injury occurring on a public highway and notified to the Police within 30 days of occurrence, and in which at least one motor vehicle, horse rider or pedal cyclist are involved, are reported to local authorities via the Police STATS19 dataset. A casualty is a person killed or injured in a collision. The information collected in the Stats 19 dataset are collected by police forces, either through officers attending the collision scene or from members of the public reporting the collision, after the incident at a police station. 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. For this reason, it does not capture data on all RTCs, with some collision types more likely to be underreported than others e.g. pedal cyclist collisions with pedestrians. The Department for Transport's (DfT) estimate that around 670,000 people are injured to some degree in road traffic collisions each year.⁸¹ Of these, only around 187,000 casualties are reported to Police and recorded in Stats 19.

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

5.8.1 Trends and Benchmarking

In 2016, a large number of police forces (around 50% of police forces) changed their reporting systems resulting in an improved recording accuracy of injury severity. This led to an increase in the number of serious injuries, which affects trend comparisons with previous years nationally and with those forces. Although Hampshire police have not had this recent change, benchmarking against national and comparator forces would be less meaningful. In line with DfT guidance on this issue, comparisons with other local authorities have not be made using injury severity sub-divisions; 'killed or seriously injured', 'serious' and 'slight'.

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 road casualties occurred to adjust for the differentials in the amount of traffic. In 2016, Southampton had 918 casualties per billion vehicle miles travelled on

⁸⁰ Department for Transport, Strategic Framework for Road Safety (2011)
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/8146/strategicframework.pdf

⁸¹ Department for Transport, Reported Road Casualties Great Britain (2015)
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/568484/rrcgb-2015.pdf

Southampton's roads. This was higher than the national rate and about mid-way amongst Southampton's comparator local authorities (see figure 5.8.1).

Figure 5.8.1:

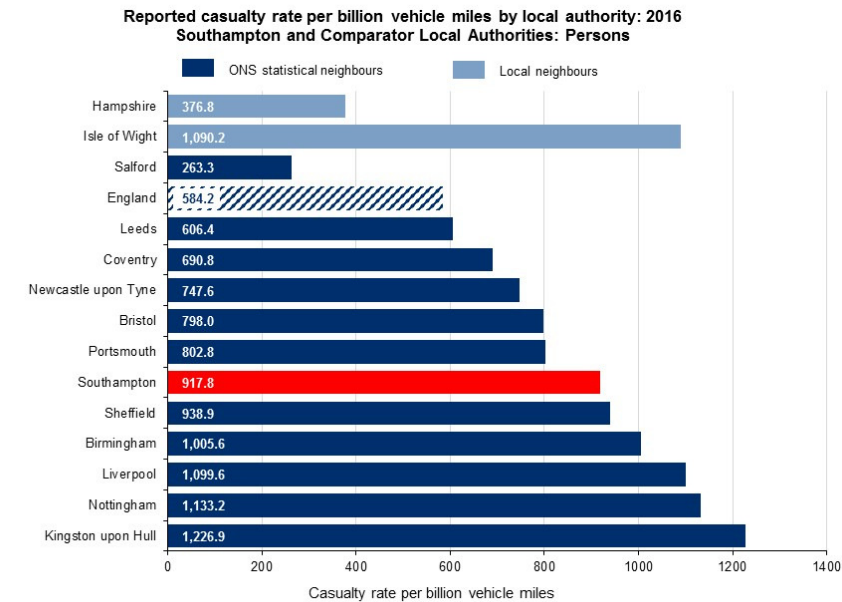
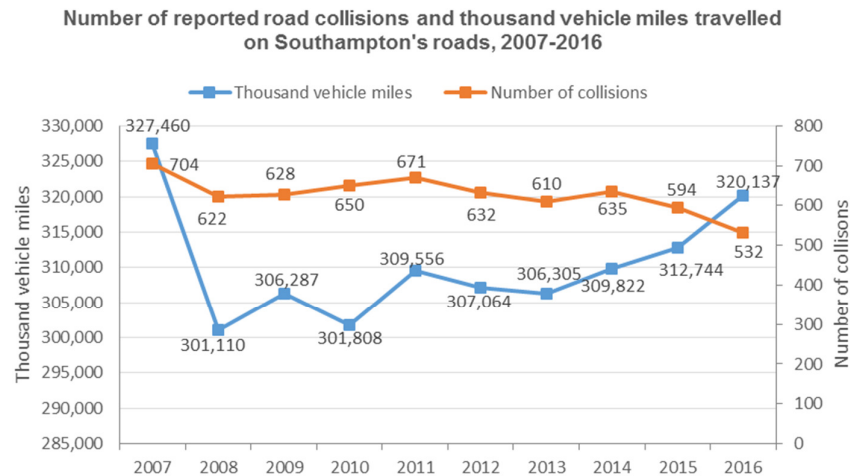


Figure 5.8.2:



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.

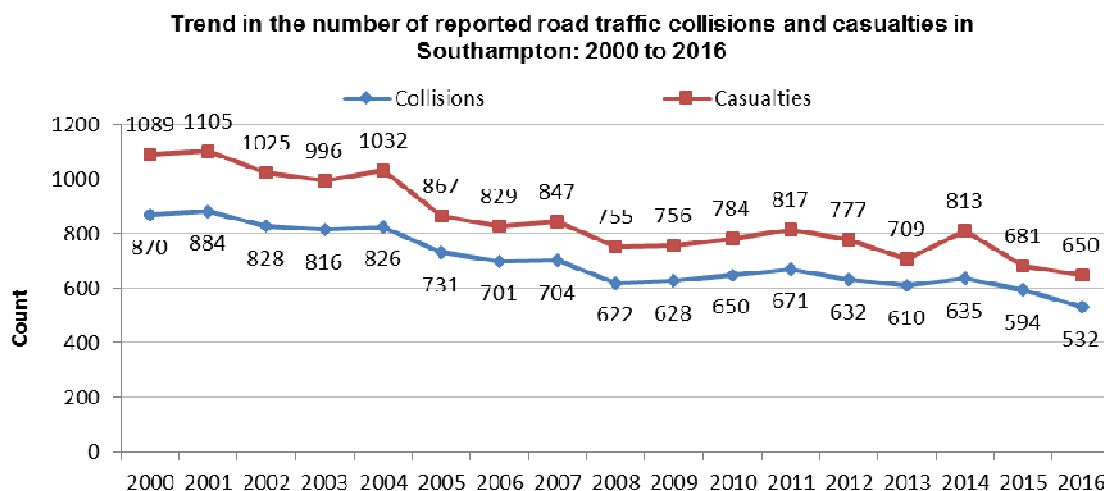
Using the 50 automatic traffic count points, published by the DfT for the Southampton City area, traffic on major roads (measured in thousand vehicle miles) has increased since 2013⁸² (see figure 5.8.2); greater traffic numbers increases the risk of more collisions occurring. Despite this, figure 5.8.2 shows reported road injury collisions have reduced over the same period (2013-2016).

Figure 5.8.3 shows the trend in the number of road collisions occurring within the city, as well as the number of people injured between 2000 and 2016.

Over this period:

- The annual number of collisions fell from 870 in 2000, to a low of 532 in 2016; a reduction of nearly 39% from 2000, and a fall of 10% from 2015.
- The annual number of casualties fell from 1089 in 2000 to a low of 650 in 2016; a reduction of over 40% from 2000 and a fall of a little under 5% from 2015.

Figure 5.8.3:

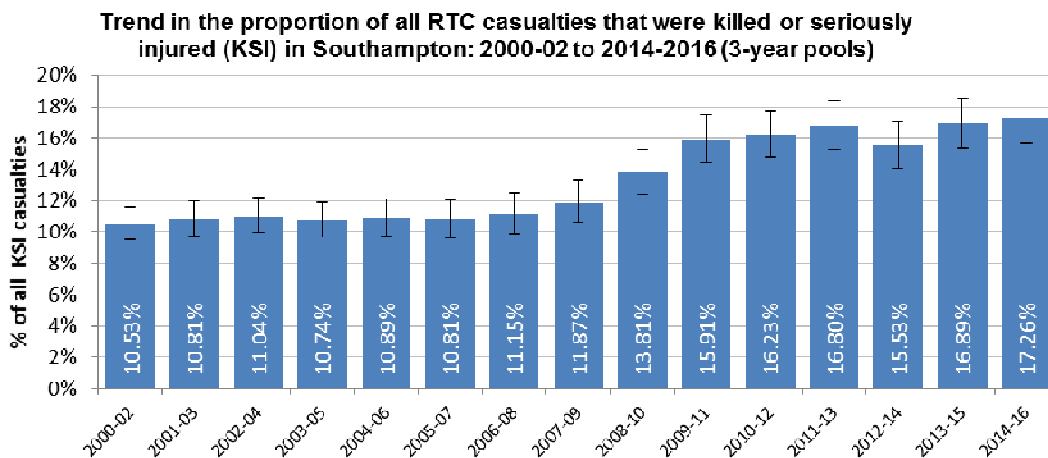


Note: This analysis is based on the standard STATS19 dataset supplied by the Police. This dataset includes all road collisions where human death or personal injury has occurred on the Highway and has been notified to the police within 30 days of occurrence, and in which one or more vehicles have been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

Although there has been a decrease in both collisions and casualties (as shown in figure 5.8.3), figure 4 shows that the percentage of casualties fatally or seriously injured (in three year pooled periods) has increased over time. One in six casualties (17.3%) were KSI in 2014-16 compared to one in ten casualties in 2000-02 (10.5%). The increase seen in 2014-16 is higher (although not significantly so) than the five previous three year pooled periods from and including 2009-11.

⁸² Department for Transport; Traffic Counts Local Authority profile, <https://www.dft.gov.uk/traffic-counts/area.php?region=South+East&la=Southampton>

Figure 5.8.4:



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.

Of these the majority were seriously injured with very few deaths occurring on Southampton roads in recent years. In fact the number of deaths from RTCs has gradually fallen over time from 20 fatalities in 2000-02 to 8 fatalities in 2014-16 (see figure 5.8.5). Hampshire wide, there has been a 16% increase in fatal casualties in 2016 when compared to the previous three years. This is a short term increase, and in the longer term, the number of fatal casualties has decreased substantially for Hampshire, reflecting the trend for Southampton.⁸³

Figure 5.8.5: Trend in the number of recorded deaths resulting from an RTA

Period	2000-02	2001-03	2002-04	2003-05	2004-06	2005-07	2006-08	2007-09	2008-10	2009-11	2010-12	2011-13	2012-14	2013-15	2014-16
No. of deaths	20	19	17	12	10	13	14	10	8	5	6	7	6	8	8

In 2014-16, 1,762 road collisions were reported in Southampton, 10% of these collisions occurred between 17:00 and 17:59 - this was the peak hour for collisions. The next peak hour for collisions was between 08:00 and 08:59 where 9% of recorded collisions occurred. In 2014-16, 71% of collisions occurred in daylight, 76% of collisions were when the road surface was dry and 86% were in fine weather conditions. Over half (54%) of Southampton's collisions in 2014-16 occurred on unclassified roads (not classed as 'A' roads, 'B' roads or motorway). Over the same period, there were 357 KSI collisions in Southampton, the peak hour for KSI collisions was 17:00-17:59 (12% of recorded KSI

⁸³ Hampshire Constabulary, Hampshire & IOW Constabulary Force Strategic Assessment 2016/17

collisions) and the next peak hour was also between 0800 and 0859. Over half occurred at a 'Give Way' sign (53%) and 1 in 4 occurred at automatic traffic signals (19%).

Across Hampshire the peak time for fatal or reported serious casualties is 16:00-19:59; this applies to all days of the week. This peak time applies to 2016, but also the previous three years. There are no significant seasonal trends in the total number of fatal or serious casualties; seasonal trends are only ever apparent when looking at individual road user groups.⁸⁴

Figure 5.8.6:

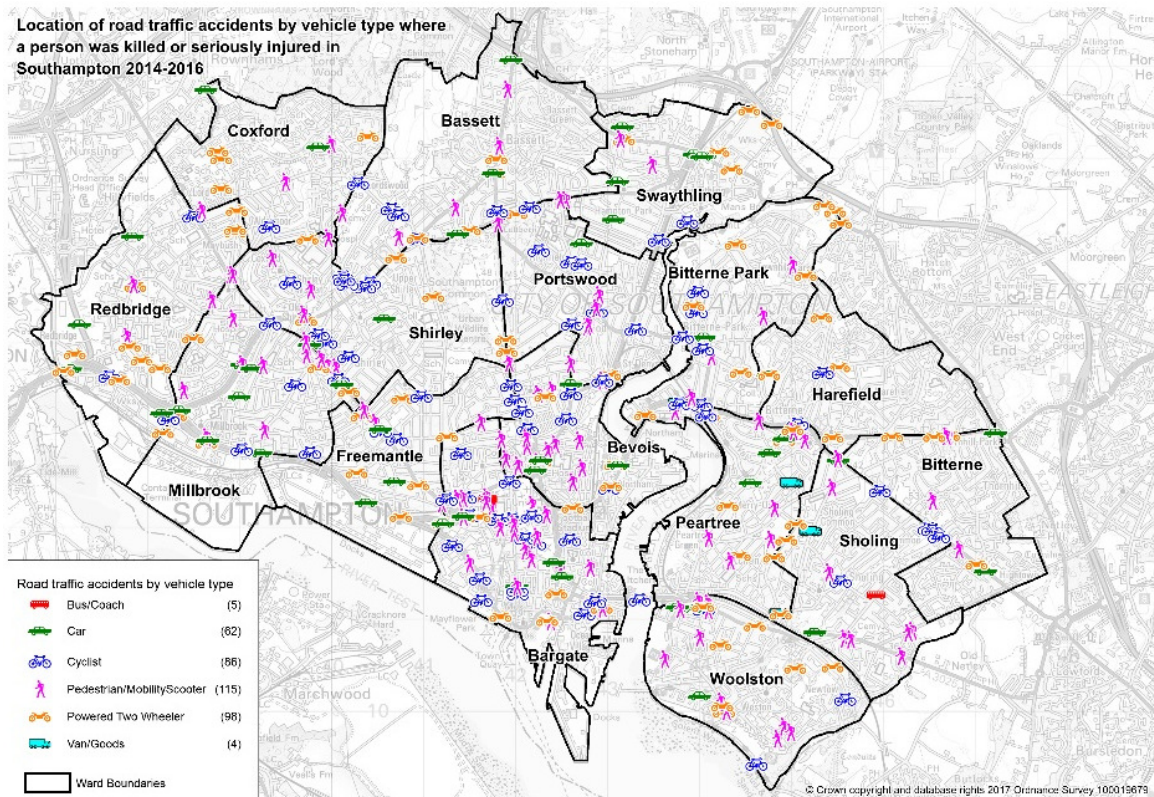


Figure 5.8.6 shows the location of KSI incidents in the city. From the map it is possible to see that there are clusters around the major roads in Southampton. Unsurprisingly, higher frequency of collisions happen in Bargate and Bevois wards, the city centre where more road user interactions occur. Around three-quarters (72%) of all injury collisions and two thirds (68%) of KSI injury collisions in Southampton occurred within 20 metres of type of junction.

⁸⁴ Hampshire Constabulary, Hampshire & IOW Constabulary Force Strategic Assessment 2016/17

5.8.2 Road User Group Trends and Patterns (Injured and Non-injured)

In 2016, 650 people were recorded as being injured in road collisions on Southampton's roads, a 5% decrease on 2015 (683 casualties) and 24% decrease on 2014 (812 casualties). Figure 5.8.7 shows the number of casualties by priority groups. Figure 5.8.8 shows KSI casualties by the same priority groups. These defined groups or similar are used in road collision analysis as it informs intervention planning. Some casualties will appear in more than one group so the percentages will not sum to 100%. Looking at casualty numbers and percentages of all casualties, there is a significant decrease for young person casualties between 2015 and 2016 (see figure 5.8.9). There is also a slight downward trend for non-motorised users during the same period; although this is not statistically significant. However, collisions involving occupational vehicles and older people are increasing although, once again, this is not significant.

Figure 5.8.7: Reported road casualties in Southampton collisions, by priority road user group 2014-16

All Casualties	2014		2015		2016		2014-2016	
	n	(%)	n	(%)	n	(%)	n	(%)
Young person (16-24)	208	26%	217	32%	154	24%	579	27%
Pedal cyclist	128	16%	128	19%	118	18%	374	17%
Powered-Two-Wheeler	111	14%	101	15%	82	13%	294	14%
Non-motorised user*	245	30%	267	39%	230	35%	742	35%
Older person (60+)	101	12%	69	10%	86	13%	256	12%
Child (0-15)	63	8%	48	7%	53	8%	164	8%
Pedestrian	116	14%	138	20%	111	17%	365	17%
Occupational*	120	15%	87	13%	110	17%	317	15%
Total Casualties	812	100%	683	100%	650	100%	2145	100%

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

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

Figure 5.8.8: Reported road killed or seriously injured (KSI) casualties in Southampton collisions, by priority road user group 2014-16

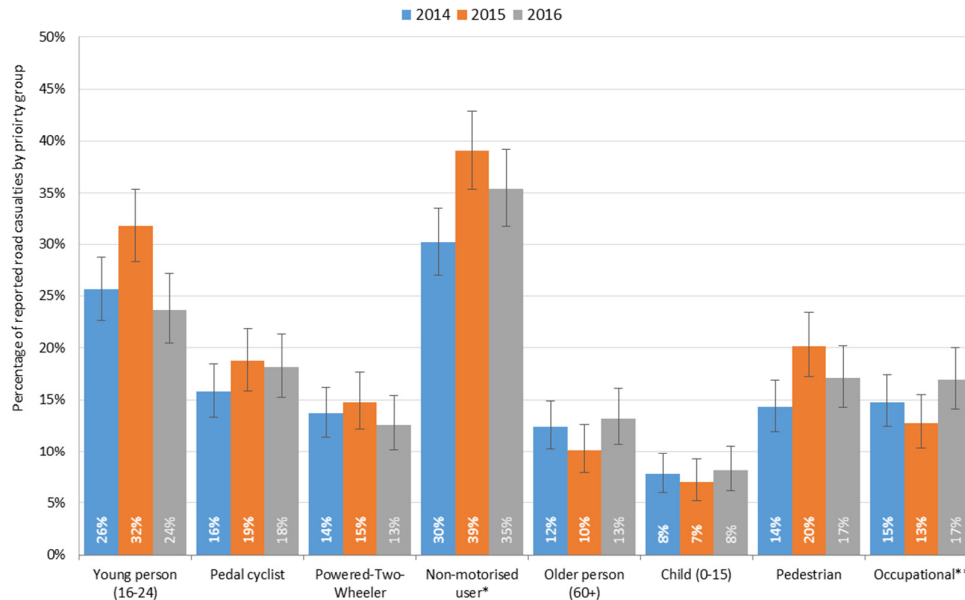
KSI Casualties	2014		2015		2016		2014-2016	
	n	(%)	n	(%)	n	(%)	n	(%)
Young person (16-24)	29	23%	38	30%	23	19%	90	24%
Pedal cyclist	27	22%	32	26%	27	22%	86	23%
Powered-Two-Wheeler	38	31%	29	23%	31	26%	98	26%
Non-motorised user*	58	47%	78	62%	65	54%	201	54%
Older person (60+)	16	13%	17	14%	22	18%	55	15%
Child (0-15)	16	13%	13	10%	12	10%	41	11%
Pedestrian	31	25%	45	36%	38	31%	114	31%
Occupational**	15	12%	13	10%	18	15%	46	12%
Total KSI Casualties	124	100%	125	100%	121	100%	370	100%

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

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

Figure 5.8.9:

Percentage of reported road collision casualties by priority group, Southampton, 2014-16



Source: Department for Transport. STATS19 Road accident with injury (police).

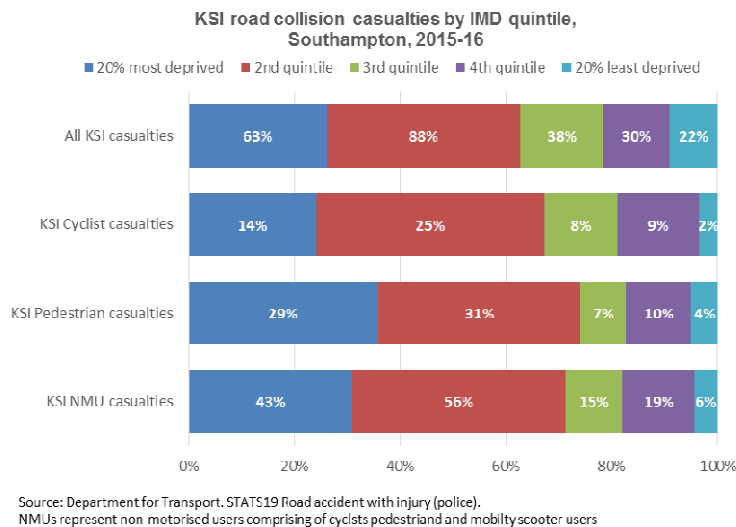
*Non-motorised user - Casualties who are a pedestrian, pedal cyclist or mobility scooter user, **Occupational - casualties were in a collisions involving a driver/rider were recorded as driving for work or driving a goods vehicle (bus, taxi, minibus, agricultural vehicle, goods vehicle, van). Some casualties will appear in more than one group so the percentages will not sum to 100%.

The ageing process brings changes relating 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. However, it is older people in their 60's that have a higher occurrence in the casualty dataset than older casualties aged 70 years and over. In the 2014-16 period, of the 256 older person (casualties aged 60 years and over) reported road casualties, 102 were car drivers (56 casualties were aged 60-69 years old) and 57 were pedestrians (30 older pedestrian casualties were aged 60-69 years old). Sixteen of the 19 older person cyclist casualties were aged 60-69 years old. Over one in three (37%) of all reported road casualties in 2014-16 are aged 21-35 years old. Three-fifths (59%) of all reported road casualties are male, with 67% of 0-10 year old casualties and 65% of 16-20 year old casualties being male.

Seventy-one per cent of KSI casualties were male, with males generally being over represented in the road user groups; KSI cyclists (76%) and KSI PTW riders/pillions (82%). The majority of KSI casualties for both these groups, males and females, are aged 21-35 years old (49% and 51% respectively). Similar to the patterns seen for all casualties, KSI older person casualties are increasing. In 2014-16, there were 55 KSI older person casualties in Southampton, of these 15 were car drivers and 23 were pedestrians. Figure 5.9.8 shows that in 2014-16, non-motorised users accounted for over half of the KSI casualties reported in Southampton. The Index of Multiple Deprivation (IMD) quintile for where the casualties live can be used in profiling casualties to help understand and address inequalities. IMD has only been recorded for casualties home addresses in 2015 and 2016.

Figure 5.8.10 shows of the 139 Non-Motorised User (NMU) KSI casualties in 2015-16, 71% were in the two least deprived deprivation quintiles (based on the casualty's recorded home address). The chart shows there is a higher percentage of KSI casualties from the lowest two quintiles in the cyclist and pedestrian casualty groups compared to all KSI casualties.

Figure 5.8.10:



Pedestrian and pedal cycle fatal casualties are priority areas within Hampshire Constabulary. Pedal cycle casualties are well understood as a result of previous analysis, and can be summarised as male commuter pedal cyclists being injured on urban roads. This is evidenced locally within Southampton as during 2014-16, there were 382 pedal cyclists involved in collisions, of which 79% were male. One in four (23%) cyclists were aged 26-35 that was the most common age band. Likely due to their vulnerability, 24% of were involved in KSI collisions. Fifty-eight percent of cyclists involved in collisions were mid junction; on a roundabout or on a main road. In addition, based on resident IMD quintile, 58% of cyclists involved in collisions were residents in the lowest two IMD quintiles in 2015-16 (see figure 5.8.10).

Hampshire constabulary report that pedestrian KSIs are less well understood as no current analysis has been completed. Figure 5.8.10 shows three-quarters (74%) of the 81 pedestrian KSI casualties in Southampton 2015-16 are from the lowest two IMD quintiles (IMD has only been recorded for casualties home addresses in 2015 and 2016).

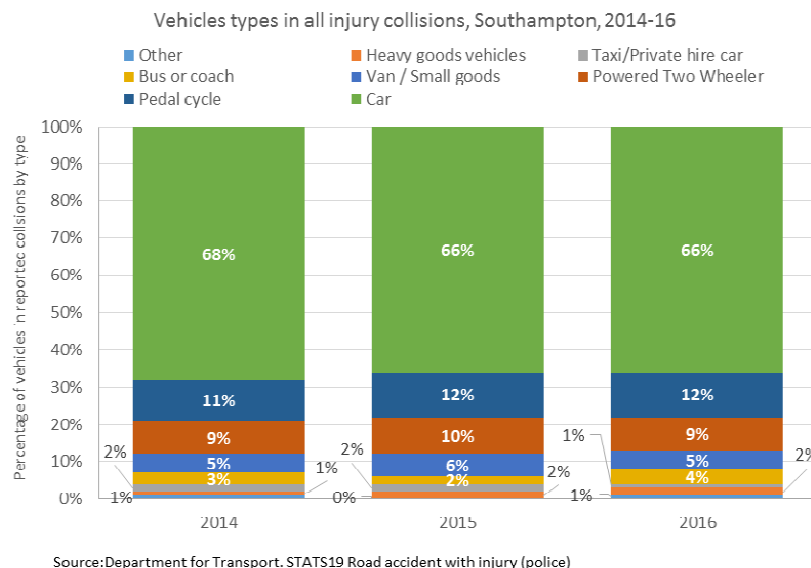
In 2014-16, of the 153 pedestrian KSI casualties in Southampton, the most frequent vehicle type involved in collisions were cars (75%), the next most frequent vehicle involved in a KSI collision were buses/coaches (7%). One in four pedestrian KSI casualties (26%) were aged under 16 years and one in five (20%) were aged 16-25 years old. The peak hour for KSI pedestrian casualties are 15:00-15:59 (16

KSI pedestrian casualties) – just under half of these were aged 6 to 15 years old and occurred on a week day (not in August) which may relate to school finishing times. Cluster analysis and ‘desire-path/line’⁸⁵ analysis can provide some insight into engineering solutions, e.g. metal fence barriers can be used at the end of alleyways to reduce the speed of cyclists/pedestrians entering the road or be used to ‘funnel’ cyclists, pedestrians and mobility scooters towards designated crossing points. One in three pedestrian KSI casualties were in the Bargate (22%) or Bevois (13%) ward areas.

5.8.3 Vehicles

In 2014-2016, 3,247 vehicles were involved in collisions on Southampton roads. Three percent of licensed motor vehicles nationally and 4% of licensed vehicles in Southampton are powered-two-wheelers (PTWs)⁸⁶. Figure 5.8.11 shows 9% of vehicles involved in Southampton road collisions are PTWs, this indicates in line with national trends⁸⁷ a disproportionate amount of PTWs are involved in road injury collisions, perhaps because of their vulnerability to injury compared to car drivers and their passengers. Figures 5.8.11 and 5.8.12 also show most vehicles involved in collisions, unsurprisingly are cars.

Figure 5.8.11:



⁸⁵ A "desire path/line" is the term for a that pedestrians take informally, rather than taking a sidewalk or set route; e.g. a well-worn ribbon of dirt that one sees cutting across a patch of grass, or paths in the snow. It can be used to describe the informal route pedestrian tend to take to cross roads.

⁸⁶ Department for Transport statistics. Vehicle Licensing Statistics

⁸⁷ Department for Transport, *THINK! Motorcycling: Take longer to look for bikes*
<http://think.direct.gov.uk/motorcycles.html> Accessed on 29/11/2017

Figure 5.8.12: Vehicle types reported in injury collisions in Southampton 2014-16

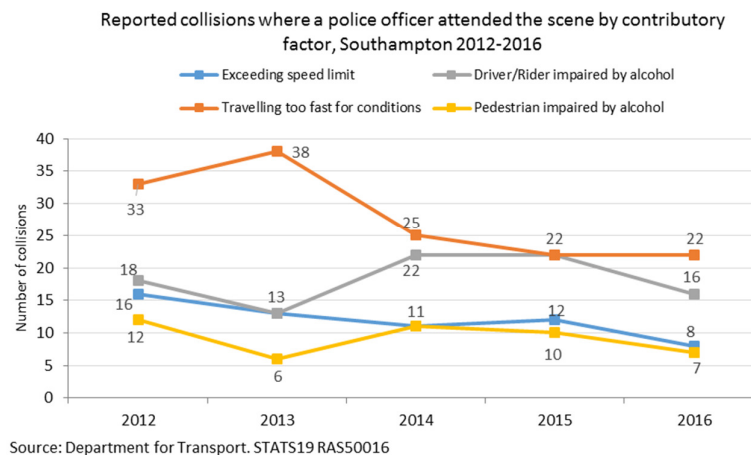
Vehicles reported in all collisions	2014	2015	2016	2014-2016
Car	68%	66%	66%	67%
Pedal cycle	11%	12%	12%	12%
Powered-Two-Wheeler	9%	10%	9%	9%
Van / Small goods	5%	6%	5%	6%
Bus or coach	3%	2%	4%	3%
Taxi/Private hire car	2%	2%	1%	2%
Heavy goods vehicles	1%	2%	2%	1%
Minibus	0%	0%	0%	0%
Other vehicle	0%	0%	0%	0%

When the home addresses of KSI casualties, and those of vehicle users involved in the KSI collisions are mapped there are certain areas where a greater concentration of both live.⁸⁸ As an alternative to targeting collision locations, home addresses of persons involved in collision could be targeted.

5.8.4 Contributory factors

The DfT publishes contributory factor data on reported collisions where a police officer attended the scene. Police officers will be more objective and have more experience in determining the contributory factors involved than the members of public reporting the collision involving themselves. A police officer will attend the majority of severe KSI collisions. Looking at these trends, the annual number of drivers where 'exceeding the speed limit' and 'travelling to fast for conditions' are recorded, have both been fallen by 50% and 34% respectively between 2012 and 2016 (see figure 5.8.13).

Figure 5.8.13:



⁸⁸ Hampshire Constabulary, Hampshire & IOW Constabulary Force Strategic Assessment 2016/17

Data from Southampton City Council/Balfour Beatty Traffic Management team shows 63 collisions (4% of all collisions) in 2014-16 involved the contributory factor driver impaired by alcohol, 1% of drivers gave a positive breath test with 2% not able to provide a test for medical reasons, this may be due to facial/respiratory injuries or the casualty is not conscious. Alcohol was linked to 4% of all casualties where the contributory factor 'Driver impaired by alcohol' was attributed to one or more drivers in those collisions. In 8% of pedestrian casualties, the pedestrian was reported as were impaired by alcohol. It is recommended that these areas are monitored to identify if these areas are improving or getting worse.

5.8.5 Other considerations

Since 2000, Southampton City Council has invested in highway schemes at known casualty 'hot spots', promoted and campaigned for better road safety and been involved in working in partnership with Hampshire Constabulary to enforce locations where there is excessive speeding. Schemes introduced include speed calming measures in Sholing, zebra crossing facilities on Spring Road, Lodge Road and Highfield Lane and the placing of vehicle activated signs and vehicle message signs at junctions or recorded accident hotspots. Safer Route to School schemes have been implemented at or in close proximity to schools across Southampton. Major changes have been brought in at Saltmarsh Junction at the western end of Itchen Bridge to improve road, pedestrian and cycle safety.⁸⁹ Whilst casualties on Southampton's roads have reduced over this time period, around 100 people are still killed or seriously injured on Southampton's roads every year.

Update on 2015/16 Recommendations

Recommendation	Current Position
The provision of engineering measures to improve road safety should continue to be considered where feasible.	SCC continues to set aside an annual budget to design and deliver road safety engineering measures as prioritised through injury collision statistics. Both injury collision cluster sites and corridors are now being assessed as part of the annual programme. Developers' contributions have been secured to aid funding for delivery of injury collision measures. The total number of injury collisions has decreased for the third consecutive year.
The reasons for the recent rise in pedestrian casualties should be explored. In addition, there should be continued investment in improving pedestrian routes throughout the city including new and improved pedestrian crossing points to make crossing the road safer, easier and more convenient.	The number of pedestrian-injury collisions fell in 2016 (104 pedestrian casualties compared to 136 pedestrian casualties in the previous year. Nevertheless, pedestrian-/ cyclist- injury collisions are given a greater weighting than car-only injury collisions when prioritising sites for addressing in the Road Safety Engineering Programme and as such (in addition to other schemes) SCC has budgeted for the design and delivery of three pedestrian crossing improvements between 2017-19.

⁸⁹ Southampton City Council (2015) *Local Transport Plan 3 Implementation Plan for Southampton 2015-2018* [Online] Available from http://www.southampton.gov.uk/policies/Implementation-Plan-15-18_tcm63-377588.pdf Accessed on 29/11/2017

<p>The Partnership should continue to find ways of challenging the attitudes and behaviour of road users through targeted campaigns and training events. Road user behaviour is the biggest common factor in most casualties and behavioural change approaches may be beneficial.</p>	<p>SCC attend Road Safety Partnership meetings and support partnership campaigns both practically and financially. Partnership events include:</p> <ul style="list-style-type: none"> • 'Close Pass' / 'Be Bright, Be Seen' enforcement • 'Close Pass' bus-back advertisement campaign • Elder Drivers' education event • 'Safe Drive, Stay Alive' education event for new drivers • 'Don't Drink and Drive' - Isle of Wight Festival campaign • 'Be A Road Safety Hero' education event for under 11s • Monthly roadside VMS road safety messages • Child seat check events (x3) <p>Hampshire Police engage in national and European campaigns aimed at affecting driver behaviour, and where appropriate this is also supported with media campaigns. Police activity takes the form of enforcement and educational programmes to positively impact on driver behaviour.</p>
<p>Speed enforcement should continue at locations identified. Inappropriate speed remains a key cause of many casualties and it also has a significant impact on severity of collisions when they do occur.</p>	<p>SCC operates a VAS (vehicle-activated sign) programme at sites where speeding issues have been identified but there is no supporting injury collision evidence. VAS units display '30 slow' and three pairs of units are rotated around identified sites on a monthly basis - visiting each site at least twice a year. SCC also promotes the Police-led Community Speed Watch programme, with a ring-fenced budget to purchase equipment for residents' groups.</p> <p>Collisions data is reviewed by Joint Operations Roads Policing analysts which informs enforcement activity (static vans and mobile). In addition, Neighbourhood Teams carry out activities that are directed by a Roads Policing Tasking process, in response to community concerns.</p>

Recommendations

- The reasons for the recent rise in pedestrian casualties still need to be explored. It is recommend that analysis is carried out on cluster area hotshots perhaps also considering 'desire-paths' and considering child pedestrian casualties at school finishing times.
- There should be continued investment in improving pedestrian routes throughout the city, with SCC reporting to the Partnership on progress with planned new and improved pedestrian crossing points to make crossing the road safer, easier and more convenient.
- The Partnership should work with SCC colleagues attending Road Safety Partnership meetings and the Joint Operations Roads Policing analysts; to request the following:
 - Socio-demographic analysis of persons involved in collisions to inform targeted prevention awareness.
 - Analysis of junction hotspots for both PTWs and pedal cycles and using 'Think Bike' reminder notices on nearby council advertising space e.g. bins, lampposts; 19 cyclists were injured in 2014-16 through a vehicle door being opened negligently.
- The Partnership should continue to find ways of challenging the attitudes and behaviour of road users through targeted campaigns and training events.

- The Partnership should work with road safety teams on their Elder driver events to ensure wider stakeholders are included such as Age UK, the emergency services, pharmacists (e.g. checking older people driving on certain medication in medicine reviews) and opticians (e.g. education on switching to varifocals and how this changes making visual assessments of road ahead).

5.9 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.⁹⁰ 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. The abuse can include, but is not limited to, psychological, physical, sexual, financial or emotional abuse.⁹¹ 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) estimates that only 21% of partner abuse is reported to the Police,⁹² whilst SafeLives (national charity) suggests that on average, a victim experiences 50 incidents of DSA and lives with it for an average of 2.6 years before getting help. Statistics on the extent and nature of DSA have been hampered in the past by the fact that DSA is not a crime in itself, but rather is potentially multiple crime types within a domestic or intimate relationship. However, new legislation was introduced in December 2015 around coercive control; this has extended the Police's understanding of domestic abuse to include more psychological factors, such as emotional or financial manipulation that may not yet have manifested as physical violence.

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, (previously HRDA cases were heard at the two weekly MARAC meetings). This multi-agency 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 whilst holding the perpetrators to account.

This change in response to HRDA cases has led to a decrease in the number of cases now heard at MARAC, which now only sees the most complex cases. It is because of this change in the system that MARAC data has not been referenced in comparison to other similar areas as it has been in previous years. Data is collected on those attending HRDA meetings and is reported here although this data is not available for a full financial year.

⁹⁰ ONS (2017) *Overview of violent crime and sexual offences* [Online] Available from:

<https://tinyurl.com/ya9rzydp> Accessed on 13/11/2017

⁹¹ Southampton City Council (2017) *Southampton Against Domestic & Sexual Abuse Multi Agency Strategy 2017-20* [Online] Available from: <https://tinyurl.com/y8gyhcfa> Accessed on 25/10/2017

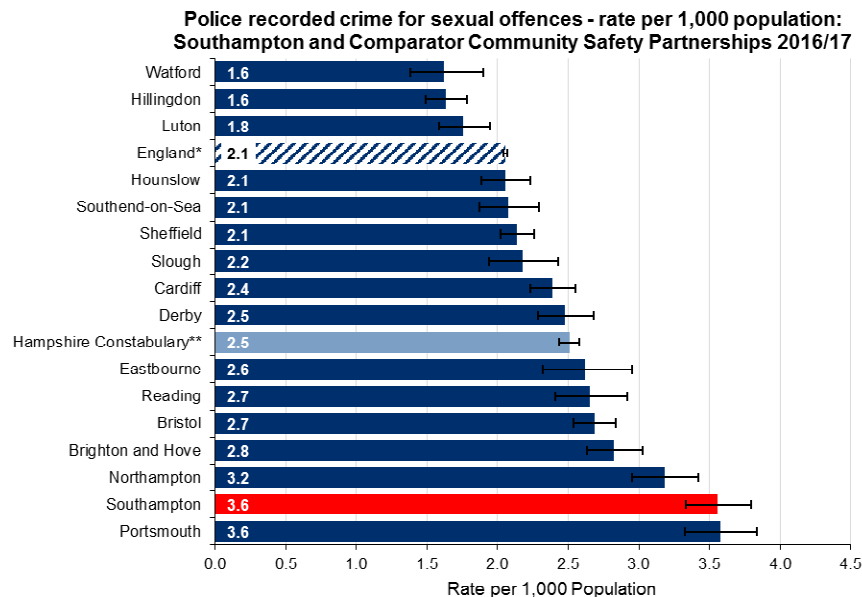
⁹² ONS (2016) *Compendium: Intimate personal violence and partner abuse* [Online] Available from: <https://tinyurl.com/yafngk2p> Accessed on 25/10/2017

5.9.1 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 (sexual offences include rape, sexual assault and unlawful sexual activity). In 2016/17, Southampton recorded the second highest rate amongst its group of fifteen most similar comparator community safety partnerships (CSPs), with a rate of 3.6 offences recorded per 1,000 population. This is significantly higher than every other CSP in the group, with the exception of Portsmouth and Northampton (see figure 5.9.1).

Figure 5.9.1:

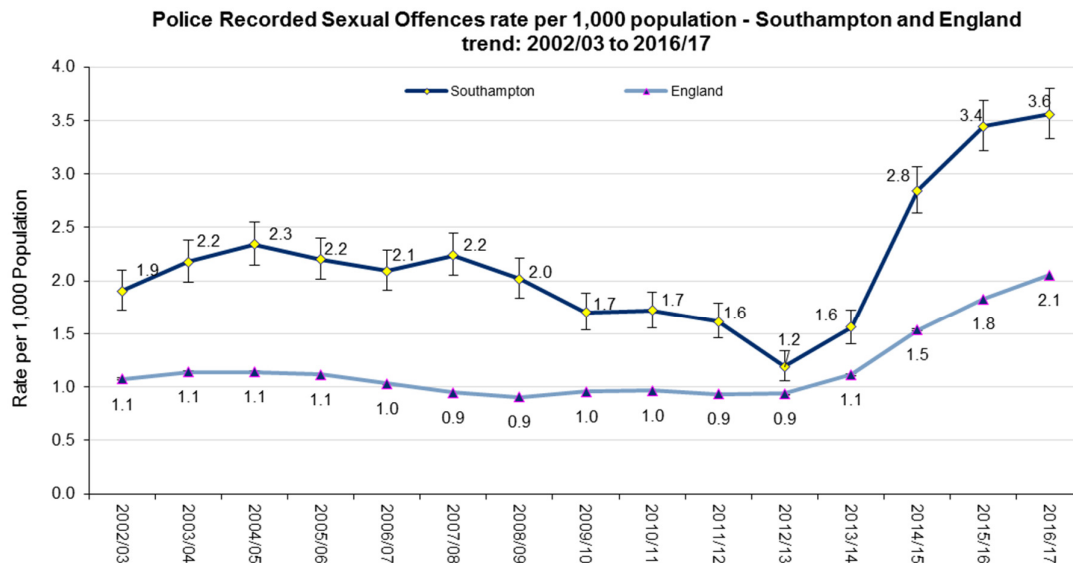


Sources: Police Recorded Crime, The Home Office. Mid-Year Population Estimates, The Office for National

Both the number of recorded rapes and other serious sexual offences have increased in the city, when compared to figures for the previous year. In 2016/17, 320 rapes were recorded in the city, 6% higher than the number reported in 2015/16. Other serious sexual offences increased by 58% over the same time frame. Although the rate of rapes and sexual offences in Southampton are increasing, the rate at which they are increasing is slowing down (see figure 5.9.4). National figures are also increasing but at a slower rate than Southampton; the Office for National Statistics in part attributes the overall increase to a raised willingness of victims to come forward and report these crimes to the police and locally there has been an increase in historic reports, in 2015/16 43% of sexual offences were non-recent and this increased to 57% in 2016/17. This in part may be due to media coverage of high-profile sexual offences and the police response to reports of non-recent sexual offending; for example, Operation Yewtree, which began in 2012, and more recently, allegations by former footballers. The

positive publicity of the dedicated police operations set up to investigate these, is likely to have an ongoing influence on victims' willingness to come forward to report both recent and non-recent offences.⁹³

Figure 5.9.2:



Sources: Police Recorded Crime, Home Office. Mid Year Population Estimates, Office for National Statistics.

* The England figure quoted is an aggregate of all English CSPs.

When reviewing serious sexual offences where the victim withdrew, Hampshire Constabulary found that across Hampshire over 40% of these offences were domestic offences and the victim has an emotional investment in, or is in fear of, the offender. The second most common reason for victim disengagement is not wanting a prosecution. In over 50% of these cases the offence was domestic, further indicating that domestic offences pose the greatest risk to positive outcomes. Furthermore, Hampshire Constabulary report⁹⁴ cites a study showing that nationally, vulnerable victims are less likely to engage, because the investigation focus is on the victim's credibility and this is seen as vital in proving whether there was consent. The study suggests that because the focus is on consent rather than the exploitation of the victim's vulnerability, the retraction rate for this type of offence is high. Hampshire Constabulary are making positive focus on the victim a priority, by ensuring they enforce the Victim's Code and that Priority Victims receive the level of service they are entitled to. They are anticipating that this will improve the rate of victim engagement.

⁹³ ONS (2017) *Crime in England and Wales*, [Online]: <https://tinyurl.com/ycqhvqzt> Accessed on 26/09/2017

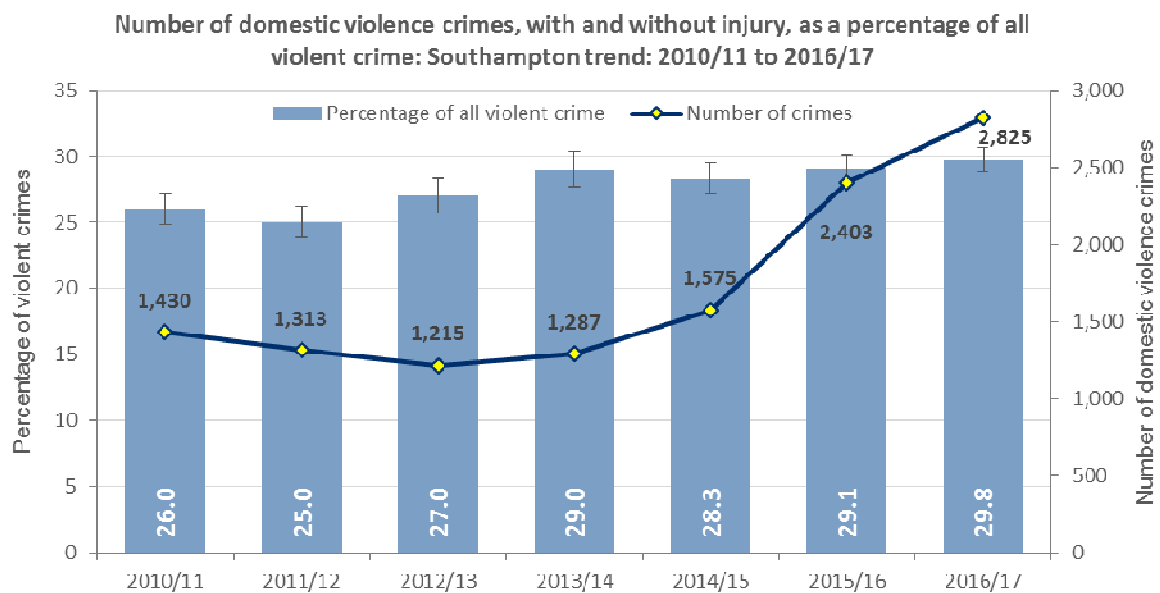
⁹⁴ Hampshire Constabulary (2017) Hampshire & IOW Constabulary Force Strategic Assessment 2016/17

Domestic Violence Crimes and Arrests

Domestic abuse is not a crime in itself, but rather is potentially multiple crime types within a domestic or intimate relationship. Police data covering domestic abuse crimes are those that have been classified with a Home Office code that falls within Violence Against the Person (homicide, violence with injury or violence without injury). Sexual offences have been discussed in a separate section below. Across Hampshire domestic abuse currently accounts for 13% of all recorded crime, with the force recording a 15% increase when compared to the same period last year. Hampshire Constabulary report that this increase is likely to be attributed to both improvements in recording practices and an increase in domestic abuse reporting. Other contributing factors may be the increased training of professionals and raising awareness amongst members of the public.⁹⁵

Figure 5.9.3 below shows that in Southampton domestic crimes have increased by 18% between 2015/16 and 2016/17. The percentage of violent crimes that are domestic related was 29.8% in 2016/17, a 0.9% point increase from 2015/16. The increase in domestic violence crime should be seen in the context of an increase in violent crime overall however domestic violent crimes are increasing at a higher rate than all violent crimes.

Figure 5.9.3:



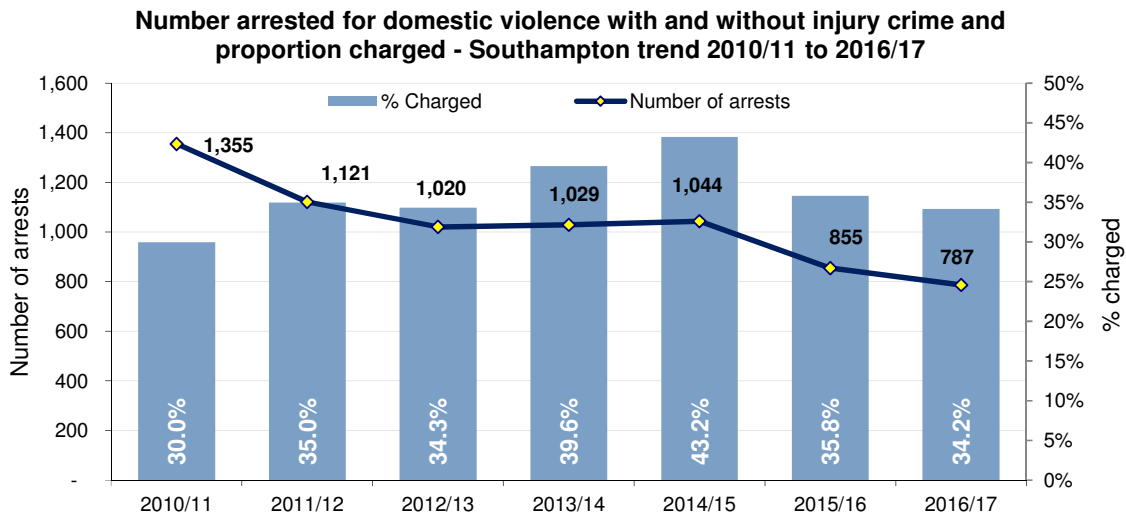
Source: Hampshire Constabulary

Figure 5.9.4 shows the number of arrests for domestic violence and the number of people who are subsequently charged. Both of these have reduced over the past year despite the number of crimes

⁹⁵ Hampshire Constabulary (2017) Hampshire & IOW Constabulary Force Strategic Assessment 2016/17

increasing. Since 2010/11, the number of domestic violence crimes has increased by 98% whilst the number of arrests has fallen by 42%. The percentage of people charged is now at its lowest point since 2012/13.

Figure 5.9.4:



Sources: Hampshire Constabulary

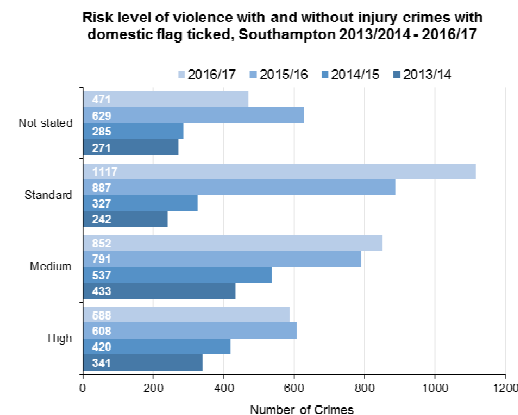
Hampshire Constabulary has reported that Hampshire has remained a national outlier in terms of the arrest rate, falling to the lowest position nationally during 2016/17. To improve Hampshire's service to domestic abuse victims, HMIC have recently recommended that the force considers ways of increasing the use of arrest, ancillary orders and using other available powers. Following this, a number of recommendations are being taken across the force to improve their response, including positive actions to increase arrest rates with greater scrutiny of cases where no arrest is made and reviewing the quality of domestic abuse risk assessments. This will help ensure that victims receive the most appropriate support, and that accurate information is shared with multi-agency partners in a timely manner and officers are supported in their decision making at the scene of a domestic abuse incident.

High Risk Domestic Abuse

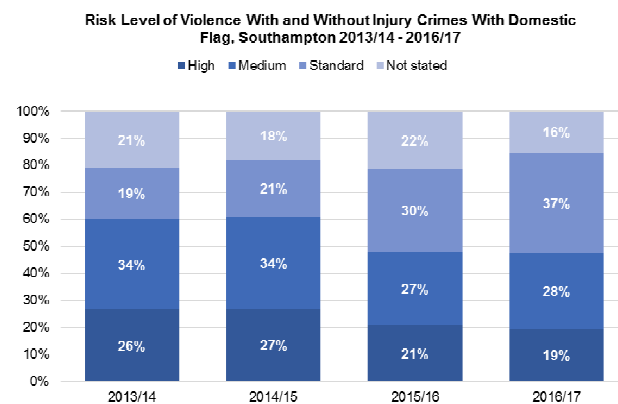
Previous Safe City reports have included data on the number of MARAC cases discussed compared to other similar areas. Due to the introduction of HRDA meetings, a direct comparison with other areas who do not have the same system would not be appropriate. As an indication as to how the MARAC case load has changed, in 2015/16 a total of 720 cases were heard by MARAC compared to just 99 cases during 2016/17 ; the HRDA process began in June 2016. For the first 12 months that HRDA was operational (Q2 2016/17 to Q1 2017/18), 853 cases were seen by HRDA.

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.⁹⁶ IDVAs usually only work with those cases assessed as high risk; they take the majority of high risk cases following the HRDA, but there are some exceptions e.g. known perpetrators presenting as victims. During 2016/17, there were 501 referrals to IDVA, a slight decrease from the 519 referrals in 2015/16. Of the 501 referrals, 74% were new referrals compared to 73% in 2015/16. During 2016/17, 80% of clients reported the abuse had ended by the time the IDVA work was completed. Of those clients who suffered physical abuse at intake, 89% were no longer suffering this abuse once the IDVA work was completed.

Figure 5.9.5:



Sources: Hampshire Constabulary, Intelligence, Tasking and Development



Sources: Hampshire Constabulary, Intelligence, Tasking and Development

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 5.9.5 shows the number and proportion of domestic violence crimes by risk level for the last three years; this data was only recorded consistently from 2013/14. The chart shows that over the last year the proportion of the cases which are high risk has reduced, as has the overall number, with numbers of standard and medium cases increasing. This could be due to a combination of factors, a victim's willingness to report, more accurate identification on vulnerability and recording practices whereby more offences are being identified. However, it should be noted that the data presented here only represents those crimes that were related to a violent offence and therefore only a proportion of the total DSA crime. This also explains the different picture with the large volume seen by HRDA. It should also be noted

⁹⁶ Safe Lives (2014) *National definition of IDVA work* Available online: <https://tinyurl.com/yblez5qg> Accessed on 25/10/17.

that 76% of HRDA referrals came from the police, so they are not seeing the full extent of the high risk domestic abuse.

Early Intervention and Prevention Services

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.

With the aims of:

- Supporting victims to stay in their own homes and communities wherever safe and appropriate to do so, provide them with refuge accommodation where it is not safe to stay in their own home and supporting them to move to long term safe accommodation.
- Reducing the volume and severity of incidents of DSA in the city.
- Minimise the risks to victims including children living in families with DSA.
- Increasing an individual's understanding of the impact of domestic violence on themselves, their children and others.
- Increased awareness, knowledge and skills of the wider professional workforce to identify and refer individuals experiencing DSA.
- Promoting healthy relationships across the city, targeted at lower level domestic and sexual abuse.
- Increased stability for children through engagement with services including schools.
- Reduction in repeat victimisation and repeat offending.
- Earlier engagement with individuals and families preventing increase in risk and harm.

During 2016/17, there were 1,386 referrals to the Southampton City Council's prevention and early intervention commissioned services (the data referred to here does not include DSA services which are not commissioned by Southampton City Council). Referrals to the service came from people who were self-referred (32%), DSA services which include PIPPA (15%) and the police (8%). This further emphasises that to effectively reduce DSA, there needs to be a joined up approach across all DSA organisations. A breakdown of the types of abuse shows that 53% of abuse cases were rape/sexual abuse (both recent i.e. within a year, and older), followed by other types of domestic abuse (28%); with other types of abuse and unknowns accounting for the other percentages although victims may be reporting more than one type of abuse. Detailed breakdown analysis of the rape/sexual abuse data

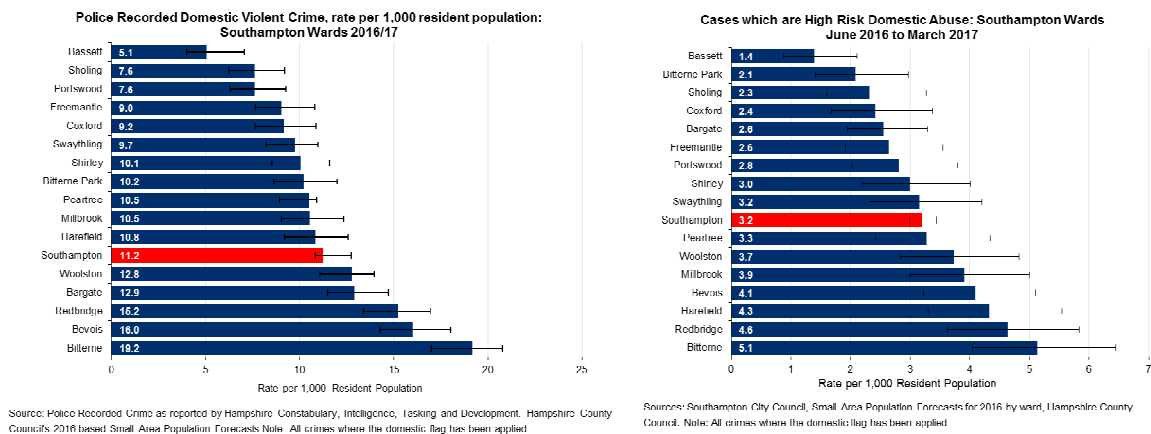
from the prevention and early intervention service shows that 521 referrals (69% of all rape/sexual abuse referrals), are for incidents that happened over a year ago, supporting the Hampshire Constabulary Strategic Assessments' assertion that more people are coming forward to report historic crimes.

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 remained consistent over the last 4 years, with an increase of 16 referrals between 2015/16 to 2016/17 raising from 241 to 257. For the year to date, 59% of referrals have been assessed as below high risk, indicating that PIPPA is attracting referrals at an earlier point of the abuse.

5.9.2 Sub-City Analysis

Figure 5.9.6 below shows a ward level comparison of two different sources of DSA, the chart on the left shows the rate of police recorded domestic violent crimes that have been classified with a Home Office code that falls within Violence Against the Person (homicide, violence with injury or violence without injury).

Figure 5.9.6:

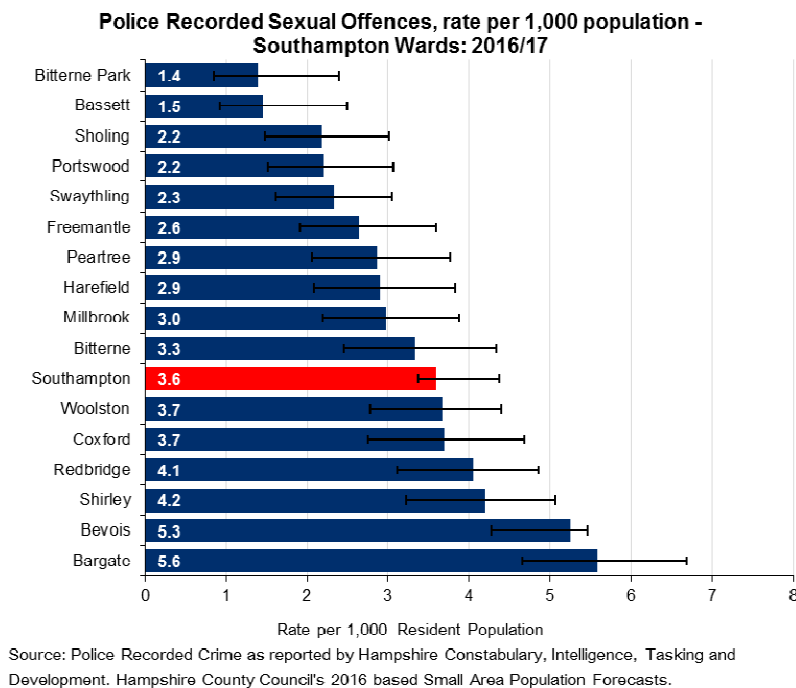


The chart on the right is HRDA data which could include types of abuse which were not violent such as coercive control. The charts show similarities between the reporting of DSA with rates Bitterne and Redbridge high for both reporting methods. Harefield is amongst the highest for HRDA reporting but equal to the Southampton average for Police reporting, as HRDA reporting is just high risk and Police reporting is all risk levels, this suggests that high risk domestic abuse is a particular problem in this area.

Through the Southampton Against Domestic & Sexual Abuse Multi Agency Strategy 2017-20, Southampton City Council have committed to increasing current levels of engagement with diverse and marginalised communities and to raise their awareness and understanding of all forms of DSA. They also plan to strengthen (PIPPA) training for professionals around diversity, and increase knowledge and specialisms to reach those victims with diverse and/or complex needs.

Rates of police recorded sexual offence vary across the city. Similar to last year, Bargate ward recorded the highest rate of serious sexual offences; 5.6 per 1,000 resident population, which is significantly higher than the average for the city as a whole (see figure 5.9.7). This may be linked to the high concentration of Night Time Economy venues located in this area.

Figure 5.9.7:



5.9.3 Victims and Perpetrators

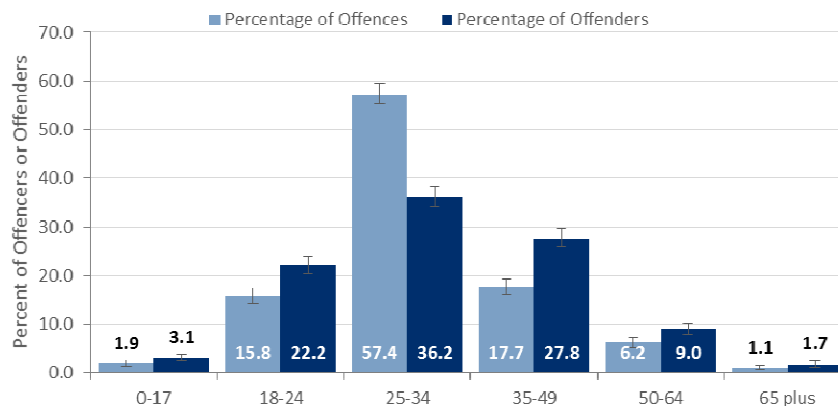
The data on DSA from Hampshire Constabulary shows that the victims are typically female (71.8%) and aged 32-34 (52%). Conversely those who offend are typically male (74.6%) and aged 25-34 (36.2% see figure 5.9.8). However caution should be used with the offender data as the age and gender are not available in 4% of offences. The Hampshire Constabulary Force Strategic Assessment 2016/17 explores the victim and offender data in greater detail, showing that those who offended against more than one partner were linked to higher levels of violence with/without injury, sexual offences, criminal damage and arson; this suggests that those who are repeatedly abusive to multiple partners present the highest risk for committing serious violent and sexual offences. Further analysis of offenders with

no domestic abuse history identified that those presenting the greatest risk to their partner/family were those linked to violence outside of the family home. This identifies a possible opportunity for Hampshire Constabulary to identify offenders presenting a high risk for unreported domestic abuse based on previous arrest records.

Consultation with DSA experts within and outside of Hampshire Constabulary has enabled the organisation to better understand domestic abuse risk indicators and signs of escalation. An offenders' history, capability and a victims' vulnerability have been found to contribute towards the risk a particular perpetrator poses to a particular victim. Most importantly, at the point of separation (and within the first 3-4 months, post separation) is highlighted as a significant risk factor and has often been seen incorrectly by professionals as a protective factor. Escalating physical and psychological abuse (particularly violent/sexual acts which involve strangulation/choking), isolation, coercive control, stalking, harassment (including online behaviours), substance misuse (particularly those linked to paranoia), mental health, pregnancy, children within the home (particularly those not related to the perpetrator), access to weapons, breaches of orders and victim disengagement have all been identified as factors determining risk.⁹⁷

Figure 5.9.8:

Age profile of domestic violence and abuse offenders and the offences they commit in Southampton: 2016/17



Source: Hampshire Constabulary Central Referrals Unit.
Please note: only offences with an identified offender with a valid age recorded are included in this analysis

By identifying those who meet this high risk criteria and sharing the information within HRDA, it is expected that the appropriate interventions are put into place to support the victim, children and hold the perpetrator to account.

⁹⁷ Hampshire Constabulary (2017) Hampshire & IOW Constabulary Force Strategic Assessment 2016/17

The Hampshire Constabulary Strategic Assessment reports that among those aged under 18 years old in Hampshire, 43% of victims of serious sexual offences were acquaintance offences which is an increase on 'peer on peer' offending in those aged under 18. Hampshire Constabulary have committed to carrying out a more focused targeting of domestic abuse perpetrators and serious sexual offenders, for example currently in Southampton, perpetrators of domestic abuse can be referred to project CARA (Conditional Cautioning and Relationship Abuse) as part of a conditional caution. CARA, which deals with standard and medium risk offending where the perpetrators have little or no previous offending. Southampton City Council has committed to a focus on perpetrator interventions that support behaviour change by increasing interventions. The results of 1-year follow-up analysis of CARA in Southampton suggest that the CARA workshops are an effective way to reduce the future harm of domestic abuse among first offenders who admit their crime, although effect size may vary over time.

These findings provide an evidence-based reason for testing the same treatment among a larger proportion of all first-offender arrests for domestic abuse and Hampshire Constabulary are looking to roll out the programme out.⁹⁸

Based on data from the Hampshire Constabulary Central Referrals Unit, in 2016/17 there were a total of 2,252 offenders identified as having committed a DSA offence which includes all crime types that have been flagged/classified as domestic (violence with injury, violence without injury, rape, other sexual offences etc.). Figure 5.9.9 shows the number of offenders by the number of crimes they were responsible for in 2016/17. The majority of known offenders (79.2%) committed only one offence in the year, although we are not currently able to identify how many of these were first time offenders. Just over 1 in 5 (20.8%) offenders committed a repeat offence in year, although it is unknown how many would be repeat offenders over a longer period of time. Of those committing repeat DVA offence, the majority (13.4%) committed two offences; 42 offenders committed five or more offences with the most prolific committing ten offences in the year. Only 1.9% of offenders committed four or more offences, but they were responsible for almost 8.5% of DVA offences.

Figure 5.9.9: Number of offences committed by known offenders in 2016/17

Number of domestic violence offences	Number of offenders	% of domestic violence offenders	No. domestic crimes responsible for	% of DV crime responsible for
1	1,783	79.2%	1,783	58.4%
2	302	13.4%	604	19.8%
3 or 4	125	5.6%	408	13.4%
5 or more	42	1.9%	260	8.5%
Total	2,252	100.0%	3,055	

⁹⁸ Strang, H., Sherman, L., Ariel, B., Chilton, S., Braddock, R., Rowlinson, T., Cornelius, N., Jarman, R., Weinborn, C., Reducing the Harm of Intimate Partner Violence: Randomized Controlled Trial of the Hampshire Constabulary CARA Experiment, *Cambridge Journal of Evidence Based Policy*.

Southampton City Council commission the perpetrator intervention service with Hampshire County Council to provide a service to their residents. The aim of the Domestic Abuse Prevention Partnership (DAPP) is to bridge gaps between specialist services by providing a tiered flexible and needs-led approach to perpetrators. DAPP offers a progressive framework to include current models and drive forward new initiatives including:

- Creation and delivery of an identification and information sharing system on perpetrators to include a single point of contact (SPOC)
- Support to the Offender Management Hub in identification and management of serial domestic abuse perpetrators
- Established standards and consistency in perpetrator risk assessment
- Design, delivery and testing of targeted perpetrator interventions
- Delivery of an integrated victim safety service
- Co-location of expertise into front line services
- Support to frontline services engaging domestic abuse perpetrators and supporting victims
- Delivery of specialist training to providers/practitioners of wider services
- Robust safeguarding processes enhancing the welfare of victims and children
- Collaboration

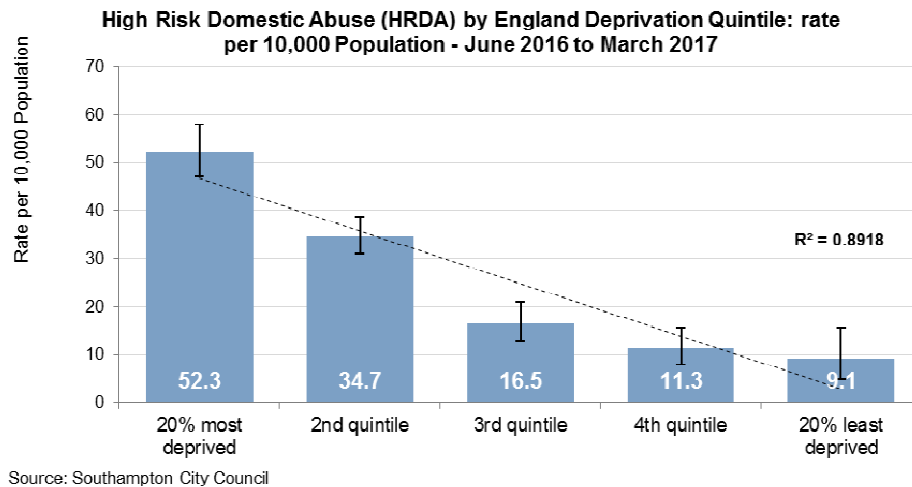
The HRDA data shows a slightly younger demographic than the police data, with the majority of victims being in the 20-29 age group (38%). There is also a higher proportion of females being seen through HRDA (92%). There is overlap in the system with police referring high risk cases to HRDA. Looking at only the people who were referred through HRDA via organisations other than the police, 40% were aged 20-29 and 95% were female. To get a full picture of DSA in Southampton, more investigation would be needed into the types of abuse, which are reported at different access points. For example, it might be that incidents of DSA, which are violent, may be more likely to have the police as the first point of contact, but the incidents of DSA, which are financial or coercive, might be more likely to have PIPPA as the first point of contact. Currently it is not possible to use the HRDA data to identify the types of abuse that are occurring.

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.⁹⁹ In addition, analysis of HRDA referrals data shows a strong link with deprivation, with a significantly higher proportion of referrals (52.3%) coming

⁹⁹ Southampton City Council (2016) *Safe City Strategic Assessment 2015/16*

from the most deprived areas of the city compared to the least deprived areas (9.1%). See figure 5.9.10.

Figure 5.9.10:



IDVA equalities data indicates that of the clients that engaged with the service during 2016/2017, 68% are under the age of 35 years (again younger than the police data) and 18% are members of BME communities, compared to 21.5% of the Southampton population. As with other datasets, the majority (97%) are female and 78% are heterosexual. Of those clients that identified themselves with a disability, 12% had registered disabilities, 12% described mental health issues, 3% had learning difficulties and 3% had physical / mobility issues.

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 experienced domestic abuse in later life,¹⁰⁰ 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.¹⁰¹ Hampshire Constabulary report that half of children linked to a domestic abuse occurrence have previously been linked to a child abuse occurrence or child protection procedures; these children are more likely to be linked to drugs intelligence, violence with/without injury and one in five will have been reported missing at least once.

¹⁰⁰ ONS (2017) *People who were abused as children are more likely to be abused as an adult*, [Online] <https://visual.ons.gov.uk/people-who-were-abused-as-children-are-more-likely-to-be-abused-as-an-adult/> Accessed on 17/09/2017.

¹⁰¹ UNICEF (2006) *Behind Closed Doors: The impact of domestic violence on children*.

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.¹⁰² As HRDA was only introduced in June 2016, data for the number of children involved is only available for quarters 2-4 and during this time, 56% of cases involved children and young people. In 2016/17, 30% of Southampton MASH referrals were wholly or in part due to domestic violence. Of those children who had a referral to MASH due to DSA between April 2016 and March 2017, the average age was 7 years old, 46% were female and 80% were in the ethnic group White British, which is in line with the overall population of Southampton (78%). Of those referrals which received a BRAG (Blue/Red/Amber/Green) rating with the MASH screening officers, 27% (reduced from 30% last year) were given a rating of Red meaning that there is a potential child protection issue (e.g. serious injury to the child), and 45% had a rating of Amber meaning that there were significant concerns.

Victim data from the Prevention and Early Intervention service shows those services typically reach more young people and ethnic minorities. The majority of service users are aged 16-25 years and they are also more likely to reach people from BME groups (33%). However, this data includes services offered by No Limit's which specialises in youth services. Removing No Limits service data from the analysis, 16% of service users are from BME groups. In Southampton, 21% of the population are from BME groups so it would be expected that a higher percentage of people from BME groups accessed the Prevention and Early Intervention service.

Early interventions programs to directly target young people are in place. In 2016/17, 13,650 young people took part in the STAR (Safety, Trust and Respect) program, which seeks to teach young people about a series of topics including internet safety, pornography and consent. Southampton City Council is committed to sustaining the current provision of the STAR Project, which seeks to help young people think about healthy relationships. This provision is part of the contract's aim to engage with primary, secondary and tertiary children and young people in the city. They also support providers in seeking funding from external sources to deliver targeted and evidence based support to those aged 0-10 year olds exposed to DSA, alongside exploring longer term provision.

5.9.4 Homelessness and Women's Refuge

DSA is a commonly quoted reason for homelessness in women, with up to 40% of homeless women stating that DSA was a contributing factor to their homelessness.¹⁰³ Southampton City Council collects data on the number of full homelessness duty cases where DSA (or the unpreventable threat of DSA) was the primary reason for homelessness. In 2016/17, there were 22 cases where DSA was the primary reason for homelessness and the council had a full duty; this equated to approximately 8% of the total homelessness duty cases. This is different to last year when it was 11% (17 cases), meaning there has

¹⁰² Byrne & Taylor (2007) *Children at risk from domestic violence and their educational attainment: Perspectives of education welfare officers, social workers and teachers.*

¹⁰³ Cramer, H. and Carter, M. (2002) *Homelessness: What's gender got to do with it?* Shelter, London.

been an overall increase in the number of homeless overall, although fewer relating to DSA. The Code of Guidance says that for the purpose of the homelessness legislation, people may have a local connection with a district because of residence, employment or family associations in the district. However, in cases where DSA is the primary reason for homelessness, a local connection with the area in which they are presenting is not necessary.

Southampton City Council commissions 12 bed spaces for short-term crisis accommodation for victims of DSA and their children, with additional spaces being provided by another organisation (10 additional bed spaces). As part of informal national reciprocal arrangements, these people may not be local residents. The availability of local services to meet the needs of local people is affected by a range of factors, including the number of people who use refuges from other parts of the UK. Other factors also impact on the availability of services, such as the length of stay, the levels of risk and outcomes. Reduced re-victimisation also affects the effectiveness of this provision.

Other safe housing options that enable victims and their children to stay in their own homes is often preferable. Local housing and homelessness responses, as well as new legislation to remove perpetrators from their homes for up to 28 days can positively change the way safe accommodation is delivered in the city. Housing Services offer urgent moves, referred to as management transfers, to council tenants where threats to the person put them at risk of continuing to reside in their council home. The reasons for this risk are often related to DSA. Partner housing associations are also assisted with similar urgent requests to move on the same grounds where they have limited stock in the city. Dealing with DSA victims in this way avoids the necessity of formal homelessness applications and allows planned moves to be facilitated without the disruption of being placed in a refuge or other temporary accommodation. Southampton City Council also offers Dove security measures (including door locks, chains, fire letterboxes and window locks) to victims of DSA living in council homes to provide an additional level of protection against violence from excluded partners, enabling them to remain living in the family home.

A review of refuges in the area has resulted in a new service being commissioned which began on 1st August 2016; the main focus being to prioritise support for families in the local community. The changes to the service include the reduction of bed spaces to 12 family friendly spaces with a primary focus on Southampton residents for emergency support. This support will include the support of women with mental health, learning disabilities and substance misuse problems. However, this is in the context of a national network of refuge services where people are placed according to assessed risk and need. Over the next year this scheme will need to be monitored to assess the demand for spaces and the number of people not able to access refuges. Refuges will also offer a Children's worker, volunteers and students.

Update on 2015/16 Recommendations

Domestic and Sexual Abuse	
Recommendation	Current Position
In order to reduce risks and increase safety, the high levels of reporting in Southampton need to continue to be sustained, although the focus should move from high to medium and standard risk levels. Specifically, partners must continue to ensure both a wide reach of communities and individuals and a wide breadth of services are engaging in the vital task of identifying and responding to DVA.	Reporting continues to be high. Multi-agency efforts continue, so that an effective response is available to all who request help. PIPPA helpline continues to be used for advice and guidance by professionals and increasingly members of the public.
Further intelligence is required on effective identification of serial and repeat perpetrators and victims of domestic abuse in the city. For example, a single dataset is still required to fully assess repeat victimisation; particularly at the standard and medium risk levels to understand if early intervention at these lower levels of risk are resulting in a cessation of DVA, or whether they go on to become high risk over time. The Partnership need to work to encourage and enable the sharing of datasets across agencies to achieve this.	The dataset has improved greatly; serial and high risk perpetrators of DSA are now identified and there is a better understanding of the types of support and service a victim accesses on their path to recovery post abuse. Data sharing is monitored and discussed at the DSA Operational Group, highlights of which are reported to the DSA strategic group.
The impact of DVA on children in the city continues to be significant and an area which the Partnership should look to address. Responses need to be improved at all risk levels, but especially early intervention and measure success in whole family responses. The Partnership should ensure locality multi-agency working focuses on DVA as a priority concern as part of wider multi-agency family intervention models.	Women's Aid are piloting a recovery toolkit programme within primary schools. Continued commissioning of the STAR project aimed at promoting healthy relationships in secondary schools <ul style="list-style-type: none"> • SCC in partnership with the NSPCC are being equipped to deliver the positively evaluated DART programme in the spring 2018 to children and their non-abusive parent. • Other routes to support children are currently being investigated including training for Children's Services staff and work with health visitors.
More needs to be done to understand how specific communities and groups are affected by DVA in Southampton as reporting levels are low. Neighbourhood Policing Teams should continue to be pro-active in engaging with hard-to-reach communities to encourage increased confidence in discussing issues with Police and other agencies.	All issues relating to DSA within the police are discussed through the DSA Silver Group. Safer Neighbourhood teams engage regularly with communities, signposting to sources of support (PIPPA) share intelligence and focus their resources on keeping people safe as well as crime reduction.
The Partnership needs to continue to monitor outcomes from Project CARA and other DVA offender interventions to better understand if interventions are linked to reduce reoffending.	Project CARA has been evaluated. The results of this 1-year follow-up analysis suggest that the CARA workshops are an effective way to reduce the future harm of domestic abuse among first offenders who admit their crime.

Following changes in legislation on Coercive Control, Hampshire Constabulary should work to ensure that frontline officers are fully trained in how to handle domestic violence cases, ensuring they take personal responsibility for safeguarding the victim.	Complete. Training in coercive control has been completed. DSA training across the Force is currently being reviewed.
Sexual Offences	
Recommendation	Current Position
The Partnership should continue to support multi-agency efforts to improve the reporting of sexual offences to understand the true scale of this often unreported crime.	The Partnership has developed a strategy to address the rising reports of rape and serious sexual offences across the city focused on prevention, education and enforcement.
The Partnership should encourage neighbourhood level liaison with licensed premises, schools, colleges and universities to raise the profile of alcohol as an identified driver linked to serious sexual offences. This should include reinforcement of the 'Don't Cross the Line' campaign.	An Alcohol Strategy Working Group has been established involving universities, licenced premises and organisations who educate about alcohol misuse in schools.
The accurate recording of drink/drug related offences where the offender is intoxicated should be encouraged; ensuring the working sheets or statements state clearly (where known) if the victim and/or offender were under the influence at the time an offence occurred.	The Western Sexual Crime Action Plan 2015-2017 is in place to tackle sexual crime under four main headings: Pursue, Prevent, Protect, and Prepare. Hampshire constabulary have completed actions including supporting officers to undertake training to improve their knowledge around consent issues for good quality investigations and are continuing to develop the Serious Sexual Offences Group.
Officers should also be encouraged to refer parents of under-18 sex offences to the NSPCC 'Share Aware' website, which has been recently launched when dealing with online child sex offences.	As above.
The Partnership should prioritise measures to prevent sexual offences linked to the night time economy using funding from the Late Night Levy.	The Partnership has ensured that effective use has been made of the funds obtained from the Late Night Levy from April 2015 to sustain appropriate activities to reduce the harm caused by drugs and alcohol in the night time economy. A total of £124,896 was collected through the Late night Levy. Costs of £14,414 to administer the Levy were claimed back. Funds were allocated to Taxi Marshals, Street Pastors, I.C.E. bus, Street Cleaning and CCTV. All these functions provide an excellent service, preventing crime; supporting the vulnerable and making people feel safe.

Recommendations

- Hampshire Constabulary should investigate the falling rate of arrests and charges for domestic violent crime in light of the continued increase in recorded domestic violent crime, and review its practices and officer training if necessary to ensure the use of the most effective methods for reducing DSA in the city.
- The Partnership should continue to monitor trend data from the relatively new HRDA service to better understand DSA trends in the city; in particular the possibility of benchmarking this data should be investigated to better understand how the city compares to other areas.

- The Partnership should investigate the possibility of creating a single dataset to fully assess repeat victimisation (and repeat perpetrators); particularly at the standard and medium risk levels to understand if early intervention at these lower levels of risk are resulting in a cessation of DSA, or whether they go on to become high risk over time. The Partnership need to work to encourage and enable the sharing of datasets across agencies to achieve this.
- Southampton City Council should investigate the possibility of recording the type of abuse in the HRDA dataset to better understand of the type of abuse seen by HRDA and the differences with police-reported DSA.
- Hampshire Constabulary and HRDA to increase reporting of ethnicity of victims to improve the understanding of the demographic profile of victims and the potential under-reporting amongst different communities.
- The Partnership should focus on perpetrator interventions that support behaviour change by increasing interventions, identification and tracking and co-location to aid improved workforce awareness.
- The Partnership to continue to explore ways to monitor the impact of DSA on children in the city and to support children who are victims of DSA.
- The Partnership to implement the Southampton Against Domestic & Sexual Abuse Multi Agency Strategy to address the rising reports of rape and serious sexual offences across the city focused on prevention, education and enforcement.

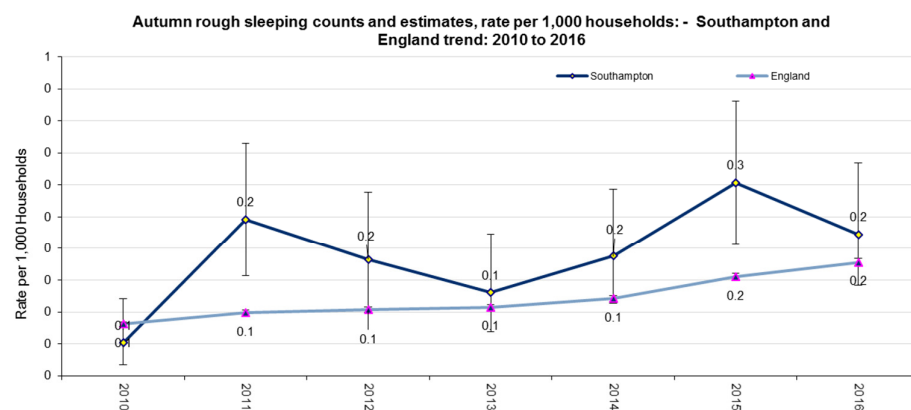
5.10 Rough Sleeping and Street Begging

Rough sleepers are defined as people sleeping in the open air (such as on the streets, in tents, doorways, parks, bus shelters or encampments) or in buildings or other places not designed for habitation (such as stairwells, barns, sheds, car parks, cars, derelict boats, stations). The definition does not include people in hostels or shelters, people in campsites or other sites used for recreational purposes or organised protest, squatters or travellers. Begging is the solicitation of money or food, especially in the street. It is important to note that not all beggars are homeless and not everyone who is homeless begs.

5.10.1 Trends and Benchmarking

The Department for Communities and Local Government publishes an annual count and estimates of rough sleeping in England every autumn. The rough sleeping counts and estimates are single night snapshots of the number of people sleeping rough in local authority areas. The numbers of rough sleepers are provided by Local Authorities who either conduct a street count. The counts are based on one night of counting and can be affected by adverse weather. Also if at that point in time rough sleepers had found a squat to use, they would not be on the street and that would not show in the count. During 2015 there was a peak in the number of rough sleepers in Southampton with 31 recorded in the autumn count, up from 19 in 2014. The number of rough sleepers reduced to 23 in 2016 which is a 26% decrease, this is compared to a 16% decrease in the number of rough sleepers in England, although the numbers are small. However, as figure 5.10.1 illustrates, despite year on year fluctuations, the trend in the rates of rough sleepers per 1,000 householders has increased both locally and nationally since 2010. It also shows Southampton has a rough sleeping rate consistently higher than England, although the small numbers mean that the difference was not statistically significant in 2016.

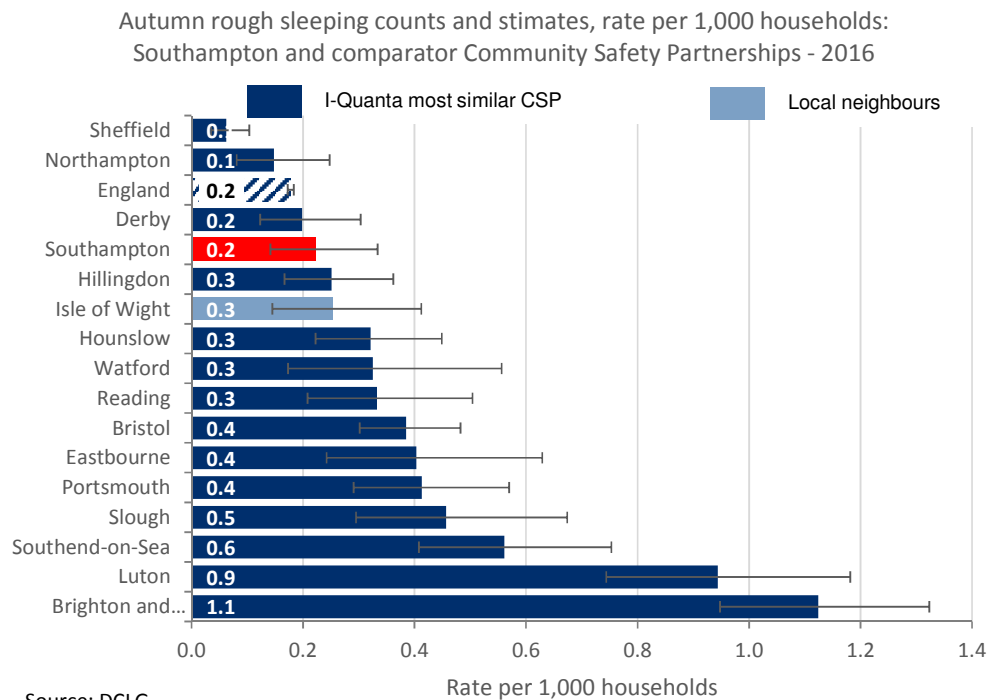
Figure 5.10.1



Sources: Department for Communities and Local Government

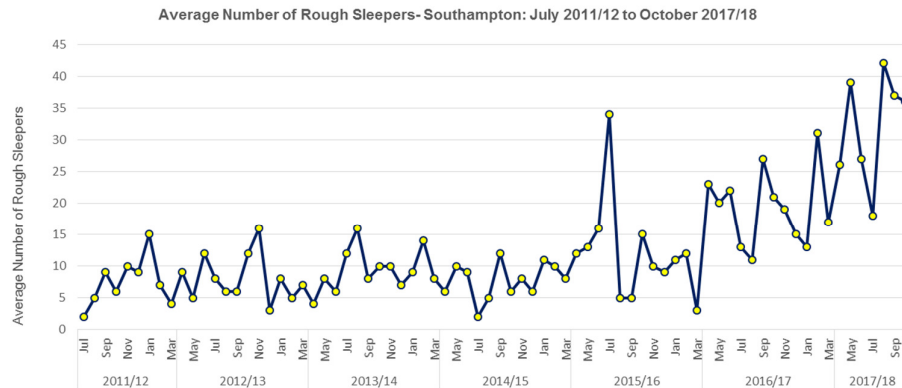
Figure 5.10.2 shows rate of rough sleepers in Southampton compared to comparator areas. This data should be interpreted with some caution as it is a snap shot, adverse weather conditions may affect the numbers and if at that point in time rough sleepers had found a squat to use, they would not be on the street and that would not show in the count. Nonetheless, it does appear that rates of rough sleepers in Southampton are low when compared to similar areas and are not significantly different to England.

Figure 5.10.2:



In addition to the annual count, Southampton City Council does a separate rough sleeper count, which consists of two counts per week, Figure 5.10.3 shows the monthly averages of these counts. The average number of rough sleepers counted for 2016/17 was 19 with an overall upwards trend since 2011/12.

Figure 5.10.3:



Sources: Southampton City Council

Unlike rough sleeping, there are no national counts or estimates on the number of street beggars in the UK, and data showing police action is likely to underestimate the true extent of begging.¹⁰⁴ In June 2017 there were 21 street beggars in Southampton who were identified by police as needing support (for example drug and alcohol treatment services). Since July 2017 the Hampshire & IOW Constabulary have been issuing Community Protection Notices to street beggars and this information will be included in the 2017/18 Strategic Assessment. Southampton City Council and the police receive high numbers of complaints from members of the public and businesses about people begging on the street, particularly in the city centre. Many complaints also concern the items, such as bedding, which are left on the street by people who are begging. In April 2016, the council introduced public spaces protection orders to prohibit begging in five hotspots within Southampton. The council is employing two city welfare officers who will work to deter begging and improve the street scene by removing abandoned items, which are left on the street.

Both rough sleeping and begging in the streets are areas of concern for people living in Southampton. In the 2017 Southampton Community Safety Survey, 58% of respondents said that begging in the street was a very big or fairly big issue compared to 37% in 2015, 56% said the same about rough sleeping in their local area in 2017 but this question was not asked in 2015. When asked what was the biggest community safety issue in their area, street begging was one of the most cited issues. In 2016 Southampton City Council launched their 'begging you for lasting change' campaign which encouraged people to give donations to homelessness charities in the city rather than directly to people who are begging. The Community Safety Survey found that only 28% of respondents gave food to people begging on the street and 29% gave them money (some people may have given both), whilst 64% reported giving money to charities.

¹⁰⁴ Public Health England: *Evidence review – Adults with complex needs (including homelessness, street sleepers and street begging)*

5.10.2 Demographic Profile

The rough sleeper counts carried out by Southampton City Council show that the majority of rough sleepers counted in 2016/17 were male and aged 25-60. For each quarter reported, the number of rough sleepers counted aged under 18 was always less than 5. However, it is not always possible to establish age.

People who are rough sleeping, often with links to drugs, alcohol and domestic problems as well as being more likely than the general population to have mental health problems and having been in prison.¹⁰⁵ The homelessness charity, Thames Reach¹⁰⁶ some state that only 40% of those who beg in the streets are homeless. However, the assumption should not be that people who beg are not vulnerable as the PHE report states that those who street beg and / or are street sleepers are some of the most vulnerable individuals, have a range of complex needs and often experience severe and multiple deprivation over long periods of time. What is clear from the literature is that many of those who find themselves engulfed within a life on the streets, do so as a result of early exposure to significant trauma / adverse experiences in early childhood. Such childhood trauma / adverse experiences may include:¹⁰⁷

- Physical abuse
- Neglect
- There sometimes not being enough food to eat at home
- Homelessness
- Domestic violence in the household
- Parental substance misuse
- Parental mental health issues
- Poor family functioning
- Socio-economic disadvantage / poverty
- Separation from parents of care givers

5.10.3 Other considerations

A 2017 report by the National Audit Office on Homelessness writes that one of the highest causes of homelessness nationally is the affordability of tenancies. Since 2010, the cost of private rented

¹⁰⁵ Department for Transport, Local Government and the Regions (2001), *Looking for a change: The role and impact of begging on the lives of people who beg*,

¹⁰⁶ Thames Reach, *Giving to beggars*, www.thamesreach.org.uk/news-and-views/campaigns/giving-to-beggars/faq/?locale=en . Accessed 29/11/2017

¹⁰⁷ Fitzpatrick, S; Bramely, G; Johnsen, S (2013). *Pathways into multiple exclusion homelessness in seven UK cities*. Urban Studies, 50(1),148-168.

Fitzpatrick, S; Brmaley, G; Johnsen, S (2012). *Multiple Exclusion Homelessness in the UK*. Heriot Watt University and ESRC, Institute for Housing, Urban & Real Estate Research, 2012.

accommodation has increased three times faster than earnings across England¹⁰⁸. The market median rate for Southampton for a room is £390 per calendar month. Housing Benefit (where SCC can assure landlord payment direct) or Universal Credit (UC - where payment is sent to the client to pay the landlord) will pay a maximum of £294.91 per calendar month (PCM).

Single people under 35 will only qualify for a room rate for a shared house (£294.91). Single people over 35 qualify for a one bed flat but only at the lower end of the rental scale, Housing Benefit or UC will pay £506.35 PCM for this. The main problem is that the current waiting time for Universal Credit is 6 -7 weeks, which means the landlord will be required to collect in arrears from the tenant if the tenant does not have the financial resources to cover the rent before Universal Credit starts.

Recommendations

- The Partnership should work with relevant partners to influence rough sleeper elements of the new Homelessness Strategy, which is due to be published in the summer of 2018.
- The Partnership should continue to monitor numbers of rough sleepers and activity to address street begging in the city.

¹⁰⁸ National Audit Office (2017) *Homelessness*, [Online]:
<https://www.nao.org.uk/press-release/homelessness/> (Accessed 06/11/2017)

5.11 Coercion and Exploitation

In addition to crimes already covered, there are further crime issues where the extent is not fully understood. For previously mentioned crime types, national surveys 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 far less understanding around the true extent of offending and therefore greater risk of hidden harm.

5.11.1 Missing, Exploited and Trafficked Children and Young People

Missing, Exploited and Trafficked

Missing, Exploited and Trafficked (MET) children and young people is a growing area of concern in Southampton and the UK generally. Establishing the full details of the nature and extent of MET issues in the city is an area of development for the MET group and the wider partnership. Recent analysis provides a good baseline of the current picture across Hampshire; however, data quality remains a significant issue.

The Missing, Exploited and Trafficked Sub Group of the Southampton Local Safeguarding Children Board (LSCB) review a detailed data set to monitor key performance indicators on a quarterly basis at each of its meetings. Young People as Missing Persons remains a key risk, with two-thirds of all missing occurrences relating to persons under 18 across the Hampshire area. This is consistent with national figures and with previous reporting periods. In Southampton, the number of children missing known to the Police has not changed significantly over the year, remaining circa 200 per quarter.

Barnardo's deliver a return 'safe and well' service for Southampton children and young people. Where a child returns from going missing, Barnardo's are notified and then contact that child / young person to identify any issues or concerns that are ongoing for them. Information on this is then passed to the relevant 'lead professional' via the MASH and this is used to help inform future safety planning and protection planning where relevant. The number of missing reports received by Barnardo's in 2016/17 was 535 compared to 381 in 2015/16. In contrast the total number of young people in Southampton known by Barnardo's to be at risk of sexual exploitation has reduced from 149 in 2015/16 to 118 in 2016/17.

There remains a strong correlation between children in care and repeat missing episodes, with 69% of the 48 highest volume repeat young missing persons living in children's homes, supported living or foster placements.¹⁰⁹ This may reflect the likelihood of professionals working in such premises to report those in their care as missing, compared to parents who may manage the issue initially without

¹⁰⁹ Hampshire Constabulary (2017) Force Strategic Assessment 2016/17

notifying the Police. The number of Looked After Children (LAC) missing for more than 24 hours has risen from a total of 50 in 2015/16 to 60 in 2016/17.

The MET group of the LSCB is committed to carrying out quarterly audits on key themes, to ensure a quality multi agency response in this area. The first audit reviewed Looked after Children that are placed out of area. The recommendations that came out of the audit included reviewing any existing arrangements for a child placed out of area who are believed to be at risk of going missing or being exploited, to ensure that this has been properly risk assessed, ensuring geographical, social and environmental factors are considered in planning and assessing suitability of placement, and continuing and developing local professional development in this area. The next audit to be carried out will be focussed on children who go missing.

Analysis of young male and female missing persons by Hampshire Constabulary has identified links to violence, theft, drugs and firearms intelligence and offences. Although it is not clear whether these young missing people are being exploited for the purpose of criminality, or committing such offences for their own personal gain, due to their inherent vulnerability, particularly their age, it is inferred that they are being exploited in some way. Within Hampshire 21% of male and 16% of female young missing people have been linked to drug networks or those involved in networks, suggesting exploitation by criminal networks. The effective disruption of such networks/groups is likely to reduce the threat, risk and harm posed to vulnerable children in the county. A tailored safeguarding approach to protect these children, who are at risk of being treated as perpetrators rather than victims would also be required.

Child Sexual Exploitation/Abuse

Over the last two years there have been 573 CSE/A incidents in Hampshire and IOW. Of which, 371 CSE/A offences have been classified as crimes and of these 47% occurred in the last 12 months. The dominant themes of CSE/A in Hampshire and the IOW continue to be:

- The 'Boyfriend Model', increasingly evident in relation to transient drug dealers exploiting teenagers both sexually and criminally, with the exploited party trafficking drugs on behalf of the dealers.
- The 'Party Model', older males orchestrating situations where drugs and alcohol is provided to vulnerable young people and sexual offences and CSE/A take place.
- 'Peer-on Peer' exploitation, particularly notable in cyber enabled CSE/A offences where there are higher levels of young people committing offences involving the sharing of images. Where the subject of the image is under 18, offences are being committed by the person taking and sending the image, and the recipient, who then also commits an offence by sending them on. This can result in a significant number of children within a peer group committing offences without realising the implications. In such cases, official guidelines are followed to ensure victims are not criminalised.

The most significant threat to the region however is posed by individual offenders. These are typically young opportunistic males with existing police records that indicate an impact beyond CSE/A. In 2016, 52% of CSE/A perpetrators in Hampshire had previously been linked to violent offences, 56% had been linked to a Serious Sexual Offence and 38% had been the subject of drug related intelligence.

Within Hampshire and IOW the profile of known CSE/A victims remains unchanged. Vulnerability factors continue to be present and influence the level of risk; 93% of victims were between 13 and 17 years old and primarily female, with 17% being male; 62% had some form of special educational need; 54% had previously been the victim of violence; and 50% had previously been the victims of a sexual assault or rape.

Analysis carried out by the Force also found that 29% of victims had been linked to multiple domestic abuse occurrences and 41% had been the subject of child protection/child abuse occurrences indicating possible family instability. The Force has found that these findings are consistent with current research suggesting an increased risk of CSE/A from those that are subject to violence and abuse in their formative years. This highlights the importance of the MASH in identifying vulnerable children and families which require early multi-agency intervention and/or engagement through programmes such as 'Troubled Families' to prevent opportunities for future exploitation.

The Hampshire & IOW Constabulary has identified male victims of CSE/A as an emerging trend. National and local reports suggest male victims are under-represented in datasets and, due to their specific vulnerabilities, require a specific response to safeguard effectively. It is suggested that due to the grooming of male victims initially focusing on offending and progressing to CSE/A, this vulnerable group may be at risk of being treated as perpetrators rather than victims, and may not be responded to at the earliest opportunity for sexual exploitation. A 5% rise in male victims in Hampshire between 2014 and 2016 may be indicative of this trend. However, due to data quality issues in 2014, this increase may simply be an indication of more accurate recording in 2016.

According to the Hampshire & IOW Constabulary Strategic Assessment for 2016/17, significant national, regional and local investment has been made to CSE/A over the last 12 months, developing the collective understanding of CSE/A and enhancing the sharing of good/emerging practice. The Force's response to the threat of CSE/A has been proactive in 2016, in both reducing CSE/A opportunities and resolving cases.

5.11.2 Safeguarding Vulnerable Adults

In April 2015 the Care Act came into force and with it clear statutory responsibilities for safeguarding. Whilst section 42 of the Care Act defined an 'adult at risk' and set out it was for the local authority to lead enquiries, the Care and Support Guidance explicitly provided that safeguarding responsibilities must be undertaken in partnership with the individual, their carers and any 'relevant partner' who might be in a position to assist with an enquiry, or take action to protect the adult from abuse, neglect or exploitation. It is a very wide duty; requiring carers, professionals and volunteers to protect an adult

from harm whilst respecting their wishes and rights to privacy and family life. The Southampton Local Safeguarding Adults Board (LSAB) members work to tackle safeguarding risk both collectively and as individual organisations in line with their statutory duties.

A direct comparison of 2015/16 figures with 2016/17 figures for Adult Social Care is not currently possible. In retrospect, data for 2015/16 is not accurate due to reporting and recording errors that were still an unknown entity at the time. These issues were resolved and all data cleansed for the 2016/17 collection. The organisations that raise the highest number of concerns with Adult Social Care are Hampshire Constabulary and South Central Ambulance Service (SCAS) with 1,633 and 1,292 concerns raised in 2016/17. It should be noted that all concerns are not necessarily related to safeguarding and many of these will be filtered out, never reaching the post triage stage as S42 enquiries. The most prevalent types of abuse reported by health SCAS are neglect, emotional or physical abuse, whereas abuse reported by Hampshire Constabulary is predominantly financial, sexual or physical in nature.

In 2016/17 the number of concerns raised related to women was 28% higher than those related to men. This breakdown is consistent with figures recorded in 2015/16, although nationally this difference is nearly 40%. The age group with the highest number of concerns raised in Southampton are those aged between 18 and 64 years. This is in contrast with the profile of needs reported nationally where those aged 85 and older were identified as the age group most likely to be subject to safeguarding interventions. Further analysis is required to investigate this difference in reporting between the sexes, which may reflect a different risk profile in the local area to that observed nationally, a lack of awareness within male and older populations or differences in the underlying demographic structure of the local area.

When looking at the concluded Section 42 (S42) safeguarding enquiries that took place in 2016/17, the majority (39%) were cases of neglect and acts of omission which includes ignoring medical, emotional or physical care needs, the failure to provide access to appropriate health care and support or educational services or the withholding the necessities of life such as medication, adequate nutrition and heating. The next most common form of abuse was financial or material abuse (16%). The most prevalent type of abuse reported to Hampshire constabulary was also financial abuse. It is also an indication of the commitment by the Police to complete robust investigations where financial abuse is alleged. Looking at all concluded S42s, in 47% of cases the abuser is known to the individual. This is similar to figures reported nationally but it should be noted that there is comparatively little abuse reported in care homes and hospitals within Southampton.

Of the 391 concluded S42 guarding enquiries in 2016/17, the majority (82%) had action taken and the identified risk was reduced or removed. In 2015/16 concerns were raised by the LSAB with regards to the high number of cases where the adult's mental capacity is either not recorded or unknown at the conclusion of the case. The data also suggests that a large proportion of individuals who do not have capacity remain unsupported over the course of the safeguarding enquiry despite this being a statutory duty. As a result of these concerns, a series of workshops were held over the course of three

months in 2015 on behalf of Southampton CCG. These workshops focused on the practical applications of the Mental Capacity Act and Deprivation of Liberty Safeguards within health care settings and were attended by staff from the NHS, Social Care, Hampshire Constabulary, the Ambulance Service and other partner organisations. This work is ongoing, data on this is monitored in the LSAB Monitoring and Evaluation Sub-group and Capacity and Advocacy is an area of work being undertaken by the Making Safeguarding Personal Task and Finish Group.

The Care Act advises that all LSABs should gather data to inform risk assessments and strategies. In 2015/16 Southampton's LSAB appointed an analyst to collate and analyse data across agencies and report any trends and key findings. In addition, the LSAB held a workshop with partners to review their Quality Assurance framework and agreed on key performance data that would be delivered by each partner. Despite these positive moves, the LSAB recognises that notable gaps in intelligence persist. Key strategic partners have difficulties in reporting certain data requested, in part due to amendments needed to IT systems to reflect the new Care Act duties. Changes to national data requirements also make it difficult to analyse trend data and form a true picture of progress made by partners. This is still the case with intelligence gathering being a continuous work in progress.

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Cuckooing is a term used to describe a situation where a perpetrator befriends a vulnerable person and then takes over their home for criminal purposes. This is often linked to drug crime but has been linked to other offences¹¹⁰. The Hampshire and IOW Strategic Assessment reports that the cuckooing of addresses belonging to vulnerable users continues to be a risk across a number of districts, most notably Portsmouth and Southampton. This correlates with where the current threats are concentrated, but also may be a reflection of the identification of threat through those districts' vulnerability initiatives.

Analysis of intelligence identifies the victim profile as being vulnerable adults, with slightly more women than men identified. Victims of cuckooing tend to be older than their aggressor; the youngest victim identified in this period was 29, however the majority were between 40 and 50 years. Victims tend to be dependant drug users and may be known to the networks through criminal associates who have previously used their property, or through a supplier customer relationship with that user. There is an emerging national trend of networks targeting adults with mental health problems. This is

¹¹⁰ The Guardian (2017) *Vulnerable tenants targeted by drug gang 'cuckoos'*.

unlikely to be a specific targeting tactic and more a growing recognition that vulnerable dependant drug users and those most vulnerable to coercion also have an underlying mental health issue. Vulnerable females are known to be subject to/threatened with sexual assaults, and are known to be prostituted for sexual favours in payment for drugs. The force recommend that in-depth analysis of their vulnerable victim base take place in 2017/18 to better understand the scale of this threat.

5.11.3 Modern Day Slavery and 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 21 million men, women and children around the world are in a form of slavery.¹¹¹ In addition, work conducted by the Home Office estimated that there were between 10,000 and 13,000 potential victims of modern slavery in the UK in 2013.¹¹² 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.¹¹³

The 2016/17 Strategic Assessment produced by the Hampshire & IOW Constabulary report that over the past year there has been an increase in both the number of intelligence logs relating to, and occurrences recorded as, acts of Modern Day Slavery or Human Trafficking. While these increases could be seen as signalling an increase in threat it is also likely to be an indication of improved identification and reporting by officers and the public, leading to greater levels of recording. For example the Force have developed an improved victim profile of Modern Day Slavery and Human

¹¹¹ International Labour Organization (2012) *Hard to see, harder to count – Survey guidelines to estimate forced labour of adults and children* [Online] Available from: http://www.ilo.org/global/topics/forced-labour/publications/WCMS_182096/lang--en/index.html Accessed 29/11/2017

¹¹² Home Office (2014) *Modern Slavery: an application of multiple systems estimation* [Online] Available from: <https://www.gov.uk/government/publications/modern-slavery-an-application-of-multiple-systems-estimation>

¹¹³ Home Office (2014) *Collection: Modern Slavery Act 2015* [Online] Available from: <https://www.gov.uk/government/collections/modern-slavery-bill> Accessed 29/11/2017

Trafficking which they believe will drive more tailored and effective prevention and protection work going forward.

Within the 2016/17 reporting period 68 Potential Victims of Trafficking (PVOT) were identified and engaged with by Hampshire Police. Male PVOTs were identified at a ratio of over 4 to 1 compared to female PVOTs (55 & 13 respectively). This is largely consistent with 2015/16 where males accounted for 82% of PVOTs identified in that period. The significantly higher number of male referrals is not reflected at a national level, where 52% of PVOT are female.

Female PVOTs were most frequently Romanian or Eastern European, 20-30 years old and suspected or confirmed as being linked to sexual exploitation; often off street sex work. Identified Male PVOT were most commonly originating from Albanian with an age range of 11 to 38 years (average age 20) and either unaccompanied asylum seeking children (UASC) or most often linked to labour exploitation. Almost half of all PVOT were unaccompanied male minors rescued from lorries or containers.

Across Hampshire and IOW, arrests have risen in relation to MDS, however despite the increased efforts across intelligence, investigations and neighbourhood policing, only 21 individuals are linked as suspects to crimes under Modern Slavery legislation, with the majority not charged. Suspects were typically male and were most commonly arrested for sexual exploitation, labour exploitation, domestic servitude, and criminal exploitation. In the case of sexual and labour exploitation the suspects were all foreign nationals; in contrast to this the suspects for domestic servitude and criminal exploitation were almost all UK nationals. Almost half of those involved in exploitation are British Nationals, with Romanian Nationals accounting for approximately 17%.

Sexual exploitation of other non-Romanian, Eastern European PVOTs in Hampshire remains an inferred intelligence gap. Recent incidents suggests that sex workers of Polish and Bulgarian origin are in Southampton, however beyond these specific examples, the extent of the risk remains unknown. Labour exploitation and servitude are considered the next greatest threats for Hampshire. As in 2015/16, car washes and nail bars have remained the primary areas of reporting for labour exploitation. Reports of exploitation of workers in car washes have been received both through community reporting and source reporting. Car washes will be the focus of operational activity in 2017/18 in line with Immigration and HMRC activity.

The Force reports that numbers of Unaccompanied Children arriving into Hampshire has improved over 2016/17, although the Force notes that there remains a gap in their understanding of the full extent of the issue, particularly with regards to the number of children arriving in Hampshire who are relocated to care elsewhere in the UK. Juveniles being used to transport and sell drugs by London based networks operating county lines remains a threat in Hampshire. Analysis showed 75 juveniles associated to county lines or transient activity that were stop checked or arrested during 2016/17. The number of unidentified children entering Hampshire through criminal exploitation is unknown. Of those identified, 39 were aged between 12 and 16. The majority (64) were young men but 11 females were also engaged with.

5.11.4 Female Genital Mutilation

Female Genital Mutilation (FGM) is the term used to describe procedures that intentionally alter or cause injury to the female genital organs for non-medical reasons. It is estimated that over 200 million girls and women alive today have been subjected to the practice. UNICEF reports that FGM is highly concentrated in countries in Africa, the Middle East and Asia and it is most prevalent in communities with strong links to these areas.¹¹⁴ An estimated 137,000 women and girls with FGM are thought to be permanently resident in the UK; the local population in Southampton with FGM is estimated to be approximately 350 individuals.¹¹⁵

The age at which FGM is carried out varies enormously according to the community in which it takes place. The procedure may be carried out shortly after birth, during childhood or adolescence, just before marriage or during a woman's first pregnancy.¹¹⁶ FGM has been illegal in the United Kingdom since 1985, with the law being strengthened in 2003 to prevent girls travelling from the UK and undergoing FGM abroad. It is a secretive practice and amongst the most hidden of sexual crimes, with cultural difficulties for victims posing a major barrier to reporting.

The FGM Enhanced Dataset (FGMED) supports the Department of Health's FGM Prevention Programme by presenting a national picture of the prevalence of FGM in England. Data is collected by healthcare providers in England, including acute hospital providers, mental health providers and GP practices.¹¹⁷ NHS Digital warn that caution needs to be taken when making comparisons between 2015/16 data for FGM and 2016/17 data. In the first year of collection organisations were not mandated to submit data for the full period. It became mandatory for all acute trusts to collect and submit to the FGM Enhanced Dataset from 1 July 2015 and for all mental health trusts and GP practices, from 1 October 2015.

Maternity services are at the front line of identifying and recognising the incidence of FGM and young children who may be at risk, which may explain why the average age at attendance was 31 years despite 95% of the women and girls first recorded in the data in 2016/17, having undergone FGM

¹¹⁴ UNICEF (2016) *Female Genital Mutilation / Cutting: A Global Concern* [Online] Available from:

https://www.unicef.org/media/files/FGMC_2016_brochure_final_UNICEF_SPREAD.pdf Accessed 29/11/2017

¹¹⁵ MacFarlane A, Dorkenoo E (2015) *Prevalence of Female Genital Mutilation in England and Wales: National and local estimates* [Online] Available from: http://www.city.ac.uk/_data/assets/pdf_file/0004/282388/FGM-statistics-final-report-21-07-15-released-text.pdf Accessed 29/11/2017

¹¹⁶ HM Government (2016) *Multi-agency statutory guidance on female genital mutilation* [Online] Available from:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/512906/Multi_Agency_Statutory_Guidance_on_FGM_-_FINAL.pdf Accessed 29/11/2017

¹¹⁷ NHS Digital (2017) *Female Genital Mutilation (FGM) Enhanced Dataset*, [Online]

<https://digital.nhs.uk/catalogue/PUB30015> Accessed 1/11/2017

before they were 18 years old. The key role of the NHS underlines the critical importance of partnership working in relation to this issue and the use of data collected by the health service could potentially enable better mapping of the potential threat from FGM and guide the partnership response.

Nationally during 2016/17 there were 5,391 newly recorded attendances reported at NHS trusts and GP practices where FGM was identified or a procedure for FGM was undertaken. Nationally, women and girls born in Somalia account for just over a third of newly reported cases. In cases where age is recorded the 5-9 year old age group was the most common age range at which FGM was undertaken (44%). The majority of cases newly recorded were for Type 1 FGM (partial or total removal of the clitoris and/or the prepuce), with a smaller number of Type 2 (partial or total removal of the clitoris and the labia minora, with or without excision of the labia majora) reported as well.

For the Local Authority level data, all numbers between 0 and 4 are suppressed and all other numbers are rounded to the nearest five. For Southampton almost all detailed figures for 2016/17 are suppressed meaning that low numbers of FGM were recorded in Southampton in 2016/17. However, there were 10 recorded cases overall in Southampton in 2016/17 (rounded to the nearest 5); this is a reduction on the 25 recorded cases in 2015/16. In comparison, Portsmouth had 20 recorded cases in 2016/17; the highest number recorded in the NHS England South (Wessex) area. The majority of FGM cases in Southampton were self-referrals and the victim was pregnant when they reported the FGM.

The Hampshire & IOW Constabulary Strategic Assessment report that the extent of the issue of FGM within Hampshire remains a significant intelligence gap. During 2016/17 six instances of suspected FGM were reported to the Constabulary, but upon investigation no offences or evidence to support FGM were found. Reports were often generated out of concern because of disclosures to educational or other services about young women due to travel to countries known to conduct FGM, with family members, but not necessarily that any specific disclosures of FGM had been made.

The force has continued to raise awareness of FGM through increasing training and public campaigns. A campaign launched in the summer of 2017 involved a letter being sent by Hampshire Constabulary to every school in Hampshire advising them of the practice, its prevalence amongst young females and will request their vigilance, particularly with regards to extended leave applications during this peak period. Each letter will be followed up by an officer visit to the school to reinforce the messages relayed and increase awareness of FGM.

In April 2016, multi-agency statutory guidance on FGM was published by the Home Office. This guidance set out the responsibilities of those involved in safeguarding and supporting women and girls affected by FGM. 'Tackling FGM In Hampshire: A Partnership Approach' produced by the Hampshire Safeguarding Children's Board and Hampshire Adult Safeguarding Board in October 2016 tailors this guidance to provide a specific strategy for Hampshire. The delivery and revision of this strategy every three years will ensure the national FGM agenda is translated into a coordinated, appropriate local

response and ensure FGM related issues are effectively addressed at all levels of universal and targeted services.

5.11.5 Forced Marriages and Honour Based Violence

A Forced Marriage is a marriage conducted without the valid consent of one or both parties and where duress is a factor. Forced Marriage is a specific offence under the Anti-Social Behaviour, Crime and Policing Act 2014. Honour Based Violence (HBV) has been defined by The Association of Chief Police Officers as: *"A crime or incident, which has or may have been committed, to protect or defend the honour of the family and/or community."*

Forced Marriage, and Honour Based Violence, which can arise as a result of victims of potential Forced Marriages refusing to act as their family wishes, are crimes that remain largely unreported, not only in Hampshire but more broadly around the UK. There is no specific offence of "honour based crime"; rather it is an umbrella term to encompass various offences covered by existing legislation. Honour based violence (HBV) can be described as a collection of practices, which are used to control behaviour within families or other social groups to protect perceived cultural and religious beliefs and / or honour.

The Hampshire & IOW Constabulary Strategic Assessment report that it is suspected that Forced Marriage and HBV are crimes that remain largely unreported. Within Hampshire 55 occurrences were flagged as HBV during 2016/17; a review of these reports found that in approximately 34 cases, the circumstances of the offence did not necessarily suggest an honour based element aside from the ethnicity of the couple.

Where the nature of the complaint more closely fits the criteria of HBV, the victims tended to be younger females from Indian, Muslim or Sikh families where religious and/or cultural rules are strictly enforced. Diverse communities within Hampshire, particularly Southampton, Portsmouth and Andover, might suggest that HBV could be occurring but going unreported. The very low numbers of HBV compared to Domestic Violence as a whole across Hampshire during this strategic period suggests it is a hidden crime, which is consistent with victim's likely being fearful of the repercussions if they were found to have reported HBV to the police which would then require investigation.

5.11.6 Extremism (PREVENT)

Prevent is one of the four strands of CONTEST, the UK strategy for countering terrorism. Its aim is to work closely in partnership with other agencies and communities to identify and support individuals who are likely to adopt extremist views.

The aim of the national Prevent Strategy is to reduce the threat to the UK from terrorism by stopping people from becoming radicalised or supporting acts of terrorism. This includes all forms of extremism. The Prevent Strategy has three specific objectives:

- Respond to the ideological challenge of terrorism and the threat from those who promote it
- Prevent people from being drawn into terrorism and ensure that they are given appropriate advice and support
- Work with sectors and institutions where there are risks of radicalisation that we need to address.

The current UK threat level from international terrorism is assessed as severe. Throughout 2016, both Daesh and Al Qaeda remained powerful global terrorist organisations, despite being significantly degraded. The number of attack plots in the UK and the West increased slightly compared with 2015; the majority of these indiscriminately targeted members of the public and accessible authority figures such as the Police.

International terrorist groups continue to make full use of social media and other online communication methods, which can be used to spread extremist messages and promote radicalisation. Domestic extremism also remains as a recognised threat, from individuals or groups that carry out criminal acts in pursuit of a larger agenda, such as right-wing extremists.

Southampton City Council works very closely with Hampshire Constabulary to continuously mitigate the risk of individuals in the city being radicalised or drawn into terrorism. The council is responsible for delivering Prevent including the co-ordination of the multi-agency Channel Panel, which is convened regularly to assess and provide support for individuals at risk of radicalisation.

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 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.

Update on 2015/16 Recommendations

Recommendation	Current Position
The Partnership need to continue to work to improve intelligence on crime areas where there are considerable gaps in understanding - particularly MET children, modern slavery, FGM and HBV with a view to identifying potential victims and revealing hidden harm to more accurately understand prevalence.	The LSCB and LSAB review strategic level data in order to understand the frequency of these issues. Victim identification to be led by frontline teams such as the MASH (Catherine Parkin) and the Adults Safeguarding Team (Eric Smith).
The Partnership should continue to work together to better understand the level of threat posed by MET issues in the city. This should include a detailed analysis into young missing persons to fully assess their vulnerabilities, to understand drivers for why young people go missing regularly, measure the effectiveness of current intervention activity and determine whether earlier intervention points could break the cycle of going missing.	This is underway. The LSCB MET Group collects and reviews a quarterly dataset to look at prevalence in the City. There is also an audit looking at missing young people which will be completed in September 2017.
The number of Looked after children missing for more than 24 hours has risen dramatically from a total of 29 to 50 in the last year; the Partnership should ensure this trend is closely monitored along with the children affected, including those placed out of area. In addition, the Partnership should act on any Identified learning from the 2016/17 LSCB MET group report and in year audits into outcomes for out of area placements.	We are currently looking at how we monitor and support missing out of county LAC and proposals are in place as part of our phase 3 consultation which ended in late July. The service has a daily missing report to ensure close monitoring by managers.
Further analysis is needed into the link between young missing persons and their risk of becoming a victim of CSE. In particular analysis is required to fully understand reasons for the high levels of reported CSE in Southampton compared to comparator areas such as Portsmouth. In addition, there is a need to ensure more robust home interviews for returning missing children are conducted to fully identify the extent of CSE locally.	In the last year, figures reported for CSE between Southampton and Portsmouth are similar on average. There is an audit looking at missing young people and the quality of return interviews underway. The findings from this will feed in to recommendations and be led by the MET Group.
The Partnership should continue to support local multi-agency efforts to reduce the harm caused by FGM and to encourage increased reporting and sharing of local intelligence.	Force Action Plan in place. Talks are continuing with communities and CCG.
The Partnership should work to enhance sharing, access and analysis of partnership datasets to better understand the intelligence picture around Modern Day Slavery / Human Trafficking and identify opportunities for disruption and prevention.	The police have been working in partnership with other organisations on operations to disrupt MDS networks. The work to enhance info sharing is ongoing.
The Partnership should continue to monitor the Prevent Action Plan. Specifically, members should ensure that their frontline staff are aware of the Prevent duty, are able to identify indicators of vulnerability to radicalisation, and are aware of appropriate referral routes.	Prevent partnership now reconvened after a nine month pause on completion of the initial action plan. New rolling action plan being formulated which will contain actions around on-going training of frontline staff

Recommendations:

- The Partnership should continue to work to improve intelligence on crime areas where there are considerable gaps in understanding; particularly MET children, modern slavery, FGM and HBV with a view to identifying potential victims and revealing hidden harm.
- The number of children that go missing continue to rise in the city. The Partnership should continue to work to better understand the level of threat posed by MET issues in the city; especially with regards to potential exploitation by drug networks and taking into account the findings from the LSCB audit into MET undertaken in September 2017.
- There remains a strong correlation between children in care and repeat missing episodes, with the number of Looked after children missing for more than 24 hours continuing to rise; the Partnership should continue to ensure this trend is closely monitored along with the children affected, including those placed out of area. In addition, the Partnership should act on the findings from the LSCB MET group's audit into LAC placed out of the area.
- Child Sexual Exploitation/Abuse (CSE/A) continues to be a concern in Southampton, with reported rates increasing in 2016/17. The Partnership should continue to monitor this trend and further investigate the reasons for this increase; focusing particularly on male victims which has been identified as an emerging theme.
- The Partnership should continue to support local multi-agency efforts to reduce the harm caused by FGM and to encourage increased reporting and sharing of local intelligence.
- The Partnership should continue to work to better understand the intelligence picture around Modern Day Slavery / Human Trafficking and identify opportunities for disruption and prevention. In particular, Hampshire Constabulary should work to improve the intelligence gap around sexual exploitation of Eastern European PVOTs in Southampton, and use the improved victim profile to drive more tailored and effective prevention and protection work.
- The Partnership should monitor the new rolling Prevent Action Plan. Specifically, members should continue to ensure that their frontline staff are aware of the Prevent duty, are able to identify indicators of vulnerability to radicalisation, and are aware of appropriate referral routes.
- The findings from the LSCB MET audits should be presented to the partnership to help inform plans to reduce the high numbers of children that go missing in the city.
- Hampshire Constabulary to focus on the effective disruption of drug networks/groups to reduce the threat, risk and harm posed to vulnerable children in the county.
- Hampshire Constabulary to increase intelligence on Sexual exploitation of other non-Romanian, Eastern European Potential Victims of Trafficking in Hampshire.

6 Appendices

6.1 Appendix A: Hampshire Constabulary Crime Data Integrity Briefing

The Importance and Impact of Crime Data Integrity

Crime Data Integrity (CDI) remains high on the agenda for Hampshire Constabulary in 2015.

Ensuring that all crime is recorded accurately on our systems is a key part of our commitment to deliver a good service to the victims of crime.

Accurate crime recording is part of our core policing requirement and ensures that the Force puts victims at the heart of everything we do. It also ensures consistency of approach across Forces, thereby delivering accurate statistics that are trusted by the public.

Previously, officers have tended to use their discretion to record per incident, not per victim, e.g. if one offender entered a tent at a music festival and stole four items belonging to four people, this may have been recorded as one crime, as only one investigation was going to ensue. By applying the Home Office Counting Rules (HOCR) and a victim-centred approach, this is now recorded as four crimes – one for each victim.

Crimes are now being recorded when no prosecution is likely, i.e. for offenders under 10 years old, or those with limited mental capacity. Previously, the Police would have intervened in partnership in support of that child/person. Now they record the crime and intervene as before. This rise in crime with no investigation or prosecution means that the outcome rate will inevitably fall.

Applying the HOCR has led to an increase in the recording of certain crime types, notably violent crimes, public order crimes and sexual offences. Other reasons these crimes have risen in particular are as follows:

Violent crimes: Malicious communications has recently become a recordable crime. It is virtually all based on the internet, so does not lead to an increase in actual violence, but is recorded under that category.

Public order offences: There is a very fine line between anti-social behaviour (ASB) and some low-level public order offences. By applying HOCR, ASB has fallen while public order has risen.

Sexual offences: There has been a positive shift in public confidence as a result of the investigations into non-recent sexual offences post Jimmy Savile, which has led to a significant increase in the reporting of non-recent crimes. Reports of rape offences have also increased and the Force continues to encourage victims of sexual crime to come forward, so that they can receive all of the help and support that they require.

To conclude, a rise in recorded crime has not led to a rise in calls for service – quite the opposite. The independent Crime Survey of England and Wales is used by the Home Office as a barometer and the statistics indicate that, in real terms, crime is actually falling, rather than increasing.

Below are scenarios that illustrate the types of crimes that are now being recorded:

1. A father called the Police stating his two daughters, aged 13 and 16, had been fighting for over an hour, resulting in both girls tipping water over each other. The father wanted the Police to speak to them. Officers attended, neither girl had any injuries and both admitted throwing water over the other. Advice was given. However, under HOCR, two crimes of common assault were required to be recorded.
2. Staff at a day care centre reported an incident to Police, as per their policy, when a 10-year-old had a tantrum at a Halloween activity day when the games did not go his way, grabbing another child around the neck. No injury was caused and the mother of the assaulted child did not wish for any further action to be taken and was satisfied that the incident was being logged. One crime of assault was required to be recorded.

The following examples show how many crimes can be generated from one incident:

1. A mother rang Police for advice after looking at her 15-year-old daughter's Snapchat account on the internet and finding pictures of the teenager's breasts that had been sent to her boyfriend, who was also 15. Officers attended and the daughter admitted sending a photo of her breasts to her boyfriend (one crime of taking/sending indecent images). She then disclosed that her boyfriend had then sent this picture to his friend, which she was not happy about (another crime recorded). It transpired that the friend had then sent the picture to three more friends (another crime), who had all kept the picture on their phones in order to show other people (three more crimes). In all, HOCR required six crimes to be recorded for this one incident, which was about prevention, education and safeguarding.
2. A father reported that when he was out with his wife and four children, they were subject to abuse from a neighbour they had been having problems with. The neighbour started shouting insults at them in the street, causing them all upset, and they had to return home. This is a Section 4a public order offence, but HOCR state that as he was reporting on behalf of his wife and four children, who were all upset and the abuse was aimed at them, six crimes would need to be recorded unless any of the children were too young to understand abuse or to be upset by it.

6.2 Appendix B: Police recorded crime tartan rugs 2016/17

Police recorded crime tartan rug - Southampton compared to similar Community Safety Partnerships 2016/17
Rate per 1,000 population

Key: Difference to Southampton and England average

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

	Per 1,000 resident population														
Community Safety - Total Offences	Police Recorded Crime (not including fraud)	Police Recorded Violent Crime Rate	Police Recorded Violence with Injury	Police Recorded Violence without Injury	Police Recorded Sexual Offences	Police Recorded Drug Offences	Police Recorded Robbery	Police Recorded Theft	Police Recorded Theft from the person	Police Recorded Domestic Burglary	Police Recorded Domestic Burglary x	Police Recorded Non Domestic Burglary	Police Recorded Shoplifting	Police Recorded Vehicle Offences	Police Recorded Bicycle Theft
Southampton	121.5	37.5	15.4	22.1	3.6	2.8	1.3	47.5	1.5	3.9	9.6	7.9	10.3	10.4	3.8
England	73.4	19.8	8.0	11.9	2.0	2.3	1.1	32.2	1.5	3.6	8.6	3.5	6.3	7.1	1.6
Brighton and Hove	89.6	25.3	10.1	15.2	2.8	3.3	1.2	35.8	2.6	2.7	6.1	2.7	6.8	5.2	3.0
Bristol	119.3	31.0	9.5	21.5	2.7	2.8	1.4	51.7	1.6	5.4	12.7	5.2	10.8	13.1	3.9
Cardiff	98.6	24.1	9.6	14.5	2.4	3.4	0.5	46.8	1.8	3.2	7.6	4.5	11.2	11.1	4.4
Derby	81.1	18.5	10.5	8.0	2.5	3.5	1.4	40.3	1.1	3.7	9.1	4.4	11.1	8.6	2.3
Eastbourne	75.2	23.2	9.7	13.5	2.6	2.8	0.6	25.9	0.9	2.3	4.9	2.2	7.9	3.2	1.2
Hampshire Constabulary	76.5	36.6	14.8	21.8	3.6	2.6	0.7	40.1	1.0	3.0	6.1	6.1	9.5	7.7	2.8
Hillingdon	77.1	20.8	8.0	12.8	1.6	2.7	1.5	35.9	1.4	5.4	14.7	2.5	5.8	10.8	1.1
Hounslow	85.7	23.1	9.0	14.1	2.1	4.1	1.6	39.9	1.5	4.7	12.1	2.5	6.2	12.4	2.2
Luton	80.5	20.6	8.6	12.0	1.8	2.0	1.9	39.0	1.3	7.3	19.6	2.4	7.5	9.9	1.3
Northampton	99.9	29.0	12.7	16.3	3.2	2.4	2.0	45.0	1.3	4.7	11.1	4.7	8.8	13.3	2.6
Portsmouth	120.6	40.6	16.6	23.9	3.6	2.7	0.8	43.7	1.0	2.9	6.9	3.5	12.0	9.2	5.4
Reading	90.6	20.2	8.2	12.0	2.7	3.1	1.1	47.6	3.7	3.4	8.5	3.7	11.6	8.4	5.6
Sheffield	83.5	17.6	7.8	9.8	2.1	1.7	1.3	41.0	1.9	6.1	14.5	3.9	8.4	9.6	1.2
Slough	86.2	22.3	8.9	13.4	2.2	3.1	1.2	41.5	2.0	4.3	11.6	2.7	8.5	10.9	2.4
Southend-on Sea	N/A	24.3	9.0	15.3	2.1	2.2	1.1	35.1	1.4	4.0	9.1	3.4	7.3	8.1	2.6
Watford	83.2	22.8	9.1	13.7	1.6	4.4	1.3	35.5	2.3	2.9	7.1	2.2	9.5	7.0	2.8

¥ Per 1,000 Households

Police recorded crime tartan rug - Southampton and similar Community Safety Partnerships compared to England average 2016/17
Rate per 1,000 population

Key: Difference to Southampton and England average

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

	Significantly better		Better, but not significantly												
	Per 1,000 resident population														
Community Safety - Total Offences	Police Recorded Crime (not including fraud)	Police Recorded Violent Crime Rate	Police Recorded Violence with Injury	Police Recorded Violence without Injury	Police Recorded Sexual Offences	Police Recorded Drug Offences	Police Recorded Robbery	Police Recorded Theft	Police Recorded Theft from the person	Police Recorded Domestic Burglary	Police Recorded Domestic Burglary x	Police Recorded Non Domestic Burglary	Police Recorded Shoplifting	Police Recorded Vehicle Offences	Police Recorded Bicycle Theft
England	73.4	19.8	8.0	11.9	2.0	2.3	1.1	32.2	1.5	3.6	8.6	3.5	6.3	7.1	1.6
Southampton	121.5	37.5	15.4	22.1	3.6	2.8	1.3	47.5	1.5	3.9	9.6	7.9	10.3	10.4	3.8
Brighton and Hove	89.6	25.3	10.1	15.2	2.8	3.3	1.2	35.8	2.6	2.7	6.1	2.7	6.8	5.2	3.0
Bristol	119.3	31.0	9.5	21.5	2.7	2.8	1.4	51.7	1.6	5.4	12.7	5.2	10.8	13.1	3.9
Cardiff	98.6	24.1	9.6	14.5	2.4	3.4	0.5	46.8	1.8	3.2	7.6	4.5	11.2	11.1	4.4
Derby	81.1	18.5	10.5	8.0	2.5	3.5	1.4	40.3	1.1	3.7	9.1	4.4	11.1	8.6	2.3
Eastbourne	75.2	23.2	9.7	13.5	2.6	2.8	0.6	25.9	0.9	2.3	4.9	2.2	7.9	3.2	1.2
Hampshire Constabulary	76.5	36.6	14.8	21.8	3.6	2.6	0.7	40.1	1.0	3.0	6.1	6.1	9.5	7.7	2.8
Hillingdon	77.1	20.8	8.0	12.8	1.6	2.7	1.5	35.9	1.4	5.4	14.7	2.5	5.8	10.8	1.1
Hounslow	85.7	23.1	9.0	14.1	2.1	4.1	1.6	39.9	1.5	4.7	12.1	2.5	6.2	12.4	2.2
Luton	80.5	20.6	8.6	12.0	1.8	2.0	1.9	39.0	1.3	7.3	19.6	2.4	7.5	9.9	1.3
Northampton	99.9	29.0	12.7	16.3	3.2	2.4	2.0	45.0	1.3	4.7	11.1	4.7	8.8	13.3	2.6
Portsmouth	120.6	40.6	16.6	23.9	3.6	2.7	0.8	43.7	1.0	2.9	6.9	3.5	12.0	9.2	5.4
Reading	90.6	20.2	8.2	12.0	2.7	3.1	1.1	47.6	3.7	3.4	8.5	3.7	11.6	8.4	5.6
Sheffield	83.5	17.6	7.8	9.8	2.1	1.7	1.3	41.0	1.9	6.1	14.5	3.9	8.4	9.6	1.2
Slough	86.2	22.3	8.9	13.4	2.2	3.1	1.2	41.5	2.0	4.3	11.6	2.7	8.5	10.9	2.4
Southend-on Sea	N/A	24.3	9.0	15.3	2.1	2.2	1.1	35.1	1.4	4.0	9.1	3.4	7.3	8.1	2.6
Watford	83.2	22.8	9.1	13.7	1.6	4.4	1.3	35.5	2.3	2.9	7.1	2.2	9.5	7.0	2.8

¥ Per 1,000 Households

6.3 Appendix C: Comparable subset of crimes

Crime Survey for England & Wales (CSEW) category	Recorded crime offence included
Violence	Assault with intent to cause serious harm (5D) Assault with injury (8N) Racially or religiously aggravated assault with injury (8P) Assault without injury on a constable (104) Assault without injury (105A) Racially or religiously aggravated assault without injury (105B)
Robbery	Robbery of personal property (34B)
Theft from the person	Theft from the person (39)
Domestic burglary in a dwelling	Burglary in a dwelling (28A) Attempted burglary in a dwelling (28B) Distraction burglary in a dwelling (28C) Attempted distraction burglary in a dwelling (28D) Aggravated burglary in a dwelling (29)
Vehicle-related theft	Aggravated vehicle taking (37.2) Theft from a vehicle (45) Theft and unauthorised taking of motor vehicle (48) Vehicle interference (126)
Bicycle theft	Theft or unauthorised taking of pedal cycle (44)
Criminal damage to a dwelling	Criminal damage to a dwelling (58A)
Criminal damage to a vehicle	Criminal damage to a vehicle (58C)