

Southampton Safe City Strategic Assessment 2015/16



Table of contents

1. Executive summary	4
2. Background to the Strategic Assessment	11
2.1 Aims.....	11
2.2 Methodology and structure of the assessment.....	12
2.3 Information sources and caveats.....	13
3. Context.....	14
4. Overview of Crime in Southampton	17
4.1 Recorded Crime	17
4.2 Crime Reporting	23
4.3 Offenders	26
4.3.1 Offender Profiling.....	26
4.3.2 Offenders supervised in the community	29
4.3.3 Re-offending.....	31
4.4 Young People at Risk and Youth Offending	38
4.4.1 Vulnerable Young People.....	38
4.4.2 Young Offenders	44
4.5 Crime Distribution, Deprivation and Inequalities	56
4.6 Perceptions of Crime.....	62
4.6.1 Views on Safety.....	62
4.6.2 Perception of crime levels.....	64
4.6.3 Reported community safety issues.....	64
4.6.4 Success with dealing with crime	65
4.7 Victims.....	66
4.7.1 Repeat Victimisation	69
4.7.2 Vulnerable and Intimidated Victims	70
5. Significant Community Safety Issues	74
5.1 Acquisitive Offences.....	74
5.1.1 Dwelling Burglary	74
5.1.2 Non-dwelling Burglary	78
5.1.3 Robbery.....	80
5.1.4 Vehicle Crime	81
5.2 Anti-Social Behaviour.....	85
5.2.1 Police data.....	85
5.2.2 Resident Views.....	88
5.2.3 Anti-Social Behaviour Reported to Housing Services	89
5.2.4 Noise Complaints	90
5.3 Hate Crime	93
5.4 Sexual Offences.....	98
5.5 Violence Against the Person	102
5.6 Alcohol and Substance Misuse	107

5.6.1	Alcohol	107
5.6.2	Substance Misuse.....	119
5.7	Cyber-Crime	132
5.8	Fire Safety	135
5.9	Road Safety	139
5.10	Domestic Violence and Abuse.....	143
5.11	Coercion and Exploitation.....	161
5.11.1	Missing, Exploited and Trafficked Children and Young People.....	161
5.11.2	Safeguarding Vulnerable Adults.....	164
5.11.3	Modern Day Slavery and trafficking.....	167
5.11.4	Female Genital Mutilation	168
5.11.5	Forced Marriages and Honour Based Violence.....	170
5.11.6	Extremism (PREVENT)	171
6.	Appendices.....	175
6.1	Appendix A: Hampshire Constabulary Crime Data Integrity Briefing	175
6.2	Appendix B: Police recorded crime tartan rugs 2015/16.....	177
6.3	Appendix C: Comparable subset of crimes	178

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 2015/16 Strategic Assessment will provide the evidence base to inform the refresh of the Safe City Strategy in March 2017.

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 19% increase in recorded crime in 2015/16, compared to an 8% increase recorded nationally and an 8% increase recorded in 2014/15. These increases continue to be driven, at least in part, by changes in recording and reporting practices by Hampshire Constabulary following the publication of the HMIC Inquiry findings in November 2014. This is the first full year of the new recording practices and so, this latest increase is not unexpected. A comparison of the last six months of 2015/16 with the same period last year (after data integrity changes had been introduced) reveals smaller increase of 5.6%.
- The rise in recorded crime has not led to a commensurate rise in calls for service and resident perceptions crime levels remains similar to two years ago, whilst the independent Crime Survey for England & Wales indicates that, in real terms, crime continues to fall.
- Following the high levels of domestic burglary reported in last year's Strategic Assessment, there have been some notable improvements in 2015/16. This is largely attributable to a sharp reduction in burglaries from multi-occupancy student premises in areas such as Portswood (60% reduction in 2015/16), as a result of increased neighbourhood patrols, pro-active engagement with the student population and the arrest and remand of one of the most prolific burglars of student premises in February 2015.
- In contrast non-domestic burglary has continued to rise, with a 12% increase recorded in 2015/16; Southampton now has the highest rate amongst its comparator areas. Offences include high value commercial breaks by organised crime groups, offences committed to fund drug habits, and those committed by juvenile offenders, typically shed breaks targeting machinery, tools and bicycles.
- There has been a 15% reduction overall in the number of recorded anti-social behaviour offences in 2015/16. Despite this improvement, 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 2016 residents' survey. Particular concerns relate to youth

nuisance, motorbike nuisance, street drinking and street begging. Public Space Protection Orders (PSPOs) were introduced in April 2016 giving further powers to the police to tackle street drinking and begging, although it is too soon to evaluate their success in this Strategic Assessment.

- A total of 492 incidents of hate crime were recorded by Police in Southampton in 2015/16; an increase of just over 11.5% on the previous year, although this is less than the national average of 19%. Nationally, there was also a sharp 41% increase in the number of racially or religiously aggravated offences recorded by the Police in the months following the EU Referendum compared to the same period 12 months previously. Although there was also an increase in Southampton, it was somewhat smaller at 14%. Following EU referendum concerns, Southampton's *Pledge Against Hate* was launched in October 2016 to coincide with National Hate Crime Awareness Week and was considered to be a success in raising awareness. However, despite improvements, Police recorded figures are still unlikely to be a true reflection of the number of hate crimes occurring in Southampton with estimates suggesting that under-reporting is a considerable problem.
- The recent increase in recorded sexual offences has continued in 2015/16, with the number of rapes increasing by 9% and other sexual offences by 42%. Although these increases are considerably smaller than those reported last year, Southampton has a rate significantly higher than the national average and has the second highest rate amongst its comparator areas. This rise should be seen in the context of a number of high profile reports and inquiries leading to improved recording processes (CDI), and media publicity on high profile cases, which may have encouraged more victims to come forward. Indeed, the increase in reporting of non-recent offences has continued in 2015/16, accounting for 43% of all reported sexual offences. Some of this is due to increased disclosure amongst domestic abuse victims following improved risk assessment procedures implemented by Hampshire Constabulary; one in three non-recent reports are now domestic in nature. Emerging themes identified by the Serious Sexual Offences Reduction Group (SSORG) include alcohol and / or drugs, online activity, deprivation, child sexual exploitation, non-current offences, missing and looked after children and domestic violence.
- The recorded violent crime rate in Southampton continued to rise (by 45%) in 2015/16, with rates significantly higher than all comparator areas except Portsmouth. Similar to the rise in all crime, this increase was expected, given the recent improvements to crime data integrity (CDI). The Crime Survey for England and Wales (CSEW) shows no significant change in the number of violent offences nationally and neighbourhood policing teams feel that the area has become no more violent over recent years. However, there has also been a 42% increase in reported knife crime in 2015/16 compared to a 10% rise nationally. The reasons for this increase are unclear as this type of offence is less likely to be influenced by changes to recording practice than other serious violent crime.
- 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 2015/16, although recent monthly data indicates that the trend is beginning to level off and may be beginning to fall. This is supported by a fall in both the number of assault

presentations to the Emergency Department and in the number of clients visiting the ICE Bus per night in the last 12 months.

- There was a 53% rise in domestic violent crimes reported in 2015/16, with a 7% increase in the number of high risk MARAC (Multi-Agency Risk Assessment Conference) referrals. Southampton has the third highest MARAC referral rate amongst comparator areas and over twice the national average, although repeat cases continue to be low. In contrast, the number of arrests and charges for DVA offences fell by 18%. To some extent, this reflects the impact of improved CDI and the improved disclosure and recording of historic offences by Hampshire Constabulary in recent years. However, it also reflects the change in approach to DVA offences taken by Hampshire Constabulary, focusing on onward protection and prevention. The Constabulary are now conducting training with front line officers with regards to their responsibilities (particularly in light of legislative changes regarding coercive control), and expect arrests to increase in the coming year.
- Police recorded drug offences has continued to fall (by 29%) in 2015/16, much faster than the national average. However, drug-related violence continues to be an issue in Southampton, rising by nearly 13% over the same period.

What do residents say?

The Southampton Residents' Survey ran from March to April 2016 to capture the views of people living and working in the city on various topics including community safety issues. The majority of people responding to the Southampton residents' survey in 2016 felt crime had remained the same or decreased in the last 12 months (77%), with only 13% feeling that it had increased; this is similar to the levels reported in 2014. Problems relating to anti-social behaviour continue to be perceived as the biggest issues for Southampton residents, particularly linked to alcohol, drugs and street begging.

Overall, 91% of respondents reported feeling safe in their local area during the day, falling to 62% after dark. Although these figures are similar to those reported in the 2014 residents' survey, they are lower than the national average of 94% and 79% respectively. This may be expected given that Southampton is a major urban centre, whereas the national average includes a wide range of different conurbations, many of which have lower levels of reported crime.

Just under 59% of residents agree that Police and other local public services are successfully dealing with crime, a three percentage point reduction from 2014. There has also been a slight increase in the proportion disagreeing; 20% in 2016 compared to 18% in 2014.

Offenders and victims

Those offenders committing two or more offences in year were responsible for over 58% of crime in the city in 2015/16, illustrating the importance of reducing reoffending. However, the impact of very high frequency offenders has fallen considerably in the last year, with those committing 15 or more

offences in year dropping by over 50% since 2014/15. Changes to Probation Services in the last two years continues to provide challenges in terms of monitoring reoffending rates and other offending outcomes. However, national data suggests that Southampton has a reoffending rate higher than the national average, although the latest data shows a slight (although not significant) fall.

Outcomes for young offenders in respect of first time entrants and those in custody continue to improve in Southampton, although these are still higher than the national average. There was an increase in youth reoffending rates in the latest review period, following a period of sustained improvement. However, 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. The YOS have also continued to have success in reducing offending amongst Looked after Children and the *Priority Young People* cohort in the last year.

There were over 16,000 victims of crime identified in Southampton in 2015/16, with the majority (85%) experiencing only a single crime in year. However, a small group of individuals experienced five or more crimes in year; these made up less than 1% of victims but accounted for nearly 5% of all crime. Many of these offences were violent (with and without injury) crimes, with approximately 40% being domestic in nature. Around 28.5% offences were identified as involving a vulnerable victim in 2015/16, a large increase from the 12.5% identified in 2014/15. This is likely to be a result of an increased focus on identifying and recording risk by Hampshire Constabulary, who have identified people with mental health problems, young people, the elderly and people with substance misuse issues as at risk groups locally.

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. Alcohol and drugs strategies are currently being developed for the city, but the Partnership should continue to monitor data across agencies in order to estimate the extent of harm caused by alcohol and substance misuse and to identify support mechanisms for helping recovery and reintegration into society.

Domestic Violence and Abuse (DVA) 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. The impact of DVA on children in Southampton continues to provide cause for concern, with the city having the third highest number of children per MARAC case amongst its statistical neighbours. Approximately a third of MASH referrals in 2015/16 were wholly or in part due to DVA, and amongst children with a Child Protection Plan, 77% of cases were flagged over all time to have been subject to DVA. In addition, 57% of looked after children in the city had DVA as one of the reasons they were looked after. A new MARAC and MASH model commenced operation in June 2016 bringing together the risks of adults and children to achieve a co-ordinated risk reduction plan for the whole family. Monitoring and quality assurance is ongoing and independent evaluation will be produced by April 2017.

Despite the fall in very high frequency offenders in the last year, those offenders committing multiple offences in year are still responsible for the majority of crime in the city. Although reoffending rates are stable, the average number of offences per offender continues to rise to over 17 in 2015/16, suggesting it is the same offenders who are persistently reoffending over time, helping to drive high crime rates. Employment, housing, alcohol and substance misuse continue to be identified as important criminogenic needs, and the Partnership needs to continue to work to better understand, address and improve these outcomes for offenders in order to address reoffending rates.

Summary of successes and priorities

The Strategic Assessment has highlighted a number of successes in 2015/16. These include:

- Improvements in outcomes for youth offenders; including reductions in first time entrants, custody rates and offending rates amongst Looked After Children and the *Priority Young People* cohort.
- Significant fall in domestic burglary reported crime rates, particularly in relation to multi-occupancy student premises.
- There has been a 15% reduction overall in the number of Police recorded anti-social behaviour offences in 2015/16.
- Southampton's *Pledge Against Hate* campaign was successful in raising awareness of hate crime in the city. In addition, the city has not seen a significant increase in hate crime after the EU referendum results experienced elsewhere in the country.
- Success of multiagency effort with regards to the night time economy (NTE) with indications that alcohol-related violence is beginning to fall.
- Despite high levels of high risk DVA cases going to MARAC, repeat rates continue to be low
- Police action has resulted in drug offences continuing to fall (by 29%) in 2015/16, much faster than the national average.

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

- Issues with Crime Data Integrity (CDI) continue to present very real challenges to the Partnership in benchmarking performance and understanding changing crime patterns over time. CDI remains 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.
- Alcohol and substance misuse continue to be linked to criminality and victimisation in the city. The Partnership should continue to monitor data across agencies in order to estimate the extent of harm caused by alcohol and substance misuse and to identify support mechanisms for offenders, helping them to recover and be reintegrated into society.
- Domestic Violence and Abuse (DVA) continues to be a significant issue and driver of demand in Southampton and should continue to be a priority for the Partnership. 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.
- Anti-social behaviour continues to be highlighted as an issue for Southampton residents. The Partnership should ensure enforcement action is taken within the established PSPOs with regards to street begging and all agencies should continue to take action to improve awareness and education. The Partnership should also continue to ensure that anti-social 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.
- Non-domestic burglary has been highlighted as a priority in a number of neighbourhoods in the city. Partnership working, including the business community, is vital in order to halt the recent rises in this type of offence in Southampton.
- The Partnership should continue to work to understand the true extent of hate crime in the city and work to reassure victims their allegations will be taken seriously and increase reporting.
- 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, but should continue to support multi-agency efforts to improve intelligence on sexual offences to understand the true extent of this often unreported crime.
- Violent offences continue to increase in Southampton, largely driven by improved recording practices. However, the recent increase in knife crime is a cause for concern and further analysis is required to fully understand this rise in the city.
- The Partnership needs to continue to focus on reducing reoffending rates. In particular, there is a need to continue to work with the National Probation Service (NPS) and Purple Futures (CRC) to ensure consistent local reporting mechanisms and methodologies are developed, particularly with regards to developing robust reoffending measures, and outcomes measures for intervention programmes.
- Outcomes for youth offenders is 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.

- Protecting vulnerable people should be a priority, although challenges still exist around providing support and safeguarding, particularly for victims of domestic abuse and those with mental health conditions. The Partnership should continue to consider what mechanisms are in place to identify those who may be repeatedly targeted, particularly around issues that may go unreported to the Police, and what support is offered to help reduce future victimisation.
- For certain high impact crime types, understanding of their impact 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 2016. 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 2015/16 Strategic Assessment will provide the evidence base to inform the refresh of the Safe City Strategy in March 2017.

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

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 2015/16 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 2017. 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 2016 Southampton City Residents 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, SafeLives, 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 '2015/16', or 'this year' refers to the financial year – 1st April 2015 to 31st March 2016, and 'last year' or 'previous year' refers to the financial year 2014/15, unless stated otherwise. Where data is available, comparisons have been made with England and the iQuanta comparator group of:

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

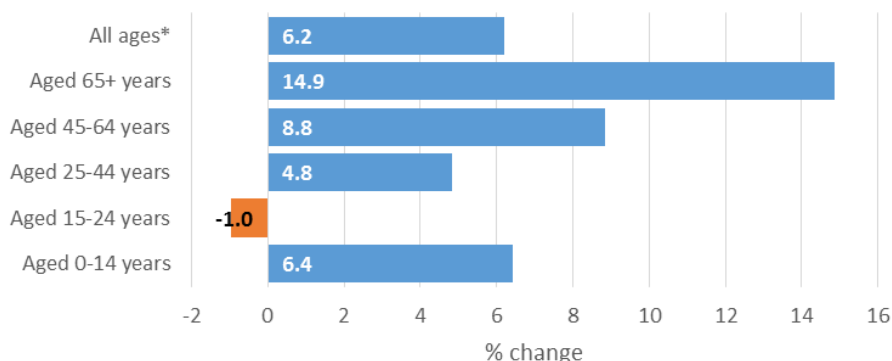
Southampton is on the south coast of England and is the largest city in Hampshire. It is a diverse city with a population of 249,500 comprising 98,300 households, 58,600 children and young people aged (0-19 years), 53,000 residents who are not white British and approximately 43,000 students.²³⁴ As the table and chart in figure 3.1 illustrates, the population of Southampton is predicted to rise by nearly 6% by 2022,⁵ with the over 65s and under 15s populations projected to increase by approximately 15% and 6.5% respectively.

Figure 3.1

Southampton	2015	2022	Change	% change
Aged 0-14 years	42,419	45,147	2,728	6.4%
Aged 15-24 years	47,454	47,003	-451	-1.0%
Aged 25-44 years	69,786	73,157	3,371	4.8%
Aged 45-64 years	51,082	55,598	4,516	8.8%
Aged 65+ years	33,703	38,711	5,008	14.9%
All ages*	244,445	259,615	15,170	6.2%

* Figures may not sum due to rounding

Forecast change in Southampton's resident population
between 2015 and 2022



Source: Hampshire County Council 2015-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 2015 shows that Southampton has more international incomers than leavers (5,300 compared to 1,800). There is also a high level of internal migration, with 16,100 people arriving and 16,900 leaving over the same period.⁶ Based on results

² ONS 2015 Mid-Year Population Estimates

³ ONS 2011 Census

⁴ Higher Education Statistics Agency (HESA)

⁵ Hampshire County Council – Small Area Population Forecasts 2015 to 2022

⁶ ONS Migration ending June 2015

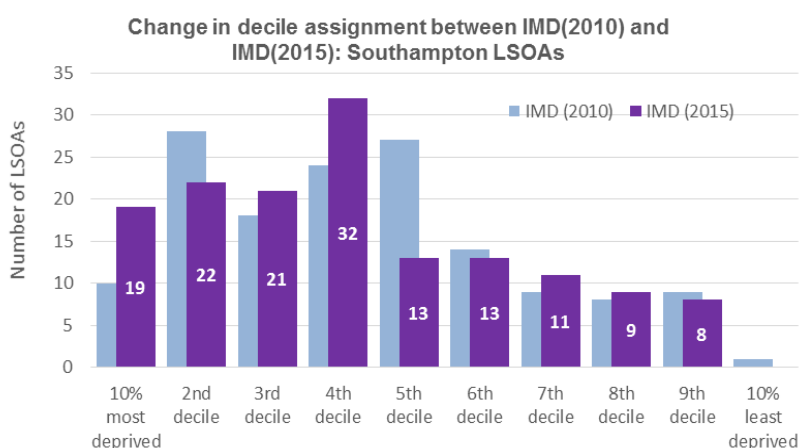
from the 2011 Census, Southampton now has residents from over 55 different countries who between them speak 153 different languages.⁷ 12% of the population do not have English as a main language; 80% of these can speak good English, 17% can't speak it well and 3% can't speak English at all.

Provisional exam result figures from 2015/16 show that 50.9% of Southampton pupils achieved 5+ A*-Cs at GCSE including English and Maths, compared to 52.8% nationally. Although this is an increase of 0.3 percentage points from 2014/15, the city is still ranked 131 out of 151 local authorities.

Unemployment in Southampton has fallen over the last few years in line with national trends, with the number of people claiming Job Seeker's Allowance in Southampton remaining fairly stable over the last 12 months at around 1.4% (August 2016),⁸ whilst those claiming out of work benefits have fallen from 9.2% in February 2015 to 8.6% in February 2016.⁹

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 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 3.2 below shows.¹⁰

Figure 3.2



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

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

⁸ Nomis (experimental) - counts the number of people claiming JSA and Universal Credit who are out of work

⁹ Work and Pensions Longitudinal Study (WPLS) ONS February 2016

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

Changes to the welfare system are really beginning to take effect in Southampton. The Centre for Regional Economic and Social Research (CRESR) has produced several reports (regional and national) to capture the number of people potentially affected by welfare reforms. Their most recent report, 'The Uneven Impact of Welfare Reform: The Financial Losses to People and Places' was published in March 2016. As part of their research, they have published datasets illustrating the estimated impact of each of the pre-2015 reforms on local authority areas.

The findings for Southampton are provided in figure 3.3. The figures for 'Financial loss per working age adult £ per year' 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 impact to those directly affected by each of the reforms, which is likely to be worse. Nevertheless, this is useful in terms of measuring the overall loss to the city.

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.

Figure 3.3

	No. of households affected	Estimated loss per year	Financial loss per working age adult £ per year
Housing Benefit: Local Housing Allowance	7,000	£8 million	£46.00
Housing Benefit: Social Sector Size Criteria	1,900	£2 million	£9.00
Non-dependant deductions	1,300	£1 million	£5.00
Benefit Cap	120	£0.4 million	£2.00
Council Tax Support	14,000	£4 million	£21.00
Personal Independence Payment - anticipated impact by 2020-21	4,000	£12 million	£69.00
Employment and Support Allowance	1,200	£3 million	£15.00
Child Benefit	27,000	£10 million	£62.00
Tax Credits	17,500	£17 million	£100.00
1 per cent uprating	31,000	£11 million	£65.00
Total Estimated loss £m per year			£60 Million
Financial loss per working age adult £ per year			£350.00

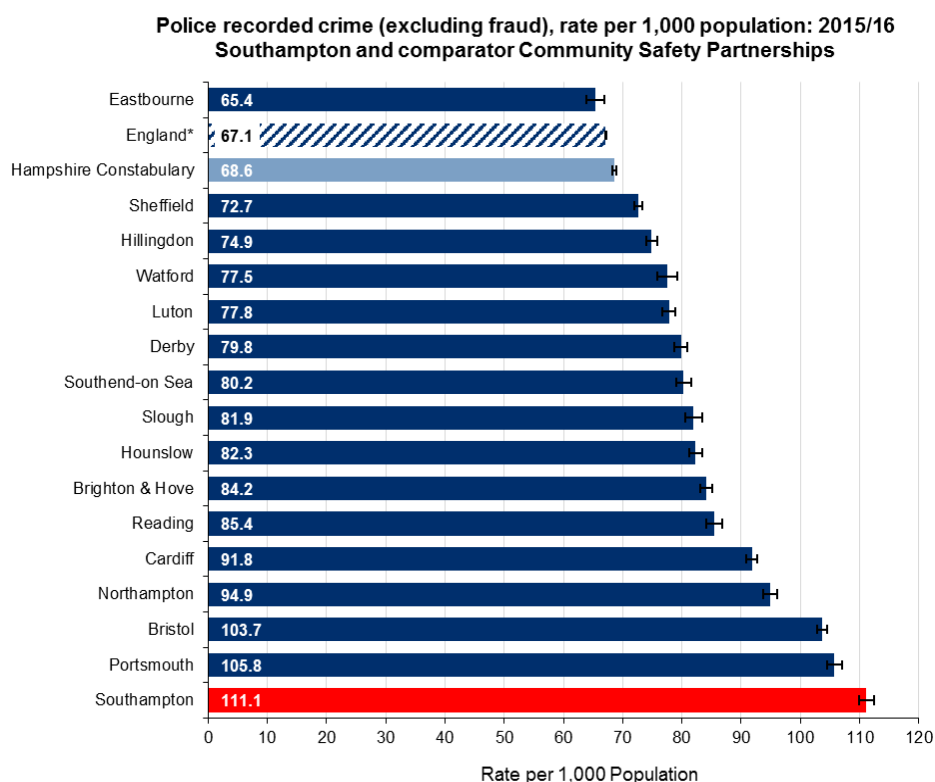
4. Overview of Crime in Southampton

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.

4.1 Recorded Crime

In 2015/16, the recorded crime rate in Southampton was 111 crimes per 1,000 population, significantly higher than the national average (67 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

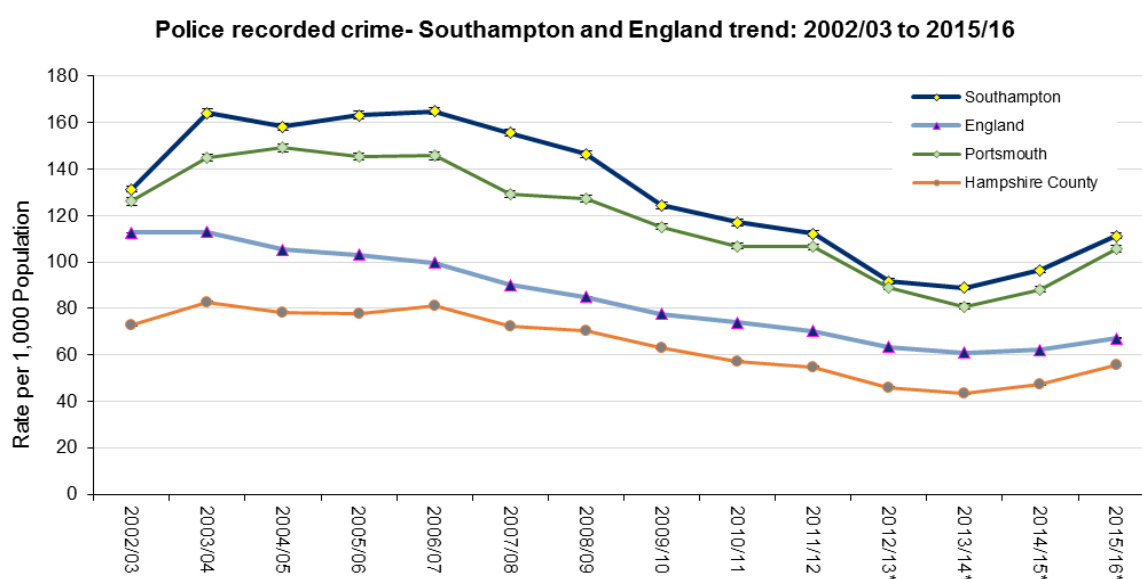
* The England figure quoted is an aggregate of all English CSPs

In line with patterns observed nationally, recorded crime in Southampton has been decreasing in recent years with a downward trend observed since 2006/07, reaching a low of 89 crimes per 1,000 in 2013/14 (see figure 4.1.2). However, in 2014/15 Hampshire Constabulary recorded approximately 22,900 offences in Southampton, representing an increase of 8% compared to the volume reported

the previous year. This mirrored comparable rises of 9% in both Portsmouth and Hampshire, and a smaller 3% rise in Police recorded crime reported nationally over the same time period.

In 2015/16, the Police recorded a total of approximately 27,100 crimes,¹¹ representing a further increase of nearly 19% compared to the volume reported the previous year. This mirrors comparable rises of 21.8% and 20.5% in Portsmouth and Hampshire respectively, and a smaller 8% rise in Police recorded crime reported nationally over the same time period. Nationally, most of the latest rise is thought to be due to improved crime recording practices and processes leading a greater proportion of reports of crime being recorded in 2015/16 than in the previous year.¹²

Figure 4.1.2



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

* Data after 2012/13 does not include fraud cases as these are now handled by Action Fraud

Similarly, a likely factor behind the changing trend in Police recorded crime is the renewed focus on the quality of recording by Hampshire Constabulary, in light of the inspection of Forces by Her Majesty's Inspectorate of Constabulary (HMIC), the Public Administration Select Committee (PASC) inquiry into crime statistics and the UK Statistics Authority's decision to remove the National Statistics designation. The HMIC inspection 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. Applying this rate to Southampton's total crime figures for 2013/14 (the last full year under the old recording system) could suggest nearly 5,700

¹¹ Figure taken from Hampshire Constabulary RMS; this may differ slightly from nationally published data

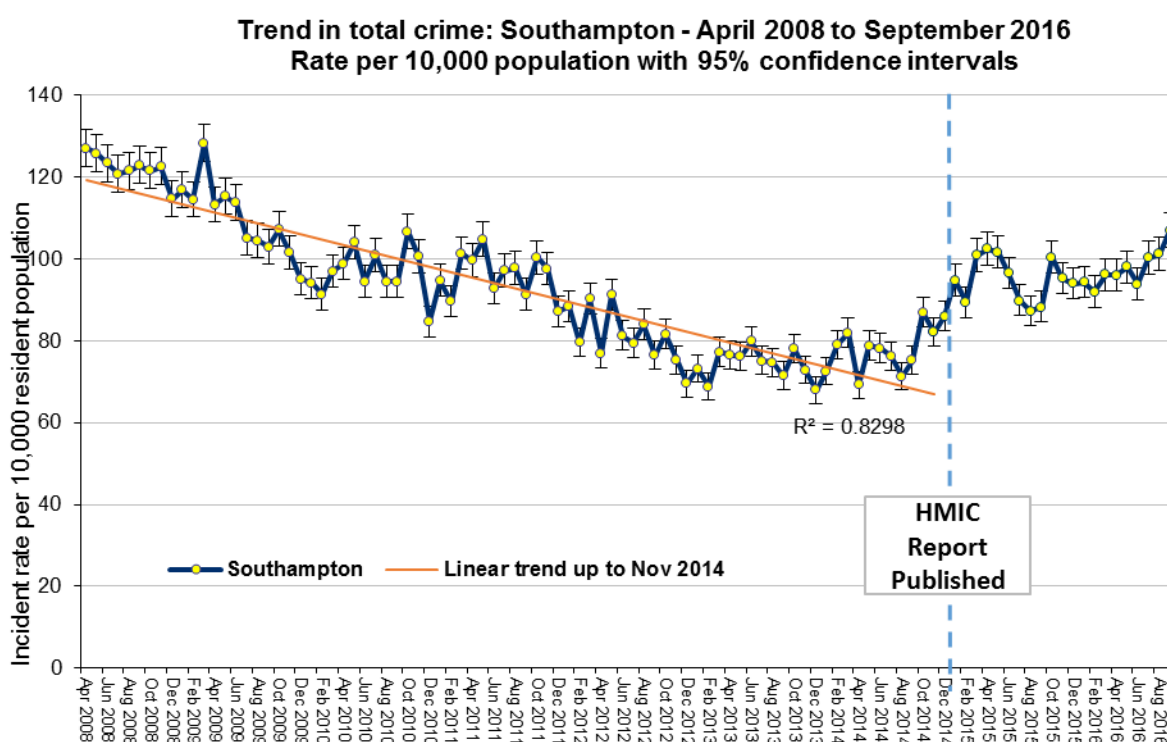
¹² ONS (2016) Crime in England and Wales- year ending March 2016, Statistical Bulletin [online]

<http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingmar2016>

crimes occurred but went unrecorded. 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.

Previously, 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. Crimes are now also being recorded where no prosecution is likely, such as those where the offender is under ten years old or has limited mental capacity (see Appendix A).

Figure 4.1.3



Sources: Hampshire Constabulary RMS, Intelligence, Tasking and Development, Mid 2014 population estimates, Office for National Statistics. Notes: These are crude rates and therefore do not take any account of the underlying age/sex distribution of the population. Changes to Home Office Counting Rules came into effect on 1 April 2014 resulting in a number of crime codes being moved between crime categories. These changes took effect in Hampshire Constabulary in November 2014

The monthly crime trend data shown in 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. In addition, the similar proportionate increases observed in Portsmouth and Hampshire also confirm an overall change of reporting across Hampshire Constabulary.

Given the changes implemented by Hampshire Constabulary in recording crime, we would expect an overall increase in recorded crime between 2014/15 and 2015/16; this is 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). A comparison of the last six months of 2014/15, reflecting the period after data integrity changes had been introduced, with the same months of 2015/16, reveals a smaller increase of 5.6% on the previous year; much smaller than the 19% recorded when comparing a whole year. This is comparable with the 8% increase in reported crime nationally. However, even this rise may be an overestimate of crime levels in the city, with the new recording practices taking some time to be fully embedded. This is supported by the fact that Hampshire Constabulary report that the rise in recorded crime has not led to a commensurate rise in calls for service; 999 calls are only up 2% over the previous year's figures, whilst the volume of 101 calls has fallen by 10% over the same period. In fact, Hampshire Constabulary report that the slight rise in 999 call volumes in 2015/16 may be partly attributable to a telephony technical change in October 2015, which increased the emergency services call connection rate from 50% to between 60-65%, resulting in fewer abandoned calls. Furthermore, the independent Crime Survey for England & Wales indicates that, in real terms, crime continues to fall with a 6% fall in the number of incidents against adults for the survey year ending March 2016 compared to the previous year.¹³ In addition, the results from the 2016 City Survey showed that Southampton resident's perception of crime in the city is similar to two years ago (see section 4.6).

Monthly figures since October 2015 may indicate the changes in data recording have been implemented and that the trend data is now beginning to stabilise. However, crime data integrity remains high on the agenda for Hampshire Constabulary; a recent internal audit suggests that performance in crime data integrity (CDI) has dropped slightly in recent months. As a result, monthly reported crime trends should continue to be monitored closely to better understand the impact of recording practice and the 'real' level of crime in the city.

Clearly, additional caution is 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 over the page 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).

¹³ ONS (2016) *Statistical Bulletin: Crime in England and Wales, year ending March 2016* [Online] Available from: <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingmar2016#what-is-happening-to-trends-in-crime>

The rise in recorded crime in Southampton appears to be driven by increases in specific types of crime, with particularly large increases in the volume of violent crime offences recorded over the course of the past year. This pattern is in keeping with trends observed nationally and Force wide. It is likely that these increases are, at least in part, attributable to improvements in crime recording processes and the expansion of the “Violence without injury” sub-category to include 2 additional notifiable offences.¹⁴ Another potential explanation for the rise in recorded violence is an increase in the reporting of domestic abuse and the subsequent recording of these offences by the Police. The number of domestic violent crimes recorded in Southampton has increased by 53% compared to the previous year. Overall, triangulation of recorded crime figures with control room data and information about the crimes types that have increased in volume most rapidly would indicate that recent increases in crime volumes are related to Crime Data Integrity with the exception of some sexual offences.

Figure 4.1.4

Offence Type	2014/15	2015/16	Percentage change 2014/15 to 2015/16	iQuanta Position (of 15 similar CSP)	Sig diff to Eng
Total crime	22,889	27,168	18.7%	1	Y
Violence with injury	2,693	3,626	34.6%	2	Y
Violence without injury	2,870	4,633	61.4%	2	Y
Burglary Dwelling	982	883	-10.1%	10	N
Burglary Non Dwelling	1,539	1,730	12.4%	1	Y
Robbery	269	251	-6.7%	6	N
Theft of a motor vehicle	556	599	7.7%	10	Y
Theft from a motor vehicle	1,045	1,268	21.3%		
Serious sexual offences - rape	276	302	9.4%	2	Y
Serious sexual offences - other	261	371	42.1%		
Hate Crime	441	492	11.6%	N/A	N/A
Domestic Violent Crime	1,573	2,403	52.8%	N/A	N/A
Crimes with domestic flag	1,993	3,086	54.8%	N/A	N/A
Violent Crime with public place flag	2,690	3,331	23.8%	N/A	N/A
Anti-Social Behaviour	12,521	10,653	-14.9%	N/A	N/A
Knife Crime	128	182	42.2%	N/A	N/A
Gun Crime	21	11	-47.6%	N/A	N/A
Alcohol affected crime	1,931	2,164	12.1%	N/A	N/A
Drug Related Violence	55	62	12.7%	N/A	N/A
Threats to kill	115	130	13.0%	N/A	N/A
Missing persons	749	831	10.9%	N/A	N/A
Missing persons occurrences	1,458	1,394	-4.4%	N/A	N/A

Police recorded offences involving the use of knives increased by 42% in Southampton in 2015/16 compared to a 10% increase nationally. Previously this type of offence was not thought to be as

¹⁴ ONS (2016) *Crime in England and Wales- year ending March 2016*, Statistical Bulletin [online]
<http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingmar2016>

prone to changes in recording practices by the Police, although some Forces are now reporting that the general improvement in recording processes may now also be impacting upon this category.¹⁵

It is known from the HMIC report that reporting varies greatly by offence type and underreporting is known to disproportionately impact upon violent crimes, public order crimes and sexual offences. There are other possible reasons for increases in individual crime types, and these will be explored in more detail later in the assessment.

Update on 2014/15 recommendations

Recommendation	2015/16 Update
Hampshire Constabulary ensure that Crime Data Integrity remains high on their agenda for the coming year, applying the Home Office Counting Rules consistently to enable a robust analysis of changing crime patterns and trends going forward	The Constabulary have applied these rules and have seen an improvement in the performance in crime to incident (reduction of missed crimes) and crime classification (reduction of classification errors). There is still some way to go to improve performance in this area with training needs being identified. Improvements are being driven centrally by means of HMIC style audits where errors are identified and fed back to districts. Police continue to look at crime patterns and are looking to develop better data sets for crimes such as Female Genital Mutilation (FGM).

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.
- 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.

¹⁵ ONS (2016) *Crime in England and Wales- year ending March 2016*, Statistical Bulletin [online]
<http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingmar2016>

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 45% were reported to the Police in the year ending March 2016.¹⁶ If similar rates apply in Southampton, then as many as 16,660 crimes of this type may have gone unreported in 2015/16. 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.

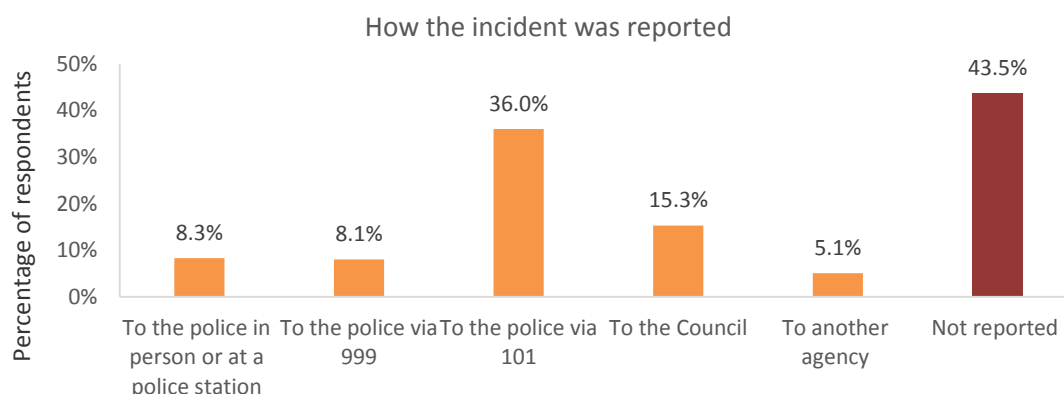
Reporting rates vary widely by the type of offence and are lowest for offences such as vandalism and highest for offences such as theft of a vehicle. This may reflect the victim's perceived seriousness of the offence and practical considerations such as the necessity of obtaining a crime reference number to validate an insurance claim.

The Southampton Community Safety Survey conducted in 2015 reported on the percentage of respondents who were victims of crime and whether the crime was reported to the Police or not (see figure 4.2.1). Of the 372 respondents to the survey who had been a victim of crime or antisocial behaviour in Southampton in the previous 12 months, 162 (43.5%) did not report the incident to the Police. The majority of these unreported incidents were antisocial behaviour (approximately 40%), verbal assault (25%) and damage to property or vehicles (17%).

The main reason given by survey respondents for not reporting incidents to the Police was the belief by the victim that the Police would not have been interested (42% of those who did not report to the Police) or that the Police could not do anything about the incident (28%).

¹⁶ ONS (2016) *Statistical Bulletin: Crime in England and Wales, year ending March 2016* [Online] Available from: <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingmar2016#what-is-happening-to-trends-in-crime>

Figure 4.2.1



Source: Southampton Community Safety Survey 2015

More recently, the 2016 Southampton City survey revealed that three in five (59%) residents agreed that crime was being successfully dealt with in their local area. Although this is an improvement on the results from the 2015 Community Safety Survey (35%), this is likely to be largely explained by methodological differences.¹⁷ Nevertheless, there were still 20% who disagreed; this lack of satisfaction may be linked to a decrease in the likelihood of reporting the crime. See section 4.6 of this report for further information and results from the 2016 City Survey on community safety issues.

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 2014/15 recommendations

Recommendation	2015/16 Update
The Partnership should work to further understand the extent of unreported crime within Southampton and understand barriers to reporting incidents.	<p>The Partnership have focussed on hate crime especially in light of the EU referendum result concerns about the increase in unreported crime. The launch of the 'Pledge' in the Crime week is a good example of how partners have collaborated to communicate a zero tolerance stance towards hate crime in a city known for its diverse population.</p> <p>Domestic abuse has also been a focus for partners in offering support for victims and encouraging reporting of both current and historic offences.</p>

¹⁷ The 2016 City Survey was based on a representative random sample of Southampton residents, whilst the 2015 Community Safety Survey was based on an online self-selecting sample and therefore potentially less representative of the whole population (i.e. potentially those more interested in community safety issues and/or previously affected by crime).

Recommendation	2015/16 Update
The Partnership should 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.	Operation <i>Signature</i> and Operation <i>Liberal</i> are in place to help protect people (especially elderly and vulnerable) against doorstep crime, scams and fraud. Hampshire Constabulary are doing 'train the carer' so 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 understand what might be happening. Other initiatives such as operation <i>Makesafe</i> ensure that awareness is raised with agencies and businesses so that incidents of potential child sexual exploitation can be identified.

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 7,542 offenders were identified from Police systems as having been prosecuted for offences that occurred in Southampton during 2015/16; these offenders were responsible for 12,828 of the 27,168 crimes committed in the city during the period (47.2%). 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 below shows the number of offenders by the number of crimes they were responsible for in 2015/16. The majority of known offenders (71%) 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 (70%). Data from the Ministry of Justice¹⁸ 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 41.6% of recorded crime where an offender was identified (19.6% of total crime). Those committing two or more offences were responsible for the majority of recorded crime in the city in 2015/16.

Figure 4.3.1: Number of offences committed by known offenders in 2015/16

Number of offences	Number of offenders	% of offenders	No. crimes responsible for	% of crime responsible for (where an offender is identified)	% of ALL crime responsible for *
1	5,337	70.8%	5,337	41.6%	19.6%
2	1,191	15.8%	2,382	18.6%	8.8%
3 or 4	636	8.4%	2,108	16.4%	7.8%
5 to 9	289	3.8%	1,837	14.3%	6.8%
10 to 14	65	0.9%	735	5.7%	2.7%
15 or more	24	0.3%	429	3.3%	1.6%
Total	7,542	100.0%	12,828		

* Total of 27,168 crimes recorded in 2015/16

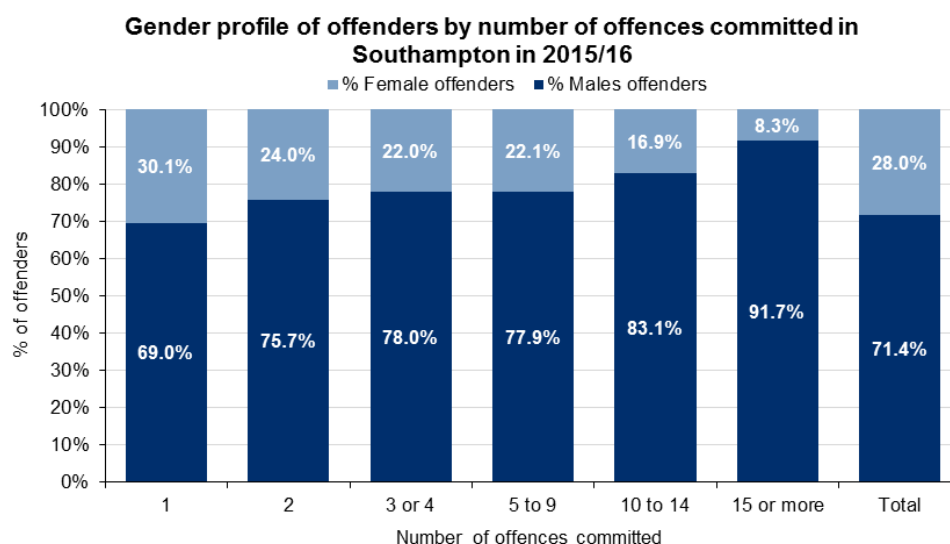
The most prolific offenders committed 15 or more offences (24 individuals). Collectively, these individuals made up 0.3% of identified offenders but were responsible for 429 crimes; 3.3% of recorded crime where an offender was identified (1.6% of total crime). There were 5 offenders who committed over 20 offences in 2015/16, with the most prolific committing 25 offences.

¹⁸ Ministry of Justice (2016) *Criminal Justice Statistics 2015 – England and Wales Statistical Bulletin*. [Online] Available from: <https://www.gov.uk/government/statistics/criminal-justice-system-statistics-quarterly-december-2015>

The impact of very high frequency offenders, those committing 15 or more offences, has fallen considerably in 2015/16, in terms of both offender numbers (which have dropped by over 50%) and the number of crimes committed by this group. The number of crimes committed by these high frequency offenders has fallen from 1,020 crimes in 2014/15 to 429 in 2015/16; a drop of nearly 60%. There were 5 offenders who committed over 30 offences in 2014/15, with the most prolific committing 46 offences. This level of repeat offending was not seen in 2015/16 where the highest number of offences committed by any one individual was 25.

In 2015/16, just under three quarters of offenders were male (71.4%) and a little over a quarter female (28%), a slight fall in the proportion of males and a slight rise in females compared to the previous year (75.8% and 24.1% respectively in 2014/15). However, the proportion of males increases for more prolific offenders; 92% of offenders committing 15 or more offences were male (see figure 4.3.2 below).

Figure 4.3.2

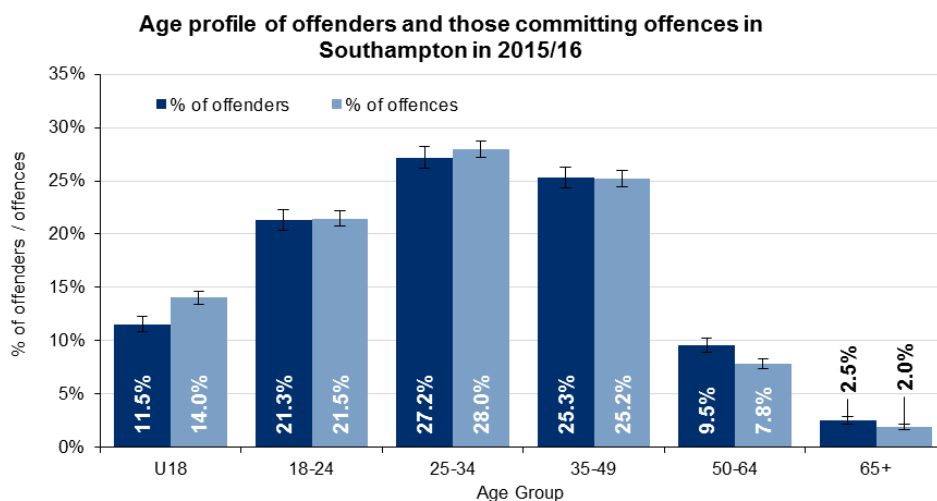


Sources: Hampshire Constabulary. Please note that figures may not add up to 100% as gender was not recorded for all offenders (approx. 0.6%)

Just under half of all offenders are aged between 18 and 34 (48.5%) with slightly more offenders aged 25-34 than those aged 18-24, suggesting a somewhat older profile of offenders than that seen in the previous year. The percentage of offenders aged between 18 and 24 has dropped by 4 percentage points.

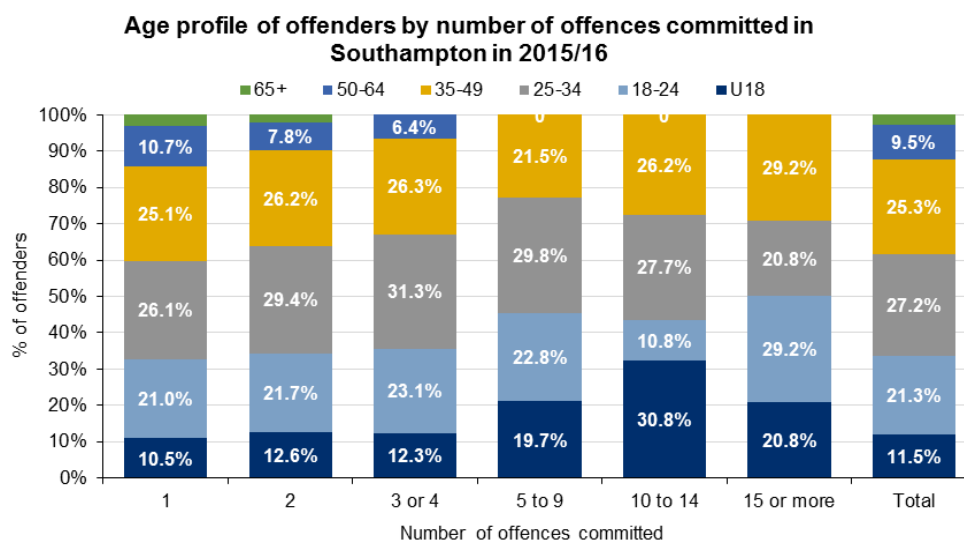
12% of offenders are aged under 18 and 2.5% aged over 65. The age profile for offenders and for offences committed is similar (see figure 4.3.3). Figure 4.3.4 illustrates how the age profile of the more prolific offenders is skewed towards the younger age groups; 50% of offenders committing 15 or more offences during 2015/16 were aged under 24. This is consistent with data analysed in 2014/15.

Figure 4.3.3



Sources: Hampshire Constabulary. Please note that figures may not add up to 100% as age was not recorded for all offenders (approx. 2.6%)

Figure 4.3.4



Sources: Hampshire Constabulary. Please note that figures may not add up to 100% as age was not recorded for all offenders (approx. 2.6%)

Analysis of the 24 most prolific offenders has revealed that:

- All have committed 15 or more offences during the year
- 22 (92%) are male; 2 (8%) are female
- Five are under the age of 18 and are dealt with as young offenders; the majority of offences were criminal damage or vehicle offences.
- The most common offence amongst adults in this group remains theft. Of the 19 adults, 18 had a theft offence recorded in the last twelve months; accounting for 197 crimes (approx. 60% of offences).

- The most common theft offence was shoplifting, this represents a shift from the previous year when burglary was the most frequently committed crime. This offence was committed by 13 of the 19 adults; accounting for 134 crimes (68% of all theft offences).
- The next most common theft offence was vehicle offences. This offence was committed by 6 offenders; accounting for 16 crimes (8% of all theft offences).
- Four 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 (64 offences), criminal damage (22 offences) and public order offences (37 offences). There has been an increase in the number of violent offences committed by this group compared to last year.

4.3.2 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.

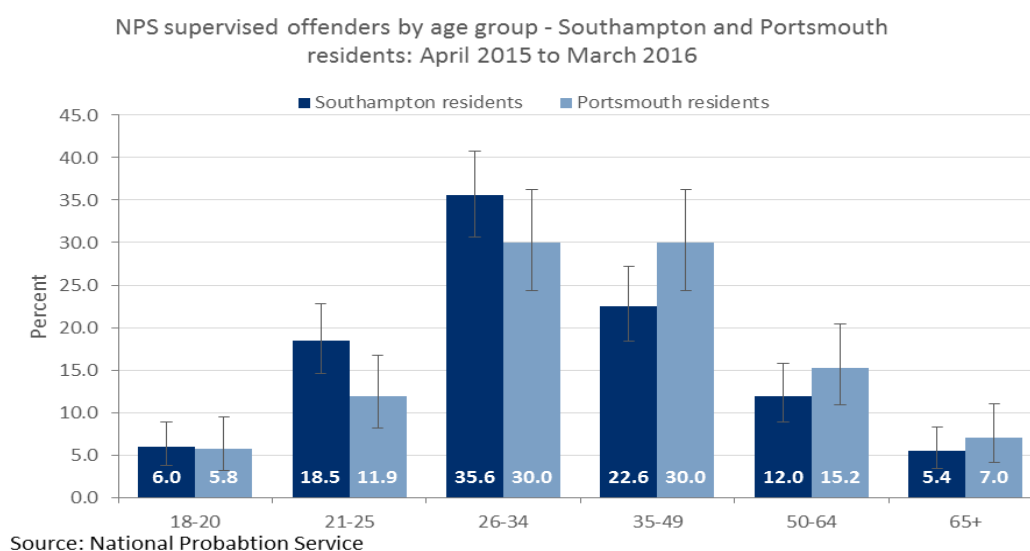
The House of Commons Committee of Public Accounts Inquiry into the implementation of the TR programme has found that progress has been slow and many benefits have not, as yet, been realised. Measures to reduce reoffending and transform services were not having the desired

results. The Ministry of Justice was tasked with completing a range of actions in order to speed up the progress of these reforms, including the resolution of the commercial negotiations with CRCs and to deliver on their commitment to sustain a diverse market of suppliers.

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 also 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. The National Offender Management Service (NOMS) will be working to improve the usability of its case management system to ensure that a functional link can be implemented between NOMS and CRC systems by the end of this year.¹⁹

Of those supervised by the CRC, 86% were male and 14% female. For NPS supervised offenders an even greater proportion are males (93%) compared to females (7%). 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



¹⁹ House of Commons Committee of Public Accounts (2016) *Transforming rehabilitation: Seventeenth Report of Session 2016-17* [Online] Available from:

<http://www.publications.parliament.uk/pa/cm201617/cmselect/cmpubacc/484/484.pdf>

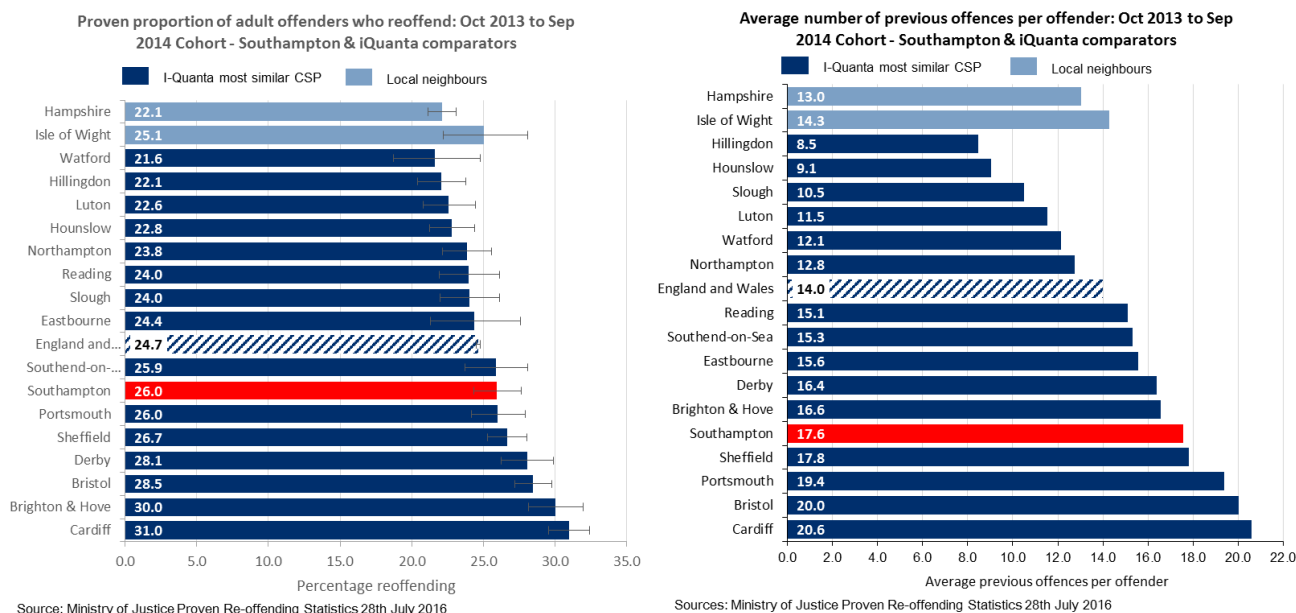
Offences relating to violence were the most common reason for supervision for both NPS (32%) and CRC (35%) offenders. For CRC supervisions, 11% were theft related, 11% for drug offences and 9% for public order offences. For NPS supervisions, 18% were for sexual offences, 13% were for a theft related offence and 2% were for drug offences. These figures are very similar to those recorded for supervised offenders in 2014/15.

4.3.3 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.²⁰ 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). Although future arrangements for measuring reoffending are in development, local data was not available to include in the current strategic assessment. However, data continues to be reported by the Ministry of Justice, which enables us to see the overall trend in proven reoffending in Southampton (although this cannot be attributed back to the NPS or CRC at this time).

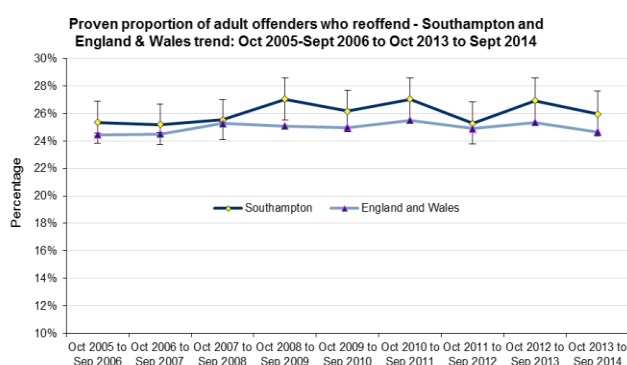
Figure 4.3.6



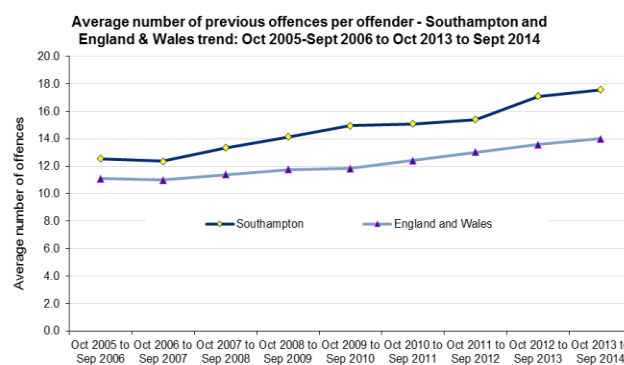
²⁰ Revolving Doors Agency, PCA and PHE (2013) *Balancing Act: Addressing health inequalities among people in contact with the criminal justice system*. [Online] Available from: <http://www.revolving-doors.org.uk/documents/balancing-act/>

Figure 4.3.6 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 custody, received a caution, reprimand, warning or a non-custodial conviction at court between October 2013 and September 2014 and were proven to have reoffended within a one year follow-up. Southampton has the seventh highest reoffending rate (26.0%) amongst its comparator group, although this is not statistically significantly different to the England rate of 24.7%. Southampton also had a higher than average number of previous offences per offender at 17.6 compared to 14.0 for England. However, this is lower than in Cardiff, Bristol and Portsmouth who all had an average of around 20 previous offences per offender.

Figure 4.3.7



Sources: Ministry of Justice Proven Re-offending Statistics 28th July 2016

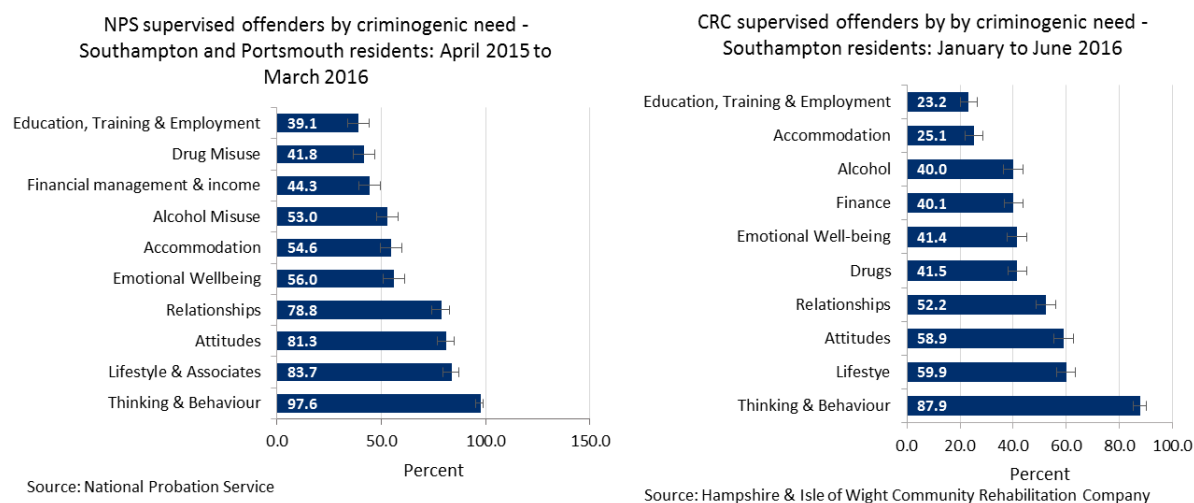


Sources: Ministry of Justice Proven Re-offending Statistics 28th July 2016

Figure 4.3.7 shows the trend in proven reoffending and the average number of previous offences per offender for Southampton and England. There has been a slight fall in the proportion proven to reoffend over the last year (from 26.9% to 26.0%), although this is not a significant change. 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 25-27%), in line with the England average. However, the average number of previous offences per offender has continued to rise from 12.5 to 17.6 over the same period. 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. Measures of reoffending being developed as part of the new performance framework will hopefully account for this in future.

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 4.3.8 shows the criminogenic needs identified for both NPS and CRC supervised offenders, each of which is summarised below.

Figure 4.3.8



Alcohol and drug misuse

Alcohol misuse was a need for 53% of NPS supervised offenders and 40% of CRC supervised offenders, in both instances a fall of around 5% on the previous year's figures. Drug misuse was a need for 42% 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. 85.2% of CRC supervised offenders and 83% of NPS supervised offenders were in settled and suitable accommodation at termination in 2015/16; meaning that between 17% and

14.8% of offenders were not in settled accommodation. This is a slight increase on the figures recorded for the previous year. 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).²¹ This is a particular issue for NPS supervised offenders, where over 50% were identified to have a criminogenic need linked to accommodation. There is a continued need 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 39.1% of NPS and 23.2% of CRC offenders, whilst at termination 68.8% of CRC and 49% of NPS supervised offenders 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 figure for supervised offenders in employment represents a ten percentage point fall for those supervised by NPS, 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 35% 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

78.8% and 52.2% of NPS and CRC supervised offenders respectively were found to have issues with relationships linked to their offending behaviour. The level of this need has remained steady in offenders supervised by CRC at around 52% but this proportion of NPS who have this need identified as increased by nearly seven percentage points. This type of need relates to domestic violence and abuse (DVA), 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 DVA and NPS staff also deliver a one-to-one intervention for those deemed unsuitable for the accredited programme. Interventions to address the management of social networks, parenting issues and developing appropriate adult relationships are patchy across the county, and the NPS feel that closer working with Southampton City Council (e.g. Families Matter) is still needed.

²¹ 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/>

Mental health

56% of NPS and 41.4% 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).²² 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.²³

Offender views

A national survey of offenders managed by the NPS was carried out in January 2015. Findings covering the South West and South Central Division indicated that:

- Feedback on probation staff was largely positive with 97% agreeing that probation staff are 'fair'.
- Just over three-quarters (76%) of respondents stated that Probation had given them 'new opportunities for the future'.
- 85% stated that they had learnt new skills, and had improved their social skills whilst on probation.
- The majority (88%) agreed that probation had made them a 'better person'.
- The vast majority (94%) stated that they were less likely to re-offend because of Probation involvement.
- Housing (27%) and employment (26%) were the main two areas where help was requested.

²² Centre for Mental Health (2012) *Briefing 45: Probation and Mental Health*

²³ 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>

Update on 2014/15 recommendations

Recommendation	2015/16 Update
The Partnership should continue to work with the National Probation Service and Purple Futures (CRC) following the Transforming Rehabilitation Programme to ensure a stable transition of Probation Services to meet new national policies and processes.	<p>The operational separation of the NPS and CRC is complete and the NPS is now working to new national policies and processes. The CRC is in the process of finalising its moves into new accommodations but this will not affect Southampton as both organisations remain within the offices at Town Quay. The final part of the separation will occur in 2017, when the CRC will move from the Ministry of Justice IT systems to a new case management system.</p> <p>NPS assesses offenders pre-sentence and proposes sentencing options to the Courts. An option for eligible offenders is to attend the Building Better Relationships Programme, which is an accredited group work programme for male offenders. If the Court follows the proposal the Court will mandate attendance via a Requirement of Community Order or Suspended Sentence Order. The CRC delivers the actual programme to offenders managed in the community by the NPS and CRC. Offenders who are sentenced to custody may complete a DA programme in prison or be referred to complete a programme during post custody supervision.</p>
Partnership working is required to address the current issues in probation and data reporting. 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.	<p>Payment by results (specific to reduced reoffending rates) forms part of the contract between the Ministry of Justice and the CRC. The CRC does not expect to receive validated data on its success at reducing reoffending until towards the end of 2017. Thereafter it will receive regular information from the MoJ on this aspect of the contract and would be able to provide data to the partnership as appropriate.</p> <p>NPS data is not yet at a stage to produce reoffending / reconviction rates.</p>
Following recent major changes to both Probation and Substance Misuse Services, strong partnership working is required to ensure offenders with substance and alcohol misuse and other health issues related to their offending, continue to be able to access the services they need.	The development of an alcohol strategy and the drugs strategy will act to address this issue. Both probation organisations will be invited to be part of the development of these documents.
The Partnership need 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.	The Prince's Trust Team and 'Get Started' programmes target long-term unemployed, educational underachievers, ex-offenders and care leavers. The Prince's Trust are reporting on the number of offenders using this programme to improve their outcomes. There were 2 programmes in 2016 with 25 learners, of which 96% achieved qualifications, although further information is needed on the number that were offenders. Work is ongoing with the Trust to address this.

Recommendation	2015/16 Update
A range of interventions are available through Probation Services and other partners designed to address issues faced by offenders. However, more information is needed on successful completions and if these can be linked to reduced reoffending. Partners will need to share data in order to develop this evidence base and to achieve the best possible outcomes.	Later in 2017, the CRC hopes to be able to link data from reoffending rates to information within the new case management system and provide an enhanced level of information to partners. The CRC already holds data on successful completions, which may be useful to the partnership in the future. NPS data is not yet at a stage to produce reoffending / reconviction rates.

Recommendations

- 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.
- The Partnership should ensure that there are appropriate referral routes in place to programmes for perpetrators of domestic abuse.
- 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.
- 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.
- 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.

4.4 Young People at Risk and Youth Offending

4.4.1 Vulnerable Young People

Southampton has a relatively young age profile, with more children aged 0-14 (42,419) than people aged 65+ (33,703).²⁴ 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 6.4% 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.²⁵ The likelihood 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 explain the relationship between education and crime.²⁶

Figure 4.4.1 shows the proportion of Southampton pupils excluded and persistently absent as well as the proportion attaining 5+ A-Cs (including English & Maths) at GCSE compared to comparator areas. The city has the third highest persistent absence rate amongst its Children's Services statistical neighbours; significantly higher than the national average. Based on provisional figures, Southampton continues to have the fourth lowest GCSE attainment rate in 2015/16 amongst its Children's Services statistical neighbours at 50.9% compared to the England average of 52.8%. This is a slight improvement on the previous year. The percentage of 16-18 year olds Not in Education, Employment or Training (NEET) has fallen from 7.4% in 2011 to 4.7% in 2015, although the percentage in NEET in Southampton is still slightly higher than the NEET percentage for England (4.2%).

Mental health issues can impact on 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.²⁷

²⁴ Hampshire County Council – 2015-Based Small Area Population Forecasts (SAPF)

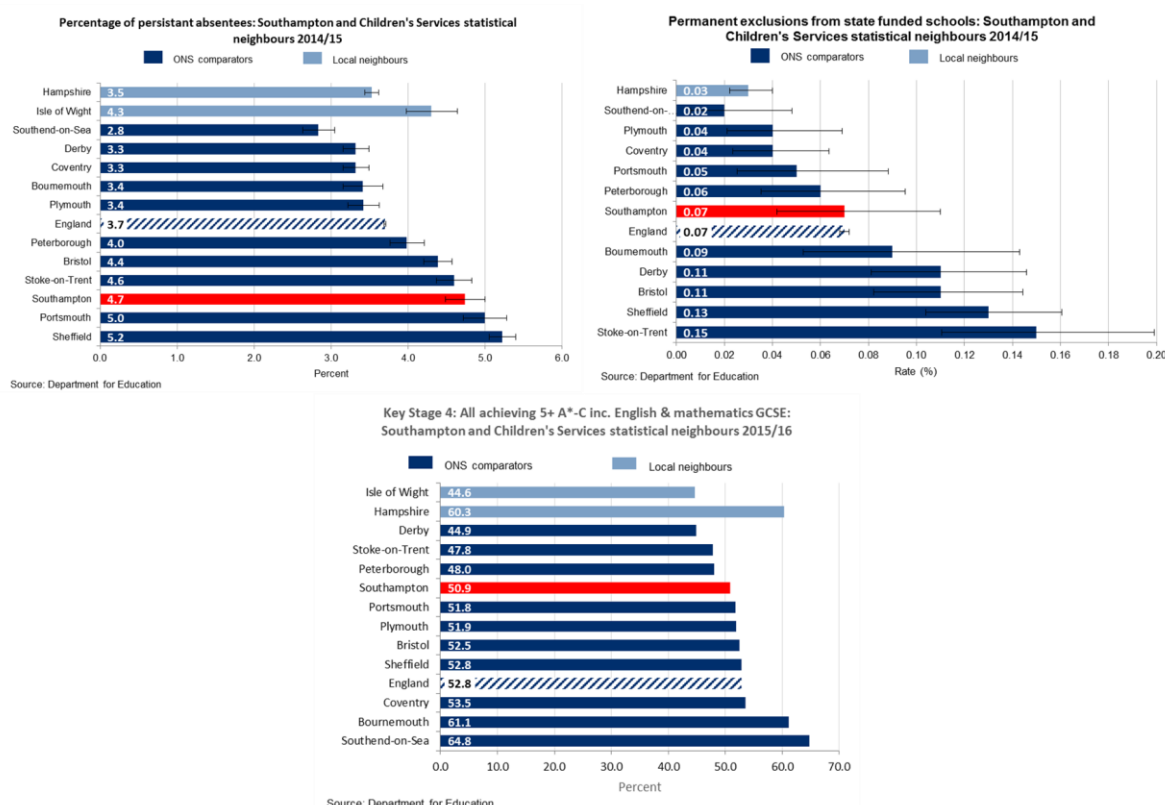
²⁵ Youth Justice Board (2005) *Role of risk and protective factors*. [Online] Available from:
<http://yjbpublishings.justice.gov.uk>

²⁶ Machin, S et al (2011) *The crime reducing effect of education*. The Economic Journal, 121 (552) pp 463-484

²⁷ Green et al (2005) *Mental Health of Children and Young People in Britain*. [Online] Available from
<http://www.hscic.gov.uk/pubs/mentalhealth04>

The rate of child admissions (0-17 years) for mental health conditions in Southampton was 90.6 per 100,000 population in 2014/15, which although lower than the previous year (116.9) was still higher than the England average of 87.4 per 100,000. Hospital admission rates for self-harm amongst 10-24 year olds were also significantly higher in Southampton at 487.0 per 100,000 population, compared to the average of 398.8 over the same period.²⁸

Figure 4.4.1



A pupil survey conducted in Southampton in 2012 asked a number of questions to Year 4, 6, 9 and 11 pupils pertaining to mental health and resilience. A total of 26.8% of pupils reported being bullied at or near school within a 12 month period. Pupils were also asked if they had been afraid of going to school in the last year due to bullying in an attempt to get some measure of seriousness. Interestingly, more pupils reported being afraid of bullying (28.3%) than reported being bullied. This may suggest that bullying is an issue that children in Southampton worry about, even if they have not experienced it themselves. Figure 4.4.2 shows how a higher proportion of younger children and girls reported being afraid to go to school because of bullying.

²⁸ 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>

Figure 4.4.2

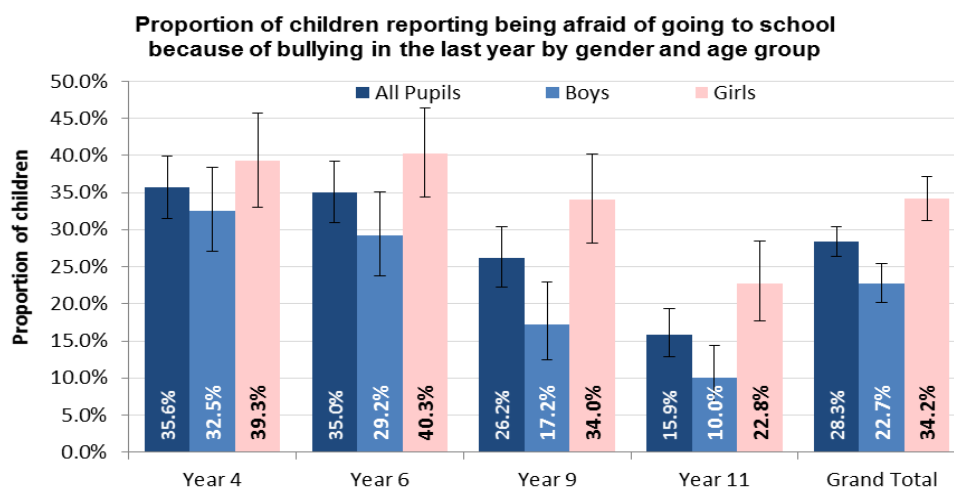
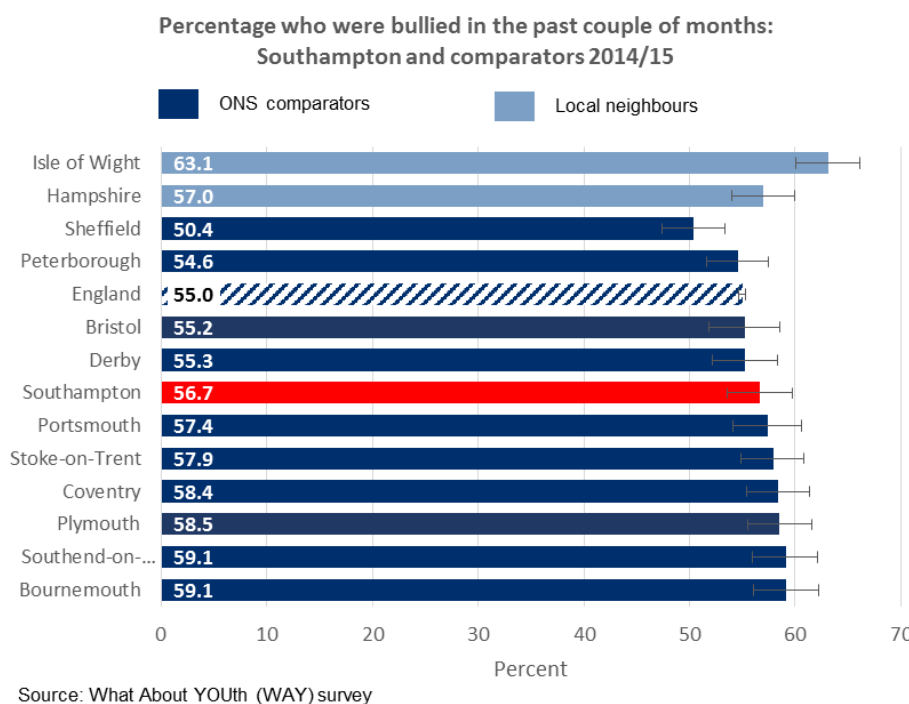


Figure 4.4.3



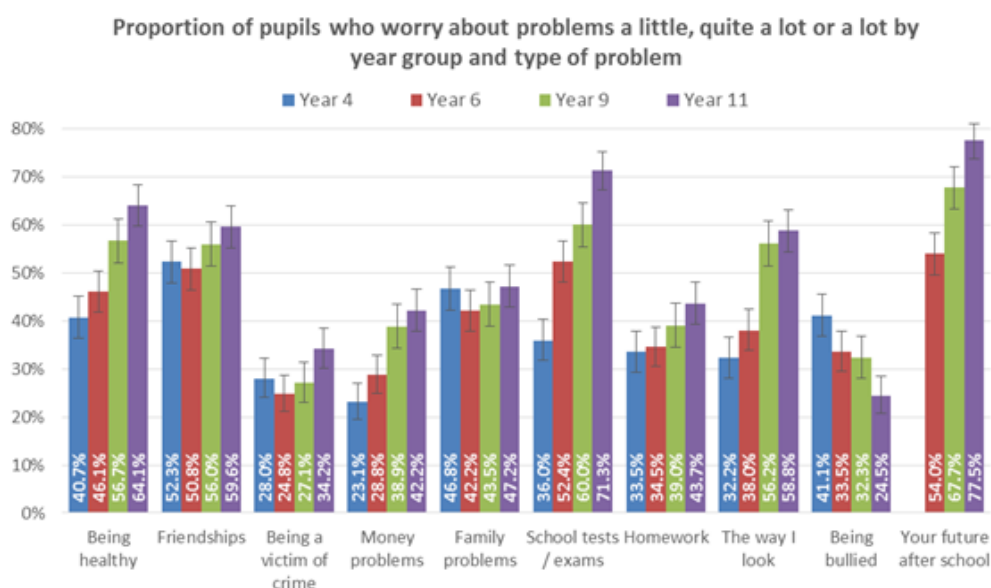
Recent data collected as part of the national 2014 *What About YOUTH?* (WAY) Survey had a higher proportion of children reporting being bullied; 56.7% of 15 year olds in Southampton reported being bullied during the months prior to the survey, which was similar to the England average of 55% (see figure 4.4.3).²⁹ This bullying includes physical bullying such as pushing or shoving, verbal bullying such as telling lies about somebody or spreading rumours and cyber bullying such as emails or postings on websites. Interestingly only 9% of respondents said that they had bullied somebody in

²⁹ Public Health England (2015) *What About YOUTH? Survey Fingertips Tool*. [Online] available from: <https://fingertips.phe.org.uk/profile/what-about-youth>

the past couple of months (compared to 10% in England). This may be that one person is bullying a lot of children, fewer people admit to bullying than being bullied or that people do not recognise their behaviour as bullying.

The Southampton 2012 pupil survey also asked how frequently pupils worried about various problems ranging from friendships and homework, to money problems and being healthy. Figure 4.4.4 shows a summary of the proportion of pupils who reported worrying a little, quite a lot or a lot about various problems by year group. Generally speaking, the proportion of pupils worrying about most problems increased with age, the exception being bullying with significantly fewer Year 11 pupils worrying about this (24.5%) compared with pupils in Year 4 (41.1%). The largest increases (between Year 4 and Year 11) were found in those worrying about 'school tests/exams' (36.0% vs 71.3%), 'the way I look' (32.2% vs 58.8%) and 'being healthy' (40.7% vs 64.1%). The majority of pupils from years 4, 6 and 11 reported worrying at least a little about their 'future after school'. This question was not asked for Year 4 pupils. A third of Year 11 pupils worried about being a victim of crime, whilst 42.2% reported worrying about money.

Figure 4.4.4



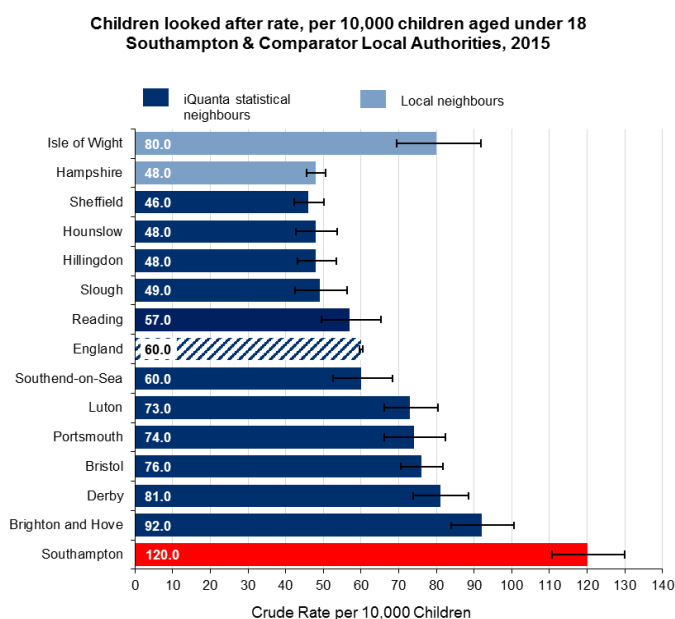
Nearly half of all pupils reported worrying about family problems. Indeed, family and parental issues may also have a big impact on young people. Where a parent is a problem drug user, children may experience uncertainty and chaos, witnessing drug use, exposure to criminal activities such as drug dealing or shoplifting, disruption of their education, isolation and fear, possible negligence or abuse and having to act as carers for their parents and younger siblings. A government review estimated that 2-3% of young people aged under 16 may have a drug using parent,³⁰ which could equate to

³⁰ Advisory Council on the Misuse of Drugs (2011) *Hidden Harm: Report on children of drug users*. [Online] Available from: <https://www.gov.uk/government/publications/amcd-inquiry-hidden-harm-report-on-children-of-drug-users>

between 940 and 1,410 children in Southampton.³¹ There is also an overlap for children whose parents misuse alcohol, have a mental illness, are in an abusive relationship or a combination of these, with young people experiencing many of the same issues. The Southampton Young Carers Service provided by Southampton Voluntary Services (SVS) report that many of the young people they work with experience a number of these problems, particularly with regards to drug abuse and mental health issues. SVS are working to encourage a greater number of referrals from drug and adult mental health services in the city.

Many of these issues are factors in children becoming looked after. Looked after children 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.

Figure 4.4.5



Source: Local Authority Interactive Tool

Southampton has a Looked After Children (LAC) rate of 120 per 10,000 children aged under 18; twice as high as the England average of 60 per 10,000, and the highest amongst its statistical neighbours (see figure 4.4.5). The high rates of LAC has been an ongoing trend since 2007/08 and has continued to rise steadily (15% rise in the last year) compared to a national rate, which has remained quite stable. While the high number in Southampton provides assurance that thresholds for ensuring children are safe are being applied, there are concerns in relation to the length of time taken to ensure permanent safe arrangements are made. The outcomes for children that become looked

³¹ Based on Hampshire County Council 2015-Based Small Area Population Forecasts (SAPF)

after are poorer than the general population, and this can be exacerbated if the turnaround time to ensure safe resettlement is long.

The Southampton Families Matter programme works with families experiencing multiple and complex problems and sometimes causing problems for others. Families Matter is the local name given to the national Troubled Families Programme. This programme, which is funded by government through a Payment-By-Results (PBR) scheme, aims to provide intensive support to families with multiple and complex needs. The core approach is to provide intensive support to 'turn around' families that cost public services the most. The initial phase of the programme focused on reducing poor attendance at school and exclusions, youth offending and worklessness. In this programme, Southampton did very well and met the 3 year target to turn around 685 families by October 2014. The second phase expands the focus to include adult offending and domestic violence and abuse; as well as children who need help and health outcomes. In addition the focus on employment is strengthened with a mandatory requirement to make 'progress to work' in every family that claims out of work benefits. Southampton has a target to turnaround 2,200 families by 2020; to date (October 2016) 274 families have received support with 1,065 families engaged on an ongoing basis since April 2014.

April 2016 marked the introduction of three new locality areas for Families Matter (West, Central and East), aligned to Sure Start Children's Centres and Solent NHS Services. In addition, following a restructure of Children and Family Services in Southampton City Council, Families Matter and Sure Start Children's Centres were moved into the Education and Early Years team in September 2016 to support closer alignment with schools. Education Welfare and the Youth Offending Service (YOS) moved into a single service with Families Matter and Sure Start and a new Prevention and Early Help outcomes framework has been agreed to support an overarching Children and Young People Strategy, which is currently being developed.

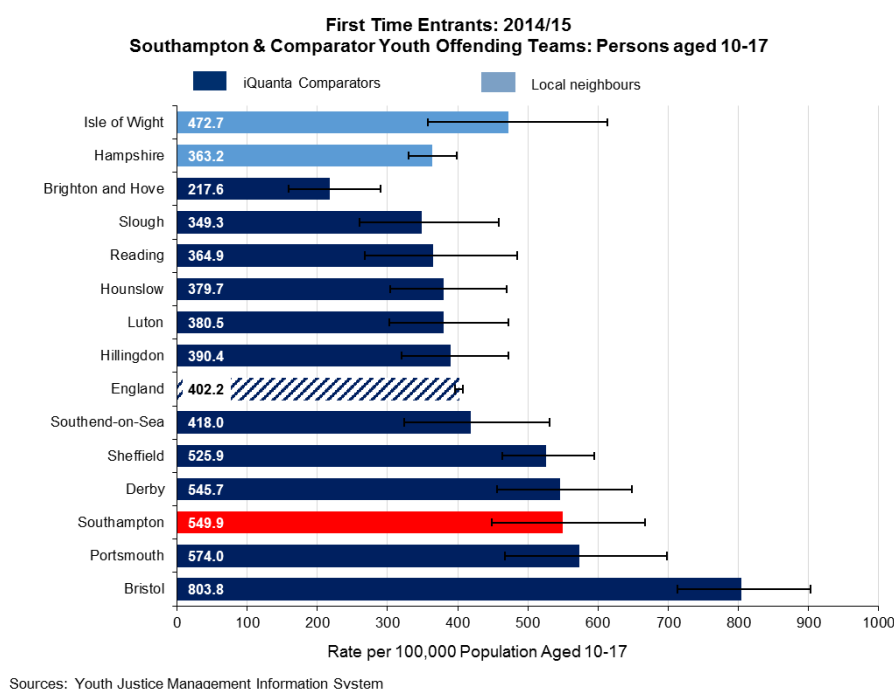
In 2016, the Families Matter programme has placed a greater emphasis on using agency data to identify families who might benefit from support. This includes working closely with Housing Services to identify families affected by the Benefits Cap and the introduction of Universal Credit; attendance at Community Tasking and Co-ordination Groups to identify 'at risk' families who would benefit from support and exploring opportunities to intervene and divert young people aged 19-25 from the criminal justice system. It is anticipated that from early 2017, Police, housing providers and other partners will be able to refer direct to Families Matter.

4.4.2 Young Offenders

First time entrants

First-time entrants into the youth justice system in Southampton are falling; the latest published data shows that between 2012/13 and 2014/15 there was a 48.6% reduction in the rate of first time entrants. This is mainly due to the success of the Joint Decision Making Pilot, which is a scheme in partnership with Hampshire Constabulary to divert young people from the criminal justice system and to engage them in robust early help intervention.

Figure 4.4.6



Nonetheless, as figure 4.4.6 illustrates, rates of first-time entrants remain high in the city when compared to similar areas. Southampton has a rate significantly higher than the England average, and is higher than all comparator areas other than Bristol and Portsmouth. The Southampton Youth Offending Service (YOS) Manager and arbitrating inspector regularly review Joint Decision Making Panel decisions and also track the number of first youth cautions administered by Police. Local YOS data also shows a decrease in first youth cautions from 63 in 2014/15 to 38 in 2015/16. The YOS Youth Justice Strategic Report (2016) has identified the following actions for further improvement:

- Tracking re-offending for young people who do not comply with YCRs (30% re-offending rate) and then implement a targeted approach using YOS Police Officer
- Reviewing Joint Decision Making processes to explicitly identify Missing Exploited and Trafficked (MET), Child Sexual Exploitation (CSE) and Serious Youth Crime as core issues
- Identifying Looked After Children (LAC) as a priority group

- Maintain and develop health contribution to the Joint Decision Making Panel (through the Liaison and Diversion Service)
- Continuing management case reviews to identify areas of further improvement
- Working with schools through the Restorative Practice in Schools Project to support prevention work based on restorative principles.

Young offenders in custody

The rates of young offenders in custody shows a similar trend to first time entrants. The custody rate has reduced, but remains high when compared to local, national and comparator areas. The YOS has undertaken a review of 18 custodial sentences and identified that one of the principle drivers for custody is lack of compliance by young people with multiple, complex needs. This is reflected in the recommendations made in the Youth Justice Strategic Report (2016):

- Convening a weekly pre-sentence report panel, to ensure that the full YOS Management Team review, support and where appropriate constructively challenge sentencing proposals that will go before the Court
- Exploring the opportunity for a problem-solving court approach to young people who are at high risk of custody
- Better understanding the complex needs of our custody cohort through their identification as a priority group in a refreshed Health Needs of Young Offenders which will feed into the Southampton Joint Strategic Needs Assessment (JSNA)

Youth reoffending

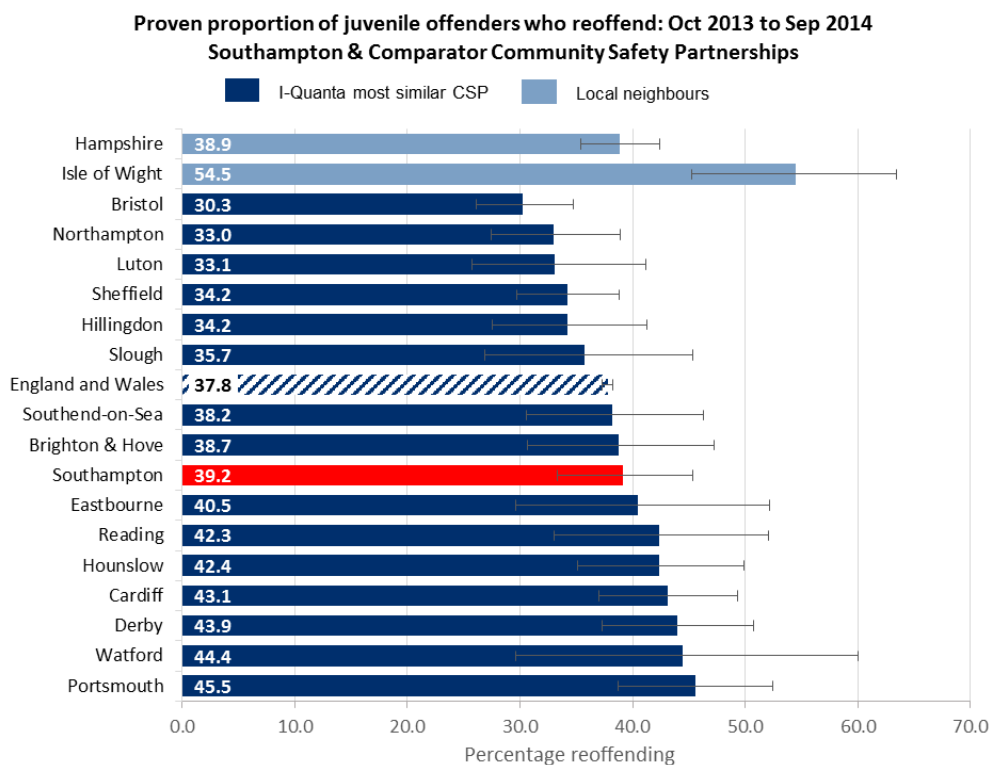
Despite the comparatively high levels of first time entrants and those in custody, the 2014/15 Strategic Assessment illustrated how the proven re-offending rate amongst young offenders in Southampton was amongst the lowest of our comparator group and lower than the rate for England. This was following a significant fall in reoffending rate from 48.6% in the October 2010 to September 2011 review period, to 33.8% in the October 2012 to September 2013 review period. Unfortunately, the latest proven reoffending data from the Ministry of Justice shows that, in the period October 2013 to September 2014, the reoffending rate increased once more to 39.2%, and is again above the England average of 37.8%; although this difference is not statistically significant. This is illustrated in figures 4.4.7 and 4.4.8.

However, it should be noted that in real terms, the number of reoffenders has fallen from 148 to 105 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 170 in the last year alone, which is almost a 40% reduction.³² Those offenders remaining in the system / cohort have multiple and much more complex needs, requiring more specialist interventions. This may go some way to explaining the latest increase in the re-offending rate. In addition, the average number of re-offences has remained fairly consistent over the period (see

³² Based on the latest published MoJ proven re-offending data

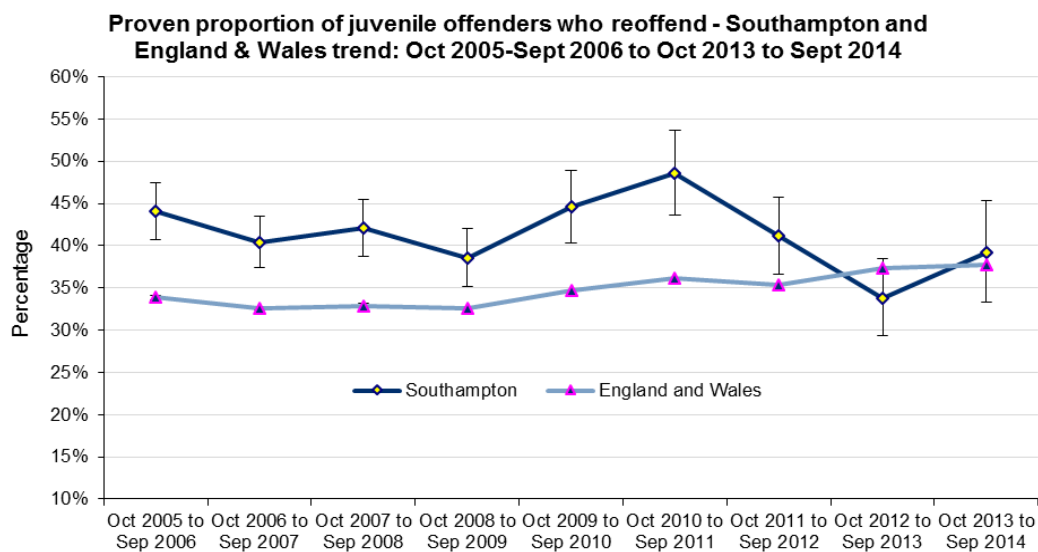
figure 4.4.9), suggesting that re-offenders are no more prolific in their offending despite the rise in the reoffending rate.

Figure 4.4.7



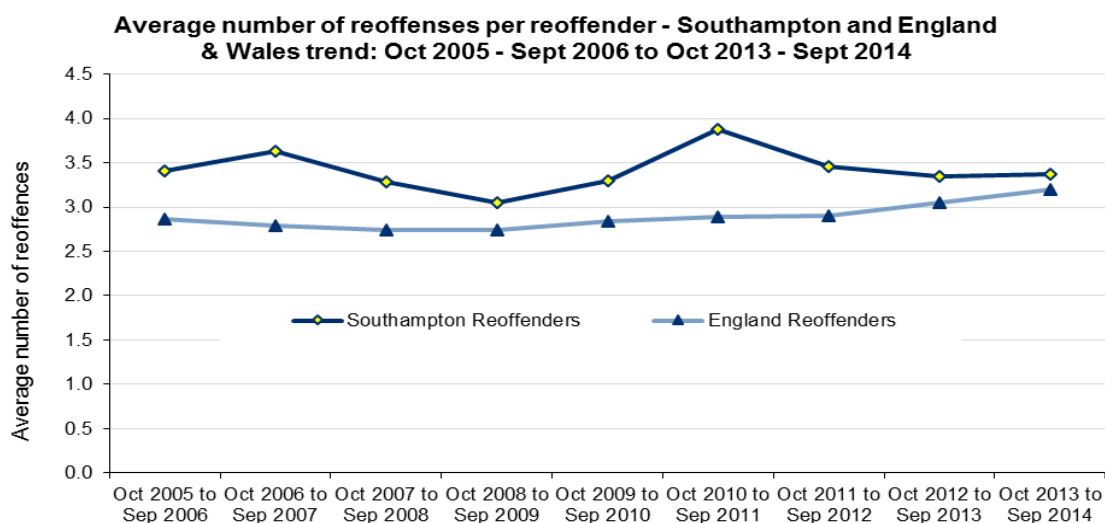
Source: Ministry of Justice Proven Re-offending Statistics 28 July 2016

Figure 4.4.8



Source: Ministry of Justice Proven Re-offending Statistics 28th July 2016

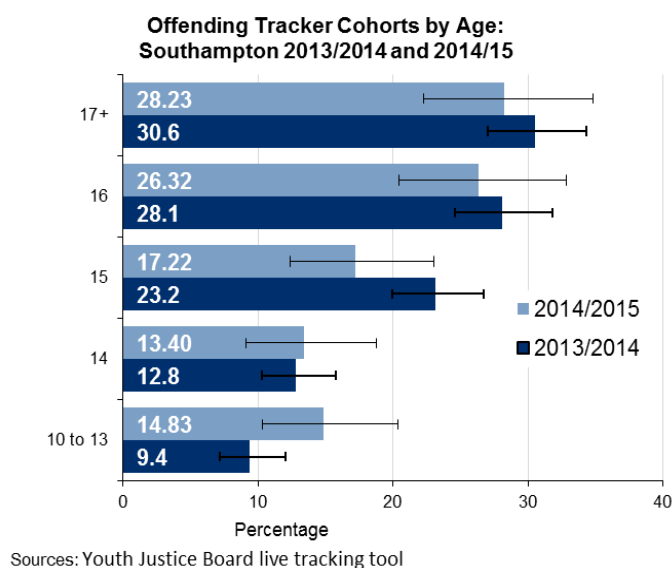
Figure 4.4.9



Source: Ministry of Justice Proven Re-offending Statistics 28th July 2016

In 2015/16, the Southampton Youth Offending Service used the Youth Justice Board 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 2014 to March 2015 and then looking at any re-offending over the following year. Within this cohort of 209 young people, 78 (63 male and 15 female) re-offended; a re-offending rate of 37.3% which is similar to the proven reoffending data published by the Ministry of Justice. From the live tracking tool, it is also possible to gain an understanding of the profile of young offenders. The vast majority are male (85%) and from a white ethnic group (86%). Figure 4.4.10 presents the cohort breakdown by age and shows that approximately a third are aged 17+ with 15% aged 10-13, an increase from the previous year.

Figure 4.4.10



The YOS continue to work closely with the Youth Justice Board to analyse local re-offending data; it has been agreed that additional analytical support from the Youth Justice Board will be employed to focus on offending by key groups: the 10–13 years, Priority Young People and First Tier cohorts. Southampton's Reducing Re-offending Plan outlines what is currently being done to reduce youth re-offending in Southampton. Youth Court Magistrates will become key partners at the YOS Management Board and there will be increased scrutiny of sentencing recommendations for youths at risk of custody. For the *Priority Young People* cohort, the YOS are working to an increased level of intervention; supported by a *Team Around the Family* approach. This cohort is set each April and tracked for two years. Figure 4.4.11 shows the success the YOS have had in reducing the number of these offenders that go on to reoffend and in the number of offences they commit (convictions) over the two year intervention period. Data is shown for both the 2014/15 and 2015/16 cohorts; the numbers in brackets show the cumulative percentage reduction in offenders and convictions for each cohort since baseline (12 months prior to inclusion in the cohort).

Figure 4.4.11

Cohort	Baseline (12 months prior to inclusion)		1 year follow-up		2nd year follow-up	
	No. Offenders	No. Convictions	No. Offenders	No. Convictions	No. Offenders	No. Convictions
2014/15 Cohort	29	43	17 (-41%)	33 (-23%)	10 (-66%)	18 (-58%)
2015/16 Cohort	19	53	10 (-47%)	19 (-64%)	N/A	N/A

YOS also now have *Families Matter* and *Early Help* resources in place to increase levels of engagement with this group, with three Families Matter workers aligned to the YOS team. Referrals into the Families Matter programme will be made directly from the Joint Decision Making Panel; ensuring robust interventions for young people and families who need the most help.

The YOS Youth Justice Strategic Report (2016) has identified the following actions for maintaining good performance:

- Continue to identify, monitor and respond in partnership to deter offending by Priority Young People in Southampton.
- Work in partnership with Families Matter Workers to support early intervention work with the 10 – 13 years cohort.
- Undertake data analysis to identify < 10 year olds at most risk of offending to inform Families Matter interventions.
- Focus resource to reduce offending by Southampton looked after children.
- Review and implement the Southampton Serious Youth Crime Prevention Plan.
- Explore opportunities for joint decision making for young adults (18 year olds).

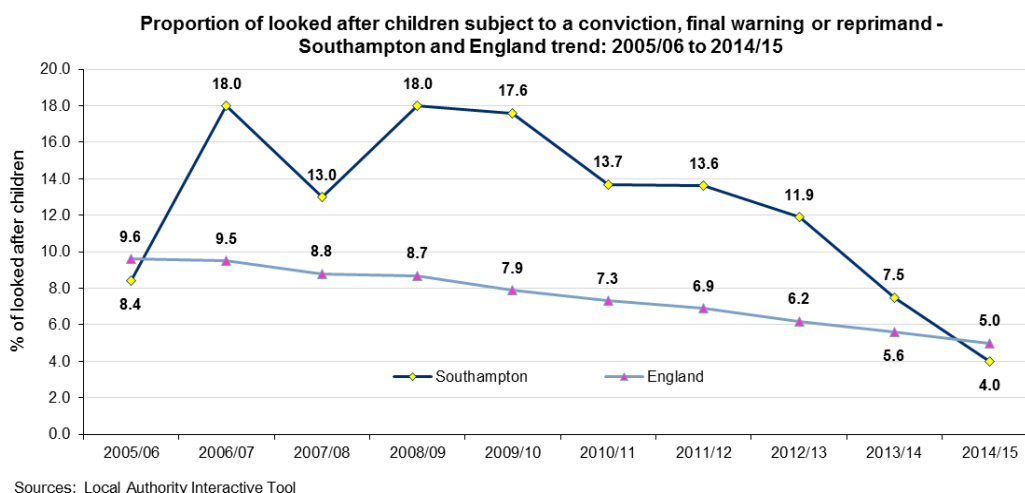
Youth Community Resolution

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 offer to ensure that they get the support and supervision that they require. During 2015/16 there were 128 YCRs in Southampton, 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 an average age of 14.5 years. In 2015/16, the majority of offenders that received a YCR had committed an offence relating to theft (31%), followed by criminal damage (27%) and then assault (27%).

Looked after children

The proportion of looked after children (LAC) living in the city and who are subject to a conviction, final warning or reprimand has fallen in Southampton from 18.0% in 2008/09 to 4.0% in 2014/15 (see figure 4.4.12); below the England average of 5.0% for the first time since 2005/06. Whilst this is a measure of success working with a priority group, the YOS Management Board is aware that those children accommodated outside of the Southampton area may not benefit from comparable joint decision making arrangements. In addition, Southampton YOS Youth Justice Strategic Report (2016) estimates that the rate is likely to increase by 1% in 2015/16.

Figure 4.4.12



A plan to improve offending outcomes for LAC was presented to Southampton's Corporate Parenting Board in June 2016. Three core areas are covered in this plan: appropriate use of diversion; engagement with residential provision in and out of the city, alongside out of area YOTs for appropriate cases; adherence to Police and Criminal Evidence Act requirements for alternative accommodation. The YOS Youth Justice Strategic Report (2016) has identified the following actions for improvement:

- Southampton is a signatory for both the SE Regional and Hampshire Reducing Offending by LAC protocols.
- The Southampton Corporate Parenting Board has oversight of offending and re-offending by LAC.
- Offending and re-offending by LAC are reviewed on a quarterly basis by the YOS Management Board. Data includes: outcomes for young people (statutory and diversion), offending trends and live tracker data.
- LAC are identified as a priority group in Southampton's joint decision making (diversion arrangements).
- Specific resources have been allocated to Looked after Children who offend (YOS social worker, group work provision).

Suitability of accommodation

The suitability of accommodation for young offenders at the end of YOS interventions has improved from 93.9% in 2013/14 to 95.8% in 2015/16. Despite this, quarterly data for 2015/16 shows a steady fall throughout the year (92.9% in quarter 4); as a result, this is being monitored by the board. There is management review of cases where accommodation is unsuitable and Southampton City Council involvement is checked. Similarly, the YOS Manager updates the Board on any young people released from custody in a quarter and the suitability of the accommodation that they were released into.

Education, employment and training

Improving the education, employment and training engagement amongst young offenders is also an important area for YOS. Engagement has gradually increased over the past four years from 49.1% in 2012/13 to 68.6% in 2015/16; with a 4.2% increase in the last year. School age engagement has influenced this improving trend, with above school age engagement showing a decreasing trend in 2015/16; this was influenced by capacity issues in both the Wheatsheaf programme and City Deal. There are a number of approaches now in place to support further progression in this area for young people who offend, including:

- Working with partners to review our Education Pathway and panel arrangements to ensure that they are effective.
- Ensuring that City Deal and Wheatsheaf Trust opportunities are actively promoted for young people.
- Embedding Youth Achievement Awards as a key component of YOS intervention.
- Exploring opportunities to extend the reach of the Restorative Practice in Schools Project.
- Exploring opportunities to develop the accredited arts provision.

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 over 55 interviews and scrutinising 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 last year
- 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. 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.

Health needs of young offenders

In September 2016, the Southampton Youth Offending Service (YOS) published a report looking at the health needs of young offenders in Southampton. The main findings of the report were as follows:

- **Physical health:** The young people in the study generally reported not having physical health problems and although there were some areas where the majority had poor health practices (specifically fruit and vegetable intake, time spent on devices and smoking), there were also areas where the majority had good health practices (such as dental health, physical activity and absence of drug use). The majority (92%) of young people were happy with their general physical health and/or access to health services. However, due to the complexity of the needs of the most prolific young offenders in the service, it is important that YOS provide health support and the introduction a Health Navigator will aid this.
- **Mental Health:** There was more concern around mental health for the young people in the study, with the majority reporting regularly experiencing mental health problems / symptoms. However, the occurrence of this does not usually interfere with their daily lives. Although only half of the young people in the study believed that their emotional and mental health needs were being met, 78% of young people were happy with their general mental health and/or access to mental health services.
- **Learning about health:** School was the most reported source of information for learning about health (127 times in total) and parents / caregivers also featured heavily in the acquisition of health knowledge (94 times in total). Media, friends and the internet were moderately featured (53 times, 37 times and 36 times respectively) whilst religion / other beliefs was the least influential in the young people's learning about health (just 2 times in total). YOS and other criminal justice agencies (the Police and young offender institutions) were given as examples of 'Other' sources of information alongside "football" and developing own learning ('Other' appeared 17 times in total).
- **Seeking advice for health:** Health services were most commonly identified as places the young people would go for advice (appearing 132 times in total) and parent(s)/caregiver(s) also featured heavily as a source of advice (96 times in total). The internet was the third most popular place to seek advice on health but did not feature as heavily as the first two (48 times in total). Friends and school nurses were sometimes identified as sources of advice (appearing 23 times and 18 times respectively) and 'Other family' and teachers were the least likely to be identified as sources of advice on health (both appearing 10 times in total). The 'Other' option was only credited 8 times and examples included YOS and shops as places young people would go for advice on health issues.

Local priorities arising from this report are:

- Developing the understanding that better access to continuity of care through the offender journey, and integrated delivery of services, can help reduce offending and re-offending, benefiting the health and wellbeing of the wider local community. This should include when a young person is discharged from young offender services.
- Building on relationships that already exist at a local level between health and youth justice services.
- Capitalising on the detailed insight that YOS and health professionals often have into the individual health and social care needs of people in contact with the YJS.
- Developing evidence-based interventions that produce the most effective and cost-effective health and wellbeing outcomes for offenders and those at risk of offending or re-offending at the local population level.
- Considering that the YOS has highly trained and experienced staff actively involved in a wide range of physical and mental health, substance misuse and social care work.

Service user perspectives

Young offender's feedback is reported to the YOS Management Board on a quarterly basis. Key themes that have been explored this year are: management of diversity needs, quality of communication and information sharing with young people, approaches to promoting compliance and enforcement. Additionally, the service participated in the Her Majesty's Inspectorate of Probation (HMIP) young people's survey. 78 young people from Southampton engaged in the online questionnaire in 2015 / 16. A full review of the data will be undertaken in 2016 / 17. However, headline information is included below:

- There was a comparatively high level of young people who didn't or only partly understood their supervision plan (25% compared to 10% nationally). The service developed the 'My Plan' tool last year to address this. The use of the tool with young people should therefore be monitored.
- More positively, slightly more young people in Southampton felt that they had been consulted on the reasons they offended (98%), compared to the national average (96%).
- There were also fewer young people who thought there were barriers to engaging with the Youth Offending Team (19%) compared to the average (30%). The principal barriers to engagement appeared to be in respect of learning needs (23%), difficulties in explaining things (23%) and English not being the first language (15%).
- This highlights the need to develop a more detailed understanding of the speech, language and communication needs of our young people. The Child View record management system does not give a sophisticated profile of European nationalities, but we know that there is a growing Eastern European community in Southampton. In 2016, the YOS will have key information translated into Polish in order to assess if there is any beneficial impact upon the work with young people and their families.

Update on 2014/15 recommendations

Recommendation	2015/16 Update
Some key outcomes for children and young people in Southampton are 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 be a key priority in order to break the cycle of youth offending in the city.	<p>The YOS are reviewing their Education Pathway, which clearly sets out how the YOS will work with partners to improve education, training and employment outcomes for young people. Their restorative practice and early intervention work, alongside the accredited arts programme also supports this priority.</p> <p>The Princes Trust ran 2 programs in Southampton in 2016 targeting long-term unemployed, educational underachievers, ex-offenders and care leavers & attracted 25 learners. No. of learners who completed the programme = 96 %. No. of learners who achieved a qualification = 96%.</p> <p>Overall full time engagement in Education, Employment and Training is slightly better in quarter 1 this year than quarter one last year. The YOS Personal Advisor is undertaking more work with local schools and we anticipate having 2 x 0.5FTE City Deal Workers in place to work with above school age young people.</p>
Outcomes for children in respect of reoffending, 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.	<p>The YOS continue to work closely with the Youth Justice Board to analyse local re-offending data and implement its reducing re-offending plan. Youth Court Magistrates are key partners at the YOS Management Board. There will be increased scrutiny of sentencing recommendations for youth youths at risk of custody.</p> <p>The YOS have reviewed their Priority Young People and Joint Decision Making Panel processes. The YOS are exploring opportunities to pilot joint decision making for young adults and a problem solving court approach to sentencing in Southampton.</p>
Partnership working is key to creatively meet the needs of young people involved in the Youth Justice System and to strengthen the early intervention response that is essential for driving forward the best outcomes for the city's children and young people.	<p>The YOS can evidence creative partnership working across a variety of sectors. For example, they are now using live tracker information to brief voluntary sector partners on emerging risks or trends. This will support partnership working and help to identify opportunities for future development.</p> <p>The Youth Offending Service will contribute to and benefit from the Southampton Skills and Learning Partnership.</p>
The Partnership should continue to focus on outcomes for priority groups, such as looked after children. Specifically a process should be developed whereby the YOS is involved at the earliest opportunity in order to effect positive influence for children at risk of contact with the Youth Justice System.	<p>The Southampton Corporate Parenting Board approved the Improving Re-offending Outcomes for Looked After Children Action Plan in June 2016. This will be monitored throughout 2016/17.</p> <p>Southampton City Council is a signatory for the Hampshire and Isle of Wight protocol to reduce offending and criminalisation of Looked After Children.</p>

Recommendation	2015/16 Update
Restorative justice interventions should continue to be a core component of every young person's intervention plan; with the wishes and needs of victims being actively considered. Restorative justice interventions should be supported by high quality victim impact work.	Restorative justice data is now routinely presented to the YOS Management Board; alongside victim satisfaction feedback. The YOS achieved its Restorative Service Quality Mark from the Restorative Justice Council in 2016. The YOS continue to engage with the West Hampshire Youth Bench to ensure other restorative routes are considered.
The Partnership should continue to embrace the whole family approach adopted by the Families Matter Programme and facilitate better outcomes for those most in need by sharing partnership data in support of predictive analytics.	There is a youth justice contribution to the Families Matter Programme at a strategic level, with the YOS Manager attending the local project board. Operationally, three Families Matter workers are aligned to the YOS team. The YOS will further develop its triage work with Police. Referrals into the Families Matter programme will be made directly from the Joint Decision Making Panel; ensuring robust interventions for young people and families who need the most help.
The Partnership should seek to have a regular dialogue with the schools forum on improving pupil experience of bullying in the city.	The YOS Restorative Practice in Schools Project continues to develop and is part of the strategic vision for education and learning in Southampton.

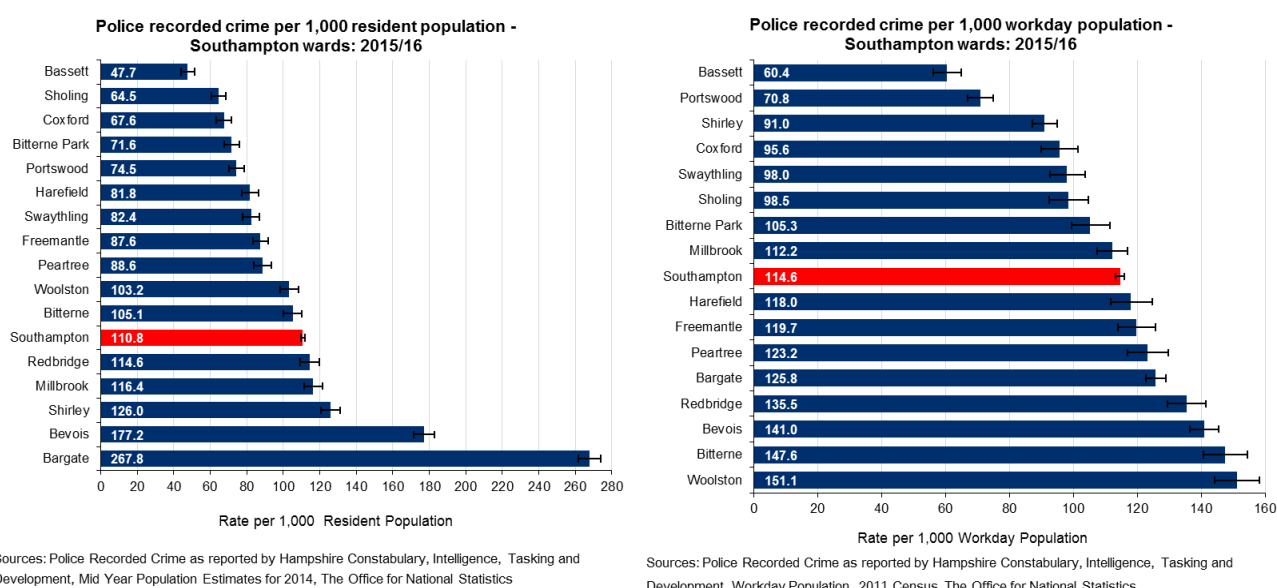
Recommendations

- 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.
- 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.
- 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 Partnership should continue to focus on outcomes for priority groups, such as looked after children.
- 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 Partnership should review and implement the recommendations from the 2016 Home Office Ending Gang and Youth Violence Team Peer Review.
- 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.

4.5 Crime Distribution, Deprivation and Inequalities

The crime rate per 1,000 resident population varies considerably by electoral ward. In 2015/16, the wards of Bargate and Bevois recorded the highest rate of offences per resident head of population, significantly higher than the rate observed in the city as a whole. When considering trends, crime rates in both wards have increased significantly in 2015/16. These central wards have large shopping areas and high numbers of night time economy venues and these may be associated with some crime types.

Figure 4.5.1



It should be noted that the very high reported crime rates in city centres would be influenced by the use of resident population in the denominator of the crime rate calculation. The 'transient' population - 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 recorded but no longer occupy the top two slots, dropping to third and fifth position respectively. Figure 4.5.1 shows the ward level crime rates for both methodologies.

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 4.5.2

Ward summary - Police Recorded Crime: Southampton and Wards 2015/16

Rates per 1,000 population

Key: Difference to Southampton average

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

Recorded Crimes in 2015/16	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	Non Domestic Burglary	Domestic Burglary	Domestic Burglary, per 1,000 households	Noise complaints	Repeat noise complaints (%)
Southampton	110.8	8.8	33.7	14.8	18.9	13.6	5.9	2.3	2.7	43.4	2.0	1.0	7.6	2.4	5.2	2.9	9.8	12.6	7.1	3.6	9.0	10.1	13.7
Bargate	267.8	26.4	67.5	34.5	33.0	42.5	17.7	3.9	5.3	90.6	5.4	2.5	7.1	1.6	5.4	10.3	12.2	14.3	13.6	6.3	16.0	17.9	12.7
Bassett	47.7	2.2	12.8	4.9	8.0	3.0	1.3	0.7	1.5	11.6	1.0	0.3	4.2	1.1	3.0	0.4	4.2	5.6	5.4	2.5	6.4	5.6	15.0
Bevois	177.2	25.6	70.8	35.2	35.5	35.0	18.9	4.3	4.2	63.4	3.8	2.6	9.3	1.6	7.7	5.8	13.9	17.0	6.4	7.7	22.7	16.0	12.0
Bitterne	105.1	7.4	36.8	14.2	22.5	10.8	5.6	3.1	2.2	45.3	1.2	0.8	7.5	3.2	4.4	1.8	13.4	17.8	5.9	2.7	6.5	12.3	12.8
Bitterne Park	71.6	3.9	20.7	9.5	11.2	6.4	2.4	1.5	2.4	22.4	0.9	0.5	6.2	1.9	4.3	1.5	7.9	10.5	6.9	2.9	6.9	6.8	10.0
Coxford	67.6	4.3	23.4	8.9	14.5	6.2	3.0	2.4	2.7	40.8	2.1	0.4	7.7	2.6	5.1	1.2	10.0	12.1	2.9	1.8	4.4	7.0	13.9
Freemantle	87.6	7.2	26.3	10.0	16.3	7.5	4.4	2.1	2.0	29.5	1.5	0.6	6.2	1.9	4.3	5.2	8.5	10.7	6.7	4.4	9.8	10.4	13.5
Harefield	81.8	4.8	25.6	10.8	14.8	7.6	2.8	1.7	2.7	31.1	1.1	0.6	7.4	2.6	4.8	1.3	9.9	12.9	5.4	3.6	8.2	8.2	13.9
Millbrook	116.4	7.5	31.0	11.4	19.6	11.8	4.3	2.1	2.2	42.1	2.4	1.1	7.6	3.4	4.1	2.2	10.5	13.4	8.7	3.6	8.8	9.3	14.2
Peartree	88.6	5.6	28.2	11.2	17.0	9.1	3.8	2.5	1.3	35.5	0.8	1.4	7.5	1.8	5.7	1.4	10.5	13.8	5.1	2.6	6.4	8.5	16.9
Portswood	74.5	5.6	18.5	8.3	10.2	7.3	3.8	1.3	1.4	27.4	0.7	0.6	6.2	1.0	5.2	1.5	4.9	6.7	7.4	3.4	8.9	10.3	13.8
Redbridge	114.6	7.1	40.5	16.8	23.7	12.3	4.7	2.9	2.6	78.0	1.7	0.7	12.6	5.8	6.7	2.7	13.5	19.5	5.9	3.0	7.1	13.0	20.1
Shirley	126.0	8.0	34.4	15.0	19.4	15.8	4.6	2.1	2.3	44.0	3.3	1.9	7.9	2.7	5.2	1.5	9.0	11.4	9.7	2.6	6.5	8.3	8.0
Sholing	64.5	3.3	20.5	9.1	11.4	6.3	2.6	1.8	1.9	23.0	1.1	0.5	6.3	1.8	4.5	1.1	6.9	9.1	4.0	2.5	5.8	6.1	12.8
Swaythling	82.4	4.5	24.1	9.1	14.9	7.5	3.5	1.8	1.7	31.6	1.5	0.4	8.0	2.1	5.9	1.4	8.8	11.2	5.2	3.0	9.0	7.3	14.9
Woolston	103.2	6.4	32.3	14.2	18.1	10.8	3.9	1.4	2.7	53.4	1.7	0.4	9.6	4.1	5.4	2.0	9.9	12.6	10.6	3.0	7.2	9.7	15.6

Although ward level analysis of the 2016 City Survey is problematic due to the small number of respondents at this level, results from the community safety questions asked indicate that attitudes towards crime, anti-social behaviour and community safety follow recorded crime patterns and are strongly linked to socio-economic deprivation.

The changes in Police recorded crime between 2014/15 and 2015/16 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 anti-social behaviour and drug offences have reduced across the city. In contrast, changes in recorded domestic burglary crime

varies substantially by ward; as previously stated, the reasons for this are explored later in the assessment.

Figure 4.5.3

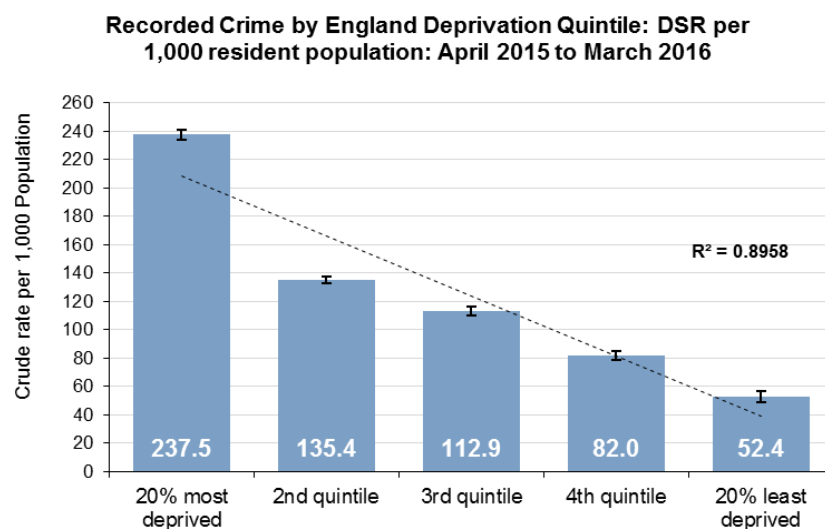
Ward summary - Police Recorded Crime: Southampton and Wards Change from 2014/15 to 2015/16
Key: Percentage change from 2014/15

Recorded Crimes in 2015/16	% change in number of incidents - 2014/15 to 2015/16																	
	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
Southampton	18.7% (4,279)	12.1% (233)	48.5% (2,696)	34.6% (933)	61.4% (1,763)	25.3% (136)	9.4% (26)	42.1% (110)	-14.9% (-1,868)	11.6% (51)	-6.7% (-18)	16.6% (266)	7.7% (43)	21.3% (223)	-27.7% (-269)	52.6% (828)	56% (1103)	12.4% (191)
Bargate	16.6% (771)	3.1% (16)	27.9% (297)	21% (121)	35.8% (176)	31.7% (26)	26.9% (7)	33.9% (9)	-8.1% (-162)	2.8% (3)	-30.1% (-22)	5.1% (7)	13.8% (4)	2.8% (3)	-33.2% (-104)	46.4% (78)	44.5% (89)	64.1% (107)
Bassett	18.6% (106)	-3.1% (-1)	45.6% (57)	19% (11)	68.7% (46)	16.7% (3)	-36.4% (-4)	100% (7)	-44.4% (-132)	100% (7)	33.3% (3)	9.3% (5)	14.3% (2)	7.5% (3)	-70.6% (-12)	13.5% (7)	27.4% (17)	71.1% (32)
Bevois	19.5% (530)	20.9% (81)	54.9% (459)	45.6% (202)	65.4% (257)	55.1% (27)	38.5% (10)	73.9% (7)	-14.8% (-201)	-13.6% (-11)	2.1% (1)	29.8% (39)	3.4% (1)	37.3% (38)	-21.9% (-30)	55.5% (91)	56.3% (112)	13.5% (14)
Bitterne	4% (59)	4.9% (5)	53% (186)	24.6% (41)	78.8% (145)	-11.1% (-4)	-18.8% (-3)	-5% (-1)	-25.3% (-224)	-5.3% (-1)	-20% (-3)	-6% (-7)	-23.3% (-14)	12.3% (7)	-60.6% (-40)	43.1% (59)	34% (66)	-23.9% (-27)
Bitterne Park	16.9% (152)	26.7% (12)	44.1% (93)	42.9% (42)	45.1% (53)	169.2% (22)	125% (10)	240% (12)	-33.4% (-165)	-18.8% (-3)	-27.3% (-3)	-16.5% (-18)	-15.2% (-5)	-17.1% (-13)	-31.3% (-10)	90.2% (55)	116.9% (83)	43.7% (31)
Coxford	22.7% (179)	22% (11)	76.7% (145)	30.9% (30)	125% (115)	30% (9)	0% (0)	60% (9)	-19.3% (-140)	172.7% (19)	0% (0)	18.3% (17)	5.7% (2)	25.9% (15)	13.3% (2)	90.7% (68)	92.2% (83)	-28.1% (-16)
Freemantle	13% (165)	16.8% (17)	35.8% (114)	33.3% (41)	37.4% (73)	3.2% (1)	33.3% (5)	-25% (-4)	-24.4% (156)	50% (8)	-9.1% (-1)	-8.1% (-9)	24% (6)	-17.4% (-15)	-10.5% (-10)	23.9% (27)	23.2% (33)	34.1% (28)
Harefield	19.9% (190)	17.5% (10)	55.7% (128)	43.8% (46)	65.6% (82)	72.7% (16)	35.7% (5)	137.5% (11)	-25.3% (-148)	25% (3)	-27.3% (-3)	3% (3)	8.8% (3)	0% (0)	-40% (-12)	67.5% (56)	68.2% (73)	-5% (-4)
Millbrook	35.3% (486)	26.3% (25)	56% (178)	31.7% (44)	74.9% (134)	16.7% (5)	-6.3% (-1)	-42.9% (6)	-15.2% (-121)	40.7% (11)	350% (14)	26% (25)	96.4% (27)	-2.9% (-2)	-25.5% (-12)	71.4% (70)	79.2% (95)	28.7% (31)
Peartree	18.1% (198)	10.8% (8)	65.1% (162)	44.2% (59)	82.4% (112)	-45.7% (-16)	0% (0)	-66.7% (-16)	-17.4% (-109)	-47.8% (-14)	25% (4)	32.5% (27)	-18.8% (-6)	66% (33)	-35.5% (-11)	126.5% (86)	111.6% (106)	4.2% (3)
Portswood	-3.1% (-37)	-6.5% (-6)	12.6% (32)	8.5% (10)	16.2% (22)	50% (7)	57.1% (4)	42.9% (3)	-19.2% (-101)	-63.3% (-19)	-35.7% (-5)	2.1% (2)	-38.5% (-10)	17.6% (12)	-25% (-8)	10.1% (7)	22.4% (19)	-4.2% (-5)
Redbridge	37% (461)	35.9% (28)	65% (238)	49.4% (83)	78.3% (155)	25.8% (8)	0% (0)	66.7% (8)	4.2% (47)	73.3% (11)	11.1% (1)	130.9% (106)	148.6% (52)	117.4% (54)	21.2% (7)	47.8% (65)	59.3% (108)	-25.4% (-30)
Shirley	40.1% (544)	34.4% (31)	87.1% (242)	80.2% (101)	92.8% (141)	-7.9% (-3)	-40% (-8)	27.8% (5)	-14.1% (-109)	138.1% (29)	190% (19)	76.5% (52)	156.3% (27)	51.9% (27)	0% (0)	91.5% (65)	87.0% (80)	70.9% (61)
Sholing	6.6% (57)	-11.3% (-6)	66.3% (116)	48.3% (42)	84.1% (74)	170% (17)	175% (7)	166.7% (10)	-2.7% (-9)	50% (5)	-56.3% (-9)	-32.6% (-43)	-52.8% (-28)	-19% (-15)	-34.8% (-8)	46.3% (31)	51.8% (44)	-25% (-19)
Swaythling	16.3% (159)	-19.5% (15)	35.5% (87)	12.5% (14)	54.9% (73)	21.1% (4)	0% (0)	57.1% (4)	-28.2% (-171)	10.5% (2)	-16.7% (-1)	63.2% (43)	-14.7% (-5)	141.2% (48)	-38.7% (-12)	43.5% (37)	45.3% (48)	35.8% (19)
Woolston	16.6% (213)	22.4% (17)	44.9% (145)	34.6% (53)	54.1% (92)	77.3% (17)	58.3% (7)	100% (10)	6.8% (49)	-3.8% (-1)	-50% (-6)	15.8% (19)	-16.7% (-12)	64.6% (31)	-29.3% (-24)	20% (24)	19.0% (29)	-17.7% (-33)

Bitterne, Woolston, Bevois and Bargate have some of the highest levels of deprivation in the city, as illustrated by the Index of Multiple Deprivation (2015) map in figure 4.5.5. 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.

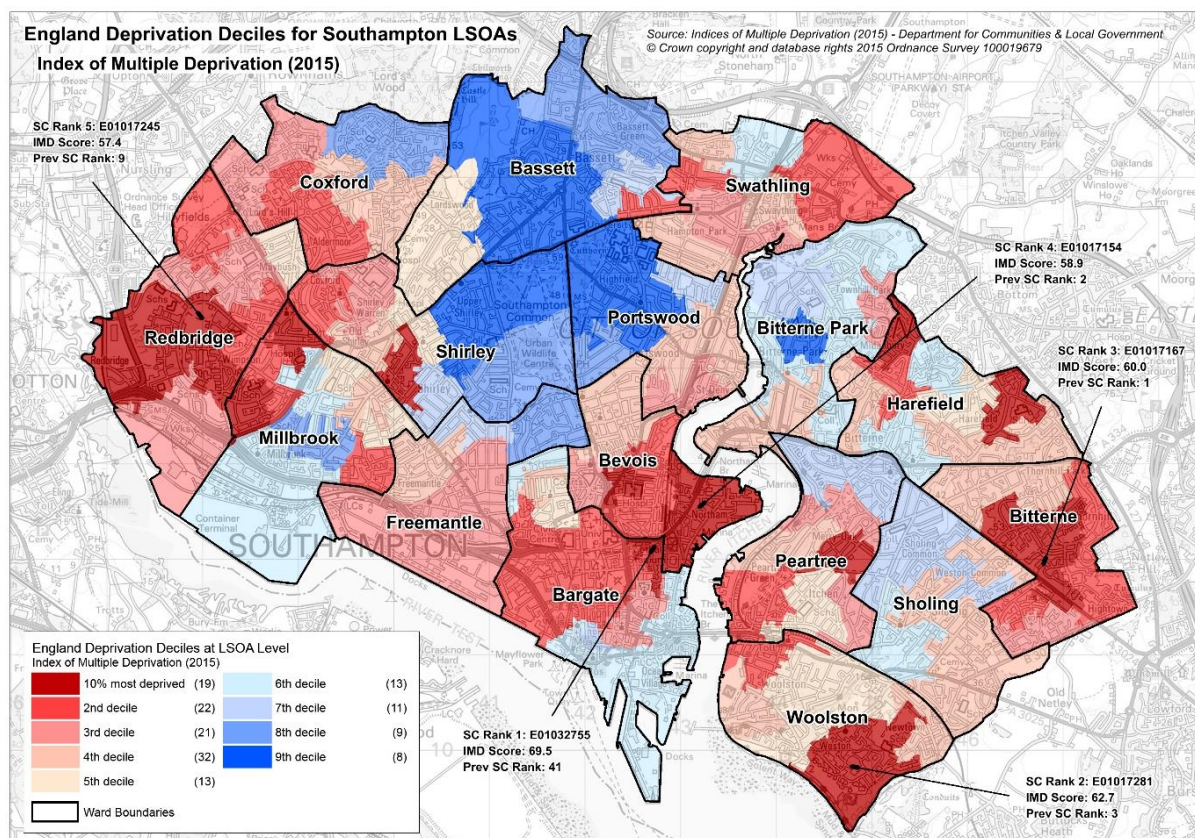
The more deprived areas of Southampton experience significantly higher rates of crime and anti-social behaviour. The areas in the city amongst the 20% most deprived nationally record rates of 237 crimes per 1,000 resident population compared with a rate of 52 crimes per 1,000 resident population for those living in areas amongst the least deprived 20% in England (see figure 4.5.4).

Figure 4.5.4



Sources: Crime and Policing Open Data, The Home Office. Mid-2014 Small Area Population Estimates, IMD 2015

Figure 4.5.5



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.³³

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).

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 2014/15 recommendations

Recommendation	2015/16 Update
The Partnership should support initiatives, which focus on crime reduction and community engagement in the more deprived areas of Southampton. The Partnership should continue to refine working arrangements to address local crime and other associated priorities identified in neighbourhood partnership plans.	<p>The 'Keep it Safe Southampton' brand and will continue to improve communication to inform people about what is being put in place in the city and to help residents understand what they need to do to keep themselves safe.</p> <p>The Police are updating their information on the internet. Two campaigns to raise awareness of hate crime and street begging are taking place this year. The three publically agreed 'Community Priorities' have been maintained, Safer Neighbourhood teams regularly communicate and engage with members of the public in deprived areas via various mechanisms including beat surgeries and surveys. Bitterne Market beat surgery has recently been scheduled to open fortnightly in response to feedback from members of the public. Teams also liaise with existing groups and forums such as Weston Community Forum to identify and respond to issues including motor vehicle nuisance and anti-social behaviour.</p>
The Partnership should continue to embrace the whole family approach adopted by the Southampton Families Matter programme and facilitate better outcomes for those most in need.	The Families Matter programme has supported 1,065 families to date with 274 successfully turned around. The programme has been working with partners to improve their offer via Community Tasking and Co-ordinating Groups and has worked with the Youth Offending Service to develop a Joint Decision Making Panel.

³³ 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>

Recommendation	2015/16 Update
The Partnership should review the analysis of the updated Indices of Multiple Deprivation (2015) when available; to inform joint action for the most deprived areas of the city.	A detailed analysis of the Index of Multiple Deprivation (2015) has been produced by Southampton City Council. This covers current patterns of deprivation and how these have changed since the previous Index of Multiple Deprivation was published in 2010. The Index of Multiple Deprivation 2015 has been utilised to produce the analysis by deprivation quintile contained the Safe City Strategic Assessment which is available to the Partnership.

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 maintain the three publically 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.

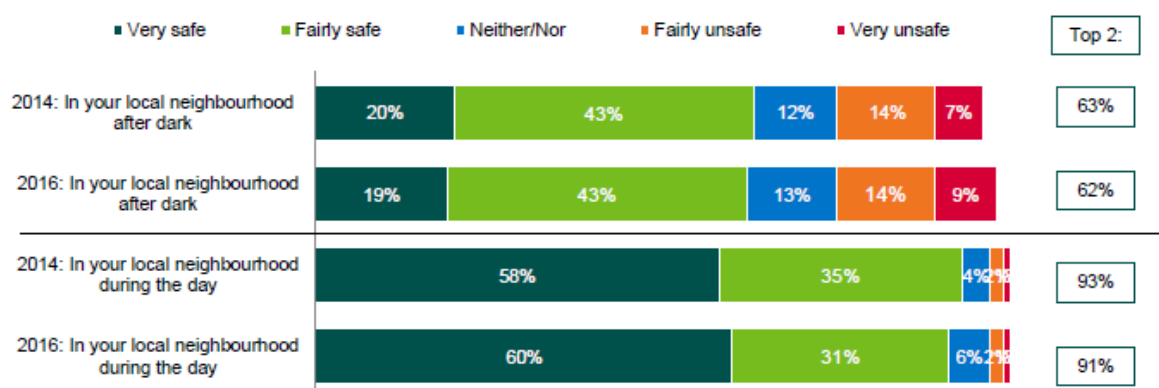
4.6 Perceptions of Crime

The Southampton Residents Survey ran from March to April 2016 to capture the views of people living and working in the city on various topics including community safety issues. The 2016 survey is the latest in a series of similar surveys, which have been commissioned by Southampton City Council. This most recent survey enables progress to be monitored since the last City Survey in 2014. The previous Community Safety Survey conducted in 2015 is not directly comparable with the latest survey's results, due to a change in methodology. The 2015 survey was conducted online and promoted through various agencies; it therefore relied on a self-selecting cohort for their views on community safety issues. In contrast, the 2016 Residents survey was conducted by ICM Unlimited using a random sampling method and computer-assisted telephone interviews, in which the interviewer follows a script provided by a software application. To obtain as representative a sample as possible telephone interviews were carried out via landlines as well as geographically linked mobile phones. Just over 1,500 residents took part in the survey. This section of the assessment summarises the main points to come out of the survey analysis as reported by ICM Unlimited,³⁴ but pertinent findings are also included in individual chapters of the assessment where appropriate.

4.6.1 Views on Safety

When asked about feeling of safety, 91% of residents reported feeling safe in their local area during the day, although this dropped to 62% during the night. This is similar to 2014 when 93% and 63% reported feeling safe during and day and night respectively (see figure 4.6.1).

Figure 4.6.1 – How safe or unsafe to you feel when outside in your local area?



Analysis of Local Government Association (LGA) data shows that, nationally, 79% of people feel safe in their local area after dark. This is significantly higher than the figure for Southampton where 62% of residents feel safe after dark. Southampton residents also report slightly lower levels of feeling safe during the day compared to national figures (91% as opposed to 94%).

³⁴ Southampton City Council, Residents Survey 2016. ICM Research Ltd.

This pattern continues, when looking at the extent to which people say explicitly that they feel unsafe after dark; 23% of Southampton residents mention that they feel unsafe after dark compared to just 11% nationally. Despite underperforming on these metrics, it is important to consider that Southampton is a major urban centre, whereas the LGA's national average includes a wide range of different conurbations, many of which have lower crime rates.

Figure 4.6.2

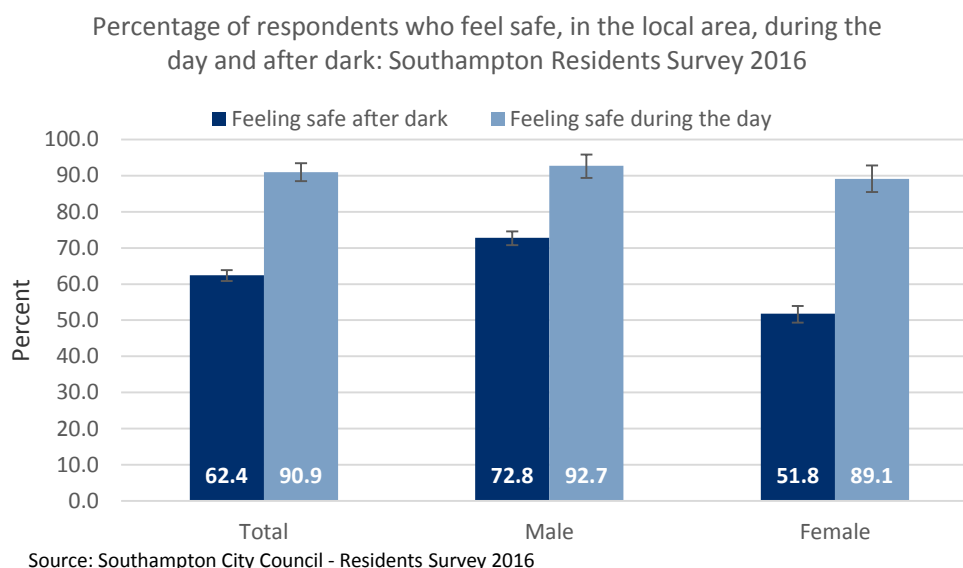


Figure 4.6.2 shows that men are significantly more likely to feel safe in Southampton after dark than women (73% versus 52%). Men are also slightly more likely to feel safe in the day (93% versus 89%). One in three women mention that they feel unsafe after dark, double the proportion of men feeling the same way (14%). The ICM report provided some further analysis by sub-group. Although this has been provided below, it should be interpreted with some caution as the sample size for these sub-groups would have been fairly small and subject to significant natural variation. Therefore, any observed differences may not be statistically significant.

Only 51% of people aged 65 and over felt safe in their local area after dark, the second age group least likely to feel safe after dark in Southampton are those aged 16-24 (only 58% of respondents reported feeling safe). In contrast, 70% of students feel safe in their local area after dark, the highest of any occupational group. BME residents are slightly more likely to report feeling safe after dark compared to white residents (66% versus 62%) but there are no real differences when it comes to feelings of safety in the daytime. There are also marked differences in feelings of security by tenure. Owner occupiers are the most likely to feel safe in their local area after dark (69%) whilst private renters are less likely to feel safe (61%). Social renters feel most unsafe of all, with just half (52%) reporting that they feel safe.

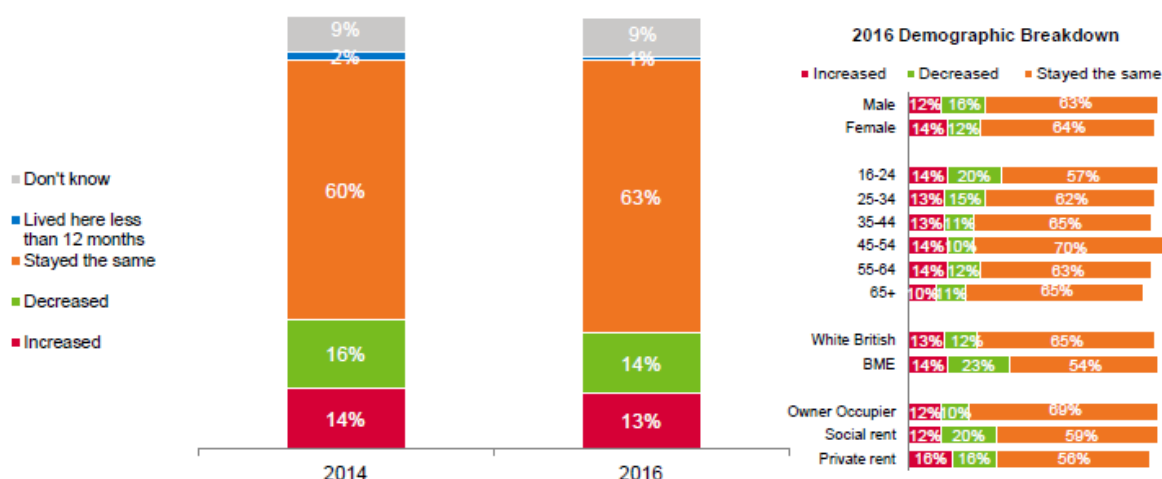
Most of these figures have remained the same since 2014 with a few noticeable differences. BME residents are now slightly more likely to say that they feel safe in their local area after dark than in

2014 (56% in 2014 versus 66% in 2015). This is also true of owner occupiers and 25-34 year old residents, both these groups report increased feelings of security in 2016 compared to 2014. However some groups are now less likely to say that they feel safe after dark than they were two years ago. This includes the over 65s, private and social renters.

4.6.2 Perception of crime levels

Most residents in Southampton believe the level of crime has remained the same in the last year (63%). Just under 13% of residents believe the level of crime has increased, in line with findings in 2014 (14%). However, a slightly smaller proportion of residents think that the level of crime has decreased; 16% of those surveyed in 2014 felt this was the case, compared to 14% in 2016 (see figure 4.6.3).

Figure 4.6.3 – Do you think the level of crime in your area has increased, decreased or stayed the same in the last 12 months?



Men were more likely than women to say that the level of crime had decreased (16% compared to 12%). Other groups that felt crime had decreased in the last year included young people (20% of 16-24s) and BME residents (23% compared to 12% of White British residents). Once again, these subgroup differences should be treated with some caution.

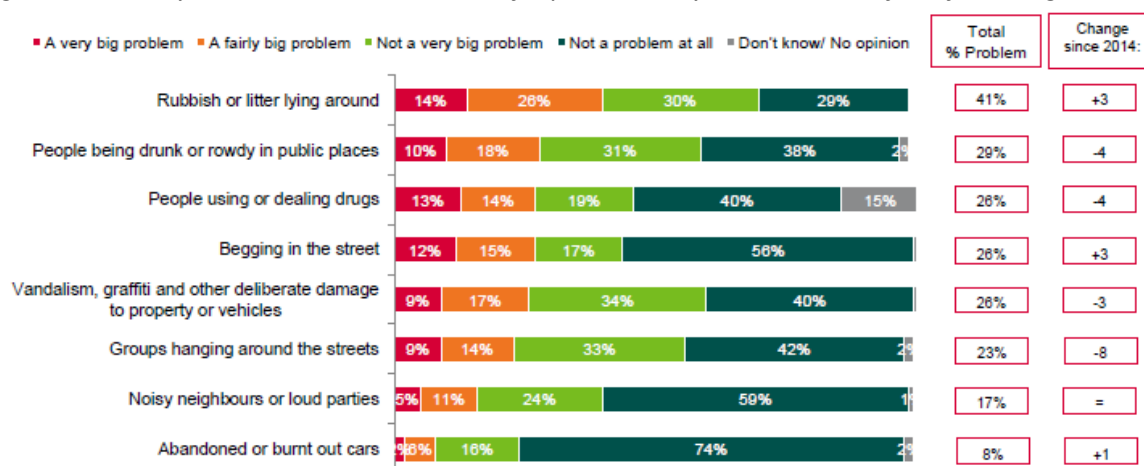
4.6.3 Reported community safety issues

Residents were asked of the extent to which they felt various problems were an issue in Southampton. Figure 4.6.4 illustrates resident's perceptions; the most mentioned issues were:

- Rubbish and litter lying around (41%)
- People being drunk or rowdy in public places (29%)
- People dealing or using drugs (26%)
- Begging in the street (26%)
- Vandalism (26%)

The only issues which were perceived as having worsened since 2014 were rubbish or litter lying around (an increase of 3 percentage points) and begging in the street (an increase of 3 percentage points). Significantly fewer residents believe groups hanging around in the street are a problem compared to 2014. 23% of residents surveyed in 2016 believe this issue to be a problem, having dropped eight percentage points since 2014. The only issue that has seen no change since 2014 is people having noisy neighbours or loud parties, which has remained at 17%.

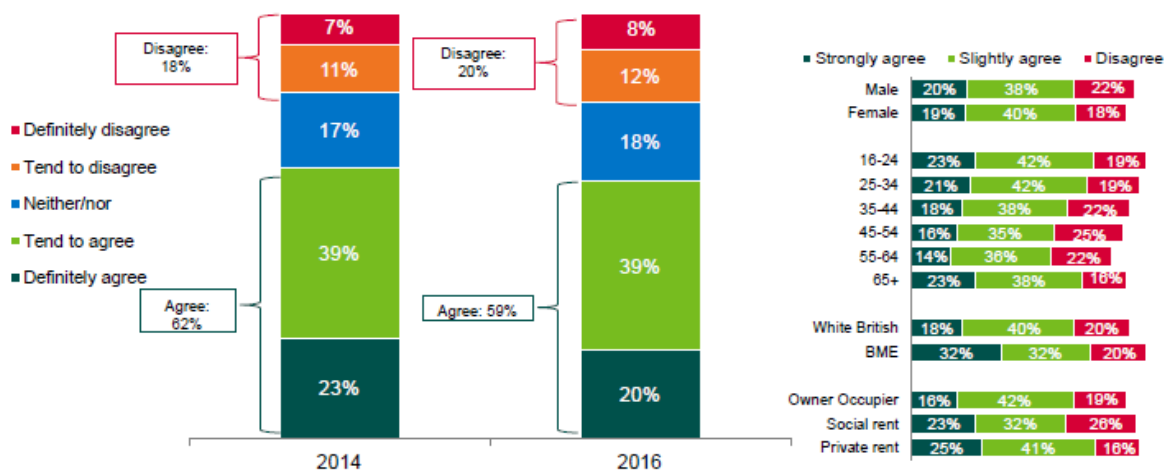
Figure 4.6.4 – In your local area, how much of a problem do you think each of the following are?



4.6.4 Success with dealing with crime

Just under 59% of residents agree that Police and other local public services are successfully dealing with crime, a three percentage point reduction from 2014. There has also been a slight increase in the proportion disagreeing that this is the case; 20% in 2016 compared to 18% in 2014 (see figure 4.6.5).

Figure 4.6.5 – How much would you agree or disagree that the Police and other local public services are successfully dealing with crime and anti-social behaviour in your local area?



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 recent years 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.³⁵

Around 16,200 individuals were identified from Police systems as having been victims of crimes, which occurred in Southampton during 2015/16; these victims were involved in 20,304 of the crimes committed in the city during the period (74.7%). Using this 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 2015/16. The majority of known victims (85%) experienced only one crime over the course of the year and these account for 68.8% of offences where victim details have been recorded. 10% of known victims have experienced two crimes over the course of the year and 5% of victims have experienced three crimes or more.

Figure 4.7.1: Number of offences experienced by known victims in 2015/16

Number of offences experienced	Number of victims	% of victims	No. crimes experienced	% of crime experienced with known victim	% of ALL crime reported *
1	13,783	85.0%	13,971	68.8%	51.4%
2	1,681	10.4%	3,362	16.6%	12.4%
3 or 4	601	3.7%	1,972	9.7%	7.3%
5 or more	154	0.9%	999	4.9%	3.7%
Total	16,219	100.0%	20,304		

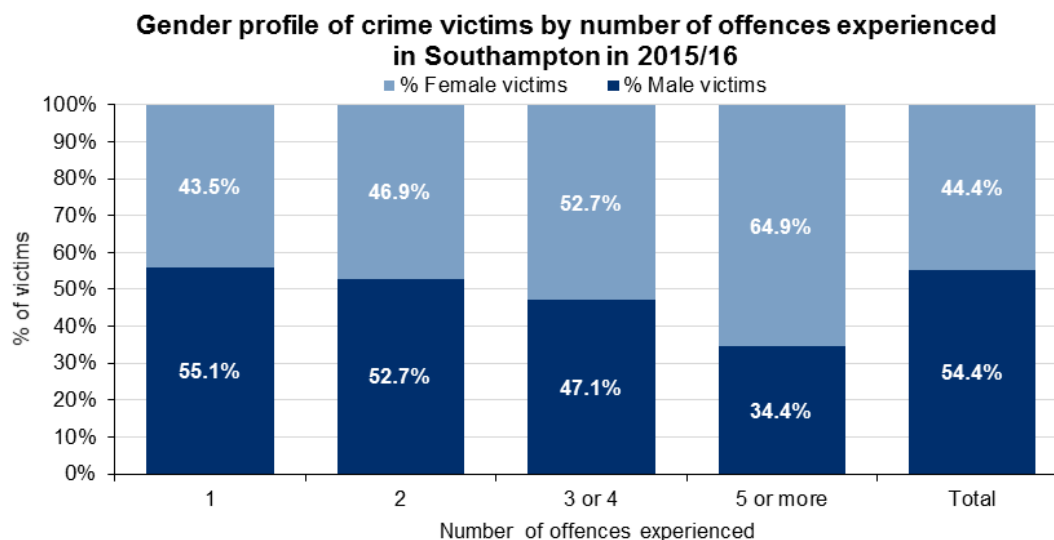
* Total of 27,168 crimes recorded in 2015/16

A small group of individuals (0.9%) experienced 5 or more crimes (154 individuals). Collectively, these individuals made up 0.9% of recorded victims but experienced nearly a thousand crimes; 4.9% of recorded crime where a victim was recorded (3.7% of total crime).

³⁵ Crown Prosecution Service (2013) *The Code of Practice for Victims of Crime*

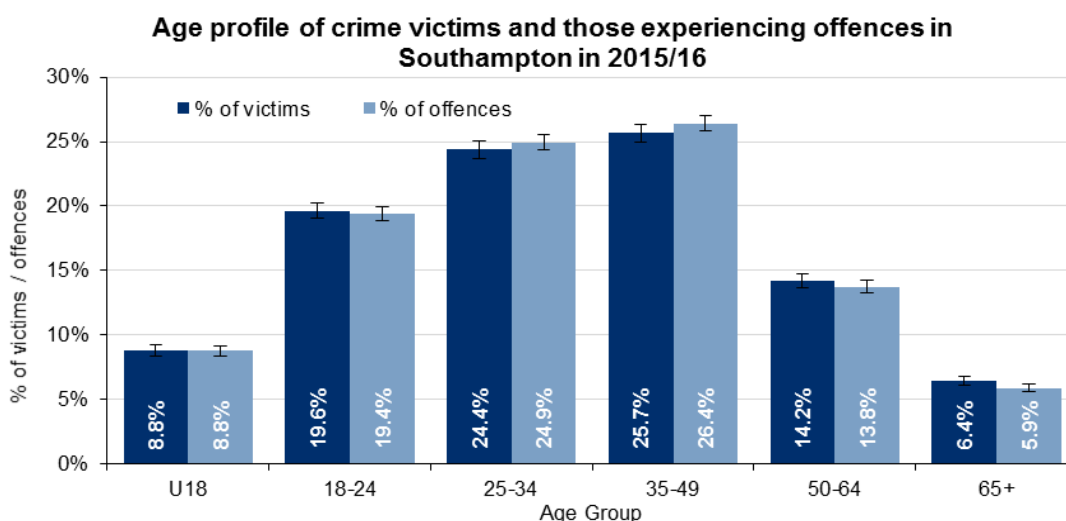
In 2015/16, a little over half of recorded crime victims were male (54.4%) and slightly under half were female (44.4%). The proportion of females increased for repeat victimisation; 65% of victims experiencing 5 or more offences over the course of the year were female (see figure 7.7.2 below).

Figure 4.7.2



Sources: Hampshire Constabulary. Please note that figures may not add up to 100% as gender was not recorded for all victims (approx. 1.2%)

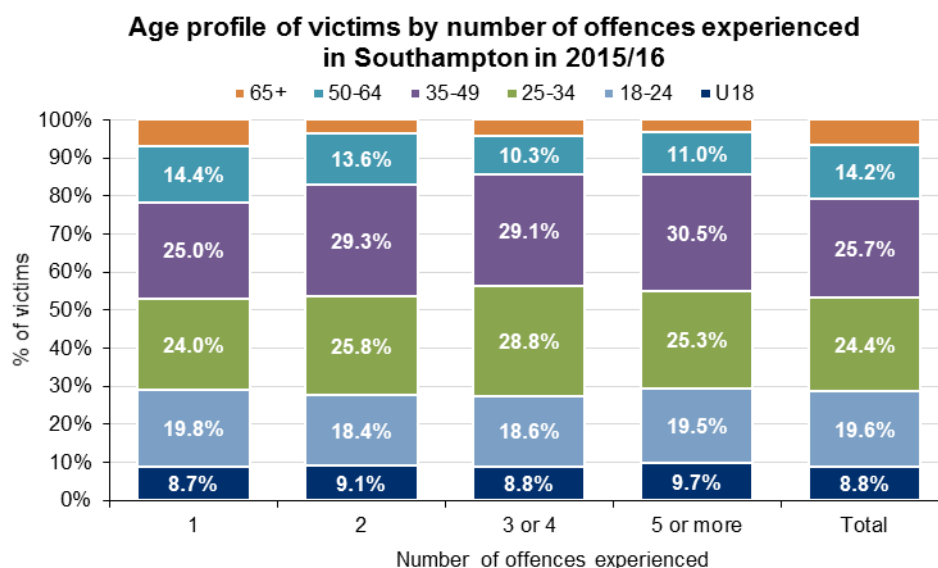
Figure 4.7.3



Sources: Hampshire Constabulary. Please note that figures may not add up to 100% as age was not recorded for

Over half of victims are aged between 25 and 49 (50.1%) with a fairly even split between those aged 25-34 and those aged 35-49. 9% of victims are aged under 18 and 6.4% 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 is fairly consistent across the number of offences experienced.

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. 0.9%)

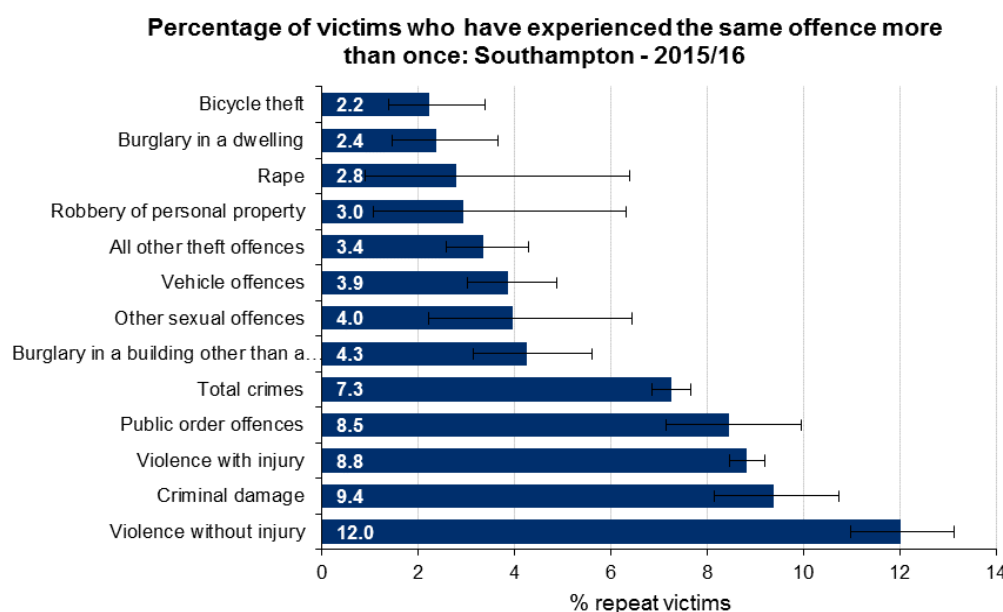
Analysis of victims who have experienced five or more crimes over the course of the year revealed:

- 154 victims experienced more than five offences over the course of 2015/16 and this group experienced a total of 999 crimes over the time period.
- 53 (34%) were male; 100 (65%) were female. One victim was recorded as gender not stated.
- 15 were under the age of 18 and 5 were over the age of 65.
- The most common offences experienced by this group of victims were violent crime and criminal damage. 140 victims in this group experienced a violent offence recorded in the last twelve months; accounting for 507 crimes (approx. half of total offences experienced by this group of victims).
- The most common offence was violence without injury. This offence was experienced by 124 of the 154 adults; accounting for 306 crimes. 96 (31%) of these offences experienced by repeat victims were flagged as domestic, a similar level to that noted in offences of this nature as a whole.
- The next most common offence was violence with injury. This offence was experienced by 96 of this group of victims; accounting for 201 crimes. Just over half of these crimes (51%) experienced by multiple repeat victims were flagged as domestic compared to 30% of violence with injury offences overall.
- Other offences experienced by this group of people experiencing high levels of repeat victimisation include criminal damage (140 offences) and public order offences (121 offences).

4.7.1 Repeat Victimization

Generally crime has been falling in Southampton in recent years and, as a result, likelihood of becoming a victim of crime is lower. However, 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.³⁶

Figure 4.7.5



Where known, in Southampton approximately 15% of victims in 2015/16 experienced more than one crime over the course of the year, and 7% had previously been a victim of the same category of offence. The highest proportion of victims of repeat crimes of the same type were observed in crimes of a violent nature, criminal damage and public order offences (see figure 4.7.5).

Analysis of the location of offences suffered by repeat victims shows that a significantly higher proportion of these offences occur in Bitterne, Sholing and Redbridge wards when compared to the average for Southampton. Bargate and Bassett experience significantly lower proportion of offences committed against those who are repeatedly victimised.

³⁶ Weisel D L, Centre for Problem-Oriented Policing (2005) *Analysing Repeat Victimization: Tool Guide No. 4* [Online] http://www.popcenter.org/tools/repeat_victimization

The increased focus on persistently targeted victims through the Victim's Code of Practice should further help with 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.

4.7.2 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) guidance³⁷ 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.³⁸

Protecting vulnerable people is a stated priority for Hampshire Constabulary and a recent HMIC review found that this commitment is translating into operational reality.³⁹ 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.

The victim in around 4,600 incidents in 2015/16 was identified as vulnerable, approximately 28.5% of all offences where the victim details were recorded. This is a large increase on last year when there were 2,140 vulnerable victims identified (12.5% of offences). This is likely to be as a result of

³⁷ ACPO (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>

³⁸ Hampshire Constabulary (2016) *Hampshire Constabulary Force Strategic Assessment*

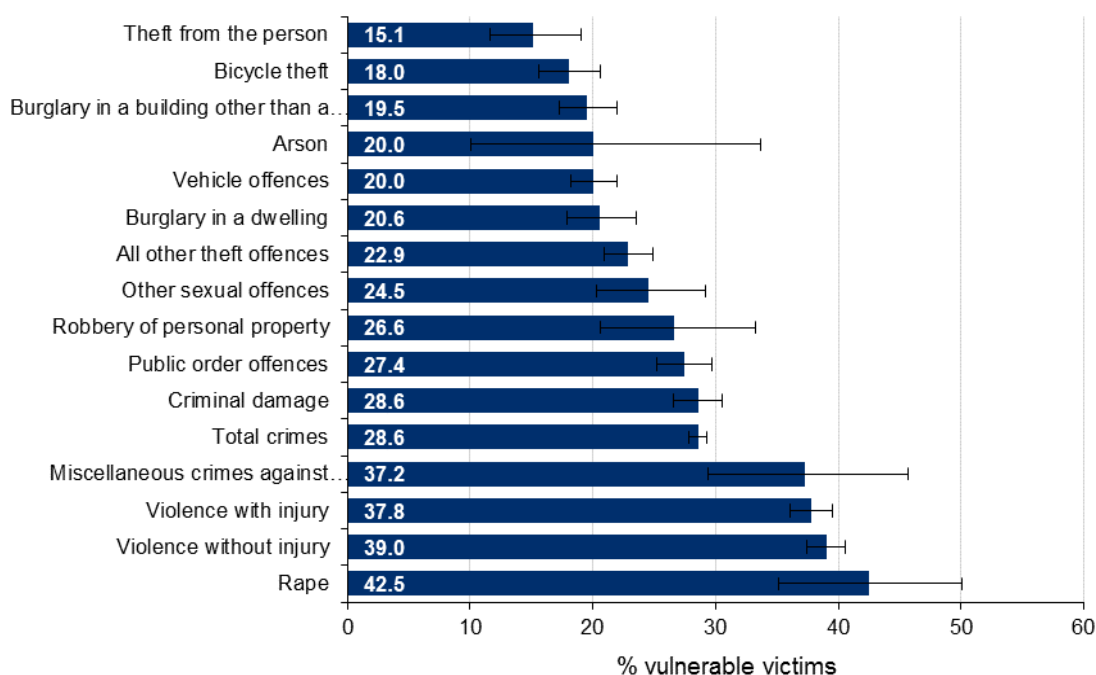
³⁹ HMIC (2015) *PEEL: Police effectiveness 2015 (Vulnerability) – An inspection of Hampshire Constabulary*

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

an increased focus on identifying and recording risk in line with the THOR model that Hampshire Constabulary are using; to identify Threat, Harm, Opportunity and Risk when dealing with victims. This varies across crime categories, with the highest rates recorded for rape and violent offences and lowest for theft, burglary and vehicle offences (see figure 4.7.6). Unfortunately, no national data is available to benchmark against. In any case, the 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.

Figure 4.7.6

**Percentage of victims identified as vulnerable by crime type:
Southampton - 2015/16**



Source: Hampshire Constabulary

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.⁴⁰

⁴⁰ 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 may result in the risk not being fully assessed and victims (and other family members) not being appropriately safeguarded.

However, the Police have put operations in place (see below) 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 2014/15 recommendations

Recommendation	2015/16 Update
The Partnership should continue to monitor victim data and to combine demographic and crime data to identify any incidences of disproportionate victimisation and changes over time and to reduce the risk of victimisation and harm where identified.	The Partnership has maintained a close assessment of crimes and emerging issues specifically focussed on the victim, offender and location. These have been used to develop prevention intelligence and enforcement plans to tackle problems identified with particular attention to assaults and vehicle offences.
The Partnership should 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.	Operation <i>Signature</i> and Operation <i>Liberal</i> are in place to help protect people (especially elderly and vulnerable) against doorstep crime, scams and fraud. Hampshire Constabulary are doing 'train the carer' so 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 understand what might be happening. Other initiatives such as operation <i>Makesafe</i> ensure that awareness is raised with agencies and businesses so that incidents of potential child sexual exploitation can be identified. Southampton Local Safeguarding Boards and Southampton City Council joined with Hampshire Constabulary and Hampshire Fire and Rescue Service to host a series of workshops during Safeguarding Week in June 2016. This programme of events offered local families the chance to increase their knowledge of crucial safety themes such as turning off technology, co-sleeping, neglect and self-neglect, financial exploitation and what to do if you are worried about somebody.

Recommendations

- 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.
- 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.
- 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.

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.

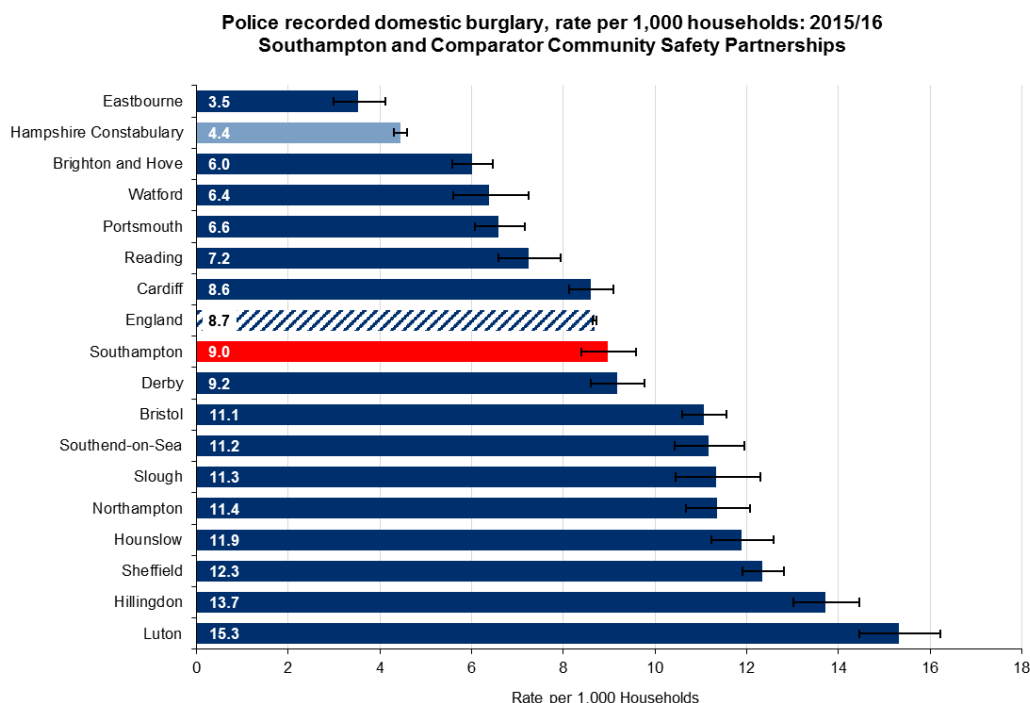
5.1 Acquisitive Offences

Based on data from iQuanta, all acquisitive crime (both serious and other) accounted for approximately 41% of overall recorded crime in Southampton in 2015/16. Overall, acquisitive crime rose by 4.1% between 2014/15 and 2015/16. The different types of acquisitive crime are explored in more detail in the sections below.

5.1.1 Dwelling Burglary

The rate of dwelling burglary in Southampton in 2015/16 was 9 incidents per 1,000 households in the district; similar to the national average. Southampton is the seventh lowest amongst its group of fifteen similar community safety partnerships (see figure 5.1.1).

Figure 5.1.1

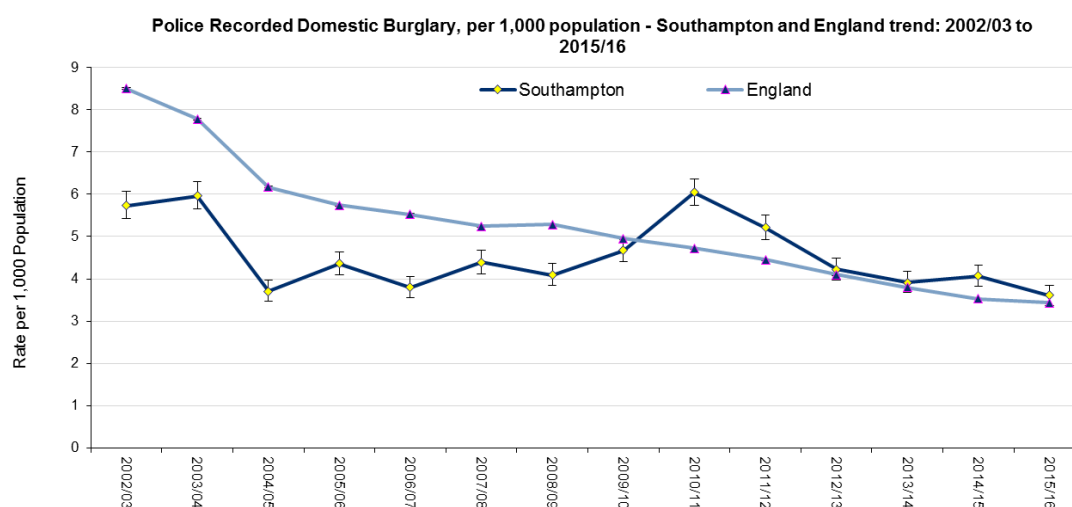


Sources: Police Recorded Crime, The Home Office. Household projections for England & Wales, 2012-based, Department for Communities and Local Government * The England figure quoted is an aggregate of all English CSPs

Figure 5.1.2 shows the trend in domestic burglaries since 2002/03, but 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; this should not affect the overall trend. Overall, domestic burglaries have fallen from a high of 6.0 per 1,000 population in 2010/11 to 3.4 per 1,000 population in 2015/16, a statistically significant fall of 40%. There has been an 11% fall in domestic burglaries in Southampton in 2015/16 compared to the previous year in line with national figures for England & Wales although locally this is not statistically significant. This is partly attributable to a large decrease in burglaries from dwellings in Portswood ward where recorded crimes of this type have decreased by nearly 60%. Other wards, which have shown decreases in rates of domestic burglary of over 20% are Swaythling, Shirley and Bassett (see tartan rug in figure 4.5.3).

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

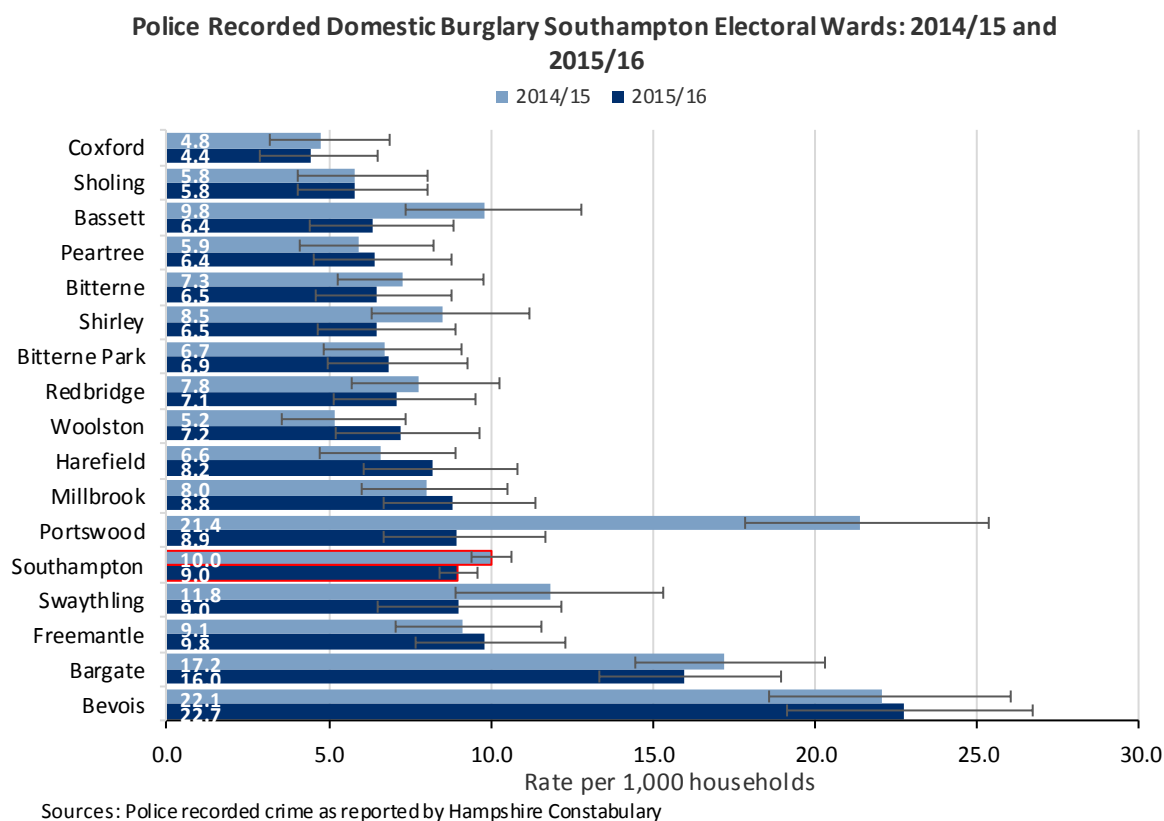
Southampton shows high rates of burglary per 1,000 households in Bevois and Bargate wards; rates in these wards are both significantly higher than the average for the city (see figure 4.5.2 in section 4.5). Two wards which recorded significantly higher rates of burglary per 1,000 households in 2014/15, Portswood and Swaythling, are now experiencing rates no different statistically from the Southampton average (see figure 5.1.3).

The sharp reduction in burglary rates in Portswood seen over the past year is thought to be attributable to a fall in the number of multi occupancy student premises experiencing this offence; from 54 burglaries in 2014/15 to only 13 in 2015/16. The successful arrest and remand of one of the most prolific burglars of student premises operating in this area is believed to have contributed to this reduction. This offender was arrested in February 2015 and has been held in HMP since that date having been sentenced to 3 years imprisonment in July 2015.

Dwelling burglary has been identified as a priority in the central wards of Bargate and Bevois particularly student houses of multiple occupancy in the Polygon and Bevois Valley areas of

Southampton. The local Police Neighbourhood Team are running regular patrols identifying vulnerable properties and stopping subjects engaged in crimes.

Figure 5.1.3



The Southampton area accounts for 25% of dwelling burglary offences recorded in the Hampshire Constabulary area; this disproportionate amount is thought to be at least partly attributable to the high student population. 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 recent drop in rates in Portsmouth, student houses remain a key risk for Southampton. Student properties offer multiple, high value items, which are easily accessible due to lack of basic security. 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 Studios 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. These are conducted on Tuesdays, Fridays and Saturdays throughout October, when students return after Christmas and before the Easter break. 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.

A smaller proportion of burglaries were aimed at targeted demographics, such as high value gold burglaries. This can have a significant impact on the community. Operation Zira focused on a local, criminogenic family using neighbourhood links to identify targets and then transporting gold to India for sale. This particular group of offenders were targeted by Hampshire Constabulary for operational disruption, prevention and engagement activity and this has resulted in a decrease in offences of this nature (67%).

A review of all dwelling burglaries in Southampton was conducted in February 2015 by the Police. The majority of offenders were local nominals known to Police stealing items including laptops, iPads and Apple MacBook. Many offenders are known to be drug users and offend to feed their habit; 53% of those arrested for dwelling burglary in the Force area had links to drug offences or drug intelligence. Southampton is known to house a high number of burglary suspects and 24% of those arrested for this offence live in the city. The city also houses the most Integrated Offender Management (IOM) offenders in the district (21.4%) These are persistent offenders who commit numerous crimes, causing damage and nuisance to local communities. This group of offenders are managed using a multi-agency approach involving all partners in the Criminal Justice System. Southampton has highlighted its relatively high proportion of IOM offenders and its tendency to 'inherit' other district burglars as a key risk.

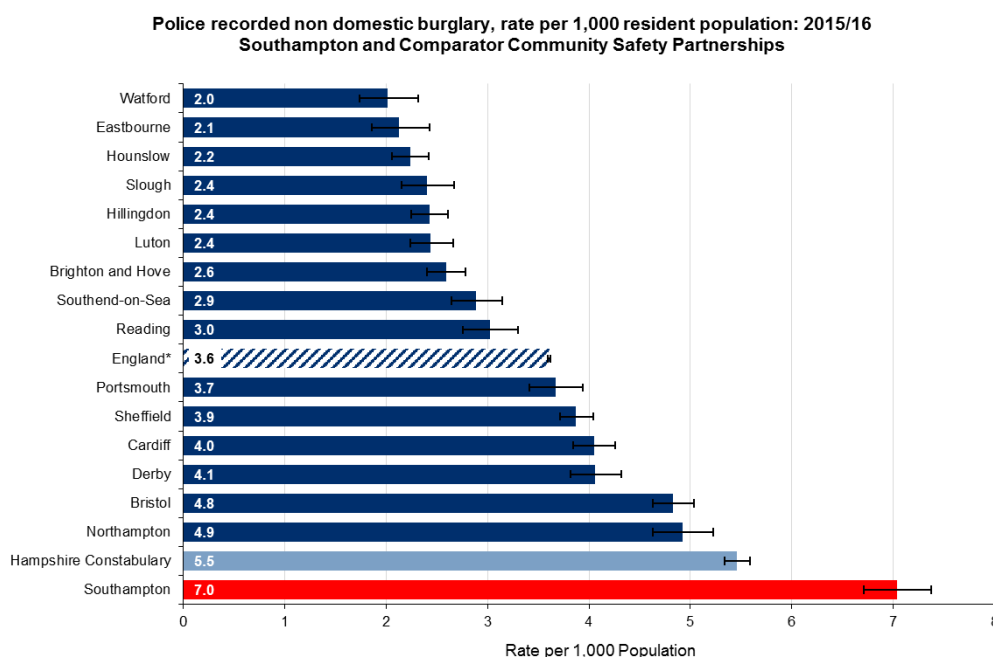
Force wide there has been a rise in the impact of repeat offenders for dwelling burglary crimes. 25% of offenders arrested for dwelling burglary have been linked to more than one burglary offence; an increase of 4% on last year's figure. 12% of persons arrested for dwelling burglary are under 18 years of age. The majority of juvenile offenders for dwelling burglary in the Force area are resident in Southampton and a little under a third of these are managed under Troubled Families. This group of young people have also been linked to a number of other crimes, including criminal damage and assault offences.

In the past year, dedicated burglary units have been established within each of the PICs. This enables a focused approach to tackling burglary nominals and identification of burglary series, which will hopefully see improvements in outcome rates and the identification of series forming offences. Dwelling burglary is no longer featured on the Force Control Strategy for the forthcoming financial year. However, work will continue to improve intelligence with a particular focus on high risk offender groups and subjects.

5.1.2 Non-dwelling Burglary

The rate of non-dwelling burglary in Southampton in 2015/16 was approximately 7 incidents per 1,000 resident population. This is significantly higher than the national average and Southampton continues to have the highest rate of non-dwelling burglary amongst its group of fifteen similar community safety partnerships (see figure 5.1.4). The majority (72%) of these offences are commercial breaks.

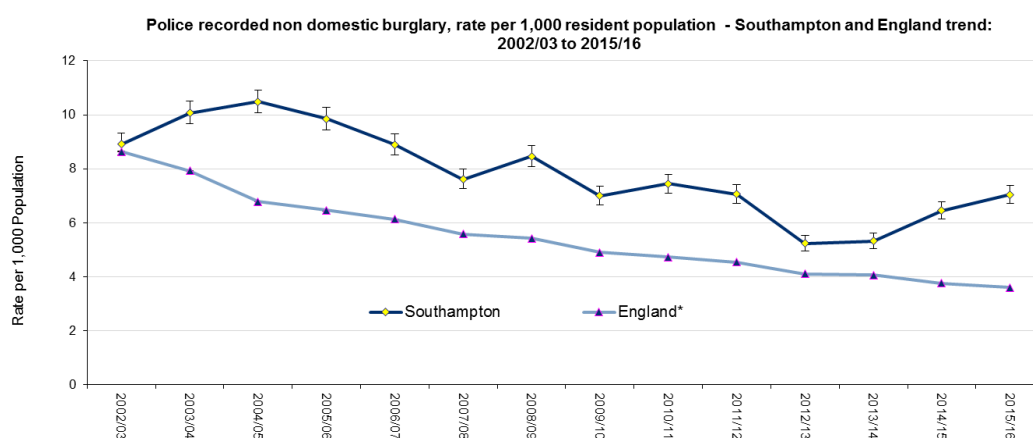
Figure 5.1.4



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 CSP

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

Figure 5.1.5 shows that there has been an increase of 12% in crimes of this nature in 2015/16 compared to the previous year, compared to a decrease over the same period nationally. This is the second consecutive year that non-domestic burglary has increased after a period of decline. At ward level, significant increases have occurred in Bargate (an increase of 107 incidents, representing a rise of 64%), Shirley and Bassett. The relatively large rise in non-domestic burglary in Bargate ward may be a result of a series of overnight commercial breaks targeting cash, cash boxes, tills and safes in the Southampton Central sector. Offices are the most frequent target but other vulnerable locations include restaurants, hairdressers, cafes, pubs and nightclubs, dentists, nurseries and beauty salons. A number of businesses have been targeted repeatedly.

Non-domestic burglary has been identified as a priority in all three of these areas with particular concern being raised around Winchester Road in Bassett and Newlands Avenue and Northlands Road in Freemantle. The Shirley and Freemantle Neighbourhood Team has completed regular patrol to tackle issues at these highlighted locations. Non-domestic burglary has also been raised as an issue by the residents of Peartree and Woolston wards, particularly with regards to shed breaks and the targeting of bikes, tools and motorbikes.

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.

There is a higher proportion of juvenile offenders in this category compared to dwelling burglary (20% as opposed to 12%); these younger offenders are mainly involved in shed as opposed to commercial breaks, targeting machinery, tools and bicycles.

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 works 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

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 2015/16. The latest figures show that, nationally, Police recorded robberies remained stable with a small increase of 1% in the year ending March 2016 compared with the previous year. Locally there has been a decrease of 6.7% over the same time period but this is not statistically significant (see figure 4.1.6).

Figure 4.1.6

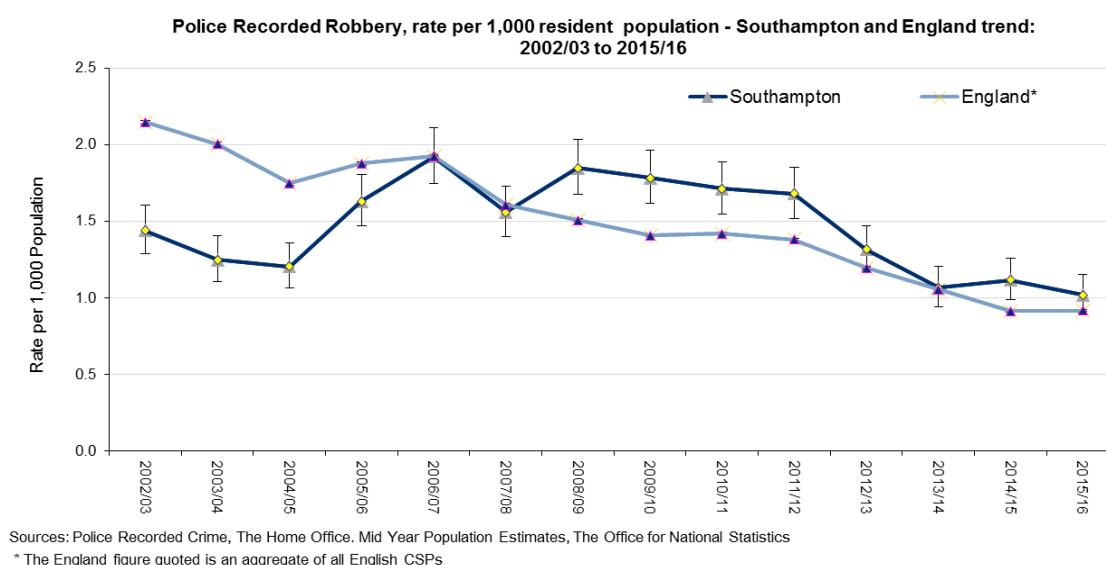
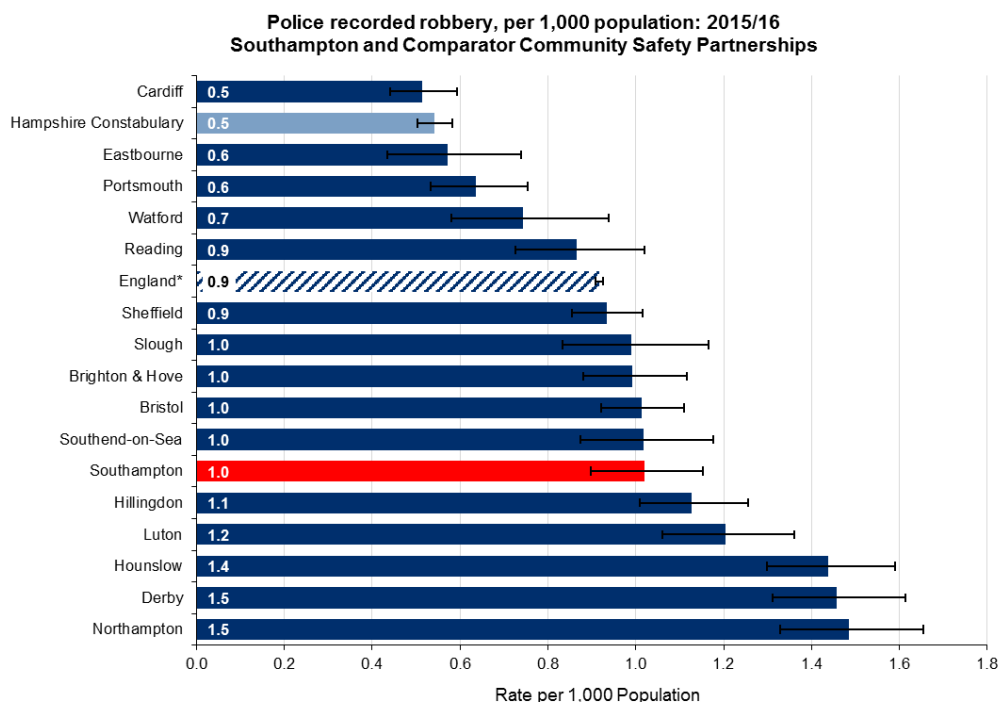


Figure 4.1.7 illustrates how Southampton experienced a higher rate of robbery per 1,000 resident population than the national average in 2015/16, although this was not significantly higher. Within the city, the central wards of Bargate and Bevois experience the highest robbery rates. Robbery does not appear to be strongly linked with deprivation in the city.

Figure 4.1.7



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

5.1.4 Vehicle Crime

The overall rate of vehicle crime in Southampton is approximately 8.6 offences per 1,000 resident population. This is significantly higher than the national rate but not particularly high in comparison to its group of fifteen most similar community safety partnerships (see figure 4.1.8).

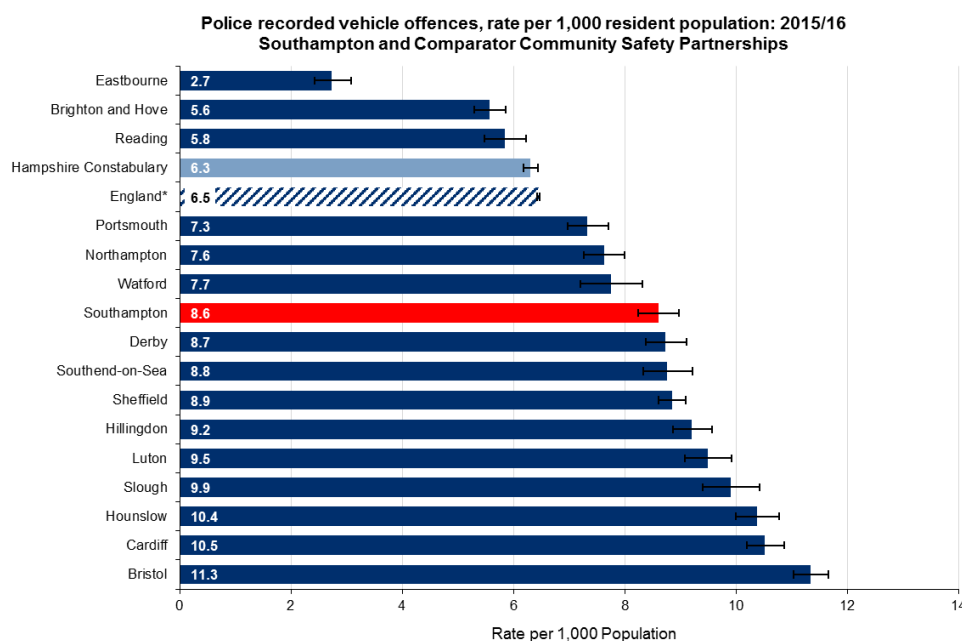
Nationally, vehicle crime has fallen substantially over the past decade, with a fall of 54% recorded between 2004/05 and 2015/16. It is thought that improvements in vehicle security have been an important factor in this reduction.⁴¹ Recent research suggests that the decline of vehicle crime may be associated with similar patterns in heroin and cocaine misuse.⁴²

Theft from a vehicle represented about two-thirds of vehicle offences recorded nationally by the Police in the year ending March 2016; up approximately 1% from the previous year. Theft of a motor vehicle increased by 8%. This is thought to be driven by sustained levels of motorcycle theft and disproportionate theft levels in London. 'Hacking' of keyless locking systems in high value cars may also be a contributory factor nationally but this has not yet emerged as an identified issue in Southampton.

⁴¹ ONS (2015) *Statistical bulletin: Crime in England & Wales, Year Ending March 2015*

⁴² The Home Office (2014) *The heroin epidemic of the 1980s and 1990s and its effect on crime trends then and now: Technical Report*

Figure 4.1.8



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

National patterns are mirrored locally, with Southampton recording a significant 21% increase in thefts from a motor vehicle in 2014/15 compared to the previous year. There were significant increases in this type of offence in Redbridge and Swaythling wards in 2015/16, with Redbridge ward reporting a theft from a motor vehicle rate significantly higher than the city average.

Over the same time period, theft of a motor vehicle increased by 8%, with a total of 599 offences recorded in 2015/16. This increase was particularly marked in Redbridge, Shirley and Millbrook wards, with both Redbridge and Woolston reported significantly higher rates than the city average.

Vehicle crime has been raised as a priority issue in the Southampton East wards of Peartree and Woolston where residents have reported concerns about theft from, theft of and criminal damage to vehicles. These same issues have also been identified in Sholing and Bitterne wards where multiple reports of motor vehicles have been made, the majority of these were motorcycles. Similarly, multiple thefts from a vehicle have been reported in this area. The majority of these were from vulnerable vehicles, which indicates that high value items were left visible or the vehicle was left insecure.

Motorcycle theft has been identified as an increasing issue for Southampton, with key locations identified as Coxford, the Redbridge and Millbrook area and Bitterne ward. There are two patterns of the offences with one offender (or group of offenders) targeting them for short term joyriding purposes and the other group focusing on high powered bikes that are potentially being sold for financial gain. Most offences take place overnight. Suspects for this type of crime are being managed under the Youth Offending Team.

Tool theft from vans is also an issue in Southampton. Thefts have occurred predominantly in Coxford, Millbrook, Sholing, Bitterne & Townhill but also moving to neighbouring districts. The most common modus operandi is forcing the lock with a tool and stealing predominantly the power tools inside. Suspects for these offences are career criminals who live in the same locality as the offences and are linked to various acquisitive crime types.

Update on 2014/15 recommendations

Recommendation	2015/16 Update
Further intelligence should be collected on the criminal activity of foreign force acquisitive crime nominals, handlers of stolen property and cross border travelling criminals impacting within Southampton.	Intelligence has been collected in all of these areas. Of particular note is the close working relationship between Hampshire Constabulary and the Youth Offending Service, which has resulted in a ground, breaking information sharing agreement with Lewisham Council in order to identify County Lines, cross border drug dealers and to safeguard the young people who are exploited to run drugs for out of force criminal gangs.
Work should be undertaken to identify burglary hot spots in the city, coupled with predictive analytics works to identify burglary offenders. The deployment of trackable assets in known hotspot areas for vehicle offences should be explored.	The Commander of Southampton Police recently presented to the OSMC on the increase in commercial burglaries. Data shows that recent initiatives have started to reduce commission rates however, partnership working including the business community is vital in order to continue this trend. The Police have an operation in place that focuses on burglary offenders that cause the most harm in Southampton (Operation Hawk).
To identify and focus on known handlers to help minimise where offenders can dispose of stolen property. In addition, open source research should be conducted on auction sites such as Ebay, Facebook and Gumtree.	Hampshire Constabulary remain very active in the identification of handlers of stolen goods and the Force has a dedicated staff member for carrying out enquiries to establish handlers' activities, recovery and identification of property. Good relationships have been established with many outlets including second hand shops in the city resulting in arrests and the recovery of property. The Constabulary also posts pictures of easily identifiable stolen items that have been recovered on the photo sharing website Flickr and this has received over 35,000 views since January this year alone.
The Partnership should encourage early engagement with victims to explore the possibility of using 'tracking apps' on mobile phones and the use of immobilise.com to ensure property is traceable if stolen.	Hampshire Constabulary also use immobilise.com as an engagement tool. Immobilise is a free property register enabling users to create a secure record of personal possessions such as laptops, mobile phones, cameras and various other items. This can assist in reuniting victims with their possessions should they be stolen or in deterring an offender from stealing them in the first place.

Recommendations

- The Partnership should continue to collect intelligence on the criminal activity of foreign force acquisitive nominals, handlers of stolen property and cross border travelling criminal impacting within Southampton. This should be used to develop prevention, intelligence and enforcement plans to tackle emerging crime patterns.
- 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.

5.2 Anti-Social Behaviour

Anti-social behaviour 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 anti-social behaviour 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 anti-social behaviour is no longer collected. Recorded levels of anti-social behaviour in Southampton have fallen over the past year, with a decrease of nearly 15% in 2015/16 compared with 2014/15, a rate of approximately 43 incidents of anti-social behaviour per 100,000 resident population. This mirrors the national picture where recorded incidents of anti-social behaviour fell by 7% compared with the previous year.⁴³

There have been a number of initiatives over the past year aimed at reducing anti-social behaviour 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 the YMCA, local radio station Unity 101 and local schools to run competitions and events.

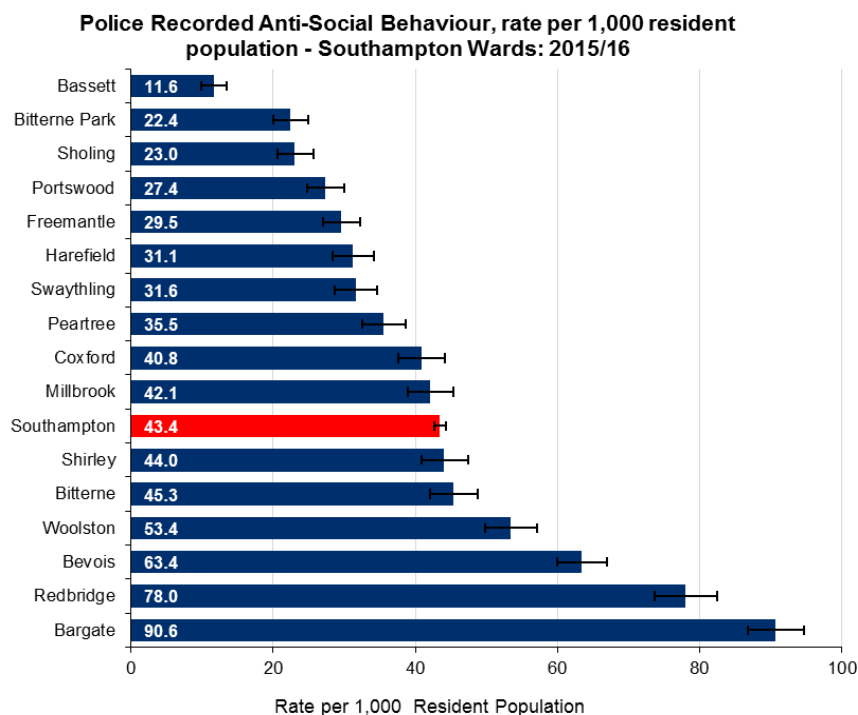
Hampshire Constabulary has a good working relationship with the Police Cadets, using them for engagement at events such as the Common People Festival, leafleting various crime initiatives and also involving them in street surveys to collect data for community priority setting. The Cadets, as well as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

Recorded rates of anti-social behaviour are highest in the central wards of Bargate and Bevois, but rates significantly higher than the city average were also reported in the Redbridge and Woolston areas (see figure 5.2.1). When the population is corrected to allow for transient movement into the city centre, Bargate falls below the city average but rates in Bevois remain significantly higher than those in Southampton overall. Woolston, Coxford and Bitterne join the group of wards with

⁴³ ONS (2016) Statistical Bulletin - *Crime in England & Wales: Year Ending March 2016*

significantly higher rates of anti-social behaviour than the city as a whole when the workday population is used as the denominator.

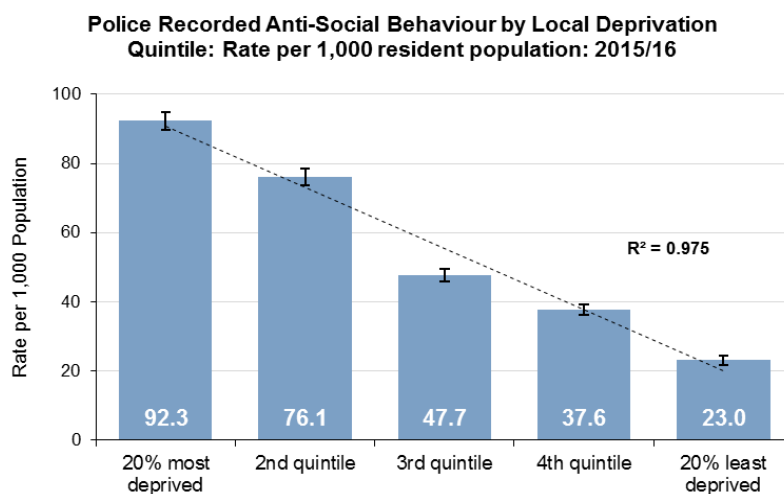
Figure 5.2.1



Sources: Police Recorded Crime as reported by Hampshire Constabulary, Intelligence, Tasking and Development, Mid Year Population Estimates for 2014, The Office for National Statistics

Recorded anti-social behaviour appears to be strongly linked to deprivation, with the most deprived areas experiencing significantly higher rates of recorded ASB (92.3 per 1,000 population) compared to the least deprived (23.0 per 1,000 population) as illustrated in figure 5.2.2.

Figure 5.2.2



Sources: Crime and Policing Open Data, The Home Office. Mid-2014 Small Area Population Estimates

Anti-social behaviour has been raised as a priority for Neighbourhood Policing Teams across the city of Southampton within the past year. In the central wards of Bargate and Bevois, concerns about anti-social behaviour have been raised particularly with regards to begging and associated problems involving drugs and alcohol related issues. 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 led 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.

Operation Deluge, targets anti-social behaviour, drug dealing, burglary and other crimes in the city's central and western neighbourhoods. This operation brings together personnel from a wide variety of backgrounds including PCSOs, neighbourhood specialists, dog units and custody investigations team, into a high visibility, overt taskforce targeting a multitude of issues in carefully chosen hotspot areas.

In Peartree and Woolston, groups of people causing a nuisance have been highlighted by local residents in a recent community priority setting survey. This includes youth related nuisance, begging and street drinking. One of the main causes of anti-social behaviour in this area was young people gaining entry to building sites and roofs and loitering in the area around International Way. Section 35 dispersal orders have been used by the Police to remove street drinking and beggars from the precinct and active patrols have been speaking to local youth and warning them of the potential dangers of entering building sites. The Police have also worked with firms responsible for the building sites to ensure that these areas are secure and trespassing is prevented.

These wards also reported issues with motorbike nuisance and theft in the areas around Peartree Green, Weston Shore, Chamberlin Playing Fields and Mayfield Park. The local Police team have recovered a number of stolen motorcycles and work continues to patrol and identify offenders.

Anti-social behaviour has also been raised as a priority in the Sholing and Bitterne area with children's play parks being raised as areas of particular concern. The main problems reported were rowdy and inconsiderate behaviour from groups of youths, vehicle nuisance, neighbour nuisance and drug related anti-social behaviour. The Neighbourhood Policing Team are continuing to patrol the area, paying particular attention to play parks and school premises especially during the summer months.

In the north of the city, concerns raised about anti-social behaviour in Riverside Park have been identified as a community priority. This area will be targeted with increased patrols and proactive work to tackle this seasonal problem. A Police operation has been set up to deal with motorcycle nuisance in Swaythling, with increased patrols in Daisy Dip, Carnation Road and St George's Playing Fields. The Police have also spoken to a number of youths and plan to speak to local schools to increase awareness of the issues that this behaviour causes for the local community. Motorcycle nuisance has also been raised as a priority in the western areas of Millbrook and Redbridge and the local neighbourhood team has reported great success in terms of both vehicle seizures and prosecutions.

Further incidents of anti-social behaviour have been reported in the Redcar Street and Janson Road areas and this has been raised as a priority for the local Neighbourhood Policing Team. Here the Police have worked with Street Pastors, who have previously focused on the Night Time Economy, to run community patrols. These are provided with information by the Police at the start of their tour to enable them to focus on priority areas and incidents of concern or welfare.

5.2.2 Resident Views

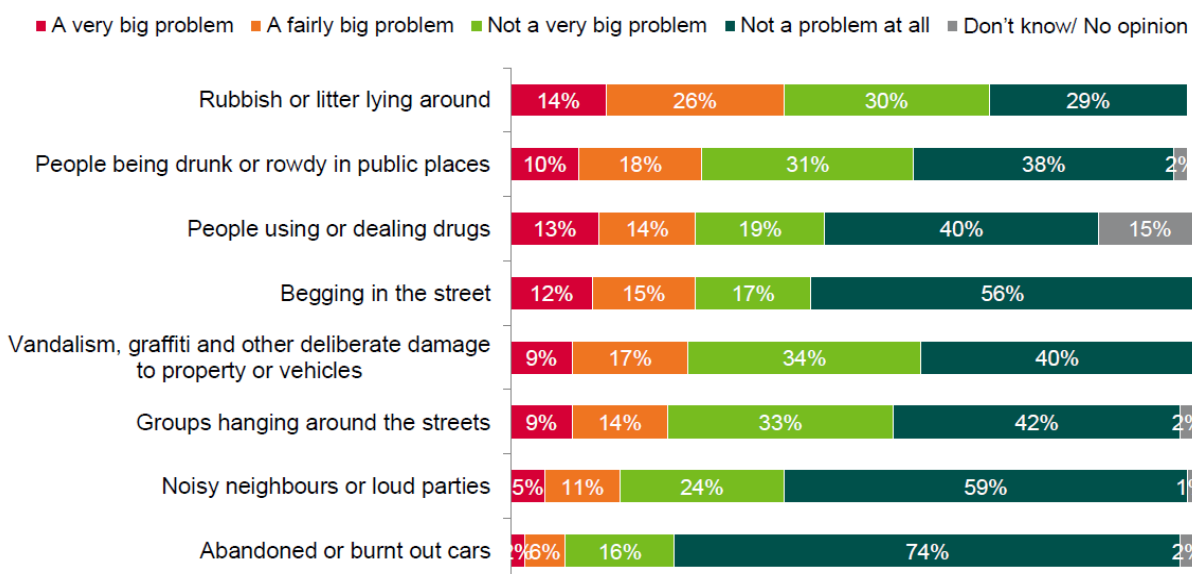
The 2016 Southampton City Survey asked about respondent's experience of anti-social behaviour in the city. Residents were asked to what extent they felt that various problems are an issue in Southampton. The table in figure 5.2.3 and figure 5.2.4 show the most mentioned issues.

Figure 5.2.3 Table of perceived community safety issues by residents: 2016 Southampton City Survey

Issue	% Residents reporting as a problem (2016)	% Change from 2012
Rubbish and litter lying around	41%	+3%
People being drunk or rowdy in public places	29%	-4%
People dealing or using drugs	26%	-4%
Begging in the street	26%	+3%
Vandalism	26%	-3%

The only issues, which were perceived as having worsened since 2014, were rubbish or litter lying around (an increase of 3 percentage points) and begging in the street (an increase of 3 percentage points). The other issues in the table above were perceived to be less problematic in 2016 compared to 2014. In addition, significantly fewer residents believe groups hanging around in the street are a problem compared to 2014. One in four (23%) residents in 2016 believe this is a problem, having dropped eight percentage points since 2014. The only issue that has seen no change over the past two years is people having noisy neighbours or loud parties, this has been reported as a problem by a consistent 17% of respondents.

Figure 5.2.4 – Perception of community safety issues in Southampton: 2016 City Survey



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 anti-social behaviour of its tenants, it does have responsibility as the landlord for managing its effects.

Housing Services have robust policies & procedures to deal with antisocial behaviour and these have been developed with the involvement of tenants living in council accommodation, have been scrutinised by the Tenants Inspector 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 Southampton City 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 two years, there has been a decrease in the number of antisocial behaviour complaints, with the number of new or reopened anti-social behaviour cases dropping from a little over 1,500 per year in 2013/14 to just under 1,300 cases in 2015/16. In relation to the number of tenancies that the council has, and the number of anti-social behaviour cases that are dealt with, the number of notices served and the resulting number of evictions is very low and has dropped further in 2015/16 (see figure 5.2.5).

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

	2011/12	2012/13	2013/14	2014/15	2015/16
No. of new/reopened ASB cases	1,820	1,463	1,510	1,400	1,287
No. of resolved ASB cases	1,012	1,308	1,419	1,426	1,042
Percentage of residents satisfied with how ASB has been dealt with	64%	78%	65%	75%	63%
Evictions	3	12	3	4	1
Injunctions	2	1	3	0	0
Mediation Assessment Referrals	418	463	466	448	389
ASBOs	1	2	0	0	0
Demoted Tenancies	0	2	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 fairly consistent ranging between 64% and 78% over the past four years.

In common with other social landlords noise was the most recorded type of anti-social behaviour in 2015/16, featuring in 33% of cases, followed by verbal abuse and harassment in 19% of cases and anti-social behaviour related to communal areas in 11% of cases.

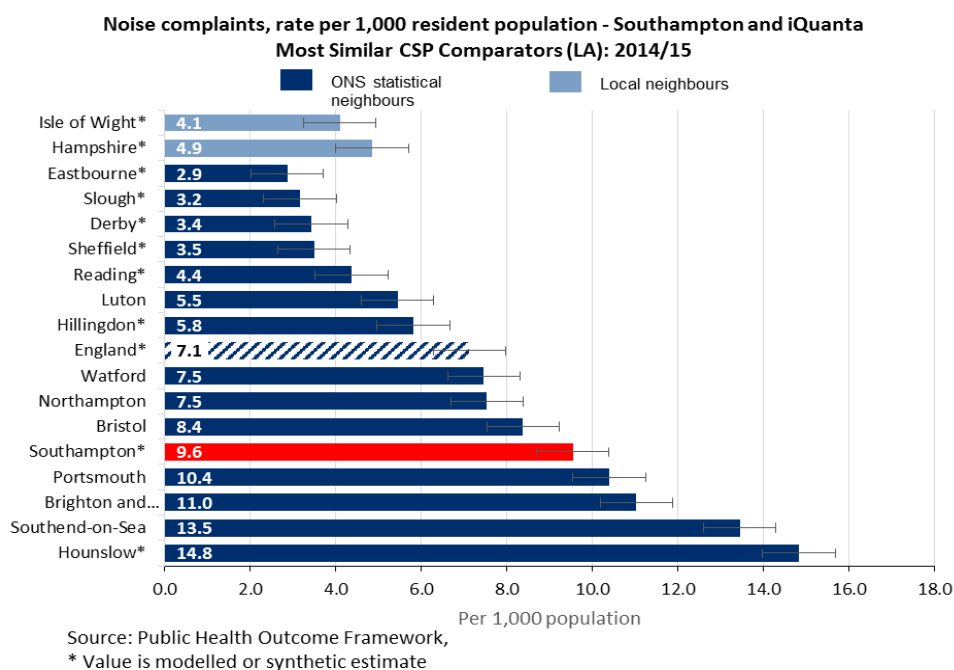
5.2.4 Noise Complaints

Southampton City Council's Regulatory Services received over 2,500 noise complaints in 2015/16. Nearly three quarters of these (72.5%) related to domestic noise (see figure 5.2.6). Southampton receives a relatively high number of noise complaints per 1,000 population; it was ranked 5th in its group of 15 similar community safety partnerships in 2014/15 (see figure 5.2.7). This may be linked to population density, which is relatively high in Southampton.

Figure 5.2.6: Reports of noise nuisance to Southampton Regulatory Services 2015/16

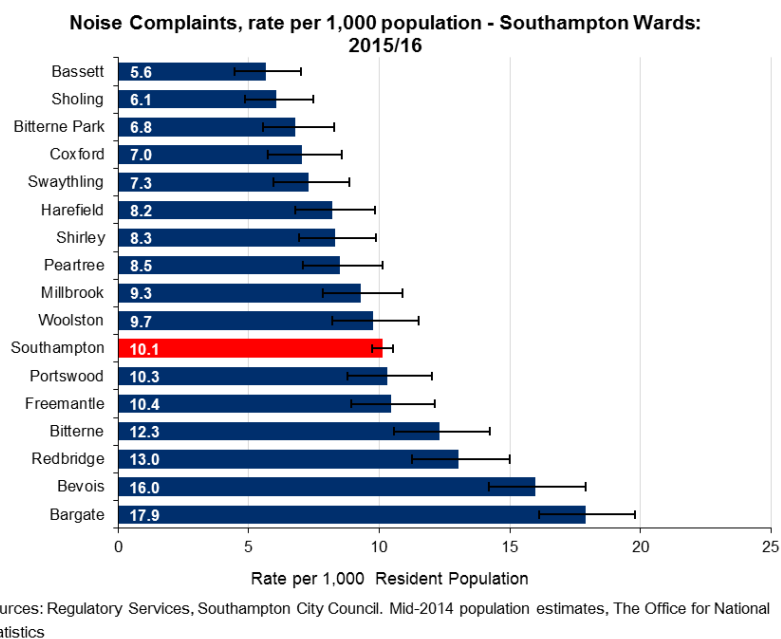
Noise complaint type	Complaints received	% of total complaints
Domestic music / TV	1,210	48.8%
Domestic non-music	588	23.7%
Barking dogs	277	11.2%
Commercial amplified sound	128	5.2%
Alarms including vehicles	90	3.6%
Construction	80	3.2%
Plant and machinery	46	1.9%
Transport	27	1.1%
Street	22	0.9%
Other animals	11	0.4%
Total	2,479	

Figure 5.2.7



Southampton also has a relatively high enforcement rate, with just over 10 notices served proportionate to the number of complaints. This is compared to the national average of 1.62, making Southampton's the 3rd highest enforcement rate in the country.⁴⁴

Figure 5.2.8



⁴⁴ Noise Statistics Survey Results – Noise Nuisance [Online] Available from: to <http://noisenuisance.org/noisy-neighbours-uk/>

Wards with significantly higher rates of noise complaints than the city average were Bargate, Bevois, Redbridge and Bitterne, which are amongst the most deprived wards in the city (see figure 5.2.8). In the three year period examined, just over 13% of all complaints were repeats involving the same address.

Update on 2014/15 recommendations

Recommendation	2015/16 Update
The Partnership should ensure that anti-social behaviour continues to be recognised and responded to by the Police and partners with a strategic plan to effect long term changes in communities where recurring rates are high.	Three publically agreed 'Community Priorities' have been agreed in all Neighbourhoods to target issues (crime and anti-social behaviour) that most significantly impact upon communities.
The Safe City Partnership should examine identified threats and risks for anti-social behaviour, which may lead to increased vulnerability in individuals and communities.	Risk assessments are carried out for all high risk anti-social behaviour individuals (ASB 4 form) and assessed by the MASH. Appropriate action is then taken by Police liaising with partners to implement support and in some cases to arrest suspects and/or implement other action such as Criminal Behaviour Order under the Anti-Social and Criminal Behaviour Act 2014. Repeat callers for service are also identified and appropriate interagency action taken.
Further analysis should be undertaken to aid in the identification of repeat offenders and victims and to ensure that suitable interventions are identified and implemented.	A plan is in place to respond to Community Trigger requests so that agencies work collectively to deal with persistent anti-social behaviour and criminal damage. The Partnership have focused on victims of domestic abuse, hate crime and repeat callers.
The Partnership should work with the business community and other public sector organisations to secure funding to raise awareness with citizens and visitors not to encourage begging.	The Council launched the 'begging you for lasting change' poster campaign across the city in April 2016, encouraging residents and visitors to give to charities not individuals. The Business Improvement District (BID) have become associated members of the Safe City Partnership to support work in common areas of interest, pending their official establishment. It is anticipated that the BID will become the owners of the street begging campaign.

Recommendations

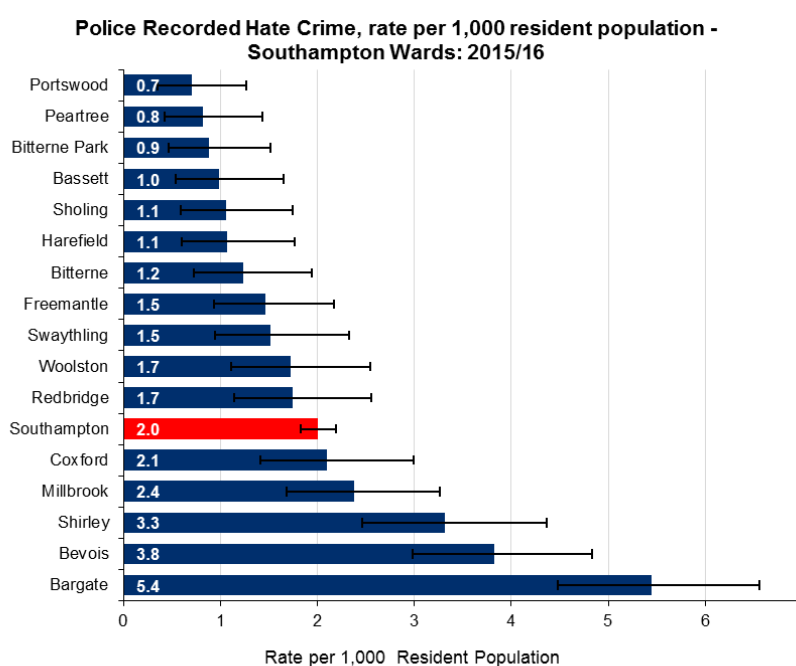
- The Partnership should ensure that antisocial behaviour continues to be recognised and responded to by the Police and partners with a strategic plan to effect long term change in communities where recurring rates are high.
- The three publically agreed 'Community Priorities' in all neighbourhoods should be maintained and continue to target issues (crime and anti-social behaviour) that most significantly impact communities.
- 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.

5.3 Hate Crime

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.'*

A total of 492 incidents of hate crime were recorded by the Police in Southampton in 2015/16. This represents an increase of just over 11.5% on the previous year. This is slightly lower than the increase recorded nationally of 19%.⁴⁵ The rise in hate crime has been steepest in central Southampton, particularly in Bargate and Bevois where the hate crime rate is significantly higher than the Southampton average (see figure 5.3.1). There has been a significant increase in recorded hate crime in the Shirley, Coxford and Portswood areas compared to figures from the previous year.

Figure 5.3.1



Sources: Police Recorded Crime as reported by Hampshire Constabulary, Intelligence, Tasking and Development, Mid Year Population Estimates for 2014, The Office for National Statistics

Nationally there has been a sharp increase in the number of racially or religiously aggravated offences recorded by the Police following the EU Referendum, which took place on the 23rd June 2016. The number of offences of this type recorded by the Police in July 2016 was 41% higher than in

⁴⁵ Home Office (2016) *Statistical Bulletin – Hate Crime, England and Wales, 2015/16* [Online] Available from https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/559319/hate-crime-1516-hosb1116.pdf

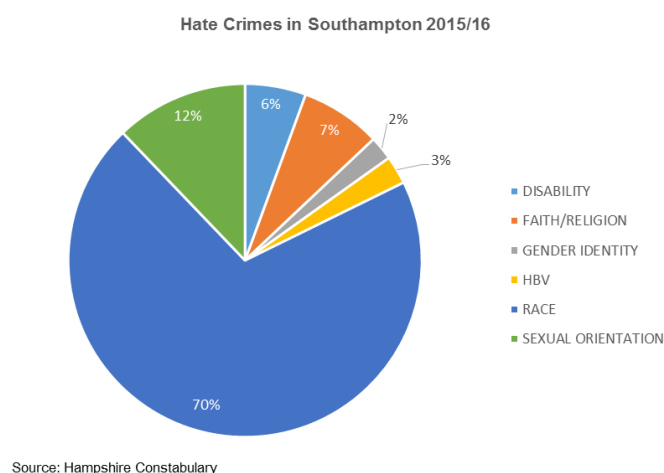
July 2015. Southampton seems to have reported a somewhat smaller increase, 111 hate crimes in the relevant categories were recorded in the three months immediately following the EU Referendum compared to average quarterly figures of 97 in the preceding financial year, an increase of 14%.

However, hate crime figures recorded by the Police are unlikely to be a true reflection of the number of hate crimes occurring. Results from the Crime Survey for England and Wales suggest that only 40% of hate crimes came to the attention of the Police nationally. The most common reason for not reporting the incident was because the victim believed that the Police would not or could not do much about it.⁴⁶ Under reporting of hate crime is recognised as an issue locally, particularly low level incidents that may be precursors to raised community tensions, or lead to the isolation of individuals or communities. Gaining confidence in communities to report issues is a priority for Hampshire Constabulary.

There is currently no specific Force-wide campaign focused on improving the use of hate crime flags in Police data; districts are provided with feedback as part of the Crime Standards District Reviews, on the number of hate crimes recorded and how these were dealt with by supervisors. It is not known whether the relevant level of hate crime is being recorded but the feedback shows that what is recorded appears to be correct.

Race and Sexual Orientation have the highest levels of recorded hate crime in 2014/15; 70% and 12% respectively (see figure 5.3.2). As noted above hate crime in general is under-reported for complex reasons, and within this, the number of homophobic incidents reported is far less than racist ones, while other areas such as mental health, disability and age are extremely under-reported. Figures reported in Southampton are comparable to those reported nationally in England and Wales.

Figure 5.3.2



⁴⁶ Home Office, ONS & Ministry of Justice (2013) *An Overview of Hate Crime in England and Wales*, December 2013.

The majority of hate crimes committed in Southampton are race related and higher levels of offences have been shown to be correlated to areas with higher BME populations. Southampton differs from the majority of Hampshire's districts in having a significantly lower White British population than the national average, with the Other White population, which includes migrants from Europe, increasing by over 200% in the last ten years.

Most recorded hate crimes are public order offences, which account for over half of the total volume of offences. Around 28% of hate crimes are violence offences and 5% involve criminal damage. This pattern can vary with the type of hate crime marker examined. For instance, Honour Based Violence incidents (HBV) are predominantly assaults, domestic disputes and threats to life. Disability incidents relate mainly to assault, public order offences and criminal damage.

Fast food and takeaway premises have been identified as a repeat location risk, with the majority of occurrences being against staff members. Convenience stores, supermarkets and schools also feature as repeat locations with lower numbers. 12% of all hate crime Force wide occurs within the Night Time Economy, with almost half of these offences occurring in licensed premises. Alcohol and/or drugs are shown to be a key driver in these crimes.⁴⁷

Action has been taken by Police Forces across the country to improve their compliance with National Crime Reporting Standard (NCRS). This has led to improved recording of crime in general over 2015/16, particularly for violence against the person offences, which comprise around a third of Police recorded hate crime.⁴⁸ These improvements in data integrity combined with a greater awareness of hate crime, and an increase of victim's willingness to report such offences, are likely to be factors driving the increase in recorded hate crime compared to 2014/15.

According to national analysis of the Crime Survey for England, the risk of being a victim of personal hate crime was highest amongst:

- People aged 16-24 years of age (0.5% experienced personal hate crime); in particular men (0.7% experienced personal hate crime).
- Those with religious group 'other' and Muslim (1.1% and 0.8% respectively)
- People with Black and Minority Ethnic backgrounds (0.6%)
- Those whose marital status was single (0.5% compared with 0.1% of married adults)
- The unemployed (0.6% compared with 0.2% of employed adults)

The Crime Survey for England and Wales also highlights higher rates of repeat victimisation for hate crime compared with overall crime. Victims of hate crime were also more likely to be 'very much' or 'quite a lot' affected emotionally by the incident compared with victims of crime overall.

⁴⁷ Hampshire Constabulary (2016) *Force Strategic Assessment 2016/17*

⁴⁸ Home Office (2016) *Statistical Bulletin – Hate Crime, England and Wales, 2015/16* [Online] Available from https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/559319/hate-crime-1516-hosb1116.pdf

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

A Community 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 2014/15 recommendations

Recommendation	2015/16 Update
The City Council and the Police have a leading role in monitoring and reporting hate crime; in particular, intelligence should be collected relating to high risk individuals and repeat perpetrators of 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.	A weekly community tension summary is produced by the Community Cohesion Desk, which sits within the Force Intelligence Bureau. This provides a broad summary of current threat in Hampshire in relation to community tension and public order.
It is essential that victims of hate crime are confident in reporting their experiences and those witnesses of hate crime are also encouraged to report incidents. To achieve this, work needs to be carried out across the city in partnership with communities, agencies and employers to increase awareness of what is meant by hate crime, why it should be reported, how to report it and about the support available for victims.	The partnership Hate Crime Awareness Campaign, the 'Helping Victims of Hate Crime' app and the hate crime booklet circulated by the Police explains what hate crime and/or incidents are and how to report them. A Diverse Community Engagement Officer for the Southampton Division also gives presentations to partners and organisations. Southampton's Pledge Against Hate was launched in October this year to coincide with National Hate Crime Awareness Week to raise awareness. 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.
The Partnership should ensure Diversity Champions within Neighbourhood Policing Teams are pro-active in engaging with both BME and LGBT communities to encourage increased confidence in discussing issues with Police and other agencies.	Hampshire Constabulary are committed to investigating all crimes and incidents, supporting victims and bringing the offenders to justice. The Force has specially trained staff, such as Lesbian and Gay Liaison Officers 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.

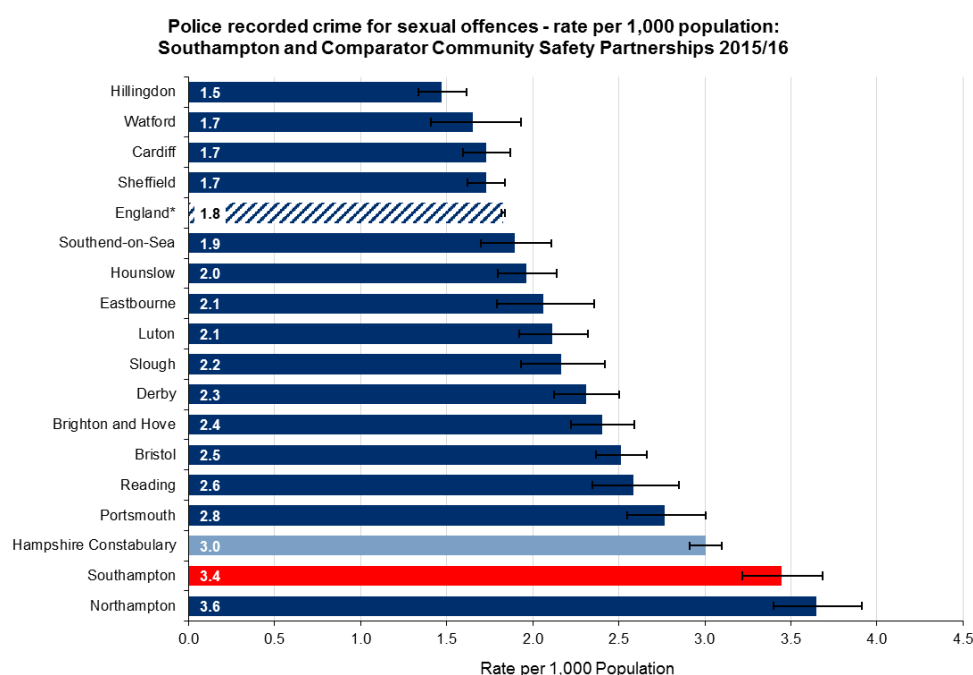
Recommendations

- 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.
- 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.
- 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.

5.4 Sexual Offences

Southampton continues to have a significantly higher Police recorded rate of sexual offences per 1,000 resident population than England. In 2015/16 it recorded the second highest rate amongst its group of fifteen most similar community safety partnerships, with a rate of 3.4 offences recorded per 1,000 population. This is significantly higher than every other CSP in the group with the exception of Northampton (see figure 5.4.1). It should be noted that, the group of other sexual offences is particularly influenced by Police activity in investigating such crimes.

Figure 5.4.1



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.

Both the number of recorded rapes and other serious sexual offences have increased when compared to figures for the previous year. Just over 300 rapes were recorded in the city in 2015/16, 9% higher than the number reported in 2014/15 (see figure 5.4.2). Other serious sexual offences increased by 42% over the same time frame. These increases are considerably smaller than those noted last year. Recent figures from the Office for National Statistics showed an increase of 21% in all sexual offences for 2015/16 compared with the previous year, this includes a 22% increase in rape and a 20% increase in other sexual offences.⁴⁹

The increase in reporting of non-recent offences (over six months old) has continued in 2015/16, remaining consistent at 43% of all reported rapes and sexual offences. Increased disclosure of non-

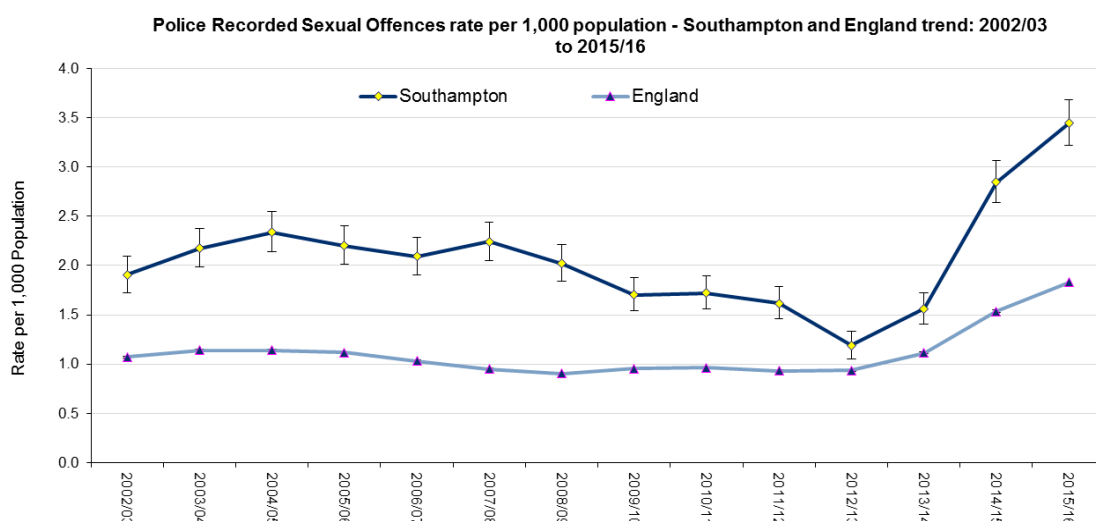
⁴⁹ Office for National Statistics (2016) *Statistical Bulletin: Crime in England and Wales: year ending March 2016*

recent offences is thought to be attributable in part to improved risk assessment procedures with domestic abuse victims, with one third of non-recent reports being domestic in nature.

Offence rates vary across the city, with Bargate ward recording the highest rate of serious sexual offences; 5 per 1,000 resident population, which is significantly higher than the average for the city as a whole (see figure 4.5.2 in section 4.5). This may be linked to the high concentration of Night Time Economy venues located in this area.

Across Hampshire Constabulary's area, almost half of all rapes (44%) involved victims who were under 18 at the time the offence was committed. A high proportion of these are non-recent reports, with approximately a third only reported to Police once the victim is over 18. Repeat victims of rape offences comprise approximately 5% of all victims across Hampshire and this repeat victimisation is associated with vulnerability factors such as alcohol, drugs or mental health issues.

Figure 5.4.2



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 CSP.

The rise in the volume of sexual offences recorded by the Police both nationally and locally should also be seen in the context of a number of high-profile reports and inquiries which have led Police Forces to review and improve their recording processes. These include an examination of rape investigation and prosecution by HMIC and HMCPSP in 2012,⁵⁰ which highlighted the need to improve the recording of sexual offences specifically, as well as HMIC's inspection of crime reporting in general which found that sexual offences had been substantially under-recorded by Police Forces

⁵⁰ Criminal Justice Joint Inspection (2012) *Forging the links: Rape investigation and prosecution* [Online]

Available from <https://www.justiceinspectorates.gov.uk/hmic/media/forging-the-links-rape-investigation-and-prosecution-20120228.pdf>

across England and Wales.⁵¹ Concerns around recording had also been raised by the Public Administration Select Committee inquiry. Media publicity surrounding high profile cases such as Operation Yewtree may also have encouraged victims to report sexual offences to the Police.

Due to these issues it is thought that Police recorded crime data do not currently represent a reliable indication of trends in these kinds of offences. The large increases seen in recent years are believed to have been caused by a combination of increased reporting by victims and improvements in the recording of such offences by the Police.⁵²

The Serious Sexual Offences Reduction Group (SSORG) meets on a quarterly basis to discuss trends and offences. Key emerging themes that have been identified are the involvement of alcohol and/or drugs, online activity, deprivation, child sexual exploitation, non-current offences (including investigations recently initiated by the Rotherham report), missing and looked after children and domestic violence. Students and young adults have also been identified as vulnerable, hence the focus on the prevention and detection of offences for this group.

Update on 2014/15 recommendations

Recommendation	2015/16 Update
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.

⁵¹ Her Majesty's Inspectorate of Constabulary (2014) *Crime-recording: making the victim count* [Online] Available from <https://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/crime-recording-making-the-victim-count.pdf>

⁵² Office for National Statistics (2016) *Statistical Bulletin: Crime in England and Wales, year ending March 2016*

Recommendation	2015/16 Update
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.

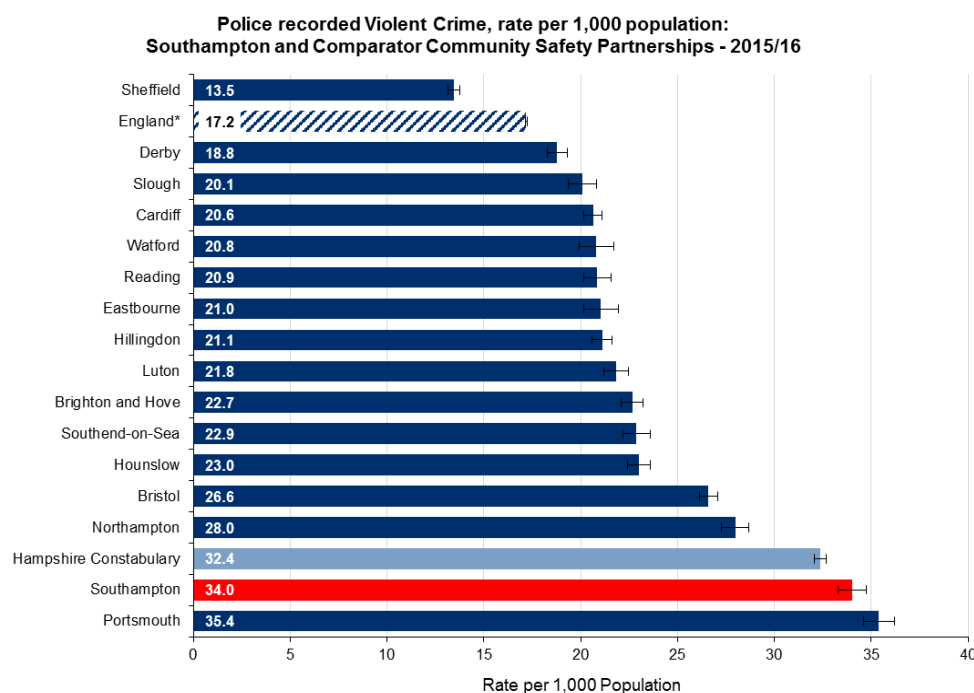
Recommendations

- The Partnership should continue to support multi-agency efforts to improve the reporting and recording of sexual offences to understand the true scale of this often unreported crime and work together to create an improved intelligence picture for sex crime focusing on integrating information across organisations
- The Partnership should implement and monitor the Improvement Plan, focused on prevention, early intervention, education and enforcement to address the high levels of rape and serious sexual offences across the city
- The Partnership should implement the multiagency Tackling Domestic Violence and Abuse Plan 2015-17, including reviewing the integrated Multi Agency Risk Assessment Conference (MARAC) and Multi Agency Safeguarding Hub (MASH) model to ensure partnership risk assessment and response for high risk Domestic Violence and Abuse has improved
- The Partnership should work with the Health and Wellbeing Board to develop and implement a city wide Alcohol Strategy to cover both public health and community safety issues and the accurate recording of drink/drug related offences where the offender is intoxicated should be encouraged. Neighbourhood level liaison with licensed premises and education providers should be encouraged to raise the profile of alcohol as an identified driver to serious sexual offences
- A collaboration of Academic Volunteers (Winchester University) and Hampshire CID has been proposed to conduct a detailed analysis into areas of threat and harm for Hampshire Constabulary. This research should focus on key drivers for rape and serious sexual offences, and why local success rates for conviction are low.

5.5 Violence Against the Person

Southampton continues to have a relatively high recorded rate of violent crime, with a rate of 34 incidents per 1,000 population in 2015/16. This is significantly higher than the national rate 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 (see figure 5.5.1).

Figure 5.5.1



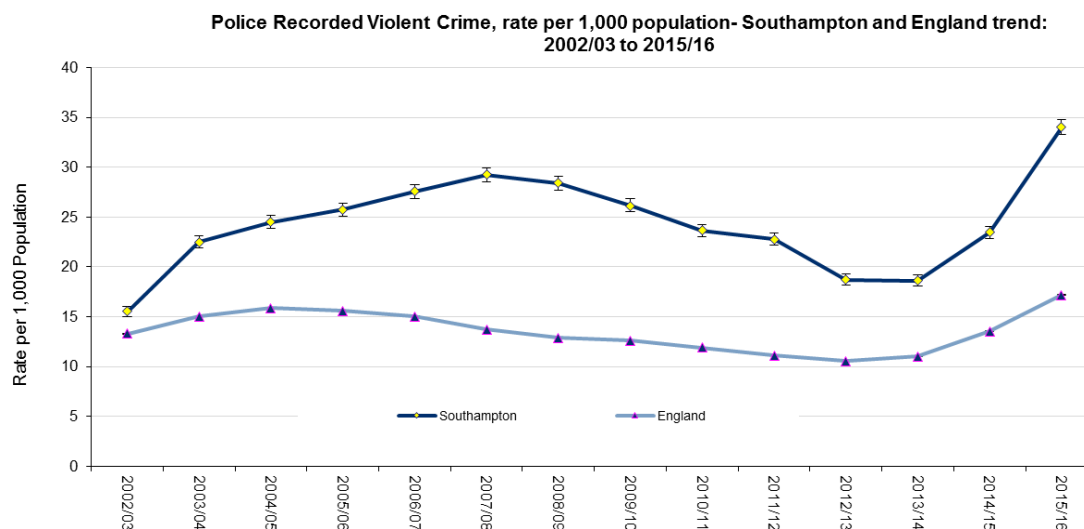
Sources: Police Recorded Crime, The Home Office, Mid-Year Population Estimates, The Office for National Statistics

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

Figure 5.5.2 shows the trend in recorded violent crime in the city. This illustrates that in the period prior to 2014, 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).

However, in the past two years all sectors in the city have seen a dramatic increase in the number of violent crimes. In the last year, the Police recorded violent crime rate increased from 23.5 per 1,000 resident population to 34 per 1,000 resident population; approximately a 45% increase.

Figure 5.5.2



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 CSP

This increase is most marked in the Shirley and Coxford wards of Southampton, with statistically significant rises of 87% and 77% respectively recorded. It should be noted that this sector contains Southampton police station and so any violence that occurs in custody, or is reported without an offence location, will flag in Southampton West. This area of the city also contains more bail hostels, supported housing for people with substance and alcohol issues and units for children with severe behavioural problems (Compass Centre and Hill Lane) than any other sector. The latter can generate numerous reports for violent crime due to reports of assaults on staff and between pupils.

Despite these factors, the overall increase in violence offences, both in the western sector of Southampton and in the city as a whole, is thought to be largely attributable to the effect of improved crime data recording in the wake of wider drive to improve Crime Data Integrity and the expansion of the 'Violence without injury' sub-category to include 2 additional notifiable offences. 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.⁵³ It is recognised that violent offences are more susceptible to subjective judgements where a decision is taken as to whether a crime will be recorded or not. The HMIC report, which has been a driving force in recent improvements in the integrity of crime data, found that violent offences are disproportionately

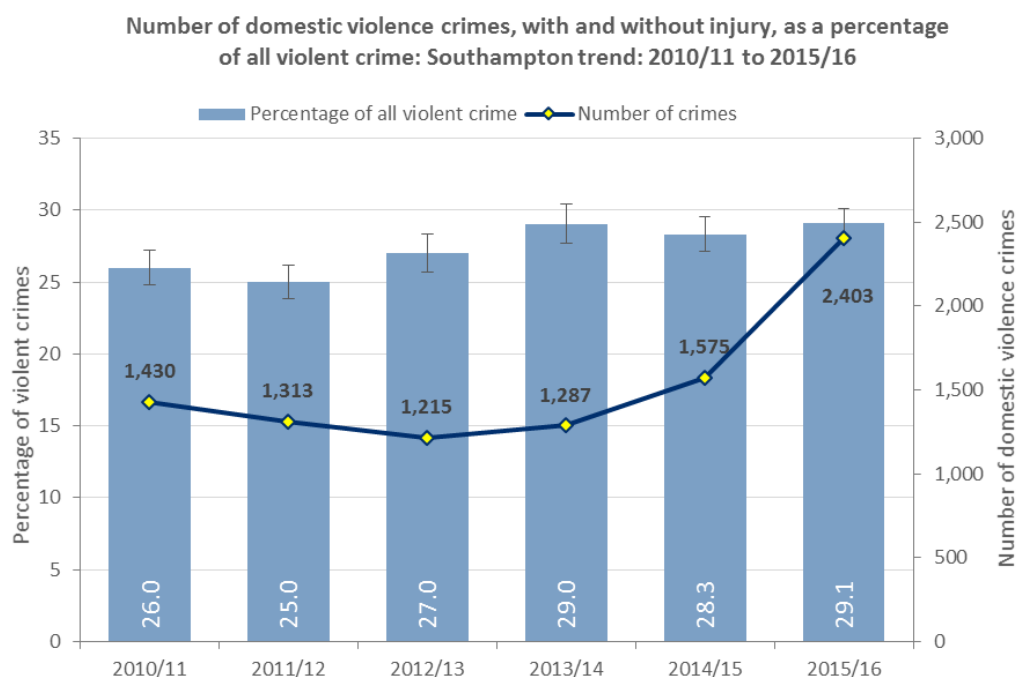
⁵³ Office for National Statistics (2016) *Crime in England and Wales: year ending March 2016* [Online] Available from

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

represented, with Police Forces nationally failing to record an estimated 1 in 3 crimes of this nature.⁵⁴

As a result, action taken by Hampshire Constabulary to improve CRS compliance is likely to have resulted in an increase in the number of violent offences recorded. It is believed that these improvements in recording will have the largest impact on figures for less serious violent crimes where the decision to record an offence may have been less obvious. Nationally, latest CSEW estimates showed no significant change in violence offences from last year's survey, although it is too early to say whether this represents a change in the long-term downward trend. Locally, Neighbourhood Policing Teams feel that the area has become no more violent in recent years and figures from the local accident and emergency department (discussed below) support this view.

Figure 5.5.3



Source: Hampshire Constabulary

Another possible factor underlying the rise in Police recorded violent crime is an increase in the reporting and recording of domestic abuse. An HMIC progress report on the Police response to domestic abuse concluded that recent drives to improve the reporting and recording of domestic

⁵⁴ Her Majesty's Inspectorate of Constabulary (2014) *Crime-recording: making the victim count* [Online] Available from <https://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/crime-recording-making-the-victim-count.pdf>

abuse have resulted in an increase in the number of domestic abuse-related crimes.⁵⁵ Data analysis from the Home Office indicates that violence against the person offences are most likely to be flagged as domestic, with 33% of these offences flagged as domestic-abuse related nationally. This pattern is mirrored locally where the proportion of violent crimes identified as domestic has held fairly steady at between 28.3 and 29.0 % of the past three years but the number of offences in this category has increased dramatically; by over 52% in 2015/16 compared to the previous year. Further analysis on domestic violence and abuse can be found in section 5.10.

There has also been a 42% increase in violence against the person crimes involving knives in Southampton compared to a 10% rise nationally. Southampton and Portsmouth record the highest levels of knife crime locally and approximately 42% of all violence against the person crimes involving a knife are domestic offences. Southampton also records higher than average numbers of habitual knife carriers. These are persons who are shown as 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 known of acquisitive crime and drug offences.⁵⁶ The reasons for this increase are 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.⁵⁷

Despite the increase in overall violent crime, there has been a reduction in the most serious violence (murder / attempted murder) in Southampton over recent years. However, the city recorded a disproportionate number of homicides (25% of those committed within the Force area) given its population (13%). A strategic assessment of homicide offences in Hampshire over the previous five years identifies mental health, murder, suicides and links with vulnerability. Over a third of homicides in Southampton are against victims living in supported or sheltered housing.⁵⁸

Although Shirley and Coxford 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. However, figures from the local Emergency Department, which are analysed by Southampton City Council's Community Safety Team, show a reduction of assault presentations in relation to the night time economy of 23% in 2015/16 compared to the previous year. This provides further evidence that the dramatic increase in

⁵⁵ 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>

⁵⁶ Hampshire Constabulary (2016) *Force Strategic Assessment 2016/17*

⁵⁷ ONS (2016) *Focus on Violent Crime and Sexual Offences: Year ending March 2015* [Online] Available from: <http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/compendium/focusonviolentcrimeandsexualoffences/yearendingmarch2015>

⁵⁸ Hampshire Constabulary (2015) *Strategic Review of Homicide Offences 1st April 2010 to 31st March 2015*

recorded violent crime does not necessarily mean that the city has become more violent in recent years.

The assaults examined are those occurring in Southampton, which happened between 6pm and 9am. Just over half of these incidents happened in the SO14 postcode, which includes the main night time economy areas, 17% of assaults happened inside venues and 9% happened in the main night time economy streets. Alcohol was a factor in over half of the recorded assault cases (178 qualifying assaults in 2015/16). The busiest night is Saturday night / Sunday morning; accounting for 25% (78) of all recorded assaults, with the busiest time period being between midnight and 2am accounting for 38% (120) of all assaults. This is an increase of 20% compared to the same period last year and this reflects observations that people are coming out later in the evening. 73% (232) of the victims were male and 42% of those were aged between 18 and 24 years old. 34% (28) of the female victims were assaulted by a partner / spouse or ex-partner.

Update on 2014/15 recommendations

Recommendation	2015/16 Update
The Partnership should continue to carefully monitor data (from the Police and other sources) in an attempt to better understand the trends in violent crime in Southampton and the reasons behind this.	The Partnership are using learning from the Ending Gang Violence and Exploitation (EGYV) Peer Review undertaken earlier in 2016 to inform future work. The Intelligence and Strategic Analysis Team in Southampton City Council collate information from a number of sources including the Police to develop the Strategic Needs Assessment. This information is then fed into the Police's violent crime strategy and Night Time Economy (NTE) plan.
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.	The Partnership continues 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.

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.
- 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 5.10 for further DVA recommendations).
- 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.

5.6 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. Drug use is linked to many health conditions, from heart and respiratory problems to psychosis and seizures. Added to these significant health risks are the increased likelihood of suffering violence and having unprotected sex that is seen among heavy drinkers and drug users.

5.6.1 Alcohol

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.⁵⁹

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.⁶⁰

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 of 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 increased likelihood of committing a violent crime; it is addictive, which may lead offenders to commit acquisitive crimes in order to fund their habit.⁶¹

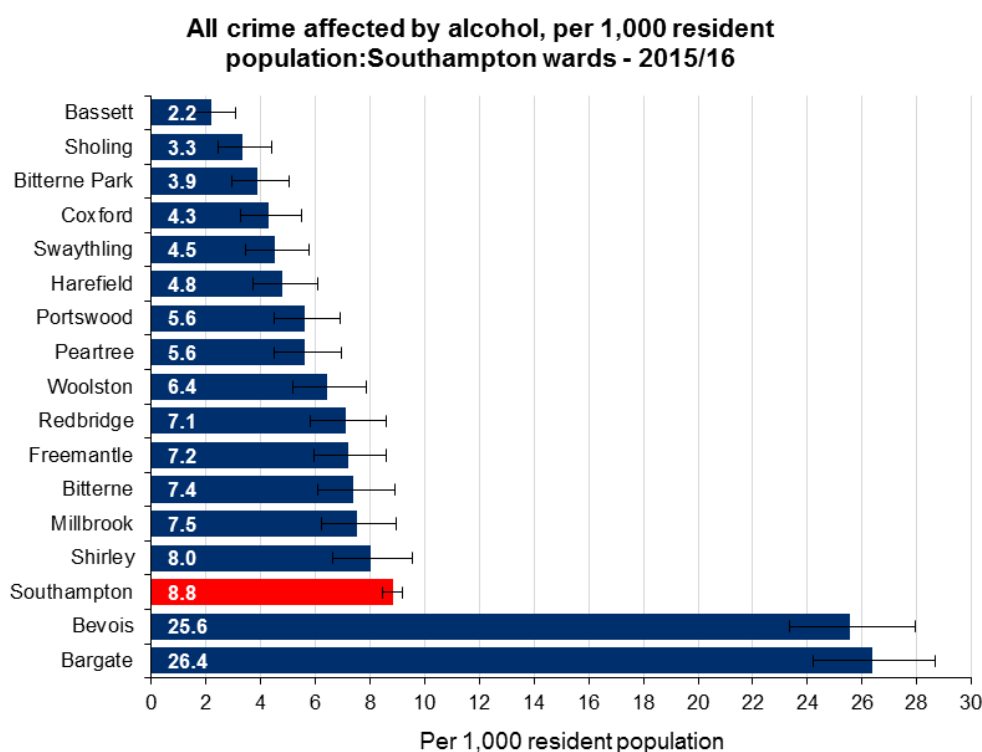
⁵⁹ Peele at al. (1999) *Psychosocial Benefits of Moderate Alcohol Consumption*. Life Process Program [Online] Available from: <https://lifeprocessprogram.com/lp-blog/library/psychosocial-benefits-of-moderate-alcohol-consumption/>

⁶⁰ Faculty of Public Health (2008) *Alcohol & Public Health – Position Statement* [Online] Available from: http://www.fph.org.uk/uploads/ps_alcohol.pdf

⁶¹ 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>

In Southampton a little over 2,100 offences were recorded by the Police as being affected by alcohol in 2015/16; a rate of approximately nine offences per 1,000 population. This represents an increase of 12.1% on the previous year, and 8% of all crimes. Recorded rates of crime affected by alcohol are significantly higher in the central wards of Bargate and Bevois (see figure 5.6.1). 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 criminal activity, especially violent crimes.

Figure 5.6.1



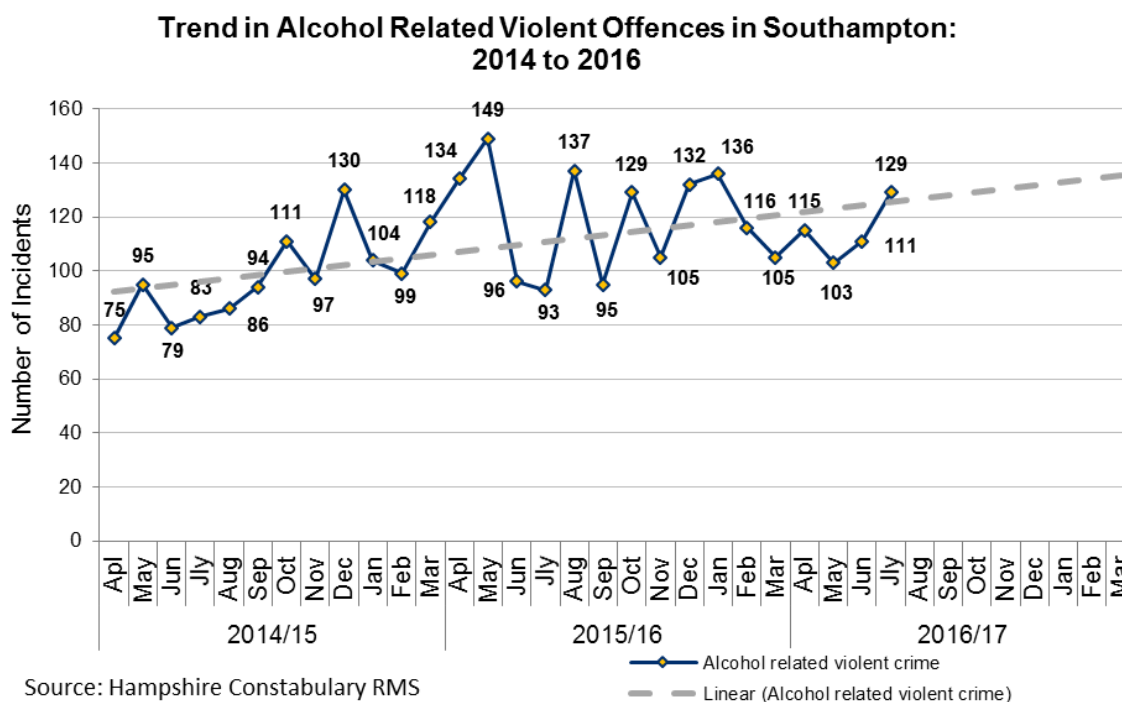
Source: Hampshire Constabulary, Mid Year Population Estimate 2014 ONS

The Police recorded 1,457 incidents of alcohol related violent crime in Southampton over the course of 2015/16; a 22% increase on the previous year. Figure 5.6.2 illustrates the monthly trend in alcohol related violent crime from April 2014 to July 2016.⁶² The underlying trend over the whole period studied appears to be an increasing one, although this would have been impacted by improvements in Crime Data Integrity (CDI) as discussed in previous chapters. Indeed, if we just examine the trend since April 2015, the trend actually appears to be levelling off if not slightly downwards. However, this is a relatively short time series, with significant variation from month to month, so this needs to continue to be monitored to understand the true trend in alcohol related violent crime in the city. Nonetheless, this would correlate with a 9% reduction in the number assault presentations to the

⁶² 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

Emergency Department and a reduction in the number of clients visiting the ICE bus per night in 2015/16.

Figure 5.6.2



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 early hours of Wednesday also experience a peak in offences, which is likely to link to an event at Oceana on Tuesday nights where drinks are priced from £1.50. Similar offers are replicated across many competitor premises in the city, both large and small, but Oceana / Leisure World is one of the largest with a capacity of around 2,000 people. Footfall within these premises in Southampton is frequently higher than that of the other licensed premises in Southampton. Therefore, it may be expected that the number of violent crime incidents and sex offences linked to this premise are higher.

Pre-loading, the consumption of alcohol, often spirits, at home prior 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.⁶³

⁶³ White Ribbon Association (2016) *Pre-loading: Alcohol Awareness* [Online]

Recently, an issue has been identified in the growth in the number of off-licensed premises found to be selling high-strength imported beer at less than the statutory minimum (duty plus VAT). It is illegally imported, and its consumption has consequences in terms of both behaviour and health. So far, Southampton City Council have held one premise licence review leading to revocation, and others are being contemplated.

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.⁶⁴ 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.⁶⁵

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 nuisance⁶⁶.

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 SPOs. Five

<http://white-ribbon.org.uk/wp-content/uploads/2016/02/Alcohol-and-Preloading.pdf>

⁶⁴ Institute of Alcohol Studies (2015) *Policies to reduce crime and social disorder* [Online]

<http://www.ias.org.uk/Alcohol-knowledge-centre/Crime-and-social-impacts/Factsheets/Policies-to-reduce-crime-and-social-disorder.aspx>

⁶⁵ Southampton City Council (2015) *Licensing Policy Documents* [Online]

<http://www.southampton.gov.uk/business-licensing/licensing/licensing-act-2003/documents-policy.aspx>

⁶⁶ Southampton City Council (2015), *Drinking Control Area* [Online] <http://www.southampton.gov.uk/people-places/community-safety/drinking-control-area.aspx>

localities were identified where street drinking and begging have been identified as an issue. These are the City Centre, Bitterne, Portswood, Shirley and Woolston.⁶⁷

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 2015/16, the Late Night Levy raised £124,986, from which £14,414 were deducted in expenses. A total of £110,482 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 and CCTV.

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 51 nights over 2015/16 and dealt with 244 clients, an average of approximately five clients per night that the bus was operational. This is a slight reduction from 2014/15 when the bus was operational for 57 nights seeing a total of 347 clients; 6 clients per night. Deployment of the ICE bus is discussed and planned at a quarterly Night Time Economy steering group meeting. The main night of operation is a Saturday night as this is still deemed the busiest night for crime and assault admissions to the emergency department. The ICE bus has also been deployed for key events over the Fresher's fortnight and for 'Big Night Out' events. These type of

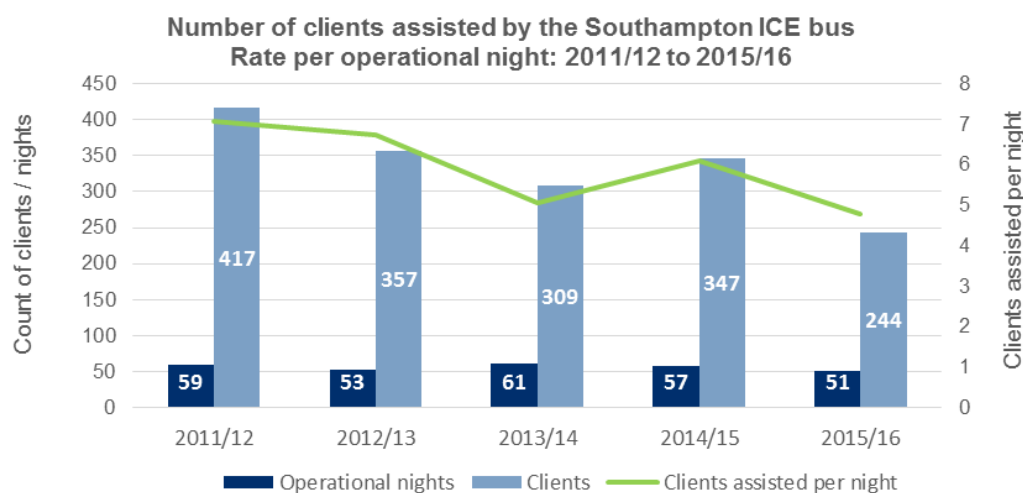
⁶⁷ Southampton City Council (2016) *Public Spaces Protection Order* [Online] Available from:
<https://www.southampton.gov.uk/people-places/community-safety/pspo.aspx>

events are deemed outside the normal range for the ICE bus so therefore costs are reclaimed from the organisers of the events.

Similar to 2014/15, the busiest time for clients attending the bus is between midnight and 2am with 36% of clients visiting during this time in 2015/16. Although there was an overall decrease in the number of people visiting the ICE bus in 2015/16, there was compared an increase of almost 50% in the number of people attending the ICE bus between 10pm and midnight compared to the previous year. October was the busiest month; the ICE Bus was deployed for nine nights that month to cover the Fresher's events. Apart from December, there was a decrease in the number of clients using the ICE bus for each month in 2015/16 compared to the previous year. Figure 5.6.3 shows the yearly trend in ICE bus activity.

Of the clients visiting the bus, 52% (128) were male and 39% (96) were female. 22% of male victims were a victim of an assault and 20% were in drink (a term meaning that the person has been drinking but is not intoxicated) or intoxicated (unresponsive). Amongst female clients, 5% were a victim of assault and 34% were in drink or intoxicated.

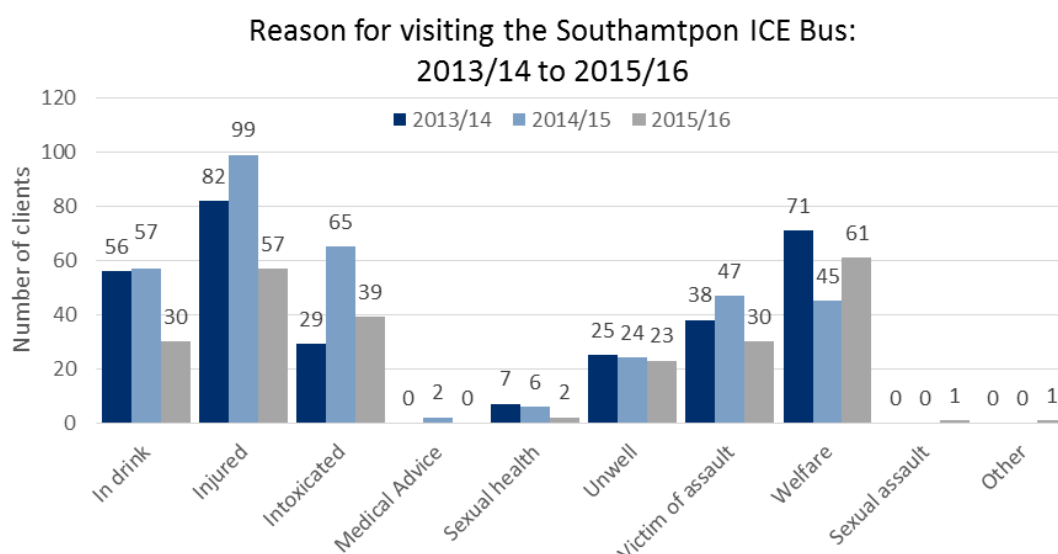
Figure 5.6.3



Source: Community Safety Team, Southampton City Council

Most clients visit the bus for help because they are injured, unwell or in drink. Fifty-seven (23%) clients visited the bus because they were injured, thirty (12%) visited because they were in drink and thirty-nine (16%) were intoxicated and 12% (30) were victims of assault (see figure 5.6.4); assault victims reduced by 17 compared to the previous year. A quarter of clients (25%) required welfare support, an increase of 16 compared to the same period last year. A number of people also visit for flip-flops or water. Flip-flops were originally given out free but there is now a £2 charge per pair and the money raised is used to buy more flip-flops.

Figure 5.6.4



Source: Community Safety Team, Southampton City Council

59% (144) of clients were self-referral 'walk in' clients and received treatment or welfare advice from the ICE bus staff. Ten clients (4%) were brought to the bus by Ambulance, 19 (7%) by Police and 24 (10%) by Street Pastors. The Emergency Care Practitioner treated 82 clients (34%) whilst 116 clients (47%) were dealt with by the ICE bus staff. 23 clients (9%) were sent to the emergency department, a slight reduction on last year when 57 (16%) were sent.

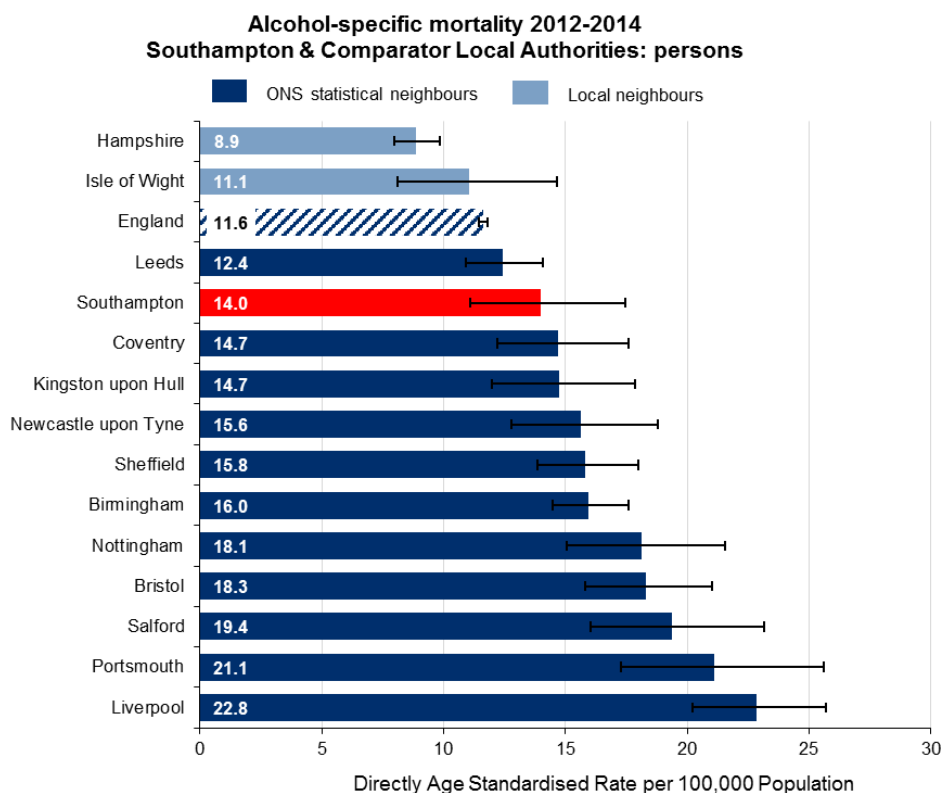
Street Pastors, a group of trained volunteers from local churches, work in partnership with door staff, the ICE bus, paramedics, Police, and taxi marshals. Street Pastors provide a non-confrontational and supportive service helping people who are vulnerable, drunk or injured. In 2015/16 the Street Pastors responded to 127 calls for help and gave assistance to 201 people who were too drunk to look after themselves. Of these, 51 (25.4%) were lone individuals, separated from friends. They calmed 67 aggressive situations and cleaned up 55 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 323 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.

Alcohol and health

Alcohol use has health and social consequences at an individual, family and wider community level. Alcohol consumption is a contributing factor to hospital admissions and deaths from a diverse range of conditions. Alcohol misuse is estimated to cost the NHS about £3.5 billion a year and society as a whole £21 billion annually. A full alcohol health needs assessment was conducted by the

Southampton City Council Public Health team in 2015/16, but a summary of some of the main health issues are presented below.

Figure 5.6.5



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 2012 to 2014, 80 people in Southampton died as a direct result of alcohol misuse. This resulted in an alcohol-specific mortality rate of 14 deaths per 100,000 population (see figure 5.6.5). This is one of the lowest rates amongst the city's comparator areas, although still slightly higher than the national average. Alcohol-specific mortality has remained fairly stable since 2006.

There was a total of 1,060 admissions to hospital as a result of alcohol-specific causes for Southampton residents in 2014/15 (the most recent data available). This is significantly higher than the national average (see figure 5.6.6), although similar to many of the city's comparators. The admission rate has remained fairly stable since 2011/12, although there was a slight reduction in 2014/15 compared to the previous year (see figure 5.6.7). The majority of these admissions (approx. 75%) were for mental and behavioural disorders due to use of alcohol including harmful use, acute intoxication, dependence syndrome and withdrawal state. Men are more likely to be admitted to

hospital for alcohol-specific conditions, and the peak age range for admission is the early 50s (see figure 5.6.8).

Figure 5.6.6

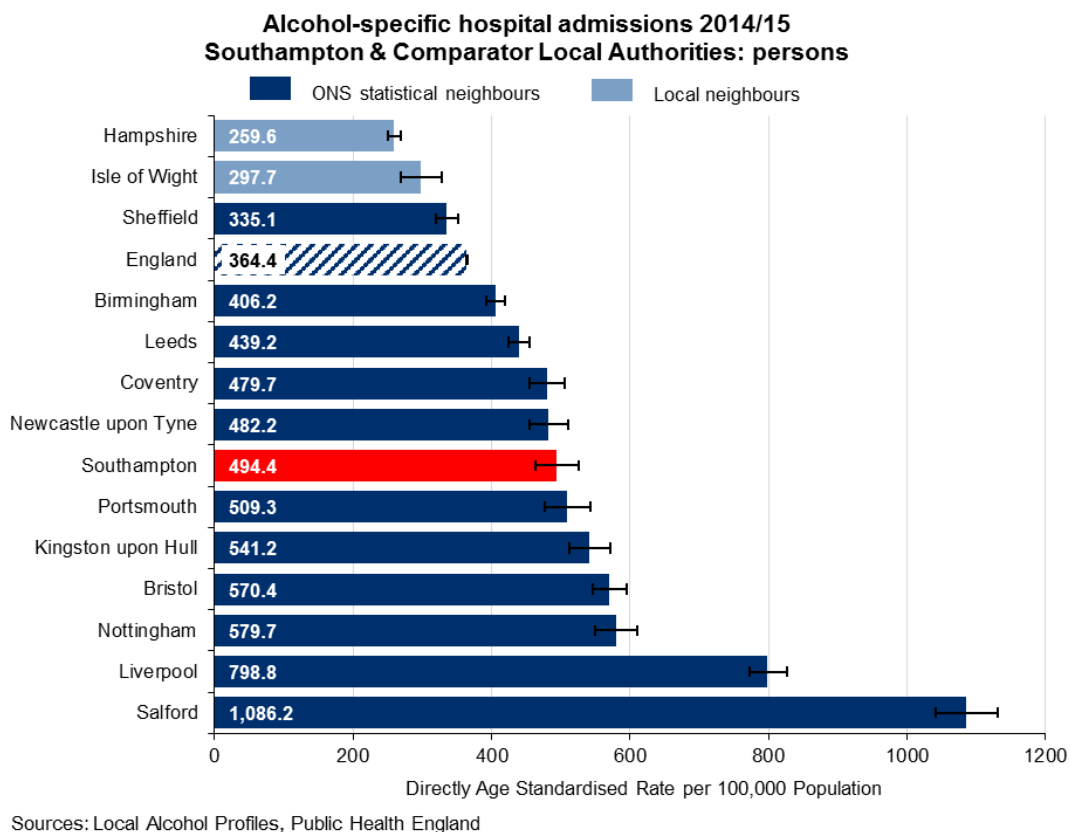


Figure 5.6.7

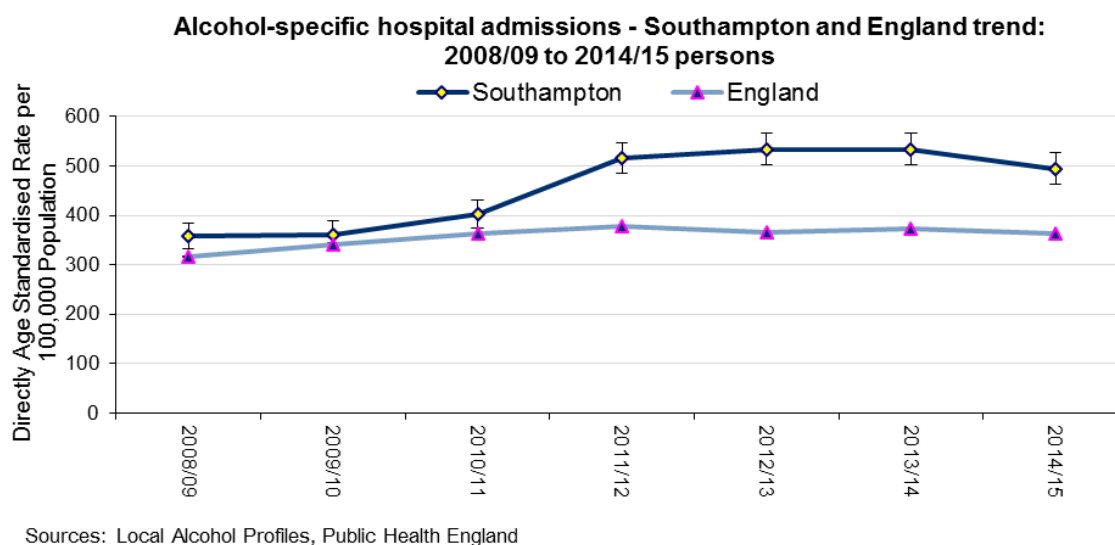
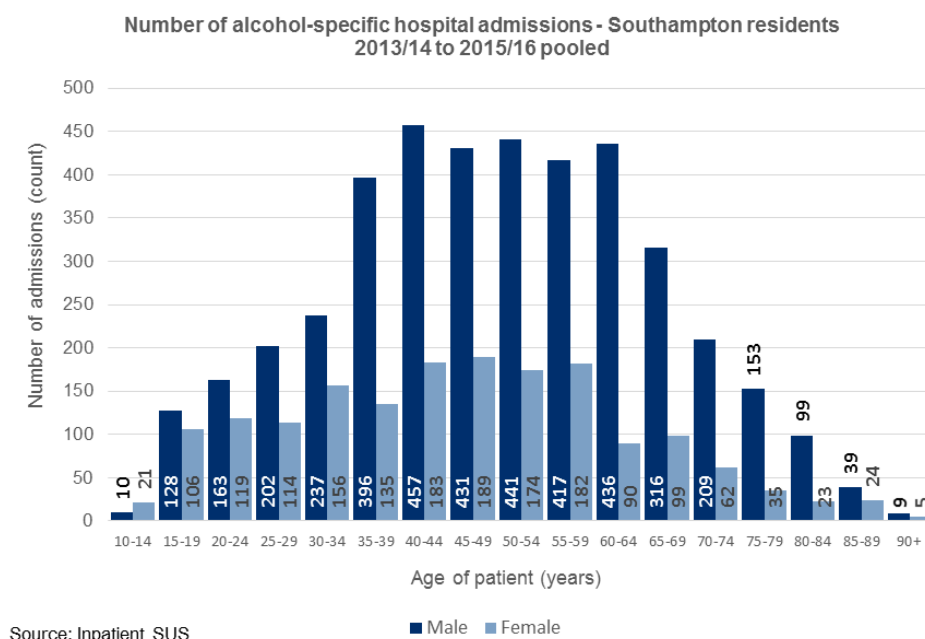
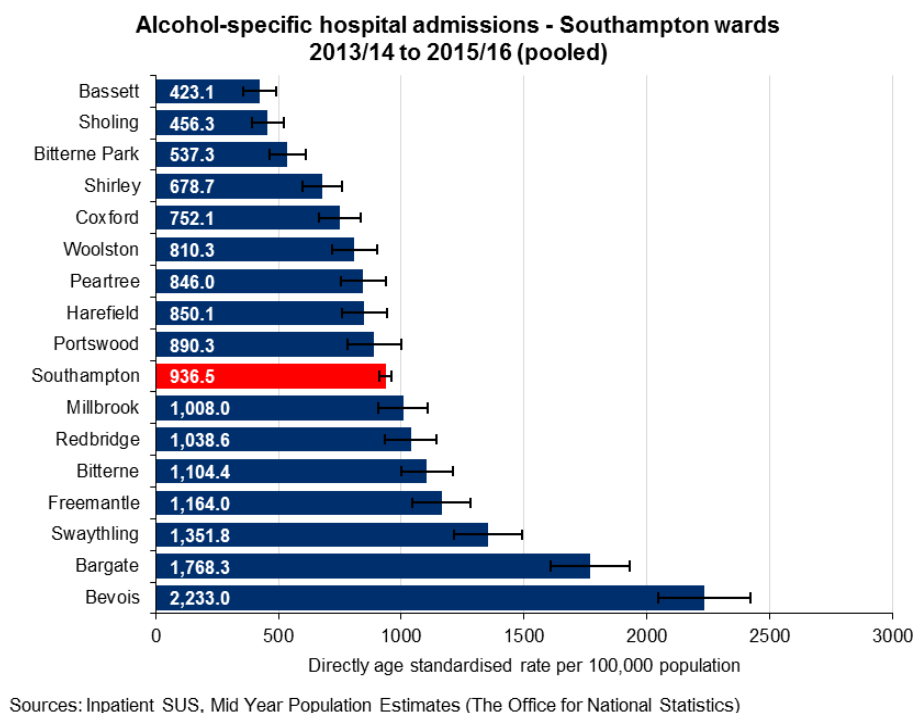


Figure 5.6.8



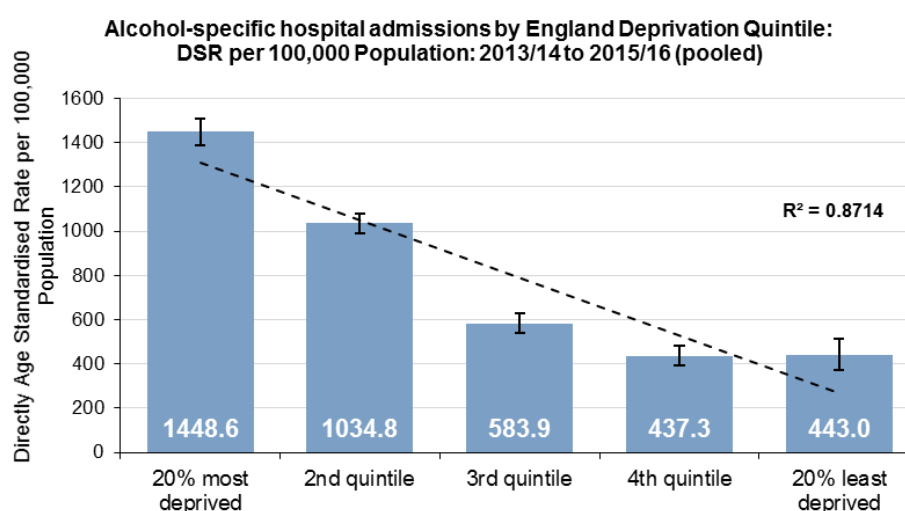
Within Southampton, high rates of alcohol-specific hospital admissions continue to be observed in Bevois, Bargate, Swaythling, Freemantle and Bitterne wards over the three year period from 2013/14 to 2015/16 (see figure 5.6.9).

Figure 5.6.9



Official survey figures suggest that the number of people who drink alcohol on a regular basis has decreased over recent years. However, the proportion of those who drink above recommended guidelines has risen, especially among those in work. 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.⁶⁹ This effect can be seen locally in the strong relationship between alcohol-specific admissions to hospital and deprivation levels in Southampton (see figure 5.6.10).

Figure 5.6.10



Sources: Inpatient SUS, Mid Year Population Estimates (The Office for National Statistics)

The number of hospital admissions is far higher when all alcohol-related hospital admissions are considered. Alcohol-related conditions include all alcohol-specific conditions, plus those where alcohol is casually implicated in some but not all cases of the outcome; for example hypertensive diseases, various cancers and falls. 1,527 alcohol related hospital admissions (narrow definition) occurred over the course of 2014/15 in Southampton, a rate of 709 per 100,000 population; this is lower than the rate for the previous year (733 per 100k), although the difference is not significant.

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 All Party Parliamentary Group on Alcohol Misuse, *Manifesto 2015* [Online] Available from: <https://www.alcoholconcern.org.uk/all-party-parliamentary-group-on-alcohol-misuse-2015>

Alcohol treatment

Modelled estimates suggest that over 30,000 Southampton residents are likely to drink alcohol at increasing risk and over 10,000 more 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 used.⁷⁰

There were 335 adults in structured treatment for their alcohol concern in 2015-16, compared to 416 in 2014/15; a reduction of just under 20%. This is likely to be due to a combination of a change in reporting mechanisms as well as a reduced incidence of presentations. Services are now focused on improving the numbers in treatment. It is felt that further investment in the University Hospital Southampton (UHS) Alcohol Care Team and resources found to support community services in-reach would help to create a 7 day, consultant led, specialist alcohol nurse service. This service would be based in an acute setting but with strong community service in reach / links. It is hoped that this would lead to an increase in the numbers in community treatment and reduce hospital presentations.

The most recent Diagnostic and Outcomes Monitoring Executive Summary (DOMES) for 2015/16 shows that 30.1% compared to the national average of 39.1%. This is a fall from the 42.6% who successfully completed in 2014/15, although the most recent figures for quarter 2 2016/17 show some improvement (41.3%). More positively, only 3.1% clients represented to services in the 6 months following discharge in 2015/16 compared to a national average of 9.3% and the 6.7% who represented in the previous year.

Locally, 35% of all adults in alcohol treatment live with children (either their own children or otherwise) and 23% are parents but do not live with their children. This represents an important safeguarding issue and there may be hidden population(s) of alcohol-dependent parents. A city-wide Alcohol Strategy is currently being developed, with a working group being convened to oversee its delivery.

⁷⁰ Southampton City Council (2016) *Alcohol Needs Assessment*. Public Health Team, Southampton City Council

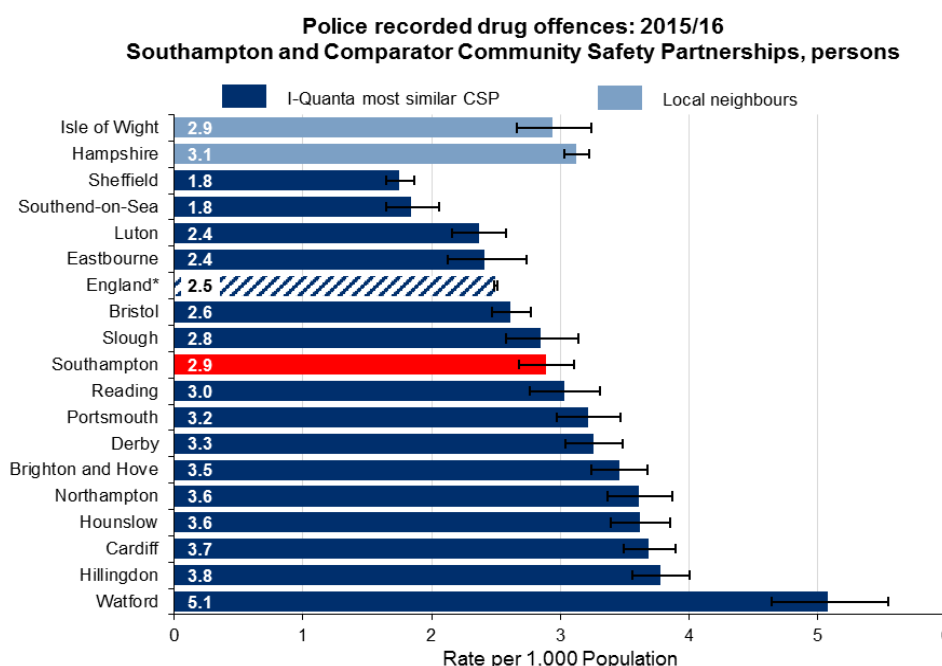
5.6.2 Substance Misuse

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.⁷¹ It is known that drug treatment in the community can reduce offending, and the longer offenders are in treatment, the better the outcomes.⁷² However, the relationship between drug misuse and offending is a complex one and can extend beyond acquisitive offending to fund drug misuse.

Drug related crime

The Police recorded a total of 708 drug offences in Southampton in 2015/16, a fall of 29% 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 5.6.11). However, rates of drug offences in the city have reduced dramatically in the last two years, at quicker pace than the national average; the gap is now just 0.4 offences per 1,000 population (see figure 5.6.12).

Figure 5.6.11



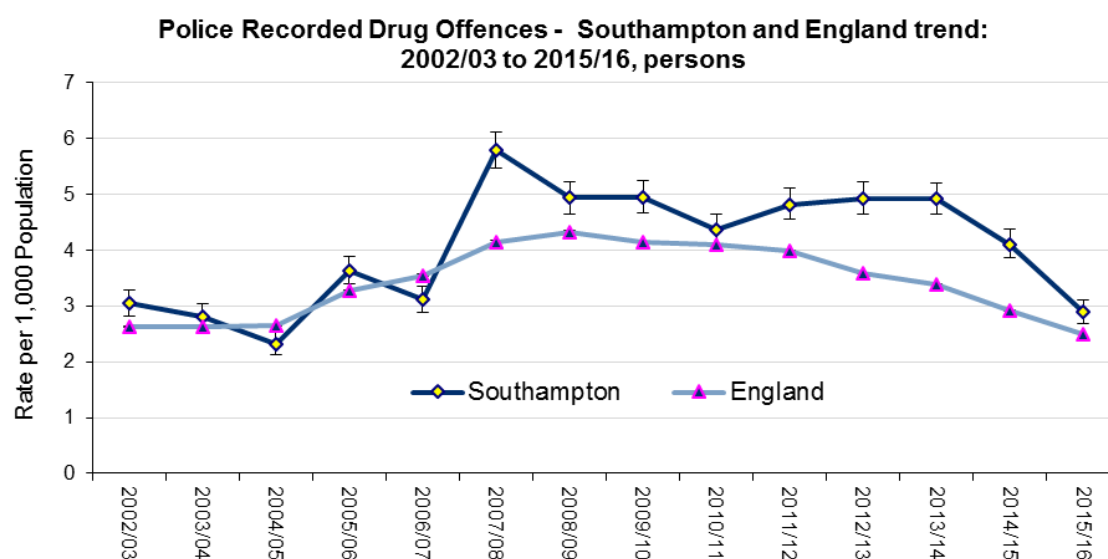
⁷¹ Morgan, N. (2014) *The heroin epidemic of the 1980's and 1990's and its effect on crime trends then and now: Technical Report*. [Online] Available from: <https://www.gov.uk/government/publications/the-heroin-epidemic-of-the-1980s-and-1990s-and-its-effect-on-crime-trends-then-and-now>

⁷² Millar et al (2008) *Changes in offending following prescribing treatment for drug misuse*. NTA [Online] Available from: http://www.nta.nhs.uk/uploads/nta_changes_in_offending_rb35.pdf

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 (see figure 5.6.12). 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.⁷³ 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.

To some extent, the reduction in Police recorded offences is mirrored by resident perceptions. The Southampton City Resident's Survey of 2016 examined perceptions of drug use being a problem. 26% of respondents identified 'people using or dealing drugs' to be a fairly or very big issue in their local area; a 4 percentage point reduction from 2014.

Figure 5.6.12



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

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.⁷⁴

⁷³ ONS (2015) *Statistical bulletin: Crime in England & Wales, Year Ending March 2015*.

⁷⁴ 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/

There are higher rates of recorded drug offences in the more deprived areas of Southampton (see figure 5.6.13) and, significantly higher rates of drug offending were seen in the wards of Bargate, Bevois and Freemantle (see figure 5.6.14). Specific areas of Bargate have been identified as priority areas for drug offences by Hampshire Constabulary.

Figure 5.6.13

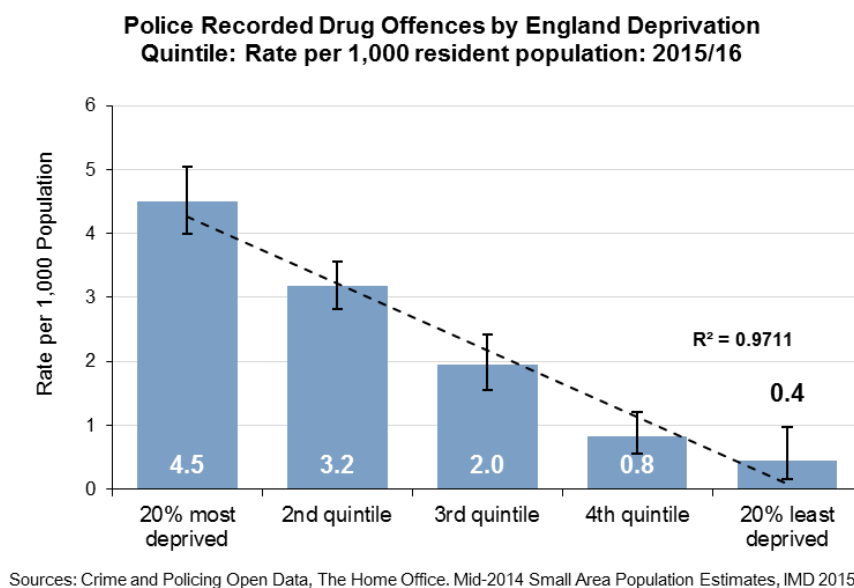
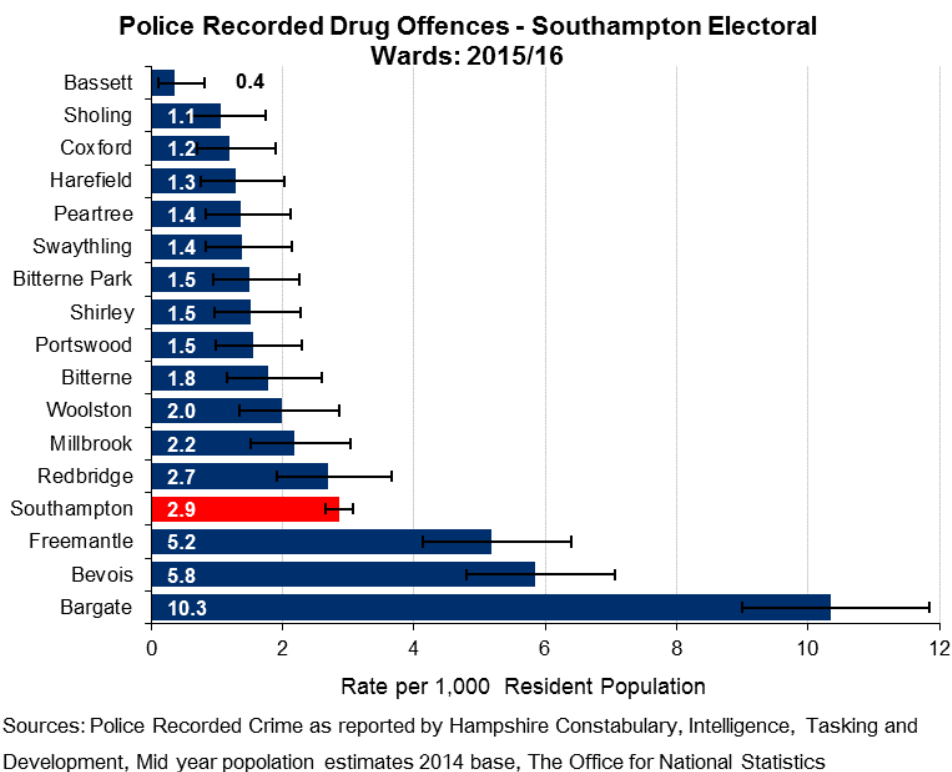


Figure 5.6.14



Despite the reduction in overall offences, drug-related violence (DRV) continues to be an issue in Southampton, rising by nearly 13% in 2015/16. This is a major factor underlying serious violence offences including kidnap and blackmail, serious assault, personal robbery, threat to life and aggravating burglary. In addition, overall offences continue to be fuelled by activities aimed at enforcing drug debts, the theft of drugs, and to secure (typically vulnerable) premises from which to deal or as a result of dealer rivalry.

Intelligence mapping reveals that DRV has increased in relation to crack and heroin supply across Hampshire and the Isle of Wight for the first time since 2014. In part, this increase is due to improved recording practices, but moreover is a consequence of the overall upward trend in identified DRV incidents and intelligence. Southampton remains a key strategic risk area for Hampshire Constabulary with regards to DRV, with the area accounting for around one third (30%) of DRV offences for Hampshire Constabulary. However, there has been a reduction in the most serious violence, murder or attempted murder. This may be partly attributable to the disruption of some of the more violent networks, in particular the Somali affiliated nominals linked to OCG Ruby, which accounted for elevated levels of drug related violence in Southampton in 2015. Overwhelmingly the victims of drug related violence are themselves drug users and/or have some involvement in the supply chain. However, the intelligence picture also indicates levels of drug criminality associated with the exploitation of vulnerable adults and/or juvenile runners within the drug supply framework which presents a complex and more challenging picture.⁷⁵

Drug offences accounted for 3.1 % of all recorded crime in 2015/16, amongst the lowest crime figures in the Force. Southampton district accounts for 16% of this total. Mapping of drug intelligence reveals a broadly stable picture of drug lines, with Southampton identifying more networks (on average) than other districts in the Hampshire Constabulary area. Pro-activity is therefore aimed at disrupting the associated incidents of violence, ASB and to ensure safeguarding. However, specialist investigations are revealing that many networks go undetected by conventional intelligence gathering and this picture is unlikely to be truly accurate.

Transient drug dealers continue to be present in all districts in the Hampshire Constabulary area, with OCGs from a number of surrounding areas exploiting county lines into Hampshire. The number of identified transient dealers has increased by 32% Force wide to 427.

Intelligence mapping suggests that around two thirds of identified drug networks have access or potential access to firearms for the purposes of criminal use. However, seizures of firearms or offences involving firearms remain very low, suggesting that this intelligence may be flawed due to false information, third party hearsay or may represent a knowledge gap given a number of recent events where loaded firearms were unexpectedly discovered.

⁷⁵ Hampshire Constabulary (2016) *Force Strategic Assessment 2016/17*

Networks are increasingly colluding or organising up stream and some significant occurrences were borne out of drug related activity which had little previous footprint within the intelligence systems, or those that were (at the time) at the lower end of the perceived threat scale.

Hampshire Constabulary continue to refine and enhance their intelligence picture in relation to drug offences and associated crime. Around 60% of OCGs in this area are primarily concerned with Class A drug supply, and the majority of these are also engaged in some secondary criminality; typically theft related crime or sexual exploitation offences. There is a significant risk posed by Albanian organised crime networks involved with the large scale supply of powdered cocaine.

Networks are known to target vulnerable city residents, aggressively ‘cuckooing’ these individuals using threats of violence to take over their home addresses and use these as a base for their dealing activity. It is also known that some vulnerable young people, some under the age of 15, from Southampton and outside the city, have been used to deal and transport drugs for the networks.

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. Following Fortress, Southampton’s multiagency partnership response, Operation Fortify, now aims to tackle a range of issues caused by drug offences, with a wider focus than violence alone. As a result of analysis, individuals vulnerable to drug dealing activity were identified and targeted for support. Key offenders were targeted for enforcement and vulnerable people were targeted for safeguarding. The activity co-ordinated under this operation has coincided with a reduction in drug-related crime and an improvement in intelligence in Southampton. This partnership operation indicates that creating a ‘hostile’ environment for drug criminality, whilst safeguarding those who are vulnerable, is a successful method of dealing with drug related crime.⁷⁶

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:⁷⁷

- Synthetic cannabinoids; these drug mimic cannabis and are traded under names such as 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.

⁷⁶ Hampshire Constabulary (2016) *Force Strategic Assessment 2016/17*

⁷⁷ DrugScope (2015) *Not for human consumption: an updated and amended status report on new psychoactive substances (NPS) and ‘club drugs’ in the UK.*

- 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'/tranquiliser-type drugs; these drugs mimic tranquiliser or anti-anxiety drugs, in particular from the benzodiazepine family and includes Etizolam, Pyrazolam and Flubromazepam.
- Hallucinogenic drugs; these drugs mimic substances like LSD and include 25i-NBOMe, Bromo-Dragonfly and the more ketamine-like methoxetamine.

Data about drug misuse from the Crime Survey for England and Wales 2015/16 shows that the prevalence of NPS use is generally low among adults aged 16 to 59. Fewer than 1 in 100 (0.7%) adults had used an NPS in the last year. This equates to around 1,415 adults in Southampton. National data shows that around 1 in 40 (2.6%) young adults aged 16 to 24 took an NPS in the last year, equating to approximately 1,340 in Southampton. New Psychoactive Substances continue to present difficulties to individuals as well as housing, ambulance, Police and hospital services. Availability to these types of drugs has been reduced by the Psychoactive Substance Act but they remain available via the internet and on the illicit market.

This year has seen a significant increase in intelligence relating to NPS; recorded occurrences have also increased.⁷⁸ Southampton is amongst the districts, which currently pose the highest threat in relation to NPS markets; however, the intelligence picture is likely to have been at least partially shaped by targeted activity within these areas. The current intelligence picture suggests that supply is predominantly via head shops; however this has the potential to change post the implementation of the new legislation.

Despite sensational headlines no deaths within Hampshire have been conclusively linked to the exclusive consumption of NPS, albeit of the drug-related deaths recorded in 2015, four of the deceased were identified as users of NPS.

The various synthetic cannabinoids collectively known to as 'spice' are those that are most frequently (28%) referred to within occurrences, intelligence and partnership updates relating to NPS. Spice presents a significant problem within prison populations who feature as a high risk user group. An intelligence picture has emerged where inmates arrange with newly released prisoners to get arrested and recalled in order to smuggle heroin, cocaine and spice back in. Spice is considered the main bargaining tool as it sells easily, cannot be detected and was not an offence to distribute, until May 2016.

Other at risk NPS user groups include those with existing substance misuse issues, mental health problems and those living in supported housing or who are homeless. Among young people, there remains some naivety regarding the risks posed by NPS; Health and Community data reveals an increase in the number of young people experiencing psychosis and other mental health issues as a

⁷⁸ Hampshire Constabulary (2016) *Force Strategic Assessment 2016/17*

result of NPS use. Young people are also at risk of becoming NPS 'runners' and are being recruited as peer to peer dealers. There is an incomplete picture of a link between NPS and child sexual exploitation but ongoing intelligence development is aimed at understanding this particular risk.

Substance misuse and health

People who take illicit drugs face potential health risks, as these substances are not controlled or supervised by medical professionals. In addition, drugs can become addictive and lead to long term damage to the body. Drug users are also at risk of being poisoned by drugs and overdosing, which can lead to death. Drug misuse is often linked to mental health problems. Evidence suggests that those with mental health issues and substance misuse problems are more likely to be both a victim of crime as well as an offender, and that this can include violent crimes.⁷⁹

Around 1 in 12 (8.4%) adults aged 16 to 59 in England and Wales have taken an illicit drug in 2015/16. This equates to around 2.7 million people and 17,000 in Southampton. This level of drug use is significantly lower than a decade ago (10.5% in the 2005/06 survey).⁸⁰ Experts agree that it is hard to say exactly what has prompted the trend. It is likely to be a combination of factors from better access to treatment and health promotion campaigns to a wider cultural shift away from traditional drug use. However, as this has happened, there has begun to be growing concern about the number of drug related deaths, dependency on prescription drugs and use of New Psychoactive Substances (NPS). This is reflected in the observations of the Street Pastors who found that legal highs are a major issue and again in 2015/16 as they encountered people in serious distress and who were unpredictable.

It is estimated that there are 1,649 people who use opiates and/or crack and 636 people who inject drugs in Southampton. Local prevalence rates are slightly higher than those estimated nationally but not significantly so. Drug use impacts on the health and wellbeing of the user themselves and also their friends, families and community. The problematic use of drugs and alcohol impacts the city in terms of health and well-being, domestic abuse, crime, unemployment, adult and child safeguarding children and long-term benefit reliance.⁸¹

There were a total of 354 hospital admissions with a primary or secondary diagnosis of drug related mental health and behavioural disorders amongst Southampton residents in 2014/15, a rate of 144 admissions per 100,000 resident population. This is slightly higher than the national rate observed over the same time period of 138 admissions per 100,000 resident population, although the difference is not significant (see figure 5.6.15).

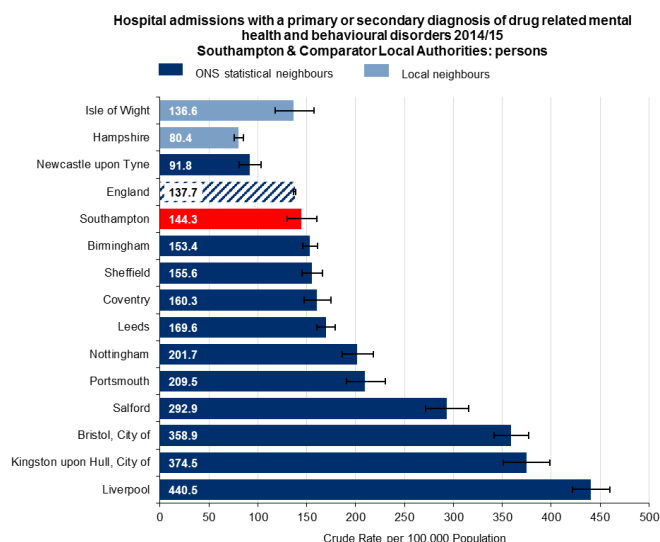
⁷⁹ Crome et al (2009) *The relationship between dual diagnosis: substance misuse and dealing with mental health issues*.

⁸⁰ HSCIC (2016) *Statistics on Drug Misuse, England 2016* [Online] Available from:

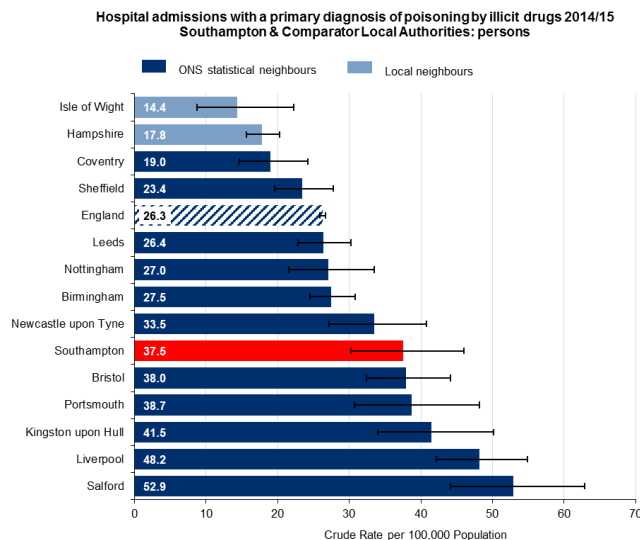
<http://content.digital.nhs.uk/catalogue/PUB21159/drug-misu-eng-2016-rep.pdf>

⁸¹ Public Health England (2015) *Drug data JSNA support pack: Key data to support planning for effective drugs prevention, treatment and recovery in 2016-17*.

Figure 5.6.15



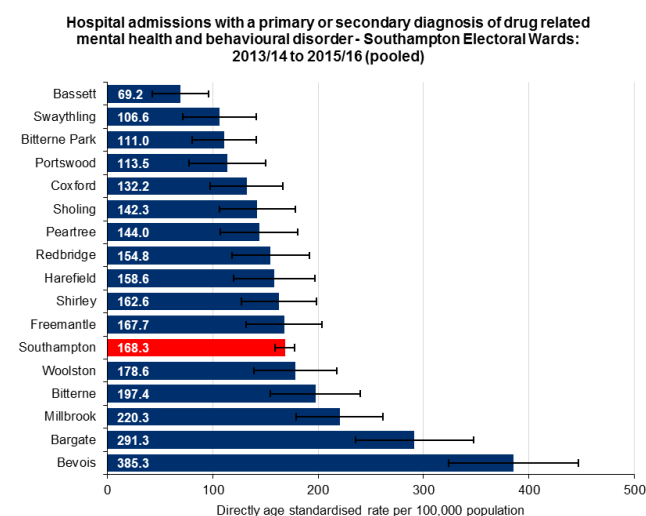
Sources: Hospital Episode Statistics published by The Health and Social Care Information Centre, Mid-2013 Population Estimates published by The Office for National Statistics



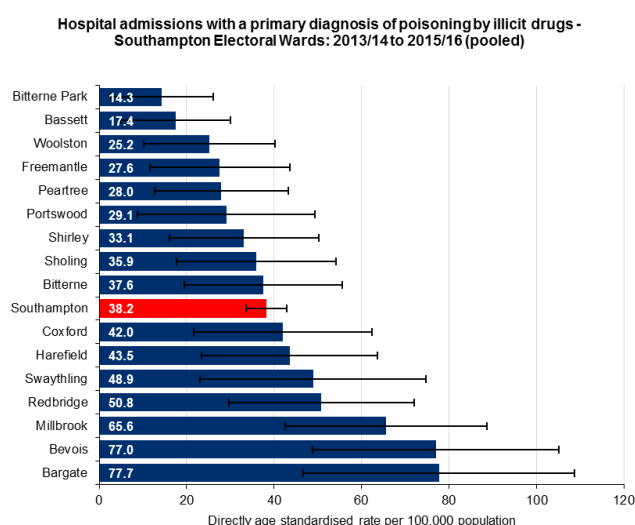
Sources: Hospital Episode Statistics published by The Health and Social Care Information Centre, Mid-2014 Population Estimates published by The Office for National Statistics

Admission rates has increased by 24% over the last three years, although this increase is not yet statistically significant due to the relatively small numbers involved. Similar to the drug offences data, over the 2013/14 to 2015/16 (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 5.6.16). Unsurprisingly, this type of hospital admission is strongly linked to deprivation, with those living in the 20% most deprived areas having a rate of 301.6 per 100,000 population, compared with 60.6 per 100,000 population in the 20% least deprived areas (see figure 5.6.17).

Figure 5.6.16



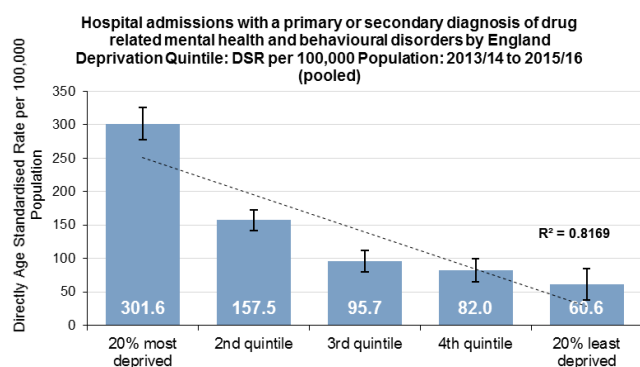
Sources: Inpatient SUS, Mid Year Population Estimates (The Office for National Statistics)



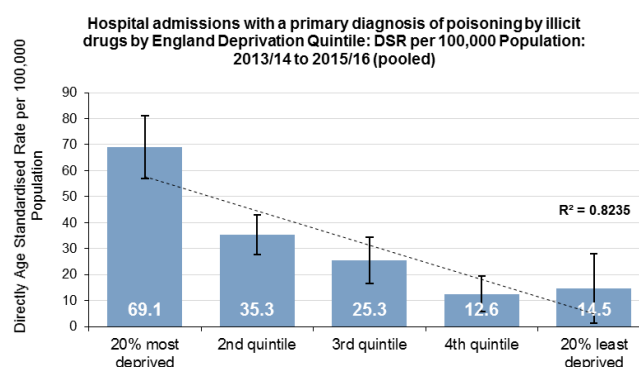
Sources: Inpatient SUS, Mid Year Population Estimates (The Office for National Statistics)

A smaller number (92) of Southampton residents were admitted to hospital with a primary diagnosis of poisoning by illicit drugs in 2014/15. This represents a rate of 37.5 admissions per 100,000 resident population; significantly higher than the national average (see figure 5.6.15). 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 (see figure 5.6.16) and the admission rate is also linked to deprivation (see figure 5.6.17).

Figure 5.6.17



Sources: Inpatient SUS, Mid Year Population Estimates (The Office for National Statistics)



Sources: Inpatient SUS, Mid Year Population Estimates (The Office for National Statistics)

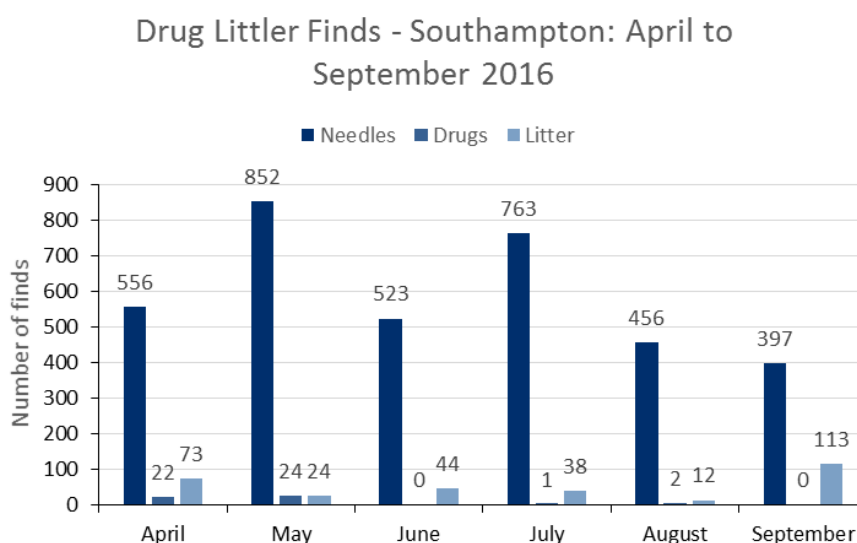
Nationally, there were 3,674 drug poisoning deaths involving both legal and illegal drugs registered in England and Wales in 2015, the highest since comparable records began in 1993. Of these, 67% involved illegal drugs only. Deaths involving heroin and morphine have more than doubled since 2012, partly driven by a rise in heroin purity and availability over the last 3 years. Age is also a factor in the record levels of drug deaths, as heroin users are getting older and they often have other conditions, such as lung disease and hepatitis that make them particularly vulnerable. An annual review of drug related deaths in Southampton is undertaken every year. An initial review of Coroner's records for 2015 suggests that there were 28 possible drug-related deaths registered in the city during the year. These may not all be drug-related as each case is still awaiting full review. However, if confirmed, this would be an increase from 20 drug-related deaths in 2014 and 12 in 2013, which may be a cause for concern. This increase is mirrored nationally and work needs to continue to understand this rise and to reduce the incidence of drug-related deaths.

Drug Litter

The Community Safety team at Southampton City Council have been logging drug litter finds from across the city since February 2016. Reports have been sent in by Parks and Opens Spaces teams, NHW, Housing, HMO, Community Safety and the Trees Team. Community safety publishes monthly reports to establish 'hotspot' areas in the city and refer and discuss these areas at the Community Tasking Coordination Group (CTCG). The reports will also be sent to the needle exchange service in order for them to educate users to dispose of the litter in a responsible manner.

Figure 5.6.18 shows that each month the majority of drug litter is due to needles, the majority of which were found in city centre car parks, with other litter seeing an increase in September due to 60 legal high packages found in Vanguard Road and 27 bongs and wrappers found on Paignton Road. There has been a reduction in the overall number of needles found in Southampton during the last three months; this may be due to drug litter, which has accumulated over a long time period being cleaned up, so now only recent drug litter is being collected. It may also be partially due to a range of interventions by harm reduction and outreach services in the city, which have been delivered to tackle drug litter in the city.

Figure 5.6.18



Southampton Drug and Alcohol Recover Partnership (SDARP) proactively engages with people who inject drugs (PID) both within recovery based community services and, more specifically, with in Needle Exchange (NEx) / Harm Reduction services. The numbers of opiate and crack users (OCU) engaged in treatment consistently sit at around 50% of Southampton's estimated OCU population, which is similar to the national average. Our NEx service engages with a similar proportion of PID.

Needle Exchange (NEx)/ Harm Reduction services are delivered in the city to combat the spread of Blood Borne Viruses (BBV) amongst people who inject drugs, their families and communities. Sterile equipment is available, in a city centre hub, in 6 pharmacies across the city and in two hostels that provide accommodation for people with a history of homelessness. As well as supplying equipment (needles, syringes, sharps boxes, 'spoons', water, sachets of citric / Vit C, foil etc.) NEx services, in the central hub and in pharmacies and hostels, also will receive and dispose of used equipment.

Substance misuse treatment

Southampton's Substance Misuse Services (SMS) continue to intervene with those presenting to treatment to reduce harm and promote recovery. The redesign of services in December 2014 has helped increase the number and variety of psychosocial interventions available.

Whilst in the past the focus of drug treatment has been on reducing harm through schemes such as needle exchanges, current strategies favour an approach, which places more emphasis on achieving recovery and abstinence. 1,024 adults were effectively engaged in treatment in Southampton in 2015/16, and 39 adults attended residential rehabilitation during their latest period of treatment. Figure 5.6.19 shows the numbers engaged in treatment in the last year. When engaged in treatment, people use less illegal drugs, commit less crime, improve their health and manage their lives better. Drug services in Southampton have to date been successful in targeting opiate and crack users for entry into treatment, some of whom are offenders, and there has been a year on year increase in the numbers entering and being retained in treatment. Whilst the implementation of the redesigned services in 2014 saw, as predicted, a slight drop in performance, Southampton services are, in the most part, now performing at national levels and continue to improve.

Figure 5.6.19: Number of clients in effective treatment 2015/16

Addiction	Number of Clients
Alcohol only	193
Alcohol and non-opiate only	66
Non-opiate only	67
Opiate	698
Total Clients	1,024

Update on 2014/15 recommendations

Recommendation	2015/16 Update
The Partnership should continue to monitor data across agencies in order to estimate the extent of harm caused by alcohol and substance misuse and to identify support mechanisms for helping recovery and reintegration into society.	<p>Work has begun with partners from the Safe City Partnership and Health and Wellbeing Board to develop Alcohol and Drug Strategies for the city for 2017-20. The aim of these strategies is to promote and enhance partnership working between organisations across the city to address community safety and health issues related to alcohol and substance misuse. The draft Alcohol Strategy identifies three key streams of work:</p> <ul style="list-style-type: none"> • Healthy – raising awareness of and reducing the harmful effects of alcohol on health. • Safe - reducing alcohol-related crime and disorder. • Vibrant – developing Southampton as a vibrant social and culture destination with a safe and welcoming night time economy <p>Similarly, the Drug Strategy will focus on prevention and supporting the most vulnerable to access treatment and support for their addiction, as well as reducing drug related crime and disorder.</p>

Recommendation	2015/16 Update
Ensure that alcohol health problems in Southampton are accounted for after the publication of Southampton City Council's Alcohol Needs Assessment, Joint Strategic Needs Assessment and Health and Wellbeing Board Strategy and that a range of local indicators are in place to measure progress.	Currently developing an Alcohol Strategy involving health and community safety partners (see above).
Successful drug intervention programmes should 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 also help reduce the risk of harm people may encounter from lifestyles which help support their addiction.	Work is ongoing to ensure the new single pathway for drug and alcohol treatment services is effective at helping users to successfully complete their treatment and break the cycle of addiction. There have been some problems during the implementation of the new system. Improvement plans are in place and are being applied. In addition, a Drug Strategy is in development (see above).
The Partnership should effectively co-ordinate the street level engagement with offenders and upstream enforcement to reduce the supply of drugs in the city.	Operation Fortify has helped restrict the supply and demand for Class A drugs and to rebuild affected communities. Hampshire Constabulary have issued 2 closure orders for persistent sales of alcohol to children to premises in Southampton, and Trading Standards have issued an order for the persistent sale of alcohol to children.
Hampshire Constabulary has developed a response plan to tackle NPS supply and use. It is recommended that the Partnership build upon this in order to develop a multi-agency plan with clear responsibilities for the range of organisations involved.	Drugs strategy in development (see above). Drugs Silver group has been disbanded, Southampton will have its own local group to better focus on and tackle drug issues in the city.
Education has been identified as a vital element of any strategic response to drugs and especially NPS. This should include both the user and those that look to profit from selling these products. Some work has already been undertaken on developing an education package, including the development of Safe4Me school resources targeting 10-11 year olds for prevention and early intervention. However, the Partnership should support a more wide-ranging education plan that includes materials for 15 to 24 year olds and parents such as the upcoming work of DASH with Southampton University.	A drugs strategy in development (see above), which will involve DASH and the University.

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; including encouraging the use of alcohol flags on crime records where possible to better understand the links with DVA and sexual offences for example.
- 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.
- Successful drug intervention programmes should continue to remain a priority, with estimates suggesting that every pound spent on drug treatment, saves society £2.50.⁸² Providing effective interventions for problematic substance misusers will help reduce the risk of harm people may encounter from lifestyles which help support their addiction.
- 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.
- 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.
- 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.
- 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.

⁸² National Treatment Agency for Substance Misuse (2012) *Estimating the crime reduction benefits of drug treatment and recovery*.

5.7 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, cyber enabled blackmail and revenge porn.

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 include the spread of viruses or other malware, hacking and distributed denial of service (DDoS) attacks. Current risks for Hampshire have been identified as hacking (personal, social media and email), computer viruses / malware and spyware.
- 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, but 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.

Focusing on high risks areas, there has been a significant increase in the number of crimes investigated by the Internet Child Abuse Team (ICAT); up 172% from the previous year. This may be a reflection of an evidenced rise in referrals from other agencies, an increase in proactive work from ICAT and higher levels of public confidence in reporting potential grooming offences. These factors have combined to lead to increased number of investigations and potential better adherence to NCRS.

There has been a continued trend in 2015/16 of young people taking sexual images of themselves and sharing them with their peers. ICAT links with Children's Services to ensure that all identified victims are safeguarded and takes a pragmatic approach to ensure that victims are not inappropriately criminalised.

Sexual extortion is Cyber Enabled Blackmail, which has gained a significant amount of press coverage in the last year because of its links to a number of suicides involving teenage males. Offenders are mainly international organised criminal gangs, who threaten to release compromising videos unless the victim pays a fee. This offence is believed to be hugely under-reported and the Constabulary has identified a number of areas where improvements could be made around data capture related to this type of crime.

In April 2015, new legislation was introduced to make revenge porn illegal. This offence is defined as “posting photographs or films which show people engaged in sexual activity or depicted in a sexual way or with their genitals exposed, where what is shown would not be usually be seen in public.”⁸³ 102 offences of this nature have been recorded in the Hampshire Constabulary area over the course of the financial year, and it is thought this number will increase as public confidence in reporting sexual offences grows.

Update on 2014/15 recommendations

Recommendation	2015/16 Update
The Partnership should ensure that incidents of cyber-crime are recorded in Police systems via the dissemination of relevant training and the development of a collection plan for regular collation of a cyber-crime dataset to make maintenance of accurate data more manageable.	<p>Awareness of cyber-crime and cyber-enabled crime has improved across Hampshire Constabulary over 2015/16. This has been aided by dedicated working groups aligned to the Prepare, Prevent, Protect, Pursue model, all reporting in to a Cyber-Crime Steering Group chaired by the Head of Investigations.</p> <p>The Pursue strand is focussed on developing strategies to identify and disrupt cyber criminals in partnership with industry, local businesses, government agencies and academia. There will also be three specialist roles which will enhance opportunities to identify risk.</p> <p>Hampshire’s Police and Crime Commissioner has committed £1.5M funding to further the capabilities of Hampshire Constabulary in identifying and investigating cyber-crime. There has been a significant expansion of the team of specialist investigators and support officers.</p>
Promotion of partnership working to support preventable measures (updating of software) to be taken that would prevent a significant proportion of cyber-crime.	The Constabulary has promoted ‘Cyber Streetwise’, a major behavioural change campaign aimed at changing the way people view online safety and to provide the public and businesses with the skills and knowledge they need to take control of their cyber security. Locally the campaign has encouraged residents and businesses across Hampshire to always download the latest software and app updates as soon as they are available.

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, or the introduction of new, mandatory mechanisms for recording this information, in order to better understand cyber-crime levels and trends in Southampton.
- 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.
- 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.

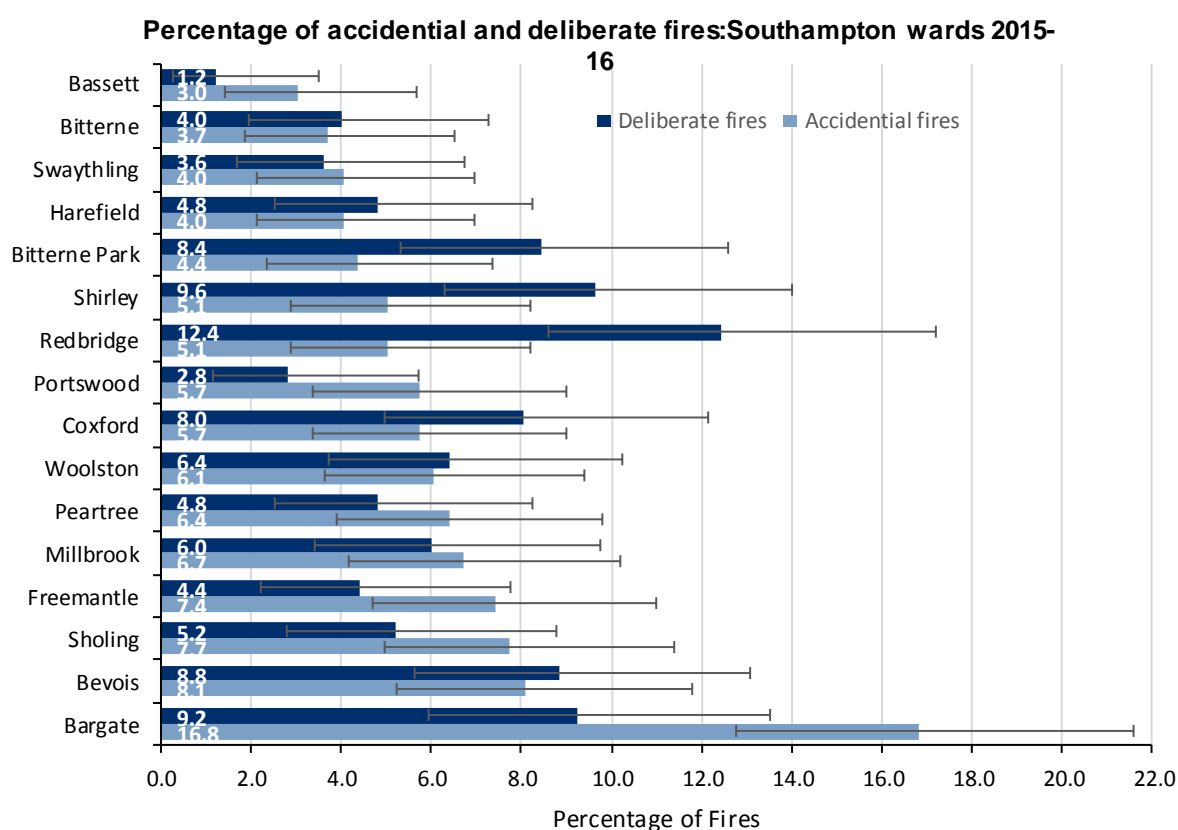
⁸³ Ministry of Justice (2014) *Press Release: New law to tackle revenge porn* [Online] Available from <https://www.gov.uk/government/news/new-law-to-tackle-revenge-porn>

- 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.
- Hampshire Constabulary should continue to invest in the Child Abuse Image Database, the High Tech Crime Unit and supporting infrastructure.

5.8 Fire Safety

In 2015/16 there were 249 deliberate and 297 accidental fires that occurred in Southampton, similar numbers to 2014/15. Figure 5.8.1 shows the distribution of deliberate and accidental fires by electoral ward. Almost 17% of accidental fires occurred in Bargate, twice as many as occurred in Bevois, the ward with the second highest percentage of accidental fires. Bargate also had one of the highest percentages of deliberate fires.

Figure 5.8.1



Source: Hampshire Fire and Rescue Service

The Hampshire Arson Task Force (ATF), a partnership initiative between Hampshire Constabulary and 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 unit is responsible for conducting arson reduction surveys in problem areas, arranging emergency home fire safety visits, and undertaking reviews of linked occurrences to plan a strategic response.

Figure 5.8.2 shows the location of accidental and deliberate fires in Southampton. From the map it is possible to see small clusters of deliberate fires on Southampton Common, Green Park and the parks in Bargate ward.

Figure 5.8.2

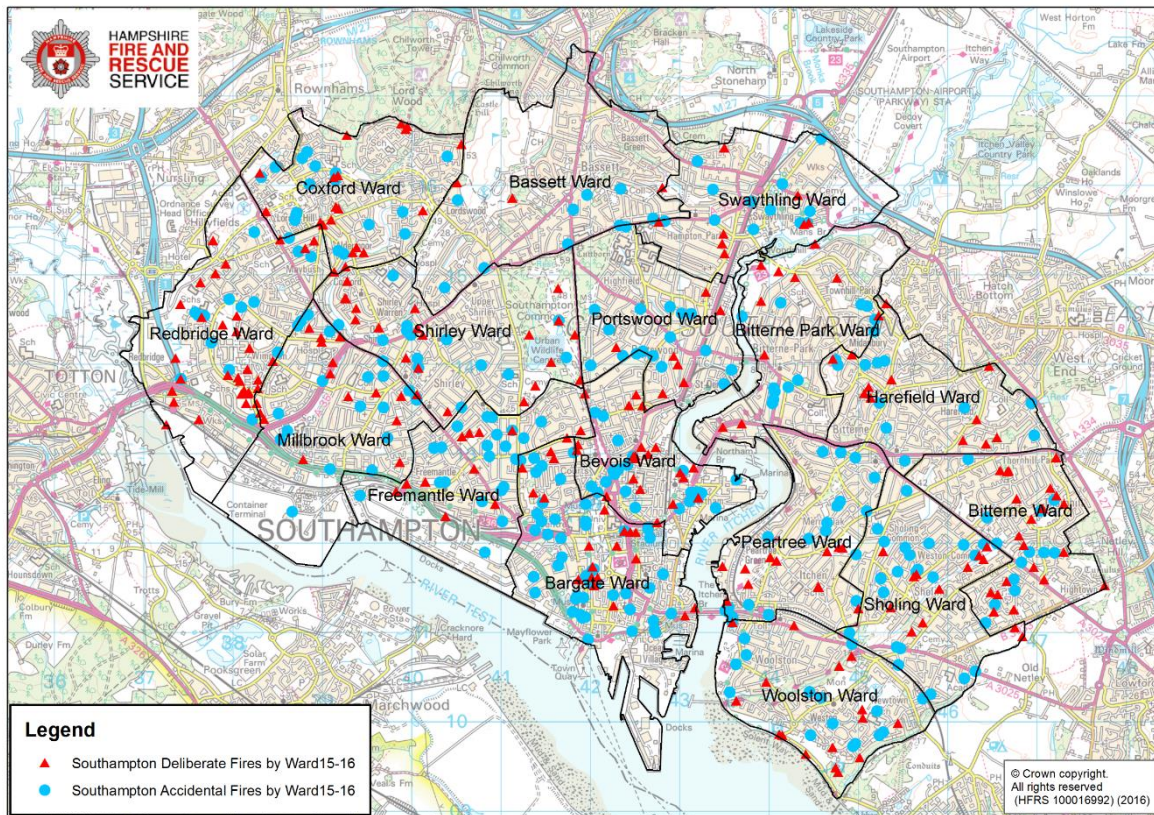
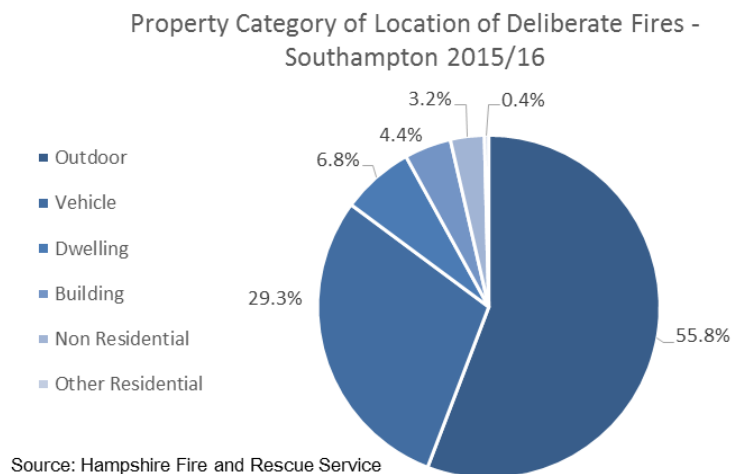


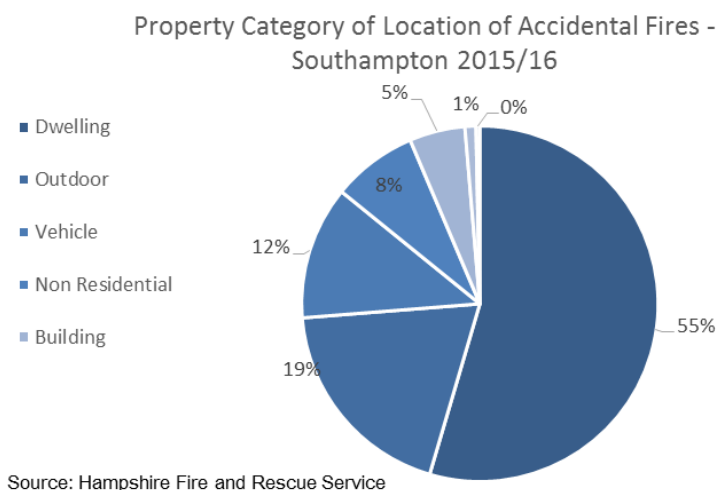
Figure 5.8.3



The majority of deliberate fires occurred outside (55.8%); amongst these outside fires the distribution is fairly consistent between the categories of grassland, woodland and crops, outdoor structures and other outdoors (including land). Nearly 30% of deliberate fires were road vehicles (of these 64% are motorcycles and 30% are cars). See figure 5.8.3 for further information. There were 5 casualties as a result of deliberate fires in 2015/16 and no fatalities, which is the same as 2014/15.

Regarding accidental fires, the majority occurred in dwellings. Amongst these, 22% occurred in self-contained sheltered housing suggesting that this should be a priority area. The fire service are currently using Safe & Well visits; this initiative uses Exeter Data provided by CCG's. Visits are prioritised by age group from 65 years onwards.

Figure 5.8.4



Hampshire firefighters are often the first on the scene at incidents requiring medical attention and because of this Hampshire has seen the introduction of the Immediate Emergency Care (IEC) project which sees all frontline vehicles kitted out with defibrillators, Entonox, and monitoring and major haemorrhage control equipment. This will mean firefighters can deal with a casualty until the ambulance arrives. The team has also recently established the Safety Through Education and Exercise for Resilience (STEER) course which helps reduce the chances of falls among elderly people.

Update on 2014/15 recommendations

Recommendation	2015/16 Update
Hampshire Fire and Rescue should continue to work in partnership with other agencies to keep communities safe and secure. The partnership should target the most vulnerable people and places, working collaboratively with specialists from health, social care and safeguarding to improve the current home safety service for vulnerable adults and reduce dwelling fires.	Hampshire Fire and Rescue Service are currently using Safe & Well visits to address this area. This initiative uses Exeter Data provided by CCG's. Visits are prioritised by age group from 65 years onwards. In addition, the 24/7 safeguarding team is available via fire control. The Service is also working towards the provision of fire as a health asset. All Southampton Stations are currently equipped for Immediate Emergency Care (IEC)
The Partnership should 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.	Hampshire Fire and Rescue Service's Business Fire Safety Teams along with Community Resilience are pro-active within Southampton.

Recommendation	2015/16 Update
The majority of accidental dwelling fires were caused by cooking, so awareness programmes run by Community Safety Officers should continue, educating householders around fire prevention and fire safety.	Hampshire Fire and Rescue Service (HFRS) remains fully committed to working in partnership with all LSAB partner agencies to ensure the early identification of individuals who are presenting high fire risks within the home. HFRS will ensure the person(s) of concern is supported and protected as far as practically possible from the risk of accidental fire, enabling them to live safely within their homes.
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 needs to be done to review trends over time.	Knowledge Management are currently reviewing risk intelligence data to provide Southampton with necessary detailed information between risk, response and resources.

Recommendations

- 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.
- 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.
- 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.
- 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.

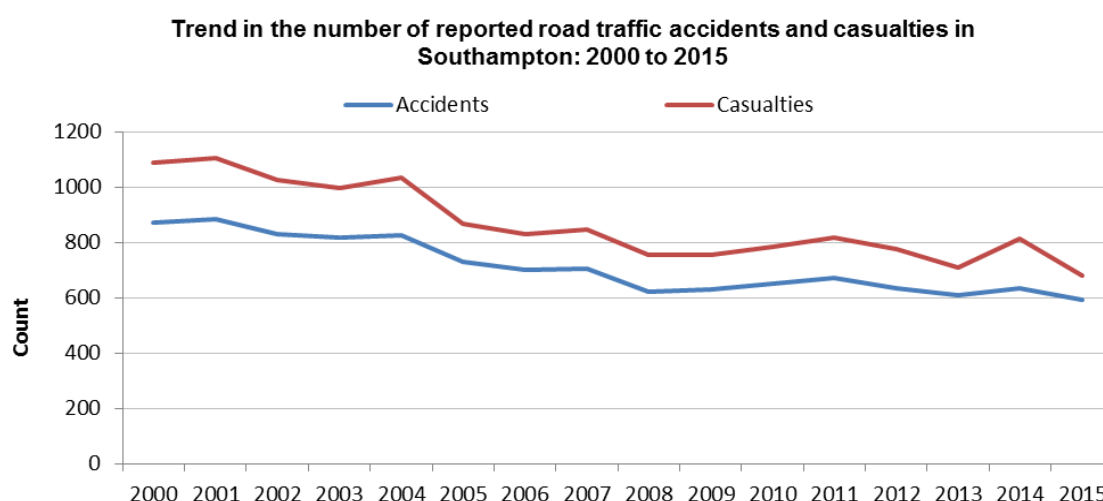
5.9 Road Safety

All road traffic accidents (RTAs) involving human death or personal injury occurring on the highway and notified to the Police within 30 days of occurrence, and in which one or more vehicles are involved, are reported to local authorities via the Police STATS19 dataset. All data presented in this section of the assessment relates to accidents occurring within the Southampton city boundary rather than all accidents involving Southampton residents.

RTA data has been collected in the city for many years. Figure 5.9.1 below illustrates the trend in the number of accidents occurring within the city, as well as the number of people injured between 2000 and 2015. Over this period:

- The annual number of accidents fell from 870 in 2000, to a low of 594 in 2015; a reduction of a little over 30% from 2000, and a fall of 6.5% on 2014.
- The annual number of casualties fell from 1089 in 2000 to a low of 681 in 2015; a reduction of nearly 40% from 2000 and a fall of a little over 16% on 2014.

Figure 5.9.1



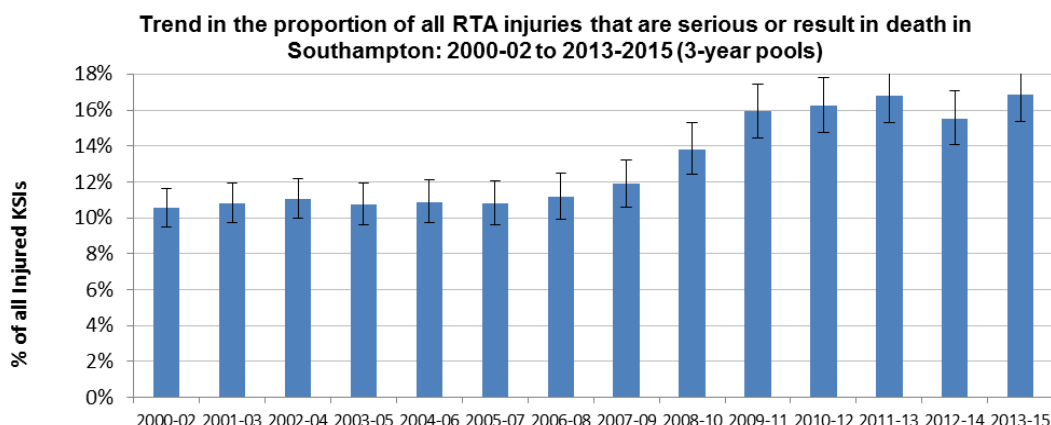
Note: This analysis is based on the standard STATS19 dataset supplied by the Police. This dataset includes all road accidents where human death or personal injury has occurred on the Highway and has been notified to the police within 30 days of occurrence, and in which one or more vehicles have been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

Although these numbers have fallen fairly steadily over the past fifteen years, the number of casualties suffering serious injury or death has not. Figure 5.9.2 shows the proportion of all RTA casualties Killed or Seriously Injured (KSI) between 2000-02 and 2013-15 (3 year pooled data). The proportion of casualties KSI remained fairly constant until 2007-09 but then slowly increased in the subsequent four 3-year pooled periods. Although, a slight reduction was recorded last year (2012-14), the most recent figures (2013-15), show the rate has increased once more. However, the changes recorded over the last four 3-year pooled periods is not statistically significant. 18.5% of casualties were KSI in 2013-15, compared to 10.5% in 2000-02. 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 RTAs has gradually fallen over time from 20 in 2000-02 to 8 in 2013-15 (see table in figure 5.9.3).

This trend has been mirrored by a notable decrease in casualties (and collisions) resulting in slight injuries. This reduction is due to a fall in car occupant casualties and appears to apply equally across all age groups of casualties. The reasons for this decrease have not yet been identified but are the subject of investigation by Hampshire Constabulary.

Figure 5.9.2



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

Figure 5.9.3: 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
No. of deaths	20	19	17	12	10	13	14	10	8	5	6	7	6	8

The most notable issue in Southampton has been an increase in pedestrian casualties over the past year; these have risen by nearly 20% on the previous year's figures, with 137 pedestrian casualties recorded in 2015. This increase is most apparent for children, young people aged between 15 and 24 years of age and adults aged 65 to 69 years.

Both nationally and regionally there have been significant increases in the numbers of accidents involving pedal cyclist commuters. Southampton has always recorded a relatively high number of injured pedal cyclists and, as a result, there has not been the large percentage changes seen elsewhere. However, it is thought that this group should still be a priority for the city.

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.⁸⁴ 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 2014/15 recommendations

Recommendation	2015/16 Update
Provision of engineering measures to improve road safety where feasible. This has become increasingly challenging as those sites and routes where there are clusters of high level of casualties or defined patterns have already seen safety engineering projects designed to reduce casualties, generally to successful effect.	The Implementation Plan for LTP 3 (2015-18) will deliver localised transport improvements including new pedestrian crossing points and traffic calming features to make getting around safer, supported by educational initiatives through the Road Safety Partnership. Schemes already introduced include speed calming, zebra crossings and physical safety measures close to schools in the area.
Increase in the number of targeted campaigns. Some road user groups are disproportionately vulnerable and pedestrians, cyclists and powered two wheeler users have a particularly high incidence of casualties for their frequency of use.	The Police have continued to run drink drive campaigns on an annual basis.
Increase the number of road safety training events and challenging the attitudes and behaviour of road users. Road user behaviour is the biggest common factor in most casualties and behavioural change approaches may be beneficial.	The Police continue to offer courses to offenders in certain circumstances to encourage behaviour change.
Speed enforcement at locations identified. Inappropriate speed remains a key cause of many casualties and it also has a significant impact on severity of accidents when they do occur.	The Police continue to use the Automatic Number Plate Recognition (ANRP) and speed camera van in hotspot areas.
The 2014/15 Southampton Local Safeguarding Children's Board Annual Report has recommended that the education on road safety in schools should be reviewed.	Southampton City Council, in partnership with local emergency and rescue services, held a family road safety day in May 2016. This event was designed to educate children and parents alike on the dangers of the road, how to stay safe and what to do in an emergency. The Safe Drive Stay Alive campaign, produced by a road safety partnership including Hampshire Police Force, local councils, and emergency services, reaches new and pre-drivers to influence their behaviour and attitude on the roads. Over 22,000 young people are expected to attend across the Thames Valley and Hampshire areas.

⁸⁴ 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

Recommendations

- The provision of engineering measures to improve road safety should continue to be considered where feasible.
- 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 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.
- 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 accidents when they do occur.

5.10 Domestic Violence and Abuse

Obtaining a comprehensive picture of the extent of Domestic Violence and Abuse (DVA) nationally and locally remains a challenge. DVA 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,⁸⁵ whilst SafeLives (national charity) suggests that on average, a victim experiences 50 incidents of DVA and live with it for an average of 2.6 years before getting help. The cross-government definition of DVA is “any incident or pattern of incidents of controlling, coercing, 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.” Statistics on the extent and nature of DVA have been hampered in the past by the fact that DVA 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.

Locally, collecting robust data measures to establish a clear picture of DVA in the city remains a challenge. Nonetheless, key indicators have been agreed by the Domestic and Sexual Abuse (DSA) Group and a new performance template has been established to capture all sector specialist service data and outcome measures where possible. It is hoped that this will improve data collection and begin to provide a fuller picture of DSA in the city.

Domestic violence crimes and arrests

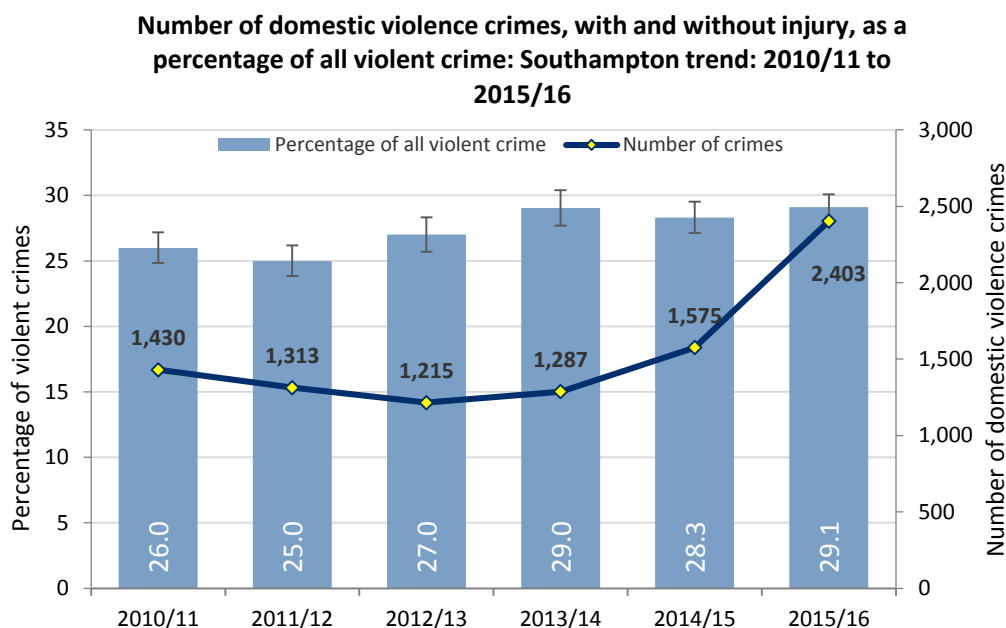
Hampshire Constabulary report that Southampton has the highest rate of domestic violence crimes and incidents throughout the Force. In the last year there has been a 53% increase in Police recorded domestic violence crimes; this is compared to the 22% rise recorded last year (see figure 5.10.1). This appears to largely reflect the overall rise in all violent recorded crime in the last year of 48.5%. As discussed in section 5.5, this rise may in part be explained by improvements in crime data integrity implemented by Hampshire Constabulary in light of the HMIC report in November 2014.

The rise in domestic related violent crime over the last year is 4.3 percentage points higher than that for all violent crime, whilst the overall proportion of violent crimes that were domestic-related increased slightly from 28.3% in 2014/15 to 29.1% in 2015/16. However, the renewed focus on the quality of crime recording following the HMIC audit and the introduction of two additional notifiable violent crime offences in the last year (see section 5.5), means that caution is needed when interpreting trends in Police recorded domestic violent crime. In addition, the number of DVA offences have been impacted by the increase in reporting of non-recent sexual offences (over six months old). This increased level of disclosure of non-recent offences is thought to be attributable in

⁸⁵ ONS (2016) *Compendium: Intimate personal violence and partner abuse* [Online] Available from: <http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/compendium/focusonviolentcrimeandsexualoffences/yearendingmarch2015/chapter4intimatepersonalviolenceandpartnerabuse>

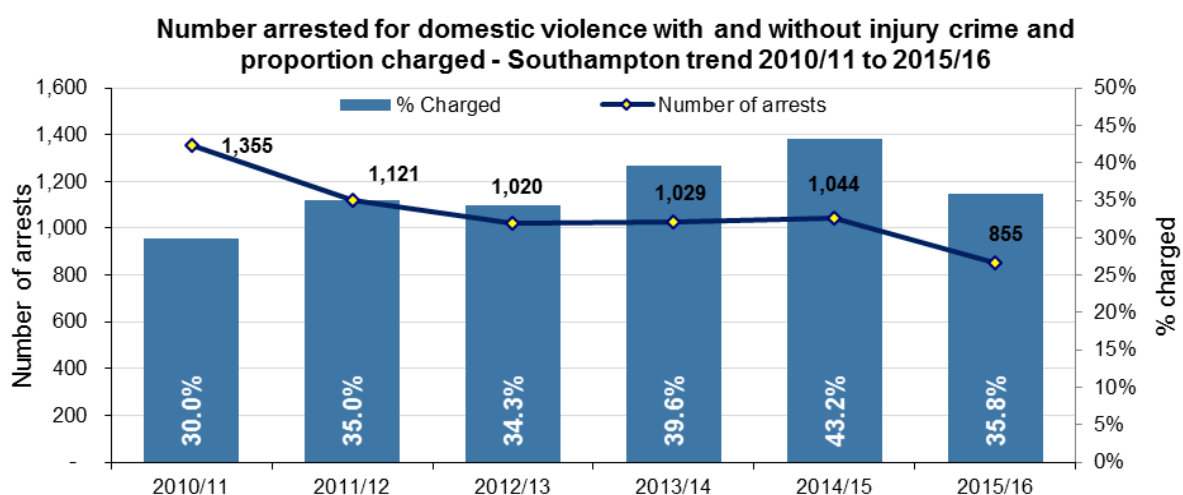
part to improved risk assessment procedures with domestic abuse victims; in fact one third of non-recent reports of sexual offences are being domestic in nature. As a result, apparent increases in Police recorded DVA offences may reflect a number of factors, including tightening of recording practice, increases in reporting by victims and also genuine increases in the levels of crime.

Figure 5.10.1



Source: Hampshire Constabulary

Figure 5.10.2



Sources: Hampshire Constabulary

Data on arrests in Southampton for domestic violence crime is illustrated in figure 5.10.2. The overall number of arrests has remained fairly stable between 2012/13 and 2014/15; fluctuating between 1,020 and 1,040 arrests per year. However, in the last year the number of arrests has fallen by 18%

to 855, which is in contrast to the dramatic increase in the number of recorded DVA crimes. Similarly, the number of arrests that lead to a charge fell to 35.8% in 2015/16; the lowest level since 2012/13.

This gives further weight to the argument that the increases witnessed in recorded crime over the last couple of years may in part be due to a change in recording practices, rather than an increase in DVA crime per se. However, it is also due to a change in how Hampshire Constabulary are dealing with DVA offences. Hampshire Constabulary now recognise that arrest and criminal justice outcomes are often not what victims want when they involve the Police, and that onward protection and prevention have to be the priority. This is supported to an extent by the fact that a vast majority of “no further action” decisions where no arrest was made were on the basis of the victim not supporting a prosecution. Unfortunately, there is no published comparative data available from either ONS or iQuanta to be able to benchmark performance against the city’s statistical neighbours.

Hampshire Constabulary recognise that in adopting this approach they need to be really clear with frontline officers about when arrest is needed, so have amended the arrest policy to reflect that for violent offences, threats of violence, coercive control or sexual offences the starting point in officers mind should be arrest, and if an arrest is not made the National Decision Model (NDM) should be used to rationale why.⁸⁶

To further support this approach Hampshire Constabulary have gone back to basics with frontline officers impressing on them the need to take time to listen to and understand what is going on in that particular relationship (all are different and the driver of the behaviour may be very different depending on the nature of those involved – coercive control vs mutuality) and make sure that all that information is reflected in the Domestic Abuse, Stalking and ‘Honour’-based violence (DASH) risk assessment (AD232a). Police officers are encouraged to take personal responsibility in keeping the victim safe and not to assume someone else will do it.

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. This grading is then quality assured by the Police Central Referral Unit and referred to the MASH to add partnership information into the assessment. They then pass the case to the Police Safeguarding Team for action. If a domestic incident is graded as a STANDARD no safeguarding work will take place, whilst the cases which are classed as MEDIUM are followed up by the Neighbourhood Policing Teams who attempt to arrange a visit, implement safeguarding measures and offer further victim support via PIPPA (specialist DVA helpline in Southampton). Those considered at a higher risk are referred to MASH where a multi-agency risk assessment is held daily to assess and respond to risks posed to adult victims and children. A small percentage of high risk cases considered in MASH will go onto a monthly Multi-Agency Risk Assessment Conference (MARAC), where an action plan is developed; around 10-20% of all high risk cases in Southampton reflecting those with complex and multiple needs. This was the

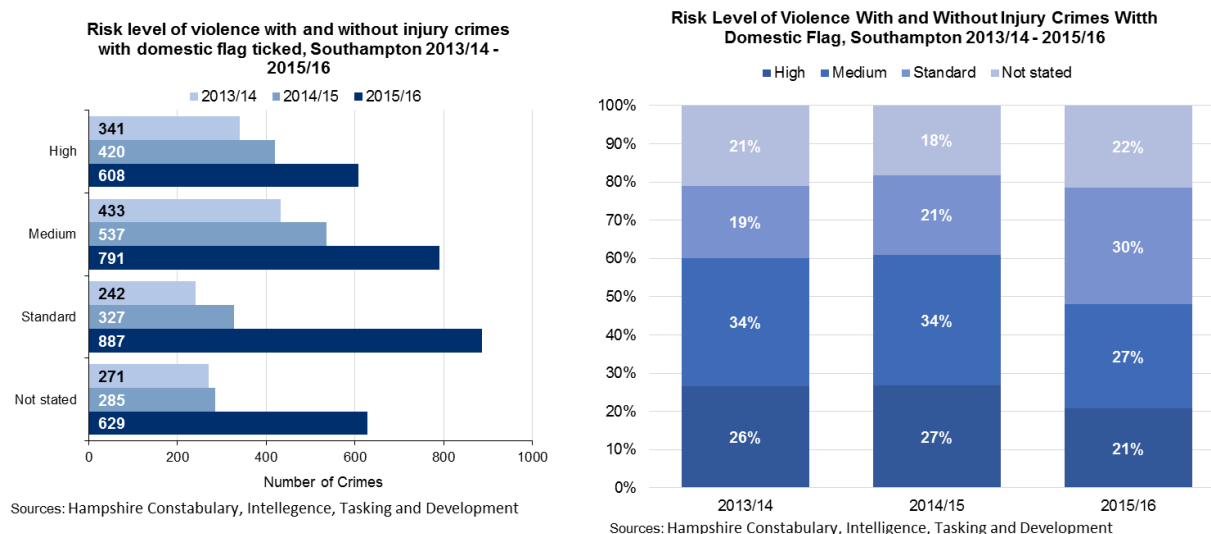
⁸⁶ The NDM is a risk assessment framework, or decision making process used by police forces nationally

process in 2015/16, although the process has now changed following the introduction of the new MARAC / MASH model.

Hampshire Constabulary have invested heavily in training and equipping neighbourhood officers in supporting medium-risk victims of DVA to build their trust in reporting and to ensure they have a thorough assessment of their needs. The Police have worked closely with partner agencies including DVA specialist services to offer simpler pathways to DVA support and encourage reporting for those identified as 'below high risk'. However, onward referrals at this level (for independent advice and support) remain very low. The Police have specialist safeguarding officers to support high-risk victims and work with partner agencies to provide a joined-up response to risk reduction and safety of victims. The Police have also invested in identifying and managing the highest-risk perpetrators through the Domestic Abuse Priority Perpetrator scheme (jointly commissioned by Hampshire County Council, Southampton City Council and the Police and Crime Commissioner) which sits alongside Project Cara which is aimed at reducing reoffending by first-time offenders.

Figure 5.10.3 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. In 2015/16, less than a quarter (21%) of DVA crimes were assessed as high risk, the lowest in the three years that data is available for, with a notable increase recorded in standard risk cases 30% (compared to 21% in the previous year). 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 DVA crime. Further information is required on all DVA cases reviewed by the Police Safeguarding Team to better understand the overall risk profile, the number of repeat victims and if their risk profile is changing over time to ascertain the impact of early intervention.

Figure 5.10.3



As the tartan rug in figure 4.5.2 (section 4.5) shows, for 2015/16, Bevois (13.9), Redbridge (13.5), Bitterne (13.4), and Bargate (12.2) wards all had a Domestic Violence crime rate per 1,000

population statistically significantly higher than the city average (9.8). Each of these wards were also among the highest in 2014/2015, and experienced a rise in the last year, suggesting that domestic violence is a persistent issue in these areas. These wards are amongst the most deprived in the city (see map in figure 4.5.4), suggesting a link between DVA and deprivation. In line with the trends in all violent crime, all wards in Southampton experienced an increase in domestic violent offences in the last year, although there were significant spatial variations. Peartree ward had the biggest increase at 126%, whilst Shirley, Coxford and Bitterne Park all experienced increases of over 90%; this is compared to the city average of 56%. Portswood (10.1%), Woolston (20%) and Freemantle (23.9%) recorded the smallest increases between 2014/15 and 2015/16. Further analysis is required to fully understand these variations in reported DVA at ward level.

PIPPA & IRIS

Approximately, 80% of high risk DVA referrals to MARAC come from the Police, but not all DVA is reported to the Police. PIPPA is the multi-agency DVA helpline for professionals in Southampton; it helps to risk assess and provide referral and support routes for those experiencing, or working with those experiencing DVA.

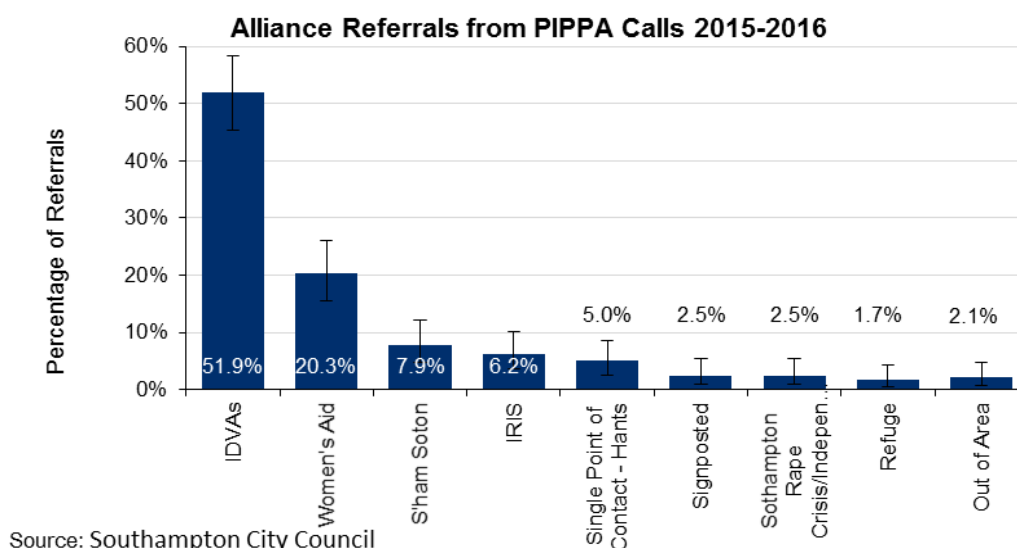
Figure 5.10.4 Number of referrals to the Southampton PIPPA helpline by referring agency

Year	All Health	Children's Services	Vulnerable Adults (including CMHT)	CJS Agencies	Housing	Drugs & Alcohol Services	Third Sector	Education / Schools	Public	Other	Out of Area	Total	% Change
2012/13	56	11	<5	5	<5	<5	7	<5	<5	<5	<5	84	
2013/14	96	33	20	11	11	5	25	<5	9	9	<5	222	164.3%
2014/15	86	63	17	16	23	<5	18	<5	12	<5	<5	243	9.5%
2015/16	77	66	17	14	21	<5	16	<5	14	10	<5	241	-0.8%

Figure 5.10.4 shows the number of referrals into PIPPA between 2012/13 and 2015/16 by referring agency. There was a 9.5% increase in referrals between 2013/14 and 2014/15; this may be a reflection of the increased awareness of the availability of PIPPA as a resource amongst partner organisations. The number of referrals in 2015/16 were similar to 2014/15, suggesting the service has now become more established. It may also suggest that DVA has not increased as dramatically in Southampton as the Police recorded crime figures might suggest, giving further evidence that this may be a CDI issue. In 2015/16, the majority of PIPPA referrals continue to come from health (32%) and children's services (27%).

In 2015/16, 52% of PIPPA referrals were serious enough to be referred on to the Independent Domestic Violence Advocates (IDVA), whilst 20% were referred onto Women's Aid (see figure 5.10.5). Further work is still required to identify levels of repeat referrals and whether these are progressing from standard to a higher risk over time.

Figure 5.10.5



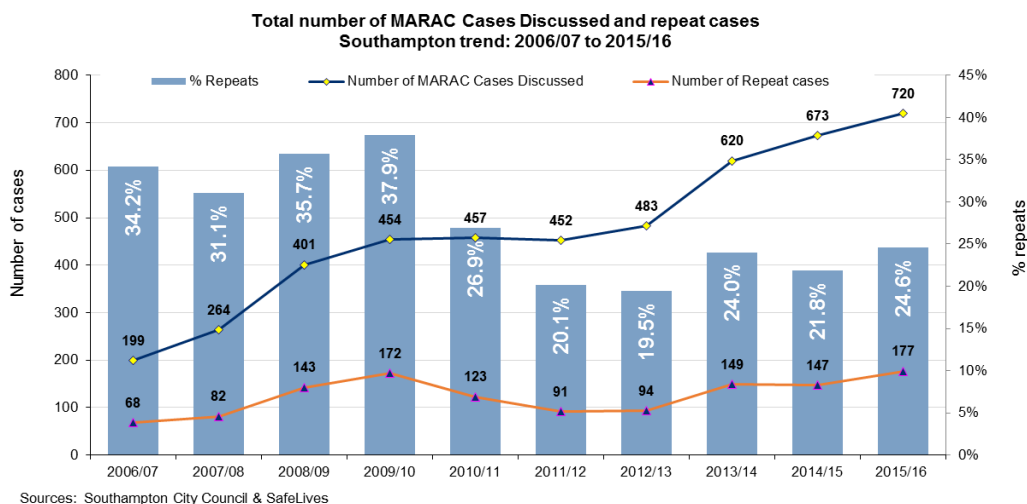
IRIS is a general practice-based domestic violence and abuse training support and referral programme. GPs are trained in how to identify and refer victims of DVA with the highest level risk cases referred to IDVA. Between April 2015 and March 2016 there were 99 referrals from GPs which is very similar to the 98 received in 2014/15. This is a national programme, with the first three localities established in 2010. New localities have been established each year since, with 23 localities existing by 2015. This makes comparisons problematic as the programmes which are more established would expect to see more referrals than the newer programs. However, looking at referrals for each locality in the quarters following the first practice to be trained in that area, then yearly after that, Southampton has seen an average number of referrals in each time period measured. In order to reduce risks and increase safety, the high levels of reporting through PIPPA and IRIS need to be sustained. But specifically, the Partnership must ensure both a wide breadth of communities, individuals and services are engaging in the vital task of identifying and responding to DVA.

High risk cases (MARAC)

All cases which are assessed as high risk are referred to MARAC. SafeLives data for the January 2015 to December 2015 period shows that 83% of referrals to MARAC in Southampton came from the Police (compared to 64% nationally), whilst 17% came from other sources (such as PIPPA). Figure 5.10.6 shows that Southampton has seen a dramatic rise in referrals to MARAC over the last decade, with a particularly large increase recorded between 2012/13 and 2013/14 where the number of cases rose from 483 to 620 (28.4%). Since this point the number of cases has continued to increase, but at a slightly lower rate; 8.5% growth in 2014/15 followed by a 7% increase in 2015/16. This is much lower than the 53% rise in Police recorded domestic violent crime in 2015/16, once again suggesting that the increase in recorded crime is partially due to a change in Police recording. Nonetheless, the SafeLives data demonstrates a rising trend in high risk DVA cases which is a

contributing factor in the increase in violent crime in the city, as well as other related service demands such as referrals to MASH (Multi-Agency Safeguarding hub).

Figure 5.10.6



Comparative data produced by SafeLives for the period January 2015 to December 2016 shows that Southampton remains a city with exceptionally high volume reporting of DVA. Figure 5.10.7 shows that Southampton has a rate of 77 cases per 10,000 population, which is over twice the national average (33 per 10,000 population) and significantly higher than the SafeLives expected rate of 40 per 10,000 population. The most recent comparative data from SafeLives, for the period July 2015 to June 2016, shows that Southampton has the third highest rate of MARAC (high risk) referrals amongst its most similar authorities (see figure 5.10.8).

Figure 5.10.7

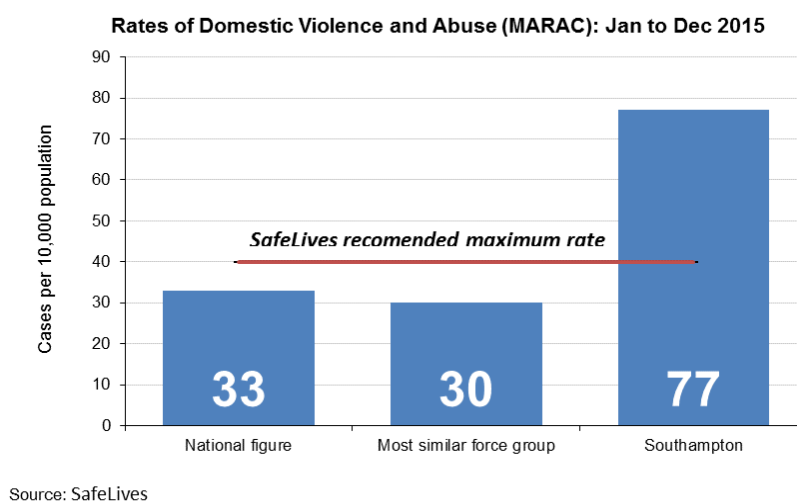
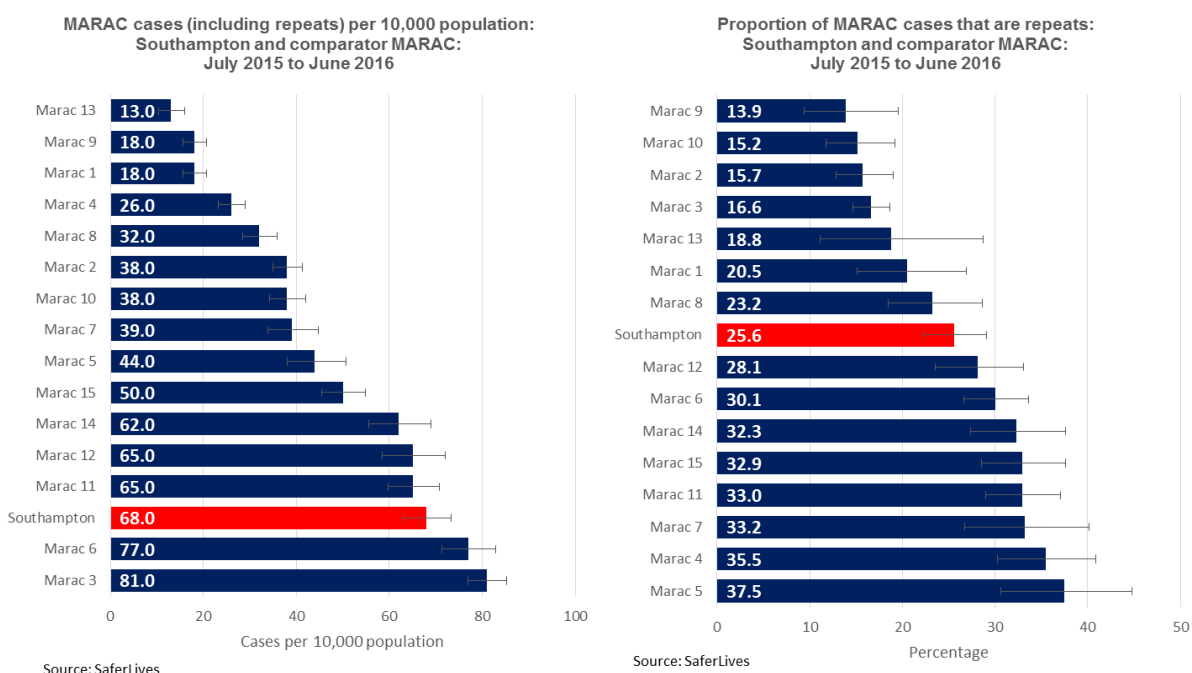


Figure 5.10.8



The high MARAC case rate in the city may in part be attributed to successful efforts by all partners in the city to increase awareness, identification and reporting of DVA in recent years. This could reflect good practice across agencies rather than reflecting unusually high levels of violence and abuse. Indeed, the high levels of reporting has recently led to a Hampshire-wide review of the MARAC process to ensure the cases that will benefit most from a multi-agency approach are put through this process, and that a suitably robust alternative process is put in place for other lower risk cases. This now forms part of the Domestic Abuse Improvement Plan for 2016/17 being led by DCI Rowlandson in Offender Management.⁸⁷

A new integrated MARAC and MASH model commenced operation in June 2016. This is a ground breaking multi-agency model that brings together the risks of adults and children to achieve a co-ordinated risk reduction plan for the whole family. As the first area in the country to adopt this approach, Southampton has secured substantial multi-agency commitment to improve our responses to high risk victims and their children. Monitoring and quality assurance is on-going and independent evaluation will be produced by April 2017.

Repeat victimisation

Although there are no national indicators of success, repeat referrals to MARAC provide an indication of repeat victimisation in the city. This indicates the proportion of high risk cases where interventions lead to cessation of reported violence. In Southampton the proportion of repeat referrals to MARAC increased slightly to 24.6% in 2015/16 compared to 21.8% in 2014/15. However,

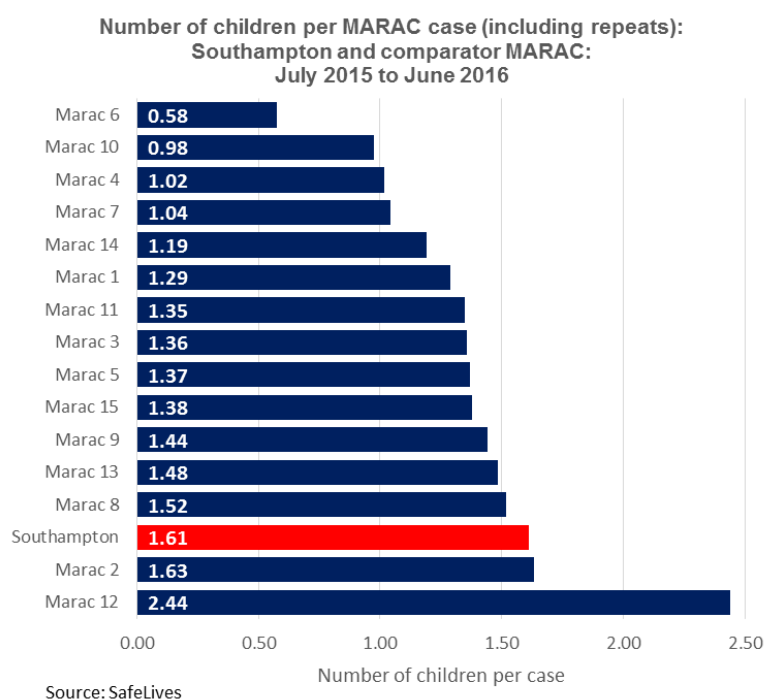
⁸⁷ Hampshire Constabulary (2016) *Force Strategic Assessment 2016/17*

these figures are still consistently lower than many of the city's statistical neighbours (see figure 5.10.8). Therefore, it is possible that in up to 75% of high risk cases where there is an intervention, the violence and abuse ceases and does not recur in the following 12 months. This suggests that despite the rising demand on key partner services, the collective response, especially from IDVA and MARAC is good. However, this only considers DVA at the high risk level. Further work is still required to understand repeat victimisation at the standard and medium risk levels, to understand if early interventions at these lower levels of risk are resulting in a cessation of DVA, or whether they go on to become high risk over time.

Impact on children and young people

Many children and young people are exposed to domestic violence and abuse at home and are denied a safe and stable home environment. These children are more likely to become victims of abuse themselves, may experience personality or behavioural problems and are more likely to go on to offend. 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.⁸⁸ 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.⁸⁹

Figure 5.10.9



⁸⁸ UNICEF (2006) *Behind Closed Doors: The impact of domestic violence on children*.

⁸⁹ Byrne & Taylor (2007) *Children at risk from domestic violence and their educational attainment: Perspectives of education welfare officers, social workers and teachers*.

Of the 661 cases heard at MARAC between July 2015 and June 2016, 1,065 children were recorded as being a child of the victim, perpetrator or both; a rate of 1.61 children per case. This is an increase on the 1.53 children per case recorded in the previous 12 months. Figure 5.10.9 shows that Southampton has the third highest rate of children affected by DVA amongst its comparator MARACs over the period. Therefore, DVA is continuing to have a significant impact on children living in the city.

In Southampton in 2015/16, 30% of MASH referrals were wholly or in part due to domestic violence. Amongst children who have a Child Protection Plan, 77% of cases were flagged over all time to have been subject to domestic violence and abuse. Of those children who had a first referral to MASH due to DVA between April 2015 and March 2016, the average age was 5 years old, 44% were female and 73% 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 on their first contact with the MASH screening officers, 30% were given a rating of Red meaning that there is a potential child protection issue (e.g. serious injury to the child), and 48% had a rating of Amber meaning that there were significant concerns.

Amongst the children who are currently looked after by Southampton City Council, 57% had domestic violence as one of the reasons they were looked after. However, due to the way safeguarding is recorded the DVA could vary from a very low level to a very high level. Also amongst these children, DVA may not necessarily be a direct factor in the child becoming looked after, but one of a number of factors in the case. Nonetheless, the impact of DVA on children in the city appears to be significant and an area which the Partnership should look to address.

Homelessness and women's refuge

DVA is a commonly quoted reason for homelessness in women, with up to 40% of homeless women stating that DVA was a contributing factor to their homelessness.⁹⁰ Southampton City Council collects data on the number of full homelessness duty cases where DVA (or the unpreventable threat of DVA) was the primary reason for homelessness. In 2015/16, there were a total of 17 cases where DVA was the primary reason for homelessness and the council had a full duty; this equated to approximately 11% of the total homelessness duty cases, less than last year when it was 13% (24 cases). 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 DVA 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 DVA and their children with additional spaces being provided by another organisation (although data on this is currently unavailable). As part of informal national reciprocal arrangements

⁹⁰ Cramer, H. and Carter, M. (2002) *Homelessness: What's gender got to do with it?* Shelter, London.

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 is often related to DVA. 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 DVA 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 DVA 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 locally has resulted in new services being commissioned. The main focus being to prioritise support, early intervention and prevention for families in the community to prevent escalation of need and to support them to stay in their homes; something families have said they prefer where feasible. This new enhanced service began on 1st November 2015 with implementation phased in over the period to August 2016. The changes to the service included the reduction in August 2016 of bed places to 12 family friendly spaces with a primary focus on Southampton residents for emergency and ongoing support. 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.

Profile of victims and offenders

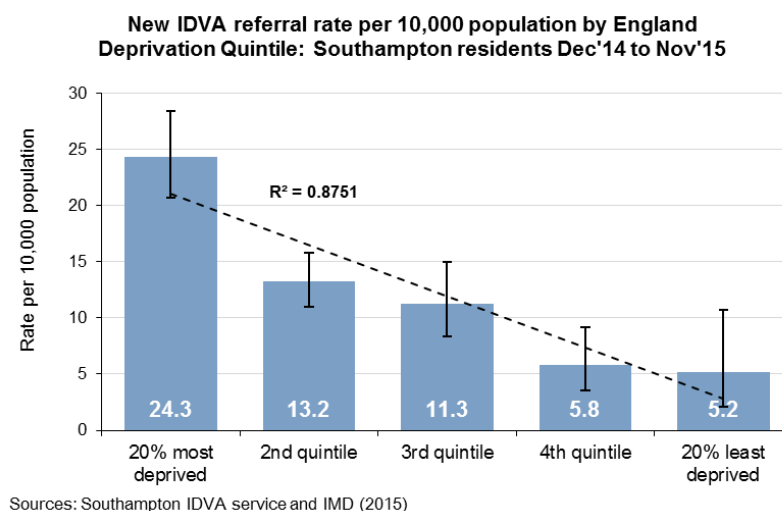
Consistent with national data, DVA disproportionately affects women as victims. This is particularly so at the high risk level where almost 95% referrals to MARAC for the January 2015 to December 2015 period involved female victims (99% of victims engaged with IDVA). Women are considerably more likely to experience repeated and severe forms of DVA than men. However, it is widely recognised that there are male victims of DVA as well as boys and young men affected by parental DVA. It is also likely that men may be more reluctant to report or seek help about DVA and that in some relationships there is retaliatory or bi-directional violence or abuse. The female population age group at highest risk of DVA is 16-24 years, with the Police reporting that the most common victim age for domestic offences in 2015/16 was between 25 and 34 years of age (28.3%) closely followed by the 35-49 age group (25.7) and those in the 18-24 age group (23.8%). This higher proportion of victims in the younger age groups is similar to what is seen in other records of domestic violence

such as IRIS and MARAC. Where offender data is recorded, it shows a similar pattern as the victims with 31.7% of offenders being aged 25-34.

Only 11% of MARAC referrals were from the BME community. BME groups account for 22% of the overall population in the city suggesting there may be underreporting amongst these groups. The IDVA equalities data for 2015/16 indicates that of the clients that were engaged, 68% were under the age of 35 years (this figure has remained fairly consistent over the last 4 years), 99% were female and 80% were heterosexual (18% were unknown). Of those clients that identified themselves with a disability (11%), 40% described mental health issues, 7% with learning difficulties and 8% with physical / mobility issues. More needs to be done to understand how specific communities and groups are affected by DVA in Southampton. It is evident from the data that LGBT and disabled people, including those with mental health issues, are under-represented in service responses. Southampton Outreach Service data suggests a trend of higher a case load of complex needs cases than both the national average and comparable services out of the area. This is supported by IDVA / high risk data. Between 48% and 75% of clients using outreach services have issues relating to their mental health, with 40% reporting having planned or attempted suicide at some point and 19% of outreach clients reported having issues with substance misuse compared with 4% and 9% respectively from the national dataset.

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. In addition, analysis of IDVA referrals data between December 2014 and November 2015 shows a strong link with deprivation, with a significantly higher proportion of referrals (24%) coming from the most deprived areas of the city compared to the least deprived areas (5%). See figure 5.10.10 below.

Figure 5.10.10



There continues to be an absence of reliable data on the number of overall DVA perpetrators and repeat DVA offenders. However, based on data from the Hampshire Constabulary Central Referrals Unit, in 2015/16 there were a total of 2,078 offenders identified as having committed a DVA 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 5.10.11 shows the number of offenders by the number of crimes they were responsible for in 2015/16. The majority of known offenders (78.2%) 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 (21.8%) 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 (14.1%) committed two offences; 66 offenders committed four or more offences with the most prolific committing ten offences in the year. Only 3.2% of offenders committed four or more offences, but they were responsible for almost 12% of DVA offences.

Figure 5.10.11: Number of offences committed by known offenders in 2015/16

Number of offences	Number of offenders	% of offenders	No. crimes responsible for	% of DV crime responsible for
1	1,624	78.2%	1,625	57.4%
2	293	14.1%	588	20.8%
3	95	4.6%	285	10.1%
4 or more	66	3.2%	334	11.8%
Total	2,078	100.0%	2,832	

In 2015/16, the majority of violent DVA offenders were male (78%) and over 20% female. However, a higher proportion of those who have multiple offences in the year were male (86%). Police data also shows that the highest prevalence of offending is amongst the 25-34 age group (30.8%); statistically significantly higher than all groups other than the 35-49 age group (28.7%). 23% of offenders are aged 18-24, whilst around 11% are aged over 50. The age profile for offenders and for offences committed is similar (see figure 5.10.12).

Figure 5.10.12

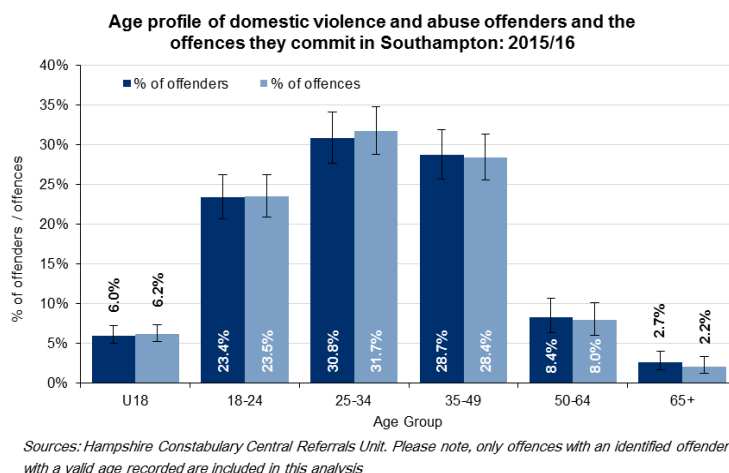
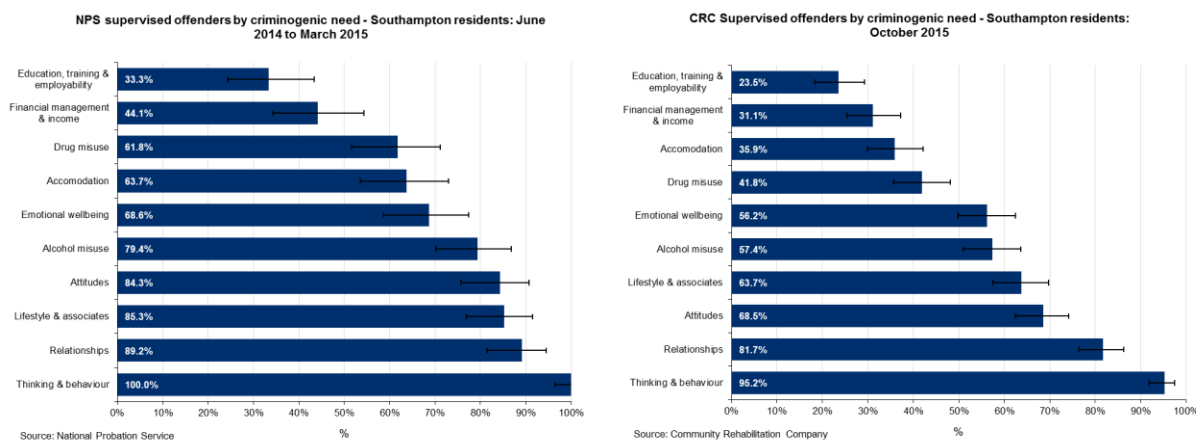


Figure 5.10.13



Alcohol is likely to be a factor in a large number of DVA cases. Data on DVA offenders supervised by Probation Services in the city suggests that a high proportion have alcohol linked to their offending behaviour (a criminogenic need); 79.4% for NPS supervised offenders and 57.4% for CRC supervised offenders. The same dataset shows 61.8% and 41.8% of NPS and CRC offenders have drug misuse as a criminogenic need (see figure 5.10.13). This data is for the period June 2014 to March 2015 for NPS data and from October 2015 for CRC; unfortunately, recent data could not be obtained from Probation Services for this year.

This year saw the conclusion of Project Cara, a pilot initiative trialled in Southampton between August 2012 and November 2015. This provided counselling and workshops with perpetrators in order to encourage reflection on their behaviour and improve their relationships. Referral to the project was part of a Conditional Caution, and meant Hampshire were the only Force in the country given special dispensation to use Conditional Cautions for domestic abuse cases. The project was grounded in academic study through Cambridge University, and figures suggest it yielded positive results.

293 individuals were assigned to Project Cara in total, 139 to the control group (non-reoffend condition only) and 154 to the workshop group (non-reoffend and workshop conditions). Analysis was conducted on cohorts 12 months after the caution to measure reoffending behaviour, and found a 41% reduction in the frequency of domestic abuse charges, and a 19% reduction in the frequency of their domestic abuse arrest rate during that period for workshop attendees. Further to this, of those who attended the workshops, 94% reported that it changed their attitude towards their partner and 95% reported that it prompted reflection in their own behaviour. 81.3% of victims involved in offences, which resulted in their being referred to the workshop, reported that subsequent behaviour improved in comparison to the control sample. Project Cara was rolled out Force-wide in December and will run through 2016/17. The Partnership needs to continue to monitor outcomes from Project Cara and other offender interventions to better understand if DVA interventions are linked to reduced reoffending.

Stakeholder Views

Focus groups held in 2015 with frontline workers and survivors of domestic violence and abuse provides a more qualitative insight into DVA in Southampton. Some of the key themes that emerged include:

- Inter-generational DVA is high.
- Help needs to be provided much earlier (before it becomes high risk).
- Fathers are often excluded and skills to work with fathers who are perpetrators is lacking.
- There is a “missing link” to address the impact of DVA on children’s behaviour and experience in school.

Survivors of domestic violence provided their views on a number of topics and services, which are summarised below:

- Children and Families Services did offer some help and access to some services for children, but the dominant theme in the focus groups was around the pressure placed on mothers to break off the relationship and stay away from the perpetrator.
- The Police, Crime Prosecution Service (CPS) and Courts came in for particular attention. Many felt strongly that the action taken against perpetrators was neither sufficient, timely nor proportionate to the offences committed.
- Culturally different attitudes towards women and their role in society came across strongly.
- Housing options were felt to be very limited; accessing a refuge often meant relinquishing property and furniture.
- Where people knew about them, IDVA and ISVA services were cited as being very helpful and offering a good service, however they were only available once the situation had reached high risk level. Some individuals using refuge services would have preferred to remain in their own home.
- The focus groups provided strong views about how services must better address the issue of perpetrators.

Domestic Homicide Reviews

The statutory duty for Domestic Homicide Reviews (DHR) sits with the Safe City Partnership. Since DHR legislation came into effect (2010), Southampton has had:

- 2 x DHR (in 2013 and 2016)
- 1 x Partnership Review in 2014 (discretionary review under DHR legislation)
- 1 x Partnership Review in 2015
- 1 x Serious Adults Review with significant DVA elements in 2015/16 (report pending)
- In addition, in the last few years, 4 of 5 historical Serious Case reviews (where a child has been seriously harmed or killed) have taken place and, of these, 4 had DVA as a factor. From these, and another more recent review there are important learning points for agencies in relation to DVA.

The common factors arising from reviews that underpin learning include the links and impact of adult mental health on DVA and the need for clear and effective cross-service responses where DVA co-exists with mental health and/or substance misuse. The breadth of risks posed by DVA, beyond perpetrator-victim, to self-harm and safeguarding of children is also highlighted in more than one review. The need for a whole family and integrated response to DVA is also clear. The DVA Plan 2016-18 shows completion of actions arising from DHRs and other related case reviews including improved pathways and training regarding mental health and DVA, as well as the integrated MARAC and MASH model.

Update on 2014/15 recommendations

Recommendation	2015/16 Update
The Multi-Agency Domestic and Sexual Violence Group should work to develop a consistent and cohesive set of data measures which can be used to establish a clearer picture of DVA in the city.	Data measures especially at early intervention (or below high risk) remain a challenge. However, key indicators have been agreed by the DSV Group and a new performance template has been established to capture all agency and sector service data and outcomes. This will be reported quarterly from Q2 2016/17 and should provide a fuller picture of DVA needs and responses in the city.
In order to reduce risks and increase safety, the high levels of reporting in Southampton need 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.	Key multi-agency actions delivered in 2015/16 include pooling budgets and re-commissioning voluntary sector services to deliver co-ordinated responses to domestic & sexual abuse with a focus (and resource shift) on increasing prevention and early intervention provision. This has led to an increased offer for children and families but is not sufficient to meet current demand. Partners have been working to improve the reach to diverse communities including a new post in Yellow Door (previously Rape Crisis) with the specific aim of reaching out to BME and diverse communities about domestic and sexual abuse. Partners have also agreed new and simpler pathways to DSA advice and referral for those experiencing abuse below high risk. It is too soon to tell if this is making an impact on increasing medium risk referrals.
Repeat victimisation levels post-intervention at the high risk level are good. However, measures are needed to assess repeat victimisation at the standard and medium risk levels (through Police, PIPPA and other identified sources), 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.	Historically there has been no consistent, reliable way of identifying top repeat victims and offenders of DA to then feed into multi-agency plans and responses. However, this is improving with the new joint commissioned Perpetrator contract and the Police report that is currently in the process of being addressed. Steps have been taken to bring together service data and referral data from specialist DSA providers. More work is needed to research and analyse needs and gaps at early intervention level.

Recommendation	2015/16 Update
The impact of DVA on children in the city appears 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.	Good progress has been made to increase access to group activities and programmes to support victims and children after abuse ends, to aid sustainable recovery. Workforce training is underway in Children's Services and Early Help locality teams around DVA and working with perpetrators. However increasing early intervention is a top priority for the city with identified gaps in provision especially for victims with children under 10years old.
More needs to be done to understand how specific communities and groups are affected by DVA in Southampton. Neighbourhood Policing Teams should be pro-active in engaging with hard-to-reach communities to encourage increased confidence in discussing issues with Police and other agencies; this should include visits to BME businesses; as well as religious and community establishments.	There has been a lot of activity in this area from the Supt through to PCSOs who all engage with communities to increase trust and confidence e.g. Black History Month launch, visits to religious establishments , link officers for certain hard to reach communities. Voluntary sector and Council partners have increased activity in this area too, with additional specific resources to increase DSA reach for isolated, diverse and marginalised groups. However, improving multi-agency reach with diverse communities and individuals remains a high priority.
Further information is required from Probation Services (NPS and CRC) and other partners on the success rate of DVA interventions with offenders. The Partnership should work together to better understand if DVA interventions are linked to reduced reoffending. This may include the sharing of data between Probation Services and the Police.	A full evaluation of Project Cara concluded this year, showing positive outcomes; this programme is now being rolled out across the Force area. Further information is still required from Probation Services and the Partnership needs to ensure there are appropriate referral routes in place to programmes for perpetrators of domestic abuse. Full evaluation of the DAPP (perpetrators contract) that offers a range of new and innovative voluntary interventions to challenge behaviour will contribute to that analysis.
The Partnership must ensure that the recommendations from Domestic Homicide Reviews are implemented.	A single multi-agency plan of DHR recommendations and actions is complete and this is monitored quarterly, feeding into the DSA Strategic Group. Currently all actions are complete or progressing well, with new actions arising from the most recent DHR to be undertaken.

Recommendations

- 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.
- 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 impact of DVA on children in the city appears 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.
- 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.
- The Partnership needs to continue to monitor outcomes from Project Cara and other DVA offender interventions to better understand if interventions are linked to reduced reoffending
- 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.

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 (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 LSCB MET group 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 LSCB MET Group has led on seeking assurance from the commissioner (the Local Authority) on the contractual arrangements to ensure that clear procedures are in place to share the learning from these return interviews. Some aspects of this work, including arrangements for this service when children are looked after out of area, continue.

There remains a strong correlation between children in care and repeat missing episodes, with 78% of the 50 highest volume repeat young missing persons living in children's homes, supported living or foster placements.⁹¹ 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 notifying the Police. The number of Looked after children missing for more than 24 hours has risen from a total of 29 in 2014/15 to 50 in 2015/16. The Local Authority are closely monitoring the children affected, including those placed out of area, in particular the responses made by the

⁹¹ Hampshire Constabulary (2016) Force Strategic Assessment 2016/17

partnership. The MET group of the LSCB is also identifying learning from cases where children are placed out of area and at risk of going missing; findings from this are due to be reported early 2016/17. In addition, the LSCB have agreed that the Missing Exploited and Trafficked Group would deliver regular audits to assess the quality of multi-agency interventions where these issues are a risk. The MET group have delivered one such audit this year to establish the success and quality of multi-agency partnership working in relation to looked after children placed out of area that are at risk of going missing, being exploited and/or being trafficked. The final report is due in 2016/17.

Recent HMIC research on missing children concludes that children who go missing frequently remain at risk of becoming victims of different forms of exploitation, including Child Sexual Exploitation (CSE).⁹² Locally, a little under a quarter (24%) of the most frequent youth missing persons across Hampshire were flagged at risk of CSE. 36% of young missing persons have been linked to CSE intelligence across the Hampshire Constabulary area, indicating a correlation between being missing and being vulnerable to sexual exploitation. However, only 7% have actually reported being the victim of CSE, which may indicate that more robust return home interviews are required in order to ensure that all relevant information is captured and a true picture of the risk is assessed. Concerns have also been expressed around the risk that signs of possible exploitation in children who only go missing on a few occasions, and therefore have slightly lower levels of engagement than those who go missing more frequently, may be overlooked at the early stages if robust return home interviews are not conducted.⁹³

CSE is not new, however through national media coverage a wider public awareness has been created. THE NSPCC indicate that 5% of children in the UK suffer contact sexual abuse at some point during their childhood.⁹⁴ Violence, coercion and intimidation are common. Involvement in exploitative relationships is characterised by the child's or young person's limited availability of choice, as a result of their social, economic or emotional vulnerability. A common feature of CSE is that the child or young person does not recognise the coercive nature of the relationship and does not see themselves as a victim of exploitation. This presents challenges for policing, as unlike other offences where victims identify themselves to the Police, this may not occur, making it difficult to understand the true extent of CSE occurring in Southampton.

Nonetheless, Child Sexual Exploitation (CSE) continues to be one of the highest scoring threats for Hampshire Constabulary; with cyber enabled child abuse the highest scoring threat identified in 2015/16.⁹⁵ Factors including the 'Rotherham Inquiry' and Operation Yewtree have led to increased

⁹² Her Majesty's Inspectorate of Constabulary (2016) *Missing children: who cares? The police response to missing and absent children* [Online] Available from <https://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/missing-children-who-cares.pdf>

⁹³ Hampshire Constabulary (2016) Force Strategic Assessment 2016/17

⁹⁴ Radford et al (2011) *Child Abuse and Neglect in the UK today* [Online] Available from <https://www.nspcc.org.uk/services-and-resources/research-and-resources/pre-2013/child-abuse-and-neglect-in-the-uk-today/>

⁹⁵ Hampshire Constabulary (2016) Force Strategic Assessment 2016/17

reporting in both current and non-recent offences. Operation Marmion is an investigation, which stemmed from the Rotherham child sexual exploitation enquiry, involving historical sexual offences across Hampshire, and reviewing previous investigations (including those previously in the city's care); 57 cases have been investigated since its inception in 2015, some of which have been from the Southampton area. The Operation's terms of reference are being expanded to include complex investigations around Modern Day Slavery and Cyber Crime. Southampton City Council and Hampshire Constabulary have led on development of the integrated Child Sexual Exploitation (CSE) team (known as the CSE Hub) to compliment the MASH and lead specifically on this issue. The CSE hub coordinates the MET Operational Group to review case level information and quality assure responses.

The Hampshire Constabulary Strategic Assessment for 2016/17 reports that Southampton District, which has around 13% of the county's youth population, accounts for 25% of all CSE reported by the 14 districts. By comparison Portsmouth accounted for 11% of CSE, with 12% of the youth population. A number of proactive CSE investigations were conducted in Southampton during this time, which could be a contributing factor behind why the district accounts for such a large proportion of CSE. Additionally Southampton is home to a small group of children at high risk of CSE who account for a significant portion of Police and partnership resources, which generates more intelligence and information as a result. However, further analysis is required throughout 2016 to fully assess the cause of that disparity.

Across the area covered by Hampshire Constabulary, there was an 83% increase in offline CSE crimes and incidents between 2014 and 2015. This is in line with reports from the Child Exploitation and Online Protection Centre (CEOP) that predicted the UK as a whole would see a 3 year increase in child abuse from 2014 onwards. This is attributable to increased scrutiny around child abuse investigations and safeguarding victims, which has led to higher reporting levels. However, levels remain relatively low and work promoting identification is ongoing through the Local Authority CSE Hub and the work of the MET Group. The main CSE themes identified within the Hampshire Constabulary area are:⁹⁶

- The Boyfriend Model; where drug dealers use vulnerable females as runners; the victims believe they are in a relationship with these males however they are being exploited by means of sexual favours and assisting with drug running.
- The Party Model; involving house parties where older males prey on vulnerable females who are intoxicated by drink and/or drugs.
- 'Peer-on Peer'; exploitation which mainly occurs within large groups of friends/associates, this has crossover with the Boyfriend Model where youths will engage in underage sex with those whom they are in a 'relationship' with.

There are currently 163 children are flagged as 'at risk of CSE' across the whole of Hampshire, which represents a 31% decrease as at the same time last year. This decrease is most likely a reflection of

⁹⁶ Hampshire Constabulary (2016) Force Strategic Assessment 2016/17

better management and mitigation of the risk posed to vulnerable youths over the last 12 months, and also a better understanding from officers of when a child should be flagged at risk of CSE. Hampshire Constabulary has identified vulnerability factors via an analysis of the CSE threat over the past two years. Victims are primarily female, aged between 13 and 17 years of age, and a substantial proportion (over 40% in both instances) had previously been the victim of violence, sexual assault or rape. A link between drug use and supply, including legal highs, and an increased risk of being involved in CSE has also been identified. Force wide, 45% of offenders and 36% of victims of CSE were linked to drug intelligence. Drug use by victims and an increasing volume of transient drug networks have both been raised as areas of concern.

The past year has seen Hampshire Constabulary, Social Services, Youth Offending Teams, Barnado's and healthcare organisations continue to work together, taking a multi-agency working approach. A specialist unit was formed by the local constabulary (Op Goldstone) and this now acts as the primary conduit between Hampshire Constabulary and partner agencies. This increased level of collaboration has led to improvements in the early identification of risk, encouraged better sharing of information, reduced the risk of parallel enquiries occurring in isolation and fostered more effective safeguarding of victims.

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. The recently published LSAB annual report summarises the main issues identified in 2015/16.⁹⁷

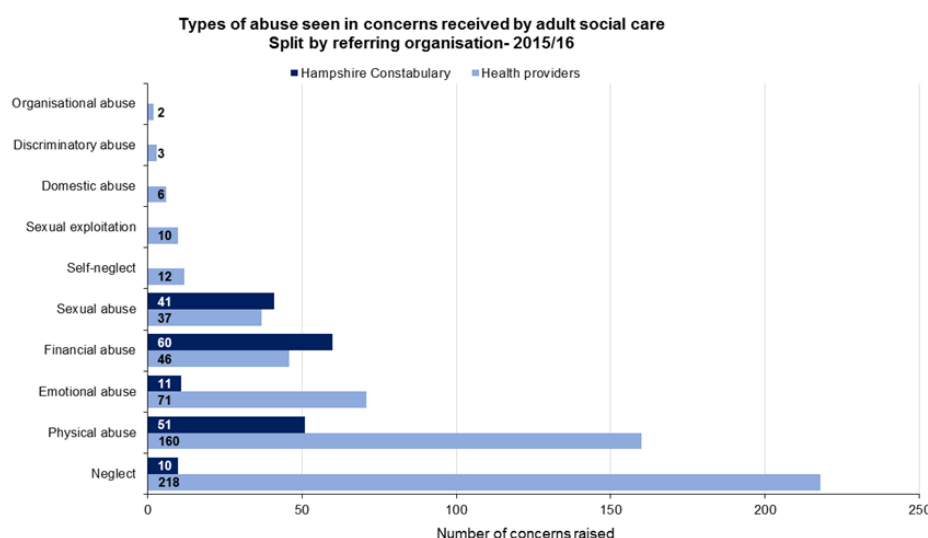
The number of concerns received by Adult Social Care has decreased from last year by 30%. This is the number of concerns received after the initial triage. This decrease does not necessarily represent a fall in the workload; rather this could be as a result of better practice in the recording and capturing of data as well as a change in decision making with regards to triaging safeguarding concerns. But it is also worth noting that comparative national data, published by NHS Digital shows a rise in reported concerns. The LSAB will continue to monitor this to ensure that staff are able to effectively respond to concerns of abuse or neglect.

⁹⁷ Southampton Local Adult Safeguarding Board (2016) *LSAB Annual Report 2015/16* [Online] Available from: <http://southamptonlsab.org.uk/wp-content/uploads/LSAB-annual-report-2015-2016-FINAL-published.pdf>

The organisations that raise the highest number of concerns with Adult Social Care are Hampshire Constabulary and South Central Ambulance Service (SCAS) with 2,155 and 1,424 concerns raised in 2015/16. 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. This gap is currently extremely large (3,286 concerns) and may suggest an over-reliance by partners on the Single Point of Access to make decisions and manage potential lower level safeguarding concerns.

The most prevalent types of abuse reported by health providers are neglect, physical and emotional abuse whereas abuse reported by Hampshire Constabulary is predominantly financial, physical or sexual in nature (see Figure 5.11.1) Hampshire Constabulary report that cases of financial abuse in Southampton are consistent with other areas. The high number of reports is thought to demonstrate improved identification of possible abuse and improved cooperation and reporting by providers and services, including Regulatory Services in Southampton City Council, to work together to safeguard adults who are targeted by fraudsters. This high level of reporting also reflects the commitment of the Police to complete robust investigations where financial abuse is alleged.

Figure 5.11.1



Source: Local Safeguarding Adults Board, Annual Report, 2015-16

In 2015/16 the number of concerns raised related to women was 30% higher than those related to men. This breakdown is consistent with figures recorded in 2014/15, although this difference is more marked than that reported nationally. 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.

Physical support remains the most prevalent primary reason for reporting, with 323 concerns raised in this area. This represents a fall from last year's figures of 22.5%, continuing a downward trend in physical support needs noted in previous years. The next largest groups are 'No Primary Support Reason' and Mental Health Support. This is largely consistent with the national picture. It is believed that the relatively high number of 'no support reason' allocated is a result of poor recording or a misunderstanding by those raising concerns of the need for this information. It is essential that practitioners understand that they should notify why the adult is in need as this greatly assists in triaging concerns and the provision of timely assistance. The LSAB intends to agree targets to reduce the number of concerns with an unrecorded or not known primary support reason, to challenge professionals to ask these questions and record information accurately.

When looking at the concluded Section 42 (S42) safeguarding enquiries that took place in 2015/16, the majority (29%) were financial / material abuse, closely followed by physical abuse (28%). The most prevalent type of abuse reported to Hampshire constabulary was also financial abuse. Whilst all allegations are not substantiated, the Force believes this demonstrates improved identification of possible abuse and improved cooperation and reporting by providers and services, including Southampton City Council's regulatory services, working with adults who are targeted by fraudsters. It is also an indication of the commitment by the Police to complete robust investigations where financial abuse is alleged. An examination of the location of abuse shows that almost half (48%) took place in the victim's own home. Looking at all concluded S42s, in 61% 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 113 concluded S42 guarding enquiries in 2015/16, the majority (69%) had action taken and the identified risk was reduced or removed. Concerns have been 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.

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.

5.11.3 Modern Day Slavery and trafficking

Modern Day Slavery (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.⁹⁸ 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 2013.⁹⁹ 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.¹⁰⁰

Locally, there has been a noticeable increase in intelligence relating to MDS and Human Trafficking (HT) over the course of 2015/16. This has been mirrored by a rise in the number of Potential Victims of Trafficking (PVOT) identified by the Police. These increases are thought to reflect greater awareness of MDS and HT amongst all partner agencies, a focus upon training in this area and an increase in Police operational activity aimed at identification and disruption.

Across the Force, the profile of PVOTs changed in the last year; this is likely to be a consequence of operational activity targeting specific locations. The 2014/15 PVOT profile was dominated by adult males, the majority from Eastern European countries, who were trafficked for labour exploitation. In 2015/16, whilst the majority of PVOTs were also male, nearly three quarters were under the age of 18 and just over 40% were victims of potential criminal exploitation, just 18% were potential victims of labour exploitation and a further 6% were potential victims of sexual exploitation or domestic servitude. 24% of 2015/16 PVOTs were from Vietnam, 18% from Albanian and a further 18%, Iranian. In 2015/16 the Police obtained consent from twelve Southampton residents to refer them for

⁹⁸ 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

⁹⁹ 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>

¹⁰⁰ Home Office (2014) *Collection: Modern Slavery Act 2015* [Online] Available from: <https://www.gov.uk/government/collections/modern-slavery-bill#announcements>

support as victims of trafficking. As this type of abuse is extremely difficult to identify, these figures are likely to represent only a fraction of the risk in the city.¹⁰¹ More recent data from Hampshire Constabulary for the 12 months ending September 2016, shows there have been five offences relating to 'holding a person in slavery or servitude', one of 'requiring a person to perform forced or compulsory labour' and three of 'arranging or facilitating travel of another person with a view to exploitation'.

The Modern Slavery Partnership (MSP) for Hampshire and the Isle of Wight was launched in September 2015. A 'Human Trafficking' intelligence flag was introduced onto Police record management systems in April 2015 and community intelligence can be shared via a Community Partnership Information (CPI) form. Despite these improvements made over the course of the past year, there remain significant difficulties in accurately assessing the threat posed by MDS and HT. The mapping of locations potentially vulnerable to MDS and HT remains a key priority for the Police Force and this information will be recorded within SafetyNet, where it can be easily accessed by partnership organisations.

Modern Day Slavery remains a key strategic risk for the Hampshire area as a whole. Recent high levels of economic migration through Europe, coupled with the large displacement of Syrian refugees, could lead to an increase in vulnerable adults and children being identified by organised crime groups in the UK and Europe. Once trafficked into the UK this group is at risk of being debt bonded into slavery or servitude. This should be considered a key risk for Southampton in the coming year based on port access from Europe and proximity to other key migration pinch points such as London and Kent.

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.¹⁰² 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.¹⁰³

¹⁰¹ Southampton Local Adult Safeguarding Board (2016) *LSAB Annual Report 2015/16* [Online] Available from: <http://southamptonlsab.org.uk/wp-content/uploads/LSAB-annual-report-2015-2016-FINAL-published.pdf>

¹⁰² 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

¹⁰³ 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

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.¹⁰⁴ 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. Hampshire Constabulary's strategic assessment acknowledges FGM as a significant intelligence gap for these reasons. From 31st October 2015, a new mandatory reporting duty requires all regulated health and social care professionals and teachers in England and Wales to report 'known' cases of FGM in under 18s which they identify in the course of their professional work to the Police.

Maternity services are at the front line of identifying and recognising the incidence of FGM and young children who may be at risk, and the new mandatory data reporting requirements are now in force for NHS clinicians. The key role of the NHS underlines the critical importance of partnership working in relation to this issue and the use data collected by the health service could potentially enable better mapping of the potential threat from FGM and guide the partnership response. There were 5,702 newly recorded cases of FGM reported in England during 2015/16 according to figures published by NHS Digital this summer. In addition, a total of 8,656 hospital attendances were recorded nationally where FGM was identified or a medical procedure for FGM was undertaken. Nationally, women and girls born in Somalia account for more than a third of newly reported cases of FGM and the 5-9 year old age group was the most common age range at which FGM was undertaken (43%). Self-report was the most frequent method of FGM identification, accounting for 73% of cases where the FGM identification method was known.

Local figures for Southampton residents indicate that there were 25 newly recorded cases of FGM reported in 2015/16 as well as 25 hospital attendances where FGM was identified or a medical procedure for FGM was undertaken. It should be noted that these numbers have been rounded to the nearest five to prevent disclosure of information identifying any one individual. Southampton has the highest reported levels in Wessex, more than double the 10 newly recorded cases and attendances reported in Portsmouth. The data for all other CCGs in the Wessex area recorded a count of under-five for both newly recorded cases and attendances. Self-report was the most frequent method of FGM identification locally, similar to the national picture. The majority of cases newly recorded in Southampton 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. This is the first time that

¹⁰⁴ 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

annual data have been collected and published so no trend information is available at the present time.¹⁰⁵

Hampshire Police & Crime Commissioner's Sexual Crimes Strategy notes that reporting of an FGM crime is extremely rare however instances of suspected FGM have been reported to Hampshire Constabulary over the course of 2015/16. Upon investigation no offences or evidence to support FGM were found. The reports were often generated following disclosure to education 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.

Prevention, education and awareness stand out locally as the most prominent issues. Best practice in supporting victims is only beginning to develop nationally. Current priorities include extensive training and awareness, further work with diaspora communities and service development among existing organisations to add skilled capacity to respond.

The Southampton Local Safeguarding Children Board sought assurance from local services that responses are coordinated and appropriate to FGM in Southampton. The LSCB delivered specific cross partnership task group work and action plan with colleagues including public health, health service providers, children and adults services, Police and workers that link to our local communities. The LSCB received the plan and agreed that while much of the action has taken place there is a need to do quality assurance on responses to this issue. As such an audit of a number of FGM cases will be delivered in 2016-17.

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". 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.

¹⁰⁵ NHS Digital (2016) *Female Genital Mutilation (FGM) – April 2015 to March 2016, Experimental Statistics* [Online] Available from <http://content.digital.nhs.uk/catalogue/PUB21206>

Such violence can occur when perpetrators perceive that a relative has shamed the family and / or community by breaking their honour code.¹⁰⁶

53 instances of HBV were recorded in Hampshire over the course of 2015/16, these were identified by their closure with an HBV finalisation flag. However, a review of these reports found that some incidents were Domestic Violence reports where the flag had been added, but where the circumstances of the offence didn't necessarily suggest an honour based element aside from the ethnicity of the couple.¹⁰⁷

Where an HBV flag was added and the nature of the complaint more closely fit 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. There are significant sized communities within Hampshire, including within Southampton, where HBV could be occurring but going unreported. The very low numbers of HBV compared to Domestic Violence as a whole during this period suggests it is a hidden crime. This 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 with individuals who are likely to adopt extremist views, and work in partnership with other agencies and communities to identify individuals who may need support.

The aim of the 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 strategic 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. This means that a terrorist attack is highly likely. There is a high level of threat posed by international terrorist groups in Syria and Iraq, including Al Qaida and the group known as Islamic State of Iraq and the Levant (ISIL), who possess both the intention and the capability to direct attacks against the West. The UK has been identified by MI5 as a high-priority target for Islamist extremists, who pose a significant threat to our country and to our interests and citizens abroad. MI5's current main focus is on

¹⁰⁶ Crown Prosecution Service (2016) *Honour Based Violence and Forced Marriage* [Online] Available from: http://www.cps.gov.uk/legal/h_to_k/honour_based_violence_and_forced_marriage/

¹⁰⁷ Hampshire Constabulary (2016) Force Strategic Assessment 2016/17

terrorism originating from Syria and Iraq, but the threat of terrorism from other parts of the Middle East and regions such as North, East and West Africa, South and South East Asia is also recognised.

The majority of terrorist attack plots in this country have been planned by British residents, and MI5 identify that simple, self-organised attacks by UK-based Islamist extremists have increased and are inherently harder to detect than more complex and ambitious plots. There is also a recognised threat in relation to British nationals who travel to fight for extremist groups overseas. International terrorist groups make full use of social media and modern communication methods, which can be used to spread extremist messages and promote radicalisation.

Domestic extremism is also a recognised threat, and mainly refers to individuals or groups that carry out criminal acts in pursuit of a larger agenda, such as "right-wing extremists".

The Council works closely with Hampshire Constabulary to assess the risk in the city from individuals being drawn into terrorism. The risk is currently considered low. The Council is responsible for delivering Prevent, which puts in place a system of support for individuals who are identified as being at risk of radicalisation or being drawn into extremism. This includes the Channel Panel, which has representatives from relevant agencies able to assess individuals and set up appropriate support mechanisms.

In 2015/16 and 2016/17 Southampton City Council delivered a programme of increased engagement with schools, the community and service providers to drive the understanding of and referrals to Prevent. This has included the rollout of WRAP (Workshop to Raise Awareness of Prevent – Home Office accredited training) training to schools in the city and the development of a Prevent website including an e-learning course on Prevent. The Council also has a Prevent Community Engagement officer, who has attended a number of community events to discuss Prevent and answer questions. This has generated positive feedback and has increased communities' understanding of the purpose of the Prevent agenda.

Community cohesion remains a strength for Southampton, and the Council and Partners continue to build on this, working with local communities to support Prevent and reduce the risks of radicalisation. A Prevent Working Group was established in 2016, and this group continues to monitor Southampton's Prevent Action Plan. This Action Plan seeks to ensure that the city remains a low risk area through training, effective safeguarding and sufficient support for the Channel Panel, and is reported to the Safe City Partnership on an annual basis or more frequently as required.

Update on 2014/15 recommendations

Recommendation	2015/16 Update
A key challenge for the Partnership is to improve understanding in crime areas where there are considerable gaps in understanding, with a view to identifying potential victims and revealing hidden harm to more accurately understanding prevalence.	An Honour Based Violence/Forced Marriage/Female Genital Mutilation action plan is in place, the main priority of which focuses on community engagement, data collection and establishing a relevant problem profile. Hampshire Constabulary have delivered training to partners and Police staff and have also made some technical changes to systems to enhance initial identification of risk. Hampshire Constabulary are also developing a strategy around processes at Southampton Airport and to support the National Week of Action in September. Data monitoring continues to identify trends. Awareness raising continues where emerging issues are identified such as FGM. FGM reporting is beginning to come through from the NHS which needs to be monitored for long term trends.
The Partnership should work together to better understand the level of threat posed by MET issues in the city; in particular to support the work underway to better understand the impact of E-Safety for children and young people and to coordinate responses.	Strategic MET group and LSCB have an action plan that is monitored.
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.	Police are working to raise awareness in the community and with partners to increase their knowledge of FGM/HBV/FM. A comprehensive Action Plan exists in force, managed by Force lead Supt Heydari. FGM reporting is beginning to come through from the NHS which needs to be monitored for long term trends.
The Partnership should work to identify the nature and extent of the involvement of organised crime groups in Modern Slavery and to encourage greater community engagement to identify potential victims of trafficking working and living locally.	Hampshire and Isle of Wight Modern Slavery Partnership is responsible for promoting the identification of Modern Slavery Offences; an information and intelligence sharing framework was established to encourage multi-agency sharing. Community awareness of MDS is promoted via the Partnership within statutory and non-governmental organisations. Via the Pursue sub-group of the Partnership, law enforcement agencies are responsible for mapping areas of vulnerability and uploading onto SafetyNet. FIB have dedicated vulnerability analysts responsible for identifying organised crime groups and potential victims of slavery. Operation Brick and Perceptual are the most recent operations within Southampton. There have been three days of pro-active operations to target potential victims of slavery working in the off street sex industry.
The Partnership should 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.	A sub group of SCP has been set up to report on the progress of the Prevent Action Plan. A public training tool is available on the internet- http://www.southampton.gov.uk/prevent/ . Frontline staff are being encouraged to undertake this training.

Recommendations

- 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 understanding prevalence.
- 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.
- 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.
- 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.
- 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 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 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.

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 2015/16

Police recorded crime tartan rug - Southampton compared to similar Community Safety Partnerships: 2015/16
Rates per 1,000 population

Key: Difference to Southampton

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

Community Safety Partnerships	Total Crime	Violent Crime	Violence with Injury	Violence without Injury	Sexual Offences	Drug Offences	Robbery	Theft	Theft from the person	Domestic Burglary	Domestic Burglary *	Non Domestic Burglary	Shoplifting	Vehicle Offences	Bicycle Theft
Southampton	111.1	34.0	14.8	19.2	3.4	2.9	1.0	44.6	1.6	3.6	9.0	7.0	9.7	8.6	4.0
England	67.1	17.2	7.5	9.7	1.8	2.5	0.9	30.5	1.4	3.4	8.7	3.6	5.8	6.5	1.5
Brighton and Hove	84.2	22.7	9.4	13.3	2.4	3.5	1.0	36.2	2.5	2.6	6.0	2.6	7.5	5.6	2.5
Bristol	103.7	26.6	9.1	17.5	2.5	2.6	1.0	48.5	1.9	4.6	11.1	4.8	10.6	11.3	4.0
Cardiff	91.8	20.6	9.4	11.2	1.7	3.7	0.5	45.7	2.1	3.5	8.6	4.0	11.3	10.5	3.6
Derby	79.8	18.8	10.8	8.0	2.3	3.3	1.5	38.6	1.2	3.7	9.2	4.1	10.4	8.7	2.1
Eastbourne	65.4	21.0	8.9	12.1	2.1	2.4	0.6	22.8	0.8	1.6	3.5	2.1	6.9	2.7	0.9
Hampshire Constabulary	68.6	32.4	13.5	18.8	3.0	3.1	0.5	35.8	1.0	2.6	4.4	5.5	8.2	6.3	2.4
Hillingdon	74.9	21.1	8.3	12.8	1.5	3.8	1.1	33.7	1.4	4.8	13.7	2.4	5.5	9.2	1.1
Hounslow	82.3	23.0	8.7	14.3	2.0	3.6	1.4	37.4	1.7	4.4	11.9	2.2	6.5	10.4	2.0
Luton	77.8	21.8	9.5	12.3	2.1	2.4	1.2	35.1	1.1	5.5	15.3	2.4	6.8	9.5	0.9
Northampton	94.9	28.0	12.4	15.6	3.6	3.6	1.5	39.6	1.9	4.6	11.4	4.9	9.2	7.6	2.0
Portsmouth	105.8	35.4	15.3	20.0	2.8	3.2	0.6	38.9	1.1	2.7	6.6	3.7	10.8	7.3	4.3
Reading	85.4	20.9	8.8	12.1	2.6	3.0	0.9	43.0	3.8	2.9	7.2	3.0	10.4	5.8	4.9
Sheffield	72.7	13.5	7.3	6.1	1.7	1.8	0.9	38.7	1.9	5.1	12.3	3.9	8.1	8.9	1.2
Slough	81.9	20.1	7.4	12.7	2.2	2.8	1.0	39.9	1.8	4.0	11.3	2.4	8.6	9.9	2.7
Southend-on Sea	80.2	22.9	9.1	13.8	1.9	1.8	1.0	34.8	1.3	4.7	11.2	2.9	6.7	8.8	2.1
Watford	77.5	20.8	8.5	12.3	1.7	5.1	0.7	33.2	2.6	2.5	6.4	2.0	7.6	7.7	2.0

* Rate per 1,000 households

Police recorded crime tartan rug - Southampton and similar CSPs compared to England average: 2015/16
Rates per 1,000 population

Key: Difference to England average

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

Community Safety Partnerships	Total Crime	Violent Crime	Violence with Injury	Violence without Injury	Sexual Offences	Drug Offences	Robbery	Theft	Theft from the person	Domestic Burglary	Domestic Burglary *	Non Domestic Burglary	Shoplifting	Vehicle Offences	Bicycle Theft
England	67.1	17.2	7.5	9.7	1.8	2.5	0.9	30.5	1.4	3.4	8.7	3.6	5.8	6.5	1.5
Southampton	111.1	34.0	14.8	19.2	3.4	2.9	1.0	44.6	1.6	3.6	9.0	7.0	9.7	8.6	4.0
Brighton and Hove	84.2	22.7	9.4	13.3	2.4	3.5	1.0	36.2	2.5	2.6	6.0	2.6	7.5	5.6	2.5
Bristol	103.7	26.6	9.1	17.5	2.5	2.6	1.0	48.5	1.9	4.6	11.1	4.8	10.6	11.3	4.0
Cardiff	91.8	20.6	9.4	11.2	1.7	3.7	0.5	45.7	2.1	3.5	8.6	4.0	11.3	10.5	3.6
Derby	79.8	18.8	10.8	8.0	2.3	3.3	1.5	38.6	1.2	3.7	9.2	4.1	10.4	8.7	2.1
Eastbourne	65.4	21.0	8.9	12.1	2.1	2.4	0.6	22.8	0.8	1.6	3.5	2.1	6.9	2.7	0.9
Hampshire Constabulary	68.6	32.4	13.5	18.8	3.0	3.1	0.5	35.8	1.0	2.6	4.4	5.5	8.2	6.3	2.4
Hillingdon	74.9	21.1	8.3	12.8	1.5	3.8	1.1	33.7	1.4	4.8	13.7	2.4	5.5	9.2	1.1
Hounslow	82.3	23.0	8.7	14.3	2.0	3.6	1.4	37.4	1.7	4.4	11.9	2.2	6.5	10.4	2.0
Luton	77.8	21.8	9.5	12.3	2.1	2.4	1.2	35.1	1.1	5.5	15.3	2.4	6.8	9.5	0.9
Northampton	94.9	28.0	12.4	15.6	3.6	3.6	1.5	39.6	1.9	4.6	11.4	4.9	9.2	7.6	2.0
Portsmouth	105.8	35.4	15.3	20.0	2.8	3.2	0.6	38.9	1.1	2.7	6.6	3.7	10.8	7.3	4.3
Reading	85.4	20.9	8.8	12.1	2.6	3.0	0.9	43.0	3.8	2.9	7.2	3.0	10.4	5.8	4.9
Sheffield	72.7	13.5	7.3	6.1	1.7	1.8	0.9	38.7	1.9	5.1	12.3	3.9	8.1	8.9	1.2
Slough	81.9	20.1	7.4	12.7	2.2	2.8	1.0	39.9	1.8	4.0	11.3	2.4	8.6	9.9	2.7
Southend-on Sea	80.2	22.9	9.1	13.8	1.9	1.8	1.0	34.8	1.3	4.7	11.2	2.9	6.7	8.8	2.1
Watford	77.5	20.8	8.5	12.3	1.7	5.1	0.7	33.2	2.6	2.5	6.4	2.0	7.6	7.7	2.0

* Rate 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)