

Footnotes

1. <https://www.justiceinspectors.gov.uk/hmicfrs/our-work/crime-data-integrity/reports-rolling-programme-crime-data-integrity/>
2. Graves, S. & Kalf, E. (2018) Portsmouth Community Safety Survey 2018 – available soon on the SPP website: <http://www.saferportsmouth.org.uk/about/our-research>
3. Hampshire Constabulary Analysts
4. Violent crime accounted for 26.5% of all crime in 2010/11 and 24.2% in 2006/07 showing an overall increase over time.
5. Portsmouth ranks 15th out of 15: it has the highest rate compared to other similar areas in the iQuanta MSG group.
6. From iQuanta
7. From CSEW data tables for 2016/17 <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/policeforceareadatatables>
8. For example: National Treatment Agency (2012) <http://www.nta.nhs.uk/news-2012-crime-halved.aspx>
9. For example: Institute for Social and Economic Research (2013) Drug Related Crime <https://www.iser.essex.ac.uk/research/publications/working-papers/iser/2013-08.pdf>
10. SPP Strategic Assessment 2006/07, page 36 and appendix 3
11. Including the proportion of children in low income families, rate of Looked After Children, rate of families which are statutorily homeless, percentage of children who have had a fixed term exclusion, rate of hospital admissions for self-harm and the suicide rate
12. There is a discrepancy in the number of FTES between the raw data and the data produced by the Youth Justice Management Information System, however, both show a very low number of FTES in 2015/16 and a big increase in 2016/17.
13. Police intelligence

Abbreviations used in this document

ACE	adverse childhood experience
ASB	Anti-social behaviour
CPP	Child protection plan
CRC	Community rehabilitation company
DVA	Domestic violence and abuse
FTEs	First time entrants
LAC	Looked after child(ren)
MSG	Most similar group
NDTMS	National Drug Treatment Monitoring System
NEET	Not in employment, education or training
OCU	Opiate and crack users
ONS	Office of National Statistics
SA	Strategic assessment
YJMIS	Youth Justice Management Information System
YOT	Youth offending team

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Strategic Assessment of Crime, Anti-social Behaviour, Substance Misuse and Re-offending 2016/17: Summary & Conclusions

For more detail and full references please see the Safer Portsmouth Partnership Strategic Assessment of Crime, Anti-social Behaviour, Substance Misuse and Re-offending 2016/17

Introduction

There have been **two main challenges** in the producing of the strategic assessment this year; the **continuing impact of the changes to police recording practices and reduced resources in the research team**. The reduction in resources was mitigated by other partners assisting by updating the young people, re-offending and substance misuse sections.

It would be reasonable to assume that the new police recording practices would now be embedded and that any increases would now be genuine increases in crime. However, there has not been a re-inspection of Hampshire Constabulary by HMICFRS yet, so we do not know whether the new practices are being consistently applied or whether increases may still be due to improvements¹.

It is the variety of sources used to produce the strategic assessment that helps mitigate any concerns about the quality of data from the police this year. The 2018 Community Safety Survey² found that a higher proportion of respondents had been a victim of crime in the previous 12 months compared with the 2016 survey (35% in 2018 compared with 18%). This finding supports the view that we are now seeing real increases in some types of crime.

1 Crime and anti-social behaviour

Police recorded crime has continued to increase since the data integrity report in 2014, and has risen by 17% since 2015/16. This is a **bigger increase than the national average (10%)**. There has also been an increase in 999 calls (6.7%, n14,328) and a slight increase in 101 calls (1.3%, n8,413) to Hampshire Constabulary for the whole force area, which indicates an increase in demand and thus suggests that **we are now seeing a genuine increase in some types of crime**³.

The rise in police recorded crime has **largely been driven by an increase in violence** (22%, n2,153), particularly violence without injury (25%, 1,525). However, there have been increases in almost all types of crime, with the exception of non-domestic burglary, theft from a person and drug offences (although drug offences are heavily dependent on police activity, so this could reflect a reduction in police activity in this area rather than a reduction in drug offences). There has also been a **7% (n536) rise in anti-social behaviour** since last year.

Violence

'Violence against the person' offences in Portsmouth rose by 20%, which is slightly more than the national increase (17%). Domestic abuse incidents and wounding offences, which tend to be largely unaffected by the change in recording practices, have both increased so it is likely that there has been a slight genuine increase in violent crime (or some types of violent crime) in the last year.

Violence now accounts for 47% of all crime compared with 29% in 2013/14⁴. The rate of violence against the person offences is 52.8 per 1,000⁵ residents in Portsmouth which is **much higher than the average rate for similar areas** (33.4 per 1,000), Hampshire (32.4 per 1,000)⁶ and the national average (20 per 1,000)⁷.

Some categories of violent crime have seen larger proportional increases than others, namely:

- ▶ **Racially or religiously aggravated crime**
- ▶ **Sexual offences**

Analysis has shown that domestic violence is the main known driver for assaults (29%) and that at least 38% of all assaults took place in a family setting. Violence in the night-time economy accounted for 14% of assaults.

Police analysis of the most serious violent crimes found that a quarter of the offences were associated with the night-time economy, 21% were domestic violence and 15% were drug related violence.

Hate crime

There has been an increase in hate crime incidents reported to the police (23%) indicating that that the **increase in racially or religiously aggravated crime is most likely to be genuine** (race hate is the most common strand of hate crime). Portsmouth has the **second highest rate of racially or religiously aggravated crimes compared to other similar areas**. Most of the offences were public order (67%) or 'violence against a person' (17%).

Analysis has shown a peak in hate crime at the time of the EU referendum, and increases after the Westminster Bridge and Manchester Arena terrorist attacks.

Extremism

Police intelligence has suggested that domestic extremism activity has increased both nationally and locally. The media coverage around Brexit seems to be fuelling a rise in Extreme Right Wing Sympathy, which is then provoking a response from the Extreme Left.

for the most serious violent offences is drug-related violence (15%). While drug offences and offences that are flagged as being drug-related only account for a small volume of total crime, this type of crime is **linked to other crimes of exploitation** such as modern slavery, trafficking, child sexual exploitation, criminal exploitation of children and vulnerable adults and associated drug-related violence. The police have discovered that approximately **40 such networks are operating in Portsmouth**¹³ which are exploiting children and vulnerable adults

Street homelessness

Street homelessness, also known as rough sleeping is increasing both locally and nationally, and a report by Crisis has projected that street homelessness will continue to rise. The most recent 'count' found that there were 42 people rough sleeping in Portsmouth in November 2018, a 10% (n5) increase from the count in 2016. A local survey found that 82% of rough sleeping respondents had a disability or health problem, 64% had a mental health condition and 50% were known to substance misuse services.

Summary

There have been **rises in most types of crime and in anti-social behaviour**, and Portsmouth is **not performing well with regards to many measures associated with an increased likelihood of offending or victimization**. At the same time, austerity measures are ongoing and leading to **reduced budgets for most services**, meaning that there is **less capacity** for being responsive to issues and for providing support and early intervention.

3 Reviewing the SPP priorities

Whilst many of the main themes **have remained the same for a number of years; the focus within each priority area has shifted**. There is still a **continuing need to consider the response to both young people and adults at risk of offending or being the victim of crime**. There is a need to place more focus on race hate crime and extremism as there is the potential for a major incident to occur. Furthermore there is a need for services to consider the impact of technological advances on victims of crime and service users, due to the pervasiveness and long reach of cyber-enabled crime and coercion.

It is recommended that the following are priorities for the partnership:

- ▶ Tackling violent crime: continuing to focus on sexual offences, domestic abuse, hate crime and night-time economy violence.
- ▶ Tackling extremism.
- ▶ Early identification of and interventions with children at risk of exploitation or abuse.
- ▶ Early identification of and interventions with adults and young people at risk of perpetrating anti-social behaviour, offending or substance misuse.
- ▶ Supporting local substance misuse services and addressing gaps in service provision to reduce drug and alcohol related harm.
- ▶ To support multi-agency work by improving understanding and co-ordination between services particularly for adults with complex needs.
- ▶ Develop awareness of the role of technology in exploitation and coercion.
- ▶ Support a partnership community safety survey and conduct further research to better understand youth-related violence, alcohol and drug-related anti-social behaviour, first time adult offenders and costs of crime.
- ▶ Review the partnerships' priority matrix and explore whether the MoRile scoring system could work as a partnership tool.

considering how the partnership could try to reduce re-offending, it is useful to consider what characteristics and issues seem to increase the likelihood of recidivism. Data from Hampshire and Isle of Wight Community Rehabilitation Company about service users who commenced community or suspended service orders or post-custody supervision periods can give an insight into these factors. **Women who re-offended had issues around their lifestyle, drug misuse and finances.** The main issues for **men** who re-offended were: **lack of settled accommodation, chaotic lifestyle, alcohol dependence** and negative attitudes towards society or authority. It is worth highlighting that **employment is a protective factor** and reduces the likelihood of offending.

Young people at risk

While we have seen **some improvements** in educational attainment, percentage of 16-18 year olds who are NEET and persistent absence, overall, a number of outcomes which are associated with increased likelihood of offending have worsened and do not compare well to national levels.¹¹

While local survey data has shown a **slight reduction in alcohol consumption by young people** in years 8 and 10, there has been an **increase in hospital admissions for alcohol specific conditions (under 18s)** for the first time since 2006. This increase comes at a time when there is a **gap for a specialised substance misuse service for young people.**

Taking into account the research and what we know about risk factors increasing the likelihood of a person becoming a victim or perpetrator of crime, the **increase in the number of offences and young offenders** from 2015/16 (by 21% and 38% respectively) was unsurprising. There has also been a **large (145%) increase in first time entrants to the youth justice system¹²** (although the number of first time entrants was very low in 2015/16 and there was only a 9%, n7 increase from 2014/15). The **rate of FTEs in Portsmouth** is high compared to the national rate and other similar areas. The increase in offences committed by young people has been **driven by an 80% increase in theft and handling offences by males.**

In terms of victimization, young people aged between **10 and 20 years are disproportionately affected by sexual offences** (45% of all victims

were in this age group), which have increased by 32%, and the numbers of **child abuse and child sexual exploitation referrals to police have increased** (by 45%, n87 and 135%, n53 respectively) since 2015/16.

Alcohol misuse

Portsmouth **suffers more alcohol-related harm than the England average** across a range of measures, including alcohol related/specific mortality and many of these measures are worsening. It is also concerning that after being on a downward trend since 2010 **alcohol-related hospital admissions are rising.**

Alcohol related violent crime is rising in our night time economy areas (particularly in North End and Central Southsea) and was found to be the **most common driver for the most serious violent crime.**

These measures should be viewed in the context of a significant reduction in the number of people receiving treatment for alcohol dependency (down 54%, n173 since last year, but down 84%, n762 since 2014/15), as funding and capacity has been reduced.

Drug misuse

There has been an **increase in** the percentage of clients in drug treatment services who are reporting **using crack cocaine (either on its own or in combination with heroin).** The use of crack and heroin is likely to result in a chaotic lifestyle and more likely to drive offending behaviour than heroin alone. Portsmouth has a higher rate of opiate and crack cocaine users than the national estimated average and **one of the highest rates of drug-related deaths** in England. Analysis of these deaths showed that in addition to the illicit drugs which contributed to a number of the deaths, a high percentage also involved **prescribed opiates and benzodiazepines.** This has highlighted a **gap in support available for those addicted to prescribed medicines,** which the substance misuse service does not have the capacity to provide. There has also been an overall **decline in the numbers of people in drug treatment services,** (particularly those aged 18–24years, 28%), which is also linked to reductions in service capacity as a result of the funding available.

In this climate of reduced capacity in drug treatment services, we are aware that one of the **main drivers**

Coercion & exploitation

Most of the victims of reported trafficking incidents or subjects of referrals to the National Referral Mechanism **were under 18yrs.** The Anti-Slavery Commissioners Annual Report (2015/16) has identified that while services are getting better at identifying cases, **the number of individuals brought to justice is very low** (3.3%, n2 in Hampshire) and nothing is known about victims' futures once they leave support.

The number of **Child Sexual Exploitation referrals has more than doubled since 2015/16,** with 92 referrals to the police in 2016/17. This may **reflect increased awareness** rather than an increase in incidents.

Cyber-enabled blackmail is considered by Hampshire Constabulary to be a **growing threat to children, young and vulnerable people,** with links to Child Sexual Exploitation. The National Crime Agency found that nationally the prevalence more than doubled between 2015 and 2016, although again, this could be due to increased awareness.

Acquisitive crime

After a steady decline from 2008/09 to 2014/15, recorded **serious acquisitive crime is rising (19%).** Acquisitive crimes have been less susceptible to changes in recording practices and were still decreasing in 2014/15 when other crimes had begun to increase as a result of the changes. This **increase in acquisitive crime is therefore likely to be genuine.**

Since research has shown that drug treatment can reduce re-offending⁸ and that there is an association between drug misuse and acquisitive crime⁹, the increase in acquisitive crime we are seeing could be linked to the reduction in numbers in treatment.

Antisocial behaviour and arson

There has been a **7% rise in anti-social behaviour incidents** reported to the police since 2015/16 and a **corresponding 16% increase in monthly demand** recorded by the Safe, Clean and Tidy team. There was a 6% increase in reports to the noise pollution team, of which the majority related to either complaints about people (34%) or music (32%). There have also been increases in criminal damage (15%) and arson (31%). This **indicates a real increase** in reported anti-social behaviour.

2 Issues associated with the increased likelihood of offending, re-offending and being a victim of crime

Our understanding of the impact of risk factors has developed considerably since first highlighting risk and protective factors in the 2006/07 Strategic Assessment¹⁰. There is now an increasing body of national and local research showing that children and young people in Portsmouth are likely to have been exposed to a number of factors that can increase the likelihood of a person exhibiting harmful behaviours. This is more likely to put them at risk of being a victim of crime or becoming a perpetrator themselves. These factors include (but are not limited to) experience of:

- ▶ abuse (verbal/physical/sexual),
- ▶ a family member with mental health issues, alcohol or drug dependency or a criminal history,
- ▶ witnessing/experiencing domestic abuse or family violence,
- ▶ unemployment / poverty, or
- ▶ homelessness

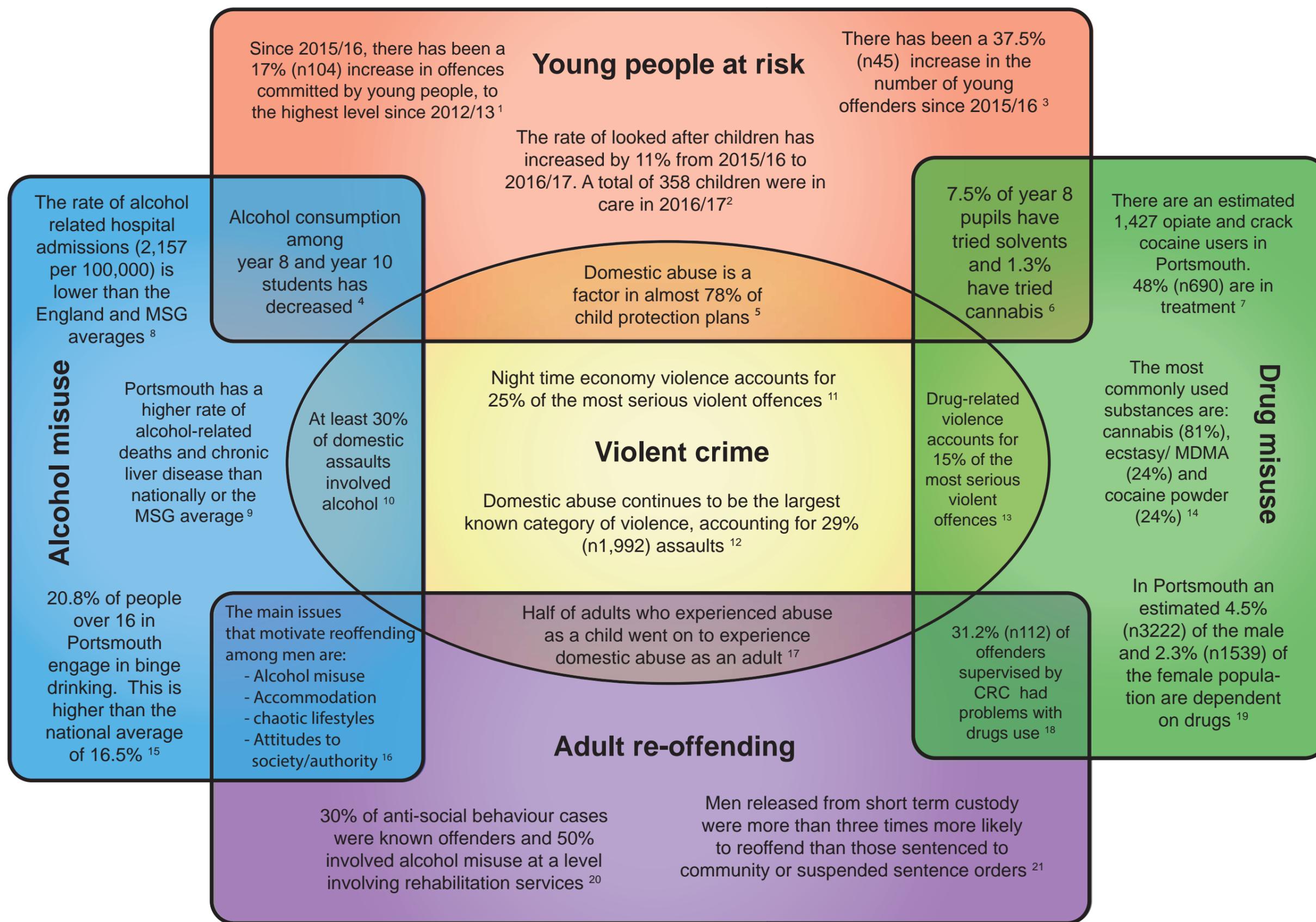
These issues are often intergenerational, with patterns of behaviours being repeated, and adults experiencing a number of these issues are **more likely to be perpetrators or victims of crime** themselves. This is a theme running throughout this and previous strategic assessments, and while no single issue or factor can be said to cause crime, the **likelihood increases with frequency, severity and number of issues a person is exposed to or experiences.**

Previous analysis found that **approximately three quarters of individuals involved in complex cases** of anti-social behaviour **had contributory factors** present such as drug or alcohol dependency, offending history, child protection issues, domestic abuse, learning disability, mental health conditions or brain injury. **Almost 50% had more than one factor present.**

Adult re-offending

Responding to risk factors earlier is likely to reduce first time offending in adults as well as young people and analysing first time adult offender data is gap in the SPP's research programme. When

Illustration of overlapping priorities 2016/17 for Portsmouth



1. Local data provided by Scott Simpson from Children and Family Services
2. SA 2016/17, p.47
3. SA, 2016/17, p.38, crime data from local YOT and population figures taken from YJMIS report and ONS data
4. You Say Survey 2016, SA, 2016/17, p.48
5. SA 2016/17, p.48
6. You Say Survey
7. SA, 2016/17, p.33, estimate by the Centre for Public Health at Liverpool John Moore's University
8. SA, 2016/17, p.27, Public Health England: Local Alcohol Profiles for England
9. SA, 2016/17, p.28, Public Health England: Local Alcohol Profiles for England
10. SA, 2015/16
11. SA, 2016/17, p.61
12. SA, 2016/17, p.54
13. SA, 2016/17, p.62, Craddock (2017) Most Serious Violence in Portsmouth
14. SA, 2016/17, p.32, Portsmouth Resident Health and Lifestyle Survey 2015
15. SA, 2016/17, p.28, Public Health England: Local Alcohol Profiles for England 2011-2014
16. SA, 2016/17, p.52
17. ONS, 2017
18. CRC criminogenic need data provided by Samara Heppenstall
19. SA, 2016/17, p.32, www.pansi.org.uk - Figures for 2015
20. SA, 2016/17, p.73
21. SA, 2016/17, p.50, based on HIOW CRC services users who commenced community or suspended sentence order or post custody supervision between 01/01/2017 and 30/06/2017)