PARTNERSHIP STRATEGIC ASSESSMENT

OF

CRIME, ANTI-SOCIAL BEHAVIOUR, SUBSTANCE MISUSE AND RE-OFFENDING

2020/21

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Contents

1. Introduction 5
1.1 Notes About the Data 6
2. Demographics 7
3. Overview of Community Safety 10
3.1 Consultation with Residents 13
3.2 Performance Monitoring 14
3.3 Summary of Overview 15
4. Influences on Crime & Community Safety 15
5. Complex Needs & Crime/Anti-Social Behaviour 18
5.1 Missing 20
5.2 Homelessness 21
5.2.1 Impact of COVID-19 Pandemic on Homelessness 21
5.2.2 Homelessness and Additional Needs 22
5.2.3 Rough Sleeping as Anti-Social Behaviour 22
5.3 Mental Health 23
5.3.1 Prevalence of Mental Health Problems 23
5.3.2 Mental Health & Crime 24
5.3.3 Impact of COVID-19 on Mental Health 24
5.4 Substance Misuse 26
5.4.1 Prevalence 27
5.4.2 Alcohol & Drug-Related Physical Harm 29
5.4.3 Drug and Alcohol Related Crime 30
5.4.4 Night Time Economy Crime 31
5.4.5 Drug-Related Crime and Harm 31
5.6 Summary of Complex Needs 33
6. Exploitation & Coercion 34
6.1 Modern Slavery and Human Trafficking 34
6.2 The National Referral Mechanism 35
6.3 Exploitation of Children 36
6.3.1 Child criminal exploitation 36
6.3.2 Child Sexual Exploitation 37
6.4 Summary of Coercion and Exploitation 37

7. Young People at Risk 38
7.1 Risk and Protective Factors 38
7.1.1 Effect of COVID-19 on Young People at Risk 39
7.2 Young Victims 40
7.3 Youth Offending 41
7.3.1 Offences 43
7.3.2 Reoffending 44
7.3.3 Custody 45
7.3.4 Restorative Justice 45
7.4 Young People's Substance Misuse 46
7.5 Summary of Young People at Risk 48
8. Adult Reoffending 48
8.1 Summary of Adult Reoffending 51
9. Violence 51
9.1 Overall Violence Trends 51
9.2 Drivers of Violent Crime 54
9.3 Domestic Abuse 56
9.3.1 Police Recorded Domestic Abuse Offences 57
9.3.2 Analysis of Police Recorded Domestic Abuse Crime Data 59
9.3.3 People Experiencing Domestic Abuse 60
9.3.4 People Who Perpetrate Domestic Abuse 61
9.3.5 Summary of Domestic Abuse Data from Other Agencies 62
9.3.6 Domestic Abuse and Statutory Homelessness 62
9.3.7 Domestic Abuse: Safe Accommodation 63
9.4 Sexual Offences 64
9.5 Possession of a Weapon 67
9.6 Robbery 68
9.7 Summary of Violence & Domestic Abuse 69
10. Serious Violence 70
10.1 Introduction 70
10.2 Updated Problem Profile for Serious Violence 71
10.2.1 Drivers of Knife-Enabled Serious Violence 72
10.2.2 Victim & Offender Profiles 74

10.3 Summary of Serious Violence 75
11. Hate Crime 76
11.1 Summary of Hate Crime 78
12. Radicalisation & Extremism 78
13. Acquisitive Crime 79
13.1 Summary of Acquisitive Crime 82
14. Cybercrime 82
14.1 Different Types of Cybercrime 82
14.2 Reported Cybercrime & Online Fraud 83
14.3 Cybercrime in Hampshire 84
14.4 Online Abuse and Exploitation 85
14.5 Summary of Cybercrime 86
15. Anti-Social Behaviour 87
15.1 Community Safety Survey 2020 87
15.2 Police Recorded Anti-Social Behaviour 88
15.3 ASB Reported to Portsmouth City Council 89
15.6 Summary of Anti-Social Behaviour 89
15.3.1 Noise Complaints 89
15.3.2 Safe, Clean and Tidy Team 90
15.3.3 PCC Housing Service (ASBU) 90
15.4 Arson 91
15.5 Drug & Alcohol Related ASB 91
16. Conclusion & Recommendations for Priorities 92
16.1 Reviewing the Community Safety Priorities 94
Appendix A: ONS Trends 95
Appendix B: National Lockdown Dates and Restrictions 96
Appendix C: Youth Offending Trends, 2005/06-2020/21 98
Appendix D: Drivers of Assaults 99
Appendix E: Narrow & Broad Definition of Serious Violence 100
Appendix F: Priority Matrix 101
Appendix G: Gaps in Knowledge: Items for the Work Programme 103
Appendix H: Venn Diagram showing links between crime and substance misuse 105

1. Introduction

Community Safety Partnerships (CSPs) have a statutory duty to produce an annual strategic assessment and three-year partnership plan (refreshed annually).[1] These two documents combined enable

[1] www.legislation.gov.uk/ukpga/1998/37/contents

partnerships to target their resources effectively and become more responsive to local crime, anti-social behaviour, and substance misuse.

This year a full strategic assessment has been produced to provide the Health and Wellbeing Board (HWB) with an overview of crime and anti-social behaviour (ASB) during 2020/21. It also feeds into the Joint Strategic Needs Assessment (JSNA) process, which in turn informs Portsmouth's overarching Health and Wellbeing Strategy.

This strategic assessment will:

- provide a **summary of research and analysis for crime**, **anti-social behaviour, and substance misuse**
- include information about key trends and emerging issues
- recommend **priorities for the SPP**, and
- **identify gaps in knowledge** which need to be addressed by the team's research and analysis programme (these items are marked with a '📖' symbol and listed in Appendix G). Completed work from the research programme is then fed back into the following year's report.

1.1 Notes About the Data

Reference to '2020/21', or to 'this year' refers to the financial year 1st April 2020 to 31st March 2021, and 'last year' will refer to the previous financial year of 2019/20, unless stated otherwise. Data will be compared back to a baseline of 2016/17 where possible. This baseline was chosen as the last full strategic assessment was five years ago, enabling medium to long term trends to be examined. Where data is available, comparisons will be made to the averages for England and comparator groups. This report will use the iQuanta[2] most similar group (for crime data) unless otherwise stated. All charts and figures are for Portsmouth data, unless otherwise stated.

The headline figures for crime types are from the Office for National Statistics website, which may differ slightly from the provisional data in the previous drafts of this document. This document also uses information from the Hampshire Force Strategic Assessment and specific datasets provided by Hampshire Constabulary. Differences between the figures used in this report and those used in the Hampshire Constabulary Force Strategic Assessment[3] are likely to be due to the use of different reporting systems and reports being downloaded on different dates. Following the HMIC Data Integrity report in 2014[4] which found some types of crime were under-reported, police data is still not considered sufficient quality to be considered a National Statistic. Previous strategic assessments have given detailed analysis on the impact of the Data Integrity report on levels of crimes and despite changes in recording practices, a more recent report found that under-recording is still occurring.[5] Despite the limitations of police data, it is still the largest and most detailed dataset for crime and anti-social behaviour in Portsmouth. We continue to provide analysis based on this data because it provides insights into patterns of crime in Portsmouth, and we have triangulated this with other available datasets.

[2] iQuanta MSG areas are: Bristol, Cardiff, Coventry, Crawley, Derby, Luton, Newcastle upon Tyne, Northampton, Norwich, Plymouth, Portsmouth, Reading, Slough, Southampton, Stevenage
[3] Hampshire Constabulary *Force Strategic Assessment* 2020/21
[4] https://www.justiceinspectorates.gov.uk/hmicfrs/wp-content/uploads/crime-data-integrity-hampshire-2014.pdf
[5] https://www.justiceinspectorates.gov.uk/hmicfrs/publications/hampshire-constabulary-crime-data-integrity-inspection-2018/

The Crime Survey of England and Wales (CSEW) has been used to give a more robust picture of long-term trends as this data set has not been affected by the changes to recording practices which have been seen for police data and does not rely on crimes being reported to the police. However, this survey also has some limitations: it does not reach those who do not live in households, such as those in residential homes, who are homeless or in prison, and therefore does not capture the experience of many vulnerable members of the population. Neither does the CSEW accurately capture high harm but lower volume crimes, such as serious types of violence; police data tends to be more accurate for those crime types. This year there have been changes to the method of this survey due to COVID-19 restrictions; the most significant change was that the survey was conducted by telephone. To highlight this change in method, the Office for National Statistics (ONS) refers to the survey as the Telephone-operated Crime Survey for England & Wales (TCSEW).[6] The TCSEW cannot be directly compared with the CSEW 2019/20 due to overlapping reporting periods for some respondents, therefore the 2020/21 TCSEW was compared with CSEW 2018/19. The ONS have completed a comparability study and have made adjustments so that the data can continue to be used for long term comparisons.

The biennial Portsmouth Community Safety Survey will be used in a similar way to support local crime and anti-social behaviour and has similar strengths and weaknesses to the CSEW and is not expected to provide robust counts for serious violence, domestic abuse offences and sexual offences. The most recent survey was in 2020. The next survey is planned for early 2022 and will inform the new community safety plan.

The COVID-19 pandemic has had a profound impact on society in terms of emotional and mental health, financial stress connected with being furloughed or unable to work and the behaviour of individuals due to the lockdown and limitations on personal freedoms, which are also likely to have impacted on crime and ASB. The last strategic assessment included a chapter looking at analysis of Q2 2020/21 data to look at the impact of the pandemic and the effects of the pandemic and associated social restrictions will be a key theme running through this assessment.

The 🕮 symbol will be used to indicate where further research or analysis is recommended, and these items will be added to the Research and Analysis Programme (available on request).

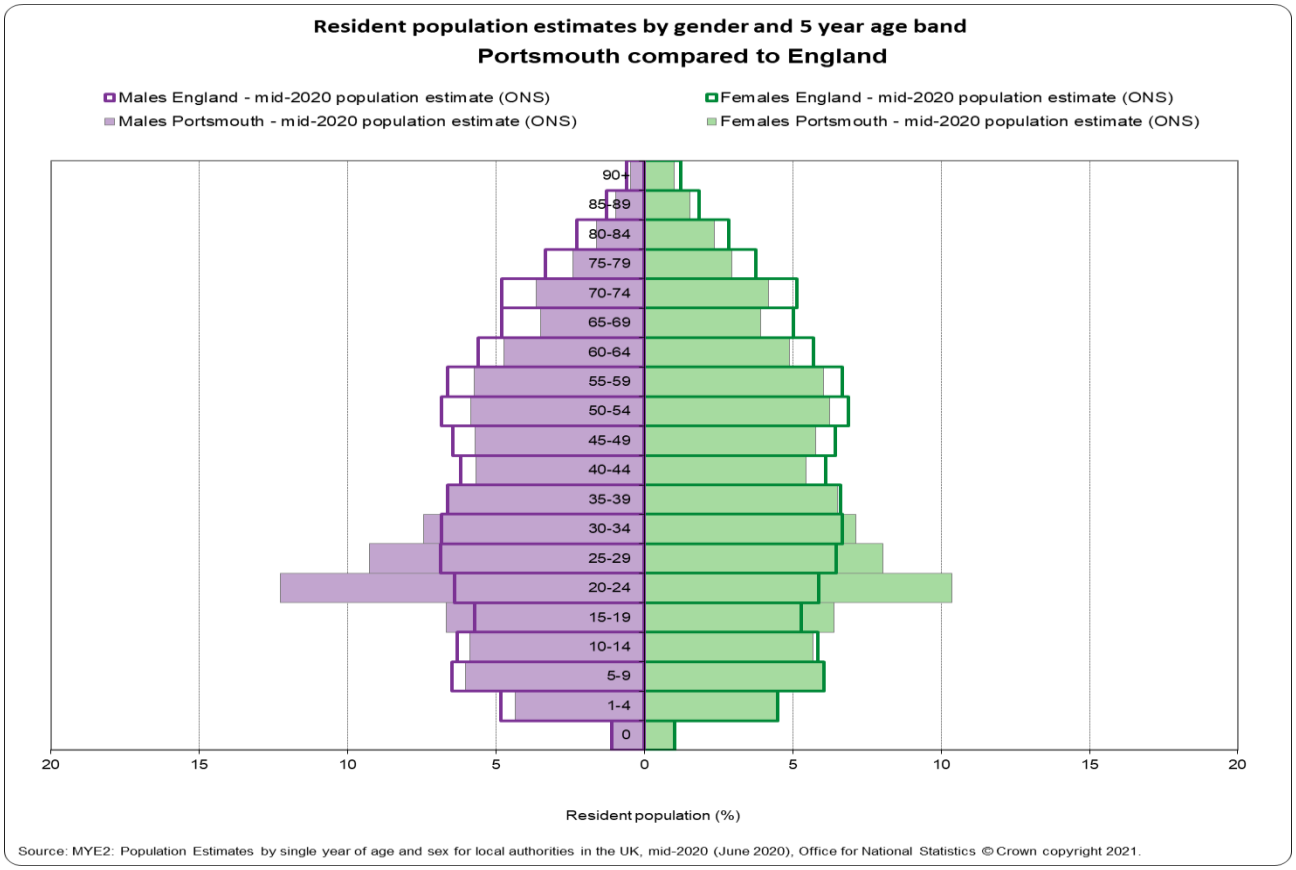
2. Demographics

By Sam Graves (Community Safety Analyst) and Mark Sage (Tackling Poverty Co-ordinator)

[6] Crime in England and Wales - Office for National Statistics (ons.gov.uk)

Portsmouth is a bustling island city on the south coast. There is a strong naval presence in the city and a vibrant student community associated with the University of Portsmouth. It is the most densely populated city outside London; its roughly 217,000 residents live within 40 square kilometres.[7] Of these: approximately 43,750 are under 18yrs of age,[8] 140,400 are 18-64yrs and 30,600 are over 65yrs. Figure 1 shows how **the student population affects the demographics of the community, with a large proportion of 20-24 year olds** (11.3% of the population). [9] The total population has remained fairly stable since 2017, but **is projected to grow by a further 2.3%** to approximately 222,300 by 2030.[10] This projection is based on an anticipated increase in 15-24 year olds and residents aged 65 years and over.

Figure 2.1: ONS mid-2020 resident population estimate by gender



Portsmouth is becoming more ethnically diverse than it was, with the city's long standing Asian community being joined by flourishing Black African and Polish populations. Based on the latest Census data (2011), the Black and minority ethnic **(BAME) community now accounts for 16%** of the population compared with 5.3% in 2001. However, this is still **lower than the average for England (22%).** The most recent data from the 2021 Census is not yet available and may present a different picture.

There appears to be a different profile for children and young people, with **non-White British pupils accounting for 25%** in 2021, although this is more up to date than the ONS Census data and may be indicative of a larger BAME population for all ages.

[7] Mid-2020 population estimates. Local Authorities in England, Office for National Statistics (ONS) - 214,692
[8] 19,000 are aged 10-17yrs
[9] JSNA Demography chapter produced by James Hawkins using ONS data.
[10] JSNA Demography chapter produced by James Hawkins using ONS data.

The Portsmouth Health and Lifestyle survey 2015 found that 4% of Portsmouth residents described themselves as LGBTQ+ (6% of males and 2% of females), although this could be much higher as there were options for 'I prefer not to say' and 'none of these.' The 2021 Census also included questions about sexual identity and orientation, which will hopefully give us more accurate data in the future.

Nearly half (46%) of Portsmouth's housing pre-dates the First World War, and almost two thirds of houses are terraced houses, compared to the England average of a third**. Living closely together is likely to increase residents' experience and/or perception of crime and anti-social behaviour**[11]. The proportion of households renting rather than owning exceeds the regional average, with **22.3% households renting from a private landlord** and **18.3% renting from the city council or housing associations** (compared with 15.4% and 17.7% nationally).[12]

Previous research has found associations between poverty and crime,[13] particularly violent crime.[14] A recent study into severe and multiple disadvantage (focussing on homelessness, substance misuse and offending) found evidence to support the 'poverty plus' hypothesis. In other words, poverty is necessary but not sufficient to generate extremely negative outcomes; additional community, social, educational, or family factors compound the negative effects of poverty. When individuals experiencing severe and multiple disadvantages were mapped, prevalence was higher in areas of concentrated poverty.[15]

Food bank usage has continued to increase in the last few years; for example, the Trussell Trust Food bank provided approximately 2.5 million emergency food parcels nationally to people in crisis during 2020/21. This is **over double the number of emergency parcels provided at the time of the last strategic assessment in 2016/17 (111% increase)**.[16] **There are several foodbanks in Portsmouth providing emergency food parcels to residents in need, either on a referral basis or through direct access.** At present, three of these operate under the national Trussell Trust model (a fourth site closed in April 2021 and reopened under a community Pantry model). These foodbanks saw steadily increasing demand between April 2017 and February 2020, from an annual average of 246 food parcels per month, to 339 parcels per month[17]. Foodbank demand more than doubled in the early months of the pandemic, and remained above pre-pandemic levels until July 2021.

13.4% of the population in Portsmouth is income deprived according to the Indices of Multiple Deprivation 2019, and Portsmouth ranks 102 out of 316 local authorities in England where one is the most deprived area.[18] Measuring internal disparity (the difference in the proportion of income-deprived people in the most and least deprived neighbourhoods, Portsmouth ranks 56 out of 316 local authorities,

[11] https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/116592/horr34-report.pdf
[12] From ONS 2011 Census data - due an update when the new data for 2021 becomes available.
[13] Lankelly Chase Foundation (2015) *Hard Edges: Mapping severe and multiple disadvantage.* *http://www.lankellychase.org.uk/assets/0000/2858/Hard_Edges_Mapping_SMD_FINAL_VERSION_Web.pdf*
[14] Hsieh, C. & Pugh, M.D. (1993) Poverty, Income Inequality and violent crime: A meta-analysis of recent aggregate data studies. *Criminal Justice Review*. Autumn 1993 v18, p.182-202.
[15] Lankelly Chase Foundation (2015) *Hard Edges: Mapping severe and multiple disadvantage.* *http://www.lankellychase.org.uk/assets/0000/2858/Hard_Edges_Mapping_SMD_FINAL_VERSION_Web.pdf*
[16] This is a measure of volume of parcels given out, rather than unique users. On average, people needed two foodbank referrals in the last year https://www.trusselltrust.org/news-and-blog/latest-stats/end-year-stats/
[17] Data provided by Portsmouth Foodbank, King's Church, September 2021
[18] https://maps.cdrc.ac.uk/#/geodemographics/imde2019/default/BTTTFFT/13/-1.0651/50.8158/

where one is the area with the most inequality between local neighbourhoods.[19] **Some areas of Charles Dickens and Paulsgrove are in the most deprived 10% of areas in England**.[20]

10.7% of households in Portsmouth (9,873 households) live in fuel poverty, above the South East average of 7.5%,[21] meaning they live in a home with an EPC rating of D or lower, and have an income after housing and energy costs below the poverty line.

20% of children live in absolute low-income families, but levels are higher in Charles Dickens (35%), Paulsgrove (26%) and St Thomas (which contains some of Somerstown, 25%). The overall proportion is higher than it was five years ago (15% in 2015) and higher than the average for the UK (16%).[22]

The mean average weekly pay in 2021 for people living in Portsmouth is £534.50, compared to £646.00 for all those living in the South East.[23] But the mean average weekly pay for employment in Portsmouth is £555.00, indicating that **higher paid jobs in Portsmouth are taken by people living outside of the city, or that Portsmouth residents travel to lower paid jobs in other areas**.

Prior to the pandemic, Portsmouth had an employment rate of 72.9% of the working age population, below the UK average of 75.5%. It was also lower than Southampton (76.1%) and the South East region (79.0%).[24] Portsmouth also had high rates of economic inactivity prior to the pandemic; in 2019, 24.7% of working age Portsmouth residents were economically inactive, above the UK average of 21.3% and the rates for Southampton (20.4%) and the South East (18.4%).[25]

Unemployment levels rose steeply at the start of the pandemic, from 4,842 people looking for work and in receipt of an out of work benefit in March 2020, to 10,691 people in May 2020, before reducing to 9,326 in May 2021.[26] In September 2021, the claimant unemployment rate for Portsmouth was 5.5%, above the UK (5.0%) and South East (3.9%).[27] **Five wards had rates of unemployment above the Portsmouth average; Nelson (8.2%), Charles Dickens (7.6%), Fratton (6.8%), Paulsgrove (6.4%) and St Jude (5.9%).**

3. Overview of Community Safety

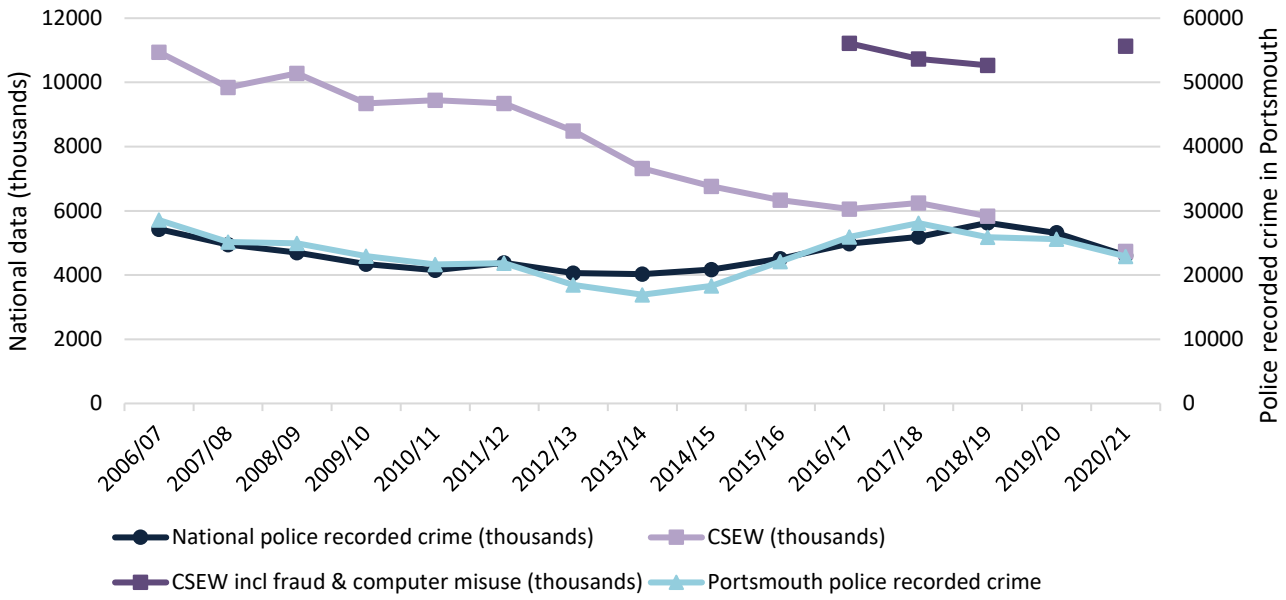
The national police recorded crime figures show a reduction of 13.1% (excluding fraud and computer misuse offences)[28] from 2019/20. The crime levels across England and Wales during 2020/21 **have been significantly impacted by the COVID-19 pandemic and associated lockdowns and restrictions on social**

[19] https://www.ons.gov.uk/visualisations/dvc1371/#/E06000044
[20] https://maps.cdrc.ac.uk/#/geodemographics/imde2019/default/BTTTFFT/13/-1.0651/50.8158/
[21] https://www.gov.uk/government/statistics/sub-regional-fuel-poverty-data-2021
[22] https://www.gov.uk/government/statistics/children-in-low-income-families-local-area-statistics-2014-to-2020
[23] https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/bulletins/annualsurveyofhoursandearnings/2021/relateddata
[24] ONS 2019. Annual Population Survey 12 months to June 2019
[25] ONS 2019. Annual Population Survey 12 months to June 2019
[26] Department for Work and Pensions, Alternative Claimant Count
[27] ONS 2021. Claimant Count Unemployment Data
[28] Crime in England and Wales - Office for National Statistics (ons.gov.uk)

contact. The largest decreases were seen during April-June which corresponded with the first national lockdown which began at the end of March 2020 and while there were decreases across a range of crime types, there were **greater reductions in theft offences**.

Figure 3.1 shows the long-term crime trends, both nationally, and for Portsmouth. The axis on the left shows thousands of crimes whereas the one on the right shows the actual number of crimes in Portsmouth. This use of two axes enables the local and national trends to be more easily compared. This chart shows that the **overall crime trend of police recorded crime in Portsmouth is very similar to the national trend,** with a fall in levels of crime until the Data Integrity report in 2014, followed by an increase. Since the peak between 2017 and 2019, **crime levels have been reducing slightly, even before the pandemic.**

Figure 3.1: Comparison of long term police recorded crime and CSEW trends 2006/07 to 2020/21



As previously mentioned in section 2.1, the method used by the CSEW was different during 2020/21 and the telephone operated TSEW cannot be compared with 2019/20, which is why there is a gap in the two CSEW series in Figure 3.1.

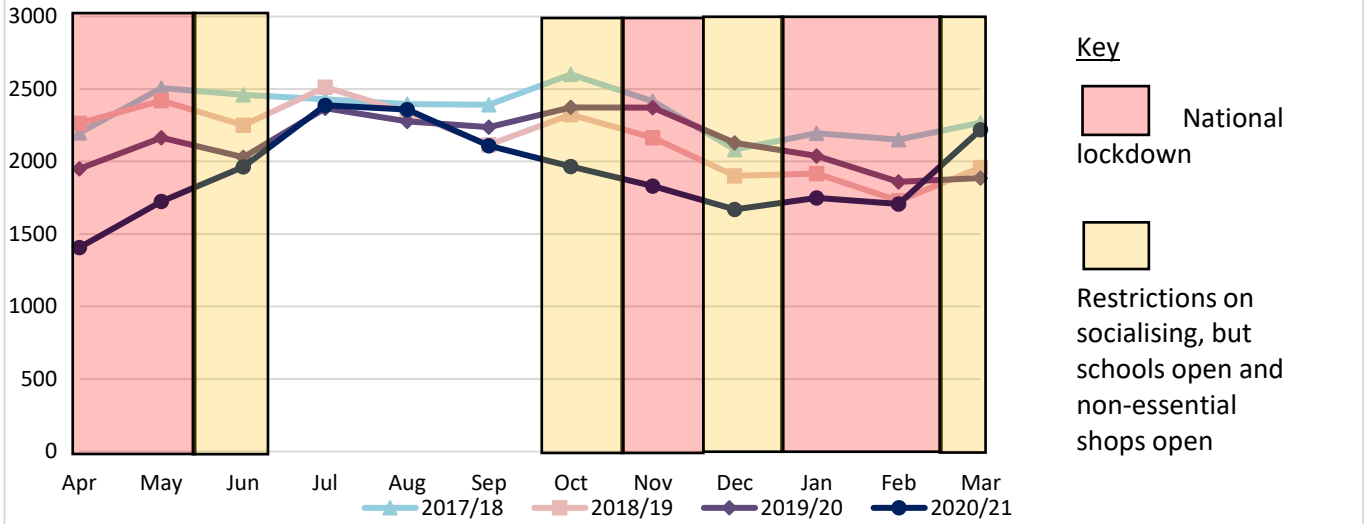
Figure 3.1 also shows that over time, with police recorded crime increasing and crime reported to the CSEW (excluding fraud and computer misuse) decreasing, the gap between the two trend lines has narrowed and they are now close together. At first glance, it may appear that all crimes reported to the survey are now reported and correctly recorded by the police, however the ONS estimated that in the year ending March 2019, only 42% of CSEW comparable crimes were also reported to the police (although this proportion varied considerably for individual offence types).[29] As mentioned on page 7, the CSEW doesn't capture business crime and is less likely to capture crime experienced by people who are perhaps more likely to experience crime and some types of high harm crimes. The CSEW has only recently included fraud and computer misuse crimes which account for around half of the crime we know about, and this is not captured in the police recorded crime dataset. The TCSEW for the year ending March 2021 found that the **reductions in police recorded crime were offset by increases in fraud and computer misuse resulting**

[29] https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/methodologies/crimeinenglandandwalesqmi

in no change in the overall level of crime reported to the survey. This displacement reflects the changing opportunities for criminal behaviour during the pandemic.

The **police recorded 22,882 crimes in Portsmouth during 2020/21**[30] (Appendix A contains a detailed crime trends table), **which is 11% (n2,832) fewer than last year**. This equates to a crime rate of 106.5 per 1,000 residents and is **higher than the average for other similar local authority areas** (96.5 per 1,000). Figure 3.2 shows the trend for the last four years, highlighting **the impact of the COVID-19 pandemic on crimes; the overall level of crime was generally lower in 2020/21 than the previous three years,** apart from July to September, when there were fewer restrictions on socialising (Figure 3.2).

Figure 3.2: All Crime 2017/18 to 2020/21 showing periods of national lockdown and restrictions in 2020/21



This reduction in police recorded crime has been **driven by decreases in**:

- **violence with injury (23%, n846)**
- **vehicle theft and interference offences (49%, n833)**
- criminal damage & arson (24%, n639), and
- theft and handling offences (9%, n401)

Further detail is given about individual crime trends in the subsequent chapters, but these reductions disguise **increases in some offences** including:

- **stalking & harassment (23%, n483)**
- **shop theft (18%, n385)**
- **drug offences (10%, n101)**
- **crimes flagged as domestic abuse related (3%, n114)**,[31]
- sexual offences (4%, n33)
- robbery (6%, n17), and
- possession of a weapon (3%, n9)

The main local source used to provide an alternative data source and monitor long term trends in crime and anti-social behaviour is the **Community Safety Survey.** This survey is biennial and did not take place

[30] Data retrieved from the ONS website

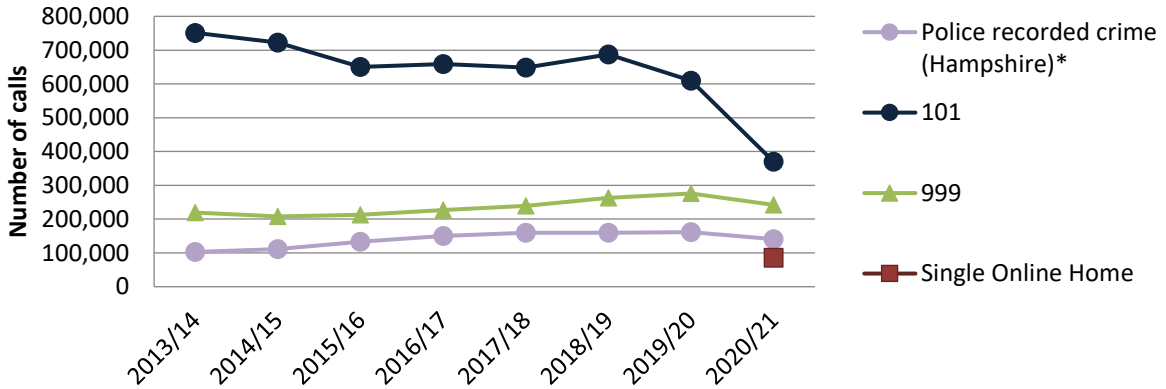
[31] While the other figures were from the ONS website, domestic abuse crime data was directly from Hampshire Constabulary.

in 2021.[32] The most recent survey (CSS 2020) found that 37% (n345) of respondents reported being a victim of crime in the previous twelve months, which was the same proportion as in 2018. This supports the view that the **level of crime has been relatively stable over the last couple of years.**

In addition to the recorded crime data, there is demand data available for 101 and 999 calls to Hampshire police.[33] 101 calls tend to be for crimes which are less serious and do not need an immediate response or for anti-social behaviour, while 999 calls tend to be for more serious crimes or where a faster response is required.[34] In addition to 101 calls, **Hampshire residents have been encouraged to report less serious crimes and anti-social behaviour online since 29th May 2020.** This online system is called Single Online Home. It should be noted that this data was not available for individual districts, so there could be different trends for Portsmouth that are not visible in this larger dataset.

Figure 3.3 shows how 999 calls have been gradually increasing since 2014/15, but the **number of calls fell 12% (n33,910) from 2019/20,** which is consistent with the 10% reduction in overall police recorded crime. In addition, the number of **101 calls to the police fell dramatically over the last year (39%, n240,046).** While some of the calls will have been displaced to Single Online Home (n85,899), this is still 25% (n154,147) lower than 2019/20 levels.

Figure 3.3: Number of calls from the public to Hampshire Constabulary 2013/14 to 2020/21



A report to Councillors was produced in relation to ASB reporting in November 2021. This recommended that further work was needed to agree what types of ASB should be reported to each agency/team, to determine how much ASB is inappropriately reported to teams and to raise awareness of appropriate reporting channels and the value of reporting ASB even if a response is not possible.

3.1 Consultation with Residents

The main method of consulting Portsmouth residents about crime and ASB is the biennial Community Safety Survey. As previously mentioned, the most recent survey was **conducted in 2020, just before the**

[32] The next survey is scheduled for 2022.
[33] This was only available on a force level and the analysts were not able to break it down to district level.
[34] https://www.hampshire.police.uk/police-forces/hampshire-constabulary/areas/campaigns/2018/999-in-an-emergency/

first national lockdown and the next survey is due early in 2022. This section gives a summary of some of the key findings.

Somerstown and Buckland were the most commonly avoided areas in Portsmouth (by 18%, n170 and 10%, n97 of respondents respectively), and have been for the last twenty years. While this is largely due to a 'bad reputation', there are currently also **concerns about drug use or dealing and violence**. Meanwhile Portsea, Paulsgrove and Landport were in the top five most commonly avoided areas twenty years ago but are no longer. Portsea became less avoided following the regeneration project including Gunwharf Quays in 2001. Paulsgrove was seen more favourably from 2016 onwards and may be at least partially due to the Positive Family Future work that has been done there. It is likely that community work has also been responsible for Landport being viewed more favourably.

Respondents to the survey were also asked **what they felt would make Portsmouth a safer place to live.** Overwhelmingly, the most common response **(65%, n481)** was to **increase the police presence on the streets,** and this was followed by suggestion to increase funding **for youth groups, facilities, and activities (9%, n67)**. Other common suggestions were to improve lighting in particular areas (6%, n48) and to increase surveillance by improving CCTV or putting more cameras up (6%, n44). A number of respondents (4%, n31) also felt **that building stronger communities was the way to improving safety in the city**.

At around the same time as the fieldwork for the survey was ongoing (February and March 2020), workshops were held with residents in different areas as part of the Building Safer Communities programme.[35] These workshops were set up to enable residents to come up with ideas to help achieve their ideal neighbourhood. **The main themes** across the city were similar to the survey, with participants wanting to see **the police more involved with the community and faster response times, more activities for children/young people, community cohesion,** road safety and public transport.

3.2 Performance Monitoring

The partnership moved away from quarterly performance reports to the Safer Portsmouth Partnership several years ago. Key measures were agreed in 2019 and quarterly exception reporting has taken place where these measures have caused concern. The exception reports are available on request from the Public Health Intelligence Team.

The most recent data available has shown that:

- There have been reductions in violence with injury and most serious violence, but **slight increases in violence without injury, serious sexual offences, drug possession and possession of weapon offences.** It is notable that possession of a weapon and drug possession offences did not see a large reduction in April during the first national lockdown.

- While the **proportion of people completing treatment for dependence on opiates remains fairly low, the last two data periods have shown improvement and this proportion is now higher than the national and regional average rate**.

- The **proportion of people successully completing treatement for alcohol, non-opiates and alcohol & non-opiates have remained lower than the national and regional average.** There has

[35] Portsmouth City Council, 2020, *Building Safer Communities.*

been an increased number of people in treatment without significant additional investement, which may be one explanation of why successful completion rates have not improved. There has however been signifiant additional investment for 2021/22.

- During 2021/22 a retender process will commence, which will see a new contract put in place during 2022/23, with targets to improve the rate of successful completions. Although a corresponding dip in performance may be expected during the settling in process.

3.3 Summary of Overview

Police recorded crime has reduced nationally by 13%, and while there were reductions in many types of crime, the biggest reductions were for acquisitive crimes. **Crime levels were significantly impacted by the COVID-19 pandemic and associated lockdowns/restrictions on social contact.** The largest decreases were seen during April-June which corresponded with the first national lockdown starting at the end of March 2020 (see Appendix B for details of the restrictions and lockdown periods).

The Telephone Crime Survey for England and Wales found that the reductions in police recorded crime were **offset by increases in fraud and computer misuse offences**, resulting in no change in the overall level of crime reported to the survey. This **displacement reflects the changing opportunities for criminal behaviour during the pandemic**.

In Portsmouth there has been a **11% reduction in crime** since 2019/20, driven by reductions in violence with injury and many types of theft offences, particularly vehicle related thefts. However, **increases were seen in other offences including: stalking and harassment, shoplifting, crimes flagged as domestic abuse, drug offences, sexual offences, robbery and possession of a weapon.**

4. Influences on Crime & Community Safety

By Alice Dickson (Community Safety Research Assistant)

This section will discuss some of the wider societal changes in recent years, including the impact of the COVID-19 pandemic, which are transforming the face of crime and ways local partnerships respond.

Political climate A Conservative (or Conservative-led) government has remained in office since 2010. The campaign ahead of the Brexit referendum in 2016 brought immigration to the forefront of the

public debate. Research found that the Brexit referendum led to a 15-25% increase in hate crime incidents nationally; the highest increases were found in the first three months after the referendum in areas that voted to leave the EU[36] and similar trends were seen in Portsmouth. Following on from this, **increases in racially aggravated offences were seen during the 'Black Lives Matter' protests** following George Floyd's death in May 2020.[37] A more detailed analysis can be found in Chapter 11.

The government provided money for 20,000 new police officers in September 2019, about the same number cut since 2010. More than 6,600 officers were recruited nationally in the past year.[38] In July 2020 there were a total of 156 new police officers recruited in Hampshire and **18 of those were recruited in Portsmouth**. The Hampshire Police and Crime Panel have pledged to recruit over 600 new officers in Hampshire by the end of 2021.[39]

The government released a **new 'Beating Crime' plan in July 2021 which aims to reduce crime, protect victims, and keep our communities safe.**[40] The new plan highlights the challenges the COVID-19 pandemic has presented in terms of policing, alongside a significant drop in many types of crime as offenders' movements were limited. However, there is recognition that some criminals took their activity online and sought to exploit digital opportunities for fraud and crime; this will be explored in Chapter 15.

COVID-19 pandemic The COVID-19 pandemic has had a **huge impact on society**. Physical health, mortality rates, healthcare systems, economic performance, mental wellbeing, social interaction, and mobility have experienced unprecedented change in response to both the virus itself and attempts to control the virus.[41]

People's mobility and social interactions were widely restricted by the government to prevent the spread of COVID-19 and the first national lockdown restrictions were introduced in March 2020 (the full timeline of national lockdown dates and restrictions can be found in Appendix B). Nationally, research found that ASB and drug possession and supply offences experienced increases during the lockdown period despite other crime types reducing. Similar trends were seen in Portsmouth, as many **crime types reduced during the restrictions,** although ASB reported to the police remained stable. It is noteworthy that some police forces were reported to have recorded breaches of lockdown rules as ASB incidents during the pandemic, which could have an impact on the total number of ASB incidents. In Portsmouth some ASB offences were recorded as breaches of lockdown rules (3.4%, n203), but this only accounts for a small proportion of reported ASB incidents.

The Crown Prosecution Service reported that 'coronavirus offences' were the most commonly charged offences followed by 'assaults on emergency workers' and 'public order offences' in the first six months of the of the pandemic.[42] **Assaults against police officers, PCOs and other designated officers increased by 12% (n32) in Portsmouth**, despite most common drivers for assaults reducing in 2020/21 due to the impact of the pandemic.

Changing patterns - a shift to an online lifestyle The restrictions imposed during the pandemic significantly limited physical interactions, accelerating the adoption of behaviours already gaining

[36] Brexit and Hate Crime 2020- Love Thy Neighbour? Brexit and Hate Crime (iza.org)
[37] The first solidarity protests in London began after George Floyd died on May 25th 2020 and continued until August 2020 in the UK.
[38] More new officers create stress, says Hampshire Police Federation | Daily Echo
[39] Hampshire Police and Crime Panel 2021
[40] Beating crime plan - GOV.UK (www.gov.uk)
[41] Six months in: pandemic crime trends in England and Wales
[42] 6,500 coronavirus-related prosecutions in first six months of pandemic | The Crown Prosecution Service (cps.gov.uk)

popularity, such as the digitalisation of shopping and banking. Research has found some key trends in the behavioural changes emerging from the impact of COVID-19:[43]

- **Increased digital adoption**; people shifting to digital platforms for day-to-day needs.
- **Change in mobility patterns**; less use of public transport, more remote working.
- **Change in purchasing behaviour**; more value-based purchasing which prioritises obtaining maximum value for the consumer for the money spent[44] and online shopping.

The demand in online shopping appears to be sustainable for the long term and not only have shops had to adapt their working patterns and styles, so have other businesses, schools, universities, national and local services to ensure that they are accessible online.

As peoples' behaviours have changed as a result of the pandemic, whether this be online shopping or working from home, this combined with the restrictions on physical activity has **created fewer opportunities for criminals in public areas and created more opportunities for criminals online.** A more detailed analysis of online crimes can be found later in this document in Chapter 15.

The role of the media The media plays an important role in shaping public opinion and driving changes in day to day behaviour. Local and international news is freely available to anyone who wants to access it. Crime often accounts for more media stories than any other kind of news. These stories tend to focus on unusual and violent crimes, or on sex offences, although these are a small minority of crimes. Research found that **in the UK sex offences were 2% of all crimes but 20% of all media stories**.[45] These patterns **shape a distorted public understanding of crime** and people may believe that these crimes are more common than they are.

Local research from our most recent Community Safety Survey 2020 asked residents their perceptions on knife crime in Portsmouth and 41% (n383) of respondents thought knife crime was a problem. Where respondents thought knife crime was a problem, they were asked to provide a reason and of those 336 who gave a reason why, 21% (n72) had heard about knife crime in the media. However, 2% (n8) had actually been personally threatened or assaulted or had witnessed someone else being threatened or assaulted. This demonstrates the impact the media can have on perceptions of crime in a local context.

Changes within our local council There have been several changes within the council which may influence the ways that the local community partnership respond to crime, these changes include:

- **The Safer Portsmouth Partnership (SPP) merged with the Health and Wellbeing Board (HWB)**, in 2019 to enable a more efficient leadership structure; The HWB approved the Community Safety Plan for Portsmouth 2021-22[46] in February 2021 which identified the following priorities:
    - Tackling violent crime (with a focus on domestic abuse and knife enabled violence)
    - Tackling drug misuse
    - Early identification of interventions with children and young people at risk of exploitation or abuse, of misusing substances and of perpetrating anti-social behaviour or offending.

- **Change of Cabinet Member for Community Safety**; previously Cllr Lee Hunt was responsible and now Cllr Dave Ashmore has been appointed.

[43] All change: how COVID-19 is transforming consumer behaviour
[44] Consumers focused on shopping for essentials and reduced non-essential shopping during the pandemic
[45] Harper and Hogue (2016)- The Emotional Representation of Sexual Crime in the National British Press
[46] Community Safety Plan 2021-2022

- **Domestic abuse services merging**: the Southern Domestic Abuse- Stop Domestic Abuse (SDA) won the bid for the domestic abuse services in Portsmouth which means Portsmouth IDVA Project, Up2U and SDA are now a combined service

- **Donna Jones is the new Police and Crime Commissioner for Hampshire and the Isle of Wight;** Previously the leader of the Portsmouth's Conservative Group, Commissioner Jones was part of the launch for the Government's launch of the 'Beating Crime Plan' previously mentioned in this chapter and has pledged to recruit 600 more police officers in Hampshire by the end of 2023. Commissioner Jones is already implementing initiatives locally, including a review of 101 and 999 to improve answering times and the introduction of an ASB task force. The commissioner has also taken an interest in the delivery of Violence Reduction Units and is consulting on her own Police and Crime Plan.

Greater understanding Over the years, academic and practitioner research and experience has given us a greater understanding of domestic abuse, hate crime and other exploitative crime such as trafficking and modern slavery (deeper analysis of domestic abuse and other exploitative crime can be found later in this document). There is greater awareness about these types of crime both amongst front-line staff and members of the public, and an increasingly supportive response. This presents an ongoing **conundrum of whether these types of crime are increasing or whether they are being reported or noticed more.** New crimes categories are also introduced to capture these offences, such as the coercive and controlling behaviour offence, and so this leads to more offences being recorded overall, and changes to existing categories make it hard to measure trends over long periods of time.

5. Complex Needs & Crime/Anti-Social Behaviour

There are links between anti-social / criminal behaviour and a variety of risk factors throughout this and previous strategic assessments. Research has also shown that **the risk of crime or ASB increases with frequency of exposure to risk factors, the severity of exposure, the number of risk factors present** and the age at which exposure occurs (the younger, the more the risk increases).[47][48] Protective factors also act to mitigate the effects of the risk factors, and the protective factors are often the other end of a

[47] Pycroft, A & Bartollas, C (eds.) (2014) Applying complexity theory: whole systems approaches in criminal justice and social work. Bristol: Policy Press
[48] MoJ *Youth Justice Statistics 2010/11:* http://www.justice.gov.uk/downloads/statistics/youth-justice/yjb-statistics-10-11.pdf

continuum from the risk factor. For example, poor engagement with education is a risk factor, whereas good engagement is a protective factor.

Some influential research into adverse childhood experiences (ACEs) from a health perspective has shown that chronic traumatic stress in early life affects brain development, and impacts on the nervous, hormonal and immunological systems.[49] This can lead to a higher state of alertness to perceived danger and put a strain on a person's body, leading to an increased risk of premature ill-health. This heightened emotional state may also lead to anxiety or other mental health conditions or make it difficult to concentrate, leading to poor educational attainment. Where children witness or experience violence in their household, these behaviours can be normalised and increase the likelihood of them either perpetrating or being the victim of violence themselves in adulthood. Furthermore, experiencing ACEs can leave an individual with low self-esteem and the propensity for behaviours offering short term relief at the expense of longer-term health, such as smoking, drug and alcohol misuse, poor diet and early or risky sexual activity.[50] These patterns of behaviours are often carried through to successive generations, making the cycle hard to break.

A British study by Bellis et al[51] surveyed almost 3,900 residents across England and found that almost half had experienced at least one ACE, while 8% had experienced four or more. Findings included:

- 17% experienced verbal abuse
- 14% experienced physical abuse
- 6% experienced sexual abuse
- 12% had a household member with mental illness
- 12% lived in a household where domestic violence was occurring
- 9% had a household member who misused alcohol
- 4% had a household member who misused drugs
- 4% had a household member who was incarcerated

The study found that **those who experienced 4 or more ACES were significantly more likely to exhibit health harming behaviours: early or risky sexual behaviour, substance misuse, perpetrating or being a victim of violence or other criminality** and poor diet. A similar study was conducted in Wales in 2015 with a sample size of 2,000 and the findings were consistent, although they found higher levels of ACEs reported.[52] This growing body of research shows how the circumstances of family life can start to have an impact as soon as a child is born and can continue to have an effect throughout their life. It **continues to support the previous recommendations that early intervention is essential in trying to mitigate some of the resulting consequences of adverse childhood experiences.** It is also important to ensure that services are flexible enough to allow people to respond to the offer of support.

[49] References cited in Public Health Wales NHS Trust (2015) *Adverse Childhood Experiences and their impact on health-harming behaviours in the Welsh adult population*. Retrieved from: http://www.cph.org.uk/wp-content/uploads/2016/01/ACE-Report-FINAL-E.pdf

[50] Bellis M, Hughes K, Leckenby N, et al. 2014b. 'Adverse childhood experiences and associations with health-harming behaviours in young adults: surveys in the European region'. Bulletin of the World Health Organisation 92(9):621-696

[51] Bellis, M. A., Hughes, K., Leckenby, N., Perkins, C., & Lowey, H. (2014). National household survey of adverse childhood experiences and their relationship with resilience to health-harming behaviors in England. *BMC medicine*, *12*(1), 72.

[52] Public Health Wales NHS Trust (2015) *Adverse Childhood Experiences and their impact on health-harming behaviours in the Welsh adult population*. Retrieved from: http://www.cph.org.uk/wp-content/uploads/2016/01/ACE-Report-FINAL-E.pdf

This section contains information about some of these harm-causing behaviours or circumstances which are linked to vulnerability to or perpetration of anti-social or criminal behaviour. Further information can also be found in the young people at risk section (7.1) and a diagram representing how some of these aspects are linked can be found in Appendix H.

5.1 Missing

There are many reasons why people go missing. For adults, some of the most common reasons are having diagnosed or undiagnosed mental health issues, relationship breakdown, and dementia.[53] **Children and young people who go missing are at significant risk of harm. They face risks not only while away from home or care but also from risk factors that contributed to them going missing** including: criminal or sexual exploitation, mental health issues, and problems at school or home. Looked after children are more likely to go missing and to go missing more frequently than children not in care.[54]

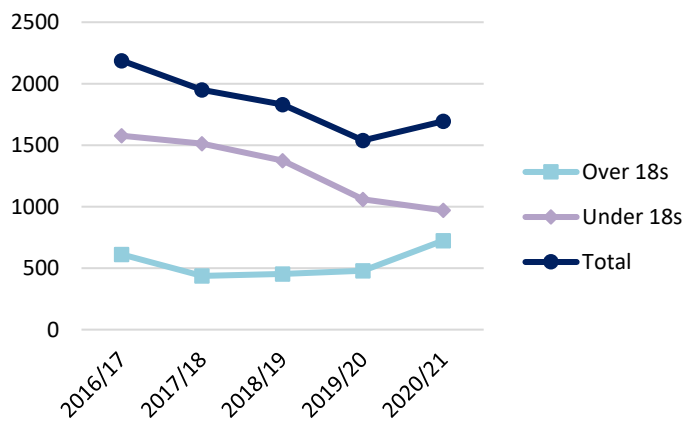
Research shows that **police data is likely to be a significant underestimate**, with as many as 7 in 10 children not reported missing to the police, while there is little research on adults who are not reported missing.[55] The National Crime Agency (NCA) provides national data about police recorded missing incidents, although there are limitations to this data set as police forces have differing recording practices and some datasets are incomplete. The most recent national data on missing persons was released in 2019/20[56] and showed a slight increase in the number of missing person incidents compared with 2018/19 (1.4%, n4,456). Of these 325,171 missing person incidents, **61% (n198,943) of all missing incidents were related to children** and 39% (n126,228) were adults.

During 2020/21 there were **1,695 missing person episodes reported to the police, which is a 10% (n156) increase from 2019/20** (Figure 5.1).[57]

This was **driven by a 51% (n246) increase in adult missing episodes**, which had been fairly stable for the previous three years. This is **likely to be due to psychological and emotional pressures associated with the COVID-19 pandemic** as many adults are thought to go missing due to mental health reasons.

Conversely, there was an 8% (n90) reduction in episodes of under 18s going missing, **although there were still more episodes of young people missing than adults (57%** compared with 43%). There was also a **23% (n22) reduction in the number of children going missing 3 or more times** in a 90-day period.

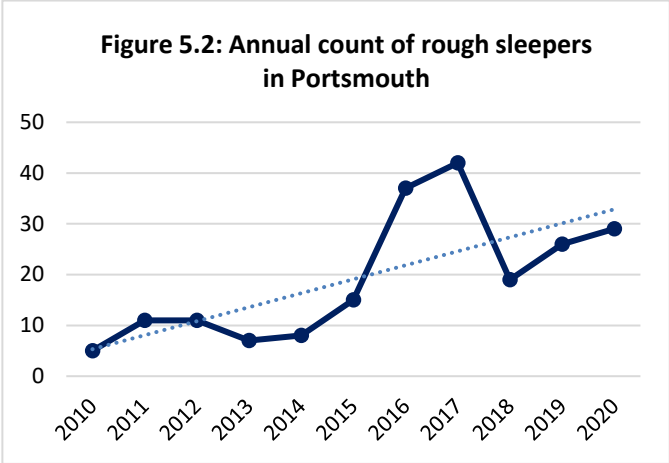
Figure 5.1 -Missing episodes (Local Safeguarding Board data)



[53] Key facts about 'missing' - Missing People
[54] Key facts about 'missing' - Missing People
[55] Key information and statistics about missing - Missing People
[56] National Crime Agency UKMPU Data Report 2019/20
[57] Local Safeguarding Children & Adult's Boards.

5.2 Homelessness

The Portsmouth City Council Homeless Working Group set out definitions for homelessness and rough sleeping to enable a better understanding of the issues. Homelessness was defined as where '*someone has no accommodation which they have a legal right to occupy'*. A homeless health needs assessment in 2015 estimated that up to **2,000 people may be living in the city without a home of their own**.



A person is considered to be sleeping rough *if they are sleeping outside or in a 'building or area which is not designed for habitation,'* such as a stairwell, shed, car or station.[58] **The annual count of rough sleepers in the autumn has been increasing since 2010** (Figure 5.2),[59] although levels are lower than in 2016 and 2017 which saw peak levels. The substantial reduction in 2018 was due to the introduction of an all-year round Night Bed Service in December 2017. Initially 45 beds were available (more than the count of rough sleepers at the highest peak), but this increased to 57 beds across two premises.

5.2.1 Impact of COVID-19 Pandemic on Homelessness

Levels of homeless in 2020/21 were impacted by the Government's 'Everybody In' scheme, which was launched on 23rd March 2020. **Local authorities were asked to immediately house rough sleepers and those at risk of rough sleeping to protect their health and stop wider transmission of COVID-19.** This scheme led to a reduction in rough sleepers of **37% (n1,578) nationally between 2019 and 2020.**[60] although national levels were still 52% higher than in 2010.

In Portsmouth, the **Ibis Hotel in Fratton Way was used to house the 57 people using the Night Bed Service plus an additional estimated 20-30 rough sleepers who were still sleeping on the streets.** Accommodation at the Ibis was available from April 2nd 2020, and support and food was provided to those at the hotel.[61] During April the number of people approaching the council needing the service increased and the council agreed to use a second Ibis Hotel. By the time the agreement with the hotels ended on 15th September, **450 individuals had been supported in the two hotels**. These 360 additional people are thought to **be largely previously hidden homeless,** many of whom had previously contacted PCC and been offered the Night Bed Service, but instead had elected to stay temporarily with friends and acquaintances (often known as sofa surfers). The **COVID-19 restrictions that prevented people allowing others to stay at their homes resulted in these people having nowhere to stay**.

All those staying at the Ibis were assessed to inform plans to support them going forward and, as COVID-19 restrictions were relaxed, people were moved into a variety of settings. These included student

[58] Report to Cabinet from the Homelessness Working Group, 29th June 2017.
[59] Rough sleeping snapshot in England: autumn 2020 - GOV.UK (www.gov.uk)
[60] https://www.gov.uk/government/statistics/rough-sleeping-snapshot-in-england-autumn-2020/rough-sleeping-snapshot-in-england-autumn
[61] PCC Housing COVID-19 response for rough sleepers

accommodation, private rented houses of multiple occupation and the building which had previously offered the Night Bed Service which had been reconfigured to ensure COVID-19 safety and support was offered in each setting. While all those who were housed needed to be accommodated, those who came forward during the pandemic as a result of restrictions preventing them staying with friends were likely to need far less support once their immediate housing problem had been addressed.[62] Data collected indicated that most were male (77%, n341) and aged 25-44 years (61%, n271).

Despite the changes due to COVID-19, an annual snapshot of rough sleepers counted on one night in November demonstrate that **the number of rough sleepers has remained fairly stable in the last two years** (Figure 5.2). There were 29 rough sleepers in 2020, despite efforts to house everyone as part of the scheme. Where information was obtained, 86% (n25) were male, 90% (n26) were over 25 years of age and 86% (n25) were UK nationals.

5.2.2 Homelessness and Additional Needs

We also know from previous research that homeless people often have additional or complex needs. A local survey in 2016 found that: [63]

- **82% (n18) had at least one disability or health problem**
- **64% (n14) had a mental health condition**
- **50% (n11) were known to substance misuse services.**

During 2019 and 2020, further questionnaires were completed, largely in day centres or hostels as part of Ministry of Housing Communities and Local Government research[64] and they also found high levels of vulnerabilities including:

- **Physical health needs (84%)** - most commonly muscular/skeletal aches or problems, chest pain/breathing problems, dental problems, stomach problems & visual problems
- **Mental health vulnerability (77%)** - most commonly depression, anxiety, PTSD, paranoid schizophrenia or eating disorder. **43% had a mental health problem before the age of 16 years.**
- **Negative events in childhood (68%)**
- **Victim of crime in the last six months (64%)**
- **Served time in prison (45%)**
- **Drug need (30%)** - most commonly cannabis
- **Alcohol need (25%)**

5.2.3 Rough Sleeping as Anti-Social Behaviour

Rough sleeping has two aspects; **while it is a crisis point** for a person who likely has many complex needs and who requires support to address them, **it may also be viewed as an anti-social behaviour issue** (particularly when coupled with begging, street drinking and fouling the streets). The Community Safety

[62] Everyone In: The Numbers | LSE London
[63] Graves, S. (2016) Homelessness In Portsmouth: Survey 2016
[64] MHCLG The Rough Sleeping Questionnaire Findings: Portsmouth, 991 respondents over 25 areas.

Survey found that 6% (n54) of respondents thought that rough seeping was a problem in their area, which is a **2 percentage point increase** from the 2016 survey.

5.3 Mental Health

5.3.1 Prevalence of Mental Health Problems

Good mental health is an asset, which is associated with good physical health and supports positive economic and social outcomes for individuals and society. Conversely, poor mental health is associated with a plethora of adversities including poverty, unemployment and a poor standard of housing.[65] As with other aspects mentioned in this section, the relationship is complex, and the outcomes of poor mental health may also be the contributing factors to an individual's poor mental health. For example, someone who is unable to access treatment may self-medicate with alcohol or illegal substances, which may then contribute to a further decline in mental health.

Estimates of prevalence are based on data from the Adult Psychiatric Morbidity Survey (2016) and applied to population estimates for Portsmouth.[66] [67] Common mental health disorders comprise depression and anxiety which may cause marked emotional distress and interfere with daily function but do not usually affect insight or cognition. In 2020, **an estimated 26,519 people had a common mental health disorder (18.9% of 18-64 year olds),** although **rates were substantially higher for females** than males (**23.1%** compared with 14.7%, table 5.1).

Almost 5,000 people were predicted to have an anti-social personality disorder (3.4% of 18-64 year olds), although **males more commonly have this type of disorder (4.9%** compared with 1.8% of females). Just over 7% (10,178) had two or more psychiatric disorders, which also included common mental disorders.

Table 5.1: People aged 18-64 estimated to have mental disorders

	% males	Males in Portsmouth	% females	Females in Portsmouth	% Total	People in Portsmouth*
Common mental disorder	14.7%	10,818	23.1%	17,000	18.9%	26,519
Borderline personality disorder	1.9%	1,398	2.9%	2,134	2.4%	3,369
Antisocial personality disorder	4.9%	3,606	1.8%	1,325	3.4%	4,834
Psychotic disorder	0.7%	515	0.7%	515	0.7%	991
Two or more psychiatric disorders	6.9%	5,078	7.5%	5,520	7.3%	10,178

*The totals do not sum exactly due to rounding

See section 5.4.2 for information about mental health needs for those in treatment for substance misuse dependence (dual diagnosis).

[65] Emerging evidence on COVID-19's impact on mental health and health inequalities | The Health Foundation
[66] https://www.pansi.org.uk/index.php
[67] ONS Mid year population estimate for local authorities 2020

5.3.2 Mental Health & Crime

When mental health and crime are discussed, people with mental health problems are commonly perceived as being a risk to others or as offenders. There are certainly **high levels of poor mental health amongst prisoners**: over half of prisoners have poor mental health including depression, post-traumatic stress disorder and anxiety, about 15% have specialist mental health needs and about 2% are thought to have acute and serious mental health needs.[68] Despite this, research has shown that **even though mental health issues are present, crimes were often committed for other reasons such as poverty, homelessness, substance misuse and unemployment.**[69] However, people who are experiencing psychosis or delusions, are not adhering to prescribed drug or therapeutic treatment, or are misusing drugs or alcohol may be more likely to be violent or commit other crime.[70]

Furthermore, **research has found that people with mental health problems are also considerably more likely to be victims of crime than the general population**.[71] Research by Mind found that people with severe mental illness were found to experience high rates of sexual and domestic violence, and that they were four times more likely to be victimised by their relatives and acquaintances than those from the general population. While respondents to the survey conducted by Mind were **just as likely to report crimes to the police, they were less likely to be satisfied and less likely to feel they were treated fairly**. Specific feedback included a lack of empathy and understanding, attitudes indicating prejudice (e.g. being told they were an unreliable witness) and insensitive reactions to their distress.[72]

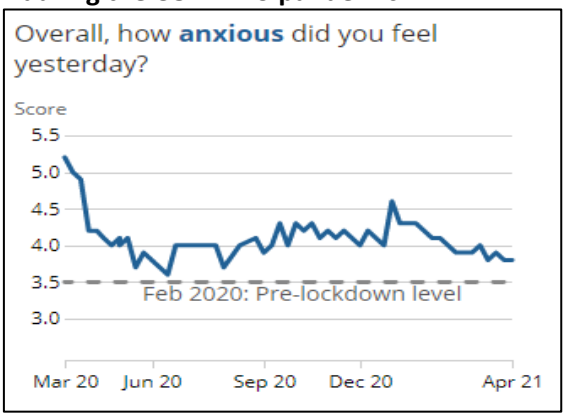
5.3.3 Impact of COVID-19 on Mental Health

Emerging research suggests that the COVID-19 pandemic and the response to it may be having a significant impact on the nation's mental health through increased exposure to stressors.[73] The UK Household Longitudinal Study found that an average of 23.3% of participants experienced mental health problems from 2017-2019, and that this increased to 36.8% in April 2020.[74]

[68] https://www.mentalhealth.org.uk/blog/jail-can-be-scary-mental-health-prison
[69] American Psychological Association: http://www.apa.org/news/press/releases/2014/04/mental-illness-crime.aspx
[70] https://www.mind.org.uk/media/998781/Violence-and-mental-health-Mind-factsheet-2014.pdf
[71] https://www.mind.org.uk/media-a/4121/at-risk-yet-dismissed-report.pdf
[72] https://www.mind.org.uk/media-a/4121/at-risk-yet-dismissed-report.pdf
[73] Emerging evidence on COVID-19's impact on mental health and health inequalities | The Health Foundation
[74] Longitudinal changes in mental health and the COVID-19 pandemic: evidence from the UK Household Longitudinal Study | Understanding Society - additional analysis showed that the substantial increase was unlikely to be due to seasonal variation.

The Office for National Statistics collects data about wellbeing in their Opinions and Lifestyle Survey. The questions are answered on a scale of 0 to 10, where 0 is 'not at all' and 10 is 'completely,' and included a question about how anxious respondents felt yesterday. Figure 5.3 shows the average scores over the course of the pandemic. It demonstrates that at times, the average level of anxiety has been relatively high and has not returned to pre-pandemic levels yet.[75]

Figure 5.3: Levels of national anxiety during the COVID-19 pandemic



While initially at least there was a common sense of 'we're in this together,' with lots of communities pulling together to support each other, as time went on it became clear that **people are experiencing the pandemic in very different ways and that people's experiences were dynamic.** Initially research showed that there was a greater increase in mental health problems for young adults, females, and those with a higher level of education.[76]

However, as time went on other groups experienced disproportionate disruption to their employment status and income, which are important factors contributing to wellbeing and mental health. Generally, **those who were already disadvantaged in the labour market, in low paid jobs or less stable positions (such as casual, temporary, or zero-hour contracts) were most vulnerable**. Research in February 2021, found that in the **longer-term generally women have fared better than men in relation to their employment**, being more likely to be keyworkers or to be furloughed and thus more likely to retain their work. Conversely, the economic inactivity rate for men was at its highest since 2011, impacted by shutdowns in construction and hospitality sectors, which also has impacted some ethic minority groups.[77] There was **also an increase in young people not in education, employment or training, which was almost entirely driven by economically inactive men**, and employment fell most substantially in industries affected by restrictions, such as the leisure and night time economy industries.[78]

Research has found **no overall increase in suicide rates in the first six months of the pandemic**,[79] [80] although these rates cannot be extrapolated to the whole pandemic and do not rule out a lag in increases in the rate as risk factors accumulate. This is a perhaps surprising finding, and has been **potentially attributed to protective factors** such as:

- Improved social support from communities supporting at risk individuals & households spending more time with each other
- Working from home reducing occupational stressors for some
- A sense of solidarity from being united in common adversity
- Economic consequences may have been buffered by rapid financial support

[75] Coronavirus and the social impacts on Great Britain - Office for National Statistics (ons.gov.uk)
[76] Longitudinal changes in mental health and the COVID-19 pandemic: evidence from the UK Household Longitudinal Study | Understanding Society
[77] COVID-19 and wellbeing inequalities: Employment and income - What Works Wellbeing
[78] COVID-19 and wellbeing inequalities: Employment and income - What Works Wellbeing
[79] Suicide rates in the early stages of the COVID-19 pandemic: cross-national data provide no evidence of an increase (nationalelfservice.net)
[80] Suicide trends in the early months of the COVID-19 pandemic: an interrupted time-series analysis of preliminary data from 21 countries (thelancet.com)

However, this research was conducted at the whole population level and **may have obscured trends amongst particular groups. The pandemic appears to have created a complex mix of risk and protective factors and it is likely that some groups have experienced more positive factors** which may have reduced their suicide rate, **while others experienced more risk factors**, increasing their rate, cancelling each other out and resulting in this finding.[81]

Studies have also looked at the **impact on children and young people** and have found that anxiety and depression were commonly reported by under-19s. The pandemic and **lockdown periods were found to exacerbate anxiety**. Risk factors included:

- A lack of routine
- Excessive COVID-19 information
- Previous mental health problems
- Increased social media usage
- High community case frequency
- Exposure to a relative doing a front-line job relating to COVID-19

In addition to increases in anxiety, other commonly reported issues were anger/irritability, difficulties in concentrating and sleep disturbances. **Young people with autism spectrum disorder or eating disorders were particularly affected**. Protective factors were found to be limiting time on social media/gaming, parents modelling positive coping behaviours, adults spending time on beneficial activities. However, it is recognised that this posed a **real challenge for parents working remotely and simultaneously caring for and home schooling their children**.[82]

5.4 Substance Misuse[83]

"The demand for opiates and crack/cocaine, and deaths from misuse of these substances, is closely associated with poverty and deprivation. There is an ageing population of heroin users with severe health needs, some of whom are using crack cocaine too, but there is also a new population of younger crack cocaine users that do not use heroin.

The heroin and crack cocaine retail market has been overtaken by the county lines model, which is driving increased violence in the drugs market and the exploitation of young people and vulnerable drug users." Dame Carol Black, 2020 - Independent Review of Drugs.

Section 5.4 was written by Katie Wood (Wellbeing Team Leader) except for the ED data analysis by Sam Graves

[81] Suicide rates in the early stages of the COVID-19 pandemic: cross-national data provide no evidence of an increase (nationalelfservice.net)
[82] The impact of COVID-19 lockdown on child and adolescent mental health: systematic review | SpringerLink

[83] Review of drugs: summary (accessible version) - GOV.UK (www.gov.uk)

5.4.1 Prevalence

The most recent data available from the Crime Survey of England and Wales (**2019/20**) found that **overall drug use in the last year had remained stable nationally**.[84] **Young people aged 16-24 years were more likely to use drugs than adults** (aged 16-59 years) with 21% having taken a drug in the last year compared with 9.4% of adults. **Cannabis was the most popular drug used for both age groups** (18.7% of 16-24yrs and 7.8% of 16-59yrs), while powder cocaine was the second most common for the 16-59yrs group (2.6%) and **nitrous oxide for 16-24yrs (8.7%).** However, data for 2020/21 is not likely to be available until at least December 2021, so we currently do not have data showing the impact of COVID-19.

There are an **estimated 1,541 Opiate and crack cocaine users (OCUs) in the city,** which is an 8% (n114) increase compared with the 2014/15 estimate.[85] There are also other problematic users of other drugs, but OCUs use tends to cause the most harm. There are an **estimated 3,075 alcohol dependent adults** in the city.[86] Substance misuse not only affects the individual's health and wellbeing (including factors such as housing, employment, debt, family breakdown etc.), but has significant impact on families and the wider community. There is a close association between substance misuse and crime, with dependent drug use linked to acquisitive crime such as robbery and burglary,[87] and alcohol linked to violent crime.[88] Substance misuse services are evidenced to improve individual's health but also reduce crime.

The COVID-19 pandemic has had an impact on people's use of substances, with the lockdown in March 2020 causing significant disruption to people's lives. Many people's substance use has increased, with some in long term recovery relapsing. One survey of 2,777 UK adults[89] found that there were changes to peoples drinking patterns during the pandemic, with 30% drinking more frequently, 16% drinking more units per drinking session and 14% having more frequent heavy episodes of drinking. Some of the reasons for these observed changes included: being furloughed, a deterioration in someone's financial situation and deterioration in someone's psychological health.

A COVID-19 Insights report looking at the impact of the pandemic in Scotland, found that calls to the Scottish family's helpline, which offers to support to anyone concerned about someone else's drug or alcohol use, saw a huge increase in demand. From March 2020 the period running concurrently to the first national lockdown there was an 80-140% increase in contacts compared to the same period the previous year[90]. Due to some delays in reporting and with many people still living with the challenges that the pandemic presented; **the true impact of the pandemic on people's use of substances and experiences of drug and alcohol services may not be fully understood for a few years**.

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[84] Drug misuse in England and Wales - Office for National Statistics (ons.gov.uk)

[85] Public Health Profiles - PHE Figures for 2016/17 - this data is not modelled annually, and is only available for 2011/12, 14/15 and 16/7.

[86] Local Alcohol Profiles for England - Data - PHE

[87] Bennett *et al* (2008) The statistical association between drug misuse and crime a meta-analysis. The statistical association between drug misuse and crime: A meta-analysis - ScienceDirect

[88] McClelland et al (2001) Alcohol intoxication and Violent Crime: Implications for Public Health Policy. Alcohol Intoxication and Violent Crime: Implications for Public Health Policy (wiley.com)

[89] Oldham *et al* (2021) Characterising the patterns of and factors associated with increased alcohol consumption since COVID-19 in a UK sample. Characterising the patterns of and factors associated with increased alcohol consumption since COVID-19 in a UK sample (wiley.com)

[90] Scottish families (2020) lockdown and beyond A COVID insights report. COVID-Insights-Report-December-2020.pdf (sfad.org.uk)

This past year has seen many societal changes required to manage the pandemic; **the way substance misuse services operated had to quickly adapt, impacting service users' experience of these services**. Substance misuse services in the city continued providing support, but all face-to-face delivery was suspended and support was offered remotely while groups moved to virtual /online.

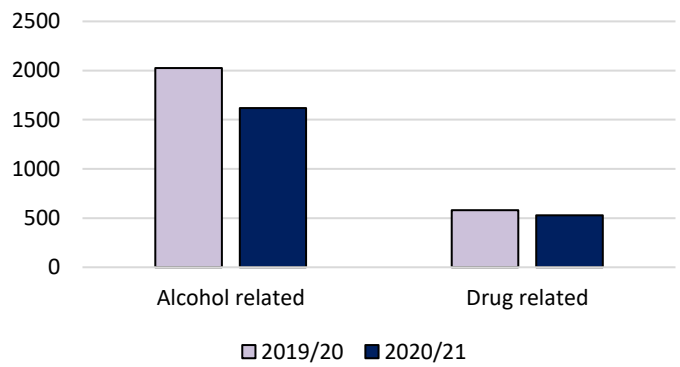
Recently Emergency Department (ED) data has become available for Queen Alexandra Hospital (QAH) which allows analysis of drug and alcohol related ED attendances.

In 2020/21 there were **1620 alcohol related ED attendances, which is a 20% (n405) reduction** from 2019/20 (Figure 5.4). This was **driven by a reduction in the 18-24 year age group**, where attendances almost halved (49%, n211 reduction) and is **most likely due to restricted opening times and capacity of pubs, bars and clubs.** This was also supported by alcohol related ambulance attendances which saw a 21% (n324) reduction, driven by a 53% (n213) reduction for the 18-24 year age group.[91] There is likely to be a substantial cross-over with these datasets with some patients requiring an ambulance being taken to the ED.

The **majority of types of primary diagnoses saw reductions** and the most common primary diagnoses were:

- alcohol intoxication (14%, n266)
- all types of wounds (8%, n122)
- minor traumatic brain injury (7%, n113)
- alcohol dependence syndrome (6%, n90)
- alcohol withdrawal seizure/syndrome (5%, n80)
- all types of fracture (5%, n75), and
- paracetamol overdose (4%, n67).

Figure 5.4: Drug & Alcohol Related ED Attendances



There were **529 drug related ED attendances in 2020/21, which is a 9% (n52) reduction**. This was once again **driven by reduction in attendances by the 18-24 year age group** (27%, n41) and again likely to be connected to **restricted opening times and capacity of pubs, bars and clubs.** Most attendees were in the 30-49 year age group (44%, n173) although there was a smaller peak for 18-24 year olds (21%, n111). This pattern was the same for drug-related ambulance admissions which found a 17% (n89) reduction, the biggest reduction seen for 18-24year olds (29%, n28) and the most common age group of patients being 35-44 years.

The most **common primary diagnoses were recreational drug use (23%, n111), opiate overdose (11%, n57)** and paracetamol overdose (6%, 34). There was a mixed picture with regards to increases and decreases in different types of primary diagnoses for drug related attendances. There was a **reduction in recreational drug use (8%, n10).** There was also a reduction in psychotic disorders (81%, n17) but this may be due to different ways of working with these episodes during the pandemic. There were slight increases in:

- Opiate overdoses (19%, n9)

[91] Data provided by SCAS

- Antidepressant overdoses (23%, n6)
- Benzodiazepine overdose (32%, n6)
- Minor traumatic brain injuries (60%, n6), and
- Drug induced seizures (100%, n5).

Substances were not always recorded in the 'drug type' field[92] but where recorded, the most common substance recorded was **powder cocaine** (by itself or in combination with other drugs, 15%, n93), followed by **heroin** (11%, n71) **and cannabis** (11%, n68). Most attendances where powder cocaine or cannabis were recorded had the primary diagnosis of 'recreational use' (32%, n30 and 24%, 16), whereas the most common for heroin was overdose (32%, n23).

5.4.2 Alcohol & Drug-Related Physical Harm

Overall, Portsmouth has higher rates than the average for England and the South East across a range of key alcohol indicators (see table 5.2). In particular, **rates of alcohol-related and specific mortality and admission and mortality from liver disease has been increasing for females and are almost double the average for the South East**. Conversely, the mortality rates for males have been decreasing, whilst the national rates have been fairly stable, with the exception of alcohol specific mortality for males, which saw a slight increase from 19.1 per 100,000 in 2016/18 to 19.3 per 100,000 in 2017/19. This could be partially due to historic campaigns which were focused on middle-aged men such as the 'Save Dave' Campaign. The current gender-neutral campaigns and the increase in females in treatment will begin to tackle the rises in female mortality. However as these are long-term indicators, it will take a long time for current measures to impact on them and for the true impact of the pandemic on alcohol related conditions and mortality to be known

Table 5.2: Key alcohol-related Public Health Indicators (rates per 100,000)[93]

	2014-2016	2015-2017	2016-2018	2017-2019	Eng av. 2017-2019	SE av 2017-2019	Direction from 2014-16
Alcohol-specific mortality: FEMALES	10.3	10.1	12.1	12.5	7.1	5.8	↑
Alcohol-specific mortality: MALES	27.3	23.4	19.1	19.3	14.9	12.7	↑
Alcohol-related mortality: FEMALES	30.8 (2016)	32.1 (2017)	43.9 (2018)	43.9 (2018)	28.7	25.5 (2018)	↑
Alcohol-related mortality: MALES	88.3 (2016)	75.4 (2017)	61.7 (2018)	61.7 (2018)	67.2	59.3 (2019)	↓
Mortality from chronic liver disease: FEMALES	9.1	9.5	12.8	13.3	8.5	7.0	↑

[92] This was noticed when seeing some drugs appearing in the primary diagnosis but not drug type field - particularly in relation to alcohol.
[93] From Public Health fingertips: https://fingertips.phe.org.uk/

Mortality from chronic liver disease: MALES	25.2	22.0	17.7	16.2	15.8	13.4	↓
Admission episodes for alcoholic liver disease: FEMALES	73.6 (2016/17)	101.3 (2017/18)	114.2 (2018/19)	114.2 (2018/19)	83.3 (2018/19)	60.9 (2018/19)	↑
Admission episodes for alcoholic liver disease: MALES	186 (2016/17)	190.8 (2017/18)	228.4 (2018/19)	228.4 (2018/19)	182.1 (2018/19)	133.5 (2018/19)	↑

Drug related deaths are defined as cases where the underlying cause of death is accidental poisoning, intentional self-poisoning, poisoning with undetermined intent, and assault by substances and mental and behavioural disorders due to drug use, and where a drug controlled under the Misuse of Drugs Act 1971 was mentioned on the death certificate. This means that deaths resulting from an overdose of paracetamol and/or alcohol are not included in this measure, and that we do not know the scale of this issue. It is recommended that further work is conducted to try to understand the scale of this issue.📖

Portsmouth has a relatively high rate of drug related deaths. The rate for 2017-19 (the most recent data) was 7.9 deaths per 100,00094 (n46), which is an improvement on the rate from the previous strategic assessment when the rate was 9.1 deaths per 100,000 (2016-18). However, **Portsmouth has the second highest rate of drug-related deaths in the South East**, behind Brighton and Hove (10.2 per 100,000). **Portsmouth is significantly higher than both the England rate (4.7 per 100,000) and the South East rate (3.9 per 100,000)**. As the latest data that is available is 2017-2019, it is not known what the impact the COVID-19 pandemic will have on drug related deaths, despite a steady decline in recent years it is likely that the numbers and rate will increase.

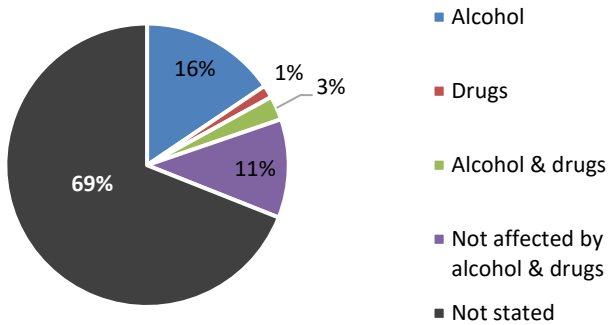
5.4.3 Drug and Alcohol Related Crime

As part of analysis of assaults[95] by driver (see chapter 9 on violence), offences that are flagged as alcohol or drug related were examined. This data should be interpreted with caution as it is subject to individual judgement as to whether someone was intoxicated and in **most cases (69%, 4,312) it wasn't noted whether or not substance misuse was linked to the offence**.

Where this information *was* recorded:

- 50% (n972) were alcohol related (16% of all assaults)
- 5% (n91) were drug related (1% of all assaults)
- 9% (n171) were alcohol and drug related (3% of all assaults), and
- 36% (n705) were not linked to drugs or alcohol (11% of all assaults).

Figure 5.11: Drug or alcohol related assaults: 2020/21



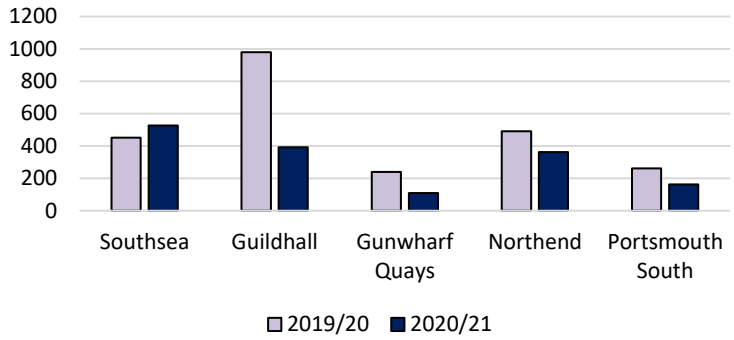
[94] www.fingertips.phe.uk
[95] Analysis of raw data provided by Hampshire Constabulary

5.4.4 Night Time Economy Crime

The way that night time economy (NTE) violence is captured by the police has changed, with officers now responsible for flagging crimes as being associated with the NTE, rather than the locally developed proxy measure, i.e. public place violence in certain times and in specified roads. The new dataset captures crimes occurring between 7pm and 7am in five key NTE areas: Southsea, Guildhall, Gunwharf Quays, Northend and Portsmouth South but was only available for 2019/20 and 2020/21. It is recommended that further work is conducted to see whether accurate long-term NTE crime data can be made available.📖

Data provided by the police found that **crime associated with the NTE had reduced by 32% (n783) from 2019/20.** The Guildhall area showed the biggest reduction (60%, n587), but there were also reductions in Gunwharf Quays, Northend and Portsmouth South (Figure 5.12). However, there was a **slight increase (16%, n74) in the Southsea area.** This reduction is almost certainly due to the restrictions to the NTE during the pandemic and is expected to rise again once things are back to normal.

Figure 5.12: Night Time economy Crime



Violent crime (including sexual offences, robbery, and public order) accounted for 55% (n908) of these offences in 2020/21. This was a 39% (n581) reduction from 2019/20 and likely due to the impact of the pandemic.

Interestingly, **shoplifting offences associated with the NTE, such as thefts of alcohol or thefts by clearly intoxicated people, increased by 52% (n76)** from 2019/20, and went from accounting for 6% (n147) of the NTE crime, to 14% (n223). While most types of crime reduced from the previous year, robbery, residential burglary, possession of drugs and public order offences increased slightly (all by fewer than 10 offences).

5.4.5 Drug-Related Crime and Harm[96]

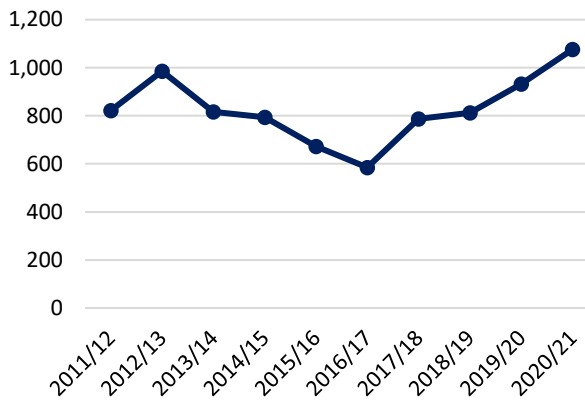
A recent thematic inspection of community-based drug treatment and recovery work with people on probation estimated that approximately half the people being supervised by probation services nationally are thought to be dependent on drugs or misuse them.[97] Furthermore, this report estimated that crime committed by class A drug users costs society over £9 billion a year. In Portsmouth, as nationally, drug-related crime and ASB have been becoming more of an issue in recent years.

[96] The information in this section is largely from the Hampshire Constabulary Strategic Assessment 2020/21

[97] A joint thematic inspection of community-based drug treatment and recovery work with people on probation (justiceinspectorates.gov.uk)

There have been **increases in drug possession and trafficking offences** (18%, n131 and 6%, n13 respectively) since 2019/20,[98] and this is a continuation of the upward trend since 2016/17. Levels are now higher than the previous peak in 2012/13, although drug offences are thought to reflect increased police activity more than genuine increases and reductions in drug offences (Figure 5.13).

Figure 5.13: Drug Offences



However, during the last few years, **respondents reporting drug related behaviours to the Community Safety Survey have increased from 6% in 2016 to 21% in 2020, indicating that there is likely to have been a genuine increase in drug-related crime.**

This recent increase is thought to be at least partly due to increased stop-checks by the police in enforcing COVID-19 restrictions. These are **smaller increases than seen across the whole of Hampshire** (26% and 34% respectively) but the overall 15% increase in drug offences is **consistent with the 14% increase in drug offences seen nationally**. Drugs are known to be transported into Hampshire via hubs such as London and the West Midlands via road or train, and also via the ports in Portsmouth and Southampton. County Lines (CLs) and Local Drug Networks (LDNs) are driving the heroin and crack markets, whilst Organised Crime Groups (OCGs) primarily supply the powder cocaine market. However, OCG appear to cause little drug related violence in comparison to street level dealing, and drug related harm and violence are more commonly linked to **CLs and LDNs, which continue to drive high harm within communities with their links to weapons, in particular knives, and exploitation of young people.** The number of CLs operating in Hampshire remains high (64 suspected CLs).[99] Despite there being enforcement action against approximately 30 CL line holders or significant members of the networks, a review[100] showed that approximately half had reanimated in some way and continued to operate, so the overall mid to long term impact of the action is low.

There is intelligence to suggest that approximately 40 CLs have exploited young people from Hampshire, and 57% (n90) of National Referral Mechanism referrals for Hampshire in 2020 were raised relating to exploitation or suspected exploitation by drug networks. The exploitation of local youths (rather than those from London) was first identified in 2019, in particular recruitment of young people not previously known to the police or other agencies which creates a challenge for safeguarding and early intervention.[101]

It is suspected that recruitment/grooming occurs via social media and apps and has been exacerbated by the COVID-19 restrictions which have tended to increase the time young people are online for school, work, and to socialise. There is likely to have been less direct supervision as parents may work from home or leave older teens at home unsupervised while they work. There are also suggestions that young people exploited by drug networks go on to become more significant members of that network becoming more involved in serious criminality. The WHO have also noted that the reduction in traditional employment

[98] This breakdown was from iQuanta.
[99] From Police Analyst, Eastern Operational Analysis Team, emailed dated 04/11/21
[100] The review was for 20 lines and not all of them.
[101] Hampshire Constabulary Strategic Assessment 2020/21

opportunities and interruption in schooling due to COVID-19 is likely to increase the number of young people turning to drug dealing to provide an income and thus **exploitation of young people by drug networks is likely to increase**. While 80% of the young people linked to dealer networks via intelligence were male, half of those linked to CLs via Operation Monument[102] were female and unknown or barely known to the police which indicates a **possible hidden risk of females being more exploited by CLs than anticipated**.

5.6 Summary of Complex Needs

Our understanding of the impact of risk factors has developed considerably since we first highlighted risk and protective factors in the 2006/07 Strategic Assessment.[103] There is now an increasing body of national and local research **linking factors such adverse childhood experiences, mental health, substance misuse and poverty to an increased likelihood of a person being at risk of becoming a victim of or perpetrating crime.**

Missing

Going missing puts people at risk of harm, not only from the risk factors that contributed to them going missing, such as poor mental health, but also from exploitation. Young people account for most of the missing incidents, although numbers have been reducing over the last five years. Conversely there has been a **substantial increase in adults going missing (51%, n246) since 2019/20** which is likely to be due to psychological and emotional pressures associated with the COVID-19 pandemic.

Mental Health

People with mental health issues are more likely to become a victim of crime than the general population, particularly in relation to domestic abuse or sexual violence. Emerging research is suggesting that the **pandemic and response** to it, which has left many feeling isolated or without employment, **may be having a significant impact on the nation's mental health.**

Substance Misuse

The **pandemic has resulted in an increase in substance misuse, particularly the consumption of alcoho**l. There have been increases in drug possession and trafficking offences since 2019/20 and no reduction in county lines activity. Conversely, the pandemic is suspected to have increased the opportunities to recruit young people via social media and to criminally exploit them, particularly in relation to County Lines.

Despite this, there were reductions in overall alcohol and drug related ambulance and Emergency Department attendances, driven by a reduction for the 18-24 year old age group and attendances due to recreational use, suggesting a link to restrictions on the opening and capacity of pubs and clubs. There has been a corresponding **reduction in night time economy crime and violence.** However, there were **increases in opiate, antidepressant and benzodiazepine overdoses** which may be related to increases in drug use and declining mental health associated with the pandemic.

Drug and alcohol services adapted their processes to continue to provide a service throughout the pandemic. Despite this, there has been a reduction in new presentations to services, particularly alcohol

[102] Operation Monument is a response to county lines dealing.
[103] SPP Strategic Assessment 2006/07, page 36 and appendix 3

clients. This reduction is unlikely a reflection of need, but more a result of the challenges bought about by the pandemic, such as support being provided online, which would not be suitable for everyone needing support. The **proportion of new presentations with mental health needs increased from approximately 50% to 82%.**

Since the last strategic assessment, the city has made good progress in several key areas, particularly in relation to alcohol related mortality rates for males. However, it is likely that pandemic has and will continue to hinder this progress. **Drug related deaths** and many of the alcohol key indicators such as rates of alcohol-related and specific mortality and admission and mortality from **liver disease for females continue to be areas of concern**, however as these are long-term indicators, it will take a long time for current measures to impact on them and for the true impact of the pandemic to be fully understood.

6. Exploitation & Coercion

By Alice Dickson (Community Safety Research Assistant)

Coercion and exploitation occur where **individuals or groups take advantage of an imbalance of power to coerce, manipulate or deceive** someone into taking part in sexual activity, criminal activity or for financial gain. Offences commonly linked to coercion and exploitation, include trafficking offences, child sexual exploitation, child criminal exploitation, some types of drug offence such as county lines offences, and domestic abuse. This chapter focuses on modern slavery and the exploitation of children. Most the detail for exploitation in Portsmouth is child focused as our local datasets do not provide a breakdown for adults.

6.1 Modern Slavery and Human Trafficking

Modern Slavery and Human Trafficking (MSHT) is a complex crime that covers all forms of slavery, trafficking, and exploitation. Trafficking includes transporting, recruiting, or harbouring an individual with a view to them being exploited. Modern slavery crimes may involve, or take place alongside, a wide range of abuses and other criminal offences such as grievous bodily harm, assault, rape, sexual abuse, labour

exploitation, sexual exploitation, criminal exploitation, and Organised Immigration Crime (OIC). Victims may not be aware that they are being trafficked or exploited and may have consented to elements of their exploitation or accepted their situation. This may make it harder for police, local authorities, or agencies to detect incidents.

In the UK the **most commonly reported form of exploitation is coerced criminality**, where victims are forced to commit criminal offences, with UK nationals as the most commonly identified victim group. Labour exploitation, sexual exploitation and domestic servitude are also commonly identified, but underreported.[104] The National Crime Agency (NCA) found that in 2020/21 **COVID-19 restrictions limited access to certain activities and made them more detectable, thus having an impact on the offenders' profits and causing the offenders to exploit individuals in other ways**. Offenders were also likely to be using victim's details to submit fraudulent claims for state benefits. They also found that lockdowns likely contributed to a **continued rise in cases related to county lines offending**, with potential victims being more visible. Around 14.5% of referrals to the NCA were flagged as county lines in 2020 compared to around 11% in 2019.

In Hampshire, MSHT incidents fell by 8% (n13) from 2019/20; this decrease is likely to be influenced by COVID-19 related lockdowns which have had an impact on opportunity, identification, and recording. Recorded **Adult Criminal Exploitation (ACE), Child Criminal Exploitation (CCE) and labour exploited crime have risen**, whilst sexual exploitation has reduced in Hampshire. **CCE accounts for half the modern slavery crimes in Hampshire** and Hampshire Constabulary predict an increase of MSHT crimes in 2021 once restrictions ease.[105] While there is limited data available for Portsmouth, this is from a different source and has been considered too unreliable to include here. It is recommended that further work is undertaken to establish a consistent picture of MSHT for Portsmouth and Hampshire.[106] 🕮

6.2 The National Referral Mechanism

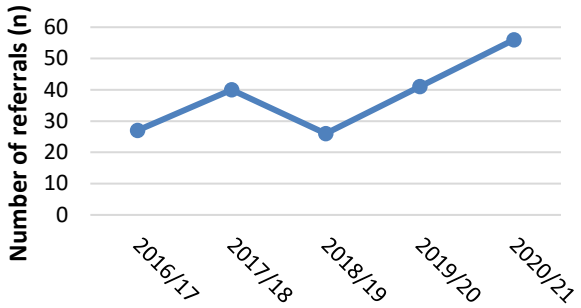
The National Referral Mechanism (NRM) is a **framework for identifying and referring potential victims** of modern slavery **and ensuring they receive appropriate support**.[107]

In 2020/21, 10,613 potential victims of modern slavery were referred to the NRM in the UK, a similar number to 2019/20. The plateau in referral numbers is primarily thought to result from the COVID-19 pandemic and associated restrictions.[108] Of these referrals, 63% (n6, 716) claimed that the exploitation occurred in the UK only, whilst 26% (n2, 722) claimed that the exploitation took place overseas. Overall, potential victims were most commonly referred for criminal exploitation only (34%, n 3,568). **The most common type of exploitation for adults was labour exploitation (21%,** n241), and **for minors was criminal exploitation (51%**, n2,544),[109] which is consistent with local police findings.[110]

[104] NCA: National Strategic Assessment of Serious and Organised Crime 2021
[105] Hampshire & IOW Strategic Assessment May 2021
[106] Data was available on InterAct, but the data for Hampshire was very different and we are aware that data to this website is often uploaded without being checked.
[107] National referral mechanism guidance: adult (England and Wales) - GOV.UK (www.gov.uk)
[108] Modern Slavery: National Referral Mechanism and Duty to Notify Statistics UK, End of Year Summary, 2020
[109] From 1 October 2019, criminal exploitation is recorded separately from labour exploitation. In addition, potential victims can also be recorded as experiencing multiple exploitation types, so apply caution when comparing exploitation type statistics from 2020/21 with previous years as the primary exploitation type is unknown.
[110] A list of commonly reported exploitation type was not provided, this was part of a narrative given by this report.

In Portsmouth, the **total number of NRM referrals for under 18 year olds increased by 37% (n15) from 2019/20**. Figure 7.1 shows that the NRM referrals for under 18 year olds have been increasing since 2018/19.[111] This increase may not demonstrate a genuine increase in incidents, as referrals consist of potential victims, instead it **could demonstrate elements of good practice through early identification and a deeper understanding** of MSHT by first responder organisations referring potential victims to the NRM.[112]

Figure 6.1: Number of NRM referrals under 18: 2016- 2021



6.3 Exploitation of Children

There are two main types of exploitation of children: criminal and sexual. Further definitions for both of these types of exploitation can be found later on in this section.

The pandemic has had a huge impact on at-risk children. The **particularly vulnerable groups identified are**:

- **Looked after children** - disproportionately represented in police contact and more likely to be in the criminal justice system.
- **Unaccompanied children** - although small in number, these children are still at high risk due to lack of support systems in this country and often go missing immediately after arriving.
- **Children- repeat missing** - analysis of repeat missing persons suggest that 35-55% are flagged as child sexual exploitation and child criminal exploitation.

6.3.1 Child criminal exploitation

Child Criminal Exploitation (CCE) occurs when **vulnerable children are targeted to carry out criminal activity**. CCE is a geographically widespread form of harm that is a **typical feature of county lines activity, it does not always involve physical contact; it can also occur through the use of technology**.[113]

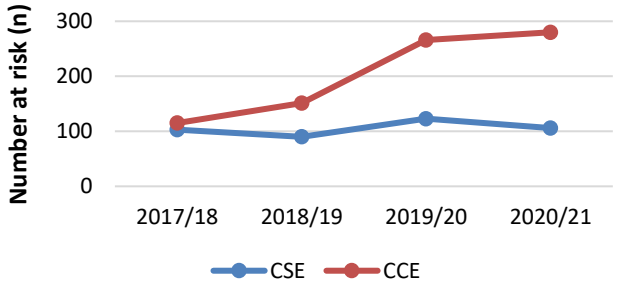
[111] There is no equivalent breakdown for adults.
[112] A 'first responder organisation' is, in England and Wales, an authority that is authorised to refer a potential victim of modern slavery into the National Referral Mechanism, to see a list of the current statutory and non-statutory first responder organisations see the National referral mechanism guidance: adult (England and Wales) - GOV.UK (www.gov.uk)
[113] The Serious Violence Strategy (2018)

The pandemic has created challenges for child protection services, the police, the courts and other frontline services, with changes to working patterns and to the services they provide. Research has found that **COVID-19 restrictions hampered the ability of frontline agencies to risk-assess child exploitation** and exacerbate the potential for county lines exploitation and harm to remain hidden.[114]

In Portsmouth **267 children were considered at risk of exploitation** during 2020/21,[115] this **is a slight increase of 5%** (n12) in comparison to 2019/20[116] (Figure 6.2).

Of those 267 children, **174 were at risk of CCE, a 22% (n31) increase** from 2019/20. This is consistent with increases seen in Hampshire and nationally.

Figure 6.2: Children at risk of exploitaiton: 2017-2021



6.3.2 Child Sexual Exploitation

Child Sexual Exploitation (CSE) is a type of sexual abuse where a **child or young person is exploited and given things like gifts, drugs, money, status, and affection in exchange for performing sexual activities**. Children and young people can often be tricked into believing they are in a loving and consensual relationship. CSE does not always involve physical contact; it **can also occur through the use of technology**. Any child or young person could be at risk of sexual exploitation, not just those who are trafficked into or within the UK. CSE is occurring across the country but **is often hidden, so robust prevalence data is not available.**[117] Children aged 12-15 years of age are most at risk of CSE although children as young as 8 have been identified, particularly in relation to online concerns.

In Portsmouth CSE has reduced, **106 were at risk of CSE in 2020/21.** This demonstrates a **14% (n16) decrease of children at risk of CSE** in comparison to 2019/20 (Figure 6.2), although this is likely to reflect more accurate use of the CSE flag than a reduction in actual cases.[118]

6.4 Summary of Coercion and Exploitation

The use of technology has allowed offenders to continue exploiting online, despite the social restrictions this year. Locally, numbers of **adults and children at risk of criminal exploitation increased and illicit drug use and supply continued to be a main driver for child criminal exploitation**. Conversely, the number of children at risk of child sexual exploitation (CSE) has reduced slightly, which is likely to reflect more accurate use of CSE flags rather than a genuine reduction in those at risk.

[114] The Impact of COVID-19 on Child Criminal Exploitation: Interim research briefing, Oct 2020
[115] This figure includes those children whose risk decreased to a point where their grading was removed, who moved out of area or who turned 18 years of age.
[116] Operational MET Group on children at risk of Child Sexual Exploitation and Child Criminal Exploitation
[117] Child sexual exploitation- Definition and a guide for practitioners, local leaders and decision makers working to protect children from child sexual exploitation.
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/591903/CSE_Guidance_Core_Document_13.02.2017.pdf
[118] Operational MET Group on children at risk of Child Sexual Exploitation and Child Criminal Exploitation

7. Young People at Risk

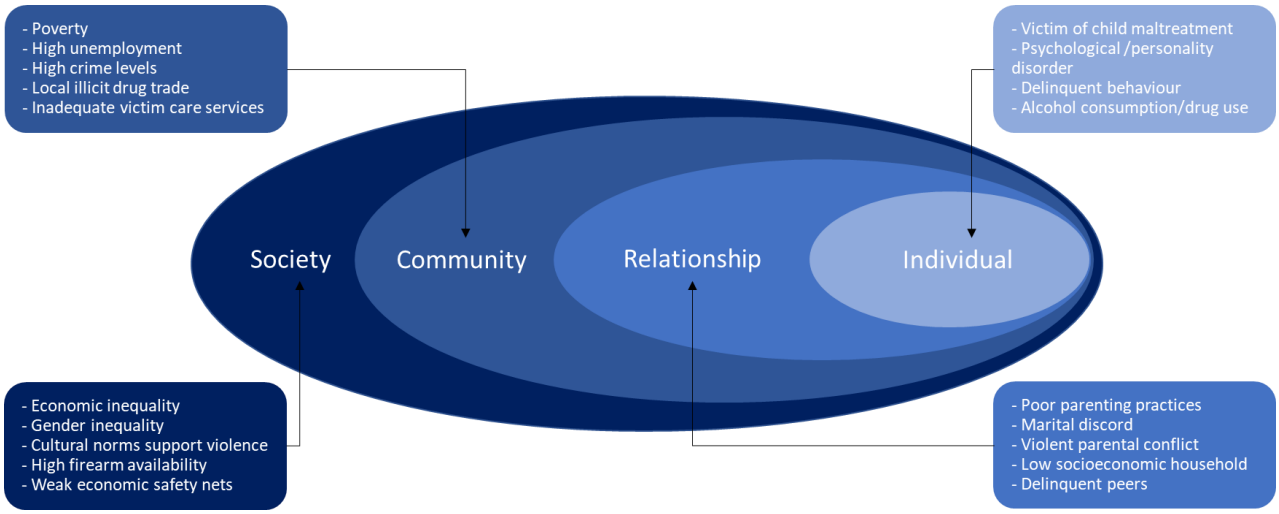
7.1 Risk and Protective Factors

There is **no single factor** that can explain why some young people become a victim or perpetrator of crime (or both), and there are numerous studies exploring various risk and protective factors and their associations with crime. However, there is large body of research suggesting that **the more risk factors experienced, the greater the risk of becoming a victim or perpetrator**. This research has been around for 15-20 years and substantial research was also carried out by the Youth Justice Board in 1996. A more recent example is the study of adverse childhood experiences (ACES).[119] These factors include:

- Emotional, physical, and sexual abuse
- Emotional or physical neglect
- Violence against household members
- Living with household members who were substance abusers, mentally ill, suicidal or imprisoned
- Having one or no parents, or experiencing parental separation or divorce
- Bullying or exposure to community or collective violence.

As part of the Violence Reduction Unit work (see Chapter 11), a number of evidence reviews have been conducted into risk and protective factors for violence. These factors have been set out in an ecological framework to demonstrate how factors at different levels within an individual's life can contribute to that person experiencing violence (Figure 7.1). Each of these factors can be viewed on a continuum with risk at one end and protective at the other, for example when considering parenting, poor parenting practices would be a risk factor whereas good parenting practice would be a protective factor.

Figure 7.1: Ecological framework of risk factors for violence[120]



[119] https://bmcmedicine.biomedcentral.com/track/pdf/10.1186/1741-7015-12-72 and http://www2.nphs.wales.nhs.uk:8080/PRIDDocs.nsf/7c21215d6d0c613e80256f490030c05a/d488a3852491bc1d80257f370038919e/$FILE/ACE%20Report%20FINAL%20(E).pdf

[120] World Health Organisation (2004) Preventing violence. Available at: http://whqlibdoc.who.int/publications/2004/9241592079.pdf

As part of the VRU analysis a number of studies[121] were considered to produce a dashboard of risk and protective factors that have been found to be associated with being a victim or perpetrator of violent crime. Table 8.1 gives a summary of some of the areas where there have been substantial changes, but the full 2020/21 dashboard is available on request.

Table 7.1: VRU Risk & Protective Factors for Violence

	Portsmouth previous year data	Portsmouth 20/21 or most recent data	National 20/21 or most recent data
Hospital admissions due to substance misuse (15-24yrs)[122]	77.2 per 100,000 (16/17-18/19)	71.0 per 100,000 (17/18-19/20)	84.7 per 100,00 (17/18-19/20)
Hospital admissions as a result of self-harm (10-24yrs)	516.8 per 100,000 (2018/19)	532.4 per 100,000 (2019/20)	439.2 per 100,000 (2019/2)
Children on Child Protection Plans[123]	44.3 per 10,000	46.6 per 10,000	42.8 per 10,000
Fixed term exclusions[124]	10.04% (2018/19)	4.41% (2019/20)	3.76% (2019/20)
16-17 year olds not in education employment or training	3.8% (2018/19)	4.2% (2019/20)	2.7% (2019/20)
Number of MARAC cases where a child is linked[125]	259	303	n/a
Unemployment[126]	4.6%	5%	4.9%

It should be noted that for education measures, the year 2019/20 refers to the academic year, and thus a term and a half were impacted by the pandemic, with many pupils at home. This would explain the massive reduction in fixed term exclusions.[127]

7.1.1 Effect of COVID-19 on Young People at Risk

Many of the measures being monitored have been affected by the pandemic and some were not available for 2020/21. The fixed term exclusions are for the academic year 19/20 which runs from September 2019 to October 2020, and thus the summer term would have been impacted and this may account for at least some of the reduction in exclusions. However, the hospital admissions due to substance misuse for 15-25 year olds would not have been affected and this has both reduced from the previous period and is lower than the national average.

Conversely, there have been **increases in unemployment and 16-17 year olds who are not in education, employment or training** which are part of a slightly longer term trend and are likely to have been

[121] See the Strategic Assessment of Crime, ASB, Reoffending and Substance Misuse Update 2019/20 page 26 for list of studies.
[122] Public Health Profiles - PHE
[123] Local authority interactive tool (LAIT) - GOV.UK (www.gov.uk)
[124] Local authority interactive tool (LAIT) - GOV.UK (www.gov.uk)
[125] Local Children's Safeguarding Board performance report 2020/21
[126] Nomis - Official Labour Market Statistics (nomisweb.co.uk)
[127] Please note a change in terminology going forward, fixed term exclusions will be suspensions.

exacerbated by the pandemic. There have also been increases in the rate of children on child protection plans and MARAC cases where there are children in the family.

The pandemic was found to have **exacerbated existing pressures of school and difficulties in accessing support,** with those from low-income families without technology particularly struggling to take part in education. Isolation and school closures left many young people lacking routine, isolated and feeling lonely. A study by Mind found that **young people were often unable to access mental health care because of the restrictively high thresholds** for getting support, and those who were accepted faced a **long wait for help, risking a further decline** in their mental health.[128]

There is more information for young people in the following sections:

- Missing (6.1)
- Impact of COVID-19 on mental health (6.3.3)
- Parental substance misuse (6.4.4)
- Criminal & sexual exploitation (7.3)
- Victim & offender profiles for serious violence (11.2.2)
- Online abuse & exploitation (15.4)

7.2 Young Victims

The CSEW estimates that approximately 10% of young people nationally, aged 10-15 years, had experienced a crime in the previous year.[129] This **percentage increased if parental mental health issues or domestic abuse were identified** as being present in their household, with 16.7% and 16.1% respectively experiencing a crime in the previous year. This is largely consistent with the ACES work although, surprisingly, those living with a parent who was misusing or dependent on alcohol or drugs did not experience a greater likelihood of experiencing a crime.[130]

In Portsmouth, 9% (n1,995) of victims of crimes[131] were young people aged 17 years or under, with an approximately even split of young females and males. This proportion was higher for 'violence against the person offences,' with young people accounting for 14% (n1,294) of victims and once again there was a fairly even split between males and females.

Young people were **disproportionately affected by sexual offences, where 40% of victims were 17 years or younger. Victims of sexual offences were overwhelmingly young women 78%** (n254). More detail can be found in section 9.4.

[128] Home | Mind, the mental health charity - help for mental health problems

[129] For the combined periods of 2016/17, 2017/18 and 2018/19: Childhood vulnerability to victimisation in England and Wales - Office for National Statistics (ons.gov.uk)

[130] Bellis, M. A., Hughes, K., Leckenby, N., Perkins, C., & Lowey, H. (2014). National household survey of adverse childhood experiences and their relationship with resilience to health-harming behaviors in England. *BMC medicine*, *12*(1), 72.

[131] reported and recorded by the police

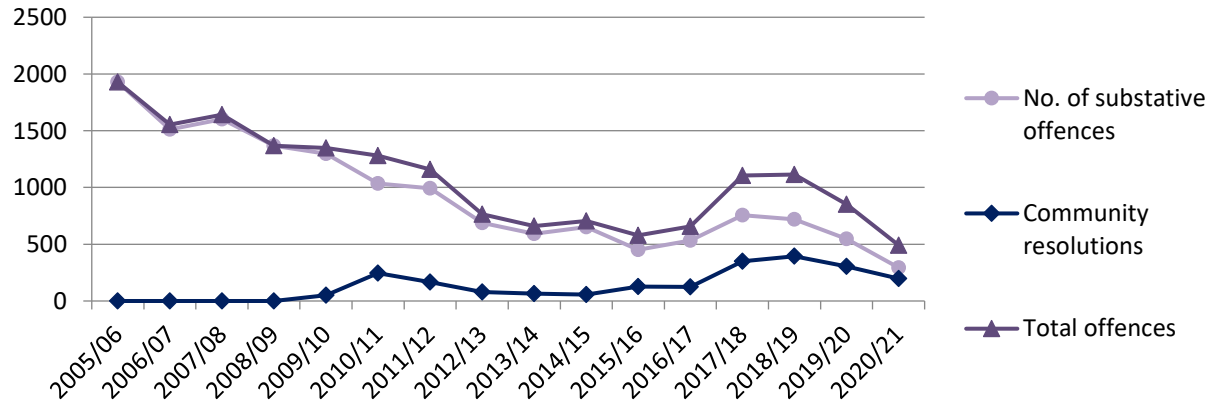
7.3 Youth Offending

Section 7.3 by Richard Adebayo (YOT Analyst) & Sam Graves

The Portsmouth Youth Offending Team (PYOT) works with young people (10-17 years) who have received out of court disposals[132] (such as youth cautions or youth conditional cautions) or have received a court disposal. These outcomes are referred to as substantive outcomes. They also keep records of, and may work with, young people who have received community resolutions. Community resolutions offer an alternative way to deal with less serious crimes without putting a young person through the formal criminal justice process, and to avoid a criminal record. Community resolutions were previously known as youth restorative disposals (YRDs) and require an admission of guilt (as do cautions). This means that the **data in this section only reflects offences committed by young people where there is a substantive outcome or admission of guilt and does not represent all crime thought to have been committed by young people**. The police data will differ, as the full police dataset includes young suspects as well as offenders and also young people who do not live in Portsmouth but committed a crime here.

Data from PYOT showed that there were 492 offences by young people in 2020/21, which is a **42% (n361) reduction since 2019/20 and a continuation of the downward trend seen over the last few years** (a full table showing trends for youth offending can be found in Appendix C). It is worth noting that the initial reductions occurred when the Preventing Youth Offending Project was operating until 2012 when Wessex YOT disaggregated and the YOT function was brought in house. Portsmouth YOT initially received a poor inspection in 2014, and during the initial years, youth offending stabilised and increased from 2015/16 to 2018/19, before reducing.

Figure 7.2: Youth Offending: 2005/06 to 2020/21



Reductions were seen in offences resulting in both substantive outcomes (46%, n254) and community resolutions (35%, n107). This is the **lowest number of offences by young people recorded in the last 15 years** (Figure 7.2)[133] and is **likely partially due to changes in the behavioural patterns of young people**

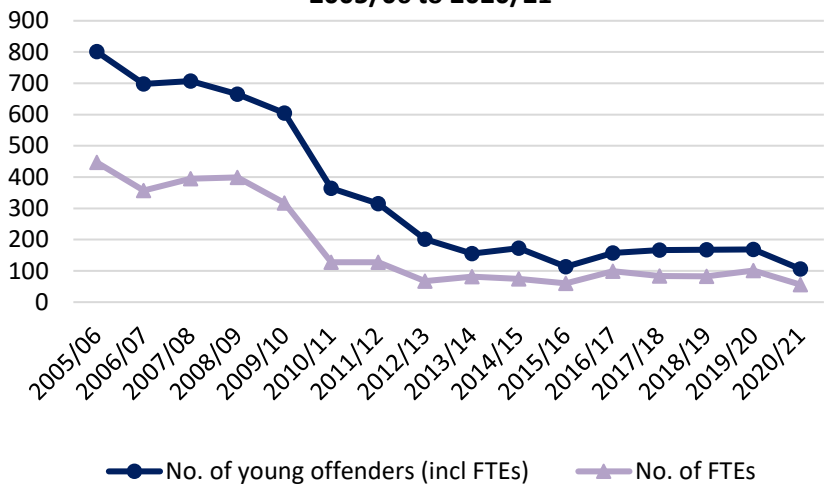
[132] Out of court disposals are a way of resolving an investigation for offenders of low level crime, where the offender admits the offence.

[133] Reductions from 2007/08 are thought to be largely due to the change in policy from bringing offenders to justice to keeping young people out of the justice system where possible.

during the COVID-19 pandemic, although it is a continuation of a pre-pandemic trend. Further analysis by the youth offending team on the impact of COVID-19 is ongoing.📖

There **were 106 young offenders (who received a substantive outcome) in 2020/21, which is a 37% (n63) reduction from the previous year** (Figure 8.3) after a period of stability since 2017/18. This is equivalent to 0.6% of 10-17 year olds in Portsmouth.[134] Fewer young people have been in the youth justice system in the last decade compared to pre-2011/12 levels. This is due to the focus on trying to keep young people out of the system and the increased use of community resolutions (and previously youth restorative disposals) since December 2010) and is consistent with reductions in young offenders and first time entrants (FTEs) nationally over the last 12 years.[135] This period of stability prior to the pandemic may indicate a baseline, whereby under normal circumstances, this is the expected level of young offenders and it may be very difficult to reduce this level further.

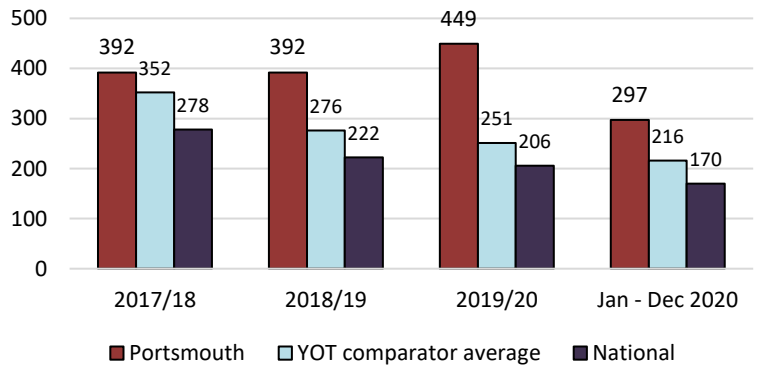
Figure 7.3: Young Offenders & First Time Entrants: 2005/06 to 2020/21



The reduction in young offenders **has been driven by a 45% (n45) reduction in FTEs** to the youth justice system since 2005/06 (Figure 7.3).

FTEs are young people who have received their first substantive outcome during the time period (for this assessment, during 2020/21). Caution should be taken when interpreting this finding, as there **had previously been a 22% (n18) increase in FTEs from 2018/19 to 2019/20** and any reduction is likely to be due to the impact of the pandemic and **unlikely to be sustained over the medium to long-term.**

Figure 7.4: First Time Entrants (rate per 100,000)



The rate of FTEs in Portsmouth has been consistently higher than the national average and our YOT comparator areas (Figure 7.4). [136] The most recent data (for Jan-Dec 2020) showed that Portsmouth had a rate of 297 per 100,000 of the 10-17 population, compared to 216 per 100,000 for our YOT comparators and 170 per 100,000 nationally.[137]

[134] Using the ONS mid-year population estimate of 19,015 for 2020.
[135] youth-justice-statistics-2019-2020.pdf (publishing.service.gov.uk)
[136] YOT Comparators are: Southampton, Plymouth, Sheffield, Peterborough, Derby, Newport, Southend-on-Sea, Wrexham, Bristol & Coventry.
[137] There is some variation between the YJB rates and rates worked out locally. This inconsistency has never been resolved. It

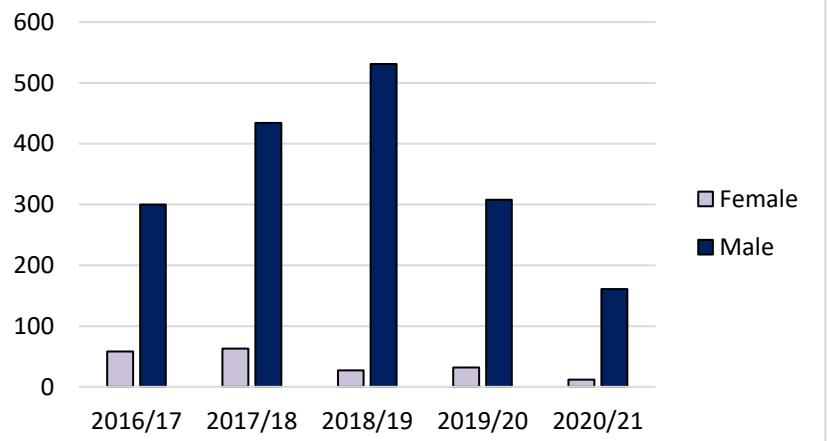
7.3.1 Offences

Some analysis was carried out on substantive offences with court outcomes where offence type was recorded (n173).[138] Offences these outcomes were **largely carried out by young males (93%, n161).**

Offences by young females have been generally reducing over the last five years, and were particularly low in 2020/21 (7%, n12). However, because this analysis does not include cautions or community resolutions, lower-level offences with those outcomes may show a different pattern.

Due to the small numbers this year, analysis has been done for the last six years. As in previous years, the **two most commonly committed offences were violence and theft**, however, the patterns for males and females are different.

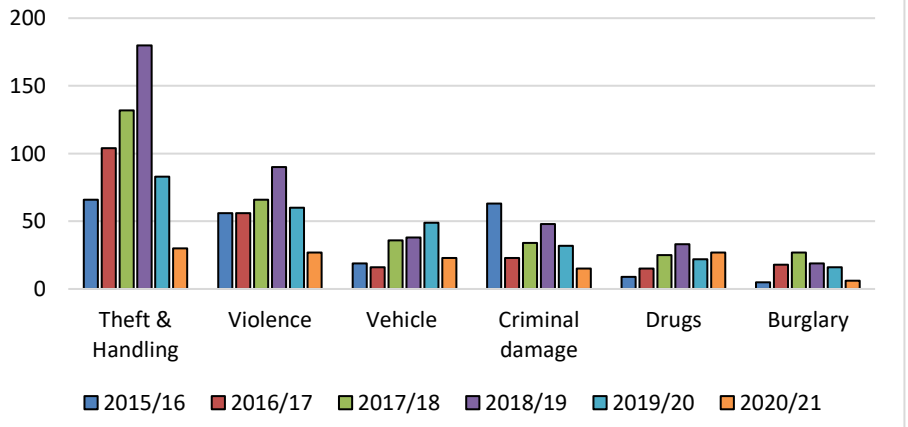
Figure 7.5: Total offences by gender



In 2020/21, the **most commonly committed offences by males were theft and handling** (19%, n30), **violence** (17%, n27) **and drugs** (17%, n27).

Reductions have been seen in most types of offence due to the changes in behaviours associated with the pandemic, but **there was a 23% (n5) increase in drug offences and both possession of a weapon and robbery offences have remained stable**, although numbers remain fairly low (n8 and n7 respectively).

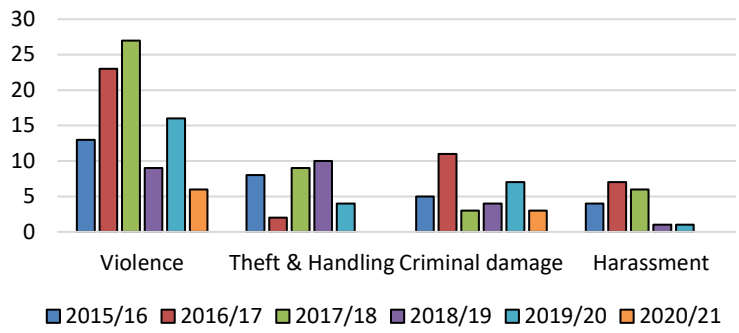
Figure 7.6: Offences committed by young males



is felt that the locally calculated data is likely to be most accurate, but the YJB data allowed comparison with other areas, which is why both are used.

[138] This does not include youth cautions or youth conditional caution outcomes, nor community resolutions.

Figure 7.7: Offences committed by young females



Although there are fewer female offenders, the **most common offences are generally violence and theft and handling.** In 2020/21, there were very few offences and so any trends are not robust. **Reductions were seen for all offence types.**

7.3.2 Reoffending

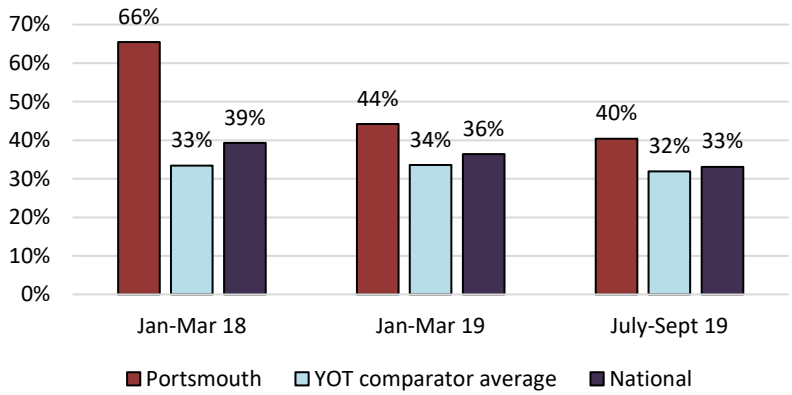
The PYOT is able to locally track the reoffending behaviour of prolific offenders who have committed five or more offences. In 2020/21, 16 out of the 106 offenders, committed five or more offences, with one, in particular, committing 38 offences.[139] This is fewer prolific offenders in comparison with 2019/20, where 33 young people committed five or more offences with the highest offender committing 36 offences.

In 2020/21 offenders committed an average of 2.8 offences. This measure has fluctuated since 2005/06 to 2020/21, increasing as more young people were diverted from the criminal justice system, particularly from 2010/11 and peaking in 2017/18 (see Appendix C).

Portsmouth has consistently had a higher binary rate of reoffenders than the YOT comparators and national average. In this context, the binary rate refers to the proportion of all offenders who have reoffended. This rate had been increasing from 2014/15 until it peaked in 2017/18 and **has been reducing since then.**[140]

The most recent data showed **that 40% of young offenders** in the July-September 2019 cohort had reoffended (23 of 57).

Figure 7.8: Reoffending Binary Rate

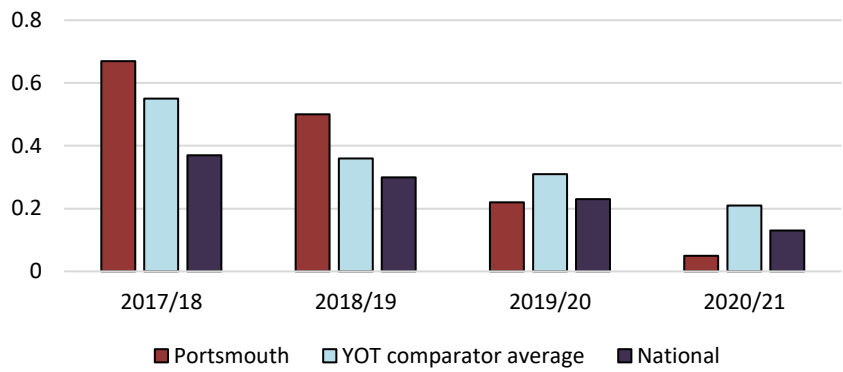


[139] Please note that these figures were delineated based on the outcome dates and not the date the offence was committed
[140] The way this measure was calculated changed a few years ago, from yearly cohorts to quarterly cohorts, so it is not possible to directly compare these rates over the long term.

7.3.3 Custody

The Independent Commission on Youth Crime and Antisocial Behaviour highlighted the high costs of keeping young people in custody and its poor outcomes with a 75% reconviction rate within two years. They recommended as far as possible using other avenues of sentencing. However, they also admitted that in some cases custody is unavoidable, as occasionally a young person's behaviour can be so dangerous that secure accommodation is the only safe option.[141]

Figure 7.9: Custody rates (per 1,000)



The custody rate in Portsmouth has been reducing for the last four years and was 0.05 per 1,000 (n1) of the 10 - 17 years old population in 2020/21. This is now lower than the national average (0.13) and the average for our YOT comparator group (0.21, Figure 7.9) but these rates refer to very small numbers.

7.3.4 Restorative Justice

Restorative justice (RJ) is the process by which those who are harmed by crime are brought into communication with those responsible for the harm in order to help find a positive way forward, providing those harmed by the offence are willing. RJ can be used as part of any type of sentence. The Ministry of Justice (MoJ) commissioned research that showed that RJ reduced reoffending, leading to £9 of savings for every £1 spent on its implementation.[142] It has been present in the youth justice system since 1999,[143] and in 2014 the third Restorative Justice Action Plan was published by the MoJ with the main aim of ensuring that good quality, victim-focused RJ is available at all stages of the criminal justice system.[144]

Locally the PYOT offers restorative justice work in all cases provided there is an identifiable person harmed who is willing to take part. There are two full-time equivalent practitioners undertaking restorative justice practice. The whole of the team is restorative justice conference trained. The PYOT has one restorative justice conference trainer who provides training across the city in conjunction with Portsmouth Mediation Services.

The first wave of the Children's Social Care Innovation Programme awarded funds to several organizations nationally to introduce restorative practices in settings beyond offending youth work. Results were generally positive, but in particular, Leeds Family Values reported statistically significant reductions in

[141] Independent Commission on Youth Crime and Antisocial Behaviour (2010) *Time for a fresh start: a report of the Independent Commission on Youth Crime and Antisocial Behaviour*, page 73
[142] Restorative Justice Council - Summary of MOJ research https://restorativejustice.org.uk/sites/default/files/resources/files/Ministry%20of%20Justice%20evaluation%20of%20restorative%20justice.pdf
[143] Information from Portsmouth YOT
[144] Ministry of Justice (2014) *Restorative Justice Action Plan for The Criminal Justice System for the period to March 2018,* https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/375581/restorative-justice-action-plan-2014.pdf

numbers of children looked after, the number of child protection plans, and numbers of children in need.[145] Restorative practice is now integrated across children's services in Portsmouth.

7.4 Young People's Substance Misuse

The 'You Say' survey is an annual lifestyle survey with pupils from years 8 and 10 in Portsmouth Secondary schools that participated[146]; the most recent survey (2018) captured responses from 1,140 pupils.[147] The next survey is planned for spring 2022. Findings from the survey suggest a **general reduction in alcohol consumption** from 2015 to 2018 (see Table 7.2). When asked about **regular drinking, 6% of year 8s and 21% of year 10s** reported that they had been drunk once or more in the last four weeks.[148]

Table 7.2: Pupils who have consumed a whole alcoholic drink

	2015	2016	2018
Year 8 pupils	31%	29%	24%
Year 10 pupils	65%	61%	57%

The survey also asked about drug use; **the proportion of older pupils (year 10) who have ever used cannabis has increased from 11% in 2016 to 17.5% in 2018; 10% reported that they were regular users**.[149]This is concerning, as cannabis is sometimes viewed as a gateway drug where some users may get access or be tempted to try other drugs through their existing cannabis dealer or users.[150] However, it should be noted that the majority of people who use cannabis do not go on to use other 'harder' drugs.[151]

The **rate of under-18s admitted to hospital for alcohol specific conditions has been on an overall downward trend** since 2009, both locally and nationally. The most recent data for **Portsmouth gives a rate of 23.3 per 100,000, which is lower than the national average of 36.7** per 100,000.[152]

The rate of **15-24 year olds admitted to hospital for substance misuse** reached a peak around 2015, and has **been reducing** since then. The most recent rate was 71.0 per 100,000 which is **lower than the national average** of 84.7 per 100,000.[153]

Where young people require **specialist substance misuse support, this is provided through the YOT, Edge of Care and the Early Help and Prevention Team** (as of April 2017). The Early Help and Prevention Team use a 'team around the worker' model to support young people. There is one full-time and one part-time specialist substance misuse worker who provide direct support to young people and provide support to other workers in the team on this issue. There is support from the Harm & Exploitation service for young

[145] Department for Education (2017) *What have we learned about good social work systems and practice? Children's Social Care Innovation Programme, Thematic Report 1,* http://reescentre.education.ox.ac.uk/wordpress/wp-
[146] Participating schools: Admiral Lord Nelson, Charter Academy, The Harbour Special School, Mayfield, Springfield, St Edmunds, Trafalgar and UTC Portsmouth
[147] 37.5% of eligible pupils.
[148] You Say Survey (2018) Executive Summary
[149] You Say Survey (2018) Executive Summary
[150] House of Commons - Home Affairs - Memoranda (parliament.uk) - From technical paper by J. Witton & S. Mars.
[151] Is marijuana a gateway drug? | National Institute on Drug Abuse (NIDA)
[152] Due to a very small sample size this is averaged over 3 financial years - the most recent data period is 2017/18-2019/20. From https://fingertips.phe.org.uk
[153] For 2017/18-2019/20

people who have a lower-level support need and school nurses play a key role, as does inclusion of these issues in the personal, social, health and economic (PHSE) offer delivered in schools. Each school makes decisions about their PHSE provision, but there should be provision of drug and alcohol information as part of this, and it is recommended that this is checked to ensure it is happening and to enable the partnership to provide support if necessary.[154] 🕮

Numbers of young people in treatment for substance dependency/misuse fell to a low of 16 in 2017/18 from 42 in 2015/16, and numbers remain relatively low; Portsmouth's rate of 142 per 100,000 10-17 year olds **is lower than other similar areas**, with the exception of Southampton (138 per 100,000). It is also lower than the national average of 172 per 100,000 (Table 7.3).

Table 7.3: Rates of young people in treatment.[155]

All in treatment	2019/20 rate	2020/21 rate	n change	% change
Brighton & Hove	400	349	-51	-13%
Plymouth	280	296	16	6%
Bristol	239	173	-66	-28%
Portsmouth	204	142	-62	-30%
Southampton	194	138	-56	-29%
National	262	172	-90	-34%

In addition, just under half of young people left treatment in a planned way (47%, n7), which is much lower than the national rate (79%). **Further research is recommended to explore whether this is a reflection of treatment capacity or demand for service.**🕮

93% (n25) of young people in treatment were dependent on cannabis, which is broadly similar to the national profile. However, 70% (n19) had alcohol listed as a problem substance, which is much higher than the national average (41%). Other substances listed were cocaine and ecstasy, although numbers were very low.[156]

The National Drug Treatment Monitoring System (NDTMS) captures information about vulnerabilities for new presentations but is subject to the same limitations as mentioned above, so four years[157] were combined to give a sample size of 77. This also relies on the caseworker being aware of the issues and so could be an under-estimate.

The **key vulnerabilities for new presentations for drug treatment** were found to be:

- **87% (n67) started using substances early**[158]
- **81% (n62) poly drug use**
- **47% (n36) criminal or anti-social behaviour**
- **44% (n34) needing mental health treatment**
- **32% (n25) witnessed domestic abuse**
- 31% (n24) self-harmed
- 22% (n17) looked after

[154] Check this is still the case.
[155] NDTMS report: Young Peoples Executive Summary
[156] NDTMS report: Young Peoples Executive Summary
[157] 2017/18, 2018/19, 2019/20 & 2020/21
[158] This was not clearly defined by NDTMS and no age was given.

- 19% (n15) Not in Education, Employment or Training
- 14% (n11) sexual exploitation

7.5 Summary of Young People at Risk

There is **no single factor** that can explain why some young people become a victim or perpetrator of anti-social behaviour and/or crime (or both), but **the more risk factors experienced and the fewer protective factors, the greater the risk of becoming a victim or perpetrator**.

National research has found that the pandemic has exacerbated existing pressures of school, particularly for those from low income families without technology, and the **difficulty in accessing mental health support.**

Alcohol use and admissions into hospital for alcohol specific conditions for young people have been reducing over the past five years. The rate of hospital admissions for substance misuse has also been reducing and the number in treatment has remained low since 2017/18. However, those **in treatment were also often found to have vulnerabilities around criminal or anti-social behaviour and mental health or to have witnessed domestic abuse**.

Young people were **disproportionately affected by sexual offences;** 40% of victims were 17 years or younger. Victims of sexual offences were overwhelmingly young women**.** There was also an **increase in children flagged as at risk from Child Criminal Exploitation.**

There have **been reductions in the number of young offenders and in the number of offences** they have committed with substantive outcomes. This has been driven by a reduction in first time entrants to the youth justice system. While very recent reductions are likely to have been partially due to changes in behavioural patterns during the social restriction, the overall long-term reductions are very positive. It may be that levels now are the lowest they can be, and it is likely that numbers may rise again next year as restrictions have lifted.

Despite these reductions, the number of **drug offences committed by young people increased slightly, and robbery and possession of a weapon offences remained stable** (although there were still fewer than ten robberies/possession of a weapon offences). There is also concern about the backlog of court cases, which may lead to an increase in substantive outcomes and FTEs.

8. Adult Reoffending

Addressing reoffending plays a major part when looking to reduce crime, because it presents an opportunity to work with known offenders through supervision, interventions, and enforcement where necessary. A review by the Scottish Government[159] found that **generic interventions are not effective** in

[159] The Scottish Government (2015) *What works to Reduce Reoffending: A summary of the Evidence* http://www.gov.scot/Publications/2015/05/2480/7

reducing reoffending and that desistance is an individualised process. However, research has shown that there are several **factors which have been shown to have a positive effect** on desistance:

- **Key life events** such as marriage and parenthood
- **Strong and supportive relationships** with friends, family, key people in the community and supervisors
- **Practical factors such as stable housing, finding employment**, and becoming integrated into the community
- **Individually tailored approaches**, including interventions to address criminogenic needs.

Hampshire and Isle of Wight Community Rehabilitation Company report on the criminogenic need for the offenders under their supervision. As expected, almost all have issues around thinking and behaviours associated with offending (96%, n607), but there were also high levels of need around attitudes (76.7%, n485), lifestyle & associates (60%, n377), relationships (57%, n361), alcohol misuse (50%, n317), emotional wellbeing (50%, n314) and drug misuse (46%, n293).

Table 8.1 - Criminogenic needs for offenders under supervision in 2020/21

Criminogenic Need	Number	Percent
Thinking & behaviour	607	96%
Attitudes	485	77%
Lifestyle & associates	377	60%
Relationships	361	57%
Alcohol misuse	317	50%
Emotional wellbeing	314	50%
Drug misuse	293	46%
Financial management & income	247	39%
Education, training & employability	206	33%
Accommodation	176	28%
No. of offenders	**632**	**100%**

The following analysis was written by Samara Heppenstall (Performance & Quality Officer, HM Prison & Probation Service) based on Hampshire and Isle of Wight Community Rehabilitation Company (HIOW CRC) service users managed by Portsmouth teams who commenced Community or Suspended Sentence Orders or Post-custody supervision periods between 01/01/2019 and 30/06/2019. As such these figures cannot be co-related to any official published statistics regarding reoffending as they cover a smaller geographical area and a shorter time-span. ***Any figures used in this document should not be published elsewhere.***

In the six-month period between 01/01/2019 and 30/06/2019 **232 service users in Portsmouth City Council (PCC) catchment commenced supervision** under HIOW CRC.[160] Of these 61 committed at least one further offence within twelve months of commencing supervision, giving a **binary reoffending rate of 26.3%**. The total number of reoffences committed in the period was 264 equating to a **frequency rate of 4.3 reoffences per reoffender**. Compared with the analysis for 2017,[161] **the binary reoffending rate has increased** by just over 3 percentage points (from 23%) and **on average reoffenders committed an additional crime** (4.3 from 3.3 reoffences).

[160] Hampshire & IOW CRC ceased operations under the Transforming Probation Programme on 26/06/2021. All adult post court sentence supervision in Hampshire and Thames Valley region is now undertaken by South Central Probation.
[161] Strategic Assessment of Crime, ASB, Substance Misuse and Re-offending, 2016/17

Most (78%, n181) received a community or suspended sentence order; these cases reoffended at a rate of 19% with an average of 2.7 reoffences per reoffender (table 8.2). 20 cases were released from custody terms of greater than 12 months and their reoffending rate was 35% with an average 2.4 reoffences each. **The highest rate of reoffending was again seen in those who were released from shorter periods in custody, where 65% of cases reoffended with an average of 7.7 reoffences.** This is consistent with MoJ research which found higher proven reoffending rates for those receiving short custodial offences than community orders and/or suspended offences.[162] Those released from shorter custody spells had the **greatest proportion of acquisitive offenders at 45%** compared with 35% in those released from longer custodial periods and just under 10% within those on community sentences.

Table 8.2: reoffending rates by sentence type

Sentence Type	Total	Reoffenders	Reoffences	Binary rate	Frequency
Community & Suspended sentences	181	34	93	18.8%	2.7
Custody >12 months	20	7	17	35.0%	2.4
Custody <12 months	31	20	154	64.5%	7.7
Total	**232**	**61**	**264**	**26.3%**	**4.3**

Just under two thirds of those under supervision (64%, n148) had had prior probation experience, while **just over a third (36%, n84) were under probation supervision for the first time.** As expected, **those under supervision for the first time, tended to reoffend less** than those with prior probation experience (binary rate 8%, n7 compared with 36%, n53 respectively) and commit fewer reoffences (1.4 compared with 4.7).

The **majority of those supervised were male (81%, n188) and males reoffended slightly more than females** with a binary rate of 27.1% compared with 22.7% (table 8.3). However, **female reoffenders committed almost three crimes apiece more than their male counterparts.** This may be due to the **greater proportion of women sentenced for theft offences**; acquisitive crime and it's frequent association with substance misuse is very often associated with higher rates of recidivism.

Table 8.3: Reoffending rates by gender

Gender	Total	Reoffenders	Reoffences	Binary rate	Frequency
Female	44	10	67	22.7%	6.7
Male	188	51	197	27.1%	3.9
Total	**232**	**61**	**264**	**26.3%**	**4.3**

Lower rates were recorded for those in employment; 6% (n13) of those in full time work reoffended, with an average of 2.4 offences and 23% (n57) of those in part-time work reoffended with an average of 2.0 offences. 43% (n100) of people commencing their sentence were unemployed and 38% reoffended, with an average of 4.6 reoffences. Of the 19 who were unavailable for work, 32% reoffended with an average of 7.8 reoffences.

Analysis indicates that **housing tenure may be an influential factor** in reoffending in Portsmouth as **higher reoffending rates were seen in those without long-term or secure housing**. The binary rate for those in supported housing was greatest at 42% (11/26) and a frequency of 5.36 and the lowest rate was for those

[162] The impact of short custodial sentences, community orders and suspended sentence orders on reoffending (publishing.service.gov.uk)

in settled accommodation at 26% (39/149) with a frequency of 4.33. For the 17 cases in transient accommodation the binary was 35% and the frequency 3.5.

The rate for **those in social rented housing was 42% (14/33) with 6.71 reoffences** per reoffender; this rate was reduced by half for those in private rental accommodation where the rate was 21% (10/48) and 2.2 reoffences per reoffender. This contradicts the previous statement as social rent tenure tends to be more secure than in the private sector but may be associated with level of income and employment status.

8.1 Summary of Adult Reoffending

Data about those being supervised in the community by probation has shown a **slight increase in the number of people reoffending and in the number of reoffences they commit**.

Most offenders and those who reoffended were male, but the few females who did reoffend were more prolific and this is thought to be due to them committing more theft offences.

Higher rates of reoffending were found for those who were unemployed compared with those in employment, and those without secure housing compared with those who did. Approximately **half of those supervised had additional needs relating to alcohol or drug misuse or emotional wellbeing**.

9. Violence

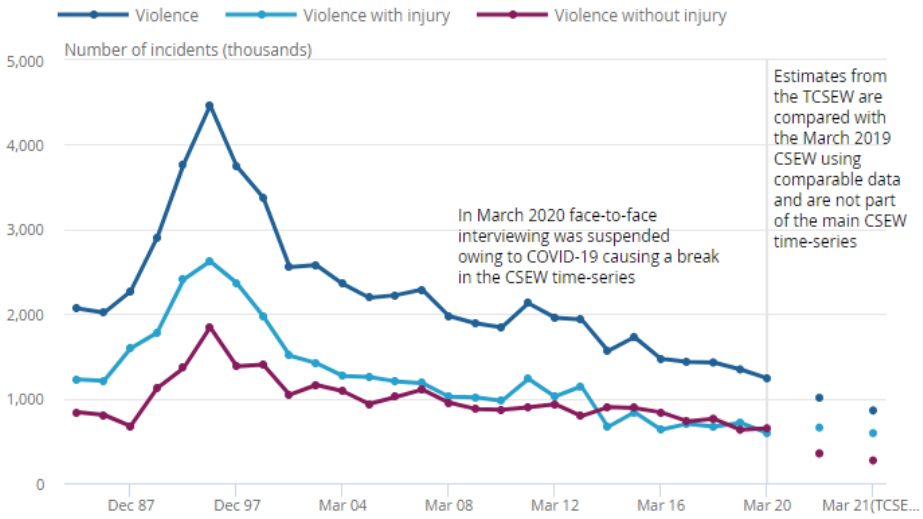
9.1 Overall Violence Trends

The **CSEW has found a long-term reduction in violence nationally since the peak in 1995, although this downward trend seems to have stabilised somewhat since 2016. Although Figure 9.1 appears to show a continuing downward trend, the CSEW has found no significant change between 2020/21 and 2018/19**.[163]

Figure 9.1: Violence reported to the Crime Survey of England and Wales

[163] Crime in England and Wales - Office for National Statistics (ons.gov.uk)

This reduction was also supported by national data from hospital emergency departments, minor injury units and walk-in centres which also saw downward trends between 2010 and 2018.[164] Conversely, there was a substantial increase in police recorded violence nationally following the data integrity report in 2014, which has been largely attributed to changes in recording practice rather than genuine increases in violence. **Police recorded violence has remained stable nationally since 2019/20,** and reduced slightly (by 1%) in the South East and reduced by 5% in Hampshire.[165]

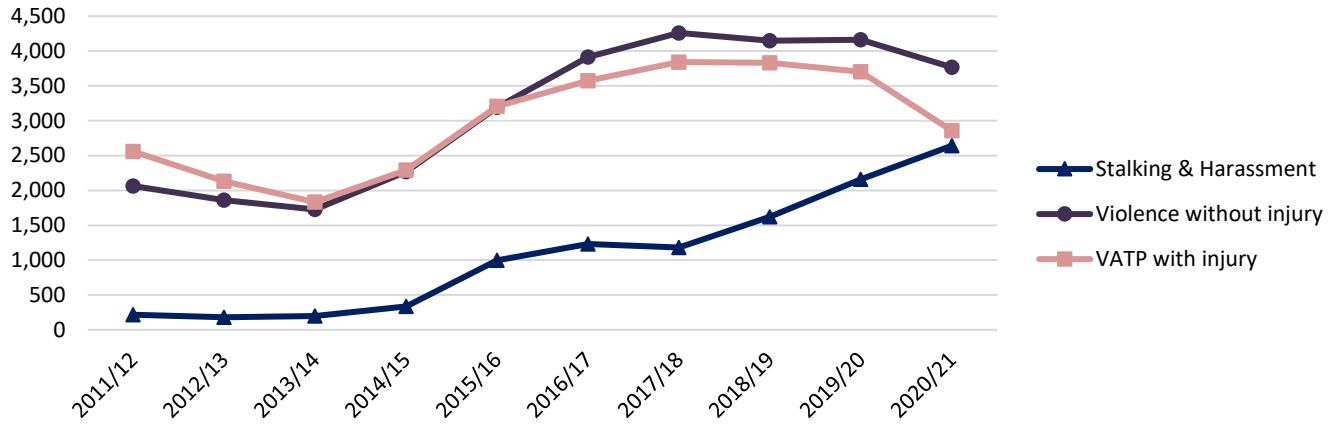


Since the last Strategic Assessment, Portsmouth Hospitals University Trust have begun to provide us with Emergency Department (ED) data for violence and substance misuse related admissions from Queen Alexandra Hospital, although not all assaults were recorded as violence and therefore detailed information is not available for all assaults. **Violence, assaults and alleged assaults requiring a visit to the ED almost halved in 2020/21 compared with the previous year 48% (n302),** although it may be that due to COVID-19, some of these were diverted to walk-in clinics or people self-managed injuries resulting from violence. The exception was for assaults flagged as domestic violence which increased four-fold (n38), however, numbers were extremely low in 2019/20 (n9) and therefore it is more likely that staff are beginning to ask about and record domestic violence more. Even with this substantial increase, only 47 attendances were recorded as domestic violence, which is lower than would be expected, and it is still likely that many incidents are not being disclosed.

There was a reduction in overall violence against the person recorded by the police in Portsmouth (8%, n761) from 2019/20. Figure 9.2 shows the trends for police recorded violence in Portsmouth over the last decade. It demonstrates how overall violence increased substantially after 2013/14, but has been relatively **stable from about 2017/18.** We can be pretty confident that the local increase in overall violence is largely due to changes in recording practices, because **hospital admissions for violence in Portsmouth have been reducing since 2011/12, although the latest two data periods including up to 2019/20 show that admissions have stabilised** at 16.1 per 100,000.[166] This rate is significantly lower than the England average (45.8 per 100,000), which could indicate that a substantial number of violence-related hospital admissions are not being captured by this measure.📖

[164] https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingmarch2019
[165] Recorded crime data by Community Safety Partnership area - Office for National Statistics (ons.gov.uk)
[166] Hospital admissions for violence are numerically small and so are calculated for rolling three year periods. PHE Fingertips

Figure 9.2: Violence in Portsmouth 2011/12 to 2020/21



Within the overall category of violence, different crime types are seeing slightly different trends. The most recent data has shown **a 23% (n846) reduction in violence with injury[167] (VWI) since 2019/20**. This is fairly consistent with the 14% reduction in violence with injury seen nationally and the 18% reduction for Hampshire. There has also been a **substantial reduction in most serious violence, [168] (30%, n58)** which included one homicide offence, which is a greater proportional reduction than the 12% (n107) reduction in Hampshire overall.[169]

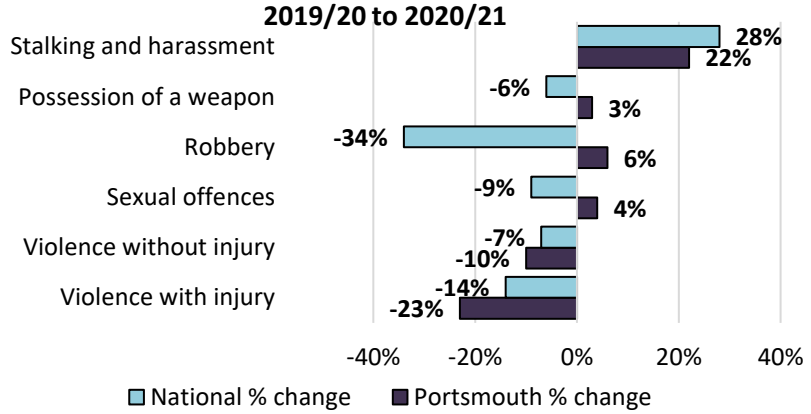
Similarly, there has been a **10% (n396) reduction in violence without injury (VWOI, excluding stalking and harassment)** since 2019/20, comparable with reductions of 9% in Hampshire and 7% nationally. This dataset also showed a 22% (n483) increase in stalking and harassment offences in Portsmouth, compared with increases of 19% in Hampshire and 28% nationally (Figure 9.3).[170]

There have also been **increases in sexual offences (4%, n33), robbery (6%, n17) and possession of a weapon offences (3%, n9).** These increases are notable, although small, as they are **in the context of reductions in most types of crime due to the restrictions associated with the COVID-19 pandemic and**

[167] Actual bodily harm and most serious violence
[168] Mostly wounding offences, but also occasional death by driving offences and homicides
[169] The category of MSV is not available nationally.
[170] Crime in England and Wales - Office for National Statistics (ons.gov.uk)

national reductions in these types of crimes (-9% for sexual offences, -6% for possession of a weapon and -34% for robbery).

Figure 9.3: Percentage changes for violent crimes from 2019/20 to 2020/21



The TCSEW found that **number of people who became victims of violent crime fell by 28% nationally**[171], largely driven by decreases in violence where the offender was a stranger. This is **likely to be as a result of a decrease in violence taking place in public spaces during national lockdown restrictions. Since the overall level of violent offences was stable and there were more repeat victims, it can be inferred that there were increases in repeat victims of domestic violence and violence between acquaintances,** but the TCSEW does not specify the proportional increases for these two categories.

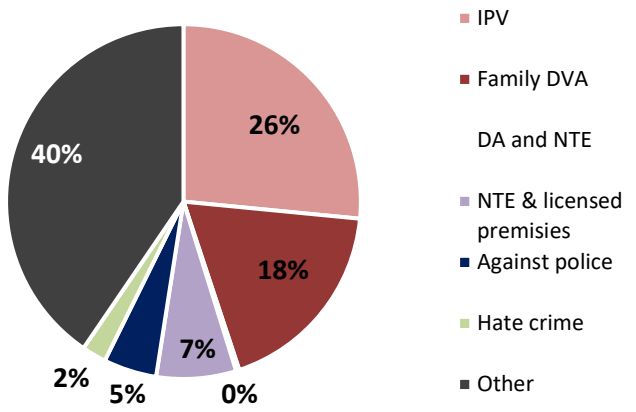
9.2 Drivers of Violent Crime

From a partnership perspective, it is useful to consider the drivers for violent crime to try and address the issue. Analysis has been conducted on violent crimes categorised as assaults[172] since 2010/11.

Figure 10.4 visually represents what we know about the drivers of assaults (n6,252) in 2019/20.

A full table of the numbers and proportions for the drivers since 2013/14 can be found in Appendix D.

Figure 9.4: Most common drivers for assaults 2020/21



This analysis showed that:

[171] Between 2018/19 and 2020/21
[172] Assaults consist of common assaults, actual bodily harm and wounding offences.

- **40% (n2,510) of assaults could not be classified using easily accessible fields**. Research was done in 2011/12 to explore this group of 'other' in more detail[173] and considering the recent focus on serious violence, it is recommended that this piece of work is repeated (see Appendix D for details of the previous research). 🕮

- Most **driver categories have seen a numerical reduction since last year** due to the impact of the COVID-19 pandemic with the exception of **assaults against police officers, PCSOs and other designated officers (who would have been enforcing lockdown restrictions), which increased by 12% (n32)**.

- **Assaults taking place in designated night time economy areas or licensed premises have halved** (-53%, n503) and only accounted for 7.2% of assaults compared with 12.9% in 2019/20. These assaults were the **most impacted by restrictions associated with the pandemic and are expected to rise again as the restrictions ease.**

- **Domestic abuse continues to be the largest known driver of violent crime, accounting for 45.7%** (n2,856) of assaults. Since last year, the proportion of assaults driven by domestic abuse has increased by 5 percentage points (from 40.1%), **although there has been a numerical reduction of 4%** (n120).

- The number of **assaults between current partners has remained stable**.

- The number of **assaults between ex-partners has reduced by 5.4% (n37),** likely due to restrictions on movements during lockdown periods.

- The number of **assaults between family members has reduced by 6%** (n72), largely **driven by a reduction in assaults by parents** (14.2%, n73).

- The number of **assaults flagged as hate crime** (race / religion / disability / sexual orientation / gender identity **has reduced by 18% (n30)**. **The most commonly reported type of hate crime is that associated with race, religion or faith** (n100), and this has reduced by 15% (n18) since last year. Very few crimes are reported for hate crime associated with gender identity, sexual orientation, mental health or disability, but it is recognised that the crimes reported to the police are not likely to reflect the true picture of hate crime in the city.

- **10% of assaults involved weapons**, which is the same proportion as last year, although this represents a numerical reduction of 16% (n113). **The most common weapon category was non-bladed weapons (6%, n382 of all assaults),** followed by bladed weapons (2.5%, n158) and glass (1%, n59). There were 9 assaults involving a firearm, although it appears that any offences involving a discharge were BB guns, and this category also includes 'stun guns' and CS gas or being 'pistol whipped.'

It is important to recognise that assaults taking place within the family home are known to be under-reported and the **periods of lockdowns may have made it even harder for people to report assaults,** so the reduction of assaults by parents may not be a true reduction, and likewise inter-personal violence may have increased but not captured in this dataset. Furthermore, it has been suggested that Adolescent to Parent (APV) violence may have increased substantially, although only an additional 14 assaults of this type were recorded (a 5.5% increase), but again this is though to be under-reported.

[173] SPP Briefing note dated 31/01/13 *Findings from the first stage of the 2011/12 violent crime analysis*

Across all assaults (regardless of driver), **10% (n627) of victims were young people** aged 10-17yrs (this age group make up approximately 8% of the population in Portsmouth). Although offender details were not available for many of these offences (90%, n567), where details were available about the offender, 33% (n20) were also aged 10-17yrs and 67% were over 18 (n40). Although **offender details are not known for 86% (n5,381) of assaults**, where they are known, **13% (n109) of all assaults were also committed by young people aged 10-17yrs.** These proportions for young victims and offenders are broadly similar to last year.

The current data set from the police only includes offender details, and not suspects, which means that the offender analysis may not be representative of those committing the offences, only those where there is evidence to charge, or the offender has received a caution or community resolution. It is recommended that suspect / subject details are requested for future research.📖

9.3 Domestic Abuse

Domestic abuse continues to be a priority for the SPP and is monitored by a specialist domestic abuse strategy group as it remains the most common driver for assaults (46%, n2,856), and **accounts for 18% of all crime** in Portsmouth. **Crimes flagged as domestic abuse have continued to increase**, even when overall crime and violence are reducing. The impact of domestic abuse on both the victim/survivors and their family is also recognised.

Domestic abuse can cause immediate physical and emotional harm to victim/survivors but also has wider consequences for them and other family members. These consequences can include loss of opportunity, isolation from friends, poor physical and mental health, and detrimental impact on employment.[174] Domestic abuse is a commonly quoted reason for homelessness in women.[175] Many children are exposed to domestic abuse and violence at home and are denied a safe and stable home environment. 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.[176] The impact of domestic abuse on very young children is often under-estimated and the impact on school age children could affect their ability to achieve.[177] **Low educational attainment and unsecure family environments are risk factors for young people.**

Domestic abuse is thought to cost Portsmouth services around £13.5 million per year. This includes costs of about £6 million to health services, £3 million to the criminal justice system (excluding police), £2 million to the police, £1 million to children's social care and £600,000 to local authority housing services.[178] **Most of these costs incurred are reactive costs** and not part of a co-ordinated response to address domestic abuse and as such will do little to prevent new experiences or repeat victimisation. **Specialist support services such as IDVAs and MARACs have the greatest impact in reducing repeat incidents and prevention**.[179] Raising awareness about how to identify and respond to domestic abuse for both the

[174] 21% of women who reported domestic abuse in the self-completion module of the 2001 British Crime Survey took time off work because of the abuse and 2% lost their jobs (Walby & Allen, 2004).
[175] 40% of homeless women stated domestic violence was a contributor to their homelessness (Cramer & Carter, 2002).
[176] Unicef 2006 *Behind Closed Doors: The impact of domestic violence on children.*
[177] Byrne & Taylor (2007) *Children at risk from domestic violence and their educational attainment: Perspectives of education welfare officers, social workers and teachers.*
[178] Graves, S. (2015) The cost of domestic abuse in Portsmouth - available from csresearchers@portsmouthcc.gov.uk
[179] Wickson, J (2016) The Cost of Domestic Abuse: the financial cost to Local Government. *Briefing note brought to the Safer &*

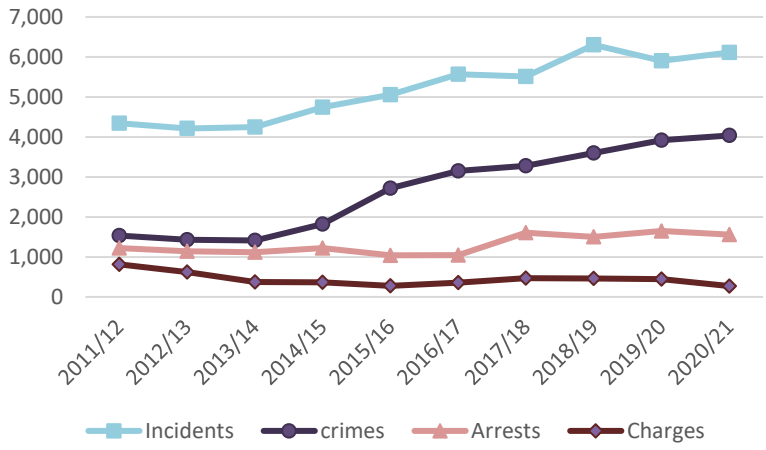
general public and all front-line staff as part of a co-ordinated community response is important from an early intervention perspective.

9.3.1 Police Recorded Domestic Abuse Offences

It was anticipated that lockdown measures to prevent the spread of COVID-19 were likely to increase the volume and severity of domestic abuse and violence for some people. This is due to the physical situation of families being at home together 24/7, and also due to the emotional and financial stressors which are known to be exacerbating factors. It was widely reported that Refuge had seen substantial increases to their national helpline and traffic to their website which supported this. However, increases to police recorded incidents and crimes locally were smaller than expected.[180] This is contrary to data from the National Domestic Abuse hotline which found substantial increases in calls, but is consistent with a report analysing domestic homicides and suspected victim suicides which found small but not significant increases.[181]

During 2020/21, 6,113 domestic abuse incidents were reported to the police, a 4% (n208) increase from 2019/20 (Figure 9.5). Of these, 4,036 (66%) were recorded as crimes (of all types) which is a **3% (n114) increase, compared with increases of 7% in Hampshire[182] and 6% nationally**.[183] The increase in incidents and crimes is likely to be driven by a peak in July 2020 (Figure 9.6). This coincided with the easing of lockdown measures when people may have had more freedom to seek help, but previous data has also shown that there is usually a peak in the summer months.

Figure 9.5: Domestic abuse reported to the police: 2011/12 to 2020/21



Stronger Communities Board (12 September, 2016).

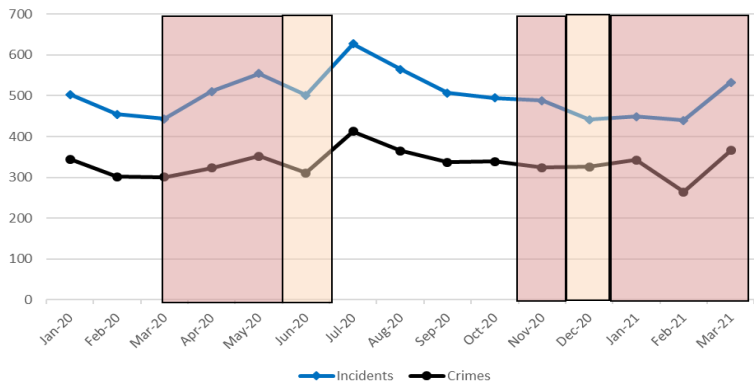
[180] https://www.refuge.org.uk/25-increase-in-calls-to-national-domestic-abuse-helpline-since-lockdown-measures-began/ and https://www.refuge.org.uk/refuge-sees-calls-and-contacts-to-national-domestic-abuse-helpline-rise-by-120-overnight/

[181] Vulnerability Knowledge & Practice Programme (2021) *Domestic Homicides and Suspected Victim Suicides During the COVID-19 Pandemic 2020-21.*

[182] Hampshire Constabulary Strategic Assessment 2020/21

[183] Crime in England and Wales: year ending March 2021 - Office for National Statistics (ons.gov.uk)

Figure 9.6: Police recorded DVA and COVID-19 lockdown/restrictions



Comparable data for other areas is not available yet for 2020/21, but in 2019/20 Portsmouth's **rate of domestic abuse crimes and incidents** combined was 27.5 per 1,000 population, which is **higher than for Hampshire and nationally (**18 per 1,000 and 23 per 1,000 respectively).[184] The rate of domestic abuse related crimes was 18.2 per 1,000, which is again higher than Hampshire (12 per 1,000) and nationally (13 per 1,000).[185]

The **proportion of arrests leading to a charge has reduced substantially from 27% in 2019/20 to 17% in 2020/21** (see Figure 9.5). There were 271 charges in 2020/21, which is a 39% (n174) reduction since 2019/20 but this is three times fewer charges than in 2011/12 (n814). This is in the context of an increase in DVA incidents and crimes. The impact of COVID-19 on cases going to court is likely to have influenced the decisions to charge perpetrators. There has been a fluctuating trend for successful outcomes of DVA cases in court, but this proportion has remained above 70% for the last seven years. However, **the number of cases heard in Hampshire has almost halved over the last couple of years from 1,070 in 2018/19 to 564 in 2020/21**. While some of these reductions are likely to be a consequence of the pandemic, the reductions began in 2018/19 so further investigation of this reduction in charges and cases being heard is recommended.📖

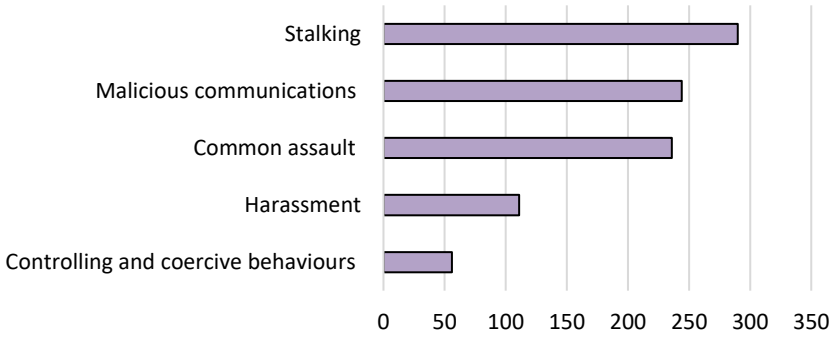
While we do not have CPS data specifically for Portsmouth, since the Specialist Domestic Abuse Court was discontinued, and there are other variations between police and CPS data,[186] we can give an estimate of attrition by assuming that the 78% rate of successful outcomes applies to Portsmouth and applying this to the number of charges. This would equate to only an **estimated 5% of domestic abuse crimes resulting in a successful court outcome**. **This is the lowest proportion in the last decade (the average for the decade was 12%)** and is largely due to the reduction in crimes resulting in a charge. It is recommended that the partnership investigate this further to ensure that victims are getting the support and outcomes that are important to them. 📖

[184] Calculated from the performance data received from Hampshire constabulary.
[185] Figures for Hampshire and England & Wales were downloaded from the ONS data tool: Domestic abuse in England and Wales - Data Tool - Office for National Statistics (ons.gov.uk)
[186] See: Graves, S. *Domestic Violence & Abuse Monitoring Framework: 2020/21 for more detail.*

9.3.2 Analysis of Police Recorded Domestic Abuse Crime Data

82% of offences flagged as domestic abuse were violence; 55% (n2,266) were violence without injury and 27% (n1,095) were violence with injury. **The proportion of violence without injury has increased from 45% (n1,353) since the 2016/17** Strategic Assessment. This increase has been **driven by substantial increases in stalking** (2636%, n290 - **there were only 11 offences previously**), malicious communications (152%, n244), common assault (26%, n236), harassment (63%, n111) and engaging in controlling & coercive behaviour (143%, n56)(Figure 10.7).

Figure 9.7: Increases in offences flagged as domestic abuse (2020/21)

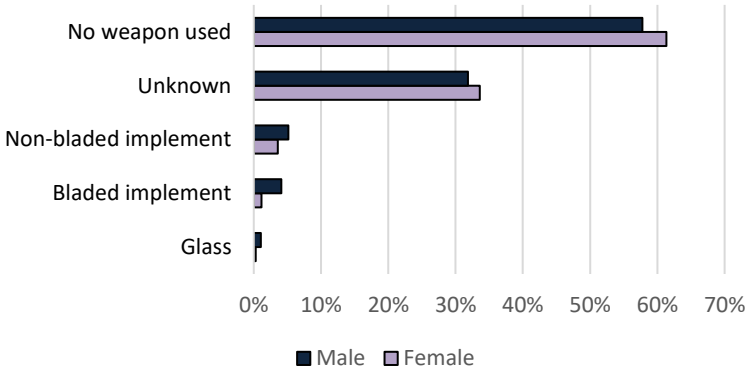


The increases in stalking and harassment offences are likely to be at least partially due to improved recognition of these offences rather than genuine increases in this type of crime.

The proportion of violence with injury offences has reduced but the number of these offences has remained fairly stable (n1,008). **Sexual offences have increased from 3% (n80) in 2016/17 to 5% (n200)** in 2020/21, historic offences accounted for about 40% (n49) of this increase.

In 2020-21, there were fewer than five occurrences of honour-based violence reported to the police (HBV). HBV is substantially under-reported, and it is not possible to know without further research, whether this is a particular issue for the city.📖

Figure 9.8: Weapons involved in domestic abuse offences 2020/21



Most offences flagged as domestic abuse did not involve weapons (83%, n3830). Where the victim was male, 10% (n126) of offences involved a weapon; the most commonly involved weapon was a non-bladed[187] one (5%, n63), followed by a bladed weapon (4%, n50).

Where the victim was female, 5% (n139) of offences involved a weapon, and the most commonly involved weapon was a non-bladed one (4%, n99).

[187] Non-bladed weapons are often items not designed as weapons and range from things like tools or bats to household items which are grabbed and used in the spur of the moment.

The most **common relationship between the victim and perpetrator of domestic abuse offences is ex-partner** (Figures 9.9 & 9.10); which accounted for 45% (n1240) of offences where women were the victim and 38% (n461) where the victim was a man. For **female victims, their partner was the most second common relationship** (30%, n838) followed by a family member (19%, n537). For male victims, there were equal proportions of offences by partners (28%, n345) and family members (28%, n346).

Figure 9.9: Relationship for female victims

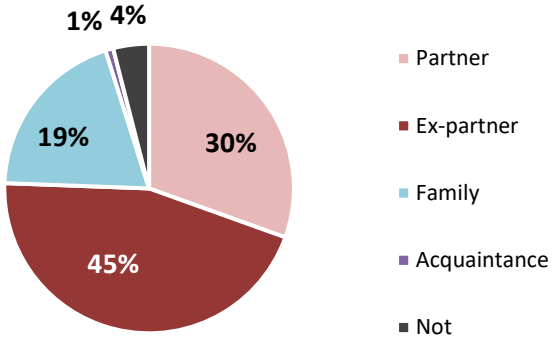
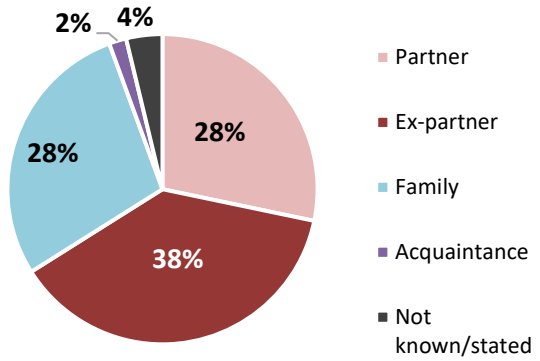


Figure 9.10: Relationship for male victims



The Hampshire Constabulary strategic assessment reported that child-to-parent violence and abuse is believed to have intensified during lockdown periods, but no analysis was provided, and it was noted that parents were less likely to report violence and abuse from their own children, so this is likely to have been under-reported to the police.[188]

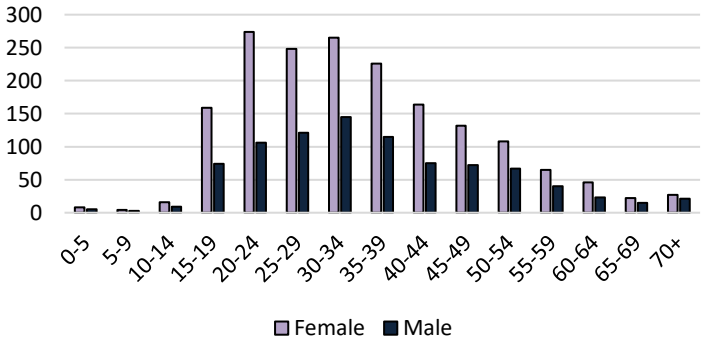
9.3.3 People Experiencing Domestic Abuse

Where victim details were recorded by police, **two thirds of offences were against women** (67%, n2,759). There has been a **gradual increase in the proportion of offences against males over the past few years** from 20% in 2013/14 to 27% in 2016/17 and 30% in 2020/21. This could reflect better identification of co-perpetration or male victims, male victims having more confidence to report incidents or an increase in retaliatory accusations; it is not possible to ascertain this from the dataset.

There were details for 2,676 victims in 2020/21 and 66% (n1764) were female. The peak age groups for female victims were 20-24yrs, 25-29yrs and 30-34yrs, while the peak age group for male victims was 30-34yrs.

Most victims (72%, n1916) reported one domestic violence crime to the police during 2020/21. 19% (n496) reported two, and 6% (n153) reported three crimes. A small

Figure 9.11: Domestic abuse victims by age (2020/21)



proportion (4%, n111) reported four or more crimes.

The most concerning finding is the **continued increase in repeat victims; in 2014/15, 210 victims reported more than one offence, 444 in 2016/17 and 760 in 2020/21.** It has been suggested that this is due to an increase in historic crimes being recorded when they are disclosed along with current offences and this hypothesis was investigated. There has indeed been a large increase in historic offences; there were 325 historic offences in 2020/21 which is a 183% (n210) increase since 2016/17. This **increase in historical offences does account for part of the increase in repeat victims** (in 2016/17 there were 27 repeat victims who had also reported historic offences, and this rose to 114 in 2020/21). However, **taking this into account, there has still been a 55% (n229) increase in repeat victims since 2016/17** (rather than the 71%, n316 including historic offences.).

Just under three quarters of repeat victims were female (74%, n566) although male repeat victims experienced the same average number of offences as females (2.7). **This repeat victimisation rate should be taken as a low estimate** because this does not take into account reported incidents or crimes reported to the police in previous years. It also doesn't include incidents reported to other agencies or not reported at all. We know from previous research that domestic abuse is under-reported.[189]

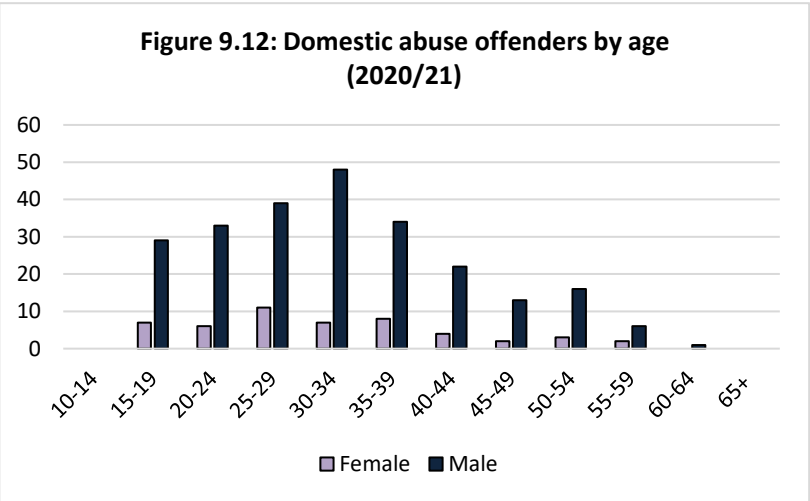
9.3.4 People Who Perpetrate Domestic Abuse

While we have good data about victims, we only have data about offenders (mostly perpetrators who have been charged with an offence) rather than suspects or subjects. This means that this analysis is only for the 375 offences where offender details were recorded by the police.

There were 291 offenders in 2020/21 and the **majority were male (83%, n241).** The **peak age group for males was 30-34yrs**, while there was no peak age for female offenders.

Most offenders (79%, n230) committed one known domestic abuse offence, 16% (n47) committed two and 5% (n14) committed three offences. However, **this will be a low estimate, because this does not include offences where they were suspects or subjects, or incidents that were not recorded as crimes.**

Figure 9.12: Domestic abuse offenders by age (2020/21)



[189] Flatley et al (2010) *Crime in England and Wales 2009/10: Findings from the British Crime Survey*. Home Office Statistical Bulletin

9.3.5 Summary of Domestic Abuse Data from Other Agencies[190]

Medium and high risk referrals to domestic abuse services both increased from the previous year (36%, n251 and 16%, n115 respectively), although the medium risk referrals began to increase before the COVID-19 pandemic began as a result of changes to police processes. Saliently, **the proportion of referrals who were then engaged by for both services was higher in Q2 than the other quarters, supporting the theory that people may not have been able to seek help during lockdown periods** and were more able to once restrictions were eased. Where services users are accessing and engaging with medium, high risk and Refuge support, these services are helping most clients to reduce their risk (approximately 90%).[191]

Furthermore, despite the increase in repeat perpetrators, **provision for perpetrators has been lower than usual**. Cautions with a requirement to attend CARA[192] workshops were not dispensed in the first two quarters of 2020/21 and numbers of DAPOs/DAPNs [193]remained relatively low (19 DAPNs and 18 DAPOs). Up2U provision was not provided in the first quarter, which meant only six clients completed the programme, although the number of clients completing in a year has been fewer than ten in the previous couple of years due to capacity, the assessment criteria and the length of the programme.

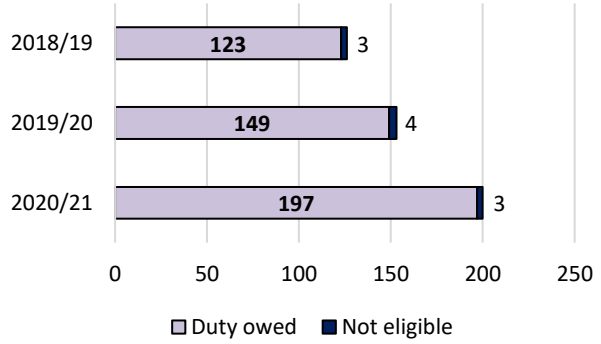
9.3.6 Domestic Abuse and Statutory Homelessness

By Sayma Begum (Domestic Abuse Analyst)

Victims of abuse may become homeless if they flee their homes and are unable to return due to risk of further abuse. Under the Domestic Abuse Act 2021, victims of abuse will automatically be considered a priority need,[194] and no longer need to prove they are vulnerable. PCC Housing Service received **200 homeless applications due to domestic abuse in 2020/21, which is a 31% (n47) increase** from the previous year and a continuation of an upward trend over the past three years (Figure 9.13). This accounted for 9.8% of all homeless applications (Figure 9.14).

However, it is important to note that this **does not include those who have been supported in a refuge**, even though victims residing in a refuge are considered legally homeless. Rather, these contacts are recorded as an 'approach' to Housing Needs and are not categorised by reason for the approach. Thus, the homelessness application data does not provide an accurate representation of domestic abuse victims experiencing homelessness and capturing 'approaches' that are domestic abuse related is recommended.📖

Figure 9.13: PCC Homeless Applications



[190] This is an extract from the Domestic Violence & Monitoring Framework (2020/21) report which gives more detail about the demand and provision of services in Portsmouth.
[191] Domestic Violence & Monitoring Framework (2020/21) report
[192] Caution and Relationship Abuse workshops provided by Hampton Trust
[193] Domestic Abuse Protection Order / Domestic Abuse Protection Notice
[194] A priority need is a criteria that Local Authority Housing Needs will look at to determine if a homelessness application is accepted.

9.3.7 Domestic Abuse: Safe Accommodation

By Sayma Begum (Domestic Abuse Analyst)

The Domestic Abuse Act 2021 places a statutory duty on Tier 1 Local Authorities to ensure there is support for victims and their children that are in safe accommodation. Safe accommodation *includes refuges, dispersed accommodation, sanctuary schemes/properties that have received enhanced physical security and other forms of accommodation such as respite rooms or managed moves*.[195] [196]

No data has been provided by VIVID (social housing) and PCC Housing Service, and limited data from Abri (social housing) with regards to the **number of DVA managed move applications or properties that have been target hardened/received enhanced physical security**. People living in these types of safe accommodation may also require additional support, but it is **not possible to assess the level of demand** due to the lack of data. Services can refer to the Blue Lamp Trust, who can provide safety checks and target hardening measures. There were 271 DVA referrals to the Blue Lamp Trust in 2020/21, an 18% (n58) reduction from the previous year, however, the total number of referrals reduced overall, most likely due to the impact of COVID-19. Therefore, the proportion of referrals for DVA increased by 12 percentage points from 15% in 2018/19 and 2019/20 to 27%.

Table 9.1: Referrals to Portsmouth Refuge

	2019/2020	2020/2021
Accepted referrals	54	89
Declined referrals	75	39
Total referrals	**129**	**128**

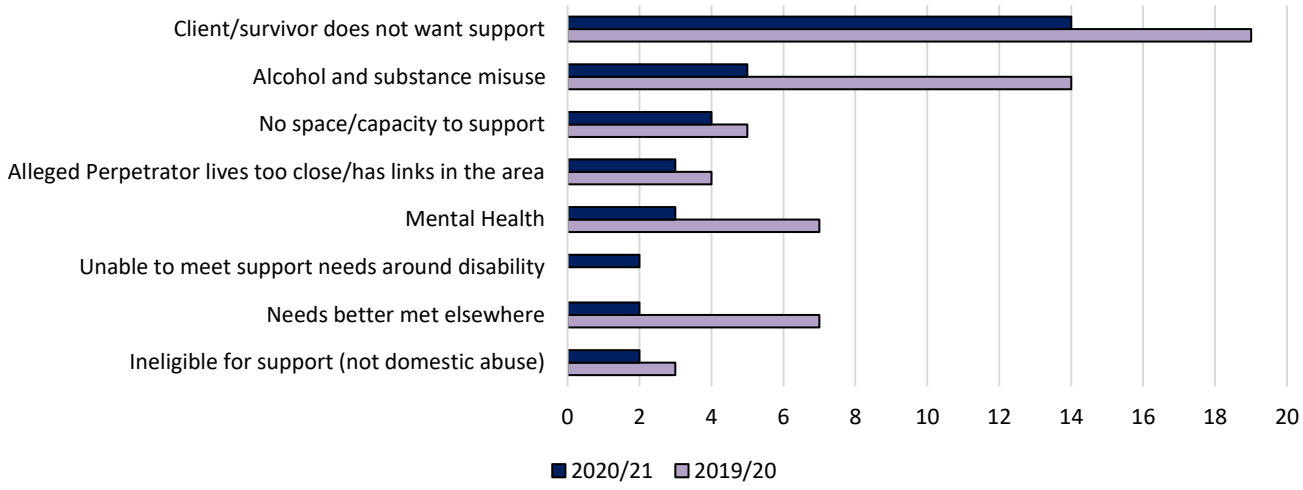
There were **128 referrals to Portsmouth Refuge** in 2020/21, which is similar to the number received in 2019/20 (n129) indicating that **the demand has not increased**. The number of declined referrals however was less in 2020/21: 23% (n39) compared to 58% (n75) in 2019/20. The number of **declined referrals is likely to be an underestimate as data only includes referrals that have been processed**. Services may call Refuge to query whether a victim with certain needs is able to access Refuge. If it is known that Portsmouth Refuge is not able to offer a place due to their needs, then a referral will not be processed, and the call would not be recorded within the declined dataset. This is more likely to concern victims who have no recourse to public funds (NRPF), have substance misuse issues or a high-level disability / mobility issue requiring wheelchair access or ground floor access, as Portsmouth would not accept these referrals.

During the pandemic, an additional 5 rooms was commissioned in July 2020 allowing for more capacity. Despite this, declined referrals due to lack of capacity was similar for 2020/21 (n4) and 2019/20 (n5) and did not impact the increase of accepted referrals. **Most referrals were declined because the client no longer wanted support (11%, n14,** see Figure 9.14), although the specific reasons were not recorded, and it is recommended that this information is recorded.📖

[195] Statutory guidance provided alongside the legislation has detailed the definition of safe/relevant accommodation - 'Delivery of support Survivors of Domestic Abuse and their Children in safe accommodation' https://www.gov.uk/governmeisnt/publications/domestic-abuse-bill-2020-overarching-documents

[196] A managed move is where someone in a council or housing association property is moved on the basis that they are not safe in their current accommodation.

Figure 9.14: Reasons for refuge referrals to be declined



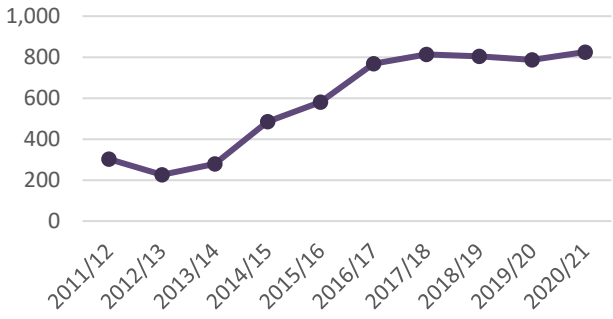
Residents accessing the Portsmouth Refuge were most likely to be between 25 and 44 years (38%, n34), White (80%) and heterosexual (92% - although none were recorded as gay/lesbian). They were most likely to have come from the South East (66%, n59), with 38% (n34) from Hampshire (including Portsmouth: 9%, n8, Southampton: 9%, n8 and Havant: 6%, n5). **Whilst most residents are not from Portsmouth (91% (n.81),** data provided indicates that people seeking refuge are more likely to flee to areas that are relatively close by, perhaps to remain close to their friends and family.

Case studies from the *Domestic Abuse Safe Accommodation Needs Assessment October 2021* (Section 13) evidence that there are additional barriers faced by victims with protected characteristics and complex needs. The Portsmouth Refuge does not currently accept male victims, victims who have a high level of mobility need/disability such as wheelchair access or access to facilities on the ground floor, NRPF/Limited leave victims or those with a substance misuse issue. This often results in victims being placed in unsuitable accommodation that does not meet their level of need. In some cases, this results in victims being unable to flee or returning to their abusive perpetrator.

9.4 Sexual Offences[197]

819 sexual offences were recorded by police in 2020/21, which is a **4% (n33) increase from the previous year and part of a continuing upward trend** since 2014/15 (Figure 9.15). This increase has occurred despite reductions in many types of offence due to restrictions on socialising during the COVID-19 pandemic and sexual offences recorded nationally by the police reducing by 9%[198] and reducing by 6% in Hampshire overall.[199] Temporal

Figure 9.15: Sexual offences (2011/12 - 2020/21)



[197] A sexual offence is an act of physical, psychological or emotional violation in the form of a sexual act, inflicted on someone without their consent.
[198] Crime in England and Wales - Office for National Statistics (ons.gov.uk)
[199] Hampshire Constabulary Strategic Assessment 2020/21

analysis revealed that levels of sexual offences were highest from June to September, which coincided with easing of social restrictions and very good weather.

Almost a third of reported sexual offences (31%, n254) were historic, occurring from 1961 up to the previous month to this data period. This is **quite a high proportion in comparison to previous** years (9% in 2016/17 and 22% in 2014/15). This increase in historic cases could be due to the significant press coverage around historic sexual offences which may have given victims the courage to report the offences.

The most common types of sexual offences reported were (Figure 9.16): rape of a female over 16years (31%, n248), sexual assault on a female 13+ (17%, n138) and intentional exposure of genitals (7%, n53)

Since **the 2016/17 Strategic Assessment, there has been a 27% (n73) overall increase in rape offences**, and other offences have reduced slightly (by 3%, n17).

Figure 9.16: Most commonly reported sexual offences (2020/21)

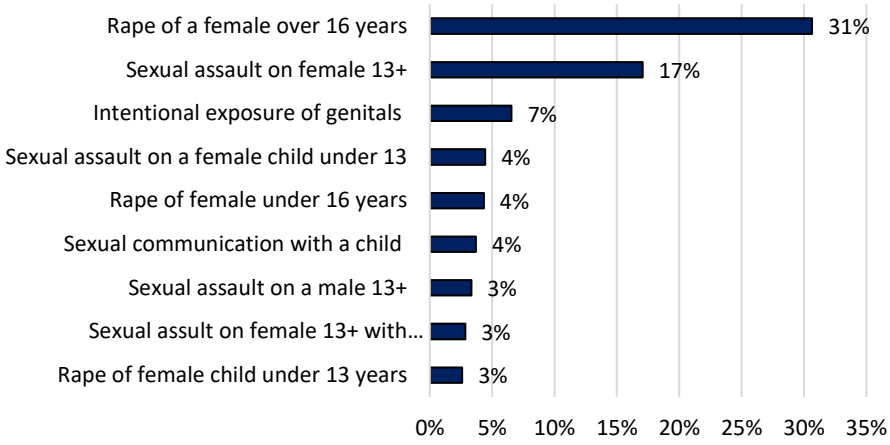
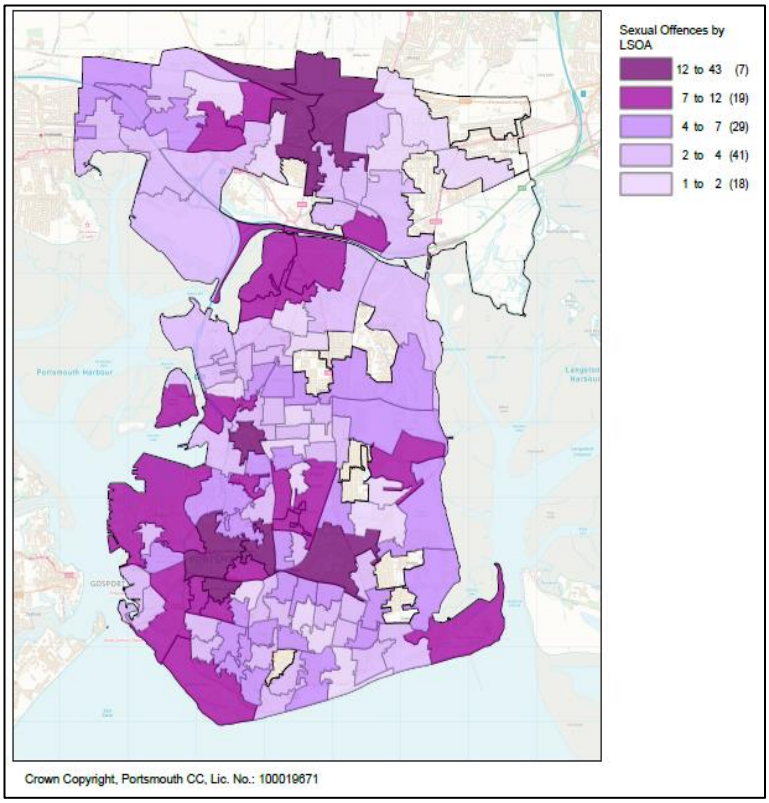


Figure 9.17: Sexual Offences in 2020/21, count per LSOA



Sexual offences were widespread across Portsmouth (Figure 9.17), although particularly around Guildhall & Commercial Road, Somerstown, Fratton along Goldsmith Avenue and up to Milton Road. Kingston Road towards Kingston Crescent, and Wymering & Cosham.

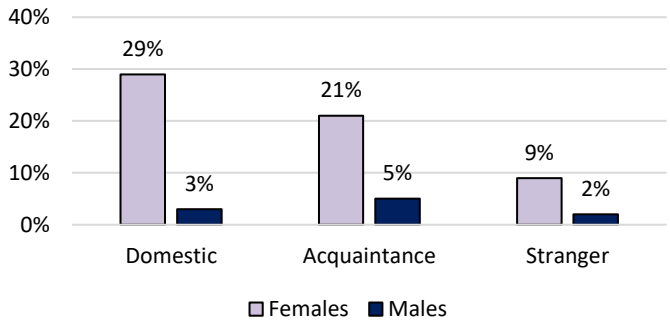
Weapons were not commonly used (1%, n10) and where they were, they were most likely to be non-bladed weapons.

There has been a 36% (n54) reduction in sexual offences by strangers since last year and a corresponding 23% (n50) rise in domestic assaults since last year which is likely to be due to the restrictions on the night time economy during the COVID-19 pandemic. This means that reported **sexual offences are likely to continue to increase** as the night time economy gradually returns to normal.

Women were much more likely to be victims of sexual offences than men (80%, n644) and the peak age range for females was **between 12 and 21 years. Male victims were more commonly younger, with higher numbers seen between 6 and 15 years.**

Female victims were most commonly sexually assaulted in the context of domestic violence (29%, n237 for partner, ex-partner and family combined), followed by acquaintances (21%, n168) and strangers (9%, n76). While male victims were most commonly assaulted by acquaintances (5%, n40), followed by domestic (3%, n27) and then strangers (2%, n14). **Female victims were much more commonly sexually assaulted by their ex-partners than males** (17%, 109 compared with 2%, n2).

Figure 9.18: Relationship between victim and offender 2020/21



There were 67 repeat victims (10% of all victims) relating to 174 offences (22% of offences), although this number is likely to be higher if all previous history is taken into account. **Most of the repeat victims were female** (87%, n58).

As with domestic abuse, we only have details for offenders, which is a small subset of all suspected perpetrators. Of this small group of known offenders, 96% (n24) were male, and most were adults over 25years (80%, n20). However, caution should be taken when extrapolating from this finding.

There has been a lot of **media coverage about sexual harassment and abuse in schools and colleges** during 2020/21[200] and Ofsted was asked to carry out a rapid review on this matter.[201] This **review found that sexual harassment and online sexual abuse are widespread**, so much so that some children and young people see no point in reporting them. 90% of girls and 50% of boys that were consulted said that being sent explicit pictures or videos of things they did not want to see commonly happens to them or their peers. Furthermore 92% of girls and 74% of boys said that sexist name-calling happens a lot or sometimes to them or their peers. The frequency of these harmful behaviours has normalised them for some children and young people.

The Ofsted review found that children and young people were rarely positive about the Relationship and Sexual Health Education that they had received as they felt it was too late, and that the curriculum did not give them the information and advice they needed. This meant that they often turned to social media or their peers to educate each other. Girls, in particular, told Ofsted that they **did not want to report sexual harassment or abuse even when their school encouraged it because of the risk of being ostracised by their peers, worry about how adults would react, fear they would not be believed, that they would be blamed or that the process would be out of their control**. Where young people talked about sexual violence occurring it was usually in unsupervised spaces out of school, such as parties or parks without adults present, although some girls had experienced unwanted touching in school corridors.

In the schools that were visited, some teachers / leaders underestimated the scale of the problem, either unaware that it was happening or not recognising the behaviours as problematic. Ofsted **recommended**

[200] E.g. Sexual abuse rife in UK's state and private schools, say police | Rape and sexual assault | The Guardian and Everyone's Invited: The website revealing UK schools' 'rape culture' | UK News | Sky News
[201] Review of sexual abuse in schools and colleges - GOV.UK (www.gov.uk)

that schools, colleges and multi-agency partners act as though sexual harassment and online sexual abuse are happening, even if there are no specific reports.

During 2020/21, only 20 offences were reported in connection with schools in Portsmouth; **eight of these were historic**, **13 were perpetrated by another pupil** at the school, three were members of staff (all historic) and four did not provide details of the perpetrator. However, it is likely that many sexual assaults at school by other pupils are not reported to the police and the numbers are likely to be much higher and further work is recommended to investigate the prevalence of sexual harassment and assaults of young women.📖

9.5 Possession of a Weapon

Possession of a weapon offences have increased substantially since pre 2014/15 levels, although they have **stabilised over the last four years,** meaning that this increase is likely to have been as a result of changes in recording following the data integrity report in 2014. However, it is **notable that there was a slight (3%, n9) increase since last year in the context of reductions in many types of crimes** due to social restrictions and lockdown periods.

Figure 9.19: Possession of a weapon offences (2012/13 to 2020/21)

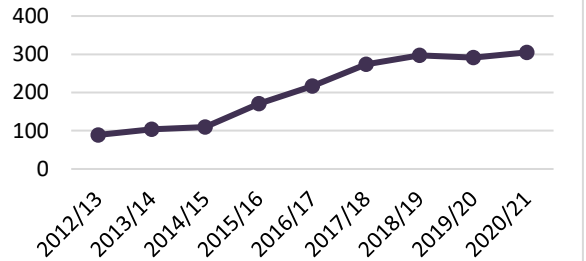
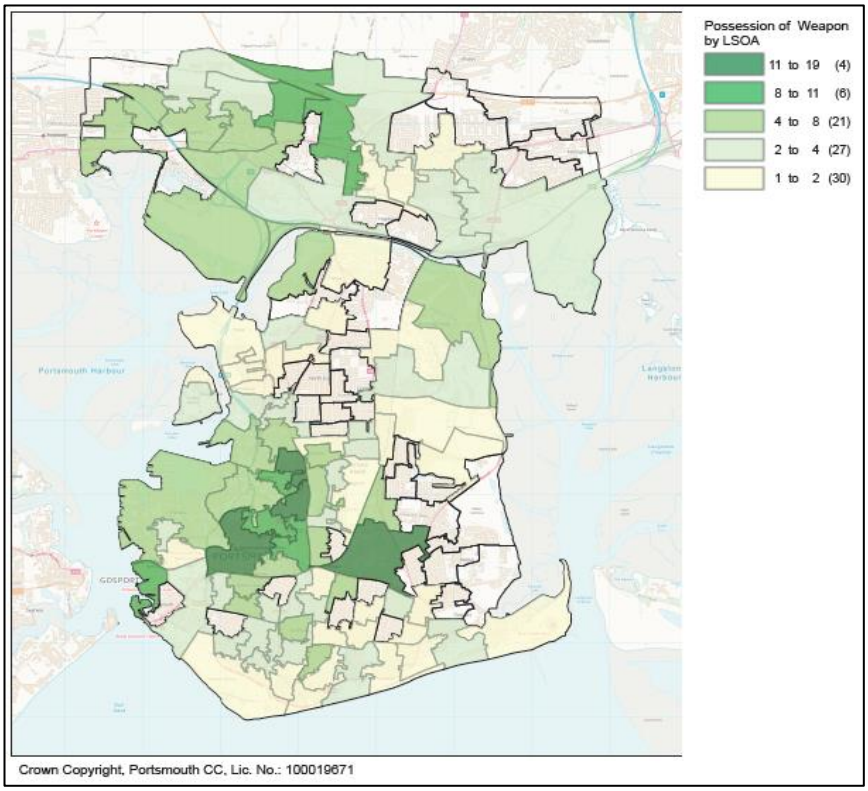


Figure 9.20: Possession of a weapon offences, 2020/21, count by LSOA



Peak locations for possession of a weapon offences tended to be around the Guildhall area, along Winston Churchill Avenue into the area near Goldsmith's avenue and along Fratton Road up to Kingston Road (Figure 9.20).

Further examination of the data showed that where the weapon type was recorded (66%, n207),[202] most were bladed weapons (63%, n128) followed by non-bladed weapons (28%, n56), there have also been around ten firearms possession offences over the last few years, although most were Tasers, air-rifles and BB guns. The **small increase from 2019/20 was driven by an increase in non-bladed implements** (17%, n8).

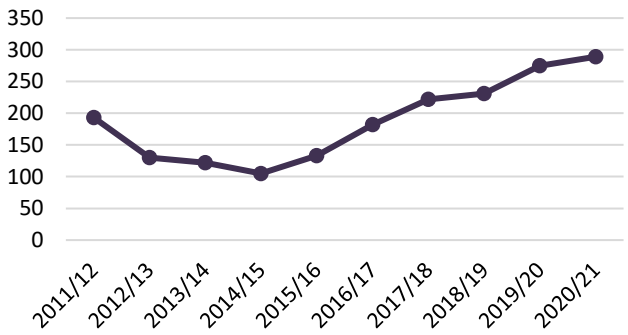
[202] No weapon type was recorded for about a third of possession of a weapon offences (n98)

Once again, there was only offender details for a small subset of all offences (approx. one third of these offences, n99). **Most offenders were male (95%, n94) and the peak age was 16-18 years.** The peak age for offenders has been increasing, it was 15-17years in 2016/17 and 16-17 years in 2019/20. However, this should be **interpreted with caution, as this is a tiny snapshot of all possession offences**, and many will not have come to police attention in the first place.

9.6 Robbery

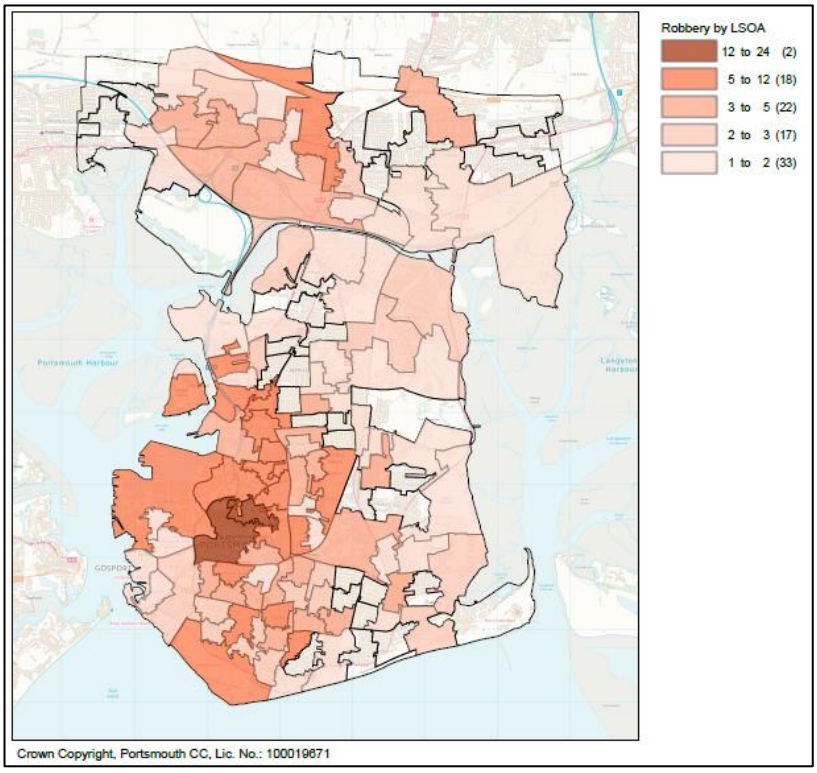
Robbery offences **have also been increasing since 2014/15**, but these offences are thought to have been less impacted changes to recording practice. There was a **6% (n17) increase in robbery offences since 2019/20**; once again, although this is a small increase, it is notable in the context of the restrictions imposed due to COVID-19, the 34% reduction seen nationally and the 9% reduction in Hampshire overall.[203] Analysis in the Police strategic assessment noted that high value targets included personal electronic devices, bikes and, recently, electric scooters were common.

Figure 9.21: Robbery offences (2011/12 to 2020/21)



This increase from 2019/20 was driven by an increase in personal robbery offences (6%, n13). These offences **tended to take place from around 15.00 to 23:00**.

Figure 9.22: Robbery Offences in 2021/22, Count per LSOA



The peak location for robbery offences was the Guildhall area, up past the station to the top of Commercial Road (Figure 9.22).

Where involvement of a weapon was recorded, no weapons were used in approximately half of the robberies (49%, n80), followed by a **bladed weapon (40%,** n65). For more information about the robberies involving blades, see the section on **serious violence).** In most robberies, the **perpetrator was a stranger** (70%, n124), followed by an acquaintance (22%, n38).

There was information about 21 offenders, of which 81% (n17) were male. There was not enough to give peak ages, but most were between the ages of 12 and 25 years (71%, n15).

[203] Crime in England and Wales - Office for National Statistics (ons.gov.uk)

9.7 Summary of Violence & Domestic Abuse

There has been a **long-term reduction in violence both nationally and locally** as evidenced by survey and hospital data, although changes in police recording practices in 2014 meant that police recorded crimes showed an increase from 2014 onwards. However, this overall trend hides the variation in different types of violence. Most serious violence started increasing in 2015/16 and resulted in the funding of Violence Reduction Units in 2019 to tackle this.

Since 2019/20, there has been a 23% **reduction in violence with injury** recorded by the police and the level of hospital emergency department (ED) attendances has almost halved, although some injuries may have been diverted to walk in clinics or no medical treatment sought due to the pressures on the ED during the pandemic. There was also a substantial **reduction in most serious violence**. This is consistent with national and county reductions in violence with injury. However, there was a **4% increase in sexual offences and slight increases in possession of a weapon and robbery offences**. During this data period there has been substantial media coverage of sexual harassment and abuse in schools and colleges, and an Ofsted review found that sexual harassment and online sexual abuse are widespread, so much so that these behaviours have been normalized for many young people and largely unreported.

Drivers of Violence

Domestic abuse continues to be the main known driver of violence, accounting for 46% of assaults, which is an increase of 5 percentage points from 2019/20, although the number of domestic abuse related assaults reduced slightly. **Assaults taking place within NTE areas and times halved** and this was the driver most impacted by the social restrictions associated with the pandemic. **Assaults on police, PCSOs or designated officers were the only category of assaults to see a numerical increase** from the previous year.

Domestic Abuse

Overall, the **number of domestic abuse incidents and crimes increased slightly** from the previous year, continuing the long-term upward trend. The increase in domestic abuse crimes has been **driven by an increase in stalking and harassment offences**, which are likely to be at least partially due to improved recognition of these offences. There has also been a continued increase in repeat victims, and while an increase in historic crimes partially accounts for this, there has still been a **55% increase in repeat victims since 2016/17** excluding historic offences.

Despite the increase in DVA incidents, crimes and repeat victims, **the number of charges and cases heard at court have dropped considerably over the last few years**, but particularly during 2020/21. COVID-19 restrictions are known to have impacted on court cases being heard, and **only 5% of domestic abuse crimes recorded by the police currently result in a successful court outcom**e.

The data contained in the Domestic Violence & Monitoring Framework (2020/21) report shows positives around raising public awareness and continuing to provide support to people experiencing DVA and reducing their risk. However, it highlights how we **are not being successful in holding those who use controlling, abusive or violent behaviours to account or providing sufficient support for behaviour change**, and particularly so during this pandemic. It is recommended that we include data about suspects as well as offenders in the annual police data download.📖

10. Serious Violence

10.1 Introduction

The SPP has been monitoring **most serious violence (MSV) since the number of offences almost doubled between 2014/15 and 2015/16,** but were considered to be less affected by changes to police recording practices. Research commissioned locally in 2016 found that 21% of MSV offences were domestic incidents, 15%[204] were linked to the NTE, and 15% were linked to drug-related violence.

In April 2018, the government published a Serious Violence Strategy in response to continued rises in serious violence across England and Wales.[205] [206] The strategy focused on homicide, knife crime, gun crime and drug related violence through County Lines, which are thought to be driving increases in serious violence nationally. Also, for the first time, it **emphasised the role of early intervention and prevention**, recommending a partnership approach to tackling the root causes of violence - something SPP research had recommended since at least 2010. In August 2019, the government announced funding to set up specialist teams to tackle violent crime in selected locations. These Violence Reduction Units (VRUs) include the same organisations as those involved in community safety partnerships, such as police, local government, and health, working in partnership to identify the root causes of violent crimes. Hampshire and the Isle of Wight was identified as one of 18 areas to receive funding to set up a VRU. This funding was distributed to areas based on numbers of hospital admissions for knife injuries.

Partners in the Hampshire and the Isle of Wight area decided to use narrow and broad definitions of serious violence to include different elements of offences (see Appendix E for full definition). **The narrow definition includes the following:**

- **Knife/bladed weapon enabled serious violence (including robbery and rape)**
- **Most serious violence**

The broad definition would include the addition of the following elements:

- Violence enabled by other weapons (including firearms and corrosive substances) & possession of a bladed weapon
- Rape and other serious sexual offences

This update to the problem profile updates the narrow definition only in detail, but the previous violence section contains analysis for sexual offences and possession of a weapon offences. There is currently a review of the problem profile template ongoing by the VRU Core Group.📖

[204] Numbers are not included here as the time frame wasn't a single year so this could seem confusing.
[205] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/698009/serious-violence-strategy.pdf
[206] https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwalesotherrelatedtables

10.2 Updated Problem Profile for Serious Violence

Serious violence in Portsmouth almost **doubled in scale between 2014/15 and 2016/17**, **peaked in 2018/19 and is now reducing overall**, except for **serious sexual offences** (increased by 6%, n41) **and knife-enabled serious violence** (increased by 2%, n4).

Figure 10.1: Serious violence (narrow definition) 2014/15 - 2020/21

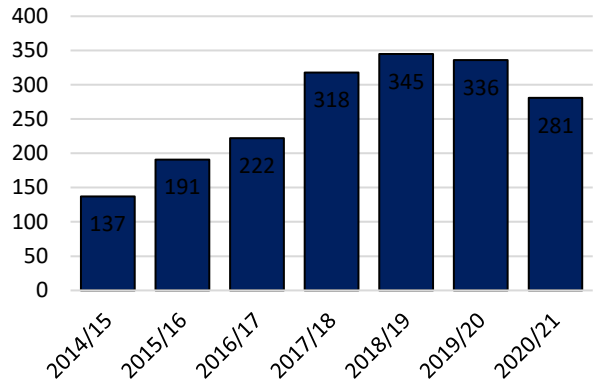
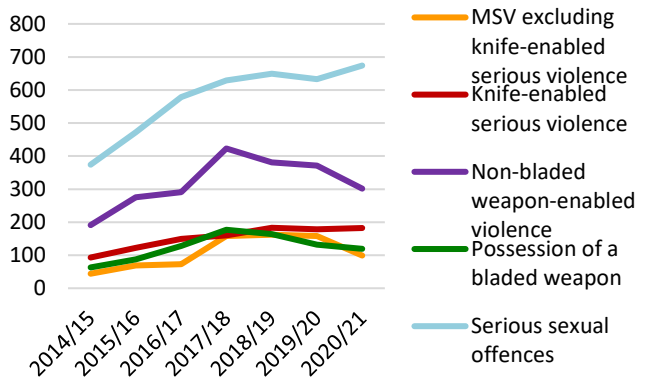


Figure 10.2: Number of offences by type of serious violence, 2014/15 - 2020/21



This reduction in serious violence[207] has **been driven by a reduction in the crime category of most serious violence (MSV) (30%,** n58). Investigation of the data showed that this **reduction was driven by MSV where no weapons were used** (57%, n29) and where non-bladed weapons or glass were used (29%, n13 and 56%, n10 respectively). **Just over half of this reduction in non-bladed MSV was for under 25s (57%, n34).**

While there were **reductions in public place and NTE violence** (38%, n34 and 46%, n23 respectively), there were also **reductions in non-public place** violence (36%, n21). The **largest reductions in MSV excluding blades were against strangers (56%, n25) and acquaintances (42%,** n22), although there was also a reduction in violence against partners, family and ex-partners (39%, n16 combined). This reduction in domestic-related serious violence was unexpected and is not consistent with the picture in Hampshire overall, which saw a 12% increase.[208]

Nationally recorded offences involving firearms decreased by 14% from 2019/20, and this reduction has been attributed to national lockdown restrictions that occurred throughout the year. Offences involving firearms were at their lowest level since the year ending March 2016.[209] **Firearms are not currently considered a serious problem in Portsmouth**; 14 non-bladed weapon-enabled serious violence offences involved firearms, but this included BB guns, stun guns/tasers and noxious gas. **Fewer than five involved someone being threatened with what they described as a shot gun**. In 3% (n10) of the possession of a weapon offences, firearms were recorded as being present and once again this included tasers, BB guns and air rifles and fewer than five appeared to be shot guns.

The most recent data for hospital admissions for assaults with a sharp object have shown a relatively stable trend in Hampshire and for England overall over the last three years. In 2019/20 there were

[207] Mostly wounding offences, with occasional homicides or death by dangerous driving.
[208] Hampshire Constabulary Strategic Assessment 2020/21.
[209] Crime in England and Wales - Office for National Statistics (ons.gov.uk)

approximately 70 in Hampshire.[210] Prior to 2018-19, there were approximately 10 hospital admissions for assaults with a sharp object per year in Portsmouth, and while the last two data periods have seen fewer than 10, because these are small numbers, it isn't possible to know whether in fact levels are fairly stable (for example eight or nine) or there has been a notable reduction.[211]

There were no reductions in knife-enabled serious violence, in fact there was a **slight increase 2% (n4) and this is in the context of a 15% reduction in knife-enabled crime nationally and 11% reduction in Hampshire**.[212]

The Hampshire police strategic assessment also identified quality issues around recording of weapons (similar to substance misuse flags) where there was **no record of a bladed weapon in almost a third of incidents where a knife was present.** This means that not only has there been an increase, knife-enabled crime is under-recorded and the following section will be an under-estimate of knife-enabled violence.

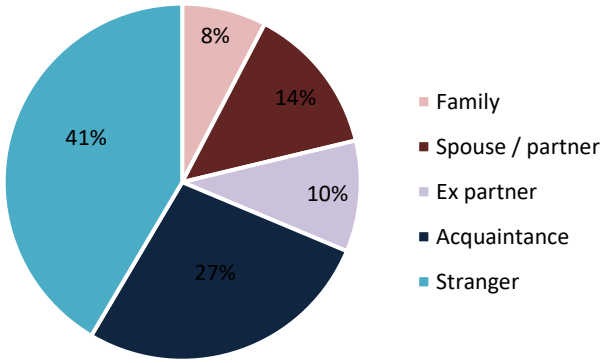
10.2.1 Drivers of Knife-Enabled Serious Violence

Where details were recorded for the relationship between the victim and offender (relating to 170 of 182 offences):

- **41% (n71) were perpetrated by strangers,** 31% (n53) by partners, ex-partners, and family, and 27% (n46) by acquaintances (Figure 10.3).

- **Knife-enabled serious violence was more likely to be between strangers than violence not involving a blade** (41%, n71 compared with 20%, n20).

Figure 10.3: Relationship between victim & offender 2020/21 for knife-enabled serious violence



Although the numbers are fairly small, there was a **different pattern for male and female victims**, and between males under 25 and 25 years and over.

Where the victim was under 25 years and male, they were much more likely to be assaulted by a stranger (60%, n30) or acquaintance (43%, n13) and less likely to be assaulted by a partner or member of their family (13%, n7). For males 25 and over, there were similar proportions for each category.

Females were much more likely to be assaulted in a domestic setting (63%, n22)[213] (numbers were too small to analyse for under 25s). Just under a quarter of females (23%, n8) were assaulted by an acquaintance and they were rarely assaulted by a stranger (14%, >n5). A further exploration of serious violence in a domestic setting revealed that although the numbers were similar, **women were proportionally more likely to be assaulted by ex-partners than men** (females: 26%, n9 and males: 6%, n8).

[210] Monthly hospital admissions for assault by sharp object December 2020 - NHS Digital
[211] Monthly hospital admissions for assault by sharp object December 2020 - NHS Digital
[212] Crime in England and Wales - Office for National Statistics (ons.gov.uk)

54% (n98) of knife-enabled serious violence offences took place in a public place, but this proportion was higher for offences involving under 25s (70%, n45). The peak locations were the LSOAs including Guildhall & Commercial Road, St Mary's Church in Fratton, and Buckland Park (Figure 10.4).

Up to 26% (n47) of offences were linked to the NTE, dropping to 20% (n13) for under 25s. Although there are data quality issues with flags for substance misuse, and this information was missing for almost three quarters of records, **9% (n15) offences were found to be alcohol related.** Very few offences were flagged as solely drug-related (2%, n5). Using a text search seven offences were found which were likely to be linked to drug debts or to obtain drugs.

Figure 10.4: Knife-enabled violence 2020/21, count per LSOA

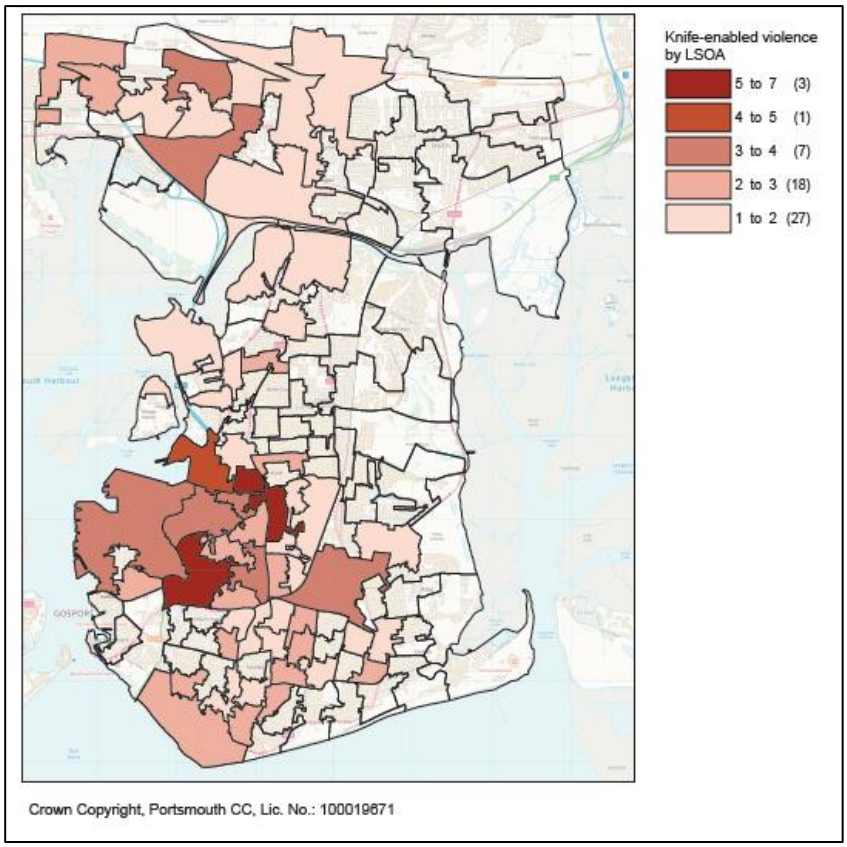
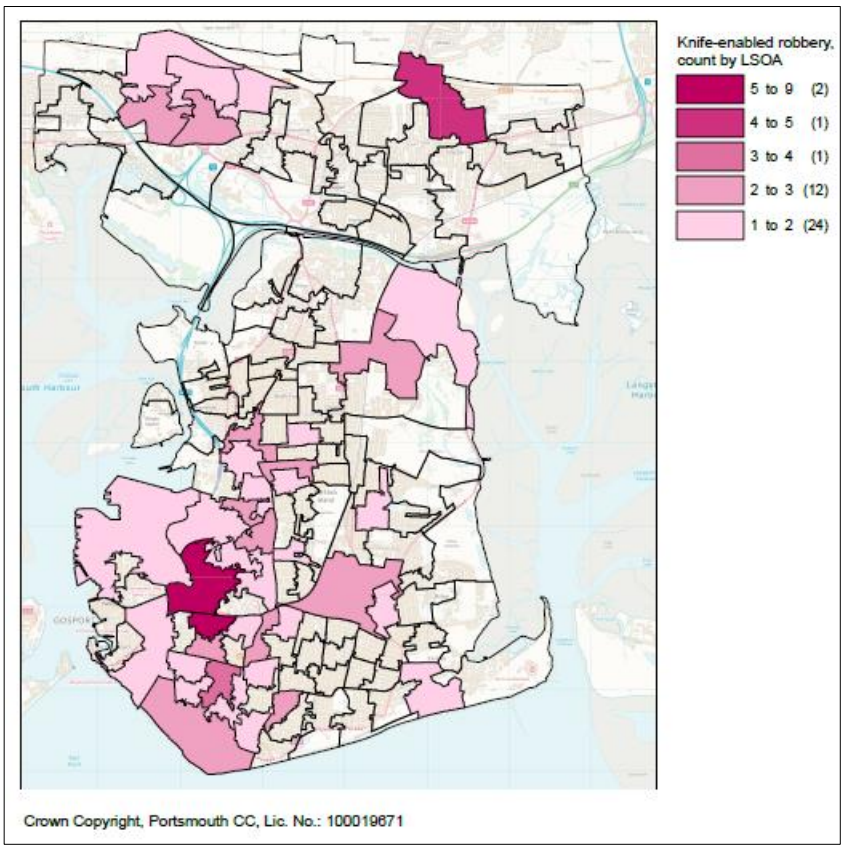


Figure 10.5: Knife-enabled robbery, count per LSOA



43% (n78) of serious violence offences were robbery offences, and thus the motivation was gain of money or items of value. This is an **increase of 44% (n24) knife-enabled robbery offences since last year.** Peak locations for knife-enabled robbery were the LSOAs that included Guildhall Walk & Commercial Road and Somerstown (Figure 10.5). Another location at the intersection of London Road and Portsdown Hill is showing as a peak location, but this is due to one incident with four victims.

There were very few (1%, n2) serious violence offences that were flagged as hate crime, but since this type of crime is under-reported, other serious violence motivated by hate may have occurred but not been identified as such.

Most patterns within this crime type are similar to in 2019/20, **although the peak times for the offences was earlier in 2020/21** - 3pm to 10pm compared with 7pm to 2am in 2019/20. This is **likely to be due to restrictions in the opening times of NTE premises** which normally lead to increased footfall later at night.

10.2.2 Victim & Offender Profiles

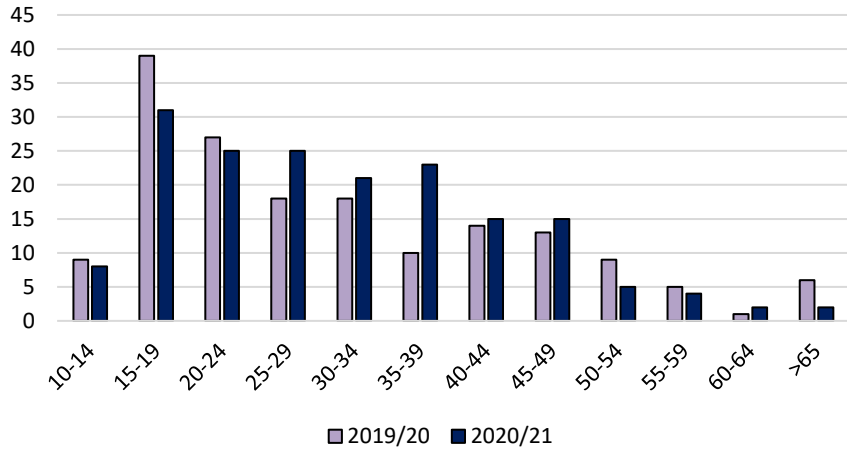
There were 170 victims of 182 crimes, and **4% were repeat victims**. The numbers were so small it wasn't possible to look for robust patterns around repeat victims.

Men are more likely to be the victims and perpetrators of knife crime (80%, n140 and 83%, n25 respectively).

While in 2019/20, 15-19 years was a clear peak age group for victims, in 2020/21, there was a greater spread **from 15 years to 40 years**.

While the increases in knife-crime had been disproportionally affecting young people from 2016/17 to 2018/19, the proportion of victims under 25 has been reducing since 2018/19 and has fallen from 44% in 2019/20 to 36% in 2020/21.

Figure 10.6: Victims of knife enabled serious violence



Offender data was **only recorded for 16% (n30) of the offences, and there may be a different pattern if the whole dataset was available.** There were 26 offenders and fewer than five repeat offenders.

Overall, the peak age groups for offenders were 25-29, 30-34 and 15-19years**,** which is **generally older than in 2019/20** when the peak age groups were 15-19 and 20-24 years.

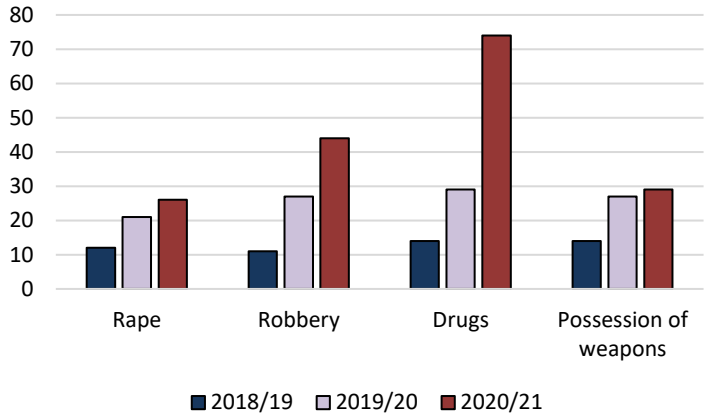
Police analysis for all of Hampshire found that **20% of most serious violence was youth-on-youth violence** (both victim and perpetrator under 25 years of age) and **two thirds of these offences involved weapons.**[214]

A problem profile was produced by Hampshire Constabulary, analysing crimes committed by **those aged 16 years or younger who were arrested for or listed as a subject/suspect for a crime**.

[214] Hampshire Constabulary Strategic Assessment 2020/21

It found **substantial increases in drug offences (155%, n45) and robberies (63%, n17) since last year** (Figure 10.7). The police analysis found links between these two types of offences and involvement in the supply of class A drugs across the city either through a local dealer network or County Lines. Young people involved with drug networks were also found to be more likely to carry weapons as protection.

Figure 10.7: Crimes committed by under 16s



Rapes and possession of a weapon offences also increased slightly (24%, n5 and 7%, n2) despite the COVID-19 restrictions and an 8% (n128) reduction in the overall amount of crime committed by young people.

This suggests that **analysis based on only the offender information, rather than offenders, suspects and subjects is providing a misleading picture,** and adding this data to the information sharing agreement between Hampshire Constabulary and PCC is recommended as a priority.📖

10.3 Summary of Serious Violence

Levels of most serious violence have been monitored since the number of offences almost doubled between 2014/15 and 2015/16 but were considered to be less affected by changes to police recording practices. In August 2019, the government announced funding to set up specialist teams to tackle serious violent crime in selected locations, including Hampshire and the Isle of Wight. An update to the serious violence profile[215] has been included in Chapter 11.

There has been a **reduction in serious violence,** driven by a reduction in most serious violence where no weapon or non-bladed weapons were used. **Knife-enabled serious violence remained fairly stable overall, but knife-enabled robbery increased by 44%** while other offences included in this category generally reduced. As for other types of violence, **the biggest reductions were seen in NTE areas, or by strangers** which is likely to be due to the restrictions on the opening and capacity of pubs and clubs. However, knife-enabled serious violence was still most like to be perpetrated by strangers (41%) than family or acquaintances where the victim was male. Conversely, female victims were more likely to be assaulted by their partner, ex-partner, or family (63%).

Knife-enabled serious violence was overwhelmingly committed by males (83%) on males (80%), but the age range was broader than last year, with most victims and perpetrators aged between 15 and 40 years. Analysis by police, which had details of not just offenders, but also suspects and subjects, found that **20% of serious violence (broad definition) was youth-on-youth, and that two-thirds of the offences involved weapons**. This analysis found **increases in robberies but also in drug offences**.

[215] Narrow definition only - knife/bladed weapon enabled serious violence and most serious violence.

11. Hate Crime

Hate crime is defined as *'any criminal offence which is perceived, by the victim or any other person, to be motivated by hostility or prejudice towards someone based on a personal characteristic.'*[216] There are five centrally monitored strands of hate crime:

- Race or ethnicity
- Religion or beliefs
- Sexual orientation
- Disability,[217] and
- Transgender identity.

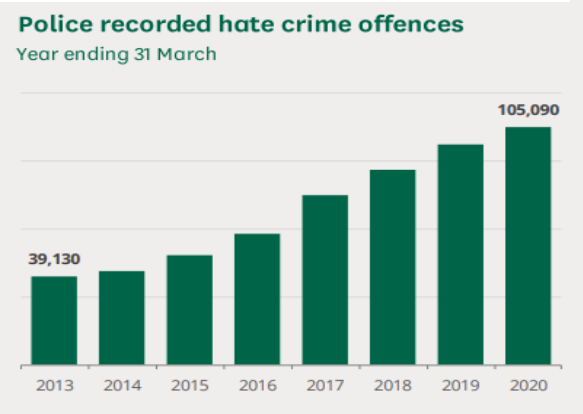
Hate crime is a personal crime as it is motivated by characteristics that an individual cannot change. Although people may also experience hatred related to age or gender, these are not included in the centrally monitored strands and are not currently included in hate crime statistics. Potentially misogyny, misandry, hate based on age and hatred towards subcultures such as goths could be included as centrally monitored hate crimes in the future. There are **issues with getting a full picture of hate crime because people may not report hate crimes to the police or omit the hate aspect of the crime**. The EU LGBT survey in 2012 found that 44% of UK respondents felt discriminated against or harassed in the 12 months preceding the survey on the grounds of sexual orientation.[218] However, respondents stated they rarely reported this discrimination, most commonly because they thought nothing would happen or change as a result (59%).

Police hate crime data is also extracted using an applied 'hate crime' flag, which may not always be selected. While the CSEW also collects hate crime data, it does not include offences against under 16s, or all crimes which may have a hate crime component.

The CSEW found that just under half (47%) of hate crimes reported to the survey were also reported to the police and that **victims of hate crime are more likely to be impacted emotionally and psychologically compared to victims of all crime**. For example, 42% of victims of hate crime felt more vulnerable or lost confidence compared to 19% of victims of all types of crime. [219]

Nationally, hate crime has been increasing year on year since 2013 and this has been at least partly attributed to greater awareness in reporting hate crimes and better recording practices (Figure 11.1). Race hate crime is the most commonly identified hate strand and accounted for approximately 72% of hate crime nationally.

Figure 11.1: National police recorded hate



Locally, there has also been a **gradual overall upward trend in recorded hate crime** (Figure 11.2), with a slight (2%, n14) increase from 2019/20 despite reductions in

[216] Hate Crime Statistics (parliament.uk)
[217] There is an increased sentence for offences where the motivation can be proved to be hostility towards persons with a disability
[218] https://fra.europa.eu/sites/default/files/eu-lgbt-survey-results-at-a-glance_en.pdf
[219] Hate Crime Statistics (parliament.uk)

many types of crime due to the restrictions associated with the COVID-19 pandemic.

Figure 11.2: Police recorded crime flagged as hate crime

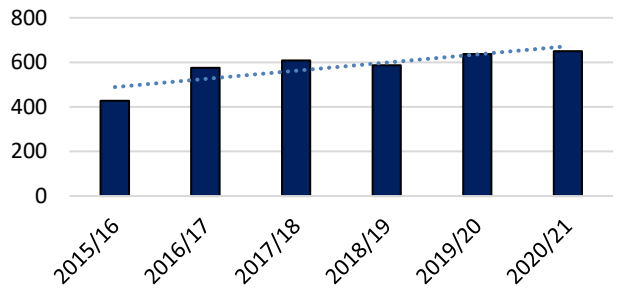
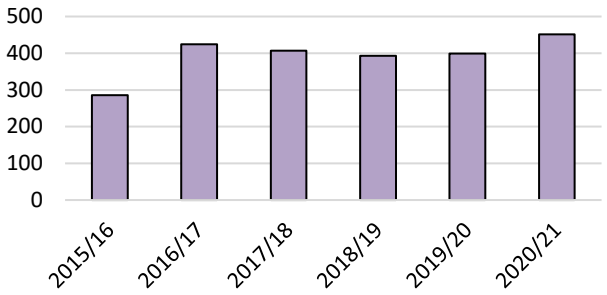


Figure 11.3: Crimes flagged as race-related



Race hate crime is the most commonly recorded strand of hate crime, both nationally and locally (accounting for 72% and 69% of all hate crime respectively). Race hate crime saw a big increase following the EU referendum in June 2016 and terrorist attacks in 2017, both locally and nationally.[220] [221]

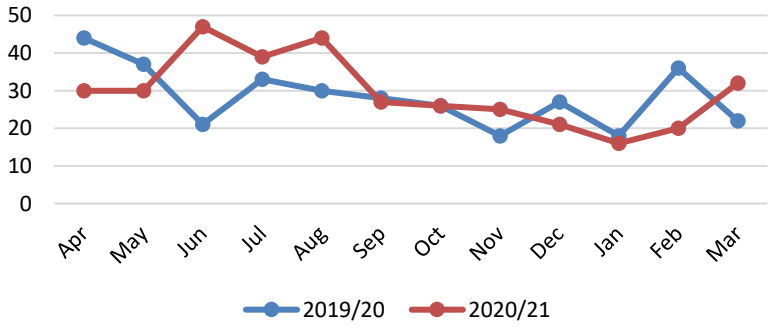
After this there was a gradual reduction, before **increasing by 13% (n52)** between 2019/20 and 2020/21. This increase was driven by **increases in violence without injury offences (14%, n17) and public order offences** (6%, n13), both of which include harassment.

While there was some speculation that the COVID-19 pandemic may incite hatred against people of Chinese descent, fewer than five offences were against someone who was Chinese, Japanese or South East Asian, so there is no evidence in this dataset to support this.[222]

There are offences specifically for crimes which are racially or religiously aggravated (public order, harassment, common assault, actual bodily harm and grievous bodily harm). There were **351 racially or religiously aggravated offences in 2020/21**, which is a slight increase (3%) on the previous year.

Month by month analysis of this data for 2019/20 and 2020/21 shows that there were **particularly high levels of racially and religiously aggravated crimes during and following the 'Black Lives Matter' protests in June and July** after the death of George Floyd in America in May 2020**.**

Figure 11.4: Racially aggrivated offences: 2019-2021



[220] Strategic Assessment 2016/17
[221] Hate Crime Statistics (parliament.uk)
[222] This is a specific police ethnicity grouping

11.1 Summary of Hate Crime

Hate crime is another crime type which is known to be under-reported. Locally and nationally there has been an overall upward trend over the last six years, however it is not possible to know for sure how much is a result of more people feeling confident to report it**. There was a very slight increase locally since 2019/20,** despite reductions in many types of crime due to the pandemic. Race crime is the most commonly recorded strand of hate crime, accounting for 69% of all hate crime, and there was a peak in these types of crime from June to August 2020/21 following the death of George Floyd and the protests that followed.

12. Radicalisation & Extremism

By Charlie Pericleous (Prevent Coordinator)

The UK threat level is currently substantial (meaning an attack is likely). It is assessed that an attack would most likely be conducted by 'Self-Initiated Terrorists' (S-ITs) (formerly known as Potential Lone Actors) acting independently of established terrorist groups or organisations**.** Islamist terrorism remains the main counter terrorism threat nationally with right wing extremism the fastest growing.

Individuals are referred to and supported by the Prevent programme if there are concerns that they are vulnerable to a risk of radicalisation. The most recent data available for **Prevent referrals** is for 2019/20, where 6,287 referrals were made nationally.[223] This is a **10% (n550) increase compared with the previous year**. 51% of these referrals were classed as 'mixed, unstable or unclear' ideology category. 'Mixed, unstable or unclear' ideology relates to instances where people exhibit a combination of elements from multiple ideologies (mixed), shift between different ideologies (unstable), or where the individual does not present a coherent ideology yet may still pose a terrorism risk (unclear). Specialists at Counter Terrorism Policing (CTP) believe the rise could be a result of two main factors, firstly an improvement in the way statutory partners spot, record and support these types of cases since updated guidance was issued in 2018. Secondly, the **increasing prevalence of hateful extremist content online, with this content causing young or vulnerable people to fixate on violence and other dangerous subject matters**. The majority of referrals in 2019/20 were men (88%) and 72% were for people under the age of 30.

The South East region received 867 Prevent referrals in 2019/20, a 17% (n124) increase from the previous year, which accounted for 13.8% of all referrals nationally. **Prevent referral figures are not available for Hampshire due to the sensitivity of this data**, but some narrative around these referrals can be shared. However, the Counter Terrorism Local Profile is considered by the Prevent Board in Portsmouth. Of the Hampshire registered Prevent referrals, **right wing terrorism and Islamist terrorism were the predominant ideological threats with Southampton and Portsmouth receiving the most referrals**. The key demographic vulnerable to radicalisation is males aged under 30 years old, particularly those under

[223] Individuals referred to and supported through the Prevent Programme, April 2019 to March 2020 - GOV.UK (www.gov.uk)

the age of 20. Extreme right-wing graffiti and the placing of stickers continues to be a concern in Portsmouth and Hampshire with potential to create tensions within communities.

It is also likely that the **risk of online radicalisation and access to extremist material has increased throughout the pandemic**. Conspiracy theories linked to organisations such as QAnon and the COVID-19 pandemic have been experienced in Portsmouth and the Prevent team have delivered training to schools and colleges to raise awareness of this risk.

The Portsmouth Prevent team is working with other coastal cities and universities within France, Belgium, and Netherlands to share international good practice and build resilience against radicalisation. The "Orpheus" project is supported by local charities, schools, and statutory agencies. The project will develop a series of training packages to support practitioners in having difficult conversations, challenge extremist narratives, identify false information including conspiracy theories and strengthen online safety methods. A toolkit for youth workers and policy recommendations will be created to support other localities.

13. Acquisitive Crime

Acquisitive crime refers to theft offences where offenders aim to acquire property and is often linked to drug use.[224] Although some drug users do commit acquisitive crime to fund their habit, the relationship is complex. Research has found that the majority of people who use drugs choose legal ways to finance their drug use, and the amount of available money dictates the level of drug use.[225] However, some **users who are already involved in criminal activity before becoming dependent on drugs will likely commit offences to fund their drug use**. Level of dependency was found to have the effect of increasing involvement in crime, but the level of crime committed was still often determined by their circumstances, the drugs they used, their lifestyle, and their social and economic resources.[226] In 2012, a local survey conducted with **service users who were largely dependent on opiates found that shoplifting was the most common reported way to fund drug use**, followed by benefits and borrowing from family and friends.[227] Acquisitive crime **has also been linked to wealth inequality**[228] and some people steal to feed, clothe and house themselves and their families. Others may be motivated by greed or take advantage of opportunities where the gain seems to outweigh the risk.[229]

Acquisitive crime includes burglary, theft of a motor vehicle, theft from a motor vehicle, shoplifting (shop theft), bicycle theft, theft from a person and robbery. Theft from a person and robbery are sometimes confused, but theft from a person is more akin to pick-pocketing, where the victim is unaware of the theft at the time, while robbery involves force or threatening behaviour and is also categorised as a violent

[224] E.g. Stewart et al. (2006). *Drug Misuse and acquisitive crime amongst clients recruited to the National Treatment Outcome Research Study.* Retrieved from: https://onlinelibrary.wiley.com/doi/abs/10.1002/cbm.339
[225] E.g. Report prepared for the Senate Special Committee on Illegal Drugs by Casavant, L (2001) https://sencanada.ca/content/sen/committee/371/ille/library/collin-e.htm#_ftn72
[226] From a report prepared for the Senate Special Committee on Illegal Drugs by Casavant, L (2001) https://sencanada.ca/content/sen/committee/371/ille/library/collin-e.htm#_ftn72
[227] Slade (2012) Portsmouth Drug Picture Questionnaire 2012 - available from Portsmouth Public Health Intelligence Team
[228] E.g. Kelly et al. (2013). *What's Your's is Now Mine: Deviant Consumption Through Acquisitive Crime.* Retrieved from https://www.jstor.org/stable/43305559
[229] From a report prepared for the Senate Special Committee on Illegal Drugs by Casavant, L (2001) https://sencanada.ca/content/sen/committee/371/ille/library/collin-e.htm#_ftn72

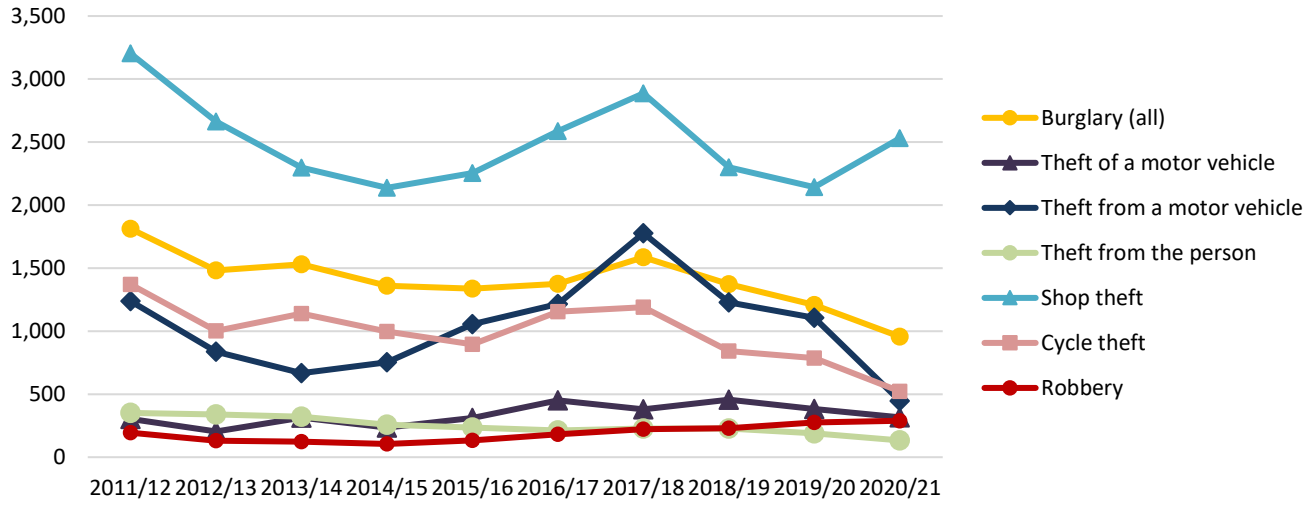
crime. It also includes other theft offences including fraud and some online theft offences (also known as scams), however, the majority of Fraud offences are reported to other agencies such as Action Fraud, banks, building societies or other companies involved or not reported at all, therefore **many fraud and online offences are not captured by local police datasets**. Further information about online fraud and offences can be found in the Chapter 14 on Cyber Crime.

Almost all types of acquisitive crime reported to the police, with the exception of robbery have been on an overall downward trend over the last decade (Figure 13.1), although many saw a spike in 2017/18. Conversely, theft offences reported to the Community Safety survey have remained fairly stable over the last eight years.[230] While some offences are likely to be reported to the police (e.g. being burgled or having a car or motorbike stolen), others are less so (e.g. having things stolen from a garage, shed or garden or having a car broken into), which could indicate that **the downward trend may be partially due to residents not reporting some of the less serious thefts**, particularly if they are not going to be making an insurance claim or feeling that they could have been more careful (for example, leaving a car door unlocked). In addition, there are more opportunities and less risk with online crime, and **it is likely that there is a level of displacement from physical to online acquisitive crime**. Perpetrators of online crime and their location are harder to identify which means the crimes are less likely to be captured in local datasets.

The TCSEW found a **20% reduction in theft offences nationally** compared to 2018/19, which was driven by a 47% reduction in theft from a person and 33% reduction in burglary.[231] **Police recorded theft offences decreased by 32% nationally** compared with the previous year. This was driven by decreases in offences such as: theft from the person (56%), shoplifting (36%), burglary (30%) and vehicle offences (28%).

Serious acquisitive crime has reduced in Portsmouth and there were reductions in most types of acquisitive crime, with the exception of shoplifting and robbery (Figure 13.1).

Figure 13.1: Acquisitive crime trends from 2011/12 to 2020/21



Robbery offences in Portsmouth (n291) have increased slightly (6% n17) since last year, which is a continuation of the overall increasing trend over the last ten years. This is a notable increase, because it

[230] https://www.saferportsmouth.org.uk/community-safety-survey/
[231] Crime in England and Wales - Office for National Statistics (ons.gov.uk)

is in the context of reductions in almost all other categories of acquisitive crime and a 34% reduction in police recorded robbery nationally. Within this category, **personal robbery has increased by 6% (n13)** and business robbery has remained fairly stable.

Burglary offences have reduced by a third over the past decade (33%, n604 from 2011/12 to 2019/20). There was a further **21% (n250) reduction between 2019/20 and 2020/21,** with 1,074 reported burglaries taking place in 2020/21. This is consistent with the national trend (30% reduction). Caution should be taken in including the data for 2020/21 in long term trends because this offence is **likely to have been heavily impacted by the national lockdowns and people working from home meaning that opportunities for this type of offence were likely to have reduced**. A similar reduction was seen for both residential burglaries and business and community burglaries.[232]

Portsmouth residents responding to the CSS 2020[233] have been consistently more worried about being robbed or burgled than any other crimes. However, **since the 2014 survey, the fear of burglary has reduced (from 40% to 22%), while the fear of robbery has increased (from 17% to 26%)**. While the fear or being a victim of these crimes far outweighs the likely of respondents experiencing them, there has been an increase in robberies and a reduction in burglaries recorded by police over this period.

Shoplifting offences (n2,527) were the only other type of acquisitive crime to have increased since last year (18%, n385), and this is **contrary to the national trend which showed a 36% reduction**. Referring back to the earlier paragraphs highlighting the link with wealth inequality and deprivation, it is acknowledged that many families have been under financial stress during the COVID-19 pandemic due to the loss of their job or furlough payments being less than their normal wage and this could have contributed to this increase. Alternatively, this could represent displacement where opportunities for other types of acquisitive crime have reduced.

Theft of a motor vehicle offences (n317) reduced by 17% (n60) since last year, although this category has remained fairly stable over the last decade. 'Theft from a motor vehicle' offences (n446) dropped substantially since last year (60%, n661) and this is likely as consequence of many people staying at home or locally more during lockdown periods and social restrictions.

Cycle theft has historically been a big concern in Portsmouth, as the geography of the area makes it attractive for using a bicycle to get around. However, **there has been a downward trend since 2017/18, and there was a further 34% (n265) reduction from 2019/20, with 552 cycle thefts reported to the police in 2020/21**. Checking against the trends seen in the CSS 2020, **there has not been a reduction in bike theft to the survey**, which could indicate that fewer offences are being reported to the police.

Finally, **theft from a person has been on an overall downward trend for the last decade and reduced by 30% (n57 to n131) from 2019/20**.

[232] Burglaries have been presented as one category due to the change to this category from domestic and non-domestic in 2017. The 'residential' category now includes not only homes, but also out buildings linked to the premises, such as sheds and garages which were previously recorded as non-domestic. 'Business and community' is now all other business or community buildings, such as shops, offices, churches, libraries and community centres.
[233] https://www.saferportsmouth.org.uk/community-safety-survey/

13.1 Summary of Acquisitive Crime

Almost all types of acquisitive crime reported to the police, with the exception of robbery have been on an overall downward trend over the last decade, both nationally and locally. Conversely, theft offences reported to the Portsmouth Community Safety survey have remained fairly stable over the last eight years, which could indicate that it is willingness to report has changed rather than levels of this type of crime.[234]

There has been a **further reduction nationally and locally since 2019/20, which has been a key driver in the reduction** in overall crime levels. Serious acquisitive crime reduced in Portsmouth and there were reductions in most types of acquisitive crime, **with the exception of shoplifting and robbery**. The **18% increase in shoplifting was contrary to the national trend which showed a 36% reduction and** could represent displacement where opportunities for other types of acquisitive crime have reduced or could be due to more people being under financial pressure due to the consequences of COVID-19 related restrictions.

14. Cybercrime

By Alice Dickson (Community Safety Research Assistant)

Cybercrime refers to crime taking place online and comprises two overarching areas. The first area is '*cyber-dependent*' crimes, which are offences that can only be committed using some form of computer systems network, such as hacking, computer viruses and denial of service attacks. The second area is '*cyber-enabled*' crimes, which refer to traditional offences that have increased in scale and reach due to the use of computer systems, for example, online frauds and phishing scams.[235] The aim of such offences may be to commit sexual offences such as grooming or sharing indecent images, to control or disrupt computer systems, or to steal money, information, or data.[236]

14.1 Different Types of Cybercrime

'Phishing' can be used to gain initial access to a victim's system. A specific individual, company, or industry may be targeted by the perpetrator (known as spearphishing). More generally, perpetrators can conduct non-targeted phishing, for example, using mass malware spam campaigns. Victims may be sent emails containing attachments or links to download malicious code on their systems. Phishing can also be conducted on social media platforms.[237] Phishing can be prosecuted under the fraud act as it is an attempt to gain unauthorised access.

[234] https://www.saferportsmouth.org.uk/community-safety-survey/
[235] Full article: Cybercrime and shifts in opportunities during COVID-19: a preliminary analysis in the UK (tandfonline.com)
[236] Cyber / online crime | The Crown Prosecution Service (cps.gov.uk)
[237] Phishing, Technique T1566 - Enterprise | MITRE ATT&CK®

'Hacking' refers to activities that seek to compromise digital services, such as computers, smartphones, tablets, and even entire networks.[238] Hacking can involve unauthorised use, or access into a personal computer that is not a server. Social media and email accounts can also be accessed. Hacking can also be combined with extortion, such as threats (blackmail) connected to computer hacking.[239]

'Malicious software'- otherwise known as malware can be spread between computers and interfere with the operations of computers. It can be destructive, causing system crashes or deleting files, or used to steal personal data. Viruses, worms, Trojans, spyware and ransomware are all types of malware.[240]

'Revenge Pornography'- the disclosure of sexual images without consent, is a broad term covering a range of activity, which usually involves an ex-partner uploading intimate sexual images of the victim on the internet to cause the victim humiliation or embarrassment.[241]

'Sextortion'- is a new cybercrime that occurs when offenders use personal information, often images stolen from a computer or obtained by hacking into a webcam, to force victims to engage in some form of sexual activity. Offenders frequently target multiple victims, a majority of whom are under the age of 18.[242]

14.2 Reported Cybercrime & Online Fraud

Research has found that reports of cyber-dependent crime and online fraud increased during the COVID-19 outbreak, and rates of cybercrimes have been particularly high during months with the strictest lockdown policies.[243] This is a result of changes in behaviour, whether this be online shopping or working from home; this combined with the restrictions on physical activity has created fewer opportunities for criminals in public areas and created more opportunities for criminals online.

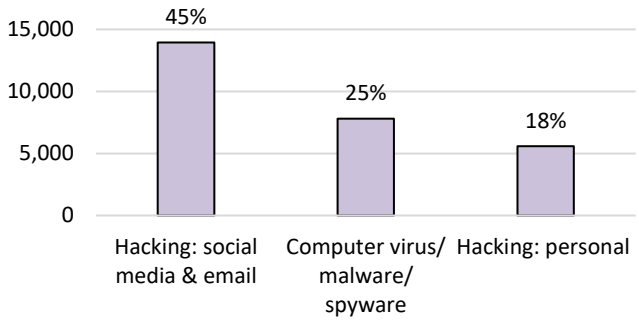
Action Fraud is the UK's national reporting centre for fraud and cybercrime; individuals, large corporations, charities, and the police are all encouraged to report fraud to Action Fraud.[244]

In 2020/21, Action Fraud received **31,322 reports of cybercrime, a 15% increase** (n4,135) in comparison to 2019/20.[245]

The top three types of cybercrime reported were **hacking: social media & email (45%,** n13,948), computer virus/malware/ spyware (25%, n7,794) and hacking: personal (18%, n5,587).

The biggest increase was seen in **hacking: personal, which increased by 55%** (n1,982) from 2019/20. However, **Ransomware (a type of malicious**

Figure 14.1: Top three types of cybercrimes reported to Action Fraud in 2020/21



[238] What Is Hacking? | What You Need To Know About Hackers | Malwarebytes
[239] Full article: Cybercrime and shifts in opportunities during COVID-19: a preliminary analysis in the UK (tandfonline.com)
[240] Cyber / online crime | The Crown Prosecution Service (cps.gov.uk)
[241] Cyber / online crime | The Crown Prosecution Service (cps.gov.uk)
[242] Sextortion: Cybersecurity, teenagers, and remote sexual assault (brookings.edu)
[243] Full article: Cybercrime and shifts in opportunities during COVID-19: a preliminary analysis in the UK (tandfonline.com)
[244] Who reports fraud to us | Action Fraud
[245] https://www.actionfraud.police.uk/data

software designed to block access to a computer system until a sum of money is paid) was found to be the **most impactful malware during 2020/21**.[246]

Action Fraud found that over 5.5 million phishing reports were made to the suspicious emailing service, with TV licensing was the most reported phishing hook. They also found that phishing emails were the key enablers for criminals to initiate cyber-attacks and fraud; weak and the repeated use of the same passwords enabled access to multiple individual online accounts; and that the **COVID-19 pandemic was a key factor in the rise of cyber-attacks in 2020/21**.

A total of 822,276 reports of fraud were reported to Action Fraud in 2020/21, which is a 6% increase from the previous year. This was driven by a **38% (n25,268) increase in fraud associated with online shopping and auctions**.[247]

The Telephone Crime Survey for England and Wales provides an alternative data source. Estimates from the TCSEW[248] showed that there were **4.6 million fraud offences in England and Wales in 2020/21, a 24% increase** compared to the year before.[249] This included increases in consumer retail fraud, advance fee fraud and other fraud, demonstrating how criminals are taking advantage of behaviour changes related to the pandemic.

There were **1.7 million computer misuse offences over the same period, a massive increase of 85%** compared to 2019/20. The rise in computer misuse offences was **largely driven by a 162% increase in unauthorised access to personal information**.[250] This included victims' details being compromised via large-scale data breaches, and victims' email or social media accounts being compromised, and sometimes being used to request money from their contacts.

While these datasets collect data slightly differently, both have shown large increases in online fraud, particularly in relation to online shopping, personal hacking and malicious software.

14.3 Cybercrime in Hampshire

Cybercrime is aggregated nationally as there are difficulties in establishing where crimes took place. To get an idea of local impact, Action Fraud release approximate financial losses by County and Hampshire Constabulary are able to report on the incidents they have reported to Action Fraud.

During 2020/21, residents and businesses of Hampshire and the Isle of Wight reported losses of approximately £3.8 million each month. **This is an increase of 27%** (£800,000) on the £3 million identified in the *2019/20 Fraud Victim Profile*.[251]

Reported occurrences of cyber dependent crimes in Hampshire remained low in volume as they typically relate to email or social media hacking. In 2020/21, 4.3% of Hampshire's reported offences to Action Fraud were categorised as 'hacking social media & email' compared to 3.7% in 2019/20. These increases are consistent with the national profile previously mentioned in this section. Other hacking categories

[246] Data Encrypted for Impact, Technique T1486 - Enterprise | MITRE ATT&CK®
[247] https://www.actionfraud.police.uk/data
[248] Telephone Crime Survey England and Wales (TCSEW)
[249] Crime in England and Wales - Office for National Statistics (ons.gov.uk)
[250] Crime in England and Wales - Office for National Statistics (ons.gov.uk)
[251] Hampshire and IOW Strategic Assessment 2021

(personal, server and extortion) account for a further 2.9%, however, the true level of cyber-dependent crimes is unknown as many businesses and individuals are believed to be under reporting.[252]

The Community Safety Survey 2020 provides the only data source for Portsmouth and found slight increases in *'cybercrime'* (0.1% increase) and *'fraud'* (0.5% increase) in comparison to the 2018 survey. The findings also showed that cyber/online crime was one of the least likely crimes to be reported. Some residents may not be aware that they are a victim of cybercrime or know little about it which could be a likely cause of under-reporting.

It is recommended that further research is conducted to gain a local picture of cybercrime in Portsmouth 🕮

14.4 Online Abuse and Exploitation

Digital technology has assisted the initiation, maintenance, and escalation of abuse. It provides increased ease of access to victims, as forms of social media and digital messaging, generic websites, and gaming platforms are used to contact and groom victims.[253] The online medium can also be used to lower young people's inhibitions, create a sense of false safety, and hide dynamics and threat. Some young people can feel powerless online; research has found that some young people felt like there were fewer routes to escape abuse.[254] Emotional blackmail is often used to pressure victims' into complying with sexual requests via technology assisted abuse, as there can be few or no opportunities to physically intimidate and threaten. Image-related blackmail is a tactic used by offenders', where they threaten to send sexual images of victims to their friends or family if they did not comply with further abuse. This is a powerful tool in maintaining the abuse and inhibiting the victim from disclosing.[255]

Children and young people can be re-victimised when abusive content is recorded, uploaded, or shared by others online. Whether the abuse happens online or offline, the impact of online abuse on children can have a long-lasting impact on a child's overall wellbeing and can lead to anxiety, self-harm, eating disorders and suicidal thoughts.[256] A child or a young person may be reluctant to speak out about the abuse they've experienced online as they may not understand they're being abused, have been told by the abuser that they won't be taken seriously, blame themselves for the abuse, or the abuser may have also used image-related or emotional blackmail if they tell anyone about the abuse which might make them frightened to speak out.[257]

As children have been spending more time online with potentially less supervision during the pandemic, this has exposed children to an increased risk of online abuse. **The Internet Watch Foundation (IWF) received 44,809 reports from members of the public about child sexual abuse materials online in 2021, demonstrating a 51% (n15,111) increase compared to 2020.[258]** Ofsted conducted some research into

[252] Hampshire and IOW Strategic Assessment 2021
[253] Online abuse | NSPCC
[254] Online abuse | NSPCC
[255] (PDF) "Everyone deserves to be happy and safe" A mixed methods study exploring how online and offline child sexual abuse impact young people and how professionals respond to it (researchgate.net)
[256] Protecting children from online abuse | NSPCC Learning
[257] NSPCC 2016
[258] Internet Watch Foundation (IWF) (2020)

sexual abuse in schools in the UK and found that 90% of all girls questioned had been sent unsolicited and explicit sexual material and had been pressured to send 'nude' pictures.[259]

14.5 Summary of Cybercrime

Reports of cyber-dependent crime and online fraud increased substantially during the COVID-19 outbreak, particularly during months with the strictest lockdown policies.[260] This is thought to be a consequence of changes in behaviour, with many people working, shopping, and socialising online more, creating increased opportunities for criminals online at a time when there were fewer opportunities in public areas.

The TCSEW found a 24% increase in fraud offences and an 85% increase in computer misuse offences from 2019/20, while Action Fraud found a 15% increase in cybercrime and 38% increase in fraud associated with online shopping and auctions. While it is difficult to tie online crimes to geographical locations, residents and businesses in Hampshire reported losses of approximately £3.8 million pounds per month, a 27% increase from 2019/20.

It is also **thought that many people don't recognise some of types of cybercrimes as crime, and do not report them** to Action Fraud or the police; very few people reported experiencing it to the Community Safety Survey in 2020.

Digital technology has **also assisted the initiation, maintenance, and escalation of abuse**. It **makes it easier to access to victims**. Social media, digital messaging, generic websites, or gaming platforms are used to contact and groom victims. As children have been spending more time online with potentially less supervision during the pandemic, this has exposed children to an increased risk of online abuse. The Internet Watch Foundation found a **51% increase in reports from members of the public about child sexual abuse materials online** in 2021 compared to the previous year.

[259] Review of sexual abuse in schools and colleges - GOV.UK (www.gov.uk)
[260] Full article: Cybercrime and shifts in opportunities during COVID-19: a preliminary analysis in the UK (tandfonline.com)

15. Anti-Social Behaviour

Chapter 15 was written by Alice Dickson

The term Anti-Social Behaviour (ASB) refers to a wide range of behaviours from environmental issues such as littering, fly tipping and dog mess, through to personal nuisance such as neighbourhood disputes and noise. ASB may also include criminal offences such as harassment, arson and criminal damage depending on the severity of the incident and effect on the person experiencing it. ASB data sets often have limitations; the detail about the incidents is not always recorded and different types of ASB may be merged into one category. ASB is a subjective issue which is open to interpretation,[261] police and agencies may record it differently, thus the data collected only provides an indication of the issues rather than the complete picture. Additionally, local ASB processes and procedures changed in response to the COVID-19 pandemic in 2020 which may have had an influence on this year's data.

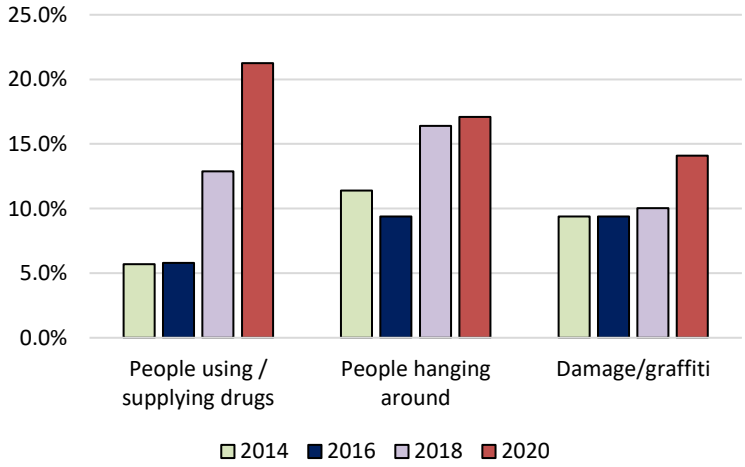
15.1 Community Safety Survey 2020

We do not have an update for the Community Safety Survey since 2020, but we plan to complete another one next year (2022). The Community Safety Survey 2020 found that **almost three quarters of respondents (n604) had experienced anti-social behaviour in the previous twelve months** and that proportion **has been increasing since 2016** (from 59% to 74%). Respondents were also significantly more likely to think that anti-social behaviour was a problem in their area than in 2016.[262]

The community safety survey 2020 found that the **most commonly reported type of anti-social behaviour was *'people using/supplying drugs'* (21%, n199),** followed by *'people hanging around'* (17%, n160) and *'damage/graffiti'* (14%, n132).

***'People using/supplying drugs'* has been increasing substantially since the 2016 survey** (from 6%, n72 to 21%, n199). This is consistent with anecdotal local reports and the national picture; 'people using/dealing drugs' was also the most common type of anti-social behaviour reported to the Crime Survey of England and Wales (2019).

Figure 15.1: Most common types of ASB reported to the Community Safety Survey



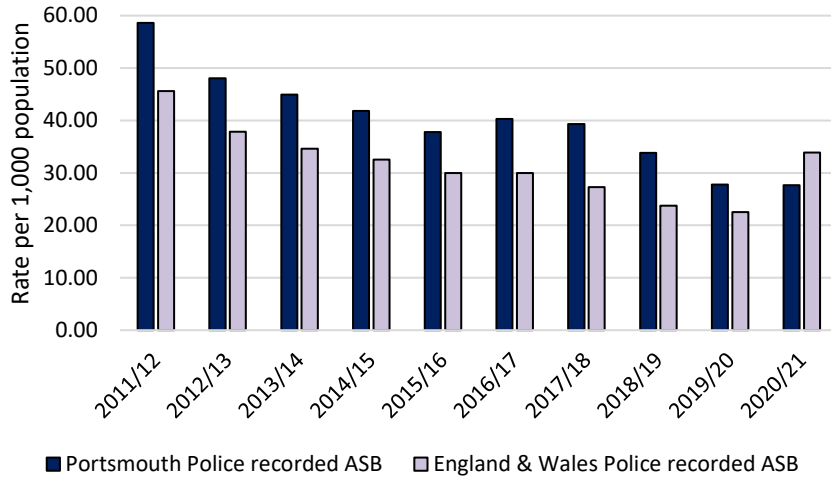
[261] Strategic Assessment of Crime, Anti-social behaviour, Substance misuse and Re-offending 2016/17
[262] Statistically significantly: p<0.001

15.2 Police Recorded Anti-Social Behaviour

Anti-social behaviour incidents reported to the police have been on a sustained downward trend over the last decade both locally and nationally (Figure 15.2).

Locally, the level of ASB incidents has remained fairly stable since last year, but levels are 53% (n6,651) lower than in 2011/12.

Figure 15.2: Police recorded anti-social behaviour

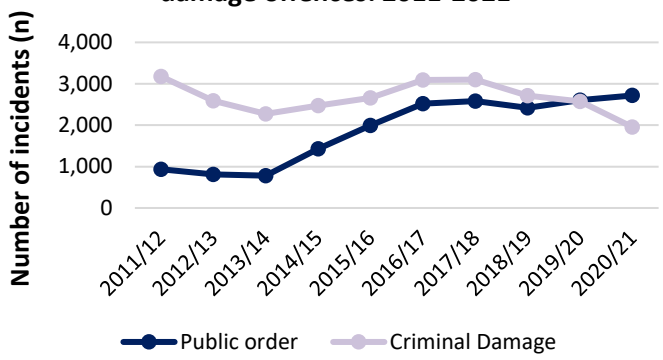


However, a **50% increase in incidents reported to the police nationally** has resulted in the national average rate being higher than for Portsmouth for the first time in a decade (national average: 33.9 per 1,000 population; Portsmouth: 27.7 per 1,000). The TCSEW[263] found that as **many police forces include breaches of public health restrictions reported to them by members of the public as ASB incidents**[264] and this was the main driver for the increase seen nationally. This does not appear to be the case locally.

Criminal damage offences recorded by the police have been decreasing since 2017/18 and reduced by a 24% (n621) since last year (Figure 15.3).

Conversely, **public order offences**[265] **recorded by the police have been increasing since 2014/15 and remained stable** compared with a 13% increase nationally (n56,102) since last year. This is notable as many other crime types saw a reduction in 2020 due to the Covid-19 restrictions and national lockdown. During lockdown there was a reduction in night time economy and retail crime which reduced the demand for response and patrol. Anecdotally, police colleagues have said that instead the police conducted COVID patrols where police officers checked residents were not breaching the lockdown rules. This meant that a lot more people were being stopped or spoken to which could have offset the expected reduction.

Figure 15.3: Public order and criminal damage offences: 2011-2021



[263] The Telephone-operated Crime Survey for England and Wales (TCSEW) began data collection on 20 May 2020 to capture trends in crime while normal face-to-face interviewing was suspended.
[264] Crime in England and Wales - Office for National Statistics (ons.gov.uk)
[265] Offences involving public disorder are often a precursor to, or part of, the commission of other offences. For example, also lead to or involve assault, unlawful possession of a weapon or the causing of criminal damage.

15.3 ASB Reported to Portsmouth City Council

Portsmouth residents can report some types of anti-social behaviour to the council; either the Noise Pollution Team, the Safe, Clean and Tidy Team or to the Housing Service; these services data sets can add more detail to the overall picture of anti-social behaviour in Portsmouth.

15.6 Summary of Anti-Social Behaviour

Local **levels of ASB reported to the police have halved over the last decade** and have also been declining nationally. Conversely, the **proportion of respondents reporting that they have experienced or witnessed ASB to the Community Safety Survey has been increasing** since 2016.

The levels of ASB in Portsmouth **remained stable compared to 2019/20,** despite an initial increase during the first lockdown period. There was also a 25% reduction in demand requested via 101 calls or Single Online Home (police website) for low level crimes and ASB. However, **increases were seen in ASB reported to other services:**

- 17% increase in noise complaints to the Noise Pollution Team
- 46% increase in ASB reported to the Housing Service, and
- 27% increase in arson from Hampshire Fire and Rescue Service

It is **possible that the reductions seen in recent years and stability during 2020/21 are due to a reluctance to report to the police**.

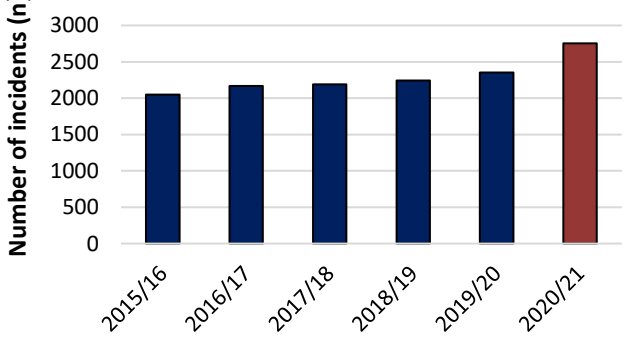
There was **a substantial reduction in alcohol related ASB**, which is unsurprising with the lockdown periods and restrictions to the opening times and capacities of night time economy premises. A smaller reduction was seen in drug related ASB which is consistent with other data in this assessment demonstrating that **despite restrictions on being in public areas and socialising for much of 2020/21, drug misuse has continued largely unabated**.

15.3.1 Noise Complaints

Noise complaints reported to the Noise Pollution Control Team (NPCT) are usually complaints that are sustained and at a time that causes on-going nuisance or distress to city residents. In the last 12 months, the NPCT has dealt with a total number of 2,754 noise nuisance cases, an **increase of 17%** (n400) compared to the previous year.

The **majority of the reported incidents to the NPCT were: *'music'* 36% (n1003), *'people'* 30% (n825)**, *'barking dog'* 9% (n235) and *'party'* 8% (n231). The category of 'music' had the largest percentage increase compared to the previous year (29%, n223).

Figure 15.4: Noise Pollution by year (2015/16 to 2020/21)



However, these categories are not robust, and incidents may be placed in different categories for people/ music/ parties depending on how the complainant describes the issue. **St Thomas had the highest noise nuisance rate with 19.3 per 1,000 of the population followed by Central Southsea (18.9 per 1,000), St Jude (17.3 per 1,000) and Charles Dickens (16.1 per 1,000)**. These wards include the night time economy (NTE) areas of Guildhall Walk, Gunwharf, Quays, Albert Road and Palmerston Road, which include pubs and bars which may cause higher rates of noise nuisance. However, if the noise nuisance was largely caused by NTE areas we would have expected to see a reduction. These areas are also densely populated, with either high levels of social housing, houses in multiple occupation or student accommodation and the restrictions in opening of NTE premises may have led to more people having friends over to their homes and residential parties.

15.3.2 Safe, Clean and Tidy Team

There has been a substantial reduction in ASB reported by the Safe, Clean and Tidy Team which is likely to have been heavily influenced by changes to the community warden's database and may not indicate a genuine reduction. A new way to record patrols separately was introduced in 2020/21 and the way ASB is recorded during these patrols appears to vary across records. Further work is needed before trend data for this dataset can be made available. 🕮

The **most common categories of ASB reported in 2020 were *'waste-other'* (34%, n1332), *'ASB/other'* (16%, n639)**[266], *'dog fouling'* (9%, n356), *'highways'*[267] (7%, n276) and *'rough sleeper'* (7%, n275). These common categories were similar to the year before which suggests that residents are still finding these ASB types an issue in their local area.

15.3.3 PCC Housing Service (ASBU)

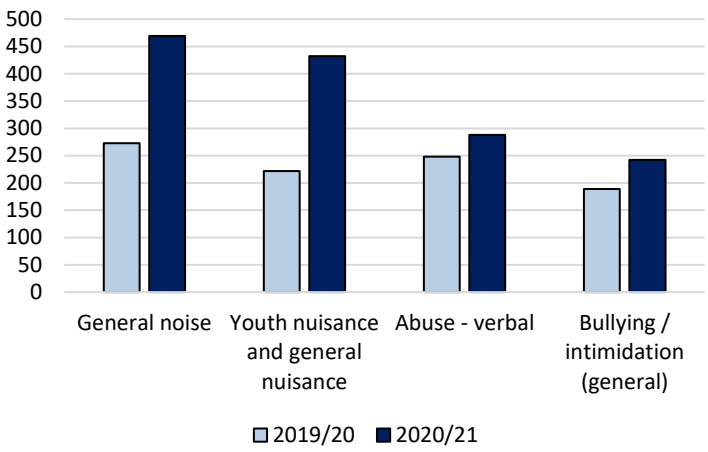
This year we have obtained ASB data from our local authority Anti-Social Behaviour Unit (ASBU) database which records ASB incidents reported to the housing service which concern PCC tenants or private residents affected by the behaviour of PCC tenants. There were 2,941 reports of **ASB to the housing service in 2020/21, a substantial increase of 46% (n929)** compared to the previous year, which could be due to the additional time families and particularly children were required to stay at home.[268]

[266] *'ASB/other'* should be interpreted with caution as this category is often used when there isn't a drop descriptor which describes the ASB type witnessed.
[267] *'Highways'* can include a range of things which impact the highway such as; overhanging vegetation or scaffolding.
[268] This data has always existed but previously been harder to extract.

The most common types of ASB reported in 2020/21 were ***'General noise'*** **(16%, n469),** ***'youth nuisance and general nuisance'*** **(15%, n432),** *abuse-verbal'* (10%, n288) and *'bullying/ intimidation (general)'* (8%, n242).

Areas with high levels of social housing had the highest rates of ASB incidents reported to housing as this data source is only for ASB related to PCC tenants. **Charles Dickens had a rate of 55.94 per 1,000 of the population, followed by St Thomas (25.06 per 1,000).** Consequently, ASB incidents were most likely to be reported by PCC tenants (81.16%, n2387) and less likely to be reported by *'private rented'* tenants (5%, n142) or *'owner occupiers'* (2%, n57).

Figure 15.5: Most common types of ASB reported to PCC Housing Service



15.4 Arson

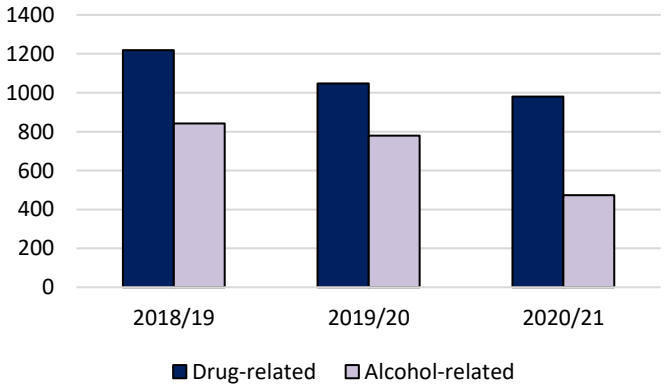
The arson data consists of deliberate primary and secondary fires[269] which are recorded by Hampshire Fire and Rescue Service (HFRS). In 2020/21 there were a total of 200 deliberate fires (51 primary and 149 secondary) which is a **27% (n43) increase in comparison to 2019/20**. Higher numbers are seen between July and December, which takes in the school holidays and also Halloween and Bonfire night.

15.5 Drug & Alcohol Related ASB

Police data was analysed to explore how many ASB incidents were drug or alcohol related.[270] In 2020/21 **17% (n981) of ASB were drug related and 8% (n474) were alcohol related**, 1% (n56) of ASB records mentioned both drugs and alcohol.[271]

This dataset shows a s**ubstantial (39%, n306) reduction in alcohol related ASB** (Figure 15.6), which is unsurprising with the lockdown periods and restrictions to the opening times and capacities of night time economy premises. A

Figure 15.6: Drug and alcohol related ASB reported to the police

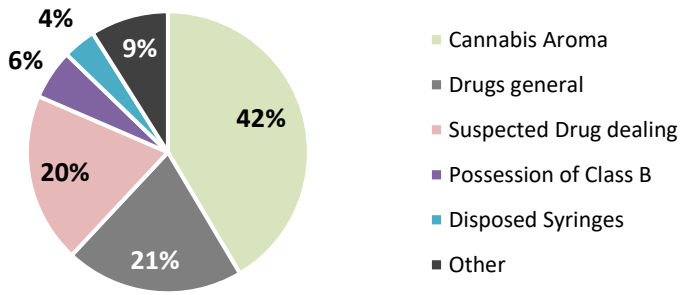


[269] Primary fires include all fires in buildings, vehicles and some outdoor structures, these may involve causalities or fires attended by 5 or more Hampshire Fire and Rescue Service's appliances. Secondary fires are fires that did not occur at a Primary location, these fires do not involve casualties and are incidents that have been attended by 4 or fewer Hampshire appliances.
[270] This analysis was done using search terms, and therefore is subject to errors with spelling or inclusion of records that may include the word in a different context. More details about this research can be obtained from the Public Health Intelligence team.
[271] This 1% are duplicates that appear in both the drug totals and the alcohol totals.

smaller (6%, n67) reduction was seen in drug related ASB which is consistent with other data in this assessment demonstrating that **despite restrictions on being in public areas and socialising for much of 2020/21, drug misuse has continued largely unabated**.

In 2020/21, PCC Housing service introduced new categories to distinguish different types of drug related ASB. There has been an increase in drug related ASB incidents (11%, n20), however it is difficult to know whether this is due to the increased focus of the new categories.

FIgure 15.7: Drug-related ASB most commonly reported to PCC Housing Service, 2020/21



Despite this, the data can now be broken down into categories. The most common categories in 2020/21 were ***'Cannabis aroma'* (42%, n87), *'drugs general'* (21%, n43)** and ***'suspected drug dealing'* (20%, n41).** To show how data collection has improved, in 2019/20, 95% (n180) of drug related ASB incidents were *'Drugs general'*, which encompasses different types of drug related ASB.

16. Conclusion & Recommendations for Priorities

The **COVID-19 pandemic and the response to it has had a substantial impact on crime, community safety and service delivery during 2020/21**. The restrictions imposed have significantly limited physical interactions, creating fewer opportunities for crimes taking place in public areas. There have been **substantial reductions in many types of crime, particularly theft offences and violence associated with the night-time economy**, which are likely to revert to pre-pandemic levels as things go back to normal. Despite this, there have been increases in some types of crime, such as sexual offences, domestic abuse, stalking and harassment, knife-enabled robbery, and drug offences.

The **increases in stalking and harassment** are likely to be largely due to better identification and recording of these offences by police, but increases have also been found in harassment reported to the Community Safety Survey indicating that this may be becoming more of an issue.

Sexual offences and domestic abuse have been on a long-term upward trend for the last decade. While there have been changes in recording which could account for part of these increases and perhaps some people have more confidence to report, the focus is very much on providing support to victims or encouraging potential victims to change their behaviours. This approach is reactive and is likely to displace future offending, rather than reduce the perpetration of these types of crime. There is particular concern that sexual harassment/abuse may be normalised for girls and young women, and research has suggested that they often feel that they cannot report it to anyone.

Knife-enabled robbery also increased, and although numbers are still relatively small, the potential for harm is substantial. **Possession of a weapon offences** also did not reduce, indicating that knife crime is

still a current and serious issue. There are thought to be links between knife-enabled crime and **drug related violence**, both of which are associated with **child criminal exploitation**. **Drug offences also increased** during the pandemic, and County Lines managed to adapt and continue trafficking drugs into Portsmouth.

The pandemic has also dramatically **accelerated a shift towards increasingly using online platforms** for our day-to-day needs, including socialising, working from home, and shopping. This has created more opportunities for criminals to access victims and with generally with a lower risk of being caught. It is thought that **many crimes have been displaced from 'physical' to cybercrime**, and that overall crime has not reduced. There is a serious gap in our knowledge around cybercrime locally, with much of the data only available at a national or county level, and many people are not recognising that the behaviours they encounter online are crimes. The periods of home-schooling and the use of online platforms to do so, has meant that children and young people have had increasingly unsupervised access to the internet, **increasing the number of young people vulnerable to online grooming for both sexual and criminal exploitation**. While many types of 'physical' crime are likely to have gone back to normal levels as the restrictions are eased, it is likely that people will continue to use online platforms more than they did prior to the pandemic and this is highlighted as a continuing risk.

The pandemic and restrictions have had wide-reaching effects on society and while we can begin to identify some of the harm suffered, other consequences may not be known for many years. We are aware of the increased job losses, unemployment and financial stress placed on families, and the disadvantages for people or families with a low income, including children being unable to access education, increased isolation, having to spend a long time in confined conditions and being without access to open spaces. The **biggest impact appears to be on mental health**, and, in particular, for those who have been exposed to the most disruption and disadvantages, children and young people, and those who have existing mental health disorders. National research has highlighted that mental health services have not been able to keep up with additional demand, both for young people and adults.

This increase in poor mental health appears to have had other **repercussions that may increase vulnerability and the likelihood of becoming a victim of crime**. For example, more adults went missing, and alcohol consumption was known to have increased. Increased alcohol dependence causes chronic problems and tends not to be immediately reflected in the datasets that we monitor. **Drug misuse has become a more visible issue** for Portsmouth residents in recent years and appears to have continued largely unaffected, although there was a small reduction in recreational use linked to the night time economy.

16.1 Reviewing the Community Safety Priorities

The strategic assessment process considers local and national data to identify priorities for the partnership. While the conclusion sums up the key issues, a detailed scoring matrix[272] was also used to demonstrate transparency in identifying crime priorities for the partnership. This matrix identified the following highest scoring crime types: sexual offences, knife-enabled serious violence, stalking & harassment, violence with injury and domestic violence.

Taking all this into consideration, the previous priorities remain, and a few extra priorities have been added (in bold).

- Tackling violent crime, continuing to focus on domestic abuse, knife-enabled violence, and **sexual violence**
- Tackling drug-related harm, with a focus on increasing access to treatment and closer working across physical and mental healthcare.
- Early identification of and interventions with children and young people at risk of exploitation or abuse, of misusing substances and of offending
- **Improve accessibility and capacity of mental health provision for children, young people, and adults.**
- **Increase the awareness of cyber-related harm**

[272] The matrix takes account of volume, trends, bench-marking, public concern, personal harm and whether they were likely to have disproportionate impacts against sections of the community or were linked to drug and alcohol misuse.

Appendix A: ONS Trends

From ONS	Data over time											
	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	n change	% change
All Crime (excl. fraud)	21,214	17,982	16,556	17,978	21,118	24,686	28,101	25,895	25,654	22,822	-2,832	-11.0%
Stalking & Harassment	216	180	199	334	998	1,232	1,181	1,620	2,159	2,642	**483**	**22.4%**
Violence without injury	2,064	1,859	1,727	2,270	3,191	3,913	4,261	4,148	4,163	3,767	-396	-9.5%
VATP with injury	2,558	2,133	1,832	2,291	3,206	3,575	3,843	3,833	3,703	2,857	-846	-22.8%
Homicide	0	1	3	4	3	2	1	0	2	1	-1	
Death by dangerous driving							1	2	1	0	-1	
Possession of a weapon	n/a	89	104	110	171	217	274	295	295	304	**9**	**3.1%**
Public order	932	810	781	1,430	1,995	2,520	2,584	2,417	2,719	2,706	-13	-0.5%
Sexual offences (All)	301	226	279	484	579	768	811	803	786	819	**33**	**4.2%**
Domestic Burglary	918	761	674	498	569	615					0	
Residential burglary							999	968	856	685	-171	-20.0%
Robbery	193	130	122	105	133	182	222	231	274	291	**17**	**6.2%**
Non Domestic Burglary	894	721	855	862	767	759					0	
Non residential burglary							586	405	352	273	-79	-22.4%
Vehicle	1,683	1,131	1,046	1,069	1,533	1,986	2,614	1,984	1,711	878	-833	-48.7%
Theft from the person	351	340	320	257	234	213	226	227	188	131	-57	-30.3%
Shop theft	3,203	2,664	2,297	2,137	2,253	2,587	2,886	2,300	2,142	2,527	**385**	**18.0%**
Cycle theft	1,371	1,002	1,139	997	894	1,153	1,190	841	787	522	-265	-33.7%
All other theft offences	2,539	2,250	1,977	1,826	1,876	2,066	2,015	1,811	1,490	974	-516	-34.6%
Misc. crimes against society	253	213	258	292	331	379	422	347	378	333	-45	-11.9%
Criminal Damage & Arson	3,132	2,667	2,326	2,552	2,711	3,166	3,198	2,815	2,674	2,035	-639	-23.9%
Drug offences	822	985	816	794	672	585	787	813	973	1074	**101**	**10.4%**

Appendix B: National Lockdown Dates and Restrictions

March 2020

- 16th: PM announces the first lockdown in the UK ordering people to "stay at home".

April 2020

- 16th: Lockdown extended for 'at least' three weeks.

May 2020

- 10th: PM announces conditional plan for lifting lockdown, and those who cannot work from home should return to work and avoid public transport.

June 2020

- 1st: phased re-opening of schools.
- 15th: Non-essential shops reopen in England.
- 23rd: PM announces relaxing of restrictions and 2m social distancing rule.
- 29th: Matt Hancock announces that first local lockdown restrictions would be applied in Leicester and parts of Leicestershire.

July 2020

- 4th: UK's first lockdown is enforced in Leicestershire and more restrictions are eased in England, including, reopening of pubs, restaurants and hairdressers.
- 18th: local authorities in England are given additional powers to enforce social distancing.

August 2020

- 3rd: Eat Out to Help Out scheme, offering a 50% discount on meals up to £10 per person begins in the UK.
- 14th: lockdown restrictions are eased further, including reopening indoor theatres, bowling alleys and soft play.

September 2020

- 14th: 'Rule of six' indoor and outdoor social gatherings are banned in England.
- 22nd: PM announces new restrictions in England, including a return to working from home and 10pm curfew for hospitality sectors.

October 2020

- 14th: a new three-tier system of COVID-19 restrictions starts in England.
- 31st: PM announces a second lockdown in England to prevent a "medical and moral disaster" for the NHS.

November 2020

- 5th: Second national lockdown comes into force in England.
- 24th: PM announces up to three households will be able to meet up during a five-day Christmas period 23rd to 27th of December.

December 2020

- 2nd: Second lockdown ends after four weeks and England returns to a stricter three-tier system of restrictions.
- 19th: PM announces tougher restrictions for London and South East England, with a new tier 4 'Stay at Home' alert level. Christmas mixing rules tightened
- 21st: Tier 4 restrictions come into force for London and South East England.
- 26th: more areas of England enter tier 4 restrictions.

January 2021

- 4th: PM says children should return to school after Christmas break, but warns restrictions in England will get tougher.
- 6th: England enters third national lockdown.

February 2021

- 15th: Hotel quarantine for travellers arriving in England from 33 high-risk countries begins.
- 22nd: PM expected to publish roadmap for lifting the lockdown.

March 2021

- 8th: Primary and secondary schools go back in England.
- 29th: Outdoor gatherings (including in private gardens) of either 6 people (Rule of 6) or 2 households will be allowed, 'Stay at home' rule ends but many restrictions will remain in place.

April 2021

- 12th: reopening of non-essential retail, personal care premises such as hairdressers and nail salons; and public buildings, including libraries and community centres; indoor leisure facilities such as gyms will reopen; most outdoor attractions and settings including outdoor hospitality venues, zoos, theme parks and drive in cinemas. Self-contained accommodation such as campsites and holiday lets can reopen. No curfew for hospitality venues but only outdoor seating and table service allowed.

May 2021

- 17th: Pubs and restaurants to reopen indoors, and groups of six people or two households to mix indoors; People can now hug each other once again; Ban on overseas holidays has been lifted for "green list" countries; Overnight stays are allowed; Face masks are no longer needed in secondary school classrooms; University students have returned to in-person teaching; Cinemas and theatres have reopened.
- Before the 21st of June the government will complete a review of social distancing and other long term measures that have been put in place, the use of face coverings and other measures may be lifted.

June 2021

- 21st: the reopening of remaining premises, including nightclubs, and ease the restrictions on large events and performances. The government hopes to be in a position to remove all legal limits on social contact.

July 2021

- 19th: Government ends all restrictions on socialising

Appendix C: Youth Offending Trends, 2005/06-2020/21

	05/06	06/07	07/08	08/09	09/10	10/11	11/12	12/13	13/14	14/15	15/16[273]	16/17	17/18	18/19	19/20	20/21
No. of substantive offences	1929	1513	1601	1369	1298	1036	993	687	593	651	451	533	756	720	548	294
No. of YRDs / community resolutions	-	-	-	-	52	244	165	78	66	55	128	123	350	394	305	198
Total number of offences (including CRs)	1929	1554	1642	1369	1347	1280	1158	765	659	706	579	656	1106	1114	853	492
No. of young offenders (incl FTEs)	801	698	707	665	605	364	315	201	155	173	113	157	167	168	169	106
Young offenders as a proportion of the 10-17 population	4.5%	3.9%	3.9%	3.7%	3.4%	2.0%	1.8%	1.2%	0.9%	1.0%	0.7%	0.9%	0.9%	0.9%	0.9%	0.6%
Average number of offences	2.41	2.17	2.26	2.06	2.15	2.85	3.15	3.42	3.83	3.76	3.99	3.39	4.53	4.29	3.24	2.77
No. of FTEs	447	357	395	399	317	128	128	67	82	74	60	99	84	83	101	56
FTE rate per 100,000 10-17yrs (YJB)	2,269	1,869	2,130	2,325	1,842	756	756	375	474	428	324	487	392	392	449	2020 297
FTE rate using local data	2,488	1,987	2,200	2,212	1,759	715	721	387	480	428	347	567	470	458	545	295

[273] There was a change in database from YOIS to CorePlus and 2015/16 is the first year's data that could be extracted from the new database.

Appendix D: Drivers of Assaults

Drivers of violent assaults	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	change from 2019/20 to 2020/21
Total domestic / family violence	34.5% (n1,285)	37.1% (n1,207)	36.4% (n1,556)	38.1% (n2,316)	38.0% (n2,589)	38.8% (n2,987)	39.9% (n3,042)	40.4% (n2,979)	45.7% (n2856)	5.3 pp -4% (n120)
Total NTE related & licensed premises	17.8% (n662)	15.4% (n500)	15.2% (n649)	14.1% (n858)	14.5% (n986)	12.9% (n991)	12.4% (n946)	12.9% (n952)	7.2% (n449)	-5.7 pp -53% (n503)
Total hate crime	2.3% (n84)	1.9% (n61)	2.0% (n84)	1.7% (n103)	2.1% (n145)	2.0% (n156)	1.9% (n145)	2.2% (n165)	2.2% (n135)	0 pp -18% (n30)
On police, PCSOs or other designated officers*					2.0% (n133)	3.7% (n282)	2.7% (n204)	3.6% (n269)	4.8% (n301)	1.2 pp 12% (n32)
Other violence	44.9% (n1,674)	45.7% (n1,487)	38.9% (n,1663)	45.2% (n2,749)	39.9% (n2,720)	39.5% (n3,044)	40.8% (n3110)	40.8% (n3,008)	40.1% (n2510)	-0.7 pp -17% (n498)
Total assaults	**3,725**	**3,251**	**4,275**	**6,085**	**6,812**	**7,703**	**7,622**	**7,373**	**6,252**	**-15.2% (n1,121)**

The 2011/12 research into 'other violence' found that other significant drivers were:[274]

- The escalation of ASB incidents (such as neighbourhood disputes, groups behaving anti-socially in a public place and traffic related ASB).
- Secondary night time economy (incidents happening between 8pm and 5am but outside the designated areas (victim walking home from a night out, taxi drivers assaulted whilst doing their job or in late night take-away restaurants or convenience supermarkets).
- Violence associated with other offences, such as when a member of the public intervenes to stop an offence taking place.
- Violence against victims who are vulnerable due to factors such as mental health issues, substance misuse or disability.
- Domestic abuse crimes that had not been correctly classified.

[274] Violence by other family members and against police officers are now included in the main analysis as a result of the 2011/12 analysis as these are straightforward categories to classify using the raw data provided by the police.

Appendix E: Narrow & Broad Definition of Serious Violence

Narrow		Broad	
1. Knife/bladed weapon enabled serious violence (including robbery and rape)	**2. Most serious violence**	**3. Serious violence enabled by other weapons & possession of a bladed weapon**	**4. Serious sexual offences**
Non-domestic homicide (murder & manslaughter) (1/1, 2) Attempted homicide (4/1) Wounding with intent to do grievous bodily harm (5/1) Threats to kill (3/1) Malicious wounding (8/1) Assault with injury (occasioning ABH 8/6) Racially or religiously aggravated wounding or GBH (8/59) Racially or religiously assault occasioning ABH (8/60) Rape (19/7-14, 19/16-19) Business robbery (34/11) Personal robbery (34/ 21) Assault with intent to rob (34/22)	Murder (1) Attempted murder (2) Causing death by aggravated vehicle taking (37/1) Manslaughter (4/1) Infanticide (4/2) & destruction of unborn child (4/3) Causing death by dangerous or careless driving (4/4, 4/6, 4/8, 4/12, 4/13) Wounding with intent to do grievous bodily harm (5/1) Causing bodily injury by explosion (5/6) Torture (5/27)	3a. Serious violence enabled by other weapons (same offence codes as 1.) 3b. Possession of a bladed weapon: Possession of offensive weapon without lawful authority or reasonable excuse (8/11) Having an article with a blade or point in a public place (8/26) Having an article with a blade or point on school premises (8/27) Threaten with an offensive weapon in a public place (8/61) Threaten with a blade or sharply pointed article on school premises (8/62) Threaten with a blade or sharply pointed article in a public place (8/64)	Sexual assault on a male (17/13-16) Rape or attempted rape (19/7-14 and 19/16-19) Sexual assault on a female (20/3-6) Sexual activity involving a child under 13 (21/2-5 & 21/10-17 & 21/22-25) Causing sexual activity without consent (22/2-5) Sexual activity etc. with a person with a mental disorder (70/1-24) Abuse of children through prostitution and pornography (71/1-17) Trafficking for sexual exploitation (codes TBC)

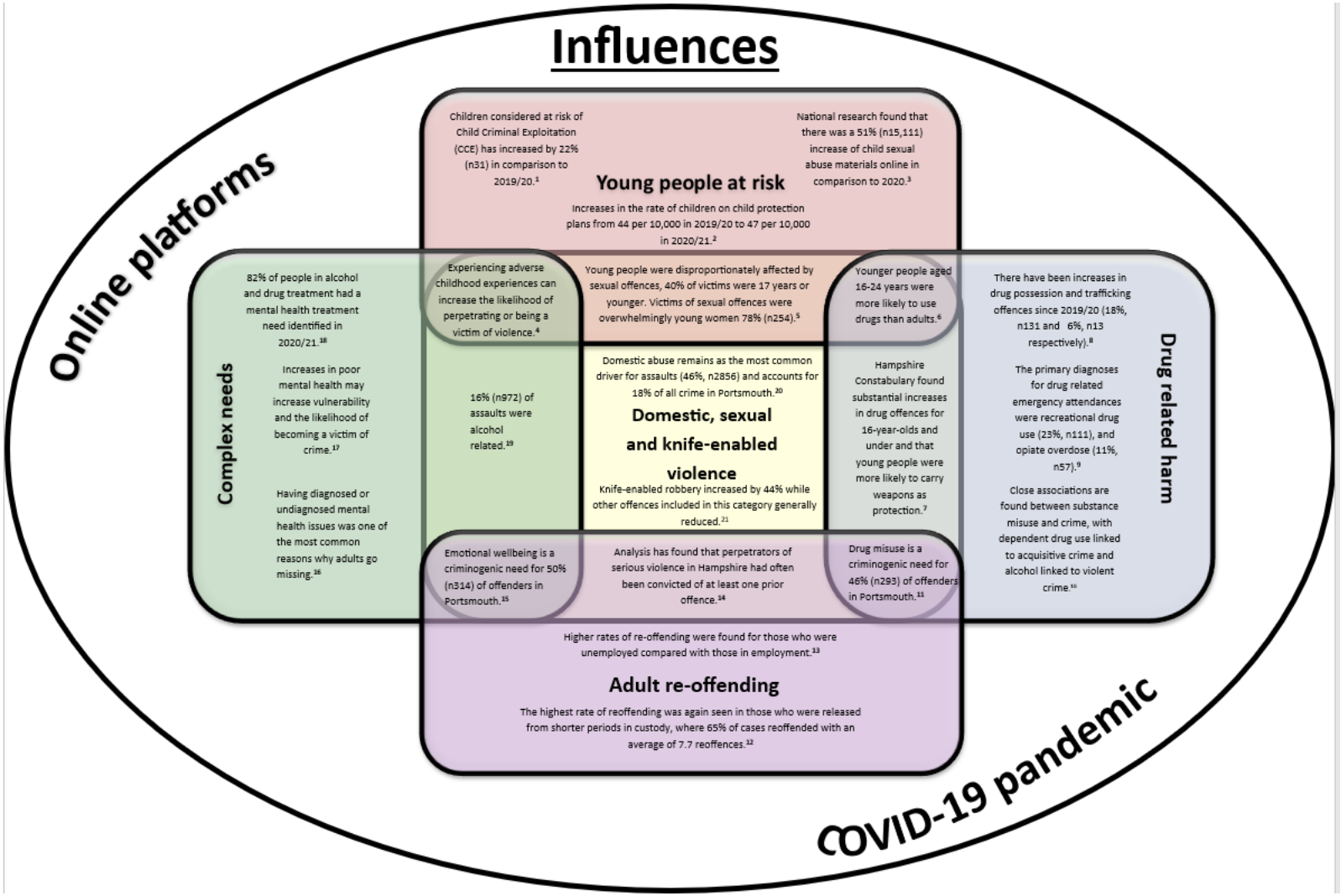
Appendix F: Priority Matrix

Crime, Disorder or Incident Type		PROBABILITY			HARM		PROPORTIONALITY		SUB MISUSE	PREDICTIVE	SCORE	
		Volume	Trends	Benchmarking Concerns	Public Concern	Personal Harm	Disproportionate impact against sections of the community (incl. business)	Hidden or under reported crime	Linked to drug or alcohol misuse	Future issues and PESTELOM	Priority Score	Weighted Average Score
Violent crime	**VATP with injury**	2	1	3	2	2	2	2	1	0	15	1.7
	Sexual offences	0	3	3	2	2	2	2	2	1	17	1.9
	Knife-enabled serious violence	0	3		2	3	1	1	2		12	1.7
	Robbery (personal)	0	3	2	2	2	0	0	2	1	12	1.3
	Robbery (business)	0	1	2	0	1	1	0	1	1	7	0.8
	Stalking & Harassment	2	3	2	2	1	2	2	0	1	15	1.7
	Domestic Violence	2	3			2	1	2	1	1	12	1.7
	NTE violence	0	1			2	1	1	2	1	8	1.1
	Racial & religiously aggravated violence	0	2	2	1	2	1	2	1	1	12	1.3
	Homophobic / disability hate crime	0	1		1	2	2	2	1	1	10	1.3
Acquisitive Crimes	**Serious Acquisitive Crime**	1	0	0	2	1	0	1	2	0	7	0.8
	Residential burglary	0	0	0	2	1	0	0	2	0	5	0.6
	Community & Business Burglary	0	0	1	0	0	1	0	1	0	3	0.3
	Vehicle Crime (ex. interference)	0	0	0	0	0	0	0	0	0	0	0.0
	Theft of a motor vehicle	0	0	0	0	0	0	0	1	0	1	0.1
	Theft from a motor vehicle	0	0	0	1	0	0	0	1	0	2	0.2

Crime, Disorder or Incident Type		PROBABILITY			HARM		PROPORTIONALITY		SUB MISUSE	PREDICTIVE	SCORE	
		Volume	Trends	Benchmarking Concerns	Public Concern	Personal Harm	Disproportionate impact against sections of the community (incl. business)	Hidden or under reported crime	Linked to drug or alcohol misuse	Future issues and PESTELOM	Priority Score	Weighted Average Score
	Theft and handling stolen goods	2	0	3	0	0	0	0	1	0	6	0.7
	Shop theft	2	3	3	0	0	0	0	1	0	9	1.0
	Theft from the person	0	0	0	1	0	0	0	1	0	2	0.2
	Cycle theft	0	0	2	1	0	0	0	1	0	4	0.4
ASB	Criminal Damage	1	0	1	0	0	0	0	0	0	2	0.2
	Arson [Primary & Secondary] (HFRS)	0	2		0	2	0	0	0	0	4	0.5
	Anti-Social Behaviour - Police		1			0	0	2	2	1	6	1.0
	Noise Complaints		2		2	0	0	2	0	1	7	1.0

Appendix G: Gaps in Knowledge: Items for the Work Programme

Details of the Recommended Research and Analysis to Address Gaps in Knowledge	Chapter & Section
Further investigation is recommended to investigate ASB reporting, to ensure that residents are able to report ASB to the most appropriate services.	3.0
NDTMS data suggests very low levels of provision of Hepatitis B vaccination and Hepatitis C testing and treatment and no provision of Naloxone, the heroin anti-dote. Tt could be a recording issue as the NDTMS showed only three Naloxone kits being provided to opiate users or their careers, we know this is an under representation of the true number based on anecdotal evidence from conversations with front line services. Further investigation is required to understand why this data is not being recorded correctly.	5.3.4
Drug-related deaths resulting from an overdose of paracetamol and/or alcohol are not included in the measure. It is recommended that further work is conducted to try to understand the scale of this issue	5.4.5
The ELNEP dataset goes back to 2006/07, whilst working on this assessment, it was noticed that the parameters had changed. Further work is needed to see whether this is an issue which can be sorted out.	5.5.1
Datasets for MSHT showed different trends, when they should have been from the same source, further work should be undertaken to establish a consistent picture of MSHT for Portsmouth and Hampshire.	6.1
Further analysis on the impact of COVID-19 was ongoing by the youth offending team.	7.3
Just under half of young people left substance misuse treatment in a planned way (49%) which is much lower than the national rate (79%). Further research is recommended to explore whether this is a reflection of treatment capacity or demand for service	7.4
Each school makes decisions about their PHSE provision, but there should be provision of drug and alcohol information as part of this, and it is recommended that this is checked to ensure it is happening and to enable the partnership to provide support if necessary	7.4
The rate for hospital admissions for violence in Portsmouth is significantly lower than the England average, which could indicate that a substantial number of violence-related hospital admissions are not being captured by this measure. Contact PHE and see how this measure is calculated.	9.1
40% of assaults cannot be classified using easily accessible fields. Research was done in 2011/12 to explore this group of 'other' in more detail and considering the recent focus on serious violence, it is recommended that this piece of work is repeated.	9.2
The current data set from the police only includes offender details, and not suspects, which means that the offender analysis may not be representative	9.2 &

of those committing the offences, only those where there is evidence to charge or the offender has received a caution or community resolution. It is recommended that suspect / subject details are included in the data download.	10.2
The number of domestic abuse cases heard in Hampshire has almost halved over the last couple of years. While some of these reductions are likely to be a consequence of the pandemic, the reductions began in 2018/19 so further investigation of this reduction in charges and cases being heard is recommended	9.3.1
An estimated 5% of domestic abuse crimes resulted in a successful court outcome. This is the lowest proportion in the last decade (the average for the decade was 12%) and is largely due to the reduction in crimes resulting in a charge. It is recommended that the partnership investigate this further to ensure that victims are getting the support and outcomes that are important to them.	9.3.1
HBV is substantially under-reported, and it is not possible to know without further research, whether this is a particular issue for the city	9.3.2
The homelessness application data does not provide an accurate representation of domestic abuse victims experiencing homelessness, and capturing 'approaches' that are domestic abuse related is recommended.	9.3.6
Most refuge referrals were declined because the client no longer wanted support but the specific reasons were not recorded, and it is recommended that this information is recorded.	9.3.7
It is likely that many sexual assaults at school by other pupils are not reported to the police or schools/colleges. Further work is recommended to investigate the prevalence of sexual harassment and assaults of young women	9.4
There is currently a review of the problem profile template ongoing by the VRU Core Group.	9.7
The Community Safety Survey provides the only data source for cybercrime, but only a tiny amount is reported to the survey. Some residents may not be aware that they are a victim of cybercrime, or know little about it which could be a likely cause of under-reporting. It is recommend that further research is conducted in order to gain a local picture of cybercrime in Portsmouth and increase awareness.	14.3
A new way to record patrols by the Safe Clean & Tidy Team separately was introduced in 2020/21 and the way ASB is recorded during these patrols appears to vary across records. Further work is needed before trend data for this dataset can be made available.	15.3.2

Appendix H: Venn Diagram showing links between crime and substance misuse