Partnership Strategic Assessment of Crime, Anti-social Behaviour, Substance Misuse, and Reoffending:

Update for 2022/23

November 2023

Produced and edited by PCC Public Health Intelligence Team
Sam Graves (Community Safety Analyst) csresearchers@portsmouthcc.gov.uk

Contents

1. Introduction 5

1.1. Context 5

1.2. Notes About the Data 6

2. Overview of Crime & Community Safety Trends 8

2.1. Overall crime trends 8

2.2. Police Recorded Violent Crime Trends 11

2.2.1. Violence With and Without Injury 12

2.2.2. Drivers of Violence With and Without Injury (Assaults) 13

2.2.3. Stalking & Harassment 15

2.2.4. Sexual Offences 15

2.2.5. Hate Crime & Racially/Religiously Aggravated Violence 16

2.2.6. Knife Enabled Crime 17

2.2.7. Possession of a Weapon 18

2.2.8. Robbery 19

2.3. Domestic Abuse & VAWG 20

2.3.1. Domestic Abuse Reported to the Police 20

2.3.2. Domestic Abuse Data from Other Sources 20

2.3.3. Violence Against Women and Girls (VAWG) 22

2.4. Child Criminal/Sexual Exploitation 25

2.5. Modern Slavery and Human Trafficking 26

2.6. Cyber-Crime & Fraud 27

2.7. Theft Offences 28

2.9. Drug Related Crime 30

2.10. Alcohol-Related Crime 31

2.11. Road Traffic Accidents 32

2.12 Summary of Crime & Community Safety Trends 33

3. Serious Violence Strategic Needs Assessment 34

3.1. Introduction 34

3.1.1. Serious Violence Duty 34

3.1.2. Definition of Serious Violence 35

3.1.3. About the Data 36

3.1.4. A Public Health Approach 36

3.1.5. Local Context 38

3.2. Risk and Protective Factors 38
3.2.1. Monitoring Risk & Protective Factors 41
3.3. Comparison with Other Areas and Long-term Trends 44
3.4. Local Picture of Serious Violence 48
3.4.1. How Does Portsmouth Compare to Local Areas? 48
3.4.2. What has happened in the last year? 49
3.4.3. Where is Serious Violence Happening? 50
3.4.4. When is Serious Violence Happening? 52
3.4.5. What are the Associated Factors? 52
3.4.6. Who is Committing Serious Violence 54
3.4.7. Who are the Victims of Serious Violence? 54
3.4.8. Who are the Repeat Victims and Suspects 55
3.5. Summary of Serious Violence 56
4. Anti-social Behaviour 58
4.1. Police Recorded ASB 59
4.1.1. Trends in Police Recorded ASB 60
4.1.2. Types of Police Recorded ASB (including drug and alcohol related ASB) 61
4.2. Survey data 63
4.2.1. Trends in ASB Reported to the Portsmouth Community Safety Survey 63
4.2.2. Areas Where Residents Feel Unsafe or Avoid 64
4.3. Other data sources 66
4.3.1. Safe, Clean & Tidy Team 66
4.3.2. Housing Anti-social Behaviour Unit (ASBU) 67
4.3.3. Noise Pollution Control Team 68
4.3.4. Hampshire & Isle of Wight Fire and Rescue Service (HIWFRS) 69
4.4. Overall Local Picture of ASB 69
5. Conclusion & Recommended Priorities 70
5.1. Reviewing the Community Safety Priorities 71
Appendix A: ONS Crime Trends 73
Appendix B: Drivers of Assaults 75
Appendix C: Priority Matrix 76
Appendix D: Knife-enabled Crime details 78
Appendix E: Night Time Economy Violence Proxy Parameters 79
Appendix F: Definition of Serious Violence 81

Appendix G: Notes About Data Cleaning & Processing 82

1. Introduction

Community Safety Partnerships (CSPs) have a statutory duty to produce an annual strategic assessment (or update) and three-year partnership plan (refreshed annually).[1] These two documents combined enable partnerships to target their resources effectively and become more responsive to local crime, anti-social behaviour, and substance misuse.

This year, an update to the last full strategic assessment in 2020/21 (and the 2021/22 update) has been produced to provide the Health & Wellbeing Board (HWB) with an overview of crime and ASB during 2022/23. It provides:

- An overview of key crime trends,
- The Serious Violence Strategic Needs Assessment,
- An overview of anti-social behaviour,
- A review of the crime priorities.

This overview will **not include** detailed chapters focusing on demographics, complex needs, substance misuse, reoffending, and young people at risk. To see the most recent versions of these chapters, please refer to the last full Strategic Assessment for 2020/21.[2]

A separate Substance Misuse Needs Assessment was completed in January 2023, which included chapters on context, prevalence of drug and alcohol use by adults, the impact of drug and alcohol use in Portsmouth, current service provision, young people's substance misuse and partnership feedback and reflections. This report is not available publicly but is available internally on request.

1.1. Context

This section gives a summary of some local and national issues or changes, which may be impacting on levels of crime or willingness to report crime.

The Cost of Living Crisis is continuing. Increasing fuel costs have resulted in around half of adults using less fuel in their homes, which could increase the risk of poor health for some, particularly during the winter.[3] Food costs also rose over the last year, and one in four households with children have experienced food insecurity in the past month.[4] Despite wages increasing, they are failing to keep pace with inflation, so in real terms the average pay is reducing. Four out of ten adults have reported that it was somewhat or very difficult to afford rent or mortgage payments.[5] **These cost-of-living increases are likely to substantially increase the number of people living in poverty**. While poverty is often thought to increase crime and particularly theft, this is not always the case as the relationship between poverty and crime is complex. However, it is thought that the current cost of living crisis is likely to be

[1] www.legislation.gov.uk/ukpga/1998/37/contents
[2] saferportsmouth.org.uk/wp-content/uploads/2022/10/Final-Strategic-Assessment-2020-21-09.12.21-Public.pdf
[3] Cost of living insights - Office for National Statistics (ons.gov.uk)
[4] New data show 4 million children in households affected by food insecurity | Food Foundation
[5] Cost of living latest insights - Office for National Statistics (ons.gov.uk)

contributing to increases in shoplifting offences nationally (see section 2.7, p.30 for more details about this).

Hampshire police have recently recruited over 600 additional officers; Hampshire now has 3,403 officers up from 2,775 in 2020, but this is still less than the 3,750 in 2010. The Police and Crime Commissioner aims to increase numbers by a further 400.[6] While there is a larger workforce, a notable proportion are relatively inexperienced, which reflects the national trend.[7]

There has been a national focus on violence against women and girls. The public awareness regarding this has been heightened by a number of high profile cases within the media including two notable cases with police offices as perpetrators, such as the murder of Sarah Everard[8] and sexual offences committed by David Carrick,[9] both of whom being serving Metropolitan police officers at the time of their offending. Specifically in relation to police misconduct, there have been assurances from Deputy Chief Constable Maggie Blythe that work has been done to identify wrong-doing, strengthen misconduct investigations and toughen sanctions, but it is accepted that this may have damaged public trust and confidence in the police and could impact on women and girls' willingness to report crimes both nationally and locally, particularly sexual offences, or domestic abuse.

There are a couple of additional issues that may have impacted on community safety, which include:

- Local environmental protests (e.g., anti-Aquind, Against Southern Water - Stop the Sewage)
- The ongoing war on Ukraine, which is impacting on supply and prices of some goods.[10]
- Queen Elizabeth II passed away, and King Charles III became the new monarch, there were concerns voiced in media coverage about the cost of the Coronation during the cost of living crisis.[11]

1.2. Notes About the Data

Reference to '2022/23', or to 'this year' refers to the financial year 1st April 2022 to 31st March 2023, and 'last year' will refer to the previous financial year of 2021/22. Longer term data will also be used wherever possible.

All charts and figures are for Portsmouth data, unless otherwise stated.

Where data is available, comparisons will be made to the averages for England and comparator groups. This report will use the iQuanta[12] most similar group (for crime data) for benchmarking unless otherwise stated. iQuanta data is marked provisional and for internal use, so will only be available in the internal OFFICIAL SENSITIVE version of this document.

This document uses information from the Office for National Statistics website, Hampshire Constabulary Strategic Assessment and specific datasets provided by Hampshire police. Differences between the

[6] Hampshire and Isle of Wight Constabulary surpasses recruitment target - BBC News
[7] Hampshire Constabulary. (2023) Force Strategic Assessment, 2023/24
[8] Police decisions to take no action against Couzens allowed him to continue targeting women | End Violence Against Women
[9] Statement from the Solicitor General on the case of David Carrick - GOV.UK (www.gov.uk)
[10] The effect of the war in Ukraine on UK farming and food production - House of Commons Library (parliament.uk)
[11] E.g. How much is the King's coronation costing? - The Big Issue
[12] iQuanta MSG areas are: Bristol, Cardiff, Coventry, Crawley, Derby, Luton, Newcastle upon Tyne, Northampton, Norwich, Plymouth, Portsmouth, Reading, Slough, Southampton, Stevenage

figures used in this report and those used in the Hampshire Constabulary Force Strategic Assessment[13] 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,[14] which found some types of crime were under-reported, **police data is still not considered sufficient quality to be considered National Statistics**. 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.[15] There are still issues with fields not being completed which impact on the quality of data, particularly for ethnicity, use of weapons and substance use by the offender. 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 to mitigate the limitations wherever possible.**

From April 2023, all reported crimes for a single incident will now be consistently recorded under the 'principal offence' which will be the crime which has the most impact on the victim. This change has been introduced to bring a more consistent approach to the recording of all offences and to remove duplication of record keeping which will free up officer time to focus on bringing justice.[16] This is likely to have the effect of reducing overall police recorded crime.

The Crime Survey for 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. During 2020/21 there were 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 during 2020/21 as the Telephone-operated Crime Survey for England & Wales (TCSEW).[17] While face-to-face surveys resuming in October 2021, the ONS have raised concerns about the low response rates impacting on data quality and thus the National Statistics status of this data has been temporarily suspended until the ONS have confidence that the data is robust. It also is carried out throughout a twelve-month period up to the end of the reporting period and asks about crime in the previous 12 months. This means that **for the 2022/23 survey, people interviewed in March 22 would be reporting on crime that occurred mostly in 2021/22, so the trend may be slightly behind the police data.** It is however, useful for considering long-term trends.

The biennial Portsmouth Community Safety Survey[18] has been used in a similar way to support local crime and anti-social behaviour analysis and has similar strengths and weaknesses to the CSEW. It is not designed to provide robust counts for serious violence, domestic abuse offences and sexual offences. The most recent survey was conducted in 2022 and the findings contribute to this update.

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).

[13] Hampshire Constabulary *Force Strategic Assessment* 2020/21
[14] https://www.justiceinspectorates.gov.uk/hmicfrs/wp-content/uploads/crime-data-integrity-hampshire-2014.pdf
[15] https://www.justiceinspectorates.gov.uk/hmicfrs/publications/hampshire-constabulary-crime-data-integrity-inspection-2018/
[16] Police given more time to focus on solving crimes and protecting public - GOV.UK (www.gov.uk)
[17] Crime in England and Wales - Office for National Statistics (ons.gov.uk)
[18] Survey (saferportsmouth.org.uk)

2. Overview of Crime & Community Safety Trends

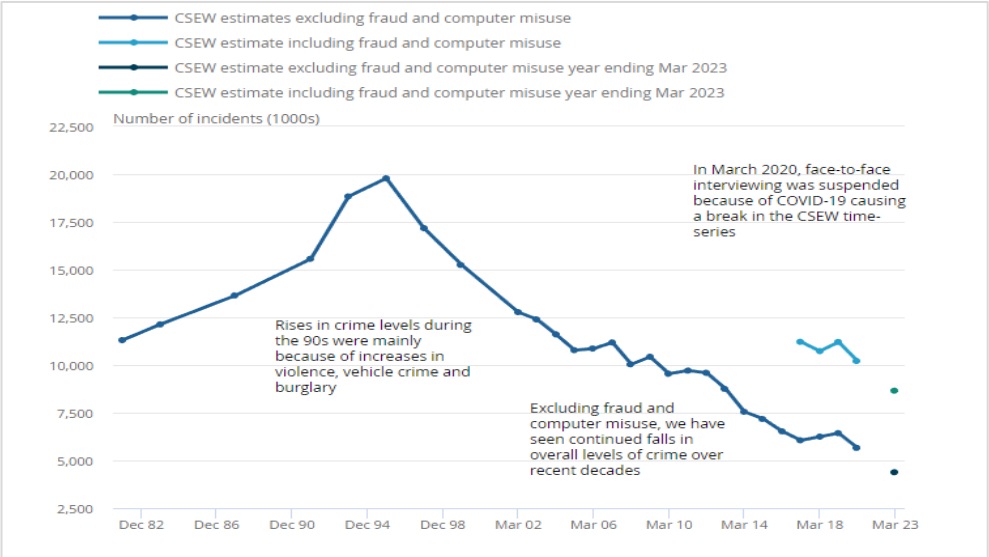
2.1. Overall crime trends

There are two key sources of data for crime: police recorded crime and crime reported to surveys, such as the Crime Survey for England and Wales (CSEW) and the local Community Safety Survey (CSS) in Portsmouth. Police recorded crime is a large and detailed dataset, but it relies on crimes being reported to the police and officers/civilian staff recording crimes accurately. **The Office for National Statistics (ONS) recommends that caution should be taken when interpreting police recorded crime data**, as this dataset is affected by changes to recording practices, expansion of the dataset to include new offences, variations in police activity and more victims reporting crimes. However, the recording of some types of offence is thought to be robust, such as the most serious types of violence (such as wounding and homicide), robbery and burglary offences.

The CSEW has been running since 1981 and does not rely on people reporting the crimes they have experienced or changes to crime recording practices and is usually considered a robust source of information about long term trends in crime. However, it is a household survey and does not capture responses from those in residential settings, hospital, hostels, or prison; levels of victimisation may be higher in these populations. It also focuses on victim-based crime and does not capture some types of offences such as possession of drugs or weapons. Furthermore, there has been a low response rate since the Covid-19 pandemic, which may have impacted on data quality, so the more recent data should be interpreted with caution.

Crime reported to the CSEW had been fairly stable between 2015/16 and 2021/22, but there has been a 15% reduction in crime reported to the survey in 2022/23 compared with 2019/20. This recent reduction has been driven by reductions in theft and criminal damage. This is a continuation of the long term national downward trend from 1994 (Figure 2.1).

Figure 2.1: Crime estimates from the CSEW, 1981 to 2023 for England & Wales



The 2022/23 CSEW found that fraud and computer misuse offences had returned to pre-Covid levels.

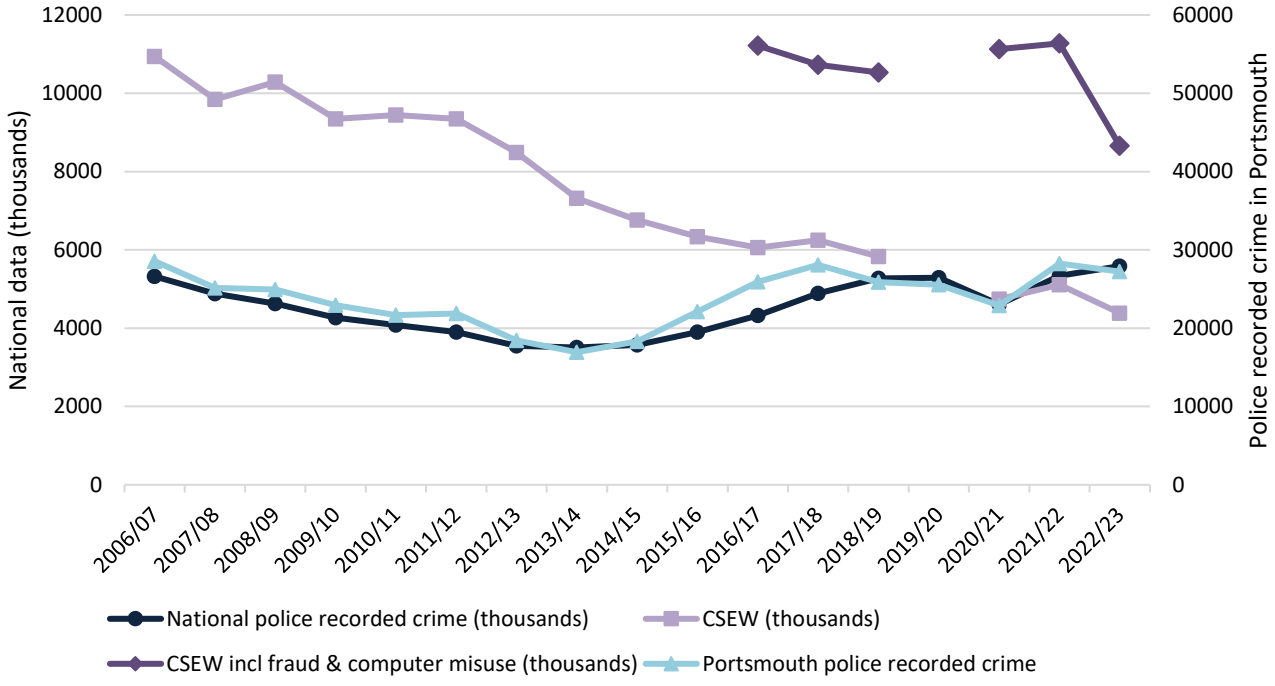
The most recent Portsmouth **CSS in 2022 found that there was a reduction in victimisation if online crime was excluded** or **a stable trend if online crime was included.**[19] This supports the reduction in traditional crime types seen nationally. The next CSS will be carried out in 2024, and it will be interesting to see whether online offences reduce locally in line with the CSEW national findings. 🕮

While overall crime reported to the CSEW has reduced, **police recorded crime (excluding fraud and computer misuse offences) has increased by 5% nationally since 2021/22**.[20] This increase has been **driven by increases in most types of theft and possession of a weapon offences.**

Figure 2.2 shows the long-term crime trends, both nationally, and for Portsmouth from 2006/07.[21] The axis on the left shows thousands of crimes for national measures, 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 **long-term trend of overall police recorded crime in Portsmouth is similar to the national trend,** with a fall in levels of crime until the Data Integrity report in 2014,[22] followed by an increase associated by improved recording practices and relative stability from 2017/18.

Figure 2.2: Comparison of long term police recorded crime and CSEW trends 2006/07 to 2022/23



[19] Community Safety Survey - Safer Portsmouth
[20] All data related to Crime in England and Wales: year ending March 2023 - Office for National Statistics (ons.gov.uk)
[21] The trend begins in 2006/07 because that year the Hampshire Constabulary began using a new Record Management System (RMS) which is still in use. The change in system meant that local data before 2006/07 could not be reliably compared with data extracted from RMS.
[22] Crime data integrity force reports - HMICFRS (justiceinspectorates.gov.uk)

There were **27,239 police recorded crimes in Portsmouth during 2022/23, which is a slight reduction (3%, n741) from the previous year**. Meanwhile, there has been a 3% increase in crime in Hampshire and IOW overall. This equates to a crime rate of 132 per 1,000 residents and is **higher than the average for other similar community safety partnership areas** (112 per 1,000).

There have been **reductions in most types of violent crime**, with a 5% (approx. n650) reduction in violence overall, contrasting with more stable levels of violence in Hampshire and IOW overall. The exceptions are a 9% (n33) increase in possession of a weapon offences and 3% (n27) increase in sexual offences. Increases were also seen in possession of a weapon (14%) and sexual offences (3%) in Hampshire and IOW.

There has been a very mixed picture for theft offences, with some seeing substantial increases and others reducing. The theft offences that saw the biggest increases from 2021/22 were theft of and from a motor vehicle (20%, n279). Conversely, the biggest reductions were seen for shoplifting (21%, n489) and residential burglary (13%, n97). More detailed crime trends can be found later on in this chapter and a table showing trend data from 2011/12 can be found in Appendix A.

Demand data from Hampshire Police is also available, consisting of the number of 999 calls for emergency incidents, 101 for non-urgent crimes and ASB, and also reports via their online reporting system (Single Online Home - SOH) and emails.[23] This data is only available for the whole of Hampshire, and not for individual districts or unitary authorities, so there could be different trends for Portsmouth that are not visible in this larger dataset.

Figure 2.3: Number of calls from the public to Hampshire Constabulary 2013/14 to 2021/22

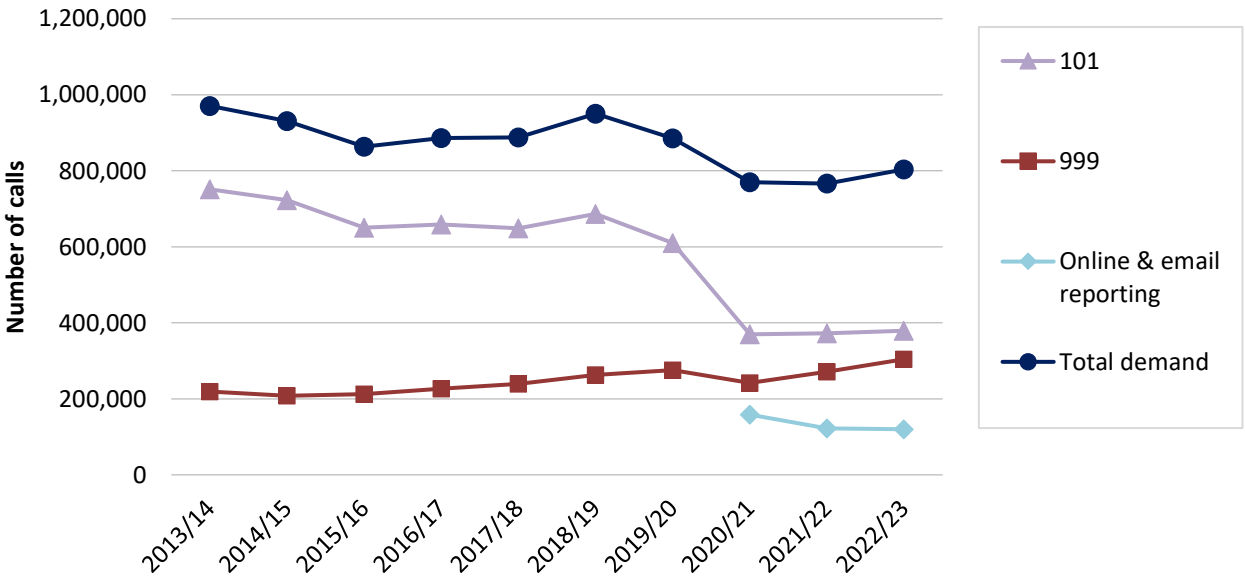


Figure 2.3 shows that overall demand for a response from the police had been reducing since 2018/19, although it has increased by 5% (n37,283) since 2021/22. The **reduction in demand was driven by a substantial reduction in 101 calls between 2018/19 and 2020/21**. Anecdotally, people have reported long waiting times to get through, and may be hanging up before the call is answered. SOH reporting

[23] Single Online Home went live at the end of May 2020.

has been available since 2020/21, but it can take as long as 20 minutes to complete an online report which could deter people from completing reports. Even including the SOH and email reporting, there were still fewer non-urgent calls from 2020/21 than in previous years. There has also been a reduction in reports using these methods since SOH was lauched. Conversely, **the demand for emergency responses via 999 calls has been increasing year-on-year since 2014/15,** and increased by a further 12% (n32,547) compared with 2021/22.

While police recorded crime has been increasing nationally since 2014, this is thought to be largely due to changes in the way crime is recorded, new offences being created, an increased willingness of victims to report crimes and may also reflect police activity for drug and weapon possession offences. Increases from 2021/22 have been driven by increases in most types of theft and possession of a weapon offences. From April 2023, the way crime is recorded will change again, recording only the principal offence causing most impact to the victim where a reported incident involves multiple crimes. This means that the overall levels of police recorded crime are forecasted to reduce in 2023/24.

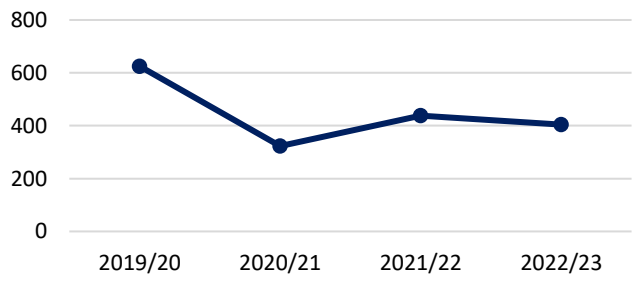
Conversely crime reported to the Crime Survey of England and Wales have been reducing since the 1980s. Recent national reductions in crime reported to the survey have been driven by reductions in theft and criminal damage.

Locally, police recorded crime had also been increasing since 2014 and for the same reasons as the national increase. However there has been a small reduction since 2021/22 driven by reductions in violence, which may indicate that police recorded crime levels are stabilising. When other data sources, such as our local Community Safety Survey 2022 are also considered, **there has been a fairly stable level of victimisation since 2014 with violence stable, theft reducing and online crime increasing**.

2.2. Police Recorded Violent Crime Trends

There has been a continuing reduction in violence reported to the CSEW nationally since the peak in 1995. National data for hospital admissions for violence also shows a slight overall downward trend, stabilizing in more recent years.[24] Conversely, there has been a substantial increase in police recorded violence since the data integrity report in 2014,[25] which has been largely attributed to changes in recording practice since this type of crime was most affected. Overall, it is most likely that levels of violent crime have not

Figure 2.4: Emergency Department Attendances for Violence; 2019/20 to 2022/23



[24] Wider Determinants of Health - Data - OHID (phe.org.uk).
[25] https://www.justiceinspectorates.gov.uk/hmicfrs/our-work/article/crime-data-integrity/reports-rolling-programme-crime-data-integrity/

been increasing, but instead are more likely to be reported to the police and/or recorded more accurately.

Locally, our biennial community safety survey has found broadly stable trends for assaults and robbery since 2014. There has been a long-term reduction in hospital admissions for violence since 2009/10, which has stabilised in recent years[26] and a downward trend in emergency department attendances for violence, assaults and alleged assaults (Figure 2.4).[27] As seen nationally, police recorded violence increased after the Data Integrity report in 2014,[28] although there has been a slight reduction (5%) from 2021/22 to 2022/23 which could indicate that levels of police recorded violence are starting to stabilise.

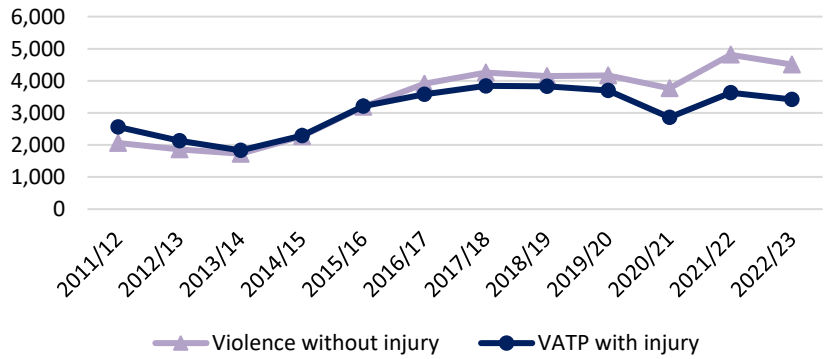
The following subsections are in order of the volume of the offences (not the seriousness of the offences) and give an overview of the trends, how Portsmouth compares with England and other similar areas, and a brief profile.

2.2.1. Violence With and Without Injury

Using the ONS definition (excluding stalking and harassment), there were 4,511 violence without injury offences[29] and 3,418 violence with injury offences[30] in 2022/23. Both have shown similar trends since 2011/12; **an overall increasing trend from 2013/14** following the changes in recording practice (Figure 2.5).

In 2022/23, **violence with injury has reduced by 6% (n227) and violence without injury has reduced by 5%** (n222) from the previous year. This is a larger reduction in comparison with Hampshire and the IOW overall, where there was a 2% reduction in violence without injury and 1% reduction in violence with injury. A very slight increase was seen nationally (1% for violence with injury, 2% for violence without injury.

Figure 2.5: Violence in Portsmouth 2011/12 to 2022/23



Despite this, Portsmouth's violence rates remain higher than the average for other similar areas.

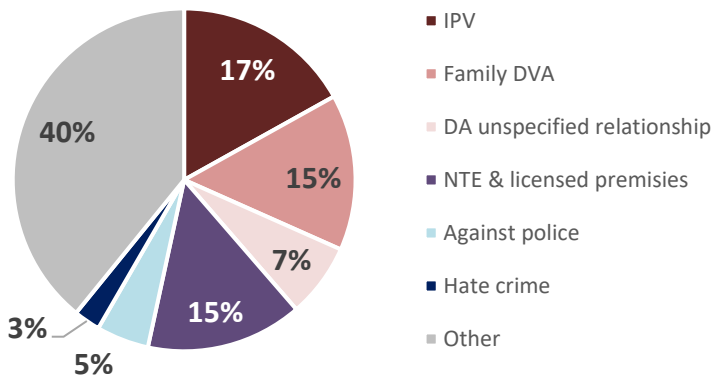
[26] Wider Determinants of Health - Data - OHID (phe.org.uk)
[27] Data for 2020/21 and 2021/22 is likely to have been impacted by people avoiding EDs during and after the initial phases of the Covid-19 pandemic where possible.
[28] See appendix A for ONS Crime Trends
[29] The ONS definition of violence without injury consists largely of common assault offences, but also includes small numbers of other offences such as assaults on police/other designated officials, breaches of orders, threats to kill and child cruelty and neglect offences.
[30] Violence with injury consists largely of actual bodily harm (ABH) offences.

2.2.2. Drivers of Violence With and Without Injury (Assaults)

Analysis has been conducted on violent crimes categorised as assaults[31] since 2010/11. **It is useful to consider the drivers for violent crime so that partners are clear about how individual organisations can contribute to addressing this priority.**

Figure 2.6 visually represents what we know about the drivers of assaults (n7,270) in 2022/23.[32] A table of the numbers and proportions for the drivers since 2012/13 can be found in Appendix B.

Figure 2.6: Most common drivers for assaults 2022/23



There has been a 7% (n552) reduction in assaults since 2021/22, which is in line with reductions in violence with and without injury. Analysis of the assault data showed that:

- **Domestic abuse continues to be the largest known driver of violent crime, accounting for 40%** (n2,901) of assaults.[33]
- Violent crime is **more common between people who know each other than strangers**; where the relationship between the victim and perpetrator was known, **70% of victims were partners, ex-partners, family, or acquaintances** (3,623 out of 5,196).
- The **number of domestic abuse assaults has reduced by 16%** (n539) since 2021/22 and there have been similar reductions in intimate partner violence and family violence. This is in the context of reductions in both violence against the person offences and domestic abuse offences overall. It is a similar volume to that seen between 2017/18 and 2020/21.
- Assaults in **designated night time economy streets (NTE) between 8pm and 5am in a public place combined with assaults in licenced premises has increased by 12.5%** (n123) since 2021/22. These assaults now account for 15.3% (n1,109) of assaults, which is an **increase in the proportion** (2.7 percentage points) from 2021/22. However, this is a similar proportion to that seen prior to 2017/18.
- The number of assaults flagged as **hate crime** (race/religion/disability/sexual orientation/gender identity has remained stable (2.6% of assaults, n188) since 2021/22. However, **the volume and proportion are still higher than pre- 2021/22 levels**.
- 7.2% (n526) of **assaults involved weapons**, which is an **18% (n115) reduction** from 2021/22. The most common weapon category was non-bladed weapons[34] (4.5%, n329 of all assaults), followed

[31] Assaults consist of common assaults, actual bodily harm and wounding offences.
[32] There are a few crimes which fall under more than one category, so the percentages add up to slightly more than 100% (103%).
[33] As a proportion of all assaults, not just where the relationship is known.
[34] Non-bladed weapons can include household or items that are picked up and used to assault someone, ranging from phones, chairs, plates, belt, stones, cans, bricks to pieces of wood / bats.

by **bladed weapons (1.8%, n133)**. There were six assaults involving a firearm, although it appears that at least half of these were BB or air rifles.

40% (n2,939) of assaults could not be classified using easily accessible fields. Last year a random sample was done using the record summary for 209 offences. The summary may not provide the full picture, and there could be missing details. However, this analysis does give an idea of other drivers of violence and the **most common themes** were:

- **In relation to other offences** (11.5%, n24), e.g., violence in response to a threat or assault, or to escape capture.
- **Violence occurring in a group** (10%, n21) e.g., fights within or between groups of acquaintances.
- In restaurants, takeaways, or shops (7.7%, n16).
- In schools or colleges (6.2%, n13)
- Aggression towards care/health staff (5.7%, n12)
- Vehicle-related (4.8%, n10) e.g., response to perceived breaches of highway code or road rage. This also included bikes and scooters.

Across all assaults (regardless of driver), **11% (n819) of victims were young people** aged 10-17yrs, which is the same proportion as last year (this age group make up approximately 8% of the population in Portsmouth). A further 3% (n195) were aged 0-9 years.

Suspect ages were available for approximately 75% of assaults, and where age was known, **16% (n899) of suspects were young people aged 10-17 years**.

4% (n289) of assaults were youth on youth violence, where both victim and suspects were both aged 10-17 years. These proportions for young victims and offenders are broadly similar to last year.

There is a field which indicates whether drug or alcohol use is linked to an offence. While it is most likely to indicate that the offender was under the influence of drugs or alcohol, it could include cases with links to drug dealing or related in some other way to drugs or alcohol. In most cases, it was not noted whether substance misuse was linked to the offence (74%, 5,376). The **proportion where this information is not recorded has been increasing since 2019/20** when the proportion of missing information was 66%.

Where substance use information was recorded (n1,894):[35]

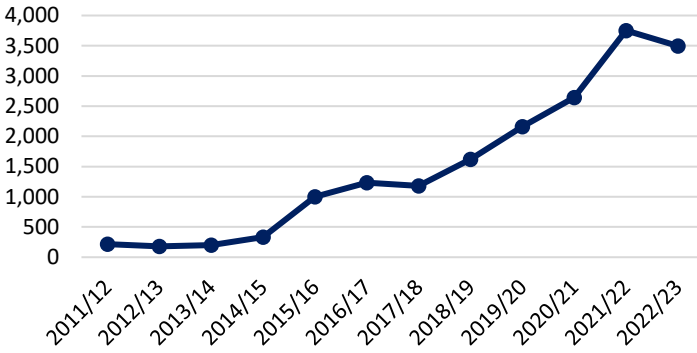
- **50% (n945) were alcohol related (13% of all assaults)**
- 4.7% (n89) were drug related (1.2% of all assaults)
- 10.2% (n193) were alcohol and drug related (2.7% of all assaults), and
- 35% (n667) were not linked to drugs or alcohol (9.2% of all assaults).

[35] For domestic abuse related assaults where substance use info was recorded (n964) the proportions were similar: alcohol related: 46% (n448), drug related: 4% (n42) and alcohol and drug related: 9% (n86).

2.2.3. Stalking & Harassment

There were 3,498 stalking and harassment offences recorded by police in 2022/23, which is a 5% (n199) decrease from the previous year. Previously there was a sustained and substantial increase in stalking and harassment offences reported to the police since 2014/15, but this reduction **could indicate that levels are starting to stabilise (Figure 2.7)**.

Figure 2.7: Police Recorded Stalking and Harassment 2011/12 to 2022/23



The long term trend is consistent with the national increasing trend, although levels of stalking and harassment remained broadly stable nationally and in Hampshire and IOW in 2022/23 compared with 2021/22.[36]

The Office for National Statistics has previously reported that the long term **increase is likely to be driven by a combination of improvements in recording** (particularly in relation to malicious communications offences) since the data integrity report in 2014, **the addition of new stalking offences in 2012** and an increase in reporting.[37] [38]

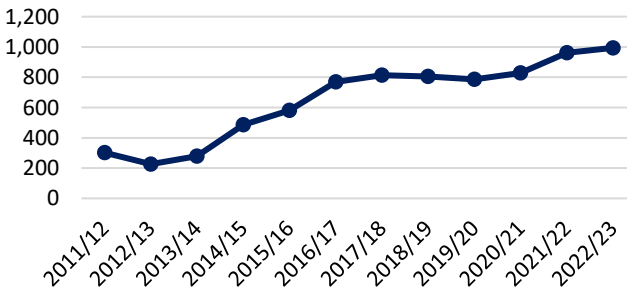
Where the information was recorded:

- A quarter of stalking and harassment offences took place in a public place (24%, n792), but only 2.5% (n92) took place in designated night time economy streets between 8pm and 5am.
- 41% were committed by acquaintances (n1,059), 31% (n812) by ex-partners, 16% (n415) by strangers, 5% (n179) by family and 2% (n76) by partners.
- Almost two thirds of victims were female (66%, n2,018) and the peak age groups for females and males were 25-34yrs (25%, n764) and 35-44yrs (24%, n754).
- **Charles Dickens ward accounted for more than twice the number of offences seen in any other ward (18%, n675).**

2.2.4. Sexual Offences

During 2022/23, there were **989 sexual offences, which is a 3% (n27) increase from 2021/22 and a continuation of the overall upward trend since 2013/14.** This is a similar picture to Hampshire overall, which also saw a slight (3%) increase, and nationally where there was a marginal increase (1%) from 2021/22.

Figure 2.8: Sexual offences in Portsmouth, 2011/12 - 2022/23



[36] Note that 2021/22 data was affected by the Covid-19 pandemic.
[37] Stalking and Harassment | The Crown Prosecution Service (cps.gov.uk)
[38] Crime in England and Wales - Office for National Statistics (ons.gov.uk)

Serious sexual offences (including rape) have remained stable since last year (1%, n7 reduction).

Sexual offences are known to be under-reported, and the increases over the last decade may be at least partially driven by improved reporting of these offences and greater confidence in the police, but a genuine increase cannot be ruled out.

The wards where most sexual offences took place were Charles Dickens (20%, n197), Paulsgrove (10%, n98) and St Thomas (9%, n92). Just over a quarter of offences (26%, n259) took place in a public place and 7% (n69) took place in designated night time economy streets, in public, between 8pm and 5am.

42% (n341) of sexual offences were also domestic violence (18%, n147 by ex-partners; 13%, n106 by family and 11%, n88 by partners or someone they are in an intimate relationship with). 38% (n308) of offences were committed by acquaintances[39] and 20% (n162) by strangers.

Where victim details were recorded (n724),[40] they were much more likely to be women and girls (81%, n585) than men or boys. **Victims of sexual offences tend to be younger than for other types of crime with almost 60% of victims aged 24 years or younger. The peak age group for women and girls was 10-17 years** (30%, n178), followed by 18-25 years (27%, n159). The peak age for men and boys was also 10-17 years (33%, n32).

92% (n329) of victims were White British or European, although ethnicity data was not available for over half of offences and is not robust.

Where suspect details were recorded (n543), suspects were mostly male (93%, n504) and they were much more evenly spread between age groups up to 35-44 years.[41] Where ethnicity was recorded, **81% (n314) were White British or European**, but the same limitation applies as for victim ethnicity.

There is a current national and local focus on violence against women and girls (VAWG),[42] with work ongoing to improve safety for females in the city and more detail is provided in section 2.3.3. It would also be useful to request the online flag for future data requests to ascertain how many sexual offences involved online matters.📖

2.2.5. Hate Crime & Racially/Religiously Aggravated Violence[43]

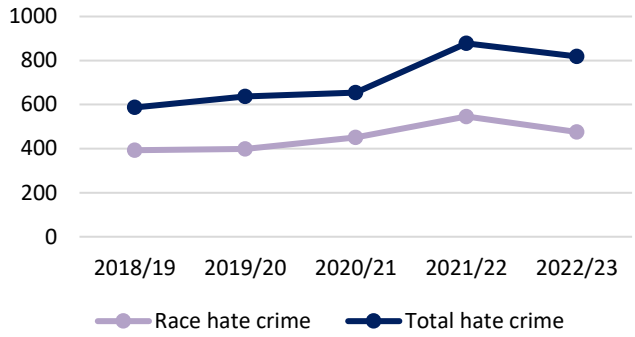
There were 819 hate crimes recorded by the police in 2022/23.[44] **This is 7% (n59) fewer than in 2021/22, although there has been an overall increasing trend since 2018/19** (Figure 2.9). This is in the context of a 5% reduction in hate crime nationally from 2021/22.[45] However, hate crime is known to be under-reported, and this overall increasing trend could indicate increased willingness to report to the police

[39] Where this information was recorded (n811) - although 'acquaintance' is subjective - how long does someone have had to have known someone to become an acquaintance? A chat at the bar? Met a few times via friends? Or actual friends?
[40] Victims details are not recorded in 27% of cases, this is because victims are not obligated to give the police their details. Sometimes victims or members of their family/friends want the police to be aware of sexual offences to protect others from a perpetrator but are not wanting to support a prosecution.
[41] 21% (n116) were 25-34 years, 21% (n115) were 35-44 years, 19% (n106) were 10-17 and 16% (n90) were 18-24 years.
[42] Tackling violence against women and girls strategy launched - GOV.UK (www.gov.uk)
[43] Source: iQuanta
[44] From police data download.
[45] Hate crime, England and Wales, 2022 to 2023 - GOV.UK (www.gov.uk)

rather than an increase in prevalence. There are third party reporting centres in Portsmouth so that people have an alternative to contacting the police directly, but no data is available from these centres and it is not possible to ascertain the extent to which the centres are used and whether all hate crime reported to them is then reported to the police.

Most hate crime is motivated by hostility based on race which accounts for 58% (n476) of the total, and this type of hate crime drives the overall trend in levels of reported hate crime (Figure 2.11). There has been a 13% (n70) reduction in race hate crime since last year.

Figure 2.9: Hate crime in Portsmouth, 2018/19 to 2022/23



Other categories of hate crime include:

- Sexual orientation (17%, n139)
- Disability (12%, n100)
- Gender identity (6%, n46)
- Other (6%, n46)
- Religion & belief (5%, n38), and
- Mental health (3%, n27).

While most types of hate crime reported to the police reduced or remained fairly stable, sexual orientation and gender identity offences increased (by 18%, n21 and 35%, n12 respectively).

2.2.6. Knife Enabled Crime

Previously knife-enabled crime was only calculated for serious violence, but due to changes in the definition of serious violence this year, this category will now consist of all crimes that are flagged by the police as involving a blade, plus knife crime identified using a search of the summary field.[46] This is a similar method to the National Data Quality Improvement Service (NDQIS) who have been improving the way knife crime is collected nationally although includes all offences whereas NDQIS only includes some offences (Further details in Appendix D).

In 2022/23 there were 742 knife-enabled crimes, which is a 9% (n69) reduction from 2021/22. The most common crime types involving a knife were:

- 32% (n236) possession of a weapon,
- 24% (n175) violence without injury,
- 14% (n102) violence with injury,
- 8% (n63) public order, and
- 7% (n53) robbery.

The reduction has been driven by reductions in robbery (by 35%, n29), public order offences (32%, n29) and violence with injury (22%, n28).

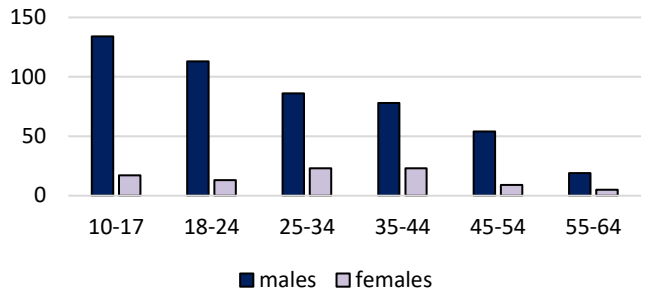
The three wards which experienced the most knife-enabled crime were Charles Dickens (23%, n173), St Thomas (10%, n71) and Nelson (7%, n54). While many wards saw reductions or slight increases, St Thomas saw the biggest increase from 2021/22 (42%, n21).

[46] Using search terms: blade, knife, knives, sword & machete

Where the relationship between the victim and offender was recorded: 36%, (n132) were strangers, 34% (n125) were acquaintances and 31% (n114) were family, partners, or ex partners. Two thirds of the victims were male, and the peak age was 25-34 years (n113), although most victims were between 10 and 44 years.

Figure 2.10 shows that most suspects were male (84%, n491) and the peak ages were 10-17 years (n134) and 18-25years (n113).

Figure 2.10: Knife-enable crime by age and gender of suspect, 2022/23

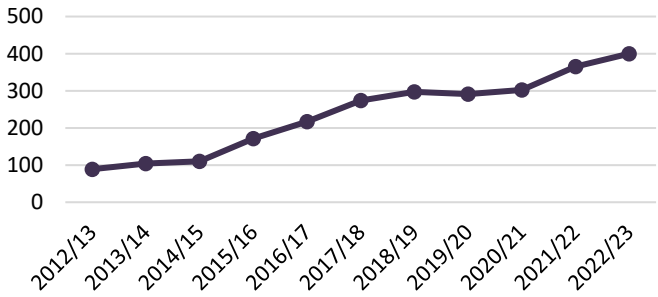


2.2.7. Possession of a Weapon

In 2022/23, there were 398 possession of a weapon offences, which is a **9% (n33) increase** since the previous year and a continuation of the increasing trend (Figure 2.11).

This compares with a 17% increase nationally and a 14% increase in Hampshire. **This increase may reflect police activity or a genuine increase in weapons being carried** and should be considered alongside other data sets, such as knife-enabled violence (see above and also included in chapter 3) and the reduction in violence related hospital admissions.

Figure 2.11: Possession of a weapon offences in Portmouth, 2012/13 to 2022/23.



The largest proportion of possession of a weapon offences were recorded for Charles Dickens (26%, n106) followed by Nelson (8%, n32), St Thomas (7%, n30) and Hilsea (7%, n27). 70% (n237)[47] took place in a public place and 57% (n236) were for possession of a bladed weapon.

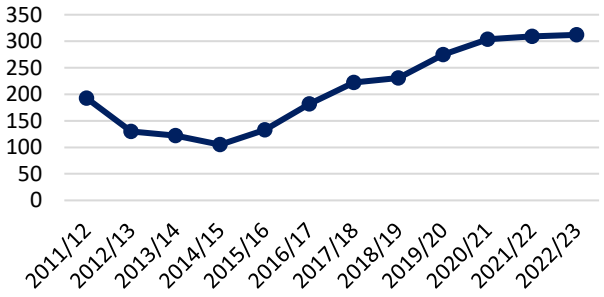
Most of these offences were considered victimless (81%, n332) as the possession of a weapon offence was likely to be the result of a search. Where suspect details were recorded, **90% (n297) were male and the peak age was 18-24 years (23%, n76**) although those aged 10-44 years accounted for the majority of offences (80%, n266).

[47] Where recorded.

2.2.8. Robbery

There were 312 robberies in 2022/23, which is a **similar level to the previous year** (1%, n3 increase). This is in the context of a 5% increase in Hampshire and IOW overall and 13% increase nationally. While there has been an overall upward trend in this type of offence in Portsmouth since 2014/15, the volume of robberies appears to be stabilising.

Figure 2.12: Robbery offences in portsmouth, 2011/12 to 2022/23



Most of the robberies were personal rather than business (87%, n271), and 80% (n225) took place in public areas.[48] The largest proportion took place in Charles Dickens ward (25%, n79) which contains the main shopping and night time economy areas. St Jude ward had the second highest proportion (9%, n29), followed by St Thomas, Nelson, and Fratton wards (which all had 6%, n20).

A bladed weapon was used in 17% (n53) of robberies, and a further 7% (n22) involved a non-bladed weapon.

Victims were more commonly male than female (77%, n210) and the **peak age group was 10-17 years** (34%, n92), followed by 18-24 years (21%, n58) and 25-34 years (18%, n48). Where this information was recorded, **70% (n148) of the suspects were strangers** to the victim and 21% (n45) were acquaintances. **Suspects were also largely males (93%,** n212) and **just over half were aged 10-17 years** (52%, n119).

Police recorded violence had been increasing since 2014 but levels of most categories of violence (including stalking and harassment, domestic abuse, and sexual offences) seem to be stabilising.

The Office for National Statistics has previously reported that the long term increase in police recorded violence is likely to have been driven by a combination of improvements in recording, the addition of new offences and an increase in people reporting the offences rather than an increase in violence.

Violence is more common between people who know each other, where the relationship is known, 70% of assaults were between partners, ex partners, family, or acquaintances.

Violence involving weapons has reduced, although possession of a weapon offences have increased by 9%. This may be due to police proactivity in searching people but may also indicate a greater prevalence of people carrying weapons.

[48] Where this information was recorded (n287)

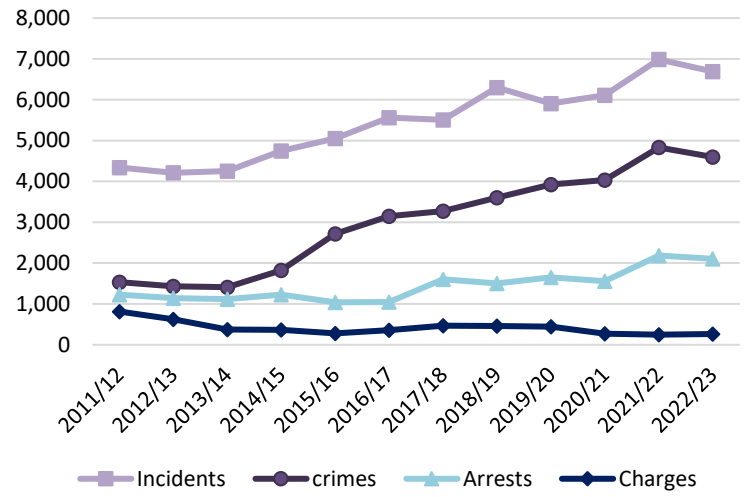
2.3. Domestic Abuse & VAWG

2.3.1. Domestic Abuse Reported to the Police

The most recent Crime Survey for England and Wales (ending March 2022) estimated that **5.7% of adults between 16 and 59yrs had experienced domestic abuse in the last year, a proportion that has remained stable since around 2014/15.**[49] This reduces to 5% for the population aged 16 years and over and is higher for females (6.9%) than males (3%). Applying this to Portsmouth's population,[50] this is equivalent to approximately 6,000 females and 2,500 males experiencing domestic abuse in the last year.

6,688 domestic abuse incidents were reported to the police in 2022/23, and 4,595 of these were recorded as domestic crimes. **This is a reduction of 4% (n298) for incidents and 5% (n235) for crimes since 2021/22.** This is in the context of a 5% increase in Hampshire & IOW overall.[51]

Figure 2.13: Domestic abuse reported to the police: 2011/12 to 2022/23



Police recorded domestic abuse incidents and crimes had been rising since recording improvements were made in 2013/14, and this slight reduction **could signify that the levels are starting to stabilise** (Figure 2.13). [52] The previous increases are likely to be largely due to increased awareness, improvements in staff/police training and victims/survivors having more confidence to report, particularly in light of the relatively stable trend seen nationally in domestic abuse reported to the CSEW in the last decade.

Where details about the victims were recorded, 73% (n2,937) victims/survivors of all domestic abuse crimes reported to the police were female, and the peak age groups were 35-44 years (27%, n1,130) and 25-34years (26%, 1,069).

2.3.2. Domestic Abuse Data from Other Sources

A number of measures for domestic abuse are monitored to provide a picture of domestic abuse and how partners are responding in Portsmouth as part of the Domestic Abuse Monitoring Framework which measures progress against priorities identified in the Domestic Abuse Strategy. These include demand, calls for service, promoting healthy relationships, improving identification and assessment, challenging and supporting those who use abusive or unhealthy behaviours, holding those who use coercive control

[49] Domestic abuse in England and Wales overview - Office for National Statistics (ons.gov.uk)
[50] Using the ONS 2021 Mid-Year Population Estimate for 16yrs and over.
[51] Hampshire Constabulary (2023). Force Strategic Assessment 2023/23
[52] Crime-recording: making the victim count - HMICFRS (justiceinspectorates.gov.uk)

to account and trying to determine whether services are making a difference to the lives of victims/survivors. This section provides a summary of key information from the most recent report.

Calls for service: a mixed picture for referrals.

- Standard risk referrals to Victim Support have sharply decreased, although this is more likely due to a better referral process where only victims who consent to be contacted are referred on.
- Medium and high-risk referrals to STOP Domestic Abuse have increased slightly overall (2%).
- Referrals to the Family Safeguarding Service (FSS) have reduced slightly since 2021/22.
- ISVA referrals to Yellow Door continue to increase.
- Referrals to Refuge and number of accepted referrals reduced. Data is based upon referrals processed[53] and capacity of refuge and move on accommodation.
- Whilst there has been an increase in the number of clients assessed/supported by Up2U Creating Healthy Relationships (CHR) since 2021/22, this still remains lower compared to previous years although this measure is dependent upon capacity within the Up2U service.

Promoting healthy relationships: positive for the local population, room for improvement in services.

Work to raise awareness of unhealthy and abusive relationships for the local population has seen some great outcomes, with:

- all schools now having their Health, Relationship & Sex Education school policy available,
- 23,680 unique views of the Safer Portsmouth Partnership website domestic abuse pages (which is a 23% increase since 2021/22), and
- An increase (15%) in Right to Know disclosures by police.

However, within some services, opportunities to promote healthy relationships have reduced, such as a **49% reduction in maternity cases where domestic abuse is identified and a 15% reduction for Early Help Assessments, and we are still awaiting data for health visitor cases.**

Improve identification and assessment - mostly positive, health referrals and substance misuse are exceptions.

The way workforce training has been delivered has changed over the last five years and there has been a lot of variation in the numbers trained during that time. The training is now provided by STOP Domestic Abuse and includes identification of, and responding to, perpetrators as well as victims/survivors. There has been an increase in numbers of staff trained over the last two years since the lowest numbers during the Covid-pandemic. There has been an increase in identification of domestic abuse for many services, but there **continues to be low levels of identification/referrals from health providers.**

Challenge and support those who use abusive or unhealthy behaviours: improving, still small numbers though.

Numbers of perpetrators receiving interventions are still fairly low (approximately 100 overall, with most attending Cautioning and Relationship Abuse (CARA) workshops, some receiving intensive support from Up2U Creating Healthy Relationships and some completing probation interventions). Feedback from Hampton Trust about CARA completers found that 89% said there had been an impact on their DVA awareness and 87% said they experienced an impact on their relationships, how they viewed their behaviour, and on their motivation to change aspects of their behaviours.

[53] Data would not capture conversations with agencies re. possible referrals of it was made known that a referral would not be accepted due to the need or lack of capacity and a formal was not made.

Hold those who use coercive control to account: improvement needed.

There has been an increase in the number of perpetrators linked to high-risk offences, which suggests that more perpetrators are committing more serious offences. Conversely, there has been a reduction in repeat offenders and the average number of offences they are responsible for, which may be a positive sign in that whatever enforcement action or interventions they are receiving could be having an impact on future re-offending. However, we cannot assume that all future offences are coming to police attention, so caution should be applied when interpreting this finding. More work is recommended to track those receiving interventions to explore the impact to find out what works, for how long and in what circumstances.📖

There has been a continued and sustained reduction in arrests resulting in a charge or caution over the last decade, although this trend appears to be stabilising with a marginal increase from 2021/22. The number of successful court outcomes for domestic abuse offences reduced by 9% from 2020/21, a continuation in the reducing trend since 2017/18. There has also been a reduction in the use of Domestic Violence Protection Notices and Domestic Violence Protection Orders since 2021/22.

Are we making a difference? mainly positive.

Where measures (such as CSC cases with domestic abuse as an issue stepped up to a CPP or stepped down to CIN[54]) had not previously been available, or where the method of collection has changed from 2021/22 (such those relating to the client feedback survey) data was used to set a baseline. This means long-term trend data cannot be reliably reported on for some of the measures.

The risk reduction end of year snapshot for Refuge service users has been consistent at around 90% for the last three years. There has also been largely positive feedback to the survey, **with 92% of respondents feeling that they got the support they needed from STOP Domestic Abuse and 78% feeling safer.** Exploring the feelings of safety further, where service users still felt unsafe, it was largely due to issues with housing that had not been resolved or the feeling that nothing could be done to reduce the risk from the perpetrator. Feedback generally focused on the emotional and practical support provided by STOP Domestic Abuse which helped them feel safer and made a positive difference in their lives.

2.3.3. Violence Against Women and Girls (VAWG)

The term VAWG embodies a range of unacceptable and damaging behaviours, such as domestic abuse, stalking, rape, and other sexual offences, 'honour-based' abuse (including female genital mutilation, forced marriage, child marriage and 'honour' killings), 'revenge porn,' 'up skirting' and drink/needle spiking. While men are also victims of these behaviours, women and girls are disproportionately affected, so the term VAWG is used to refer to all victims of these offences regardless of gender. In June 2022, new offences of Non-Fatal Strangulation and Threats to Disclose Sexual Imagery were introduced under the Domestic Abuse Act 2021.

The National VAWG Strategy published in 2021 aims to reduce the prevalence of VAWG, increase the number of perpetrators brought to justice and improve the support and response for victims and survivors.[55] It recognises **that VAWG is a complex societal issue which requires a whole-system**

[54] CSC - Childrens' Social Care, CPP - Child protection plan and CIN - child in need.
[55] Tackling violence against women and girls (publishing.service.gov.uk)

approach. The most recent domestic abuse strategy (2021-23) ended in June and a new VAWG strategy is being produced with strands (referred to as pillars) including domestic abuse, designing out crime (place-based response), early intervention & messaging (raising awareness, communications, healthy conversations, and education) and organisational/cultural change.

Local data and analysis are required to inform this strategy and the following is a brief summary of what is known:

- **Domestic Abuse**: locally the picture around the demand and response to domestic abuse is fairly well understood as a result of the Domestic Abuse Monitoring report provided to the Domestic Abuse Strategy Group (the previous section, 2.4.2 gives a summary from the most recent report). There is room for improvement around holding perpetrators to account and the continuing low number of referrals from health services into specialist DA support. Section 2.3.1 gives an overview of domestic abuse offences reported to the police.
- **Sexual offences**: sexual offences reported to the police have been increasing over the last decade. This is thought to be largely due to improvements in recording practices by the police and improved confidence in the police, as sexual offences are known to be under-reported (see 2.2.5 for more detail). This category also includes **up skirting** (there were fewer than five up skirting offences recorded by police in 2022/23), 'revenge porn' (n33 in 2022/23) and other online sexual offences (further work is required to establish the codes for the offences that should be included in our local definition).📖
- **Stalking & harassment**: there has been a substantial increase in these types of offences over the last decade, which is likely to be largely driven by increases in reporting, improvements in recording (particularly of malicious communications offences) and the addition of new stalking offences in 2012. This increasing trend in police recorded stalking and harassment seems to be stabilising and further detail can be found in section 2.2.3. It is important to note that this category may include harassment not related to VAWG - such as harassment by neighbours, and a dip sample of approximately 100 records is recommended to explore the types of harassment reported to the police.📖
- **Women's safety in public spaces:** The Community Safety Survey 2022 asked women to tell us where they feel unsafe, why and what could help them feel safer. More women felt unsafe in Portsmouth than men (63% compared with 43%) although areas where women feel unsafe were similar to men. The exception to this was the City Centre, where women felt more unsafe than men. Reasons that women felt unsafe included areas having a bad reputation, drug issues, poor lighting, groups/gangs and high crime rates. Suggestions by women to improve safety included: increasing police presence, improve lighting, more CCTV, tackling drug misuse and more activities for young people.
- **'Honour-based abuse'**: this is thought to be substantially under-reported to the police, with very small numbers (approx. ten per year since 2018/19 which are prone to fluctuations). Data provided by STOP Domestic Abuse showed there were 29 HBV referrals in 2022/23 for Hampshire and the IOW overall. Existing cases where people are receiving continued support were available by area; 48 people were receiving support in Portsmouth, which 30% (n11) more than in 2021/22.
- **Needle/drug spiking**: There were 54 administering poison offences reported to the police in 2022/23 which capture this offence. This is slightly fewer (7%, n4) than in 2021/22. A discussion with the SARC explored the use of their data, but they felt it could be misleading and have too many limitations.[56]

[56] This includes where people have been plied with drinks and when people think they have been spiked. They do not test

- **Exploitation of** sex workers: There were no exploitation of sex-work offences reported to the police in 2022/23 but a local needs assessment was conducted by Vista. A cautious estimate was given for 0.1% of the population being involved in the industry, and a nationwide study found that 76% were female, 23% were male and 1% were transgender. The assessment found that there was no recognised street presence of the sex industry, but that buying and selling of sex took place behind closed doors. This included advertising online for massage parlours ('massage plus'), escort agencies, 'working flats', webcamming and the use of hotel rooms or private rentals. Reasons for involvement in the sex industry included: only way to gain an income after leaving an abusive relationship, childhood abuse leading to issues in adulthood, experience of sexual violence, groomed/coerced/trafficked, to fund drug use or for survival.

The National Police Chief's Council have produced data guidance notes which specify the offences which come under the category of VAWG.[57] Further work is required to decide whether we will align local analysis with this definition, whether our local VAWG analysis would also include male victims of sexual and domestic abuse/violence or whether we will continue to report on the different types of offences individually.📖

This definition has been used in the H&IOW Police Strategic Assessment, which found a **5% increase in reported VAWG compared with the previous year**. This was **driven by increases in the offences of Disclose or Threats to Disclose Private Sexual Photographs (30%)** and Sexual Assault on a Female above the age of 13 (19%). Domestic abuse accounted for 43% of VAWG and the most commonly reported VAWG crimes were Actual Bodily Harm, Public Order (Section 4A), Sending Letters with Intent to Cause Distress/Anxiety, Harassment, and Common Assault, which made up 68% of all VAWG. Whilst we know that domestic abuse is not driven by where you live,[58] a third of all VAWG offences took place in Portsmouth and Southampton. Urban areas are more densely populated, and residents are more likely to report to the police, hence the higher number of incidents compared to isolated rural areas.

Domestic abuse incidents and offences reported to police seem to be stabilising after a decade of increases.

There is still work to be done to challenge, support and hold perpetrators to account. The number of perpetrators charged with offences and successful court outcomes are still low. And while there have been positive outcomes for some of the standard risk offenders, who accept responsibility for their actions and meet the criteria for the CARA workshops, the data still shows that only a small proportion of people who are using abusive or unhealthy behaviours are accessing and completing interventions and we still don't know how many of those receiving interventions continue to be the subject of police attention. There is also a need to increase the number health professionals identifying and referring victims for specialist support.

Locally, a Violence Against Women and Girls strategy is being produced which will draw from the current data and analysis. Gaps in knowledge identified are for under-reported crimes such as up-skirting, honour-based abuse, online offences and exploitation of prostitution.

everyone, only when required, some people who have been spiked will have slept for too long before the test for drug results to show up and is the context of many sexual offences never being reported to the police or SARC in the first place.

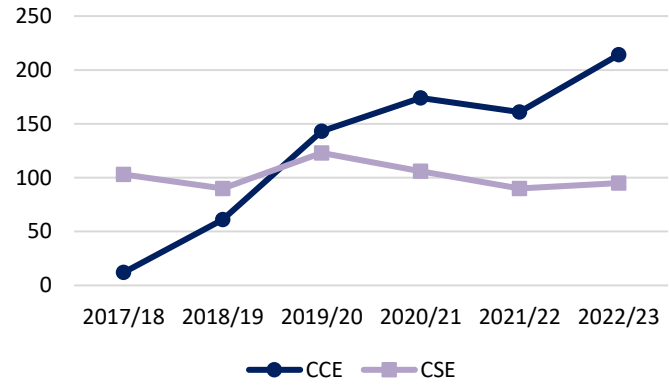
[57] All domestic violence/abuse, honour-based abuse, rape & other sexual offences, violence with injury (including non-domestic homicide, exploitation of prostitution, modern slavery, stalking & harassment, causing public fear, alarm and distress and needle/drug spiking (which is not consistently recorded).

[58] Background and Context (thewi.org.uk)

2.4. Child Criminal/Sexual 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 drug networks, it does not always involve physical contact; it can also occur through the use of technology**.[59] Anecdotally an estimated 80-90% off CCE are from local drug networks where there is a cycle of teenagers 14-16yrs being CCE and then at 17-19yrs using more 14-16yrs in the same way there were.[60] During 2022/23, 214 young people were known to be at risk of CCE, which is 33% (n53) more than in 2021/22 and a continuation of the upward trend seen since 2017/18 when this data began to be formally recorded (Figure 2.14).[61]

Figure 2.14: Children at risk of exploitation



In the last year, the response to exploitation has been strengthened with weekly Missing Exploited Trafficked (MET) meetings where cases involving young people are discussed, as well as the monthly operational MET meetings. There has been good buy-in for the weekly meetings from professionals, particularly those in education, and there has been an increase in referrals from schools. Therefore, the increase is thought to be partially due to greater awareness and better referral pathways.

Almost all CCE locally is thought to be drug-related[62] and the number of drug networks linked to CCE more than doubled in 2022 compared with the previous year,[63] so the increase is also likely to be partially a genuine increase in CCE. The volume of CCE may increase further due to continued exploitation of children by local drug networks (LDNs) and County Lines (CLs). Commentary provided by the MET team stated that **boys are overwhelmingly more likely to be at risk of CCE than girls.**

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.[64] Girls 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. There were 95

[59] The Serious Violence Strategy (2018)
[60] Email from Hampshire & IOW ITD Analyst dated 26.10.23
[61] Data and commentary provided by the MET team in email dated 21.07.23.
[62] Although the there is no field that can be currently extracted to say this for certain, the data provider stated that they could not remember any cases that were not drug related.
[63] Data provided by the MET team.
[64] 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

children and young people flagged as at risk of CSE in 2022/23 and the level of identified children at risk of CSE has remained fairly stable over the last five years (Figure 2.14).

The MET team have reported that those at risk of CCE and CSE are generally over 14 years of age, but there are children at risk who are significantly younger, and they are receiving more referrals from Primary schools since the weekly MET meetings began.

Most CCE is thought to be drug related and boys are much more likely to be at risk than girls.

The number of young people at risk of CCE has increased since 2021/22, and this is likely to be partially due to better awareness and referral pathways, but also to a genuine increase linked to exploitation of young people by local drug networks.

Conversely girls are more likely to be at risk of CSE, although the number of young people known to be at risk of CSE has remained relatively stable over the last five years.

2.5. 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.

The last report from the National Crime Agency in 2021 found that 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.[65]

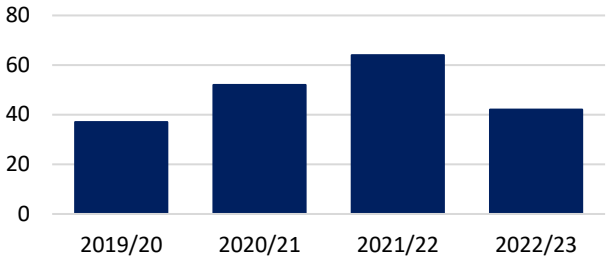
The National Referral Mechanism (NRM) is a **framework for identifying and referring potential victims** of modern slavery **and ensuring they receive appropriate support**.[66] There are issues with the data not seeming comparable over the long term and further work is recommended to try to remedy this. 🕮

Data from the Gov.uk site reported that there were 17 referrals from Portsmouth in 2022, which is fewer than half referred in 2021 (n34).[67] All these referrals were for children or young people under 18 years.

[65] NCA. (2021).file (nationalcrimeagency.gov.uk)
[66] National referral mechanism guidance: adult (England and Wales) - GOV.UK (www.gov.uk)
[67] National Referral Mechanism statistics - GOV.UK (www.gov.uk)

In 2022/23, 42 modern slavery offences[68] were recorded by the police which is 34% (n22) fewer than the previous year, although this is a return to levels seen prior to the Covid-19 pandemic (Figure 2.15). As this is an under-reported crime, we would hope to see levels of modern slavery crimes increase. As there has also been a reduction in NRM referrals, further work to understand the local picture using partner data and raise awareness of the issue is recommended. 🕮

Figure 2.15: Modern Slavery crimes reported to the police, 2019/20 to 2022/23



There has been a reduction in modern slavery offences reported to the police and referrals to the National Referral Mechanism since 2021/22 and numbers are very small. More work is recommended to try and understand the local picture of exploitation.

2.6. Cyber-Crime & Fraud

Cyber-crime refers to crime taking place online and there are two overarching types. The first 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 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.[69] 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.[70]

Cyber-crime is generally aggregated at a national level as there are difficulties in establishing where crimes took place. The most common cyber-crimes that people are likely to experience are commodity attacks, such as phishing or malware, which aim to scam the public and businesses. Phishing emails, particularly those that mimic trusted services, continue to be a successful way for criminals to target their victims. For example, in 2021/22 there were over 50 phishing campaigns using Ofgem as a lure to harvest financial credentials. The National Cyber Security Centre (NCSC) recommend that organisations include clear information about what to do if service users think they may be being scammed. Hacking of social media and email accounts to financially extort victims, compromise data or enable fraud offences has grown, with 8,023 reports to the NCSC in 2021/22, an increase of 23.5% on the previous year.[71]

Ransomware prevents users from accessing their device or network, usually by encrypting the files, then demanding a ransom in exchange for decryption. The NCSC co-ordinated the response to 18 large-scale ransomware attacks, including a supplier to NHS 111 and South Staffordshire Water, but the true numbers are likely to be much higher as organisations often do not report the compromises.[72]

[68] Modern slavery offences are 36/5, 36/6, 36/7, 36/8, 36/10-14.
[69] Full article: Cybercrime and shifts in opportunities during COVID-19: a preliminary analysis in the UK (tandfonline.com)
[70] Cyber / online crime | The Crown Prosecution Service (cps.gov.uk)
[71] Cyber crime - NCSC.GOV.UK
[72] Cyber crime - NCSC.GOV.UK

The Community Safety Survey 2022 found that 16% of residents had experienced a cyber-crime in the last twelve months. The most commonly reported types of cybercrime were:

- Phishing - not just received emails, but had money or data stolen (4.9%, n62)
- Online fraud (4.8%, n60) and
- Personal hacking (3.7%, n46).

Action Fraud is the UK's national reporting centre for Fraud and cybercrime. In 2022, over 9000 cases of fraud were reported to Action Fraud by Hampshire & IOW residents, with an estimated value of £45m. This is 36% (£25m) less than in 2021, but in 2021 there were three individuals which reported combined losses of £27.5m which inflated the total losses for 2021. However, there was also a 17% reduction in the number of cases reported to Action Fraud.[73] It should be noted that fraud is generally under-reported, particularly where the losses are low.

It is difficult to get a comprehensive picture of cyber-crime at a local level as there can be difficulties in establishing where the crime took place and crimes may be reported to lots of different agencies ranging from the police, banks, websites, and Action Fraud.

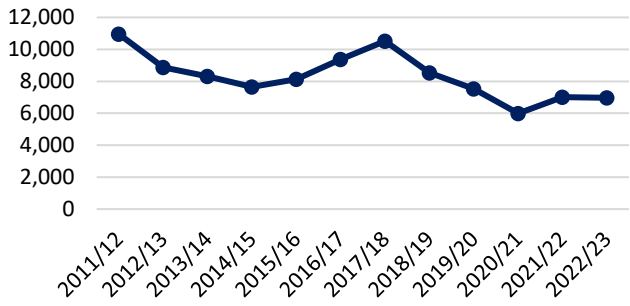
The CSS 2022 found that 16% of residents reported being the victim of cyber-crimes, most commonly having money or data stolen or having their devices hacked.

2.7. Theft Offences

It has been suggested that the cost of living crisis might increase theft offences, but there is no evidence of this in local police data for 2022/23. In 2022/23, there were 6,968 theft offences recorded by the police, which is similar to 2021/22 (less than 1% reduction, n42). This a continuation of a slight overall downward trend over the last decade.

Behind the overall stability since last year, there has been a mixed picture for different categories.

Figure 2.16: Theft offences in portsmouth, 2011/12 to 2022/23



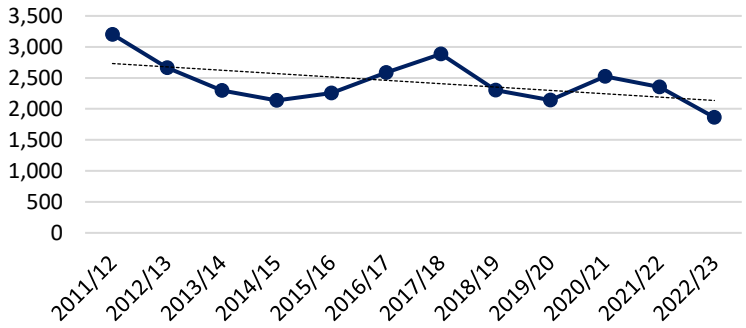
There has been a **20% (n279) increase in vehicle offences, which includes theft of a vehicle and from a vehicle**. This is in the context of smaller percentage increases for Hampshire and IOW overall (15%) and nationally (13%).

[73] Hampshire Constabulary. *Force Strategic Assessment 2023-24*

Conversely, the biggest reductions were seen for police recorded shoplifting (21%, n489) and residential burglary (13%, n97).

There were 1,865 shoplifting offences reported to the police in 2022/23. While the volume of shoplifting offences reported to the police has been reducing since 2017/18, anecdotally retailers in Portsmouth have been reporting increases in shoplifting. This is in the context of a 24% increase in shoplifting nationally.

Figure 2.17: Shop theft offences in Portsmouth, 2011/12 to 2022/23

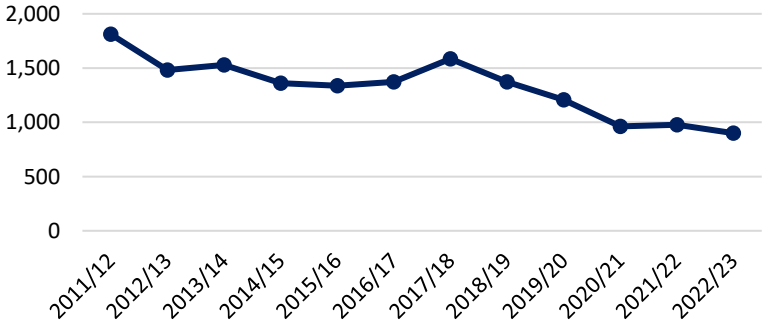


To explore this issue in more detail, data has been obtained from the local Business Crime Reduction Partnership (BCRP). The main limitation of the BCRP dataset is that it only captures data from businesses that are members, and membership numbers fluctuate due to the cost of membership. The BCRP currently has approximately 100 members, mostly high street retail businesses and supermarkets. BCRP data shows a reduction in shop theft from 2019 to 2022, which is likely to be due to the Covid-19 pandemic, but the most recent data for 2023 so far indicates a return to 2019 levels. However, membership levels are lower now than in 2019, so **levels of shop theft are likely to be higher**. The police are now improved links with businesses and levels of shoplifting have been higher in the first six months of 2022/23.

The British Retail Consortium Crime Survey found that **levels of shop lifting approximately doubled nationally between 2018-19 and 2019-20 and have remained at this higher level.**[74] The survey also found that there was a perception amongst some retailers that some police forces do not regard shop theft as a real crime, particularly where goods are of a low value, and so this type of crime is likely to be substantially under-reported and may not be reducing. The police have identified that the current lack of capacity in some commands is having an impact on the police's ability to respond to acquisitive crime and to investigate.[75]

During 2022/23, 897 burglary offences were reported to police, of which 74% (n662) were residential and 26% (n235) were business and community burglaries. This is an 8% (n80) reduction from 2021/22 and a continuation of the overall downward trend in reported burglaries over the last decade, although this downward trend has stabilised somewhat since 2020/21.

Figure 2.18: Burglary offences in Portsmouth from 2011/12 to 2022/23



This is in the context of a stable trend for burglary across Hampshire and IOW and a 4% increase nationally since 2014. The continuing relatively low levels may be at least partially due to more people

[74] crime-survey-report-2023_final_lowres.pdf (brc.org.uk) - there is no indication about how many retailers completed the survey and no methodology available in the report, so caution should be taken when interpreting these findings.
[75] Hampshire Constabulary. *Force Strategic Assessment 2023-24*

working from home and providing more neighbourhood surveillance, but the downward trend began in 2017/18 before the Covid-19 pandemic.

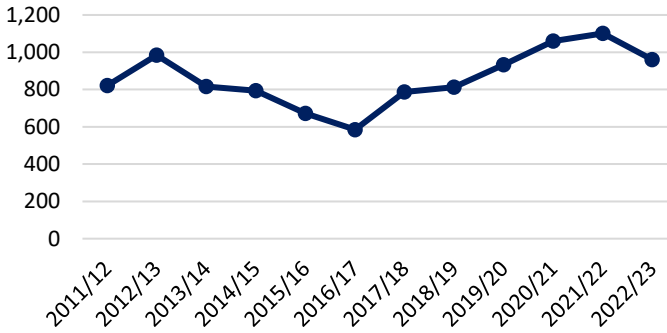
There have been different trends for different types of police recorded theft, with vehicle crime increasing and shoplifting and burglary reducing.

Shoplifting data from other sources tends to suggest there has been an increase in shoplifting but that shops are less likely to report it to the police.

2.9. Drug Related Crime

Drug offences are possession, supply, and trafficking offences. There were 960 drug offences recorded by police in 2022/23, which is a **13% (n141) reduction from 2021/22 but levels are still higher than prior to 2019/20.** Nationally, levels of recorded drug offences have remained fairly stable with a 1% reduction since 2021/22, while in Hampshire overall offences increased by 5%. The increase across Hampshire was driven by increases in East Hants (20%), Southampton (19%) and IOW (12%).

Figure 2.19: Drug Offences in Portsmouth, 2011/12 to 2022/23



Drug offences are significantly affected by police activity, in particular, stop and searches, so an increase in police recorded crime or a higher rate than other areas may not necessarily indicate a greater prevalence of drugs in the community.

For more information about drug-related harm (see Substance Misuse section of the previous full Strategic Assessment[76] and the Substance Misuse Needs Assessment 2022).

Crimes are flagged when there is likely drug and/or alcohol use by the offender, and 1.5% (n404) offences were flagged as drug-related and a further 1.4% (n386) were drink and drug related. It should be noted that this information was not recorded for the majority of offences (86.3%, n23,795).

The Hampshire Police Strategic Assessment reports that the number of known County Line (CL) networks operating in Hampshire remains consistent, mostly originating from London. Meanwhile, the number of known local drug networks (LDNs) has increased, possibly due in part to improved local intelligence reporting.

There has been a reduction in drug offences since last year, but levels are still higher than they were prior to the Covid-19 pandemic.

Drug offences are significantly affected by police activity, so an increase in police recorded crime or a higher rate than other areas may not necessarily indicate a greater prevalence of drugs in the community.

[76] https://www.saferportsmouth.org.uk/wp-content/uploads/2021/12/Final-Strategic-Assessment-2020-21-09.12.21-Public.pdf

2.10. Alcohol-Related Crime

To measure violence in the night time economy (NTE) areas that is likely to be driven by alcohol consumption, a proxy measure was developed: public place violence, robbery & sexual offences between 8pm and 5am, and in specified roads. These roads are the main NTE areas in Central Southsea, Guildhall, Commercial Road, Gunwharf, Palmerston Road and Northend areas (the full parameters are in Appendix E).

Figure 2.20 shows that there has been a slight overall downward trend from 2006/07. The sharp reduction in 2020/21 was largely due to restrictions during the Covid-19 pandemic, which was followed by a sharp increase in 2021/22. This measure has been affected by changes in police recording practices.

There has been a 5% (n57) reduction since 2021/22.

Figure 2.20: NTE Violence, sexual offences & robbery from 2006/07 to 2022/23

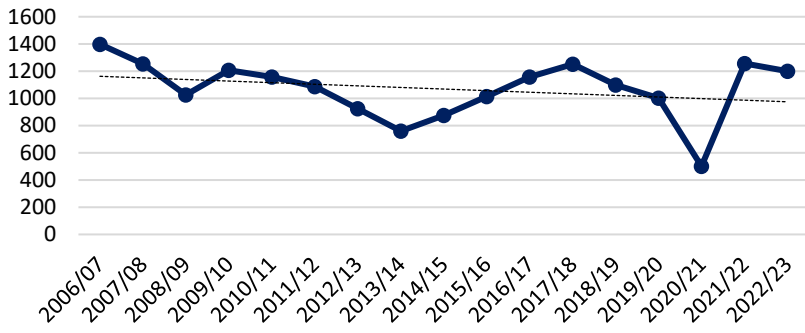
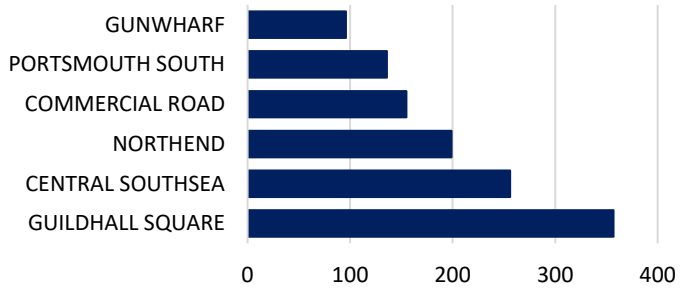


Figure 2.21: Violence in Night Time Economy Areas, 2022/23



The area which saw most of the reported NTE violence was Guildhall (30%, n357), followed by Central Southsea (21%, n256). **Most areas saw a reduction from 2021/22 with the exception of Northend, where there was an increase of 12% (n21).**

Most offences were violence against the person offences (88%, n1,061), followed by sexual offences (9%, n104) and robbery (3%, n34).

As mentioned in the previous section, crimes are also flagged when there is likely drug and/or alcohol use by the offender. 5.76% (n1,588) were alcohol-related, with a further 1.4% (n386) drink and drug related.

There has been a reduction in night time economy violence since last year.

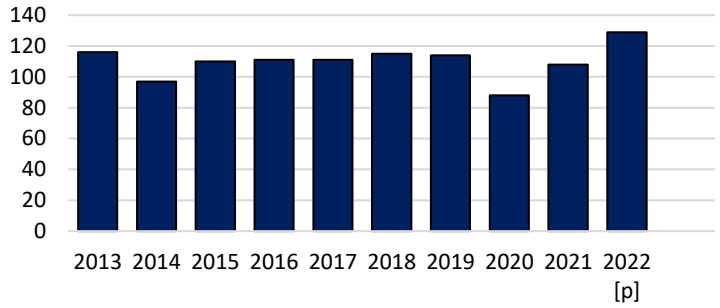
All specified NTE areas experienced reductions except for Northend where NTE violence increased.

2.11. Road Traffic Accidents

In 2022, there were 529 casualties from involvement in road traffic accidents (RTAs), which is a 9% (n43) increase from 2021. However, levels of RTAs were lower in 2020 and 2021, and this is likely due to restrictions of movements and changes of behaviour during and immediately following the Covid-19 pandemic, and there is still an overall long term reduction since 2013.[77]

In 2022, 129 of the casualties were fatalities or serious injuries. Figure 2.22 shows a stable trend from 2013 to 2021, except for 2020 which was lower than the other years. **However, there was a 19% (n21) increase in those killed or sustaining serious injury** (KSI) in 2022 compared with 2021. This could be an anomaly but needs monitoring as this could represent the start of an increasing trend.

Figure 2.22: Killed or Serious Injury in Road Traffic Accidents: 2013 to 2022



Road traffic collisions are a major cause of deaths in children (0-15 years) and comprise higher proportions of accidental deaths as children get older (up to 24 years). The most recent local data broken down by age is for 2020.[78] This data is adjusted to take account of different reporting systems so that it can be benchmarked with other areas. This means it cannot be directly compared with the actual local counts in Figure 2.24. During the period of 2018-2020, Portsmouth had a **rate of 24.4 per 100,000 children aged 0-15 years killed or seriously injured, which is higher than the South East and England averages (15.6 and 15.9** per 100,000 respectively). Due to the small numbers this rate has fluctuated over the last decade, but there has been an overall slight downward trend. The Portsmouth rate for **children and young people (0-24 years) who sustained serious injuries in RTAs was 49.2 per 100,000 which is also higher than the South East and England averages (41.1 and 35.7** per 100,000 respectively) for 2016-2020. The rate for serious casualties has also been on a slight downward trend over the last decade, however **neither of these rates include data from 2022 which showed and increase for all ages, so it is anticipated that these rates are likely to increase**.

There has been an overall reduction in road traffic accidents since 2013, but the number of people killed or sustaining a serious injury from an RTA is higher than in previous years (approx. 130, compared with a range of between 110 and 120 from 2013). It is not known yet whether this is the beginning of an increasing trend.

Portsmouth has a higher rate of children and young people killed or seriously injured than the England and South East averages.

[77] Data available from 2013: Provisional in-year statistics on reported road casualties - GOV.UK (www.gov.uk)
[78] Public health profiles - OHID (phe.org.uk)

2.12 Summary of Crime & Community Safety Trends

Police recorded violence had been increasing since 2014, which was thought to be largely due to improved recording practices, an increased willingness by victims to report violence, and also the addition of some new offences. Increases in stalking and harassment offences have had the greatest impact on the overall violence trend, increasing from around 200 offences in 2013/14 to 3,700 offences in 2021/22. **Levels of stalking and harassment, and violence against the person offences decreased in 2022/23 compared with the previous year, which could indicate that the trend is stabilising.**

Other data sources (such as local survey data and emergency department attendances and hospital admission data) show a stable or reducing trend in violence overall, which means that **we can be quite confident that the previous increases in police recorded violence do not reflect a genuine increase in violence in Portsmouth**.

Looking at the individual offences that make up the overall category of police recorded violence, there were reductions or stability for all offences compared with 2021/22, except **possession of a weapon, which saw a slight increase.** This could reflect a genuine increase in weapons being carried in the community but could also indicate a greater focus on searching suspects for weapons by the police.

It has been suggested that the cost of living crisis might increase theft offences, and while police data for theft offence does not support this, local data from the Business Crime Reduction Partnership and national data from the British Retail Consortium Crime Survey suggests **an increase in shoplifting but that fewer businesses are reporting thefts to the police.**

It is difficult to present an accurate picture of online crime, as it is reported to many different agencies including the police, banks, and relevant websites. The CSEW has found reductions in computer misuse offences reported to the survey and suggest that increases seen during the Covid-19 pandemic may have been temporary. Locally, the CSS 2022 was the first time we asked specific questions about online crime, so this will be monitored when the next survey takes place in the spring of 2024. However, the use of technology does enable lower risk opportunities for criminals to commit fraud and to exploit people, particularly young people.

While the number of children and young people are risk of sexual exploitation has remained relatively stable over the last five years, **those at risk of criminal exploitation have been increasing. Part of this is due to better awareness and referral pathways, but it is thought that there may have also been a small but genuine increase in the number of young people at risk of criminal exploitation**. Most of the criminal exploitation in Portsmouth is thought to be drug related and most of those at risk were boys and young men.

There has been a **reduction in reported modern slavery offences** and referrals to the National Referral Mechanism, and numbers are very small. There is a gap in knowledge around modern slavery locally and further work is recommended to understand it.

Locally, a Violence Against Women and Girls strategy is being produced which will draw from the current data and analysis. **Gaps in knowledge identified are for under-reported crimes such as up-skirting, honour-based abuse, online offences and exploitation of prostitution.**

3. Serious Violence Strategic Needs Assessment

3.1. Introduction

3.1.1. Serious Violence Duty

Nationally, police recorded violent crime overall has seen a substantial decline since its peak in the mid-1990s, although some types of violent crime have seen increases since late 2014.[79] Much of this increase has been attributed to improvements in police recording and increased willingness of victims to report crimes, but some of the increases, especially for some high harm offences including robbery, are thought to be genuine.[80]

Offences involving knives or sharp instruments increased by 84% between the twelve-month period ending June 2014 and the twelve-month period ending June 2020.[81] Violent offences involving knives and firearms account for less than 1% of recorded crime nationally. However, despite accounting for a small proportion of overall recorded crime, violent crime can have long-lasting impacts for individuals, families, communities, and results in significant costs to the health services, the criminal justice system, and the wider economy and will often create headlines that drive fear in community.[82]

Following public consultation in July 2019, the Government announced that it would bring forward legislation introducing a new Serious Violence Duty (SVD) on responsible authorities which will ensure relevant services work together to prevent and reduce serious violence. The government also announced that it would amend the Crime and Disorder Act 1998 to ensure that serious violence is an explicit priority for Community Safety Partnerships (CSPs) and make sure they have a strategy in place to tackle violent crime.

The SVD focuses on tackling the root causes of violence through a programme of early interventions with young people and local communities. Statutory partners will work together to tackle serious violence and share local knowledge and data to support an evidence-based, multi-agency, 'public health' approach to tackling violent crime.

As part of the duty, areas need to produce a Strategic Needs Assessment (SNA) to understand the picture of serious violence in the local area, as well as understanding some of the causes of violence. Outputs from the SNA should inform the local strategy, which should contain bespoke solutions to prevent and reduce serious violence in the area.

This local CSP SNA has been developed to feed into an overarching HIPS (Hampshire, Isle of Wight, Portsmouth, and Southampton) wide SNA, enabling local knowledge of the area to be fed into this work.

---

[79] Home Office: Serious Violence Strategy (2018), Online available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/698009/serious-violence-strategy.pdf

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

[81] Home Office: Serious Violence Duty (2022), Online available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1125001/Final_Serious_Violence_Duty_Statutory_Guidance_-_December_2022.pdf

[82] World Health Organization: World report on violence and health (2002), Online available at: https://apps.who.int/iris/bitstream/handle/10665/42495/9241545615_eng.pdf;jsessionid=E3274DB90E1A6AE274E60FF7986A5FB6?sequence=1

The production has been a collaborative process whereby HIPS CSP analysts have taken different roles and produced different sections of the document to ensure consistency in analysis and outputs for all CSPs:

- Introduction, national trends and comparisons by Amy Devine, SCC
- Risk & protective factors by Thomas Ruxton, HCC & Dave Creasey, PCC
- Local picture of serious violence: analysis of police data by Katie Flower, HIOW Constabulary
- Co-ordination, summary and editing by Sam Graves, PCC

3.1.2. Definition of Serious Violence

The SVD does not set out a national definition of serious violence. It does, however, state that specified authorities need to work together to identify the kinds of serious violence that occur in their area, accounting for the factors set out in the Police, Crime, Sentencing and Courts Act 2002. The primary guidance is focused on public space youth violence including homicide; violence against the person where it involves a knife or gun and areas of criminality where serious violence is a threat.[83] This approach allows for local definitions to integrate geographical differences including the prevalence of violence in a specific area, the impact on the community and evidence based SNAs.

In response to the SVD, a common definition of serious violence was agreed at the HIPS Strategic Violence Reduction Partnership (SVRP) to enable consistency. Where data is presented that differs from the below definition of serious violence it will be flagged.

The agreed HIPS wide serious violence definition used in this needs assessment is:

1. Most serious violence - existing definition (1a & 1b: GBH and above including death by dangerous driving). A full list of these offences can be found in Appendix F.
2. Robbery (3a and 3b).
3. Possession of a weapon (7).
4. Public Order (violent disorder [65] and riot [64/1] only).
5. Any violence with injury (1b) not included under MSV where a bladed implement was used.

It has been agreed by the SVRP that additional VAWG and domestic abuse crimes will not be included in the definition and SNA as there is already strategic focus and governance on these crime types across the HIPS area. This includes the Hampshire and Isle of Wight VAWG Task Group, Portsmouth Domestic Abuse Strategy[84] and Southampton Domestic Abuse and VAWG Strategy. The decision is also in line with the primary VRU focus on violence by under 25s in public places.

[83] Serious Violence Duty 2023: *Serious Violence Duty - Statutory Guidance (publishing.service.gov.uk), p.15.
[84] Which is currently being reviewed and updated following the recent national VAWG Strategy

3.1.3. About the Data

This Serious Violence SNA brings together information from a range of data sources, which will be outlined in relevant sections below. Where there are caveats around data and sources used, this will be included in the narrative.

The two main sources of data used in this report to understand the picture of serious violence are Home Office police recorded crime data for CSPs[85] and incident level data provided by Hampshire and Isle of Wight Constabulary. Due to the nature of ongoing police investigations, crime data may be subject to change and inconsistencies may exist between published and live data. The data provided by Hampshire and Isle of Wight Constabulary has been processed by the same (VRU/OPCC) analyst to ensure consistency across the different areas, therefore practices and subsequent figures produced may differ to what is produced by the police and local authorities. However, data cleaning constants have been agreed for consistency of this SNA and these are listed in Appendix G.

Police recorded crime data only includes those crimes that have been reported to and recorded by the police, with 'hidden' crimes such as domestic abuse and hate crime more likely to be underreported than other offences, such as burglary.

Data sources data covering the period of April 2020 to March 2021 are likely to have been significantly affected by the coronavirus pandemic. Therefore, this should be considered when examining trends.

Where rates have been calculated, the ONS mid-year population estimates[86] have been used unless otherwise stated. 95% confidence intervals for rates have been calculated where possible in an attempt to account for natural variation and to robustly evaluate if any differences between geographical areas are statistically significant.

3.1.4. A Public Health Approach

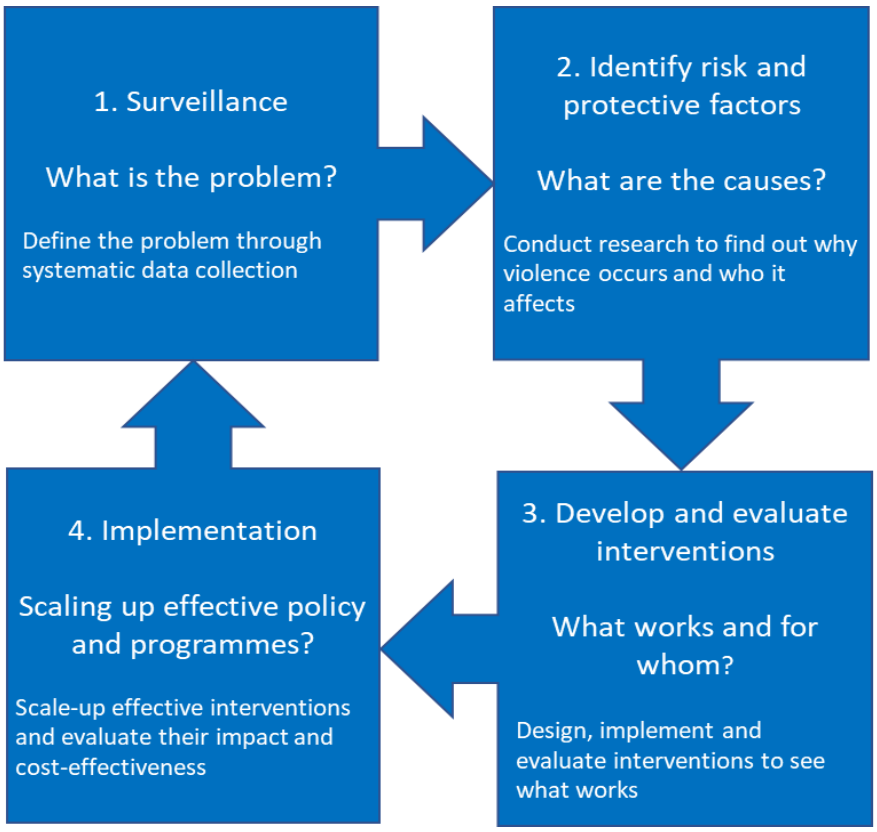
The aim of a public health approach is to use evidence to understand the underlying causes of a problem and then to target interventions to address the causes, focussing on both long-term and short-term solutions.

Adopting a public health approach to tackling the root causes of violence not only reduces the likelihood of individuals becoming a victim or perpetrator of violent crime, but also may improve long term health, education, and employment outcomes for individuals and across communities.[87] There may also be positive impacts for the economy and wider society.[88]

[85] Police recorded crime and outcomes open data tables - GOV.UK (www.gov.uk)
[86] All data related to Population estimates for the UK, England, Wales, Scotland and Northern Ireland: mid-2021 - Office for National Statistics (ons.gov.uk)
[87] Local Government Association: Public health approaches to reducing violence (2018). Available at: https://www.local.gov.uk/sites/default/files/documents/15.32%20-%20Reducing%20family%20violence_03.pdf
[88] Public Health England: A whole-system multi-agency approach to serious violence prevention (2019), Online available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/838930/multi-agency_approach_to_serious_violence_prevention.pdf

The public health approach can be broken down into four key stages outlined in Figure 3.1 of which this SNA will cover stage 1 and 2.

Figure 3.1: Stages of a Public Health Approach



A public health approach aims to prevent violence by exposing a broad segment of the population to prevention measures to reduce and prevent violence at a population level. The approach also involves working with partners and other organisations to develop a multi-agency response.

Under a public health approach there are three levels of violence prevention. The target population decreases in size with progression from primary to tertiary prevention:

- Primary – focused on preventing violence before it happens; to reduce the number of new cases of violence in the population. Interventions usually target the general population or broad population groups such as young people of school age and are often aimed at increasing awareness or providing information about an issue.
- Secondary – groups at risk of being a victim or perpetrator of violence. Individuals are likely to already be engaging in risky behaviours and may be known to a number of services. This is an opportunity to intervene to reduce the risk of further escalation at this stage.
- Tertiary – individuals already at harm or committing harm and experiencing poor health outcomes as a result. Individuals will be known to a range of services. At this level the focus is to minimise harm and prevent further involvement in violence.

3.1.5. Local Context

Portsmouth has a population of around 213,000, of which 19.1% are aged between 15 and 24. This is substantially higher than the Hampshire average which has around 10.1% of the population aged between 15 and 24, and the University of Portsmouth will be largely contributing to the relatively large proportion of this age group.

The population density is 5,150 people per square kilometre, which is substantially higher than the overall population density of Hampshire (381) and is the most densely populated area outside London boroughs other than Luton.

More detailed local context for Portsmouth can be found by accessing the Joint Strategic Needs Assessment (JSNA) webpage: Joint strategic needs assessment - Portsmouth City Council

The JSNA provides an assessment of the health and wellbeing needs of the local community and informs the Health and Wellbeing Board's Joint Health and Wellbeing Strategy. It also supports effective commissioning of services by the council and its partners, and informs strategies developed by a range of local stakeholders.

The JSNA includes:

- Detailed information about Portsmouth's demography,
- The Public Health Annual Report
- Surveys and Needs Assessments, such as the Tackling Poverty Strategy, Student Health Needs Assessment, Armed Forces Covenant Needs Assessment and You Say Survey with Secondary School Children.

Alternatively, information about Portsmouth's population characteristics can be found in the Hampshire and Isle of Wight Council's JSNA demography report: Microsoft Power BI

3.2. Risk and Protective Factors

National evidence reviews have been conducted which have identified the risk and protective factors related to violence. Risk factors are those which are associated with an increased likelihood of being a victim or perpetrator of violence, whilst protective factors are associated with a reduced likelihood of violence. [89] [90] [91]

Figure 3.2 (overleaf) outlines risk and protective factors related to violence. These factors can also be set out in an ecological framework (Figure 3.3 overleaf), which emphasises that no single risk or protective factor can explain why someone, or groups of people, are at higher risk of violence than others. It is the interaction between the different risk factors at the individual, relationship, community,

[89] Houses of Parliament: Early Interventions to Reduce Violent Crime. (2019) Available at: https://researchbriefings.files.parliament.uk/documents/POST-PN-0599/POST-PN-0599.pdf
[90] World Health Organisation: Preventing violence (2004). Available at: http://whqlibdoc.who.int/publications/2004/9241592079.pdf
[91] McNeish, D. & Scott, S. Tackling and preventing serious youth violence: a rapid evidence review (2018). Available at:

and societal level that influences the level of risk.[92] It should be noted that some indicators could fit into multiple categories within the ecological framework (Figure 3.3).

Figure 3.2: Risk and Protective Factors for Violence

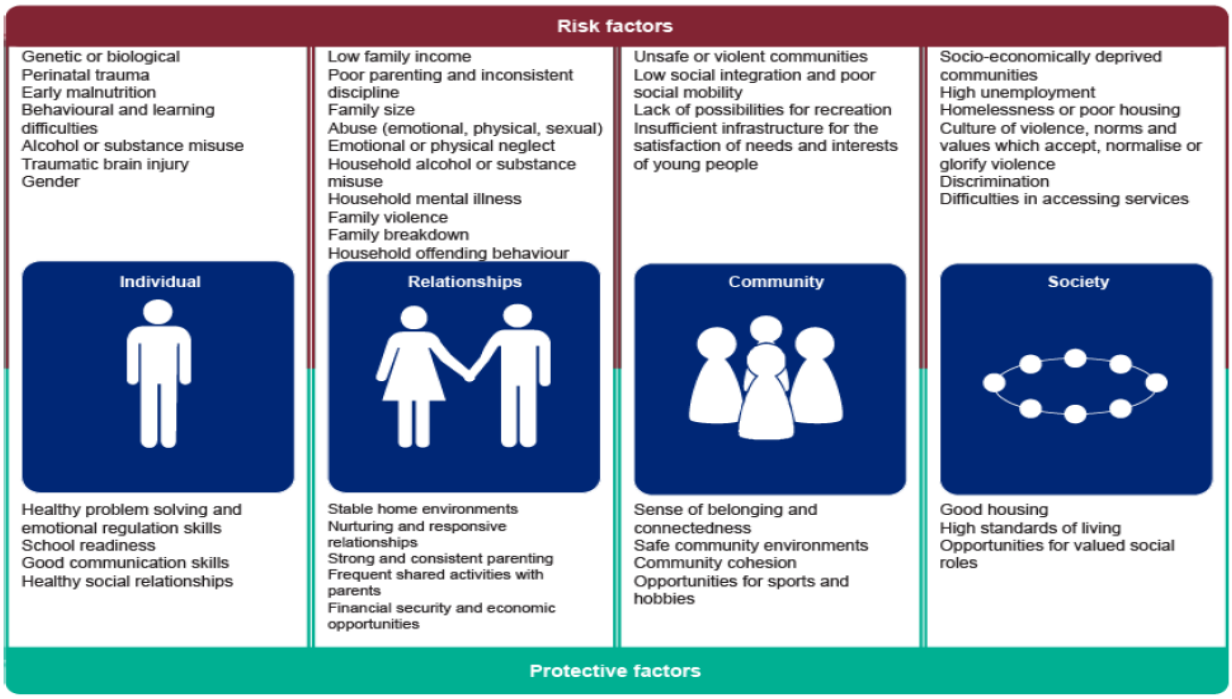
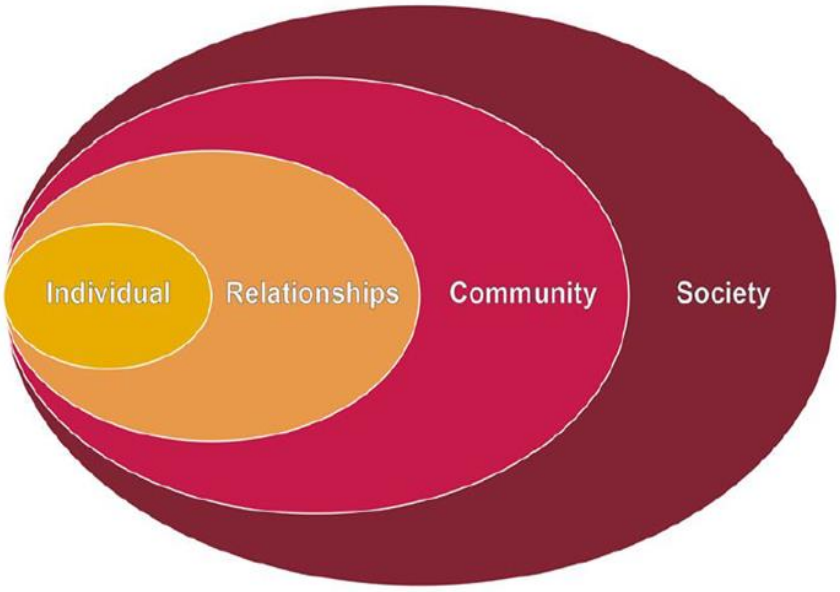


Figure 3.3: Ecological Framework for Violence



[92] Local Government Association – Public Health Approaches to reducing violence (2018) – Online Available at: https://www.local.gov.uk/public-health-approaches-reducing-violence

One set of risk factors which have been highlighted by multiple studies is Adverse Childhood Experiences (ACEs).[93] [94] [95] Research into ACEs suggests that these risk factors are cumulative, meaning that the more factors that are experienced, the greater the risk of all forms of violence. In addition to those outlined above, ACEs 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.

Risk factors have also been suggested which relate specifically to serious youth violence[96] and knife crime:[97]

- Individual factors: past exposure to violence, impulsiveness, low school achievement, poor problem-solving skills, and, for knife crime only, fear of crime and to increase social status.
- Relationship factors: delinquent peers, parental conflict, limited parental monitoring and supervision.
- Community factors: housing instability, poor neighbourhoods, gang activity and crime.
- Societal factors: norms about the acceptability of violence, limited education and economic support and opportunities.

It should be emphasised that many children and young people experience these risk factors and do not become involved in or develop a propensity for violence. However, risk and protective factors outlined in this section have been found to increase or decrease the likelihood of an individual or groups becoming involved in violence at a population level. It is important to monitor the risk factors for the population, as if these worsen, we may see subsequent increases in serious violence. Research and collaborative working by HIPS analysts have contributed to a framework to monitor risk and protective factors, allowing CSPs to identify issues which may require focus.

[93] Local Government Association: Public health approaches to reducing violence. (2018) Available at: https://www.local.gov.uk/sites/default/files/documents/15.32%20-%20Reducing%20family%20violence_03.pdf
[94] Bellis *et al. Adverse childhood experiences and sources of childhood resilience: a retrospective study of their combined relationships with child health and educational attendance, BMC Public Health* (2018), 1:18
[95] Anda *et al.* The enduring effects of abuse and related adverse experiences in childhood. A convergence of evidence from neurobiology and epidemiology, *Child: Care, Health and Development* (2006), 2:32
[96] McNeish, D. & Scott, S. Tackling and preventing serious youth violence: a rapid evidence review (2018). Available at: https://www.dmss.co.uk/pdfs/addressing-serious-youth-violence-in-london-a-rapid-evidence-review.pdf
[97] The Scottish Centre for Crime and Justice Research (2013) Knife Crime interventions 'What works?' Available at: https://www.sccjr.ac.uk/wp-content/uploads/2014/01/SCCJR_Report_No_04.2013_Knife_Crime_Interventions.pdf

3.2.1. Monitoring Risk & Protective Factors

This section provides information about risk and protective factors associated with violence. The most recent data has been benchmarked using 95% confidence intervals where there is comparator data. Upper Tier Local Authorities (UTLAs) have been benchmarked with the England average where possible, while Lower Tier Local Authorities have been benchmarked with the Hampshire County average (Excluding UTLAs).[98]

Table 3.4: Benchmark Key

	Better
	Similar
	Worse

Table 3.5: Community and Societal Measures

Community & societal measures	IMD 2019 - average score	Income deprivation affecting children	Anti-social behaviour incidents rate per 1,000	All crime rate per 1,000	Victims of crime (aged 0-17 years) per 1,000
Age group	N/A	N/A	All	All	0-17 years
Year	2019	2019	2022/23	2022/23	2022/23
Source	DLUHC	DLUHC	InterAct	InterAct	Interact
England	N/A	N/A	N/A	113.0	N/A
Hampshire	12.7	0.10	9.7	69.6	46.7
Portsmouth	26.9	0.20	15.7	133.3	66.9

The Index of Multiple Deprivation 2019 (IMD) provides a relative ranking of areas across England according to their level of deprivation.[99] **Overall, Portsmouth has a relatively high level of deprivation**, ranking 46th of 142 upper tier local authorities, where 1 is the most deprived in terms of average score across each of the domains of deprivation. Scores can also be compared to all 326 district councils in England, where Portsmouth is ranked 59th, falling form 63rd in 2015 and is ranked lowest of the 14 local authorities in HIPS on average deprivation score and local concentration of deprivation.

Portsmouth is the second to lowest ranking of the 14 local authorities in HIPS for income deprivation affecting children and ranks 73rd of 326 district councils nationally. Portsmouth also has a higher rate of crime, ASB and victims of crime aged 0-17years than the Hampshire average.

Portsmouth has significantly higher than Hampshire and England average levels of:

- Lone parent households with dependent children,
- Households with dependent children owed a duty under the Homelessness Reduction Act,
- Children in relative low income families,
- Children eligible for school meals, and
- Percentage of people claiming universal credit.

[98] Excluding Isle of Wight, Portsmouth and Southampton unless specified that the average is across the total HIPS area.

This is consistent with the previously mentioned higher levels of overall deprivation and income deprivation affecting children. Home ownership is significantly lower in Portsmouth than the Hampshire and England averages.

Tables 3.6: Family and Relationship Measures

Family / relationship measures	Lone parent households with dependent children (per 1,000)	Homelessness - households with dependent children owed a duty under the Homelessness Reduction Act due to DA	Percentage privately owned property	% Children in relative low income families
Age group	All	Households with dependent children	All	Under 16 years
Year	2021	2021/22	2021	Year end 2021
Source	NOMIS	GOV.UK	Census	Gov.uk
England	69.0	14.4	61.3	18.7
Hampshire	54.1	9.2	69.6	12.6
Portsmouth	75.6	21.4	52.3	21.4

Family / relationship measures	Eligible for school meals	Unemployed: percentage of people claiming universal credit who are out of work	Domestic abuse related incidents and crimes (per 1,000)	Children whose parents are receiving DA support (0-16)
Age group	School headcount	All	16+ years	0-16 years
Year	Autumn term 2020/21	2023	2022/23	2022/23
Source	DfE	Nomis	InterAct	Stop Domestic Abuse - HCC only
England	19.7	3.7	N/A	N/A
Hampshire	14.6	2.3	14.6	
Portsmouth	28.4	4.5	27.0	

Table 3.7: Education Factors

Education measures	Percentage of sessions missed recorded as unauthorised absence at state-funded primary, secondary & special schools	Percentage of pupils suspended at state-funded primary, secondary & special schools	Percentage of pupils permanently excluded at state-funded primary, secondary & special schools	Average attainment 8 score for all pupils in state-funded schools	16-17 year olds not in education employment or training
Age group	Under 16 years	Under 16 years	Under 16 years	16 years	16-17 years
Year	2020/21	2020/21	2020/21	2022	2023
Source	LAIT/GOV.UK	LAIT/GOV.UK	LAIT/GOV.UK	LAIT/GOV.UK	LAIT
England	1.25	4.25	0.05	48.9	2.8
Hampshire	0.73	3.84	0.02	51.8	3.0
Portsmouth	1.68	4.92	0.02	46.3	3.9

Non-engagement with education is a risk factor for young people, and Portsmouth has significantly higher percentage of sessions of unauthorised absence, pupils suspended, 16 and 17 year olds who are NEET and lower average Attainment 8 score than the England and Hampshire averages. However, the percentage of pupils permanently excluded was similar to Hampshire and less than the England average.

Table 3.8: Young People at Risk Factors

Young people at risk	Looked after children (rate per 10,000)	Children on child protection plans (rate per 10,000)	Children in need (rate per 10,000)	Rate of FTEs (10-17 yrs) per 100,000	Proportion of young offenders who re-offend (%, from cohort)
Age group	Under 18s	Under 18s	Under 18s	10-17 years	10-17 years
Year	2022	2022	2022	2022	2020/21
Source	LAIT	LAIT	LAIT	Gov.uk	Gov.uk
England	70	42.1	334.3	144	30.5
Hampshire	61	35.9	311.8	129	28.2
Portsmouth	93	51.4	396.7	295	42.7

Portsmouth has a significantly higher rate of looked after children, children on protection plans, children in need and first time entrants into the youth justice system than the Hampshire and England averages. Portsmouth also had a higher rate of reoffending (10-17 years) than Hampshire and England.

Table 3.9: Mental Health and Vulnerability Factors

Mental health and vulnerability	Emergency hospital admissions for intentional self-harm	Smoking prevalence 18+	Percentage of missing episodes (under 18 years)	Missing episodes for adults (per1000)
Age group	All ages	18+	Under 18s	18+
Year	2021/22	2021/22	2022/23	2022/23
Source	Fingertips	Fingertips	Hampshire Constabulary LSCB LSAB data / Interact for districts	Hampshire Constabulary LSCB LSAB data / Interact for districts
England	163.9	15.4	N/A	N/A
Hampshire	230.2	13.2	1.5	2.4
Portsmouth	230.7	19.4	3.0	6.1

Portsmouth had a significantly higher rate of emergency hospital admissions for intentional self-harm for 10-24 years and smoking prevalence than the England average.

While the rate of missing episodes for adults and young people was higher for Portsmouth than Hampshire, the rate for adults is similar to Southampton and the rate for young people is similar to the Isle of Wight, and lower than for Southampton.

Table 3.10: Substance Misuse Factors

Substance misuse	Estimate of opiate and crack cocaine use per 1,000	Alcohol specific hospital admissions under 18yrs	Admission episodes for alcohol related conditions per 100,000 population (Narrow)	Hospital admissions due to substance misuse (15-24yrs)	Deaths from drug misuse per 100,000
Age group	All	Under 18s	All ages	15-24 years	All
Year	2016/17	2018/19 - 20/21	2021/22	2018/19 - 20/21	2018-20
Source	Fingertips	Hospital Episode Statistics via OHID	Fingertips	Fingertips	Fingertips
England	8.9	29.3	494	81.2	5.02
Hampshire	4.1	34.5	397	90.4	3.66
Portsmouth	10.6	19	509	62.4	8.03

Portsmouth has a significantly lower rate of hospital admissions due to substance misuse for 15-24years than England and Hampshire. However, the estimated rate of opiate and crack cocaine use and rate of drug-related deaths were both significantly higher than the England and Hampshire averages.

The rate of alcohol specific hospital admissions for under 18s were lower than the England average, but not significantly so, and also lower than for Hampshire. The rate for alcohol related conditions for all ages was slightly higher than the England average and higher than the Hampshire average.

Portsmouth ranks poorly in comparison with the England average and Hampshire for levels of deprivation and measures associated with poverty and unemployment.

Portsmouth has higher rates of crime, poorer educational engagement, more children in need, on protection plans, looked after or entering the criminal justice system than the England average.

Portsmouth also has higher rates of people with other risk factors such hospital admissions for self-harm, smoking, opiate and crack use and drug related deaths.

3.3. Comparison with Other Areas and Long-term Trends

This section compares the rate of some key violence categories for Portsmouth with other CSPs in Hampshire, the HIPS average, and the England average. The rates were calculated using Home Office data for crimes[100] and population estimates from the Office for National Statistics[101] and may not exactly match data from local extracts. Furthermore, the total for HIPS is higher than the sum of all the districts due to a number of crimes that were unassigned to districts.

[100] Police recorded crime and outcomes open data tables - GOV.UK (www.gov.uk)
[101] Estimates of the population for the UK, England, Wales, Scotland and Northern Ireland - Office for National Statistics (ons.gov.uk)

In 2022/23, 3,418 violence with injury offences were recorded by the police, giving a rate of 16.5 per 1,000 population (Figure 3.11). This is the second highest rate compared with the other HIPS CSPs and is significantly higher than the HIPS and England averages (10.7 and 9.4 per 1,000 respectively).

Figure 3.11 Police Recorded Violence with Injury, Rate per 1,000 Persons, Hampshire CSPs and England: 2022/23

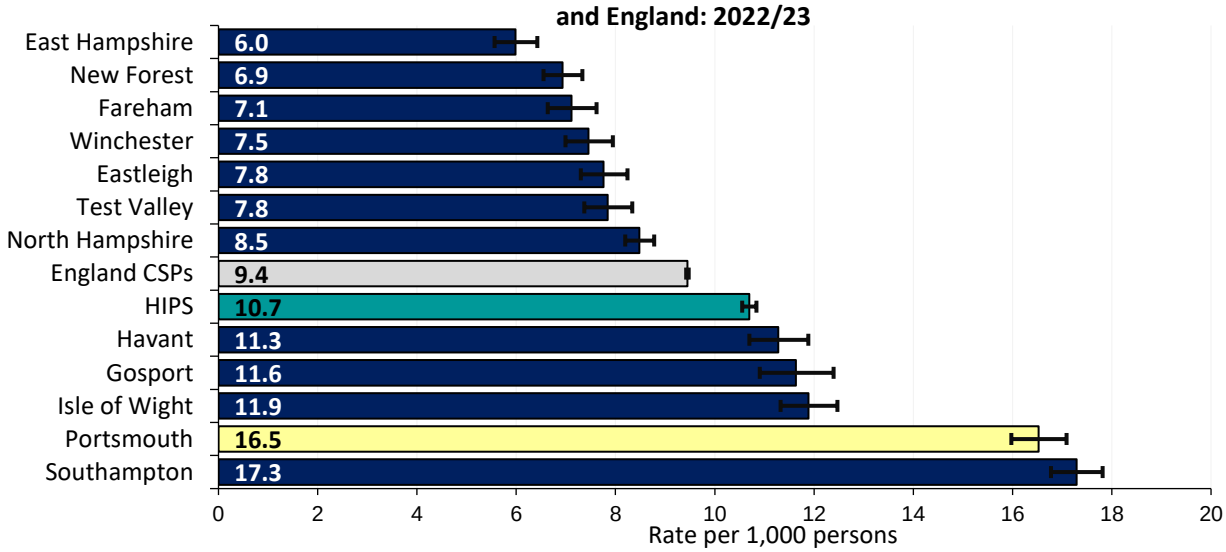
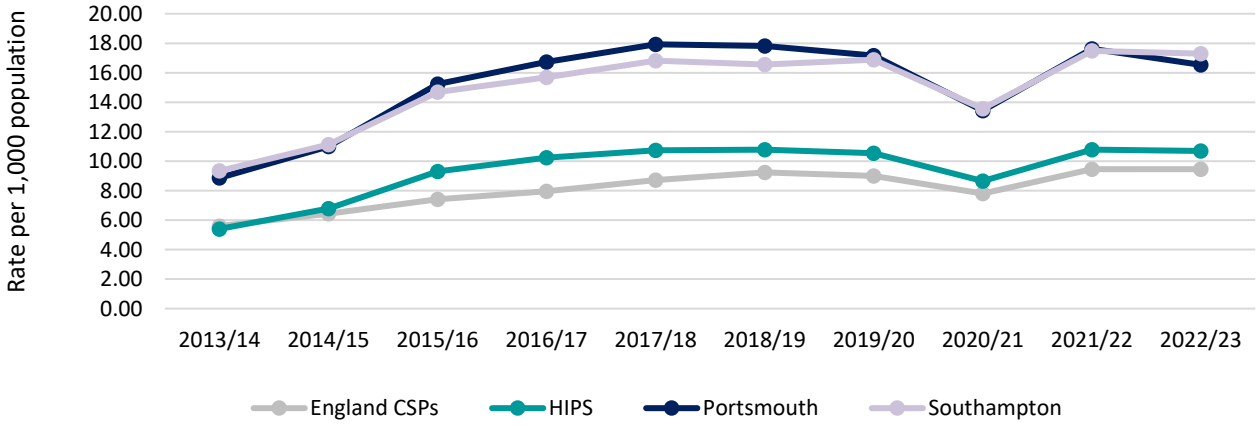


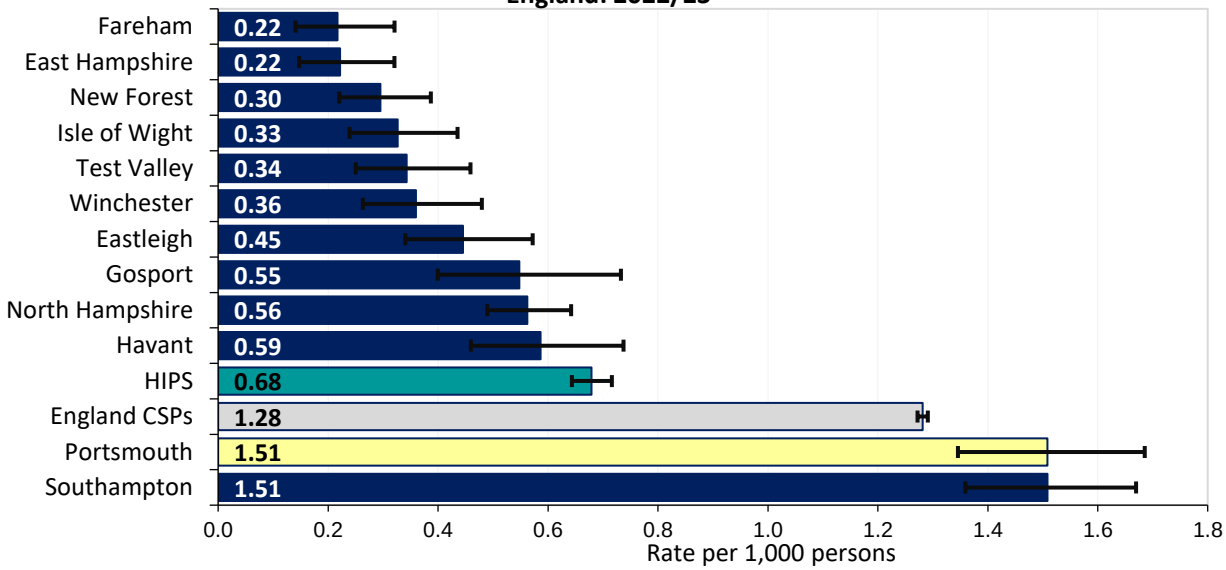
Figure 3.12: Police Recorded Violence with Injury, Rate per 1,000 for Portsmouth, Southampton, HIPS and England: 2013/14 - 2022/23



Portsmouth has had a very similar rate of violence with injury to Southampton over the last decade, but both have consistently been substantially higher than the HIPS and England averages (Figure 3.12).

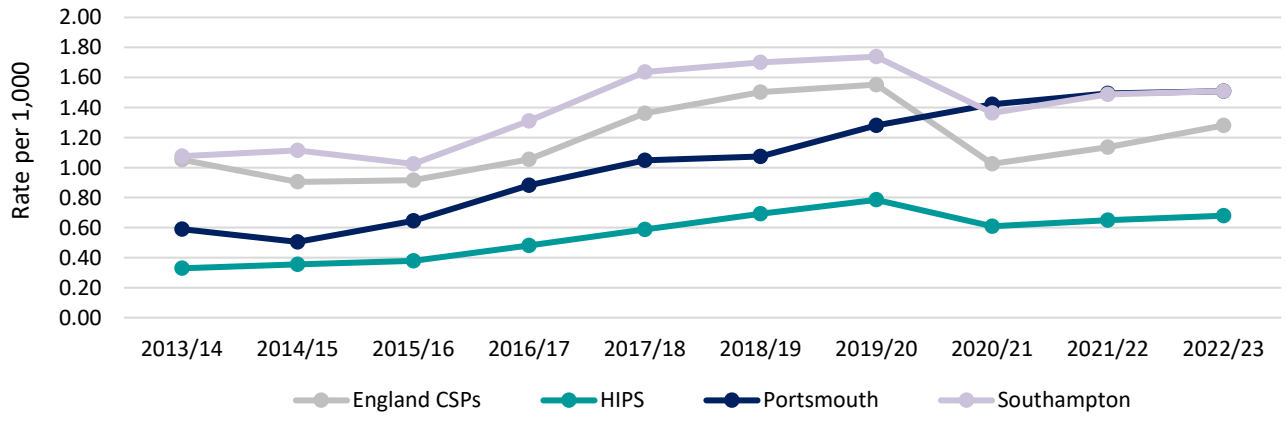
There were 312 robberies recorded in Portsmouth, giving a rate of 1.51 per 1,000. This is the joint highest rate along with Southampton compared with the other HIPS CSPs and is significantly higher than the HIPS and England averages (0.68 and 1.28 per 1,000 respectively, Figure 3.13).

Figure 3.13: Police Recorded Robbery, Rate per 1,000 Persons, Hampshire CSPs and England: 2022/23



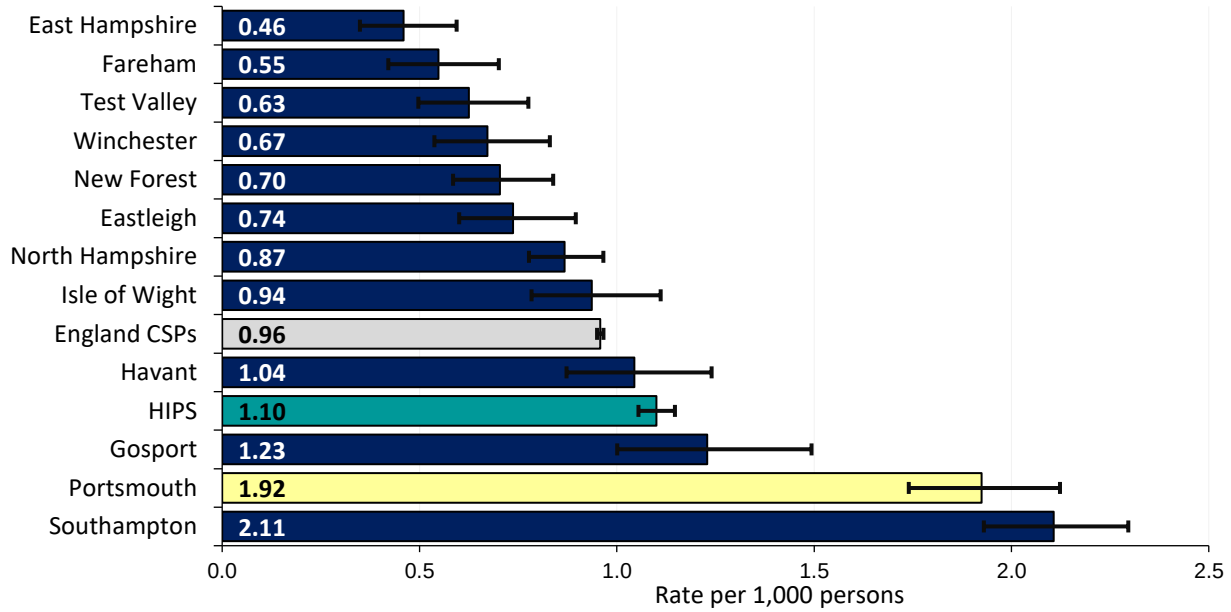
The **rate of robberies in Portsmouth has been increasing year on year since 2014/15**, even during 2020/21 when the HIPS and England rates dropped, most likely due to the Covid-19 pandemic. While the Portsmouth rate has always been higher than that of the HIPS average, it has only been higher than the England rate since 2020/21 (Figure 3.14). The Portsmouth rate had also been lower than Southampton prior to 2020/21 but has been the same for the last two years.

Figure 3.14: Police recorded robbery, Rate per 1,000 for Portsmouth, Southampton, HIPS and England: 2013/14 - 2022/23



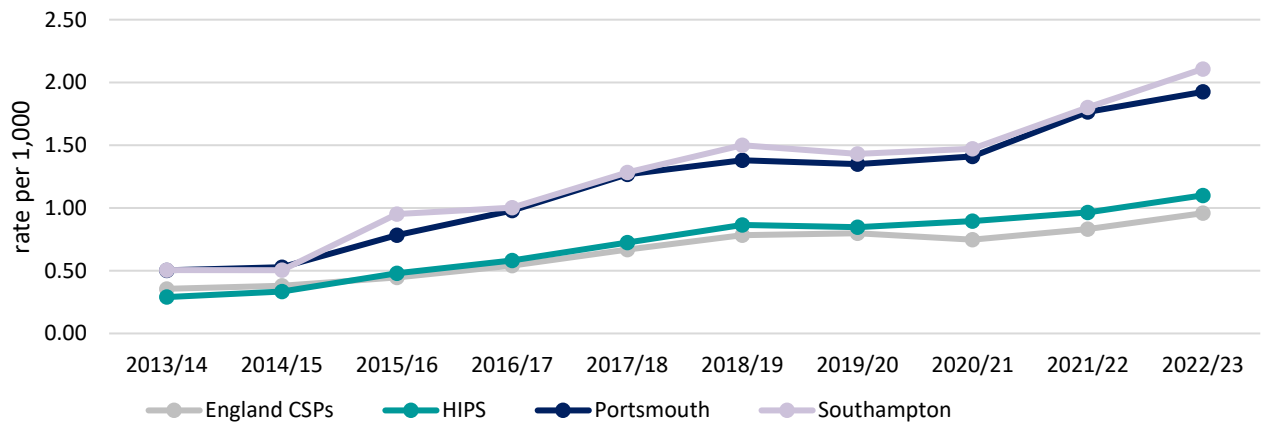
In 2022/23, 398 possession of a weapon offences were recorded by the police, giving a rate of 1.92 per 1,000 population (Figure 3.15). This is the second highest rate compared with the other HIPS CSPs and is significantly higher than the HIPS and England averages (1.1 and 9.6 per 1,000 respectively).

Figure 3.15: Police Recorded Possession of Weapon Offences, Rate per 1,000 Persons, Hampshire CSPs and England: 2022/23



The rate of possession of a weapon offences for Portsmouth has been steadily increasing over last decade and has been substantially higher than for the HIPS and England averages during this time (Figure 3.16). However, the rate for Portsmouth has been similar to Southampton over the last decade. The rate of possession of a weapon offences is likely to be influenced by police activity and it is not possible to say with certainty that this represents more weapons in the community.

Figure 3.16: Police Recorded Possession of a Weapon, Rate per 1,000 for Portsmouth, HIPS and England: 2013/14 - 2022/23



Portsmouth has higher rates of violence with injury, serious violence, robbery, and possession of a weapon offences than the England and HIPS average but has similar rates and trends as Southampton.

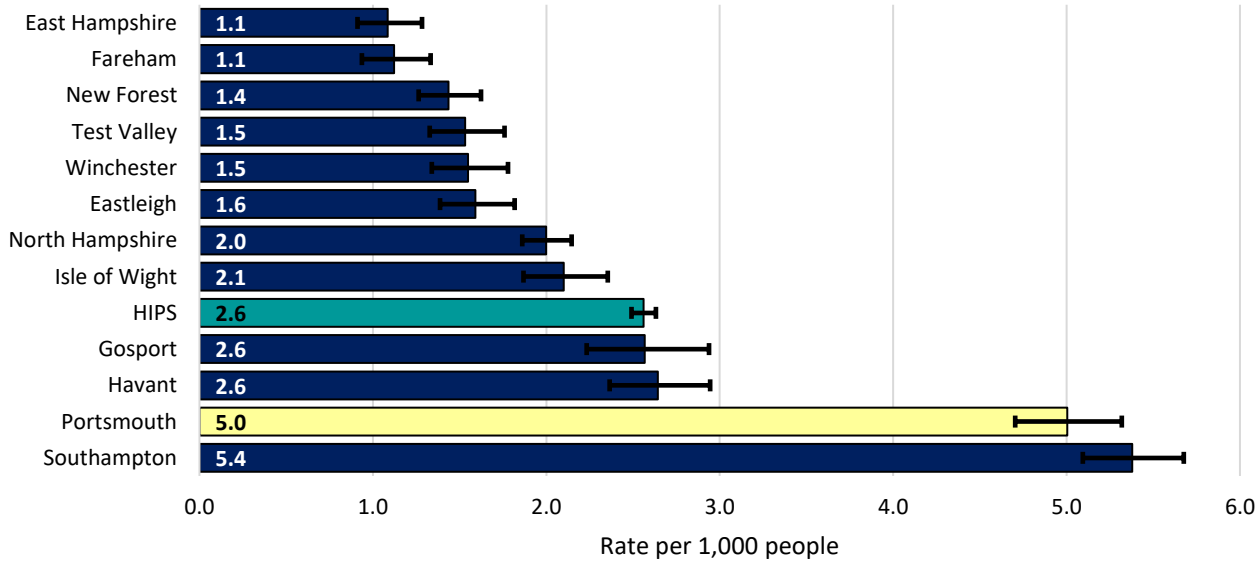
While levels of serious violence have remained similar to last year, they are higher than they were prior to 2020/21. This is due to increases in robbery and possession of a weapon offences which have been increasing over the last decade.

3.4. Local Picture of Serious Violence

3.4.1. How Does Portsmouth Compare to Local Areas?

Using the definition for serious violence set out in 1.2 of this document, there were 1,035 serious violence offences in 2022/23. Portsmouth accounts for 20% of the total volume of serious violence in the HIPS area, which is a disproportionate amount as Portsmouth accounts for 10% of the HIPS population. The number varies slightly from the total used in the rest of this chapter as it came from a Dashboard, where the raw data was extracted at a different time to the dataset used for the analysis. This gives a rate of 5.0 per 1,000 (figures 3.17), which is the second highest rate in comparison with other HIPS CSPs, and significantly higher than the HIPS average (2.6 per 1,000).

Figure 3.17: Police Recorded Serious Violence, Rate per 1,000 Persons, Hampshire CSPs and England: 2022/23



Levels of serious violence in Portsmouth have remained similar to 2021/22 (with a very slight reduction of 1%, n14, Figure 3.18), however this is higher than pre-Covid levels, for example, this is 12% (n112) higher than 2019/20. These higher levels of serious violence have been driven by increases in robbery and possession of a weapon offences. Figure 3.19 shows that Portsmouth has had a similar rate of serious violence to Southampton over the last five years.

Figure 3.18: Police Recorded Serious Violence for Portsmouth: 2018/19 - 2022/23

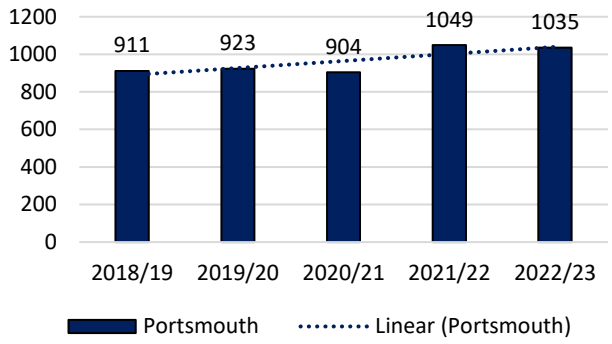
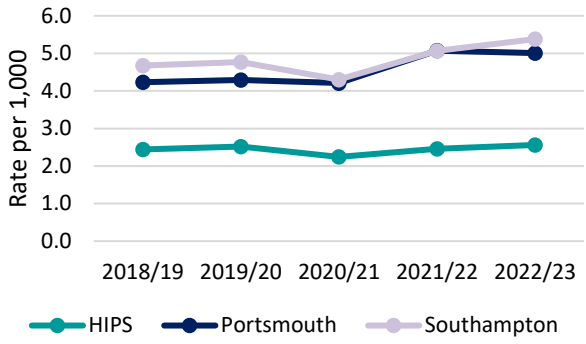


Figure 3.19: Police recorded serious violence for Portsmouth and HIPS: 2018/19 - 2022/23

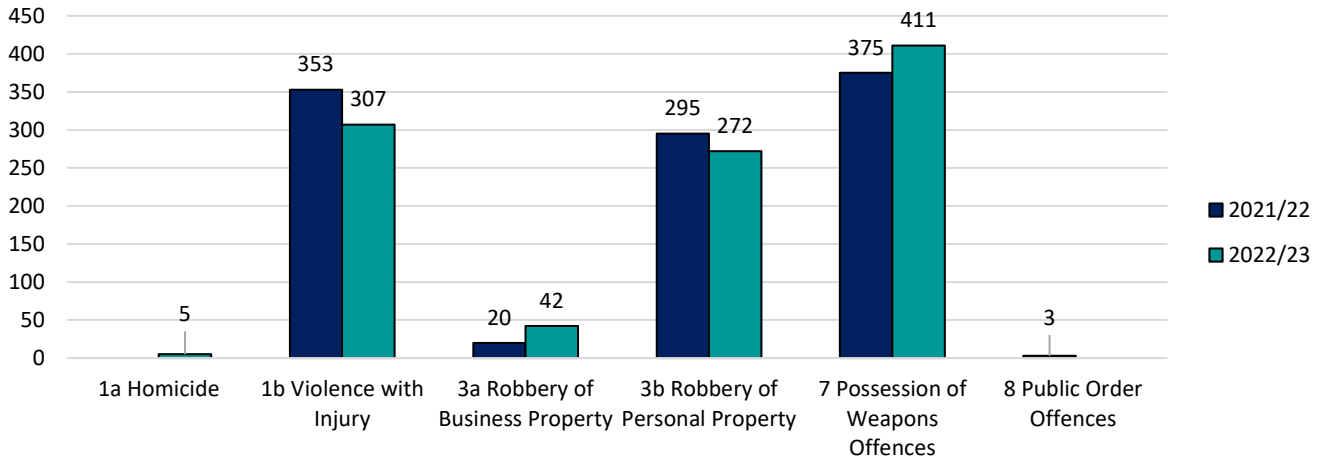


3.4.2. What has happened in the last year?

In 2022/23, 1,037 serious violence occurrences were recorded by police in Portsmouth,[102] which is a similar amount to the amount recorded in 2021/22 (n1,046).

Of the n1,037 serious violence offences recorded in Portsmouth, **40% (n411) were possession of weapons offences**, which is similar to the proportion for HIPS overall (42%). Of these, 90% (n372) were classified as offensive weapons compared with 89% recorded across HIPS. Other common types of serious violence were **violence with injury (30%, n307) and robbery of personal property (26%, n272)** and this also was a similar pattern to the HIPS area overall.

Figure 3.20: Types of Serious Violence in Portsmouth



Violence with injury has reduced by 13% (n46) and robbery of personal property offences has reduced by 8% (n23) since 2021/22. However, there have been **increases in possession of a weapon offences (10%, n36), robbery of business property (110%, n22) and in homicide.**[103]

[102] Using the definition set out in 3.1.2

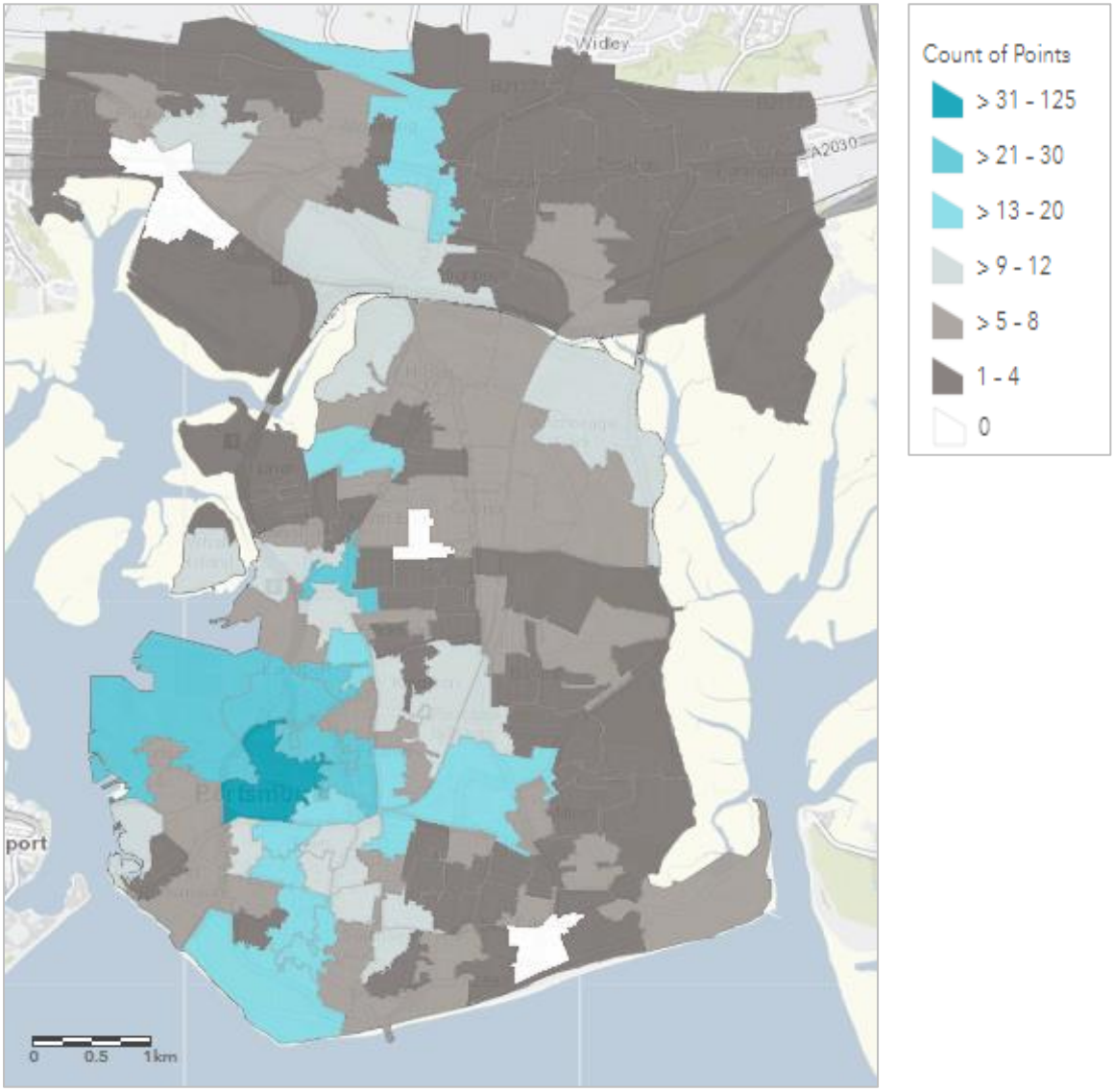
[103] Note that one of the homicides recorded in 2022/23 took place in 2021/22 and four in 2022/23.

Five homicide offences were recorded in 2022/23 compared with none in 2021/22. While this seems like a big increase, because these are small numbers, they are prone to fluctuations year-on-year particularly for small geographies. **It is too soon to know whether this was an unusually high year or whether this is the start of a long-term trend**. More detail can be found in section 2.2.9.

3.4.3. Where is Serious Violence Happening?

Figure 3.21 shows the count of serious violence occurrences broken down by lower super output area (LSOA). Each LSOA has a population of between 1,000 and 3,000 persons.[104] White areas demonstrate LSOAs where no serious violence occurrences were recorded in the last year, while the darker turquoise areas recorded the greatest number of serious violence occurrences across the year. Serious violence is concentrated in the City Centre spreading up to the Landport and Buckland neighbourhoods, west towards the docks, east to Milton Parks and south to Palmerston Road, Southsea Common and the seafront from Clarence Pier to just past Southsea Castle.

Figure 3.21: Number of Serious Violence Offences per LSOA: 2022/23

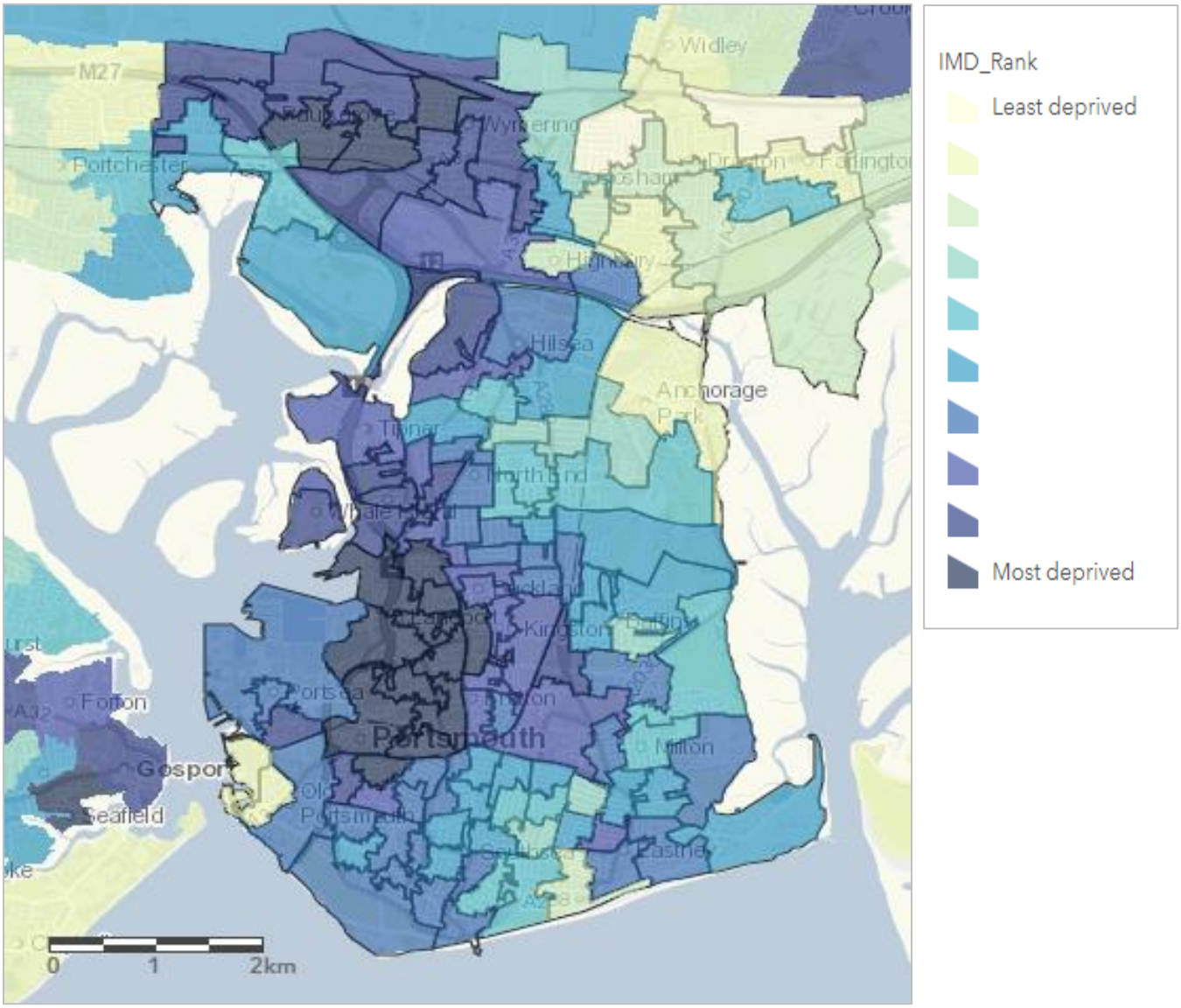


[104] Census 2021 Geographies - Census 2021 geographies - Office for National Statistics (ons.gov.uk)

Figure 3.22 shows indices of multiple deprivation (IMD) data in Portsmouth. IMD data is a relative measure of deprivation, meaning it shows whether an area is more deprived than another, but does not quantify the data.

When the IMD map of Portsmouth is compared to the above map of serious violence occurrences many of the areas highlighted as areas with more serious violence also rank as more deprived on the IMD scale. However, many areas ranking as more deprived do not have high levels of serious violence.

Figure 3.22: Map of Portsmouth Showing the Indices of Multiple Deprivation Rank by LSOA.

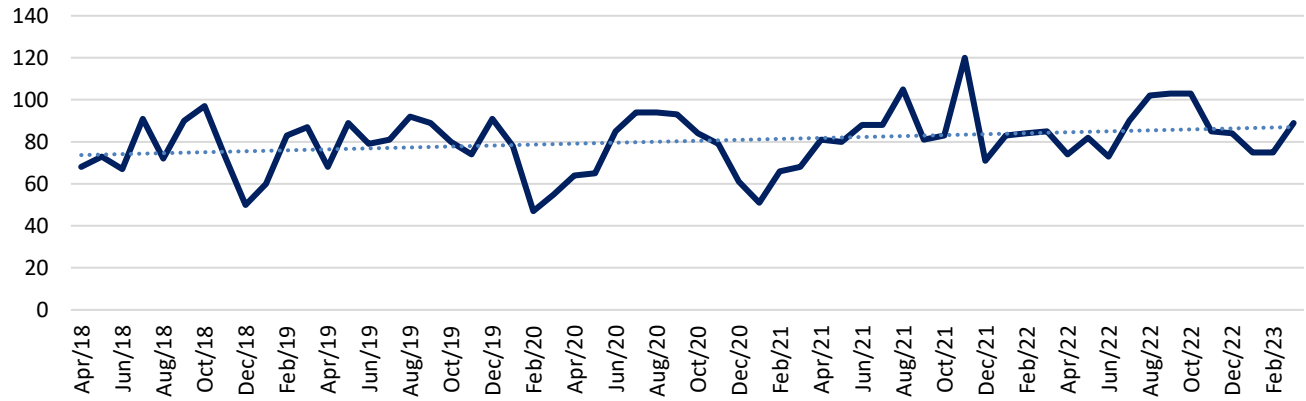


3.4.4. When is Serious Violence Happening?

Figure 3.23 demonstrates the trend in serious violence occurrences in Portsmouth in the five year period between April 2018 and March 2023.[105] Although there are dips in the numbers in February 2020 and January 2021, which are likely due to Covid-19 lockdowns, there are no clear seasonal patterns across this period. The two most prominent peaks are in August 2021 (n105) and November 2021 (n120).

However, long-term trend analysis suggests that serious violence fluctuates substantially across the year with no consistent seasonal trends.

Figure 3.23: Trend Data for Serious Violence April 2018 - March 2023



During 2022/23,[106] more serious violence took place in the months of September and October (n103) than any other month. While this does not correlate with school holidays, it may, in part, be attributed to the prolonged good weather experienced in 2022. The monthly peaks may also be influenced by specific police operations or areas of focus, driving up specific occurrences due to increased focus on one issue.

Most occurrences happen between Friday and Sunday and increase from 5pm, suggesting a link to the night time economy. Overall, 40% of all serious violence occurrences in Portsmouth happened between 18:00 and 23:59.

3.4.5. What are the Associated Factors?

Table 3.24 shows a breakdown of factors associated with serious violence occurrences with a comparison to the 2021/22 period. This information is recorded by police and is not consistently recorded so should be considered only an estimate of associated factors.

[105] This is based on the Start date and does not include historic offences reported in that time frame.
[106] This is based on the Start date and does not include historic offences reported in that time frame.

Table 3.24: Table Showing Factors Associated with Serious Violence.

	Serious Violence Occurrences			
	2021/22 (Portsmouth)	Change from 2021/22 (Portsmouth)	2022/23 (Portsmouth)	2022/23 (HIPS)
Public Place	674 (64%)	**-4% (n.27)**	647 (62%)	3115 (61%)
Bladed Implement	310 (30%)	**-1.2% (n.4)**	306 (30%)	1708 (33%)
Domestic Flag	121 (12%)	**-13% (n.16)**	105 (10%)	551 (11%)
Licensed Premises	89 (9%)	**-14% (n.13)**	76 (8%)	422 (8%)
Alcohol	117 (11%)	**-6% (n.7)**	110 (11%)	508 (10%)
Drugs	46 (4%)	**+7% (n.3)**	49 (5%)	225 (4%)
Hate Crime	16 (2%)	**-44% (n.7)**	9 (1%)	52 (1%)

The proportions of associated factors for Portsmouth are similar to those seen for HIPS overall.

In Portsmouth, during 2022/23, 62% (n647) offences took place in a public place, which is a 4% (n27) decrease in comparison to the previous financial year. This factor is particularly important as the Serious Violence Duty highlights specific focus on offences that occur in public places.

10% (n105) of all serious violence incidents in Portsmouth had the domestic flag applied, suggesting they are in some way linked to domestic violence, which is 13% (n16) fewer than in 2021/22.

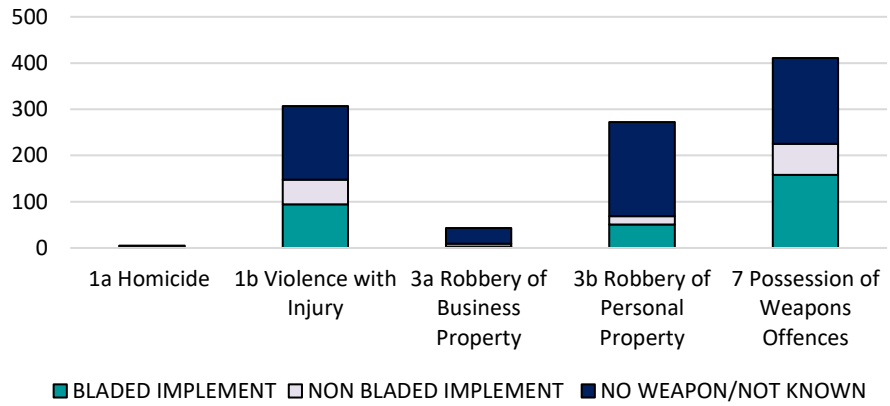
There may be some overlap between offences flagged as drug or alcohol related, or that were linked to licenced premises but 11% (n110) of offences were alcohol related, 8% (n76) were linked to licenced premises and 5% (n49) were drug related. It should be noted that substance misuse is often not recorded and this is likely to be an under-estimate.

Very few serious violence offences were flagged as hate crime (1%, n9) but hate crime is consistently under reported and is likely to be an under-estimate of serious violence motivated by hate.

30% (n306) of serious violence occurrences were recorded as involving a bladed implement, a further 11% (n111) involved a non-bladed weapon and 1.6% (n17) involved a firearm.[107]

Where bladed weapons were recorded (n306), 52% (n158) were linked to possession of a weapon offences, 31% (n94) to violence with injury and 17% (n51) to robbery of personal property.

Figure 3.25: Offences Involving a Weapon, 2022/23



[107] Firearms also include imitation firearms, air rifles, BB guns, tasers and CS spray.

Even though the HIPS definition includes violence with injury involving a bladed implement and possession of a weapon offences, 70% of serious violence is not knife-related.

3.4.6. Who is Committing Serious Violence

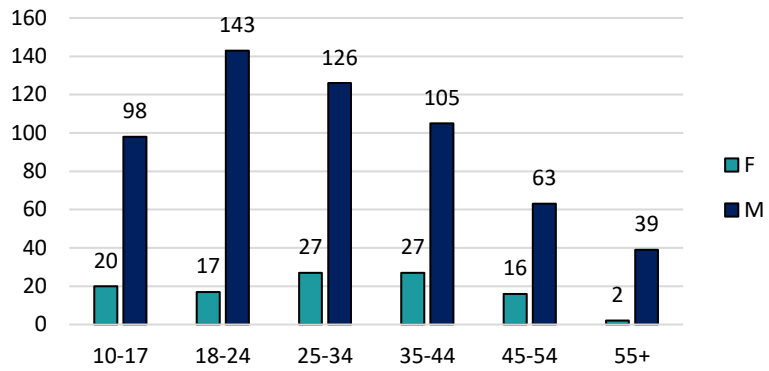
In 2022/23, details have been recorded for 686 people identified as suspects of serious violence. Most suspects were male (84%, n576) suggesting that males are considerably more likely to be involved in serious violence in Portsmouth. This is a similar proportion to HIPS overall, where 83% were male.

Figure 3.26 shows the breakdown by age and gender; the peak age groups for males were 18-24 years (25%, n143) and 25-34 years (22%, n126).

The peak age groups for females were slightly older with 25% (n27) aged 25-24 years and another 25% (n27) aged 35-44 years.

In 2022/23, **118 (17%) suspects were aged 10-17 years, which is 42% (n35) more than in 2021/22 (n83).**

Figure 3.26: Age Group and Recorded Gender of Serious Violence Suspects, 2022/23



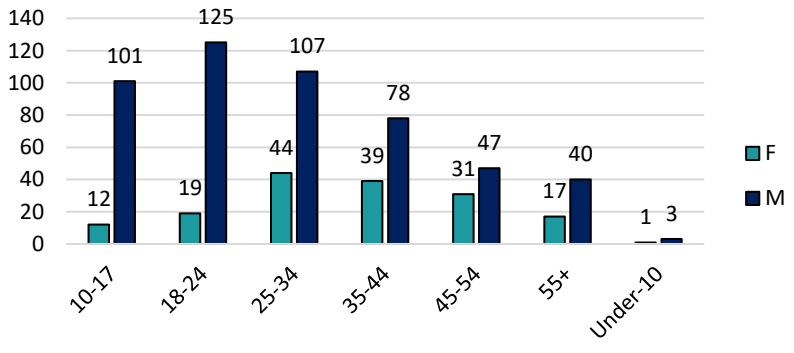
Ethnicity is recorded by the police in two ways, self-defined by the suspect and officer-defined[108] where this information is not provided by or collected from the suspect. Where ethnicity is recorded for suspects of serious violence, n538 (79%) are defined as White, followed by 8% (n55) of individuals defined as Black.

3.4.7. Who are the Victims of Serious Violence?

In 2022/23, 666 people were recorded as victims of serious violence. As for suspects, victims of serious violence were more commonly male (72%, n479), while 23% (n151) were female and 5% (n36) were businesses, property or no gender was recorded. A further 294 offences did not have victim details or were recorded as 'The State' and these offences are likely to be largely possession of a weapon offences.

Figure 3.27 shows the breakdown of victims by age group and gender. For males, the peak age group was 18-24 years (26%, n125), followed by 25-34

Figure 3.27: Age Group and Recorded Gender of Serious Violence Victims, 2022/23



[108] Ethnicity was officer defined for 53% (n367) of suspects.

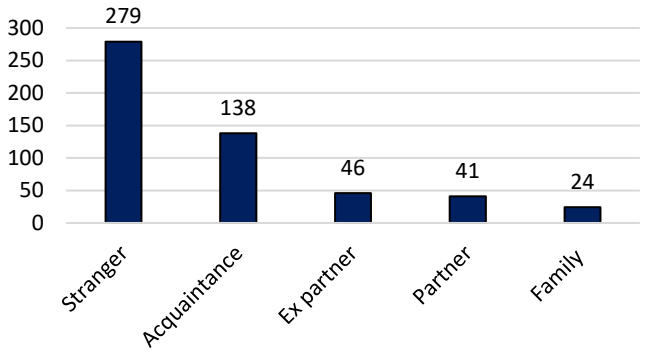
years (22%, n107) and 10-17 years (21%, n101).

For females, the most common age groups were slightly older: 25-34 years (29%, n44) and 35-44 years (26%, n39). The pattern for age and gender breakdown for victims is similar to that for suspects.

As for suspects **there has been an increase in victims aged 10-17 years.** In 2022/23, 17% (n113) of victims were 10-17 years, which is a 15% (n15) increase from 2021/22.

Where ethnicity is recorded for victims of serious violence, 63% (n442) were White, followed by 3% (n25) Asian. It is important to note that 98% (n685) of the recorded ethnicities were officer-defined.

Figure 3.28: Relationship between Suspects and Victims, 2022/23



The suspect/victim relationship was recorded for n748 of the occurrences.[109] Serious violence **most commonly took place between strangers (37%, n279)**, followed by victimless crimes (29%, 217) which is a common category for possession of a weapon offences. These relationship categories were followed by acquaintances (18%, n138), ex-partners (6%, n46) and partners (5%, n41) and family (3%, n24).

3.4.8. Who are the Repeat Victims and Suspects

20% (n138) of suspects of a serious violence offence were linked to more than one serious violence offence in the 2022/23 financial year.

Most repeat suspects were male (88%, n122) and the most common age group was 10-17 years (36%, n50).

Figure 3.29: Age Band and Recorded Gender of Repeat Serious Violence Suspects, 2022/23

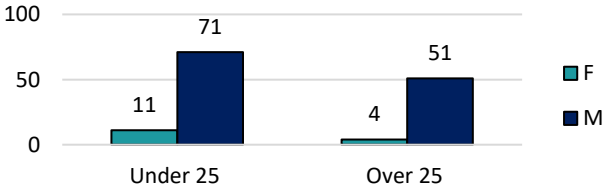
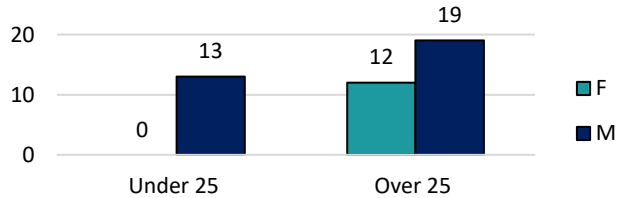


Figure 3.30: Age Band and Recorded Gender of Repeat Serious Violence Victims, 2022/23



By contrast, 6% (n55) of all individuals or premises recorded as victims of serious violence were victims of more than one crime. Among these individuals, 58% (n32) were male and the most common age group was 25-34 years (20%, n11).

[109] Excluding victimless crimes

The main offences that make up serious violence are possession of a weapon (40%), violence with injury (30%) and robbery of personal property (26%).

Most serious violence occurs in the LSOAs in the City Centre, but there are higher levels from Portsea to Fratton across Landport, Buckland and the north of Somerstown neighbourhoods.

There are higher levels of serious violence from Friday to Sunday and after 5pm. Just over 60% of serious violence was known to have taken place in public areas and in just over half of offences the suspect was a stranger, while 26% were acquaintances and 21% were partners, ex-partners or family. **This suggests that the NTE could be a key driver for serious violence.**

Most suspects and victims were males and the peak age groups were 18-24 years and 25-34 years. However, there has been an increase in 10-17 year old victims and suspects since last year.

3.5. Summary of Serious Violence

Portsmouth compares poorly with the Hampshire and England averages for many of the measures associated with an increased likelihood of violence across family, accommodation, employment, income, education, young people at risk, mental health and substance use domains. The exception to this was alcohol-specific hospital admissions for under 18s and admission episodes for alcohol-related conditions all ages, which was not significantly different from the England average. Portsmouth also has a relatively high level of deprivation and an overall crime rate that is higher than the Hampshire and England averages.

Nationally there has been an increase in police recorded violence over the last decade, but other data sources, such as the Crime Survey for England and Wales and hospital admissions for violence show a downward or stable trend over this time. This suggests that the increase in police recorded violence has been driven by better identification of offences, increased willingness of victims to report and police recording practices.

In 2022/23, Portsmouth had higher rates of violence with injury, serious violence, robbery, and possession of a weapon than the HIPS and England averages, but similar rates to Southampton.

There were 1,035 serious violence offences in the Portsmouth in 2022/23, which accounted for 20% of the total serious violence in the HIPS area. Portsmouth's rate of serious violence was the second highest compared to other districts and was substantially higher than the HIPS average. Levels of serious violence in Portsmouth have remained similar to 2021/22, however this is higher than pre-Covid levels (for example, this is 12%, n112 higher than 2019/20).

The main offences that make up serious violence are possession of a weapon (40%), violence with injury (30%) and robbery of personal property (26%). The recent increases in police recorded serious violence have driven by increases in possession of a weapon offences. It is not possible to know how much of this increase has been driven by police activity and how much could reflect an increase in weapons being

carried in the city. There has also been an increase in homicides since 2021/22 but is too soon to know whether this is the beginning of an increasing trend or just an unusually higher year.

Serious violence is concentrated in the City Centre spreading up to Buckland neighbourhood, west towards the docks, east to Fratton Park and Milton Parks and south to Palmerston Road, Southsea Common and the seafront from Clarence Pier to just past Southsea Castle. There are no clear seasonal trends, although there are higher levels from Friday to Sunday, mostly in the evenings which suggest links to the night time economy. 64% of serious violence happens in public places, with 9% linked to licenced premises. Also 11% of serious violence involved alcohol use by the suspect and 6% involved drug use by the suspect.

Where the relationship was recorded, serious violence most commonly took place between strangers (37%, n279), followed by victimless crimes[110] (29%, n217), acquaintances (18%, n138), ex-partners (6%, n46), partners (5%, n41) and family 3% (n24). 12% were flagged as domestic abuse related.

Most suspects are male (84%) and 41% were under 25 years, and there has been an increase in 10-17 year olds since 2021/22. 20% of suspects were linked to more than one offence, and most were male (88%) and the peak age group was 10-17years (36%).

Males were also more likely to be the victims (52%) compared to females (17%), although 31% of offences recorded no victim details, which is common for possession of a weapon offences. Male victims tended to be younger than females. The peak age groups for male victims were 18-24 years (25%) and 25-34 years (21%) compared with 24-34 years (27%) and 35-44 years (24%) for female victims.

There were increases in suspects and victims aged 10-17 years compared with 2021/22.

[110] Victimless crime is a common category for possession of a weapon offences

4. Anti-social Behaviour

Responsible authorities[111] share responsibility for tackling anti-social behaviour (ASB) at a local level and have a range of powers set out in the Anti-social Behaviour, Crime and Policing Act 2014.[112] These powers include ASB civil injunctions, Criminal Behaviour Orders, Community Protection Notices, Public Space Protection Orders, Dispersal Powers, and Closure Powers. Additionally, the 2014 Act provided two mechanisms which aimed to empower ASB victims and involve them in their response to ASB. These are the use of Community Resolutions whereby victims can influence how perpetrators are punished, and Community Triggers which allow victims to request the relevant authority to review how their case was handled.

It is important that people experiencing ASB are able to report what is happening to the most appropriate service. The more people that report ASB and the more accurately it is recorded, patterns of behaviour become clear, and the police and local authorities are more able to develop strategic and operational responses. Anti-social behaviour (ASB) is **notoriously difficult to measure consistently because:**

- It encompasses a **wide range of behaviours that cause nuisance and harm to others**, from environmental issues such as littering, fly tipping and dog mess, through to personal issues such as neighbourhood disputes and noise.
- There is a **grey area between ASB and crime**, whereby some crime types such as criminal damage and public order may be recorded as ASB when they are perceived as less serious by the person experiencing or witnessing the behaviour, or by the person recording the incident.
- **It is subjective**; an action or behaviour may not be noticed by one person but may have a detrimental effect on another's emotional and mental wellbeing.
- ASB **datasets often have limitations**, the detail of incidents is not always recorded, some types of behaviours may be merged into one catch-all category. For example, 'rowdy' behaviour could be alcohol fuelled revelling in the street, an altercation between individuals or possibly domestic abuse and the response will be different in each case.
- People **may report an incident to more than one agency**, making it impossible to arrive at a total count of ASB incidents.
- People **often do not report ASB** for a variety of reasons including the difficulty of reporting to the 101 police number or unfamiliarity with online processes.

Anti-social behaviour has received a lot of national attention, culminating in the governments "Anti-social Behaviour Action Plan."[113] This plan will initially focus on ten areas nationally, where anti-social behaviour is most prevalent, and includes:

- Increasing hotspot policing and enforcement.

[111] Responsible authorities are local authorities, police, fire services, probation and health (ICBs)
[112] https://www.legislation.gov.uk/ukpga/2014/12/contents/enacted
[113] Anti-social Behaviour Action Plan (publishing.service.gov.uk)

- Restorative interventions (termed "immediate justice") to get perpetrators to repair the damage they have caused. This will include hi visibility litter picking, washing of police cars or to remove graffiti within as little as 48 hours.
- A new digital tool to aid members of the public to report instances of ASB.
- Nitrous oxide is to become a controlled substance (Class C) and suspected offenders in custody will be drug tested.
- New laws to replace the Vagrancy Act will enable the police and councils to direct individuals to engage with the support they need, prohibit organised begging by criminal gangs, or begging which undermines the sense of public safety.
- Stronger laws and systems for evicting persistently disruptive tenants.
- Increasing fines that can be given out for offences such as littering.

Data has been collected from different sources locally, Police, PCC Community Wardens, PCC Noise Pollution Team, PCC Housing ASB Unit & Hampshire Fire and Rescue Service. Each of these teams collect their data differently, and some are for specific populations, (such as local authority housing tenants). We are also in the process of trying to get consistent and regular data from British Transport Police and Social Registered Landlords (such as Vivid) but further work is required before these can be included in this chapter.

4.1. Police Recorded ASB

Police recorded ASB comprises incidents and crimes that have been recorded in the police Record Management System (RMS). It is possible to report ASB using the 101 number and online. The option for online reporting has been available since July 2018, although this process was designed with crime reporting in mind. A new ASB specific online reporting system went live on 29th May 2020 to reduce demand on the 101 number.

The journey through the police reporting system is intended to divert reporting away from the police and into the local authority for issues such as litter, fly tipping, dog mess and noise. It also encourages the person reporting to call 101 if property is being damaged, someone could get hurt or they feel the situation could get worse. These online reports are recorded via the Call Management Platform (CMP) which writes incidents into RMS automatically.[114] They are also triaged to double check whether immediate deployment is needed, but if not, the incident will be routed to the neighbourhood policing teams who can provide the context to decide whether action is needed.

The online reporting system is only accessible for people who have access to a computer or device. It also relies on the person reporting to be able to type in information that will accurately describe the incident. Responses to the report are not guaranteed; people who have reported this way get a reference number and are able to print out a report.

When ASB reports are received via 101 calls, the call handlers may also direct callers to the local authority. Call handlers will record the incident on CMP in a similar way. It is likely they will use a similar decision tree to the online system for diverting calls that can be dealt with by the local authority, but

[114] Emails from the police ITC Organisational Analysis Data Management Team dated 28/10/20 & 13/07/22 state that they believe the compliance rate is high for CMP to be written to RMS for crimes and ASB, although not all contacts will be transferred to RMS (e.g. messages, highway disruption, abandoned calls, non-arson fires, alarms etc will not be written into RMS).

this needs to be confirmed.[115] It is not clear whether the report is recorded by the police if the caller is advised to report elsewhere by the 101 call handler. Anecdotally, it is thought that a substantial number of 101 callers hang up before speaking to a call handler due to the long waiting times.

Issues with reporting and recording ASB to the police mean data analysis is difficult and may not always show the true picture. Portsmouth's community safety survey provides a more accurate and stable picture of resident's experience of ASB in the city (see page x for more details)

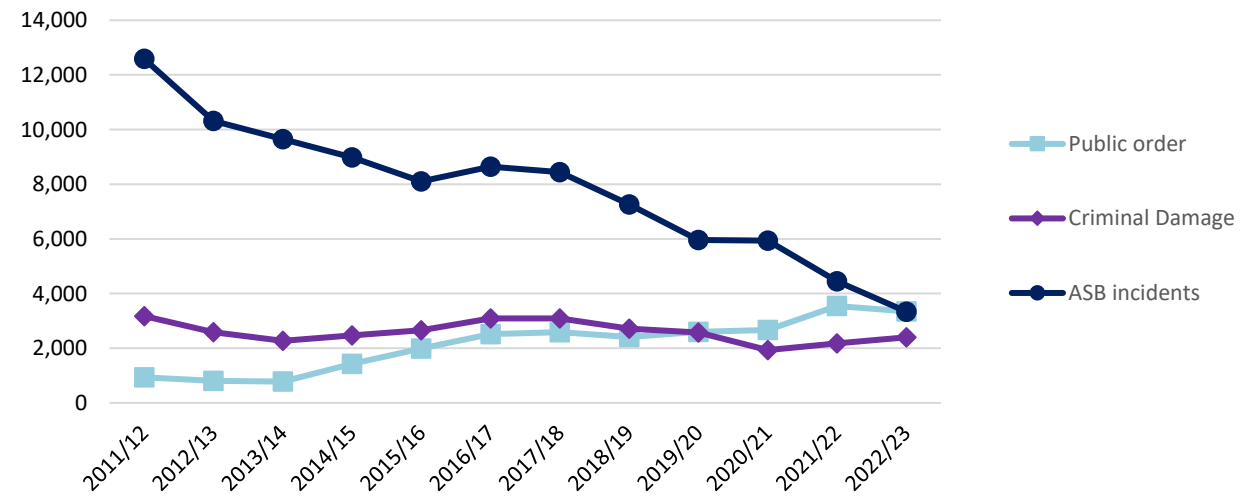
4.1.1. Trends in Police Recorded ASB

Anti-social behaviour incidents reported to the police have reduced substantially over the last decade (Figure 4.1).[116] This may be due to a combination of:

- people not reporting as much ASB to the police,
- people being advised by the police to report ASB to other agencies instead, and
- improvements in police recording practices which mean that some incidents which would have previously been recorded as ASB are now being recorded as crime (such as harassment, public order offences or criminal damage).[117]

There were 3,343 recorded incidents of ASB in 2022/23 which is a 25% (n1,108) reduction since 2021/22 and a 73% (n9,244) reduction since 2011/12. This is consistent with police recorded anti-social behaviour nationally which had reduced by 20% from 2021/22 and has been decreasing over the last ten years.[118]

Figure 4.1: Anti-social behaviour, public order & criminal damage trends from 2011/12 to 2022/23



Criminal damage offences recorded by the police have increased since last year locally (9%, n203), while levels were much more stable in Hampshire and IOW (2% increase) and nationally (1% reduction). While

[115] Both 101 and 999 calls are answered by the same group of call handlers. 999 calls will be prioritised and so this may impact on the ability of call handlers to answer and deal with 101 calls during periods of high demand.
[116] From Hampshire Police performance data.
[117] ONS, Crime in England and Wales: year ending September 2019, October 2019 (see section 12)
[118] Crime in England and Wales - Office for National Statistics (ons.gov.uk)

Charles Dickens had the largest amount of recorded criminal damage, it saw only a relatively small increase. The **largest increases in criminal damage were seen in Copnor (71%, n90), Hilsea (71%, n79) and Cosham (33%, n42).** While criminal damage offences reported to the police have been going up since 2020/21**, overall levels of criminal damage are still lower than pre-2019/20.**

Public order offences recorded by the police have been increasing overall since 2014/15, which supports the argument that some of the offences previously recorded as ASB are now being recorded as crimes. The number of recorded public order offences was about 3.5 times higher in 2022/23 (n3,350) compared with 2011/12 (n932), but **this only accounts for about a quarter of the reduction in total ASB seen in this time, so there are other factors that are contributing to the reduction**.

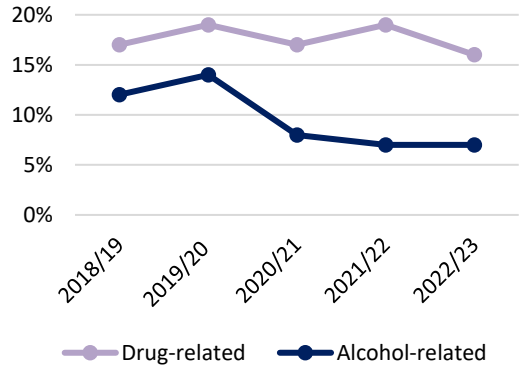
Just over half of ASB occurrences reported to the police (51%, n1636) took place in four wards: Charles Dickens 19% (n623), Hilsea 12% (n403), St Thomas 10% (n313) and Nelson ward 9% (n297). Almost all wards saw a reduction in recorded ASB, except for Copnor where it increased by 18% (n250 from 2021/22.

4.1.2. Types of Police Recorded ASB (including drug and alcohol related ASB)

The categories used by the police to record ASB have changed over time. Prior to 2016/17, there were nine categories of types, and they could also be recorded as personal, nuisance or environmental. This meant that there were 27 possible ASB category combinations. Additionally, there were a couple of catch all categories, such as rowdy and inconsiderate behaviour, and miscellaneous behaviour. From 2016/17, the nine categories were removed, and data provided only included the categories of personal, nuisance and environmental. However, we can use search terms to ascertain the types of ASB reported to the police.

The **number of drug related ASB incidents reported to the police has reduced over the last four years**, by 36% (n307) from 2021/22 and by 56% (n679) from 2018/19. However, this is in the context of an overall reduction in ASB, and **the proportion has remained fairly stable** (ranging from 16-19%, Figure 4.2). Most reports of drug related ASB came from Charles Dickens (21%, n114), followed by Hilsea (16%, n87) and St Thomas (11%, nn60).

Figure 4.2: proportion of drug & alcohol related ASB



The number of alcohol related ASB incidents has also reduced over the last four years, by 32% (n105) from 2022/23 and by 73% (n616) from 2018/19. However, unlike drug-related ASB, there was a sharp **drop in alcohol-related ASB in 2020/21 during the Covid-19 pandemic, and the proportion has remained lower since then** (from 14% in 2019/20 to 7% in 2022/23). Reports of alcohol related ASB most commonly came from Charles Dickens (25%, n56), followed by St Thomas (18%, n40) and St Jude (14%, n31).

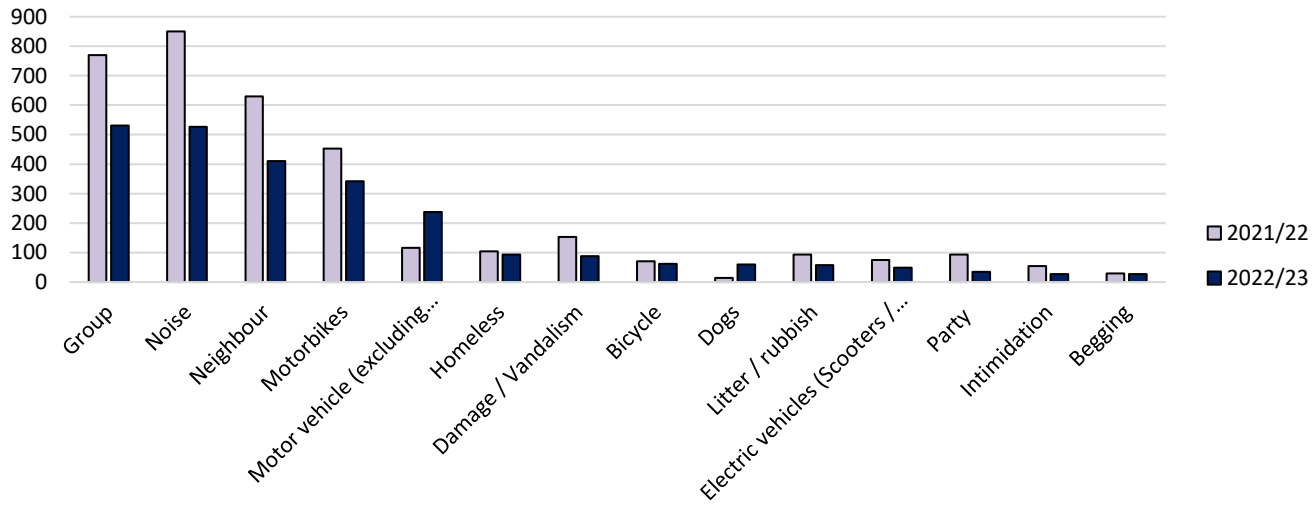
Other search terms were used to get an idea of the types of ASB reported to the police, although some records may be classified as more than one type (for example 'group' and 'noise'). 39% (n1,314) of records could not be classified in this way using the search terms. Figure 4.3 shows that the **most common reported type was groups (16%, n531), followed by noise (16%, n526),** neighbour (12%, n410) and motorbikes (10%, n342).

While Charles Dickens ward had the highest overall level of ASB, some wards experienced higher levels of specific types of ASB:

- Hilsea had the highest number of group-related (19%, n103), followed by Charles Dickens (18%, n94).
- Nelson had the highest number of motorbike-related (26%, n88), followed by Hilsea (19%, n66).
- Nelson had the highest number of motor vehicle-related (excl. motorbikes) (13%, n32) followed by Copnor (13%, n30) and Hilsea (11%, n26).

Reductions were seen for most ASB types, apart from motor vehicles excluding motorbikes which doubled (increased by 105%, n122) **and dogs** (increased by 329%, n46).

Figure 4.3: ASB types recorded by the police: 2021/22 & 2022/23



As previously mentioned, the way ASB is recorded by the police has changed over the last decade which means categories cannot be directly compared. However, the last detailed analysis by category in 2014/15 found that the most commonly reported ASB types were:

- Rowdy and inconsiderate behaviour (43%),
- Neighbours (19%), miscellaneous (13%),
- Vehicle related nuisance (7%), and
- Noise (5%).

These are similar to the most common types in 2022/23, but most of what was recorded as 'rowdy and inconsiderate behaviour' are likely to be included in groups, noise and parties.

There has been a substantial and sustained reduction in ASB reported to the police. While approximately one quarter of the reduction can be accounted for by the increases in public order offences, there has still been a **reduction of between around six or seven thousand reports of ASB since 2011/12.**

There has been an increase in criminal damage since last year, but levels are still lower than pre-2019/20.

The most common types of ASB reported to the police are similar to those being reported in 2014/15.

4.2. Survey data

The Community Safety Survey has been running in Portsmouth since 1999 in various formats and it is currently carried out every two years by the Public Health Intelligence Team. Trained fieldworkers conduct face-to-face structured interviews with Portsmouth residents in various locations across the city. This survey provides an opportunity to consult directly with residents and allow them to tell us about their views and experiences of crime and anti-social behaviour (ASB). It is also an important source of data, as it does not rely on residents having reported crimes and ASB to the police or other agencies. It is used to triangulate with other data sources to improve the credibility and validity of analysis produced by local analysts.[119]

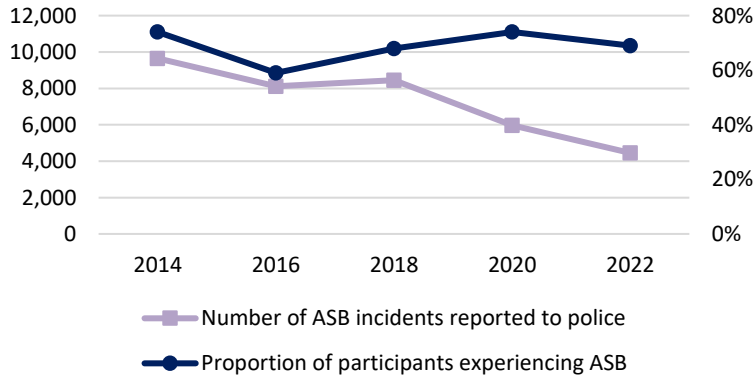
4.2.1. Trends in ASB Reported to the Portsmouth Community Safety Survey

In stark contrast to the reductions in ASB recorded by the police, the most recent local Community Safety Survey (CSS) 2022[120] found that **almost 7 in 10 respondents (69%, n869) reported experiencing or witnessing ASB in the previous 12 months** (From March 2020 to March 2021). This is much higher than the Crime Survey for England and Wales (CSEW) for 2022/23, which found that an estimated 34% of people experienced or witnessed ASB.[121] However, it should be noted that residents who participated in the local CSS were aware that the survey was being conducted on behalf of Portsmouth City Council and Hampshire Constabulary (and other responsible authorities) while the national survey was conducted by the Office for National Statistics. This may seem a subtle difference, but this may have had a big impact on the people who chose to participate, with those who had experienced ASB or crime being more likely to participate to give feedback to those who they see as having a big role in responding to these issues. This is why, when comparing the surveys, we look at the overall trends and most common types of ASB, rather than directly comparing the numbers and percentages.

The proportion of respondents reporting ASB to the survey has remained fairly stable for the past 10 years, contrasting with the reducing trend seen in police recorded ASB (Figure 4.4).

This continues to support **the view that levels of ASB have not reduced, but rather fewer incidents are reflected in the police ASB data**. However, there has been a 6% reduction in ASB reported to the CSEW nationally.[122]

Figure 4.4 : Proportion of respondents who have experienced or witnessed ASB compared with police recorded ASB, 2014-2022



[119] Triangulation can enhance the credibility and validity of a piece of research in four ways; the findings can be corroborated if two or more methods produce the same result, qualitative methods can elaborate on the quantitative findings, the results of two or more methods vary but are complementary and provide insights or the results differ and contradict each other (Brannen, 1992, p. 176).

[120] Community Safety Survey - Safer Portsmouth

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

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

The most reported ASB issues to the local CSS were:

- People hanging around (19%, n235)
- People using/supplying drugs (18%, n222)
- Noise in the street (15%, 189)
- Vandalism/graffiti (14%, n177)
- Street Drinking (13%, n161)
- Intimidating behaviour (12%, n153)

While the proportion of participants reporting drug misuse has reduced (from 21% in 2020) levels are still much higher than 2018 or earlier, showing that this is still a big issue for our residents. The **largest increase was seen in the category of traffic issues**, which includes a variety of behaviours such as people cycling on pavements, parking inconsiderately, using streets as rat runs, and more recently E-scooters used in a way that causes a nuisance. Additionally, when the 'other' category was analysed, **E-scooters were mentioned by 4.9% (n61) respondents making it a notable additional ASB issue for residents**. Traffic issues ranked as the 9th reported issue by 8% (n100) of respondents, although this may have been higher if all reports of e-scooters were included in this category.

The national CSEW also asked questions about types of ASB experienced, but the categories are different so cannot be directly compared. However, groups hanging around was the most reported ASB nationally, followed by drink related behaviour and people using drugs, so this is a similar picture to the types of ASB seen in Portsmouth.

4.2.2. Areas Where Residents Feel Unsafe or Avoid

Just over half of participants (54%) said there were areas of Portsmouth they avoided because they felt unsafe. Women were more likely to feel unsafe than men (64% and 44% respectively), and the likelihood of feeling unsafe was also higher for those who were sick/disabled (65%).

Somerstown and Buckland are the areas where the most people felt unsafe or avoided (16% and 12% respectively). **This has been the case for the last twenty years**. While this is largely due to a 'bad reputation', there are currently also **concerns about groups or gangs, 'dodgy people'[123] and drug use or dealing**.

While Somerstown and Buckland have consistently remained areas that people commonly feel unsafe or avoid, other areas have shown improvements or deteriorated over time (Table 4.1).

[123] While the term 'dodgy people' is not ideal, this is a theme that came from the residents' responses themselves when trying to put into words why they felt unsafe in areas.

Table 4.1: Top ten areas where people feel unsafe or avoid, reported to the Community Safety Survey.[124]

Rank	2001	2004	2007	2009	2012	2014	2016	2018	2020	2022
1	Somerstown	Somerstown	Somerstown	Somerstown	Somerstown	Somerstown	Somerstown	Somerstown	Somerstown	Somerstown
2	Buckland	Buckland	Buckland	Buckland	Fratton	Buckland	Buckland	Buckland	Buckland	Buckland
3	Portsea	Paulsgrove	Paulsgrove	Paulsgrove	Guildhall	Guildhall	Fratton	Commercial Rd	Fratton	Commercial Rd
4	Paulsgrove	Portsea	Guildhall	Guildhall	Buckland	Fratton	Commercial Rd	Fratton	Commercial Rd	Fratton
5	Commercial Rd	Landport	Portsea	Landport	Paulsgrove	Paulsgrove	Southsea	Guildhall	Guildhall	Southsea
6	Southsea	Guildhall	Landport	Portsea	Portsea	Portsea	Guildhall	Southsea	Southsea	Guildhall
7	Guildhall	Southsea	Commercial Rd	Southsea	Landport	Landport	Paulsgrove	Portsea	Northend	Northend
8	Landport	Commercial Rd	Fratton	Fratton	Commercial Rd	Southsea	Portsea	Paulsgrove	Portsea	Paulsgrove
9	Fratton	Fratton	Southsea	Commercial Rd	Southsea	Commercial Rd	Northend	Northend	Paulsgrove	Portsea
10	Cosham	Cosham	Cosham	Stamshaw	Cosham		Landport	Landport	Landport	Landport

Paulsgrove is an area which ranked as the second/third most avoided area from 2004 to 2009 and now ranks 8th. In the early 2000's there were riots following the death of Sarah Payne. These riots lasted several weeks, involving hundreds of people, and resulting in a lot of negative press for the area.[125] These events and the negative press contributed to a bad reputation for the area. It was known for high levels of ASB, although this **began to improve from 2009 onwards**, and it is **believed this is at least partially due to the Positive Family Futures work in Paulsgrove.** The introduction of dispersal zones via the Anti-Social Act 2003 may have also contributed to reducing the level of ASB in Paulsgrove.

Portsea is another area which has shown great improvement from 2001 since the Gunwharf Quays regeneration project began. This project turned an old Royal Navy dock into a modern retail destination, reinvigorating trade and tourism in the area and creating 2,000 new jobs. The project also included leisure activities and luxury apartments, making the area a more desirable place to live and changing the dynamic of the community and reputation of the ward.

Conversely, a refurbishment of the Cascades Shopping Centre in the city centre which regenerated the retail area did not have a lasting impact on ASB levels. A decade after the renovations, the **Commercial Road shopping area started to become an unattractive area and has ranked the 3rd or 4th most unsafe place from 2016** onwards.[126]

From 2001 to 2014, there's was a deteriorating trend with increasing levels of ASB in the Guildhall area. This coincided with main night clubs in the South Parade Pier area closing and the Guildhall Walk becoming a more popular nighttime destination as people sought alternatives to the South Parade clubs. Guildhall Walk was labelled as 'the most violent street in Britain' in 2011 by local press, as according to a new crime map, it saw more violent crimes than any other road in England and Wales with 38 attacks seen in a single month.[127] While it transpired that it was Surrey Street (and not Guildhall Walk) and which also included other violent crimes in the area which had not been coded, it was acknowledged by a police representative that there was still much to do to reduce NTE violence in the area.[128] Substantial partnership work in the area (including Drink Safe, Purple Flag and Guildhall walk as a 'special policy'

[124] In 2014 there is a blanks in the table because there were four areas that ranked tenth, all of which had fewer than half the people feeling unsafe than the area ranked 9th

[125] Examples of negative press: BBC News | UK | A return to mob rule? Unashamed lynch law simmers on a rundown estate | The Independent | The Independent THIS WEEK IN 2000: Paulsgrove's streets of fire and shame | The News (portsmouth.co.uk)

[126] It's time that Commercial Road had a facelift | The News (portsmouth.co.uk)

[127] Guildhall Walk in Portsmouth the most violent street in Britain | Daily Echo

[128] Email from police representative dated 21.05.12

area[129]) introduced **measures to improve safety. This included increased police presence, taxi marshals, Safe Space, working with licensed premises, police enforcement measure. Guildhall now ranks 6th after showing improvement since 2014** (although some of these measures are no longer in place).

This demonstrates that perception of safety is not only impacted by negative press, but also by the appearance of an area, the facilities available and the presence of wardens/police. There are some examples of successful interventions in some of these areas, which could be considered to try to tackle perception of safety in Somerstown, Buckland, Commercial Road and Southsea.

Survey data suggests that levels of ASB have remained fairly stable overall.

The most common issues are people hanging around, people using/supplying drugs, noise in the street and vandalism/graffiti.

Somerstown and Buckland are the areas where the most people felt unsafe or avoided and this has been the case for the last twenty years. While this is largely due to the areas having a 'bad reputation', there are currently also concerns about groups or gangs, 'dodgy people' and drug use or dealing.

4.3. Other data sources

Portsmouth residents have the option of reporting some types of ASB to the council; either the Safe, Clean and Tidy Team (including the Community wardens), the Housing ASB Unit or the Noise Pollution Control Team, all of which can add to a more detailed picture.

4.3.1. Safe, Clean & Tidy Team

The council's Safe, Clean and Tidy (SC&T) Team was previously two different services, Clean City Services and the Community Wardens. This data set includes ASB reported by members of the public in person, via the council's website or emails, but also proactive activities (such as ASB Patrols, block patrols and litter patrols & unauthorised waste investigations).[130]

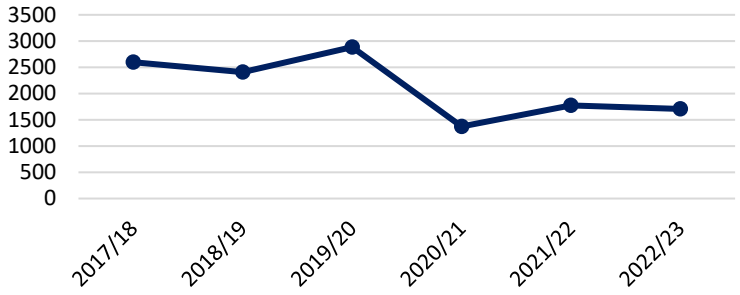
[129] Special Policy Areas are specific areas designated under licensing policy to provide grounds for rebuttal for applications for new licenses or variation to existing licences unless the applicant can demonstrate that there will be no negative impacts on one or more of the licencing objectives.

[130] While data is logged by street and housing office, there is no postcode data or other data that could be used to sort into wards/neighbourhood. Also it was noticed that lots of roads where allocated to Somerstown which were in Southsea, so a geographical breakdown has not been included.

In 2022/23 there were 1,707 reports of ASB from members of the public, which is a **4% (n65) reduction** compared with 2021/22 and a **41% (n1,178) reduction from the peak in 2019/20**.

Most ASB incidents were categorised, but the largest category was still the catch all - ASB/Other, which accounted for 28% of reports and which reduced by 25% (n147) driving the overall reduction for ASB reported to the SC&T Team.

Figure 4.5: ASB incidents reported by members of the public: 2017/18 to 2022/23



Aside from ASB/Other, the most commonly reported ASB incidents were dog fouling (27%, n456 of all incidents), graffiti (15%, n264) and rough sleepers (8%, n137). The largest increases from 2021/22 were for dog fouling and graffiti (by 36%, n121 and 103%, n134 respectively).

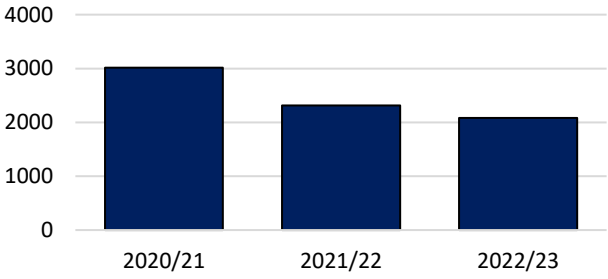
There was a reduction in reports of early refuse (55%, n55) and littering (46%, n31) which could suggest education efforts from waste management officers and community wardens are having a positive effect.

4.3.2. Housing Anti-social Behaviour Unit (ASBU)

PCC Housing has its own ASB team dedicated to resolving ASB issues that affect PCC tenants. It should be noted that some of these cases will likely have multiple reports if issues are ongoing for a period of time or affecting multiple neighbours.

In 2022/23 there were 2,081 reports to the ASBU which is a 10% (n232) reduction from 2021/22 and 31% (n932) reduction from 2020/21. It should be noted that 2020/21 was during the Covid-19 pandemic and contained periods of lockdowns which may have exacerbated already existing issues (with *most* reports coming from areas / blocks with high density population) possibly resulting in higher than usual levels of ASB. Covid and covid breaches were specifically mentioned in 6% (n181) of reports for that year.

Figure 4.6: Number of reports to Housing ASBU



As the reports are from PCC tenants, there are higher levels of reports in areas of high density of PCC housing. **45% (n931) of reports were from the Charles Dickens ward, which includes** Landport housing area and parts of Buckland and Somerstown housing areas as well as the main shopping area and one of the main night time economy areas. **21% (n436) of reports were from the St Thomas ward**, which contains most of Somerstown, and 10% (n212) were from Paulsgrove.

The most common reported type of ASB was 'youth nuisance and general nuisance' (one combined category), which accounted for 18% (n373) of the reports. This does seem to be a bit of a catch all, and it is recommended that it is explored whether this can be separated into more meaningful categories.📖

The other common reported categories were:

- General noise (16%, n325)
- Verbal abuse (13%, n279)
- Bullying/intimidation (12%, n247)
- Loud music (8%, n169)

There have been a few changes in categories since 2021/22, which allows for a bit more nuanced analysis, but does mean that it is not possible to directly compare some categories over the three years. However, there does appear to have been a **22% (n138) reduction in noise (general and loud music), and a 18% (83) reduction in youth & general nuisance.**

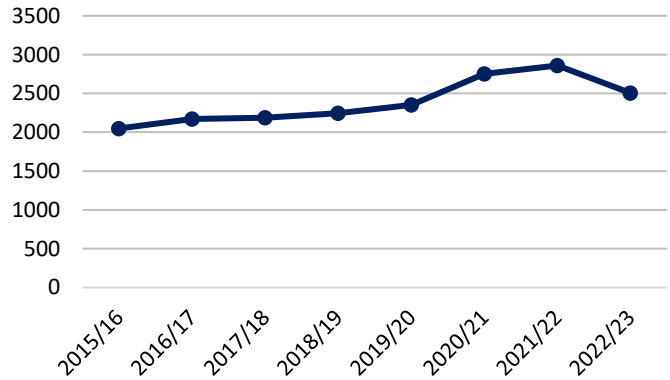
4.3.3. Noise Pollution Control Team

Noise complaints reported to the Noise Pollution Control Team (NPCT) tend to be complaints that are sustained and at a level and time that causes on-going nuisance or distress to city residents. It is likely therefore that many incidents of general noise or street noise are not reported or recorded. The NPCT maintains the most comprehensive data set on domestic noise nuisance. This is largely noise nuisance within the curtilage of a building (within the building and surrounds) at particular times of day, although does include some noise in the street.[131]

In 2022/23, the NPCT dealt with 2,506 noise nuisance cases, **which is a 12% (n354) decrease compared to the previous year** (Figure 4.7) but there has been an **overall upward trend since 2015/16.**

Reports peaked during years 2020/21 and 2021/22 which coincided with periods of lockdowns and the introduction of measures to reduce social contact restrictions. This could have contributed to this peak in these years as more people may have been staying home / indoors and being affected by issues that may not have impacted them previously.

Figure 4.7 Noise pollution by year (2015/16 - 2022/23)



Charles Dickens ward had the highest number of noise nuisance complaints (14%, n341), followed by St Thomas (13%, n316) and St Judes (10%, n254).

The **most commonly reported incidents were: *'music'* (37%, n922),** *'people'* (29%, n728) and *'barking dog'* (16%, n409). In addition to being the most reported category, incidents categorised as *'music'* also saw a 3% (n27) increase. 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.

[131] In accordance with new powers included within the 2014 ASB, Crime and Policing Act

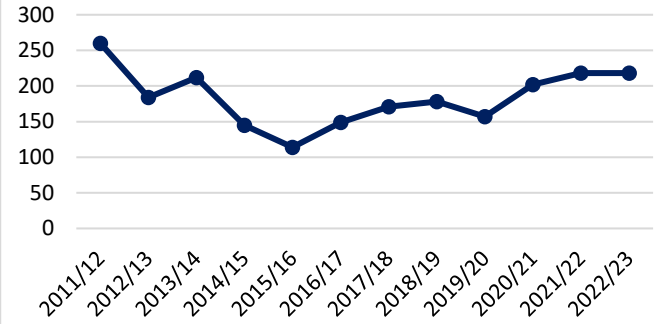
4.3.4. Hampshire & Isle of Wight Fire and Rescue Service (HIWFRS)

The arson data consists of deliberate primary and secondary fires[132] recorded by Hampshire & Isle of Wight Fire and Rescue Service (HIWFRS). In 2022/23 there were a total of 218 deliberate fires (66 Primary and 152 Secondary). This is part of an ongoing upward trend since 2015/16.

While the total number of deliberate fires has remained stable since 2021/22 (also 218), there was an increase in primary fires of 16% (n9) and a decrease in secondary fires of 6% (n9).

The levels of deliberate fires were higher between April and August (61%, n132 of all arson reports), which coincides with milder and dryer weather conditions.

Figure 4.8: Deliberate fires (HWIFRS) from 2011/12 to 2022/23



4.4. Overall Local Picture of ASB

The Community Safety Survey is a good source of information about the ASB and crime issues that Portsmouth residents face. It has found that **most residents (approx. 7 out of 10) experience or witness ASB, and this trend has been broadly stable over the last eight years.** This supports anecdotal evidence that ASB residents continue to experience high levels of ASB, despite the ASB reported to the police reducing.

The types of ASB causing an issue have changed since the earlier surveys. From 2001 to 2008, the two most commonly reported types of ASB were 'speeding cars' and 'litter', neither of which are now the most common concerns. By 2009, the most common ASB types had shifted to 'teenagers hanging around', 'people being drunk' and 'vandalism'. More recent surveys from 2020 found the most common problems to be people hanging around, people using/supplying drugs and noise in the street.

There has been a substantial and sustained reduction in ASB reported to the police. While approximately one quarter of the reduction can be accounted for by the increases in public order offences, there has still been a **reduction of between around six or seven thousand reports of ASB since 2011/12, but as we have seen this reduction is not reflected in the findings from the CS Survey.** In the last few years, callers to the 101 service or users on Single Online Home have been encouraged to report certain types of ASB to other local authority services. However, the data that we have shows that:

- Reports to the Safe, Clean& Tidy team have reduced slightly over the last five years.
- Reports to the Housing Anti-social Behaviour Unit have reduced over the last three years.
- Reports to the Noise Pollution Team have increased by approximately 500 over the last seven years.

[132] 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.

- Reports to Hampshire Fire & Rescue Service have increased by about 100 over the last seven years.

This means that a substantial number of people who would have reported ASB previously to the police (an estimated 5,000) do not appear to have reported the incidents to any other agency. Not tackling ASB could affect confidence in the police and agencies dealing with these issues and so it is important that we ensure that all services are giving consistent advice about how to report different types of ASB. A recommendation was given in the previous strategic assessment, which is still relevant: **further work is 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.**📖

5. Conclusion & Recommended Priorities

Police trend data for Portsmouth is showing signs of stabilising and when other data sources are considered, it is likely that **overall levels of crime have remained fairly stable over the last decade**.

Previous increases in police recorded violence from 2014 are thought to be largely due to improved recording practices, an increased willingness by victims to report violence, and also the addition of some new offences. Other data sources (such as local survey data and emergency department attendances and hospital admission data) show a stable or reducing trend in violence overall, which means that **we can be quite confident that the previous increases in police recorded violence did not reflect a genuine increase in violence in Portsmouth.**

There have been slight reductions or relative stability for the individual offence types that make up the overall category of police recorded violence compared to 2021/22, with the exception of **a slight increase in possession of a weapon offences**. This could reflect a genuine increase in weapons being carried in the community but could also indicate a greater focus on searching suspects for weapons by the police.

Levels of police recorded domestic abuse offences also seem to be stabilising, but domestic abuse continues to be the largest known driver of violence, accounting for 40% of assaults recorded by police. The Domestic Abuse Monitoring Report has identified that there is **still work to be done to challenge, support and hold domestic abuse perpetrators to account.** The number of perpetrators charged with offences and successful court outcomes are still low. And while there have been positive outcomes for some of the standard risk offenders, who accept responsibility for their actions and meet the criteria for the CARA workshops, the data still shows that only a small proportion of people who are using abusive or unhealthy behaviours are accessing and completing interventions.

Following the National VAWG Strategy published in 2021, a local VAWG strategy is being produced that will draw from current data and analysis. Key gaps in knowledge have been identified and include up-skirting, honour-based abuse, online offences, and exploitation of prostitution.

The Serious Violence SNA has found that **levels of serious violence have remained similar to last year**, **but higher than pre-Covid years due to increases in possession of a weapon offences and robbery over the last decade**. Portsmouth also has higher rates of violence with injury, robbery, and possession of a

weapon than the England and HIPS average, but similar rates to Southampton. The most common offences making up the category of serious violence are possession of a weapon (40%), violence with injury (30%) and robbery of personal property (26%).

Most serious violence occurs in the LSOAs in the City Centre, but there are higher levels from Portsea to Fratton across Landport, Buckland and the north of Somerstown neighbourhoods. These are also neighbourhoods ranking as having higher levels of deprivation.

While there are no clear seasonal trends there are **higher levels from Friday to Sunday and in the evenings. This suggests that the night time economy could be a significant driver**, particularly because over 60% occurred in public spaces and where there was a victim relationship recorded, the largest category was stranger. **Young males aged between 18 and 34 years were most affected by serious violence**, both as victims and suspects. There has also been an increase from 2021/22 in **young victims and suspects aged between 10 and 17 years**. Portsmouth also compares poorly with the Hampshire and England averages for many of the measures associated with an increased likelihood of violence across family, accommodation, employment, income, education, young people at risk, mental health, and substance use domains.

The number of young people at risk of CCE has increased since 2021/22, and this is likely to be partially due to better awareness and referral pathways, but also to a **small genuine increase linked to exploitation of young people by local drug networks**. And while there has been a reduction in drug offences since last year, levels are still higher than they were prior to the Covid-19 pandemic.

While it was suggested that the cost of living crisis might increase theft offences, local police data shows a mixed picture with vehicle crime increasing and shoplifting and burglary reducing. **Shoplifting data from other sources tends to suggest there is likely to have been an increase in shoplifting but that shops are less likely to report it to the police**.

There has been a substantial and sustained reduction in ASB reported to the police. While approximately one quarter of the reduction can be accounted for by the increases in public order offences, there has still been a reduction of between around six or seven thousand reports of ASB since 2011/12. Data from the CSS 2022 have shown that levels of ASB have remained fairly stable, and while some other sources have seen an increase in reports, there are still a **large shortfall in the number of ASB incidents reported to local agencies.** Not tackling ASB could affect confidence in the police and agencies dealing with these issues.

5.1. 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 crime trends and issues, a detailed scoring matrix[133] was also used to demonstrate transparency in identifying crime priorities for the partnership (see Appendix C).

This matrix identified the following highest scoring crime types: sexual offences, stalking & harassment, domestic violence, and drug offences. This is similar to the Matrix completed for 2021/2, but with the

[133] The matrix takes account of volume, trends, benchmarking, 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.

addition of drug offences. Taking into account the previous full Strategic Assessment for 2020/21 and the updated analysis included in this assessment, it is recommended that the previous priorities remain.

- Tackling violent crime, continuing to focus on violence against women and girls, sexual violence, domestic abuse and knife-enabled 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 anti-social behaviour and offending.
- Improve accessibility and capacity of mental health provision for children, young people, and adults.
- Increase the awareness of cyber-related harm and the impact on service users.

Appendix A: ONS Crime Trends

Crime Type	Data over time												From 2021/22	
	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22 UPDATED from new CSEW	2022/23	Portsmouth (n) change	Portsmouth % change
All Crime (excl. fraud)	23,026	19,464	18,085	19,338	22,454	26,060	28,101	25,895	25,654	22,822	27,980	27,239	-741	-3%
Stalking & Harassment	216	180	199	334	998	1,232	1,181	1,620	2,159	2,642	3,697	3,498	-199	-5%
Violence without injury	2,064	1,859	1,727	2,270	3,191	3,913	4,261	4,148	4,163	3,767	4,733	4,511	-222	-5%
VATP with injury	2,558	2,133	1,832	2,291	3,206	3,575	3,843	3,833	3,703	2,857	3,645	3,418	-227	-6%
Homicide	0	1	3	4	3	2	1	0	2	1	0	5	5	X
Death by dangerous driving							1	2	1	0	2	0	-2	X
Possession of a weapon		89	104	110	171	217	274	295	295	304	365	398	33	9%
Public order	932	810	781	1,430	1,995	2,520	2,584	2,417	2,719	2,706	3,547	3,336	-211	-6%
Sexual offences (All)	301	226	279	484	579	768	811	803	786	819	962	989	27	3%
Domestic Burglary	918	761	674	498	569	615								
Residential burglary							999	968	856	685	759	662	-97	-13%
Robbery	193	130	122	105	133	182	222	231	274	291	309	312	3	1%
Non Domestic Burglary	894	721	855	862	767	759								
Non residential burglary							586	405	352	273	218	235	17	8%
Burglary	1,812	1,482	1,529	1,360	1,336	1,374	1,585	1,373	1,208	958	977	897	-80	-8%
Vehicle	1,683	1,131	1,046	1,069	1,533	1,986	2,614	1,984	1,711	878	1,391	1,670	279	20%
Theft from the person	351	340	320	257	234	213	226	227	188	131	165	205	40	24%
Shop theft	3,203	2,664	2,297	2,137	2,253	2,587	2,886	2,300	2,142	2,527	2,354	1,865	-489	-21%
Cycle theft	1,371	1,002	1,139	997	894	1,153	1,190	841	787	522	683	666	-17	-2%
All other theft offences	2,539	2,250	1,977	1,826	1,876	2,066	2,015	1,811	1,490	974	1,440	1,665	225	16%

OFFICIAL - FOR INTERNAL DISTRIBUTION ONLY. Produced by the Public Health Intelligence Team
Please contact csresearchers@portsmouthcc.gov.uk for further information

Crime Type	Data over time												From 2021/22	
	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22 UPDATED from new CSEW	2022/23	Portsmouth (n) change	Portsmouth % change
Misc. crimes against society	253	213	258	292	331	379	422	347	378	333	341	374	33	10%
Criminal Damage & Arson	3,132	2,667	2,326	2,552	2,711	3,166	3,198	2,815	2,674	2,035	2,268	2,471	203	9%
Drug offences	822	985	816	794	672	585	787	813	973	1074	1,101	959	-142	-13%

Appendix B: 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	2021/22	2022/23	change from 2021/22 to 2022/23
Total domestic / family violence	34.5%	37.1%	36.4%	38.1%	38.0%	38.8%	39.9%	40.4%	45.7%	44.0%	39.9%	-4.9 pp
	(n1,285)	(n1,207)	(n1,556)	(n2,316)	(n2,589)	(n2,987)	(n3,042)	(n2,979)	(n2856)	(n3,440)	(n2,901)	-15.7% (n539)
Total NTE related & licensed premises	17.8%	15.4%	15.2%	14.1%	14.5%	12.9%	12.4%	12.9%	7.2%	12.6%	15.3%	2.7 pp
	(n662)	(n500)	(n649)	(n858)	(n986)	(n991)	(n946)	(n952)	(n449)	(n986)	(n1,109)	12.5% (n123)
Total hate crime	2.3%	1.9%	2.0%	1.7%	2.1%	2.0%	1.9%	2.2%	2.2%	2.5%	2.6%	0.1 pp
	(n84)	(n61)	(n84)	(n103)	(n145)	(n156)	(n145)	(n165)	(n135)	(n193)	(n188)	-2.6% (n5)
On police, PCSOs or other designated officers					2.0%	3.7%	2.7%	3.6%	4.8%	3.6%	5.1%	1.5 pp
					(n133)	(n282)	(n204)	(n269)	(n301)	(n284)	(n372)	31% (n88)
Other violence	44.9%	45.7%	38.9%	45.2%	39.9%	39.5%	40.8%	40.8%	40.1%	37.3%	40.4%	3.1 pp
	(n1,674)	(n1,487)	(n,1663)	(n2,749)	(n2,720)	(n3,044)	(n3110)	(n3,008)	(n2510)	(n2,919)	(n2939)	0.7% (n20)
Total assaults	**3,725**	**3,251**	**4,275**	**6,085**	**6,812**	**7,703**	**7,622**	**7,373**	**6,252**	**7,822**	**7,270**	**- 7.1% (n552)**

pp - percentage point change in proportions

OFFICIAL - FOR INTERNAL DISTRIBUTION ONLY. Produced by the Public Health Intelligence Team
Please contact csresearchers@portsmouthcc.gov.uk for further information

Appendix C: Priority Matrix

Safer Portsmouth Partnership Strategic Priority Matrix												
		PROBABILITY			HARM		PROPORTIONALITY		SUB MISUSE	PREDICTIVE	SCORE	
Crime, Disorder or Incident Type		Volume	Trends (compared with 2021/22)	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	1	0	1	0	12	1.3
	VAPT without injury	2	1	3	2	1	1	1	1	0	12	1.3
	Sexual offences	0	3	2	2	2	2	2	1	1	15	1.7
	Knife-enabled crime	1	1		2	2	1	1	1		9	1.3
	Robbery (personal)	0	1	2	2	2	1	0	1	1	10	1.1
	Robbery (business)	0	2	2	0	1	1	0	1	1	8	0.9
	Possession of a weapon	0	3	2	2	1	0	1	1	1	11	1.2
	Stalking & Harassment	2	1	3	2	1	2	2	0	1	14	1.6
	Domestic Violence	2	1			2	2	2	1	1	11	1.6
	Racially & religiously aggravated violence	0	1	2	1	2	1	2	1	1	11	1.2
	Homophobic / disability hate crime	0	2		1	2	1	2	1	1	10	1.3
Acquisitive Crimes	Residential burglary	0	0	2	2	1	0	0	1	0	6	0.7
	Community & Business Burglary	0	0	0	0	0	1	0	1	0	2	0.2
	Theft of a motor vehicle	0	3	2	1	0	0	0	1	0	7	0.8
	Theft from a motor vehicle	1	2	1	1	0	0	0	1	0	6	0.7
	Shop theft	1	1	3	0	0	0	1	1	0	7	0.8
	Theft from the person	0	2	0	0	0	0	0	1	0	3	0.3
	Cycle theft	0	1	2	1	0	0	0	1	0	5	0.6
Drug	Drug Offences	1	1	3	2	2	1	1	2	1	14	1.6
ASB	Criminal Damage	1	3	3	2	0	0	0	0	0	9	1.0
	Anti-Social Behaviour - Police	2	0			0	0	2	1	1	6	0.9
	Public order	2	1	3	2	0	0	0	1	0	9	1.0

OFFICIAL - FOR INTERNAL DISTRIBUTION ONLY. Produced by the Public Health Intelligence Team
Please contact csresearchers@portsmouthcc.gov.uk for further information

Matrix scoring process:

Volumes
The proportion of all crime
0 - Less than 4% of all crime
1 - Between 4% and 9% of all crime
2- 10% to 20% of all crime
3 - Over 20% of all crime

ASB Experience 2006 figures
0 - Less that 4%
1 - 5 - 9%
2 - 10 - 20%
3 Over 20%

Trends
Are there emerging trends of concern? Concern over the trend
0 - Significant and sustained reduction in crime
1 - Stable of reduction achieved but either small (less than 5% or only achieved in the last year)
2 - Increasing over the last period
3 - Increased each year since baseline or significant increase (greater than 5%)

Benchmarking Concerns
Performance against the partnership most similar group
0 - Below average rate and no prediction to change
1 - Below average but predicted to increase
2 - Above average rate
3 Significantly above the average or one of the worst three areas in the group

Public Concern
Are the public concerned by the incidence of this crime/incident?
0 = Either not in the top ten concerns
1 = In the 6 to 10 top concerns
2 = In the top 5 public concerns

Personal Harm
What is the typical level of harm inflicted by this type of crime or incident?
0 - No Harm
1 - Less serious physical and emotional harm
2 - Serious physical harm
3 - Death

Disproportionate impact against sections of the community
Disproportionate impact on section of the community: (evidenced or intelligence)?
0 - No impact
1 - Impact on at least one vulnerable group or section of the community
2 - Impact on more than one vulnerable group or section of the community

Linked to drug or alcohol misuse
0 - No, 1 - Yes, 2 - Strong links or links to both

Future issues and PESTELOM
Is there anything else within the PESTELOM framework which gives a cause for concern?
0 - No
1 - Yes

Appendix D: Knife-enabled Crime details

In 2021, the ONS made improvements to the way they captured knife enabled crime. Previously this category relied on counting offences where a flag for knives (including blades/sharp instruments) had been manually applied to the record, which means that there were concerns about the consistency of application of flags both within and between police forces. The National Data Quality Improvement Service (NDQIS) has been developed to improve classifications by scanning the details of a crime, including free text fields looking for key terms to improve data quality. This is a **similar methodology to how knife crime was calculated locally in 2021/22**, where key search terms have been used to search a free text summary field. The use of search terms both by NDQIS and the local analysts has limitations; while this method will pick up additional offences that were not flagged that should have been, it may also pick up offences where knives or sharp objects were referred to but were not part of the current offences (e.g. offender has been previously known to carry knives, offender using sharp object to self-harm, threats to stab without a weapon present). The NDQIS data also differs from local methodology which has previous been applied to both all offences and to serious violence because it only considers assault with injury, assault with intent to cause serious harm, attempted murder, homicide, rape, robbery, sexual assault and threats to kill.[134]

This means that there are lots of crime types that are not included. The following is a breakdown of how the NDQIS would be applied to Portsmouth 2022/23 data, where 742 crimes involving blade

Would be included in NDQIS (n223):

- Robbery - 59
- Violence with injury & homicide - 102
- Rape & sexual offences - 11
- Threats to kill - 51

Not included in NDQIS (n511):

- Possession of a weapon - 236 - these are understandably excluded.
- Violence without injury - 124
- Public order offences - 63
- Criminal damage - 32
- Theft - 23
- Drugs - 23
- Burglary - 10
- Miscellaneous - 8

[134] Police recorded offences involving knives or sharp instruments: methodology changes - Office for National Statistics (ons.gov.uk)

Appendix E: Night Time Economy Violence Proxy Parameters

The following offences:

Reported HO Class Code	Reported Short HO Class Description
104/25	ASSAULT A DESIGNATED PERSON OR HIS ASSISTANT IN THE EXERCISE
8/6	ASSAULT OCCASIONING ACTUAL BODILY HARM
104/23	ASSAULT ON CONSTABLE (POLICE ACT 1996)
34/22	ASSAULT WITH INTENT TO ROB ~ PERSONAL
105/8	ASSAULTING A DESIGNATED OR ACCREDITED PERSON IN THE EXECUTIO
8/31	BREACH OF RESTRAINING ORDER
125/9	CAUSE INTENTIONAL HARASSMENT, ALARM, DISTRESS
5/11	CAUSING DANGER TO ROAD USERS
105/1	COMMON ASSAULT AND BATTERY
88/9	EXPOSURE-INTENTIONAL-MALE OR FEMALE GENITALS
125/11	FEAR OR PROVOCATION OF VIOLENCE
195/94	HARASSMENT (PROTECTION FROM HARASSMENT ETC)
125/12	HARASSMENT, ALARM OR DISTRESS
8/26	HAVING AN ARTICLE WITH A BLADE OR POINT IN A PUBLIC PLACE
24/19	KEEPING A BROTHEL USED FOR PROSTITUTION
8/11	POSSESS OFFENSIVE WEAPON WITHOUT LAWFUL AUTHORITY OR REASONA
125/58	PRE 1/4/10. RACIALLY AGGRAVATED HARASSMENT, ALARM OR DISTRES
19/8	RAPE OF FEMALE OVER 16 YEARS
34/21	ROBBERY PERSONAL
22/12	SEX ACTIVITY WITH A FEMALE CHILD UNDER 16 - PENETRATION - OF
20/6	SEXUAL ASSAULT OF A FEMALE CHILD UNDER 13
20/5	SEXUAL ASSAULT ON A FEMALE 13+
20/3	SEXUAL ASSAULT ON A FEMALE 13+ BY PENETRATION
17/15	SEXUAL ASSAULT ON A MALE AGED 13+
17/13	SEXUAL ASSAULT ON A MALE AGED 13+ BY PENETRATION
17/16	SEXUAL ASSAULT ON A MALE CHILD UNDER 13
3/1	THREATS TO KILL

Reported HO Class Code	Reported Short HO Class Description
8/60	WEF 1/4/10. RACIALLY AND/OR RELIGIOUSLY AGGRAVATED ABH (8J).
8/57	WEF 1/4/10. RACIALLY AND/OR RELIGIOUSLY AGGRAVATED COMMON AS
66/91	WEF 1/4/10. RACIALLY AND/OR RELIGIOUSLY AGGRAVATED FEAR/PROV
8/56	WEF 1/4/10. RACIALLY AND/OR RELIGIOUSLY AGGRAVATED HARASSMEN
125/82	WEF 1/4/10. RACIALLY AND/OR RELIGIOUSLY AGGRAVATED HARASSMEN
8/55	WEF 1/4/10. RACIALLY AND/OR RELIGIOUSLY AGGRAVATED INTENTION
8/1	WOUND OR INFLICT GBH WITH OR WITHOUT WEAPON
5/1	WOUNDING WITH INTENT TO DO GBH

Measured between: 20.00 – 05.00

In the following areas:

Guildhall Square: Alec Rose Lane, Charles Dickens Street, Dorothy Diamond Street, Dugald Drummond Street, Exchange Road, Guildhall Square, Guildhall Walk, Isambard Brunel Road, King Henry 1st Street, Mary Rose Street, White Swan Road, Winston Churchill Avenue,

Commercial Road: Commercial Place, Commercial Road, Edinburgh Road, Spring Street, Stanhope Road, Station Street, Surrey Street, Willis Road.

Central Southsea: Albert Road, Albert Grove, Duncan Road, Elm Grove, Highland Road, Fawcett Road, Hampshire Terrace, Royal Albert Walk, St Pauls Road, Victoria Grove,

Portsmouth South: Clarendon Mews, Clarendon Place, Clarendon Road, Granada Road, Palmerston Road, South Parade (incl. Pier), Osborne Road

Gunwharf: Gunwharf Keys, Gunwharf Road, The Canalside, The Plaza (East Side Plaza), The Hard, The Waterfront, Central Square, Gunwharf Quays Plaza, Vulcan Square, Ordnance Row, St George's Road.

Northend: Fratton Road, Kingston Crescent, Kingston Road, London Avenue, London Road

Appendix F: Definition of Serious Violence

Home Office crime code	Home Office crime description
1/1	Murder of persons aged 1 year or over; genocide or crime against humanity
1/2	Murder of persons under 1 year of age
4/1	Manslaughter
4/2	Infanticide
2	Attempted murder; attempted genocide or crime against humanity
37/1	Causing death by aggravated vehicle taking
4/12	Causing serious injury by dangerous driving.
4/13	Cause death by driving without due care/consideration over prescribed limit specified controlled drug
4/3	Child destruction
4/4	Causing death by dangerous driving
4/6	Causing death by careless driving when under the influence of drink or drugs
4/8	Causing death by careless or inconsiderate driving (w.e.f 18.08.08)
5/1, 5/1D	Wounding with intent to do GBH
5/1S	Wounding with intent to do GBH - PC / PCSO
5/1T	Assault on emergency worker (not police): wound/cause GBH W/I to GBH or resist arrest
5/27	Torture
5/6	Causing bodily injury by explosion
8/1, 8/1N	Malicious wounding: wounding or inflicting GBH
8/1S	Malicious wounding: wounding or inflicting GBH - PC / PCSO
8/1T	Assault on emergency worker (not police): malicious wounding or inflict GBH with or without weapon.
8/33	Racially aggravated malicious wounding or GBH
8/46	Racial/religious aggravated malicious wounding or GBH (only use if both or can't determine whether racial or religious)
8/59	Racially and/or religiously aggravated wounding/GBH

Appendix G: Notes About Data Cleaning & Processing

Data fields to be included in the following were agreed in partnership to ensure the effective completion of a series of community safety partnership (CSP) level SNAs and a HIPS wide SNA built from the same data and analysis. This ensures a more sustainable approach to partnership working moving forwards.

Data was extracted according to valid review date (VRD), which means all crimes categorised as such during the 2022/23 financial year are included. However, the temporal analysis and five year trend data is based on the start date of these occurrences, excluding historic offences from these sections only. All data was extracted from Business Objects. Several steps were taken by the VRU Analyst to ensure the data quality was maximised for partnership SNA purposes:

- Duplicate occurrence numbers were excluded from the data set.
- Victim and suspect data was extracted using the cleansed occurrence numbers.
- All start times of 00:00 changed to 'NOT STATED'.
- Time band columns were added to group start times into 6 hour and 1 hour time bands for temporal analysis purposes.
- The day of the week is identified using the start date data field for temporal analysis and a new column was added to reflect this. This process was then repeated for the month.
- Easting and Northing values were isolated in order to map the occurrences on CMS. Where there are missing data points, '0' was added.
- Trend data ranging from April 2018-March 2023 was extracted to track long term trends.
- Key word searches of occurrence summaries were conducted to identify missing domestic violence flags, and these are added in.
- In all associated factor data fields, where there was missing data, 'NOT STATED' was added.
- Where missing, the district location of an offence is identified using other data fields and added. Where this was not possible, 'NOT STATED' was added.
- All missing dates of birth for victims and suspects changed to 'NOT STATED'.
    - DOB used to calculate the age of the victims and suspects. These are used to group into age bands in order to sort individuals into over and under 25 years old.
    - These were then used to isolate occurrences involving suspects under 25 years old.
- Victim and suspect self-defined and officer-defined ethnicity are extracted using unique identification numbers.
- Isolated individuals identified as repeat victims or suspects based on unique identification numbers.
- Victim and suspect data were sorted by district according to the data field connecting to the unique occurrence number.
- Pivot tables were created for all appropriate data fields and visualisations of the data were created.