

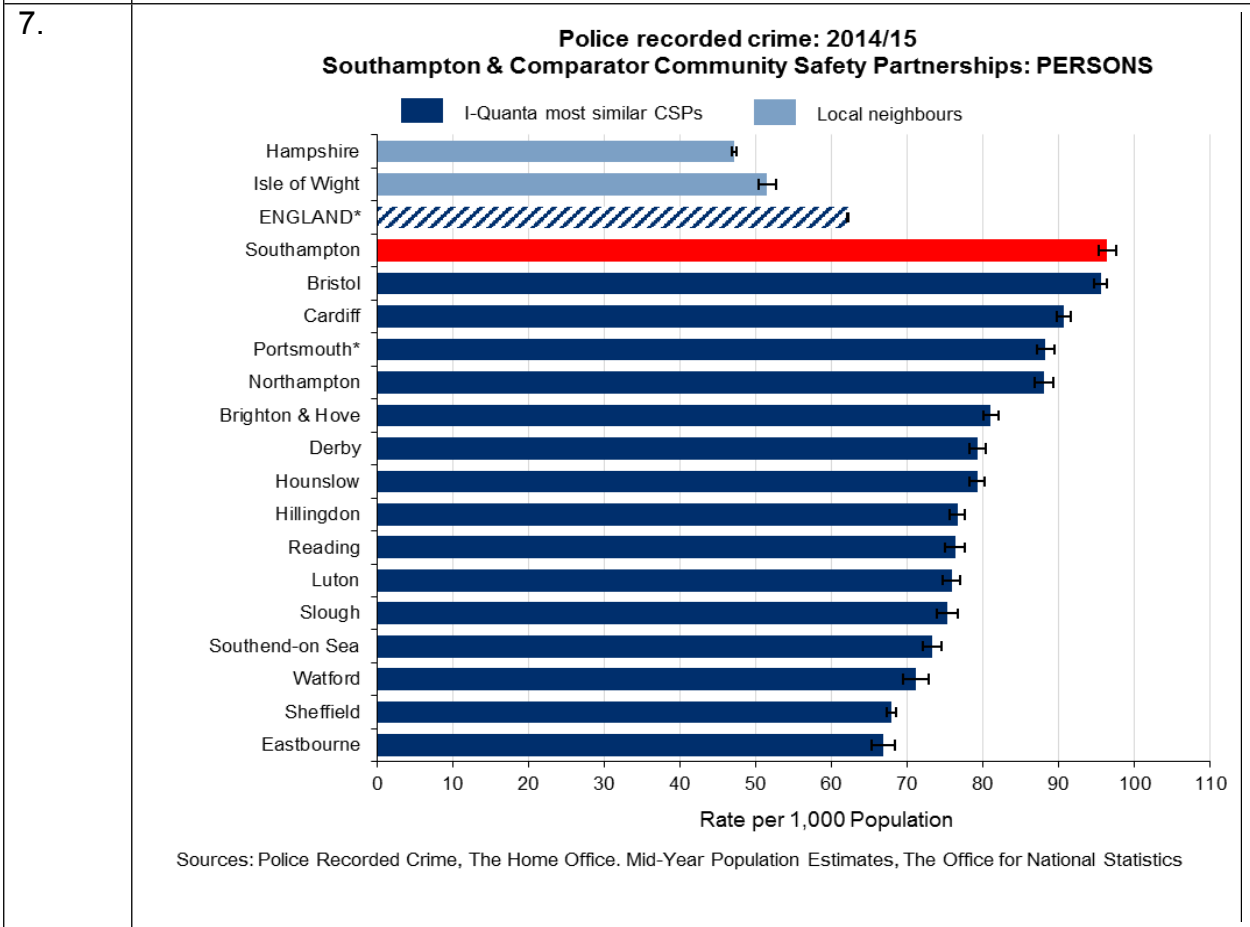
DECISION-MAKER:	OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE		
SUBJECT:	SAFE CITY PARTNERSHIP ANNUAL REVIEW		
DATE OF DECISION:	10 DECEMBER 2015		
REPORT OF:	CABINET MEMBER FOR HOUSING AND SUSTAINABILITY		
<u>CONTACT DETAILS</u>			
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STATEMENT OF CONFIDENTIALITY			
None			
BRIEF SUMMARY			
This report provides the Overview and Scrutiny Management Committee (OSMC) with an update on community safety in Southampton and the Safe City Partnership. It includes information on the recently completed Community Safety Strategic Needs Assessment, as well as an update on work to revise and update the Safe City Strategy, information on begging and Public Spaces Protection Orders.			
RECOMMENDATIONS:			
	(i)	to consider and note this report.	
REASONS FOR REPORT RECOMMENDATIONS			
1.	The Chair requested that the OSMC receives an annual update on community safety in Southampton and the Safe City Partnership.		
ALTERNATIVE OPTIONS CONSIDERED AND REJECTED			
2.	None.		
DETAIL (Including consultation carried out)			
	Background		
3.	In 2014, the Southampton Safe City Partnership agreed a three year strategy to be delivered by April 2017, with annual reviews following the statutory community safety strategic assessments. Progress against this strategy is regularly assessed by the Safe City Partnership. This year's Strategic Assessment has recently been completed, and will inform the annual update of the Safe City Strategy, and the associated Youth Justice Strategy, both of which will be presented to Cabinet and Council in March 2016. This report provides an overview of the latest available evidence and progress across a range of community safety related issues.		
	Key findings		
4.	<ul style="list-style-type: none"> • Recoded crime increased in Southampton by 8% in 2014/15. • Reoffending continues to be a concern, with 61% of crimes recorded in the city being committed by offenders who have committed two or 		

- more offences in a year.
- Youth reoffending rates fell by 14.5%, and first time youth offender entrants fell by around 40%.
- The numbers of sexual offences continues to be a concern, and reporting rates for these crimes have significantly increased.
- Domestic violence and abuse continues to be a significant issue, with a 22% rise in domestic violence crimes reported.
- Violent crime has increased by 25%.
- Alcohol and substance abuse continue to be key factors in violent and sexual crimes, and domestic violence and abuse, as well as contributing towards reoffending rates.

Increase in recorded crime

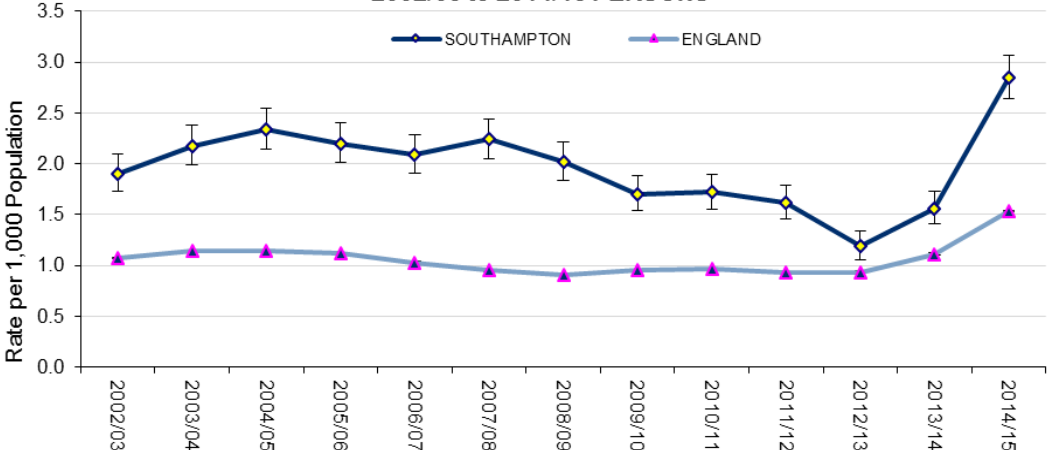
5. Despite a decline in annual recorded crime in Southampton in recent years, Hampshire Constabulary recorded an 8% increase in 2014/15. The recorded crime rate in Southampton was 94 crimes per 1,000 population, significantly higher than the national average (62 per 1,000 population), and the highest rate amongst Southampton’s comparator group of fifteen similar community safety partnerships.

6. This rise in recorded crime appears to be driven by increases in specific types of crime, with particularly large increases in the volume of violent, sexual and hate crime offences recorded over the course of the past year. This pattern is in keeping with trends observed nationally and force wide.



8. A likely factor behind the changing trend in Police recorded crime is the focus on the quality of recording by Hampshire Constabulary, in light of the inspection of forces by Her Majesty’s Inspectorate of Constabulary (HMIC).

	<p>This has also been informed by the Public Administration Select Committee (PASC) inquiry into crime statistics and the UK Statistics Authority's decision to remove the National Statistics designation. The HMIC inspection identified a number of failings by Police forces nationally in how crimes are recorded, and estimated that Hampshire Constabulary were under recording local crime by 26%; higher than the national figure. As a result the force took immediate action to improve crime data integrity and this has led to an increase in the incidence of recorded crime.</p>
9.	<p>The Constabulary report that the rise in recorded crime has not led to a rise in calls for service and the independent Crime Survey for England & Wales indicates that, in real terms, crime continues to fall.</p>
	<p>Re-offending</p>
10.	<p>Those offenders committing two or more offences in year were responsible for over 61% of crime in the city in 2014/15, illustrating the importance of reducing reoffending. The average number of offences per offender has continued to rise to over 17 offences per offender, suggesting it is the same offenders who are persistently reoffending over time.</p>
11.	<p>Employment, housing, alcohol and substance misuse and mental health problems have been identified as important criminogenic needs. Alcohol misuse was an issue for 57.8% of National Probation Service (NPS) supervised offenders and 45.7% of Community Rehabilitation Company (CRC) supervised offenders, whilst drug misuse was an issue for 41.5% and 37.9% of offenders. 54.7% of NPS and 44.2% of CRC supervised offenders had emotional wellbeing linked to their offending behaviour. This is significantly higher for NPS offenders reflecting the diverse mental health needs of this group.</p>
12.	<p>As part of the Transforming Rehabilitation agenda, on 1st June 2014 Southampton offenders were transferred from the Hampshire Probation Trust to one of two new organisations; the NPS or the local CRC, run in Southampton by Purple Futures. The Transforming rehabilitation agenda stipulated that all offenders who have served a custodial sentence of one day or more should have a minimum of 12 months supervision upon release from prison. This will mean that there are a far greater number of individuals under supervision, including those sentenced for more minor offences and a number who are first time entrants to the criminal justice system.</p>
13.	<p>The Safe City Partnership will continue to work with the National Probation service and Purple Futures (CRC) to ensure a stable transition of probation services following the Transforming Rehabilitation programme. The Safe City Strategy will be updated to ensure that there is a clear focus on reducing reoffending rates in the city.</p>
	<p>Youth offending</p>
14.	<p>Over the past year there have been a number of improvements to the way Southampton Youth Offending Service (YOS) operates. For example, the YOS Management Board has been reinvigorated through partnership development work and shared target setting. There has been significant engagement with the local Youth Bench and senior youth magistrates now sit on the YOS Magistrate Board. The Southampton Joint Decision Making Panel, which is a scheme in partnership with Hampshire Constabulary to engage young people in robust early help intervention, has been particularly successful and has been reviewed to ensure it continues to be efficient.</p>

15.	As a result custody rates have continued to fall, from 20 young people in 2013/14 to 16 in 2014/15. Reoffending rates have fallen by 14.5% and first time entrants reduced by around 40% in 2014/15. Youth reoffending rates are now amongst the lowest in our comparator group and lower than the English average. First time entrants and Custody rates still remain higher than the national average and most local comparators.																																										
16.	It is recognised that engagement in education, training and employment (ETE) must remain key priorities to break the cycle of youth offending in the city. ETE engagement has increased by 4.6% in the past year and will continue to be a focus in the Youth Justice Strategy.																																										
17.	Understanding local offending trends will be vital to ensuring the local response is robust and effective. As such the YOS are using the Youth Justice Board live tracking tool to monitor reoffending in real-time. Southampton's Reducing Reoffending Plan will be reviewed in light of this data.																																										
Sexual offences																																											
18.	<p>Southampton has the highest recorded rate of sexual offences compared to its statistical neighbours. The number of recorded rapes and other sexual offences in Southampton have increased significantly when compared to last year (98.6% and 63% respectively).</p> <p style="text-align: center;">Police Recorded Sexual Offences - Southampton and England trend: 2002/03 to 2014/15 PERSONS</p>  <table border="1" data-bbox="375 1086 1428 1534"> <caption>Police Recorded Sexual Offences - Southampton and England trend: 2002/03 to 2014/15 PERSONS</caption> <thead> <tr> <th>Year</th> <th>Southampton (Rate per 1,000 Population)</th> <th>England (Rate per 1,000 Population)</th> </tr> </thead> <tbody> <tr><td>2002/03</td><td>1.9</td><td>1.0</td></tr> <tr><td>2003/04</td><td>2.2</td><td>1.1</td></tr> <tr><td>2004/05</td><td>2.4</td><td>1.1</td></tr> <tr><td>2005/06</td><td>2.2</td><td>1.1</td></tr> <tr><td>2006/07</td><td>2.1</td><td>1.0</td></tr> <tr><td>2007/08</td><td>2.3</td><td>0.9</td></tr> <tr><td>2008/09</td><td>2.0</td><td>0.9</td></tr> <tr><td>2009/10</td><td>1.7</td><td>0.9</td></tr> <tr><td>2010/11</td><td>1.7</td><td>0.9</td></tr> <tr><td>2011/12</td><td>1.6</td><td>0.9</td></tr> <tr><td>2012/13</td><td>1.2</td><td>0.9</td></tr> <tr><td>2013/14</td><td>1.5</td><td>1.1</td></tr> <tr><td>2014/15</td><td>2.9</td><td>1.5</td></tr> </tbody> </table> <p>Sources: Police Recorded Crime, The Home Office. Mid Year Population Estimates, The Office for National Statistics</p>	Year	Southampton (Rate per 1,000 Population)	England (Rate per 1,000 Population)	2002/03	1.9	1.0	2003/04	2.2	1.1	2004/05	2.4	1.1	2005/06	2.2	1.1	2006/07	2.1	1.0	2007/08	2.3	0.9	2008/09	2.0	0.9	2009/10	1.7	0.9	2010/11	1.7	0.9	2011/12	1.6	0.9	2012/13	1.2	0.9	2013/14	1.5	1.1	2014/15	2.9	1.5
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19.	This rise should be seen in the context of a number of high profile reports and inquiries which have led to a review and improvement in recording processes. Media publicity on high profile cases may also have encouraged victims to report sexual offences to the Police, and around a third of the reports have been in relation to historic offences.																																										
20.	There is a renewed focus on the Serious Sexual Offences Reduction Group (SSORG) which meets quarterly to consider trends and offences and agree relevant actions. Emerging themes identified by SSORG include alcohol and the night time economy, online activity, deprivation, child sexual exploitation, non-current offences and domestic violence.																																										
Domestic Violence and Abuse																																											
21.	Domestic Violence and Abuse (DVA) continues to be a significant issue in																																										

	<p>Southampton, although obtaining a comprehensive picture of the extent of DVA remains a challenge. There was a 22% rise in domestic violence crimes reported in 2014/15, with an 8.5% increase in the number of high risk referrals to the Multi-Agency Risk Assessment Conference (MARAC). Southampton has the second highest MARAC referral rate amongst comparator areas and over twice the national average. Although repeat referrals to MARAC are comparatively low in Southampton, the city has the highest number of children per case compared to its statistical neighbours. Child Protection conferences include DVA as a factor in approximately 80% of cases, whilst 53% of Looked After Children in the city had DVA as one of the reasons they were looked after.</p>
22.	<p>The Integrated Commissioning Unit have recently recommissioned support services for Domestic and Sexual Abuse (DSA). The new contract with Southampton Rape Crisis (SRC) began on 1st November 2015 and takes a more collaborative and community based approach to reducing the incidences of domestic and sexual abuse and providing support to victims than has previously been available in the city. The contract focuses on:</p> <ul style="list-style-type: none"> • Helping more survivors to remain in their own homes and removing the perpetrator – this reduces the need to fund refuge places in the city. • Taking a preventative and early intervention approach: more money has been made available to support preventative work in the community by reducing the number of refuge places. • Offering whole family support, including family therapy and counselling. • Encouraging community led and based support: engaging volunteers, peers and others to speak out about DV and provide support to others in their community.
	Violent crime
23.	<p>Violent crime in Southampton increased in 2014/15 by over 25%, with rates significantly higher than all comparator areas except Portsmouth. The largest increases were recorded in the city centre where the night time economy continues to act as a driver for these offences. Alcohol and substance misuse remain linked to criminality and victimisation, not to mention their associated harms to health.</p>
24.	<p>Much of the increase in violent crime can be attributed to the new recording processes introduced by Hampshire Constabulary following the HMIC inquiry. Violent crime remains a priority for the Safe City Partnership and work is ongoing with Hampshire Constabulary and other partners (e.g. health providers) to ensure that data is available to support better monitoring of trends. The Constabulary are also looking at best practice in tackling violent crime in other cities including Glasgow, Plymouth and Swansea.</p>
	Alcohol, Drugs and New Psychoactive Substances
25.	<p>There continue to be clear links between alcohol and substance misuse and criminality in the city. Alcohol and substance abuse are listed as criminogenic factors in reoffending, as well as being a significant factor contributing to violent and sexual crimes and domestic violence and abuse. Approximately 25% of all domestic violence and abuse offenders in 2014/15 were affected by alcohol but data on DVA offenders supervised by Probation Services in the city suggests that a higher proportion have alcohol linked to their offending behaviour.</p>

26.	Southampton City Council introduced a Late Night Levy in Southampton from 1 April 2015, which is paid by licensed premises selling alcohol between 00:01 and 06:00 hours, as a contribution towards the cost of late-night policing, anti-social behaviour and street cleansing. The Late Night Levy Board has been established to advise on spending of funds raised, and the focus will be on addressing crime and disorder, public nuisances and street cleansing, and improving the safety of people using the city's night time economy.
27.	There continues to be an issue with drugs supply and associated violence in the city, and this remains a priority in the Safe City Strategy. Operation Fortress (2012-2014) had a significant positive impact on the reduction of drug related violence in the city, and although funding for a dedicated Fortress Unit has now ceased, the principles of the operation have been embedded into business as usual practice for Hampshire Constabulary to ensure that a focus remains on term solutions to restricting the supply of drugs, reducing demand for them and rebuilding communities.
28.	New Psychoactive Substances or 'legal highs' are a growing issue in the city and across the UK. Four 'head shops', supplying legal highs, have been identified in the city. Significant focus has been placed on these venues by Hampshire Constabulary over the last 12 months, and one 'head shop' has been temporarily shut following Police interventions.
29.	The Hampshire and IOW New Psychoactive Substances strategy is led by the Office of the Police and Crime Commissioner (OPCC) and has well embedded plans and literature available. The Psychoactive Substances Bill currently progressing through Parliament will make the sale of these substances illegal in 2016.
	Key Vulnerable Groups
30.	Child Sexual Exploitation (CSE) has been identified as the highest scoring threat for Hampshire Constabulary. Factors including the 'Rotherham Inquiry' and Operation Yewtree have led to increased reporting in both current and non-recent offences. In May 2015 Hampshire Constabulary launched a new team called Goldstone to improve engagement with vulnerable children and to identify those most at risk.
31.	Missing, Exploited and Trafficked (MET) children is an area of concern in the city. The number of Children Looked After missing for 24 hours reduced from 5 children in Quarter 3 of 2014/15, to 1 in Quarter 4 of 2014/15. This reduction is positive and is explained by the increased support to Looked After Children and young people that are at risk of repeatedly going missing. The Southampton Local Safeguarding Children Board (LSCB) are now assured that the Local Authority has the processes in place to monitor and respond to these issues.
32.	A total of 443 incidents of hate crime were recorded by Police in Southampton in 2014/15; an increase of just under 50% on the previous year. This reflects trends in recorded hate crime nationally. However, this is unlikely to be a true reflection of the number of hate crimes occurring in Southampton with estimates suggesting that under-reporting is a considerable problem.
33.	On 31st October 2015, a new duty came into force requiring social workers and teachers to report cases of Female Genital Mutilation (FGM). Under these new measures, health and social care professionals and teachers in

	England and Wales have to report 'visually confirmed' or 'verbally disclosed' cases of FGM in girls under 18 to the Police. Cases will need to be reported within a month unless there are 'exceptional' circumstances as to why not, such as safeguarding issues. Hampshire Constabulary are engaged with 'at risk' communities in the city via women's network.
34.	On 29th October 2015 the Modern Slavery Act came into force. The Act provides a modern definition of slavery and human trafficking, establishing them as serious criminal offences meriting punishment up to and including life imprisonment. Local authorities are required to notify the Secretary of State when they develop reasonable grounds to believe that a person may be a victim of slavery or human trafficking. The Council has identified Legal Services to take the lead on ensuring its obligations are fulfilled in terms of reporting back to the Secretary of State.
35.	The Counter-Terrorism and Security Act 2015 contains a duty on specified authorities, such as Local Authorities, to have due regard to the need to prevent people being drawn into terrorism. The duty commenced on 1 July 2015.
36.	The Safe City Partnership has established a Prevent Working Group to ensure that all sectors in the city comply with the duty. The first meeting was held in July. The Partnership has also agreed a Prevent Action Plan to be implemented. A community engagement event was also held on 8th September 2015 at St Mary's Stadium. Feedback from the event showed that communities in the city want to be involved in the Prevent agenda and in decisions that affect the implementation of any new measures that affect them. The Prevent working group will now own and monitor the Prevent Action Plan to ensure that all sectors comply with the duty.
	Community Safety Survey
37.	In August/September 2015 the Council undertook a Community Safety Survey, which achieved a total of 1135 responses. Nearly a quarter of people responding to the Southampton Community Safety survey felt crime had increased in Southampton in the last twelve months (compared to 30% nationally), with anti-social behaviour reported to be the biggest local issue people were concerned about.
38.	Overall, 85% of respondents reported feeling safe in their local area during the day, falling to 52% after dark. Only 33% reported feeling safe in the city centre after dark. These figures are significantly lower compared to both the 2010 and 2014 City Surveys, although it is not possible to state whether this represents a true increase in feelings of being unsafe or whether it is due to the self-selecting nature of the most recent survey sample.
39.	Respondents felt that an increased Police presence and better street lighting would increase feelings of safety.

Is there anything that would make you feel safer - Themes of comments

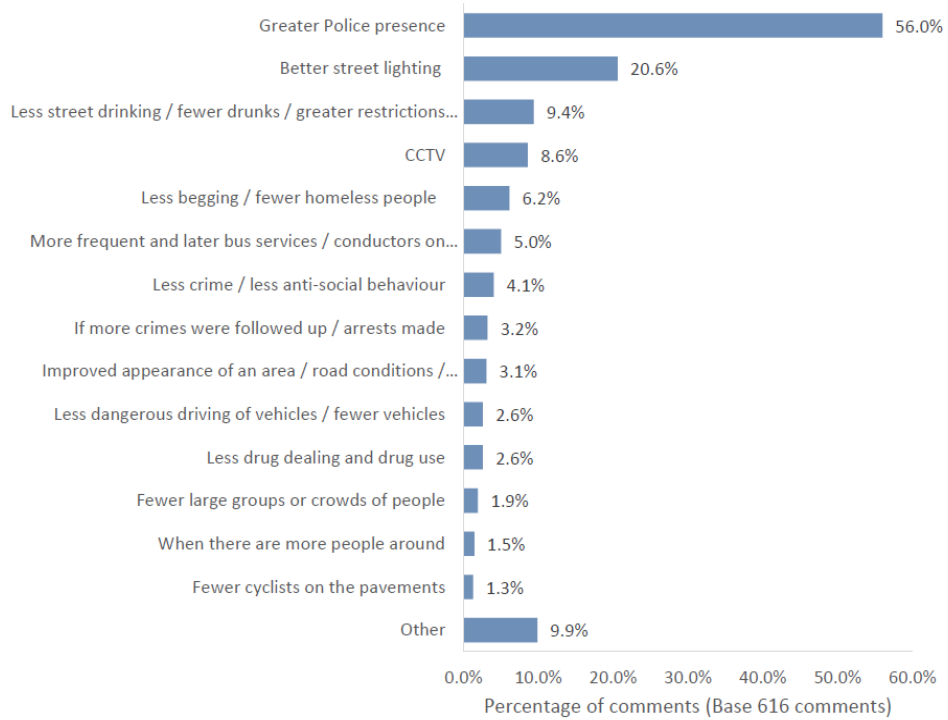
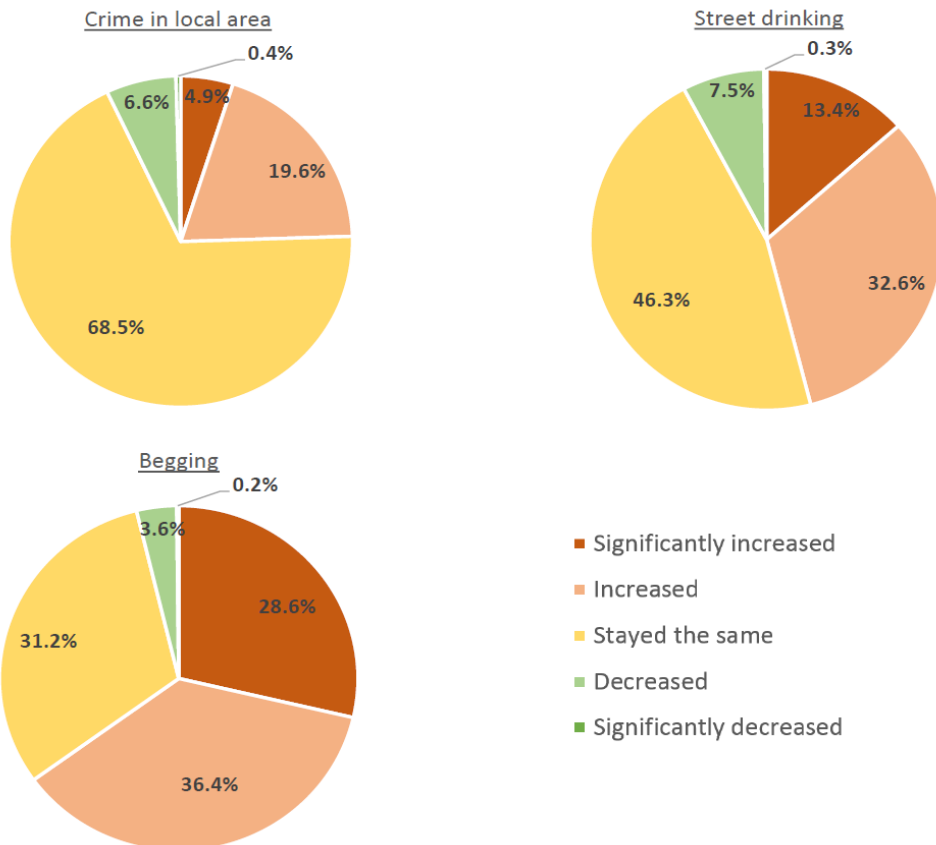


Figure 6

40.

The survey asked questions specifically on whether respondents thought the prevalence of certain issues had changed over the last year. Respondents were asked what had happened to the level of crime in their local areas and respondents' views on alcohol consumption within public places and begging were analysed in more detail.



	Rough sleepers and PSPOs
41.	An annual comprehensive estimate of street homeless persons in the city undertaken in November 2015 identified 31 individuals 'sleeping rough'. However, outreach that took place the following week only identified only 16 individuals.
42.	The Community Safety survey showed that residents feel that there has been a significant increase in both activities as problems in the city. 65% of respondents felt that street begging had increased or significantly increased in the city in the last 12 months and 46% saw an increase in street drinking.
43.	A survey undertaken by the Society of St James in August 2015 interviewed 51 individuals who were begging in the city. Of the individuals interviewed: <ul style="list-style-type: none"> • Only half were rough sleepers. • 35 currently had an alcohol or drugs dependency problem. • 27 were currently receiving substance abuse related treatment, and 13 had received treatment in the past. • 39 individuals stated that their begging was related to drugs, 14 stated it was related to alcohol and 22 stated that they were begging to buy food (respondents could select more than one answer).
44.	In November 2015, the Council launched a consultation on a proposal to use Public Spaces Protection Order (PSPO) powers to address the issues of begging and street drinking in the city. PSPOs allow Councils to impose control of activities which can have a detrimental effect on the quality of life of those living and working within the local area.
45.	If introduced, the orders would give police officers and PCSOs (Police Community Support Officers) additional powers to tackle begging and street drinking, including seizing and disposing of alcohol which is being consumed within the designated PSPO areas.
46.	The proposal is to introduce PSPOs in five key locations where begging and street drinks have caused problems in the past. These locations are: the City Centre, Portswood Broadway, Shirley High Street, Woolston High Street and Bitterne Precinct.
47.	The consultation is due to close on 11 th December 2015, and a decision on the proposals will be brought to Cabinet in January 2016. Prior to the public consultation the Council consulted with stakeholders including the Police, Society of St James, Two Saints, the Big Issue and homelessness outreach services, and received a range of responses.
48.	Southampton Connect has also considered the issue of street begging and has set up a Task and Finish Group to consider how best to address these issues. The first meeting took place on 26 th November 2015 and was attended by a range of services including those supporting homeless people, commissioning treatment for substance misuse services, the Police and Health.
	Updating the Safe City Strategy
49.	In 2014, the Southampton Safe City Partnership agreed a three year strategy to be delivered by April 2017. The Strategy is reviewed and updated annually, taking into account progress over the previous year and evidence gathered as part of the Strategic Assessment.

50.	The Safe City Strategy focuses on 4 priorities: <ul style="list-style-type: none"> • Reduce crime and antisocial behaviour • Reduce the harm caused by drugs and alcohol • Protecting vulnerable people • Reduce youth crime.
51.	The evidence from the Safe City Strategic Assessment demonstrates that these priorities continue to be key issues for the city, and we therefore do not propose to change the priorities. Officers are working with Hampshire Constabulary, Hampshire Fire and Rescue and other stakeholders to review and update the actions and measures in order to address the key issues highlighted by the Strategic Assessment. Revised versions of the Safe City Strategy and the associated Youth Justice Strategy will be presented to Cabinet and Council in March 2016.
RESOURCE IMPLICATIONS	
<u>Capital/Revenue</u>	
52.	No implications at this stage.
<u>Property/Other</u>	
53.	No implications at this stage.
LEGAL IMPLICATIONS	
<u>Statutory power to undertake proposals in the report:</u>	
54.	The duty to undertake overview and scrutiny is set out in Part 1A Section 9 of the Local Government Act 2000.
55.	The Police and Justice Act 2006 empowers overview and scrutiny committees to scrutinise Crime and Disorder Reduction Partnerships, and the partners who comprise it, insofar as their activities relate to the partnership, at least once a year.
<u>Other Legal Implications:</u>	
56.	None
POLICY FRAMEWORK IMPLICATIONS	
57.	These will be defined as the work progresses.
KEY DECISION	No
WARDS/COMMUNITIES AFFECTED:	None directly as a result of this report

SUPPORTING DOCUMENTATION

Appendices

1. None

Documents In Members' Rooms

1. None

Equality Impact Assessment

Do the implications/subject of the report require an Equality and Safety Impact Assessments (ESIA) to be carried out.	No
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Privacy Impact Assessment

Do the implications/subject of the report require a Privacy Impact Assessment (PIA) to be carried out.	No
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Other Background Documents

Equality Impact Assessment and Other Background documents available for inspection at:

Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)
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1.	Safe City Strategic Assessment http://www.publichealth.southampton.gov.uk/Images/Safe-City-Strategic-Assessment-2014-15-FINAL.pdf	
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