

Brighton & Hove

**Draft Community Safety and
Crime Reduction Strategy
2017 – 2020**

Safe in the city
Brighton & Hove Community Safety Partnership



Contents

| | page |
|--|------|
| The Partnership and our work | 3 |
| Brighton & Hove and the people in the city | 5 |
| Nature of the problem | 8 |
| Current landscape | 11 |
| Identifying and progressing our priorities | 16 |

Our priorities:

| | |
|---|-----------|
| Anti-social behaviour and hate incidents/crimes | 17 |
| Safety in the night-time economy | 20 |
| Domestic violence & abuse, sexual violence and other forms of violence against women & girls | 23 |
| Reducing offending | 27 |
| Community collaboration and resilience | 30 |
| Preventing terrorism and extremism | 33 |
| Appendices | 38 |



The Partnership and our work

About this Strategy

This Strategy lays out the Brighton & Hove Safe in the City Partnership's¹ plans for the next three years. It is a requirement of the Crime and Disorder Act 1998.

The Strategy will be reviewed annually.

The Partnership's aims

The Safe in the City Partnership exists to improve the quality of life for everyone who lives in, works in or visits the city. We aim to:

- reduce crime and anti-social behaviour, especially around issues that have the biggest impact
- improve feelings of safety and meet the needs of victims
- take early action to prevent crime and disorder
- reduce reoffending

Who are the key players

The city is much better placed to tackle all these issues if everyone – local residents and businesses, community and voluntary groups, and city services – work together in a co-ordinated way. The local authority, police, health, probation and fire services are all defined as partners under the 1998 Act. In practice the Safe in the City Partnership works across a much wider range of partners at different levels and on different topics to work out what needs doing, and who can help.

There is a need for good information exchange, including with residents so that agencies can listen and respond to the needs of local people. At the same time local people can find a route through

¹ The Safe in the City Partnership is the name given locally to the Brighton & Hove Community Safety Partnership

to the services they need or identify ways in which they can respond within their own communities.

Setting our work in context

The negative effects of crime and disorder permeate widely across public services and working in partnership and adopting a 'whole system approach' is essential. Our partnership strategy is integrated within the city's overarching Sustainable Community Strategy where community safety is a key priority. Our work also contributes to the Police & Crime Commissioner's Police and Crime Plan² and measures in Public Health Outcomes Framework to name just two examples.

Politicians and legislators can impact broadly on the legal and social setting in which we all live. The work of central government departments are also important in our wider partnership. In March 2016 the Home Office issued their 'Modern Crime Prevention Strategy'³, which argues that although crime is changing in its nature, for example with a growth in 'cyber crime', the reasons behind people committing crime – 'drivers of crime', listed as opportunity; character; profit; drugs; alcohol and the criminal justice system – are the same.

² <https://www.sussex-pcc.gov.uk/police-crime-plan/>

³ Home Office (2016) Modern Crime Prevention Strategy, https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/509831/6.1770_Modern_Crime_Prevention_Strategy_final_WEB_version.pdf



Brighton & Hove and the people in the city

The information in the next two sections has been taken from the Strategic Assessment of Crime and Community Safety 2016 <http://www.safeinthecity.info/analytical-reports> where further detail can be found.

Our residents and visitors

The 2011 census found that the city has 273,400 residents and this is estimated to have increased to 285,300 by 2015. It is predicted that by the end of this Strategy period in 2020 it will have increased further to 294,900.

Compared with other areas we have a disproportionately high number of people aged between 16 and 64 and a lower proportion of children and older people. We have a particularly high proportion of young people aged 19 to 26 (incl.) who make up 17% of the city's resident population.

Contributing to people in this age group are those who come to the city to study; in 2014/15 there were 34,220 students attending the two local universities. Also, Brighton & Hove is estimated to have 3,100 international students staying here for between 3 and 12 months in 2014, making us the local authority with the second highest number, and many more visiting for a shorter period.

There are an estimated 11,750 military veterans in the city.

In 2014 around 11.5 million trips were estimated to have been made to the city by day visitors or those staying one night or more.

According to the last census, 19.5% of the resident population belongs to a non-White British ethnic group (53,400 people), defined here as Black or Minority Ethnic or BME, an increase of 12% since the 2001 census. 37% of BME residents are 'White Other than British', 21% Asian/Asian British and the mixed/multiple ethnic group makes up 20%.

The lesbian, gay, and bisexual population makes up an estimated 11-15% of our population, equating to between 26,400 and 34,900 residents based on 2015 population estimates. It is estimated that there are at least 2,760 trans adults living in Brighton & Hove.

In 2015, there were an estimated 17,400 residents aged 18-64 with moderate or severe physical disabilities, and 30,900 with a common mental health problem. There were an estimated 5,500 people aged over 18 with a learning disability. The day-to-day activities of 16% of city residents are 'limited a little' or 'limited a lot' by health problems.

Regarding the children in the city, there were 437 looked after children in the city in May 2015 and the referral rate for child protection conferences is higher than the national average. National evidence shows that children who have been looked after are more likely to be unemployed, involved in crime and be identified as having a substance misuse problem.

Social and economic factors

The Index of Multiple Deprivation 2015 ranked Brighton & Hove as a whole in the poorest third (102nd out of 326) of all local authorities in England. However, there is a wide range of deprivation levels across the city, with some of the more deprived being in the east.

There were 8,900 unemployed people in the city in 2015.⁴ This represents 5.8% of all those who were economically active⁵ and is similar to the position

⁴ Unemployed refers to people who were actively seeking work or who had found work and were waiting for it to commence.

⁵ Economically active refers to those who are either employed or who are unemployed according to the above definition.

nationally (5.2%) and slightly higher than in the South East (4.2%).

There were 21,920 people of working age in the city claiming one or more Department for Work and Pensions benefits in November 2015. This is 11.1% of the city's population aged 16 to 64. The 2015 rate for Brighton & Hove is similar to that seen in Great Britain (11.8%) but higher than the South East (8.8%).

The percentage of 16-18 year olds not in education, training or employment has been declining and is at less than 4.7% at the end of 2015.

Housing and homelessness

Brighton & Hove had 126,827 homes at the time of the 2011 census, with the smallest average household size in the South East at 2.1. We have fewer owner occupiers and more people renting from private landlords than the average for the southeast as a whole. There were 420 households which became accepted as homeless in 2014/15, a decrease of 15% over three years.

In November 2016 snapshot data estimated that there were 144 people sleeping rough in Brighton & Hove on a single night⁶, an increase from 78 on the previous year. In October 2016, the local Rough Sleeper Outreach Homelessness Service had approximately 100 open cases on their caseload. There are concerns that this number could increase.

...and what we don't know

We need to remain aware that not all of the people in the city will feature in the various statistics at our disposal, or come to the attention of the services we offer of their own accord. This 'invisible' or

unidentified population may be among the most vulnerable to crime and community safety problems and extra focus is needed in order get help to them if they need it.

Meeting our equalities duty

The Equality Act 2010 requires that public sector bodies consider and take account of how different types of people – those with 'protected characteristics' – are impacted by their work. Our Strategic Assessment reports on how different people are affected by crime and safety issues and the process of determining our priorities and actions takes these findings into account.

Areas of work contained in the action plans (see page 15) with particular relevance to equalities are identified.

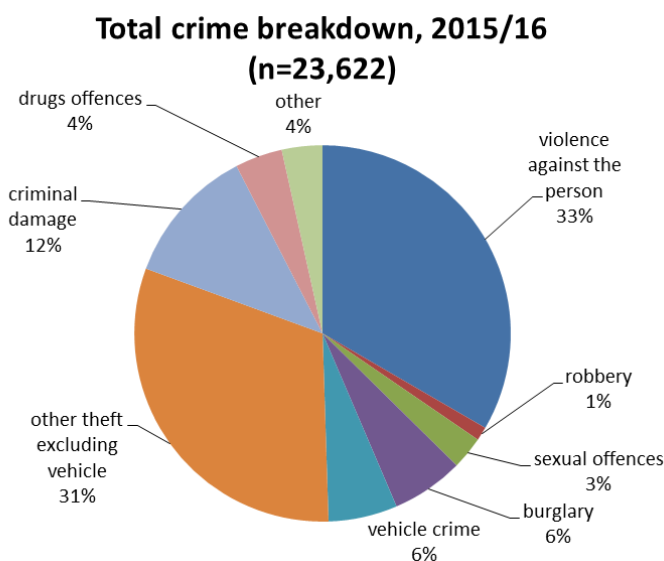
⁶ <https://www.brighton-hove.gov.uk/content/press-release/rough-sleeping-city>



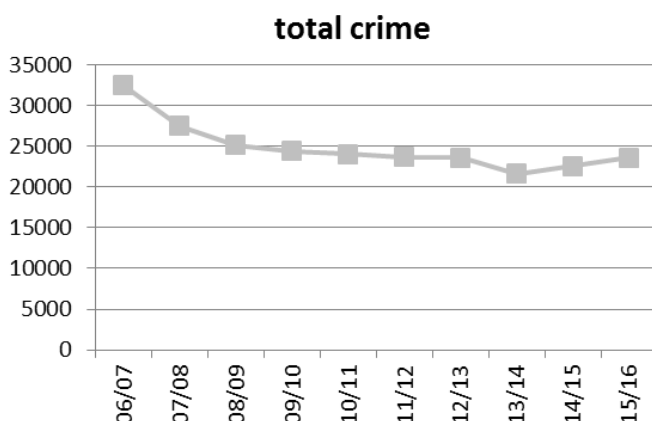
The nature of the problem

Nature and scale of crimes

There were 23,622 police-recorded crimes in 2015/16. The crime rate per 1,000 population was 84.0, above the average of our group of 15 'matched' partnerships (77.8). The pie chart shows that theft offences (incl. vehicle crime) made up 37% of all recorded crime, with the next biggest crime groups being violence (33%), criminal damage (12%) and burglary (6%). 8.8% of total crimes were related to domestic violence or abuse.



The line graph below shows the trend in total police recorded crime over the last ten years. There was a steep decline during 2007/08 (down 15%) and 2008/09 (down 10%). Numbers continued to fall until 2013/14, but there was an annual



increase in 2014/15 of 4.6%, a further increase of 4.5% in 2015/16. The increase seen from 2014/15 onwards is likely to be linked to the response by Sussex Police to the national HMIC inspection programme on data integrity which was undertaken during 2013/14 aimed at improving police recording practices. This work had an impact on the recording of violent and sexual offences in particular. From recorded crime data it is therefore difficult to know with any certainty what the underlying trend in crimes actually is.⁷

The number of recorded ASB incidents has fallen by 25% (3,763 incidents) since 2013/14 and is at its lowest level since 2009/10 when there were 20,179 recorded incidents.

More information on recorded crimes and incidents can be found in the Strategic Assessment.¹²

Crime patterns

The retail and leisure area in the city centre is also the geographical centre for much of the city's crime and disorder. This applies particularly to theft (other than vehicle thefts), criminal damage, violence and anti-social behaviour. Hotspots for domestic burglary and vehicle crime are also located in the more central areas of the city, but are dispersed over a wider area.

Seasonal patterns often coincide with the visitor season when there are more people in the city to both perpetrate and be victims of crime.

⁷ A subsequent HMIC inspection in 2016 on data recording by Sussex Police found that improvements have been made, while further areas for improvement have also been identified
<http://www.justiceinspectorates.gov.uk/hmic/publications/sussex-crime-data-integrity-inspection-2016/>

Drug and alcohol use

Health profiles for Brighton & Hove show that problems associated with alcohol are more acute compared with the South East as a whole and our statistical matched authorities. Estimates based on modelling from 2011/12 also find that compared with the South East and with England the proportion of the resident population using opiates or crack or injecting drugs is also higher.⁸

Habitual drug use can be a driver for acquisitive crimes and violent crime is frequently associated with alcohol misuse.³

Hidden crime and criminal groups

It is necessary to remain aware that crimes may be hidden from sight. Criminal behaviour increases in sophistication while pressures on victims to remain silent can persist. Organised crime groups can widen the geography of both perpetrators and victims in areas such as child sexual abuse, drug dealing and human trafficking. Partnerships play an important role in addressing these issues.

Impact on quality of life

National research found that in 2015/16 12% of survey respondents report feeling a high level of worry about violent crime, 11% about burglary, and 6% of car owners have a high level of worry about car crime.⁹

Locally, nearly all residents (98%) surveyed in the 2015 City Tracker survey

reported feeling safe in their local area during the day, but after dark this dropped to 79% in their local area and 65% in the city centre. Women and those with a long term illness or disability reported feeling comparatively less safe on average, both during the day and after dark.

Financial impact

The financial impact of crime is significant. Costs of crime have been calculated by a project funded by central government¹⁰ and assigned according to whether they are costs (savings if prevented) to the public sector, to the local economy, or to society.

The costs of some types of crime have been calculated for Brighton & Hove by scaling up the number of crimes recorded by the police according to estimated under-reporting rates¹¹. The estimated cost of sexual offences to the city in 2015/16 by far exceeds that of the other crimes examined at £367m. The cost of serious and other wounding, and of common assault together totals £88m. Criminal damage costs an estimated £32m.

⁸ <http://fingertips.phe.org.uk/drugs-and-alcohol#gid/1938132771/ati/102>

⁹ ONS (2016) Crime in England and Wales Year ending March 2016 Supplementary Tables. <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwalesannualsupplementarytables>

¹⁰ New Economy Manchester, <http://neweconomymanchester.com/our-work/research-evaluation-cost-benefit-analysis/cost-benefit-analysis/unit-cost-database>

¹¹ <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwalesannualtrendanddemographictables>



The current landscape

Draft Community Safety and Crime Reduction Strategy 2017-20

The year 2016 has seen some particularly significant national and international developments which have affected the landscape in which our work to reduce crime and disorder is set. The European Union membership referendum, which resulted in the UK voting to leave the EU, enabled the voicing of many different views around immigration, and has increased national economic uncertainty.

National security remains an issue across the country and the risk for Brighton & Hove has been assessed as significant enough to receive additional support to seek to identify and divert young people from being drawn into terrorism.

Key changes in national legislation have the potential for increased financial pressures for many people on benefits. These changes are being implemented in stages, the most recent of which is the imposition of a benefit cap which puts a ceiling on the total payment available for some families. The cost of housing in Brighton & Hove is making access to suitable housing for those on lower incomes very difficult. This may include those at risk of offending and those who are drawn to the city because of its reputation as a place where people from all types of background can be accepted as part of the city's diverse communities.

The capacity to provide services around crime and community safety continues to decrease with ongoing budget cuts for the police, council, health and other public services. This means that difficult decisions need to be made about whether to allocate scarce resources to prevention work or to responding to the impact of crimes and supporting victims after they have occurred. Without investment in prevention work, there is the risk that significant problems will potentially be stored up for the future.

Creative ideas which lead to new ways of working effectively, but which cost less or are cost neutral, are always being

sought. For example, the penetration of the internet and social media into daily lives changes the nature of risks, but can also offer new opportunities for public services to engage with communities.

A partnership event under the city-wide Brighton & Hove Connected banner was held to think about new approaches in the context of budget reductions and service reorganisations. Proposals were made for taking community safety work forward including citizens and public services working more closely together; achieving a more unified partnership approach and single points of contact; expanding the involvement of volunteers, and doing more around 'tone-setting' and challenging bad behaviour.

While there have been numerous examples of support from our local communities to help others in need, including a wide range of offers from the wider community to assist refugees who arrive in the city, there is a risk that community cohesion will suffer in these changing times.



Identifying and progressing our priorities

What we did

Our plans for the next three years have been informed by the Brighton & Hove Strategic Assessment of Crime and Community Safety 2016¹². This looked at the current crime and community safety picture in the city. Analysis was carried out initially by crime type. It into account the scale of problems, direction of travel, the impact on communities and individuals, community priorities, and so on.

Consideration was given to the nature of problems, contributory factors, and who was affected. This guided decisions around the sort of work was needed and who it should be targeted at.

Who has contributed

Most of the work for the Strategic Assessment was carried out by analysts in the council's Public Health Intelligence Team and officers in the Partnership Community Safety Team.

A consultation workshop was held in November 2016 to consider the findings of the Strategic Assessment and to consider what should be the areas of focus for the Partnership over the next three years. The workshop was attended by statutory and voluntary organisations and other members of the Safe in the City Partnership Board, as well as representatives from city neighbourhoods and communities of interest.

Other consultative mechanisms have included a draft strategy being considered by Local Action Teams, and by elected members at the Neighbourhoods, Communities and Equalities Committee. Additionally it has been made publically available for comment on the city's consultation portal.

¹² The Strategic Assessment of Crime and Community Safety 2016 is available at <http://www.safeinthecity.info/analytical-reports>

The focus of our partnership strategy

There are five overarching themes in this Strategy: ASB/hate incidents; safety in the night-time economy; domestic/sexual abuse and other interpersonal crimes; reducing offending; and community resilience.

Community resilience as one of our themes profiles a number of different ways in which people at a community level can provide a foundation for establishing and maintaining safe communities. By working in partnership with statutory agencies and more independently through local networks much can be achieved in terms of 'tone-setting' and helping with the management of risks.

There are a number of statutory agencies whose core business is to tackle crime – the police, youth offending service, courts, probation and prison services are some particularly significant ones. The work of other agencies, for example health and social services, is also key to reducing the 'drivers' of crime.

The work of these and other agencies is key to preventing and dealing with the effects of criminal and other unacceptable behaviour. But this is a *partnership* strategy and so our priorities are focused on areas where working in partnership is fundamental to achieving progress. It prioritises work where added value is achieved by working in partnership.

Central government is generally much less prescriptive than previously about what should be the target of local work. Nonetheless, a number of the priorities in our strategy, eg. violence against women and girls, including modern slavery, Prevent and counter-extremism, align with central government strategies where these need to be supported locally.

Some crime and safety problems impact widely not only for our city's residents,

but also for residents across the country and sometimes across the world. Online fraud and internet-based crimes are examples of this and the solutions depend on the use of data and new technology at a national or international level. Therefore, while this affects many local people and a certain amount can be done to raise awareness, the most effective and comprehensive solutions lie beyond the scope of the partnership. The government's Modern Crime Prevention Strategy 2016 describes a number of approaches that they, in partnership with private businesses, are taking around online crime.³

Considerations around resources

Budgets of public organisations have been reducing and are predicted to continue to do so over the period of this Strategy. The planning of work needs to take this into account.

Partnership resources are currently supporting an experienced and skilled workforce and withdrawing financial support for the work they carry out will result in a break in continuity of services which will take considerable effort to re-establish.

Another consideration is how to balance the allocation of resources to early interventions and prevention against resources to manage problems as they become more critical or responding after they have occurred. The impact of allocating resources needs to be considered not only in the immediate term, but also in the longer term.

Progressing and monitoring the effectiveness of our work

The impact that we are seeking to achieve through our partnership work is clearly stated in the document at the beginning of each priority area in this strategy.

Action plans have been drawn up for each of our priority areas and these assign responsibility around taking forward the work. Progress on these will be monitored regularly through thematic steering groups or forums, at the Safety in the City Partnership Board and at other 'higher level' structures and partnerships, including the city's overarching Local Strategic Partnership, Brighton & Hove Connected.

Single measures for crime and community safety are never sufficient to understand how successful our work is. Our approach to this is to monitor groups of performance indicators for each priority area which individually contribute to the overall picture.

Our priorities





Anti-social behaviour and hate incidents

Our aim: Anti-social behaviour and hate incidents cause less harm to individuals and communities.

What we want to achieve

- Anti-social behaviour (ASB) and crimes and incidents motivated by hate against the person are reduced
- Risk and harm to high risk victims and communities are reduced
- Fewer ASB and hate incidents are committed by priority perpetrators
- There is less ASB, risk and harm associated with the street community
- Youth ASB is reduced
- Trust and confidence in services is increased so that people and communities harmed by hate incidents report them
- There is better collaboration and cohesion between divergent communities.
- Tensions linked to changes in the national and international landscape are reduced.

Definitions:

Anti-social behaviour is behaviour by a person which causes or is likely to cause harassment, alarm or distress to one or more persons not of the same household as the person

A **Hate incident** is any incident which the victim, or anyone else, thinks is based on someone's prejudice towards them because of their race, religion, sexual orientation, disability or because of their gender identity.

Why this is a priority

Anti-social behaviour can affect individuals, communities, and the environment. ASB affects quality of life and, at its worst, can have a very significant negative impact on people's lives.

Those harmed by hate crimes and incidents where people are targeted because of personal attributes relating to disability, ethnicity/race, religion/faith, sexual orientation or transgender identity, that this has a significant effect on their quality of life and wellbeing.

Key facts

In 2015/16 over 15 'ASB crimes' and 32 ASB incidents were recorded by the police in Brighton & Hove every day. There is a seasonal effect in ASB with more being recorded in the summer months and fewer in the winter. Many incidents will not be reported.

In the city in 2015/16 there were 506 racist or religiously motivated incidents and crimes recorded by the police 177 homophobic incidents and crimes and 76 incidents and crimes related to disability hate.

In this same year the Community Safety Casework Team received 418 initial reports of ASB and 82 initial reports of hate incidents which had taken place in

the city¹³. These reports may be in respect of multiple incidents and sometimes people have been moved to report as a 'last resort' because the harm caused to them or their families has become unbearable. Racist or religiously motivated incidents and LGBT hate crimes/incidents are most likely to occur on the street, be committed by a stranger, and more men are harmed than women. Disability hate crimes are more likely to occur in a dwelling, and to be perpetrated by someone known to the victim. People harmed by hate crime are often more emotionally impacted than other crimes.

We also know that a significant number of ASB and hate incidents are committed online.

Who's affected

Nationally, young people are more likely than older people to be harmed by ASB crime, and to perceive higher levels of ASB and those with a limiting long term illness or disability more likely to perceive a high level ASB.

In terms of local neighbourhoods, police ASB crime data identifies the North Laine, The Lanes/North Street and Western Road as hotspots. Local Action Teams across the city have identified priorities for their local area. Issues with the street community tended to be identified by LATs as a priority in city centre areas, drug use/drug dealing generally in the east of the city, 'general' anti-social behaviour on more peripheral areas of the city, and criminal damage in both city centre and other locations.

Our plans

The Community Safety Casework Team will continue to provide advice and guidance and co-ordinate strategic work to tackle anti-social behaviour and hate

¹³ Incidents occurring on council housing premises are dealt with separately.

incidents for the city. Restorative justice is an effective approach which we will promote further and use to reduce harm. The ASB, Crime and Policing Act 2014 introduced new powers which we will make use of where appropriate, particularly for work with repeat offenders, and we will monitor the implementation of the Public Spaces Protection Orders in addressing ASB in parks and green spaces.

Working with partners, whether from the community, voluntary or statutory sector is central to our work and this includes keeping in close communication with local residents through Local Action Teams and residents' groups, communities of interest and elected members. Further promotion of the 'Self-Evident' reporting app within communities is aimed at increasing reporting and trust and confidence in services. We plan to develop a network of 'hate incident champions' who can be nominated contact points within their organisation.

We will work with other agencies to ensure online abuse and cybercrime are addressed.

Multi-agency work to manage youth ASB, and harm associated with the street community will continue and take advantage of sharing information, intelligence and resources. The Multi-Agency Risk Assessment and Tasking (MARAT) meeting and the 'ECINS' casework management system will continue to manage the harm caused to high risk victims. We will also continue our work with schools and education colleagues to embed best practice.



Safety in the night-time economy

Our aim: A vibrant night-time economy where people feel safe and are safe from harm

What we want to achieve

- There is a thriving city centre night-time environment where everyone feels safe.
- Violent incidents, alcohol and drug misuse and other negative behaviour linked to the night-time economy are reduced
- Demands on (and costs to) emergency and other public services are lower.

Why this is a priority

The city centre night-time economy is an important part of the character of the city and it attracts many visitors. Its contribution to the economic wellbeing of the city is significant and it is a source of work for many people. However, a busy night-time economy is not without drawbacks. The effects of alcohol or drugs and the density of people are two factors (among others) which can spark aggression and create conditions which criminals can exploit and where demand for emergency services is high.

Key facts

In 2015/16 there were 8,829 violent crimes recorded in the city, of which 5,383 (61%) happened in a public place. Recorded violent crimes rose steeply between 2013/14 and 2015/16, following a long term decline. However, this has been strongly influenced by changes in local policing and crime-recording practices which happened in response to a nationwide audit of crime recording carried out in 2013/14 by Her Majesty's Inspectorate of Constabulary. It is difficult to know the trend in the level of violence actually taking place, but data from A&E suggest numbers have been fairly stable, with perhaps a slight increase over the last 18 months.

The hotspot for police recorded public place violence is clearly located in the city centre, and correlates to the density of both on and off licensed premises in this area. Peak times for violent crimes are the summer months. There are 1,260 licensed premises in the city and there is a Cumulative Impact Zone (CIZ) and adjacent Special Stress Area (SSA) aligning with this city centre area. This is designed to limit the number and density of licensed premises in the city centre.

The practice of 'pre-loading' where people drink at home more cheaply, or where they drink locally before going out into the city centre, has impacted on the shape of the night-time economy.

Problems may be spread across smaller venues, over a wider geography and over a longer period. This means being able to manage problems in this more dispersed scenario is more challenging.

There is evidence of drugs misuse associated with the night time economy. This is often considered to be casual use by people who will also mix drugs with alcohol.

Who's affected

Males are both more likely to be victims and perpetrators of violent crimes in a public place than are females. Offenders and victims are largely under 30 years of age.

Anti-social behaviour can also be a side effect which can impact on local residents and businesses. Late night street noise can be a particular issue.

Our plans

There are many partners, including licensed premises, transport operators, the council and the police, who will continue work to ensure the night-time economy is managed in a way which supports a safe and pleasant environment. We will seek to confirm how the city as a whole wishes our leisure industry to be shaped and strive to develop it accordingly.

Voluntary and community sector organisations also provide support and off licences have a role to play, for example by further promoting the 'Sensible on Strength' campaign. In view of the high number of students in the city, there are plans for a university alcohol policy to be developed and implemented.

The city's Licensing Policy provides a framework within which the night-time economy is managed. Enforcement activity in relation to the licensing objectives including alcohol and drugs misuse will be targeted at licensed premises where necessary to ensure compliance.



Domestic violence & abuse, sexual violence, and other forms of violence against women & girls

Our aim: Local residents and communities are free from domestic violence and abuse, sexual violence and other forms of violence against women & girls

What we want to achieve

- Increased social intolerance and reduced acceptance (*prevention*)
- People have safe, equal and abuse free relationships (*prevention*)
- Increased survivor safety and well-being (*provision of services*)
- Perpetrators are held to account and are required to change their behaviour (*pursuing perpetrators*)
- A coordinated community response to violence and abuse (*partnership*)

Why this is a priority

Domestic violence and abuse, sexual violence and other forms of violence against women and girls (including harmful practices like female genital mutilation (FGM), forced marriage and so-called 'honour-based' violence (HBV)) often constitute criminal offences, are under-reported, have low conviction rates and high levels of repeat victimisation. These acts are likely to have a significant impact on the person experiencing them (and can include physical injury, as well as impacting on mental and emotional wellbeing, employment and education, social capital, health behaviours and homelessness¹⁴). They can also affect children (eg. poor school achievement, and the risk that violence in the home can normalise violence in future relationships¹⁵) and impact on the wider community.

The behaviour of perpetrators often remains unchallenged.

Key facts

In 2015/16, 4,575 domestic violence incidents and crimes were recorded by the police, an increase of 5.0% on 2014/15 and 24% higher than in 2013/14.

There were 667 police recorded sexual offences, an increase of 19% compared on 2014/15 and 74% higher than in 2013/14. Historical offences account for a significant number of serious sexual offences reported, resulting in a loss of forensic opportunities.

Local police data shows that in 2015/16 72% of domestic violence are female and 28% male, while for sexual offences the victims are 84% female and 16% male.

In terms of recorded data on harmful practices in Brighton & Hove, while there

has been improved recording all, these are significantly underreported:

- 23 patients were recorded by the NHS Acute Trust as having had FGM in 2015/16
- Three crimes of forced marriage were recorded by Sussex Police between April 2012 and June 2016.
- 7 honour-based violence offences were recorded by the police in 2015/16.

Who's affected

Police recorded data is an underestimate since substantial numbers of people do not report violence and abuse to the police. Local estimates based on a national survey¹⁶ are that in the last year:

- 7,639 women and girls aged 16-59, and 3,868 men and boys have experienced domestic violence and abuse;
- 4,564 women and girls, and 2,321 boys and men have experienced stalking; and
- 2,515 women and girls, and 677 boys and men locally are estimated to have experienced sexual assault in the last year.

However, in making these estimates, it is important to note that while both women and men experience incidents of inter-personal violence, women are considerably more likely to experience repeated and severe forms of violence and do so disproportionately and cumulatively during their lifetime¹⁷. In contrast, the majority of those who perpetrate violence and abuse are men.

However, men do experience, and as children boys also witness or experience, violence and abuse. Consequently, while

¹⁴ DOH. Protecting people Promoting health'. 2012.

¹⁵ Women's Health and Equality Consortium. 'Better Health for Women'; 2013.

¹⁶ ONS, Crime Survey England and Wales 2015

¹⁷ Walby and Allen, 2004

strategy has a gender informed approach, reflecting HM Government's strategy to end violence against women and girls¹⁸, the actions taken will often benefit all victims of violence and abuse, with additional actions taken proportionately to respond to the needs of men and boys.

The strategy also seeks to respond to the unique needs, or barriers to help and support, faced by some communities including: people from Black and Minority Ethnic (BME) communities, those who are disabled, older or who identify as lesbian, gay, bisexual (LGB) or trans. Other groups also face significant disadvantage and marginalisation, including those in prison, prostitution or sex work, as well as travellers and those who are asylum seekers or migrants.

Our plans

We will develop a strategy for Domestic Violence & Abuse, Sexual Violence and other forms of Violence against Women and Girls with East Sussex, setting out our shared aims as well as identifying priorities specific to Brighton & Hove. Our work will be built around the key themes from:

Prevention

- Continue to raise awareness of what constitutes violence and abuse, in particular focusing on reaching different communities or addressing emerging risks like stalking and harassment
- Support work with children and young people, with a focus on the Early Help Strategy, the Public Health Schools Programme and the planning and delivery of effective Relationship and Sex Education
- Pilot the Women's Aid 'Ask Me' Scheme to create safe spaces in the

local community to increase public awareness and promote opportunities for disclosures.

Provision of service

- Continue to support The Portal¹⁹, which provides a single point of access and helps victim/survivors of domestic and sexual violence and abuse to find advice and support
- Work with specialist services and other commissioners to generate added value and test different models of delivery
- Develop proposals to further develop support for victim/survivors with a focus on Private Law Family Proceedings and those experiencing Stalking and Harassment
- Continue to work with the Clinical Commissioning Group (CCG) to deliver a trauma pathway to improve access to talking therapies for victim/survivors.

Partnership working

- Ensure frontline practitioners have the confidence and skills to identify and respond to violence and abuse including further developing multi-agency training around forced marriage, honour based violence and sexual violence
- Develop resources for professionals including guidance to improve 'safety netting' and to support step down from specialist or commissioned services
- Review the finding from the review of the MARAC to ensure that MARACs are better able to manage volume, address complex or repeat cases and integrate into Child and Adult 'front doors'

¹⁸ www.gov.uk/government/publications/strategy-to-end-violence-against-women-and-girls-2016-to-2020

¹⁹ The Portal is a partnership of leading Sussex Domestic and Sexual Abuse Charities including RISE, Survivors' Network and CGL. www.theportal.org.uk

Draft Community Safety and Crime Reduction Strategy 2017-20

- Develop a partnership action plan to responding to the findings from the Public Health Rapid Needs Assessment into Sex Work²⁰.

Pursuing perpetrators

- Review interventions to challenge perpetrators, in particular repeat offenders and perpetrators of stalking and harassment.

20

<http://www.bhconnected.org.uk/sites/bhconnected/files/Sex%20Work%20Rapid%20Needs%20Assessment%20-%20key%20findings.pdf>



Reducing offending

Our aim: Harm to local communities and to wider society associated with offending by problematic and persistent offenders is reduced, and quality of life is improved

What we want to achieve

- Offenders are supported towards leading crime-free lives, including on release from prison
- Less offending where health needs and substance misuse are a contributory factor
- Offenders have a better understanding of the impact of their offending behaviour and victims make better progress towards achieving resolution (eg. by using restorative justice approaches)
- Problematic offenders are managed holistically through partnership working.

Why this is a priority

Crimes have a significant impact on actual and perceived levels of safety by individuals, families, businesses and communities and costs associated with offending, including to the public sector, are high. Successful actions which address factors linked to offending and reoffending not only bring about changes in the behaviour and improved life opportunities for individual perpetrators, but also bring significant benefits to communities across Brighton and Hove.

Of course the day-to-day business of local criminal justice agencies is to work with offenders to reduce their offending. Strands of their work may be focused on domestic violence offenders, sex offenders, counter-terrorism, etc. However, this strategy is about how agencies working together in partnership can provide added value.

Key facts

Ministry of Justice data show that between April 2014 and March 2015 there were 8,190 recorded offenders in Brighton & Hove, of whom 2,398 (29%) went on to offend again in the following 12 months. Drug and alcohol use are implicated in a high proportion of crimes committed and city offenders often have relatively high needs in these areas. Research shows that nationally drug users commit between a third and a half of all acquisitive crime, while alcohol is estimated to be implicated in over half of all violent crimes²¹.

Offending behaviour can be linked with mental health and personality disorders, sometimes interwoven with substance misuse (dual diagnosis). Screening in local custody/courts found that nearly

four out of five offenders had a mental health need.

Criminal behaviour can be passed down the generations within a family²², while having family relationships reduces the likelihood of offenders reoffending.²³ However, many may have lost their family ties. Difficulties in accessing and maintaining stable housing and employment can interlink with an offending lifestyle and health problems. Affordable housing is a particular issue in the city and the number of supported hostel places has reduced. A high proportion of people released from prison on licence have no fixed abode, no permanent accommodation or unsuitable accommodation.

Repeat offenders are often some of the most socially excluded in society. They can suffer multiple disadvantage, including social problems, drug, alcohol and/or mental health problems, lower than average levels of educational attainment, financial problems and debt.

Changes to the benefits system may have added financial strain. Those with higher levels of need are both more likely to reoffend and, although offenders tend to have higher needs than the general population, they can also face greater barriers to accessing support.²¹

Who's affected

As of March 2017, the local Community Rehabilitation Company (CRC) caseload of 860 offenders was 88% male, 32% in their twenties and 31% in their thirties. The National Probation Service have in the region of 400 higher risk offenders on their caseload locally.

²¹ National Partnership Agreement between the National Offender Management Service, NHS England and Public Health England for the co-commissioning and delivery of health care services in prisons in England 2015/16

²² Farrington, DP et al. Family factors in the intergenerational transmission of offending. *Criminal Behaviour and Mental Health*, 19: 109–124. 2009

²³ Ministry of Justice and Department for Children, Schools & Families. *Reducing Re-offending: Supporting families, creating better futures*. 2009

National research has found that male offenders have higher levels of alcohol problems while females have higher levels of mental health and relationship problems. Locally, the needs of male offenders are, on average, slightly higher than their female counterparts across most of the domains on the CRC's (Community Rehabilitation Company) OASYS assessment of needs linked to offending²⁴, but females have slightly higher needs around relationships and emotional wellbeing. Additional areas of need for those who have experienced sexual or domestic violence/abuse, or who have been involved in prostitution may be more frequent in women.

Our plans

Through our National Probation Service, Community Rehabilitation Company and Youth Offending Service, we will provide both a risk management and behaviour change focus to rehabilitate offenders. Offenders under the management of these services will have robust orders and licences in place that aim to reduce the risk of harm they pose to others and further offending.

However, the long term ambition of these services is focused on behaviour change and rehabilitation. This will be achieved by holistic support to meet the needs of offenders through partnership working, including with offenders themselves.

We will continue to strengthen Integrated Offender Management arrangements, bringing all offenders into scope, but focusing on those who are more problematic and persistent. This will help offenders to adopt more positive lifestyles and become reintegrated into communities. We will seek the involvement of a broad range of agencies

in supporting the IOM model and governing meetings in order to create firm risk management plans to reduce further offending.

We will also work proactively with our young people to divert them away from criminality and to prevent them entering the criminal justice system.

Restorative justice principles and practices will permeate through our work to reduce offending.

²⁴ The OASYS criminogenic needs assessment has 10 domains. These are: accommodation; education, training and employment; finance; relationships; lifestyle & associates; drugs; alcohol; emotional wellbeing; thinking & behaviour; and attitudes



Community collaboration and resilience

Our aims:

Cohesive communities which are resistant to crime, disorder and exploitation

Communities with the confidence and knowledge to support those who are most vulnerable

What we want to achieve

- Cohesive local communities who are resilient and supportive of each other when there are challenges from international, national or local events
- Confident local communities (often demonstrated through the presence of Local Action Teams) that are able to recognise when those in their midst are being abused, harassed or exploited
- Communities who are willing to work with the statutory sector to support vulnerable people and to address other community safety issues
- A city where new residents are welcome and migrants are well supported
- An inclusive city where all sections of the community have trust and confidence in the authorities to respond when local residents have been exploited or victimised.

Why this is a priority

Social and economic isolation provide opportunities for crime, abuse and exploitation to exist. Some of these crime types, for example those related to modern slavery, can have particularly severe impacts on victims. Sometimes victims of crime may feel they need to remain hidden from authorities.

Strong and inclusive communities, underpinned by shared values and based on mutual respect are more resilient and provide the conditions when our most vulnerable residents can be safeguarded.

A city in which all residents feel they are valued – including newcomers and residents who have lived in the city all their lives – increases residents' wellbeing and satisfaction, and creates a climate in which municipal measures are more effective. The *Review into Opportunity and Integration* by Dame Louise Casey published in December 2016 points to the importance of local authorities picking up and acting upon at an early stage signs that integration is breaking down.

Key facts

Other sections of this strategy give an idea of the anti-social behaviour, crime, and abuse occurring in the city.

Community networks can help create a positive environment which discourages crime and supports victims at all levels of severity.

The way we tackle modern slavery and the city's response to international migration are two areas where cohesive and confident communities can make an important difference.

Modern Slavery

Modern slavery is a serious crime which encompasses slavery, servitude, and forced or compulsory labour and human trafficking. The government estimates that there are 10,000-13,000 victims of modern slavery in the UK at any one time

but only a fraction of these cases come to light.

There is a lack of local information around the issue. Comparing the number of referrals to the National Referral Mechanism (NRM)²⁵ locally with those from other areas would tend to indicate that modern slavery is under-reported in the city and from the rest of Sussex.

Many victims of modern slavery are UK nationals but a majority are migrants.

Migration to Brighton & Hove

The latest available ONS estimates for 2015, estimate that there are 41,000 residents in Brighton & Hove who were born outside of the UK, which represents 15% of the population. Two out of five of these (39%, 16,000 people) were born in the European Union.

Our local population includes a number of refugee communities, particularly those from Arabic speaking countries in the Middle East and North Africa.

The city council is currently carrying out an in-depth needs assessment of the populations of international migrants in the city. This has an estimated publication date of autumn 2017 and will include information around community safety.

Serious and Organised Crime

Serious and organised crime is defined as 'Individuals, normally working together with others, with the intent and capability to commit serious crime on a continuing basis'. Serious and organised crime impacts across communities and is associated with, for example, drugs, fraud, acquisitive crime, child sexual exploitation and abuse, trafficking and immigration crime. The cost to society or

²⁵ The NRM is a framework for identifying victims of human trafficking or modern slavery and ensuring they receive the appropriate support.

Draft Community Safety and Crime Reduction Strategy 2017-20

serious and organised crime is estimated at many billions of pounds a year²⁶.

Who's affected

All residents of the city should benefit from this approach to community collaboration approach to community safety. However, those who may have the most to gain will be those who are most excluded and those who may not be free or able to access the support and services that they need.

Those most at risk of exploitation through modern slavery are adults and children who are already in vulnerable and precarious situations. These include, for example, rough sleepers, people with insecure immigration status, those with no access to housing and benefits, young people who are or have been in care, and so on.

Serious and organised crime impacts on all communities; it is particularly pertinent in relation to modern slavery and trafficking.

Our plans

Working within the principles of the city council's new *Community Collaboration Framework*, we want to maintain and build collaborative trusted partnerships with communities and the third sector to increase the reporting of crime to the authorities and to tackle community safety issues together.

Continuing to support the Local Actions Teams, Neighbourhood Watch and other forums in the city, we want to make residents aware of the signs and indicators of threats to the community from issues such as terrorism and extremism, as well as risks to individuals from perpetrators of abuse, exploitation and modern slavery. Alongside this we

will develop the 'professional curiosity' of frontline officers to develop intelligence and identify risk.

We will work to maintain the trust and confidence of communities of interest in the city through collaborating with forums and organisations representing their interests.

We want Brighton & Hove to maintain its status as a City of Sanctuary for those who have left their home countries because of persecution or war, continuing to participate in government schemes to bring refugees to the UK. We want international migrants, including refugees, to feel well-supported and able to play their full part in the economic and cultural life of the city. We will continue to broker and nurture close working relationships between the statutory sector and community initiatives seeking to support refugees and migrants through the Refugee & Migrant Forum, the Sanctuary on Sea group and other initiatives.

The Community Safety Partnership will contribute to regional working to manage serious and organised crime aligned to the national Serious and Organised Crime Strategy.

²⁶ Home Office Research Report 73 (2013), *Understanding organised crime: Estimating the scale and the social and economic costs*



Preventing terrorism and extremism

Our aims:

Prevent: Create long-term resilience to all forms of terrorism and extremism amongst individuals, institutions and communities; reduce harm and increase trust and confidence.

Challenging extremism: Create cohesive local communities that challenge extremism in all its forms, champion shared values, tackle social exclusion and promote equality.

Prevent

What we want to achieve

- Staff, partners and communities are better equipped to understand and challenge terrorisms and extremisms
- Individuals vulnerable to being drawn into terrorism and extremism are identified at an early stage and supported to reduce risk
- Vulnerable institutions are able to manage risks
- Key sectors and institutions are able to manage risks including those posed by extremist speakers, events, and groups
- Cohesive communities are resilient to the challenges posed by international, national and local critical incidents and where the risk of harm caused to individuals and communities is reduced

Why this is a priority

Prevent is a statutory duty and requires 'specified authorities' "to have due regard to the need to prevent people from being drawn into terrorism". The Channel Duty requires vulnerable individuals to be supported early before the risk of illegality occurs.

The threat to the UK from international terrorism remains 'severe, meaning that the threat of a terrorist attack is highly likely'. The UK faces diverse threats, including from terrorist organisations in Syria and Iraq, and the extreme right-wing in the UK. Social media is increasingly used to communicate, recruit and create fear. The risks of lone actor attacks have increased and their unpredictable nature makes prevention even more difficult.

Terrorist attacks not only cause loss of life and economic damage but they also fuel community tensions, damage public confidence and community cohesion. International and national incidents impact on inter-community relations locally. The far-right and Al-Qaida-inspired terrorist groups feed off one another in what is often referred to as the 'reciprocal radicalisation' effect. Unless the ideologies and the ideologue are challenged and recruitment to these groups stopped, the cycle of violence, criminality and hate incidents will continue with significant resource implications across partners and significant impact on the communities.

Key facts

Prevent, one of the four strands of CONTEST, the government's counter-terrorism strategy, aims to reduce the threat to the UK from terrorism and aims to 'stop people becoming terrorists or supporting terrorism'. The national Prevent Strategy (2011) has three main objectives:

1. Respond to the ideological challenge of terrorism and the threat faced from those who promote it;
2. Prevent people from being drawn into terrorism and ensure that they are given appropriate advice and support; and
3. Work with sectors and institutions where there are risks of radicalisation which we need to address.

The Prevent Strategy addresses all forms of terrorism, including the right-wing and the Al-Qaida-inspired and associated terrorisms, but prioritises these according to the threat they pose to our national security. Prevent also addresses some aspects of non-violent extremism that create an environment conducive to terrorism and can popularise views which terrorists exploit.

Risk of travel to the areas of conflict for men, women, and a small number of

families continues. Over 850 individuals of national security concern have travelled from the UK to Syria and Iraq to join in the conflict. In 2015, more than 150 attempted journeys to the conflict area were disrupted by the police and other partners nationally. Terrorist organisations use social media to expand their reach and influence. Following referrals from the Counter Terrorism Internet Referral Unit, social media providers removed over 55,000 pieces of illegal terrorist material in 2015. There is a reported rise in referrals to Channel programme attributable to increased awareness of risks and safeguarding responsibilities.

Who's affected

Analysis reveals that there is no single route to terrorism nor is there a simple profile of those who become involved. The decision of an individual to become involved in extremist activities may reflect a complex interplay of the following causes: exposure to an ideology that seems to sanction violence; exposure to people who persuasively articulate that ideology and then relate it to an individual's life circumstances; and driven by vulnerabilities in people which make them susceptible to a message of violence.

Reported Islamophobic and anti-Semitic incidents have increased in 2016. Due to the global political situation, media representation, and an increase in far right activities, communities report an increase in Islamophobia and other prejudices. Austerity and financial uncertainty following the referendum on the UK's membership in the EU may have a differential impact on communities and may give rise to further grievances that may be exploited by extremist or terrorist groups.

Our plans

We will continue to build on the existing best practice in coordinating Prevent

delivery locally, our successful engagement with diverse communities and partners, and ensure that Prevent work is mainstreamed across partners in the city.

Jointly with police, key partners and communities we will regularly identify levels of risks, vulnerabilities, and threat to direct local work strategically and develop our action plan to be flexible and responsive to tackle specific risks and emerging threats including community tensions.

We will support individuals vulnerable to being drawn into terrorist related activities including through the multi-agency Channel programme, and develop effective interventions to reduce risks. We will continue to raise awareness of diverse ideologies, groups and risks amongst staff and communities to strengthen their capabilities, increase their confidence to challenge ideologies and counter terrorist narratives, and to support individuals appropriately.

We will support vulnerable institutions to build their resilience. Through improved communications of Prevent work and its impact, we will improve trust and confidence amongst partners and communities.

Building partnerships to challenge extremism

What we want to achieve

- Individuals, groups and partnerships are confident to challenge all forms of extremism and actively promote our shared/city values
- Active, vibrant and well-governed community groups and civil society that work collaboratively with each other and statutory sector to protect people from harm caused by extremism

Draft Community Safety and Crime Reduction Strategy 2017-20

- Cohesive local communities are resilient to the divisive narratives and agendas of extremism.
- People are protected from harm caused by extremism

Why this is a priority

The harm resulting from unchecked extremist ideas and groups is seen not only in the rise of hate incidents but also in the promotion of hatred, intolerance, discrimination and violence. Where extremism takes root and our shared values are undermined, it creates social isolation, exclusion and divisions amongst communities, fuelling tensions and adversely impacting on inter-community relations. Marginalised and excluded groups' equality of access to mainstream services and opportunities to improve quality of life and wellbeing are adversely impacted. The most damaging effect is seen if these prejudices and divisions become normalised.

Individuals or groups may become vulnerable to the divisive narratives and recruited into extremist causes and activities. The far right and Al-Qaida-inspired terrorist groups feed off one another in what is often referred to as the 'reciprocal radicalisation' effect. Unless the ideologies and the ideologue are challenged and recruitment to these groups stopped, the cycle of violence, criminality and hate incidents will continue. This will have important resource implications across partners and a significant impact on the communities.

Strong and inclusive communities underpinned by shared values are less vulnerable to crime, disorder and improve our resilience to extremism and terrorism.

Key facts

The Counter-Extremism Strategy, published on 19th October 2015, sets out the government's comprehensive approach to tackling extremism in all its

forms – both violent and non-violent – to protect people from harm caused by extremism.

Extremism is defined as 'vocal or active opposition to fundamental values, including democracy, the rule of law, individual liberty and the mutual respect and tolerance of different faiths and beliefs. We also regard calls for the death of members of our armed forces as extremist'.

The counter-extremism strategy is distinct but complimentary to the 'Prevent Strategy' and work programme. It extends the government's capabilities to tackle non-violent forms of extremism often promoted through multi-channel platforms such as online, broadcast and social media. The strategy seeks to address root causes by tackling social exclusion, marginalisation, and divisions that can help provide fertile ground for extremist messages to take root, and aims to build more cohesive communities. In this new approach working in partnership with communities and civil society we will positively promote our shared values, cohesion, and equality.

Who's affected

Recorded hate crimes, particularly, specific types, such as anti-Semitic and Islamophobic hate crimes has seen an increase nationally. Academic evidence suggests that a large proportion of hate crimes are related to extremism.

It has the potential to not only manifest itself in physical attacks on people and places, but to isolate individuals and create a breakdown in relationships between communities.

Our plans

At the centre of this strategy is an intention to work in partnership with others. The policy framework places communities and civil society at the heart of delivering this work locally within a multi-agency environment.

Jointly with our communities and partners, we will identify community tensions and the local extremist threat that undermines cohesion in the city, and develop an action plan that strategically responds to emerging risks and reduces harm within an approach of working collaboratively and empowering individuals and communities.

We will identify and build relationships to further develop this local network of individuals, groups and civil society in the city that offers a credible and mainstream challenge to counter extremism and promotes cohesion and equality.

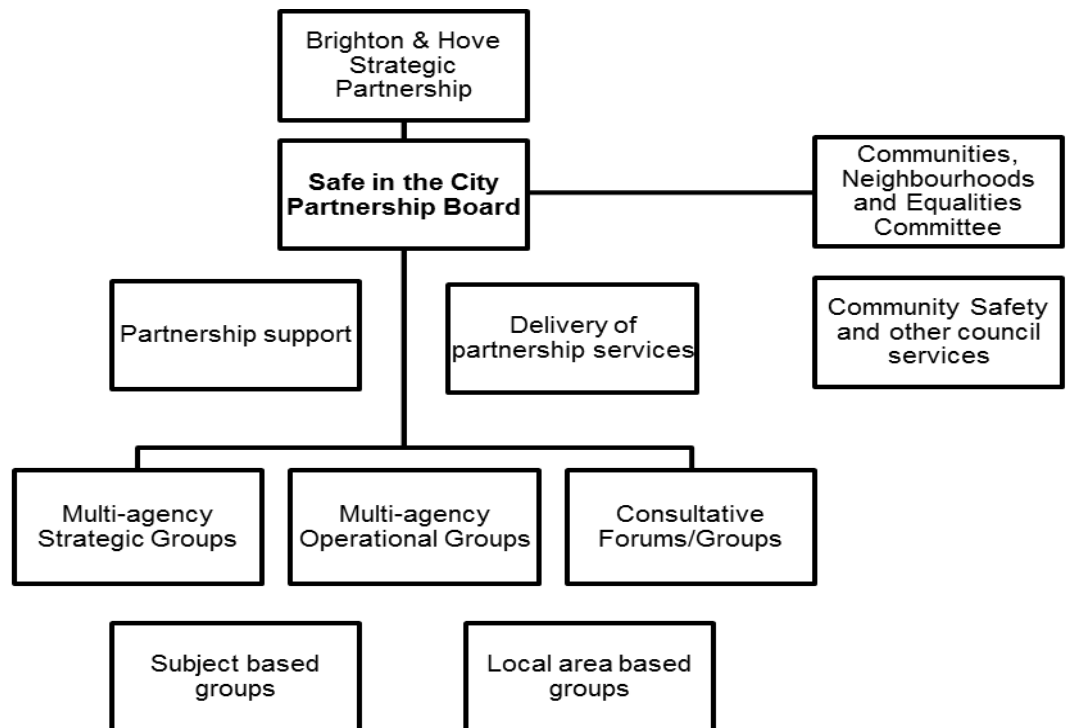
Our local response will promote trust and confidence in communities in relation to challenging extremist and intolerant views, strengthen community resilience to all forms of extremism, promote community cohesion, and the city values.

Great care is needed to achieve a balance between maintaining freedoms and addressing the serious problem of extremism. The challenge ahead is to mitigate the impact these narratives have on social cohesion. Transparency, honesty and collaboration are critical to the success of measures to prevent extremism.

Appendix 1. About the Partnership

The Crime and Disorder Act 1998 specifies that community safety strategies must be delivered by Community Safety Partnerships. The 'responsible authorities' who are required by legislation to participate in our 'Safe in the City Partnership' are the local authority, police, probation, health, and fire and rescue services. However, many other partners from the statutory, community/voluntary and business sectors, including the Police and Crime Commissioner are fully involved in the Partnership's work. Local residents also play a key role.

The diagram shows the structure of the Safe in the City Partnership. The Safe in the City Partnership Board has overall responsibility for the work of the Partnership, while the individual priority areas within this strategy are supported by multi-agency working groups made up of specialists in the relevant area. In some areas there are also dedicated staff to drive forward the work.



A network of Local Action Teams cover the city and these are an important part of the Partnership. These involve residents, local businesses and agencies working together and they provide a key route through which community safety issues for local neighbourhoods are taken forward. LATs meet together via the LAT Forum where issues of common concern can be discussed and ideas shared.

The Safe in the City Partnership links with the democratic process through the Neighbourhoods and Equalities Committee. Integrated working with the Sussex Police and Crime Commissioner is being achieved through having regard to each other's priorities and providing mutual support for delivery.

There is more information about the Partnership and its work on our website www.safeinthecity.info

If you would like to provide any feedback on this document, you can do so

by email: community.safety@brighton-hove.gov.uk

or in writing to:

Safe in the City Partnership
c/o Partnership Community Safety Team
Brighton & Hove City Council
Basement, Hove Town Hall
Hove BN3 3BQ

tel: (01273) 291103/291099

www.safeinthecity.info

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