

Brighton & Hove

# Strategic Assessment of Crime and Community Safety 2016

**Safe in the city**

Brighton & Hove Community Safety Partnership



Brighton & Hove  
**Strategic Assessment of Crime and Community Safety,  
2016**

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## 1. INTRODUCTION

### 1.1 Purpose of the Strategic Assessment

This Strategic Assessment is prepared for the Brighton & Hove Safe in the City Partnership. Its purposes are:

- To provide an analytical basis for the Community Safety and Crime Reduction Strategy 2017-20.
- To enable the Safe in the City Partnership to be more responsive to changing situations so that the direction of strategic work remains focused on matters that are of the most importance.
- To provide a resource to inform other relevant work in the city.

### 1.2 Current landscape

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 and possibly altered perceptions around people's feelings of their own financial security.

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 includes 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 was held in March 2015 under the city-wide Brighton & Hove Connected banner to think about new approaches in the context of budget reductions and service reorganisations. Proposals for taking community safety work forward were made 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. A report on this event is available at Appendix 1 on page 71.

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.

### 1.3 Our approach to this Strategic Assessment

Since the Crime and Disorder Act in 1998 there has been a statutory obligation for Community Safety Partnerships to provide evidence-based strategies for their local authority area. Since 2007 (under the Police and Justice Act 2006) the requirement is to produce three-yearly strategies and to refresh these on an annual basis, backed up by the production of annual strategic assessments. April 2017 will mark the beginning of a new three year strategy period 2017-20.

Since 2013 we have adopted an approach of undertaking a more detailed review of the crime and community safety picture in the city every three years, prior to the 'resetting' of the new three year Community Safety Strategy. In the intervening two years we have taken stock of progress and 'refreshed' the Strategy in response to any locally or nationally changing context for the next year.

This 2016 Strategic Assessment involves a more detailed review and is being undertaken in preparation for the 2017-20 Strategy. We have chosen to structure our work on this occasion in terms of crime areas. Within each area we look at:

- national and local context;
- contributory factors;
- scale of the problem and trends
- the impact on those who are affected
- perpetrators and criminal justice response

We then give consideration to:

- whether the problems as described warrant prioritisation in the forthcoming Strategy, and, if so
- what outcomes do we wish to achieve
- what approaches are recommended to achieve these outcomes

The Community Safety and Crime Reduction Strategy 2017-20 and accompanying action plans will then be drafted in view of the above information.

The production of this document has been carried out by subject lead officers and analysts/researchers in the community safety and public health teams at Brighton & Hove City Council. Multi-agency working and strategy groups who oversee and guide the partnership's work will be given opportunities to input to the findings and develop the recommendations for the Strategy. In particular, a consultation event involving members of the Safe in the City Partnership Board and representatives of local communities will be held in November 2016 to facilitate the prioritisation of the partnership's work over the next three years.

### 1.4 Data sources and issues

A wide range of information sources from across the Partnership and elsewhere has been drawn upon for this strategic assessment. Analysis for most strategic areas has focused on data from 2015/16, as this is the most recent complete financial year, but this may vary in some cases. The general principle has been to look in detail at recent data, but also to set it in the context of more historical information. The time period to which data refer should be specified in each instance.

The main qualification necessary, especially around police data, concerns the impact of levels of, and changes in, reporting and recording of data. Considerations around reporting levels are particularly relevant for hate crimes, domestic violence and sexual violence and abuse, but also affect many other crime types to varying extents. For example, national data<sup>1</sup> show that 95% of thefts of motor vehicles and 82% of burglaries of dwellings with loss are reported to the police, or come to their attention through another route. The percentage drops significantly when

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<sup>1</sup> ONS (2016) Crime in England and Wales year ending Jun 2016: Annual trend and demographic tables.

looking at vandalism, or theft from person offences, where around a third of all offences are reported to the police. Just over half of all violent crimes are reported, although the proportion is higher for more serious violent offences.

In response to a national effort to improve the quality of police recorded crime data, which currently does not meet national standards as set by the Office for National Statistics, police recorded crime data nationally has been subject to a HMIC Data Integrity inspection carried out in 2013/14 and there have also been follow up inspections. The response of local police forces to these inspections has affected the recording of violent and sexual offences in particular. This is discussed more in Section 3.2.

The combination of under-reporting and under-recording of crime is an issue that we always need to remain aware of. If there is a lack of robust recorded data, there is a risk that the general public may be more inclined to generate their own conclusions around crime trends based on their own perceptions or those of others.

Another point of note in respect of police data is that it has not been possible to obtain data on how many crimes are happening to victims who have been a victim before. The effect of being subject to crimes on a recurring basis can deepen the impact on the victim, but it has not been possible to analyse information on repeat victimisation at a local level.

### **1.5 Structure of the report**

This document first considers in Section 2 the demographic make-up of the population of Brighton & Hove where this is relevant to the community safety needs of the city, and looks at local social and economic indicators. Section 3 takes an overview of crime and disorder, enabling the relative extent of different problems to be visualised. This section summarises recent changes to crime levels, the nature and scale of anti-social behaviour, and provides some information about issues in local neighbourhoods.

Sections 5 to 10 provide the main analytical content for each subject area examined in this strategic assessment. Each subject under consideration ends with conclusions and recommendations to inform the 2017-20 Strategy.

## 2. LOCAL CONTEXT AND DEMOGRAPHIC PICTURE

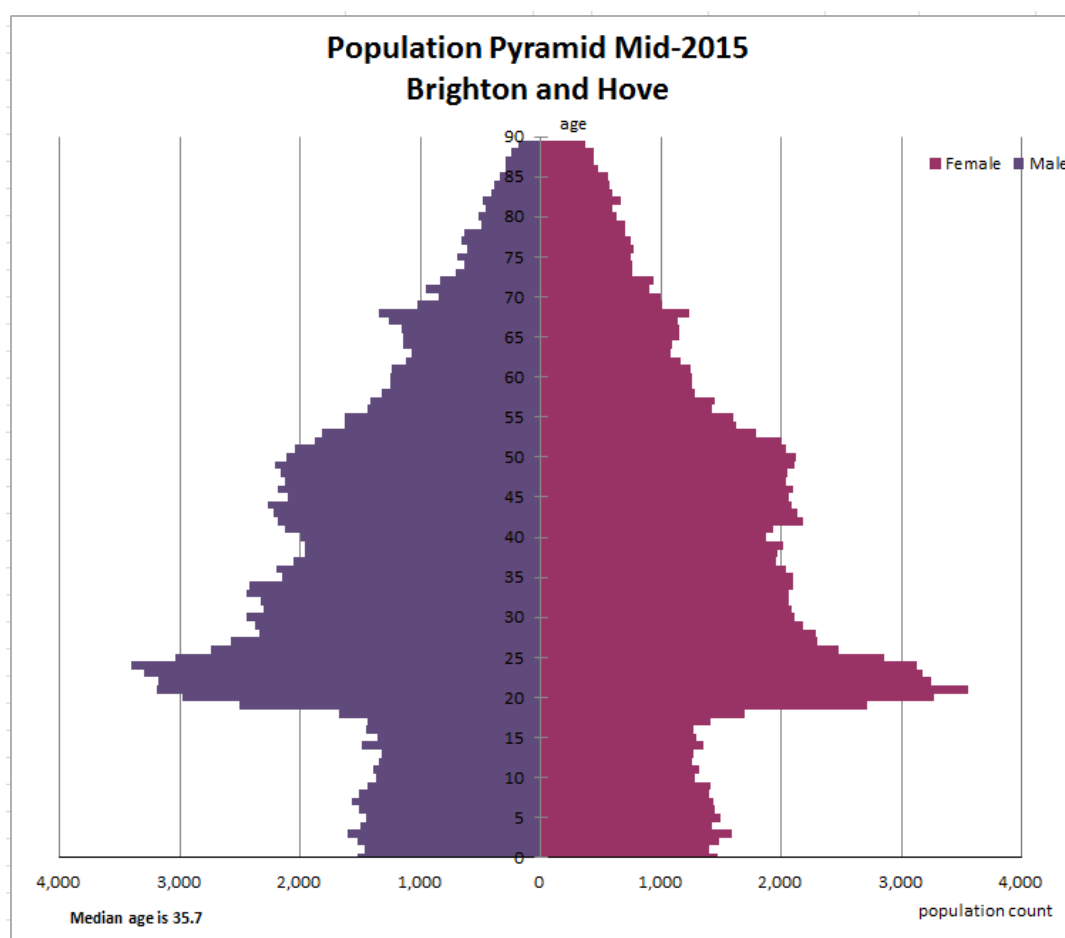
### 2.1 The local population

Brighton and Hove's population is growing. The 2015 ONS mid-year estimates (MYE) show the population of Brighton & Hove to be 285,300, a 2.6% increase from the 2014 MYE estimate.<sup>2</sup> The population is predicted to be 289,100 in 2017 and 294,900 in 2020, a predicted increase of 2% during the lifetime of the strategy.<sup>3</sup>

#### Age and gender:

Brighton & Hove has an even population split by gender with 50% (141,990 people) of the population being female and 50% (143,286 people) male (Figure 1).

Figure 1. Population pyramid, Brighton & Hove, 2015



Source: ONS 2015 Mid-year population estimates

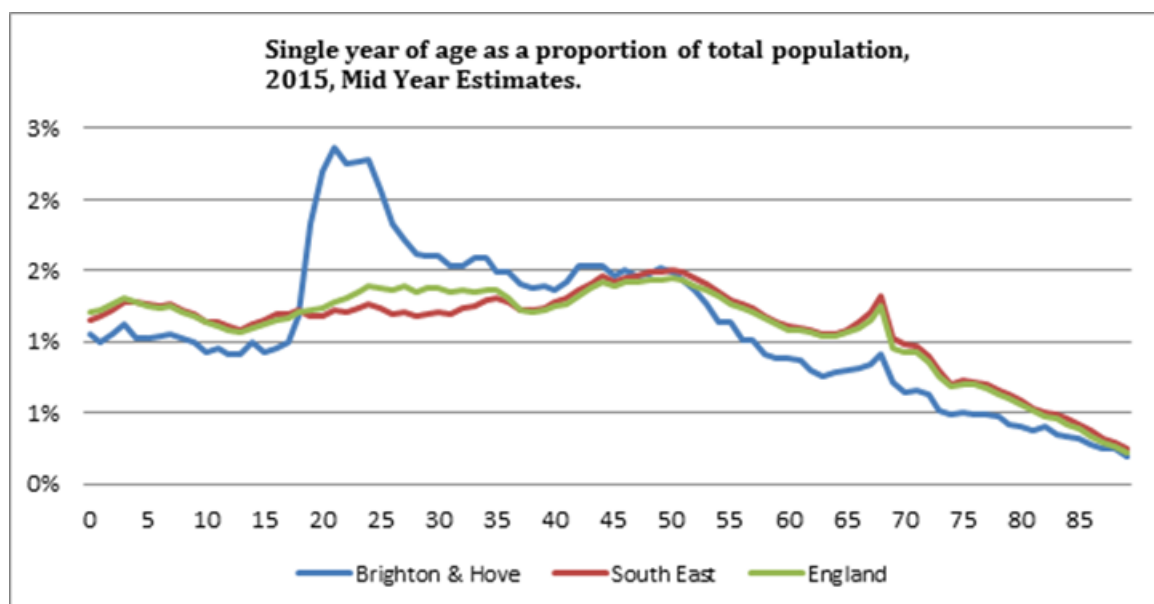
Brighton and Hove's age structure is different to that seen in the South East and England as shown in Figure 2. In Brighton & Hove 16% of the population are aged 0-15 years, 71% aged 16-64 years and 13% aged 65 years or over. This compares to the South East (19%, 62% and 19%) and England (19%, 63%, 19%). So whilst there is a lower proportion of children in the city, there is also a lower proportion of older people.

<sup>2</sup> ONS Population Estimates for the UK. Accessible at: <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/populationestimatesforukenglandandwalesscotlandandnorthernireland>

<sup>3</sup> ONS 2014-based National Population Projections. Accessible at: <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/datasets/2014basednationalpopulationprojectionstableofcontents>



Figure 2.



The resident population of the city is predicted to increase to 305,900 by 2026, a 6.7% increase compared to 2016 (an increase of 19,100 people). This is lower than the predicted increases for the South East (7.9%) and England (7.1%).

The city's population is predicted to get older with the greatest projected increase (37%, 9,300 extra people) seen in the 55-64 year age group. The population of people aged over 70 is also predicted to increase by 21% (5,500 people) including those aged 90 or older (500 people, 21%). People aged 20 to 29 are predicted to fall by 3% (1,600 people).

There is a younger age structure for men in the city. The proportion of male to female residents remains at around plus or minus 5% until around the age of 80 and thereafter the gap widens until for residents aged 90+ there are 1,681 females (71%), two and a half times the number of males (691 people, 29%).

By 2024 the number of males (155,137 people, 51%) is predicted to be higher than the number of females (148,394 people, 49%). The largest increase in the male population compared to the female population is predicted to be in the age groups 26 to 40 and 74 and older. Males aged 26 to 40 are predicted to increase by 4,801 people (14%) compared to females 760 people (2%). Males aged 74 and over are predicted to increasing by 2,743 people (34%) compared to females by 1,570 people (13%), with males aged 90 or over set to double (342 people, 51%) compared to an increase of just 86 females (5%).

### **Migration:**

The city is a destination for migrants from outside the UK. The latest Office for National Statistics figures (for 2015) show that 41,000 residents (15% of the city's population) were born outside the UK, higher than the South East (12%) but similar to England (15%). The city's migrant population has increased by 12,000 (41%) compared to 2005. In 2005 there were 29,000 people resident who were born outside the UK, which was 12% of all residents in the city at that time.<sup>4</sup>

Over a third of the 41,000 people who have migrated to the city are from EU countries (39%, 16,000 people). More than four out of five (81%, 13,000 people) EU migrants are from member

<sup>4</sup> ONS, population of the UK by County of Birth and Nationality. Available at <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/internationalmigration/datasets/populationoftheunitedkingdombycountryofbirthandnationality>

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countries who joined before 2004. This is much higher than the average for England (47%) and the South East (53%).

Three out of five migrants in the city (61%, 25,000 people) are from outside the EU, including 11,000 people from Asia (27% of all non-UK migrants) and 3,000 from Sub-Saharan Africa.

For the year ending June 2015 there were estimated to be 6,700 migrants to the city from outside of the UK, and 2,500 people leaving the city to go outside of the UK – a net inward international migration of 4,200 people. The net international inward migration figure is 17% (600 people) higher than the figure seen for the year ending June 2014. For the year ending June 2015, 19,200 people moved to Brighton & Hove from elsewhere in the UK and 20,000 moved from Brighton & Hove to another part of the UK. So the net effect of internal migration is 800 fewer people in that year.<sup>5</sup>

### **Ethnicity:**

The city's Black & Minority Ethnic<sup>6</sup> (BME) population is increasing. The proportion of BME residents in the city increased significantly between 2001 and 2011 and is likely to have increased further since the last census. According to the 2011 census a fifth of the population (19.5%, 53,351 people) were BME compared to just 12% in 2001. This proportion is similar to England (20.2%) but significantly higher than the South East (14.8%). The largest ethnic group within this is White Other, which make up 37% of the BME group. The non-white ethnic population make up 11% of the total population, of which the largest group is Asian/ Asian British, which account for 21% of the BME population, followed by the mixed/ multiple ethnic group, which accounts for a further 20% of the BME population.<sup>7</sup> Brighton and Hove has a higher than average proportion of residents who class themselves as Other White (7.1 per cent compared to 4.6 per cent nationally and 4.4 per cent in the South East), as well as a higher than average proportion of residents of Mixed or multiple ethnicity (3.8 per cent compared to 2.3 per cent nationally and 1.9 per cent in the South East). We also have a higher than average proportion of Arabs (0.8 per cent of the population compared to 0.4 per cent nationally and 0.2 per cent in the South East). We have fewer than average Asian or Asian British residents, and Black or Black British Residents.

There is no definitive data on the number of Gypsies and Travellers in Brighton & Hove. In the 2011 census there were 198 Gypsy/ Travellers/ Irish Travellers recorded locally. The 2012 Gypsy and Traveller Needs Assessment reported that there were 60 caravans in the city recorded through a national Caravan Count. It is estimated that 146 Travellers in 46 households were living in these caravans<sup>8</sup>.

### **Students:**

There had been a sustained increase in the numbers of students at our two main universities, from around 26,000 in 1995/96 to 35,205 in 2011/12. However, since 2011/12 there has been a small but gradual decrease in the total student numbers at the two universities to 34,220 in 2014/15, a fall of 985 students between 2011/12 and 2014/15, or 2.8%.<sup>9</sup>

The number of short term students in the city is the second highest of any local authority in England. For the year ending June 2014, there were an estimated 3,100 short term (3 to 12

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<sup>5</sup> ONS Population analysis Tool 2015. Available at <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/populationestimatesanalysisistool>

<sup>6</sup> Black & Minority Ethnic (BME) is defined as all ethnic groups other than White English / Welsh / Scottish / Northern Irish / British.

<sup>7</sup> ONS 2011 UK Population Census, table KS201EW available at [https://www.nomisweb.co.uk/census/2011/data\\_finder](https://www.nomisweb.co.uk/census/2011/data_finder)

<sup>8</sup> NHS Brighton & Hove, 'Gypsy and Traveller Rapid Health Needs Assessment', 2012

<sup>9</sup> Table 3 HE enrolment by provider, available at <https://www.hesa.ac.uk/stats>

month) international migrants studying in the city.<sup>10</sup> This is an increase of 1,200 people (64%) compared to June 2013 and 1,900 people (169%) compared to 2009.<sup>11</sup>

### **Visitors:**

Brighton & Hove is a popular visitor destination. An estimated 11.5 million trips to Brighton & Hove were made by day visitors or those staying one night or longer in 2014<sup>12</sup>. This is an increase of about half a million on the estimate for 2013. Total expenditure by visitors to the city in 2014 was estimated to be £873 million.

### **LGBT residents:**

It is estimated that lesbian, gay and bisexual (LGB) residents make up 11% to 15% of the Brighton and Hove's population aged 16 years or more. This estimate draws on information collected via large scale surveys and audits conducted over the last ten years (including Count Me In Too). Using ONS 2015 mid-year population estimates this is between 26,400 and 34,900 LGB residents. The average of these two percentages would mean there are around 32,100 lesbian, gay and bisexual residents in the city. It is estimated that there are 2,760 trans adults living in Brighton & Hove, however, the true figure is likely to be bigger than this<sup>13</sup>.

### **Residents with disabilities and carers:**

In 2015 there were an estimated 5,500 people aged over 18 with a learning disability, 17,400 people aged 18 to 64 with a moderate or severe physical disability and 30,900 people aged 18-64 years with a common mental disorder<sup>14</sup>.

For more than one in twenty residents (20,445 people, 7.5%) their day to day activities are 'limited a lot'. For a further 24,124 residents (8.8%) their day to day activity is 'limited a little'. This is similar to the proportions found in the South East and England.<sup>15</sup>

Nearly one in ten of the city's residents (23,987 people, 8.8%) provide unpaid care to a family member, friend or neighbour who has either a long-term illness or disability or problems related to old age. This is slightly lower compared to the South East (9.8%) and England (10.2%).<sup>16</sup>

### **Armed Forces**

It is estimated that in 2015 there were around 11,750 military veterans in the city. The number of ex-service personnel in the city is projected to fall by 29.7% over the next decade, to around 8,260 by 2025.<sup>17</sup> In the medium term, the profile of veterans will change. There will be more very elderly (85+) veterans, people who served in WWII and National Service, an increase in the proportion of younger veterans, and a large reduction of veterans aged 65-74 years. For younger veterans, long-term illness or disability and mental health issues are expected to remain the most prevalent health concerns<sup>18</sup>.

<sup>10</sup> ONS, Short Term International Migration, estimates from the International Passenger Survey 2008 – 2014. Available at

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/internationalmigration/bulletins/shorterminternationalmigrationannualreport/mid2014estimates/relateddata>

<sup>11</sup> 'ONS Short-term international migration 07', available at

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/internationalmigration/datasets/shorttermmigrationestimatesforenglandandwalesstim07/inflowsbylocalauthoritybymainreasonformigration>

<sup>12</sup> Tourism South East Research Unit, *The economic impact of tourism, Brighton & Hove, 2014*.

<sup>13</sup> Brighton and Hove Trans Needs Assessment 2015

<sup>14</sup> Projecting Adult Needs and Service Information (PANSI), 2014. <http://www.pansi.org.uk/>

<sup>15</sup> ONS 2011 UK Population Census, table KS301EW. Available at [https://www.nomisweb.co.uk/census/2011/data\\_finder](https://www.nomisweb.co.uk/census/2011/data_finder)

<sup>16</sup> ONS 2011 UK population Census, table Available at [https://www.nomisweb.co.uk/census/2011/data\\_finder](https://www.nomisweb.co.uk/census/2011/data_finder)

<sup>17</sup> Estimates extrapolated from Woodhead et al figures (2007) projecting a 29.7% fall in the number of veterans from 2017 to 2027 applied to locally calculated estimates of veterans based upon the Office for National Statistics Annual Population Survey estimates for 2014 and Brighton & Hove Mid-Year Estimates for 2015.

<sup>18</sup> BHCC, 'Ex-Service Personnel: Joint Strategic Needs Assessment Summary', 2016

### **Children in Need<sup>19</sup>**

Brighton & Hove's rate of referrals, assessments and initial child protection conferences in 2014/15 was above the England average and the average of our statistical<sup>20</sup> and contextual neighbours.<sup>21,22</sup> Whilst most young people in care say that their experiences are good<sup>23</sup>, evidence indicates children and young people who are looked after are much more likely to be unemployed, involved in crime and identified as having a substance misuse problem.<sup>24</sup>

The number of children subject of a child protection plan fell from a peak of 423 in August 2015 to 361 in May 2016; a 15% decrease. However, our rate per 10,000 (70.8) remains higher than the 2014/15 national average (42.9), the statistical neighbour average (42.1) and contextual neighbour average (57.9). The number of children looked after (CLA) fell from 470 in May 2015 to 437 in May 2016; a 7% decrease.

There are significant issues around both alcohol and drugs misuse in Brighton & Hove and local prevalence of mental illness continues to be generally higher than England. In 2014/15 the Department for Education published data showing that Brighton & Hove had twice the percentage of Child Protection Plan episodes with mental health identified (65.4% compared to 32.5% nationally). Over half (52.6%) of episodes had domestic violence recorded compared to 48.2% nationally.<sup>25</sup>

## **2.2 Local social and economic indicators**

**English Indices of Deprivation 2015:** The Indices of Deprivation 2015 identifies small areas of deprivation using seven distinct domains of deprivation including a crime domain<sup>26</sup>. A composite of the seven domains (the Index of Multiple deprivation, or IMD) gives us an overall picture of the distribution of deprivation across the city, as well as telling us how the city is performing in terms of deprivation compared with other local authorities.<sup>27</sup>

Figure 3 shows the IMD score by Lower Super Output Areas (small geographical areas with an average population of 1,500 people). The map shows that deprivation is distributed across the whole of the city but is more concentrated in some areas than others. The highest concentration of deprivation is in the Whitehawk, Moulsecoomb, and Hollingbury areas of the city but also found around St. James's Street and Eastern Road. To the west of the city deprivation is more isolated but equally deprived and includes neighbourhoods around Downlands Drive, Hove station, Portslade Academy, the Knoll Estate, North Hangleton, Church Road in South Portslade and Ingram Crescent East and West. In Woodingdean there is one neighbourhood based

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<sup>19</sup> Information taken from: BHCC, 'Children in Need Joint Strategic Needs Assessment Summary', 2016

<sup>20</sup> Statistical Neighbours (SN) are ranked in order of statistical closeness, with the top SN being closest: Bournemouth, Bristol, Reading, Bath and North East Somerset, Sheffield, Portsmouth, York, Leeds, Bromley, Southend-on-Sea

<sup>21</sup> Contextual neighbours are our 10 nearest authorities in terms of contextual factors based on Public Health analysis of deprivation, alcohol, drugs and mental health. Doncaster, Redcar and Cleveland, Bournemouth, Lewisham, Halton, Haringey, Torbay, South Tyneside, Lambeth, North East Lincolnshire

<sup>22</sup> 2014-15 Children in need census

<sup>23</sup> Biehal, N. et al. (2014) [Keeping children safe: allegations concerning the abuse or neglect of children in care: final report](#). London: NSPCC

<sup>24</sup> NICE. Costing report: Promoting the quality of life of looked after children and young people; October 2010.

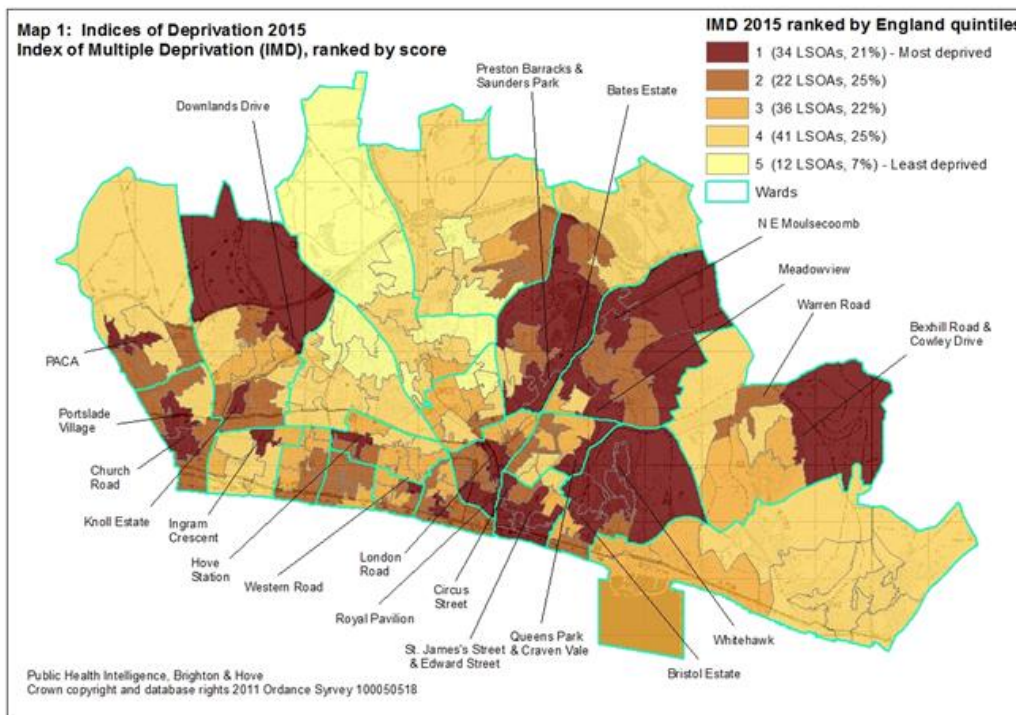
<sup>25</sup> These were factors identified at the end of assessment as a proportion of episodes assessed in the year and with assessment factors recorded.

<sup>26</sup> The seven domains of deprivation included in the IMD are: income deprivation, employment deprivation, education, skills and training deprivation, health deprivation and disability, crime, barriers to housing and services, and the living environment deprivation.

<sup>27</sup> Brighton & Hove IMD 2015 full briefing available at <http://www.bhconnected.org.uk/content/reports>

around Cowley Road and Bexhill Road. All these areas are in the 20 per cent most deprived in England.

**Figure 3: Index of Multiple Deprivation Score 2015 by Lower Super Output Area**



**Figure 4: Indices of Deprivation Crime domain Super Output Area**

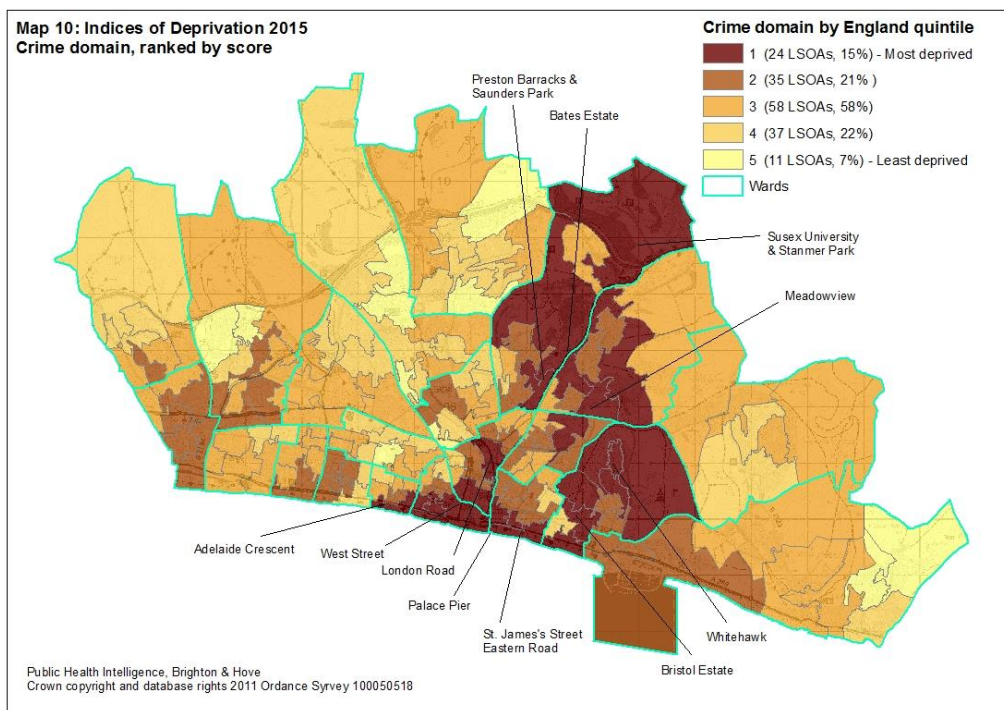


Figure 4 shows the crime domain from the 2015 Indices of Deprivation. The crime domain is a composite index made up of the crime rates for violence, burglary, theft and criminal damage. Of 326 authorities in England, Brighton & Hove is ranked 98 most deprived for crime meaning that we are ranked in the second quintile (31 per cent) of most deprived authorities in England for crime deprivation.

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The seafront LSOA to the west of the Palace Pier is ranked 15th most deprived LSOA in England. Another LSOA in East Brighton ward is ranked 72 most deprived in England. In total 13 LSOAs (8 per cent) are in the 10 per cent most deprived in England and 24 LSOAs (15 per cent) in the 20 per cent most deprived. Of the 13 LSOAs in the 10 per cent most deprived in England, four LSOAs are in East Brighton ward, three each in Queens Park and St. Peters & North Laine wards, two in Regency ward and one Hollingbury & Stanmer ward.

### **Education, training and employment:**

The percentage of 16-18 year olds who were not in education, training or employment (NEET) has been on a declining trend. A lack of education, training and employment is a risk factor for offending and perpetrating anti-social behaviour. At the end of 2015, 4.7% (350 people) of 16-18 in the city were classified as NEET compared to 11% at the end of 2006<sup>28</sup>

### **Unemployment rate and working age benefits:**

The unemployment rate is an important indicator as it highlights unused available labour, which impacts on the economic growth of the city. In 2015, there were estimated to be 8,900 unemployed people in the city. This is 5.8% of those who are economically active, a similar rate to that found nationally (5.2%) but higher than the South East (4.2%).<sup>29</sup>

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 number of people in the city claiming out of work benefits has fallen by 4,680 (18%) compared to November 2010 and by 590 (3%) compared to November 2014. The majority of the decrease since 2010 has been in the age group 16 to 44 (4,520 people).<sup>30</sup>

### **Housing and homelessness:**

At the time of the 2011 census Brighton & Hove had 126,827 homes and had the smallest average household size in the South East at 2.1 people. Our owner occupier rate is low at 53.3%, compared to 67.6% in the South East and 28.0% of households rent their home from a private landlord. 420 households became homeless in 2014/15, a decrease of 15% over the last three years (although it is still 14% above the 2009/10 low). The most common reasons for homelessness are loss of private rented housing (22%<sup>31</sup>) and eviction by parents, family or friends (14%).

In November 2015 snapshot data estimated that there were 78 people sleeping rough in Brighton & Hove on a single night<sup>32</sup>. 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 due to a number of factors, such as the draw of Brighton & Hove as a place to be, the impact of welfare reforms, and the high cost of the private rented sector in the city. The Homelessness Strategy 2014 – 2019 states that as rents in the private sector continue to rise at a higher rate than the Local Housing Allowance, it is expected low income working households may be increasingly unable to afford to rent privately. In addition, procuring temporary accommodation for those considered homeless and in priority need within Brighton & Hove is also increasingly difficult to achieve, with residents often housed outside of the city's boundaries<sup>33</sup>.

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<sup>28</sup> Department for Education, NEET data by local authority, 2015

<sup>29</sup> ONS, Brighton & Hove Labour market Profile Available at <https://www.nomisweb.co.uk/>

<sup>30</sup> Office for National Statistics. NOMIS site. Available at <https://www.nomisweb.co.uk/>

<sup>31</sup> Percentage excludes rent arrears (to 25% if including rent arrears)

<sup>32</sup> Brighton & Hove City Council, 'Brighton & Hove Rough Sleeping Strategy 2016', 2016

<sup>33</sup> Brighton & Hove City Council, 'Homelessness Strategy 2014 – 2019', 2014

### 3. CRIME AND DISORDER OVERVIEW

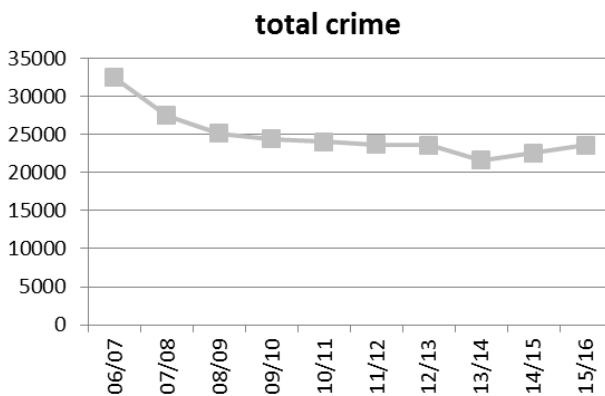
#### 3.1 How important is crime and community safety to local residents?

The Budget Consultation and Engagement Report 2014/15<sup>34</sup> provides information on what a random sample of local residents regarded as a priority for funding i) for themselves and ii) for the city. Thirteen areas for public funding were listed and public safety ranked as the third most important area identified as a high priority for respondents and their families, with 55% reporting that this was a high priority. Ranking first was public health (65%) and refuse/recycling (63%) ranked second. 57% of respondents believed that public safety was a high priority for the city, although the relative ranking on this measure was slightly lower (5<sup>th</sup>).

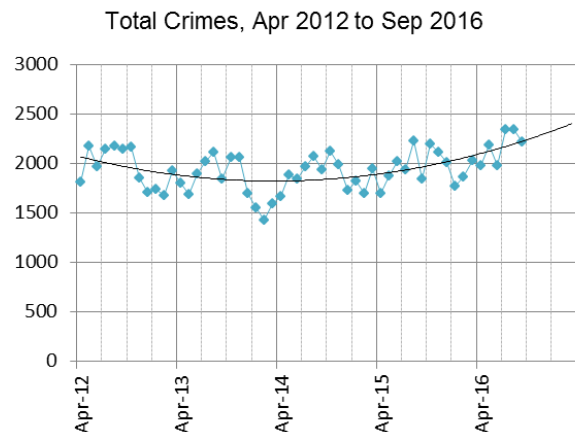
#### 3.2 Recorded crimes

##### Trend and patterns in police-recorded total crime

**Table 2**



**Table 1**



<sup>34</sup> [http://present.brighton-hove.gov.uk/Published/C00000689/M00005094/AI00043726/\\$20150206100431\\_007116\\_0029000\\_BudgetConsultati onappendix.docxA.ps.pdf](http://present.brighton-hove.gov.uk/Published/C00000689/M00005094/AI00043726/$20150206100431_007116_0029000_BudgetConsultati onappendix.docxA.ps.pdf)

## Strategic Assessment of Crime and Community Safety, 2016

Table 3 shows that there was a steep decline in total police recorded crime during 2007/08 (down 15%) and 2008/09 (down 10%) and numbers have continued to fall since then, but at a slowing rate up to 2012/13. 2013/14 saw a further 8% drop, but there was an increase in 2014/15 of 4.6%, a further increase of 4.5% in 2015/16 and the first half of 2016/17 has seen another increase of 12.4% compared with the same period of 2015/16.

The increase seen from 2014/15 onwards is likely to be linked to the increased recording of crimes by Sussex Police in response to the national HMIC inspection programme on data integrity which was undertaken during 2013/14 and the final report on findings which was produced in November 2014. This work had an impact on the recording of violent and sexual offences in particular. The effect was not seen suddenly as a 'stepped' increase, but it is understood that implementation of improvements has taken place over a period of time. As a result of these changes to recording practices, from recorded crime data it is not possible to know with any certainty what the underlying trend in the number of crimes taking place actually is.

	Total Crimes	% change	MSCSP <sup>35</sup> 12m rank out of 15; (1=best; 15=worst)
2006/07	32,495	-0.3	
2007/08	27,536	-15.3	
2008/09	25,146	-9.5	6
2009/10	24,421	-2.9	5
2010/11	24,052	-1.5	7
2011/12	23,668	-1.6	7
2012/13	23,602	-0.3	8
2013/14	21,616	-8.4	8
2014/15	22,615	+4.6	11
2015/16	23,622	+4.5%	10

The impact of the data integrity audit had effects on recorded crimes for many police forces and there has been a noticeable response seen in crime data recorded by Sussex Police. This is likely to have impacted on Brighton & Hove's position within our benchmarking group of 15 partnerships where our ranking has slipped from above average to below average, ranking 11 in 2014/15 and 10 in 2015/16. 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.<sup>36</sup>

A seasonal effect in total crime is noticeable with a peak in the summer and a trough during the winter months. This is likely to be linked both to the number of people in the city, the length of daylight hours and the proportion of the day spent by people outside. The considerable student population of about 34,000 (as noted in Section 2.1) from the city's two universities will be lower during university holidays, which could again influence seasonal crime patterns. In addition there are a large number of English language students on short term visits, particularly in the summer months. Crime numbers often reach their lowest level during the month of February assisted by the season as well as the fact that the month only has 28 or 29 days.

### Overview of changes for key crime groups

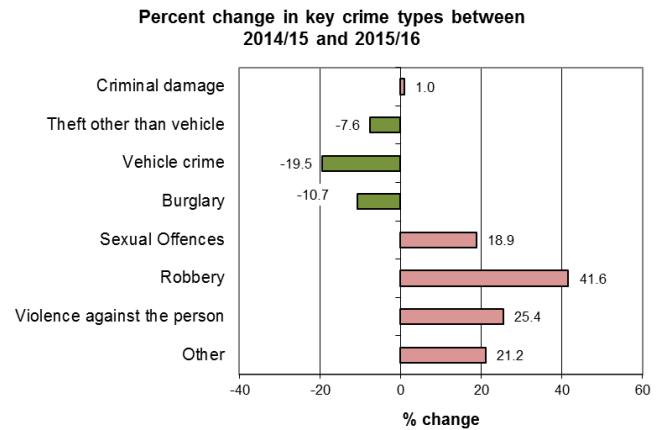
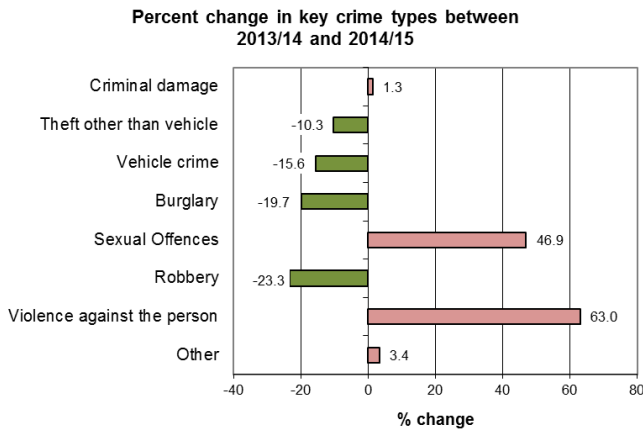
The first bar chart below shows the change between 2013/14 and 2014/15 and the second chart shows that between 2014/15 and 2015/16.

All acquisitive crime groups (vehicle crime, burglary and other thefts) have each shown a decrease in 2014/15 compared with 2013/14 and this decrease has continued into 2015/16.

<sup>35</sup> As at Jan 2016 our 'Most Similar Community Safety Partnerships' are: Bournemouth; Cambridge; Cheltenham; Eastbourne; Exeter;; LB Hillingdon; LB Hounslow; Oxford; Reading; Southampton; Southend-on-Sea; Trafford (Greater Manchester); Watford; and Worthing.

<sup>36</sup> <http://www.justiceinspectorates.gov.uk/hmic/publications/sussex-crime-data-integrity-inspection-2016/>





Criminal damage showed a slight increase in 2014/15 after steadily decreasing since 2006/07, and there was a further small increase in 2015/16.

Robbery decreased by 23% in 2014/15 compared with 2013/14 continuing a long term downwards trend, but has risen by 42% in 2015/16 (197 in 2014/15 rising to 279 in 2015/16). The recent increase relates to (more numerous) personal robberies, whereas business robberies have remained low.

There has been a significant increase in recorded crimes of violence against the person both in 2014/15 and to a lesser extent into 2015/16, associated with improved police recording processes mentioned above.

### Breakdown of police recorded crime

Table 6 shows a breakdown of total police recorded crime in Brighton & Hove in 2015/16. The largest category is violence against the person which makes up 33% of the total. Theft (excluding theft of or from vehicles) is the next most numerous crime group making up 31% of the total, and criminal damage comprises 12%.

The main change in this breakdown compared with one year ago is that the proportion of violence against the person offences has increased from 28% in 2014/15 to 33% (and the year before comprised 18%). This is principally believed to be linked to the local police response to the HMIC inspection on data integrity described in Section 5.2.

**Table 4  
Total crime breakdown, 2015/16  
(n=23,622)**

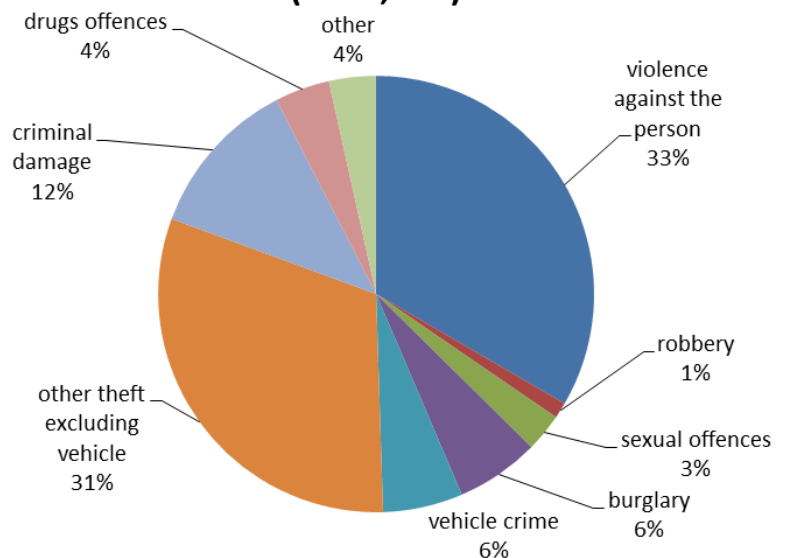


Table 5 provides further breakdowns of crimes within these overall headings for 2015/16 showing the type of crimes within these overall crime groups.

**Table 5: Breakdown of total police recorded crime by crime group and subgroup 2015/16**  
(2014/15 shown in brackets)

<b>Violence against the person</b>	<b>n</b>	<b>%</b>		<b>Burglary</b>	<b>n</b>	<b>%</b>
Serious violence + assault with injury	2632 (2355)	33.3		Burglary Dwelling	736 (885)	50.3
Common assault	2900 (2427)	36.8		Burglary Non-Dwelling	727 (753)	49.7
Harassment	653 (336)	8.3				
Other violence against the person	1698 (1164)	21.5				
<b>total</b>	<b>7883</b>			<b>total</b>	<b>1463</b>	

<b>Vehicle Crime</b>	<b>n</b>	<b>%</b>		<b>Theft (excl. vehicle)</b>	<b>n</b>	<b>%</b>
Theft of Vehicle	447 (430)	32.0		Theft from Person	716 (1045)	9.7
Theft from Vehicle	952 (1037)	68.0		Theft from Shop	2094 (2042)	28.5
				Pedal Cycle theft	695 (856)	9.5
				Other theft (excluding vehicle)	3842 (4009)	52.3
<b>total</b>	<b>1399</b>			<b>total</b>	<b>7347</b>	

<b>Drugs offences</b>	<b>n</b>	<b>%</b>		<b>Other</b>	<b>n</b>	<b>%</b>
Drug (Possession)	796 (796)	82.7		Sexual Offences	667 (561)	
Drug (Supply)	167 (152)	17.3		Robbery	279 (197)	
				Criminal Damage	2797 (2770)	
				Fraud & Forgery	200 (46)	
				Other	624	
<b>total</b>	<b>963</b>			<b>total</b>	<b>4567</b>	

### Crimes associated with digital or electronic devices ('cybercrime')

The depth to which computers and other digital and electronic devices have become integrated into most people's lives has opened up a new route through which crimes can be perpetrated, often internationally, and is a fast-growing area of crime affecting a lot of people<sup>37</sup>. The computer and the internet has become both a tool for committing crime and can also be a target of crime. Three key areas identified in the 2016 IOCTA report are, among many others, cyber attacks, child sexual exploitation and payment fraud.

Sussex Police launched a publicity campaign in March 2016 to raise awareness of potential risks and produced a cybercrime and digital evidence policy in April 2016 laying out their procedures around managing the various forms of these types of crime.

<sup>37</sup> IOCTA 2016 Internet Organised Crime Threat Assessment, Europol European Law Enforcement Agency.

## Costs of crime

Table 6. Estimated costs of a single crime<sup>38</sup>

	Offence category	Unit cost, 2015/16, £
<b>Domestic crimes</b>		
	Homicide	1,937,797
	Serious wounding	27,943
	Other wounding	10,686
	Common assault	1,911
	Sexual offences	40,453
	Personal robbery	9,593
	Burglary in a dwelling	4,260
	Theft – not vehicle	828
	Theft of vehicle	5,392
	Theft from vehicle	1,124
	Criminal damage	1,150
<b>Commercial crimes</b>		
	Commercial robbery	10,207
	Burglary other than dwelling	5,000
	Theft of vehicle	10,897
	Theft from vehicle	1,358
	Criminal damage	2,006
	Shoplifting	134

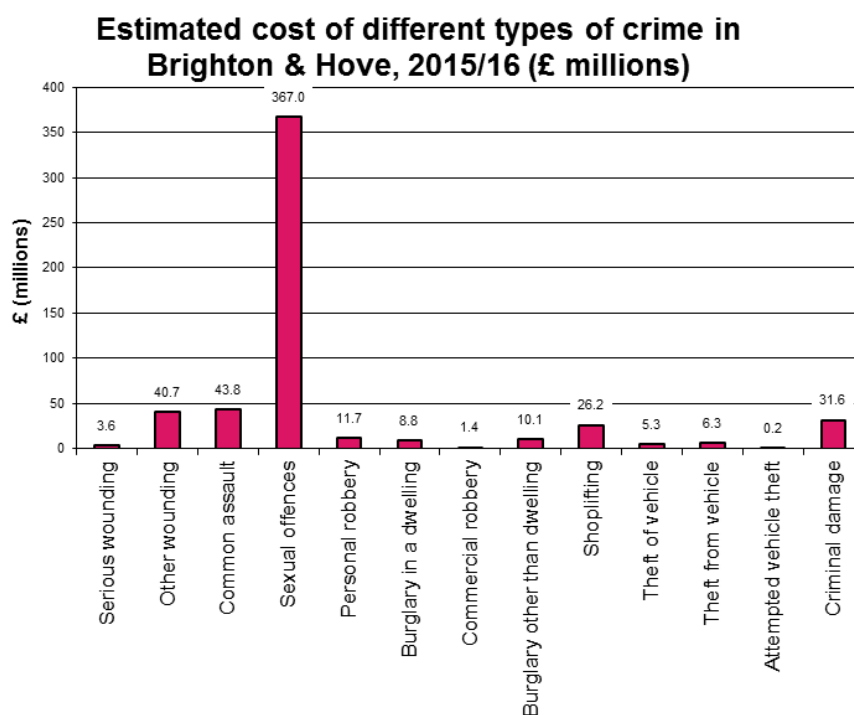
The financial impact of crime is significant. Costs of crime are calculated by a project funded by the Department for Communities and Local Government<sup>38</sup> and assigned according to whether they are costs (savings if prevented) to the public sector, to the local economy, or to society.

Table 6 shows the estimated costs in 2015 of different types of crime against individuals/households (domestic) and business (commercial).

Table 7 presents the estimated cost to Brighton & Hove in 2015/16 of a number of crime types. These calculations are made by scaling up the number of crimes recorded by the police according to estimated under-reporting rates.

Table 7

The estimated cost of sexual offences to the city by far exceeds that of the other crimes listed at £367m. The cost of serious and other wounding, and of common assault together totals £88m. Criminal damage costs an estimated £32m. The costs to the city of other crime types can be seen in the graph.



<sup>38</sup> New Economy Manchester, <http://neweconomymanchester.com/our-work/research-evaluation-cost-benefit-analysis/cost-benefit-analysis/unit-cost-database>

### 3.3 Anti-social behaviour

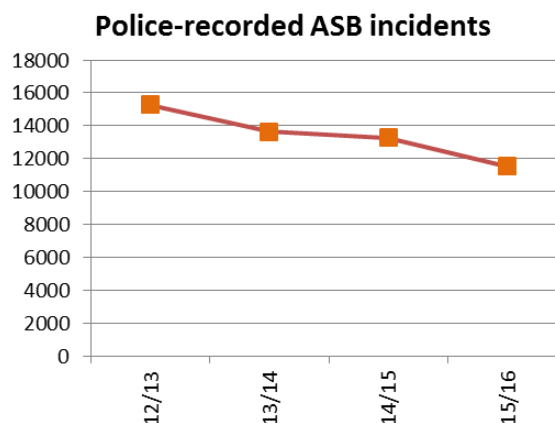
Anti-social behaviour (ASB) is defined in the Crime and Disorder Act 1998 as acting ‘in a manner that caused or was likely to cause harassment, alarm or distress to one or more persons not of the same household as the perpetrator.’

It is difficult to find a way to provide an accurate statistical picture of the nature and scale of anti-social behaviour. The police and council are the main agencies to whom anti-social behaviour (ASB) incidents are reported, so these data sources are referred to below.

#### Police-recorded anti-social behaviour

In 2011 a ‘National Standard for Incident Recording’ provided to police forces including guidance around the recording of ASB incidents. The police in Brighton & Hove recorded 11,524 ASB incidents in 2015/16, continuing the downward trend observed since 2012/13 (see Table 10).

**Table 8**



#### Anti-social behaviour incidents reported to the council

In 2015/16 the Community Safety Casework Team received 418 reports of ASB plus 82 relating to hate incidents occurring in Brighton & Hove in any location, except on council housing premises. These initial reports may be in respect of multiple incidents and sometimes people have been resorted to doing so because the impact on them or their families has become overbearing.

Council housing record ASB in a different context to the Community Safety Casework Team. This relates to incidents taking place on council housing premises. From April 2015 a system of recording (Housemark) which can be benchmarked to other local authorities was used. Using this system they recorded 2,452 incidents of ASB in 2015/16. Compared with other local authorities which contribute data, Brighton & Hove have proportionately fewer reported incidents of noise and garden nuisance and more incidents related to harassment/threats, pets/animals and rubbish.

Further information on ASB is to be found in Section 7.

#### Types of anti-social behaviour

There are three subgroups within overall police-recorded ASB incidents: environmental, nuisance and personal. In Brighton & Hove a majority of crimes (83%) are nuisance ASB, with 9% classed as environmental and 8% personal, and all three subgroups are showing a declining trend.

Council housing record ASB under 15 categories. 20% of their recorded incidents relate to noise, 20% to harassment/ threats, 15% to pet/animal issues and 11% to rubbish.

#### Seasonal patterns

Across police and community safety data there is a clear seasonal pattern with more incidents recorded during the summer and fewer in the winter. A seasonal pattern in housing data is less evident.

### 3.4 Feeling safe

#### Adults

The annual City Tracker survey of a representative sample of 1,000 Brighton & Hove adult residents asks people how safe they feel in the day and after dark, both in their local area and in the city centre.

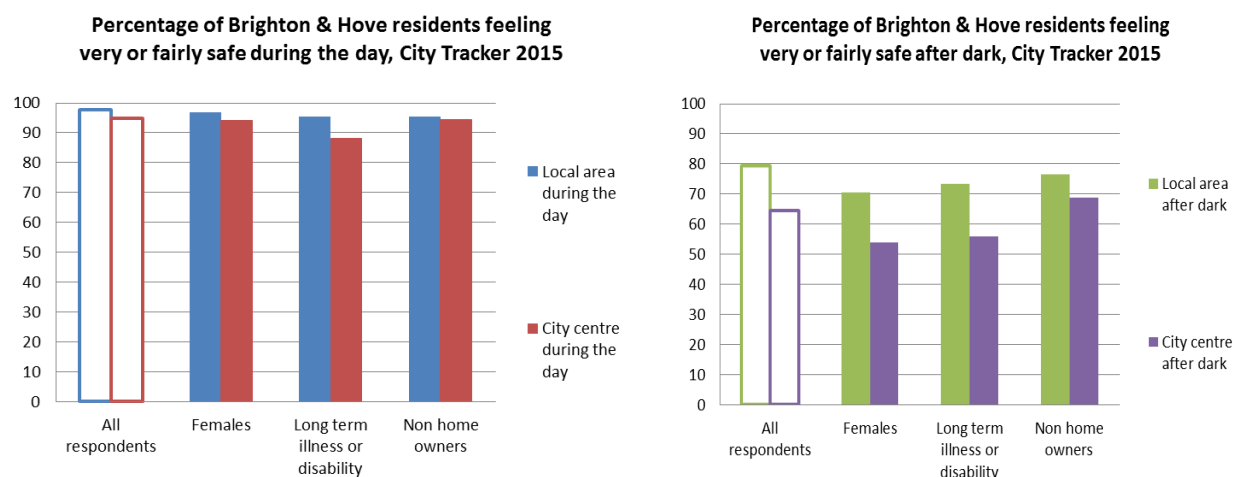
**Table 9. How safe do you feel...? (City Tracker Survey, 2015, %)**

	Local area		City centre	
	during the day	after dark	during the day	after dark
<b>2015</b>				
<b>very or fairly safe</b>	97.5%	79.3%	94.9%	64.5%
<b>neither safe nor unsafe</b>	1.6%	9.7%	2.5%	11.8%
<b>fairly or very unsafe</b>	0.9%	11.0%	2.6%	23.7%
number of respondents	994	975	979	930

Table 9 shows that during the day 97.5% of residents report feeling safe in their local area and 94.9% in the city centre. After dark, this drops to 79.3% feeling safe in their local area and 64.5% feeling safe in the city centre.

Data from the 2015 survey in Table 10 shows that, on average, some groups of people feel less safe than others, both during the day and after dark.

**Table 10**



Women living in Brighton & Hove are considerably more likely to feel unsafe after dark than male residents. Only two third of women (67%) feel safe in their local area after dark with 16% feeling unsafe. The comparable figures for men are 88% and 5% respectively. Only a half of women (49%) feel safe in the city centre after dark with 30% feeling unsafe. The comparable figures for men are 72% and 13% respectively.

Those who rent from a social landlord are most likely to feel unsafe after dark in their local area. More than a fifth of people who rent from either the council or a housing association (22%) feel unsafe in their local area after dark. This compares to only 7% of those who own their home or have a mortgage and 13% who rent privately.

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People with a health problem or disability are more likely to feel unsafe in their local area after dark. One in five people with a health problem or disability that affects their activity a lot (19%) feel unsafe after dark in their local area compared to only 10% of all other people.

Perceptions of safety vary according to age. In their local area, 18-34s are most likely to feel unsafe after dark (13%) compared with 8% of 35-54s. Older residents in the 55+ age band are most likely to feel unsafe when out in the city centre after dark (26%) compared with 18% of 18-34s.

### **Children**

Data were collected in the 2015 Safe and Well at Schools Survey on how safe school pupils feel. When outside in their local area, 83% of children at key stage 2 and 84% of children at key stages 3 and 4 felt very safe or quite safe. When at school, 91% of key stage 2 children felt safe compared with 87% of children at key stages 3 and 4.

## 4. LOCAL NEIGHBOURHOODS

Issues in neighbourhoods can be very particular to a local area. City-wide surveys are generally inadequate for the purposes of identifying local issues because of insufficient sample sizes at a local neighbourhood level. However, we have other sources of information which can assist.

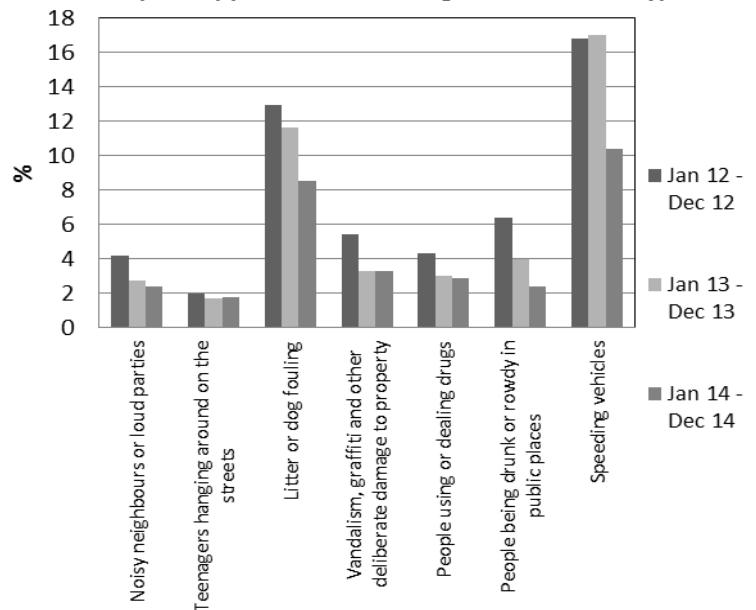
### 4.1 Residents’ perceptions of problems in their neighbourhood

Telephone survey data, collected on behalf of Sussex Police in the form of the Local Neighbourhood Survey<sup>39</sup>, provided some insight on residents’ perceptions of seven types of anti-social behaviour in their local area. It should be noted that this survey accessed residents using a database of telephone landlines and the age profile of respondents was older than average.

Table 13 shows the level of concern around these different types of anti-social behaviour, looking at data from 2012 to 2014. Each year speeding vehicles were most frequently perceived to be a problem – this was perceived to be a problem by 10% of people in 2014 – ahead of litter or dog fouling (8%).

**Table 11**

**Percentage of respondents in Brighton & Hove perceiving different types of ASB issue as a problem in their local area in 2012 (n=1595), 2013 (n=1368) and 2014 (n=898) (Sx Police Local Neighbourhood Survey)**



### 4.2 Local priorities identified by Local Action Teams

There are 32 Local Action Teams (LATs) registered as such in Brighton & Hove. LATs consist of people who live or work in a neighbourhood and who meet on a regular basis and work with local services to help resolve crime, disorder, anti-social behaviour and safety problems in their area. LATs set priorities which reflect the issues in that particular neighbourhood, in order to focus their work.

Table 12 shows LAT priorities as listed on the Sussex Police neighbourhood policing website pages as of Feb 2016<sup>40</sup>. Street community issues were prioritised most often by LATs, followed by drug use/dealing. LATs tend to focus on issues which are visible in local neighbourhoods and are issues affecting the whole community. They rarely focus on issues such as hate crime or domestic violence which tend to be targeted at individuals.

<sup>39</sup> The Local Neighbourhood Survey ceased in 2015 and there is now no equivalent source of local data.

<sup>40</sup> The Sussex Police website no longer maintains this information and support to LATs has been restructured in 2016/17.

**Table 12**

**Neighbourhood priorities** (Sussex Police website, Feb 2016)

**Local Action Team**

Street community issues	Central Hove Kemptown Kemptown Village London Road North Laine Regency (businesses) Regency (seafront) Seven Dials Turner
Drug dealing/drug use	Bristol Estate Craven Vale East Brighton Kemptown Kemptown Village North Laine Queen's Park Turner
Criminal damage	East Brighton North Laine (graffiti) North & South Portslade Preston Park Rottingdean & Coastal Seven Dials (graffiti)
Parking	Bevendean Bristol Estate Elm Grove Hanover Kemptown North & South Portslade
Youth disorder	Bristol Estate Craven Vale Preston Park Regency (businesses) Woodingdean
Anti-social behaviour (general)	Central Hove Coldean Moulsecomb Rottingdean & Coastal Tenantry Withdean
Vehicle crime	Coldean Preston Park Tenantry Withdean
Cyclist behaviour	Central Hove Kemptown Village Moulsecomb
Motorcycling	Bevendean East Brighton Pankhurst
Police visibility	Coldean Moulsecomb
Flytipping	Bevendean North & South Portslade
Burglary	Goldsmid
Shoplifting	London Road
Intimidating behaviour	London Road
Anti-social drivers	Seven Dials
Cycle theft	Tenantry



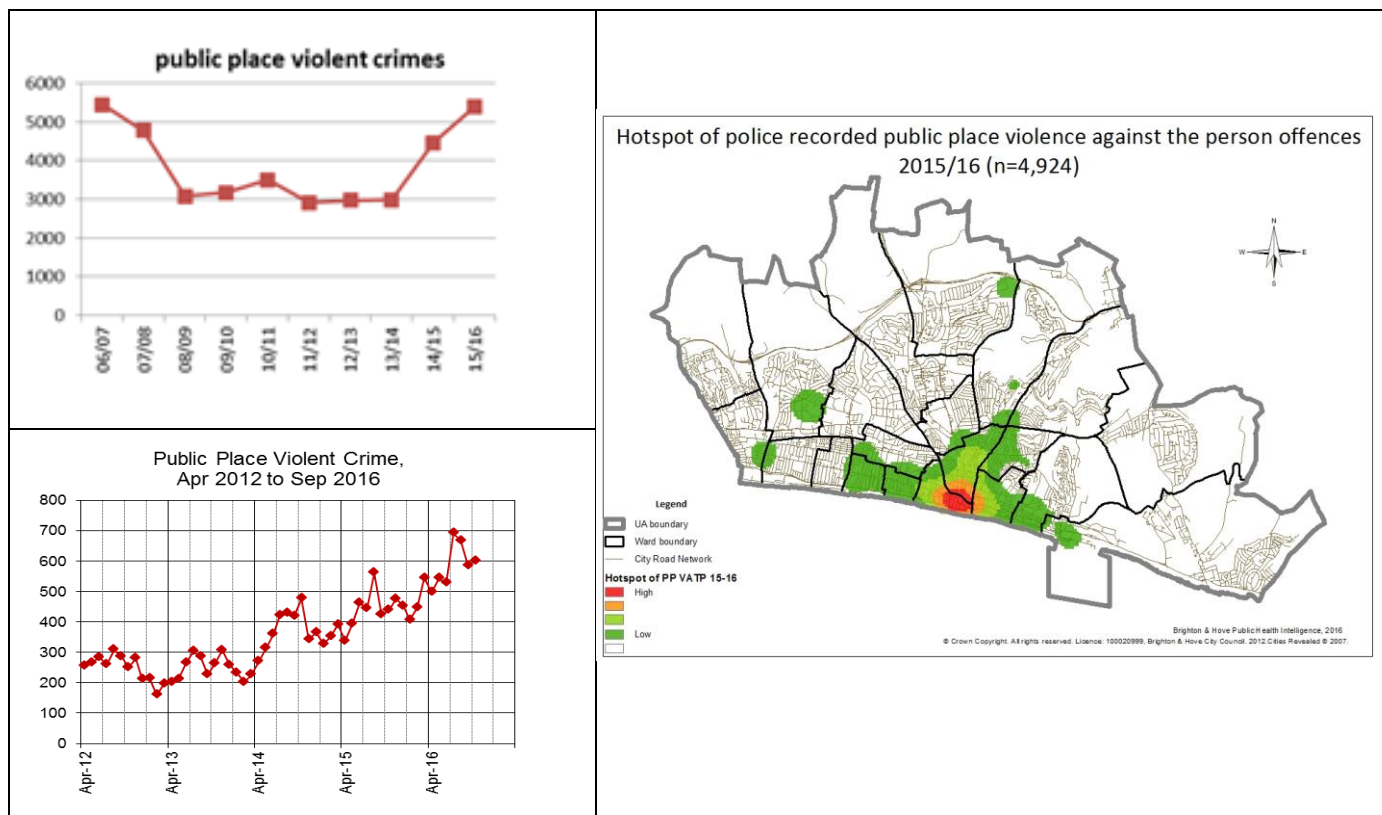
### **4.3 Key findings from a review of Local Action Teams**

A project was carried out in 2015/16 by a member of East Sussex Fire and Rescue Service (ESFRS) staff seconded to the council's Community Safety Team to look at how LATs worked, what worked well, where there was scope for improvement, how their work integrated with the Safe in the City Partnership, how the Partnership might support their work, etc. A forum for LAT chairs is facilitated by the Community Safety Team to enable information dissemination and sharing, and for LATs to learn from one another about local approaches.

Towards the end of the project, there were a number of goals identified to help develop LATs. These included developing governance and organisational support within LATs, developing assets, widening participation, increasing accessibility, information sharing, increasing awareness of domestic and sexual violence and nominating local champions, making better connections across other neighbourhood organisations, eg. Neighbourhood Watch, residents/tenants associations, etc., and linking fire, police and Patient Participation Group volunteers into LAT structures.

## 5. PUBLIC PLACE VIOLENCE

### Public place violent crime



### 5.1 The nature of the problem and contributory factors

- The Home Office ‘Modern Crime Prevention Strategy’ lists alcohol as a key driver of crime, particularly violent offences. It states that in the last 10 years, in around half of all violent incidents the victim believed the offender to be under the influence of alcohol. In violent incidents between strangers, for those occurring in the evenings and at weekends and in public places, the proportion involving alcohol is higher.<sup>41</sup>
- Public Place Violent Crime (PPVC) tends to be associated with the Night-Time Economy (NTE). National research identifies factors about the NTE that predispose it to crime as including:
  - People moving from one drinking premises to another
  - Closing time when a higher density of people are out in a public space
  - Places where queuing is involved including taxi ranks and fast food outlets
  - Locations at the edges of entertainment areas, where it is less crowded, has no ‘guardian’, and is more likely to be dark and isolated<sup>42</sup>
- PPVC mainly involves young males who are strangers. Associated factors in high risk pubs and clubs include inconvenient access routes, poor ventilation, overcrowding, and permissive social environments, eg. where staff continue to serve drunk people.

<sup>41</sup> Home Office, ‘Modern Crime Prevention Strategy’, 2016

<sup>42</sup> Cohen and Felson (1979)

- Patterns of drinking behaviour can increase the risk of involvement in PPVC; drinking more than 8-10 units in one session and binge drinkers are five times more likely than regular drinkers to be involved in a group fight.<sup>43</sup>
- Both police and hospital data show higher levels of violence in the summer months than in the winter months.

## 5.2 Scale of the problem, trends and benchmarking

### Police data

Note: **Police recorded crime data are not necessarily a good indicator of underlying levels or trends.**

- During 2015/16 there were a total of 2,632 police recorded violent crimes with injury, 7,883 violence against the person offences and 5,382 crimes of violence in a public place. These numbers are the highest recorded over at least the last eight years. Violent crimes recorded by the police were on a long term downward trend until 2013/14, but have risen steeply since then – between 2013/14 and 2015/16, recorded violence with injury crimes have increased by 81%, total violence against the person by 105% and public place violence by 86%.
- This steep rise in recent years has been seen nationally and follows the national inspections of crime recording standards and practices (known as ‘data integrity’) undertaken during 2013/14 by HM Inspectorate of Constabulary. The HMIC 2014 report into crime recording<sup>44</sup> found that VATP offences had the highest under-recording rates across police forces in England and Wales and nationally an estimated 1 in 3 violent offences that should have been recorded as crimes were not. Action taken by police forces to improve their compliance with National Crime Recording Standards is likely to have increased the number of offences recorded<sup>45</sup>.
- Estimates of violent crime obtained by the Crime Survey for England and Wales (CSEW) are independent of police recorded data and not subject to changes linked to recording practices, targeted police approaches, etc. In the year ending June 2016 the CSEW showed no significant change in levels of violence nationally compared with the previous survey year, with the underlying trend fairly flat over the last few years. Police recorded crime over the same period showed a rise of 24% in violence against the person offences, and this was considered mainly to reflect factors other than a rise in actual levels of violence. Around a third of the increase in violence was due to the inclusion of 2 additional harassment offences within the notifiable offence list. An ONS report concluded that other factors affecting recorded violent crime data included process improvements in the wake of the renewed focus on the quality of crime recording and an increase in the proportion of violent crimes reported to the police. However the report considered that there may also be possible small increases in violent crime.<sup>46</sup>
- In 2015/16 there were 89 serious knife crimes and 13 gun crimes recorded by the police in Brighton & Hove. Both of these types of crimes involving weapons have reduced over the last three years from 149 serious knife crimes and 21 gun crimes recorded in 2012/13.

### A&E attendance and hospital admissions data

<sup>43</sup> Finney, A. Home Office findings 214. Violence in the night-time economy: key findings from the research.

<sup>44</sup> HMIC, ‘Crime-recording: making the victim count’, 2014

<sup>45</sup> ONS, ‘Crime in England and Wales: Year Ending March 2016 Statistical Bulletin’ 2016

<sup>46</sup> ONS 2016 [Crime in England and Wales: year ending June 2016](#)

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- During 2015/16 there were 1,470 A&E attendances related to assault. The number of A&E attendances related to assault has been similar for the last three years but is 23% lower than seen in 2011/12 (1,897 attendances).
- A national study of data on A&E attendances related to violence in England and Wales between 2010 and 2014<sup>47</sup> found that there had been an average 14% decrease in attendances over that period.
- In the three years ending March 2015 there were 43.6 violence related hospital admissions per 100,000 city residents. This is the lowest three year rolling rate seen over the past four years and is 8% lower than the rate in March 2014 (47.4) and 27% lower than the rate in March 2012 (59.7).
- According to police and A&E data Brighton & Hove has a higher violence rate than other areas:
  - The rate of violence against the person offences for 2015/16 was 22.7 per 1,000 residents, higher than the rate for the South East (16.8) and 39% higher than the rate for England (17.2). In 2015/16 the rate of our benchmark group of 15 'most similar' community safety partnerships was 19.8 per 1,000 residents.
  - In the three years up to 2014/15 there were 43.6 violence related hospital admissions per 100,000 people in the city, higher than the rate for the South East (29.3 per 100,000) but 8% lower than the rate for England (47.5 per 100,000).

### 5.3 Who's affected

#### Impact on individuals

- The Crime Survey for England and Wales year ending March 2015 found that males were more likely to be a victim of violent crime than females, as were adults aged 16 to 24 compared with all other age groups. Adults in low income households were more likely to be a victim than those in higher income households<sup>53</sup>.
- Analysis of violence against the person (VATP) offences in Brighton & Hove which have occurred outside of a dwelling<sup>48</sup> in 2015/16 show:
  - 66% of offences had a male victim, 34% had a female victim.
  - Men aged 20-29 had both the highest *number* of offences committed against them, and the highest *rate* of victimisation – this was double the rate of victimisation amongst the same female age group (30.5 offences per 1,000 pop for men, compared with 15.3 for women). For males, victimisation decreased with every age group after 20-29.
  - For women, whilst the highest number of offences occurred against women aged 20-29, the highest rate of victimisation was amongst those aged 10-19.
  - 83% of offences had a victim who was recorded as White – North European, after this the next largest group was Black victims (6%), followed by Asian (4%), White – South European (3%), Middle Eastern (3%), and Chinese, Japanese or South East Asian (1%).
  - 3% of offences had a victim who was described as vulnerable due to a physical illness or disability, a mental health condition or a learning disability.
- The 2015/16 Crime Survey for England and Wales found that 25% of those who experienced violent offences experienced more than one incident in the past 12 months. This is higher for violence without injury than violence with injury offences (26% compared

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<sup>47</sup> Sivarajasingam V, et al (2016), *Trends in violence in England & Wales 2010-2014*, Epidemiol Community Health 2016;70:616-621

<sup>48</sup> Sussex Police 'CADDIE' data 2015/16 – This analysis uses the police VATP category, looking at those offences which have occurred outside of a dwelling. This analysis does not include robbery or sexual offences, which are covered elsewhere in the strategic assessment.

to 19%). As with other crime types, a disproportionate amount of incidents (51%) were experienced by repeat victims<sup>49</sup>.

- 47% of all those who reported experiencing violent crime in the 2014/15 CSEW reported being quite or very emotionally affected by the incident. This was higher amongst those who experienced wounding, compared to violence without injury offences.

### Impact in neighbourhoods

- The 2016 Public Health Framework for Assessing Alcohol Licensing found that hotspots for violence against the person offences, as well as alcohol related police recorded incidents were focused on city-centre wards such as Regency, St. Peter's and North Laine and Queen's Park. There are clear links to the night-time economy and the increased concentration of both on and off sales in these areas<sup>50</sup>.
- Brighton & Hove has created a Cumulative Impact Zone (CIZ) and adjacent Special Stress Area (SSA), designed to restrict the amount of licensable premises in the city centre and promote good practices to minimise the adverse impact from alcohol-use.
- The 2016 Statement of Licensing Policy found that central Brighton and particularly the West Street area were identified as a violent crime hotspot. The Statement sets out how the council seeks to improve safety by encouraging a more balanced range of evening and night-time economy uses which appeal to a wide range of age and social groups whilst also managing existing late night uses within these identified areas of central Brighton<sup>51</sup>.
- The Brighton & Hove Sussex Police Strategic Assessment 2016 states that economic factors in recent years have changed the way people consume alcohol, which has impacted PPVC in the city, with 'pre-loading' now more common place. This may lead to a less predictable pattern of offence locations, as people are turned away from licensed premises<sup>52</sup>.

## 5.4 Perpetrators and criminal justice

- 83% of VATP offences which occurred outside of a dwelling in 2015/16 which had offender information recorded had a male offender. 17% had a female offender. For both male and female offenders the number peaked in the 20-29 age group and declined in every age group after this.
- 89% of those offences where offender ethnicity information was recorded (only 9% of offences) were White – North European. After this the largest number of offenders were Black (8%).
- Nationally, the CSEW year ending 2015 showed that offenders of all violence were most likely to be male (81%). Offenders were also most likely to be aged between 25 and 39, with the offender believed to belong to this age group in just under half of violent incidents (46%).
- Respondents to the CSEW who had experienced violence believed the offender to be under the influence of alcohol in 47% of all violent incidents, and under the influence of drugs in 19% of incidents<sup>53</sup>.

<sup>49</sup> ONS, Crime Survey for England and Wales year ending March 2016 'Crime in England and Wales: Annual Trend and Demographic Tables. Table D6 D7', 2016

<sup>50</sup> Brighton and Hove City Council, 'Public Health Framework for Assessing Alcohol Licensing – 3<sup>rd</sup> edition', 2016

<sup>51</sup> Brighton and Hove City Council, 'Statement of Licensing Policy', 2016

<sup>52</sup> Sussex Police, 'Brighton & Hove Strategic Assessment 2016/17', 2016

<sup>53</sup> ONS, 'Focus on violent crime and sexual offences: year ending March 2015', 2016

## 5.5 Other considerations

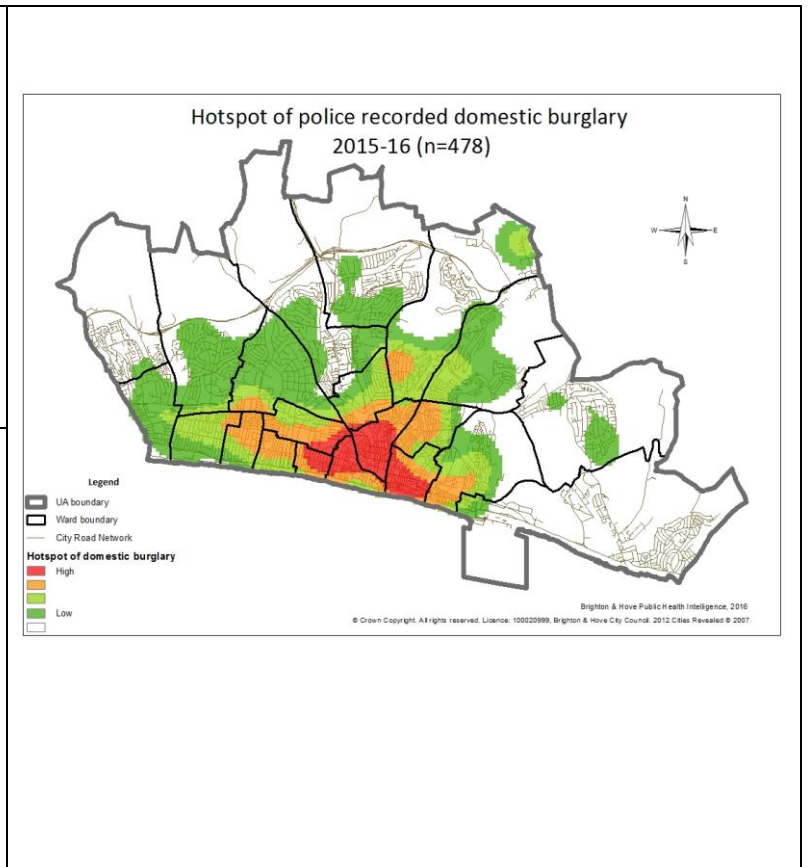
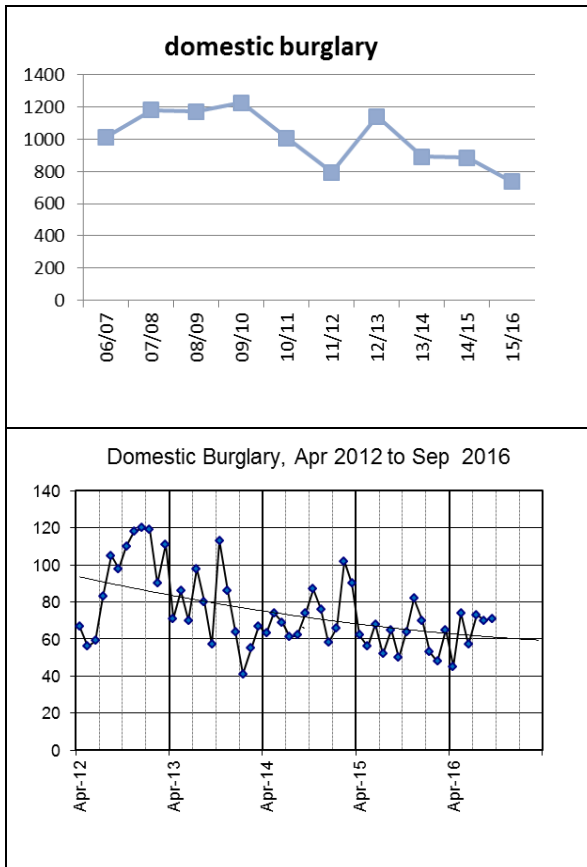
- There is a large and buoyant night-time economy in the city, the profile of which is changing. People are less likely to go to night clubs and more likely to stay in bars that are open later. This means people are out later but there is not a particular fixed time when people leave the city centre or are competition with each other for transport or fast food which can lead to increased violence. Young people are drinking less and often have less money to spend so if they do drink they are likely to 'pre-load', drinking before they go out.
- Changes in licensing legislation have led to a change in the profile of licensed premises. There are fewer large clubs but more smaller venues spread over a wider geographical area that are open much later into the night.
- Reporting of sexual offences in the night-time economy is increasing, there is greater trust and confidence to report and it is difficult to tell whether there is an increase in prevalence.
- There are also currently a number of support services including Safe Space, Street Pastors, Beach Patrol and Taxi Marshalls. These all contribute to safety in the night-time economy.

## 5.6 Recommended priorities for partnership work

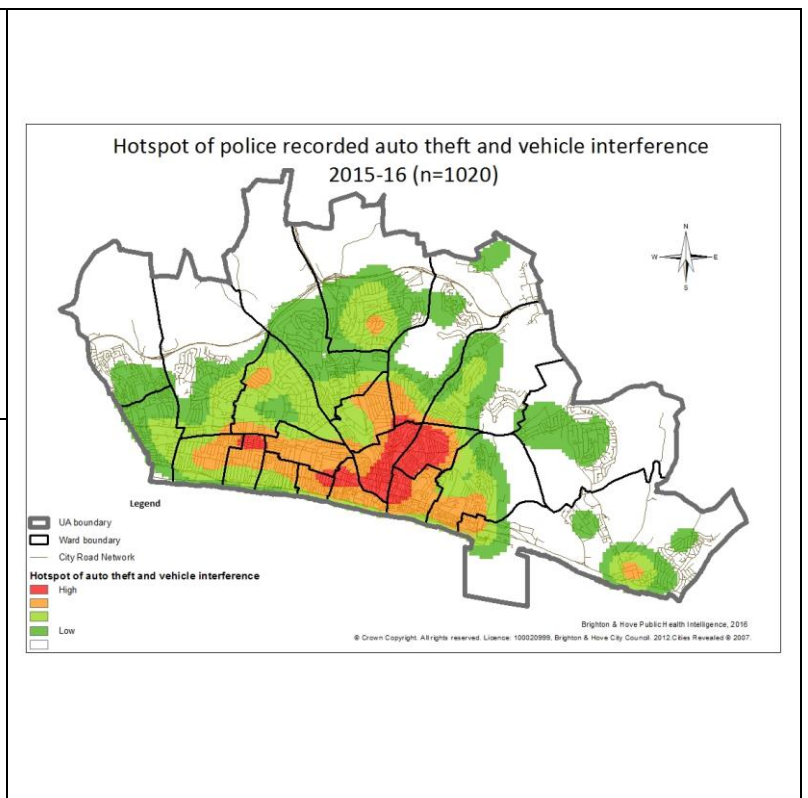
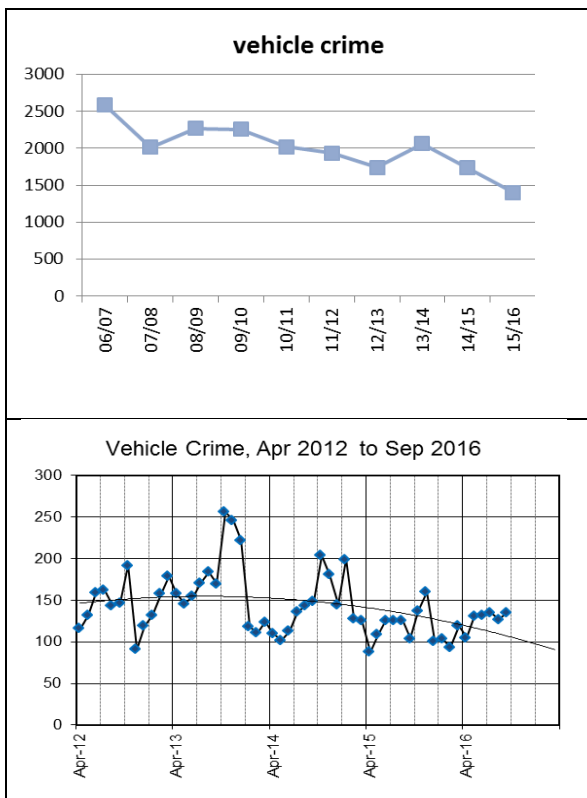
- Public place violence does make up a significant proportion of violent crime and is an issue in the city in relation to the night-time economy, but it is well managed. The police have a flexible night-time economy operation (Op Marble).
- There are some concerns from those working in the night-time economy that changes in police recording practices may be masking an underlying increase in the prevalence of violent crime. Therefore consideration should be given to prioritising public place violent crime.
- The BCRP, which is self-funding, is effective in helping to support licensed premises to run safely. It is important that the BCRP and other support services continue to operate in the city to help manage public place violence.
- Because of the change in police recording practices it is important that the Safe in the City Partnership Board continues to receive analysis on public place violence and the night-time economy.
- The increase in reporting of sexual violence in the night-time economy needs to be considered as part of the Domestic and Sexual Violence/Abuse and Violence Against Women and Girls strategic planning.

## 6. ACQUISITIVE CRIME

### Domestic burglary



### Vehicle Crime



## 6.1 The nature of the problem and contributory factors

- The drivers of crime include: alcohol, drugs, opportunity, effectiveness of the criminal justice system, character and profit.<sup>54</sup> Of these, evidence shows most acquisitive crime is financially motivated and making a “profit” and accumulating wealth is the driver of organised crime.<sup>1</sup> A need to meet the costs of drug addiction can often lie behind perpetrating persistent acquisitive crime.
- The value of items can increase the incentive to commit theft.<sup>55</sup>
- Opportunity/security is one of the main drivers of acquisitive crime and accounts for changes in different trends in types of thefts. For example it has become increasingly difficult to steal motor vehicles due to improvements in vehicle security and theft of vehicles has seen a long term decline. On the other hand, the growth of theft involving online crime has risen steeply of recent years.<sup>56</sup>
- Characteristics such as a willingness to break social norms, levels of empathy and self-control are three times more likely to predict whether a young person will offend than factors associated with the immediate environment.<sup>1</sup>

## 6.2 Scale of the problem, trends and benchmarking

- During 2015/16 the police recorded:
  - 736 domestic burglaries and 727 burglaries other than dwelling. Both figures are the lowest seen for more than 10 years.
  - 279 robberies (254 personal robberies and 25 business robberies). This is the highest number since 2010/11 and 42% higher than in 2014/15 (197 robberies)
  - 8,746 theft and handling offences. Of these:
    - There were 447 theft of vehicle offences. This is 4% more than in 2014/15 but 20% fewer than in 2013/14.
    - There were 952 thefts from vehicles. The number of thefts from vehicle offences is the lowest for more than 10 years.
  - 7,347 other theft offences including 2,094 for shoplifting, 716 theft from person offences and 695 cycle thefts. Both thefts from the person and cycle theft are at their lowest recorded rate for more than 10 years. Theft from a person is down 31% compared to 2014/15 and is more than half the number in 2013/14, while cycle theft is down 19% compared to 2014/15 and 32% compared to 2013/14. However not all theft is falling; police recorded shoplifting is at its highest level for over 10 years and 3% higher than in 2015/16 and 5% higher than in 2013/14.
- A 2014 HMIC report on crime recording found that an estimated 11% of burglary offences that should have been recorded as a crime were not<sup>57</sup>.
- Theft of motor vehicles, and burglary dwelling offences are well reported to the police due to the need to obtain a crime reference number for insurance purposes. 2013/14 CSEW data shows 97% of vehicle thefts, and 89% of domestic burglary offences are reported to the police. Theft from person (32%), ‘other’ theft of personal property (28%), and theft from outside a dwelling (19%) were the least likely property crimes to be reported to the police.
- There is some seasonal variation in the pattern of acquisitive crime over the last 5 years. As with a number of other crime types, recorded crime is lower in the winter months (December, January, February), although peaks in the summer months have not been as

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<sup>54</sup> Home Office. Modern Crime Prevention Strategy. March 2016.

<sup>55</sup> ONS, Focus on Property Crime, 2014-15, 2015

<sup>56</sup> Home Office. Opportunity/Security as a driver of crime. Discussion paper. January 2015.

<sup>57</sup> Her Majesty’s Inspectorate of Constabulary, ‘Crime recording: making the victim count’, 2014



pronounced in 2014/15 or 2015/16. October has a consistently high number of acquisitive offences over the past 5 years – this could be related to the start of the academic year for university students.

- When comparing crime with other areas Brighton & Hove is assigned to a Most Similar Group of 15 Community Safety Partnerships (MSG CSP). These are local areas that have been found to be the most similar to each other based on demographic, economic and social characteristics which relate to crime. Brighton & Hove can then be benchmarked against the MSG average.
  - In 2015/16 Brighton & Hove had significantly lower levels of both domestic burglary and burglary other than a dwelling offences. There were 6.1 domestic burglaries per 1,000 households and 2.6 non-domestic burglaries per 1,000 residents. This compares to a MSG rate of 8.5 and 3.4 respectively.
  - In 2015/16 Brighton & Hove had significantly higher levels of theft from a person than the MSG average. The city rate was 2.5 theft per 1,000 people compared to a MSG rate of only 1.8 per 1,000 people.
  - In 2015/16 there were 5.6 police recorded vehicle crimes per 1,000 population compared to a MSG average of 6.4. The difference cannot be considered significant.
  - In 2015/16 there were 1.0 police recorded robberies per 1,000 people, slightly higher than the MSG average rate (0.8) but not significantly so.
  - Despite police recorded shoplifting being at its highest level for over 10 years our rate per 1,000 people (7.5) is lower (not significantly) than the MSG rate of 8.2 per 1,000 people.
  - In 2015/16 Brighton & Hove had a lower rate (not significant) of cycle theft than the MSG average (2.5 per 1,000 people compared to 3.0 per 1,000 people).

### 6.3 Who's affected

#### Impact on individuals

Victim profiles for acquisitive crime are described below.

- Data from the Crime Survey for England and Wales (CSEW) year ending March 2015 showed that those aged 16-24 were more than twice as likely as those in all other age groups to be a victim of theft from the person.
- Those in younger age groups were also more likely to experience robbery, vehicle related theft and domestic burglary<sup>55</sup>.
- Locally, the rate of victimisation for all types of acquisitive crime was highest in the 20-29 age group, and declined in every subsequent age group after this.
- Levels of victimisation for most crime types were similar for men and women, with the exception of robbery where men had higher rates of victimisation<sup>55</sup>. This is seen locally, where 77% of robbery offences in 2015/16 had a male victim, 33% had a female victim.
- 82% of all acquisitive crimes where ethnicity was recorded in 2015/16 had a victim who was White – North European. 6% of crimes had a victim who was White – South European, 4% Asian, 4% Black, 3% Middle Eastern and 1% Chinese, Japanese or South East Asian.
- Victimisation rates of domestic burglary and vehicle theft were higher amongst private renters than social renters or owner occupiers<sup>55</sup>
- There is no information available on sexual orientation, gender identity, religion and belief or marriage and civil partnership in relation to acquisitive crime.
- The emotional impact of acquisitive crime was highest amongst robbery and domestic burglary victims. 80% of those who experienced domestic burglary in the 2014/15 CSEW reported that they were emotionally affected by the incident. 86% of robbery victims were

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emotionally affected, with 30% reporting that they were very much affected. This reflects the fact violence is often involved<sup>58</sup>.

- Data on repeat victimisation from 2012/13 CSEW shows that the majority of victims of burglary, robbery, vehicle related theft and other theft experienced one incident in the last 12 months. However, 14% of burglary victims, 15% of vehicle related theft and bicycle theft victims, and 17% of other household theft victims experienced more than once incident in the past year. As with other crime types, repeat victims experienced a disproportionate share of all incidents – for example, the 14% of repeat victims of burglary identified by the 2012/13 survey suffered 33% of all burglaries<sup>59</sup>.

### Impact in neighbourhoods

- National research makes certain connections between types of acquisitive crime and neighbourhood characteristics:
  - Respondents living in the most deprived output areas (based on employment deprivation) were more likely to be victims of household property crime offences such as burglary, vehicle-related theft and bicycle theft<sup>55</sup>.
  - Full-time students (or households where the household reference person was a full-time student) were more likely to be victims of bicycle theft than those in other occupations or who are unemployed.
  - Households in areas with high incivility<sup>60</sup> were more likely to be victims of burglary and bicycle theft than those living in areas with low incivility.
- Local analysis identifies different hotspot areas for different crime types:
  - The hotspot area for auto theft and vehicle interference is located primarily in the city centre wards – Hanover & Elm Grove, St. Peter's and North Laine, Regency and Queen's Park, with an additional hotspot in the Poet's Corner area of Hove.
  - The hotspot area for burglary dwelling includes the North Laines, Kemptown and St. James's Street, Seven Dials and the Montpelier/ Clifton areas, and the streets North and South of Western Road, as far West as Adelaide Crescent. These are areas with a high concentration of houses of multiple occupation.
  - The hotspot for theft from person offences is located in the city centre and closely linked to the night-time economy, in particular around West Street and the seafront clubs and bars.
- 27% of all acquisitive crime in 2015/16 was committed against a company.

## 6.4 Perpetrators and criminal justice

- Research suggests that between half and a third of all acquisitive crime is committed by offenders who use heroin, cocaine or crack cocaine<sup>61</sup>.
- Home Office research shows that those offenders who had committed robbery, burglary or vehicle theft as their debut offence were almost three times more likely to be chronic offenders compared with the overall cohort of offenders. Offenders of robbery, burglary or

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<sup>58</sup> ONS, 'Focus on Property Crime: 2014-15, Nature of Crime Tables', 2015

<sup>59</sup> ONS, 'Focus on Property Crime: 2012/13 release: Repeat Victimisation', 2013

<sup>60</sup> This is a physical disorder measure based upon a CSEW interviewer's assessment of the level of: (a) vandalism, graffiti and deliberate damage to property; (b) rubbish and litter; and (c) homes in poor condition in the area.

<sup>61</sup> NHS, National Treatment Centre Agency for Substance Misuse, 'Estimating the Crime Reduction Benefits of Drug Treatment and Recovery'. 2012

vehicle theft were predominantly male and most likely to have received their first caution/conviction aged 10 to 17 years<sup>62</sup>.

- 73% of police recorded acquisitive crimes in Brighton & Hove in 2015/16 had a male offender, 27% had a female offender.
- The number of offenders peaked for both male and female offenders in the 20-29 age group and declined in every subsequent age group. 31% of offences had an offender aged 20-29, 25% had an offender aged 30-39.

### 6.5 Other considerations

- It is possible that with increased austerity and the ongoing issue with theft linked to substance misuse that acquisitive crime may increase.

### 6.6 Recommended priorities for partnership work

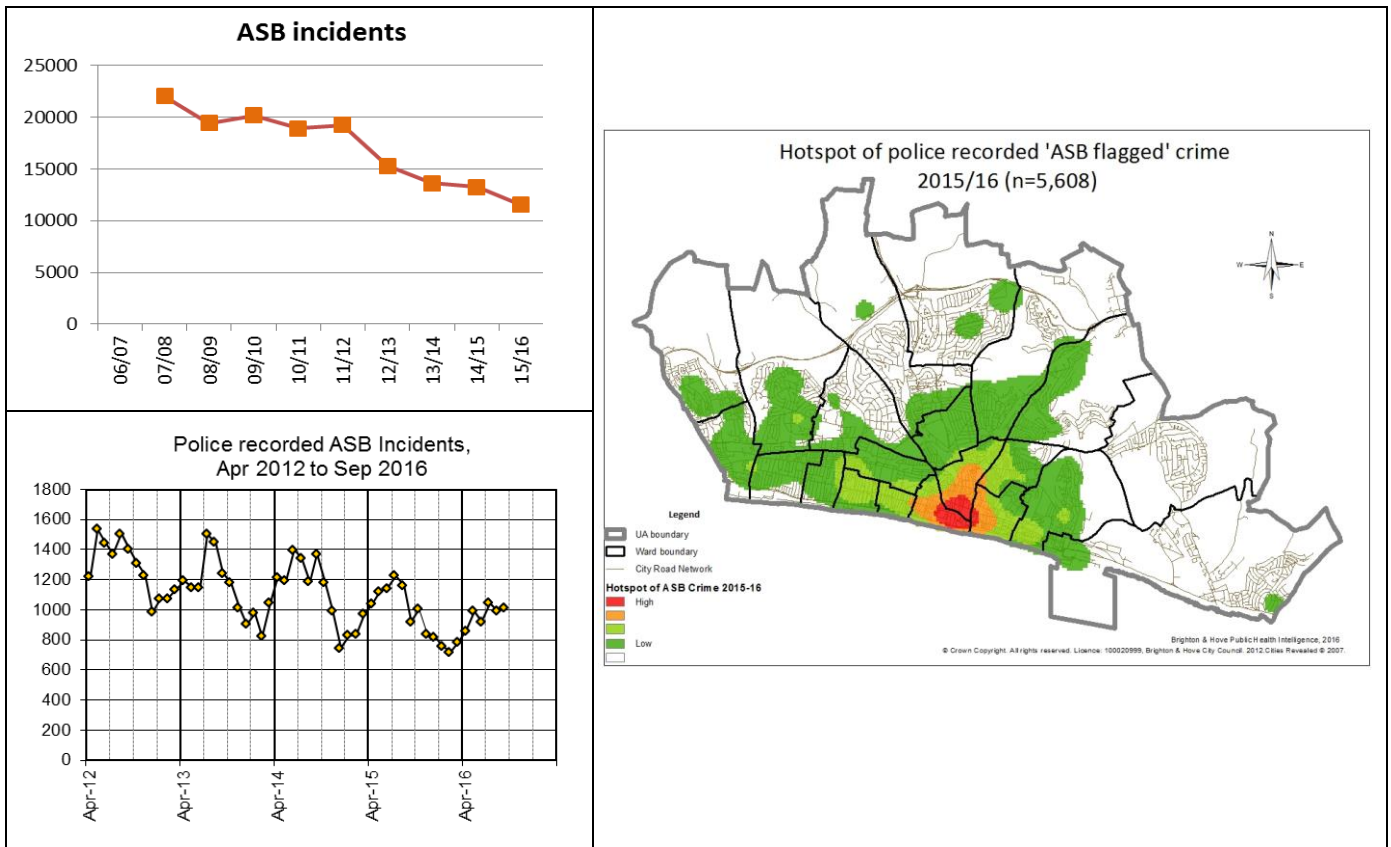
- Acquisitive crime has fallen consistently over the past ten years. However, it forms a significant proportion of overall crime but is generally dealt with as 'business as usual' by the police.
- There are signs that some acquisitive crime types are now beginning to increase. The increase in robbery, albeit from a very low figure, will need to be monitored.
- Domestic burglary is a significant concern to people but recorded figures are at a ten year low and police have strong established good practice in dealing with victims and pursuing offenders.
- Acquisitive crime should not at the present time be a priority in the Community Safety Strategy
- The Safe in the City Partnership Board should continue to receive analysis on acquisitive crime to enable monitoring.

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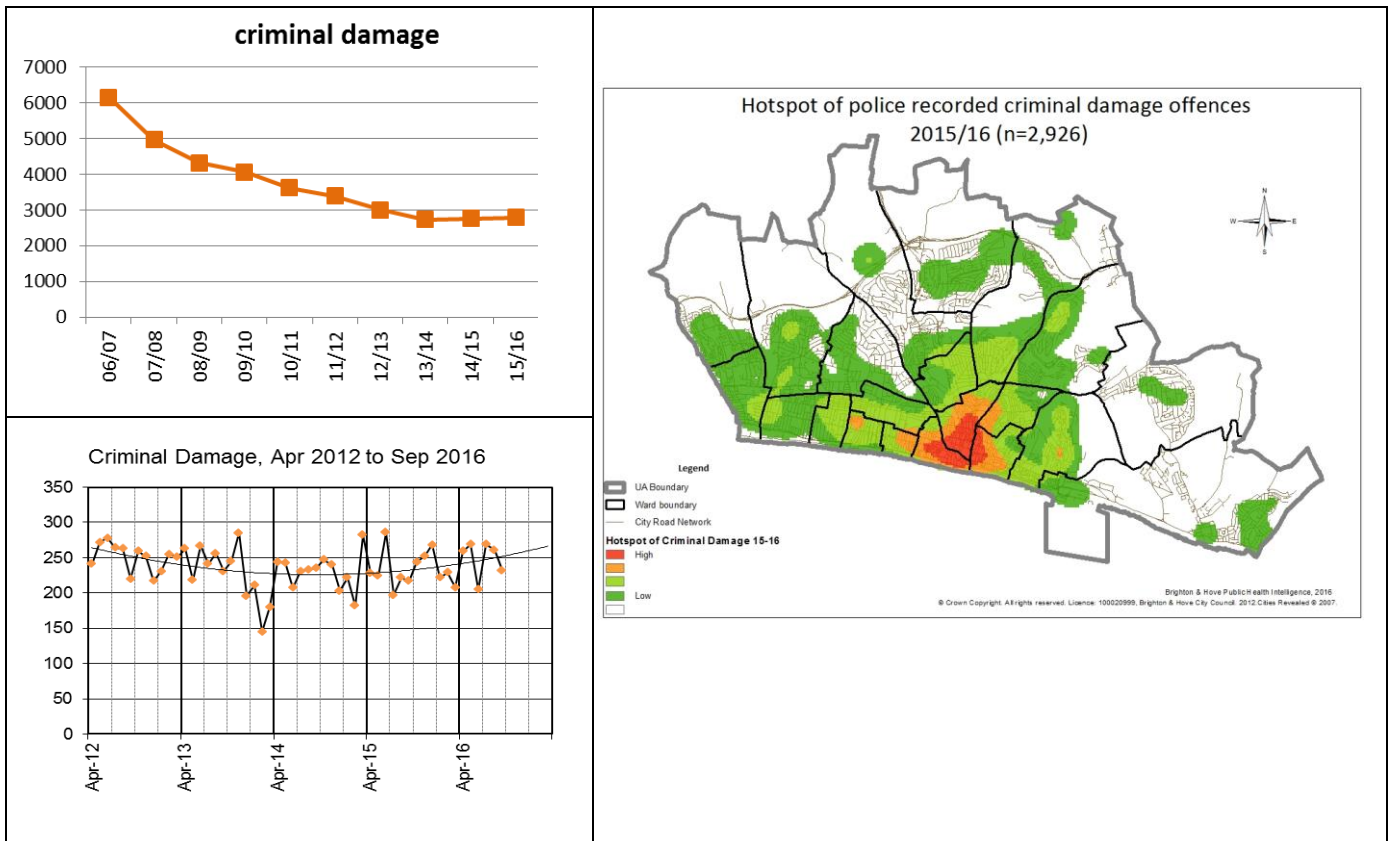
<sup>62</sup> Home Office, 'The start of a criminal career: Does the type of debut offence predict future offending?' Research Report 77, 2013

## 7. ANTI-SOCIAL BEHAVIOUR AND CRIMINAL DAMAGE

### Anti-social behaviour



### Criminal damage



## 7.1 The nature of the problem and contributory factors

- Factors contributing to anti-social behaviour (ASB) may include:
  - Harsh and coercive discipline, maltreatment, divorce, teen parenthood, peer deviance, parental psychopathology and social disadvantage in young people<sup>63</sup>
  - ADHD is highly correlated with anti-social behaviour<sup>64</sup>
  - Social learning theory suggests that negative behaviours are reinforced during childhood by parents, care givers and peers.
- Some locations may be attractors for criminal damage. This may be because:
  - They offer the opportunity to commit acts of vandalism; are in areas of relative deprivation and there is a lack of belief that the community can work together<sup>65</sup>
  - 'Broken windows theory' suggests that, if minor criminal damage in a neighbourhood is left unchecked, the neighbourhood can decline into a criminogenic environment. Police action in tackling criminal damage can enable cohesive communities to re-emerge. However, it is also argued 'zero tolerance' policing can lead to tension in the community.<sup>66</sup>

## 7.2 Scale of the problem, trends and benchmarking

### Police data

- There are an average over 15 'ASB crimes'<sup>67</sup> and 32 ASB incidents recorded in Brighton & Hove every day. In 2015/16 the police recorded 5,715 ASB crimes, an increase of 44% compared with 2013/14 (when there were 4,334 crimes). They are now at their highest level since 2010/11 (5,328 crimes), although the response to the HMIC data integrity work will have impacted on these data.
- During the same period the police recorded 11,524 ASB incidents<sup>68</sup>. Most incidents related to nuisance ASB (9,598 incidents, 83%) with others related to environmental ASB (1,020 incidents, 9%) and personal ASB (906 incidents, 8%). The number of recorded 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.
- In 2015/16 the Community Safety Casework Team received 418 reports of ASB (plus 82 relating to hate incidents) occurring in Brighton & Hove, except on council housing premises. These initial reports may be in respect of multiple incidents and sometimes people have been moved to do so because the impact on them or their families has become unbearable.
- Council housing record ASB in a different context to the Community Safety Casework Team. This relates to incidents taking place on council housing premises. In April 2015 a system of recording (Housemark) which can be benchmarked to other local authorities was introduced. Using this system 2,452 incidents of ASB were recorded in 2015/16 (the

<sup>63</sup> Jaffee S et al. "From Correlations to causes: can quasi-experimental studies and statistical innovations bring us closer to identifying the causes of anti-social behaviour?" *Psychological Bulletin*. Vol 138(2), March 2012. 272-295

<sup>64</sup> "Anti-social behaviour – causes, characteristics and treatments." <http://www.psychology.jrank.org> Accessed 12.09.2016.

<sup>65</sup> Bates E. Vandalism: A crime of place?. Edinburgh Research Archive. 2014.02.7

<sup>66</sup> Bratton and Kelling. Why we need broken window policing. *City Journal*. Winter 2015.

<sup>67</sup> 'ASB crimes' refers to police recorded offences with an ASB Crime flag. These are predominantly made up of: criminal damage, common assault, harassment, public order and affray offences.

<sup>68</sup> Police incident data are not subject to the same level of auditing as crime data and may be less reliable.

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methodology for recording incidents was changed for 2015/16 so there is no comparable data from previous years).

- Compared with other local authorities which contribute data to Housemark, Brighton & Hove have proportionately fewer reported incidents of noise and garden nuisance and more incidents related to harassment/threats, pets/animals and rubbish.
- Noise complaints to the council in 2014/15 (n=3,102) at 11.0 per 1,000 people is significantly higher than that seen in the South East (5.3 per 1,000 people) and England (7.1 per 1,000 people).
- National data from 2013 shows that approximately a third of alcohol related anti-social behaviour incidents and incidents of groups hanging around on the street are reported to the police. The vast majority of these types of incidents are also not reported to any other organisations; 2-3% of respondents to the Crime Survey for England and Wales reported incidents such as these to their local council<sup>69</sup>.

### **Criminal damage**

- Criminal damage is a high volume crime type with 2,797 crimes recorded in 2015/16, making up 12% of all recorded crimes. 43% related to damage to vehicles, 21% to dwellings, 14% to buildings other than dwellings, and 18% other types of damage. Police recorded criminal damage was on a long term decline up to 2013/14. Since then numbers have increased marginally by about one percent in each of the following two years.
- In 2015/16 East Sussex Fire and Rescue Service recorded 235 deliberate fires (109 more serious and 126 less serious fires). While the number of recorded deliberate fires (ESFRS data) varies year on year, the overall trend is decreasing. In 2008/09 there were 548 deliberate fires recorded compared to only 235 in 2015/16, a fall of 57% or 313 fires. Analysis of deliberate fires by month from August 2011 to March 2016 shows peaks in the number of recorded between May and September.
- Brighton & Hove ranked roughly at the average of its 'most similar' group of 15 community safety partnerships (MS CSP) in 2015/16 for criminal damage and arson offences, with a rate of 9.9 crimes per 1000 residents compared with 9.7 for the whole MS CSP group.

## **7.3 Who's affected**

### **Impact on individuals**

- Analysis of the 5,676 police recorded crimes in Brighton & Hove with an ASB flag in 2015/16 provides the following profile of victims:
  - 59% had a male victim; 41% had a female victim.
  - The highest number of victims was concentrated in the 20-49 age groups (40-49 age group for males, 30-39 age group for females).
  - 81% of those crimes where victim ethnicity was recorded were White – North European, followed by Black victims (6%), Asian (5%), Middle Eastern (4%), White – South European (4%) and Chinese, Japanese or South East Asian (less than 1%).
  - There were 83 ASB crimes with a victim who was flagged as vulnerable due to a mental health condition in 2015/16, 47 who were flagged as vulnerable due to a learning disability, and 47 flagged as vulnerable due to a physical disability.
- National research shows:

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<sup>69</sup> ONS, 'Short Story on Anti-Social Behaviour, 2011/12', 2013

- Younger people were more likely to have a high level of perceived ASB than older people<sup>49</sup>
- Those of mixed or multiple ethnic backgrounds were more likely both to have a high level of perceived ASB and to have experienced ASB in the last 12 months<sup>70</sup>.
- Social renters were more likely to have a high level of perceived ASB as well as to have experienced ASB in the last 12 months than those with other types of tenure.
- Those with a long-standing illness or disability, particularly that which limits activities were also more likely to have a high level of perceived ASB<sup>71</sup>.
- The Crime Survey for England and Wales shows that those who are either long-term or temporarily sick or ill are more likely to be a victim of criminal damage than those with other employment status<sup>72</sup>.
- Victimisation as reported in the Crime Survey for England and Wales 2014/15 tended to be higher in the middle of the age distribution, and peaked amongst those aged 35-44<sup>72</sup>.
- 40% of all criminal damage incidents reported in the Crime Survey for England and Wales 2015/16 were experienced by repeat victims<sup>70</sup>.
- 81% of those who reported experiencing criminal damage in the Crime Survey for England and Wales reported that they were emotionally affected by the incident. 44% were affected just a little, 26% were affected quite a lot, and 12% very much affected.
- Of victims and witnesses contacting the Community Safety Casework Team in relation to ASB in 2015/16 either via the duty line or online where an equalities monitoring form was completed (n=92):
  - 72% were female, 28% were male.
  - There were no victims or witnesses who did not identify with the gender they were assigned at birth.
  - 28% were in the 40-49 age group, and 23% in the 30-39 age group, although overall numbers with age information are low.
  - Of those where ethnicity was recorded, 13% were BME, whilst 87% were either White (unspecified) or White British.
  - 16% were lesbian, gay or bisexual.
  - 49% had no particular religion, 35% described their religion as Christian, 9% were atheist or agnostic and 7% had other religious beliefs.
  - 29% had a disability or limiting long-term illness.
  - 10 had a physical impairment, 9 had a mental health condition, and 6 had a long-standing illness (7 respondents had more than one type of disability). Other disabilities included sensory impairments and learning disability/difficulty.
- 26% of all police recorded criminal damage offences in 2015/16 in Brighton and Hove were committed against a company.

### Impact in neighbourhoods

- The hotspot for police recorded crime with an ASB flag in 2015/16 is located in the city centre, particularly around the North Laine, the South Lanes and North Street and Western Road.
- Table 12 on page 22 shows which Local Action Teams had identified anti-social behaviour or criminal damage as a priority for their local area (data as of Feb 2016). Issues with the street community tended to be identified 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

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<sup>70</sup> ONS, 'Crime in England & Wales, year ending March 2016 - Annual trend and demographic tables', 2016

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areas of the city, and criminal damage in both city centre and other locations. Further information can be found in the table.

- The Crime Survey for England and Wales 2015/16 showed that those living in the 20% most deprived output areas were more likely to have experienced ASB in their local area (35%) than those living in other output areas (28%) or those living in the 20% least deprived output areas (23%)<sup>70</sup>, as well as to have a higher level of perceived ASB<sup>71</sup>.
- The Crime Survey for England and Wales 2014/15 showed that those living in the 20% most deprived output areas were twice as likely as those living in the 20% least deprived output areas to be victims of criminal damage. Those who lived in areas of 'high physical disorder' were also more likely to experience criminal damage<sup>72</sup>.
- Those living in areas with a high level of physical disorder were also more likely to have experienced ASB within the last 12 months (42% compared with 28% of those living in area without a high level of physical disorder)<sup>70</sup> and to have a higher level of perceived ASB<sup>71</sup>.
- The police Strategic Assessment 2016/17 for Brighton & Hove identified the following ASB hotspots in the city<sup>73</sup>:
  - New Road and the Clock Tower continue to be areas of concern for groups of street drinkers
  - New Road and the Pavilion Gardens, open spaces such as Queen's Park and Saunders Park, public toilets and car parks, as well as high-rise residential blocks were all identified as being areas of concern with regards to public drug use and associated discarded paraphernalia.
  - Youth ASB in the city centre and London Road, as well as increasingly in Hove.
- In 2014/15 the council received 3,102 noise complaints (11.0 per thousand people). According to the 2015 City Tracker, four in five residents (80%) are satisfied with noise levels in their street, including 42% who say they are very satisfied. Meanwhile, just 13% say they are dissatisfied with the level of noise.
- Noise complaints to the council have been on a downward trend since 2010/11 when 3,952 complaints were received (14.7 per thousand people). From the 2015 City Tracker, satisfaction with noise levels in the street (80%) has returned to the level reported in 2013 (81%) and is close to the high of 84% from 2012, following a dip to 65% in 2014.

### 7.4 Perpetrators and criminal justice

- 89% of police recorded crimes with an ASB flag in 2015/16 where offender gender was recorded had a male offender, 11% had a female offender.
- The highest number of recorded offenders were in the 20-29 age group – which accounted for 30% of all offences. 24% of offences had an offender aged 30-39, 17% were aged 40-49 and 16% were aged 10-19. This suggests that youth ASB may be less likely to be crimed.
- The Crime Survey for England and Wales shows that a majority of offenders of criminal damage offences nationally are male (67%), and numbers peak in the under 16 age group (38%). In 45% of incidents, the offender was known by sight or to speak to by the victim, in 31% of incidents the offender was a stranger and 23% of incidents the offender was known well to the victim<sup>74</sup>.

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<sup>71</sup> ONS, 'Crime in England & Wales, year ending March 2016 - Supplementary tables', 2016

<sup>72</sup> ONS, 'Crime Survey for England and Wales, year ending March 2015 – Focus on Property Crime: Appendix tables', 2015

<sup>73</sup> Sussex Police, 'Brighton & Hove Strategic Assessment 2016/17', 2016

<sup>74</sup> ONS, 'Crime Survey for England and Wales, year ending March 2015 – Nature of Crime: Criminal Damage', 2015



## 7.5 Other considerations

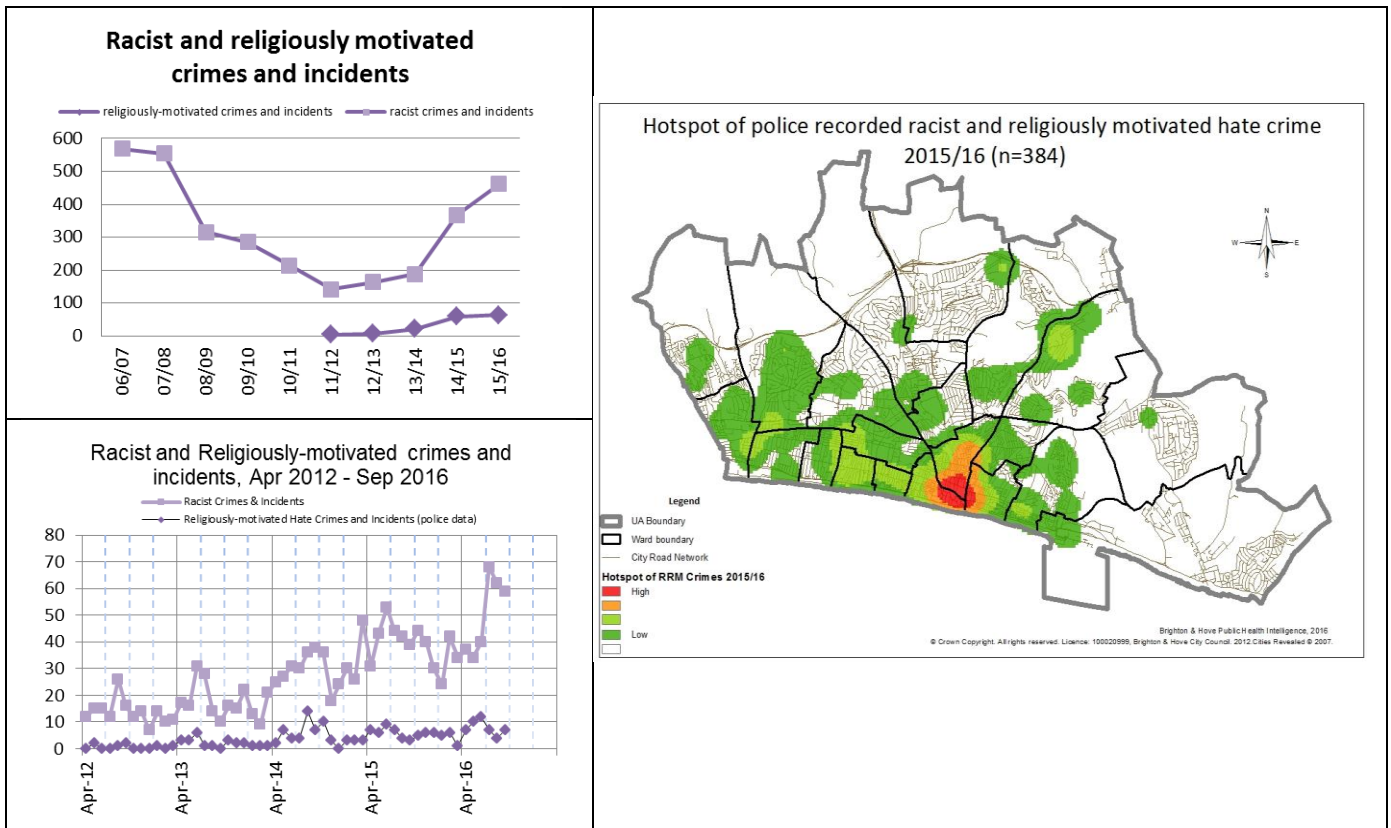
- Resources within the Community Safety Casework Team, Neighbourhood Policing Teams and key third sector partners have reduced roughly a third in the last two years and are likely to decrease further over the next three years.
- The Anti-Social Behaviour, Crime and Policing Act 2014 is in place, giving new tools and powers. Public Spaces Protection Orders (PSPOs) were brought in under the Act and their use to address ASB in 12 green and open spaces in Brighton and Hove has been approved by the Neighbourhoods, Communities and Equalities Committee. Other tools which have been put to use include Criminal Behaviour Orders, Civil Injunctions and Closure Orders.
- There have been increased numbers of people in the street community and associated ASB, including public drug use and paraphernalia.
- Youth ASB in public spaces, including parks, has been increasing recently.
- Services in Brighton & Hove are making more and better use of restorative practice to address ASB, assisted by the continuation of the Restorative Practice Development Officer post for a further 12 months.

## 7.6 Recommended priorities for partnership work

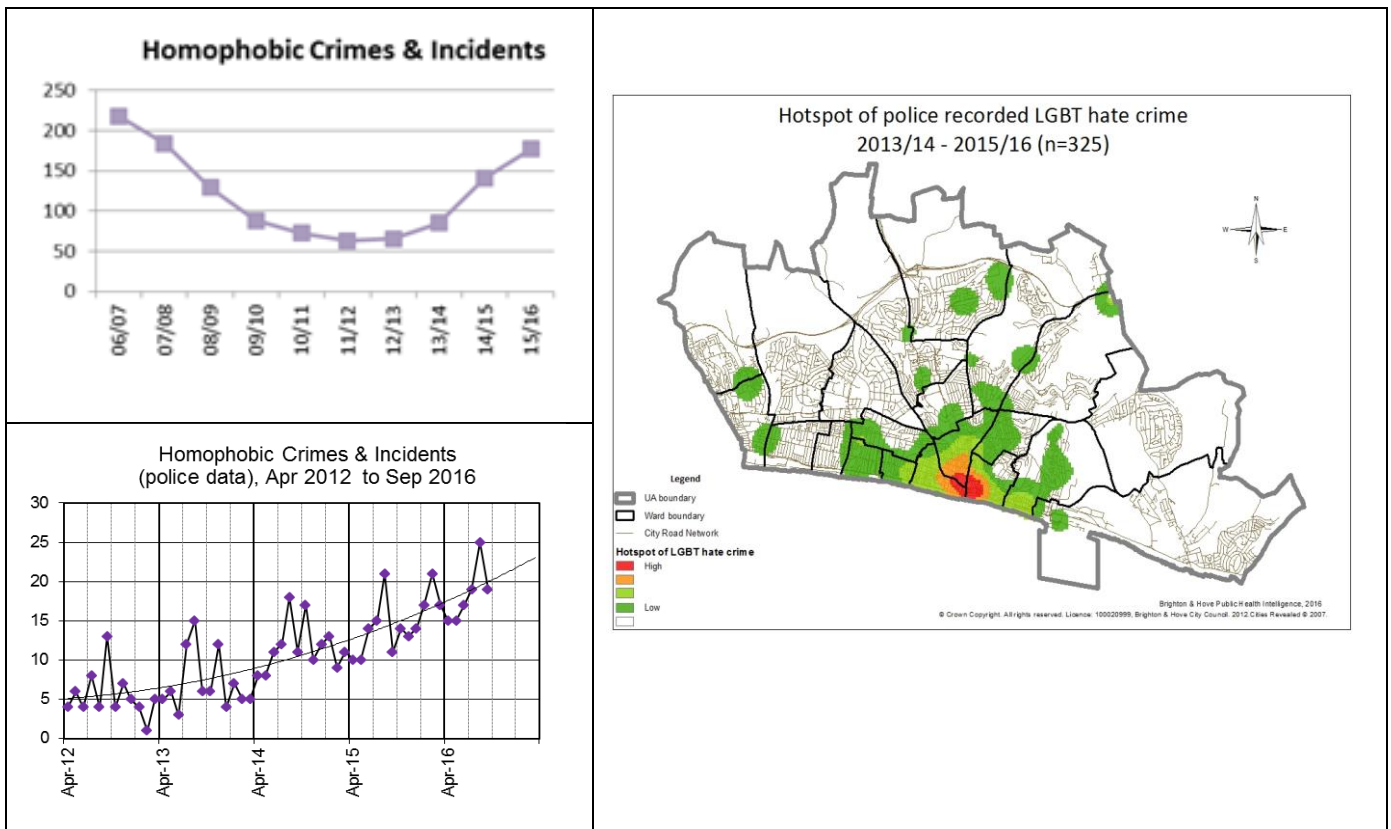
- Our three priority areas should be:
  - ASB associated to street community, including addressing public place drug use and drug paraphernalia
  - Addressing public place youth ASB
  - Managing high risk victims and priority perpetrators
- The following are proposals for the way in which the management of ASB should be approached:
  - Community Safety Casework Team (CSCT) duty service to continue, allowing members of public and partner agencies to receive advice and guidance and support regarding ASB.
  - Continued use of the Brighton & Hove Multi-Agency Risk Assessment and Tasking (MARAT) meeting and the ECINS casework management system to manage the harm caused to and by high risk victims and priority perpetrators.
  - Continued multi-agency work to address youth ASB, making best use of shared information and intelligence.
  - Continued multi-agency work to address ASB, harm and vulnerability associated with the street community.
  - Establish an ASB practitioners group to ensure good practice in addressing ASB across services.
  - Monitor the implementation of the PSPO.
  - Communicate with Local Action Teams (LATs), residents' groups, elected members and the public in general regarding priority areas, best use of resources and operational outcomes.

## 8. HATE INCIDENTS AND CRIMES

### Racist and Religiously motivated incidents and crimes

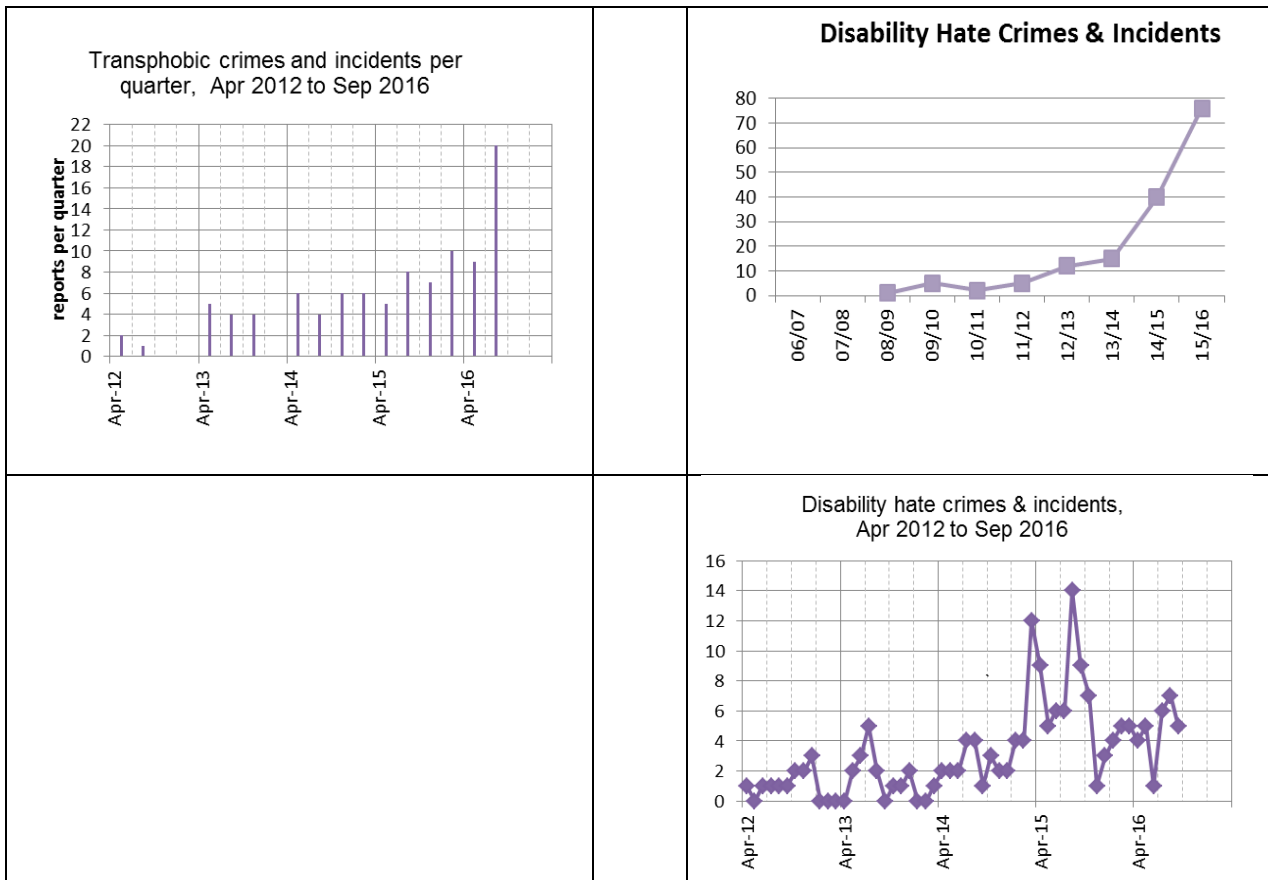


### LGBT hate incidents and crimes



Transphobic incidents and crimes

Disability hate incidents and crimes



**8.1 The nature of the problem and contributory factors**

**Racist and religiously motivated hate incidents and crimes**

- Perpetrators may be motivated by a perception of threat linked to: economic stability, access to state resources, sense of safety in the community and/or “symbolic” threat posed by people’s values or norms. This sense of threat can be projected onto ethnic minorities who are viewed as the source of socio-economic problems.
- Structural factors such as the Prevent policy may alienate the Muslim community and create a “suspect” community.
- Tensions can be heightened and lead to religious hate crimes following global terrorist attacks.<sup>75</sup>
- National hate crime statistics published by the Home Office show a rise in hate crime offences in the month following the EU referendum vote in June 2016. There was a 41% rise in offences in July 2016 compared with the same month the previous year<sup>76</sup>.

**LGBT hate incidents and crimes**

- Personal insecurity of sexuality and identity are important drivers of hate crime.<sup>77</sup>

<sup>75</sup> Equalities and Human Rights Commission, Research Report 102 ‘Causes and motivation of hate crime’, 2016

<sup>76</sup> Home Office, ‘Hate Crime, England and Wales, 2015/16’, October 2016

<sup>77</sup> Welsh Government. Analysis for Policy. Understanding who commits hate crime and why they do it. 2013

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- Research has shown correlations between educational attainment and prejudiced attitudes - the higher the level of education the lower the amount of prejudice.<sup>75</sup>
- Perpetrators may be motivated by a perception of threat linked to a sense of safety in the community and/or “symbolic” threat posed by people’s values or norms.
- National hate crime statistics published by Galop show a rise in hate crime offences in the month following the EU referendum vote in June 2016<sup>78</sup>. The LGBT Community Safety Forum locally has reported an increase in hate crime rhetoric and community experience of this post EU referendum.
- Following global terrorist attacks against LGBT communities tensions are being heightened and can lead to LGBT hate crimes.
- Increase in race and religious hate crimes may lead perpetrators to embolden threats against other minorities. This sense of threat may be projected onto visible minorities.

### **Disability motivated hate incidents and crimes**

- Disability hate crimes often involve high levels of sexual violence and property offences.
- Structural factors such as a welfare reform narrative of “benefits scroungers” may have a disproportionate impact on disabled people, leading to increased hostility.<sup>75</sup>

## 8.2 Scale of the problem, trends and benchmarking

**NB. Police recorded data are not necessarily a good indicator of underlying levels or trends.** Following the HMIC data integrity inspection during 2013/14 which examined practices across all police forces around recording of crimes and management of data, the number of violent crimes across Sussex Police (and elsewhere) rose steeply. Hate crimes often fall under the violent crime grouping according to Home Office crime definitions.

- The combined 2012/13 to 2014/15 Crime Survey for England and Wales (CSEW) estimates that 0.4 per cent of adults were victims of any hate crime in the last 12 months.
- 48 per cent of hate crime incidents reported in the CSEW came to the attention of the police<sup>79</sup>.

### **Racist and religiously motivated hate incidents and crimes**

- In 2015/16 there were 506 RRM crimes and incidents, the highest number in the last eight years. This is an increase of 23% on 2014/15 (414 crimes and incidents) and is two and a half times higher than in 2013/14 (201 crimes and incidents).
- In 2015/16 there were 62 RRM incidents recorded by the Casework Team, the lowest number since 2012/13 and 16% fewer than in 2014/15 (74 crimes and incidents).
- Council housing recorded 21 racist incidents in 2015/16 and one religiously-motivated incident. This is slightly higher than the previous two years (16 in 2013/14 and 17 in 2014/15).
- Police recorded RRM hate crime and incidents between April 2012 and March 2016 (n=1,362) occur around the year. However there are more recorded during the summer than the winter: 39% took place in the four month period May to August while 27% took place in the four months November to February.

### **LGBT hate incidents and crimes**

- The number of police recorded homophobic hate crimes and incidents have been increasing since 2011/12 and is now at its highest number for the past eight years. During 2015/16 there were 177 homophobic crimes and incidents recorded by the police, 25% higher than in 2014/15 (141 crimes and incidents) and nearly three times the figure seen in 2011/12 (63 crimes and incidents).

<sup>78</sup> Antjoulle N (2016), *The Hate Crime Report: Homophobia, Biphobia and Transphobia in the UK*, Galop

- The number of police recorded transphobic hate crimes and incidents have been increasing year on year since 2011/12. During 2015/16 there were 33 recorded crimes and incidents, an increase of 50% compared to 2014/15 when only 22 were recorded.
- While the number of police recorded homophobic crimes and incidents have been increasing, the number of homophobic incidents reported to the Casework Team has fallen from 26 in 2013/14 to nine in 2015/16.
- Council housing recorded 4 homophobic incidents and 2 transphobic incidents in 2015/16. The number of homophobic incidents has declined over the last three years, while the number of transphobic crimes has increased by one each year since 2014/15.
- Looking at the 603 homophobic police recorded hate crime and incidents from April 2010 to March 2016, nearly a quarter (24%) took place during July and August. This is nearly twice the number that took place in April and May (12%, 75 crimes and incidents).

### ***Disability motivated hate incidents and crimes***

- The number of police recorded disability hate crimes and incidents have been increasing year on year since 2010/11 when only 2 were recorded. During 2015/16 there were 76 recorded, a 90% increase compared to 2014/15 when 40 were recorded.
- While the number of police recorded disability hate crimes and incidents have been increasing, the number of incidents reported to the Casework Team has been falling. In 2012/13 27 incidents were reported while in 2015/16 there were only 8 recorded.
- There were no disability hate incidents recorded by Council Housing in 2015/16.
- The number of disability hate crimes and incidents reported to police is too small to demonstrate any consistent seasonal patterns.

## **8.3 Who's affected**

### **Impact on individuals**

- The Crime Survey for England and Wales 2012/13 – 2014/15 showed that the risk of being a victim of personal hate crime was highest amongst:
  - People aged 16-24
  - Those with religious group 'other' or Muslim
  - People with Black, Asian or Mixed ethnic backgrounds
  - Those whose marital status is single
- The risk of being a victim of household hate crime was highest amongst:
  - Social renters
  - Those who lived in a household with a total income of less than £50,000<sup>79</sup>
- CSEW data showed that 35 per cent of victims of household hate crime, and 27 per cent of victims of personal hate crime had been victimised more than once in the previous year.<sup>79</sup>
- Victims of hate crime were more likely than victims of CSEW crime overall to say they were emotionally affected by the incident (92% and 81% respectively) and more likely to be 'very much' affected (36% and 13% respectively).
- Of those who said they were emotionally affected, victims of hate crimes tended to be more affected than victims of CSEW crime overall. More than twice as many hate crime victims said they had suffered a loss of confidence or had felt vulnerable after the incident (39%), compared with CSEW crime overall (17%). Hate crime victims were also more than twice as likely to experience fear, difficulty sleeping, anxiety or panic attacks or depression compared with victims of overall CSEW crime<sup>79</sup>.

### ***Racist and religiously motivated hate incidents and crimes***

<sup>79</sup> Home Office, 'Hate Crime, England and Wales, 2014/15, statistical bulletin 05/15', October 2015.

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- 61% of police recorded racist or religiously motivated hate crimes in 2015/16 had a male victim, 39% had a female victim.
- 29% of racist and religiously motivated hate crimes in 2015/16 had a victim in the 30-39 age group, followed by 22% in the 20-29 age group.
- Looking at just those offences which were flagged as religiously motivated for 2014-15 and 2015-16 combined, 67% of offences had a male victim, 33% had a female victim. As with racist offences, the highest proportion of victims was in the 30-39 age group.
- 32% racist and religiously motivated hate crimes in 2015/16 had a victim who was recorded as White – North European, 28% of offences had a victim who was Black, 17% Asian, 16% Middle Eastern, 5.4% White South European and 1.2% Chinese, Japanese or SE Asian.

### **LGBT hate incidents and crimes**

- 66% of police recorded LGBT hate crimes in 2015/16 had a male victim, 34% had a female victim.
- The largest proportion of victims was in the 40-49 age group. 27% of LGBT hate crimes in 2015-16 had a victim aged 40-49, 23% were in the 30-39 age group.
- Numbers are too low to analyse transphobic flagged offences separately for equalities data.
- Of those offences where a victim ethnicity was recorded, 97% of police recorded LGBT hate crimes had a victim recorded as White – North European.
- The trans community is fewer in number and better interconnected than lesbian and gay communities and therefore experiences of hate incidents and crimes are transmitted and absorbed more quickly across the trans community. Similarly, inadequate responses from services can impact more widely on trust and confidence across the community as a whole as negative personal narratives receive much wider community attention.
- Roles and responsibilities within trans community groups are shared between fewer individuals and consequently groups may be less resilient and effective in managing transphobia. The sort of event which might be dealt with adequately within the lesbian or gay communities can have a disproportionate impact on the trans community, affecting both the mental health of individuals and resilience of groups.
- The law and sentencing uplift policy create a 'hierarchy of hate crime' and sends the message that some groups are more worthy of protection than others. This undermines confidence of victims in the law – and may contribute to the huge levels of under-reporting in some communities.

### **Disability motivated hate incidents and crimes**

- 52% of police recorded disability hate crimes between 2013/14 and 2015/16 had a female victim, 48% had a male victim.
- Overall numbers are low even over the 3 year period, but the highest number of victims (n=21) fall in the 20-29 age group.
- Of those offences between 2013/14 and 2015/16 where a victim ethnicity was recorded, 94% of offences had a victim recorded as White – North European.

## **Impact in neighbourhoods**

### **Racist and religiously motivated hate incidents and crimes**

- 42% of racist and religiously motivated hate crimes occurred on the street, 21% occurred inside a dwelling, and a further 11% occurred in a shop.
- The hotspot for police recorded racist and religiously motivated offences in 2015/16 is located in the city centre in an area covering the North Lane, South Lanes and St James's Street area.

### **LGBT hate incidents and crimes**

- 47% of LGBT hate crimes in 2015/16 occurred on the street, 30% occurred in a dwelling. 4% occurred in a licensed premises and a shop respectively.
- Regency followed by Queens Park wards had the highest number of police recorded LGBT hate crimes in 2015/16.

#### ***Disability motivated hate incidents and crimes***

- The highest proportion of disability hate crimes between 2013/14 and 2015/16 (53%) occurred inside a dwelling, whilst 29% occurred on the street.
- Police recorded disability hate crimes between 2013/14 and 2015/16 were concentrated in the city centre and to the east of the city, with the highest numbers being in St. Peter's & North Laine, Queen's Park, Moulsecoomb & Bevendean, Hanover & Elm Grove and East Brighton wards.

## **8.4 Perpetrators and criminal justice**

#### ***Racist and religiously motivated hate incidents and crimes***

- Racist hate crimes are more likely to involve more than one perpetrator and they are more likely to have a previous criminal record.<sup>75</sup>
- Locally, 79% of racist or religiously motivated hate crimes in 2015/16 have a suspect who is male, 21% have a female suspect.
- 89% of all crimes which have ethnicity information recorded for the suspect have a White – North European suspect.
- Suspect age information is not currently available, and numbers are too low to analyse offender age ranges.
- In 69% of racist and religiously motivated hate crimes in 2015/16, the offender was a stranger to the victim, in 28% the offender was an acquaintance of the victim, and in 3% of offences the offender was either a family member or intimate partner of the victim.
- In 2015/16, 16% (62/380) of all racially motivated crimes resulted in a charge being made. 11% (6/55) of religiously motivated crimes resulted in a charge.
- In 2015/16 87.8% of finalised prosecutions for all racist and religiously motivated crimes (65/74) had a 'successful outcome'. This was down slightly from 93.2% (82/88) in 2014/15.
- 89.9% of finalised prosecutions for racist and religiously motivated crimes in 2013/14 resulted in a conviction. This compares with 85.2% of finalised prosecutions with a 'successful outcome' in England and Wales (there is a 21 month time lag on this data)

#### ***LGBT hate incidents and crimes***

- LGBT hate crime is more likely to involve physical violence and have more than one perpetrator.<sup>75</sup>
- Locally, 83% of police recorded LGBT hate crimes in 2015/16 have a suspect who is male, 17% have a female suspect.
- 91% of suspects in police recorded LGBT hate crimes were recorded as White – North European, however in many cases suspect ethnicity information is not recorded, and so numbers are low.
- Suspect age information is not currently available, and numbers are too low to analyse offender age ranges.
- In 65% of offences in 2015/16, the offender was a stranger to the victim; in 31% of offences, the offender was an acquaintance of the victim. In 4% of offences the offender was either a family member or intimate partner of the victim.
- In 2015/16, 11% of all LGBT hate crimes (16/142) resulted in a charge being made, down from 28% (31/112) in 2014/15.
- 82% of finalised prosecutions (18/22) for all LGBT hate crimes in 2015/16 had a 'successful outcome'. This was down from 89% (33/37) in 2014/15.

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- 74% of finalised prosecutions for homophobic offences had a 'successful outcome' in 2013/14 locally. This compares with 81% in England and Wales (there is a 21 month time lag on this data).

### ***Disability motivated hate incidents and crimes***

- Disability hate crime is more likely to be perpetrated by a single person, with a third of perpetrators being female.<sup>75</sup>
- In 50% of offences between 2013/14 and 2015/16, the offender was an acquaintance of the victim, in 40% of offences the offender was a stranger to the victim. In 10% of offences the offender was either a family member or intimate partner of the victim. A higher proportion of disability hate incidents are committed by an acquaintance to the victim than in other types of hate crime locally.
- There is not enough offender data to analyse offender age and gender.
- In 2015/16, 9.3% of disability hate crimes (5/54) resulted in a charge being made. This is an increase from 3.7% (1/27) in 2014/15.
- Four out of five finalised prosecutions for disability hate crime had a 'successful outcome' in 2015/16. This compares with 2 out of 2 in 2014/15.

## 8.5 Other considerations

### ***opportunities***

- The Anti-Social Behaviour, Crime and Policing Act 2014 is in place, giving new tools and powers.
- Services in Brighton & Hove are making more and better use of restorative practice to address hate incidents, assisted by the continuation of the Restorative Practice Development Officer post for a further 12 months.
- The LGBT and Racial Harassment Forums are now both community driven, providing opportunities for increased capacity, while retaining links from statutory partners. The RHF has a new constitution which allows them to have a wider remit, such as advocacy, and better scrutiny of statutory services. The Rainbow Fund, linked to fundraising through Brighton Pride has supported capacity building and engagement in the community.
- There are a number of other newly emerged or developing partnerships or forums which open up new approaches and ways to engage. For example, Trans Alliance has emerged as a key community group representing the interests of trans people. There has been partnership working between LGBT, refugee and faith groups and between the LGBT Community Safety Forum and the newly constituted Racial Harassment Forum.

### ***concerns***

- Resources within the Community Safety Casework Team, Neighbourhood Policing Teams and key third sector partners have reduced roughly a third in the last two years and are likely to decrease further over the next three years. With this in mind, it is important to manage communities' expectations realistically.
- Budget reductions make it impossible to predict levels of support or capacity in public sector or third sector in the coming years. Maintaining effective partnership work, planning ahead or committing to project work (for example preventative work) will become increasingly challenging. A reduction in statutory services may risk a reduction in trust and confidence.
- There are concerns that a diminished visible police presence may decrease deterrence and also negatively impact on the likelihood that communities will report incidents.
- CPS data showed a decrease in the number of hate incidents being prosecuted in 2015/16, and also in the percentage which result in a conviction. The pattern appears to be continuing into the first half of 2016/17 for LGBT hate crimes. The reasons for this need to be better understood and data need to continue to be monitored.



- The LGBT beacon status of city continues to draw people to the city who may not have accommodation. This has contributed to an increase in LGBT homelessness and there is a need to develop work with housing providers and services to address this.

### 8.6 Recommended priorities for partnership work

The following outcomes should be progressed:

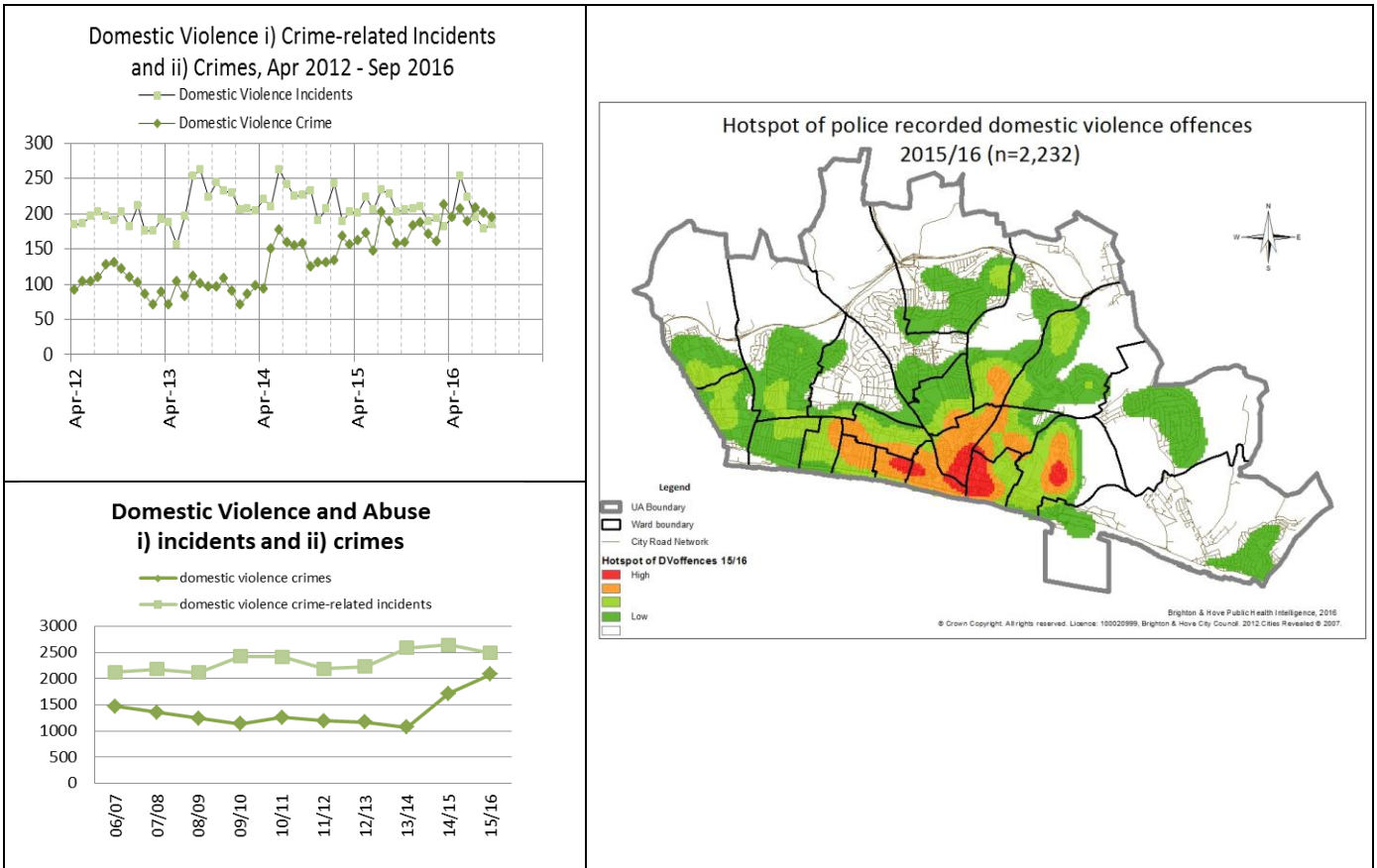
- Increase trust and confidence to report
- Support high risk victims of hate incidents and crimes
- Bring perpetrators to justice
- Manage increased tension linked to changes in the national and international landscape.

The following approaches for the partnership are proposed to reduce the occurrence of hate incidents and crimes and to support victims:

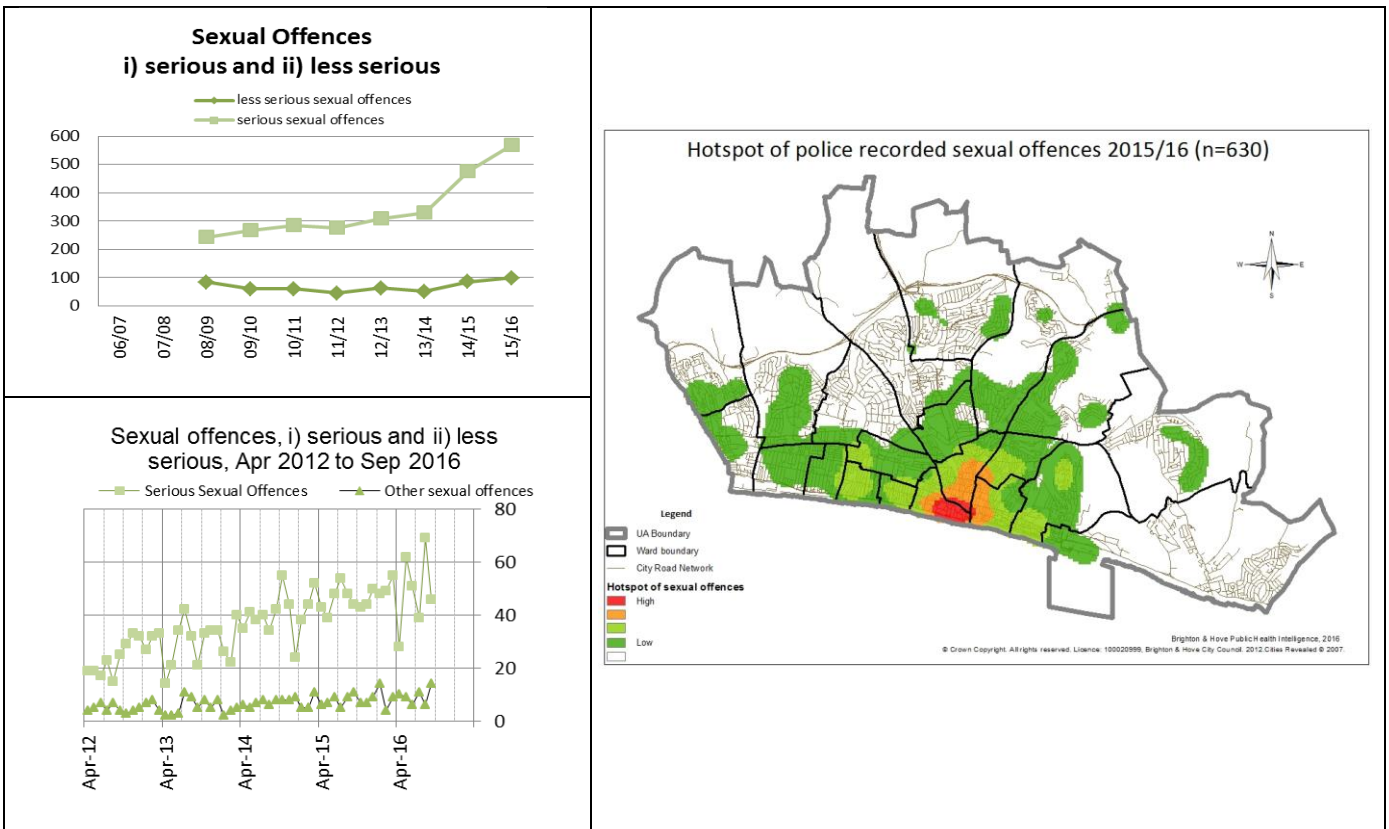
- Work to support high risk victims and priority perpetrators of hate incidents and crimes through continued use of the Multi-Agency Risk Assessment and Tasking (MARAT) meeting and the shared casework management system used by different partners (ECINS).
- Make appropriate use of the tools and powers in the ASB, Crime and Policing Act 2014 to address hate incidents and crimes, especially for repeat perpetrators.
- Continue to run the Community Safety Casework Team Duty Service, enabling members of public and partner agencies to receive advice, guidance and support regarding hate incidents and crimes.
- Make use of the 'Self-evident' reporting app to assist reporting.
- Increase the use of restorative practice to reduce the harm caused by hate incidents and crimes and support communities to understand the advantages of this approach.
- Statutory partners to continue to work alongside community forums to reduce community concern and increase trust and confidence in statutory services, by having them as a 'critical friend' and working with the forums to enable them to provide advocacy to victims of hate incidents.
- Maintain good communication between the statutory and community sectors, including the community forums, including around how to make best use of resources and achieve operational outcomes.
- Develop hate incident champions within key partner agencies.
- Continue to work alongside schools and education colleagues to reduce harm caused by prejudice-based (hate) incidents and behaviours.
- Continue to work with community and third sector agencies to promote cohesive and sustainable communities by sharing advice, policy and guidance and embedding best practice.
- Work with services for victims of domestic or sexual violence/abuse to ensure services are suitable for and accessed by minority communities.

## 9. DOMESTIC AND SEXUAL VIOLENCE/ABUSE AND HARMFUL PRACTICES

### Domestic violence crimes and incidents



### Sexual offences



## 9.1 The nature of the problem and contributory factors

### ***Domestic violence & abuse, stalking and harassment***

- There are multiple causes of domestic violence and abuse (DVA). At its root is power, control and inequality. Factors involved are:
- Socio-cultural –Patriarchal societies that allow male violence to control women or as a means of solving problems
- Interpersonal – Family interactions are seen as problematic rather than the behaviour of one individual
- Individual/Intrapersonal – violence against a partner is learnt behaviour; personality attributes of jealousy, dependency, attachment impulse control and self-esteem are associated with DVA; attitudinal or cognitive deficits have been linked to use of violence.<sup>80</sup>
- Women living in the poorest households are reported to be three times more likely to be victims of DVA, including stalking, than those in higher income families<sup>81</sup>.
- Coercive control is a concept to explain how men entrap women in everyday life. This may involve violence alongside: isolation, degradation, mind-games and micro-regulation of everyday life<sup>82</sup>. The Serious Crime Act 2015 created the new offence of controlling or coercive behaviour in intimate or familial relationships<sup>83</sup>
- 46% of those who had experienced partner abuse in the last year did not perceive what had happened to them as domestic violence, whilst just 27% did perceive it to be domestic violence (22% did not wish to answer and 5% did not know)<sup>84</sup>.
- Stalking can take place in many forms and can consist of behaviour that is persistent and clearly unwanted causing fear, harassment or anxiety. Four types of stalking have been identified: ex-partner harassment; infatuation harassment; delusional fixation and sadistic stalking. One in 10 victims do not know their stalker.<sup>85</sup>

### ***Rape & Sexual violence, Sexual Exploitation (including commercially through prostitution and the sex industry), Sexual Harassment***

- The majority of sexual offences are committed by men.
- Intimate Partner Sexual Violence (IPV) is more strongly associated with gender inequality in the home and experiences of childhood abuse. Sexual only IPV is also associated with multiple sexual partners and engaging in transactional sex.<sup>86</sup>
- Non-partner rape is strongly correlated with notions of male heterosexual dominance and can involve gangs, fights and weapons. It is also more closely associated with alcohol and drug misuse, poverty and depression.<sup>86</sup>
- The Home Office Modern Crime Prevention Strategy lists character as a key driver of crime and as such focuses on building positive characteristics and resilience amongst young

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<sup>80</sup> Gilchrist, E. et al. Domestic Violence. Current Issues in definitions and interventions with perpetrators in the UK. Forensic Psychology. 2013.

<sup>81</sup> Crime Survey for England and Wales 2013/14

<sup>82</sup> Cedar Network. Cedarnetwork.org.uk

<sup>83</sup> Home Office. Controlling or coercive behaviour in an intimate or family relationship. December 2015

<sup>84</sup> ONS, Focus on: Violent Crime and Sexual Offences, year ending March 2015 - Appendix Tables, Appendix table 4.34, 2016

<sup>85</sup> Dr Lorraine Sheridan. The National Stalking Survey. University of Leicester. 2004-13

<sup>86</sup> Heise L and Fulu E. What works to prevent violence against women and girls? June 2014.

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people in order to prevent sexual violence. By teaching young people the concept of consent, and to recognise and challenge unhealthy and exploitative relationships it is hoped less young people will become both victims and perpetrators of violence.<sup>41</sup>

- In March 2016 the government published “Ending Violence against Women and Girls Strategy 2016-2020”, which recognised prostitution was a complex and controversial issue but prioritised public protection.
- 85-90% of sex workers are estimated to be women
- Factors that may drive people to enter sex work include: Violence and power; entry into the care system or family neglect; money, debt problems and low level welfare benefits; an abrupt ‘cut off’ of institutional care or safety nets; addiction and homelessness; low levels of education and lack of qualifications, and discrimination.<sup>87</sup>
- Migrants may enter sex work to improve their living standards; support family in their native country; or because they are unable to find work due to language barriers or lack of right to work; for asylum seekers it may be their only means of making money.<sup>87</sup>

### ***Harmful Practices - Female Genital Mutilation (FGM); Forced Marriage (FM); so-called ‘honour-based’ violence and abuse (HBVA)***

- Harmful practices which are forms of violence and abuse which have been committed primarily against women and girls in certain communities and societies for so long that they are considered, or presented by perpetrators, as part of accepted cultural practice. The most commonly known are forced marriage, so-called ‘honour-based’ violence and female genital mutilation.
- **FGM** takes place worldwide but is mainly practised in 28 African countries and parts of the Middle and Far East. It is illegal in the UK but may take place in migrant communities.<sup>88</sup> It reflects deep-rooted inequalities between the sexes. Reasons for FGM vary by region and socio-cultural factors. It is seen as a social norm, and a way to ensure virginity and chastity, thus increasing marriageability. It is motivated by beliefs about acceptable sexual behaviour, femininity and modesty.
- Practitioners also believe they are acting in accordance with religious beliefs but the practice is not supported by any religious doctrine<sup>89</sup>
- **Forced marriage** may happen for a range of reasons including: to uphold perceived religious or cultural ideals; to control unwanted behaviour around alcohol or drugs; to control sexuality – particularly if people identify as LGBT; to prevent unsuitable relationships before marriage; to strengthen family links and keep wealth in the family; to assist claims for residence and citizenship; to provide a carer; to fulfil longstanding family commitments, and peer group or family pressure.
- Some additional factors which may increase the risk of a forced marriage taking place: bereavement in the family; being the older unmarried sibling; becoming a single parent; the younger child taking place of older sibling to fulfil a marriage contract; a disclosure of sexual abuse or rape.<sup>90</sup>
- **HBV** is commonly committed against women and girls by their own families, who perceive the victim to have brought shame on them by a dishonourable act or behaviour. Acts which may be considered to fall into this category include: premarital sex; adultery; pregnancy

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<sup>87</sup> Balfour R and Allen J. A review of the literature on sex workers and social exclusion by UCL Institute for Health Equity for Inclusion Health. Department of Health. April 2014.

<sup>88</sup> Home Office. Female Genital Mutilation Resource Pack. May 2016.  
<https://www.gov.uk/government/publications/female-genital-mutilation-resource-pack/female-genital-mutilation-resource-pack>

<sup>89</sup> WHO. Female Genital Mutilation Fact Sheet. February 2016. <http://www.who.int/mediacentre/factsheets/fs241/en/>

<sup>90</sup> Scottish Government. Forced Marriage in Scotland: Our responses and responsibilities.  
<http://www.gov.scot/Resource/0042/00428767.ppt>

outside marriage; identifying as LGBT; contact with a non-relative male stranger; marrying without parental consent or marrying outside the community.<sup>91</sup> HBV is a social norm in some cultures, and is usually a planned and collective crime.

### 9.2 Scale of the problem, trends and benchmarking

**Note: Police recorded data are not necessarily a good indicator of underlying levels or trends.** Following the HMIC data integrity inspection during 2013/14 which examined practices across all police forces around recording of crimes and management of data, the number of violent crimes across Sussex Police rose steeply. This has affected domestic violence and sexual violence statistics.

Between September 2015 and March 2016 the providers of 'The Portal' (RISE with Survivors' Network and CGL) have reported levels of referrals that are considerably higher than projected. In the most recent 6 month period (April – September 2016), across The Portal service as a whole, there has been a 28% increase in referrals and an 11% increase in clients when compared to the previous 6 months.

#### **Domestic violence and abuse**

##### **Nationally**

- Around 27% of women and 13% of men aged 16-59 report experiencing any domestic abuse since the age of 16<sup>92</sup>.
- In 2014/15, 81 women were killed by a current or former partner: 44% of female homicide victims were killed by a partner or ex-partner, with an additional 17% killed by other family members; the respective numbers for men are 6% and 14%.
- According to the national Crime Survey for England and Wales (CSEW), partner violence has dropped significantly over the last ten year period from 6.8% to 4.1%<sup>93</sup>. However, recent research<sup>93</sup> has argued that violent crime is 60% higher than official figures suggest due to a cap, which means that a person can only be counted as a victim five times. This is particularly relevant to DVA offences, where victims frequently suffer multiple incidents.
- 30% of victims of domestic violence in the 2015 CSEW were victimised more than once, and 60% of incidents were experienced by repeat victims<sup>94</sup>.
- 37% of those who had experienced partner abuse in the last 12 months told someone in any official position, with just 21% telling police<sup>94</sup>.
- National trend data on police recorded crimes data is not available.

##### **Locally**

- Applying the latest prevalence rates from the CSEW to 2015 mid-year population estimates shows that 7,639 women and girls aged 16-59, and 3,868 men and boys are estimated to have experienced domestic violence and abuse in the last year.
- In 2015/16, 4,575 domestic violence incidents and crimes (2,086 crimes and 2,489 crime-related incidents) were reported to the police, an increase of 5.0% on 2014/15 and 24% higher than in 2013/14 and 36% higher than in 2008/09.
- In 2014/15 a total of 4,357 domestic abuse incidents were recorded by police, a rate of 17.1 per thousand people. This is lower than both the South East (19.2) and England (20.4).
- From April 2015 the Home Office have started to collect data from police forces in England and Wales on crimes flagged as domestic abuse. Between April and September 2015 11% of all recorded crimes were flagged as domestic abuse. This compares with 8.7% in

<sup>91</sup> Bhanbro Sadiq. Honour based violence – What is it? December 2015

<sup>92</sup> Office for National Statistics. The Crime Survey for England and Wales: Focus on: Violent Crime and Sexual Offences, 2014/15. 2016

<sup>93</sup> [Walby, S., Towers, J., & Francis, B, 2014](#)

<sup>94</sup> Crime Survey for England and Wales 2015, Office for National Statistics

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Brighton & Hove. The lower proportion locally is likely to be affected by the greater number of visitors to the city, with a higher number of non-DVA crimes contributing to the total.

- Sussex Police have been able to report on the risk grading of domestic abuse crimes and incidents since April 2016; between April 2016 and August 2016 there were 1,964 crimes and incidents for which a Domestic Abuse, Stalking and Honour Based Violence Risk Identification Checklist (DASH RIC) was completed. Of these 69 were graded as 'high risk' cases, 363 'medium risk' and 1,530 'standard' risk.
- Domestic Violence Protection Orders<sup>95</sup> (DVPOs) were introduced across England and Wales in March 2014. Between June 2014 and November 2015 there were 24 DVPO applications made. In the same period there were 6 breaches, of which 1 was a breach of a Domestic Violence Protection Notice (DVPN) and 5 were DVPO breaches. The use of DVPOs varies across the divisions in Sussex.
- Domestic Violence Disclosure Scheme (DVDS) was introduced on 8th March 2014 after the Home Office launched a national scheme, also known as 'Clare's Law'<sup>96</sup>. In the period from March 14 to March 16, of the total 394 successful DVDS applications force wide. Of these, 'Right to Know' applications make up 67% of the total DVDS workload and 'Right to Ask' applications make up 33%. Around 25% of applications are made from Brighton & Hove.
- In 2014/15 635 referrals were made to the IDVA service provided by RISE Domestic Abuse Service, which works with the highest risk victims of domestic violence & abuse.<sup>97</sup>
- In 2015/16 there were 448 Multi-agency Risk Assessment Conference (MARAC) clients of which 164 clients (36.6%) were repeats. In total there were 431 children in households of MARAC clients. Just over half of clients (53%) were referrals by the police.
- In 2015/16 there were 448 MARAC clients, a fall of 4% compared to 2014/15 (467 clients) but higher than at any other year since 2008/09. The number of children in MARAC households increased by 19% in 2015/16 (431 children compared to 361 in 2014/15). The proportion of repeat MARAC clients in 2015/16 was 37%, higher than the national average of 24%, higher than in 2014/15 (28%) and the highest since 2009/10 (17%).
- In 2015/16 there were 105 homeless applications due to the violent breakdown of a relationship involving a partner or an associated person. This is 30% lower than seen in both 2014/15 (149 cases) and 2013/14 (153 cases) but similar to the levels seen in 2011/12 (110 cases) and 2010/11 (115 cases). The percentage of applications accepted has been relative consistent at about 35 to 37% between 2010/11 to 2015/16.
- Between 2012 and 2014 three domestic homicide reviews, and one 'near miss' review were completed. A further domestic homicide review has commenced in 2016-17.
- According to local police data over the last 5 years, the months with the highest prevalence of recorded domestic violence crimes and incidents are July and August. December has a slightly higher prevalence than other winter months. The summer peak is broadly the same as for all violence against the person.

### **Stalking and harassment**

- According to the CSEW 2016<sup>98</sup> 21% of women and 10% of men aged 16-59 had been a victim of stalking (by any person, including a partner or family member) since the age of 16

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<sup>95</sup> An initial temporary notice, the Domestic Violence Protection Notice (DVPN) can be issued when authorised by a senior police officer, and this is then followed by a DVPO which will be imposed at the magistrates' court. Magistrates have the power to ban a domestic violence perpetrator from returning to their home or having contact with the victim for up to 28 days in the immediate aftermath of a domestic violence incident.

<sup>96</sup> Clare's Law enables the police to disclose information on individuals about violent offending by a new or existing partner, if it is considered that the information may help protect the victim from violence.

<sup>97</sup> Full year data is only available for 2014/15 for specialist services because during 2015/15 RISE and Survivors' Network moved onto a new case management system as part of the development of 'The Portal' which is a single point of access and helps victim/survivors of domestic and sexual violence and abuse to find advice and support in Brighton & Hove and East Sussex

and 5% of women and 3% of men in the last year. The trend in this over the last 10 years is downwards.

- Applying the latest prevalence rates from the CSEW to 2015 mid-year population estimates shows that 4,564 women and girls, and 2,321 boys and men in Brighton & Hove are estimated to have experienced stalking in the last year.
- The specific crime of stalking was introduced in Nov 2012. Data on police recorded crimes and incidents of stalking became available as of April 2014. In 2015/16 there were 37 police recorded offences of stalking in Brighton & Hove, up from 19 the previous year.

### **Sexual violence**

- 19% of women and 4% of men report experiencing a sexual assault since the age of 16, with young women at the greatest risk<sup>99</sup>.
- The 2015 to 2016 Crime Survey for England and Wales asked adults aged 16 – 59 for the first time whether they had experienced sexual assault by adults during childhood. 11% of women and 3% of men reported any form of historical child sexual assault<sup>100</sup>.
- Applying the latest prevalence rates from the Crime Survey for England and Wales to 2015 mid-year population estimates shows that In Brighton & Hove 2,515 women and girls, and 677 boys and men are estimated to have experienced any sexual assault in the last year.
- In 2015/16 there were 667 police recorded sexual offences, an increase of 19% compared on 2014/15 and 74% higher than in 2013/14. This rise in reporting is not necessarily negative and does not automatically mean more offences are taking place in the city. Increased awareness, and processes in place both within the police and partner agencies relating to better victim care may mean that trust and confidence in the police and other agencies has increased. This is also likely linked to the public response following the increased national awareness of sexual offences, including historical sexual offences. This is likely to continue given the Independent Inquiry into Child Sexual Abuse (IICSA).
- Brighton and Hove had a sexual offences rate of 1.81 per 1,000 population in 2015/16, this is higher than both the South East rate (1.36) and the England rate (1.40).
- The 2014 HMIC audit of crime recording across England and Wales concluded that 1 in 4 sexual offences that should have been recorded by the police were not being recorded<sup>101</sup>.
- 67% of those who had experienced serious sexual assault since the age of 16 had told anyone. However, just 28% of those who had experienced serious sexual assault since the age of 16 had told someone in an official position, of which 17% had told the police. 31% had told another support professional or organisation.
- There is no strong seasonal trend for police recorded sexual offences in the last 5 years.
- 45% of all sexual offences were reported to the police more than 7 days after the offence took place, resulting in a loss of forensic opportunities.
- In 2015 there were 143 SARC clients resident in Brighton & Hove, 4% more than in 2014/15 (137 clients) and more than double (113%) the figure seen in 2011/12 (67 clients).
- In 2014/15 159 referrals were made to the ISVA service provided by Survivors' Network, which works with victims of rape, sexual violence & abuse.
- In 2015/16, the Saturn Centre - the local Sussex Sexual Assault Referral Centre (SARC) - received 143 referrals in respect of Brighton & Hove residents.

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<sup>98</sup> ONS CSEW 2016 supplementary tables.

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

<sup>99</sup> Office for National Statistics. The Crime Survey for England and Wales: Focus on: Violent Crime and Sexual Offences, 2014/15. 2016

<sup>100</sup> Office for National Statistics. Abuse during childhood: Findings from the Crime Survey for England and Wales, year ending March 2016. 2016.

<sup>101</sup> HMIC, 'Crime-recording: making the victim count', 2014

### **Sexual exploitation, including commercially through prostitution and the sex industry**

- Applying national estimates of the percentage of sex workers proportionately to the local resident population produces an estimate of 350 sex workers in total. However, there are reasons to suggest that actual numbers are somewhat higher in the city<sup>102</sup>.
- Violence and abuse against sex workers is likely to be under-reported to services such as the police, as sex workers are often reluctant to report incidents, or to disclose sex working. The use of sexual violence support services by sex workers is low<sup>102</sup>.
- In the three year period ending 2014/15 there were 31 reports from Brighton to the National Ugly Mugs service, all relating to violence against women. This included six reports of rape or attempted rape, four sexual assaults and nine violent incidents<sup>102</sup>.
- Oasis Sex Workers Outreach Project (SWOP), the specialist service for female sex workers, reported providing an intervention with between about 80 and 85 women per quarter in 2013/14 and 2014/15, with casework support provided to 28-30 women per year.
- Terrence Higgins Trust (THT) provides sexual health and HIV prevention services and is the local specialist service for male sex workers. During 2014/15 29 service users were identified as being involved in sex working. A recent report by THT<sup>2</sup> suggests that anecdotally there may be 50-80 male sex workers operating in Brighton & Hove.

### **Harmful practices**

- Forced marriage, honour-based violence and FGM are all likely to be significantly under-reported to services. Whilst improved recording in these areas is occurring (such as the introduction of the national dataset on FGM), it will take time for this to embed.

### **FGM**

- An estimated 60,000 girls under 15 in England & Wales have been born to mothers who have undergone female genital mutilation (FGM)<sup>103</sup>.
- There were 5,702 newly recorded cases of FGM in England reported via the Female Genital Mutilation (FGM) Enhanced Dataset<sup>104</sup>, and 8,656 total attendances where FGM was identified or a procedure for FGM was undertaken.
- It is estimated that around 6,100 people live in the city who come from countries where FGM is practised, including approximately 2,800 women and 180 girls under 15 years<sup>105</sup>.
- Mandatory recording by acute health trusts of the number of patients who have had FGM or have a family history of FGM was introduced in September 2014. This duty is also being extended to GPs and mental health trusts. In 2015/16, 23 patients were recorded as having had FGM.
- There are no crimes related to FGM recorded locally between Apr 2014 and Jun 2016.
- It is likely that there will be an increase in the recording of FGM given that recording practices are being developed by health providers, and work is ongoing to increase awareness.

### **FM**

- In 2015 the Forced Marriage Unit gave advice or support in 1,220 cases of possible forced marriage (FM). While FM can happen to men and women, 80% of cases involved female

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<sup>102</sup> Brighton and Hove Community Safety Partnership, 'Public Health Rapid Needs Assessment: Sex work in Brighton and Hove, Key findings', 2016

<sup>103</sup> HM Government (2011) Female genital mutilation: multi-agency practice guidelines. [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/513205/MultiAgencyPracticeGuidelinesNov14.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/513205/MultiAgencyPracticeGuidelinesNov14.pdf)

<sup>104</sup> The Female Genital Mutilation (FGM) Enhanced Dataset (SCCI 2026) is a repository for individual level data collected by healthcare providers in England, including acute hospital providers, mental health providers and GP practices

<sup>105</sup> Brighton and Hove City Council, 'Public Health Evidence Briefing: What effective interventions can local authorities and other agencies put in place to address Female Genital Mutilation?', 2014



victims, and the largest proportion of victims (35%) were aged 18-25.<sup>106</sup> It is also frequently under-reported.<sup>107</sup>

- Between April 2012 and June 2016 there have been three crimes of forced marriage recorded by the police in Brighton & Hove.

### **HBV**

- Research by IKWRO<sup>108</sup> using Freedom of Information requests to 39 out of 52 police forces showed over 11,000 HBV cases had been recorded over a five-year period (2010-2014).<sup>109</sup>
- There were 7 recorded honour-based violence offences in 2015-16 recorded on the Sussex Police crime database. These were a mixture of violence against the person and sexual offences. There were also 7 recorded in 2014/15 and 4 in 2013/14.

## 9.3 Who's affected

### Impact on individuals

- Domestic violence and abuse, as well as sexual violence and these other forms of violence and abuse, can have a range of acute impacts. These can include physical injury, as well as the impact on mental and emotional wellbeing, employment and education, social capital, health behaviours and homelessness. There can also be longer term impacts such as poor school achievement, reduced economic prospects, behavioural problems, substance abuse, poor mental, sexual or physical health, and the risk of further violence.<sup>110</sup>
- The direct health consequences of domestic and sexual violence can include physical injury, sexually transmitted infections and unwanted pregnancy. Long-term consequences include post-traumatic stress disorder, anxiety and panic attacks, depression, social phobia, substance abuse, obesity, eating disorders, self-harm and suicide<sup>111</sup>. Similar issues can arise for those affected by FM.<sup>112</sup> Violence in the home can also normalise violence in future relationships for both girls and boys, whereby girls think it is normal to accept it and boys think it is normal to be violent.<sup>113</sup>

### **Interpersonal violence, including young people**

- While both women and men experience incidents of inter-personal violence, women are considerably more likely to experience repeated and severe forms of violence<sup>114</sup>.
- 2015 research shows that more than 4 in 10 schoolgirls in England have experienced sexual coercion,<sup>115</sup> whilst NSPCC research on teenage partner violence found that 25% of girls and 18% of boys in intimate relationships experienced physical abuse, 75% of girls and 14% of boys experienced emotional abuse and 33% of girls and 16% of boys experienced

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<sup>106</sup> Home Office. Forced Marriage Unit Statistics 2015. 2016. Available at: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/505827/Forced\\_Marriage\\_Unit\\_statistics\\_2015.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/505827/Forced_Marriage_Unit_statistics_2015.pdf). Accessed 21/06/16

<sup>107</sup> HM Government. Multi-Agency Practice Guidance: Handling Cases of Forced Marriage. 2009

<sup>108</sup> Iranian and Kurdish Women's Rights Organisation

<sup>109</sup> HMIC, 'The depths of dishonour: Hidden voices and shameful crimes', 2015

<sup>110</sup> Department of Health. Protecting people Promoting health. 2012

<sup>111</sup> Home Office and Department of Health. Itzen C. Tackling the Health and Mental Health Effects of Domestic and Sexual Violence and Abuse. 2006

<sup>112</sup> Forced Marriage Unit. Report on the Implementation of the Multi-Agency Statutory Guidance for Dealing with Forced Marriage (2008). 2012

<sup>113</sup> Women's Health and Equality Consortium. Better Health for Women. 2013

<sup>114</sup> [Walby and Allen, 2004](#)

<sup>115</sup> Safeguarding Teenage Intimate Relationships, Briefing paper 2 Incidence Rates and Impact of Experiencing Interpersonal Violence and Abuse in Young People's Relationship, 2015

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sexual abuse. Girls reported greater incidence rates, experienced more severe abuse more frequently and suffered more negative impacts, compared with boys.<sup>116</sup>

### **Domestic violence**

- Nationally, around 27% of women and 13% of men report experiencing any domestic abuse since the age of 16. 20% of women and 10% of men report experiencing stalking since the age of 16<sup>117</sup>.
- In 2015/16, 72% of police recorded domestic violence offences were had a female victim, 28% had a male victim<sup>118</sup>.
- The Trans Needs Assessment, conducted in 2015 estimated that there are at least 2,760 trans adults living in Brighton & Hove. 63% of the community research sample for the Trans Needs Assessment reported domestic violence, and there was felt to be a need for a better understanding of the needs of trans people by services locally<sup>119</sup>.
- 27% of police recorded domestic violence offences had a victim who was aged 16-25 (n=577). 65 of these were aged 16 or 17.
- Whilst the highest number of police recorded domestic violence offences were committed against victims aged 20-29, the highest rate of victimisation is in the 30-39 age group, at 11.8 offences per 1,000 population, and declines in all subsequent age groups after this<sup>118</sup>.
- In July 2016, of 385 children subject of a child protection plan, 45% had parental domestic violence recorded as a factor<sup>120</sup>. In 2014/15, 53% of all factors recorded by Children's Social Services at the end of assessment were related to domestic violence, compared with 48% nationally. Domestic violence was the most common factor identified locally.
- Young people also experience domestic and sexual violence in their relationships, although limited data is available on this locally. 18% of teenage mothers who worked with the Family Nurse Partnership in January 2016 reported experiencing physical or sexual abuse in the last year, and 47% reported having ever been abused by someone close to them.
- In 2015/16, 5% of high-risk domestic violence referrals to the Multi-Agency Risk Assessment Conference (MARAC) were LGBT.
- Of those police recorded domestic violence offences where the ethnicity of the victim was recorded, 89% had a victim who was White – North European. Of the 11% who had an ethnicity other than White – North European, the highest number of crimes had a victim who was White- South European (4%), followed by crimes with a Black victim (3.5%).<sup>118</sup>
- 15% of high-risk domestic violence referrals to the Multi-Agency Risk Assessment Conference (MARAC) in 2015/16 were from Black and Minority Ethnic (BME) communities.
- There is a lack of data locally about prevalence in BME communities, although RISE reports that the barriers to seeking support amongst BME groups identified by local RISE Peer Educators included: lack of understanding of what DVA is; lack of knowledge of services available; low self-esteem and self-isolation; transient nature of some lifestyles (Travellers). They also felt services lacked an understanding of BME backgrounds<sup>121</sup>.
- In 2015/16, 13% of high-risk domestic violence referrals to the Multi-Agency Risk Assessment Conference (MARAC) were disabled.
- The CSEW 2015 found that women and men with a long-term illness or disability were more likely to be victims of any domestic abuse in the last year (16.0% and 8.8% respectively),

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<sup>116</sup> National Society for the Prevention of Cruelty to Children (NSPCC). 2009

<sup>117</sup> Office for National Statistics. The Crime Survey for England and Wales: Focus on: Violent Crime and Sexual Offences, 2014/15. 2016

<sup>118</sup> Sussex Police Brighton and Hove 'CADDIE' crime dataset April 2015 – March 2016

<sup>119</sup> BHCC, 'Trans Needs Assessment 2015', 2015

<sup>120</sup> Please note that more than one underlying cause can be recorded for Child Protection Plans.

<sup>121</sup> Submission from RISE for JSNA update 2016 call for evidence

compared with those without a long-term illness or disability (6.8% and 3.2% respectively)<sup>122</sup>.

- In 2015/16 126 Safeguarding Adult enquiries were flagged as linked to domestic violence (6% of all adult safeguarding enquiries undertaken).

### **Sexual violence**

- 19% of women and 4% of men report experiencing a sexual assault since the age of 16, with young women at the greatest risk<sup>117</sup>.
- In 2015/16, 84% of police recorded sexual violence offences had a female victim, 16% had a male victim<sup>118</sup>.
- 89% of SARC victims in the 6 months from December 2015 to May 2016 were female. 11% were male.
- Survivors' Network has undertaken a range of work to improve accessibility for trans people, which led to the launch in partnership with LGBT Switchboard of a helpline for trans\* and non-binary survivors of sexual violence and abuse.
- 40% of victims of police recorded sexual offences were aged 10-19, 26% were aged 20-29. There has been a change in the age of victims since 2012-13, when victims peaked in the 20-29 age group. The highest *rate* of victimisation is also in the 10-19 age group, with a rate of 7.6 sexual offences per 1,000 population.
- 36% of victims were aged 16-25 (compared with 47% in 2012-13).
- 44 sexual offences in 2015/16 had a victim aged 16 or 17 (6% of total sexual offences)<sup>118</sup>.
- 21% of SARC victims (where sexuality was recorded) in the 6 months between December 2015 and May 2016 described themselves as Lesbian, Gay, Bisexual or Other.
- 89% of Brighton and Hove police recorded sexual offences in 2015/16 had a victim who was described as White – north European. 11% had an ethnicity other than White – North European, the highest proportion of which were Black, followed by White- South European, Asian, and Chinese, Middle Eastern and Japanese and South East Asian victims<sup>118</sup>.
- 74% of SARC victims (where ethnicity was recorded) in the 6 months between December 2015 and May 2016 were White British, 26% were BME.
- The CSEW 2015 found that women with a long-term illness or disability were more likely to experience serious sexual assault than women without a disability<sup>94</sup>.
- In 2015/16 7% of Safeguarding Adult enquiries were flagged as linked to sexual violence.

### **Sex Work**

The recent Sex Work Rapid Needs Assessment<sup>102</sup> found that:

- People involved in sex work locally were diverse in age, gender and the circumstances in which they live. Local service providers reported occasionally encountering trans sex workers.
- The age profile of sex workers known to local services varied widely within and between services.
- Nearly two thirds of service users of the Oasis Sex Worker Outreach Project (the specialist service for female sex workers) were White British, with Eastern Europeans featuring among the other third. This was similar across other services (for both women and men), with an increase in economic migrants reported in recent years. Male escorts were reported to include those from wider international backgrounds.
- Sex workers may often live in privately rented or social rented housing, but homelessness or insecure housing also featured widely in the current or previous lives of sex workers. Some may be fleeing abusive relationships.

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<sup>122</sup> ONS, Crime Survey for England and Wales year ending March 2015, 'Chapter 4: Intimate personal violence and partner abuse', 2015

### **Harmful practices**

#### **HBV**

- The number of HBV offences locally are too low to be able to analyse equalities data.
- Most victims of ‘honour’ killings in the UK are South Asian Muslim women below the age of thirty, although 10-20% of South Asians killed in the UK are men<sup>123</sup>.
- Although HBV is more common in South Asian communities, it is important to note that a wide range of communities can be affected. Domestic violence may include elements of ‘honour’ in both white and BME communities<sup>123</sup>.

#### **FM**

- In 2015 the Forced Marriage Unit gave advice or support in 1,220 cases of possible forced marriage (FM). While FM can happen to both men and women, 80% of cases involved female victims, and the largest proportion of victims (35%) were aged 18-25<sup>124</sup>.
- Numbers of forced marriage offences are too low to be able to analyse equalities data.

#### **FGM**

National data from the FGM Enhanced Dataset<sup>125</sup> for 2015/16 shows<sup>126</sup>:

- The most frequent age range at which the FGM was carried out was between 5 and 9 years old, involving 43 per cent of cases where the age was known.
- 90 per cent of women and girls with a known country of birth were born in an Eastern, Northern or Western African country, and 6 per cent were born in Asia.
- Somalia accounts for 37% of all newly recorded women and girls (where country of birth is known). Other countries with a large volume of cases include Eritrea, the Sudan, Nigeria and the Gambia. There is no known data available locally showing the country of origin of FGM victims.
- 87 per cent of women recorded on the national database with a known pregnancy status were pregnant at the point of attendance. Of 15 cases of FGM reported as part of this dataset in Brighton and Hove in 2015/16, 10 were recorded by the midwifery service, and 5 by obstetrics.

### **Impact in neighbourhoods**

#### **Domestic violence**

- The hotspot for police recorded domestic violence offences in 2015-16 is located in the city centre, in an area covering the North Laines, part of the South Lanes, Tarnar, and St. James’s Street and surrounding area. There are additional hotspots in the Silwood/Montpelier areas, Western Road and surrounding streets, as well as a hotspot for police recorded offences in Whitehawk<sup>127</sup>.

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<sup>123</sup> Brighton and Hove City Council, ‘Public Health Evidence Briefing: What effective interventions can local authorities and other agencies put in place to address ‘Honour-based violence’?’, 2014

<sup>124</sup> Home Office. Forced Marriage Unit Statistics 2015. 2016. Available at: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/505827/Forced\\_Marriage\\_Unit\\_statistics\\_2015.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/505827/Forced_Marriage_Unit_statistics_2015.pdf). Accessed 21/06/16

<sup>125</sup> The Female Genital Mutilation (FGM) Enhanced Dataset (SCCI 2026) is a repository for individual level data collected by healthcare providers in England, including acute hospital providers, mental health providers and GP practices.

<sup>126</sup> Female Genital Mutilation (FGM) - April 2015 to March 2016, Experimental Statistics, 2016 <http://content.digital.nhs.uk/catalogue/PUB21206> Accessed: 27/09/2016

<sup>127</sup> Geographic data is limited to recorded crimes to the Police, and as such does not reflect an accurate geographic distribution of need across the city, due to significant levels of under-reporting to the police. Domestic violence ‘hotspots’ should be therefore be used with caution: while they suggest that the incidence of domestic violence is greater in some areas of the city than others, in fact this indicates where reporting and recording is highest and / or

## Domestic and sexual violence/abuse and harmful practices

- While hotspotting can be a useful analytical technique, its application to domestic violence is limited since substantial numbers of people do not report such violence to the police

### **Sexual violence**

- Factors which may be influencing the relatively high number of stranger type offences in Brighton & Hove include the transient nature of the population (including tourists and those visiting solely for the night-time economy) and the large student population.
- The hotspot for police recorded sexual violence offences remains located in the city centre and shows clear links to the night-time economy focused around pubs bars and clubs on West Street and the Kings Road Arches. 79% of the crimes in this hotspot area had a victim who was under the age of 30, and 95% of these offences had a female victim.
- While hot spotting can be a useful analytical technique, its application to sexual violence is complex since substantial numbers of people do not report such violence to the police.
- The Resolve quad bike initiative started in June 2015 and involves a patrol of the beach front area during the night-time economy hours in the summer months. Whilst its primary remit is to stop intoxicated people from getting into the water, it also intervenes to reunite vulnerable intoxicated women in the company of males they do not know with friends or Safe Space. They also alert police to any predatory males in the area. A review of the initiative conducted in 2015 concluded that it had played a positive role in the prevention of sexual offences on the beach.
- The location of sexual offences may be different to the location where the victim first meets their attacker. For example in 2015/16 the majority of SARC clients were assaulted within theirs or the assailant's home, although a majority of clients met their assailants outdoors or at an entertainment venue. It is of note that one of the most common meeting locations was online. The most popular social media and dating sites were Facebook and Tinder.

### **Harmful practices**

- Locally, there are communities from the following countries where FGM is practised: Egypt, Sudan, Sierra Leone, Gambia and Ethiopia. This is supported by the Census data that shows Brighton & Hove to have the largest North African community outside of London<sup>105</sup>.

### **Service users' views on services**

- Local consultation with victim/survivors has found that whilst they welcome and highly value the support offered by independent specialist domestic and sexual violence services in the city, they have little confidence in many public services, which they said failed to identify and respond to their needs; made them feel excluded, isolated, judged and blamed for the violence; and hampered their ability to seek help.<sup>128</sup> More recently the local Violence against Women and Girls Forum made a submission to the Brighton & Hove Fairness Commission following consultation with victim/survivors. This identified a range of issues including:
  - The importance of a consistent response following a disclosure or when seeking help.
  - Concerns that having to repeatedly describe experiences of violence and abuse to a wide range of professionals is both traumatising and can have a detrimental impact on someone's ability to recover.
  - Concerns that the needs and safety of victim/survivors was frequently separated from, or conflicted with, those of their children.<sup>129</sup>

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where appropriate services are provided that encourage reporting. In addition, 'hotspot' maps will be influenced by individual victims who are repeatedly victimised and have reported more than one offence to the police.

<sup>128</sup> Brighton & Hove City Council, 'Domestic Violence: Intelligent Commissioning Pilot', 2011

<sup>129</sup> Brighton & Hove Violence against Women and Girls Forum: Submission to Brighton and Hove City Council Fairness Commission, March 2016

## 9.4 Perpetrators and criminal justice

### **Domestic violence**

- Of those offences where offender information was recorded, 77% of domestic violence crimes had a male offender, 23% of crimes had a female offender. 65% of offences were committed by males, against females, 17% were committed by females against males, 12% were committed by males against males, and 6% were committed by females against females. 34% of domestic violence offences with age information collected have an offender who is aged 20-29, 27% of offences have an offender aged 30-39.
- While the number of crimes has been rising steeply particularly over the last 3 years, the percentage of crimes resulting in a charge has dropped (charge rate: 31% in 2013/14; 15% in 2015/16).
- 73.9% of domestic violence offences in the city resulted in a conviction in 2015/16. The conviction rate data has been at roughly this same level over the last three years and is on a par with data for England and Wales.
- The most common reason for a prosecution which did not result in a conviction is related to evidential issues.

### **Sexual violence**

- Using the Sussex Police offender download for 2014-15, all 136 sexual offences where offender gender was recorded had a male offender. The highest percentage of known offenders for sexual offences was in the 20-29 age group (29%), with 25% in the 30-39 age group, and declining numbers of offenders in every subsequent age group.
- 65% of clients presenting to SARC this year (2015/16) knew, or were familiar with the assailant, which is similar to previous year-end figures for 2014/15 (64%).
- 15% of police recorded crimes in 2015/16 resulted in a charge. This is on a declining trend since 2012/13.
- 76.4% of sexual offences in the city resulted in a conviction in 2015/16. This is lower than the conviction rate in 2012/13 (84%), but higher than the two intervening years (64% in 2013/14 and 68% in 2014/15). National conviction rate data for 2015/16 is available separately for rape (57%) and for other sexual offences (78%).
- The most common reason for a prosecution which did not result in a conviction is jury acquittal. In 2014/15, the time taken between charge and final prosecution outcome in the Magistrates Courts was an average of 112 days (compared with 125 days in Sussex).
- In 2014/15, the time taken between charge and final prosecution outcome in the Crown Courts was an average of 291 days. This compares to an average of 323 days in Sussex.

### **Harmful practices**

- Numbers of police recorded harmful practice offences are too low to be able to provide a profile of offending.

## 9.5 Other considerations

### **Domestic violence**

- Increased demand remains a significant issue. This has an impact across service areas, including the criminal justice system, as well as specialist services.
- Research of victim views to be undertaken to identify reasons for lack of victim support of prosecution.
- There needs to be further work to consider the length of time taken to progress cases through the criminal justice system.
- There needs to be further work to understand the family court, including the use non-molestation orders and issues around child contact, as well as access to legal aid.

## Domestic and sexual violence/abuse and harmful practices

- Although a range of preventative work is happening, there are specific areas which should be further prioritised including earlier intervention and prevention in terms of understanding of healthy and respectful relationships, in particular for children and young people.

### **Sexual violence**

- Increased demand remains a significant issue. This has an impact across service areas, including the criminal justice system, as well as specialist services.
- Research to be undertaken to identify why victims who waited days or weeks to report (not those who have reported years later due to the high profile trials) did not report immediately. It is important to understand this in order to address the issues that result in late reporting due to the negative impact on detection loss of vital forensics has.
- There needs to be further work to consider the length of time taken to progress cases through the criminal justice system.
- There are factors which may be influencing the relatively high number of stranger type offences in Brighton & Hove. A particular factor is the changing shape of the night-time economy – see also Public Place Violence Section 5.
- Although a range of preventative work is taking place, there are specific areas which should be further prioritised including earlier intervention and prevention in terms of understanding of consent, in particular for children and young people

### **Harmful practices**

- These crime types are low prevalence but have a significant impact.
- The demographic profile of the city means that some communities are at particular risk.
- There is a distinction between children and young people at risk and those adults who have historically experienced these forms of violence and abuse.
- Confidence to report remains an issue, as does the availability of appropriate specialist services (including immediate safety, as well as recovery which includes health interventions such as access to talking therapies or surgical intervention).

## **9.6 Recommended priorities for partnership work**

Refresh the local Violence Against Women and Girls (VAWG) Strategy, including:

- A consultation process for identifying which services are needed locally and a forum to ensure victims and service providers can share their experiences and views
- Identify the impact of local commissioning and how outcomes will be measured, what counts as 'success' and what victims can expect from services
- A meeting of partnership representatives to discuss strategic aims and priorities

Action plans for these crime types should:

- be built around the key themes from the VAWG strategy (Prevention; Provision of service; Partnership working; Pursuing perpetrators);
- put the victim at the centre;
- take a strategic, system-wide approach to commissioning;
- be locally-led and safeguard individuals throughout;
- raise local awareness of the issues; and
- involve, engage and empower communities to seek, design and deliver solutions.

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These include delivering or commissioning the following:

### Prevention:

- Raise awareness of what constitutes violence and abuse and have access to information to make informed choices about safe and healthy relationships.
- Pilot the Women's Aid 'Ask Me' Scheme to create safe spaces in the local community where women who are experiencing domestic abuse know they can safely tell someone about their experiences.<sup>130</sup>
- Mark the annual 16 Days of Action and support the '*Learning Together to Safeguard the City*' week to raise awareness of working together to keep people safe and well delivered by the Safeguarding Adults Board, the Local Safeguarding Children Board and the Safe in the City Partnership.<sup>131</sup>

### Provision of service

- Deliver 'The Portal' - the new specialist domestic and sexual violence service across Brighton & Hove and East Sussex, led by RISE, along with CGL and Survivors' Network - which provides a single point of access and helps victim/survivors of domestic and sexual violence and abuse to find advice and support in Brighton & Hove and East Sussex.<sup>132</sup>
- Work with specialist services to generate added value and test different models of delivery such as the RISE Big Lottery Women and Girls Initiative, which includes community work, assertive outreach, assets based community development, workforce development and training and an evaluation study of service users.<sup>133</sup>
- Continue to develop work with children and young people, with a focus on the Early Help Strategy and Public Health Schools' Programme.
- Work with the Clinical Commissioning Group (CCG) to implement a trauma pathway to improve access to talking therapies for victim/survivors.

### Partnership working

- Retain the city's White Ribbon Status.
- Ensure frontline practitioners have the confidence and skills to identify and respond appropriately; rolling out a training programme for 2016-17 and introduce a network of 'Safe in the City Champions' to bring together practitioners from a range of agencies.<sup>134</sup>
- Standardised light touch performance framework to enable ongoing review and identification of emerging risks and issues.

### Pursing perpetrators

- Deliver a MARAC Quality Assurance Programme.
- Support other audit and quality assurance activity including through the Local Safeguarding Children Board and Safeguarding Adults Board Partnership initiatives.
- Review interventions to challenge perpetrators, in particular repeat offenders.

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<sup>130</sup> Women's aid. Ask me. Available at: <https://www.womensaid.org.uk/our-approach-change-that-lasts/askme/> [Accessed 08/08/2016]

<sup>131</sup> <http://www.safeinthecity.info/16-days-of-action> and <http://www.brightonandhovelscb.org.uk/home/learning-together-to-safeguard-the-city/>

<sup>132</sup> [www.theportal.org.uk](http://www.theportal.org.uk)

<sup>133</sup> Submission from RISE for JSNA update 2016 call for evidence

<sup>134</sup> <http://www.safeinthecity.info/safe-in-the-city-champions>



## 10. MODERN SLAVERY AND TRAFFICKING

### 10.1 The nature of the problem and contributory factors

- Modern slavery can take the form of labour exploitation, sexual exploitation, criminal exploitation and domestic servitude. People may be trafficked into and within the UK for these purposes.
- The Home Office Modern Crime Prevention Strategy<sup>135</sup> produced in 2016 proposes that there are six drivers of crime, including opportunity, character, effectiveness of the criminal justice system, profit, drugs and alcohol. Among this list are two in particular which may be particularly relevant to modern slavery and trafficking: profit and opportunity although others may also play a part. Although penalties are high when offenders are brought to justice, the low number of crimes (see below) which are identified and perpetrators who enter the criminal justice system may not provide a strong deterrent.

### 10.2 Scale of the problem, trends and benchmarking

- The current number of potential victims of trafficking in the UK is estimated to be between 10,000 and 13,000<sup>136</sup>. This includes both victims trafficked into the UK, as well as British adults and children.
- The 2015 National Referral Mechanism (NRM)<sup>137</sup> statistics show a year on year increase with 3,266 potential victims referred in 2015, a 40% increase on 2014, following a 34% increase the year before<sup>138</sup>. The 2016 National Strategic Assessment of Serious and Organised Crime states that this is largely a reflection of increased awareness and interventions by law enforcement and non-governmental organisations<sup>139</sup>.
- In 2015/16 there were no trafficking referrals from Brighton and Hove City Council to the NRM. There were 5 adult trafficking referrals, and no minor trafficking referrals, from Sussex Police (force-wide) in the same time period.
- Sussex Police carried out a strategic profile on human trafficking in Brighton & Hove for the period 01/11/13 – 31/10/14, when 85 police intelligence logs were recorded as relating to modern slavery. Of these, 58 related to sexual exploitation, 25 to labour exploitation and one each to criminal exploitation and domestic servitude. There were 6 modern slavery-related crimes over this period. There were 68 intelligence logs recorded in the same period the previous year, and 73 in 2015/16.
- A recent report found that, UK-wide, more than a quarter of all trafficked children and over 500 unaccompanied asylum-seeking children went missing at least once in the year to September 2015, while 207 have not been found and it is feared have ended up in exploitation or slavery.<sup>140</sup>
- The Modern Slavery Act 2015 introduced for the first time offences specifically related to modern slavery in its own right. This became effective from 31/7/15. Aspects of modern

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<sup>135</sup> Home Office, 2016, *Modern Crime Prevention Strategy*

<sup>136</sup> HM Government, 'Modern Slavery Strategy', 2014

<sup>137</sup> The National Referral Mechanism (NRM) is a support process to which a range of organisations refer victims with their consent (if adults) so it gives a snapshot of statistics where victims have come to the attention of the authorities.

<sup>138</sup> NCA, 'National Referral Mechanism Statistics – End of Year Summary 2015', 2015

<sup>139</sup> NCA, 'National Strategic Assessment of Serious and Organised Crime 2016', 2016

<sup>140</sup> ECPAT, Nov 2016, *Heading back to harm: A study on trafficked and unaccompanied children going missing from care in the UK.*

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slavery had previously been captured under other legislation (eg. sexual offences or immigration offences). Recorded offences of modern slavery in England and Wales from Apr to Sep 2015 numbered 291, including offences recorded under the earlier recording systems.<sup>141</sup> In Brighton & Hove there have been 2 modern slavery offences recorded in 2015/16.

- Trafficking and modern slavery are hidden crimes and occur across boundaries and jurisdictions. There is often a paucity of information locally.
- A recent local needs assessment into sex working found that information on whether there were people sex working in the city who had been trafficked or who were being forced to work was sketchy. A small number of services reported suspicious circumstances, but proven evidence was rare. Fear of engagement with the police may particularly apply to sex workers who are victims of trafficking. It was concluded that greater resources would be required in order to be more proactive in locating possible victims<sup>142</sup>.
- Agencies in the partnership with knowledge in this area consider that this complex crime type is substantially under-reported. There are some aspects of the city which may facilitate these crime types, eg. the existence of Brighton Marina as a potential point of entry for international trafficking and the many hotels in the city providing plentiful opportunities for potential short term premises for sex work.

### 10.3 Who's affected

- In 2015, 53% of referrals to the NRM in 2015 were female (61% in 2014).
- 30% of referrals to the NRM in 2015 were for children<sup>138</sup>. The trafficking of children and young adults into exploitation within, into or through the UK is described as a major threat in the 2016 National Strategic Assessment of Serious and Organised Crime. Referrals to the NRM in relation to minors increased by 46% from 2014 to 2015<sup>139</sup>.
- Potential victims of trafficking were identified from 102 different countries of origin in 2015. Albania, Vietnam and Nigeria remain the most common country of origin for potential victims referred. Potential victims for Sudan saw the highest increase in 2015 in the number of referrals compared with the previous year.

### Impact on individuals

- Data from the NRM in 2015 found that the most common exploitation type for potential victims exploited as adults was labour exploitation (which includes the sub category of criminal exploitation), followed by sexual exploitation. For potential victims first exploited as minors the most common form of exploitation was also labour exploitation, although in a large proportion of referrals the exploitation type was unknown<sup>138</sup>.
- Using the wording from the government's 2014 Modern Slavery Strategy, "victims endure experiences that are horrifying in their inhumanity".

### Impact in neighbourhoods

- There is not enough data to understand the impact of this crime type in the different neighbourhoods of the city. Modern slavery occurs in domestic as well as commercial premises and operations.

### 10.4 Perpetrators and criminal justice

- Sussex Police have some concerns that Albanian organised crime groups may be involved in human trafficking and the exploitation of victims.

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<sup>141</sup> ONS, Crime in England and Wales year ending Sep 2015

<sup>142</sup> Brighton and Hove City Council, 'Public Health Rapid Needs Assessment: Sex Work in Brighton & Hove Key Findings', 2016

- Gypsy and traveller communities have been implicated as perpetrators of this crime type.
- However, perpetrators could be of any background and ethnic group.

### 10.5 Other considerations

- More robust immigration legislation denying access to services for those without leave to remain in the UK, may lead to an increase in exploitation of very marginalised migrant groups who feel they need to remain hidden from the authorities.
- Pressures on Immigration Enforcement may mean that instances of trafficking are missed.
- The number of unaccompanied asylum seeking children and young people in the city has risen and if they are not provided with appropriate support and protection, they may be at risk of modern slavery.
- There are increasing street community and rough sleeper populations who are vulnerable to recruitment and exploitation by perpetrators of modern slavery.
- There is difficulty in monitoring and reaching sex workers when the internet and private flats are used for sex work.
- Commitment by Prime Minister and Home Secretary to tackling Modern Slavery. There has also been an interest in this area by the Sussex Police and Crime Commissioner.
- There may be opportunities afforded by the Controlling Migration Fund.

### 10.6 Recommended priorities for partnership work

- The 2015 referrals to the NRM from Sussex<sup>138</sup> in comparison to those from the rest of the UK would tend to indicate that this crime type is under-reported in the city and across Sussex. While this crime type is rarely reported, the impact on individual victims is life-changing and devastating and this is therefore a recommended priority for the Partnership over the next three years.
- Ways to improve the identification of instances of modern slavery should be pursued, enabling support to be provided to victims and perpetrators to be brought to justice. This could include:
  - training for public services
  - awareness raising among frontline staff
  - a system for notifying the Home Secretary of suspicions of modern slavery (as required in the Modern Slavery Act 2015) within safeguarding procedures for adults and children
  - support for community activists to assist with awareness raising
- We are not yet consistent in our reporting of modern slavery as directed in the Modern Slavery Act 2015 and this needs to be improved.
- Work should be carried out to explore whether joint enforcement visits could be used more effectively to detect victims and carry forward prosecutions.
- Links with the Gangmasters Labour Abuse Authority should be taken forward.
- A pan-Sussex approach to this area of business is under discussion and is needed as this crime type is transient and cross-border.

## 11. PREVENT

### 11.1 The nature of the problem and contributory factors

- The Counter Terrorism and Security Act, 2015 created a new general 'Prevent Duty' on 'specified authorities', which 'must in the exercise of its functions, have due regard to the need to prevent people from being drawn into terrorism'. The CTS Act, also placed the current 'Channel' arrangements i.e. support for people vulnerable to being drawn into terrorism, on a statutory footing. The Channel duty on the local authorities commenced on 12<sup>th</sup> April 2015 and all other specified authorities have a 'duty to cooperate'.
- The threat to the UK from international terrorism is 'Severe, meaning that the threat of a terrorist attack is highly likely'. The threat level from international terrorism was increased in August 2014, mainly driven by the developments in Syria and Iraq and the rise of terrorist organisations such as Daesh, and has remained at the second highest level for over two years now.
- The threat to Great Britain from Northern Ireland-related terrorism was increased to 'substantial' in May 2016 meaning the threat of attack is a strong possibility.
- The UK faces diverse terrorist threats; the government assesses that, currently, the highest threat comes from terrorist organisations in Syria and Iraq, such as Daesh and Al-Qaida associated groups. Right-wing extremist also continue to pose a threat.
- The nature of threat has diversified and progressively evolved to include smaller cells and lone actors that plan and carry out the terrorist attack either with limited or without assistance from a terrorist organisation. The unpredictable and unconstrained operation of lone actors makes prevention even more difficult.
- The internet has emerged as a key resource in facilitating the radicalisation process with some direct personal contact. Young people are found to be at an increased risk as digital content is made very attractive and persuasive and can be quickly and widely shared.
- Nationally, risks of travel to the areas of conflict to join terrorist groups or causes for men, women, and a small number of families continue. Although the Global Coalition military campaign has helped push Daesh out of significant territory in Iraq and Syria, Daesh still operates in substantial areas there, and is using propaganda to encourage individuals from around the world to travel to the conflict area.
- The potential security threat from returnees of the conflict, particularly those with increased capabilities gained from engaging in fighting in support of various causes and groups has risen.
- Risk of attacks from people whose travel plans have been frustrated are also likely to increase, especially as terrorist organisations encourage lone actor attacks by their supporters across the globe in order to redefine their success within the context of military and territorial losses.
- Risk from lone actors also continues within the context of far right extremist organisations.
- Both terrorist organisations and their support base have increasingly used social media and an increase is noted in their online products and outputs influencing a large audience. There has been a marked increase in the scale and pace of terrorist communications by groups like Daesh, who use the internet to spread fear, disseminate propaganda, and persuade individuals to join and support them.
- Locally, capacity and resources to deliver training across public sector remains a challenge. This is further complicated as the frontline/ professionals have to prioritise Prevent training amidst a suite of mandatory training.

- Numbers of referrals from communities are low and need to be improved.
- Skills and confidence in staff across partners to deal with Prevent and Channel referrals has increased. However, a universal approach to increase cultural competencies of staff across the public sector needs to be strengthened.
- Mainstream services to manage transition from childhood to adulthood need to be strengthened to ensure that vulnerable individuals do not ‘fall through the cracks’.
- Prevent duty requires specified authorities to ensure that our funding, venues and equipment do not support promotion of extremist and terrorist messages. Managing risks from extremist speakers is a developing area of work that needs to be balanced within the bounds of equalities and freedom of expression legislation and continuing to sustain the trust of communities.
- Nationally, an increase is noted in reported anti-Semitic and Islamophobic incidents in 2016 partially attributed to the Brexit. Communities report an increase in Islamophobia in general due to the global political situation and media representation. An increase in right wing and far right activities and support base has also been noted following the EU referendum.
- Within the above context, some communities and professionals remain concerned about the Prevent strategy and work programme. In a minority of cases, these concerns have led some local groups to support national anti-Prevent coalitions such as ‘prevent Prevent’, ‘students not suspects’ and ‘together against Prevent’. We need to continue to address community concerns and improve understanding of Prevent amongst communities and partners.
- 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.
- We need to continually be aware of the international, national and local critical incidents and assess their impact on community cohesion

## 11.2 Scale of the problem, trends and benchmarking

- A high volume of International terrorist incidents and casualties continue to be reported.<sup>143</sup>
- Six plots in Great Britain were successfully disrupted in 2015 by the police and the security and intelligence agencies.<sup>144</sup>
- An increase in counter terrorist arrests (in some categories) and prosecutions has been noted. There were 280 terrorism related arrests in Great Britain in 2015, from which 83 people were charged with a terrorism-related offence, 56 of these 83 people have already been prosecuted leading to 49 convictions.<sup>145</sup> Additionally, 13 people of the 280 arrested were charged with other offences.

<sup>143</sup> National Consortium for the Study of Terrorism and Responses to Terrorism (START) (2015). More information is available at: <http://www.start.umd.edu/news/2015-gtd-data-informs-latest-state-department-country-reports-terrorism-release>

<sup>144</sup> Home Office (July 2016) Contest, the United Kingdom’s strategy for countering terrorism, annual report for 2015. Available at: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/539683/55469\\_Cm\\_9310\\_Web\\_Accessible\\_v0.11.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/539683/55469_Cm_9310_Web_Accessible_v0.11.pdf)

<sup>145</sup> Home Office (March 2016) Operation of police powers under the Terrorism Act 2000, quarterly update to December 2015. Available at: <https://www.gov.uk/government/publications/operation-of-police-powers-under-the-terrorism-act-2000-quarterly-update-to-december-2015/operation-of-police-powers-under-the-terrorism-act-2000-and-subsequent-legislation-arrests-outcomes-and-stop-and-search-great-britain-quarterly-u>.

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- The numbers of women (45 in 2015, an increase of 15 compared with 2014) and under-18s (16 compared with 10 in 2014) arrested for terrorism-related offences both increased in 2015 compared with the previous year.<sup>145</sup>
- Following referrals from the Counter Terrorism Internet Referral Unit, social media providers removed over 55,000 pieces of illegal terrorist material in 2015, compared with 46,000 in 2014.
- Approximately 850 individuals of national security concern have travelled from the UK to Syria and Iraq. Just under half have returned and 15% of these have been reported deceased.
- In 2015, fewer people travelled from the UK to the conflict area than in previous years. There was an increase in number of people prevented from travelling. More than 150 attempted journeys to the conflict area were disrupted by the police and other partners. Increasingly family courts have been moved to seek measures to prevent travel. The courts protected approximately 50 children (from around 20 families) from being taken to the conflict area in 2015.
- Five young men from the city had travelled to Syria and a number of them were reportedly killed in the conflict. They were known to be in social media and other contact with other young people in the city. One of the travellers has an active social media presence.
- Many reports suggest a rise in referrals since the introduction of Prevent and Channel Duties, this applies to both increased awareness of the Prevent and Channel programme as well as to risks including the risk of travel to Syria, Iraq and other areas of conflict, recently. The Guardian<sup>146</sup> reports that 3,955 people were referred to the Channel programme in 2015 calendar year, up from 1,681 in 2014.

### 11.3 Who's affected

- Young people are found to be particularly targeted by the terrorist communication and propaganda.
- Between April 2007 and the end of March 2014, Channel received a total of 1,450 referrals that were under 18 years of age at the time they were referred<sup>147</sup>. The BBC reports that a total of 1,839 children aged 15 and under had been referred over concerns they were at risk of radicalisation between January 2012 and December 2015<sup>148</sup>. Many of these referrals will not have been suitable for Channel and will have been signposted to other services more appropriate to their needs.
- Increased numbers of young males are reportedly referred to the Channel programme nationally. This may partially be due to the increased online influences and terrorist communication targeting the young through digitally savvy means. This may also be partially explained by increased awareness amongst professionals working with the children especially within the safeguarding framework.
- Between April 2012 and the end of March 2014 the percentage of referrals that were recorded as being Muslim was 56%, with other religions accounting for 11% and where the religion is not known accounting for 33%<sup>149</sup>.

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<sup>146</sup> <https://www.theguardian.com/uk-news/2016/mar/20/almost-4000-people-were-referred-to-uk-deradicalisation-scheme-channel-last-year>

<sup>147</sup> <http://www.npcc.police.uk/FreedomofInformation/NationalChannelReferralFigures.aspx> Information provided through the National Police Chief's Council (previously known as the Association of Chief Police Officers).

<sup>148</sup> <http://www.bbc.co.uk/news/uk-35360375>

<sup>149</sup> <http://www.npcc.police.uk/FreedomofInformation/NationalChannelReferralFigures.aspx> Information provided through the National Police Chief's Council (previously known as the Association of Chief Police Officers).

- The increased referrals of Muslims to Channel may partially be explained by the current risks with the highest threat posed by the Daesh and Al-Qaida affiliated, supported and inspired groups.
- Connection to travellers has been identified as a significant factor increasing the risk of travel. The trend has been shifting and increasingly young women and a small number of families with young children have reportedly travelled to Syria, Iraq or into the areas of conflict.

### Impact on communities

- Terrorist attacks not only cause loss of life and economic damage but they also fuel community tensions, adversely impact on people's feeling of belonging and community cohesion. In addition to the risks to vulnerable individuals of being exploited and recruited into terrorism related activity, wider harm to public safety, damage to public confidence and community relations may result. Research in USA and the UK found that hate crimes against specific minority groups are likely to follow particular types of terrorist attack where victims of hate incidents either share or are mistakenly believed to be sharing the same racial, ethnic or religious characteristics as the perpetrators of the terrorist attack. The far right extremist groups and Al-Qaida inspired terrorist groups feed off one another in what is often referred to as '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 communities.
- National and international incidents have a local impact and may adversely impact on inter-community relations.

### 11.4 Other considerations

- A number of factors enable global terrorist threat to evolve, decentralise, and continue to attract vulnerable individuals:
  - The number of international travellers to the areas of conflict (Syria and Iraq) has exceeded previous global conflicts. Simultaneously, the conflict seems to be widening to other areas eg. Yemen, and Libya.
  - Use of technology, particularly social media, seems to enable terrorist organisations to better control the narrative partially through the speed of production. A change is also noted in the communication style and target audience; for example, Daesh has used technologically sophisticated means to draw a large number of people compared to Al-Qaida who previously appealed selectively. Extreme right-wing organisations such as National Action increasingly rely on social media to expand their reach and influence.
  - The international refugee crisis and people fleeing war torn areas of conflict and instability are used both by the Al-Qaida type and right-wing organisations to exploit grievances and feed into extremist rhetoric.
- There are additional considerations in delivering the Prevent work programme:
  - Due to the reported travel, deaths, and a related serious case review currently underway, there is a greater media focus on the city as seen in a series of articles and reports in various media. Intense media interest creates its own pressures on the vulnerabilities and risks for the vulnerable individuals and on inter community relations. It also necessitates prioritising a Prevent communication plan for the city.
  - With the reduced financial envelope and compacting resources across partners there is a likelihood of a cumulative impact on overall work with vulnerable individuals and marginalised communities.

### 11.5 Recommended priorities for partnership work

- Jointly with our police colleagues, key partners and communities regularly identify levels of threat, risks, and vulnerabilities to direct local work and develop our action plan to be flexible and responsive to tackle specific risks and emerging threats.
- Build on our existing best practice, our successful engagement with diverse communities and partners, and ensure that Prevent work is mainstreamed across partners in the city.
- Support individuals vulnerable to extremism and terrorism including through referring to the Channel programme, and work to reduce risks.
- Continue to raise awareness among front line staff across partners of diverse ideologies, groups, and risks to improve their abilities to challenge ideology, support individuals, and reduce risks appropriately.
- Support communities to improve their understanding of Prevent and develop effective partnerships to address risks and community tensions. Improve dialogue with communities to support community capacity and resilience.
- Support leadership capabilities amongst women and young people, support credible voices and community spokespeople to strengthen capabilities to challenge extremist ideology and counter terrorist narratives.
- Develop a shared understanding of the nature and causes of extremism and terrorism, and identify solutions to mitigate risks and prevent its escalation.
- Continue to identify vulnerable institutions and engage with them including the universities, colleges, and educational sector to build their resilience.
- Communicate the Prevent and Channel work more widely with partners and communities to increase trust, confidence and impact.



## 12. APPENDIX 1. REPORT ON THE COMMUNITY SAFETY SUMMIT 2015



<b>Title:</b>	Community Safety Summit Next Steps
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### Introduction

Brighton & Hove Connected hosted a Community Safety summit in March 2015 with the aim of exploring with a wide range of stakeholders, how the city can respond to service changes, reorganisation, increasing demand and significant budget pressure across a range of organisations in the field of Community Safety.

The event was divided into two parts. The first section consisted of a number of presentations outlining both current and future challenges the public sector is faced with, particularly relating to the area of community safety. The second part of the event was in the form of four workshops covering a range of themes.

### Purpose of report

This report outlines the next steps and actions that are being taken in response to the summit workshops and the wider context of developments in the field of Community Safety

### Workshop summaries

Workshop 1 - Changing relationships between citizen and public services and the role of residents and community groups

The main points from this session relating to community safety were:

- Responsibility will shift towards non specialist organisations, community groups and individuals
- Public services need to support and empower people to stand up for the values that they believe in and encourage culture change
- Presentations/workshops should be rolled out in schools regarding tolerance levels and acceptable behaviour encouraging responsibility and good/active citizenship
- With regard to anti-social behaviour we must encourage citizens to report all issues of concern to provide an accurate mapping of problem areas to share with all agencies and community.
- When citizens report an issue we need to let them know of the outcome.
- Introduce of an app for reporting anti-social behaviour issues e.g. public drinking and also rough sleepers.

**Workshop 2-** Future plans and models of service delivery in community safety

- Any message needs to be clear and unified from all agencies in the city.

## Strategic Assessment of Crime and Community Safety, 2016

- At the moment there are too many numbers spread across agencies, even too many points of contact for the council. Agency staff and citizens need to know exactly where to point people when they have an issue raised with them.
- With regard to anti-social behaviour we must encourage citizens to report all issues of concern so they can be recorded and an accurate mapping of problem areas can be created and shared with all agencies and community.
- When citizens report an issue we need to let them know of the outcome so they see that their efforts have not been wasted.
- Possible introduction of an app for reporting anti-social behaviour issues e.g. public drinking and also rough sleepers.

### **Workshop 3** - The roles and responsibilities of 'non specialist' organisations in community safety

- Non specialist agencies are often an initial point of contact/ reporting. However, they don't always feel that they are furnished with the skills/ knowledge
- Some agencies would like to see the introduction of a community safety charter.
- The city needs to be marketed differently – not just as a party town, but as a conference location etc.

### **Workshop 4** - Tolerance thresholds, the normalising of bad behaviour and implications for safeguarding

- Questions raised about individual responses to bad behaviour i.e. different views on how/ when/ whether people should/ would intervene if they saw 'bad behaviour'. This was particularly true if interventions in terms of behaviour associated with the night-time economy.
- 'Bad behaviour' was being normalised in the night-time economy though this is now being countered to some extent by the work being undertaken by the business crime reduction partnership.
- In terms of individual's responses, there was a sense that often people felt it was someone else's responsibility.

## **Key themes, next steps and actions**

### **Neighbourhood enforcement**

Work is underway to streamline enforcement in neighbourhoods as part of a modernisation project within the council. Managers delivering services in neighbourhoods are considering options for joining together functions to enable staff in neighbourhoods to be clearly identifiable with a clear mandate to resolve issues as they find them with the back up to enforce where necessary.

### **Active citizens**

Work on streamlining enforcement will be delivered in parallel to work enabling people in neighbourhoods to have a role in managing the public realm in their neighbourhood themselves where practical. The aim is that active citizens will have a clear understanding of what statutory authorities can do and what they can do for themselves, for example clearing untidy areas themselves but bringing in the council if new bins are needed or need relocating. This will require clear communication of where statutory services are re-drawing levels of service because of budget cuts and a clear mandate for citizens to be empowered and enabled to deal with matters themselves if they wish.

## **Local Action Teams and Community Safety Engagement**

Local Action Teams (LATs) have been active in many neighbourhoods for some time. LATs provide a good framework for co-ordinating and collaborating on community safety priorities for neighbourhoods. A project started in July 2015 for 12 months to assess the current activity of LATs and work collaboratively to develop LATs in areas of the city that currently have poor or no provision. The project will enable LATs to be self-sustaining with a network to support each other.

## **Volunteering**

Volunteering in community safety comes in a number of guises ranging from Special Constables in the police through to informal volunteering work through 'friends of parks' schemes. The Community Safety Team are piloting a new community safety volunteer service in two neighbourhoods in the city with East Sussex Fire and Rescue Service. The two volunteers, who will be from those communities, will co-ordinate home safety visits and directly engage with existing community groups offering capacity to take forward specific initiatives such as 'community clean up' days.

## **Encouraging Reporting and a new App**

Key to managing community safety is information regarding the levels of crime and anti-social behaviour in the city. Robust data is essential in monitoring tensions and issues in the city and good analysis enables services to be tailored as needed. There are number of ways for people to report crimes and incidents but we know some crime types and incidents are under reported. Reasons for this vary from believing no action will be taken, a lack of trust and confidence in services or a belief that it's not worth bothering agencies with. Work continues to encourage reporting on a number of fronts. The most recently we have launched a crime and incident reporting app:

<https://www.witnessconfident.org>

This enables smart phone users to do several things. They can record evidence on their phone as a photo, video, sound file or written note. They then have three options. They can save it and build a body of evidence if they don't want to report it at this stage, they can forward to the police or they can forward to the Community Safety Team. At the moment we are piloting the app in relation to hate crime.

## **Tone setting**

There has been some debate in Brighton and Hove recently regarding how the city should feel. Some people believe that low level disorder, anti-social behaviour and the appearance of some parts of the city are unacceptable. Brighton and Hove City Council has a role to play in helping to set the tone for the city together with the police and other agencies. At the moment the council is working with police to manage anti-social behaviour in city parks and open spaces using new ASB powers called Public Space Protection Orders. These will prohibit certain behaviours in designated areas of the city.

## **Conclusion**

The Community Safety Team is co-ordinating all these projects and is central to the successful delivery of initiatives to promote community cohesion and prevent crime and anti-social behaviour in the city. This role is likely to become more valuable in the future as services, including the police, contract and are increasing limited to responding to immediate risk, harm and vulnerability.

## **Safe in the city**

Brighton & Hove Community Safety Partnership

